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**TITLE:** AMENDMENT TO THE GENERAL PLAN  
TRANSPORTATION ELEMENT, AND AMENDMENTS  
TO TRANSPORTATION RELATED ORDINANCES

**SUBJECT:** AMENDMENT TO THE GENERAL PLAN  
TRANSPORTATION ELEMENT, AND AMENDMENTS  
TO CHAPTER 10.32 TRUCKS AND TRUCK ROUTES  
WITHIN CITY LIMITS, CHAPTER 10.60  
TRANSPORTATION SYSTEM MANAGEMENT, AND  
CHAPTER 14.13.180 TRAFFIC IMPACT MITIGATION  
ORDINANCE

**RECOMMENDED ACTION:** RECOMMEND THAT THE CITY COUNCIL APPROVE  
THE AMENDMENT TO THE GENERAL PLAN  
TRANSPORTATION ELEMENT AND THE  
AMENDMENTS TO CHAPTERS 10.32, 10.60, AND  
14.13.180 OF THE MUNICIPAL CODE

**DISCUSSION:**

On August 8, 2017, the City Council initiated an amendment to the General Plan to make modifications to various policies and figures within the Transportation Element for the purpose clarifying the intent of the policies, and to more efficiently and appropriately manage the overall City of Vacaville's transportation needs. The City Council also initiated concurrent amendments to Chapter 10.32 Trucks and Truck Routes within the City Limits, Chapter 10.60 Transportation System Management, and Chapter 14.13.180 Traffic Impact Mitigation Ordinance of the Municipal Code to ensure consistency amongst the documents.

**General Plan Transportation Element**

The purpose of the General Plan Transportation Element is to define the long-term vision for citywide mobility by setting goals and policies that respond to existing conditions and future changes. This element defines the means to meet this vision by establishing standards that need to be met for transportation operations through the year 2035, and preserves right-of-way for transportation improvements that have the capacity to serve the ultimate buildout of the General Plan.

The General Plan was adopted in 2015. While working with the new General Plan over the last two years, staff has identified a few policies within the Transportation Element that need to be amended in order to more clearly provide staff and developers with policy direction that meets

the City's transportation needs. Specifically, staff proposes to amend the following policies as shown:

- Policy TR-P3.1      ~~Strive Endeavor~~ to maintain LOS C as the LOS goal at all intersections and interchanges to facilitate the safe and efficient movement of people, goods, and services. Strive to design improvements to provide a LOS goal of C, based on the City's most recent 20+ year traffic forecast including signalized and unsignalized intersections. ~~Design improvements to provide LOS C conditions based on the City's most recent 20+ year traffic forecast. At unsignalized intersections, maintain an overall LOS C standard with the worst approach to the intersection not exceeding LOS D.~~
- Policy TR-P3.2      At signalized and all-way stop control intersections, LOS mid-D shall be the LOS significance threshold. At two-way stop control intersections, LOS mid ~~E~~ D shall be the LOS significance threshold, ~~on the worst approach.~~
- Policy TR-P3.3      To allow for infill development and higher density development at transit centers, the LOS significance threshold shall be LOS D at signalized and all-way stop control intersections in the Downtown Urban High Density Residential Overlay District or other Priority Development Areas (PDA) designated by the City. At two-way stop controlled intersections in these areas, the overall LOS significance threshold shall be LOS mid-E, ~~with the worst approach not exceeding LOS E.~~
- Policy TR-P3.7      Roadway improvements implemented by the City using the Development Impact Fee Program or other funding sources shall be designed based on the level of service standards prescribed in Policies TR-P3.1, TR-P3-2 and TR-P3.3.

These policies address intersection level of service (LOS) thresholds and mitigation at intersections. As originally written, these policies inadvertently require new development projects to prepare environmental impact reports (EIRs) when new significant impacts are identified at minor approaches to unsignalized intersections even when the intersection has an overall acceptable level of service. In addition, prescribing mitigation to address impacts to unsignalized minor approaches would likely compromise the overall LOS of the intersection which could create increase total delay resulting in higher omissions and greenhouse gases. Due to this conundrum, it isn't the industry standard to apply LOS thresholds to unsignalized minor approaches at intersections. As such, staff recommends

In addition to proposing amendments to the policies identified above, staff proposes other technical updates to the Transportation Element. The proposed updates are listed in order of proposed edits to the Transportation Element, which has been attached as Attachment 1. Proposed updates include:

- Removing identified Routes of Regional Significance as identified by the Solano County Comprehensive Transportation Plan (CTP), and removing identified roadway segments within the city identified in Solano County's Comprehensive Management Program (CMP). These plans are updated on a regular basis by the Solano Transportation Authority. As such, the identified roadway segments are subject to change. Staff recommends amending the General Plan to reference the most current CTP and CMP

for identifying Routes of Regional Significance and roadway segments subject to CMP biannual monitoring compliance.

