Heer Property Acquisition
13th Street Bridge Widening

HEARING RECORD
Exhibit 4

June 17, 2003
City Council Meeting

CIRCULATION MASTER PLAN (CMP)

In order to provide safe and efficient traffic flow, both within the City and between the City and its environs, a master system of different types of public streets and highways, including pedestrian and bikeway components, is needed to serve residential, commercial, industrial, and tourist needs.

This system is mapped on the Circulation Master Plan Map (Figure CE-1). Descriptions of the various types of streets and highways are contained on Table CE-1.

The approximate location of arterial streets is reflected in the CMP Map. Assignment of status of collector, local, industrial, rural, and hillside streets is determined at the time of approval of Specific Plans, subdivision maps (including parcel maps) and development plans.

The Circulation Element of the City of Paso Robles General Plan anticipates that as the City grows and expands its geographic boundaries, arterial and collector roads will need to be expanded and extended. New arterial and collector roads will also need to be planned for and constructed in concert with continued growth and development of the community.

The intent of the City's Circulation Element is to create a generalized "grid" pattern of arterial and collector roads that will not only maintain but even enhance vehicular access within the existing community and also within newly developing areas around the City.

The 2000 Circulation Element Map updates the previous map that was last updated in 1991. Figure CE-1 shows the Circulation Element Map that illustrates the update to the existing arterial and collector City street system and the theoretical pattern and approximate location for potential arterial and collector roads beyond current City boundaries. For the newly planned streets, the pattern and location of these roads is not precise and will warrant further study to confirm their appropriateness and feasibility.

To update the new Circulation Element Map, the City retained the services of OMNI-MEANS to create a new computerized Citywide Traffic Model and assist in the update process. The Citywide Traffic Model was, and will be an important transportation planning tool for it provides, with proper inputs, travel forecasts of development conditions over time through buildout of the current General Plan, which will be in approximately year 2025. Also with the traffic modeling tool, both alternative land use and circulation conditions can and have been tested to assist the City in determining the most appropriate land use plans and circulation systems for the City.

In conjunction with this and any update of the existing General Plan Land Use and Zoning, including new annexations to the City, it shall be the City Council's policy to more precisely designate the plan lines for future expansion, extension and creation of new arterial and collector roads within the planning area of the City of Paso Robles.

Circulation Element Update Evaluation

In updating the City's current Circulation Element, the City evaluated the development conditions and assumptions that lead to the last update to the Circulation Element in 1991. Based on their review of the past, the City officials and staff have projected anticipated growth, density and absorption assumptions (for incorporation into reasonable trip generation projections) for buildout of the City and surrounding area. Utilizing the traffic model, the resulting 2025 travel forecasts are shown in Figure CE - 2. These travel projections anticipate traffic volumes for each of the streets/corridors shown.

The traffic model development process as well as the initial data collection and assumptions that have been all a part of this Circulation Element update process are fully documented in a separate Technical Appendix report.

The following provides a brief summary of the findings, conclusions and recommendations of the Circulation Element update process. For a more detailed understanding of the technical work conducted, the Technical Appendix fully documents the following:

- Initial data collection, including traffic counts and land use data files
- Baseline assumptions, including trip generation, distribution, land use, growth
- Model development process, including calibration and validation process
- 2025, 2010 and 2005 travel forecasts
- Preliminary cost estimates
- Recommended circulation changes to the Circulation Element Map

DEFICIENT CIRCULATION CORRIDORS

Using the 2025 travel forecasts, Levels of Service, based on thresholds in Table 1, have been identified for all major arterials and collectors within Paso Robles, as summarized in Table CE-2.

As shown on Figure CE - 3, circulation corridor improvements to both State Route 46 and the City street system will be required to obtain and then maintain acceptable Level of Service "C" travel conditions within and through the City of Paso Robles. The street corridors requiring circulation improvements between 2000 and 2025 include the following:

- State Route 46 from US 101 to Jardine Road
- Spring Street from 1st Street / Niblick Road to 26th Street
- 13th Street from Spring Street to US 101
- 13th Street / Creston Road from US 101 to Stoney Creek Drive
- Niblick Road from Spring Street to Creston Road
- 24th Street from Spring Street to US 101

These circulation improvements will not be limited to street widening. Where applicable, other options are identified.

The following briefly describes the corridor deficiency and potential mitigation.

