



FINAL
PROGRAM ENVIRONMENTAL IMPACT REPORT

Project No. 290781
SCH No. 2012061075

SUBJECT: BICYCLE MASTER PLAN UPDATE: CITY COUNCIL APPROVAL for the proposed update to the 2002 City of San Diego (City) Bicycle Master Plan (BMP). The purpose of the BMP Update is to serve as a policy document to guide the development and maintenance of San Diego's bicycle network. The BMP Update provides direction for expanding the existing bikeway network, connecting gaps, providing for improved local and regional connectivity, and encouraging bicycling as a transportation mode. The BMP Update includes a bicycle network with related bicycle projects, policies, and programs. There are approximately 511 miles of existing bikeway facilities with the majority being Class II Bike Lanes. The recommended bicycle network includes recommendations for an additional 595 miles of bicycle facilities, for a future network totaling almost 1,090 miles (not including approximately 16 miles of existing freeway shoulder bikeway facilities that are anticipated to not be needed when the proposed network is completed). The types of projects recommended in the BMP Update include Bikeways (Class I – Bike Path, Class II – Bike Lane, Class III – Bike Route, Bicycle Boulevards, and Cycle Tracks), Bike Parking such as bike racks and on-street bike corrals, End-of-Trip Facilities that may be identified as part of individual development projects, Maintenance activities such as road and sign repair, Bicycle Signal Detection installation, Signage and Striping for warnings and wayfinding, and Multi-modal Connection improvements such as providing secure bicycle parking at transit stops. The BMP Update also recommends bicycle programs to accomplish education, enforcement, encouragement, and monitoring and evaluation. The project area encompasses the entire City and all Council Districts. Applicant: City of San Diego Development Services Department, Planning Division.

UPDATE: June 24, 2013. Revisions and/or minor corrections have been made to this document when compared to the Draft Program Environmental Impact Report (EIR). In accordance with the California Environmental Quality Act, Section 15088.5, the addition of new information that clarifies, amplifies, or makes insignificant modifications does not require recirculation as there are no new impacts and no new mitigation identified. An environmental document need only be recirculated when there is the identification of new significant environmental impacts or the addition of a new mitigation measure required to avoid a significant environmental impact. The modifications within the environmental document do not affect the environmental analysis or conclusions of the Program EIR. All revisions are shown in a ~~striketrough~~ and/or underline format.

CONCLUSIONS:

Based on the analysis conducted for the project described above, the City has prepared the following Program EIR in accordance with the California Environmental Quality Act (CEQA) to inform public agency decision-makers and the public of the significant environmental effects that could result if the project is approved and implemented, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project (State CEQA guidelines Section 15121). As further described in the attached Program EIR, the City has determined that the project would have a significant environmental effect in the following areas: **Biological Resources, Historical Resources, Transportation/Circulation, Visual Quality/Neighborhood Character, Paleontological Resources, and Geologic Conditions.**

It is further demonstrated in the attached Program EIR that the project would not result in a significant environmental effect in the following areas: **Agricultural and Forest Resources, Air Quality, Energy, Greenhouse Gas Emissions, Human Health and Public Safety, Hydrology and Water Quality, Land Use, Mineral Resources, Noise, Population and Housing, Public Services and Facilities, Public Utilities, and Recreation.** Therefore, these issue areas were not discussed in detail in the Program EIR.

The evaluation of environmental issue areas in this Program EIR concludes that the proposed project could result in significant and unavoidable direct and cumulative impacts related to **Transportation/Circulation**. Significant but mitigable direct and/or cumulative impacts to **Biological Resources, Historical Resources, Visual Quality/Neighborhood Character, Paleontological Resources, and Geologic Conditions** would result from implementation of the proposed project.

MITIGATION, MONITORING AND REPORTING PROGRAM:

A series of mitigation measures relative to **Biological Resources, Historical Resources, Transportation/Circulation, Visual Quality/Neighborhood Character, Paleontological Resources, and Geologic Conditions** are identified within each issue area discussion in Section 5.0, Environmental Analysis, of the Program EIR to reduce environmental impacts. The mitigation measures are also fully contained in Section 7.0, Mitigation, Monitoring and Reporting Program, of the Program EIR.

ALTERNATIVES:

Based on the requirement that alternatives reduce significant impacts associated with the proposed project, the Program EIR considers the following Project Alternatives which are further detailed in the Executive Summary and Section 10.0 of the Program EIR.

No Project/No New Bikeways Alternative

With the No Project/No New Bikeways Alternative, the BMP Update would not be approved or implemented and the existing bikeway network would remain as is. The City would maintain the approximately 511 ~~510~~ total miles of existing bikeways. The proposed additional bikeways would not be constructed.

The No Project/No New Bikeways Alternative would avoid all potential impacts of the BMP Update, but the alternative would not provide the beneficial impacts of enhancing bicycle and pedestrian circulation and safety, which would result in a reduction of vehicular traffic throughout the City. The No Project/No New Bikeways Alternative also would not provide other beneficial impacts on air quality and energy, and would not provide a framework for an expanded bicycle network, improve local and regional bicycle connectivity, provide a comprehensive bikeway network, or supplement the City's General Plan Mobility Element. This alternative therefore would not meet any of the BMP Update objectives.

No Project/Implementation of Current Bicycle Master Plan Alternative

With the No Project/Implementation of Current Bicycle Master Plan Alternative, the BMP Update would not be approved or implemented and the existing bikeway network would be improved to include the bikeways and other facilities proposed in the current San Diego Bicycle Master Plan (Alta Transportation Consulting 2002).

Overall, the 2002 BMP would have more miles of bikeways likely to cause impacts compared to the BMP Update (67 miles versus 57.5 ~~60~~ miles of Class I or mix of Class II and III). Based on this comparison, the 2002 BMP could ~~would~~ have greater physical impacts than the BMP Update. This comparison does not take into account the lower priority projects proposed for either program, however. The comparison is therefore limited in terms of determining which plan would be environmentally superior in terms of actual physical impacts. The No Project/Implementation of Current Bicycle Master

Plan Alternative would provide a framework for an expanded bicycle network, improve local and regional bicycle connectivity, and provide a comprehensive bikeway network. This alternative therefore would meet most of the BMP Update objectives. This alternative would not meet the objective of supplementing the City's General Plan Mobility Element with appropriate policies to the same degree as the BMP Update, however, because the 2002 BMP was prepared prior to the City's updated 2008 General Plan.

Reduced Traffic Impact Alternative

With the Reduced Traffic Impact Alternative, all facilities and policies of the BMP Update would be implemented with the following exception: bikeways where lane removals and/or median modifications (or other proposed features) are demonstrated through project specific traffic analysis to significantly impact intersections or roadways would not be implemented.

This alternative would avoid some of the temporary and permanent direct and indirect potential impacts associated with constructing the bikeways proposed by the BMP Update including potentially significant and unavoidable Traffic/Circulation impacts. The Reduced Traffic Impact Alternative may also avoid other impacts that could be caused by those bikeways that would otherwise have been implemented by the BMP Update. This alternative would meet most of the BMP Update objectives, but would not provide beneficial impacts to the same degree as the complete BMP Update, including enhancing bicycle and pedestrian circulation and safety, reducing vehicular traffic, reducing vehicular emissions of pollutants and GHG emissions in the long term, and reducing overall energy consumption related to transportation.

Reduced Biology Impact Alternative

With the Reduced Biology Impact Alternative, all facilities and policies of the BMP Update would be implemented with the following exception: bikeways where any proposed features are demonstrated through project specific biological resources analysis to significantly impact sensitive habitat (MSCP Tier I, II, and III habitats) would not be implemented.

This alternative would avoid potentially significant impacts to biological resources, and possibly avoid other impacts that could be caused by those bikeways that would otherwise have been implemented by the BMP Update. It should be noted that impacts to biological resources were concluded to be mitigated to below a level of significance through implementation of mitigation measures Bio-1 through Bio-10. This alternative would avoid certain potential impacts of the BMP Update and meet most of the BMP Update objectives but would not provide beneficial impacts to the same degree as the complete BMP Update, including enhancing bicycle and pedestrian circulation and safety, reducing vehicular traffic, reducing vehicular emissions of pollutants and GHG emissions in the long term, and reducing overall energy consumption related to transportation. The Reduced Biology Impact Alternative also may not fully implement

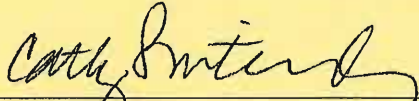
General Plan policies to provide access to, and connect open space areas (Recreation Element Policies RE-D.6 and RE-D.7).

PUBLIC REVIEW DISTRIBUTION:

Individuals, organizations, and agencies that received a copy or notice of the Draft Program EIR and were invited to comment on its accuracy and sufficiency are provided below. Copies of the Draft Program EIR, the Mitigation, Monitoring and Reporting Program and any technical appendices may be reviewed in the office of the Advanced Planning & Engineering Division, or purchased for the cost of reproduction.

RESULTS OF PUBLIC REVIEW:

- () No comments were received during the public input period.
- () Comments were received but did not address the accuracy or completeness of the environmental report. No response is necessary and the letters are attached at the end of the EIR.
- (X) Comments addressing the accuracy or completeness of the Draft Program EIR were received during the public input period. The letters and responses are located immediately after the Table of Contents.



Cathy Winterrowd
Assistant Deputy Director
Development Services Department

March 13, 2013

Date of Draft Report

June 24, 2013

Analyst: Szymanski

Date of Final Report

DISTRIBUTION OF DRAFT PROGRAM ENVIRONMENTAL IMPACT REPORT:

The following individuals, organizations, and agencies received a copy or notice of the Draft Program EIR and were invited to comment on its accuracy and sufficiency:

United States Government

National Park Service (21)
Fish and Wildlife Service (23)
US Army Corps of Engineers (26)
US Department Of Transportation (2)

State of California

Department of Fish and Wildlife (32A)
California Department of Parks and Recreation (40) and (476)
State Clearinghouse (46)
Resources Agency (43)
Native American Heritage Commission (56)
State Historic Preservation Officer (41)
Regional Water Quality Control Board (44)
Water Resources (45)
Water Resources Control Board (55)
Coastal Commission (48)
Caltrans District 11 (31)
California Environmental Protection Agency (37)
Department of Toxic Substance Control (39)

County of San Diego

Department of Environmental Health (75)
Planning and Land Use (68)
Water Authority (73)

City of San Diego

Office of the Mayor (91)
Council President Gloria, District 3 (MS IOA)
Councilmember Lightner, District 1 (MS IOA)
Councilmember Faulconer, District 2 (MS IOA)
Councilmember Cole, District 4 (MS IOA)
Councilmember Kersey, District 5 (MS IOA)
Councilmember Zapf, District 6 (MS IOA)
Councilmember Sherman, District 7 (MS IOA)
Councilmember Alvarez, District 8 (MS IOA)

Councilmember Emerald, District 9 (MS 10A)
Historical Resource Board (87)
City Attorney (MS 56A)
 Shannon Thomas (MS 93C)
Development Services Department
 George Ghossain (MS 413)
 Melissa Garcia (MS 401)
 Samir Hajjiri (MS 401)
 Kristen Forburger (MS 401)
 Jeffrey Szymanski (MS 501)
 James Quinn (MS 501)
 Terre Lien (MS 501)
 Jeff Harkness (MS 501)
 Don Weston (MS501)
Library Dept.-Gov. Documents MS 17 (81)
 Balboa Branch Library (81B)
 Beckwourth Branch Library (81 C)
 Benjamin Branch Library (81D)
 Carmel Mountain Ranch Branch (81 E)
 Carmel Valley Branch Library (81F)
 City Heights/Weingart Branch Library (81G)
 Clairemont Branch Library (81H)
 College-Rolando Branch Library (81I)
 Kensington-Normal Heights Branch Library (81K)
 La Jolla/Riford Branch Library (81L)
 Linda Vista Branch Library (81 M)
 Logan Heights Branch Library (81N)
 Malcolm X Library & Performing Arts Center (81O)
 Mira Mesa Branch Library (81P)
 Mission Hills Branch Library (81 Q)
 Mission Valley Branch Library (81R)
 North Clairemont Branch Library (81 S)
 North Park Branch Library (81 T)
 Oak Park Branch Library (81 U)
 Ocean Beach Branch Library (81 V)
 Otay Mesa-Nestor Branch Library (81 W)
 Pacific Beach/Taylor Branch Library (81X)
 Paradise Hills Branch Library (81 Y)
 Point Lorna/Hervey Branch Library (81Z)
 Rancho Bernardo Branch Library (81AA)
 Rancho Peñasquitos Branch Library (81BB)
 San Carlos Branch Library (81DD)
 San Ysidro Branch Library (81EE)
 Scripps Miramar Ranch Branch Library (81FF)
 Serra Mesa Branch Library (81 GG)
 Skyline Hills Branch Library (81HH)

Tierrasanta Branch Library (811l)
University Community Branch Library (8UJ)
University Heights Branch Library (81KK)
Malcolm A. Love Library (457)

Other Interested Individuals or Groups

Community Planning Groups

Community Planners Committee (194)
Balboa Park Committee (226 + 226A)
Black Mountain Ranch -Subarea 1 (226C)
Otay Mesa - Nestor Planning Committee (228)
Otay Mesa Planning Committee (235)
Clairemont Mesa Planning Committee (248)
Greater Golden Hill Planning Committee (259)
Serra Mesa Planning Group (263A)
Kearny Mesa Community Planning Group (265)
Linda Vista Community Planning Committee (267)
La Jolla Community Planning Association (275)
City Heights Area Planning Committee (287)
Kensington-Talmadge Planning Committee (290)
Normal Heights Community Planning Committee (291)
Eastern Area Planning Committee (302)
North Bay Community Planning Group (307)
Mira Mesa Community Planning Group (310)
Mission Beach Precise Planning Board (325)
Mission Valley Unified Planning Organization (331)
Navajo Community Planners Inc. (336)
Carmel Valley Community Planning Board (350)
Del Mar Mesa Community Planning Board (361)
Greater North Park Planning Committee (363)
Ocean Beach Planning Board (367)
Old Town Community Planning Committee (368)
Pacific Beach Community Planning Committee (375)
Pacific Highlands Ranch - Subarea III (377 A)
Rancho Penasquitos Planning Board (380)
Peninsula Community Planning Board (390)
Rancho Bernardo Community Planning Board (400)
Sabre Springs Community Planning Group (406B)
Sabre Springs Community Planning Group (407)
San Pasqual - Lake Hodges Planning Group (426)
San Ysidro Planning and Development Group (433)
Scripps Ranch Community Planning Group (437)
Miramar Ranch North Planning Committee (439)
Skyline - Paradise Hills Planning Committee (443)

Torrey Hills Community Planning Board (444A)
Southeastern San Diego Planning Committee (449)
Encanto Neighborhoods Community Planning Group (449A)
College Area Community Council (456)
Tierrasanta Community Council (462)
Torrey Highlands - Subarea IV (467)
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University City Community Planning Group (480)
Uptown Planners (498)

Town/Community Councils - PUBLIC NOTICE ONLY

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Carmel Mountain Ranch Community Council (344)
Clairemont Town Council (257)
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Webster Community Council (301)
Darnell Community Council (306)
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San Carlos Area Council (338)
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Pacific Beach Town Council (374)
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United Border Community Town Council (434)
San Dieguito Planning Group (412)
Murphy Canyon Community Council (463)

Other Interested Individuals or Groups

San Diego Unified Port District (109)
San Diego County Regional Airport Authority (110)
San Diego Transit Corporation (112)
San Diego Gas & Electric (114)
Metropolitan Transit Systems (115)
San Diego Unified School District (1251132)
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The Beach and Bay Beacon News (137)
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San Diego Audubon Society (167)
Jim Peugh (167A)
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San Diego Coastkeeper (173)
Endangered Habitat League (182 and 182A)
South Coastal Information Center @ San Diego State University (210)
San Diego Historical Society (211)
Carmen Lucas (206)
Clint Linton (215b)
San Diego Archaeological Center (212)
Save Our Heritage Organization (214)
Ron Christman (215)
Louie Guassac (215A)
Frank Brown (216)
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Theresa Acerro (230)
Unified Port of San Diego (240)
Centre City Development Corporation (242)
Centre City Advisory Committee (243)
Balboa Avenue CAC (246)
Theresa Quiros (294)
Fairmount Park Neighborhood Association (303)
John Stump (304)
Debbie Knight (320)
Mission Hills Heritage (497)
San Diego Association of Governments (SANDAG)
401 B Street, Suite 800, San Diego, California 92101
Institute of Transportation Engineers San Diego Section
San Diego County Bicycle Coalition
Centre City Development Corporation
San Diego State University
University of California
San Diego, Metropolitan Transit System
San Diego Cyclo-Vets

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Bicycle Master Plan Update

Final Program Environmental Impact Report
SCH No. 2012061075; Project No. 290781

June 2013

Prepared for:
City of San Diego
Development Services Department
Entitlements Division

1222 First Avenue
M.S. 501
San Diego, CA 92101

**BICYCLE MASTER PLAN UPDATE
SAN DIEGO, CALIFORNIA**

FINAL PROGRAM ENVIRONMENTAL IMPACT REPORT

SCH NO. 2012061075

PROJECT NO. 290781

JUNE 2013

Prepared for:

City of San Diego
Development Services Department
Entitlements Division
1222 First Avenue, M.S. 501
San Diego, CA 92101-4155

**BICYCLE MASTER PLAN UPDATE
FINAL PROGRAM ENVIRONMENTAL IMPACT REPORT**

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ACRONYMS AND ABBREVIATIONS

AB	Assembly Bill
ACBM	asbestos-containing building materials
ACOE	U.S. Army Corps of Engineers
ADA	Americans with Disabilities Act
ADD	Assistant Deputy Director
ADT	Average Daily Traffic
AMSL	above mean sea level
APE	Area of Potential Effect
ARMR	Archaeological Resource Management Reports
ASMD	Area Specific Management Directives
Basin Plan	Water Quality Control Plan for the San Diego Basin
BCME	Biological Construction Monitoring Exhibit
BMP	Bicycle Master Plan
BNSF	Burlington Northern and Santa Fe Railway
BRT	Bus Rapid Transit
BTA	Bicycle Transportation Account
California Register	California Register of Historical Resources
Caltrans	California Department of Transportation
CAPCOA	California Air Pollution Control Officers Association
CBC	California Building Code
CCC	California Coastal Commission
CDFW	California Department of Fish and Wildlife
CDP	Coastal Development Permit
CEQA	California Environmental Quality Act
CH ₄	methane
City	City of San Diego
CNPS	California Native Plant Society
CO	carbon monoxide
CO ₂	carbon dioxide
CO ₂ e	carbon dioxide equivalent
County	San Diego County
CPUC	California Public Utilities Commission
CSS	Coastal Sage Scrub
CVREP	Carmel Valley Restoration and Enhancement Project
CWA	Clean Water Act
dB(A)	decibels
DHS	Department of Health Services
DOT	Department of Transportation
EAS	Environmental Analysis Section
EIR	Environmental Impact Report
EMF	electromagnetic field

ACRONYMS AND ABBREVIATIONS (cont.)

EOC	Emergency Operations Center
EPA	Environmental Protection Agency
EPIC	Energy Policy Initiative Center
ERM	Environmental Review Manager
ESL	Environmentally Sensitive Lands
FEMA	Federal Emergency Management Agency
FESA	Federal Endangered Species Act
GDP	General Development Plan
General Plan	City of San Diego General Plan
GHG	greenhouse gas(es)
HC	Holland Code
HCP	Habitat Conservation Plan
HP	Historic Preservation
HRB	Historical Resources Board
HU	Hydrologic Unit
I-	Interstate
IBC	International Building Code
IPCC	Intergovernmental Panel on Climate Change
ITP	Incidental Take Permit
LBP	lead based paint
LCP	Local Coastal Programs
LDM	Land Development Manual
LDR	Land Development Review Division
LID	low impact development
LOS	Level of Service
LOSSAN	Los Angeles to San Diego rail corridor
LSAA	Lake or Streambed Alteration Agreement
LUP	Land Use Plan
MAP-21	Moving Ahead for Progress in the 21 st Century Act
MBTA	Migratory Bird Treaty Act
MCAS	Marine Corps Air Station Miramar
ME	Mobility Element
MHPA	Multi-Habitat Planning Area
MLD	most likely descendent
MMC	Mitigation Monitoring Coordination
MMRP	Mitigation, Monitoring, and Reporting Program

ACRONYMS AND ABBREVIATIONS (cont.)

MMT	million metric tons
mph	miles per hour
MRZ	Mineral Resource Zone
MSCP	Multiple Species Conservation Program
MT	metric tons
MTS	Metropolitan Transportation System
MUTCD	California Manual on Uniform Traffic Control Devices
NAHC	Native American Heritage Commission
NAGRA	Native American Graves Protection and Repatriation Act
NCCP	California Natural Communities Conservation Planning
N ₂ O	nitrous oxide
NCTD	North County Transit District
NDP	Neighborhood Development Permit
NHPA	National Historic Preservation Act
NO	nitrogen oxide
NO ₂	nitrogen dioxide
NOP	Notice of Preparation
NO _x	oxides of nitrogen
NPDES	National Pollutant Discharge Elimination System
NTP	Notice to Proceed
O ₃	ozone
OHP	Office of Historic Preservation
OPR	Office of Planning and Research
PCBs	polychlorinated biphenyls
PHC	Pacific Highway Corridor
PM ₁₀	particulates with an aerodynamic diameter less than 10 microns
RAPID	Research and Public Information Dissemination Program
RARE	Rare, Threatened, or Endangered Species
RCP	Regional Comprehensive Plan
RDDRP	Research Design and Data Recovery Program
RMP	Resource Management Plan
ROG	Reactive Organic Gases
RTIP	Regional Transportation Improvement Program
RTP	Regional Transportation Plan
RWQCB	Regional Water Quality Control Board

ACRONYMS AND ABBREVIATIONS (cont.)

SANDAG	San Diego Association of Governments
SB	Senate Bill
SCIC	South Coastal Information Center
SCS	Sustainable Communities Strategy
SDAB	San Diego Air Basin
SDCBC	San Diego County Bicycle Coalition
SDIV	San Diego and Imperial Valley
SDMC	San Diego Municipal Code
SDP	Site Development Permit
SHRC	State Historical Resources Commission
SIP	State Implementation Plan
SO ₂	sulfur dioxide
SR	State Route
SWPPP	Storm Water Pollution Prevention Plan
TAC	toxic air contaminants
TCP	Traditional Cultural Property
TDM	Transportation Demand Management
TEA-21	Transportation Equity Act for the 21st Century
TMP	Traffic management plan
USFWS	U.S. Fish and Wildlife Service
V/C	Volume/capacity
VMT	vehicle miles traveled
VOCs	volatile organic compound(s)



RESPONSES TO COMMENTS



**LIST OF PERSONS, ORGANIZATIONS, AND PUBLIC AGENCIES
THAT COMMENTED ON THE
DRAFT PROGRAM ENVIRONMENTAL IMPACT REPORT (EIR)**

The Draft Program EIR was circulated for a 45-day review period, from March 28, 2013 until May 13, 2013. The following is a listing of the names and addresses of public agencies, special interest groups, organizations, and individuals that commented during the public review period.

LETTER DESIGNATION	NAME	ADDRESS	DATE
FEDERAL AGENCIES			
A	U.S. Marine Corps	PO Box 452001 San Diego, CA 92145-2001	April 14, 2013
B	U.S. Fish and Wildlife Service/California	2177 Salk Ave., Ste 250 Carlsbad, CA 92008	May 15, 2013
	Department of Fish and Wildlife	3883 Ruffin Road San Diego, CA 92123	
STATE AGENCIES			
C	State Clearinghouse	1400 10 th Street Sacramento, CA 95812	May 13, 2013
D	California Department of Transportation (Caltrans)	4050 Taylor Street San Diego, CA 92110	April 16, 2013
E	California Public Utilities Commission	320 West 4 th Street, Suite 500 Los Angeles, CA 90013	April 10, 2013
F	Native American Heritage Commission	915 Capitol Mall, Room 364 Sacramento, CA 95814	April 8, 2013
LOCAL AGENCIES			
G	County of San Diego	5510 Overland Ave., Suite 110 San Diego, CA 92123	May 13, 2013
H	SANDAG	401 B Street San Diego, CA 92101	May 14, 2013
SPECIAL INTEREST GROUPS/ORGANIZATIONS/INDIVIDUALS			
I	Jill Sanford	email	May 9, 2013
J	Kitty Otto	email	May 13, 2013
K	Josie Calderon-Scott	3462 Molito Avenue Bonita, CA 91902	May 15, 2013
L	Richard House/Kathy Keehan	email	May 13, 2013
M	San Diego County Archaeological Society	PO Box 81106 San Diego, CA 92138-1106	April 14, 2013
N	Rincon Band of Luiseño Indians	1 West Tribal Road Valley Center, CA 92082	May 13, 2013
O	Groundwork San Diego	email	May 13, 2013
P	BikeSD	email	May 15, 2013

LETTER DESIGNATION	NAME	ADDRESS	DATE
SPECIAL INTEREST GROUPS/ORGANIZATIONS/INDIVIDUALS			
Q	WalkSanDiego	740 13 th Street, Suite 502 San Diego, CA 92101	May 13, 2013
R	Maritza Lizzet Chavarin	email	May 16, 2013
S	Luciana D'Corrales	email	May 15, 2013
T	San Ysidro Smart Border Coalition	663 E. San Ysidro Blvd. San Ysidro, CA 92173	May 16, 2013
U	Friends of Rose Canyon (via Shute, Mihaly & Weinberger LLP)	396 Hayes Street San Francisco, CA 94102	May 10, 2013



UNITED STATES MARINE CORPS
 MARINE CORPS AIR STATION
 P.O. BOX 452001
 SAN DIEGO, CA 92145-2001

11103
 CP&L/Bicycle MP
 April 22, 2013

CITY OF SAN DIEGO
 DEVELOPMENT SERVICES DEPARTMENT
 BICYCLE MASTER PLAN UPDATE
 ATTN: JEFFREY SZYMANSKI, ENVIRONMENTAL PLANNER
 1222 FIRST AVENUE MS 501
 SAN DIEGO, CA 92101-4155

RE: BICYCLE MASTER PLAN UPDATE DRAFT ENVIRONMENTAL IMPACT REPORT

Dear Mr. Szymanski,

This is in response to the draft Environmental Impact Report from the City of San Diego on March 28, 2013.

Marine Corps Air Station (MCAS) Miramar continues to manage its resources in full compliance with the law and will continue to do so in the future. Such compliance, however, has created significant limitations. Constraints on MCAS Miramar include, but are not limited to, sensitive resources or habitat, regional transportation and infrastructure requirements and most important, the United States Marine Corps (USMC) mission essential training and readiness requirements to meet national security objectives.

For the USMC to lose training and operational capability in the San Diego region would be highly detrimental to the preparation of Marines for combat. Comments on sections relevant to MCAS Miramar have been provided for your reference purposes as Enclosure (1).

Thank you for the opportunity to review this land use proposal. If we may be of any further assistance, please contact Mr. Juan Lias at (858) 577-6603.

Sincerely,

C. L. THORNTON
 Community Plans and Liaison Officer
 By direction of the Commanding Officer

A1

A1 The comments of Marine Corps Air Station (MCAS) Miramar regarding management of its resources, on-site constraints, and mission essential requirements are acknowledged. No bikeway facility that would cause the loss of training and operational capability of the U.S. Marine Corps (USMC) would be implemented by the City. Furthermore, bikeways proposed on federal lands within the boundaries of MCAS Miramar would require federal approval.

COMMENTS

RESPONSES

11103
CP&L/Bicycle MP
April 22, 2013

Copy to:
San Diego County Regional Airport Authority, Ed Gowens

Enclosure: (1) MCAS Miramar Itemized Comments

COMMENTS

RESPONSES

11103
CP&L/Bicycle MP
April 22, 2013

ITEMIZED COMMENTS

1. Issue 1

A2

Figure 2-2 does not accurately portray land under the control of the United States Marine Corps at MCAS Miramar. Much of the land within the boundary of MCAS Miramar is shown as various other categories and may confuse readers to believe that they fall under the jurisdiction of the City of San Diego. Recommend that this be changed to reflect the actual situation.

2. Issue 2

A3

Figures 3-1b and 5.1-4b show a proposed Class I bike path on the southwestern portion of MCAS Miramar. Please make note in the document that this would require federal approval. The same figures also show a proposed Class I bike path on Kearny Villa Road offset to the right of the existing bike path. Please clarify if this is only for illustrative purposes and falls within the right-of-way granted to the City of San Diego by the federal government for the road. Otherwise, it should also have the same note as previously discussed.

3. Issues 3

A4

Section 8.5.2 (Airport Safety Hazards) has a typographic error. MCAS is not the name of the installation. Please correct this to read Marine Corps Air Station (MCAS) Miramar.

A2 The boundary of MCAS Miramar has been added to appropriate graphics in the Final Program EIR, including Figure 2-2, *Existing Land Use*, to clarify the location of the base.

A3 The Class I Bike Path along Kearny Mesa Road was proposed in response to bicycle collision history, vehicle travel speeds, public input, for consistency with the SANDAG Regional Bike Plan, and the importance of this segment as a north-south connection between Kearny Mesa and points north. This particular facility did not rise to the level of a citywide High Priority Project, therefore conceptual designs were not developed as part of the Bicycle Master Plan Update process. At this time details about the specific location or alignment of this segment have not been determined. In the future, when this particular segment is under consideration for further study, City staff will coordinate closely with the federal government. A note has been added to appropriate graphics in the Final Program EIR, including Figures 3-1b, *Proposed Bicycle Network (Central)*, and 5.1-4b, *Potential Vegetation Impacts of the Proposed Bicycle Master Plan Update (Central)*, stating that proposed bikeway facilities within military lands will require federal approval.

A4 The requested change to the text of Section 8.5.2, *Airport Safety Hazards*, has been made in the Final Program EIR.

Enclosure (1)



U.S. Fish and Wildlife Service
 Carlsbad Fish and Wildlife Office
 2177 Salk Avenue, Suite 250
 Carlsbad, California 92008
 760-431-9440
 FAX 760-431-9618



California Department of Fish and Wildlife
 South Coast Region
 3883 Ruffin Road
 San Diego, California 92123
 858-467-4201
 FAX 858-467-4299

In Reply Refer To:
 FWS/CDFW-SDG-13B0288-13TA0275

May 15, 2013

Mr. Jeffrey Szymanski
 Environmental Planner
 City of San Diego Development Services Center
 1222 First Avenue, MS 501
 San Diego, California 92101

Subject: Comments on the Draft Program Environmental Impact Report for the Proposed Bicycle Master Plan Update (SCH 2012061075).

Dear Mr. Szymanski:

The U.S. Fish and Wildlife Service (Service) and the California Department of Fish and Wildlife (Department), collectively referred to as the Wildlife Agencies, have reviewed the Draft Program Environmental Impact Report (DPEIR), dated March 2013, for the proposed Bicycle Master Plan Update in the City of San Diego (City), California. The comments and recommendations provided herein are based on the information provided in the DPEIR and our knowledge of sensitive and declining vegetation communities in the region, and our participation in the Multiple Species Conservation Program (MSCP), and the City's MSCP Subarea Plan (SAP).

The primary concern and mandate of the Service is the protection of public fish and wildlife resources and their habitats. The Service has legal responsibility for the welfare of migratory birds, anadromous fish, and endangered animals and plants occurring in the United States. The Service is also responsible for administering the Federal Endangered Species Act of 1973 (Act), as amended (16 U.S.C. 1531 *et seq.*), including habitat conservation plans (HCP) developed under section 10(a)(1) of the Act.

The Department is a Trustee Agency and a Responsible Agency pursuant to the California Environmental Quality Act (CEQA; §§ 15386 and 15381, respectively) and is responsible for ensuring appropriate conservation of the State's biological resources; including rare, threatened, and endangered plant and animal species, pursuant to the California Endangered Species Act (CESA), and other sections of the Fish and Game Code. The Department also administers the Natural Community Conservation Planning (NCCP) program. The City is participating in the Department's NCCP and the Service's HCP programs through implementation of its MSCP SAP.

B1 The concerns and mandates of the U.S. Fish and Wildlife Service (USFWS) and California Department of Fish and Wildlife (CDFW) are acknowledged. The summary of the project presented in this comment is accurate.

B1

Mr. Jeffrey Szymanski (FWS/CDFW-SDG-13B0288-13TA0275)

2

The project area for the Bicycle Master Plan (BMP) Update includes the jurisdictional boundaries of the City of San Diego which encompasses approximately 342.5 square miles. The project area is under the City's MSCP SAP; approximately 34 miles of bikeways are proposed within the City's MSCP Multiple Habitat Planning Area (MHPA).

The proposed BMP Update will revise the City's 2002 BMP and will address issues such as bikeway planning, community involvement, facility design, bikeway classifications, utilization of existing resources, multi-modal integration, safety and education, support facilities, implementation, maintenance and funding strategies. The BMP Update proposes to add 595 miles of additional bikeways to the 511 miles of existing bikeways authorized under the 2002 BMP, totaling approximately 1,090 miles. In addition, The BMP Update recommends the addition of bicycle parking facilities in commercial, retail, and employment areas and the construction of end-of-trip facilities such as restrooms, changing rooms, showers, and storage lockers.

Our main concern regarding the project is the DPEIR's consistency with the City's MSCP SAP. The measures in the DPEIR do not provide sufficient guidance for proposed projects working under the BMP Update to develop projects consistent with the MSCP. In addition, we have concerns that the DPEIR does not provide sufficient information for the Wildlife Agencies to adequately review alternatives that meet project goals with fewer impacts.

We offer the comments and recommendations in the enclosure to address our concerns and assist the City in avoiding or minimizing potential biological impacts from the project. We appreciate the opportunity to comment on this DPEIR. If you have questions or comments regarding this letter, please contact Jennifer Edwards of the Department at 858-467-2717, or Patrick Gower of the Service at 760-431-9440, or via email at Jennifer.Edwards@wildlife.ca.gov or Patrick_Gower@fws.gov, respectively.

Sincerely,

for, Karen A. Goebel
Assistant Field Supervisor
U.S. Fish and Wildlife Service

Marilyn Fluharty
Acting Environmental Program Manager
California Department of Fish and Wildlife

Enclosure

B2 Individual responses to the comments and recommendations presented in the enclosure are provided below.

B1
cont.

B2

Enclosure

Comments on the Draft Program Environmental Impact Report (DPEIR) for the Proposed Bicycle Master Plan Update

- B3 1. The Draft Program Environmental Impact Report (DPEIR) does not have sufficient information to evaluate project alternatives and determine which, if any, adequately avoid and minimize impacts to sensitive vegetation communities and species, including federally listed and/or Multiple Species Conservation Program (MSCP) covered species. The Final PEIR (FPEIR) should provide information (e.g., tables, figures, and text) that document impacts to vegetation communities and sensitive species. The FPEIR should also clearly document that every effort has been made to consider alternatives that are environmentally superior and clearly demonstrate avoidance and minimization of impacts to sensitive vegetation communities and species and are consistent with the City's MSCP Subarea Plan (SAP);
- B4 2. We recommend that BIO-1 be revised to "A biological resources report shall be prepared for bikeways proposed within or adjacent to the MHPA. The biological resources report shall identify sensitive biological resources within and adjacent to the proposed bikeway alignment and make recommendations for avoidance and minimization of impacts to those resources identified. If the project-level biological resources report determines that sensitive biological resources are within or adjacent to the proposed bikeway alignment, one or more of the following mitigation measures shall be implemented, as applicable. As each future bikeway project implemented under the BMP Update is reviewed under CEQA, additional specificity may be required with respect to mitigation measures identified below. If a biological resources report is required at the time of a specific bikeway project submittal, the report shall be prepared utilizing current biological mitigation and monitoring in accordance with City requirements. The biological resources report will include a specific detailed analysis of consistency with MSCP policies and guidelines, including MSCP Subarea Plan policies for the particular project location."
- B5 3. The BIO-2 should be revised to include the management directives found in Section 1.5.2 Public Access, Trails, and Recreation of the City's SAP and require an evaluation for consistency with the City's MSCP SAP for proposed facility construction;
 - a. Provide sufficient signage to clearly identify public access to the MHPA. Barriers such as vegetation, rocks/boulders or fencing may be necessary to protect highly sensitive areas. Use appropriate type of barrier based on location, setting and use. For example, use chain link or cattle wire to direct wildlife movement, and natural rocks/boulders or split rail fencing to direct public access away from sensitive areas. Lands acquired through mitigation may preclude public access in order to satisfy mitigation requirements;

B3 The Program EIR analysis of impacts to biological resources is not based on site-specific ground-level surveys for any bikeway, and no project-specific analysis is conducted in this Program EIR. There is not enough detailed footprint definition for all of the alignments to accomplish a consistent and comprehensive analysis. Therefore no tables, figures, or text with specific acreages of impacts are provided. As necessitated by the citywide study area, potential impacts are identified at a more generalized level. Table 5.1-2, *Potential Presence and Status of Local Special Status Plant Species*, summarizes the sensitive plant species that could be affected by the proposed project. Table 5.1-3, *Potential Presence and Status of Local Special Status Animal Species*, summarizes the sensitive fauna species that could be affected by the proposed project. These tables are based on information provided in the 2008 City of San Diego General Plan Program EIR. Vegetation communities and sensitive plant and animal species documented in the Program EIR were identified based on the regional vegetation map, prepared by the City, which is incorporated into the MSCP database San Diego GIS 1995. Potential impacts to sensitive vegetation are indicated in Figures 5.1-4a, *Potential Vegetation Impacts of the Proposed Bicycle Master Plan Update Facilities (South)*; 5.1-4b, *Potential Vegetation Impacts of the Proposed Bicycle Master Plan Update Facilities (Central)*; and 5.1-4c, *Potential Vegetation Impacts of the Proposed Bicycle Master Plan Update Facilities (North)*.

In general, On-street Bikeways Without Widening were concluded to have no direct or indirect impacts on candidate, sensitive, or special status species. On-street Bikeways With Widening and Off-street Bikeways were concluded to have the potential for significant direct and indirect impacts to such species. Measures to mitigate such impacts are provided in the Final Program EIR. These measures include *Bio-1*, which requires that: 1) a biological resources report be prepared for bikeways proposed in naturally vegetated areas or within or adjacent to the Multi-Habitat Planning Area (MHPA), 2) the report identifies sensitive biological resources within and adjacent to the proposed bikeway alignment, and 3) the report makes recommendations for avoidance and minimization of

B3 cont. impacts to those resources identified. As individual projects may proceed into design, consistency with the Program EIR and potential impacts would be evaluated, and subsequent environmental documentation would be prepared as described in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR, which identifies the following three CEQA process scenarios for project-level BMP Update projects:

- CEQA Scenario 1 is if the impacts associated with the subsequent BMP Update activity have been adequately addressed in the Program EIR and mitigation will be carried out as defined in the Program EIR and MMRP, then no further environmental review would be required.
- CEQA Scenario 2 is if the subsequent BMP Update activity is not within the scope of the BMP Update Program EIR and impacts are not adequately addressed and/or adequate mitigation is not proposed, then the City would prepare a tiered or new Negative Declaration, Mitigated Negative Declaration, or EIR.
- CEQA Scenario 3 is if the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR, then the City would prepare a Subsequent EIR or a Supplement or Addendum to the certified Program EIR.

This tiering of documentation is consistent with State CEQA Guidelines Section 15152(b), which states: “Tiering is appropriate when the sequence of analysis is from an EIR prepared for a general plan, policy, or program to an EIR or negative declaration for another plan, policy, or program of lesser scope, or to a site-specific EIR or negative declaration.” As stated in Section 1.1, *Project Scope*, of the Program EIR:

The BMP Update serves as a policy document to guide the development and maintenance of the City’s existing and planned bicycle network, including bikeways, support facilities, and programs over the next 20 years. This updated plan seeks to build upon the foundation established by the first San Diego BMP adopted in 2002. The BMP Update provides direction for expanding the existing bikeway network, connecting gaps, addressing constrained areas, improving intersections, providing for greater local and regional connectivity, and encouraging more residents to bicycle more often.

Also as noted in Section 1.1 of the Program EIR, the BMP Update is consistent with and implements the Bicycle Section of the General Plan Mobility Element, which identifies the BMP as the guiding document for implementation of the City’s bicycle network.

COMMENTS

RESPONSES

B3 cont. Furthermore, the level of detail in the Program EIR corresponds to the level of specificity of the BMP Update, which is the subject of the Program EIR. This is consistent with State CEQA Guidelines Section 15146(b), which states that an EIR on a project such as the adoption of a local general plan “need not be as detailed as an EIR on the specific construction projects that might follow.”

State CEQA Guidelines Section 15126.6(f) states that “the range of alternatives in an EIR is governed by the ‘rule of reason’ that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice.” For this Program EIR, the choice for decision makers is to approve or not approve the overall program of the BMP Update; the choice is not related to selecting specific alignments or individual bikeway projects. The identification of alternatives therefore focused on reducing or eliminating significant environmental impacts at a program level. As described in Section 10.0, *Alternatives*, of the Program EIR, the four alternatives evaluated are defined as consisting of 1) only existing bicycle facilities, 2) only bicycle facilities in the 2002 BMP, 3) only bikeways that do not involve lane removals and/or median modifications, and 4) only bikeways that would not impact sensitive habitats. The category of bikeways not implemented with the fourth alternative (the Reduced Biology Impact Alternative), would most likely be a Class I (Bike Path) facility, depending on the type of biological resources impact determined to occur from each proposed facility on a project by project basis. There are approximately 94 miles of unbuilt proposed Class I facilities in the BMP Update. This is the alternative identified as minimizing impacts to sensitive vegetation communities and species to the greatest degree.

B4 The change requested to mitigation measure *Bio-1* would limit a biological resources report to be prepared for bikeways proposed “within or adjacent to the MHPA” instead of “in naturally vegetated areas or adjacent to the MHPA.” The change made to mitigation measure *Bio-1* in the Final Program EIR is to require a biological resources report for bikeways proposed “in naturally vegetated areas, or within or adjacent to the MHPA.”

COMMENTS

RESPONSES

Mr. Jeffrey Szymanski (FWS/CDFW-SDG-13B0288-13TA0275)

Enclosure Page 2

- b. Locate trails, view overlooks, and staging areas in the least sensitive areas of the MHPA. Locate trails along the edges of urban land uses adjacent to the MHPA, or the seam between land uses (e.g., agriculture/habitat), and follow existing dirt roads as much as possible rather than entering habitat or wildlife movement areas. Avoid locating trails between two different habitat types (ecotones) for longer than necessary due to the typically heightened resource sensitivity in those locations;
 - c. In general, avoid paving trails unless management and monitoring evidence shows otherwise. Clearly demarcate and monitor trails for degradation and off-trail access and use. Provide trail repair/maintenance as needed. Undertake measures to counter the effects of trail erosion including the use of stone or wood crossjoints, edge plantings of native grasses, and mulching of the trail;
 - d. Minimize trail widths to reduce impacts to critical resources. For the most part, do not locate trails wider than 4 feet in core areas or wildlife corridors. Exceptions are in the San Pasqual Valley where other agreements have been made, in Mission Trails Regional Park, where appropriate, and in other areas where necessary to safely accommodate multiple uses or disabled access. Provide trail fences or other barriers at strategic locations when protection of sensitive resources is required;
 - e. Limit recreational uses to passive uses such as birdwatching, photography, and trail use. Locate developed picnic areas near MHPA edges or specific areas within the MHPA, in order to minimize littering, feeding of wildlife, and attracting or increasing populations of exotic or nuisance wildlife (opossums, raccoons, skunks). Where permitted, restrain pets on leashes;
4. BIO-3 should be revised to include: New development adjacent to the MHPA may be required to provide barriers (e.g., non-invasive vegetation, rocks/boulders, fences, walls, and/or signage) along the MHPA boundaries to direct public access to appropriate locations and reduce domestic animal predation;
5. BIO-5 should be revised to be consistent with the Biology Guidelines; "Impacts to wetlands shall be avoided. Unavoidable impacts to wetlands shall be minimized to the maximum extent practicable and fully mitigated per the Biology Guidelines. For projects with the potential to affect wetlands, the project-specific biological resources report shall include an analysis of wetlands (including City, state and federal jurisdiction analysis) within and adjacent to the footprint of the proposed bikeway and measures to avoid or minimize impacts to wetlands. If impacts to wetlands cannot be avoided, a conceptual mitigation program (which includes identification of the mitigation site) must be prepared by the City and approved by the resource agency or agencies with jurisdiction over the affected wetlands, and implemented by the City." ;

B5 Mitigation measure *Bio-2* has been revised in the Final Program EIR to require design to conform to requirements of the management directives of the City's Subarea Plan. Mitigation measure *Bio-1* requires evaluation of consistency with Subarea Plan policies.

B6 Mitigation measure *Bio-3* has been revised in the Final Program EIR as requested in this comment.

B7 Mitigation measure *Bio-5* has been revised in the Final Program EIR as requested in this comment.

B5 cont.

B6

B7

Mr. Jeffrey Szymanski (FWS/CDFW-SDG-13B0288-13TA0275)

Enclosure Page 3

- B8
6. BIO-7 refers to Condition 1-b and 1-c; however, it is not clear in the DPEIR where these conditions are located;
7. Mitigation language provided in Mitigation Measure BIO-8 and BIO-9 partially addresses impact concerns for resident, migratory, and other bird species (e.g., raptors). However, the City's MSCP SAP does not provide take for non-MSCP covered species, including many migratory avian species. In order to comply with sections 3503 and 3503.5 of the Fish and Game Code and to ensure no direct and indirect impacts to active avian nests, construction activities (including vegetation clearing and grubbing) within or adjacent to avian nesting habitat should occur outside of the avian breeding season to avoid take of birds or their eggs. Avian breeding season generally runs from February 1 to August 31 (as early as January 1 for some raptors). Depending on the avian species present, a qualified biologist may determine that a change in the breeding season dates is warranted. Additionally, we recommend the following measures be added to the FPEIR:
- B9
- a. If avoidance of the avian breeding season is not feasible (as defined above), the Department recommends that, beginning 30 days prior to the initiation of project activities, a qualified biologist with experience in conducting breeding bird surveys conduct weekly bird surveys to detect protected native birds occurring in suitable nesting habitat that is to be disturbed and, as access to adjacent areas allows, any other such habitat within 300 feet of the disturbance area (within 500 feet for raptors). The surveys should continue on a weekly basis with the last survey being conducted no more than 3 days prior to the initiation of project activities. If an active nest is located, we recommend that project activities within 300 feet of the nest (within 500 feet for raptor nests) be postponed until the nest is vacated and juveniles have fledged and there is no evidence of a second attempt at nesting. Flagging, stakes, and/or construction fencing should be used to demarcate the inside boundary of the buffer of 300 feet (or 500 feet) between the project activities and the nest. Project personnel, including all contractors working on site, should be instructed on the sensitivity of the area. The project proponent should provide the City with results of the recommended protective measures described above to document compliance with applicable State and Federal laws pertaining to the protection of native birds.
- b. If the biological monitor determines that a narrower buffer between the project activities and observed active nests is warranted, he/she should submit a written explanation as to why (e.g., species-specific information; ambient condition and birds' habituation to them; and the terrain, vegetation, and birds' line of sight between the project activities and the nest and foraging areas) to the City and, if requested by the City, the Department. Based on the submitted information, the City (and the Department, if requested) will determine whether a narrower buffer is appropriate for the given circumstances.

- B8 In the Final Program EIR, mitigation measure *Bio-7* has been modified to change the sub-bullets under the first bullet to a, b, and c, change the conditions mentioned under the second bullet to b or c, and the conditions mentioned under the third bullet to a, b, and c.
- B9 The City of San Diego acknowledges that all projects must comply with state and federal laws and regulations, including the Fish and Game Code and the Migratory Bird Treaty Act (MBTA). The Final Program EIR contains mitigation framework language which addresses impacts to avian species. At the project level, the biological technical report would identify potential impacts to all sensitive biological resources as defined in the City's Biological Guidelines. If the project-level biological assessment determines, based upon project-specific conditions and resources, that an increased buffer is required, then the increased buffer would be implemented at that time. Alternatively, any reduction to survey buffer requirements also would be discussed in the project-level biological technical report and then assessed by City Staff in consultation with the Department of Fish and Wildlife if necessary.

Mr. Jeffrey Szymanski (FWS/CDFW-SDG-13B0288-13TA0275) Enclosure Page 4

B9
cont.

c. The biological monitor shall be present on site during all grubbing and clearing of vegetation to ensure that these activities remain within the project footprint (i.e., outside the demarcated buffer), that the flagging/stakes/fencing is being maintained, and to minimize the likelihood that active nests are abandoned or fail due to project activities. The biological monitor shall send weekly monitoring reports to the City during the grubbing and clearing of vegetation, and shall notify the City immediately if project activities damage active avian nests.

B10

8. The FPEIR should provide a table showing the acres of anticipated impacts by vegetation community, both inside and outside of the MHPA;

B11

9. Table 5.1-7, 1.4.3 MHPA Adjacency Guidelines #7; The FPEIR should include the brush management activities anticipated to occur around the proposed facilities including the widths of anticipated brush removal zones;

B12

10. The FPEIR should provide a summary concerning the approval of the 2002 BMP including a discussion regarding consistency with the MSCP;

B13

11. The Department has responsibility for wetland and riparian habitats. It is the policy of the Department to strongly discourage development in wetlands or conversion of wetlands to uplands. We oppose any development or conversion which would result in a reduction of wetland acreage or wetland habitat values, unless, at a minimum, project mitigation assures there will be "no net loss" of either wetland habitat values or acreage. Development and conversion include but are not limited to conversion to subsurface drains, placement of fill or building of structures within the wetland, and channelization or removal of materials from the streambed. All wetlands and watercourses, whether intermittent or perennial, should be retained and provided with substantial setbacks which preserve the riparian and aquatic values and maintain their value to on-site and off-site wildlife populations. Mitigation measures to compensate for impacts to mature riparian corridors must be included in the DPEIR and must compensate for the loss of function and value of a wildlife corridor.

B14

a. The project area supports riparian and wetland habitats; therefore, a jurisdictional delineation of the creeks and their associated riparian habitats should be included in the DPEIR. The delineation should be conducted pursuant to the U. S. Fish and Wildlife Service wetland definition adopted by the Department¹. Please note that some wetland and riparian habitats subject to the Department's authority may extend beyond the jurisdictional limits of the U.S. Army Corps of Engineers.

¹Cowardin, Lewis M., et al. 1979. Classification of Wetlands and Deepwater Habitats of the United States. U.S. Department of the Interior, Fish and Wildlife Service.

B10 There is not enough detailed footprint definition for all of the alignments to accomplish a consistent and comprehensive analysis that would provide specific acreages of impacts. Please refer to response to comment B3 for additional information about the programmatic nature of this EIR and the measures that will be required for any bikeway alignment in the BMP Update that may proceed with more detailed engineering and environmental analysis in the future.

B11 There is not enough detailed design information for all of the alignments to provide specifics regarding brush management activities or the widths of anticipated brush removal zones for bikeways within or adjacent to the MHPA. Please refer to response to comment B3 for additional information about the programmatic nature of this EIR and the measures that will be required for any bikeway alignment in the BMP Update that may proceed with more detailed engineering and environmental analysis in the future.

B12 This Program EIR addresses the 2002 BMP as modified by the update, and therefore provides the most recent and relevant discussion of consistency with the MSCP. The discussion of MSCP consistency in Section 5.1.2, *Impacts*, of this Program EIR notes that through compliance with the Conservation Element of the General Plan, the BMP Update would also be consistent with the MHPA Land Use Adjacency Guidelines for drainage, toxics, lighting, noise, barriers, invasive species, and brush management, as identified in the MSCP Subarea Plan. An initial evaluation of consistency with applicable MSCP policies and guidelines is presented in Table 5.1-7, *MSCP Consistency Evaluation*. At this planning level phase, no conflicts have been identified with such plans, policies and ordinances. Specific detailed analysis of individual projects as they occur in particular MSCP subareas would be conducted as part of subsequent evaluations conducted on a project-by-project basis. Section 5.1.2 of this Program EIR also notes that any modification to the adopted

COMMENTS

RESPONSES

- B12 cont. Subarea Plan would be subject to oversight by the USFWS and CDFW, and would require environmental review and public comment pursuant to CEQA.
- B13 Mitigation measures *Bio-1* through *Bio-10* provide specific actions and performance standards that would mitigate significant effects on sensitive resources, including wetlands. Specification of performance standards for mitigation is allowed in State CEQA Guidelines Section 15126.4. Mitigation measure *Bio-5* states that if impacts to wetlands cannot be avoided, a conceptual mitigation program (which includes identification of the mitigation site) must be prepared by the City and approved by the resource agency or agencies with jurisdiction over the affected wetlands, and implemented by the City. The following statement has been added to the previous sentence within *Bio 5* “and would ensure a no net loss of wetlands.” Please refer to response to comment B3 for additional information about the programmatic nature of this Program EIR.
- B14 The Program EIR recognizes that impacts to wetlands could occur, but, because this is a program-level document addressing the citywide study area of the BMP Update, specific acreages are not quantified, and jurisdictional delineations for each bikeway that may be within riparian and wetland habitats are not provided. Please refer to response to comment B3 for additional information about the programmatic nature of this Program EIR and the measures that will be required for any bikeway alignment in the BMP Update that may proceed with more detailed engineering and environmental analysis in the future. Mitigation measures include *Bio-1*, which requires that a biological resources report be prepared for bikeways proposed in naturally vegetated areas or within or adjacent to the MHPA. In addition, Table 3-3, *Discretionary Actions*, in Section 3.0, *Project Description*, of the Program EIR, notes that U.S. Army Corps of Engineers approval would be required for actions involving Clean Water Act Section 404 Permits for filling waters of the United States, and USFWS approval would be required for actions involving Endangered Species Act Section 7 Consultation for Threatened and Endangered Species.

