City of Santa Paula
HOMETOWN U. S. A.

# City of Santa Paula General Plan

## CIRCULATION ELEMENT

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**April 13, 1998**
**Resolution # 5263**

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# City of Santa Paula General Plan
# Circulation Element

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# I. PURPOSE AND AUTHORITY

California Government Code Section 65302 (B) requires that the General Plan include "a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, other local public utilities and facilities, all correlated with the Land Use Element."

It is the intent of the City of Santa Paula Circulation Element to provide for a balanced transportation network that will provide for the safe and efficient movement of goods and people through the planning area. This will be accomplished by the development of roadways consistent with the standards and designations delineated in the element. Alternative transportation opportunities will be provided for, such as transit, bikeways, and pedestrian routes. Multi-purpose trails are also planned to facilitate recreational uses such as hiking and equestrian activities. Regulation of truck traffic and provision of parking resources are also important components of the Circulation Element.

There are a number of ways to efficiently and safely transport people and goods, including automobiles, buses, rail, bicycles, airplanes, and pedestrian facilities. The nature of transportation is such that each means of travel - or transportation mode - can be used by people in their day-to-day activities provided they have access to an integrated transportation system. The automobile is currently the primary form of transportation in Santa Paula. However, because of the City's relatively compact size and level terrain, alternative travel facilities for bicycles, pedestrians, and transit can be successful.

# II. EXISTING CIRCULATION SYSTEM

## A. Roadway Classifications

In general, roadways have two functions: to provide mobility and to provide access to property. These two functions can conflict from a design standpoint. High speeds and limited interruption are desirable for mobility, while lower speeds and frequent interruptions are more desirable for property access. A functional roadway classification system helps to prioritize the access and mobility requirements. Highways and arterials emphasize higher mobility for through-traffic; local streets emphasize property access; and collectors attempt to achieve a balance between both functions.

The Circulation Element presents the functional classification of the existing and proposed highways, arterials, and collectors. Roadways not shown on the Circulation Plan Map are classified as local streets. Functional classifications divide streets and highways into several broad categories, as follows:

**Freeways.** While originally planned to move people long distances within the State, or between states, freeways now serve as inter-city facilities. Within Santa Paula, the freeway also absorbs some of the longer local trips - relieving portions of the local street system.

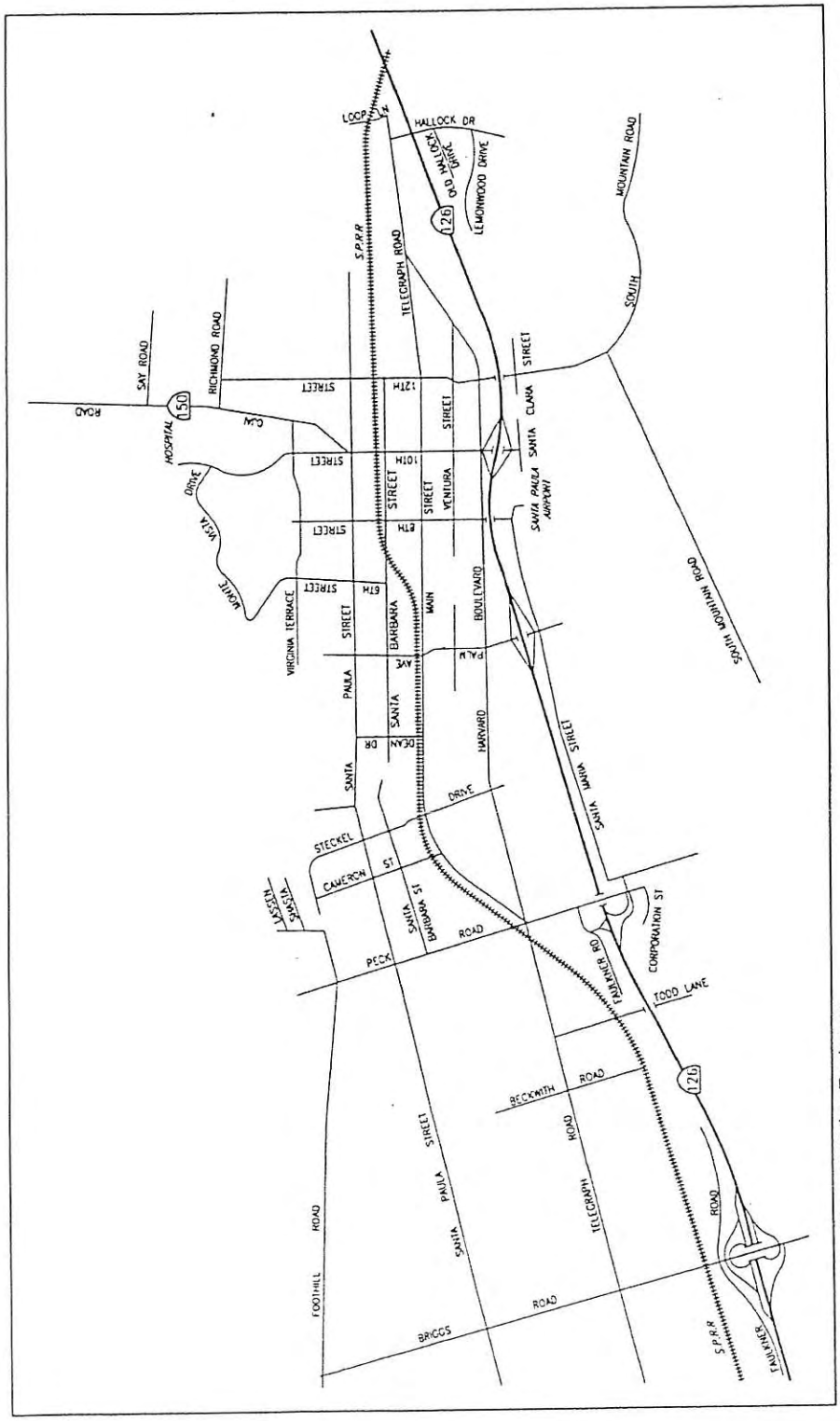
**Arterials.** Arterials supplement the freeway network by providing the principal facilities for traffic movement within the City. The function of arterials is to distribute and collect freeway-bound traffic and to accommodate intra-City trips and other medium-distance movements. In so doing, they provide the basic transportation links between the various land uses within Santa Paula. The principal role of these streets is to move through traffic. A secondary function is to separate dissimilar land uses. In addition, arterials provide access to abutting land uses.

**Collectors.** Collector streets are designed to move through traffic to and from local streets. They distribute and collect traffic, which is generated in the areas circumscribed by arterials. They also provide for movement within industrial, commercial and residential areas, or to connect adjacent land uses. Speeds on collector streets are generally low, due to pedestrian activity and the frequent number of driveways serving adjacent land uses.

**Local Streets.** Local streets primarily provide access to adjoining uses. In residential areas, they are the streets fronted by houses. In these areas, it is important to reduce through traffic to a maximum degree. Travel along these streets is short and generally constitutes the beginning or end of a journey.

## B. Roadway Network

The roadway network serving Santa Paula is generally configured in a grid system comprised of regional freeways, State highways, arterial streets, collector streets, and local streets. Figure CI-1 illustrates the major components of the City's existing circulation system, and Table CI-1 summarizes the north-south and east-west facilities.




NORTH

Figure CI-1

Source: Associated Transportation Engineers

# Existing Street Network

CI-3

Table CI-1. Existing City Circulation Element Street Classifications

| North-South Facilities | East-West Facilities |
|---|---|
| *Freeways/State Highways* | |
| State Route 150 | State Route 126 |
| *Arterials* | |
| Peck Road<br>Palm Avenue<br>12th Street s/o Main Street<br>Hallock Drive | Main Street<br>Telegraph Road<br>Harvard Boulevard<br>Faulkner Road (Peck to SR 126) |
| *Collectors* | |
| Cameron Street<br>Steckel Rd<br>6th Street<br>8th Street<br>10th Street n/o Santa Paula Street<br>12th Street n/o Main Street | Foothill Road (e/o Peck)<br>Say Road<br>Virginia Terrace<br>Santa Paula Street<br>Santa Barbara Street<br>Santa Maria Street |

The following text provides a brief description of the major components of the City's existing street network.

### Freeways/State Highways

State Route 126. The Santa Paula Freeway (SR 126) is a four-lane freeway, which runs in an east-west direction and bisects the City south of Harvard Boulevard. This facility provides regional access to Santa Paula, connecting to the City of Ventura and U.S. Highway 101 on the west and the community of Fillmore and Interstate 5 on the east. Freeway interchanges are provided at Briggs Road, Peck Road, Palm Avenue, and 10th Street. East of the 10th Street interchange, the Santa Paula Freeway transitions into a four-lane undivided highway. Additional access to the eastern area of the City is provided via an at-grade signalized intersection at Hallock Drive.

State Route 150. State Route 150 (SR 150) is the major north-south arterial in the eastern portion of the City. Within the City, this roadway is named Ojai Road and 10th Street. The route distributes and collects freeway-bound traffic and accommodates intra-city trips. Access points onto this route include many local streets within the City of Santa Paula. SR 150 connects with SR 126 via the 10th Street interchange. SR 150 extends north of Santa Paula connecting to the City of Ojai.

### Arterials

Palm Avenue. As a two-lane north-south arterial street, Palm Avenue serves both commercial and industrial land uses, as well as residential development in the northern portion of the City. Palm Avenue extends south of SR 126 providing good access to the existing and

future industrial areas located in this portion of the City. Palm Avenue is centrally located within the City and has a full access interchange at SR 126.

Peck Road. Peck Road is a north-south arterial located in the western portion of the City. A full-access interchange is provided at the SR 126 freeway. Peck Road serves the industrial and commercial uses located adjacent to the SR 126 interchange. The majority of abutting westerly land to the north is in low intensity agricultural use, with residential uses to the east. Peck Road extends south of SR 126 serving the industrial, agricultural, and residential land uses in this area of the City.

12th Street. 12th Street is a north-south arterial street serving residential, commercial, and heavy industrial uses north of Harvard Boulevard. The majority of this route is fully developed with curb and gutter. South of Harvard Boulevard, this street provides an arterial connection between Santa Paula and the South Mountain area.

Hallock Drive. Hallock Drive is a four-lane north-south arterial located adjacent to the eastern City limits. This roadway provides access to the commercial and industrial land uses located north and south of SR 126 in the eastern area of the City. Hallock Drive provides access to SR 126 via an at-grade signalized intersection.

Main Street. Main Street is the major east-west arterial bisecting the downtown area. From its junction with Peck Road through the western portions of the City, abutting land uses include light industrial, commercial, and residential development. The western segment of Main Street is presently two lanes wide except for a short four-lane segment between 7th Street and Oak Street. Main Street is two-lanes wide east of 12th Street. The City is currently in the process of redesigning the downtown segment of Main Street between 7th Street and 12th Street to convert the exiting four-lane street to a two-lane street with angled parking.

Harvard Boulevard. Harvard Boulevard serves as the City's major east-west arterial. This facility parallels the north side of SR 126 serving mostly commercial uses. This roadway also provides regional access to the City, as it connects to Telegraph Road on the west side of the City. Telegraph Road extends westerly to the City of Ventura. Harvard Boulevard provides four lanes with a left-turn median between Peck Road and 10th Street. Traffic flows along Harvard Boulevard are the highest in the City.

Telegraph Road. Telegraph Road is a two-lane facility, which extends westerly from Peck Road, ultimately connecting to the City of Ventura. This roadway serves as an alternative route to SR 126 for traffic traveling to and from the Ventura area. A short segment of Telegraph Road also extends easterly from the intersection of Main Street and Harvard Boulevard, terminating east of Hallock Drive.

Faulkner Road. Faulkner Road, an east-west arterial which parallels the north side of SR 126, is located in the western portion of the City. This roadway provides a connection between Peck Road to the westbound SR 126 ramps located adjacent to the KMART shopping center.

**Collectors.** The north-south collector streets within the City of Santa Paula include: Cameron Street, Steckel Drive, Sixth Street, Eighth Street, 10th Street north of Santa Paula Street, and 12th Street north of Main Street. East-west collectors include: Santa Maria Street, Santa Barbara Street, Santa Paula Street, Virginia Terrace, Say Road, and Foothill Road east of Peck Road.

## C. Roadway Operations

Figure CI-2 illustrates the existing average daily traffic (ADT) volumes for the regional highways and arterial streets adjacent to and within the City. The existing traffic volumes for the Santa Paula street system were collected in 1994, 1995, and 1996. The current volume data indicate that traffic levels have remained relatively constant over the past number of years.

In evaluating the operating condition of the City's roadway sections, "Levels of Service" (LOS) A through F are used, with LOS A indicating very good operation and LOS F indicating poor operation. More complete level of service definitions are provided in Table CI-2.

**Table CI-2. Level of Service Definitions**

| LOS | Traffic Flow Description |
|---|---|
| A | Low volumes; primarily free flow operations. Density is low and vehicles can freely maneuver within traffic stream. Drivers can maintain their desired speeds with little or no delay. |
| B | Stable flow with potential for some restriction of operating speeds due to traffic conditions. Maneuvering is only slightly restricted. Stopped delays are not bothersome and drivers are not subject to appreciable tension. |
| C | Stable operations, however the ability to maneuver is more restricted by the increase in traffic volumes. Relatively satisfactory operating speeds prevail but adverse signal coordination or longer queues cause delays. |
| D | Approaching unstable traffic flow where small increases in volume could cause substantial delays. Most drivers are restricted in their ability to maneuver and their selection of travel speeds. Comfort and convenience are low but tolerable. |
| E | Operations characterized by significant approach delays and average travel speeds of one-half to one-third of free flow speed. Flow is unstable and potential for stoppages of brief duration. High signal density, extensive queuing, or signal progression/timing are the typical causes of delays. |
| F | Forced flow operations with high approach delays at critical signalized intersections. Speeds are reduced substantially and stoppages may occur for short or long periods of time because of downstream congestion. |

Levels of service were determined for the City's existing roadway system based on the traffic volume data presented in Figure CI-2. The operation of SR 126 was calculated using the methods outlined in the Highway Capacity Manual.[1] This methodology shows that the freeway segments of SR 126 in the City currently operate in the LOS B range.

