

## 4.2 Transportation and Circulation

This section presents the traffic and circulation analysis completed for the proposed Plan. The analysis focuses on potential impacts to key roadways and intersections in the Plan Area primarily along Highways 1 and 101, and along the railway corridor for both existing and future conditions associated with proposed land uses in the Plan. This section includes an assessment of the existing transportation system conditions and traffic safety in the Plan Area and an assessment of proposed Plan land use and zoning changes as well as the policies, development standards, and programs that are intended to minimize potential adverse environmental effects associated with its implementation. This section was prepared with assistance from Linscott, Law, & Greenspan Engineers (LLG).

### 4.2.1 Setting

The Plan Area is composed entirely of rural coastal influenced agricultural, residential, oil and gas production, and public recreational and services land uses. Transportation in the Plan Area is primarily provided by the freeway and road system primarily serving private, commercial, and agency vehicle and truck traffic. This system is composed of Highways 1 and 101 and four primary County of Santa Barbara (County) maintained roads that access the state highways. Existing alternative transportation in the Plan Area includes regional bicycle ~~lanes~~ routes along Highways 1 and 101, its frontage roads, County roads, and a Class I bicycle facility along a section of the multi-use California Coastal Trail along the bluffs between Refugio State Beach and El Capitan State Beach. There are commuter bus and railway services that travel through the Plan Area with no stops currently serving public or private land uses in the Plan Area. Informal park-and-ride lots are located at the Las Cruces Highways 1 and 101 interchange and at Refugio Road and Highway 101. Private agricultural, residential, recreational, industrial, and facility maintenance roads and driveways are located throughout the entirely rural Plan Area and connect to County roads or the state highways and at several locations cross under rail bridges or at-grade crossings.

#### 4.2.1.1 Regional Transportation Network

Highway 1 and Highway 101 connect urbanized areas to the north, west, and east of the Plan Area. These regional facilities are under the jurisdiction of the California Department of Transportation (Caltrans). Caltrans maintains the state highway system within the Plan Area including the highways and rest stops, and endeavors to maintain a target LOS at the transition between LOS C and LOS D, with LOS D being unacceptable. ~~the minimum level of service accepted by Caltrans is LOS D.~~ In addition, the railroad operated by the Union Pacific Railroad generally follows the coast through the County.

## Highway 101

Highway 101 is a multi-lane interstate highway serving the Pacific Coast between Los Angeles and the state of Washington. Highway 101 is the principal route between the Plan Area and the adjacent cities of Goleta, Santa Barbara, Carpinteria, and Ventura to the south; and Buellton, and Santa Maria to the north. In the Plan Area, Highway 101 has four travel lanes on two road beds (two north bound and two southbound lanes). The highway in its current form was constructed on fill placed in the canyon watersheds along the coast to provide a level and generally straight surface for the roadbed and accommodate higher vehicle speeds. Highway 101 through the Gaviota Coast is designated as an expressway from a few miles west of Refugio State Beach until it leaves the eastern Plan Area boundary. Along this stretch of Highway 101, vehicle access and egress is provided from several at-grade interchanges intersections and crossings are regulated by stop signs. Access from Highway 101 to the Plan Area is also provided via grade separated interchanges and bridges at Dos Pueblos, El Capitan Ranch Road, El Capitan State Beach, Refugio Road, Mariposa Reina, and Highway 1 at Las Cruces.

Highway 101 provides coastal access to multiple points within the Plan Area, both through improved access points such as El Capitan and Refugio State Beaches and unimproved and unofficial access points reached from informal parking areas along Highway 101 or adjacent roads such as Calle Real. While the railroad is located between Highway 101 and the beaches and bluffs for the entire length of the eastern Plan Area, the effects of sea level rise and associated coastal erosion will continue to affect the roadway and coastal access. In response, the County of Santa Barbara, in collaboration with staff from U.C. Santa Barbara and the Cities of Carpinteria, Santa Barbara, and Goleta, is working on a Santa Barbara County Coastal Resiliency Project. Sections 4.6, Biological Resources, 4.7, Flooding and Water Resources, 4.11, Geological Hazards, and 4.13, Parks, Recreation, and Trails, contain more in depth discussions of sea level rise and the measures that the County is taking to address this issue.

The Highway 101 segment through the Plan Area is designated by the state as the Pacific Coast Highway. Highway 1 is the Pacific Coast Highway west of the Highway 101 and Highway 1 interchange at Las Cruces.

The Santa Barbara County Circulation Element classifies Highway 101 as a 4-lane Freeway with a rural policy capacity of 44,000 Average Daily Traffic (ADT) and a 4-lane Expressway with a rural policy capacity of 33,000 ADT. Currently, Highway 101 carries approximately 31,500 ADT between Hollister Avenue in the City of Goleta and El Capitan State Beach Road; 30,200 ADT between El Capitan State Beach Road and Highway 1; and 23,700 ADT between Highway 1 and Santa Rosa Road, near the City of Buellton.

A Caltrans rest stop serving both north and southbound travelers is located at the Gaviota Tunnel. According to Caltrans, the Gaviota rest areas receive about one million visitors per year. These high visitor rest stops closed for renovation in 2014 and opened again early in 2015. The renovation included water conservation, building upgrades, landscape, and irrigation system

improvements. Services at the rest area include restrooms, water, pay phones, picnic tables, handicap access, and a pet area.

