

**CITY OF JACKSON  
CIRCULATION ELEMENT**

**Amendments  
November 2008**

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**Amendments by ACTC and City Staff  
Under Direction of  
City of Jackson Planning Commission**

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## TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION.....	1
II. GOALS, POLICIES AND IMPLEMENTATION MEASURES .....	4
III. EXISTING CIRCULATION SYSTEM.....	24
IV. FUTURE NEEDS ASSESSMENT .....	34
V. EVALUATION OF IMPROVEMENT OPTIONS.....	40
VI. PREFERRED CIRCULATION PLAN .....	41

## LIST OF FIGURES

1 Jackson Study Area .....	25
2 Existing Traffic Volumes .....	29
3 Existing Daily Levels of Service.....	30
4 Year 2025 – Daily Traffic Volumes.....	36
5 Year 2025 – Daily Levels of Service .....	37
6 Improvement Options.....	42
7 Long Range Planning Options .....	44

## LIST OF TABLES

1	Level of Service Description.....	27
2	Level of Service Criteria .....	28
3	Status of Improvement Options Following Traffic Evaluation.....	34
4	Summary of Roadway Deficiencies.....	35

# I. INTRODUCTION

## BACKGROUND

In 1999 the City of Jackson prepared a General Plan Circulation Element Update as part of a package of long-range transportation planning documents for each jurisdiction within Amador County. The 1999 Circulation Element was developed by the Amador County Transportation Commission (ACTC) in coordination with the City of Jackson Planning Commission. The 1999 Circulation Element was consistent with the 1996/97 Regional Transportation Plan (RTP). In 2004 the RTP was updated to address the years 2000 to 2025. In 2005 the ACTC and the Jackson Planning Commission coordinated efforts once again to bring the City of Jackson Circulation Element up to date. The Amador County traffic model has been updated to include the City's population and land use growth projections for the years 2000-2025 within the context of updated land use projections for the remainder of Amador County.

## PURPOSE

The purpose of the City of Jackson Circulation Element is to develop a comprehensive circulation plan for all travel modes within the Jackson area and to provide a strategy for financing preferred transportation improvements. The element is designed to address all requirements of the State of California *General Plan Guidelines*, except the circulation of energy, water, sewage, storm drainage and communications.

## STUDY AREA

The City of Jackson is the County seat for Amador County and has a current (2008 CA Dept. of Finance) population of 4,320. Jackson is located in the southwestern portion of Amador County at the crossroads of State Routes 49 and 88. The Jackson study area encompasses the Jackson City limits and outlying areas that the City identified as its planning area for the General Plan.

## STUDY PROCESS

The 2008 City of Jackson Circulation Element Update is considered an amendment to the 1999 Circulation Element. The 1999 Element was the result of an extensive planning process. The 2005 amendment and further changes in 2008 are considered updates to the document that was approved and adopted in 1999.

The 1999 Circulation Element was developed in four major steps. Each step is summarized and updated herein. The steps include:

1. Growth projections
2. Circulation system deficiencies and improvement options
3. Analyses of improvement options
4. Preferred circulation plan

## **LEGAL REQUIREMENTS**

Government Code Section 65302(b) requires that the general plan (for a city or county) shall include a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan. The circulation element has been a requirement of state planning law since 1955 and it typically serves as an infrastructure plan for existing and proposed facilities needed to support the safe and effective circulation of people, goods, energy, water, sewage, storm drainage, and communications.

The State of California *General Plan Guidelines* dated 1990 identify four mandatory issues that must be included in a circulation element, which include major thoroughfares, transportation routes, terminals, and other local public utilities and facilities.

Major thoroughfares and transportation routes are similar in that they both include roadways of local, regional, state and national significance. Transportation routes also include the routes associated with all forms of travel such as transit service, bikeways, and goods movement. Loading or unloading points on these routes are typically considered terminals because they identify where a route begins, ends or allows transfers between travel modes.

The issue of other local public utilities and facilities relates to the transport and circulation of energy, water, sewage, storm drainage and communications. This update of the City of Jackson Circulation Element focuses on the movement of people and goods and does not include public utility information.

## **LAND USE CONSISTENCY**

Circulation elements must be consistent and correlated with the land use element of the general plan (Government Code Sections 65300.5 and 65302 (b)). In fact, the amount, type and location of land uses proposed in the land use plan drives the

need for improvements to the circulation system. Therefore, not only should the two elements be consistent and correlated, the land use plan should serve as an input to the circulation element as the principal means by which estimates of locally generated travel demand are made.

For the purposes of this update, the City of Jackson undertook an extensive process for estimating and allocating future growth. The process involved the development of growth assumptions generally consistent with the California Department of Finance and Employment Development Department growth rates for population and employment. It also included the specific allocation of future land uses to areas of the City based on the Draft Land Use Element currently being prepared by the City. The allocated land use was input into the traffic model, which was also developed as part of the regional planning effort, to generate estimates of travel demand that could be analyzed to identify deficiencies for improvement.

## **ORGANIZATION OF THE REPORT**

This report contains the updated City of Jackson Circulation Element including a summary of the background technical analysis for the development of the preferred circulation plan. This report is organized into the following chapters:

- Chapter II - Goals, Objectives, Policies, and Implementation Measures
- Chapter III - Existing Circulation System
- Chapter IV - Future Needs Assessment
- Chapter V - Evaluation of Improvement Options
- Chapter VI - Preferred Circulation Plan

## II. GOALS, OBJECTIVES, POLICIES, AND IMPLEMENTATION MEASURES

This chapter provides the City of Jackson with specific policy direction toward achieving an effective circulation system. The aim of the Element’s goals, objectives, policies and implementation measures is to improve the efficiency of the City’s transportation and circulation network and provide for the movement of people, goods, and energy with a minimum of negative external effects. These negative effects could include safety hazards, congestion, and noise.

The Circulation Element’s provisions are mandated by State law to be correlated with, and support, the goals and policies of the Land Use Element. Toward this end, the following goals, objectives and policies are consistent with the State requirements which are detailed in Government Code Section 65302(b).

*Note: Each policy stated below is to be implemented through specific measures—policies are listed in the left-hand column with corresponding implementation measures in the right-hand column. A detailed explanation of each numbered implementation measure is included at the end of this chapter.*

### CENTRAL BUSINESS DISTRICT CIRCULATION

**Goal 1**            **To enhance accessibility and mobility within the Central Business District (CBD) in order to promote its economic vitality and historic value.**

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**OBJECTIVE 1.A**    *To assist business owners and merchants in developing solutions to circulation, access and parking deficiencies and creating the best possible circulation, access and parking configurations in the CBD, including the most feasible financing mechanisms for each component.*

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#### POLICIES

#### IMPLEMENTATION MEASURES

**Policy 1.A.1** The City shall alleviate parking and congestion problems in the CBD.

1. *Downtown Parking Plan*
2. *Jackson City Code*
3. *ARTS Public Transit Service*

**Policy 1.A.2** The City shall facilitate visitor access to the CBD.

1. *Downtown Parking Plan*
2. *Jackson City Code*
16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and*

**Policy 1.A.3** The City shall work with business owners and merchants to provide improvements to parking and circulation within the CBD.

- 1. *Downtown Parking Plan*
- 4. *Land Use Element*

## TRANSPORTATION AND CIRCULATION

**Goal 2**      **To promote effective transport of goods and safe and efficient movement of all segments of the population.**

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**OBJECTIVE 2.A**    *To minimize traffic and congestion in the City of Jackson.*

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### POLICIES

**Policy 2.A.1**    The City shall maintain an average daily LOS “C” on all roadways, with an upper threshold of LOS “D” to be permitted along State Routes 49 and 88. This policy is consistent with the 2004 Amador County Regional Transportation Plan and recognizes that much of the traffic on Highway 49 and 88 is a result of development outside the boundaries of the City of Jackson (see following note). Projects may exceed the desired threshold if one of the following findings can be made:

- 1. The project is providing a public benefit which offsets the project’s traffic impacts.
- 2. The project will fund and construct traffic improvements which will offset the majority of the project’s traffic impacts.
- 3. The size and nature of the project is such that the percent increase in traffic on Highway 49 and 88 during peak traffic time periods is deemed minimal.
- 4. The project provides significant contributions to infill, mixed use, and non-automobile features or facilities.

The following are examples of projects that may be permitted:

- a. Minor lot splits or housing developments involving five or less units and which are consistent with the City’s General Plan.

### IMPLEMENTATION MEASURES

- 5. *Interagency Coordination*
- 8. *Circulation Element Update*
- 9. *Capital Improvement Program (CIP)*
- 26. *Interim Criteria for Statements of Overriding Considerations*
- 27. *Smart Growth Guidelines and Performance Measures*

- b. Affordable housing projects that help achieve housing element goals and objectives.
- c. Non-commercial public services, buildings, and facilities.
- d. Infill, mixed use, or transit oriented developments that provide for significant reductions to automobile use by their residents, occupants, or visitors.

**Note:** It is important to recognize that the increase in traffic on City roadways is not commensurate with growth within the City. For example, for the seven year period between 2000 and 2007 there was 8.2% growth in City population. For the same time period there was a 36% increase in the peak average daily trips at the Main Street/Highway 49 intersection.

**Policy 2.A.2** The City shall require that new development projects having the potential to create significant impacts to traffic be required to prepare a traffic impact study that conforms to Caltrans and ACTC guidelines as customized and adopted by the City of Jackson. "Significant traffic impacts" are to be determined by said guidelines.

Traffic impact studies shall include recommended mitigation measures intended to help maintain the City's adopted LOS Policy 2.A.1 under cumulative 2025 conditions consistent with state laws concerning "nexus" and "rough proportionality." Such traffic impact studies shall also address the project's impacts and proposed mitigation measures as they directly relate to all other policies in the 2008 City of Jackson Circulation Element.

**Policy 2.A.3** The City shall require that new development's internal circulation plans include provisions for pedestrians, bicycles, automobiles, parking, and bus facilities as well as Neighborhood Electric Vehicles (NEVs) consistent with separately adopted alternative transportation plans and/or guidelines.

25. *City of Jackson Traffic Impact Study Guidelines*

- 6. *Road Design Standards*
- 7. *Development Review*
- 16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*
- 23. *Amador County Transit Development Plan and Transit Design Guidelines Manual*
- 24. *City of Jackson and/or Regional NEV Plan*

**Policy 2.A.4** The City shall require that rights-of-way be sufficient to ensure adequate area for future expansion to accommodate long-range planning options shown in Figure 13.

- 6. *Road Design Standards*
- 7. *Development Review*

**Policy 2.A.5** All road facilities shall be constructed or upgraded to acceptable safety standards where practical and economically feasible.

- 7. *Development Review*
- 9. *Capital Improvement Program (CIP)*
- 10. *Caltrans Signal Warrant Studies*

**Policy 2.A.6** Shuttle service shall be utilized wherever feasible during special events/activities to effectively minimize circulation conflicts.

- 3. *ARTS Public Transit Service*

**Policy 2.A.7** New development plans which generate a direct need for new off-site roadways, road widening or upgrade intersection improvements, traffic controls or other similar improvements shall be required to construct the needed improvements to City standards as part of project approval.

