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Comments on Staff Assessment Section 514 Transportation

See Attached Comment Letter

Additional submitted attachment is included below.

Transportation Analysis Deficiencies Under CEQA

Corby BESS Project

I. Executive Summary

Although the Staff Assessment findings contained in Section 5.14 concludes that transportation impacts can be reduced to less-than-significant levels, the present administrative record does not contain substantial evidence supporting numerous findings necessary to reach that conclusion.

Specifically, the present administrative record does not contain substantial evidence demonstrating that the transportation analysis adequately addresses:

- Existing roadway geometry and the physical characteristics of the rural transportation network serving the Project.
- Compatibility of heavy construction traffic with existing agricultural transportation uses.
- Combined operational constraints associated with roadway width, shoulder conditions, drainage features, and opposing traffic.
- Seasonal flooding and its effect on roadway reliability and construction access.
- Emergency vehicle access during construction and operation.
- Transportation implications associated with evacuation and emergency response.
- Existing roadway infrastructure under anticipated construction loading.
- Transportation impacts associated with construction of the generation-tie line.
- Transportation conditions when evaluated as an integrated roadway system rather than as isolated roadway segments.

These comments rely upon information contained within the Staff Assessment, other portions of the administrative record, field observations, roadway measurements, and photographic documentation collected by the undersigned. I have lived in this area for more than 36 years and have first-hand knowledge of our traffic conditions.

The question before the Commission is whether the present administrative record contains substantial evidence supporting the transportation findings proposed for adoption. The present administrative record does not contain substantial evidence supporting those findings. Accordingly, the Commission should decline to adopt the transportation findings contained in Section 5.14 of the Staff Assessment.

These are not merely requests for additional information. They are legal objections to the adequacy of the transportation analysis under CEQA. Section 5.14 fails to evaluate required baseline conditions, foreseeable

transportation hazards, and transportation effects associated with the whole of the Project. Those omissions prevent the Commission from making the proposed less-than-significant transportation findings on the present record.

II. Background

The Corby Battery Energy Storage System Project is proposed within a rural area of Solano County served by narrow two-lane county roads that support agricultural operations, rural residences, local traffic, and emergency services.

Unlike projects located within established industrial or urban transportation networks, the Project relies upon an interconnected rural roadway system characterized by limited pavement widths, minimal shoulders, agricultural equipment movements, seasonal drainage conditions, and roadway segments subject to posted weight restrictions.

The Staff Assessment evaluates transportation impacts primarily through analysis of anticipated vehicle trips, construction traffic, and proposed traffic management measures. While those considerations are relevant, they do not, by themselves, establish that the Commission's proposed transportation findings are supported by substantial evidence.

Transportation impacts associated with a utility-scale Battery Energy Storage System must be evaluated within the context of the roadway system upon which the Project depends. Roadway geometry, existing physical constraints, agricultural transportation, emergency response, seasonal flooding, infrastructure limitations, and construction of the associated generation-tie line collectively determine whether the transportation analysis adequately supports the findings proposed for adoption.

These comments therefore examine the transportation analysis as an integrated whole rather than as a collection of isolated roadway segments or individual traffic counts.

This project requires a transportation analysis that complies with the California Environmental Quality Act (CEQA). CEQA mandates that environmental findings be supported by substantial evidence in the administrative record. Substantial evidence requires more than assumptions or generalized statements; it requires analysis grounded in actual physical conditions, operational realities, and regulatory constraints.

The transportation analysis in Section 5.14 of the Staff Assessment does not meet this standard. The analysis fails to evaluate the Project's transportation impacts under real-world conditions, including narrow rural roadway geometry, agricultural operations, seasonal flooding, emergency access, evacuation capability, posted weight restrictions, and generation-tie (gen-tie) line construction.

This document identifies the deficiencies in Section 5.14 and explains why the transportation findings proposed for adoption are not supported by substantial evidence.

III. Standard of Review

The Commission's responsibility is not to determine whether additional information could be developed in the future or whether uncertainties might ultimately be resolved through later planning, coordination, permitting, or mitigation.

The Commission must determine whether the **present administrative record** contains substantial evidence supporting the transportation findings proposed for adoption.

Substantial evidence requires more than assumptions, conclusions, or generalized statements. The record must contain evidence sufficient to support each finding upon which the Commission relies in certifying the Project.