- **State Route 46 from US 101 to Jardine Road** – Through the year 2025, the current two (2) to four (4) lane segments of State Route 46 within Paso Robles will need to be upgraded. Specifically, as feasible, the four lane segment from US 101 to Golden Hill Road would need to be expanded to six (6) lanes and the two lane segment from Airport Road to Jardine Road, upgraded to four (4) lanes. Although with sufficient right of way such widening seems cost effective and logical, the lack of interchange capacity and flexibility to expand at US 101/State Route 46 dictates the need to consider potential alternative solutions. A concurrent study, entitled, S.R. 46 East Corridor Study, is being performed under the direction of the San Luis Obispo Council of Governments (SLOCOG) that is currently evaluating alternative State Route 46 corridor improvements. This study is exploring both the future status (highway, expressway or freeway) as well as alternative parallel facilities.

- **Spring Street from 1st Street / Niblick Road to 26th Street** – Spring Street, with the removal of on-street parking, is of sufficient width to accommodate four through lanes of travel and left turn channelization. However, in downtown, there is a strong desire to maintain on-street parking for the convenience of patrons to local businesses. Therefore, alternatives to the removal of on-street parking on Spring Street need to be explored. Diversion of traffic to parallel streets, such as Pine Street, Vine Street and/or Riverside Drive, as well as creation of one-way couplets are among the circulation alternatives that will need further study to best meet the circulation needs of the downtown area.

- **13th Street from Spring Street to US 101** - 13th Street is one of the primary entrances into downtown Paso Robles from both US 101 and the east side of town. East/west cross town connections are limited due to the need to cross over the Salinas River, US 101 and the Union Pacific Railroad tracks. Because of these obstructions, new east/west crossings, widening of existing crossings or other potential solutions tend to be costly. Therefore, within the downtown, 13th Street serves as an important east/west collector facility connecting to Creston Road. From Railroad Street east, on-street parking on 13th Street has been removed to maximize the number of travel lanes. From west of Railroad Street, on-street parking remains to serve local businesses. Not unless on-street parking is removed in this segment to Spring Street could the number of through travel lanes be increased to four and meet the anticipated future travel demand in the corridor. Alternatives to on-street parking removal, however, also exist for 13th Street. Similar to Spring Street, potential diversion concepts for 13th Street may be utilized as well as other potential concepts. Other options for a diversion pattern include use of 10th and 16th Streets to carry east-west traffic from Spring Street to Riverside. Further study will be required to determine the most appropriate solution and location for improvements.

- **13th Street / Creston Road from US 101 to Stoney Creek Drive** – Creston Road currently maintains predominately two through travel lanes with left turn channelization. There are however, significant segments of the roadway that have already been improved to four through travel lanes. On the western segments of Creston Road, which tends to be the older areas of Paso Robles, right of way is limited for improvements beyond the current two lanes and turn channelization. These western segments of the corridor are currently congested during peak hours and will further degrade in the future without near-term improvements. In 1994, a Plan Line for the future widening of 13th Street/ Creston Road

from Spring Street to Niblick Road was created. Future widening of this roadway should be consistent with this overall plan.

The City has already recognized this deficiency and is taking steps necessary to correct the problem. Caltrans' Project Study Report and Plans, Specifications and Estimates are being completed that will start to correct the current problem location. As a part of the improvement plans, the bridges over the Salinas River and US 101 will be widened to four travel lanes with turn channelization. Additionally, the approaches to Creston Road from North River Road and South River Road as well as Union Road have also been designed to be widened with additional travel lanes and turn channelization. Although this modification will be a significant improvement to current travel flow conditions, Creston Road will ultimately need to be widened to six lanes by 2025, over the Salinas River and US 101, unless other alternatives, such as a new river crossing at Charolais Road, are provided.

- **Niblick Road from Spring Street to Creston Road** – Right of way exists for at least a full four lane facility with turn channelization the entire length of Niblick Road. The bridge over the Salinas River and US 101, in 2000, is near completion to four travel lanes. Four travel lanes with turn channelization have been improved at all major intersections. Segments of Niblick Road, however, still remain as two through travel lanes, specifically where they front single family homes. Adequate capacity appears to be available with this current lane configuration and may not necessarily need to be changed even with increased traffic volumes in the future. It is therefore suggested that Niblick Road from Melody Drive west to South River Road be restriped for continuous 4 lanes of travel with turn channelization at intersections. In order to facilitate ingress and egress from residences fronting on Niblick Road, from Melody Drive east to Creston Road it is suggested to retain 2 lanes with turn channelization at intersections until traffic congestion increases to unacceptable levels.