Mr. Jeffrey Szymanski (FWS/CDFW-SDG-13B0288-13TA0275)

Enclosure Page 5

B15

b. The Department also has regulatory authority over activities in streams and/or lakes that will divert or obstruct the natural flow, or change the bed, channel, or bank (which may include associated riparian resources) of a river or stream, or use material from a streambed. The DPEIR should state that the areas defined with the current jurisdictional delineation report are being regulated pursuant to Section 1600 *et seq.* of the Fish and Game Code. While mitigation ratios to offset temporary and permanent impacts stated in the DPEIR meet minimum requirements pursuant to the County's Guidelines for Determining Significance for Biological Resources, the Department will evaluate the adequacy of ratios at the time the project applicant formally submits a streambed notification package to the Lake and Streambed Alteration Program of the Department.

B15 It is acknowledged that CDFW will evaluate the adequacy of mitigation ratios at the time of each application for activities proposed in streams and/or lakes for any bikeway alignment in the BMP Update that may proceed with more detailed engineering and environmental analysis in the future. In addition, Table 3-3, *Discretionary Actions*, in Section 3.0, *Project Description*, of the Program EIR, notes that CDFW approval would be required for actions involving California Fish and Game Code 1602 Agreement for Streambed Alteration and Section 2080.1 Agreement for Threatened and Endangered Species.



Edmund G. Brown Jr.
Governor

STATE OF CALIFORNIA
Governor's Office of Planning and Research
State Clearinghouse and Planning Unit



Ken Alex
Director

May 14, 2013

Jeffrey Szymanski
City of San Diego
1222 First Avenue, MS-501
San Diego, CA 92101

Subject: Bike Master Plan
SCH#: 2012061075

Dear Jeffrey Szymanski:

The State Clearinghouse submitted the above named Draft EIR to selected state agencies for review. On the enclosed Document Details Report please note that the Clearinghouse has listed the state agencies that reviewed your document. The review period closed on May 13, 2013, and the comments from the responding agency (ies) is (are) enclosed. If this comment package is not in order, please notify the State Clearinghouse immediately. Please refer to the project's ten-digit State Clearinghouse number in future correspondence so that we may respond promptly.

Please note that Section 21104(c) of the California Public Resources Code states that:

"A responsible or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency. Those comments shall be supported by specific documentation."

These comments are forwarded for use in preparing your final environmental document. Should you need more information or clarification of the enclosed comments, we recommend that you contact the commenting agency directly.

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact the State Clearinghouse at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,

Scott Morgan
Director, State Clearinghouse

Enclosures

cc: Resources Agency

1400 TENTH STREET P.O. BOX 3044 SACRAMENTO, CALIFORNIA 95812-3044
TEL (916) 446-0613 FAX (916) 323-3018 www.opr.ca.gov

C1 This letter documents the public review process conducted by the State Clearinghouse. No response is required.

C1

**Document Details Report
State Clearinghouse Data Base**

SCH# 2012061075
Project Title Bike Master Plan
Lead Agency San Diego, City of

Type EIR Draft EIR
Description The proposed project consists of an update to the 2002 City of San Diego (City) Bicycle Master Plan (BMP). The purpose of the BMP Update is to serve as a policy document to guide the development and maintenance of the City's bicycle network. The BMP Update builds on the City's 2002 BMP, presenting a renewed vision that is closely aligned with the City's 2008 General Plan. The BMP Update provides direction for expanding the existing bikeway network, connecting gaps, providing for improved local and regional connectivity, and encouraging bicycling as a transportation mode. The BMP Update includes a bicycle network with related bicycle projects, policies, and programs.

Lead Agency Contact

Name Jeffrey Szymanski
Agency City of San Diego
Phone (619) 446-5324 **Fax**
email
Address 1222 First Avenue, MS-501
City San Diego **State** CA **Zip** 92101

Project Location

County San Diego
City
Region
Lat / Long
Cross Streets Citywide
Parcel No.
Township **Range** **Section** **Base**

Proximity to:

Highways
Airports
Railways
Waterways
Schools
Land Use Open Space

Project Issues Archaeologic-Historic; Biological Resources; Traffic/Circulation; Vegetation; Wetland/Riparian; Cumulative Effects

Reviewing Agencies Resources Agency; California Coastal Commission; Department of Fish and Wildlife, Region 5; Office of Historic Preservation; Department of Parks and Recreation; Department of Water Resources; California Highway Patrol; Caltrans, District 11; Caltrans, Division of Transportation Planning; Air Resources Board, Transportation Projects; Regional Water Quality Control Board, Region 9; Native American Heritage Commission; Public Utilities Commission

Date Received 03/28/2013 **Start of Review** 03/28/2013 **End of Review** 05/13/2013

DEPARTMENT OF TRANSPORTATION

DISTRICT 11, DIVISION OF PLANNING
4050 TAYLOR ST, M.S. 240
SAN DIEGO, CA 92110
PHONE (619) 688-6960
FAX (619) 688-4299
TTY 711



*Flex your power!
Be energy efficient!*

April 16, 2013

11-SD-Various
San Diego Bike Master Plan
DEIR – SCH 2012061075

Jeff Szymanski
City of San Diego
1222 First Avenue MS 501
San Diego, CA 92101

Dear Mr. Szymanski:

The California Department of Transportation (Caltrans) received a copy of the Draft Environmental Impact Report (DEIR) for the San Diego Bike Master Plan (SCH#2012061075). Caltrans has the following comments:

Caltrans supports the City of San Diego's efforts to improve multi-modal transportation through the Bicycle Master Plan. The City should continue to consult with Caltrans on any bicycle facility projects proposed within State right-of-way (R/W). Caltrans looks forward to continuing as a partner with the City in developing bicycle transportation projects consistent with this plan and the San Diego Regional Bicycle Plan.

Any work performed within Caltrans R/W will require an encroachment permit prior to construction.

Additional information regarding encroachment permits may be obtained by contacting the Caltrans Permits Office at (619) 688-6158. Early coordination with Caltrans is strongly advised for all encroachment permits.

If you have any questions on the comments Caltrans has provided, please contact Marisa Hampton of the Development Review Branch at (619) 688-6954.

Sincerely,

JACOB M. ARMSTRONG, Chief
Development Review Branch

"Caltrans improves mobility across California"

D1 The support of the California Department of Transportation (Caltrans) for efforts to improve multi-modal transportation through the Bicycle Master Plan (BMP) is acknowledged. Table 3-3, *Discretionary Actions*, has been revised in the Final Program EIR to include the need for Encroachment Permits for work in Caltrans right-of-way.

D1

COMMENTS

RESPONSES

STATE OF CALIFORNIA

EDMUND G. BROWN JR., Governor

PUBLIC UTILITIES COMMISSION

320 WEST 4TH STREET, SUITE 500
LOS ANGELES, CA 90013
(213) 576-7083



April 10, 2013

Jeffrey Szymanski
City of San Diego
1222 First Avenue, MS 501
San Diego, CA 92101

Dear Mr. Szymanski:

Re: SCH 2012061075 City of San Diego Bike Master Plan NOP

The California Public Utilities Commission (Commission) has jurisdiction over the safety of highway-rail crossings (crossings) in California. The California Public Utilities Code requires Commission approval for the construction or alteration of crossings and grants the Commission exclusive power on the design, alteration, and closure of crossings in California. The Commission Rail Crossings Engineering Section (RCES) is in receipt of the *Notice of Preparation (NOP)* for the proposed City of San Diego (City) Bike Master Plan Project.

The project site area includes active railroad tracks. RCES previously recommended in a comment letter dated June 28, 2012 that the plan includes language to consider impacts and mitigation measures addressing safety issues when any bicycle system development proposals are adjacent to, near or over the railroad/light rail right-of-way. You were also requested to provide RCES staff with any proposed bike paths adjacent to, near or over highway-rail crossings. No such information has been received by RCES yet. Please forward the requested information to RCES when it becomes available.

If you have any questions in this matter, please contact me at (213) 576-7076, ykc@cpuc.ca.gov.

Sincerely,

Ken Chiang, P.E.
Utilities Engineer
Rail Crossings Engineering Section
Safety and Enforcement Division

C: State Clearinghouse

E1

E1 The jurisdiction of the California Public Utilities Commission over the safety of highway-rail crossings is acknowledged. Table 3-3, *Discretionary Actions*, in Section 3.0, *Project Description*, of the Program EIR notes that coordination for rail crossings may require approval from the California Public Utilities Commission as well as North County Transit District, and San Diego Metropolitan Transit System. The permitting process for all rail crossings or encroachments would be expected to address safety issues and concerns of the Commission Rail Crossings Engineering Section (RCES). As noted in the discussion of Issue 5 of Section 5.3, *Transportation/Circulation*, of the Program EIR, it is anticipated that all bikeways would be designed in accordance with applicable standards. Text indicating that this aspect would include conforming to all requirements of the California Public Utilities Commission for all bikeway facilities located adjacent to, near, or over the railroad/light rail right-of-way has been added to this section of the Final Program EIR. Specific information regarding individual bikeway facilities proposed adjacent to, near or over highway-rail crossings would be provided to the RCES as part of the permitting process during the future design process of individual bikeway projects.

STATE OF CALIFORNIA Edmund G. Brown, Jr., Governor
NATIVE AMERICAN HERITAGE COMMISSION
 915 CAPITOL MALL, ROOM 364
 SACRAMENTO, CA 95814
 (916) 653-6251
 (916) 657-5390 - FAX

April 8, 2013

Mr. Jeffrey Szymanski, Environmental Planner
City of San Diego Development Services Department
 1222 First Avenue, MS 501
 San Diego, CA 92101

RE: SCH# 2012061075 CEQA Notice of Preparation (NOP); proposed Mitigate Negative Declaration) for the **City of San Diego Bike Master Plan Project**; located City-wide;; San Diego County, California

Dear Mr. Szymanski:

F1 [The Native American Heritage Commission (NAHC) has reviewed the CEQA Notice regarding the above referenced project. In the 1985 Appellate Court decision (170 Cal App 3rd 604), the court held that the NAHC has jurisdiction and special expertise, as a state agency, over affected Native American resources impacted by proposed projects, including archaeological places of religious significance to Native Americans, and to Native American burial sites.

F2 [The California Environmental Quality Act (CEQA) states that any project that causes a substantial adverse change in the significance of an historical resources, which includes archeological resources, is a significant effect requiring the preparation of an EIR (CEQA guidelines 15064(b)). To adequately comply with this provision and mitigate project-related impacts on archaeological resources, the Commission recommends the following actions be required:

Contact the appropriate Information Center for a record search to determine :if a part or all of the area of project effect (APE) has been previously surveyed for cultural places(s), The NAHC recommends that known traditional cultural resources recorded on or adjacent to the APE be listed in the draft Environmental Impact Report.

F3 [If an additional archaeological inventory survey is required, the final stage is the preparation of a professional report detailing the findings and recommendations of the records search and field survey. We suggest that this be coordinated with the NAHC, if possible. The final report containing site forms, site significance, and mitigation measurers should be submitted immediately to the planning department. All information regarding site locations, Native American human remains, and associated funerary objects should be in a separate confidential addendum, and not be made available for public disclosure pursuant to California Government Code Section 6254.10. Contact has been made to the Native American Heritage Commission for :a Sacred Lands File Check. A list of appropriate Native American Contacts for consultation concerning the project site has been provided and is attached to this letter to determine

F1 The jurisdiction and expertise of the Native American Heritage Commission (NAHC) over affected Native American resources is acknowledged.

F2 Section 5.2, *Historical Resources*, of the Program EIR provides the CEQA Guidelines citations related specifically to historical resources, noting that the determination of significance of impacts on historical and unique archaeological resources is based on the criteria found in Section 15064.5 of the CEQA Guidelines. Section 15064.5(b) states that a project with an effect that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment. CEQA Guidelines Section 15064.5(b)(1) clarifies the definition of a substantial adverse change in the significance of a historical resource as “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.” An EIR may or may not be required, however, depending on the adequacy of mitigation incorporated into a particular project. CEQA Guidelines Section 15064(f)(2) provides that if revisions in the project plans agreed to by the proponent would avoid effects or mitigate them such that there is clearly no significant effect, a mitigated negative declaration would be prepared. Similarly, CEQA Guidelines Section 15065(b)(1) states that if a project proponent agrees to mitigation measures or project modifications that avoid the impacts or reduce them to less than significant, a lead

COMMENTS

RESPONSES

F2 cont. agency need not prepare an EIR solely because without mitigation the environmental effects at issue would have been significant.

The area of project effect (APE), which is the study area, for the BMP Update is the entire City of San Diego. At the Program EIR level, therefore, a record search has not been conducted and known cultural resources are not individually listed. Generalizations provided in Section 5.2 include mention of major archaeological sites within the study area that are known to have deeply buried deposits such as the ethnohistoric villages of Ystagua, Rinconada, Millejo, Cosoy, and Nipaguay.

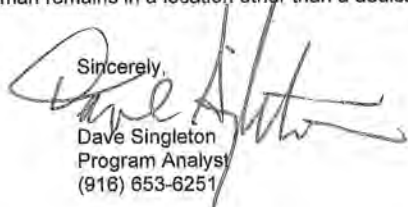
Section 5.2 of the Program EIR concludes that all categories of bikeways, as well as other facilities implemented under the BMP Update would have the potential for direct impacts on prehistoric or historic buildings, structures, objects or sites or existing religious or sacred uses. On-street Bikeways With Widening and Off-street Bikeways and related facilities would have the potential for significant indirect impacts to such resources, but On-street Bikeways Without Widening would not. Mitigation measure *Hist-1* is consequently provided, to be implemented for individual projects prior to issuance of any permit that could directly affect an archaeological resource or resources associated with prehistoric Native American activities. This detailed mitigation measure includes the requirement for an Initial Determination of the likelihood for a project site to contain historical resources by reviewing site photographs and existing historic information (e.g., Archaeological Sensitivity Maps, the Archaeological Map Book, and the California Historical Resources Inventory System) and conducting a site visit. Subsequent steps that are specified in *Hist-1* involve a record search at the South Coastal Information Center (SCIC) at San Diego State University and the San Diego Museum of Man, a review of the Sacred Lands File maintained by the NAHC, and gathering of information about existing archaeological collections from the San Diego Archaeological Center and any tribal repositories or museums.

COMMENTS

RESPONSES

F3 cont. if the proposed active might impinge on any cultural resources. Lack of surface evidence of archeological resources does not preclude their subsurface existence.

F4 Lead agencies should include in their mitigation plan provisions for the identification and evaluation of accidentally discovered archeological resources, per California Environmental Quality Act (CEQA) §15064.5(f). In areas of identified archaeological sensitivity, a certified archaeologist and a culturally affiliated Native American, with knowledge in cultural resources, should monitor all ground-disturbing activities. Lead agencies should include in their mitigation plan provisions for the disposition of recovered artifacts, in consultation with culturally affiliated Native Americans. Lead agencies should include provisions for discovery of Native American human remains in their mitigation plan. Health and Safety Code §7050.5, CEQA §15064.5(e), and Public Resources Code §5097.98 mandates the process to be followed in the event of an accidental discovery of any human remains in a location other than a dedicated cemetery.

Sincerely,

Dave Singleton
Program Analyst
(918) 653-6251

CC: State Clearinghouse

Attachment: Native American Contacts list

F3 Mitigation measure *Hist-1* states that based on the results of the Initial Determination, if there is evidence that the site contains archeological resources, preparation of an evaluation report is required. The evaluation report could generally include background research, field survey, archeological testing, and analysis. Other steps of *Hist-1* note that tribal representatives and/or Native American monitors will be involved in making recommendations regarding the significance of prehistoric archaeological sites, and that the testing program may require reevaluation of the proposed project in consultation with the Native American representative. Additional requirements include that a confidential appendix must be submitted (under separate cover), along with historical resource reports for archaeological sites and traditional cultural properties, containing the confidential resource maps and records search information gathered during the background study. In addition, if an archaeological evaluation is required then it is customary that a Sacred Lands File Check request is submitted to the Native American Commission and the results are included in the evaluation, excluding any confidential information.

F4 Mitigation measure *Hist-1* requires that a Native American observer must be retained for all subsurface investigations, including geotechnical testing and other ground disturbing activities whenever a Native American Traditional Cultural Property (TCP) or any archaeological site located on City property, or within the APE of a City project, would be impacted. Additional requirements include that in the event that human remains are encountered during data recovery and/or a monitoring program, the provisions of PRC Section 5097 must be followed, and that all cultural materials must be permanently curated with an appropriate institution.

**Native American Contacts
San Diego County
April 8, 2013**

Barona Group of the Capitan Grande
Clifford LaChappa, Chairperson
1095 Barona Road Diegueno
Lakeside , CA 92040
sue@barona-nsn.gov
(619) 443-6612
619-443-0681

Sycuan Band of the Kumeyaay Nation
Daniel Tucker, Chairperson
5459 Sycuan Road Diegueno/Kumeyaay
El Cajon , CA 92019
ssilva@sycuan-nsn.gov
619 445-2613
619 445-1927 Fax

La Posta Band of Mission Indians
Gwendolyn Parada, Chairperson
PO Box 1120 Diegueno/Kumeyaay
Boulevard , CA 91905
gparada@lapostacasino.
(619) 478-2113
619-478-2125

Viejas Band of Kumeyaay Indians
Anthony R. Pico, Chairperson
PO Box 908 Diegueno/Kumeyaay
Alpine , CA 91903
jrothauff@viejas-nsn.gov
(619) 445-3810
(619) 445-5337 Fax

Manzanita Band of Kumeyaay Nation
Leroy J. Elliott, Chairperson
PO Box 1302 Diegueno/Kumeyaay
Boulevard , CA 91905
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(619) 766-4930
(619) 766-4957 Fax

Kumeyaay Cultural Historic Committee
Ron Christman
56 Viejas Grade Road Diegueno/Kumeyaay
Alpine , CA 92001
(619) 445-0385

San Pasqual Band of Mission Indians
Allen E. Lawson, Chairperson
PO Box 365 Diegueno
Valley Center CA 92082
allenl@sanpasqualband.com
(760) 749-3200
(760) 749-3876 Fax

Campo Band of Mission Indians
Ralph Goff, Chairperson
36190 Church Road, Suite 1 Diegueno/Kumeyaay
Campo , CA 91906
chairgoff@aol.com
(619) 478-9046
(619) 478-5818 Fax

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of the statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed SCH#2012061075; CEQA Notice of Preparation (NOP); proposed Mitigated Negative Declaration for the City of San Diego Bike Master Plan; located City-wide; San Diego County, California.

**Native American Contacts
San Diego County
April 8, 2013**

Jamul Indian Village
Raymond Hunter, Chairperson
P.O. Box 612 Diegueno/Kumeyaay
Jamul, CA 91935
jamulrez@sctdv.net
(619) 669-4785
(619) 669-48178 - Fax

Kumeyaay Cultural Repatriation Committee
Steve Banegas, Spokesperson
1095 Barona Road Diegueno/Kumeyaay
Lakeside, CA 92040
sbanegas50@gmail.com
(619) 742-5587
(619) 443-0681 FAX

Mesa Grande Band of Mission Indians
Mark Romero, Chairperson
P.O. Box 270 Diegueno
Santa Ysabel, CA 92070
mesagrandeband@msn.com
(760) 782-3818
(760) 782-9092 Fax

San Pasqual Band of Indians
Kristie Oroasco, Environmental Coordinator
P.O. Box 365 Diegueno
Valley Center, CA 92082
(760) 749-3200
council@sanpasqualtribe.org
(760) 749-3876 Fax

Kwaaymli Laguna Band of Mission Indians
Carmen Lucas
P.O. Box 775 Diegueno -
Pine Valley, CA 91962
(619) 709-4207

Ewilaapaayp Tribal Office
Will Micklin, Executive Director
4054 Willows Road Diegueno/Kumeyaay
Alpine, CA 91901
wmicklin@leaningrock.net
(619) 445-6315 - voice
(619) 445-9126 - fax

Inaja Band of Mission Indians
Rebecca Osuna, Chairman
2005 S. Escondido Blvd. Diegueno
Escondido, CA 92025
(760) 737-7628
(760) 747-8568 Fax

Ipay Nation of Santa Ysabel
Clint Linton, Director of Cultural Resources
P.O. Box 507 Diegueno/Kumeyaay
Santa Ysabel, CA 92070
cjlinton73@aol.com
(760) 803-5694
cjlinton73@aol.com

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of the statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed SCH#2012061075; CEQA Notice of Preparation (NOP); proposed Mitigated Negative Declaration for the City of San Diego Bike Master Plan; located City-wide; San Diego County, California.

COMMENTS

RESPONSES

**Native American Contacts
San Diego County
April 8, 2013**

Inter-Tribal Cultural Resource Protection Council
Frank Brown, Coordinator
240 Brown Road Diegueno/Kumeyaay
Alpine, CA 91901
frankbrown6928@gmail.com
(619) 884-6437

Kumeyaay Cultural Repatriation Committee
Bernice Paipa, Vice Spokesperson
1095 Barona Road Diegueno/Kumeyaay
Lakeside, CA 92040
(619) 478-2113
(KCRC is a Coalition of 12
Kumeyaay Governments)
bp@lapostatribe.com

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of the statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed SCH#2012061075; CEQA Notice of Preparation (NOP); proposed Mitigated Negative Declaration for the City of San Diego Bike Master Plan; located City-wide; San Diego County, California.



County of San Diego
PLANNING & DEVELOPMENT SERVICES

MARK WARDLAW
Director

DARREN GRETLER
Assistant Director

5510 OVERLAND AVENUE, SUITE 110, SAN DIEGO, CALIFORNIA 92123
 INFORMATION (858) 694-2960
 TOLL FREE (800) 411-0017
 www.sdcounty.ca.gov/pds

May 13, 2013

Jeffrey Szymanski
 City of San Diego
 Development Services
 1222 First Avenue
 San Diego, CA 92101

Via email to DSDEAS@sandiego.gov

COMMENTS ON THE DRAFT ENVIRONMENTAL IMPACT REPORT FOR THE CITY OF SAN DIEGO BICYCLE MASTER PLAN UPDATE

Dear Mr. Szymanski:

The County of San Diego (County) has received and reviewed the Draft Environmental Impact Report (DEIR) for City of San Diego (City) Bicycle Master Plan Update dated March 28, 2013 and appreciates this opportunity to comment. In response to the document the County, as a responsible agency under CEQA Section 15381, has comments that identify potentially significant environmental issues that may have an effect on the unincorporated lands of San Diego County. In addition, the comments may identify reasonable alternatives and mitigation measures that should be explored in the environmental document.

County Planning & Development Services (PDS), Department of Parks and Recreation (DPR), and Air Pollution Control District (APCD) have completed their review and have the following comments regarding the content of the above documents.

PDS COMMENTS

1. The County and the City share jurisdictional boundaries and thus streets and roads that transition from unincorporated to incorporated operation and maintenance. Cyclists, like all road users, expect continuity along transportation

G1

G1 The comments from the following County of San Diego (County) departments/agencies are acknowledged: County Planning and Development Services (PDS), Department of Parks and Recreation (DPR), and Air Pollution Control District (APCD).

The classifications indicated by the figures in the Program EIR accurately reflect the classifications in the BMP Update. The City acknowledges the value of continuity along transportation corridors. At this point of conceptual development for the bicycle network, however, changes to the proposed classifications in the BMP Update are not proposed. Modifications may be considered with future development of individual bikeway projects on a case-by-case basis.

Mr. Szymanski
 May 13, 2013
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corridors until natural or artificial boundaries are reached. The County notes these corrections in the DEIR:

- a. Figure 3-1a shows Paradise Valley Road with black dashed line symbology reflecting either a Class II or Class III facility. Within the county, Paradise Valley Road has designation for Class II facilities. Please revise Figure 3-1a to show blue-dashed symbology to reflect future Class II facility.
- b. Figure 3-1a shows Jamacha Road with black dashed line symbology reflecting either a Class II or Class III facility. Within the county, Jamacha Road has designation for Class II facilities. Please revise Figure 3-1a to show blue-dashed symbology to reflect future Class II facility.
- c. Figure 3-1c shows a short segment of Via De La Valle with black dashed line symbology reflecting either a Class II or Class III facility. Within the county, Via De La Valle has designation for Class II facilities. Please revise Figure 3-1c to show blue-dashed symbology to reflect future Class II facility.

2. The County would also suggest that the City consider unpaved and or natural surface trails or pathways as part of their bicycle network.

3. The County will soon update its own Bicycle Transportation Plan and will incorporate networks from the County's Community Trails Master Plan. This will create a blending of networks where non-paved surfaces (trails or pathways) are acknowledged and recognized for their potential role to increase the number and miles of connected network that is available for both people on bikes and people walking as part of a broader active transportation strategy.

In this sense, future connections to the City's bicycle network could be made from County networks with unpaved or natural surface trails through canyons, open space or even road right-of-way pathways to promote regional active transportation.

DPR COMMENTS

4. The County recommends that the plan provide the framework to guide the implementation of a comprehensive local and regional bikeway network. We encourage the City to ensure that the proposed plan includes a seamless connection between bikeways in the City, other cities and the unincorporated County. A vital link is needed between Otay Valley Regional Park (See Attachment) and the Tijuana River Valley Regional Park. The County

G2 The suggestion for the City to consider unpaved and or natural surface trails or pathways as part of the bicycle network is acknowledged. Although changes to the BMP Update network as it has been evaluated in this Program EIR are not proposed at this time, alternative surfacing materials may be considered during the future design process of individual bikeway projects on a case-by-case basis, with appropriate subsequent environmental analysis as may be required.

G3 The County's information in this comment regarding their bicycle network planning is acknowledged. See responses to comment G1 and G2 regarding continuity along transportation corridors and bikeway surface treatments.

G4 The suggestion for the City to develop a Class I Bike Path link between Otay Valley Regional Park and Tijuana Valley Regional Park is acknowledged. Bikeway facilities included in the BMP Update in the area of Beyer Boulevard and other roads indicated on the County's graphic are shown in the San Ysidro Inset on Figure 3-1a, *Proposed Bicycle Network (South)*, of the Program EIR. At this point of conceptual development for the bicycle network, changes to the proposed network in the BMP Update are not proposed. Modifications may be considered with future development of individual bikeway projects on a case-by-case basis, with appropriate subsequent environmental analysis as may be required.

G1
cont.

G2

G3

G4

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 May 13, 2013
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G4
 cont.

recommends that a Class 1 Bike Path is used for this critical connection. The attached document illustrates one possible connection between the two parks.

APCD COMMENTS

G5

5. The air quality discussion in the DEIR (Section 8.2) should be revised to reflect the region's current air quality status¹ as follows. Ozone is the region's primary pollutant of concern. The region meets the 1997 8-hour ozone standard and the U.S. Environmental Protection Agency (EPA) recently proposed redesignation of the region's ozone status to "attainment." However, a more health-protective 8-hour ozone standard was established in 2008. The 2008 standard is independent of the 1997 standard, which currently remains in effect while EPA undertakes rulemaking to address implementation of the 2008 standard.

The region will need to continue making progress reducing ozone precursor emissions to meet the EPA standard, as well as the more stringent state standard for ozone. Since on-road mobile sources are the largest source of ozone precursor emissions, providing an effective bicycle network that induces mode-shifting from driving to bicycling is an important goal of the Bicycle Master Plan Update, one which the District strongly supports.

G6

6. Transportation preferences are changing. San Diegans appear to be driving less and choosing to walk and bike more. For example, Vehicle Miles Travelled (VMT) in the San Diego region peaked in 2004 (this is also a national trend) and appear to have stabilized for the first time since World War II. In addition, homes in walkable, bicycle-friendly, transit-dense neighborhoods are preferred by a majority of home buyers, typically commanding a 15% or higher price premium over comparable homes in drivable suburban locations.²

This shift is fortuitous as the Air Resources Board's 2009 Scoping Document, in response to the Global Warming Solutions Act of 2006, indicates local governments will need to provide for a VMT decrease to help achieve the state's Greenhouse Gas (GHG) reduction goals. SANDAG's 2011 Regional Transportation Plan/Sustainable Community Strategy commits to higher levels of funding for pedestrian, bicycle, and transit facilities, and support for smart growth, in part to meet state-mandated goals for reducing GHGs from passenger vehicles.

¹ San Diego Air Pollution Control District, Dec. 2012. Redesignation Request and Maintenance Plan for the 1997 National Ozone Standard For San Diego County. Available at http://www.sdapcd.org/planning/8_Hour_O3_Maint-Plan.pdf.

² Spivak, J. 2011. *Walkable Communities Surveys*, Urban Land Institute website, <http://urbanland.uli.org/Articles/2011/June/SpivakWalkable>, accessed May 3, 2013.

G5 Section 8.2, *Air Quality*, of the Final Program EIR has been revised to incorporate the requested text in this comment.

G6 The information regarding transportation preferences and SANDAG's 2011 Regional Transportation Plan/Sustainable Community Strategy presented in this comment is acknowledged. As this comment does not raise any issues with respect to the adequacy of the Draft Program EIR, no specific response is required.

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May 13, 2013
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G7

- 7. As a programmatic EIR, the BMP DEIR effectively sets the standard of environmental review for subsequent BMP projects – those planned and others not yet anticipated. The DEIR therefore plays a critical role in determining the use of limited bicycle project funds. To ensure the DEIR facilitates implementation of the most effective cycling network possible, the DEIR should:
 - a. Streamline or obviate project-level CEQA reviews of BMP projects;
 - b. Ensure the location or design of bicycle projects that reallocate space from motor vehicles to bicycles is not compromised by Level of Service (LOS) standards that may have been written with motor vehicle movement as the only priority.

A revision to the mitigation section would help achieve these two important goals. First, the traffic impact mitigation discussion should be revised to be more internally consistent. Mitigation Measure Trans-2 (DEIR, p. 5.3-12) states projects *shall be* mitigated to a less than significant LOS impact (emphasis added). The DEIR then states (DEIR, p. 5.3-12 – 5.3-13) "overriding considerations may need to be adopted for individual projects." These two directives appear to be in conflict, which could cause confusion for project designers and the standard of environmental review. It could also result in unnecessary traffic analysis, project delays, and additional cost.

Second, requiring that any bicycle project resulting in "unacceptable LOS... *shall be*" mitigated to a less than significant level, Mitigation Measure Trans-2 continues the car-first orthodoxy of past decades rather than providing the balanced transportation system mandated by the General Plan and the Bicycle Master Plan.

G8

- 8. To address the above two issues, we suggest the following revision to Trans-2:

Trans-2: If the removal of a travel and/or turn lane would cause an intersection or roadway segment to operate at an unacceptable LOS, the project will be redesigned and/or mitigation measures identified in the project-specific traffic analysis shall be implemented to reduce traffic impacts on the affected intersection or roadway segment to less than significant levels, if such redesign or mitigation is consistent with project objectives, pedestrian circulation needs, or other community goals. Such design or mitigation measures might include road or interchange widening, elimination of parking, evaluation of alternate bikeway routes, or other measures.

- G7 Mitigation measure *Trans-2* in Section 5.3, *Transportation/Circulation*, of the Final Program EIR has been revised as suggested to improve internal consistency:

Trans-2: If the removal of a travel and/or turn lane would cause an intersection or roadway segment to operate at an unacceptable LOS, the project will be redesigned and/or mitigation measures identified in the project-specific traffic analysis will be implemented, with the goal to reduce traffic impacts on the affected intersection or roadway segment, ideally to less than significant levels, if such redesign or mitigation is consistent with project objectives, pedestrian circulation needs, or other community goals. Such design or mitigation measures might include road or interchange widening, elimination of parking, evaluation of alternate bikeway routes, or other measures.

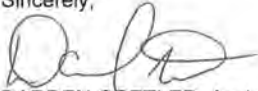
- G8 Mitigation measure *Trans-2* in Section 5.3, *Transportation/Circulation*, of the Final Program EIR has been revised (see response to comment G7 above) as suggested to reduce the strict adherence to traffic LOS standards for implementation of the BMP Update.

Mr. Szymanski
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G8
cont. | This approach is consistent with that of other California cities, including San Jose, Santa Monica, and San Francisco. These cities have adopted policies and CEQA thresholds that reduce the importance of vehicle LOS where strict adherence may interfere with pedestrian safety, comfort, and convenience, transit services, and implementation of their respective Bicycle Master Plans.

The County of San Diego appreciates the opportunity to continue to participate in the environmental review process for this project. We look forward to receiving future environmental documents related to this project or providing additional assistance at your request. If you have any questions regarding these comments, please contact Mindy Fogg, Land Use Environmental Planner at (858) 694-3831 or email mindy.fogg@sdcounty.ca.gov.

Sincerely,



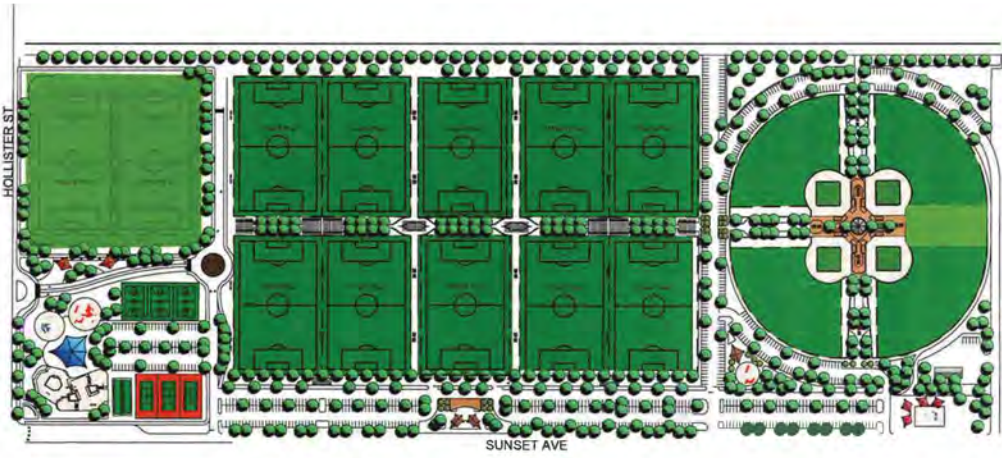
DARREN GRETLER, Assistant Director
Planning & Development Services

Attachment:

Exhibits showing possible connection between Otay Valley Regional Park and Tijuana River Valley Regional Park

e-mail cc:

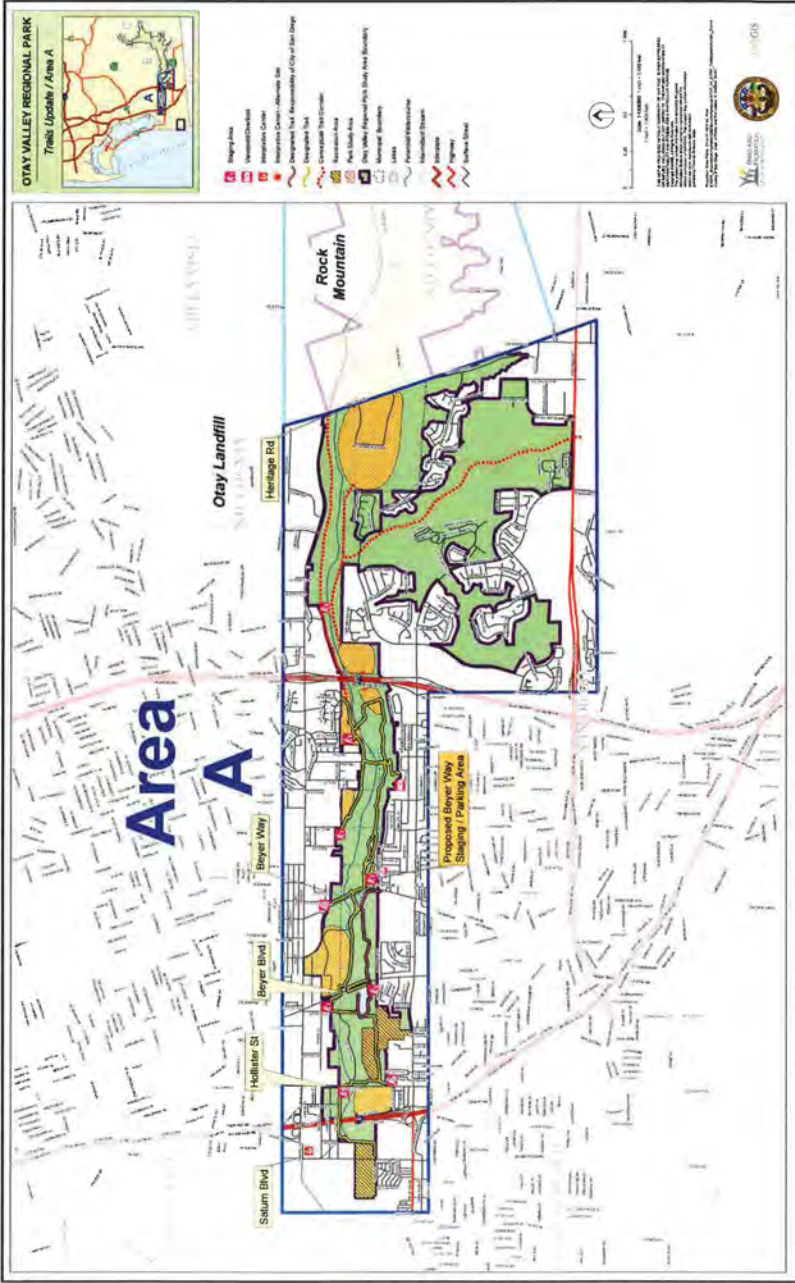
Michael De La Rosa, Policy Advisor, Board of Supervisors, District 1
Adam Wilson, Policy Advisor, Board of Supervisors, District 2
Sachiko Kohatsu, Policy Advisor, Board of Supervisors, District 3
Gabe Gutierrez, Policy Advisor, Board of Supervisors, District 4
Eddie Sprecco, Policy Advisor, Board of Supervisors, District 5
Megan Jones, Group Program Manager, LUEG
Everett Hauser, Active Transportation Specialist, Planning & Development Services
Andy Hamilton, Air Quality Specialist, Air Pollution Control District
Mindy Fogg, Land Use Environmental Planner, Planning & Development Services



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May 14, 2013

File Number 3330300

Mr. Jeffrey Szymanski
1222 First Avenue, Mail Stop 501
San Diego, CA 92101

Dear Mr. Szymanski:

SUBJECT: Comments on the Draft Environmental Impact Report for the City of San Diego's Bike Master Plan Update

Thank you for the opportunity to comment on the Draft Environmental Impact Report (DEIR) for the City of San Diego's Bike Master Plan Update.

The San Diego Association of Governments (SANDAG) comments are based on policies included in the Regional Comprehensive Plan (RCP) and the 2050 Regional Transportation Plan and its Sustainable Communities Strategy (2050 RTP/SCS), and are submitted from a regional perspective emphasizing the need for land use and transportation coordination as well as the implementation of smart growth and sustainable development principles. The goal of these regional plans is to focus housing and job growth in urbanized areas where there is existing and planned transportation infrastructure to create a more sustainable region.

The 2050 RTP/SCS sets forth a multimodal approach to meeting the region's transportation needs. Therefore, it is recommended that the traffic analysis consider the needs of motorists, transit riders, pedestrians, and bicyclists, and the implementation of a robust Transportation Demand Management (TDM) Program.

The Complete Streets Act of 2008 requires local jurisdictions in California to plan for the needs of all transportation system users with every major revision to general plan local circulation elements and the region's *TransNet* Extension Ordinance requires the accommodation of bicyclists and pedestrians in most *TransNet* funded projects.

The 2050 RTP/SCS recognized that changes to local policies and project development procedures will be necessary to comply with the requirements of the Complete Streets Act and thereby facilitate the implementation of local and regional bike corridor projects.

In support of this, the City of San Diego General Plan policy ME-C.1.d, encourages the identification of streets or street segments, if any, where higher levels of vehicle congestion are acceptable in order to achieve vibrant community centers, increase transit-orientation, preserve or create streetscape character, or support other community-specific objectives.

MEMBER AGENCIES

- Cities of Carlsbad
- Chula Vista
- Coronado
- Del Mar
- El Cajon
- Encinitas
- Escondido
- Imperial Beach
- La Mesa
- Lemon Grove
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- Oceanside
- Poway
- San Diego
- San Marcos
- Santee
- Solana Beach
- Vista and
- County of San Diego

ADVISORY MEMBERS

- Imperial County
- California Department of Transportation
- Metropolitan Transit System
- North County Transit District
- United States Department of Defense
- San Diego Unified Port District
- San Diego County Water Authority
- Southern California Tribal Chairmen's Association
- Mexico

H1

H2

H3

H4

H1 The comments from the San Diego Association of Governments (SANDAG) and emphasis on the need for land use and transportation coordination that incorporates smart growth and sustainable development principles are acknowledged.

H2 The need for the traffic analysis to consider needs of motorists, transit riders, pedestrians, and bicyclists is acknowledged. Although the programmatic level of this Program EIR limits the level of detail to which environmental issues can be studied, multi-modal issues are considered in Section 5.3, *Transportation/Circulation*, of the Program EIR. In particular, the construction impacts analysis recognizes that construction staging areas for materials, equipment, and vehicles would be located so as to not impede safe pedestrian and vehicular traffic, and if closures and/or diversions are required, a construction traffic control plan would be prepared, reviewed and permitted by the City, which is consistent with standard City practices. The operational impacts analysis recognizes that bikeways would likely have a beneficial impact on traffic generation, since the BMP Update aims to reduce motorized traffic demand by improving bike accessibility and encouraging alternate means of transportation. The analysis also notes, however, that restriping of existing public streets and rights-of-way that would alter the existing lane configuration of the roadway by removing one or more travel and/or turn lanes could potentially impact the capacity for vehicles on the roadway.

COMMENTS

RESPONSES

- H3 The Program EIR recognizes the relevance of the Complete Streets Act and related planning issues. Section 5.3.1, *Existing Conditions*, of the Program EIR discusses the transportation planning regulatory framework, including Complete Streets Policies, 2050 Regional Transportation Plan (RTP), and the City’s General Plan Mobility Element.
- H4 Section 1.1, *Project Scope*, of the Program EIR discusses policies in the City’s Mobility Element that reference bicycling in San Diego, including providing interconnected streets that provide bicycle access (ME-C.3); incorporating bicycle access with traffic calming measures (ME-C.5); and improving operations and maintenance on City streets and sidewalks to improve bicycle safety while improving overall circulation (ME-C.4). Policy ME-C.1 was not included in the Draft Program EIR as it does not specifically reference bicycling. However, policy ME-C.1 has been added to the BMP Update and Section 3.3, *Key Policies*, of the Final Program EIR as a key policy that will help bicycling become a more viable transportation mode for trips of less than five miles.

COMMENTS

RESPONSES

- H5 The SANDAG staff comment letter on the Notice of Preparation of the Program Environmental Impact Report (EIR) and Scoping touched on the issue of utilizing vehicle level of service thresholds to assess the potential impacts of bicycle projects.

Due to the fact that the adopted thresholds could not be changed over the course of the EIR process, the Bike Master Plan DEIR has mitigation measures stating, "If the removal of a travel lane would cause operation at an unacceptable level of service, the project will be redesigned, and/or mitigation measures identified in the project specific traffic analysis shall be implemented."
- H6 It is the understanding of the SANDAG Active Transportation Program staff that a Statement of Overriding Considerations will be prepared in acknowledgement that such mitigation measures are neither feasible, nor appropriate for the bicycle projects called for in the Master Bike Plan.
- H7 SANDAG staff also appreciates the City of San Diego's staff's willingness to collaborate on an update to the Regional Traffic Impact Study Guidelines and the Significance Determination Thresholds used by the City of San Diego in California Environmental Quality Act analysis of the Bicycle and Complete Streets projects.
- H8 In addition, SANDAG recommends that the following comments be addressed and analyzed in the DEIR.
 - Page 89 states "Currently, SANDAG's Compass Card enables access to bike locker facilities throughout the City and County." The electronic bike lockers are not yet integrated with the Compass Card. SANDAG is working towards integration in the near future.
 - "The project proposes to improve connections to transit facilities by: (1) providing bicycle access to transit stops; and (2) providing bicycle parking facilities at transit stops. Such measures are intended to provide a convenient connection for bicyclists to continue their trips on public transit vehicles."
 - o SANDAG is in the process of developing a Safe Routes to Transit Strategy. Please consider coordinating the proposed transit access improvements with regional efforts to improve bicycle access to transit.
 - o Please coordinate the proposed bike parking expansion at transit stations with the SANDAG regional bike locker program and with the San Diego Metropolitan Transit System (MTS).
- H9 Where potentially significant traffic impacts are expected, please consider implementing TDM programs as mitigation. In support of this, policies ME1-ME8 of the Mobility Element of the City of San Diego's General Plan, encourage the TDM to reduce single occupant vehicle travel and to mitigate traffic impacts related to projects. The SANDAG TDM division, iCommute, can assist with efforts to promote and implement TDM measures.
- H10 **Natural Environment**

A key RCP objective is to preserve and maintain natural areas in urban neighborhoods, such as canyons and creeks, and provide access for the enjoyment of the region's residents. Please consider these criteria if applicable to your project.
- H11 **Consultation with the Metropolitan Transit System and Caltrans**

SANDAG advises the project applicant to consult with MTS, the transit service provider within the project area, and the Caltrans to coordinate with planned transit and/or highway improvements.

- H5 Previous comments from SANDAG are acknowledged; the letter dated July 30, 2012 was included in Appendix A, *Notice of Preparation and Public Comments*, of the Draft Program EIR. The City's current significance thresholds were necessarily applied in the analysis presented in Section 5.3, *Transportation/Circulation*, of the Program EIR. In response to public comments on the Draft Program EIR, mitigation measure Trans-2 in Section 5.3 of the Final Program EIR has been revised to reduce the strict adherence to traffic LOS standards for implementation of the BMP Update, and to note that redesign to reduce traffic impacts would consider whether such redesign or mitigation is consistent with project objectives, pedestrian circulation needs, or other community goals. In response to SANDAG's comments, Section 2.2, *Policies*, of the BMP Update has been revised to include Mobility Element Policies ME-C.1.d and ME-C.9. These additions are reflected in Section 3.3, *Key Policies*, of the Final Program EIR.
- H6 Section 5.3 of the Final Program EIR identifies traffic mitigation measures for individual projects that would be implemented under the BMP Update. These measures are feasible and appropriate for the programmatic level of analysis of the Program EIR. A Statement of Overriding Considerations (SOC) is required for the BMP Update Program EIR because the reduction of potential traffic impacts to less than significant would need to be verified on a project by project basis and so the potential exists for significant, unavoidable traffic impacts to occur. Section 5.3.2, *Impacts*, of the Program EIR states that a SOC is required for the Program EIR for the BMP Update for the issue of Traffic/Circulation, and a SOC has been prepared to be considered by the decision makers as part of the City environmental process for the BMP Update.
- H7 The City will continue to coordinate with SANDAG during all stages of implementation of the BMP Update and relevant regional multi-modal planning efforts.
- H8 Details regarding the current status of SANDAG's Compass Card program, Safe Routes to Transit Strategy, and regional bike locker program are acknowledged. Section 3.4.2, *Bike Parking and End-of-Trip Facilities*, of the Final Program EIR has been revised accordingly. Section 3.3.2, *Bike Lockers*, of the BMP Update has also been revised. The City will coordinate with staff at SANDAG and the San Diego Metropolitan Transit System (MTS) as appropriate on all projects

COMMENTS

RESPONSES

- H8 cont. resulting from the BMP Update that involve features at, and connections to transit stations. Section 3.3.2 of the BMP Update has been revised to address the comment to coordinate bicycle parking at transit stations with SANDAG.
- H9 The comment regarding Transportation Demand Management (TDM) and the available services of the iCommute team is acknowledged. The City will coordinate with SANDAG and the iCommute team during the design and implementation of specific projects resulting from the BMP Update that involve potentially significant traffic impacts, and will consider implementation of TDM where appropriate.
- H10 Potential impacts to biological resources, including canyons and creeks, are evaluated in Section 5.1, *Biological Resources*, of the Program EIR. Mitigation measure *Bio-1* requires a biological resources report for bikeways proposed in naturally vegetated areas, or within or adjacent to the MHPA as part of future more detailed design, environmental evaluation, and permitting. In addition, the Program EIR recognizes that impacts to wetlands could occur. Mitigation measure *Bio-5* states that if impacts to wetlands cannot be avoided, a conceptual mitigation program (which includes identification of the mitigation site) must be prepared by the City and approved by the resource agency or agencies with jurisdiction over the affected wetlands, and implemented by the City.
- H11 The City will coordinate with MTS, Caltrans, and other public agencies during the design and implementation phases of individual bikeway projects resulting from the BMP Update. Table 3-3, *Discretionary Actions*, notes that coordination for rail crossings may require approval from MTS as well as California Public Utilities Commission and North County Transit District; this table has been revised in the Final Program EIR to include the need for Encroachment Permits for work in Caltrans right-of-way.

Other Considerations

Please consider the following State of California laws and Executive Order when developing the DEIR: Assembly Bill 32 (Nunez, 2006), Senate Bill 375 (Steinberg, 2008), Senate Bill 97 (Dutton, 2007), and Executive Order S-13-08 (Schwarzenegger, 2009), which call for analysis of greenhouse gas emissions. Additionally, it is suggested that consideration be given to the policies included in the SANDAG Regional Energy Strategy that promote the reduction of energy demand and water consumption.

We appreciate the opportunity to comment on the DEIR for the City of San Diego's Bike Master Plan Update. We also encourage the City of San Diego, where appropriate, to consider the following tools in evaluating this update based on the following SANDAG publications, which can be found on our website at www.sandag.org/igr.

- (1) Designing for Smart Growth, Creating Great Places in the San Diego Region
- (2) Planning and Designing for Pedestrians, Model Guidelines for the San Diego Region
- (3) Trip Generation for Smart Growth
- (4) Parking Strategies for Smart Growth
- (5) Regional Multimodal Transportation Analysis: Alternative Approaches for Preparing Multimodal Transportation Analysis in EIRs
- (6) Integrating Transportation Demand Management into the Planning and Development Process - A Reference for Cities
- (7) Riding to 2050, the San Diego Regional Bike Plan

If you have any questions or concerns regarding this letter, please contact me at (619) 699-1943 or susan.baldwin@sandag.org.

Sincerely,



SUSAN BALDWIN
Senior Regional Planner

SBA/RSA/bga

H12 The list of available project planning resources provided in this comment is acknowledged. The issues of air quality, energy, greenhouse gas emissions, and water supply are discussed in Section 8.0, *Effects Found Not to Be Significant*, of the Program EIR. It was concluded that the BMP Update would be expected to have beneficial air quality, energy, and greenhouse gas emissions impacts over the long term by encouraging bicycle travel and potentially reducing automobile trips throughout the City. Regarding water consumption, Section 8.12, *Public Utilities*, of the Program EIR concluded that long-term operation of individual bikeways or other facilities implemented under the BMP Update would not require the use of substantial permanent water sources beyond possible irrigation of landscaping. Individual projects that have landscaping are expected to incorporate low-water use plant types in accordance with City standards, and, therefore, would not significantly impact existing water supplies.

COMMENTS

RESPONSES

From: Sanford, Jill L@DOR [mailto:Jill.L.Sanford@dor.ca.gov]
Sent: Thursday, May 09, 2013 9:43 AM
To: DSD EAS
Subject: Bicycle Master Plan Update; Number 290781

Dear Mr. Szymanski,

I am writing to strongly support the Barrio to Barrio Bike Connection. As an employee of the Department of Rehabilitation who works with individuals with disabilities, this connecting bike trail would be a help to many of our clients by providing access to additional employment opportunities to sites not on traditional transportation routes. Several of our South Bay communities have high unemployment rates and assistance in increasing options for employment is vital to improving that statistic.

I am available if additional information would be of assistance. Thank you for considering my opinion.