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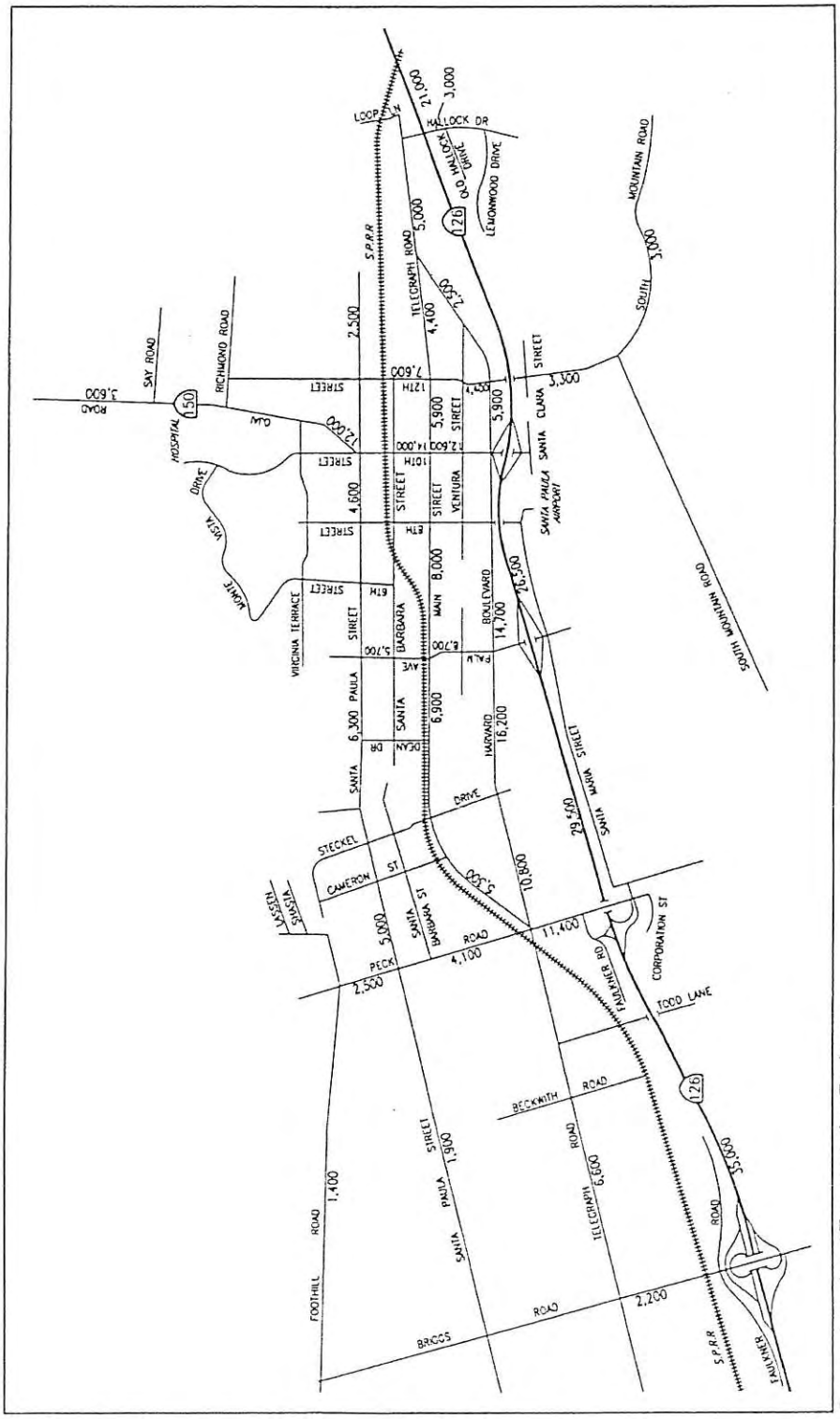
1 Highway Capacity Manual, Transportation Research Board, National Research Council, 1994.

CI-2 Existing Average Daily Traffic Volumes




Source: Associated Transportation Engineers

Figure CI-2

**Existing Average Daily Traffic Volume**

CI-7

The operations of the arterial streets within the City, including SR 150, were analyzed based on engineering design capacities for each road type (design capacities are summarized in the Technical Appendix for reference). Based on these capacities, it was determined that the City's arterial streets currently operate at LOS C or better.

## D. Intersection Operations

Because traffic flow on the City's street network is most restricted at intersections, evaluations of existing and future traffic volumes must consider the operating conditions of key intersections during peak travel periods. The level of service grading system presented in Table CI-2 is also used to rate intersection operations. Analysis of the City's key intersections connecting the highway, arterial and major collectors streets in the system found conditions to be in the LOS A-B range, which represent good operations. The SR 126 interchange at 10th Street operates at LOS C during the peak hour period, which is considered acceptable. A table summarizing the existing levels of service for the key City intersections is presented in the Technical Appendix. As shown in the table, the following intersections would be significantly impacted by buildout under the General Plan:

- *Briggs Road/Telegraph Road - LOS F*
- *Peck Road/Santa Paula Street - LOS D*
- *Peck Road/Main Street-Telegraph Road-Harvard Boulevard - LOS F*
- *Peck Road/SR 126 EB Ramps - LOS E*
- *Palm Avenue/SR 126 EB Ramps - LOS F*
- *10th Street/Harvard Boulevard - LOS E*
- *10th Street/SR 126 EB Ramps - LOS F*
- *Main Street/Harvard Boulevard - Telegraph Road - LOS F*

## E. Alternative Transportation Facilities

**Bicycle Facilities.** Class II bikeways (on-street bike lanes) are provided on Telegraph Road west of Peck Road, on Peck Road between Telegraph Road and Foothill Road, on Santa Paula Street between Peck Road and 10th Street, on Palm Avenue between Santa Paula Street and Santa Maria Street, and on Santa Maria Street between Steckel Drive and 8th Street. A Class I bikeway (separated from the roadway) is provided on Cemetery Road south of Santa Paula Street. Ojai Road north of SR 126 and SR 126 east of town are regional state routes with bicycle use permitted.

**Pedestrian Facilities.** The majority of the City's arterial, collector and local streets include sidewalks for pedestrian use. Pedestrian crosswalks are also present at many of the City's arterial and collector road intersections.

**Transit.** Transit is provided in the City by the VISTA dial-a-ride service. This door-to-door service has experienced substantial growth since its inception. The City is also served by the VISTA commuter express bus service. The main transit facility serving the downtown area is presently located on Ventura Street across from City Hall and adjacent to Veterans Memorial Park.

**Rail.** The Southern Pacific Railroad serves the Santa Paula area with freight service. At the present time, only one train a day uses the tracks. The railroad serves the Weyerhauser plant and other industrial and commercial uses in the City.

**Airport.** The Santa Paula Airport is a privately operated general aviation facility, which currently handles approximately 70,000 operations (takeoffs or landings) per year. The official runway length is 2,393 feet and the airport does not have control tower facilities. The airport is generally used between the hours of dawn and dusk, since the field is not equipped with night flying facilities.

## F. Constraints

As traffic volumes increase in Santa Paula and the surrounding area, there will be pressure to increase roadway capacities. In some cases, existing rights-of-way are insufficient to permit widening, and either additional right-of-way must be obtained, or where possible, alternative traffic engineering solutions should be implemented. Additional right-of-way would be available as vacant properties develop, but there is no guarantee that the timing of development will coincide with need for additional roadway capacity. In some cases, property is already developed adjacent to roadways where widening is anticipated. While in some cases, a series of interim and permanent special solutions will be required, it may be necessary to acquire developed property to adequately resolve capacity problems. As the City population and economic activities increase in the future, the demand for alternative mode facilities will also increase. Provision of adequate area required for alternative mode facilities (bikelanes, sidewalks, bus stops, etc.) may also require additional right-of-way.

In addition to the right-of-way constraints associated with the developed portions of the City, annexation and buildout of the expansion areas identified in the Land Use Element will require extensions of the City's existing circulation network and construction of new roadway segments. These new connections will be constrained by topography in the canyon areas north of the City, and will require bridge crossings of several creeks/rivers.

# III. FUTURE CIRCULATION SYSTEM

## A. Relationship to the Land Use Element

The Circulation Element outlines the transportation network required to support development proposed under the City's Land Use Element. Transportation facilities and their location and accessibility have been, and will continue to be, a major influence in shaping the development pattern within Santa Paula. In addition to their primary purpose as carriers of people and goods, the City's roadway network influences the development pattern of the City by controlling the location of housing, employment, commercial, and recreational activities. The economic viability of each land use is dependent upon acceptable levels of circulation and access. An inadequate circulation system causes congestion, resulting in losses of time and economic productivity.

## B. The Circulation Plan

The Circulation Plan presents the circulation system improvements which have been developed to guide Santa Paula's long-range planning and programming. The intent of the Circulation Plan is to preserve a corridor unobstructed by any permanent structure for future road right-of-way for each roadway link shown on the Circulation Plan Map. The plan has two primary components. First, a map graphically depicts the approximate location and ultimate right-of-way dimension of streets and highways. The future system includes improvements to existing roadways as well as new roadway extensions required to serve the expansion areas. Second, each cross section is displayed along with a brief description of its functional characteristics. The map and cross sections are intended to assure that a permanent, efficient circulation network will be created to meet the needs of the planning area.

**Circulation Plan Map.** The Circulation Plan Map, shown in Figure CI-3, establishes the basic circulation system for the City. Roadway classifications are identified on the map, and the major roadway alignments are defined. These alignments will give direction for right-of-way dedications and future roadway development. These designations may also influence future land uses, and are coordinated with the land use designations identified in the Land Use Element.

The proposed plan illustrates the schematic alignment of roads in presently undeveloped areas, even where the current land use plan indicates agricultural uses. These schematic alignments are intended to show the desired circulation system should these areas be allowed to develop. It is not the intent of the Circulation Element to require the construction of these roads unless such development occurs. Therefore, showing of these schematic alignments on the plan should not be construed as encouraging development of this area, but only as an indication of the road system linkages should such development occur.

**Roadway Cross Sections.** The roadway cross sections presented in this section (see Figures CI-4A, -4B and -4C) define the general right-of-way width and configuration for each street type proposed within the City. The cross sections designated in the Circulation Element will generally be required as new development occurs adjacent to the roadway segments.

