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## List of Acronyms, Abbreviations, and Initialisms

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<thead>
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<th>Acronym</th>
<th>Description</th>
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<tr>
<td>AMBAG</td>
<td>Association of Monterey Bay Area Governments</td>
</tr>
<tr>
<td>APC</td>
<td>Automatic Passenger Count</td>
</tr>
<tr>
<td>ATP</td>
<td>Active Transportation Plan</td>
</tr>
<tr>
<td>BBN</td>
<td>Better Bus Network</td>
</tr>
<tr>
<td>BRT</td>
<td>Bus Rapid Transit</td>
</tr>
<tr>
<td>CBD</td>
<td>Central Business District</td>
</tr>
<tr>
<td>CIG</td>
<td>Capital Investment Grant</td>
</tr>
<tr>
<td>COA</td>
<td>Comprehensive Operational Analysis</td>
</tr>
<tr>
<td>CSUMB</td>
<td>California State University at Monterey Bay</td>
</tr>
<tr>
<td>FAR</td>
<td>Floor-to-Area Ratio</td>
</tr>
<tr>
<td>FORA</td>
<td>Fort Ord Reuse Authority</td>
</tr>
<tr>
<td>FORTAG</td>
<td>Fort Ord Regional Trail &amp; Greenway</td>
</tr>
<tr>
<td>FTA</td>
<td>Federal Transit Administration</td>
</tr>
<tr>
<td>GHG</td>
<td>Greenhouse Gas</td>
</tr>
<tr>
<td>GIS</td>
<td>Geographic Information System</td>
</tr>
<tr>
<td>MTP</td>
<td>Metropolitan Transportation Plan</td>
</tr>
<tr>
<td>MST</td>
<td>Monterey-Salinas Transit</td>
</tr>
<tr>
<td>PDA</td>
<td>Priority Development Area</td>
</tr>
<tr>
<td>RHNA</td>
<td>Regional Housing Needs Allocation</td>
</tr>
<tr>
<td>RTP</td>
<td>Regional Transportation Plan</td>
</tr>
<tr>
<td>SCS</td>
<td>Sustainable Communities Strategy</td>
</tr>
<tr>
<td>TAMC</td>
<td>Transportation Agency for Monterey County</td>
</tr>
<tr>
<td>TDM</td>
<td>Transportation Demand Management</td>
</tr>
<tr>
<td>TOD</td>
<td>Transit-Oriented Development</td>
</tr>
<tr>
<td>TSM</td>
<td>Transportation Systems Management</td>
</tr>
<tr>
<td>VMT</td>
<td>Vehicle Miles Traveled</td>
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Executive Summary

Monterey-Salinas Transit (MST) is developing a Transit-Oriented Development (TOD) Planning Study (“TOD study”) to enhance the viability of TOD and increase the ridership potential in study areas surrounding key station areas along the planned SURF! Busway and Bus Rapid Transit (BRT) corridor. As of December 2022, MST has submitted a Small Starts Capital Investment Grant (CIG) application with the Federal Transit Administration (FTA) to design and construct the SURF! BRT project.

The SURF! BRT will travel a 19.5-mile corridor and connect the cities of Salinas, Marina, Seaside, Sand City, and Monterey. The SURF! BRT will include a six-mile busway segment largely on the inactive Monterey Branch Rail Line between Sand City and Marina owned by the Transportation Agency for Monterey County (TAMC).

Five study areas were chosen based on proximity to SURF! BRT stations and input from cities in the study corridor. The study areas are Salinas, Marina, California State University Monterey Bay (CSUMB)/5th Street Station, Sand City/Seaside, and Monterey/Seaside. **Figure ES-1** presents the five TOD study areas and the SURF! Busway and BRT corridor.

**Figure ES-1. Transit-Oriented Development Planning Study Area Boundaries**

The TOD study will identify land use and first-/last-mile transportation strategies in the five study areas and cities along the SURF! BRT corridor to support development opportunities, higher transit ridership, and other beneficial outcomes that include:

- A shift away from a reliance on auto travel.
- Reductions in vehicle-miles traveled (VMT) and Greenhouse Gas (GHG) emissions.
- Reduced parking requirements.
The TOD study will provide guidance to the cities on “best practices” for TOD, potential TOD opportunity sites, first/last-mile transit access strategies, Transportation Demand Management (TDM) strategies, and estimates of the benefits and costs for each strategy. MST, TAMC, and the cities may use this guidance to support ongoing land use and transit planning efforts and enhance regional coordination.

TOD is a planning and development strategy that advocates for compact mixed-use communities located near transit where people enjoy easy access to jobs and services. TOD typically consists of dense development featuring a mix of land uses located around a major transit station, accompanied by a strong surrounding “first/last-mile” transportation network serving a wide range of travel options. This TOD “ecosystem” provides seamless and convenient access between a variety of travel options and destinations for many users.

This Background Conditions report represents the first phase of the TOD study and identifies existing land use and transportation policies, demographics and travel characteristics, and opportunities and constraints for TOD and transportation strategies across the SURF! BRT corridor. The second phase of the TOD study will use the findings of the Background Conditions report to evaluate the benefits and costs of various strategies and develop guidance on land use policies and transportation strategies.

A summary of the Background Conditions findings include:

1. **TOD and placemaking are the result of a range of factors.** Factors that influence development and placemaking include: market dynamics (real estate supply and demand conditions), investment conditions and interest rates, land use and zoning regulations, development standards, available land and developable sites, transportation infrastructure, state housing legislation, and other state and regional regulations.

2. **MST’s proposed SURF! BRT project will transform how transit is perceived and consumed in Monterey County.** The SURF! BRT will provide fast, frequent, and convenient bus service between its largest and most critical travel markets: Salinas and Monterey. The SURF! BRT project will serve as a catalyst for increasing transit ridership and improving the productivity of MST’s transit system, which has experienced ridership declines in the last two years due to the COVID-19 pandemic.

3. **The FTA Small Starts application developed ridership projections for the SURF! BRT project that forecast 2,300 daily trips in the base year (2019) and 2,800 trips in the horizon year (2040).** The 2,300 daily trips in the base year (2019) represents an incremental increase of 600 additional transit trips compared to the “no build” scenario (i.e. if the SURF! Busway and BRT were not constructed and the service remained as a conventional bus). The full SURF! BRT project includes 15-minute headways, the six-mile

An example of transit and TOD: the Salinas Transit Center is located adjacent to the 150 Main Street project, which is a 5-story, 162,000 square feet commercial mixed-use building with ground floor retail and office space.
busway between Sand City and Marina, seven upgraded bus stations along the corridor, and a new transit center and park-and-ride facility at 5th Street Station near the California State University, Monterey Bay (CSUMB) campus. The SURF! BRT will connect several key populations, and employment, educational, retail, and tourist destinations along the corridor. In 2019, the population within a half-mile of the SURF! BRT corridor was approximately 38,500 and the employment just over 25,000. Increasing the number of people that live and work within a half-mile of the SURF! BRT corridor is an important tool for increasing ridership projections, followed by multimodal access improvements. The TOD study will assess how development and transportation infrastructure will affect population, employment, and ridership along the SURF! corridor.

4. The FTA Small Starts application for the SURF! BRT indicated several strategic improvement areas for strengthening the connection between land use and transit along the corridor. The improvement areas include improving the number of jobs accessible to station areas, population density, and housing units with affordability restrictions. This TOD study will develop guidance that cities can use to complement and support future land use planning policies.

5. Current land use policies and development patterns vary across the five cities (Salinas, Marina, Sand City, Seaside, and Monterey) along the SURF! BRT corridor. Existing land use policies have generated examples of successful high-density/mixed-use developments in the past and additional projects are in the pipeline or are actively under construction. Most of the cities in the corridor are currently implementing General Plan and Zoning Code updates, and Specific Plans to accommodate higher density developments. Each of the five study areas is in one or more of the five cities. Below is a summary of the key findings from the review of planning documents and relevant TOD projects that overlap with the study areas:

Salinas

- **Visión Salinas 2040, General Plan Update (Ongoing).** The City of Salinas is updating its General Plan with a focus on affordable housing, transportation access and safety, and place types to achieve high quality urban form and placemaking.
- **Salinas Downtown Vibrancy Plan (March 2015).** The Salinas Downtown Vibrancy Plan aims to add 750 new market rate housing units to the downtown core, and recommends the redevelopment of several public surface parking lots to mixed-use development or structured parking garages to free up land for development.
• **Alisal Vibrancy Plan (adopted February 2020) and East Alisal Corridor Plan (adopted January 2019).** The Vibrancy Plan identifies a broader set of community strategies while the Corridor Plan focuses on transportation issues along the eastern portion of the Alisal Street corridor.

**Marina**

• **Marina Downtown Vitalization Specific Plan (released May 2021, not adopted).** Allows for greater densities and building heights, which will result in a total of 2,904 residential units and a combined 1,385,500 square feet of office and retail space. The City is also beginning work on the General Plan 2045 update.

• **University Villages Specific Plan (approved May 2005, amended August 2017).** Outlines future development on the 420 acres of the former Fort Ord in Marina. University Villages will feature retail, entertainment, and commercial land uses and accommodate 1,237 new housing opportunities.

• **The Dunes on Monterey Bay.** A subset of the University Villages Specific Plan, “The Dunes” is the redevelopment of the former Fort Ord Army Base on the western edge of the CSUMB campus. Development is occurring in four phases and includes 2 below-market-rate housing sites, as well as a new city park.

**Seaside**

• **Campus Town Specific Plan (adopted February 2020).** The Specific Plan area encompasses 120 acres immediately south of CSUMB and provides for a new commercial center complete with entertainment, retail, housing, and employment space.

• **West Broadway Urban Village (adopted January 2010).** The plan provides recommendations for creating a vibrant central business district focused around West Broadway in the southwest corner of the City. The plan recommends residential densities at 20-30 dwelling units per acre for projects with only housing along the corridor and residential density at 30-60 dwelling units per acre for mixed-use projects.

**Sand City**

• **Sand City Vibrancy Plan (approved June 2019).** Recommends the creation of a vibrant downtown in the West End and South of Tioga districts that promotes collaboration between the arts, residents, businesses and strengthens transportation connections to neighboring communities. These plans allow for buildings to be renovated and zoned as mixed-use. The South of Tioga district is identified by the plan as allowing for 352 new residential units in the form of condos and apartments. The Vibrancy Plan builds on the City’s General Plan and provides implementation and prioritization guidance.
Monterey

- **North Fremont Specific Plan (adopted April 2014, amended August 2016).** Serves as a guide for future mixed-use neighborhood development along North Fremont Street and includes development guidelines and transportation improvements to support an additional 50,000 square feet of commercial space and 130 dwelling units.

- **Villa Del Monte Neighborhood Revitalization Plan (adopted May 2016).** Establishes a vision and set of projects for the purposes of traffic calming, safety, and recreational uses in the Villa Del Monte neighborhood located between Del Monte Boulevard and North Fremont Street.

6. **Population and employment growth through 2045 for the five cities is expected to remain slow but steady at approximately 0.4 to 0.5% per year.** For the five cities in the TOD study, the Association of Monterey Bay Governments’ (AMBAG) 2045 Metropolitan Transportation Plan/Sustainable Communities Strategy Year 2020-2045 generated population forecasts of 0.5% annual growth (12% growth from 2020-2045) and employment forecasts of 0.4% annual growth (10% growth from 2020-2045). Concentrating more of the population and employment growth along the SURF! BRT corridor and the five study areas will provide an efficient use of land and result in higher transit ridership.

7. **The need for additional housing across all income categories in the five cities is almost 11,900 units for the next Housing Element cycle from 2023-2031.** The California Department of Housing and Community Development’s (HCD) Regional Housing Needs Allocation (RHNA), 6th Cycle (2023-2031), has identified almost 11,900 units for the five cities along the corridor with almost one-third identified as “Very Low” or “Low” income groups. Implementing TOD projects located in the five study areas along the SURF! corridor can play a major role in meeting these RHNA requirements. Concentrating housing in TOD projects along the SURF! BRT corridor will provide more opportunities for a mix of affordable housing types.

8. **Significant water restrictions exist in Monterey Peninsula that currently limit development.** CalWater, Marina Coast Water District (MCDW), and California American (Cal Am) Water are among the water service providers that serve the communities of the Monterey Peninsula. Since 2009, California American (Cal Am) Water, the entity that supplies water to the majority of the Monterey Peninsula, has been under a moratorium that limits the amount of water that Cal Am can withdraw from the Carmel River and deliver to the cities it serves. This places significant limits on the amount of new development across most of the Monterey Peninsula by restricting the number of new water meters that can be installed. There is no indication when the moratorium will be lifted. A desalination plant was recently approved by the California Coastal Commission in November 2022, which could open as soon as 2027. Monterey One Water, a sewer water treatment provider in northern Monterey County, supports recharge of the dwindling groundwater supply in the Monterey County through purification and subsequent groundwater recharge. In Salinas, the Salinas Valley Groundwater Basins provides most of the region’s water, with groundwater being recharged by tributaries of the Salinas River. Within the five TOD study areas, the moratorium only affects Monterey and portions of Seaside; Sand City, Marina, CSUMB, and Salinas are not impacted by the water restrictions.
9. The transportation system in the vicinity of the SURF! BRT corridor features a range of existing pedestrian, bicycle, transit, and roadway facilities that can connect to the SURF! BRT corridor and provide first/last-mile access to the future BRT service. However, a number of gaps in these networks exist that will require additional investments to provide the connectivity to the SURF! BRT to make the system most effective.

10. Significant opportunities and constraints related to TOD and first/last-mile transportation improvements exist around the five study areas on the SURF! BRT corridor. These are summarized below for each of the five study areas (detailed Opportunities and Constraints maps are available in Chapter 7):

**Salinas**
- The Salinas study area has a number of potential opportunity sites near MST’s Transit Center in the downtown core including several City-owned parking lots and parcels at the Intermodal Transportation Center that the City is considering rezoning to mixed-use.
- The East Alisal Corridor Plan has identified a number of “catalyst projects” and other development opportunities and streetscape and frontage improvements and improved pedestrian and bicycle crossings.
- US-101 and the rail network create some limitations for connectivity between parts of the study area; right-of-way is also limited on many streets, which makes repurposing travel lanes for other modes challenging.

