



Meeting Date: 2 / 07 / 12

ACTION	TYPE OF ITEM
<input type="checkbox"/> Approved Recommendation	<input type="checkbox"/> Info/Consent
<input type="checkbox"/> Ord. No(s). _____	<input 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: Ashley Golden, Principal Planner *AG* Agenda Item No. **0-1**

Reviewed By: City Manager *JEB* City Attorney *SMF* Finance *JC* Other (Specify)

DATE: January 30, 2012

TO: City Council

FROM: Susan L. Martin, Planning Manager *SM*
Development Services, Planning Division

SUBJECT: Adoption of the City of Oxnard Bicycle and Pedestrian Facilities Master Plan (PZ 09-700-01) and Adoption of Negative Declaration No. 11-02. Filed by City of Oxnard.

RECOMMENDATION

That the City Council adopt a resolution adopting the City of Oxnard Bicycle & Pedestrian Facilities Master Plan and Negative Declaration No. 11-02.

DISCUSSION

In 2002 the City Council adopted the Bicycle and Pedestrian Facilities Master Plan (Master Plan), which recommended \$37 million worth of bicycle and pedestrian improvements Citywide. To maintain eligibility for certain funding sources the Master Plan needs to be updated every five years. As such, the City Council appropriated funds in 2008 to update the Master Plan, and the City entered into a contract with Alta Planning + Design to complete the Master Plan in December 2008. The Planning Commission held a public workshop on August 6, 2009 to solicit input on the direction of the subject Master Plan. The Planning Commission recommended adoption of the Master Plan and negative declaration on December 1, 2011.

The Master Plan describes policies, goals, and objectives for developing a safe, convenient, and effective city-wide system that promotes bicycling and walking as safe and viable transportation and recreation opportunities.

In general, the Master Plan includes bicycle facility recommendations that target gaps in the existing networks, physical barriers, and new development. The Master Plan bicycle facility recommendations are summarized in the table below.

Bicycle Facility Type	Quantity	Project Cost
Bicycle Path (along flood control channel or rail corridor) (Class I)	15.4 miles	\$40,040,000
Bicycle Path (in park, short connector no crossings) (Class I)	15.1 miles	\$7,550,000
Bicycle Lanes (may include signage, striping, and pavement markings) (Class II)	39.6 miles*	\$2,574,000*
Bicycle Route (signage only) (Class III)	13.9 miles	\$69,500
Bicycle Boulevard (Class III)	38.1 miles	\$1,143,000
Grade Separated Crossing (Flood Control Channel)(Class I)	2 crossings	\$1,000,000
TOTAL	122.1 miles	\$52,376,500*

**These numbers will change with the addition of proposed facilities. See further discussion below.*

The grade separated crossings are proposed at Gary Drive over the flood channel and at Fifth Street over the channel. In addition to the improvements noted above, the Master Plan recommends \$4.2 million dollars worth of improvements to existing bicycle facilities.

The plan considered by the Planning Commission inadvertently omitted existing and proposed bicycle lanes on West Esplanade Drive. In also omitted proposed bike lanes on Ventura Boulevard between Santa Clara Ave/Rice Ave and Del Norte Blvd. The bike lanes on Ventura Blvd are planned as part of the Rice 101 and Ventura Blvd roadway improvement projects. Staff recommends inclusion of these existing and proposed facilities, which would be incorporated into the adopted Master Plan. These additions would cause minor changes to the following pages of the subject Master Plan:

- Table 3-3: Existing Bicycle Facilities
- Map 3-1: Oxnard Existing Bicycle Facilities
- Map 5-1: Oxnard Existing and Proposed Bicycle Facilities
- Table 5-2: Proposed Bicycle Lanes
- Map 5-3, Existing Bike Lane Enhancement Corridors
- Table 6-8: Proposed Bicycle Facility Cost Estimates
- Map 6-1: Oxnard Prioritized Bicycle Projects
- Table 6-4: Bicycle Project Prioritization
- Cost estimate for improvements to existing lanes(page 88), if applicable
- Appendix C, Safety Review

Staff recommends that these changes be included in the City Council Master Plan approval. If so approved, staff will incorporate the changes into the final Master Plan document.

The Pedestrian aspect of the Master Plan includes sidewalks, signal re-timing, crosswalks, a pedestrian bridge, and traffic calming measures. The proposed pedestrian bridge provides connectivity over the Union Pacific railroad between the Village Specific Plan (Wagon Wheel) area's transit center and the South Bank Neighborhood. The Master Plan pedestrian facility recommendations are summarized in the table below.

