

# **PUBLIC REVIEW DRAFT**

## **Sonoma County Local Coastal Plan**

### **CIRCULATION AND TRANSIT ELEMENT September 2019**



**Local Coastal Program  
Permit Sonoma**

2550 Ventura Avenue  
Santa Rosa, CA 95403

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# CIRCULATION AND TRANSIT ELEMENT

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# **CIRCULATION AND TRANSIT ELEMENT**

## **1. INTRODUCTION**

### **1.1 Purpose and Background**

The Circulation and Transit Element addresses the planned transportation routes and facilities along the coast, including goals, objectives, and policies affecting the mobility of future residents, businesses, and visitors. The 1976 California Coastal Act (Coastal Act) encourages maintenance and improvement of access to coastal resources, and requires that State Highway 1 in rural areas remain a scenic two-lane highway.

The current traffic congestion on the coast has resulted from a combination of factors. Regional factors include growth in employment and population primarily within Sonoma County's cities. Local factors include increases in parkland acreage through expansions, acquisitions, and dedications; in the number and length of trails and associated hiking opportunities; in access to the beach and ocean; and lack of public transportation. Most importantly, the public continues to prefer the automobile as the primary means of transportation.

### **1.2 Relationship to Other Elements**

The Circulation and Transit Element and its implementing measures are coordinated with the Land Use Element in the following manner to assure that the transportation system serves future travel demand and helps attain the desired land use plan.

The Circulation and Transit Element uses the Land Use Element projections of future population and job growth.

The policies are designed to support the land use plan, maps, objectives and policies that emphasize concentrating development within Urban Service Areas and limited growth in rural areas.

Other Elements also address transportation issues. Pedestrian oriented urban design, bikeways, and air quality are also addressed in the Open Space and Resource Conservation and Public Access and Recreation Elements. Projected noise contours for highway sources are addressed in the Noise Element.

### **1.3 Scope and Organization**

The Circulation and Transit Element contains five sections. These sections include: an introduction and four sections containing goals, objectives, and policies for the planned

circulation and transit system, alternative transportation modes and vehicle use reduction, highway system, and phasing and funding of improvements. Programs needed to implement proposed policies are also identified. In addition, the Element calls out ongoing or potential future County initiatives, referred to as "Other Initiatives", intended to support maintenance and improvement of the transportation system, and promote inter-agency and community collaboration.

## **2. CIRCULATION AND TRANSIT SYSTEM**

### **2.1 Existing and Projected Transportation Conditions in 2020**

As part of the GP2020 update of the Sonoma County General Plan, the County conducted a circulation and transit analysis of the entire County. This analysis formed the basis for a countywide strategy to provide mobility and access as well as to protect the character of small communities. The Sonoma County coast was included in this analysis, but due to the projection of limited population growth in the area it was not emphasized.

The Sonoma Coast/Gualala Basin region has a sparse roadway network due to its remote location and very low population density. The major roadways, all two-lane rural roads, are State Highway 1, State Highway 116, Bodega Highway, Stewarts Point-Skaggs Springs Road, Coleman Valley Road, Annapolis Road, and Valley Ford-Freestone Road. With the exception of State Highway 1, these roadways run east-west (**Figures C-CT-1a-c**). Other roads serve only as minor access routes, but could be important as alternate routes in emergencies. Daily buses connect the small communities along State Highway 1 to Sebastopol, Santa Rosa, and Mendocino County.

Traffic patterns are affected primarily by recreational travel, particularly on weekends. Tourism has increased as a result of growth in the Bay Area; growth in employment and population primarily within the County's cities; increases in parkland acreage through expansions, acquisitions, and dedications; increases in number and length of trails and associated hiking opportunities; increases in access to the beach and ocean; and the lack of convenient public transportation along the coast.

#### **2.1.1 State Highway 1**

##### **Traffic and Circulation Conditions**

Traffic on State Highway 1 has increased since the first transportation study was conducted for the 1981 Local Coastal Plan. Tourism has increased substantially in recent years and has had an impact on traffic levels on State Highway 1 during peak weekend periods, especially in the summer and fall. State Highway 1 through Bodega

Bay and Bodega Avenue are the most congested on weekends. Peak traffic volumes on the stretch of State Highway 1 adjacent to the Sonoma Coast State Beaches occur on summer weekends, particularly on Sundays, during which visitors and local residents often experience severe traffic congestion and shortage of parking spaces.

**Table C-CT-1: Traffic Volume Trends Highway 1 2007-2017**

<b>Intersection</b>	<b>Peak Hour</b>	<b>Peak Month Daily Average</b>	<b>Annual Average Daily Traffic</b>
Valley Ford Road	150.0%	34.7%	31.0%
Valley Ford/Freestone Road	96.1%	31.8%	28.9%
Bodega Highway	77.8%	136.8%	116.7%
Bodega Eastshore Road	16.9%	-1.8%	-9.6%
JCT. RTE. 116 East	29.0%	7.7%	11.1%
Jenner	51.5%	7.7%	11.1%
Fort Ross, Fort Ross Road	73.9%	6.7%	8.1%
Stewarts Point/Skaggs Springs Road	42.9%	-2.3%	0.0%

The large increase in peak hour volumes at the southernmost intersections shows a growing trend for commuters living in the Sebastopol area to use Highway 1 as an alternative route to job centers in Petaluma and Marin County. The peak month daily average at the Bodega Highway intersection indicates a significant increase in tourism traffic through this intersection. Given the smaller increase at the northern intersections, most traffic is headed to Bodega Bay and nearby public beach areas.

Sonoma Coast State Park and Sonoma County public beaches are among the most visited parks northwestern California, generating significant weekend traffic congestion. With limited public transportation and lack of safe bicycle routes, most people are obligated to drive in order to enjoy the Sonoma Coast.