  In contrast, the Niblick bridge capacity is projected to be a continuing constraint. Even with the bridge widening on Niblick Road, sufficient capacity may not be available to accommodate 2025 east/west travel demand over the Salinas River to and across US 101. This lack of capacity will not only exist at the Niblick Road crossing but Creston Road as well. Either potential further widening of both these bridges to six (6) lanes may be necessary or a new bridge crossing, such as at Charolais Road, may be required to provide sufficient east-west corridor capacity for the projected Paso Robles community.

- **24th Street from Spring Street to US 101** - This segment of 24th Street is an important east/west connection to downtown Paso Robles from US 101 and includes the only grade separated crossing of the Union Pacific Railroad tracks within the downtown area. Highway related commercial development lines much of 24th Street as it is adjacent to the intersection of US 101 and State Route 46. Limited right of way, particularly at the railroad overcrossing will limit the ability to widen this street and provide the capacity needed to serve anticipated growth in the area. Some diversion of traffic to Riverside Avenue could reduce the travel demand on this roadway, however, further improvements to this street will be likely necessary. An engineering study was conducted in 1997 to determine feasibility and preliminary cost for the widening of this roadway/railroad grade separation.
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OTHER CIRCULATION DEFICIENCIES TO BE ADDRESSED VIA PUBLIC WORKS PROJECTS

These additional projects listed below have been identified as necessary to correct existing and projected circulation deficiencies and achieve the City's General Plan goals and policies. This list does not indicate priorities and may not include all necessary projects; the City should establish and continually evaluate their priorities.

Methods for funding these projects include, but are not limited to: Capital Improvement Plan/Budget, Redevelopment Plan/Budget, Gas Tax Funds, Development Impact Fees, and special grants.

- Central Business District access improvements, including new on/off ramps to Highway 101 at appropriate locations.
- Improvements to traffic flow in the Central Business District;
- 24th Street – Lake Nacimiento Road widening and improvement;
- River Road Corridor widening and improvement;
- Theatre Drive area circulation plan;
- Bridges over the Salinas River (including Highway 101 and the SPRR tracks) and Huerheuro Creek;
- Interchange at Highway 46 East and Golden Hill Road;
- Interchange at Highway 46 East and Airport Road;

LEVEL OF SERVICE "D" ALTERNATIVE

As an alternative to reduce the costs associated with achieving and maintaining a Level of Service "C" Standard throughout the City, an alternative policy to achieve and maintain Level of Service "D" could be adopted. If the City's General Plan were to adopt level-of-service "D" as their threshold standard, for the following City facilities the timing of needed improvements will change.

- The 13th Street/Creston Road segment between Riverside Avenue and South River Road is currently operating at LOS "D" conditions. Improvement to these segments will not be needed until year 2005 if LOS "D" were to be accepted as the minimum standard.
- The Spring Street segment between 1st Street and 24th Street is currently operating at LOS "D" conditions. Improvement to these segments will not be needed through year 2005 if LOS "D" were to be accepted as the minimum standard.

- The Creston Road segment between South River Road and Golden Hill Road is projected to operate at LOS "D" conditions through year 2010. Improvement to these segments will not be needed through year 2025 if LOS "D" were to be accepted as the minimum standard.

- The Creston Road segment between Niblick Road and Charolais Road is projected to operate at LOS "D" conditions through year 2025. Improvement to this segment will not be needed through buildout if LOS "D" were to be accepted as the minimum standard.

In summary, the adoption of LOS "D" as the minimum LOS standard for the City, will mainly relax or postpone the projected timing for the different improvements, without completely eliminating the need for those improvements. The only exception to this conclusion appears to be the segment of Creston Road between Niblick Road and Charolais Road, which is projected to operate at LOS "D" through the buildout of the City's General Plan. Interestingly, portions of this segment of Creston Road have already been improved to four travel lanes with turn channelizations.

CIRCULATION ELEMENT STANDARDS AND DEVELOPMENT POLICIES

Standards and Specifications:

The City maintains standards and specifications for the dedication (right of way width) and improvement of City streets. These standards are adopted by the City Council. Table CE-1 describes the various types of streets and highways within the City.

Plan Lines:

Plan lines should be established wherever the right of way is to be off set in such a manner that future dedications will not be equal on both sides of the existing centerline of a street or for entirely new routes. Such off sets may be necessary in order to provide the necessary street width given constraints on development on one side of the street.

Private Streets:

Private streets are those which are not owned or maintained by the City. Private streets that were not developed to City standards and specifications should not be accepted by the City for ownership and maintenance unless they are brought up to meet its standards and specifications.

The City should discourage private streets where future growth patterns could call for full City standard streets. Appropriate applications for private streets include development in multifamily residential projects (including apartments and condominiums) where traffic would be limited to internal circulation needs.