**Marina**
- The City has identified focused development along segments of Del Monte Boulevard and Reservation Road in their downtown “Core” and adjacent to the Marina Transit Exchange along with over 20 affordable housing opportunity sites.
- Del Monte Boulevard and Reservation Road are challenging for pedestrians and bicyclists to cross – improved crossings will make transit more accessible. The north end of the SURF! BRT busway is at the Palm Avenue station and could benefit from additional access improvements along Palm Avenue and Carmel Avenue east of Del Monte Boulevard.

**CSUMB/5th Street Station**
- The 5th Street station area can benefit from enhancing access across 1st and 2nd Avenues to connect the station to The Dunes and the CSUMB campus, east of 2nd Avenue.
• There are opportunities to improve the connectivity with the CSUMB campus, which is planning new campus development east of 2nd Avenue and several mobility hubs across the campus that will offer a variety of shared mobility services and other amenities.

**Sand City/Seaside**

• The south end of the SURF! BRT busway is located at the Sand City Station just west of Del Monte Boulevard, near the Edgewater shopping center. Enhanced pedestrian and bicycle facilities and crossings at the Del Monte Boulevard/Playa Avenue intersection will provide improved access to this station.
• A lack of east-west pedestrian and bicycle connections between residential areas east of Fremont Boulevard to the SURF! BRT corridor on Del Monte make walking and bicycling in the study area challenging. Additionally, there are few direct paths and no sidewalks, crosswalks, or bikeways through the Auto Mall complex between Del Monte Boulevard and Fremont Boulevard.
• Sand City is considering placing additional parking structures in the West End area, which would increase the supply of parking.
• There are several TOD opportunity areas identified in planning studies focusing on the West End, South of Tioga, and West Broadway corridors, along with other underutilized or vacant parcels along Del Monte Boulevard. Zoning overlays may be a successful tool for increasing residential capacity in these areas.

**Monterey/Seaside**

• There are potential development opportunities along North Fremont Street identified by the City of Monterey and in the industrial area between Del Monte Boulevard and Highway 1.
• Look for opportunities to continue recent pedestrian and bicycle improvements along North Fremont Street. Provide enhanced east-west crossings to better connect Villa Del Monte and neighborhoods further east to the SURF! BRT corridor.
1. Introduction

Monterey-Salinas Transit (MST) is developing a Transit-Oriented Development (TOD) Planning Study (“TOD study”) to enhance the viability of TOD and increase the ridership potential in five key study areas along the planned SURF! Busway and Bus Rapid Transit (BRT) corridor. The SURF! BRT service will travel a 19.5-mile corridor connecting the cities of Salinas, Marina, Seaside, Sand City, and Monterey and will include a six-mile busway segment on an inactive rail line owned by the Transportation Agency for Monterey County (TAMC) between Sand City and Marina. The BRT service will operate with planned 15-minute service frequencies on weekdays and 30-minute frequencies on weekends. As of December 2022, MST is pursuing a Small Starts Capital Investment Grant (CIG) with the Federal Transit Administration (FTA) to design and construct the SURF! BRT project. Figure 1 below represents the location of the SURF! Busway and BRT alignment and the five study areas. Each study area represents approximately a 0.5 to 1.0-mile catchment around a major SURF! transit station or an intersecting transit corridor.

![Figure 1. Transit-Oriented Development Planning Study Area Boundaries](image)

The cities benefitting from the SURF! BRT have each identified targeted areas for growth within their municipal boundaries. In collaboration with the cities in the study corridor, MST has identified five key study areas as the focus of this Study.
The five study areas are defined as:

- **Salinas**: The Salinas study area is centered on MST’s Salinas Transit Center and includes the Intermodal Transportation Center, Downtown, the East Alisal Street corridor, Main Street, and Market Street. A larger study area was selected to examine an expanded area east of Highway 101 that contains some of the highest ridership routes in MST’s system. Salinas is a major city and has a broad range of land use types and densities throughout the study area.

- **Marina**: The Marina study area focuses on the blocks adjacent to Del Monte Boulevard and Reservation Road and includes the Marina Transit Exchange and areas near the future Del Monte/Palm Station, which will serve as the northern terminus of the SURF! BRT busway segment. The land uses are mostly residential and commercial.

- **California State University Monterey Bay/5th Street**: The California State University Monterey Bay (CSUMB)/5th Street study area is located around the planned 5th Street Transit Station west of 2nd Avenue and the CSUMB campus. This site is located on the former Fort Ord Army Base and is currently being redeveloped as The Dunes. It is located within the City of Marina. Land uses west of 2nd Avenue consist of a mix of residential and commercial. Land east of 2nd Avenue is located on the CSUMB campus and includes existing buildings and future residential and educational expansions.

- **Sand City/Seaside**: The Sand City/Seaside study area extends along Del Monte and Fremont Boulevards from the Highway 1 interchange to just south of Broadway Avenue. The land use character in this study area is highly varied, and includes uses such as industrial, auto malls, and residential and commercial land.
• **Monterey/Seaside**: The Monterey/Seaside study area includes a portion of North Monterey and South Seaside and is located between Del Monte and Fremont Boulevards. This area has a mix of single-family residential, commercial, and some industrial land near Highway 1.

These study areas do not strictly adhere to municipal boundaries and were selected for their proximity to the SURF! corridor. The study areas vary greatly in size compared to one another. **Table 1** below shows a summary of the land area for each of the five study areas in the SURF! BRT corridor.

**Table 1. Summary of Study Area Size**

<table>
<thead>
<tr>
<th>Study Area</th>
<th>Area (US Survey Acres)</th>
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<tbody>
<tr>
<td>Salinas</td>
<td>1,311.4</td>
</tr>
<tr>
<td>Marina</td>
<td>338.0</td>
</tr>
<tr>
<td>CSUMB/5th Street</td>
<td>209.0</td>
</tr>
<tr>
<td>Sand City/Seaside</td>
<td>479.8</td>
</tr>
<tr>
<td>Monterey/Seaside</td>
<td>481.4</td>
</tr>
</tbody>
</table>

Ridership on the SURF! BRT and MST’s system generally is dependent on a strong alignment between transit-supportive land use policies and transportation infrastructure. The appropriate density and mix of residential and commercial development close to stops is required to make transit accessible and convenient for potential riders. Realizing high quality TOD near transit stops requires cities to establish supportive land use policies and zoning that can attract private development. The surrounding pedestrian, bicycle, transit, and roadway infrastructure must provide convenient points for riders to easily access transit. The quality and convenience of these “first/last-mile” connections are critical in travelers’ decision to choose transit. A 2018 passenger surveys conducted by MST revealed that 85% of passengers get to their bus stop by walking and 87% walk to their destination after getting off the bus.

This TOD study is providing the following guidance across the five study areas along the SURF! BRT corridor:

- **“Best practice” land use policies to support TOD.** The land use guidance is intended to provide cities and agencies with policy recommendations related to density, development standards, and other development regulations such as parking ratios.

- **TOD opportunity sites and zones.** The TOD study is identifying sites along the corridor that represent TOD opportunities. The opportunity sites include vacant sites or parcels identified in recent housing elements or planning documents.

- **First/last-mile transportation infrastructure.** This includes station access elements such as new pedestrian connections, dedicated bicycle facilities, enhanced stops for
connecting transit services, and station enhancements such as shelters and pick-up/drop-off passenger loading curbs.

- **Transportation Demand Management (TDM) strategies.** TDM strategies could include a broad range of strategies that promote commute trip reduction, free or reduced transit passes, changes in parking regulation and pricing, bicycle parking and incentive programs. These programs can be administered through development agreements, Transportation Management Associations, or through large employers such as universities, hospitals, and corporate campuses.

This Background Conditions Report represents the first phase of the TOD study and documents the underlying land use assumptions, growth projections, and the transportation setting along the corridor. The second phase of the TOD study will include an extensive community outreach process that will engage the public in the five cities along with focus groups that include Community-Based Organizations, transportation advocates, and developers. The public engagement process will help identify transportation needs and assess public sentiment for various land use and transportation strategies. The final phase of the TOD study will identify specific land use and transportation strategies, assess the benefits and costs for each, and develop recommendations for MST, TAMC, and the cities along the TOD study corridor.

### 1.1. MST Overview

MST is the primary public transit operator in Monterey County serving 437,325 residents. MST operates through two major transit hubs in Monterey and Salinas as well as secondary hubs in Marina and Sand City. Additionally, MST provides connections to the City of Paso Robles in San Luis Obispo County and the City of Watsonville in Santa Cruz County. In 2022, MST’s fixed route service operated 34 transit lines that served 1,759,050 passengers, with its RIDES paratransit operating serving 151,352 passengers.
MST has experienced a significant reduction in ridership over the last several years because of the COVID-19 pandemic and service reductions related to military partners at the Presidio of Monterey. MST has recently completed a Comprehensive Operational Analysis (COA) for their system, which recommended a network redesign to better align bus routes with changing travel patterns and demographics in the region since the start of COVID. Figure 2 presents MST’s “Better Bus Network”, which was launched on December 10, 2022. The new network better aligns service with demand patterns and increases frequency on key routes.
1.2. TOD Basics

Transit-oriented development (TOD) is a planning and development strategy that advocates for compact mixed-use communities located near transit where people enjoy easy access to jobs and services. TOD typically consists of dense development with a mix of land uses located around a major transit stop with a cohesive “first/last-mile” transportation network that connects to nearby land uses and destinations. The “first” and “last” mile of a transit trip consists of how a passenger can walk, bike, roll, or take another vehicle between the transit stop and their destination.
stop and their destination. First/last-mile infrastructure such as crosswalks, bulb-outs, signal timing for pedestrian and bicyclists, bike lanes and bike parking, and wayfinding signage all support walking, biking and connecting from other transit modes.

An example of a first/last-mile infrastructure includes the “pork-chop” island which provides a refuge for pedestrian crossing the roadway to access the Salinas Transit Center.

The TOD “ecosystem” provides seamless and convenient access between a variety of travel options and destinations for many users. A strong connection between land use and transportation, such as that found in TOD, has been shown to promote a shift from auto usage to transit, walk, and bicycle modes, which reduces vehicle-miles traveled (VMT) and the need for land dedicated to parking.

**Figure 3** illustrates the various components of TOD, and how it supports vibrant and successful communities.
Components of Transit-Oriented Development (TOD)

- Integrated Neighborhoods
- Comfortable Walking Distance
- Multimodal Access
- Increased Development Intensities
- Public Spaces
- High-Quality Transit
- Equitable Development & Economic Opportunity

Figure 3. Components of Transit-Oriented Development (TOD) (Source: Kimley-Horn)

TOD development has successfully been implemented in a variety of urban contexts with transit networks similar in size and scale to MST’s SURF! BRT corridor.

TOD projects typically include the following characteristics:

- **Height.** Most TOD projects in communities such as Salinas, Monterey, or other small to mid-size cities in California consist of developments of three to six stories and up to 65 feet that use wood frame construction over a concrete podium. Taller construction requires more expensive steel and concrete construction materials.

- **Density.** Most TOD projects are denser than typical developments as measured by dwelling units per acre or floor-to-area ratio (FAR). FAR is the ratio of a building’s total floor area in proportion to the size of the land area. An FAR of 1.0 represents a building that has the same square footage as the site.

- **Uses.** TOD projects typically provide a mix of uses. The most common type consists of a range of residential units over ground-floor commercial, cultural, and/or institutional uses. Many TOD projects incorporate a range of housing options including affordable units or senior housing.

- **Design.** TOD projects are typically built with reduced or no setbacks to maintain a consistent building frontage with the street.
• **Parking.** TOD projects typically have lower parking ratios due to the smaller unit size and proximity to public transit and other community amenities.

• **Transit.** Transit is either integrated into a TOD site plan or it is located within a quarter to half-mile of a station and connected with high quality transportation facilities.

• **Amenities.** TOD projects typically feature public open space, bicycle parking, access to shared mobility services, robust signage and wayfinding, and other public amenities.

*Figure 4* presents a series of case study photos for TOD and mixed-use projects built locally in Sand City, Salinas, and Santa Cruz and in the San Francisco Bay Area city of El Cerrito. These are described below:

• **A – Independent Apartments.** Located at 600 Ortiz Avenue in Sand City, the Independent Apartments is a renovated mixed-use four-story building on 2.65 acres with 61 multifamily units (23 units per acre) over ground floor commercial. It is located one block from Del Monte Boulevard and the planned SURF! BRT corridor. Note that the Independent Phase 2 constitutes the “core” of the Sand City Vibrancy Plan.

• **B – Salinas Gateway Senior Apartments.** Located at 25 Lincoln Avenue in Salinas, the Salinas Gateway Senior Apartments is a four-story 52-unit affordable senior apartment project with ground floor commercial that is home to an MST customer service center. It is located one block north of the Salinas Transit Center and across the street from the Salinas Intermodal Transportation Center.

• **C – Tannery Arts Center.** Located at 1010 River Street in Santa Cruz, this development has 100 units of affordable live/work space and an arts complex with 28 studio spaces for artists and creative businesses on 8.3 acres along the San Lorenzo River in Santa Cruz.

• **D – Ocean Street Apartments.** Located at 350 Ocean Street in Santa Cruz, the Ocean Street Apartments is a 63-unit affordable apartments on 1.5 acres (42 units per acre) in a four-story building with ground floor retail. Transit service is located one to two blocks to the north on Broadway and Soquel Avenue.

• **E – Mayfair Station (Phase I).** Located at 11600 San Pablo Avenue in El Cerrito, Mayfair Station is a six-story mixed-use building Avenue adjacent to the El Cerrito Del Norte BART station with 156 units and 8,900 square feet of ground floor commercial. The Phase 1 project covers approximately 1.15-acres (135 units per acre). Phase II of the project will include 69 units of below market rate housing on the remainder of the 1.57-acre site. When completed, the site will total 223 units with a density of 140 units per acre. Multiple AC Transit, Golden Gate Transit, Soltrans, and other bus operators serve Del Norte station and San Pablo Avenue.

• **F – Credence – Modern Condos.** Located at 10300 San Pablo Avenue in El Cerrito, Credence is a four-story residential development with 30 units and 2 live-work units on 0.57 acres (56 units per acre) with 33 parking spaces. No ground floor commercial space is provided beyond the live-work uses. There is which has multiple AC Transit local and Transbay bus routes.
Figure 4. TOD Case Studies

These case studies show the broad range of design and land use characteristics found in TOD projects.
1.3. Project Objectives

The TOD study has a broad set of project objectives to support MST in enhancing land use and transportation infrastructure along the SURF! BRT corridor. These objectives include the following:

- **Improve transit outcomes by increasing transit ridership and performance metrics**
  
  Develop land use guidance and first/last mile transportation recommendations that increase transit ridership by shifting travelers from auto modes to the SURF! BRT and other MST routes. This will improve performance metrics such as farebox recovery and support investments in additional MST service.

