

#### January 18, 2013

The Honorable Michael D. Antonovich and Members of the Board Metro
One Gateway Plaza
Los Angeles, CA 90012-2952

RE: SR 710 Study Alternatives Analysis and Draft Environmental Impact Report/ Environmental Impact Statement (EIR/EIS)

Dear Supervisor Antonovich and Board Members:

At a special meeting of the City Council on December 10, 2012, the Council directed that this letter be submitted to the Metro Board to convey its strong concerns regarding the alternatives proposed for the northern extension of State Route 710 through Pasadena, particularly the tunnel alternative.

We appreciate this opportunity to express our views. On behalf of the Council, I extend an offer to answer questions and to provide additional information regarding the City's position whenever that might be helpful.

At the outset, I want to point out that during Council deliberations on December 10, all Councilmembers individually expressed opposition to a tunnel alternative that would be used by trucks either upon completion of the project or at any time in the future. Councilmembers are seeking affirmative and enforceable assurances regarding no truck usage. Moreover, five individual members of the Council expressed unqualified opposition to the tunnel. The Council, however, did not adopt an opposed position, but instead, recognizing that analysis of SR 710 alternatives is ongoing through the EIR/EIS, and that some of the information we believe to be missing at this juncture might be forthcoming, the Council determined to convey its concerns in this letter and to continue to closely monitor the project.

The concerns that give rise to the Council's tentative and conditional opposition arise from several quarters, such as:

• Seeming disregard for Caltrans' prior assurances made over the last 10 years or more that trucks would be prohibited from using the freeway extension.

## The Honorable Michael D. Antonovich and Members of the Board January 18, 2012 Page Two



- The ambiguity of the existing Statement of Purpose and Need which leaves uncertain whether the project is intended to relieve regional traffic congestion or to facilitate transfer of the commodities arriving at the ports of Los Angeles and San Pedro to places in the Central Valley and the Inland Empire.
- Lack of definitive information about traffic volume changes that would result from the freeway extension and the ability of adjacent/connecting freeways, local streets and interchanges to accommodate the changes.
- No substantiated information about the effects on traffic volumes and traffic diverted on local Pasadena streets as a result of implementing tolls for one or more categories of vehicles using the tunnel.
- Lack of credible information about construction impacts of the tunnel and other alternatives on the adjacent areas of Pasadena.
- Lack of credible information about the public health impacts of the freeway extension, particularly those related to air quality, on Pasadena in general and specifically on sensitive receptors adjacent to the tunnel portal and along the connecting freeways. The Huntington Memorial Hospital is, for example, a sensitive receptor.
- No reliable information about construction costs of the tunnel and other alternatives.
- No information whether implementation of a combination of non-freeway alternatives would satisfy the air quality and mobility goals deemed necessary to fulfill the goals of the Long Range Transportation Plan.
- An absence of information about the disposition of Caltrans-owned properties in Pasadena and unmarked State Highways (Pasadena and St. John Avenues).

In addition to the foregoing information deficiencies, the City of Pasadena hereby reiterates the comments made during the EIR/EIS Scoping, as set forth in the attached scoping letter of April 14, 2011. To date, the majority of issues raised in our scoping letter, specifically those noted above, have not been adequately addressed.

The Honorable Michael D. Antonovich and Members of the Board January 18, 2012 Page Three



Additional unresolved issues specifically related to the five alternatives announced for detailed analysis in the EIR/EIS were highlighted at the City Council meeting on December 10 and are also attached. Several of these issues which were unresolved at the end of 2012 were previously raised in our scoping letter and remain unaddressed.

We hope this statement is informative and helpful and, as noted, stand ready to respond to questions or requests for additional information.

Sincerely,

BILL BOGAARD Mayor

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attachments: Scoping Letter of April 14, 2011

Statement of Unresolved Issues of December 12, 2012

cc: Arthur T. Leahy, Metro CEO



### DEPARTMENT OF TRANSPORTATION

April 14, 2011

#### Via Email and US Mail

Ron Kosinsky, Deputy District Director Division of Environmental Planning Caltrans, District 7 100 Main Street, MS 16A Los Angeles, CA 90012

Re: Scoping Comments for Draft Environmental Impact Report/Environmental Impact Statement (EIR/EIS) for the 710 Gap Closure Project

Dear Mr. Kosinski:

The City's of Pasadena's formal scoping comments for the Draft Environmental Impact Report/Environmental Impact Statement (EIR/EIS) for the 710 Gap Closure Project are provided on the attachment to this letter.