Pedestrian Facilities Classification	Quantity	Project Cost
Corridor Improvements	5.43 miles	\$2,746,300
Intersection Improvements	8 intersections	\$5,457,100
Pedestrian Bridge	1 bridge	\$2,000,000
TOTAL		\$10,203,400

The Master Plan includes a prioritization list of the proposed bicycle and pedestrian facilities (Section 6.2), recommended policies and programs to promote bicycling and walking throughout Oxnard (Section 5.4), and funding sources (Chapter 7). The Master Plan provides the elements required to comply with the State of California Streets and Highway Code. Meeting these code requirements provides the City with a defined plan of action for implementation and an opportunity to pursue funding from multiple sources.

ENVIRONMENTAL REVIEW

The proposed project is subject to review in accordance with the State California Environmental Quality Act (CEQA). An initial study was prepared to analyze potentially significant adverse environmental effects of the proposed project. No areas of concern were identified as potentially being affected. Therefore, staff prepared a Negative Declaration (ND), the public review and comment period for which closed on October 21, 2011. The addition of the proposed and existing bike lanes noted in the previous section do not change potential environmental impacts or necessitate changes to the ND. Three comments were received on the ND, but the comments did not require changes to the ND. Staff recommends that the City Council adopt ND 11-02.

FINANCIAL IMPACT

The cost of all recommended improvements is \$66,779,900. This cost will be slightly higher with the additions of the bike lanes discussed in this report. The Master Plan will serve as the planning document for future capital improvement programs and future dedications of bicycle and pedestrian facilities required for new developments. No action to construct the recommended facilities is being recommended at this time. Many improvements will be made in conjunction with development projects. Staff will pursue grant opportunities for other projects.

Attachments:

1. Planning Commission Staff Report (without attachments)
2. Planning Commission Resolution
3. Negative Declaration #11-02, with Comments
4. Bicycle and Pedestrian Facilities Master Plan & Appendices
5. City Council Resolution

Note: Attachments 3 & 4 have been provided to the City Council. Copies are available for review at the Help Desk in the Library after 6:00 p.m. on the Thursday prior to the Council meeting and at the City Clerk's Office after 8:00 a.m. on Monday.



Planning Division

PLANNING COMMISSION STAFF REPORT

TO: Planning Commission
FROM: Ashley Golden, Principal Planner
DATE: December 1, 2011
SUBJECT: Planning and Zoning Permit No. 09-700-1, City of Oxnard Bicycle and Pedestrian Facilities Master Plan.

- 1) **Recommendation:** That the Planning Commission adopt a resolution recommending that the City Council:
 - a) Adopt the City of Oxnard Bicycle & Pedestrian Facilities Master Plan.
 - b) Approve ND 11-02.

- 2) **Project Description and Applicant:** The City of Oxnard Bicycle and Pedestrian Facilities Master Plan (Master Plan) describes policies, goals, and objectives for developing a safe, convenient, and effective city-wide system that promotes bicycling and walking as safe and viable transportation and recreation opportunities. Filed by City of Oxnard, Planning Division, 214 S. C Street, Oxnard, CA 93030.

- 3) **Background Information:** Circulation Element Objective No. 9 of the 2020 General Plan (page VI-24) stated "Provide a Citywide system of safe, efficient and attractive bicycle routes for commuter, school and recreational use." To fulfill that objective, on September 24, 2002, the City Council of the City of Oxnard adopted the Bicycle and Pedestrian Facilities Master Plan. The 2002 Master Plan recommended: nine (9) new off-street (Class I) multi-use facility segments, at an estimated cost of approximately \$22 million; 30 new on-street (Class II) bicycle facility segments, at an estimated cost of approximately \$15 million; and five (5) new signage-only (Class III) bicycle facility segments, at an estimated cost of approximately \$9,000. The total cost of all the recommended 2002 Master Plan facilities was approximately \$37 million. From 2001 – 2012 the City of Oxnard spent \$1,379,315 on bicycle and pedestrian projects; however additional facilities were constructed through development projects at the developers' expense. Although Figure 4 of the 2002 Master Plan shows the existing facilities, it did not quantify the miles of facilities. In 2010 the City of Oxnard contain approximately 65 miles of designated bicycle facilities.