**Roadway Capacity and Conditions**

Existing natural conditions along coastal roadways, and lack of undeveloped land adjacent to the right-of-way in the communities of Bodega Bay and Jenner create a situation where capacity improvements are generally not feasible and should be discouraged except where capacity improvement will also improve road safety. Outside of these communities, Highway 1 operates well below capacity, and congestion is not an issue. With narrow shoulders, inadequate sight lines, and limited opportunity for safe passing, improving road safety is the primary concern along the entire length of Highway 1.

## **Transportation Improvements**

In the 1985 California Department of Transportation (Caltrans) Route Concept Report Summary on State Highway 1, Caltrans identifies the following potential roadway safety improvement projects: shoulder widening, passing lanes, channelization and intersection improvements to enhance turning movements, additional parking areas where unsafe parking conditions currently exist, and features that would minimize roadside parking on the highway. Safety improvements to State Highway 1 constructed since the last Local Coastal Plan Update in 1995 include left turn lanes at The Sea Ranch, at the intersection with State Highway 116 near Jenner, near The Tides restaurant, and at the Bodega Harbour Subdivision. Other improvements include stabilization projects north of Jenner, guardrails along the Russian River estuary, and the ongoing project to relocate Highway 1 along Gleason Beach.

Providing turning lanes at intersections and parking areas is the most effective approach to improving the capacity of State Highway 1 while maintaining it as a two-lane scenic highway. Addition of turning lanes provides considerable safety benefits as well as reducing traffic delays in Jenner, Bodega Bay, and near public beaches.

Other safety improvements proposed for State Highway 1 are selective widening and road alignments; parking management, development and enforcement programs; and other types of road improvements such as roadway striping and marking, bicycle lanes and pedestrian ways. Improvements to State Highway 1 such as construction of bicycle paths or widening of shoulders will be necessary to construct the Sonoma County segment of the California Coastal Trail (see discussion below).

Minor road improvements in the community of Bodega Bay will not relieve traffic congestion, and establishing a bypass route has proven infeasible. While capacity along this section of State Highway 1 will remain inadequate, there are opportunities to improve pedestrian safety and reduce dependency on automobiles for local trips by adding pedestrian walkways, restricting turning movements across traffic, and reducing vehicle speeds.

### **2.1.2 Active Transportation and Transit**

The Complete Streets Act of 2008, which mandates that all cities and counties modify the circulation element of their general plans to provide for a transportation network that equitably meets the mobility needs of all, including pedestrians, bicyclists, children, students, persons with disabilities, users of public transportation, together with motorists and movers of commercial goods.

A comprehensive, safe, and convenient bicycle and pedestrian transportation network is a critical component of an overall strategy to reduce automobile dependency for residents and visitors, as well helping to meet greenhouse gas (GHG) emissions reduction standards established under the California Global Warming Solutions Act of 2006 (AB 32).

Walking and bicycling are the most energy efficient modes of transportation. When all energy inputs are considered, walking or bicycling to work will consume less than 1% of the energy used by the most fuel efficient automobile. Given that transportation accounts for almost half of carbon emissions generated in Sonoma County, even small mode shifts away from automobiles to walking and bicycling will create significant reductions in the County's carbon footprint.

Safety of bicyclists and pedestrians along is a major transportation issue on the Sonoma County coast. Although the highway is narrow, winding, and dangerous for bicyclists, it is increasingly popular as a bicycle touring route. Class I bicycle paths along State Highway 1 would alleviate these issues.

Where Class I or separate bicycle paths are not feasible, Class II bicycle paths are safer than the existing narrow shoulder along the highway. However, under that option parking restrictions and enforcement would be needed to keep parked vehicles out of roadside bicycle lanes.

Public transit is provided by Mendocino Transit Authority and Sonoma County Transit. Mendocino Transit Authority operates bus route 95, which is the only year-round transit service along the Sonoma Coast. Service is limited to a single daily trip running southbound to Santa Rosa in the morning and returning in the afternoon. This route provides a limited opportunity for coastal residents working in Sebastopol and Santa Rosa, but does not provide good service for workers living in the coastal area that need to commute to jobs in the inland areas of Sonoma County.

Sonoma County Transit routes 29A and 29B provide seasonal service on weekends to the Sonoma Coast from June through early September. These routes provide several trips per day, with Route 29A connecting Bodega Bay to Sebastopol and Santa Rosa. Route 29B connects Bodega Bay to Jenner, Duncan's Mills, Monte Rio, and Guerneville.

### **2.1.3 California Coastal Trail**

The 1975 California Coastal Plan mandated the California Coastal Conservancy (Coastal Conservancy) to develop and implement the California Coastal Trail, a continuous public trail or system of trails along the length of the coastline, with the exact alignment and

location to be determined locally through community input. The Sonoma County segment of the California Coastal Trail will provide opportunities for a variety of users. (Also see Public Access Element).

Assembly Bill 1396, passed in August 2008, enhances coordination for development of the California Coastal Trail. The bill requires Caltrans to notify certain agencies involved in development of the California Coastal Trail of any excess State property that could be used as part of the trail, requires transportation planning agencies whose jurisdiction includes a part of the California Coastal Trail to coordinate with certain agencies in its development.

### **3. CIRCULATION AND TRANSIT SYSTEM POLICY**

#### **3.1 General Transportation Policies**

**GOAL C-CT-1:** **Provide a well-integrated and sustainable circulation and transit network that supports community-centered growth and equitably meets the mobility needs of all. (GP2020 Revised)**

**Objective C-CT-1.1:** Pay for development of the circulation and transit system through a combination of funding sources, including Federal and State programs, local bonds and taxes, development fees, and fair share formulae for cooperative funding of improvements.

**Objective C-CT-1.2:** Where alternate modes of travel are available, reduce the need for future automobile use by a combination of improvements and incentives that favor alternate modes over automobile use.

