



Meeting Date: 05/16/2006

ACTION	TYPE OF ITEM
<input type="checkbox"/> Approved Recommendation	<input type="checkbox"/> Info/Consent
<input type="checkbox"/> Ord. No(s). _____	<input checked="" type="checkbox"/> Report
<input type="checkbox"/> Res. No(s). _____	<input type="checkbox"/> Public Hearing (Info/consent)
<input type="checkbox"/> Other _____	<input type="checkbox"/> Other _____

Prepared By: Jason Samonte Agenda Item No. N-1

Reviewed By: City Manager [Signature] City Attorney [Signature] Finance [Signature] Other Public Works Director

DATE: April 28, 2006
TO: City Council
FROM: [Signature] Ken Ortega, Public Works Director
Public Works Department

SUBJECT: Oxnard Boulevard Corridor Improvements Options

RECOMMENDATION

That City Council approve in concept the Oxnard Boulevard Corridor Improvements Project and direct staff to begin preliminary engineering and establish a Capital Improvements Program account.

DISCUSSION

Oxnard Boulevard has experienced a substantial increase in traffic volumes with new development that has necessitated mitigation. The connection of Camino Del Sol to Oxnard Boulevard would divert some traffic from the Gonzales Road and Oxnard Boulevard intersection. Additionally the construction of a bridge on Gonzales Road over Oxnard Boulevard would greatly improve roadway capacity and reduce delay. Concessions are required from the Public Utilities Commission and the Union Pacific Rail Road Company before an at-grade crossing at Camino Del Sol and Oxnard Boulevard is permitted. Staff recommends the City Council approve the required concessions and establish them as part of the City's Capital Improvement Projects. Until these projects are established, new development around these areas will be delayed, such as the Carriage Square redevelopment.

The estimated cost for these projects is \$42 million. These funds would come from the Circulation System Improvement Fund. The trip impact fee generates the Circulation System Improvement Fund. The City is in the process of updating the trip impact fee.

FINANCIAL IMPACT

Funds in the amount of \$20,000 are available in the Camino Del Sol Extension Project (#023103) for engineering design. This project will be renamed the Oxnard Boulevard Corridor Improvement Project because the extension of Camino Del Sol cannot occur without other improvements to Oxnard Boulevard.

JS

Attachments – No. 1 – CEQA Document for Lowe's
No. 2 – Draft Project list and cost for trip impact fee increase

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O. TRANSPORTATION/TRAFFIC

Would the project:	Potentially Significant Impact	Less Than Significant With Mitigation	Less than Significant Impact	No Impact
1. Cause an increase in traffic, which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume to capacity ratio on roads, or congestion at intersections)? (2020 General Plan, VI - Circulation Element; FEIR 88-3, 4.3 - Transportation/Circulation)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Exceed, either individually or cumulatively, a level of service standard established by the County congestion management agency for designated roads or highways? (2020 General Plan, VI - Circulation Element; FEIR 88-3, 4.3 - Transportation/Circulation)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. Result in a change in traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks? (2020 General Plan, VI - Circulation Element; FEIR 88-3, 4.3 - Transportation/Circulation)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4. Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)? (2020 General Plan, VI - Circulation Element; FEIR 88-3, 4.3 - Transportation/ Circulation)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
5. Result in inadequate emergency access? (2020 General Plan, VI - Circulation Element; FEIR 88-3, 4.3 - Transportation/Circulation)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
6. Result in inadequate parking capacity? (Zone Ordinance - Parking Regulations and Parking Lot Design Standards)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
7. Conflict with adopted policies, plans or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks)? (Bicycle Facilities Master Plan)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Discussion:

1-2) The City of Oxnard has identified *Level of Service* (LOS) C as the transportation planning goal that the city ultimately desires to achieve, where environmentally feasible. The City evaluates project impacts at intersections based upon the change in LOS attributable to the project. If an intersection operates in the LOS C, D, E or F ranges with the existing plus “pending projects” volumes and a change in the ICU (Intersection Capacity Utilization) of 0.02 (2%) or greater is attributable to the project, the impact is

considered significant. The level of service must then be mitigated to the ICU level identified without the project traffic.