- 6. *Road Design Standards*
- 7. *Development Review*
- 12. *Local Traffic Mitigation Fee Program.*

**Policy 2.A.8** New developments shall be required to mitigate costs for the off-site indirect impacts or cumulative impacts generated by the new traffic they add to the existing circulation system.¶

- 11. *Regional Traffic Mitigation Fee Program*
- 12. *Local Traffic Mitigation Fee Program*
- 29. *Jackson Area CMX and Sub-Regional Traffic Mitigation Fee Program*

**Policy 2.A.9** New development circulation plans shall be in conformance with General Plan’s goals and policies, the Circulation Element map, City codes and adopted standards.

- 7. *Development Review*

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**OBJECTIVE 2.B** *Maintain adequate parking in the City of Jackson.*

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**POLICIES**

**IMPLEMENTATION MEASURES**

**Policy 2.B.1** Adequate off-street parking facilities or other suitable provisions shall be provided for each building and land use in the City.

- 1. *Downtown Parking Plan*
- 2. *Jackson City Code*
- 6. *Road Design Standards*

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**OBJECTIVE 2.C** *To ensure that the costs of upgrading the circulation system in response to growth in the City and surrounding areas do not become a financial burden to existing residents and service providers.*

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**POLICIES**

**Policy 2.C.1** The City shall require that new developments design, construct, dedicate, and/or finance their fair share of off-site transportation improvements and facilities needed to manage additional traffic generated by the development.

**Policy 2.C.2** The City shall cooperate with Amador County, ACTC and Caltrans to develop a program to collect fees for transportation improvements necessitated by projects occurring within the City which affect regional roadways. Individual development projects shall contribute their fair share of the cost of the improvements commensurate with the project's impact.

**Policy 2.C.3** The City shall continue to solicit ARTS and Amador County School District for their comments on any development projects which may have an impact on the service area and ridership.

**Policy 2.C.4** Developers adjacent to the highways shall be required to provide dedications of right-of-way needed for future widening and to pay their fair share portion of the cost of widening.

**Policy 2.C.5** Developers shall be encouraged to preserve right-of-way to accommodate the long-range planning options shown on Figure 7.

**Policy 2.C.6** The City shall pursue additional funding when existing revenues are not adequate to provide necessary transportation improvements.

**Policy 2.C.7** New development shall provide for long-term maintenance of their internal circulation facilities.

**IMPLEMENTATION MEASURES**

- 6. *Road Design Standards*
- 7. *Development Review*
- 11. *Regional Traffic Mitigation Fee Program*
- 12. *Local Traffic Mitigation Fee Program*

- 28. *Martell Area CMX and Sub-Regional Traffic Mitigation Fee Program*
- 29. *Jackson Area CMX and Sub-Regional Traffic Mitigation Fee Program*

- 19. *Environmental Review*

- 11. *Regional Traffic Mitigation Fee Program*
- 12. *Local Traffic Mitigation Fee Program*

- 6. *Road Design Standards*
- 7. *Development Review*

- 13. *State and Federal Legislation*
- 14. *Transportation Funding*

- 15. *Assessment Districts*

## GOODS MOVEMENT

<b>Goal 3</b>	<b>To maintain a balanced freight transportation system to provide for the safe and efficient movement of goods.</b>
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**OBJECTIVE 3.A** *To continue efforts in the expansion and use of truck delivery services without creating circulation problems.*

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### POLICIES

### IMPLEMENTATION MEASURES

**Policy 3.A.1** The City shall restrict truck delivery activities from taking place during peak hours by encouraging businesses to do the majority of their shipping and receiving before or after normal business hours.

2. *Jackson City Code*

**Policy 3.A.2** The City shall direct through-truck traffic to specific major roads in order to maintain public safety and local quality of life.

2. *Jackson City Code*

**Policy 3.A.3** The City shall direct local truck traffic to specific roads in order to maintain public safety and local quality of life.

2. *Jackson City Code*

## SCENIC CORRIDORS

<b>Goal 4</b>	<b>To preserve and enhance the character of scenic and historic routes through the community.</b>
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**OBJECTIVE 4.A** *To preserve, enhance, and protect from degradation by new development scenic and historic.*

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### POLICIES

### IMPLEMENTATION MEASURES

**Policy 4.A.1** Views along designated scenic routes shall not be degraded.

4. *Land Use Element*

**Policy 4.A.2** New development along scenic or historic routes shall be required to incorporate visual aesthetics into the design of transportation facilities.

4. *Land Use Element*

**Policy 4.A.3** The City shall establish a continuous hike-and-bike system linking

19. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and*

**TRANSIT**

**Goal 5**      **Provide effective and efficient public transportation and reduce automobile dependency.**

**OBJECTIVE 5.A**    *To participate in the planning and implementation of transit services that are timely, cost-effective and responsive to the area’s growth patterns and existing and future transit demand.*

**POLICIES**

**IMPLEMENTATION MEASURES**

**Policy 5.A.1**    The City shall encourage alternatives to single-occupant vehicle trips and make alternatives available to the extent deemed practical and economical.

- 7. *Development Review*
- 9. *Capital Improvement Program*
- 23. *Amador County Transit Development Plan and Transit Design Guidelines Manual*
- 24. *City of Jackson and/or Regional NEV Plan*

**Policy 5.A.2**    The City shall require new development to construct or contribute financially for transit facilities, as deemed necessary, for purposes of public convenience and fuel conservation, and to ensure transportation for the elderly and disabled.

- 8. *Development Review*
- 23. *Amador County Transit Development Plan and Transit Design Guidelines Manual*
- 24. *City of Jackson and/or Regional NEV Plan*

**Policy 5.A.3**    The City shall promote ridesharing and the use of park-and-ride facilities.

- 5. *Interagency Coordination*
- 17. *Rideshare Information*

**Policy 5.A.4**    The City shall actively promote the use of transit during special community events.

- 3. *ARTS Public Transit Service*

**Policy 5.A.5**    The City shall encourage the design of public and private outdoor seating to double as bus stop seating, where appropriate.

- 7. *Development Review*

**NON-MOTORIZED TRANSPORTATION**

**Goal 6**      **To provide a safe, comprehensive and integrated circulation system for non-motorized transportation.**

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**OBJECTIVE 6.A** *To make bicycle and pedestrian travel an integral part of the City's circulation system.*

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**POLICIES**

**IMPLEMENTATION MEASURES**

**Policy 6.A.1** The City shall construct sidewalks or pedestrian walkways along Highways 49 and 88.

- 5. *Interagency Coordination*
- 9. *Capital Improvement Program*
- 13. *State and Federal Legislation*
- 16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*

**Policy 6.A.2** The City shall continue to require new development to construct sidewalks or meandering walkways along all street perimeters.

- 7. *Development Review*

**Policy 6.A.3** The City shall promote use of walking routes, walkways and hiking trails.

- 4. *Land Use Element*
- 16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*

**Policy 6.A.4** The City shall encourage businesses to shelter sidewalks through the use of awnings and increased outdoor seating.

- 4. *Land Use Element*
- 7. *Development Review*

**Policy 6.A.5** The City shall encourage walking tours throughout the City through the use of signage designating points of interest.

- 5. *Interagency Coordination*
- 16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*

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**OBJECTIVE 6.B** *To encourage bicycle usage as an energy-efficient, recreational mode of transportation.*

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**POLICIES**

**IMPLEMENTATION MEASURES**

**Policy 6.B.1** The City shall eliminate barriers to bicycle traffic within selected areas.

- 16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*

**Policy 6.B.2** Bicycle lanes shall be constructed along new or reconstructed arterial and collector

- 6. *Road Design Standards*
- 9. *Capital Improvement Program*

routes in, or adjacent to, the City wherever possible.

**Policy 6.B.3** The City shall require new development to construct bicycle routes and/or provide secure facilities (i.e. bike racks), where feasible.

**Policy 6.B.4** The City shall encourage existing businesses and employers to provide bicycle storage and lockers in order to promote bicycle commuter travel.

**Policy 6.B.5** The City shall promote bicycle safety awareness and the responsibilities of cyclists.

**Policy 6.B.6** The City shall continue to encourage the coordination of bicycle use with mass transit by equipping all buses with bicycle racks.

16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*

6. *Road Design Standards*  
7. *Development Review*

7. *Design Review*  
16. *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*

20. *Bicycle Safety Awareness Program*

3. *ARTS Public Transit Service*

**AIR TRANSPORTATION**

<b>Goal 7</b>	<b>To protect Westover Field as a valuable asset to the region.</b>
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**OBJECTIVE 7.A** *To eliminate land use conflicts that threaten Westover Field through relocation or protection from encroachment by non-compatible development.*

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**POLICIES**

**Policy 7.A.1** All development projects proposed within the Westover Field airport overflight zone or specific safety zones shall be in compliance with the Airport Land Use Plan.

**IMPLEMENTATION MEASURES**

7. *Development Review*  
18. *Airport Land Use Plan*  
19. *Environmental Review*

## **IMPLEMENTATION MEASURES**

### **IMPLEMENTATION**

#### **MEASURE 1**

**DOWNTOWN PARKING PLAN.** Amend and update as necessary the Downtown Parking Plan. Continue to identify further parking and circulation improvements, including parking areas for CBD workers so as not to impede shopper and visitor parking.

Responsibility: Planning Department  
Time frame: Ongoing  
Funding: General Fund

### **IMPLEMENTATION**

#### **MEASURE 2**

**JACKSON CITY CODE.** Strictly enforce all applicable ordinances contained in the City Code which will assist in implementing the Circulation Element. Review and revise ordinances where needed to facilitate implementation. The Parking Ordinance would implement the Element by facilitating visitor parking and by directing CBD workers to refrain from parking in vital Main Street parking spaces. Specifying restrictions regarding the delivery hours of trucks, etc. would further improve circulation. Truck routing would be aided by Chapter 10.20 of the City Code, which includes statutory provisions regarding the authority of the City to prohibit the use of certain streets and bridges by any commercial vehicle or by any vehicle exceeding a maximum specific weight in accordance with California Vehicle Code (CVC) Section 35701 (Note: Section 10.20.010 of this chapter designates a truck route for weight-restricted vehicles).

Responsibility: City staff, City Council  
Time frame: Ongoing  
Funding: General Fund

### **IMPLEMENTATION**

#### **MEASURE 3**

**AMADOR REGIONAL TRANSIT SYSTEM (ARTS) PUBLIC TRANSIT SERVICE.** Continue to expand the use of the Amador Regional Transit System (ARTS) public transit service

to the Central Business District, including ARTS special events shuttle service during significant Main Street activities.

Responsibility: City staff, ARTS  
Time frame: Ongoing  
Funding: Local Transportation Funds; Federal Transit Administration grant funds, farebox, and local service clubs/donations (special events)

## **IMPLEMENTATION**

### **MEASURE 4**

**LAND USE ELEMENT.** Evaluate all development proposals in accordance with the designated land uses and Design Standards specified in the City's Land Use Element of the General Plan.

