

**RESOLUTION NO. 2013-34**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BANNING, CALIFORNIA, CERTIFYING THE FINAL ENVIRONMENTAL IMPACT REPORT (FEIR) (STATE CLEARING HOUSE NO. 2012011008) AND GENERAL PLAN AMENDMENT (GPA 13-2501) AMENDING THE CIRCULATION ELEMENT**

**WHEREAS**, California state law requires that each city and county adopt a general plan to guide development in their city and land outside its boundaries that has relation to its city planning (Govt. Code §65300); and

**WHEREAS**, the City undertook a comprehensive update to the General Plan and Zoning Ordinance which were adopted by the City Council on January 31, 2006; and

**WHEREAS**, the City is taking a pro-active step in implementing the goals and policies of the General Plan; and

**WHEREAS**, on September 11, 2011 the City Council of the City of Banning adopted a Strategic Plan for 2011-2016; and

**WHEREAS**, Goal #3, Item A-3 of the 2011-2016 Strategic Plan includes implementation action for an amendment to the Circulation Element to change the roadway level-of-service from C to D with the removal of Highland Home Road interchange at the I-10 from the General Plan Circulation Element; and

**WHEREAS**, the City of Banning desires to amend the General Plan Circulation Element to change the roadway level-of-service from C to D and to remove Highland Home Road interchange at I-10 from the General Plan Circulation Element; and

**WHEREAS**, the City determined that based on the Initial Study prepared in compliance with Section 15063 of the California Environmental Quality Act (CEQA), the amendment to the General Plan Circulation Element could potentially have significant impacts on the environment; therefore a Draft and Final Environmental Impact Report was prepared pursuant to Section 15378 (Public Resources Code Section 21065) of the California Environmental Quality Act (CEQA) Guidelines; and

**WHEREAS**, the City of Banning is the lead agency for the preparation and consideration of environmental documents for the Project, as defined by CEQA Sections 15051 and 15367; and

**WHEREAS**, consistent with Section 15083 of CEQA and prior to completing the draft EIR, the City held an early consultation or scoping meeting regarding the environmental issue areas to be considered in the EIR. The City published the Notice of Preparation (NOP) including the Scoping Meeting in the Record Gazette and on the City's website. As part of the City's early consultation, the City held a public scoping meeting on January 17, 2012 from 6:00 – 7:30 p.m.; and

**WHEREAS**, an EIR (SCH No. 20122011008) was prepared in accordance with the California Environmental Quality Act ("CEQA"), the State CEQA Guidelines, and the City of Banning Environmental Review Guidelines. Consistent with Section 15086 of CEQA, the City published the Notice of Availability (NOA) of the Draft EIR and it was made available for a 45-day public review period from September 21, 2012 to November 5, 2012. The NOA was published in Record Gazette and the City's website. The City also mailed the NOA to the State Clearinghouse for distribution to State Agencies; and

**WHEREAS**, prior to the close of the comment period, the City held a public workshop on October 10, 2012 to provide information and answer questions from interested members of the public regarding the project and the Draft EIR; and

**WHEREAS**, prior to the close of the comment period on the DEIR, the City received four (4) comment letters from public agencies/organizations as follows: Native American Heritage Commission, South Coast Air Quality Management District, City of Calimesa, and County of Riverside Transportation Department; and

**WHEREAS**, after the close of the comment period on the DEIR, the City received two (2) comment letters from the following: State of California Department of Transportation and State Clearinghouse; and

**WHEREAS**, consistent with Section 15088 of CEQA, the City evaluated the comments received from public agencies/organizations referenced herein and prepared written responses which is culminated in a Final EIR for the project and as referenced herein. The Final EIR was made available for public review on Friday, February 22, 2013. The Final EIR was made available at City Hall Community Development Counter, the Banning Public Library, and the City's website; and

**WHEREAS**, on March 6, 2013, the Planning Commission held a noticed public hearing at which time the staff report and public testimonies were considered which were followed by the recommendation of approval to the City Council; and

**WHEREAS**, on March 15, 2013, the City gave public notice by advertisement in the Record Gazette newspaper of a public hearing concerning the project, which included the Final EIR and General Plan Amendment No. 13-2501; and,

**WHEREAS**, on March 26, 2013, the City Council held the noticed public hearing at which time interested persons had an opportunity to testify in support of, or opposition to, the project and at which the City Council considered the Final EIR and General Plan Amendment No. 13-2501.

**NOW, THEREFORE, BE IT RESOLVED** by the City Council of the City of Banning as follows:

## **SECTION 1. ENVIRONMENTAL FINDINGS.**

The Recitals prefacing this Resolution are hereby incorporated herein by this reference and in factual support of all findings. The City Council, in light of the whole record before it, including but not limited to, the Final EIR (the Mitigation Monitoring and Reporting Program, Statement of Findings of Fact attached hereto, Statement of Overriding Considerations attached hereto, Technical Appendices, Written Comments and Responses regarding the Draft, and Draft EIR Errata Sheet), all documents are incorporated by reference herein, and other substantial evidence (within the meaning of Public Resources Code Section 21080(e) and 21082.2), hereby recommends the City Council make the following findings:

**Finding No. 1**                    **That an Environmental Impact Report for the project was prepared in compliance with the California Environmental Quality Act Sections 15000-15387 (Title 14, Chapter 3 of California Code of Regulations), and the local CEQA Guidelines and Thresholds of Significance adopted by the City of Banning.**

Finding of Fact:                    The City of Banning prepared a Notice of Preparation (NOP) in accordance with Section 15082 of CEQA in that:

(1)     The NOP as incorporated herein by reference included: (a) detailed description of the project; (b) location of the project; and, (c) probable environmental effects of the project.

(2)     The NOP was distributed to the State Clearinghouse on January 6 and January 9, 2012. The State Clearinghouse issued a state identification number SCH No. 2012011008 indicating that an EIR was being prepared. The City circulated the NOP to responsible and trustee state agencies; and local organizations which are hereby incorporated by reference.

**Finding No. 2**                    **The City held an early public consultation pursuant to Section 15085 of the CEQA Guidelines.**

Finding of Fact:                    The City held an early consultation or scoping meeting regarding the environmental issue areas to be considered in the EIR. The City published the Notice of Preparation (NOP) including the Scoping meeting in the Record Gazette and on the City's website. The City also mailed the NOP to the State Clearinghouse and public agencies. As part of early consultation, the City held one (1) public scoping meeting on January 17, 2012 from 6 p.m. to 8 p.m.

**Finding No. 3**                    **The City has complied with CEQA Guidelines Sections 15085, 15086, 15087, and 15105 by providing a Notice of Completion of the Draft EIR to the State Clearinghouse and a Notice of Availability to responsible and trustee agencies and other persons and agencies as required.**

Finding of Fact:

Upon completion of the Draft EIR, the City filed a Notice of Availability as hereby incorporated by reference (NOA) with State Clearinghouse. The Notice of Availability includes: (1) a brief description of the project; (2) the location of the project and address where copies of the EIR are available, and comment period for the Draft EIR. Additionally, the City provided copies of the Draft EIR to the State Clearinghouse for distribution to the responsible and trustee agencies for a 45-day public review. The Notice of Availability also was posted on the City's website at [www.ci.banning.ca.us](http://www.ci.banning.ca.us).

The City also published a Notice of Availability of the Draft EIR in Record Gazette and made the DEIR available on the City's website, at City Hall Community Development Department Counter, and at the Banning Public Library.

Prior to the close of the comment period, the City held a public workshop on October 10, 2012 to provide information and answer questions from interested members of the public regarding the project and the Draft EIR.

Comments that were received on the NOP were addressed during the preparation of the Draft EIR and incorporated into the Draft EIR document. Copies of the comment letters are included in Appendix A of the Draft EIR.

**Finding No. 4**

**The City has evaluated and responded to all written comments received during the public review period and included both comments and responses as part of the Final EIR pursuant to CEQA Guidelines Section 15088.**

Finding of Fact:

The City provided written response to comments received from the commenting agencies/organizations pursuant to CEQA Guidelines Section 15088. The Responses to Comments document includes a list of those commenting, the verbatim comments received on the Draft EIR, and the City's response to the significant environmental points raised in the review and consultation process. The Final EIR for the project consists of the Draft EIR (incorporated by reference and hereinafter referred to as the "EIR"), the Responses to Comments document, and changes to the EIR which clarify, supplement, or update the information provided in the EIR. None of the changes or supplemental information in the Final EIR constitutes significant new information as defined by CEQA Guidelines Section 15088.5. Therefore, CEQA does not require recirculation of the EIR.

**Finding No. 5**

**That the Final EIR identifies potentially significant effects on the environment that could result if the project were adopted without changes or alterations to the project and imposition of mitigation measures and further finds that changes, alterations, and mitigation measures have been incorporated into, or imposed as conditions of approval on, the project. These changes, alterations, and mitigation measures will avoid the significant environmental effects identified in the Final EIR or lessen their impact to the maximum extent feasible. These changes, alterations, and mitigation measures are fully enforceable because they have either resulted in an actual change to the project as proposed or they have been imposed as conditions of approval on the project. The Final EIR also identifies significant unavoidable effects even after mitigation and project changes.**

Finding of Fact:

The Final EIR identified various intersection improvements that reduces the project impacts to less than significant levels and is hereby incorporated by reference. Because the impacts were reduced to less than significant, a Mitigation Monitoring and Reporting Program, and a Statement of Overriding Considerations are not required.

**Finding No. 6**

**The Final EIR reflects the independent judgment and analysis of the City.**

Finding of Fact:

Prior to taking action on the project, the City was presented with, heard, reviewed and considered all of the information and data in the administrative record including, but not limited to, the Final EIR, and all oral and written testimony presented to it during meetings and hearings. The City contracted with LSA & Associates to prepare the Draft and Final EIR. City staff peer reviewed the draft EIR and final EIR prior to its release for public review. The Final EIR reflects the independent judgment of the City and is deemed adequate for purposes of making decisions on the merits of the Project and its related actions.

**SECTION 2. MULTIPLE SPECIES HABITAT CONSERVATION PLAN (MSHCP)**

The project is found to be consistent with the MSHCP. The project is a policy change to the City's General Plan Circulation Element and does not have a direct or foreseeable indirect impact to physical environment. This is a policy change that would impact the thresholds for analysis of future projects.

**SECTION 3. REQUIRED FINDINGS FOR GENERAL PLAN AMENDMENT NO. 13-2501.**

**Finding No. 1:**

**The proposed General Plan Amendment is internally consistent with the General Plan.**

Findings of Fact: The current General Plan was adopted in January 2006 and it includes various policies that guide development of the City, including roadways and their level-of-service. The City of Banning City staff has reviewed the proposed General Plan Amendment (No. 13-2501) to change the roadway level-of-service from C to D and to remove Highland Home Road interchange from the General Plan Circulation Element and compared the change to the rest of the General Plan elements for internal consistency within all of the General Plan elements' text, diagrams, and maps and concluded that the proposed General Plan Amendment will not create any conflicts among the various General Plan elements goals, policies, and objectives, including the maps and diagrams of all the elements in the General Plan.

**Finding No. 2:** **The proposed General Plan Amendment and Zone Change would not be detrimental to the public interest, health, safety, convenience, or welfare of the community.**

Finding of Facts: The proposed General Plan Amendment (No. 13-2501) when approved will change the roadway level-of-service from C to D and will remove the Highland Home Road interchange from the General Plan Circulation Element which will not be detrimental to the public interest, health, safety, convenience, or welfare of the community in that it will reduce the amount and costs of the rights-of-way needed to accommodate a narrower rights-of-way and therefore reduce the construction and maintenance costs for future roadways. Furthermore, the City has prepared a Draft EIR. The Draft EIR (Exhibit G) was prepared and circulated for a 45-day public review from September 21, 2012 to November 5, 2012. Copies of the Draft EIR were made available for public review at the Community Development Department at City Hall, the Banning Public Library, and on the City's website. Based on the findings in the Draft EIR, the proposed General Plan amendment was determined to have no impacts or less than significant impacts, including the alternative that shows no Highland Home Road connection at the 1-10. No mitigation measures or Mitigation Monitoring Program are required.

**Finding No. 3:** **The proposed General Plan Amendment would maintain the appropriate balance of land uses within the City.**

Findings of Fact: The proposed amendment would maintain the appropriate balance of land uses within the City in that it is maintaining the current land use designations. The proposed change to the roadway level-of-service and removal of Highland Home Road from the General Plan Circulation Element will reduce impact of rights-of-ways acquisition on land owned by existing residents and businesses.

**Finding No. 4:** With regard to the General Plan Amendment to the General Plan Land Use, the subject property is physically suitable for the requested land use designation(s) and the anticipated land use development(s).

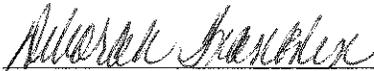
Finding of Fact: The proposed General Plan amendment relates to the change in level-of-service for roadways from LOS C to D and removal of Highland Home Road interchange at I-10 from the City's General Plan Circulation Element. The proposed amendment does not request a change in land use designation or anticipated land use development. The Project would not physically divide an established community since the Highland Home Road interchange at I-10 will be removed from the Circulation Element and the interchange will not have to be constructed in the future.

**SECTION 4. CITY COUNCIL ACTION.**

The City Council hereby takes the following action:

Adopt City Council Resolution No. 2013-34 certifying the Final Environmental Impact Report (FEIR) and General Plan Amendment (GPA 13-2501) amending the Circulation Element.

**PASSED, APPROVED AND ADOPTED** this 26<sup>th</sup> day of March, 2013.

  
Deborah Franklin, Mayor  
City of Banning

**ATTEST:**

  
Marie A. Calderon, City Clerk  
City of Banning

**APPROVED AS TO FORM  
AND LEGAL CONTENT:**

  
David J. Aleshire, City Attorney  
Aleshire & Wynder, LLP

**CERTIFICATION:**

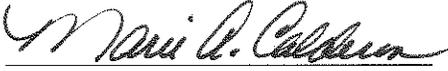
I, Marie A. Calderon, City Clerk of the City of Banning, California, do hereby certify that the foregoing Resolution No. 2013-34 was duly adopted by the City Council of the City of Banning at a regular meeting thereof held on the 26<sup>th</sup> day of March, 2013, by the following vote, to wit:

AYES: Councilmembers Botts, Miller, Peterson, Welch, Mayor Franklin

NOES: None

ABSENT: None

ABSTAIN: None

  
Marie A. Calderon, City Clerk  
City of Banning, California

**Exhibit "A"**

**Proposed Amendment to the General Plan Circulation Element**

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## **CIRCULATION ELEMENT**

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### **PURPOSE**

The purpose of the Circulation Element is to provide goals, policies, programs and standards that correlate the City's transportation system with the types, intensities and locations of land uses within the City. It addresses those segments of the local transportation system that interface with and serve as extensions of the regional system connecting the City of Banning with the broader Pass Region and other communities in Southern California. The Circulation Element also serves as the blueprint for future land use policy decisions and social and economic development efforts.

### **BACKGROUND**

Due to its close interrelatedness, the Circulation Element is an outgrowth of City and regional land use planning. In addition to its effects on the physical, social and economic environment of the City, the Circulation Element also has a direct relationship with the Housing, Open Space, Noise and Air Quality elements. Being integrally tied to the Land Use Element, the Circulation Element is predictably influenced by the types, intensities and distribution of land uses within the community and surrounding area.

Local and regional air quality issues are closely related to the efficiency of the local and regional transportation system. As the City of Banning and the Pass Region continue to grow, vehicle miles will increase, and travel speeds will be reduced, resulting in higher emissions per mile traveled. The policies and programs established by the Circulation Element can play an important role in maintaining and enhancing the flow of traffic and preserving air quality in the community.

The Circulation Element has been developed to serve as a comprehensive transportation management strategy for vehicular traffic and other modes of transportation important to the City such as: air traffic and the Banning Municipal Airport; rail traffic; public transportation; and alternative transportation.

California Government Code sets forth the information and data analysis requirements of the Circulation Element. Government Code Section 65302(b) requires that the element describe major thoroughfares and that their planned development be closely coordinated with the Land Use Element of the General Plan.

It is also required that the Circulation Element include development or improvement standards that are responsive to changes in demand for capacity created by implementation of the Plan. Government Code Sections 65103 (f) and 65080, et seq., require that the City coordinate Circulation Element provisions with applicable regional and state transportation plans. In the Banning General Plan Planning Area, the following agencies are responsible for preparing these transportation plans: County of Riverside, Morongo Band of Mission Indians, Southern California Association of Governments (SCAG) and California Department of Transportation

(CalTrans). The state is also required to coordinate its planning efforts with those of local jurisdictions (§65080(a)), with the federal government being under a similar mandate (§134, Title 23 of the U.S. Code).

**Average Daily Traffic Volumes**

Average Daily Trips (ADT) is the total number of vehicles that travel a defined segment of roadway over a twenty-four hour period. ADT is a useful benchmark number for determining various roadway configurations and design aspects. The peak hour ADT, which is the highest volume of traffic to pass over a segment of roadway during an hour period, is also a useful means of determining a roadway's capacity and level-of-service. Traffic counts at intersections can provide an even more detailed picture of existing and future operating conditions at intersections.

Roadways are generally classified in a hierarchical manner, according to the number of vehicle lanes provided. Table III-15, below, lists the various roadway types/cross-sections found in the planning area and the maximum daily traffic volumes each type of roadway can accommodate at various levels-of-service. For example, for a Major Highway to operate at LOS D, it should accommodate no more than 34,200 vehicle trips per day, with a design capacity of 27,000 vehicle trips per day. These roadway capacities are "rule-of-thumb" estimates, which may vary depending upon site-specific factors, such as the number and configurations of intersections, roadway grades, sight distance, percentage of truck and bus traffic, and degree of access control.

**Table III-15  
Level-of-Service Volumes/Capacity Values  
For Various Roadway Classifications**

Classification	Roadway Width (Ft.)	Number of Lanes	Maximum Two-Way Average Daily Traffic Volume Level of Service		
			C	D	E
Collector	60	2	12,800	14,400	16,000
Secondary Highway	80	4	24,000	27,000	30,000
Major Highway	100	4	30,400	34,200	38,000
Major Highway	110	4	30,400	34,200	38,000
Major Highway	134	6	47,200	53,100	59,000

<sup>c</sup> Source: City of Banning General Plan Update Traffic Study 2005

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## GENERAL PLAN CIRCULATION ELEMENT STREET CLASSIFICATION AND CROSS SECTIONS

The City of Banning and other communities in the pass region form a continuous and interconnected suburban development pattern, tied together by U.S. Interstate-10 and a network of arterial roadways. A variety of physical influences and constraints, including the geography of the city and the region, and the existing roadway network, affect traffic flows and the impacts of development on local roadways. The City has facilitated the construction and maintenance of a variety of major roadways of local importance. These roadways have been built along a north-south grid that interconnects with major arterials, some of which also pass through adjacent jurisdictions, primarily to the west.

The roadway system in Banning is defined using a classification system that describes a hierarchy of roadway types. The categories of roadways included in this classification system differentiate the size, function, and capacity of each type of roadway. The General Plan Circulation Element street classifications are listed below and the street cross-sections are shown in Exhibit III-4.

Collector: 66 feet of right of way, with a 44-foot street section from curb to curb. This represents two lanes of traffic, with parking lanes on each side, and a parkway on each side.

Divided Collector: 78 feet of right of way, with a 66-foot street section from curb to curb. This represents two travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Secondary Highway: 88 feet of right of way, with a 64-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, and a parkway on each side.

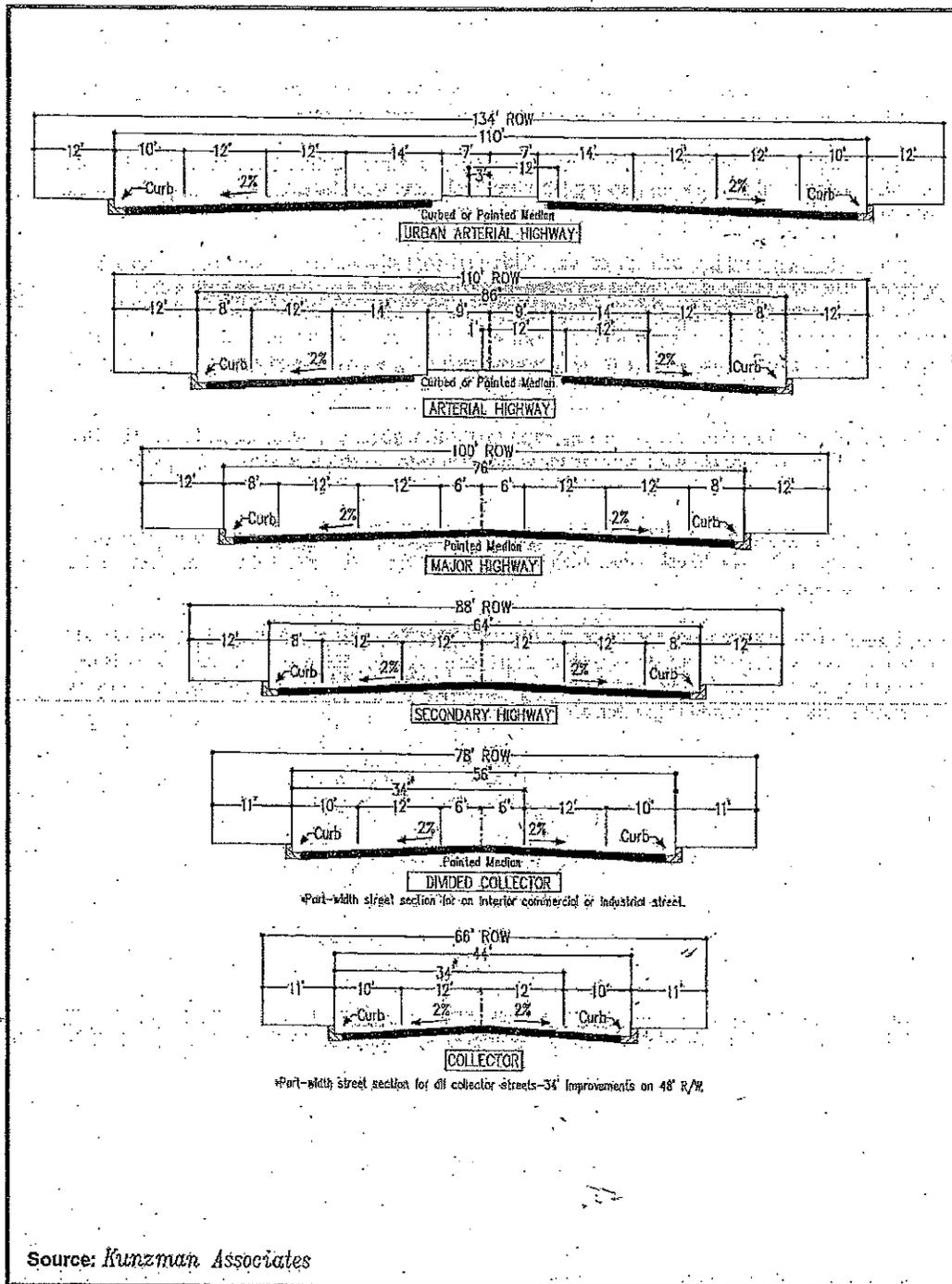
Major Highway: 100 feet of right of way, with a 76-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Arterial Highway: 110 feet of right of way, with an 86-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Urban Arterial Highway: 134 feet of right of way, with a 110-foot street section from curb to curb. This represents six travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Local Streets (those streets not shown on the General Plan Recommended Street System): 60 feet of right of way, with a 40-foot street section from curb to curb. This represents two travel lanes, with parking lanes on each side, and a parkway on each side. Local street standards may vary as described in the Policies and Programs of this Element.