- **Strengthen regional coordination on project development and grant funding opportunities**
  
  Strengthening the coordination between MST and the cities along the SURF! BRT corridor that each have jurisdiction over land use decisions. This will provide enhanced alignment on local and regional goals and improving the likelihood of qualifying for regional, state, and federal grant funding.

- **Identify land use “best practices” to encourage transit-supportive development**
  
  Developing “best practice” land use policies that support TOD will provide a blueprint for jurisdictions to consider adopting development standards that provide enhanced support for transit.

- **Identify first/last-mile access and TDM strategies**
  
  Developing a comprehensive list of first/last-mile access strategies and TDM policies will provide jurisdictions with a toolkit of items that are shown to improve transit access and ridership, mode shift from autos, and associated environmental benefits.

1.4. Report Contents

The following chapters of this document present a review of existing policy and legislative information; demographic, land use, and transportation character; and opportunities and constraints for the SURF! Busway and BRT corridor.

- **Chapter 2: MST SURF! Busway and BRT FTA Land Use and Transportation Ratings.** Introduces the FTA Small Starts grant program and the SURF! Busway and BRT project application, identifies the synergy between FTA scoring criteria and local policy and summarizes FTA transit-supportive land use ratings in the SURF! BRT corridor.

- **Chapter 3: Existing Plans, Policies, and New Applicable Laws.** Provides a summary of the important plans and policies for cities in the study area and for Monterey County, and relevant legislative information, including California State Senate or Assembly bills, that impacts land use or transportation planning in the SURF! BRT corridor.
• **Chapter 4: Population, Employment, and Forecasting.** Assesses the demographic character of the study areas in the SURF! BRT corridor, workforce statistics, and forecasts for project population and workforce growth.

• **Chapter 5: Existing Land Use Information by Study Area.** Analyzes the land use and development character of the study areas in the SURF! BRT corridor, identifies important landmarks, and describes the land use character around SURF! transit stations.

• **Chapter 6: Existing Transportation Information by Study Area.** Presents the current and projected travel patterns, introduces the Better Bus Network and connections to SURF! transit stations, describes transportation demand management policies, and outlines the active transportation and general roadway conditions in the study areas within the SURF! BRT corridor.

• **Chapter 7: Opportunities and Constraints.** Addresses placemaking, opportunities to improve transit ridership and strengthen the transit-land use connection and identifies opportunity areas and roadblocks for implementing TOD in the SURF! BRT corridor.
2. MST SURF! Busway and BRT FTA Land Use and Transportation Ratings

2.1. MST Background

Monterey-Salinas Transit (MST) is the public transit agency for Monterey County. It operates local and regional fixed-route bus lines and demand-responsive services including paratransit and on-call services and other specialized shuttles and taxi voucher programs. Service is primarily concentrated in Monterey and Salinas areas, which account for approximately two-thirds of service and ridership. The two major transit hubs for MST are operated in Monterey and Salinas, with secondary hubs operated in Marina and Sand City.

Due to its countywide role, MST has historically emphasized service to many communities over a large area. This is reinforced by a sprawling development pattern of the communities across Monterey County. The Monterey Bay and Salinas Valley have historically developed as lower density mid-sized cities located in proximity to Highway 1 and Highway 101. These cities have a mix of overlapping retail, social services, and employment markets resulting in large amounts of intercity travel. MST’s system has evolved to serve both local and long-range regional services – which is unique for a public transit operator of its size.

The COVID-19 pandemic has had a significant impact on MST’s ridership, with tourism declining in 2020 and 2021 and employees opting to work from home. Table 2 presents the annual ridership for MST’s fixed route system over the last six years with sharp declines in 2020 and 2021 and a strong rebound in 2022.

<table>
<thead>
<tr>
<th>Year</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
<th>2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ridership</td>
<td>4,262,312</td>
<td>4,452,389</td>
<td>4,272,624</td>
<td>3,082,463</td>
<td>1,280,619</td>
<td>1,759,050</td>
</tr>
<tr>
<td>% Change</td>
<td>-0.7%</td>
<td>4.5%</td>
<td>-4.0%</td>
<td>-27.9%</td>
<td>-58.5%</td>
<td>37.4%</td>
</tr>
</tbody>
</table>

* Source: MST

To address the ridership and financial issues associated with the pandemic and to better align a system with changing travel needs across Monterey County, MST conducted a Comprehensive Operational Analysis (COA), which yielded the system changes in the Better Bus Network that was launched in December 2022. The COA identified a series of reasons for why the bus network should be redesigned and recommended route and service changes to better align transit supply with demand. Figure 5 presents a map from the COA showing the combined population and employment densities across MST’s service area.

A survey conducted as part of the COA identified the community’s preference for planning for high ridership over high coverage. That is, riders wanted MST to prioritize the most direct routes in the areas where most people live and work over servicing as many places as possible. This would ultimately enable MST to provide fast and frequent service and support dense and walkable development. The SURF! BRT project will help support many of the goals and objectives recommended in the COA and implemented in the Better Bus Network.
2.2. SURF! Busway and BRT Project and FTA Small Starts Grant

In February 2020, Monterey-Salinas Transit (MST), in partnership with the Transportation Agency for Monterey County (TAMC) initiated the process to receive a Small Starts Capital Investment Grant to construct and operate the SURF! Busway and BRT project to connect the cities of Salinas, Marina, Seaside, Sand City, and Monterey. The project would create a parallel route to Highway 1 between Marina and Sand City and allow bus riders to bypass a congested stretch of Highway 1 on their way to and from Monterey. The SURF! Busway would use the existing right-of-way from the inactive Monterey Branch rail line for a dedicated bus corridor. The project would include key connections along the corridor to CSUMB (enrollment 7,500 students) and the future Marina-Salinas Multimodal Corridor connection to Salinas, the region’s largest city.

Small Starts is a discretionary Federal Grant Program administered by the Federal Transit Administration (FTA) to support transit projects with a total cost less than $400 million and total Small Starts funding sought less than $150 million. Small Starts funds may be used on projects including new fixed guideway systems, such as light rail, fixed guideway BRT systems, and corridor-based BRT systems. Small Starts projects each submit project background information, travel forecasts, operation and maintenance costs, and discussions.

Figure 5. Combined Population and Employment (“activity”) Density from the Comprehensive Operations Analysis (Source: Jarret Walker + Associates, 2022)
on mobility improvements and economic development. Figure 6 presents a detailed map showing the extent of the SURF! BRT route and major stations and stops.

![Figure 6. SURF! Busway and BRT Bus Stops from the FTA Small Starts Program Ratings Package (Source: Kimley-Horn, 2022)](image)

2.3. FTA Small Starts Scoring Criteria and Local Plans

The FTA has developed a series of quantitative metrics to evaluate and rate candidate Small Starts projects. These criteria inform the projects that are ultimately chosen to receive Small Starts funding. These FTA criteria emphasize economic development and transit-supportive land use, particularly in the areas immediately surrounding existing or proposed transit stations. In particular, the ratings evaluate whether current levels of population, employment, and other trip generators in station areas support a major transit investment, and if station areas are pedestrian-friendly and fully accessible.

Municipalities play an important role in securing Small Starts funding and can encourage transit-supportive land uses using several tools. These tools include zoning regulations and General Plans and Specific Plans, which can all be used for growth management and to promote transit-supportive corridor policies.
Several cities along the SURF! Busway and BRT corridor already have adopted Specific Plans which aim to increase population, employment, and other trip generators in station areas. Still, there are opportunities to further strengthen the land use – transit connection and, subsequently, increase both ridership and the ability to secure grant funding.

2.4. Summary of FTA Land Use and Transportation Ratings

As part of the Small Starts package submitted to the FTA, the SURF! Busway and BRT completed a Supplemental Land Use report to evaluate land uses along the corridor with respect to how transit-supportive they were. This evaluation included both qualitative and quantitative criteria, and were used to assess existing station area development, development character, parking supply, and affordable housing.

Qualitative analysis showed that the development character along the SURF! Busway and BRT corridor is a mix of higher and lower density residential and commercial uses. The transit stations in downtown Salinas, downtown Marina, and downtown Monterey are each located near mid-rise offices and commercial land uses where some multifamily housing is present. Outside of these central business districts, the development character is predominately single-family residential land uses. Lower density commercial and residential uses are found in transit station areas in Sand City, Seaside, and at the new 5th Street Station in Marina. Land uses in Sand City and Seaside are largely lower density, big box retail, businesses, and single-family housing. Still, the area surrounding the new 5th Street Station is undergoing major redevelopment.

Quantitative criteria were developed based on methodology and ratings thresholds provided in the FTA’s Guidelines for Land Use and Economic Development Effects for New Starts and Small Starts Projects (2013). Table 3 shows the FTA Quantitative Ratings used to evaluate transit-supportive land-use along the SURF! Busway and BRT project corridor.
### Table 3. FTA Quantitative Ratings for Transit-Supportive Land Use in the SURF! Busway and BRT Corridor

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Location</th>
<th>Value</th>
<th>FTA Quantitative Rating&lt;sup&gt;1&lt;/sup&gt;</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Jobs Accessible</td>
<td>Station Areas&lt;sup&gt;2&lt;/sup&gt;</td>
<td>24,504</td>
<td>Low (1)</td>
</tr>
<tr>
<td>Population Density</td>
<td>Station Areas&lt;sup&gt;2&lt;/sup&gt;</td>
<td>3,844 persons/square mile</td>
<td>Medium-Low (2)</td>
</tr>
<tr>
<td>Parking spaces available per employee&lt;sup&gt;3&lt;/sup&gt;</td>
<td>Monterey CBD</td>
<td>0.93 spaces/employee</td>
<td>Low (1)</td>
</tr>
<tr>
<td>Parking costs for daily parking&lt;sup&gt;4&lt;/sup&gt;</td>
<td>Monterey and Salinas CBD</td>
<td>Average of $12</td>
<td>Medium-High (4)</td>
</tr>
<tr>
<td>Housing units with affordability restrictions&lt;sup&gt;5&lt;/sup&gt;</td>
<td>½ radius of SURF! Busway and BRT stations</td>
<td>1,033 of 15,611 housing units</td>
<td>Medium-Low (2)</td>
</tr>
</tbody>
</table>

1. FTA Quantitative ratings are based on a sliding scale of Low (1) to High (5), where High (5) corresponds to transit-supportive land uses.
2. Area immediately surrounding SURF! Busway and BRT Stations.
3. Approximately 7,970 employees and 7,450 parking spaces available, both on- and off-street
4. Based on pricing for 21 lots and garages in Monterey CBD, with an average daily cost of $14, and four lots and garages in Salinas CBD, with an average daily cost of $2.50
5. Data from the proportion of affordability restricted housing in the SURF! Busway and BRT corridor compared to countywide affordable housing is 1.20.

The application of FTA quantitative thresholds to the SURF! Busway and BRT corridor reveal strategic improvement areas for strengthening the transportation and land-use connection and pursuing additional FTA funded projects in the future. Most notably, more jobs are needed that are accessible by transit, as well as affordable housing that is built near transit.
3. Existing Plans, Policies, and New Applicable Laws

This chapter outlines the relevant plans, policies, and laws that impact the SURF! BRT corridor and five study areas. The reviewed documents include land use plans, transportation and parking plans and policies, and state laws. The reviewed plans include the cities where each of the five study areas are located and includes the county and state plans and laws. Each of the following sections include summary paragraphs of key plan details, as well as summary tables of all the plans, policies, and laws considered in this Study.

3.1. Salinas

Salinas is the county seat of Monterey County and the most populous city in the county with a population of 163,542 residents in 2020. Salinas serves as the main business, governmental, and services center of the region. Most of Salinas’ downtown, areas along the West and East Alisal Street corridors, and portions of Main Street are included in the study area. See Appendix A.1. for a summary of plans reviewed for the City of Salinas.

3.1.1. Salinas General Plan (adopted September 2002)

The Salinas General Plan emphasizes the importance of preserving agricultural lands, which are the primary economic bases for Salinas. The General Plan will achieve this goal by promoting mixed-use developments that increase residential density and allow residents to live, work, and play within the community. “Future Growth Areas” were identified outside of the existing urbanized city limits to minimize growth into agricultural lands. These growth areas allow for additional dwelling units and, subsequently, will lead to a lower burden of housing costs. Minimal new growth outside the city will occur on land that is currently used for agricultural production.

The City of Salinas General Plan identifies Future Growth Areas and establishes an Urban Growth Boundary to protect valuable agricultural land.
In addition to “Future Growth Areas”, which extend beyond existing developed lands, the General Plan has identified “Focused Growth Areas” within already existing developed land. These “Focused Growth Areas” allow for redevelopment of older neighborhoods, infill development, and selective increases in residential density. The result is a greater diversification of land uses.

The City of Salinas is currently updating the General Plan to Vision Salinas 2040. The City’s focus is on affordable housing, transportation access and safety, and place types to achieve high quality urban form and placemaking.

3.1.2. Salinas Downtown Vibrancy Plan

The Salinas Downtown Vibrancy Plan was developed to generate new activity, commerce, and vitality in downtown Salinas. The primary outcomes of the Downtown Vibrancy Plan are to create a healthy mix of residences, businesses, civic institutions, recreation, and culture in a fun, safe, family-friendly setting. The Plan also recommends improvements to local circulation, mobility, and parking management. The plan calls for the conversion of one-way couplets into two-way streets. These conversions will enable vehicles to circulate more easily in the downtown area and allow for increased visibility of Main Street businesses. Lane conversions and other traffic calming measures outlined by the Downtown Vibrancy Plan aim to decrease vehicle traffic and increase foot traffic.

Several downtown opportunity and catalyst sites were identified by the Downtown Vibrancy Plan. These sites consisted mainly of publicly owned surface parking lots. The Plan calls for the conversion of these sites into either structured parking or development sites. Per the Downtown Vibrancy Plan, a central city overall district was recommended to streamline development approvals.