Jill L. Sanford

Rehabilitation Supervisor

South County Office, San Diego District

855 3rd Ave., Suite 3350

Chula Vista, CA 91911

jsanford@dor.ca.gov

619-426-3672

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11

11 The support in this comment for a connecting bike trail that would benefit South Bay communities is acknowledged. Although there is no individual bikeway project with the name “Barrio to Barrio Bike Connection” in the BMP Update, the Bayshore Bikeway project identified in the BMP Update is a Class I bike path that would extend from Embarcadero Path to National City limits. This bikeway is on the list of high priority projects in the BMP Update. The over three-mile bikeway would serve travel demands between the neighborhoods of Marina, Barrio Logan and the 32nd Street Naval Station, and connect the southern 5th Street terminus, Petco Park, and San Diego Convention Center in the north to key land uses in the south, including manufacturing and naval employment centers, as well as the residential neighborhoods of Barrio Logan. The BMP Update addresses bikeways within the City of San Diego only and includes important connections linking the community of San Ysidro to the north (see Figure 3-4 of the BMP Update). The complete Bayshore Bikeway is regionally planned by the San Diego Association of Governments (SANDAG) to extend through National City (generally on Tidelands Avenue and 32nd Street) and through Chula Vista (generally on Bay Boulevard and Frontage Road). The complete bikeway would connect the segments of the Bayshore Bikeway in the City of San Diego to segments in these other cities and Imperial Beach and Coronado as well.

COMMENTS

RESPONSES

From: kitty otto [mailto:kittyotto@yahoo.com]
Sent: Monday, May 13, 2013 1:39 AM
To: DSD EAS
Cc: Josie Calderon
Subject: 290781 Bicycle Master Plan Update

City of San Diego Development Services Department,

I ride bikes here in San Ysidro. I occasionally ride to Chula Vista to do light shopping. My level route is Hollister Ave. Which is not well connected to San Ysidro at all. There is no Freeway frontage road available when West San Ysidro Blvd. Ends at the 905 Freeway. I ride East up Ave. Suspiro, North on Howard Ave, West on Iris Ave, North on 25TH St, where I walk the bike across Coronado Ave at the Signal to Hollister St. going north. Google Maps shows that Hollister St. becomes Outer Rd. when it turns away from the IS 5 Freeway, but it's the same street, anyway.

This is not a route which would be taken by any traveling Cyclist, since it requires a great deal of local knowledge and cow stepping.

It is however somewhat safe, Hollister north of Palm Ave., however is not safe at all. It's very narrow and heavily traveled & dangerous. I suggest you consider a bicycle corridor here on Hollister ST. Between Main Street to the North and Coronado Ave. to the South.

Also I am very much in favor of giving San Ysidro residents access to the dedicated bike path around San Diego Bay. The Barrio to Barrio Connection.

Riders who Tour The Coast Route from Canada to Mexico would also benefit from this new route which would give them access to Mexico without climbing up Palm Ave to Beyer Blvd to go south.

Thanks,
Kitty Otto

J1

J1

The information regarding personal bicycling experience in San Ysidro and Chula Vista provided in this comment is acknowledged. Although there is no individual bikeway project with the name "Barrio to Barrio Bike Connection" in the BMP Update, the Bayshore Bikeway project identified in the BMP Update is a Class I bike path that within the City of San Diego, would extend from Embarcadero Path to National City limits. This bikeway is on the list of high priority projects in the BMP Update. The over three-mile bikeway would serve travel demands between the neighborhoods of Marina, Barrio Logan and the 32nd Street Naval Station, and connect the southern 5th Street terminus, Petco Park, and San Diego Convention Center in the north to key land uses in the south, including manufacturing and naval employment centers, as well as the residential neighborhoods of Barrio Logan. The BMP Update addresses bikeways within the City of San Diego only and includes important connections linking the community of San Ysidro to the north (see Figure 3-4 of the BMP Update). The complete Bayshore Bikeway is regionally planned by the San Diego Association of Governments (SANDAG) to extend through National City (generally on Tidelands Avenue and 32nd Street) and through Chula Vista (generally on Bay Boulevard and Frontage Road). The complete bikeway would connect the segments of the Bayshore Bikeway in the City of San Diego to segments in these other cities and Imperial Beach and Coronado as well. The support in this comment for a regional bikeway connection that would also provide international connections is acknowledged.



May 15, 2013

Jeffrey Szymanski, Environmental Planner
 City of San Diego
 Development Services Center
 1222 First Avenue
 San Diego, CA 92101

3462 Malita Drive
 Bonita, California
 91902
 (619) 475-8524
 FAX (619) 475-9807
 jlcconsultants@cox.net

Via email to DSDEAS@sanidiego.gov

RE: Comments on the Draft Environmental Impact Report for the City of San Diego Bicycle Master Plan Update (Project No. 290781)

Dear Mr. Szymanski:

JLC Consultant Services (JLC), community outreach facilitator for the San Ysidro Community Plan Update (SYCPU), appreciates the opportunity to comment on the draft Environmental Impact Report (EIR) for the Bicycle Master Plan Update (Project No. 290781) by urging that consideration be given in support of introducing a Barrio to Barrio Bike Connection. It is a community driven concept that came about as a result of JLC's public outreach efforts on the SYCPU and the input collected from community members voicing a need for access to safe bike paths in San Ysidro. The concept proposes a 2 mile link (starting from the Tijuana River Valley Staging Area off of Dairy Mart Road in San Ysidro and ending north by accessing the Bayshore Bikeway via Saturn Blvd.) that would connect the San Ysidro community to the Bayshore Bikeway.

By way of community partnerships with the San Ysidro School District, Safe Routes to School and Family Health Night to name a few, that JLC has formed over the past three years, we were able to greatly increase community participation and input throughout the SYCPU process. As a result of these community partnerships, JLC has participated in numerous booth and survey opportunities that included: Dias de San Ysidro 2011 and 2012, Healthy Family Night Events, San Ysidro Fiestas Patrias, as well as conducted various surveys involving Study Area 5th Grade, San Ysidro Middle, San Ysidro High School and Adult School Surveys. These opportunities resulted in over 1,000 individuals being interviewed with over 8,000 comments received regarding: Public Safety, Public Facilities, Transportation and Mobility, and Parks and Recreation.

A common theme identified as part of the outreach process for the SYCPU, was the community's desire to improve lifestyle choices and behaviors by changing San Ysidro's environment to improve safety and promote walking and bicycling. This came as a result of recent studies that identified San Ysidro children as having some of the highest incidents of diabetes and respiratory illness in the state due to the elevated air concentrations of ultrafine and fine particles, associated with the local infrastructure's carbon footprint.

Furthermore, we learned the following as part of our outreach in San Ysidro:

- 62% of residents relied on walking and public transit as their primary modes of transportation

K1

K1 The information regarding the San Ysidro Community Plan Update process and community concerns provided in this comment is acknowledged. Although there is no individual bikeway project with the name "Barrio to Barrio Bike Connection" in the BMP Update, the Bayshore Bikeway project identified in the BMP Update is a Class I bike path that within the City of San Diego, would extend from Embarcadero Path to National City limits. This bikeway is on the list of high priority projects in the BMP Update. The over three-mile bikeway would serve travel demands between the neighborhoods of Marina, Barrio Logan and the 32nd Street Naval Station, and connect the southern 5th Street terminus, Petco Park, and San Diego Convention Center in the north to key land uses in the south, including manufacturing and naval employment centers, as well as the residential neighborhoods of Barrio Logan. The BMP Update addresses bikeways within the City of San Diego only and includes important connections linking the community of San Ysidro to the north (see Figure 3-4 of the BMP Update). The complete Bayshore Bikeway is regionally planned by the San Diego Association of Governments (SANDAG) to extend through National City (generally on Tideland Avenue and 32nd Street) and through Chula Vista (generally on Bay Boulevard and Frontage Road). The complete bikeway would connect the segments of the Bayshore Bikeway in the City of San Diego to segments in these other cities and Imperial Beach and Coronado as well.

In response to your suggestion to add performance measures to the BMP Update, Section 7.4.4, *Strategic Implementation Plan*, has been added to the BMP Update and states, to further address the City of San Diego's commitment to prioritizing citywide bicycle infrastructure improvements, a strategic implementation plan will be established and

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RESPONSES

Mr. Jeffrey Szymanski
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- 95% of San Ysidro 5th graders own a bike
- 5% actually ride their bike in San Ysidro because of safety concerns and lack of designated bike paths/facilities
- 92% thought more hiking/biking trails were needed in San Ysidro

A concern often heard from San Ysidro residents was the feeling of being isolated and disenfranchised from the rest of the City of San Diego and neighboring barrios. This 2 mile connection would link San Ysidro residents to 26 miles of additional trail that would ultimately create a safe, convenient bike path that connects San Ysidro to the neighboring communities of Imperial Beach, Chula Vista, National City and Barrio Logan. It would encourage residents to bike more if there were multi-use bike paths away from the street or with barriers separating them from traffic. San Ysidro is a heavily urbanized, low income and park deficient community; and a Barrio to Barrio Bike Connection has the potential of affecting a large number of pedestrians and bicyclists.

Below are comments we often heard in support of a Barrio to Barrio Connection:

- The Bicycle Master Plan should prioritize its projects based on the practicality of moving residents with a higher need for alternative transportation and connecting the City's routes and lanes with those of neighboring National City and Chula Vista.
- It is important that the City ensure that the proposed plan includes a seamless connection (i.e. a Barrio to Barrio Bike Connection) between bikeways in the City, other cities and the unincorporated County and would also serve as the City's contribution toward a regionally bicycle friendly area.
- Several of the populated areas in San Ysidro lack access to public transit and designated bike lanes/paths resulting in residents walking 2-3 miles to reach their destination or transit stop.
- In order to ensure the Bicycle Master Plan's efficiency, performance should be measured by the facilities/amenities it implements including the number of miles of bike lanes applied, bike racks installed, and miles of buffered bike lanes.
- The County and the City share jurisdictions and thus streets and roads transition from unincorporated to incorporated operation and maintenance. Cyclists, like motorists, expect this same level of continuity along transportation corridors.
- Future connections to the City's bike network could be made from County networks with trails through canyons, open spaces or even road right-of-way pathways to promote regional active transportation.

K1 cont. utilized for implementation of the bicycle network and evaluation of the bike program. Specific performance measures will be established, and a review of accomplishments will be performed.

The support in this comment for regional bikeways that would provide connections to County facilities and possible international connections is acknowledged. Bikeway facilities included in the BMP Update in the area of Beyer Boulevard and other roads indicated on the graphic included with this comment letter are shown in the San Ysidro Inset on Figure 3-1a, *Proposed Bicycle Network (South)*, of the Program EIR. At this point of conceptual development for the bicycle network, changes to the proposed network in the BMP Update are not proposed, however, the City will strive to implement Class I facilities when possible. The network as presented in the BMP Update does not preclude the City from implementing facilities in the future and modifications may be considered with future development of individual bikeway projects on a case-by-case basis, with appropriate subsequent environmental analysis as may be required.

K1 cont.

COMMENTS

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Mr. Jeffrey Szymanski
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- With the County soon updating its own Bicycle Transportation Plan, a blending of networks where trails or pathways are recognized for their potential to increase the number and miles of connected network that are available for cyclists will be integral in developing a broader active transportation strategy.

JLC Consultant Services appreciates the opportunity to provide public comment regarding the environmental review process of the City of San Diego Bicycle Master Plan Update. Should you have any questions regarding these comments, please contact me at 619-475-8524 or jlcconsultants@cox.net.

Sincerely,



Josie Calderon-Scott
Principal, JLC Consultant Services
San Ysidro Stakeholder and Former Resident

Attachment:

Map showing possible connection between San Ysidro and Bayshore Bikeway

K1
cont.

Mr. Jeffrey Szymanski
May 15, 2013
Page 4 of 4

Attachment: Map showing possible connection between San Ysidro and Bayshore Bikeway

Having established the communities desire and need for an alignment that would allow for a Class 1 Barrio to Barrio Bikeway/trail (connection from the U.S. Mexico Border/San Ysidro to Barrio Logan), we would also like to emphasize the community's desire to support a link that could also connect two regional parks, and serve as a possible link for the Coastal Trail.

We believe the bike routes identified in south San Diego as part of the Bicycle Master Plan may have sufficient bike route coverage as well as a connection to the Bayshore Bikeway to support a Barrio to Barrio Bike Connection that the community is looking for. There are also existing links to the Tijuana River Valley that are important to have and support as we believe there may be space that could accommodate class 1 bike paths/trails that can further connect San Ysidro to enhanced park opportunities.

The alignment shown in the map (beginning from the Tijuana River Valley Staging Area on Dairy Mart Road and ending north at the Bayshore Bikeway via Saturn Blvd) is one that we are aware of that we believe would allow for a class 1 bikeway. There may also be other possible class 1 alignments, i.e. between U.S. Border north on Camino Way and the Tijuana River Valley Staging Area on Dairy Mart Road, and others that we are not yet familiar with that we would like to have included in the Bicycle Master Plan.



K1
cont.

COMMENTS

RESPONSES

From: R [mailto:rh@outhair.com]
Sent: Monday, May 13, 2013 11:05 AM
To: DSD EAS
Cc: Eugenia Contratto; Wolfie Pores; Vicki Touchstone; 'Teri Denlinger'; Robin Kaufman; Richard House; Peter Tereschuck; Mike Lutz; Matt Stockton; Lou DellAngela; 'Joe Dirks'; Fred Gahm; John Cochran; Kim Coutts; Roberta Mikles; Kathy Keehan
Subject: Fw: ... EIR for Bicycle Master Plan Update... Project #290781 / SCH No. 2012061075

Please accept our recommendations, and observations.
 Regards,
 Richard House
 Rancho Bernardo Community Planning Board
 619-222-9248

----- Original Message -----

From: [Kathy Keehan](#)
To: 'R'
Sent: Saturday, May 04, 2013 8:32 PM
Subject: RE: ... EIR for Bicycle Master Plan Update

Hi Richard,
 I've had a chance to look/skim through the EIR, and I think that there are only a very few items that the RB Planning Board would need to comment on.
 The main item is the fact that the city has installed bike lanes on Bernardo Center Drive from Rancho Bernardo Road to West Bernardo Drive, and on West Bernardo Drive from Duenda to Aguamiel. These bike lanes are not shown on the existing (Figure 2-3c) or proposed map Figure 3-1c), so it would be important to remind the city that they exist. Also, the maps show existing bike lanes on Bernardo Center south of Camino del Norte, which don't currently exist (but should be included in the 'proposed facilities').
 Otherwise it's probably enough to just reiterate RB's support for bike facilities in general, the importance of keeping good connection to the transit center on West Bernardo Drive, and providing end of trip facilities like bike racks and bike amenities at commercial locations.
 Let me know if you would like me to draft a letter or if this is enough for you to go on. ☺
 Kathy

 Kathy Keehan
kkeehan@san.rr.com
 858.472.5441

L1
 L2

- L1 The suggestions for the City to add the bike lanes on Bernardo Center Drive and West Bernardo Drive to graphics illustrating the existing and proposed bicycle network, and to correct how bike lanes on Bernardo Center Drive are mapped are acknowledged. The graphics illustrating the existing and proposed bikeways were created as a depiction of the network at the time of the writing of the plan. Language has been added in the BMP Update in response to your comment.
- L2 Community support for bike facilities in Rancho Bernardo, including end of trip facilities and transit center connections, is acknowledged.



San Diego County Archaeological Society, Inc.

Environmental Review Committee

14 April 2013

To: Mr. Jeffrey Szymanski
Development Services Department
City of San Diego
1222 First Avenue, Mail Station 501
San Diego, California 92101

Subject: Draft Program Environmental Impact Report
Bicycle Master Plan Update
Project No. 290781

Dear Mr. Szymanski:

I have reviewed the historical resources aspects of the subject DPEIR on behalf of this committee of the San Diego County Archaeological Society.

Based on the information contained in the DPEIR, the proposed approach to treatment of historical resources is reasonable and appropriate. Since detailed evaluation of impacts and proposal of mitigation will be accomplished at the project level, please continue to include SDCAS in the public review distribution for the individual projects.

SDCAS appreciates the opportunity to participate in the environmental review process for this project.

Sincerely,

James W. Royle, Jr., Chairperson
Environmental Review Committee

cc: SDCAS President
File

M1

M1 The review of the Program EIR by the San Diego County Archaeological Society (SDCAS) is acknowledged. SDCAS is on the City's distribution list to receive all appropriate notices regarding future projects resulting from implementation of the BMP Update.

RINCON BAND OF LUISEÑO INDIANS
Culture Committee

1 West Tribal Road · Valley Center, CA 92082 ·
 (760) 297-2635 or (760) 297-2622 & Fax:(760) 297-2639



May 13, 2013

Jeffrey Szymanski, Environmental Planner
 City of San Diego Development Services Center
 1222 First Avenue, MS 501
 San Diego, CA 92101

Re: Bicycle Master Plan Update, Project No. 290781 / SCH No. 2012061075

Dear Mr. Jeffrey Szymanski:

N1

This letter is written on behalf of the Rincon Band of Luiseño Indians. We received the Public Notice of a Draft Environmental Impact Report of March 28, 2013 regarding the above named project, and we are submitting these comments accordingly. We previously commented on the July 25, 2012 Public Notice of Preparation of a Program Environmental Impact Report and Public Notice of an Environmental Impact Report Scoping Meeting in a letter dated July 23, 2012. A portion of the proposed project is located within the Aboriginal Territory of the Luiseño people, and is also within Rincon's historic boundaries; specifically, the project areas identified in North San Diego County give us concern.

N2

In Section 5.2.2, under the heading of Impacts, the Draft EIR addresses 3 Issues relating to adverse effects, sacred/religious uses, and disturbing human remains, and outlines mitigation measure Hist-1 to "avoid or reduce potentially significant direct or indirect impacts to unknown buried historical resources to below a level of significance" (p. 5.2-13). We are of the opinion that disturbances to sacred sites and human remains are significant impacts that cannot be mitigated to "below a level of significance." Damage to traditional cultural sites is irreversible. However, we do recognize that the proposed 5 Steps listed in mitigation measure Hist-1 are meant to minimize the effects and impacts to historical resources in the various project areas. While Native American participation is mentioned in Section Hist-1, we recommend that consultation with Native American Tribes be included as part of all phases of the project. We do agree with the Draft EIR's conclusion that significant environmental impacts would occur to historical resources.

For any questions, please contact (760) 297-2635. Thank you for this opportunity to comment.

Sincerely,

Rose Duro
 Rincon Culture Committee Chair

Bo Mazzetti
 Tribal Chairman

Stephanie Spencer
 Vice Chairwoman

Steve Stallings
 Council Member

Laurie E. Gonzalez
 Council Member

Frank Mazzetti III
 Council Member

N1 Previous comments from the Rincon Band of Luiseño Indians are acknowledged; the letter dated July 23, 2012 was included in Appendix A of the Draft Program EIR.

N2 The opinion that disturbances to sacred sites and human remains are significant impacts that cannot be mitigated to below a level of significance is acknowledged. Mitigation measure *Hist-1* in Section 5.2, *Historical Resources*, of the Program EIR was developed to provide a comprehensive, detailed, and enforceable action plan that must be implemented prior to issuance of any permit that could directly affect an archaeological resource or resources associated with prehistoric Native American activities. The comprehensive mitigation program would be applied to each project implemented by the BMP Update in order to avoid or reduce potentially significant direct or indirect impacts to unknown buried historical resources to below a level of significance.

Coordination with Native American Tribes would occur at multiple steps of the comprehensive mitigation program, including the following:

- Step 1: A review of the Sacred Lands File maintained by the NAHC must be conducted, and information about existing archaeological collections shall be obtained from the San Diego Archaeological Center and any tribal repositories or museums.

COMMENTS

RESPONSES

N2
cont.

- Step 2: Tribal representatives and/or Native American monitors will be involved in making recommendations regarding the significance of prehistoric archaeological sites, and the testing program may require reevaluation of the proposed project in consultation with the Native American representative.
- Step 3: A Native American observer must be retained for all subsurface investigations, including geotechnical testing and other ground disturbing activities whenever a Native American Traditional Cultural Property (TCP) or any archaeological site located on City property, or within the APE of a City project, would be impacted. Also, the Native American monitor shall be consulted during the preparation of the written report.
- Step 5: The disposition of human remains and burial-related artifacts that cannot be avoided or are inadvertently discovered is governed by state (i.e., AB 2641 and California Native American Graves Protection and Repatriation Act [NAGPRA]) and federal (i.e., federal NAGPRA) law, and must be treated in a dignified and culturally appropriate manner with respect for the deceased individual(s) and their descendants. Any human bones and associated grave goods of Native American origin shall be turned over to the appropriate Native American group for repatriation.

Coordination at these steps essentially provides for consultation with Native American Tribes in all three major phases (planning, design, and construction) of each project with potential impacts to resources of their concern.

From: [Myles Pomeroy](#)
To: [Garcia, Melissa](#)
Subject: Comments on the Bicycle Master Plan DEIR
Date: Monday, May 13, 2013 8:27:43 AM
Attachments: [SF and Encanto Bicycle Master Plan Changes.pdf](#)

Hi Melissa,

I am submitting the following comments on the draft Bicycle Master Plan EIR on behalf of Groundwork San Diego, a small not-for-profit organization dedicated to the restoration of Chollas Creek and the implementation of the Chollas Creek Enhancement Plan (adopted by City Council in 2002). As you may know, the Chollas Creek Enhancement Plan calls for a multi-use trail system that would link the many neighborhoods through which the creek flows. Although the Proposed Bicycle Network in the draft Bicycle Master Plan does propose a system of Class I, II and III bike facilities in the general vicinity of Chollas Creek, we do not believe that it provides the connectivity or relationship to the creek that the Enhancement Plan envisions.

Consequently, Groundwork is proposing some changes to the Proposed Bicycle Master Plan which more effectively achieve the objectives of the Enhancement Plan. Attached are two maps: one for the Encanto Community Plan Area and one for the Southeastern Community Plan Area which show our proposals. In some instances, our proposals coincide with those of the Proposed Bicycle Master Plan. In those instances, we have simply shown what is already proposed in the Plan so that it is easy to see how our proposals relate.

Our proposals are organized by each of the two community plan areas. All facilities would be a Class I Bike Path or a Cycle Track.

Encanto

Beginning in the northern half of the Encanto community, Groundwork is proposing a bicycle loop that would run along Radio Canyon. Chollas Creek runs through Radio Canyon. The loop would run east from Euclid Avenue along Market Street, parallel to the Class I facility shown in the Draft Bicycle Master Plan along the Orange Line LRT. At Radio Drive, the Class I facility turns north onto Radio Drive and utilizes this underutilized roadway and ROW to its junction with Mallard Street. The path then follows Mallard Street west to link up with a proposed Class I facility along Federal Boulevard that serves as an extension of an already existing Class I bike path which runs along Federal Boulevard (on the segment north of the Bayview Heights Way overpass at SR-94). It then links with Elwood Avenue, then to Geneva Avenue and west to where it links with Euclid Avenue. With a safe crossing at Euclid Avenue, there would be a child-friendly connection to Groundwork's Earth Lab site adjacent to the Millennium School. The Earth Lab is an outdoor learning facility for students throughout the Encanto and Southeastern San Diego communities.

A new Class I facility (Cycle Track) is also proposed along Euclid Avenue from Federal Boulevard to Imperial Avenue. The existing Southeastern San Diego Community Plan proposes a Class II or III bike facility along Euclid Avenue. Groundwork San Diego believes that Euclid Avenue is an important artery for connectivity but the traffic volumes and interchange with SR-94 requires a separated bike path facility to ensure youth safety rather than a Class II or III facility.

At Euclid Avenue and Market Street, an existing path is already in place that runs along Chollas Creek at the Jacobs Center Market Creek Plaza. However, this path ends at the edge of the property. The path needs to be extended southwest along the Creek to 47th Street and Castana Street. Here, at the northeast corner of this intersection is a parcel that the Water Department owns and Groundwork San Diego is working with the City to get permission to develop a small, passive park facility. The bike path would link with this. The path would then go north along 47th Street to where it would link with the 47th Street Trolley Station. SANDAG is in the midst of doing a study now that would determine where

O1 The recommendation that the BMP Update network be changed to incorporate the Class I Bike Paths and Cycle Tracks described in this letter and presented in the accompanying graphics is acknowledged. Although changes to the BMP Update network as it has been evaluated in this Program EIR are not proposed at this time, modifications may be considered with future development of individual bikeway projects on a case-by-case basis, with appropriate subsequent environmental analysis as may be required.

O1

COMMENTS

RESPONSES

this station would be relocated in conjunction with plans to provide bus rapid transit (BRT) service along I-805. Flexibility is important here because the bike path needs to provide connectivity with the trolley station and BRT service.

Southeastern

After crossing I-805 via an overpass that would be built as part of the I-805 improvements for the BRT and relocation of the 47th Street Trolley Station, the Class I path would continue to follow Chollas Creek past the Jackie Robinson YMCA and along the east side of the Imperial Marketplace shopping center where an already existing multi-purpose path built by SEDC several years ago is in place. (Note that this path is not part of the data analyzed as part of the Bicycle Master Plan Update.)

The path would then continue south along San Pasqual Street and west along Newton Street and then along the northern edge of Southcrest Park, still following Chollas Creek. The path would then continue west where it would link with an already existing path provided several years ago at 38th Street and Alpha Street. This path continues west and would then cross I-5 and connect with the Bayshore Bikeway.

A second path begins at Home Avenue as shown in the Draft Bicycle Master Plan; but instead of proceeding south along 38th Street as shown on the Proposed Bicycle Network map, would instead follow the creek south along roughly 33rd Street and I-15 to where it would link with the east-west path described in the previous paragraph and then link with the Bayshore Bikeway.

Advantages

This proposal offers several advantages over the facilities shown on the Proposed Bicycle Network in Encanto and Southeastern San Diego.

- Improved connectivity and safety for community residents, with significant destinations including Market Creek Plaza, Jackie Robinson YMCA, Imperial Marketplace, Southcrest Park, Bayshore Bikeway, the San Diego Bay, and Downtown;
- The improved connectivity and safety promotes use of the bicycle as a means of transportation in addition to recreation;
- Improved access to major park and open space systems including Radio Canyon, Groundwork's Earthlab, the 38th Street and Alpha Street park site as well as the aforementioned Southcrest Park and the Bayshore Bikeway; and
- Groundwork San Diego's proposals serve to capitalize on the Active Transportation Grant recently awarded to the city to conduct preliminary design and environmental review of a bikeway connection between Southcrest Park and the Bayshore Bikeway

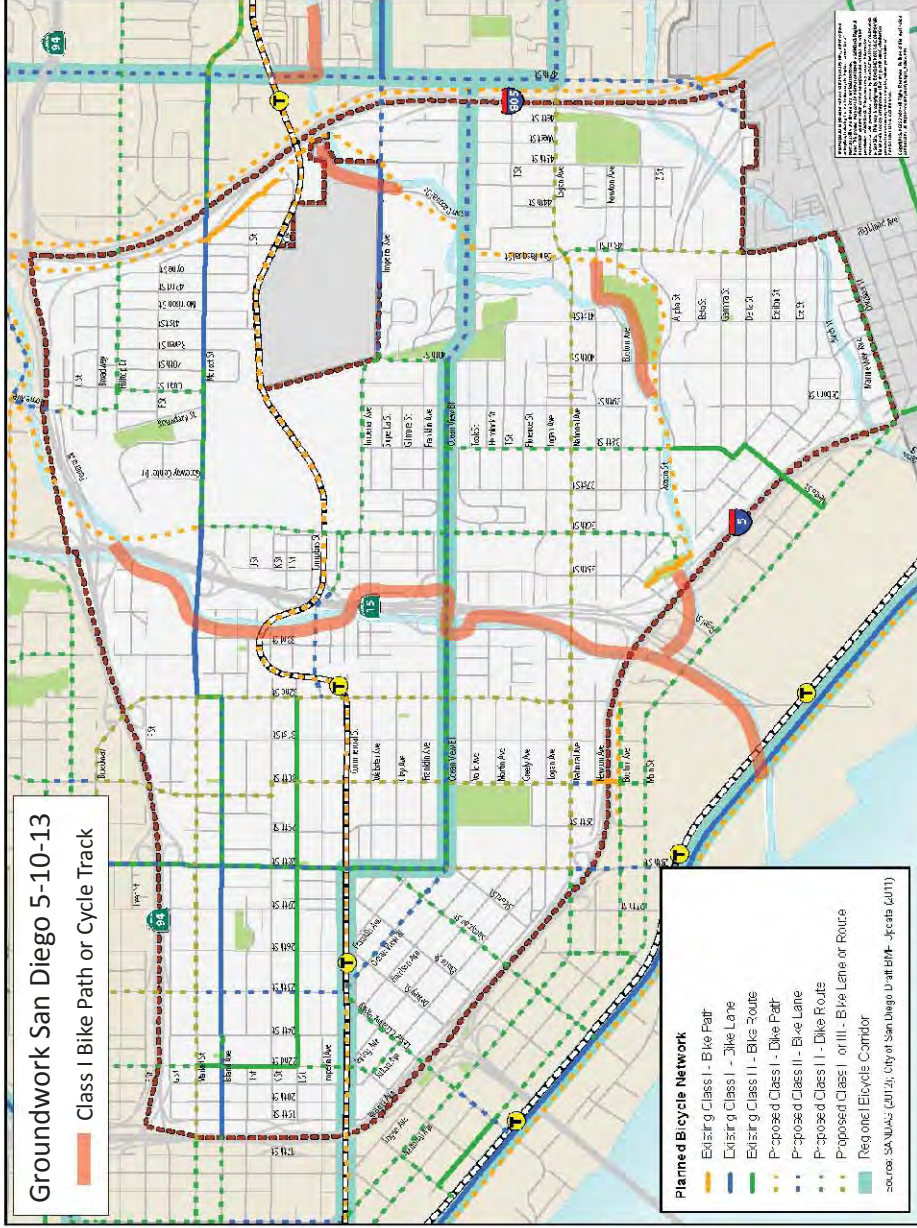
We formally request that our proposals be added to the proposed Bicycle Network Map.

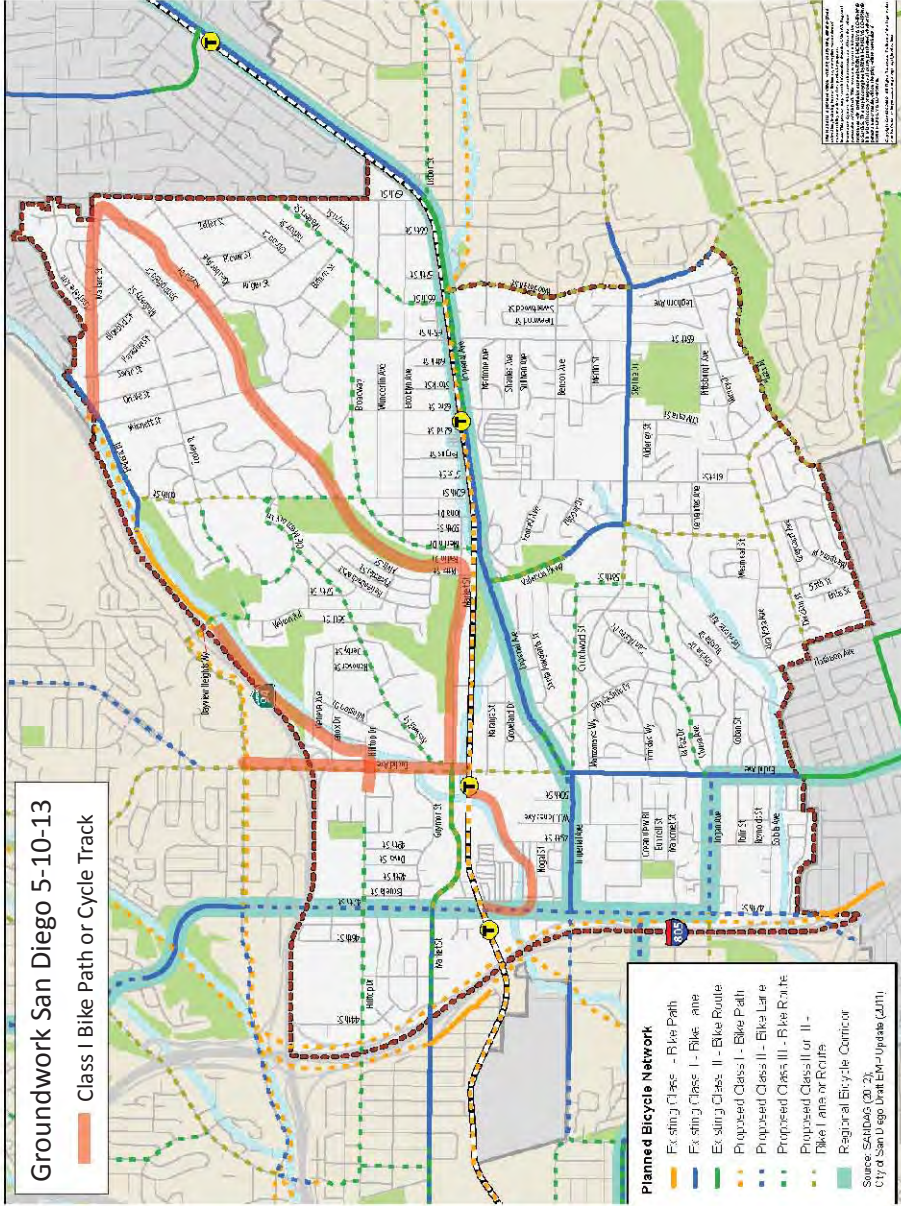
Sincerely,

Myles Pomeroy

Groundwork San Diego Board Member

O1
cont.





COMMENTS

RESPONSES

From: Sam Ollinger [mailto:sam@bikesd.org]
Sent: Wednesday, May 15, 2013 5:17 PM
To: DSD EAS; Szymanski, Jeffrey
Subject: Comments on Draft EIR for City of San Diego Bicycle Master Plan Update

Dear Mr. Szymanski

Thank you for extending the DEIR comment period through to 5/16/13.

BikeSD appreciates your department's efforts in preparing the Draft Environmental Impact Report for the City of San Diego's Bicycle Master Plan (BMP) Update. We wholeheartedly support the goal of making bicycling a viable travel choices particularly for trips of less than five miles with a safe and comprehensive local and regional bikeway network that benefits our environmental quality, public health, recreation and mobility benefits. Increasing bicycling will simultaneously address our congestion woes, our public health crisis, the myriad of environmental and financial challenges that are facing our city. With these goals in mind, we strongly feel that the plan does not go far enough. The BMP update removes a key goal of attaining bicycle mode share of 10% by 2020 that was in the 2002 plan and thus lacks ambition in order to reach state policy goals such as SB 375. BikeSD has reviewed the Draft Environmental Impact Report and offers the following comments:

1. Implementing the Bicycle Master Plan Update (and incorporating projects and goals listed in the 2002 Bicycle Master Plan). This includes adding a specific target to be met prior to next plan update. The 2002 BMP included a 10% mode share goal to be attained by 2020. This goal was removed in the BMP update and we recommend that that goal get put back in.

2. Out of the city's 2,960 street miles (excluding private roads, highways, freeway ramps, alleys, military streets within bases) the plan calls for a total of 479.88 miles of total bike facilities (excluding freeway access, Class I and Class III bike facilities*) which will encompass approximately 16% of total street miles that will be allocated toward bicycle riding as a result of the BMP Update. Of the proposed 595.3 miles of proposed bicycle facilities (including Class I, II, III, freeway shoulders and bicycle boulevards), only 6.6 miles are proposed as cycle tracks in the city of San Diego. We find this troubling given the data on the safety, economic and health benefits arising from cycle tracks [\[www.bikesbelong.org/resources/stats-and-research/statistics/facilities-statistics/\]](http://www.bikesbelong.org/resources/stats-and-research/statistics/facilities-statistics/). We would like to see a provision that expands the types of facilities that the city can build.

3. Implementation of the Bicycle Master Plan will improve safety for all road users. The Project Description on page 3-1 should include the safety benefits that accrue to all road

P1

P2

P3

P1 The support of BikeSD for making bicycling a viable travel choice and the opinion that the BMP Update does not go far enough, specifically because the 10% mode share goal to be attained by 2020 was removed from the plan are acknowledged. The recommendation for the goal to be put back in the plan is also acknowledged. Changes to the BMP Update network as it has been evaluated in this Program EIR are not proposed at this time, however.

P2 The recommendation that the BMP Update include a provision that expands the types of facilities that the City can build, in particular to propose additional mileage of cycle tracks, is acknowledged. Although such changes to the BMP Update network as it has been evaluated in this Program EIR are not proposed at this time, the BMP Update is not considered to limit the types of bikeways that may eventually be implemented. Modifications may be considered with future development of individual bikeway projects on a case-by-case basis, with appropriate subsequent environmental analysis as may be required.

P3 The BMP Update and the Program EIR do not provide sufficient detailed information or analysis to support adding the specific benefits in this comment to Section 3.0, *Project Description*, of the Program EIR. General benefits anticipated from the overall program are discussed in certain environmental issues where it is considered appropriate, including Section 8.2, *Air Quality*; Section 8.3, *Energy*; and Section 8.4, *Greenhouse Gas Emissions*, of the Program EIR.

COMMENTS

RESPONSES

P3
cont.

users that arise from the implementation of well-designed and innovative facilities (such as cycletracks). For example, adding bike lanes (Class II) to a street can narrow a travel lane which result in lower noise pollution, traffic calming effects as a result of motor vehicles moving slower on narrower lanes, and fewer collisions between all road users. Innovative facilities further enhance these traffic-calming benefits.

P4

4. Traffic impact guidelines are inappropriately applied to bicycle projects. The transportation/circulation section on Table ES-2 (pg. ES-19) should include a more refined discussion for the city's thresholds of significance and prospective changes to evaluate benefits arising from implementing the plan that evaluate motor vehicle traffic on the basis of automobile trips generated and not Level of Service (LOS). Bicycle facilities do not add vehicle trips to a roadway. The BMP update and the DEIR didn't contemplate a "road diet" scenario wherein a travel lane is removed in favor of a bicycle lane which does not generate additional automobile traffic but can have localized effects on congestion. The broad misapplication of guidelines designed to only include motor vehicle traffic to the exclusion of all other modes of transportation will have a substantial effect on the implementation of the plan. The EIR should not use language that is not only dated but irrelevant in considering and implementing the transportation options that our General Plan's Mobility Element calls for.

P5

5. This DEIR was written during a paradigm shift in transportation planning, where people are being counted rather than cars. The Mobility Element calls for a city where (paraphrased) "bicycling is a viable travel choice, particularly for trips of less than five miles with a safe, comprehensive, local and regional bikeway network. that increase our environmental quality, public health, recreation and mobility benefits through increased bicycling." This DEIR should discuss the need for a change in alternative level of service standards that account for a multi-modal transportation system.

P6

6. Additional program-level review warranted for road diets. The DEIR should not make a blanket assertion that removing a travel lane constitutes a significant impact (pg ES-19). Given the sensitivity of this issue, a more refined analysis is warranted at the program level. The DEIR should discuss the conditions under which removal of a travel lane will or will not result in a significant impact and the specific conditions under which that impact will affect the city from meetings the goals set by state policy. The DEIR should proposed thresholds under which removing a travel lane is not considered a significant impact so that those projects can proceed with minimal delay. Including these thresholds at the program level will reduce the need for expensive review for each individual project and be more cost-effective in the long term.

P7

7. No Project/No New Bikeways Alternative needs more elaboration.

Thank you for your consideration of these comments. if you have any questions - please feel free to reach me at 619-450-3011 or at sam@bikeSD.org

Sincerely,

P4

The City's current significance thresholds were necessarily applied in the analysis presented in Section 5.3, *Transportation/Circulation*. In response to comments from the County of San Diego, however, mitigation measure *Trans-2* in Section 5.3 of the Final Program EIR has been revised to reduce the strict adherence to traffic LOS standards for implementation of the BMP Update. The Program EIR recognizes the beneficial effects of bikeways in Section 5.3.2, *Impacts*, stating:

Because bikeways would not generate motorized traffic during the operational phase, they would not cause a substantial increase in traffic in relation to the existing traffic load and street capacity. Instead, they would likely have a beneficial impact on traffic generation, since the BMP Update aims to reduce motorized traffic demand by improving bike accessibility throughout the City and encouraging alternate means of transportation.

P5

The purpose of the Program EIR is to evaluate the BMP Update as it is currently configured. The City's current significance thresholds were necessarily applied in the analysis presented in Section 5.3, *Transportation/Circulation*. As noted in response to comment P4 above, however, mitigation measure *Trans-2* in Section 5.3, *Transportation/Circulation*, of the Final Program EIR has been revised to reduce the strict adherence to traffic LOS standards for implementation of the BMP Update.

P6

The Program EIR does not make a blanket assertion that removing a travel lane constitutes a significant impact. Section 5.3.2, *Impacts*, acknowledges that lane removal could cause an intersection or roadway segment to operate at an unacceptable LOS or could cause the delay or volume to capacity ratio in roadway facilities already operating at unacceptable LOS to exceed the thresholds, and since the net effect of a potentially reduced motorized traffic demand combined with changed lane configurations is unknown, there is a potential for significant impacts for On-street Bikeways Without Widening. The Program EIR further discusses On-street Bikeways With Widening and Off-street Bikeways by noting that most of these bikeways would not result in significant transportation impacts, but because Off-street Bikeways could also necessitate changes in lane configurations and/or traffic signal operations

COMMENTS

RESPONSES

Samantha Ollinger
Executive Director, BikeSD.

*Class I is excluded based on the definition used in the DEIR as "off street bikeways" which can run alongside freeways and typically do not include the existing road right of way. Class III is excluded because we have not found data that demonstrates that Class III bikeways significantly increases bike mode share or a transportation mode shift which is key to meet state policy goals specifically SB 375.

P6 cont. where the bikeways intersect with roadways, there would be the potential for significant impacts. Mitigation measure *Trans-1* is therefore provided to require an analysis of potential traffic impacts for bikeways that would result in (1) the removal of one or more travel lanes that could affect intersection operations; (2) the removal of one or more travel lanes that could affect volume-to-capacity ratios for roadway segments; (3) the removal of any raised center median that could affect volume-to-capacity ratios for any roadway segment; or (4) the removal of one or more turn lanes that could affect intersection operations. Mitigation measure *Trans-2* is also required if the removal of a travel and/or turn lane would cause an intersection or roadway segment to operate at an unacceptable LOS. As noted in response to comment P4 above, however, mitigation measure *Trans-2* in Section 5.3, *Transportation/Circulation*, of the Final Program EIR has been revised to reduce the strict adherence to traffic LOS standards for implementation of the BMP Update. Implementation of mitigation measures *Trans-1* and *Trans-2* on a project-by-project basis is considered necessary to balance minimization of traffic congestion and enhancement of multi-modal transportation goals.

P7 State CEQA Guidelines Section 15126.6(f) states that “the range of alternatives in an EIR is governed by the ‘rule of reason’ that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice.” For this Program EIR, the choice for decision makers is to approve or not approve the overall program of the BMP Update. The No Project/No New Bikeways Alternative assumes that no new bicycle facilities are constructed beyond those in existence at the time of the Program EIR. As discussed in Section 10.1, *No Project/No New Bikeways Alternative*, of the Program EIR, this alternative would completely avoid any of the temporary and permanent direct and indirect potential impacts associated with constructing the additional bikeways and other facilities proposed by the BMP Update. It is further discussed that the alternative would not provide the beneficial impacts of enhancing bicycle and pedestrian circulation and safety, which would result in a reduction of vehicular traffic throughout the City, and would not meet any of the BMP Update objectives. Section 10.5, *Environmentally Superior Alternative*, identifies the No Project/No New Bikeways Alternative as environmentally superior of the two No Project alternatives, but then identifies the Reduced Traffic Impact Alternative as the Environmentally Superior Alternative from the two build alternatives because it would avoid potentially unmitigable impacts and possibly implement fewer miles of facilities. This analysis of environmentally superior alternatives is required by the State CEQA Guidelines Section 15126.6 (d)(2). It is not clear from this comment what other elaboration is needed for the No Project/No New Bikeways Alternative.



WalkSanDiego
 740 13th Street, Suite 502
 San Diego, CA 92101
 Tel: 619-544-WALK

May 13, 2013

Jeffrey Syzmanski
 City of San Diego
 Development Services
 1222 First Avenue
 San Diego, CA 92101

Via Email to: DSDEAS@saniego.gov

COMMENTS ON THE DRAFT ENVIRONMENTAL IMPACT REPORT FOR THE CITY OF SAN DIEGO BICYCLE MASTER PLAN UPDATE

Mr. Syzmanski,

Q1 WalkSanDiego appreciates the opportunity to comment on the Draft EIR for the City of San Diego Bicycle Master Plan (BMP) update. Implementation of the plan will provide Complete Streets in the City and carry out many stated policies and goals outlined in the City’s General Plan.

Q1 WalkSanDiego recommends that the complete BMP update be implemented due to the multiple benefits cited in the DEIR including “enhancing bicycle and pedestrian circulation and safety, reducing vehicular traffic, reducing vehicular emissions of pollutants and GHG emissions in the long term, and reducing overall energy consumption related to transportation”.

Q2 To fully realize these benefits, implementation of the BMP should not be compromised by vehicular Level of Service (LOS) goals which are long standing standards that do not consider the benefits or safety of bicycling and walking. Mitigation measure **Trans-1** (page 5.3-12) states, “The traffic analysis shall include an assessment of existing LOS and shall evaluate the feasibility of accommodating the proposed bike lane or route within the existing roadway so that it does not cause a significant traffic impact to any roadway segment or intersection”. This traffic mitigation should be revised to also consider bicycling safety and benefits to weigh these against traffic performance consistent with policies in the City’s General Plan.

Q3 Mitigation measure **Trans-2** (page 5.3-12) also conflicts with the overall goal of BMP implementation and places goals for vehicular flow above bicycle safety and benefits. Mitigation measure Trans-2 states, “If the removal of a travel and/or turn lane would cause an intersection or roadway segment to operate at an unacceptable LOS, the project will be redesigned and/or mitigation measures identified in the project-specific traffic analysis shall be implemented to reduce traffic impacts on the affected intersection or roadway segment to less than significant levels.” This mitigation should be revised to also include an analysis of bicycling benefits and safety to produce a balanced transportation analysis consistent with .

Q4 As part of the adoption of the BMP EIR WalkSanDiego also urges the City to include an implementation plan with stated goals and performance measures for project implementation both in the short and long term. The City of Seattle’s [Transportation Strategic Plan](#) and Redmond, Washington’s [Transportation Master Plan](#) provide best practices for this concept.

Dedicated to enhancing the livability of communities by making walking a safe and viable choice for all people.

Q1 The recommendation from WalkSanDiego that the complete BMP Update be implemented is acknowledged.

Q2 The City’s current significance thresholds were necessarily applied in the analysis presented in Section 5.3, *Transportation/Circulation*. Mitigation measure *Trans-1* in Section 5.3 is a requirement to conduct an analysis to assess potential traffic impacts of bikeways that could affect lane configurations. A requirement for the analysis to assess how the proposed roadway changes would affect bicycling conditions has been added to this mitigation measure in Section 5.3 of the Final Program EIR.

Q3 In response to public comments on the Draft Program EIR, mitigation measure *Trans-2* in Section 5.3 of the Final Program EIR has been revised to reduce the strict adherence to traffic LOS standards for implementation of the BMP Update, and to note that redesign to reduce traffic impacts would consider if such redesign or mitigation is consistent with project objectives, pedestrian circulation needs, or other community goals. The Program EIR recognizes the beneficial effects of bikeways that would help balance potential effects on traffic flow from possible lane reductions in Section 5.3.2, Impacts, stating, “Because bikeways would not generate motorized traffic during the operational phase, they would not cause a substantial increase in traffic in relation to the existing traffic load and

COMMENTS

RESPONSES



WalkSanDiego
740 13th Street, Suite 502
San Diego, CA 92101
Tel: 619-544-WALK

Q4
cont.

Thank you for the opportunity to comment.

Kathleen Ferrier, AICP

Policy Manager

Q3 cont. street capacity. Instead, they would likely have a beneficial impact on traffic generation, since the BMP Update aims to reduce motorized traffic demand by improving bike accessibility throughout the City and encouraging alternate means of transportation.”

Q4 The recommendation of WalkSanDiego for including in the BMP Update an implementation plan with stated goals and performance measures for project implementation in the short and long term is acknowledged. In response to this comment, Section 7.4.4, *Strategic Implementation Plan*, has been added to the BMP Update and states, to further address the City of San Diego’s commitment to prioritizing citywide bicycle infrastructure improvements, a strategic implementation plan will be established and utilized for implementation of the bicycle network and evaluation of the bike program. Specific performance measures will be established, and a review of accomplishments will be performed. As noted in Section 3.1, *Background*, of the Program EIR, the BMP Update is primarily a policy document that has been prepared to guide the development and maintenance of San Diego’s bicycle network and present a renewed vision that is closely aligned with the City’s 2008 General Plan. Future activities by the City will include short- and long-term implementation planning.

COMMENTS

RESPONSES

From: lizzet chavarin [mailto:mlizz14@hotmail.com]
Sent: Thursday, May 16, 2013 11:30 AM
To: DSD EAS
Subject: FW: City of San Diego Bicycle Master Plan (EIR)

City of San Diego Bicycle Master Plan

Re:Project No. 29781

R1

I want to share my comment on the City of San Diego Bicycle Master Plan (Project No. 290781), once I find this project very interesting and beneficial to the community of San Ysidro to other neighboring communities , wich considering the charateristicts provides another option of how to fight the growth health problems that are present in this community.

Thank you,

Maritza Lizzet Chavarin
3560 Sunset Ln. 48
San Ysidro, CA 92173
(619) 247-6359

R1 The support in this comment for the City of San Diego Bicycle Master Plan Update that would provide benefits to San Ysidro and other neighboring communities is acknowledged.

COMMENTS

RESPONSES

On May 15, 2013, at 2:35 PM, Luciana Riesgo-Corrales <lucianacorrales@gmail.com> wrote:

> Mr. Szymanski,

>

> RE: Project 290781

>

> 1-I wish to comment on the draft Environmental Impact Report (EIR) for the Bicycle Master Plan Update (Project o. 290781) by urging that consideration be given in support of introducing a barrio to barrio bike connection. A community driven concept that proposes a 2 mile link that would connect the San Ysidro community to the Bayshore Bikeway.

>

> 2-Several of the populated areas in San Ysidro lack access to public transit and designated bike lanes/paths resulting in residents walking 2-3 miles to reach their destination or transit stop.

>

> 3-A majority of San Ysidro residents do not own cars and are dependent on public transit. This safe dedicated bikeway would provide them an alternative that connects them to other neighboring communities.

>

> As a result of the community outreach, findings also show that a Barrio to Barrio Bike Connection ranked high as a San Ysidro Community priority.

>

> I know personally, that members of our San Ysidro community are aware of this project and would like to comment and support this project. Unfortunately, like everything else time is always a big matter and some of the community members where not able to send their support on time via email. If given a chance, I know a large group of persons from our San Ysidro community that want to support this project. Including myself and neighbors from the Coral Gate community in San Ysidro and Remington Hills in Otay Mesa Neighborhood.

>

> Thanks,

>

> --

> Luciana D'Corrales

> 4706 Carbine Way

> San Diego, CA 9215

> (619) 690-3286

> (619) 746-0414

S1

S1 The support in this comment for a connecting bike trail that would benefit San Ysidro, Otay Mesa, and other communities is acknowledged. Existing and proposed bikeways in the San Ysidro community are shown in Figure 2-3a, Existing Bicycle Network (South), and Figure 3-1a, Proposed Bicycle Network (South), of the Program EIR. Although there is no individual bikeway project with the name “Barrio to Barrio Bike Connection” in the BMP Update, the Bayshore Bikeway project is a Class I bike path that would extend from Embarcadero Path to National City limits. This bikeway is on the list of high priority projects in the BMP Update. The over three-mile bikeway would serve travel demands between the neighborhoods of Marina, Barrio Logan and the 32nd Street Naval Station, and connect the southern 5th Street terminus, Petco Park, and San Diego Convention Center in the north to key land uses in the south, including manufacturing and naval employment centers, as well as the residential neighborhoods of Barrio Logan. The BMP Update addresses bikeways within the City of San Diego only and includes important connections linking the community of San Ysidro to the north (see Figure 3-4 of the BMP Update). The complete Bayshore Bikeway is regionally planned by the San Diego Association of Governments (SANDAG) to extend through National City (generally on Tidelands Avenue and 32nd Street) and through Chula Vista (generally on Bay Boulevard and Frontage Road). The complete bikeway would connect the segments of the Bayshore Bikeway in the City of San Diego to segments in these other cities and Imperial Beach and Coronado as well.



Founding Organizations

Border Transportation Council

Business Interests in Government (BIG) Committee

Casa Familiar

Hearts and Hands Working Together

San Ysidro Business Association

San Ysidro Chamber of Commerce

San Ysidro Planning Group

San Ysidro Transportation Collaborative



May 16, 2013

Jeffrey Szymanski, Environmental Planner
 City of San Diego Development Services Center
 1222 First Avenue
 San Diego, CA 92101
DSEAS@sanidiego.gov

Re: **Comments to Bicycle Master Plan Update (Project No. 290781) EIR**

Dear Mr. Szymanski:

On behalf of the non-profit community serving San Ysidro, I wish to comment on the draft Environmental Impact Report (EIR) for the Bicycle Master Plan Update (Project No. 290781) by urging that serious consideration be given in **support of introducing a Barrio-to-Border Bike Connection**, a community-driven concept that proposes a Class 1, two-mile link (starting from the border at Virginia Avenue to the Tijuana River Valley Staging Area off of Dairy Mart Road in San Ysidro and up north accessing the Bayshore Bikeway via Saturn Blvd.) that would connect the Bayshore Bikeway to the San Ysidro community and further South to the pending Virginia Avenue Border Crossing.