The roadway classifications are also depicted on exhibit III-5, General Plan Circulation Element street system.



Source: Kunzman Associates



Banning General Plan  
Street Cross Sections



Exhibit  
III-4

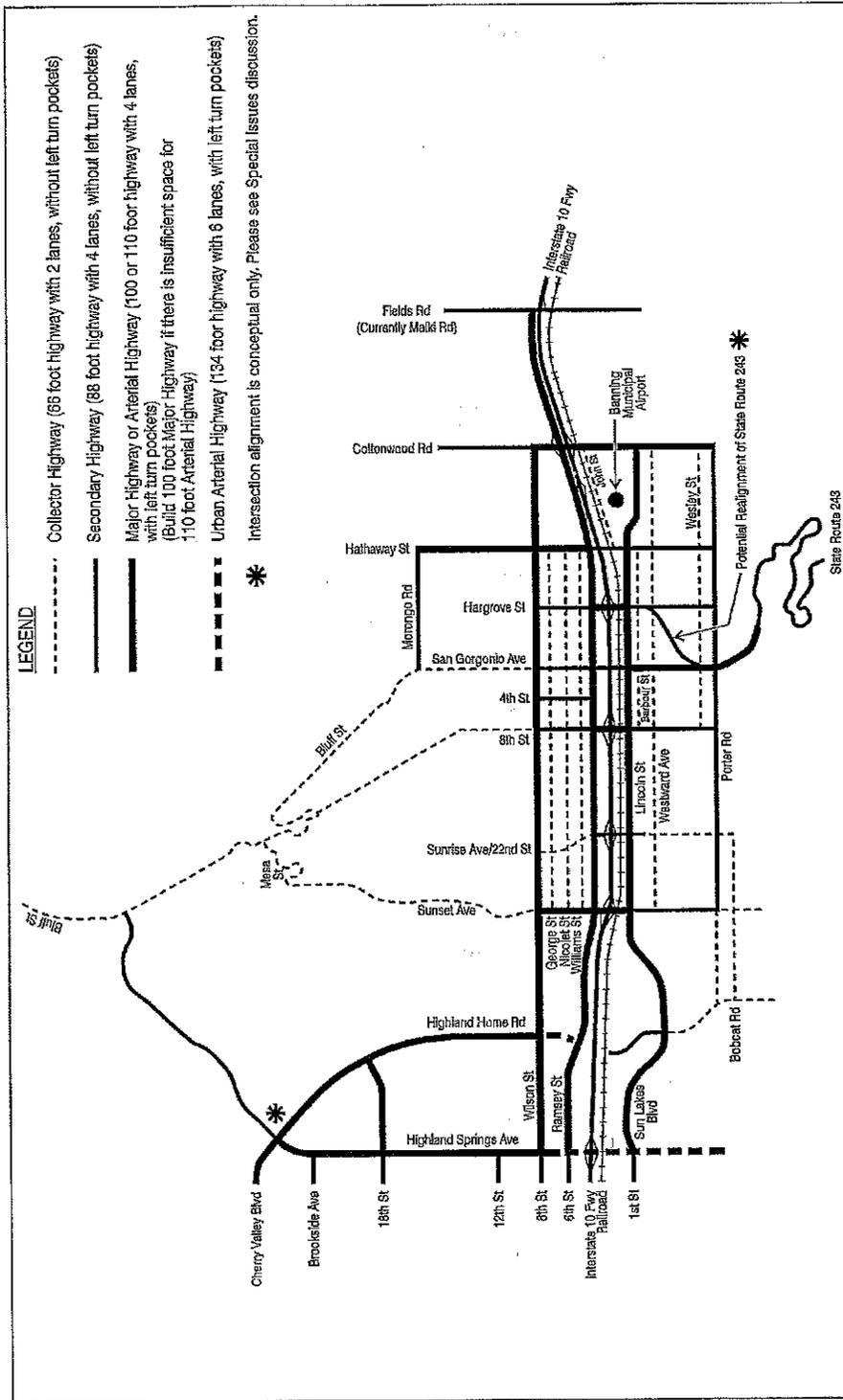


EXHIBIT III-5

General Plan Street System

SOURCE: Kutzmann Associates  
F:\COB\101\G\GP Street System.cdr (2/25/13)

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**Table III-16  
Roadway Classifications**

<b>Roadway Classification</b>	<b>Roadway</b>
<u>Urban Arterial Highway</u> (6 lanes with left turn pockets)	Highland Springs from Cherry Valley to Potrero Blvd.
<u>Major or Arterial Highway</u> (4 lanes with left turn pockets)	Highland Home from Cherry Valley Blvd. To Sun Lakes Blvd.  Highland Springs from Cherry Valley Blvd. to Wilson Street  Hathaway from Morongo St. to I-10  Sunset from Wilson to Lincoln  8 <sup>th</sup> Street from Ramsey to Lincoln  San Gorgonio from Lincoln to south City Limit  Hargrave from Ramsey to Lincoln  Cottonwood (North – South) from Ramsey to Porter  Wilson from Highland Springs to Cottonwood (North – South)  Ramsey from Highland Springs to Malki Rd.  Sun Lakes/Lincoln from Highland Springs to Cottonwood (North – South)
<u>Secondary Highway</u> (4 lanes without left turn pockets)	Porter from Sunset to Cottonwood (North – South)  Sunset from Wilson to Mesa  Sunset from Lincoln to Porter  22 <sup>nd</sup> Street from Ramsey to south of Lincoln  8 <sup>th</sup> Street from Wilson to Ramsey  8 <sup>th</sup> Street from Lincoln to Porter  4 <sup>th</sup> Street from Wilson to Ramsey  San Gorgonio from Wilson to Lincoln  Hargrave from Wilson to Porter  Hathaway from Ramsey to Porter  Cottonwood (North – South) from Ramsey northward  Cottonwood (North – South) from Porter southward  Malki Road from end to end

## **INDICATORS OF ROADWAY EFFICIENCY**

The efficient movement of vehicular and non-vehicular traffic on local and regional roadways is critical to the normal day-to-day functioning of a community. Consequences resulting from obstructions in traffic flow may include economic loss due to delays in transporting goods, increased psychological stress for the traveling public, and increased risk for motor vehicle accidents. The efficiency of a particular roadway can be determined by assessing the roadway's capacity, level-of-service, and average daily traffic volume, each of which is described below.

### Level-of-Service

Roadway capacity is defined as the number of vehicles that may pass over a section of roadway in a given time period under prevailing conditions. Roadway capacity is most restricted by intersection design and operation. The capacity of a roadway and the degree to which that capacity is being utilized is typically described as the roadway's "Level-of-Service" (LOS). Level-of-Service is a qualitative measure of the efficiency of traffic flow and is defined by alphabetical connotations, ranging from "A" through "F," that characterize roadway operating conditions.

LOS A represents an optimum or free-flowing condition, and LOS F indicates extremely slow speeds and system failure. Levels-of-Service are represented as volume-to-capacity (V/C) ratios, or vehicle demand divided by roadway capacity. V/C ratios smaller than 1.00 imply better operational characteristics and levels-of-service. V/C ratios that exceed 1.00 imply worse operating conditions and LOS F, where traffic demand exceeds roadway capacity. The table below defines the various LOS classifications.

**Table III-14**

**Roadway Level Of Service Description**

<b>Level of Service</b>	<b>Quality of Traffic Flow</b>
A	Primarily free-flow operations at average travel speeds usually about 90 percent of the free-flow speed for the arterial classification. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalised intersections is minimal.
B	Reasonably unimpeded operations at average travel speeds usually about 70% of the free-flow speed of the arterial classification. Ability to maneuver within the traffic stream is only slightly restricted. Stopped delays are not bothersome, and drivers generally are not subject to appreciable tension.
C	Traffic operations are stable. However, mid-block maneuverability may be more restricted than in LOS B. Longer queues, adverse signal coordination, or both may contribute to lower average travel speeds of about 50% of the average free-flow speed for the arterial classification. Motorists will experience some appreciable tension while driving.
D	Borders on a range where small increases in flow may cause substantial increases in approach delay and decreases in arterial speed. LOS D may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these factors. Average travel speeds are about 40% of the free-flow speed. For planning purposes, this level-of-service is the lowest that is considered acceptable.
E	Characterized by significant approach delays and average travel speeds of one-third or less of the free-flow speed. Typically caused by some combination of adverse progression, high signal density (more than two signalised intersections per mile), high volumes, extensive queuing, delays at critical intersections, and/or inappropriate signal timing.
F	Arterial flow at extremely slow speeds, below one-third to one-fourth of the free-flow speed. Intersection congestion is likely at critical signalised intersections, with high approach delays and extensive queuing. Adverse progression is frequently a contributor to this condition.

Source: p. 11-4, Highway Capacity Manual, Special Report 209, Transportation Research Board, 1994.

Traffic engineers and transportation planners are involved in on-going efforts to strike a balance between providing ideal roadway operating conditions and controlling the costs of infrastructure and right-of-way needed to assure those conditions. For General Plan purposes, LOS D is assumed to be the "acceptable" level-of-service for all General Plan roadways and intersections within the City and at Freeway interchanges.

## ALL WEATHER CROSSINGS

All weather crossings include bridges and culverted streets that allow natural drainages to flow under the roadway during major storms. All weather crossings in the City are described in the following Table.

**Table III-18**  
**Buildout Bridges**

<b>Location</b>	<b>Needed Improvement</b>
Sunset Ave. at Pershing Channel	1 Bridge
8 <sup>th</sup> Street at Montgomery Creek	1 Bridge
Wilson Street at Smith Creek	1 Bridge
Sun Lakes Boulevard at Smith Creek	1 Bridge
Westward Avenue at Pershing Channel	1 Bridge
Wesley Street at Smith Creek	1 Bridge
Porter Road at Smith Creek	1 Bridge
Porter Road at Pershing Channel, and in two locations at Montgomery Creek	3 Bridges
Ramsey Street at Smith Creek and Pershing Channel	2 Bridges
Lincoln Avenue at east fork of Smith Creek, at west fork of Smith Creek, at Pershing Channel and at Montgomery Creek	4 Bridges

These facilities are needed both to allow the smooth flow of traffic in these areas, and to assure public safety in emergency situations. Construction of these facilities is particularly critical to the development of the south side of the City.

### Transportation Demand Management

The continued urbanization and growth of the Pass Region will necessitate transportation demand and systems management to preserve and increase available roadway capacity. Transportation Demand Management (TDM) requires the development and implementation of policies, plans and programs that result in the use of a wider range of transportation alternatives, including public transit and bicycles.

TDM can include alternative travel modes, such as carpooling, van pooling and mass transit. In addition, employee flex-time work schedules that reduce peak hour travel and associated traffic congestion may also be considered. The Riverside County Transportation Commission (RCTC), in response to state mandates, has prepared a regional Congestion Management Program. This program required the City of Banning and other cities to prepare TDM ordinances or risk the loss of federal transportation funds. The City has adopted a TDM ordinance.

### Traffic Calming

Traffic calming is a useful tool available to the City to slow traffic in residential neighborhoods, and discourage shortcuts through these neighborhoods. The advantages of traffic calming must always be balanced, however, with the requirements of emergency vehicles.

Traffic calming can include such design features as curvilinear streets, speed humps and raised intersections, traffic circles or roundabouts, stop signs on through streets, and narrowed intersections. Using these design features improves safety by slowing traffic to 30 miles per hour or less. The restriction or blocking of turning movements can also be used effectively in traffic calming, particularly to reduce cut-through, or short cut traffic in neighborhoods.

## **ALTERNATIVE TRANSPORTATION**

### **Pedestrian, Equestrian, Bicycle and Golf Cart Circulation**

The General Plan and associated documents support planning that allows and enhances access to commercial services and places of employment and recreation without the essential use of motorized vehicles. In this regard, master planning sidewalks, bike lanes, off-street trails and golf cart routes is especially important along major roadways in the community.

#### Pedestrian and Equestrian Trails and Bike Paths

The City's adopted Parks and Recreation Master Plan includes a proposed trails system that would provide access from parks, city streets, and the surrounding community via urban, foothill and wash/hill trails. Two short, minimally developed urban trail segments currently exist in the City and are associated with the proposed trail system. The City has also approved, or is currently reviewing, several equestrian trails within and adjacent to private subdivisions.

There are currently no bikeways within the planning area. Several Class II and III bikeways have been proposed along City streets. However, development of a network of bikeways is constrained by the existing condition of street right-of-ways. Future bike routes should be planned to provide safe routes for intra-City bicycle traffic and should be clearly marked and striped. Where possible, they should be designed as one-way bike routes, which flow in the same direction as adjacent automobile traffic. Combination sidewalks/bikeways require an eight-foot width. These multi-use lanes will also serve as links to recreational facilities throughout the community. Policies and programs specifically addressing the need for trails and bicycle lanes are included in the Parks and Recreation Element.

#### Sidewalks

Within some portions of the City, sidewalks are non-existent or discontinuous, limiting their usefulness as safe alternatives to vehicle travel. As previously noted, rights-of-way along City roadways are inconsistent, limiting the potential for bikeway development. When considering future development, pedestrian and bicycle accommodation and safety should be given emphasis equal to that currently given to automobile access. This is particular true of collector and arterial roadways, where more traffic increases the hazards to pedestrians.

Another area where sidewalks are an important asset is in the historic Downtown of the City (between the I-10 right of way and Williams, and between 8<sup>th</sup> Street and Alessandro). Pedestrian access in this area is a function of economic development for this area, and should be considered in all future development and redevelopment plans.

Conversely, sidewalks on local, neighborhood roadways may not be necessary, particularly in established neighborhoods where roadways have been developed to their ultimate right-of-way,

and the addition of sidewalks would impact front yards and affect the character of the neighborhood.

Finally, sidewalks in proximity to schools provide children with a safe route to school. They are not currently available at all City schools.

### Golf Cart Facilities

Golf cart use on public rights of way is controlled by state regulations, and provides a convenient, low impact alternative to access convenient commercial development, as well as parks and public services. Golf carts to be used on the public golf cart routes must meet specific physical requirements set forth in the City golf cart plan, must be certified as "road ready" by the City and carry an appropriate permit sticker. Golf cart operators must carry a valid California Driver's license, have proof of insurance, be equipped with seatbelts and appropriate child safety equipment, and be properly maintained. In order to implement a golf cart route system, the City is required to prepare and adopt a Golf Cart Plan and associated implementing ordinances.

Currently there are no existing golf cart facilities in the planning area, outside of private golf development in the Sun Lakes Country Club. Issues related to development of golf cart facilities are similar to those for trail and bikeway development, in that existing facilities that would accommodate development of cart paths do not exist or are discontinuous in some areas.

## **Public Transportation**

### Banning Transit Services

In 2004 the Banning Municipal Transit System provides fixed route bus service along three routes, two of which are in Banning and one east to Cabazon. There are five City-owned vehicles, three of which are in revenue service and two of which are in reserve. All are powered by compressed natural gas (CNG), and are equipped with bicycle racks. All are ADA compliant, with wheelchair lifts and tie-down stations.

The transit system also operates a Dial-A-Ride service that provides elderly and disabled persons in Banning with curb-to-curb transit services. In addition, Dial-A-Ride is the ADA complementary para-transit provider for the City's fixed route bus service. The Dial-A-Ride program operates two vehicles in revenue service, and one in reserve, all gasoline powered. All Dial-A-Ride vehicles are ADA compliant, with wheelchair lifts and tie-down stations.

In May 2002, the Banning City Council approved the final Pass Area Transit Plan. The Transit Plan establishes the Pass Transit System, which consists of two independent transit systems, the Banning Municipal Transit System and the Beaumont Municipal Transit System. The Plan provides for a coordinated service area including the cities of Banning and Beaumont, the unincorporated areas of Cabazon and Cherry Valley, and the commercial area of the Morongo Band of Mission Indians Reservation. The Plan provides fixed route and dial-a-ride services.

The transit-needs study conducted for the Plan identified service related issues associated with the existing transit systems. It also identified areas not addressed in the Transit Plan requiring additional study or resources. These needs will be addressed in future transit plans, and include

service for non-traditional work shifts in the region, students, elimination of one-way loops to reduce ride time on local routes, adjusting route schedules to provide timed transfers between routes, relocation of transfer points and development of a transit center.

Regional bus service is provided by the Riverside Transit Agency (RTA), which provides services to Hemet/San Jacinto (Route 31), Moreno Valley (Route 35), and Calimesa/Redlands (Route 36), from the bus stop at Kmart on Highland Springs.

### Railroad

Rail service facilities through the Pass area, and the City of Banning, can carry approximately 60 trains per day, most of which are freight. Regional freight transfer facilities are located in West Colton. Local facilities carry approximately 60 trains per day, most of which are freight. Trains average approximately 7,000 feet in length and generally travel up to 60 miles per hour (mph) in the planning area. UPRR is expanding rail facilities between Los Angeles and Houston, Texas to facilitate increases in rail traffic. Rail lines in the planning area are designated Centralized Track Control (CTC).

There are currently no passenger services available in Banning, although a passenger rail station did operate in the past.

There are four at-grade railroad crossings in the City. These occur at Hargrave Street, San Gorgonio Avenue, 22<sup>nd</sup> Street, and Sunset Avenue. Grade separated crossings occur at 8th Street and Highland Springs Avenue. The City should explore federal, state, City and UPRR cost sharing arrangements for grade separation of at-grade crossings in conjunction with the California Public Utilities Commission.

Construction of drill spurs is possible to provide rail access to adjoining passenger or industrial uses. Sidings, switches, and additional track linkage would also be required to provide this access. Additional costs would also be associated with any special engineering requirements and potential engineering constraints.

### Banning Municipal Airport

The Banning Municipal Airport is classified by the National Plan of Integrated Airport Systems (NPIAS) as a General Aviation airport. The airport includes 65 hangars and 32 tie downs, with a 5,200 foot runway.

The airport is capable of accommodating most private single-engine and corporate jet aircraft, as well as helicopters. It averages approximately 10 to 15 takeoffs and landings daily and about 12,000 operations per year. Air traffic is primarily comprised of private, two-engine fixed-wing aircraft. There is no control tower at the airport, so all operations operate under Visual Flight Rules (VFR). Unicom service is provided from 8 a.m. to 5 p.m., every day. Fueling service is also available.

An approximately \$750,000 improvement asphalt overlay project is planned, and will be funded from Federal Aviation Administration grant monies.

### **Major Utility Corridors**

Major corridors and easements for the transport of natural gas, electricity, communications, domestic water and sewage, and storm drainage are also important components of the Circulation Element. Generally, the need for utility corridors is met through the provision of easements in or adjacent to City streets and along common lot lines.

A major electric corridor occurs immediately south of the Banning Bench. The right of way for the two 220 kV transmission lines in this area is approximately 500 feet in width. Additional 115 kV transmission lines occur in the southern end of the City, and along the San Bernardino Mountains.

Two major high-pressure natural gas pipelines traverse the City, and transport natural gas far beyond the City's boundaries. A 30 inch line occurs under Lincoln Street through the City. Another 30-inch pipeline transects the City in a northwesterly direction from Hargrave and Wilson to Highland Springs Avenue. Two crude oil (16") or petroleum (12") lines occur on the south side of the City, from the airport southwesterly to Wesley, then westerly to the western City limits. Please see Exhibit V-11, Natural Gas and Fuel Lines.

Future land use planning, including the development of subdivisions and the processing of development applications, will require coordination between the City, developers, utility companies, and other service providers to assure the availability and provision of easements and rights of way for the extension of roads, utility lines, and public services.

## **FUTURE DIRECTIONS**

### **Special Issues**

In the development of the 2005 traffic study for the General Plan, six issues were identified which required particular attention. These are individually described below.

#### State Route 243

The City's 1994 Circulation Element included a connection from 8<sup>th</sup> Street to State Route (SR) 243. This connection does not currently (2004) exist, but was proposed as a future roadway. 8<sup>th</sup> Street from Interstate 10 to SR 243 was required to be a Major Highway. The current connection between I-10 and SR 243 is south on 8<sup>th</sup> Street from I-10 to Lincoln, east on Lincoln to San Gorgonio, and south on San Gorgonio to SR 243. Current volumes on SR 243 are approximately 4,000 vehicles per day. At buildout, it is expected that SR 243 will carry approximately 8,000 trips per day. The buildout trips, although double the current trips generated by SR 243, will not impact the City's street system, and can be absorbed on the streets currently used to make this connection, as described above. It was therefore determined that 8<sup>th</sup> Street south of I-10 was required to be a Secondary Highway, not a Major Highway, at buildout of the General Plan, and that the connection to SR 243 was not required for traffic flow.

A direct connection from a State Highway to an Interstate Highway is always preferred by CalTrans. In consultation with CalTrans (California Department of Transportation), the City has considered alternative alignments for SR 243, which are included in the General Plan traffic study. Should CalTrans or the City wish to change the current on-street connection to a direct

connection, a potential alignment has been depicted on Exhibit III-6, Proposed General Plan Street System. However, since the impacts to the City's streets from SR 243 traffic is not considered to significantly impact City roadways, realignment should be considered a low priority.

#### Additional Freeway Interchange Capacity

The traffic analysis for this General Plan showed unacceptable levels of service during the peak hour at several I-10 ramp intersections, as discussed above. The study considered the potential of expanding existing interchange capacity, however, right of way is severely constrained, the under-crossings existing at 8<sup>th</sup> Street and Hargrave are undersized and would be extremely costly to widen.

As a result, the City will require an additional freeway interchange at Cottonwood Road (North - South) on the east end of the City. The added interchange at Cottonwood will alleviate congestion at 8<sup>th</sup> Street and Hargrave interchanges.

CalTrans plans to widen I-10 in the future, by adding one lane in each direction. Given the costs associated with this widening, and the cost of the interchanges, a coordinated construction program of widening and interchange additions would likely be most cost effective.

#### Highland Home Road/Cherry Valley Boulevard/Brookside/18<sup>th</sup> Street/Highland Springs

The General Plan roadway system has shown Highland Home connecting to Cherry Valley Boulevard in the City of Beaumont. The extension of Highland Home however, could connect to the west at Brookside Avenue in Beaumont. Further, Highland Springs is planned to extend to the northeast to Bluff Street, to provide access to the Black Bench area, and a second connection from the Banning Bench to the City. This connection could also be made through the extension of 18<sup>th</sup> Street to the northeast.

In all cases, traffic flow will not be significantly affected, insofar as traffic volumes on these streets in this area are not expected to be high. The Recommended General Plan Street System shows these streets in their currently envisioned configuration. However, as development occurs and the feasibility of the extensions is considered, flexibility is included in this General Plan to allow changes to the street system in the future.

#### At Grade Railroad Crossings

The City has two grade separated railroad crossings at streets with I-10 interchanges. The other four existing or planned interchanges must also be improved to include grade separations, in order to maintain acceptable levels of service. A grade separation is included in the Transportation Uniform Mitigation Fee (TUMF) program for the Sunset Avenue interchange. The others are not in the TUMF program.

The City will need to aggressively pursue grade separations for the railroad tracks at all interchanges. This should include the preparation of feasibility studies, the securing of all available funding, and the cooperation of the development community. Although construction of these facilities may not occur in the near term, the planning must be initiated immediately, in order for the City to be able to implement the construction in the future.

Lincoln Street and Westward avenue west of Sunset Avenue

The 1994 Circulation Element included the extension of both Lincoln and Westward from Highland Home to Sunset. Both these roadways occur currently east of Sunset. West of Highland Home, only one roadway, Sun Lakes Boulevard, currently occurs. The traffic study for this General Plan considered the traffic volumes generated south of I-10 on Sunset, and the potential volumes for Lincoln and Westward east of Sunset. The study found that Westward will have sufficiently low volumes so as to require a 2 lane collector east of Sunset. Lincoln is projected as a Major Highway from Highland Home easterly, as is Sun Lakes Boulevard. Traffic volumes will result in LOS C or better for both Lincoln and Westward in this area. Therefore, the elimination of Westward west of Sunset will not have a negative effect on east-west traffic south of I-10.