Where the administrative record does not contain substantial evidence supporting a proposed finding, the Commission should decline to adopt that finding.

Accordingly, the issue presented throughout these comments is whether the existing administrative record contains substantial evidence supporting the transportation conclusions contained in Section 5.14 of the Staff Assessment.

IV. CEQA Requirements for Transportation Analysis

CEQA requires evaluation of:

- Existing physical conditions
- Foreseeable construction activities
- Realistic operating conditions
- Regulatory constraints
- Emergency access
- Evacuation capability
- Cumulative impacts
- The whole of the project

The Corby Project includes:

- Construction of the battery energy storage facility
- Delivery of battery containers, transformers, and concrete
- Crane mobilization and oversized equipment transport
- Construction workforce traffic
- Utility vehicle access
- Construction of the generation-tie line, including the Interstate 80 crossing

CEQA requires evaluation of the whole of the project, not selective components. Section 5.14 focuses almost exclusively on the battery facility and does not meaningfully evaluate transportation impacts associated with gen-tie line construction.

Transportation impacts must be evaluated under actual conditions, not idealized or hypothetical scenarios. CEQA does not permit deferral of analysis or reliance on future planning to resolve presently unexamined

issues. The deficiencies identified herein include the failure to evaluate hazards arising from incompatible roadway uses—specifically the interaction between heavy-haul construction traffic and existing agricultural equipment operating on narrow rural roads. Appendix G of the CEQA Guidelines expressly requires evaluation of hazards due to geometric design and incompatible uses, including conditions created by the presence of agricultural equipment within constrained roadway corridors. Section 5.14 does not demonstrate that these required considerations have been analyzed. In the absence of such analysis, the transportation conclusions are unsupported, and the findings cannot be sustained.

The relevant baseline includes the actual existing roadway environment: pavement widths, shoulder conditions, drainage and flooding, intersections, agricultural use, and existing traffic conditions. Solano County Traffic Order 438 is an additional existing regulatory constraint that must be incorporated into the analysis of whether the proposed construction routing is feasible. The transportation analysis cannot assume away either the physical baseline or the legal constraints governing use of the roads.

V. Limitations of Vehicle Miles Traveled (VMT) Analysis

Vehicle Miles Traveled (VMT) analysis provides one method of evaluating certain transportation impacts under the California Environmental Quality Act. However, VMT analysis was developed primarily to evaluate transportation impacts associated with land use planning and automobile travel demand. Standing alone, it does not establish that transportation impacts associated with construction of a utility-scale Battery Energy Storage System have been adequately evaluated.

Construction of the Project involves transportation activities substantially different from ordinary commuter traffic. Heavy-haul deliveries, oversized construction equipment, specialized cranes, concrete deliveries, agricultural traffic interactions, emergency vehicle access, seasonal roadway conditions, and generation-tie construction present transportation issues that are not resolved solely through analysis of vehicle trips or VMT.

Accordingly, while VMT analysis may satisfy one component of transportation review, it does not substitute for substantial evidence demonstrating that the existing rural transportation network can accommodate the full range of construction and operational activities described elsewhere in the Staff Assessment.

The transportation findings proposed for adoption therefore must be evaluated on the basis of the entire administrative record rather than reliance upon VMT analysis alone.

Appendix G of the CEQA Guidelines does not reduce transportation analysis to Vehicle Miles Traveled. It presents distinct transportation questions, including whether a project would conflict with CEQA Guidelines section 15064.3, subdivision (b), concerning VMT; substantially increase hazards because of a geometric design feature or incompatible uses; or result in inadequate emergency access.

These criteria address different environmental effects. A conclusion concerning VMT does not establish that roadway geometry, incompatible roadway uses, or emergency access impacts are less than significant.

Those separate criteria are particularly important here. The Project would introduce repeated heavy-haul deliveries, cranes, construction equipment, employee traffic, lane restrictions, and extended roadway closures into a rural transportation network used by residents, agricultural vehicles, school transportation, emergency

responders, and ordinary local traffic. Whether those uses can operate together on the existing road system is an Appendix G transportation question independent of VMT.

Section 5.14 nevertheless places substantial emphasis on VMT and employee commute calculations. That analysis does not resolve the separate Appendix G questions concerning roadway geometry, incompatible uses, or emergency access. It also contains an internal project-life inconsistency that should be explained. Chapter 3 describes an approximately 30-year project life, while Section 5.14 normalizes construction-worker VMT over an anticipated 35-year operating life. Even if the VMT methodology is otherwise accepted, the record should use a consistent project-life assumption and explain why the selected denominator is appropriate.