- 4) Environmental Determination:** The proposed development is subject to review in accordance with the California Environmental Quality Act (CEQA). An initial study was prepared to analyze potentially significant adverse environmental effects of the proposed project. No areas of concern were identified as potentially being affected. Therefore, staff has prepared a Negative Declaration (ND) for the Planning Commission consideration.

The draft document consisting of the initial study and Master Plan (ND 11-02) were made available for the requisite public review and comment period, from September 22, 2011 through October 21, 2011.

Comments on the draft environmental document were submitted by Ventura County Watershed Protection District, Ventura County Air Pollution Control District, and the Ventura County Public Works Agency Transportation Department. These comment letters are included with the environmental document. The comments did not require responses or changes to the ND, but clarifying text was added to the Master Plan to reflect responses to the letters as needed. As such, no significant adverse affects are expected to result from the proposed Master Plan, and staff recommends that Planning Commission recommend the City Council adopt ND 11-02 (see Attachment A).

- 5) General Plan Consistency:** Chapter 3 of the Master Plan addresses the Plan's consistency with the 2030 General Plan (General Plan). The General Plan, Infrastructure and Community Services (ICS) Goal 8 seeks to provide "Safe bicycle and pedestrian circulation throughout the City." The General Plan identifies 14 policies (ICS 8.1 – ICS 8.14) to achieve this goal which is addressed throughout the Master Plan. In addition, this plan is consistent with General Plan ICS Goal 7, which addresses transportation, demand management. The policies within that Goal direct the City to promote development patterns that encourage pedestrian and bicycle travel in order to reduce vehicle trips, meet air quality goals, and minimize congestion. Lastly, the General Plan identifies six Urban Villages intended for transit-oriented mixed-use incorporating commercial and employment uses with residential. These core areas are intended to allow people to live near their place of employment with support and transit services. As further described in the Analysis section below, the Master Plan provides the framework for implementing a bicycle and pedestrian circulation system consistent with ICS Goals 7 and 8 and their policies. The Master Plan implements the goals and land uses identified in the General Plan.

6) Analysis:

- a) General Discussion:** The Master Plan will facilitate bicycle and pedestrian uses for recreation, community, and physical health in the City of Oxnard by establishing clear objectives to enhance safety, providing guidance for investments in facilities, and providing a concise inventory of existing and needed networks. The Master Plan includes;

- Goal and Objectives
- Existing Conditions
- Needs Analysis (Demand Model)

- Recommended Improvements
- Prioritization Strategy, includes costs and project sheets
- Funding
- Monitoring and Maintenance

The Master Plan also includes Design Guidelines, Trip and Emissions Reduction Estimates, Safety Review and the Bicycle Transportation Account Checklist. These Master Plan elements will satisfy requirements set forth in California Streets and Highways Code Sections 891.2 and 894.7 to enable the City of Oxnard to compete for Bicycle Transportation Account funds. Once approved by the City Council, the Master Plan will be submitted to the California Department of Transportation, Office of Bicycle Planning, to qualify the City for future grants that would fund bicycle facilities.

b) Proposed Bicycle Facilities: The bicycle network would include a one-half mile grid of facilities targeting gaps, barriers, and new developments. Bicycle Facilities consist of Multi-Use Paths (Class 1), Bicycle Lanes (Class II), Bicycle Routes (Class III), and Bicycle Boulevards (Class III). The plan includes \$4.2 million dollars worth of improvements to existing facilities. The Master Plan proposes 30.5 miles of new Class I facilities, 39.6 miles of Class II facilities, and 52 miles of Class III facilities (includes 13.9 miles of routes and 38.1 miles of bicycle boulevards).

Facility Type	Quantity	Project Cost
Bicycle Path (along flood control channel or rail corridor)	15.4	\$40,040,000
Bicycle Path (in park, short connector no crossings)	15.1 mi	\$7,550,000
Bicycle Lanes (may include signage, striping, and pavement markings)	39.6 mi	\$2,574,000
Bicycle Route (signage only)	13.9	\$69,500
Bicycle Boulevard	38.1	\$1,143,000
Grade Separated Crossing (Flood Control Channel)*	2 ea	\$1,000,000
TOTAL	122.1	\$52,376,500

* see description in section c) *Proposed Pedestrian Facilities.*

c) Proposed Pedestrian Facilities: The Master Plan identifies intersections and road segments that require a variety of pedestrian improvements such as installation of sidewalks, signal re-timing or crosswalk implementation, pedestrian bridges or traffic calming measures. These improvements would enhance mobility, aid the city in compliance with the American Disability Act (ADA), and provide access across barriers such as flood control channels and railroads.

