

Pacheco Boulevard Complete Streets Plan

SR-152 Specific Plan | City of Los Banos

Accepted by Los Banos City Council, January 6, 2021

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City of
Los Banos
At the Crossroads of California



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Table of Contents

1. Introduction	1-1
Plan Vision and Purpose	1-1
Plan Objectives	1-1
Plan Organization	1-2
2. Existing Conditions and Planning Context	2-1
Plan Area Review	2-2
Infrastructure Analysis	2-29
Safety Analysis	2-50
Key Issues and Opportunities	2-53
3. Community Engagement and Concept Development	3-1
Introduction	3-1
Engagement Round 1: Identifying Community Priorities	3-3
Development of Preliminary Concepts	3-8
Engagement Round 2: Preliminary Concepts	3-10
Development of Refined Concepts	3-13
Engagement Round 3: Refined Concepts	3-14
4. Plan Concept	4-1
Traffic Flow and Safety	4-2
Aesthetics and Urban Design	4-11
Pedestrian Improvements	4-24
Bicycle Improvements	4-27
5. Implementation	5-1
Implementation and Phasing	5-1
Caltrans Coordination	5-18
Funding	5-18
Appendices	Separate Document

List of Figures

Figure 2.1 Regional Context	2-2
Figure 2.2 Plan Area Boundaries	2-3
Figure 2.3 Los Banos Commuter and Dos Palos Link Route in Los Banos	2-6
Figure 2.4 General Plan Land Use Designations – Local Context	2-7
Figure 2.5 Existing Land Use – West Segment	2-9
Figure 2.6 General Plan Land Use Designations – West Segment	2-9
Figure 2.7 Existing Land Use – Center Segment	2-11
Figure 2.8 General Plan Land Use Designations – Center Segment	2-11
Figure 2.9 Existing Land Use – East Segment	2-13
Figure 2.10 General Plan Land Use Designations – East Segment	2-13
Figure 2.11 Key Destinations	2-15
Figure 2.12 Population Growth in Los Banos and Merced County, 1920-2010	2-18
Figure 2.13 Los Banos Population Projections, 2020-2060	2-18
Figure 2.14 Age Distribution in Los Banos and Merced County	2-19
Figure 2.15 Los Banos Race and Ethnicity	2-19
Figure 2.16 Merced County Race and Ethnicity	2-19
Figure 2.17 Income Distribution in Los Banos and Merced County	2-20
Figure 2.18 CalEnviroScreen 3.0 Scores (2018) in Los Banos	2-23
Figure 2.19 Pacheco Boulevard Near Ortigalita Road (Looking East)	2-30
Figure 2.20 Pacheco Boulevard Between J Street and 11th Street (Looking East)	2-31
Figure 2.21 Pacheco Boulevard Near Mercey Springs Road (Looking East)	2-32
Figure 4.1 SR-152/Pacheco Boulevard Speed and Character Zones	4-1
Figure 4.2 Improvements to Traffic Flow and Safety	4-2
Figure 4.3 Corridor Improvements Key Map - Aesthetics and Urban Design	4-11
Figure 4.4 East Gateway Park Plaza Concept at I Street	4-15
Figure 4.5 West Gateway Concept	4-16
Figure 4.6 West Gateway Median Concept near Badger Flat Road	4-18
Figure 4.7 East Gateway Median Concept near Ward Road	4-18
Figure 4.8 Pedestrian Improvements Plan Concept	4-24
Figure 4.9 Types of Bikeways	4-27

Figure 4.10 Potential East-West Bicycle Routes	4-28
Figure 4.11 “Zig-Zag” Route	4-29
Figure 4.12 Concept on L Street	4-29
Figure 4.13 Neighborhood Greenway Concept	4-30
Figure 4.14 Concept on Washington Avenue	4-30
Figure 4.15 Pacheco Boulevard Bicycle Lanes	4-31
Figure 4.16 Typical Concept Right of Way	4-31
Figure 4.17 Los Banos Creek Trail Crossing Concept	4-32
Figure 4.18 Phase 1 - West I-Street / Canal Path	4-33
Figure 4.19 Phase 1 - West I-Street / Canal Path	4-33
Figure 4.20 Phase 2 - West I-Street / Canal Path	4-34
Figure 4.21 Phase 2 - West I-Street / Canal Path	4-34
Figure 4.22 Rail Trail Crossing Concept	4-35
Figure 4.23 Downtown Area Concept	4-36

List of Tables

Table 2.1 Means of Transportation to Work	2-21
Table 2.2 Employment by Industry in Los Banos and Merced County	2-21
Table 2.3 Design Standards and Volumes by Street Classification	2-34
Table 2.4 Roadway Classifications and Configurations for Roadways within the Plan Area	2-35
Table 2.5 Pacheco Boulevard Signalized Intersections	2-36
Table 2.6 Pacheco Boulevard/SR-152 and Mercey Springs Road/SR-165 Average Daily Traffic (ADT)	2-44
Table 2.7 Existing Peak Hour Intersection Levels of Service Along Pacheco Boulevard/SR-152 – Weekday	2-45
Table 2.8 Existing Peak Hour Intersection Levels of Service Along Pacheco Boulevard/SR152 – Weekend	2-45
Table 2.9 Pacheco Boulevard/SR-152 Median Configuration and Access Points – North (N) and South (S)	2-46
Table 2.10 MCAG 2018 RTP Roadway Capacity Increasing Improvements (City of Los Banos)	2-47
Table 2.11 MCAG 2018 RTP Roadway Capacity Increasing Improvements (Caltrans)	2-48
Table 2.12 Motor Vehicle Involved With (MVIW)	2-51
Table 2.13 Top Five Primary Collision Factors	2-51

Table 2.14. Top Four Primary Vehicle Collision Types	2-51
Table 4.1 Relevant Bikeways Proposed in the Bicycle-Pedestrian Plan	4-27
Table 5.1 Downtown Zone Pedestrian Safety Improvements Cost Estimate	5-3
Table 5.2 9th Street Enhanced Pedestrian and Traffic Safety Cost Estimate	5-4
Table 5.3 Downtown Zone Street Lighting Improvements Cost Estimate	5-5
Table 5.4 West Entry Landscaped Median Cost Estimate	5-6
Table 5.5 East Entry Landscaped Median Cost Estimate	5-7
Table 5.6 West Gateway Parks Cost Estimate	5-8
Table 5.7 Wolfsen Park Cost Estimate	5-9
Table 5.8 Flagpole Park Cost Estimate	5-9
Table 5.9 Downtown Gateway - 6th Street Cost Estimate	5-10
Table 5.10 Pacheco Park Cost Estimate	5-11
Table 5.11 I Street Pocket Park Cost Estimate	5-12
Table 5.12 Zig-Zag Bicycle Route Cost Estimate	5-13
Table 5.13 West I Street/Canal Path Ped/Bike Improvements Cost Estimate	5-14
Table 5.14 Phase I Cost Estimate	5-15
Table 5.15 Phase II Cost Estimate	5-15
Table 5.16 Mercey Springs Rd Ped/Bike Crossing Improvements Cost Estimate	5-16

1 Introduction

Plan Vision and Purpose

The Pacheco Boulevard Complete Streets Plan proposes future enhancements to State Route 152 (Pacheco Boulevard) in the City of Los Banos. The Plan is guided by the principles of “Complete Streets” – streets that are safe, comfortable, convenient, and highly functional for *all* users – including people driving, walking, bicycling, and using public transit. Pacheco Boulevard is a major thoroughfare for both regional and local traffic and is currently the only direct east-west route through Los Banos. It carries the most vehicle traffic of any route in Los Banos and is often congested. For many years, the Los Banos community has voiced the need to relieve congestion and improve traffic safety on this major arterial and regional route through the heart of the City.

Plan Objectives

This Plan’s proposed improvements seek to achieve the following objectives, which were developed through a community-driven Plan development process:

- Improve safety for all users of the street – people driving, walking, and bicycling
- Improve traffic flow
- Make Pacheco Boulevard more attractive and welcoming for residents and visitors
- Improve parks and other public amenities along Pacheco Boulevard

The goal of improving traffic flow along Pacheco Boulevard will be made easier with proposed improvements to Pioneer Road, enabling this parallel route south of Pacheco Boulevard to be used as an alternate east-west route through the City of Los Banos. Pioneer Road improvements, including north-south connections between Pioneer Road and Pacheco Boulevard, are covered in the Pioneer Road Complete Streets Plan completed concurrently with this Plan. Although they are separate documents, the two plans share the overarching goal of alleviating traffic congestion along Pacheco Boulevard, allowing Pacheco Boulevard to become a community asset.

1	INTRODUCTION
2	EXISTING CONDITIONS & PLANNING CONTEXT
3	COMMUNITY ENGAGEMENT & CONCEPT DEVELOPMENT
4	PLAN CONCEPT A. TRAFFIC FLOW & SAFETY B. AESTHETICS & URBAN DESIGN C. PEDESTRIAN IMPROVEMENTS D. BICYCLE IMPROVEMENTS
5	IMPLEMENTATION A. PHASING B. COSTS C. FUNDING

Plan Organization

The contents of this Plan are organized into the following chapters:

Chapter 1: Introduction

This chapter includes a description of the Plan’s vision and purpose as well as a summary of the Plan’s contents and organization.

Chapter 2: Existing Conditions and Planning Context

This chapter provides an overview of Pacheco Boulevard’s regional and local contexts. The chapter has the following components:

- A description of the route’s significance locally in Los Banos as well as its regional significance as a major east-west thoroughfare across central California.
- A summary of existing land uses, demographics, and transportation services in the Pacheco Boulevard Plan Area.



- An assessment of existing vehicle, pedestrian, and bicycle infrastructure along Pacheco Boulevard with a summary of improvement needs.
- An inventory of existing public facilities (e.g., parks and schools).
- A description of the urban design character of Pacheco Boulevard.
- An overview of relevant planning and policy documents.

The chapter concludes with a summary of existing key issues and opportunities to be addressed with improvements proposed in Chapter 4 of this Plan.

Chapter 3: Community Engagement and Concept Development

This chapter describes how engagement with Los Banos residents, business owners, workers, community leaders, and public/private agencies was an integral aspect of developing the proposed concepts presented in the Plan. The engagement effort was organized in three major phases and community members had opportunities through both online and



in-person interfaces to submit input and stay connected throughout Plan development. The chapter outlines engagement strategies that guided the Plan's development, summarizes input received from the Los Banos community, and describes how the concepts presented in this report were developed and refined based on community feedback.

Chapter 4: Plan Concept

This chapter outlines the proposed concept improvements and strategies for Pacheco Boulevard. These strategies incorporate key themes from community members' concerns and aspirations while also addressing issues and opportunities determined in the analysis of existing conditions. Draft Concepts were initially developed following the first round of community engagement, refined following the second phase of community engagement, and refined again following the third phase. The chapter presents the final set of Plan Concepts developed during this iterative process.

Plan Concepts are organized into four categories:

- Traffic Flow and Safety
- Aesthetics and Urban Design
- Pedestrian Improvements
- Bicycle Improvements

Chapter 5: Implementation

This chapter provides a clear, step-by-step implementation strategy for the concept improvements presented in Chapter 4 and addresses all phases of implementation from planning to construction. It includes cost estimates for improvements, identifies funding sources and grant opportunities tailored specifically for projects outlined in the Plan, and proposes timelines for project implementation.

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2 Existing Conditions and Planning Context

This chapter summarizes the existing physical features, planning context, safety characteristics, and demographics of the Pacheco Boulevard corridor. The chapter concludes with a list of key opportunities and constraints that, along with community and stakeholder input, supported the formation of Plan goals, objectives, and Plan Concepts.



Pacheco Boulevard westbound at 4th Street



Pacheco Boulevard eastbound at Mercey Springs Road (SR-165)

Plan Area Review

City and Regional Context

Los Banos is located in Merced County, a mostly rural county located in the northern San Joaquin Valley region of California's larger Central Valley (Figure 2.1). To the east of Merced County are major recreational destinations like the Sierra National Forest, Yosemite Valley, and Mono Lake. West of Merced County, California's Central Valley region transitions into the Monterey Bay coastline. Approximately 25 miles northeast of Los Banos is the City of Merced – the County seat – with a population of approximately 83,000 people. The City of Merced contains the newest University of California Campus, UC Merced, with approximately 8,000 undergraduate students. Merced County's other incorporated cities include Los Banos, Atwater, Livingston, Gustine, and Dos Palos. These cities are significantly smaller than the City of Merced, with populations of 38,000, 30,000, 13,000, 6,000, and 5,500, respectively, as of the 2010 U.S. Census.

Most cities in Merced County, including Los Banos, have historically been characterized as small farming communities since their incorporation. The City of Los Banos has grown significantly within the last two decades, transitioning from a smaller, primarily agricultural town to the bustling, full-service community it is today. The population of Los Banos is currently around 40,000. While most of the land area in Merced County and in the Central Valley region generally is dedicated to agriculture, the City of Los Banos itself is largely comprised of single-family neighborhoods, with commercial uses heavily concentrated along the Pacheco Boulevard corridor.

Plan Area Description

The Pacheco Boulevard Complete Streets Plan Area encompasses a key 4-mile segment of California State Route 152 that runs east-west through the City of Los Banos, as shown in Figure 2.2. SR-152 is known as "Pacheco Boulevard" within Los Banos City Limits, and Center Avenue divides the corridor into "West Pacheco Boulevard" and "East Pacheco Boulevard". For consistency, this Plan generally refers to SR-152 as "Pacheco Boulevard," even though the Plan Area encompasses part of SR-152 that technically lies outside of Los Banos.

Figure 2.1 Regional Context

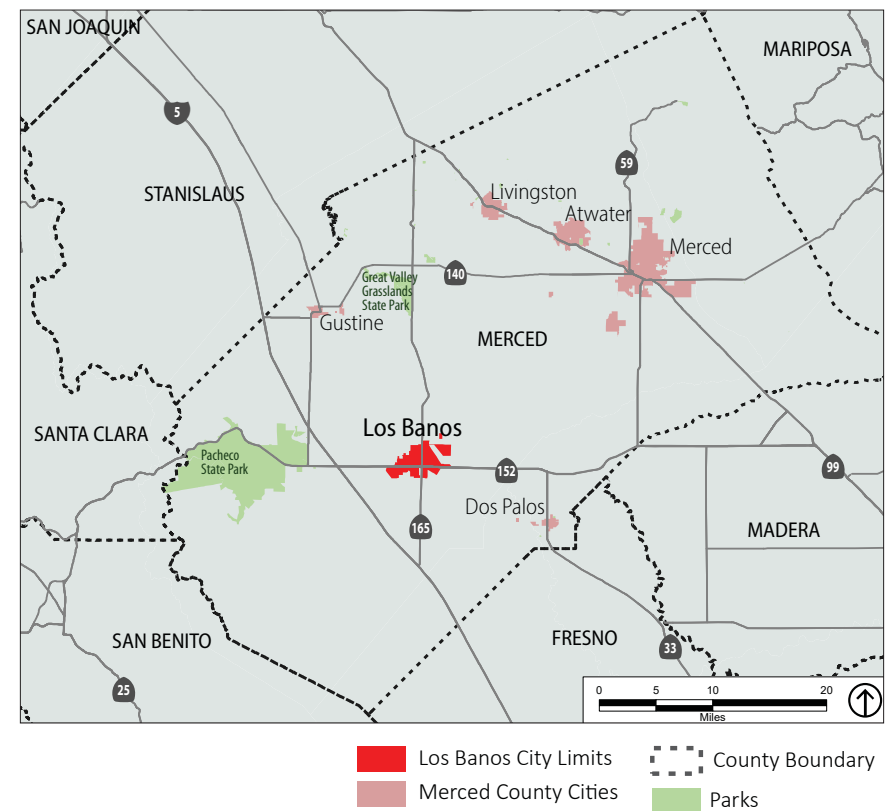
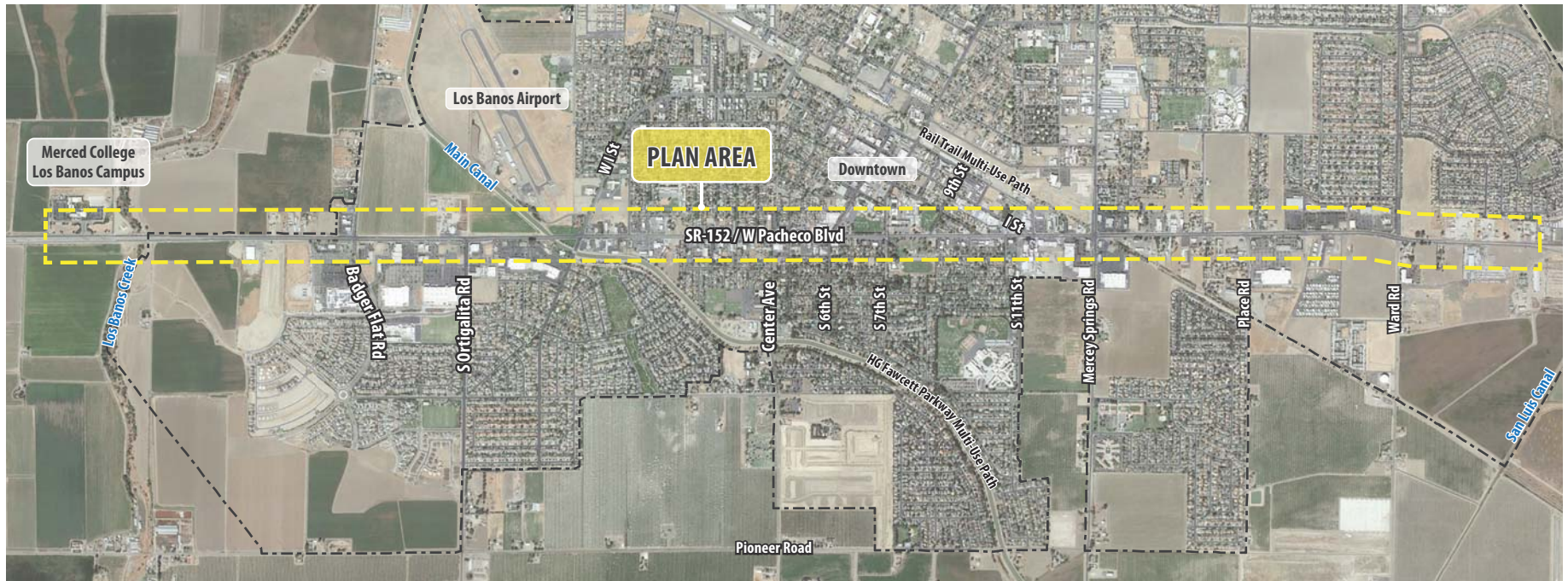


Figure 2.2 Plan Area Boundaries



At the west end of the Plan Area, a portion of the north side of Pacheco Boulevard is outside City Limits. This small unincorporated section includes Merced College – Los Banos Campus, Los Banos Creek, and several agricultural properties. Although it is outside City Limits, this section of the Plan Area lies within the City’s Sphere of Influence.

Several key local and regional destinations lie both within the Plan Area and nearby, such as Merced College – Los Banos Campus, Downtown Los Banos, Pacheco Park, shopping centers, and schools.

General Overview of Transportation Facilities

Regional Context

The origin of SR-152 in the west begins near Watsonville, a major agricultural center, at the intersection with the Pacific Coast Highway (State Route 1). The route terminates to the east at State Route 99 near the City of Chowchilla, approximately 20 miles southeast of the City of Merced. The route’s entire 104-mile span serves as a central connection between the coastline to the west and the Sierra Mountain Range to the east, with California’s bustling agricultural industry in between. SR-152 thus is a major route for both private vehicle traffic and commercial trucking.

General Overview of SR-152 / Pacheco Boulevard

Within Los Banos City Limits, Pacheco Boulevard is classified as a principal arterial, with a further classification of “conventional highway” which is defined as a street with speed limits of 30-50 miles per hour (mph). Outside the City, SR-152 is classified as an expressway with a posted speed limit of 55 mph.

Several characteristics of the SR-152 segment within Los Banos compound traffic congestion in the Plan Area. First, the portion of SR-152 within Los Banos is the only segment within Merced County that mixes regional through-traffic with local urban traffic (traffic originating within the City). Secondly, Los Banos and other Merced communities offer affordable housing opportunities for commuters working in the employment centers of Santa Clara and Santa Cruz counties to the west. As a result, SR-152 serves as the principal commuter corridor between the employment centers to the west and valley communities to the east and south, such as Los Banos, Merced, Atwater, and Fresno.

Pacheco Boulevard intersects State Route 165 (Merced Springs Road) towards the east end of Los Banos—a major north-south arterial. State Route 165 begins south of Los Banos at Interstate 5, passes through the City east of the downtown area, and ends to the north at State Route 99, thus connecting two major highways for moving goods through the state. Recreational users also frequent several state and federal wildlife refuges located north of Los Banos, which are accessed primarily by SR165. The intersection of Pacheco Boulevard and SR-165 is thus a major source of additional congestion in the Plan Area.



Regional traffic mixes with local traffic along Pacheco Boulevard, a major east-west route between agricultural areas in the central valley and urban centers in the Bay Area and Central Coast.

Public Transit

The Merced County Association of Governments (MCAG) manages “The Bus,” which is the single public transportation service provider for Merced County. All Los Banos bus routes use and make stops near Pacheco Boulevard, but none stop directly on the street. All Pacheco Boulevard bus stops are off-street, typically in shopping centers.

As shown in Figure 2.3, “The Bus” operates a commuter route between Los Banos and Merced, a dial-a-ride service for the general public within the City of Los Banos, and two intercity routes that switch between fixed-route service and dial-a-ride paratransit service according to defined zones. In addition, there is a Greyhound Bus stop at 820 G Street, roughly five blocks north of Pacheco Boulevard.

The Los Banos Commuter

This commuter service runs between Los Banos and the City of Merced. From its western terminus at the Merced College – Los Banos Campus, the commuter route runs eastward along Pacheco Boulevard then turns left onto West I street heading north. The route eventually returns to Pacheco Boulevard via H Street and continues eastward to the City of Dos Palos and, ultimately, to the City of Merced. On weekdays, there are currently seven outbound trips from Los Banos to Merced and five inbound trips from Merced to Los Banos. On Saturdays and Sundays, a morning and midday bus operates from Los Banos to Merced, and a midday and early evening bus returns from Merced to Los Banos.

Dos Palos Link (DP)

The Dos Palos Link (DP) operates between Los Banos to the northwest and the City of Dos Palos to the southeast. Within Los Banos, the line follows roughly the same route as the Los Banos Commuter and has the same western terminus at the Merced College Los Banos Campus. East of Los Banos, however, the DP route turns right onto SR-33 heading south to Dos Palos.



The Merced County Association of Governments (MCAG) operates ‘The Bus,’ the public transit service for all of Merced County.

Five trips are currently operated from Los Banos to Dos Palos, and four from Dos Palos to Los Banos on weekdays. These runs take between 60 to 70 minutes. Additionally, once the fixed route vehicle arrives in Dos Palos on the morning, midday, and late afternoon runs, the vehicle switches to Paratransit service for an hour before returning to Los Banos.

G – Gustine Link

The G-Gustine Link is a combination of dial-a-ride service within the communities of Gustine/Newman and Santa Nella, and fixed route service in Los Banos. The easternmost terminus of the G-Gustine Link is in the parking lot adjacent to the Food 4 Less in Los Banos along Pacheco Boulevard. From there, the route runs westward along Pacheco Boulevard until turning right and heading North on H Street. The route currently operates three outbound trips and three inbound trips during weekdays, starting with approximately half an hour of dial-a-ride service in Gustine. This service is only provided on weekdays.

Los Banos Dial-a-Ride

The dial-a-ride service within the City of Los Banos is available to the general public, having replaced a local fixed route as of 2016. The Los Banos Dial-A-Ride service currently uses two vehicles to provide curb-to-

Figure 2.3 Los Banos Commuter and Dos Palos Link Route in Los Banos



curb service within a defined service area from 5:30 AM to 7:30 PM on weekdays, and from 7 AM to 5 PM on weekends and holidays.

Land Use and Development Along Pacheco Boulevard

As mentioned previously, the Pacheco Boulevard Complete Streets Plan Area encompasses Pacheco Boulevard and all adjacent properties from the intersection at Merced College Los Banos Campus on the west side to a point approximately four-tenths of a mile east of Ward Road on the east side.

Most of the land on either side of Pacheco Boulevard within the Plan Area is developed with commercial uses. Since the Pacheco Boulevard corridor is a major east-west thoroughfare for both commercial and passenger vehicle traffic, much of the commercial uses along the corridor within Los Banos cater to motorists, such as drive-through restaurants, gas stations, auto services, and motels. Accordingly, the zoning designation for most properties along Pacheco Boulevard in Los Banos is “Highway Commercial (H-C)” which, according to the Los Banos Municipal code, provides “a district for commercial uses which do not specialize in serving the pedestrian shopper but rather, because of their character, are more appropriately located along

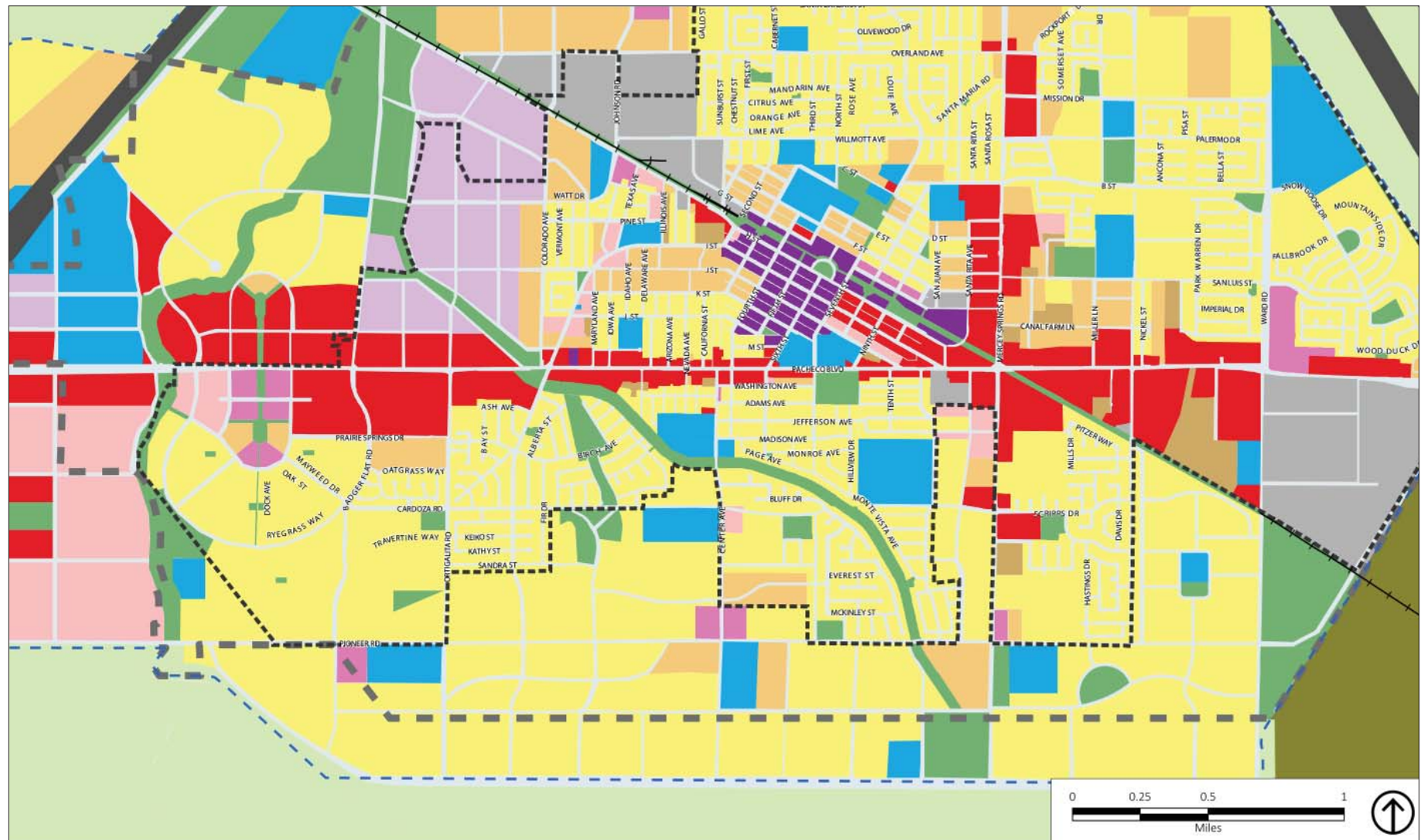
a highway or major street where drive-in operations are more feasible” (§ 4.27, Ord. 342, as amended by § 88, Ord. 1095, eff. November 20, 2010). Other Highway Commercial uses in the Plan Area include auto dealerships and shopping plazas featuring national chain retailers like Wal-Mart and Target. In addition, between twenty and twenty-five corridor-adjacent lots are vacant, and many more are underutilized compared to the maximum development allowed according to their zoning and land use designations.

Six parks can be found in the Plan Area. These are: Airport Park and Wolfsen Park (on either side of Pacheco Boulevard at the intersection with West I Street), Pacheco Park on the south side of Pacheco Boulevard at Seventh Street, and three linear parks which cross Pacheco Boulevard at a roughly perpendicular angle. The three linear parks include Los Banos Creek on the west side, the Main Canal towards the City’s center, and the Rail Trail on the east side.

Figure 2.4 provides an overview of citywide land uses, as indicated by General Plan land use designations.

The subsections below describe existing land uses and General Plan land use designations for three segments of the Plan Area (West, Center and East) in more detail.

Figure 2.4 General Plan Land Use Designations – Local Context



Source: ESRI, 2018;
City of Los Banos,
2018; Merced County,
2018

West Segment Land Uses

Existing

The intersection of SR-152 with Merced College – Los Banos Campus marks the western boundary of the Pacheco Boulevard Plan Area. In this segment of the Plan Area, some parcels on the north side, including the college and land eastward until the intersection of Pacheco Boulevard and Badger Flat Road, are outside of Los Banos City Limits, but are within the Los Banos Sphere of Influence. For the most part, properties in this segment, regardless of whether they are within City Limits, are largely used for agriculture, with large lot sizes of several acres or more. The Los Banos Creek also crosses SR-152 at the intersection with Merced Community College, just east of the campus.

Continuing eastward, land uses begin to transition from primarily agricultural to primarily large-scale retail uses beginning near the intersection of Pacheco Boulevard and Badger Flat Road. This intersection features a gas station and a large shopping center containing several fast-food restaurants, a Walmart, and other large-scale retail destinations. This pattern of primarily larger-scale commercial uses continues east towards West I street, though some agricultural uses remain on the north side of Pacheco Boulevard.

The area where the Main Canal in Los Banos intersects Pacheco Boulevard, just west of the intersection with West I street, serves as a civic gateway into the heart of Los Banos. Here, the Los Banos Municipal Airport lies on the north side of Pacheco Boulevard, and a large welcome sign featuring various associations and businesses in Los Banos lies on the south side in Flagpole Park. The City is considering relocating the airport due to declining airport use and pressure for alternative development of other uses on the site. If relocated, the available land at the airport's current location could be converted to office parks with supporting retail uses, connected to the rest of the region with a transit center.



The west segment of Pacheco Boulevard transitions from agricultural to large-scale retail uses, like the shopping center at Badger Flat Road.

Figure 2.5 Existing Land Use – West Segment

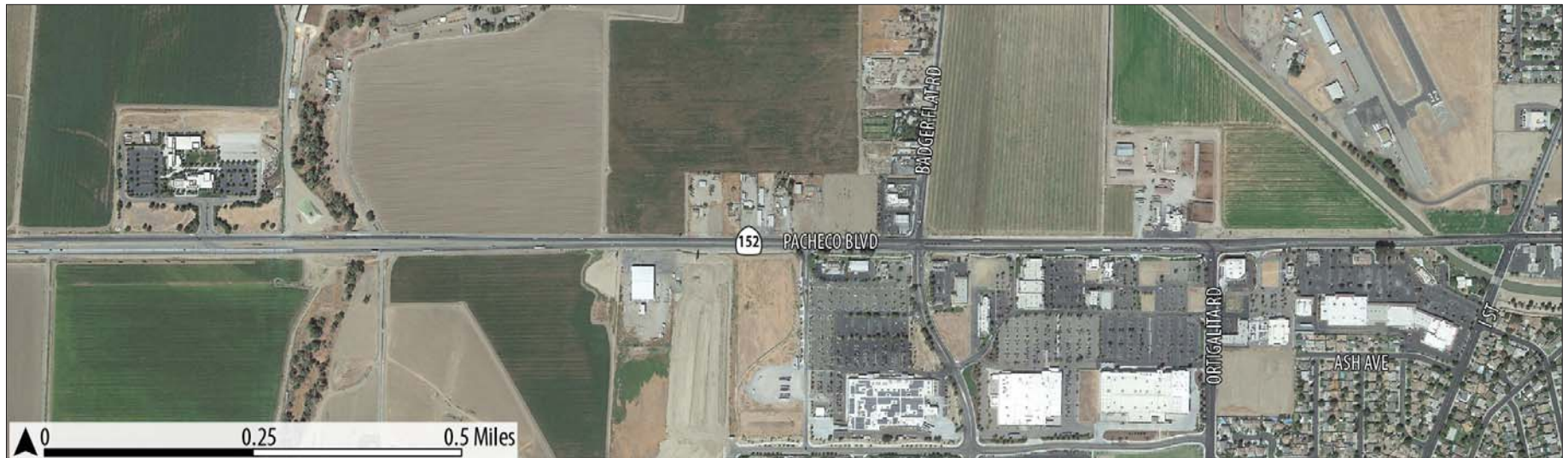


Figure 2.6 General Plan Land Use Designations – West Segment



General Plan Land Use Designations

Although agricultural uses are prevalent in the western segment of the Plan Area currently, Figure 2.6 shows that future land use designations for this segment are primarily commercial, with some professional office designations on the south side of Pacheco Boulevard just east of the Los Banos Creek. For specific existing policies pertaining to land use designations in the Plan Area, see the “Planning and Regulatory Framework” section of this chapter.

Center Segment Land Uses

Existing

This segment is more urban in character compared to the west and east segments. Continuing eastward along Pacheco Boulevard from West I Street, parcels become smaller, and while commercial uses remain the dominant land use along the corridor, many of them are small-scale, local retail destinations like butcher shops, thrift stores, local restaurants and taquerias. However, auto-oriented retail such as big box stores, fast food restaurants, and auto dealerships remain prevalent along this segment.

In addition to commercial uses, the center segment of the Plan Area contains several important civic uses. These include two elementary schools (Westside Union and Los Banos Elementary schools, both on the north side of Pacheco boulevard at 7th Street), Pacheco Park, Milliken Museum, and Merced County Library. The Los Banos Unified School District office and California Highway Patrol office are also located along this segment of Pacheco Boulevard. Downtown Los Banos lies to the north of the corridor roughly between 6th Street and H Street. A dairy pasteurization plant is located on the south side of Pacheco Boulevard at I and H Streets.



The Center Segment of Pacheco Boulevard is closest to downtown and has the highest density of uses.

General Plan Land Use Designations

The center segment is the most built-out of the three Plan Area segments. Figure 2.8 shows that land use designations in the center segment are largely consistent with current land uses discussed above. Both current and future land uses in this area are primarily commercial except schools and parks, which are designated civic/institutional and parkland, respectively.