More importantly, a VMT conclusion does not establish that Corby's heavy construction traffic is compatible with the measured roadway widths, limited shoulders, constrained intersections, agricultural equipment, posted weight restrictions, bicycle use, or emergency-access demands of this rural road system.

VI. Alternative Routes to Project Not Addressed

The Staff Assessment itself acknowledges that construction traffic could substantially increase existing peak-hour movements, while relying on low, existing traffic volumes to conclude that hazards are not anticipated. The Staff Assessment also relies on construction workers approaching the Project from Interstate 80 to Weber Road, then on to Byrnes Road. First-hand experience conveys that when Interstate 80 backs up in the eastbound direction, travelers use their traffic applications on their phones which guide them to the Leisure Town Road exit, on to Leisure Town Road, on to Orange Drive before continuing along Walnut Road, Willow Road, and Kilkenny Road to arrive at Byrnes Road. As illustrated below, measured pavement widths decrease from approximately 71 feet 1 inch on Leisure Town Road and 60 feet 8 inches on Orange Drive to 19 feet 8 inches on Walnut Road, 15 feet 2 inches on Willow Road and 18 feet 2 inches on Kilkenny Road.

Roadway	Measured Pavement Width
Leisure Town Road	71'1"
Orange Drive	60'8"
Weber Road	22'2"
Walnut Road	19'8"
Byrnes Road	19'7"
Kilkenny Road	18'2"
Willow Road	15'2"

The issue is not whether every construction worker will use this route. The issue is whether diversion of Project-related traffic onto this route is reasonably foreseeable. Existing experience demonstrates that

Interstate 80 congestion and incidents cause traffic to divert through this rural roadway network. Under CEQA Guidelines section 15064(d), reasonably foreseeable indirect physical changes must be considered. Section 5.14 does not evaluate the foreseeable secondary transportation effects of Project traffic using this network, including Willow Road, where the measured pavement width is only 15 feet 2 inches. The narrow intersections at Orange Drive and Walnut Road and at Walnut Road and Willow Road further constrain this route. Two opposing vehicles traveling on Willow Road cannot safely pass each other at the posted speed limit of 30 mph without leaving the paved surface. In the absence of such analysis, the transportation conclusions are unsupported, and the findings cannot be sustained.

VII. Relationship Between Chapter 3 and Section 5.14

Transportation impacts cannot be evaluated in isolation from the construction activities described throughout Chapter 3 of the Staff Assessment. Chapter 3 defines the actual physical construction program for the Corby Battery Energy Storage System Project, including delivery of battery containers, transformers, cranes, concrete, oversized equipment, construction workforce travel, and roadway restrictions associated with generation-tie (gen-tie) line construction.

CEQA requires that transportation analysis be based on the real-world construction program, not generalized assumptions. If Section 5.14 does not evaluate the transportation consequences of the construction program described in Chapter 3, the transportation findings are not supported by substantial evidence.

The Project involves repeated heavy-haul deliveries, oversized equipment movements, crane operations, concrete transport, and prolonged periods of temporary traffic control within a rural roadway network characterized by narrow pavement widths, minimal shoulders, agricultural equipment movements, seasonal flooding, and posted weight restrictions.

Staff describes approximately 80 construction workers over the 15-month construction period and a peak workforce of approximately 131. Those figures should be kept distinct. Peak-period transportation conditions should be evaluated using the peak workforce where that is the relevant construction condition.

Section 5.14 does not demonstrate that the transportation analysis accounts for these constraints or their interaction with gen-tie line construction. As a result, the transportation findings proposed for adoption are not supported by substantial evidence.

VIII. Existing Roadway Geometry and Physical Constraints

The roadway network serving the Project transitions from wide urban roads to narrow rural corridors. Measured pavement widths range from over 70 feet near Interstate 80 to less than 16 feet on Willow Road. These measurements reflect actual physical conditions, not theoretical assumptions.

Section 5.14 does not demonstrate that the transportation analysis accounts for narrow pavement widths, minimal shoulders, drainage features, constrained intersections, or limited sight distance. These constraints directly affect heavy-haul deliveries, oversized equipment movements, crane mobilization, concrete transport, and gen-tie line construction.