Level of Service Policy

The traffic study for the 2013 General Plan Amendment to revise the city-wide LOS standards, Amendment found that the City will be able to maintain LOS D on City streets. LOS D does not represent a significant degradation in traffic flow. When balancing the need for an efficient traffic system and the widening of streets to accommodate peak hour traffic, it appears that changing the City's requirement from LOS C to LOS D will not result in a significant negative effect.

Alternative Transportation

As cited above, existing rights-of-way on City streets are not adequate to allow for development of non-motorized transportation. The City has generally been able to secure right-of-way from new development as it occurs to provide full-width mid-block roadway improvements, but the process can be time consuming and costly.

New development should be required to provide separate paths for bicycles and/or equestrians, pedestrians and golf carts to assure safety and avoid conflicts. Equestrian trails should be included in projects developed south of the railroad right-of-way, as well as a connection to the San Bernardino and San Jacinto mountains.

Bicycle and golf cart parking facilities should be integrated into the design of commercial office and public land uses. Connectivity should also be a primary goal of residential design and should emphasize easy accessibility within and between neighborhood and commercial services to maximize the opportunities for pedestrian, bicycle, equestrian and golf cart access by short and direct trips. This planning focus will also help to shorten vehicle trips for residents who must use their automobiles.

Public transport out of the City is limited, particularly into the Inland Empire communities to the west. As development occurs in the City, and increased pressure is brought to provide service and lower vehicular trips on a regional level, additional public transportation will become necessary.

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## GOALS, POLICIES, AND PROGRAMS

### Goal

A safe and efficient transportation system.

### Policy 1

The City's Recommended General Plan Street System shall be strictly implemented.

#### Program 1.A

Street rights of way shall be 134 feet for Urban Arterial Highways, 110 feet for Arterial Highways, 100 feet for Major Highways, 88 feet for Secondary Highways, 78 feet for Divided Collectors, 66 feet for Collectors, and 60 feet for Local Streets. Local street standards can be amended as described in Policy 2.

**Responsible Agency:** Community Development Department, Public Works Department, Planning Commission, City Council

**Schedule:** Ongoing

#### Program 1.B

The City's Public Works roadway standards shall be amended to match the standards contained in this General Plan.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

#### Program 1.C

Minimum lane width for all City streets shall be designed at 12 feet.

### Policy 2

Local streets shall be scaled to encourage neighborhood interaction, pedestrian safety and reduced speeds.

#### Program 2.A

The design of new local streets can vary from the City's standard of 60 foot right-of-way, 40 foot paved width, under the following conditions:

1. The minimum travel lane width shall be 12 feet.
2. Parking shall be provided on at least one side of any public street. Parking lanes shall be a minimum of 8 feet in width.
3. Parking may be eliminated on private streets, if provisions are made in Conditions, Covenants and Restrictions (CC&R's) for enforcement by the Homeowners' Association.
4. Landscaped traffic circles, chokers, and center islands are encouraged, but must meet the requirements of the Fire Department.
5. The minimum parkway width shall be 10 feet.
6. Linear sidewalks are discouraged. Meandering sidewalks, which provide landscaping and street trees adjacent to the curb, shall be included in local street design.

The design of local streets varying from the City's standard, shall be included in the Tentative Tract Map application, and shall be reviewed by the Planning Commission and approved by the City Council.

**Responsible Agency:** Community Development Department, Public Works Department, Planning Commission, City Council

**Schedule:** Ongoing

**Program 2.B**

Existing local streets will be inventoried, and a master plan of potential improvements designed to improve their aesthetic and safety, including landscaped medians, sidewalks and traffic calming devices, shall be developed, cost engineered, and implemented.

**Responsible Agencies:** Public Works Department, Planning Commission, City Council

**Schedule:** Ongoing

**Policy 3**

The City shall establish and maintain a 5-Year Capital Improvement Program for streets.

**Program 3.A**

The Public Works Department shall establish a Capital Improvement Program for 5 years, and update it annually.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Policy 4**

Proactively participate in regional transportation planning.

**Program 4.A**

Maintain active relationships with the City of Beaumont, the County of Riverside, the Western Riverside County Council of Governments, the California Department of Transportation and the Morongo Band of Mission Indians to share information and promote comprehensive transportation planning in the region.

**Responsible Agency:** Public Works Department, City Manager's Office, City Council, City of Beaumont, County of Riverside, WRCOG, CalTrans, Tribe

**Schedule:** Ongoing

**Program 4.B**

Aggressively pursue Banning projects in the Transportation Uniform Mitigation Fee (TUMF) program, particularly the addition of projects to the TUMF project list, including grade separated road crossings.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Program 4.C**

Aggressively pursue the design and development of interchange at Cottonwood Road (North - South), including all sources of funding, and the coordination of I-10 widening with the installation.

**Responsible Agency:** Public Works Department, City Manager's Office, City Council, CalTrans, Railroad

**Schedule:** Ongoing

**Policy 5**

Consider amendments to the Highland Home/Highland Springs/18<sup>th</sup> Street/Brookside street configurations based on public safety, design feasibility and area needs.

**Policy 6**

The City shall maintain peak hour Level of Service D or better on all local roadways and intersections.

**Program 6.A**

Periodically review current traffic volumes and the actual pattern of development to coordinate, program and, as necessary, revise road improvements.

**Policy 7**

New development proposals shall pay their fair share for the improvement of street within and surrounding their projects on which they have an impact, including roadways, bridges, grade separations and traffic signals.

**Policy 8**

Traffic calming devices shall be integrated into all City streets to the greatest extent possible and all new streets shall be designed to achieve desired speeds.

**Policy 9**

Street trees within the City right of way shall be preserved, unless a danger to the public health and safety or if the tree is diseased.

**Program 9.A**

Sidewalks in areas with street trees shall be designed to "wrap around" the tree if they are added to an existing neighborhood.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Policy 10**

Sidewalks shall be provided on all roadways 66 feet wide or wider. In Rural Residential land use designation pathways shall be provided.

**Program 10.A**

The Public Works Department shall prepare an inventory of discontinuous sidewalks on all qualifying roadways, and fund individual projects through the Capital Improvement Program annually.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** Ongoing

**Program 10.B**

All new development proposals located adjacent to qualifying roadways shall be required to install curb, gutter and sidewalk concurrent with construction.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** Ongoing

**Program 10.C**

The City shall develop procedures to address neighborhood sidewalk needs as they are requested by that neighborhood.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Program 10.D**

Work with the School District to develop safe routes to school.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Policy 11**

Sidewalks or other pedestrian walkways shall be required on all streets within all new subdivisions.

**Policy 12**

In the absence of a vehicular grade separation, the City shall aggressively pursue a grade separated pedestrian access across San Gorgonio, to assure that high school students do not have to cross the railroad tracks on their way to and from school.

**Policy 13**

Pedestrian access in the Downtown Commercial designation shall be preserved and enhanced.

**Program 13.A**

All development and redevelopment proposals for the Downtown area shall include enhanced sidewalk, pedestrian walkway, lighting and landscaping designs and assure connections to existing and planned sidewalks.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** As development proposals are presented

**Policy 14**

The City shall aggressively pursue the construction of all-weather crossings over General Plan roadways.

**Program 14.A**

The Public Works Department shall prioritize the need for bridges listed in this Element, develop preliminary cost estimates, identify and pursue sources of funding, including developer funding, for each facility.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** Ongoing

**Program 14.B**

All new development proposals shall pay their fair share of bridge construction needed to serve their project.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** Ongoing

**Policy 15**

The City shall develop a Golf Cart Plan compliant with state requirements.

**Program 15.A**

The City shall develop a golf cart plan and associated ordinances and other required implementation programs.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** As budget allows

**Policy 16**

Golf cart paths and facilities shall be funded, to the greatest extent possible, by new development.

**Program 16.A**

The routing and facilities required in the Golf Cart Plan shall be incorporated into the Development Impact Fee when the Plan is adopted.

**Responsible Agency:** Public Works Department

**Schedule:** As opportunity arise

**Program 16.B**

Golf cart facilities shall be incorporated into new project plans located on golf cart routes.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** Ongoing

**Policy 17**

Encourage the expansion of an integrated Pass transit system.

**Program 17.A**

The City will explore the potential for either bus or rail connection to the Metrolink transit system.

**Responsible Agency:** City Manager's Office, Community Services Department

**Schedule:** Ongoing

**Policy 18**

The City shall review its transit service to major regional attractions, and intra-City recreational locations in future planning efforts, based on need.

**Policy 19**

Bus pullouts shall be designed into all new projects on arterial roadways, to allow buses to leave the flow of traffic and reduce congestion.

**Program 19.A**

Bus pullouts will be retrofitted on built-out streets, wherever possible.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** Ongoing

**Policy 20**

Promote the location of a passenger rail station for long distance and commuter rail service.

**Policy 21**

Update the Airport Master Plan every five years to meet the needs of the general aviation, business and tourism segments of the community.

**Program 21.A**

Land use designation decisions within the area of influence of the airport shall be specifically reviewed to assure compatibility.

**Responsible Agency:** Planning Commission, City Council

**Schedule:** Ongoing

**Program 21.B**

Work with the Chamber of Commerce, the Morongo Band of Mission Indians, and other interested parties to provide services which meet the needs of passenger and freight transport.

**Responsible Agency:** Airport Management, Economic Development staff, Chamber of Commerce, Morongo Band of Mission Indians, City Council

**Schedule:** Ongoing

**Policy 22**

Maintain an accurate mapping of all utility corridors.

**Program 22.A**

The Building Department shall inventory and map transmission utility easements on the Land Use Map (including electric, fiber optics, natural gas and petroleum).

**Responsible Agency:** Building Department, Planning Department

**Schedule:** As budget allows

**Policy 23**

The City shall purchase and/or replace its fleet of vehicles with alternate fuel vehicles when available to the greatest extent possible, and shall encourage other agencies to do the same.

**Policy 24**

Public alleys throughout the City shall be maintained to be useful and safe at all times.

**Program 24.A**

The City shall create a downtown alley master plan and where appropriate pave, light and otherwise improve alleys.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Program 24.B**

The Public Works Department shall inventory all public alleys, determine which are necessary, and vacate those that are not.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** As budget allows

**Policy 25**

The City shall develop and implement plans for a coordinated and connected bicycle lane network in the community that allows for safe use of bicycles on City streets.

**Program 25.A**

The City shall inventory all streets for potential Class I, Class II and Class III bikeways, and shall program their installation in its Capital Improvement Program.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department; Planning Commission; City Council

**Schedule:** As budget allows

**Program 25.B**

Class I bikeways and sidewalks should be installed on both sides of Wilson Street, Ramsey Street, and Lincoln Street, and other major streets where sufficient right-of-way is available.

**Responsible Agency:** Engineering Division; Public Works Department

**Schedule:** Ongoing

**Program 25.C**

Class II bikeways and sidewalks should be designated on all existing arterial streets that have sufficient width to safely accommodate bicycle travel lanes.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department

**Schedule:** As budget allows

**Program 25.D**

The City should designate Class III bikeways only where Class I and Class II facilities are not feasible.

**Responsible Agency:** Planning Department; Public Works Department

**Schedule:** As budget allows

**Policy 26**

The City should continue to work with the Morongo Band of Mission Indians and neighboring cities and communities to create a regional bicycle and trail network.

**Policy 27**

The City shall provide for a comprehensive, interconnected recreational trails system suitable for bicycles, equestrians and/or pedestrians.

**Program 27.A**

Evaluate the practicality of utilizing flood control channels for multi-use trails, where flooding and safety issues can be accommodated, and negotiate inter-agency agreements for this purpose.

**Responsible Agency:** Planning Department

**Schedule:** As opportunity arise

**Program 27.B**

Evaluate the practicality of developing a multi-use trails system along the Banning Bench adjacent to and extending into San Bernardino National Forest lands, where environmental and safety issues can be accommodated, and negotiate inter-agency agreements with the U.S. Forest Service for this purpose.

**Responsible Agency:** Planning Department, U.S. Forest Service/San Bernardino National Forest

**Schedule:** As opportunity arise

**Program 27.C**

Establish a multi-purpose trail between Dysart Park and Smith Creek Park, suitable for equestrian, bicycle and pedestrian use.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** Ongoing as development occurs

**Policy 28**

Motorized vehicles shall be prohibited on City trails.

**Program 28.A**

The City shall develop a non-motorized trail system and associated ordinances and other required implementation programs.

**Responsible Agency:** Public Works Department, Planning Commission, City Council

**Schedule:** As budget allows

**Program 28.B**

The non-motorized trail system shall be funded, to the greatest extent possible, by new development.

**Responsible Agency:** Public Works Department

**Schedule:** As development opportunity arises

**Program 28.C**

The routing and facilities required in the non-motorized trail system Plan shall be incorporated into the Development Impact Fee when the Plan is adopted.

**Responsible Agency:** Public Works Department

**Schedule:** As opportunity arises

**CERTIFICATION:**

I, Marie A. Calderon, City Clerk of the City of Banning, California, do hereby certify that the foregoing Resolution No. 2013-32 was duly adopted by the City Council of the City of Banning at a regular meeting thereof held on the 26<sup>th</sup> day of March, 2013, by the following vote, to wit:

AYES:

NOES:

ABSENT:

ABSTAIN:

---

Marie A. Calderon, City Clerk  
City of Banning, California

**Exhibit "B"**  
**Existing General Plan Circulation Element**

## **CIRCULATION ELEMENT**

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### **PURPOSE**

The purpose of the Circulation Element is to provide goals, policies, programs and standards that correlate the City's transportation system with the types, intensities and locations of land uses within the City. It addresses those segments of the local transportation system that interface with and serve as extensions of the regional system connecting the City of Banning with the broader Pass Region and other communities in Southern California. The Circulation Element also serves as the blueprint for future land use policy decisions and social and economic development efforts.

### **BACKGROUND**

Due to its close interrelatedness, the Circulation Element is an outgrowth of City and regional land use planning. In addition to its effects on the physical, social and economic environment of the City, the Circulation Element also has a direct relationship with the Housing, Open Space, Noise and Air Quality elements. Being integrally tied to the Land Use Element, the Circulation Element is predictably influenced by the types, intensities and distribution of land uses within the community and surrounding area.

Local and regional air quality issues are closely related to the efficiency of the local and regional transportation system. As the City of Banning and the Pass Region continue to grow, vehicle miles will increase, and travel speeds will be reduced, resulting in higher emissions per mile traveled. The policies and programs established by the Circulation Element can play an important role in maintaining and enhancing the flow of traffic and preserving air quality in the community.

The Circulation Element has been developed to serve as a comprehensive transportation management strategy, incorporating analysis of existing conditions within the City, as well as projected future development based on the buildout of the General Plan Land Use Map (see Land Use Element). It sets forth specific goals, policies and programs, which are based upon an engineering and computer modeling analysis of existing and projected future traffic conditions. Future traffic conditions have been forecasted utilizing the Pass Area Model (PAM), anticipated buildout land use patterns and intensities, projected regional growth expected to impact City streets and roadways, and a wide range of socioeconomic data and assumptions.

In addition to vehicular traffic, other modes of transportation important to the City are included in the Circulation Element: air traffic and the Banning Municipal Airport; rail traffic; public transportation; and alternative transportation.

California Government Code sets forth the information and data analysis requirements of the Circulation Element. Government Code Section 65302(b) requires that the element describe

major thoroughfares and that their planned development be closely coordinated with the Land Use Element of the General Plan.

It is also required that the Circulation Element include development or improvement standards that are responsive to changes in demand for capacity created by implementation of the Plan. Government Code Sections 65103 (f) and 65080, et seq., require that the City coordinate Circulation Element provisions with applicable regional and state transportation plans. In the Banning General Plan Planning Area, the following agencies are responsible for preparing these transportation plans: County of Riverside, Morongo Band of Mission Indians, Southern California Association of Governments (SCAG) and California Department of Transportation (CalTrans). The state is also required to coordinate its planning efforts with those of local jurisdictions (§65080(a)), with the federal government being under a similar mandate (§134, Title 23 of the U.S. Code).

### **Indicators Of Roadway Efficiency**

The efficient movement of vehicular and non-vehicular traffic on local and regional roadways is critical to the normal day-to-day functioning of a community. Consequences resulting from obstructions in traffic flow may include economic loss due to delays in transporting goods, increased psychological stress for the traveling public, and increased risk for motor vehicle accidents. The efficiency of a particular roadway can be determined by assessing the roadway's capacity, level-of-service, and average daily traffic volume, each of which is described below.

#### Level-of-Service

Roadway capacity is defined as the number of vehicles that may pass over a section of roadway in a given time period under prevailing conditions. Roadway capacity is most restricted by intersection design and operation. The capacity of a roadway and the degree to which that capacity is being utilized is typically described as the roadway's "Level-of-Service" (LOS). Level-of-Service is a qualitative measure of the efficiency of traffic flow and is defined by alphabetical connotations, ranging from "A" through "F," that characterize roadway operating conditions.

LOS A represents an optimum or free-flowing condition, and LOS F indicates extremely slow speeds and system failure. Levels-of-Service are represented as volume-to-capacity (V/C) ratios, or vehicle demand divided by roadway capacity. V/C ratios smaller than 1.00 imply better operational characteristics and levels-of-service. V/C ratios that exceed 1.00 imply worse operating conditions and LOS F, where traffic demand exceeds roadway capacity. The table below defines the various LOS classifications.

Table III-14

Level of Service	Roadway Level Of Service Description
	Quality of Traffic Flow
A	Primarily free-flow operations at average travel speeds usually about 90 percent of the free-flow speed for the arterial classification. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalised intersections is minimal.
B	Reasonably unimpeded operations at average travel speeds usually about 70% of the free-flow speed of the arterial classification. Ability to maneuver within the traffic stream is only slightly restricted. Stopped delays are not bothersome, and drivers generally are not subject to appreciable tension.
C	Traffic operations are stable. However, mid-block maneuverability may be more restricted than in LOS B. Longer queues, adverse signal coordination, or both may contribute to lower average travel speeds of about 50% of the average free-flow speed for the arterial classification. Motorists will experience some appreciable tension while driving.
D	Borders on a range where small increases in flow may cause substantial increases in approach delay and decreases in arterial speed. LOS D may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these factors. Average travel speeds are about 40% of the free-flow speed. For planning purposes, this level-of-service is the lowest that is considered acceptable.
E	Characterized by significant approach delays and average travel speeds of one-third or less of the free-flow speed. Typically caused by some combination of adverse progression, high signal density (more than two signalised intersections per mile), high volumes, extensive queuing, delays at critical intersections, and/or inappropriate signal timing.
F	Arterial flow at extremely slow speeds, below one-third to one-fourth of the free-flow speed. Intersection congestion is likely at critical signalised intersections, with high approach delays and extensive queuing. Adverse progression is frequently a contributor to this condition.

Source: p. 11-4, Highway Capacity Manual, Special Report 209, Transportation Research Board, 1994.



Traffic engineers and transportation planners are involved in on-going efforts to strike a balance between providing ideal roadway operating conditions and controlling the costs of infrastructure and right-of-way needed to assure those conditions. For General Plan purposes, LOS C is assumed to be the "acceptable" level-of-service for all General Plan roadways within the City, and LOS D at Freeway interchanges. CalTrans' policy for State Highway 243 and Interstate 10 is that LOS D will be maintained.

Typically, capacity can be increased by adding travel or turning lanes, constructing raised medians, alternative means of transportation, and/or restricting vehicle access to a roadway. By reducing the number of vehicle conflict points, traffic flow on a roadway can be substantially improved, avoiding the loss of capacity caused by disruptions to traffic flow resulting from vehicles entering or leaving the roadway (see Section III-B-3, Draft General Plan EIR for more information about mitigating traffic impacts).

#### **Average Daily Traffic Volumes**

Average Daily Trips (ADT) is the total number of vehicles that travel a defined segment of roadway over a twenty-four hour period. ADT is a useful benchmark number for determining various roadway configurations and design aspects. The peak hour ADT, which is the highest volume of traffic to pass over a segment of roadway during an hour period, is also a useful means of determining a roadway's capacity and level-of-service. Traffic counts at intersections can provide an even more detailed picture of existing and future operating conditions at intersections.

Roadways are generally classified in a hierarchical manner, according to the number of vehicle lanes provided. Table III-15, below, lists the various roadway types/cross-sections found in the planning area and the maximum daily traffic volumes each type of roadway can accommodate at various levels-of-service. For example, for a Major Highway to operate at LOS C, it should accommodate no more than 30,400 vehicle trips per day, with a design capacity of 24,000 vehicle trips per day. These roadway capacities are "rule-of-thumb" estimates, which may vary depending upon site-specific factors, such as the number and configurations of intersections, roadway grades, sight distance, percentage of truck and bus traffic, and degree of access control.

**Table III-15  
Level-of-Service Volumes/Capacity Values  
For Various Roadway Classifications**

Classification	Roadway Width (Ft.)	Number of Lanes	Maximum Two-Way Average Daily Traffic Volume Level of Service		
			C	D	E
Collector	60	2	12,800	14,400	16,000
Secondary Highway	80	4	24,000	27,000	30,000
Major Highway	100	4	30,400	34,200	38,000
Major Highway	110	4	30,400	34,200	38,000
Major Highway	134	6	47,200	53,100	59,000

<sup>c</sup> Source: City of Banning General Plan Update Traffic Study 2004

### **CURRENT CONDITIONS**

The City of Banning and other communities in the Pass Region form a continuous and interconnected suburban development pattern, tied together by U.S. Interstate-10 and a network of arterial roadways. A variety of physical influences and constraints, including the geography of the City and the region, and the existing roadway network, affect traffic flows and the impacts of development on local roadways. The existing roadway network is further described in the General Plan EIR and its traffic study.

### **Major Regional Roadways**

Two major regional roadways provide primary access to the City: State Highway 243 and U.S. Interstate-10. U.S. Interstate-10 connects the Los Angeles region with Arizona and other cities and states to the east. State Highway 243 connects Banning and U.S. I-10 to the mountain community of Idyllwild, State Route 79, and the San Bernardino National Forest.

### **U.S. Interstate-10**

U.S. Interstate-10 is the major transportation route through the City of Banning. It is a critical part of the local road network, moving people and goods into and through the Pass region. Where it passes through the City, it is an eight-lane divided freeway. U.S. I-10 disrupts the internal circulation of the City as it bisects the City into distinct north and south communities. Currently, there are six access points to the City from I-10, via interchanges at the following streets (from east to west):

- Fields Road
- Ramsey Street
- Hargrave Street
- 8<sup>th</sup> Street
- 22<sup>nd</sup> Street
- Sunset Avenue
- Highland Springs Avenue

The eastern portion of the Highland Springs Avenue interchange is in the City limits; the western portion is in the City of Beaumont.

Although CalTrans is responsible for development and maintenance of this facility, I-10 has been designated as a component of the Riverside County Congestion Management Plan (CMP) System.

### **State Highway 243**

The designated State Highway begins on 8th Street south of I-10 and runs south to Lincoln Street. It continues east on Lincoln Street to San Geronio Avenue to the City limits, where it becomes the Banning-Idyllwild Panoramic Highway. State Highway 243 is designated a State Scenic Highway from the Banning City limits to State Route 74, 28.2 miles south, near the community of Idyllwild.

### **Major Local Roadways**

The City has facilitated the construction and maintenance of a variety of major roadways of local importance. These roadways have been built along a north-south grid that interconnects with major arterials, some of which also pass through adjacent jurisdictions, primarily to the west.

A variety of traffic data was collected to evaluate existing traffic conditions in the planning area, including traffic counts and estimations from studies conducted for the cities of Banning and Beaumont, CalTrans, and special site-specific traffic studies conducted for development projects in the planning area.