**Objective C-CT-1.3:** Reduce greenhouse gas emissions by minimizing future increase in vehicle miles travelled (VMT).

**Objective C-CT-1.4:** Require that circulation and transit system improvements be done in a manner that, to the extent practical, is consistent with community and rural character, minimizes disturbance of the natural environment, minimizes air and noise pollution, and helps reduce greenhouse gas emission.

**Objective C-CT-1.5:** Reduce travel demand by striving to provide jobs/housing balance of approximately 1.5 jobs per household, and encourage creation of jobs and housing in urbanized areas and transit centers.

**Objective C-CT-1.6:** Improve demand for transit by developing a growth management strategy encouraging projects in urbanized areas

that decrease distance between jobs and housing, increase the stock of affordable housing, and increase density.

**The following policies shall be used to achieve these objectives:**

**Policy C-CT-1a:** Where practical, locate and design improvements and new circulation and transit facilities to minimize disruption of neighborhoods and communities, disturbance of biotic resource and environmentally sensitive habitat areas (ESHAs), destruction of trees, and noise impacts. **(GP2020)**

**Policy C-CT-1b:** Require new development to reduce vehicle miles traveled to the maximum extent feasible. **(GP2020 Revised)**

### **3.2 Public Transit and Motor Vehicle Trip Reduction (GP2020)**

**GOAL C-CT-2:** **Increase the opportunities, where appropriate, for transit systems, pedestrians, bicycling, and other alternative modes to reduce the demand for automobile travel.**

**Objective C-CT-2.1:** Increase ridership on public transit systems.

**Objective C-CT-2.2:** Increase the share of home based work or commute trips taken by public transit.

**Objective C-CT-2.3:** Coordinate bus transit services.

**Objective C-CT-2.5:** Design, implement, and maintain a transit system that serves seniors, persons with disabilities, youth and persons with limited incomes so that they may participate in a full range of activities.

**Objective C-CT-2.7:** Use Traffic Demand Management measures to reduce peak period congestion.

**Objective C-CT-2.8:** Accommodate bicycling and walking as a viable modes of transportation as an alternative to motor vehicle use through implementation of the Sonoma County Bicycle and Pedestrian Plan. **(GP2020 Revised)**

**Objective C-CT-2.9:** Develop bicycle and pedestrian facilities in order to promote bicycling and walking as transportation modes to connect neighborhoods and community services.

**Objective C-CT-2.10:** Use shoulders, paths, and bike lanes for other alternative transportation modes along existing streets, roads, and bicycle routes where consistent with public safety and the Vehicle Code.

**The following policies shall be used to achieve these objectives:**

*Public Transportation Access and Facilities*

**Policy C-CT-2a:** Provide efficient, affordable public transportation service in and to the Coastal Zone and require expansion of alternative modes of transportation where opportunities are identified. **(New)**

**Policy C-CT-2b:** Provide convenient, accessible transit facilities for youth, seniors, and persons with disabilities, and paratransit services as required by ADA. Promote efficiency and cost effectiveness in paratransit service such as use of joint maintenance facilities. **(New)**

**Policy C-CT-2c:** On transit routes, design the physical layout and geometrics of arterial and collector highways to be compatible with bus operations. **(GP2020)**

**Policy C-CT-2d:** Wherever feasible, require development projects to implement measures that increase the average occupancy of vehicles, such as: **(GP2020 Revised)**

- (1) Vanpools or carpools, ridesharing programs for employees, preferential parking, parking subsidies for rideshare vehicles, and transportation coordinator positions, and
- (2) Preferential parking space and fees for rideshare vehicles, flexibility in parking requirements. **(GP2020)**

**Policy C-CT-2e:** Encourage measures that divert automobile commute trips to transit whenever possible, including:

- (1) Establishment of standards for site design to allow for transit access, bus turnouts and passenger shelters, pedestrian access ways between transit stops and buildings, secure bicycle lockers and shower facilities, complementary street layouts and geometrics that accommodate buses and bicycles, and transportation kiosks for tenants of business;
- (2) Programs that promote transit use to existing job centers and schools, such as transit information centers, on-site sale of transit tickets and passes, shuttles to transit stations or stops, transit ticket subsidies for employees and students, private or subscription transit service, parking fees and transportation allowances. **(GP2020)**

**Policy C-CT-2f:** Require major employment centers and employers to provide facilities and Traffic Demand Management (TDM) programs that support alternative transportation modes, such as bike and shower facilities, telecommuting, flexible schedules, etc. These programs may apply to existing employers as well as to new

development. Establish measurable goals for these programs, and use a transportation coordinator that will provide information, select TDM measures, and monitor and report on program effectiveness. If voluntary TDM measures do not effectively reduce peak congestion, impose mandatory TDM measures by ordinance. **(GP2020)**

### ***Bicycle and Pedestrian Facilities***

Bicycle transportation facilities (bikeways) are classified as Class I, II, or III, as defined below.

Class I Bikeways are also known as multi-use paths. Class I bikeways provide bicycle travel on an all-weather surface within a right-of-way that is for exclusive use by pedestrians, bicyclists and other non-motorized modes. Class I bikeway surface must be compliant with provisions of the Americans with Disabilities Act (ADA). These bikeways are intended to provide superior safety, connectivity, and recreational opportunities as compared to facilities that share right-of-way with motor vehicles.

Class II Bikeways are on-street bike lanes and provide a striped and stenciled lane for one-way travel on either side of a street or highway. Unlike Class III bikeways (below), Class II bikeways have specific width, geometric, and maintenance standards.

Class III Bikeways are facilities shared with motor vehicles that provide connection to Class I and II bikeways through signage, and design, creating advantages for bicyclists not available on other streets. By law, bicycles are allowed on all roadways in California except on freeways when a suitable alternate route exists. Class III bikeways have signs reminding motorists of the California Vehicle Code requirements for safe passing and to be aware of cyclists using the road.

