Appendix N
Oxnard 2008 Traffic Mitigation Plan
DATE: December 8, 2008

TO: City Council

FROM: Matthew G. Vinegar, AICP, Development Services Director
       Ken Ortega, Public Works Director

SUBJECT: Adoption of the Traffic Mitigation Plan

RECOMMENDATION

That City Council:

1) Adopt the Intersection and Roadway Improvement portion of the Traffic Mitigation Plan:

2) Adopt in concept the 2030 General Plan Circulation and Related Goals and Policies portion of the Traffic Mitigation Plan; and

3) Receive and file proposed Traffic Impact Fees Summary for upcoming development projects.

SUMMARY

This report details the contents of two of the three components of the Traffic Mitigation Plan that focuses on future traffic and Levels of Service (LOS) associated with the proposed 2030 General Plan: 1) Intersection and Roadway Improvement Plan and 2) Circulation and Related Goals and Policies. The financing portion of the third component, the Intelligent Transportation System (ITS), adopted by City Council on October 14, 2008, will be presented to the City Council in an upcoming January 2009 meeting.

When preparation of the 2030 General Plan and its Environmental Impact Report (EIR) began in earnest in 2005, traffic counts were taken citywide despite several major City and Caltrans infrastructure improvement projects that were underway and significantly impacted normal traffic patterns. Based on 2005 traffic count data, 19 intersections operated below LOS C in either the AM and/or PM peak travel hours. New traffic counts taken in September 2007 following the completion of the infrastructure improvement projects showed three intersections operating below LOS C: 1) Five Points, 2) Rose Avenue at Gonzales Road, and 3) Auto Center Drive at Rice/Santa Clara Avenue. The
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Auto Center Drive at Rice/Santa Clara Avenue intersection will improve to LOS C or better once the
freeway interchange is completed. Annual update traffic counts completed in September of 2008
resulted in only one intersection, Five Points, operating below LOS C. These and the previous traffic
counts are included in Attachment #1.

DISCUSSION

1. INTERSECTION AND ROADWAY IMPROVEMENT PLAN

The 2020 General Plan and the California Environmental Quality Act (CEQA) require that significant
adverse traffic impacts created by new development projects be mitigated by the same respective
development projects. Currently, there are 27 intersection and roadway improvements, directly funded
by developers or from a variety of traffic impact fees and/or state and federal programs, that are
anticipated to be completed within 10 years. Please refer to Attachment 2, Intersection and Roadway
Improvement Map, for information regarding the 27 intersection and roadway improvements. The list
is divided into three general time periods: 1) those within the next year, 2) within one to five years, and
3) those within six to ten years. The project list and timing is subject to change for a variety of
reasons, such as the withdrawal of a development project or lack of public funding. Those
improvements that are part of the City’s Capital Improvement Plan have had previous CEQA reviews.
The developer sponsored improvements are traffic mitigations required by various CEQA reviews.

1) Intersection and Roadway and Improvements in the Next Year

(1) Signal timing changes along Oxnard Boulevard, Vineyard Avenue and Fifth Street
upon the relinquishment of segments of State Routes 1, 34 and 232 to the City of
Oxnard from the State Department of Transportation;
(2) The addition of a third eastbound lane on Gonzales Road between Oxnard Boulevard
and Entrada Drive;
(3) The Casden Project at the northwest corner of Vineyard Avenue and Ventura Road
will:
   a. construct and restripe 3-lanes southbound on Ventura Road; and
   b. install a traffic signal at Ventura Road and Stone Creek Drive;
(4) The Rose Ranch Project will:
   a. modify the signal operation at the southwest corner of Gonzales Road and Rose
      Avenue to allow for a triple left turn operation in the eastbound direction; and
   b. install a traffic signal on Gonzales Road at the driveway opposite of the
      Walmart driveway;
(5) The Channel Islands Boulevard and Rose Avenue commercial project (southwest
corner) will widen Rose Avenue south of Channel Islands Boulevard to allow for a
striped bicycle lane;
(6) The Village at Wagon Wheel Project will:
   a. construct an additional road between Ventura Road and Oxnard Boulevard;
   b. widen southbound Oxnard Boulevard to allow for a dedicated right turn lane
      into Spur Drive; and
   c. reconfigure the 101 Ventura Freeway northbound off-ramp to include a second
      left turn lane; and

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d. modify the intersection of Vineyard Avenue and Oxnard Boulevard (in participation with the Riverpark Development).