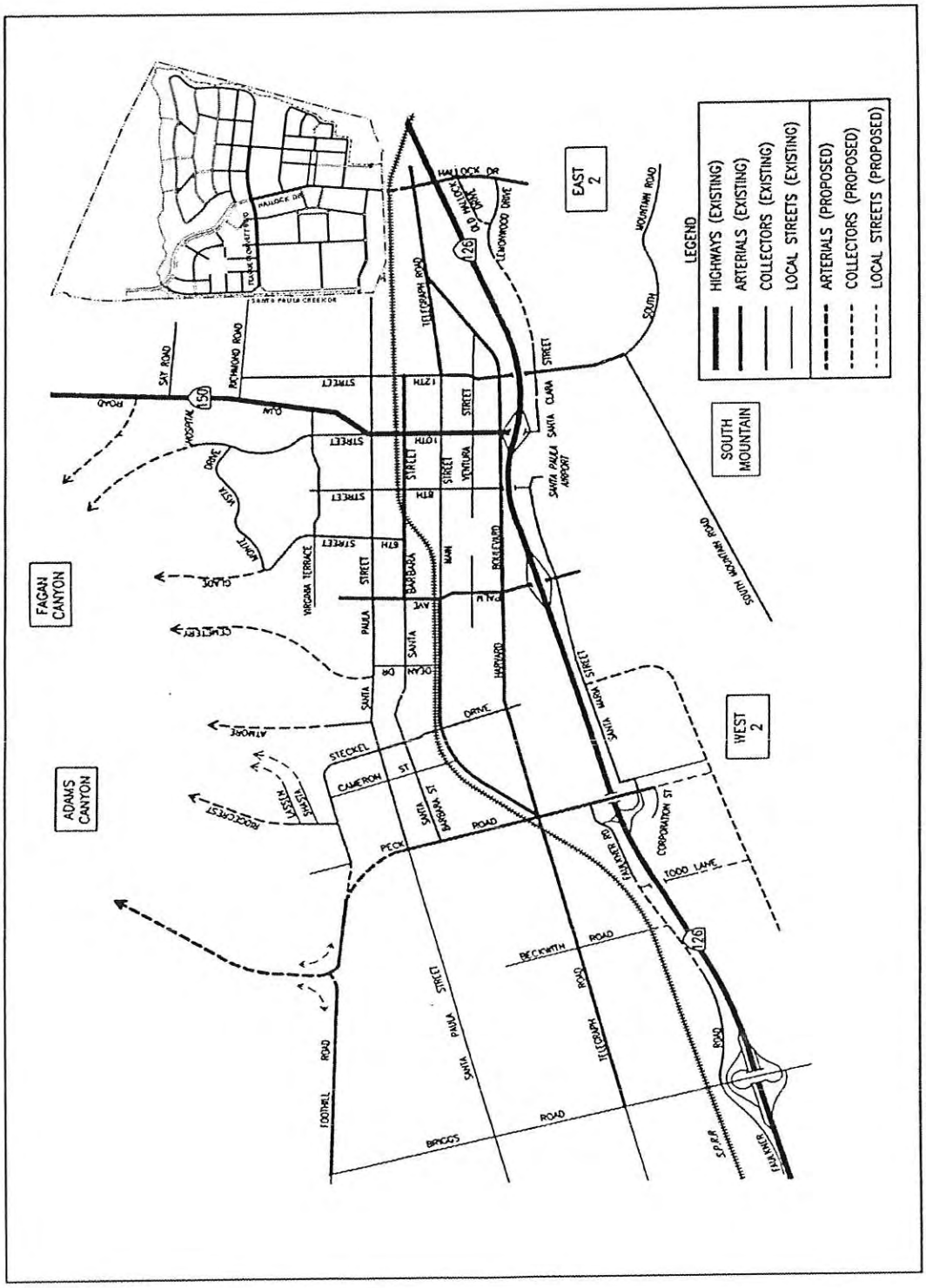



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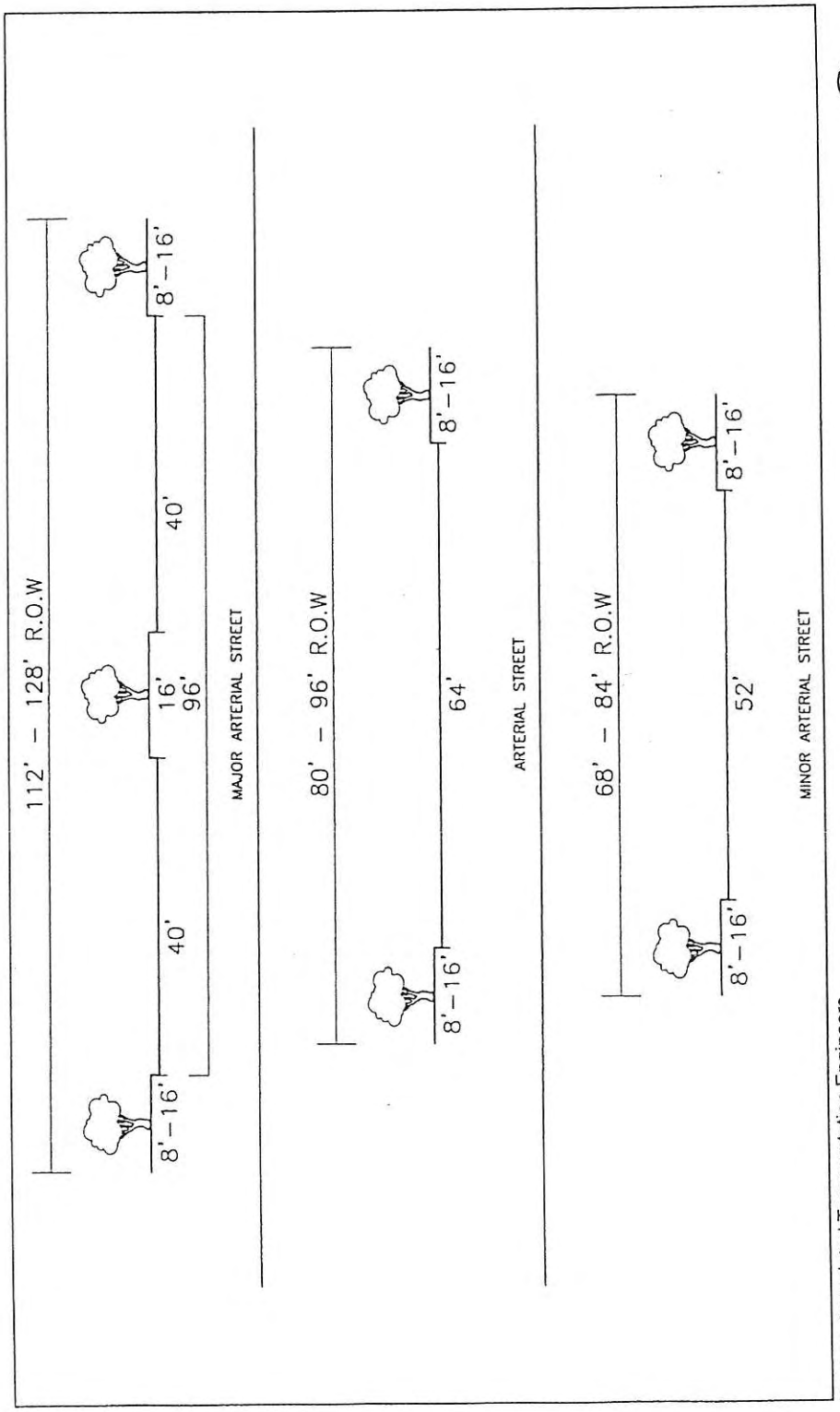
Figure CI-3

Source: Associated Transportation Engineers

Circulation Plan Map

CI-11

## CI-4A Arterial Street Cross-Sections




Source: Associated Transportation Engineers

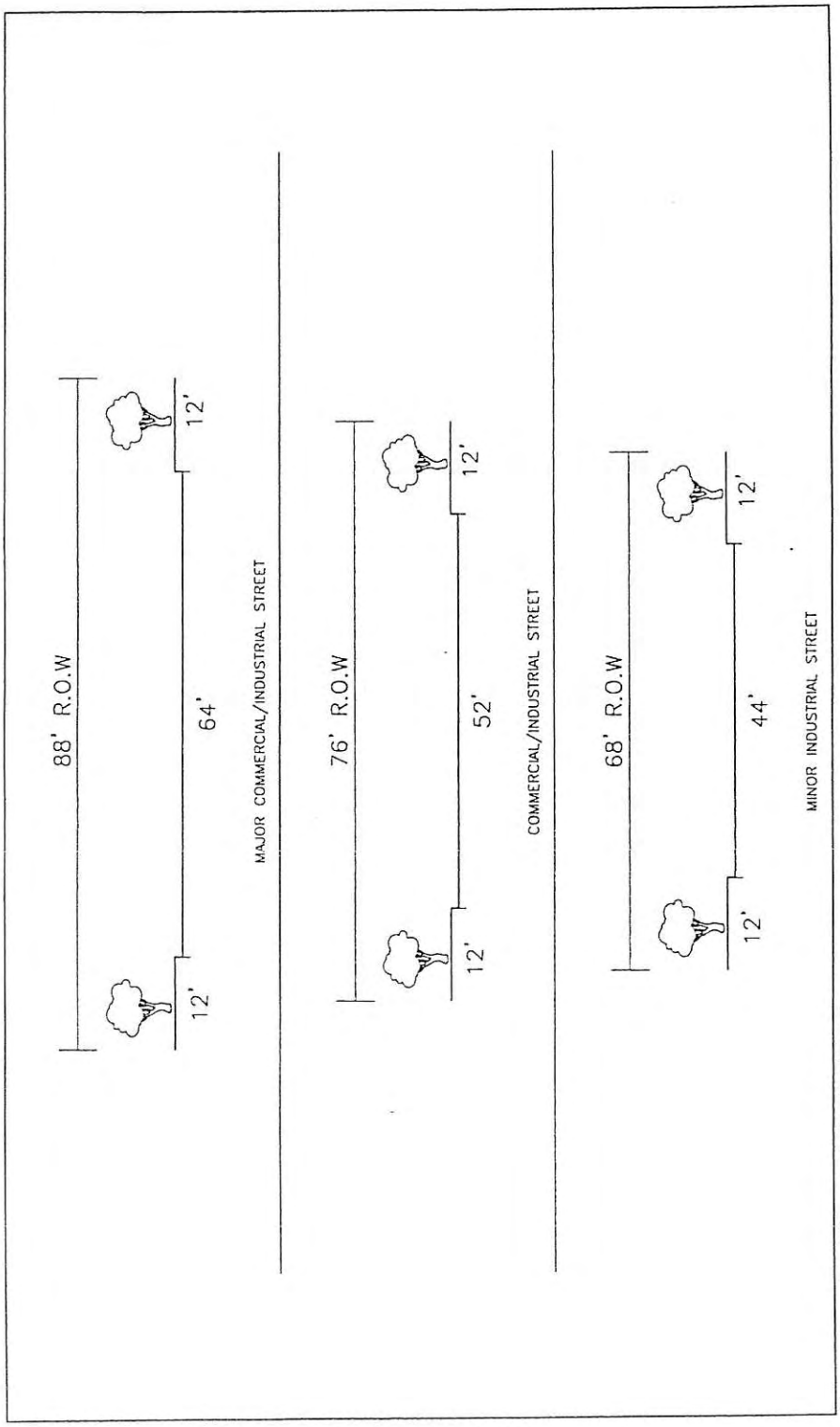
NORTH

Figure CI-4A

**Arterial Street Cross Sections**

CI-12

## CI-4B Commercial/Industrial Street Cross-Sections




Source: Associated Transportation Engineers

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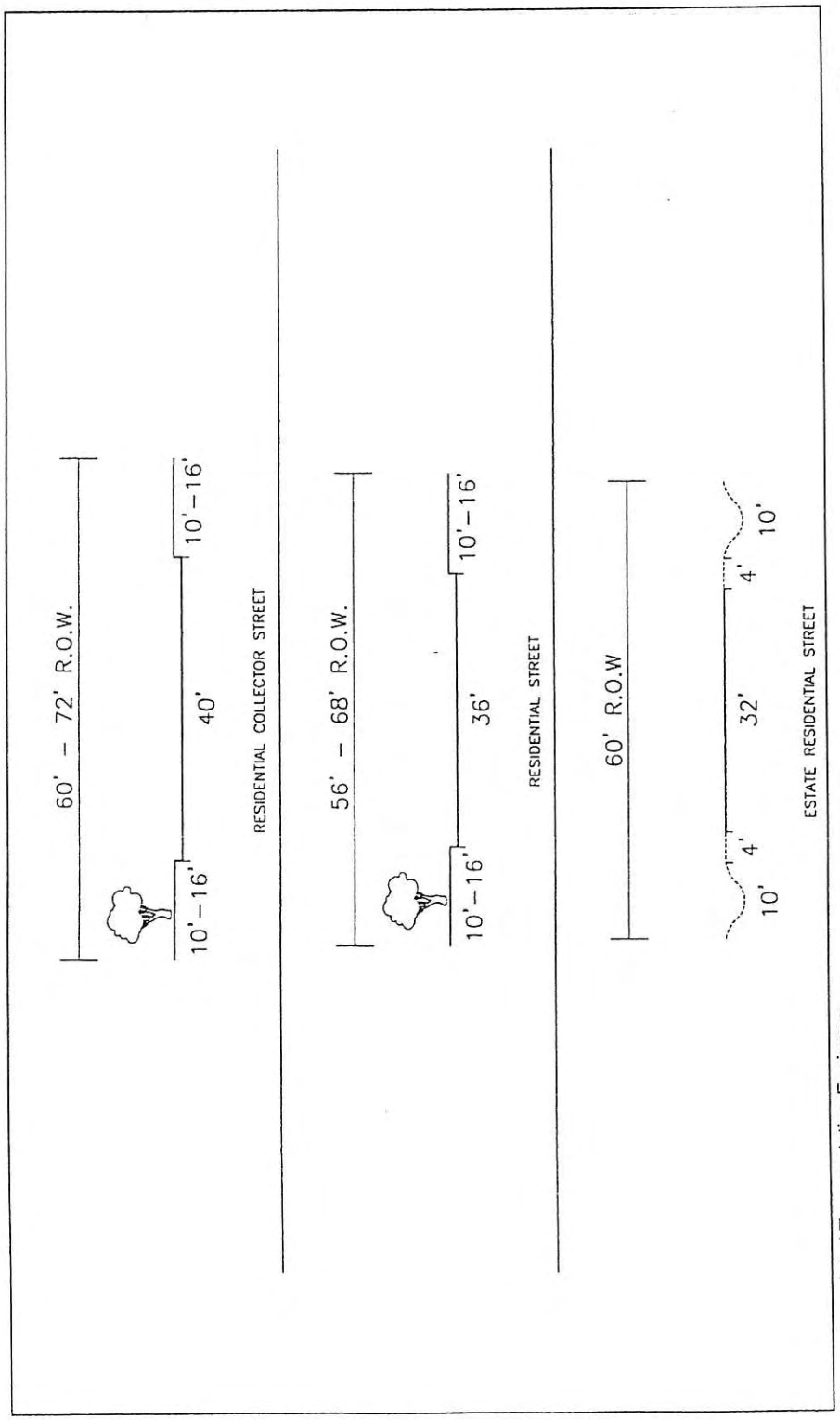
Figure CI-4B

**Commercial/Industrial Street Cross Sections**

CI-13

## CI-4C Residential Street Cross-Sections




Source: Associated Transportation Engineers

NORTH

Figure CI-4C

**Local Street Cross Sections**

CI-14

Figures CI-4A, -4B, and -4C show the cross sections for the Arterials, Commercial/Industrial, and Residential street types envisioned for the City's expansion areas. The following text describes the functional characteristics of each of the street sections included in the Circulation Element.

Arterials

- *Major Arterial - Divided (4-6 Lanes, 96' curb-to-curb, 112' to 128' ROW).*

  Functional Characteristics. These arterials carry the heaviest local traffic through the planning area. Access would be limited on these routes to permit efficient, high volume traffic circulation. These routes would have raised medians, and could accommodate between 4 and 6 lanes of traffic and bike lanes. Turn channelization will also be provided at intersections. The sidewalk/parkway area would range between 8 to 16 feet on each side of the roadway. Access to adjacent property may be limited.