**GOAL C-CT-3:**            **Establish a safe and convenient bicycle and pedestrian transportation network, well integrated with transit, to reduce greenhouse gas emissions, increase outdoor recreational opportunities, reduce dependency on motor vehicles, and improve public health. (GP2020)**

**Objective CT-3.1:**    Design, construct and maintain a comprehensive Bikeways Network that links communities, coastal access points, and other major activity centers including, but not limited to, schools, public facilities, commercial centers, recreational areas and employment centers. **(GP2020)**

**Objective CT-3.3:**    Encourage pedestrian, bicycle, and transit oriented development. **(GP2020)**

**Objective CT-3.4:**    Increase use of non-motorized modes for commute trips by providing safe, convenient routes and adequate end of trip

facilities at workplaces, with an emphasis on facilities that have potential to close gaps in the network and/or reduce shorter trips. **(GP2020)**

**Objective CT-3.5:** Provide incentives for business and public facilities to increase the use of walking and bicycling by employees for both commuting and daily operations. **(GP2020)**

**Objective CT-3.6:** Reduce bicycle and pedestrian accidents per mile traveled by at least 2% per year. **(GP2020)**

**Objective CT-3.7:** Provide a diverse range of recreational opportunities through a well-designed network of bikeways, multi-use trails, sidewalks, and related support facilities. **(GP2020)**

**Objective CT-3.8:** Eliminate potential obstacles to walking and cycling by providing continuous and well-connected pedestrian walkways and bicycle facilities, and safe road crossings, with a focus on short trips within developed coastal communities. **(GP2020 Revised)**

**Objective CT-3.9:** Develop alternative mode trip and accident databases, to improve safety, allow regional coordination of improvements, and travel model development to improve the level of quantitative evaluation. **(GP2020)**

**The following policies shall be used to achieve these objectives:**

**Policy CT-3a:** Use the adopted Sonoma County Bicycle and Pedestrian Plan as the detailed planning document for existing and proposed bikeways and pedestrian facilities. **(GP2020)**

**Policy CT-3b:** Use the policies of the Bicycle and Pedestrian Plan whenever reviewing development projects to insure that projects are consistent with the Bicycle and Pedestrian Plan and incorporate necessary bicycle and pedestrian improvements identified in the Bicycle and Pedestrian Plan as a condition of project approval. **(GP2020)**

**Policy CT-3c:** BPAC shall be responsible for advising the Coastal Commission, Board of Supervisors, Planning Commission, Board of Zoning Adjustments, Project Review Advisory Committee, and County staff on the ongoing planning and coordination of the County's bicycle and pedestrian transportation network. **(GP2020)**

**Policy CT-3d:** The Regional Parks Department shall be responsible for establishing and maintaining Class I bikeways, and the Department of Transportation and Public Works (TPW) shall be responsible for establishing and maintaining Class II and III bikeways and pedestrian facilities along County rights-of-way in unincorporated areas. **(GP2020)**

**Policy CT-3e:** Regional Parks and TPW shall be responsible for periodically collecting bicycle and pedestrian counts at locations shown in the Bicycle and Pedestrian Plan consistent with Metropolitan Transportation Commission standards. The BPAC, in consultation with Regional Parks and TPW, shall review this data to determine effectiveness in applying such data for County improvement projects and update the count locations as needed. **(GP2020)**

**Policy CT-3f:** Revise County Traffic Guidelines to require that traffic studies identify impacts to existing and planned bicycle and pedestrian facilities. Consider development of bicycle and pedestrian facilities as mitigation measures for congestion and greenhouse gas emission impacts. **(GP2020)**

**Policy CT-3g:** Develop a Level of Service standard for identifying safety and connectivity of the bicycle and pedestrian transportation network that takes into consideration travel distance, potential bicycle and pedestrian transportation needs, potential for improved mode split with improved facilities, and existing network deficiencies. **(GP2020 Revised)**

**Policy CT-3h:** Use the Level of Service standard developed by **Policy CT-3g** to evaluate impacts to bicycle and pedestrian facilities that may result from discretionary projects, and identify corrections and/or improvements necessary to mitigate those impacts. **(GP2020)**

**Policy CT-3i:** Use the following standards for selection of new routes: **(GP2020 Revised)**

- (1) Route shall be located along the most direct line of travel that is convenient and safe for cyclists and pedestrians. Less direct routes may be used near schools and recreational facilities if necessary to provide increased safety.
- (2) Routes and bikeway design shall be ADA compliant.
- (3) Avoid routes that cross driveways serving large retail and commercial uses. Where no alternative route can be identified, consider reconfiguration of on-street parking in these areas to improve safety.
- (4) Pavement surface quality - Bikeways shall be free of surface defects that compromise bicycle safety. Utility covers and drains shall align with the bikeway surface and be located outside of the bikeway when feasible. Drainage grates shall be aligned perpendicular to the direction of travel in order to avoid catching bicycle wheels.
- (5) Where bus stops are located along bikeways, design bus turnouts and the bike lane to conflicts between passengers, buses, and bicycles.

- (6) Identification of a reliable source of funds to support maintenance and operation shall be considered before identifying a new Class I Bikeway alignment.
- (7) Bikeway design and route selection shall maximize public benefit and safety per dollar invested.