Table 2 (reprinted on next page) of the Traffic and Circulation Study prepared for this project (ATE, November 2005; page 7), shows that the businesses in the existing shopping center (as of July, 2005) generated 2,776 trips per day. The proposed commercial project is anticipated to generate 9,384 total trips per day, representing a net increase of 6,608 trips per day over the existing shopping center. Trip generation for both the existing shopping center and the proposed shopping center assumes that 10% of the trips to the shopping center will result in a visit to more than one business. Peak traffic hours are defined as 7:00 – 9:00 am for the AM peak and 4:00 to 6:00 pm for the PM peak, on Monday through Friday. The analysis of the impact on peak traffic hours shows that the “existing” shopping center generates 254 trips in the AM peak hour and 269 trips in the PM peak hour. This project would generate 406 trips during the AM peak hour (a net increase of 152 trips) and 843 trips would be added to the PM peak hour (a net increase of 574 trips). The remaining trips are distributed throughout the remaining (non-peak) hours of the day.

The effect of the project on the surrounding intersections was analyzed by distributing the trips to the study-area roadways. This distribution takes into account the detoured traffic resulting from closure of the Ventura Freeway on- and off-ramps at Oxnard Boulevard and Ventura Road, as well as reopening of these ramps. The analysis also includes existing traffic and the addition of traffic generated by projects that have been approved or are pending within the study area (“pending projects”), as well as the proposed project. The list of “pending projects” is included in the Traffic Study.

The traffic study analyzed the project’s impact on seven intersections during the AM and PM peak hours:

- Oxnard Blvd./Vineyard Av.
- Oxnard Blvd./Citrus Grove Lane
- Oxnard Blvd./Gonzales Road
- Gonzales Road/Ventura Road
- Gonzales Road/H Street
- Gonzales Road/C Street
- Gonzales Road/Rose Avenue

The traffic study indicates that all of these intersections currently (at the time the project’s traffic study was completed) operate at LOS A or B during the AM peak hour. With the addition of traffic generated by pending projects and this project, the change in ICU for all of these intersections during the AM peak hour would be less than 0.02, which is not a significant impact.

Table 2: Project Trip Generation Comparison

Land Use	Size	ADT Trips	Weekday Peak Hour Trips					
			A.M. Peak Hour			P.M. Peak Hour		
			Entering	Exiting	Total	Entering	Exiting	Total
Proposed Retail Center:								
Retail Commercial	189,233 sq.ft.	8,126	119	76	195	341	369	710
Office	33,000 sq.ft.	363	45	6	51	8	41	49
High Turn-Over Restaurant	3,540 sq.ft.	450	21	20	41	23	15	38
Fast-Food Restaurant w/drive thru	3,000 sq.ft.	1,488	84	80	164	73	67	140
Total Site Trip Generation:		10,427	269	182	451	445	492	937
Less 10% Internal Mixed -Use Trips:		-1,043	-27	-18	-45	-45	-49	-94
Total Off-Site Project Trips:		9,384	242	164	406	400	443	843
Existing Retail Center 43% Occupied:								
Retail Commercial	16,177 sq.ft. ^(a)	695	10	7	17	29	32	61
Office	44,245 sq.ft.	487	60	8	68	11	55	66
High Turn-Over Restaurant	3,540 sq.ft.	450	21	20	41	24	15	39
Fast-Food Restaurant w/drive through	2,664 sq.ft.	1,322	74	72	146	64	60	124
Church	14,285 sq.ft.	130	6	4	10	5	4	9
Total Site Trip Generation:		3,084	171	111	282	133	166	299
Less 10% Internal Mixed-Use Trips:		-308	-17	-11	-28	-13	-17	-30
Total Off-Site Trips:		2,776	154	100	254	120	149	269
Net Trip Change:		+6,608	+88	+64	+152	+280	+294	+574
Existing Retail Center 100% Occupied:								
Retail Commercial	120,798 sq.ft. ^(b)	5,187	76	48	124	218	235	453
Office	46,795 sq.ft.	515	64	8	72	12	58	70
High Turn-Over Restaurant	3,540 sq.ft.	450	21	20	41	24	15	39
Fast-Food Restaurant w/drive through	2,664 sq.ft.	1,322	74	72	146	64	60	124
Church	14,285 sq.ft.	130	6	4	10	5	4	9
Total Site Trip Generation:		7,604	241	152	393	323	372	695
Less 10% Internal Mixed-Use Trips:		-760	-24	-15	-39	-32	-37	-69
Total Off-Site Trips		6,844	217	137	354	291	335	626
Net Trip Change:		+2,540	+25	+27	+52	+109	+108	+217

(a) Existing retail center at 43 percent occupancy in June 2005.

(b) Existing retail center at 100 percent occupancy.

Source: ATE, *Traffic and Circulation Study for Lowe's Oxnard*, November 2005.