San Ysidro experiences the highest incidents of diabetes and respiratory illness in the state due to the elevated air concentrations of ultrafine and fine particles, highly associated with the local infrastructure's carbon footprint. This has resulted in the community's increased desire to improve lifestyle choices and behaviors by changing San Ysidro's environment to promote walking and bicycling. With a Barrio-to-Border Bike Connection, residents would be encouraged to bike more if there were Class 1, multi-use bike paths away from the street or with barriers separating them from traffic.

Below are sample comments we have collected from the community in support of a Barrio-to-Border Bike Connection for you to use as reference in drafting your own comments.

- The San Ysidro Smart Border Coalition is working with GSA and CBP to include a bicycle-friendly crossing at the pending Virginia Avenue Border Crossing. Without local agency (i.e. City of San Diego) inclusion of Class 1 bike paths to Virginia Avenue, this regionally- and binationally-beneficial crossing will be impossible.
- The Bicycle Master Plan should prioritize its projects based on the practicality of moving residents with a higher need for alternative transportation and connecting the City's routes and lanes with those of neighboring National City and Chula Vista.
- A Barrio-to-Border Bike Connection out of San Ysidro would serve as the City's contribution toward a regionally bicycle friendly area.
- Tijuana has had visibly noticeable success toward greater bicycle usage – even conditioning some of its river canals as bicycle trails. A bicycle connection to the Virginia Avenue border crossing will facilitate a binational movement toward responsible transportation alternatives.

T1

T2

T3

T4

T1 The support of the Smart Border Coalition (SBC) for revisions to the City of San Diego Bicycle Master Plan Update that would introduce a Class I Barrio-to-Barrio Bike connection to benefit the San Ysidro and other neighboring communities is acknowledged. Specific comments are addressed below.

T2 Existing and proposed bikeways in the San Ysidro community are shown in Figure 2-3a, *Existing Bicycle Network (South)*, and Figure 3-1a, *Proposed Bicycle Network (South)*, of the Program EIR. The BMP Update includes a proposed Class III bike route on Virginia Avenue that would connect to the border crossing facility at San Ysidro. At this point of conceptual development for the bicycle network, changes to the proposed network in the BMP Update are not proposed. Modifications may be considered with future development of individual bikeway projects on a case-by-case basis, with appropriate subsequent environmental analysis as may be required.

T3 All bikeway projects identified in the BMP Update are important projects and once implemented, will create a comprehensive bikeway network. The 40 high priority bicycle projects listed in the BMP Update were identified through a planning prioritization process applied to the proposed bicycle network. The list may change over time due to changing bicycle patterns, implementation opportunities and constraints, the development of other transportation system facilities, updated collision data, bike counts, population density, and funding availability. The bicycle network was prioritized based on key indicators of demand, deficiencies, and implementation factors in order to guide network implementation phasing. The project prioritization was completed in a two phase process, the first of which focused on more demand-driven factors and a second phase which addressed key implementation factors. The demand driven prioritization factors include bicycle demands, bicycle network gaps, public input gathered through the outreach process, overlap with the proposed regional bicycle network, and bicycle crashes. In addition to the high priority projects, implementing valuable network connections for transit rich dense communities such as Mid-City and San Ysidro are also a priority for the City of San Diego.

T4 Although there is no individual bikeway project with the name “Barrio to Barrio Bike Connection” in the BMP Update, the Bayshore Bikeway project identified in the BMP Update is a Class I bike path that within the City of San Diego, would extend from Embarcadero Path to National City limits. This bikeway is on the list of high priority projects in the BMP Update. The over three-mile bikeway would serve travel demands between the neighborhoods of Marina, Barrio Logan and the 32nd Street Naval Station, and connect the southern 5th Street terminus, Petco Park, and San Diego Convention Center in the north to key land uses in the south, including manufacturing and naval employment centers, as well as the residential neighborhoods of Barrio Logan. The BMP Update addresses bikeways within the City of San Diego only and includes important connections linking the community of San Ysidro to the north (see Figure 3-4 of the BMP Update). The complete Bayshore Bikeway is regionally planned by the San Diego Association of Governments (SANDAG) to extend through National City (generally on Tidelands Avenue and 32nd Street) and through Chula Vista (generally on Bay Boulevard and Frontage Road). The complete bikeway would connect the segments of the Bayshore Bikeway in the City of San Diego to segments in these other cities and Imperial Beach and Coronado as well.

The support in this comment for regional bikeways that would provide connections to County facilities and possible international connections is acknowledged. Bikeway facilities included in the BMP Update in



San Ysidro SMART BORDER COALITION

Established 2007
Page 2 of 2

Re: Comments to Bicycle Master Plan Update (Project No. 290781) EIR

Founding Organizations

Border Transportation Council

Business Interests in Government (BIG) Committee

Casa Familiar

Hearts and Hands Working Together

San Ysidro Business Association

San Ysidro Chamber of Commerce

San Ysidro Planning Group

San Ysidro Transportation Collaborative

- This 2 mile connection would serve to connect San Ysidro children and families to 26 miles of additional trail that would allow safe bike access to the neighboring communities of Imperial Beach, Chula Vista, National City and Barrio Logan.

- It is important that the City ensure that the proposed plan includes a seamless connection (i.e. a Barrio-to-Barrio Bike Connection) between bikeways in the City, other cities and the unincorporated County.

- A majority of San Ysidro residents do not own cars and are dependent on public transit. This safe dedicated bikeway would provide them an alternative that connects them to other neighboring communities.

- Several of the populated areas in San Ysidro lack access to public transit and designated bike lanes/paths resulting in residents walking 2-3 miles to reach their destination or transit stop.

- Timing is critical if the Barrio-to-Border Bike Connection is to be included in the Bicycle Master Plan because once incorporated, it may then be considered for grant funding geared towards projects in heavily urbanized, low income and park deficient neighborhoods and that affect the largest number of pedestrians possible.

- In order to ensure the Bicycle Master Plan's efficiency, performance should be measured by the facilities/amenities it implements including the number of miles of bike lanes applied, bike racks installed, and miles of buffered bike lanes.

Mr. Szymanski, we have an opportunity to serve communities long left out of the bicycle route conversation and make an international statement of support for better transportation, health and environment by **adding a Class 1 Barrio-to-Border section of the Bicycle Master Plan Update (Project No. 290781)**. We trust that the City of San Diego will not let this opportunity pass us by.

Sincerely,

Jason M-B Wells
Coordinator

Cc: Mayor Filner
Councilmember Alvarez

T4
cont.

T5

T6

T4 cont. the area of Beyer Boulevard and other roads indicated on the graphic included with this comment letter are shown in the San Ysidro Inset on Figure 3-1a, *Proposed Bicycle Network (South)*, of the Program EIR. At this point of conceptual development for the bicycle network, changes to the proposed network in the BMP Update are not proposed. Modifications may be considered with future development of individual bikeway projects on a case-by-case basis, with appropriate subsequent environmental analysis as may be required.

T5 The recommendation for the performance of the BMP Update efficiency to be measured by facilities/amenities implemented, including the number of miles of bike lanes applied, bike racks installed, and miles of buffered bike lanes is acknowledged. As this comment does not raise any issues with respect to the adequacy of the Draft Program EIR, no specific response is required.

T6 The support of SBC for a Class I Barrio-to-Barrio Bike connection to be added to the BMP Update is acknowledged. Please refer to the response to comment T4.

SHUTE, MIHALY
& WEINBERGER LLP

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DEBORAH L. MILLER
Attorney
miller@smwlaw.com

May 10, 2013

Via E-mail and FedEx

Mr. Jeffrey Szymanski
Environmental Planner
Development Services Department
City of San Diego
1222 First Avenue
MS 501
San Diego, CA 92101
E-mail: dsdeas@sandiego.gov

**Re: Draft Environmental Impact Report on the City of San Diego's
Bike Master Plan Update, Project No. 290781 / SCH No.
2012061075**

Dear Mr. Szymanski:

On behalf of the Friends of Rose Canyon ("FRC"), we submit the following comments on the Draft Environmental Impact Report ("DEIR") on the City of San Diego's Bike Master Plan Update ("the Project" or "the BMP Update").

The Project is a Citywide plan for the development and maintenance of San Diego's bicycle network. The BMP Update provides direction for expanding the existing bikeway network and encouraging bicycling as a transportation mode. While FRC supports master planning to encourage bicycling in San Diego, FRC is concerned about the specific portion of the Project that would be constructed through Rose Canyon from Gilman Drive to Nobel Drive. This would be adjacent to and partially through Rose Canyon Open Space Park, a documented wildlife corridor containing a City-designated Multi-Habitat Planning Area ("MHPA"), protected wetlands, and threatened species. By all counts, this portion appears to have been adopted directly from the regional Coastal Rail Trail proposal. Similarly, while our comments focus on Rose Canyon, FRC is

U1 The support of Friends of Rose Canyon (FRC) for master planning to encourage bicycling in San Diego, and FRC's concerns about bikeways proposed in Rose Canyon and Roselle Canyon are acknowledged.

U1

Mr. Jeffrey Szymanski
 May 10, 2013
 Page 2

U1 cont. concerned about the portion of the Project that would be constructed through Roselle Canyon.

The DEIR suffers from several deficiencies related to its inadequate consideration of Rose Canyon’s sensitive biological resources and its failure to observe state and federal environmental protection laws. *First*, the DEIR cannot use its “program” nature to justify the cursory analysis given to the Project’s potential impacts in Rose Canyon. The City has already developed extensive engineering of the proposed new route through the Canyon and several City studies document the Project’s potential impacts to the Canyon. Because the City has already undertaken route-specific planning activities and acknowledged the reasonably foreseeable consequences of those activities, the City cannot hide behind the “program” label to avoid discussing the Project’s potential impacts to Rose Canyon. *See Vineyard Area Citizens for Responsible Growth, Inc. v. City of Rancho Cordova* (2007) 40 Cal.4th 412, 431 (“*Vineyard*”); *Laurel Heights Improvement Assn. v. Regents of Univ. of Cal.* (1988) 47 Cal.3d 376, 396 (“*Laurel I*”); *see also* Cal. Code Regs., tit. 14, § 15146 (degree of specificity in EIR must correspond to degree of specificity in underlying activity).¹

Second, the Project’s proposed alignment through Rose Canyon would result in many potentially significant impacts, none of which are analyzed and mitigated to the degree required by the California Environmental Quality Act, Public Resources Code section 21000 *et seq.* (“CEQA”). *Third*, because the DEIR should have analyzed the Project’s planned route through Rose Canyon at a level of detail commensurate with the City’s *actual knowledge* of that route, the DEIR should also have analyzed more detailed alternatives to that route—in particular, the environmentally superior alternative route along I-5. *Fourth*, because the Project will rely in part on federal funding and would involve construction through, and/or immediately adjacent to, designated parkland, section 4(f) of the federal Department of Transportation Act requires that the Project’s impacts and alternatives be scrutinized to the exacting degree required by that federal law.

Moreover, the proposed off-street bikeway alignment would traverse portions of Roselle Canyon, which is also an undeveloped open space. Like Rose Canyon, Roselle Canyon is a greenbelt corridor characterized by steep hillsides, sensitive

¹ The California Environmental Quality Act (“CEQA”) Guidelines, Cal. Code Regs., tit. 14, § 15000, *et seq.*, are referred to herein as “Guidelines.” The courts generally accord the Guidelines “great weight.” *Laurel Heights I*, 47 Cal.3d at 391, fn. 2.

SHUTE, MIHALY
 & WEFINBERGER LLP

U2 The preparation of this Program Environmental Impact Report (EIR) to address the Bicycle Master Plan (BMP) Update is consistent with applicable environmental protection laws. The document was prepared as a Program EIR pursuant to Section 15168 of the State CEQA Guidelines, because the BMP Update is a citywide comprehensive program that includes a series of actions that can be characterized as one large project and related by a plan to govern the conduct of a continuing program. The purpose of this environmental document is to examine the entire citywide program, and not individual segments at a project level. As stated in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR, subsequent project-specific activities would be examined to determine whether the Program EIR adequately addresses the potential impacts associated with the subsequent activity or if preparation of additional environmental documentation would be required. This tiering of documentation is consistent with State CEQA Guidelines Section 15152(b), which states: “Tiering is appropriate when the sequence of analysis is from an EIR prepared for a general plan, policy, or program to an EIR or negative declaration for another plan, policy, or program of lesser scope, or to a site-specific EIR or negative declaration.” As stated in Section 1.1, *Project Scope*, of the Program EIR:

The BMP Update serves as a policy document to guide the development and maintenance of the City’s existing and planned bicycle network, including bikeways, support facilities, and programs over the next 20 years. This updated plan seeks to build upon the foundation established by the first San Diego BMP adopted in 2002. The BMP Update provides direction for expanding the existing bikeway network, connecting gaps, addressing constrained areas, improving intersections, providing for greater local and regional connectivity, and encouraging more residents to bicycle more often.

Also as noted in Section 1.1 of the Program EIR, the BMP Update is consistent with and implements the Bicycle Section of the General Plan Mobility Element, which identifies the BMP as the guiding document for implementation of the City’s bicycle network.

COMMENTS

RESPONSES

U2 cont. The need to evaluate and mitigate potential impacts to sensitive biological resources in Rose Canyon and many other open space areas is addressed in the Program EIR through the analysis in Section 5.1, *Biological Resources*, and required implementation of mitigation measures *Bio-1* through *Bio-10*. Mitigation measure *Bio-1* specifically requires that a biological resources report be prepared for bikeways proposed in naturally vegetated areas or within or adjacent to the Multi-Habitat Planning Area (MHPA), and notes that as each future bikeway project implemented under the BMP Update is reviewed under CEQA, additional specificity may be required with respect to mitigation measures identified in the Program EIR.

Although previous planning and preliminary engineering studies have been completed for the Coastal Rail Trail, the City's Public Works Department is currently undergoing a planning process to determine the alignment of the Coastal Rail Trail from Carmel Valley and Sorrento Valley to Gilman Drive and Interstate 5 (I-5). The City is considering multiple possibilities for routes through this area, and a Public Working Group has been created that includes FRC, among other stakeholders. The goal at the end of the process is to identify a preferred route through the area. The route eventually developed by the current planning process may be different from the alignment presented in the BMP Update and developed in previous planning studies. It would be premature as well as inconsistent for the Program EIR to evaluate at a project level the specific alignment for this one particular bikeway segment out of the more than 1,000 miles of facilities included in the BMP Update. Once a preferred route is identified, subsequent environmental review will occur. Future environmental evaluation of subsequent changes to any segment identified in the BMP Update is addressed in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR, which identifies the following three CEQA process scenarios for project-level BMP Update projects:

- CEQA Scenario 1 is if the impacts associated with the subsequent BMP Update activity have been adequately addressed in the Program EIR and mitigation will be carried out as defined in the Program EIR and MMRP, then no further environmental review would be required.
- CEQA Scenario 2 is if the subsequent BMP Update activity is not within the scope of the BMP Update Program EIR and impacts are not adequately addressed and/or adequate mitigation is not proposed, then the City would prepare a tiered or new Negative Declaration, Mitigated Negative Declaration, or EIR.

COMMENTS

RESPONSES

- CEQA Scenario 3 is if the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR, then the City would prepare a Subsequent EIR or a Supplement or Addendum to the certified Program EIR.

Furthermore, while more information may be available on particular proposed bikeway segments than others at this time, the level of detail in the Program EIR corresponds to the level of specificity of the BMP Update, which is the subject of the Program EIR. This is consistent with State CEQA Guidelines Section 15146(b), which states that an EIR on a project such as the adoption of a local general plan “need not be as detailed as an EIR on the specific construction projects that might follow.”

- U3 The alignment through Rose Canyon proposed in the BMP Update is addressed by analyses for Off-Street Bikeways in the Program EIR, including for the issues of biological resources, historical resources, transportation/circulation, visual quality/neighborhood character, paleontological resources, and geologic conditions, all of which are recognized as being subject to potentially significant impacts, and all of which have mitigation specified. The Program EIR also addresses the complete range of other environmental issues, which were assessed as generating less than significant impacts.
- U4 The entirety of the BMP Update is the subject of the Program EIR; specific bikeway segments and alternative alignments are not addressed at a project level, as allowed by State CEQA Guidelines Section 15146(b). Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.
- U5 Compliance with Section 4(f) of the Department of Transportation Act is only required for transportation projects that are undertaken by an operating administration of the U.S. Department of Transportation (USDOT) or that may receive federal funding and/or discretionary approvals from USDOT. The decision-making body for approval of the BMP Update is the City of San Diego City Council. No federal decisions or obligation of federal funds are required for the BMP Update. Therefore, National Environmental Policy Act (NEPA) compliance and preparation of an analysis to comply with Section 4(f) are not required for this Program EIR. As individual bikeway projects are proposed, subsequent environmental review would occur, including any required NEPA documentation and 4(f) analyses if approval and/or funds administered by USDOT are involved for individual bikeway projects.

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U6 cont. habitat and species, and aesthetically pleasing canyon views. Coastal Rail Trail Initial Study (August 17, 2007 prepared for the City by URS Corp.) (“CRT Initial Study”), attached as Exhibit A, at 3-5. The bikeway segment proposed through Roselle Canyon would result in similar impacts to biological resources (e.g., the federally listed California gnatcatcher and jurisdictional wetlands), aesthetics, and water quality. *Id.* This letter focuses primarily on impacts to Rose Canyon, but nevertheless, all impacts and legal shortcomings discussed throughout the letter would be relevant to Roselle Canyon as well.

U7 For these reasons, the DEIR should be revised to better address the significant environmental impacts of the Project in Rose Canyon and feasible alternatives, and to bring it into compliance with CEQA and section 4(f) of the Department of Transportation Act. Once the DEIR is revised, it must be recirculated for public review in accordance with the requirements of CEQA so that the public and the appropriate governmental entities can fully understand the Project’s significant impacts and alternatives thereto.

U8 The comments that follow are based on the information the City has provided to date, including the City’s Notice of Preparation (“NOP”); the BMP Update; the CRT Initial Study; the Coastal Rail Trail Preliminary Engineering Report (March 2008 prepared for the City by URS Corp.) (“Engineering Report”), attached as Exhibit B; the Preliminary Environmental Study Form (May 30, 2008) (“PES”), attached as Exhibit C; the Caltrans Initial Study/Mitigated Negative Declaration for the Interstate 5/Genesee Avenue Interchange Reconstruction Project (June 2011 prepared by Caltrans) (“Caltrans IS/MND”), attached as Exhibit D; the University of California San Diego (“UCSD”) Bicycle and Pedestrian Master Planning Study (April 30, 2012) (“BPMP”), attached as Exhibit E; federal, state, and local law; and the environmental checklist form contained in the CEQA Guidelines, Appendix G.

U9 **I. Regardless of Whether the City Labels the DEIR a “Program”-Level Review Document, the DEIR’s Description and Analysis of the Project Are Inadequate Under CEQA.**

The DEIR is labeled as a “program”-level document because, as the City sees it, the Project “meets the criteria . . . for environmental review through a Program EIR” (DEIR at 1-4), and the EIR therefore need not “address the[] priority bicycle projects at a project-specific level.” DEIR at 3-8. This claim ignores substantial work the City has already done in identifying a particular bikeway alignment through Rose Canyon—work that includes preparation of an Initial Study and an Engineering Report to evaluate the necessary construction for, and potential impacts of, such an alignment. The

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U6 Similar to Rose Canyon, the alignment through Roselle Canyon proposed in the BMP Update is addressed by analyses for Off-Street Bikeways in the Program EIR, including for the issues of biological resources, historical resources, transportation/circulation, visual quality/neighborhood character, paleontological resources, and geologic conditions, all of which are recognized as being subject to potentially significant impacts, and all of which have mitigation specified. The Program EIR also addresses the complete range of other environmental issues, which were assessed as generating less than significant impacts. Section 8.6.3, *Water Quality*, of the Program EIR addresses water quality; the Program EIR concluded that conformance with existing regulatory requirements during construction and after operation would prevent or effectively minimize potential water quality impacts, including sedimentation and erosion.

U7 The Program EIR does not need to be revised to address the bikeway segment in Rose Canyon at a project level, or to include a Section 4(f) analysis. Please refer to responses to comment U2 and U5, respectively, for additional information about these issues. Recirculation is not required because no significant new information has been added to the Program EIR since the Draft Program EIR was made available for public review.

U8 Receipt of the noted attachments is acknowledged. As these exhibits do not contain comments that raise environmental issues specific to the Program EIR, no further response regarding the exhibits is provided. These exhibits are contained on a CD in Appendix B of this Final Program EIR.

U9 The entirety of the BMP Update is the subject of the Program EIR; specific bikeway segments are not addressed at a project level, as allowed by CEQA Guidelines Section 15146(b). Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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City's claim also ignores CEQA's clear mandate that the degree of specificity in an EIR must "correspond to the degree of specificity involved in the underlying activity." Guidelines § 15146. Because the City assessed the needs and impacts of a particular bikeway alignment through Rose Canyon well before this alignment was incorporated into the BMP Update, the City committed itself to fully analyzing the impacts of that alignment at the earliest possible opportunity. *See Vineyard*, 40 Cal.4th at 431; *Laurel I*, 47 Cal.3d at 396. CEQA does not permit the City to make early design and engineering headway, only to pretend that headway never occurred once the time for environmental review arises.

CEQA's broad mandate to "afford the fullest possible protection to the environment" requires that the City analyze the Project at a level of detail commensurate with what the City *currently knows* about the Project. "Designating an EIR as a program EIR [] does not by itself decrease the level of analysis otherwise required in the EIR." *Friends of Mammoth v. Town of Mammoth Lakes Redevelopment Agency* (2000) 82 Cal.App.4th 511, 533; *see also* Guidelines § 15146 (degree of specificity required in program EIR varies not with "program" label, but rather with degree of specificity in underlying activity). A program EIR "does not excuse the lead agency from adequately analyzing reasonably foreseeable significant environmental effects of the project and does not justify deferring such analysis to a later tier EIR or negative declaration." *Vineyard, Inc.*, 40 Cal.4th at 431 (quoting Guidelines § 15152(b)).

The City cannot avoid the requirements of CEQA by labeling the DEIR a "program"-level review document. Using the "program" label to delay or avoid proper analysis *now* of the Project's impacts, alternatives, and mitigation measures violates CEQA. First, broad, program-level analysis may not be invoked as an excuse for inadequate analysis of elements that the City knows will occur or that are reasonably foreseeable. Second, even the DEIR's label as a program EIR would not avoid project-level CEQA review of Project-related activities, including the Rose Canyon segment. The City must clearly announce its commitment to conduct thorough environmental review of all future activities related to the Project.

A. The DEIR Ignores Known Elements of the Project.

CEQA defines a "project" as "the whole of an action, which has a potential for resulting in either a direct physical change" or "a reasonably foreseeable indirect physical change in the environment." Guidelines § 15378(a); *see also* § 15378(c) ("project" means the whole of the "activity which is being approved"). "An accurate, stable and finite project description is the sine qua non of an informative and legally sufficient EIR." *San Joaquin Raptor/Wildlife Rescue Center v. County of Stanislaus*

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U10 The Program EIR contains an appropriate level of detail to address reasonably foreseeable environmental effects of the citywide program encompassed by the BMP Update. State CEQA Guidelines Section 15152(c) recognizes that the "development of detailed, site-specific information may not be feasible but can be deferred, in many instances, until such time as the lead agency prepares a future environmental document in connection with a project of more limited geographical scale, as long as deferral does not prevent adequate identification of significant effects of the planning approval at hand." Potential impacts of all types of bikeways, including Off-Street Bikeways, are appropriately addressed in the Program EIR, with significant impacts and mitigation measures identified for issues including biological resources. In addition, project-level analysis of a specific alignment for a bikeway in Rose Canyon is premature because the route eventually developed by the current planning process may be different from the alignment presented in the BMP Update and developed in previous planning studies. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

U11 The level of analysis in the Program EIR is consistent with the requirements of CEQA. The City provided its commitment to conduct thorough environmental review of future activities of the BMP Update in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR, which states that subsequent project-specific activities would be examined to determine whether the Program EIR adequately addresses the potential impacts associated with the subsequent activity or if preparation of additional environmental documentation would be required. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate

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(1994) 27 Cal.App.4th 713, 730 (quoting *County of Inyo v. City of Los Angeles* (1997) 71 Cal.App.3d 185, 193). Thus, the City must take an expansive view of what constitutes the Project in conducting its environmental review. See *McQueen v. Bd. of Directors* (1988) 202 Cal.App.3d 1136, 1143 (term “project” is interpreted so as to “maximize protection of the environment”), disapproved of on other grounds by *Western States Petroleum Assn. v. Sup. Ct.*, (1995) 9 Cal.4th 559, 570-70.

Although the BMP Update and DEIR provide very little detail to inform the public, the proposed Project appears to include most of Segment 6 of the Coastal Rail Trail—a Class I bikeway through the north side of Rose Canyon—in the City’s plan for bike route development. See Figure 6-1, BMP Update at 95; BMP Update, Appendix H; DEIR Figure 5.1-4b; see also BMP Update at 37.

According to the City’s Engineering Report, Segment 6 would begin with an approximately 3,900-foot Class 1 bikeway starting at the intersection of Judicial and Nobel Drive and traveling “through the existing open space reserve” to the existing fire access road. The route would continue with a 1,440-foot Class 1 path to where the fire access road meets Nobel Drive. The Class I path would continue 2,080 feet to Genesee Avenue. The segment would construct a 9,900-foot Class I path to connect Genesee to the I-5/Gilman Avenue interchange. The segment also would construct three “alternate” access points. Engineering Report at 5-9 through 5-12.²

The Engineering Report concludes that Segment 6 would require grading, construction of three bridges, and up to 25-foot-high retaining walls in Rose Canyon, and drainage channel crossings. The Engineering Report estimates that the cost of construction of Segment 6 would be \$17.092 million. *Id.*

The BMP Update would approve a particular and identifiable bike path route, of specific and known length and pre-determined classification. For example, Figure 6-1 of the BMP Update (BMP Update at 95) shows in particular detail the specific location of the bike paths included in the BMP Update. Table 6-1 (*id.* at 94) identifies the precise number of miles of recommended bike paths under the BMP Update. Throughout the document, the BMP Update identifies the classification the City has selected for each bike path—Class I, II, or III. Table 3-1 (*id.* at 18) explains the particular infrastructure

² The BMP Update appears to adopt all of Segment 6 of the Coastal Rail Trail except for the portion between the intersection of Judicial and Nobel Drive and the point where Nobel Drive meets the fire access road. See DEIR Figure 5.1-4b.

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U11 cont. for this Program EIR, and response to comment U10 for additional information about deferral of site-specific information.

U12 The project that is the subject of the Program EIR is the entirety of the BMP Update, which is adequately described in Section 3.0, *Project Description*, of the Program EIR.

U13 The description of Segment 6 of the Coastal Rail Trail in this comment is acknowledged. It should be noted, however, that the City is currently considering multiple possibilities for routes through the alignment of the Coastal Rail Trail from Carmel Valley and Sorrento Valley to Gilman Drive and I-5, and the alignment presented in the BMP Update and developed in previous planning studies may change. This is true for any bikeway alignment in the BMP Update that may proceed with more detailed engineering and environmental analysis in the future. CEQA Scenario 2 in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR accounts for this possibility by requiring new environmental documentation in cases where the subsequent BMP Update activity is not within the scope of the BMP Update Program EIR and impacts are not adequately addressed. CEQA Scenario 3 also addresses potential changes by requiring preparation of a Subsequent EIR or a Supplement or Addendum to the certified Program EIR if the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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U13 cont. components associated with each of these classifications, which are further detailed in the California Highway Design Manual. Appendix H to the BMP Update identifies the bike path segments by name and, in the case of proposed Segment 6 in Rose Canyon and of proposed Segment 4b in Roselle Canyon, by reference to the Coastal Rail Trail.³ As described above, the City has already completed extensive engineering studies for Segment 6 and Segment 4b and certainly has sufficient information to describe, analyze the impacts of, and consider alternatives to this segment.

U14 CEQA requires that all of this information be provided to the public at the earliest possible opportunity in order to determine the type and severity of impacts that could be caused by the Project. *See* Guidelines § 15151 (EIR should provide public and decision-makers with enough information to make reasoned decisions about environmental impacts). Because of the DEIR's adherence to a program-level lens, however, the document's conclusions about the Project's impacts are unsupported by sufficient facts or analysis and therefore violate CEQA.

B. The DEIR Must Fully Analyze and Mitigate the Impacts of All Known Elements of the Project.

U15 The DEIR claims that, because the Project "meets the criteria . . . for environmental review through a Program EIR" (DEIR at 1-4), the DEIR "does not address the[] priority bicycle projects at a project-specific level" and thus "[a]dditional CEQA analysis and documentation may be required in the future to implement these projects." DEIR at 3-8.

U16 Regardless of whether the City styles its document a "program" EIR or a "project" EIR, the document must fully analyze the predictable effects of the decision under review. The degree of specificity in an EIR "will correspond to the degree of specificity involved in the underlying activity." Guidelines§ 15146. While programmatic review allows an agency to avoid speculating, the practice "does not excuse the lead agency from adequately analyzing reasonably foreseeable significant environmental effects of the project and does not justify deferring such analysis to a later EIR." § 15152(b). Rather, the point is to focus the agency on the "actual issues ripe for decision" at that time. *Id.*

³ Appendix H to the BMP Update incorrectly labels the Class I segment between Gilman Drive and Nobel Drive as "Coastal Rail Trail (San Clemente Canyon)," rather than "Coastal Rail Trail (Rose Canyon)."

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U14 In conformance with CEQA, the Program EIR addresses the type and severity of impacts for the three types of bikeways (Off-street Bikeways, On-street Bikeways With Widening, and On-street Bikeways Without Widening) for all issues determined in the Initial Study as having potentially significant impacts in Sections 5.1 (*Biological Resources*), 5.2 (*Historical Resources*), 5.3 (*Transportation/Circulation*), 5.4 (*Visual Quality/Neighborhood Character*), 5.5 (*Paleontological Resources*), and 5.6 (*Geologic Conditions*). Potential impacts are identified through comparison to the City's significance thresholds, and appropriate mitigation measures are provided for impacts determined to be potentially significant. The facts and analysis for concluding other environmental issues would have less than significant impacts are described in Section 8.0, *Effects Found Not to Be Significant*, of the Program EIR.

U15 The City's decision to address the BMP Update in a Program EIR is consistent with CEQA. Please refer to response to comment U2 for additional information about when tiering is appropriate.

U16 The actual issue requiring City Council approval at this time is the proposed update to the 2002 Bicycle Master Plan. The Program EIR contains an appropriate level of detail to address reasonably foreseeable environmental effects of the citywide program encompassed by the BMP Update, including a potential alignment in Rose Canyon, consistent with State CEQA Guidelines Section 15152(c). Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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As explained above, it is *more than* reasonably foreseeable that the Project will include a specific Class I bikeway through Rose Canyon, as this bikeway is indicated on maps in the BMP Update and the DEIR (*see, e.g.*, DEIR Figure 5.1-4b) and the City has prepared extensive analysis of the design and engineering. Clearly, impacts from such a bikeway are therefore also reasonably foreseeable. The City is required to analyze all of these impacts, regardless of whether the City designates the EIR a “program” EIR.

CEQA case law unequivocally demands that, where an agency has “designate[d] . . . specific sites for future development,” *Stanislaus Natural Heritage Project v. County of Stanislaus* (1996) 48 Cal.App.4th 182, 204 (“*Stanislaus*”), or otherwise “formulated reasonably definite proposals as to future uses”—even if the proposals are not yet entirely “precise,” *Laurel I*, 47 Cal.3d at 397, 399—those actions and their impacts must be analyzed in the EIR. *See id.* (“credible and substantial” evidence existed that “general types of future activity” were reasonably foreseeable); *Stanislaus*, 48 Cal.App.4th at 199 (“tiering” not a device for deferring identification of significant impacts that adoption of plan can be expected to cause).

Moreover, analysis of environmental effects must occur at the *earliest* discretionary approval, even if later approvals will take place. *See, e.g., Laurel I*, 47 Cal.3d at 396 (EIR must analyze future action that is a “reasonably foreseeable consequence” of the initial action that would “likely change the scope or nature” of the effects of the initial action); *Citizens for Responsible Gov. v. City of Albany* (1997) 56 Cal.App.4th 1199, 1221-22; *Koster v. County of San Joaquin* (1996) 47 Cal.App.4th 29, 34, 39-40; *Christward Ministry v. Super. Ct.* (1986) 184 Cal.App.3d 180, 194. Inasmuch as the Project is the first discretionary approval that will ultimately result in implementation of bikeway construction activities in Rose Canyon, the DEIR must analyze the significant environmental impacts of these activities within and immediately adjacent to the protected open space in as detailed a manner and as early as possible.

C. The City May Not Use Its “Program” Document to Avoid Later Project-Level CEQA Review of the Proposed Alignments, Including the Rose Canyon Segment.

According to the DEIR, it “does not address . . . bicycle projects [under the BMP Update] at a project-specific level. Additional CEQA analysis and documentation *may* be required in the future to implement these projects.” DEIR at 3-8 (emphasis added). The City’s uncertain commitment to future environmental review is troubling. Given the significant impacts that would result from construction of a Class I bikeway through and adjacent to the sensitive habitat of Rose Canyon, it is inconceivable that the City could approve such an alignment with anything less than a full-scale, project-level

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U17 The City provided its commitment to conduct thorough environmental review of future activities of the BMP Update in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR, which states that subsequent project-specific activities would be examined to determine whether the Program EIR adequately addresses the potential impacts associated with the subsequent activity or if preparation of additional environmental documentation would be required. Specifically, CEQA Scenario 2 in Section 1.5.3 of the Program EIR requires new environmental documentation in cases where the subsequent BMP Update activity is not within the scope of the BMP Update Program EIR and impacts are

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environmental review in an EIR. The City's notion⁴ that the current, program-level DEIR's imprecise impacts analysis could potentially suffice for a proper project-level review of the Rose Canyon segment is misguided. The current DEIR has not provided an adequate description of Rose Canyon's environmental setting or a complete project description, it has omitted necessary analysis of alternatives, and it has deferred necessary mitigation.

A first-stage, "program" EIR must clearly state what level of review will be conducted for subsequent, project-related approvals. *See generally Citizens for Responsible Equitable Environmental Dev. v. City of San Diego Redevelopment Agency* (2005) 134 Cal.App.4th 598. The agency may not rely on a cursory, program-level analysis to suffice for later activities without conducting the required environmental review. *See Center for Sierra Nevada Conserv. v. County of El Dorado* (2012) 202 Cal.App.4th 1156, 1176-78; *Com. for Green Foothills v. Santa Clara County Bd. of Supervisors* (2010) 48 Cal.4th 32, 44-45 (when subsequent activity is found within scope of program EIR, agency must determine whether activity has any unanalyzed impacts); *Sierra Club v. County of Sonoma* (1992) 6 Cal.App.4th 1307, 1313, 1319 (when site-specific impacts not analyzed in program EIR, fair argument standard guides whether agency must prepare project-level EIR).

CEQA sanctions the use of program EIRs *only where* additional environmental analysis under CEQA will occur as additional projects are proposed under the program. In *Friends of Mammoth*, the court's decision to invalidate a program EIR turned largely on the fact that the document was "not a true first tier EIR," and so there was "no guarantee" of subsequent environmental review at a future stage. 82 Cal.App.4th at 535-36. The same goes here, inasmuch as there is no guarantee of environmental review of specific, project-related activities. The DEIR must provide a firm commitment to conducting all required future CEQA review, including thorough analysis of the cumulative impacts of all project-related activities.

II. The DEIR Fails to Adequately Analyze Potentially Significant Environmental Impacts Resulting from the Rose Canyon Segment of the Bikeways.

⁴ See DEIR at 1-7 (subsequent project-level activities would be examined in light of program EIR to determine whether program EIR adequately addresses potential impacts).

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U17 cont. not adequately addressed. CEQA Scenario 3 also addresses potential changes by requiring preparation of a Subsequent EIR or a Supplement or Addendum to the certified Program EIR if the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR. The environmental setting, project description, and types of alternatives presented in this Program EIR are at a citywide program level consistent with the project being addressed, which is the BMP Update. Project-level analysis of any specific alignment for a bikeway, including in Rose Canyon would not be appropriate. Also, mitigation for impacts determined to be significant has not been deferred, but is specified in Sections 5.1 through 5.6 of the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR, response to comment U10 for additional information about deferral of site-specific information, and response to comment U14 for additional information about mitigation measures.

U18 Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR clearly describes the subsequent environmental review process, noting that the future CEQA processing will be based on information contained in project-level technical studies required by mitigation measures in the BMP Update Program EIR. These studies include a biological resources report for bikeways proposed in naturally vegetated areas or within or adjacent to the MHPA (*Bio-1*), determination of the likelihood for the project site to contain historical resources by reviewing site photographs and existing historic information and preparation of an evaluation report if there is evidence that the site contains archeological resources (*Hist-1*), an analysis of potential traffic impacts for any proposed bikeway affecting travel lanes, medians or turn lanes (*Trans-1*), a visual study (*Vis-1*), a project-level analysis of potential impacts on paleontological resources (*Paleo-1*), and a project-specific geologic report (*Geo-1*).

U19 Program EIRs and other tiering documents are allowed under a variety of circumstances, as addressed in State CEQA Guidelines Sections 15152 (Tiering), 15162 (Subsequent EIRs and Negative Declarations), 15165 (Multiple and Phased Projects), 15167 (Staged EIR), and 15168 (Program EIR). Additional environmental analysis is not always required. The specific circumstances where future analysis would and would not be required are detailed in the State CEQA Guidelines. Conditions and requirements from CEQA relevant to the BMP Update are provided in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR, which also provides the City's commitment to conduct thorough environmental review of future activities of the BMP Update. Cumulative impacts of the BMP Update are addressed in Section 6.0, *Cumulative Effects*, of the Program EIR.

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Under CEQA, decision-makers and the public are to be given sufficient information about impacts and mitigation to come to their own judgments and decisions about a proposed project. See Pub. Res. Code § 21061. CEQA requires that an EIR must be detailed, complete, and reflect a good-faith effort at full disclosure. Guidelines § 15151. The document should provide a sufficient degree of analysis to inform the public about a proposed project's adverse environmental impacts and to allow decision-makers to make intelligent judgments. *Id.*; *Environmental Planning and Information Council v. County of El Dorado* (1982) 131 Cal.App.3d 350, 357-58 (finding an EIR for a general plan amendment inadequate where the document did not make clear the effect on the physical environment).

The role of the EIR is to make manifest a fundamental goal of CEQA: to "inform the public and its responsible officials of the environmental consequences of their decision before they are made." *Laurel Heights Improvement Assn. v. Regents of Univ. of Cal.* (1993) 6 Cal.4th 1112, 1123 ("*Laurel II*") (citation omitted). To do this, an EIR must contain facts and analysis, not merely bare conclusions. See *Citizens of Goleta Valley v. Bd. of Supervisors* (1990) 52 Cal.3d 553, 568. Any conclusion regarding the significance of an environmental impact not based on analysis of the relevant facts fails to achieve CEQA's informational goal. Moreover, as the California Supreme Court has explained, environmental review must happen before a project is approved if an EIR is to be anything more than a "post hoc rationalization of a decision already made." *No Oil, Inc. v. City of Los Angeles* (1974) 13 Cal.3d 68, 81.

Here, the DEIR's analysis of environmental impacts fails to provide the necessary facts and analysis to allow the City and the public to make an informed decision. Instead of providing the requisite impact analysis, this DEIR defers preparation of needed technical studies and reports to an unspecified later date, thus postponing analysis and mitigation of impacts until after project approval. The DEIR apparently relies on the rationale that, because design of the bikeway alignment is at the conceptual stage, there is no way to determine how the Project will affect the environment. See, e.g., DEIR at 5.1-48, 5.1-51, 5.1-58, 5.4-7, 5.4-11. This approach is untenable under CEQA.

First, as discussed in section I.A of this letter, Segment 6 of the Coastal Rail Trail, evaluated in the CRT Initial Study and the City's Engineering Report, clearly corresponds to the Rose Canyon segment of the bikeway evaluated in this EIR. See section I.A, *supra*. The City's Engineering Report and the CRT Initial Study both provide details that allow for more substantial analysis. The City's Engineering Report concludes that the Rose Canyon segment of the bikeways, would require substantial grading and cut-and-fill, construction of three bridges and up to 25-foot high retaining walls in Rose Canyon, and drainage channel crossings. Engineering Report at 5-9 through 5-12. At the

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U20 The statements in this comment regarding CEQA and related case law are acknowledged.

U21 The facts and analysis in the Program EIR are sufficient for an informed decision to be made regarding the BMP Update. Project-level technical studies are required by mitigation measures and would be conducted at the appropriate time for individual bikeways as they proceed with more detailed engineering and environmental analysis in the future. Specifically, CEQA Scenario 2 in Section 1.5.3, *Subsequent Environmental Review*, of the Program EIR requires new environmental documentation in cases where the subsequent BMP Update activity is not within the scope of the BMP Update Program EIR and impacts are not adequately addressed. CEQA Scenario 3 also addresses potential changes by requiring preparation of a Subsequent EIR or a Supplement or Addendum to the certified Program EIR if the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR. In addition, project-level analysis of a specific alignment for a bikeway in Rose Canyon is premature. Please refer to responses to comment U2 and U10 for additional information regarding previous and current planning studies for Rose Canyon segment bikeways and the appropriateness of a program-level EIR.

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very least, the preliminary alignment should have been used to evaluate approximate impacts.

Second, while it may be appropriate to perform additional environmental analysis when a more detailed design of the Rose Canyon segment is completed, the City is not excused from conducting a thorough analysis with the information available during this process. See *Sundstrom v. County of Mendocino* (1988) 202 Cal.App.3d 296, 307 (“By deferring environmental assessment to a future date, the conditions run counter to that policy of CEQA which requires environmental review at the earliest feasible stage in the planning process.”).

Third, as made clear in the Notice of Preparation comments submitted by the California Department of Fish and Game (“CDFG”), the City has an obligation to “ensure and verify that all requirements and conditions for the SAP [Subarea Plan] and [related Implementing Agreement] IA are met.” See generally CDFG comment letter on the Notice of Preparation dated July 20, 2012, attached as Exhibit F. In that comment letter, CDFG specified that issue areas in the EIR that may be influenced by the Subarea Plan and Implementing Agreement include biological resources, visual quality/neighborhood character, and drainage/urban runoff/water quality. *Id.* Unfortunately, while the DEIR provides details regarding regulatory requirements for resource protection, its discussion of the Project’s compliance with these requirements is scant.

Finally, it is not enough for an EIR to conclude that an impact is significant without a meaningful discussion regarding the extent and severity of the impact. Indeed, the plain meaning of the phrase “significant impact” also demonstrates that the focus must be on the extent or severity of the project’s impact. In that phrase, “significant” modifies “impact,” not “effort,” “mitigation,” or “strategies.” One cannot decide whether a project’s impact—the physical changes it causes in the environment—is significant without considering the extent of the impact itself. CEQA mandates that environmental impacts be identified and analyzed in the EIR, not at a later date. *Sundstrom*, 202 Cal.App.3d at 307. Thus, the DEIR’s strategy to omit or delay collection of such information until after Project approval is unlawful.

We describe below four categories of particularly troubling impacts, but it is likely that the Rose Canyon segment of the proposed Project would result in additional significant impacts to other resources as well.

A. The DEIR’s Analysis of Biological Impacts Is Fatally Flawed.

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U22 The Program EIR adequately addresses potential impacts to the Multiple Species Conservation Program (MSCP). Section 5.1.2, *Impacts*, of the Program EIR presents an initial evaluation of consistency with applicable MSCP policies and guidelines for all types of bikeways in Table 5.1-7, *MSCP Consistency Evaluation*. All applicable MSCP Policies/Guidelines are addressed, including guidelines for compatible land uses, policies related to roads and utilities, guidelines for fencing and lighting, adjacency guidelines, and general management directives. Section 5.1.2 of the Program EIR also notes that any modification to the adopted Subarea Plan would be subject to oversight by the U.S. Fish and Wildlife Service (USFWS) and California Department of Fish and Wildlife (CDFW), and would require environmental review and public comment pursuant to CEQA. In addition, bikeways would be designed to comply with the MHPA Land Use Adjacency Guidelines. Potential impacts to visual resources are addressed in Section 5.4, *Visual Quality/Neighborhood Character*, of the Program EIR, and drainage/water quality impacts are discussed in Section 8.6, *Hydrology and Water Quality*.

U23 The Program EIR adequately addresses the type and severity of impacts for the three categories of bikeways analyzed in the Program EIR (Off-street Bikeways, On-street Bikeways With Widening, and On-street Bikeways Without Widening), based on comparison with the City’s significance thresholds for the issues determined in the Initial Study to have potentially significant impacts. Please refer to response to comment U14 for additional information about analysis of potentially significant impacts. Future CEQA processing will be based on information contained in project-level technical studies required by mitigation measures in the BMP Update Program EIR. Please refer to response to comment U18 for additional information about technical studies required by mitigation measures in the Program EIR.

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The Rose Canyon segment traverses Rose Canyon and crosses or runs adjacent to creeks, riparian areas, wetlands, and other sensitive habitats. See DEIR Figure 5.1-4b. These sensitive habitat areas contain wildlife that are protected under state and federal law. *Id.*; CRT Initial Study at 4-5. Moreover, the proposed Project's Rose Canyon segment traverses the City's planned habitat preserve within the Multiple Species Conservation Plan ("MSCP") Subarea Plan ("Subarea Plan"). DEIR at 2-3. The Subarea Plan is a comprehensive, long-term habitat conservation planning program. Rose Canyon is therefore important to biodiversity and to the long-term sustainability of the regional conservation network. Further, Rose Canyon is considered a regional wildlife corridor. CRT Initial Study at 5 and DEIR Figure 5.1-3.

Given the importance of the affected biological resources, the DEIR's evaluation of the Rose Canyon segment's impacts on Rose Canyon should have been of the highest quality. As set forth below, the DEIR's treatment of biological impacts suffers from substantial deficiencies and fails to meet CEQA's well-established standards for impacts analysis. The DEIR's analysis of the Project's impacts to biological resources is inadequate because it fails to: (a) accurately describe the Project's existing setting; (b) support its conclusions with the necessary facts and analysis; (c) evaluate the Project's cumulative impacts; and (d) identify mitigation capable of minimizing the Project's significant impacts. The most egregious deficiencies in the DEIR's analysis of biological resources are discussed below.

1. The DEIR Does Not Adequately Describe the Biological Resources Existing Setting.

An EIR's description of a project's environmental setting plays a critical role in all of the subsequent parts of the EIR because it provides "the baseline physical conditions by which a Lead Agency determines whether an impact is significant." Guidelines § 15125(a). Moreover, "[s]pecial emphasis should be placed on environmental resources that are rare or unique to that region and would be affected by the project." Guidelines § 15125(c). This DEIR lacks sufficient detail in describing site-specific existing biological conditions and in identifying potential impacts, with the result that the document fails to provide an accurate assessment of impacts.

Here, the DEIR provides no such setting description aside from a skeletal description of general land uses in the City. In addition, the DEIR downplays the importance of Rose Canyon as a natural resource. Rose Canyon provides an unbroken zone of natural habitat containing unique, irreplaceable natural resources with vibrant and diverse wildlife. Rose Canyon supports multiple sensitive species, including critical habitat for the federally threatened California gnatcatcher, and offers natural scenic

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U24 The environmental setting, baseline conditions, and project description presented in this Program EIR are at a citywide program level consistent with the project being addressed, which is the BMP Update. Vegetation communities and sensitive plant and animal species documented in the Program EIR were identified based on the regional vegetation map, prepared by the City, which is incorporated into the MSCP database San Diego GIS 1995. Potential impacts to sensitive vegetation are indicated in Figures 5.1-4a, *Potential Vegetation Impacts of the Proposed Bicycle Master Plan Update Facilities (South)*; 5.1-4b, *Potential Vegetation Impacts of the Proposed Bicycle Master Plan Update Facilities (Central)*; and 5.1-4c, *Potential Vegetation Impacts of the Proposed Bicycle Master Plan Update Facilities (North)*.

No bikeways are described or analyzed at a project level in this Program EIR. Please refer to response to comment U10 for additional information about deferral of site-specific information. Please refer to response to comment U18 for additional information about technical studies required by mitigation measures in the Program EIR.

FRC's desire for Rose Canyon to be described and analyzed specifically in the BMP Update Program EIR is acknowledged. It would be inconsistent, however, and is not required by CEQA for the Program EIR to evaluate at a project level the specific alignment for this one particular bikeway segment out of the more than 1,000 miles of facilities included in the BMP Update. In addition, project-level analysis of a specific alignment for a bikeway in Rose Canyon is premature because the route eventually developed by the current planning process may be different from the alignment presented in the BMP Update and developed in previous planning studies. The Rose Canyon bikeway segment would be represented by Off street Bikeways, however, which were concluded to have the potential for significant direct and indirect impacts to biological resources, and measures to mitigate such impacts are provided in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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beauty and recreational opportunities for area and regional residents. The DEIR fails to provide any specific description of the rich resources found in Rose Canyon, let alone treat them with "special emphasis."

Most egregiously, the DEIR entirely defers preparation of a biological resources report until *after* Project approval. DEIR at ES-7 and 5.1-51. The DEIR states that the biological resources report "shall identify sensitive biological resources within and adjacent to the proposed bikeway alignment and make recommendations for avoidance and minimization of impacts to those resources identified." *Id.* As discussed throughout this letter, CEQA requires that such a report and the evaluation stemming from it be prepared *now* as part of this EIR process, and not at some future date. Especially here, where sensitive habitats and species are known to occur within the Project area, deferring preparation of the biological resources report is not optional.

The DEIR's failure to describe baseline conditions in Rose Canyon is especially puzzling given that several studies and reports have been prepared in the past few years regarding resources in the Canyon and are readily available to the City. A few examples are enumerated here. The Biology Survey Report prepared for the 2006 University City Transportation Corridor EIR by Merkel and Associates, and a report commenting on that Biology Survey Report prepared by the Conservation Biology Institute ("CBI"), provided comments on the ecological sensitivity of habitats in Rose Canyon and their vulnerability to disruption by development projects. *See* excerpts of Biology Survey Report and CBI Report attached as Exhibits G and H, respectively. In 2009, the City's Public Utilities Department prepared the Rose Canyon Upland/Wetland Mitigation Project 12-Month Monitoring Report ("Mitigation Report"), which describes newly restored and created habitat areas adjacent to the proposed Rose Canyon segment of the bikeway. These mitigation areas were established to mitigate impacts to habitat areas resulting from the Canyon Sewer Access and Pipeline Replacement projects. *See* Mitigation Report, attached as Exhibit I, at Figure 2. More recently, the Canyon Sewer Cleaning Program and Long Term Sewer Maintenance Program Progress Report ("Progress Report") of 2012, also prepared by the City's Public Utilities Department, indicated that more than 8 acres of habitat (including oak riparian forest, southern cottonwood willow riparian forest, mule fat scrub and Diegan coastal sage scrub habitat) were successfully created and restored adjacent to Rose Creek in the Canyon. *See* Progress Report at 11, 18, attached as Exhibit J. These reports all provide more detailed information regarding the presence of sensitive habitat and species than is described in this DEIR. At a minimum, a revised DEIR must incorporate existing setting information contained in these and other reports available to the City to present a more thorough and accurate description of the existing biological resources within Rose Canyon.

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Given the DEIR's deferral of the biological resources report, the DEIR necessarily presents incomplete background data. For example, the DEIR presents a wetlands map but fails to reference the specific field survey data used to produce this map. See DEIR Figure 5.1-4b. Without references for the data presented, it is difficult, if not impossible, for decision-makers and the public to evaluate the accuracy of the data or the conclusions that rely on that data. Similarly, the DEIR fails to include wildlife surveys to establish baseline conditions in Rose Canyon. The DEIR provides only the most general descriptions of wildlife that occur citywide and makes no attempt to describe the likelihood of occurrence within the Project area. Without this information, the DEIR is virtually useless as an informational document.

In addition, the DEIR fails to accurately identify the habitat characteristics of potentially impacted areas. See DEIR at 5.1-49 and 5.1-58 (cursory description of potentially impacted areas and referral to Figure 5.1-4b). Until the habitat characteristics of the impacted areas are described and evaluated, the DEIR's environmental setting and evaluation of the Project's impacts on these resources will remain inadequate.

2. The DEIR Does Not Adequately Evaluate or Mitigate Impacts to Sensitive Species.

The DEIR is deficient in its assessment of impacts to sensitive species on several fronts. As discussed above, the DEIR's analysis of biological resource impacts from the Rose Canyon segment does not appear to be based on surveys that evaluate actual conditions on the ground. Thus, the analysis does not provide an adequate basis for determinations about the individual and cumulative impacts of this Project on either special-status species or rare habitats.