2) Intersection and Roadway and Improvements Within One to Five Years

(1) Reconstruction of the Rice Avenue and 101 Ventura Freeway interchange;
(2) Widening of Gonzales Road between C Street and Oxnard Boulevard;
(3) Widening Hueneme Road between Saviers Road and Arcturus Drive;
(4) Connecting Camino Del Sol to Oxnard Boulevard;
(5) Installation of traffic signal control at Victoria Avenue and Villa Victoria;
(6) Improving southbound Vineyard Avenue to 3-lanes between Ventura Boulevard and the City boundary to the north;
(7) Implementation of the Intelligent Transportation System (179 intersections); and
(8) Modifying the 101 Ventura Freeway northbound off-ramp at Oxnard Boulevard to include a second right turn lane.

3) Intersection and Roadway and Improvements Within Six to Ten Years

(1) Widening Hueneme between Edison Drive and Rice Avenue (to be constructed as part of the Southshore/Ormond Beach North Project);
(2) Extension of Rose Avenue to Hueneme Road, also part of the Southshore/Ormond Beach Project;
(3) Reconstruction of the Del Norte Boulevard/101 Ventura Freeway interchange;
(4) Extension of Gonzales Road from Rice Avenue to Del Norte Boulevard;
(5) Widening of Teal Club Road between Ventura Road and Victoria Avenue;
(6) Widening Doris Avenue between Ventura Road and Victoria Avenue;
(7) Widening Ventura Road to 3-lanes in each direction between Channel Islands Boulevard and Gonzales Road;
(8) Widening Victoria Avenue between Teal Club Road and Gonzales Road;
(9) Widening Patterson Road between Doris Avenue and Teal Club Road;
(10) Widening Pleasant Valley Road at the intersection of Saviers Road;
(11) Construction of a traffic signal and at-grade intersection at Channel Islands Boulevard and Oxnard Boulevard;
(12) Grade separating Fifth Street at Rose Avenue and at Rice Avenue; and
(13) Widening northbound Victoria Avenue at the intersection of Channel Islands Boulevard.

2. 2030 OXNARD GENERAL PLAN CIRCULATION AND RELATED GOALS AND POLICIES

The Oxnard 2030 General Plan Goals and Policies is the essence of the new General Plan. Attachment 3 is an excerpt of the draft 2030 General Plan that is a portion of Chapter 4 of the Goals and Policies that pertains to general circulation, and traffic, in particular. The entirety of the 2030 General Plan with its EIR will be released for public review and then considered for adoption by the City Council. This excerpt section includes goals and their respective policies related to circulation, level of service, goods movement, passenger railroad, transit, transportation demand and system management, bicycles and pedestrians, parking, and air transportation.
2. PROPOSED TRAFFIC IMPACT FEES SUMMARY

Below is list of summarizing upcoming development projects and their impact fees. If all developments proceed as planned, the developers will construct master planned traffic improvements in the amount of $70.1 mm and in addition, the City will receive $57.5 mm in traffic impact fees.

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FINANCIAL IMPACT

There is no financial impact anticipated in the current fiscal year; however, the long-term benefits are substantial.

JMS: joh

Attachment #1 – Traffic Counts, 2005 to 2008
Attachment #2 – Intersection and Roadway Improvement Map
Attachment #3 – Draft 2030 General Plan Goals and Policies, Chapter 4, pages 4-1 to 4-9
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** Intersection never counted. Mistakenly shown on MAP ATLAS operating below LOS C in the PM peak.
4.1 Vision

Oxnard is a full-service city providing water, wastewater, and solid waste disposal services; natural gas, electricity, transit, and communications are provided by utility companies, and Ventura County operates the Oxnard airport. Oxnard maintains its own Police and Fire Departments. The City owns and operates parks and several specialized facilities and maintains miles of median and other landscaped areas. The single largest infrastructure is the public street and arterial network. These are services and facilities the City must provide even as costs escalate and past practices are changing to meet a variety of new circumstances.

