

# JEPSON PARKWAY CONCEPT PLAN



*Prepared for:*  
SOLANO TRANSPORTATION AUTHORITY

*In partnership with:*  
METROPOLITAN TRANSPORTATION COMMISSION  
CITY OF FAIRFIELD  
CITY OF SUISUN CITY  
CITY OF VACAVILLE  
COUNTY OF SOLANO

*Prepared by:*  
MOORE IACOFANO GOLTSMAN, INC.

*With assistance from:*  
GRANDY AND ASSOCIATES

MAY 2000

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*May, 2000*

*The preparation of this Concept Plan has been financed through a Transportation for Livable Communities (TLC) grant from the Metropolitan Transportation Commission and by the Solano Transportation Authority.*

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# ACKNOWLEDGEMENTS

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# EXECUTIVE SUMMARY

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## EXECUTIVE SUMMARY

The Jepson Parkway Concept Plan was developed by the Solano Transportation Authority, Fairfield, Suisun City, Vacaville and Solano County to improve local traffic in the heart of Solano County and to encourage the linkage between transportation and land use. The Concept Plan provides a comprehensive, innovative and coordinated strategy for developing a multi-modal corridor, linking land use and transportation decisions to support the use of alternative travel modes, and protecting existing and future residential neighborhoods. The Plan provides guidelines so that the four communities spanned by the project can build their individual segments in a coordinated and integrated fashion.

The project is a four-lane parkway designed to provide intra-county mobility for Solano residents. The project upgrades and links a series of narrow local roads to provide a north-south travel route for residents who face increasing congestion when traveling between jurisdictions in central Solano County. The project also includes safety improvements such as the provision of medians, traffic signals, shoulders, separate turn lanes and separate bike lanes.

The multi-modal Parkway connects the I-80/Leisure Town Road interchange in Vacaville with Highway 12 in Suisun City. The project links the existing road segments of Leisure Town, Vanden, Cement Hill and Walters roads including three new bridges, railroad separations, traffic signals and improved intersections.

The project responds to a series of critical immediate and future needs. It provides an essential north-south connection supporting the continued vitality of the three cities, the County, emerging job centers, Travis Air Force Base and local destinations including area schools. It relieves existing and future traffic congestion problems and addresses serious safety problems on narrow, disconnected road segments. And, it integrates opportunities for improved transit, bicycle and pedestrian connections throughout the County with land use/transportation linkages.

The Jepson Parkway Concept Plan provides unique features not typically associated with a roadway project. The primary goals of the project highlight these features:

- ❑ The 12-mile Parkway emphasizes multi-jurisdictional cooperation and community involvement;
- ❑ The Parkway integrates multiple modes of travel from the outset including bicycle, pedestrian, train, bus, automobile and park and ride opportunities;
- ❑ The Concept Plan encourages local jurisdictions to develop land use/transportation strategies that link land use and development decisions and designs to opportunities for transit, pedestrian and bicycle use;
- ❑ The Concept Plan supports strategic purchases of open space along the Parkway to preserve the Vacaville-Fairfield Greenbelt that acts as a community separator between the two communities; and
- ❑ The Concept Plan proposes consistent streetscape features including landscaping, signage, gateways and lighting that are complementary and responds to the varying conditions along the Parkway to buffer neighboring uses from traffic impacts and offer visual relief and interest.

# EXECUTIVE SUMMARY

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The Concept Plan is divided into five elements: Transit, Bicycle and Pedestrian, Landscape, Land Use/Design, and Roadway Phasing and Management. The accompanying map graphically depicts key Parkway features.

The **transit element** plans for local and express bus routes and strategically-placed transit stops to connect land uses along the Parkway to key destinations such as Travis Air Force Base and Fairfield and Vacaville's downtowns. The transit element also features connections to the multi-modal station in the Fairfield area, planned as a future hub of bus, train and vehicle activity. Finally, the transit element features a park-and-ride lot near I-80 to facilitate car pooling and ride sharing in the region.

The **bicycle and pedestrian element** incorporates a 12-mile, continuous multi-use bike path with four staging areas or rest stops along the Parkway. The bike path is planned as an off-street, Class I facility for nearly 10 miles of the Parkway to enable bicycle use by all levels of riders. The bike path connects to established and planned regional bike facilities linking into each community. The staging areas are associated with parks, creeks, the train station or existing public land. They are designed to encompass parking for bikes and cars, picnic areas, landscaping, drinking water and potentially interpretive or recreational features.

The **landscape element** features a consistent streetscape design throughout the 12-mile Parkway using native plantings with associated lighting, signage and gateways at the entrances to each community. The plantings are designed to complement and buffer adjacent land uses. For example, along established residential areas, the landscape buffer is very wide incorporating street trees, understory and grasses, noise mitigation and pathways. In the rural portions the landscape is informal emphasizing random tree clusters and native grasses. Also part of this element is a strategy to purchase conservation easements or other mechanisms to protect the designated Vacaville-Fairfield Greenbelt in perpetuity.

The **guide to transit-compatible land use/design** provides suggestions on how local jurisdictions can ensure that future land uses and development projects are integrated with the transit, bicycle and pedestrian opportunities along the Parkway. These measures provide examples of how to integrate land use and project design decisions with transportation decisions in the future. The measures range from large, master-planned communities to individual projects such as residential, commercial and industrial. The measures are advisory only, but can be used to guide future changes in the plans and policies of the local communities.

The **roadway phasing and management element** offers cooperative management strategies to ensure smooth traffic flow and coordinated project phasing and future maintenance. The element includes policies for driveway placement, traffic signal location, roadway phasing, truck traffic limitations and long-term maintenance.

The Jepson Parkway Concept Plan provides a unique opportunity to plan a road, roadside landscape treatment, and its adjacent land uses in an integrated and high quality manner. Each component of the Concept Plan is integrated and designed to be implemented with a cooperative approach of the STA and its member jurisdictions. The result will be an efficient and attractive roadway, and a model transportation corridor that recognizes the critical linkages between land use, design and transportation management.

## 1. INTRODUCTION

### BACKGROUND

The Solano Transportation Authority (STA), in cooperation with four of its member jurisdictions (Solano County, and the cities of Fairfield, Vacaville and Suisun City), have identified the Jepson Parkway as a priority transportation project.

They have also recognized the unique opportunity of this corridor to be a model for linking land use, streetscape design and transportation. Various segments of the route have been in the planning and design stages for many years. At its most basic level, the Jepson Parkway provides a continuous four-lane roadway from the I-80/Leisure Town Road interchange in Vacaville to the State Route 12/Walters Road intersection in Suisun City (see Figure 1). The project utilizes existing roadways and roadway extensions through the cities of Vacaville, Fairfield and Suisun City and the County of Solano. At a more innovative level, the Jepson Parkway provides opportunities for bus and rail transit, bicycle and pedestrian travel and high quality streetscape treatment that buffers adjacent land uses from the road and offers an aesthetic benefit for the length of the Parkway.

The project responds to a series of critical immediate needs. It provides an essential north-south connection in Solano County supporting the continued vitality of the three cities, several emerging job centers, Travis Air Force Base and local destinations such as schools and neighborhoods. The project relieves existing and future traffic congestion problems. Several of the roadway segments currently operate at low levels of service at peak hours and these levels are expected to degrade over time. The project also addresses serious safety problems on narrow, disconnected road segments. Four of the top 40 high accident locations in Solano County are found along the Parkway route: Walters Road and Air Base Parkway, Peabody and Vanden Road, Peabody and Cement Hill Road, and Vanden and Cannon Road. Additionally, the project provides a safer alternative for autos, bicyclists and pedestrians to the at-grade railroad crossing at Peabody Road and the Union Pacific Railroad. The project offers opportunities for safe and attractive bicycle and pedestrian facilities along the entire Parkway where few currently exist. And, finally, it integrates opportunities for improved transit, bicycle and pedestrian connections throughout the County with local land use and development opportunities.



*Jepson Parkway Concept Plan 1*

# INTRODUCTION

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In response to these critical needs, the Jepson Parkway was designed with the following transportation objectives:

- Implement safety improvements at various locations and road segments;
- Promote linkages between future land uses and transportation facilities to reduce the need for vehicle trips and take advantage of transit, rideshare, bicycle and pedestrian modes;
- Relieve existing and anticipated traffic congestion on local north-south routes in Solano County;
- Provide improved and new transit, bicycle and pedestrian facilities; and
- Provide a grade-separated crossing of the Union Pacific Railroad.

Construction of the Parkway, including the implementation of safety-related measures, will achieve a number of additional community benefits:

- Create a safe, efficient transportation network for the movement of people and goods within Solano County;
- Protect residents living adjacent to roadways in the corridor from the impacts of existing and anticipated future traffic levels using landscape and noise buffers;
- Provide traffic signals at major junctions along the corridor to improve access and safety for existing uses;
- Provide efficient local streets to serve local trips that currently have to use the freeway system; and
- Improve access for emergency vehicles and transit services.

The project involves the cooperative efforts of each of the local jurisdictions, the STA, the Metropolitan Transportation Commission (MTC), Caltrans and other related agencies. The project as currently budgeted is expected to cost approximately \$74 million (in 1998 dollars) and will be phased over time. Approximately two-thirds of the funding has been secured. Appendix B shows the various road segments, their estimated costs and projected completion dates.

## PURPOSE OF THE JEPSON PARKWAY CONCEPT PLAN

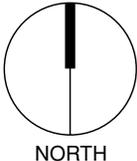
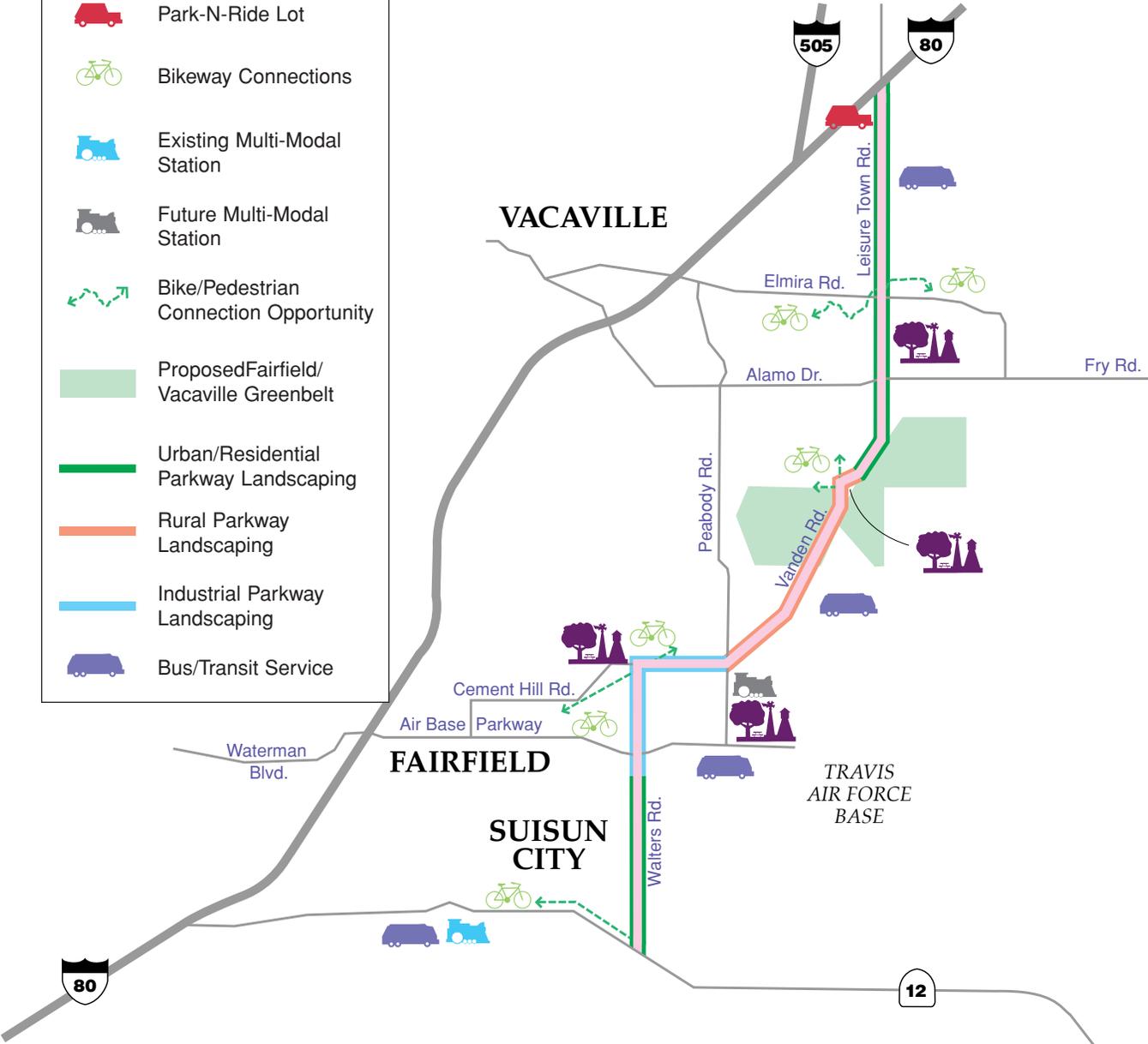
The roadway project was initiated to address growing traffic problems and safety issues in the area. However, over the past several years, in response to community concerns and discussions with the Metropolitan Transportation Commission (MTC), the STA concluded that the Jepson Parkway could also become a model for an integrated transportation corridor. An integrated corridor could broaden the Parkway to include transit, bikeway/pedestrian elements, landscape design, and open space protection and guidelines for adjacent lands as features in a single comprehensive plan.

Recognizing the value of the Jepson Parkway as a model for an integrated transportation corridor, the MTC funded this study through a grant from its Transportation for Livable Communities (TLC) program. The TLC program provides seed money to support transportation-related projects designed to help revitalize urban neighborhoods and make them more pedestrian friendly.

# JEPSON PARKWAY CONCEPT PLAN

**LEGEND**

-  Jepson Parkway
-  Staging Areas
-  Park-N-Ride Lot
-  Bikeway Connections
-  Existing Multi-Modal Station
-  Future Multi-Modal Station
-  Bike/Pedestrian Connection Opportunity
-  Proposed Fairfield/Vacaville Greenbelt
-  Urban/Residential Parkway Landscaping
-  Rural Parkway Landscaping
-  Industrial Parkway Landscaping
-  Bus/Transit Service



# INTRODUCTION

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The opportunity to expand the roadway project to encompass other related transportation and community goals was stimulated by community discussions. The public and various jurisdictions raised questions and issues regarding possible land use and neighborhood impacts stemming from the Parkway. These discussions and the search for solutions created the opportunity to explore alternative transportation and bikeway connections, opportunities for landscape and aesthetic treatments, design guidelines for adjacent land uses compatible with transit, and open space and habitat protection. Given the inter-related aspects of the corridor, a formal study was needed to examine these features with the specific characteristics of the area and to provide guidelines for subsequent design and development of the Parkway in light of these findings.

This report documents the Jepson Parkway Concept Plan and its community input process. To ensure comprehensive input, the study convened and facilitated a dialogue between various stakeholders of the project including developers, neighborhood groups, environmentalists, staff from STA, the cities, the County and MTC, community representatives and others. This was done to ensure that the resulting plan reflected community feedback and priorities.

This Concept Plan is a framework to implement various inter-connected projects along the Parkway. Some aspects of the Plan will be modified, revised and improved over time as detailed engineering or environmental information becomes available. In addition, as the communities and neighborhoods continue to have input into detailed design decisions, the Concept Plan will be improved and refined.

Following this section, the report documents the following:

- ❑ Chapter 1 describes existing conditions on the route and the community input process;
- ❑ Chapter 2 lists the goals and objectives of the Plan;
- ❑ Chapter 3 provides transit-related improvements;
- ❑ Chapter 4 provides bicycle and pedestrian improvements;
- ❑ Chapter 5 provides landscape and open space opportunities;
- ❑ Chapter 6 provides suggestions for adjacent land uses and design guidelines along the corridor to link transit, bicycle and pedestrian opportunities with future development;
- ❑ Chapter 7 provides a roadway phasing and management plan for the Parkway; and
- ❑ Several appendices provide additional information including a description of individual “livable communities” project components.

## EXISTING CONDITIONS ON THE ROUTE

The alignment for the Jepson Parkway starts at the Interstate 80/Leisure Town Road interchange in Vacaville and ends at State Route 12/Walters Road intersection in Suisun City. The corridor is approximately 12 miles long. Existing roads along the route include Leisure Town Road, Vanden Road, Cement Hill Road, and Walters Road (see Figure 2). A wide range of existing land uses are located along these roads including agricultural, commercial, industrial, military and residential.

The northern most part of the roadway is at Leisure Town Road and Interstate 80. Today, Leisure Town Road is primarily a two-lane undivided road between Interstate 80 and Alamo Drive. Three sections of the road have been widened to provide a second southbound lane. The west side of Leisure Town

# INTRODUCTION

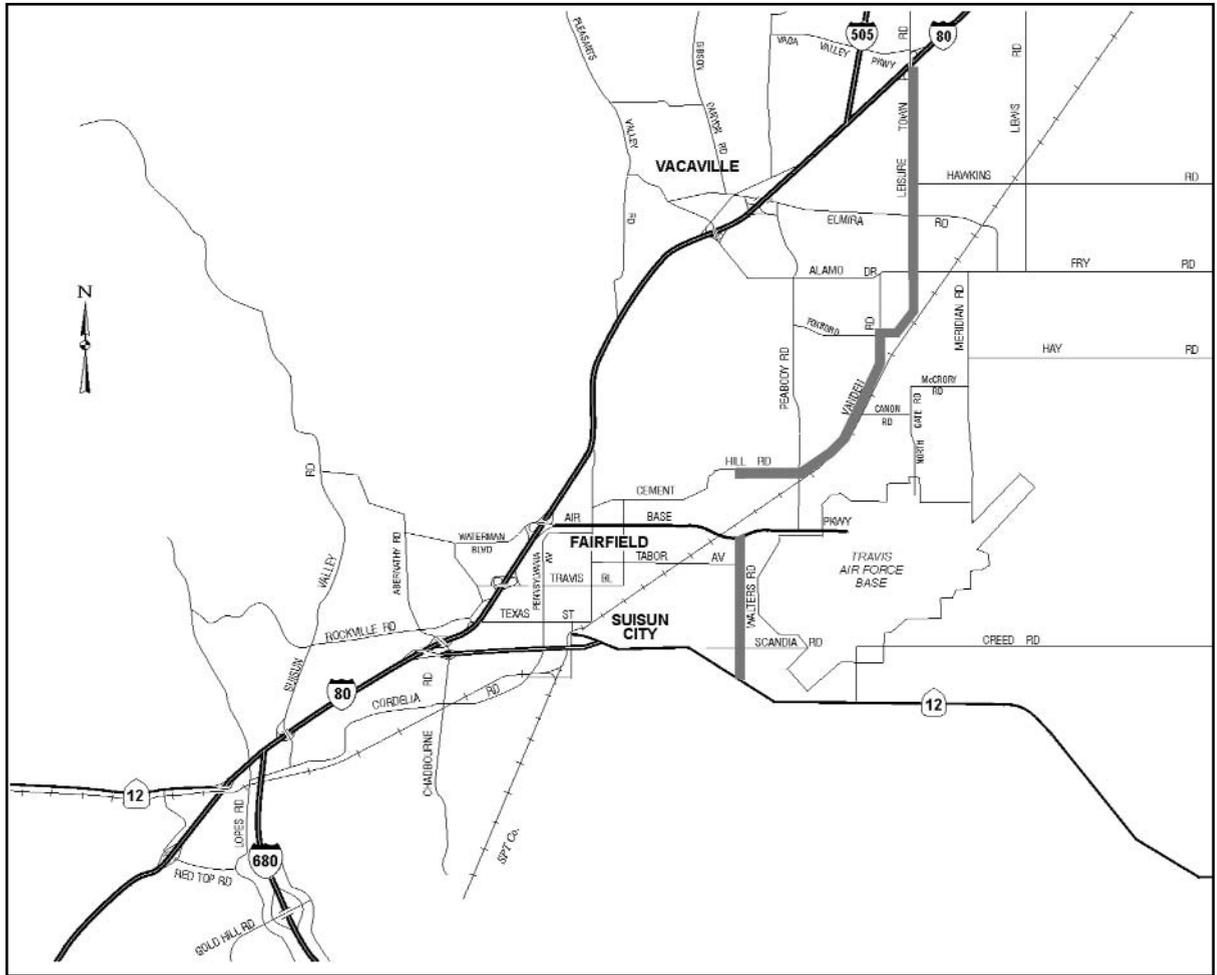


Figure 2: Existing Road Segments

# INTRODUCTION

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Road in Vacaville is a mix of commercial, recreational, institutional and light industrial areas. The east side of Leisure Town Road is a mix of commercial, rural residential and agricultural uses.

