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MEMORANDUM

DATE: May 31, 2024

TO: Hayden Beckman, City of Huntington Beach

FROM: Dean Arizabal, LSA, Principal

SUBJECT: Transportation Memorandum for the Modified Bolsa Chica Senior Living Community Project in Huntington Beach, California (LSA Project No. HBC2201.01)

The purpose of this transportation memorandum is to describe and document potential transportation impacts associated with the implementation of the Modified Bolsa Chica Senior Living Community Project (modified project). This technical information is provided for project review under the California Environmental Quality Act (CEQA).

PROJECT LOCATION

The 3.10-acre project site at 4952 and 4972 Warner Avenue (southwest corner of the intersection of Bolsa Chica Street and Warner Avenue) is in the City of Huntington Beach (City). The project site is directly bordered by Warner Avenue to the north and Bolsa Chica Street to the east. An industrial property and a two-story apartment complex are immediately south and west of the project site, respectively.

The project site is currently fully developed with commercial (retail and office) uses and an associated surface parking lot. The existing commercial uses, totaling 54,853 square feet (sf), are contained in two buildings comprised of a three-story office building fronting Bolsa Chica Street and a smaller commercial building fronting Warner Avenue. Of the 54,853 sf of commercial uses, 45,340 sf is currently occupied (34,893 sf of office use and 10,447 sf of retail use).

Regional access to the modified project is provided via Interstate 405 (I-405) from the north and east; Pacific Coast Highway (State Route 1 [SR-1]) from the west; and Beach Boulevard (SR-39), which bisects the City running north to south. Local vehicular access to the proposed project is provided via Bolsa Chica Street (three driveways) and Warner Avenue (two driveways). Figure 1 depicts the project location (all figures and tables are attached).

PROJECT DESCRIPTION

The modified project includes 159 total living units, 104 on-site parking spaces, and associated hardscape and landscape improvements. Of the total 159 senior living units, 25 are Memory Care units and 134 are Assisted Living units. The modified project would provide 35 studio units (approximately 470 sf), 94 one-bedroom units (approximately 770 sf), and 30 two-bedroom units (approximately 1,280 sf). The modified project would provide 189 total beds. Figure 2 illustrates the modified project's site plan.

Implementation of the modified project would involve demolition of the existing on-site structures and removal of the surface parking and existing ornamental landscaping to allow for construction of the new senior living community.

TRANSPORTATION ANALYSIS

This section includes an analysis of the modified project's impacts to the transportation system based on the significance thresholds in Appendix G of the *State CEQA Guidelines* and provides a thorough justification for the conclusions provided herein.

Regulatory Setting

The following is a summary of State, regional, and local regulations that apply to transportation and circulation within the project study area.

State

Senate Bill 743. On September 27, 2013, Governor Jerry Brown signed Senate Bill (SB) 743 into law and codified a process that revises the approach to determining transportation impacts and mitigation measures under CEQA. SB 743 directed the Governor's Office of Planning and Research (OPR) to administer new CEQA guidance for jurisdictions by replacing the focus on automobile vehicle delay and level of service (LOS) or other similar measures of vehicular capacity or traffic congestion in the transportation impact analysis with vehicle miles traveled (VMT). This change shifts the focus of the transportation impact analysis from measuring impacts to drivers (e.g., the amount of delay and LOS at an intersection) to measuring the impact of driving on the local, regional, and statewide circulation system and on the environment. This shift in focus is expected to better align the transportation impact analysis with the statewide goals related to reducing greenhouse gas emissions, encouraging infill development, and promoting public health through active transportation. As a result of SB 743, the California Office of Administrative Law cleared the revised *State CEQA Guidelines* on December 28, 2018, with a statewide implementation date of July 1, 2020. The OPR *Technical Advisory on Evaluating Transportation Impacts in CEQA* (OPR Technical Advisory)[1] provides a resource for agencies to use at their discretion.