Figure 2.7 Existing Land Use – Center Segment

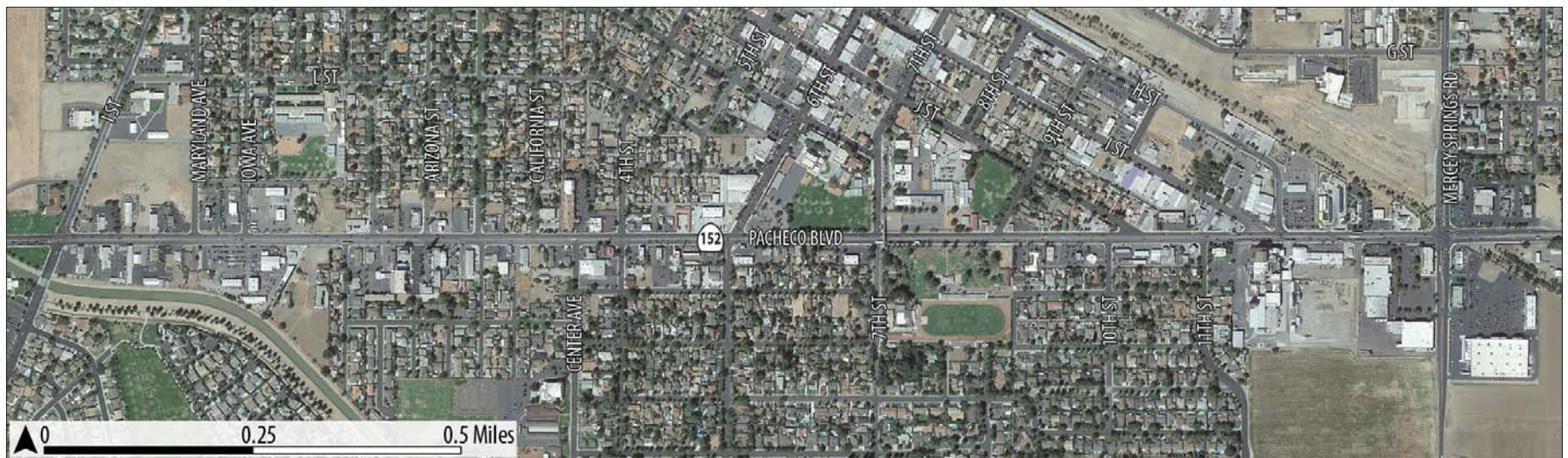
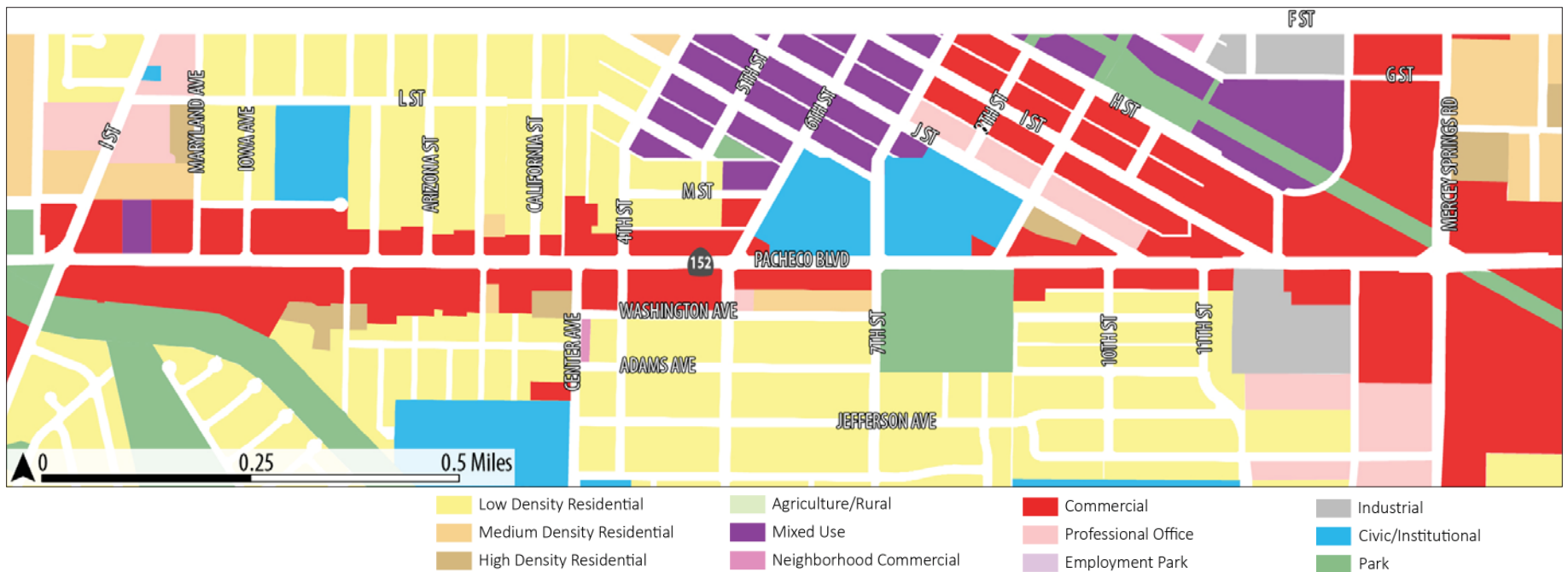


Figure 2.8 General Plan Land Use Designations – Center Segment



East Segment Land Uses

Existing

The eastern segment of the Plan Area begins just before the intersection of Pacheco Boulevard and Mercey Springs Road (SR-165). This intersection features a landscaped entrance to the Rail Trail linear park, which crosses this intersection diagonally (roughly at a 60-degree angle running northwest to southeast), as well as several chain-retail shopping centers and restaurants.

Continuing eastward from this intersection, vacant or underutilized properties become more prevalent—with active uses becoming much more interspersed between large stretches of unimproved land. Unimproved parcels, underutilized parcels, vacant parcels, and parcels with inactive uses all pose opportunities for future development or redevelopment.

Finally, the east end of the corridor includes the intersection with Rancho Drive on the south side of Pacheco Boulevard. Rancho Drive is the entrance to Rancho Los Banos Mobile Park, a development with roughly 100 residences. A large unimproved property lies immediately adjacent to Rancho Los Banos on the east side between Rancho Drive and Ward Road.

The intersection of Ward Road and Pacheco Boulevard has large unimproved lots abutting the southwest and northeast corners, a Chevron gas station on the northwest corner, and a single-family residence adjacent to the Los Banos Motel located on the southeast corner. The easternmost end of the Plan Area also features several industrial parcels (e.g., towing services and truck repair) on the south side.



Uses are generally more dispersed in the eastern segment of Pacheco Boulevard, and there are many vacant land parcels.

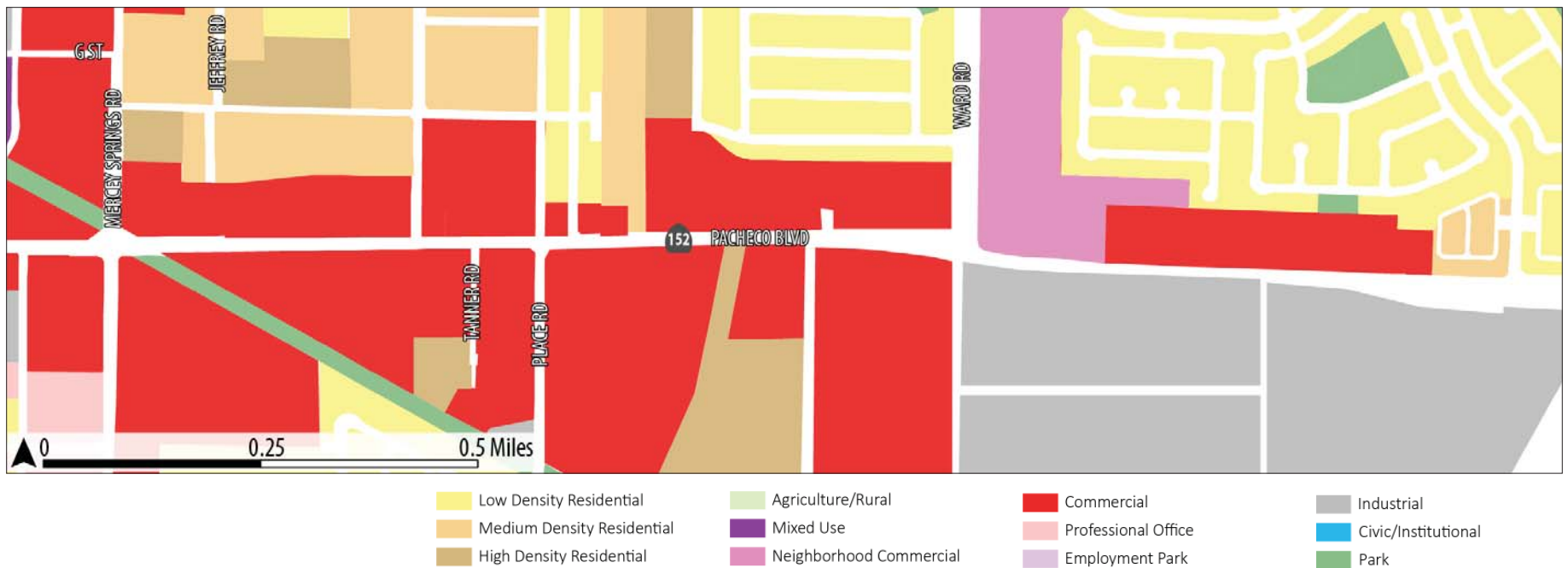
General Plan Land Use Designations

As shown in Figure 2.10, properties along Pacheco Boulevard between Mercey Springs Road and Ward Road are designated primarily for commercial use, including properties that are currently vacant or underutilized. One exception is Los Banos Mobile home park, which is designated for high-density residential housing in the General Plan (roughly consistent with its current use). Continuing eastward on Pacheco Boulevard from this intersection, General Plan land use designations are primarily Commercial or Neighborhood Commercial on the north side, including those that are currently vacant or used for light-industrial purposes. The General Plan designates all properties on the south side of Pacheco east of Ward Road as industrial, including vacant or unimproved properties, the Los Banos Motel, and a single-family home on the southeast corner of Ward Road and Pacheco Boulevard.

Figure 2.9 Existing Land Use – East Segment



Figure 2.10 General Plan Land Use Designations – East Segment



Urban Design Analysis

Key Destinations

Pacheco Boulevard provides two essential functions – as a regional connector between west and east parts of the southern Central Valley, and as the “Main Street” of the City of Los Banos. Most goods and services that residents want are available somewhere on Pacheco Boulevard, from clothing to groceries to tax accountants. The map shown in Figure 2.11 highlights many destinations along or near to Pacheco Boulevard, and the text below describes categories:

Schools

There are two elementary schools on Pacheco Boulevard in the center of the City: Westside Union Elementary and Los Banos Elementary. At least six other public and private schools are nearby, including Los Banos Middle School, Creekside Junior High School and Los Banos High School. In addition, the Merced College – Los Banos Campus anchors the west end of the Plan Area.

Parks

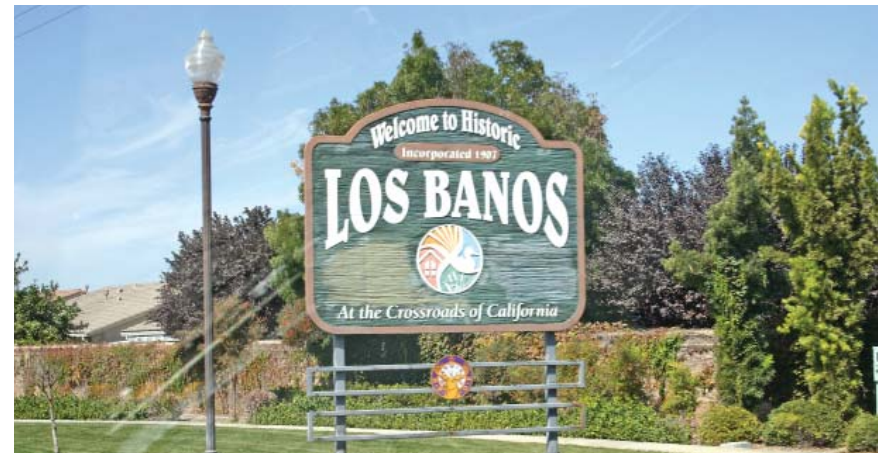
Pacheco Park is directly adjacent to Pacheco Boulevard, close to Downtown. This park provides a welcome green oasis along the auto-oriented character along the rest of the street.

Businesses

While there are many different types of businesses along Pacheco Boulevard, the most common categories are shopping centers with grocery stores or comparison goods (such as Target or Walmart) and eating establishments ranging from fast food to full-service restaurants. Automobile-oriented businesses like tire shops and auto parts are also common along the street.



The Pacheco Boulevard entrance to the Rail Trail bike path, which runs diagonally along the north side of Downtown Los Banos.



A City Gateway Sign on Pacheco Boulevard approaching Los Banos from the east.

Hotels and Residences

There are several motels or hotels along Pacheco Boulevard, befitting its role as a regional highway. Although most of the street is zoned for commercial, there are a few homes still standing surrounded by commercial developments.

Figure 2.11 Key Destinations



Landmarks

One of the tallest structures in Los Banos is the tower portion of the Los Banos Foods Inc. plant on Pacheco Boulevard near South 11th Street. It serves as a landmark due to its size and proximity to the street. Another feature that could be considered a landmark is the pedestrian bridge over Pacheco Boulevard at 7th Street. For some passersby it is a marker indicating the center of the City.

Trails

There are two trails that cross Pacheco Boulevard. The Rail Trail multi-use path crosses Pacheco Boulevard around Mercey Springs Road. It is attractively laid out on the north side of Pacheco Boulevard but not fully implemented on the south side. There is also the HG Fawcett multi-use path which extends along the Main Canal to the south of Pacheco Boulevard near

West I street. The path is not yet developed north of Pacheco Boulevard. Another trail is proposed along the north side of Pacheco Boulevard to connect the City to Merced College – Los Banos Campus.

Gateways

Coming from the west side, the Los Banos campus of Merced College serves as an attractive gateway into the City. Farther along at Flagpole Park at West I Street, an electronic signboard welcomes visitors. Coming from the east side there is a City gateway sign near the place where the highway changes from a separated highway to non-separated, not far from San Luis Street. The change from separated highway is itself an indicator that one is coming into the City. Moving westward, there is a large stand of eucalyptus trees on both sides of Pacheco east of Ward Road that serves as a subtle gateway.

Existing Streetscape Character

The streetscape character of Pacheco Boulevard changes significantly throughout the Plan Area. Much of the perceived character of the street has to do with the width of the roadway, the type of median, and the surrounding land uses. There are four zones of streetscape character in the Plan Area:

Country-to-City Transition Zone. At the west and east ends of the Plan Area travelers move from a high-speed highway with speed limits of 65 mph surrounded by open agricultural lands, to a slower but still fast-moving road with speed limits of 55 mph with intermittent development interspersed with agriculture. On the west side, Merced College – Los Banos Campus serves as the first urbanized development, while on the east side, motels and an RV sales business are some of the first visible development. In the transition zone on either end of the Plan Area, there are utility poles on one or both sides of the street, and the highway is divided by a gravel median with little formal landscaping.



Land uses transition from agricultural to urban along Highway 152/Pacheco Boulevard approaching Los Banos from the west.

Large-scale Regional Commercial Zone. Past the transition zone, Pacheco Boulevard slows to 45 mph, and one sees some newer large-scale regional commercial developments. Generally, the street has raised medians with left turn lanes in this zone, including turn lanes to the Walmart and Target shopping centers on the west side near Badger Flat Road, and to the centers with Food 4 Less and Dollar Tree on the east side near Ward Road. These regional-scale developments generally have well-maintained landscaping with sidewalks set back from the street. Street trees (mostly sycamores) help to visually separate the parking lot from the street. Also, utility lines in these areas have been undergrounded.

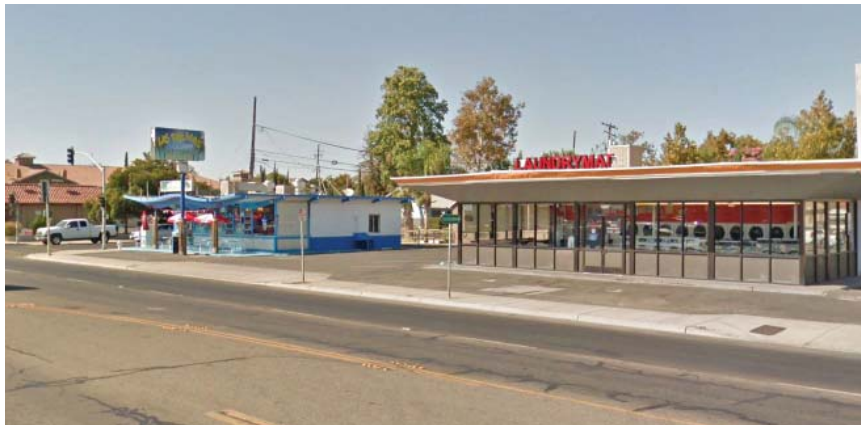
Near-Downtown Zone. Moving away from the large scale of the regional centers, the street section becomes somewhat narrower and the speed reduces from 45 to 35 mph. This zone contains some older landmark buildings, such as Espana's Restaurant on the east side. Some residential homes are located in this zone, and they are generally well landscaped and well maintained. Elsewhere, the landscaping is not continuous but varies



Older landmarks like Espana's Restaurant can be found in the 'Near Downtown' area of Pacheco Boulevard.

widely for each property, and some properties have no landscaping whatsoever, creating large undifferentiated areas of parking asphalt. In general, storefronts are set back behind multiple rows of parking, although one area west of Mercey Springs Road has store buildings that are closer to the street with parking to the side or behind; this approach brings the streetwall closer to the street.

Downtown Zone. Starting around Center Street on the west and Mercy Springs Road on the east, the character changes to a more-intimate scale, with shorter block lengths and greater pedestrian activity. It feels like the center of town. Some of the buildings in this area are '50s-era diners and stores with interesting roadside architecture. Buildings are facing the street much more than other areas and are more likely to be on the corner of key intersections. Some memorable places in this area are the green oasis of Pacheco Park and the schools across the street. However, other than those green spaces there is very little visible landscaping in this zone.



Fifties-era architecture and outside seating help give the 'Downtown' area of Pacheco Boulevard a more pedestrian-oriented feel.

Overall Impressions. There is a lack of continuity in the streetscape of Pacheco Boulevard through Los Banos. The regional commercial centers are well landscaped, and a few properties in other zones have done a good job with landscaping, but overall the character of the street is lacking. This could be addressed through a requirement for consistent landscaping along the Pacheco Boulevard edge for all new projects or additions. There are also opportunities for setting consistent character of landscaping in medians and other public frontages, for example Pacheco Park, the Rail Trail, and Wolfsen Park.

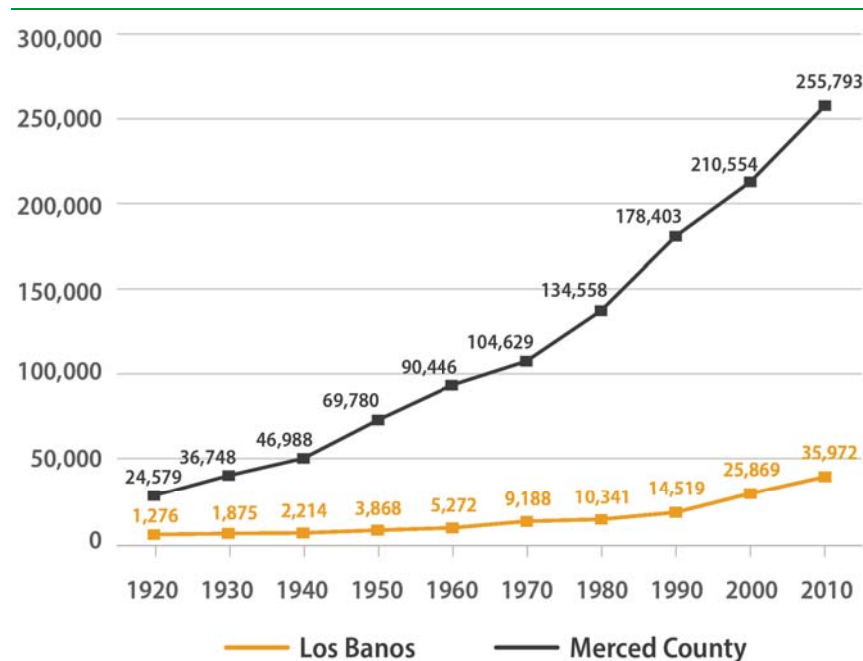
Demographic and Socioeconomic Characteristics

The demographic profile presented in this chapter uses data from American Community Survey (ACS) 5-year estimates (2013-2017), unless otherwise noted.

Population Trends

The current population of Los Banos is around 40,000, making it the second-most populous city in Merced County after the City of Merced. The population of Los Banos remained under 5,000 until 1960, when it reached 5,272 residents. As shown in Figure 2.12, the population grew faster during the decade between 1960 and 1970 until slowing down again

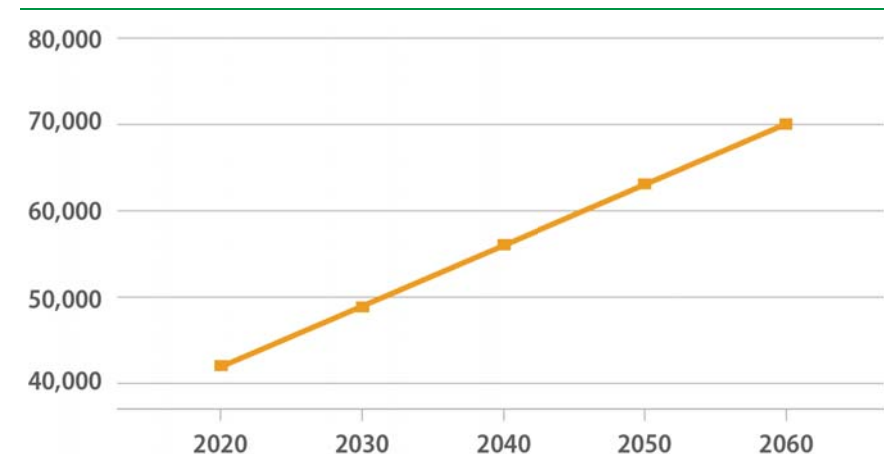
Figure 2.12 Population Growth in Los Banos and Merced County, 1920-2010



(but still increasing by 13%) between 1970 and 1980. The most dramatic population growth in Los Banos occurred between 1990 and 2010, during which the population more than doubled from around 15,000 to almost 36,000. By contrast, Merced County's population as a whole has been increasing more steadily at an average of 30% per decade since 1920, which is mostly attributable to the City of Merced which currently has a population of around 83,000.

The growth rate projections shown in Figure 2.13 were produced in a report from the University of the Pacific in 2016. They project that the population of Los Banos will grow at a steady rate from 2020 to 2060, increasing by approximately 10% per year.

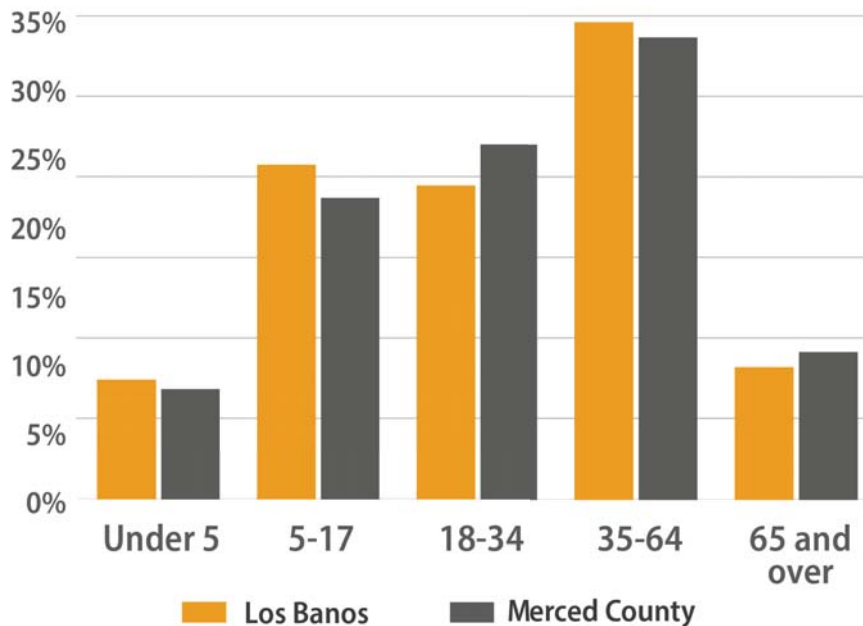
Figure 2.13 Los Banos Population Projections, 2020-2060



Age Distribution

In terms of age, the population in Los Banos is distributed similarly to that of Merced County as a whole (Figure 2.14). Children under 18 constitute roughly one third of the entire population for both the City and the County. Approximately 23% of California's entire population is under 18 of age according to estimates as of 2017, so both Los Banos and Merced County have slightly higher-than-average youth populations compared to the State. The City and County also have slightly lower-than-average shares of retirement-age population, at roughly 10% compared to the statewide estimate of 14%.

Figure 2.14 Age Distribution in Los Banos and Merced County



Race and Ethnicity

As shown in Figures 2.15 and 2.16, the share of Los Banos residents who identify as Hispanic or Latino is roughly 10% higher than the share of Merced County residents (of any race). Merced County as a whole appears to have a slightly higher percentage of residents who identify as any other (non-Hispanic or Latino) race or ethnicity compared to Los Banos, but these differences are not statistically significant. In general, both Los Banos and Merced County have low shares of the population who identify as Black or African American, Asian, Hawaiian or other Pacific Islander, or who identify as mixed-race.

Figure 2.15 Los Banos Race and Ethnicity

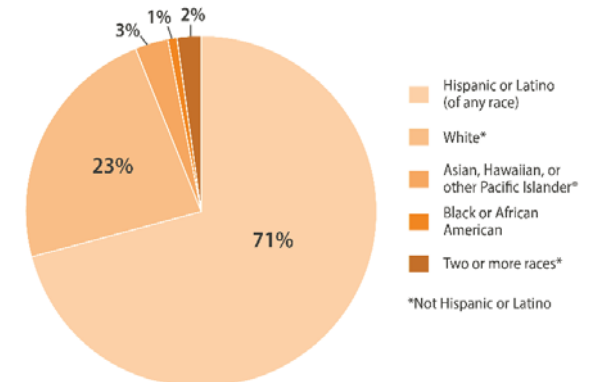
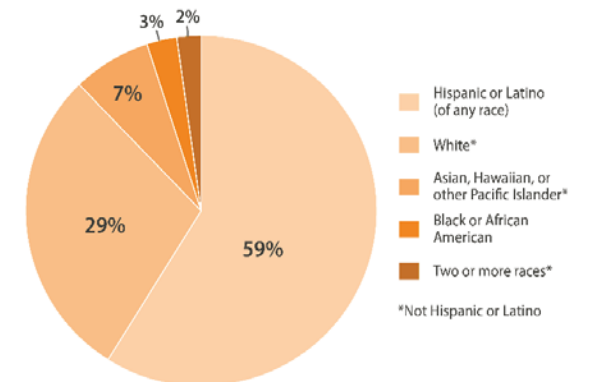


Figure 2.16 Merced County Race and Ethnicity



Compared to Los Banos and Merced County, a significantly larger share of residents statewide – about 14% – identify as Non-Hispanic Asian, Hawaiian or Pacific Islander. The share of the statewide population that identifies as Black or African American or as mixed-race is similar to the shares for Los Banos and Merced County, at 5% and 3%, respectively.

Language and Limited English Proficiency

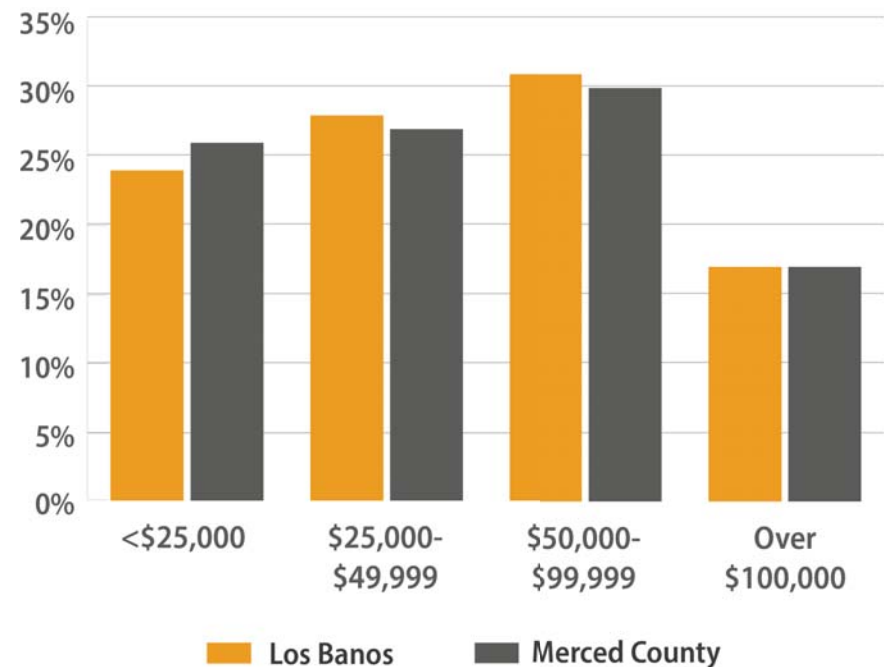
43% of households countywide speak primarily Spanish, with 5% speaking other Indo-European languages, and 5% speaking Asian and Pacific Islands languages. Of all households in Merced County, 13% report being “limited English-speaking,” meaning most members of the household speak English less than “very well.” Of limited-English speaking households in Merced County, 26% speak primarily Spanish, 21% speak other Indo-European languages, 15% speak Asian and Pacific Island languages, and the rest of limited-English speaking households in Merced County speak other languages.

In Los Banos, 46% of households speak primarily Spanish, with 4% of households speaking other Indo-European languages, and 3% speaking Asian or Pacific Island languages. Of all households in Los Banos, 20% report being “limited English-speaking.” Of these limited English-speaking households in Los Banos, 40% speak primarily Spanish, 30% speak Asian and other Pacific Island languages, 18% speak other Indo-European languages, and 33% speak other languages.

Household Income

According to 2017 American Community Survey 5-year estimates, Los Banos and Merced County as a whole are almost identically distributed by income bracket (Figure 2.17). Roughly a quarter of Los Banos and Merced County residents make less than \$25,000 per year in 2017 inflation adjusted dollars. Another quarter makes between \$25,000 and \$50,000 per year, 30% make between \$50,000 and \$100,000 per year, and 17% of residents make over \$100,000 per year.

Figure 2.17 Income Distribution in Los Banos and Merced County



The median income for households in Los Banos and for households in Merced County are also roughly equivalent, at \$46,994 and \$46,338, respectively. These figures are significantly lower than the statewide median household income, estimated at \$71,805 in 2017.

Means of Transportation to Work

As shown in Table 2.1, residents in Los Banos and countywide overwhelmingly drive alone to work (81% and 79% respectively). Very few residents in the City or County walk, bike, or use transit to get to work. Statewide, approximately 74% of workers 16 years and older drive alone to work, so the share of commuters who drive alone in Los Banos and in Merced County as a whole is slightly higher than the statewide average according to 2017 ACS estimates.

Table 2.1 Means of Transportation to Work

Mode	Los Banos	Merced County
Drove Alone	81%	79%
Carpooled	13%	11%
Public Transit	1%	1%
Walk	1%	2%
Biked	0.4%	0.4%
Other*	1%	3%
Worked from Home	3%	3%

*Includes motorcycles and taxicabs. The U.S. census has yet to include ride-hailing services.
Source: 2017 ACS 5-Year Estimates (2013-2017)

Employment by Industry

According to the 2017 Longitudinal Employer-Household Dynamics program administered by the U.S. Census, Los Banos has a slightly higher share of residents employed in the Arts, Entertainment, Recreation, Accommodation, and Food Service Industries compared to Merced County as a whole (Table 2.2). In large part, however, the City and County are similarly distributed between industry sectors, with roughly 17% of both populations working in heavy industrial sectors like manufacturing, oil and gas extraction, or mining.

Notably, Los Banos (and the County as a whole) have relatively low shares of their populations working in information-related, professional,

Table 2.2 Employment by Industry in Los Banos and Merced County

Industry	Los Banos	Merced County
Agriculture, Forestry, Fishing and Hunting	10%	12%
Heavy Industry*	16%	17%
Light Industry**	6%	7%
Construction	6%	5%
Information, Professional, Scientific and Technical Services	4%	3%
Finance and Insurance, Real Estate, Rental and Leasing	2%	3%
Utilities, Waste Management and Remediation	6%	5%
Educational Services	12%	12%
Health Care and Social Assistance	11%	12%
Arts/Entertainment, Recreation, Food Service, Accommodation	12%	9%
Retail Trade	13%	11%
Other Services (excluding Public Administration)	3%	2%
Public Administration	4%	4%

* Includes manufacturing, mining, quarrying, and fossil fuel extraction

** Includes transportation/logistics, warehousing, and wholesale trade

Source: 2017 ACS 5-Year Estimates (2013-2017).

scientific and technical services compared to other regions in California, but relatively higher shares of the population working in agricultural or heavy industrial sectors. Statewide, over 11% of the employed population over 16 years of age works in information-related, professional, scientific and technical services sector, while less than 8% work in heavy industrial sectors like manufacturing, mining, or oil and gas extraction, and 2.3% work in agricultural sectors.

Vehicle Availability Per Household

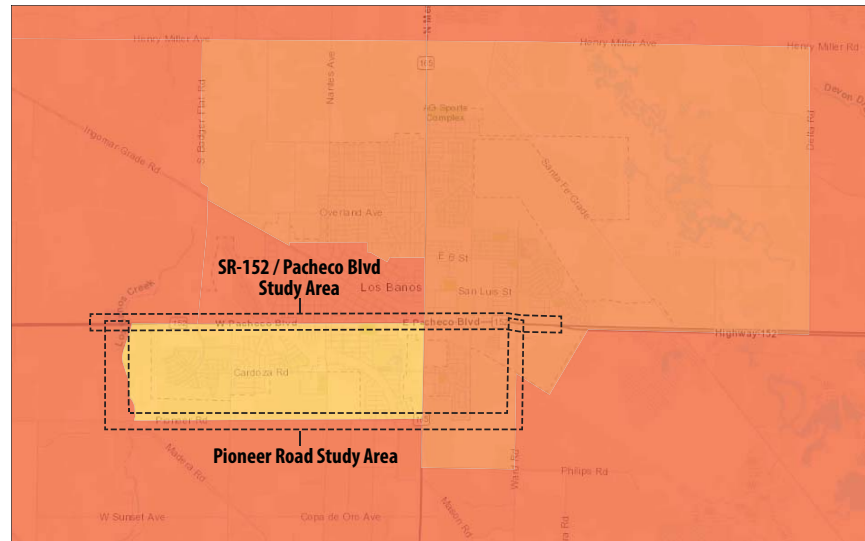
Merced County and Los Banos have a nearly identical distribution of vehicles available per household. Most households in both geographies have between one and two vehicles available, not accounting for household size or household type (family or non-family). Seven percent of households in both Los Banos and in the entire county do not have access to a vehicle at all. This distribution of household vehicle access is the same for the entire state, with 7% of households having no access to a vehicle, 31% with access to one vehicle, 37% with access to two vehicles, 17% of households with access to three vehicles, and 8% of households with access to four or more vehicles.