Second, the DEIR's combined failure to provide an adequate description of the Rose Canyon segment components and to define the limits of the construction areas result in an inadequate analysis of impacts to biological resources. For example, the DEIR generally concedes that impacts to candidate, sensitive, and special-status species could occur from construction of off-street bikeways, such as the Rose Canyon segment. DEIR at 5.1-49. The DEIR fails to identify which sensitive species might be impacted and fails to indicate the extent and severity of the impact. The EIR has an obligation to collect this information and provide a complete and accurate analysis of the actual impacts. The DEIR's inadequate analysis of the species and habitats on the site results in an understatement of the biological impacts of the Rose Canyon segment of the bikeway.

The DEIR's cursory treatment of impacts to sensitive species is particularly troubling given the analysis and conclusions of the CRT Initial Study. That Initial Study

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U25 The Program EIR analysis of impacts to biological resources is not based on site-specific ground-level surveys for the segment in Rose Canyon or any other bikeway, and no project-specific analysis is conducted in this Program EIR. As necessitated by the citywide study area, potential impacts are identified at a more generalized level. Table 5.1-2, *Potential Presence and Status of Local Special Status Plant Species*, summarizes the sensitive plant species that could be affected by the proposed project. Table 5.1-3, *Potential Presence and Status of Local Special Status Animal Species*, summarizes the sensitive fauna species that could be affected by the proposed project. These tables are based on information provided in the 2008 City of San Diego General Plan Program EIR and resources agency databases. In general, On-street Bikeways Without Widening were concluded to have no direct or indirect impacts on candidate, sensitive, or special status species. On-street Bikeways With Widening and Off-street Bikeways were concluded to have the potential for significant direct and indirect impacts to such species. Measures to mitigate such impacts are provided in the Program EIR. These measures include *Bio-1*, which requires that a biological resources report be prepared for bikeways proposed in naturally vegetated areas or within or adjacent to the MHPA, that the report identifies sensitive biological

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acknowledged that several special-status wildlife species are present along the Coastal Rail Trail, of which the Rose Canyon segment is a part. CRT Initial Study at 4. These include: California gnatcatcher (federally listed as Threatened); San Diego fairy shrimp (federally listed as Endangered); white-tailed kite (Fully Protected Species); yellow warbler (CDFG Species of Special Concern (“SSC”)); yellow-breasted chat (SSC); southern California rufous-crowned sparrow (SSC); orangethroat whiptail (SSC); and coast homed lizard (SSC). CRT Initial Study at 4 and 5. In addition, Rose Canyon includes potential nesting and foraging habitat for migratory birds. PES at 6-82. Moreover, as discussed throughout this letter, the City has ample information regarding the proposed alignment of the bikeway through Rose Canyon and thus should have prepared a more detailed assessment of the potential adverse impacts resulting from this implementation of the off-street bikeways.

In addition to these flaws in the impact analysis, the DEIR’s approach to mitigation is entirely inadequate. For example, the EIR relies on mitigation measures of doubtful efficacy to conclude that impacts to wildlife would be mitigated to a less-than-significant level. Specifically, the DEIR fails to identify adequate mitigation sites for impacts to wetlands, including the loss of vernal pool habitat. The DEIR’s failure to mitigate impacts to wetlands is particularly troubling inasmuch as vernal pools provide important habitat for the federally endangered San Diego fairy shrimp. It is well documented that fairy shrimp inhabit vernal pools, and the loss of such habitat in an increasingly fragmented landscape could result in even greater impacts to fairy shrimp populations. The DEIR fails to describe the Project’s impact on fairy shrimp and therefore fails to mitigate this critical impact.

In other cases, despite the DEIR’s acknowledgment of significant impacts, the document fails to identify mitigation at all. For example, the DEIR acknowledges that construction of the off-street bikeways, such as the Rose Canyon segment, would remove coastal sage scrub, which provides habitat for the threatened California gnatcatcher, and that the loss of such habitat is significant. DEIR at 5.1-58. However, again, the DEIR fails to describe the extent of removal of such habitat. Specifically, the DEIR suggests that destroying the habitat during non-breeding season would be sufficient to reduce the significant impact below the threshold. DEIR at 5.1-54 and 55 (Mitigation Measure Bio-7). The obvious concern that the DEIR ignores is that the habitat would be permanently removed, making it unavailable to gnatcatchers during future breeding seasons. Thus, a significant impact to habitat from threatened species remains entirely unmitigated.

3. The DEIR Does Not Adequately Analyze and Mitigate Impacts on Wetlands, Jurisdictional Waters, and Other Sensitive Habitats.

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U25 cont. resources within and adjacent to the proposed bikeway alignment, and that the report makes recommendations for avoidance and minimization of impacts to those resources identified.

U26 The Rose Canyon bikeway segment would be represented by Off-street Bikeways, which were concluded to have the potential for significant direct and indirect impacts to biological resources, and measures to mitigate such impacts are provided in the Program EIR. The list of sensitive species that could potentially be impacted provided in Section 5.1, *Biological Resources*, of the Program EIR includes California gnatcatcher, white-tailed kite, southern California rufous-crowned sparrow, and orangethroat whiptail. The citywide analysis, therefore, is representative of specific impacts likely to occur in Rose Canyon. Mitigation would include preparation of a site-specific biological resources report. It is anticipated that such a report will be prepared for the Rose Canyon segment that is currently being studied during environmental review of that particular project. The bikeway segment in Rose Canyon is not addressed at a project level in this Program EIR, however. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

U27 The Program EIR recognizes that impacts to wetlands, including vernal pools, could occur. Mitigation measure *Bio-5* states that if impacts to wetlands cannot be avoided, a conceptual mitigation program (which includes identification of the mitigation site) must be prepared by the City and approved by the resource agency or agencies with jurisdiction over the affected wetlands, and implemented by the City.

U28 It is not true that the Program EIR “suggests that destroying the habitat during non-breeding season would be sufficient to reduce the significant impact.” Mitigation measure *Bio-4* states that biological mitigation for direct impacts to upland habitat shall be in accordance with the City’s Biology Guidelines, as identified in Table 5.1-6, *Upland Mitigation Ratios*. Specific habitat types, including coastal sage scrub, are included in the table. Although specific acreages of impact would have to be determined on a project-by-project basis, the performance standard for mitigation of habitat loss is provided by the ratios in mitigation measure *Bio-4*, which also notes that mitigation for upland habitats may include on-site preservation, on-site enhancement/restoration, payment into the Habitat Acquisition Fund, or acquisition/dedication of habitat inside or outside the MHPA. Mitigation measure *Bio-7* is related to minimizing construction noise impacts to coastal California gnatcatcher, least Bell’s

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The DEIR acknowledges that the construction activities related to off-street bikeways will occur within Rose Canyon. DEIR at Figure 5.1-4b. The document also acknowledges that the Project would result in impacts to jurisdictional waters of the U.S. *Id.* at 5.1-58. The document, however, never discloses the location of these impacts or how many acres of wetlands and other jurisdictional waters would be impacted by the Project's construction activities. Although the DEIR concludes that impacts to jurisdictional waters would be potentially significant, the lack of analysis results in the DEIR's failure to describe the extent and severity of the Project's impacts to these resources.

In fact, the DEIR inappropriately defers *all* analysis of wetlands resources until after Project approval. *See id.* at 5.1-53 (Mitigation Bio-5 indicates that the biological resources report shall include an analysis of wetlands impacted by the Project). The DEIR also defers identification of appropriate locations for creation of restoration wetland habitat until after Project approval. *Id.* CEQA prohibits an EIR from deferring impact analysis and mitigation. Guidelines §15126.4(a)(1)(B) ("Formulation of mitigation measures should not be deferred until some future time."). This approach does not comport with CEQA.

The specific details of mitigation may be defined in a mitigation plan developed after EIR certification, but only if the EIR commits to the mitigation, specifies mitigation criteria, and specifies the alternative mitigation measures that would be considered, analyzed, and potentially incorporated in a mitigation plan. *See Defend the Bay v. City of Irvine* (2004) 119 Cal.App.4th 1261, 1275-76; Guidelines §15126.4(a)(1)(B) (mitigation measures may specify performance standards which would mitigate the significant effect of the project and which may be accomplished in more than one specified way). These mandatory criteria have not been satisfied here. The DEIR defers both the analysis of impacts to jurisdictional waters and specific measures and criteria for mitigating those impacts such that it is virtually impossible for decision-makers and the public to assess whether the impacts of the proposed Project would, in fact, be mitigated to a less-than-significant level.

In addition, the DEIR fails to evaluate potentially significant impacts to wetlands and other biological resources from implementation of the unspecified measures for stormwater runoff and related water quality impacts. For example, the DEIR describes implementation of Best Management Practices (BMPs) to control sedimentation and runoff but provides no other information regarding these facilities. DEIR at 8-10. Typical facilities to control sedimentation and runoff, such as sedimentation basins, grassy swales, and/or mechanical trapping devices, could significantly change the character of biological resources in a natural open space like Rose Canyon. The DEIR fails to

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U28 vireo, and southwestern willow flycatcher by only constructing outside cont. of the breeding season.

U29 The Program EIR recognizes that impacts to wetlands could occur, but, because this is a program-level document addressing the citywide study area of the BMP Update specific acreages are not quantified. Mitigation measures *Bio-1* through *Bio-10* provide specific actions and performance standards that would mitigate significant effects on sensitive resources, including wetlands. Specification of performance standards for mitigation is allowed in State CEQA Guidelines Section 15126.4. Please refer to response to comment U27 for additional information about mitigation measure *Bio-5*. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

U30 Any feature requiring ground disturbance would be included within the footprint of a particular bikeway project. This would include Best Management Practices (BMP) facilities such as sedimentation basins, grassy swales, and mechanical trapping devices. The potential for significant impacts to sensitive resources from such facilities is therefore included in the conclusion that potential direct and indirect program-level impacts to candidate, sensitive, or special status species from bikeway projects would be potentially significant.

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acknowledge the likelihood of significant adverse impacts as a result of constructing these BMPs in biologically sensitive areas.

4. The DEIR Fails to Adequately Analyze and Mitigate Impacts to Wildlife Corridors.

Wildlife corridors play an important role in connecting habitat. Loss or significant disruption of key corridors may adversely affect species population dynamics, inhibit evolutionary changes and the ability for species ranges to shift in response to climate change, prevent re-population of areas following catastrophic events (e.g., fire), and effectively reduce habitat size for area-dependent species. Rose Canyon is an integral part of the wildlife corridor connecting the Marine Corps Air Station Miramar to the east with habitat areas west of I-5. CRT Initial Study at 5 and DEIR at Figure 5.1-3.

The DEIR's analysis of the Project's impacts on wildlife corridors suffers from the same inadequacies as the rest of the document, partially due to the DEIR's failure to accurately describe the Project. The DEIR acknowledges that off-street bikeways, such as the Rose Canyon segment, have the potential for significant impacts to wildlife corridors and nesting areas. DEIR at 5.1-61. However, the DEIR again omits any meaningful discussion as to the extent and severity of these impacts. The DEIR's analysis states that "structures such as retaining walls, bridges or culverts may be associated with Off-street bikeways, which could interfere with wildlife corridors or nesting areas used by such species." *Id.* The DEIR goes on to acknowledge that new lighting during operation of the bikeway would also impact the use of the area as a wildlife corridor. *Id.* But once again, the DEIR gives no indication as to what species might be affected or to what degree their movement and use of the area might be impacted.

Notwithstanding this flawed impact analysis, the DEIR concludes that the Project would result in significant impacts to wildlife movements, corridors, or the use of native wildlife nursery sites. DEIR at 5.1-61. The DEIR's approach to mitigation is insufficient, however, because it lacks the evidentiary support to conclude the impacts would be reduced to insignificant levels. When a lead agency relies on mitigation measures to find that project impacts will be reduced to a level of insignificance, there must be substantial evidence in the record demonstrating that the measures are feasible and will be effective. *Sacramento Old City Assn. v. City Council of Sacramento* (1991) 229 Cal.App.3d 1011, 1027; *Kings County Farm Bureau v. City of Hanford* (1990) 221 Cal.App.3d 692, 726-30. To this end, the DEIR must set forth either specific mitigation measures or specific performance standards guaranteeing that mitigation will be successful. *See* Guidelines § 15126.4; *see also Sacramento Old City Assn.*, 229

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U31 Wildlife corridors are discussed under Issue 4 of Section 5.1.2 of the Program EIR. Mitigation measure *Bio-6* requires that proposed bikeways shall provide for continued wildlife movement through wildlife corridors as identified in the MSCP Subarea Plan or as identified through project-level analysis. The performance standard may be achieved by an individual project providing appropriately-sized bridges, culverts, or other openings to allow wildlife movement. The bikeway segment in Rose Canyon is not addressed at a project level in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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U31 cont. Cal.App.3d at 1034. Here, the DEIR lacks the evidence necessary to show that the Project will not hinder use of Rose Canyon as a wildlife corridor.

U32 The DEIR identifies exactly one mitigation measure for the Project's significant impacts to the wildlife corridor. This measure (Bio-6) states that the Project shall provide for continued wildlife movement through wildlife corridors as identified through project-level analysis. DEIR at 5.1-54. Unfortunately, there are numerous flaws with this proposed measure. First, as discussed in section I.C, the DEIR fails to commit to further project-level analysis under CEQA. Second, the DEIR lists three measures that may be implemented to mitigate this impact. DEIR at ES-10, 5.1-61. Thus the DEIR provides no assurance or commitment that the proposed mitigation will ever be implemented. See *San Franciscans for Reasonable Growth v. City and County of San Francisco* (1984) 151 Cal.App.3d 61, 79. The CEQA Guidelines state that "[m]itigation measures must be fully enforceable through permit conditions, agreements, or other legally-binding instruments." Guidelines § 15126.4(a)(2).

B. The DEIR Fails to Analyze and Mitigate the Project's Impacts on Hydrology and Water Quality.

U33 Insofar as the Rose Canyon segment of the proposed Project would result in new impervious surfaces in an undeveloped open space, the DEIR is obliged to evaluate potential impacts of construction and operation on the area's water resources. Moreover, the CRT Initial Study identified potentially significant impacts to hydrology and water quality associated with the Project generally, and with the Rose Canyon segment specifically. CRT Initial Study at 7-9 and Initial Study Checklist at 12, 13. That Initial Study clearly indicates a potential for impacts to hydrology and water quality due to the increase of impervious surfaces and corresponding stormwater runoff and changes in drainage patterns, and the Rose Canyon segment's location along a FEMA-designated 100-year floodplain. CRT Initial Study at 8 and Initial Study Checklist at 12, 13. The CRT Initial Study concluded that "further analysis of hydrology and water quality related impacts with or without proposed project mitigation measures is suggested to determine the level of significance, particularly in regard to floodplain impacts and impacts to 303(d) waterbodies" *Id.* at 7-9 and Initial Study Checklist at 12, 13. Notwithstanding the CRT Initial Study's clear conclusion, this DEIR fails to include any substantive analysis of the Project's impacts to hydrology and water quality.

1. Flooding Impacts.

U34 The DEIR acknowledges that construction of the bikeways could directly interfere with the flow of existing stormwater systems or other drainages and cause

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U32 Mitigation measure *Bio-6* is provided for the issue of potential impacts to wildlife corridors. As with all other mitigation measures in the Program EIR, *Bio-6* is mandated to be implemented through Section 7.0, *Mitigation, Monitoring, and Reporting Program, of the Program EIR*. As noted in Section 7.0, Section 21081.6 to the State of California Public Resources Code requires a Lead or Responsible Agency that approves or carries out a project where an EIR has identified significant environmental effects to adopt a "reporting or monitoring program for adopted or required changes to mitigate or avoid significant environmental effects." The City is the Lead Agency for the BMP Update Program EIR, and therefore must ensure the enforceability of the Mitigation, Monitoring, and Reporting Program (MMRP). This is the assurance that all mitigation specified in the Program EIR would be implemented and is enforceable. State CEQA Guidelines Section 15126.4(2) also notes that "In the case of the adoption of a plan, policy, regulation, or other public project, mitigation measures can be incorporated into the plan, policy, regulation, or project design. Similar to other mitigation measures in the MMRP, the requirement of *Bio-6* for individual projects implemented as part of the BMP Update to provide for continued wildlife movement would be incorporated into every project design.

U33 Water resources impacts of the BMP Update are adequately addressed in Section 8.6 of the Program EIR. Bikeways in the Rose Canyon segment are not addressed at a project level in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

U34 Bikeways were concluded in Section 8.6 of the Program EIR to not increase flooding because in addition to conforming to regulatory requirements, bikeways would create very small amounts of additional impervious surface, or in the case of On-street Bikeways Without Widening, would not create any additional impervious surface. Also, because the bikeways would generally consist of relatively narrow paved pathways, they would not impede or redirect flood flows, alter the floodplain, or increase the flooding risk in a particular location. If a specific bikeway

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downstream or upstream flooding. DEIR at 8-9. Despite this acknowledgment, the DEIR fails to analyze these impacts. *Id.* at 8-8 through 8-10 (in section entitled “Effects Found Not to Be Significant”). The DEIR offers two excuses for foregoing this analysis. First, the DEIR states that “the design of facilities where drainage patterns could be affected would focus on avoiding changes and/or incorporating measures” that would prevent flooding. *Id.* at 8-9. However, the DEIR fails to provide any information whatsoever on the design of the facilities or to identify site-specific measures to ensure minimization of impacts. This deferral of impact analysis until after Project approval undercuts CEQA’s core purpose of alerting decision-makers and the public to environmental impacts when mitigation measures can still be imposed and alternatives considered. See *Sundstrom*, 202 Cal.App.3d at 306-07; Guidelines §15126.4(a)(1)(B).

Second, rather than analyzing the Project’s potential for flooding, the DEIR relies on conformance with regulations and unspecified best management practices to minimize potential impacts to a less-than-significant level. DEIR at 8-9. The DEIR assumes that simply because the Project is proposed to conform to best management practices outlined in the Municipal Stormwater Permit and the City’s Stormwater Regulations, it will not have a significant environmental impact. This is not the standard under CEQA. Under well-established case law, compliance with existing policies and regulations does not excuse the agency from describing Project activities or from analyzing resulting impacts. See *Protect the Historic Amador Waterways v. Amador Water Agency*, 116 Cal. App. 4th 1099, 1108-09 (2004) (environmental effect may be significant despite compliance with such requirements). Moreover, the DEIR provides no evidentiary support for the conclusion that the proposed measures will reduce the Project’s impacts related to flooding to less-than-significant levels.

2. Surface Water Quality.

The DEIR’s evaluation of the Project’s water quality impacts fails to give the public and decision-makers essential information about the Project setting. The Rose Canyon segment runs along Rose Creek. The DEIR fails to describe the existing hydrological and water quality conditions of Rose Creek and its receiving waters so that the reader of the DEIR lacks even the most basic understanding of this hydrologic system. Without this rudimentary information on the Rose Canyon segment’s existing hydrological conditions, the DEIR is crippled in its ability to analyze the Project’s potential impacts related to receiving waters’ sensitivity to new pollutant loads resulting from the Project.

Insofar as any water body downstream of Rose Creek is the receiving body for the Project site’s discharges, it is a part of the site’s hydrologic system and must be

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U34 cont. project would have the potential to cause flooding related impacts, that situation would be covered by CEQA Scenario 2 described in Section 1.1 of the Program EIR, and a tiered or new Negative Declaration, Mitigated Negative Declaration, or EIR would be required, pursuant to State CEQA Guidelines Section 15168(c)(1) and CEQA Section 21094. CEQA Scenario 3 also addresses potential changes by requiring preparation of a Subsequent EIR or a Supplement or Addendum to the certified Program EIR if the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR.

U35 Specific bikeway segments are not addressed at a project level in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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included in the Project's setting and impact analysis. Moreover, Mission Bay, the ultimate receiving water body for Rose Creek, is already impaired for nutrients. *See* 2010 California 303(d) List of Water Quality Limited Segments, excerpt attached as Exhibit K. Under these circumstances, where the existing environment is especially sensitive and already significantly degraded, an accurate analysis of current environmental conditions and Project impacts is essential.

Having failed to describe the existing setting, the DEIR fails to provide any specific analysis of the significant water quality impacts that would result from runoff generated by construction of the Rose Canyon segment. The Rose Canyon segment of the Project would require substantial cut-and-fill due to steep slopes and would include several types of activities (e.g., grading, excavation, stockpiling, filling, bridge construction) that cause water quality impairment in local water bodies, particularly for increased sedimentation and nutrients. *See* Engineer's report at 5-9, 5-10. The DEIR fails entirely to describe these construction activities, let alone analyze how construction will impact the creek's water quality.

The DEIR even concedes that the Project has the potential to impact water quality during both construction and operation phases. DEIR at 8-10. Specifically, the DEIR discloses that construction of long segments of the bikeways (such as the Rose Canyon segment, which according to the City's Engineering Report is approximately 10,000 feet long) "could grade, clear, or grub more than one acre of land where a sensitive water body or stream is downstream, and may involve slopes over a 25-percent grade." DEIR at 8-10. The DEIR further indicates that the Rose Canyon segment of the bikeway would traverse areas of steep slopes of 25-percent or greater. *See* DEIR Figure 5.6-1b (Potential Geohazard Issues for the Proposed Bicycle Master Plan Update (Central)). Despite the DEIR's acknowledgement that construction of the Rose Canyon segment would include earth-disturbing activities affecting sensitive water bodies, the DEIR once again stops short of actually analyzing the effect of these activities on water quality.

Instead of providing facts or analysis to show that the Project's water quality impacts will not be significantly impacted, the DEIR provides only unsupported conclusions. Regardless of whether a significant impact may be mitigated, the impact must be described in the EIR. *See Berkeley Keep Jets Over the Bay Com. v. Board of Port Comrs.* (2001) 91 Cal.App.4th 1344, 1370 (finding that an EIR's attempt to label an impact significant without providing any analysis to support the conclusion "allows the lead agency to travel the legally impermissible easy road to CEQA compliance"). The EIR is legally deficient for its failure to provide such analysis.

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In sum, the DEIR lacks sufficient evidentiary support for its conclusion that the Rose Canyon segment's impacts on water quality would be less than significant. A revised DEIR that comprehensively evaluates and mitigates the proposed Project's hydrology and water quality impacts must be prepared and recirculated.

C. The DEIR Fails to Analyze and Mitigate the Project's Impacts on Visual Resources.

Perhaps not surprisingly, the DEIR entirely fails to describe the visual resources of Rose Canyon. The DEIR instead provides a generic existing setting of the types of neighborhoods and architectural styles found citywide. DEIR at 5.4-2. A more relevant discussion to the off-street bikeways portion of the proposed Project would have indicated that these elements of the Project would traverse undeveloped open spaces, such as Rose Canyon. According to the CRT Initial Study, "Rose Canyon is characterized by a rural feel associated with the topographical relief which obscures most of the surrounding development behind hillsides and canyon walls." CRT Initial Study at 5. The Canyon includes "expansive views that provide an aesthetically pleasing recreation experience to hikers and mountain bikers." *Id.* Moreover, Rose Canyon is one of the last undeveloped open spaces in the City of San Diego and is enjoyed as a respite from urban living by thousands of park users each year.

The DEIR acknowledges that implementation of the proposed off-street bikeways may result in potentially significant impacts related to aesthetics. DEIR at 5.4-10. Specifically, the DEIR concedes that retaining walls exceeding six feet in height and 50 feet in length may be required and that direct impacts to landform could occur. DEIR at 5.4-10, 5.4-15. The DEIR even concludes that these impacts are potentially significant. However, as with other sections of the DEIR, the document fails to actually analyze these impacts. Instead, the DEIR defers the analysis and calls for a visual study to be performed as mitigation. DEIR at 5.4-8.

As discussed above, such deferral of impact analysis is unlawful. The City has the necessary information to perform an evaluation of aesthetic impacts resulting from the off-street segments. Indeed, the City's Engineering Report and the CRT Initial Study have already provided preliminary analysis of some of the issues. For example, the CRT Initial Study concluded that "[T]he paving of the bike path, cuts that will alter topography and retaining walls that exceed local height regulations will introduce a scale of development that does not currently exist in [this area], and this may be viewed as negatively impacting the visual quality of this area." CRT Initial Study at 5 - 6; PES at 6-82. Under CEQA, the City is required to perform the visual study and to identify all feasible mitigation to minimize significant impacts as part of this EIR.

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U36 Visual resources in open space are highlighted in Section 5.4.1, *Existing Conditions*, which notes:

Approximately 30 percent of all existing land use in San Diego consists of parks, open space, and recreation areas reserved for environmental protection and/or public recreation. Preserving parks and open space areas protects San Diego's unique natural landscape and scenic beauty. Natural scenic vistas can be seen from the 36,000 acres of recreational and open space parks in the City, such as Mission Trails Regional Park, Marian Bear Memorial Park, Rose Canyon Open Space Park, Tecolote Canyon Natural Park & Nature Center, San Diego River Park, Los Peñasquitos Canyon Preserve, Black Mountain Open Space Park, and San Pasqual/Clevenger Canyon Open Space Park.

Specific bikeway segments are not addressed at a project level in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

U37 The level of visual analysis in Section 5.4, *Visual Quality/Aesthetics*, of the Program EIR is consistent with the requirements of CEQA for a program-level document addressing a citywide program. The Rose Canyon bikeway segment would be represented by Off-street Bikeways, which were concluded to have the potential for significant direct impacts to visual quality. For example, Section 5.4 notes that a bikeway that involves on-street widening or off-street construction could require the installation of retaining walls, bridges, or embankments. Depending on the height, bulk, placement, and design of such elements, a substantial view blockage could occur. Measures to mitigate such impacts are provided in the Program EIR. Mitigation measures *Vis-1* through

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D. The DEIR Fails to Adequately Analyze the Project's Cumulative Impacts.

Under CEQA, "a cumulative impact consists of an impact which is created as a result of the combination of the project evaluated in the EIR together with other projects causing related impacts." Guidelines § 15130(a)(1). Because "[c]umulative impacts can result from individually minor but collectively significant projects" (§ 15355(b)), an impact that appears less than significant (or mitigable to such a level) when only the project is scrutinized may turn out to contribute to a significant cumulative impact. Accordingly, the EIR must determine whether the project's contribution is "cumulatively considerable," that is, whether its "incremental effects . . . are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects." Guidelines § 15065(a)(3); *see also Kings County Farm Bureau*, 221 Cal.App.3d at 729. This mandate assumes even greater importance for a program-level EIR such as this one. *See* Guidelines § 15168(b)(4) (programmatic EIR allows agency to "consider broad policy alternatives and program wide mitigation measures" at an early stage when the agency has greater flexibility to deal with cumulative impacts).

The analysis of cumulative impacts in the DEIR is cursory and superficial. First, the DEIR purports to use the growth projections set forth in the City's General Plan. DEIR at 6-1. However, the DEIR identifies only the growth that is expected to occur in the City and the County, which simply lists the amount of population and housing (Table 6-1, DEIR at 6-2). There is no indication that the General Plan documents described or evaluated regional conditions contributing to the cumulative impact, as required by Guidelines § 15130(b)(1)(B). Some of the projects the DEIR should have included in this evaluation include: (1) I-805 widening; (2) the Mid-coast Transit Project; (3) High-Speed Rail; (4) the I-5 North Coast Corridor Project; (5) Regents Road bridge; (6) widening of Genesee Avenue from Nobel to SR-52; and (7) the North City Powerplant. A revised DEIR must evaluate the cumulative impacts associated with these projects.

Second, the DEIR fails to adequately analyze a number of potential cumulative impacts, most critically impacts to biological resources. Because the areas impacted by the proposed off-street bikeways (e.g., the Rose Canyon and Roselle Canyon segments) support an array of sensitive species and because development of the Project would significantly impact many of these species, the DEIR should have carefully analyzed the cumulative impacts of the loss of habitat together with other habitat loss in the region as a whole. The need for such analysis is compelling given the concerns about the changes in native landscapes, habitat fragmentation, disruption of landscape linkages

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U37 cont. *Vis-4* are anticipated to reduce potential impacts to below a level of significance. If a specific bikeway project would have the potential to cause visual impacts that could not be mitigated by these measures, that situation would be covered by CEQA Scenario 2 described in Section 1.1 of the Program EIR, and a tiered or new Negative Declaration, Mitigated Negative Declaration, or EIR would be required, pursuant to State CEQA Guidelines Section 15168(c)(1) and CEQA Section 21094. CEQA Scenario 3 also addresses this situation by requiring preparation of a Subsequent EIR or a Supplement or Addendum to the certified Program EIR if the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR, and response to comment U10 for additional information about deferral of site-specific information.

U38 The statements in this comment regarding CEQA and case law related to cumulative impacts are acknowledged.

U39 The cumulative impacts discussion in Section 6.0 of the Program EIR is based on the 2008 adopted Final Program EIR for the City General Plan, which evaluated region-wide conditions pertaining to cumulative impacts. Conclusions of the General Plan Program EIR are summarized for each of the issues with potentially cumulatively considerable impacts. It was determined that impacts to Biological Resources, Historical Resources, Transportation/Circulation, Visual Quality/Neighborhood Character, Paleontological Resources, and Geologic Conditions, which were identified as potentially significant in Section 5.0 of the Program EIR, could create considerable environmental impacts or compound or increase other impacts when considered together with other development causing related impacts as addressed in the City's General Plan Program EIR. The choice to evaluate cumulative impacts based on the General Plan instead of a specific list of projects is consistent with State CEQA Guidelines Section 15130(b)(1)(B), which allows the basis of cumulative analysis to be a summary of projections contained in an adopted general plan or related planning document, or in a prior environmental document which has been adopted or certified, which described or evaluated regional or area-wide conditions contributing to the cumulative effect. The Program EIR therefore does not need to be revised to evaluate the cumulative impacts associated with the specific projects listed in this comment.

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and wildlife corridors, and biodiversity as a consequence of development and other forms of resource use. Incredibly, the DEIR contains virtually no analysis of the Project's cumulative impact upon biological resources. This omission alone triggers the requirement that the DEIR be revised and recirculated.

Instead of following CEQA's mandate, the DEIR portrays a fundamental misunderstanding of the statute. Here, the DEIR fails to actually analyze the effect of the Project together with effects of related projects on biological resources. The document reiterates the Project's impacts in abbreviated form and then concludes that the Project would not contribute considerably to cumulative biological resources impacts because the Project will mitigate its potential impacts—and all other development in the vicinity of the Project site will have the same requirement. DEIR at 6-6. Thus, the DEIR assumes that if an impact were less than significant, it could not be cumulatively considerable. This turns cumulative analysis on its head and is a plain violation of CEQA. An EIR may not conclude that a project will not contribute to cumulative impacts simply because it has a less-than-significant impact on a project level. See *Kings County Farm Bureau*, 221 Cal.App.3d at 720-21.

The purpose of analyzing cumulative impacts is to determine whether a collection of less-than-significant impacts may combine to be cumulatively considerable. It is wholly inappropriate to end a cumulative analysis on account of a determination that a project's individual contribution would be less than significant. Rather, this should constitute the *beginning* of the analysis.

While the impacts associated with loss of habitats from implementing a bikeway in Rose Canyon might be partially mitigated by restoration of habitats elsewhere, the end result is still a net loss of land available for habitat within Rose Canyon. Moreover, it is widely known that there has been a substantial loss of biological resources in this area of San Diego as a result of urbanization. The ecological system in Rose Canyon in particular survives in the face of myriad threats and stresses from previous development in the area, and additional, incremental adverse impacts from habitat loss and other environmental impacts may very well push it to collapse. The dismissive approach of the DEIR towards the cumulative contribution of the Project stands to condemn the remaining biological resources in this area to the proverbial "death by a thousand cuts."

Furthermore, as discussed above, in the absence of specific analysis of biological resources impacts resulting from the off-street bikeway, the DEIR simply has no evidentiary basis to conclude that impacts from implementation of the off-street bikeways would be less than significant. CEQA mandates that the public be informed of

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U40 Cumulative impacts to biological resources were concluded to be less than cumulatively considerable and therefore less than significant because the potential incremental contribution of Class I Bike Paths with their own right-of-way separated from vehicle travel would be very small (only approximately 16 percent of the proposed bikeways). In addition, the footprint of most bikeways would be narrow, the alignment would be adjustable, and construction would be relatively short-term and flexible in schedule. Further reducing cumulative biological resources impacts would be the fact that each individual project in the BMP Update would be required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact on biological resources.

U41 Bikeway segments in Rose Canyon are not addressed at a project level in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

U42 State CEQA Guidelines Section 15130(b)(1)(B) allows the basis of cumulative analysis to be a summary of projections contained in an adopted general plan or related planning document. The Program EIR is not required to examine cumulative impacts based on a list of other projects. Furthermore, bikeway segments in Rose Canyon are not addressed at a project level in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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the totality of the impacts of those other projects along with the present project under consideration. The revised DEIR must therefore evaluate the potential loss of resources from all the past, present, and probable future projects in the San Diego area to Rose Canyon and identify mitigation capable of offsetting this loss. The DEIR must examine other projects and determine whether impacts of the project under review are significant when considered in combination with the others. Guidelines § 15130(b)(1)-(3).

III. The DEIR Must Consider a Reasonable Range of Feasible Alternatives to a Class I Bikeway in Rose Canyon.

The DEIR states that, “[d]ue to the programmatic nature of the BMP Update, the impact analysis of the alternatives is qualitative, and the analysis of alternatives does not consider alternate locations of individual bikeways.” DEIR at 1-9.

The degree of specificity in an EIR “will correspond to the degree of specificity involved in the underlying activity.” Guidelines § 15146. A properly specific analysis of alternatives is therefore essential here to comply with CEQA’s mandate that significant environmental damage be avoided or substantially lessened where feasible. Pub. Res. Code § 21002; Guidelines §§ 15002(a)(3), 15021(a)(2), 15126.6; *Citizens for Quality Growth v. City of Mount Shasta* (1988) 198 Cal.App.3d 433, 443-45. “Without meaningful analysis of alternatives in the [D]EIR, neither the courts nor the public can fulfill their proper roles in the CEQA process.” *Laurel 1*, 47 Cal.3d at 404. “Our Supreme Court has described the alternatives and mitigation sections as ‘the core’ of an EIR.” *Los Angeles Unified School Dist. v. City of Los Angeles* (1997) 58 Cal.App.4th 1019, 1029.

The DEIR violates CEQA by failing to consider a reasonable range of alternatives. *See* Guidelines § 15126.6(a). First, the program-level alternatives described by the DEIR are so vague and undefined as to prevent the public from meaningfully evaluating whether the alternatives would avoid or substantially lessen any significant effects of the Project. *See* § 15126.6(b) (discussion of alternatives must focus on those capable of avoiding or substantially lessening project’s significant effects). Second, because the DEIR should have analyzed specific elements of the Project as those elements are described and illustrated in the DEIR and the BMP Update, feasible alternatives to these elements of the Project must be identified and analyzed as well. In particular, an environmentally superior alternative in which the Rose Canyon segment is removed from the Project in recognition of the pending and/or planned construction of two contiguous bikeway projects, the Caltrans I-5/Genesee Avenue Interchange project and the UCSD Gilman Bicycle Path Connection—which together will obviate the need for the proposed Project’s Rose Canyon segment—should have been included among the DEIR’s alternatives.

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U43 State CEQA Guidelines Section 15126.6(f) states that “the range of alternatives in an EIR is governed by the ‘rule of reason’ that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice.” For this Program EIR, the choice for decision makers is to approve or not approve the overall program of the BMP Update; the choice is not related to selecting specific alignments or individual bikeway projects. The identification of alternatives therefore focused on reducing or eliminating significant environmental impacts at a program level. As described in Section 10.0, *Alternatives*, of the Program EIR, the four alternatives evaluated are clearly defined as consisting of 1) only existing bicycle facilities, 2) only bicycle facilities in the 2002 BMP, 3) only bikeways that do not involve lane removals and/or median modifications, and 4) only bikeways that would not impact sensitive habitats. The first and fourth alternatives would essentially remove the Rose Canyon segment from the BMP Update, and therefore, both of these alternatives examined in the Program EIR accomplish the analysis requested in this comment, although bikeway segments in Rose Canyon are not addressed at a project level in the Program EIR.

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A. The DEIR's "Reduced Traffic Impact" and "Reduced Biology Impact" Alternatives Are Inadequate Under CEQA.

The "reduced traffic impact" and "reduced biology impact" alternatives are so vague and undefined as to be practically useless for a meaningful comparison of the alternatives' potential impacts with those of the Project. Without discussing the particular bikeway alignments that would be altered or eliminated in the "reduced traffic impact" alternative and especially the "reduced biology impact" alternative, the DEIR does not provide enough information for the public to evaluate whether these alternatives would actually avoid or substantially lessen any significant effects of the Project. *See* § 15126.6(b) (discussion of alternatives must focus on those capable of avoiding or substantially lessening project's significant effects). Instead, the DEIR essentially demands that the public take on blind faith the City's word regarding the alternatives' effectiveness, or lack thereof.

Moreover, the DEIR summarily dismisses the "reduced biology impact" alternative as the least optimal of the four alternatives discussed, even though feasible realignments of proposed bikeways could make the "reduced biology impact" alternative the environmentally superior alternative. The DEIR states, for instance, that the "reduced biology impact" alternative would provide fewer bicycle and pedestrian circulation and safety benefits. DEIR at 10-7. This statement ignores the fact that the Rose Canyon segment, and likely other segments with potentially significant biological impacts, could be replaced by feasible alternative alignments that would entail little to no reduction in bicycle and pedestrian circulation and safety benefits when compared to the Project. Consequently, the implication that the "reduced biology impact" alternative necessarily promotes bicycling to a lesser degree than the Project is unsubstantiated.

B. The DEIR Must Include an Alternative in Which the Rose Canyon and Roselle Canyon Segments Are Removed.

CEQA requires analysis of the level of proposed development currently known or reasonably foreseeable. *See, e.g., Laurel I*, 47 Cal.3d at 396. Thus, the DEIR must include a reasonable range of alternatives at a level of detail commensurate with the City's *current knowledge* of the Project's proposed alignments. As explained in section I above, the City has prepared extensive engineering studies and analysis of the route through Rose Canyon. As explained in section II above, the City has detailed information about potentially significant impacts of such a route through Rose Canyon. Consequently, the City must consider the reasonable, environmentally superior alternative that avoids damaging impacts in Rose Canyon.

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U44 The Reduced Traffic Impact and Reduced Biology Impact alternatives were developed to satisfy State CEQA Guidelines Section 15126.6(b); they are defined in terms of the impacts that they would avoid. As discussed in Section 10.0, *Alternatives*, of the Program EIR, the category of bikeways not implemented with the Reduced Traffic Impact Alternative would be Class II (Bike Lane) facilities. There are approximately 140 miles of unbuilt proposed Class II facilities in the BMP Update. The category of bikeways not implemented with the Reduced Biology Impact Alternative would most likely be a Class I (Bike Path) facility, depending on the type of biological resources impact determined to occur from each proposed facility on a project by project basis. There are approximately 94 miles of unbuilt proposed Class I facilities in the BMP Update. Please see response to comment U43 for additional information regarding alternatives.

U45 The Reduced Biology Impact Alternative is examined to the same level of detail as the other alternatives and is not summarily dismissed. The conclusion that this alternative would not provide beneficial impacts to the same degree as the complete BMP Update is based on the assumption that approximately 94 miles of unbuilt proposed Class I facilities in the BMP Update would likely not be built with this alternative. A similar conclusion about not providing beneficial impacts to the same degree as the complete BMP Update was made for the Reduced Traffic Impact Alternative. It was also noted that if the Reduced Biology Impact Alternative is chosen for implementation, a Statement of Overriding Considerations for potentially significant and unavoidable Traffic/Circulation impacts would still be needed, because it is unlikely that the Reduced Biology Impact Alternative would avoid Traffic/Circulation impacts. The Reduced Traffic Impact Alternative was concluded to be the Environmentally Superior Alternative of the build alternatives because it would avoid potentially unmitigable impacts and possibly implement fewer miles of facilities.

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There are at least two planned or proposed bikeways not acknowledged in the DEIR that, when completed, will achieve the same service/connection function as the Project's Rose Canyon segment, but with less environmental impact and at less cost to the City:

Caltrans I-5/Genesee Avenue Interchange Project: Caltrans is currently implementing a project that will construct about three miles of Class I bikeways in both directions along I-5 from Roselle Street to Voigt Drive. See Caltrans IS/MND at S-5; BPMPS at 85. The project will replace the existing Class III bikeway along the southbound shoulder of the interstate. Caltrans IS/MND at S-5. The project has received environmental clearance and construction is expected to begin in the fall of 2013. See "Caltrans and SANDAG Release Plan for Integrating Rail, Transit, Highway, Environmental Protection and Coastal Access Improvements," March 2013, attached as Exhibit L.

As Caltrans explains, the project will provide a bicycle "link between the eastern and western sides of I-5 and would be consistent with planned multi-modal transportation facilities and goals in the Project area." Caltrans IS/MND at I-7 through I-8. The project will provide a north-south link from Sorrento Valley to UCSD. According to Caltrans, there will be "three miles of bicycle paths in both directions from Roselle Street to Voigt Drive," and the project will add "vital bicycle and pedestrian routes that link to transportation, employment centers, hospitals and UC San Diego." Caltrans I-5/Genesee Ave. Interchange Project Fact Sheet, attached as Exhibit M, at 1. Both the Genesee Avenue and Voigt Drive interstate overcrossings will also be improved for bicycle access and operations. Caltrans IS/MND at S-5.

Caltrans prepared a Mitigated Negative Declaration for the project based on its conclusion that any significant impacts of the project could be mitigated to a less-than-significant level. The City relied on the Caltrans document and reached the same conclusion when it approved certain funding for preliminary engineering for the project. Thus, the City has already concluded that this alternative bikeway will not result in any significant environmental impact. As described above and as already recognized by the City in the CRT Initial Study, the City will not be able to reach the same conclusion regarding construction of a Class I bikeway through Rose Canyon. The Caltrans project would be environmentally superior to the Project's current proposed "significant grading" and up to 25-foot-high retaining walls and bridges in Rose Canyon.

UCSD Gilman Bicycle Path Connection: UCSD has released a Bicycle and Pedestrian Master Planning Study ("BPMPS") that proposes to construct a Class I bikeway along I-5 between Voigt Drive and the future Gilman Drive bridge over the

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U46 The No Project/No New Bikeways Alternative, which assumes that no new bicycle facilities are constructed beyond those in existence, and the Reduced Biology Impact Alternative would both eliminate impacts of bikeways in Rose Canyon. Please refer to response to comment U43 for additional information about alternatives. Bikeway segments in Rose Canyon are not addressed at a project level in the Program EIR. Please refer to response to comment U2 for additional information about why project-level analysis of a route through Rose Canyon is not appropriate for this Program EIR.

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Interstate. UCSD ranks this project as one of its top five priorities under its Bicycle Master Plan. As UCSD explains, the project will connect the south end of the Caltrans project described above with the heart of the campus. BPMPs at 85. "Extending the bicycle path south of Voigt Drive will offer students, faculty, staff and visitors a safe and viable transportation option for biking to the UC San Diego campus from the Sorrento Valley Coaster Station." *Id.*

Together, the Caltrans project and the UCSD proposal will connect Sorrento Valley to the existing north-south bicycle network on Gilman Drive and Torrey Pines Road. These projects will fill the existing north-south gap in high-quality, safe bicycle routes for bike riders in the region, and would obviate the need for the Rose Canyon and Roselle Canyon segments currently included in the Project.

Even if the City believes that an alternative in which the Rose Canyon segment is replaced by the Caltrans and UCSD projects is infeasible, CEQA requires that the City provide substantial evidence of the alternative's infeasibility. A lead agency may exclude from an EIR alternatives that it *concludes* are not potentially feasible. See *Save San Francisco Bay Assn. v. San Francisco Bay Conserv. & Dev. Com.* (1992) 10 Cal.App.4th 908, 922; see also Pub. Res. Code §21061.1 ("feasible" means "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors"). Nowhere in the DEIR does the City conclude that an alternative without the Rose Canyon segment would be infeasible. In fact, removing the highly difficult and costly Rose Canyon segment, and relying instead on projects that are already conceived and/or slated for construction, would *facilitate* implementation of the remainder of the Project.

IV. Section 4(f) of the Department of Transportation Act Prohibits Federal Funding of Construction Through Parks Unless There Are No Feasible and Prudent Alternatives and "All Possible Planning to Minimize Harm" Occurs.

The Project would be paid for in part by federal funding sources. The BMP Update identifies several potential federal sources, including surface transportation, recreational trails, Congestion Mitigation and Air Quality Improvement, and Land and Water Conservation funding, all of which could provide funding for bicycle path construction. BMP Update at 167-70. The DEIR also states that "[c]onstruction would [] require a one-time expenditure of local, state and/or federal funds . . ." DEIR at 9-2 (emphasis added).

Federal funding of the Project means the Project will be subject to the mandate of 23 U.S.C. § 138 and 49 U.S.C. § 303 ("§ 303"), referred to generally as

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U47 No federal decisions or obligation of federal funds administered by the USDOT are required for the BMP Update. Preparation of an analysis to comply with Section 4(f) is not required. Please refer to response to comment U5 for additional information about why Section 4(f) analysis is not applicable for this Program EIR.

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"section 4(f)." Section 4(f) prohibits the approval of transportation projects that use "publicly owned . . . park[s], recreation area[s], or wildlife and waterfowl refuge[s] of national, State, or local significance" unless there are no "feasible and prudent alternative[s]." If parks or recreation areas cannot be avoided, the transportation project must include "all possible planning to minimize harm" resulting from the project. 49 U.S.C. § 303; *see also* 23 C.F.R. § 774.3(a).⁵

The Project proposes to construct a Class I bikeway adjacent to and through a section of Rose Canyon Open Space Park, a documented wildlife corridor containing a City-designated Multi-Habitat Planning Area ("MHPA"), protected wetlands, and threatened species. *See* DEIR Figure 5.1-4b; *see also* Engineering Report at 5-9 (portions of the segment would run through the existing open space reserve). This proposed bikeway—which, as explained in section II above, would result in significant adverse biological impacts for which the DEIR provides inadequate mitigation and alternatives—appears to traverse the MHPA located within Rose Canyon. The MHPA is the City's planned habitat preserve within the MSCP Subarea and is a comprehensive, long-term habitat conservation planning program in southwestern San Diego County. Inasmuch as the City's MSCP was designed to preserve native habitat for species and ecosystems, the Project would be subject to section 4(f). Indeed, Caltrans and the City have determined that the proposed Project is subject to section 4(f). PES at 6-82.

The DEIR entirely fails to acknowledge the legal necessity of complying with section 4(f), despite the fact that the Project would be paid for partly with federal funding and thus would require approval from an agency of the Department of Transportation. *See* PES at 6-69, 6-82. The DEIR also fails to provide the required analysis of feasible and prudent alternatives to the damaging route through portions of a publicly owned wildlife and open space corridor—namely, the Caltrans and UCSD projects. The DEIR fails to demonstrate "all possible planning to minimize harm" as called for by the federal law. The section 4(f) failing requires redrafting and recirculation of the DEIR.

⁵ In enacting section 4(f) of the Department of Transportation Act of 1966, Congress declared that "special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands [and] wildlife and waterfowl refuges . . ." 49 U.S.C. § 303. "[T]he very existence of [section 4(f)] indicates that protection of parkland was to be given paramount importance." *Citizens to Preserve Overton Park v. Volpe* (1971) 401 U.S. 402, 412, abrogated on other grounds by *Califano v. Sanders* (1977) 430 U.S. 99, 105.

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A. The City Must Undertake “All Possible Planning to Minimize Harm” to Rose Canyon.

As explained above, an alternative bikeway route that avoids Rose Canyon would be prudent and feasible. This alternative should therefore be included in the DEIR to comply with section 4(f).

Moreover, federal funding for the Project cannot be approved unless “all possible planning” has been included to minimize the harm to the protected park and recreation area, regardless of the severity of the impact or the fact that the park may continue to function. *See* § 303(c). “*All possible planning* means that all reasonable measures identified in the Section 4(f) evaluation to minimize harm or mitigate for adverse impacts and effects must be included in the project.” 23 C.F.R. § 774.17 (emphasis added). As explained in section II of this letter, the DEIR contains numerous, fatal shortcomings related to its analysis and mitigation of the Project’s potentially significant impacts. Thus, to comply with section 4(f), the DEIR must be revised to include mandatory, enforceable, and proven mitigation measures and alternatives.

B. The City Cannot Claim the “De Minimis” Exemption to Section 4(f)’s Mandate.

For the reasons explained in section II, the impacts of a Class I bikeway through Rose Canyon will be significant. Even if the City were to conclude that the Project’s impacts to parklands would be minimal (thereby allowing the streamlining of review under section 4(f) pursuant to the “de minimis” exemption (*see* § 303(d); *see also* PES at 6-73)), this finding would merely obviate the need to analyze alternative *locations* for the project. § 303(d)(1)(B). Such a finding does not dispense with the requirement that harm to the parkland must be minimized and mitigated to the greatest extent possible. *Id.* In any event, as explained in the environmental impacts section, the Project’s impacts are not “de minimis.”

Moreover, the “de minimis” exemption applies only if “the official(s) with jurisdiction over the Section 4(f) resource [in question] . . . concur in writing that the project will not adversely affect the activities, features, or attributes that make the property eligible for Section 4(f) protection.” 23 C.F.R. § 774.5(b)(2)(ii). Here, neither the DEIR nor any previous document contains any indication that the officials with jurisdiction over Rose Canyon Open Space Park or the MHPA—including the California Department of Fish and Wildlife, the California Department of Parks and Recreation, and the United States Fish and Wildlife Service—concur that the Project would result in de

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minimis impacts to the parks. In the absence of the concurrence of local officials, the City must comply with section 4(f)'s mandate.

C. The DEIR Must Demonstrate that the Project Would Not Have Any Indirect, or "Constructive Use," Impacts on Parkland Protected by Section 4(f).

Pursuant to section 4(f), the City must also examine the Project's indirect impacts to parks, including Rose Canyon Open Space Park, and other protected 4(f) resources. Indirect impacts are known as "constructive use" impacts under the Transportation Act. A "constructive use" of 4(f) lands occurs when:

[A] transportation project does not incorporate land from a section 4(f) resource, but the project's proximity impacts are so severe that the protected activities, features, or attributes that qualify a resource for protection under section 4(f) are substantially impaired. Substantial impairment occurs only when the protected activities, features, or attributes of the resource are substantially diminished.

23 C.F.R. §771.135(p)(2). Examples of constructive uses include noise increases, substantial aesthetic impairment, restriction of access, vibration impacts, and ecological intrusions, among others. *See* 23 C.F.R. § 771.135(p)(4).

As discussed in section II above, the Project would likely have constructive use impacts, including the loss of Rose Canyon's scenic values resulting from the extensive grading of the Canyon's steep slopes, the addition of urban features such as 25-foot retaining walls, bridges, and increased light and glare from bikeway lighting immediately adjacent to the Open Space Park. *See* Engineering Report at 5-10 through 5-12. Construction would also introduce pollutants into Rose Creek, thereby further degrading downstream water sources. These "constructive use" impacts must be analyzed and mitigated in the DEIR.

The application of section 4(f) to constructive use has been recognized by courts in a wide variety of circumstances. *See, e.g., Brooks v. Volpe* (9th Cir. 1972) 460 F.2d 1193, 1194 (finding that a highway encircling a campground was subject to section 4(f) despite the fact that there was no actual use of protected lands); *Citizen Advocates for Responsible Expansion, Inc. v. Dole*, 770 F.2d 423, 439 (5th Cir. 1985) (holding highway project would cause aesthetic and visual intrusion on protected park and historic buildings); *Monroe County Conservation Council v. Adams* (2d Cir. 1977) 566 F.2d 419,

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U47 cont. 424 (holding highway would restrict access to park because nearby residents would have to cross four lanes of heavy traffic).

V. Conclusion

As drafted, the DEIR does not adequately identify the Project's potentially significant impacts to protected resources in Rose Canyon and Roselle Canyon, feasible alternatives planned or proposed by Caltrans and UCSD, and effective and enforceable mitigation measures; furthermore, it fails to guarantee that future, project-level analysis of Project-related activities will occur. For these reasons, the DEIR does not satisfy the requirements of CEQA. To correct these inadequacies, the City must revise and recirculate the DEIR with the revisions recommended herein, including the adoption of concrete, enforceable, and successful mitigation measures and alternatives to reduce the Project's impacts to Rose Canyon and Roselle Canyon. See Pub. Res. Code § 21092.1 (requiring revised DEIR "[w]hen significant new information is added to an environmental impact report").

The DEIR's section 4(f) failing also requires redrafting and recirculation of the DEIR. Further, the studies necessary to comply with section 4(f)'s provisions will require that substantial new information be gathered and new alternatives be drafted. In accordance with § 21092.1, the redrafted DEIR must be made available to the public so that others can incorporate new information into their own view of the DEIR.

Very truly yours,

SHUTE, MIHALY & WEINBERGER LLP



Deborah L. Miller
Joseph D. Petta
Carmen J. Borg, AICP,
Urban Planner

Exhibits:

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U48 The Program EIR does not need to be revised to address bikeway segments in Rose Canyon at a project level, or to include federal Section 4(f) analysis. Please refer to responses to comment U2 and U5, respectively, for additional information about these issues. Recirculation is not required because no significant new information has been added to the Program EIR since the Draft Program EIR was made available for public review.