During the PM peak hour, one of these intersections currently operates at LOS B, two at LOS C and the remaining four at LOS D. With the addition of traffic generated by cumulative pending projects, six of the seven intersections would operate in the LOS D to E range. When trips generated by the project and “pending” projects are added to these intersections, the change in LOS/ICU is 0.02 or greater for all of the seven intersections with the Highway 101 ramps closed and for six of the seven intersections when these ramps re-open. This is a significant impact, unless mitigated (see discussion below).

The traffic study also includes an analysis of the increase in traffic attributable to the project as compared to traffic generated with 100% occupancy of the existing shopping center. This analysis is important because the applicant could completely lease the existing shopping center buildings without any discretionary permits and without triggering environmental review. However, this initial study acknowledges that the existing shopping center has not been fully occupied since prior to 2003, and was 43% occupied at the time the project application was submitted. This 43% occupancy represents baseline data for purposes of this environmental analysis. As shown in Table 2, page 7 of the project traffic study, AM and PM trips for the existing center if it were fully occupied would be 52 and 217 fewer trips, respectively, compared to the project.

Per Section 7 of City Council Resolution No. 10,453, a proposed project must mitigate identified impacts to the City’s circulation system by completing the master-planned transportation facilities within the project area, or by paying traffic impact fees contributing to construction of these facilities. This project would contribute to construction of the identified planned improvements (described above) through payment of the City of Oxnard Traffic Mitigation Fee and County traffic fees prior to issuance of a building permit for the project. All of the improvements identified in the traffic study are part of the planned Oxnard Boulevard Corridor Improvements Capital Improvement Project. These improvements will be implemented through this capital improvement project and funded by a combination of Redevelopment funding, developer traffic impact fees and such other fees as the City may designate. **This is considered a significant impact unless mitigated.**

- 3-5) The project curb cuts, driveways, interior circulation and site access are designed to meet City engineering standards, and will be required to meet City Fire Department standards to ensure fire apparatus can reach all parts of the site, and no safety issues have been identified. The project was designed to allow for future development of a fly-over across Oxnard Boulevard, from East to West Gonzales Road, as shown in the *2020 General Plan*.

Driveways onto the site are provided along all four streets surrounding the property, with turning movement limitations on most of the driveways leading onto and from the site. The restricted turning movements at the site driveways are designed to prevent traffic conflicts between vehicles accessing the project site and vehicles traveling on the surrounding streets.

Location	No left turn in	No left turn out	Exit only
Gonzales Road (east driveway)	X	X	
Gonzales Road (west driveway)	X	X	
C Street (south driveway)	X	X	
C Street (north driveway)	X	X	
Citrus Grove Ln. (west driveway)	X	X	X
Citrus Grove Ln. (Mid driveway)		X	
Citrus Grove Lane (east driveway)			
Oxnard Boulevard	X	X	

The Oxnard City Code requires 5 loading spaces for this size project and 9 are provided, exceeding the requirement. The home improvement store has a loading dock with 3 spaces at the southwest corner of the building and 1 loading space at the northeast corner of the building (adjacent to the “staging area”). Individual loading areas are provided for the other 6 buildings, with a shared loading area for Buildings 5 and 6. The loading zone adjacent to Building 3 does not meet City Code requirements and a condition is included in the project for it to be reconfigured to comply with the size requirements.

Delivery trucks bringing merchandise to the Lowe’s site would turn north from Gonzales Road to C Street and enter the site just north of Gonzales Road. After using the loading dock at the southwest corner of the building or the loading space near the staging area, trucks would exit by traveling north to the right-turn-out-only driveway onto eastbound Citrus Grove Lane. Staff has determined that making the right turn from westbound Gonzales Road to C Street and then into the proposed C Street driveway would be difficult for full-size delivery trucks, because the trucks would need to swing out into the left and middle lane of C Street in order to maneuver into the driveway and make the turn into the loading dock area. The applicant has agreed to relocate this driveway northward along C Street to allow safe maneuvering into this driveway without interfering with C Street traffic flow. Lowe’s delivery trucks would not be allowed to enter the site directly from Gonzales Road or directly from Citrus Grove Lane. Smaller delivery vehicles delivering products to the other buildings on the site can use any of the other site driveways. The driveway on Oxnard Boulevard would accommodate full-size trucks delivering merchandise to the other businesses on the eastern part of the site.

Passenger vehicles could use any of the driveways on Gonzales Road, Citrus Grove Lane (except the out-only service driveway) and Oxnard Boulevard for entering and leaving the site. Emergency vehicles would not be restricted from using any of the driveways onto the site. Therefore, emergency response and access will not be subject to any delays.

