

Transportation and Mobility – Existing Framework

Fort Ord Reuse Authority – Regional Urban Design Guidelines

The area surrounding the former Fort Ord includes many jurisdictions where people work, live, go to school, and vacation. Fort Ord itself sits in the middle of these jurisdictions, offering clear opportunities to enhance connectivity in the area but also creating challenges to that very idea of connectivity. Clear choices exist as Fort Ord continues to develop – as street network is expanded, can it be designed to serve all users regardless of their mode of travel choice? The creation of the *Regional Urban Design Guidelines* (RUDG's) is intended to answer that question in the affirmative, providing a future transportation network in which residents and visitors can easily choose whether to drive, walk, bike, or take

transit to their destinations on a system of attractive and safe facilities.

One challenge with the Monterey Peninsula area is that the transportation network serves a diverse mix of travel types: residents accessing goods and services; workers commuting into the area to access jobs; and visitors accessing the multitude of attractions and events. Each of these travel types has a differing set of needs, and the challenge will be to define a system that enables the movement of people and not just cars. It will be important during the development of the RUDG's to define street and facility typologies that serve this range of travel needs, balancing the desire to move "to" destinations

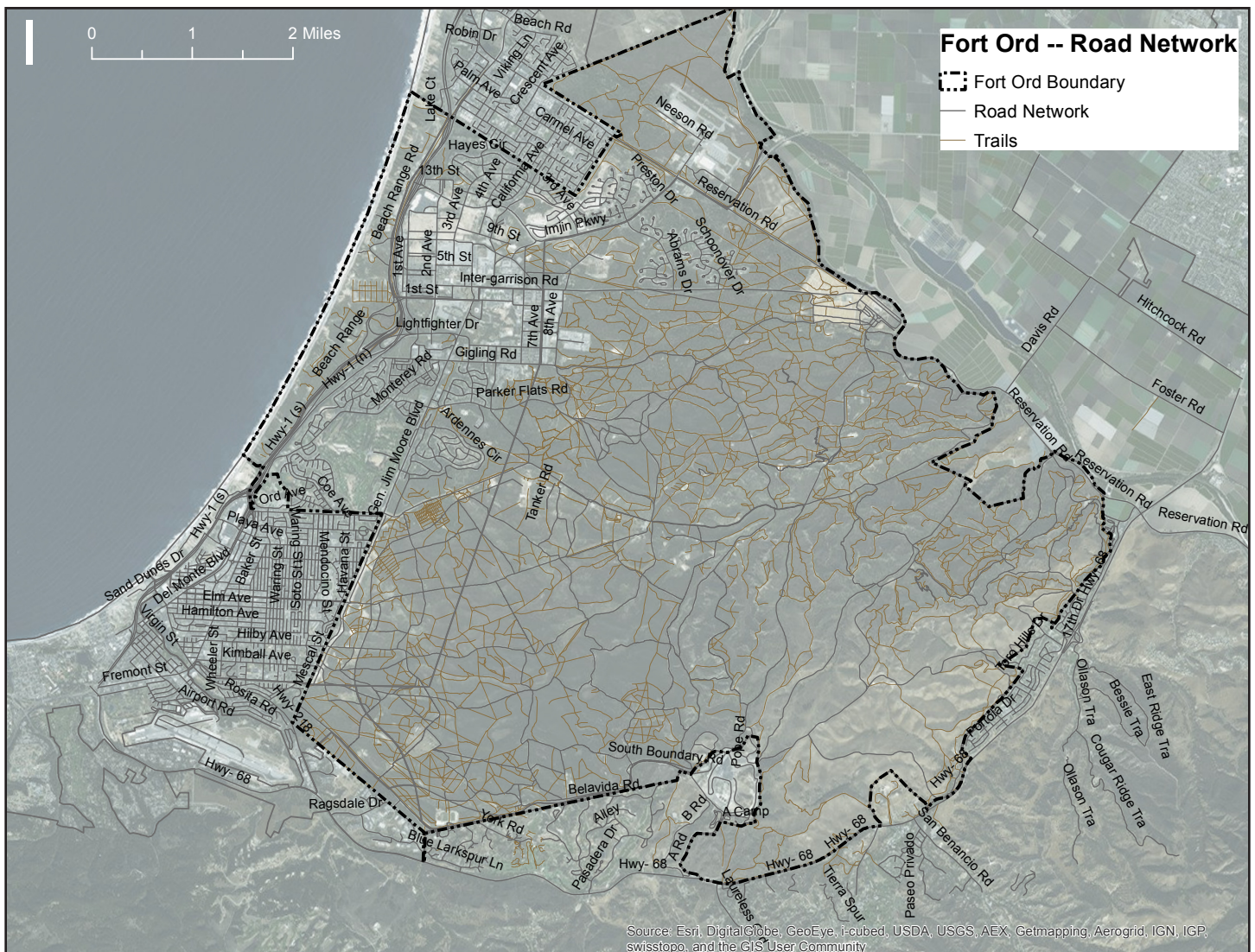


Figure 1: Fort Ord Street Network

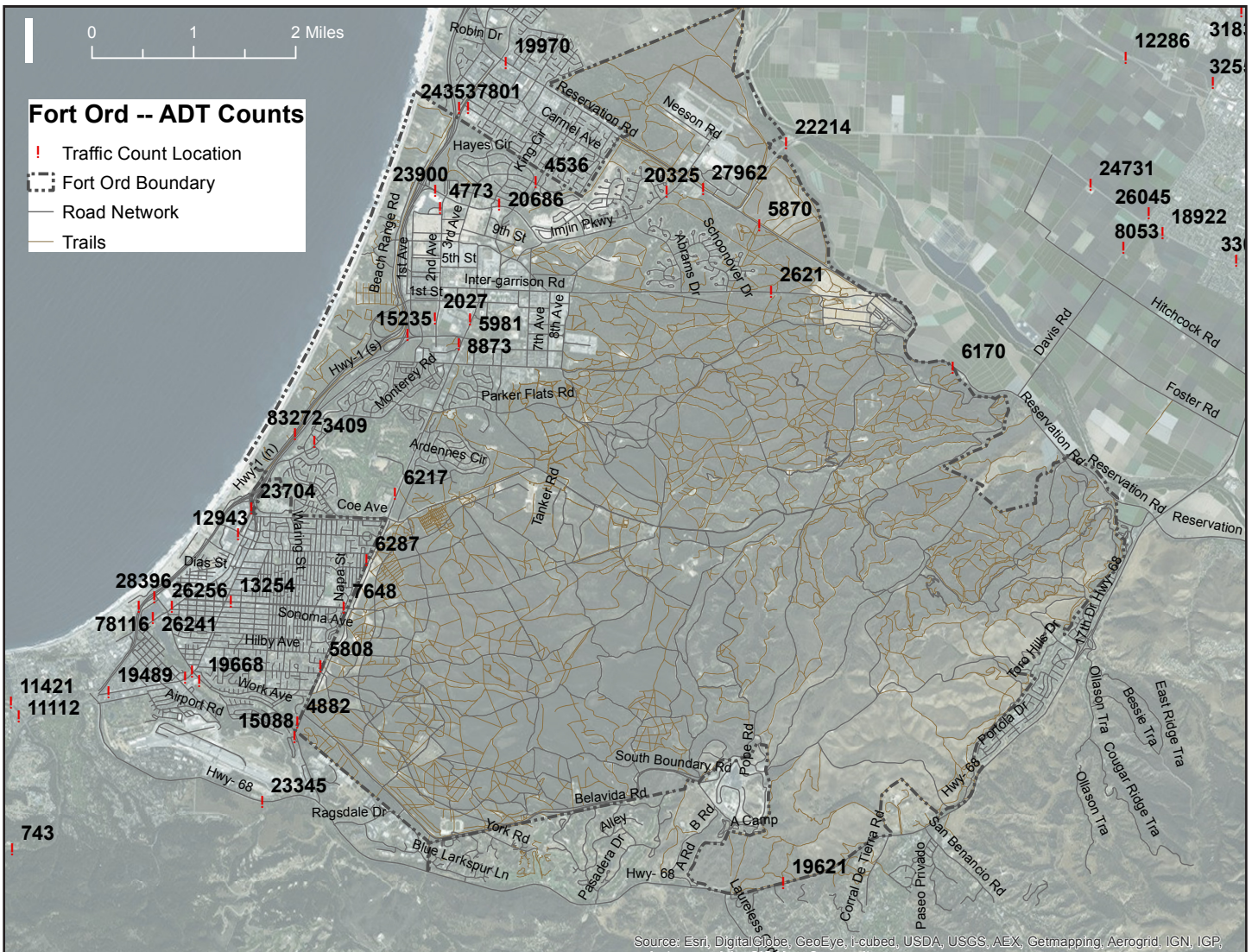


Figure 2: Daily Traffic Volumes

with the desire to move “through” the area. To set the stage for the development of the RUDG’s during the community charrette, the team reviewed existing conditions of the transportation system to understand the framework of what has been done previously and what is currently planned. Items reviewed included the current street system (network, facility type and size, and traffic volumes); current transit network; current bicycle and trail network by facility type; current state of street design guidelines; and currently planned projects that impact travel in the FOR A sphere of influence. Each of these items is summarized as follows.

