

II.  
CIRCULATION  
ELEMENT



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**CITY OF FILLMORE  
GENERAL PLAN UPDATE**

**Circulation Element**

*Prepared for:*

**City of Fillmore**  
250 Central Avenue  
Fillmore, California 93015

Contact: Kevin McSweeney  
Telephone: 805/524-1500

*Prepared by:*

**Rincon Consultants, Inc.**  
1530 Monterey Street, Suite D  
San Luis Obispo, California 93401

*Adopted May 2003*

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# City of Fillmore General Plan Circulation Element

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## I. PURPOSE AND AUTHORITY

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

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

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

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

## II. GOALS and POLICIES

In this element, GOALS are statements that provide direction and state the desired end condition. POLICIES are specific statements that guide decision-making. They indicate a clear commitment by the City and generally serve as mandatory criteria.

The City's GOALS are listed in their entirety at the outset of the General Plan. The GOALS relevant to the Circulation Element are reprinted below for ease of reference. POLICIES that specifically support these goals then follow.

Implementation measures are contained in the next section of this element.

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### Goals

#### *Urban Form:*

1. Maintain the City's small-town, rural character in order to enhance the physical, emotional and mental well-being of the City's residents.
7. Prohibit urban expansion within the unmitigated floodway of the Santa Clara River, Sespe Creek and Pole Creek.

#### *Circulation:*

26. Provide for the efficient and safe movement of people, goods and services within and through the City.
27. Develop and maintain an interconnected network of roadways, bikeways, pedestrian paths, and rail lines to accommodate the travel, business and recreation needs of all residents.
28. Encourage urban development that incorporates elements of traditional town design, emphasizing alternative transportation modes, including walking, bicycling, and transit use.
29. Ensure that the City's commercial areas are convenient for pedestrian and vehicular access.
30. Pursue regional truck routes that provide alternate access around Fillmore.

### Policies

### *Urban Form*

- C-1 Vehicular traffic within residential areas shall be directed wherever possible to arterials to improve neighborhood safety and living quality.
- C-2 The condition and use of existing alleys shall support neighborhood security, safety and appearance.
- C-3 Street lighting standards shall ensure traffic safety as well as provide nighttime security for pedestrians, residents, and local businesses.
- C-4 Establish noise and landscaping regulations along the railroad corridor.

### *Circulation*

#### Streets and Highways

- C-5 Maintain acceptable operations of City streets and intersections during the peak commute periods.
- C-6 Require the preparation of traffic impact analyses to identify impacts and mitigation measures for projects, which may result in significant traffic impacts. Deficiency correction plans should be required for streets and intersections where the predicted operation is less than LOS "C" on City streets or LOS "D" within the Downtown Specific Plan area and on Highway 126.
- C-7 Discourage points of conflict at intersections and driveways along Highway 126 to promote safe traffic flow through the City. This shall be done through reciprocal access for retail development.
- C-8 Place a high priority on safety and the identification and elimination of high accident locations.
- C-9 Place a high priority on linking streets.
- C-10 Maintain existing roadways in good repair and in accordance with design standards appropriate to existing and expected traffic levels.
- C-11 Identify critical street connections to major new land development areas and require their construction as part of the land development projects. The City shall also promote the efficient movement of goods and people within new growth areas and between growth areas and other major destinations in the region.
- C-12 Design standards for all City streets shall include landscaping, lighting, and signage.

### Pedestrians and Bicyclists

- C-13 Design city streets for safe bicycle and pedestrian use.
- C-14 Encourage the use of the bicycle for transportation and recreational uses through the development of a bikeway system.
- C-15 New commercial and industrial developments shall provide well-designed, convenient pedestrian and bicycle parking facilities.
- C-16 Develop a system of trails along the Pole Creek, Sespe Creek and the Santa Clara River to provide travel and recreational opportunities.
- C-17 Promote future annexation areas with a Class I bicycle path providing access to the Central Business District.
- C-18 Development proposals shall include sidewalks, pathways or other appropriate features to encourage walking and provide design at a "human scale."
- C-19 Design sidewalks and pedestrian ways in new development to remain clear of obstructions, have appropriate grades, and be accessible in order to encourage pedestrian use.

### Alternate Modes of Motorized Transportation

- C-20 Encourage the use of public transit and alternative transportation modes.
- C-21 Increase availability of safe, convenient, efficient, and accessible transportation for all residents.
- C-22 Provide future sites for "park and ride" and "park and walk" facilities.
- C-23 Encourage bus service at the location of major public or private facilities.
- C-24 Provide adequate parking and access in commercial areas.
- C-25 Promote the restoration of rail service to link Fillmore with neighboring communities.

**Policy Framework Summary.** Tables C-1 and C-2 summarize the relationship between the goals, policies and implementation measures included in this element. It should be noted that these tables are intended as guidelines to planning staff, and not a definitive determination of internal relationships between the policy framework. Other relationships may be determined as appropriate.

