




# SUMMERLAND Community Plan CIRCULATION ELEMENT

— - COMMUNITY PLAN BOUNDARY  
ROADWAY CLASSIFICATIONS

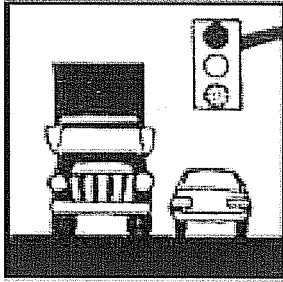
-  - FREEWAY
-  - S1
-  - S3

ROAD EASEMENTS ARE DASHED WHERE UNCONSTRUCTED

ADOPTED BY SANTA BARBARA COUNTY BOARD OF SUPERVISORS  
ON 5/19/92 BY RESOLUTION NO. 92-308  
CERTIFIED BY CALIFORNIA COASTAL COMMISSION ON 10/14/92  
PRODUCED BY SANTA BARBARA COUNTY PLANNING & DEVELOPMENT  
CIRCULATION REVISED ON



# SUMMERLAND COMMUNITY PLAN



## ***G. TRAFFIC, CIRCULATION AND PARKING***

### ***1. Existing Conditions and Issues***

#### **A. DESCRIPTION OF EXISTING ROADWAY NETWORK**

The Summerland Community Plan Area is served by a street network which includes a State Highway, County two-lane major roads, collector streets and local streets (see Figure 16, Street Network/Traffic Volumes). The State Highway is U.S. Highway 101, a four-lane freeway in the southern portion of the Study Area. East Valley Road (State Route 192), is a two-lane major road which serves Summerland from the north although it is not located in the Study Area. Lillie Avenue is also a major road which provides primary access to the commercial portion of Summerland. County collector streets consist of Ortega Ridge Road and Ortega Hill Road in the western portion of the Study Area and Greenwell Avenue in the north and east portions of the Summerland area. Evans Avenue functions as a local street that provides access to the commercial and residential portions of Summerland. Other important local streets include Olive Street and Valencia Road, both which serve the residential neighborhood north of Lillie Avenue.

Presently, no Community Plan Area intersections are signalized, however, there are 3-way and 4-way stop sign controlled intersections as well as two-way and single stop sign controls.

#### **B. CURRENT ROADWAY AND INTERSECTION OPERATIONAL STATUS AND IDENTIFIED SAFETY ISSUES**

The current volumes of streets in the study area, measured in Average Daily Trips (ADTs), were determined from traffic counts taken in April 1989. These volumes are depicted in Figure 16. Roadways in the study area are currently operating at volumes below their design capacities and are also below the policy capacities as outlined in the current Santa Barbara County Circulation Element:

- o Four-lane Freeway: 67,000 ADT
- o Two-lane Expressway: 16,000 ADT
- o Two-lane Major Road: 10,000 ADT
- o Collector Road: 5,000 ADT

In addition, existing weekday afternoon (P.M.) peak hour turning volumes were sampled at eight major controlled intersections in the Study Area during March 1989, in order to determine the Level of Service at those intersections. Levels of Service (LOS) are used to rate intersection operation using a system of letter designations. The rating system starts



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with LOS "A", which represents free-flow conditions and goes down to LOS "F" which represents gridlock. Generally, LOS C is considered to be the minimum acceptable Level of Service for County intersections. The following controlled intersections within the Summerland Community Plan study area currently operate at LOS "A" during afternoon weekday peak hours:

- o Evans/Ortega Hill
- o Lillie/Greenwell
- o Lillie/US NB 101 Off-ramp
- o Ortega Hill/Ortega Ridge
- o Ortega Hill/ US 101 NB On-ramp
- o Padaro Lane/US 101 SB Ramps
- o Padaro Lane/US 101 NB Ramps
- o Padaro Lane/Via Real

LOS "A" indicates that all of the controlled intersections in the Study Area are currently operating at acceptable levels of service with little or no congestion during weekday P.M. peak hours. An additional weekend afternoon LOS analysis included three downtown intersections in the Study Area: Evans/Ortega Hill, Lillie/US 101 northbound off-ramp, and Ortega Hill/US 101 northbound on-ramp. The Evans/Ortega Hill and Lillie/US 101 northbound off-ramp intersections were found to operate at LOS A, while Ortega Hill/US 101 northbound on-ramp was found to experience LOS B during weekend afternoon hours.