## Highway 1

Highway 1 is a two-lane highway that travels west from the Highway 101/Las Cruces interchange and is the principal route between the Plan Area and the adjacent cities of Lompoc and Guadalupe, the unincorporated communities of Vandenberg Village and Mission Hills, and Vandenberg Air Force Base. Highway 1 is the only route providing access to Jalama Road and Jalama County Beach Park at the westernmost Plan Area boundary.

Highway 1 is classified as a 2-lane Expressway on the Santa Barbara County Circulation Element with a rural policy capacity of 11,000 ADT. Highway 1 currently carries approximately 6,600 ADT west of Highway 101.

Regional residential, commercial, and institutional land uses in the cities north and south of the Plan Area influence traffic levels on Highways 1 and 101 in the Plan Area. Highway 101 is currently used as a primary route for commuters travelling to and from North Santa Barbara County to job centers located along the South Coast. Highways 1 and 101 are also important north and south coastal linkages for interstate commerce and freight movement. They serve as the primary transportation routes that link cities to coastal urban centers and ports, supporting the movement of commercial and industrial goods.

## Union Pacific ~~Railway~~ Railroad

The Union Pacific ~~Railway~~ Railroad owns and maintains the railway line in the Plan Area that is part of an interstate system. The railway traverses the Plan Area from east-west and is part of the West Coast segment connecting urban areas between San Francisco and Los Angeles with Amtrak passenger service and freight trains. The railway through the Plan Area generally runs along the coastal bluffs parallel to Highway 101 from Gaviota State Park to the eastern Plan Area boundary. Amtrak provides the only commercial intercity passenger rail transportation in the region, although there are no stops within the Plan Area. The closest stops are unstaffed passenger rail stations located in the City of Goleta to the east and the Lompoc-Surf passenger station to the west near the City of Lompoc. If an encroachment for a railroad crossing is required, an application for an encroachment permit must be submitted to the Union Pacific Railroad via their online application system, along with complete engineering plans and other supporting documentation. An agreement is typically processed by the Union Pacific Railroad within 90 to 120 days and requires application and license fees.

## Bicycles and Recreation Access

The Pacific Coast Bike Route is a Class III bikeway ~~path~~ that runs along the shoulder of Highway 101 and continues west on State Highway 1. The Pacific Coast Bike Route is also designated a Class III bikeway on the County's Bikeways Master Plan. Recreation access in the

Plan Area is provided by several formal beach and trail parking areas that are located in and adjacent to Gaviota, Refugio, and El Capitan State Beaches, Los Padres National Forest, and Jalama County Beach that are accessed from Highways 1 and 101. These areas require payment of a fee to park a vehicle while pedestrian access is free of charge. There are a number of informal, unpaved parking areas along Highway 101 and adjacent roads that provide scenic overlooks and beach and trail access. There are approximately seven informal parking areas between El Capitan State Beach and Gaviota State Park and three east of El Capitan State Beach. There is also access to one designated scenic overlook located along the south side Highway 101 just east of Arroyo Hondo Canyon Preserve. The overlook includes a parking area between the highway and railway that can accommodate both vehicles and commercial trucks.

### 4.2.1.2 County Roads

There are four primary County Roads within the Plan Area. With the exception of the highways and County roads described in Table 4.2-1 below, most local roads in the Plan Area are private paved and private unpaved ranch roads or oil and gas facility, and utility service roads.

Road Name	Direction	Description
Calle Real	East-West	Two-lane segmented frontage road that parallels the north side of Highway 101. There are three paved segments of Calle Real in the Plan Area. One section of Calle Real is located between the El Capitan State Beach and Refugio Road and another segment is located adjacent to Baron Ranch and provides access to residences and agricultural uses.
Refugio Road	North-South	Two-lane road that connects Highway 101 to West Camino Cielo. Used mainly by residents of Refugio Canyon and is popular with bicyclists.
West Camino Cielo	East-West	Paved and unpaved single-lane road that connects State Highway 154 to Refugio Road. Sections of West Camino Cielo are owned by the Los Padres National Forest and are closed seasonally.
Jalama Road	East-West	Two-lane road that connects with Highway 1 and travels towards the coast to Jalama Beach County Park. Used by residents and recreational users.

### ***Roadway Operations Standards of Service***

Roadway levels of service were determined based on the roadway classifications and corresponding design capacities established by the County Circulation Element.

The Circulation Element describes a variety of different types of capacities for circulation element roadways including the policy capacity, design capacity, and acceptable capacity, as described below.

- Policy Capacity is the capacity figure in ADT that is specified for each urban and rural area roadway classification. The rural policy capacity was selected as the measure against which to compare the existing ADT traffic volumes on the Plan Area roadways. The rural policy capacities are the most conservative, and if maintained, will help to retain the rural nature of the Plan Area by limiting the allowable increase in traffic by future development.

- Design Capacity is the maximum number of ADT that a given roadway can accommodate, based upon roadway design, as determined by the County Public Works Department. Design capacity usually equates to Level of Service (LOS) E/F.
- Acceptable Capacity is the maximum number of ADT that are acceptable for normal operations of a given roadway. Acceptable capacity for a given roadway is a percentage at or between 53 and 80 percent of design capacity depending upon applicable Special Roadway Condition Factors. Base acceptable capacity is considered to be 80 percent of design capacity.
- Four special categories may be applied to a given roadway. Special Roadway Condition Factors categories denote that special conditions exist on given roadways which merit a reduction in the Base Acceptable Capacity of 80 percent of design capacity. The geometries category shall be applied to roadways based upon the presence of curves, slopes, narrow pavement, etc., which substantially limit sight distance, maneuverability, etc. The design category shall be applied based upon prevalence of driveways, intersections, or other access points which produce substantial turning movement conflicts, etc. The special usage category shall be applied to roadways which have substantial current or projected use by pedestrians, bicycles, equestrians, agricultural equipment or other non-automobile uses. The on-street parking category shall be applied to roadways with a current or projected prevalence of on-street parking, including commercial loading areas.