<b>Table C-1. Summary Matrix of Goals and Related Policies</b>	
<b>Goals</b>	<b>Policies</b>
<b>Urban Form</b>	
1	All
7	C-1
<b>Circulation</b>	
26	All
27	All
28	C-1, 8, 13-25
29	C-1, 5-13, 15-19
30	C-1, 5, 7, 11

<b>Table C-2. Summary Matrix of Policies and Related Implementation Measures</b>	
<b>Policies</b>	<b>Implementation Measures</b>
<b>Urban Form</b>	
C-1	1, 4
C-2	1, 4
C-3	8
C-4	12
<b>Circulation</b>	
C-5	1-11
C-6	5, 6
C-7	1, 2, 4-11
C-8	8
C-9	5, 6, 7, 11
C-10	4-10
C-11	4-11
C-12	4, 5, 6, 9, 10
C-13	1, 8, 12-16
C-14	12-16
C-15	2, 12-16
C-16	13, 14
C-17	12-16
C-18	12-16
C-19	12-16
C-20	17-21
C-21	All
C-22	21
C-23	17-21
C-24	1, 2, 3
C-25	12, 19

### III. IMPLEMENTATION MEASURES

This section of the Circulation Element indicates the actions and programs that shall be carried out by the City of Fillmore to implement the land use goals and policies. These implementation measures, together with the policies, establish and guide the City's annual budget process and day-to-day decision-making so there is continuing process toward attainment of the goals. The implementation measures presented below are categorized by the same topics as the goals and policies in the preceding section.

---

#### *Urban Form:*

1. The City will promote traffic reduction strategies for new and existing developments.
2. The City will enhance employment opportunities in the City to reduce commuting outside of the City.
3. The City will establish zoning parking requirements flexible enough to allow alternatives for providing adequate parking for projects.
4. Street improvements which reduce traffic congestion and delay will be encouraged by the City.

#### *Circulation and Communication:*

##### Streets and Highways

5. The City will adopt level of service (LOS) "C" as the minimum acceptable LOS for City streets and intersections (weekday P.M. peak period), and LOS "D" within the Downtown Specific Plan area and along Highway 126.
6. The City will require mitigation measures for projects that are required for streets and intersections where the predicted operation is less than LOS "C", and Downtown Specific Plan streets and Highway 126 where the predicted operation is less than LOS "D".
7. The City will eliminate gaps in the system of arterial and collector streets as funding becomes available.
8. The City will monitor accident data and improve high accident locations.
9. The City will maintain the traffic development impact fee program to offset the capital improvement costs required to accommodate new development.
10. The City should consider all possible alternative means of funding capital improvements needed to meet transportation needs generated by buildout of the General Plan.

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

#### Pedestrians and Bicyclists

12. The railroad right-of-way should be utilized for a mixed mode corridor including bicycle paths, hiking trails and future rail transit. The City should coordinate and work with the Ventura County Transportation Commission to ensure maximum utility and quality of the facility.
13. The City should encourage the development of non-motorized routes through coordination with the County of Ventura in their Regional Trails and Pathway Master Plan, consistent with the Bicycle and Trail Plan of this element.
14. New development in all expansion areas should be required to develop non-motorized transportation systems, and present these with roadway plans.
15. The City should continue to retrofit existing sidewalks for accessibility by the disabled.
16. Site plans for new commercial and industrial developments should include pedestrian and bicycle facilities. Examples include:
  - *formal sidewalks with buffering systems from automobile spaces;*
  - *connections to the public sidewalk system;*
  - *seating areas; and*
  - *bicycle parking facilities.*

#### Alternate Modes of Motorized Transportation

17. The City should work to enhance bus ridership.
18. The City should investigate opportunities to restore long haul bus services to the area.
19. The City should work with the agricultural industry to encourage freight services along the railroad corridor.
20. The City will continue to work with VISTA Dial-A-Ride to provide private taxi service to the citizens of Fillmore.
21. The City should identify sites for future "park and ride" facilities as dictated by community needs.

## IV. EXISTING CIRCULATION SYSTEM

### A. Roadway Classifications

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

The Circulation Element presents the functional classification of the existing and proposed major thoroughfares, minor thoroughfares, and local streets.

**Major Thoroughfares.** Major thoroughfares are roadways that are regionally important, linking the City with distant communities. State Route 126 is the primary major thoroughfare in Fillmore, and connects the City to Interstate 5, U.S. Highway 101 and State Route 23. This four-lane facility is also the primary east-west roadway serving the City, and a high concentration of businesses result in this being the City's most heavily-used roadway. State Route 23 is the other major thoroughfare serving the City, linking Fillmore with Bardsdale and other more distant communities to the south, such as Moorpark.

Standards for major thoroughfares are shown below, based on the proposed functionality of the roadway. The final determination of the appropriate standard to use for a particular roadway would be at the discretion of the Engineering Department.

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

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

Examples of Roadways in the City: none

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

Functional Characteristics. These arterials provide for both through traffic across the City as well as access to adjacent land uses. These routes would be undivided and could accommodate 4 lanes with bike lanes or parking, or 2 lanes with both bike lanes and parking. Left turn channelization is typically provided at major intersections. The sidewalk/parkway area would include 12 feet on

each side of the roadway. Individual residential lot access is usually restricted from these roads, while commercial and/or industrial access is allowed at selected locations. State Route 126 and State Route 23 are examples of this type of roadway.

Examples of Roadways in the City: SR 126 and SR 23

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

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

Examples of Roadways in the City: none

**Minor Thoroughfares.** Minor thoroughfares are designed to move through traffic to and from local streets. They distribute and collect traffic, which is generated in the areas circumscribed by arterials. They also provide for movement within industrial, commercial and residential areas, or to connect adjacent land uses. Speeds on such streets are generally low, due to pedestrian activity and the frequent number of driveways serving adjacent land uses. Examples of minor thoroughfares include Central Avenue, Mountain View Street, A Street, B Street, C Street, D Street, and E Street.

Standards for minor thoroughfares are shown below, based on the proposed functionality of the roadway. The final determination of the appropriate standard to use for a particular roadway would be at the discretion of the Engineering Department.