Leisure Town Road was extended from Alamo Drive to Vanden Road in October of 1998. This portion of the road is a two-lane undivided road. It is bounded by agricultural land on both sides. The Vacaville General Plan calls for additional residential development between Leisure Town Road and Nut Tree Road, as far south as the existing City limit.



Vanden Road, between Peabody and Leisure Town, is a two-lane rural road bounded primarily by grazing land. The City of Vacaville intends to extend Foxboro Parkway east from Nut Tree Road to intersect with Vanden Road. The intersection will align with Leisure Town Road.

Other uses along Vanden Road include several industrial sites near its intersection with Peabody Road, a storage facility, a small extension school, and two single family homes. An overcrossing for an abandoned railroad spur crosses Vanden Road approximately 1,500 feet north of Peabody Road. The Solano County General Plan calls for continuation of agricultural land uses along Vanden Road with continued industrial uses in existing locations.

The mainline for the Union Pacific Railroad, which runs from the San Francisco Bay Area east through Sacramento and across the Donner Summit in the Sierra Nevada, intersects the corridor near its mid-way point. The only existing north-south railroad crossing in the corridor is on Peabody Road, a two-lane undivided road. The at-grade Peabody Road crossing of the Union Pacific Railroad is located in close proximity to intersections with Vanden Road and Markley Lane. Markley Lane is a local east-west street that provides access to Vanden High School and Golden West Middle School.

# I N T R O D U C T I O N

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The City of Fairfield is currently overseeing the construction of a segment of the project to address specific safety concerns. The project, now under construction, shifts the intersection of Vandenberg Road with Peabody Road approximately 200 feet to the north to align with Cement Hill Road at a new signalized intersection. A County-wide Travel Safety Plan prepared by the Solano Transportation Authority in 1998 indicated that the Peabody Road/Vandenberg Road and Peabody Road/Cement Hill Road intersections were both on the list of the top 40 accident locations for the calendar years 1995 through 1997. The Fairfield General Plan calls for a mix of land uses in this area including industrial, commercial, residential and recreational.

Travis Air Force Base, the County's largest employer, is located near the south end of the corridor. Industrial uses are located immediately west and north of Travis Air Force Base along Peabody Road and Air Base Parkway. Cement Hill Road is an undivided two-lane road with industrial uses located on the north side of the roadway. There are also a number of schools in and around Travis that are served by these road segments.

The southern most portion of the route follows Walters Road between State Route 12 and Air Base Parkway. Walters Road is bounded primarily by residential uses on the west and grazing land on the east, with a portion in industrial uses. The southern portion of Walters Road from State Route 12 to Bella Vista Road is a four-lane divided boulevard. The central portion from Bella Vista Road to East Tabor Avenue is an undivided two-lane road and the northern portion from East Tabor Avenue to Air Base Parkway is an undivided four lane road. The southern four-lane portion is a completed section of the Parkway, and has residential uses on each side. The General Plan for Suisun City calls for completion of several residential master planned projects along the corridor in its jurisdiction.

No bus routes currently serve travel between Suisun City, Fairfield and Vacaville along the Jepson Parkway corridor. However, there are three bus routes that come into contact with the Jepson Parkway. These include bus service to Travis Air Force Base provided via a single route from central Fairfield.

## **PUBLIC PARTICIPATION AND OUTREACH PROCESS**

### **Overview**

A variety of public outreach methods were used to solicit the concerns and input from the community. These included stakeholder interviews, community workshops, and neighborhood meetings, as well as regular meetings with the STA Board Sub-Committee for the Jepson Parkway and the Technical Working Group for the Parkway. The Board Sub-Committee consists of four elected officials from the STA Board who oversee and guide the project. The Working Group consists of staff members from the planning (or community development) and public works departments of each of the member jurisdictions, STA staff members, Caltrans, MTC, several consultants and other interested agencies. The Concept Plan has been a topic of discussion at regular meetings with these two groups over the past several years. In addition, STA staff and consultants met with representatives from each of the member jurisdictions to develop details for their respective local segments.

The groundwork for the Concept Plan was developed through a series of meetings held during the late summer and early fall of 1998. These included meetings with the STA Board Sub-Committee and Working Group, as well as a field tour. Information provided at this early stage established a framework of goals and objectives to provide the foundation for the integrated corridor concept.

# INTRODUCTION

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Following these initial meetings, fifteen one-on-one interviews were conducted with key community stakeholders representing a broad range of viewpoints. These included interviews with representatives for the chambers of commerce from each of the three cities and the County, environmental groups, neighborhood groups, city and County planning representatives, elected officials and local development interests.

The City of Vacaville held subsequent meetings, both in the neighborhoods potentially impacted by the proposed Jepson Parkway, and before the Planning Commission and City Council. Representations of the neighborhood groups identified eleven criteria, described in detail in Appendix B, that they felt an alternative should meet. A number of alternative concepts were presented and analyzed by City of Vacaville staff. On November 23, 1999, the Vacaville City Council approved an alternative design concept that retains the current location of Leisure Town Road, but provides a 35' to 55' buffer with extensive landscape to reduce impacts on nearby existing or future residences. The specific design details of the landscape buffer will entail additional involvement of area residents.

Following the interviews and focused meetings, the STA staff and consultants held two broad community workshops. The workshops were designed to identify concerns and questions and solicit ideas about land use, open space, landscaping, bicycle travel and related topics from the community. A wall graphic was produced at each of these meetings and individual comment sheets were collected. Over 60 people attended each of the workshops representing neighborhoods, agencies and many diverse interests in the area. The first workshop was held in the County near Vanden Road in the fall of 1998. The second workshop was held in Vacaville in the spring of 1999.

The two workshops were followed by focused meetings with specific neighborhoods and interest groups as a follow-up to particular issues. Concurrently, additional meetings were held with the Jepson Parkway Working Group and STA Board Sub-Committee to ensure consistent direction in light of new information provided during the community and neighborhood workshops. The information and ideas provided by the public and the various agencies have been incorporated into this summary report.

In addition, there were individual meetings between the four participating agencies and STA staff. These meetings were very helpful in developing detailed input on the planning, design, funding and scheduling issues pertaining to each segment.

## **Results and Responses**

Each community workshop began with a presentation on the status of the Jepson Parkway Project and the objectives of the Concept Plan. Presenters emphasized advantages to be gained from linking land use and alternative transportation decisions with future roadway planning. Following these presentations, participants from the community offered their impressions of the project. During this portion of each workshop, a variety of questions were raised and issues identified that reflected a range of opinions regarding the project.

A number of participants indicated why they believed the Parkway is needed and its future benefits including the need to correct existing safety and traffic capacity problems along the corridor. Other participants did not want the project to move forward at all, particularly in light of growth-inducing concerns and neighborhood impacts. Others expressed concerns about specific design aspects of the project or a particular segment of the roadway. The Concept Plan has attempted to address and/or incorporate many, if not all, of the concerns that were raised.

# I N T R O D U C T I O N

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The following general issues were raised and discussed at the workshops and meetings:

- Potential growth-inducing impacts of the Parkway;
- Direct environmental impacts of the project;
- Neighborhood impacts such as noise, traffic and air quality;
- Traffic congestion and safety improvement needs;
- Need for bicycle and pedestrian linkages;
- Need to address neighborhood design issues on a case-by-case basis;
- Use the corridor plan to protect and preserve open space along the route;
- Provide opportunities for use of alternative transportation options;
- Develop an overall strategy to manage and maintain the Parkway in a consistent manner;
- Keep the road at no more than four lanes; and
- Include substantial landscaping along the route and other amenities like signals, rest stops and medians.

Appendices A and B provide a detailed summary of public comments at the neighborhood and community workshops. Appendix A also includes a brief response on how the issues are being addressed.

# GOALS & OBJECTIVES

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## 2 . GOALS & OBJECTIVES

The Jepson Parkway is a complex long-term project with multiple components and jurisdictions. As such, changes and improvements will occur over time as implementation proceeds. The Concept Plan needs to be reviewed and revisited every few years to identify progress, update specific projects and modify designs to reflect changing conditions and community needs.

### GOALS

Building on the information generated during the public process, the STA Board Sub-Committee developed working goals and objectives for the plan. The following represent the overall goals for the project. They are intended to direct and focus further planning and design efforts on each segment of the Parkway as it is developed.

1. The Parkway should integrate multiple modes of safe and efficient travel including vehicle, bicycle, pedestrian and transit..
2. The plan encourages local jurisdictions to develop land use/transportation strategies that integrate future commuter rail, bus, park-and-ride, bicycle and pedestrian facilities into urban development where it is planned.
3. The Jepson Parkway should be an innovative four-lane roadway between I-80 at Vacaville and Highway 12 at Suisun City that emphasizes multi-jurisdictional cooperation and community involvement.
4. Strategic open space acquisitions should be used to preserve the designated Fairfield-Vacaville greenbelt area as a community separator between the two cities.
5. Consistent landscape and streetscape improvements should be used to enhance the unique visual environment of the Parkway.
6. This project promotes the continued vitality of Travis Air Force Base, Fairfield, Suisun City, Vacaville and Solano County, and emerging business parks in the corridor by upgrading and linking the narrow and unsafe local roads that now provide access to these job centers, adjacent neighborhoods, and schools.

### OBJECTIVES

In addition, the following more specific objectives are intended to guide future planning and implementation of the Jepson Parkway.

#### *Fundamental Roadway Concept*

- The route should be a four-lane continuous parkway serving local traffic between I-80 at Vacaville and Highway 12 at Suisun City to link neighborhoods, schools, parks, downtown centers and job centers.

# GOALS & OBJECTIVES

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- Minimize driveway cuts, intersections, median breaks and other roadway interruptions (particularly in the rural segments) to ensure maximum efficiency of vehicle travel.

## *Multiple Modes of Transportation*

- Design the route as a multi-modal corridor that enhances opportunities for transit use and alternative travel modes.
- Design the route to ensure safe and comfortable bicycle and pedestrian travel opportunities, particular for existing and planned residential neighborhoods and schools.
- Maximize bicycle connections to existing and planned bicycle facilities along the route.
- Identify strategic locations for bus stops and park-and-ride/carpooling lots taking into account existing and planned land uses, and desired destinations.
- Identify “activity nodes” or staging areas for bike and vehicle travel. These may be associated with transit or may be stand-alone. Consider the types and levels of improvement including recreation, shade, water, restrooms, landscaping and signage.
- Analyze the area in and around the proposed multi-modal station to ensure that linkages to future local streets, bicycle and pedestrian facilities are maximized.

## *Corridor Identity and Image*

- Establish a clear and consistent identity for the entire route so it is easily recognizable to the community using name, signage and landscaping.

## *Aesthetic Concept*

- Identify existing natural features and landscapes that are unique and attractive along the route. Maximize identification of and views to such features in the design of the Parkway. Determine the appropriate visual environment for each type of road segment including urban, suburban, rural and open space/habitat. Each segment could receive specialized treatment.
- Design a consistent system of landscape improvements that can make the corridor an attractive and inviting route for travelers using native species that are drought-tolerant, wind resistant and low-maintenance.

## *Land Use and Development*

- Develop a set of suggested principles and guidelines that can assist local jurisdictions in future consideration of land use plans and development projects as they relate to the Jepson Parkway. These guidelines should emphasize compatibility and connection with transit and alternative transportation modes, as well as a pedestrian/bicycle scale to promote more livable communities.
- Provide landscaping and noise mitigation to buffer the impacts of the Jepson Parkway on existing and planned residential development.

## *Open Space Concept*

- Identify potential areas for acquisition of open space (in fee title or conservation easements) that have been designated as greenbelt by the cities and the County. Use federal, state and local funds as available to protect environmentally sensitive areas and/or greenbelts between communities and enhance the corridor.

## 3 . TRANSIT ELEMENT

### INTRODUCTION

One of the primary goals of this Concept Plan is to ensure that the planning, design, and implementation of the Jepson Parkway takes full advantage of existing and planned transit services to encourage increased transit usage within the corridor, and to link to the regional transit system. For this reason, the Jepson Parkway will be designed as a multi-modal corridor that enhances opportunities for transit use and other alternative travel modes.

This goal will be accomplished through an integrated approach that links local and regional services to complementary facilities designed to encourage and facilitate increased transit usage. A new bus transit route will be considered to provide inter-city travel along the north-south route of the Parkway corridor, a route currently not being served by any bus operator. This new service will include a local bus route with several stops already identified and later an express bus route which will serve the major work centers along the 12-mile corridor.

Among the complementary facilities are a proposed park-and-ride lot located at the northern terminus of the Parkway and a proposed multi-modal station near the center of the route. Both of these facilities will enable local residents and commuters to link to the regional transit system. These facilities, coupled to the new transit routes, will reduce dependence on drive alone commuting, while also contributing to local and regional efforts to reduce traffic congestion.

### PROPOSED BUS ROUTES

Two bus routes are proposed to provide future transit services along the Jepson Parkway. Identifying these routes at this time facilitates the future planning efforts required to obtain funding for the proposed bus service. It also provides guidance that will allow for the basic transit infrastructure (i.e., bus stop facilities, signage, etc.) to be constructed as segments of the corridor are completed and as development proceeds along the Parkway. This will require future funding commitments by the Solano Transportation Authority, Fairfield-Suisun Transit or Vacaville City Coach for the proposed bus service.

The two proposed bus routes include a “local” bus route and a “local express” bus route. Both routes would be designed to be adaptive to changing future conditions in the corridor. Major factors that may influence future decisions to modify routes include the construction of the planned Fairfield-Vacaville Multi-modal Station and the timing of development activities along the corridor. Figure 3 shows the general location of the proposed routes and potential bus stops along the Parkway. These bus stops are likely locations based on anticipated circulation and land use, but may be added or changed as transit needs warrant.

# TRANSIT ELEMENT

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## **Local Bus Route**

The long-term objective of a local bus route along the Jepson Parkway is to provide linkages between major residential areas and employment centers in Suisun City, Fairfield and Vacaville. Employment centers that could be served include Travis Air Force Base, the Vacaville Business Park (e.g., Genentech, Kaiser), the Fairfield Industrial Park, downtown Suisun City and the I-80/West Texas interchange area.

The terminus points of the local bus route would be the Fairfield Transportation Center and the Vacaville Downtown Transfer Center. Beginning at the Fairfield terminus, the local bus route would travel to the Suisun City-Fairfield train station via Beck Avenue and State Route 12. The route would then link to Walters Road via State Route 12, Sunset Avenue and Pintail Road. The route would connect to Travis Air Force Base via Air Base Parkway. The next major destination would be the planned Fairfield-Vacaville Multi-modal Station via Peabody Road. The route would continue through Solano County into Vacaville via Vanden Road and Leisure Town Road. As the local bus travels north on Leisure Town Road, it would connect to the Vacaville Downtown Transfer Center.

As development occurs along the corridor and the local route matures, it may be desirable to develop a special shuttle between Travis Air Force Base and the planned Fairfield-Vacaville train station. Passengers on the local bus route that are destined for Travis Air Force Base would then transfer to the special shuttle at the planned train station.

## **Local Express Bus Route**

The objective of the local express route is to reduce travel times between major destination points along the corridor by serving only a limited number of stops. Destination points could include the Fairfield Transportation Center, the Suisun City-Fairfield Train Station, the Fairfield-Vacaville Multi-modal Station and the Vacaville Downtown Transfer Center. A key destination point would be the planned Fairfield-Vacaville Multi-modal Center, and initiation of this route would likely be tied to the completion of that facility. The terminus points of the local express bus route would be the Fairfield Transportation Center and the Vacaville Downtown Transfer Center. Beginning at the Fairfield terminus, the express bus route would travel to the Suisun City-Fairfield train station via Beck Avenue and State Route 12. The express route would then travel to Fairfield-Vacaville Multi-Modal Center via State Route 12, Walters Road and Cement Hill Road. The final link to the Vacaville Downtown Transfer Center would be via Peabody Road. Figure 3 shows the express route and its key destinations.

## **Near-term Bus Route**

The near-term objective of a bus route would be to provide service to Travis Air Force Base from Suisun City and Vacaville. This could be accomplished either by developing a new bus route similar to the one described above for the local express bus route or through a modification of an existing line such as Route 20. Route 20 currently links the Solano Mall in Fairfield with the Walmart, Factory Stores, Nut Tree, and Downtown Transfer Center in Vacaville.

# JEPSON PARKWAY CONCEPT PLAN

## TRANSIT ELEMENT

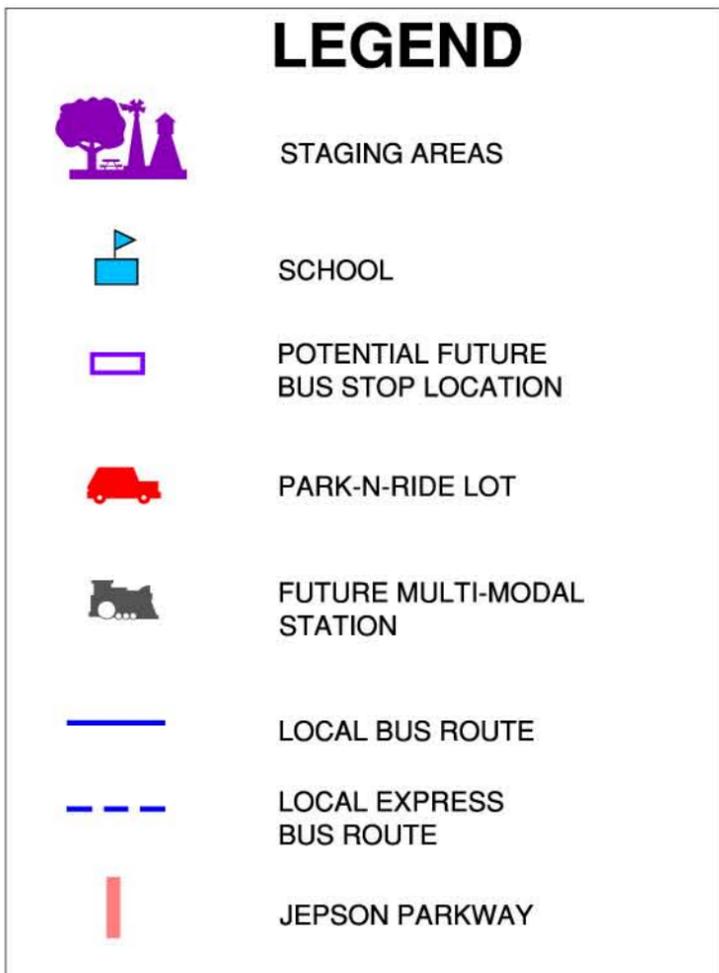
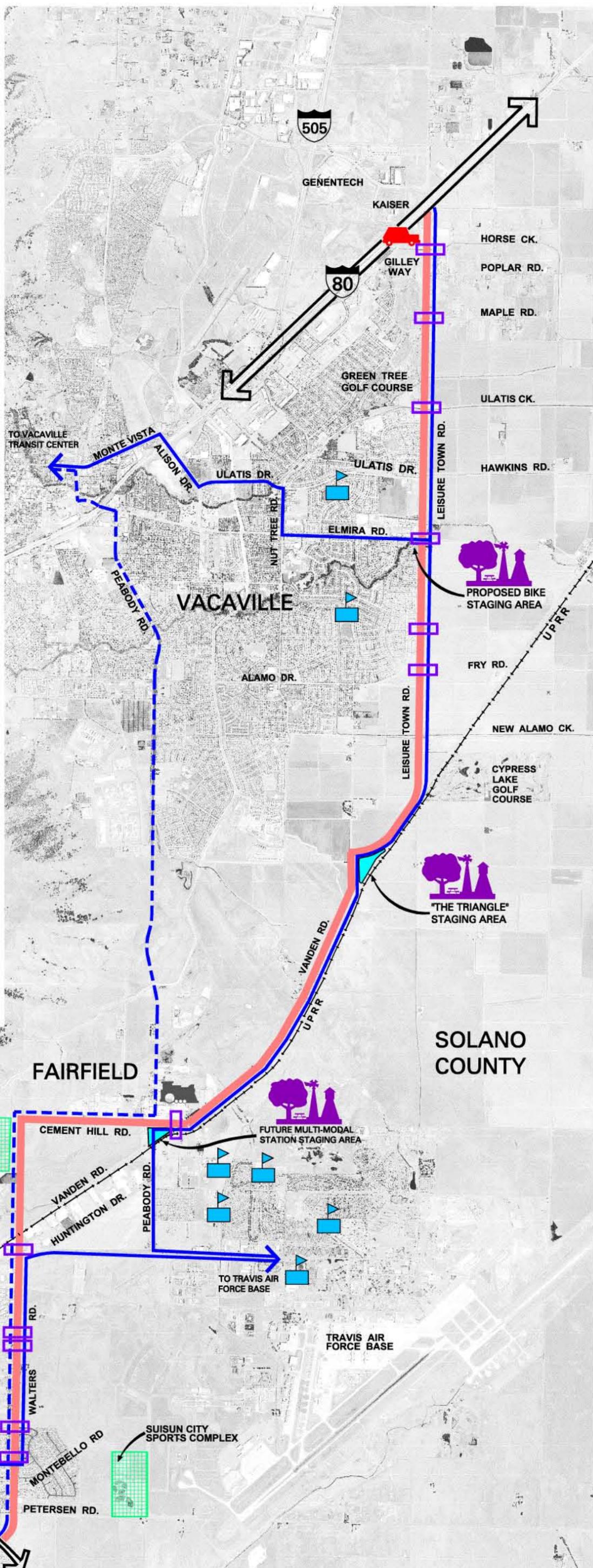


Figure 3



# TRANSIT ELEMENT

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## PARK-AND-RIDE LOT

A major park-and-ride lot is planned in Vacaville at the southwest corner of the intersection of the Jepson Parkway and Interstate 80. This park-and-ride facility is located near Genentech, Kaiser and other future uses at the various business and industrial parks. The park-and-ride facility would include parking for 50 or more vehicles and operate as a local transfer point.