Environmental Factors

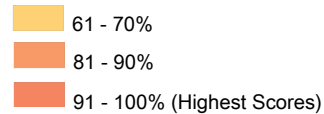
CalEnviroScreen is a mapping tool that helps identify California communities by census tract that are disproportionately burdened by, and vulnerable to, multiple sources of pollution. The tool was developed by the Office of Environmental Health Hazard Assessment (OEHHA) and the California Environmental Protection Agency (CalEPA). CalEnviroScreen uses environmental, health, and socioeconomic information to rank census tracts by score, with higher scores suggesting higher pollution burden and vulnerability. Some statewide transportation funding sources such as the Cap-and-Trade Program and the Active Transportation Program are specifically intended for communities identified as having high pollution vulnerability according to this tool.

According to CalEnviroScreen 3.0 and as shown Figure 2.18, census tracts comprising the City of Los Banos score between 61% and 100% in terms of cumulative pollution vulnerability. Census tracts with higher cumulative vulnerability (in red) generally appear to encompass large swaths of unincorporated Merced County in addition to areas within Los Banos City Limits. These tracts are associated with a higher pollution burden than tracts encompassing mostly urbanized Los Banos, because unlike the City, much of unincorporated Merced County is devoted to large-scale commercial agriculture. Large-scale agricultural activities tend to be geographically associated with higher rates of soil and groundwater contamination from pesticides and herbicides, and higher populations of low-income residents work on commercial farms. High levels of pollution and high concentrations of residents with low incomes are both factors contributing to higher rates of overall pollution vulnerability according to CalEnviroScreen.

Figure 2.18 CalEnviroScreen 3.0 Scores (2018) in Los Banos



CalEnviroScreen 3.0 Results (June 2018 Update)



Planning and Regulatory Framework

The City of Los Banos and regional agencies have developed many documents and studies to guide planning and decision-making for the physical environment in Los Banos. Together they provide a framework for the development of the Pacheco Boulevard Complete Streets Plan. This section summarizes key local and regional plans, studies and projects.

Los Banos General Plan 2030 (2009)

Adopted in 2009, the City of Los Banos 2030 General Plan presents goals, policies, and actions to guide planning and development to the year 2030 and beyond. It includes several key themes and initiatives, including limiting growth to the urban growth boundary and preserving surrounding

farmland, encouraging economic development and job growth, creating a walkable network between neighborhoods, enhancing community character and aesthetics, enhancing the network of parks and open space, providing a range of commercial and retail opportunities, and identifying adequate flexible school sites.

The General Plan describes SR-152/Pacheco Boulevard as a major gateway through Los Banos and establishes the corridor as a specific planning subarea. Land use policies outlined for the Pacheco Boulevard corridor subarea in the General Plan aim to “keep land use (along the corridor) mainly commercial and enhance its visual character through design requirements.” In addition, the General Plan prioritizes gradually phasing out industrial and warehouse uses along the corridor between Mercey Springs Road and Ortigalita Boulevard, and to explore mechanisms to help these uses relocated to planned employment parks or industrial areas (LU-I-56). The Plan prioritizes an SR-152 bypass; at the time of Plan adoption, the preferred route was a 9.5-mile-long roadway around the north of the Los Banos outside of city boundaries.

The General Plan also identifies Pacheco Boulevard as a major retail destination in Los Banos. The 2030 General Plan distinguishes two types of retail uses: neighborhood retail and regional retail. The former is typically smaller in scale, caters primarily to local residents, and is more integrated with neighborhoods (especially near higher-density housing that serves as an anchor customer base). By contrast, regional retail includes larger national retailers like Walmart or Target, serving both local and regional residents. Regional retail uses tend to be concentrated in larger-scale shopping centers with large parking lots, and they tend to sell larger items or bulk items requiring an automobile to transport. For these reasons, they are less suited to support nearby transit stops than neighborhood retail uses. Regional retail uses also tend to be located on major regional corridors, farther from residential neighborhoods. Both types of retail are found along Pacheco Boulevard.

In addition, since Pacheco Boulevard is a major thoroughfare for both commercial and passenger vehicle traffic, it is identified in the Plan as one of three major noise sources of concern in Los Banos (in addition to SR-165 and the Los Banos Airport). Pacheco Boulevard also contains a concentration of sites with underground contamination, primarily from leaking underground storage tanks, associated with retail and commercial uses like gas stations, convenience stores, or car washes.

Finally, the 2030 General Plan notes two locations along the Pacheco Boulevard Corridor that may grow and/or change significantly within the next 30 years. Merced College – Los Banos Campus, located at the western end of Pacheco Boulevard, is identified as an area of growth, with the student population and associated staffing forecasted to double in the next 25 years. The City is also considering relocating the Los Banos Airport and converting the existing site to residential, office, and/or retail uses which may be more appropriate for the site's central location within the city.

Los Banos Bicycle-Pedestrian Plan (2018)

The Los Banos Bicycle-Pedestrian Plan, published in 2018, “is a comprehensive document outlining the future of walking and bicycling in Los Banos. It includes a vision for walking and bicycling in the city, policies to achieve this vision, planned bicycle and pedestrian networks, a prioritized list of projects to develop these networks, and guidelines for such elements as wayfinding signs and bicycle parking.” The goal of the plan is to “help increase the number of people in Los Banos that travel in the city by walking or bicycling, and to improve the City’s access to funding for bike and pedestrian projects from the State’s Active Transportation Program and from the Regional Measure V Program.”

The 2018 Plan includes a map of existing bikeways in Los Banos, an analysis and accompanying map of bicycle and pedestrian collisions, a map of the existing pedestrian network in Los Banos, and a detailed table (and accom-

panying map) of proposed future bike improvements in Los Banos, with identified funding sources and ranked by priority. (See the Infrastructure Analysis section of this report for a description and images of the proposed bikeway network.) The Plan also describes the City’s existing policies for bike support facilities like parking and showers, with an accompanying map of existing and proposed bike support facilities. Finally, the report includes a set of recommendations for wayfinding and signage policies, as well as other policies governing the future of bike infrastructure development in Los Banos.

Los Banos State Route 152 Comprehensive Operational Study 2015

The 2015 SR-152 Comprehensive Operational Study was published after the SR-152 Bypass project was delayed due to funding shortfalls. The study details existing conditions, lists planned corridor improvements, provides an overview of the corridor operations, and presents a needs assessment. Ultimately, the purpose of the study was to identify multimodal opportunities and critical needs along the corridor in the project area that would need to be addressed once funding was made available. The report described a number of challenges including issues that may arise from non-linear street grid patterns and an increase in mixed-use development along the corridor.

As an operational study, the document proposes improvements that are focused on vehicular improvements (e.g., access control, signal timing, and Intelligent Transportation Systems [ITS]) rather than multimodal improvements for people bicycling, walking or taking transit. Proposed improvements were referenced when developing Plan Concepts for the Pacheco Boulevard Complete Streets Plan.

The study’s recommended improvements are presented in key categories and summarized below:

- **Roadway Design Elements:** Improvements along SR-152/Pacheco Boulevard include intersection reconfiguration, raised medians, pavement markings, closing/restricting certain driveways, and intersection widening.
- **Signal Timing Optimization and Coordination:** Signal synchronization will manage how a group of vehicles will travel through Pacheco Boulevard, minimizing stopping and improving traffic flow.
- **Access Control and Raised Medians:** This type of improvement aims to manage the number and location of access points along Pacheco Boulevard to minimize traffic flow interruption. Operational performance and safety will improve by restricting driveway turning movements with raised medians and identifying a limited number of intersections for U-turns.
- **Crosswalks:** Reducing crosswalks along SR-152 will reduce the number of conflicts between pedestrians and vehicles. Crosswalk configurations will be evaluated at three key intersections.
- **Intelligent Transportation System (ITS):** By installing ITS elements such as closed-circuit television (CCTV) and changeable message signs (CMS), traffic will be managed in real time, ultimately reducing traffic delay and improving roadway monitoring.

Los Banos Community Design Standards (2008)

The key objective for the Los Banos Community Design Standards, published in 2008, is to provide a set of design guidelines for new development that would maintain the City's small-town atmosphere. The document defines the City's vision for "small-town atmosphere" with a pedestrian scale and accessibility by walking (especially to schools), neighborhoods that are clearly identified and distinguished from one another, and a community-centered downtown that intermingles commercial and civic uses.

The Community Design Standards also reference the Pacheco Corridor Beautification Plan adopted in 1999: "The Plan establishes a uniform

theme to the architecture of new development along Pacheco Boulevard. At that time, the City chose a Spanish Mission/Agrarian style within the corridor. The present version of the highway commercial design standards continues that vision, expanding the standards' applicability to commercial development along Mercey Springs Road as well, and adding new standards within the central core of Pacheco Boulevard, to establish a transition (from Pacheco Boulevard) to Downtown Los Banos."

Regional Multi-Use Path Feasibility Study (2018)

The Regional Multi-Use Path Feasibility Study for the City of Los Banos provides analysis of two potential alignments for a mile-long multi-use path along Pacheco Boulevard in the west segment of the City. The multi-use path would extend from Badger Flat Road to Merced College. One alternative was located on the north side of the roadway and the second alternative was designed along the south side of the roadway. For each alignment the study details design, safety, environmental analysis, cost estimates, potential funding sources, and describes how the bikeway interfaces with Pacheco Boulevard. The study ultimately recommended the north alignment, which is a Class I Bikeway that meanders through undeveloped land to an eastern parking lot in Merced College. The bikeway spans approximately 0.84 miles and is 10ft wide with a staging area for users at crossing locations. The alignment was recommended due to safety and the cost to implement. The path has recently received funding for the section from the College to Badger Flat Road.

Los Banos Transportation Master Plan (2010)

A Transportation Master Plan (TMP) for the City was developed in 2010. A citywide traffic model was created to assess the City's transportation network to plan for future growth. In addition, a license plate survey was conducted to calibrate the model and review the amount of regional pass-by traffic through the City on Pacheco Boulevard. The TMP assumed the construction of a bypass as an expressway within northern limits of the City. While the study validated that a SR-152 bypass would alleviate traffic

congestion, it identified several deficiencies and needed improvements in the roadway system.

Merced County Regional Transportation Plan (RTP), 2018

The State of California requires that all Metropolitan Planning Organizations (MPOs) adopt a Regional Transportation Plan (RTP) that includes transportation goals for the region, as well as an associated list of priority transportation projects with identified funding sources, timelines, and implementation measures. Additionally, California Senate Bill 375 (2008) requires that RTPs include a Sustainable Communities Strategy (SCS) with land use goals and implementation measures that ensure development patterns – and the transportation systems serving them – are planned with the goal of reducing greenhouse gas emissions associated with sprawl.

The most-recent RTP for Merced County, published in 2018, is intended to “ensure that the Merced County transportation system will continue to operate efficiently over the next 25 years with sufficient capacity to meet demand and that mobility options are available for all of Merced County’s residents.”

The Plan also includes a list (and associated map) of planned transportation projects within the City of Los Banos. These include:

- Merced College bike/pedestrian path along Pacheco Boulevard from Badger Flat Road to Merced College
- Sidewalk infill at various locations (including Pacheco Boulevard)
- Active transportation (bike/ped) improvements on Pacheco Boulevard from 7th Street to H Street at various locations
- Safety improvements at the intersection of Pacheco Boulevard and Mercey Springs Road
- Road widening along Badger Flat Road from West H Street to Pacheco Boulevard.

Merced County Regional Bicycle Transportation Plan (2008)

In 2008, the Merced County Association of Governments (MCAG) published the Merced County Regional Bicycle Transportation Plan. The Plan provides a “comprehensive long-range view for the development of an extensive regional bikeway network that connects cities and unincorporated areas countywide.” It documents conditions of existing bikeways within Merced County (as of 2008) and outlines a plan for future improvements. The 2008 Plan updated the previous 2003 Merced County Regional Commuter Bicycle Plan and meets the requirements of the California Bicycle Transportation Act in the California Streets and Highways Code. Adopting a bicycle transportation plan that meets these requirements enables the County and its local jurisdictions to apply for bicycle project funding through the State Bicycle Transportation Account.

The Plan describes the funding sources for two key bike projects in Los Banos—the Rail Trail and the Central California Irrigation District (CCID) Class I Canal pathway. The Plan also summarizes the City’s overall vision for developing an integrated bicycle network that maximizes bicycling benefits to the area’s cycling and non-cycling public.

A map on page 39 of the Plan depicts the length of Pacheco Boulevard in Los Banos as a proposed Class II bike lane. It indicates that bike fatalities have occurred at two intersections along Pacheco Boulevard: West I Street towards the west end of Los Banos, and at the intersection with Mercey Springs Road (State Route 165) east of Downtown. This map depicts other existing and proposed bike lanes in Los Banos, but it is updated and expanded upon in the 2018 Los Banos Bicycle and Pedestrian Plan.

Merced County Short Range Transit Plan (2017)

The Merced Short Range Transit Plan (SRTP), published in 2017, is a document developed for MCAG and the Merced County regional transit system, The Bus. It describes detailed business plans to guide the transit organization over a five-year period (from 2017 to 2022). The first part

of the report evaluates the effectiveness and efficiency of existing transit services using ridership counts, rider demographics, rider surveys, onboard observations, and site evaluations. It concludes with detailed operational, capital, institutional, and marketing plans for The Bus, including implementation measures.

The report describes service conditions on existing routes through Los Banos, of which the fixed portions all utilize Pacheco Boulevard. The report includes descriptions of rider experience, on/off counts by stop, a detailed physical description of bus stops, and a summary of route segments with low ridership. The two major bus stops along Pacheco Boulevard include Merced College – Los Banos Campus and the stop outside the Food 4 Less towards the East end of Los Banos.

Merced County General Plan (Circulation element)

The most recent update to the Merced County General Plan was approved in 2013. The Plan describes goals, policies, and actions to guide planning and development in Merced County to the year 2030. Specifically, the Circulation Element of the Plan contains policies pertaining to roadways within Merced County including SR-152, which the Plan identifies as an urban “Principal Arterial” described as “a roadway that serves major centers of activity in cities and urban communities. These roadways generally accommodate high traffic volumes with longer trip lengths. A high proportion of motorists in an urban area travel on Principal Arterials as part of their routine trip to a destination.” Table CIR-1 in the Plan classifies Urban Principal Arterials as having between 100 and 180 feet in right-of-way width, between two and six lanes, and a required Level of Service (LOS) Analysis threshold D. Principal Arterials generally feature intersections at quarter-mile intervals, medium-high traffic speeds, and “Very Limited” access to private property (meaning encroachment permits are very rarely granted to private property owners along these routes).

Regional Measure V Sales Tax

Merced County voters adopted the Regional Measure V half-cent sales tax in November 2016. The tax is estimated to generate \$450 million for transportation projects in Merced County, and has an implementation period of 30 years.

Caltrans Plans, Directives and Guides

Context-Sensitive Solutions (CSS)

Defined by the Federal Highway Administration (FHWA), the CSS process is a collaborative, interdisciplinary, and holistic approach to the development of transportation projects. Guided by four core principles, the process includes a shared stakeholder vision, a comprehensive understanding of a project’s context, flexibility, and creativity to produce solutions that link a project to its surrounding environment, and communication and collaboration throughout the project process to enable consensus. Caltrans’ policy on CSS is provided through Deputy Directive 22 (DP-22), signed in 2001. As mentioned in the directive, Caltrans uses CSS as an approach to plan, design, construct, maintain, and operate its transportation system. The implementation of DP-22 has influenced multiple policy decisions from Caltrans, including the Deputy Directive Accommodating Non-Motorized Travel (DD-64) in 2001 and its subsequent enhancements (DD-64-R1 in 2008, DD-64-R2 in 2014) to further integrate complete streets into the planning of transportation projects. Another notable application of CSS principles is the development of the “Main Streets California Guide,” which provides a range of design solutions that balance community values with efficient operations of all modes. It was first adopted in 2005 with the latest edition updated in 2013.

Caltrans Deputy Directive Accommodating Non-Motorized Travel (DD-64, DD-64-R1, DD-64-R2)

Originally signed in March 2001, DD-64 gave direction accommodating non-motorized travel, providing expectations to programs related to the need of all non-motorized travelers, including bicyclists, pedestrians, and

persons with disabilities. Coinciding with the California Complete Street Act (AB 1358) in 2008, Caltrans updated and strengthened their policy on non-motorized travel with DD-64-R1. This revision enhanced DD-64 from accommodation to integration of the transportation system, providing “for needs of travelers of all ages and abilities in all planning, programming, design, construction, operations, and maintenance activities and products on the State highway system.” Caltrans revised the directive (DD-64-R2) in 2014 to reflect changes of Caltrans division names and management within the organization, as well as reaffirming its commitment to complete streets and its emphasis on multi-modal mobility.

Caltrans Complete Streets Implementation Action Plan 2.0 (CSIAP 2.0)

Released in 2014, this Plan updates the first Complete Streets Implementation Action Plan from 2010. The intent of the Plan is to describe the current Caltrans complete streets policy framework and overview of complete streets efforts statewide. This update also lays out the structure for monitoring, reporting, and overcoming barriers to complete streets. Over 100 additional action items were introduced in this Plan update, further integrating complete streets into all Caltrans functions and processes. Action items include conducting complete streets training courses to Caltrans staff, the development of a statewide Bicycle and Pedestrian Plan and supporting complete street plans for all twelve Caltrans districts. The Plan also includes policies on collecting complete streets data, the creation of performance measures evaluating the effectiveness of bicycle and pedestrian infrastructure, and the revision of Caltrans manuals to be consistent with and supportive of complete streets.

Main Streets California Guide

This informational guide was created to serve as a reference on current traffic engineering practices, policies, and standards for Caltrans staff, local partners, and stakeholders to develop a shared vision on projects. In addition, the guide provides guidance on design practices that aim to improve livability, sustainability, aesthetics, public space, and landscaping.

Compatible with current guidance in the Caltrans Highway Design Manual (HDM), Manual of Uniform Traffic Devices (MUTCD), and Project Development Procedures Manual (PDPM), it offers flexibility of design standards for roadways that serve both as a State highway and a community street with traffic speeds typically less than 40 mph. The most recent edition of the manual, published in November 2013, includes greater emphasis on complete street investments consistent with recent Caltrans Non-Motorized Travel Deputy Directives, including support of infrastructure improvements that enhance travel conditions for all modes, with design solutions that focus on creating livable and sustainable communities.

Transportation Concept Reports (TCR)

As long-range planning documents, TCRs identify existing conditions and future needs for each route on the State Highway System (SHS). Developed with the Caltrans Mission, Vision, and Goals in mind, each TCR includes an overall route summary; summaries of individual route segments and maps; existing and future travel data along the route; and a list of planned, programmed, and needed projects over the next 20 years. The most current TCR for SR-152 was published in July 2016. The report analyzes the span of the SR-152 roadway—including how the roadway interfaces with the community of Los Banos.

Corridor Plan (CP)

A multimodal, multijurisdictional way to manage existing transportation infrastructure and systems, the CP involves using capacity improvement projects to optimize a corridor versus increasing roadway capacity for automobiles. CP's provide a lower cost, higher benefit option to make existing roadway systems more efficient. Improvements may include Intelligent Transportation System (ITS) solutions such as adaptive signals and changeable message signs to better manage traffic flow for drivers, transit, and alternative modes alike. A CP was prepared for SR-152.

Infrastructure Analysis

The infrastructure analysis detailed below considers the existing physical roadway conditions, pedestrian and cyclist facilities, right-of-way configurations, and utility infrastructure along Pacheco Boulevard within the City of Los Banos. Appendix A provides figures that further detail infrastructure configuration for the length of the corridor in the Plan Area. This analysis also identifies potential safety and traffic flow issues based on the current roadway configuration of the corridor. An assessment of student drop-off/pick-up procedures is provided for Los Banos Elementary School and Westside Union Elementary School.

Corridor Description

State Route 152 (SR-152), known as Pacheco Boulevard within Los Banos, is part of the State Highway system, spanning from Pacific Coast Highway in Watsonville eastward to State Route 99 near Merced. Pacheco Boulevard is composed of four lanes and is classified as a major arterial in the City's General Plan Circulation Element.

As the busiest roadway and primary east-west route in Los Banos, Pacheco Boulevard provides access to activity centers in the City linking housing, businesses, schools, parks, and many other popular destinations. The posted speed limit along Pacheco Boulevard in Los Banos ranges from 35 to 45 mph. Within the Plan Area along Pacheco Boulevard, there are sidewalks on both sides of the roadway, however there are missing segments along the far western and eastern segments where the roadway transitions to a highway. Currently there are no bikeways along the corridor.

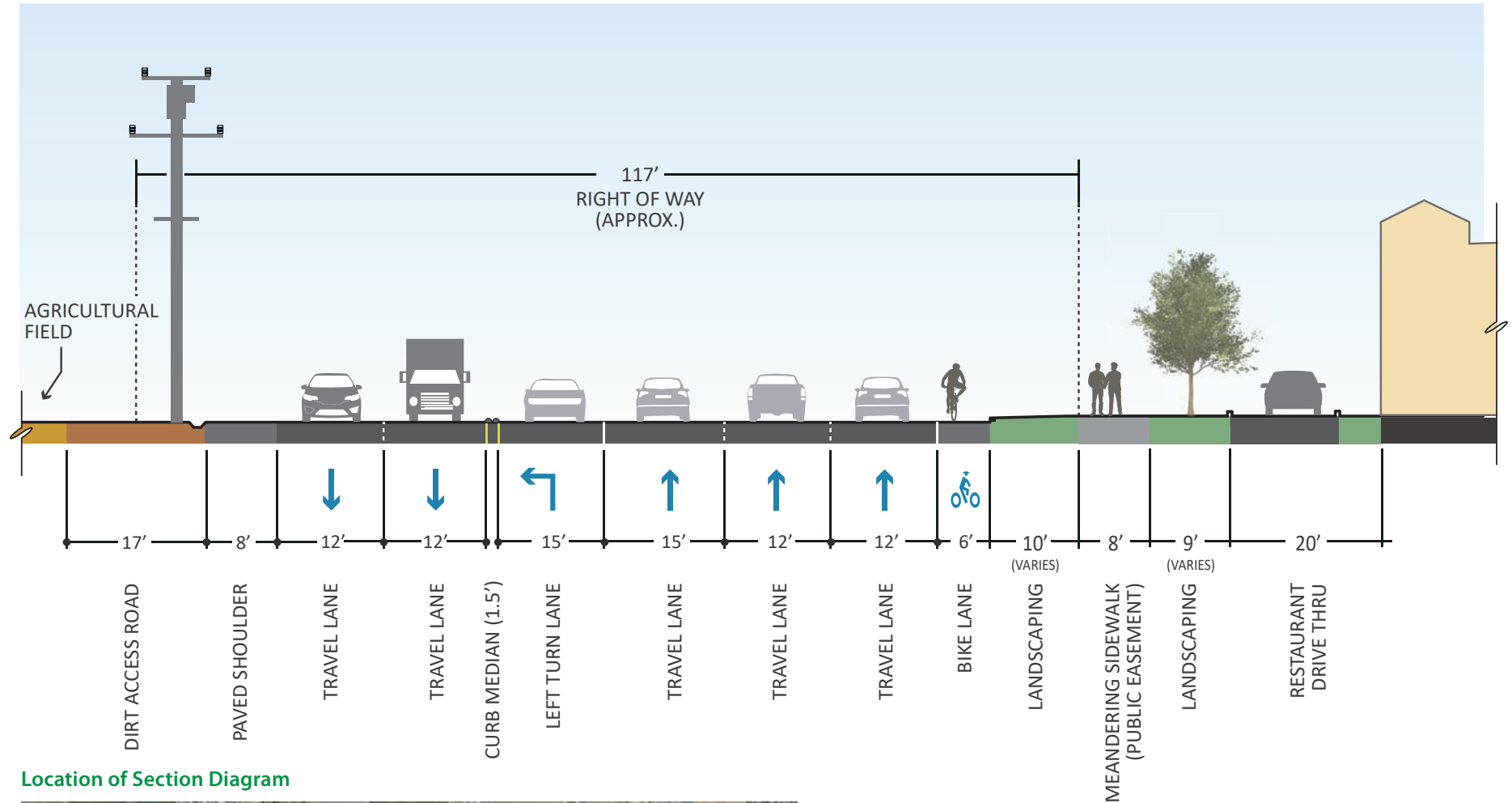


Pacheco Boulevard is part of the state highway system, and the busiest roadway in Los Banos.

Roadways in Los Banos carry a substantial number of trucks that both serve local businesses and provide regional distribution. There is significant pass-by truck traffic accommodating regional trips between Interstate 5 and Highway 99. Caltrans has designated SR-152/Pacheco Boulevard and SR165/Merced Springs Road as local truck routes to allow truck traffic to pass through the City while minimizing impacts on residential neighborhoods. As a Caltrans route, it is a Surface Transportation Assistance Act (STAA) and Terminal Access truck route on the National Network.

The three section diagrams on the following pages (Figures 2.19-2.21) depict typical configurations of Pacheco Boulevard. They show the varying widths of the right-of-way along the corridor and varying configurations of sidewalks, travel lanes, turn lane widths, and medians.

Figure 2.19 Pacheco Boulevard Near Ortigalita Road (Looking East)

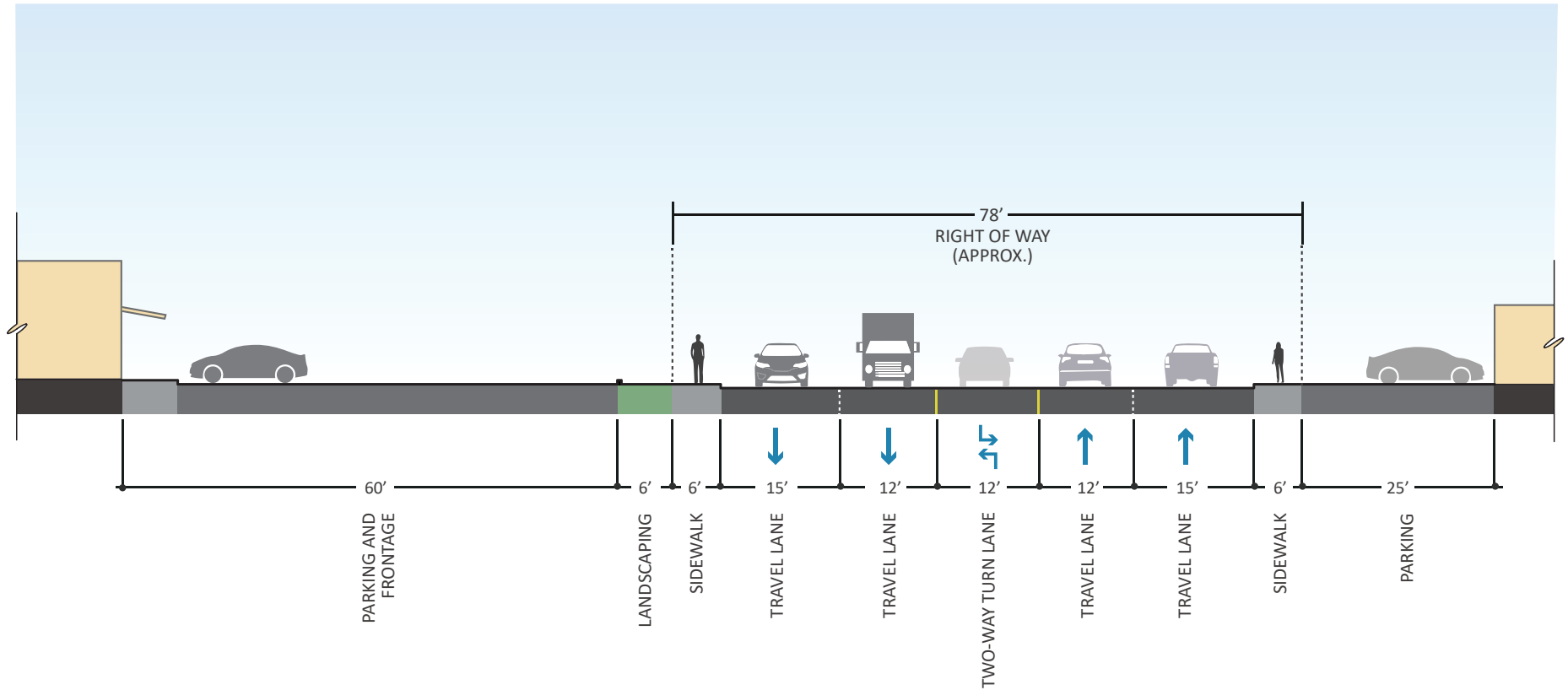


Location of Section Diagram



 View Location

Figure 2.20 Pacheco Boulevard Between J Street and 11th Street (Looking East)

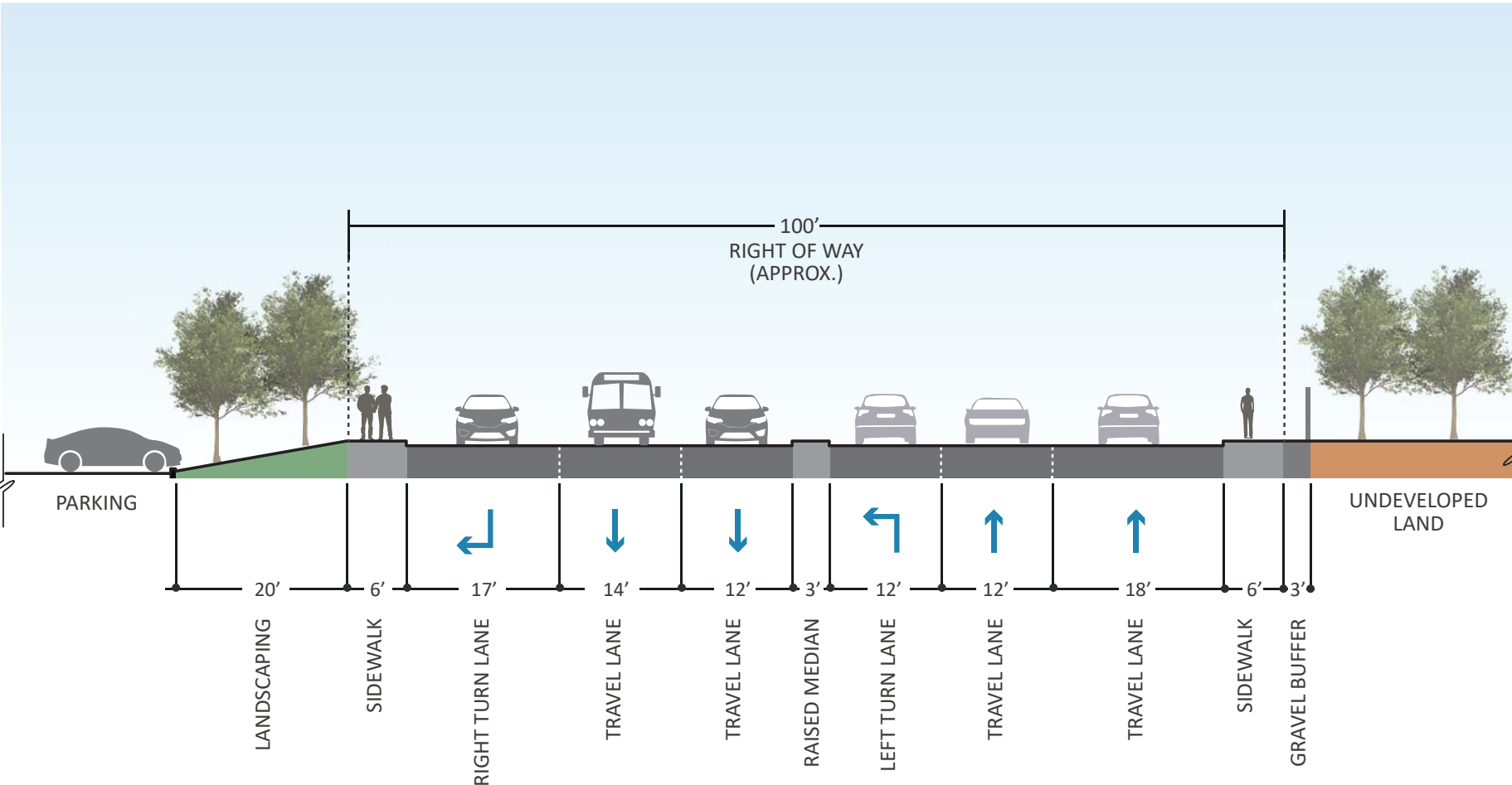


Location of Section Diagram



 View Location

Figure 2.21 Pacheco Boulevard Near Mercey Springs Road (Looking East)



Location of Section Diagram



View Location

Roadway Network

Los Banos' local roadways serve neighborhoods, schools, stores, and other services. Most local roads are oriented on a north/south/east/west grid, with the exception of streets in and around downtown, which are askew at a 45-degree angle.

The City's roadway system is classified into a hierarchy of street types, as defined in the current Circulation Element of the General Plan:

- **Major Arterials** – Major arterials are access-controlled roadways designed to accommodate large traffic volumes emphasizing mobility between major portions of the city and to regional highways. The right-of-way of major arterials spans from 80 to 122 feet. On-street parking should typically not be provided on major arterials.
- **Minor Arterials** – Minor arterials are roadways that provide mobility through the city and access to major residential, employment, and activity centers. The right-of-way along minor arterials ranges from 62 to 100 feet. On-street parking may be provided on minor arterials. Bicycle lanes, landscaped parkway strips, sidewalks, and transit facilities may also be accommodated within the right-of way of minor arterials.
- **Collectors** – Minor and major collectors are roadways that collect traffic from local streets within residential areas and provide access to arterials. The width of the right-of-way for collectors spans from 34 to 80 feet, with allowances for parking. Bicycle facilities and on-street parking should generally be provided for collector streets.
- **Neighborhood/Local Streets** – Local streets are roadways whose primary function is to provide direct access to neighborhoods. Neighborhood/Local Streets are found throughout Los Banos in residential areas, and they have a right-of-way width from 32 to 60 feet, with allowances for parking. The City Improvement Standards and Specifications identifies these as "Private Residential" and "Local Residential streets"

Table 2.3 presents the City's design volumes for the various street classifications, right-of-way widths, configurations, design speeds, and volumes.

Several key roadways intersect Pacheco Boulevard within the Plan Area, described below roughly from west to east and summarized in Table 2.4.

- **Badger Flat Road** is a two-lane or four-lane minor arterial roadway that provides north-south circulation in Los Banos. The roadway provides access to residential and commercial land uses. North of Pacheco Boulevard, there are no sidewalks along both sides of the roadway; however, south of Pacheco Boulevard there are continuous sidewalks. While there are currently no bike facilities along the roadway, the Bicycle-Pedestrian Plan proposes a Class I multi-use path along the length of Badger Flat Road both north and south of Pacheco Boulevard.
- **Ortogonalita Road** is a four-lane minor arterial roadway that provides north-south circulation in western Los Banos. The roadway provides access to residential streets and commercial properties. Bike lanes (Type II Bikeways) exist on the east (northbound) side along the roadway between Pacheco Boulevard and Sandra Street.
- **West I Street** is a two-lane minor arterial roadway that extends from Sandra Street to the south. From Sandra Street to J Street, West I Street is on a skewed northeast/southwest axis, breaking up the street grid along its route. Past J Street, West I Street curves to the east and, at 2nd Street, it changes angles again and become I Street (without the "West"). See below for a description of I Street. Most segments of West I Street allow for street parking; however, the parking zone is shared with a bikeway. The City's Bicycle-Pedestrian Plan proposes a Class 1 multi-use path to replace the existing Class II bike lane. The majority of West I Street has sidewalks on both sides.