**Policy CT-3j:** The most recent version of Chapter 1000 of the Caltrans Highway Design Manual, AASHTO's "Guide for the Development of Bicycle Facilities", and the "California Manual on Uniform Traffic Control Devices" (MUTCD) shall be used as general design guidelines for design, construction and maintenance of bikeways. **(GP2020)**

**Policy CT-3k:** In addition to the general standards found in **Policy CT-3j** above, use standards found in the most recently adopted Bicycle and Pedestrian Plan for selection, design, construction, and maintenance of Class I, II and III bikeways. **(GP2020)**

**Policy CT-3l:** Where an existing or proposed bicycle is located on a bridge or over a culvert, bicycle and pedestrian facilities shall be included as part of replacement or major maintenance. "Major reconstruction" is defined as any activity requiring a Coastal Development Permit and/or Streambed Alteration Agreement. Improvements are required regardless of priority of the remainder of the bicycle route served by the bridge or culvert. **(GP2020 Revised)**

**Policy CT-3m:** Where several bikeways of different classes follow a similar route or provide similar connectivity, the BPAC shall be consulted when construction of one facility appears to reduce the need or function of other facilities. **(GP2020)**

**Policy CT-3n:** Use the following criteria to determine consistency of public and private projects with the Bicycle and Pedestrian Plan: **(GP2020 Revised)**

- (1) Development of lands traversed or adjoined by an existing or future Class I bikeway shall not preclude establishment of the bikeway, nor conflict with use and operation of the bikeway or adversely affect long term maintenance and safety of the facility.
- (2) Construction, widening, or maintenance of roads with designated bikeways shall be consistent with design and maintenance standards for the appropriate class of bikeway as specified by the Bicycle and Pedestrian Plan.

**Policy CT-3o:** Design, construct, and improve bikeways consistent with the Bicycle and Pedestrian Plan Project Priority List. This list shall establish the priority, class, and location of Sonoma County bikeways projects. **(GP2020)**

**Policy CT-3p:** The following projects shall be referred to the BPAC for a determination of consistency with the Bicycle and Pedestrian Plan and to evaluate potential for creating hazards or barriers to walking or bicycling: **(GP2020)**

- (1) Road widening projects.
- (2) Road capacity improvement projects.
- (3) Resurfacing, restoration, and/or rehabilitation of roads with existing or proposed Class II or Class III bikeways.
- (4) Resurfacing, restoration, and/or rehabilitation of roads that include the installation of rumble strips, AC berms or similar barriers, and/or roadway dots in the shoulder area.
- (5) Traffic calming improvements.
- (6) Discretionary projects adjacent to existing or proposed Class I bikeways and/or roads with existing or proposed Class II or Class III bikeways.
- (7) Discretionary projects anticipated to be conditioned with roadway improvements along existing or proposed Class I, II or III bikeways.

**Policy CT-3q:** Require that bikeway improvements be included as part of all road maintenance or improvement projects along road segments with existing or proposed bikeways to the maximum extent feasible. **(GP2020)**

**Policy CT-3r:** Where nexus exists, require private or public development to plan, design, and construct bicycle and pedestrian facilities to integrate with the existing and planned bicycle and pedestrian network. **(GP2020)**

**Policy CT-3s:** Where discretionary projects are found to create additional demand for bicycle travel, require the project to directly provide or participate in the funding of bikeway improvements such as gap closures, shoulder widening, safety improvements and signage that will improve bicycle access to destinations located within 3 miles of the project site. **(GP2020)**

**Policy CT-3t:** Require mitigation either through in-lieu fees, or development of alternative facilities that have been recommended by the BPAC, when development projects or road improvements are anticipated to result in a loss of existing bicycle and pedestrian facilities or jeopardize development of future facilities identified in the Bicycle and Pedestrian. **(GP2020)**

**Policy CT-3u:** Develop a maintenance reporting system for bikeways with a central point of contact that can be used to report, track, and respond to routine bicycle and pedestrian maintenance issues in a timely manner. **(GP2020)**

**Policy CT-3v:** Require road construction projects to minimize their impacts on bicyclists and pedestrians through the proper placement of construction signs and equipment and by providing adequate, safe, well-marked detours. Where it is safe to do so, allow bicyclists and pedestrians to pass through construction areas in order to avoid

detours. Where two-way bicycle and pedestrian travel can be safely accommodated in a one-way traffic control zone, adequate signage shall be placed to alert motorists of bicycles and pedestrians in the lane. **(GP2020)**

**Policy CT-3w:** Encourage cooperation between Caltrans, Regional Parks, TPW, SCTA, and the Coastal Commission to close gaps in the bikeway network and ensure the system is constructed, and maintained. **(GP2020 Revised)**

**Policy CT-3x:** Require dedication or purchase of right of way for Class I bikeways when a nexus can be established between the proposed development and the need for bikeways in the affected area. **(GP2020)**

**Policy CT-3y:** Provide adequate bicycle parking as part of all new school, public transit stops, public facilities, and commercial, industrial, and retail development following standards established in adopted Bicycle and Pedestrian Plan. **(GP2020)**

**Policy CT-3z:** Encourage local and regional transit agencies to accommodate bicycles on buses. **(GP2020)**

**Policy CT-3aa:** The BPAC shall review bicycle parking at transit facilities and accommodations to carry bicycle on-board buses every 2 years to assure that anticipated demand for parking and on-board accommodations can be met. **(GP2020 Revised)**

**Policy CT-3bb:** Collect bicycle and pedestrian accident data in the coastal zone on an annual basis. The BPAC shall review this data and identify high risk areas, prioritizing improvements, or additional needs for future accident data collection. **(GP2020)**

**Policy CT-3cc:** Give highest priority to safety related improvements of pedestrian facilities in the vicinity of schools, public transit facilities, and crossings in communities. **(GP2020)**

**Policy CT-3dd:** Require pedestrian-oriented street design in local communities. **(GP2020)**

**Policy CT-3ee:** Require centrally located shared parking in local communities whenever feasible for commercial uses rather than requiring individual businesses to provide separate parking areas. **(GP2020)**

**Policy CT-3ff:** Where discretionary projects are found to create additional demand for pedestrian travel, require the project to directly provide or participate in the funding of pedestrian improvements such as sidewalks, gap closures, steps, safety improvements, and/or trails that will improve pedestrian access to destinations located within 2 miles of the project site. **(GP2020)**