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

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

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

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

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

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

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

Standards for local streets are shown below, based on the proposed functionality of the roadway. The final determination of the appropriate standard to use for a particular roadway would be at the discretion of the Engineering Department.

- *Residential Collector Street (2 Lanes, 36' curb-to-curb, 60' to 72' ROW).*

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

- *Residential Street (2 Lanes, 34' curb-to-curb, 56' to 68' ROW).*

Functional Characteristics. Residential streets are designed to serve individual subdivisions and neighborhoods within residential areas. They are not appropriate for use in non-residential areas, due to their lack of adequate width for parking and travel lanes, particularly in areas with truck activity. The curb-to-curb street width may be reduced by 6 feet in certain areas if the City Engineer finds that reduced demands for on-street parking will allow for parking to be prohibited on one side of the roadway. The sidewalk/parkway area would typically include 10 feet on each side of the roadway. In hillside areas, the sidewalk/parkway area would consist of 8 feet on one side and 3 feet on the other side of the roadway.

- *Estate Residential Street (2 Lanes, 32' curb-to-curb, 42' ROW).*

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

## B. Roadway Network

The roadway network serving Fillmore is generally configured in a grid system comprised of major thoroughfares, minor thoroughfares, and local streets. Figure C-1 illustrates the major components of the City's existing circulation system, and Table C-3 summarizes the north-south and east-west facilities.

**Table C-3. Existing City Circulation Element Street Classifications**

North-South Facilities	East-West Facilities
<i>Major Thoroughfares</i>	
State Route 23	State Route 126
<i>Minor Thoroughfares</i>	
Mountain View Street Central Avenue A Street B Street C Street D Street E Street Goodenough Road	River Street Main Street Santa Clara Street Old Telegraph Road Sespe Avenue 1 <sup>st</sup> Street 3 <sup>rd</sup> Street 4 <sup>th</sup> Street

The two major thoroughfares serving the City are state highways. State Route 126 is a four-lane facility, while State Route 23 is a two-lane road, constrained from additional widening by the bridge over the Santa Clara River to the south.

All minor thoroughfares in the City are two lane facilities. Of these, Central Avenue, A Street and Telegraph Road are the primary roadways, as they provide access to the City's main commercial and residential districts. The other minor thoroughfares are alternate roadways in the rectilinear grid. In all cases, traffic controls (signals and traffic lights) are occasionally used to maintain automobile and pedestrian safety while facilitating flow.

## C. Roadway Operations

Figure C-2 illustrates the existing average daily traffic (ADT) volumes for the regional highways and arterial streets adjacent to and within the City. The existing traffic volumes for the Fillmore street system were collected in 1999. The current volume data indicate that traffic levels have remained relatively constant over the past number of years.

In evaluating the operating condition of the City's roadway sections, "Levels of Service" (LOS) A through F are used, with LOS A indicating very good operation and LOS F indicating poor operation. More complete level of service definitions are provided in Table C-4.



Levels of service were determined for the City's existing roadway system based on the traffic volume data presented in Figure C-2. The operations of City streets were analyzed based on engineering design capacities for each road type (design capacities are summarized in the Technical Appendix for reference). Based on these capacities, it was determined that the City's major and minor thoroughfares currently operate at LOS C or better. However, the standard within the Central Business District would be LOS D, which is appropriate in an area intended for higher density development and pedestrian activity.

**Table C-4. Level of Service (LOS) for Signalized Intersections**

LOS	Description of Traffic Conditions	Volume/Capacity Ratio
A	Unobstructed flow; no approach is fully utilized by traffic and no vehicle waits longer than one red indication.	0.00-0.60
B	Stable operation; an occasional approach phase is fully utilized and a substantial number are approaching full use.	0.61-0.70
C	Stable operation with intermittent loading. Occasionally, drivers may have to wait through more than one signal indication and backups may develop behind turning vehicles.	0.71-0.80
D	Delays to approaching vehicles may be substantial for short periods during the peak period, with periodic clearance of developing queues.	0.81-0.90
E	Unstable flow conditions with long queues over extended periods. Capacity occurs at the limits of this level.	0.91-1.00
F	Forced flow conditions, with demand exceeding capacity; highly variable delay and long backups.	Variable