Responsibility: City staff, Planning Commission, City Council  
Time frame: Ongoing  
Funding: General Fund

## **IMPLEMENTATION**

### **MEASURE 5**

**INTERAGENCY COORDINATION.** Utilize the City's planning project referral process and Caltrans Intergovernmental Review (IGR) process to provide Amador County, the ACTC, Caltrans, ARTS, and other transportation agencies with ample time to review and participate in the City's transportation and land use planning processes and products as well as all major land use development projects with the potential to generate significant impacts on the transportation system.

Responsibility: City staff  
Time frame: Ongoing  
Funding: General Fund

## **IMPLEMENTATION**

### **MEASURE 6**

**ROAD DESIGN STANDARDS.** Continue to refine and improve the design standards for the City's roadway system. Standards shall serve as evaluation criteria to determine whether development impacts on streets constrained by width, historic value, steepness or other factors exceed acceptable limits. The design standards shall reflect functional classifications and include the following elements:

- Right-of-way requirements which meet State and federal standards;
- Roadway cross-sections including landscaping and bikeways;
- Signalization and access control;
- Land use compatibility, building orientation; street/driveway access; and
- Vehicle and pedestrian safety.

Responsibility: Public Works Department  
Time frame: FY 2008-09  
Funding: General Fund

**IMPLEMENTATION**  
**MEASURE 7**

**DEVELOPMENT REVIEW.** Refer all development proposals to City staff to identify needed improvements for each project. Standards included in, but not limited to, the Land Use Element, Zoning Ordinance, Subdivision Ordinance and Road Design Standards will be used as evaluation criteria.

Responsibility: City staff, Planning Commission, City Council  
Time frame: Ongoing  
Funding: Application fees

**IMPLEMENTATION**  
**MEASURE 8**

**CIRCULATION ELEMENT UPDATE.** Update the Circulation Element every five (5) years in conjunction with the update of the City's Capital Improvement Program (CIP).

Responsibility: Planning Department, City Council  
Time frame: FY 2008, every five years thereafter

Funding: General Fund

**IMPLEMENTATION**

**MEASURE 9**

**CAPITAL IMPROVEMENT PROGRAM.** Develop and implement a local Capital Improvement Program (CIP), outlining project priorities, timing, costs and methods of financing, for the development and construction of local and regional streets. Update the CIP every (5) five years or concurrently with the approval of any significant modification of the City's land use designations. Include in the CIP the street and intersection improvements within designated time frames in accordance with the Circulation Element's Figure 6 (for the 20-year plan) and Figure 7 (for long-range planning options).

Responsibility: City staff, City Council  
Time frame: FY 2008, every five years thereafter  
Funding: General Fund

**IMPLEMENTATION**

**MEASURE 10**

**CALTRANS SIGNAL WARRANT STUDIES.** Request Caltrans to complete preparation of signal warrant studies for un-signalized intersections on Highways 49 and 88 through the City.

Responsibility: City staff, Caltrans  
Time frame: FY 2009 and ongoing  
Funding: STIP funds, Local Transportation Funds, and Mitigation Fees

**IMPLEMENTATION**

**MEASURE 11**

**REGIONAL TRAFFIC MITIGATION FEE PROGRAM.** Continue to work with Amador County Transportation Commission (ACTC) to amend as necessary and implement the Regional Traffic Mitigation Fee program that requires new development to pay fees for its fair share of improvements to the regional transportation system.

Responsibility: City staff, City Council, ACTC  
Time frame: FY 2008, ongoing thereafter

Funding: Developer Fees

**IMPLEMENTATION**

**MEASURE 12**

**LOCAL TRAFFIC MITIGATION FEE PROGRAM.** Continue to amend as necessary and implement the Local Traffic Mitigation Fee Program which requires new development to pay fees for its fair share of improvements to the City's local transportation system.

Responsibility: City staff, City Council  
Time frame: FY 2008, ongoing thereafter  
Funding: Developer Fees

**IMPLEMENTATION**

**MEASURE 13**

**STATE AND FEDERAL LEGISLATION.** Continue to work with ACTC to pursue changes in State and federal laws, regulations, and guidelines to eliminate the restriction on the use of funds, as additional flexibility is necessary to determine expenditure priorities according to local needs.

Responsibility: City staff, City Council  
Time frame: Ongoing  
Funding: General Fund

**IMPLEMENTATION**

**MEASURE 14**

**TRANSPORTATION FUNDING.** Work with Amador County Transportation Commission (ACTC) and Caltrans to explore funding opportunities, including grants or cost-sharing programs, for all components of the City's transportation system that are required to meet the goals and objectives of the General Plan, including the improvements identified under implementation measures 28 and 29.

Responsibility: City staff, City Council  
Time frame: Ongoing  
Funding: General Fund

**IMPLEMENTATION**

**MEASURE 15**

**ASSESSMENT DISTRICTS.** New developments will be required to establish assessment districts, where appropriate, to fund long-term maintenance of internal roadways.

Responsibility: City staff, Project Developers  
Time frame: Ongoing  
Funding: Developer fees

**IMPLEMENTATION**

**MEASURE 16**

**AMADOR COUNTY PEDESTRIAN AND BICYCLE TRANSPORTATION PLAN AND PEDESTRIAN AND BICYCLE DESIGN GUIDELINES AND RECOMMENDED STANDARDS.** Work with Amador County Transportation Commission (ACTC) to implement the *Amador County Pedestrian and Bicycle Transportation Plan and Pedestrian and Bicycle Design Guidelines and Recommended Standards*. The City should also hold public workshops to update and refine the City's part in the countywide plan to clarify or expand upon the City's specific pedestrian and/or bicycle needs. These may include:

- New roads to accommodate bicyclists and pedestrians;
- A designated bicycle route stop located along SR 49 in downtown Jackson to include such facilities as bike racks and lockers for storage;
- Pedestrian-actuated signal crossings at key locations such as Busi Parking Lot, French Bar Road and Sutter Street;
- Parking facilities at trailheads; safe, well-lit, unobstructed walking routes; and quick and convenient services located street-side;
- Over- or underpass walkway between the Central Business District and City-owned Busi Parking Lot; and
- Bicycle lanes along new or reconstructed arterial and collector routes in, or adjacent to, the City, wherever possible.

Responsibility: City staff, City Council, ACTC  
Time frame: FY 2008 and ongoing thereafter  
Funding: Grants

**IMPLEMENTATION**

**MEASURE 17**

**FOOTHILL RIDESHARE PROGRAM.** Support and help to implement the Foothill Rideshare Program currently available to residents of Jackson. This may include provision of public information materials pertaining to carpooling and vanpooling for distribution to public employees and large private employers. Additionally, there shall be continued promotion of the ride share lot within the Busi Parking Lot and a noteboard shall be established in central public locations, (e.g. City Hall, Fire Station, and Library) to facilitate coordination of these ridesharing activities.

Responsibility: City staff  
Time frame: FY 2008 and ongoing thereafter  
Funding: General Fund

**IMPLEMENTATION**

**MEASURE 18**

**AIRPORT LAND USE PLAN.** Apply the policies and standards specified in the Airport Land Use Plan to new development projects during the development review process.

Responsibility: City staff, Planning Commission, City Council  
Time frame: Ongoing  
Funding: General Fund

**IMPLEMENTATION**

**MEASURE 19**

**ENVIRONMENTAL REVIEW PROCESS.** Conduct environmental review of proposed development projects to assess the environmental impacts generated by the new development and identify needed mitigation measures.

Responsibility: Various responsible agencies  
Time frame: Ongoing  
Funding: Application fees

**IMPLEMENTATION**

**MEASURE 20**

**BICYCLE SAFETY AWARENESS PROGRAM.** Continue to work with the Cadet Program to present local schools with information regarding bicycle safety and the responsibilities of cyclists. Continue to utilize bicycle safety program information provided by California State Automobile Association (CSAA) when available.

Responsibility: City of Jackson Police Department  
Time frame: Annually  
Funding: Grants

**IMPLEMENTATION**

**MEASURE 21**

**RESOURCE CONSTRAINTS AND PRIORITY ALLOCATION POLICY.** Apply the growth management objectives of the City's Resource Constraints and Priority Allocation Policy to applicable projects. Implementation of this policy will help maintain the LOS thresholds established in the Circulation Element.

Responsibility: City Staff, Planning Commission,  
City Council  
Time Frame: Ongoing  
Funding: General Fund

**IMPLEMENTATION**

**MEASURE 22**

**CONSISTENCY WITH AMADOR COUNTY REGIONAL TRANSPORTATION PLAN.** The City of Jackson shall coordinate with the County and the Amador County Transportation Commission to ensure that all necessary roadway and intersection improvements within the City and its Sphere of Influence are addressed in all updates to the Amador County Regional Transportation Plan.

Responsibility: City Staff, Planning Commission,  
City Council, ACTC  
Time Frame: Ongoing  
Funding: General Fund

**IMPLEMENTATION**  
**MEASURE 23**

**AMADOR COUNTY TRANSIT DEVELOPMENT PLAN AND TRANSIT DESIGN GUIDELINES MANUAL.** Help to implement the countywide five-year Transit Development Plan which includes fixed route express service between Jackson, Martell, and Sutter Creek as well as Sacramento in addition to a separate schedule of deviated transit routes for seniors, youth, and transportation disadvantaged individuals. Also, help to implement the Transit Design Guidelines Manual when considering the designs of and locations for transit facilities in the City's plans or new land use development proposals.

Responsibility: City Staff, Planning Commission,  
ARTS, and ACTC  
Time Frame: Ongoing  
Funding: General Fund, ARTS, ACTC

**IMPLEMENTATION**  
**MEASURE 24**

**CITY OF JACKSON AND/OR REGIONAL NEV PLAN.** Work with the Amador Transit project and the ACTC, as well as citizens and businesses to develop a City of Jackson and/or regional NEV plan that is feasible, beneficial, realistic, and in conformance with applicable laws.

Responsibility: City Staff, Planning Commission,  
City Council  
Time Frame: FY 2010  
Funding: General Fund, ACTC

**IMPLEMENTATION**  
**MEASURE 25**

**CITY OF JACKSON TRAFFIC IMPACT STUDY GUIDELINES.** Review, modify as necessary and adopt the ACTC recommended Traffic Impact Study guidelines.

Responsibility: City Staff, Planning Commission,  
City Council

Time Frame: FY 2008  
Funding: General Fund, ACTC

**IMPLEMENTATION**

**MEASURE 26**

**INTERIM CRITERIA FOR STATEMENTS OF OVERRIDING CONSIDERATION.** Adopt interim criteria or performance measures for consideration of projects that will contribute to level of service conditions worse than “C” (local roadways) or “D” (State highways) under cumulative 2025 conditions. (ACTC has recommended criteria in their TIS Guidelines referenced in Implementation Measure 25, however, specific quantifiable performance measures have not yet been developed for them.)

Responsibility: City Staff, Planning Commission,  
City Council  
Time Frame: FY 2008  
Funding: General Fund, ACTC

**IMPLEMENTATION**

**MEASURE 27**

**SMART GROWTH GUIDELINES AND PERFORMANCE MEASURES.** Develop a specific package of guidelines for consideration by developers when designing projects that will meet Jackson’s vision, goals, and objectives. These guidelines should be based on a new development code.