Regional

Southern California Association of Governments (SCAG). SCAG is an association of governments that addresses regional issues, including improving equity, transportation, air quality, clean energy, economic development, goods movement, public health, public safety, and housing. Its members include six counties (Imperial, Los Angeles, Orange, Riverside, San Bernardino and Ventura) and 191 cities in the Southern California region. As a Metropolitan Planning Organization (MPO), SCAG is responsible for long-range regional transportation plans including sustainable communities strategy and growth forecast components, regional transportation improvement programs, regional housing needs allocations and a portion of the South Coast Air Quality management plans.

[1] Governor's Office of Planning and Research (OPR). 2018. *Technical Advisory on Evaluating Transportation Impacts in CEQA*. December. p. 12.

In addition to the six counties and 191 cities that make up SCAG's region, there are six County Transportation Commissions that hold the primary responsibility for programming and implementing transportation projects, programs and services in their respective counties.

Orange County Transportation Authority (OCTA). OCTA is the County of Orange (County) transportation planning commission responsible for funding and implementing capital and transit and projects, programs, and services for a balanced and sustainable transportation system, including bus and rail transit, rideshare, environmental programs, active transportation, and express lanes and freeways.

Local

City of Huntington Beach. The modified project is located in Huntington Beach. As such, the Circulation Element of the *City of Huntington Beach General Plan*[1] is the guidance document for the City's transportation system. The City has not formally adopted thresholds related to VMT. However, the City currently recommends conducting a VMT analysis based upon the OPR Technical Advisory. These guidelines are intended to ensure that the transportation impacts of a development proposal are adequately addressed per CEQA.

Environmental Setting

Existing Circulation System

Warner Avenue is a divided, six-lane roadway. According to the City's General Plan Circulation Element, it is classified as a Major roadway. Bolsa Chica Street north of Warner Avenue (divided, six-lane roadway) is classified as a Major roadway. Bolsa Chica Street south of Warner Avenue (two-lane roadway) is classified as an Augmented Collector. In the proximity of the project site, sidewalks and bike lanes are provided on both sides of Warner Avenue and Bolsa Chica Street, with the exception of Bolsa Chica Street south of Warner Avenue where a bike route is proposed. On-street parking is prohibited on both sides of Warner Avenue and Bolsa Chica Street, with the exception of Bolsa Chica Street south of Warner Avenue where on-street parking is permitted in select locations.

Impact Analysis

a. Would the project conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities?

Less Than Significant Impact.

In order to assess the impact of the modified project on the surrounding circulation system, trips that would be generated during typical operation and construction were calculated based on trip generation rates from the Institute of Transportation Engineers (ITE) *Trip Generation* Manual, 11th Edition (2021) for and Land Use 254 (Assisted Living). ITE trip rates for Land Use Codes 710 (General Office Building) and 822 (Strip Retail Plaza) were applied to the existing commercial uses to be demolished upon project implementation.

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[1] City of Huntington Beach. 2017. General Plan Circulation Element. October. Website: https://cms3.revize.com/revize/huntingtonbeachca/Documents/Departments/Community%20Development/Planning%20Zonning/General%20Plan/Generalplan/Circulation_Element.pdf (accessed May 2024).

The approximately 3.10-acre project site is currently developed with two commercial buildings totaling 54,853 sf and a surface parking lot. Of the 54,853 sf, 45,340 sf is currently occupied (34,893 sf of office use and 10,447 sf of retail use).

The modified project includes 159 total living units, 104 on-site parking spaces, and associated hardscape and landscape improvements. Of the total 159 senior living units, 25 are Memory Care units and 134 are Assisted Living units. The modified project would provide 35 studio units, 94 one-bedroom units, and 30 two-bedroom units. The modified project would provide 189 total beds.

Table A present the modified project trip generation, including the trips of the existing occupied uses and the modified project uses. As shown on Table A, the 45,340 sf of existing occupied commercial (office and strip retail plaza) uses generate approximately 947 daily trips, including 78 a.m. peak hour trips and 119 p.m. peak hour trips. The modified project is anticipated to generate 491 daily trips, including 34 a.m. peak-hour trips and 45 p.m. peak-hour trips. The modified project would result in a net reduction of 456 daily trips, including a net reduction of 44 trips in the a.m. peak hour and a net reduction of 74 trips in the p.m. peak hour.