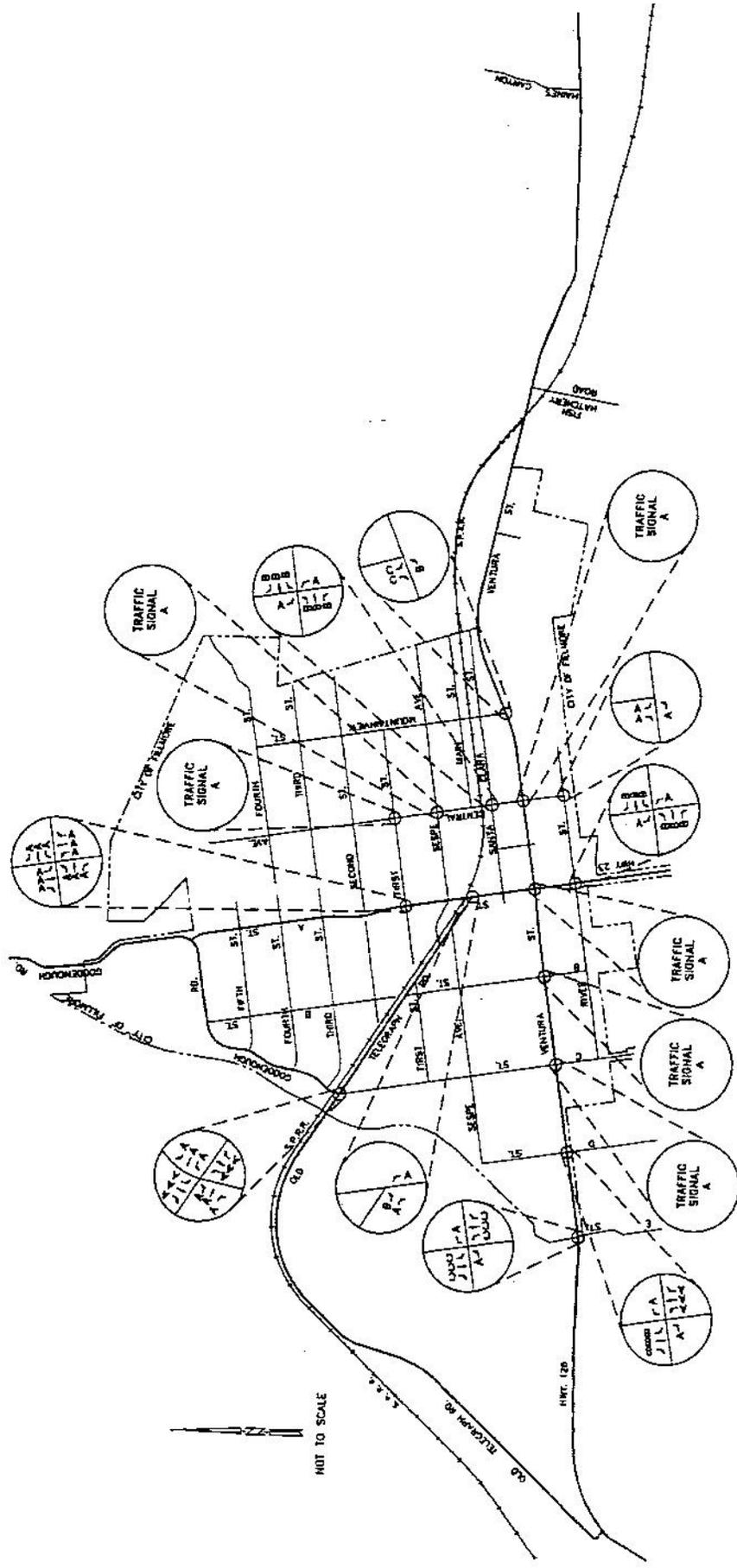
Source: *Highway Capacity Manual, Special Report 87, Highway Research Board, Washington, D.C.*

#### D. Intersection Operations

Because traffic flow on the City's street network is most restricted at intersections, evaluations of existing and future traffic volumes must consider the operating conditions of key intersections during peak travel periods. The level of service grading system presented in Table C-4 is also used to rate signalized intersection operations, while Table C-5 shows the criteria for stop-controlled intersections. Analysis of the City's key intersections connecting the highway, arterial and major collectors streets in the system found conditions to be in the LOS A-B range, which represent good operations. A table summarizing the existing levels of service for the key City intersections is presented in the Technical Appendix. Figure C-3 shows the existing levels of service at key intersections throughout the City.

SOURCE:  
 ● Traffic Counts Conducted in June 1999





**Table C-5. Level of Service (Stop Controlled Intersections Only)**

LOS	Average Total Delay (seconds/vehicle)
A	≤5
B	>5 and ≤10
C	>10 and ≤20
D	>20 and ≤30
E	>30 and ≤45
F	>45

*Source: Highway Capacity Manual, Special Report 209. Transportation Research Board, Washington, DC, 1994.*

### **E. Alternative Transportation Facilities**

**Bicycle Facilities.** The City currently has no bikeways within road rights-of-way. However, Class I bike paths are located adjacent to Old Telegraph Road and the VCTC rail right-of-way and along the Sespe Creek levee.

**Pedestrian Facilities.** The majority of the City's streets include sidewalks for pedestrian use. Pedestrian crosswalks are also present at many of the City's major road intersections. Within the Central Business District, walking is considered the preferred mode of transportation. As such, the CBD includes an extensive network of sidewalks, with well-marked intersections designed to promote pedestrian safety through the use of bulbouts, textured paving, and pedestrian scale lighting.

**Transit.** The existing VISTA service between Fillmore, Santa Paula and Ventura provides an express bus on 30-minute headways in the morning and evening. One-hour headways are provided during the middle of the day. On Saturdays the express bus operates with two-hour headways. VISTA Dial a Ride provides door-to-door service in Fillmore and Piru. No service is provided on Sundays.

**Rail.** The Ventura County Transportation Commission's railway corridor links Fillmore with the communities to the east and west. At this time, there is no regular passenger service, though occasional tourist-oriented excursion trains operate between Santa Paula, Fillmore, Piru and Rancho Camulos. The VCTC corridor is also the alignment of the Santa Paula Branch Line Trail, which would be a multi-purpose rail-trail facility, a key component in the region's Intermodal Transportation System.

### **F. Parking**

Current zoning regulations require that all new construction provide adequate off-street parking. Parking is provided in public lots near the Central Business District. In order to address potential parking problems associated with new development in the CBD, an in-lieu fee may be paid to help fund the cost of providing additional parking facilities in the area.