Responsibility: City Staff, Planning Commission,  
City Council  
Time Frame: FY 2009  
Funding: General Fund, ACTC

**IMPLEMENTATION**

**MEASURE 28**

**MARTELL AREA CMX AND SUB-REGIONAL TRAFFIC MITIGATION FEE PROGRAM.** Adopt and help to implement the Martell Area Circulation Mapping Exercise (CMX) and Sub-Regional Traffic Mitigation Fee developed in 2008 by ACTC for purposes of collecting mitigation fees in addition to the previously adopted countywide regional traffic mitigation fee. Said fees are necessary to fund highway capacity as well as pedestrian, bicycle, NEV, and landscaping improvements throughout the Martell area as new

development occurs over the next 20-50 years. Recommended components of the draft Martell CMX include:

- Installation of a traffic control signal at the intersection of SR 88/Wicklow Way
- Installation of a traffic control signal at the intersection of SR 49/Martell Cut-off/Jackson Gate Road. In addition, left turn pockets shall be constructed on the east and westbound approaches or a center median shall be installed along SR 49 to restrict left turns.
- Installation of a traffic control signal at the intersection of SR 49/88 and Argonaut Lane. In addition, a second eastbound approach lane shall be constructed at this intersection.
- Construct the Sutter Street extension project from SR 49 to Hoffman Street eliminating use of Hoffman Street as a collector. Project includes installation of a traffic control signal at the intersection of SR 49/88 and Sutter Street.
- Widen SR 49/88 from the SR 49/88 junction in Martell to Main Street to six lanes or, alternatively, accept LOS "F" for this roadway segment as a "traffic calming" feature, however support Caltrans shoulder widening (two 8 foot shoulders) for traffic safety purposes.
- Widen the roadway segment of SR 88 from SR 104 to SR 49 (in Martell) from 3 to 5 lanes.
- Include pedestrian, bicycle, NEV and transit access and facilities.

Responsibility: City Staff, Planning Commission,  
City Council  
Time Frame: FY 2008  
Funding: General Fund, ACTC

## **IMPLEMENTATION**

### **MEASURE 29**

**JACKSON AREA CMX AND SUB-REGIONAL TRAFFIC MITIGATION FEE PROGRAM.** Work with ACTC to bring the Circulation Mapping Exercise (CMX) and Sub-Regional Traffic Mitigation Fee Program to the City of Jackson to provide a means for developing preliminary designs, cost estimates, and a funding mechanism for Jackson sub-regional improvement projects.

Responsibility: City Staff, Planning Commission,

Time Frame: City Council  
FY 2010  
Funding: General Fund, ACTC

**IMPLEMENTATION**

**MEASURE 30**

**LONG RANGE IMPROVEMENT OPTIONS.** Continue efforts to find a long range solution to projected future Jackson Highway corridor congestion.

Responsibility: City Staff, Planning Commission,  
City Council  
Time Frame: FY 2008-On-going  
Funding: General Fund, ACTC

### III. EXISTING CIRCULATION SYSTEM

The following section describes the existing conditions of the City of Jackson circulation system including roadways, intersections, goods movement, transit, and bicycle and pedestrian facilities. The information used is based on the 1999 Draft City of Jackson Circulation Element updated by the "Jackson Land Use, Circulation and Zoning Project Draft Environmental Impact Report," July, 2007.

#### ROADWAY SYSTEM

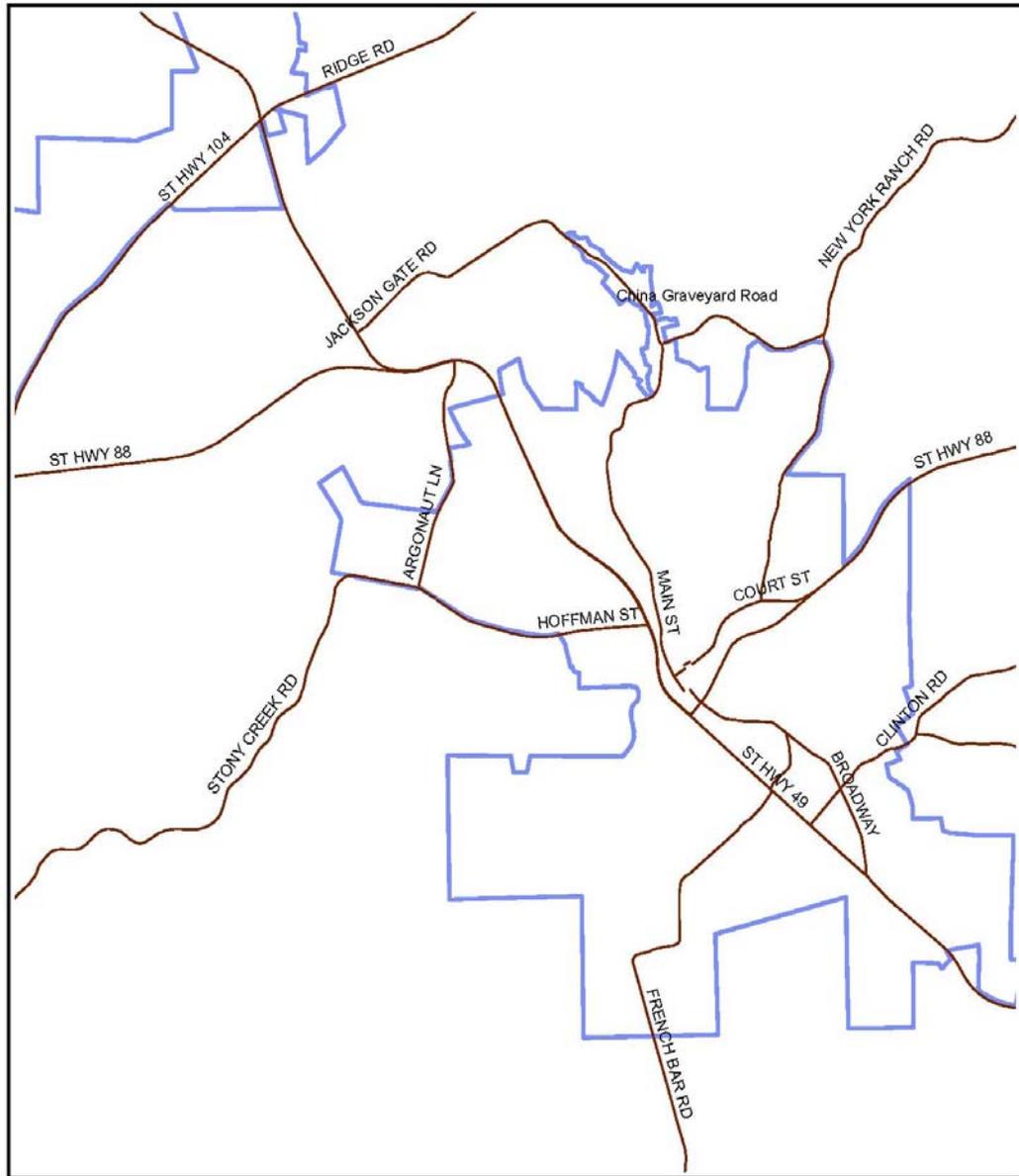
Figure 1 displays the major roadways in the City of Jackson study area. The roadways fall into two general categories: State routes and local routes. Descriptions of individual roadways in each category are provided below.

##### State Routes

The State highways serving the Jackson area include State Routes (SR) 49, 88, and 104. (See Figure 1). These routes provide for access to, from, and through the County. The following briefly describes each route.

State Route 49, the Mother Lode Highway, sometimes referred to as the Golden Chain Highway, extends from Oakhurst in Madera County to Vinton in Plumas County, connecting many of the historic towns developed during the gold mining days. It is the major north/south highway through Amador County. Within the Jackson area, SR 49 becomes coincidental with SR 88 between Martell and Jackson and is classified as an arterial. Within the Jackson city limits, SR 49 bisects the City providing access to much of the commercial uses on both sides of the highway as a four-lane facility with a continuous two-way left-turn lane.

State Route 88 is a two-lane, principal arterial that runs west to east through Amador County, connecting San Joaquin County on the west to Alpine County near Kirkwood on the east. SR 88 becomes coincidental with SR 49 in the Martell area and runs south into the City of Jackson. Just south of the Jackson downtown area, SR 88 and SR 49 separate with SR 88 continuing to the east into Alpine County. SR 88 serves significant local and recreational traffic traveling through the Jackson area. The intersection of SR 49 and SR 88 is considered among the most heavily used intersections in Amador County.



**Figure 1**  
**State Highways and Local Collector Routes**

**Jackson General Plan Circulation Element**

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State Route 104 is a major collector which originates at SR 99 at Galt in Sacramento County, enters Amador County and passes through the City of Ione, intersecting SR 88 at Post Mile 8.2 in Amador County, 2.3 miles east of Ione. It is then coincidental with SR 88 until 1.6 miles west of Martell, where it changes to a northeasterly direction as a major collector to SR 49 at Sutter Hill. At SR 49, Ridge Road becomes an easterly extension of SR 104 and continues as a County major collector road to SR 88 near Pine Grove. Although SR 104 is not within the Jackson planning area, the segment of SR 104 that is coincidental with SR 88 provides access into the Jackson planning area near Martell. This route is also important because it provides an alternate route for trucks and Jackson Rancheria Casino patrons instead of using SR 88 through Jackson. East of SR 49, the extension of SR 104 (Ridge Road) generally follows the northern boundary of Jackson's planning area.

### **Local Routes**

The major local collector roadways within the study area include Hoffman Street/Stony Creek Road, New York Ranch Road, North Main Street, Jackson Gate Road and Ridge Road. Descriptions of each facility are provided below.

- Hoffman Street/Stony Creek Road extends in a southwesterly direction from SR 49 in the City of Jackson to Buena Vista Road near the Calaveras County line. In the Jackson study area, Hoffman Street provides access to Jackson Junior High School, Argonaut High School and the Amador County Superior Court.
- New York Ranch Road begins at Court Street in the City of Jackson and extends northerly out of the City limits, where it connects with Ridge Road. New York Ranch Road provides access to the Jackson Rancheria Casino and residential and professional office land uses within the City limits,.
- North Main Street is a historic route that extends from the downtown Jackson area to the north, where it transitions to Jackson Gate Road. North Main Street serves a variety of commercial, office and residential land uses between the downtown area and Jackson Gate Road.
- Jackson Gate Road loops around from SR 49 in the Martell area to the southeast, where it connects with North Main Street in the City of Jackson. Jackson Gate Road provides access from the Martell area to the northeast Jackson area, serving some commercial uses and historic sites along its route.
- Ridge Road extends northeasterly from SR 104 in Sutter Creek into the Pine Grove area, where it connects with SR 88. Ridge Road generally borders the

northern portion of the Jackson planning area with some residential uses along its length. Minor collectors with local significance include Argonaut Lane, Broadway, Butte Mountain Road, China Graveyard Road, Clinton Road, Court Street, and French Bar Road.