We appreciate the opportunity to participate in this process. If you have any questions or would like additional information, please contact me directly at 626-744-6450.

Sincerely,

Frederick C. Dock
Director of Transportation

c. Michael J. Beck, City Manager
Vince Bertoni, Director of Planning and Development
Jennifer Paige-Saeki, Senior Planner/CEQA Coordinator

enc. Attachment

SR-710 Gap EIR/EIS Scoping Comments – City of Pasadena ATTACHMENT April 14, 2011 Page 1 of 10

## ATTACHMENT

#### **Process**

- a. The role of closing the 710 Gap in the context of improving regional mobility and accessibility in relation to the defined study area is extremely unclear. Without a more precise definition of what aspects of regional mobility and accessibility are to be improved, alternatives cannot be effectively developed or considered. To that end, the lead agency should document what aspects of regional mobility and accessibility are limited and to what extent is that due to the gap in the 710. Documentation should include, but not be limited to the following:
  - Analysis of freight flows on trucks with specifics about origin/destination that show how the gap on the 710 limits north-south or east-west goods movement
  - Analysis of regional commute travel by mode, with origin-destination studies that show how the gap on the 710 limits regional commute travel
  - Analysis of current users of the 710 Gap corridor (i.e., those exiting/entering the two stub ends of the 710) with origin-destination studies that show how these users would be affected by alternatives proposed for the corridor

If the above analyses indicate that the aspect of regional mobility that is compromised is the segment of I-5 between I-710 and SR 134, then the study area should be redefined to include the areas proximate to possible alternatives to the I-5 corridor rather than focusing on the 710 Gap.

- b. The EIR/EIS process should be structured so that the public is informed of findings at each milestone phase of the preparation of the EIR/EIS.
- c. Because of the complexity of the 710 gap project, an exhibition center(s) should be established during the EIR/EIS review and comment period in addition to use of electronic media in order to facilitate public awareness of project components analyses, design features, activities, and so forth. Because of the magnitude of impacts associated with tunnel alternatives, such exhibit center(s) should be located in communities where the tunnel portals are proposed.
- d. In order to facilitate public review and comment, EIR/EIS alternatives should be superimposed on aerial photographs showing the affected real estate. In addition, photorealistic visualization techniques should be used to provide images of the alternatives.

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SR-710 Gap EIR/EIS Scoping Comments – City of Pasadena ATTACHMENT April 14, 2011 Page 2 of 10

- e. Regional agencies should assess the potential of freight-to-rail considerations to inform assumptions and networks in the traffic modeling process used for the EIR/EIS.
- f. Regional agencies should provide detailed information on approved projects to improve truck activity on the regional network to inform the EIR/EIS process estimates of future truck volumes on the network in the defined study area.
- g. Multi-modal and system management policies and related improvements should be incorporated in each EIR/EIS alternative under consideration since they influence capacity and mode share estimates. In particular multi-modal provisions should be defined as part of the proposed project's overall congestion management provisions.
- h. For alternative(s) that include a tunnel, the multi-modal and system management aspects of the EIR/EIS should be comprehensive and specific in communities where portal locations are proposed. The multi-modal and system management aspects should address the City of Pasadena's adopted Mobility Element (part of the General Plan), which defines requirements that apply to specific streets throughout the community.
- i. The EIR/EIS should define performance requirements that would be included in any Public Private Partnership implementation program.
- j. The draft scoping document for the EIR/EIS should contain a glossary of terms so that all participants can be clear on the definition of terms.

## Traffic analysis and impact assessment

- a. Absent significant re-engineering and reconstruction of the 710/210/134 interchange, Pasadena will likely experience substantial increases of traffic on City surface streets caused by drivers seeking ways to get around the already congested interchange, especially during peak hours. The EIR/EIS should thoroughly investigate measures to mitigate the impacts on surface streets of traffic bypassing the interchange.
- b. The EIR/EIS should fully analyze the changes in peak hour traffic on local streets in the vicinity of the proposed project. The EIR/EIS should prepare local area traffic modeling analyses for the following portions of the street system and use this information to define mitigation measures if necessary:
  - The EIR/EIS should analyze the impact on traffic conditions for major arterials in the City of Pasadena as well as the freeway network. Traffic volume issues will remain a concern throughout this study process and at a minimum, the analysis of traffic impacts on local streets should be fully analyzed and mitigation measures should be defined if necessary.