Generally, Study Area streets and intersections appear to be operating within designated standards. However, there are many areas within the community where a variety of movement conflicts and safety hazards occur between vehicles, pedestrians and bicycles. These areas of conflict were identified and described by Summerland residents and business owners in their Community Survey responses.

The existing parking situation in downtown Summerland was noted as one of the most serious problems, due to a relatively low number of private off-street parking lots and no public parking lots in the downtown area. As a result, cars are often parked haphazardly along the side of Lillie Avenue, which does not possess curbs, gutters, or sidewalks. Drivers have difficulty anticipating vehicular movements when parking or exiting a parking area, particularly near the Post Office, on the corner of Evans Avenue and Ortega Hill Road, and near the Nugget Restaurant on Lillie Avenue. In addition, due to the lack of available parking downtown, drivers frequently park along nearby residential streets, leaving few parking opportunities for residents of the area.

A parking demand study was conducted for Summerland which analyzed both on- and off-street parking areas in the downtown commercial area. The roadway segments studied included Ortega Hill Road, Lillie Avenue, Evans Avenue, Hollister Street, Colville Street, Valencia Road, Temple Street, and Olive Street. The analysis determined that the

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downtown segments of Lillie Avenue, Ortega Hill Road, and Evans Street maintained the highest parking utilization of the streets studied. The study further determined that commercial parking areas downtown are not effectively utilized throughout the week. The majority of commercial parking is unstructured and unstriped, leading to parallel and ninety degree parking patterns that are inefficient. As a result of the findings of the Parking Demand Study, a Parking Plan has been developed that includes recommendations for the redesign of the on-street parking in order to provide an adequate amount of structured parking spaces in the commercial portion of Summerland.

Other vehicular movements such as U-turns and left turns are also a problem in the downtown area. Currently there are no locations along Lillie Avenue that are designated for either of these turning movements. As a result, cars making left or U turns often stop in the middle of Lillie Avenue, causing other cars to pass on the right, close to pedestrians and cyclists. As noted above, Lillie Avenue does not possess curbs, gutters, or sidewalks and therefore pedestrians must walk along the unimproved shoulder or on the street itself. In addition, there are no designated crosswalks on Lillie Avenue so that pedestrians can safely cross the street.

Bicycle circulation has also been cited as a problem due to the lack of any designated bikepaths or lanes within the community. As a result, cyclists compete for space on the road with cars and pedestrians and often dart in and out of traffic.

The beach access areas along Wallace Avenue, Finney Street, and Padaro Lane incur problems similar to the downtown area. Like Lillie Avenue, these roads do not possess curbs, gutters, or sidewalks. The parking lot provided at Lookout Park off of Wallace Avenue is small and does not fully accommodate the need for off-street parking. Beachgoers therefore often park on the street or in an unimproved area along Wallace Avenue. No off-street parking is available on Finney Street; however drivers often park in an unimproved area along the side of the street. The parking lot at the Padaro Lane access has recently been improved. Overall, due to the limited parking in the beach area, beachgoers frequently park along the narrow residential streets, leaving few parking opportunities for residents. Pedestrians and cyclists face the same problems along the beach areas as they do on Lillie Avenue: they must compete with cars for the limited space available on the street. The Parking Plan also addresses the inadequate amount of parking provided in the beach access areas, calling for additional striped parking along Wallace Avenue, Finney Street, and at the Loon Point beach access.

Similar conflicts were identified as occurring on other residential streets in the community that do not have curbs, gutters, or sidewalks. Because the streets are narrow, there are very few on-street parking opportunities for the residents. In addition to being narrow, the streets (including Banner Street where Summerland School is located) are extremely steep, resulting in downhill speed problems. Again, pedestrians must walk along the shoulder or on the street itself.

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## C. ROADWAY CLASSIFICATIONS AND PROJECT CONSISTENCY STANDARDS

The Santa Barbara County Comprehensive Plan Circulation Element Policy A states that:

"The roadway classifications, intersection levels of service, and capacity levels adopted in this Element shall apply to all roadways and intersections within the unincorporated area of the County, with the exception of those roadways and intersections located within an area included in an adopted community or area plan. Roadway classifications, intersection levels of service, and capacity levels adopted as part of any community or area plan subsequent to the adoption of this Element shall supersede any standards included as part of this Element."