Table 2.3 Design Standards and Volumes by Street Classification

Street Classification	R/W, Curb-Curb Width (Feet)		Standard Configuration	Design Speed (mph)	Daily Traffic Volume Range	
	Max	Min			Low	High
Private Residential			2 lanes	25	0	500
Local Residential	52	32	2 lanes with parking	30	0	4,000
Minor Collector	60	40	2 lanes with parking	35	500	4,000
Minor Collector	60	34	2 lanes with no parking	35	500	4,000
Major Collector	72	56	2 lanes with parking and left turn lane median	40	4,000	7,500
Major Collector	80	50	2 lanes with no parking and with walls at the property line	40	4,000	7,500
Industrial	66	48	2 lanes	40	0	14,000
Minor Arterial	84	62	4 lanes with no parking	50	7,500	–
Minor Arterial	100	62	With wall at property line and no parking	50	7,500	–
Major Arterial	106	80	4 lanes w/ left turn lane/median and no parking	55	–	25,000
Major Arterial	122	80	4 lanes with no parking and with walls at property line	55	–	25,000

Source: City of Los Banos Improvement Standards and Specifications.

Table 2.4 Roadway Classifications and Configurations for Roadways within the Plan Area

Roadway	Classification	Direction	# of Lanes	Median	Divided/ Undivided	Speed Limit	Sidewalks	Bike-ways	Street Parking
SR-152 (Pacheco Boulevard)	Major Arterial	E/W	4	Varied – raised and striped	Varied	35-45 mph	Yes	No	No
Badger Flat Road	Minor Arterial	N/S	2-4	Yes – raised south of SR-152/ Pacheco Boulevard	Varied	Not Posted	Yes – south of Pacheco Blvd	Yes	No
Ortogonalita Road	Minor Arterial	N/S	2-4	No*	Divided	45 mph	Yes – missing segments	Yes	No
I Street	Minor Arterial	Curves	2	Yes – flush, north of SR-152/ Pacheco Boulevard	Varied	30 mph	Yes	Yes	Yes
7 th Street	Major Collector	N/S	2-4	Yes – raised, north of H Street	Divided	25 mph	Yes	Yes	Yes
H Street	Minor Arterial	E/W	2	Yes, striped, west of 3 rd Street	Divided	Not Posted	No	Yes	No
SR-165 (Mercey Springs Road)	Major Arterial	N/S	2-4	Varied – raised and striped	Varied	35 mph	Yes – missing segments	No	No
Ward Road	Major Arterial	N/S	2-4	Yes – raised	Varied	Not Posted	Yes – north of Pacheco Blvd	No	No

* There are no medians (striped or raised) for the greater length of the corridor, however a flush median with diagonal crosshatching exists between Pacheco Boulevard and Prairie Springs Drive.

■ **Center Ave** is a two-lane minor arterial roadway that provides north-south travel in Los Banos and access to neighborhood streets. Where the roadway intersects Canal Trail Park, high-visibility crosswalks exist. Similarly, as the roadway provides access to Our Lady of Fatima School, yellow striping marks conventional crosswalks for school crossings. Sidewalks exist between Cardoza Road and Pacheco Boulevard. No bikeways currently exist, but the City's Circulation Element depicts a proposed bikeway along this street.

■ **7th Street** is a two-lane or four-lane minor arterial roadway that provides north-south circulation in Los Banos through commercial and residential areas. The roadway allows for street parking, although, the parking zone is shared with a bikeway that extends from Pacheco Boulevard to Vineyard Drive. The City's Circulation Element depicts planned bikeway segments that would ensure the bikeway extends through the length of the street. There are sidewalks on both sides of the road through the corridor and yellow striped crosswalks near schools.

- **I Street** is a two-lane minor arterial street intersection Pacheco Boulevard at a 45-degree angle, extending northwest through Downtown and turning into West I Street at 2nd Street. I Street contains vehicle parking on both sides of the street, including some diagonal parking in the Downtown area. There are no existing bicycle facilities, and the Bicycle-Pedestrian Plan proposes a Class II bike lane from 2nd Street to 4th Street. There are sidewalks on both sides except for a missing segment on the north side near the intersection with Pacheco Boulevard.
- **H Street** is a two-lane minor arterial roadway that generally provides east-west circulation and terminates in downtown Los Banos. H Street provides access to agricultural, industrial, and commercial land uses in the City. In the Plan Area, the roadway is undivided with standard two-way markings. A bikeway runs through the corridor between 3rd Street and Pacheco Boulevard.
- **State Route 165** is a regional State Highway and is a designated truck route. Known as Mercey Springs Road, the roadway provides north-south travel through Los Banos. Mercey Springs Road is mostly a two-lane roadway through the City, becoming four lanes as it approaches the intersection of Pacheco Boulevard from both the north and south. There are missing sidewalks along many segments of the Mercey Springs Road corridor in Los Banos, especially south of Pacheco Boulevard. No bikeways currently exist on the roadway.
- **Ward Road** is a two-lane or four-lane roadway that provides north-south travel in eastern Los Banos. Between Pioneer Road to the south and Pacheco Boulevard, the roadway is classified as a local road, with two lanes of traffic and a rural character with virtually no sidewalks. North of Pacheco Boulevard, the roadway is classified as a minor arterial, converting to four lanes of traffic with sidewalks on both sides, and a more urban character. Bike lanes exist along the roadway north of Canal Farm Lane (just north of Pacheco Boulevard). The Pedestrian-Bicycle Plan proposes a Class I multi-use path from Pacheco Boulevard to Pioneer Road.

Table 2.5 Pacheco Boulevard Signalized Intersections

Intersection	Traffic Control
1. Merced College Entrance	Traffic Signal
2. Badger Flat Road	Traffic Signal
3. Ortigalita Road	Traffic Signal
4. W I Street	Traffic Signal
5. 4 th Street	Traffic Signal
6. 6 th Street	Traffic Signal
7. 7 th Street	Traffic Signal
8. 11 th Street	Pedestrian Actuated Signal*
9. H Street	Traffic Signal
10. Mercey Springs Road	Traffic Signal
11. Miller Lane	Traffic Signal
12. Place Road	Traffic Signal
13. Commercial Access Driveways	Traffic Signal
14. Ward Road	Traffic Signal

* The 11th Street Traffic Signalization Project, expected to be completed in fall 2021, will make this a four-way signalized intersection.

Figure 2.22 Signalized Intersections, Average Daily Traffic, and Level of Service



Signalized Intersections

Table 2.5 and Figure 2.22 show 14 signalized intersections along Pacheco Boulevard between Merced College – Los Banos Campus and Ward Road. All intersections are under Caltrans’ jurisdiction. Appendix A provides more-detailed diagrams of signal locations and other infrastructure elements.










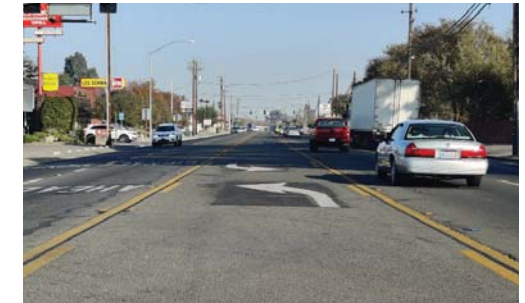
-  Traffic Signals
-  Pedestrian Actuated Signal
-  ADT Volumes (1,000s)
-  Intersection LOS - Weekday (AM/PM)
-  Intersection LOS - Weekend (Midday)
-  Roads
-  Waterways
-  Parks
-  Schools

Figure 2.23 Median Types Along Pacheco Boulevard



Medians

As shown in Figure 2.23, most of Pacheco Boulevard between intersections has a flush center two-way left turn lane (TWLTL). However, there are also several locations with raised medians to restrict traffic from crossing the roadway, which can improve safety and help limit traffic flow interruptions. Figure 2.23 depicts the varied medians along the corridor.



Two-way center turn lanes are common along all segments of Pacheco Boulevard.

- Closed Median (Raised/Depressed)
- Open Median (Flush)
- Roads
- Waterways
- Parks
- Schools

Existing Pedestrian Infrastructure

Sidewalks

Through the City of Los Banos' Capital Improvements Program, the City recently improved pedestrian infrastructure, especially in the Downtown area. Improvements included new sidewalks, repainted curb markings, and crosswalks. Of significance was the City's effort to remove and replace 2,500 square feet of sidewalk and retrofit the streets to ensure they are ADA accessible. Additionally, the City recently conducted a lighting survey throughout the city to determine repairs and updates to its inventory. Figure 2.24 presents a sidewalk inventory for Pacheco Boulevard and intersecting/nearby streets, detailing gaps that currently exist in the pedestrian network.

The majority of Pacheco Boulevard has sidewalks varying from 5–8 feet in width without a landscaped buffer; however, there are segments missing in less-dense areas that are slated for future development. The following are key segments along the roadway with missing sidewalks providing noticeable barriers to walkability:

- Merced College to W. I Street (north side of the roadway).
- Merced College to Badger Flat Road (south side).
- Segment east of Mercey Springs Road near España's Restaurant (north side)
- Caltrans Los Banos Maintenance Station (south side).
- Caltrans Los Banos Maintenance Station to Miller Lane – multiple parcels are missing sidewalks (south side).
- East of Miller Lane – a vacant parcel just east of Miller Lane has missing sidewalks (north side).
- Just east of the Home Depot Shopping Center (1955 E. Pacheco Boulevard) to eastern boundary of the City (south side).



Narrow sidewalks with no buffer between pedestrians and car traffic are common along Pacheco Boulevard.

Crosswalks

Between Badger Flat Road and Ward Road, there are 13 intersections with signalized crosswalks crossing Pacheco Boulevard north/south. Crosswalks along Pacheco Boulevard that cross smaller residential and minor collector roadways east/west are unsignalized. Figure 2.24 shows all crosswalk locations along Pacheco Boulevard, both signalized and unsignalized. Most crossings have standard “transverse” crosswalks with parallel lines.

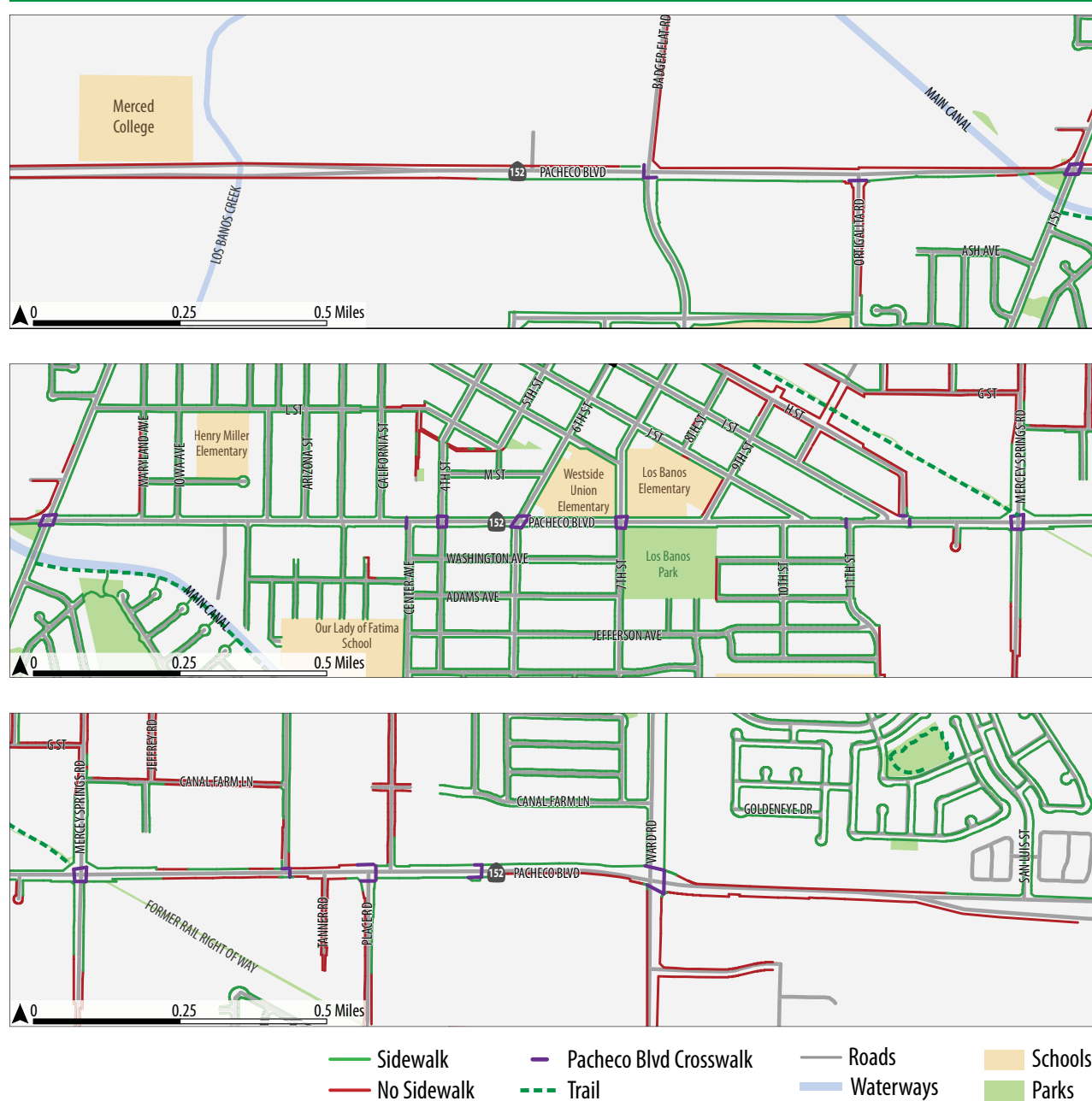
The following provides a list of roadways with signalized crosswalks that intersect Pacheco Boulevard:

- | | |
|---------------------------|------------------------------|
| ■ Badger Flat Road | ■ H Street |
| ■ Center avenue | ■ Mercey Springs Road |
| ■ W I Street | ■ Miller Lane |
| ■ 4 th Street | ■ Place Road |
| ■ 6 th Street | ■ Home Depot Shopping Center |
| ■ 7 th Street | ■ Ward Road |
| ■ 11 th Street | |

The following streets that intersect Pacheco Boulevard have yellow (parallel line) crosswalks due to their proximity to schools.

- | | |
|--------------------------|--------------------------|
| ■ Center Avenue | ■ 6 th Street |
| ■ 4 th Street | ■ 7 th Street |

Figure 2.24 Sidewalks and Crosswalks



Yellow-painted school-zone crosswalks at the intersection of Pacheco Boulevard and 6th Street.



Narrow sidewalks along the north side of Pacheco Boulevard west of the Mercey Springs Road intersection.

For a detailed diagrammatic assessment of sidewalks and crosswalks along the length of the corridor, see Appendix A.

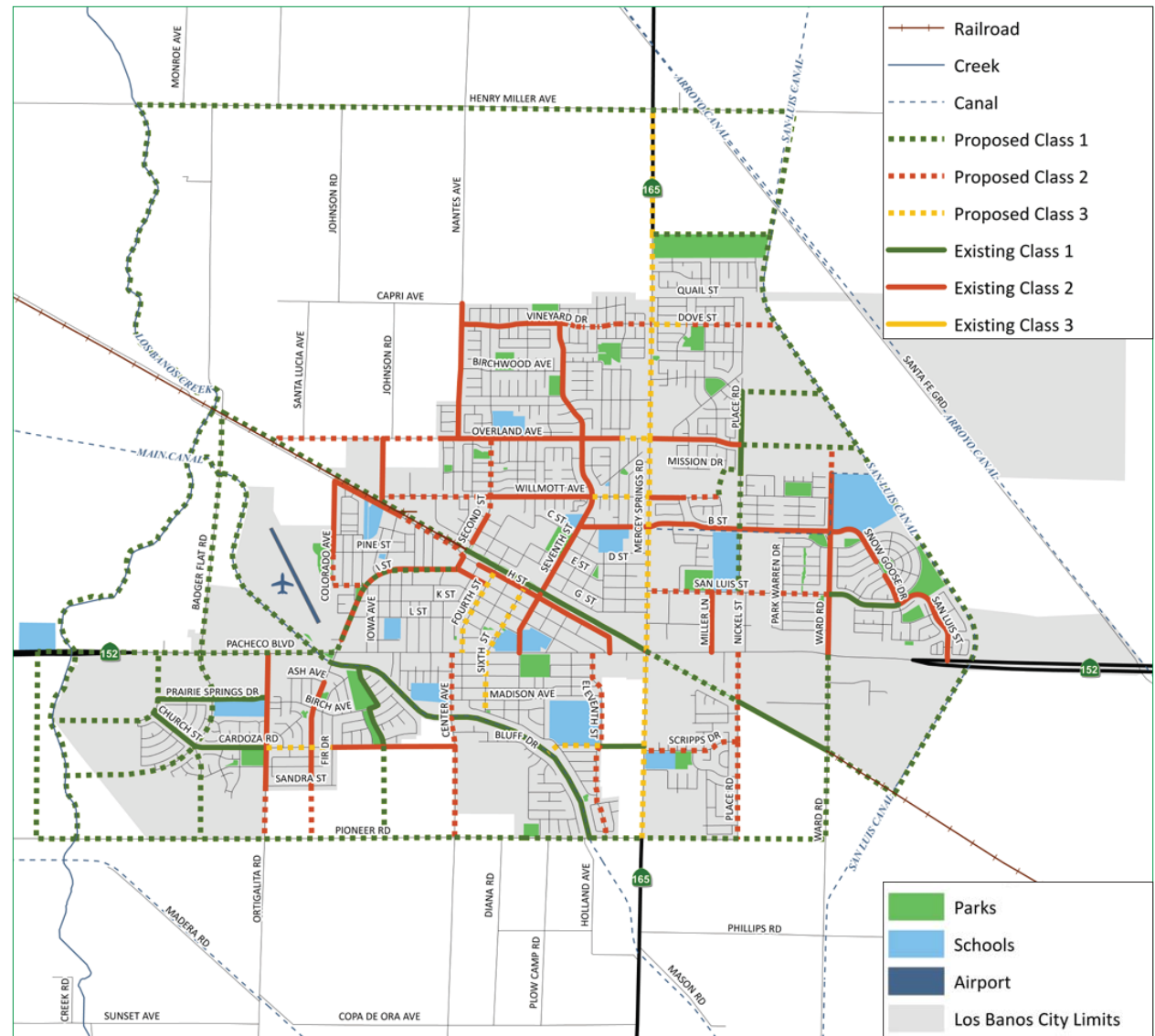
Existing and Proposed Bicycle Network and Facilities

Figure 2.25 shows existing bicycle facilities in Los Banos as well as planned or proposed facilities recommended in the Los Banos Bicycle-Pedestrian Plan (2018). Recommendations include four different types of bikeways (illustrated in Figure 4.9 on page 4-27):

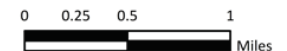
- Class I – shared-use bicycle and pedestrian paths separated from the roadway
- Class II – on-street bike lanes separated from traffic by striping
- Class III – shared vehicle/bike lanes
- Class IV – cycle tracks separated from vehicle traffic by raised features such as medians, landscaping, bollards, flex posts, or other element.

The City of Los Banos has two Class I bikeway facilities – the Rail Trail and the HG Fawcett multi-use path which extends along the Main Canal. Class I facilities are dedicated multi-use paths located away from the roadway. The Rail Trail spans from H Street to the Pacheco Boulevard/Merced Springs Road intersection. The HG Fawcett path spans from Pioneer

Figure 2.25 Existing and Proposed Bikeways



Source: City of Los Banos Bicycle-Pedestrian Plan (2018)



Road to West I Street. In addition to the two primary bikeways, the City has a number of Class II bikeways located throughout the City. The Los Banos Bicycle-Pedestrian Plan presents a vision for increasing walking and bicycling in the city through the adoption of a comprehensive set of policies, programs, guidelines, and goals. The Plan recommends proposed bikeway improvements throughout the City. The proposed network closes gaps and expands the network into areas that are currently under development or slated for future development.

Figure 2.26 shows existing bikeways and proposed bikeways along Pacheco Boulevard and intersecting/nearby roadways. Notably, the Bicycle-Pedestrian Plan proposes a Class I multi-use path along Pacheco Boulevard beginning at Merced College – Los Banos Campus and connecting with a Class I multi-use path along W. I Street. The multi-use path between the college and Badger Flat Road has been funded and planned.

The following existing and proposed bikeways intersect Pacheco Boulevard.

Existing Bikeways

(from west to east):

- Main Canal (Class I)
- Ortigalita Rd (Class II)
- West I Street (Class II)
- 7th Street (Class II)
- H Street (Class II)
- Rail Trail (Class I)
- Miller Lane (Class II)
- Ward Road (Class II)
- San Luis Street (Class II)

Proposed Bikeways

(from west to east):

- Los Banos Creek (Class I)
- Badger Flat Road (Class I)
- Main Canal Extension (Class I)
- W I Street (Convert to Class I)
- Fourth Street (Class III)
- Sixth Street (Class III)
- 11th Street (Class II)
- Mercey Springs Road (Class III)
- Place Road (Class II)
- Ward Road (Class II)



A bicyclist on the sidewalk of Pacheco Boulevard crossing 11th Street.



The Rail Trail is a multi-use path beginning at the northwest corner of the Pacheco Boulevard/Mercey Springs Road intersection. While the rail right-of-way continues to the southeast, no trail has been developed between Mercey Springs Road and Place Road.

Figure 2.26 Existing and Proposed Bikeways in the Plan Area



Existing Traffic Volumes and Levels of Service

This section presents published traffic volumes on roadways and intersections in the Plan Area from various data sources. Roadway capacity is generally limited by the ability to move vehicles through intersections. Level of service (LOS) is a standard performance measurement to describe the operating characteristics of a street system in terms of the level of congestion or delay experienced by motorists. Service levels range from A through F, which relate to traffic conditions from uncongested, free-flowing conditions (LOS A) to total congestion with stop-and-go operation (LOS F).

Roadway Segments

The Draft Program Environmental Impact Report for the Merced County Association of Governments (MCAG) 2018 Regional Transportation Plan (RTP) presents year 2015 LOS and Annual Daily Traffic (ADT) data for key state highways. The roadway ADT volumes along Pacheco Boulevard within the Plan Area range from 23,000 to 33,500. Daily traffic volumes along Pacheco Boulevard and SR-165 (Mercey Springs Road) are presented by segment and summarized in Table 2.6. The ADT volumes are also presented by segment in Figure 2.22 above.

According to Caltrans data, trucks comprise approximately 10% of the daily traffic on SR-152/Pacheco Boulevard through Los Banos. A license plate survey indicated that 22% of total traffic and 69% of truck traffic entering Los Banos via SR-152 from the west passed through the city.

Table 2.6 Pacheco Boulevard/SR-152 and Mercey Springs Road/SR-165 Average Daily Traffic (ADT)

State Route	Segment		Existing Conditions		
	From	To	2015 ADT	No. of Lanes	LOS
Pacheco Boulevard/SR-152	Jct. Rte. 5	Ortigalita Road	23,000	4	B
	Ortigalita Road	West I Street	28,000	4	B
	West I Street	7 th Street	31,500	4	C
	7 th Street	East I Street	30,500	4	C
	East I Street	Jct. Rte. 165	28,000	4	B
	Jct. Rte. 165	Ward Road	33,500	4	C
Mercey Springs/SR-165	Charleston Avenue	Pioneer Road	4,300	2	B
	Pioneer Road	Scripps Drive	6,700	2	C
	Scripps Drive	Jct. Rte. 152	12,000	2	D
	Jct. Rte. 152	East B Street	12,000	2	D

Source: Merced County Association of Governments (MCAG) 2018 Regional Transportation Plan (RTP), Draft EIR – Table 3-90.

Intersection LOS Analysis

Intersection LOS analysis is based on the traffic volumes observed during peak hour conditions. The peak hours are the highest traffic volumes that occur in four consecutive 15-minute periods from 7 to 9 AM and from 4 to 6 PM on weekdays, and from 12 to 2 PM during weekend midday peak. The methodology used to assess the operation of a signalized intersection is based on the Highway Capacity Manual (HCM) in terms of control delay (in seconds per vehicle).

To review traffic conditions in the area, intersection LOS results were compiled from previous traffic studies. These results are based on weekday counts taken on Wednesday, April 8, 2015 between 7 and 9 AM and between 4 and 6 PM. Weekend midday peak hours were observed from 12 to 2 PM on Saturday, March 7, 2015. Intersection operations analysis results are summarized in Tables 2.7 and 2.8. The Plan Area's signalized intersections currently operate at LOS levels ranging from B to D during peak hours.

Table 2.7 Existing Peak Hour Intersection Levels of Service Along Pacheco Boulevard/SR-152 – Weekday

Intersection	Control	Weekday AM Peak Hour		Weekday PM Peak Hour	
		Average Delay (sec/veh)	LOS	Average Delay (sec/veh)	LOS
Pacheco Boulevard/SR-152 and Mercey Springs Road ^a	Signal	39.0	D	30.3	C

Notes: AM peak hour is from 7 to 9 AM and the PM peak hour from 4 to 6 PM.

a. Source: Traffic Impact Analysis for Presidential Estates East Area Plan, prepared by KD Anderson & Associates Inc., 2016.

Table 2.8 Existing Peak Hour Intersection Levels of Service Along Pacheco Boulevard/SR152 – Weekend

Intersection	Control	Saturday Midday Peak Hour Average Delay (sec/veh)	Saturday Midday Peak Hour LOS
Pacheco Boulevard/SR-152 and Mercey Springs Road	Signal	28.0	C
Pacheco Boulevard/SR-152 and H Street ^a	Signal	10.1	B

Notes: Weekend midday peak hour is from 12 PM to 2 PM.

a. Source: Traffic Impact Analysis for Prime Shine Car Wash, prepared by KD Anderson & Associates Inc., 2015.

Table 2.9 Pacheco Boulevard/SR-152 Median Configuration and Access Points – North (N) and South (S)

Segment	Median	Access Points
Merced College Entrance to Badger Flat Rd	Mixed: <ul style="list-style-type: none"> ● Divided depressed median ● Flush median with two-way left turn lane ● Raised median 	10N, 10S
Badger Flat Rd to California Ave	Mixed: <ul style="list-style-type: none"> ● Raised median with left turn bay ● Flush median with two-way left turn lane 	44N, 46S
California Ave to 4 th St	Mixed: <ul style="list-style-type: none"> ● Raised median with left turn bay ● Flush median with two-way left turn lane 	6N, 5S
4 th St to 11 th St	Flush median with two-way left turn lane	23N, 39S
11 th St to H St	Raised median with left turn bay	4N, 3S
H St to Mercey Springs Rd	Mixed: <ul style="list-style-type: none"> ● Flush median with hatching & two-way left turn lane ● Raised median with left turn bay 	9N, 7S
Mercey Springs Rd to Miller Lane	Mixed: <ul style="list-style-type: none"> ● Raised median with left turn bay ● Flush median with two-way left turn lane 	9N, 10S
Miller Lane to Place Rd	Raised median with cross-hatching	4N, 7S
Place Rd to Menezes Blvd	Raised median with left-turn bay	6N, 5S
Menezes Blvd to Ward Rd	Flush median & divided yellow line	1N, 0S

Corridor Access Driveways and Medians

Driveways provide entry and exit “access points” for properties along a roadway. Management of driveways, along with traffic volumes and speeds, are factors to consider when assessing conflict points along a roadway.

As discussed above (page 2-38), raised medians installed for traffic control can reduce property access points. Potential future improvements along Pacheco Boulevard should evaluate the location of driveways and medians to promote safety and minimize conflict points between vehicular traffic, pedestrians, and cyclists. The current configuration of Pacheco Boulevard varies in median design and driveway accessibility. Table 2.9 presents the number of access points and identifies the median type between key segments along Pacheco Boulevard. Due to the density and configuration of Downtown Los Banos, more driveway access points exist between West I Street and H Street compared to other sections of the Pacheco Boulevard corridor. This area has mostly commercial uses (along with some residential and industrial uses) that are composed of small parcels with direct access to Pacheco Boulevard. As a result, several closely spaced driveways exist to provide access to these parcels.

For a detailed diagrammatic assessment of access driveways and medians along the length of the corridor, see Appendix A.



Driveways along the south side of Pacheco Boulevard towards the eastern end of Los Banos.

Planned and Proposed Improvements

The MCAG 2018 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) details improvements throughout Los Banos that are within the City's jurisdiction. Table 2.10 details projects of relevance to SR-152/Pacheco Boulevard.

Table 2.10 MCAG 2018 RTP Roadway Capacity Increasing Improvements (City of Los Banos)						
Agency	Title	Limits/Description	Type	Year	Cost (\$1,000's)	Funding Source
Los Banos	Merced College Bike/Pedestrian Trail	Badger Flat Road/SR-152 to Merced College	Active (Bike/Ped)	2020	\$1,200	Measure V
Los Banos	Sidewalk infill at various locations	—	Active (Bike/Ped)	2020	\$319	ATP, CMAQ
Los Banos	Various locations	Berkley Drive to St. Francis drive at various locations; Also, on SR-152 from 7 th Street to H Street (PM 20.6/21.1) at various locations	Active (Bike/Ped)	2020	\$2,500	ATP, CMAQ
Los Banos	Class II Bike Paths; H Street – Badger Flat from Pacheco to H Street – Overland (Triangle)	—	Active (Bike/Ped)	2030	\$4,500	ATP, CMAQ
Los Banos	Downtown Complete Streets – street and sidewalk rehab, new curbs and finished street surface with storm drains	—	Complete Streets	2024	\$6,000	Measure V/SB1/STIP/Local
Los Banos	Multipurpose Bike/Pedestrian Path (810 ft) and ped/bike bridge across creek	—	Active (Bike/Ped)	2022	\$4,000	Measure V/SB-1/STIP/Local
Los Banos	Local Projects: Cape Seal, ADA corner, downtown renovation – City to provide list	—	Road Maintenance	2030	\$6,000	Measure V/SB-1/STIP/Local
Los Banos	Pioneer Road Widening	SR/152/Merced College to Pioneer Road/Ward Road	Road Capacity	2025	\$45,000	Measure V
Los Banos	H Street, Bader Flat Road, Overland Avenue Widening	Bader Flat/SR-152 to Ingomar Grade; H Street; Overland Avenue – Nantes Avenue to H Street	Road Capacity	2025	\$25,000	Measure V
Los Banos	Mercey Springs Road (SR-165) Widening	SR-152 to Henry Miller Road	Road Capacity	2025	\$20,000	Measure V

Source: Merced County Association of Governments (MCAG) 2018 Regional Transportation Plan (RTP)/Sustainable Communities Strategy (SCS).

The RTP/SCS also details roadway capacity increasing improvements throughout Merced County, including the City of Los Banos. SR-152 is operated by Caltrans, which is ultimately responsible for improvements and operation of the route. Table 2.11 provides a list of planned improvements for Pacheco Boulevard within or near Los Banos.

Table 2.11 MCAG 2018 RTP Roadway Capacity Increasing Improvements (Caltrans)			
Agency	Title	Limits/Description	Funding Source
Caltrans	Intersection Traffic Control	SR-152/SR-165 Los Banos Urban Area. (Year 2020, Budget of \$200,000)	SHOPP
Caltrans	I-5 STAA Improvements	SR-152/SR-33 and SR-5/SR-165 Interchange (Year 2018, Budget of \$1,400,000)	SHOPP
Caltrans	SR-152 Install Truck Climbing lane	Install between I-5 and Santa Clara County line (Year 2024, Budget \$10,000,000)	SHOPP

Source: Merced County Association of Governments (MCAG) 2018 Regional Transportation Plan (RTP)/Sustainable Communities Strategy (SCS).

In addition to the proposed projects listed above, Caltrans has recently recommended several improvements at the intersection of Pacheco Boulevard and West I Street. The recommendations include installing additional signage to alert motorists of signals ahead, allowable turn movements, and lane assignments. These improvements will be completed through Maintenance Work Orders. The City has also studied the addition of left-turn signals at this location.

In Winter 2021, Caltrans is expected to complete a project at the intersection of Pacheco Boulevard and 11th Street to install a full four-way traffic signal to replace the existing pedestrian-activated crossing signal.

School Traffic

The Los Banos Unified School District is composed of nine schools, two of which are located along Pacheco Boulevard within the Plan Area. Westside Union Elementary School is located at 659 K Street, and Los Banos Elementary School is located at 1260 7th Street; both schools share a boundary that intersects at 7th Street and Pacheco Boulevard. The schools combined have a current enrollment of approximately 1500 students, with similar class start and dismissal times. Traffic during the student dismissal period was observed during a field visit for the Pacheco Boulevard Complete Streets Plan, with most of the congestion occurring along 7th Street, K Street, and J Street. However, no queues or traffic congestion were observed on Pacheco Boulevard due to school traffic, but traffic volumes at 7th Street are high during these times.

The discussion below summarizes school access and circulation features for Los Banos Elementary School and Westside Union Elementary School.

School Access at Los Banos Elementary School

Los Banos Elementary School has a student enrollment of approximately 800 to 900 students consisting of grades K through 6. Kindergarten students attend school as two groups – “AM” and “PM”. AM Kindergarten students start school at 7:40 am and conclude at 11:25 am; PM Kindergarten students start at 11:35 am and conclude at 3:20 pm. Primary students (grades 1 through 3) start school at 8:00 am and conclude at 2:15 pm. Intermediate students (grades 4 through 6) start school at 8:00 am and conclude at 2:40 pm.

The student loading zone occurs primarily along the east side of 7th Street and J Street. The bus drop-off/pick-up area is at the off-street loop adjacent to 7th Street. Through traffic is not allowed in the loop when buses are present and from 7:30 to 8:00 and from 2:15 to 3:00 pm.

Parents park or drop off students curbside on 7th Street, J Street, or the drop-off area off of J Street. Curbside parking is permitted along 7th Street directly in front of the school entrance and is restricted to 24 minutes in curb sections painted green. On sections of J Street, curbside parking is permitted and designated as loading zones with yellow painted curbs.

The streets that surround the school have paved sidewalks. 7th Street, J Street, K Street, and Pacheco Boulevard have paved sidewalks on both sides of the road; however, 9th Street only has paved sidewalks on the north side. A pedestrian bridge links the southwest corner of the school with the northwest corner of the Los Banos Branch Merced County Library and the other facilities located at Pacheco Park. Standard transverse crosswalks (with parallel lines) in the vicinity of the school are striped yellow with additional pavement markings indicating that the area is a school zone. Yellow crosswalks exist at the following locations:

- 7th Street and Pacheco Boulevard intersection
- Mid-block crossing on 7th Street midway between Pacheco Boulevard and K Street intersection
- K Street and 7th Street intersection
- 7th Street and J Street intersection
- J Street and 8th Street intersection
- 9th Street and J Street intersection

School Access at Westside Union Elementary School

Westside Union Elementary School has a student enrollment of approximately 700 students consisting of grades K through 6. Kindergarten students attend school as two groups, “AM” and “PM”. Start and dismissal times are similar to those at Los Banos Elementary School. AM Kindergarten students start school at 7:40 am and conclude at 11:25 am; PM Kindergarten students start at 11:35 am and conclude at 3:20 pm. Primary students (grades 1 through 3) start school at 8:05 am and conclude at 2:15 pm. Intermediate students (Grades 4 through 6) start school at 8:05 am and conclude at 2:40 pm.