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- The EIR/EIS should document the traffic impacts associated with the projected increase in traffic (both the number of cars and the percentage increase) on the 210 Freeway through northwest Pasadena and the 210 Freeway through East Pasadena and use this information to define mitigation measures if necessary.
- The EIR/EIS should document the traffic impacts associated with projected traffic expected to exit the freeway and travel on City streets in northwest Pasadena and East Pasadena and use this information to define mitigation measures if necessary.
- c. To be consistent with regional plans, the EIR/EIS analysis should be based on the latest Southern California Association of Governments travel demand forecasting model and forecasts prepared for the most recent Regional Transportation Plan.
- d. The EIR/EIS should report on technical findings and traffic impacts or benefits of an interchange at Huntington Drive and define traffic mitigation measures if necessary.
- e. The EIR/EIS should include consideration of the closure of ramps leading to California Boulevard in Pasadena and identification of any alternate circulation routes or strategies.

## Impact on Sensitive Uses 1. Validation of the circle of t

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a. The EIR/EIS should fully analyze the impact on historical structures and sensitive land uses adjacent to alternatives such as schools, parks, and hospitals.

#### No-Build Alternative

- a. The no-build alternative of the EIR/EIS should address the condition of the lands in the City of Pasadena that would be affected by not implementing the project and should include but not be limited to the following:
  - Potential reversion of Pasadena Avenue and St John's Avenue to city streets
- Potential closure of the ramps to California Boulevard and identification of any potential alternate circulation routes or strategies
  - Mitigation of the depressed portion of the freeway stub in Pasadena including installing a landscaped cap or deck over the depressed portion.
  - Disposition of the residential properties and vacant property owned by Caltrans in the corridor

#### Alternatives That Involve Tunnels

a. The EIR/EIS should document case studies of similar tunnel projects around the world with an emphasis on a review of tunnel and highway construction projects in residential communities. Lessons learned from these types of programs should be

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SR-710 Gap EIR/EIS Scoping Comments – City of Pasadena ATTACHMENT April 14, 2011 Page 4 of 10

documented in the EIR/EIS and best practices should be incorporated into the project design and delivery.

- b. The EIR/EIS transportation modeling analysis should incorporate relevant traffic studies of peak and non-peak hour traffic in the vicinity of the portals and if necessary develop mitigation measures.
- c. The EIR/EIS should identify whether technology will be used to monitor the volume of traffic on the freeway and local street network and the composition of vehicle mix in the tunnel segment at any time.
- d. The EIR/EIS should identify a limit on the amount of vehicles and the composition of the vehicle stream allowed in the tunnel at any time for safe operating conditions.
- e. The EIR/EIS should define what traffic management and safety innovations are planned to minimize or eliminate congestion at tunnel toll collection locations, should toll collection be a part of an alternative.
- f. The EIR/EIS should identify if vehicle identification tracking and cargo tracking technologies are being incorporated as part of the project. If truck cargos will be actively monitored using identification tracking and cargo tracking technologies the EIR/EIS should define how this would be done to minimize impeding the flow of traffic.
- g. The EIR/EIS should investigate the feasibility of limiting or prohibiting truck traffic on 710, including but not limited to the following conditions:
  - The EIR/EIS should analyze the feasibility of prohibiting trucks during peak commute periods from 6 a.m. to 9:30 a.m. and from 3:30 p.m. to 7 p.m.
  - The EIR/EIS should analyze the feasibility of prohibiting trucks on the tunnel segment
  - The EIR/EIS should analyze the feasibility of limiting the numbers of trucks using the tunnel at any one time
  - The EIR/EIS should analyze the feasibility of limiting the length of vehicles or vehicle consists that use the tunnel
- h. The EIR/EIS should analyze the feasibility and impacts or benefits of providing access ramps in between portals, including a full interchange at Huntington Drive.

## Tunnel Portal Areas and the edge of the model of the factor of the color of the color of

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a. The areas of tunnel entry, refuge, evacuation passages, and ventilation shafts are critical components of any tunnel alternative. Because these aspects are so important, the EIR/EIS should conduct a thorough analysis of proposed locations taking into account comprehensive design considerations. This review should

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assess how the adjacent infrastructure, land use, or topography influences planning and design of the project, potential impacts on sensitive land uses, and define mitigation measures to address the impacts.

