

**City of Baldwin Park
2020 General Plan**

Circulation Element

November, 2002

Table of Contents

Introduction	C-1
Purpose of the Element	C-1
Element Scope and Content	C-1
Related Plans and Programs	C-2
Issues, Goals and Policies	C-4
Internal Traffic Circulation	C-4
Regional Transportation	C-7
Public Transportation	C-7
Alternative Modes of Transportation	C-7
Parking	C-10
Traffic Safety	C-10
Focus Area: Auction Village	C-10
Focus Area: Downtown/MetroLink	C-11
The Circulation Plan	C-12
Regional Access	C-12
Street Network	C-12
Bus System	C-15
Bicycle Routes	C-16
Rail Transportation	C-16
Truck Circulation	C-17
Pedestrian Circulation	C-17
Appendix A: General Plan Future Roadway Daily Operating Conditions	

List of Tables

C-1 Level of Service (LOS)	C-14
----------------------------------	------

List of Figures

C-1 Master Plan of Arterial and Collector Roadways	C-5
C-2 Standard Street Cross Sections	C-6
C-3 Transit Routes	C-8
C-4 Bikeway Plan	C-9
C-5 Truck Routes	C-18



CIRCULATION ELEMENT

Introduction

Purpose of the Element

The Circulation Element identifies the future circulation system needed to allow Baldwin Park residents and visitors to the City to move about the community in the most efficient manner, and to access regional transportation routes. "Circulation" means the actual physical circulation system consisting of streets, highways, bicycle routes and sidewalks, as well as available modes of transportation, including cars, buses, trucks (for the transportation of goods), bicycles, ridesharing and walking. This Element will guide the planning, development, and enhancement of Baldwin Park's circulation system and is based upon anticipated land use patterns and intensities.

Element Scope and Content

To establish the baseline condition against which future circulation and transportation needs can be measured, this Element briefly describes circulation system conditions in baseline year 1999. The Element also examines issues relevant to circulation, sets forth City goals and policies for moving people and goods through and throughout the community, and graphically illustrates a comprehensive circulation plan designed to accommodate all modes of transportation: private automobiles and trucks, mass transit using roadways, bicycles, rail, pedestrian circulation and emerging transportation technologies that will become available over time.

The goals and policies contained in this Element recognize the built-out character of Baldwin Park and reflect the constraints imposed by a long-established street network and freeway system, as well as relatively fixed land use patterns. However, the City's chief aim is to work creatively within these constraints to enhance all modes of transportation and to provide for safe and efficient circulation for all City residents.

Related Plans and Programs

Transportation is a regional issue, and transportation planning and management necessarily require cooperation and coordination among many State, County, and regional agencies. Relevant agencies include the California Department of Transportation (Caltrans), the Southern California Association of Governments (SCAG), the Los Angeles County Metropolitan Transportation Authority (MTA), and the South Coast Air Quality Management District, which is concerned with regional air quality issues associated with vehicle traffic. The following paragraphs describe related plans and programs produced by these agencies which shape transportation issues in Baldwin Park.

Regional Comprehensive Plan and Guide

The *Regional Comprehensive Plan and Guide* prepared by SCAG is a long-term vision document intended to move regional issues, goals, objectives, and policies for the Southern California region into the early part of the 21st century. The Plan contains a transportation/mobility component.

The Plan was developed with active participation from local agencies throughout the region, elected officials, the business community, community groups, private institutions, and private citizens. The Plan sets broad goals for the region and provides strategies to reduce problems related to congestion and mobility. Goals of the Plan include:

- Improving the levels of service for the movement of people and goods.
- Ensuring transportation investment provides the greatest possible mobility benefit.
- Serving the transportation needs of all southland residents.
- Developing regional transportation solutions that complement subregional transportation systems and serve the needs of cities and communities.

In recognition of the close relationship between the traffic and air quality issues, the assumptions, goals, and programs contained in the Plan parallel those used to prepare the *Air Quality Management Plan*.

Congestion Management Plan

The Los Angeles County MTA is the agency responsible for planning and operating regional transit facilities and services in Los Angeles County. The MTA prepares the Congestion Management Plan (CMP) mandated by State law which defines the countywide transportation network, establishes services level targets for network routes, and identifies strategies to reduce congestion. Individual cities within Los Angeles County are responsible for implementing the CMP.

To implement the CMP, Baldwin Park must: 1) conform to established level of service targets; 2) adopt and implement a trip reduction and travel demand ordinance; 3) implement a program to analyze land use decisions on the regional transportation system; 4) prepare annual deficiency plans for portions of the CMP system failing to meet the established service level standards; and 5) if desired, adopt its own sub-County traffic model.

As of 1999, the only designated CMP roadways in Baldwin Park were Interstate 10 (San Bernardino Freeway) and Interstate 605 (San Gabriel River Freeway). Future versions of the CMP may identify additional roadways or road segments, and the City will need to comply with all CMP updates.