Roadway classifications for roadways in the Plan Area and corresponding policy capacities are provided in Table 4.2-2.

<b>Table 4.2-2: Roadway Classifications</b>		
<b>Functional Classification</b>	<b>Purpose/Definition</b>	<b>Rural Policy Capacity*</b>
4-Lane Expressway	A four lane arterial highway with at least partial control of access which may or may be divided or have grade separations at intersections. As a secondary type of intercity or community highway, Expressways carry much of the traffic between important centers of activity and employment.	Four Lane Rural: 33,000 ADT *Assumes 10% Peak Hour, 60% Directional 1,000 Vehicles/Hour Lane Capacity
2-Lane Expressway	A two lane arterial highway with at least partial control of access which may have grade separations at intersections. As a secondary type of intercity or community highway, Expressways carry much of the traffic between important centers of activity and employment.	11,000 ADT *Assumes 10% Peak Hour, 60% Directional 660 Vehicles/Hour Lane Capacity
2-Lane Collector Road	A two lane undivided road with intersections at grade and designed to take a minimum interference of traffic from driveways. Collector Roads are designed to provide principal access to residential areas or to connect streets of higher classifications to permit adequate traffic circulation.	5,000 ADT *Policy capacity for this road category is limited not by the physical capacity of the road section, but rather by the desirability of maintaining an acceptable traffic level which will not adversely affect residential neighborhood qualities.

SOURCE: County of Santa Barbara 2011b

Existing roadway operations are described based on the roadway's functional classification, the policy capacity, and existing traffic volumes as shown for key roadways in the Plan Area in Table 4.2-3. As shown in Table 4.2-3, key roadway segments within the Plan Area currently operate within the County's Policy Capacity as defined in the Circulation Element.

<b>Roadway</b>	<b>Functional Classification</b>	<b>Existing Volume (ADT)<sup>2</sup></b>	<b>Policy Capacity (ADT)</b>
Highway 1 west of Hwy 101	2-Lane Expressway	6,600	11,000
Highway 101 Hollister Ave to El Capitan State Beach Road	4-Lane Expressway <sup>1</sup>	31,500	33,000
Highway 101 El Capitan State Beach Road to Hwy 1	4-Lane Expressway <sup>1</sup>	30,200	33,000
Highway 101 Hwy 1 to Santa Rosa Road	4-Lane Expressway <sup>1</sup>	23,700	33,000
Calle Real East of Refugio Road	2-Lane Collector	218 ADT	5,000
Refugio Road North of Calle Real	2-Lane Collector	193 ADT	5,000
Jalama Road West of Hwy 1	2-Lane Collector	569 ADT	5,000

Source: LLG Engineers, 2015

<sup>1</sup>The Existing Circulation Element classification for this roadway is Freeway; however, due to at-grade crossings, the road functions as an expressway.

<sup>2</sup>Existing ADT volumes were obtained from Santa Barbara County and Caltrans (2015).

### ***Intersection Operations***

As discussed above, access to Highway 101 is from several at-grade ~~interchanges~~ intersections throughout the Plan Area that are regulated by stop signs and generally short merging distances. There are also several grade separated interchanges along Highway 101, including:

- Dos Pueblos
- El Capitan Ranch Road
- El Capitan State Beach
- Refugio Road
- Mariposa Reina
- Highway 1

## ***Alternative Transportation***

### **Transit Service**

There are no accessible public transit services in the Plan Area, though the Clean Air Express provides through service with stops located in Lompoc and Buellton.

### **Bikeways**

Dedicated bike ~~paths~~ways fall into ~~three~~four categories, as defined by Section 890.4 of the California Streets and Highways Code:

- Class I ~~b~~Bike paths or shared use paths, also referred to as Class I bikeways, provide a completely separated right-of-way designed for the exclusive use of bicycles and pedestrians with crossflows by motorists minimized. ~~are completely separate from other roadways, designed for exclusive use by bicyclists, and have limited cross-flow by motor vehicles.~~
- Bike lanes, also referred to as Class II bikeways, provide a restricted right-of-way designed for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and crossflows by pedestrians and motorists permitted. ~~paths~~
- ~~Bike routes, also referred to as provide a right-of-way for bicyclists alongside roadways. These paths are separated by signage or some sort of physical barrier between the bike lane and the roadway.~~
- Class III bikeways, provide a right-of-way on-street or off-street, designated by signs or permanent markings and shared with pedestrians and motorists. ~~paths are similar to Class II lanes, but do not have exclusive use of a lane. This classification shares the right-of-way between motor vehicles, pedestrians, and bicycles.~~
- Cycle tracks or separated bikeways, also referred to as Class IV bikeways, promote active transportation and provide a right-of-way designated exclusively for bicycle travel adjacent to a roadway and which are separated from vehicular traffic. Types of separation include, but are not limited to, grade separation, flexible posts, inflexible physical barriers, or on-street parking.