## V. FUTURE CIRCULATION SYSTEM

### A. The Circulation Plan

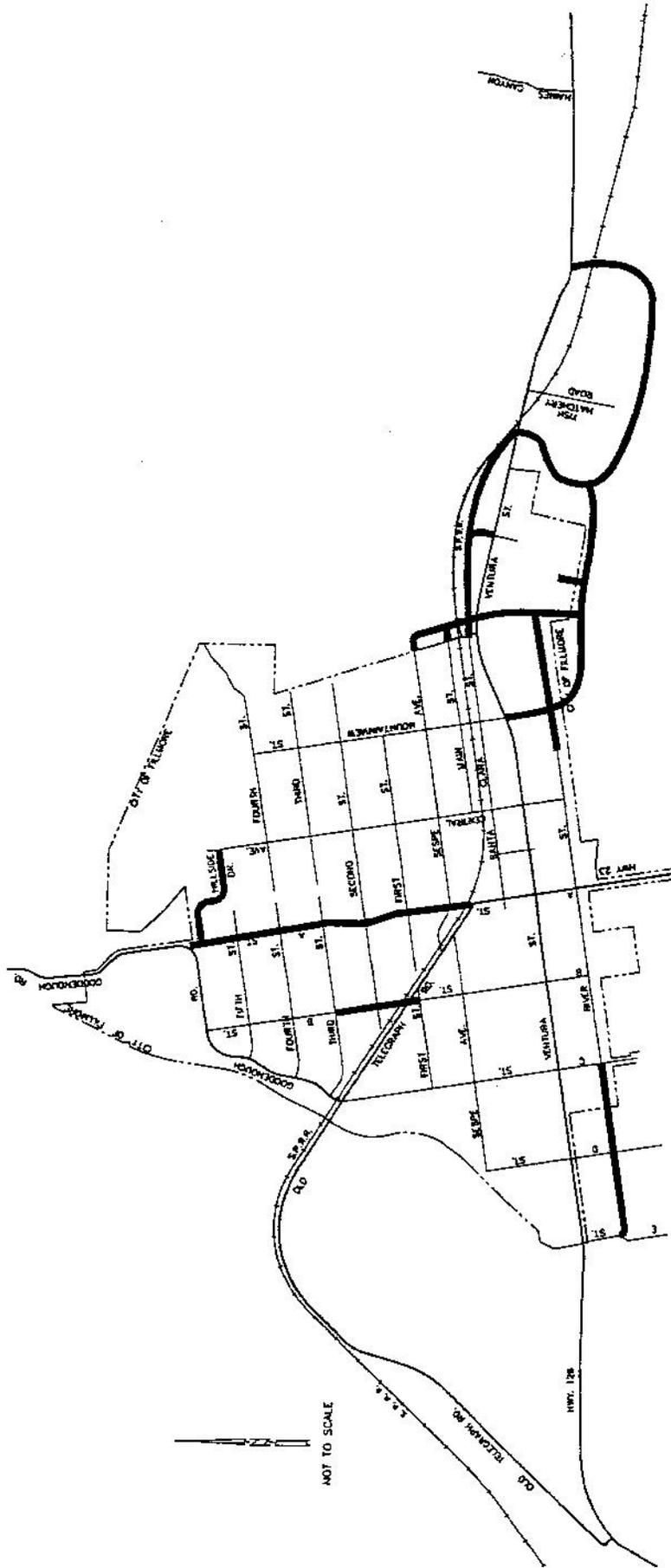
The Circulation Plan presents the circulation system improvements that have been developed to guide Fillmore's long-range planning and programming. The intent of the Circulation Plan is to preserve a corridor unobstructed by any permanent structure for future road right-of-way for each roadway link shown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

**Circulation Plan Map.** The Circulation Plan Map, shown in Figure C-4, establishes the future circulation system for the City. These alignments will give direction for right-of-way dedications and future roadway development. These roadways are to be coordinated with the land use designations identified in the Land Use Element.

The proposed plan illustrates the schematic alignment of roads in presently undeveloped areas. These schematic alignments are intended to show the desired circulation system should these areas be allowed to develop. In most cases, it is not the intent of the Circulation Element to require the construction of these roads unless such development occurs.

In general, the existing roadway network would be unchanged from its present condition. The new roadway linkages and extensions would be developed to a standard consistent with existing City roadways, coordinated in conjunction with the Engineering Department.

**Roadway Classifications.** Please refer to the roadway classifications described in Section IV. A. of this Circulation Element for proposed standards.



## B. Development Potential

Figure C-5 shows the buildout (Year 2020) ADT forecasts for the City's primary system of highways, arterial and collector streets. Table C-6 lists the existing (year 2001) and buildout ADT volumes for the major components of the City's street network for comparison.

Buildout of the development allowed under the draft Land Use Element would add approximately 55,900 additional daily trips to the roadway system, which would be distributed throughout the City's street network. The increase on any single roadway in the City would be substantially less. It should be made clear that increased traffic on SR 126 would be heavily influenced by regional development outside Fillmore that may be using SR 126 as a through route between Santa Clarita and Ventura. The calculation of the number of trips likely to be generated by cumulative development in the City is included in the Technical Appendix of this element.

As shown in the table, many roadway segments in the City would experience substantially higher ADT volumes with year 2020 development than under existing conditions. General Plan buildout projections indicate that volumes on SR 126 adjacent to the City would increase to between 42,238 and 46,490 trips per day. Volumes on the segment of SR 23 south of the City are expected to increase to about 13,385 trips. The majority of the other roadway segments analyzed throughout the City would experience daily volumes less than 10,000 ADT. Central Avenue just north of the central business district area is expected to experience daily volumes of between 11,200 and 13,800 ADT.

