

3.15 TRANSPORTATION

This section describes the existing transportation setting and potential effects from implementation of the Project. Descriptions and analysis in this section are based on data prepared by Stantec (Appendix F), the City's General Plan Circulation Element (City of Seal Beach 2003), the City's Transportation Analysis Guidelines (City of Seal Beach 2020a), and the City's SB 743 Implementation Policy adopted on June 8, 2020 (City of Seal Beach 2020b).

The City's Transportation Analysis Guidelines and General Plan policies outline the analysis methodology, performance criteria, and thresholds of significance for transportation impacts applied in this analysis. The transportation analysis for the Project were prepared in accordance with these guidelines and policies.

SUMMARY OF IMPACTS

The Project would not conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities. The impacts are considered less than significant.

The Project would potentially result in inconsistencies with CEQA Guidelines Section 15034.3, subdivision(b). Even with implementation of Mitigation Measure TRANS-1 the Project would be considered significant and unavoidable.

The residential component of the ORCC Specific Plan Project was considered within the traffic analysis of this Project. Specific impact findings associated with the development of the ORCC Specific Plan Project are being evaluated in a standalone EIR.

3.15.1 Environmental Setting

Roadway System

Regional Access

The City is served by State Route (SR) SR 1 (also referred to as Pacific Coast Highway or PCH), SR 22 (Garden Grove Freeway), and I-405 (San Diego Freeway). PCH extends in a northwesterly to southeasterly direction along the Pacific coastline with a portion passing through the southern part of the City. PCH through the City is four lanes. SR 22 generally runs in an east-west direction from Long Beach to SR-55 in the City of Orange, by way of the Cities of Westminster and Garden Grove. SR 22 merges with I-405 for an approximately two-mile stretch before terminating in the City of Long Beach. I-405 extends in a northwesterly to southeasterly direction and passes through the City generally in an east-west direction as it merges with SR 22. Through the City, I-405 has six mixed-flow lanes and two high occupancy toll (HOT) lanes in each direction.



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Local Access

The local circulation system within the City is composed of a hierarchy of streets and roads with varying functions. Arterials link residential and commercial districts to the freeway network and provide intercity connections. Collector streets are two lanes, Secondary arterials are four lanes (undivided), Primary arterials are also four lanes (divided), and Major arterials are six lanes. Arterial roads that provide intracity access include Seal Beach Boulevard, Westminster Avenue, Marina Drive, Lampson Avenue, Main Street, Bolsa Avenue, Electric Avenue, and Ocean Avenue.

Collector streets are low to moderate capacity streets that move traffic from local streets to arterial roads and are two lanes wide. Collector streets serve the beach and the various residential areas within the City. Collector streets that provide local access to the various Project sites include Balboa Drive, El Dorado Drive, 1st Street, and Central Avenue.

Seal Beach Boulevard runs north/south through the entire length of the City, starting at Bradbury Road, the north city limits, and terminating at Ocean Avenue south of PCH. The arterial is six lanes (divided), except for a two-lane segment south of Pacific Coast Highway. This arterial connects the freeway to other arterials throughout the City. The City's Circulation Element classifies Seal Beach Boulevard as a Primary arterial from Electric Avenue to PCH and a Major arterial from PCH to the City's northern limits.

Westminster Avenue is four-lanes (divided) and runs through the City in an east/west direction, parallel to the I-405. The City's Circulation Element classifies Westminster Avenue as a Primary arterial for the entire length through the City.

Marina Drive is located in the southwest portion of the City and extends from the west City limits to PCH. It is generally two lanes (undivided), with on-street parking, bike lanes, and runs in an east/west direction. The City's Circulation Element classifies Marina Drive as a Secondary arterial.

Bolsa Avenue is located in the southwest portion of the City and extends from PCH to Seal Beach Boulevard. It is a two-lane undivided roadway with bike lanes and runs in an east/west direction. The City's Circulation Element classifies Bolsa Avenue as a Secondary arterial.

Main Street is located in the southwest portion of the City and extends from Ocean Avenue to PCH. It is a two-lane undivided roadway with a combination of parallel and diagonal on-street parking and runs in a northeasterly/southwesterly direction. The City's Circulation Element classifies Main Street as a Secondary arterial.

Electric Avenue is located in the southwest portion of the City and extends from 6th Street to its terminus just past Ocean Avenue. It is a two-lane divided roadway with on-street parking. The Mary Wilson Branch of the Orange County Library and the Red Car Museum are located in the median park. The City's Circulation Element classifies Electric Avenue as a Secondary arterial.

Ocean Avenue is located in the southwest corner of the City and runs in an northwesterly/southeasterly direction adjacent to the Pacific Ocean waterline. It extends from 1st Street at the west end to Electric Avenue at its east end. Past Electric Avenue, Ocean Avenue connects to Seal Beach Boulevard. The facility is two-lanes undivided with on-street parking and bike lanes between Dolphin Avenue and Electric



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Avenue. The arterial primarily provides access to the beach, local shops, and residential areas. The City's Circulation Element classifies Ocean Avenue as a Secondary arterial.

