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# Circulation and Transit Element

## INTRODUCTION

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### PURPOSE

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. Highway 1 is the main route serving the Sonoma Coast, and all modes of transportation and transit in the coastal zone rely on this facility to provide mobility for residents and visitors to the Sonoma Coast. Coastal Act Section 30251 states “that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic two-lane road.”

The location of Highway 1 along the ocean bluffs puts this highway and nearby local roads at risk from the effects of climate change, including sea level rise, wildfires, and bluff erosion. To improve resiliency of Highway 1, Caltrans, in partnership with the Coastal Commission, developed the “Sonoma State Route 1 Repair Guidelines” that provides guidance for maintaining a resilient transportation facility while avoiding impacts to coastal resources.

In addition to Highway 1, the Circulation and Transit Element also addresses maintenance of local roadways, and challenges associated with reducing reliance on automobile use by residents and visitors to the Sonoma Coast.

### RELATIONSHIP TO OTHER ELEMENTS

The Circulation and Transit Element and its implementing measures are coordinated with the Land Use Element to assure that the transportation system serves future travel demand, is resilient to sea level rise, reduces automobile dependency, and helps attain the desired land use plan. Land Use policies that related to these topics are also addressed in the Open Space and Resource Conservation, Public Facilities and Public Access Elements.

### RELATIONSHIP TO CALIFORNIA COASTAL ACT

The following California Coastal Act policies inform and guide goals, objectives, policies, programs, and initiatives of the Sonoma County Local Coastal Plan Circulation and Transit Element:

#### **Section 30211 Development not to interfere with access**

Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

### **Section 30270 Sea level rise**

The commission shall take into account the effects of sea level rise in coastal resources planning and management policies and activities in order to identify, assess, and, to the extent feasible, avoid and mitigate the adverse effects of sea level rise.

### **Section 30251 Scenic and visual qualities**

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

### **Section 30252 Maintenance and enhancement of public access**

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomotive circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.

### **Section 30253 Minimization of adverse impacts**

New development shall do all of the following:

- (a) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (b) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.
- (c) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Board as to each particular development.
- (d) Minimize energy consumption and vehicle miles traveled.
- (e) Where appropriate, protect special communities and neighborhoods that, because of their unique characteristics, are popular visitor destination points for recreational uses.

### **Section 30254 Public works facilities**

New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

## **SCOPE AND ORGANIZATION**

The Circulation and Transit Element contains four sections outlining the goals, objectives, policies, programs, and initiatives for (1) the planned circulation and transit system, (2) public transit, pedestrian and bicycle transportation, and reduction of automobile use, 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.

## **BACKGROUND**

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The road network in the Coastal Zone is a critical component of coastal access, as well as providing essential transportation infrastructure necessary to supply goods, services, and emergency response for residents and businesses located along the Coastal Zone. Coastal roads also provide recreational and transportation opportunities for bicyclists and pedestrians, but use is limited by narrow roadways that lack adequate shoulders, sidewalks and bike lanes.

Numerous public access areas, large areas of protected open space, and attractive public beaches are distributed across over 55 miles of coastline with virtually no public transit available, making automobiles the primary means of transportation for visitors to the coast. This dependency on automobile transportation, combined with limited parking, results in congestion and lack of adequate parking, especially during weekends and holidays.

Safety of all road users, especially bicyclists and pedestrians, remains a challenge in the Coastal Zone due to limited rights of way and the need to balance impacts to coastal resources with road improvements and trail development necessary to improve safety.

## **CIRCULATION AND TRANSIT SYSTEM**

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### **EXISTING AND PROJECTED TRANSPORTATION CONDITIONS IN 2022**

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. With limited public transportation and lack of adequate bicycle and pedestrian facilities, private automobiles are the most common transportation mode to the Coastal Zone.

Full time residential population of the Coastal Zone is low, and the majority of trips are generated by visitors to the coast, particularly on weekends.