This increase in ADT volumes would result in a reduction in LOS at multiple intersections in the City. Figure C-6 illustrates the intersection levels of service expected to occur as a result of buildout of the draft Land Use Element and implementation of the improvements included in the Circulation Element. As shown in the figure, the following signalized intersections would operate at LOS D or below in the year 2020:

- *Ventura Street (SR 126)/C Street - LOS D*
- *Ventura Street (SR 126)/B Street - LOS E*
- *Ventura Street (SR 126)/A Street - LOS F*
- *Ventura Street (SR 126)/Central Avenue - LOS F*

In addition, many of the minor unsignalized intersections would experience delays on the stop-controlled approaches. Under the City's current standards LOS C is the minimum required level of service for all unsignalized intersections in the City. For the unsignalized intersections shown on Figure C-6, LOS of D or lower at one or more turning movements would not necessarily result in an overall LOS of D or lower. The overall LOS at these intersections depends on the traffic volumes traveling through each of the movements. For example, due to the high traffic volumes traveling along SR 126 at the D Street/SR 126 intersection, vehicles attempting to turn left from E Street to SR 126 may experience long delays, resulting in an LOS of F at that movement. However, because the majority of traffic is traveling on SR 126 and experiences zero delay, the number of cars actually experiencing LOS F is very low. Therefore, intersection would not experience an overall LOS F. The following is a list of unsignalized

intersections that would experience an overall LOS of D or lower under year 2020 General Plan buildout conditions:

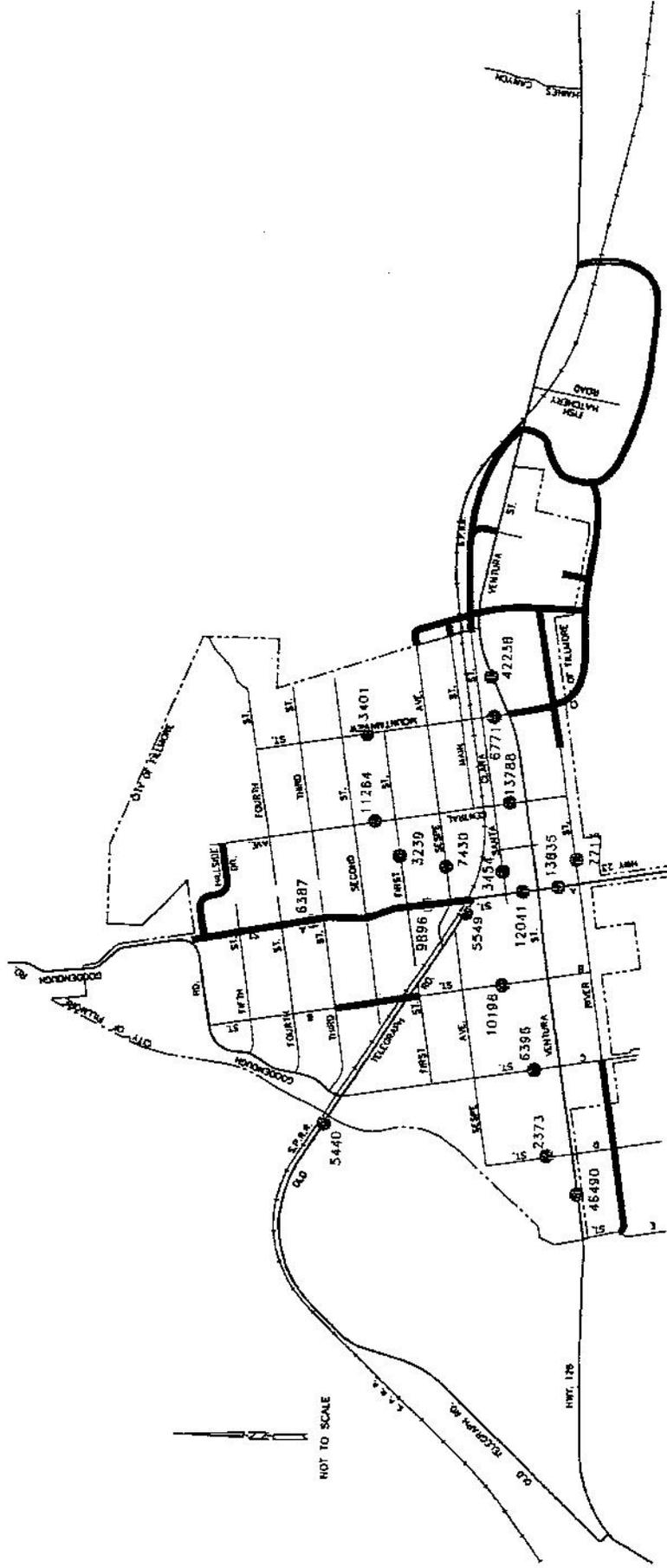
- *Ventura Street (SR 126)/D Street*
- *Ventura Street (SR 126)/Mountainview Street*
- *River Street/A Street (SR 23)*

Based on these results, the three unsignalized intersections above would experience levels of service below the existing City standards and the standard of LOS D currently under consideration. For this reason, circulation improvements (see Section D below) would be required.