As a prerequisite to the approval of the use of private streets, development projects must demonstrate that they will provide equivalent traffic carrying capacity, off street parking to replace any "lost" on street parking, paved pedestrian walks, and utility easement space.

Level of Service Standards:

The City uses Levels of Service to describe the ability of a street or intersection to move traffic. There are six levels ranging from "A" (free flow) to "F" (very congested.) A more detailed description of these levels is shown on Table CE-2.

The City considers level "C" to be acceptable for average daily traffic, including peak hour traffic and levels "D", "E", and "F" as indicating a need for actions to reduce impacts.

Traffic Signals:

The City uses a warrant system to set priorities for installing traffic signals at intersections. The purpose of the warrants is to provide a rational basis for identifying the intersections with the greatest need to be signalized.

The City will establish development impact fees in order for new development to pay for its share of the need for new signals.

Bridges:

The Circulation Master Plan Map identifies all proposed bridge crossings of the Salinas River and Huerhuero Creek. The City should perform a study to determine the priority order in which each bridge crossing should be constructed and periodically reevaluate the need for the identified crossings plus other bridge crossings. The City should also conduct "Project Study Reports" (as defined by AB 471, 1989) on each bridge project in order to be eligible to receive State Transportation Highway funds.

The City will establish development fees in order for new development to pay for its share of the need for new bridges.

Cul De Sac Street Lengths:

The City may establish standards to limit the length of cul de sac streets in order to attain the following objectives:

- To keep emergency vehicle response times to a minimum;
- To reduce the potential for traffic congestion in a cul de sac if it needs to be evacuated in an emergency.

Sidewalks:

Sidewalks should be required to be constructed on all public streets; walkways may be required on one side only or may not be required on hillside, rural, and designated industrial streets.

The City Council may approve a waiver of the requirement to construct sidewalks where topographic constraints make development of sidewalks infeasible. However, the City may establish an in lieu fee as a condition of granting a waiver, so that sidewalks might be constructed in areas that have none.

Safe Visibility:

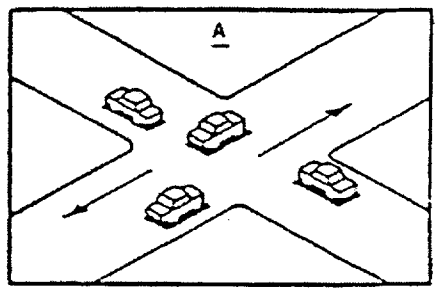
To ensure that safe visibility is provided, the City should employ a variety of codes and standards such as:

- Sign regulations, as part of the Zoning code, that reduce visual distraction;
- Wall, Fence and vegetation height and setback regulations along street frontages, as part of the Zoning Code, that maintain safe sight distances;
- Vertical curve standards, as part of the Street Improvement Standards, that eliminate blind spots.

TABLE CE- 2: LEVEL OF SERVICE CONCEPT

Level of Service A

1. Free flow conditions
2. Individual users are virtually unaffected by the presence of others in the traffic stream

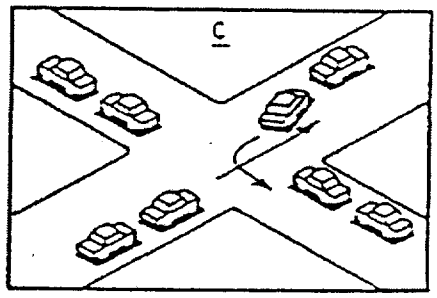


Level of Service B

1. Stable traffic flow
2. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver

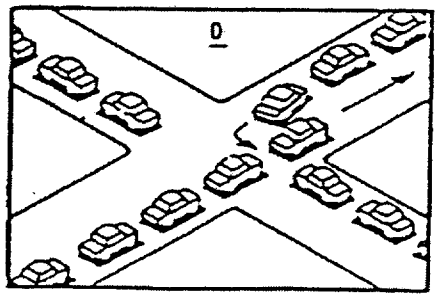
Level of Service C

1. Stable and acceptable flow but speed and maneuverability somewhat restricted due to higher volumes
2. Operation of individual users becomes significantly affected by the presence of others



Level of Service D

1. High density but stable flow
2. Driver experiences a generally poor level of comfort and convenience
3. Small increases in traffic flow will cause operational problems
4. Maneuverability restricted



Level of Service E

1. Speeds reduced to low, but relatively uniform value
2. Freedom to maneuver is extremely difficult, frustration is high
3. Volume at or near capacity
4. Unstable flow

Level of Service F

1. Forced or breakdown flow conditions
2. Stoppage for long periods due to congestion
3. Volumes drop to zero in extreme cases