Balboa Drive is located in the southwest portion of the City and extends from PCH to Catalina Avenue. It is a two-lane undivided local street and primarily provides access to residential areas.

El Dorado Drive is a private road located in the northwest portion of the City within the Leisure World community and extends from Monterey Road to Northwood Road. It is a two-lane undivided local street and generally runs in a north/south direction.

1st Street is located in the southwest corner of the City and extends from Ocean Avenue to PCH and runs in a northeasterly/southwesterly direction. 1st Street is two-lanes (undivided) with on-street parking south of Marina Drive and is four lanes undivided with on-street parking north of Marina Drive. The City's Circulation Element classifies 1st Street as a Secondary arterial south of Marina Drive and a Primary arterial north of Marina Drive.

Central Avenue is located in the southwest portion of the City, extends from Marina Drive to 12th Street and is a two-lane undivided local street with on-street parking. Central Avenue generally runs in an east/west direction.

Pedestrian Facilities

The pedestrian network within the City of Seal Beach consists largely of sidewalk infrastructure supported by marked crossing treatments at certain locations and intersection controls (i.e., pedestrian countdown signals). The City requires new road infrastructure to construct sidewalks to facilitate pedestrian movements.

As documented in OCTA's Orange County's Bike + Ped Plan (OCTA 2019), regionally significant roadways within the City of Seal Beach generally have sidewalk infrastructure except for missing sidewalk gaps totaling approximately seven miles (combined total). Gaps exist on Westminster Avenue, 1st Street, PCH, Seal Beach Boulevard, and Lampson Avenue.

The City of Seal Beach currently has an overall Walk Score of 41 out of 100, indicating that most trips require a car (Walk Score 2024). However, the Main Beach/Old Town Neighborhood is "very walkable" with a score of 85, which indicates that most common trips could be accomplished on foot (City of Seal Beach 2022).

Bicycle Facilities

Seal Beach classifies bicycle facilities consistent with OCTA's bikeway classifications:

- Class I Bike Path – Provides for bicycle travel in a paved right-of-way completely separated from the roadway.
- Class II Bike Lane – Provides a striped bicycle lane for one-way travel within the roadway.



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- Class III Bike Route – Provides a signed-only bikeway in a shared lane with vehicles within the roadway.
- Class IV Bike Boulevard – Provides a separated/dedicated bikeway within the roadway.

There is an existing Class I Bike Path along Seal Beach Boulevard from Electric Avenue to PCH. There is also an off-road bicycle trail along the San Gabriel River. An off-road trail running parallel to SR-22 connects to the San Gabriel River Bicycle Trail to the west, and Class II bike lanes on North Gate Road to the east. Lastly, there is a multi-use path on Seal Beach Boulevard from Lampson Avenue to the frontage of the Old Ranch Town Center. There are existing Class II Bike Lanes on Seal Beach Boulevard, PCH, Bolsa Avenue, Electric Avenue, Marina Drive, Westminster Avenue, Gates Road, College Park Drive, and Lampson Avenue.

Transit Facilities

Various bus transit operators directly service the City of Seal Beach. OCTA is the transit operator of OC Bus and provides transit services throughout Orange County, including Seal Beach. There are three OC Bus transit routes serving the City: Route 1 (Long Beach to San Clemente via PCH), Route 42 (Seal Beach to Orange via Seal Beach Boulevard/Los Alamitos Boulevard/Lincoln Avenue), Route 46 (Orange to Seal Beach via Ball Road) and Route 60 (Long Beach to Tustin via Westminster Avenue/17th Street).

Long Beach Transit provides public transportation for the southeastern Los Angeles County area and northwestern portion of Orange County. Long Beach Transit Route 171 operates within the City and provides transportation between the Cities of Long Beach and Seal Beach.

The City also has a Senior Transportation Program provided by California Yellow Cab. The Senior Transportation Program is a Dial-a-Ride service that is free for City residents aged 60 years and older and that operates Monday through Friday from 7:30 AM to 2:30 PM, by reservation. In addition, there is a separate program called Senior Non-Emergency Transportation program that is similar to the Dial-A-Ride program but is dedicated to non-emergency health related trips.

3.15.2 Regulatory Setting

Federal

There are no federal regulations related to transportation applicable to the Project.

State

California Department of Transportation

Caltrans is responsible for planning, designing, constructing, operating, and maintaining all state-owned roadways. The state facilities providing regional access to and from the project site are SR 1 (PCH), SR 22, and I-405.



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Senate Bill 743

SB 743 was signed into law on September 27, 2013. The legislature found that with the adoption of the Sustainable Communities and Climate Protection Act of 2008 (SB 375), the state had signaled its commitment to encourage land use and transportation planning decisions and investments that reduce VMT and, thereby, contribute to the reduction of GHG emissions, as required by the California Global Warming Solutions Act of 2006 (AB 32).