**Policy CT-3gg:** Provide high-visibility crosswalk marking at all pedestrian crossings. Wherever possible, install pedestrian signalization, refuge islands and signage warning vehicles to stop for pedestrians and watch for cyclists. **(GP2020)**

**Policy CT-3hh:** Inventory safety needs/hazards along routes to and around schools in order to identify improvements necessary to improve safety and create a priority list of projects necessary to correct these hazards. **(GP2020)**

**Policy CT-3ii:** Encourage school districts to participate in providing safe bicycle and pedestrian connections that serve students from surrounding neighborhoods when constructing or improving schools. Encourage school districts to provide secure bicycle parking areas for students, faculty, and staff. Require private schools to provide continuous pedestrian pathways and bicycle facilities from adjacent residential communities to the school grounds. **(GP2020)**

**Policy CT-3jj:** Coordinate Bicycle Safety Education Programs at schools, with law enforcement agencies, school districts, advocacy groups, local bicycle shops, and other interested organizations. The program shall include traffic rules, bicycle handling skills, the importance of good helmets, lights and reflectors, bicycling clothing, and bicycle maintenance courses in cooperation with local bicycle shops and organizations. **(GP2020)**

**Policy CT-3kk:** Distribute bicycle and pedestrian safety, educational, and promotional materials to students, parents, faculty, and staff at school orientations. Consider other opportunities for public education such as drivers training and citation diversion programs. **(GP2020)**

**Policy CT-3ll:** Support constructive efforts from advocacy groups to address bicycle and pedestrian transportation issues. **(GP2020)**

**Policy CT-3mm:** Provide the option of flexible work schedules to County employees in order to accommodate commuting by bicycle, walking, or transit. **(GP2020)**

**Policy CT-3nn:** Develop a Guaranteed Ride Program for County workers and employees of other employers with participating programs who regularly bicycle, walk, vanpool, carpool, or use transit for their trip to work. The program would encourage use of alternative transportation modes by providing free transportation in the event of personal emergencies, illness, or unscheduled overtime. **(GP2020)**

**Policy CT-3oo:** Consider establishing greenhouse gas impact fees for new development. Use a portion of this fee to fund planning, design, and construction of bikeways and pedestrian facilities. **(GP2020)**

**Policy CT-3pp:** Work with Federal, State, regional, and local agencies and any other available public or private funding sources to secure funding for bikeways and pedestrian facilities. **(GP2020)**

**Policy CT-3qq:** Encourage coordination with Caltrans to fund design, construction and maintenance of bikeways and pedestrian facilities. **(GP2020)**

**Policy CT-3rr:** Develop a long range strategy to provide long term funding necessary to maintain and operate the Class I bikeway network. **(GP2020)**

### **3.3 Road Capacity**

**GOAL C-CT-4:** **Provide and maintain a highway system capacity that serves projected travel demand and creates a transportation network that equitably meets the mobility needs of all, including pedestrians, bicyclists, children, students, persons with disabilities, users of public transportation, together with motorists and movers of commercial goods. (GP2020 Revised)**

**Objective C-CT-4.1:** Maintain an LOS C or better on roadway segments unless a lower LOS has been adopted.

**Objective C-CT-4.3:** Allow the above LOS to be exceeded if it is determined to be acceptable due to environmental or community values, or if the project(s) has an overriding public benefit that outweighs the lower Levels of Service and increased congestion.

**Objective C-CT-4.4:** Develop a Heritage Road Program for coastal roadways. This program will create special design guidelines to protect the unique character of these roads while maintaining safety. (GP2020 Revised)

**The following policies shall be used to achieve these objectives:**

#### *Establishing and Evaluating Roadway Capacities*

**Policy C-CT-4a:** Use the LOS established in **Objectives 3.1 and 3.3** to determine whether or not roadway segment congestion would exceed the desired LOS on the road system. In cases where a roadway segment is designated as LOS F, a particular matter (PM) peak volume to capacity ratio of 1.2 is the acceptable LOS. **(GP2020)**

**Policy C-CT-4b:** Use area and/or project traffic analyses to determine if intersections meet the LOS standards of **Objectives C-CT-3.2 and C-CT-3.3**. Based on this analysis, identify and implement intersection improvements needed to achieve LOS D. **(GP2020)**

### *Transportation Design Guidelines*

**Policy C-CT-4c:** Use the American Association of State Highway Transportation Officials (AASHTO) functional classification system and guidelines for geometric design for the highway network. **(GP2020 Objective became policy)**

**Policy C-CT-4d:** Road design and maintenance activities shall be consistent with the principals of the Complete Streets Act of 2008 and consider the mobility needs of all road users on an equitable and equal basis. **(New)**

**Policy C-CT-4e:** Designate and design Rural Principal and Minor Arterial Roads as highway routes that carry large volumes of intercity traffic and that place priority on the flow of traffic rather than on access to property. The following policies apply to Urban and Rural Arterials:

- (1) Work with Caltrans to modify Caltrans design standards (i.e. Design Exceptions) for State Highways 1 and 116 to address community compatibility and protection of Coastal resources when conflicts arise.
- (2) Design Principal and Minor Arterial Roads to discourage access from abutting parcels and to prohibit such access if reasonable access is available elsewhere, to encourage driveway consolidations, to avoid parking during peak travel periods, and to provide turn deceleration and acceleration lanes at intersections where warranted.
- (3) Set and enforce access standards for new driveways and other encroachments to the Arterial Road system. These standards may include functional layout, location, and spacing requirements to minimize side frictions.
- (4) In agricultural areas, include measures such as road signs, wider shoulders, and turnouts or over/under passes to provide safer roads for the agricultural industry, residents, and visitors where compatible with the character of the area and not impeding public access. **(GP2020)**

**Policy C-CT-4f:** Designate and design Rural Major and Minor Collector Roads as routes that are intended to carry the internal traffic of a local area from the local road system to Arterial Roads and provide access to property. Collector Roads that are designated for traffic calming improvements are primarily intended to serve the local community. The following policies apply to Rural Collectors:

- (1) Allow access from abutting parcels and on-street parking.
- (2) Design traffic calming improvements to accommodate local circulation, to accommodate emergency vehicles, to reduce speeds, to promote the safety of pedestrian and bicycle traffic, and to discourage truck traffic and through traffic, particularly during peak periods.