Because Section 5.14 does not meaningfully evaluate these physical constraints, the transportation findings are not supported by substantial evidence.

IX. Heavy-Haul Construction Operations

Heavy-haul vehicles differ fundamentally from passenger vehicles in ways that are directly relevant to the rural roadway network serving the Project. These vehicles require:

- Large turning radii, often exceeding the available intersection geometry on rural roads.
- Extended sight distance, due to slow acceleration and long stopping distances.
- Substantial maneuvering space, especially when navigating narrow pavement widths or roadside drainage features.
- Low operating speeds, which create speed differentials with other roadway users.

These characteristics are incompatible with rural roads as narrow as 15–18 feet, particularly where shoulders are minimal or nonexistent. Heavy-haul vehicles transporting battery containers, transformers, crane components, and concrete must navigate constrained roadway segments, narrow intersections, and agricultural encroachments.

Section 5.14 does not demonstrate that heavy-haul operations were evaluated under actual roadway conditions or in combination with agricultural traffic, emergency responders, school transportation, or gen-tie line construction. Because these foreseeable operating conditions were not analyzed, the transportation findings are not supported by substantial evidence.

X. Agricultural Transportation and Incompatible Roadway Uses

The Project is located within an active agricultural area where the existing transportation system serves ongoing farming operations in addition to residential traffic, school transportation, emergency responders, and ordinary local travel.

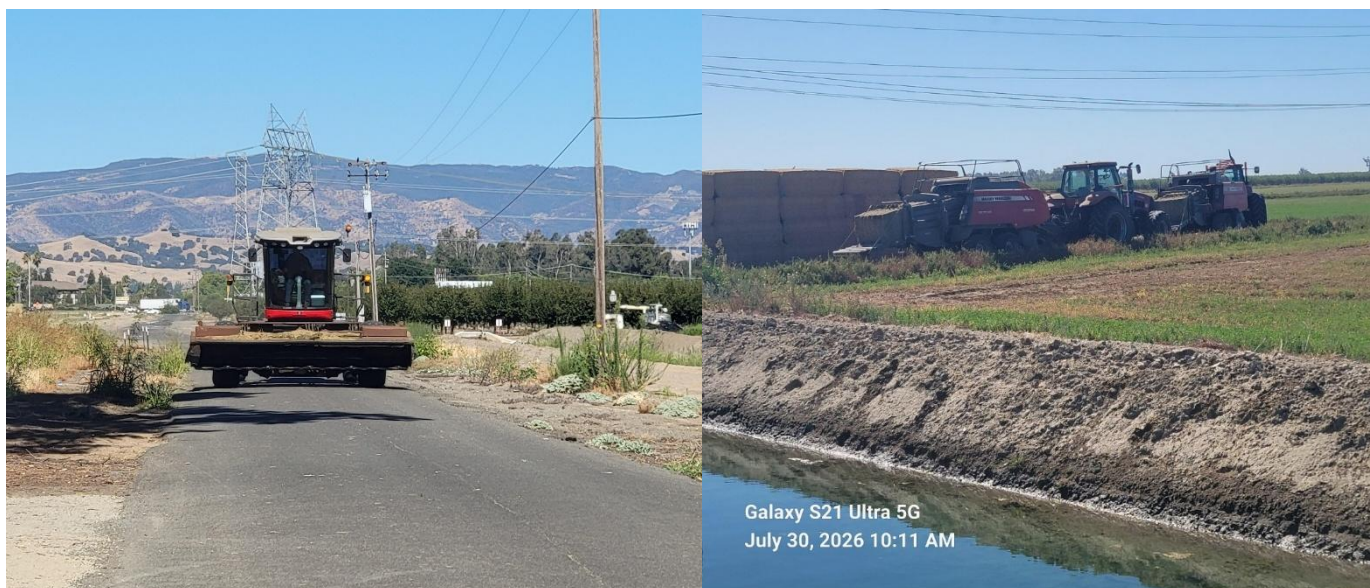
The photograph below documents agricultural harvesting operations occurring within the Project vicinity during preparation of these comments. The exhibit illustrates that agricultural activity is not hypothetical or seasonal speculation; it represents an existing and continuing use of the transportation corridor.

Agricultural vehicles differ substantially from ordinary passenger vehicles in operating speed, maneuverability, stopping distance, and roadway occupancy. Their interaction with heavy industrial construction traffic presents transportation conditions different from those evaluated under conventional traffic analyses based primarily upon vehicle counts or Vehicle Miles Traveled.