SB 743 started a process that changed the approach to transportation impact analysis as part of CEQA compliance. Changes include the elimination of auto delay, level of service (LOS), and similar measures of vehicular capacity or traffic congestion as the basis for determining significant transportation impacts. As stated by the legislation, the new criteria “shall promote the reduction of GHG emissions, the development of multimodal transportation networks, and a diversity of land uses” (PRC Section 21099(b)(1)).

In January 2016, OPR released revisions to its proposed Draft CEQA guidelines for the implementation of SB 743. In December 2018, the California Natural Resources Agency certified and adopted the CEQA Guidelines update package, including the Guidelines section implementing SB 743 (Section 15064.3) and OPR simultaneously released a Technical Advisory on Evaluating Transportation Impacts in CEQA (California Governor’s Office of Planning and Research 2018), which contains OPR’s technical recommendations regarding assessment of VMT, thresholds of significance, and mitigation measures. The provisions of CEQA Guidelines Section 15064.3 applied prospectively as described in Section 15007, and on July 1, 2020, the provisions of this section applied statewide.

Regional

Southern California Association of Governments

SCAG is the transportation planning, coordinating, and financing agency for six counties in Southern California, including Orange County. It also functions as the federally mandated Metropolitan Planning Organization (MPO) for the region and under state law as a Regional Transportation Planning Agency and a Council of Governments.

Connect SoCal 2024 is Southern California’s RTP/SCS. SCAG’s Regional Council adopted Connect SoCal 2024 on April 4, 2024. Connect SoCal 2024 is a long-range blueprint to guide transportation investments and land-use decisions through 2050 while meeting the requirements of California’s landmark 2008 SB 375, which calls on each of the state’s 18 metropolitan areas to develop a SCS to accommodate future population growth and reduce GHG emissions from cars and light trucks. The Project’s relationship to GHG emission reductions is discussed in detail in Section 3.7, Greenhouse Gas Emissions.



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Local

Orange County Transportation Authority

Within the SCAG region are six County Transportation Commissions that hold the responsibility of programming and implementing transportation projects, services, and programs in their respective counties, including Orange County. OCTA is the Transportation Commission responsible for funding and implementing transit and capital projects in Orange County. OC Go, formerly known as Measure M, is a 30-year one-half-cent sales tax for transportation improvements in Orange County. OCTA manages the funds and implements the improvements to freeways, arterials, and transit projects and programs. Currently, approximately 43 percent of the funds go towards freeways, 32 percent to arterials and 25 percent to transit (OCTA 2023). The goals of OC Go are to relieve congestion, improve street conditions, expand Metrolink, reduce costs for seniors and people with disabilities, synchronize signals, and reduce transportation related air and water pollution.

City of Seal Beach General Plan

The City's General Plan Circulation Element (City of Seal Beach 2003) includes goals and policies addressing the City's circulation system and development within the City. The following goals, objectives, and policies from the General Plan are relevant to this transportation impact analysis:

Circulation Element

Goal: Provide and maintain a comprehensive circulation system that facilitates the efficient movement of people and goods throughout the City and near open space habitat for wildlife, which minimizes environmental impacts (including air, light, and noise pollution).

- **Objective:** Ensure that the circulation system is in balance with the City's Land Use Element.
 - **Policies:**
 - Monitor and participate in applicable county, regional, state, and federal transportation plans and proposals.
 - Maintain compliance with the County's Congestion Management Plan (CMP) and Growth Management Plan (GMP).
 - Review implementation programs that coordinate the transportation needs and requirements of the City with those of other public agencies in order to ensure that the overall circulation plan of the City is effective, efficient, and safe.
 - Develop and implement an annual Capital Improvement Program (CIP) for transportation system projects.
- **Objective:** Provide adequate capacity for the City's circulation needs while minimizing negative impacts, including environmental impacts needing mitigation.



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- **Policies:**

- Maintain circulation system standards for roadways and intersection classifications, right-of-way width, pavement width, design speed, capacity, maximum grades, and associated features such as medians and bicycle lanes.
- Develop a circulation system that enhances environmental amenities and scenic areas.

Goal: Provide a circulation system that supports existing, approved, and planned land uses throughout the City while maintaining a desired LOS on all streets and at all intersections.

- **Objective:** Comply with adopted performance standards for acceptable Levels of Service (LOS).

- **Policies:**

- Maintain a citywide LOS not exceeding LOS D for roadway segments and intersections during the peak hours. The [General Plan] study area intersections that are projected to operate at worse than LOS D (with improvements) are all located along PCH. The relatively high levels of traffic along this corridor are a direct result of increased development outside of the City of Seal Beach and the congestion along the I-405 Freeway. The City of Seal Beach General Plan Circulation Element and the Orange County Master Plan of Arterial Highways (MPAH) depict PCH as a Primary Highway (4-lanes divided). As a Primary highway (4-lanes divided), there is insufficient capacity along PCH to accommodate the existing as well as future traffic volumes.
- Coordinate transportation improvements along PCH with Caltrans in a manner that minimizes disruptions to the community.