**Roadway Operations**

Field surveys were performed to document the general condition of the major roadways in the Jackson area. The primary use of roadway condition data for this effort was to determine the effect of non-standard conditions on a road’s capacity and ultimately its level of service. Key data factors include lane widths, shoulder widths, general terrain, percentage of the route in which passing is not allowed, and pavement condition.

Through the study area, the State Routes generally provide 11 to 12 foot lanes with varying shoulders between 0-4 feet. Many of the local routes have lane widths of less than 12 feet and limited shoulders, if any. The road segments within the study area are considered to be rolling with generally good pavement conditions, with the majority of most sections not allowing for passing.

The quality of traffic operations is expressed in terms of level of service (LOS) ranging from LOS A (best) to LOS F (worst). Table 1 provides a qualitative description of each LOS category.

Table 1 Level of Service Description	
Level of Service	Description
A	Represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream.
B	Stable flow, but the presence of others in the traffic stream begins to be noticeable.
C	Stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interaction with others in the traffic stream.
D	Represents high density, but stable flow.
E	Represents operating conditions at or near the capacity level.
F	Represents forced or breakdown flow.
Source: <i>Highway Capacity Manual - Special Report 209</i> , Transportation Research Board, 1994.	

Level of service is measured for a road segment in terms of the traffic volume in relation to its functional capacity. The capacity of a road segment is influenced by

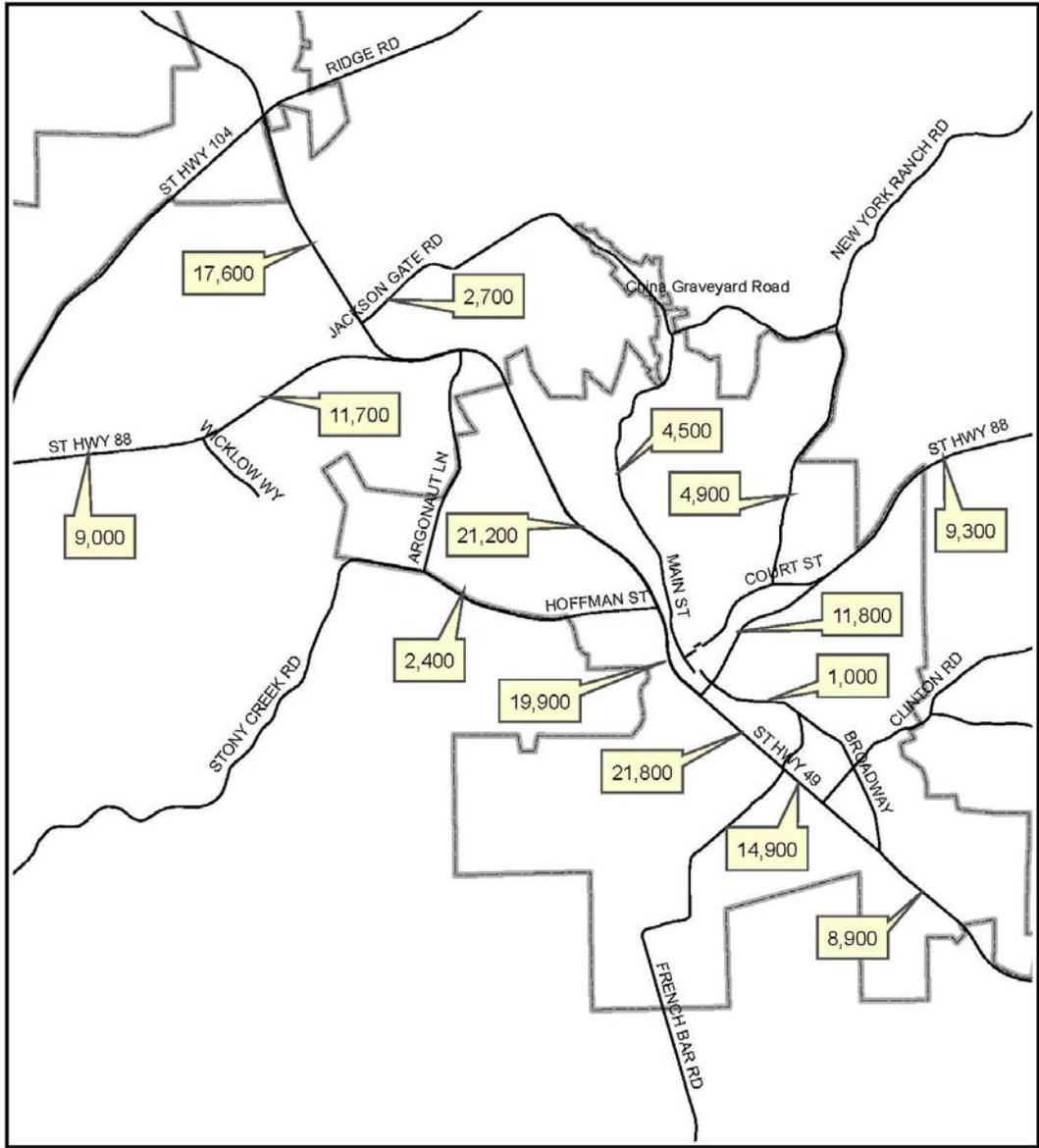
many factors including lane width, shoulder width, terrain type, proportion of trucks, peaking characteristics, and ability to pass. The field data collected for existing road conditions was utilized to determine the capacity of key road segments according to methods described in the *Highway Capacity Manual - Special Report 209*, Transportation Research Board, 1994 and *Transportation Research Record 1194*, Transportation Research Board, 1988.

Figure 2 displays the average daily traffic volumes for the major roadways within the study area. Peak daily volumes are typically 5 to 15 percent higher than average daily volumes. These peak periods typically occur on the weekends with both local and through travel encompassing a large portion of the demand.

In order to determine the existing LOS, the average daily and peak daily volumes were compared to road capacities developed for each classification of roadway. Table 2 presents the daily level of service criteria developed for the Jackson area roadways. Table 2 also identifies selected roads that fall into each category.

<b>Table 2</b>					
<b>Level of Service Criteria</b>					
Facility	Daily Service Volumes (vehicles per day)				
	LOS A	LOS B	LOS C	LOS D	LOS E
Arterial A (SR 88 west of SR 49) <sup>1</sup>	2,600	5,900	10,300	16,900	20,200
Arterial B (SR 49 – two lanes, SR 88 east of SR 49) <sup>1</sup>	1,600	4,500	8,600	14,200	18,600
Arterial C (SR 49 – four lanes) <sup>2</sup>	N/A	24,900	30,800	32,700	34,900
Arterial D (SR 49 with climbing lane) <sup>2</sup>	N/A	12,200	16,500	22,200	25,100
Collector A (New York Ranch Rd, Clinton Rd, Argonaut, Jackson Gate) <sup>1</sup>	1,000	3,000	5,500	8,750	11,200
Collector B (Main St., Hoffman St., Court St., Broadway) <sup>1</sup>	600	2,000	3,500	4,900	5,500
Notes: <sup>1</sup> Source: <i>Transportation Research Record 1194</i> , Transportation Research Board, 1988.					
<sup>2</sup> Source: <i>Highway Capacity Manual - Special Report 209</i> , Transportation Research Board, 1994.					
N/A = Not Achievable.					

Figure 3 presents the existing average daily LOS results for the roadway segments. As shown in Figure 3, most of the local roadways currently operate at LOS C or better under average daily conditions.



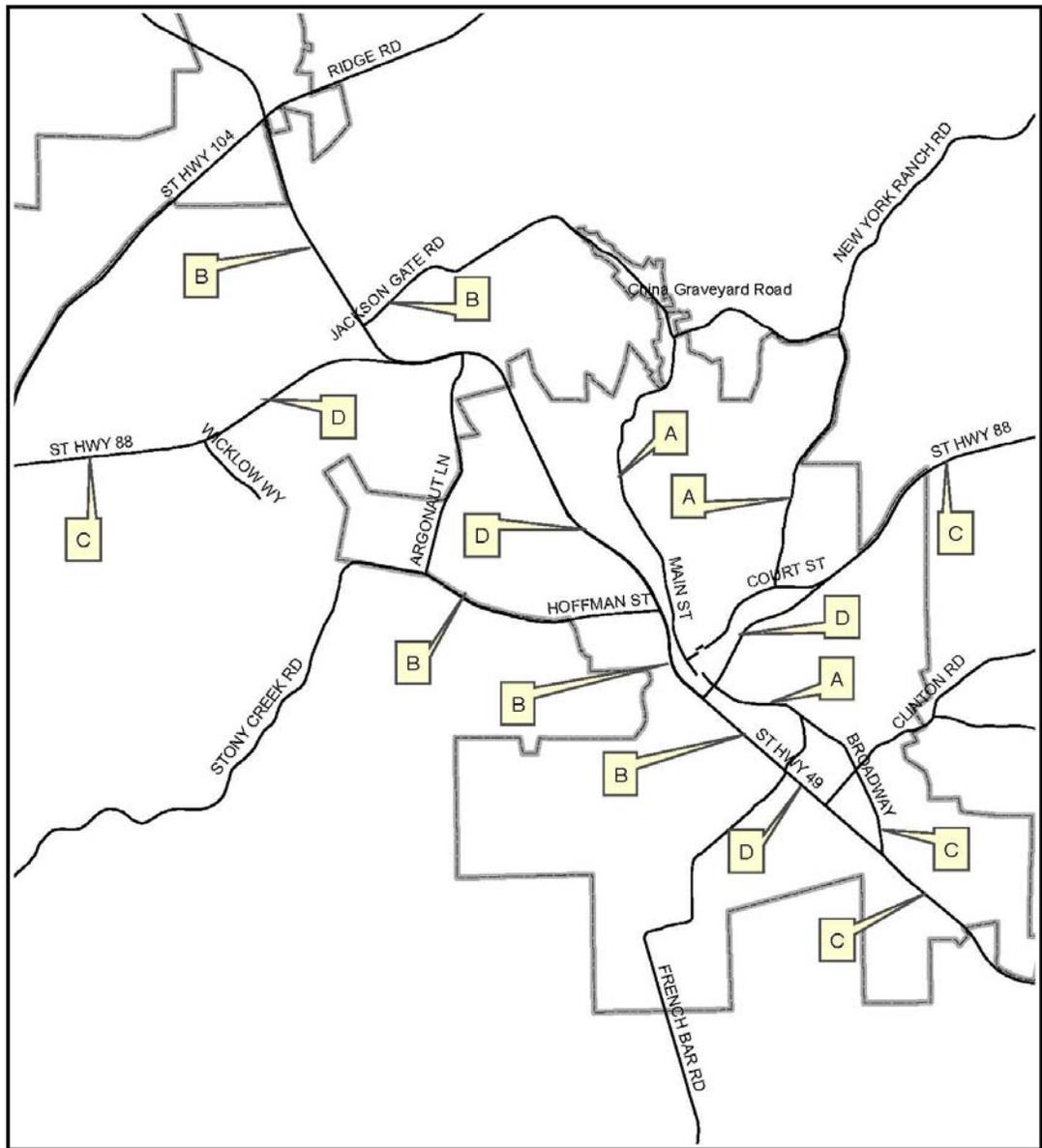
**Figure 2**  
**Existing Average Daily Traffic Volumes**

Source: Fehr & Peers 2006

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**Figure 3**  
**Existing Levels of Service**

Source: Fehr & Peers 2006

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## INTERSECTIONS

In addition to the congestion on the road segments of the State highway system, Jackson currently experiences two other types of circulation issues relative to intersections: (1) significant levels of peak hour congestion have been observed at key intersections; and (2) operational and safety problems exist due to limited sight distance and non-standard geometric design of certain intersections.