One challenge is to continue to gain more control and assurance over the present and future supply of water, both for human and industrial uses. The Groundwater Recovery Enhancement and Treatment (GREAT) Program is the City of Oxnard’s adopted and active long-range water supply strategy to combine wastewater recycling, groundwater injection, and groundwater desalination to make more efficient use of existing local water resources to meet projected water supply needs of the City. This program is under construction and represents a major investment and move towards sustainable development (also see Chapter 2).
The Del Norte Regional Recycling & Transfer Station (Del Norte) is a $25 million regional transfer station and materials recovery facility that is owned by the City of Oxnard and operated by the private sector. In August 1996, Del Norte opened its doors when the Bailard landfill closed. The facility was developed in order to support the solid waste reduction and disposal needs of the community and has exceeded the AB939 mandate of diverting solid wastes from landfills.

The Police and Fire Departments continue to improve their service, expertise, and equipment and facilities while fostering increased community outreach. The City has two state-of-the-art emergency operations centers (EOC) and personnel are constantly receiving EOC training and drills.

Oxnard’s streets are in good shape, many being recently paved. The has adopted a Traffic Mitigation Plan that includes an Intelligent Transportation System that connects most signals to a central computer and allows real-time management of traffic. Construction of the Oxnard Boulevard/Route 101 interchange and the imminent beginning of construction on the Rice Avenue/Route 101 interchange are critical to the City’s link to the regional transportation network. A new opportunity is gaining control of Oxnard Boulevard and portions of Fifth Street and Vineyard Avenue from the State Department of Transportation, as Oxnard Boulevard largely defines the character of the middle of the City.

On the whole, Oxnard is implementing progressive projects and programs that ensure infrastructure and community services keep pace with the public’s needs and desires.

4.2 Overview

This chapter combines both required and optional elements as presented within State statute. As a required element, the Circulation component addresses all modes of travel including vehicular, transit, rail, and pedestrian and focuses on the movement of people, goods, water, sewage, and storm drainage throughout the community, region, and beyond. In addition to circulation, this chapter also evaluates the adequacy of existing public services and facilities including public safety, education, civic institutions, libraries, human services, and recreational assets.

**KEY TERMS**

*Aquifer.* An underground layer of permeable rock, sand, and/or gravel containing water.

*Detention.* The temporary storage of storm water surface runoff to reduce peak volumes and to provide water quality treatment opportunities.
Drainage. The control and removal of rainfall or surface water by the use of surface or subsurface channels and/or equipment.

Functional Classification System. The Functional Classification System identifies existing roadway classification based upon number of lanes, capacity, location, etc. Typically, functional classification refers to local collectors, arterials, expressways, freeways, etc.

Groundwater. Water beneath the land surface usually within an aquifer.

Internet. A network that links individual computers and users with service networks such as e-mail and the World Wide Web.

Level of Service (LOS). A qualitative measurement of operational characteristics of traffic flow on a roadway or at the intersection of roadways, based on traffic volumes and facility type. Traffic operations are described in a qualitative manner using levels ranging from "A" to "F", with "A" representing the highest level of service. In determining the qualitative measure assigned to a facility or intersection, the following characteristics are considered: speed, delay, maneuverability, driver comfort and convenience. LOS can be used in transportation planning to determine appropriate sizes for facilities and identify impacts of proposed projects. In general, the following descriptions apply to the qualitative levels described above: "A" - free flow; "B" - reasonably free flow; "C" - stable flow; "D" approaching unstable flow; "E" - unstable flow; "F" forced or breakdown flow (gridlock).

Mode. Refers to a means of transportation: automobile, bus, train, airplane, pedestrian, or bicycle. Different modes of travel may require minimum facilities to meet their unique needs. In addition, there is a significant amount of overlap in facilities required for surface transportation needs.

Priority One Calls. Emergency calls which require immediate response from emergency service agencies where there is a reason to believe that an immediate threat to life exists.

Response Time. The length of time for public safety personnel to respond to the incident scene.