As defined in the City's existing (1994) Circulation Element, the street system is projected to include the following roadways. It is important to note that the 1994 Circulation Element did not use the street classification system used in much of Riverside County today.

### Major Highways

The General Plan defines Major Highways, or arterial streets, as those primarily for through traffic with limited access. These roadways are planned for 4 to 6 lanes in width at buildout. Arterials should connect residential, shopping, employment and recreational activities, but should not encroach upon neighborhoods. Roadways designated as arterial streets in the adopted General Plan include:

- Highland Springs Avenue - North and South of U.S. Interstate-10
- Highland Home Road -Cherry Valley Boulevard to southerly City limits
- Sunset Avenue - Gilman Avenue to Interstate 10

- 8<sup>th</sup> Street – Ramsey Street to State Route 243
- San Gorgonio – Lincoln to State Route 243
- Hathaway Street – Ramsey Street to Morongo Road
- ? → • 18<sup>th</sup> Street – Highland Springs Avenue to Highland Home Road
- Wilson Street – Highland Springs Avenue to Hathaway
- Ramsey Street – Highland Springs Avenue to Hathaway
- Sun lakes Boulevard – Highland Springs Avenue to Highland Home Road
- Lincoln Street – Highland Home Road to Hathaway

#### Secondary Highways

Secondary Highways are those that primarily receive traffic from arterials and distribute the movement within residential, commercial and industrial land use designations. These streets are planned for 4 lanes. The 1994 General Plan designates the following roadways as Secondary Highways:

- Sunset Avenue – Interstate 10 to Porter
- 8<sup>th</sup> Street - Wilson Street to Ramsey Street
- 4<sup>th</sup> Street – Wilson Street to Ramsey Street
- San Gorgonio Avenue - Wilson Street to Lincoln Street
- Hargrave Street – Wilson Street to Porter Road
- Cottonwood Road (North - South) – North of Ramsey to Porter Road
- Fields Road
- Porter Road – Sunset Avenue to Cottonwood Road (North - South)

#### Collector Streets

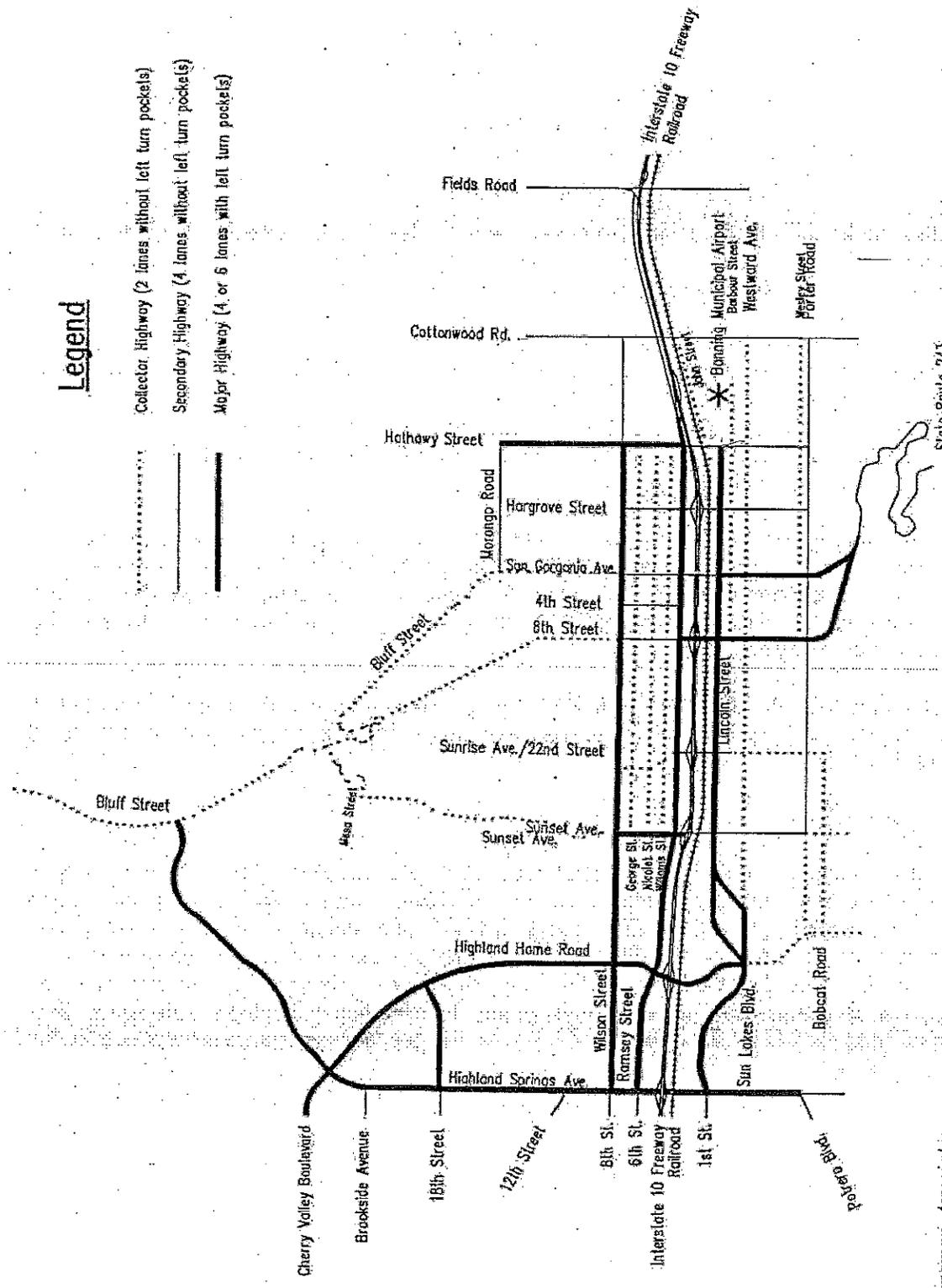
Finally, the General Plan identifies Collector streets. Collectors are planned as 2 lane roads. The 1994 General Plan Collector streets are:

- Highland Home Road – Westward Avenue to southern City limits
- Sunset Avenue – Wilson Street to Bluff Street
- Bluff Street – Northern City limits to San Gorgonio Avenue
- 22<sup>nd</sup> Street – Lincoln Street to Bobcat Road
- 8<sup>th</sup> Street – Bluff Street to Wilson Street
- San Gorgonio Avenue – Morongo Road to Wilson Street
- George Street – Sunset Avenue to Hathaway Street
- Nicolet Street - Sunset Avenue to Hathaway Street
- Williams Street - Sunset Avenue to Hathaway Street
- Westward Avenue - Sunset Avenue to Cottonwood Road (North - South)
- Barbour Street – 8<sup>th</sup> Street to Airport
- Wesley Street – 8<sup>th</sup> Street to Cottonwood Road (North - South)
- Porter Road – Highland Home Road to Sunset Avenue
- Bobcat Road – Highland Home Road to 22<sup>nd</sup> Street

The existing General Plan arterials are shown on Exhibit III-4, Existing General Plan Street System.

**Legend**

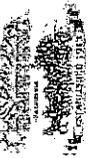
- Collector Highway (2 lanes without left turn pockets)
- Secondary Highway (4 lanes without left turn pockets)
- Major Highway (4, or 6 lanes with left turn pockets)



Source: Kutzman Associates

Exhibit

III-4



**Banning General Plan  
Existing General Plan Street System**

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Planning & Research, Inc.

## TRAFFIC AND CIRCULATION PLANNING FOR GENERAL PLAN BUILDOUT

In integral part of the General Plan is the City's roadway system. In order to assure that traffic is efficiently transported through the City in the future, a traffic study and associated model were prepared to analyze the impacts of the land use map on the City's street system. This traffic model identified deficiencies in the City's network of roadways, and led the City's traffic consultant to a series of recommendations for future improvements to assure the smooth flow of traffic. The traffic analysis summarized below is described fully in the General Plan EIR, and included in its entirety as an appendix to that document.

The traffic model utilized for this General Plan was a TRANPLAN model, which is utilized throughout the County for transportation planning. Since Banning is part of the Pass region, it was important to standardize the traffic analysis to conform to regional standards.

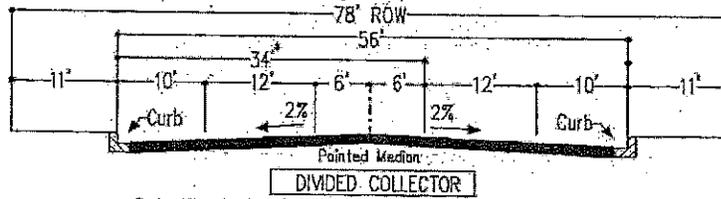
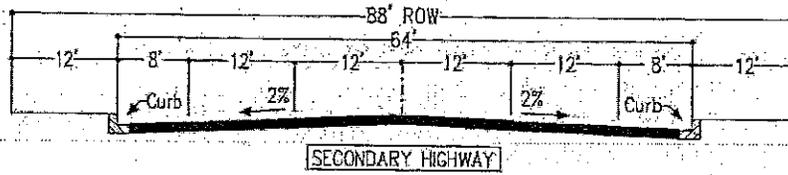
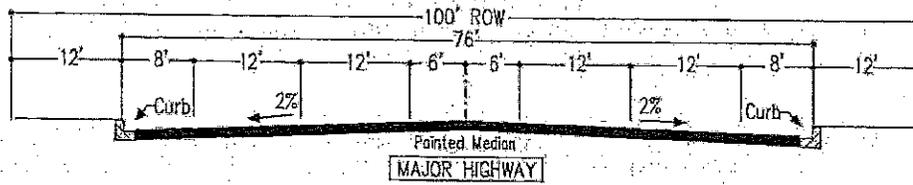
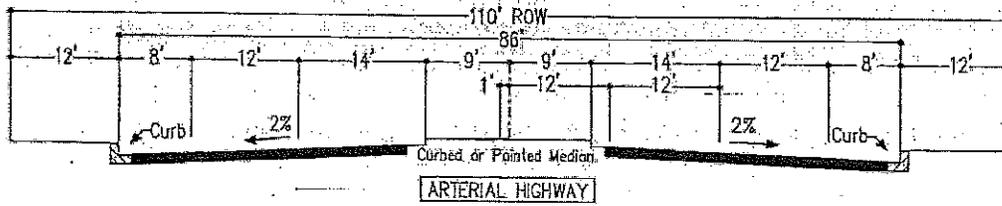
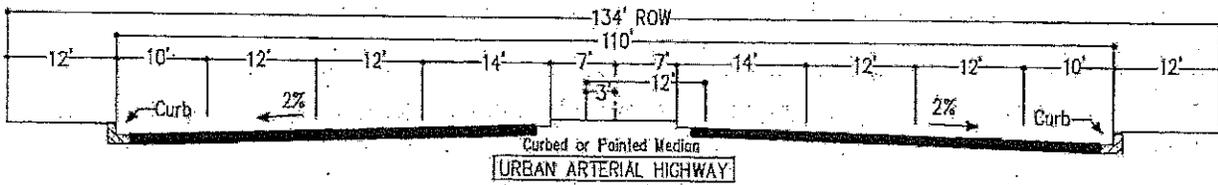
The traffic model divided the City into Traffic Analysis Zones (TAZs), which contained data on the land use in that zone, and the traffic which that land use would generate. It is important to note that some land uses are producers of traffic, while others are attractors for traffic. For example, residential land uses *produce* traffic, while retail commercial land uses *attract* traffic. Once the traffic model TAZs were assigned and their land use trip generation calculated, the trips were distributed on the roadway system.

The traffic modeling considered two issues: street segment impacts, and intersection impacts. Street segments were analyzed for average daily trips (ADT), while intersection impacts were analyzed for morning and evening peak hours (the hour in the morning or evening when the highest concentration of trips occurs, primarily controlled by commuter trips). A total of 23 intersections were analyzed.

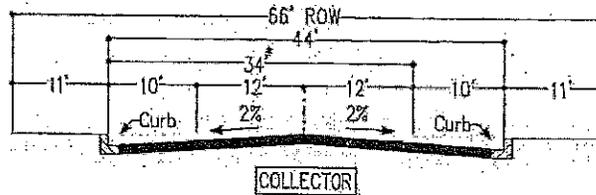
This led to conclusions on the needed size of streets, the areas where the street system would not function properly, and the types of improvements that would be necessary to make the street system work properly.

### Street Cross Sections

As previously stated, the 1994 Circulation Element street classification system is not consistent with the street classification system used in Riverside County. Because of the interconnectedness of roadways, and the City's location as one of a chain of cities in the County, the street cross sections described in this Circulation Element have been made consistent with County standards (see Exhibit III-5). In this way, the City can better integrate into regional transportation programs and plans, including the Transportation Uniform Mitigation Fee program and state and federal programs in the future. The new street classifications result in the following standards:



\*Part-width street section for an interior commercial or industrial street.



\*Part-width street section for all collector streets—34' improvements on 48' R/W.

Source: Kunzman Associates

Collector: 66 feet of right of way, with a 44-foot street section from curb to curb. This represents two lanes of traffic, with parking lanes on each side, and a parkway on each side.

Divided Collector: 78 feet of right of way, with a 66-foot street section from curb to curb. This represents two travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Secondary Highway: 88 feet of right of way, with a 64-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, and a parkway on each side.

Major Highway: 100 feet of right of way, with a 76-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Arterial Highway: 110 feet of right of way, with an 86-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Urban Arterial Highway: 134 feet of right of way, with a 110-foot street section from curb to curb. This represents six travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Local Streets (those streets not shown on the General Plan Recommended Street System): 60 feet of right of way, with a 40-foot street section from curb to curb. This represents two travel lanes, with parking lanes on each side, and a parkway on each side. Local street standards may vary as described in the Policies and Programs of this Element.

**Future Traffic Volumes**

The traffic model was used to estimate the number of trips which would be generated on the City's principal roadways. These estimates, and the current (2004) trips on these roadways are shown in Table III-16, below.

**Table III-16  
Existing Conditions Summary  
for Major Roadways in the Planning Area**

Roadway Link	Existing ADT	General Plan Buildout (ADT)
<b>8<sup>th</sup> Street</b>		
N of Wilson St.	7,494	7,494
S of Wilson St.	10,513	10,513
N of Ramsey	16,320	16,320
S of Ramsey	23,321	34,566
N of I-10 WB Ramps	21,232	34,566
S of I-10 WB Ramps	16,561	28,612
N of I-10 EB Ramps	17,261	28,612
S of I-10 EB Ramps	12,097	24,740
N of Lincoln	12,016	23,042
S of Lincoln	4,315	8,452
<b>Hargrave St.</b>		
N of Ramsey	10,823	19,930
S of Ramsey	15,046	43,562
N of I-10 WB Ramps	14,564	43,562
S of I-10 WB Ramps	10,433	34,038
N of I-10 EB Ramps	10,214	34,038
S of I-10 EB Ramps	5,325	39,082
N of Lincoln	5,325	36,487
S of Lincoln	3,214	36,487
<b>Lincoln St.</b>		
W of Hargrave	2,797	25,914
E of Hargrave	2,513	25,478
E. of 22 <sup>nd</sup> St.	2,300	
W. of 22 <sup>nd</sup> St.	1,700	
W of Sunset	--	25,290
E of Sunset	3,018	29,416
W of 8 <sup>th</sup>	3,730	30,458
E of 8 <sup>th</sup>	5,516	35,531
<b>Ramsey St.</b>		
W of Hargrave	9,009	9,009
E of Hargrave	9,423	22,418
W of 8 <sup>th</sup>	23,011	23,011
E of 8 <sup>th</sup>	22,460	26,294
W of Sunset Avenue	16,378	25,650
E of Sunset Avenue	16,435	24,430
W of Highland Home	12,544	32,083
E of Highland Home	12,303	25,238

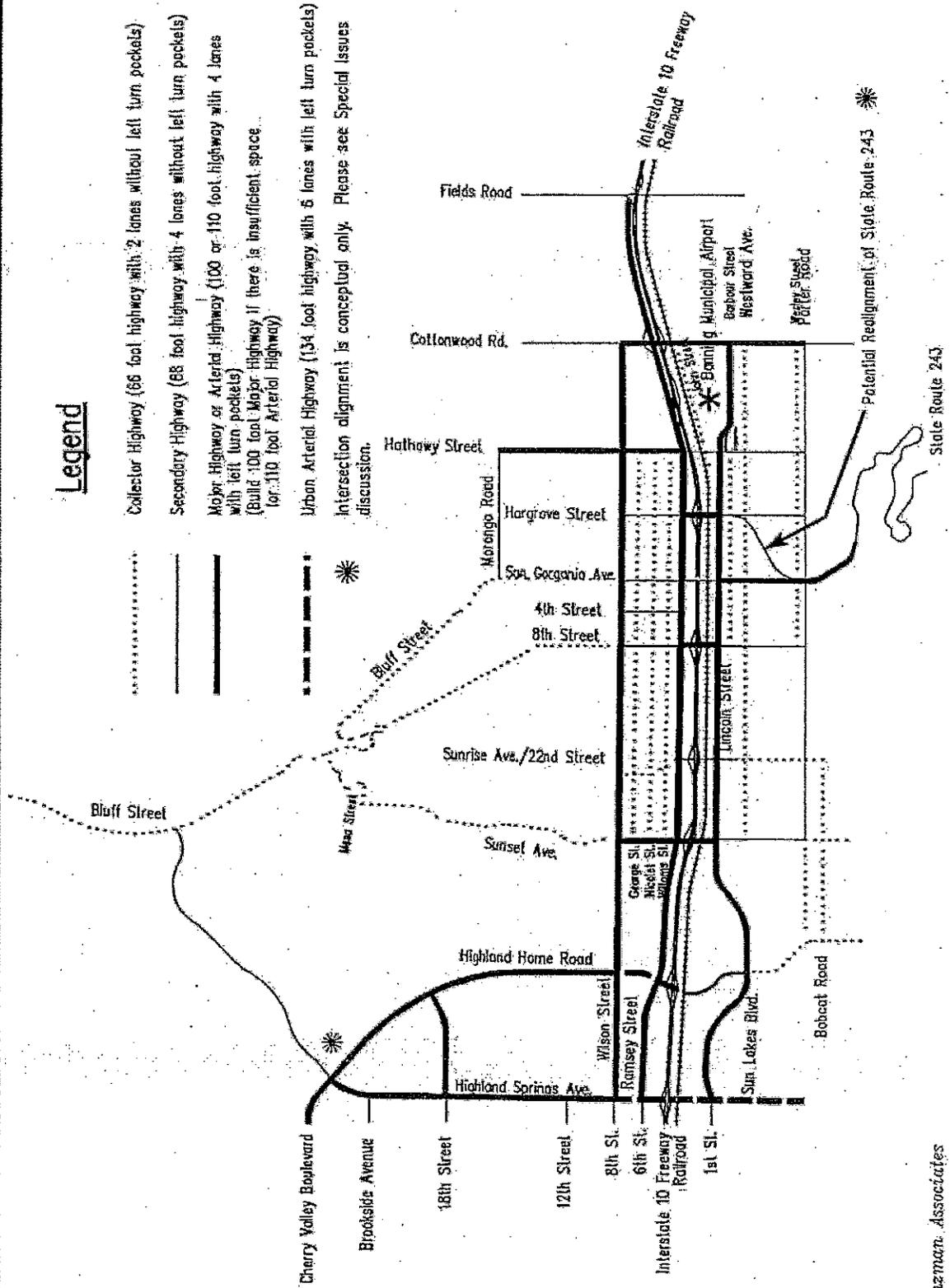
W of Highland Springs Ave.	22,082	23,862
E of Highland Springs Ave.	19,201	28,398
<b>Wilson St.</b>		
W. of Sunset Ave.	12,303	28,211
E. of Sunset Ave.	10,915	22,350
E of 8 <sup>th</sup>	8,631	20,298
W. of Highland Springs Ave.	6,427	12,489
E. of Highland Springs Ave.	12,544	25,318
<b>Sunset Ave.</b>		
N of Wilson	677	22,452
S of Wilson	7,345	19,637
N of Ramsey	14,782	29,603
S of Ramsey	16,171	34,204
N of I-10 WB Ramps	16,022	34,204
S of I-10 WB Ramps	11,190	29,346
N of I-10 EB Ramps	11,454	29,346
S of I-10 EB Ramps	3,896	36,375
N of Lincoln	3,896	29,284
S of Lincoln	2,984	10,696
<b>Highland Springs Ave.</b>		
N of Wilson	8,633	40,378
S of Wilson	15,804	36,691
N of Ramsey	19,740	43,593
S of Ramsey	31,930	50,565
N of I-10 WB Ramps	31,930	50,565
S of I-10 WB Ramps	28,600	49,384
N of I-10 EB Ramps	28,635	45,062
S of I-10 EB Ramps	24,503	42,362
N of Sun Lakes	24,503	25,210
S of Sun Lakes	3,600	25,648
<b>Sun Lakes Blvd./First St.</b>		
W of Highland Springs	--	20,214
<b>Highland Home Rd.</b>		
N of Wilson	--	31,332
S of Wilson	--	29,575
N of I-10 WB Ramps	--	39,045
S of I-10 WB Ramps	--	24,283
N of I-10 EB Ramps	--	24,283
S of I-10 EB Ramps	--	12,242
<b>Fields Road</b>		
N of I-10 WB Ramps	3,994	15,736
S of I-10 WB Ramps	10,490	15,736
<b>Interstate 10 WB Ramps</b>		
W of Highland Springs	10,983	13,372
E of Highland Springs	5,715	14,710
W of Highland Home	--	11,475
W of Sunset	3,982	15,832
W of 8 <sup>th</sup>	8,734	16,982
E of Sunset	2,869	7,158

E of 8 <sup>th</sup>	2,709	10,511
W of Hargrave	6,450	24,614
E of Hargrave	2,066	10,847
W of Fields	57	13,138
E of Fields	11,397	11,397
<b>Interstate 10 EB Ramps</b>		
W of Highland Springs	10,972	12,951
E of Highland Springs	--	8,304
W of Highland Home	--	9,622
W of Sunset	4,832	20,859
E of Sunset	2,995	6,034
W of 8 <sup>th</sup>	7,758	15,873
E of 8 <sup>th</sup>	2,525	9,006
W of Hargrave	5,153	24,451
E of Hargrave	2,582	14,725

Based on the trips generated on the roadway, recommendations have been made on the street classifications for these streets, as shown in the following Table. The roadway classifications are also depicted on Exhibit III-6, Proposed General Plan Street System.

**Legend**

-  Collector Highway (66 foot highway with 2 lanes without left turn pockets)
-  Secondary Highway (68 foot highway with 4 lanes without left turn pockets)
-  Major Highway or Arterial Highway (100 or 110 foot highway with 4 lanes with left turn pockets)  
(Build 100 foot Major Highway if there is insufficient space for 110 foot Arterial Highway)
-  Urban Arterial Highway (134 foot highway with 6 lanes with left turn pockets)
-  Intersection alignment is conceptual only. Please see Special Issues discussion.



Source: *Kunzmann Associates*



**Banning General Plan  
Proposed General Plan Street System**



Exhibit

III-6

Planning & Research, Inc.