This section of the community plan is intended to update the roadway classifications and project consistency standards of the Santa Barbara County Comprehensive Plan's Circulation Element for the community of Summerland. In so doing, this community plan proposes a new system of roadway classifications and project consistency standards which are intended to fully supersede the classifications and standards used in the current Circulation Element.

### 1. **Definitions**

Acceptable Capacity: The maximum number of Average Daily Trips (ADTs) that are acceptable for the normal operation of a given roadway. As defined by this Community Plan, the Acceptable Capacity for a given roadway is based upon its roadway classification and the acceptable level of service for that roadway. The acceptable level of service for roadways in the Summerland Planning Area is Level of Service B. Exceptions to this are:

- o Ortega Hill Road west of Highway 101: LOS C is acceptable.

Estimated Future Level of Service: For a given intersection, the County-accepted level of service (LOS) based on existing traffic levels and on traffic to be generated by approved but not yet occupied projects as referenced by the public draft environmental documents for the development project under review. The Estimated Future Level of Service must consider all funded but not yet constructed improvements that are planned for completion prior to the project's occupancy. This includes mitigations from projects that have been approved by the Planning Commission or Board of Supervisors but have not yet been constructed.

Estimated Future Volume: For a given roadway segment, the most recent County-accepted count of Average Daily Trips (ADTs) plus any ADTs associated with approved projects that are not yet occupied as referenced in the public draft environmental document for the development project under review.

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Design Capacity: The maximum number of ADTs 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.

Remaining Capacity: For a given roadway, the difference between the Acceptable Capacity and the Estimated Future Volume in ADTs.

## 2. Roadway Classification System

The following roadway classification system is divided into two main designations: Primary and Secondary roadways. Each of these main designations is further subdivided into three subclasses, dependent upon roadway size, function and surrounding uses. Primary roadways serve mainly as principal access routes to major shopping areas, employment and community centers, etc., and often carry a large percentage of through traffic. This Circulation Element for the community does not designate any roadways within the community as primaries. As discussed in more detail below, a number of roadways in the community would be designated as Secondary. Secondary roadways are two lane roads designed to provide principal access to residential areas or to connect streets of higher classifications to permit adequate traffic circulation. Such roadway may be fronted by a mixture of uses and generally carry a lower percentage of through traffic than primaries. Table 3 identifies roadways in the Community which are designated in the Circulation Element and Figure 16A shows the classifications.

Secondary 1 (S-1): Land Use: Moderate to high non-residential use with moderate number of driveways or large residential lots with large setbacks and well-spaced driveways.  
Design Factors: Two lanes, infrequent curb cuts, signalized intersections with primary roadways.  
Capacity\*: Design: 11,600, LOS D: 10,440, LOS C: 9,280, LOS B: 8,120

Secondary 2 (S-2): Land Use: Mixed residential/non-residential.  
Design Factors: Two lanes, close to moderately spaced driveways.  
Capacity: Design: 9,100, LOS D: 8,190, LOS C: 7,280, LOS B: 6,370

Secondary 3 (S-3): Land Use: Primarily residential frontage, small to medium lots.  
Design Factors: Two lanes, more frequent driveways.  
Capacity: Design: 7,900, LOS D: 7,110, LOS C: 6,320, LOS B: 5,530