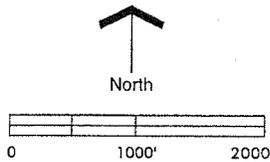
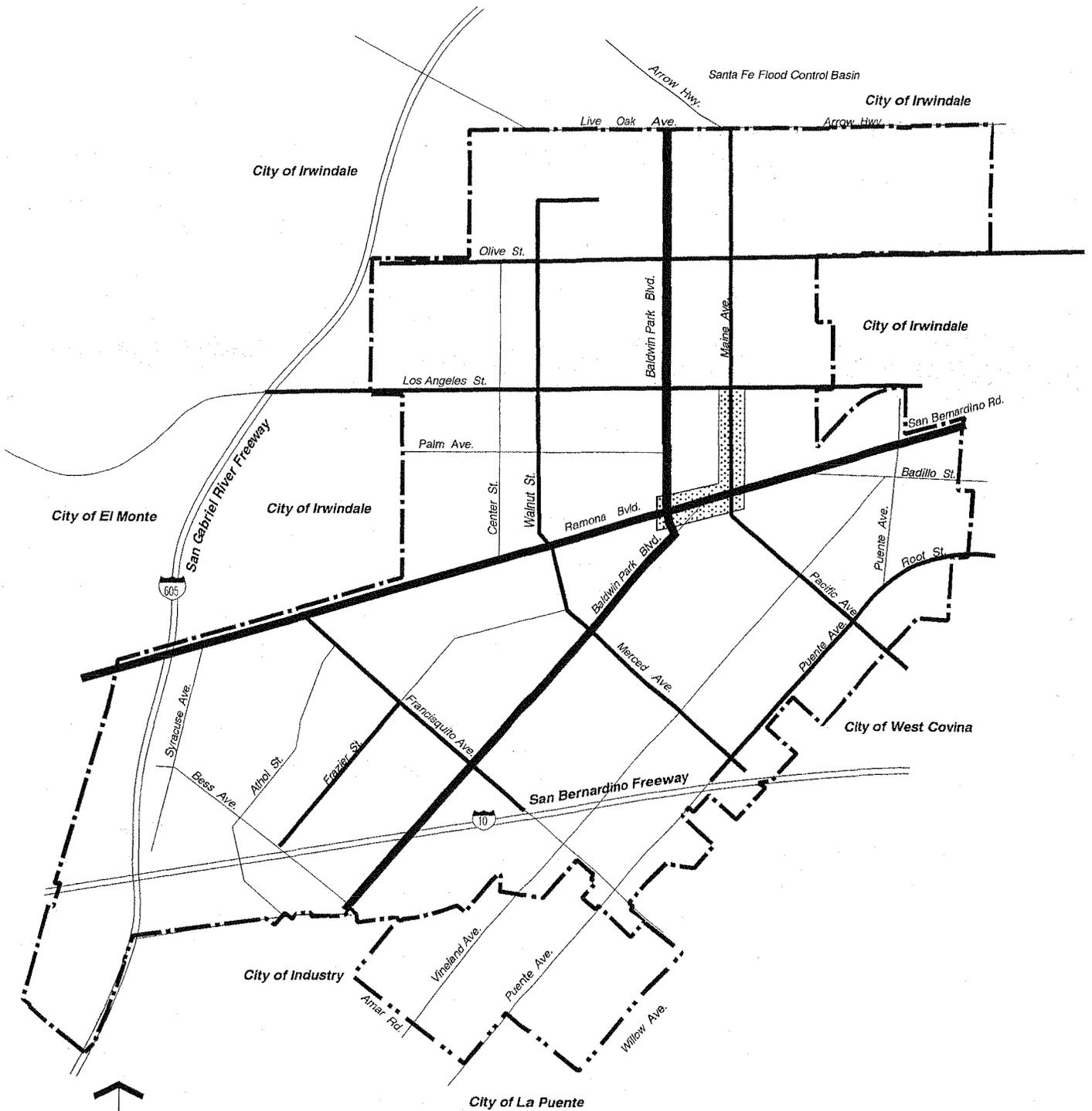
Air Quality Management Plan

The South Coast Air Quality Management District prepares regular updates of the *Air Quality Management Plan*, or AQMP, for the South Coast Air Basin. The AQMP responds to federal mandates relating to gradual improvement of air quality within the Basin. Given that on-road vehicles account for roughly 20 percent of the pollutants generated annually within the Basin, the AQMP necessarily contains many strategies and programs for reducing vehicle-related emissions. These strategies include transportation measures aimed toward enhancing mobility by decreasing congestion levels. Transportation improvements, advancement of transportation technologies, market-based transportation pricing, and livable community goals are all part of the AQMP and are relevant to circulation planning in Baldwin Park.