Residents utilizing the local bus service will be able to transfer at this location to regional bus services that operate along I-80. In addition transit commuters arriving at this site from other places in the region will be able to transfer to the local bus routes in order to reach work locations in Vacaville, Fairfield and Suisun City. A park-and-ride can also serve as a location to join a vanpool or carpool to reduce single occupant driving.

## FAIRFIELD-VACAVILLE MULTI-MODAL STATION

The tracks for the Capitol Corridor Rail Service parallel the middle portion of the Jepson Parkway between Vacaville and Fairfield. This proximity creates a potential opportunity to incorporate future regional or commuter rail traffic as an integral element of the Jepson Parkway Corridor. Given the potential synergies between bus and rail transit and other elements of the corridor, a multi-modal station is proposed as a major feature of Fairfield and Vacaville's general plans. The closest station is currently at Suisun City near its downtown.

The location of the proposed Fairfield/Vacaville Station is near the intersection of Peabody Road and Vanden Road. This location will take advantage of the natural confluence of rail, bus, and auto traffic that is anticipated to eventually develop at this point in the corridor. In addition, the surrounding area, although now largely undeveloped, is slated for future development as a major commercial and business center.

As a multi-modal transportation hub, feeder bus systems will serve the train station and bus bays will be incorporated into its design. The ample bus facilities should also provide a transit hub serving routes from both Fairfield and Vacaville.



## 4. BICYCLE & PEDESTRIAN ELEMENT

### INTRODUCTION

One of the central objectives of this Plan is to provide safe, attractive and convenient bicycle and pedestrian travel along the corridor. The Parkway has been designed to encourage bicycle and pedestrian usage for both recreational and transportation purposes in the following ways.

1. To provide a safe, comfortable and continuous off-street paved bikeway along nearly the entire 12-mile length of the corridor. The ten-foot wide multi-use bikeway will safely accommodate two-way travel by bicyclists, pedestrians, roller-bladers and other users. The bikeway concept and many of its specific features are illustrated in Figure 5.
2. To provide activity nodes or staging areas for bicyclists (or motorists, joggers, etc.) at strategic locations to enhance travel and offer facilities such as water, picnic tables and rest rooms.
3. To provide linkages to existing and planned bike and pedestrian facilities and recreational opportunities within each of the communities.



### BICYCLE/PEDESTRIAN FACILITIES

A ten-foot wide, multi-use, paved off-street bike path is provided for nearly all of the 12-mile Parkway. This path is separated from vehicle traffic, and in some areas, designed within a wide landscaped buffer. It offers a safe route for all levels of bicycle-riding ability. The only exception to the separated path is a

# BICYCLE ELEMENT

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short segment south of Cement Hill Road on Walters Road (between Air Base Parkway and East Tabor Avenue) in Fairfield where the presence of sensitive plant species may require a narrow cross-section which could preclude a Class I bike path. In addition, along several short segments in Vacaville and Suisun City, existing developed uses make it difficult to achieve a full Class I bikeway, where the path is separated from the road by at least five feet of landscaping. In these constrained segments, a wide multi-use “sidewalk” can accommodate both bikes and pedestrians adjacent to the road. In addition to the off-street path, the entire Parkway will have 8-foot shoulders where experienced cyclists may travel. These would not be specifically signed for bicycle use (i.e. Class II) to encourage use of the off-street path.

## STAGING AREAS

The multi-use path is supported by four “activity-nodes” or staging areas that can serve as rest stops and recreational starting points. Each staging area would need to be designed to fit the particular site and needs of the jurisdiction. Basic elements would include bicycle parking, lighting, an available parking area for vehicles, picnic areas, landscaping and drinking water. The rest stops may also have restrooms, decorative features (such as a windmill design) that can serve as information displays and a children’s play area. Three of these staging areas are located to provide a connection between the Jepson Parkway and other planned or existing bikeways, while the fourth offers the possibility of facilitation bicycle transit linkages at the proposed Fairfield/Vacaville Multi-modal station.

The theme and architectural design of the staging area is intended to reflect the environment of the corridor and produce a consistent identity for the Parkway. Landscaping is designed to provide informal tree clusters for shade mixed with native grasses to reflect the open “prairie” landscape of the area. A windmill design for restrooms or any interpretive structures or exhibits is used to reflect the agricultural heritage of the area. Signage for the four staging areas should be consistent.

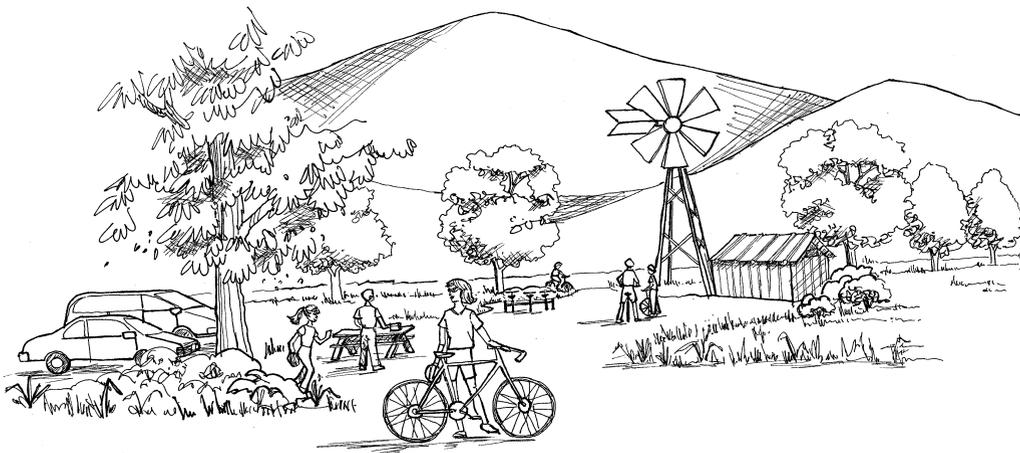


Figure 4: Sketch of a Typical Staging Area

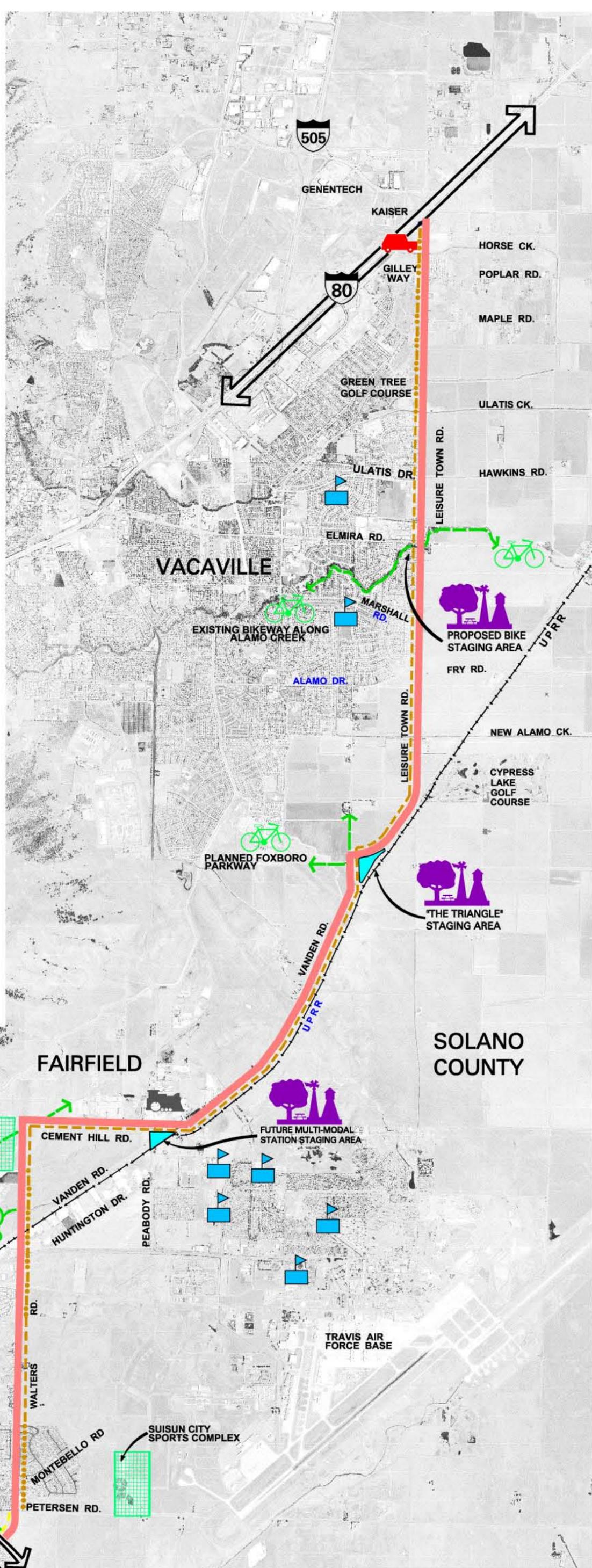
# JEPSON PARKWAY CONCEPT PLAN

## BICYCLE AND PEDESTRIAN ELEMENT

### LEGEND

-  STAGING AREAS
-  SCHOOL
-  PARK-N-RIDE LOT
-  CONNECTION TO OTHER BIKEWAYS
-  FUTURE MULTI-MODAL STATION
-  CLASS I MULTI-USE BIKEWAY
-  MODIFIED CLASS I MULTI-USE BIKEWAY/ SIDEWALK
-  EXISTING COMBINED BIKE/ PEDESTRIAN "WALKWAY"
-  BIKE/PEDESTRIAN PATH CONNECTION OPPORTUNITY
-  JEPSON PARKWAY

Figure 5



# BICYCLE ELEMENT

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## BICYCLE/PEDESTRIAN FACILITIES BY SEGMENT

Although the bike/pedestrian concept is consistent throughout the corridor, specific features vary along the length of the Parkway. These variations are described in terms of individual segments of the Parkway traveling from Vacaville to Suisun City. In the first segments from I-80 in Vacaville to the Triangle Staging Area near the planned Foxboro Parkway, the bikeway will be located on the west side of the Parkway. At this point, nearly five miles along the length of the corridor, the bikeway switches to the east for the remaining seven miles to Suisun City.

### Vacaville: Leisure Town Road from I-80 to New Ulatis Creek Channel

Adjacent land uses on the west side of the road in this area are primarily commercial, recreational (golf course), and institutional (church). Land use on the east side is commercial and rural residential, with the exception of an existing mobile home park. The ten-foot multi-use pathway would be adjacent to the road for most of this segment. Because of constrained right-of-way, the path is not separated from the road by landscaping. On portions of the undeveloped east side of the road, the multi-use path and any landscape buffer would be provided if residential development occurs. In future residential areas, a 35' landscape buffer would be provided with the path meandering within the greenway.



### Vacaville: Leisure Town Road from New Ulatis Creek to Alamo Drive

In this segment, the ten-foot wide paved, multi-use path continues to travel on the west side of an urban tree-lined boulevard. Given the proximity of existing homes in this segment, a special treatment area has been designed to provide 35 to 55 feet of landscaped greenway to buffer noise and other impacts from auto traffic along the Parkway. A similar landscaped buffer with a path would be provided on the east if residential development proceeds in that area. These buffers are described in detail in Chapter 5.

Near the middle of this segment, the pathway reaches the Alamo Creek Staging Area, which is linked to an existing bikeway, along Alamo Creek. The Alamo Creek bikeway connects to the Jepson Parkway enabling cyclists and others to travel to various destinations in Vacaville. This staging area has a planned creek park adjacent to it. Vehicle parking would be provided adjacent to the staging areas, because there is not adequate space at the site for a parking area.

# BICYCLE ELEMENT

## Vacaville: Leisure Town Road from Alamo Drive to Vanden Road

This section of the multi-use pathway is similar to the previous section adjacent to the existing residences of Leisure Town Road. The only difference is that the landscape buffer on the west side may not be quite as wide (35 foot minimum). The pathway connects to the proposed Foxboro Parkway at a signalized intersection. Eventually, a cyclist will be able to travel Foxboro Parkway to the west and then onto a bikepath into the hills on the west side of Vacaville.

## Solano County: Vanden Road

This section of the bikeway enters the open grassland area with scattered clusters of trees. Soon after entering this section of the route, the bikeway reaches the second staging area called the “Triangle.” This area is bounded by the Parkway and the nearby tracks of the Union Pacific Railroad (UPRR). The Triangle land is owned by the City of Vacaville and portions of it may be available for an “activity node.” Figure 6 shows a conceptual plan of how this staging area or “activity node” might work on a portion of the City-owned land.

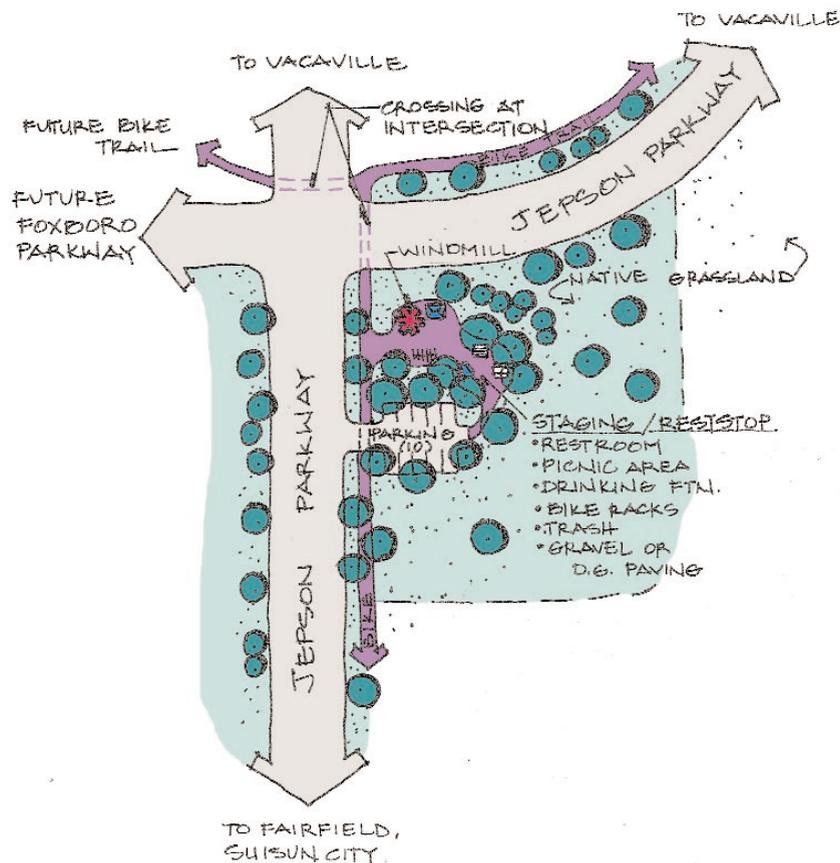


Figure 6: Typical Site Plan of the Triangle Staging Area

## BICYCLE ELEMENT

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At the north end of this section, the bikeway switches from the west side to the east side of the Parkway. A signalized intersection is designed to facilitate the safe crossing of bicyclists. At this point, cyclists will still travel along a 10-foot wide bikepath separated from the Parkway by a landscaped area and they will also have the tracks of the UPRR on the other side. Visitors who stop at this staging area will enjoy a scenic view across the prairie to Mount Diablo in the distance. In addition, the bikeway along this portion of the route affords a variety of views of rolling grassy hills and other features of the surrounding landscape.

Near the southern end of this segment, the bikeway travels through existing and proposed light industrial land uses. The bikeway is still separated from the vehicle traffic, although the landscaped area is reduced to five feet. In addition, there is a 10-foot wide sidewalk on the west side of the Parkway without landscape.

The planned **Fairfield/Vacaville Multi-modal Station** is located in this segment. It could also serve as a staging area for the Parkway. This third staging area would facilitate biking connections with bus and rail transit. Bicyclists will be able to store their bikes in staging area lockers, or if they prefer, take them on board the trains or attach them to bike racks on buses. This multi-modal facility will expand the regional reach of bicyclists using the Jepson Parkway for both recreational and commuting purposes.



# BICYCLE ELEMENT

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## **Fairfield: Cement Hill Road between Walters Road and Peabody Road**

This portion of the route is similar to the southerly portion of Vanden Road as it travels through existing and proposed light industrial uses. The bikeway is still separated from the vehicle traffic with a five-foot landscaped buffer on the south side of the Parkway. A sidewalk continues on the north side.

## **Fairfield: Walters Road South of the North Bay Aqueduct and North of Air Base Parkway**

This section of the bikeway continues along an industrial boulevard, with the path separated from the road by a landscaped buffer. The sidewalk on the west side of the boulevard remains. In this segment, there are constraints to the overall right-of-way width due to the presence of various special status plants and habitat areas. Additional analysis of these environmental issues may lead to changes in detailed design.

This segment includes the fourth and final staging area located at or near the proposed Fairfield Sports Park near the intersection of Cement Hill Road and Walters Road. The exact location and design of the proposed Sports Park have not been determined by the City of Fairfield. This staging area is also connected to the proposed Fairfield Linear Parkway that uses an abandoned rail line to connect bicyclists, joggers and others to other destinations within Fairfield.

In this same area, there may be an opportunity to provide a walking or jogging trail around or near the Bureau of Reclamation drainage pond. The pond, used for flood storage and run-off from surrounding industrial uses, offers a visual amenity and potential urban habitat. The feasibility of providing a linking trail in the pond area needs further study in order to understand sensitive species issues, flooding issues, and Federal regulatory interests.

## **Fairfield: South of Air Base Parkway and North of East Tabor Avenue**

In this short section of the Parkway, biological constraints limit the roadway cross-section to 77 feet total, possibly eliminating landscape buffer opportunities. A multi-use pathway is still possible adjacent to the road. Existing development near the roadway on the west side limits space, while a potential habitat area for the endangered Contra Costa Goldfields further restrict options on the east side.

## **Suisun City: Tolenas Segment, from East Tabor Avenue to Bella Vista Drive**

In this segment, the Parkway relies on a frontage road and soundwall to provide an adequate buffer from established residential areas and to allow existing residents to continue to have access. The 10-foot wide, paved, multi-use path resumes on the east side of the Parkway separated by a narrow, five-foot band of landscaping.

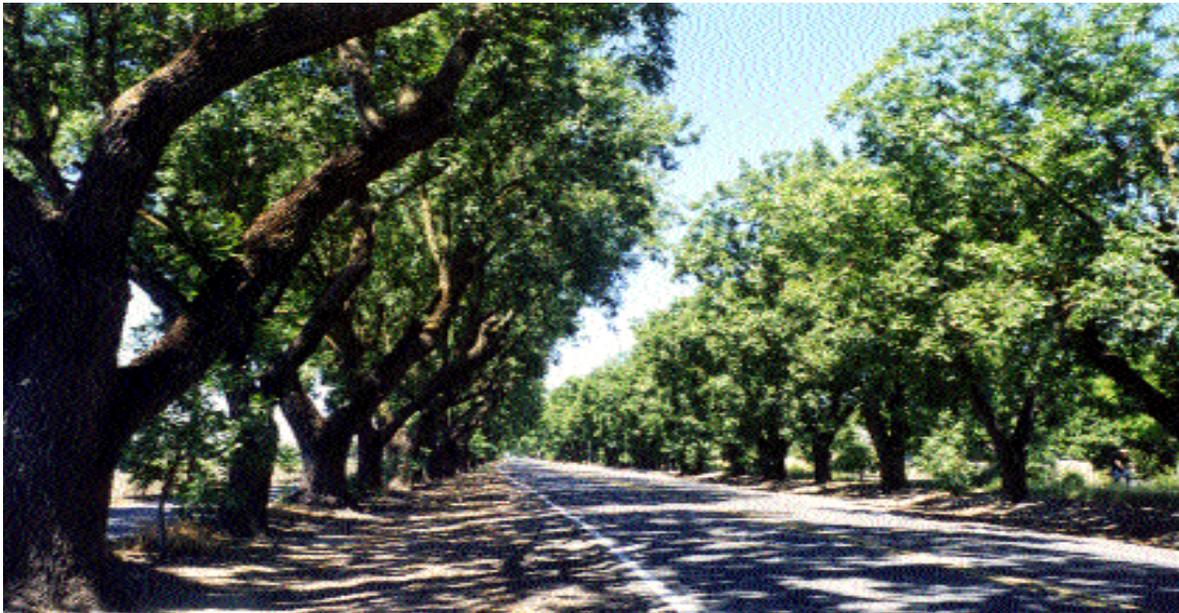
## **Suisun City: Bella Vista Drive to Highway 12**

This section of the roadway has already been constructed. The multi-use path is essentially a wide sidewalk without the landscaping separation that characterizes much of the route. At the southern end of the Jepson Parkway, the bikeway connects with a planned Class I bikeway along Highway 12 which will enable Suisun City-bound bicyclists to reach the existing train station. At Peterson Road cyclists will cross at a signalized intersection to the west side to allow the connection to the regional bike path. A new 10-foot bike path will be constructed from Peterson Road to Highway 12.