Framework for Streets

Current Street Network and Conditions

The street network in the area currently lacks connectivity through the Fort Ord lands, as shown in the network map (Figure 1). The FORA property is served by one major limited access freeway (State Route 1/Coastal Corridor) which offers north-south access on four to six lanes along the western edge of FOR A properties, and connecting the coastal communities along its length. This corridor serves as the

primary access to Monterey County and jobs in the area from housing in Northern Monterey County/Castroville and as far away as Santa Cruz County. The road carries in the neighborhood of 80,000 vehicles per day; traffic volumes for all major facilities are illustrated in Figure 2. In 2005, FORA adopted a set of design guidelines for the Highway 1 corridor to define a character for the corridor consistent with the vision of the Fort Ord Reuse Plan and to protect and enhance the character of both the natural and built environment along the corridor. These design guidelines serve as a precursor to the RUDG’s Street Design Guidelines to be developed as part of this effort. Other major streets within the FORA area that serve large amounts of commuter traffic include State Road 68 between Salinas and Monterey and the northern corridor between Marina and Salinas consisting of Blanco Road, Davis Road, and Reservation Road. These corridors carry significant traffic volumes between Salinas and the Monterey Bay communities, for inland residents accessing jobs along the coastal communities. Volumes are in excess of 20,000 vehicles per day on these corridors. Most of the SR 68 corridor is two lanes, and a major portion of the Blanco Road corridor is two lanes. During commute times, delays for through traffic are common.

The local network within the FORA area includes a combination of two and four lane streets, many of which have been constructed or widened through the course of the Base Reuse Plan implementation. Specific facilities and their characteristics are as follows:

- Imjin Parkway – four lane divided street with sidewalks and a multi-use path on one side, carries approximately 20,000 vehicles per day, offers east-west access from Highway 1 east into FOR A lands, transitions to two lane street east of Imjin Road
- Lightfighter Drive – four lane divided street with sidewalks, no bicycle lanes, carries approximately 15,000 vehicles per day, offers east west access from Highway 1 into FOR A lands and CSUMB south gateway, transitions to two lane street carrying less than 10,000 vpd east of General Jim Moore Blvd.
- General Jim Moore Blvd – four lane divided street with on street bike lanes and sidewalks, carries between 5,000 and 9,000 vpd, serves as primary north-south corridor on the western edge of Fort Ord lands between SR 68 and Lightfighter Drive
- 2nd Avenue – Multi-modal north-south corridor consisting of two vehicle lanes, bike lanes, sidewalks, multi-use pathway on the east side, and two bus lanes with planted median; serves as primary north-south spine through CSUMB campus, carries approximately 5,000 vpd, connects Lightfighter Drive to Imjin Parkway
- Intergarrison Road – Two lane street with bike lanes, no sidewalks, provides east-west access from CSUMB campus to East Garrison neighborhood through undeveloped land, carries less than 3,000 vpd.
- Reservation Road – Four lane east-west street between Marina and Blanco Road carrying over 20,000 vpd, then two lanes east of Blanco Road carrying approximately 6,000 vpd. Forms east-west link and part of the proposed Marina-Salinas corridor. Currently no sidewalks or bicycle facilities.

Planned Street Network Initiatives

There are several large scale roadway network initiatives that have bearing on the Fort Ord area as cited in the TAMC *Draft 2014 Monterey County Regional Transportation Plan Summary*. Initiatives relative to Fort Ord and the development of the RUDG's are described below:

- Salinas-Monterey Multi-Modal Corridor – TAMC is in the process of identifying a concept and alternative for the corridor between Marina and Salinas to accommodate vehicles, bikes, pedestrians, and transit. The roadway portion of the project includes widening of Davis Road and Reservation Road to create a continuous four-lane corridor between the existing four lane sections of Blanco Road near Salinas and the existing four lane segment of Reservation Road between Marina and Blanco Road.