COMMENTS

RESPONSES

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- A. Coastal Rail Trail Initial Study (August 17, 2007 prepared for the City by URS Corp.)
- B. Coastal Rail Trail Preliminary Engineering Report (March 2008 prepared for the City by URS Corp.)
- C. Preliminary Environmental Study Form (May 30, 2008)
- D. Excerpts from Caltrans Initial Study/Mitigated Negative Declaration for the Interstate 5/Genesee Avenue Interchange Reconstruction Project (June 2011 prepared by Caltrans)
- E. Excerpts from University of California San Diego Bicycle and Pedestrian Master Planning Study (April 30, 2012)
- F. California Department of Fish and Game comment letter on the Notice of Preparation (July 20, 2012)
- G. Excerpt from Biology Survey Report (2006 prepared for the University City Transportation Corridor EIR by Merkel and Associates)
- H. Excerpt from report commenting on Biology Survey Report (2006 prepared by Conservation Biology Institute)
- I. Rose Canyon Upland/Wetland Mitigation Project 12-Month Monitoring Report (2009 prepared by City of San Diego Public Utilities Department)
- J. Canyon Sewer Cleaning Program and Long Term Sewer Maintenance Program Progress Report (2012 prepared by City of San Diego Public Utilities Department)
- K. 2010 California 303(d) List of Water Quality Limited Segments
- L. "Caltrans and SANDAG Release Plan for Integrating Rail, Transit, Highway, Environmental Protection and Coastal Access Improvements," March 2013
- M. Caltrans I-5/Genesee Ave. Interchange Project Fact Sheet

cc: Deborah Knight, Friends of Rose Canyon
Sherri Lightner, San Diego City Councilmember, District 1
Stephen Juarez, California Department of Fish and Game

4766564

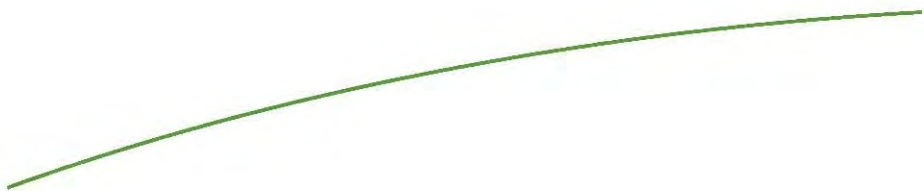
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U49 As stated in response to comment U8, receipt of the referenced exhibits is acknowledged. As these exhibits do not contain comments that raise environmental issues specific to the Program EIR, no further response regarding the exhibits is provided. These exhibits are contained on a CD in Appendix B of this Final Program EIR.

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EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

This summary provides a brief synopsis of the Bicycle Master Plan (BMP) Update project description, the results of the environmental analysis, and project alternatives considered in this Program Environmental Impact Report (EIR). The summary does not contain the extensive background and analysis contained in the Program EIR. Therefore, the reader should review the entire Program EIR to fully understand the project and its environmental consequences.

This document has been prepared as a Program EIR pursuant to Section 15168 of the State CEQA Guidelines, and it represents the independent judgment of the City of San Diego (City) as Lead Agency (State CEQA Guidelines Section 15050).

ES-1 PROJECT DESCRIPTION

The project area for the BMP Update includes the jurisdictional boundaries of the City of San Diego (City), which encompasses approximately 342.5 square miles.

The proposed project is the update of the City's 2002 BMP. The 2002 BMP is a policy document that addressed issues such as bikeway planning, community involvement, facility design, bikeway classifications, utilization of existing resources, multi-modal integration, safety and education, support facilities, implementation, maintenance and funding strategies.

The City is updating the 2002 BMP to provide a renewed bicycle plan for the City and a framework for making cycling a more practical and convenient transportation option for a wide variety of San Diegans with different riding purposes and skill-levels. The primary goals and objectives of the proposed project include:

- Provide a framework to guide the implementation of an expanded bicycle network within the City to promote bicycling as a transportation mode;
- Provide improved local and regional bicycle connectivity to transit centers, employment centers, shopping districts, parks, and other local amenities;
- Provide a safe and comprehensive local and regional bikeway network; and
- Supplement the City's General Plan Mobility Element with policies focused on enhancing bicycling as a viable transportation mode in the City.

The project proposes the following project features:

- Bikeways;
- Bike Parking and End-of-Trip Facilities;
- Bicycle Signal Detection;
- Signage and Striping;
- Multi-Modal Connections; and
- Other Bikeway-related Improvements.

There are approximately 511 miles of existing facilities, the majority of which are Class II Bike Lanes. The City's existing bicycle network is comprised of Bike Paths, Bike Lanes, Bike Routes,

and freeway shoulder where Caltrans permits bicycle use. Class I Bike Paths consist of off-street paved right-of-way for exclusive use by bicyclists, pedestrians, and those using non-motorized modes of travel; Class II Bike Lanes are one-way facilities on either side of a roadway designated for exclusive or preferential bicycle travel with striping and signage; and Class III Bike Routes use signage to provide shared use with motor vehicle traffic within the same travel lane.

The proposed bicycle network includes an additional 595 miles of bicycle facilities, for a future network totaling approximately 1,090 miles (not including approximately 16 miles of existing freeway shoulder bikeway facilities that are anticipated to not be needed when the proposed network is completed). For purposes of analysis in this Program EIR, proposed bikeways¹ are grouped into three categories:

- Off-street Bikeways;
- On-street Bikeways With Widening; and
- On-street Bikeways Without Widening.

Off-street Bikeways are not associated with a roadway carrying motorized vehicle traffic. They would be constructed within their own right-of-way outside of a roadway “footprint.” On-street Bikeways would provide bicycle facilities in association with a roadway carrying motorized vehicle traffic. This may only involve the addition of bikeway signage, striping, and related improvements without the need for roadway modifications outside of the existing roadway “footprint.” Such bikeways are grouped together for analysis as On-street Bikeways Without Widening. On-street Bikeways requiring roadway modifications beyond the existing roadway “footprint” are referred to as On-street Bikeways With Widening. The proposed network is summarized in Table ES-1, *Proposed San Diego Bicycle Network*.

Table ES-1 PROPOSED SAN DIEGO BICYCLE NETWORK			
Facility Type	Miles of Existing Facility	Miles of Proposed Unbuilt Facility	Total Miles of Facility
Class I - Bike Path	72.3	94.1	166.4
Class II - Bike Lane	309.4	140.6	450.0
Class III - Bike Route	112.9	171.2	284.1
Class II or III ¹	NA	143.4	143.4
Freeway Shoulder ²	16.1	0	16.1 ²
Bicycle Boulevard	0	39.4	39.4
Cycle Track	0	6.6	6.6
TOTAL	510.7	595.3	1,089.9

¹ It is undetermined at this point whether 143.4 miles of proposed bikeways would be Class II or Class III bikeways.

² Facility not included in the total miles summary because it is anticipated that freeway shoulder bikeways will not be needed when the network is completed.

NA = not applicable

Source: BMP Update 2013

¹ “Bikeway,” as used in this document, refers to Bike Paths, Bike Lanes, and Bike Routes (as-s defined in the Caltrans Highway Design Manual [2012b]), as well as Bicycle Boulevards and Cycle Tracks (that are not currently classified in the Highway Design Manual).

The BMP Update recommends provision of additional bicycle parking facilities in new and existing commercial, retail, and employment areas. Bicycle parking recommendations include the City's standard inverted-U bike racks, lockers, high-capacity bike parking such as corrals, and a bike station. In addition to parking accommodations, end-of-trip facilities such as restrooms, changing rooms, showers, and storage for bicycling clothes (helmet and other gear) are especially important for cyclists who commute to work or school.

Signal detection would be provided at signalized intersections for new bikeways, where possible. ~~Pavement stenciling to educate bicyclists and motorists would be provided along new on-street bikeways and existing roadways with loop detectors.~~

Signage would be provided for bikeways implemented under the BMP Update where no signs exist. Proposed signage includes:

- “Share the Road” signs for Class III bike routes;
- Designated bikeway signs;
- Bicycle boulevard identification ;
- Wayfinding signs; and
- Warning signage.

The project proposes to improve connections to transit facilities by: (1) providing bicycle access to transit stops; and (2) providing bicycle parking facilities at transit stops. Such measures are intended to provide a convenient connection for bicyclists to continue their trips on public transit vehicles. The BMP Update's proposed bikeway network would connect to existing transit stops and bicycle parking at major train, trolley, and bus transit stops.

Other bikeway-related improvements could include landscaping, lighting, fencing, drainage facilities, and utility work.

ES-2 ENVIRONMENTAL ANALYSIS

The Program EIR contains an environmental analysis of the potential impacts associated with implementation of the proposed BMP Update. The issues that are addressed in detail in the Program EIR are Biological Resources, Historical Resources, Transportation/Circulation, Visual Quality/Neighborhood Character, Paleontological Resources, and Geologic Conditions. The analysis concluded that significant, direct and/or cumulative impacts could occur with respect to each of these six issues. All potentially significant impacts are expected to be reduced to below a level of significance by proposed mitigation measures with the exception of Transportation/Circulation.

Based on initial environmental review of the BMP Update, the City has determined that the proposed project would not have the potential to cause significant adverse effects in the following areas: Agricultural and Forest Resources, Air Quality, Energy, Greenhouse Gas Emissions, Human Health and Public Safety, Hydrology and Water Quality, Land Use, Mineral Resources, Noise, Population and Housing, Public Services and Facilities, Public Utilities, and Recreation.

Table ES-2, *Project Impacts and Proposed Mitigation*, at the end of this section summarizes the BMP Update's potentially significant environmental impacts and proposed mitigation measures by issue, as analyzed in Sections 5.0, *Environmental Impact Analysis*, and 6.0, *Cumulative Effects*, of this Program EIR. The last column of this table indicates whether the impact is expected to be reduced to below a level of significance after implementation of proposed mitigation measures.

ES-3 PROJECT ALTERNATIVES

Alternatives to the proposed BMP Update are evaluated in Section 10.0, *Alternatives*, of this Program EIR in terms of their ability to meet most of the objectives of the proposed project, and eliminate or further reduce significant environmental effects of the project. In addition, the California Environmental Quality Act (CEQA) requires the inclusion of a No Project Alternative. The alternatives considered in this Program EIR include the following alternatives:

- No Project/No New Bikeways – This alternative assumes that the BMP Update is not approved or implemented and no new bicycle facilities are constructed beyond those in existence.
- No Project/Implementation of Current Bicycle Master Plan – This alternative assumes that the BMP Update is not approved or implemented, and the City's bicycle network is implemented pursuant to the currently adopted 2002 BMP.
- Reduced Traffic Impact – This alternative assumes that all facilities of the BMP Update would be implemented except for bikeways where lane removals and/or median modifications (or other proposed features) would significantly impact intersections or roadways.
- Reduced Biology Impact – This alternative assumes that all facilities of the BMP Update would be implemented except for bikeways that would impact sensitive habitat (Multiple Species Conservation Plan [MSCP] Tier I, II, and III habitats).

These alternatives are briefly summarized below.

No Project/No New Bikeways Alternative

With the No Project/No New Bikeways Alternative, the existing bikeway network would remain as is. The City would maintain the approximately 511~~0~~ total miles of existing bikeways. The proposed additional bikeways would not be constructed. Additional other facilities proposed in the BMP Update (e.g., way-finding signage, bicycle detector loops, etc.) would not be developed. In addition, no new policies emphasizing enhancement of bicycle planning would be provided to supplement the City's General Plan Mobility Element policies regarding bicycling.

The No Project/No New Bikeways Alternative would avoid all potential impacts of the BMP Update, but the alternative would not provide the beneficial impacts of enhancing bicycle and pedestrian circulation and safety, which would result in a reduction of vehicular traffic throughout the City. The No Project/No New Bikeways Alternative also would not provide other beneficial impacts on air quality and energy, and would not provide a framework for an expanded bicycle network, improve local and regional bicycle connectivity, provide a comprehensive bikeway

network, or supplement the City's General Plan Mobility Element. Therefore, this alternative would not meet any of the BMP Update objectives.

No Project/Implementation of Current Bicycle Master Plan Alternative

With the No Project/Implementation of Current Bicycle Master Plan Alternative, the existing bikeway network would be improved to include the bikeways and other facilities proposed in the current San Diego Bicycle Master Plan (Alta Transportation Consulting 2002). The 2002 BMP recommends four categories of bikeway projects: Programmed, Top Priority, Second Priority, and Third Priority. In addition to identifying specific bikeway projects, the 2002 BMP was developed to serve as a policy document that addresses important issues related to San Diego's bikeways such as planning, community involvement, utilization of existing resources, facility design, multi-modal integration, safety and education, and support facilities, as well as specific programs, implementation, maintenance, and funding.

Overall, the 2002 BMP would have more miles of bikeways likely to cause impacts compared to the BMP Update (67 miles versus ~~60~~57.5 miles of Class I or mix of Class II and III). Based on this comparison, the 2002 BMP would have greater impacts than the BMP Update. This comparison does not take into account the lower priority projects proposed for either program, however. The comparison is therefore limited in terms of determining which plan would be environmentally superior in terms of actual physical impacts. The No Project/Implementation of Current Bicycle Master Plan Alternative would provide a framework for an expanded bicycle network, improve local and regional bicycle connectivity, and provide a comprehensive bikeway network. This alternative therefore would meet most of the BMP Update objectives. This alternative would not meet the objective of supplementing the City's General Plan Mobility Element with appropriate policies to the same degree as the BMP Update, however, because the 2002 BMP was prepared prior to the City's updated 2008 General Plan.

Reduced Traffic Impact Alternative

With the Reduced Traffic Impact Alternative, all facilities and policies of the BMP Update would be implemented with the following exception: bikeways where lane removals and/or median modifications (or other proposed features) are demonstrated through project specific traffic analysis to significantly impact intersections or roadways would not be implemented. These bikeways could include a Class I (Bike Path), Class II (Bike Lane), or Class III (Bike Route) facility, depending on the type of traffic impact determined to occur from each proposed facility on a project by project basis.

This alternative would avoid some of the temporary and permanent direct and indirect potential impacts associated with constructing the bikeways proposed by the BMP Update because fewer bikeways would be implemented. In particular, the Reduced Traffic Impact Alternative would avoid potentially significant Traffic/Circulation impacts (including those impacts identified as potentially unmitigable to below a level of significance), and possibly avoid other impacts that could be caused by those bikeways that would otherwise have been implemented by the BMP Update.

The Reduced Traffic Impact Alternative would meet most of the BMP Update objectives, but would not provide beneficial impacts to the same degree as the complete BMP Update, including enhancing bicycle and pedestrian circulation and safety, reducing vehicular traffic, reducing vehicular emissions of pollutants and GHG emissions in the long term, and reducing overall energy consumption related to transportation.

Reduced Biology Impact Alternative

With the Reduced Biology Impact Alternative, all facilities and policies of the BMP Update would be implemented with the following exception: bikeways where any proposed features are demonstrated through project specific biological resources analysis to significantly impact sensitive habitat (MSCP Tier I, II, and III habitats) would not be implemented. These bikeways would most likely be a Class I (Bike Path) facility, depending on the type of biological resources impact determined to occur from each proposed facility on a project by project basis.

The Reduced Biology Impact Alternative would avoid potentially significant impacts to biological resources, and possibly avoid other impacts that could be caused by those bikeways that would otherwise have been implemented by the BMP Update. It should be noted that impacts to biological resources were concluded to be mitigated to below a level of significance through implementation of mitigation measures *Bio-1* through *Bio-10*.

Although the Reduced Biology Impact Alternative would avoid certain potential impacts of the BMP Update and meet most of the BMP Update objectives, the alternative would not provide beneficial impacts to the same degree as the complete BMP Update, including enhancing bicycle and pedestrian circulation and safety, reducing vehicular traffic, reducing vehicular emissions of pollutants and GHG emissions in the long term, and reducing overall energy consumption related to transportation. It also may not fully implement General Plan policies to provide access to, and connect open space areas (Recreation Element Policies RE-D.6 and RE-D.7).

ES-4 AREAS OF CONTROVERSY/ISSUES TO BE RESOLVED

The City prepared a Notice of Preparation (NOP), dated June 25, 2012, and distributed it to the public including all responsible and trustee agencies, members of the general public and governmental agencies, including the State Clearinghouse. Comment letters received on the NOP are in Appendix A of this Program EIR along with copies of the NOP, City of San Diego scoping letter, and NOP distribution list. In addition, a scoping meeting was held on July 9, 2012 to inform the public about the project and collect written comments. Input and comments received on the content of this Program EIR during the scoping meeting include concerns regarding traffic, consistency with the SANDAG Regional Bike Plan; metrics used to evaluate the bicycle program; providing signalized intersections that are equipped for bicycle circulation; subsequent CEQA documentation; and evaluating existing non-standard design features for bicycle safety. Oral and written comments received by the City during the scoping process have been taken into consideration during preparation of this Program EIR.

Table ES-2 PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES		
<p>The project could potentially result in direct and indirect impacts to candidate, sensitive, or special status species.</p>	<p>Bio-1: A biological resources report shall be prepared for bikeways proposed in naturally vegetated areas or <u>within or adjacent</u> to the Multiple Habitat Planning Area (MHPA). The biological resources report shall identify sensitive biological resources within and adjacent to the proposed bikeway alignment and make recommendations for avoidance and minimization of impacts to those resources identified. If the project-level biological resources report determines that sensitive biological resources are within or adjacent to the proposed bikeway alignment, one or more of the following mitigation measures shall be implemented, as applicable. As each future bikeway project implemented under the BMP Update is reviewed under CEQA, additional specificity may be required with respect to mitigation measures identified below. If a biological resources report is required at the time of a specific bikeway project submittal, the report shall be prepared utilizing current biological mitigation and monitoring in accordance with City requirements. The biological resources report will include a specific detailed analysis of consistency with MSCP policies and guidelines, including <u>MSCP Subarea Plan policies for the particular project location</u>.</p>	<p>Less than significant (direct and cumulative)</p>
	<p>Bio-2: Proposed bikeways shall be designed to <u>conform to requirements of the management directives of the City’s Subarea Plan and to minimize impacts to biological resources</u>. Projects within or adjacent to sensitive biological resource areas shall incorporate the following design features:</p> <ul style="list-style-type: none"> ▪ Existing trails shall be used whenever feasible. ▪ Reduction in path width shall be considered in sensitive biological resource areas. ▪ Bikeways shall be designed to avoid damage to trees, where possible. When avoidance is not feasible, trees shall be protected during construction, transplanted or replaced. ▪ Use of decomposed granite, unpaved trail, or equivalent pervious trail surface shall be considered. 	<p>Less than significant (direct and cumulative)</p>
	<p>Bio-3: Proposed bikeways adjacent to the MHPA shall conform to all applicable MHPA Land Use Adjacency Guidelines (Section 1.4.3) of the MSCP Subarea Plan. In particular, lighting, drainage, landscaping, grading, access, and noise must not result in a substantial, adverse effect on the MHPA. Prior to issuance of grading permits, the following shall occur:</p>	<p>Less than significant (direct and cumulative)</p>

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES (cont.)		
	<ul style="list-style-type: none"> ▪ Lighting shall be directed away from the MHPA, and shielded if necessary. ▪ Drainage shall be directed away from the MHPA, or if not possible, must not drain directly into the MHPA. Instead, runoff should flow into sedimentation basins, grassy swales, or mechanical trapping devices prior to draining into the MHPA. Drainage shall be shown on the site plan and reviewed satisfactory to the City Engineer. ▪ Landscape plans for bikeways shall be reviewed and approved by the Development Services Department Environmental Review Manager (ERM) to ensure that no invasive non-native plant species shall be planted in or adjacent to the MHPA. ▪ Manufactured slopes shall be included within the development footprint of proposed bikeways and outside the MHPA. ▪ Construction activities associated with proposed bikeways located within or adjacent to the MHPA shall occur outside of the avian breeding season, if feasible. If avoidance of the breeding season is not feasible, additional measures identified in the project-specific biological resources report shall be implemented, such as temporary noise barriers. ▪ <u>New development adjacent to the MHPA may be required to provide barriers (e.g., non-invasive vegetation, rocks/boulders, fences, walls, and/or signage) along the MHPA boundaries to direct public access to appropriate locations and reduce domestic animal predation.</u> <p>Litter and trash will be removed on a regular basis. Signage will be installed to prevent littering and encourage reporting of littering in trail and road access areas. Trash cans and bins will be provided at trail access points. Signage will be installed notifying users that penalties will be imposed for littering and dumping.</p>	
	<p>Bio-4: Biological mitigation for direct impacts to upland habitat shall be in accordance with the City’s Biology Guidelines. Prior to the commencement of construction related activity (including earthwork and fencing), mitigation for direct impacts to Tier I, Tier II, Tier IIIA, and Tier IIIB upland habitat shall be assured to the satisfaction of the ERM through preservation of upland habitats in conformance with the City’s Biology Guidelines, MSCP, and ESL Regulations.</p>	<p>Less than significant (direct and cumulative)</p>

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES (cont.)		
	<p>Mitigation for upland habitats may include on-site preservation, on-site enhancement/restoration; payment into the Habitat Acquisition Fund; acquisition/dedication of habitat inside or outside the MHPA; or other mitigation as approved by the ERM, MSCP staff, and the Park and Recreation (if applicable), as described below. Any restoration plans are subject to review by the City’s Environmental Analysis Section (EAS), Parks and Recreation, and MSCP staff prior to issuance of any grading permits. These entities also must sign off on final acceptance of the mitigation project as successful.</p>	
	<p>Bio-5: Impacts to wetlands shall be avoided. Unavoidable impacts to wetlands shall be minimized to the maximum extent practicable and fully mitigated per the Biology Guidelines. For projects with the potential to affect wetlands, the project-specific biological resources report shall include an analysis of wetlands (including City, state and federal jurisdiction analysis) within and adjacent to the footprint of the proposed bikeway and measures to avoid or minimize impacts to wetlands. If impacts to wetlands cannot be avoided, a conceptual mitigation program (which includes identification of the mitigation site) must be prepared by the City and approved by the resource agency or agencies with jurisdiction over the affected wetlands, and implemented by the City <u>and would ensure a no net loss of wetlands.</u></p> <p>In addition, prior to the commencement of any construction related activities on-site for Off-Street Bikeway projects impacting wetland habitat (including earthwork and fencing), the applicant shall provide evidence² of the following to the Environmental Review Manager (ERM) prior to any construction activity:</p> <ul style="list-style-type: none"> ▪ Compliance with ACOE Section 404 nationwide permit; ▪ Compliance with the Regional Water Quality Control Board Section 401 Water Quality Certification; and ▪ Compliance with the CDFW Section 1601/1603 Streambed Alteration Agreement. 	<p>Less than significant (direct and cumulative)</p>

² Evidence shall include either copies of permits issued, letter of resolutions issued by the responsible agency documenting compliance, or other evidence documenting compliance and deemed acceptable by the Assistance Deputy Director (ADD) of City Land Development Review (LDR) Department.

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES (cont.)		
	<p>Bio-6: Proposed bikeways shall provide for continued wildlife movement through wildlife corridors as identified in the MSCP Subarea Plan or as identified through project-level analysis. Mitigation may include, but is not limited to, provision of appropriately-sized bridges, culverts, or other openings to allow wildlife movement.</p>	Less than significant (direct and cumulative)
	<p>The following mitigation measures shall be implemented for proposed bikeways that could potentially impact the following specific candidate, sensitive, or special status species through grading or clearing activities in areas where there is potential for these sensitive species to occur:</p> <ul style="list-style-type: none"> ▪ Coastal California gnatcatcher (Federally Threatened); ▪ Least Bell’s vireo (State Endangered/Federally Endangered); and ▪ Southwestern willow flycatcher (Federally Endangered). <p>Bio-7: Prior to the issuance of any authorization to proceed, the City’s ERM (or appointed designee) shall verify that the MHPA boundaries and the following project requirements regarding the coastal California gnatcatcher, least Bell’s vireo, and southwestern willow flycatcher are shown on the grading and building permit plans:</p> <p>No clearing, grubbing, grading or other construction activities shall occur between March 1 and August 15, the breeding season of the coastal California gnatcatcher; between March 15 and September 15, the breeding season of the least Bell’s vireo; and between May 1 and September 1, the breeding season of the southwestern willow flycatcher, until the following requirements have been met to the satisfaction of the Assistant Deputy Director (ADD) of Land Development Review Division (LDR).</p> <p>A qualified biologist (possessing a valid Endangered Species Act Section 10(a)(1)(A) Recovery Permit) shall survey habitat areas (only within the MHPA for gnatcatchers) that would be subject to the construction noise levels exceeding 60 decibels [dB(A)] hourly average for the presence of the coastal California gnatcatcher, least Bell’s vireo, and the southwestern willow flycatcher.</p>	Less than significant (direct and cumulative)

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES (cont.)		
	<p>Surveys for this species shall be conducted pursuant to the protocol survey guidelines established by the USFWS within the breeding season prior to the commencement of construction. If the coastal California gnatcatchers, least Bell’s vireo, and/or the southwestern willow flycatcher are present, then the following conditions must be met:</p> <ul style="list-style-type: none"> ▪ <u>a.</u> Between March 1 and August 15 for occupied gnatcatcher habitat, between March 15 and August 15 for occupied least Bell’s vireo habitat, and between May 1 and September 1 for occupied southwestern willow flycatcher habitat, no clearing, grubbing, or grading of occupied habitat shall be permitted. Areas restricted from such activities shall be staked or fenced under the supervision of a qualified biologist; AND ▪ <u>b.</u> Between March 1 and August 15 for occupied gnatcatcher habitat, between March 15 and August 15 for occupied least Bell’s vireo habitat, and between May 1 and September 1 for occupied southwestern willow flycatcher habitat, no construction activities shall occur within any portion of the site where construction activities would result in noise levels exceeding 60 dB(A) hourly average at the edge of the occupied habitat. An analysis showing that noise generated by construction activities would not exceed 60 dB(A) hourly average at the edge of occupied habitat must be completed by a qualified acoustician (possessing a current noise engineer license or registration with monitoring noise level experience with listed animal species) and approved by the ERM at least two weeks prior to the commencement of construction activities; OR ▪ <u>c.</u> At least two weeks prior to the commencement of clearing, grubbing, grading and/or any construction activities, under the direction of a qualified acoustician, noise attenuation measures (e.g., berms, walls) shall be implemented to ensure that noise levels resulting from construction activities will not exceed 60 dB(A) hourly average at the edge of habitat occupied by the aforementioned avian species. Concurrent with the commencement of construction activities and the construction of necessary noise attenuation facilities, noise 	

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES (cont.)		
	<p>monitoring shall be conducted at the edge of the occupied habitat area to ensure that noise levels do not exceed 60 dB(A) hourly average. If the noise attenuation techniques implemented are determined to be inadequate by the qualified acoustician or biologist, then the associated construction activities shall cease until such time that adequate noise attenuation is achieved or until the end of the appropriate breeding season.</p> <ul style="list-style-type: none"> ▪ * <i>Construction noise monitoring shall continue to be monitored at least twice weekly on varying days, or more frequently depending on the construction activity, to verify that noise levels at the edge of occupied habitat are maintained below 60 dB(A) hourly average or to the ambient noise level if it already exceeds 60 dB(A) hourly average. If not, other measures shall be implemented in consultation with the biologist and the ERM, as necessary, to reduce noise levels to below 60 dB(A) hourly average or to the ambient noise level if it already exceeds 60 dB(A) hourly average. Such measures may include, but are not limited to, limitations on the placement of construction equipment and the simultaneous use of equipment.</i> ▪ If the aforementioned avian species are not detected during the protocol survey, the qualified biologist shall submit substantial evidence to the ERM and applicable resource agencies which demonstrate whether or not mitigation measures such as noise walls are necessary during the applicable breeding seasons of March 1 and August 15, March 15 and September 15, and May 1 and September 1, as follows: ▪ If this evidence indicates the potential is high for the aforementioned avian species to be present based on historical records or site conditions, then Condition 4-b or 4-c shall be adhered to as specified above. ▪ If this evidence concludes that no impacts to the species are anticipated, no new mitigation measures are necessary. ▪ If the City begins construction prior to the completion of the protocol avian surveys, then the Development Services Department shall assume that the appropriate avian species are present and all necessary protection and mitigation measures shall be required as described in 4 <u>Conditions a, b, and c, above.</u> 	

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES (cont.)		
	Bio-8: If project grading is proposed during the raptor breeding season (Feb. 1-Sept. 15), the project biologist shall conduct a pre-grading survey for active raptor nests within 300 feet of the development area and submit a letter report to MMC prior to the preconstruction meeting. If active raptor nests are detected, the report shall include mitigation in conformance with the City’s Biology Guidelines (i.e. appropriate buffers, monitoring schedules, etc.) to the satisfaction of the City’s ERM. Mitigation requirements determined by the project biologist and the ERM shall be incorporated into the project’s Biological Construction Monitoring Exhibit (BCME) and monitoring results incorporated in to the final biological construction monitoring report. If no nesting raptors are detected during the pre-grading survey, no mitigation is required.	Less than significant (direct and cumulative)
	Bio-9: If project grading/brush management is proposed in or adjacent to native habitat during the typical bird breeding season (i.e., Feb. 1-Sept. 15), or an active nest is noted, the project biologist shall conduct a pregrading survey for active nests in the development area and within 300 feet of the nest.	Less than significant (direct and cumulative)
	Bio-10: A qualified Biological Monitor shall be on site at a minimum when initial grading of Off-Street Bikeways is occurring adjacent to wetland habitats and/or potential occupied avian or sensitive species habitat, to ensure that no take of sensitive species or active bird nests occurs, grading limits are observed, and that orange fencing and silt fencing are installed to protect sensitive areas outside earthwork limits.	Less than significant (direct and cumulative)
The project could potentially result in direct and indirect impacts to sensitive habitats, including wetlands.	Refer to Bio-1 through Bio 10 .	Less than significant (direct and cumulative)
The project could potentially result in direct and indirect impacts to wildlife movements.	Refer to Bio-6 .	Less than significant (direct and cumulative)
The project could potentially result in adverse edge effects to the MHPA.	Refer to Bio-3 .	Less than significant (direct and cumulative)

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
BIOLOGICAL RESOURCES (cont.)		
The project could potentially result in significant direct and indirect impacts related to invasive species.	Refer to <i>Bio-3</i> .	Less than significant (direct and cumulative)
HISTORICAL RESOURCES		
The project could potentially result in direct impacts to prehistoric or historic buildings, structures, objects or sites or existing religious or sacred uses.	<p>Hist-1: Prior to issuance of any permit that could directly affect an archaeological resource or resources associated with prehistoric Native American activities, the City shall require the following steps be taken to determine: (1) the presence of archaeological resources and (2) the appropriate mitigation for any significant resources that may be impacted by a development activity.</p> <p>Initial Determination: The environmental analyst shall determine the likelihood for the project site to contain historical resources by reviewing site photographs and existing historic information (e.g., Archaeological Sensitivity Maps, the Archaeological Map Book, and the California Historical Resources Inventory System) and conducting a site visit. If there is any evidence that the site contains archaeological resources, then an evaluation consistent with the City of San Diego’s Historical Resources Guidelines shall be required. All individuals conducting any phase of the archaeological evaluation program must meet professional qualifications in accordance with the City’s Historical Resources Guidelines.</p> <p>Step 1: Based on the results of the Initial Determination, if there is evidence that the site contains archeological resources, preparation of an evaluation report is required. The evaluation report could generally include background research, field survey, archeological testing, and analysis. Before actual field reconnaissance would occur, background research is required that includes a record search at the South Coastal Information Center (SCIC) at San Diego State University and the San Diego Museum of Man. A review of the Sacred Lands File maintained by the NAHC must also be conducted at this time. Information about existing archaeological collections shall also be obtained from the San Diego Archaeological Center and any tribal repositories or museums.</p>	Less than significant (direct and cumulative)

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
HISTORICAL RESOURCES (cont.)		
	<p>Once the background research is complete a field reconnaissance must be conducted by individuals whose qualifications meet City standards. Consultants are encouraged to employ innovative survey techniques when conducting enhanced reconnaissance including, but not limited to, remote sensing, ground penetrating radar, and other soil resistivity techniques as determined on a case-by-case basis. Native American participation is required for field surveys when there is likelihood that the project site contains prehistoric archaeological resources or traditional cultural properties. If through background research and field surveys historical resources are identified, then an evaluation of significance must be performed by a qualified archaeologist.</p> <p>Step 2: Once a resource has been identified, a significance determination must be made. It should be noted that tribal representatives and/or Native American monitors will be involved in making recommendations regarding the significance of prehistoric archaeological sites during this phase of the process. The testing program may require reevaluation of the proposed project in consultation with the Native American representative, which could result in a combination of project redesign to avoid and/or preserve significant resources, as well as mitigation in the form of data recovery and monitoring (as recommended by the qualified archaeologist and Native American representative). An archaeological testing program will be required that includes evaluating the horizontal and vertical dimensions of a site, the chronological placement, site function, artifact/ecofact density and variability, presence/absence of subsurface features, and research potential. A thorough discussion of testing methodologies including surface and subsurface investigations can be found in the City of San Diego’s Historical Resources Guidelines.</p>	

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
HISTORICAL RESOURCES (cont.)		
	<p>The results from the testing program will be evaluated against the Significance Thresholds found in the Historical Resources Guidelines and in accordance with the provisions outlined in Section 15064.5 of the State CEQA Guidelines. If significant historical resources are identified within a project’s Area of Potential Effect (APE), the site may be eligible for local designation. At this time, the final testing report must be submitted to Historical Resources Board staff for eligibility determination and possible designation. An agreement on the appropriate form of mitigation is required prior to distribution of a draft environmental document. If no significant resources are found, and site conditions are such that there is no potential for further discoveries, then no further action is required. Resources found to be non-significant as a result of a survey and/or assessment will require no further work beyond documentation of the resources on the appropriate DPR site forms and inclusion of results in the survey and/or assessment report. If no significant resources are found but results of the initial evaluation and testing phase indicate there is still a potential for resources to be present in portions of the property that could not be tested, then mitigation monitoring is required.</p> <p>Step 3: Preferred mitigation for archeological resources is to avoid the resource through project redesign. If the resource cannot be entirely avoided, all prudent and feasible measures to minimize harm shall be taken. For archaeological resources where preservation is not an option, a Research Design and Data Recovery Program (RDDR) is required or is required to follow alternate treatment recommendations by the Most Likely Descendant (MLD), which includes a Collections Management Plan for review and approval. The data recovery program shall be based on a written research design and is subject to the provisions as outlined in CEQA Section 21083.2. If the archaeological site is an historical resource, then the limits on mitigation provided under Section 21083.2 shall not apply, and treatment in accordance with Guidelines Section 15162.4 and 21084.1 is required. The data recovery program must be reviewed and approved by the City’s Environmental Analyst prior to draft CEQA document distribution. Archaeological monitoring shall be required during building demolition and/or construction grading when significant resources are known or suspected to be present on a site, but cannot be recovered prior to grading due to obstructions such as, but not limited to, existing development or dense vegetation.</p>	

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
HISTORICAL RESOURCES (cont.)		
	<p>A Native American observer must be retained for all subsurface investigations, including geotechnical testing and other ground disturbing activities whenever a Native American Traditional Cultural Property (TCP) or any archaeological site located on City property, or within the APE of a City project, would be impacted. In the event that human remains are encountered during data recovery and/or a monitoring program, the provisions of PRC Section 5097 must be followed. These provisions would be outlined in the Mitigation Monitoring and Reporting Program included in the environmental document. The Native American monitor shall be consulted during the preparation of the written report, at which time they may express concerns about the treatment of sensitive resources. If the Native American community requests participation of an observer for subsurface investigations on private property, the request shall be honored.</p> <p>Step 4: Archaeological Resource Management reports shall be prepared in conformance with the California Office of Historic Preservation (OHP) "Archaeological Resource Management Reports (ARMR): Recommended Contents and Format" (see Appendix C of the Historical Resources Guidelines), which will be used by Environmental Analysis Section staff in the review of archaeological resource reports. Consultants must ensure that archaeological resource reports are prepared consistent with this checklist. This requirement will standardize the content and format of all archaeological technical reports submitted to the City. A confidential appendix must be submitted (under separate cover), along with historical resource reports for archaeological sites and TCPs, containing the confidential resource maps and records search information gathered during the background study. In addition, a Collections Management Plan shall be prepared for projects that result in a substantial collection of artifacts, which must address the management and research goals of the project, the types of materials to be collected and curated based on a sampling strategy that is acceptable to the City of San Diego. Appendix D (Historical Resources Report Form) shall be used when no archaeological resources were identified within the project boundaries.</p>	

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
HISTORICAL RESOURCES (cont.)		
	<p>Step 5: For Archaeological Resources: All cultural materials, including original maps, field notes, non-burial related artifacts, catalog information and final reports recovered during public and/or private development projects must be permanently curated with an appropriate institution, one which has the proper facilities and staffing for insuring research access to the collections consistent with state and federal standards. In the event that a prehistoric and/or historical deposit is encountered during construction monitoring, a Collections Management Plan would be required in accordance with the project MMRP. The disposition of human remains and burial-related artifacts that cannot be avoided or are inadvertently discovered is governed by state (i.e., AB 2641 and California Native American Graves Protection and Repatriation Act [NAGPRA]) and federal (i.e., federal NAGPRA) law, and must be treated in a dignified and culturally appropriate manner with respect for the deceased individual(s) and their descendants. Any human bones and associated grave goods of Native American origin shall be turned over to the appropriate Native American group for repatriation.</p> <p>Arrangements for long-term curation must be established between the applicant/property owner and the consultant prior to the initiation of the field reconnaissance, and must be included in the archaeological survey, testing, and/or data recovery report submitted to the City for review and approval. Curation must be accomplished in accordance with the California State Historic Resources Commission’s Guidelines for the Curation of Archaeological Collections (dated May 7, 1993) and, if federal funding is involved, Part 36, Section 79 of the Code of Federal Regulations. Additional information regarding curation is provided in Section II of the Historical Resources Guidelines.</p>	
The project could potentially result in direct impacts to human remains.	Refer to <i>Hist-1</i> .	Less than significant (direct and cumulative)

<p align="center">Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION</p>		
<p>IMPACT</p>	<p>MITIGATION MEASURES</p>	<p>ANALYSIS OF SIGNIFICANCE AFTER MITIGATION</p>
<p>TRANSPORTATION/ CIRCULATION</p>		
<p>The project could potentially result in significant direct construction and operational impacts to the existing street system.</p>	<p>Trans-1: During design of any proposed bikeway or other facility implemented under the BMP Update that would result in (1) the removal of one or more travel lanes that could affect intersection operations; (2) the removal of one or more travel lanes that could affect volume-to-capacity ratios for roadway segments; (3) the removal of any raised center median that could affect volume-to-capacity ratios for any roadway segment; or (4) the removal of one or more turn lanes that could affect intersection operations, an analysis shall be prepared by the project proponent to assess potential traffic impacts. The traffic analysis shall include an assessment of existing LOS and shall evaluate the feasibility of accommodating the proposed bike lane or route within the existing roadway so that it does not cause a significant traffic impact to any roadway segment or intersection. <u>In addition, the analysis shall assess how the proposed roadway changes would affect bicycling conditions.</u> The analysis shall also include an assessment of potential impacts during construction for On-street Bikeways With Widening and Off-street Bikeways.</p>	<p>Potentially Significant (direct and cumulative)</p>
	<p>Trans-2: If the removal of a travel and/or turn lane would cause an intersection or roadway segment to operate at an unacceptable LOS, the project will be redesigned and/or mitigation measures identified in the project-specific traffic analysis shall <u>will</u> be implemented to reduce traffic impacts on the affected intersection or roadway segment, <u>ideally</u> to less than significant levels, <u>if such redesign or mitigation is consistent with project objectives, pedestrian circulation needs, or other community goals.</u> Such design or mitigation measures might include road or interchange widening, elimination of parking, evaluation of alternate bikeway routes, or other measures.</p>	<p>Potentially Significant (direct and cumulative)</p>
<p>The project could potentially result in significant direct impacts to circulation movements and access to public areas.</p>	<p>Refer to Trans-1 and Trans-2.</p>	<p>Potentially Significant (direct and cumulative)</p>

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
VISUAL QUALITY/NEIGHBORHOOD CHARACTER		
Bikeways implemented under the BMP Update could potentially block views.	<i>Vis-1:</i> A visual study shall be prepared during design of a proposed bikeway or other facility implemented under the BMP Update, to adequately assess the potential visual impacts. The visual study shall include assessment of the existing visual environment, including existing views, aesthetics, neighborhood character, and landforms, and evaluate the feasibility of designing the particular feature that could generate visual impacts so that it does not cause impacts, including issues associated with blocking scenic views.	Less than significant (direct and cumulative)
	<i>Vis-2:</i> Recommendations of the visual study shall be incorporated into the design of the feature that could cause visual impacts. If the alignment cannot be changed, or the feature cannot be redesigned or screened visually by incorporating elements such as landscaping or berming to avoid the impact, or the bikeway cannot be designed to eliminate the need for that particular feature, the City’s process for subsequent evaluation of discretionary projects shall be followed. The process includes environmental review and documentation pursuant to CEQA, as well as an analysis of the individual project for consistency with the goals, policies, and recommendations of the General Plan and the applicable Community Plan. The process may require development of additional site-specific measures to avoid or reduce significant impacts.	Less than significant (direct and cumulative)
Bikeways implemented under the BMP Update could require the installation of retaining walls, bridges, embankments, or shoreline protection that could potentially result in a negative aesthetic appearance.	Refer to <i>Vis-1</i> and <i>Vis-2</i> .	Less than significant (direct and cumulative)
Bikeways implemented under the BMP Update could require the installation of retaining walls, bridges, embankments, or other stabilizing structures, as well as removal of trees or impacts to landmarks, that	Refer to <i>Vis-1</i> and <i>Vis-2</i> . <i>Vis-3:</i> If trees or other landmarks could be eliminated by a proposed bikeway or accompanying structure, the first focus of mitigation will be on changing the alignment or redesigning the bikeway to avoid the removal of such resources. If avoidance is not possible, compensation will be provided. Removal of trees for the purpose of bikeway or accompanying structure shall be minimized to the greatest extent practicable. When avoidance is not possible, tree protection	Less than significant (direct and cumulative)

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
VISUAL QUALITY/NEIGHBORHOOD CHARACTER (cont.)		
could result in potentially significant neighborhood character impacts.	during construction, tree transplanting or tree replacements shall be required. Any mature trees that must be removed shall be replaced at a minimum 1:1 ratio with like or acceptable substitute, as determined by the City. Trees shall be planted in a suitable location within the corridor where the trees can be maintained. No trees or shrubs exceeding 3 feet in height at maturity shall be installed within 10 feet of any water and sewer facilities.	
The project could potentially result in significant landform impacts.	Refer to <i>Vis-1</i> and <i>Vis-2</i> .	Less than significant (direct and cumulative)
Bikeways implemented under the BMP Update could include new lighting adjacent to or within natural or residential areas that may be relatively substantial compared to the existing condition.	<i>Vis-4:</i> Lighting of Off-street Bikeways adjacent to open space or residential areas shall be limited to that required for safety. Lighting shall be shielded and directed away from open space areas and residences and onto the bikeway itself.	Less than significant (direct and cumulative)
PALEONTOLOGICAL RESOURCES		
Bikeways requiring grading could result in potentially significant direct and indirect impacts to paleontological resources in areas with a medium or high paleontological resource sensitivity rating.	<i>Paleo-1:</i> Prior to approval of Reach Recommendations or development projects implementing the Design Guidelines within the RCA, the City shall determine, based on review of the project application, that future projects are sited and designed to minimize impacts on paleontological resources in accordance with the City Paleontological Resources 2011 Significance Thresholds and 2002 Paleontological Resources Guidelines. Monitoring for paleontological resources required during construction activities would be implemented at the project level and would provide mitigation for the loss of important fossil remains with future discretionary projects that are subject to environmental review.	Less than significant (direct and cumulative)

Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
PALEONTOLOGICAL RESOURCES (cont.)		
	<p>Future design of projects as noted below in accordance with the City’s Paleontological Resources 2011 Significance Thresholds and City 2002 Paleontology Guidelines shall be based on the recommendations of a project-level analysis of potential impacts on paleontological resources completed in accordance with the steps presented below.</p> <p>I. Prior to Project Approval</p> <p>A. The environmental analyst shall complete a project level analysis of potential impacts on paleontological resources. The analysis shall include a review of the applicable USGS Quad maps to identify the underlying geologic formations, and shall determine if construction of a project would:</p> <ul style="list-style-type: none"> ▪ Require over 1,000 cubic yards of excavation and/or a 10-foot, or greater, depth in a high resource potential geologic deposit/formation/rock unit. ▪ Require over 2,000 cubic yards of excavation and/or a 10-foot, or greater, depth in a moderate resource potential geologic deposit/formation/rock unit. ▪ Require construction within a known fossil location or fossil recovery site. <p>Resource potential within a formation is based on the Paleontological Monitoring Determination Matrix.</p> <p>B. If construction of a project would occur within a formation with a moderate to high resource potential, monitoring during construction would be required.</p> <ul style="list-style-type: none"> ▪ Monitoring is always required when grading on a fossil recovery site or a known fossil location. ▪ Monitoring may also be needed at shallower depths if fossil resources are present or likely to be present after review of source materials or consultation with an expert in fossil resources (e.g., the San Diego Natural History Museum). ▪ Monitoring may be required for shallow grading (<10 feet) when a site has previously been graded and/or unweathered geologic deposits/formations/rock units are present at the surface. ▪ Monitoring is not required when grading documented artificial fill. 	

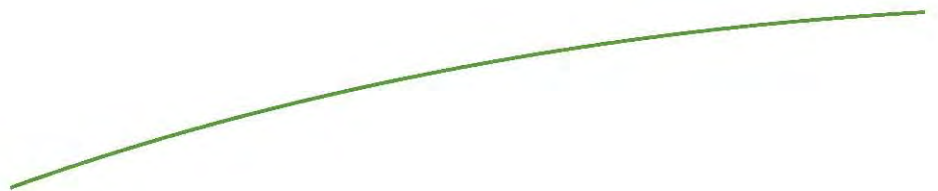
Table ES-2 (cont.) PROJECT IMPACTS AND PROPOSED MITIGATION		
IMPACT	MITIGATION MEASURES	ANALYSIS OF SIGNIFICANCE AFTER MITIGATION
PALEONTOLOGICAL RESOURCES (cont.)		
	When it has been determined that a future project has the potential to impact a geologic formation with a high or moderate fossil sensitivity rating a Paleontological MMRP shall be implemented during construction grading activities.	
GEOLOGIC CONDITIONS		
The project could potentially result in significant direct impacts due to geologic conditions, including by being located in an area subject to geologic hazards, unstable geologic materials, or erosion.	<p>Geo-1: A project-specific geologic report shall be prepared during design of a proposed bikeway or other facility implemented under the BMP Update, to adequately assess the potential impacts due to geologic conditions. The report shall include the studies designated in Table F-1 of the City's Significance Determination Thresholds (City 2011) and defined in the City's Guidelines for Geotechnical Reports (City 2011). The report shall specify possible mitigation measures for potential impacts due to geologic hazards, unstable geologic materials, and/or erosion. Measures may include the following:</p> <ul style="list-style-type: none"> ▪ Faulting: Applying the most rigorous building codes governing seismic safety and structural design; allowing for setback; revising the alignment to avoid fault areas. ▪ Landslides and Slope Failure: Providing protective barriers such as drapes, nets, fences, barriers, and catchment; allowing for setbacks; grading to reduce slope angles; removing vulnerable deposits and replacing with compacted fill; providing stabilization; and providing signage on bikeways in areas of potential rock fall or unstable ground. ▪ Liquefaction: Conducting ground improvement (densification and hardening); providing appropriate structural (foundation) design; removing or treating liquefiable soils; modifying drainage to lower groundwater levels; providing for temporary or permanent dewatering; allowing for setbacks. ▪ Coastal Hazards: Similar measures as above for landslides and slope failure; developing evacuation procedures and routes and providing signage on bikeways in areas where tsunamis and seiches could result in damage. ▪ Erosion: Providing erosion control and drainage facilities as specified in City regulations. <p>Geo-2: Recommendations of the project-specific report shall be incorporated into the design of the feature(s) that could experience impacts due to geologic conditions.</p>	Less than significant (direct and cumulative)

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Section 1.0

INTRODUCTION



1.0 INTRODUCTION

1.1 PROJECT SCOPE

This Program Environmental Impact Report (Program EIR) analyzes the City of San Diego's proposed Bicycle Master Plan Update (BMP Update or proposed project) located within the City of San Diego (City). The BMP Update is an update to the City's 2002 Bicycle Master Plan (BMP). The bicycle network, projects, policies, and programs included in the BPM Update provide the City with a framework for improving bicycling through the BMP Update planning horizon of 2030.

The BMP Update serves as a policy document to guide the development and maintenance of the City's existing and planned bicycle network, including bikeways, support facilities, and programs over the next 20 years. This updated plan seeks to build upon the foundation established by the first San Diego BMP adopted in 2002. The BMP Update provides direction for expanding the existing bikeway network, connecting gaps, addressing constrained areas, improving intersections, providing for greater local and regional connectivity, and encouraging more residents to bicycle more often.

The BMP Update is consistent with and implements the Bicycle Section of the General Plan Mobility Element (City 2008a). The Mobility Element specifically identifies the BMP as the guiding document for implementation of the City's bicycle network. As stated in the Mobility Element:

Development, maintenance, and support of the bicycle network are guided by the City's Bicycle Master Plan (BMP). The BMP contains detailed policies, action items, and network maps, and addresses issues such as bikeway planning, community involvement, facility design, bikeway classifications, multi-modal integration, safety and education, and support facilities...The BMP is intended to provide a citywide perspective that is enhanced with more detailed community plan level recommendations and refinements. The BMP also identifies specific bicycling programs and addresses network implementation, maintenance and funding strategies.

Furthermore, Mobility Element Policy ME-F.1 states:

Implement the Bicycle Master Plan, which identifies existing and future needs, and provides specific recommendations for facilities and programs over the next 20 years.

- a. Update the plan periodically as required by Caltrans [California Department of Transportation], in a manner consistent with General Plan goals and policies.*
- b. Coordinate with other local jurisdictions, SANDAG [San Diego Association of Governments], schools, and community organizations to review and comment on bicycle issues of mutual concern.*
- c. Reference and refine the plan, as needed, in conjunction with community plan updates.*
- d. Improve connectivity of the multi-use trail network, for use by bicyclists and others as appropriate.*

Additional Mobility Element policies consistent with the BMP Update include identifying, funding and implementing bikeways that serve employment centers, village centers, schools, commercial districts, transit stations, and institutions, as well as developing a bikeway network that is continuous, closes gaps in the existing system, improves safety, and serves important destinations (ME-F.2); maintaining and improving the bicycle network (ME-F.3); providing long- and short-term bike parking (ME-F.4); increasing bike-transit trips (ME-F.5); and developing bicycle education and safety programs (ME-F.6).

Several other policies under other goal sections reference bicycling in San Diego. These include increasing bicycling to school programs as part of the development of safe pedestrian routes (ME-A.2); providing interconnected streets that provide bicycle access (ME-C.3); incorporating bicycle access with traffic calming measures (ME-C.5); implementing parking regulations that address bicycle parking (ME-G.2); working with SANDAG to increase regional bicycle project funding (ME-K.3); providing public education campaigns to increase drivers' awareness of bicyclists (ME-A.3); improving operations and maintenance on City streets and sidewalks to improve bicycle safety while improving overall circulation (ME-C.4); and including bicycle infrastructure projects and programs in transportation demand management (ME-E.6). These and other goals and policies were considered in the development of the BMP Update's overarching policy statements and in the recommendations.

A detailed description of the proposed project is contained in Section 3.0, *Project Description*.

1.2 PURPOSE AND LEGAL AUTHORITY

In accordance with the California Environmental Quality Act (CEQA) of 1970 (California Public Resources Code Section 21000 et seq.), if a Lead Agency determines that there is substantial evidence in light of the whole record that a project may have a significant effect on the environment, the agency must prepare an EIR (State CEQA Guidelines Section 15064[a][1]). The purpose of an EIR is to inform public agency decision makers and the general public of the potentially significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project (State CEQA Guidelines Section 15121(a)). This EIR is an informational document for use by the City, decision makers, and members of the general public to evaluate the environmental effects of the proposed project. This document complies with all criteria, standards, and procedures of CEQA and the State CEQA Guidelines (California Administrative Code 15000 et seq.) and the City's EIR Guidelines (December 2005). This document has been prepared as a Program EIR pursuant to Section 15168 of the State CEQA Guidelines, and it represents the independent judgment of the City as Lead Agency (State CEQA Guidelines Section 15050).

The public agency with the greatest responsibility for supervising or approving the project or the first public agency to make a discretionary decision to proceed with a proposed project should ordinarily act as the "Lead Agency" pursuant to State CEQA Guidelines Section 15051(b)(1). The City is the Lead Agency for the proposed project evaluated in this EIR.