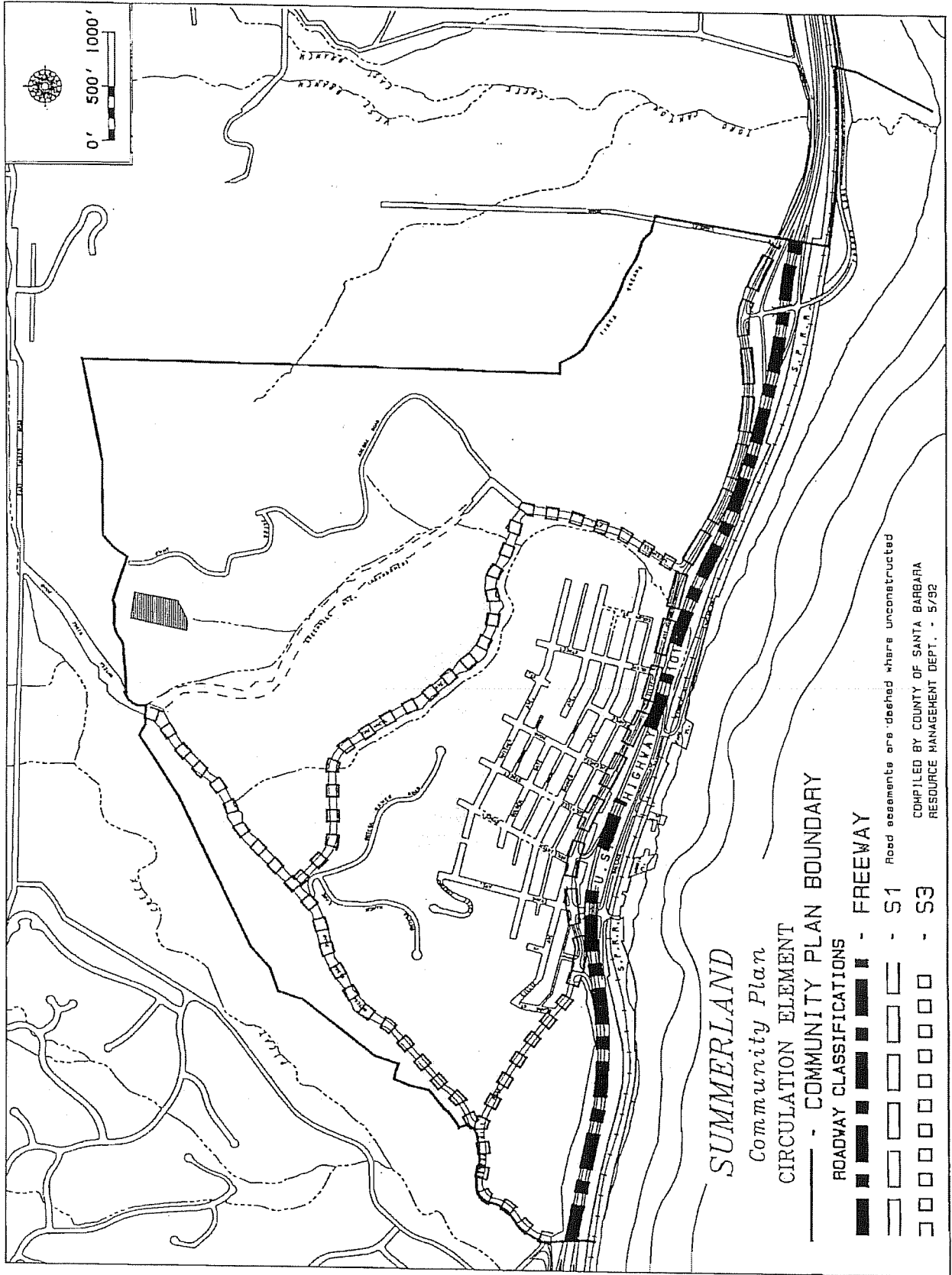
\*Capacity shown in Average Daily Trips or ADTs.

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**TABLE 3: CLASSIFIED ROADS AND THEIR CAPACITIES IN THE SUMMERLAND PLANNING AREA**

<u>Roadway</u>	<u>Previous Roadway Classification</u>	<u>New Roadway Classification</u>	<u>Acceptable Capacity*</u>	<u>Design Capacity</u>
Via Real	Major	S-1	8,120	11,600
Lillie Ave	Major	S-1	8,120	11,600
Ortega Hill Rd. (east of U.S. 101 on-ramp)	Major	S-1	9,280	11,600
Ortega Hill Rd. (west of U.S. 101 on-ramp)	Collector	S-3	5,530	7,900
Ortega Ridge Rd.	Collector	S-3	5,530	7,900
Greenwell Ave.	Collector	S-3	5,530	7,900

\* In Average Daily Trips (ADTs) assuming an Level of Service B Standard for Intersection Operation (with the exception of Ortega Hill Road E. of Highway 101 for which an LOS C standard is applied).