This segment will provide another piece of network for the large commuter flows between Salinas and the northern Monterey Peninsula communities and will provide more access to the northern areas of the former Fort Ord. The multi-modal aspects of the corridor will be discussed in the following sections of this memorandum.

- SR 68 Commuter Improvements – This initiative includes widening SR 68 from two to four lanes between Toro Park and Corral de Tierra Road, and an intersection rework at the SR 68 intersection with Corral de Tierra Road. One other proposal that is not currently on the list of recommended initiatives but has been discussed previously is the idea of a SR 68 Bypass. This proposal, included in the original Fort Ord Reuse Plan, envisioned a four lane road passing through the southern part of the former Fort Ord, paralleling existing SR 68 north of its existing alignment.
- Eastside Parkway – Also included in the Fort Ord Reuse Plan was the proposal to construct a four lane street from General Jim Moore Boulevard in the vicinity of Coe Avenue on the through the middle of Fort Ord to Gigling Road in a northeast-southwest direction. The Parkway is intended to provide access to the interior development areas of Fort Ord and provide additional north-south network to offer an alternative route to traffic demands currently using Highway 1 and the Del Monte/2nd/General Jim Moore corridors.

State of Street Design Guidelines and Policies

The *Fort Ord Reuse Plan* contained street sections as design guidelines, based on the idea of creating a grid of streets that would disperse traffic throughout Fort Ord and thereby offer alternatives to travel routes. The sections included elements such as sidewalks, off-street shared use paths, and bike lanes. However, the recommended lane widths in these guidelines are more in line with the previous Caltrans regulations, including lane widths of 12 feet and higher, which can have the effect of increasing vehicle speeds, creating longer pedestrian crossing times, and increasing costs.

The most current and applicable policies on street design in the area is the *Monterey Bay Area Complete Streets Guidebook*, adopted in 2013. Funded by the California Strategic Growth Council and administered by the Association of Monterey Bay Area Governments (AMBAG), the Guidelines build on resources recognized as best practices in Complete Streets such as the *Los Angeles County Living Streets Manual*, Charlotte (NC) *Urban Streets Design Guidelines*, and the Smart Growth America *Best Complete Streets Policy*. Street sections are included that cover an entire range of contexts and user types, and offer a more comprehensive set of street designs that can be adapted to fit into the varying contexts that exist within Fort Ord. It is anticipated that this Guidebook can serve as the starting point for the development of street design guidelines for the RUDG effort.

A final policy note is the changes that have occurred with respect to operational level of service as a key design premise for street design in California. On September 27, 2013, California Governor Jerry Brown signed SB 743 into law and started a process that could fundamentally change transportation impact analysis as part of the California Environmental Quality Act (CEQA) compliance. These changes include elimination of auto delay, level of service (LOS), and other similar measures of vehicle capacity of traffic congestion as a basis for determining significant impacts in California. The legislative intent contained in SB 743 suggests that changes to current practices were necessary to more appropriately balance the needs of congestion management with statewide goals related to infill development, promotion of public health through active transportation, and reduction of greenhouse gas emissions. The draft guidelines released August 6, 2014 allow local and regional municipalities to strengthen their policy language for transportation infrastructure such that it better aligns with more community values and needs and statewide environmental goals and issues such as public health, air quality, and community design that supports infill concentrated development. The opportunity for local and regional municipalities is to address the LOS policy based transportation planning approach to reduce “the computer program made me build it” response when we ask “how was that roadway designed and sized”. In addition many jurisdictions cannot afford to build (development impact fees) or maintain their proposed roadway infrastructure based on LOS policies, giving these jurisdictions the opportunity to re-evaluate their transportation infrastructure from an economic vitality perspective. The new metric under consideration is Vehicle Miles Traveled (VMT) such that projects do not increase or induces longer vehicle trips, an important distinction for a proposed mixed-use walkable area like Fort Ord.

Framework for Transit

Current Transit Framework

All transit in Monterey County is provided through Monterey-Salinas Transit (MST); all cities within Monterey County are included in MST’s service area. Service within the Fort Ord area consists of multiple routes as noted in the service map; regular transit service is available to destinations such as CSUMB, MBEST Center, Marina, Salinas, Monterey, and regional destinations such as Santa Cruz and San Jose on a limited basis. Service is available seven days a week, but headways on the routes within the Fort Ord area are generally 60 minutes or longer.