**Table III-17  
Buildout Roadway Classifications**

Roadway Classification	Roadway
<u>Urban Arterial Highway</u> (6 lanes with left turn pockets)	Highland Springs from Cherry Valley to Potrero Blvd.
<u>Major or Arterial Highway</u> (4 lanes with left turn pockets)	Highland Home from Cherry Valley Blvd. To Sun Lakes Blvd.  Highland Springs from Cherry Valley Blvd. to Wilson Street  Hathaway from Morongo St. to I-10  Sunset from Wilson to Lincoln  8 <sup>th</sup> Street from Ramsey to Lincoln  San Gorgonio from Lincoln to south City Limit  Hargrave from Ramsey to Lincoln  Cottonwood (North – South) from Ramsey to Porter  Wilson from Highland Springs to Cottonwood (North – South)  Ramsey from Highland Springs to Fields Rd.  Sun Lakes/Lincoln from Highland Springs to Cottonwood (North – South)
<u>Secondary Highway</u> (4 lanes without left turn pockets)	Porter from Sunset to Cottonwood (North – South)  Sunset from Wilson to Mesa  Sunset from Lincoln to Porter  22 <sup>nd</sup> Street from Ramsey to south of Lincoln  8 <sup>th</sup> Street from Wilson to Ramsey  8 <sup>th</sup> Street from Lincoln to Porter  4 <sup>th</sup> Street from Wilson to Ramsey  San Gorgonio from Wilson to Lincoln  Hargrave from Wilson to Porter  Hathaway from Ramsey to Porter  Cottonwood (North – South) from Ramsey northward  Cottonwood (North – South) from Porter southward  Fields Road from end to end

### **Intersection Analysis**

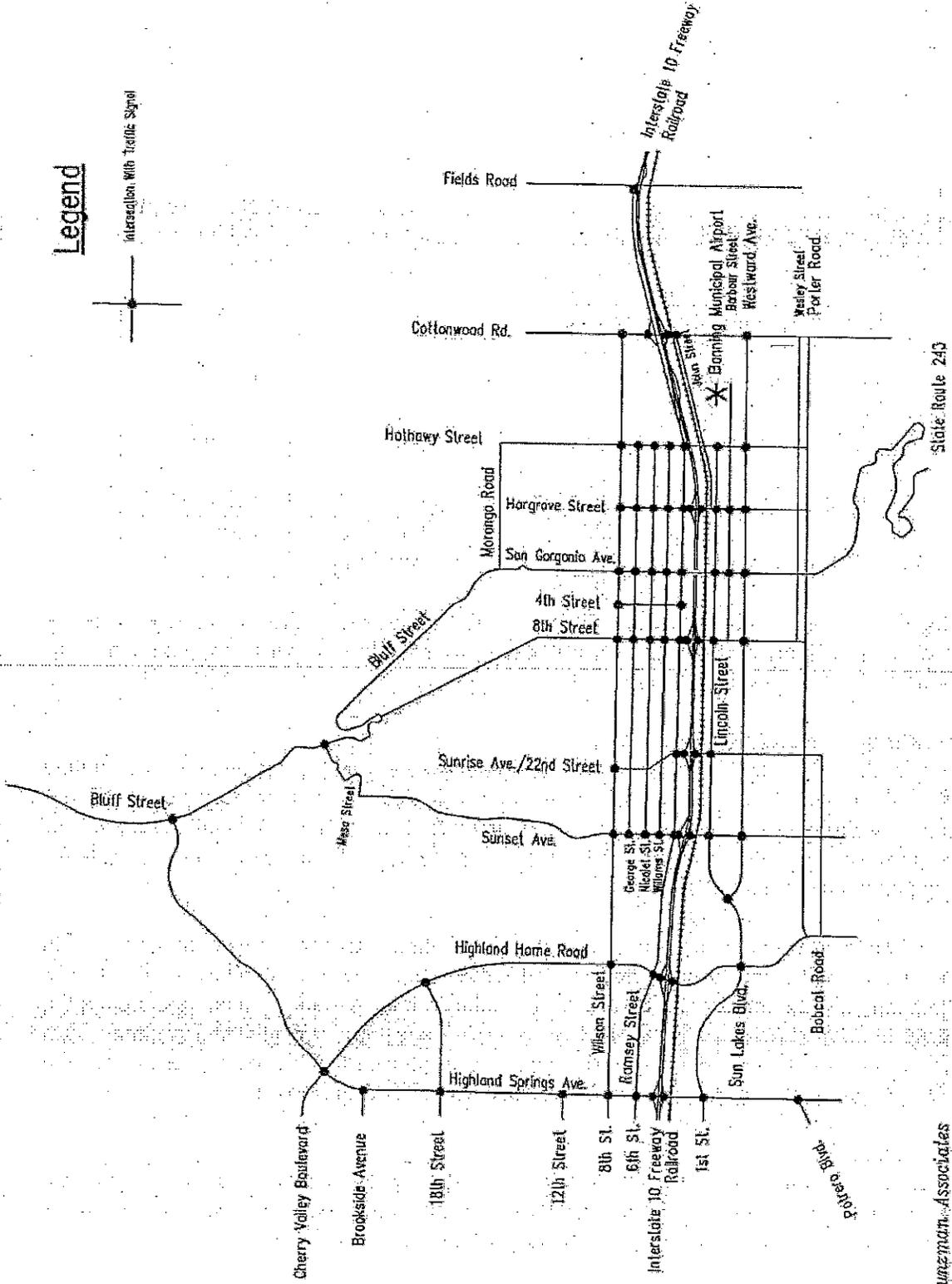
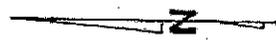
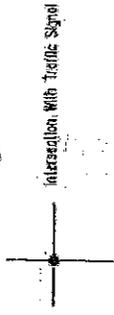
Intersections are the most impacted component of the traffic system. If there are delays, they will occur at intersections, rather than in roadway segments, simply because traffic signals and stop signs increase delays, whereas roadway segments are always "green lights." The City has strived for a level of service (LOS) of C at intersections. This standard, although desirable, is generally unattainable in most of southern California, especially during peak hours.

A total of 23 intersections in the City were analyzed to determine whether they would operate at LOS C during peak hours. The analysis found that all street intersections would operate at LOS C, except Highland Springs at Ramsey, Sunset at Ramsey and 8<sup>th</sup> Street at Ramsey, which would each operate at LOS D. At freeway ramp intersections, a LOS D condition would occur at General Plan buildout, except at 8<sup>th</sup> Street at I-10 westbound, which would operate at LOS E; and 8<sup>th</sup> Street at I-10 eastbound, Hargrave at I-10 westbound, and Hargrave at I-10 eastbound, which will operate at LOS F. In order to improve the level of service at these locations, additional interchanges with Interstate 10 are required, as discussed under "Special Issues," below.

### **Traffic Signals**

An analysis of the needed traffic signals for General Plan buildout was also conducted. The locations of traffic signal warrants at buildout are depicted on Exhibit III-7.

**Legend**



Source: Kunzeman Associates

Exhibit

III-7



**Banning General Plan  
Traffic Signal Warrants at Bulldout**

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Planning & Research, Inc.

**All Weather Crossings**

All weather crossings include bridges and culverted streets that allow natural drainages to flow under the roadway during major storms. All weather crossings in the City are described in the following Table.

**Table III-18  
Buildout Bridges**

<b>Location</b>	<b>Needed Improvement</b>
Sunset Ave. at Pershing Channel	1 Bridge
8 <sup>th</sup> Street at Montgomery Creek	1 Bridge
Wilson Street at Smith Creek	1 Bridge
Sun Lakes Boulevard at Smith Creek	1 Bridge
Westward Avenue at Pershing Channel	1 Bridge
Wesley Street at Smith Creek	1 Bridge
Porter Road at Smith Creek	1 Bridge
Porter Road at Pershing Channel, and in two locations at Montgomery Creek	3 Bridges
Ramsey Street at Smith Creek and Pershing Channel	2 Bridges
Lincoln Avenue at east fork of Smith Creek, at west fork of Smith Creek, at Pershing Channel and at Montgomery Creek	4 Bridges

These facilities are needed both to allow the smooth flow of traffic in these areas, and to assure public safety in emergency situations. Construction of these facilities is particularly critical to the development of the south side of the City.

**Transportation Demand Management**

The continued urbanization and growth of the Pass Region will necessitate transportation demand and systems management to preserve and increase available roadway capacity. Transportation Demand Management (TDM) requires the development and implementation of policies, plans and programs that result in the use of a wider range of transportation alternatives, including public transit and bicycles.

TDM can include alternative travel modes, such as carpooling, van pooling and mass transit. In addition, employee flex-time work schedules that reduce peak hour travel and associated traffic congestion may also be considered. The Riverside County Transportation Commission (RCTC), in response to state mandates, has prepared a regional Congestion Management Program. This program required the City of Banning and other cities to prepare TDM ordinances or risk the loss of federal transportation funds. The City has adopted a TDM ordinance.

**Traffic Calming**

Traffic calming is a useful tool available to the City to slow traffic in residential neighborhoods, and discourage shortcuts through these neighborhoods. The advantages of traffic calming must always be balanced, however, with the requirements of emergency vehicles.

Traffic calming can include such design features as curvilinear streets, speed humps and raised intersections, traffic circles or roundabouts, stop signs on through streets, and narrowed intersections. Using these design features improves safety by slowing traffic to 30 miles per hour or less. The restriction or blocking of turning movements can also be used effectively in traffic calming, particularly to reduce cut-through, or short cut traffic in neighborhoods.

## **ALTERNATIVE TRANSPORTATION**

### **Pedestrian, Equestrian, Bicycle and Golf Cart Circulation**

The General Plan and associated documents support planning that allows and enhances access to commercial services and places of employment and recreation without the essential use of motorized vehicles. In this regard, master planning sidewalks, bike lanes, off-street trails and golf cart routes is especially important along major roadways in the community.

#### Pedestrian and Equestrian Trails and Bike Paths

The City's adopted Parks and Recreation Master Plan includes a proposed trails system that would provide access from parks, city streets, and the surrounding community via urban, foothill and wash/hill trails. Two short, minimally developed urban trail segments currently exist in the City and are associated with the proposed trail system. The City has also approved, or is currently reviewing, several equestrian trails within and adjacent to private subdivisions.

There are currently no bikeways within the planning area. Several Class II and III bikeways have been proposed along City streets. However, development of a network of bikeways is constrained by the existing condition of street right-of-ways. Future bike routes should be planned to provide safe routes for intra-City bicycle traffic and should be clearly marked and striped. Where possible, they should be designed as one-way bike routes, which flow in the same direction as adjacent automobile traffic. Combination sidewalks/bikeways require an eight-foot width. These multi-use lanes will also serve as links to recreational facilities throughout the community. Policies and programs specifically addressing the need for trails and bicycle lanes are included in the Parks and Recreation Element.

#### Sidewalks

Within some portions of the City, sidewalks are non-existent or discontinuous, limiting their usefulness as safe alternatives to vehicle travel. As previously noted, rights-of-way along City roadways are inconsistent, limiting the potential for bikeway development. When considering future development, pedestrian and bicycle accommodation and safety should be given emphasis equal to that currently given to automobile access. This is particularly true of collector and arterial roadways, where more traffic increases the hazards to pedestrians.

Another area where sidewalks are an important asset is in the historic Downtown of the City (between the I-10 right of way and Williams, and between 8<sup>th</sup> Street and Alessandro). Pedestrian access in this area is a function of economic development for this area, and should be considered in all future development and redevelopment plans.

Conversely, sidewalks on local, neighborhood roadways may not be necessary, particularly in established neighborhoods where roadways have been developed to their ultimate right-of-way,

and the addition of sidewalks would impact front yards and affect the character of the neighborhood.

Finally, sidewalks in proximity to schools provide children with a safe route to school. They are not currently available at all City schools.

#### Golf Cart Facilities

Golf cart use on public rights of way is controlled by state regulations, and provides a convenient, low impact alternative to access convenient commercial development, as well as parks and public services. Golf carts to be used on the public golf cart routes must meet specific physical requirements set forth in the City golf cart plan, must be certified as "road ready" by the City and carry an appropriate permit sticker. Golf cart operators must carry a valid California Driver's license, have proof of insurance, be equipped with seatbelts and appropriate child safety equipment, and be properly maintained. In order to implement a golf cart route system, the City is required to prepare and adopt a Golf Cart Plan and associated implementing ordinances.

Currently there are no existing golf cart facilities in the planning area, outside of private golf development in the Sun Lakes Country Club. Issues related to development of golf cart facilities are similar to those for trail and bikeway development, in that existing facilities that would accommodate development of cart paths do not exist or are discontinuous in some areas.

### **Public Transportation**

#### Banning Transit Services

Currently (2004) the Banning Municipal Transit System provides fixed route bus service along three routes, two of which are in Banning and one east to Cabazon. There are five City-owned vehicles, three of which are in revenue service and two of which are in reserve. All are powered by compressed natural gas (CNG), and are equipped with bicycle racks. All are ADA compliant, with wheelchair lifts and tie-down stations.

The transit system also operates a Dial-A-Ride service that provides elderly and disabled persons in Banning with curb-to-curb transit services. In addition, Dial-A-Ride is the ADA complementary para-transit provider for the City's fixed route bus service. The Dial-A-Ride program operates two vehicles in revenue service, and one in reserve, all gasoline powered. All Dial-A-Ride vehicles are ADA compliant, with wheelchair lifts and tie-down stations.

In May 2002, the Banning City Council approved the final Pass Area Transit Plan. The Transit Plan establishes the Pass Transit System, which consists of two independent transit systems, the Banning Municipal Transit System and the Beaumont Municipal Transit System. The Plan provides for a coordinated service area including the cities of Banning and Beaumont, the unincorporated areas of Cabazon and Cherry Valley, and the commercial area of the Morongo Band of Mission Indians Reservation. The Plan provides fixed route and dial-a-ride services.

The transit-needs study conducted for the Plan identified service related issues associated with the existing transit systems. It also identified areas not addressed in the Transit Plan requiring additional study or resources. These needs will be addressed in future transit plans, and include

service for non-traditional work shifts in the region, students, elimination of one-way loops to reduce ride time on local routes, adjusting route schedules to provide timed transfers between routes, relocation of transfer points and development of a transit center.

Regional bus service is provided by the Riverside Transit Agency (RTA), which provides services to Hemet/San Jacinto (Route 31), Moreno Valley (Route 35), and Calimesa/Redlands (Route 36), from the bus stop at Kmart on Highland Springs.

#### Railroad

Rail service facilities through the Pass area, and the City of Banning, can carry approximately 60 trains per day, most of which are freight. Regional freight transfer facilities are located in West Colton. Local facilities carry approximately 60 trains per day, most of which are freight. Trains average approximately 7,000 feet in length and generally travel up to 60 miles per hour (mph) in the planning area. UPRR is expanding rail facilities between Los Angeles and Houston, Texas to facilitate increases in rail traffic. Rail lines in the planning area are designated Centralized Track Control (CTC).

There are currently no passenger services available in Banning, although a passenger rail station did operate in the past.

There are currently (2004) four at-grade railroad crossings in the City. These occur at Hargrave Street, San Geronio Avenue, 22<sup>nd</sup> Street, and Sunset Avenue. Grade separated crossings occur at 8th Street and Highland Springs Avenue. The City should explore federal, state, City and UPRR cost sharing arrangements for grade separation of at-grade crossings in conjunction with the California Public Utilities Commission.

Construction of drill spurs is possible to provide rail access to adjoining passenger or industrial uses. Sidings, switches, and additional track linkage would also be required to provide this access. Additional costs would also be associated with any special engineering requirements and potential engineering constraints.

#### Banning Municipal Airport

The Banning Municipal Airport is classified by the National Plan of Integrated Airport Systems (NPIAS) as a General Aviation airport. The airport includes 65 hangars and 32 tie downs, with a 5,200 foot runway.

The airport is capable of accommodating most private single-engine and corporate jet aircraft, as well as helicopters. It averages approximately 10 to 15 takeoffs and landings daily and about 12,000 operations per year. Air traffic is primarily comprised of private, two-engine fixed-wing aircraft. There is no control tower at the airport, so all operations operate under Visual Flight Rules (VFR). Unicom service is provided from 8 a.m. to 5 p.m., every day. Fueling service is also available.

An approximately \$750,000 improvement asphalt overlay project is planned, and will be funded from Federal Aviation Administration grant monies.

### **Major Utility Corridors**

Major corridors and easements for the transport of natural gas, electricity, communications, domestic water and sewage, and storm drainage are also important components of the Circulation Element. Generally, the need for utility corridors is met through the provision of easements in or adjacent to City streets and along common lot lines.

A major electric corridor occurs immediately south of the Banning Bench. The right of way for the two 220 kV transmission lines in this area is approximately 500 feet in width. Additional 115 kV transmission lines occur in the southern end of the City, and along the San Bernardino Mountains.

Two major high-pressure natural gas pipelines traverse the City, and transport natural gas far beyond the City's boundaries. A 30 inch line occurs under Lincoln Street through the City. Another 30-inch pipeline transects the City in a northwesterly direction from Hargrave and Wilson to Highland Springs Avenue. Two crude oil (16") or petroleum (12") lines occur on the south side of the City, from the airport southwesterly to Wesley, then westerly to the western City limits. Please see Exhibit V-11, Natural Gas and Fuel Lines.

Future land use planning, including the development of subdivisions and the processing of development applications, will require coordination between the City, developers, utility companies, and other service providers to assure the availability and provision of easements and rights of way for the extension of roads, utility lines, and public services.

### **FUTURE DIRECTIONS**

#### **Special Issues**

In the development of the traffic study for this General Plan, six issues were identified which required particular attention. These are individually described below.

#### State Route 243

The City's 1994 Circulation Element included a connection from 8<sup>th</sup> Street to State Route (SR) 243. This connection does not currently (2004) exist, but was proposed as a future roadway. 8<sup>th</sup> Street from Interstate 10 to SR 243 was required to be a Major Highway. The current connection between I-10 and SR 243 is south on 8<sup>th</sup> Street from I-10 to Lincoln, east on Lincoln to San Gorgonio, and south on San Gorgonio to SR 243. Current volumes on SR 243 are approximately 4,000 vehicles per day. At buildout, it is expected that SR 243 will carry approximately 8,000 trips per day. The buildout trips, although double the current trips generated by SR 243, will not impact the City's street system, and can be absorbed on the streets currently used to make this connection, as described above. It was therefore determined that 8<sup>th</sup> Street south of I-10 was required to be a Secondary Highway, not a Major Highway, at buildout of the General Plan, and that the connection to SR 243 was not required for traffic flow.

A direct connection from a State Highway to an Interstate Highway is always preferred by CalTrans. In consultation with CalTrans (California Department of Transportation), the City has considered alternative alignments for SR 243, which are included in the General Plan traffic

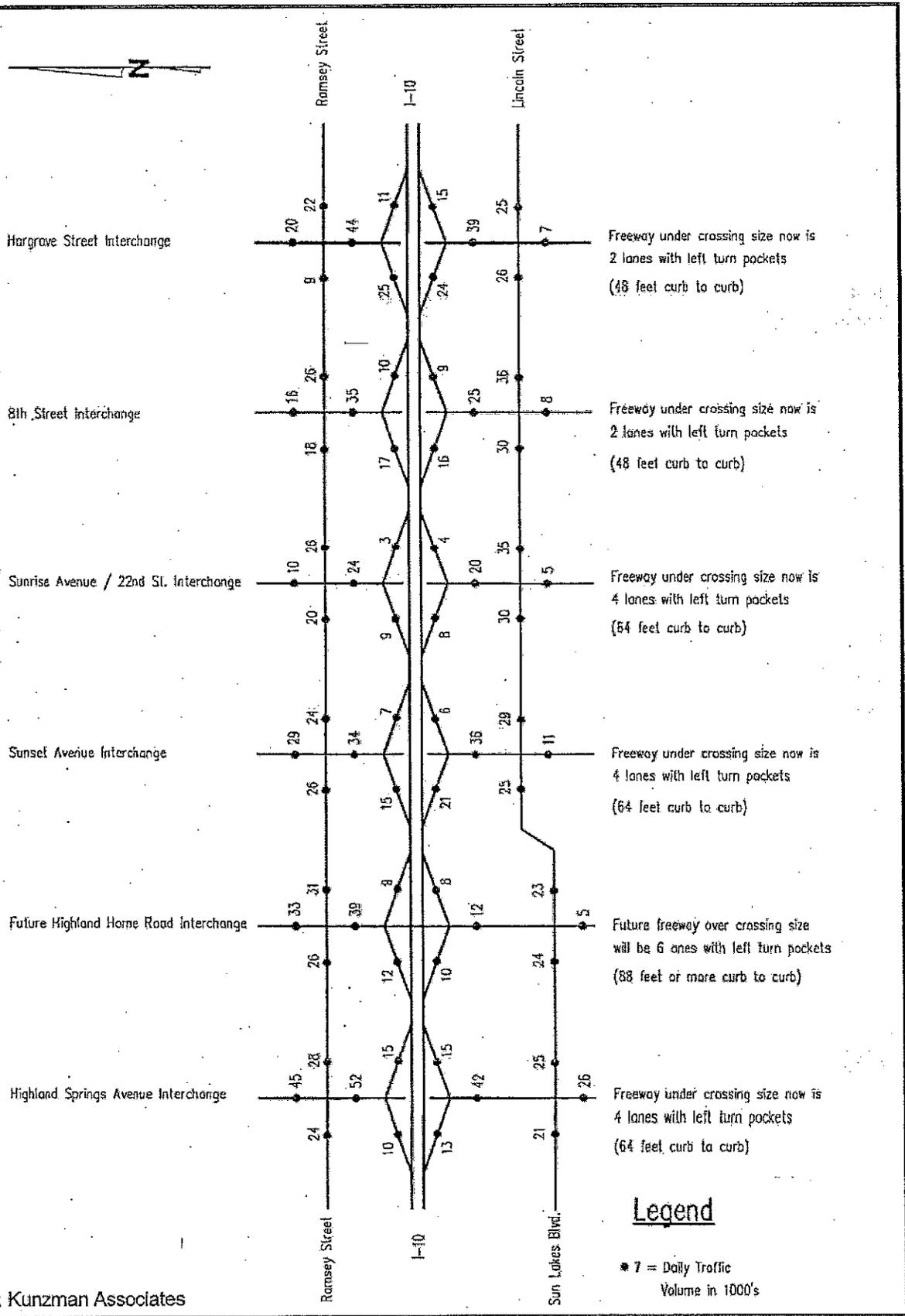
study. Should CalTrans or the City wish to change the current on-street connection to a direct connection, a potential alignment has been depicted on Exhibit III-6, Proposed General Plan Street System. However, since the impacts to the City's streets from SR 243 traffic is not considered to significantly impact City roadways, realignment should be considered a low priority.

#### Additional Freeway Interchange Capacity

The traffic analysis for this General Plan showed unacceptable levels of service during the peak hour at several I-10 ramp intersections, as discussed above. Exhibit III-8 shows the estimated volumes of traffic at interchanges at buildout of this General Plan. The study considered the potential of expanding existing interchange capacity, however, right of way is severely constrained, the under-crossings existing at 8<sup>th</sup> Street and Hargrave are undersized and would be extremely costly to widen.

As a result, the City will require two additional freeway interchanges: one at Highland Home Road on the west end of the City, and one at Cottonwood Road (North - South) on the east end of the City. The Highland Home interchange, which has been shown as a future interchange in the 1994 Circulation Element, will alleviate congestion at Highland Springs and Sunset interchanges. The added interchange at Cottonwood will alleviate congestion at 8<sup>th</sup> Street and Hargrave interchanges.

CalTrans plans to widen I-10 in the future, by adding one lane in each direction. Given the costs associated with this widening, and the cost of the interchanges, a coordinated construction program of widening and interchange additions would likely be most cost effective.



**Legend**

\* 7 = Daily Traffic Volume in 1000's

Source: Kunzman Associates



**Banning General Plan  
Daily Traffic Volumes  
at Build Out at Freeway Interchanges**



Exhibit  
**III-8**

Highland Home Road/Cherry Valley Boulevard/Brookside/18<sup>th</sup> Street/Highland Springs

The General Plan roadway system has shown Highland Home connecting to Cherry Valley Boulevard in the City of Beaumont. The extension of Highland Home however, could connect to the west at Brookside Avenue in Beaumont. Further, Highland Springs is planned to extend to the northeast to Bluff Street, to provide access to the Black Bench area, and a second connection from the Banning Bench to the City. This connection could also be made through the extension of 18<sup>th</sup> Street to the northeast.