- *Major Arterial - Undivided (4 Lanes, 88' curb-to-curb, 104' to 120' ROW).*

  Functional Characteristics. These arterials are also designed to carry heavy traffic volumes, with limited land use access along the routes to permit efficient traffic circulation. These routes would be undivided (no median), and could accommodate 4 lanes of traffic with bike lanes and parking. Turn channelization will also be provided at intersections. The sidewalk/parkway area would range between 8 to 16 feet on each side of the roadway.

- *Arterial (2-4 Lanes, 64' curb-to-curb, 80' ROW).*

  Functional Characteristics. These arterials provide for both through traffic across the City as well as access to adjacent land uses. These routes would be undivided and could accommodate 4 lanes with bike lanes or parking, or 2 lanes with both bike lanes and parking. Left turn channelization is typically provided at major intersections. The sidewalk/parkway area would include 12 feet on each side of the roadway. Individual residential lot access is usually restricted from these roads, while commercial and/or industrial access is allowed at selected locations.

- *Minor Arterial (2 Lanes, 52' curb-to-curb, 76' ROW).*

  Functional Characteristics. Minor arterials represent the smallest of the arterial street classifications. These roadways provide for both through traffic across the City as well as good access to adjacent land uses. Minor arterials could accommodate 2 travel lanes with bike lanes and parking. Left-turn channelization is typically provided at major intersections. The sidewalk/parkway area would include 12 feet on each side of the roadway. Access to adjacent land uses is generally allowed at selected locations.

Commercial/Industrial Streets

- *Major Commercial/Industrial Street (2-4 Lanes, 64' curb-to-curb, 80' ROW).*

  Functional Characteristics. Major Commercial/Industrial streets are designed for heavier commercial/industrial traffic and allow for vehicular access to adjacent land uses. These routes would be undivided and could accommodate 4 lanes with bike lanes or parking, or 2 lanes with both bike lanes and parking. The sidewalk/parkway area would include 12 feet on each side of the roadway.

- *Commercial/Industrial Street (2 Lanes, 52' curb-to-curb, 76' ROW).*

  Functional Characteristics. Commercial/Industrial streets are designed for industrial traffic and provide for access to adjacent land uses. Their width is sufficient to accommodate 2 lanes for traffic with parking. The sidewalk/parkway area would consist of 12 feet on each side of the roadway.

- *Minor Industrial Street (2 Lanes, 44' curb-to-curb, 68' ROW).*

  Functional Characteristics. Minor Industrial streets are designed to accommodate local industrial traffic. This classification is the minimum width considered adequate for industrial streets. The roadway width is sufficient to accommodate truck traffic, with on-street parking allowed. The sidewalk/parkway area would consist of 12 feet on each side of the roadway.

Residential Streets

- *Residential Collector Street (2 Lanes, 40' curb-to-curb, 60' to 72' ROW).*

  Functional Characteristics. Residential collector streets connect local streets to arterial streets. Several neighborhoods may be accessed by collector streets. This classification allows for 2 vehicle lanes and parking on each side of the street. Parking restrictions or widening may be required at intersections to provide for turn channelization and/or transit bus stops. The curb-to-curb street width may be reduced by 6 feet in certain areas if the City Engineer finds that reduced demands for on-street parking will allow for parking to be prohibited on one side of the roadway. The sidewalk/parkway area would typically include 16 feet on each side of the roadway, but may be reduced to 10' in certain areas. In hillside areas, the sidewalk/parkway area would consist of 8 feet on one side and 3 feet on the other side of the roadway.

- *Residential Street (2 Lanes, 36' curb-to-curb, 56' to 68' ROW).*

  Functional Characteristics. Residential streets are designed to serve individual subdivisions and neighborhoods within residential areas. They are not appropriate for use in non-residential areas, due to their lack of adequate width for parking and travel lanes, particularly in areas with truck activity. The curb-

to-curb street width may be reduced by 6 feet in certain areas if the City Engineer finds that reduced demands for on-street parking will allow for parking to be prohibited on one side of the roadway. The sidewalk/parkway area would typically include 16 feet on each side of the roadway, but may be reduced to 10 feet in certain areas. In hillside areas, the sidewalk/parkway area would consist of 8 feet on one side and 3 feet on the other side of the roadway.

- *Estate Residential Street (2 Lanes, 32' curb-to-curb, 40' ROW).*

  Functional Characteristics. Estate Residential streets are designed to serve rural residential developments with low densities and minimal traffic volumes. These roadways would consist of 2 travel lanes with gravel shoulders. The parkway area would include 10 feet on each side. No sidewalks would be provided.

## C. Development Potential

**Trip Generation.** New trips will be generated by buildout of existing vacant and undeveloped parcels located within the current City limits as well as development of the land uses envisioned for the expansion areas. As shown in Table CI-3, this level of development would generate a total of 98,167 ADT. A worksheet showing the detailed trip generation calculations for the various land uses proposed in each area is included in the Technical Appendix.

**Roadway Volumes.** Figure CI-5 shows the buildout (Year 2020) ADT forecasts for the City's primary system of highways, arterial and collector streets. Table CI-4 lists the existing and buildout ADT volumes for the major components of the City's street network for comparison.

The buildout projections illustrated in Figure CI-5 indicate that volumes on the segments of SR 126 adjacent to the City would increase to approximately 70,000 ADT, while the volumes on the undivided highway segment east of the City would increase to 26,000 ADT. Volumes on the segment of SR 150 in the downtown area adjacent to Main Street are expected to increase to as much as 19,000 ADT, while volumes on the segments north of Santa Paula Street would increase to between 7,000 ADT and 14,500 ADT.

Harvard Boulevard, the City's main east-west arterial, is expected to carry approximately 25,300 ADT between Steckel Drive and Palm Avenue, and 19,200 ADT between Palm Avenue and 10th Street. Other roads within the center of the City, such as Main Street, Palm Avenue, and Santa Paula Street, are forecast to carry 10,400 ADT, 11,700 ADT and 12,100 ADT, respectively. Peck Road is forecast to carry between 13,000 ADT and 20,400 ADT. Towards the northwestern corner of the City, Foothill Road is forecast to increase to 10,000 ADT.

As a result of the development of the expansion areas located along the perimeter of the City, several new roadways will be constructed. The future roadway providing access to Adams Canyon is forecast to carry 21,800 ADT. The extension of Peck Road south of the SR 126 interchange is expected to carry 9,800 ADT as a result of development in the southern portion

## Table CI-3. Trip Generation – Development Potential

| Development Area/Land Use | Size | Average Daily Trips | Peak Hour Trips |
|---|---|---|---|
| **EXISTING CITY AREAS** | | | |
| Single Family Residence | 207 Units | 1,977 | 178 |
| Neighborhood Commercial | 228,690 SF | 6,508 | 123 |
| Industrial | 1,154,340 SF | 4,894 | 681 |
| Subtotal | | 13,379 | 982 |
| **WEST 2** | | | |
| Research & Development | 1,905,750 SF | 8,080 | 1,124 |
| Industrial | 740,520 SF | 3,140 | 437 |
| Subtotal | | 11,220 | 1,561 |
| **EAST 1** | | | |
| Single Family Residence | 873 Units | 8,355 | 1,537 |
| Condominium | 268 Units | 1,570 | 257 |
| Apartment | 289 Units | 1,942 | 326 |
| Live/Work | 70 Units | 470 | 79 |
| Assisted Living | 150 Beds | 399 | 54 |
| Office | 123,00 SF | 1,354 | 374 |
| Shopping Center | 75,000 | 3,221 | 358 |
| Commercial | 12,000 | 515 | 57 |
| Civic Facilities | 65,000 SF | 4,480 | 461 |
| Light Industrial | 15,000 SF | 1,046 | 285 |
| Elementary School | 35,400 SF | 513 | 277 |
| High School | 110,400 SF | 1,423 | 455 |
| Community College | 165,00 SF | 4,536 | 912 |
| Open Space - Park | 12 | 27 | 1 |
| Open Space | 209.2 Acres | 477 | 14 |
| Subtotal | | 30,328 | 5,437 |
| **EAST 2** | | | |
| Highway Commercial | 544,500 SF | 35,381 | 3,133 |
| Research & Development | 718,740 SF | 3,047 | 424 |
| Industrial | 337,590 SF | 1,431 | 199 |
| Subtotal | | 39,859 | 3,756 |
| **ADAMS CANYON** | | | |
| Single Family Residence | 1,980 Units | 16,073 | 1,700 |
| Condominium | 180 Units | 897 | 84 |
| Apartment | 90 Units | 526 | 48 |
| Neighborhood Commercial | 152,460 SF | 930 | 84 |
| School | 25 Acres | 225 | 11 |
| Park | 34 Acres | 26 | 2 |
| Hotel | 230 Units | 2,001 | 175 |
| Golf Course | 36 Holes | 1,150 | 103 |
| Subtotal | | 21,828 | 2,207 |
| **FAGAN CANYON** | | | |
| Single Family Residence | 450 Units | 3,868 | 409 |
| Neighborhood Commercial | 76,230 SF | 465 | 42 |
| Park | 7 Acres | 5 | 1 |
| Subtotal | | 4,338 | 452 |
| **SOUTH MOUNTAIN** | | | |
| Passive Recreation / 6 soccer fields | 15 acres | NA | NA |
| **Total** | | **98,167** | **9,730** |

**Figure CI-5.** Buildout Average Daily Traffic Volumes

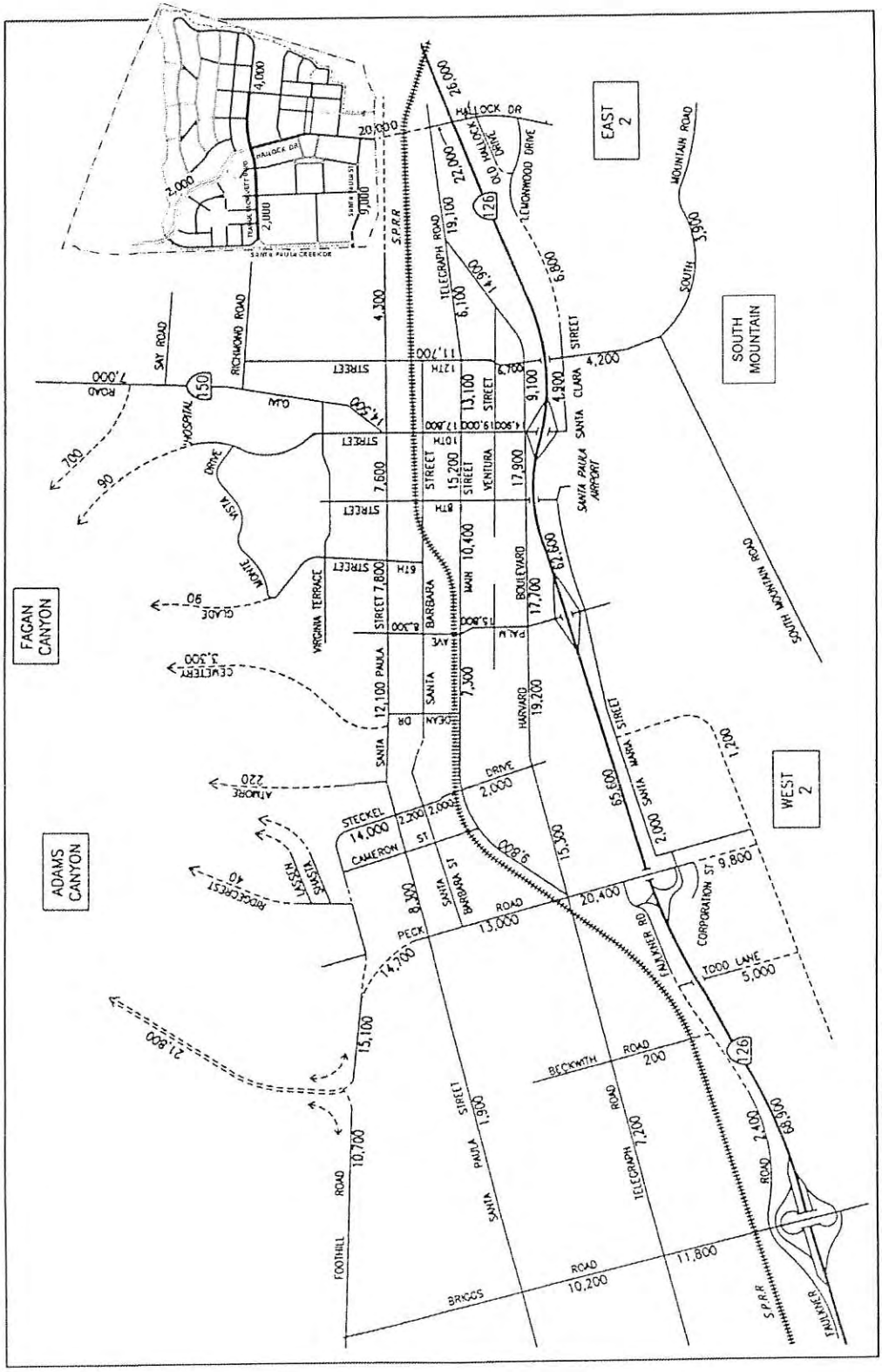


Table CI-4. Roadway Traffic Volumes

| Facility | Average Daily Traffic | |
|---|---|---|
| | Existing | General Plan Buildout |
| SR 150 | | |
| n/o Say Road | 3,600 | 7,000 |
| n/o Santa Paula | 12,000 | 14,500 |
| n/o Main Street | 14,000 | 17,800 |
| s/o Main Street | 12,600 | 19,000 |
| SR 126 | | |
| w/o Peck Road | 35,000 | 68,900 |
| w/o SR 150 | 26,500 | 62,600 |
| e/o Hallock Drive | 21,000 | 26,000 |
| Peck Road | | |
| n/o Telegraph Road | 4,100 | 13,000 |
| s/o Telegraph Road | 11,400 | 20,400 |
| Palm Avenue s/o Main Street | 8,700 | 15,800 |
| 12th Street | | |
| n/o Main Street | 7,600 | 11,700 |
| s/o Ventura Street | 4,400 | 6,700 |
| Main Street | | |
| w/o Palm Avenue | 6,900 | 7,300 |
| w/o 8th Street | 8,000 | 10,400 |
| Telegraph Road w/o Beckwith Road | 6,600 | 7,200 |
| Harvard Boulevard | | |
| w/o Steckel Drive | 10,800 | 15,300 |
| w/o Palm Avenue | 16,200 | 19,200 |
| w/o 8th Street | 14,700 | 17,700 |
| e/o Ventura Street | 2,500 | 14,900 |
| Foothill Road w/o Adams Canyon | 1,400 | 10,000 |
| Santa Paula Street | | |
| w/o Palm Avenue | 6,300 | 12,100 |
| w/o SR 150 | 4,600 | 7,600 |
| e/o 12th Street | 2,500 | 4,300 |

of the City. Also, the extension of Faulkner Road, west of the KMART shopping center is forecast to carry 2,400 ADT. On the east end of the City, the section of Hallock Drive north of SR 126, is forecast to carry 22,000 ADT, while the section south of SR 126 is forecast to carry 15,700 ADT.