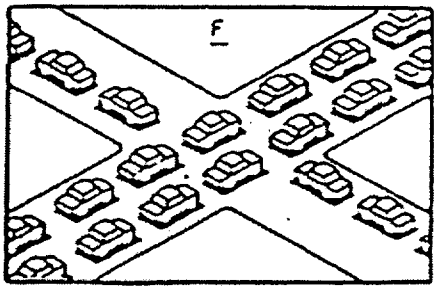
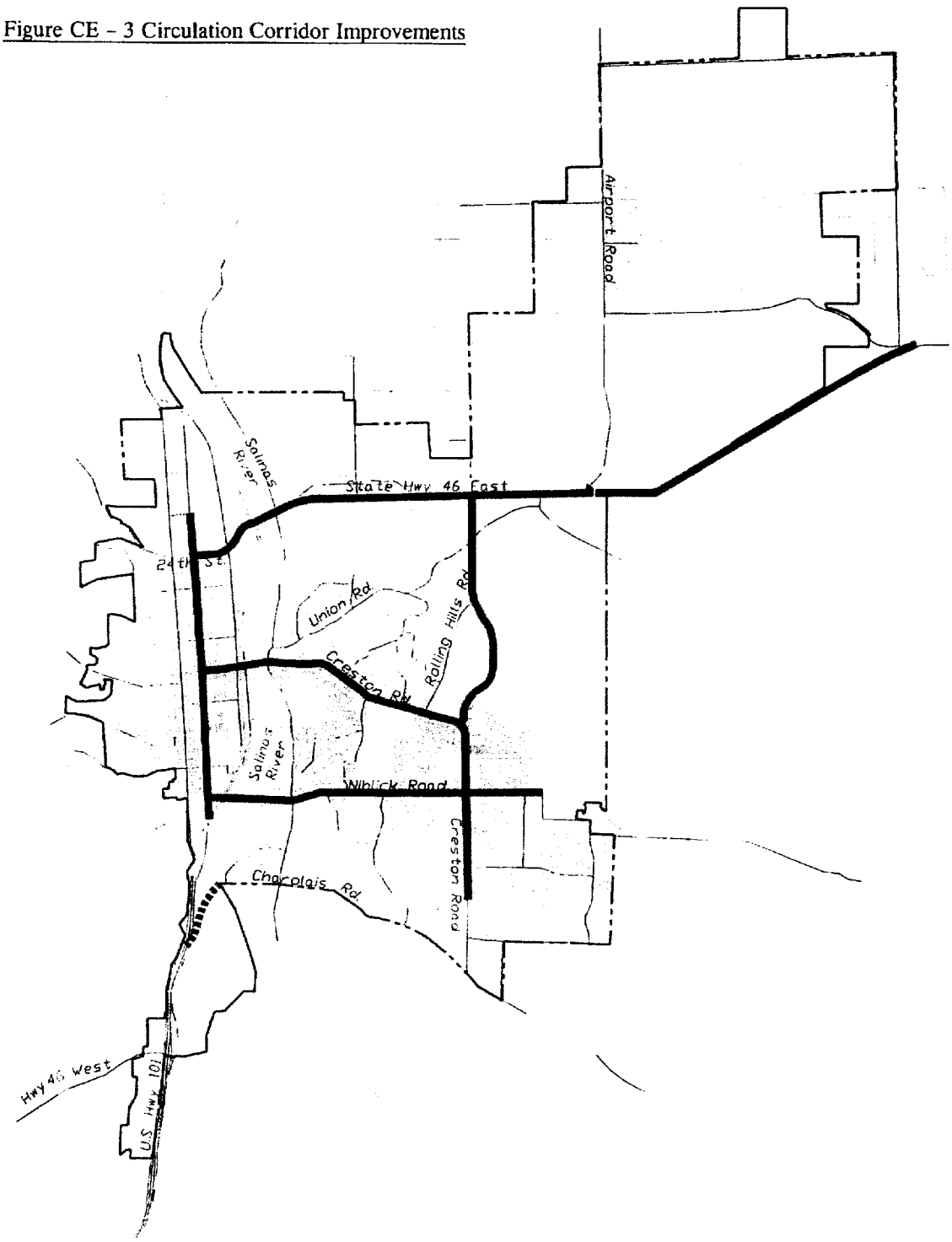


Figure CE - 3 Circulation Corridor Improvements



N.T.S.

Figure CE-3

City of Paso Robles Circulation Element Update

Year 2005, 2010 & 2025 Circulation Corridor Improvement Needs