- **Objective:** Ensure that the location, intensity, and timing of development are consistent with the provision of adequate transportation infrastructure and standards defined in the Growth Management Element.

- **Policies:**

- Assess all development projects in order to identify their traffic impacts and require that they pay their fair share of the system improvements necessary to accommodate traffic generated by the project.
- Limit the number of driveways on arterial streets to reduce vehicular conflict and facilitate traffic flow.
- Require new development to install traffic signals at intersections on arterials that, based on individual study, are shown to satisfy traffic signal warrants.
- Promote the use of traffic signal coordination within the City and with adjacent jurisdictions.



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Goal: Develop and encourage a Transportation Demand Management (TDM) system to assist in mitigating traffic impacts and in maintaining a desired LOS on the circulation system, while minimizing air pollution and other environmental impacts.

- **Objective:** Pursue transportation management strategies that can maximize vehicle occupancy, minimize average trip length, and reduce the number of vehicle trips.
- **Policies:**
 - Encourage non-residential developments to provide employee incentives for utilizing alternatives to the conventional automobile (e.g., carpools, vanpools, buses, bicycles, and walking).
 - Encourage the implementation of employer TDM requirements included in the South California Air Quality Management Plan.
 - Encourage industry to use flextime, staggered working hours, and other means to lessen commuter traffic.
 - Encourage the use of multiple-occupancy vehicle programs for shopping and other uses to reduce traffic.
 - Support national, state, and regional legislation directed at encouraging the use of carpools and vanpools.
 - Promote ridesharing through publicity and provision of information to the public.
 - Require the proposals for major new non-residential developments include submission of a TDM plan to the City.
 - Encourage the development, implementation, and use of new advanced technologies to optimize safe traffic flow and manage traffic congestions.

Goal: Maintain participation in a public transit system that provides mobility to City residents and employees as a logical alternative to automobile travel.

- **Objective:** Encourage improved local and express bus service through OCTA to the City.
- **Policies:**
 - Coordinate with OCTA and other appropriate entities to improve bus service to and within the City,
 - Encourage the provision of safe, attractive, and clearly identifiable transit stops throughout the community.
 - Implement and expand, wherever feasible, programs aimed at enhancing the mobility of senior citizens and disabled persons.



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- **Objective:** Require new development that is designed in a manner that facilities provision or expansion of transit service, provides onsite commercial/recreational facilities to discourage midday travel, and provides onsite public transportation circulation.
 - **Policies:**
 - Encourage developers to work with agencies providing transit service with the objective of maximizing the potential for transit use.
 - Encourage employers to reduce vehicular trips by offering employee incentives.
 - Require proposed developments to include transit facilities, such as park-and-ride sites, bus benches, shelters, pads or turnouts, where appropriate, in their improvement plans or as needed in proximity to their development.

Goal: Provide a citywide system of safe, efficient, and attractive bicycle and pedestrian routes for commuter, school and recreational use.

- **Objective:** Promote the safety of bicyclists and pedestrians by adhering to citywide standards and practices.
 - **Policies:**
 - Develop citywide standards for construction and maintenance of bikeways and pedestrian walkways.
 - Develop and adopt a planned bikeway system that is consistent with the County of Orange Master Plan of County-wide Bikeways, and other adopted Master Plans, to assure that local bicycle routes will be compatible with routes or neighboring jurisdictions.
 - Maintain existing pedestrian facilities and require new development to provide pedestrian walkways between developments, schools, and public facilities.
 - Where appropriate, require proposed developments adjacent to proposed bikeway routes to include bicycle paths or lanes in their street improvement plans and to construct the bicycle paths or lanes as a condition of approval.
 - Construct safe, convenient paths for bicycles and pedestrians so as to encourage these alternative forms of transportation.
 - Require plans for bicycle and pedestrian facilities to give priority to providing continuity and closing gaps in the bikeway and sidewalk network.
 - Develop programs that encourage the safe utilization of easements and/or rights-of-way along flood control channels, public utilities, railroads, and streets wherever possible for the use of bicycles and/or pedestrians.



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- Develop a comprehensive pedestrian circulation plan that facilitates pedestrian traffic in major activity areas.
- Ensure accessibility of pedestrian facilities to the elderly and disabled.
- Require the installation of sidewalks with all new roadway construction and significant reconstruction of existing roadways.
- Develop a plan and pursue funding for bicycle support facilities and cycling education/information programs.

City of Seal Beach Municipal Code

The City's Municipal Code Chapter 4.10, Transportation Impact Development Fee, establishes a transportation facilities and program development fee that imposes on development projects an equitable share of the cost of mitigating future transportation facility and program needs created by such projects. Developers pay a transportation impact fee which is generally calculated using a project's peak hour trip generation and the cost to implement transportation facilities improvement.