Facilities Classification	Mileage/Number	Cost
Corridor Improvements	5.43 Miles	\$2,746,300
Intersection Improvements	8	\$5,457,100
Pedestrian Bridge	1	\$2,000,000
TOTAL		\$10,203,400

Three grade separate crossings/bridges would improve direct connections for neighborhood residents to key destinations such as schools, parks, and shopping. The bridges would accommodate all non-motorized transportation modes, diverting them from busy arterials and providing safe and convenient connections. The grade separate crossings are proposed at Gary Drive over the flood channel and at Fifth Street over the channel. A pedestrian bridge is proposed at South Bank Neighborhood over the railroad to the future Village Specific Plan Area's transit center.

d) Prioritization: Chapter 6 of the Master Plan contains a prioritization of each of the proposed facilities. The prioritization provides the City a foundation for implementing the project. The ranking of the projects was based on: connectivity to existing facilities/filling gaps, the attractor model results, the generators model results, and the detractors model results. For the pedestrian project list, the City provided input based on project readiness and synergy of development in the vicinity.

e) Recommended Policies and Programs: A number of enforcement, education, and encouragement policies and programs are identified in the Master Plan to promote bicycling and walking throughout the Oxnard Community. Enforcement policies and programs would be conducted at strategic locations where the public will become aware of bicycle/pedestrian laws and their penalties. Enforcement programs may include speed radar trailers and bicycle patrol units. Education policies and programs ensure bicyclists, pedestrians and motorists know how to travel safely and understand the regulations that govern these modes of transportation. Share the Road Campaigns, Safe Routes to School programs, and safety handbooks are examples of Education programs. Encouragement programs include business incentive programs and bike-to-health campaigns. These types of programs increase public awareness and support of bicycling and walking through fun and creative opportunities for people to try these activities.

7) Community Input: The Master Plan was discussed at two public meetings: Planning Commission on August 6, 2009 and at the Transportation Policy Committee (TPC) on June 23, 2011. The Master Plan and subject negative declaration were released for public comments from September 22, 2011 through October 21, 2011. Seven comments relating to the Master Plan were received. Changes resulting from the comment letters and staff changes include:

- A new objective and section 8.2.5 to address the importance of improving bicycle and pedestrian access to public transportation and the City's continued coordination with Gold Coast Transit.
- Updated references related to the 2030 General Plan.
- Added Section 3.1.2.5 to address The Board of Supervisors 2006 Bicycle Vision.
- Added further discussion and programs into the Recommended Policies and Programs (section 5.4).

- Updated the maps to show connectivity to facilities outside the city limits.
- Administrative edits addressing errors (costs, mileage, etc) have also been made.

In response to a comment received about not using the 2010 census data, the 2010 census data was released after the City began the Master Plan process. The consultant team looked at the 2010 census data and determined that the increased population (mainly in RiverPark) would not have drastically altered the demand model and therefore not have altered the prioritization tables. However, the Master Plan now includes clarification that projects may be done out of sequence when appropriate.

Also, concern was raised over combining pedestrian and bicycle needs and projects in one document. The City and consultant team have verified that combining bicycle and pedestrian in one document is fairly common. Although it is agreed that the users have different needs, the document does analyze, budget, and prioritize the projects separately. In addition the Class I facilities are meant to serve both users.

8) Appeal Procedure: The Planning Commission's action is a recommendation and the matter will be considered by the City Council at a later date.

Attachments:

- A. Negative Declaration #11-02, with Comments
- B. City of Oxnard Bicycle and Pedestrian Facilities Master Plan & Appendices (under separate cover)
- C. Resolution

Prepared by: _____ AG
Approved by: _____ SM

RESOLUTION NO. 2011-42

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF OXNARD RECOMMENDING THAT CITY COUNCIL APPROVE THE CITY OF OXNARD BICYCLE AND PEDESTRIAN FACILITIES MASTER PLAN. FILED BY CITY OF OXNARD PLANNING DIVISION, 214 SOUTH C STREET, OXNARD, CA 93030.