This EIR is available for review by the public and public agencies for 45 days to provide comments "on the sufficiency of the document in identifying and analyzing the possible impacts on the

environment and ways in which the significant effects of the project might be avoided or mitigated” (State CEQA Guidelines Section 15204). The EIR and all supporting documents are available for review at the City of San Diego, Development Services Department, 1222 First Avenue, Fifth Floor, San Diego, 92101-4153, as well as at Citywide libraries.

The City, as Lead Agency, will consider the written comments received on the Draft EIR and at the public hearing in making its decision whether to certify the EIR as complete and in compliance with CEQA, and whether to approve or deny the proposed project, or take action on a project alternative. In the final review of the proposed project, environmental considerations, as well as economic and social factors, will be weighed to determine the most appropriate course of action. Subsequent to certification of the EIR, agencies with permitting authority over all or portions of the project may use the EIR to evaluate environmental effects of the project, as they pertain to the approval or denial of applicable permits.

Section 15381 of the State CEQA Guidelines defines Responsible Agencies as all public agencies, other than the Lead Agency, which have discretionary approval power over the project. Section 15386 of the State CEQA Guidelines defines a Trustee Agency as a state agency having jurisdiction by law over natural resources affected by a project, which are held in trust for the people of the State of California.

There are no known responsible agencies for this BMP Update and Program EIR. Responsible agencies that may be involved in future actions include the Regional Water Quality Control Board (RWQCB), the California Public Utilities Commission (CPUC), the California Coastal Commission (CCC), Caltrans, and the San Diego Association of Governments (SANDAG). Trustee agencies that may be involved in future actions include the California Department of Fish and Wildlife (CDFW), the California Lands Commission, the California Department of Parks and Recreation, and the University of California. Federal agencies that may have involvement in future actions include, but are not limited to, the United States (U.S.) Fish and Wildlife Service (USFWS) and the U.S. Army Corps of Engineers (ACOE).

1.3 PROGRAM EIR SCOPE

This Program EIR contains a programmatic level analysis of the proposed project described in Section 3.0, *Project Description*. Pursuant to State CEQA Guidelines Section 15168, a Program EIR is prepared on a series of actions that can be characterized as one large project and related either:

- Geographically,
- As logical parts in the chain of contemplated actions,
- In connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program, or
- As individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways.

The BMP Update project is a citywide comprehensive program that includes a series of actions that can be characterized as one large project and related by a plan (the BMP Update) to govern the conduct of a continuing program. Therefore, it meets the criteria outlined above for environmental review through a Program EIR.

As Lead Agency, the City prepared a Notice of Preparation (NOP), dated June 25, 2012, and distributed it to the public including all responsible and trustee agencies, members of the general public and governmental agencies, including the State Clearinghouse. Comment letters received on the NOP are in Appendix A of this EIR along with copies of the NOP, City of San Diego scoping letter, and NOP distribution list. In addition, a scoping meeting was held on July 9, 2012 to inform the public about the project and collect written comments. Input and comments received on the content of this EIR during the scoping meeting include (1) account for traffic within each City community; (2) consistency with the SANDAG Regional Bike Plan; (3) use of the Level of Service (LOS) metric for a bicycle program; (4) ensure signalized intersections are equipped for bicycle circulation; (5) provide mechanisms in the Program EIR to minimize subsequent CEQA documentation; and (6) evaluate existing non-standard design features for bicycle safety. Oral and written comments received by the City during the scoping process have been taken into consideration during preparation of this EIR.

The intent of the analysis in this Program EIR is to determine whether implementation of the BMP Update will have a significant effect on the environment. A significant effect on the environment is defined as a substantial adverse change in the physical conditions that exist in the area affected by the BMP Update. If a significant effect is identified, the Program EIR identifies measures or alternatives that would generally be considered to substantially reduce that effect.

The City identified potentially significant environmental impacts associated with the following issues:

- Biological Resources
- Historical Resources
- Transportation/Circulation
- Visual Quality/Neighborhood Character
- Paleontological Resources
- Geologic Conditions

As such, this Program EIR addresses in detail potential program impacts associated with these six issue areas in Section 5.0, *Environmental Impact Analysis*. The BMP Update Program EIR, in accordance with State CEQA Guidelines, outlines the environmental setting for the BMP Update and identifies potential environmental impacts, the significance of the potential impacts, and mitigation measures to avoid or reduce potentially significant adverse environmental impacts. It also addresses cumulative impacts, growth-inducing impacts, effects found not to be significant, irreversible environmental effects, and alternatives.

Project impacts with respect to the issues of Agricultural and Forest Resources, Air Quality, Energy, Greenhouse Gas Emissions, Human Health and Public Safety, Hydrology and Water Quality, Land Use, Mineral Resources, Noise, Population and Housing, Public Services and Facilities, Public Utilities, and Recreation have been determined to be less than significant, for the reasons described in Section 8.0, *Effects Found Not to be Significant*, of this EIR.

The environmental conditions evaluated as the baseline in this EIR are those that existed at the time the NOP was circulated.

1.4 SUMMARY OF REQUIRED APPROVALS

The adoption of the BMP Update requires that the San Diego City Council approve and certify the Program EIR through a noticed public hearing (a Process 5 decision). Prior to the City Council hearing, the process also requires that the Planning Commission hold a noticed public hearing. Based on the outcome of the hearing, the Planning Commission is required to forward a written recommendation to the City Council addressing the adoption of the BMP Update and certification of the Program EIR.

1.5 INTENDED USES OF THE PROGRAM EIR

1.5.1 Purpose of the Program EIR

The major purposes of this Program EIR are:

- To identify current and projected environmental conditions which may affect or be affected by the BMP Update;
- To disclose the potential environmental impacts of the BMP Update to the public and decision makers;
- To inform the public and to foster public participation in the planning process for the BMP Update;
- To identify a mitigation framework which could eliminate or reduce potentially significant environmental impacts of the BMP Update; and
- To evaluate alternatives that would reduce or avoid the proposed project's significant impacts.

1.5.2 Program EIR Review Process

The Program EIR process occurs in two basic stages. The first stage is the Draft Program EIR, which offers the public the opportunity to comment on the document, while the second stage is the Final Program EIR, which provides the basis for approving the proposed BMP Update. The Final Program EIR process will include preparation of responses to comments received during the public review period and modifications to the Draft Program EIR which are warranted based on public comment. The culmination of this process is the public hearing where the City Council will determine whether to certify the Final Program EIR as being complete in accordance with CEQA.

1.5.3 Subsequent Environmental Review

Environmental review for subsequent BMP Update activities within the BMP Update, such as implementation of specific bikeways and related support facilities, would occur in accordance with State CEQA Guidelines Section 15168. In accordance with State CEQA Guidelines Section 15168, the City would examine project-specific activities of the BMP Update based on

the Program EIR to determine if the scope of the project-specific activity is covered by the Program EIR and whether the Program EIR adequately addresses the potential environmental impacts associated with project-specific activity, or if subsequent CEQA documentation would be required.

It is anticipated that many bikeways implemented under the BMP Update, particularly those that would be within an existing paved roadway that would not require any roadway modifications, would be covered by this Program EIR and would not require additional CEQA review, since they would only require signage or pavement markings and would not necessitate other roadway modifications.

Pursuant to State CEQA Guidelines Section 15168(c), the certified Program EIR would satisfy CEQA requirements for subsequent BMP Update activities if the following conditions can be met:

- Pursuant to Section 15162, no new effects could occur or no new mitigation measures would be required (Section 15168(c)(2)); and
- All feasible mitigation measures or alternatives identified in the Program EIR will be incorporated (Section 15168(c)(3)).

Section 15162(a) of the State CEQA Guidelines allows a previous EIR to be used in approving a subsequent activity addressed in the previous EIR, as long as none of the following conditions apply:

- Substantial changes are proposed to the project which will require major revisions to the EIR due to the involvement of new significant impacts or a substantial increase in the severity of previously identified significant impacts (Section 15162(a)(1));
- Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions to the previous EIR due to the involvement of new significant impacts or a substantial increase in the severity of previously identified significant impacts (Section 15162(a)(2)); or
- New information of substantial importance is identified, which was not known and could not have been known with the exercise of reasonable due diligence at the time the ~~original~~ previous EIR was certified, and that information shows any of the following (Section 15162(a)(3)):
 - Project will have one or more significant effects not discussed in the original EIR (Section 15162(a)(3)(A));
 - Significant effects previously identified will be substantially more severe than identified in the previous EIR (Section 15162(a)(3)(B));
 - Mitigation measures or alternatives determined to be infeasible in the previous EIR would now in fact be feasible, and would substantially reduce one or more significant effects of the project, but ~~and~~ the applicant declines to implement them (Section 15162(a)(3)(C)); or
 - Mitigation measures or alternatives, which are considerably different from those identified in the previous EIR, would substantially reduce one or more significant

effects, ~~and~~ but the applicant declines to implement them (Section 15162(a)(3)(D)).

In accordance with State CEQA Guidelines Section 15168(c), the City would conduct a review of project-specific activities under the BMP Update, such as implementation of a specific bikeway and/or related support facilities. Subsequent project-specific activities would be examined in light of the Program EIR to determine whether the Program EIR adequately addresses the potential impacts associated with the subsequent activity or if preparation of additional environmental documentation would be required. Preparation of project-level technical studies may be required when certain conditions apply to project-specific activities under the BMP Update, as described in this Program EIR and Mitigation, Monitoring, and Reporting Program (MMRP). Any required project-specific technical studies would be used to determine whether such activity is within the scope of the Program EIR and whether the Program EIR adequately describes the activity for CEQA purposes.

Based on consideration of the City review and information contained in project-level technical studies required by the BMP Update Program EIR, the City would determine which of the following CEQA process scenarios would be appropriate for subsequent BMP Update activities.

CEQA Scenario 1: If the project-level documentation shows that the impacts associated with the subsequent BMP Update activity have been adequately addressed in the Program EIR and mitigation will be carried out, as defined in the Program EIR and MMRP, no further environmental review will be required, and the Program EIR will be used to satisfy CEQA review requirements for the subsequent BMP Update activity.

CEQA Scenario 2: If the project-level documentation shows that the subsequent BMP Update activity is not within the scope of the BMP Update Program EIR and impacts are not adequately addressed and/or adequate mitigation is not proposed, the City would prepare a tiered or new Negative Declaration, Mitigated Negative Declaration, or EIR, pursuant to State CEQA Guidelines Section 15168(c)(1) and CEQA Section 21094.

CEQA Scenario 3: If the project-level documentation shows that the subsequent BMP Update activity would require substantial modifications to the BMP Update Program EIR, the City would prepare a Subsequent EIR or a Supplement or Addendum to the certified Program EIR, pursuant to State CEQA Guidelines Sections 15168(c)(2), and ~~Section 15162, 15163, and 15164.~~

1.6 CONTENT AND ORGANIZATION OF THE PROGRAM EIR

The content and format of this Program EIR are in accordance with the most recent amendments to CEQA and the State CEQA Guidelines; it has been organized in the following manner:

- **Section ES, Executive Summary**, provides a summary of the Program EIR analysis, discussing the project description, the alternatives which would reduce or avoid significant impacts, and the conclusions of the environmental analysis. The conclusions focus on those impacts which have been determined to be significant but mitigated, as well as impacts considered significant and unmitigated, if applicable. Impacts and

mitigation measures are provided in tabular format. In addition, Section ES includes a discussion of areas of controversy known to the City, including those issues identified by other agencies and the public.

- **Section 1.0, Introduction**, provides a brief description of the proposed project, the purpose of the EIR, the scope of the EIR, and an explanation of the document format. In addition, this section presents the intended and required uses of the Program EIR, including a discussion of how the Program EIR may be used as the basis for subsequent approvals and/or subsequent environmental documents for subsequent bikeway projects that are part of the BMP Update, as appropriate.
- **Section 2.0, Environmental Setting**, provides an overview and physical characteristics of the project area, as well as the existing bicycle network within the City. The setting discussion also addresses the relevant planning documents and public facilities.
- **Section 3.0, Project Description**, provides a detailed description of the proposed project, including the goals and objectives of the project and proposed project features. In addition, a description of discretionary actions required for project approval and implementation is included.
- **Section 4.0, History of Project Changes**, chronicles the physical changes made to the project in response to environmental concerns raised during the City's review of the project.
- **Section 5.0, Environmental Impact Analysis**, constitutes the main body of the Program EIR and includes the detailed impact analysis for each environmental issue identified as having a potential for significant environmental effects. The level of analysis is programmatic, evaluating the types of impacts to be anticipated for various general categories of bicycle-related projects proposed in the BMP Update, since details of specific projects are not known at this time. The topics analyzed in this section include: Biological Resources, Historical Resources, Transportation/Circulation, Visual Quality/Neighborhood Character, Paleontological Resources, and Geologic Conditions. Under each topic, Section 5.0 includes a discussion of existing conditions, the City issue statements identified in the City's Scoping Letter (Appendix A), the thresholds identified for the determination of significant impacts, and an evaluation of the impacts associated with implementation of the project. Where the impact analysis identifies the potential for the project to have a significant impact on the environment, mitigation measures are identified. The Program EIR indicates whether the proposed mitigation measures would reduce impacts to below a level of significance.
- **Section 6.0, Cumulative Impacts**, addresses the cumulative impacts due to implementation of the proposed project. Per State CEQA Guidelines Section 15130(b)(1)(B), the cumulative analysis is based on a summary of projections contained in the City General Plan.

- **Section 7.0, Mitigation, Monitoring, and Reporting Program**, provides a stand-alone MMRP for each issue area with significant impacts; an assessment of projected effectiveness; and, to the extent possible at the program level, the City department responsible for the monitoring; the monitoring and reporting schedule; and the completion requirements.
- **Section 8.0, Effects Found Not to be Significant**, briefly discusses environmental issues determined not to have the potential for significant adverse impacts as a result of the proposed project. The areas with effects found not to be significant include: Agricultural and Forest Resources, Air Quality, Energy, Greenhouse Gas Emissions, Human Health and Public Safety, Hydrology and Water Quality, Land Use, Mineral Resources, Noise, Population and Housing, Public Services and Facilities, Public Utilities, and Recreation.
- **Section 9.0, Mandatory Discussion Areas**, addresses the three issue areas required by State CEQA Guidelines Section 15126 that are not discussed in other sections of the Program EIR. These are:
 - **Significant Environmental Effects Which Cannot be Avoided if the Proposed Project is Implemented**, which addresses significant unavoidable impacts of the project, including those that can be mitigated but not reduced to below a level of significance.
 - **Significant Irreversible Environmental Changes**, which addresses the significant irreversible environmental changes that would result from the project, including the use of nonrenewable resources.
 - **Growth Inducement**, which includes a discussion of the potential for the proposed project to foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment.
- **Section 10.0, Alternatives**, provides a description and evaluation of alternatives to the proposed project. This section addresses the mandatory “no project” alternative, as well as alternatives that would reduce or avoid the proposed project’s significant impacts. Due to the programmatic nature of the BMP Update, the impact analysis of the alternatives is qualitative, and the analysis of alternatives does not consider alternate locations of individual bikeways.

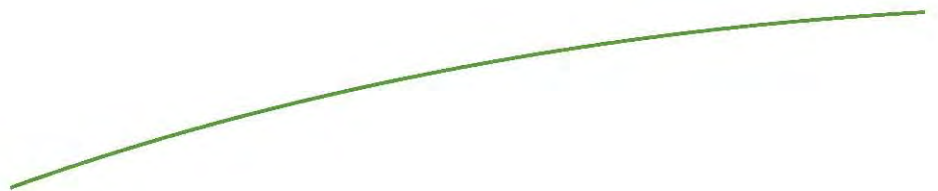
The Program EIR References; Individuals and Organizations Consulted; and Certification Page are provided in Sections 11.0, 12.0, and 13.0, respectively.

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Section 2.0

ENVIRONMENTAL SETTING



2.0 ENVIRONMENTAL SETTING

2.1 PROJECT AREA

The project area for the BMP Update includes the jurisdictional boundaries of the City of San Diego, which encompasses approximately 342.5 square miles, as depicted in Figure 2-1, *San Diego in the Regional Setting*. San Diego is the largest city in San Diego County in terms of both land area and population, and the metropolitan center of the San Diego region. The City's estimated population in 2010 was 1,301,617, making it the second largest city in California (SANDAG 2012). The estimated 2010 population of the San Diego region, including neighboring cities and unincorporated areas of San Diego County (County), was 3,095,313 (SANDAG 2012). The City is comprised of two non-contiguous areas, separated by the cities of Chula Vista and National City. The northern portion of the City is bordered by the Pacific Ocean on the west; the coastal cities of Del Mar and Solana Beach on the northwest; unincorporated areas of the County, and the cities of Escondido and Poway in the northern inland area; unincorporated areas of the County and the cities of Santee, El Cajon, La Mesa, Lemon Grove on the east; and National City on the south. The southern portion of the City is bordered by the cities of Imperial Beach and Coronado on the west; the City of Chula Vista on the north; unincorporated areas of the County on the east; and the international border with Mexico on the south. Several interstate and state highways traverse the City and provide access to other cities and communities within the region, including Interstate (I)-5, I-805, I-15, I-8, State Route (SR) 163, SR 56, SR 52, SR 94, SR 54, SR 125, and SR 905. There are also two ports of entry with Tijuana, Mexico within City limits.

The City has a large mix of land use types (Figure 2-2, *Existing (2010) Land Use*, with the greatest proportion (33 percent) of City land acreage being parks, open space, and recreation areas, according to SANDAG data (SANDAG 2012). Some of the largest open space and recreational areas exist in the form of regional parks and preserves, including Los Peñasquitos Canyon Preserve, Mission Trails Regional Park, and Torrey Pines State Reserve. As discussed in Section 2.3.6, the City places a high priority on the preservation of biological resources within its portion of the Multiple Species Conservation Program (MSCP) Preserve, the Multi-Habitat Planning Area (MHPA). Approximately 56,831 acres of habitat are designated as the City's portion of the MHPA, of which approximately 90 percent is to be preserved and the remaining 10 percent may be developed. Residential uses comprise the second largest use of land (24 percent) and range from low-density suburban to relatively dense multi-family and mixed-use development. Older urban neighborhoods, such as City Heights, Greater North Park, and Uptown, generally include medium and high density single family and multi-family residential, intermixed with commercial land uses. More recently developed Master Planned Suburban communities in the City, such as Rancho Bernardo, Mira Mesa, Carmel Valley, Otay Mesa, and Tierrasanta, include a mix of high, medium, and low density single family and multi-family residential and commercial land uses, although uses tend to be more segregated in these newer communities. The City also has a vibrant urban downtown core, which has undergone redevelopment with high-density residential, mixed-use, commercial, and office developments, as well as a ballpark.

Several areas of the City are focused on industrial/office/commercial land uses, including parts of Kearny Mesa, University City, Sorrento Valley, Otay Mesa, Mira Mesa, Rancho Bernardo, and other areas. The City is home to many military facilities, including Naval Base Point Loma, Marine Corps Air Station Miramar (MCAS), and the Marine Corps Recruit Depot. Three airports currently exist within the City, including San Diego International Airport/Lindbergh Field near downtown, Montgomery Field in Kearny Mesa, and Brown Field in Otay Mesa.

2.2 PHYSICAL CHARACTERISTICS

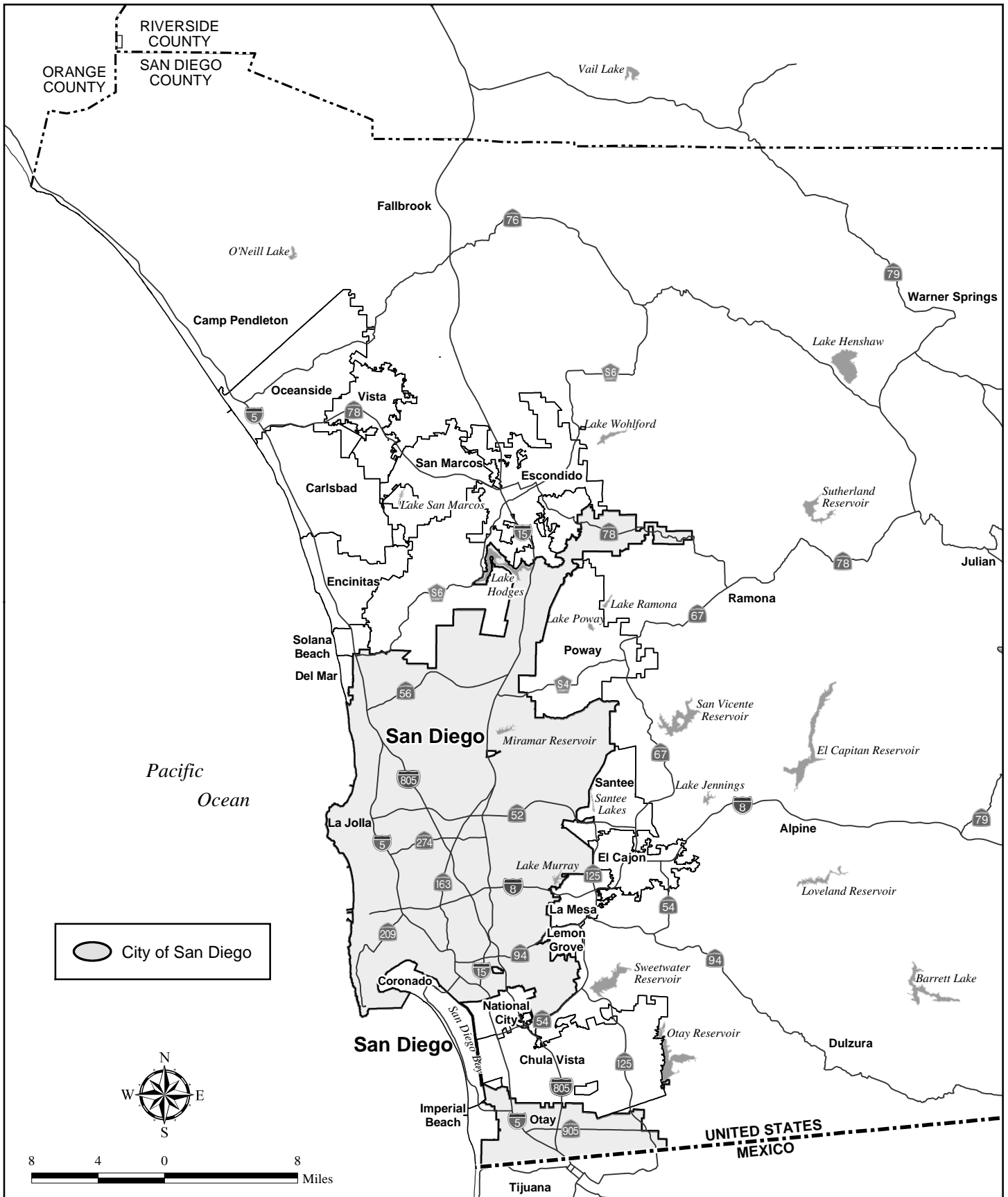
The City's location within San Diego County is mainly in the southwestern coastal plain. This coastal plain ranges in elevation from sea level to approximately 600 feet Above Mean Sea Level (AMSL) and varies from rolling terraces to steep cliffs along the coast line. The region's topography varies greatly, from beaches on the west to mountains and desert on the east. The coastal plain slopes gently upwards to the eastern foothills and has eroded into separate mesas. The coastal plain has been incised by numerous side canyons flowing into creeks and rivers that generally flow westward towards the coast. These east-west canyons include Alvarado Creek, Chollas Creek, Rose Canyon, Nestor Creek, San Diego River, Peñasquitos Creek, Otay River, and Tijuana River, among others.

Historically, three marine terraces have been designated as separating the coastal plain into three platform mesas with each terrace stepping up in elevation towards the inland foothills. The La Jolla Terrace was identified as closest to the coast at elevations of 50 to 70 feet AMSL. The Linda Vista Terrace was identified as being farther east at elevations of 300 to 500 feet AMSL. This was identified as the largest terrace containing such "mesa" communities as Mira Mesa, Kearny Mesa, and Clairemont Mesa. The majority of the third terrace, the Poway Terrace, was identified as having been eroded away and no longer a distinct landform. A flight of sixteen emergent marine terraces is now recognized in the coastal San Diego area. Surficial deposits obscure the step-like relief of most of the terraces. A few of the terraces are broad and underlie the mesas characteristic of coastal San Diego and communities such as Mira Mesa, Kearny Mesa, and Clairemont Mesa.

The climate within the City varies, especially comparing coastal to inland areas. In the beach communities, summer high temperatures average in the low 70s, while inland areas average in the mid- to upper 80s. Rainfall in the City averages only 10 inches per year (City 2008a).

The San Diego region is recognized as a major "hot spot" for biodiversity and sensitive species. The region contains several habitat types and plant and animal species that are considered to be sensitive by state and federal resource agencies, affected local jurisdictions, and conservation organizations. Many unique and endangered species are found only in the San Diego region. The great diversity of vegetation and wildlife in the project area is discussed in more detail in Section 5.1, *Biological Resources*.

Section 5.0, *Environmental Analysis*, provides additional information relating to the City's existing environmental setting/conditions pertaining to: Biological Resources, Historical Resources, Transportation/Circulation, Visual Quality and Neighborhood Character, Paleontological Resources, and Geologic Conditions. For each of these environmental issue

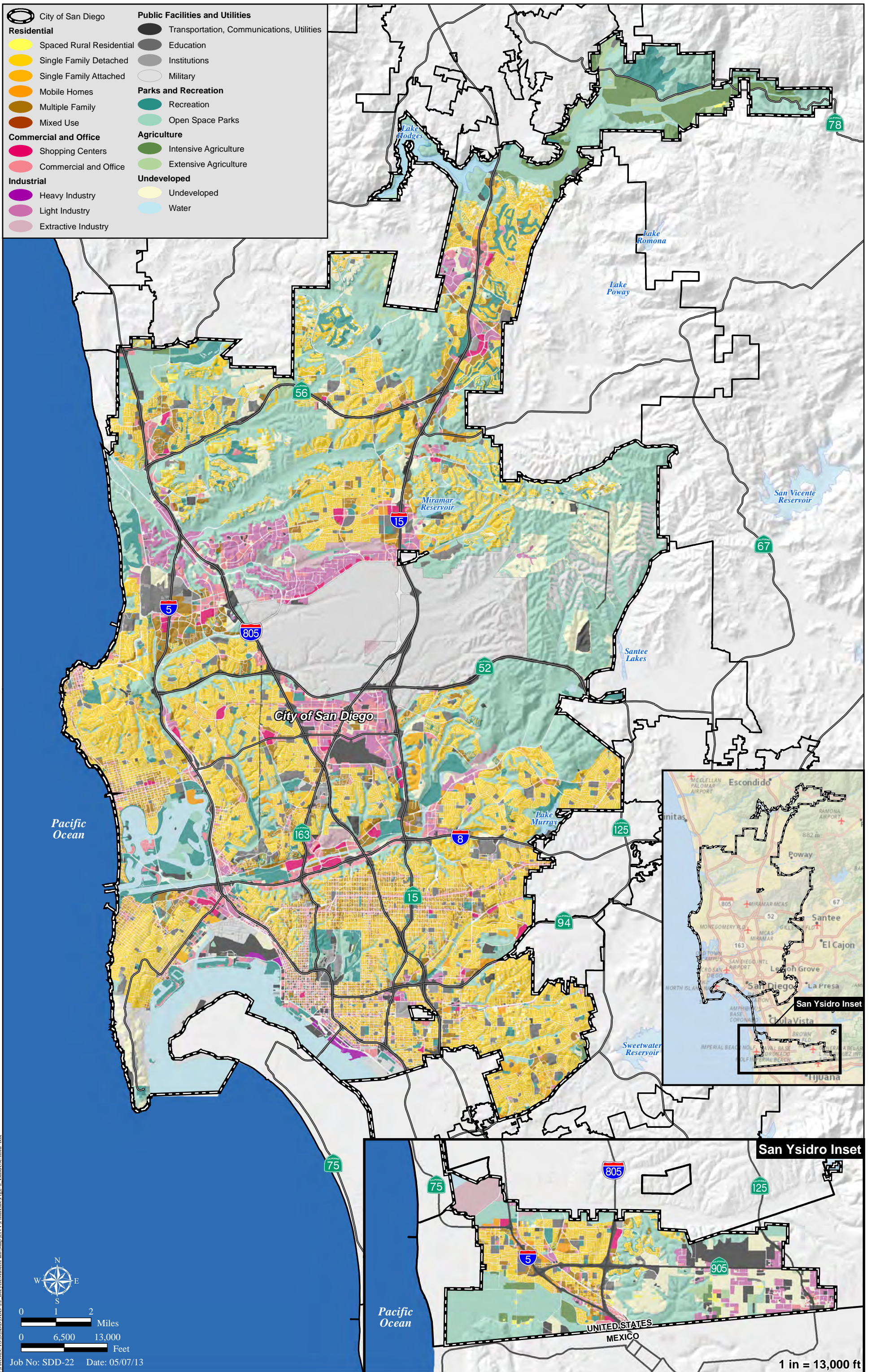


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San Diego in the Regional Setting

CITY OF SAN DIEGO BICYCLE MASTER PLAN UPDATE

Figure 2-1



Existing (2010) Land Use
 Figure 2-2

Source: SANDAG

areas, the existing conditions of the project area are described in the first section of the respective section. Additionally, existing conditions of the project area pertaining to the environmental issues of Agricultural and Forest Resources, Air Quality, Energy, Greenhouse Gas Emissions, Human Health and Public Safety, Hydrology and Water Quality, Land Use, Mineral Resources, Noise, Population and Housing, Public Services and Facilities, Public Utilities, and Recreation are described in Section 8.0, *Effects Found Not to be Significant*.

The existing environmental conditions described in this section, Section 5.0, and Section 8.0, as of the June 25, 2012 NOP date, constitute the baseline condition against which environmental impacts are analyzed in this Program EIR.

2.3 PLANNING CONTEXT/REGULATORY SETTING

The following planning documents are applicable to the BMP Update:

- City of San Diego General Plan (General Plan);
- City of San Diego Community Plans;
- City of San Diego Park/Preserve Plans;
- City of San Diego Local Coastal Programs (LCP);
- City of San Diego Land Development Code, including Historical Resources Regulations and Environmentally Sensitive Lands (ESL) Regulations;
- City of San Diego Multiple Species Conservation Program (MSCP) Subarea Plan;
- California State Implementation Plan (SIP);
- Water Quality Control Plan for the San Diego Basin (Basin Plan);
- SANDAG 2050 Regional Transportation Plan (RTP); and
- SANDAG San Diego Regional Bicycle Plan.

These applicable planning documents are summarized below.

2.3.1 City of San Diego General Plan

The City approved an updated General Plan in March 2008. The General Plan is a comprehensive, long-term document that sets out a long-range vision and policy framework for how the City could grow and develop, provide public services, and maintain the qualities that define San Diego. The General Plan is comprised of a Strategic Framework section and ten elements covering planning issues such as housing, transportation, and conservation (City 2008a).

The General Plan lays the foundation for the more specific community plans which rely heavily on the goals, guidelines, standards, and recommendations within the General Plan. Environmental goals and recommendations from the General Plan are referenced in this Program EIR where applicable.

As noted in Section 1.0, *Introduction*, the BMP Update is consistent with and implements the Bicycle Section of the General Plan Mobility Element (City 2008a). The Mobility Element identifies the BMP as the guiding document for implementation of the City's bicycle network.

2.3.2 City of San Diego Community Plans

San Diego is divided into 56 Community Planning Areas; these communities have developed over distinct time periods and have unique physical, community, and design characteristics that distinguish each of them. Community Planning Groups in each community provide the City with input on planning issues, and each group works with City staff to develop and adopt a Community Plan that is used as a tool for guiding development and public facilities within its respective planning area boundary. The bicycle recommendations presented in the BMP Update take into consideration existing facilities, future bicycle facilities desired by each community, and also the recommendations set forth in the San Diego Regional Bicycle Plan. The goals and objectives of the Community Plans that are related to the proposed BMP Update are generally those associated with transportation and bicycle circulation, conservation, visual quality, urban design, historical preservation, and parks and recreation. Where community plans provide site-specific guidance related to bikeway paths and facilities, the community plan takes precedence. In cases where site-specific guidance is absent in a community plan, the BMP Update will take precedence so long as proposed improvements are not inconsistent with the goals and policies of the community plan.

2.3.3 City of San Diego Park/Preserve Plans

A number of areas of the City are governed by park or preserve plans, whose goals and objectives primarily relate to preserving natural and historical resources, and providing recreational opportunities, often including bicycle facilities. The following plans may be affected by, or relevant to, the implementation of the BMP Update:

- Balboa Park Master Plan;
- Balboa Park Master Plan Amendment;
- Balboa Park Central Mesa Precise Plan;
- Balboa Park East Mesa Precise Plan;
- Balboa Park Inspiration Point Precise Plan;
- Famosa Slough Enhancement Plan;
- First San Diego River Natural Resource Management Plan;
- Los Peñasquitos Canyon Preserve Master Plan;
- Los Peñasquitos Canyon Preserve – Natural Resource Management Plan;
- Marian Bear Memorial Park Natural Resource Management Plan;
- Mission Bay Park Master Plan Update and Design Guidelines;
- Mission Bay Park Natural Resource Management Plan;
- Mission Trails Regional Park Master Development Plan;
- Otay Valley Regional Park Concept Plan;
- San Diego River Park Master Plan;
- San Dieguito River Regional Park;
- Sunset Cliffs Natural Park Master Plan;
- Tecolote Canyon Natural Park Master Plan; and
- Torrey Pines City Park General Development Plan.

Several proposed bicycle facilities would be located in areas governed by these plans.

2.3.4 City of San Diego Local Coastal Programs

The City's LCP governs the decisions that determine the short- and long-term conservation and use of the City's coastal resources within the Coastal Zone. The LCP consists of two components: the Land Use Plan (LUP) and the implementing ordinances found in the zoning and land development sections of the Land Development Code. The City has elected to divide its coastal zone jurisdictions into twelve segments. Thus, there are 12 LCPs that make up the City's overall LCP. Policies and recommendations that make up the various LCPs are included and incorporated into the community plans and/or other planning documents for the segment areas, as appropriate. The following LCPs and associated community and other planning documents may be affected by, or relevant to, the implementation of the BMP Update:

- North City LUP;
- La Jolla/La Jolla Shores LUP;
- Pacific Beach LUP;
- Mission Beach LCP;
- Mission Bay LCP;
- Ocean Beach LCP;
- Peninsula LUP;
- Centre City/Pacific Highway Corridor (PHC) LUP;
- Barrio Logan/Harbor 101 LCP;
- Otay Mesa/Nestor LCP;
- Tijuana River Valley LCP; and
- Border Highlands LUP.

All of these LCPs have been certified by the CCC; thus, the City is the governing agency for issuance of Coastal Development Permits (CDPs). However, there are some "areas of suspended certification" within various coastal zone segments that await resolution by the Commission. Within these suspended certification areas, the CCC is the governing agency for the issuance of CDPs.

Several bicycle routes would be located within the Coastal Zone, and could require a CDP from the City or the CCC.

2.3.5 City of San Diego Land Development Code

Chapters 11-15 of the City's Municipal Code are referred to as the Land Development Code. These chapters contain the City's planning, zoning, subdivision, and building regulations, including the Historical Resources Regulations and the ESL Regulations.

Historical Resources Regulations

The purpose of the Historical Resources Regulations (Land Development Code Section 143.0200) is to "protect, preserve, and, where damaged, restore the historical resources of San Diego, which

include historical buildings, historical structures or historical objects, important archaeological sites, historical districts, historical landscapes, and traditional cultural properties.”

Minor alteration of a designated historic resource may be permitted if it would not adversely affect the special character or special historical, architectural, archaeological or cultural value of the resource and would be consistent with the Secretary of the Interior’s Standards for Rehabilitation (Rehabilitation Standards) and Illustrated Guidelines for Rehabilitating Historic Buildings (Guidelines). A Construction Permit is required for any development on a premise that has historical resources on a site that would not adversely affect the historical resources and is consistent with one or more of the exemption criteria outlined in the regulations. A Site Development Permit (SDP) and a Neighborhood Development Permit (NDP) would be required for certain development proposals, potentially including bikeways, which do not qualify for an exemption in accordance with the regulations.

Important archaeological sites generally are to be conserved, except in cases when impacts are necessary to achieve a reasonable development area, with up to 25 percent encroachment into any important archaeological site allowed. Any encroachment into important archaeological sites is required to include measures to mitigate for the partial loss of the resource as a condition of approval. The mitigation is required to include preservation through avoidance of the remaining portion of the important archaeological site, and implementation of a research design and data recovery program that recovers the scientific value of the portion of the site that would be impacted. If a proposed development cannot, to the maximum extent feasible, comply with the Historical Resources Regulations, a deviation may be granted subject to the decision-maker making findings in accordance with Section 126.0504 of the Land Development Code.

Environmentally Sensitive Lands Regulations

The purpose of the ESL Regulations (Land Development Code, Section 143.0130) is to “protect, preserve and, where damaged, restore the environmentally sensitive lands of San Diego and the viability of the species supported by those lands.” The ESL Regulations serve to implement the MSCP by placing priority on the preservation of biological resources within the City’s portion of the MSCP Preserve, the MHPA. The ESL Regulations are discussed in more detail in Section 5.1, *Biological Resources*.

2.3.6 Multiple Species Conservation Program Subarea Plan

The MSCP is a comprehensive biological habitat conservation planning program developed by the City in coordination with state and federal resource agencies. A goal of the MSCP is to preserve a network of habitat and open space, protecting biodiversity. Local jurisdictions, including the City, implement their portions of the MSCP through subarea plans. The City has adopted Biology Guidelines that, together with the ESL Regulations and MSCP Subarea Plan, are used to evaluate project-related biological impacts and required mitigation. The MHPA includes approximately 56,831 acres of habitat, of which approximately 90 percent is to be preserved and the remaining 10 percent may be developed. The MSCP is discussed in more detail in Section 5.1, *Biological Resources*.

2.3.7 Water Quality Control Plan for the San Diego Basin

The RWQCB adopted a Basin Plan that recognizes and reflects regional differences in existing water quality, the beneficial uses of the region’s ground and surface waters, and local water quality conditions and problems. The San Diego Basin Plan (Basin Plan; RWQCB 1994) establishes beneficial uses and water quality objectives for surface and groundwater resources. Beneficial uses are defined in the Basin Plan as “the uses of water necessary for the survival or well-being of man, plus plants and wildlife.” Water quality objectives are identified as “the limits or levels of water quality constituents or characteristics which are established for the reasonable protection of beneficial uses.” The project area covers seven major watersheds, which all ultimately drain to the Pacific Ocean; these are the San Dieguito, Los Peñasquitos, San Diego, Pueblo, Sweetwater, Otay and Tijuana Hydrologic Units (HU). The Basin Plan identifies numerous existing beneficial uses for the City’s watersheds. Water quality objectives include both narrative requirements (which can encompass qualitative and quantitative standards) and specific numeric objectives for applicable constituents.

2.3.8 2050 Regional Transportation Plan (RTP)

The 2050 San Diego RTP, approved by SANDAG in October 2011 (SANDAG 2011), is the adopted long-range transportation planning document for the San Diego region. The plan covers public policies, strategies and investments to maintain, manage, and improve the regional transportation system through 2050. The 2050 RTP is the current transportation component of the Regional Comprehensive Plan (RCP; SANDAG 2004). The RCP establishes a vision for transportation in the region, including a transportation system that makes walking, biking, and using transit more convenient and desirable options. The 2050 RTP and its associated Sustainable Communities Strategy (SCS) focus on land use, sustainability, social equity, financial strategies, public health, system development, system management, demand management, public involvement, and reduction of greenhouse gas emissions to 1990 levels by 2020. The 2050 RTP outlines projects for transit, rail and bus services, express or managed lanes, highways, local streets, bicycling, and walking. The result is expected to be an integrated, multimodal transportation system by mid-century.

2.3.9 San Diego Regional Bicycle Plan

SANDAG’s San Diego Regional Bicycle Plan, adopted in 2010, was developed as a complementary document to the 2030 RTP, the regional transportation planning document that preceded the current 2050 RTP. The Regional Bicycle Plan proposes a unified bicycle network for the San Diego region by 2050, providing bikeway connections to activity centers, transit facilities, and regional trail systems in addition to bicycle education, marketing/awareness campaigns, encouragement, enforcement, and monitoring and evaluation programs. A large percentage of the proposed regional bikeway network is within the jurisdiction of the City. The BMP Update’s proposed bicycle network and related features take into consideration the recommendations set forth in the San Diego Regional Bicycle Plan, as well as existing facilities and future bicycle facilities desired by each community.

2.4 EXISTING BICYCLE NETWORK

As of 2010, the City has an existing bicycle network of approximately 511 miles of bicycle facilities, comprised of Bike Paths, Bike Lanes, Bike Routes, and freeway shoulder where Caltrans permits bicycle use. Class I Bike Paths consist of off-street paved right-of-way for exclusive use by bicyclists, pedestrians, and those using non-motorized modes of travel; Class II Bike Lanes are one-way facilities on either side of a roadway designated for exclusive or preferential bicycle travel with striping and signage; and Class III Bike Routes use signage to provide shared use with motor vehicle traffic within the same travel lane. These categories of bicycle facilities are defined in greater detail in Section 3.0, *Project Description*. Table 2-1, *Mileage of Existing City Bicycle Facilities by Classification*, summarizes existing bikeways in the City by facility classification.

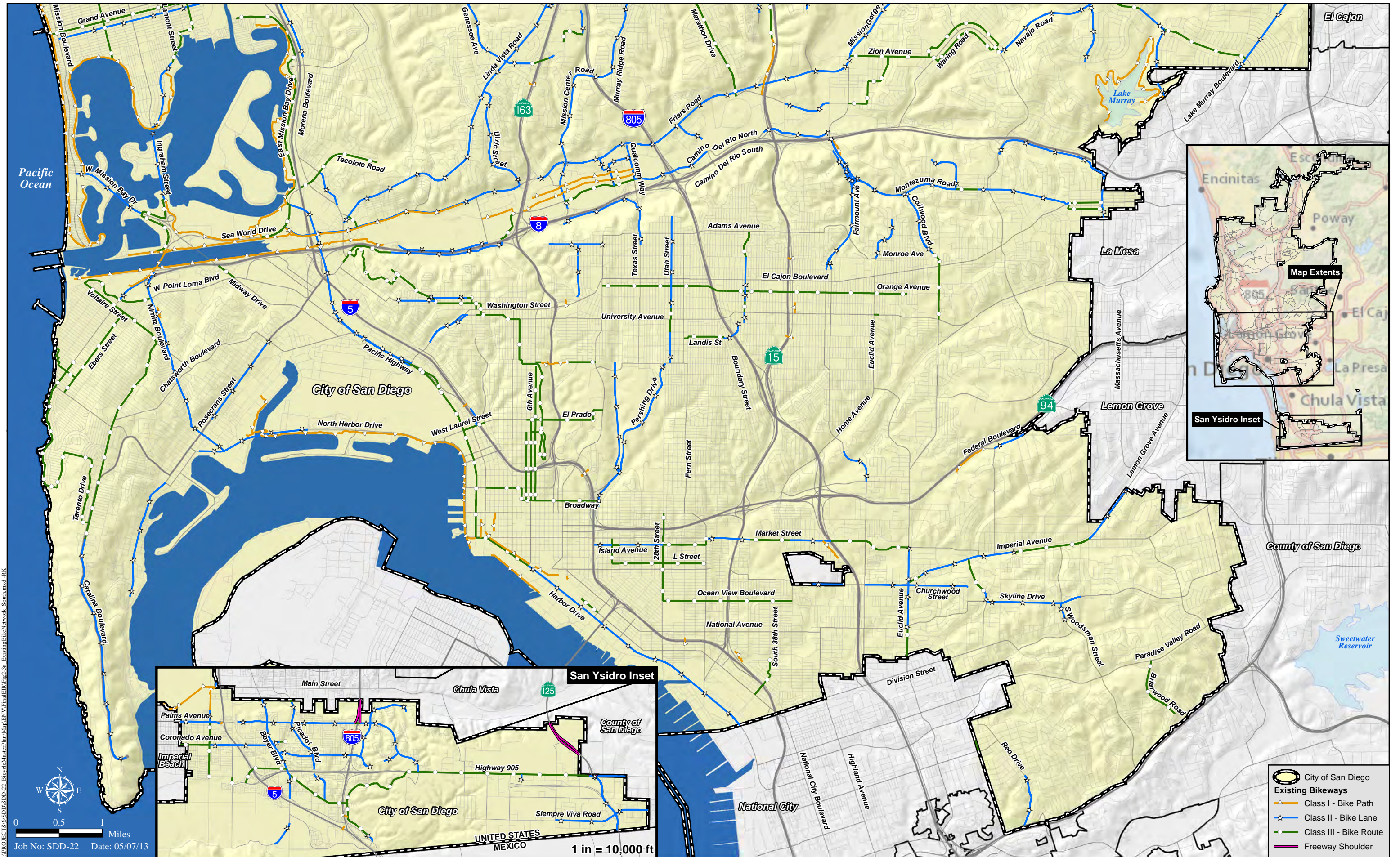
Table 2-1 MILEAGE OF EXISTING CITY BICYCLE FACILITIES BY CLASSIFICATION	
Facility Classification	Miles
Class I Bike Paths	72.3
Class II Bike Lanes	309.4
Class III Bike Routes	112.9
Freeway Shoulder	16.1
Total – All Classifications	510.7

Source: City of San Diego BMP Update 2013

Figures 2-3a, 2-3b and 2-3c, *Existing Bicycle Network*, show the existing network of bikeways within the City. Many Class 1 Bike Paths are located in the communities of Mission Valley, Mission Bay Park, and along the beachfronts in Pacific Beach and Mission Beach. Other Bike Paths of significant length can be found in Carmel Valley, Rancho Peñasquitos, Mira Mesa, Rose Canyon, near the San Diego International Airport, and in the Mission Trails Park. Many Class I Bike Paths provide critical links between communities that would otherwise be inaccessible to bicyclists, such as the Rose Canyon and Murphy Canyon paths. These paths are the only convenient bicycle facilities in areas generally accessed by freeways.

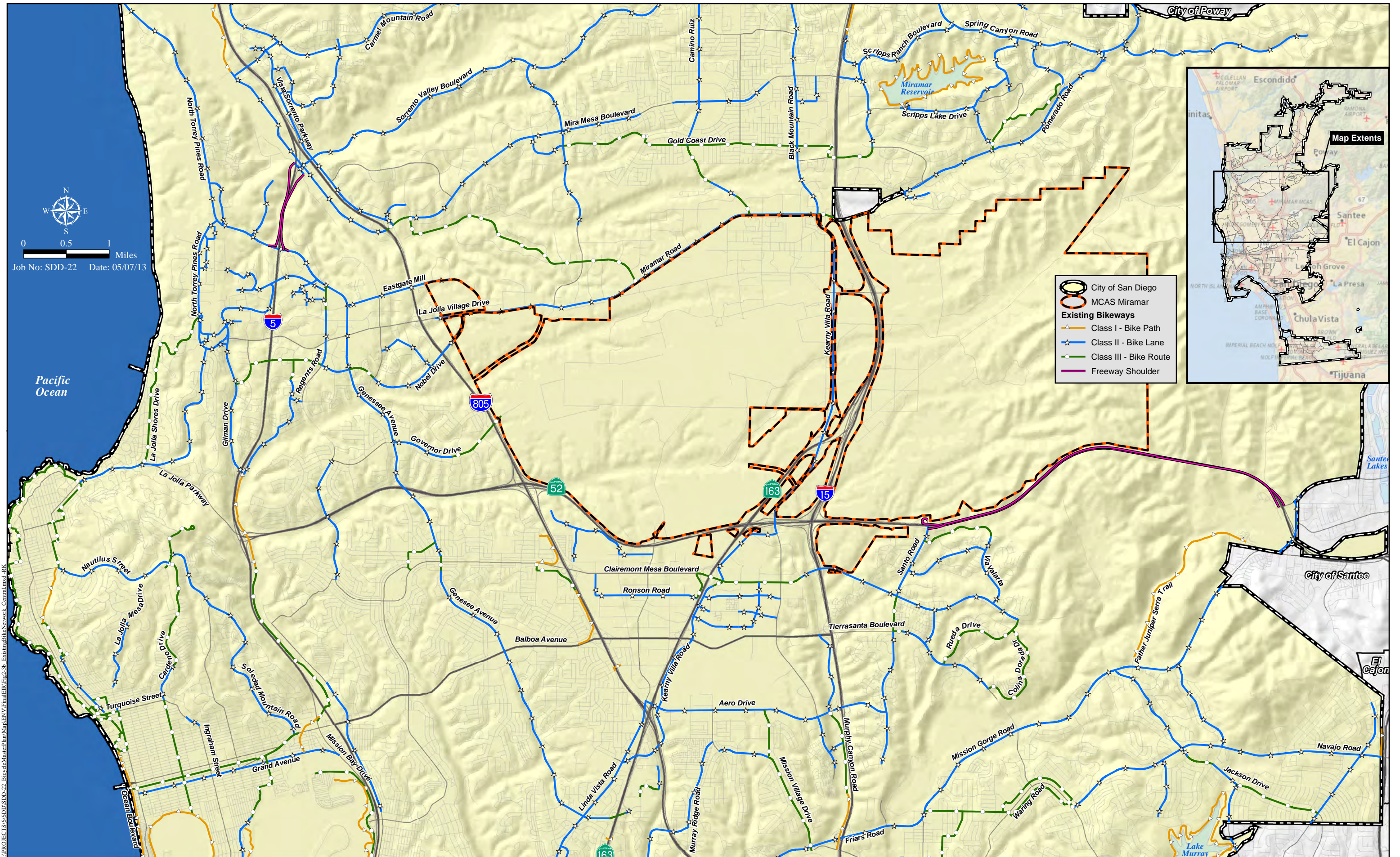
Table 2-1 shows that most bikeways in the City are Class II Bike Lanes. Most of the Bike Lane facilities are located in areas of the City developed within the past 30 years and include the communities of Rancho Bernardo, Rancho Peñasquitos, Sabre Springs, Mira Mesa, University City, Carmel Valley, and Tierrasanta. Some important north-south Class II Bike Lanes of significant length include Torrey Pines Road, Genesee Avenue, Linda Vista Road, Kearny Villa Road, Black Mountain Road, and Harbor Drive. Some significant east-west Class II Bike Lanes include Aero Drive, Friars Road, Mission Gorge Road, and Carmel Mountain Road.

Class III Bike Routes are located along circulation element roadways as well as along quiet neighborhood streets. Bike Routes are located along such roadways as Miramar Road, Rancho Peñasquitos Boulevard, Pacific Highway, 4th Avenue, 5th Avenue, 6th Avenue, Camino Ruiz,



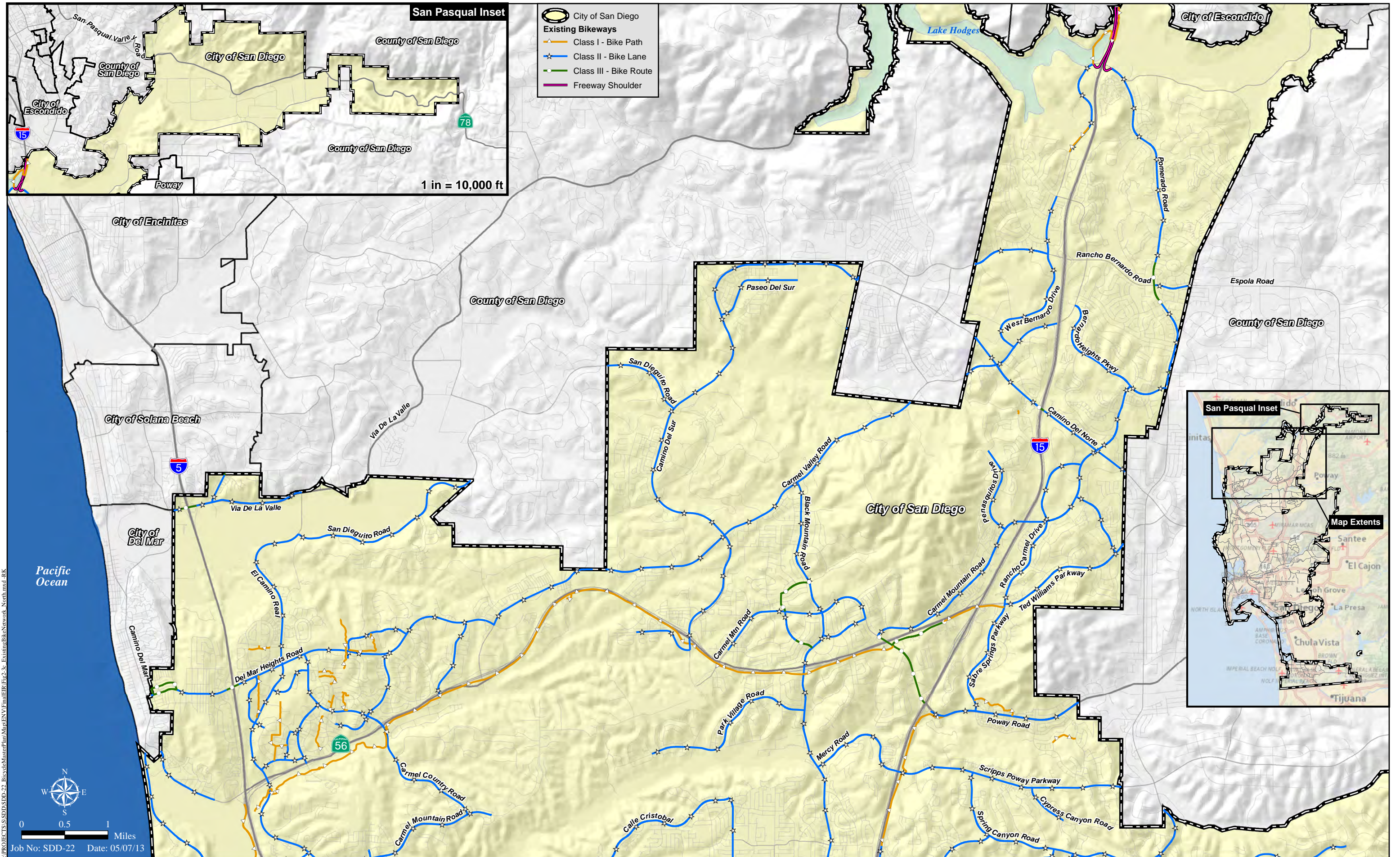
Existing Bicycle Network (South)
Figure 2-3a

Source: City of San Diego and SANDAG



Existing Bicycle Network (Central)
 Figure 2-3b (Revised)

Source: City of San Diego



Existing Bicycle Network (North)
 Figure 2-3c

Source: City of San Diego

Saturn Boulevard and Del Sol Boulevard. Neighborhood Bike Routes are located along roadways such as Orange Avenue in City Heights, Gold Coast Drive in Mira Mesa, Fort Stockton Drive in Mission Hills, Hornblend Avenue in Pacific Beach, L Street near Golden Hill, and Iris Avenue in Otay Mesa-Nestor.