7th Street driveway to Los Banos Elementary School.



Traffic during after-school pick-up hours at Los Banos Elementary School.

The vehicular drop-off/pick-up area is curbside on K Street. The drop-off area is adjacent to the only access point of entry/exit on the school campus. Parking on the south side of K Street is not permitted as it is dedicated to school pick-up and drop-off zone; curbside parking on the north side is restricted for 2 hours. Drop-off and pick-up also occur on 6th Street at angled stalls, where parents park and walk children to/from the school entrance.

The streets surrounding the school have paved sidewalks. 6th Street, K Street, 7th Street, and Pacheco Boulevard have paved sidewalks on both sides of the road. Standard transverse crosswalks (with parallel lines) in the vicinity of the school are striped yellow with additional pavement markings and signage indicating the area is a school zone. Yellow crosswalks exist at the following intersections:

- 6th Street and Pacheco Boulevard intersection
- Two mid-block crossings between Pacheco Boulevard and K Street
- K Street and 6th Street intersection
- 7th Street and K Street intersection
- 7th Street and Pacheco Boulevard intersection

Safety Analysis

To understand existing conditions related to traffic safety in Los Banos, SafeTREC Traffic Injury Monitoring System (TIMS) data for 2014 through 2018 for Los Banos was examined. This data represents reported vehicle collisions involving an injury or fatality. As such, it does not capture collisions not involving injuries or fatalities, incidents unreported to law enforcement, or near misses. A map showing concentrations of incidents within the Plan Area along Pacheco Boulevard is shown in Figure 2.27.

Types of Collisions

Table 2.12 shows that collisions involving two or more motor vehicles were the most common type of collision in both the Plan Area and in Los Banos as a whole, though the percentage was slightly higher in the Plan Area (84%) than in the City as a whole (71%). Conversely, there was a lower percentage of collisions involving bicycles or pedestrians in the Plan Area compared to the City as a whole.

Out of 601 collision events that occurred within the City of Los Banos between January 1, 2014 and December 31, 2018, 219 of them (approximately 36%) occurred on Pacheco Boulevard. This result is unsurprising given that Pacheco Boulevard carries more daily vehicle traffic than any other street in the City of Los Banos by a significant margin. As shown in Table 2.13, for both Pacheco Boulevard and Los Banos as a whole, the top four violation categories for collisions occurring during this five-year period (in order) are: Unsafe Speed; Automobile Right of Way (failure to yield to a vehicle, pedestrian, or bicyclist); Traffic Signals and Signs; and Improper Turning. Alcohol- or drug-related collisions are the fifth-most common violation factor for collisions on Pacheco Boulevard and for collisions in Los Banos as a whole.

Table 2.12 Motor Vehicle Involved With (MVIW)		
Motor Vehicle Involved With	Plan Area (% of 219 Total Collisions)	Citywide (% of 601 Total Collisions)
Pedestrian	12 (5%)	55 (9)
Other Motor Vehicle	183 (84%)	424 (71%)
Motor Vehicle on Other Roadway	2 (1%)	10 (2%)
Parked Motor Vehicle	1 (0.5%)	23 (4%)
Bicycle	8 (4%)	33 (6%)
Fixed Object or Other Object	14 (6%)	43 (7%)
Non-Collision or not stated	0 (0.0%)	13 (2%)

Source: Traffic Injury Mapping System (TIMS), 2014-2018.

Table 2.13 Top Five Primary Collision Factors		
PCF Violation	Plan Area (% of 219 Total Collisions)	Citywide (% of 601 Total Collisions)
Unsafe Speed	81%	79%
Automobile Right of Way	13%	11%
Traffic Signals and Signs	1%	1%
Improper Turning	1%	2%
Driving or Bicycling Under the Influence of Alcohol or Drugs	0.4%	0.4%

Source: Traffic Injury Mapping System (TIMS), 2014-2019.

As shown in Table 2.14, rear-end collisions constituted a much higher percentage of total collisions along Pacheco Boulevard than in Los Banos as a whole (54% in the Plan Area compared to 32% for the city) during the period from 2014 through 2018. The frequency of rear-end collisions is likely due to failure to maintain adequate following distance for the speed being traveled, exacerbated by the high volume of traffic along the corridor. Conversely, broadside collisions were more common in the city as a whole (33%) than in the Plan Area specifically (20%).

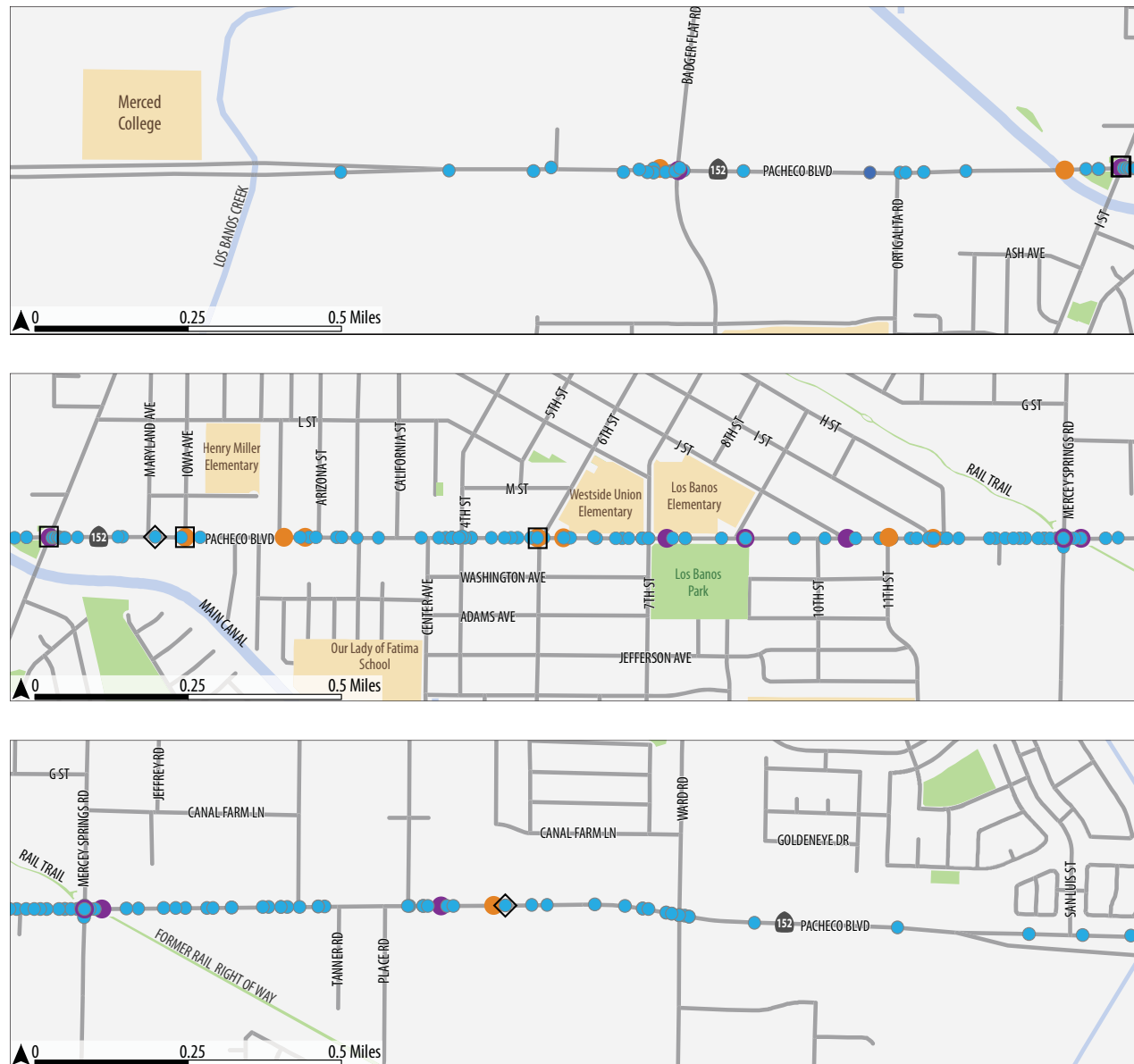
Table 2.14. Top Four Primary Vehicle Collision Types		
Collision Type	Plan Area (% of 219 Total)	Citywide (% of 601 Total)
Rear End	119 (54%)	194 (32%)
Broadside	43 (20%)	203 (34%)
Sideswipe	17 (8%)	46 (8%)
Head-On	13 (6%)	44 (7%)

Source: Traffic Injury Mapping System (TIMS), 2014-2019.

Collisions Involving Pedestrians and Bicyclists

Although the percent of overall collisions involving pedestrians and bicyclists is lower along Pacheco Boulevard compared to citywide, Pacheco Boulevard is still a significant route for cyclists and pedestrians indicated by the number of collisions involving bicycles or pedestrians. Out of the 55 total collisions involving a motor vehicle and a pedestrian that occurred in Los Banos from 2014 through 2018, 12 (22%) occurred on Pacheco Boulevard. Similarly, out of the 33 collision incidents involving a motor vehicle and a bicycle in Los Banos during this period, almost a quarter of these incidents (eight) occurred on Pacheco Boulevard.

Figure 2.27 Vehicle, Bicycle, and Pedestrian Collisions Along Pacheco Boulevard



Collision Severity

Of the 41 collisions citywide resulting in a severe injury, 17 (41%) occurred on Pacheco Boulevard. 15 of these collisions involved motorists, two involved pedestrians, and none involved bicyclists. While collisions with severe injuries were distributed along the length of the corridor, there were “hot spots” at Badger Flat Road and Ward Road – each with three vehicle-only collisions resulting in severe injuries.

Five collisions on Pacheco Boulevard from 2014 through 2018 resulted in fatalities, accounting for half of the ten citywide fatal collisions. Of these five, there were two motorist fatalities, two pedestrian fatalities, and one bicyclist fatality.

- Vehicle Only
- Pedestrian Involved
- Bicycle Involved
- Bicyclist or Pedestrian Fatality
- ◇ Motorist Fatality

Key Issues and Opportunities

Key Issues

- **Limited Space.** Pacheco Boulevard has a constrained right-of-way and a high volume of vehicles, limiting the ability to provide more space for bicycle lanes, additional landscaping or wider sidewalks.
- **Challenging Pedestrian Crossings.** Most sections of Pacheco Boulevard have long blocks, so pedestrian crossings are very far apart. Where there are crossings, the pedestrian must typically cross five lanes of traffic.
- **Difficult to Implement Bicycle Facilities.** Pacheco Boulevard carries a considerable amount of truck traffic, along with traffic volumes and speeds that make it challenging to make a viable Class III Bike Route (where bikes share a lane with traffic) or Class II Bike lane.
- **Conflicting Turning Movements.** Especially in the center section, Pacheco Boulevard has many curb cuts for driveways into businesses, resulting in many vehicles turning across traffic mid-block and leading to potential conflicts.
- **Not Pedestrian Friendly.** Many developments along Pacheco Boulevard (especially outside the center segment) have large parking lots facing Pacheco Boulevard with little or no landscape screening, creating car-centric development that is not pedestrian friendly.
- **Aesthetic Character.** Although a few stretches of Pacheco Boulevard are visually attractive, there is a lack of consistent streetscape character along Pacheco Boulevard. Very little landscaping or street trees are in the public right-of-way, so the existing landscaping is mostly on the properties bordering the street, leading to a lack of unified character.
- **Caltrans Requirements.** Because Pacheco Boulevard is a state highway, it is controlled by Caltrans, and any proposals for changes need to be reviewed and approved by Caltrans. This may limit the potential for certain changes to the corridor.

Key Opportunities

- **Improve Traffic Flow.** Improve flow along Pacheco Boulevard by, for example, restricting a few mid-block turning movements and consolidating driveways.
- **Better Crossings.** At key locations, improve pedestrian and bike lane crossings to promote north-south connectivity across Pacheco Boulevard. Consider pedestrian refuge islands where there are medians, and use high visibility crosswalks.
- **Plan for Bicycle Facilities.** Especially on portions east and west of the downtown section of Pacheco Boulevard, plan for bicycle lanes or off-street pathways where properties have not yet been fully developed.
- **Aesthetic Improvements.** To achieve consistent character throughout the corridor, consider development standards for streetscape, landscape and lighting in front of new development. This could also include a landscape and streetlight implementation program for medians and landscaped areas within the right-of-way.
- **Connect to Regional Trails.** Ensure high-quality pedestrian and bicycle connections from Pacheco Boulevard and surrounding neighborhoods to regional trails such as the Rail Trail.
- **Implement Wayfinding.** New signage and gateway features can make the corridor feel more unified. For example, consistent bicycle signage with directions to regional trails would send the message that it is a multimodal corridor. Also, a new gateway at 6th Street indicating the location of Downtown already has significant community support.
- **Provide an Alternative Route.** Pacheco Boulevard is the only way to get through Los Banos from east to west. A future widening of Pioneer Road to the south to create an alternative route would result in a reduction of traffic on Pacheco Boulevard and provide opportunities for multimodal improvements.

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3 Community Engagement and Concept Development

Introduction

Overview

Community engagement was a key component of the Pacheco Boulevard Complete Streets Plan throughout the project’s duration. It was conducted concurrently with engagement for the Pioneer Road Complete Streets Plan – a related plan that proposes an additional east-west route across Los Banos along Pioneer Road as an alternative to SR-152/Pacheco Boulevard. Through this coordinated community engagement effort, community members had a unique opportunity to provide feedback on two interrelated plans providing significant Citywide benefits to mobility.

The coordinated engagement effort used the project name “Pacheco Boulevard and Pioneer Road Complete Streets” to provide cohesive branding highlighting the plans’ Complete Streets approaches. While engagement was conducted concurrently with the Pioneer Road Complete Streets Plan, this chapter focuses on Pacheco Boulevard components of the engagement process.

Community engagement took place in three phases – or “rounds” – corresponding to project milestones.

- **Engagement Round 1** raised project awareness and collected issues and priorities from the community that would form the basis of the Preliminary Concepts. This round included stakeholder meetings and a community workshop.
- **Engagement Round 2** provided opportunities for community members to provide feedback on the Preliminary Concepts primarily through a community workshop and an online survey. The Preliminary Concepts were based on feedback heard in the first engagement round. Following this round, the project team developed Refined Concepts.
- **Engagement Round 3** provided opportunities for community members to provide feedback on the Refined Concepts, primarily through a community open house and a virtual workshop. The third round of engagement collected a final round of feedback to further refine the Refined Concepts into a Draft Plan presented to City Council and community members in November 2020.

In subsequent sections in this chapter, detailed summaries of the three rounds of community engagement describe the process, key feedback, and how major project milestones were shaped based on previous rounds of feedback.

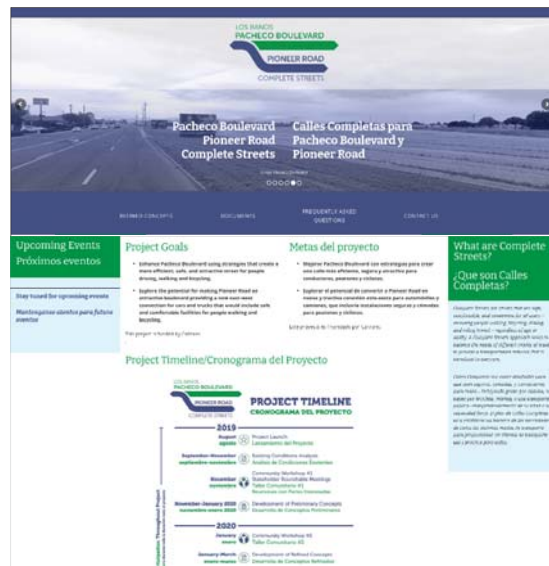
Online Engagement and Printed Materials

Throughout the project duration, attractively designed bilingual print and digital media spread the word about the project and about upcoming community workshops and other events. Most of the project's marketing materials were initially developed during the first engagement phase and modified throughout the second and third engagement phases. These are described below.

Project Website

A bilingual (English and Spanish) webpage on the existing Los Banos General Plan 2040 website was a key community engagement tool throughout the duration of the project, serving as a central location for information regarding both the Pacheco Boulevard Complete Streets Plan and the Pioneer Road Complete Streets Plan. The webpage included a brief description of both plans, background information on the planning effort, goals and objectives of the plans, a graphic project timeline, and combined project

FAQ that was updated throughout the project's duration. In addition, all infographics, project design concepts, technical/plan documents and any outreach or survey materials were hosted on the project webpage and available for download. The website also included a link to sign up for the project email list and submit comments or questions.



Project website

Social Media

A Facebook profile for both the Pacheco Boulevard Complete Streets Plan and Pioneer Road Complete Streets Plans (combined) spread awareness of upcoming engagement opportunities and provided project updates. Facebook event pages advertised all community engagement events, posted on the project Facebook page as well as on the Los Banos Community Facebook page and the City of Los Banos Department of Community and Economic Development Facebook page.



Facebook post example

A MailChimp database with contact information (primarily email addresses) included stakeholders and people who signed up at public events or through the project webpage. Email blasts sent at key points during the project provided contacts with important updates and notifications of upcoming engagement opportunities such as workshops, open houses and online surveys.

Mailings and Eblasts

At the outset of the project, project announcement notices were mailed to property and business owners along Pacheco Boulevard. These notices provided key information about the project as well as upcoming opportunities for engagement, including targeted stakeholder meetings that took place in the first phase of community engagement (described in the next section).

Project Flyers

Bilingual (English and Spanish) project flyers helped orient community members to the project goals and timeline and raised awareness of future project events and opportunities to participate. These were revised throughout the project duration and posted by City staff in public locations in advance of each community workshop.



Project flyer example

Engagement Round 1: Identifying Community Priorities

Stakeholder Meetings

Two stakeholder meetings – held on November 11, 2019 – engaged participants in discussions about project priorities, issues, opportunities. One meeting brought together property and business owners in the Study Area, while the second meeting was composed of local and regional agencies and organizations. Some key takeaways from these meetings are listed below.

Pacheco Boulevard Property and Business Owners

This stakeholder meeting engaged property and business owners along Pacheco Boulevard to discuss the Pacheco Boulevard and Pioneer Road projects. In addition to providing verbal comments during the discussion, participants were also invited to submit written comments. Some key feedback is described below.

Key Takeaways: Pacheco Boulevard Property and Business Owners

- Improved street aesthetics (streetscape), including landscaping, wayfinding signage, and active storefronts, will enhance the image of the city, especially if traffic is reduced on Pacheco Boulevard.
- There is some concern over raised center medians, which may limit access and require U-turns to access properties, often in locations without enough width to accommodate them. There is general support for two-way left-turn lanes although accident rates are generally higher at areas where motorists use a two-way turn lane rather than dedicated left turn lanes.

- Traffic signal synchronization is desired to improve traffic flow. However, previous studies found limitations to its effectiveness along Pacheco Boulevard given the composition of the roadway (e.g., high number of intersections, short distances between them, and resultant back-ups on crossing streets). Nevertheless, the coordination of traffic signals should be further considered in the future.
- Pedestrian overpasses could be considered at key intersections such as Mercey Springs Road, although there is dissatisfaction with the design and lack of use of the existing overpass at 7th Street.
- The Badger Flat Road and SR 152/Pacheco Boulevard intersection is significantly congested, particularly during morning hours. For added safety, consider right-turn-on-red restrictions with dedicated right-turn signal phases.
- There are safety concerns at the intersection of Ward Road and Pacheco Boulevard because of fast-moving traffic, especially westbound when motorists transition from high-speed travel along the divided highway to the slower speeds and traffic signal at Ward Road.
- Due to limited public right of way for streetscape improvements such as landscaping along the sidewalk, project staff noted that in some cases property owners may be approached with right-of-way access requests for use in streetscape and mobility improvements.
- While reduced traffic may mean fewer people driving by Pacheco Boulevard businesses, attendees showed general support for reduction of traffic on Pacheco Boulevard.



Pacheco Boulevard Property and Business Owners Stakeholder Meeting

Agencies and Organizations

The second targeted stakeholder meeting involved local and regional agencies and organizations in a discussion about both the Pacheco Boulevard and Pioneer Road plans. This meeting included twenty representatives from agencies and organizations such as:

- Cultiva La Salud, a Community Based Organization (CBO) operating throughout the San Joaquin Valley
- Merced County Association of Governments (MCAG)
- Merced College – Los Banos Campus
- Los Banos Unified School District
- Grassland Water District
- Central California Irrigation District (CCID)
- Caltrans District 10
- Merced County Farm Bureau
- Developers currently operating in Los Banos
- Pacheco Boulevard business owners

Key Takeaways: Agencies and Organizations

- CCID reported no current projects related to irrigation facilities affecting Pacheco Boulevard.
- Merced College – Los Banos Campus is supportive of the shared-use path planned for the north side of SR-152 between the College and Badger Flat Road.
- Businesses are concerned over medians that restrict left turns. They restrict access to businesses, requiring motorists to make U-turns to visit businesses on the opposite side of the street.
- In some locations, existing right-of-ways do not provide sufficient room for U-turns from a center lane.
- Attendees expressed support for synchronized traffic signal timing. However, project staff noted that there are limitations to its effectiveness along Pacheco Boulevard given the number of signals, existing traffic volumes, and roadway characteristics.
- Attendees supported improving streetscape character by extending the public realm beyond the public right of way, using frontages for landscaping, wider sidewalks, etc. through coordination with property and business owners.
- School zones should be safer for people walking and bicycling.
- West I St and Pacheco Boulevard is a dangerous skewed intersection that could benefit from safety improvements, including changes to signalization.



Workshop #1

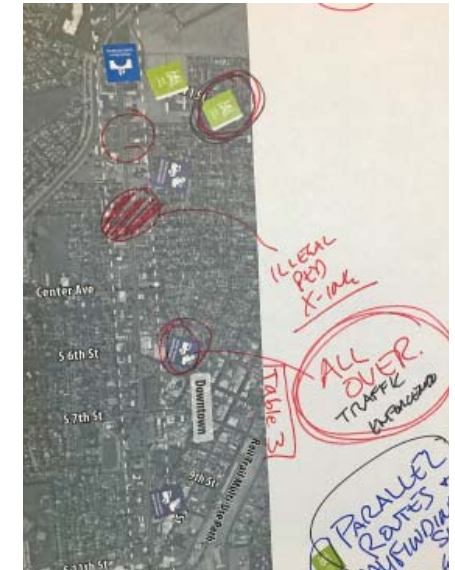
Community Workshop #1: Visioning, Challenges, and Opportunities

The first community workshop, held for both the Pacheco Boulevard and Pioneer Road Complete Streets Plans, was held on November 12, 2019 and had over 50 participants.

The meeting began with a presentation of project goals and background, an anticipated timeline, a preliminary description of existing conditions along each corridor, and a brief explanation of the small-group exercise conducted at tables following the presentation. A short question-and-answer discussion followed the presentation.



Workshop #1



After the presentation and short discussion, attendees participated in exercises in groups of 5-8 people with one facilitator from the project team. Groups discussed challenges and opportunities for Pacheco Boulevard followed by challenges and opportunities for Pioneer Road. Participants used a large table map with an aerial view of Los Banos. First, participants and facilitators wrote comments and drew on the maps to indicate challenges for each study area, including corridor-wide and location-specific challenges. Participants then indicated opportunities by marking up the maps and using stickers depicting desired street improvements.

Key Takeaways: Workshop #1

Traffic Flow and Safety - Challenges

- Vehicles often make illegal and/or unsafe left-turn movements across oncoming traffic.
- Ingress and egress for shopping centers and businesses along Pacheco Boulevard can be dangerous and slows traffic down significantly.
- General agreement is that traffic on Pacheco Boulevard is getting worse during peak hours.
- Traffic speeds are often too high, especially during off-peak hours. Many participants expressed that a lack of traffic enforcement on Pacheco Boulevard contributes to the high speeds.
- Many participants felt that landscaped or concrete roadway medians were not always the best use of the limited right-of-way on Pacheco Boulevard.

Traffic Flow and Safety - Opportunities

- Synchronize traffic signals to smooth and calm the flow of traffic.
- Increase traffic enforcement along Pacheco Boulevard, either with increased highway patrol presence or speed cameras at intersections.
- Maintain center turn lanes in the central section where businesses have separate driveways but consider medians in other parts of the corridor.

Streetscape and Urban Design -- Challenges

- There are few opportunities to expand sidewalk widths and roadside landscaping without extending into private property.

Streetscape and Urban Design -- Challenges

- Pushing back development off the street would allow for landscaping and wider sidewalks, as currently seen in some locations along West Pacheco Boulevard.
- To welcome visitors and passers-by to Los Banos and encourage them to visit businesses and other destinations, increase/improve gateway signage, like the sign in Flagpole Park at Pacheco and West I Street, and wayfinding signage.
- Revitalize parks along Pacheco Boulevard, like Pacheco Park.
- Increase landscaping along Pacheco Boulevard, utilizing consistent aesthetic standards that contribute to a unique identity.

Pedestrian Improvements - Challenges

- Pedestrians often cross at night where there are no marked crossings, with little or no street lighting.
- Pacheco Boulevard has a disconnected sidewalk network along its length, narrowing significantly or disappearing completely in some locations.

- Some participants view the pedestrian overcrossing at Pacheco Boulevard and 7th Street as a redundant use of resources because most of the time, pedestrians (many which are schoolchildren) use the signaled at-grade crossing beneath the overpass to avoid having to walk up and down the ramp.

Pedestrian Improvements - Opportunities

- Implement intersection improvements that increase pedestrian safety, particularly at the intersections with Badger Flat Road, Center Avenue, and Mercey Springs Road.
- Close sidewalk gaps and improve existing sidewalks
- Improve street lighting and ensure sufficient lighting at pedestrian crossings

Bicycle Improvements

- **Challenge:** Pacheco Boulevard is a necessary thoroughfare for automobiles. Given this necessity, and the lack of space for widening, accommodating bicycles is particularly challenging.
- **Opportunity:** Focus bike improvements on 1) north-south crossings for routes crossing Pacheco Boulevard, and 2) parallel routes either north or south of Pacheco Boulevard, but not along Pacheco Boulevard itself, especially in the central section.

Development of Preliminary Concepts

Following the first round of community engagement, the project team developed Preliminary Concepts based on community feedback received during the stakeholder meetings and workshop. The Preliminary Concepts were organized into four categories:

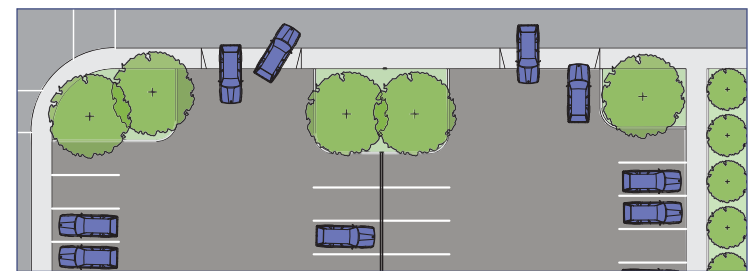
- Traffic Safety and Safety
- Streetscape and Urban Design
- Pedestrian Improvements
- Bicycle Improvements

To the right and on the following page, there are two examples illustrating how the Preliminary Concepts were developed based on feedback gathered from the first round of engagement.

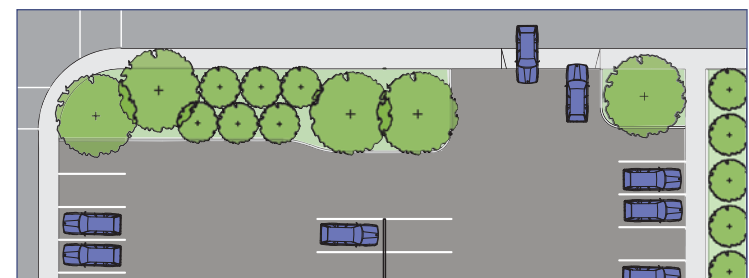
Preliminary Concept for Reducing Driveway Conflict Points

During Community Engagement Round 1, many community members described safety concerns with vehicles entering and exiting the many driveways along Pacheco Boulevard, often closely spaced. As a result, the project team developed a Preliminary Concept for reducing driveway conflict points by consolidating nearby driveways and, where applicable, parking lots.

BEFORE



AFTER



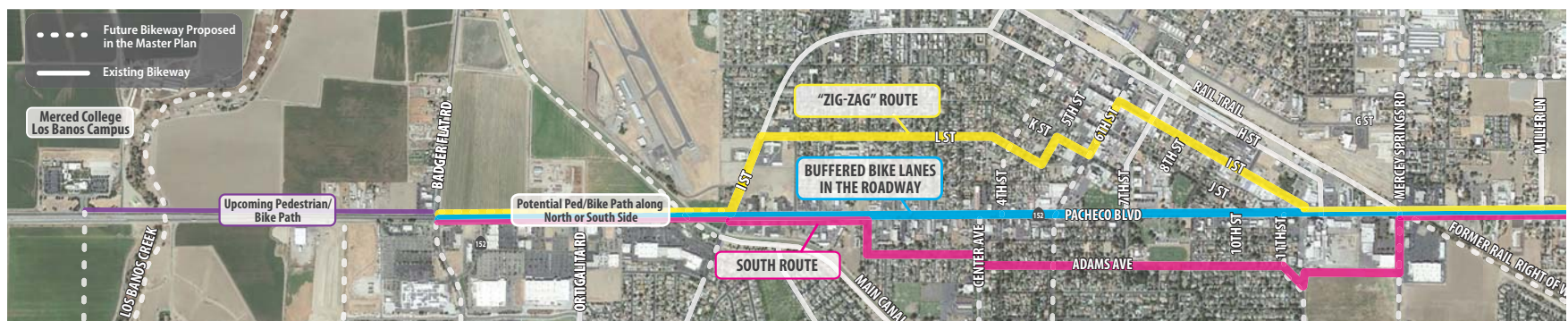
Preliminary Concept for Bikeways Along and Crossing Pacheco Boulevard

During Community Engagement Round 1, community members expressed interest in new east-west routes providing alternatives to bicycling along Pacheco Boulevard, as well as enhanced north-south crossings for people crossing Pacheco Boulevard. The Preliminary Concepts included several options for enhanced north-south crossing routes and east-west alternatives, such as those shown here.

Enhanced Bikeways Crossings



East-West Route Options



Engagement Round 2: Preliminary Concepts

Community Workshop #2 and Project Survey

The goals of the second round of community engagement were to present the Preliminary Concepts developed based on input received in the first engagement phase, and to gather feedback from the community that would shape the Preliminary Concepts into Refined Concepts. Project staff developed a set of questions meant to guide input through an online survey and an in-person exercise conducted during Workshop #2. In addition, the survey was administered in Spanish during a regular meeting of Cultiva La Salud held in Los Banos.

Workshop #2

Similar to Workshop #1, the second community workshop was held for both the Pacheco Boulevard Complete Streets Plan and the Pioneer Road Complete Streets Plan on February 4, 2020, with approximately 50 participants from the community.

The workshop was organized in an “open house” format. It began with a presentation summarizing the previous workshop and introducing the workshop activity. During the workshop activity, participants visited various stations around the room, marking their answers to questions corresponding to each station in a workbook survey. Questions typically explained a concept, and then asked respondents to rank their preferences among multiple concepts or express their support for a proposed concept. Stations on one side of the room corresponded to Preliminary Concepts for Pacheco Boulevard and stations on the other side of the room corresponded to concepts for the Pioneer Road. Each workshop station was staffed by project staff to discuss the concepts presented at each station, record feedback, and help assist participants to fill out the workbook survey.



Members of Cultiva La Salud participating in the project survey



Workshop #2

For Pacheco Boulevard Preliminary Concepts, each station presented a range of potential improvements for achieving goals for Pacheco Boulevard identified by community members in the first workshop: 1) improving traffic flow and safety 2) improving street aesthetics through design features, 3) improving safety for pedestrians, and 4) accommodating bicyclists. In their workbooks, participants rated their support for individual Preliminary Concepts within each category on a scale from five to one (5=strongly support, 4=support, 3=neutral or don't know, 2=oppose, 1=strongly oppose).

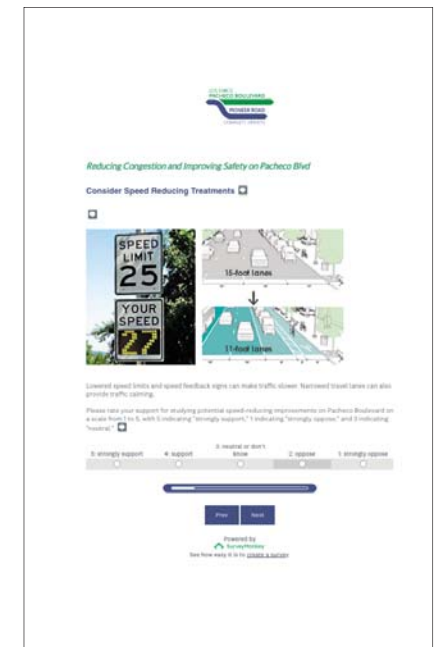


Workshop #2

Online Survey

The Workshop #2 workbook for Pacheco Boulevard was also adapted into an online survey, hosted by SurveyMonkey. The survey was available from February 11 through March 1, 2020, advertised periodically on Facebook and in e-blasts sent to the project email list. The survey had 126 respondents. The online survey questions were identical to those included in the Workshop #2 workbook survey, asking respondents to rate their support for various improvements.

Key takeaways below describe proposed concepts for which most online survey respondents, Workshop #2 participants, and participants in the Spanish-language workshop supported or did not support.



Online Survey screen shots.

Key Takeaways: Workshop #2 and Online Survey

Community Priorities for Traffic Flow and Safety

- Adding additional street lighting along Pacheco Boulevard
- Relocating existing and prohibiting new visual barriers at intersections (e.g., signs, landscaping, fences) which reduce the ability of drivers to see other drivers, pedestrians, or people on bikes (and vice versa)
- Consolidating driveways along to reduce turning movements which slow traffic and create safety conflict areas
- Streamlining school pick-up and drop-off procedures for Elementary schools adjacent to Pacheco Boulevard

Community Priorities for Streetscape and Urban Design

- Enhancing the existing parks on Pacheco Boulevard
- Adding landscaping and trees along the sides of Pacheco Boulevard
- Adding landscaping to existing roadway medians along Pacheco Boulevard

Community Priorities for Pedestrian Improvements

- Enhancing existing crosswalks and completing sidewalks along Pacheco Boulevard
- Survey respondents and workshop participants were generally not supportive of adding new signalized mid-block crossings along Pacheco Boulevard

Community Priorities for Bicycle Improvements

- In terms of potential east-west bike routes along or parallel to Pacheco Boulevard workshop participants and survey respondents preferred Option 1: the “Zig-Zag” route (see page 4-29), followed by Option 3: the “South” route (page 4-30). Option 2, adding a bike lane to Pacheco Boulevard itself (page 4-31), was the least popular option among both online survey respondents and workshop participants.
- For potential north-south bike routes that would cross Pacheco Boulevard, both workshop participants and online survey respondents preferred “Option 1: Los Banos Creek Trail” (page 4-32) as the number one priority. Results varied between workshop participants and online survey respondents in terms of ranking the other two north-south bike route options: workshop participants preferred “Option 3: Rail Trail” (page 4-35) as a second priority and “Option 2: Canal/West I Street” (page 4-33) as the third priority, while online survey respondents preferred Option 2 as the second priority and Option 3 as the third priority.

Development of Refined Concepts

Following the second round of community engagement, Refined Concepts were developed based on feedback heard from community members through Workshop #2, online surveys, and a Spanish-language meeting.