- (3) In agricultural areas, include measures such as road signs, wider shoulders, and turnouts or over/under passes to provide safer roads for the agricultural industry, residents, and visitors where compatible with the character of the area. **(GP2020)**

**Policy C-CT-4g:** Designate and design Local Roads as routes that are intended to provide access to property and to carry local traffic to Collector Roads. Local Roads that are designated for traffic calming improvements are primarily intended to serve the local community. The following policies apply to Local Roads:

- (1) Design local roads for reasonable access by emergency and service vehicles.
- (2) Design traffic calming improvements to accommodate local circulation, to accommodate emergency vehicles where possible, to reduce speeds, to promote the safety of pedestrian and bicycle traffic, and to discourage truck traffic and through traffic, particularly during peak periods.
- (3) When practical, locate horizontal and vertical road alignments to correspond to natural topography.
- (4) In agricultural areas, include measures such as road signs, wider shoulders, and turnouts or over/under passes to provide safer roads for the agricultural industry, residents, and visitors where compatible with the character of the area and with protecting visual resources and public access. **(GP2020)**

### ***Roadway Safety Improvements***

**Policy C-CT-4h:** When a nexus is identified between a project and the need for safety improvements, require the safety improvements as a condition of approval. **(GP2020 Revised)**

**Policy C-CT-4i:** In general, safety improvements to Arterial Roads should be given a higher priority for funding than capacity improvements to Collector and Local Roads that may serve as alternate routes to those Arterial Roads. **(GP2020)**

**Policy C-CT-4j:** Consider intersection management improvements at key intersections throughout the coast as needed to address intersection congestion and long delays for turning movements. These may include installation of traffic signals, signal timing, re-striping, lengthening, turn lane additions, or other improvements, provided the improvements are consistent with the applicable road classifications and protection of coastal resources. **(GP2020/Existing LCP)**

**Policy C-CT-4k:** Construct improvements such as realignment, signalization, roundabouts, turn restrictions, one-way streets, and traffic calming at the following intersections to improve safety at the following intersections: **(GP2020/Existing LCP revised)**

- (1) Bay Flat Road/Bodega and Cypress Dunes Campgrounds (Sonoma Coast State Beach)
- (2) Bay Flat Road/Eastshore Road
- (3) State Highway 1/Eastside Road
- (4) State Highway 1/Taylor Street
- (5) State Highway 1/ Bay Hill Road **(Existing LCP Revised)**

**Policy C-CT-4l:** Relocate Highway 1 along Gleason Beach (Postmile 15.0 - 15.8) inland sufficient distance to avoid hazards created by bluff retreat and sea level rise. **(New)**

**Policy C-CT-4m:** Construct the following sets of road improvements to increase the capacity and safety of State Highway 1 in Jenner:

- (1) *State Highway 1* – from western property line of assessor’s parcel number (APN) 099-150-013 (10990 State Highway 1) to 200 feet from intersection with Burke Avenue; and Burke Avenue - 200 feet: road realignment and widening, curbing, turn lane for parking and Burke Avenue, one-way parking circulation, and parking restrictions.
- (2) *State Highway 1* – about eastern bank of Jenner Creek to about opposite northern property line of APN 099-113-012 (10469 Riverside Drive); Riverside Drive - about 65 feet; and 65 Willig Drive - about 80 feet: road widening, turn lanes, and parking restrictions. **(Existing LCP Revised)**
- (3) *Intersection of Highway 1 and 116* – Roundabout, minor realignment to provide more sight distance and/or signalization to improve safety. Consider minor realignment consistent with protection of Coastal resources. **(New)**

**Policy C-CT-4n:** Provide turn lanes at The Sea Ranch intersections listed below. An intersection improvement of lower priority could be constructed before an intersection improvement of higher priority if funding is available.

(1) ***Priority I***

The Stables and North Recreation Center entrance (already widened)  
Annapolis Road  
Longmeadow Road  
Moonraker and Whalebone Reach

(2) ***Priority II***

Lodge Entrance

(3) ***Priority III***

Leeward Spur

Deerfield Road

Breaker Reach

Vantage Road

Pine Meadow

Whitebluff Road

Headlands Reach

Navigators Reach

Lodge Entrance and Halcyon **(Existing LCP Revised)**

**Policy C-CT-4o:** Repair and maintain Bay Hill Road to provide a safe access to homes and farmlands east of Bodega Bay. **(Existing LCP)**

**Policy C-CT-4p:** Encourage safety improvements on State Highway 116-River Road, Bodega Highway and Petaluma-Valley Ford Road to improve safety on east-west roads that connect State Highway 1. **(Existing LCP)**

**Policy C-CT-4q:** Implement the following capacity and safety improvements along State Route 1:

- (1) Where visibility and prevailing traffic speeds create potential hazards, consider measures to enhance safety and maintain public access. Remove parking areas or small turnouts where safety is increased by removal, except where these parking areas and turnouts are associated with an existing or future coastal access point. **(Existing LCP Revised)**
- (2) Restrict turning movements at parking areas where necessary to promote safe entry and exit.
- (3) Construct turning lanes and entry improvements at parking areas listed in The Public Access Plan. **(Existing LCP Revised)**

**Policy C-CT-4r:** Consider traffic calming improvements in the unincorporated communities of Bodega, Bodega Bay, Jenner, and Timber Cove. **(GP2020 Revised)**

**Policy C-CT-4s:** While providing for capacity and safety improvements, ensure that State Route 1 shall remain a scenic two-lane highway within rural areas. **(New)**

### 3.4 Phasing and Funding of Improvements Policy

**GOAL C-CT-5:** **Integrate the funding and development of planned circulation and transit system improvements with countywide transportation planning efforts and land use planning and development approval. (GP2020)**

**Objective C-CT-5.1:** Equitably allocate the costs of circulation and transit system improvements among the responsible public and private entities responsible for creating the need for system improvements.