There are few formalized bike paths other than the Pacific Coast Bike Route, a Class III bikeway ~~route~~ that runs along the shoulder of entire length of Highways 1 and 101 in the Plan Area. A Class I bikeway exists from the El Capitan Ranch Subdivision to El Capitan State Beach. There is an existing Class I bikeway on State Park land that links El Capitan and Refugio State Beaches, but is currently closed due to damage from coastal erosion, bluff retreat, and lack of maintenance.

## 4.2.2 Regulatory Framework

### 4.2.2.1 Caltrans California Transportation Plan

Caltrans prepares the California Transportation Plan (CTP) in response to federal and state laws and is required to update the plan every five years. The CTP update, CTP 2040, is scheduled for completion in December 2015.

Improvements to regional transportation efforts have been increasing since the mid-1970s. With the passage of AB 69 (Chapter 1253, Statutes of 1972), California state law has required the preparation of Regional Transportation Plans to address transportation issues and assist local and state decision makers in shaping California's transportation infrastructure. On July 1, 2009, the California Transportation Commission, upon consultation with the California Air Resources Board and Caltrans, formed an Advisory Committee to prepare necessary revisions to the Commission's RTP Guidelines in response to the requirements of Senate Bill (SB) 375 (Chapter 728, Statutes of 2008).

Caltrans District 5 prepared a Transportation Concept Report (TCR) for Highway 101 through Santa Barbara County in December 2014. TCRs guide the development of California's state highway system, as required by Government Code 65086, Title 23 CFR Part 450 Subpart B, and the transportation needs of the public, stakeholders, and SHS users. The Highway 101 TCR evaluates the route and the corresponding transportation corridor provides a focused look at the existing conditions and performance of the route, future transportation needs and demands, and improvements necessary to address those needs within the context of the communities and rural areas that this route traverses. The TCR is a report, and is not considered to be a project under CEQA and the National Environmental Policy Act (NEPA) process. Individual projects and sets of projects will be subject to NEPA/CEQA as they are developed and projects included in a RTP will be part of the plans programmatic EIR.

The TCR notes that the conversion of Highway 101 from expressway to freeway is a long-standing Caltrans goal for the corridor as identified in the Caltrans Interregional Transportation Strategic Plan (2013). The 2013 Interregional Transportation Strategy Plan (ITSP) identifies the Focus Route Concept and Facility Standard to meet for Highway 101 to be a, "Four- to ten-lane freeway from Los Angeles through the San Francisco Bay Area to Cloverdale with added lane capacity for increased interregional travel demand, emphasizing goods movement and interregional travel volumes." This understanding between Caltrans and local jurisdictions along the route pertaining to access control is also documented in a collection of Freeway Agreements.

Caltrans and the County of Santa Barbara have entered into a number of Freeway Agreements over the years, going back as far as 1940. These Freeway Agreements involve property acquisitions, establishment of freeway status, and agreements to relocate and/or close city streets and county roads, construct frontage roads, and make other changes to the circulation system as part of access management.

The County and Caltrans would need to consider and evaluate any existing freeway agreements at such time that Caltrans proposes any future Highway 101 improvements. Proposed Plan Policy TEI-1 provides policy guidance to ensure that improvements to Highway 101 shall not, either individually or cumulatively, significantly detract from the rural scenic characteristics of the highway.

#### **4.2.2.2 Santa Barbara County Association of Governments Regional Transportation Plan and Sustainable Communities Strategy**

The RTP is a long-range planning document that defines how the region plans to invest in the transportation system for over twenty years based on regional goals, multi-modal transportation needs for people and goods, and estimates of available funding. The RTP must include a Sustainable Communications Strategy as required by SB 375 and requires each metropolitan planning organization (MPO) to demonstrate how its region will integrate transportation, housing, and land use planning to meet the GHG reduction targets set by the State. SB 375 also partially implements AB 32, the Global Warming Solution Acts of 2006. The SBCAG is responsible for the County's RTP-SCS, which aims to achieve a zero per capita increase in GHG emissions from passenger vehicles and light trucks in 2020 and 2035 when compared to 2005 emissions

SBCAG adopted its first RTP with an SCS in 2013. The RTP-SCS identifies how the Santa Barbara County region should meet its transportation needs for the 30-year period from 2010 to 2040, considering existing and projected future land use patterns as well as forecast population and job growth. The plans identify and prioritize expenditure of anticipated funding for transportation projects of all transportation modes including highways, streets and roads, transit, rail, bicycle and pedestrian, as well as transportation demand management measures and intelligent transportation systems.

The RTP-SCS meets the specific requirements the Sustainable Communities and Climate Protection Act of 2008 (SB 375) and strives to move the region toward achievement of a broader range of goals related to the environment, mobility, social equity, health and safety, and economic vitality. The RTP-SCS is based on a preferred scenario that emphasizes a transit-oriented development and infill approach to land use and housing, supported by complementary transportation and transit investments. This preferred scenario consists of three components including a land use plan to accommodate projected household and employment growth, a multi modal transportation network to serve the region's transportation needs, and a "regional greenprint" cataloguing open space, habitat, and farmland as constraints to urban development (SBCAG 2013). Although the Plan identifies broad ranges of goals for the region, the will not be applicable to the entire rural Plan Area, although the Plan is consistent with the purpose of the RTP-SCS land use goals by directing urban style development into incorporated cities and designated urban areas and providing for trails and bicycle mobility in the Plan Area. Urban development is limited as discussed in the Plan and public transportation is not provided in the Plan Area due to its rural setting and lack of demand.