This page shows two examples illustrating how the Refined Concepts were developed based on feedback gathered from the first round of engagement.

Wolfsen Park and Flagpole Park

Many community members prioritized aesthetic improvements to the Pacheco Boulevard corridor, including enhancing and adding parks. This concept provided an attractive west gateway to Los Banos by enhancing existing parks on both sides of the street to greet visitors. The image shows the Refined Concept. The final concept can be seen in Figure 4.5 in Chapter 4.



Street Lighting Improvements

In response to the community's prioritization of improved lighting along Pacheco Boulevard, the project team developed recommendations for adding lighting at key locations. This included areas in the central segment (below), where there is currently little lighting on the south side of the street.

Lighting (Near/Mid-Term)

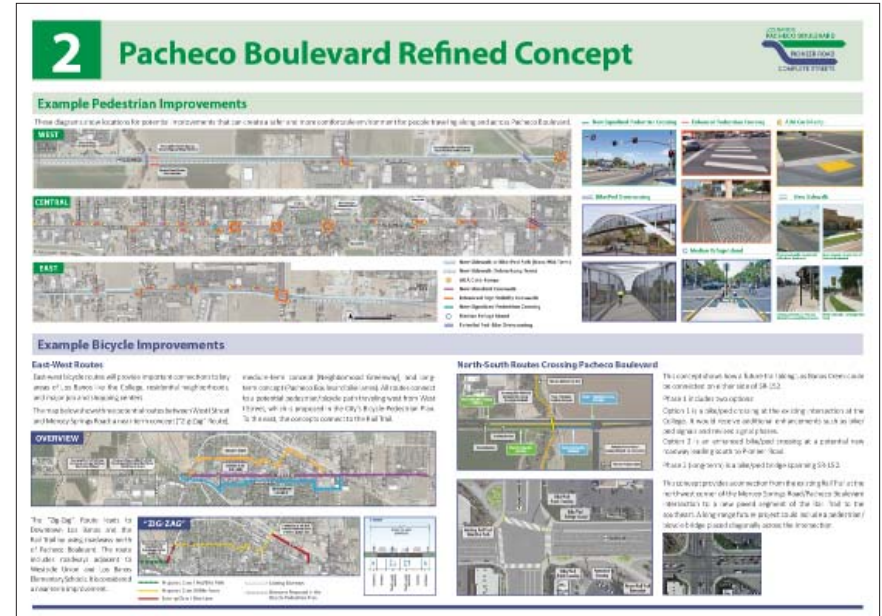
Engagement Round 3: Refined Concepts

Community Open House and Virtual Community Workshop #3

Much like the second round of engagement, the third round of engagement offered two distinct opportunities—one virtual and one in-person—to provide feedback for both the Pacheco Boulevard Complete Streets Plan and the Pioneer Road Complete Streets Plan. The third community workshop was originally planned to be held in-person. However, the Covid-19 pandemic necessitated re-strategizing the third round of engagement. Instead of holding a single in-person workshop, project staff provided two distinct opportunities—an in-person open house and a virtual workshop.

In-Person Open House

The in-person open house was held on July 29, 2020 at the Los Banos Community Center in the large multi-purpose gym over the course of three hours. In advance of the open house, those interested in attending RSVP'd with their estimated timeslot during which they would attend. This ensured that maximum social distancing could be observed during the event. Attendees visited stations with displays depicting refined concepts for Pacheco Boulevard/SR-152. There were two stations exhibiting Refined Concepts for Pacheco Boulevard. Attendees could discuss the concepts with City staff, ask questions, and provide feedback. City staff present at each station recorded feedback. Approximately 30 participants attended the open house.



Open House display board showing some of the Refined Concepts



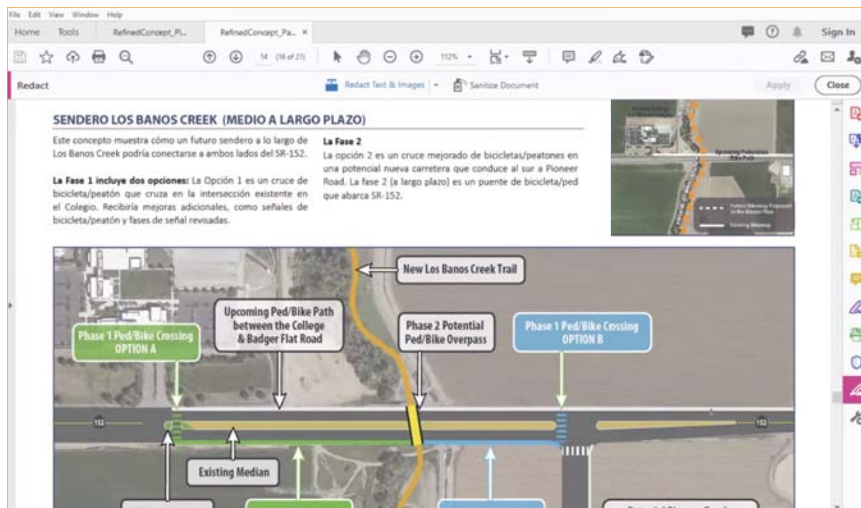
Open House at Los Banos Community Center

Virtual Workshop #3

Workshop #3 occurred on August 6, 2020 using the Zoom online meeting platform and conducted simultaneously in English and Spanish. Project staff advertised the workshop in emails sent to the project email list and using the Project Facebook page and Facebook Event function. There were approximately 40 participants at Virtual Workshop #3.

The workshop began with a presentation detailing the Refined Concepts for the Pacheco Boulevard Complete Streets Plan and Pioneer Road Complete Streets Plan. During the presentation, workshop participants submitted questions via Zoom chat messaging. Project staff read through and answered the questions submitted by attendees at the conclusion of the presentation. The presentation slides and a recording of the project presentation were also made available on the project website.

During the main portion of Virtual Workshop #3, participants broke into three groups. One group discussed the refined concepts for Pacheco Boulevard, one discussed the refined concepts for Pioneer Road, and the third group discussed the refined concepts for both projects in Spanish.



Virtual workshop #3 using Zoom

Participants had the option of spending half of the time in one group and half of the time in the other (25 minutes each), or staying in one group for the entire discussion duration. Each group had a facilitator and a note-taker from the project team. Participants asked questions and gave feedback on the Refined Concepts. At the end of the discussion period, the note-takers gave a report back to all workshop attendees highlighting the feedback received from each group. Feedback about Pacheco Boulevard is summarized below.

Key Takeaways: Virtual Workshop #3 and In-Person Open House

Traffic Flow and Safety

- Adding additional crossings on Pacheco Boulevard may increase congestion. Consider removing one or more of the proposed crossings between 7th and 11th Streets.
- Adding signalization (e.g., flashing beacon or HAWK signal) to the existing pedestrian crossing at Center Avenue may not be needed for several reasons, including proximity to other signalized intersections, potential traffic delays, and potentially increased vehicle/pedestrian and vehicle/vehicle conflicts.

Streetscape and Urban Design

- More neighborhood parks and family recreational opportunities are needed, especially in disadvantaged communities and older neighborhoods.
- Community members and stakeholders would like to see interesting and visually attractive signage that contributes to the sense of place in Los Banos. It could encourage people driving through to stop and spend money at local businesses along Pacheco.

- The proposed parklet and pedestrian improvements on I Street may prevent vehicles, especially large trucks, from making quick turns onto I Street. This could cause major backups on Pacheco Boulevard in both directions.

Pedestrian Improvements

- Attendees were supportive of improving existing pedestrian crossings at intersection, but not for adding new mid-block crossings, which may slow traffic.
- Advance stop bars for vehicles should be located a safe distance before pedestrian crossings to keep crosswalks clear and provide better visibility of pedestrians.

Bicycle Improvements

- Workshop participants expressed consensus to focus first on the Los Banos Creek Trail as a near-term priority north-south bicycle route, and to focus on the “Zig-Zag” route as a near-term priority east-west bicycle route.
- Workshop participants were also supportive of concepts showing potential bicycle and pedestrian-friendly crossings over the Los Banos Main Canal, given available funding for these projects.

Development of the Pacheco Boulevard Complete Streets Plan

Following this third round of community engagement, project staff incorporated key feedback into development of the Draft Pacheco Boulevard Complete Streets Plan in October 2020. Following public and City Council review of the Draft Plan, the Pacheco Boulevard concepts were finalized in November 2020. These are presented in the next chapter.

4 Plan Concept

This chapter presents concepts and strategies for Pacheco Boulevard that address the Plan's objectives to provide a safer, more comfortable, and more efficient corridor for people driving, walking, and bicycling.

Proposed improvements reflect community needs and wants (Chapter 3) while also addressing issues and opportunities determined in the analysis of existing conditions (Chapter 2). Draft Concepts and Strategies were initially developed following the first round of community engagement, refined following the second phase of community engagement, and

refined again following the third phase. The final set of Plan Concepts and Strategies presented in this chapter is the result of this process.

Concepts and strategies are organized into four categories:

- Traffic Flow and Safety
- Aesthetics and Urban Design
- Pedestrian Improvements
- Bicycle Improvements

Figure 4.1 SR-152/Pacheco Boulevard Speed and Character Zones

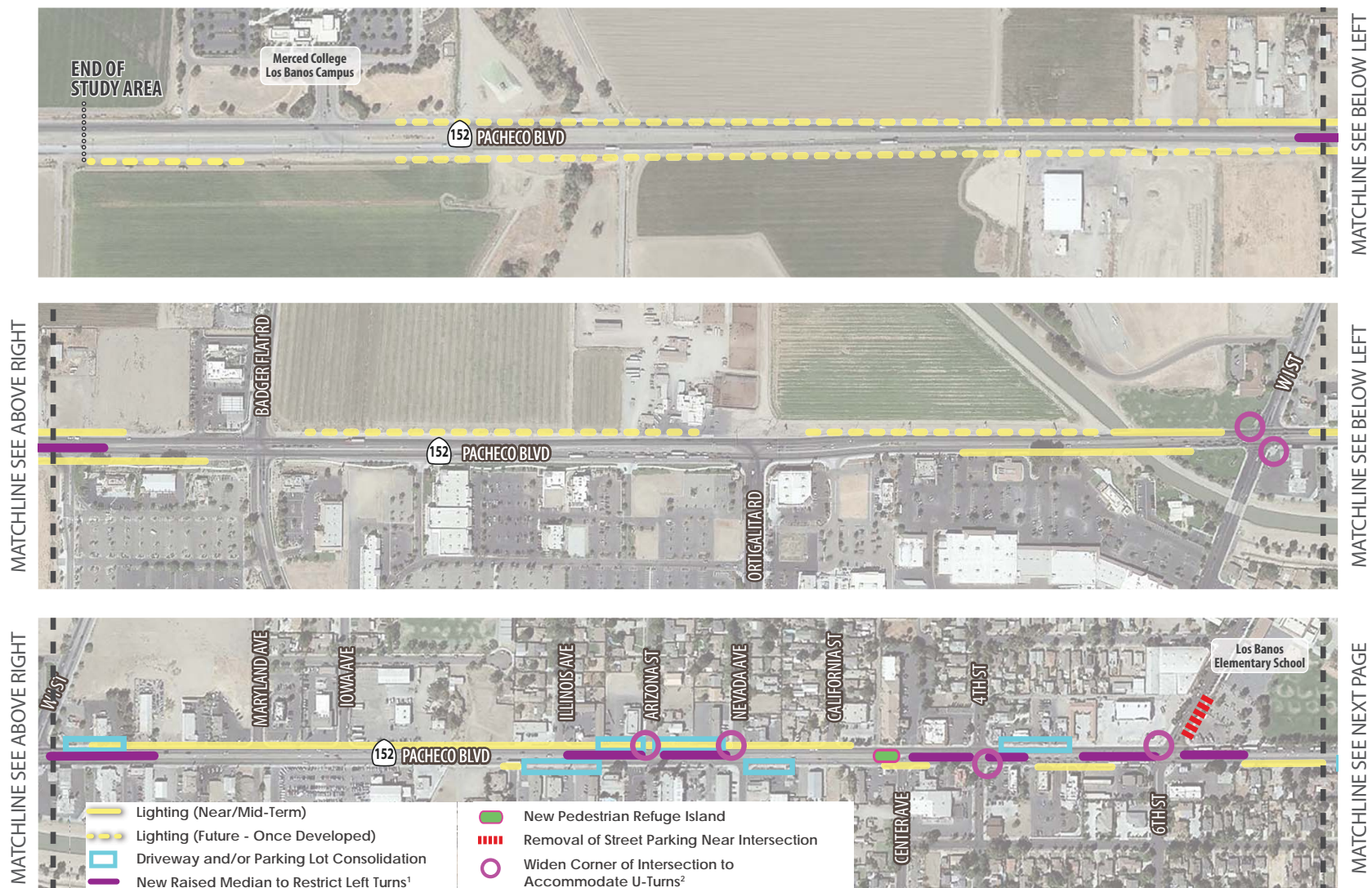


SR-152/Pacheco Boulevard is characterized by zones with distinct street characters that are roughly related to existing speed limits. The Plan Concepts and Strategies presented in this chapter respond to each zone's unique character and function.

Traffic Flow and Safety

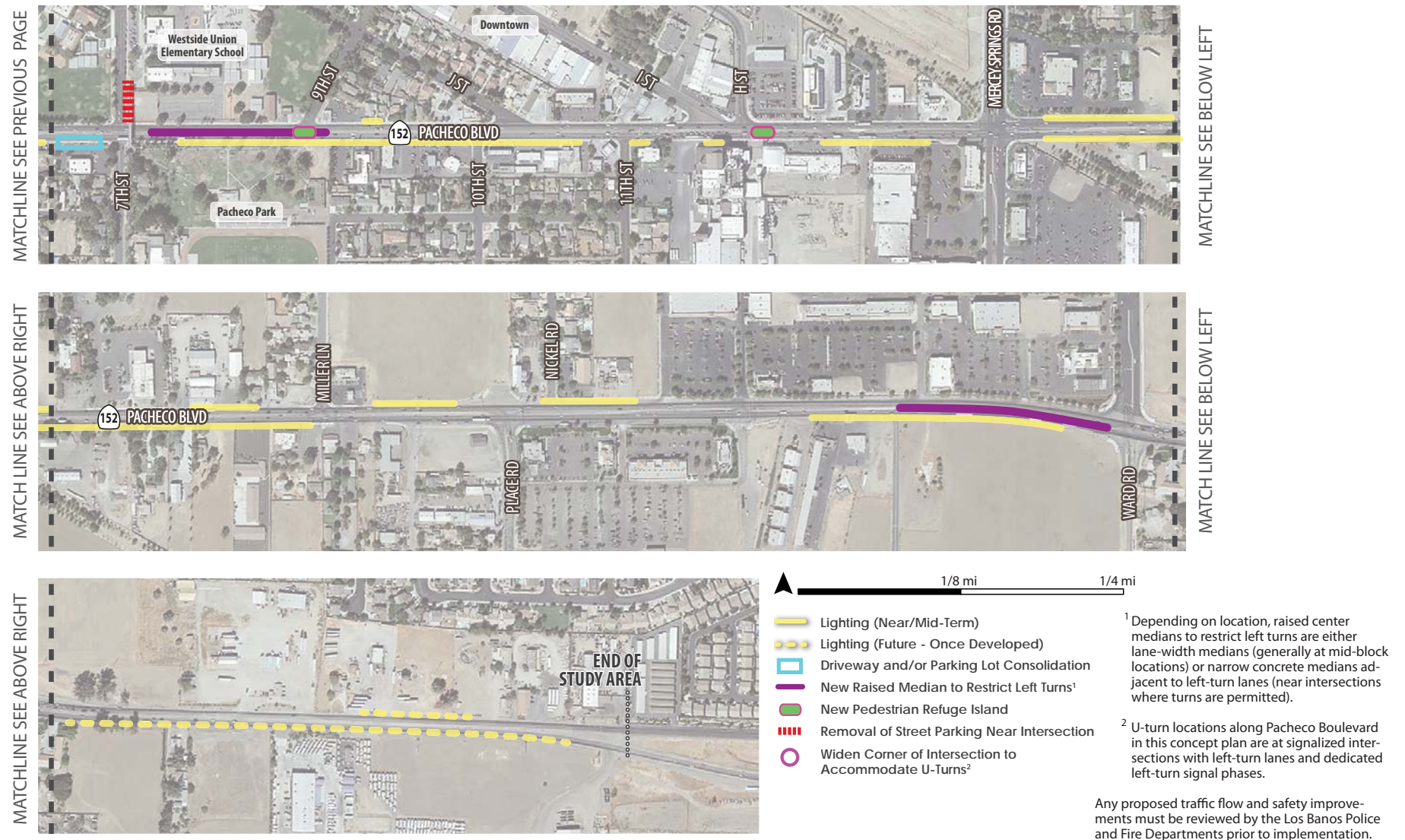
Pacheco Boulevard is highly congested, especially at certain times. It also has the highest rate of collisions in Los Banos. Figure 4.2 shows potential projects to improve traffic safety and reduce vehicle congestion. In addition, strategies to improve traffic flow and safety are presented on pages 4-4 through 4-9.

Figure 4.2 Improvements to Traffic Flow and Safety



Recently planned traffic flow and safety improvements include the SR-152 Traffic Signalization Project to be funded by the Federal Highway Administration (FHWA). This project will synchronize the 14 traffic signal locations along the 5-mile stretch of SR-152/Pacheco Boulevard through the City of Los Banos.

Figure 4.2 (continued) Improvements to Traffic Flow and Safety



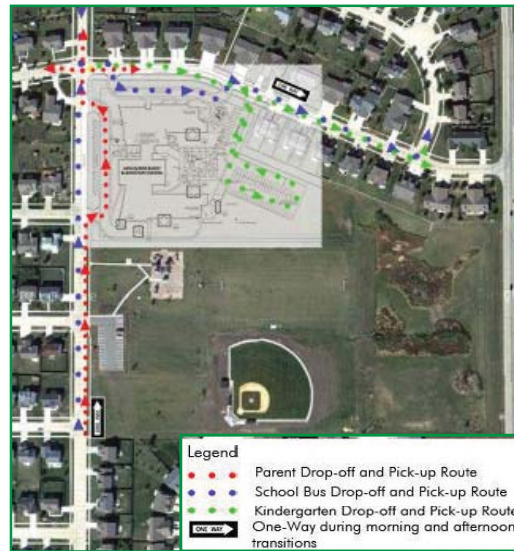
Improve School Drop-Off/Pick-Up

Streamlining school drop-off and pick-up can help manage traffic congestion and improve safety around schools. A strategy can be achieved by designating drop-off/pick-up areas, times, and points of ingress and egress. Creating this structure will help decrease conflicts between drivers and pedestrians as well as improve the efficiency of traffic flow around schools.

Strategies:

- Work with Westside Union Elementary School and Los Banos Elementary School to examine the feasibility of restricting certain turning movements to facilitate one-way traffic flow during school drop-off/pick-up hours. Consider a pilot program to test this potential strategy.
- Work with Westside Union Elementary School and Los Banos Elementary School, as well as adjacent property owners, to create a school drop-off strategy that may include items such as coordinated drop-off/pick-up times, revised drop-off/pick-up zones, curbside restrictions, and signed one-way drop-off/pick-up routes.

Example of an On-Site Traffic Circulation Plan



Source: Chicago Urbanized Area Transportation Study



Increase Speed Enforcement

Speed enforcement can help regulate high and excessive speeds along roadways, improving safety for drivers, pedestrians, and bicyclists. Calming speeds and improving safety perceptions of key roadways can also encourage increased use by active modes of transportation, such as walking, biking, and riding transit.

Strategies:

- Work with local authorities to provide increased vehicle speed enforcement along Pacheco Boulevard, particularly during key times of day, such as at night or during school hours.
- Add vehicle speed monitoring devices, such as speed trailers, video cameras, and shorter yellow lights at key locations along high-speed corridors.
- Consider implementing traffic calming improvements to reduce vehicle speeds, including, where applicable, narrowed travel lanes, center medians, and landscaping.



Improve Street Lighting

Consistent street lighting can improve safety conditions by increasing visibility for drivers of other vehicles, pedestrians on the sidewalk and crossing the street, as well as of bicyclists on the roadway. Pedestrian-scaled lighting can also help illuminate sidewalks, increasing visibility along street frontages and enhancing the character of the public realm.

Strategies:

- Add street lighting along Pacheco Boulevard in built-up areas that currently have limited or no street lighting, especially near intersections and busy driveways (see Figure 4.2 on pages 4-2 and 4-3). Street light heads can often be added to existing power poles cost-efficiently, as shown in the images to the right.
- Require the installation of street lighting by developers in developable areas of Pacheco Boulevard that lack adequate street lighting.
- Streetlights should be energy-efficient and consistently spaced approximately every 20 to 30 feet, alternating with street trees, to provide sufficient lighting for pedestrians on the sidewalk and bicyclists in the street.
- Existing buildings should provide building-mounted exterior lighting providing adequate lighting to the sidewalk and to parking areas near the street. Light fixtures should be architecturally compatible with the project design.

The following strategy from the Los Banos Community Design Standards (2008) is incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HN-5. Street Lighting.** *In the Pacheco Boulevard Downtown Zone and Pedestrian Amenity Zone, select street lighting fixtures of a “pedestrian scale” at twelve (12) to twenty (20) feet in height above the pavement. Street lighting should incorporate decorative, pedestrian-scale lighting for sidewalks, parking lots, entrances, and walkways. Pedestrian lights could be attached to street light poles. Where the sidewalk is separated from the street, pedestrian lights should be installed as separate units.*



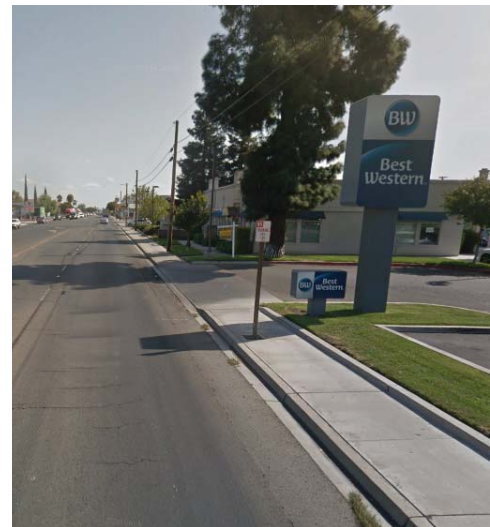
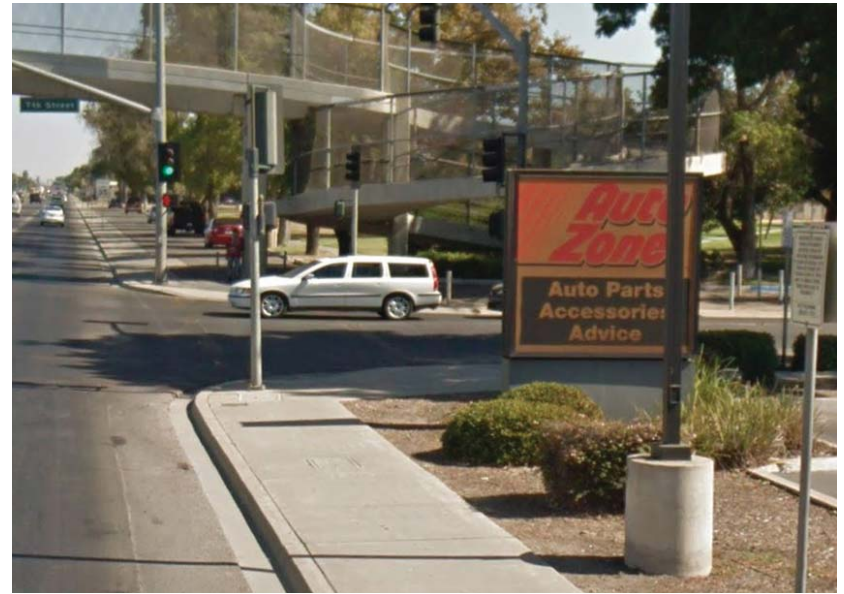
Street light heads can often be added to existing power poles cost-efficiently.

Remove Visual Barriers

Visual barriers such as signage and landscaping that obstruct driver vision create traffic safety issues at intersections and driveways. They are especially dangerous in areas with a lot of pedestrian and bike traffic. Vehicles making turning movements may not see a pedestrian crossing the street if their vision is obstructed.

Strategies:

- Identify and work with property owners to remove or re-locate visual barriers at intersections and in areas with higher levels of pedestrian traffic, such as the Downtown Zone and Pedestrian Amenity Zone.
- New development along Pacheco Boulevard should conform to setback and design requirements for signage, building footprint, and landscaping that ensure maximum visibility. For example, Community Design Standard DS-5 provides exceptions to the Downtown zero-foot setback at alley corners to provide increased visibility.



Reduce Driveway Conflicts

Too many driveways in close proximity create safety conflicts for vehicles entering and exiting driveways, especially for vehicles turning left and crossing traffic to exit or enter the driveway. Too many driveways also create conflict points between vehicles and pedestrians along a corridor's sidewalk. Consolidating driveways where feasible will reduce conflicts. In addition, reducing the number of driveways could speed up travel through the corridor.

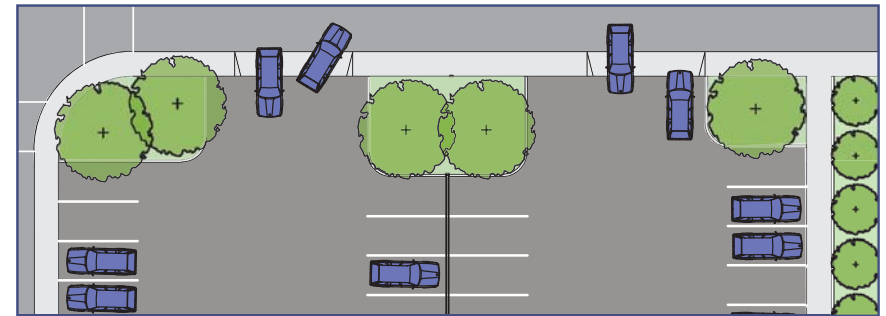
Strategies:

- Support the recent Corridor Study proposal to convert certain driveways to right turn in/right turn out only in key locations, such as near intersections (see Figure 4.2 on pages 4-2 and 4-3). This would be accomplished by adding “right-turn only” signage and raised center medians (see the Reduce Left-Turn Movements strategy on the next page).
- For new development, driveways and ramps to parking should be located and designed to minimize contact between drivers, pedestrians, and bicyclists. Wherever possible, driveways to parking should be located on secondary streets.
- Coordinate the consolidation of driveways with locations to screen parking lots with landscaping (see “Add Landscaping Along the Roadway” strategies on page 4-19).
- For a proposed driveway consolidation, a traffic study should be completed to assess potential impacts to traffic flow and safety.

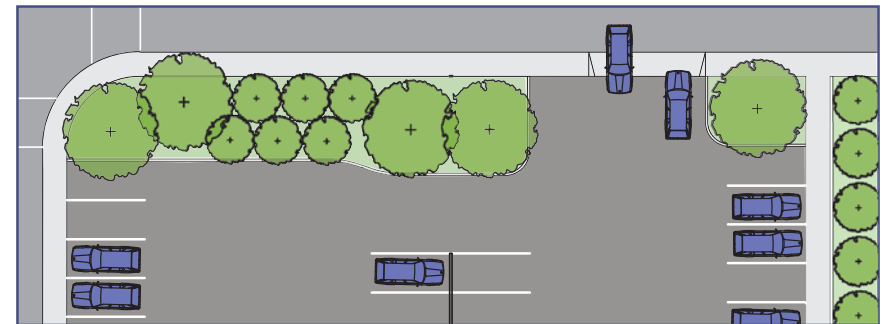
The following strategy from the Los Banos Community Design Standards (2008) is incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HS-6 Vehicle Access.** Balance the need to provide adequate automobile site access, with the need to eliminate unnecessary driveway entrances and provide access points which are coordinated with other properties. Minimize driveways onto highways. Avoid driveways and encourage pedestrian connections onto residential streets.

BEFORE



AFTER



Reduce Left-Turn Movements Across Traffic

Reducing left-turn movements across traffic can improve motor vehicle safety by decreasing a common type of vehicle collision, while also increasing efficiency of traffic flow, and decreasing potential conflicts with pedestrians and bicyclists. Limiting left turns can be achieved through roadway infrastructure and signage.

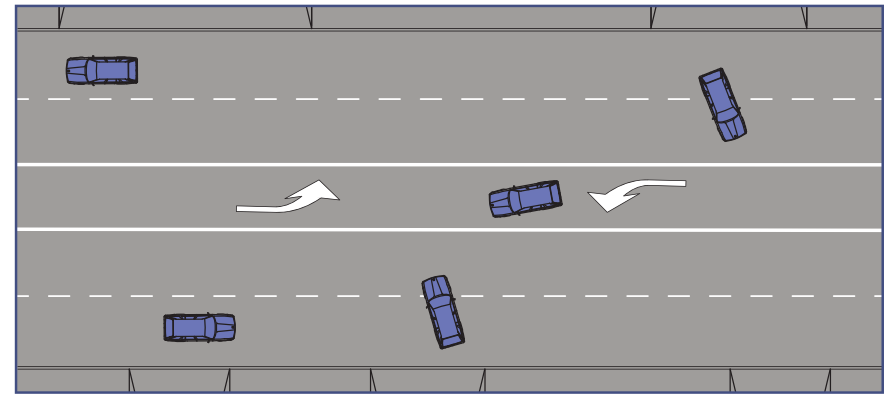
Strategies:

- Add raised medians, bollards, flexible posts, and/or signage to restrict midblock turning movements at key locations, including: (1) extend the eastbound left turn lane on Pacheco Boulevard at Badger Flat Road, thereby closing off one left turn from and into the shopping center and (2) provide a median as planned by Caltrans starting west of the Ward Road intersection.
- Provide/ensure safe and adequate alternative locations to make the left turn in close proximity to the location of where the prohibition is placed, including side streets off Pacheco Boulevard.
- Signalized intersections closest to traffic-control medians should be wide enough for motorists to perform U-turns to access businesses and properties. Some intersections may need to be widened at certain corners to accommodate U-turns for larger vehicles (see Figure 4.2 on pages 4-2 and 4-3).
- Proposed medians must be reviewed by the Los Banos Police and Fire Departments prior to implementation. Median crossings for police and fire vehicles will be provided at their request.

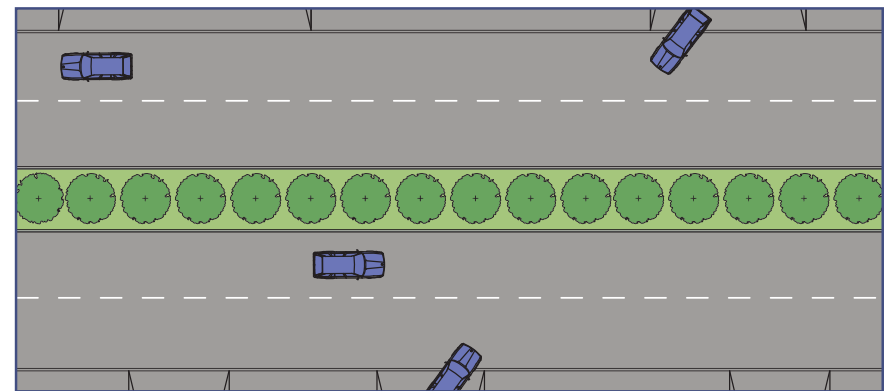
The following strategy from the Los Banos Community Design Standards (2008) is incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HS-7 Integration with Adjoining Properties.** *Integrate adjoining properties with shared plazas, parking lots, and consolidated driveways. This reduces turning movements into driveways*

BEFORE



AFTER



from Pacheco Boulevard (if more than one business can be accessed with one driveway) while also providing effective, efficient, and cohesive automobile and pedestrian circulation between adjacent properties.

Reduce Conflicts for Perpendicular Off-Street Parking

Some businesses along Pacheco Boulevard provide off-street perpendicular parking in front of their property, directly off the driveway curb cut. Although providing this type of parking may provide convenient vehicle ingress and access to the business, it creates unsafe conditions when a vehicle needs to exit and back out of the parking space, with potential to cause conflict with pedestrians, bicyclists, and other moving vehicles on the street. Redesigning or relocating these types of off-street parking areas will help provide better visibility for parking vehicles and improve safety conditions between all transportation modes.

Strategies:

- Locate off-street parking areas at the side or back of businesses so that they are not directly adjacent to the driveway.
- Provide adequate distance between driveway curb cuts and off-street parking areas so that there is enough space for a vehicle to back out and turn to face the street while exiting, without needing to back out onto the driveway apron and onto moving traffic.



Existing perpendicular off-street parking on Pacheco Boulevard. The perpendicular parking spaces could potentially be replaced by new parking spaces in the parking lot on the side of the building.

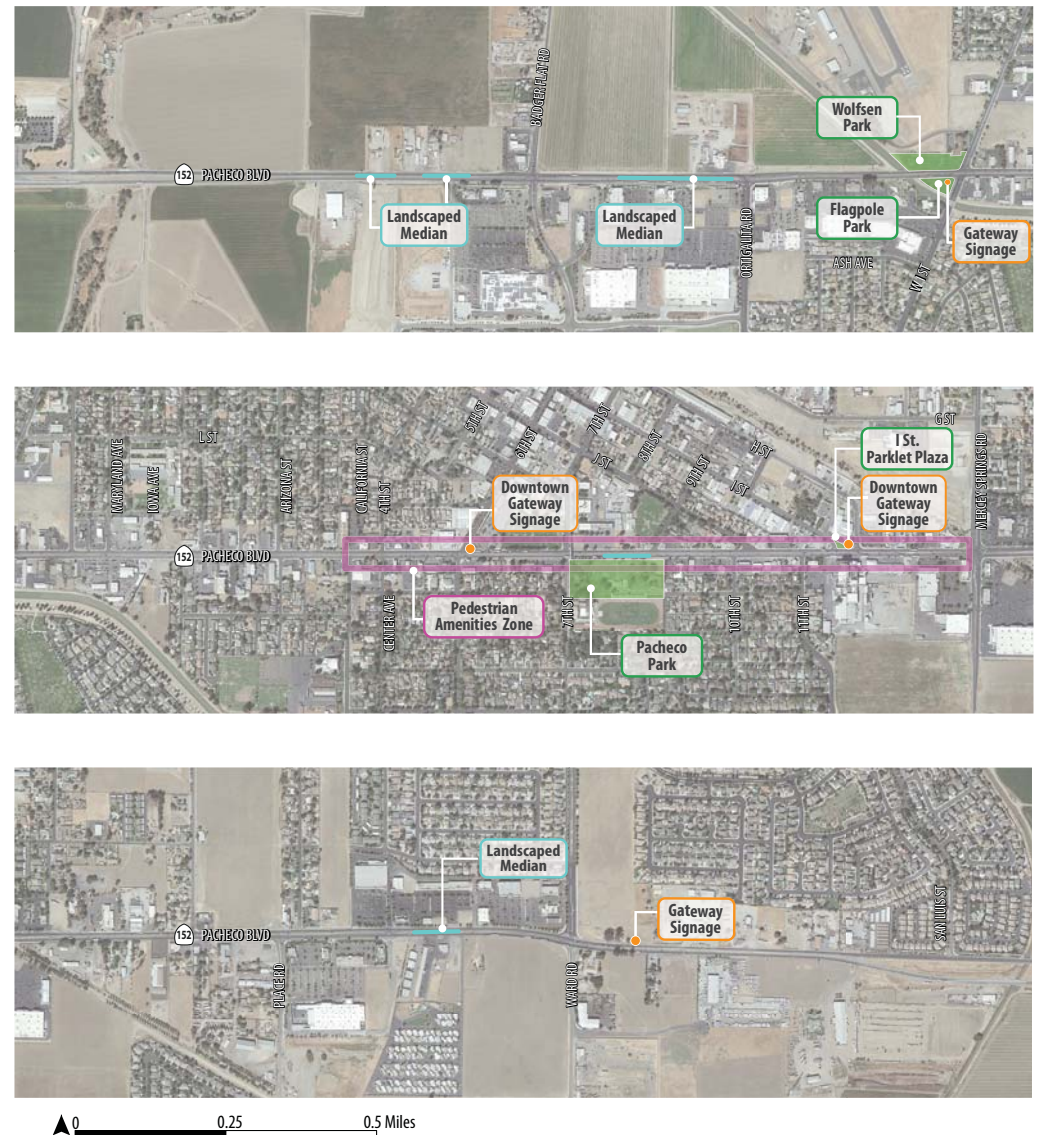
Aesthetics and Urban Design

This section presents several strategies to enhance the appearance of Pacheco Boulevard and improve the experience of people walking and driving along the street. Some strategies (such as street lighting and landscaped medians) are best implemented by public agencies, but many of the strategies presented below can be implemented by property and business owners along Pacheco Boulevard working collaboratively with City agencies.