The issue is not whether agricultural operations and Project construction can each occur independently. The issue is whether the **present administrative record contains substantial evidence** demonstrating that the interaction between existing agricultural transportation and anticipated Project construction traffic has been adequately evaluated.

This question extends beyond individual roadway segments. Agricultural operations occur throughout the transportation corridor and interact with employee vehicles, construction deliveries, heavy-haul equipment, emergency response vehicles, and ordinary local traffic. These combined transportation demands should be evaluated as part of an integrated transportation system rather than as isolated transportation events.

The Staff Assessment concludes that transportation impacts will be less than significant. The present administrative record, however, does not contain substantial evidence demonstrating that the interaction between active agricultural operations and the full construction program described in Chapter 3 has been evaluated sufficiently to support that finding.



Recent photographs from the Project vicinity depicts large tractors and hay-baling equipment operating adjacent to irrigation canals and embankments. These vehicles occupy significant roadway width and maneuver slowly. Their presence confirms that agricultural transportation is an existing, continuous, and foreseeable roadway use, not a hypothetical condition. The interaction between these vehicles and heavy-haul construction traffic—including gen-tie line construction vehicles—must be evaluated under CEQA. Section 5.14 does not contain substantial evidence demonstrating that such interaction has been analyzed.

Because agricultural transportation and construction traffic will operate simultaneously within constrained roadway segments, the transportation findings are not supported by substantial evidence.

Bicycle use is another existing roadway use that should not be overlooked merely because Byrnes Road lacks a designated bicycle lane. Bicyclists regularly use Byrnes Road. On a narrow rural roadway with limited shoulders, the interaction between cyclists and large construction trucks presents the same type of geometric and incompatible-use question that Appendix G requires the Commission to consider.

XI. Combined Operational Constraints

Transportation systems function as integrated networks. Operational constraints arise when multiple roadway users interact under real-world conditions. The rural roadway network serving the Project must accommodate:

- Residential traffic
- Agricultural equipment
- Commercial agricultural trucks
- School buses
- Emergency responders
- Heavy-haul construction vehicles
- Oversized equipment
- Concrete deliveries
- Gen-tie line construction vehicles

These users will operate simultaneously within narrow roadway segments, constrained intersections, and flood-prone areas.

The agricultural equipment photograph also illustrates irrigation canals, embankments, and narrow shoulders that limit maneuverability. These physical constraints exacerbate conflicts between agricultural vehicles, construction traffic, emergency responders, and school transportation. Section 5.14 does not evaluate how these constraints affect combined operational demands during peak construction activity or gen-tie line construction.

Because Section 5.14 evaluates transportation components individually rather than collectively, the transportation findings are not supported by substantial evidence.

XII. Seasonal Flooding and Roadway Reliability

Seasonal flooding is a recurring condition on rural roads serving the Project. Flooding affects:

- Travel speeds
- Maneuverability
- Stopping distance
- Emergency access
- Construction mobility
- Agricultural transportation
- Evacuation capability

Flooding also reduces available travel lanes and impairs visibility, particularly on narrow rural roads with minimal shoulders.



This photograph documents standing water, reduced visibility, and impaired travel lanes during storm conditions at Kilkenny Road and Byrnes Road, the Project site. These conditions represent actual, foreseeable roadway characteristics. Section 5.14 does not evaluate transportation operations under flooded conditions or analyze how flooding will affect detour routing within a rural network with limited redundancy.

Because roadway reliability under seasonal flooding was not evaluated, the transportation findings are not supported by substantial evidence.

XIII. Apparent Kilkenny Road Access Error

Section 3 identifies the permanent BESS access connections on Byrnes Road. Section 5.14, however, states that a project-site access driveway is planned on Kilkenny Road approximately 0.6 mile west of Byrnes Road. That statement appears inconsistent with the Project Description and with the physical configuration of the site. An SID irrigation canal runs along the northern side of the Project property between the BESS site and Kilkenny Road, and Section 3 does not describe a permanent canal crossing for a Kilkenny Road BESS entrance. If Staff intended the Kilkenny reference to describe temporary construction access, gen-tie access, or some other facility, it should identify that access and its purpose. Staff should also confirm that no transportation or emergency-access conclusion relies on an incorrect assumption about permanent access from Kilkenny Road.