The net reduction in daily and peak-hour site trips is due to the change in use. Commercial (office and strip retail plaza) uses generate more trips than a senior living facility (assisted living use). Based on the net trip reduction, it is anticipated that the modified project would not have any adverse impacts on the surrounding circulation system (i.e., Warner Avenue and Bolsa Chica Street).

Construction of the modified project will include the following six phases (including average phase, daily number of employees, and daily trucks):

1. Demolition (9 weeks): 15 workers and 14 trucks
2. Site Preparation (6 weeks): 18 workers
3. Grading (5 weeks): 15 workers and 54 trucks
4. Building Construction (85 weeks): 185 workers and 23 trucks
5. Architectural Coating (52 weeks): 26 workers
6. Paving (3 weeks): 20 workers

Because typical construction hours are 7:00 a.m. to 5:00 p.m., each worker is assumed to arrive during the a.m. peak hour and depart during the p.m. peak hour. To present a conservative, worst-case analysis, all workers are assumed to drive themselves to and from the project site. Truck trips would occur throughout the day, including both peak hours. Table B provides a trip generation summary for each phase of construction.

Although construction of the modified project would generate more peak-hour trips than the existing commercial uses and the proposed senior living facility, the increased traffic conditions would be temporary and cease upon the completion of project construction. The temporary increase in construction trips is not anticipated to result in permanent adverse operations to the adjacent roadways.

Although the modified project would generate vehicles and trucks for typical operations and construction, it would not preclude alternative modes of transportation or facilities (e.g., transit, bicycle, or pedestrian). In addition, the proposed senior living facility is expected to provide van service to the residents.

The modified project is consistent with the City's Circulation Element (2017), which establishes goals for pedestrian protection and traffic calming measures. On-street Class II bike lanes are provided on each side of Warner Avenue in the project vicinity. In addition, OCTA bus stops are provided at the northwest and southeast corners of the intersection of Bolsa Chica Street/Warner Avenue for Route 72.

The modified project would not make any changes to the public right-of way in the project vicinity and would not conflict with existing or planned pedestrian, bicycle, or transit facilities. Therefore, project impacts associated with conflicts with a program plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities. Impacts would be less than significant, and no mitigation is required.

b. Would the project conflict or be inconsistent with CEQA Guidelines Section 15064.3, Subdivision (b)?

Less Than Significant Impact.

According to *State CEQA Guidelines* Section 15064.3(a), project-related transportation impacts are generally best measured by evaluating the project's VMT. VMT refers to the amount and distance of automobile travel attributable to a project.

As a result of SB 743, the California Office of Administrative Law cleared the revised CEQA guidelines for use on December 28, 2018. Among the changes to the guidelines was the removal of vehicle delay and level of service from consideration under CEQA. The intent of SB 743 and the revised State CEQA Guidelines is to promote the reduction of greenhouse gas (GHG) emissions, the development of multimodal transportation networks, and a diversity of land uses. With the adopted guidelines, transportation impacts are to be evaluated based on a project's effect on VMT.

The City has not formally adopted thresholds related to VMT. However, the City currently recommends a VMT analysis based upon the OPR Technical Advisory. The OPR Technical Advisory recommends a screening level threshold for projects that generate fewer than 110 average daily trips (ADT). Generally, small projects generating less than 110 ADT may be assumed to cause a less than significant transportation impact.

Because the City has not formally adopted VMT guidelines and thresholds, as a matter of practice, the City intends to utilize and rely upon the VMT screening thresholds adopted by the County of Orange (County). The County has adopted VMT screening criteria of 500 ADT that exceed the recommended VMT screening of 110 ADT of the OPR Technical Advisory.

The modified project would generate fewer daily and peak-hour trips compared to the existing commercial uses, resulting in a reduction of trips on site. Therefore, based on the screening criteria of the County, the modified project would be screened out of a VMT analysis because it would generate fewer daily and peak-hour trips compared to existing commercial uses, resulting in a reduction of trips on site. As such, the modified project would result in a less than significant transportation impact with respect to VMT. The modified project would not be inconsistent with State *CEQA Guidelines* Section 15064.3, subdivision (b), and no mitigation is required.

c. 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)?