## 5. LANDSCAPE ELEMENT

### INTRODUCTION

The Landscape Element uses complementary streetscape design features to provide an attractive and inviting route for a variety of users. The 12-mile Parkway has several distinct environments that vary by segment. The landscape design recognizes these variations in the visual and land use character of the corridor.



The landscape component of the project is designed to achieve the following specific objectives:

- Provide ample landscaping, using low maintenance, low water use native plantings that evoke the surrounding landscapes.
- Maintain the visual character of the open grasslands and agricultural landscape in the rural County areas.
- Provide rest areas, landmarks, and consistent signage at key locations to help unify the Parkway.
- Provide noise mitigation and wide landscape buffers to mitigate impacts to established and planned residential areas.
- Provide for strategic acquisition of open space lands in the designated Fairfield-Vacaville greenbelt area to serve as a community separator.

# LANDSCAPE ELEMENT

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Landscaping and buffer areas offer many benefits for the Jepson Parkway. First and foremost, landscape treatment provides visual relief along a major arterial roadway for vehicle passengers, bicyclists and pedestrians. Tree canopies and understory offer attractive close-in views to frame distant views of hillsides, Mt. Diablo and the grasslands. Landscaping can visually highlight certain areas such as intersections or staging areas and screen undesirable views such as industrial structures. Tree canopies in particular provide shade and cooling, while wind rows or hedgerows provide some measure of wind and dust protection. Landscaping also can provide habitat for birds and other wildlife species. Landscaping provides a measure of erosion control at the roadside and a buffer for roadway drainage. And, perhaps most importantly at established housing areas, a large buffer with landscaping and sound walls can mitigate the noise and visual intrusion from auto and truck traffic.

During the public workshops, landscaping and buffering emerged as a favored amenity, given its capacity to mitigate roadway impacts and improve aesthetics. When community members were asked to identify “great roads,” every example included significant amounts of roadside landscaping.

These benefits must be weighed against the costs of installing and maintaining the landscape areas. The concepts developed for this Plan rely on relatively low maintenance, native plantings and durable features such as masonry sound walls. However, landscape maintenance and management will need to be factored into operational cost estimates.

## LANDSCAPE CONCEPT

The Parkway’s distinct environments can be generally characterized as mixed urban, rural, and commercial/industrial. The landscape design has been geared to respond to these varied environments. Figure 7 indicates how these different landscape types are applied to the corridor.

**Urban Landscape Concept:** This design treatment is intended for an urban environment with a mix of residential, commercial, recreational and institutional uses. The landscaping is relatively formal using street trees placed close together with accent trees and ground cover/shrubs to highlight intersections, and staging areas. Native grasses are used as understory. In places where residential uses are already built or planned in Vacaville’s General Plan such as along Leisure Town Road, a wide greenway is used to buffer housing from traffic.

**Rural Landscape Concept:** In the County portions of the parkway, along Vanden Road, the environment changes to open grasslands with sweeping views and a rural landscape. Here the landscape concept is informal and in keeping with the “prairie” environment. Trees are planted in informal clusters periodically as opposed to formal rows. The tree clusters are designed to mimic the windrows and occasional homestead tree clusters characteristic of the agricultural landscape. Native understory shrubs, and grasses are used sparingly to reduce maintenance needs and avoid a manicured appearance.

**Urban Industrial Landscape Concept:** This type of landscape design is geared for a light industrial, business park-type environment. Although similar to the formal design of the residential segments, the industrial parkway is not as densely planted nor does it contain as wide a landscaped area. Trees are used to provide color and to mark the median and street edge. Trees can also soften the view from the roadway into adjacent parking lots or industrial buildings.

# JEPSON PARKWAY CONCEPT PLAN

## LANDSCAPE ELEMENT

### LEGEND

-  STAGING AREAS
-  SCHOOL
-  PARK-N-RIDE LOT
-  GATEWAY OPPORTUNITY
-  FUTURE MULTI-MODAL STATION
-  BIKE/PEDESTRIAN CONNECTION OPPORTUNITY
-  PROPOSED FAIRFIELD/VACAVILLE GREENBELT
-  URBAN/ RESIDENTIAL PARKWAY
-  RURAL PARKWAY
-  INDUSTRIAL PARKWAY
-  PROPOSED RECREATION AREAS
-  WIDENED BRIDGES

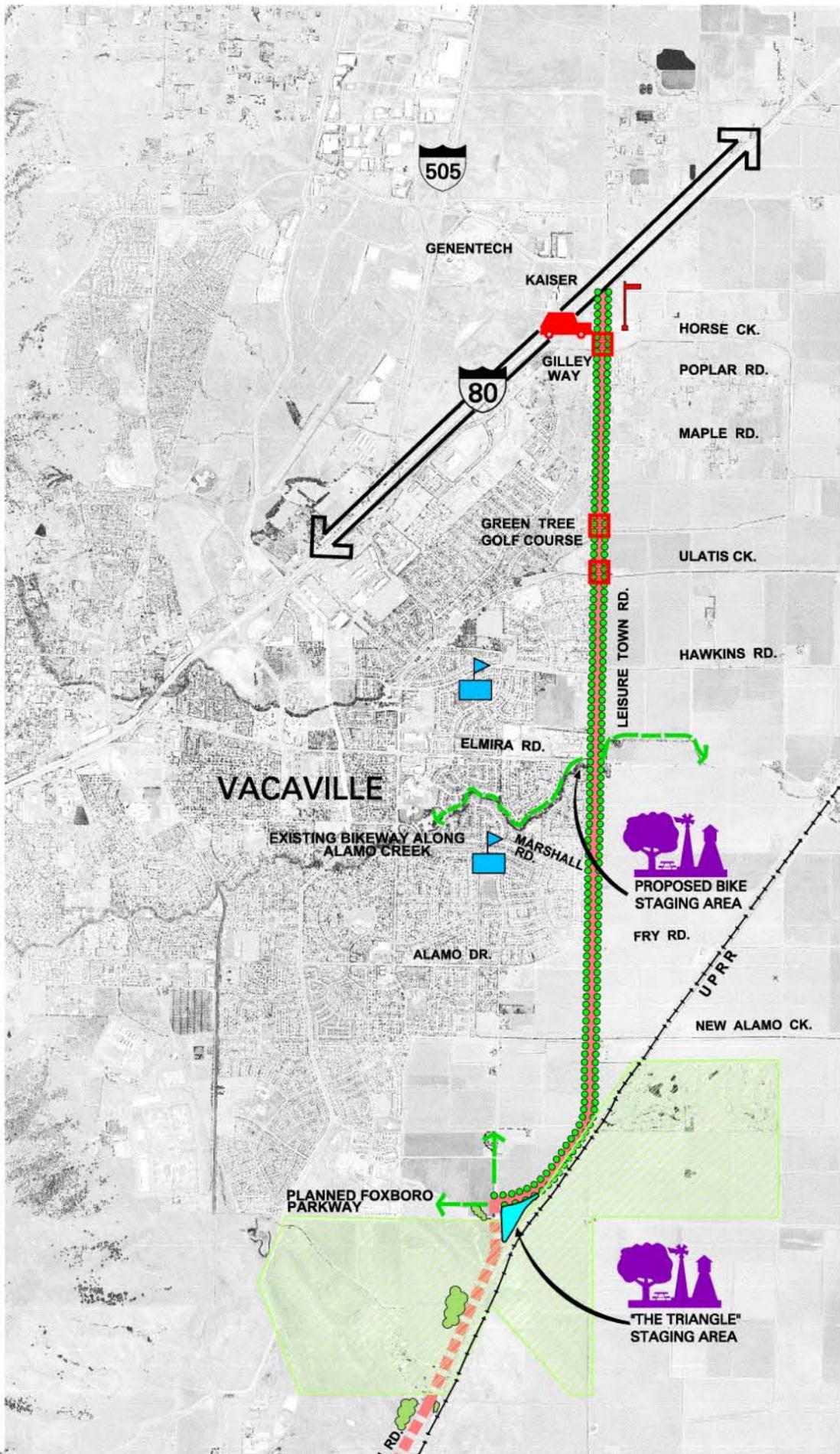
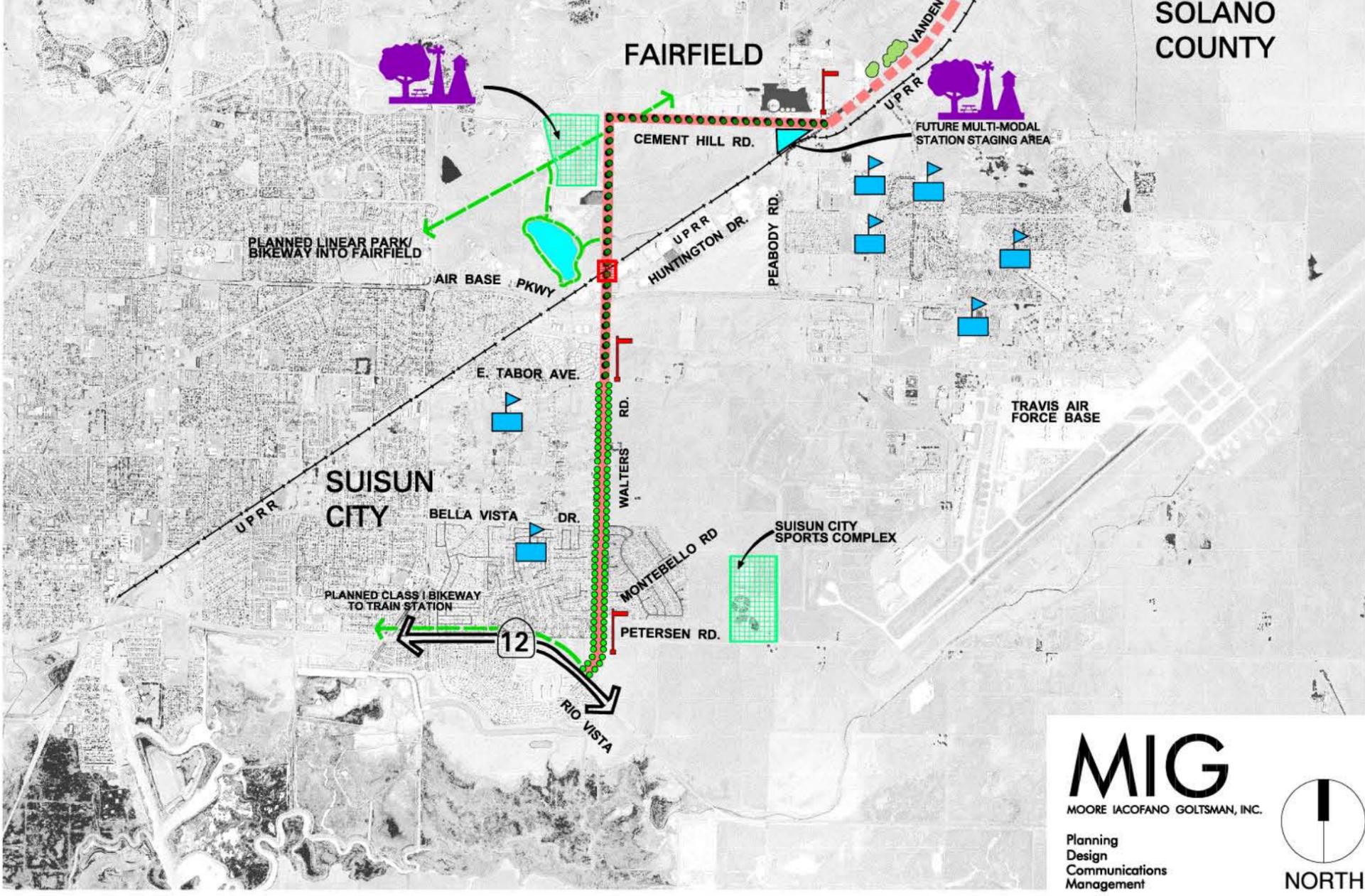


Figure 7



# LANDSCAPE ELEMENT

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## Plant Selection

The plants chosen for the Jepson Parkway provide an opportunity for variety, while still maintaining a consistent, identifiable corridor. The use of California native plants is strongly encouraged for several reasons. Appropriate native plants are best suited to the climactic conditions of high wind, lower water requirements, fire resistance, lower maintenance, less pesticide usage, higher survival rate, and an opportunity to provide plants with a higher habitat value. At no time should exotic (non-native) invasive plants, such as Pampas Grass, Eucalyptus, Tamarisk, and Giant Reed be used as part of any plantings along this route.

The following native plant list should form the backbone for the Jepson Parkway landscaping, especially in the rural and industrial areas:

### *Trees and Shrubs:*

- Interior Live Oak (*Quercus wislezenii*)
- Valley Oak (*Quercus lobata*)
- Coast Live Oak (*Quercus agrifolia*)
- California Sycamore (*Platanus racemosa*)
- Western Redbud (*Cercis occidentalis*)
- Gray Pine (*Pinus sabiniana*)
- White Alder (*Alnus rhombifolia*)
- Fremont Cottonwood (*Populus fremontii*)
- Toyon (*Heteromeles arbutifolia*)
- Blue Blossom (*Ceanothus thrysiflorus*)

### *Understory grasses and forbes:*

- Purple Needle Grass (*Nassella pulchra*)
- Meadow Barley (*Hordeum brachyantherum*)
- Blue Wild Rye (*Elymus glaucus*)
- California Brome (*Bromus carinatus*)
- Northern Bush Monkey Flower (*Mimulus aurantiacus*)
- California Poppy (*Eschscholzia californica*)

## LANDSCAPE ELEMENT

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In addition to the native plants listed, the following trees could be used in urban settings as accent species or to integrate with established plantings:

- Chinese Pistache (*Pistacia chinensis*)
- London Plane Tree (*Platanus acerifolia* ‘Yarwood’)
- Calabrian Pine (*Pinus brutia*)
- Crape Myrtle (*Lagerstroemia fauriei*)
- Ornamental Pear (*Pyrus calleryana*)

Ornamental shrubs and ground covers should be selected for their ability to meet the climatic conditions, low maintenance requirements and pest resistance.



# LANDSCAPE ELEMENT



## SIGNAGE CONCEPT

In addition to landscape planting, the Jepson Parkway can be unified through complementary directional and identification signs using a series of common elements. A single identifying logo should be designed and used throughout the Parkway. Community signage directing visitors to the Parkway could use this design. Signage for the staging areas and bikeway could also adopt the logo design. At the boundary of each jurisdiction, a low-scale, monument sign could identify the city or County. These signs need not be the same, but should be designed with complementary materials, scale, lettering and style to enhance the corridor concept.

Regulation of private signage is under the auspices of each local jurisdiction. To preserve the visual quality of the Parkway, this Plan encourages each jurisdiction to maintain high quality signage standards for all adjacent land uses. Pole signs should not be allowed. Modest-scale monument signs at the entrances to residential projects, offices, or business parks can be integrated with the roadside landscaping.

## GATEWAYS

Figure 7 indicates several opportunity areas for visual gateways along the Parkway. These may take a variety of forms. They may be a modest monument sign indicating the entry point to one of the cities or they may include additional accent landscaping, lighting or interpretive signage. They could, if the community desired, incorporate public art or a landscape feature (rock wall, sculpture, etc.). To tie the Parkway together, these gateways should use a complementary design style, similar lettering and signage approach and the Jepson Parkway logo.



# LANDSCAPE ELEMENT

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## STREETSCAPE AND UTILITIES

As part of the landscape element for each roadway segment, existing infrastructure should be modernized and made part of the overall Parkway concept. As each segment is constructed, remaining overhead utility lines would be undergrounded, existing canals and ditches would be improved, placed in culverts or integrated into the landscape, and street lighting would be installed. In addition, a conduit capable of supporting fiber optic infrastructure would be installed along the entire length of the corridor.



The street lighting concept should be compatible with the landscape design of each road segment. For example, in the residential portions of the Parkway, lighting should provide for safe vehicle, bicycle and pedestrian movement without producing glare into adjacent homes. Street light design should complement the landscape design and the lighting standards of the adjacent residential community. For each segment, the major roadway light standard and the spacing of light poles shall reflect the approved standard of the local community. In the industrial and rural segments, street lighting should be less intensive in keeping with reduced activity. For the Class I bikeway, safe, durable and attractive, low-level light standards are needed. Bikeway light poles in urban areas would be typically spaced about 100-120 feet apart and 12-14 feet in height. The example to the left illustrates an appropriate light standard. There would be no lighting of the bikeway in the rural, County portions of the Parkway, except at staging areas.

## NOISE MITIGATION

In the rural and industrial segments of the Parkway, noise attenuation measures such as berms or sound walls are not recommended. This will maintain the open views to the hills and beyond and not increase project costs. Where the Jepson Parkway passes through existing or proposed residential areas, special attention is needed to mitigate the negative impacts of noise on adjacent homes and yards. In most instances, a masonry sound wall imbedded within the landscape buffer will be the preferred treatment. Currently wooden fences separate the homes from the road. These will be upgraded to masonry walls.

In all cases, sound walls should be designed to attenuate as much noise as possible, while blending into the surrounding landscaping. Shrubs, trees and vines will be used to soften the view of the walls. Sound wall design should be consistent along the Parkway, but there should be variation by segment to create visual interest and avoid monotony. A more aggressive approach to noise mitigation is needed in two specific areas: Leisure Town Road in Vacaville and along the Tolenas neighborhood in Solano County. Along Leisure Town Road, a 35-55 foot landscaped buffer will separate houses from the road edge. Sound walls will be placed within the buffer in locations where they can be the most effective and screened from view with shrubs, trees and vines. Along the Tolenas neighborhood, a frontage road will remain between the existing housing and the Parkway. Sound walls will be constructed next to the frontage road. The cross-sections for each of the roadway segments illustrate the sound wall placement. Sound wall design and construction has not been factored into project cost estimates. They will be installed as roadway or residential development occurs and the costs will be determined on a case by case basis.

## LANDSCAPE ELEMENT

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The Environmental Impact Report/Statement will analyze specific noise impacts along the roadway at a greater level of detail. The EIR/EIS may recommend additional mitigation measures to further attenuate roadway noise.