Right-of-way. A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Service Area. The area for which a purveyor is responsible for distributing a service.
Transit. The conveyance of persons or goods from one place to another by means of local public transportation.

Truck Route. A defined roadway routing through the Planning Area. Trucks are defined as vehicles with a manufacturer's gross vehicle weight of 33,000 pounds or more.

Wastewater. Sewage from residential, commercial, industrial, and institutional sources.

Wastewater Collection System. The totality of the pipes, pump stations, manholes, and other facilities that convey untreated wastewater to a treatment facility.

Water Quality. The chemical purity of water in terms of turbidity, metals concentration, organics concentration, and salinity.

Water Supply. Water supplied from surface water obtained from a variety of sources treated and for public use.

4.3 General

<table>
<thead>
<tr>
<th>Goal</th>
<th>ICS-1</th>
<th>Provision of adequate facilities and services that maintain service levels, are adequately funded, and strategically allocated. (New Policy)</th>
</tr>
</thead>
</table>

ICS-1.1 Maintain Existing Service Levels
Maintain the high priority of providing services to residents and visitors, and prevent deterioration of existing service levels. (New Policy)

ICS-1.2 Development Impacts to Existing Infrastructure
Ensure that proposed developments do not create substantial adverse impacts on existing infrastructure and that the necessary infrastructure will be in place to support the development. (New Policy)

ICS-1.3 Funding for Public Facilities
Continue to utilize developer fees, public facilities fees, and other methods (i.e., grant funding or assessment districts) to finance public facility design, construction, operation, and maintenance. (New Policy)
4. Infrastructure and Community Services

ICS-1.4 Impact Mitigation
Review development proposals for their impacts on infrastructure (i.e., sewer, water, fire stations, libraries, streets) and require appropriate mitigation measures.

ICS-1.5 Conditions of Approval
New development should not be approved unless:

- The applicant demonstrates adequate public services and facilities are available;
- Infrastructure improvements incorporate a range of feasible measures that can be implemented to reduce all public safety and/or environmental impacts associated with the construction, operation, or maintenance of any required improvement; and
- Infrastructure improvements are consistent with City infrastructure plans. (New Policy)

ICS-1.6 Development Funding
Require all infrastructure expansion needed for future development to be self-funding so current residents do not subsidize infrastructure needed for future growth. (New Policy)

ICS-1.7 Capital Improvement Program Scheduling
Schedule all City constructed infrastructure improvement projects in the Capital Improvement Program. (New Policy)

4.4 Circulation

General

<table>
<thead>
<tr>
<th>Goal</th>
<th>ICS-2</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A transportation system that supports existing, approved, and planned land uses throughout the City while maintaining a level of service &quot;C&quot; on streets and at all intersections unless noted otherwise. (Source: Circulation Element, Goal 1)</td>
</tr>
</tbody>
</table>

ICS-2.1 Coordinate with Regional Transportation Planning
Continue to work cooperatively with the various local, state, and federal transportation agencies and private operators in Ventura County to maintain a transportation system that is well-integrated and interconnected in terms of service, scheduling, and capacity. Continue to participate in Congestion Management Program
(CMP) led by the Ventura County Transportation Commission (VCTC). (New Policy)

ICS-2.2 Improved Port of Hueneme Access
Continue to improve access to the Port of Hueneme and between the Port and the Ventura Freeway. (Source: Circulation Element, Objective 4)

ICS-2.3 Mitigate Impacts on County Roads
Require new development to contribute to the enhancement of Ventura County-maintained roads based on a City / County Memorandum of Understanding. (Source: Circulation Element, Policy 28, Modified)

ICS-2.4 Reduction of Construction Impacts
Minimize and monitor traffic and parking issues associated with construction activities, require additional traffic lanes and/or other traffic improvements for ingress and egress for new developments for traffic and safety reasons, where appropriate. (New Policy)

ICS-2.5 Consistent Roadway Signage
Continue to improve roadway signage Citywide to ensure that: 1) signage is accurate and not obscured or obstructed by vegetation or structures; 2) worded transportation signs are consistent and uniform; 3) uniform type face; 4) consistent graphic symbols; 5) modular sign size; 6) grouping to reduce visual clutter wherever possible; and 7) traffic-control devices, lighting, and related items on common poles. (New Policy)

ICS-2.6 Intelligent Transportation Systems
Adopt an Intelligent Transportation Systems (ITS), as well as other appropriate communication technologies, to improve direction of traffic, where feasible. (New Policy)

ICS-2.7 Coordinated Traffic Signal Timing with other Agencies
Coordinate with adjacent local agencies to continue and expand a traffic signal timing program that minimizes vehicle emissions.