Less Than Significant Impact.

With implementation of the modified project, vehicle access to the facility would be provided via three driveways on Bolsa Chica Street (one entry-only driveway and one exit-only driveway for the porte cochère, and one full-access main driveway for residents and visitors). Ingress and egress for the project's half-subterranean parking garage would be provided along the project's southern site boundary. Emergency vehicle, trash/recycling, and service vehicle entry would be provided from Bolsa Chica Street and exit would be provided via the fire/emergency vehicle access road along the site's western boundary with exit onto Warner Avenue. The fire/emergency vehicle access road would have signage in the site's southwestern corner preventing resident, visitor, and/or employee entry and the Warner Avenue exit would feature a swing gate that would open automatically and signage preventing entry. As previously discussed in Response 4.17(a), project implementation would result in a reduction of both daily and peak-hour trips, therefore minimizing the strain on the surrounding circulation system when traffic volumes are typically the highest. Vehicular traffic to and from the project site would utilize the existing network of regional and local roadways that currently serve the project site area. The modified project would not introduce any new roadways or introduce a land use that would conflict with existing urban land uses in the surrounding area. Design of the modified project, including the internal access, ingress, egress, and other streetscape changes, would be subject to review by the City's Department of Public Works and the Huntington Beach Fire Department (HBFD) to ensure adequate fire engine access and turning radius throughout the development. Therefore, the modified project would not substantially increase hazards due to a geometric design feature (e.g., sharp curve or dangerous intersection) or incompatible uses (e.g., farm equipment), and no mitigation would be required.

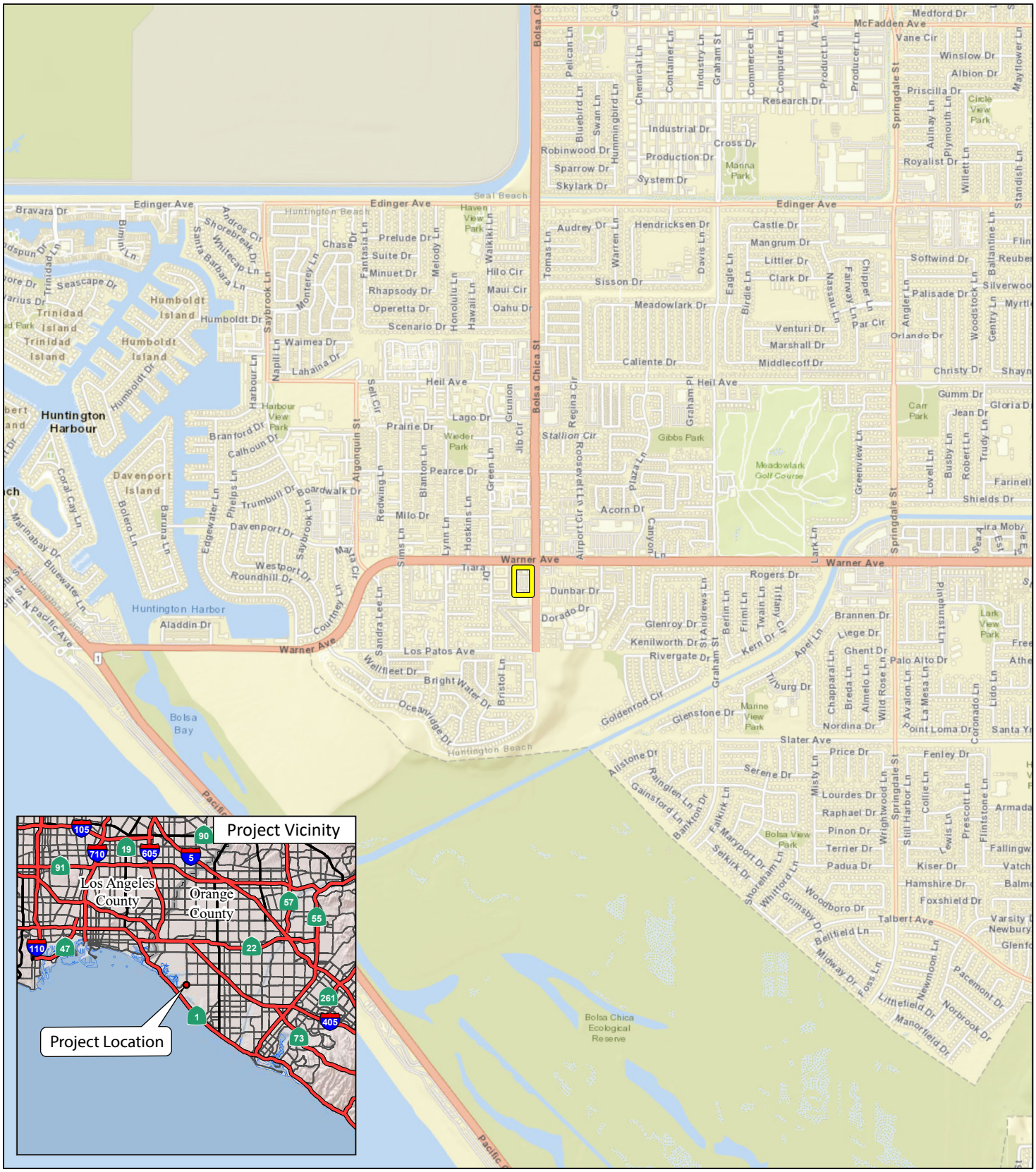
d. Would the project result in inadequate emergency access?