Caltrans permits bicyclists to ride on freeway shoulders along the following five sections of the freeway system within San Diego:

- I-5 between Sorrento Valley Road and Genesee Avenue;
- I-15 between Via Rancho Parkway in Escondido and West Bernardo Drive/Pomerado Road;
- SR-52 between Santo Road and Mast Boulevard in Santee;
- I-805 between Palm Avenue and Main Street in Chula Vista; and
- SR-125 between Birch Road in Chula Vista and Otay Mesa Road.

These freeway bikeway links are in areas where there is no viable alternative for bicycle travel. There is no signage along City streets informing bicyclists of the availability of the freeway routes.

In addition to bikeways, the City currently provides various types of bicycle support facilities, such as bike racks and bike lockers. Bike racks are relatively low-cost devices that accommodate visitors, customers, messengers, and others expected to depart within two hours; they typically hold between two and eight bicycles, are secured to the ground, and are located in highly visible areas. Bicyclists can manually secure their bicycles with their own bike lock. Bike racks are usually located at schools and colleges, commercial locations, and activity centers such as parks, libraries, retail locations, and civic centers. The City's standard bike rack is a blue inverted-U rack, which can be found in commercial areas and activity centers throughout the city. The City does not have a current inventory of existing bicycle racks.

Bike lockers are used to accommodate long-term parking needs for those expecting to park their bikes for more than two hours, such as employees, students, residents, and transit commuters. SANDAG provides secure, weather-protected bike locker facilities throughout the City and County. As of 2009, there were 25 bicycle locker locations throughout the City, primarily at San Diego Trolley stations. These facilities contain 126 lockers and space for the storage of 251 bicycles.

In addition to parking accommodations, many local employers, colleges, and universities provide shower and clothing locker facilities that may be used by bicyclists at the end of their trips to work or school, thus encouraging bicycling as a commute option. Such facilities are called end-of-trip facilities. No City-owned facilities offer such amenities, but the City has adopted an ordinance requiring showers and clothing lockers to be provided within developments of a certain size (Municipal Code Sections 142.0530 and 142.0560).

2.5 PUBLIC FACILITIES AND SERVICES

2.5.1 Fire Protection and Emergency Medical Services

The City's Fire-Rescue Department provides fire protection and emergency medical services within the City and participates in mutual aid services with nearby jurisdictions. Currently, there are 47 fire stations located throughout the City to provide emergency service coverage for all communities, as well as nine permanent lifeguard stations.

The National Fire Protection Association 1710 Standard for the Organization and Deployment of Fire Suppression Operations is used as the "best practice" for determining appropriate initial response of fire suppression resources. This standard requires the initial response (four firefighters) within five minutes, 90 percent of the time, and a full effective fire force (15 firefighters) within nine minutes, 90 percent of the time. The Fire-Rescue Department includes one paramedic on each engine or truck at all times; therefore, response times from stations for trucks and engines are the same for emergency response personnel. The City's ambulance standard is 12 minutes (City 2008a).

The City's varied topography presents considerable demands on Fire-Rescue services and can also affect response times. For additional support, the City relies on numerous Automatic Aid Agreements with jurisdictions adjoining the City. These agreements assure that the closest engine company responds to a given incident regardless of which jurisdiction they represent. Mutual Aid agreements with county, state, and federal government agencies further allow the City, and any other participating agency, to request additional resources depending on the complexity and needs of a given incident.

2.5.2 Police Protection Services

Police protection is provided by the City's Police Department, including patrol, traffic, investigative, records, laboratory, and support services. The City works toward accomplishing its police and public safety goals by embracing the neighborhood policing philosophy and practice. Until the 1980s, the City provided police services primarily from a centralized facility. In the 1970s, the City conducted studies that evaluated the benefits of decentralizing police functions. As a result, it was determined that several area stations throughout the City would provide improved service to individual communities. To accomplish this, the City implemented a 20-year facilities plan that resulted in the constructed of new area police stations and facilities. Currently, the City has 10 police stations and 12 community relations storefronts.

The demographics for the City and needs and technologies employed by the City in providing police services have changed since the last studies were conducted in the 1970s. Advances in laboratory services, information technology, and specialized units have presented a facilities challenge due to limited available space. Several of the area stations built during the 1980s are crowded and in need of improvements.

Unlike the Fire-Rescue Department in which fire units typically respond from stations, police units typically respond to calls while on patrol. The Police Department currently utilizes a five-level

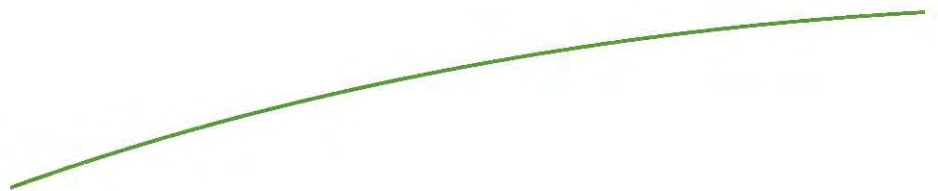
priority dispatch system, which includes Priority E (Emergency), One, Two, Three, and Four (lowest priority). Emergency calls include situations where officers or other persons have been injured. Priority One calls include crimes in progress, such as burglary. Priority Two calls include vandalism and property crimes. Priority Three crimes include calls after a crime such as a burglary has been committed, and noise calls (loud music and dogs barking). Priority Four calls include nuisance calls, such as children playing in the street, or lost and found reports. The Department's goal response times are 7 minutes for Priority E, 12 minutes for Priority One, 30 minutes for Priority Two, and 90 minutes for Priority Three and Four calls. The City-wide average response times for 2011 were 6.4 minutes for Priority E, 11.6 minutes for Priority One, 24.1 minutes for Priority Two, 63.9 minutes for Priority Three, and 68.1 minutes for Priority Four calls (City 2012b).

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Section 3.0

PROJECT DESCRIPTION



3.0 PROJECT DESCRIPTION

3.1 BACKGROUND

The proposed project is the update of the City's 2002 BMP. The 2002 BMP is a policy document that addressed issues such as bikeway planning, community involvement, facility design, bikeway classifications, utilization of existing resources, multi-modal integration, safety and education, support facilities, implementation, maintenance and funding strategies. It had four goals: (1) to promote bicycle transportation, making bicycle travel an integral part of daily life in San Diego, particularly for trips of less than five miles; (2) to increase bicycle transportation by aiming for a 10 percent bicycling mode share of all utilitarian trips by 2020; (3) to improve the local and regional bikeway network with an integrated system of bicycle lanes, routes and paths and support facilities; and (4) to increase the benefits of bicycling by implementing a network of bicycle facilities that would reduce vehicle use, improve air quality, and provide health benefits.

The City is updating the 2002 BMP to provide a renewed bicycle plan for the City and a framework for making cycling a more practical and convenient transportation option for a wide variety of San Diegans with different riding purposes and skill-levels. The BMP update evaluates and builds on the 2002 BMP so that it reflects changes in bicycle user needs and changes to the City's bicycle network and overall infrastructure. The City began the process of updating its 2002 BMP in 2008, in compliance with the requirements of the State of California's Bicycle Transportation Account (BTA). The BTA is an annual program providing state funds for city and county projects that improve safety and convenience for bicycle commuters. Local agencies first establish eligibility by preparing and adopting a Bicycle Transportation Plan that is subsequently approved by the local agency's Regional Transportation Planning Agency. Among the activities funded by the BTA are new bikeways, secure bicycle parking, installation of traffic control devices to improve the safety and efficiency of bicycle travel, and improvement and maintenance of bikeways, which are all elements of the City's BMP Update.

The purpose of the BMP Update is to serve as a policy document to guide the development and maintenance of San Diego's bicycle network. The BMP Update builds on the City's 2002 BMP, presenting a renewed vision that is closely aligned with the City's 2008 General Plan. The BMP Update provides direction for expanding the existing bikeway network, connecting gaps, providing for improved local and regional connectivity, and encouraging bicycling as a transportation mode.

The BMP Update provides recommended improvements consisting of bikeway network facilities, intersection and other spot improvements (e.g. bicycle-sensitive signal detectors and modification of traffic signal placement), and bicycle support facilities. These recommendations are based on an extensive needs analysis, identifying current bicycling demand and barriers in San Diego and estimating potential future demand and benefits that could be realized through implementation of the BMP Update. The needs assessment considered bicycle demand modeling, public input, a bicycle safety and collision analysis, commute patterns, trip reduction and potential air quality benefits.

The BMP Update includes a bicycle network with related bicycle projects, policies, and programs. These components are described in detail in Section 3.4, *Project Features*.

3.2 PROJECT GOALS AND OBJECTIVES

The primary goals and objectives of the proposed project include:

- Provide a framework to guide the implementation of an expanded bicycle network within the City to promote bicycling as a transportation mode;
- Provide improved local and regional bicycle connectivity to transit centers, employment centers, shopping districts, parks, and other local amenities;
- Provide a safe and comprehensive local and regional bikeway network; and
- Supplement the City's General Plan Mobility Element with policies focused on enhancing bicycling as a viable transportation mode in the City.

3.3 KEY POLICIES

These goals are supported by ~~twelve~~ key policies that will help bicycling become a more viable transportation mode for trips of less than five miles, to connect to transit and for recreation. These ~~12~~ key policies are listed below (with the respective Mobility Element policy numbers shown in parentheses).

1. Implement the BMP, which identifies existing and future needs, and provides specific recommendations for facilities and programs over the next 20 years. (ME-F.1)
2. Identify and implement a network of bikeways that are feasible, fundable, and serve bicyclists' needs, especially for travel to employment centers, village centers, schools, commercial districts, transit stations, and institutions. (ME-F.2)
3. Maintain and improve the quality, operation, and integrity of the bikeway network and roadways regularly used by bicyclists. (ME-F.3)
4. Provide safe, convenient, and adequate short- and long-term bicycle parking facilities and other bicycle amenities for employment, retail, multifamily housing, schools and colleges, and transit facility uses. (ME-F.4)
5. Increase the number of bicycle-to-transit trips by coordinating with transit agencies to provide safe routes to transit stops and stations, to provide secure bicycle parking facilities, and to accommodate bicycles on transit vehicles. (ME-F.5)
6. Develop and implement public education programs promoting bicycling and bicycle safety. (ME-F.6)
7. Increase government enforcement of bicyclists' equal right to use public roadways. (ME-F.6)

8. Identify the general location and extent of streets, sidewalks, trails, and other transportation facilities and services needed to enhance mobility in community plans. (ME-C.1)
- ~~7.9.~~ Design an interconnected street network within and between communities, which includes pedestrian and bicycle access, while minimizing landform and community character impacts. (ME-C.3)
10. Improve operations and maintenance on city streets and sidewalks. (ME-C.4)
- ~~8.11.~~ Implement best practices for multi-modal quality/level of service analysis guidelines to evaluate potential transportation improvements from a multi-modal perspective in order to determine optimal improvements that balance the needs of all users of the right of way (Mobility Element, Policy ME-C.9).
- ~~9.12.~~ Require new development to have site designs and on-site amenities that support alternative modes of transportation. Emphasize pedestrian and bicycle-friendly design, accessibility to transit, and provision of amenities that are supportive and conducive to implementing TDM [Transportation Demand Management] strategies such as car sharing vehicles and parking spaces, bike lockers, preferred rideshare parking, showers and lockers, on-site food service, and child care, where appropriate. (ME-E.6)
- ~~10.13.~~ Implement innovative and up-to-date parking regulations that address the vehicular and bicycle parking needs generated by development. (ME-G.2)
- ~~11.14.~~ Work with SANDAG to increase the share of regional funding (over the 2030 RTP levels) allocated to pedestrian, bicycle, and transportation systems management projects. (ME-K.3).

The BMP Update augments the City 2008 General Plan Mobility Element policies above with additional policies to further enhance the state of bicycling in San Diego. Most of the policies are from the 2002 BMP. Policies that could result in physical changes include the following Mobility Element sub-policies:

- 2a. Develop a bikeway network that is continuous, closes gaps in the existing system, improves safety, and serves important destinations.
- 3e. Consider use of shared lane markings, also known as "Sharrows" to provide guidance to bicyclists and motorists on roadways that are too narrow for Class II Bike Lanes.
- 4c. Provide high volume bicycle parking facilities where demand is high.
- 5a. Include bikeways as part of future light-rail or Bus Rapid Transit corridors with exclusive right-of-way.
- 8f. Support connections to regional multi-use trails such as the Bayshore Bikeway, the Coastal Rail Trail, and the San Diego River Trail.
- 9bi. Undertake routine maintenance of bikeway facilities, such as sweeping streets, bike lanes, and paths. This will include paint and striping, signage, pavement surface

maintenance, tree trimming, and other facets of maintaining the operational integrity of the bikeway network.

3.4 PROJECT FEATURES

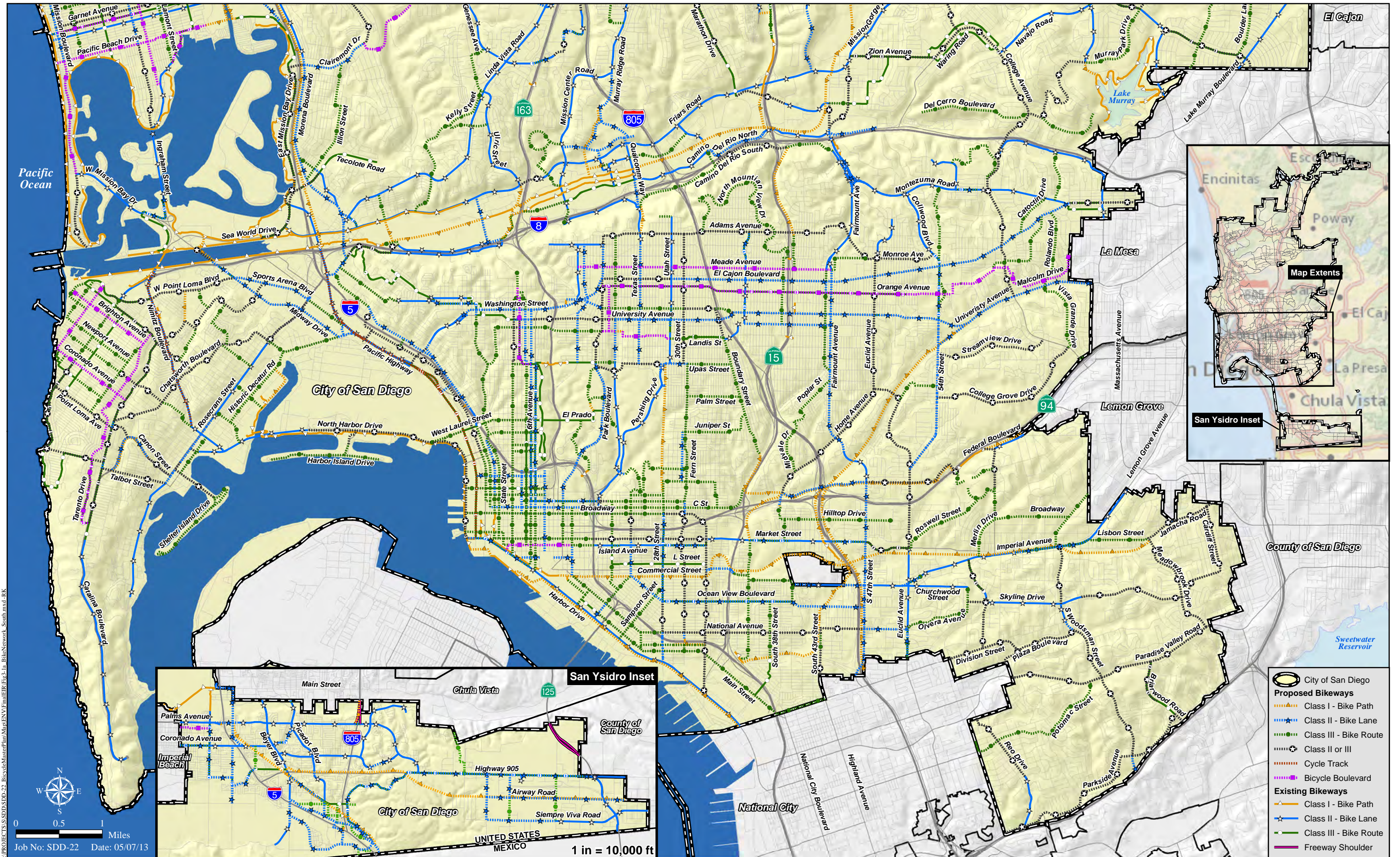
The project proposes the following project features, which are described in detail below:

- Bikeways;
- Bike Parking and End-of-Trip Facilities;
- Bicycle Signal Detection;
- Signage and Striping;
- Multi-Modal Connections; and
- Other Bikeway-related Improvements.

3.4.1 Bikeways

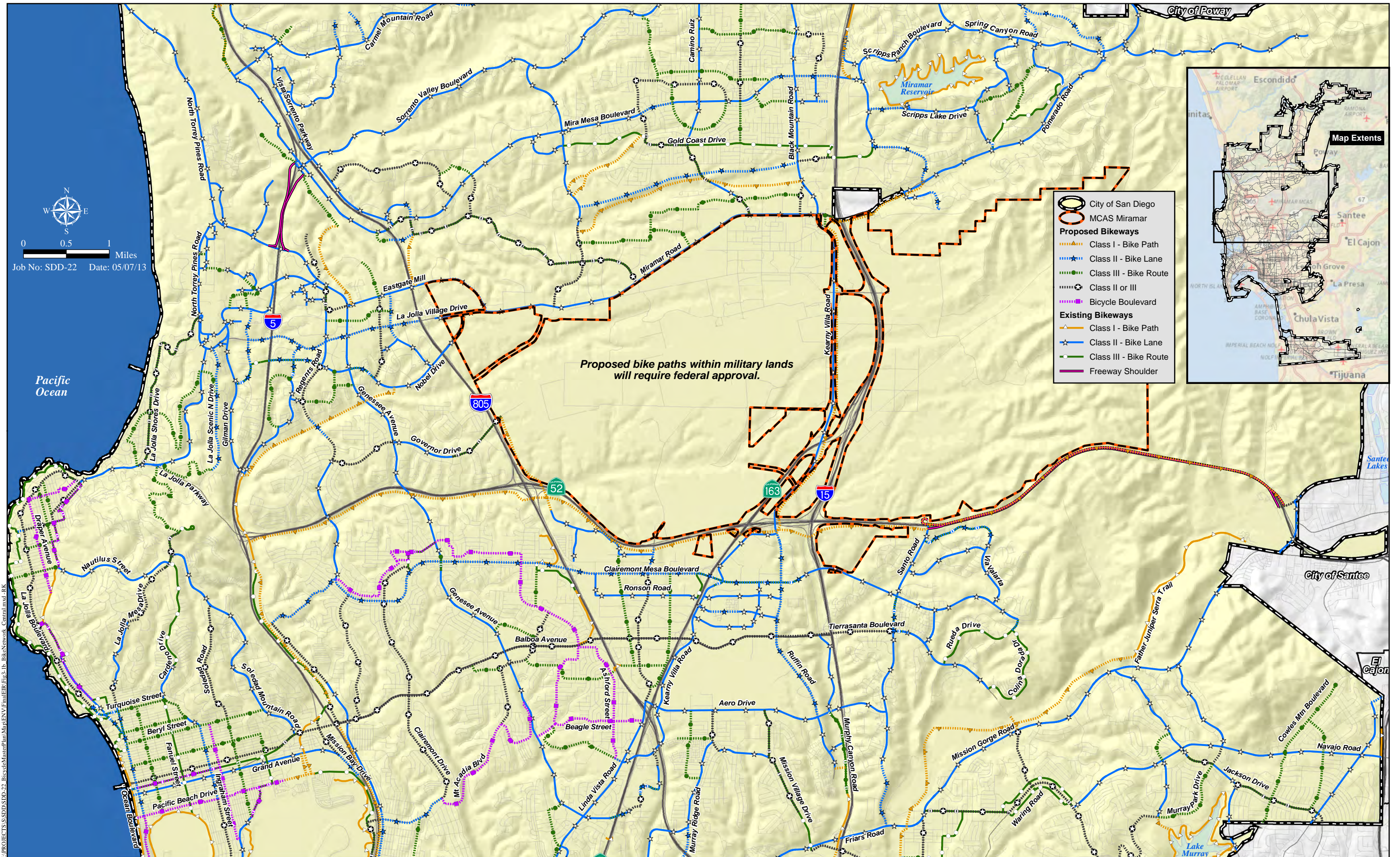
The proposed bikeway network in the BMP Update was developed to complement and connect with the network identified in the 2002 BMP, the 2006 San Diego Downtown Community Plan, and the San Diego Regional Bicycle Plan (SANDAG 2010b). The proposed bicycle network includes three classes of bikeways, including Bike Paths, Bike Lanes, and Bike Routes (as noted previously in Section 2.4 and as defined in the Caltrans Highway Design Manual [2012b]). Additionally, two other categories of bikeways are proposed, including Bicycle Boulevards and Cycle Tracks (these are not currently classified in the Caltrans Highway Design Manual). The proposed categories of bikeways are defined and illustrated in Table 3-1, *Proposed Bikeways*. The City may consider modified bikeway design to better enhance user experience.

The proposed network in the BMP Update was developed by: (1) combining existing facilities with those recommended in the above planning documents; (2) adding network components identified via demand analysis conducted for the BMP Update; (3) refining the network to improve connectivity within the City and beyond; and (4) further refining with input from the community, including representatives of bicycling organizations, community planning groups, Centre City Development Corporation, San Diego State University, University of California San Diego, Metropolitan Transit System, SANDAG, Caltrans, City staff, and the general public. The resulting proposed network is shown in Figures 3-1a, *Proposed Bicycle Network (South)*, 3-1b, *Proposed Bicycle Network (Central)*, and 3-1c, *Proposed Bicycle Network (North)*, and summarized in Table 3-2, *Proposed San Diego Bicycle Network*.



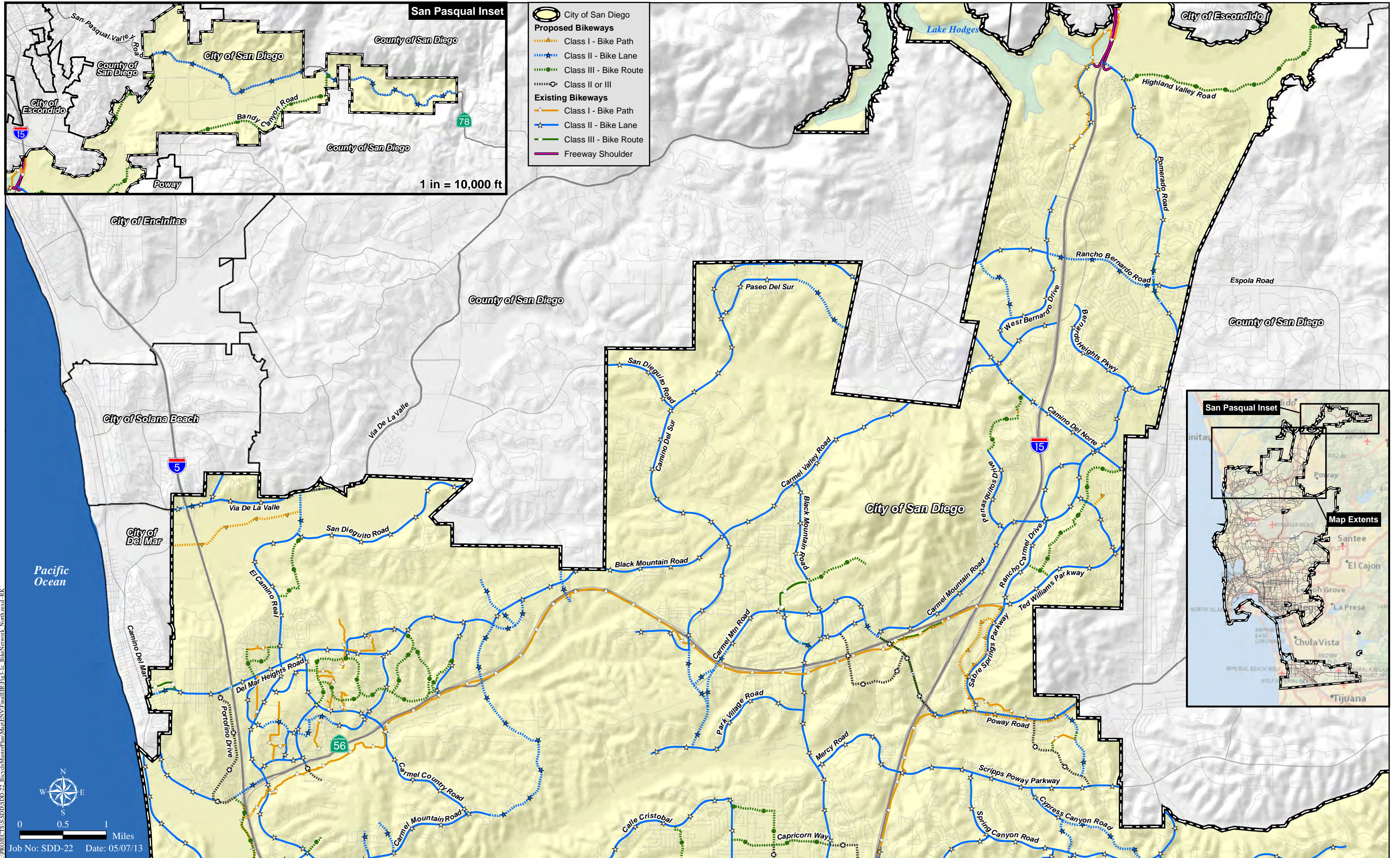
Proposed Bicycle Network (South)
Figure 3-1a

Source: City of San Diego and SANDAG



Proposed Bicycle Network (Central)
Figure 3-1b (Revised)

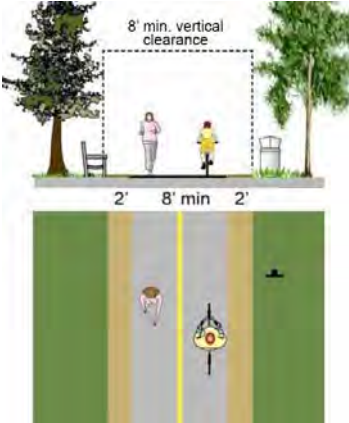


Source: City of San Diego



Proposed Bicycle Network (North)
Figure 3-1c

Source: City of San Diego

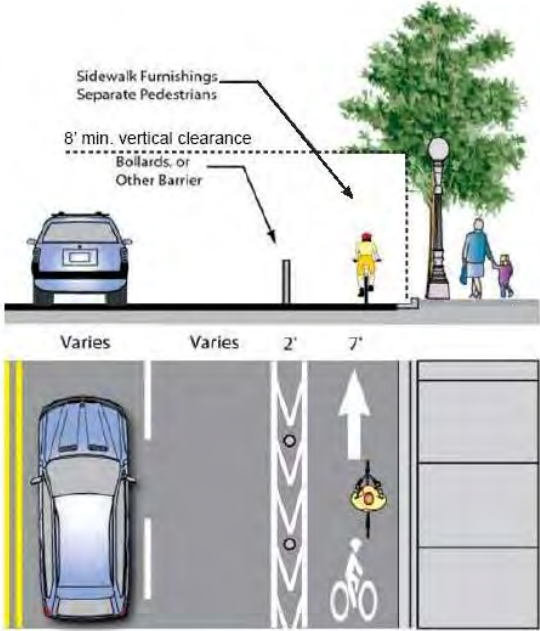
**Table 3-1
PROPOSED BIKEWAYS**

Class Description	Example Graphic
<p>Class I – Bike Path: Bike paths, also termed shared-use or multi-use paths, are paved right-of-way for exclusive use by bicyclists, pedestrians, and those using non-motorized modes of travel. They are physically separated from vehicular traffic and can be constructed in roadway right-of-way or exclusive right-of-way. Bike paths provide critical connections in the city where roadways are absent or are not conducive to bicycle travel.</p>	 <p>The diagram illustrates a Class I Bike Path. It shows a cross-section of a paved path that is 8 feet wide, with a 2-foot buffer zone on each side. Above the path, a dashed line indicates a minimum vertical clearance of 8 feet. A person is walking on the left side of the path, and a cyclist is riding on the right side. Below the cross-section, a top-down view shows the path's placement within a roadway, with a car on the left and a green area on the right.</p>
<p>Class II – Bike Lane: Bike lanes are defined by pavement striping and signage used to allocate a portion of a roadway for exclusive or preferential bicycle travel. Bike lanes are one-way facilities on either side of a roadway. Whenever possible, Bike lanes should be enhanced with treatments that improve safety and connectivity by addressing site-specific issues, such as additional warning or wayfinding signage.</p>	 <p>The diagram illustrates a Class II Bike Lane. It shows a cross-section of a roadway with a 5-foot wide bike lane. A car is shown in the adjacent travel lane. Above the bike lane, a dashed line indicates a minimum vertical clearance of 14 feet 6 inches. An R81 Bike Lane Sign is shown on the right side of the bike lane. Below the cross-section, a top-down view shows the bike lane's placement within a roadway, with a car on the left and a green area on the right.</p>
<p>Class III – Bike Route: Bike routes provide shared use with motor vehicle traffic within the same travel lane. Designated by signs, Bike Routes provide continuity to other bike facilities or designate preferred routes through corridors with high demand. Whenever possible, Bike routes should be enhanced with treatments that improve safety and connectivity, such as the use of “Sharrows” or shared lane markings to delineate that the road is a shared-use facility.</p>	 <p>The diagram illustrates a Class III Bike Route. It shows a cross-section of a roadway with a 14-foot preferred minimum width for the bike route. A car is shown in the adjacent travel lane. Above the bike route, a dashed line indicates a minimum vertical clearance of 14 feet 6 inches. A D11-1 Bike Route Sign is shown on the right side of the bike route. Below the cross-section, a top-down view shows the bike route's placement within a roadway, with a car on the left and a green area on the right.</p>

**Table 3-1 (cont.)
PROPOSED BIKEWAYS**

Bikeway Description	Example Graphic
<p>Bicycle Boulevard: Bicycle boulevards are local roads or residential streets that have been enhanced with traffic calming and other treatments to facilitate safe and convenient bicycle travel. Bicycle boulevards accommodate bicyclists and motorists in the same travel lanes, without specific vehicle or bicycle lane delineation. These roadway designations prioritize bicycle travel above vehicular travel. The treatments which create a Bicycle Boulevard heighten motorists' awareness of bicyclists and slow vehicle traffic, making the boulevard more conducive to safe bicycle and pedestrian activity. Bicycle Boulevard treatments include signage, pavement markings, intersection treatments, and traffic calming measures and can also include traffic diversions. Bicycle boulevards are not defined as bikeways by Caltrans Highway Design Manual; however, the basic design features of Bicycle Boulevards comply with Caltrans standards.</p>	

**Table 3-1 (cont.)
PROPOSED BIKEWAYS**

Bikeway Description	Example Graphic
<p>Cycle Track: A Cycle Track is a hybrid type bicycle facility that combines the experience of a separated path with the on-street infrastructure of a conventional Bike Lane. Cycle tracks are bikeways located in roadway right-of-way but separated from vehicle lanes by physical barriers or buffers. Cycle tracks provide for one-way bicycle travel in each direction adjacent to vehicular travel lanes and are exclusively for bicycle use. Cycle tracks are not recognized by Caltrans Highway Design Manual as a bikeway facility. A Cycle track is proposed as a pilot project along a 7.6-mile segment of the San Diego bikeway network. To provide bicyclists with the option of riding outside of the Cycle Track to position themselves for a left or right turn, parallel bikeways should be added adjacent to Cycle Track facilities whenever feasible.</p>	 <p>The diagram illustrates the components of a Cycle Track. On the left, a car lane is shown with a width of 'Varies'. To its right is a 'Cycle Track' separated by 'Bollards or Other Barrier' with a width of '2\''. Further right is a 'Bike Lane' with a width of '7\''. To the right of the bike lane is a sidewalk with 'Sidewalk Furnishings' and 'Separate Pedestrians'. A tree and a pedestrian are shown on the sidewalk. A vertical clearance of '8\' min.' is indicated above the Cycle Track. Below the diagram, a top-down view shows a car lane, a Cycle Track with bollards, a bike lane with a white arrow and a bicycle symbol, and a sidewalk.</p>

Source: BMP Update, Tables 3-1 and 3-2

**Table 3-2
PROPOSED SAN DIEGO BICYCLE NETWORK**

Facility Type	Miles of Existing Facility	Miles of Proposed Unbuilt Facility	Total Miles of Facility
Class I – Bike Path	72.3	94.1	166.4
Class II – Bike Lane	309.4	140.6	450.0
Class III – Bike Route	112.9	171.2	284.1
Class II or III ¹	NA	143.4	143.4
Freeway Shoulder ²	16.1	0	16.1 ²
Bicycle Boulevard	0	39.4	39.4
Cycle Track	0	6.6	6.6
TOTAL	510.7	595.3	1,089.9

¹ It is undetermined at this point whether 143.4 miles of proposed bikeways would be Class II or Class III bikeways.

² Facility not included in the total miles summary because it is anticipated that freeway shoulder bikeways will not be needed when the network is completed.

NA = not applicable

Source: BMP Update 2013

There are approximately 511 miles of existing facilities, the majority of which are Class II Bike Lanes. The proposed bicycle network includes an additional 595 miles of bicycle facilities, for a future network totaling approximately 1,090 miles (not including approximately 16 miles of existing freeway shoulder bikeway facilities that are not anticipated to be needed when the proposed network is completed).

For purposes of analysis in this Program EIR, proposed bikeways¹ are grouped into three categories:

- Off-street Bikeways;
- On-street Bikeways With Widening; and
- On-street Bikeways Without Widening.

Off-street Bikeways are not associated with a roadway carrying motorized vehicle traffic. They would be constructed within their own right-of-way outside of a roadway “footprint.” On-street Bikeways would provide bicycle facilities in association with a roadway carrying motorized vehicle traffic. This may only involve the addition of bikeway signage, striping, and related improvements without the need for roadway modifications outside of the existing roadway “footprint.” Such bikeways are grouped together for analysis as On-street Bikeways Without Widening. On-street Bikeways requiring roadway modifications beyond the existing roadway “footprint” are referred to as On-street Bikeways With Widening.

Class I Bike Paths could fall into any of these categories. Some Class I Bike Paths occur within the roadway, but are separated by a barrier; others constitute a bicycle “trail” through parks, preserves or other less-developed areas. Class II Bike Lanes, Class III Bike Routes, Bicycle Boulevards, and Cycle Tracks may fall into either of the On-street Bikeway categories, depending on whether or not they would require widening of the existing roadway.

The BMP Update identifies and briefly describes 40 priority bicycle projects that are part of the proposed bikeway network. They were prioritized based on key indicators of demand, deficiencies (such as bicycle facility gaps or frequency of bicycle crashes), and implementation factors (such as project readiness, public right-of-way impacts, project cost, parking impacts, and other considerations). These projects total ~~65.53~~ miles of bikeways of various types located throughout the City, with segments as far south as San Ysidro Boulevard and as far north as Mira Mesa Boulevard. The BMP Update notes that the list of priority projects may change over time due to changing bicycle patterns, implementation opportunities and constraints, ~~and~~ the development of other transportation system facilities, updated collision data, bike counts, population density, and funding availability. In addition to the high priority projects, implementing valuable network connections for transit rich dense communities such as Mid-City and San Ysidro are also a priority for the City of San Diego. Consistent with the purpose, scope, and intended uses of this Program EIR described in Section 1.0, *Introduction*, this Program EIR does not address these priority bicycle projects at a project-specific level. Additional CEQA analysis and documentation may be required in the future to implement these projects.

¹ “Bikeway,” as used in this document, refers to Bike Paths, Bike Lanes, and Bike Routes (as s-defined in the Caltrans Highway Design Manual [2012b]), as well as Bicycle Boulevards and Cycle Tracks (that are not currently classified in the Highway Design Manual).

3.4.2 Bike Parking and End-of-Trip Facilities

Bike parking and end-of-trip facilities are essential components of a bicycle system. Facilities such as bike racks, bike lockers, corrals, and showers and lockers for employees, further improve convenience for bicyclists and encourage bicycle use. These types of proposed facilities are described below.

Bike Parking Facilities

Bicyclists need secure, well-located bicycle parking to support nearly all utilitarian and many recreational bicycle trips; lack of parking can be a major obstacle to using a bicycle. A robust bicycle parking program is one of the most important strategies that jurisdictions can apply to enhance the bicycling environment. The addition of bicycle parking facilities can improve the bicycling environment and increase the visibility of bicycling in a relatively short time. Additional parking facilities are proposed in new and existing commercial, retail, and employment areas. Bicycle parking recommendations include the City's standard inverted-U bike racks, lockers, high-capacity bike parking such as corrals, and a bike station. Some of these recommendations would be implemented by the City as the lead agency, and other recommendations, such as bike locker retrofits and upgrades, may be undertaken by SANDAG and require coordination with the City. Figure 3-2, *Types of Bicycle Parking Facilities*, presents examples of different types of bicycle parking facilities.

Bike Racks. Bike racks are primarily used to accommodate visitors, customers, messengers, and others expected to depart within two hours. Bicycle racks provide support for the bicycle but do not include a locking mechanism as a part of the structure, although bicyclists can manually secure their bicycles with their own bike lock. Racks are relatively low-cost devices that typically hold between two and eight bicycles, are secured to the ground, and are located in highly visible areas, including schools, commercial locations, parks, libraries, retail locations, and civic centers. ~~The City installs new bike racks by public request with grant funding from SANDAG. When a bike rack request is received, the City conducts a site analysis of the requested location and, if eligible, places the location on an "unfunded requests list." When funds are available, racks are installed in the order in which the requests were received.~~

The BMP Update proposes that the City expand their bicycle rack program to include maintenance of an inventory of bike parking and implementation of a schedule for installing bicycle parking based on proximity to land uses that attract bicycle trips, including transit hubs and activity centers. The City has an existing ordinance that requires bicycle parking in new commercial developments (Municipal Code Sections 142.0525, 142.0530, and 142.0560), and the BMP Update proposes that the City include bicycle storage standards in the *City of San Diego Standard Drawings* or *City of San Diego Landscape Technical Manual* for implementation at major employment centers, schools, transit centers, park-and-ride lots, bus routes, shopping centers, stadiums, and public and semi-public recreational areas.

Bike Lockers. Bike lockers are used to accommodate long-term parking needs in a secure, weather-protected manner and location, for those expecting to park their bikes for more than two

hours, such as employees, students, residents, and transit commuters. Lockers can be controlled with traditional key systems or through subscription locker programs, like “e-lockers”, which allow even greater flexibility. Instead of restricting access for each patron to a single locker, subscribers can gain access to all lockers within a system, controlled by magnetic access cards. These programs typically have fewer administrative costs because they simplify or eliminate key management and locker assignment. ~~Currently, SANDAG’s is working toward integrating the~~ Compass Card to enables access to bike lockers facilities throughout the City and County. As of 2009, there were 25 bicycle locker locations throughout the city, primarily at San Diego Trolley stations, providing 126 lockers and space for the storage of 251 bicycles. As noted above, the BMP Update proposes that the City develop new bicycle storage standards, which would include bike lockers.

Bicycle Corrals. Bicycle corrals (also known as “in-street” bicycle parking) consist of bicycle racks grouped together in a common area within the public right-of-way traditionally used for automobile parking. They are reserved exclusively for bicycle parking and may provide a relatively inexpensive solution to providing high-volume bicycle parking by converting one or two on-street motor vehicle parking spaces into on-street bicycle parking and protecting them from motor vehicles with removable curbs and bollards. Bicycle corrals move bicycles off the sidewalks, leaving more space for pedestrians, sidewalk café tables, etc. Because bicycle parking does not block sightlines in the way that large motor vehicles may do, it may be possible to locate bicycle parking in no-parking zones near intersections and crosswalks. Bicycle corrals are considered where limited space is available for bicycle racks on sidewalks, on-street vehicular parking is available for conversion, demand for short-term bicycle is moderate to high, and the local business community is interested in sponsoring bicycle corral parking.

High-volume Bicycle Parking Facilities. High-volume bicycle parking facilities, such as bike oases, valet bike parking, and bike stations may be appropriate for locations with exceptionally high bicycle demand. Bike oases are installed on curb extensions and consist of attractive covered bike parking and an information panel. Portland’s bike oases, for example, provide parking space for ten bikes. Bike and walking maps are installed on the information panel.

Currently, the San Diego County Bicycle Coalition (SDCBC) works with organizations to operate valet bike parking pavilions during major community events, such as the Balboa Park Earth Fair and the Miramar Air Show. Valet parking pavilions accommodate a high volume of bicycles and also serve as a bicycle encouragement program. Valet bike parking systems generally work similar to a coat check during an event. Bicyclists give their bicycle to the attendant, who tags the bicycle with a number and gives the bicyclist a claim stub. When bicyclists return to get their bicycles, they present the claim stub and the attendant retrieves their bicycle for them. No locks are needed. The valet is open for a period before and after the event.

Bike stations serve as one-stop bicycle service centers for bicycle commuters. They include 24-hour secure bicycle parking and may provide additional amenities such as a store to purchase bicycling-related items (helmets, raingear, tubes, patch kits, bike lights, and locks), bicycle repair facilities, showers and changing facilities, bicycle rentals, and information about biking. Some bike stations provide free bike parking, while others charge a fee or require membership. Bike



Bike Rack



Bike Locker



On-street Bicycle Parking



Bike Corral



Bike Oasis



Bike Station

Source: BMP Update
C:\ArcGIS\GIS\SD-22 BicycleMasterPlan\Map\ENV\ER\Fig3-2_BicycleParking.indd -RK

Types of Bicycle Parking Facilities

CITY OF SAN DIEGO BICYCLE MASTER PLAN UPDATE

stations have been installed in several cities, including Long Beach, San Francisco, Los Angeles, and Berkeley, Chicago, and Seattle.

End-of-Trip Facilities

In addition to parking accommodations, end-of-trip facilities such as restrooms, changing rooms, showers, and storage for bicycling clothes (helmet and other gear) are especially important for cyclists who commute to work or school. Many local employers, colleges, and universities provide such facilities, which contribute to the viability of bicycling as a commute option. Municipal Code Sections 142.0530 requires that showers and clothing lockers to be provided within developments of a certain size. The BMP Update proposes that the City evaluate the development review process and forms with respect to this ordinance, and if necessary, make changes to the process to strengthen compliance with bicycle facility requirements.

3.4.3 Bicycle Signal Detection

To improve bicycle safety, in-pavement loop detectors are used at signalized intersections to trigger a traffic light when a roadway user approaches the intersection. California law (Assembly Bill [AB] 1581) requires that all new traffic- actuated traffic signals respond to the presence of bicycles and motorcyclists. Under the BMP Update, signal detection will be provided at signalized intersections for new bikeways, where possible. The BMP Update provides recommendations intended to build on the City's bicycle detection at signalized intersections with respect to loop detector installation. ~~Since many bicyclists do not know where to position themselves in order to trigger a loop detector, it is also necessary to mark the pavement with a stencil that shows cyclists where to stop to activate the loop. Pavement stenciling to educate bicyclists will be provided along new on-street bikeways and existing roadways with loop detectors.~~

3.4.4 Signage and Striping

Signage would be provided for bikeways implemented under the BMP Update where no signs exist. All bikeway signage on public roadways in San Diego would conform to the signage identified in the *2012 California Manual on Uniform Traffic Control Devices* (MUTCD; Caltrans 2012). This manual gives specific information on the type and location of signage for bicycle facilities in California. Innovative signage can be developed for a number of reasons; for instance, as a standardized warning system, to assist with unique wayfinding, to help lend a sense of place to a community, to increase awareness that bicyclists may use the full travel lane, and to alert motorists to the proper response. Proposed signage includes:

- “Share the Road” signs for Class III Bike Routes (to alert motorists to the likelihood of bicyclists on the road and improve the functioning of the roadways as a multi-modal facility);
- Designated bikeway signs (indicating that a portion of a roadway that has been designated for preferential or exclusive use by bicyclists);
- Bicycle boulevard identification (indicating that bicycle travel is prioritized above vehicular travel);

- Wayfinding signs (to provide bicyclists with direction, distance or estimated travel times to key destinations including transit stations, commercial districts, recreational areas, schools and universities); and
- Warning signage (e.g., “Bikeway Narrows”).

3.4.5 Multi-Modal Connections

The project proposes to improve connections to transit facilities by: (1) providing bicycle access to transit stops; and (2) providing bicycle parking facilities at transit stops. Such measures are intended to provide a convenient connection for bicyclists to continue their trips on public transit vehicles. The BMP Update’s proposed bikeway network would connect to existing transit stops and bicycle parking at major train, trolley, and bus transit stops. These elements are described below. A third necessary element of a functional multi-modal system involving bicycle travel is accommodation of bicycles on trains, trolleys, and buses; this element would be provided by transit providers, and is not part of the proposed project being evaluated in this Program EIR.

Bicycle Access to Transit Stops

The BMP Update provides the following recommendations for improving bicycle access to transit stops:

- All actuated traffic signals near San Diego’s existing and future trolley stations and major bus transfer centers will be able to be activated by cyclists. Actuation can be provided in left-turn lanes as well as through lanes. If the actuation is provided by a bicycle loop detector, a stencil will be placed over the loop detector, instructing cyclists where to wait. If the actuation is provided by a push button, it will be oriented toward the street, to allow cyclists to push the button without dismounting.
- Streets in which transit stations are located will include bicycle facilities that are designed to ensure that access to the transit station is safe, direct, and does not conflict with motor vehicles.
- Destination signs indicating direction and distance to transit stops will be located on sidewalks, bikeways, and major arterials.
- Local area maps showing bicycle and pedestrian facilities and local destinations will be posted at transit stations.
- Warning signs notifying drivers of bicycle and pedestrian crossing will be installed at transit stop driveway crossings, bikeway crossings, pathway crossings, and other places with potential user conflicts. Similarly, appropriate regulatory signage will be installed for cyclists and pedestrians.
- Safe, direct, and well-marked routes will be provided for cyclists and pedestrians through the station area to the platform, sidewalks, bikeways, ticketing area, and bike parking.
- ~~The potential for a bicycle sharing program with stations located in close proximity to transit stations will be evaluated.~~

Bicycle Parking at Transit Stops

The BMP Update proposes to prioritize installing short- and long-term bike parking facilities at all transit hubs where they are currently lacking, as a part of an expanded City bicycle parking program. Bike racks and SANDAG lockers are currently provided at transit stations; the BMP Update proposes to provide additional bicycle parking as close to bus stops as possible, without restricting pedestrian flow or access for disabled persons, consistent with the Americans with Disabilities Act (ADA). Signs will be placed directing cyclists to parking locations.

When evaluating bicycle parking demand, the City will take into account the quality and placement of parking supplies. To increase bicycle parking usage, underused bike parking may be moved to a more secure, visible, and suitable location, which may be more convenient to other services (such as customer service windows). Additional improvements that may increase bicycle parking usage include improving signage to let transit passengers know the process for renting bicycle lockers and advertising bicycle parking services in local bicycle publications.

3.4.6 Other Bikeway-related Improvements

Other bikeway-related improvements could include landscaping, lighting, fencing, drainage facilities, and utility work.

Landscaping would incorporate non-invasive, drought tolerant species, per City standard practices. Where appropriate, the project could include a variety of ground covers and plantings for permanent erosion control, such as native and drought tolerant species. All areas adjacent to native plant communities would be planted with native species. All landscaping would be irrigated; areas planted with native species would be irrigated temporarily until the plants are established.

Night lighting would be installed where appropriate, as needed for safety. Outdoor lighting would be fully shielded in conformance with City specifications pursuant to Section 142.0740 of the San Diego Municipal Code. Fencing would be included as required security purposes and protection of adjacent resources.

Drainage facilities for bikeways would be designed to accommodate on-site drainage conditions and conform to applicable regulatory requirements, including the federal Clean Water Act (CWA) and National Pollutant Discharge Elimination System (NPDES), and incorporate City storm water management policies.

The proposed project would require relocation of some existing utilities and infrastructure. Construction of on-street facilities could necessitate relocation of existing storm drain inlets, sewer manholes, and water valve cans. Re-striping and reconstruction of on-street facilities could also require relocation of electrical and telecommunications utility lines, existing utility boxes and street lights. Construction of off-street bikeways could require underground extension of existing utilities services. Utility and fiber-optic company trenching would be coordinated so that the number of trenching activities is minimized. Most project-related construction and demolition waste (including but not limited to soil, vegetation, concrete, lumber, metal, and

cardboard) would be reused and recycled; the remainder would be hauled to an appropriate landfill facility in the region.

3.5 DISCRETIONARY ACTIONS

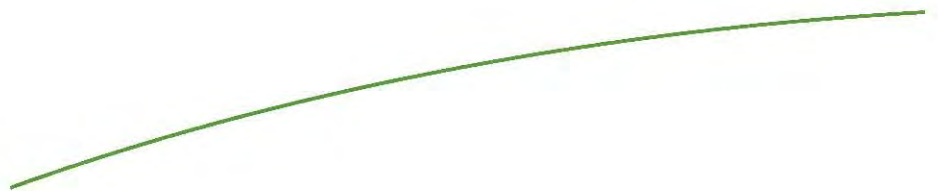
Based on identified project impacts and current environmental analysis, the following local, regional, and state permits and/or approvals may be required for future project-level implementation of the BMP Update are identified in Table 3-3, *Discretionary Actions*.

Table 3-3 DISCRETIONARY ACTIONS	
Discretionary Approval/Permit	Approving Agency
EIR Certification	City of San Diego
Project Approval	City of San Diego
Coastal Development Permits	City of San Diego/California Coastal Commission
Endangered Species Act Section 7 Consultation for Threatened and Endangered Species	U.S. Fish and Wildlife Service
Clean Water Act Section 404 Nationwide Permit for filling waters of the United States	U.S. Army Corps of Engineers
California Fish and Game Code 1602 Agreement for Streambed Alteration Section 2080.1 Agreement for Threatened and Endangered Species	California Department of Fish and Wildlife
Coordination for Rail Crossings	California Public Utilities Commission North County Transit District San Diego Metropolitan Transit System
<u>Encroachment Permits (for work in California Department of Transportation right-of-way)</u>	<u>California Department of Transportation</u>
NPDES Municipal Storm Water Permit Compliance	Regional Water Quality Control Board
NPDES General Construction Activity Permit for Stormwater Discharges Compliance	Regional Water Quality Control Board State Water Resources Control Board
NPDES Groundwater Discharge Permit Compliance (if needed)	Regional Water Quality Control Board State Water Resources Control Board
Neighborhood Development Permit	City of San Diego
Site Development Permit	City of San Diego



Section 4.0

HISTORY OF PROJECT CHANGES



4.0 HISTORY OF PROJECT CHANGES

After the Notice of Preparation (NOP) was published and distributed, no changes were made to the physical network of bikeways in the proposed BMP Update which is the subject of this Program EIR.

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Section 5.0

ENVIRONMENTAL IMPACT ANALYSIS