The major point of confluence of transit routes within the Fort Ord area is the Marina Transit Exchange, located at the intersection of Reservation Road and DeForest Road on the east side of Marina and along the northern edge of the former Fort Ord. This facility is identified as a need in the Draft 2014 Monterey County Regional Transportation Plan for replace-

ment as it is considered inadequate to meet existing and projected needs within the area. The initial proposed location for the replacement Exchange is outlined as two blocks north of Jules Simoneau Plaza on Tyler Street between Del Monte Avenue and Franklin Street; the development of the RUDG’s offers an opportunity to vet this proposal.

Planned Transit Initiatives

In addition to the replacement of the Marina Transit Exchange, other notable transit enhancements in the Fort Ord area are as follows:

- Salinas-Monterey Multi Modal Corridor – Coupled with the widening of Davis and Reservation Roads described previously in this memo, this project will create a high-level transit corridor along Davis/Reservation/Imjin by implementing a dedicated busway or bus priority at signals along this corridor between Salinas and Marina. Additionally, the project would include improvements for bicyclists and pedestrians along the corridor. Currently, the preferred alignment would connect the Salinas Transit Center with the Monterey Branch Line at 8th Street in Marina.
- State Route 1 Bus on Shoulder – While on the edge of the Fort Ord area, this initiative would incorporate either allowing bus service on an improved State Road 1 shoulder or construction of a dedicated busway parallel to the existing freeway. MST is currently studying the proposal and has secured state legislation allowing the bus on shoulder project to proceed. Connectivity to Fort Ord should be a consideration through the development of the RUDG’s.

Framework for Active Transportation

Current Active Transportation Framework

Monterey County has a significant number of bikeways, with almost 250 miles of bikeways on the roads in the county. Within the Fort Ord area there are a significant number of facilities as well as shown on the map below. The bikeways are classified as follows, per the *Draft Regional Transportation Plan*:

- Class 1: Bicycle Paths are bikeways separated from vehicle traffic;
- Class 2: Bicycle Lanes provide cyclists a marked area of the roadway also used by motor vehicles; and
- Class 3: Bicycle Routes are recommended roadways that bicycles share with motor vehicles without a marked bike lane

Most of the facilities fall into the Class 2 and 3 categories (bicycle lanes and routes), but a significant Class I facility exists within the area, the Monterey Bay Coastal Trail that parallels Route 1 along the Monterey Peninsula coastline. This facility is anticipated to become an important link in the Monterey



Figure 3: Fort Ord Area Transit

Bay Sanctuary Scenic Trail and the California Coastal Trail, providing for not only recreational users but also becoming an important link in the overall commuter network for the area. Consideration of connectivity to the Fort Ord areas should be considered during the development of the RUDG's.

Current design guidance from the RTP encourages consideration of at least bicycle lanes (Class 2 facilities) on new roadways with ADT of greater than 3,000 or a speed limit of 30 mph or greater. In addition, the *Monterey Bay Area Complete Streets Guidebook* includes provisions for pedestrians and cyclists within the street typologies presented, ranging from shared use pathway separated from the street to combinations of bicycle lanes or shared lanes for cyclists and sidewalks for pedestrians, again dependent on context.

Future Planned Active Transportation Framework

Planned bicycle facilities by classification for the Fort Ord

area are shown in Figure 5, and consist of a combination of Class 1, 2, and 3 facilities for cyclists. One of the most important regional facilities under consideration is the Monterey Bay Sanctuary Trail, proposed to connect from the city of Pacific Grove to the Santa Cruz county line. The Monterey Bay Coastal Trail, described in the previous section, is an integral part of the Monterey Bay Sanctuary Trail, and forms an already-built segment of that trail.

It is anticipated that the development of the RUDG's will consider not only providing for active transportation within the street design guidelines, but the planning efforts will also address closure of the gaps among the various modes such as bicycle, pedestrian, and transit. The RUDG's can incorporate elements within the realm of Complete Streets that can address providing choices in modes so that residents and visitors to the area can decide whether to walk, bike, ride transit, or take a car to their destinations. In addition, provisions such as shelters, bike parking, and continuous sidewalks can eliminate gaps between the various modes that may exist today.