WHEREAS, the City's Bicycle Facilities Master Plan adopted in 2002 has served the City in identifying improvements for bicyclists traveling within the City; and

WHEREAS, many of the recommendations of the 2002 Bicycle Facilities Master Plan have been implemented, and

WHEREAS, it is time to update the City's plans to include facilities for pedestrians and bicyclists so as to encourage more people to enjoy the benefits of walking and bicycling both to work and as a healthy and safe form of recreation for individuals and families; and

WHEREAS, the Planning Commission of the City of Oxnard hosted a public workshop on the new Bicycle and Pedestrian Facilities Master Plan on August 6, 2009; and

WHEREAS, the Planning Commission of the City of Oxnard has considered the new Bicycle and Pedestrian Facilities Master Plan; and

WHEREAS, in accordance with the State California Environmental Quality Act, the Planning Division Manager provided public notice of the intent of the City to adopt a negative declaration for this project, and the Planning Commission has considered the proposed negative declaration before making its recommendation herein; and

WHEREAS, the Planning Commission finds, after due study, deliberation and public hearing, that the following circumstances exist:

- A. That the proposed Master Plan is in conformance with the *2030 General Plan* and other adopted standards of the City of Oxnard.
- B. That the proposed Master Plan will not adversely affect or be materially detrimental to the public health, safety or general welfare.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission of the City of Oxnard hereby recommends to the City Council the adoption of a negative declaration and the approval of the new Bicycle and Pedestrian Facilities Master Plan.

PASSED AND ADOPTED by the Planning Commission of the City of Oxnard on this 1st day of December, 2011, by the following vote:

AYES: Commissioners: Murguia, Huber, Guevara, Stewart, Nash, Mullin

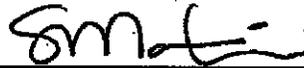
NOES: Commissioners: None

ABSENT: Commissioners: Medina



Patrick Mullin, Chairman

ATTEST:



Susan L. Martin, Secretary

CITY COUNCIL OF THE CITY OF OXNARD

RESOLUTION NO.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF OXNARD APPROVING THE CITY OF OXNARD BICYCLE AND PEDESTRIAN FACILITIES MASTER PLAN. FILED BY CITY OF OXNARD PLANNING DIVISION, 214 SOUTH C STREET, OXNARD, CA 93030.

WHEREAS, the City's Bicycle Facilities Master Plan adopted in 2002 has served the City in identifying improvements for bicyclists traveling within the City; and

WHEREAS, many of the recommendations of the 2002 Bicycle Facilities Master Plan have been implemented; and

WHEREAS, it is time to update the City's plans to include facilities for pedestrians and bicyclists so as to encourage more people to enjoy the benefits of walking and bicycling both to work and as a healthy and safe form of recreation for individuals and families; and

WHEREAS, the Planning Commission of the City of Oxnard hosted a public workshop on the new Bicycle and Pedestrian Facilities Master Plan on August 6, 2009; and

WHEREAS, the Planning Commission of the City of Oxnard recommended adoption of the new Bicycle and Pedestrian Facilities Master Plan on December 1, 2011; and

WHEREAS, in accordance with the California Environmental Quality Act, the Planning Division Manager provided public notice of the intent of the City to adopt a negative declaration for this project, and the City Council, which considered the proposed negative declaration together with any comments received during the public review process, finds on the basis of the whole record before it (including the initial study and any comments received) that there is no substantial evidence that the project will have a significant effect on the environment, and further finds that the negative declaration reflects the independent judgment and analysis of the City; and

WHEREAS, the documents and other materials that constitute the record of proceedings upon which the decision to adopt the negative declaration is based is located in the Planning Division of the City of Oxnard, and the custodian of the record is the Planning Division Manager; and

WHEREAS, the City Council finds, after due study, deliberation and public review, that the following circumstances exist:

- A. The proposed Master Plan is in conformance with the *2030 General Plan* and other adopted standards of the City of Oxnard.
- B. The proposed Master Plan will not adversely affect or be materially detrimental to the public health, safety, or general welfare.

NOW, THEREFORE, the City Council of the City of Oxnard resolves to adopt Negative Declaration No. 11-02 and approve the Bicycle and Pedestrian Facilities Master Plan on file with the Planning Division Manager, with the following changes thereto:

- Page:88, if applicable
- Maps: 3-1, 5-1, 5-3, 6-1
- Tables: 3-3, 5-2, 6-4, 6-8
- Appendix C, Safety Review

PASSED AND ADOPTED this ____ th day of _____, 2012, by the following vote:

AYES:

NOES:

ABSENT:

Dr. Thomas E. Holden, Mayor

ATTEST:

Daniel Martinez, City Clerk

APPROVED AS TO FORM:



Alan Holmberg, City Attorney