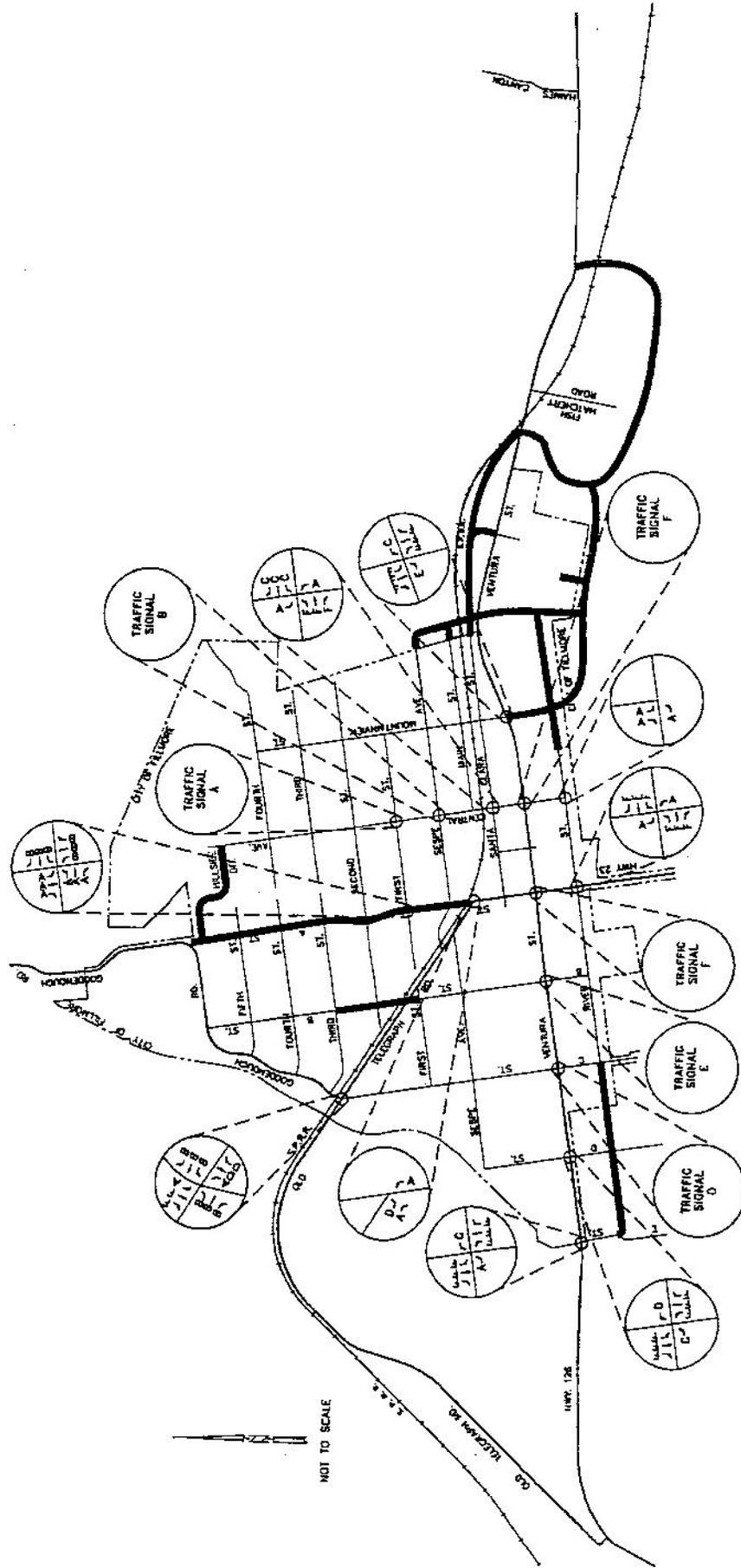
**Table C-6. Existing and Year 2020 Traffic Volumes**

Roadway Segment	Segment Width	Existing ADT (2000)	Year 2020
Ventura Street between E Street and D Street	4 lane	25,991	46,490
east of Mountainview Street	4 lane	23,336	42,238
A Street between Sespe Avenue and First Street	2 lane	5,800	9,896
between 3rd Street and 4 <sup>th</sup> Street	2 lane	2,751	6,387
south of Ventura Street	2 lane	8,869	13,385
north of Ventura Street	2 lane	7,471	12,041
First Street between A Street and Central Avenue	2 lane	2,831	3,155
Old Telegraph Road west of A Street	2 lane	3,651	5,549
west of City Limit	2 lane	3,899	5,440
D Street north of Ventura Street	2 lane	1,243	2,373
Sespe Avenue between A Street and Central Avenue	2 lane	5,831	7,430
Central Avenue between First Street and Second Street	2 lane	6,206	11,264
north of Ventura Street	2 lane	7,896	13,788
Mountainview Street north of Ventura Street	2 lane	2,667	6,771
between First Street and Second Street	2 lane	1,923	3,401
B Street north of Ventura Street	2 lane	2,267	10,196
C Street north of Ventura Street	2 lane	3,238	6,396
Santa Clara Avenue east of A Street	2 lane	2,560	3,454
River Street east of SR 23	2 lane	2,028	7,713

Source: *Willden Associates, City of Fillmore Traffic and Circulation Impact Study, 2001.*



Year 2020 Average Daily Traffic Volumes  
(With Circulation System Improvements)



### Year 2020 Intersection Levels of Service (With Circulation System Improvements)

## C. Circulation Network Improvements

Several improvements will be required to complete the City's existing circulation system and provide for future access to the proposed expansion areas. Circulation system improvements are illustrated in Figures C-4 and C-6.

**Roadway Extensions.** The following roadway extensions would be necessary to accommodate development anticipated under the Land Use Element. These are shown in Figures C-4 and C-6.

Hillside Drive. A roadway connection extending westward from the northern portion of Central Avenue to intersect A Street between Fifth Street and Goodenough Road.

River Street. The extension of River Street westward along the River Street corridor to curve northward and intersect Ventura Street at E Street.