***Traffic and Circulation Conditions***

Traffic volume on State Highway 1 has increased since the first transportation study was conducted for the 1981 Local Coastal Plan. Most traffic is related to tourism, with trips originating outside of the Coastal Zone. The steady increase in tourism has resulted a corresponding increase in traffic and congestion along Highway 1, and is especially acute on the weekends in the region south of Jenner and adjacent to public beaches, trailheads, and campgrounds. This traffic often results in delayed emergency response and residents experiencing difficulty accessing their homes and local businesses.

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

<b><i>Intersection</i></b>	<b><i>Peak Hour Increase</i></b>	<b><i>Peak Month Daily Average</i></b>	<b><i>Annual Average Daily Traffic</i></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 increase in traffic volume between Bodega Highway and Jenner appears directly related to tourism, as commute traffic heading south will generally use Valley Ford / Freestone Road.

***Roadway Safety, Maintenance, and Existing Conditions***

Highway 1 provides the only north-south transportation corridor in the Coastal Zone, and is extremely vulnerable to erosion from storms, landslides, and sea level rise, as well as damage from wildfires. These hazards are increasing in frequency and severity due to climate change, and maintenance of Highway 1, as well as other roads at risk from sea level rise, must shift from armoring and reinforcement to a strategy of planned retreat, elevated roadway sections, or living shorelines.

Roads in the Coastal Zone have narrow shoulders, inadequate sight lines, narrow travel lanes, and limited opportunity for safe passing, creating unsafe conditions for all road users, especially bicyclists and pedestrians. Improving these conditions will require increasing the overall road prism. Unstable

geologic conditions, Environmentally Sensitive Habitat Areas, and lack of undeveloped land adjacent to the right-of-way in developed areas create a situation where improvements are challenging. Road improvements should be limited to those needed to provide sea level rise resiliency, improve safety, or provide improved facilities for people traveling by bicycle, on foot, or public transit rather than increasing capacity or reducing congestion.

### ***Transportation Improvements***

Providing turning lanes at intersections and parking areas is the most effective approach to improving safety along Highway 1 in Jenner, Bodega Bay, and at entrances to public beaches.

Other safety improvements proposed for Highway 1 are sea level rise adaption and resiliency, wildfire hardening, limited widening and road alignments where necessary to improve safety, parking management, enforcement programs; and road improvements such as roadway striping and marking, bicycle lanes and pedestrian pathways. Improvements to Highway 1 such as construction of bicycle paths or widening of shoulders will be necessary to construct portions of 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 or improve safety, and establishing a bypass route has proven infeasible. Delays associated with automobile use along this section of Highway 1 will continue until adequate and convenient alternatives to travel by automobile are developed. These alternatives include improved bus transit, installing pedestrian walkways, and providing safe bicycle lanes. Additional measures to improve safety include restricting turning movements across traffic, and reducing vehicle speeds.

### **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).

Improving bicyclist and pedestrian safety along the Coastal Zone is critical to enabling people to choose to walk or bike rather than drive. Highway 1 is narrow, winding, and dangerous for bicyclists, and lacks sidewalks in developed areas. The lack of shoulders and sidewalks is especially acute in Bodega Bay, forcing residents to drive even when running short distance local errands.

Class I bicycle paths or multi-use trails along Highway 1 would alleviate these issues therefore separated trails are the preference when feasible and in balance with consideration of other coastal act resources. Reconfiguration of the existing roadway to create larger shoulders should be considered as an option for making roads safer for all users. However, there should be special consideration when reconfiguring shoulders so that shoulders do not impinge on habitat and necessary buffers, as well as continues protection of visual resources.

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 in the Coastal Zone. Service is limited to a single daily trip running southbound to Santa Rosa in the morning and returning in the afternoon. Service frequency and routes must be improved in order to provide a viable alternative to driving for residents of the Coastal Zone.

Sonoma County Transit routes 29A and 29B provide seasonal service on weekends to the Coastal Zone 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.