Figure 4.3 shows some recommended aesthetic and urban design improvements to the Pacheco Boulevard Corridor. These improvements include gateway signage, park improvements, and a “Pedestrian Amenities Zone” in the Downtown area where amenities such as safe crossings, shade, and pedestrian-scale lighting should be a priority in the future.

Detailed plans and strategies that provide more information on these potential improvements are shown on the next several

Figure 4.3 Corridor Improvements Key Map - Aesthetics and Urban Design



Provide Street Furnishings

Streetscape furnishings enhance the public realm and activate the sidewalk and building frontage. Furnishings can include planters, benches, pedestrian lighting, bicycle parking, trash receptacles, banners, public art, etc. These elements provide beautification and can work cohesively to create a distinct sense of place.

Strategies:

- Street furnishings should be included as part of new private developments along Pacheco Boulevard (where applicable); part of improvements along Pacheco Boulevard in the Downtown Zone (Pedestrian Priority Amenity Zone), especially near the two elementary schools; and in any park renovations along Pacheco Boulevard.
- See “Improve Street Lighting” (page 4-6) for strategies related to pedestrian lighting.

The following strategies from the Los Banos Community Design Standards (2008) are incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HN-6. Street Furniture.** *In the Pacheco Boulevard core area, provide consistent streetscape features that are pedestrian-oriented, of quality materials, and simple design on public sidewalks and in public plazas, courtyards, and patios. Streetscape features may include benches, planters, flowerpots, streetlights, trash receptacles, bike racks, drinking fountains, street trees, tree grates, bollards, public art, textured sidewalks, and banners or hanging baskets mounted on streetlights. Sidewalk improvements should emphasize a physical or perceived separation from the travel lanes.*
- **Community Design Standard HS-10. Bicycle and Motorcycle Parking.** *Locate bicycle and motorcycle parking spaces near main entries of buildings, in visible locations out of the way of pedestrian circulation and outdoor display areas. Provide a permanently anchored means of locking*

pages.



bicycles and motorcycles that will accommodate cable and U-locks. Larger commercial developments should include bicycle and motorcycle parking at two or more locations.

Provide Active Streetfronts

Active streetfronts are defined by buildings that face the street with windows and entry doors. Active streetfronts promote walkability and sociability along corridors by creating an interesting and inviting pedestrian environment and enhance neighborhood safety and security by encouraging “eyes on the street.” For Pacheco Boulevard, there is one set of strategies for the Downtown Zone (core area) and one for all other zones.

Strategies:

Pacheco Boulevard Downtown Zone

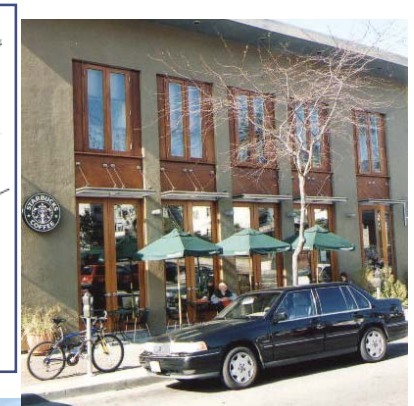
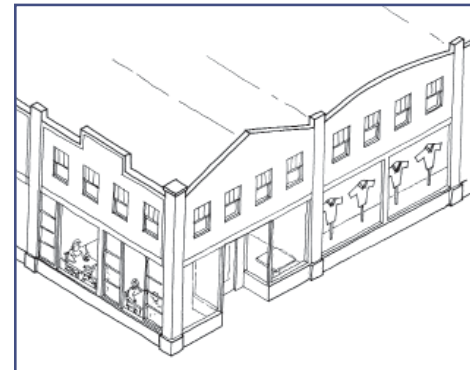
- In the Downtown Zone, new buildings should face Pacheco Boulevard with entries visible from the street. Active streetfronts should be provided on both facing sides of the street unless the frontage is on a public open space.

The following strategies from the Los Banos Community Design Standards (2008) are incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HN-3. Pedestrian Scale Streetscape.** In the Downtown Zone, design street frontages with a pedestrian scale.
- **Community Design Standard HS-4. Pacheco Core Site Design.** In the Downtown Zone, buildings should come close to the sidewalk, with parking lots located to the rear or side of the building.
- **Community Design Standard HS-8. Parking.** Design the site so that parking does not dominate areas adjacent to the street. Concentrate parking in areas away from the street, behind buildings when possible. Shared use parking facilities are encouraged.

Pacheco Boulevard Outside of the Downtown Zone

- In the areas outside the Downtown Zone (core area), new development should have active facades facing the street, with windows, awnings, and other detailing on at least one side of the street. Primary building



entries are encouraged to be at the sidewalk but can also be accessed via side streets.

- Buildings can be set back from the sidewalk with parking lots screened from eye-level view with landscaping.

Enhance Parks

Parks are a valuable community amenity because they provide gathering spaces for passive and active recreation, play, and greening. Enhancing existing parks and creating new parks along Pacheco Boulevard will help cultivate an attractive and vibrant corridor, providing destinations for community members to visit. Figures 4.4 and 4.5 show examples of park improvements along the corridor.

Strategies:

- Refer to the recent update process of the City's Park Master Plan in prioritizing the enhancement of existing parks such as Pacheco Park, and creating new parks. Possible enhancements include planting more trees and landscaping, especially to create screening from Pacheco Boulevard; provision of bike/pedestrian pathways; park programming; building new or replacing outdated playgrounds; constructing sports facilities such as baseball diamonds and basketball courts; adding furnishings such as benches and picnic tables; and constructing bathrooms and water fountains.
- Provide a sense of safety and security through community design in keeping with Crime Prevention Through Environmental Design (CPTED) principles such as supplying adequate lighting and providing adequate natural surveillance.
- Any proposed alterations to roadway layout resulting from park enhancements must be analyzed for adherence to engineering design for vehicle turning movements.

The following strategy from the Los Banos Community Design Standards (2008) is incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HS-12. Open Spaces.** *Incorporate usable open spaces such as courtyards and plazas, and amenities such as outdoor seating, water features, sculpture, tot lots, or drinking fountains. Provide connections to and through parks for bicyclists and pedestrians. Locate seating in places shaded in summer and sunny in winter and shielded from winds.*

East Gateway Park Plaza Concept at I Street

A new park plaza was identified for Downtown Los Banos at the intersection of Pacheco Boulevard and I Street (image below). A spatial opportunity was created by realigning the existing wide, acute-angled intersection to form a T-shaped intersection. This realignment makes the intersection safer for vehicles and pedestrians by reducing travel speeds of vehicles turning onto I Street and reducing the length pedestrians have to cross the street. The plaza will serve as an attractive gateway to Downtown for visitors traveling from east of the city.

This new park plaza (approximately 1,820 square feet) is anchored by trees at either corner and features iconic Downtown gateway signage, seating, and a small bosque of flowering evergreen trees. Improvements were also identified adjacent to the park plaza, including a connecting sidewalk with buffered planting, new street trees, a new high visibility crosswalk, and nine new parallel parking spaces along I Street. The new park plaza and additional streetscape improvements will create a shaded, pleasant community asset.

Figure 4.4 East Gateway Park Plaza Concept at I Street



West Gateway Concept (Wolfsen Park and Flagpole Park)

Wolfsen Park (approximately 121,000 square feet) and Flagpole Park (approximately 29,000 square feet) are located at the intersection of West I Street and Pacheco Boulevard. Because these parks are located at this transitional point, there is an opportunity to enhance and beautify these parks to create a visual landmark for people entering Los Banos by car or on foot. Attractive new gateway signage in Flagpole Park will also greet visitors.

The landscape design of Wolfsen Park and Flagpole Park unites these two parks with planting bands of color, which mimic the curvature of the adjacent main canal. Planting bands will be a mixture of native shrubs and

grasses for low maintenance and low water use. These park landscapes are backdropped with semi-deciduous trees along the park edges to maintain visual sightlines to the Los Banos Downtown signage as well as West I Street and Pacheco Boulevard. Because of its proximity to the Los Banos Airport, the project must ensure consistency with the Merced County Airport Land Use Compatibility Plan, including height restrictions for vertical elements (e.g., trees and signage) and light restrictions. Additional streetscape improvements include a new shared bike/pedestrian pathway and bridge crossing along the northern edge of Pacheco Boulevard.

Figure 4.5 West Gateway Concept



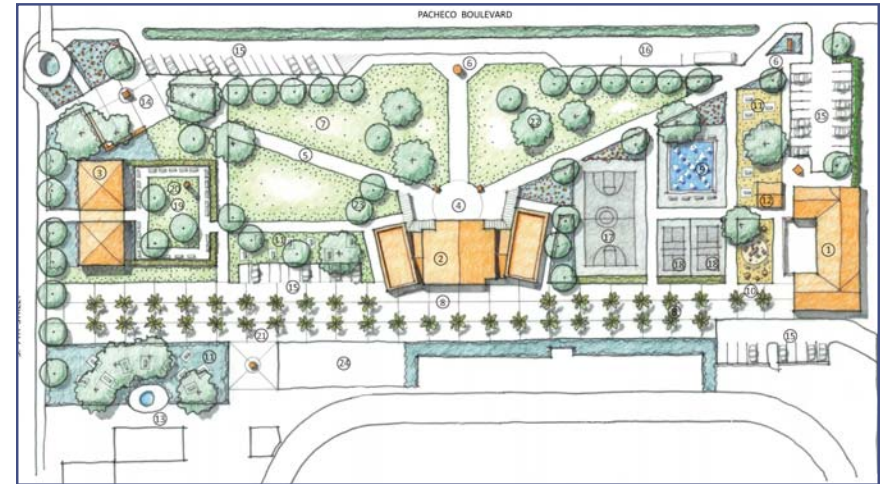
Pacheco Park

Pacheco Park could be extended toward Pacheco Boulevard by removing the frontage road and adding landscaping near the street. A new parking lot could be added to the east end of the park.



Pacheco Park from Pacheco Boulevard looking eastward.

The image below is a recent concept for Pacheco Park. The City is currently seeking community input while working on an update to the Parks Master Plan. The plan will include strategies for improving Pacheco Park by providing additional recreational amenities and community space.



Initial concept for Pacheco Park renovations.

Add Landscaped Roadway Medians

A landscaped roadway median can provide an attractive, distinctive greening element to a corridor and soften the visual impacts of a highly used roadway. Median landscaping can consist of both tree, ground-covers, and other low-growing plants. While landscaping in the median can provide an attractive amenity to the community, it also requires maintenance, including watering and trimming, to ensure any vegetation is not blocking driver sightlines or producing debris on the roadway. Below are two concepts at the west end and east ends of Los Banos that form attractive gateways to the City.

Strategies:

- Consider enhancing the existing landscaped median in the Transition Zone at the far east and west of the corridor where the roadway divides. Specifically consider providing two landscaped medians that would serve as landscaped gateways to Pacheco Boulevard: (1) to the east of Los Banos Creek and (2) to the west of the Ward Road intersection.
- See “Add Landscaping Along the Roadway” strategies on the next page.

Figure 4.6 West Gateway Median Concept near Badger Flat Road

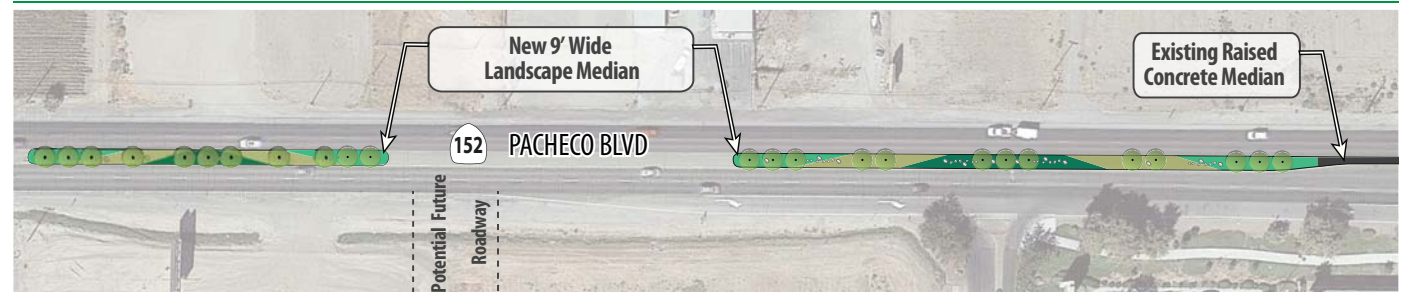
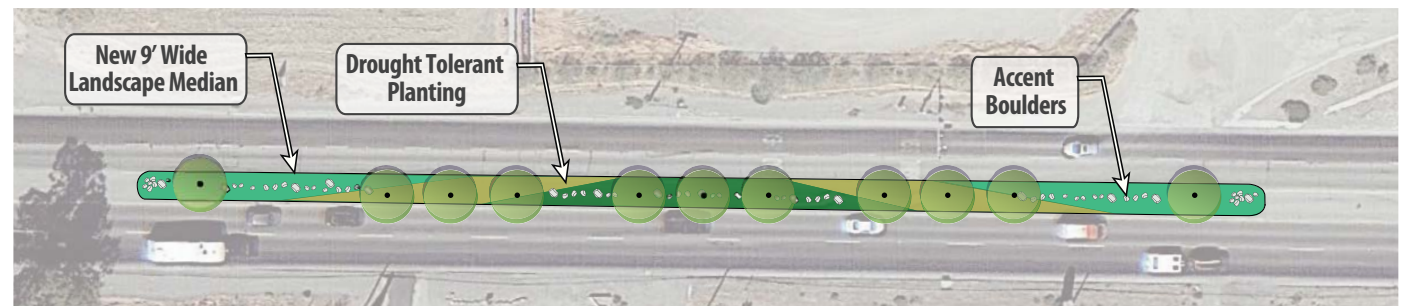


Figure 4.7 East Gateway Median Concept near Ward Road



Examples of landscaped medians including one on Badger Flat Road (right image)

Add Landscaping Along the Roadway

Landscaping along the sides of Pacheco Boulevard can enhance the attractiveness of the roadway, improve air quality, and help provide visual screening to specific uses along the street, including parking lots and vacant properties. A cohesive plant palette can help enhance neighborhood character, especially when it provides visual interest through planting design and color.

This could serve the purpose of helping screen parking lots. However, there is not typically room in the public right-of-way for landscaping, especially in the Downtown Zone. Therefore, landscaping and screening should be encouraged on private properties along Pacheco Boulevard.

Strategies:

- To promote water efficiency and ease of maintenance, landscaping should consist of drought-tolerant plants and trees, including native species.
- Turf grass should generally be avoided and limited to areas where recycled water can be used for irrigation. Drought-resistant groundcovers are good turf alternatives.



Examples of landscaping along the roadway

- Vertical elements, such as screens or trellises, should be incorporated into parking lot edges to make lots attractive and provide screening. However, screening should not obstruct views from a zone 3 to 7 feet above the ground, to ensure pedestrians can see into the lot for natural surveillance, which will deter crime.
- Only very low walls or fences with a maximum height of 42 inches should front the street on commercial properties along Pacheco Boulevard.
- Planting should be carefully selected and placed so that key business signage is left unobscured, ensuring that businesses remain visible to people traveling along the street.

The following strategies from the Los Banos Community Design Standards (2008) are incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HN-1. Landscaping.** *Developers shall work with the City to provide landscaping within the street right-of-way in conjunction with gutter, curb and sidewalk improvements along the site frontage. On-site streetscape landscaping shall match that of the remainder of the development. Use turf grass for streetscape landscaping only where it provides a clear functional use.*



- **Community Design Standard HS-11. Landscape Ambiance.** Site design and landscaping should establish an ambiance and character, not merely consist of planting strips along streets and tree wells in parking lots. Use almost exclusively drought resistant plantings in landscaped areas and use turf grass only if there is a specific need in areas of active use.
- **Community Design Standard HS-13. Shade Trees.** Provide deciduous shade tree plantings at south- or west-facing entrances, and along pedestrian routes.
- **Community Design Standard HN-4. Street Trees.** In the Pacheco Boulevard core area plant street trees at between 20 and 30 feet on center. In other areas, plant street trees at between 20 and 60 feet on center.
- **Community Design Standard HS-14. Spanish / Mission Landscaping.** Where Spanish / Mission architecture is used, use complementary landscaping. Refer to the supplemental plant list in Appendix D of City of Los Banos's Community Design Standards document for suggested plant materials.
- **Community Design Standard HS-19. Drainage.** Maximize use of permeable paving materials. Where soils permit, direct some or all storm water drainage to infiltration areas. Landscape drainage basins as open space areas.
- **Community Design Standard HS-15. Landscape Parking Buffers.** Whenever feasible, provide a landscape area along the street where parking directly abuts the public street, with landscaping up to 42 inches tall. Provide taller landscaping at rear and side lot lines to visually buffer the commercial development from adjacent residences.



Examples of landscaped parking lot buffers

Add Gateways and Public Art

Gateways and public art can help create a unique sense of place as well as define the boundaries of a distinct area. Historical, cultural, and stylistic elements can be integrated into the design of gateways and public art that can provide community members with a sense of civic pride and help them understand the history and/or cultural relevance of their city. Los Banos community members been given strong support for gateways leading travelers to Downtown Los Banos in two locations: at Pacheco Boulevard and 6th Street and at Pacheco Boulevard and H/I Street.

The pedestrian/bicycle overcrossing at 7th Street (image to the right) provides another opportunity for a gateway and improving aesthetics. In the near-term, the overcrossing can be enhanced in several ways to add color and visual interest, such as painting the concrete span and ramps to add color, adding decorative elements, and installing more-attractive fencing to replace the existing utilitarian fencing.

Strategies:

- Locate public art in key locations of gathering or integrate as part of the gateways. Public art along Pacheco Boulevard, such as murals, can be oriented to the street to benefit roadway aesthetics for motorists.



The two concept renderings above show Downtown gateway signage at Pacheco Boulevard and 6th Street. The concepts were created for the Los Banos Downtown Strategic Plan.



The pedestrian/bicycle overcrossing at 7th Street can be enhanced visually to become an aesthetic asset and potential gateway..

The following strategies from the Los Banos Community Design Standards (2008) are incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HS-5. Downtown Gateway Site Design.** At the northwest and northeast corners of Pacheco Boulevard and 6th Street and at Pacheco Boulevard and H/I Street, provide highly visible, attractive signage announcing the presence of Downtown. Require new development in these areas to address the street to reflect the traditional downtown street edge, bringing buildings to the sidewalk along each street. Reserve an open space or plaza area at the street corner to provide a welcoming entry to Downtown.
- **Community Design Standard HN-9. Downtown Gateway.** Locate open space or a plaza with gateway signage, and an arch, fountain, and/or public art at the northwest and northeast corners of Pacheco Boulevard and 6th Street to create a welcoming entry to downtown Los Banos from Pacheco Boulevard. Use decorative pavement on 6th Street immediately north of Pacheco Boulevard to enhance the visual character of the street as it enters Downtown Los Banos.



Examples of public art

Activate Parking Lots Along the Roadway

The treatment of parking areas located along a roadway is important to creating a pedestrian-friendly corridor. The elements that make up a parking area are also important to the overall aesthetic character and environmental quality of a site. Parking areas located along a roadway can be thoughtfully designed and programmed so that they create beautification and/or activation to the street. Parking areas can be enhanced through landscaping and/or serve a dual purpose when they are underutilized.

Strategies:

- Vertical elements, such as screens, trellises, and/or street trees should be incorporated into parking lot edges to make lots attractive and provide screening. However, screening should not obstruct views from a zone 3 to 7 feet above the ground, to ensure pedestrians can see into the lot for natural surveillance, which will deter crime.
- Incorporate storage and treatment of stormwater runoff in landscaped edges of parking areas.
- Allow temporary community events, such as a food truck event, farmers' market, festival, or small business vendors, to be held in parking lots with visibility from Pacheco Boulevard and/or other adjacent streets. Temporary community events provide opportunities for outdoor gathering and entertainment and can activate underutilized space. Temporary events and businesses serve as new business incubators; it takes much less investment to start and operate a business, so it is an ideal way to try out new ideas. In many places, popular food truck operators have opened permanent restaurant locations. Importantly, these types of events create people activity, which can also benefit brick and mortar stores. Any proposal for events or improvements on private parking lots would need to be implemented by the property owner with the support of their tenants.



The following strategy from the Los Banos Community Design Standards (2008) is incorporated as part of the Complete Streets Concept and Strategies:

- **Community Design Standard HS-15. Landscape Parking Buffers.** *Whenever feasible, provide a landscape area along the street where parking directly abuts the public street, with landscaping up to 42 inches tall. Provide taller landscaping at rear and side lot lines to visually buffer the commercial development from adjacent residences.*

Pedestrian Improvements

Figure 4.8 shows improvements to enhance safety and comfort for people walking. Examples of these improvements are shown on page 4-26.

Figure 4.8 Pedestrian Improvements Plan Concept

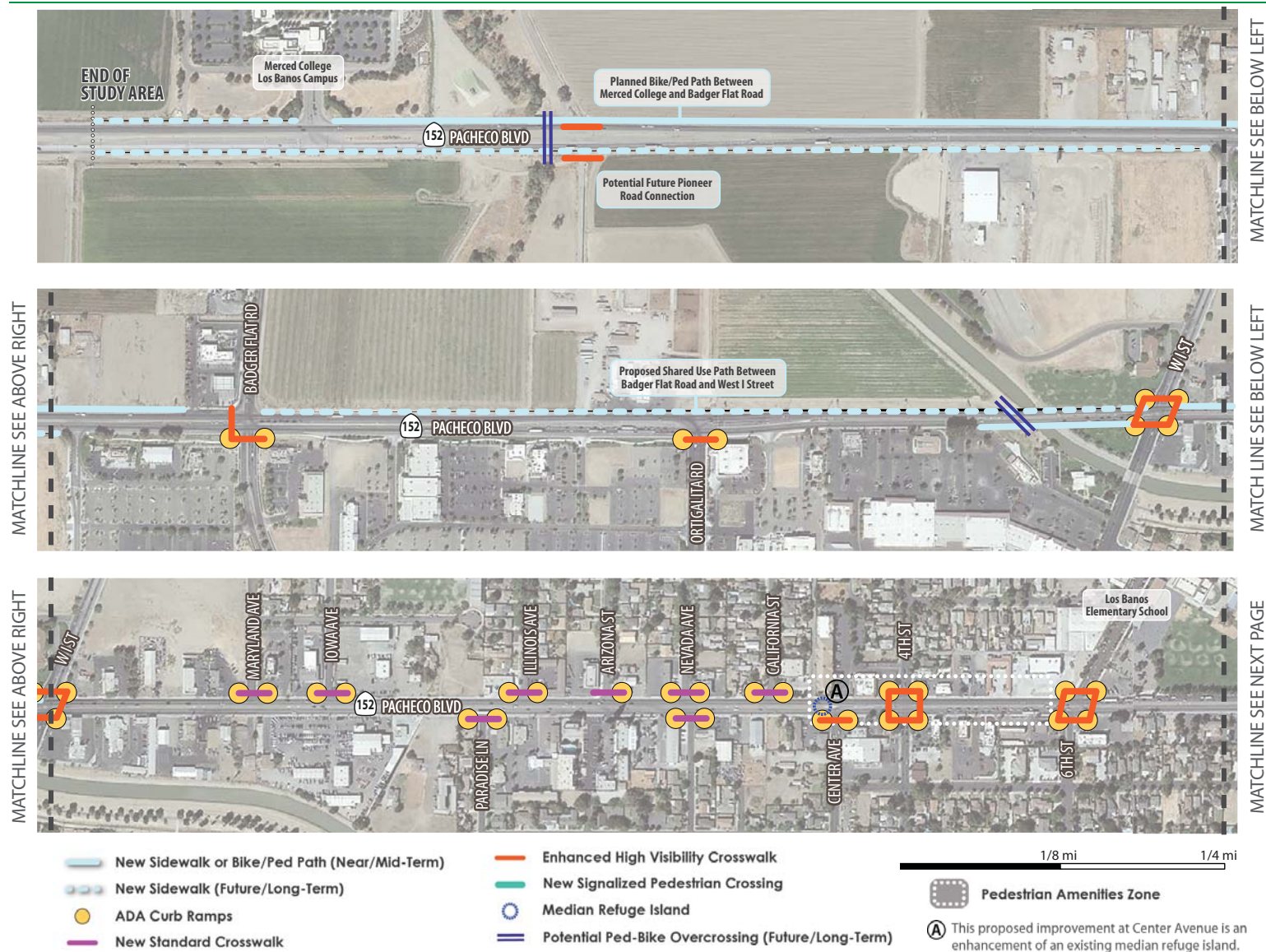


Figure 4.8 (continued) Pedestrian Improvements Plan Concept



Example Improvements for Pedestrian Safety and Comfort

New Signalized Pedestrian Crossings



Enhanced Pedestrian Crossings



Pedestrian/Bicycle Overcrossing



ADA Curb Ramps



New Sidewalks



Missing sidewalks on east side of Pacheco Boulevard

New sidewalk on west side of Pacheco Boulevard



Existing sidewalk on Pacheco Boulevard with accessibility concerns



Wider sidewalks on Badger Flat Road

Bicycle Improvements

Bike routes are important in many ways, such as providing safer conditions for school children and college students wishing to bike to school, as well as supporting bicycling as healthy recreation. They are also a low-cost travel option for people who cannot afford a personal vehicle and/or for whom public transit is inefficient.

Figure 4.9 illustrates the types of bikeways shown on maps and diagrams on the following pages.

Table 4.1 lists bikeways recommended in the Los Banos Bicycle-Pedestrian Plan (BPP) that either cross SR-152/Pacheco Boulevard or run adjacent to it. The table provides context for the bicycle concepts presented on subsequent pages.

Figure 4.9 Types of Bikeways



Table 4.1 Relevant Bikeways Proposed in the Bicycle-Pedestrian Plan

Note: Highlighted bikeway improvements overlap with the concepts shown on pages 4-28 through 4-35. Unhighlighted bikeways are routes that cross or abut Pacheco Boulevard.

# (IN BPMP)	Bikeway Type	Project (West to East)
I1	Class 1 – Bike/Ped Path	Los Banos Creek from Henry Miller Road to Pioneer Road
A1	Class 1 – Bike/Ped Path	PSR-152/Pacheco Boulevard from Badger Flat Road to Merced College Campus Drive
L1	Class 1 – Bike/Ped Path	Stonecreek Drive from Pacheco Boulevard/State Route 152 to Los Banos Creek
G1	Class 1 – Bike/Ped Path	Badger Flat Road from the Rail Trail to Pioneer Road
U1	Class 1 – Bike/Ped Path	Pacheco Boulevard/State Route 152 from I Street to Badger Flat Road
D1	Class 1 – Bike/Ped Path	CCID Trail from West I Street to Los Banos Creek
T1	Class 1 – Bike/Ped Path	I Street from Pacheco Boulevard/State Route 152 to 2nd Street
C2	Class 2 – Bike Lane	Center Avenue from Pacheco Boulevard/State Route 152 to Pioneer Road
C3	Class 3 – Bike Route	Fourth Street from H Street to Pacheco Boulevard/State Route 152
H3	Class 3 – Bike Route	Sixth Street from H Street to Page Avenue
B2	Class 2 – Bike Lane	Eleventh Street from Pacheco Boulevard/State Route 152 to Pioneer Road
B1	Class 1 – Shared Use Path	Rail Trail at Mercey Springs Road/State Route 165 and Pacheco Boulevard/State Route 152 to Place Road
F2	Class 2 – Bike Lane	Place Road from Pacheco Boulevard/State Route 152 to Scripps Drive
F1	Class 1 – Shared Use Path	Ward Road from Pioneer Road to Pacheco Boulevard/State Route 152

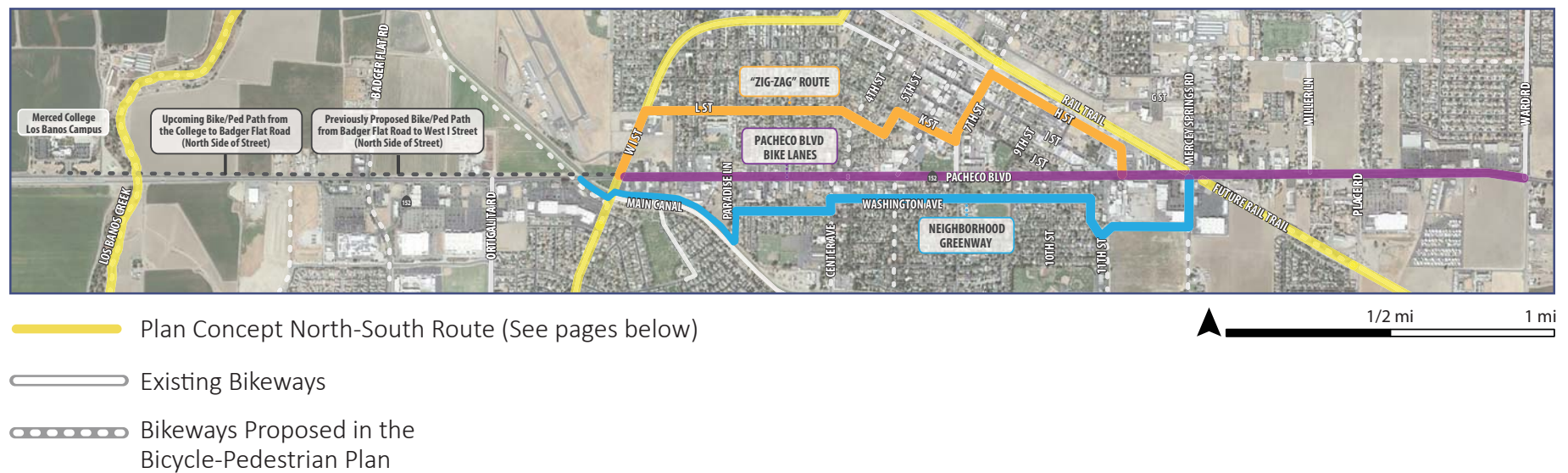
Potential East-West Bicycle Routes

East-west bicycle routes will provide important connections to key areas of Los Banos like Merced College –Los Banos Campus, residential neighborhoods, and major job and shopping centers.

The map below shows three potential east-west bicycle routes between West I Street and Mercey Springs Road: a near-term concept (“Zig-Zag”

Route), medium-term concept (Neighborhood Greenway), and long-term concept (Pacheco Boulevard bike lanes). All routes connect to a potential pedestrian/bicycle path traveling west from West I Street, which is proposed in the City’s Bicycle-Pedestrian Plan. To the east, the near- and medium-term concepts connect to the Rail Trail and to potential future bike lanes or paths east of Mercey Springs Road.

Figure 4.10 Potential East-West Bicycle Routes



“Zig-Zag” Route Concept

This route leads to Downtown Los Banos and the Rail Trail by using roadways north of Pacheco Boulevard. The route includes roadways adjacent to Westside Union and Los Banos Elementary Schools. It was the second-most-preferred option by workshop and survey participants, and it is considered a near-term improvement.

Figure 4.11 “Zig-Zag” Route

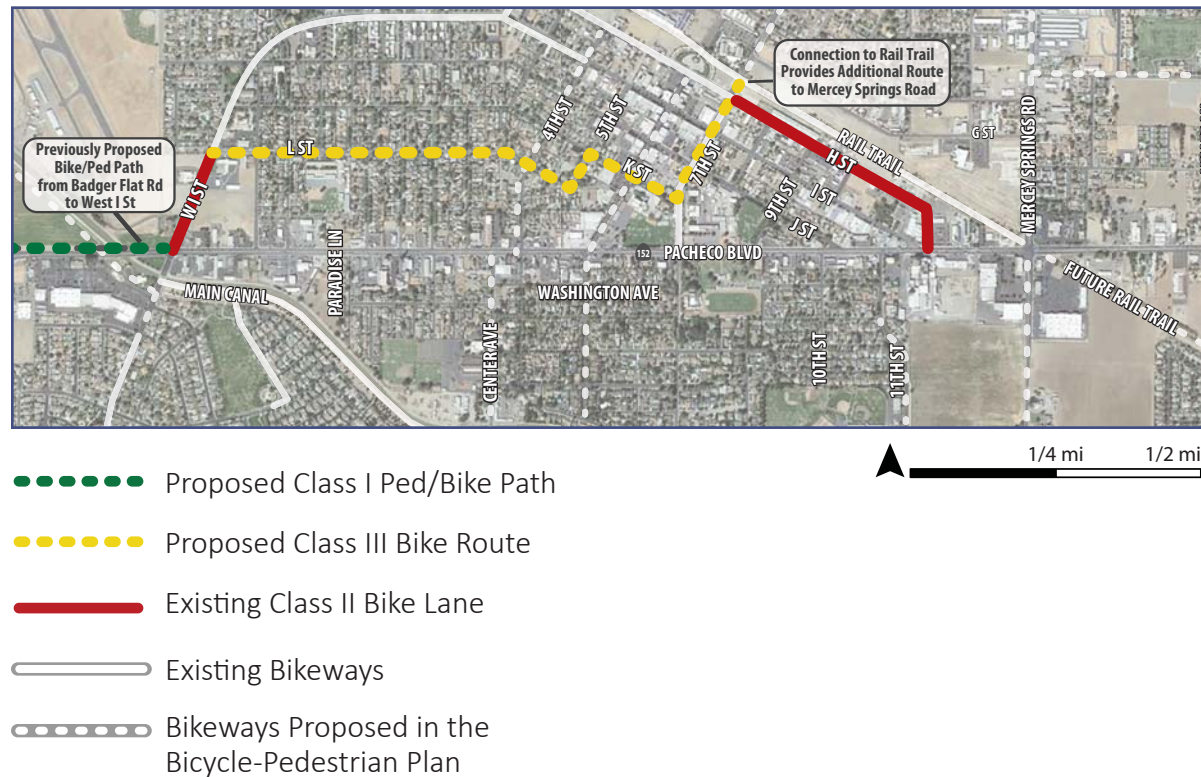
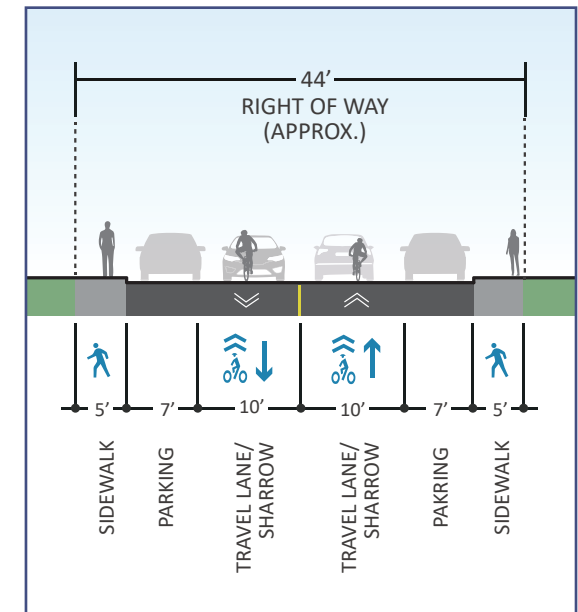


Figure 4.12 Concept on L Street



Neighborhood Greenway Concept

This route uses a potential pathway along the Canal Path, residential streets to the south of Pacheco Boulevard, and a potential bike/ped path between 11th Street and Mercey Springs Road. It was the second-most preferred option by workshop and survey participants, and it is considered a medium-term improvement.