Similar to the problematic roadways, peak hour congestion at intersections occurs primarily on the state highways. These peak periods may occur during typical commuter hours on weekdays or during weekends as a result of tourist traffic. Specific locations within the current City limits are described below.

LOS analyses indicate that all highway intersections in the City operate at an acceptable LOS during the a.m. and p.m. peak hour as a whole; however, the following stop controlled intersections have extensive delays on the side street approaches:

- SR 88/Broadway - LOS F on the minor street approach (Broadway) during the a.m. and p.m. peak hours.
- SR 49/French Bar Road - LOS F on the minor street approach (French Bar Road) during the p.m. peak hour.

Three State highway intersections experience high volumes of traffic during peak periods and suffer operational concerns during peak periods. These include the SR 49/88 intersection in Jackson, the SR 49/Main Street intersection, and the SR 49/Clinton Road intersection. All three intersections were recently signalized which will help to relieve traffic congestion on a short-term basis.

In addition to these intersections, a number of other key intersections have operational and safety problems, which include:

- SR 49 @ Sutter Street - skewed angle of intersection, limited sight distance, heavy student pedestrian use and conflicting movements with other driveways along the east side of SR 49;
- The Historic Broadway Corridor - between Clinton Road and SR 88 is limited by very narrow lanes and limited turning radii at several intersections;

- SR 49/Hoffman Street - limited by the steep grade and narrow width of Hoffman Street as it approaches SR 49;
- SR 88 @ Broadway - limited by narrow lanes and close proximity to the SR 49/SR 88 intersection.

Although outside the Jackson city limits, three other key intersections in the planning area currently experience congested operations and safety deficiencies:

- SR 49 @ Jackson Gate Road - installation of stop signs and flashing red lights have slowed traffic on SR 49 to improve safety at this location however it continues to experience traffic congestion;
- SR 49 @ SR 88 in Martell - installation of a traffic signal at this intersection has improved conditions for the foreseeable future; and,
- SR 49 @ Argonaut Lane - skewed angle of intersection, high speeds on SR 49, and impaired sight distance for the Argonaut Lane approach.

## **GOODS MOVEMENTS**

Primary truck routes within the City include State Routes 49 and 88, as well as key local roads such as Main Street, North Main Street, Jackson Gate Road, Hoffman Street, Argonaut Lane and Clinton Road. Caltrans collects data to determine the number of trucks in the traffic stream on State highways. Along SR 88 (north), approximately 8 percent of the total vehicles are trucks, while just east of Jackson, SR 88 (south) is composed of approximately 7 percent truck traffic. Along the section of SR 49 in the Jackson study area, approximately 7-8 percent of the total vehicles are trucks.

## **TRANSIT**

The Amador Regional Transit System (ARTS) provides fixed-route/demand responsive bus service to the City of Jackson, as well as the other cities and small communities including Drytown, Fiddletown, Pine Grove, Pioneer and Buckhorn.

ARTS provides service Monday through Friday from 6:00 a.m. to 8:30 p.m. on 33 routes. The general fare is \$2.00 per person, while seniors and handicapped passengers ride for \$1.00. A book of 40 tickets can be purchased for \$68.00 (15 percent discount). Seniors and handicapped persons can buy a monthly pass for \$34.00.

Weekday fixed-route service is provided between Jackson, Ione and Sutter Hill, and between Jackson and Mace Meadows. In 2008, an hourly shuttle service is to be initiated between Jackson and Sutter Creek, providing stops at or near the major shopping centers, business plazas, apartment complexes and parks between the two cities.

## **BIKEWAY AND PEDESTRIAN FACILITIES**

Currently there are no designated bike routes in the City of Jackson. Although bicycling encompasses a very low percentage of all work trips, recreational bicycling is very popular.

The downtown Jackson area is heavily utilized by pedestrians, particularly by school children and people working and shopping along Main Street. SR 49 bisects this area and many of the pedestrian origins and destinations are located on each side of the road. For example, schools and a parking lot are located on the west side of SR 49, while Detert Park and the Main Street shopping area are located on the east side of SR 49. Although crosswalks controlled by traffic signals are located at the intersections of Main Street and SR 88, they are a quarter mile apart and other non-signalized crosswalks cause concern.

## IV. FUTURE NEEDS ASSESSMENT

The purpose of the future needs assessment is to analyze projected traffic volumes and resulting deficiencies assuming build-out allowed under the land use element as well as the City’s sphere of influence (SOI) and surrounding areas (also referred to as build-out plus cumulative conditions). Improvement alternatives needed to develop the circulation system to serve the area’s land use plans are included in Chapters V and VI.

### UPDATED LAND USE PROJECTIONS

The land use projections used for this analysis were developed as part of the 2007 Jackson Land Use, Circulation and Zoning Project Draft Environmental Impact Report (DEIR). Table 3 reflects potential build-out scenarios from the DEIR. The additional development shown on Table 3 is primarily due to changes in the housing density allowed (from one dwelling unit per acre to five dwelling units per acre) in the southern area of the City (all development in the Scottsville area which annexed into Jackson after 1981). Despite changes in the commercial designations of the 1981 General Plan, which effectively reduced commercial densities, Table 3 shows an increase in overall square footage of commercial anticipated under the new General Plan. This is because the commercial designation square footage is based upon anticipated commercial need per residence as opposed to the actual amount of land with a commercial designation.

The subsequent evaluation (also from the DEIR) focuses on the third or highest growth scenario to ensure circulation infrastructure is adequately addressed.

<b>Table 3</b>					
<b>JACKSON AND VICINITY LAND USE COMPARISON</b>					
<b>Model Version</b>	<b>Dwelling Units</b>	<b>KSF<sup>1</sup> Commercial</b>	<b>KSF Industrial</b>	<b>K-8 Enrollment</b>	<b>High School Enrollment</b>
<b>Cumulative No Project Conditions<sup>2</sup></b>	<b>3,156</b>	<b>2,408</b>	<b>141</b>	<b>1,393</b>	<b>1,301</b>
<b>Cumulative Plus Project Conditions<sup>3</sup></b>	<b>3,688</b>	<b>2,912</b>	<b>141</b>	<b>1,769</b>	<b>1,598</b>
<b>Cumulative Plus Project with SOI<sup>4</sup></b>	<b>4,281</b>	<b>3,746</b>	<b>141</b>	<b>2,593</b>	<b>2,250</b>

<sup>1</sup> KSF = thousand square feet

<sup>2</sup> Growth anticipated by 2025 countywide traffic model plus previous (1981) Jackson General Plan build-out

<sup>3</sup> Growth anticipated by 2025 countywide traffic model plus 2008 Jackson General Plan build-out

## FUTURE YEAR TRAFFIC FORECASTS

Figure 4 displays the average daily traffic volume forecasts for area roadways under the 2025 cumulative plus General Plan build-out including sphere of influence scenario. As expected, the most significant increases in traffic volumes occur on the state highways. The existing trend of mixing through traffic with local development traffic is expected to continue to further exacerbate problems along SR 49 and SR 88.

## CIRCULATION SYSTEM DEFICIENCIES

This discussion focuses on deficiencies that would result from future travel demand for the various circulation system components. Since the automobile is expected to continue in its role as the primary travel mode in this area, the deficiency analysis focuses on roadways and intersections. Given the price of fuel, lack of highway funding, concerns for global warming and constraints to highway widenings, other non-automotive components of the circulation system are given serious consideration as well.

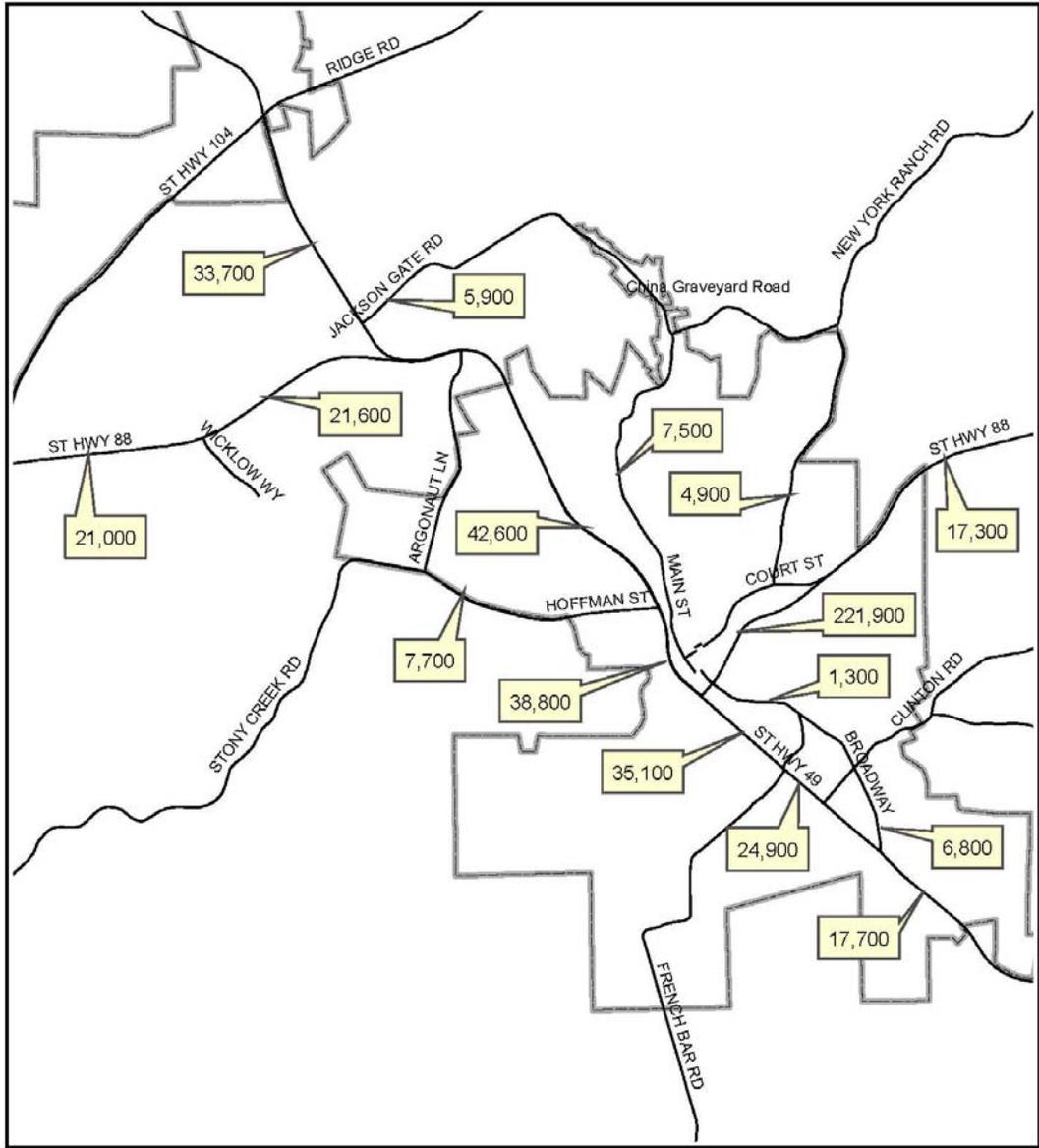
### Roadway System

The volumes in Figure 4 were compared to the level of service thresholds described in Table 2 to determine the projected deficiencies assuming no improvements to the road system (see Figure 5). Table 4 summarizes the deficient roadways under the 2025 cumulative plus General Plan build-out including sphere of influence scenario.