A grade-separated intersection (“flyover”) along Gonzales Road at Oxnard Boulevard is identified in the City of Oxnard 2020 General Plan and can be accommodated with a slight change in the project’s site access from Gonzales Road. This site plan change is identified in the traffic study (page 30). The flyover is part of the planned Oxnard Boulevard Traffic Improvement Project. Access from Gonzales Road to the project would be incorporated into the final design of the flyover, and would not be substantially altered from the current proposal.

The traffic study (page 30) also discusses traffic generation on Citrus Grove Lane, which provides access to the 117-unit Las Brisas residential condominium complex (via Blackberry Circle, across the street and north of the project site). Citrus Grove Lane provides access to this condominium development, two shopping centers, and the Post Office. Residents of Las Brisas have expressed concern regarding traffic that would be generated by this project, especially as it relates to their ability to exit Blackberry Circle onto Citrus Grove Lane. In addition, several persons have noted that traffic moves dangerously fast at the intersection of Citrus Grove Lane and C Street, often “cutting the corner” and making it difficult for pedestrians to cross the street at this intersection. The condominium residents have requested installation of a three-way STOP sign at the Citrus Grove Lane/Blackberry Circle intersection to slow traffic in this area. The project traffic study indicates that the amount of existing plus pending plus project traffic is not sufficient to warrant 3-way STOP signs at this location. However, the approved traffic study evaluated several alternative mitigation measures for slowing traffic along Citrus Grove Lane, improving safety at the intersection of C Street and Citrus Grove Lane and allowing easier exits from Blackberry Circle to Citrus Grove Lane and at the intersection of Citrus Grove Lane and C Street. Of these alternatives, the traffic study recommends and the applicant has agreed to implement the following (see Attachment I: Traffic Calming concept plan, which shows these improvements):

- **Reduce the width of Citrus Grove Lane.** Citrus Grove Lane currently has parking on both sides of the street, and a two-way center left turn lane, with one lane of traffic in each direction. The reduced width and restriping would remove most of the center left-turn lane, as well as eliminate the curb parking from the south side of Citrus Grove Lane. The sidewalk would be widened on the south side of Citrus Grove Lane and a new crosswalk installed across Citrus Grove Lane immediately west of its intersection with Blackberry Circle. In addition, the portion of the sidewalk where the crosswalk starts on the north side of Citrus Grove Lane would be widened to a “bulb” to reduce the length of the crosswalk. Parking will continue to be permitted along the curb along the north side of Citrus Grove Lane between its intersection with Blackberry Circle and C Street.
- **Install a roundabout at the intersection of Citrus Grove Lane and C Street.** This roundabout will be designed to slow traffic at this intersection, while continuing to allow access into the Post Office driveway at C Street by trucks traveling northbound on C Street and westbound on Citrus Grove Lane.

These traffic calming measures will be incorporated into the project as conditions. **This is not a significant impact.**

With implementation of the improvements listed above, no adverse impacts to access or design are anticipated.

- 6) The proposed project includes construction of a parking lot and on-site circulation in accordance with the City Code (see Land Use section for specific requirements), except the applicant has requested a reduction in the number of required off-street parking spaces and an adjustment in the configuration of the landscape planters.

The shared parking study prepared by the applicant's consultant and approved by the City Traffic Engineer shows that the proposed parking will be adequate to serve this project. The proposed development does not have any features that would create unusual demands for additional parking over that which is required by City Code. The adjustment to the configuration of the landscape planters does not affect the availability of parking for the project. **Since adequate parking will be provided on the project site, no adverse impacts due to parking are anticipated.**

- 7) The City of Oxnard Bicycle Facilities Master Plan shows a planned Class II bicycle lane along Gonzales Road between Oxnard Boulevard and C Street. Installation of this bicycle lane is incorporated into the project as a mitigation measure. **This is considered a significant adverse impact unless mitigated.**

The proposed project will not conflict with any other policies supporting alternative transportation, nor will the project create impacts to rail, waterborne or air traffic. The project will be required to provide bicycle racks in accordance with City Code requirements. Bus shelters located adjacent to the project include one on Gonzales Road north of C Street, and one on Citrus Grove Lane west of Oxnard Boulevard. A condition is included in the project requiring the developer to coordinate with the local bus service provider to relocate and/or replace the structures as necessary if conflicts occur between the bus stop locations and the locations of the project driveways, to allow the bus route to maintain this location and for safe operation of the project driveways. The project will not interfere with existing bus routes or bus stops. **With the mitigation measure below, no significant adverse impacts to alternative transportation policies are expected**

Mitigation Measures for Items 1, 2 and 7:

- S-1) Developer shall pay the City's Traffic Impact fee prior to issuance of building permits. The improvements identified in the traffic study (and listed below) are part of the planned Oxnard Boulevard Corridor Improvements Capital Improvement Project, which will be financed through a combination of developer traffic impact fees, redevelopment funding, and such other fees and funding as the City may designate to ensure that traffic in the project area operates at an acceptable Level of Service:
 - a. Oxnard Blvd/Vineyard Avenue: On the northbound, southbound and westbound approaches, provide an additional through lane.
 - b. Oxnard Blvd./Citrus Grove Lane: Re-stripe the eastbound approach to provide and exclusive left-turn lane and a shared left/right-turn lane

- c. Gonzales Road/Ventura Road: On the northbound approach, provide an additional through lane and left-turn lane. On the southbound, eastbound and westbound approaches provide an exclusive right-turn lane.
- d. Gonzales Road/H Street: On the northbound and eastbound approaches provide an exclusive right-turn lane.
- e. Gonzales Road/C Street: On the eastbound and westbound approaches provide and additional through lane.
- f. Gonzales Road/Rose Avenue: on the northbound and eastbound approaches, provide triple left-turn lanes. On the westbound approach, provide dual left turn lanes, three through lanes and a through/left turn lane.

S-2) Developer shall install a Class II bicycle lane along the property frontage on the north side of Gonzales Road, between C Street and Oxnard Boulevard.

Mitigation: With incorporation of the mitigation measures identified above, no significant impacts are expected to occur as a result of this project.

Monitoring: City staff will require payment of the project's traffic impact fees prior to issuance of a building permit. The bike lane will be shown on the project's improvement plans, and installation will be required prior to occupancy of the project.

Result after mitigation: Upon implementation of the above mitigation measures, the project will not result in any residual significant adverse effects on the environment related to traffic and transportation.

DRAFT

Table 5: Planned Traffic Facilities To Serve New Development

	Total Project Cost ¹	Allocation to New Development ²	New Development Responsibility
<u>Systemwide Improvements</u>			
Traffic Signal System Improvements	\$ 14,000,000	24%	\$ 3,360,000
Traffic Pre-Emption Devices	3,000,000	24%	720,000
Smaller Median Improvements	1,000,000	100%	1,000,000
Oxnard Blvd Bicycle and Ped. Path	6,000,000	24%	1,440,000
Signal Light Modifications	1,000,000	100%	1,000,000
New Signal Lights	4,000,000	100%	4,000,000
City's Share (50%) of Improvements Outside City Limit	58,939,500	82%	48,330,390
<u>Highway Improvements</u>			
Rice at 101 Interchange ³	14,870,600	100%	14,870,600
Del Norte at Highway 101 Interchange	34,700,000	100%	34,700,000
<u>Interior Circulation Arterials</u>			
Ventura Rd, jut outs	2,000,000	100%	2,000,000
Saviors/Oxnard Five Points	10,000,000	24%	2,400,000
Rose Ave, grade separate at Gonzales & at Fifth	70,000,000	100%	70,000,000
Rice Ave, grade separation at 5th	29,000,000	24%	6,960,000
Gonzales Rd, grade separation at Oxnard Blvd	38,000,000	100%	38,000,000
Gonzales Rd, grade separation at Victoria Ave	30,000,000	100%	30,000,000
Fifth Street, Oxnard Bl to Rice Av	15,000,000	24%	3,600,000
Wooley Rd, Oxnard Blvd to Richmond Ave	20,000,000	100%	20,000,000
Channel Islands Blvd, improve at Oxnard Blvd Intersection	2,000,000	100%	2,000,000
Hueneme Rd, bridge widening e/o Saviers	1,600,000	100%	1,600,000
Oxnard Blvd (re-route) grade sep Vinyard and Camino	68,000,000	24%	16,320,000
Oxnard Blvd, widening between Orchard Pl. and Esplanade	10,000,000	24%	2,400,000
Total Cost of Planed Facilities Attributable to New Development			\$ 304,700,990
Trip Demand from Growth (2005-2025)			<u>371,000</u>
Cost Per Average Daily Trip			\$ 821

¹ Where appropriate, costs have been inflated from prior City estimates using the Engineering News-Record Construction Cost Index.

² Projects that would not be necessary but for the impact of new development are allocated 100% to impact fee revenue. Projects that yield a systemwide improvement of equal benefit to both new and existing development are allocated at a rate proportional to the share of 2025 trips generated by new development (see Table 4).

³ Total project cost estimated to be \$20,000,000, the majority of which will be funded through an assessment district (see Table 7). The amount shown represents the remaining costs to be charged to new development.

Sources: Table 4; City of Oxnard.