In order to accommodate these volumes, improvements to the City's existing circulation system will be required, as well as new roadway network extensions. These are discussed in the following section.

## D. Circulation Network Improvements

Several improvements will be required to complete the City's existing circulation system and provide for future access to the proposed expansion areas. As detailed below, these improvements include roadway widenings, completion of missing roadway links, roadway re-classifications, and roadway closures. These are summarized in Table CI-5 below, with Table CI-6 providing a comparison of the existing and future rights-of-way and street widths for the existing City street segments which are recommended to be widened. Circulation system improvements, as summarized in Table CI-5, are illustrated in Figure CI-6.

**Table CI-5. Roadway Modifications Needed at Buildout**

| Recommended Improvement | Affected Roadway |
|---|---|
| Roadway Widening | SR 150 (Ojai Road)<br>Santa Paula Street<br>Harvard Boulevard/Telegraph Road<br>Peck Road<br>Foothill Road |
| Roadway Gap Closures | Santa Barbara Street<br>Foothill Road<br>Santa Cruz Street<br>Santa Clara Street |
| Roadway Reclassifications | Main Street (between 7th and 12th) |
| Roadway Closures | Mill Street (between Santa Barbara and Railroad)<br>9th Street (between Santa Barbara and Railroad)<br>Ventura Street (between Mill and 10th Street) |
| Improvements for Expansion Areas | New connection to SR 126 (East 1)<br>Northerly extension of Hallock Drive (East 1)<br>Easterly extension of Santa Paula St (East 1)<br>Westerly extension of Lemonwood Dr (East 1)<br>Southerly extension of Peck Road (West 2)<br>Westerly extension of Faulkner Road (West 2)<br>Southerly extension of Todd Lane (West 2)<br>New connection to Foothill Road (Adams Cyn)<br>Various collector extensions (Fagan Cyn)<br>New connection to SR 150 (Fagan Cyn) |

**Roadway Widenings.** Several of the City's streets are of substandard width or experience varied sections (rights-of-way and widths) along their length. In order to provide a more consistent roadway network, the following street widenings have been included in the Circulation Element.

SR 150 (Ojai Road). The two-lane segment of SR 150 north of Santa Paula Street varies in width and does not contain curb, gutter and sidewalk in some areas. The existing right-of-way along this roadway is predominantly 60 feet wide, with a pavement width of approximately 40 feet. The General Plan buildout traffic volumes forecast for this roadway indicate that it would operate acceptably with a ±50-52-foot curb-to-curb width on a 60 to 72-foot right-of-way (2 travel lanes, left-turn lanes, and parking).

**Table CI-6. Roadway Right-of-Way and Widening Data**

| Roadway Segment | Existing Width | | Recommended Width | |
|---|---|---|---|---|
| | ROW | C-C | ROW | C-C |
| SR 150 (Ojai Road | | | | |
| North | 60-72 ft | 40-52 ft | 70-72 ft | 52 ft |
| South | 60 ft | 40 ft | 60 ft | 50 ft |
| Santa Paula Street | 60-72 ft | 36-50 ft | 60-72 ft | 50 ft |
| Harvard Blvd-Telegraph Rd | | | | |
| Western Area | 100 ft | 80 ft | 100 ft | 80 ft |
| e/o Santa Paula Creek | 60-100 ft | 60-80 ft | 108 ft | 88 ft |
| 8th Street to 12th Street | 60-80 ft | 46-68 ft | 80 ft | 66-68 ft |
| Peck Road | | | | |
| Harvard to Foothill | 60-72 ft | 50-60 ft | 81-83 ft | 64-70 ft |

In the northern areas (from Oakdale Place north), several 12-foot widenings have been completed on the west side. Completion of the west side widenings would therefore be appropriate to achieve the revised 52-foot section in this area. The east side would be completed (curb, gutter, sidewalk) within the existing right-of-way. South of Oakdale Place, west side widenings could continue south to Say Road, but any widening further south of this point on either the west side or east side would be very disruptive to adjacent properties and very expensive. This lower section would be widened within the existing 60-foot right-of-way to provide 50 feet of pavement. The suggested sections through these two areas are:

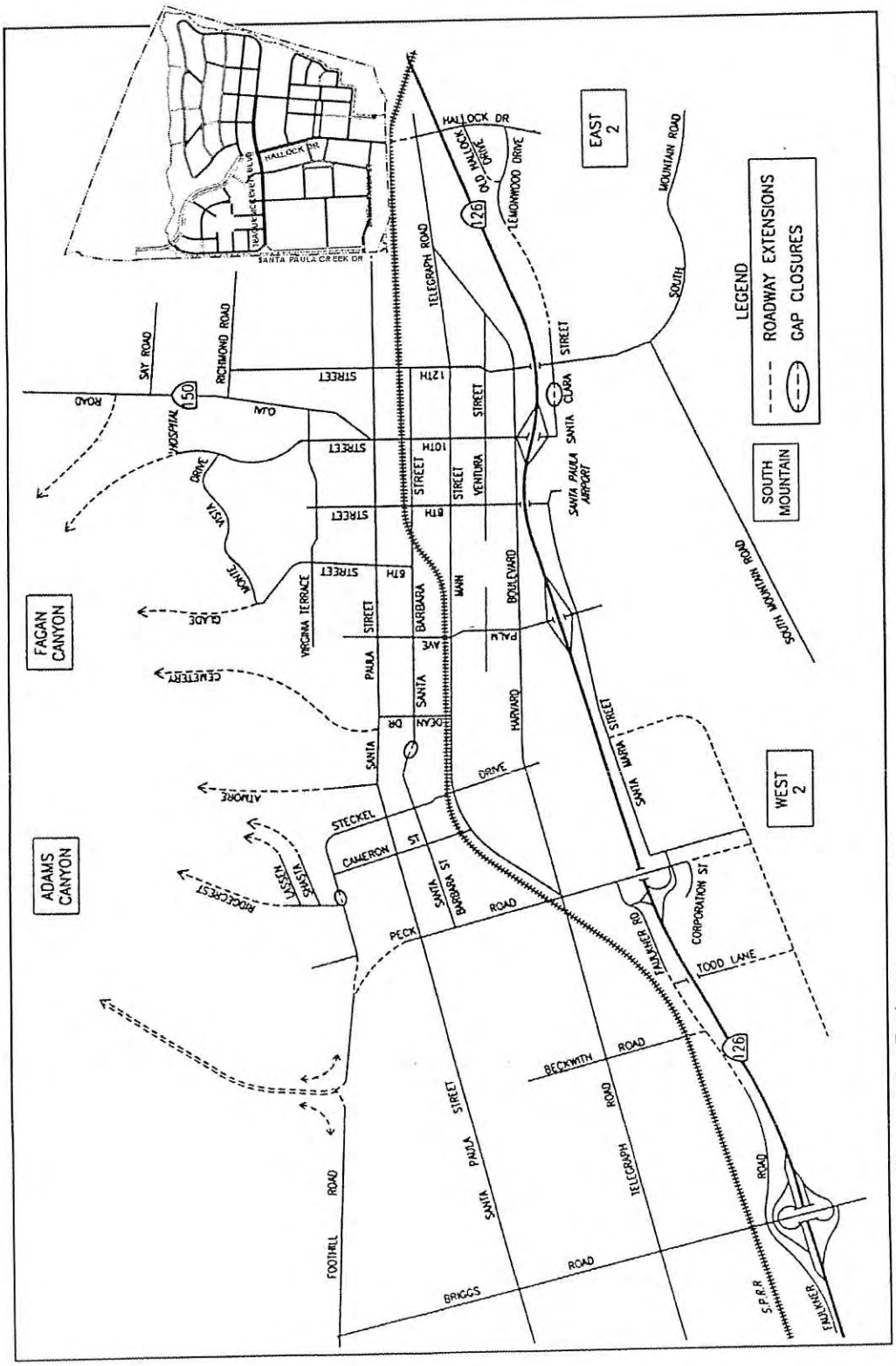
- *North: 10-foot sidewalk/parkway, 52-foot pavement, 10-foot sidewalk/parkway.*
- *South: 5-foot sidewalk/parkway, 50-foot pavement, 5-foot sidewalk/parkway.*

Santa Paula Street. The segments of Santa Paula Street between SR 150 and 12th Street, and from Citrus Street to Grant Line Street, would require widening to match the existing fully-improved section and to accommodate traffic increases generated by General Plan buildout. In general, Santa Paula Street is constructed as a two-lane street approximately 50 feet wide with parking and bicycle lanes. A small section of 12-foot widening remains to be completed on the south side of Santa Paula Street near 14th Street. Between 10th Street and 12th Street, however, the right-of-way is only 60 feet wide. The north property line aligns with adjacent street sections but the south line does not. The existing pavement width is only 36 feet.

The preferred improvement strategy for Santa Paula Street is to widen the substandard sections to ±50 feet within the existing 60-foot right-of-way. This would be the least costly method of widening, but it would be somewhat out of character with the other sections to the west given the reduced parkway widths.

Harvard Boulevard/Telegraph Road. The westerly segments of Telegraph Road and Harvard Boulevard are generally developed with an 80-foot street section within a 100-foot right-of-way. This is the recommended section between Peck Road to the western City limits.

Figure CI-6. Circulation Element Improvements




Source: Associated Transportation Engineers

Figure CI-6

Circulation Element Improvements

Telegraph Road east of Santa Paula Creek has segments of 100 feet and 60 feet right-of-way. The 88-foot major arterial street (within a 108-foot right-of-way) is recommended for this section. The Santa Paula Creek bridge is four lanes wide. No widening is needed at this structure. A short distance to the west, at Main Street, a small segment remains to be widened to the 80-foot street width found elsewhere on Harvard Boulevard.

The most difficult segment of Harvard Boulevard to deal with is the section between 8th Street and 12th Street, where the freeway has prevented the 20-foot widening on the south side. West of 12th Street there is a 68-foot street width in an 80-foot right-of-way with only 2 feet between the curb and the retaining wall on the south side. East of 12th Street, the 20-foot northerly widening has not been accomplished, making the street width only 46 feet. A 20-foot dedication and widening is needed through this section. This will be costly due to its impacts on adjacent properties.

Peck Road. Widening Peck Road from Harvard Boulevard to Foothill Road to four-lanes should be completed in order to accommodate future buildout volumes. The right-of-way on Peck Road is generally 70-72 feet wide, with two sections only 60 feet wide. Given the future development proposed for Adams Canyon, Peck Road will need to be improved to Major Arterial or, at the very least, Arterial standards.

For the northern section of Peck Road (north of Fillmore Street), the recommended section would include 70 feet of pavement on 82-83 feet of right-of-way. This would accommodate 4 travel lanes with left-turn channelization, bike lanes and no parking. For the segment of Peck Road south of Fillmore Street, the recommended section would include 64 feet of pavement on 81 feet of right-of-way. This would accommodate 4 travel lanes with bike lanes and parking on the west side of Peck Road. The west side of Peck Road north of Fillmore Street and the south side of Foothill Road do not need sidewalk and parking because of the adjacent agriculture uses. Only a few feet of right-of-way is needed behind the curb.

**Roadway Gap Closures.** Several of the City's streets are discontinuous, with gaps between roadway sections. The existing roadway network should be completed in order to facilitate traffic movement locally, and to accommodate General Plan buildout traffic volumes. The following roadway links, included in the Circulation Element of the proposed General Plan, would serve to mitigate potential transportation and circulation impacts.

Santa Barbara Street. The missing segment of Santa Barbara Street adjacent to Cemetery Road should be completed in order to complete this collector and to provide adequate circulation in the western area of the City. This link will require construction of a bridge over the Fagan Canyon Creek.

Foothill Road. The missing segment of Foothill Road between Ridgecrest Drive and Hardison Street should be completed in order to complete this collector and provide adequate circulation in the western area of the City. This connection will allow Steckel Road to connect to the westerly section of Foothill Road.