## **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. In some locations, the Sonoma County segment of the California Coastal Trail could also function as a local transportation facility for bicyclists and pedestrians. Details on the California Coastal Trail can be found in the Public Access Element.

## **I. GENERAL TRANSPORTATION**

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### **I.1 Goal, Objectives, and Policies**

**GOAL C-CT-1:** Provide a well-integrated and sustainable circulation and transit network that provides coastal access, protects coastal resources, supports community-centered growth, reduces Vehicle Miles Traveled (VMT) and equitably meets the mobility needs of all.

**Objective C-CT-1.1:** Reduce the need for automobile use by a combination of infrastructure and transit improvements and incentives that prioritize active transportation over automobile use.

**Objective C-CT-1.2:** Reduce greenhouse gas emissions by reducing vehicle miles (VMT) traveled, especially VMT associated with vehicles powered by hydrocarbon fuels, such as gasoline and diesel, and providing sufficient charging stations for electric vehicles.

**Policy C-CT-1a:** Transportation improvements shall first avoid, then lessen, and finally minimize adverse impacts to biotic resource and Environmentally Sensitive Habitat Areas, coastal views, public access, and disruption of neighborhoods and communities. Where improvements cannot avoid impacts to these resources, require appropriate mitigation measures to be identified and implemented prior to project construction.

**Policy C-CT-1b:** Require new development, when applicable, to include adequate charging stations for electric vehicles and to reduce vehicle miles traveled generated by the development.



**Policy C-CT-1c:** Reduce vehicle miles traveled by locating new housing near areas where jobs are concentrated.

**Policy C-CT-1d:** Encourage development of broadband telecommunication infrastructure in the Coastal Zone to support telecommuting.

**Policy C-CT-1e:** Circulation and transit system improvements shall be done in a manner that is consistent with protection of Coastal resources, preserving community and rural character, and minimizing vehicle miles traveled.

## **1.2 Programs**

**Program C-CT-1-P1:** Monitor the effectiveness of the planned circulation and transit system on an ongoing basis. Cooperate with the Sonoma County Transportation Authority 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 vehicle miles traveled generated and develop strategies for reducing automobile dependency for both tourists and local residents. The model must be capable of considering regional travel demand to accurately forecast trip generation for tourism and visitor serving uses in the Coastal Zone.
- (3) Establishes the nexus for allocating fair share funding of transportation improvements within the Coastal Zone;
- (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.

**Program C-CT-1-P2:** Monitor coastal erosion and flooding to identify road segments that will require realignment, elevation, or abandonment due to sea level rise and climate change. As part of this program evaluate existing development served by these road segments and develop a plan for relocation of development served by the road segment or alternative routes that are adequate to support continued use of existing development. The plan shall establish priorities for these sea level rise resiliency measures and include an evaluation of the useful economic life of development served by a road segment and provide a fiscal analysis of the cost of maintain road connectivity as compared to the economic value of development that is dependent on the road segment. Where road segments are necessary to

support a coastal access point, consider alternative means of access as an alternative to maintaining a roadway designed for motor vehicle use

**Program C-CT-1-P3:** Coordinate with Caltrans, California State Department of Parks and Recreation, the California Coastal Commission, Sonoma Public Infrastructure, Sonoma County Regional Parks, and other appropriate entities in developing and implementing guidelines for expediting the review and permitting of road repair and maintenance activities consistent with the policies of the Local Coastal Plan. These guidelines shall contain specific guidance for emergency repairs and procedure for determining if a project can be excluded from needing a Coastal Development Permit.