Issues, Goals and Policies

Internal Traffic Circulation

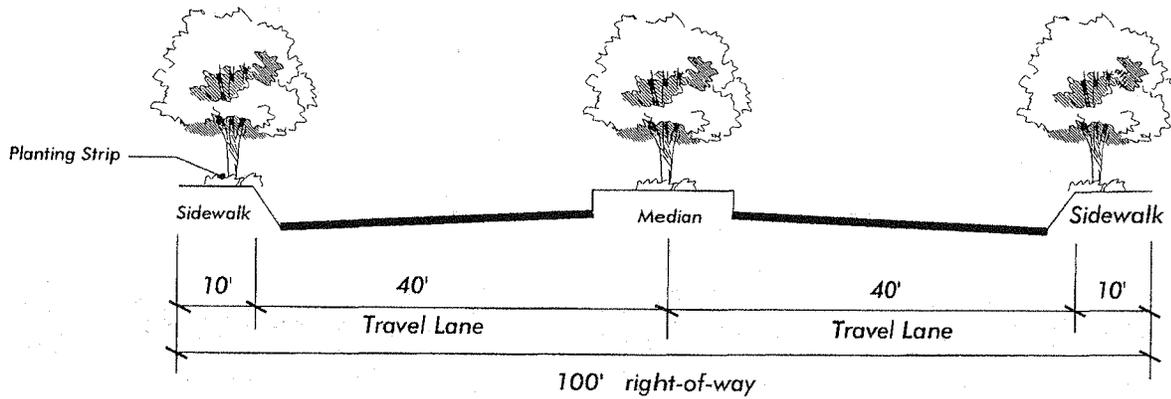
- Goal 1.0** Provide a street and highway system in Baldwin Park that provides adequate capacity to ensure acceptable traffic flow.
- Policy 1.1** Develop and maintain the local circulation system illustrated in Figure C-1.
- Policy 1.2** Require significant new land use developments to prepare traffic studies using intersection analyses to detail potential traffic impacts.
- Policy 1.3** Where project-level traffic studies support the need for added street segment capacity, pursue alternatives to street widenings including lane restriping, peak hour parking restrictions, and/or similar less intensive and costly measures.
- Policy 1.4** Maintain as a goal the provision of service levels at intersections along arterial highways at Level of Service "D" or better during morning and evening peak travel periods.
- Policy 1.5** Adopt five-year Capital Improvement Programs that identify street and related improvements required to ensure smooth traffic flow.
- Policy 1.6** Continue to automate traffic signals and to develop an integrated traffic signal control system.
- Policy 1.7** Monitor growth within the City and its impacts on the City street system, and make improvements as needed consistent with five-year capital improvement plans.
- Policy 1.8** Develop a modified standard for local residential streets that allows narrower streets to be designed and constructed within areas designated as pedestrian districts and for residential subdivisions.
- Policy 1.9** Ensure cul-de-sac streets meet emergency access requirements and are designed to provide adequate circulation. Circulation issues for consideration include: street width, length of cul-de-sac, provision of sidewalks, availability of parking, etc.



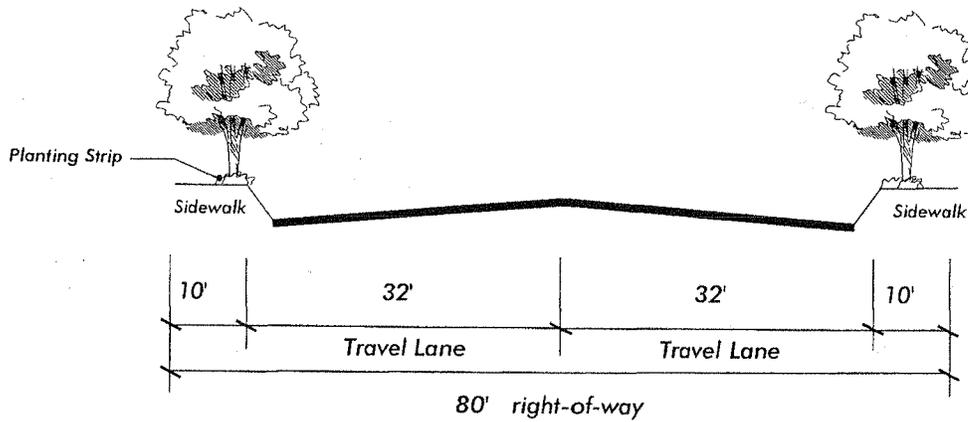
-  City Boundary
-  Sphere of Influence
-  Arterial
-  Collector/Industrial
-  Special Study Area

Figure C-1
Master Plan of Arterial
and Collector Roadways

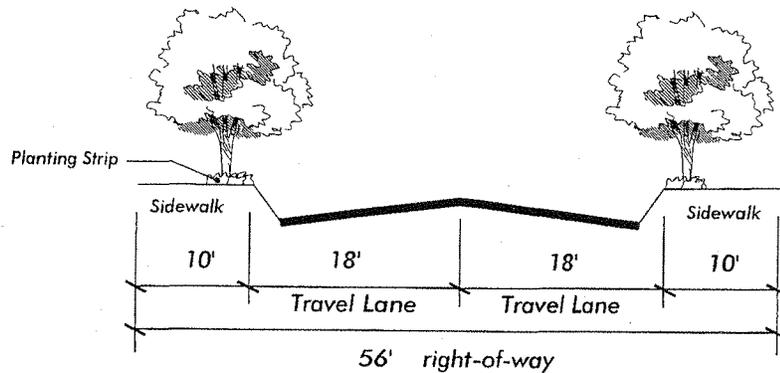
Arterial Street: 100' right-of-way



Collector / Industrial: 80' right-of-way



Residential: 60' right-of-way



Note: Right-of-way widths represent maximums. City reserves the right to develop narrower streets consistent with land use goals for pedestrian districts and within residential subdivisions.