### **4.2.2.3 Santa Barbara County Association of Governments Congestion Management Program**

SBCAG is the Congestion Management Agency for the County. The Congestion Management Program (CMP) is prepared to address the issue of increasing congestion on regional highways and principal arterials. The CMP has established LOS D as the minimum operating standard, with deficiency plans required for locations that operate at LOS E or LOS F. It is noted that Caltrans endeavors to maintain a target LOS at the transition between LOS C and LOS D on all state facilities, with LOS D being unacceptable.

The CMP has developed a set of traffic impact thresholds to assess the impacts of land use decisions made by local jurisdictions on regional transportation facilities located within the CMP roadway system. The CMP does not require analysis for long-term plans such as Community Plans. Instead, CMP analysis would be required of development projects that occur within the Plan Area at the time of development. Within the Plan Area, the only CMP network corridors are Highways 1 and 101, under the jurisdiction of Caltrans.

### **4.2.2.4 Santa Barbara County Comprehensive Plan**

The Comprehensive Plan contains goals and polices that address transportation and circulation improvements.

#### **Land Use Element**

**Policy #4.** Prior to issuance of a development permit, the County shall make the finding, based on information provided by environmental documents, staff analysis, and the applicant, that adequate public or private services and resources (i.e., water, sewer, roads, etc.) are available to serve the proposed development. The applicant shall assume full responsibility for costs incurred in service extensions or improvements that are required as a result of the proposed project. Lack of available public or private services or resources shall be grounds for denial of the project or reduction in the density otherwise indicated in the land use plan. While the Plan does not specifically include proposed projects, the land uses in the Plan Area will need to demonstrate compliance with Land Use Element Policy #4 and in CLUP Policy 2-6 for coastal areas of the County.

## **4.2.3 Impact Analysis**

### **4.2.3.1 Thresholds of Significance and Methodology**

The following section describes the thresholds of significance and impact methodologies used for the traffic and circulation analyses.

## CEQA Guidelines

According to CEQA Guidelines Appendix G, implementation of the Plan would have significant environmental impacts related to transportation and circulation if it would:

- Conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit;
- Conflict with an applicable congestion management program, including but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways;
- Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial risks;
- Substantially increase hazards because of a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment);
- Result in inadequate emergency access; and/or
- Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease performance or safety of such facilities.

## County Environmental Thresholds

The traffic impact thresholds contained in the County's Environmental Thresholds and Guidelines Manual (2008) were used to determine the significance of the traffic increases generated by the Plan. The impacts of generated traffic from Plan buildout are assessed against the following County thresholds. A significant traffic impact occurs when:

- A. The addition of project traffic to an intersection increases the volume to capacity (V/C) ratio at by the value provided below or sends 5, 10, or 15 trips to an intersection at LOS F, E, or D.

Significant Changes In Levels Of Service	
Intersection Level of Service (Including Project)	Increase in V/C or Trips Greater Than
LOS A	0.20
LOS B	0.15
LOS C	0.10
LOS D	15 Trips
LOS E	10 Trips
LOS F	5 Trips

- B. The project's access to a major road or arterial road would require access that would create an unsafe situation or a new traffic signal or major revisions to an existing traffic signal.
- C. The project adds traffic to a roadway that has design features (e.g., narrow width, road-side ditches, sharp curves, poor sight distance, inadequate pavement structure) or receives use which would be incompatible with substantial increases in traffic (e.g., rural roads with use by farm equipment, livestock, horseback riding, or residential roads with heavy pedestrian or recreational use) that would become potential safety problems with the addition of project or cumulative traffic.
- D. Project traffic would utilize a substantial portion of an intersection(s) capacity where the intersection is currently operating at acceptable levels of service (A–C), but with cumulative traffic would degrade to or approach LOS D (V/C 0.81) or lower. Substantial is defined as a minimum change of 0.03 for intersections which would operate from 0.80 to 0.85, a change of 0.02 for intersections which would operate from 0.86 to 0.90, and a change of 0.01 for intersections operating at anything lower.

If the above thresholds are exceeded, construction of improvements or project modifications to reduce the levels of significance to insignificance is required.

The CEQA Guidelines Appendix G emergency access question is addressed in Section 4.9, Public Services. As discussed in Section 4.2.2.2, the CMP does not require analysis for plans; therefore, no further discussion of this threshold is required. The proposed Plan does not include an airport and would also not have any impact on air traffic patterns that would result in a substantial risk. There would also be no impact on transit demand as the Plan Area does not support or warrant transit stops. Therefore, the discussion of impacts is focused on the impacts related to CEQA Guidelines Appendix G threshold related to (1) the circulation system, which includes highways, roadways, and bicycle facilities for the Plan; and (2) hazards due to a design feature.

### **4.2.3.2 Impacts Determination and Mitigation Measures**

#### **Impacts**

##### ***Impact TC-1: Circulation System***

20-year primary residential buildout under the Plan is estimated to result in development of 167 additional single-family residences and 9 agricultural employee housing units throughout the Plan Area. Agricultural zoning and development standards changes are also proposed that could encourage expansion of agricultural land uses and uses accessory and supportive of agriculture. The Gaviota Agricultural Tiered Permit Structure would allow select small-scale uses with an exemption or a Land Use/Coastal Development Permit. However, the Plan does not create any new residential land use access potential beyond what currently exists under the

County's Comprehensive Plan. 20-Year Plan Area residential buildout is estimated to generate 1,722 daily trips throughout the Plan Area as shown in Table 4.2-4 below. It is expected that much of the new residential development in the Plan Area would occur on parcels with access to existing County roads and Highways 1 and 101.