The City's Municipal Code Chapter 11.4.45, Transportation Demand Management (TDM), complies with Section 65089.3(a)(2) of the California Government Code, which requires the City to adopt a trip reduction and TDM ordinance. TDM is the implementation of programs, plans, or policies designed to encourage changes in individual travel behavior. TDM includes, but is not limited to, programs that encourage alternatives to single occupant vehicles (SOV), such as through the use of carpools, vanpools, and transit; reduction or elimination of vehicle trips; and efforts to encourage rescheduling of peak period trip to non-peak periods.

Safety Action Plan

The City's Safety Action Plan (SAP) was developed to identify solutions and create a holistic strategy to prevent and reduce the number of deaths and serious injuries on the local roadways across the City. The plan examines local, state, and federal data, along with peer research, to identify safety solutions for all users, including drivers, pedestrians, cyclists, and more. It addresses both user behavior and infrastructure improvements through a collaborative approach with stakeholders. Prepared in compliance with Safe Roads and Streets for All requirements, the plan incorporates a Local Roadway Safety Plan (LRSP) and follows the Safe System Approach. The SAP prioritizes and analyzes safety improvements for intersections, roadway segments, and the High Injury Network, proposing countermeasures to reduce collisions in high-risk areas.

Local Roadway Safety Plan

The City's LRSP identifies a framework to evaluate and develop traffic safety enhancements on the City's roadways that is updated every five years. The most recent LRSP was approved by the City in 2022. The goals of the LRSP include: identify areas with a high risk for collisions; illustrate the value of a comprehensive safety program and the systemic process; plan future safety improvements for near-, mid-, and long-term implementation; and define safety projects for Highway Safety Improvement Program)



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and other program funding consideration. The LRSP analysis found that influences leading to collisions within the City include aging drivers, impaired driving, improper use of occupant protection, distracted driving, aggressive driving, land departure collisions, and bicyclists.

3.15.3 Environmental Impacts

This section analyzes the Project's potential to result in significant transportation impacts. When an impact is determined to be significant, mitigation measures are identified that would reduce or avoid impacts.

Methodology for Analysis

In accordance with state guidelines, VMT analysis that incorporates the requirements of SB 743 is utilized as one measure of the Project's potential transportation impacts. SB 743 required OPR to establish guidelines under CEQA for identifying and mitigating VMT transportation impacts. Generally, SB 743 moves away from using delay-based LOS as the metric for identifying a significant impact and instead uses VMT. The City of Seal Beach adopted an SB 743 Implementation Policy (City of Seal Beach 2020a) and a new Transportation Analysis Guidelines (City of Seal Beach 2020b). The methodology and threshold of significance identified in the Transportation Analysis Guidelines are used in this VMT analysis.

The tool used to calculate VMT is the Orange County Transportation Analysis Model (OCTAM) (OCTA 2024), a subarea model of the SCAG travel demand model. Per the Transportation Analysis Guidelines, the existing/baseline year of the model is used to determine the CEQA baseline conditions, and the future year (approximately a 20-year forecast) provides the cumulative analysis conditions.

Screening Criteria

Per the Transportation Analysis Guidelines, projects may utilize screening criteria prior to conducting a full VMT analysis to determine if a project would have a less than significant impact on VMT. The screening criteria are based on factors that include project size, locally serving retail, affordable housing provision, and community serving projects as shown in Table 3.15-1.

Table 3.15-1: Project Screening Criteria and Threshold

Category	Criteria/Screening	Threshold	Project Screened? (Yes/No)
Small projects Screening	Small projects can be screened out from completing a full VMT analysis.	If the project generates less than 250 vehicle trips per day, it is assumed to have a less than significant impact.	No ¹
Retail Projects Screening	Retail projects that are locally serving can be screened out from completing a full VMT analysis.	A project that proposes locally serving retail uses that are 50,000 square feet or less.	No



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Category	Criteria/Screening	Threshold	Project Screened? (Yes/No)
Affordable Housing Projects Screening	Affordable housing in high quality transit areas can be screened out from completing a full VMT analysis.	If the project is 100 percent affordable housing and is in an infill location, the project is assumed to have a less than significant impact.	No
Community-Serving Projects Screening	Projects such as schools, parks, community centers, public buildings, day care, and libraries can be screened out from completing a full VMT analysis.	If a project is a community serving use and is intended for local use, then the project is presumed to have a less than significant impact on transportation based on the discretion of the city.	No

¹ One Housing Opportunity Site would meet the small project screening criteria.

Because this is a program-level analysis, the Housing Opportunity Sites would collectively generate more than 1,000 vehicle trips per day. The Project does not include any retail uses or community serving development. While some of the opportunity sites include affordable housing/low-income units, the Project is not comprised of 100 percent affordable units. Since the Project does not meet any of the established screening criteria, a VMT analysis has been conducted as discussed below.

VMT Impact Criteria

City criteria states that a project would result in a significant transportation impact if it would generate VMT that is at or above the City's baseline average, with the baseline defined as the existing citywide average residential VMT per capita in the city. The residential VMT per capita is defined as the home-based trip production VMT per residential population.