Less Than Significant Impact.

Emergency vehicle entry would be provided from Bolsa Chica Street and exit would be provided via the fire/emergency vehicle access road along the site's western boundary with exit onto Warner Avenue. The fire/emergency vehicle access road would have signage in the site's southwestern corner preventing resident, visitor, and/or employee entry and the Warner Avenue exit would feature a swing gate that would open automatically and signage preventing entry. The Natural and Environmental Hazards Element makes recommendations for emergency evacuation and access. However, it only designates official evacuation routes in the event of a tsunami. In the event of a tsunami, Bolsa Chica Street is one of 12 designated emergency evacuation routes for the western portions of the City within a tsunami risk zone. It is anticipated that project occupants would utilize Bolsa Chica Street as an evacuation route in the event of an emergency. The modified project is not anticipated to result in any substantial traffic impacts or queuing on nearby streets during short-term construction activities, and all construction equipment would be staged within the project site. The modified project does not include any changes to the existing circulation system surrounding the project site and would not interfere with existing emergency evacuation routes. As such, access to Bolsa Chica Street during construction and operation would not be impeded. Access to and from the site must be designed to City and HBFD safety standards and would be subject to the review and approval of the City and HBFD.

Therefore, approval of the project plans would ensure that the modified project's impacts related to emergency access would be less than significant, and no mitigation would be required.

Attachments: Figure 1: Project Location
Figure 2: Modified Project Conceptual Site Plan
Table A: Modified Project Trip Generation Summary
Table B: Construction Trip Generation Summary for Modified Project



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LEGEND

Project Site

FIGURE 1

N

0 1000 2000

FEET

SOURCE: USGS The National Map (2018)

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Bolsa Chica Senior Living Community