The City of Salinas General Plan establishes 5 Focused Growth Areas that allow increased density and development.
The Alisal Vibrancy Plan is a comprehensive strategy for Salinas’ Alisal neighborhood, and is the result of years of visioning, community organizing, and relationship building between the City of Salinas and Alisal residents. The purpose of the Alisal Vibrancy Plan is to communicate the collective vision, goals, and desires of those who live, work, and shop in the Alisal. The Alisal neighborhood is an engine of economic activity that is a critical retail and commercial center in Salinas and provides culturally relevant retail and services to both Alisal residents and customers from all over the region. Most commercial uses, which account for only 8% of land uses, are concentrated along East Alisal Street, East Market Street, and parts of North Sanborn Road and Williams Road.

Four opportunity sites were identified by the Alisal Vibrancy Plan to maximize development of remaining vacant or underutilized parcels. These sites include the Alisal Marketplace, Division Street Concept, North Wood Concept, and East Laurel Drive. Development on these sites are estimated by the plan to provide a total of 145 dwelling units, 42 townhouse units, 110 apartments for seniors, 266,500 square feet of open space, and 21,500 square feet of public plazas.
3.2. Marina

Marina is a city with a population of 22,359 residents in 2020 and located along Highway 1, 8 miles west of Salinas and 8 miles northeast of Monterey. The City includes part of the CSUMB campus. Portions of Marina along Del Monte Boulevard and Reservation Road are included in the study area. See Appendix A.1. for a summary of plans reviewed for the City of Marina.

3.2.1. General Plan (adopted October 2000, updated August 2010)

The primary policies of the Marina General Plan are to provide land supply within the City’s defined Urban Growth Boundary and to accommodate a fair share of the future population and employment growth within Monterey County. The policies of the General Plan were expected to accommodate between 15,700 and 17,400 new residents through 2020. The Plan identifies 61 acres of vacant land in areas designated for commercial or industrial uses. The General Plan also identifies 66 acres of land in already-developed areas that are economically underutilized.

3.2.2. Downtown Vitalization Specific Plan (released May 2021, not adopted)

The Marina Downtown Vitalization Specific Plan aims to improve the quality of life and vitality for an area that encompasses over 300 acres in the center of Marina. The Specific Plan calls for a mix of new development along Del Monte Boulevard and Reservation Road and within a half-mile radius of the Marina Transit Exchange. The Specific Plan aims to distinguish Downtown Marina by allowing greater densities and building heights. The Plan identifies a “Core” zone that can accommodate additional development up to 1,372 residential units and 901,500 square feet of retail and office space, a “Transition” zone with up to 1,378 residential units and 484,000 square feet of retail and office space, and a “Multifamily Residential” zone with up to 154 residential units and the creation of “Mixed-Use Nodes” at Reservation Road and California Avenue and Del Monte Boulevard and Patton Parkway.
3.2.3. University Villages Specific Plan

The University Villages Specific Plan is a detailed planning document that outlines the future development of 420 acres of former Fort Ord that is within the City of Marina. The Specific Plan area is bounded to the west by Highway 1, to the south and east by CSU Monterey Bay, and connects to the rest of Marina to the north and east. Note that the University Villages Specific Plan is being actualized through the Dunes on Monterey Bay (“The Dunes”) development. As such, this report refers to both the Specific Plan area and The Dunes area interchangeably.
The Specific Plan includes several multiple use districts that offer a unique blend of land uses including, but not limited to, retail, residential, office, commercial, visitor services, entertainment, and recreation. Such multiple use districts include the Village Square and Village Promenade, Beach Boardwalk Arts District, and the live/work and high-density residential areas. In addition to multiple use districts, the Specific Plan details destination and regional retail, office/research/light industrial uses, up to 500 new hotel rooms, and 1237 new housing units with a wide range of affordability. Office/research sites total approximately 43 acres of employment generating uses and are intended to attract job opportunities to Marina.

3.3. Seaside

Seaside is a city with a population of 32,366 residents in 2020 located 2.25 miles northeast of Monterey and includes portions of the CSUMB campus. It is bordered by Sand City to the
west and Marina to the north. Portions of Seaside are included in two of the study areas. See Appendix A.1. for a summary of plans reviewed for the City of Seaside.

3.3.1. **General Plan (adopted September 2004)**

The Seaside General Plan, which guides the long-term physical development of the community and regulates residential land use, allows for 15 and 25 dwelling units per acre in areas zoned as medium and high density residential, respectively. The General Plan establishes a Specific Plan Overlay that identifies areas to develop or redevelop, including the North Gateway, Fremont Corridor, South Gateway, and Fremont/Canyon Del Rey.

3.3.2. **Draft General Plan 2040 (drafted 2017, expected completion by 2023)**

The draft Seaside General Plan reflects a current community consensus for the future that addresses shifts in the City’s economic and housing markets, demographics, land use, and infrastructure demands. The draft General Plan incorporates recently created plans, such as the West Broadway Specific Plan, which establishes West Broadway as the City’s pedestrian-oriented Downtown (see figure below). The draft General Plan also specifies the creation of a Campus Town on the north side of the community that introduces a new regional mixed-use center complete with housing, entertainment, and economic opportunities. The draft General Plan expands uses for the nearby Commercial Automotive zone to permit general employment and a higher density of buildings and jobs.

![Image of West Broadway Avenue](image)

The City of Seaside Draft General Plan 2040 envisions a lively urban village node of activity around West Broadway Avenue complete with mixed-use, residential development, and a transit hub.

3.4. **Sand City**

Sand City has 325 residents as of 2020 and is located on the shores of Monterey Bay and mostly surrounded by Seaside. The city is largely composed of industrial and large retail stores with a growing community of artists. The majority of Sand City is included in the Sand City/Seaside study area. See Appendix A.1. for a summary of plans reviewed for the Sand City.
3.4.1. General Plan (adopted 2002)

The City of Sand City General Plan 2002-2017 shifted the city away from resources extraction, industrial, and heavy commercial uses, toward a mixed-use community with retail, artists, and housing. The General Plan encourages the establishment of live-work units and artisan uses to create a transitional zone between residential clusters and commercial and light manufacturing uses. **Table 4** below lists development guidance for different land use types provided in the General Plan.

**Table 4. Sand City General Plan Guidance by Land Use Type**

<table>
<thead>
<tr>
<th>Business Category</th>
<th>General Plan Guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction</td>
<td>Transition away</td>
</tr>
<tr>
<td>Automotive</td>
<td>Transition away</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>Favors light industrial and incubator</td>
</tr>
<tr>
<td>Art Gallery/Studio</td>
<td>Favors</td>
</tr>
<tr>
<td>Business Services</td>
<td>Favors</td>
</tr>
<tr>
<td>Professional Services</td>
<td>Favors</td>
</tr>
<tr>
<td>Food Services</td>
<td>Favors</td>
</tr>
<tr>
<td>Retail</td>
<td>Favors</td>
</tr>
<tr>
<td>Recreation</td>
<td>Favors</td>
</tr>
<tr>
<td>Real Estate</td>
<td>Favors</td>
</tr>
<tr>
<td>Wholesale</td>
<td>Transition away</td>
</tr>
<tr>
<td>Storage</td>
<td>Transition away</td>
</tr>
<tr>
<td>Grocery</td>
<td>Favors</td>
</tr>
<tr>
<td>Trade/Service</td>
<td>Transition away</td>
</tr>
<tr>
<td>Transportation</td>
<td>Transition away</td>
</tr>
</tbody>
</table>

3.4.2. **Vibrancy Plan (approved June 2019)**

The Vibrancy Plan focuses on the South of Tioga and West End districts, and the non-residential portion of the East Dunes district. The Plan underscores the importance of preserving the industrial feel of the Vibrancy Area, which is unique and distinguishes Sand City from the other cities in this Study. The Vibrancy Plan allows for buildings to be renovated and zoned as mixed-use and specifically targets the South of Tioga district for 352 new residential units in the form of condos and apartments. It is likely that the East Dunes district can only support single-family attached and detached housing typologies due to sensitive wildlife habitat issues along the coastal beach areas.

The Sand City Vibrancy Plan identifies the Carrol Property as a vacant parcel that is ripe for development and that could be used to define the character of the area. Additionally, the Plan aims to establish a civic center adjacent to City Hall, Calabrese Park, and the community garden. The Independent Phase 2 is intended to serve as the “core” of the Vibrancy Plan area.
The Sand City Vibrancy Plan identifies the South of Tioga Avenue/West End districts as areas for future development within the city.

3.5. Monterey

Monterey is the southernmost city in the study area with a population of 30,218 residents in 2020. The city is named after the Monterey Bay and is home to many of the county’s tourism and services jobs. Neighborhoods at the eastern end of the city are included in the Monterey/Seaside study area. See Appendix A.1. for a summary of plans reviewed for the City of Monterey.

3.5.1. General Plan (adopted January 2005, amended March 2016)

The Monterey General Plan encourages a mix of commercial and residential uses in areas zoned as commercial or multi-unit residential. To that end, the General Plan establishes Mixed-Use Neighborhoods at commercial areas in Downtown, East Downtown, Cannery Row/Lighthouse Avenue, and North Fremont Street. Together, these four proposed mixed-use neighborhoods are anticipated to increase the number of dwelling units available by 1,302 units. Table 5 below shows areas proposed by the General Plan for mixed-use neighborhood development.
Table 5. Monterey General Plan Proposed Mixed-Use Neighborhoods

<table>
<thead>
<tr>
<th>Proposed Mixed-Use Neighborhoods</th>
<th>Anticipated Dwelling Units with Mixed-Use Neighborhoods Incentives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Downtown</td>
<td>456</td>
</tr>
<tr>
<td>East Downtown</td>
<td>456</td>
</tr>
<tr>
<td>Cannery Row/Lighthouse</td>
<td>260</td>
</tr>
<tr>
<td>North Fremont</td>
<td>130</td>
</tr>
<tr>
<td>Total</td>
<td>1,302</td>
</tr>
</tbody>
</table>

Monterey's Regional Housing Needs Allocation (RHNA) for 2023-2031 (Cycle 6) is 3,645 new units by 2031 to meet current and projected need.

3.5.2. North Fremont Specific Plan (adopted April 2014, amended August 2016)

The North Fremont Specific Plan guides development along North Fremont Street and to create a “Mixed-Use Urban Village” that is well served by transit and bicycle routes, and has a mix of residences, retail shops, services, and jobs nearby. The assumed buildout potential for the Planning Area is 50,000 square feet of commercial uses and 130 dwelling units.

The Specific Plan identifies “Opportunity Sites” which include underdeveloped or vacant sites, which are ripe for redevelopment. Of those, the Specific Plan also identifies a subset of “Catalyst Sites” which would promote immediate or future development and are most likely to redevelop first.

3.6. Monterey County

Monterey County has a population of 439,035 residents as of 2020 and is located along the California’s central coast. The County is comprised mostly of communities that have developed along Highways 101 and 1 and the economy of the county is based predominately on tourism along Highway 1 and agriculture along Highway 101. See Appendix A.1. for a summary of plans reviewed for the County of Monterey.
3.6.1. Active Transportation Plan for Monterey County

The 2018 TAMC Active Transportation Plan is an update of the 2011 Bicycle and Pedestrian Master Plan. The Plan identifies remaining gaps in the bicycle and pedestrian network and opportunity areas for innovative bicycle facility design. Over 594 miles of additional bikeway improvements were identified in the Plan, including 27 miles of Class 4 protected bike lanes and regional projects such as the 30-mile Fort Ord Regional Trail and Greenway (FORTAG).

The Plan aims to increase the number of trips made by bicycle from the existing 0.7% (2014) to 1.4% within 10 years and 2.8% within 20 years of adoption of the Plan. In addition, the Plan seeks to increase the number of walking trips from the existing 3.1% (2014) to 5% within 10 years and 7% within 20 years of adoption of the Plan. The Plan also includes strategies for travel demand management (TDM) to reduce traffic congestion in Monterey County. These strategies including encouraging carpools, vanpools, use of transit, biking, walking, staggered work schedules, and telecommuting.

The TAMC Active Transportation Plan details locations for proposed bikeway and pedestrian improvements.
3.6.2. Fort Ord Base Reuse Plan Reassessment (completed December 2012)

The former Fort Ord Army Base (Fort Ord) is in Monterey County and served as a military base between 1917 and 1994. The former Fort Ord spanned across several of the study areas, including Marina, Seaside, and Monterey, and served as an important cultural and economic engine in the region. The Fort Ord Base Reuse Authority (FORA) was tasked with overseeing the regional economic recovery of the closure of Fort Ord and adapting the land for civilian use.

FORA adopted an initial Fort Ord Base Reuse Plan in 1997. However, further reflection on the plan found that it was no longer in alignment with the current and future local and regional needs. So, in December 2012, the FORA created the Fort Ord Base Reuse Plan & 2012 Reassessment to better reflect the needs of the community. The 2012 Reassessment includes focused goals for land use, recreation and open space, and conservation, with an emphasis on a mixed-use development pattern with villages as focal points and creating a unique identity for the community around the education communities. The 2012 Reassessment also includes a circulation element that provides for pedestrian ways, bikeways, transit, and streets to provide for the safe and efficient movement of people and goods through the former Fort Ord.

The Fort Ord planned/proposed development projects map shows all the significant former Fort Ord reuse projects and intended land uses.
3.7. State of California

The State Legislature has enacted several bills over the last decade that will impact development character of the State, as well as how people choose to move within and between communities. These laws are aimed are part of the State’s environmental stewardship and aimed at reducing its carbon footprint, as well as moving towards a shared goal of housing access and affordability. See Appendix A.1. for a summary of legislative information reviewed for the State of California.

3.7.1. Assembly Bill No. 2011

This bill authorizes developers to submit an application for a multifamily housing development that is not subject to a conditional use permit, and instead is subject to a streamlined, ministerial approval process. Such developments must meet certain standards and affordability criteria, and be located within a zone where office, retail, or parking are the primary land uses.

3.7.2. Assembly Bill No. 2097

This bill prohibits public agencies from imposing minimum parking requirements on any residential, commercial, or other development projects that are within ½ mile of public transit, unless there is evidence that not imposing minimum parking requirements has a substantial negative impact on the public agency’s ability to meet its share of housing needs. Exceptions to this bill are housing development projects that: 1) dedicate at least 20% of the total number of housing units to very low, low- or moderate-income households, students, the elderly, or persons with disabilities; or 2) contain less than 20 housing units.
4. Population, Employment, and Forecasts

Transit usage is influenced by land use patterns, urban form, population and employment concentrations, and demographics. These factors influence transportation choices related to trip generation, where and when to travel, and what mode to use. Travelers weigh the location of their workplace or shopping destinations, the distance and time of the trip, the price and availability of transportation options, and their preferences when making transportation choices. Demographics also play a role as age, income, and family status can all impact travel decisions. Understanding the population and employment trends within the study areas and how these will change over time will impact transit ridership on the SURF! BRT and other routes. This section summarizes key population and employment statistics for each of the study areas and the forecasting outlook from AMBAG. See Appendix A.2. for a summary of city-level demographics and workforce statistics.