VMT estimates were obtained from the OCTAM 5 travel demand forecasting model at the traffic analysis zone (TAZ) level and at the citywide level (OCTA 2024). Per the Transportation Analysis Guidelines, since VMT is primarily a function of the location of a project, and the TAZ is the smallest geography in the model, a given project is assumed to have the same average VMT characteristics as neighboring development within the TAZ. However, in certain cases an opportunity site would not be consistent with the primary land uses that comprise the TAZ, such as when an opportunity site is within a TAZ that primarily consists of age-restricted housing. In those cases, the opportunity site is assumed to have the same average VMT characteristics as the nearest adjacent TAZs with unrestricted housing types. Refer to Appendix F for a tabular listing of the OCTAM TAZ VMT data used for this analysis.

If all opportunity sites do not exceed the citywide baseline average home-based VMT per capita, the Project would have a less than significant impact. However, if some or all opportunity sites exceed the citywide baseline average, the impact would be considered significant and mitigation measures to reduce or eliminate the Project's significant VMT impact would be identified.

Table 3.15-2 shows that the baseline citywide average home-based VMT per capita and threshold of significance is 20.49 home-based VMT per capita.



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Table 3.15-2: VMT Threshold of Significance

Land Use Type	Units	Citywide Average (Threshold of Significance)
Residential Development	Home-based VMT per capita	20.49

Source: OCTAM 5

Thresholds of Significance

In accordance with the current CEQA Guidelines Appendix G Environmental Checklist, the following questions were analyzed and evaluated to determine whether transportation impacts are significant:

Would the Project:

- *Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities?*
- *Conflict or be inconsistent with CEQA Guidelines section 15064.3, subdivision(b)?*

The following issues were determined to have no impact or a less than significant impact during the NOP Scoping. These issues are summarized in Section 6.0, Effects Found Not to Be Significant and are not discussed further in this section.

Would the Project:

- *Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?*
- *Result in inadequate emergency access?*

Impact Analysis and Mitigation Measures

Conflict with Program, Plan, Ordinance, or Policy

Impact TRANS-1 The Project would not conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit roadway, bicycle, and pedestrian facilities.

Impact Analysis

The Project does not include site specific designs showing driveway locations and, therefore, there are no specific details to review and assess direct impacts on the circulation system, including pedestrian, bicycle, and transit facilities. As part of the standard development review process, the City would require all future development of the identified Housing Opportunity Sites and development within the Main Street Program area to prepare a review of the circulation system to ensure that development does not conflict with existing or planned facilities supporting these travel modes.

Any pedestrian, bicycle, or transit facilities proposed as part of the development of Housing Opportunity Site or within the Main Street Program area would be designed using the appropriate City design



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standards. Any request to modify or develop new transit, bicycle, and pedestrian facilities would be subject to and designed in accordance with all applicable General Plan policies. For example, maintaining existing pedestrian facilities, providing pedestrian walkways between developments, schools, and public facilities, and giving priority to providing continuity and closing gaps in the bikeway and sidewalk network. Furthermore, new development under the Project would need to comply with Transportation Impact Fees which fund the planning, design, development, and construction of transportation facilities reasonably necessary to serve new development. This fee is collected at the time of building permit.

As individual development proposals under the Housing Element Update would be evaluated individually for consistency with Orange County and City of Seal Beach plans including the Congestion Management Program, OCTA's Orange County's Bike + Ped Plan, the impact of implementing the Project would be less than significant.

This EIR includes a discussion of the residential component of the ORCC Specific Plan Project based on the site location and proposed buildout of the 167 dwelling units that are included within the City's site inventory to meet its RHNA requirements. Any pedestrian, bicycle, or transit facilities associated with the residential components of the ORCC Specific Plan Project would be required to comply with appropriate City design standards and consistency with applicable County and OCTA plans. Therefore, the 167 dwelling units proposed under the ORCC Specific Plan Project were considered within the analysis of this Project. Specific impact findings associated with the development of the ORCC Specific Plan Project are being evaluated in a standalone EIR.

Level of Significance Before Mitigation

Less Than Significant Impact.

Mitigation Measures

No mitigation is necessary.

Level of Significance After Mitigation

Less Than Significant Impact.

Vehicle Miles Traveled

Impact TRANS-2 The Project would conflict or be inconsistent with CEQA Guidelines Section 15064.3, Subdivision(b).

Impact Analysis

City criteria states that residential home-based VMT per capita constitutes a significant impact if it is higher than the baseline citywide average residential home-based VMT per capita. VMT estimates were obtained from OCTAM 5 for each of the Housing Opportunity Sites and Main Street Program (refer to Appendix F for a map illustrating the OCTAM 5 TAZ boundaries). Table 3.15-3 shows each Housing Opportunity Site and Main Street Program and the corresponding home-based VMT per capita compared to the citywide baseline average of 20.49 home-based VMT per capita. The VMT analysis shows that each of the Housing Opportunity Sites and Main Street Program could exceed the citywide average



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home-based VMT per capita by up to approximately 30 percent. Therefore, the Project would have a significant impact before mitigation.