Project Location

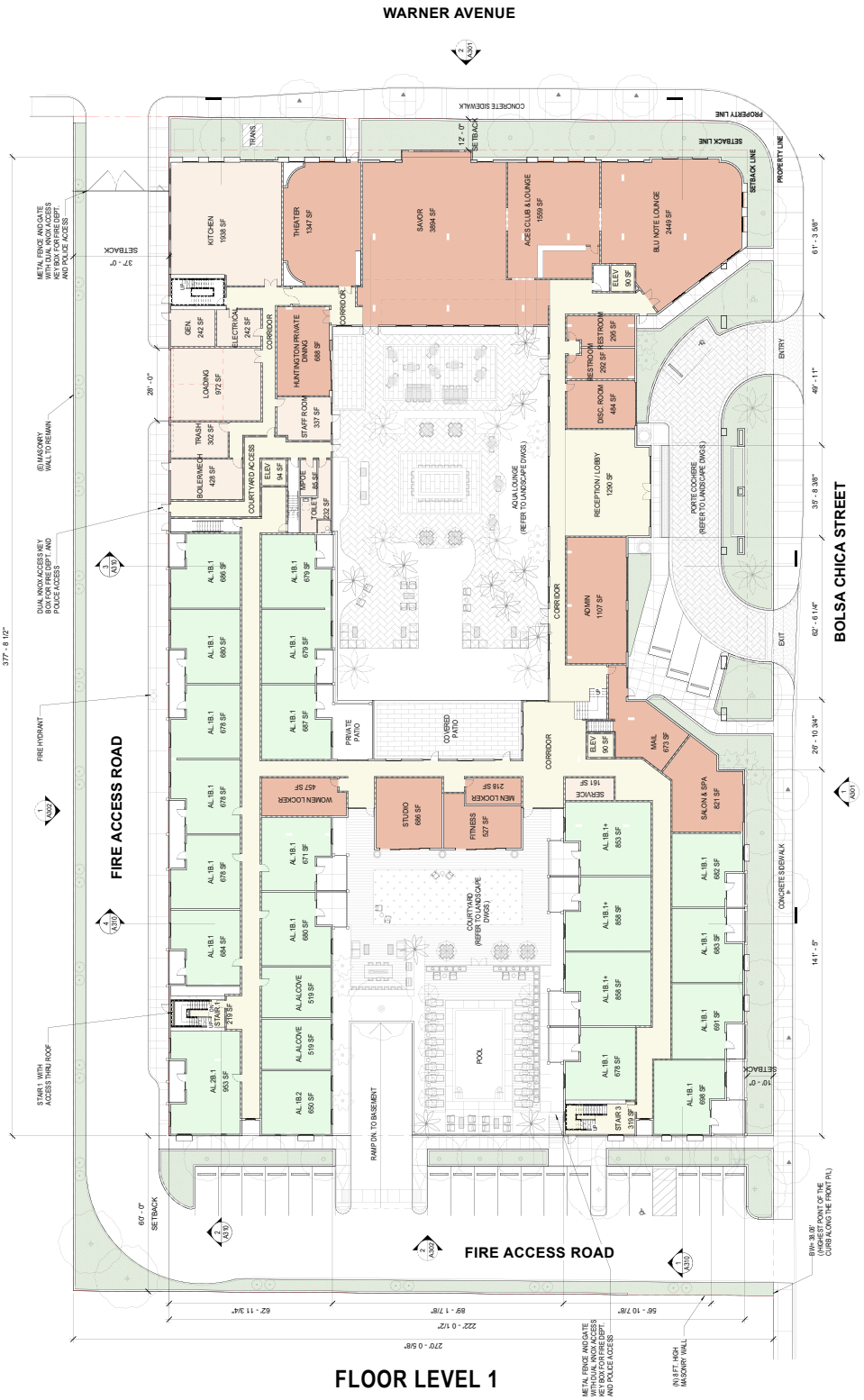

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FIGURE 2

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SOURCE: HKIT Architects

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Bolsa Chica Senior Living Community

Modified Project Conceptual Site Plan

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Table A: Modified Project Trip Generation Summary

Land Use	Size	Unit	Daily	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Trip Rates [1]									
Assisted Living		beds	2.60	0.11	0.07	0.18	0.09	0.15	0.24
Office		tsf	10.84	1.34	0.18	1.52	0.24	1.20	1.44
Strip Retail Plaza		tsf	54.45	1.42	0.94	2.36	3.30	3.29	6.59
Project Trip Generation									
Assisted Living[2]	189	beds	491	21	13	34	17	28	45
Existing Trip Generation									
Office	34.893	tsf	378	47	6	53	8	42	50
Strip Retail Plaza	10.447	tsf	569	15	10	25	35	34	69
Total	45.340	tsf	947	62	16	78	43	76	119
Net Trip Generation (Project - Existing)			**(456)**	**(41)**	**(3)**	**(44)**	**(26)**	**(48)**	**(74)**

[1] Trip rates referenced from the Institute of Transportation Engineers (ITE) *Trip Generation* Manual, 11th Edition (2021).