- b. The EIR/EIS should document and provide aerial photographs with alignment alternatives superimposed. Potential tunnel portals, areas of refuge within the tunnel, evacuation passages and ventilation shafts should also be identified.
- c. The EIR/EIS should document examples of Context Sensitive Portal Design as one of the most important design components of the overall project. We believe that there are opportunities to design the tunnel to include a portal design that is sensitive to its immediate environment and these issues should be addressed fully in the report and designs should be presented in public outreach meetings.
- d. The EIR/EIS should include measures that could be incorporated into the design to mitigate impacts at the portals. Such components should be considered at the outset as a necessary element of the project, not treated as an afterthought at a later date.
- e. As part of the portal mitigation review, consideration should be given in the EIR/EIS to the feasibility of installing a cap or deck over the depressed portion of the freeway to mitigate impacts at the I-710 stub portal site in Pasadena. Such considerations should be assessed during the design of alternatives in the event that particular tunnel engineering considerations are required.
- f. The EIR/EIS should provide information on other tunnels in residential areas that have undertaken measures to include sensitive portal design features. Objectives are (1) to provide assurance that such measures can inform the design from the outset, even during preliminary stages, and (2) to ensure that design features are not precluded unintentionally due to late consideration.
- g. The EIR/EIS should address whether technology will be installed at portal entries to screen for polluting vehicles and whether thermal detectors will be installed to identify unusual heat.
- h. The EIR/EIS should address how over-height vehicles will be detected before they enter the tunnel.

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## Tunnel Ventilation (payment each of a control of providing the payment of the control of the payment of the pay

- a. The EIR/EIS should document the general location of potential tunnel ventilation towers, their height, width, depth and the impact to any existing land uses where towers are proposed.
- b. Any ventilation tower proposed as part of a tunnel option for the project will likely be out of scale with the residential structures along the route. The EIR/EIS should

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SR-710 Gap EIR/EIS Scoping Comments – City of Pasadena ATTACHMENT April 14, 2011
Page 6 of 10

investigate use of a minimum number of towers interspersed along the alignment in order to minimize disruption to surrounding neighborhoods.

- c. The EIR/EIS should analyze the need for and frequency of ventilation towers should trucks be limited or not be allowed in the tunnel alternatives.
- d. The EIR/EIS should document how the exhaust that is emitted from the potential future ventilation towers will be treated and the resulting air quality impact assessments.
- e. The EIR/EIS should document potential advances in technology that are likely to occur during the next 10 to 20 years which might alter design and operation of a tunnel especially in relation to the need for ventilation towers.
- f. The EIR/EIS should document comparisons with other national and international tunnels that include exhaust towers documenting lessons learned and drawing from best practices.

## Noise 11 F0.005 (then a decrease of the easy that there is not to be found that yet is an

- a. The EIR/EIS should document the projected increase in vehicle noise along sections of the 210 Freeway which do not have sound walls (northwest Pasadena and East Pasadena).
- b. The EIR/EIS should analyze the need for sound walls which can be constructed as mitigation measures to address noise impacts as well as reduce visual impacts of construction.

# Tolls and Related Technology

- a. The EIR/EIS should thoroughly analyze the affects of any proposed tolls, whether they will be imposed on autos, trucks, or both, and an analysis of potential diversion of auto traffic or truck traffic to adjacent city of county arterials as a result of the toll charge. The analysis should also include an investigation of toll charges for all day versus only peak hours as well as incentive pricing for high occupancy vehicles.
- b. The EIR/EIS should analyze and document an "Order of Magnitude Toll Revenue and Level of Bonding Estimate" for an alternative that would impose tolls only on trucks.

#### Visual Impacts

a. The EIR/EIS should include an assessment of the visual impacts of all related structures including the portals ventilation shafts and other physical facilities related to the alternatives under consideration.

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#### Landscaping

a. The EIR/EIS should document how mitigation measures such as landscaping and barriers could relieve many of the visual and noise impacts of the portal area from the surrounding residential and commercial areas. The cost of such mitigation measures and any sound walls should be included as part of the project.