**SUMMERLAND**

*Community Plan*

**CIRCULATION ELEMENT**

— - COMMUNITY PLAN BOUNDARY

ROADWAY CLASSIFICATIONS

▬ - FREEWAY

▬ - S1

▬ - S3

Road elements are dashed where unconstructed

COMPILED BY COUNTY OF SANTA BARBARA  
RESOURCE MANAGEMENT DEPT. - 5/92

FIGURE 16A

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## 3. Roadway and Intersection Standards for Determination of Project Consistency

### A. Purpose:

This section defines how the acceptable capacity levels that are identified for the classified roadways will be applied in making findings of project consistency with this Community Plan. This section also defines intersection standards in terms of level of service and provides methodology for determining project consistency with these standards. The intent of this section is to ensure that roadways and intersections in the community plan study area continue to operate at acceptable levels and to ensure that the intent of Circulation Policies S-3 and S-9 is reflected in the determination of project consistency. The standards prescribed in this section shall also serve as a basis for circulation capital improvement planning and funding.

### B. Roadway Standards:

A project's consistency with this section shall be determined as follows:

- a. For roadways where the estimated future volume does not exceed the acceptable capacity, a project would be considered consistent if the number of ADTs contributed by the project would not cause an exceedance of acceptable capacity.
- b. For roadways where the Estimated Future Volume exceeds the acceptable capacity but does not exceed Design Capacity, a project would be considered consistent with this section of this Element only if the number of ADTs contributed by the project to the roadway does not exceed 25 ADTs.
- c. For roadways where the Estimated Future Volume exceeds the Design Capacity, a project would be considered consistent with this section of this Element only if the number of ADTs contributed by the project to the roadway does not exceed 10 ADTs.

### C. Intersection Standards:

- a. Projects contributing Peak Hour Trips to intersections that operate at a Estimated Future Level of Service A shall be found consistent with this section of the Community Plan unless the project results in a change in V/C ratio greater than 0.15 (except intersections along Ortega Hill Road East of Highway 101).

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- b. For intersections operating at a Estimated Future Level of Service that is less than or equal to LOS "B," a project must meet the following criteria in order to be found consistent with this section of the Community Plan (except intersections along Ortega Hill Road west of Highway 101):
  - o For intersections operating at a estimated future Level of Service B, no project must result in a change of V/C ratio greater than 0.15.
  - o For intersections operating at a estimated future Level of Service C, no project shall contribute more than 15 Peak Hour Trips.
  - o For intersections operating at a estimated future level of Service D, no project shall contribute more than 10 Peak Hour Trips.
  - o For intersections operating at a estimated future Level of Service E or F, no project shall contribute more than 5 Peak Hour Trips.
- c. Projects contributing Peak Hour Trips to intersections along Ortega Hill Road west of Highway 101 that operate at a Estimated Future Level of Service A or B shall be found consistent with this section of the Community Plan unless the project results in a change in V/C ratio greater than 0.15.
- d. For intersections along Ortega Hill Road west of Highway 101 that are operating at a Estimated Future Level of Service that is less than or equal to LOS "C", a project must meet the following criteria in order to be found consistent with this section of the Community Plan:
  - o For intersections operating at a estimated future Level of Service C, no project must result in a change of V/C ratio greater than 0.10.
  - o For intersections operating at a estimated future Level of Service D, no project shall contribute more than 15 Peak Hour Trips.
  - o For intersections operating at a estimated future level of Service E, no project shall contribute more than 10 Peak Hour Trips.
  - o For intersections operating at a estimated future Level of Service F, no project shall contribute more than 5 Peak Hour Trips.
- e. Where a project's traffic contribution does not result in a measurable change in the V/C ratio at an intersection but does result in a finding of inconsistency with the above intersection standards, intersection improvements that are acceptable to the Public Works Department shall be required in order to make a finding of consistency with the Community Plan. A measurable change in V/C ratio shall be defined as a change greater than or equal to 0.01.

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Where a project's traffic contribution does result in a measurable change in V/C ratio and also results in a finding of inconsistency with the above intersection standards, intersection improvements that are sufficient to offset the change in V/C ratio associated with the project shall be required in order to make a finding of consistency with the Community Plan.