Table 3.15-3: VMT Analysis

Site No.	Site Name	Total Units	Home-based VMT per Capita	Threshold of Significance	Above or Below Threshold of Significance	Difference in Home-based VMT per Capita	Percent Reduction to Mitigate Impact
1	1780 Pacific Coast Highway	5	25.12	20.49	Above	22.60%	18.43%
2	Leisure World	177	11.56	20.49	Below	-43.58%	--
3	Accurate Storage	83	20.79	20.49	Above	1.46%	1.44%
4	The Shops at Rossmoor	552	24.98	20.49	Above	21.91%	17.97%
5	Old Ranch Town Center	382	25.74	20.49	Above	25.62%	20.40%
6	Seal Beach Plaza	69	22.23	20.49	Above	8.49%	7.83%
7	Seal Beach Center	124	20.50	20.49	Above	0.05%	0.05%
8	99 Marina Drive	99	26.57	20.49	Above	29.67%	22.88%
Main Street	Main Street Program	115	26.57	20.49	Above	29.67%	22.88%
Total		1,606	22.67	20.49	Above	10.64%	9.62%

Mitigation measures to reduce the Project's significant impact are outlined below. As required by Mitigation Measure TRANS-1, at the time of application for development, each site would be responsible for providing a quantitative VMT analysis consistent with the methodology in the City of Seal Beach Transportation Analysis Guidelines and would be responsible for identifying appropriate TDM measures to reduce VMT. TDM measures could include, but are not limited to the following measures for future projects that do not screen out of the VMT analysis (i.e., a small project or a project located in an area below the citywide average VMT per capita). Not all potential measures would be applicable at every site and the specific measures needed would be determined on a site-by-site basis:

- Increase residential density.
- Construct a mixed-use project.
- Integrate affordable and below market rate housing into the Project.
- Provide community-based travel planning, such a marketing programs aimed at residents of the project.
- Provide pedestrian and bicyclists facilities.
- Improve pedestrian, bicyclists, and transit accessibility.



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- Limit residential parking supply and/or unbundle residential parking costs.
- Provide carshare and/or bikeshare programs to residents.
- Provide transit subsidies to residents.

Implementation of TDM measures can reduce a future project's VMT. The expected reduction in VMT can be quantified using resources such as the Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities and Advancing Health and Equity (California Air Pollution Control Officers Association 2021), or other empirical evidence to be approved by the City. The CAPCOA Handbook provides detailed requirements, calculation steps, and limitations for assessing the VMT reduction effectiveness of each measure, including reductions from combinations of measures.

While some sites may meet the City's screening criteria (i.e., small project), as identified above in Table 3.15-3, only one of the eight Housing Opportunity Sites or the Main Street Program (Housing Opportunity Site 2 – Leisure World) is expected to be below the citywide average. Because this is a program-level analysis, the impacts of individual projects developed under the Project are not the basis of this evaluation. Though implementation of Mitigation Measure TRANS-1 would be anticipated to reduce impacts, the effectiveness of the measures in reducing an individual project's potential VMT impact to a less than significant level cannot be determined at the level of detail provided by a program document. Therefore, based on the information available at this time, which does not include sufficient detail to determine specific mitigation measures and their effect on a site-by-site basis, the Project would have a significant and unavoidable impact even with implementation of mitigation measures. Specific mitigation measures would be determined for each site, if applicable, at the time of application for development.

This EIR includes a discussion of the residential component of the ORCC Specific Plan Project based on the site location and proposed buildout of the 167 dwelling units that are included within the City's site inventory to meet its RHNA requirements. The residential component of the ORCC Specific Plan Project would be similar in size and nature to some of the Housing Opportunity Sites or Main Street Program and are anticipated to result in similar VMT. Therefore, the 167 dwelling units proposed under the ORCC Specific Plan Project were considered within the analysis of this Project. Specific impact findings associated with the development of the ORCC Specific Plan Project are being evaluated in a standalone EIR.

Level of Significance Before Mitigation

Potentially Significant Impact.

Mitigation Measures

MM TRANS-1: Vehicle Miles Traveled Analysis. Individual projects that do not screen out from Vehicle Miles Traveled (VMT) analysis shall provide a quantitative VMT analysis consistent with the methodology in the City of Seal Beach Transportation Analysis Guidelines. As described in the Guidelines, Projects which result in a significant impact shall provide VMT mitigation, which could consist of, but not be limited to, the following:



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- Modify the project's characteristics to reduce VMT generated by the project. This might involve changing the density or mixture of land uses on the project site or changing the project's location to one that is more accessible by transit or other travel modes.
- Implement Transportation Demand Management (TDM) measures to reduce VMT generated by the Project.
- Provision of offsite infrastructure improvements including roadway improvements for active transportation and multimodal infrastructure, or offsite multimodal improvements.

Level of Significance After Mitigation

Significant and Unavoidable.

3.15.4 Cumulative Impacts

CEQA requires that EIRs evaluate the potential cumulative impacts of a project. A project's environmental impacts are "cumulatively considerable" if the "incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects" (CEQA Guidelines Section 15065(a)(3)). The geographic scope for cumulative transportation impacts is the SCAG region.