Roadway Segment	Average Daily Level of Service
1. SR 49/88 from SR 49/88 Junction (Martell area) to Main Street	F
2. SR 49/88 from Main Street to SR 49/88 Junction (Jackson)	F
3. SR 49 from SR 49/88 Junction (Jackson) to French Bar Road	F
4. SR 49 from French Bar Road to Clinton Road	F
5. SR 49 from Clinton Road to Broadway	D
6. SR 49 south of Broadway	D
7. SR 88 from SR 49/88 Junction (Jackson) to Court Street	F

<sup>4</sup> Growth anticipated by 2025 countywide traffic model plus 2008 Jackson General Plan build-out including sphere of influence

8. SR 88 east of Court Street	E
9. Hoffman Street from Argonaut Lane to SR 49/88	D



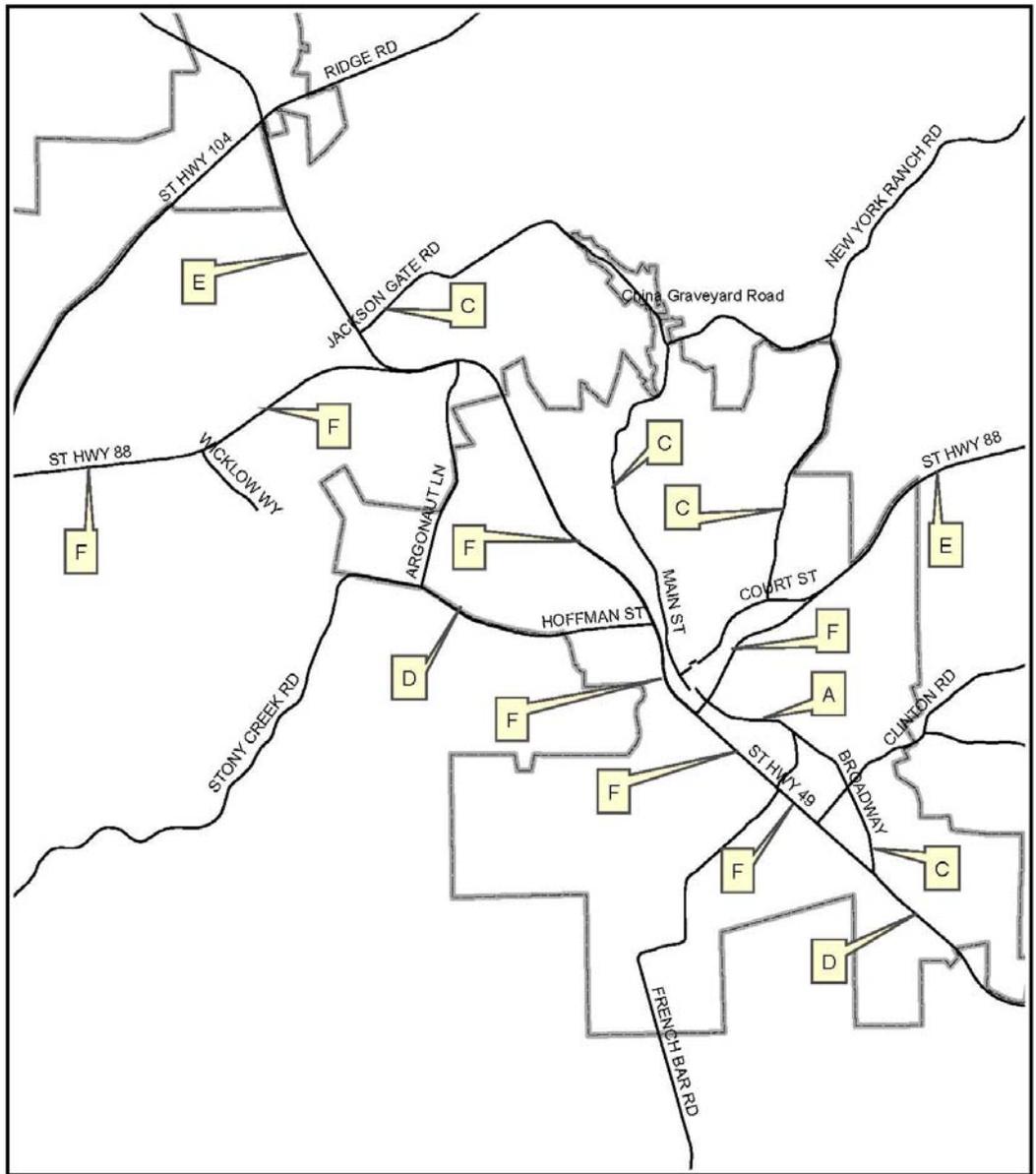
**Figure 4**  
**Projected Roadway Volumes (2025+)**

Source: Fehr & Peers 2006

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**Figure 5**  
**Projected Roadway Levels of Service (2025+)**

Source: Fehr & Peers 2006

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As this shows, the State highway system will continue to experience the majority of the traffic congestion if no improvements are made. It is suspected that traffic generated by new development in the area will also cause both Court Street and North Main Street to operate unacceptably (LOS D).

### **Intersections**

Five area intersections are expected to operate at LOS E or F under the 2025 cumulative plus General Plan build-out including sphere of influence scenario.

**SR 49/88/Hoffman Street.** Similar to the SR 49/88/Argonaut Lane intersection, a limited number of gaps in oncoming traffic and poor sight distance cause long delays for Hoffman Street in the AM and PM peak hours.

**SR 49/SR 88 (Jackson).** Heavy turn volumes lead to delays in excess of 55 seconds in the AM and PM peak hours.

**SR 88/Broadway.** Increasing traffic along SR 88 leads to delays in excess of 50 seconds at this intersection during both peak hours.

**SR 49/French Bar Road.** The General Plan allows for additional growth in the southwesterly portion of the City and much of this traffic is expected to use French Bar Road. The existing side-street stop-control has insufficient capacity to serve the expected demand for travel.

**SR 49/Clinton Road.** Heavy turning movements cause delays in excess of 80 seconds in the PM peak hour.

### **Goods Movement**

It is anticipated that SR 49 and SR 88 will continue to be the primary truck access routes serving the City. It is important that consideration be given to the designation of certain new roads to allow truck traffic, particularly in the newly developing areas. Trucks should be directed to specific major roads in order to minimize the impacts on residential streets. The need to designate truck routes will become more critical as the City grows.

### **Transit**

As the population and traffic increase in the future, the demand for bus transit services is also expected to increase. It is important that the Amador Regional

Transit Service expand the frequency and location of their bus service as the City grows. There is a need for the City to provide such amenities as designated bus stop locations, turnouts and shelters to better accommodate the ARTS services and to encourage bus travel as a mechanism to reduce traffic congestion.

### **Bikeway and Pedestrian Facilities**

The demand for bicycle and pedestrian facility improvements will become even greater as the City and the surrounding area grows. Bicycle facilities will be needed for both recreational and commuter travel as an alternative to the automobile. The existing pedestrian circulation problems of a safe SR 49 crossing will become worse if no improvements are implemented. Other problems will occur in the newly developing areas unless actions are taken to develop a comprehensive bicycle and pedestrian circulation system.

## V. EVALUATION OF IMPROVEMENT OPTIONS

In 2005, ACTC and Wilbur Smith Associates evaluated potential alternatives for a highway bypass of the City in the “Jackson SR-88 Corridor Improvement Alternatives Analysis”. Four alternatives were evaluated as a part of this study. The alternatives addressed were: 1) “Do Nothing” Alternative; 2) North Jackson Bypass (Corridor 2) Alternative; 3) Ridge/Climax Road Bypass (Corridor 4) Alternative; and 4) Western Bypass (Corridor 5) Alternative. The study provided preliminary feasibility information, including engineering feasibility and environmental issues. The study did not recommend one particular alternative, but did note that the apparent community consensus was to do nothing.

In 2006, the City renewed efforts to find a long range highway bypass solution to address projected traffic and circulation constraints. The California State University at Sacramento Center for Collaborative Policy was retained to conduct a series of town hall workshops to try to bring various elements of the community to agree upon a preferred highway bypass solution. Again, the effort to gain community consensus for a bypass failed. This outcome caused the City Council to instruct City staff and the ACTC to focus efforts on short term interim improvements while the effort to find a long range solution would be continued.

The short range planning options were initially developed by ACTC as part of the 2006 countywide transportation sales tax initiative. They were commonly referred to as the “page eleven” improvements, identified by their page number in the countywide sales tax expenditure plan. The sales tax initiative failed to secure voter approval however, the City and the ACTC remain committed to the page eleven projects. The page eleven projects are included in the Preferred Circulation Plan (Chapter VI).