In all cases, traffic flow will not be significantly affected, insofar as traffic volumes on these streets in this area are not expected to be high. The Recommended General Plan Street System shows these streets in their currently envisioned configuration. However, as development occurs and the feasibility of the extensions is considered, flexibility is included in this General Plan to allow changes to the street system in the future.

At Grade Railroad Crossings

The City has two grade separated railroad crossings at streets with I-10 interchanges. The other four existing or planned interchanges must also be improved to include grade separations, in order to maintain acceptable levels of service. A grade separation is included in the Transportation Uniform Mitigation Fee (TUMF) program for the Sunset Avenue interchange. The others are not in the TUMF program.

The City will need to aggressively pursue grade separations for the railroad tracks at all interchanges. This should include the preparation of feasibility studies, the securing of all available funding, and the cooperation of the development community. Although construction of these facilities may not occur in the near term, the planning must be initiated immediately, in order for the City to be able to implement the construction in the future.

Lincoln Street and Westward avenue west of Sunset Avenue

The 1994 Circulation Element included the extension of both Lincoln and Westward from Highland Home to Sunset. Both these roadways occur currently east of Sunset. West of Highland Home, only one roadway, Sun Lakes Boulevard, currently occurs. The traffic study for this General Plan considered the traffic volumes generated south of I-10 on Sunset, and the potential volumes for Lincoln and Westward east of Sunset. The study found that Westward will have sufficiently low volumes so as to require a 2 lane collector east of Sunset. Lincoln is projected as a Major Highway from Highland Home easterly, as is Sun Lakes Boulevard. Traffic volumes will result in LOS C or better for both Lincoln and Westward in this area. Therefore, the elimination of Westward west of Sunset will not have a negative effect on east-west traffic south of I-10.

Level of Service Policy

The City has in the past enforced a LOS C policy for City streets, except at freeway interchanges, where a LOS D is considered acceptable. The traffic study for this General Plan found that the City will be able to maintain LOS C on most City streets, except Ramsey. In order to maintain LOS C on Ramsey Street, additional travel lanes would be required at its intersection with Highland Springs, Sunset, 8<sup>th</sup> Street and Hargrave. Some of these lanes would need to be on

Ramsey, some on the cross street. Without the additional lanes, intersections along Ramsey will operate at LOS D at General Plan buildout. As described at the beginning of this Element, LOS D does not represent a significant degradation in traffic flow. When balancing the need for an efficient traffic system and the widening of streets to accommodate peak hour traffic, it appears that a lowering of the City's requirement for Ramsey Street from LOS C to LOS D will not result in a significant negative effect.

#### Alternative Transportation

As cited above, existing rights-of-way on City streets are not adequate to allow for development of non-motorized transportation. The City has generally been able to secure right-of-way from new development as it occurs to provide full-width mid-block roadway improvements, but the process can be time consuming and costly.

New development should be required to provide separate paths for bicycles and/or equestrians, pedestrians and golf carts to assure safety and avoid conflicts. Equestrian trails should be included in projects developed south of the railroad right-of-way, as well as a connection to the San Bernardino and San Jacinto mountains.

Bicycle and golf cart parking facilities should be integrated into the design of commercial office and public land uses. Connectivity should also be a primary goal of residential design and should emphasize easy accessibility within and between neighborhood and commercial services to maximize the opportunities for pedestrian, bicycle, equestrian and golf cart access by short and direct trips. This planning focus will also help to shorten vehicle trips for residents who must use their automobiles.

Public transport out of the City is limited, particularly into the Inland Empire communities to the west. As development occurs in the City, and increased pressure is brought to provide service and lower vehicular trips on a regional level, additional public transportation will become necessary.

## **GOALS, POLICIES, AND PROGRAMS**

### **Goal**

A safe and efficient transportation system.

### **Policy 1**

The City's Recommended General Plan Street System shall be strictly implemented.

### **Program 1.A**

Street rights of-way shall be 134 feet for Urban Arterial Highways, 110 feet for Arterial Highways, 100 feet for Major Highways, 88 feet for Secondary Highways, 78 feet for Divided Collectors, 66 feet for Collectors, and 60 feet for Local Streets. Local street standards can be amended as described in Policy 2.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** 2005-2006, Ongoing

### **Program 1.B**

The City's Public Works roadway standards shall be amended to match the standards contained in this General Plan.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006

### **Program 1.C**

Minimum lane width for all City streets shall be designed at 12 feet.

### **Policy 2**

Local streets shall be scaled to encourage neighborhood interaction, pedestrian safety and reduced speeds.

### **Program 2.A**

The design of new local streets can vary from the City's standard of 60 foot right-of-way, 40 foot paved width, under the following conditions:

1. The minimum travel lane width shall be 12 feet.
2. Parking shall be provided on at least one side of any public street. Parking lanes shall be a minimum of 8 feet in width.
3. Parking may be eliminated on private streets, if provisions are made in Conditions, Covenants and Restrictions (CC&R's) for enforcement by the Homeowners' Association.
4. Landscaped traffic circles, chokers, and center islands are encouraged, but must meet the requirements of the Fire Department.
5. The minimum parkway width shall be 10 feet.
6. Linear sidewalks are discouraged. Meandering sidewalks, which provide landscaping and street trees adjacent to the curb, shall be included in local street design.

The design of local streets varying from the City's standard, shall be included in the Tentative Tract Map application, and shall be reviewed by the Planning Commission and approved by the City Council.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** 2005-2006, Ongoing

**Program 2.B**

Existing local streets will be inventoried, and a master plan of potential improvements designed to improve their aesthetic and safety, including landscaped medians, sidewalks and traffic calming devices, shall be developed, cost engineered, and implemented.

**Responsible Agencies:** Public Works Department, Planning Commission, City Council

**Schedule:** 2006-2007, Ongoing

**Policy 3**

The City shall establish and maintain a 5-Year Capital Improvement Program for streets.

**Program 3.A**

The Public Works Department shall establish a Capital Improvement Program for 5 years, and update it annually.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

**Policy 4**

Proactively participate in regional transportation planning.

**Program 4.A**

Maintain active relationships with the City of Beaumont, the County of Riverside, the Western Riverside County Council of Governments, the California Department of Transportation and the Morongo Band of Mission Indians to share information and promote comprehensive transportation planning in the region.

**Responsible Agency:** Public Works Department, City Manager's Office, City Council, City of Beaumont, County of Riverside, WRCOG, CalTrans, Tribe

**Schedule:** 2005-2006

**Program 4.B**

Aggressively pursue Banning projects in the Transportation Uniform Mitigation Fee (TUMF) program, particularly the addition of projects to the TUMF project list, including grade separated road crossings.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006

**Program 4.C**

Aggressively pursue the design and development of interchanges at Highland Home Road and Cottonwood Road (North - South), including all sources of funding, and the coordination of I-10 widening with their installation.

**Responsible Agency:** Public Works Department, City Manager's Office, City Council, CalTrans, Railroad

**Schedule:** 2005-2006

**Policy 5**

Consider amendments to the Highland Home/Highland Springs/18<sup>th</sup> Street/Brookside street configurations based on public safety, design feasibility and area needs.

**Policy 6**

The City shall maintain peak hour Level of Service C or better on all local intersections, except those on Ramsey Street and at I-10 interchanges, where Level of Service D or better shall be maintained.

**Program 6.A**

Periodically review current traffic volumes and the actual pattern of development to coordinate, program and, as necessary, revise road improvements.

**Policy 7**

New development proposals shall pay their fair share for the improvement of street within and surrounding their projects on which they have an impact, including roadways, bridges, grade separations and traffic signals.

**Policy 8**

Traffic calming devices shall be integrated into all City streets to the greatest extent possible and all new streets shall be designed to achieve desired speeds.

**Policy 9**

Street trees within the City right of way shall be preserved, unless a danger to the public health and safety or if the tree is diseased.

**Program 9.A**

Sidewalks in areas with street trees shall be designed to "wrap around" the tree if they are added to an existing neighborhood.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Policy 10**

Sidewalks shall be provided on all roadways 66 feet wide or wider. In Rural Residential land use designation pathways shall be provided.

**Program 10.A**

The Public Works Department shall prepare an inventory of discontinuous sidewalks on all qualifying roadways, and fund individual projects through the Capital Improvement Program annually.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** Inventory in 2006-2007, Annually thereafter

**Program 10.B**

All new development proposals located adjacent to qualifying roadways shall be required to install curb, gutter and sidewalk concurrent with construction.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** Ongoing

**Program 10.C**

The City shall develop procedures to address neighborhood sidewalk needs as they are requested by that neighborhood.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006, Ongoing

**Program 10.D**

Work with the School District to develop safe routes to school.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006, Ongoing

**Policy 11**

Sidewalks or other pedestrian walkways shall be required on all streets within all new subdivisions.

**Policy 12**

In the absence of a vehicular grade separation, the City shall aggressively pursue a grade separated pedestrian access across San Gorgonio, to assure that high school students do not have to cross the railroad tracks on their way to and from school.

**Policy 13**

Pedestrian access in the Downtown Commercial designation shall be preserved and enhanced.

**Program 13.A**

All development and redevelopment proposals for the Downtown area shall include enhanced sidewalk, pedestrian walkway, lighting and landscaping designs and assure connections to existing and planned sidewalks.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** As development proposals are presented

**Policy 14**

The City shall aggressively pursue the construction of all weather crossings over General Plan roadways.

**Program 14.A**

The Public Works Department shall prioritize the need for bridges listed in this Element, develop preliminary cost estimates, identify and pursue sources of funding, including developer funding, for each facility.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2005-2006, Annually thereafter

**Program 14.B**

All new development proposals shall pay their fair share of bridge construction needed to serve their project.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** Ongoing

**Policy 15**

The City shall develop a Golf Cart Plan compliant with state requirements.

**Program 15.A**

The City shall develop a golf cart plan and associated ordinances and other required implementation programs.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2006-2007

**Policy 16**

Golf cart paths and facilities shall be funded, to the greatest extent possible, by new development.

**Program 16.A**

The routing and facilities required in the Golf Cart Plan shall be incorporated into the Development Impact Fee when the Plan is adopted.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

**Program 16.B**

Golf cart facilities shall be incorporated into new project plans located on golf cart routes.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** 2005-2006, Ongoing

**Policy 17**

Encourage the expansion of an integrated Pass transit system.

**Program 17.A**

The City will explore the potential for either bus or rail connection to the Metrolink transit system.

**Responsible Agency:** City Manager's Office, Community Services Department

**Schedule:** 2006-2007, Ongoing

**Policy 18**

The City shall review its transit service to major regional attractions, and intra-City recreational locations in future planning efforts, based on need.

**Policy 19**

Bus pullouts shall be designed into all new projects on arterial roadways, to allow buses to leave the flow of traffic and reduce congestion.

**Program 19.A**

Bus pullouts will be retrofitted on built-out streets, wherever possible.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2006-2007, Ongoing

**Policy 20**

Promote the location of a passenger rail station for long distance and commuter rail service.

**Policy 21**

Update the Airport Master Plan every five years to meet the needs of the general aviation, business and tourism segments of the community.

**Program 21.A**

Land use designation decisions within the area of influence of the airport shall be specifically reviewed to assure compatibility.

**Responsible Agency:** Planning Commission, City Council

**Schedule:** Ongoing

**Program 21.B**

Work with the Chamber of Commerce, the Morongo Band of Mission Indians, and other interested parties to provide services which meet the needs of passenger and freight transport.

**Responsible Agency:** Airport Management, Economic Development staff, Chamber of Commerce, Morongo Band of Mission Indians, City Council

**Schedule:** Ongoing

**Policy 22**

Maintain an accurate mapping of all utility corridors.

**Program 22.A**

The Building Department shall inventory and map transmission utility easements on the Land Use Map (including electric, fiber optics, natural gas and petroleum).

**Responsible Agency:** Building Department, Planning Department

**Schedule:** Inventory in 2005-2006, Annually thereafter

**Policy 23**

The City shall purchase and/or replace its fleet of vehicles with alternate fuel vehicles when available to the greatest extent possible, and shall encourage other agencies to do the same.

**Policy 24**

Public alleys throughout the City shall be maintained to be useful and safe at all times.

**Program 24.A**

The City shall create a downtown alley master plan and where appropriate pave, light and otherwise improve alleys.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Program 24.B**

The Public Works Department shall inventory all public alleys, determine which are necessary, and vacate those that are not.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2006-2007

**Policy 25**

The City shall develop and implement plans for a coordinated and connected bicycle lane network in the community that allows for safe use of bicycles on City streets.

**Program 25.A**

The City shall inventory all streets for potential Class I, Class II and Class III bikeways, and shall program their installation in its Capital Improvement Program.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department; Planning Commission; City Council

**Schedule:** 2005-2006.

**Program 25.B**

Class I bikeways and sidewalks should be installed on both sides of Wilson Street, Ramsey Street, and Lincoln Street, and other major streets where sufficient right-of-way is available.

**Responsible Agency:** Engineering Division; Public Works Department

**Schedule:** 2005-2006, Ongoing

**Program 25.C**

Class II bikeways and sidewalks should be designated on all existing arterial streets that have sufficient width to safely accommodate bicycle travel lanes.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department

**Schedule:** 2005-2006.

**Program 25.D**

The City should designate Class III bikeways only where Class I and Class II facilities are not feasible.

**Responsible Agency:** Planning Department; Public Works Department

**Schedule:** Continuous.

**Policy 26**

The City should continue to work with the Morongo Band of Mission Indians and neighboring cities and communities to create a regional bicycle and trail network.

**Policy 27**

The City shall provide for a comprehensive, interconnected recreational trails system suitable for bicycles, equestrians and/or pedestrians.

**Program 27.A**

Evaluate the practicality of utilizing flood control channels for multi-use trails, where flooding and safety issues can be accommodated, and negotiate inter-agency agreements for this purpose.

**Responsible Agency:** Planning Department

**Schedule:** 2005-2006.

**Program 27.B**

Evaluate the practicality of developing a multi-use trails system along the Banning Bench adjacent to and extending into San Bernardino National Forest lands, where environmental and safety issues can be accommodated, and negotiate inter-agency agreements with the U.S. Forest Service for this purpose.

**Responsible Agency:** Planning Department, U.S. Forest Service/San Bernardino National Forest

**Schedule:** 2005-2006.

**Program 27.C**

Establish a multi-purpose trail between Dysart Park and Smith Creek Park, suitable for equestrian, bicycle and pedestrian use.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** 2005-2006, ongoing as development occurs

**Policy 28**

Motorized vehicles shall be prohibited on City trails.

**Program 28.A**

The City shall develop a non-motorized trail system and associated ordinances and other required implementation programs.

**Responsible Agency:** Public Works Department, Planning Commission, City Council

**Schedule:** 2006-2007

**Program 28.B**

The non-motorized trail system shall be funded, to the greatest extent possible, by new development.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

**Program 28.C**

The routing and facilities required in the non-motorized trail system Plan shall be incorporated into the Development Impact Fee when the Plan is adopted.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

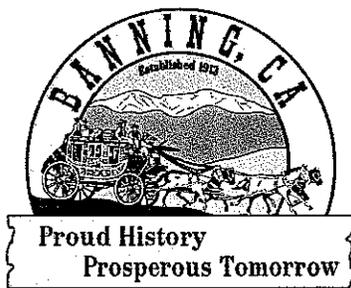
**Exhibit "C"**

**City of Banning Strategic Plan 2011-2016**

# CITY OF BANNING



## STRATEGIC PLAN 2011-2016



## ***City Council***

Barbara Hanna..... Mayor  
John Machisic .....Mayor Pro Tem  
Bob Botts ..... Council Member  
Debbie Franklin..... Council Member/Housing Authority Chairperson  
Don Robinson .....Council Member/Community Redevelopment Agency Chairman  
John McQuown..... City Treasurer  
Marie Calderon..... City Clerk

## ***Executive Management Team***

Andy Takata..... City Manager  
June Overholt .....Administrative Services Director  
Zai Abu Bakar..... Community Development Director  
Heidi Meraz .....Community Services Director  
Vacant.....Economic Development/Redevelopment Director  
Fred Mason..... Electric Utilities Director  
Jeff Stowells..... Fire Battalion Chief  
Leonard Purvis..... Police Chief  
Duane Burk..... Public Works Director

## TAG LINE

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***“Proud History, Prosperous Tomorrow”***

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## VISION STATEMENT

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*The City of Banning promotes and supports a high quality of life that ensures a safe and friendly environment, fosters new opportunities and provides responsive, fair treatment to all and is the pride of its citizens.*

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## MISSION STATEMENT

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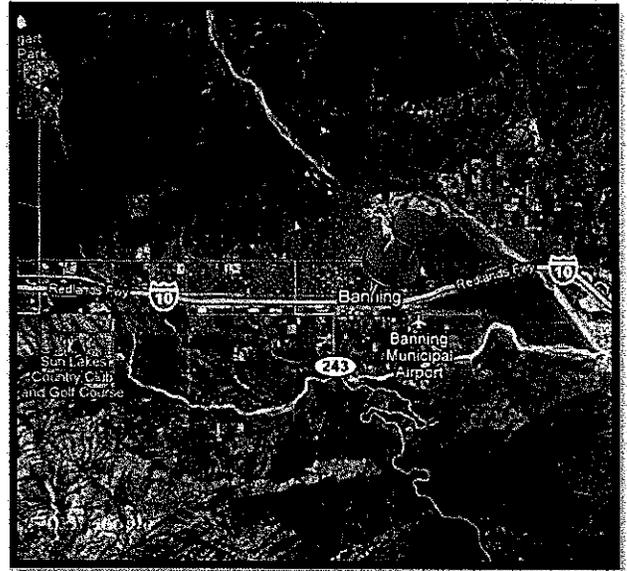
*Our Banning City Government is actively concerned with the quality of life offered to our citizens and is constantly striving to improve that quality by:*

- Maintaining the highest level of police, fire and paramedic services possible.
- Maintaining well-planned and safe neighborhoods for a strong community.
- Creating a downtown where you can live, work, shop and play.
- Generating new business opportunities and support existing businesses that generate jobs and revenue.
- Fostering post-high school education and training opportunities.
- Reducing traffic congestion and maintaining streets and sidewalks.
- Beautifying and keeping the city clean with landscaped corridors and gateways along with reducing all areas of blight.
- Maintaining City parks, recreation services and facilities.
- Improving airport, rail, streets and highways, and public transit uses for the betterment of the Pass Area residents and businesses.
- Supporting growth and maintenance of utilities and infrastructure to allow for responsible city growth and sustainability.
- Improving and creating safe public schools.
- Partnering and communicating with local entities.
- Celebrating the diversity that is the heritage of Banning’s past and future.
- Overseeing revenue and budget expenditures that best serve the citizens of Banning.
- Promoting transparency and accountability as a requirement to good, fiscally responsible government.

## *City of Banning*

### *Historical Information*

**T**he City of Banning is strategically located in Riverside County along the route of U.S. Interstate 10 approximately 25 miles northwest of Palm Springs and 82 miles east of Los Angeles. Beautifully located in the San Geronio Pass between the two highest mountain peaks in Southern California, Banning is only minutes away from many desert and mountain resorts. One of Banning's unique characteristics is that it provides the serenity of a rural setting yet has easy access to major metropolitan areas. Its unique location is at a relatively high altitude (2,350 feet) in the pass which provides a favorable year-round climate and air quality. Its municipal boundaries encompass 22.117 square miles.



Banning has a rich and colorful history. Its first permanent landmark, an adobe house, was built on a tract of land now known as the Gilman place, in 1854. The house was used as a stagecoach station and meal stop for many years. The Colorado Stage and Express Line included Banning on its route from Los Angeles to the Colorado River in 1862, where gold had been discovered. The railroad replaced the stagecoach in 1876.

Incorporated in 1913, Banning is a general law city with a council/manager type administration. The City has five elected council members, one of which is chosen mayor by the Council. The City Manager is the Chief Administrative Officer and is appointed by the City Council.

The City of Banning is a full service municipal government, which owns and operates its own electric and water utilities. It also offers its residents an airport, local police protection, municipal bus service, seven parks, a swimming complex, a seasonally operated play house bowl, as well as youth and leisure programs. Recreation opportunities are also abundant in nearby areas, which offer golfing, fishing, hiking, and equestrian trails.



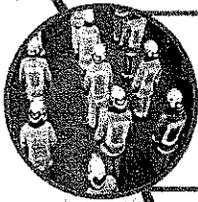
Proud History  
Prosperous Tomorrow

# City of Banning Goals

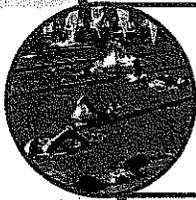
(Approved by the City Council on March 22, 2011)



**Fiscal Stability** - Achieve fiscal sustainability by managing city finances, services and assets to produce a balanced budget, to increase reserves and to maintain desired city services and facilities.



**Public Safety** - Provide police, fire and emergency services to maintain a safe and secure community.



**Infrastructure and City Facilities** - Provide infrastructure improvements needed to provide auto, bicycle and pedestrian mobility recreation opportunities, electricity, water and recycled water for the community.



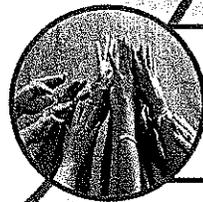
**Economic Development** - Adopt and implement marketing, investment, and planning strategies to increase Banning's tax base, provide local jobs and increase shopping, restaurants and entertainment choices for residents and visitors (provide reasons for visitors to come to Banning).



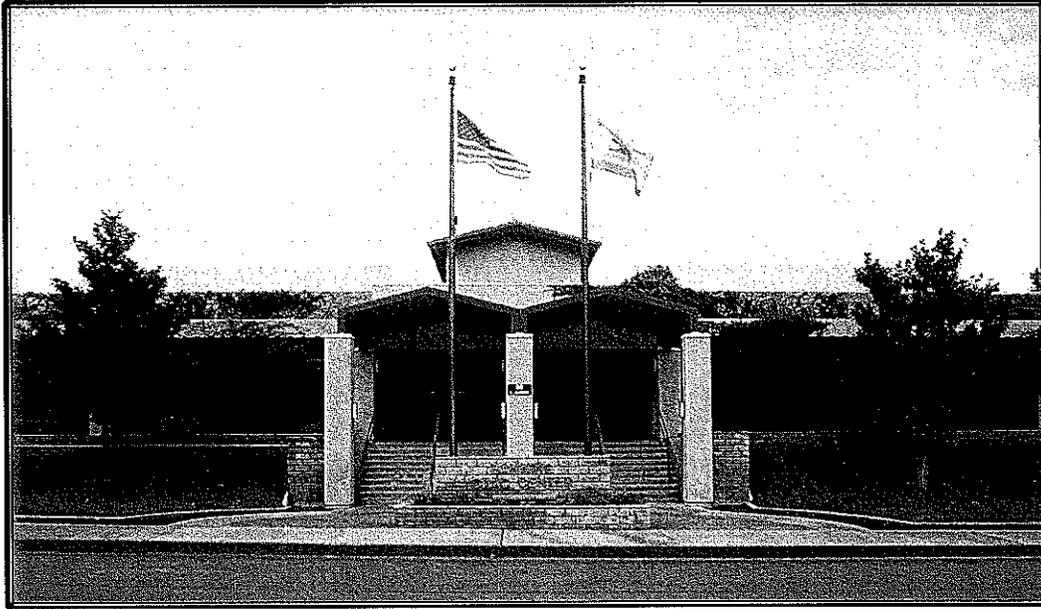
**Quality of Life** - Build and maintain a high standard of community appearance, character and livability by effective planning and code enforcement, attention to long term vision and citizen involvement and recreation facilities and services.