**Program C-CT-1-P4:** Classify, designate, and design roadways and trails to meet or exceed the current version of guidelines for road, bicycle and pedestrian facilities, including the Caltrans Highway Design Manual, the State Parks Trails Handbook, publications of the National Association of City Transportation Officials, the American Association of State Highway Transportation Officials and National Access Board's ADA standards. Use flexibility provisions in these standards to reduce adverse impacts on coastal resources and provide maximum safety and convenience for bicyclists and pedestrians. (2023 POLICY OPTION)

**Program C-CT-1-P5** Require repair of transportation infrastructure in response to wildfire damage use fire resistant materials and that support structures be hardened against wildfire to the maximum extent possible, consistent with avoiding adverse impacts to visual or biotic resources, and work with Coastal Commission staff to identify fire hardening standards that could be excluded from needing a Coastal Development Permit.

### **1.3 Initiative**

**Initiative C-CT-1-I1:** Work with transportation 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.

## **2. TRANSIT AND AUTOMOBILE TRIP REDUCTION**

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### **2.1 Goal, Objectives, and Policies**

**GOAL C-CT-2:** Provide opportunities for people to use public transit, walking, and bicycling as an alternative to travel by automobile.

**Objective C-CT-2.1:** Improve bus transit services to and within the Coastal Zone.

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

**Objective C-CT-2.3:** 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-2.4:** Use Transportation Demand Management strategies, which are a program of information, encouragement and incentives provided by local or regional organizations to help people know about and use all their transportation options to optimize all modes in the system and counterbalance the emphasis on roads and parking in the transportation network.

**Objective C-CT-2.5:** Develop bicycle and pedestrian facilities consistent with the Sonoma County Bicycle and Pedestrian Plan, LCP Public Access Plan, and adopted State and County park master plans to provide alternatives to automobile use. (2023 POLICY OPTION)

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

**Policy C-CT-2b:** Require development projects, when applicable, to implement measures that favor pedestrians, increase the average occupancy of vehicles, and reduce vehicle miles traveled such as:

- (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.

**Policy C-CT-2c:** Require development, when applicable, to include measures that divert automobile commute trips to transit, including:

- (1) Establishment of site design standards 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.

**Policy C-CT-2d:** Provide incentive programs at businesses and visitor destinations that reduce automobile trips and/or greenhouse gas emissions, such as secure bike parking, shower facilities, telecommuting, flexible schedules, electric vehicle charging stations etc.

Programs may apply to existing employers as well as to new development. Establish measurable goals for these programs, collect data, and provide periodic reports on Vehicle Miles Traveled to and within the coastal zone and on program effectiveness.

## 2.2 Program

**Program C-CT-2-P1:** Work with Sonoma County Transit to increase bus service between Bodega Bay and Jenner with regular connections to inland communities and job centers that will provide an alternative to commuting by automobile. Coordinate routes, schedules, and fares among transit providers to make transfers convenient between the various transit systems during commute periods.

## 2.3 Initiative

**Initiative C-CT-2-I1:** Encourage Sonoma County Transit to coordinate with inland transit routes as well as with Mendocino Transit Authority and Marin Transit to improve and expand regional bus service for Sonoma County coast visitors and residents.

## 3. BICYCLE AND PEDESTRIAN FACILITIES

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Bicycle transportation facilities (bikeways) are classified as Class I, II, III, and IV 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 automobiles.

Class II Bike Lanes 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 Bike Routes identify roads that are preferred routes for people riding bicycles, and have signs reminding motorists of the California Vehicle Code safe passing regulations and to be aware of bicyclists using the road. By law, bicycles are allowed on all roadways in California except on freeways when a suitable alternate route exists

Class IV Protected Bike Lane is physically separated from the vehicle travel lane by grade separation, flexible bollards or permanent barriers and provide enhanced safety and comfort for people riding bicycle on roadways.

### 3.1 Goal, Objectives, and Policies

**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 automobiles, and improve public health.**

**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.

**Objective CT-3.2:** Provide safe, convenient routes for bicyclists and pedestrians with adequate end of trip facilities at workplaces.

**Objective CT-3.3:** Provide incentives for business and public facilities to increase the use of walking and bicycling by employees for both commuting and daily operations.