**Objective C-CT-5.2:** Work with the SCTA and Federal and State governments to obtain the necessary funding for the planned circulation and transit system.

**Objective C-CT-5.3:** Maintain acceptable Levels of Service as set forth in this Element by implementing funding strategies for planned improvements.

**The following policies shall be used to achieve these objectives:**

**Policy C-CT-5a:** Review and condition development projects to assure that the LOS and/or public safety objectives established in **Policies C-CT-4a** and **C-CT-4b** are being met. If the proposed project would result in an LOS worse than these objectives, consider denial of the project unless one or more of the following circumstances exists:

- (1) The improvements needed to meet the LOS and/or public safety objectives will be completed prior to occupancy of the use;
- (2) Funding is identified and committed to completion of the needed improvements; or
- (3) A fee or fair share contribution has been established for the needed improvement that will fully fund the project's fair share of the future improvements. **(GP2020)**

**Policy C-CT-5b:** Require that new development provide project area improvements necessary to accommodate vehicle and transit movement in the vicinity of the project, including capacity improvements, traffic calming, right-of-way acquisition, access to the applicable roadway, safety improvements, and other mitigation measures necessary to accommodate the development without inhibiting public access. **(GP2020 Revised)**

**Policy C-CT-5c:** Carry out on an as needed basis projects that enhance traffic safety but do not significantly increase capacity, including but not limited to traffic control devices (signals and signs), curvature reduction, turn lanes at intersections, shoulder improvements, reconstruction, and resurfacing. **(GP2020)**

**Policy C-CT-5d:** Continue to implement traffic mitigation fees. **(GP2020)**

## **4. IMPLEMENTATION PROGRAMS**

### **4.1 Circulation and Transportation Implementation Programs**

**Program C-CT-1:** Monitor the effectiveness of the planned circulation and transit system on an ongoing basis. Cooperate with the Sonoma County Transportation Authority (SCTA) to establish and maintain an ongoing Countywide traffic modeling program that:

- (1) Maintains a coordinated land use database on an annual basis for cumulative impact analysis of the circulation and transit system;
- (2) Assesses the level of service (LOS) and how well planned improvements are keeping pace with Countywide growth and development;
- (3) Establishes the nexus for allocating fair share funding of regional and subregional improvements;
- (4) Identifies the impacts of projects and appropriate mitigation measures on the circulation and transit system;
- (5) Assists in the planning of detailed operation improvements in individual communities, and
- (6) Is capable of modeling weekend and off-peak travel demand in order to plan for tourism and special event traffic.

Consider the use of moratoria or other growth management measures in areas where the monitoring program shows that the LOS objectives are not being met due to lack of improvements. **(GP2020)**

**Program C-CT-2:** Monitor traffic volumes on County-maintained road segments, and work with Caltrans on similar State Highway 1 segments that are projected to experience unacceptable Levels of Service during peak weekend periods, particularly in the summer and fall months. Assemble these data for use in future assessment of development project impacts on weekend traffic patterns. **(GP2020)**

**Program C-CT-3:** Work with transit providers to improve bus service between Bodega Bay and Jenner with regular connections to inland communities and job centers. Coordinate routes, schedules, and fares among transit providers to make transfers convenient between the various transit systems, especially during commute periods. **(GP2020 Revised)**

**Program C-CT-4:** Encourage measures to modify the timing of peak commute and school trips to reduce congestion, including reduced work weeks and flexible, variable,

or staggered work hours. Consider adoption of standards requiring TDM programs and telecommuting for new businesses and employment centers. **(GP2020)**

**Program C-CT-5:** Classify and designate roadways according to the functional classifications of the AASHTO manual. **(GP2020)**

**Program C-CT-6:** Establish Heritage Road Program to preserve public roads with unique scenic, historic, recreational, cultural, archeological and/or natural qualities that may be compromised if the road is fully improved to meet current road standards. As part of this program, adopt special design standards to balance necessary improvements, safety, and maintenance with the unique character of these roads. **(GP2020 Revised)**

**Program C-CT-7:** Based upon an established nexus, assign responsibility for funding transportation improvements to new development in the affected area by assessing development fees or fair share contributions. **(GP2020 Revised)**

## **4.2 Other Initiatives**

**Other Initiative C-CT-1:** Coordinate with Caltrans, California State Department of Parks and Recreation, the California Coastal Commission, and other appropriate entities in developing and implementing guidelines for expediting the review and approval of State Route 1 repair and maintenance activities consistent with the policies of the Local Coastal Plan. **(New)**

**Other Initiative C-CT-2:** Encourage ongoing development of the Safe Routes to School program by coordinating efforts of advocacy groups, school districts, and County departments. **(GP 2020)**

**Other Initiative C-CT-3:** Encourage and participate in joint efforts by the various transit operators to coordinate services by reducing route duplication, coordinating schedules to increase transfer potential, encouraging joint transit fare prepayment, joint marketing of transit services, and discounting fares for intersystem transfers. **(GP2020)**

**Other Initiative C-CT-4:** Encourage Sonoma County Transit to coordinate and cooperate with Mendocino Transit Authority and Marin Transit in improving and expanding bus service for Sonoma County coast visitors and residents. **(New)**

**Other Initiative C-CT-5:** Work with transit agencies to maximize funding from Federal and State governments to address existing deficiencies, improve safety, and support ongoing maintenance of the circulation and transit system. **(GP2020)**

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