**Community Relations** - Implement pro-active policies and programs which enhance resident-friendly service, responsiveness, two-way communication and transparency to achieve citizen trust of and respect of and involvement in the City.



**Regional Cooperation and Partnerships** - Advocate, create and participate in regional efforts, partnerships and cooperative arrangements to assist in achieving the City's goals.



## EXECUTIVE SUMMARY

In January 2011, the City Council, City Manager and City Executive Management Team Members met in an open Strategic Planning Workshop to discuss the goals and direction of the City. At the conclusion of the workshop, the Council directed staff to begin working on a draft strategic plan. The goals identified in the workshop were brought back to council and approved on March 22, 2011.

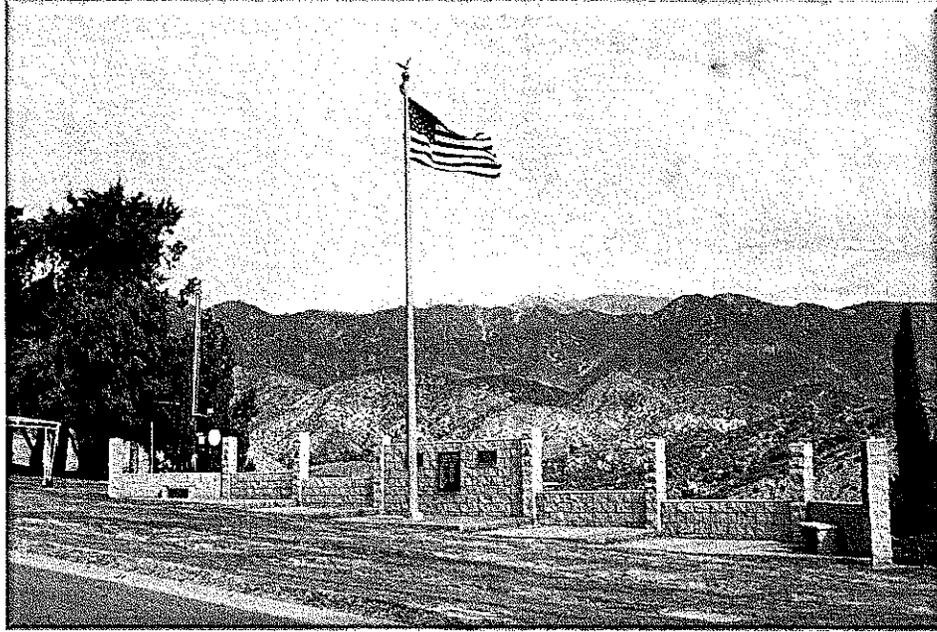
In July 2011, the City Council, City Manager and City Executive Management Team met in an open Study Session to review the draft strategic plan and comment on any changes to the draft document. As a result of the Study Session, revisions were made to the draft plan and the final document has now been compiled and is incorporated herein as Exhibit "A".

The document before you contains a number of policy initiatives identified by the City Council as well as specific goals and objectives that support these initiatives. Lastly, this document also contains milestones and information relative to progress of a certain goal and/or necessary resources needed to accomplish the same.

At this time, I would like to extend my personal gratitude to the Executive and Administrative staff whose dedication and input proved invaluable in the preparation and implementation of this plan.

Respectfully submitted,

Andy Takata  
City Manager  
City of Banning



*City of Banning*  
*Strategic Plan*

***Action Steps / Strategic Priority***

**CITY OF BANNING**

**STRATEGIC PLAN  
2011-2016**



**Goal #1: FISCAL STABILITY - Achieve fiscal sustainability by managing city finances, services and assets to produce a balanced budget, to increase reserves and to maintain desired city services and facilities.**

Strategic Priority Action Steps	Dept.	Priority 1-3 (1-Highest, 3-Least Urgent)	Project Name and Description	Milestone Targets (MM/YR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
A-1	Admin Svcs Finance	1	Balanced Budget		FY2013	Difficult to quantify. Desire is to be able to provide forecasting but not enough staffing bandwidth to accomplish.
B-1	Admin Svcs Finance	1	Revenues – Advocate against State Takeaways	Ongoing	Ongoing	Elected Officials; City Manager = Time & Travel Costs Lobbyist = Retainer
C-1	Admin Svcs Finance	1	Revenues – Increase revenue streams (address revenue leakage)	Ongoing	Ongoing	Hours = unknown; need dept. staff to create database and analyze contracts. Limited by staff reductions. Audit contracts to ensure City is collecting all \$ per terms of contracts.
D-1	Admin Svcs Finance	1	Revenue – Increase revenue streams (existing revenues)	Ongoing	Ongoing	No proactive action at this time due to lack of staffing. If dept. had a staff person, would be able to do analysis, question deviations and contact other agencies.
E-1	Admin Svcs Finance	1	Revenue – Increase revenue streams (NEW revenues)	Ongoing	Ongoing	No staff available to evaluate options and ideas.
F-1	Admin Svcs Finance	1	Expenditures – Reduce costs (employee negotiations)		Fall 2011	+/- (City Atty., Admin Svcs., Director, Deputy Human Resources Director) = negotiations time.
G-1	Admin Svcs Finance	1	Expenditures – Reduce costs (other)			Hire Finance staff person (purchasing focus). Research deals/negotiate cost reductions.
H-1	Admin Svcs Finance	2	Revenues – Fee Review	Under review	Phased Approach	Depts. currently reviewing master list; need to define strategy for revisions vs. NEW fees. Phased approach goal - gain approval of escalator index by Dec 2011. No staff available; finance hours to complete = +/- 200 hrs. depending on who is involved and continuity of project. \$ needed for consultant; OR current strategy is phased approach of utilizing an intern. Establish escalator index where allowed by Prop. 26.

STRATEGIC PLAN  
2011-2016



**Goal #1: FISCAL STABILITY - Achieve fiscal stability by managing city finances, services and assets to produce a balanced budget, to increase reserves and to maintain desired city services and facilities.**

Strategic Priority Action Steps	Dept.	Priority 1-3 (1-Highest; 3-Least Urgent)	Project Name and Description	Milestone Targets (MM/YR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
I-1	Admin Svcs Finance	2	Revenues – Fee review	Nov-11 Review of Water Fees	Winter 2013 or Spring 2014	Possible increase in Winter 2013 or Spring 2014 – Rates for utilities (water, sewer, electric) not scheduled for update since they have been recently approved. However, review of the financials, compliance with bond covenants will continue. If needed, corrective action will be recommended. All other water fees will be reviewed during the budget.
J-1	Admin Svcs Finance	2	Reserves – Update policy	Complete	June 2011	40 to 80 hours for director to analyze changes required by GASB 54, prepare staff report, etc.
K-1	Admin Svcs Finance	2	Reserves – Increase		Unknown	Ability to increase reserves is subject to a balanced budget and excess revenues.
L-1	Admin Svcs Finance	3	Enterprise Resource Planning (ERP) Software		Unknown	Staff time and consultants to conduct business process review, project development, bid requests, proposal evaluations and implementation strategies. Achieving efficiencies and functionality for staff and citizens is a high priority which may be accomplished with the exiting software or through changing the software.
M-1	Electric	2	Ongoing Electric Rate Evaluation	Ongoing	Ongoing	Utilize computer software tool developed by Navigant Consulting to determine Electric rate requirements. This evaluation is performed on a regular basis. Staff will keep Council informed of issues affecting the Electric Utility costs and potential rate impact.
N-1	Public Works	1	Submittal of Grant Applications	Ongoing		Utilize eCivis online grant management to locate information on all available grants.

STRATEGIC PLAN  
2011-2016



Goal #2: PUBLIC SAFETY - Provide police, fire and emergency services to maintain a safe and secure community.

Strategic Priority Action Steps	Dept.	Priority 1-3 (1- Highest, 3- Least Urgent)	Project Name and Description	Milestone Targets (MM/YR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
A-2	Fire	1	Continue current staffing through contract with CalFire	1/1/2012	6/30/2012	Current agreement ends 2012. \$780,000 currently shared between County and Beaumont.
B-2	Fire	2	Fund inspector position	Jul-11	Jan-12	\$106,000
C-2	Fire	2	Increase staffing as city grows FYI: SQ = Paramedic Squad E = Engine 5 = 5 person staffing 4 = 4 person staffing	As growth happens	As growth happens	CFD for staffing; mitigation funds for equipment. Squad (SQ) = \$809,400 for 5 person staffing; Engine (E) = \$1,113,000; Squad (SQ) = \$650,000 for 4 person staffing; 4 person increase staffing uses a person from the current engine staffing, but this will increase OT.
D-2	Police	1	CFD's - Impact based on level of new developments.	Ongoing	Ongoing	
E-2	Police	1	Rewarding of Grants through State and Federal Programs throughout the year.	Ongoing	Ongoing	Continue to seek federal grants.
F-2	Police	1	Sign new contract with BUSD for High School SRO for FY2011-12	July-11	6/30/2010 (FY10-11)	School funded positions
G-2	Police	1	Continue to make our community the safest as possible. As the population grows, strive to keep the violent and property crimes down.	Ongoing Annually	Ongoing	Banning continues to be a safe place to live based on the annual reports of crime. Annual violent crime decreases since 2007. Annual property crime decreases since 2006.
H-2	Police	2	Morongo Agreement	Ongoing	Ongoing	
I-2	Police	3	Influence perceptions (increase awareness of low crime rates/interaction with Press to manage positive articles, etc.)	Ongoing	Ongoing	Police Admin Staff - Coordinate community meetings. CM/Police Chief/Admin Staff - Meet with Press to produce positive articles, etc.

STRATEGIC PLAN  
2011-2016



Goal #3: INFRASTRUCTURE AND CITY FACILITIES - Provide infrastructure improvements needed to provide auto, bicycle and pedestrian mobility recreation opportunities, electricity, water and recycled water for the community.

Strategic Priority Action Steps	Dept.	Priority 1-3 (1-Highest; 3-Least Urgent)	Project Name and Description	Milestone Targets (MM/YR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
A-3	Comm. Develop.	1	Amendment to the General Plan Circulation Element	Jul-11	Jul-12	\$200,000 – Consultant costs; cost estimates to amend the Level of Service (LOS) standards and deletion of Highland Home Road from the Circulation Element. Overlap with Public Works.
B-3	Comm. Develop.	2	Amendment to the General Plan Parks and Recreation Element to correspond with the adoption of the current Parks Master Plan.	Jul-11	Dec-11	Using internal staff which is already budgeted in the current and next fiscal year. Will need to take another General Plan Amendment to ensure that the City is keeping with the maximum 4 amendments per year.
C-3	Electric	2	Update Electric Utility 10-Year Master Plan	Jul-12	Dec-12	Consultant budget \$120,000. Will also require assistance from Electric Utility personnel. The consultant cost estimate is based on the previous Master Plan, which was completed in 2004. Actual cost may be higher.
D-3	Fire	1	Retain Engine 20	Jul-11	Jan-12	\$35,500; approximate annual cost.
E-3	Public Works	1	Restoration of the Whitewater Diversion Pipeline Flume	Dec-14	2015	10% of total costs of repairs (unknown)
F-3	Public Works	1	Irrigation Water System - Phase 1 of the recycled water system (Design only)	Dec-11	2012	Completed in 2011 for Phase 1 – Segment A.
G-3	Public Works	1	Improvements to the Existing Wastewater Treatment Plant	Ongoing	Ongoing	2011 Design complete and modification to scalping plant idea.
H-3	Public Works	1	Continual discussion regarding the Recycled Water Plant	Dec-12	Ongoing	2011 – Funding available Council approval needed.
I-3	Public Works	1	SB-821 Grant Submittal	Mar-11	Apr-11	30 hours; complete/pending results.
J-3	Public Works	1	Annual Street Overlay Project	Sep-11	Jan-12	Measure "A" (RAC Grant rubberized asphalt)
K-3	Public Works	1	Sunset Avenue Grade Separation	Dec-12	Dec-14	CFD/AD needed for add'l. 10 mil. (\$20 mil. in hand via grant)
L-3	Public Works	1	Courthouse Infrastructure	Sep-11	Feb-12	Project out to bid
M-3	Public Works	1	Joshua Palmer	Sep-11	Dec-12	Cooperation w/ other agencies required; private funding.
N-3	Public Works	2	Annual Waterline Replacement Program. Replacement of various waterlines within the City.	Jan-12	Ongoing	Completed 2011; new design would go out 2011-12.

**CITY OF BANNING**

**STRATEGIC PLAN  
2011-2016**



**Goal #3: INFRASTRUCTURE AND CITY FACILITIES - Provide infrastructure improvements needed to provide auto, bicycle and pedestrian mobility recreation opportunities, electricity, water and recycled water for the community.**

Strategic Priority Action Steps	Dept.	Priority 1-3 (1- Highest; 3- Least Urgent)	Project Name and Description	Milestone Targets (MM/YR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
O-3	Public Works	2	Supervisor Control Data Acquisition (SCADA) System. Replacement of existing system to manage water production and reliability.	Jan-12	2014	Funding unknown; design.
P-3	Public Works	2	Airport	June-11	June-11	2011 AWOS System complete; 2011-12 Taxi-way modifications awaiting FAA approval.
Q-3	Public Works	2	Banning Water Canyon Replacement Phase 1. Replacement of transmission waterline which supplies the majority of the City's water.	Jan-12	2015	Apply SRF
R-3	Public Works	3	Sun Lakes Blvd. (Extension to Westward)		Unknown	No Funding
S-3	Public Works	3	Pre-Amps at Signals (Highland Springs)		Unknown	No Funding
T-3	Public Works	3	Golf Carts	Unknown	Unknown	No Funding (contingent upon right-of-way, vehicle code changes and funding).

**CITY OF BANNING**

**STRATEGIC PLAN  
2011-2016**



**Goal #4: ECONOMIC DEVELOPMENT - Adopt and implement marketing, investment, and planning strategies to increase Banning's tax base, provide local jobs and increase shopping, restaurants and entertainment choices for residents and visitors (provide reasons for visitors to come to Banning).**

Strategic Priority Action Steps	Dept.	Priority 1-3 (1- Highest; 3- Least Urgent)	Project Name and Description	Milestone Targets (MM/YY)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
A-4	Comm. Develop.	2	Inventory of vacant commercial and industrial properties in the City and making it available on the City's website.	Complete	May 2011 + semi-annual updates	25 person/\$15,000. The inventory is published on the City's website. The cost relates to continuing updates and working with relators/brokers and property owners.
B-4	Comm. Develop.	2	Improvements to the City's website for marketing purposes.	Jul-11	Monthly Update	25 person/\$15,000. This includes initial redesign and ongoing updates.
C-4	Comm. Develop.	3	Business Retention and Expansion Survey	May-11	Dec-11	Using Economic Development Committee to do initial contacts with businesses.
D-4	Comm. Develop.	3	ICSC Membership for 2 attendees for attendance at 2 ICSC events.	May/Sep Annually	Same as milestone	TBD
E-4	Comm. Develop.	1	Economic Development Plan	TBD	TBD	New Director position to be filled - recruitment/interviews in progress. Action steps to be added at a later date as part of bringing a Strategic Plan update to City Council (every 6 months).
F-4	Comm. Develop.	1	Hire an Economic Development/Redevelopment Director	Jul-11	Dec-11	\$216,246.20 annually; recruitment in progress.
G-4	Comm. Develop.	1	Economic Development Brochure and Marketing Packet	Apr-11	Complete	
H-4	Electric	1	Promote Electric Utility Incentives for Large Commercial customers and Existing Large Commercial customers that expand their business.	Ongoing	Ongoing	The Electric Utility implemented two new programs (Economic Dev. Rate Program and the Business Retention Rate Program) to attract new large-commercial customers and retain existing customers.

**CITY OF BANNING**

**STRATEGIC PLAN  
2011-2016**



**Goal #5: QUALITY OF LIFE - Build and maintain a high standard of community appearance, character and livability by effective planning and code enforcement, attention to long term vision and citizen involvement and recreation facilities and services.**

Strategic Priority Action Steps	Dept.	Priority 1-3 (1- Highest; 3- Least Urgent)	Project Name and Description	Milestone Targets (MM/RR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
A-5	Comm. Develop.	1	Continue to build attractive and walkable Downtown.	Ongoing as part of land develop.	Ongoing as part of land develop.	Utilize existing staff; done as part of development review and verify during construction. Multi-tenant commercial development must have property management to ensure the ongoing maintenance of properties.
B-5	Comm. Develop.	2	Effective planning	Jan-12	Ongoing	\$65,000 for an assistant planner; cost will be shown in the budget and is also indicated in the row labeled "encourage new residential development". An additional planner is needed to provide and improve customer service to "mom and pop" developers who are not as familiar with development regulations, including state and environmental laws.
C-5	Comm. Develop.	1	Establish priorities for Code Enforcement (communicate with residents, be pro-active)	Jun-11	Ongoing	Use existing staff plus an additional officer = \$70,000 (salary + benefits) for enhanced code enforcement; for pro-active code enforcement - need 1 more code officer.
D-5	Comm. Develop.	3	Art in Public Places	Ongoing	Ongoing	Ongoing as part of land development - Due to budget constraints and reduced staffing, this item shall be limited to Downtown only focus at this time. We cannot accomplish the full citywide implementation with our current staffing. Art in Public Places is required only in the Downtown Commercial District. Staff is to develop policies and standard criteria.
E-5	Comm. Develop.	3	Encourage new residential development	Jun-12	Ongoing	\$65,000 (salary + benefits) for an assistant planner. Please Note: This is the same position as listed above (A-5 & B-5).
F-5	Comm. Svcs.	3	Long term vision for Community Services Department (Involvement, Facilities and Programs).	Midyear Budget Review	FY12-13	\$78,000 (Salary & Benefits) - Annual cost for the creation of a Recreation Manager position. Staff and P&R Commission can begin working on this using the updated master plan. Moved to priority level 3 - cannot recommend unless programs pay to fund this position. Staffing priorities and implementation to be reviewed.
G-5	Comm. Svcs.	2	Marketing & Development of Programs	TBD	TBD	TBD

STRATEGIC PLAN  
2011-2016



**Goal #5: QUALITY OF LIFE - Build and maintain a high standard of community appearance, character and livability by effective planning and code enforcement, attention to long term vision and citizen involvement and recreation facilities and services.**

Strategic Priority Action Steps	Dept.	Priority 1-3 (1- Highest; 3- Least Urgent)	Project Name and Description	Milestone Targets (MM/YR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
H-5	Electric	2	Downtown Electric Underground Project	Jun-11	Dec-13	Cost for this project is estimated at \$2.8 mil. This project will help clean up the Downtown Corridor and make it more attractive to potential Commercial customers
I-5	Fire	2	Fund Inspector (this is listed on Goal #2 but will also apply to Goal#5)			Listed in Goal#2 (to avoid duplication there is no cost shown w/ Goal#5). Inspecting all public buildings can improve this goal.
J-5	Public Works	2	City Monuments	2012	2012	No Funding
K-5	Public Works	2	Repplier Park Bowl	Jun-11	Jun-11	Grant Prop. 84 and CDBG application in process. Otherwise, no funding.
L-5	Public Works	3	Roosevelt Williams Park	2011	2012	No funding – dependent upon outcome of redevelopment elimination.

**CITY OF BANNING**

**STRATEGIC PLAN  
2011-2016**



**Goal #6:** - *Implement pro-active policies and programs which enhance resident-friendly service, responsiveness, two-way communication and transparency to achieve citizen trust and respect of involvement in the City.*

Strategic Priority Action Steps	Dept.	Priority 1-3 (1- Highest; 3- Least Urgent)	Project Name and Description	Milestone Targets (MM/YR)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
A-6	Comm. Develop.	2	Community Forums and Meetings	Ongoing	Ongoing	Utilize existing staff; this is to be done in conjunction with land development or general plan amendment of specific issues that are of citywide or of neighborhood concern.
B-6	Electric	2	Utility Customer Service Software and Phone Systems	Ongoing	Dec-12	The Electric Utility will continue to work with the Finance Dept. to fully utilize the existing systems, while looking at the feasibility of implementing new, more effective systems.
C-6	Public Works	1	Effective Management of Waste Management	Ongoing	Ongoing	Utilize existing staff/continual communications and coordination with Waste Management, etc.