4.1. Population, Housing, and Employment Summary

The land use analysis tool Urban Footprint was used to develop population, housing, and employment estimates for the five study areas. Urban Footprint combines Census data with parcel-level data to develop more granular population, housing, and employment estimates that conform to each of the study area boundaries. Table 6 presents the population, housing, and employment data for the five study areas as determined by Urban Footprint. The CSUMB/5th Street study area is excluded from these numbers as The Dunes development is currently under development and was not in the Urban Footprint dataset.

Table 6. Population, Housing, and Employment Data

<table>
<thead>
<tr>
<th>Study Area</th>
<th>Salinas</th>
<th>Marina</th>
<th>CSUMB/5th Street</th>
<th>Sand City/Seaside</th>
<th>Monterey/Seaside</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>12,541</td>
<td>4,478</td>
<td>-</td>
<td>3,524</td>
<td>4,655</td>
</tr>
<tr>
<td>Dwelling Units</td>
<td>3,800</td>
<td>1,861</td>
<td>-</td>
<td>1,350</td>
<td>2,033</td>
</tr>
<tr>
<td>Single-family</td>
<td>1,799</td>
<td>711</td>
<td>-</td>
<td>864</td>
<td>1,193</td>
</tr>
<tr>
<td>Multifamily</td>
<td>2,001</td>
<td>1,150</td>
<td>-</td>
<td>486</td>
<td>840</td>
</tr>
<tr>
<td>Employment</td>
<td>11,521</td>
<td>1,452</td>
<td>-</td>
<td>3,848</td>
<td>2,321</td>
</tr>
<tr>
<td>Retail</td>
<td>2,882</td>
<td>676</td>
<td>-</td>
<td>2,572</td>
<td>1,282</td>
</tr>
<tr>
<td>Office</td>
<td>3,456</td>
<td>394</td>
<td>-</td>
<td>602</td>
<td>399</td>
</tr>
<tr>
<td>Public</td>
<td>1,090</td>
<td>172</td>
<td>-</td>
<td>74</td>
<td>313</td>
</tr>
<tr>
<td>Industrial</td>
<td>2,294</td>
<td>200</td>
<td>-</td>
<td>600</td>
<td>327</td>
</tr>
<tr>
<td>Agricultural</td>
<td>1,799</td>
<td>10</td>
<td>-</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Military</td>
<td>0</td>
<td>0</td>
<td>-</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
These demographic statistics indicate the distribution of population, housing units, and employment across the five study areas. These numbers will be used as a baseline for the ridership analysis in the next phase of the TOD study.

4.2. AMBAG Forecasts

AMBAG is the Metropolitan Planning Organization (MPO) and Council of Governments (COG) for the Monterey Bay Area that includes Monterey, San Benito, and Santa Cruz Counties. It is governed by a twenty-four-member Board of Directors comprised of elected officials from each City and County within the region. AMBAG coordinates the development of the Metropolitan Transportation Plan (MTP) with Regional Transportation Planning Agencies such as TAMC and the Santa Cruz County Regional Transportation Commission, transit agencies such as MST and Santa Cruz METRO, the Monterey Bay Air Resources District (MBARD), and other regional agencies.

AMBAG’s 2045 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) states that population for the overall AMBAG region is forecast to reach 869,800 by 2045, which represents 0.5% growth per year and an overall increase of 12% from the base year of 2020. Employment in the AMBAG region is expected to increase to 442,800 jobs by 2045, which represents 0.4% growth per year and an overall increase of 9% from the base year of 2020.

For the five cities that cover the Study area, population and employment growth through 2045 is expected to remain slow but steady at similar growth rates of 0.4 to 0.5% per year. Nonetheless, population and employment growth rates within the SURF! BRT corridor are anticipated to outpace growth in the overall AMBAG region. Table 7 presents the AMBAG population growth forecasts and Table 8 presents the employment growth forecasts.

**Table 7. AMBAG Population Growth Forecasts**

<table>
<thead>
<tr>
<th>City</th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
<th>2035</th>
<th>2040</th>
<th>2045</th>
<th>Annualized Growth Rate (2020-2045)</th>
<th>% Change (2020-2045)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marina</td>
<td>22,321</td>
<td>23,723</td>
<td>25,126</td>
<td>26,713</td>
<td>28,433</td>
<td>30,044</td>
<td>1.2%</td>
<td>34.6%</td>
</tr>
<tr>
<td>Monterey</td>
<td>28,170</td>
<td>28,044</td>
<td>28,650</td>
<td>29,032</td>
<td>29,342</td>
<td>29,639</td>
<td>0.2%</td>
<td>5.2%</td>
</tr>
<tr>
<td>Salinas</td>
<td>162,222</td>
<td>166,226</td>
<td>170,459</td>
<td>173,393</td>
<td>175,358</td>
<td>177,128</td>
<td>0.4%</td>
<td>9.2%</td>
</tr>
<tr>
<td>Sand City</td>
<td>385</td>
<td>430</td>
<td>516</td>
<td>756</td>
<td>1,012</td>
<td>1,198</td>
<td>4.6%</td>
<td>211.2%</td>
</tr>
<tr>
<td>Seaside</td>
<td>33,537</td>
<td>34,497</td>
<td>35,107</td>
<td>35,634</td>
<td>36,582</td>
<td>38,316</td>
<td>0.5%</td>
<td>14.2%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>246,635</td>
<td>252,920</td>
<td>259,858</td>
<td>265,528</td>
<td>270,727</td>
<td>276,325</td>
<td>0.5%</td>
<td>12.0%</td>
</tr>
</tbody>
</table>
The MTP/SCS report also shows that there are more residents than jobs within the region, compared to the national average, which is consistent with the 2019 Census data. This is due, in part, to many jurisdictions in the study corridor being rural. The result is there are little to no developments within these areas, leading to workers commuting far from where they live to work.

The combination of these factors creates a persistent disparity between jobs and housing within the region. The number of people per job fell during the economic recession. The 2045 projection expects that population will continue to grow while total jobs will grow slower as baby boomers retire from the workforce.

Based on this high population-to-job rate, the trending growth line, and the demographics of the region, AMBAG identifies policy approaches that address the region’s access and mobility needs as well as economic vitalization plans to improve the standard of living and provide more jobs within the area. The approaches consist of transportation investment plans and strategies that constitute the MTP/SCS report. Transportation investments identified include roadway, rail, bus, bicycle and pedestrian facilities, transportation management systems, and an enhanced multimodal regional network. MTP/SCS investments total $1 billion towards active transportation improvements. To overcome the imbalance between jobs and housing, the MTP/SCS suggests the region should implement a combination of mixed-use and infill development, along with increased transportation investment to create a more well-rounded regional economy. The forecasted 2045 land use pattern for Monterey Bay Area is shown in Figure 7 below.
Figure 7. AMBAG 2045 Land Use Pattern - Monterey County (Coast)
4.3. Housing Elements

The California Department of Housing and Community Development’s (HCD) Regional Housing Needs Allocation (RHNA), 6th Cycle (2023-2031), identified a need for development of approximately 11,900 units across the five cities along the SURF! BRT corridor. Almost one-third of these units have been identified for “Very Low” or “Low” income groups. Implementing TOD projects located in the five study areas along the SURF! corridor can play a major role in meeting these RHNA requirements. Concentrating housing in TOD projects along the SURF! BRT corridor will provide more opportunities for a mix of affordable housing types.

Each city is responsible for preparing their own Housing Element to show how they can meet their RHNA requirements and having these approved by HCD. The 6th Cycle Housing Elements are still being reviewed by HCD as of January 2023. Each Housing Element consists of identifying a site inventory and analysis, analyzing current and potential constraints on developing housing, and identifying policies to promote housing production.
5. Existing Land Use Information by Study Area

Cities in the TOD study are generally defined by a development character that is a mix of lower and higher density residential and commercial uses. Outside of central business districts, where mid-rise offices or commercial land uses are present, the development character is largely single-family residential land uses. Still, the development character of each study area differs vastly from one area to the next. This is due to the interdependent nature of the communities that have developed along the Monterey Bay and in the Salinas Valley, which share overlapping retail, social services, and employment markets.

In downtown Salinas, Marina, and Monterey, stations are located near mid-rise offices and commercial land uses with some multifamily housing present. Outside of the central business districts, the development character around the existing stations is largely reflective of the single-family residential land uses.

Lower density commercial and residential uses can be found in station areas in Sand City and Seaside and at the new 5th Street Station in Marina. The Sand City/Seaside study area is easily recognizable for its commercial land uses that include big box retail and businesses, while Marina is readily identifiable for its low-density residential land uses. Understanding how each of the study areas differ in their land use and destinations is critical to identifying opportunities for increasing the connection between land use and transit and, subsequently, increasing ridership on the SURF! BRT system.

In addition to the land use character, there are several higher trip generators near the proposed station areas of the SURF! BRT corridor. These trip generators include tourist destinations, medical facilities, and large educational institutions, including:

- **Salinas Valley Memorial Hospital.** The Salinas Valley Memorial Hospital (SVMH) is a public district hospital in Salinas, California. SVMH has 263 hospital beds and 1,800+ employees and primarily serves residents of the Salinas Valley.

- **California State University Monterey Bay (CSUMB).** California State University, Monterey Bay (CSUMB) is a public university in Monterey County, California. Its main campus is located on the site of the former military base Fort Ord, between the cities of Seaside and Marina, and approximately one mile inland from Monterey Bay. CSUMB also has locations in the cities of Monterey and Salinas.

- **Hartnell College.** Hartnell College is a public community college in Salinas that enrolls 13,000 students. Hartnell’s main campus is located less than a mile west of downtown Salinas, and has three satellite campuses, including one in the Alisal district of Salinas.

- **Monterey Harbor.** The Monterey Harbor consists of two piers. The Old Fisherman’s Wharf is a historic wharf and attraction in Monterey with 12 restaurants, 6 charter boat businesses, 8 retail stores, and marina serving 3.9 million annual visitors.

- **Monterey Bay Aquarium.** Monterey Bay Aquarium is a renowned nonprofit public aquarium highlighting the marine habitats of Monterey Bay and receives around two million visitors each year.

- **Monterey Peninsula College.** Monterey Peninsula College is a public community college in Monterey, California with about 8,000 students. Monterey Peninsula College’s main campus is located less than a mile east of downtown Monterey, and has a satellite campus in Marina.
• Middlebury Institute. The Middlebury Institute of International Studies at Monterey (MIIS) is an American graduate school of Middlebury College with over 2800 students and 360 faculty.

• Presidio of Monterey. The Presidio is an active US Army installation located in Monterey with historic ties to the Spanish colonial era. It is currently home to the Defense Language Institute Foreign Language Center.

• Natividad Medical Center. Natividad Medical Center is a 172-bed acute-care teaching hospital located in Salinas, California. The hospital is owned and operated by Monterey County and the hospital’s emergency department receives approximately 52,000 visits per year.

• Naval Postgraduate School. The Naval Postgraduate School is a public graduate school operated by the United States Navy and located in Monterey.

The economy in the area is heavily supported by retail, tourism, education, agriculture, and healthcare sectors. Given this economic trend it is likely commercial development will continue to grow along the SURF! BRT corridor.

5.1. Primary Land Uses

Land use classifications at the parcel level were identified as part of the TOD study. Table 9 provides a summary of the parcels within each of the study areas by land use classification. Land use classifications are defined by the Monterey County Assessor’s office. Table 9 shows that the total land area of the Salinas study area is nearly three times the size of the next largest study areas: Monterey/Seaside and Sand City/Seaside. at the end of this chapter shows a map of the land use codes for each of the five study areas.

The most prevalent land use classifications in the study areas were commercial (31%), multi-family (20%), and institutional (18%). These values illustrate that there is an opportunity to use land that is currently zoned for multi-family and commercial uses to increase multi-family residential density and enable mixed-use developments, respectively.

Table 9. Summary of Land Use Classification by Study Area (acres)

<table>
<thead>
<tr>
<th>Land Use Classification</th>
<th>Salinas</th>
<th>Marina</th>
<th>CSU Monterey Bay/5th Street</th>
<th>Sand City/Seaside</th>
<th>Monterey/Seaside</th>
<th>Total Land Area</th>
<th>Percent of Total Land Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>86.9</td>
<td>32.1</td>
<td>20.9</td>
<td>13.1</td>
<td>64.5</td>
<td>217.5</td>
<td>10.4%</td>
</tr>
<tr>
<td>Multi-family</td>
<td>172.4</td>
<td>102.9</td>
<td>0.0</td>
<td>68.6</td>
<td>80.3</td>
<td>424.3</td>
<td>20.3%</td>
</tr>
<tr>
<td>Rural</td>
<td>0.0</td>
<td>1.1</td>
<td>0.0</td>
<td>0.2</td>
<td>0.0</td>
<td>1.3</td>
<td>0.1%</td>
</tr>
<tr>
<td>Agricultural</td>
<td>8.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>8.0</td>
<td>0.4%</td>
</tr>
<tr>
<td>Commercial</td>
<td>297.4</td>
<td>70.7</td>
<td>0.0</td>
<td>182.7</td>
<td>92.1</td>
<td>642.9</td>
<td>30.8%</td>
</tr>
<tr>
<td>Industrial</td>
<td>163.9</td>
<td>25.9</td>
<td>0.0</td>
<td>30.3</td>
<td>17.5</td>
<td>237.5</td>
<td>11.4%</td>
</tr>
<tr>
<td>Institutional</td>
<td>140.8</td>
<td>26.2</td>
<td>102.6</td>
<td>25.1</td>
<td>72.6</td>
<td>367.2</td>
<td>17.6%</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>71.7</td>
<td>11.0</td>
<td>79.6</td>
<td>14.5</td>
<td>9.8</td>
<td>186.7</td>
<td>9.0%</td>
</tr>
<tr>
<td>Total</td>
<td>941.0</td>
<td>269.9</td>
<td>203.2</td>
<td>334.4</td>
<td>336.8</td>
<td>2,085.2</td>
<td>100%</td>
</tr>
</tbody>
</table>
After the broad “miscellaneous” land use classification, institutional land uses, as defined by the Monterey County Assessor, are the most comprehensive classification. These land uses include publicly owned non-taxable and taxable parcels, as well as churches, schools, and museums, among other uses. Only a small segment of the total land area defined as institutional land use can realistically be used for development purposes, as these land uses include existing city and government buildings, and other important civic buildings. Institutional land uses that might be considered for development include land owned by MST, such as parking lots and the vacant parcel located adjacent to the Marina Transit Exchange. **Figures 8.1 to 8.5** present the land use classifications for each of the five study areas.