**Figure C-2
Standard Street Cross Sections**

Regional Transportation

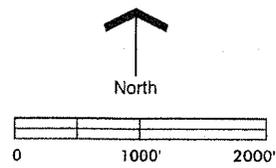
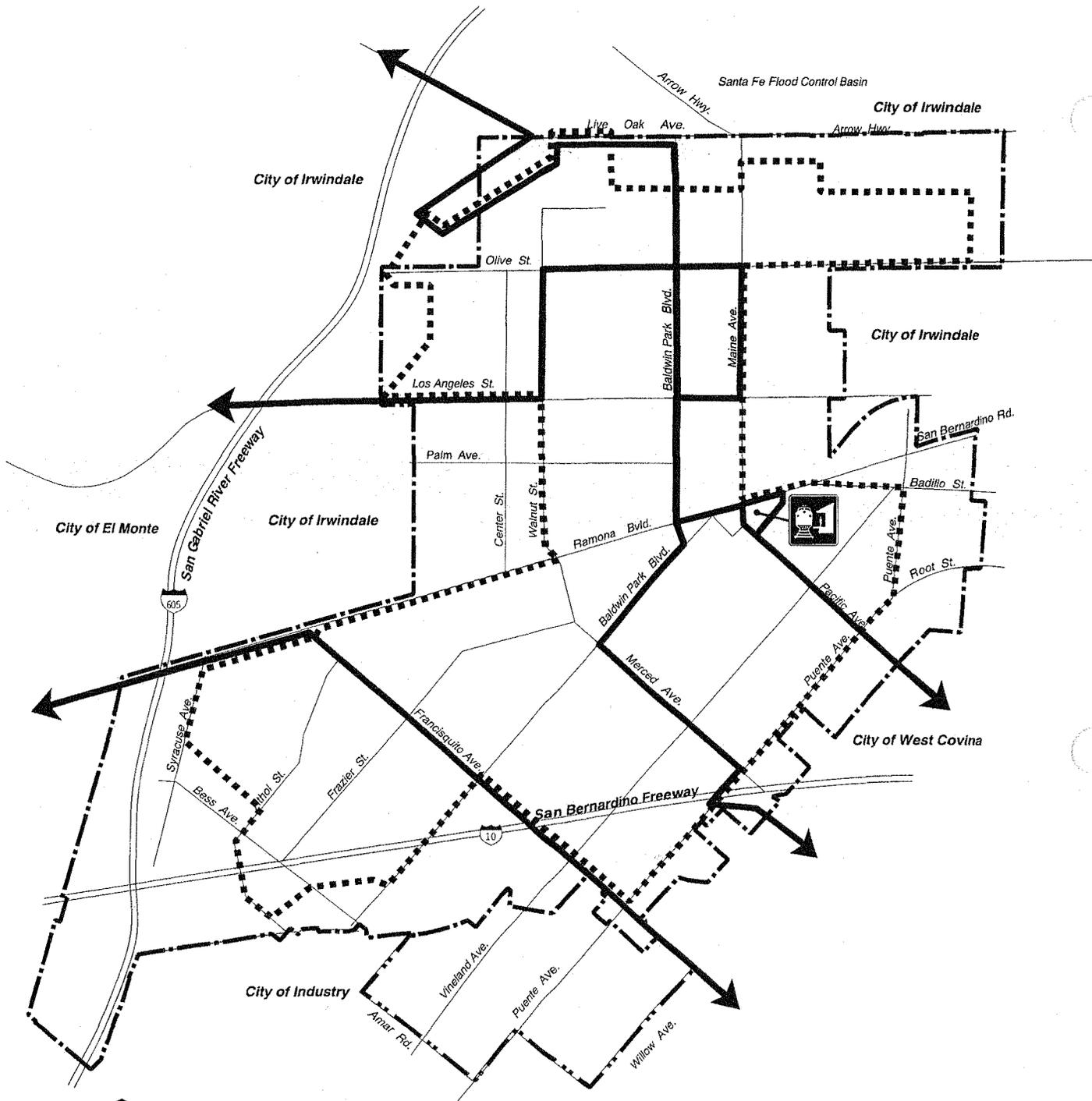
- Goal 2.0** Maintain easy, convenient access to and from Baldwin Park via the I-10 and I-605 freeways.
- Policy 2.1 Work with Caltrans to improve the I-10 freeway through Baldwin Park and the associated interchanges.
- Policy 2.2 Support Caltrans' efforts to improve traffic flow on the freeway system which could translate to reduced impacts on the arterial roadway system.
- Policy 2.3 Support efforts of the MTA and SCAQMD to increase use of mass transit and other alternatives to the private automobile as a way to reduce traffic loads on the I-10 and I-605 freeways.
- Policy 2.4 Work with adjacent cities to develop "smart" travel corridors along arterial streets which pass through many communities.

Public Transportation

- Goal 3.0** Encourage increased use of public transportation.
- Policy 3.1 Work with the MTA to establish bus stops at appropriate locations throughout the City to adequately serve retail, employment, rail and other public gathering areas.
- Policy 3.2 Provide lighted, sheltered bus stops to encourage transit use.
- Policy 3.3 Continue to support the City Transit system which serves to provide a viable alternative to the automobile and to reduce traffic trips.
- Policy 3.4 Provide convenient access to and adequate parking for the City's Metrolink station to increase utilization of the Metrolink system by both commuters and visitors to the Baldwin Park area.

Alternative Modes of Transportation

- Goal 4.0** Accommodate alternative modes of transportation in land use and circulation planning.
- Policy 4.1 Provide for a Citywide bicycle path system consistent with Figure C-4 that can be implemented in a safe and efficient manner.
- Policy 4.2 Continue funding City programs which provide for sidewalk construction in residential neighborhoods where sidewalks do not exist and are desired by local residents.