## VI. PREFERRED CIRCULATION PLAN

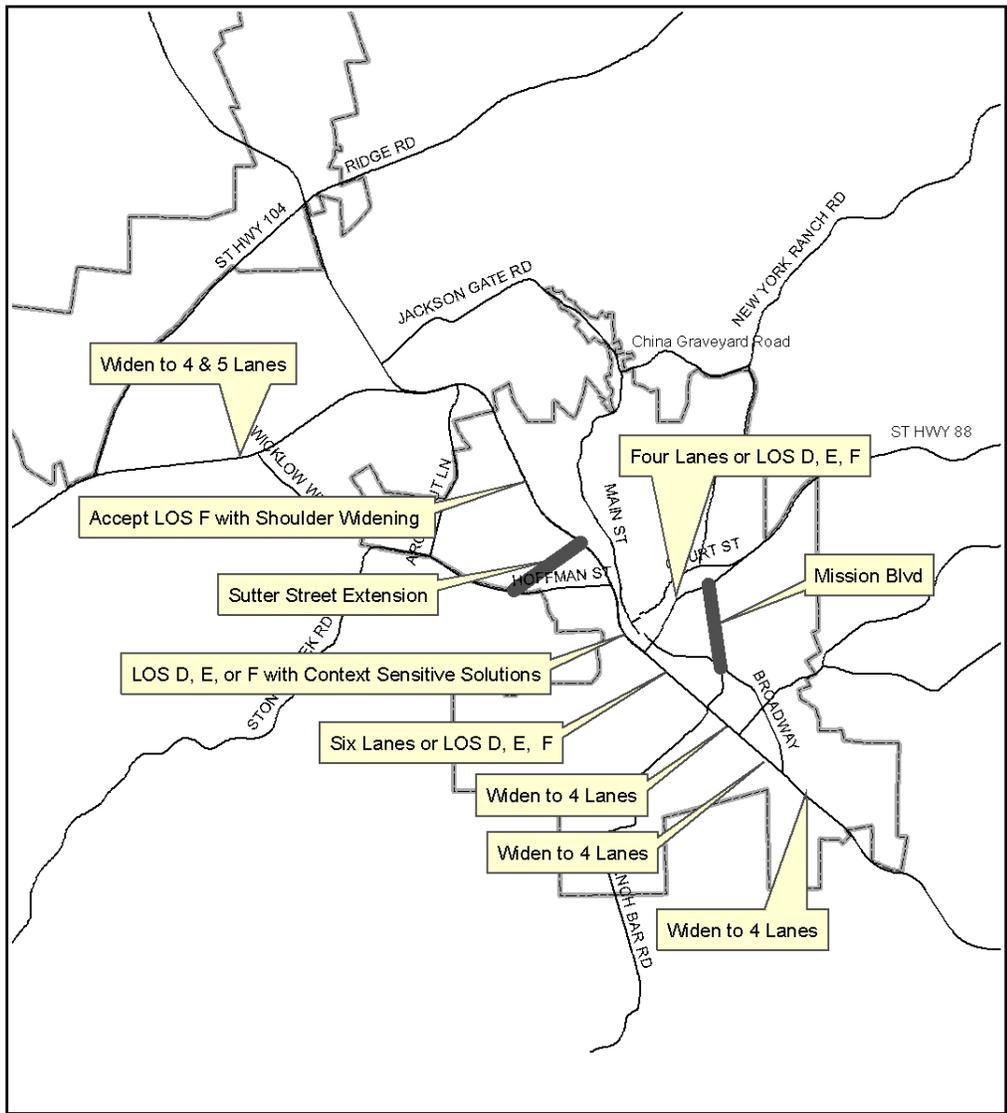
The preferred circulation plan is focused upon the list of transportation improvements contained in the "City of Jackson Land Use, Circulation and Zoning Project Draft Environmental Impact Report" (DEIR). These projects together with efforts to reduce automobile usage will reduce the frequency or location of future LOS E and F conditions. Figure 6 identifies the location of the listed roadway improvements.

### Roadways:

- Widen SR 49/88 from Main Street north to the SR 49/88 junction in Martell to six lanes or because this alternative may be infeasible, accept LOS F along this segment which provides traffic calming or slower speeds. Support Caltrans shoulder widening to improve safety.
- Widen SR 49/88 from Main Street south to the SR 49/88 intersection in Jackson to six lanes or because this alternative may be infeasible, accept LOS D, E, and F along this segment. Support sidewalks, landscaping, and other "context sensitive solutions".
- Widen SR 49 from the SR 49/88 intersection in Jackson south to French Bar Road to six lanes or accept LOS D, E, or F at this location.
- Widening of the roadway segment of SR 49 from French Bar Road to Clinton Road to four lanes.
- Widening of the roadway segment of SR 49 from Clinton Road to Broadway to four lanes.
- Widening of the roadway segment of SR 49 south of Broadway to four lanes.
- Widening the roadway segment of SR 88 from SR 49/SR 88 junction in Jackson to Court Street to four lanes where feasible and/or accept LOS D, E, and F conditions.
- Complete Mission Boulevard extension.
- Construct the Sutter Street extension to connect upper Hoffman Street with Sutter Street to SR 49/88.

### Intersections:

- Install traffic control signal at the intersection of SR 49/88 and Sutter Street.
- Construction of a second southbound left turn lane at the intersection of SR 49/SR 88 (Jackson).
- Install traffic control signal at the intersection of SR 88/Broadway if feasible.
- Install traffic control signal at the intersection of SR 49/French Bar Road.
- A second southbound left turn lane shall be constructed at the intersection of SR 49/Clinton Road.



**Figure 6**  
**Preferred (Short Range) Circulation Plan**  
 Source: Fehr & Peers 2006

**Jackson General Plan Circulation Element**  
 Amador County GIS Division 7 October 2008 kg



## Long Range Planning Options

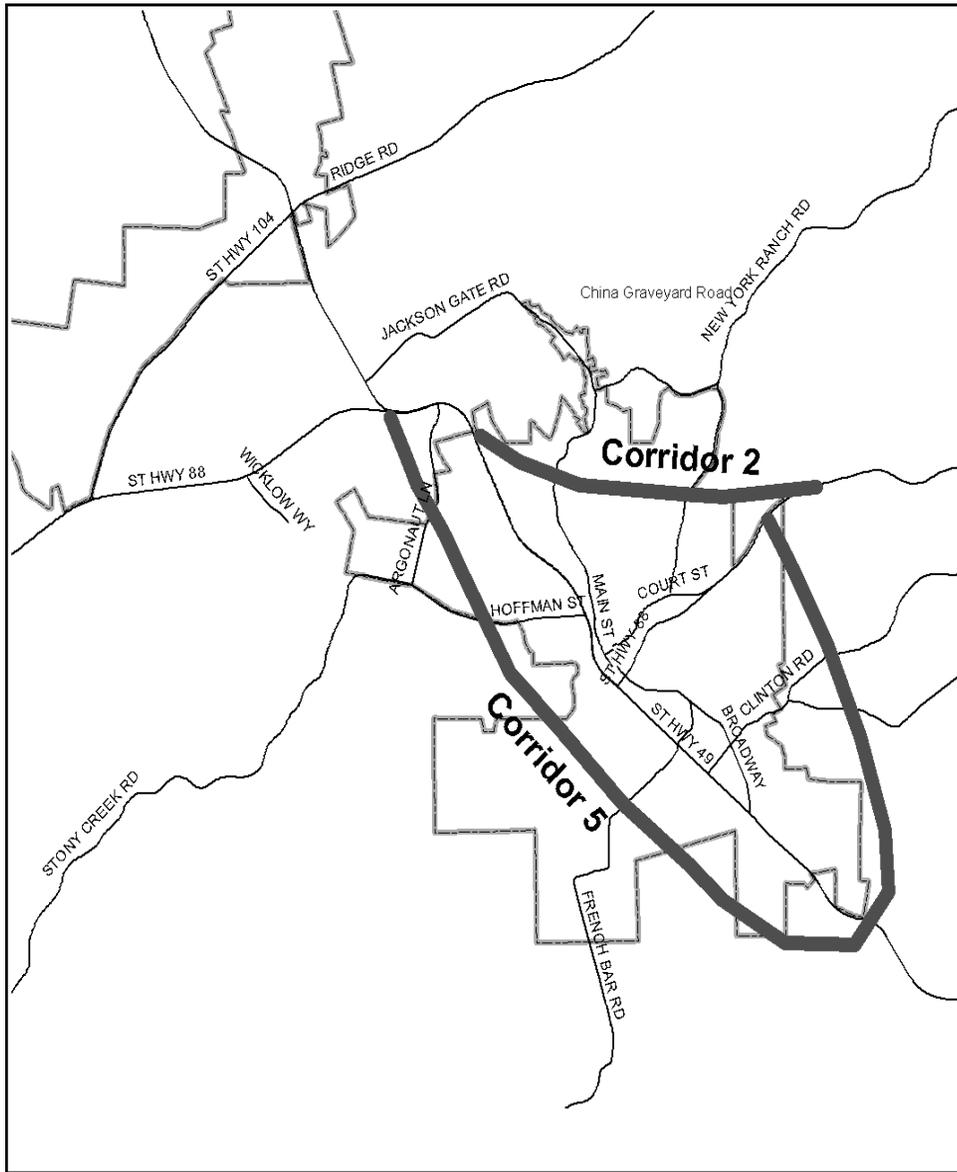
Unless local, regional, and State efforts to reduce automobile vehicle miles traveled are successful, a long range highway solution (bypass) will be necessary or LOS E and F conditions will need to be accepted at certain locations. Figure 7 generally identifies the long range (highway bypass) planning options last considered in the ACTC/Wilbur Smith 2005 "Jackson SR 88 Corridor Improvement Alternatives Analysis."

## TRANSIT

In 2008, the ACTC adopted a new five-year "Amador County Transit Development Plan (TDP)". Along with this Plan, the ACTC adopted an Amador County Transit Design Guidelines Manual. The TDP provides an in-depth look at the transit system currently in place, provides options for adjusting or expanding the transit system to meet the public's needs within funding constraints, then sets forth a list of recommended changes for ARTS and other transit services in the County. The companion document, Transit Design Guidelines Manual, includes design recommendations for bus stops, pedestrian access, passenger amenities, park and ride/multi-modal facilities, and transit oriented development. ACTC and ARTS intend to develop a "long-range" Transit Development Plan as soon as Circulation Elements for Amador County and its cities are updated in 2008 and 2009. Copies of the TDP and Design Guidelines are available at the ACTC or online at [www.actc-amador.org/projects](http://www.actc-amador.org/projects).

In terms of local service for ARTS, access would be enhanced by the installation of bus turnouts and transit shelters along major routes in the City. These types of improvements are often most effective when located adjacent to major access points such as large residential areas or shopping centers. It is recommended that the Capital Improvement Program include these improvements to be implemented in conjunction with road widenings or new road construction.





**Figure 7**  
**Long Range Planning Options**

Source: Jackson SR-88 corridor Improvement Alternatives Analysis, 2005

**Jackson General Plan Circulation Element**

Amador County GIS Division 7 October 2008 kg



## **BIKEWAY AND PEDESTRIAN FACILITIES**

In 2006 the Amador County Transportation Commission (ACTC) completed the “Amador Countywide Pedestrian and Bicycle Transportation Plan” along with a companion document “Pedestrian Bicycle Design Guidelines and Recommended Standards”. Both documents were adopted by ACTC in April of that year. The Countywide Pedestrian and Bicycle Transportation Plan contains lists of the highest ranking and more feasible pedestrian and bicycle capital improvement projects. It also serves as the countywide Americans with Disability Act (ADA) transition plan for public rights of way. The purpose of the Plan and Guidelines is to improve pedestrian and bicycle access for residents and visitors of Amador County traveling to and from key destinations such as schools, transit facilities, parks, commercial areas, and homes. The Plan includes a list of prioritized bicycle and pedestrian projects for the City of Jackson. The Plan was adopted by the City of Jackson on April 24, 2006. Copies of the Plan and Design Guidelines are available at the ACTC or online at [www.actc-amador.org/projects](http://www.actc-amador.org/projects).

## **NEIGHBORHOOD ELECTRIC VEHICLES (NEVs)**

A group of Jackson area citizens have formed the “Amador Transit Project” and have been developing a system of alternative transit lanes for use by pedestrians, bicycles, and neighborhood electric vehicles (NEVs). This system will include public roads with speed limits under 35 MPH as well as specifically designated lanes on higher speed routes and independent “quiet alternative travel lanes” or QATLs across open territory where roads presently do not exist. The system will include “solar (electrical charging) transit stations” and is intended to provide alternative means of travel throughout and between Jackson, Martell, Sutter Creek, and Amador City.