River Street. The extension of River Street eastward along the River Street corridor to the future Kellogg Street.

South River Street. Beginning at the future intersection of Mountainview Street and River Street, to extend along the southern portion of the El Dorado Mobile Home Park (connection to the rear of the mobile home park will be provided) and tying into SR 126 east of Fish Hatchery Road. Design and construction of East River Street extension would coincide with the development of the Heritage Valley Parks Specific Plan Area.

Mountain View Street. The extension of Mountainview Street southward from State Route 126 to connect to the future extension of River Street.

B Street. A roadway connection on B Street from 3rd Street to Old Telegraph Road.

Kellogg Street. A roadway connection to the east of Pole Creek extending north from State Route 126 to Sespe Ave. (intersections at Main St. and Santa Clara Ave.).

Santa Clara Street. A roadway connection from the future extension of Santa Clara Street to the entrance of the mobile home park on State Route 126.

**Intersection Improvements.** The following intersection improvements would be required to accommodate buildout under the General Plan. The proposed improvements, and the resulting LOS at each intersection, are listed below:

Ventura Street (SR 126)/B Street Intersection. The westbound approach to the intersection should be striped with an exclusive right-turn lane. This would result in LOS C.

Ventura Street/D Street or E Street Intersection. The south leg of the E Street intersection should be constructed and a new traffic signal should be installed, at this future intersection. However, as future development occurs, it may be more appropriate to install the

signal at the D Street intersection. Periodic signal warrant analyses should be conducted to determine the best location for the signal.

Ventura Street/Central Avenue Intersection. To mitigate the operating conditions of this intersection to LOS C it is necessary to provide an exclusive westbound right-turn lane, provide a left turn lane and a through right-turn lane for the northbound approach, and three lanes (left, through, right) for the southbound approach.

Ventura Street/Mountain View Street Intersection. The south leg of the intersection should be constructed and a new traffic signal should be installed, while maintaining existing lane configurations.

Ventura Street/C Street Intersection. To mitigate this intersection to LOS C, it is necessary to provide a westbound right-turn lane, and a three-lane (left, through, right) southbound approach.

A Street/River Street Intersection. A new traffic signal should be installed, while maintaining existing lane configurations.

Ventura Street/Heritage Valley Parks Specific Plan Access Road. A new traffic signal should be installed at one of the proposed access roads for the Heritage Valley Parks Specific Plan Area.

Ventura Street/Kellogg Street. A new traffic signal should be installed at this intersection.

Ventura Street/Santa Clara Street. A new traffic signal should be installed at this intersection.

#### **D. Alternative Transportation Modes**

For people who do not own a motor vehicle, are unable to operate a motor vehicle, or simply do not wish to use their motor vehicle, there are several other alternative means of transportation in Fillmore. The City's transportation system strives to provide a balanced system by providing the following alternatives to the automobile. This is particularly important within the CBD, where the viability of the mixed land uses and higher densities in that area would depend on the availability of alternative modes of transportation, including walking.

**Bicycle and Pedestrian, and Trail Facilities.** There is a growing understanding of the importance of providing for travel with modes other than motorized vehicles. An important part of any circulation system is the accommodation of facilities for pedestrians and bicyclists.

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

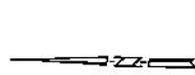
In 1996, The Ventura County Transportation Commission (VCTC) purchased the Southern Pacific Railroad right-of-way from the Montalvo junction to a location east of Piru. The rail segment, known as the Santa Paula Branch line, is currently being used for recreational passenger travel between Santa Paula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

- *Providing increased options for movement for residents by improving opportunities to use alternatives to the automobile;*
- *Improving the livability for Fillmore's neighborhoods and commerce districts by reducing motor vehicle traffic and associated air pollution and noise impacts;*
- *Expanding the recreational opportunities for residents, visitors, and tourists by providing additional recreation facilities, as well as additional connections between existing facilities.*

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

**Transit Service.** Public transit is an integral part of a well-balanced transportation system. Public transit systems provide alternatives the reliance on the automobile, and help address street and highway congestion. The elderly, handicapped, and youth rely heavily on bus transportation and demand responsive public transit programs. Transit is provided in the City by VISTA.

LEGEND	
□□□□	BIKE PATH
△△△△	BIKE ROUTE
○	BIKE PATH CONNECTION TO ROADWAY SYSTEM
-----	EQUESTRIAN PATH



NOT TO SCALE



Proposed City-Wide Bicycle Circulation System

## **E. Truck Routes**

To reflect existing and future industrial and commercial land use patterns in the City, the following roads shall be designated as truck routes:

- *State Route 126*
- *State Route 23*
- *A Street (between SR 126 and Old Telegraph Road)*
- *Old Telegraph Road*
- *Goodenough Road (between Old Telegraph Road and A Street)*

Trucks will be restricted to these roadways, except as necessary to access a commercial or industrial establishment away from these locations. The intent of this provision is to channel through truck traffic on designated routes, to minimize safety and noise impacts to areas residents.

## **F. Facilities Funding**

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

There are several options available to address funding shortfalls in this area. These include local sales tax for transportation, which if approved by the electorate, could provide funding to the County and cities for transportation infrastructure improvement purposes. This process must be repeated every four years to continue. Other cities have used a utilities tax to fund improvements. The City of Fillmore uses a Traffic Development Impact Fee to provide funding to construct street improvements needed to accommodate new development.

In addition, because through traffic also contributes to the need for future improvements, Caltrans would also be expected to contribute funds for improvements to their facilities (SR 126 and SR 23).

## VI. INTER-AGENCY COORDINATION

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