Santa Cruz Street. The missing segment of Santa Cruz Street adjacent to Fagan Barranca should be completed in order to complete this local street and to provide adequate circulation in this area of the City.

Santa Clara Street. The missing segment of Santa Clara Street between 11th and Oak Streets should be completed in order to complete this local street and to provide adequate circulation in this area of the City.

**Roadway Re-Classifications.** The following roadway would be reclassified:

Main Street. The City is currently in the process of redesigning Main Street in the downtown area to convert the exiting four-lane roadway between 7th Street and 12th Street to a two-lane section with angled parking. As a result of this street modification, this portion of Main Street will function as a Major Commercial/Industrial collector street rather than a four-lane Arterial street.

**Roadway Closures.** The following roadways would be closed:

Mill Street and 9th Street. As outlined in the City's Downtown Improvement Project, Mill Street and 9th Street are being considered for closure across the railroad right-of-way between Santa Barbara Street and Railroad Avenue. Removing these street segments would allow the railroad right-of-way to be developed as a continuous linear park between 8th Street and 10th Street.

Mill Street and 9th Street are both classified as Local Streets in the vicinity of the railroad right-of-way. These streets are low-volume north-south streets, which connect the downtown area with the residential areas north of the railroad tracks. South of Main Street, Mill Street carries substantially higher traffic volumes and is an important link between Harvard Boulevard and Main Street.

The proposed street closures would cause through traffic currently using Mill Street and 9th Street north of the downtown area to use 8th Street or 10th Street to cross the railroad tracks. Since the street system in this area of Santa Paula is a grid, these diversions would be accommodated without any significant increase in trip length or travel time. The proposed street closures would not cause any significant change in the levels of service at critical intersections in the vicinity of the closures, which are currently operating at very good levels of service.

Ventura Street. Included in the Downtown Improvement Project is the proposed closure of Ventura Street between Mill Street and 10th Street. Closing this segment of the street would allow Veterans Memorial Park on the north side of the street to be joined with the City Hall site on the south side of the street. Ventura Street is divided into two segments. The easterly segment extends from Harvard Boulevard on the east to 7th Street on the west. The westerly segment extends from 4th Street on the east and Marin Road on the west. The segment of Ventura Street between Harvard Boulevard and 8th Street is classified as a Collector Street and other segments are classified as Local Streets.

Ventura Street carries very low traffic volumes on the one-block segment proposed for closure and on the blocks east and west of 10th Street and Mill Street. Because of the low traffic volumes and the numerous alternate routes, which are available to motorists, the proposed street closure would not significantly affect traffic circulation in the area. The 10th Street/Harvard Boulevard intersection is currently operating at LOS B and the proposed closure and traffic diversion would not significantly change this level of operation. Other intersections in the vicinity of the closure are also operating at very good levels of service and would continue to do so if the closure is implemented.

**Intersection Improvements.** The following intersection improvements would be required to accommodate buildout under the General Plan. Table CI-7 summarizes the discussion. The technical appendix shows the post-mitigation levels of service for each intersection.

**Table CI-7. Required Intersection Improvements**

| Recommended Improvement | Intersection |
|---|---|
| Intersection Signalization and/or Geometric Improvements | Briggs Rd/Telegraph Rd<br>Peck Rd/Santa Paula St<br>Peck Rd/Main St-Telegraph Rd- Harvard Blvd<br>Peck Rd/SR 126 EB Ramps<br>Palm Ave/SR 126 EB Ramps<br>10th St/Harvard Boulevard<br>10th St/SR 126 EB Ramps<br>Main St/Harvard Blvd - Telegraph Rd<br>Hallock Dr/SR 126<br>Peck Rd/Foothill Rd |
| New Intersections | New westbound access from SR 126 (East 1)<br>New eastbound access from SR 126 (East Gateway Specific Plan area)<br>New access connection to SR 150 (Fagan Cyn)<br>New access connection to Foothill Rd (Adams Cyn) |

Briggs Road/Telegraph Road. A signal would be required at this intersection to accommodate volumes generated in the Adams Canyon area. In addition to signalization, the northbound and southbound approaches would require widening to accommodate a left-turn lane. With these controls, the intersection would operate in the LOS B range with General Plan buildout volumes.

Peck Road/Santa Paula Street. Signalization would be required at this intersection to accommodate the buildout volumes. The Peck Road approaches would be widened to four lanes with left-turn channelization as part of the Peck Road corridor improvements. With these improvements, the intersection would operate in the LOS A range with General Plan buildout volumes.

Peck Road/Main Street-Telegraph Road-Harvard Boulevard. The northbound approach should be widened to accommodate a free right-turn lane from Peck Road to Harvard Boulevard. With this improvement, the intersection would operate in the LOS C range with General Plan buildout volumes.

Peck Road/SR 126 East Bound (EB) Ramps. Signalization is required at this intersection. In addition all approaches would require widening. The northbound and eastbound approaches both need dual left-turn lanes while the southbound and westbound approaches will accommodate buildout volumes with channelized right-turn lanes. This widening will require reconstruction of the SR 126 overcrossing structure. With these improvements, the intersection would operate in the LOS A range with General Plan buildout volumes.

Palm Avenue/SR 126 EB Ramps. This intersection would require signalization to maintain LOS B operations with buildout volumes. In addition, the southbound approach would require widening to accommodate a left-turn lane.

10th Street/Harvard Boulevard. In order to accommodate buildout volumes, the northbound, southbound, eastbound and westbound approaches would require widening. The City has planned for the widening of Harvard Boulevard in this area to four lane arterial standards. The modifications to the northbound and southbound approaches would need to be coordinated with modifications to the 10th Street/SR 126 interchange, as discussed below.

10th Street/SR 126 West Bound (WB) Ramps. The existing stop-sign control at this intersection would require signalization, which would need to be coordinated with the closely spaced intersection at 10th Street and Harvard Boulevard. The interchange would require widening including the undercrossing structure. Recommended modifications include widening the southbound approach to provide for a through lane and a right-turn lane and widening the northbound approach to provide two through lanes.

10th Street/SR 126 EB Ramps. This intersection would require signalization, and the interchange would require widening including the undercrossing structure. Recommended modifications include widening the southbound approach to provide a left-turn lane and a through lane and re-striping the eastbound approach to provide a left-turn and a shared left-right-turn lane. This would require two northbound lanes exiting the intersection.

Main Street/Harvard Boulevard - Telegraph Road. A signal would be needed at this intersection. The City has planned for the widening of Harvard Boulevard in this area to four lane arterial standards, which would provide for two through lanes on the eastbound and westbound approaches. The southbound approach will require widening to accommodate a left-turn lane.

Hallock Drive/SR 126. This intersection would require improvements to accommodate volumes generated by buildout of the East 1 and East 2 areas. The improvements include the addition of dual left-turn lanes on the both north and eastbound approaches, a right-turn lane on the southbound approach, and right-turn lanes on SR 126 on both east and westbound approaches.

Peck Road/Foothill Road. In conjunction with the development of the Adams Canyon area, the geometrics at this intersection will be modified to provide a sweeping curve from Peck Road to Foothill Road. This modification will encourage the use of Peck Road as the preferred route for traffic entering and exiting the Adams Canyon area.

**Improvements for Expansion Areas.** The extension of existing roadways and construction of new roadways will be required to serve the expansion areas identified in the Land Use Element. A discussion of the roadway improvements that would be required for each of the expansion areas is provided below (also see Figure CI-6).

East Area 1. Improvements to the SR 126/Hallock Drive intersection will be required to accommodate future developments in this area. The current Loop Lane will be closed in association with the northerly extension of Hallock Drive. A secondary inbound connection from westbound SR 126 to the site is also recommended to relieve loading at the Hallock Drive intersection. The easterly extension of Santa Paula Street is recommended to provide secondary local access. Improvements to Harvard Boulevard, Main Street, and Telegraph Road will also be required in this area of the City.

East Area 2. As noted above, improvements to the SR 126/Hallock Drive intersection will be required. Secondary access will be provided via the extension of Santa Clara Street to Lemonwood Drive. Improvements to the existing sections of Santa Clara Street, Harvard Boulevard, Main Street, and Telegraph Road will also be required.

West Area 2. The southerly extension of Peck Road will be required to serve this area, as well as construction of a new east-west industrial road from Todd Lane to Santa Maria Street. Completion of the missing section of Faulkner Road between the existing segments east and west of Todd Lane will be required, as well as the extension of Beckwith Road southerly across the Southern Pacific Railroad tracks to Faulkner Road.

Adams Canyon. Primary access for Adams Canyon would be provided via an arterial roadway extending northerly into the canyon from Foothill Road. A secondary access connection to SR 150 is also anticipated. Anticipated improvements on existing streets include widening Foothill Road from Peck Road to the Adams Canyon access road to four lanes and widening Peck Road from SR 126 to Foothill Road to four lanes. The Foothill Road/Peck Road intersection would be modified to include a sweeping curve and the Foothill Road/Adams Canyon intersection may also be designed with a sweeping curve to encourage the use of Peck Road. The Foothill Road/Adams Canyon intersection will require signalization to accommodate the traffic volume expected for that area.

Fagan Canyon. Access to this area would be provided by several connections to existing streets, which taken collectively, would provide access to the various development areas within the canyon. Anticipated connections include Ridge Crest Drive, Lassen Drive, Shasta Drive, Atmore Drive, Cemetery Road, Glade Drive, and 10th Street. Additional access may also be provided by a connection to SR 150 in the Hillside Drive area.

**Funding.** As outlined in the preceding discussions, buildout of the General Plan will require an extensive list of roadway improvements. The costs of these improvements will likely be greater than the funding currently available to the City for capital improvement projects.

There are several options available to address funding shortfalls in this area. These include local sales tax for transportation, which if approved by the electorate, could provide funding to the County and cities for transportation infrastructure improvement purposes. This process must

be repeated every four years to continue. Other cities have utilized a utilities tax to fund improvements.

An increasing number of local agencies are relying on user fees to help offset funding needs for capital improvements. These fees are based in the degree to which development impacts create the need for infrastructure improvements. In the case of the circulation system, such fees are usually related to the daily or peak hour traffic, which will be added to the street system by the development. These fees are used in combination with other available funds to implement the transportation infrastructure improvements required to support the General Plan.

## E. Alternative Transportation Modes

For people who do not own a motor vehicle, are unable to operate a motor vehicle, or simply do not wish to use their motor vehicle, there are several other alternative means of transportation in Santa Paula. The City's transportation system strives to provide a balanced system by providing the following alternatives to the automobile.

**Bicycle and Pedestrian, and Trail Facilities.** There is a growing understanding of the importance of providing for travel with modes other than motorized vehicles. An important part of any circulation system is the accommodation of facilities for pedestrians and bicyclists. Most cities, including Santa Paula, have long provided sidewalks for pedestrians. But since World War II, sidewalks have declined in size relative to right-of-way areas provided for automobiles and other motorized vehicles. This has been a response and a symbol of our communities' growing reliance on vehicular travel.

Automobile-dominated travel has several detrimental effects that have begun to come to light in recent years. In addition to the more apparent adverse effects on air quality and noise conditions, reliance on cars has caused a perceived decline in the livability of cities.

According to 1990 Census data, residents of Santa Paula rely less on the single occupant vehicle than do Ventura County residents as a whole. In the category of "Method of Travel to Work," 76% of Ventura County residents reported that they drove alone, whereas only 67% of Santa Paulans drove alone. By contrast, 5.5% of Ventura County residents reported that they walked to work, whereas 6.5% of Santa Paulans did so. When analyzing where Santa Paulans work, the Census reveals than 34% of the City's residents work in Santa Paula, the highest location of any destination. This suggests that if the City increased walking and bicycling facilities and implemented other trip reduction policies, the City could expect a higher percentage of work trips in town to be by foot or bicycle.[2]

As a parallel development, there has been a growing movement to use circulation systems for more than simply movement from place to place. Joggers, walkers, and bicyclists increasingly use the street and sidewalk systems as a kind of linear park. Such use suggests that a circulation system ought to provide access to parks and open space systems within and adjacent

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2 Source: 1990 Census of Population and Housing, Summary Tape File 3A; Southern California Association of Governments; 1990 Census Transportation Planning Package.

to a community. With numerous outdoor hiking, bicycling, and mountain bicycling opportunities within and adjacent to the Santa Paula Planning Area, provision of a non-motorized route connection to these opportunities is desirable.

The Ventura County Regional Trails & Pathways Program initiated the preparation of a Non Motorized Transportation Plan in 1993. One of the goals was to link all of the communities in the County via formal multi-purpose trail systems or designated bikeways. It also acknowledged the bicycle and trail plans of each of the County's ten cities. The Board of Supervisors accepted the plan in 1995.