Land Use	20 Year Buildout	Rate	Daily Trips Generated	Annual Increase (ADT/Year)
Single-family	167	9.95/Unit	1,662	83
Agricultural Housing	9	6.65/Unit	60	3
Total				86

NOTE: Residential trip generation based on traffic generation rates outlined in the Institute of Transportation Engineers Trip Generation Book (9th Edition). The "Apartment" rate was used to estimate the traffic generated by the proposed agricultural housing.

Potential commercial development in the Plan Area is limited to an existing approximately two-acre site zoned CH located on the east side of the Highway 1 and 101 interchange at Las Cruces outside of the Coastal Zone. Development of this site would add a limited number of trips to the circulation system.

As shown in Table 4.2-5, there would be additional trips generated from an increase in recreational visitors to the Plan Area through the 2035 planning horizon; however, development standards for rural recreational uses in LUDC 35.42.240, include limitations that would restrict the number of visitors to a rural recreational use on Agricultural II (AG-II) zoned lands at any one time.

Land Use	Maximum Allowable Ancillary Uses (a)	Daily Peak Hour Trips Generated <sup>1</sup> (b)	Projected 20 Year Buildout Uses <sup>23</sup> (c)	20 Year Buildout Daily Peak Hour Trips (b x c)
Agricultural Camp Site	15 Campsites	60	4	240
Ranch Farm Stays	6 rooms	30	6	180
Horseback Riding	20 Participants	40	4	120

Source: LLG Engineers 2015

<sup>1</sup> Rural recreation trip generation was estimated based on expected use of the proposed facilities.

<sup>2</sup> Number of uses based on review of existing agricultural uses with access to primary County roads most likely to seek ancillary uses.

<sup>3</sup> Additionally, a 43,560 sq. ft. an agricultural production/processing facility would add additional limited trips.

The Pacific Coast Bike Route runs along the shoulder of Highway 101 from the eastern Plan boundary, continuing west on State Highway 1. This Class III bike ~~pathway~~, shown on the County's Bikeways Master Plan, would be retained under the Plan. Bicycling in the Plan Area is primarily recreational and does not contribute to reduced vehicular trips from commuting.

The number of additional trips related to the future buildout of the land uses (residential and commercial), agricultural permit changes, and general promotion of the area as a recreational

destination is low and not expected to exceed the policy capacity of roads and highways. The number of traffic trips potentially added to Plan Area roads and highways associated with the proposed ancillary agricultural uses are also expected to be limited in scale and, therefore, not expected to create congestion on rural roadways and Highways 1 and 101. Analysis of potential circulation system impacts resulting from PRT Maps Amendments are discussed in Section 4.13. Because the roadways in the Plan Area have capacity, and Plan buildout is not expected to exceed capacity, impacts to primary County Roads, Highways 1 and 101, the railway and bike facilities would be less than significant.

The Plan includes recommended transportation related policies, actions, and standards that would protect the natural setting of the Gaviota Coast and reduce operational conflicts with the various modes of transportation while also accommodating planned roadway improvements for the circulation system in the Plan Area. The Plan protects the scenic character of the Highway 101 corridor by applying design criteria. The Plan policies also require a Transportation Corridor Plan and coordination with other agencies on regional issues to guide future improvements and adaptation strategies for the highway, the Union Pacific Railroad, and County roads. The proposed policies would minimize impacts of new roads and access through implementation of County Fire Department Private Road and Driveway standards, improve the safety of bicycle facilities, and limit new at-grade crossings off Highway 101.

Policy TEI-1 and associated actions TEI-1 and TEI-2 would ensure that future improvements to Highway 101, the railroad, and other County roads do not detract from the rural scenic characteristics of the highway and Plan Area through the development and implementation of design guidelines applicable to Highway 101 improvements and a Transportation Corridor Plan. Policy TEI-6 would encourage Union Pacific Railroad to add stops on the Gaviota Coast to facilitate the shipping of agricultural products. The intent of the Plan policies is to provide coordination to protect the Gaviota Coast setting. Further strengthening these related Plan policies and action items for a coordinated approach to a Transportation Corridor Plan would be necessary to ensure that impacts would be less than significant.

Policy TEI-9 and Action TEI-3 both address the potential impacts of sea level rise on coastal access, the rail corridor, Highway 101 and County roads, and propose an adaption strategy to address potential climate change impacts along the coast. Specifically, the County of Santa Barbara, in collaboration with staff from UCSB and the Cities of Carpinteria, Santa Barbara, and Goleta, are working on a Santa Barbara County Coastal Resiliency Project to address these issues. Therefore, the effect of the Plan on transportation facilities would be less than significant with regard to the issue of sea level rise.

Overall, implementation of these policies, actions and development standards would generally protect the rural character of the transportation network in the Plan Area, protect the integrity of Highway 101 as a major transportation corridor through the Plan Area, enhance transportation and rail corridor safety, support enhancements of the bikeway system, and encourage coordination between agencies. However, comprehensive planning efforts would need to be in

place to ensure that all modes of transportation are balanced. Therefore, impacts would be potentially significant.