### **DESCRIPTION OF PROPOSED LANDSCAPE TREATMENT BY SEGMENT**

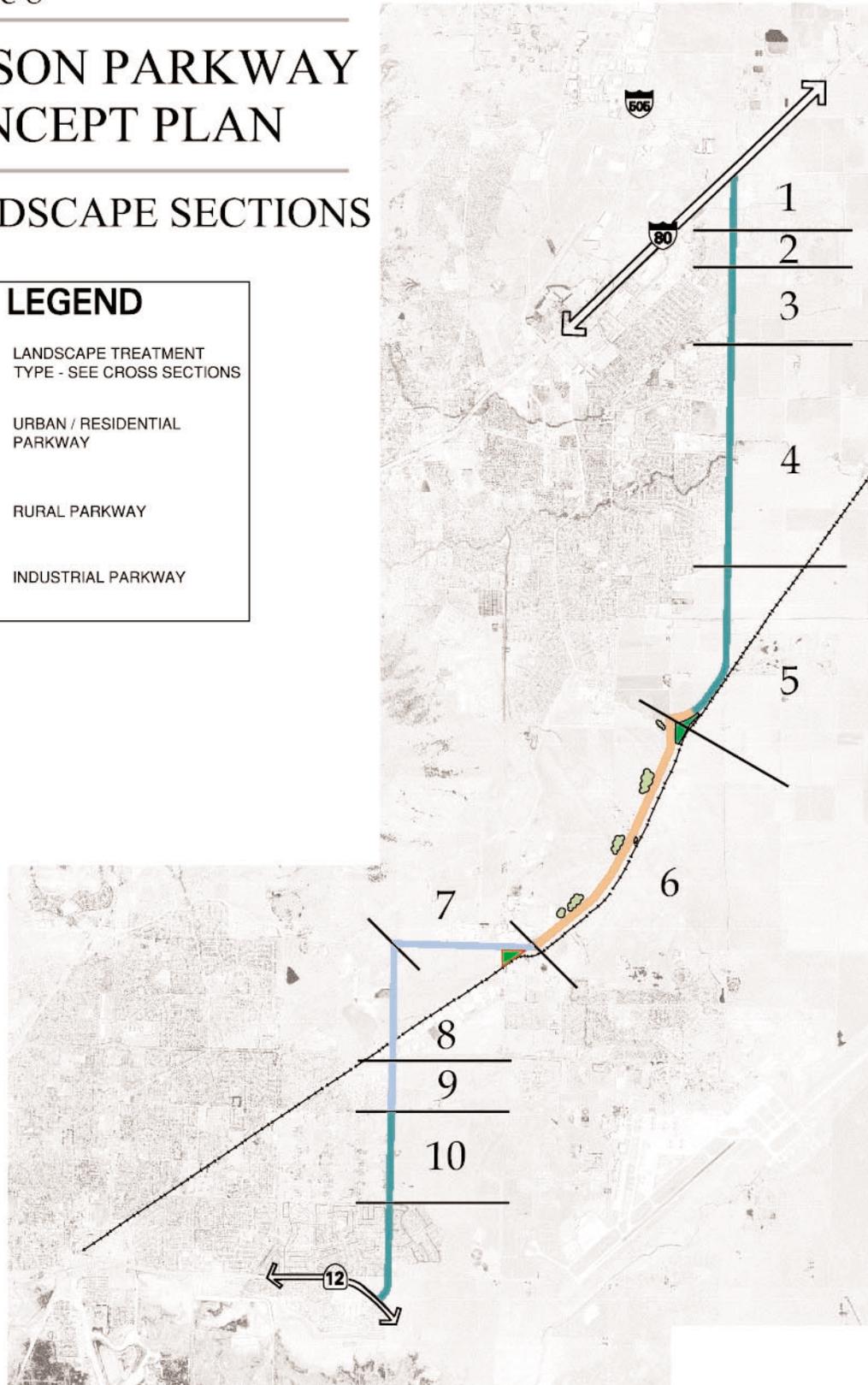
The following text describes in detail on how the landscape design concepts are integrated into each Parkway segment. Figure 8 is a key to each cross-section. The cross-sections are noted as Figures 9-18. The cross-sections are not intended to be precise engineering drawings. Modifications to these conceptual cross-sections may be needed to meet specific site constraints, and would be made in the detailed design phases. In addition, landscaped medians shown may be removed at intersections or segments where separate left turn lanes or pockets are required.

Figure 8

# JEPSON PARKWAY CONCEPT PLAN

## LANDSCAPE SECTIONS

LEGEND	
1	LANDSCAPE TREATMENT TYPE - SEE CROSS SECTIONS
	URBAN / RESIDENTIAL PARKWAY
	RURAL PARKWAY
	INDUSTRIAL PARKWAY



# LANDSCAPE ELEMENT

## Vacaville: Leisure Town Road from I-80 to Orange Drive

This segment is different than the rest of the Parkway because there will be six lanes of travel to make the transition from the freeway interchange to the city street. The landscape concept in this segment begins the urban boulevard treatment. Most of the landscaping in this segment is confined to the median consisting of native trees, understory and accent plantings. A ten-foot wide multi-use path will occur on either side of the road allowing for pedestrians and bicyclists. A class I bike path requires a minimum of five feet of landscaping between the travel lane and the path. We are describing this path as a “modified Class I pathway.”

## Vacaville: Leisure Town Road from Orange Drive to Poplar Drive (Cross-Section Type 1)

This segment transitions from six through lanes at the freeway interchange to four through lanes. Most of the landscaping in this segment is confined to the median with future development providing landscaped edges for the Parkway; A ten foot-wide multi-use path will occur on either side of the road allowing for pedestrians and bicyclists. Sound walls may be constructed on the east side if noise studies indicate the need.

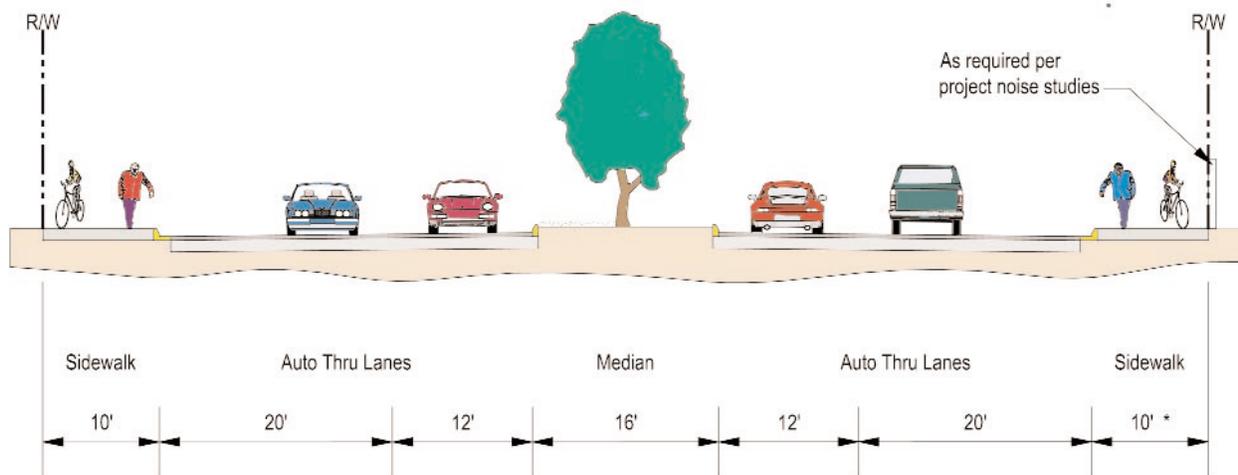


Figure 9: Cross Section Type 1

# LANDSCAPE ELEMENT

## Vacaville: Leisure Town Road from Poplar Drive to Sequoia Drive (Cross-Section Type 2)

This segment is identical to the previous one except the east side of the road may provide additional space for up to 10 feet of landscaped area. The amount and configuration of the path and landscaping will depend on the type, design and timing of future development in this area. On the west side of Leisure Town Road, a golf course provides a landscaped edge.

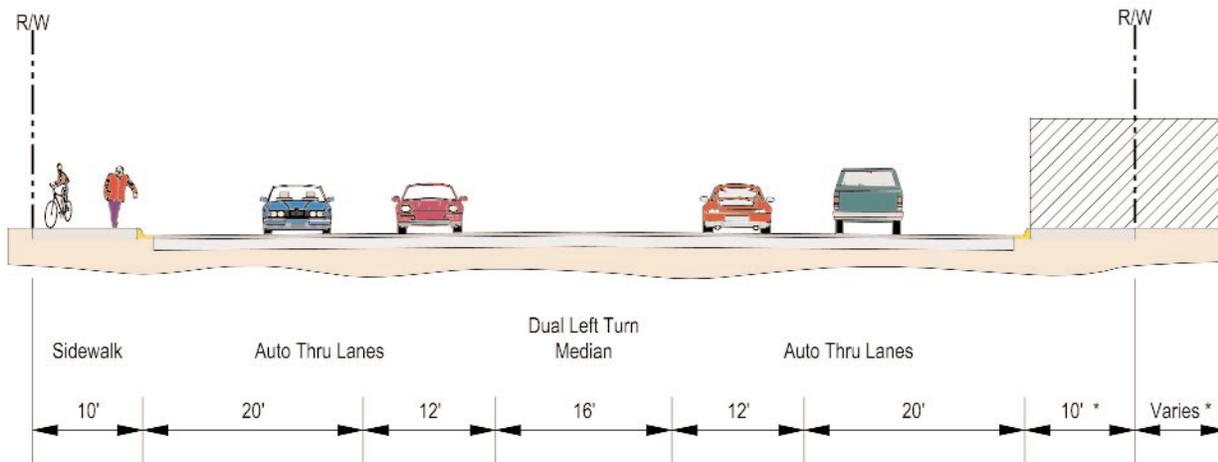


Figure 10: Cross Section Type 2

## Vacaville: Leisure Town Road from Sequoia Drive to Ulatis Creek (Cross-Section Type 3)

This segment is also similar to types 1 and 2, except the east side of the road may be able to accommodate a 35 foot landscaped buffer with a meandering Class I bike path. The landscaped buffer and path would only occur in connection with future residential development if it were approved and annexed into the City. The development would be required to dedicate additional right-of-way and construct these improvements based on City of Vacaville Public Works approval.

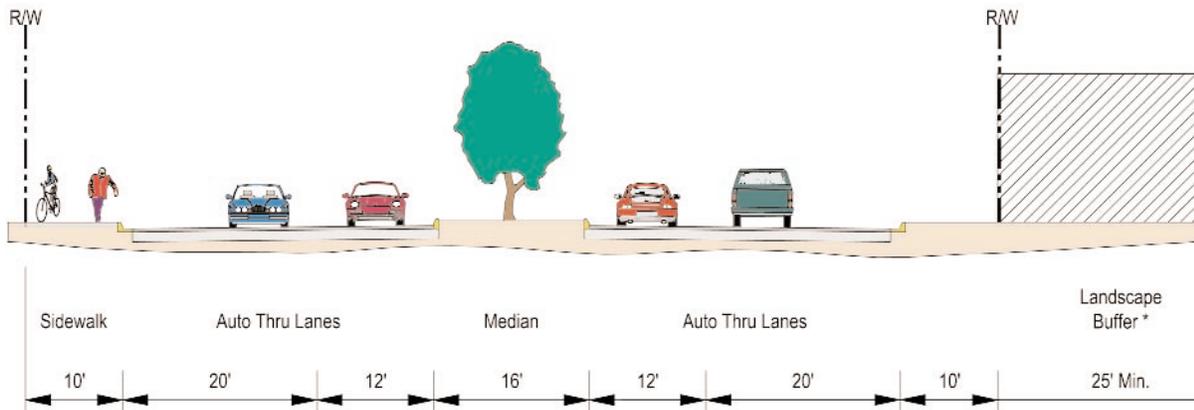


Figure 11: Cross Section Type 3

# LANDSCAPE ELEMENT

## Vacaville: Leisure Town Road, Ulatis Creek to Alamo Drive (Cross-Section Type 4)

This segment provides ample right-of-way to have formal tree-lined boulevards on both sides of the road and a landscaped median. This area will feature a broad greenway or landscape buffer on both sides of the road with a ten-foot meandering path. On the east side, which is currently undeveloped, the landscape buffer and path will only occur if residential development is approved. The landscaping and path would be funded by the development project based on City of Vacaville Public Works approval.

On the west side of the road adjacent to existing neighborhoods, the wide greenway will be built at the time when road widenings or improvements are completed. The landscape concept along this segment of Leisure Town Road provides a 35-55 foot landscaped greenway outside of a sound wall to protect adjacent residents. Trees provide shade and demarcation of the median and the street edge. Deciduous trees provide shade; evergreen and seasonal color trees mark intersections. More extensive use of evergreen trees in this segment provide year-round buffering effects. Shrubs and ground cover provide seasonal color. Many of the key elements are designed to mitigate noise and other impacts from the parkway on nearby homes and characterize this segment of the corridor. The key difference in this area compared to the rest of Leisure Town Road is as follows:

The City of Vacaville has committed to further consultation with area residents regarding the specific design and density of the landscaping buffer. It is anticipated that this landscaping buffer will be significantly more dense and lush than other portions of the Jepson Parkway corridor. Providing a buffer of adequate density that is effective year-round may require the use of non-native landscaping material. When the City and residents have selected a design and density of the buffer, that selection will be made a part of this document. The multi-use path would meander within this greenway area.

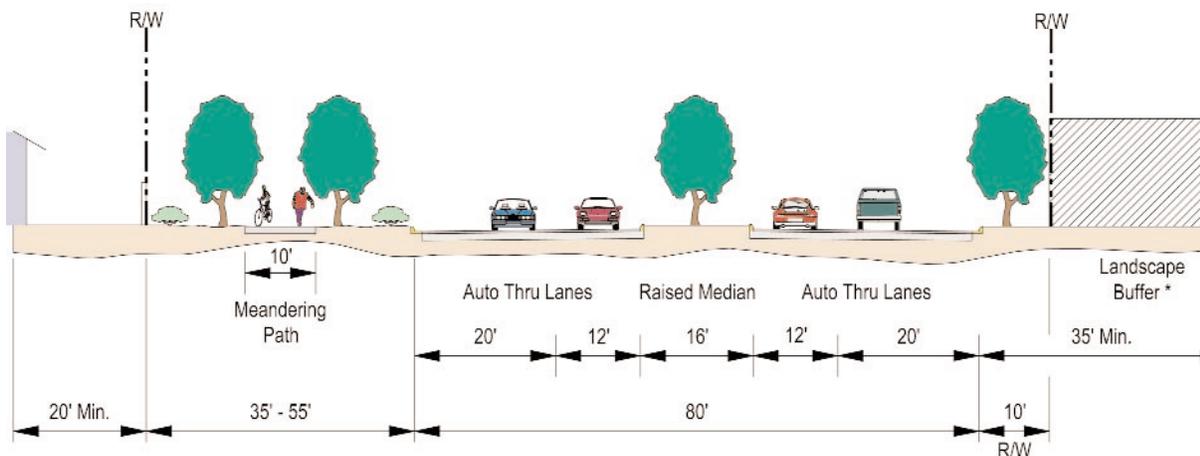


Figure 12: Cross Section Type 4

# LANDSCAPE ELEMENT

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## Vacaville: Leisure Town Road, Alamo Drive to Vanden Road/Foxboro Parkway (Cross-Section Type 5)

This segment is the same as segment 4 on the previous page with two notable exceptions. The landscape buffer on the west side may not extend out up to 55-feet in width, but would be at least 35 feet-wide. The other difference is where Jepson Parkway parallels the railroad tracks, the landscape buffer on the east side would be reduced in width. Again, as with the other Vacaville segments, if future residential development occurs on the east side of the road, those projects would be required to dedicate additional right-of way and construct the 35-foot landscape greenway and multi-use pathway.

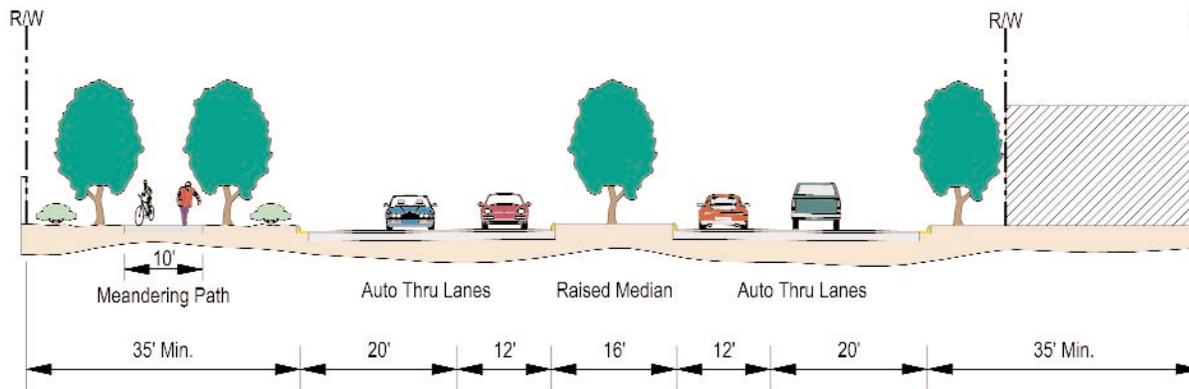


Figure 13: Cross Section Type 5

# LANDSCAPE ELEMENT

## Solano County: Vanden Road Rural Segment (Cross-Section Type 6)

Having left the urban area and entered the unincorporated area of Solano County, the landscape concept changes to an open, native grassland with clusters of trees scattered along the route. Existing trees can be retained where feasible, but all new plantings are to be native species. Key elements of this segment are: (1) landscaping on both sides of the road, and (2) a planted median.

- On both sides of the road, trees are planted at irregular intervals (300' to 500') and clustered (minimum of five per cluster) with native grasses as the understory. The trees are also used to mark intersections and drainages. In the drainage areas trees are more densely planted, as might occur naturally in the surrounding prairie landscape. New trees will be planted to augment existing windrows, hedgerows and clusters. The bikeway on the east side of the Parkway may meander somewhat within the landscaped area.
- The median is also characterized by irregularly spaced clusters of closely grouped trees with native grasses and shrubs as understory. It is important that understory maintenance is kept to a minimum in this segment. Irrigation would only be temporary until the understory and trees are established.

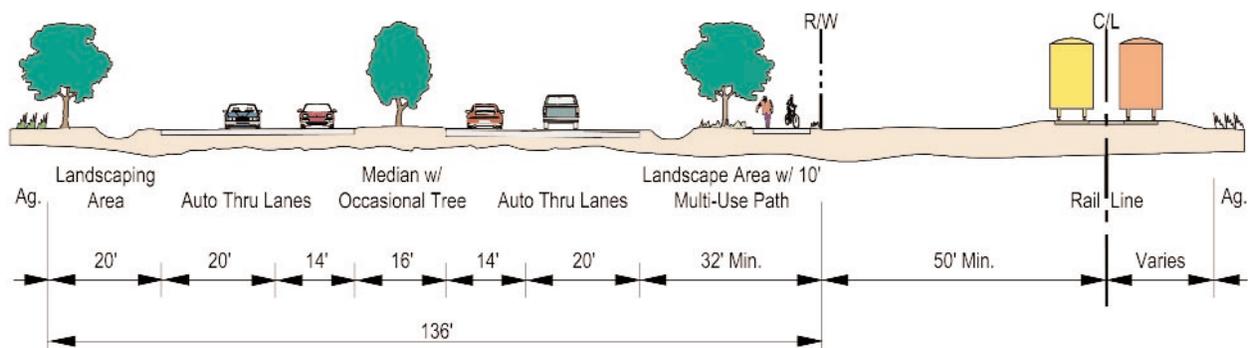


Figure 14: Cross Section Type 6

# LANDSCAPE ELEMENT

## Fairfield: Cement Hill Road Between Walters Road and Peabody Road (Cross-Section Type 7)

The landscape concept in this segment is more of a commercial or industrial boulevard. Trees provide color and demarcation of the median and the street edge. Trees will also soften the view from the roadway toward large structures or parking lots. Shrubs and ground covers provide seasonal color. Native plants are to be used where possible. The three key elements of this segment are: (1) landscaping on private property, (2) a center planted median strip, and (3) a narrow planting strip between the street and bike/pedestrian path.

- ❑ Trees and understory plantings would follow Fairfield’s landscape guidelines for private industrial development. At a minimum, trees should provide shading for the bike/pedestrian path and screening for buildings and parking lots.
- ❑ In the center median trees are to be spaced at regular intervals (30’ on center) with an understory of low shrubs, grasses and decomposed granite.
- ❑ On the east side of the roadway, the landscaped strip between the street and the bikeway/pedestrian path is to be planted with native shrubs and ground cover to act as a barrier between the street and the pathway.

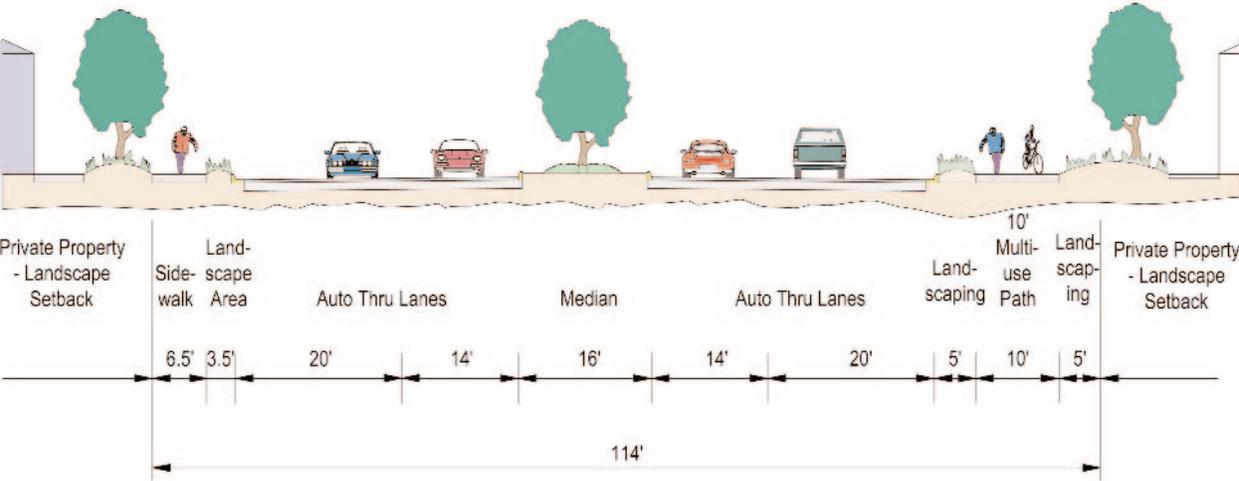


Figure 15: Cross Section Type 7

# LANDSCAPE ELEMENT

## Fairfield: Walters Road North of Air Base Parkway (Cross-Section Type 8)

This segment is very similar to the industrial segment along Cement Hill Road (Cross Section Type 7). The only difference is a slightly reduced width on the west side because of potential environmental constraints due to sensitive species. Additional landscaping or a wider pathway may be possible pending further environmental analysis. If private commercial or industrial development proceeds in this area, the development project would provide edge landscape treatment to enhance the Parkway.