Land Use Code 254 - Assisted Living

Land Use Code 710 - General Office Building

Land Use Code 822 - Strip Retail Plaza

[2] Includes 25 Memory Care beds.

du = dwelling unit

tsf = thousand square feet

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Table B: Construction Trip Generation Summary

Phase			Vehicles				Vehicle Trip Generation							PCE Trip Generation						
								AM Peak Hour			PM Peak Hour				AM Peak Hour			PM Peak Hour		
	Description	Duration	Description	Quantity	Type	PCE	Daily	in	out	total	in	out	total	Daily	in	out	total	in	out	total
			Workers[1]	15	Passenger	1	30	15	0	15	0	15	15	30	15	0	15	0	15	15
		9 weeks	Trucks[2]	14	Large Truck	2	28	2	2	4	2	2	4	56	4	4	8	4	4	8
1	Demolition	(10/6/2025 to 12/5/2025)	Total				58	17	2	19	2	17	19	86	19	4	23	4	19	23
			Workers[1]	18	Passenger	1	36	18	0	18	0	18	18	36	18	0	18	0	18	18
		6 weeks	Trucks[2]	0	Large Truck	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2	Site Preparation	(12/8/2025 to 1/16/2026)	Total				36	18	0	18	0	18	18	36	18	0	18	0	18	18
			Workers[1]	15	Passenger	1	30	15	0	15	0	15	15	30	15	0	15	0	15	15
		5 weeks	Trucks[2]	54	Large Truck	2	108	6	6	12	6	6	12	216	12	12	24	12	12	24
3	Grading	(1/19/2026 to 2/20/2026)	Total				138	21	6	27	6	21	27	246	27	12	39	12	27	39
			Workers[1]	185	Passenger	1	370	185	0	185	0	185	185	370	185	0	185	0	185	185
		85 weeks	Trucks[2]	23	Large Truck	2	46	3	3	6	3	3	6	92	6	6	12	6	6	12
4	Building Construction	(2/23/2026 to 10/8/2027)	Total				416	188	3	191	3	188	191	462	191	6	197	6	191	197
			Workers[1]	26	Passenger	1	52	26	0	26	0	26	26	52	26	0	26	0	26	26
		52 weeks	Trucks[2]	0	Large Truck	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
5	Architectural Coating	(11/9/2026 to 11/5/2027)	Total				52	26	0	26	0	26	26	52	26	0	26	0	26	26
			Workers[1]	20	Passenger	1	40	20	0	20	0	20	20	40	20	0	20	0	20	20
		3 weeks	Trucks[2]	0	Large Truck	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
6	Paving	(10/11/2027 to 10/29/2027)	Total				40	20	0	20	0	20	20	40	20	0	20	0	20	20
			Workers[1]	211	Passenger	1	422	211	0	211	0	211	211	422	211	0	211	0	211	211
	Overlapping	48 weeks	Trucks[2]	23	Large Truck	2	46	3	3	6	3	3	6	92	6	6	12	6	6	12
	Phases 4 and 5	(11/9/2026 to 10/8/2027)	Total				468	214	3	217	3	214	217	514	217	6	223	6	217	223
			Workers[1]	46	Passenger	1	92	46	0	46	0	46	46	92	46	0	46	0	46	46
	Overlapping	4 weeks	Trucks[2]	0	Large Truck	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Phases 5 and 6	(10/11/2027 to 11/5/2027)	Total				92	46	0	46	0	46	46	92	46	0	46	0	46	46
Existing Trip Generation[3]			tsf	45.340	Passenger	1	947	62	16	78	43	76	119	947	62	16	78	43	76	119
Net Trip Generation (Overlapping Construction Phases 4 and 5 - Existing)							(479)	152	(13)	139	(40)	138	98	(433)	155	(10)	145	(37)	141	104

= peak of construction activities (highest construction trip generation)

[1] Each worker is anticipated to arrive during the a.m. peak hour and depart during the p.m. peak hour.

[2] Truck trips are anticipated occur throughout the day, including the a.m. and p.m. peak hours.

[3] Existing commercial trip generation from Table A.

PCE = passenger car equivalent. A construction worker vehicle has a PCE of 1 and a construction truck has a PCE of 2.

tsf = thousand square feet