ICS-2.8 High Capacity Corridors
Continue to evaluate high capacity corridors or “Smart Streets” as part of the City’s ITS program, as well as part of the regional Congestion Management Program. (New Policy)
**ICS-2.9 Scenic Highway Preservation**
Preserve and enhance the character of scenic highways, and publicly owned and utility right of ways. *(New Policy)*

**ICS-2.10 Gateway and Roadway Aesthetics**
Continue to enhance gateways (Ventura Road, Oxnard Boulevard, Vineyard Avenue, Rose Avenue, Rice Avenue, Del Norte Boulevard, US-101, Hwy 1, Channel Islands Boulevard, Pleasant Valley Road, Harbor Boulevard, Victoria Avenue, and Hueneme Road) and support the development of a comprehensive streetscape improvement plan. *(New Policy)*

**Level of Service**

<table>
<thead>
<tr>
<th>Goal</th>
<th>ICS-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level of service “C” at intersections, unless otherwise reduced by City Council direction. <em>(New Goal)</em></td>
<td></td>
</tr>
</tbody>
</table>

**ICS-3.1 CEQA Level of Service Threshold**
Require level of service “C” as the threshold of significance for intersections during environmental review. *(Source: Circulation Element, Objective 5)*

**ICS-3.2 Minimum Level of Service C and Exceptions**
Maintain level of service “C” for all intersections incorporated in the Oxnard Traffic Model. The City Council allows as an exception level of service “D” at the five intersections listed below and level of service “F” at the one intersection listed below in order to avoid impacting private homes and/or businesses, avoid adverse environmental impacts, or preserve or enhance aesthetic integrity. *(New Policy)*

- C Street and Wooley Road (LOS D in PM peak)
- Rose Avenue and Third Street (LOS D in PM peak)
- Rose Avenue and Pleasant Valley Road (LOS D in PM peak)
- Rice Avenue and Gonzales Road (LOS D in PM peak)
- Gonzalez Road and C Street (LOS D in AM and PM peaks)
- Five Points Intersection (Oxnard Boulevard/Saviers Road/Wooley Road) (LOS F in AM and PM peak)
ICS-3.3 New Development Level of Service C
Determine as part of the development review and approval process that intersections associated with new development operates at a level of service of "C" or better. The City Council may allow an exception of level of service "D" in order to avoid impacting private homes and/or businesses, avoid adverse environmental impacts, or preserve or enhance aesthetic integrity. (New Policy)

ICS-3.4 Roadway Design
Review the potential addition of auxiliary lanes or lane expansion to increase roadway width and number of lanes, where feasible, in order to mitigate traffic congestion and improve level of service.

ICS-3.5 Interim Level of Service Identification and Reporting
Identify and report annually to the City Council all intersections and their respective levels of service that are operating below level of service "C."

ICS-3.6 Monitoring Level of Service
Review the functioning of the roadway network on a regular basis, including the collection of traffic counts, updating and running of the Oxnard Traffic Model to reclassify intersection levels of service. (New Policy)

ICS-3.7 Future Level of Service
Plan and reserve proposed roadway, pedestrian and bicycle path alignments in advance of development in areas in which increased traffic is expected and the existing level of service potentially impacted. (New Policy)

ICS-3.8 2030 Circulation System Diagram
Utilize the 2030 circulation system diagram (Figure 4-1) in evaluating new development proposals, the City's capital improvement program, and other relevant activities. Update the diagram as appropriate to reflect changes, if and when adopted, to the City's circulation system. (New Policy)
End of document (first portion of Chapter 4)