- f. These intersection standards shall also apply to projects which generate Peak Hour Trips to intersections within incorporated cities that are operating at levels of service worse than those allowed by the city's Circulation Element.

- D. Special Standards for Projects which include Comprehensive Plan Amendments to Land Use Designations

- a. Comprehensive Plan Amendments submitted by private applicants that propose changes in land use designation on any given parcel in the planning area shall be required to demonstrate that the proposed change in land use would not potentially result in traffic levels higher than those anticipated for that parcel by the Community Plan and its associated environmental documents. If higher traffic levels could potentially result from such an amendment, then in order to approve the amendment, the following finding must be made by the Board of Supervisors:

- i. The increase in traffic is not large enough to cause the affected roadways and/or intersections to exceed their designated acceptable capacity levels at buildout of the Community Plan, or

Road improvements included as part of the project description are consistent with the community plan and are adequate to fully offset the identified potential increase in traffic.

- ii. The benefits of the project outweigh the potential increase in traffic.

- E. Exemptions

Roadway and Intersection standards stated above shall not apply to:

- a. Land use permits and coastal development permits if the Zoning Administrator/Planning Commission/Board of Supervisors has taken final action on a valid prerequisite discretionary approval (e.g. FDP, CUP) and a finding of Comprehensive Plan consistency was made at the time of approval, and no substantial change has occurred in the project.

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- b. Projects deemed complete prior to the adoption of this community plan which are designed to serve as a mitigation measure for, and were expressly embodied as a condition of approval of a previously approved project.
- c. Development Agreements for projects for which a Final Development Plan was approved prior to the adoption of this Community Plan and for which a Settlement Agreement expressly contemplates the County will enter into a Development Agreement for such projects in order to conclude the settlement.
- d. Projects for which a settlement agreement between the property owner and the County was entered into prior to the adoption of this Community Plan.
- e. Affordable Housing Overlay designated sites and special need facilities as defined in the Housing Element. (added by 94-GP-009)

## D. RECOMMENDED IMPROVEMENTS

The following Circulation and Parking improvements as identified in the Policies and Actions are recommended by this Community Plan. None of these improvements are currently funded by the County; however, these improvements should be carried out as soon as funding is available. The State Coastal Conservancy has prepared schematic plans for certain pedestrian circulation and beach area parking improvements. These plans are illustrated in Appendix D and should be referenced when considering some of the following improvements.

### *2. Policies and Actions*

**Policy CIRC-S-1:** Intersection design standards, as defined by the County Intersection Template, should represent the maximum level of improvement for a given intersection. The County's Capital Improvement Plan should be consistent with the intersections designs allowed by these templates.

**Policy CIRC-S-2:** The County's seven-year Capital Improvement Plan shall be developed in a manner that ensures that the highest priority is given to roadway improvements that will ease conditions on the most severely constrained roadways and intersections in each planning area. The priority assigned to these improvements shall account for priorities identified in the area's Community Plan, but shall be based upon the most recent available traffic data. The Capital Improvement Plan shall include improvements that facilitate alternative modes of transportation. The Capital Improvement Plan shall be

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updated by the Public Works Department and presented to the Planning Commission and the Board of Supervisors for review on an annual basis. The Plan shall contain a list of transportation projects to be undertaken, ranked in relative priority order, and include estimated cost, and if known, estimated delivery year for each project.

- Policy CIRC-S-3:** The County shall regularly monitor the operating conditions of designated roadways and intersections in Summerland. If any roadway or intersection is found to exceed the acceptable capacity level defined by this community plan, the County shall reevaluate, and if necessary, amend the community plan in order to reestablish the balance between allowable land uses and acceptable roadway and intersection operation. This reevaluation should include, but not be limited to:
- \* redesignating roadways and/or intersections to a different classification;
  - \* reconsidering proposed land uses to alter traffic generation rates, circulation patterns, etc.; and
  - \* changes to the County's Capital Improvement Program including reevaluation of alternative modes of transportation.
- Policy CIRC-S-4:** A determination of project consistency with the standards and policies of this Community Plan Circulation Section shall constitute a determination of consistency with Local Coastal Plan Policy #2-6 and LUDP #4 with regard to roadway and intersection capacity.
- Policy CIRC-S-5:** The County shall strive to permit reasonable development of parcels within the community of Summerland based upon the policies and land use designations adopted in this Community Plan, while maintaining safe roadway and intersections that operate at acceptable levels.
- Policy CIRC-S-6:** The County shall continue to develop programs that encourage the use of alternative modes of transportation including, but not limited to, an updated bicycle plan, park and ride facilities and transportation demand management ordinances.
- Policy CIRC-S-7:** New development shall be sited and designed to provide maximum access to non-motor vehicle forms of transportation.
- Action CIRC-S-7.1:** Site design shall encourage pedestrian and bicycle access to adjacent walkways and paths.