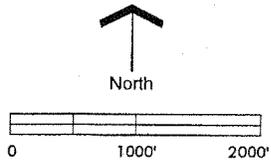
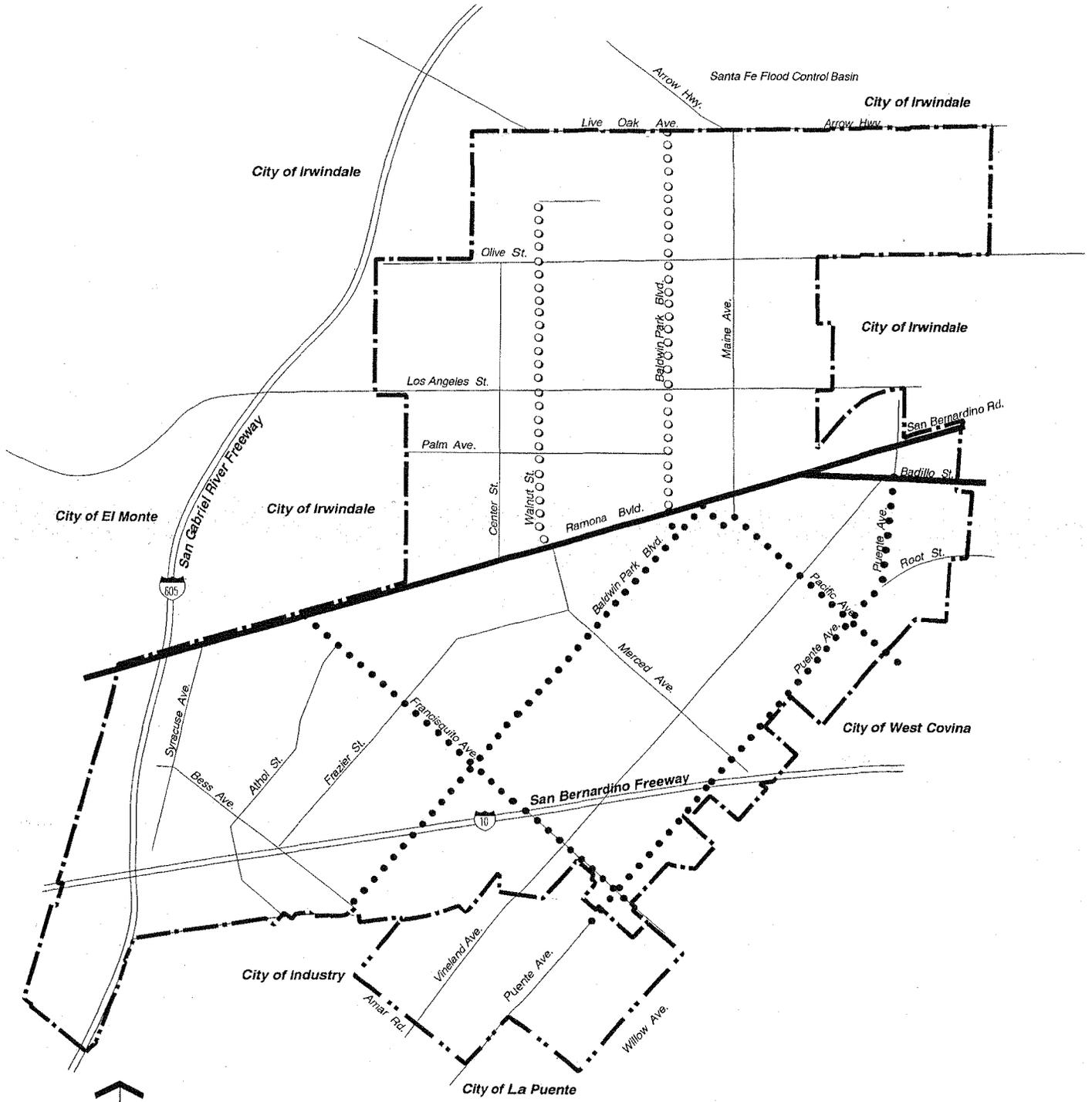
-  City Boundary
-  Sphere of Influence

Note: These routes may be adjusted to meet changing ridership needs.

- Transit Lines**
-  Baldwin Park Transit
 -  Foothill Transit Bus Route
 -  Metrolink Station



**Figure C-3
Transit Routes**



-  City Boundary
-  Sphere of Influence
- Bike Lane Classification**
-  Existing Class II Lane
-  Planned Class II Lane
-  Planned Class III Lane

**Figure C-4
Bikeway Plan**

- Policy 4.3 Continue funding City programs which provide for sidewalk improvements and enhancements, particularly in areas where sidewalks link residential neighborhoods to local schools, parks, and shopping areas.

Parking

- Goal 5.0** Ensure that adequate parking is provided to meet existing and future demand.

- Policy 5.1 Provide incentives for carpooling and other rideshare programs through zoning ordinance parking regulations and other mechanisms.

- Policy 5.2 Require new developments to incorporate a limited number of parking spaces capable of accommodating electric vehicle recharge stations.

Traffic Safety

- Goal 6.0** Protect residential neighborhoods from through traffic associated with nonresidential uses.

- Policy 6.1 Require traffic studies for new nonresidential development projects to address ingress/egress locations, traffic movements, and other operational conditions and potential effect on any adjacent residential neighborhoods, schools, or other sensitive land use.

- Policy 6.2 Investigate on an as-needed basis the appropriateness of installing traffic calming features to discourage through traffic in problem areas.