### Health Safety and Security

- a. The EIR/EIS should include a review of the design, construction, and operation of comparable recently constructed tunnels in the United States and other countries and incorporate best practices in the areas of prevention, mitigation, response, and recovery from manmade and natural disasters.
- b. The EIR/EIS should define the design standards that are incorporated to address vulnerabilities to natural and man-made disasters
- c. If a performance based design is proposed, the EIR/EIS should define how issues such as life safety, acceptable risk, and fire safety are being addressed.
- d. The EIR/EIS should incorporate a Health Risk Analysis of the impact of constructing and operating a tunnel to address the I-710 gap.
- The EIR/EIS should address whether specialized technologies and standards for monitoring and inspecting structural elements of alternatives are incorporated into the alternatives.
- f. The EIR/EIS should address the range of surveillance equipment proposed for the alternatives.
- g. The EIR/EIS should address lighting provisions including transitioning lighting at the portals to aid driver vision and the use of in-pavement lighting for vehicle distance, lane definition and edge delineation that improve safety and prevent crashes.

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- h. The EIR/EIS should define incident detection and deterrent technology for incorporation into the alternatives including sensors for heat, water intrusion, fire, explosion, etc.
- i. The EIR/EIS should address the feasibility of using cameras to identify vehicles that damage facilities for the purpose of collecting for damages.
- j. The EIR/EIS should identify all measures to for safe evacuation in the event of an emergency including a sound support in addition to lighted guidance signs, refuge areas, and evacuation passages.

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SR-710 Gap EIR/EIS Scoping Comments – City of Pasadena ATTACHMENT April 14, 2011 Page 8 of 10

- k. The EIR/EIS should define the role of law enforcement and laws/regulations to promote effective response and recovery operations. In this regard, the communication procedures, equipment, and jurisdictional issues among law enforcement emergency responders and operations control center should be defined.
- I. The EIR/EIS should evaluate the state of the art for fire, rescue, emergency medical and hazardous materials response technology and best practices for any alternative considered, especially if a tunnel alternative is considered. The EIR/EIS should address jurisdictional issues that may occur due to access limitations. The EIR/EIS should address training, procedures and equipment needed for the jurisdictions directly impacted and their mutual aid departments and partners. The evaluation of all equipment and procedures, with particular attention to communications technologies, should prioritize technologies and procedures that "future-proof" the recommended alternatives."
- m. The EIR/EIS should evaluate the potential impact of limiting hazardous cargo within the project area. The EIR/EIS should also evaluate the state of the art for monitoring hazardous cargo within the project area to either support a limit, or to rapidly and automatically detect hazardous releases or other situations involving hazardous cargo."

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## Identify Utility Infrastructure Impacts

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- a. The EIR should identify any utility infrastructure (e.g., electrical generation, distribution and sub-transmission systems, water and sewer mains, pumping facilities, fiber optic lines, communications infrastructure, etc.) affected by the project."
- b. "Pasadena Water and Power should be consulted, provided access to specific project information, and have input into the design process to minimize or mitigate impacts."

#### Construction impacts

- a. Construction impacts should be fully defined and should include identification of potential utility infrastructure displacement or access issues (e.g., ingress/egress from local power plant, substations, wells, etc) during construction.
- b. Measures to minimize construction impacts should be addressed in the EIR/EIS. Mitigation measures to screen visual and noise impacts should be implemented prior to construction and provisions to manage air borne dust due to excavation and/or construction should be included.
- c. The EIR/EIS should thoroughly investigate the visual and noise impacts throughout both the construction and operations phase of the project. Furthermore the EIR/EIS

SR-710 Gap EIR/EIS Scoping Comments – City of Pasadena ATTACHMENT April 14, 2011 Page 9 of 10

should investigate how Craftsman design vernacular could be incorporated into walls that would screen residential neighborhoods in Pasadena from the freeway.

- d. The EIR/EIS should analyze the vibration impacts during construction. The EIR/EIS should document the considerable construction impacts related to the drilling and boring equipment used to construct tunnels proposed for this project.
- e. The EIR/EIS should document the construction impacts as a result of the lengthy period of time the portal area(s) will be used for staging of construction equipment and for hauling of excavated material.
- f. The EIR/EIS should define staging areas and construction truck routes for hauling of excavated material and delivery of materials.
- g. The EIR/EIS should define and document the total construction schedule for the project.
- h. The EIR/EIS should thoroughly evaluate the potential for contaminated soil to be encountered within the project and the potential hazards related to the management thereof, especially if a tunnel alternative is considered.
- i. The EIR/EIS should evaluate the state of the art for fire, rescue, emergency medical and hazardous materials response technology and best practices for the construction of any alternative considered, especially if a tunnel alternative is considered.
- j. The EIR/EIS should address jurisdictional issues that may occur due to access limitations. The EIR/EIS should address training, procedures and equipment needed for the jurisdictions directly impacted and their mutual aid departments and partners.