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- Action CIRC-S-7.2:** Higher intensity residential and commercial development should be located in close proximity to transit lines, bike paths and pedestrian trails.
- Policy CIRC-S-8:** In its long range land use planning efforts, the County should seek to provide access to retail, commercial, recreational and educational facilities via transit lines, bikeways and pedestrian trails.
- Policy CIRC-S-9:** The minimally acceptable Level of Service (LOS) on roadway segments and intersections in the Summerland Planning Area is "B." However, due to existing traffic volumes and the impracticality of widening Ortega Hill Road west of the US 101 onramp, that section of Ortega Hill Road may operate at LOS "C."
- Policy CIRC-S-10:** Roadway safety and circulation for pedestrians and vehicles along Lillie Avenue/Ortega Hill Road shall be improved.
- Action CIRC-S-10.1:** The Summerland Citizens Association, with assistance of the County, shall work with Post Office property owner to stencil "in" and "out" arrows on the entrance to the property.
- Action CIRC-S-10.2:** The County shall study and, when funding is available, provide a center turn lane on Ortega Hill Road between Evans Avenue and Hollister Avenue as depicted on Figure 18 (Parking Plans) if it is determined to be warranted.
- Action CIRC-S-10.3:** The County shall study the need for u-turns along the downtown portion of Lillie Avenue and provide for them if it is found to be safe and feasible.
- Action CIRC-S-10.4:** The County shall prioritize anticipated Measure D funds and place at the top street maintenance relative to paving and potholes.
- Policy CIRC-S-11:** Roadway safety and circulation for pedestrians and vehicles along Summerland's residential streets shall be improved.
- Action CIRC-S-11.1:** The County shall encourage residents on east-west streets in residential areas to petition to change to one-way streets. These possibility of one way streets shall then be investigated by the County and, if appropriate and funding is available, implemented.

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- Action CIRC-S-11.2:** The County shall provide information to the Summerland Citizen's Association regarding the existing County petition process for neighborhood street lighting. When funding is available, the County shall provide additional street lighting in residential areas which are aesthetically designed and shielded to prevent glare to residents, where appropriate.
- Action CIRC-S-11.3:** Upon receipt of a request/petition from the Summerland Citizens Association, the County shall conduct a study which identifies the appropriate location for stop signs. The stop signs shall then be installed if found to be warranted and funding is available.
- Action CIRC-S-11.4:** Upon receipt of a request/petition from the Summerland Citizens Association, the County shall consider improvement of specified substandard road sections within the Summerland community to enhance vehicular travel and parking. If appropriate, such improvements should be placed on the Measure D funding list.
- Action CIRC-S-11.5:** The County shall consider the installation of signs to regulate parking to one side of the street on east-west residential streets with a right-of-way of 30 feet or less.
- Policy CIRC-S-12:** **Circulation shall be improved for pedestrians and bicyclists to increase safety. Bicyclists and pedestrians shall be encouraged to use the Class I bicycle paths and trails, when developed.**
- Action CIRC-S-12.1:** The County shall study and implement a pedestrian sidewalk on the north side of Lillie Avenue, from Evans Avenue to Greenwell Avenue, when funding is available (see Figures 18, 19 and 20; Parking Plan). When the White Hole properties are developed, an offstreet pedestrian walk shall be provided from Greenwell to the eastern boundary of the "White Hole."
- Action CIRC-S-12.2:** The County shall study and implement (subject to available funding) a Class I off road bicycle path which connects Summerland to Sheffield Drive between US 101 and the Jostens property as depicted on Figure 15 (PRT) and Figure 21 (Bikeways). If this location is found to be infeasible, an alternative location other than Ortega Hill Road, shall be developed subject to available funding.