Focus Area: Auction Village

- Goal 7.0** Provide necessary infrastructure improvements in the Auction Village Area to enhance circulation and access.

- Policy 7.1 Pursue development of a Specific Plan for the area to develop comprehensive street and infrastructure improvements necessary to support industry.

- Policy 7.2 Require adequate on-site parking and circulation for all development projects so that roadways serving existing and future development can better serve traffic demands.

- Policy 7.3 Require all parking required for new uses to be provided in off-street parking lots.

**Focus Area:
Downtown/MetroLink**

- Goal 8.0** Provide a circulation system in Downtown that supports a cohesive pedestrian district. Pursue development of a Specific Plan that clearly defines circulation improvements in the area.
- Policy 8.1 Utilize signal timing progression on Ramona Boulevard to encourage reduced speeds. Program a green light “bandwidth” that provides for manageable speeds of through vehicles.
- Policy 8.2 Establish a mid-block pedestrian connection between the north and south sides of Ramona Boulevard with a pedestrian-activated signal. Utilize traffic calming techniques such as enhanced paving within the crossing.
- Policy 8.3 Consider alternative uses for the frontage streets/parking along Ramona Boulevard. These could include angle parking access from Ramona Boulevard with special back-up areas outside the through travel lanes.
- Policy 8.4 Improve alternative through traffic routes to make these alternatives more attractive to existing Maine Avenue traffic.
- Policy 8.5 Provide alternative viable access options for the land uses located along Maine Avenue (north of Ramona Boulevard) to reduce congestion in this area.
- Policy 8.6 Work with local Post Office officials to improve traffic operations associated with Post Office use.
- Policy 8.7 Examine potential transit opportunities which could be developed to link the North Maine Avenue Area with the MetroLink station.
- Policy 8.8 Examine potential transit opportunities which could be developed to Downtown with the MetroLink station.
- Policy 8.9 Establish a pedestrian linkage between the MetroLink station and Downtown.

The Circulation Plan

Regional Access Baldwin Park is well served by two freeways: I-605 (the San Gabriel River Freeway), which provides north-south regional circulation, and I-10 (the San Bernardino Freeway), which accommodates high daily volumes of east-west travel. These interstates provides connections to essentially all other freeways in the region.

The City's arterial roadways provide ready freeway access at several interchanges. For the I-605 Freeway, ramps are located at Live Oak Avenue, Los Angeles/Lower Azusa Road and Ramona Boulevard, while I-10 access is provided via Frazier Street, Baldwin Park Boulevard, Francisquito Avenue, Puente Avenue and Pacific Avenue. Caltrans long-range capital improvements include plans for widening of I-10 through Baldwin Park, as well completing improvements to several interchanges within the City. Improvements may be initiated during the 20-year time frame of this General Plan.

Street Network The City's street classification system is based upon the Los Angeles County Master Plan of Arterial Highways (MPAH). The three classifications are:

- Arterial
- Collector/Industrial
- Residential

Figure C-1 illustrates the City's Master Plan of Arterials and Collector/Industrial roadways. Descriptions of each classification are provided below, and the street sections are illustrated in Figure C-2. The right-of-way widths defined for each street classification represent maximum widths. The City may develop standards for modified, narrower street widths for pedestrian districts and small-lot residential subdivisions.

Arterial: This classification provides for an 80-foot curb-to-curb road width within a maximum 100-foot right-of-way. A four-lane divided roadway is typically provided within this street section, or potentially six narrow lanes if on-street parking is prohibited. The estimated daily volume capacity for four divided lanes at LOS E operations is 31,250 vehicles per day.

Collector/Industrial: A Collector/Industrial roadway provides a 64-foot curb-to-curb width within a maximum 80-foot right-of-way. These geometrics can provide a four-lane divided street with an estimated LOS E capacity of 27,500 vehicles per day.

Residential: A Residential roadway typically accommodates a 36-foot curb-to-curb road width within a maximum 56-foot right-of-way. Generally, a residential streets consists of a two-lane undivided road with a LOS E capacity of 16,250 vehicles per day.

As described above, the City may develop a modified Residential classification and standard to allow for reduced public street widths within pedestrian districts and residential developments.

Some Residential streets in the City function as Collectors, given the City's grid-type street layout and the limited number of Arterial roadways. The City will monitor the residential street system on a continuous basis to determine where traffic safety might be compromised where Residential streets carry high traffic volumes or where vehicles travel at unsafe speeds, and to institute traffic calming measures on an as-needed basis to address specific concerns.

Baseline Traffic Conditions

In 1999, the City undertook a comprehensive analysis of traffic conditions on the street network to identify what improvements and modifications would be required over the long term to accommodate circulation needs based on the land use plan. The analysis focused on defining Level of Service, or LOS conditions. The LOS is a qualitative description of a roadway's operation, with the descriptions ranging from LOS A, or a free-flow condition, to LOS F, which represents an oversaturated condition. The LOS scale is based on the volume-to-capacity (V/C) ratio, which is calculated by dividing a roadway's traffic volume by its estimated carrying capacity. Table C-1 describes the criteria for each of the six LOS classifications.