**Objective CT-3.4:** Incorporate Vision Zero strategies into all transportation improvements, with a focus on intrinsically safe roadway design. These strategies include continuous collection and analysis of data to understand trends and potential disproportionate impacts of traffic deaths on certain populations, and using this data to design a transportation network that can achieve a goal of zero deaths and serious injuries.

**Objective CT-3.5:** Provide a diverse range of recreational opportunities through a well-designed network of bikeways, multi-use trails, single-use trails, sidewalks, and related support facilities. (2023 POLICY OPTION)

**Objective CT-3.6:** 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 trips of less than 3 miles within and/or near to developed coastal communities.

**Policy CT-3a:** Use the adopted Sonoma County Bicycle and Pedestrian Plan, LCP Public Access Plan, and adopted State and County park master plans as the detailed planning document for existing and proposed bikeways and pedestrian facilities in the Coastal Zone. (2023 POLICY OPTION)

**Policy CT-3b:** Use the policies of the Bicycle and Pedestrian Plan, LCP Public Access Plan and adopted State and County Park master plans 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. (2023 POLICY OPTION)

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

**Policy CT-3d:** The Regional Parks Department shall be responsible for establishing and maintaining Class I bikeways, and Sonoma Public Infrastructure (SPI) shall be responsible for establishing and maintaining Class II, III, and IV bikeways and pedestrian facilities along County rights-of-way in unincorporated areas. Where the Coastal Trail or a trail is connecting park properties through right of way, agencies shall coordinate and determine appropriate entity for developing and maintaining the facility. (2023 POLICY OPTION)

**Policy CT-3e:** Regional Parks and SPI 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 SPI, shall review this data to determine effectiveness in applying such data for County improvement projects and update the count locations as needed.

**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 projects generating additional vehicle miles traveled and greenhouse gas emission impacts.

**Policy CT-3g:** Develop an objective standard for identifying safety and connectivity of the bicycle and pedestrian transportation network within and connecting to the Coastal Zone that takes into consideration travel distance, bicycle and pedestrian transportation needs, and existing network deficiencies and gaps.

**Policy CT-3h:** Use the performance 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.

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

- (1) If the primary purpose of the route is transportation, then the route shall be located along the most direct line of travel that is convenient and safe for bicyclists and pedestrians.
- (2) Routes and bikeway design shall be ADA compliant.
- (3) Minimize routes that cross driveways serving commercial and visitor serving uses. Where no alternative route can be identified, consider reconfiguration of on-street parking and other treatments 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. (2023 POLICY OPTION)

**Policy CT-3j:** Use the most recent version of design guidelines for bicycle and pedestrian facilities, such as those published by NACTO, 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) as general design guidelines for design, construction and maintenance of bikeways.

**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, III, and IV bikeways.

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

**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.

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

- (1) Class I bikeways are a component of coastal access, and 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.

**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:

- (1) Road widening projects.
- (2) Road capacity improvement projects.
- (3) Resurfacing, restoration, and/or rehabilitation of roads with existing or proposed Class II, III, or IV 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, III, or IV bikeways.
- (7) Discretionary projects anticipated to be conditioned with roadway improvements along existing or proposed Class I, II, III, or IV 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.

**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.

**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.

**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.

**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.



**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.

**Policy CT-3w:** Caltrans, State Parks, Sonoma County Regional Parks, Sonoma Public Infrastructure shall coordinate efforts to close gaps in the bikeway network and ensure the system is constructed, and maintained. (2023 POLICY OPTION)

**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 Class I bikeway, Coastal Trail, or other trail projects identified by the Sonoma County Bicycle and Pedestrian Plan, LCP Public Access Plan or adopted park master plan. If right of way already exists, require improvements appropriate for the nexus. (2023 POLICY OPTION)

**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.

**Policy CT-3z:** Require transit agencies to accommodate bicycles on buses.

**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 bicycle parking and on-board accommodations can be met.

**Policy CT-3bb:** Collect bicycle and pedestrian crash data in the Coastal Zone on an annual basis. The BPAC shall review this data and provide recommendations on infrastructure improvements or policies that will prevent future crashes.