In 1996, The Ventura County Transportation Commission (VCTC) purchased the Southern Pacific Railroad right-of-way from the Montalvo junction to a location east of Piru. The rail segment, known as the Santa Paula Branch line, is currently being used for recreational passenger travel between Santa Paula and Fillmore. It is currently being planned as a multi-modal transportation corridor that envisions to accommodate passenger rail travel as well as pedestrians and bicyclists, however, the addition of freight travel to the line may occur in the future as well. VCTC adopted a Master Plan in December 1996. In 1997, VCTC began an 18-month process to develop a recreational trail plan that is anticipated to be completed in 1998. The effort is being conducted in conjunction with adjacent properties and the cities of Ventura, Santa Paula, and Fillmore. The development of the Santa Paula Branch Line recreational trail through Santa Paula represents a major opportunity to develop a comprehensive non-motorized transportation system in the City. Its central location along an east-west axis forms a spine of non-motorized right-of-way through the City, and becomes a trail link the community to Fillmore and Ventura, as well as points beyond. As such, it will provide an important link to Santa Paula's neighborhoods, the northern canyon areas, and the river. Benefits of such a system will include:

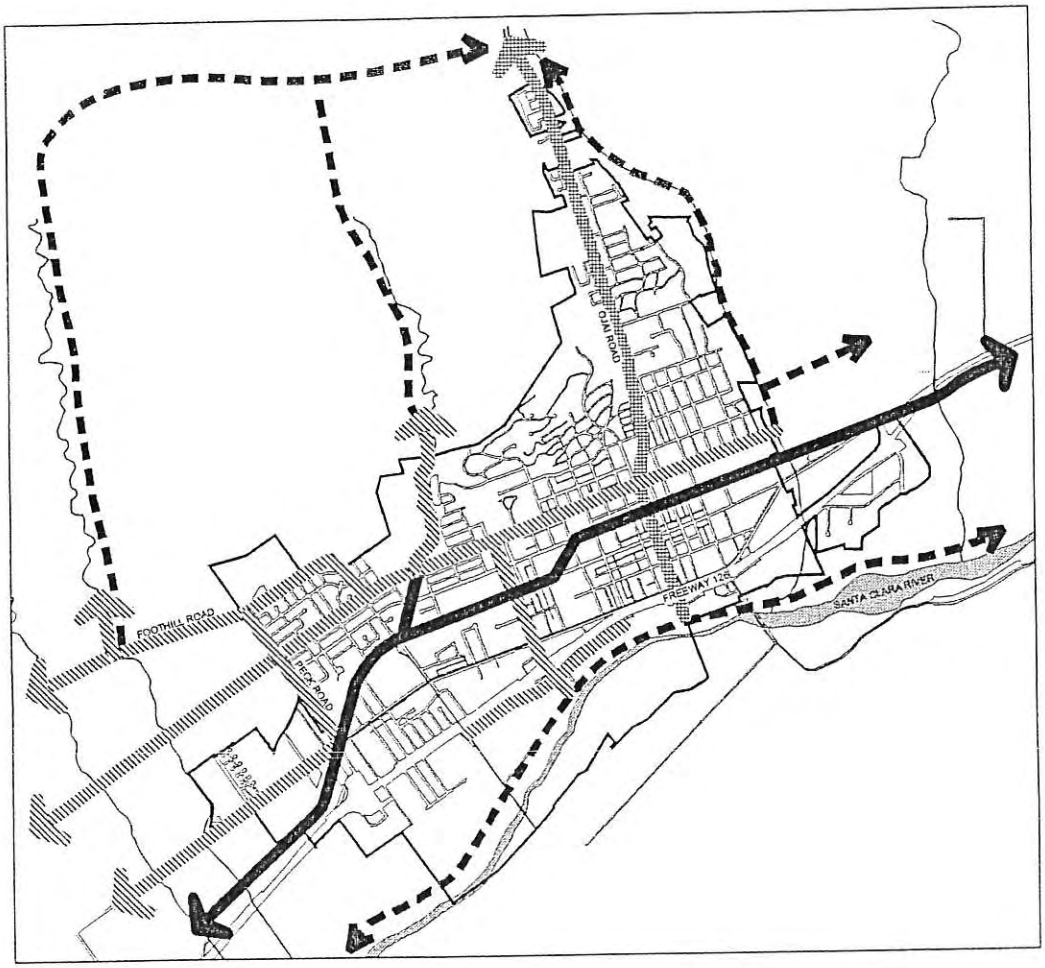
- *Providing increased options for movement for residents by improving opportunities to use alternatives to the automobile;*

- *Improving the livability for Santa Paula's neighborhoods and commerce districts by reducing motor vehicle traffic and associated air pollution and noise impacts;*

- *Expanding the recreational opportunities for residents, visitors, and tourists by providing additional recreation facilities, as well as additional connections between existing facilities.*

This Circulation Element endorses the concept of developing a comprehensive bicycle and pedestrian circulation system in the City. The system is illustrated in Figure CI-7, Bicycle and Trail Plan.

**Transit Service.** Public transit is an integral part of a well-balanced transportation system. Public transit systems provide cost effective alternatives to automobile fuel cost and to street and highway congestion. The elderly, handicapped, and youth rely heavily on bus transportation and demand responsive public transit programs. Transit is provided in the City by the VISTA dial-a-ride door-to-door service and the VISTA commuter express bus service. This service may require expansion to serve the additional residential and employment centers




Class I Multi-purpose Trail / Bikeway
(Santa Paula Branch Line)

Class II Bikeway

Unsigned State Bicycle Route

Trails

Note: Class I bikeways are separated from the road. Class II bikeways are on-street marked lanes.

Bicycle and Trail Plan

Figure CI-7

planned in the Land Use Element. A future multi-modal transit facility is planned along the north side of the SPRR railroad right-of-way between 10th Street and 12th Street, which will serve as the destination and transfer point for all VISTA buses in the area. Another opportunity for transit improvement is an electric or gas shuttle trolley service in the downtown area. With regularly scheduled service that would loop around Historic Downtown Santa Paula, the trolley would be a convenient way for out-of-town visitors to get an overview of significant historical buildings and points of interest such as the airport.

**Rail Service**. The Southern Pacific Railroad serves the Santa Paula area with freight service. At the present time, there is limited freight service, primarily because the rail line has been removed east of Piru. The portion of the corridor that does not serve the areas east of Piru is now the property of Newhall Land and Farming Company. There is the possibility that the rail line may be re-established between Piru and Santa Clarita as part of the proposed Newhall Ranch subdivision. A future multi-modal transit facility is planned along the north side of the railroad right-of-way between 10th Street and 12th Street in Santa Paula. A train station platform and a convenient commuter parking lot would serve a Metro-Link commuter rail line if proposed in the future. With a circulation system that will allow through access from 10th Street to 12th Street, the transit facility would serve as the destination and transfer point for all VISTA buses in the area.

**Airport**. The privately owned and operated airport is a general aviation facility, which has no control tower and is not suitable for one due to geographic restrictions. There is currently no commercial service to the airport and nor is there adequate demand for future service. The Airport's use as a private general aviation facility is not proposed to change. Limited land availability adjacent to the airport and the topography of the general area preclude its expansion to commercial uses. As it has become available, the City has purchased property in the runway protection zones to promote airport safety. The City should continue to work with the Airport to provide for adequate ground access to the airport and promote improvements that are compatible with surrounding land uses. A discussion of inner and outer safety zones for the airport is provided in the Safety Element.

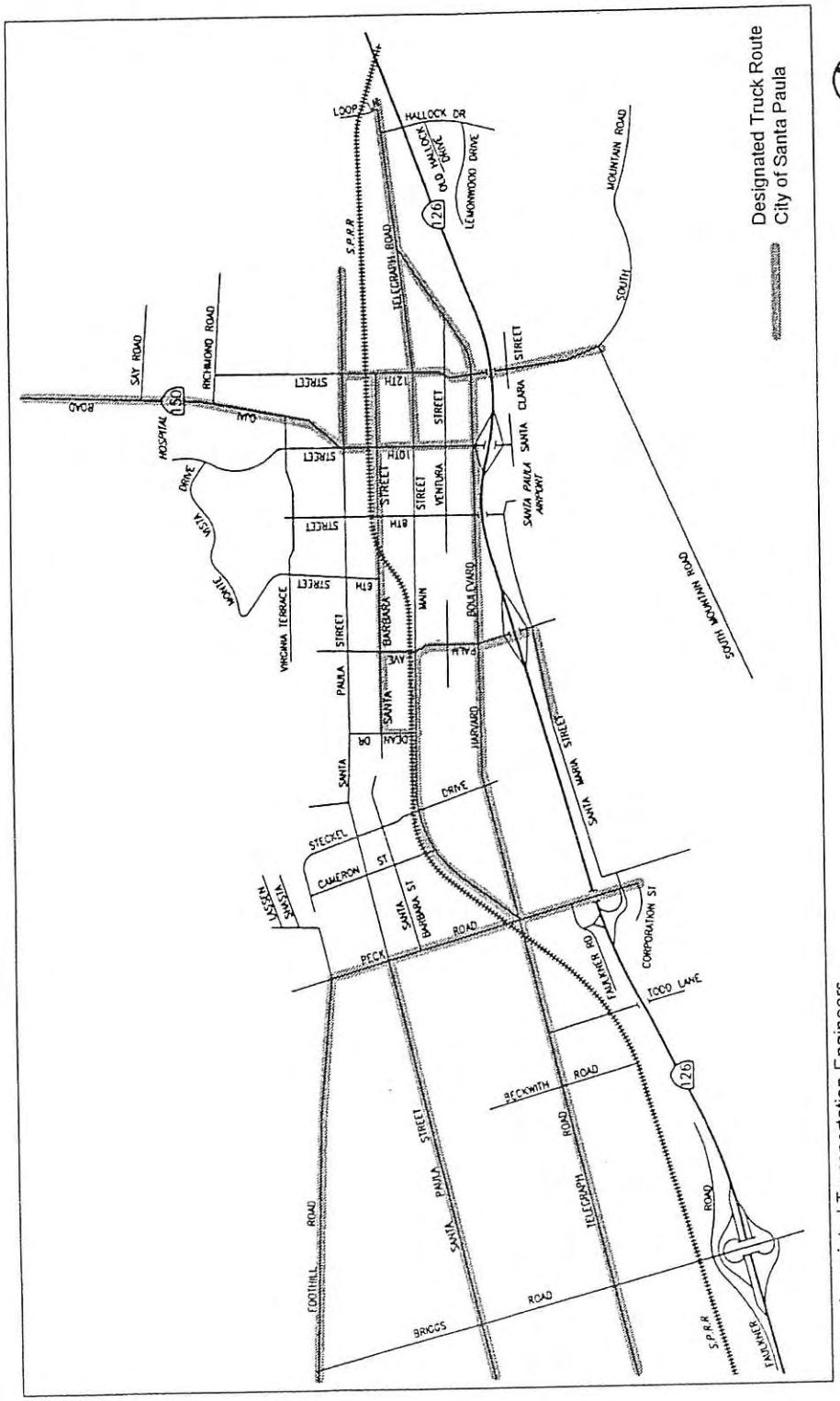
## F. Trucks

The purpose of designating truck routes on a Circulation Element Plan is to assure that the geometric cross section of the road and its structural section are constructed adequately to service heavy and large vehicles. In addition, definition of such routes has an impact on adjacent land uses, especially when truck traffic is frequent. While trucks may utilize any public street for delivery of goods or services, in some cases it may be desirable to post preferred truck routes, or to place weight limits on certain streets to discourage unwanted truck traffic. Figure CI-8 shows designated truck routes within the City.

## G. Parking

Parking is an integral part of the automobile transportation system, as it is the terminal storage of vehicles while not in use. The transportation plan must balance between circulation of automobiles and parking, taking into consideration such factors as other types of transportation, location of buildings and land values.

Figure CI-8. Designated Truck Routes



On-street parking and off-street lots provide parking for commercial uses in the existing areas of town. Parking facilities in downtown consist of public parking lots, private parking lots, and on-street parking. There are a total of four City-owned parking lots in the downtown area between Santa Barbara Street on the north, Ventura Street on the south, 12th Street on the east and 8th Street on the west. These include:

- *The 77-space Green Street lot,*
- *A small 15-space lot located south of South Alley,*
- *The 100-space South Parking lot, and*
- *The lot located north of North Alley between Davis Street and Mill Street.*

Other parking lots in the downtown area which function as public parking lots include the 22-space and 57-space lots north and south of the public library; and a small parking lot behind the Santa Paula Union Oil Museum.

It is the City's desire to increase the number and usability of parking spaces downtown. The Main Street restriping project, discussed previously in this element, will provide additional angled parking within the downtown area of the City.

Parking in the new areas of the City will be provided for through zoning and subdivision requirements. In older developed parts of the City, provision of increased parking supplies may be more problematic. Where parking deficiencies are identified in the downtown area, the City can implement a variety of strategies, including: public parking lots, parking time limits, parking meters, and enforcement to encourage short-term parking and higher turnover.

# IV. GOALS, OBJECTIVES, AND POLICIES

In this element, GOALS are statements that provide direction and state the desired end condition. The OBJECTIVES state a specific step toward goal achievement. POLICIES are specific statements that guide decision-making. They indicate a clear commitment by the City and generally serve as mandatory criteria. IMPLEMENTATION MEASURES support the goals, objectives, and policies by providing specific programs and standards to carry out the Circulation Element policies.

Circulation Element goals, objectives, and policies are grouped under section headings. For each goal, there are several groups of objectives and policies. Implementation measures are outlined in a subsection of this element to support the goals, objectives, and policies.

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## STREETS and HIGHWAYS

### Goals

1.1 Provide for the long-range development of Santa Paula's roadway system consistent with adopted land use patterns.

1.2 Ensure the safe and efficient movement of people and goods.

1.3 Provide for a high level of service and safety and an adequate, efficient circulation pattern on the City's street system.

1.4 Implement funding strategies for construction, improvement, and maintenance of existing and new roadways.

### Objectives

1(a) The City should maintain acceptable operations of the City streets and intersections during the peak weekday commute periods.

1(b) The City should require the preparation of traffic impact analyses to identify impacts and mitigation measures for projects, which may result in significant traffic impacts. Deficiency correction plans should be required for streets and intersections where the predicted operation is less than LOS "C".

1(c) A high priority should be placed on the elimination of gaps in the system of arterial and collector streets.