XIV. Emergency Response and Emergency Access

Emergency access is a CEQA-triggered transportation impact. Emergency responders must be able to navigate narrow rural roads during construction, agricultural operations, and gen-tie line activities.

Emergency response capability is affected by:

- Narrow pavement widths
- Agricultural encroachments
- Heavy-haul vehicle movements
- Oversized equipment deliveries
- Flooded roadway segments
- Limited shoulder availability
- Constrained intersections



The flooded roadway photograph demonstrates impaired travel lanes after storm events. These conditions will coincide with construction traffic, agricultural operations, and gen-tie line construction activities. Section 5.14 does not evaluate how emergency vehicles will navigate flooded roadway segments while construction equipment occupies constrained travel lanes.

Because emergency access under foreseeable conditions was not evaluated, the transportation findings are not supported by substantial evidence.

XV. Evacuation Capability

Evacuation capability requires evaluation of roadway geometry, physical constraints, construction activity, emergency access, and existing operational conditions acting together. Evacuation traffic must be able to traverse the same roadway network used by agricultural vehicles, construction traffic, and emergency responders.

Evacuation capability is affected by:

- Narrow pavement widths

- Agricultural encroachments
- Heavy-haul vehicle movements
- Flooded roadway segments
- Limited shoulder availability
- Constrained intersections
- Gen-tie line construction activity

Flooded roadway conditions reduce available travel lanes, impair visibility, and limit maneuverability—particularly on narrow rural roads with minimal shoulders. Section 5.14 does not evaluate evacuation operations under these foreseeable conditions.

Because evacuation capability was not evaluated under realistic scenarios, the transportation findings are not supported by substantial evidence.

XVI. Solano County Traffic Order 438 & Posted Weight Restrictions

Solano County Traffic Order 438 establishes 7-ton commercial-truck weight restrictions on roads in the Project transportation network, including Weber Road and Byrnes Road. The significance of the Order is not limited to the posted signs. The County adopted the restrictions after an engineering and traffic review that considered roadway conditions, pavement and collision information, and safety concerns associated with heavy commercial trucks on rural roads not designed for those loads.

That determination bears directly on Corby's proposed construction routing. Section 5.14 identifies regional access from Interstate 80 through Weber Road and Byrnes Road, while Chapter 3 describes heavy construction deliveries, including exceptionally heavy equipment and transformer transport. Staff therefore must reconcile its conclusion that the proposed route can safely accommodate Project construction with the County's own engineering-based decision to restrict heavy commercial truck use on those roads.

This issue also goes directly to Solano County General Plan Policy TC.P-4, which Staff itself identifies as requiring new development to be evaluated for compatibility with and potential effects on transportation systems. The County's subsequent engineering-based weight restrictions are highly relevant evidence when evaluating that compatibility.

Section 5.14 does not demonstrate that the transportation analysis evaluated:

- The legal implications of posted weight restrictions
- The feasibility of construction routing under these restrictions
- The effect of weight limits on emergency access
- The effect of weight limits on gen-tie line construction logistics
- The availability of alternative routes
- The operational consequences of detours



Photograph from the Project vicinity shows a posted sign stating, “OVER 7 TONS — AG TRUCKS EXEMPT.” This photographic documentation confirms that the weight restriction is not theoretical; it is physically present, visible, and enforceable. Heavy-haul construction vehicles, oversized equipment deliveries, concrete trucks, and gen-tie line construction vehicles cannot legally travel on these roads unless exempt or permitted.

This creates a basic transportation question that Section 5.14 does not answer: what is the lawful and physically suitable heavy-haul route to the Project site? If Project construction depends upon a permit, exemption, variance, or other County authorization that has not been granted, the Staff Assessment should not simply assume that authorization. If another route is contemplated, that route and its environmental consequences should be identified and evaluated.

Section 5.14 does not contain substantial evidence demonstrating that these posted restrictions were evaluated or incorporated into the transportation analysis. As a result, the transportation findings proposed for adoption are not supported by substantial evidence.

XVII. Interstate 80 Crossing and Generation-Tie Line Construction

The transportation analysis should evaluate the Project as a single integrated construction program, including construction of the associated generation-tie facilities described in Chapter 3 of the Staff Assessment.

The generation-tie line is not an independent project. It is an essential component of the Corby Battery Energy Storage System and its construction necessarily creates additional transportation demands beyond those associated with development of the battery facility itself.