As discussed in Section 3.0, Environmental Analysis, CEQA Guidelines Section 15130 requires cumulative impact analysis in EIRs to consider a list of planned and pending projects that may contribute to the cumulative impacts of a project. Section 3.0, Table 3.0-3 identifies all past, present, and probable future residential projects in the City and surrounding areas that may impact the Project. Table 3.15-4 identifies the cumulative past, present, and probable future projects from Table 3.0-3 that may drive a potential cumulative impact related to transportation and therefore were analyzed in this cumulative discussion.

Table 3.15-4: Cumulative Projects Related to Transportation

#	Project Name	Location	Project Characteristics	Status	Total Residential Dwelling Units
1	Old Ranch Country Club Project	Old Ranch Country Club, City of Seal Beach	Construction of a 116-unit, 4-level (188,500 square feet) multi-family housing development; a 51-unit, 3-level senior housing complex; medical office facility; overnight accommodation, including a bar and lounge and	Preparation of EIR	167



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			specialty restaurant		
2	Naval Weapons Station	Pacific Coast Hwy & Seal Beach Boulevard	Potential future housing developments proposed within the Naval Weapons Station	Anticipated	150
3	Water Storage Site	Within the Naval Weapons Station, approximately 1,000 feet east of Seal Beach Boulevard, near the housing community off Anchor Way	Potential future housing developments proposed within the Naval Weapons Station	Anticipated	65
4	Lampson Project	4665 Lampson Avenue, City of Los Alamitos	Redevelopment of existing office building with a residential development consisting of cluster homes, townhomes, and apartments totaling 246 units	Approved (By City of Los Alamitos)	246
5	Onni Marina Shores	6500-6670 E. Pacific Coast Hwy, City of Long Beach (7242011013)	Two, 5-story buildings with a total of 563,529 square feet containing 600 residential units and 4,000 square-feet of ground-level restaurant space	Approved (By City of Long Beach)	600
6	Carmel Partners	6615 E. Pacific Coast Hwy, City of Long Beach (7237020050)	Construction of a six-story mixed-use project consisting of 390 residential dwelling units and 5,351 square feet of commercial/retail space	Approved (By City of Long Beach)	380
7	Holland Partners	6700 E. Pacific Coast Hwy, City of Long Beach (7242012006)	Construction of a new mixed-use project consisting of 281 residential dwelling units, 3,100 square feet of commercial/retail space in a building	Approved (By City of Long Beach)	281



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			with 592,100 square feet of area		
8	Long Beach Housing Element Site	6695 E. Pacific Coast Hwy (7237020040); 6411 E. Pacific Coast Hwy (7237020051); No address (7237020904)	Candidate site identified in the City of Long Beach's Housing Element as a site for potential future residential development	Proposed in Housing Element Update (By City of Long Beach)	940
9	Long Beach Housing Element Site	1000 N Studebaker Rd (7238015021)	Candidate site identified in the City of Long Beach's Housing Element as a site for potential future residential development	Proposed in Housing Element Update (By City of Long Beach)	115
10	Orange County Housing Element Sites	11061 Los Alamitos Blvd (086-521-47); 11031 Los Alamitos Blvd (086-521-46); 3352 Katella Ave (086-521-19); 11131 Los Alamitos Blvd (086-521-23); 11088 Wallingsford Rd (086-521-11); 11171 Los Alamitos Blvd (086-521-24)	Candidate site identified in the County of Orange's Housing Element as a site for potential future residential development	Proposed in Housing Element Update (By Orange County)	619
11	Westminster Housing Element Site	13251 Springdale Street (203-073-04); Dorothy Lane /Melanie Lane (203-073-05); Dorothy Lane/Lee Drive (203-073-01 and 203-073-03)	Candidate site identified in the City of Westminster's Housing Element as a site for potential future residential development	Proposed in Housing Element Update (By City of Westminster)	122

Development under the Project in combination with cumulative development identified in Table 3.15-4 could increase transportation impacts within the SCAG region.

Future developments facilitated by the Project, in conjunction with cumulative development in the City or projects that may utilize City roads, like the Lampson Project, would increase housing development in previously developed areas and could result in transportation impacts. Future developments on the



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Housing Opportunity Sites and within the Main Street Program area facilitated by the Project would be subject to discretionary permits and require CEQA evaluation at the project-level. This means that each individual project would require separate discretionary approval and CEQA assessment, which would address potential cumulative transportation impacts and identify necessary mitigation measures, where appropriate.

OPR's Technical Advisory states that "a finding of a less-than-significant project impact would imply a less than significant cumulative impact, and vice versa" (OPR 2018 page 6). Since the Project was found to have a significant and unavoidable impact with mitigation related to transportation, the Project would also have a cumulative significant and unavoidable transportation impact.

3.15.5 References

California Governor's Office of Planning And Research. 2018. Technical Advisory on Evaluating Transportation Impacts in CEQA.

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