## Mitigation

### ***MM TC-1 Addresses Circulation System***

The ~~Plan~~ Action TEI-2 shall be revised as follows (removed language in ~~strikeout~~, new language in underline):

- **Action TEI-2: Comprehensive Transportation Corridor Plan.** The County, in cooperation with Caltrans, SBCAG, California Department of Parks, and Union Pacific Railroad, shall seek funding for preparation of a Comprehensive Corridor Plan for the Highway 101 corridor between Gaviota Tunnel and Farren Road. The Plan shall address:
  1. Operational and safety improvements to Highway 101, the Union Pacific Railroad, and County roads along the Gaviota Coast;
  2. New Union Pacific Railroad crossing points (e.g., at grade crossings, bike lanes, bridges and tunnels);
  3. Adaptation planning to address Sea Level Rise impacts (including possible long-term realignment of Highway 101 and the Union Pacific Railroad) to address bluff retreat, and to avoid the need for new coastal protections structures;
  4. Implementation of the California Coastal Trail and Pacific Coast Bike Routeway; and,
  5. Retention and enhancement of public coastal access

~~The County shall prepare a Transportation Corridor Plan, in coordination with the Santa Barbara County Association of Governments, to govern all future improvements to U.S. Highway 101, the Union Pacific Railroad, and County roads along the Gaviota Coast, including new Union Pacific Railroad crossing points (e.g., at grade crossings, bike lanes, bridges and tunnels), long-term relocation of the Union Pacific Railroad to address bluff retreat, and to avoid the need for new coastal protections structures and improved access off of U.S. Highway 101.~~

## Residual Impacts

Working cooperatively with state and local agencies, landowners, and community stakeholders, an objective of the Corridor Plan is to identify feasible alignments and options which achieve operational and safety requirements while consistent with policies in the Gaviota Coast Plan, Coastal Land Use Plan, and Coastal Act. Phase I of the Comprehensive Corridor Plan shall prioritize planning for the segment between Gaviota Tunnel and Refugio Road interchange. The Plan includes policies to balance planned improvements with the rural character of the Plan

Area. With implementation of additional policy guidance, impacts would be less than significant with mitigation (Class II impact).

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### ***Impact TC-2: Hazards Due to a Design Feature***

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As discussed under Impact TC-1 and shown in Table 4.2-4, buildout of the Plan Area is expected to occur on parcels with access to existing County roads and Highways 1 and 101. While the addition of vehicles to roadways from buildout of the Plan Area is not expected to exceed capacity, additional trips could potentially be added to existing at-grade ~~interchanges~~ intersections along Highway 101. In addition, new driveway and at-grade access to Highways 1 and 101 could be sought by property owners for potential new uses on agricultural parcels where a property line abuts the freeways.

In the Plan Area, Highway 101 utilizes at-grade ~~crossings~~ intersections with no stop signs or traffic signals ~~at interchanges~~. Similarly, there are multiple existing private railroad crossings and informal crossings which can present hazards. Plan Buildout would result in additional trips on Plan roadways from residential, agricultural, and visitor serving uses such as recreational uses. Plan buildout could therefore, increase the use of at-grade ~~crossings~~ intersections with Highway 101 and informal railroad crossing by motorists, bicyclists, and pedestrians. While the County does not have jurisdiction over these ~~crossings~~ intersections, the County limits new at-grade ~~crossings~~ intersections and provides policies to encourage safety improvements.

Uses allowed ~~under~~ by the Gaviota Agricultural le Tiered Permit Structure also require attention to design features for adequate ingress and egress per the County LUDC and Coastal Zoning Ordinance amendments (zoning amendments). For example, development standards for farmstands prohibits parking areas from being located within any adjacent road rights-of-way or trail easement and prohibits turning movements into the premises from adjacent road rights-of-way from creating congestion or causing unnecessary slowing at access points. In addition, direct access to farmstand sales areas from an at-grade ~~crossing~~ intersection with Highway 101 are prohibited (LUDC section 35.42.050 E.1.a (12) through (14)). Any future proposals for new driveway access to either Caltrans or County maintained highways and roadways would also be required to obtain a planning permit requiring additional environmental review and an encroachment permit to improve the access point to current standards for safe ingress and egress.

The Plan contains several policies that address safety at railroad and highway crossings. Policy TEI-2 would limit the number of new at-grade ~~crossings~~ intersections with Highway 101 by limiting the number of private road entrances, wherever feasible, for traffic safety and circulation purposes. Policy TEI-4 would enhance rail corridor safety by providing grade separations or installation of warning signals at pedestrian rail crossings. Policy TEI-5 would encourage County participation in development of railroad plans. Policy TEI-7 would address Highway 101 operational conflicts by ensuring discretionary projects address potential operational conflicts impacts to Highway 101 operations.

The proposed Plan, with implementation of Policy TEI-7, which may requireing safety review of discretionary uses with vehicular access to Highways 1 and 101 would not substantially increase design related hazards. The uses allowed by the Gaviota Agricultural Tiered Permit Structure~~allowed uses~~, however, may increase access and egress onto Highways 1 and 101. The current ministerial ~~project permit~~ review requirements applicable to uses allowed by the Gaviota Agricultural Tiered Permit Structure ~~allowed uses~~ may allow approval of a project without undergoing Caltrans safety review, and resulting in a potentially significant impact related to design.