**Policy CT-3cc:** Give highest priority to constructing safety related pedestrian facilities in the vicinity of schools, public transit facilities, crossings in communities, and coastal access areas.

**Policy CT-3dd:** Require that Highway 1 improvements in developed areas such as, but not limited to, Bodega Bay and Jenner include pedestrian-oriented street design features such as sidewalks and crosswalks.

**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.

**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.

**Policy CT-3gg:** Provide high-visibility crosswalk marking at pedestrian crossings when traffic studies determine it is necessary. When necessary, install pedestrian signalization, refuge islands and signage warning vehicles to stop for pedestrians and watch for bicyclists.  
(2023 POLICY OPTION)

**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.

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

**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.

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

**Policy CT-3ll:** Provide the option of flexible work schedules to County employees who live or work in the Coastal Zone in order to accommodate commuting by bicycle, walking, or transit.

**Policy CT-3mm:** Expand the Guaranteed Ride Program for those who regularly bicycle, walk, vanpool, carpool, or use transit for their trip to work or school. The program encourages uses of alternative transportation modes by providing free transportation in the event of personal emergencies, illness, or unscheduled overtime.

**Policy CT-3nn:** Develop a long-range strategy to provide long term funding necessary to maintain Class I bikeways and multi-use trails in the Coastal Zone.

## 3.2 Initiative

**Initiative C-CT-3-I1:** Encourage ongoing development of the Safe Routes to School program by coordinating efforts of advocacy groups, school districts, and County departments.

## 4. TRANSPORTATION SYSTEM CARRYING CAPACITY AND SAFETY

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### 4.1 Goal, Objectives, and Policies

**GOAL C-CT-4:** Provide and maintain a road, transit, and trail system within the carrying capacity of coastal resources that will reduce vehicle miles traveled while equitably meeting the mobility needs of all, including pedestrians, bicyclists, children, students, people with disabilities, users of public transportation, motorists, and commercial transportation.

**Objective C-CT-4.1:** Develop road, transit, and trail system design standards that avoid impacts to Coastal resources and are resilient to sea level rise and climate change while providing equitable public access and mobility to and within the Sonoma Coast.

**Objective C-CT-4.2:** Develop a Heritage Road Program for coastal roadways in consultation with the Coastal Commission, Sonoma Public Infrastructure, State Parks, and Caltrans. This program will identify criteria for selecting heritage roads and create special design guidelines to protect the unique character of these roads while maintaining safety, and protecting coastal resources. (2023 POLICY OPTION)

#### *Transportation Design Guidelines Policies*

**Policy C-CT-4a:** Use the current version of design guidelines for road, bicycle and pedestrian facilities, such as the Caltrans Highway Design Manual, the State Parks Trails Handbook, and publications of the National Association of City Transportation Officials, American Association of State Highway Transportation Officials functional classification system, and the "California Manual on Uniform Traffic Control Devices" as guidelines for physical design of the highway and trail network.

**Policy C-CT-4b:** Road and trail 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 basis.

**Policy C-CT-4c:** The following policies apply to Highway 1 and Highway 116 within the Coastal Zone:

- (1) Repair and maintenance of Highway 1 shall be consistent with 2019 Caltrans "Sonoma State Route 1 Repair Guidelines" found in Appendix K.
- (2) Prohibit development of new driveways along Highway 1 and Highway 116 except where reasonable access cannot be provided by using existing driveways or local roads for access.

- (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, does not impede public access, and does not impact other sensitive coastal resources.