### 5.1.1. Salinas

Salinas has a diverse mix of all land use types, with several groupings of land uses that create a distinct character across parts of the city. The Salinas study area features concentrations of commercial and mixed-use land uses in its downtown near the transit centers and steps down in density as you move farther from the city center. Salinas has a higher concentration of commercial land uses than the other study areas in this analysis as the city serves as a major economic and commercial hub for communities that have developed along Highway 1 and 101 in Monterey County.

Important commercial areas for the Salinas study area are found in downtown Salinas, and along East Alisal Street from Highway 101 to Eucalyptus Drive. Downtown Salinas, particularly S Main Street, features examples of mixed-use developments; however, other examples can be found along Alisal Street, such as at Tyman Village Apartments on E Alisal Street, which features a restaurant on the ground floor.

The area around the Salinas Transit Center and the Intermodal Transportation Center is largely comprised of institutional and commercial land uses. The Salinas Transit Center is located between Salinas Street and Lincoln Avenue and one block to the west of South Main Street, which is the commercial heart of downtown. The Taylor Farms Headquarters building is located across the street from the transit center. The Intermodal Transportation Center and Amtrak Station is located two blocks to the north and is surrounded by a mix of commercial and industrial properties.
Salinas is the only study area to have an agricultural land use designation within the study area boundaries, mostly in the north of the study area. Further, there is a clear distinction in the City of Salinas between urbanized and agricultural areas and defined by the City’s Future Growth Area boundary.

The Salinas Downtown Vibrancy Plan has identified several downtown opportunity sites for conversion of surface parking lots into structured parking or new development. Additional opportunity sites identified by the Plan are located on Salinas Street, Monterey Street, and at the Intermodal Transportation Center on Market Street. The Plan recommends developing up to 750 new market rate housing units in the downtown core to bring more housing and population into the downtown core.

5.1.2. Marina

The Marina study area represents a balanced approach to land uses that includes predominately commercial and multi-family residential land uses, followed by other land uses such as single-family residential, industrial, and institutional. Most notably, the main commercial or downtown “core” of the study area is defined by commercial land uses along Del Monte Boulevard from Reindollar Avenue to Reservation Rd and Reservation Rd from Del Monte Boulevard to Salinas Avenue. However, parcels to the west of Del Monte Boulevard are non-commercial, and include institutional, single- and multi-family residential, and miscellaneous land uses.

Groupings of residential and multi-family land uses are bounded by this downtown core to the north and west, with single and multi-family residential areas south of Reservation Rd and east of Del Monte Boulevard.

The Del Monte/Palm Station is adjacent to Del Monte Boulevard. Opposite Marina Drive, the Del Monte/Palm Station is bordered by two-multi-family residential land uses to the northwest and an institutional land use, the Marina Child Development Center, to the southeast. Both of these multi-family residential parcels are intended for 31 dwelling units or more. In contrast, the Marina Transit Exchange which is located within a parcel that has a publicly owned, non-taxable institutional land use code.

Miscellaneous land uses within the study area include private roads, State Board of Education assessed roll items, and condos within commercial areas, and parcels where no other code applies.

Industrial land uses are located on the peripheries of the study area, with one hub adjacent to Del Monte Boulevard and south of Reindollar Avenue, and various other parcels scattered along the north side of Reservation Rd, east of Crescent Avenue.

5.1.3. CSUMB/5th Street

The CSUMB/5th Street study area has land uses that are largely defined by the presence of the university. The land uses in the study area are mostly miscellaneous, and institutional, publicly owned non-taxable land uses. To that end, the land area where the 5th Street Transit Station is proposed is also publicly owned non-taxable land. There are two parcels with a single-family residential land use north of 6th Street that are both coded as vacant transitional residential.
The area surrounding the future 5th Street Station is currently undergoing residential and commercial development on a brownfield site. MST is working with City of Marina and developers of The Dunes to improve transit-supportive land uses and circulation at the 5th Street Station and in the nearby Reindollar/Del Monte area of Marina. There are existing multifamily residences nearby and a larger commercial development planned. Note that The Dunes development area is the same as the University Villages Specific Plan area, located on 420 acres of former Fort Ord land that is in the City of Marina. The Specific Plan area is bounded on the west by Highway 1, to the south and east by CSU Monterey Bay, and connects to the rest of Marina to the north and east.

5.1.4. Sand City/Seaside

Land use in the Sand City/Seaside study area is heavily commercial and is distinguished by the presence of car dealerships and car-oriented services along Del Monte Boulevard and the Auto Mall complex between Del Monte and Fremont Boulevard. The main commercial areas within the study area are confined between California Avenue and Fremont Boulevard on the west and east sides, respectively, and Broadway Avenue to the south. Broadway Avenue east of Fremont Boulevard and the area north of Tioga Street, east of California Avenue are other notable commercial areas.

Sand City Station is located along Playa Avenue, which extends between the Edgewater Shopping Center and the Sand Dollar Shopping Center. The shopping centers are the main commercial area for the study area, as well as an important commercial area for the communities along Highway 1. The parcel behind the Sand Dollar Shopping Center and west of Metz Rd is classified as a miscellaneous land use. Miscellaneous land uses in this study area include private roads, right-of-way, lanes, well lot, State Board of Equalization assessed roll items, utilities assessed on local roll, condos in commercial areas & miscellaneous buildings, mining, quarry, and mineral process plants, and parcels where no other code applies.

Sand City has an industrial feel that distinguishes itself from the rest of the study area, as well as from the other study areas in this report. Industrial land uses are confined to Sand City, that is to the west of Del Monte Boulevard, and are largely south of the Tioga Avenue and north of Olympia Avenue.

Multi-family and single-family residential land uses are organized around the peripheries of the study area, with multi-family residential land uses outnumbering single-family residential land uses. Clusters of multi- and single-family residential areas are found on the eastern side of the study area, as well as south of Broadway Avenue, and in Sand City nestled between Highway 1, Tioga Avenue, and California Avenue.

Institutional land uses are infrequent in this study area. While there are no clusters of institutional land uses, these land use types are spread out around the periphery of the Sand City/Seaside study area.
5.1.5. Monterey/Seaside

The Monterey/Seaside study area represents a balanced approach to land uses, that is largely commercial, multi-family, and single-family residential. Commercial land uses are clustered on both sides of Fremont Boulevard, marking an intentionally commercial area.

To the west of Highway 1, industrial land uses can be found grouped together. Still, there are some industrial land uses scattered on the northern border of the study area as well.

Institutional land uses in this study area can be attributed to Seaside City Hall, Seaside Branch Library, and the Laguna Grande Regional Park. The regional park is in the middle of the study area, with Seaside being to the northeast of the Laguna Del Rey, and Monterey being to the southwest of the laguna. Residential land uses are well-mixed on the Seaside half of the study area between single- and multi-family residential. Meanwhile, in Monterey, single- and multi-family residential areas are separated, with multi-family residential land uses mainly grouped between Ramona Avenue, North Fremont Street, Casa Verde Way, and Highway 1. Miscellaneous parcels in this study area include utilities assessed on local roll, condos in commercial areas & miscellaneous buildings, and parcels where no other code applies.
Chapter 5 Figures
Figure 8.1 Salinas Study Area Land Use Classifications
Figure 8.2. Marina Study Area Land Use Classifications
Figure 8.3. Cal State Monterey Bay/5th Street Study Area Land Use Classifications
Figure 8.4. Sand City/Seaside Study Area Land Use Classifications
Figure 8.5. Monterey/Seaside Study Area Land Use Classifications
6. Existing Transportation Networks

The transportation network in the SURF! corridor consists of an extensive system of freeways and local streets, transit routes and stops, and bicycle and pedestrian networks that span the five study areas and cities. This chapter provides an overview of major transportation planning efforts and the primary system elements in each of the five study areas.

6.1. TAMC Plans

TAMC is the Regional Transportation Planning Agency for Monterey County and is governed by a 17-member Board of Directors representing every jurisdiction in Monterey County. TAMC developed a 2022 Regional Transportation Plan that identifies a range of projects to prioritize over the next several years, including the SURF! BRT corridor. Figure 9 shows the TAMC Regional Transportation Plan (RTP) map for projects in the Coastal Corridor/State Route 1 area.

![TAMC RTP Coastal Corridor / State Route 1 Projects](image-url)

*Figure 9. TAMC RTP Coastal Corridor / State Route 1 Projects*
The RTP sets to achieve its goals by creating a reliable and efficient transportation system that promotes transportation alternatives, and facilitating an economically viable, transportation system that supports the regional economy. The RTP also aims to reduce vehicle miles traveled (VMT) by increasing the use of alternative modes of transportation, including bicycling, walking, transit, and telecommuting. The RTP identifies the Marina – Salinas corridor (South Davis Road-Reservation Road-Imjin Parkway) to State Route 1 for multi-modal regional improvements.

In addition to the RTP, TAMC developed the 2018 Active Transportation Plan (ATP) as an update to the 2011 Bicycle and Pedestrian Master Plan. The main priorities of the ATP are bicycle and pedestrian safety followed by connectivity and comfort. The ATP details the existing bicycle and pedestrian network and identifies remaining gaps and opportunity areas for innovative bicycle facility design. The ATP recommends over 594 miles of additional bikeways improvements including 27 miles of Class 4 protected bike lanes.

AMBAG, in concurrence with TAMC, has identified walking and bicycling as essential to meeting the region’s future needs and as a key component toward reducing congestion and greenhouse gases. To that end, funding for proposed active transportation improvements total $1 billion. Examples of bicycle and pedestrian projects that will receive investments include bicycle sharing lockers, bus shelters, wayfinding signs, sidewalk enhancements, and bicycle and pedestrian plans. The Fort Ord Regional Trail and Greenway (FORTAG) will build approximately 28-miles of a paved bicycle and pedestrian access path. The FORTAG path will pass through the former Fort Ord and connect the Monterey Bay Sanctuary Scenic Trail with important schools, shopping, and local parks via a separated route. MST is currently working on this TOD study to identify improvements to pedestrian facilities to provide better access to the Salinas, Marina, Sand City, and Seaside stations.

TAMC completed the Marina-Salinas Multimodal Corridor Conceptual Plan in 2015, which evaluated multiple corridors between Salinas and Marina and considered a range of conceptual designs and near-term actions. Figure 10 presents the recommended corridor design elements.
AMBAG’s MTP/SCS report provides a comprehensive review of existing mode share and a roadmap for improving the transportation system of Monterey County through 2045. The MTP/SCS includes policies, strategies, and investments to improve existing travel patterns. Table 10 shows a summary of the quantitative performance measures of current and projected travel patterns under implementation of the MTP/SCS.

Table 10. Metropolitan Transportation Plan Performance Measures

<table>
<thead>
<tr>
<th>Regional Performance Measures</th>
<th>2015 Existing</th>
<th>2045 MTP/SCS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work Trips Within 30 Minutes (%)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drive Alone</td>
<td>85.1%</td>
<td>84.3%</td>
</tr>
<tr>
<td>Carpool</td>
<td>85.1%</td>
<td>84.3%</td>
</tr>
<tr>
<td>Transit</td>
<td>58.1%</td>
<td>60.8%</td>
</tr>
<tr>
<td>Commute Travel Time (minutes)</td>
<td>15.3</td>
<td>15.6</td>
</tr>
<tr>
<td>Population Near High Quality Transit (%)</td>
<td>15.3%</td>
<td>30.0%</td>
</tr>
<tr>
<td>Jobs Near High Quality Transit (%)</td>
<td>12.0%</td>
<td>24.8%</td>
</tr>
<tr>
<td>Population Near Bike Facilities (%)</td>
<td>N/A</td>
<td>90.5%</td>
</tr>
<tr>
<td>Jobs Near Bike Facilities (%)</td>
<td>552,221</td>
<td>797,962</td>
</tr>
</tbody>
</table>
The MTP/SCS performance measures illustrate the shift from single-occupancy vehicle and carpool trips towards transit trips for short-to-mid-distance commutes. Further, implementation of the MTP/SCS will place more people and jobs near high quality transit, and near bike facilities. These efforts collectively will improve access to transit and active transportation and, thus, encourage mode shift away from single-occupancy and carpool trips and towards transit trips.

6.3. Summary of Existing Management Strategies and Policies

AMBAG employs several Transportation Systems Management (TSM) tools to operate, coordinate, and manage the regional transportation system. TSM helps operators to manage demand on different parts of the Monterey Bay Area’s transportation system, including roads and highways, bus and rail lines, and major transit centers. The result is improved traffic flow, air quality, safety, and accessibility. AMBAG’s MTP/SCS outlines the following TSM tools to support the forecasted mixed-use development pattern of the region:

- Enhanced incident management.
- Ramp metering.
- Traffic signal synchronization.
- Improved data collection.

In addition to TSM, AMBAG uses many Transportation Demand Management (TDM) policies to promote carpooling, vanpooling, transit ridership, biking, and walking. TDM refers to policies and programs that help to reduce congestion caused by commute-related traffic congestion. TDM alternatives may reduce congestion in the Monterey Bay Area region’s roadways by supporting a shift from single occupancy vehicle use towards more sustainable alternatives.

AMBAG will receive a total of more than $127 million to improve mobility and access in the Monterey Bay Area. TDM policies that AMBAG intends to pursue, as outlined in the MTP/SCS, include the following:

- Promoting telecommuting and flexible work schedules.
- Complete streets improvements to increase first/last mile connectivity.
- Expanding vanpool programs.
- Expanding traveler information systems.

6.4. Transit Network

In February 2022, MST completed a Comprehensive Operational Analysis for their system, which recommended a network redesign to better align bus routes to where most people live and work. The result is MST’s Better Bus Network which launched in December 2022. The Better Bus Network is expected to increase transit frequency and, subsequently, ridership in high ridership areas.