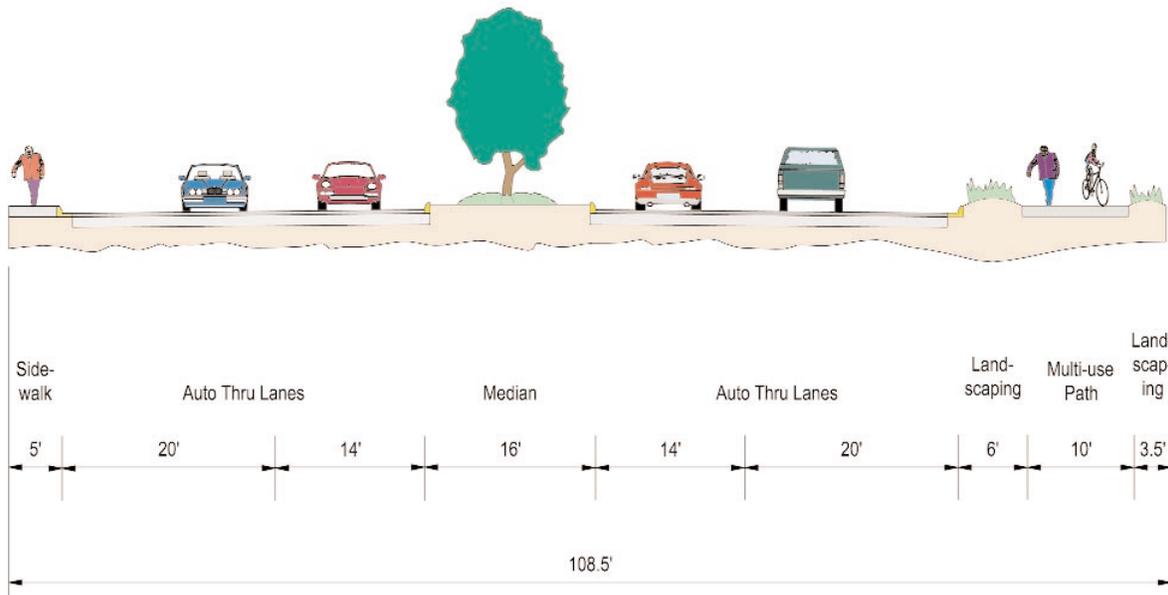


Figure 16: Cross-Section Type 8

# LANDSCAPE ELEMENT

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## Fairfield: Walters Road South of Air Base Parkway (Figure 17: Cross Section Type 9)

This segment is constrained by existing development on the west and sensitive vegetation and habitat on the east. There are two primary elements in this section: (1) a planted center median, and (2) a multi-use pathway directly adjacent to the roadway on the east side of the road.

- ❑ The center would include native trees in a regular spacing (50' on center) with native grasses on ground cover as understory. When a left turn lane is needed, the median would be too narrow for trees and may have native grasses or decomposed granite.
- ❑ Depending on the results of more detailed biological analysis, it may be possible to plant native trees on either side of the road to enhance the corridor.

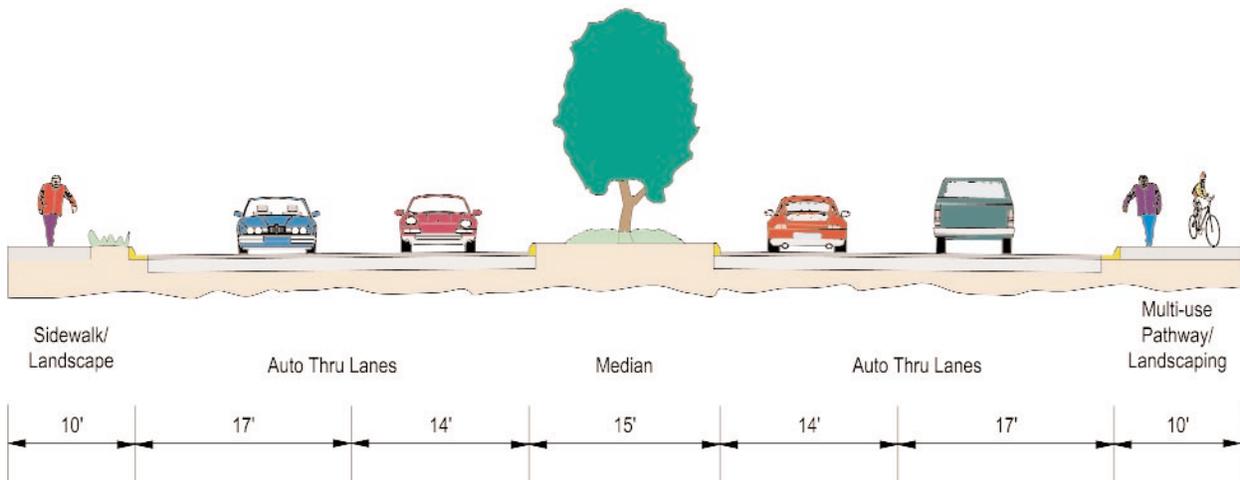


Figure 17: Cross Section Type 9

# LANDSCAPE ELEMENT

## Suisun City: Tolenas from East Tabor to Bella Vista (Cross-Section Type 10)

In the Tolenas area of the County, the landscape theme is that of an urban residential, tree-lined boulevard. There are three key elements: (1) a sound wall along the frontage road, (2) a center median, and (3) a landscape strip and multi-use path.

- ❑ Vines should be planted at regular intervals along both sides of the frontage road sound wall to reduce its visual impact.
- ❑ In the center median, trees will be planted at regularly spaced intervals (30' to 50') on center with an understory of low shrubs, native grasses, and ground cover or decomposed granite.
- ❑ In the landscape area next to the bike path, trees will be spaced at regular intervals (30' to 50' on center) with an understory of low shrubs, native grasses or ground cover. Vines and shrubs will also be planted at regular intervals along wall at bike path.

## Suisun City: Bella Vista to Highway 12

Most of this segment has already been completed as a four-lane segment with trees, a wide sidewalk/bike path and striped bike lanes. Improvements planned for this segment include additional raised median, landscaping, and a traffic signal at Peterson Road.

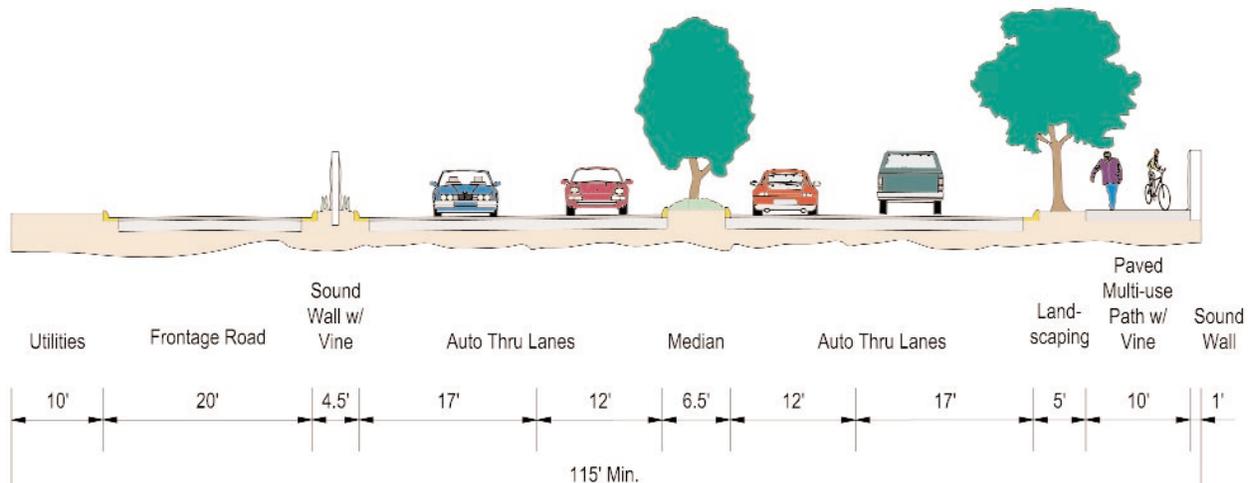


Figure 18: Cross Section Type 10

# LANDSCAPE ELEMENT

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## OPEN SPACE ACQUISITION OPTIONS

During the public outreach process, the community expressed a desire to preserve the rural character of the middle portion of the corridor. Protecting this area from urban development will enable the local communities to maintain a distinct, community separator between the cities of Vacaville and Fairfield. The area identified for open space acquisition is south and east of the planned Foxboro Parkway and encompasses the Triangle Staging Area which extends both south, east and northeast of that point (See Figure 7). This area currently is designated on the general plans of both Vacaville and Fairfield as greenbelt/community separator. However, there are no formal mechanisms in place such as conservation easements to ensure long-term protection. Funding from the Parkway project could provide for that open space protection.

There is a second area where open space acquisition may be appropriate. In the Walters Road extension portion of the Parkway, various special biological habitats (wetlands, Contra Costa Goldfields, other sensitive plants) provide constraints to potential urban development and road expansion. Selective acquisition of critical habitat or open space areas may be an appropriate use of environmental mitigation funds associated with the Parkway project.

Developing a feasible approach for obtaining the funds needed for open space acquisition will require considerably more information than is presently available. Given available data, there are two potential scenarios for open space projects:

- (1) Consider acquisition of conservation easements from willing sellers along one or both sides of the Parkway within the Vacaville/Fairfield Community Separator/Greenbelt along the Vanden Road segment. This land is designated as greenbelt in Vacaville and Fairfield's general plans, but does not have any additional open space preservation mechanism at this time. Conservation easements will allow the land to continue to be used for agricultural purposes and owned and managed by private land owners. Any acquisitions here should be large enough (over 160 acres) to allow for continued viable grazing.
- (2) Consider acquisition of fee title or conservation easements in the area around the Walters Road extension portion of the Jepson Parkway to protect endangered plant species, seasonal wetlands and vernal pools and/or to provide additional space for restoration of wetlands lost by the project. The advantage of this approach is that it is focused on an attractive and biologically significant segment, however it may be necessary to secure environmental clearance for mitigation purposes.

## 6. A GUIDE TO TRANSIT COMPATIBLE LAND USE & DESIGN

### INTRODUCTION

The general plans and associated specific plans, zoning, and design guidelines for Vacaville, Solano County, Fairfield and Suisun City govern the future land uses along the 12-mile Jepson Parkway corridor in each respective jurisdiction. This Concept Plan does not seek to change that. However, the MTC and STA recognize that this corridor provides a unique opportunity to link transportation improvements with future land use and design decisions. The corridor has substantial amounts of unbuilt land, planned for urban uses. As specific land use decisions are made and individual development projects are proposed, there is potential to integrate the land uses and site lay-outs with the transit, bicycle, pedestrian and landscape features of the Parkway. The Parkway can become a model for similar multi-jurisdictional transportation projects in Solano County and the region. This chapter provides some guidance on how future development projects might link with the Parkway.

Several points need to be recognized. First, this Plan does not recommend changing the individual general plans of the four jurisdictions. It assumes that the types and locations of planned future land use -residential, commercial, industrial, recreational and agricultural- would continue. Second, these guidelines are advisory only. And, while we believe they are useful to ensure a higher likelihood of linking future development with transportation, the guidelines will need to be adjusted and refined to fit the particular circumstances of each jurisdiction. And, finally, these guidelines are not meant to cover all situations or proposed projects. They focus on typical developments and offer suggestions on how to improve the project's "livability" and its compatibility with future transit use.

Vacaville's current General Plan calls for primarily low to mid-density residential uses along Leisure Town Road with several neighborhood and community commercial centers at key locations. Solano County's General Plan calls for continued agricultural uses along its Vanden Road segment, with some continued industrial uses. Fairfield's General Plan calls for a mix of uses in different areas including the Peabody-Walters Master Plan. Light industrial and business park uses are planned along the Walters Road and Cement Hill portions. A sports park is planned near where Cement Hill and Walters could intersect. Suisun City's General Plan calls for master planned lower density residential uses along its portion of the corridor with some convenience commercial and park use. The concepts presented here are organized according to the types of land uses and projects likely to occur under these general plans.

To fulfill the potential of this Concept Plan the STA encourages each of the jurisdictions to update and revise their general and specific plans to better link future land use and transportation. The principles described in this chapter could assist in these revisions.

# LAND USE / DESIGN

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## FUNDAMENTAL PRINCIPLES

Much has been written in recent years about the essential connection between land use patterns and successful multi-modal transportation strategies. See for example Cervero and Bernick 1996, Calthorpe 1994, Untermann 1984, Local Government Commission 1992 and 1995, Bank of America et al. 1995, Carlson et al. 1995, and Metropolitan Transit Development Board, 1993. The arguments in favor of an integrated land use/transportation plan and the benefits of such a strategy are well documented. Reducing dependence on automobile use, particularly single occupant driving can reduce air emissions, traffic congestion and commute times. Improving land use patterns and site design to orient them less for automobiles and more for pedestrian scale can promote transit use, improve urban design quality and livability and increase social interaction. The concepts presented for the Jepson Parkway follow several simple principles to increase the likelihood of a balanced transportation system in the future.

**Safety and Convenience:** For commuters or travelers to use alternative modes of transportation, such as bus or rail, requires safe, convenient and comfortable stops, routes and connections to origins and destinations.

# LAND USE / DESIGN

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**Density:** To support transit and pedestrian use, densities must be higher near transit centers and stops, along major arterials and at key intersections.

**Clustered or Mixed Use:** Locating residential, commercial and job-oriented uses in reasonably close proximity to each other can reduce lengthy trips for work or shopping. Locating parks, schools and neighborhood shopping near residential uses with adequate and safe connections can reduce car trips and encourage social interaction. More flexible zoning that encourages live-work spaces or mixed use within structures can promote fewer external trips.

**Choice:** Providing multiple convenient travel choices between uses by transit, bicycle or car can encourage alternative modes as build-out occurs and density increases. Choices for roads also reduce congestion and the need to unnecessarily widen roads. A grid or modified grid offers numerous road options to avoid channeling vehicles into one or several large intersections.

**Connections:** Safe, attractive and convenient pathways and linkage between buildings, between adjacent uses (such as schools and housing) and within a planned development such as an office park can increase pedestrian and bicycle use.

**Human Scale:** By designing planned communities and projects at a human scale, bicycling and walking are perceived as safer, more attractive and interesting. Attention to details regarding the relationship of building to sidewalks, sidewalk to street and parking areas and buildings to landscaping can enhance urban design quality and increase pedestrian comfort.

## LAND USE AND DESIGN CONCEPTS

The following ideas support transit and pedestrian compatible development for planned communities, low density residential, multi-family housing, neighborhood shopping centers, industrial parks, light industrial buildings and a transit hub/multi-modal station. Specific guidelines with corresponding diagrams are presented for each of these categories. The projects shown are hypothetical, however, they are representative of the densities, land uses and development types that are typical of the Jepson Parkway corridor.

# LAND USE / DESIGN

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## PLANNED COMMUNITIES

Often, master-planned communities channel traffic onto one or two arterial loop roads with adjoining collector streets and residential cul-de-sacs. This circulation framework discourages walking, cycling and transit service by increasing travel distances to key destinations. A grid of local streets provides the most direct and convenient transportation routes. A network of walkways and trails connecting neighborhoods to each other and to open spaces and community services also encourages walking and bicycling. Streetscape amenities, such as seating, street trees, lighting, fountains and public art, enhance the human-scale environment and contribute to the pedestrian experience.

Mixing land uses rather than separating land uses into isolated activity zones is another strategy for reducing automobile dependence. Mixed-use development with multi-family housing or professional offices on second and third stories of buildings with retail and public uses on the ground floor allows for convenient access to housing, employment and services. Locating higher density housing near transit routes and key intersections can promote bus use. Locating retail use near higher density housing can shorten or reduce trips.

Following are more specific transit-compatible site design guidelines that correspond with the diagram on the adjacent page.

- ① Develop a grid of streets to support a convenient network of circulation for bus transit, cars, pedestrians and bicycles.
- ② Develop a community/commercial town center with a transit hub that feeds to a regional transportation network. Allow for flexible zoning so retail use, office and housing can be mixed in close proximity.
- ③ Centrally locate the transit hub so that it can also serve as a commuter park-and-ride lot and transfer center.
- ④ Mix land uses to support services within comfortable walking distances of homes.
- ⑤ Avoid separating neighborhoods by long distances from commercial areas, which will increase auto-dependency.
- ⑥ Cluster higher density housing and office/industrial uses along major transit routes. Flexible zoning can also facilitate these uses on major routes.
- ⑦ Encourage higher intensity development near transit centers.

# LAND USE / DESIGN

Figure 19

## Planned Communities



# LAND USE / DESIGN

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## LOW DENSITY RESIDENTIAL: THE GRID

Many low-density residential subdivisions are designed with cul-de-sacs and few connecting local streets. This layout can isolate neighborhoods, create longer travel distances and encourage driving. An alternative solution would include a network of local streets facilitating efficient access throughout the neighborhood, to bus stops, neighborhood parks and community services. Alleyways, bike lanes, pedestrian walkways and conveniently located bus stops also encourage alternative modes of transportation.

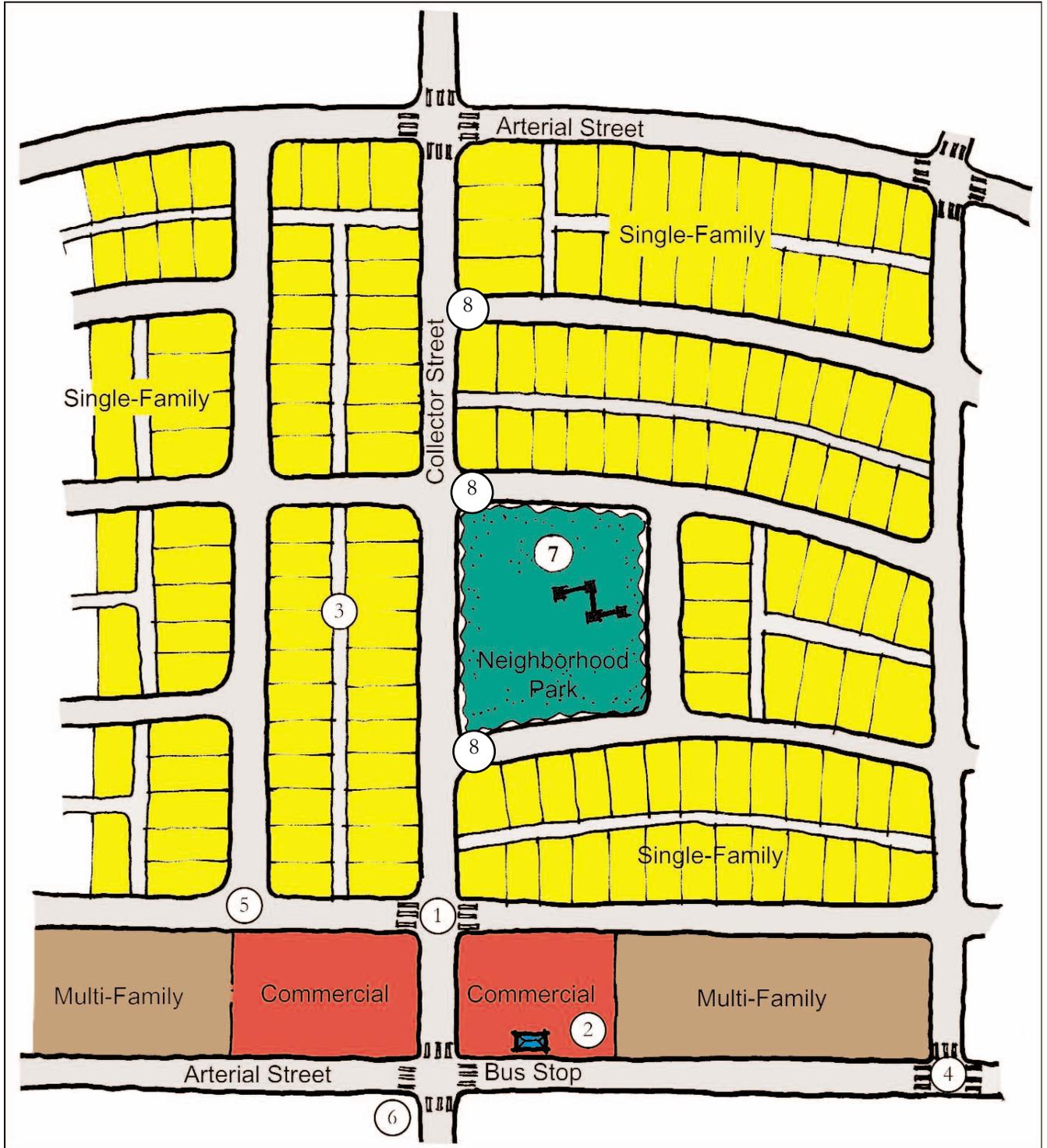
The following are specific guidelines that correspond to the diagram on the adjacent page:

- ① Provide connecting neighborhood streets for convenient bus transit, automobile, pedestrian and bicycle circulation within neighborhoods and adjacent activity areas.
- ② Provide safe, direct walking routes to bus stops, parks, schools and commercial uses.
- ③ Use alleys as appropriate to reduce on-street congestion and to take parking and utilities off the streets.
- ④ Develop a system of arterials and local streets that provide the most direct routes between origins and destinations.
- ⑤ Include bike lanes on arterial and collector streets.
- ⑥ Provide crosswalks, or more defined features like special parking, to bus stops and other major pedestrian destinations.
- ⑦ Provide a centrally located park and/or school for convenient access.
- ⑧ Provide traffic slowing or “calming” infrastructure as needed to slow speeds into residential streets.