Construction of the generation-tie line requires transportation of construction equipment, utility vehicles, materials, work crews, and specialized equipment along the Project transportation corridor. Portions of the alignment parallel Kilkenny Road, while other portions require construction activities at or near existing roadways, including the crossing of Interstate 80 to connect the Project with the PG&E Vaca-Dixon Substation.

The Interstate 80 crossing is a significant transportation event. Installation of overhead conductors across a major interstate highway necessarily involves substantial traffic-control operations affecting one of Northern California's principal transportation corridors. Such work may require temporary freeway closures, rolling closures, lane restrictions, or other traffic-control measures necessary to safely complete conductor installation.

These transportation activities cannot be evaluated independently of the remainder of the Project. Traffic-control operations affecting Interstate 80 have the potential to divert regional traffic onto the surrounding county road system. As documented during field observations, freeway traffic is routinely diverted from Interstate 80 through the Project transportation corridor using **Leisure Town Road, Orange Drive, Walnut Road, Willow Road, Kilkenny Road, Byrnes Road, and Meridian Road** during significant traffic incidents or roadway closures.

Accordingly, the same rural transportation network that serves Project construction also functions as an alternate regional transportation corridor during Interstate 80 incidents. The transportation analysis should therefore evaluate the combined effects of:

- Interstate 80 traffic-control operations;
- temporary freeway closures or lane restrictions;
- resulting regional traffic diversions;
- generation-tie construction activities;
- Battery Energy Storage System construction traffic; and
- existing agricultural, residential, school, utility, and emergency-service traffic using the same roadway network.

This omission also implicates CEQA's requirement that environmental review encompass the "whole of an action." (CEQA Guidelines, § 15378.) The gen-tie line is not a separate or optional undertaking; it is an essential component necessary to connect the Corby facility to the Vaca-Dixon Substation. Transportation effects caused by construction of that component, including the Interstate 80 crossing, therefore must be evaluated as part of the Project's transportation impacts. An analysis that evaluates transportation associated with construction of the BESS facility while omitting material transportation effects of the gen-tie does not evaluate the whole Project.

The present administrative record does not contain substantial evidence demonstrating that these transportation activities have been evaluated together as a single integrated transportation system.

Accordingly, the Commission should decline to adopt transportation findings that treat generation-tie construction, Interstate 80 traffic operations, and the surrounding rural transportation network as separate and unrelated transportation issues.

I. Conclusion

CEQA requires that each finding adopted by the Commission be supported by substantial evidence in the administrative record. Substantial evidence requires more than assumptions, generalized statements, or assurances that future planning will resolve presently unexamined issues. It requires analysis grounded in the actual physical conditions, operational characteristics, and regulatory constraints of the affected environment.

The transportation analysis presented in Section 5.14 of the Staff Assessment does not meet this standard.

The administrative record does not contain substantial evidence demonstrating that the transportation analysis adequately evaluates:

- the constrained geometry of the rural roadway network serving the Project;
- the operational characteristics of heavy-haul and oversized construction vehicles;
- the interaction between construction traffic and existing agricultural transportation;
- the combined operational demands of construction activity, agricultural operations, emergency response, school transportation, and local traffic;
- recurring seasonal flooding and its effect on roadway reliability, emergency access, and construction mobility;
- emergency response capability and evacuation conditions under realistic construction-period scenarios;
- posted weight restrictions established under Solano County Traffic Order 438;
- transportation impacts associated with generation-tie line construction, including the Interstate 80 crossing.

These deficiencies are not minor or technical. They concern the core transportation conditions under which the Project will be constructed and operated. CEQA requires that these conditions be evaluated based on substantial evidence presently in the record. Where substantial evidence is lacking, the Commission must decline to adopt the corresponding finding.

Because the administrative record does not contain substantial evidence supporting the transportation findings proposed in Section 5.14, the Commission cannot lawfully adopt those findings at this time.

Accordingly, the Commission should address these transportation deficiencies in evaluating whether the Corby Project should be certified at this location. To the extent correction of the analysis results in significant new information within the meaning of CEQA Guidelines section 15088.5, the revised analysis should be recirculated for public review and comment as required by CEQA.

In addition to my comments, I formally incorporate by reference and fully support the technical comment letter by Keep Vacaville Safe.

Respectfully submitted,

Michael Geller