Figure 2 (Section 1.1) presents the Better Bus Network implemented by MST in December 2022. The Line 20 is the primary bus line connecting Monterey to Salinas and serves the
five study areas. It operates with 30-minute headways during the weekday between 7:00 AM and 7:00 PM and every hour during off-peak hours and on weekends. Key bus stops include the Salinas Transit Center, Monterey Transit Plaza, Marina Transit Exchange, and the Sand City Station. The SURF! BRT will assume the Line 20 alignment with additional stops at locations such as the 5th Street Station, near CSUMB. The SURF! BRT will operate with 15-minute headways on weekdays.

In Salinas, Lines 41/42 and 48/49 run east/west and north/south, respectively, and provide frequent bus service every 15 minutes during weekdays between 7:00 AM and 7:00 PM. Both routes are connected by the Salinas Transit Center. Line JAZZ – A/JAZZ – B also has service every 15 minutes during weekdays between 7:00 AM and 7:00 PM and runs between Seaside and Monterey, passing through the Monterey Transit Plaza.

Additional local bus routes run at frequencies of 60 minutes or greater and can be found throughout MST’s transit network. Lines 28 and 29 connect MST’s network to that of the Santa Cruz Metropolitan Transit District via the Watsonville Transit Center and run with limited service.

The Better Bus Network has reduced the number of lines that operate a few times per day and connect small numbers of people to specific buildings or facilities. This shift has enabled MST to improve service in high ridership areas, particularly in Salinas. Salinas accounts for 36% of the population and 30% of the jobs, and accounts for a higher percentage of people in need of public services, including transportation. So, by putting resources in the areas with the highest transit ridership, MST serves more people.

**Figure 13.1 to 13.5** at the end of this chapter show more detailed maps of the local bus routes for each of the study areas.

**6.4.1. Summary of Transit Ridership**

Ridership within MST’s system is largely concentrated in Salinas and Monterey, the largest cities in the TOD study. (See Appendix A.3 for maps of APC onboardings by stop for each of the five study areas).
Table 11 below shows the average weekday automatic passenger count onboardings for 2019 at stops along the study corridor. The total onboarding across MST’s system for an average weekday in October 2019 is 11,117. Of that total, most onboardings occurred at the Salinas Transit Center and Monterey Transit Plaza, followed by the Marina Transit Exchange and Sand City Station. Each of these high ridership areas reflects a stop in the future SURF! BRT alignment. Onboardings at additional stops, such as those along Del Monte and Fremont Boulevards, are included in
Table 11. (See Appendix A.3 for maps of APC onboardings by stop for each of the five study areas).
Table 11. October 2019 Average Weekday Automatic Passenger Count (APC) Onboarding and Alighting at SURF! BRT corridor stops

<table>
<thead>
<tr>
<th>Stop Name</th>
<th>Weekday Average APC Onboardings</th>
<th>Weekday Average APC Alightings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salina Transit Center</td>
<td>956</td>
<td>930</td>
</tr>
<tr>
<td>Marina Transit Exchange</td>
<td>180</td>
<td>144</td>
</tr>
<tr>
<td>Del Monte/Reservation</td>
<td>44</td>
<td>36</td>
</tr>
<tr>
<td>Sand City Station</td>
<td>367</td>
<td>320</td>
</tr>
<tr>
<td>Del Monte/Palm</td>
<td>73</td>
<td>42</td>
</tr>
<tr>
<td>Fremont/Trinity Avenue</td>
<td>77</td>
<td>59</td>
</tr>
<tr>
<td>Fremont/Casa Verde</td>
<td>54</td>
<td>66</td>
</tr>
<tr>
<td>Monterey Transit Plaza</td>
<td>838</td>
<td>573</td>
</tr>
</tbody>
</table>

6.5. Salinas

The City of Salinas’ transportation network is characterized by a dense grid of streets in its downtown surrounding the Salinas Transit Center and the Salinas Intermodal Transportation Center a few blocks to the north. Salinas has a large population of transit riders that rely on local transit service to get around the city. As a result, Salinas has an extensive local bus and bike network that promotes active modes of transportation.

The Salinas Transit Center is the starting point for the SURF! Busway and BRT and is conveniently located in downtown Salinas off Salinas Street.
The Salinas Transit Center is a major transit hub with 9 “gates” or boarding areas along with various passenger facilities and amenities. Figure 11 shows a layout of the routes served at each gate at the Salinas Transit Center. The Salinas Transit Center serves the Line 20 and a series of other local and regional bus routes.

Figure 11. Salinas Transit Center Map (Source: MST)

In addition to the Salinas Transit Center, the Salinas Intermodal Transportation Center, located in downtown Salinas, will support new passenger rail services to the San Francisco Bay Area with existing service by Amtrak intercity trains and buses, MST local buses, and Greyhound intercity buses. The Intermodal Transportation Center includes bike lanes, bike lockers, and safe pedestrian crossings and sidewalks to facilitate intermodal connectivity.
The Salinas Intermodal Transportation Center provides existing service by Amtrak intercity trains and buses, MST local buses, and Greyhound intercity buses.

The Salinas study area boasts a robust active transportation network, with pedestrian and bicycle connections to both the Salinas Transit Center and the Intermodal Transportation Center. See Appendix A.4 for a map of the active transportation network for the Salinas study area. The Salinas Transit Center connects to a well-maintained and extensive sidewalk network. There are curb ramps at most intersections with crosswalks and some curb ramps that feature detectable warning surfaces.

The Salinas Downtown Vibrancy Plan establishes new pedestrian improvements and new alleyway connections along Main Street one block from the Salinas Transit Center to provide better access for pedestrians. The Downtown Vibrancy Plan also aims to convert one-way travel lanes along Salinas St, Main St, and Monterey St into two-way travel lanes for improved access to downtown and to reduce vehicular speeds and, subsequently, promote more foot traffic.

Alisal Street has a bike lane that runs from Homestead Avenue to Madeira Avenue, and Skyway Boulevard to Alisal Rd/Bardin Rd. Bike lanes also run along Front Street, Work Street, Rossi Street, and Pajaro Street. Sherwood Drive has a bike lane from Highway 101 to Rossi Street, at which point it becomes a bike path which extends onto E Market Street before ending in downtown Salinas. There are existing bike routes on Bridge Street/Casentini Street from E Rossi Street to Rico Street. The bike lane on Lincoln Avenue provides an active transportation connection to the Salinas Transit Center, which is also accessible via the east-west bike route on Gabilan Street from Capitol Street to Monterey Street.
Proposed improvements include separated bikeways along Alisal Street from Wood Street to Skyway Boulevard, and along Sanborn Rd from Highway 101 to E Market Street. The Sanborn Rd separated bikeway will extend beyond the study area boundary to Laurel Drive, where it connects to a separated bikeway on Laurel Drive. Existing bike lanes are present on Pajaro Street from E Market Street to Chestnut Street.

The presence of Highway 101 splits the Salinas study into east and west sections. See Appendix A.5 for a map of the general roadway conditions for the Salinas study area. These sections loosely correspond to historical Salinas on the west and “The Alisal” to the east. The Alisal was annexed into the City of Salinas in 1963 and maintains a unique cultural, economic, and demographic identity within Salinas. Local roads to the east of Highway 101 will often have the prefix “East” if they are present in both halves of Salinas.

Main Street from Chestnut Street to John Street, and John Street from Main Street to Wood Street are the only arterial roads that pass through Salinas. Important east-west collector roads include Market Avenue, Alisal Street, and Central Avenue. Notable north-south collector roads are Front Street/Shenwood Drive, Sanborn Rd, and N Main Street/Salinas Street. Interestingly, N Main Street splits into the one-way Salinas Street (southbound) and Monterey Street (northbound). This split has allowed for improved traffic circulation and has enabled Main Street to flourish as a bustling pedestrian-oriented main street that is uninhibited by heavy vehicular traffic. N Main Street/Salinas Street connects the Salinas Intermodal Transportation Center (Amtrak Station) to the Salinas Transit Center.

Local roads in Salinas are often discontinuous and winding, following the suburban development pattern typical of the communities in along Highways 1 and 101 in Monterey County.

6.6. Marina

The Marina study area’s transportation network is largely defined by Del Monte Boulevard and Reservation Road. Both of these streets have interchanges at Highway 1 and provide the primary access points to the city for transit and other vehicles. The Marina Transit Exchange is located on Reservation Road less than a half-mile from Del Monte Boulevard and serves the Lines 20, 17, 18, and 61 at 8 gates. Figure 12 shows a layout of the routes served at each gate at the Marina Transit Exchange. The Marina Transit Exchange serves the Line 20 and many other local and regional bus routes.
The Marina Transit Exchange, located off Reservation Road and along De Forest Road. The Transit Exchange serves as an important transit hub at the midpoint of the Line 20 and future SURF! BRT corridor.
The Marina Transit Exchange has curb ramps at most intersections with a mixture of parallel and perpendicular designs and all the curb ramps have detectable warning surfaces. These curb ramps connect to an extensive and well-maintained sidewalk network in the vicinity of the station. The zoning code in Marina requires 5-foot sidewalks at a minimum on both sides of residential streets and calls for continuous sidewalks to be provided along existing streets where sidewalks are currently missing. Pedestrian improvements identified by TAMC’s 2018 Active Transportation Plan include connectivity between the Marina Library and the Monterey Bay Sanctuary Scenic Trail, intersection improvements at Del Monte Boulevard and Palm Avenue, and Carmel Avenue and the Monterey Bay Sanctuary Scenic Trail.

The Marina study area active transportation network has existing dedicated bike lanes that run north-south on Del Monte Boulevard, Crescent Avenue, and California Avenue. See Appendix A.4. for a map of the active transportation network for the Marina study area. Del Monte Boulevard is an important north-south arterial road with two general purpose lanes in each direction. A bike path is located on the west side and parallel to Del Monte Boulevard along the existing right-of-way from the inactive Monterey Branch rail line that will form a bus corridor for the SURF! project. The bike path allows for connectivity to the proposed Del Monte/Palm Station. Class II bike lanes exist on Reservation Road between Del Monte Boulevard and Salinas Avenue. TAMC’s ATP proposes bike lanes along Abrams Drive, Reindollar Avenue, Bostick Avenue, Bayer Street, and a protected bike lane along Reservation Road.

Most of Marina’s residential neighborhoods are located east of Del Monte Boulevard and south of Reservation Road. See Appendix A.5. for a map of the general roadway conditions for the Marina study area. Del Monte Boulevard and California Avenue are the primary north-south collector streets, and both have Class II bike lanes. Further, the Monterey Peninsula Recreational Trail or bike path runs parallel to Del Monte Boulevard. Carmel Avenue and Reservation Road are the primary east-west collector streets. Reservation Road currently has a bike lane and is proposed to have a separate bikeway. Conversely, Carmel Avenue does not have any bicycle infrastructure.

De Forest Road, which serves the Marina Transit Exchange, does not connect through to Carmel Avenue. The prevalence of a fragmented road network creates barriers for those traveling to and from the transit station.

6.7. CSUMB/5th Street

The CSUMB/5th Street study area is located west of the CSUMB campus and located in the area bounded between 2nd Avenue, Lightfighter Drive, 8th Street, and Highway 1. Currently, most of the transportation network in the study area consists of the old street network from the former Fort Ord with a mix of facilities developed by CSUMB and The Dunes to the north and east. The study area consists of future development in Phases 2 and 3 of The Dunes, with university development to the east of 2nd Avenue. The future 5th Street Transit Center, which will be built with the SURF! BRT is located on the west side of 1st Avenue and adjacent to Highway 1. The Dunes development provides for streets, walkways, and trails throughout the development area and around the 5th Street Transit Center.
The CSUMB/5th Street study area active transportation network has an existing bike path that intersects with 8th Street and runs south and parallel to the former Fort Ord barracks. This pathway later crosses Highway 1 to connect with the Monterey Peninsula Recreational Trail. See Appendix A.4 for a map of the active transportation network for the CSUMB/5th Street study area.

The bike lane on 2nd Avenue between 8th Street and 3rd Street presents another north-south corridor for active transportation. Two east-west segments of the FORTAG are located on 8th Street and south of Divarty Street. There are no direct east-west connections to the 5th Street Station in the study area.

The CSUMB/5th Street study area is predominately defined by local university roads that are located throughout the inactive barracks on the former Fort Ord site. See Appendix A.5 for a map of the general roadway conditions for the CSUMB/5th Street study area. Highway 1 runs parallel on the western border of the study area and has a major interchange at the southern border that connects to Lightfighter Drive, which is an important access point to CSUMB.

6.8. Sand City/Seaside

The Sand City/Seaside study area transportation network is focused along the Del Monte Boulevard and Fremont Boulevard and is bounded by the Highway 1 interchange to the north and Elm Avenue to the south. The primary east-west connectors include Playa and Broadway Avenues. Line 20 operates on Del Monte Boulevard with the JAZZ A and B operating on portions of Fremont Boulevard.

The Sand City/Seaside study area transportation network is fragmented with roadways intersecting Del Monte and Fremont at unusual angles, lots of commercial driveways serving large parking lots, and long spacing in between traffic signals with pedestrian crossings.

The pedestrian and bicycle network are split into northern and southern portions, with the northern portions consisting of connections to the Sand City Station. See Appendix A.4 for a map of the active transportation network for the Sand City/Seaside study area.

The crosswalks at intersections on Del Monte Boulevard used to access the Sand City Station and commercial areas along the corridor are not pedestrian friendly and lack some crossing amenities. Active transportation connections to the Sand City Station include California Avenue between Highway 1 and Playa Avenue, Playa Avenue from California Avenue to Metz Road, and Metz Road from Tioga Avenue to Playa Avenue. The Auto Mall complex between Del Monte and Fremont Boulevards is a prime example of an area with
long spacing in between traffic signals with pedestrian crossings. The Auto Mall complex is a strip of car dealerships and car-oriented services nestled between Del Monte and Fremont Boulevards. Pedestrians may struggle to access the parallel SURF! BRT on Del Monte Boulevard from the Auto Mall complex as there is a general lack of sidewalks for people to get to and from the businesses in the complex. This may present a challenge for people that drop off their car for services in Auto Mall complex and wish to walk to nearby bus stops, restaurants, and shops.

A proposed expansion of the active transportation network includes north-south bike lanes along Del Monte Boulevard and Fremont Boulevard, as well as a north-south bike route on Baker Street/San Lucas Street from La Salle Avenue to Elm Avenue, and later Sonoma Avenue in the Monterey/Seaside study area.

The western border of the Sand City/Seaside study area is established by Highway 1 which runs north-south through the community and limits beachfront access for residents in this study area. See Appendix A.5 for a map of the general roadway conditions for the Sand City/Seaside study area.