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a. The EIR/EIS should address provisions and schedules for tunnel inspection and how maintenance and/or rehabilitation of project elements will be conducted under full closure and partial closure conditions.

### **Project Cost and Financing**

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a. The EIR/EIS should analyze financial projections about the cost revenues available for the tunnel and identify whether innovations have been identified to promote service life and reduce operating costs.

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b. The EIR/EIS should document any legislative efforts that the State of California, the Southern California Association of Governments, and the Los Angeles Metropolitan

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Transportation Authority may undertake regarding the sale of related right-of-way property and the potential for applying any of the proceeds to the Route 710 project.

- c. The EIR/EIS should document a cost/benefit analysis for the best alternative that will balance the need for traffic flow and mobility with cost effectiveness. It must also balance the environmental impacts to local communities.
- d. The EIR/EIS should document the operating and maintenance costs associated with any alternative and define for each alternative the business plan for the upgrade or replacement of the equipment and information devices that are part of the project.
- e. All mitigation included in the final EIR/EIS should be incorporated into the provisions for any Public Private Partnership developed for the project and the City of Pasadena should be allowed to review the provisions of any such partnership agreement prior to its execution.
- f. The EIR should identify any utility infrastructure affected by the project and associated costs to relocate, replace, or repair. Pasadena's electrical distribution and sub-transmission systems may be affected by the construction of this project. To keep the City-owned utility whole throughout the project, Pasadena Water and Power needs to have access to specific project information and have input into the design process; that will ensure that adverse impacts are avoided, and that possible parallel projects or collocations are evaluated for potential cost savings that could accrue to either or both entities.

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# Additional Unresolved Issues for SR710 Alternatives Noted at December 10, 2012 City Council Meeting

#### TSM/TDM Alternative

- The impact of the proposed increased in bus transit service on transit stops, crossings and sidewalks on Colorado Boulevard and Fair Oaks Avenue and other streets where the collective headway already is below 10 minutes because of overlapping transit service patterns.
- What is the source of funding for the operating costs for the enhanced transit service?
- Would the north SR710 stub remain or be removed?
- Disposition of state-owned properties south of Del Mar
- Relinquishment of State right-of-way on Pasadena Avenue and St. John Avenue to the City with Pasadena Avenue returned to its original cross section

#### **BRT Alternative**

- Loss of on-street parking on Fair Oaks, Colorado, Hill, Lake, California (not all Pasadena residences and businesses in these corridors have off-street parking options)
- Impacts on business/commercial districts from exclusive BRT lanes
- Impacts to Deemphasized Street (California Boulevard east of Lake) in Pasadena General Plan Mobility Element
- Impacts of bus signal priority on traffic flow on cross streets and surrounding intersections
- Would the north SR710 stub remain or be removed?
- Disposition of state-owned properties south of Del Mar
- Relinquishment of State right-of-way on Pasadena Avenue and St. John Avenue to the City with Pasadena Avenue returned to its original cross section

#### **LRT Alternative**

- Impact of maintenance yard on South Fair Oaks Specific Plan area in terms of being a non-conforming land use, loss of local street connectivity, rail and truck access to the yard
- Construction impacts from tunneling under South Fair Oaks Avenue
- Impacts to the Gold Line during station construction
- Would the north SR710 stub remain or be removed?
- Disposition of state-owned properties south of Del Mar
- Relinquishment of State right-of-way on Pasadena Avenue and St. John Avenue to the City with Pasadena Avenue returned to its original cross section

## Freeway Tunnel Alternative

- Increased traffic impact on freeway access points remaining after the tunnel is constructed (SR 134 at San Rafael, Pasadena and St. John at Walnut, I-210 at Mountain and at Lake
- Specific impacts associated with truck traffic, should they be allowed
- Impact of extending St. John between Del Mar and California
- Disposition of air rights in cut/cover section south of Del Mar and north of California
- Disposition of state-owned properties south of Del Mar
- Relinquishment of State right-of-way on Pasadena Avenue and St. John Avenue to the City with Pasadena Avenue returned to its original cross section

- Details of the tunnel ventilation tower
- Potential to locate the tunnel ventilation tower in the I-210/SR 134 interchange area
- Impacts of the tunnel ventilation on air quality and visual aesthetics in Pasadena
- Noise and traffic impacts on I-210 north of SR 134