# LAND USE / DESIGN

Figure 20

Low Density Residential "The Grid"



# LAND USE / DESIGN

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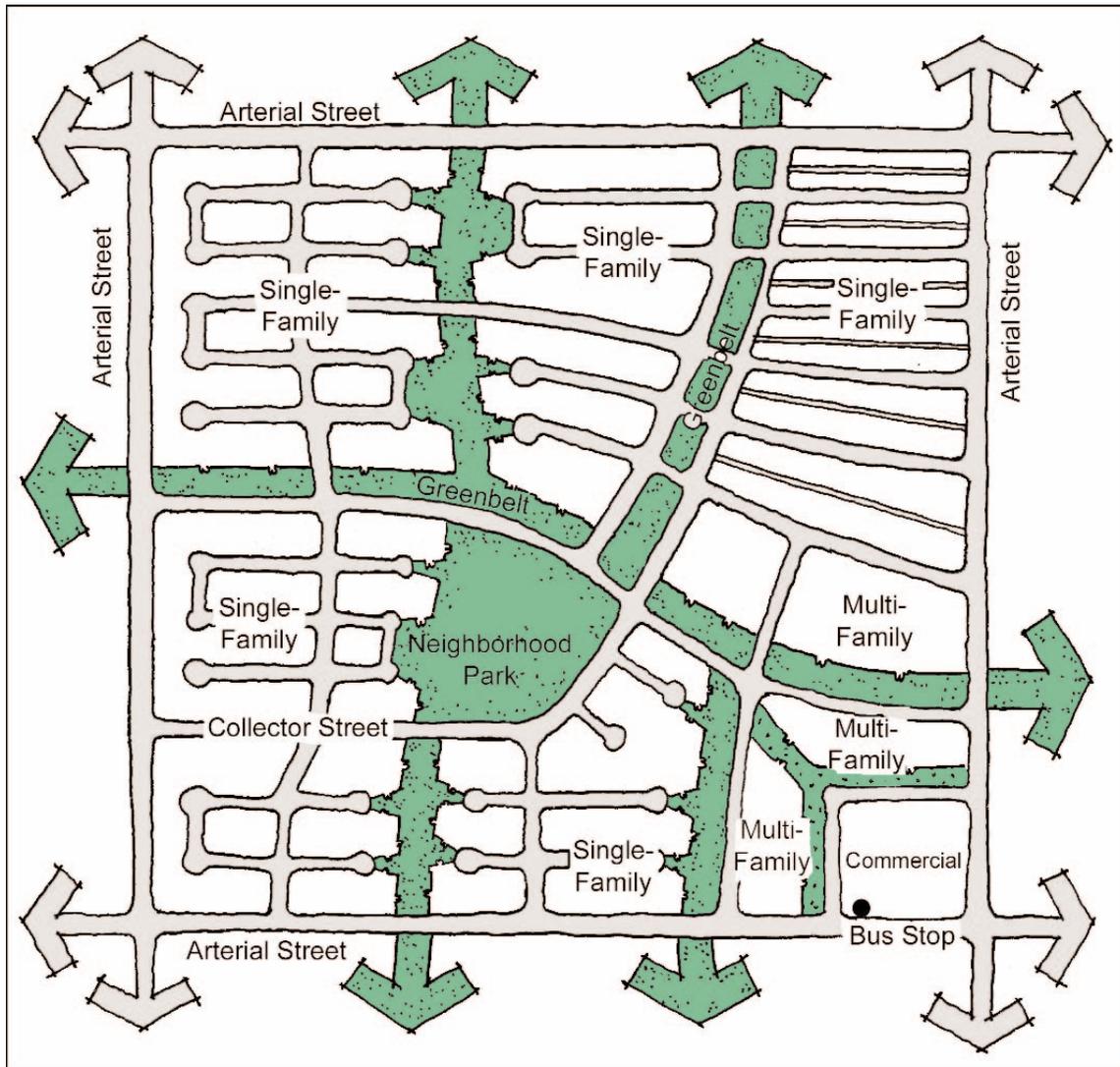
## LOW DENSITY RESIDENTIAL: INTERIOR GREENBELTS AS “GRIDS”

For many, the grid system and the use of alleys introduce disadvantages. The grid system does not provide the kind of quiet “play” streets offered by cul-de-sacs. Alleys can be perceived as unsafe or unattractive if not well cared for. A narrow grid plus an alley grid can often lead to as much or more total land devoted to pavement than a more traditional street pattern. Another approach, described here as a “modified grid” can provide pedestrian benefits, while minimizing these concerns. Figure 21 shows how a modified grid might work. An overall framework of arterials and collectors moves auto traffic. Short cul-de-sacs are used for residences to produce a bicycle/pedestrian grid with a central greenbelt spine to carry people to schools and parks, and possibly shopping or transit stops. This approach combines some of the perceived advantages of a “grid” philosophy with those of a “cul-de-sac” philosophy.



Figure 21

Low Density Residential: Interior Greenbelts as "Grids"



# LAND USE / DESIGN

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## MULTI-FAMILY HOUSING

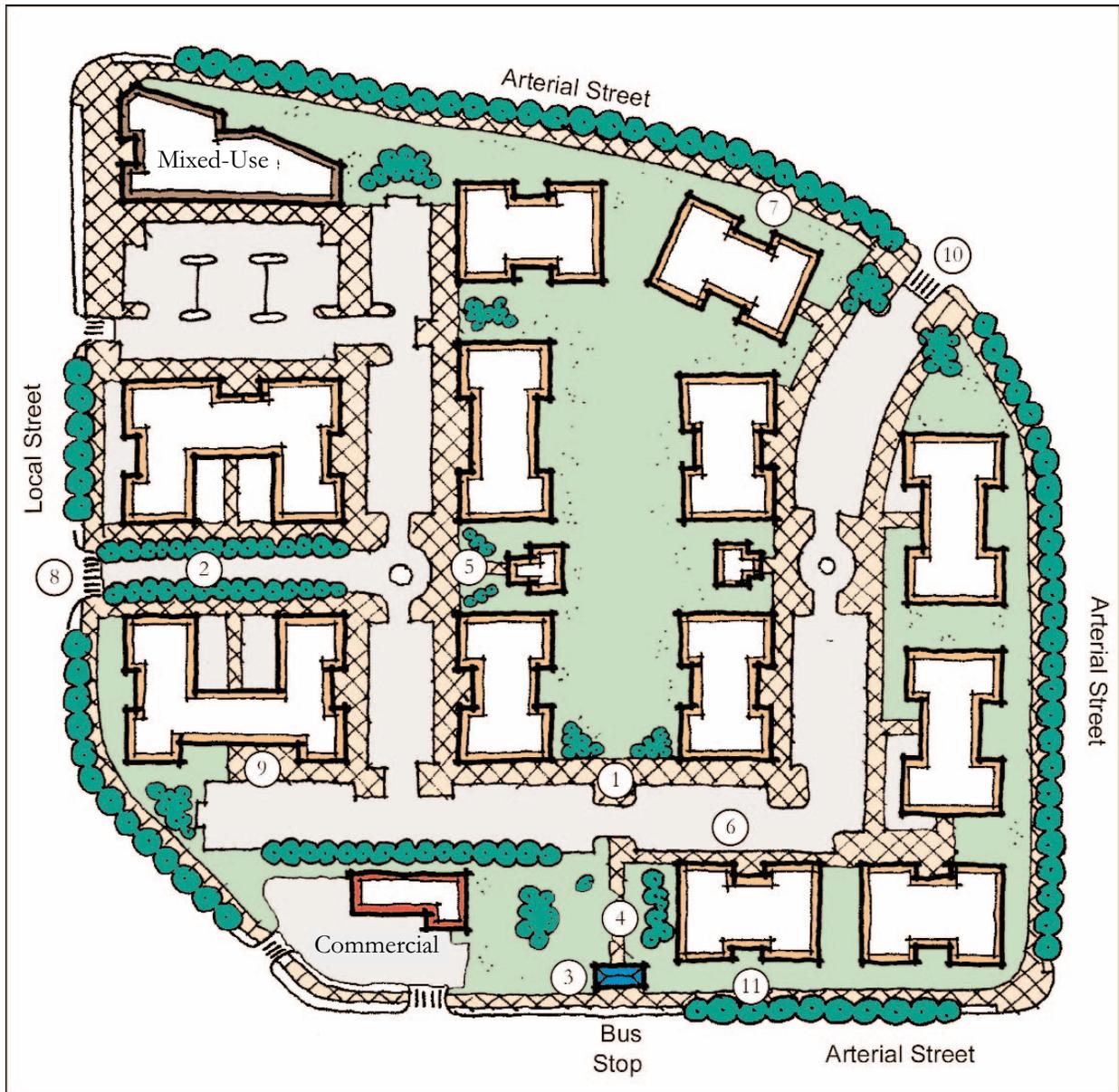
Often, multi-family housing developments are oriented toward parking lots and feature looped interior streets, prohibiting bus service and limiting pedestrian access to bus stops. Many multi-family housing developments also lack interior walkway connections to sidewalks, adjacent activities and bus stops. A transit-compatible site design incorporates local streets and provides walkways throughout the site with connections to adjacent destinations. Orienting development away from parking lots creates a more attractive environment, and providing “tuck-under” or underground parking maximizes opportunities for small parks or public gathering areas on site. (Clearly, this type of parking can be costly and may not be feasible in many projects.) Providing balconies for above-grade units facing the street and designing entry porches for ground floor units with direct access to public streets also contributes to the functionality and livability of multi-family housing.

Specific site design suggestions correspond to the drawing on the adjacent page:

- ① Incorporate walkways throughout multi-family housing sites to provide convenient access to neighborhood stores, bus stops and offices.
- ② Landscape parking lots and local streets to improve the comfort level for pedestrians.
- ③ Site bus stops so that they are accessible to the entire multi-housing development.
- ④ Connect interior walkways to sidewalks on adjacent local and arterial streets.
- ⑤ Incorporate plazas and green space between buildings to encourage interaction and increase walkability.
- ⑥ Locate parking to the rear of buildings away from public view, or in smaller parking areas.
- ⑦ Avoid orienting the front of developments toward parking lots.
- ⑧ Provide local streets for improved access and circulation
- ⑨ Provide safe, convenient pedestrian connections from parking areas to building entries.
- ⑩ Minimize the number of access drives and curb-cuts to parking.
- ⑪ Provide a landscape separation between parking and residential units.

Figure 22

Multi-Family Housing



# LAND USE / DESIGN

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## NEIGHBORHOOD RETAIL CENTERS

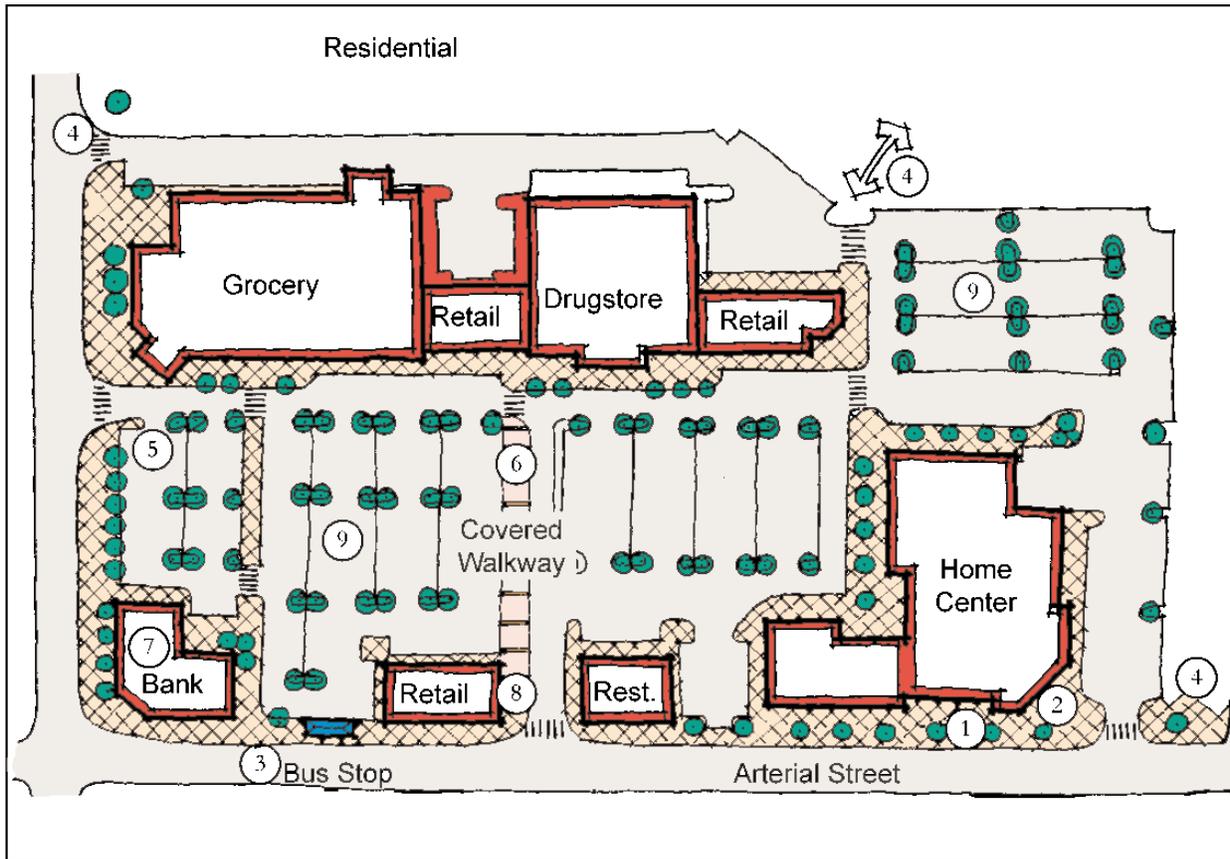
Often, neighborhood retail centers fail to provide convenient access to adjacent residential neighborhoods and lack walkways into and through the site. Expansive setbacks from the street also make many neighborhood retail centers less pedestrian-friendly and reduce their urban design quality. To encourage pedestrian and bus transit access, buildings should be located close to the street and close to bus stops, and should provide interior walkways, perimeter sidewalks, crosswalks and local street connections.

Additional guidelines for neighborhood retail centers correspond to the drawings on the adjacent page:

- 1 Locate buildings along the street for convenient pedestrian access and offer an “urban edge: not a parking lot.”
- 2 Site buildings along wide sidewalks to encourage pedestrian access. Avoid wide, sloping landscaped setbacks between sidewalks and stores that discourage walking.
- 3 Link bus stops to stores with safe, direct and comfortable walkways.
- 4 Provide pedestrian access from surrounding residences.
- 5 Landscape streets and parking areas to invite pedestrian use and to improve urban design aesthetics.
- 6 Provide convenient access to parking via safe walkways.
- 7 Locate free-standing businesses on corners for better pedestrian access.
- 8 Connect interior walkways with perimeter sidewalks.
- 9 Break up parking lots into smaller units to reduce the expanse of pavement.
- 10 Encourage opportunities for mixed use through more flexible zoning approaches.

Figure 23

Neighborhood Retail Centers



# LAND USE / DESIGN

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## OFFICE/BUSINESS PARKS

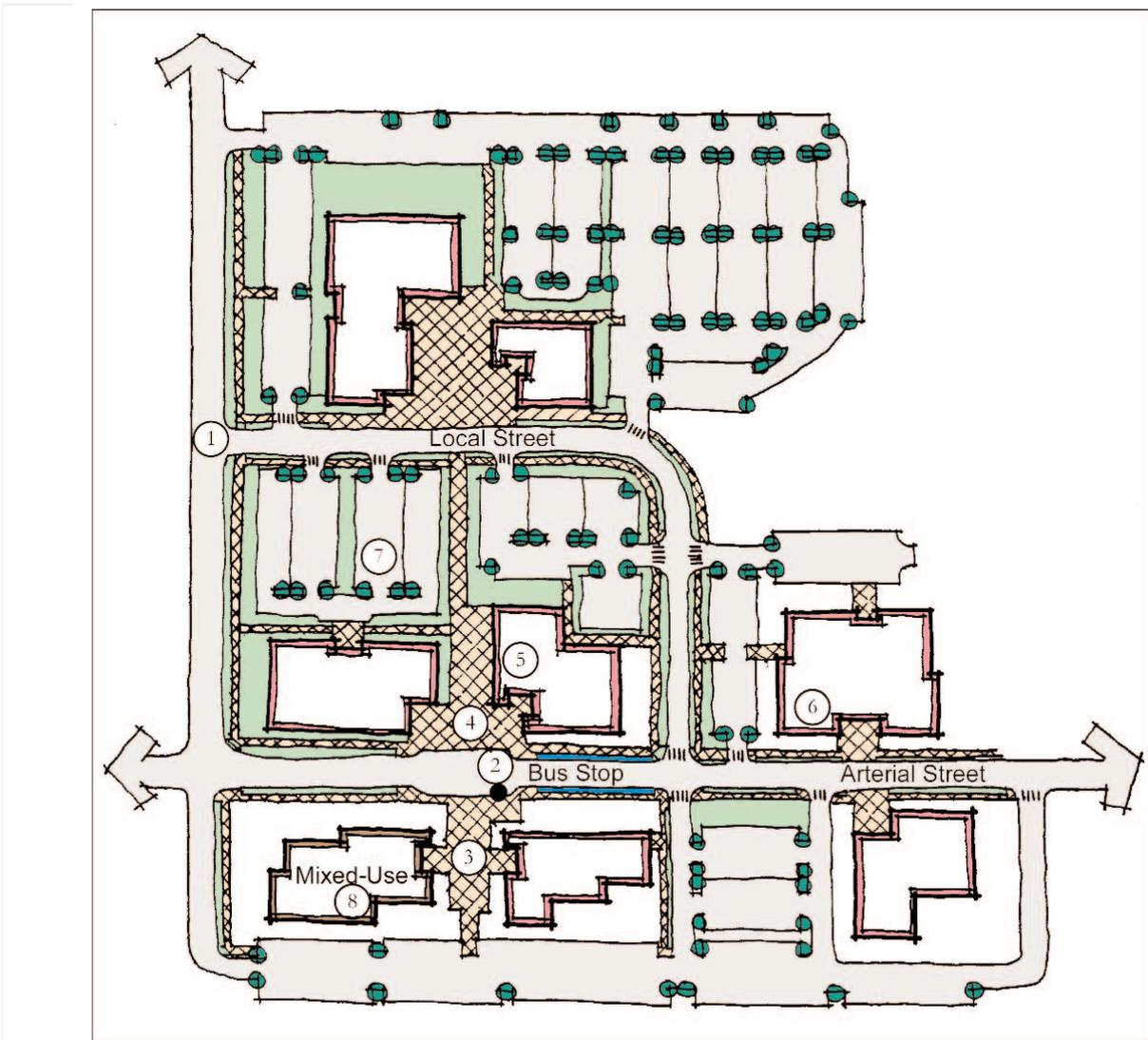
Many industrial parks are designed with dispersed buildings, few through streets and no places for social interaction or gathering. This arrangement makes transit service infeasible and discourages bicycle and pedestrian access. Instead, clustering buildings, orienting them to the street, and incorporating through-streets invite opportunities for alternative transportation. Locating bus stops centrally, within building clusters, also makes bus transit a more appealing option.