Important north-south collector roads are Del Monte Boulevard and Fremont Boulevard, which run throughout the entirety of the study area. Del Monte Boulevard is largely defined by the presence of car dealerships and car-oriented services while Fremont Boulevard features more commercial activity, including food and retail options.

6.9. Monterey/Seaside

The Monterey/Seaside study area is located just south of the Sand City/Seaside study area and includes segments of Del Monte Boulevard and North Fremont Street/Boulevard south of Elm Avenue, Canyon Del Rey Boulevard, and portions of Highway 1 with interchanges at Del Monte and Casa Verde Way in the Villa del Monte neighborhood. The Line 20 operates on Del Monte, with the JAZZ BRT operating on Fremont Boulevard/North Fremont Street. Laguna Grande Regional Park is located in the center of the study area.

The Monterey/Seaside study area active transportation network provides several bicycle facilities through the study area. See Appendix A.4 for a map of the active transportation network for the Monterey/Seaside study area. A bike trail along the north side of Del Monte Boulevard connects to bike paths on the Monterey Peninsula Recreational Trail and Monterey Bay Coastal Trail. A section of FORTAG wraps around the entirety of Laguna Del Rey and goes south through Work Memorial Park.

North Fremont Street features a center-running median bike path from Casa Verde Way to Casanova Avenue.
The center-running separated bikeway on North Fremont Street benefits from dedicated bicycle priority signals at each intersection.

The Move Monterey plan is a multimodal plan for the City of Monterey that identifies projects aimed at improving pedestrian and bicycle infrastructure in Monterey. As described in the Move Monterey plan, the City of Monterey aims to design an additional 125 ADA compliant curb ramps. Additionally, the Plan aims to expand upon the existing 31 bike parking locations and expand bicycle parking in the following areas: Cannery Row/Aquarium Area, Downtown Monterey, Waterfront area, and Fairgrounds Area.

Proposed expansions of the active transportation network include the addition of a bike lane along Fremont Boulevard from Canyon del Rey Boulevard north to Elm Street, where it continues to Military Avenue in the Sand City/Seaside study area. Highway 1 cuts through the Monterey/Seaside study area, splitting the western portion of the study area from the remaining area. The Move Monterey plan also calls out the addition of Class III shared bike routes/bike boulevards along Casanova Ave, Montecito Ave, Casa Verde Way, and Airport Road, and a Class II bike lane along Fairground Rd. See Appendix A.5. for a map of the general roadway conditions for the Monterey/Seaside study area.

The intersection of North Fremont Street and Casa Verde Way, where the center-running cycle track along North Fremont Street starts.
Chapter 6 Figures
Figure 13.1. Salinas Study Area Transit Network
Figure 13.2. Marina Study Area Transit Network
Figure 13.3. CSUMB/5th Street Study Area Transit Network
Figure 13.4. Sand City/Seaside Study Area Transit Network
Figure 13.5. Monterey/Seaside Study Area Transit Network
7. TOD & Transportation Opportunities and Constraints

The review of the land use plans, transportation network data indicates various opportunity sites for TOD, and new transportation connections as well as constraints. This chapter outlines the approach for identifying opportunities and constraints and then summarizes the findings for the five study areas. Figure 14.1 to 14.5 at the end of the chapter present opportunities and constraints maps for each of the study areas. These areas will serve as the focus of the land use strategies in the second phase of this TOD Planning Study.

The process for identifying land use opportunity areas within each study area included reviewing the Monterey County Assessors database, identifying areas with sections of vacant land, and summarizing potential development sites or opportunity areas from each of the planning documents reviewed in previous sections.

A review of vacant land parcels in each of the five study areas provides one indicator of development potential. Table 12 below shows a summary of the vacant or underdeveloped parcels within each of the study areas by land use classification. These parcels were identified by analyzing the Assessors database along with a desktop GIS review.

Table 12. Summary of Vacant or Underdeveloped Area by Land Use Classification and by Study Area (acres)

<table>
<thead>
<tr>
<th>Land Use Classification*</th>
<th>Salinas</th>
<th>Marina</th>
<th>CSU Monterey Bay/5th Street</th>
<th>Sand City/Seaside</th>
<th>Monterey/Seaside</th>
<th>Total Land Area</th>
<th>Percent of Total Land Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>0.5</td>
<td>2.7</td>
<td>20.9</td>
<td>0.4</td>
<td>2.9</td>
<td>27.5</td>
<td>14.6%</td>
</tr>
<tr>
<td>Multi-family</td>
<td>1.6</td>
<td>1.2</td>
<td>0.0</td>
<td>6.7</td>
<td>1.4</td>
<td>10.9</td>
<td>5.8%</td>
</tr>
<tr>
<td>Rural</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Agricultural</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Commercial</td>
<td>14.6</td>
<td>4.6</td>
<td>0.0</td>
<td>12.3</td>
<td>1.6</td>
<td>33.1</td>
<td>17.6%</td>
</tr>
<tr>
<td>Industrial</td>
<td>11.7</td>
<td>5.8</td>
<td>0.0</td>
<td>7.7</td>
<td>0.0</td>
<td>25.2</td>
<td>13.4%</td>
</tr>
<tr>
<td>Institutional</td>
<td>7.3</td>
<td>1.2</td>
<td>61.5</td>
<td>7.2</td>
<td>1.4</td>
<td>78.7</td>
<td>41.9%</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>1.3</td>
<td>0.0</td>
<td>2.3</td>
<td>7.9</td>
<td>1.1</td>
<td>12.6</td>
<td>6.7%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>37.1</strong></td>
<td><strong>15.4</strong></td>
<td><strong>84.7</strong></td>
<td><strong>42.3</strong></td>
<td><strong>8.4</strong></td>
<td><strong>187.9</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

* Monterey County Assessor, 2022

Institutional land around CSUMB/5th Street study area represent the largest share of vacant and undeveloped land. The cities of Seaside and Marina, where the CSUMB/5th Street study area is located have recognized this opportunity and are calling for developments in the Campus Town Specific Plan and the West Broadway Urban Village Specific Plan, respectively. Additionally, The Dunes master planned community will provide increased
residential and commercial land uses on what is currently vacant or unoccupied institutional land.

7.1. Summary of Opportunities and Constraints by Study Area

This section summarizes the TOD and Circulation and Transit Connectivity opportunities and constraints for each of the five study areas.

7.1.1. Salinas

Transit-Oriented Development

- The Salinas study area has a number of potential opportunities near the Salinas Transit Center in the downtown core, including several City-owned parking lots and parcels at the Salinas Transit Center that the City is considering rezoning to mixed-use.
- Sites along Main, Abbott, and Front Streets all have potential for TOD, as well as along Market Street.
- The Alisal corridor has commercial opportunity sites that could be redeveloped as TOD.

Circulation and Transit Connectivity

- There are opportunities to improve pedestrian and bicycle connectivity between North Main Street and Main Street.
- The East Alisal Street Corridor Plan has identified a number of “catalyst projects,” other development opportunities, streetscape, frontage improvements, and improved pedestrian and bicycle crossings.
- US-101 and the Union Pacific rail network create some limitations for connectivity between parts of the study area; right-of-way is also limited on many streets, which makes repurposing travel lanes for other modes challenging.

7.1.2. Marina

Transit-Oriented Development

- The City has identified focused development along segments of Del Monte Boulevard and Reservation Road in their downtown “Core” and adjacent to the Marina Transit Exchange along with over 20 affordable housing opportunity sites.
- There are several vacant parcels along the north side of Reservation Road, east of the Marina Transit Exchange.

Circulation and Transit Connectivity

- Del Monte Boulevard and Reservation Road are challenging for pedestrians and bicyclists to cross – improved crossings will make transit more accessible. Protected bicycle and pedestrian crossings should be provided along Reservation Road to improve connectivity and traffic circulation.
- The north end of the SURFI BRT busway is at the Palm Avenue Station and could benefit from additional access improvements along Palm Avenue and Carmel Avenue east of Del Monte Boulevard.
7.1.3. CSUMB/5th Street

Transit-Oriented Development

- The 5th Street Station area can benefit from improved access through The Dunes Phase 3 development to the north and east of the station.
- Explore the possibility of TOD development on a narrow parcel on by TAMC on the block bounded by 1st Avenue, 2nd Street, 5th Street, and Quartermaster Avenue.
- Integrate future development plans for the parcel between 5th Street and 8th Street.

Circulation and Transit Connectivity

- There are opportunities to improve connectivity with the CSUMB campus, which is planning development east of 2nd Avenue and several mobility hubs across the campus that will offer a variety of shared mobility services and other amenities.
- Look for ways to leverage opportunity sites to the north and south of the 5th Street Station to provide improved connections to the stations.
- Improve east-west access along 5th Street, as 5th Street currently does not align with the Phase 3 residential neighborhood on the other side of 2nd Avenue.
- Improve connectivity to the Main Gate areas south of 1st Street.

7.1.4. Sand City/Seaside

Transit-Oriented Development

- Opportunity sites exist near the South of Tioga development; however, there are environmentally sensitive areas near Sand Dunes Drive.
- Opportunity to infill development and streetscape improvements within Sand City.
- Small vacant commercial parcels and parking lots along Del Monte Boulevard are good development sites.
- West Broadway Urban Village Specific Plan provides a number of potential areas for TOD.
- Potential for development within the Auto Mall complex between Del Monte and Fremont Boulevard which could also allow for a street network redesign as it is expected to be rezoned to a more general employment category.
- Potential for application of residential zoning overlays to allow for more flexibility for development

Circulation and Transit Connectivity

- The south end of the SURF! BRT busway is located at the Sand City Station just west of Del Monte Boulevard, near the Edgewater shopping center. Enhanced pedestrian and bicycle facilities and crossings at the Del Monte Boulevard/Playa Avenue intersection will provide improved access to this station.
- A lack of east-west pedestrian and bicycle connections between residential areas east of Fremont to the SURF! BRT corridor on Del Monte make walking and bicycling in the study area challenging. Additionally, there are few direct paths, and no sidewalks, through the Auto Mall complex between Del Monte and Fremont Boulevard.
• Identify ways to improve pedestrian access along Playa Avenue and near the south entry to the busway.
• The intersection of Del Monte Boulevard/Fremont Boulevard/Military Avenue has an unusual configuration and is difficult for pedestrians and bicyclists to navigate.

7.1.5. Monterey/Seaside

Transit-Oriented Development

• There are potential development opportunities along North Fremont Street identified by the City of Monterey and in the industrial area between Del Monte Avenue and Highway 1.
• Potential opportunity sites south of Del Monte Avenue, west of Laguna Del Rey and east of Highway 1.

Circulation and Transit Connectivity

• Look for opportunities to continue recent pedestrian and bicycle improvements along North Fremont Street and provide enhanced east-west crossings to better connect Villa Del Monte and neighborhoods further east to the SURF! BRT corridor.
• Improve pedestrian and bicycle access at the intersection of Del Monte Boulevard and Canyon Del Rey Boulevard.
• Implement various safety and access improvements identified in the Villa Del Monte Neighborhood Improvement Plan.
• Leverage the new median protected bikeway along North Fremont Street and future pedestrian bridge improvements near the park.
• Sand City is considering placing additional parking structures in the West End area, which would increase the supply of parking.

7.2. Summary of Recommendations for Transit-Supportive Land Uses and Transportation

The land use and transportation opportunities and constraints analysis indicate the following:

• There are numerous potential TOD opportunity areas in each of the five study areas that are vacant or appear underdeveloped.
• Many of the parcels are small and could be limited in their development potential.
• There is opportunity and demand to redevelop land or build vertically in the areas near MST SURF! BRT station locations.
Chapter 7 Figures
The rail corridor is a major barrier to east-west traffic.

The areas in Downtown and near the transit stations have many opportunity sites.

Salinas Study Area Opportunities and Constraints

Improve pedestrian and bicycle connectivity on Main Street.

Cluster of potential development sites near Work Street; however, it's a largely industrial area and disconnected from transit.

Market Street has some potential opportunity sites.

Possibility of improving pedestrian and bicycle crossings on Market and Alisal.

Alisal corridor has some commercial opportunity sites that could be redeveloped as TOD.

Main, Abbott, and Front Street all have some possible sites for TOD.

Figure 14.1. Salinas Study Area Opportunities and Constraints
Figure 14.2 Marina Study Area Opportunities and Constraints
Look for ways to leverage opportunity sites to the north and south of the 5th Street Station to provide improved connections to the station.

Integrate future development plans for this parcel between 5th and 8th Streets.

5th Street does not align with the Phase 3 residential neighborhood on the other side of 2nd Avenue – find ways to improve east-west access.

Integrate 5th Street Station into The Dunes Phase 3 development.

5th Street Station

Improve connectivity to the Main Gate areas south of 1st Street.

Create a strong connection between the 5th Street Station and future mobility hubs planned for CSUMB.

Figure 14.3. CSUMB/5th Street Study Area Opportunities and Constraints
Small vacant commercial parcels and parking lots along Del Monte Boulevard are good development opportunities. The West Broadway Urban Village Specific Plan provides a number of potential sites. Opportunity sites exist near the South of Tioga development, although there are environmentally sensitive areas near Sand Dunes Drive. Opportunity for infill development and streetscape improvements within Sand City exists. Del Monte/Fremont/Military intersection has an unusual configuration and is difficult for pedestrians and bicyclists to navigate. Need for crossing improvements to enhance safety on Del Monte and Fremont Blvds. Opportunities to rezone the Auto Mall Complex to allow for other uses could allow for a street network redesign. A number of parcels are available further east on Broadway. Ascent workforce rental housing project nestled between Olympia Ave & Broadway Ave, and Terrace St & San Lucas St. Identify ways to improve pedestrian access along Playa Avenue and near the southern entry to the busway.
A number of small underutilized commercial and hotel parcels exist along North Fremont Street.

Opportunity areas exist along commercial parcels on Fremont Boulevard.

Potential opportunity sites exist within the commercial area between Del Monte and Highway 1.

Leverage the new median protected bikeway and future pedestrian bridge improvements on North Fremont Street near the park.

Implement various safety and access improvements identified in the Villa Del Monte Neighborhood Improvement Plan.

Need to improve pedestrian and bicycle crossings of Fremont Boulevard.

Opportunity areas exist along commercial parcels on Fremont Boulevard.

Figure 14.5. Monterey/Seaside Study Area Opportunities and Constraints