**Policy C-CT-4d:** Designate and design Local Roads as routes that are intended to provide access to property and to carry local traffic to Highway 1 and Highway 116. The following policies apply to Local Roads:

- (1) Design local roads for access by emergency and service vehicles.
- (2) Design roads to maximize safety of pedestrians and bicyclists.
- (3) Locate horizontal and vertical road alignments to correspond to natural topography, except where these alignments will have an adverse impact on environmentally sensitive habitat areas or create unsafe conditions for road users.
- (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.

#### ***Roadway Safety Improvement Policies***

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

**Policy C-CT-4f:** Road improvements intended to improve safety, especially for pedestrians, bicyclists, and users of public transit, shall be given funding priority over capacity improvements.

**Policy C-CT-4g:** Provide intersection management improvements at intersections with high crash rates and/or long delays for turning movements. These may include installation of stop signs, 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. Only where clearly identified as necessary to lower crash rates, turn lane additions may be constructed.

**Policy C-CT-4h:** 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:

- (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
- (6) State Highway 1 / State Highway 116

**Policy C-CT-4i:** Using a projected 7-foot rise in sea level relative to identify road segments at risk from sea level rise and coastal erosion and routes for realignment or alternative routes in the event that maintaining the roadway is not feasible.

**Policy C-CT-4j:** Construct the following sets of road improvements to increase safety of State Highway 1 through 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.
- (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.

**Policy C-CT-4k:** 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

**Policy C-CT-4l:** Improve safety at the Bodega Highway / Highway 1 and Freestone-Valley Ford Road / Highway 1 intersections with improvements such as restriping, lane realignment and warning lights.

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

- (1) Reduce vehicle speeds where Highway 1 passes through developed areas to the maximum extent permitted by State law.
- (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 when traffic studies determine it is necessary. (2023 POLICY OPTION)

**Policy C-CT-4n:** Consider traffic calming improvements on Highway 1 in the unincorporated communities of Bodega Bay, Jenner, and Timber Cove.

**Policy C-CT-4o:** Roads may not be expanded beyond two lanes, except for lanes associated with safety improvements such as turn pockets, center turn lanes, emergency vehicle access, and similar road features.

## **4.2 Programs**

**Program C-CT-4-P1:** Develop a 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 while maintaining coastal access for all road users, protecting coastal resources, and maintaining sea level rise resiliency.

**Program C-CT-4-P2:** Identify reliable data sources for vehicle counts and parking data and collect this information annually to support Program C-CT-4-P3 as well as provide data for

evaluate transportation impacts created by new development, local transportation needs, and tourism. Produce a report every three years that identifies impacted areas, peak days and months, and evaluates trends. Work with the Economic Development Board and Visitor Tourism Bureau to fund this program.

**Program C-CT-4-P3:** Monitor traffic volumes on County-maintained road segments, and work with Caltrans on similar State Highway 1 segments that are projected to experience high traffic volumes during peak weekend periods, particularly in the summer and fall months, and produce a report summarizing this data and analyzing trends. The report shall be updated every two years and provided to Sonoma County, the Sonoma County Transportation Authority (SCTA), and Caltrans and include forecasts on origin and destination of trips where data exists to support this analysis. Use this information to develop strategies for transportation alternatives, such as shuttle bus routes, to reduce coastal visitor's dependency on automobiles while maintaining convenient and equitable access to the coast for all visitors.

## 5. PHASING AND FUNDING

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### 5.1 Goal, Objectives, and Policies

**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, trail, 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, trail, transit system.

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

**Policy C-CT-5b:** Carry out on an as needed basis projects that enhance traffic safety but do not measurably increase capacity, including but not limited to traffic control devices (signals and signs), curvature reduction, turn lanes at intersections, shoulder improvements, reconstruction, and resurfacing. Approval of these projects should be balanced with impacts on coastal resources and be consistent with Coastal Act Polices and this LCP including but not limited to habitat, habitat buffers, as well as view protections.

**Policy C-CT-5c:** Continue to implement traffic mitigation fees.

## **5.2 Program**

**Program C-CT-5-P1:** 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.