1(d) The City should identify critical street connections to major new land development areas and require their construction as part of the land development projects. The City should

also promote the efficient movement of goods and people within new growth areas and between growth areas and other major destinations in the Santa Paula region.

### Policies

1.a.a The City should adopt level of service (LOS) "C" as the minimum acceptable LOS for City streets and intersections (weekday P.M. peak period). (IM 1, 2)

1.b.b Sufficient funding should be obtained to properly maintain, operate, and improve the public street system. (IM 5, 6, 7)

1.c.c The public cost of maintaining and operating the existing street system should be reduced through appropriate cost sharing measures. (IM 5, 6, 7)

1.d.d The City should place a high priority on safety and the identification and elimination of high accident locations. (IM 4)

## PUBLIC TRANSPORTATION

### Goals

2.1 Safe, convenient, efficient, and accessible transportation should be available to everyone.

2.2 Reliance on single-occupancy motor vehicles should be reduced and utilization of public transit and alternative transportation modes should be increased.

### Objectives

Freeway Express and Dial-a-Ride Services

2(a) Policies and procedures should be developed which cause a greater utilization of bus services and result in a reduction of single passenger vehicular traffic.

2(b) Bus shelters and signage should be developed at designated transfer points between the two systems.

2(c) Dial-a-ride service should be extended to new areas of development.

Long-Haul Bus Services

2(d) The City should restore long haul bus services to the area.

Rail Service

2(e) The City should promote greater utilization of the rail corridor located within the City.

2(f) The City should plan for and provide a future site for a commuter passenger service station, and encourage the development of facilities for convenient transfers between different modes of transport, especially to provide connections to the train.

2(g) The City should established noise and landscaping regulations along the railroad corridor.

2(h) Recreational opportunities such as trails and excursions should be provided for along the railroad corridor.

2(i) The City should preserve freight services along the railroad corridor.

2(j) The City should promote recreational opportunities on the rail line through excursions.

Taxi and Carpooling

2(k) The City should ensure that private taxi service is available to the citizens of Santa Paula.

2(l) Future sites for "park and ride" facilities should be provided.

**Policies**

Freeway Express And Dial-A-Ride Bus Services

2.a.a The City should cooperate with regional agreements relating to bus services as a cost-effective measure. (IM 8, 9)

2.b.b The City should encourage the location of major facilities serving the public and be easily accessible by locating them near bus services. (IM 8)

2.c.c Businesses and major public projects should be designed in such a way as to easily utilize bus transportation services. (IM 8, 9)

Long-Haul Bus Services

2.d.d The City should develop policies and procedures that would relate to cooperation to restore long haul bus services to the area. (IM 10)

Rail Service

2.e.e Cooperative regional agreements should be developed that would promote greater utilization of the rail corridor currently located within the City. (IM 11)

2.f.f The City should plan for and provide for a commuter passenger service station and facilities for convenient transfers between different modes of transport. (IM 11)

2.g.g Regulations should be established relating to noise and landscaping needs along the railroad corridor. (IM 11)

2.h.h The City should work cooperatively with other agencies to preserve freight services along the railroad corridor. (IM 12)

2.i.i Recreational opportunities should be promoted on the rail line through excursions. (IM 22)

Taxi and Carpooling

2.j.j The City should work cooperatively with private taxi services to ensure that this method of transportation is available to the citizens of Santa Paula. (IM 13)

2.k.k The City should pursue land required to development "park and ride" facilities, either through dedications or purchases. (IM 14)

## AVIATION

### Goals

3.1 The Santa Paula Airport should be preserved and enhanced as a valuable asset of the community.

3.2 Appropriate uses and development should be maintained and allowed at the airport.

3.3 Existing risks from aviation should be reduced.

3.4 Development should be compatible with existing risks from aviation.

3.5 Existing pollution from aviation should be reduced.

### Objective

3(a) Development of properties adjoining or near the airport should be compatible with airport operations and the Airports Comprehensive Land Use Plan.

3(b) The mapped clear zones should be purchased as soon as individual parcels and funds become available.

3(c) Runway overruns should be extended when land becomes available.

3(d) Efforts should continue to reduce the potential for pollution from aircraft fueling and maintenance operations.

3(e) Work with airport officials to provide for adequate ground access to the airport.

Policies

3.a.a Properties adjoining or near the airport should be zoned for compatible uses and aviation related business and industry should be encouraged. (IM 15)

3.b.b Uses should be compatible with clear zones. (IM 15, 16)

3.c.c Street system modification should not inhibit the provision for adequate ground access to the airport. (IM 17)

## TRANSPORTATION MANAGEMENT CONTROL

Goals

4.1 Traffic congestion and air pollution should be reduced by decreasing the number and length of motor vehicle trips.

4.2 Traffic management should be enhanced on intercity (between cities) and intracity (within the city) streets and highways.

4.3 Development should mitigate undue pollution and/or congestion.

4.4 Adequate parking and access should be provided in commercial areas.

Objectives

4(a) The growth of the number and length of motor vehicle trips should be reduced.

4(b) The number and usability of parking spaces downtown should be increased.

4(c) The downtown circulation pattern should be improved so that existing parking lots are better utilized.

4(d) The City should establish parking requirements, which are flexible enough to allow alternatives for providing adequate parking for projects.

4(e) The City should encourage alternative work arrangements to enhance employment opportunities in the City and reduce the volume of traffic commuting to work.

4(f) Street improvements which reduce traffic congestion and delay should be encouraged.

Policies

4.a.a Transportation Demand Management measures should be encouraged for existing and new developments. (IM 18, 19)

4.b.b Policies should be implemented to increase parking capacity in the downtown area. (IM 20)

4.c.c Street system modification in the downtown area should improve circulation and access to parking lots. (IM 21)

4.d.d New developments should provide parking according to code requirements. (IM 20)

4.e.e Street improvements should be designed to reduce traffic congestion and delay. (IM 21)

## NON-MOTORIZED TRANSPORTATION

### Goals

5.1 City streets should be designed for safe bicycle, pedestrian, and equestrian use.

5.2 An off-street bicycle and pedestrian corridor should be provided to serve major points of interest in town and beyond.

5.3 Facilities should be provided to accommodate all types of non-motorized transportation with user friendly access.

### Objectives

5(a) The City should de-emphasize street bike lanes in favor of a policy that encourages street design for all methods of travel (car, bikes, pedestrians, and equestrian).

5(b) The City should develop a system of trails along Santa Paula Creek to provide travel and recreational opportunities to City residents and visitors.

5(c) The City should develop and build Class II bicycle lane facilities on City streets to accommodate, encourage, and formalize bicycle use within the City.

5(d) Future development should encourage the use of alternative transportation modes for commuting.

### Policies

5.a.a The City should continue to develop the depot facility at 10th and Santa Paula Streets as a multi-modal transportation hub. (IM 22, 23)

5.b.b The depot should be accessible by bicycle from districts to the north and south, which are not served by the main multi-modal trail. (IM 22, 23)

5.c.c Adams and Fagan Canyon should be developed with a Class I bicycle path providing access the length of the canyon. (IM 24)

5.d.d The Adams and Fagan Canyon bicycle paths should connect to Santa Paula Canyon, thereby providing a loop opportunity to East Area 1. (IM 24)

5.e.e Sidewalks and pedestrian ways in new development should be carefully designed to remain clear of obstructions, have appropriate grades, and be accessible in order to encourage pedestrian use. (IM 25, 26)

5.f.f The City should design new and retrofit existing street systems to encourage pedestrian activity. For example, crosswalks and pedestrian warning signs should be incorporated in areas of moderate to high pedestrian activity. Target areas include the Harvard Boulevard corridor, the Downtown district, and school zones. (IM 26)

5.g.g New commercial and industrial developments should provide well-designed,convenient pedestrian and bicycle parking facilities. (IM 26)

# V. IMPLEMENTATION MEASURES

The follow actions and programs should be carried out by the City to implement the circulation goals, objectives, and policies. Some policies and implementation measures may need to be re-examined and revised during the plan's time frame (2020).

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## STREETS AND HIGHWAYS

The City of Santa Paula should take the following actions to implement the Streets and Highways goals of the Circulation Plan.

1. The City should adopt level of service (LOS) "C" as the minimum acceptable LOS for City streets and intersections (weekday P.M. peak period).

2. The City should require mitigation measures for projects that are required for streets and intersections where the predicted operation is less than LOS "C".

3. The City should eliminate gaps in the system of arterial and collector streets as funding becomes available.

4. The City should monitor accident data and improve high accident locations.

5. The City should implement a traffic improvement fee program to offset the capital improvement costs required to accommodate new development.

6. The City should consider all possible alternative means of funding capital improvements needed to meet traffic and transportation needs generated by buildout of the General Plan.

7. The City should participate in the County's regional traffic mitigation fee program to address impacts to the County's regional road network.

## PUBLIC TRANSPORTATION

The City of Santa Paula should take the following actions to implement the Public Transportation goals of the Circulation Plan.

<u>Freeway Express and Dial-A-Ride Bus Services</u>

8. The City should work with the regional service provided to enhance bus ridership.

9. The City should work the operator to expand dial-a-ride service to new areas of development.

Long-Haul Bus Services

10. The City should investigate opportunities to restore long haul bus services to the area.

Rail Service

11. The City should plan future commuter passenger service station with facilities for convenient transfers between different modes of transport.

12. The City should make efforts to preserve freight services along the railroad corridor.

Taxi and Carpooling

13. The City should work with operators to provide private taxi service to the citizens of Santa Paula.

14. The City should identify sites for future "park and ride" facilities as dictated by community needs.

## AVIATION

The City of Santa Paula should take the following actions to implement the Aviation goals of the Circulation Plan.

15. The City should purchased parcels within clear zones as soon as funding is available.

16. The City should work with the airport operators to provide necessary runway overrun areas.

17. The City should provide for adequate ground access to the airport.

## TRANSPORTATION MANAGEMENT CONTROL

The City of Santa Paula should take the following actions to implement the Transportation Management Control goals of the Circulation Plan.

18. The City should promote traffic reduction strategies for new and existing developments.

19. The City should enhance employment opportunities in the City to reduce commuting outside of the City.

20. The City should establish zoning parking requirements flexible enough to allow alternatives for providing adequate parking for projects.

21. Street improvements which reduce traffic congestion and delay should be encouraged by the City.

## NON-MOTORIZED TRANSPORTATION

The City of Santa Paula should take the following actions to implement the Non-Motorized Transportation goals of the Circulation Plan.

22. The railroad right-of-way should be utilized for a mixed mode corridor including bicycle hiking trails and future rail transit. The City should coordinate and work with the Ventura County Transportation Commission to ensure maximum utility and quality of the facility.

23. The City should encourage the development of non-motorized routes through coordination with the County of Ventura in their Regional Trails and Pathway Master Plan, consistent with the Bicycle and Trial Plan of this element.

24. New development in all expansion areas should be required to develop non-motorized transportation systems, and present these with roadway plans.

25. The City should continue to retrofit existing sidewalks for accessibility by the disabled.

26. Site plans for new commercial and industrial developments should include pedestrian and bicycle facilities. Examples include:

    - *formal sidewalks with buffering systems from automobile spaces;*
    - *connections to the public sidewalk system;*
    - *seating areas; and*
    - *bicycle parking facilities.*

# VI. INTER-AGENCY COORDINATION

Since both the City and the State administer portions of the circulation system within the City, these agencies must cooperate to ensure that the combined system adequately serves both the residents of the City and those passing through or visiting. In addition, the system interfaces with the Circulation Element of the County of Ventura. Each governmental agency is confronted by funding limitations, which restrain options to resolve identified problems. Coordination and collaboration with the County of Ventura and Caltrans through the Ventura County Transportation Commission will be required to improve freeway accessibility and to resolve circulation problems in the outlying areas adjacent to the City

# VII. IMPROVEMENT FUNDING AND IMPLEMENTATION

Circulation and infrastructure needs are typically granted high priority in municipal capital budgets. Nevertheless, funds are ultimately limited and there is a long list of competing projects with high levels of need and community support. Santa Paula must look to creative financing methods for obtaining needed rights-of-way, intersection improvements and infrastructure development.

Historically, the State and Federal gasoline tax has been the major funding source for street and highway construction. Since the 1960, however, this source has not kept up with inflation, and worse, has been reduced as vehicle gas mileage has improved in the 1980s and early 1990s. Measures such as Proposition 13 and the Gann Initiative have served to limit the ability of government to deal with this funding crisis, and at this time, many agencies are deferring needed new construction and maintenance due to lack of funds. These deferrals are creating a two-fold problem for adequate transportation systems. First, traffic increases are exceeding the ability of government to construct facilities adequate to meet the demand. Second, deferral of needed routine maintenance such as seal coats, etc., will mean increase costs for expensive roadbed reconstruction in the future.

There are several options available to address funding shortfalls in this area. These include local sales tax for transportation, which if approved by the electorate, could provide funding to the County and Cities for transportation infrastructure improvement purposes. This process must be repeated every four years to continue. Other cities have utilized a utilities tax to fund improvements.

An increasing number of local agencies are relying on user fees to help offset funding needs for capital improvements. These fees are based in the degree to which development impacts create the need for infrastructure improvements. In the case of the circulation system, such fees are usually related to the daily or peak hour traffic, which will be added to the street system by the development. While these fees in themselves cannot fund all of the improvements that will be needed by buildout of the General Plan, and that are related to traffic increases brought on by development. As such, user fees are considered as an interim funding measure until the State provides an adequate resolution to transportation funding.

The City should consider all possible alternative means of funding capital improvements needed to meet traffic and transportation needs generated by buildout of the General Plan.