**CITY OF BANNING**

**STRATEGIC PLAN  
2011-2016**



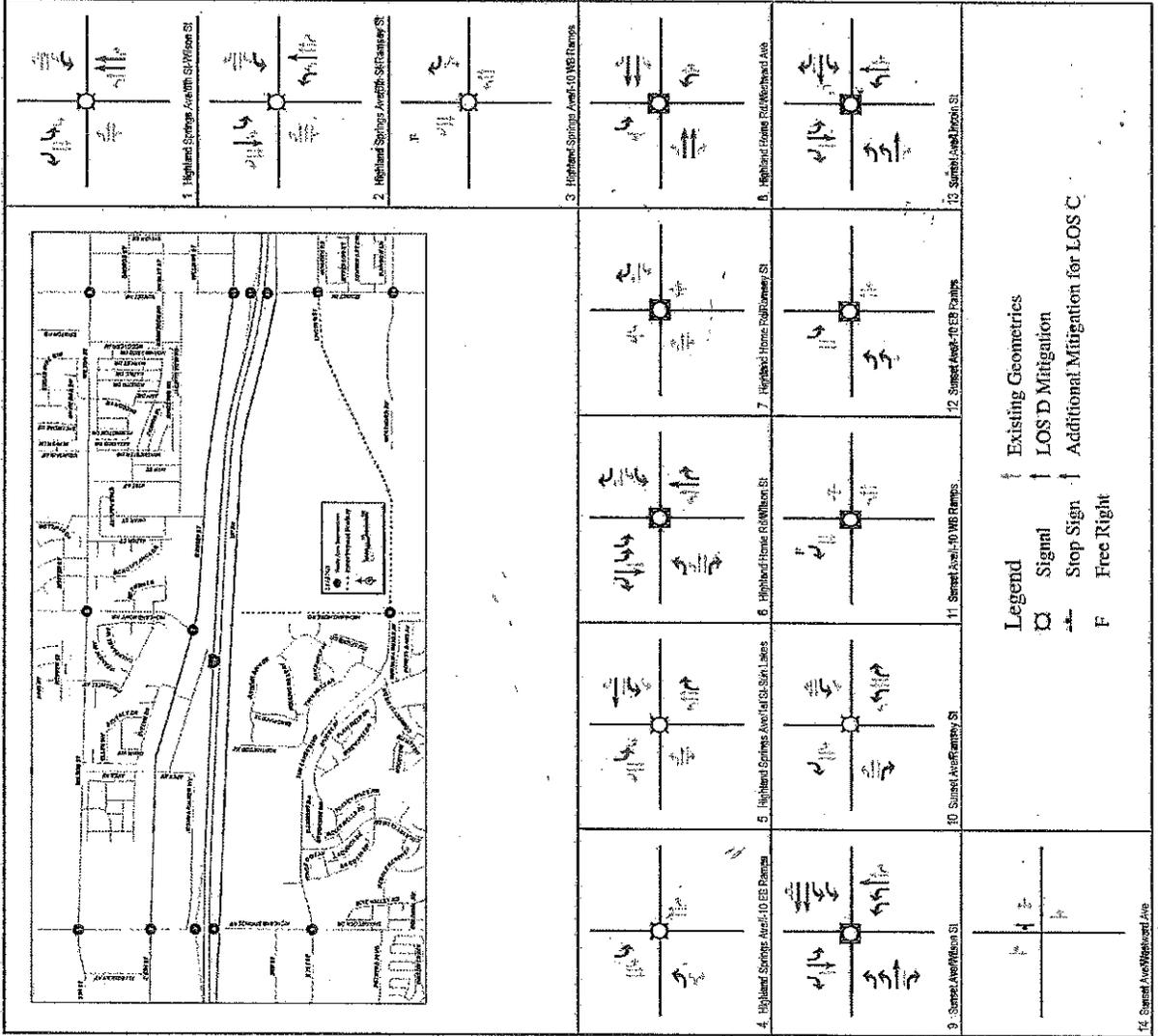
**Goal #7: REGIONAL COOPERATION AND PARTNERSHIPS - Advocate, create and participate in regional efforts, partnerships and cooperative agreements to assist in achieving the City's Goals.**

Strategic Priority Action Steps	Dept.	Priority 1-3 (1- Highest; 3- Least Urgent)	Project Name and Description	Milestone Targets (MM/YY)	Completion Date	Necessary Resources/Additional Costs/Comments (Hours w/ Personnel or Consultant Budget where applicable)
A-7	Comm. Develop.	3	SCAG – Activities	Ongoing	Ongoing	0.25 persons (or \$20,000) to monitor SCAG activities. Cost sharing as part of an Assistant Planner position.
B-7	Electric	2	Participation in Electric Industry organizations that benefit the City (SCPPA, CMUA, APPA, WUC, etc.)	Ongoing	Ongoing	Approximately 680 man-hours per year are spent participating in Electric Industry organizations. The City obtains a tremendous ROI on our participation in the SCPPA and CMUA organizations. Staff will continue to maximize this benefit.
C-7	Fire	2	Regional Fire Costs	Jul-11	Jul-12	Pass Area Cities and County. Unknown cost – Banning is currently receiving funding from the County and Beaumont. Banning will be asked for funds under the regional concept.
D-7	Public Works	1	Member of Riverside Council of Governments Solid Waste Technical Committee	Bi-monthly Mtgs.	Bi-monthly Mtgs.	\$3,900 annually – Funded.
E-7	Public Works	1	Member of the Western Riverside Council of Governments Public Works Committee (TACTUMF participation)	Monthly Meetings	Monthly Meetings	Staff time to attend meetings.
F-7	Public Works	1	Imported Water Meeting, discussion of delivery in regards to State Project Water.	Monthly	Monthly	\$5,400 Annually
G-7	Public Works	1	Watermaster, development of Beaumont management zone.	Qtrly. Meetings	Qtrly. Meetings	Staff time to attend meetings.
H-7	Public Works	2	Member of Western Riverside County Clean Cities Coalition	Monthly Meetings	Monthly Meetings	\$6,000 annually – Funded.
I-7	Public Works	2	Desert Task Force, discussion on updates/revisions to the City's Stormwater Discharge Permits.	Monthly	Monthly	\$12,000 Annually; total = \$24,000 annually for permit.
J-7	Public Works	3	Inland County Water Agencies, discussion of water issues within the county and agencies.	Monthly	Monthly	\$1,300 Annually

**Exhibit "D"**

**Intersection Analyzed for the Change in LOS C to D**

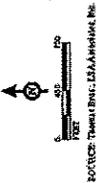
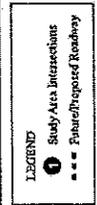
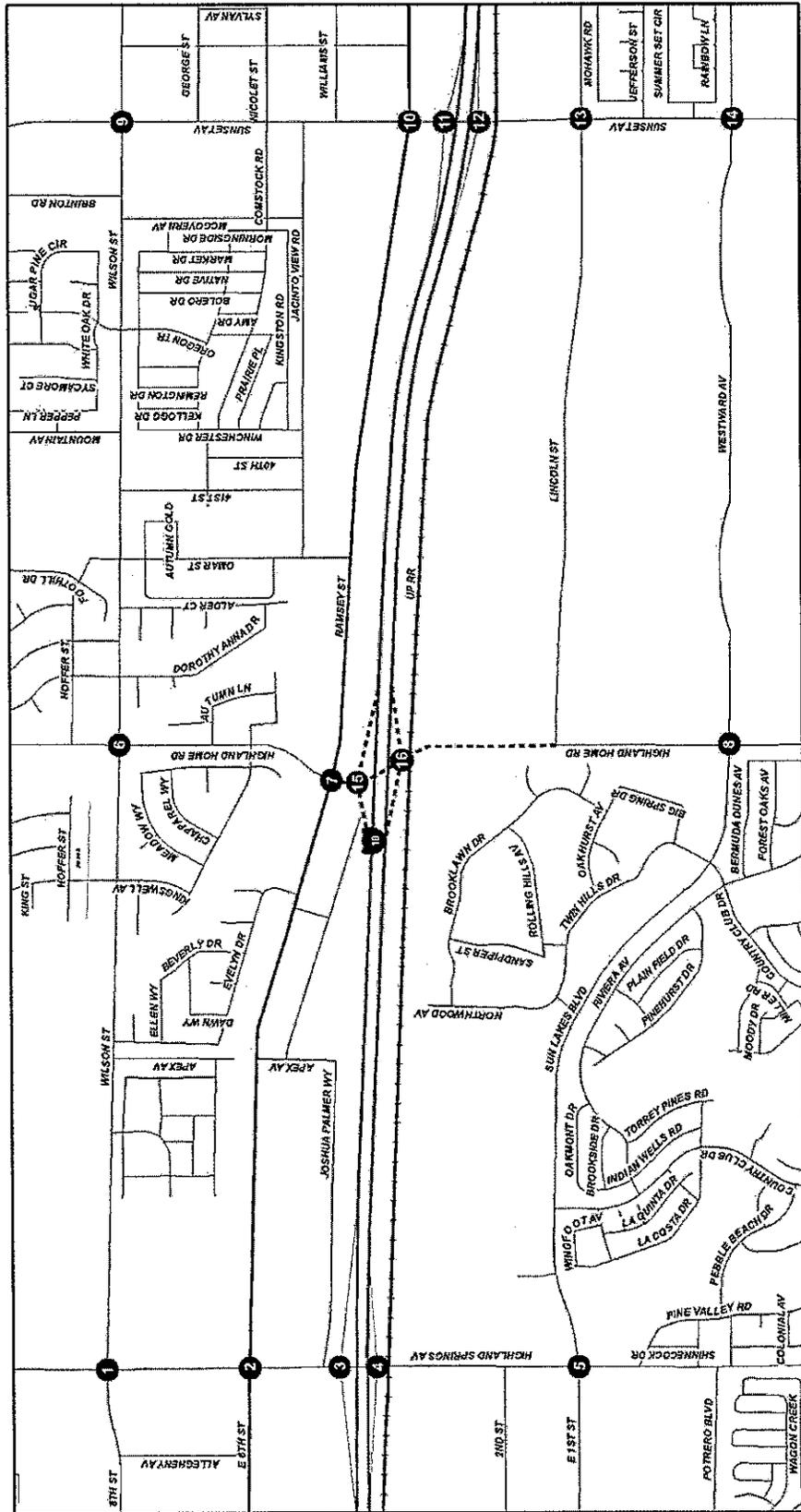
# GP IMPROVEMENTS WITHOUT INTERCHANGE



**Exhibit "E"**

**Intersection Analyzed for the removal of Highland Home Road Interchange at I-10**

# STUDY AREA INTERSECTIONS FOR GPA REMOVAL OF I-10/HIGHLAND HOME ROAD INTERCHANGE



SOURCE: TOMALBA INC., SAN ANTONIO, TX

**Exhibit "F"**

**Combined results of the improvements from the change in LOS from C to D  
and removal of Highland Home Road**



**Exhibit "G"**

**Draft Environmental Impact Report**

**(Submitted under separate cover)**

**Exhibit "H"**  
**Final Environmental Impact Report**  
**(Submitted under separate cover)**

**Exhibit "I"**

**Errata sheet responding to comments from SCAQMD**

## PAGE 4.6-8 OF THE DRAFT EIR

*The text under the subsection entitled Southern California Association of Governments in Section 4.6, Transportation and Circulation of the Draft EIR was updated to state that the current conforming RTP is 2012 and not 2008. This change was made in response to comments received from SCAQMD. This change to the Draft EIR does not result in a significant impact and has no material effect on the findings of the EIR.*

**Southern California Association of Governments.** The 2012 RTP ~~was~~ has been adopted by SCAG on April 4, 2012, and is ~~expected~~ was to be determined as conforming by the Federal Highway Administration (FHWA) and the Federal Transportation Administration (FTA) by on June 4, 2012. ~~Therefore~~ However, the current conforming RTP adopted by SCAG ~~remains is~~ is the 2012~~08~~ RTP. ~~On May 8, 2008, the SCAG Regional Council adopted the 2008 Regional Transportation Plan (RTP).~~ The 2012~~08~~ RTP emphasizes the importance of system management, goods movement, and innovative transportation financing. The 2012~~08~~ RTP strives to provide a regional investment framework to address the region's transportation and related challenges. It also looks to strategies that preserve and enhance the existing transportation system and integrate land use into transportation planning. The 2012~~08~~ RTP includes goals and policies applicable to transportation.

The 2012 ~~Draft~~ RTP identifies the transportation vision for the region through 2035 and provides a long-term investment framework for addressing the region's transportation and related challenges. The plan is a balanced approach that focuses future investments on the best-performing projects and strategies that seek to preserve, maintain, and optimize the performance of the existing system. The 2012 ~~Draft~~ RTP includes goals and policies applicable to transportation. However, as stated above, the I-10/Highland Home Road interchange is not included in any long-range freeway planning studies by SCAG.

## FIGURES 3.3 AND 4.6-1 OF THE DRAFT EIR

The graphic for Figures 3.3 and 4.6-1 were updated to include the most current circulation map for the City of Banning's General Plan, which was adopted by the City in January 2006. Changes in the 2006 General Plan circulation map are minor, were not used for the purposes of evaluating traffic impacts in this EIR, and do change any conditions therein. Therefore, these changes to the Draft EIR do not result in a significant impact and have no material effect on the findings of the EIR.

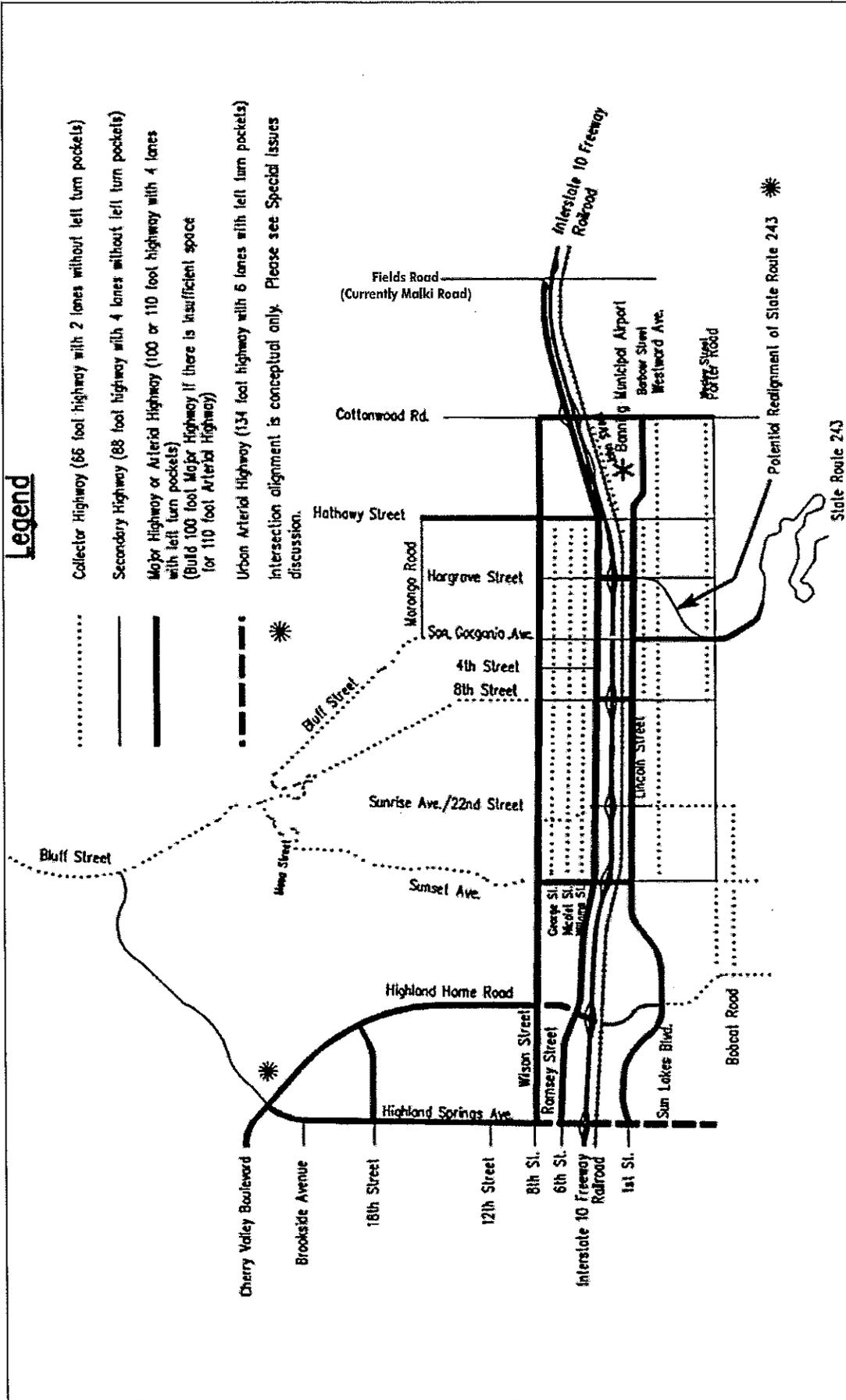


FIGURE 3.3

LSA

City of Banning Circulation Element  
 General Plan Amendment  
 Existing General Plan Street System

**Legend**

- ..... Collector Highway (66 foot highway with 2 lanes without left turn pockets)
- Secondary Highway (88 foot highway with 4 lanes without left turn pockets)
- Major Highway or Arterial Highway (100 or 110 foot highway with 4 lanes with left turn pockets)  
(Build 100 foot Major Highway if there is insufficient space for 110 foot Arterial Highway)
- Urban Arterial Highway (134 foot highway with 6 lanes with left turn pockets)
- \* Intersection alignment is conceptual only. Please see Special Issues discussion.

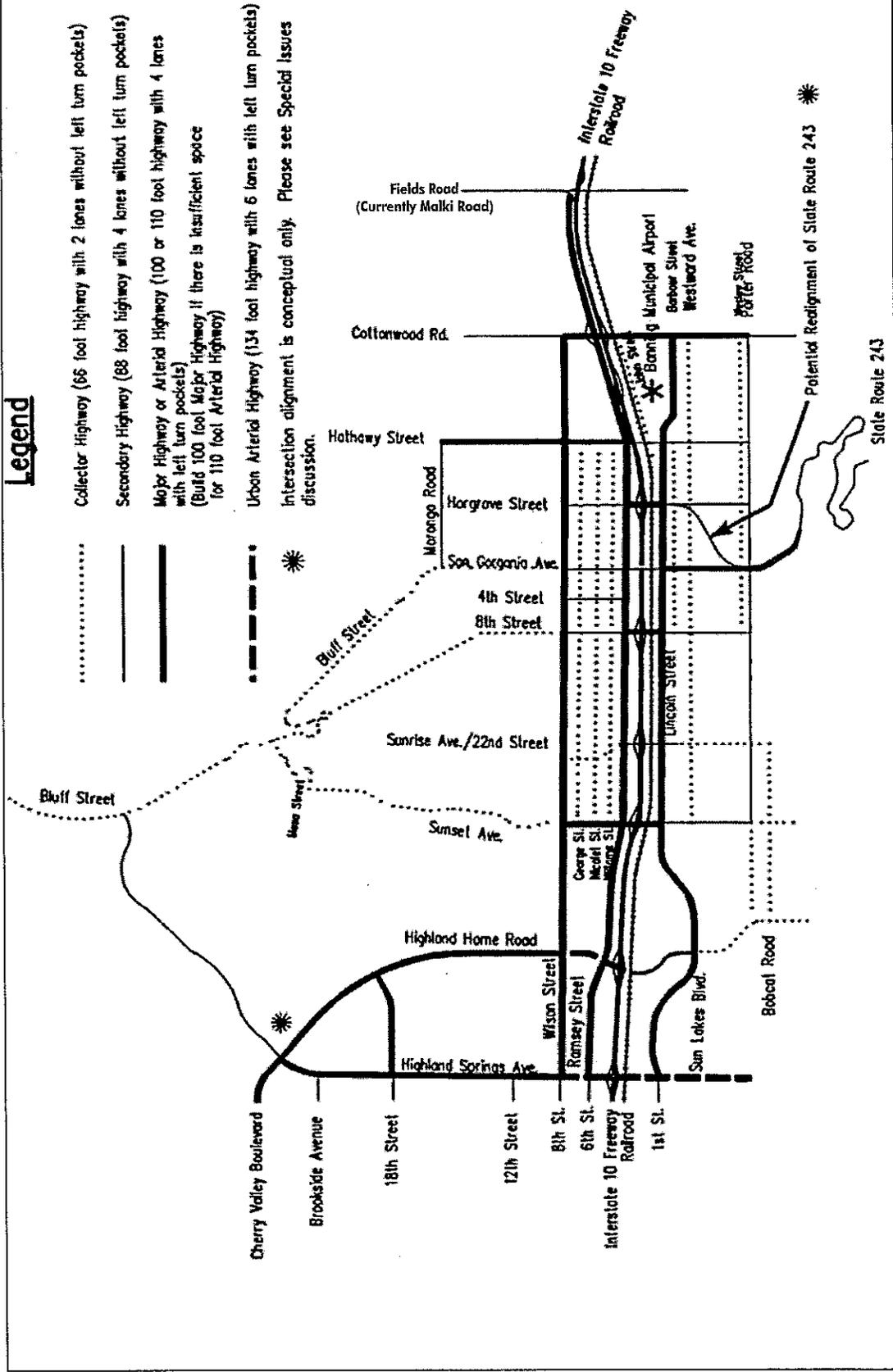
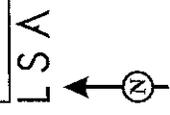


FIGURE 4.6-1



City of Banning Circulation Element  
 General Plan Amendment  
 Existing General Plan Street System

## MITIGATION MONITORING AND REPORTING PROGRAM

### MITIGATION MONITORING REQUIREMENTS

PRC Section 21081.6 (enacted by the passage of Assembly Bill 3180) mandates that the following requirements shall apply to all reporting or mitigation monitoring programs:

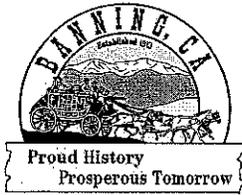
- The public agency shall adopt a reporting or monitoring program for the changes made to the project or conditions of project approval in order to mitigate or avoid significant effects on the environment. The reporting or monitoring program shall be designed to ensure compliance during project implementation. For those changes which have been required or incorporated into the project at the request of a responsible agency or a public agency having jurisdiction by law over natural resources affected by the project, that agency shall, if so requested by the Lead Agency or a responsible agency, prepare and submit a proposed reporting or monitoring program.
- The Lead Agency shall specify the location and custodian of the documents or other material which constitute the record of proceedings upon which its decision is based.
- A public agency shall provide the measures to mitigate or avoid significant effects on the environment that are fully enforceable through permit conditions, agreements, or other measures. Conditions of project approval may be set forth in referenced documents which address required mitigation measures or in the case of the adoption of a plan, policy, regulation, or other project, by incorporating the mitigation measures into the plan, policy, regulation, or project design.
- Prior to the close of the public review period for a draft environmental impact report (EIR) or mitigated negative declaration (MND), a responsible agency, or a public agency having jurisdiction over natural resources affected by the project, shall either submit to the Lead Agency complete and detailed performance objectives for mitigation measures which would address the significant effects on the environment identified by the responsible agency or agency having jurisdiction over natural resources affected by the project, or refer the Lead Agency to appropriate, readily available guidelines or reference documents. Any mitigation measures submitted to a Lead Agency by a responsible agency or an agency having jurisdiction over natural resources affected by the project shall be limited to measures which mitigate impacts to resources which are subject to the statutory authority of, and definitions applicable to, that agency. Compliance or noncompliance by a responsible agency or agency having jurisdiction over natural resources affected by a project with that requirement shall not limit that authority of the responsible agency or agency having jurisdiction over natural resources affected by a project, or the authority of the Lead Agency, to approve,

condition, or deny projects as provided by this division or any other provision of law.

A Mitigation Monitoring and Reporting Program was not prepared for this project because no significant environmental impacts would result from implementation of the proposed project.

**Exhibit "J"**

**March 15, 2013 Notice Published in the Record Gazette**



99 E. Ramsey Street  
Banning, California 92220  
Mailing Address: P.O. Box 998  
Phone: 951 922-3125  
Fax: 951 922-3128

**CITY COUNCIL PUBLIC HEARING NOTICE  
AND  
NOTICE OF AVAILABILITY OF FINAL EIR**

Notice is hereby given that the City of Banning City Council will consider the following item(s):

**CASE(S):** The City of Banning is proposing to amend the General Plan Circulation Element. The proposed General Plan Amendment (GPA) includes a change to the acceptable Level of Service (LOS) for roadway operating conditions from LOS C to LOS D. Additionally, the City is proposing to remove Highland Home Road Interchange from the City's Circulation Element. Street, Sunset Avenue, and Highland Springs Avenue are the access streets that provide interchange access to I-10.

**DOCUMENT REVIEW:** The Final EIR may be reviewed at the City of Banning Community Development Department's website <http://www.ci.banning.ca.us/>.

**PUBLIC HEARING:** The FEIR and the proposed project will be considered during the City of Banning City Council hearing scheduled on **March 26, 2013 at 5:00 p.m.** at which time the City Council may make recommendation to the City Council for its action. Any person affected or concerned by this application may submit written comments to the Office of the City Clerk before the City Council hearing. At the time of the public hearing, any person may appear and be heard in support of or opposition to the project.

**PROJECT NAME:** City of Banning Circulation Element General Plan Amendment

**APPLICANT:** City of Banning  
Community Development Dept.  
99 East Ramsey Street  
Banning, CA 92220

Any person challenging this project in court, may be limited to raising only those issues identified at the public hearing described in this notice or in writing delivered to the City of Banning Community Development Department prior to the public hearing.

The Final Environmental Impact Report (FEIR) on the above-indicated case has been completed and is available for public review. The potential environmental impacts associated with the project were evaluated in a Draft Environmental Impact Report (DEIR) (SCH No. 2012011008), which was circulated for public review from September 21 to November 5, 2012. Comments received on the DEIR have been addressed in a FEIR, which is available for public review beginning on January 25, 2013. The complete FEIR consists of two volumes. The first volume is the DEIR and the second volume is the response to comments on the DEIR. An errata is provided in the second volume to address any changes warranted in the DEIR.

**City of Banning  
City Council Meeting**

**COUNCIL CHAMBERS  
CITY HALL  
99 East Ramsey Street  
Banning, California 92220**

Date & Time: **March 26, 2013 at 5:00 p.m.**  
Project Manager: Zai Abu Bakar  
Phone: (951) 922-3131

**PROPOSAL:** The City of Banning is proposing to amend the General Plan Circulation Element. The General Plan Amendment (GPA) would include two components: a policy change to the acceptable Level of Service (LOS) for roadway operating conditions from LOS C to LOS D throughout the City; and the removal of Highland Home Road Interchange from the City's Circulation Element.

**Si necesita un interprete por favor llamenos al  
(951) 922-3131**

**LOCATION:** The project is located in the City of Banning (City). The City is located in the San Geronio Pass area and is served by Interstate 10 (I-10) as well as a network of arterial roadways and local streets. I-10 is an eight-lane divided freeway that runs through Banning, bisecting it into south and north communities. Malki Road (formerly Fields Road), Ramsey Street, Hargrave Street, 8th Street, 22nd