The baseline analysis identified three City streets considered impacted, meaning that peak-hour operating conditions were LOS E or worse:

- Francisquito Avenue east of Maine Avenue
- Puente Avenue north of Dalewood Street
- Ramona Boulevard east of I-605

**Table C-1
Level of Service (LOS)**

Level of Service	Description
LOS A	Very short delay due to random arrival during red traffic indication.
LOS B	Short delay of 5.1 to 15.0 seconds per vehicle at signalized intersections.
LOS C	Stable flow, delays of 15.1 to 25.0 seconds per vehicle at signalized intersections, some vehicles may fail to go through the intersection before the green interval expires. The number of vehicles stopping is significant, although many vehicles still pass through the intersection.
LOS D	Approaching unstable flow, average vehicle delay is 25.0 to 60.0 seconds at signalized intersections, traffic progression is unfavorable, many vehicles stop, and the proportion of vehicles not stopping declines, resulting in long cycle lengths.
LOS E	Unstable flow, average vehicle delay is 40.1 to 60.0 seconds at signalized intersections, traffic progression is generally poor, resulting in long cycle lengths and high.
LOS F	Forced flow, jammed intersections, long delays, two-cycle waits, average vehicle delay at signalized intersections exceeds the acceptable 60 seconds per vehicle, cycle failure occurs with arrivals exceeding the capacity of the intersection.

Long-term Traffic Demands

Continued development in Baldwin Park consistent with land use policy will create additional vehicle trips over the long term. To identify how new trips will place increasing demands on the City's constrained roadway system, estimates were made of long-term growth both in Baldwin Park as well as surrounding communities, since nonresidents travel through Baldwin Park to reach other destinations. This analysis revealed that absent any improvements to the local roadway system, Baldwin Park could be expected to experience declines in service levels on many local streets, meaning increased congestion and delays. Streets of particular concern are:

- Dalewood Street north of Judith Street
- Francisquito Avenue east of Big Dalton Avenue and east of Maine Avenue
- Live Oak Avenue east of Stewart Avenue
- Maine Avenue south of Clark Street
- Puente Avenue north of Dalewood Street
- Ramona Avenue east of Maine Avenue and west of Merced Avenue
- Ramona Avenue east of Syracuse Avenue and east of I-605

The analysis identifies a need for the City to continuously and closely monitor conditions over time and to make adjustments to the circulation system incrementally. As a matter of policy and practice, the City will determine whether reducing land use intensities at specific locations is appropriate and necessary to achieve roadway LOS objectives. The City may find through ongoing monitoring that ambient growth in the region and at the local level may not be as substantial as predicted and thus will not require large-scale physical improvements to potentially impacted street segments.

Bus System

Local-serving and regional bus lines offer opportunities for City residents to reach their places of employment, schools, and local shops and stores, and for non-City residents to patronize Baldwin Park businesses. To ensure that bus transit services continue to meet diverse transportation needs, the City is committed to maintaining a local bus system and Dial-a-Ride or similar transit-on-demand services. The City also will work to ensure that regional transit providers such as the Foothill Transit Agency and MTA continue to provide convenient, safe bus stops in Baldwin Park to meet the need of local residents and businesses, to bring shoppers into the City, and to provide critical links to regionally-oriented transit routes, services, and facilities.

Bicycle Routes

Bicycle travel is popular for recreation, as a means for school children to get to school, and as a viable option for work commutes. Baldwin Park has access to the countywide bikeway network, which locally includes on-street signed and striped bike lanes (Class II) and bike routes (Class III). A regional Class I dedicated bikeway is available close by along the San Gabriel River.

Class II A Class II bicycle lane consists of a designated striped lane along the curb lane of a street or highway. The path provides for one-way travel and is generally delineated with special striping and signage.

Class III Class III bicycle routes are for shared use with pedestrian or motor vehicle traffic. Signs are posted which indicate that the road also serves as a bike route, although no special striping is provided for cyclists.

Figure C-4 illustrates the system of local bikeways planned to meet local bicycling needs and to connect to regional cycling routes. Existing or planned Class II bike routes include routes on:

- Ramona Boulevard
- Merced Avenue north of Ramona Boulevard
- Baldwin Park Boulevard north of Ramona Boulevard
- Badillo Street

In addition to the San Gabriel River trail, other regional cycling resources include the Whittier Narrows Regional Recreation Area, a regional park which has an extensive network of recreation bike/pedestrian trails, and the Santa Fe Regional Dam Recreation Area immediately north of Baldwin Park. These areas are popular because they provide bike routes reserved for pedestrian and bicycle traffic only. By providing a local bicycle route system that links to regional routes and parks, the City will support recreation opportunities and an alternative travel mode.

Rail Transportation

The Baldwin Park train station just southeast of City Hall provides an important stop for the Metrolink San Bernardino line. Weekday train service between San Bernardino and Los Angeles Union Station allows commuters to disembark for places of employment in Baldwin Park, and for Baldwin Park residents to travel easily to jobs in other communities along the line.

The San Bernardino line also provides connections to Ventura County trains and the Burbank Airport/Glendale area. Thus, City residents can use the train to travel some distance from home for recreation or business.

The City recognizes the train station as one key component of its program to enhance Downtown and create a mixed-use, vibrant community center. As described in the Land Use and Urban Design Elements, creating a convenient pedestrian link from the station to City Hall and Downtown will make it easier for commuters to linger and patronize local shops, restaurants, and businesses. Also, its convenient location will encourage people to live Downtown in new residences. Thus, enhancing the train station and its relationship to Downtown will help meet local and regional transportation goals, as well as work toward fulfilling the City's vision for Downtown.