~~The Plan's proposed Policies REC-1 and REC-5 and Action TEI-1, along with existing County planning and fire department and Caltrans development standards and encroachment permit requirements, further ensure that new driveway and roadway access points would be designed to ensure safe ingress and egress from driveways to primary County Roads and Highways 1 and 101.~~

## Mitigation

The following mitigation measure, changed as shown below using underline and strikeout text, would be required to minimize potential impacts to hazards due to a design feature. The revisions would not result in any new or changed environmental impacts, nor cause changes to the Impact TC-2 analysis conclusions.

### ***MM TC-2 Addresses Hazards Due to a Design Feature***

Policy TEI-7 shall be revised ~~The Plan development standards shall be augmented as follows (removed language in strikeout, additions with underline) with a new development standard recommended to further address potential hazards due to a design feature with implementation of the Plan allowed uses:~~

- **Policy TEI-7: U.S. Highway 101 Operational Conflict Impacts.** Proposed new or expanded public or private uses, commercial uses, and visitor-serving uses may be required to submit an analysis that evaluates the anticipated operational conflicts impacts to U.S. Highway 101 operations and makes recommendations on how conflicts can be overcome or mitigated ~~for any discretionary project.~~ All uses for which primary property ingress and egress is either directly or indirectly through an at-grade intersection with Highway 1 or Highway 101, shall be submitted to Caltrans for comment prior to permit approval by the Planning and Development Department. Caltrans review shall be in the form of a letter commenting on the effects, if any, of the proposed highway access, and identify any recommended safety requirements applicable to the project. Confirmation of compliance with any applicable safety requirements must be verified prior to zoning clearance. ~~Dev Std TEI-9: All proposed Gaviota Agriculture Tiered Permit Structure allowed uses for which primary property ingress and egress is either directly or indirectly through an at-grade intersection with Highway 1 or Highway 101, shall be submitted to Caltrans for comment prior to permit review and approval by~~

~~the Planning and Development Department. Caltrans review shall be in the form of a letter commenting on the effects, if any, of the proposed highway access, and identify any necessary safety requirements applicable to the project. Confirmation of compliance with Caltrans conditions must be verified prior to zoning clearance.~~

## Residual Impacts

~~The Plan provides policies that would reduce hazard impacts due to a design feature. However, any new uses that would take ingress and egress from Highway 101 would have the potential result in impacts. Implementation of Mitigation Measure MM TC-2 would ensure projects that could affect at-grade intersections at Caltrans highways receive Caltrans safety review prior to receiving zoning clearance or other permit approvals. Therefore, with implementation of MM TC-2, which revises Policy TEI-7, hazard impacts would be reduced to less than significant (Class II impact).~~

~~The design of at-grade crossings, new driveways, and access points are addressed through existing regulations. The Plan provides policies to further protect, limit, and reduce impacts. For Gaviota Agriculture Tiered Permit Structure allowed uses, implementation of recommended Mitigation Measure MM TC-2 will ensure ministerial projects, which do not require discretionary review, to receive Caltrans safety review prior to receiving zoning clearance. Therefore, with implementation of MM TC-2 adding new Dev Std TEI-9, the Plan's Gaviota Agriculture Tiered Permit Structure hazards impacts would be further reduced and remain less than significant with mitigation (Class II impact).~~

### 4.2.4 Cumulative Impacts Analysis

The 20-year buildout traffic volume forecasts presented in this section were provided by Caltrans and the County of Santa Barbara Public Works Department. The 20-year buildout traffic volume forecasts also consider cumulative development of the land uses envisioned by the County for the Plan Area, as well as cumulative development of other projects located in the adjacent areas, and regional traffic growth. Thus, the 20-year buildout analysis completed for the Plan is cumulative in nature. No impacts were identified to the circulation system.

MM TC-1 calls for the approval of Action TEI-2 in the Plan, which requires the County to prepare a Comprehensive Corridor Plan. The Plan shall be prepared in coordination with the SBCAG and shall govern all future improvements to Highway 101, the Union Pacific Railroad, and County roads along the Gaviota Coast, including new Union Pacific Railroad crossing points (e.g., at grade crossings, bike lanes, bridges, and tunnels), long-term relocation of the Union Pacific Railroad to address bluff retreat, and to avoid the need for new coastal protections structures and improved access off of Highway 101. This programmatic mitigation measure, which is included as part of the Plan, would also mitigate any potential cumulative transportation impacts associated with the circulation system.

In addition, ~~recommended~~ Mitigation Measure MM TC-2 calls for a Caltrans safety review of all proposed new uses under the ~~Gaviota Agriculture Tiered Permit Structure~~ that would either directly or indirectly utilize an existing at-grade intersection with either Highway 101 or Highway 1 prior to receiving zoning clearance. This would ensure that ministerial projects, which do not require discretionary review by the County, would be reviewed by Caltrans to address potential safety concerns. In addition, the Plan proposes additional policies that serve to protect the rural setting of the Plan Area, encourage planned improvements, and supplement existing regulations related to the design of new facilities to prevent hazards. Incorporating Mitigation Measure MM-TC-2 will further reduce potential cumulative effects for hazards due to a design feature.

### **Mitigation Measure**

MM TC-1 and MM TC-2 would also apply to the cumulative issues.

### **Residual Impacts**

Implementation of the mitigation measures would result in less than significant cumulative impacts to transportation (Class II impact).

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