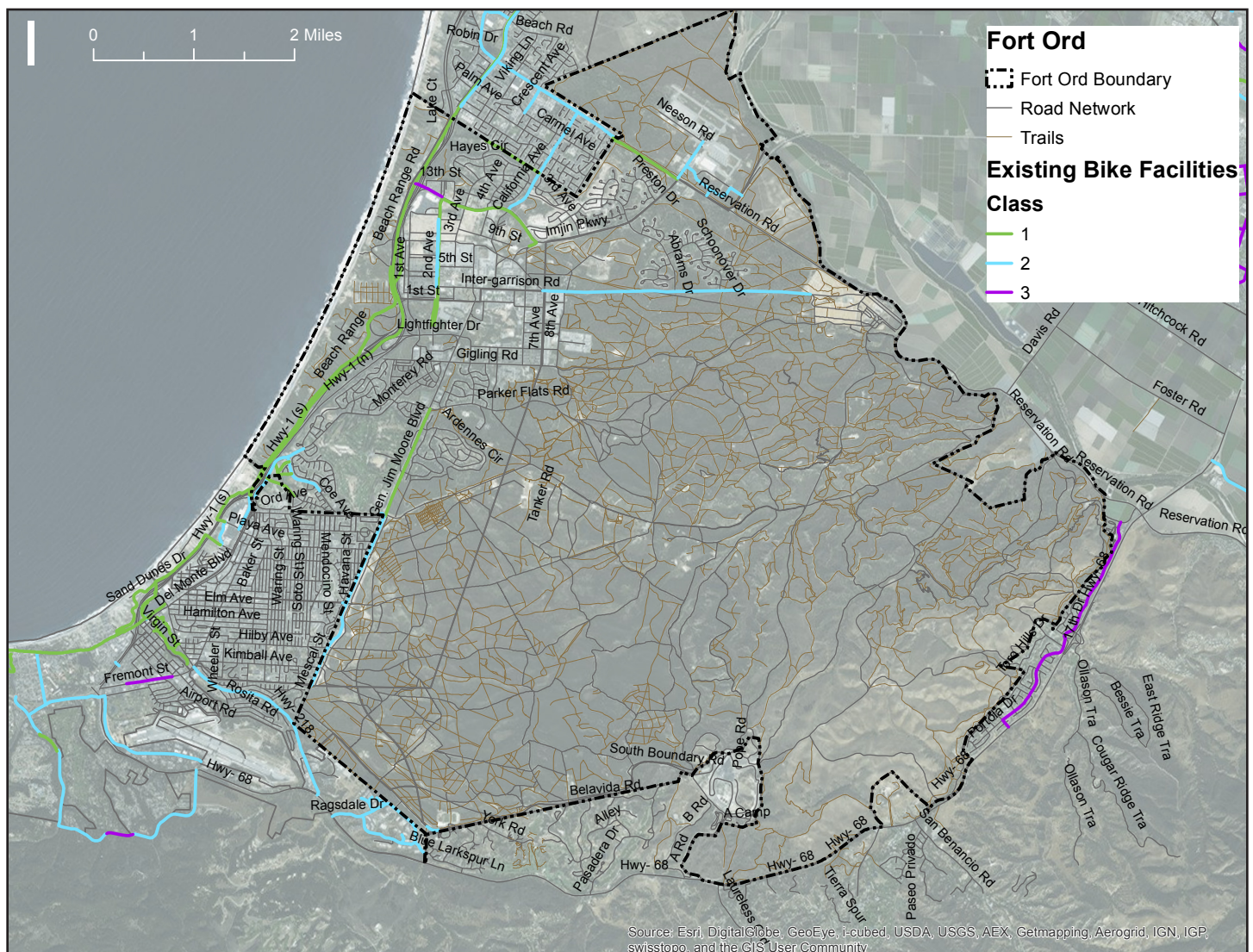


Figure 4: Current Bicycle Facilities

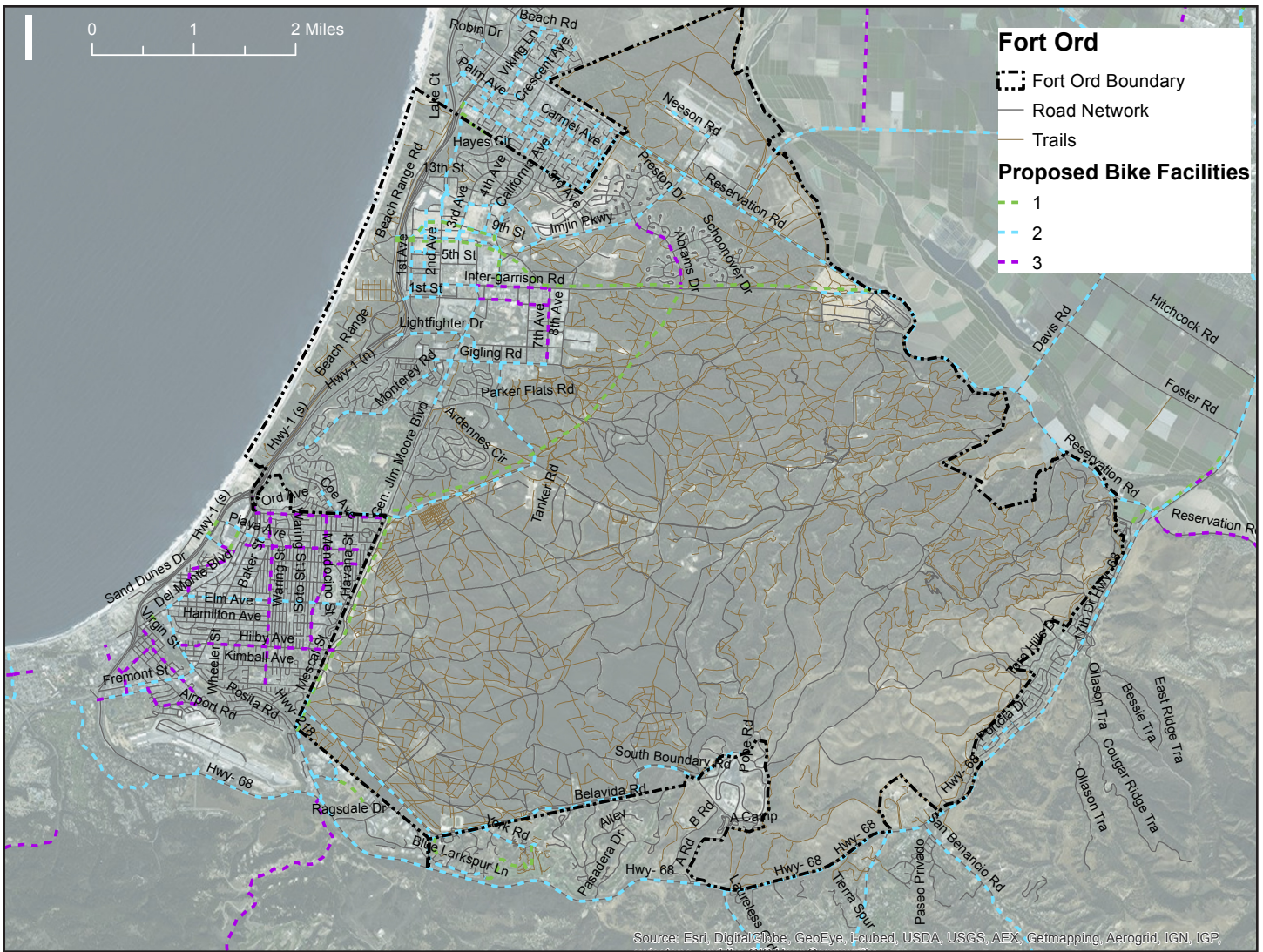


Figure 5: Planned Bicycle Facilities

Focus Items for Charrette

Based on the existing transportation framework and the stakeholder interviews conducted in November 2014, there are several transportation-related areas that should garner focus leading into the charrette in February 2015. Those areas are as follows:

- How to develop the RUDG's to create great streets within the Fort Ord area: streets that provide true travel mode choices for their users while contributing to the overall aesthetic of the region;
- Consider ways to maximize use of transportation modes other than the personal motor vehicle through design of the street network and programs that encourage other modes;
- Develop context-based street typologies and design guidelines that enable the vision for Fort Ord to become

reality;

- Build on work already done in the various studies and initiatives such as the *Monterey Bay Area Complete Streets Guidebook* to develop street designs that respect the history and natural setting of Fort Ord while providing safe travel for users regardless of their mode choice;
- Balance the need to move people “through” the Fort Ord area with the need to move people among the various destinations within Fort Ord, today and in the future; and
- Seamlessly integrate the overall transportation system with the vision of what Fort Ord is to become, leveraging the corridors and gateways to create place.

These focus areas will set the stage for the development of the street design guidelines as part of the RUDG's during the charrette, and will result in a system for Fort Ord that focuses on moving people, and not just cars.