Truck Circulation

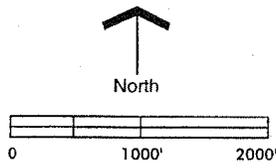
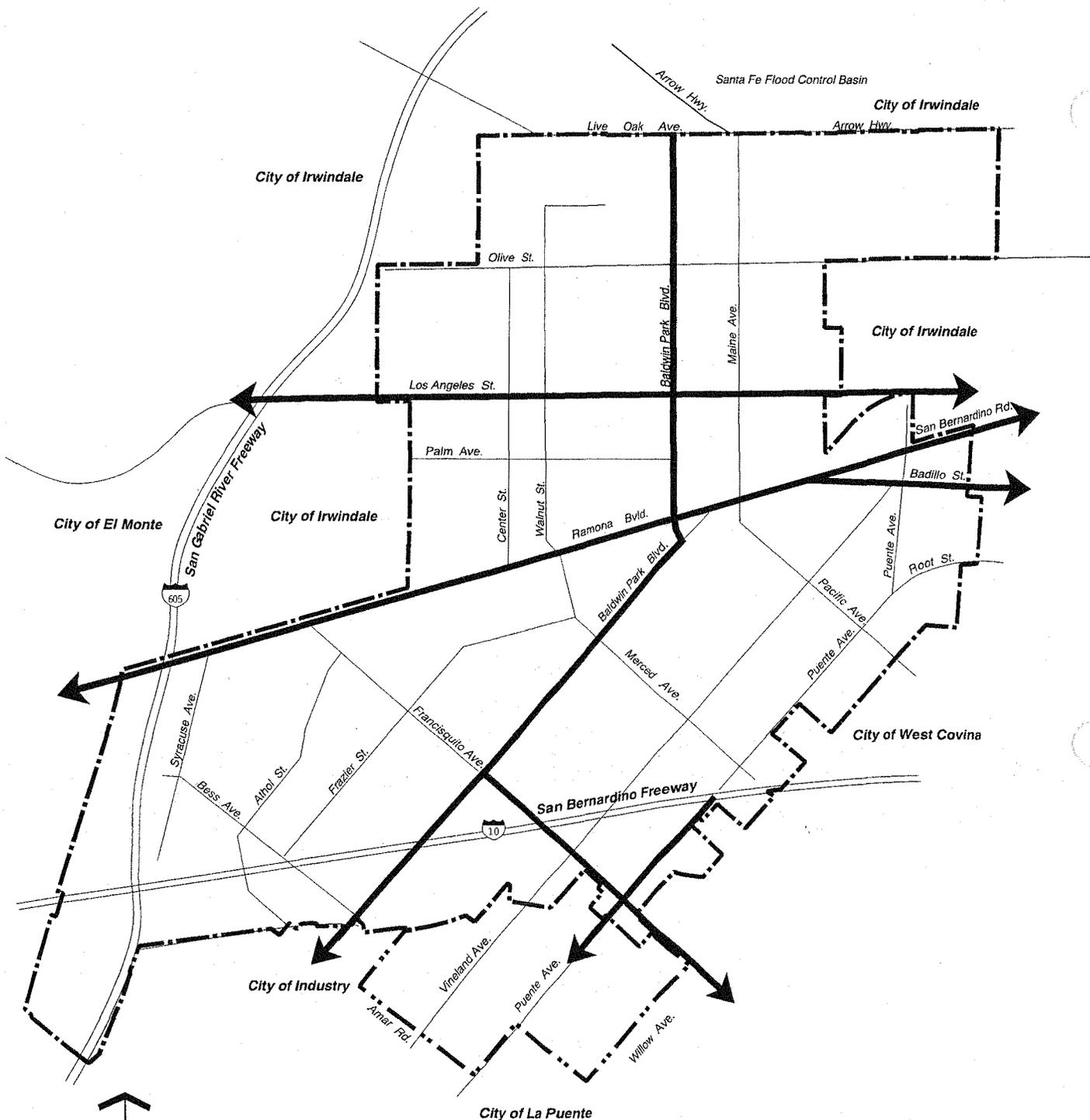
Truck traffic has the potential to adversely impact the local environment by creating noise and fumes and producing excessive wear on City streets. Thus, by establishing designated truck routes, the City seeks to minimize adverse conditions by directing trucks away from streets which are inappropriate or inadequate to serve substantial through truck traffic. Figure C-5 illustrates truck routes to be used in Baldwin Park.

At the local level, truck deliveries are permitted on Collector/Industrial and Residential streets. However, trucks will be required to travel the most direct route to and from the established truck routes.

Pedestrian Circulation

Pedestrian circulation routes form an integral part of the circulation system and require appropriate attention in the Circulation Element. The sidewalk is an area of refuge that provides a convenient and safe route for walkers.

Baldwin Park has an ongoing sidewalk improvement program, with priority given to deficient areas around schools and areas which completely lack sidewalks. The City's efforts are important for providing an alternative form of transportation to the motorized vehicle. Improvement of the pedestrian circulation system not only improves transportation, but can also serve toward meeting other City land use goals. For example, the General Plan proposes establishment of a Downtown pedestrian district to enhance economic, cultural, and social vitality in the area. The Circulation Element sets forth specific policies to support creation of a successful pedestrian center in the City.



-  City Boundary
-  Sphere of Influence
-  Truck Route



**Figure C-5
Truck Routes**