More detailed recommendations for business parks correspond to the drawing on the adjacent page:

- ① Provide through-streets to facilitate transit service and to provide alternative routes for automobiles, cyclists and pedestrians.
- ② Locate a bus stop or stops at a central point within the office park complex.
- ③ Incorporate the bus stop into a plaza or mini-park design with a strong relationship to primary building entries.
- ④ Provide continuous walkways and sidewalks between buildings and to the bus stop to allow convenient pedestrian access.
- ⑤ Cluster buildings to reduce walking distances.
- ⑥ Orient buildings to the street. Avoid orienting buildings toward parking lots.
- ⑦ Locate parking and driveways behind buildings or to the sides of building clusters.
- ⑧ Where feasible, include mixed uses such as banks, daycare centers, pocket parks and restaurants to reduce the need to drive off-site during the workday.

Figure 24

Office/Business Parks



# LAND USE / DESIGN

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## **SINGLE OFFICE/LIGHT INDUSTRIAL BUILDING**

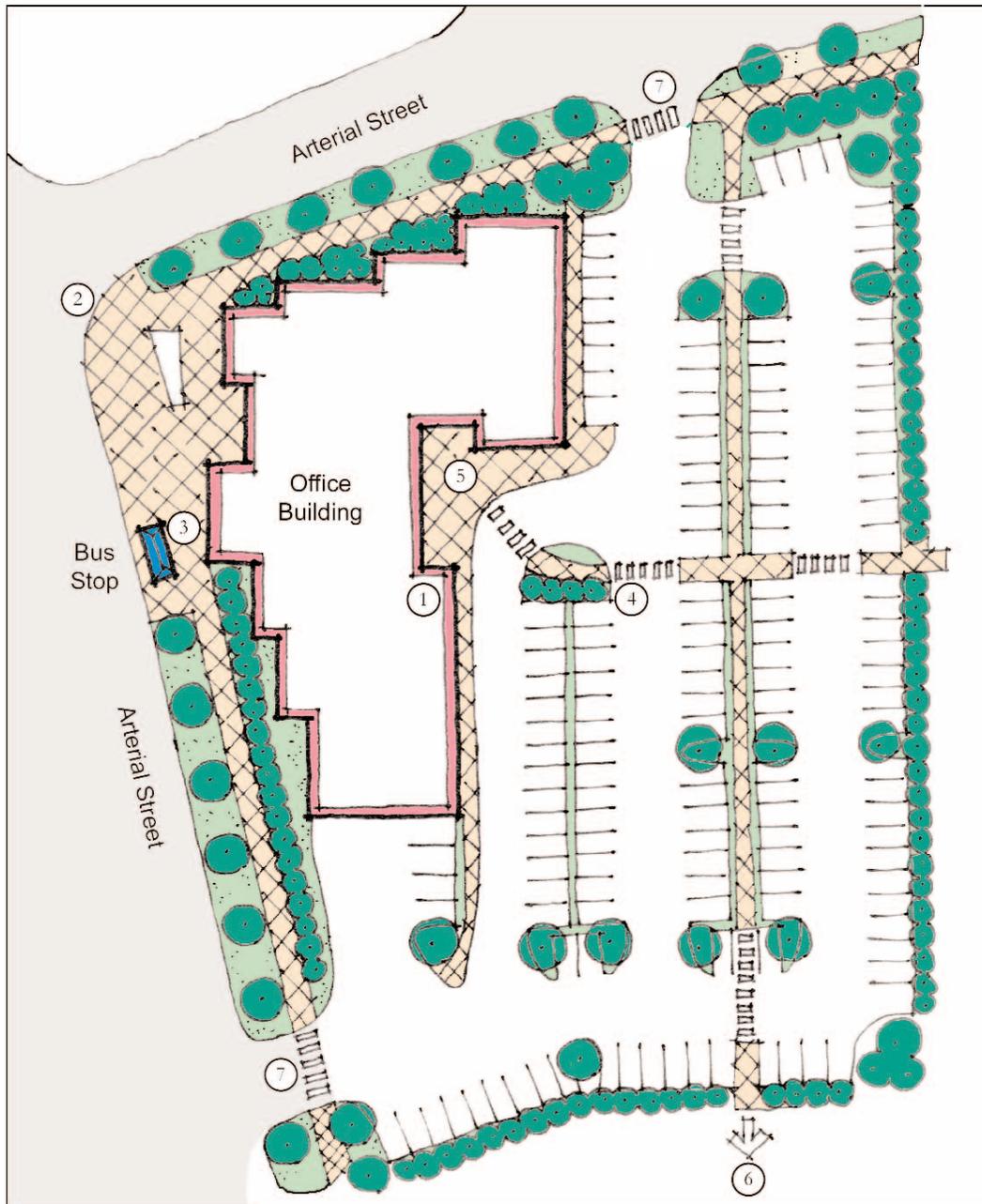
Many stand-alone office buildings are sited away from the street behind large landscapes setbacks and expansive parking lots. Frequently, bus stops are located at inconvenient distances from major office buildings. A more pedestrian and transit-friendly layout locates office buildings closer to the street and close to bus stops with parking tucked behind. Direct walkways connecting offices to parking, perimeter sidewalks and adjacent office parcels ensure safe and convenient access for pedestrians.

Additional guidelines for transit-compatible light industrial buildings correspond to the drawing on the adjacent page:

- ① Locate the building along the street and sidewalk with parking behind to enhance the pedestrian streetscape.
- ② Create a distinct entry at a corner or along a main street.
- ③ Locate the office entry as close to the bus stop as possible.
- ④ Provide landscaped parking lots with clearly delineated, safe and direct walking paths.
- ⑤ Provide plaza or open space near front and rear entries.
- ⑥ Provide linkages to adjoining office parcels.
- ⑦ Locate multiple driveways away from building entries.

Figure 25

Single Office/Light Industrial Building



# LAND USE / DESIGN

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## TRANSIT HUB/MULTI-MODAL CENTER

A successful transit hub or multi-modal station should be an integral part of the community and commercial center. A multi-modal transit station provides access for diverse modes of transportation, including bus, train, and bicycle. The transit hub should feed into a regional transportation network, and should be centrally located so that it can serve as a commuter park-and-ride lot and transfer center. Higher densities and a mix of uses near the transit hub will provide the most convenient access to employers and residences.

Clearly delineated walkways linking building entrances with transit stops are safe, simple and pedestrian-friendly. A multi-modal center should include walks and bikeways that connect to key destinations in the community. Bicycle storage should be provided to maximize opportunities to combine bus or train transit with bicycle commuting. A transit hub should be viewed as a positive public gathering place; safe, visually-pleasing, well-lighted and comfortable. It needs to become a successful people place to be a successful and well-used transit center.



# ROADWAY PHASING & MANAGEMENT

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## 7. ROADWAY PHASING & MANAGEMENT PLAN

### PROJECT PHASING PLAN

The Jepson Parkway project will provide a continuous four-lane parkway from the State Route 12/Walters Road intersection in Suisun City to the I-80/Leisure Town Road interchange in Vacaville. The project runs along Walters Road, an extension of Walters Road to Cement Hill Road, Cement Hill Road from the Walters Road Extension to Peabody Road, Vanden Road to an extension of Leisure Town Road, and Leisure Town Road to I-80.

The project spans the jurisdictions of the City of Suisun City, the City of Fairfield, Solano County and the City of Vacaville. The project has been divided into eleven separate projects for implementation purposes. Funding has been programmed or committed for seven of the eleven project phases, representing approximately 70 percent of the total project cost, as described below.

- (1) **Vanden Road Realignment Project (Fairfield):** relocation of Vanden Road from its present junction with Peabody Road to a point opposite Cement Hill Road and installation of a traffic signal. This project is currently under construction.
- (2) **Leisure Town Road Bridges Improvement Project (Vacaville):** a safety project that widens three existing bridges on Leisure Town Road.
- (3) **Walters Road from Bella Vista Drive to E. Tabor Avenue (Suisun City):** provision of a four-lane divided road immediately east of the existing two-lane undivided Walters Road, which would be retained as a frontage road to serve existing residences.
- (4) **Vanden Road from Peabody Road to Leisure Town Road (Solano County):** a safety project that widens the existing two-lane undivided road to a four-lane divided road.
- (5) **Walters Road Extension from Air Base Parkway to Cement Hill Road (Fairfield):** provision of a new four-lane divided road with an overpass of the Union Pacific Railroad line.
- (6) **I-80/Leisure Town Road Interchange (Vacaville):** improvements to the existing interchange including widening of the existing overpass, widening of existing ramps, provision of new on-ramps and provision of new auxiliary lanes on I-80.
- (7) **Cement Hill Road (Fairfield):** widening of the existing two-lane undivided road to a four-lane divided road.

# ROADWAY PHASING & MANAGEMENT

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Funding has not been programmed or committed for the following four projects.

- (1) **Walters Road from E. Tabor Avenue to Air Base Parkway (Fairfield):** widening of the existing two-lane undivided road to a four-lane divided road.
- (2) **Leisure Town Road from I-80 to Alamo Drive (Vacaville):** widening of the existing undivided road to a four-lane divided road.
- (3) **Leisure Town Road from Alamo Drive to Vanden Road (Vacaville):** widening of the existing two-lane undivided road to a four-lane divided road.
- (4) **Walters Road from Route 12 to Petersen Road (Suisun City):** installation of median and traffic signal improvements.

Intersection geometrics are shown in preliminary form, pending more detailed traffic studies in separate Draft Plan Line documents that are available from the Solano Transportation Authority.

### TRAFFIC MANAGEMENT PLAN

This section provides guidelines to the four jurisdictions that will be responsible for managing their respective segments of the corridor. The intent of these guidelines is to provide a comprehensive management strategy for the corridor that is consistent with and reinforces the project purpose and need.

Increasing levels of truck traffic are a concern of residents located along Leisure Town Road in Vacaville and others near the corridor. The City of Vacaville City Council has adopted an ordinance designating Leisure Town Road between Orange Drive and Alamo Drive as a “Limited Truck Route,” meaning that trucks with a gross weight of seven tons or more are prohibited except to make local deliveries.

Speed limits will be established for each road segment by the local jurisdiction in cooperation with the STA and member jurisdictions. The concept is to have a consistent and logical flow of traffic over the entire Parkway with speeds appropriate to road conditions and adjacent uses.

### Traffic Access

Access to adjacent properties along the route will be provided at full-access intersections that will be generally located at the following minimum intervals. Access is defined as new driveways or intersections. Existing driveways will continue to be accommodated along the Parkway.

- Leisure Town Road: 1/4 mile-1/2 mile
- Vanden Road: 1/2 mile
- Cement Hill Road: 1/2 mile
- Walter Road Extension: 1/2 mile
- Walters Road: 1/4 mile

New driveway access would not be provided along the portion of Vanden Road adjacent to the planned Fairfield-Vacaville greenbelt area except for existing residences. This is designed to discourage future developed land uses in this area and maintain its rural character. Right-in, right-out access would be allowed along Walters Road, Cement Hill Road, and Leisure Town Road. Except under unusual circumstances, new driveway access would not be allowed within 100 feet of major intersections in urban areas and 200 feet of major intersections in rural areas.

# ROADWAY PHASING & MANAGEMENT

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Existing traffic signals are located along the route at the following locations:

- I-80/Leisure Town Road interchange (two ramp intersections)
- Leisure Town Road/Alamo Drive/Fry Road
- Vanden Road/Leisure Town Road
- Walters Road/Air Base Parkway
- Walters Road/Bella Vista Road
- State Route 12/Walters Road

Future traffic signals may be provided at the following locations, subject to meeting the necessary traffic warrants. Additional signals may be added on an as-needed basis. Traffic signals and appropriate signal inter-connects would be part of each project segment.

- Leisure Town Road/Sequoia Drive
- Leisure Town Road/Ulatis Drive
- Leisure Town Road/Elmira Road
- Vanden Road/Canon Road
- Vanden Road/Peabody Road/Cement Hill Road
- Walters Road Extension/Cement Hill Road
- Leisure Town Road/Orange Drive
- Walters Road/Peterson Road

## **MAINTENANCE PROGRAM**

Maintenance of the roadways, landscaping and bicycle facilities in the corridor would be provided by the jurisdiction responsible for each route segment. Funding for these maintenance efforts could be provided either through existing maintenance funds and/or new funding mechanisms associated with future development such as a Landscaping and Lighting District, Mello-Roos Districts or other assessment approaches. In addition, for landscaping, an “adopt-a-road segment” program might be useful. In the industrial sections along Walters Road and Cement Hill Road, private land owners may provide for maintenance of the landscape areas in front of their businesses. It is important that the jurisdictions maximize their cooperative efforts to ensure a consistent high quality standard of maintenance for all Parkway components.

## COMMUNITY - WIDE WORKSHOPS

### RESULTS AND RESPONSES

The following summarizes key discussion points raised during the community-wide and neighborhood workshops. Also included in this summary are suggestions that emerged primarily from the focused group discussions, including stakeholder interviews and the written comment sheets received.

Each community workshop began with a presentation on the status of the Jepson Parkway project and the objectives of the Corridor Concept Plan. Presenters emphasized advantages to be gained from linking land use and alternative transportation decisions with future roadway planning. Following these presentations, participants from the community offered their general impressions of the project. During this portion of each workshop, a variety of questions were raised and issues identified that reflected a range of opinions regarding the project.

A number of participants indicated why they believed the Parkway is needed and its future benefits, emphasizing the need to correct existing safety and traffic capacity problems along the corridor. Many other participants did not want the project to move forward at all, particularly in light of growth concerns and neighborhood impacts. Others expressed concerns about specific aspects of the project or a particular segment of the roadway. The primary issues of concern are described below. Responses to the concerns and the ways that this Corridor Plan addresses the concerns are noted in italics.

#### *Alternative Transportation*

Transportation alternatives should be considered including an off-street bike path, connections between planned land uses and proposed transit facilities. The latter includes the multi-modal station that is intended to provide a link to other regional transit and bus services.

*Response: The Transit Element of the Concept Plan is designed to maximize the potential for use of alternative transportation.*

#### *Bikeway Concept*

Some participants questioned the cost-effectiveness and usefulness of the bikeway component of the project. Others felt on-street bikeways were less safe than off-street bikeways and recommended off street facilities.

*Response: An off-street bikeway is proposed for nearly the entire length of the corridor with one minor exception where the road width may not be adequate.*

#### *Corridor Identity*

Some participants believed that providing a consistent and recognizable identity for the corridor was a positive benefit. Others were concerned with the idea of promoting a roadway that would attract additional traffic. Many possible images and names were suggested through out the process. The name Jepson Parkway emerged as a unifying identity from this list.

*Response: The Concept Plan does provide a unifying theme with consistent name, signage, landscaping and a bicycle element.*

# APPENDIX A

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## *Corridor Management Strategy*

The parkway should be managed in a consistent manner to obtain the optimal flow of traffic, to maintain the road and landscaping in high quality condition and ensure speed and safety enforcement. Participants suggested coordinated CHP enforcement, common design and maintenance criteria for all jurisdictions, common criteria for minimizing driveway cuts and other obstructions, limits on truck traffic and weight. They suggested Route 113 as an alternate truck route and Fry to Lewis as an alternate access route to I-80.

*Response: The Planning and Management Plan addresses intersections, signals, truck limitations and road/landscape maintenance.*

## *Environmental Impacts*

Some participants raised concerns that the roadway construction could impact habitat, drainage and other natural resources.

*Response: It should be noted that simultaneously with this planning study, an environmental review of the Parkway is being completed. The resulting EIR/EIS will evaluate potential project impacts and mitigation measures.*

## *Growth-Inducing Potential*

Participants were concerned that the roadway may stimulate unwanted residential and commercial growth at the periphery of Fairfield and Vacaville. This growth could have environmental and traffic impacts, result in loss of open space, residential land and habitat and possibly threaten the long-term viability of Travis Air Force Base.

*Response: The general plans of the three cities and the County determine any planned growth along the corridor. This roadway project has been in the plans for Fairfield and Vacaville for a number of years.*

## *Growth and Open Space*

Some of the participants believed that the corridor concept should be used to acquire open space to discourage growth in the rural portions of the route. Acquisitions should be concentrated in the identified greenbelt area between Fairfield and Vacaville. Many felt this greenbelt area should be expanded to ensure that the two communities remain distinct. Protection for Travis AFB as a key economic force in the community was viewed as essential. Any direct loss of farmland or habitat from the roadway construction itself needs to be replaced or mitigated.

*Response: The Landscape Element of the Concept Plan addresses potential open space protection.*

## *Neighborhood Design*

For each road segment, the local jurisdiction and STA should work closely with adjacent neighborhoods and businesses to ensure that impacts are addressed. This includes noise mitigation, ensuring the safety of automobiles coming in and out of driveways, and landscaping and visual improvements. In terms of noise mitigation, alternatives to typical sound walls were suggested including broad setbacks with landscaping, potential soundproofing of adjacent residences and technological solutions. Participants suggested that project developers along the parkway contribute to these mitigations.

*Response: Many of the design solutions in this Concept Plan are designed to address these concerns such as special treatment areas adjacent to existing residences. The 35-55' landscape buffer in the Vacaville segment is designed specifically to address their issues.*

## Neighborhood Impacts

Specific segments of the roadway might impact established neighborhoods. Impacts include noise, safety hazards, inconvenience in getting out of driveways and adjacent neighborhoods, and air quality impacts.

*Response: Special design treatment areas have been incorporated into roadway design to address some of these concerns. The EIR/EIS will further analyze potential impacts.*

## Roadway Design

Many participants favored a limited number of lanes on the Parkway. Six lanes were strongly opposed. Some believed even four lanes was not essential throughout the roadway, especially in the rural segments. Others believed four lanes is essential for traffic and safety reasons. Participants suggested avoiding bottlenecks by eliminating at grade crossings particularly at Vanden and Peabody . A cloverleaf crossing was suggested for this intersection. In addition, a three-way stoplight at Suisun City was suggested to protect access to the parkway. Participants suggested the use of frontage roads to protect businesses and residences without impeding parkway traffic flow as necessary.

*Response: Many of these ideas such as use of frontage roads are incorporated into Parkway design. The Parkway has no six-lane segments except a short segment near I-80 in Vacaville, already approved as part of the interchange design.*

## Safety Concerns

Participants were concerned with the safety of the intersections for both vehicular and pedestrian traffic. They favored safety assessments of the intersections and felt the cross walks were inadequate.

*Response: Specific intersection design will be addressed at the next level of project design for each segment.*

## Traffic Analysis

Participants were hopeful the project would alleviate local traffic congestion, but were concerned that it might instead attract regional traffic to the local area. These participants felt it was critical that local and regional traffic patterns be studied carefully and that transit use and potential connections be incorporated into the project design. They also felt that speed should be limited and carefully monitored on the roadway.

*Response: The Concept Plan includes a Phasing and Management Element with proposed approach to traffic management, truck limitations and speed limits. The EIR/EIS includes additional study of traffic capacity analysis.*

# APPENDIX B

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## VACAVILLE NEIGHBORHOOD WORKSHOP

### SUMMARY

Following several workshops held in Vacaville representatives of neighborhood groups' identified the following eleven requests the Plan should include:

- The prohibition and monitoring of large commercial trucks from the Parkway.
- The construction of masonry sound walls, the addition of landscaping and other sound reduction techniques at the appropriate and the most effective locations.
- The addition of traffic signals at the intersection of Sequoia and Elmira initially, and at other intersections as the traffic flow dictates.
- The imposition of speed controls and/or speed reduction along Leisure Town Road and perhaps intersecting streets as traffic patterns change.
- Funding come from the Solano Transportation Authority or other source for the road project including landscaping.
- The maintenance of the new landscaping and parkland improvements be a City expense and not a homeowner expense.
- Other improvements, including additional street lighting and safety measures be implemented.
- Maximum efforts be undertaken with homeowners east of Leisure Town Road, who may be impacted adversely, to meet their needs esthetically and financially to minimize the impact of the project. (Director of Public Works Dale Pfeiffer suggested that one alterantive may be the option of the City purchasing land behind existing homes and then relocating them eastward to accomodate the road expansion).
- There be a permanent committee of individuals (perhaps a minimum of 10), chosen by the community along Leisure Town Road, to act as advisors to the project through planning, any needed refinements, related EIR and other approvals, construction and final completion. This committee and other community involvement would be an additional part of the EIR process.

## APPENDIX B

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- The City of Vacaville adopt necessary ordinances, regulations, resolutions and other measures necessary to implement this plan as outlined.
  
- The City of Vacaville amend its General Plan to effect the Parkway components and concepts.

# APPENDIX E

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