- Amending the bikeway categories to incorporate City bikeway standards.
- Amending the standards for traffic service and transportation improvements for Unsignalized intersection LOS to read:

***Unsignalized intersection LOS*** for all-way stop-controlled and two way stop controlled overall is based on a weighted average of the delays on individual movements. The current methodology estimates the average delay for each movement based upon (1) the critical time gap required to complete the maneuver, (2) the movement's traffic volume and (3) the volume of traffic opposing the movement. ~~criteria can be further divided into two intersection types: all-way stop-controlled and two-way stop-controlled intersections. All-way stop-controlled intersection LOS is expressed in terms of the average vehicle delay of all of the movements, much like that of a signalized intersection. Two-way stop-controlled intersection LOS is defined in terms of the average vehicle delay of individual movements. This is because the user experience at a two-way stop-controlled intersection is very different for vehicles traveling through the intersection without a stop sign versus those at stop signs. For this reason, LOS for a two-way stop-controlled intersection is defined in terms of its individual movements rather than its average performance overall.~~

- Updating roadway names in Table TR-1 Recommended Roadway Improvements (2035) and the corresponding Figure TR-4.
- Updating City of Vacaville projects on regional roads.
- Amending Figure TR-6, Street Right-of-Way for Buildout of General Plan, and corresponding Table TR-2 Recommended Right-of-way Reservation for General Plan Buildout to remove the need for 4-lane right-of-way on Elmira Road, Hawkins Road, and Fry Road east of Carroll Way. In addition, East Monte Vista Avenue, between County Airport Road and Vaca Valley Parkway was added as requiring 4 lane right-of-way at buildout. This roadway segment was erroneously omitted from the new General Plan.
- Correcting inconsistencies between existing and planned bicycle facilities as identified in Figure TR-2, and identifying areas where identified bicycle facilities need to be modified based on roadway right-of-way
- Amending Figure TR-3 Truck Routes, to correctly illustrate the location of truck routes and streets where extra-legal load trucks may be allowed with a permit. This amendment requires amendment of Chapter 10.32, Trucks and Truck Routes within the City Limits, of the City's Municipal Code, which is discussed in a subsequent section of this report.

### Chapter 10.32 Trucks and Truck Routes within the City Limits Ordinance

Chapter 10.32, Trucks and Truck Routes within the City Limits, of the Municipal Code establishes an extensive truck route network on which vehicles exceeding a gross vehicle weight rating of 5 tons (“trucks”) must travel unless they are destined for or originate from points within the city. The shortest and most direct routes must be used to and from the truck routes and/or between locations within the city. The City has also established an extra legal permit process, patterned after a State process, for trucks with loads exceeding legal limits. Applications must specify truck dimensions and weights. Appropriate truck routes are conditioned and approved based on evaluating established City truck routes.

This Ordinance is being amended to be consistent with the proposed amendments to Figure TR-3 Truck Routes, of the General Plan Transportation Element, and to provide clarifying language as to where truck routes are established and where extra-legal vehicles may be permitted with a permit.

### Chapter 10.60 Transportation System Management

The City’s Transportation System Management (TSM) Ordinance (Chapter 10.60 of the Municipal Code) has established requirements for employers to promote alternative commute modes, such as transit, ridesharing, bicycling, and walking, and to reduce the total number of vehicle trips in order to proactively manage congestion and vehicle emissions. Since its adoption in 1992, legislation has been enacted making conformance with TSM requirements largely voluntary. As such, General Plan Action TR-A10.1 directs staff to amend this ordinance to comply with State law.

Action TR-A10.1      Amend Chapter 10.60, Transportation System Management, of the Vacaville Municipal Code, to be in compliance with State law.

In addition to making compliance with this ordinance voluntary, the name of this ordinance is being changed to “Transportation Demand Management (TDM)” to more accurately reflect and describe its purpose. Traffic Demand Management is mainly the application of strategies and policies to reduce travel demand of single-occupancy vehicles.

### Chapter 14.13.180 Traffic Mitigation Ordinance

Chapter 14.13.180 of the Municipal Code establishes a procedure to assess and mitigate the potential impacts of proposed development projects on the transportation system. This Ordinance is being amended to be consistent with the LOS standards identified in the General Plan.

In addition, General Plan Action LU-A11.3, directs staff to update this ordinance to address roadway design in residential neighborhoods to help prevent traffic from speeding and cutting through neighborhoods. The proposed amendment to this Ordinance directs the City Traffic Engineer and City Engineer to evaluate projects for traffic calming measures consistent with the City’s traffic calming guidelines, which is anticipated to be completed in 2019.

## **ENVIRONMENTAL REVIEW**

The minor technical changes to the General Plan Transportation Element, and to Chapters 10.32, 10.60, and 14.13.180 of the Municipal Code, do not create new significant impacts or require major revisions to the certified General Plan and Energy and Conservation Action Strategy Environmental Impact Report (General Plan EIR). As such, consistent with Section 15164 of the California Environmental Quality Act, an addendum to the certified General Plan EIR is being prepared.

## **RECOMMENDATION:**

By simple motion:

- 1) Recommend that the City Council approve the amendment to the General Plan Transportation Element;
- 2) Recommend that by title, that the City Council introduce the ordinance amending Chapter 10.32 Trucks and Truck Routes within the City Limits;
- 3) Recommend that by title, that the City Council introduce the ordinance amending Chapter 10.60 Transportation System Management; and
- 4) Recommend that by title, that the City Council introduce the ordinance amending Chapter 14.13.180 Traffic Mitigation Ordinance

Attachments:

- Attachment 1 – General Plan Transportation Element (with mark-ups)
- Attachment 2 – General Plan EIR Chapter 4.14 Traffic and Transportation (with mark-ups)
- Attachment 3 – Chapter 10.32 Trucks and Truck Routes within the City Limits (with mark-ups)
- Attachment 4 – Chapter 10.60 Transportation System Management (with mark-ups)
- Attachment 5 – Chapter 14.13.180 Traffic Mitigation Ordinance (with mark-ups)