Figure 4.13 Neighborhood Greenway Concept

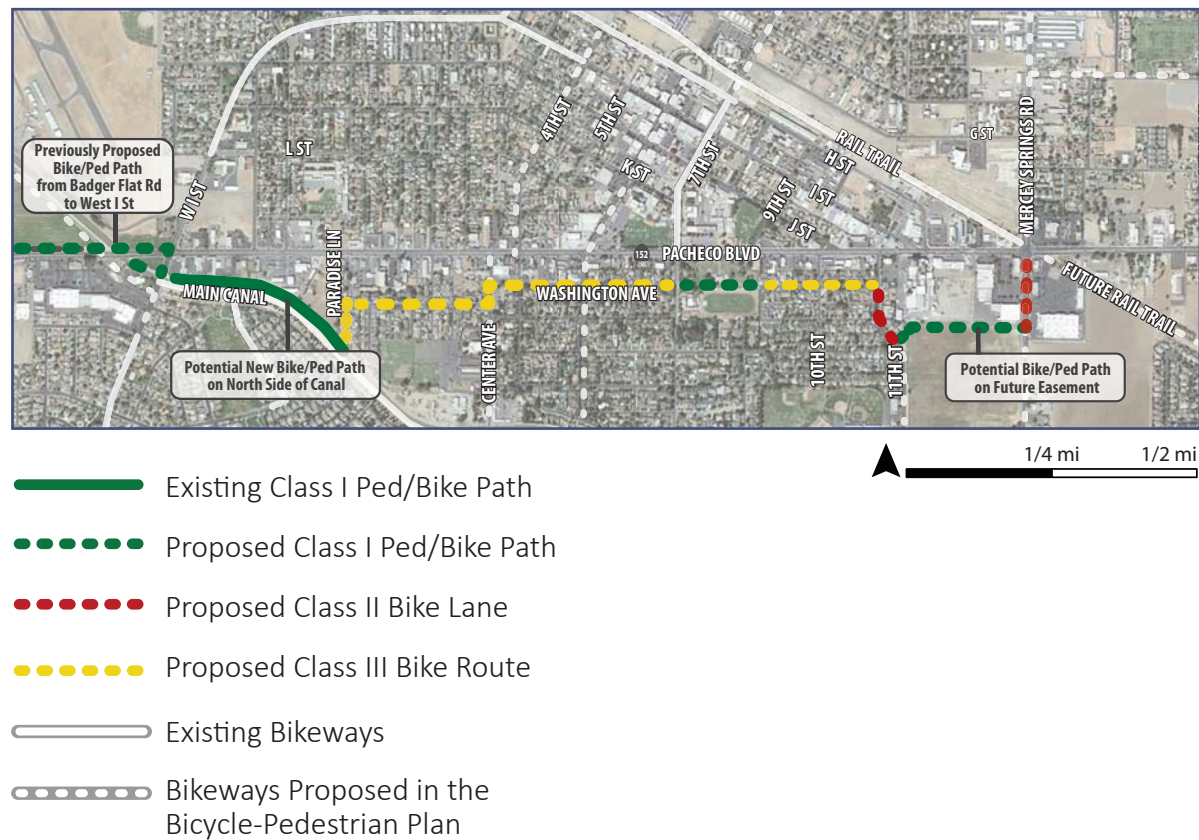
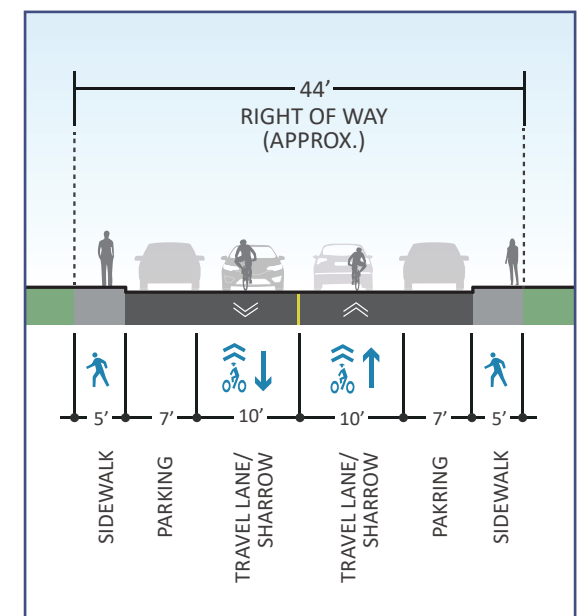


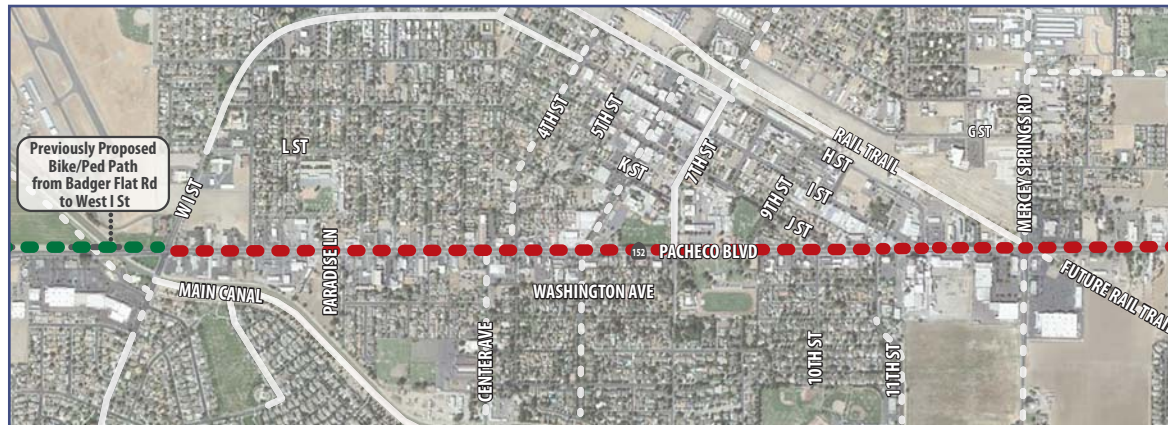
Figure 4.14 Concept on Washington Avenue



Pacheco Boulevard Bicycle Lanes

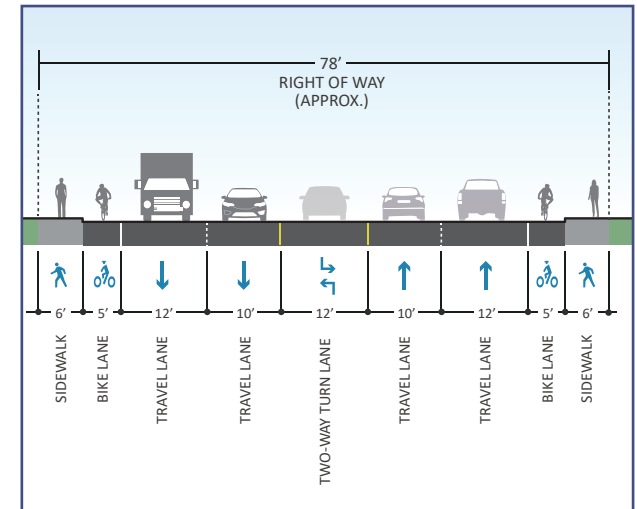
This option would add on-street bicycle lanes along SR-152/Pacheco Boulevard in the roadway, which would require significant reconfiguration of the roadway and shoulders to accommodate bicycles. While this was not a highly preferred option by community members, it is considered a potential long-term future improvement that will be more feasible if traffic on Pacheco Boulevard is reduced in the future.

Figure 4.15 Pacheco Boulevard Bicycle Lanes



- Proposed Class I Ped/Bike Path
- Proposed Class II Bike Lane
- Existing Bikeways
- Bikeways Proposed in the Bicycle-Pedestrian Plan

Figure 4.16 Typical Concept Right of Way



Potential North-South Bicycle Routes

Pages 4-32 through 4-35 show three potential North-South bicycle routes crossing Pacheco Boulevard.

Los Banos Creek Trail Crossing Concept

This medium- to long-term concept shows how a future trail along Los Banos Creek could be connected on either side of SR-152.

Phase 1 includes two options:

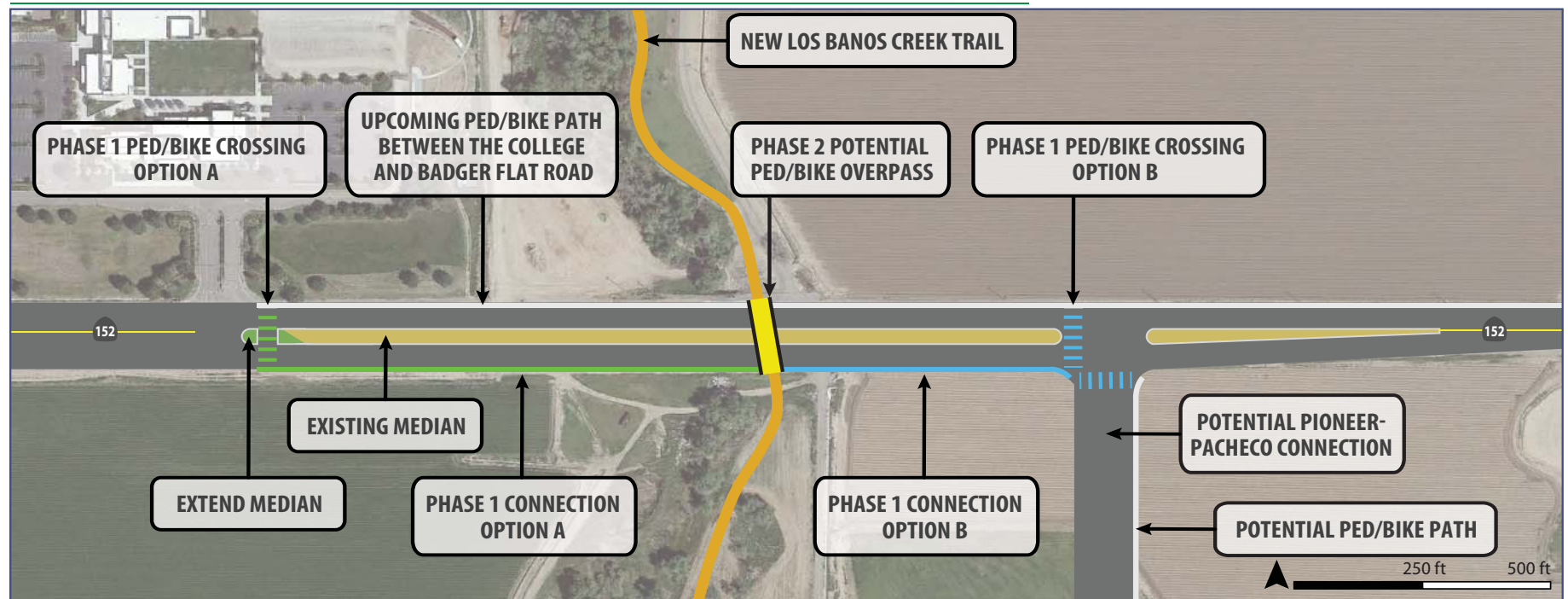
Option 1 is a pedestrian/bicycle crossing at the existing intersection at the College. It would receive additional enhancements such as pedestrian signals and revised signal phases.

Option 2 is an enhanced pedestrian/bicycle crossing at a potential new roadway leading south to Pioneer Road.

Phase 2 (long-term) is a pedestrian/bicycle bridge crossing over SR-152.



Figure 4.17 Los Banos Creek Trail Crossing Concept



West I Street / Canal Path Concept

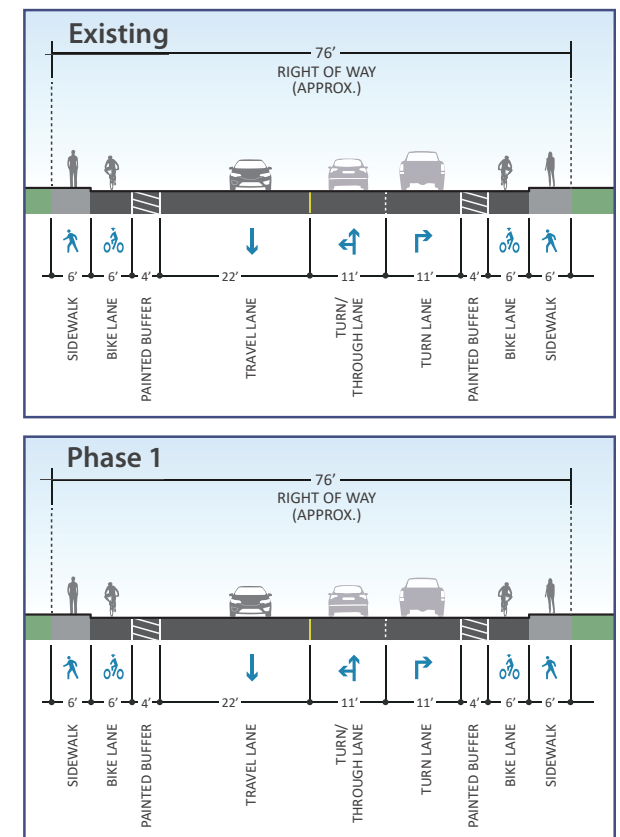
This concept provides connections between the existing Main Canal pedestrian/bicycle path, SR-152/Pacheco Boulevard, and West I Street.

For Phase 1 (near-term), buffered bike lanes on either side of West I Street connect to existing bike lanes, as shown in the key map to the right. There is also a new crossing for pedestrians and bicyclists across West I Street at the Main Canal that would include a rapid flashing beacon. Enhanced crosswalks at the intersection of West I Street and Pacheco Boulevard improve motorists' visibility of pedestrian crossings.

Figure 4.18 Phase 1 - West I-Street / Canal Path



Figure 4.19 Phase 1 - West I-Street / Canal Path

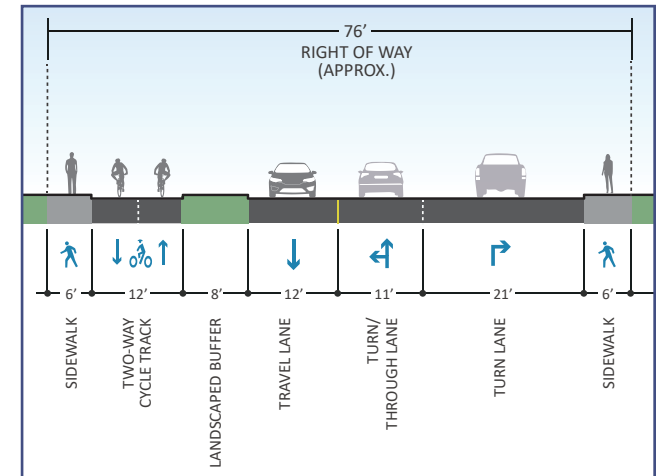


Phase 2 builds on Phase 1 and adds a two-way cycle track on the west side of West I Street leading to a future-planned pedestrian/bicycle path. A signal is added to the canal path crossing at West I Street.

Figure 4.20 Phase 2 - West I-Street / Canal Path



Figure 4.21 Phase 2 - West I-Street / Canal Path



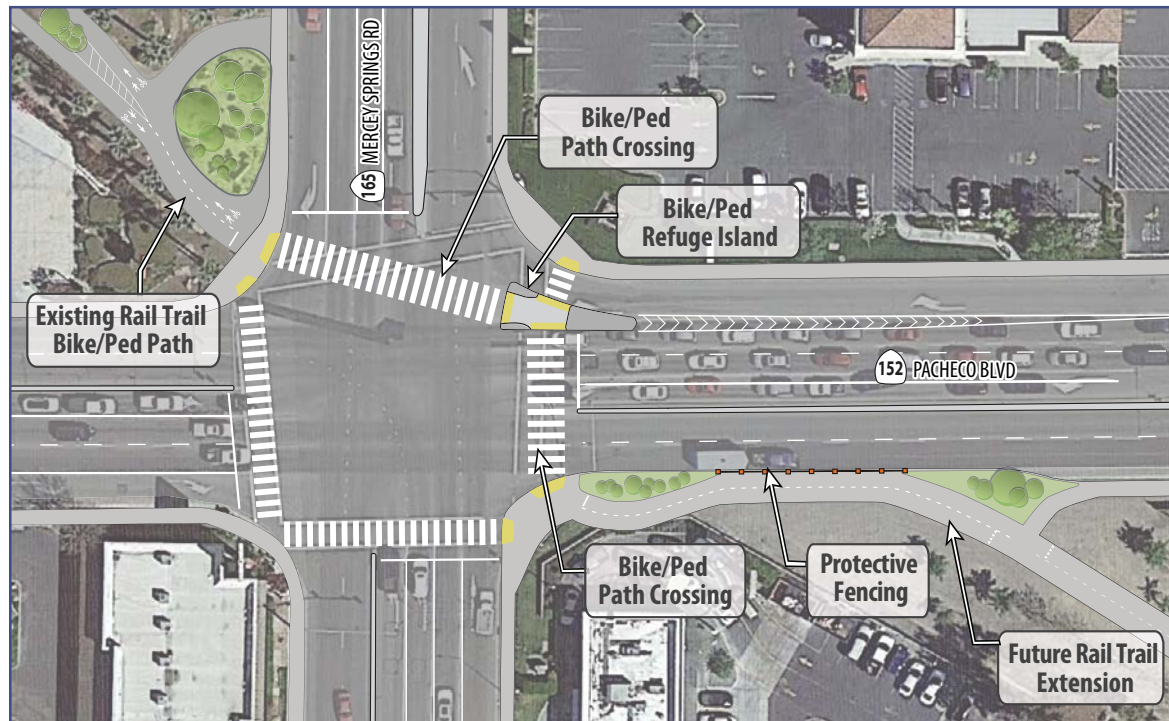
Rail Trail Crossing at Mercey Springs Road Concept

This concept provides a connection from the existing Rail Trail at the northwest corner of the Mercey Springs Road/Pacheco Boulevard intersection to a new paved segment of the Rail Trail to the southeast.

The combined crossing for people walking and bicycling across either side of the intersection is shortened by a new “pork chop” refuge island that acts as a refuge and “waiting area”. A curb extension on the south side of Pacheco Boulevard provides added room to accommodate a bike/pedestrian path. There is no loss of travel lanes from the roadway’s existing configuration.

A long-range future project could include a pedestrian/bicycle bridge placed diagonally across the intersection, which would provide a direct and completely protected crossing.

Figure 4.22 Rail Trail Crossing Concept



Existing



Downtown Area Plan Concept

Figure 4.23 provides a detailed look at all Plan Concept improvements recommended for the central (Downtown Area) segment of Pacheco Boulevard. These diagrams include improvements to traffic and safety, aesthetics and urban design, pedestrian infrastructure, and bikeways.

Figure 4.23 Downtown Area Concept

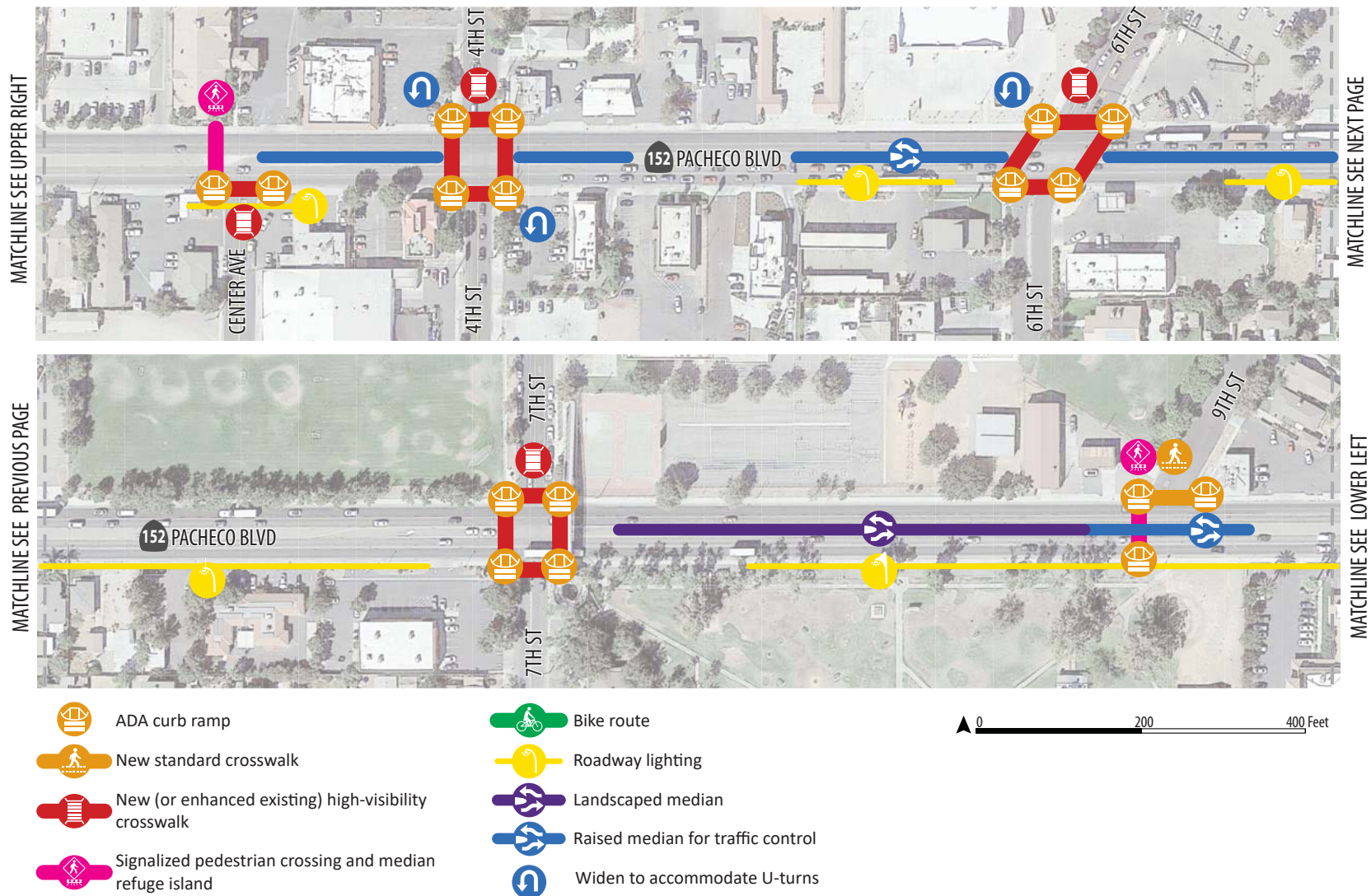
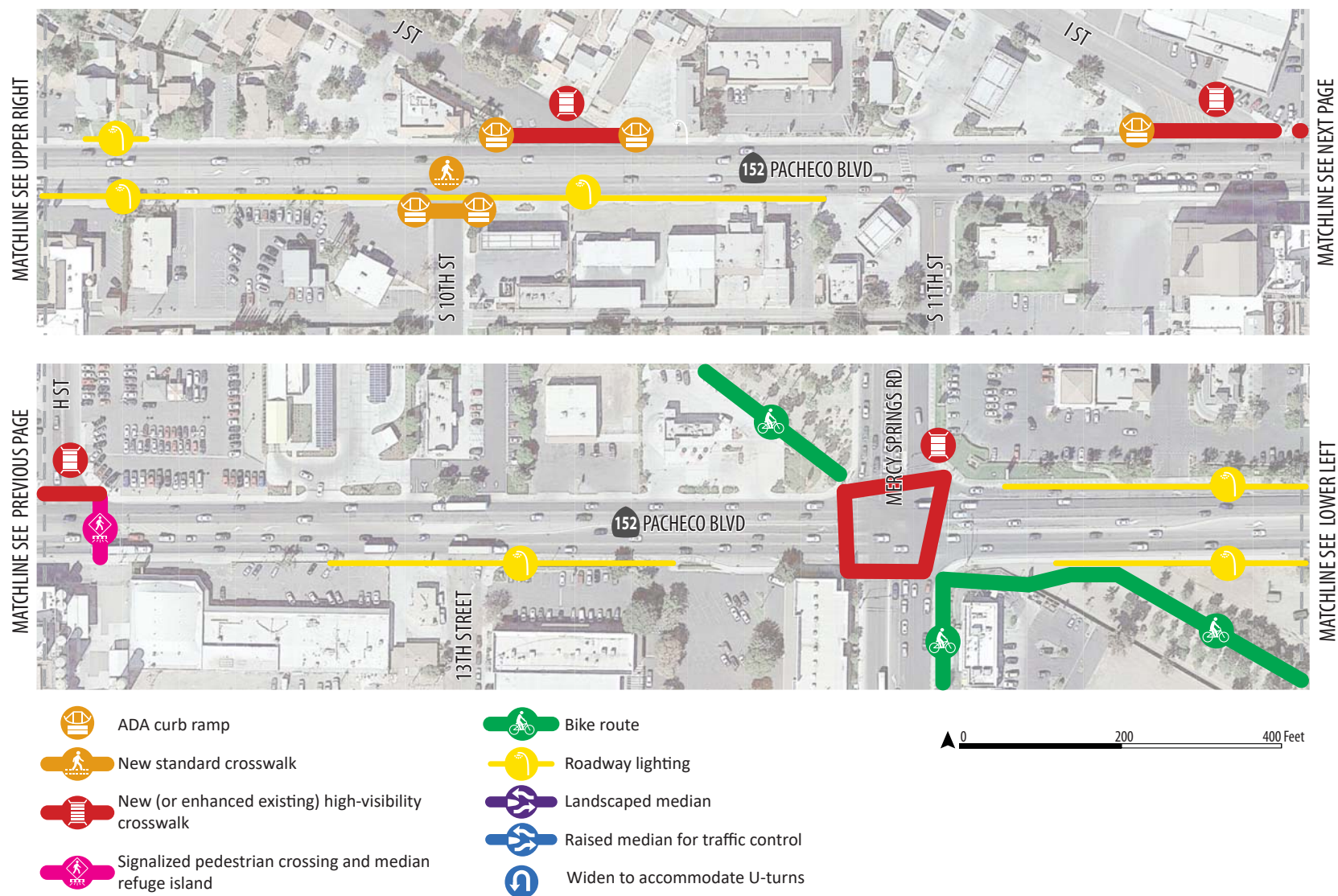


Figure 4.23 (Continued) Downtown Area Concept



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5 Implementation

This chapter includes strategies for funding and implementing the installation of complete streets infrastructure improvements along Pacheco Boulevard. Part one of this chapter provides information on project implementation and potential phasing for individual and grouped projects. Part two describes federal, State, regional, and local funding opportunities that various implementation packages along Pacheco Boulevard may be eligible for, as well as the frequency of funding cycles and typical size of projects funded.

Implementation and Phasing

This section highlights 12 potential infrastructure projects to enhance Pacheco Boulevard and support the Los Banos community's needs and aspirations. These prioritized projects seek to be realistic, implementable, and fundable. Projects are assembled from one or more individual concepts described in Chapter 4. Each project description is accompanied by planning-level cost estimates and a tailored list of funding opportunities relevant to the project's features and cost. This section concludes with a discussion of a range of strategies for the City to fund improvements along Pacheco Boulevard through project phasing and potential consolidation of implementation packages.

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Downtown Zone Pedestrian Safety Improvements

Enhancing safety for people walking in Central Los Banos

Project Description

This set of safety improvements benefits people walking along and crossing Pacheco Boulevard in the Downtown area, also known as the Pedestrian Amenity Zone. The improvements are located from 6th Street to I Street.

- ADA curb ramps
- High-visibility continental crosswalks
- Pedestrian refuge island at H Street

See the concept diagram on page 4-36, Figure 4.23

Project Funding Opportunities

- Caltrans Active Transportation Program
- Highway Safety Improvement Program
- Measure V Regional Projects
- Measure V Local Projects

Table 5.1 Downtown Zone Pedestrian Safety Improvements Cost Estimate

Description	Cost
General Construction Site Requirements	\$7,000
Clearing and Demolition	\$2,000
ADA Curb Ramps	\$75,000
Crosswalks	\$34,000
Pedestrian Refuge Island	\$14,000
<i>Construction Subtotal</i>	<i>\$132,000</i>
<i>Estimate Contingency 25%</i>	<i>\$33,000</i>
Total Anticipated Construction Cost	\$165,000
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation.	

9th Street Enhanced Pedestrian and Traffic Safety

A new signalized pedestrian crossing providing safe and convenient access to Pacheco Park

Project Description

- High-visibility crosswalks across Pacheco Boulevard (east side of intersection) and 9th Street (north side of intersection)
- Pedestrian Hybrid Beacon for the Pacheco Boulevard crossing
- ADA curb ramps
- Transverse crosswalk
- Raised median along Pacheco Boulevard prevents left turns onto or from 9th Street
- A pedestrian refuge island for pedestrian safety is integrated into the raised median

See page 4-25, Figure 4.8 showing pedestrian improvement concepts

Project Funding Opportunities

- Caltrans Active Transportation Program
- Highway Safety Improvement Program
- Measure V Local Projects

Table 5.2 9th Street Enhanced Pedestrian and Traffic Safety Cost Estimate

Description	Cost
General Construction Site Requirements	\$7,000
Clearing and Demolition	\$3,000
ADA Curb Ramps	\$10,000
Crosswalks	\$3,000
Pedestrian Hybrid Beacon	\$150,000
Raised Median	\$60,000
<i>Construction Subtotal</i>	<i>\$233,000</i>
<i>Estimate Contingency 25%</i>	<i>\$58,000</i>
Total Anticipated Construction Cost	\$291,000

Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation.

Downtown Zone Street Lighting Improvements

Improving nighttime visibility and safety

Project Description

Currently, some areas along Pacheco Boulevard have inadequate roadway lighting due to areas without light poles or with excessive spacing between poles. This project provides new street lighting between 7th Street and Mercey Springs Road to enhance safety in an area with significant pedestrian activity and many vehicle turning movements.

See street lighting recommendations in the concept diagram on pages 4-36 and 4-37, Figure 4.23

Project Funding Opportunities

- Caltrans Active Transportation Program (in combination with project 1A)
- Developer Fees/Mitigations

Table 5.3 Downtown Zone Street Lighting Improvements Cost Estimate

Description	Cost
General Construction Site Requirements	\$5,000
Lighting	\$145,000
<i>Construction Subtotal</i>	<i>\$150,000</i>
<i>Estimate Contingency 25%</i>	<i>\$37,500</i>
Total Anticipated Construction Cost	\$187,500

Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation.

West Gateway Landscaped Median

Beautifying the Pacheco Boulevard Corridor

Project Description

A landscaped median located between Los Banos Creek and Badger Flat Road would be a welcoming and attractive streetscape element at the far west entrance into Los Banos.

See illustration on page 4-18, Figure 4.6

Project Funding Opportunities

- Measure V Local Projects
- City of Los Banos Capital Improvement Program
- Developer Fees/Mitigations

Table 5.4 West Entry Landscaped Median Cost Estimate

Description	Cost
General Construction Site Requirements	\$6,000
Clearing and Demolition	\$32,000
Street Improvements	\$11,000
Landscaped Median with Plants	\$97,000
Irrigation	\$42,000
<i>Construction Subtotal</i>	<i>\$188,000</i>
<i>Estimate Contingency 25%</i>	<i>\$47,000</i>
Total Anticipated Construction Cost	\$235,000

Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. This estimate does not assume any improvements to the storm drainage infrastructure. This estimate assumes that the landscaped medians are not used for stormwater management.

East Gateway Landscaped Median

Beautifying the Pacheco Boulevard Corridor

Project Description

A landscaped median just west of Ward Road would be an attractive streetscape element that beautifies the east entry into the city.

See illustration on page 4-18, Figure 4.7

Project Funding Opportunities

- Measure V Local Projects
- City of Los Banos Capital Improvement Program
- Developer Fees/Mitigations

Table 5.5 East Entry Landscaped Median Cost Estimate

Description	Cost
General Construction Site Requirements	\$9,000
Clearing and Demolition	\$55,000
Street Improvements	\$19,000
Landscaped Median with Plants	\$164,000
Irrigation	\$60,000
<i>Construction Subtotal</i>	<i>\$307,000</i>
<i>Estimate Contingency 25%</i>	<i>\$76,750</i>
Total Anticipated Construction Cost	\$383,750

Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. This estimate does not assume any improvements to the storm drainage infrastructure. This estimate assumes that the landscaped medians are not used for stormwater management.

West Gateway Parks

A re-imagined community resource and gateway to Los Banos

Project Description

Wolfsen Park (approximately 121,000 square feet) and Flagpole Park (approximately 29,000 square feet) are located at the intersection of West I Street and Pacheco Boulevard. The park areas are located at a key transitional point between Pacheco Boulevard’s “regional commercial” zone and “near downtown” zone. This area should be enhanced and beautified to create a visual landmark for people entering the City from the west or passing by from the east.

See concept plan on page 4-16, Figure 4.5

Project Funding Opportunities

- Statewide Park Program
- Urban Greening Grant Program
- Land and Water Conservation Fund
- Developer Fees/Mitigations

Table 5.6 West Gateway Parks Cost Estimate

Description	Cost
Wolfsen Park	\$1,606,250
Flagpole Park	\$628,750
Total Anticipated Construction Cost	\$2,235,000
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. See following page for detailed costs.	

Continued on next page

West Gateway Parks

Continued from previous page

Table 5.7 Wolfsen Park Cost Estimate

Description	Cost
General Construction Site Requirements	\$54,000
Clearing and Demolition	\$104,000
Paving	\$245,000
Site Furnishings	\$6,000
Lighting	\$59,000
Planting and Irrigation	\$817,000
<i>Construction Subtotal</i>	<i>\$1,285,000</i>
<i>Estimate Contingency 25%</i>	<i>\$321,250</i>
Total Anticipated Construction Cost	\$1,606,250
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. This estimate does not assume any improvements to the storm drainage infrastructure.	

Table 5.8 Flagpole Park Cost Estimate

Description	Cost
General Construction Site Requirements	\$18,000
Clearing and Demolition	\$24,000
Site Furnishings	\$150,000
Lighting	\$61,000
Planting and Irrigation	\$250,000
<i>Construction Subtotal</i>	<i>\$503,000</i>
<i>Estimate Contingency 25%</i>	<i>\$125,750</i>
Total Anticipated Construction Cost	\$628,750
Gateway Signage Allowance	\$50,000 - \$150,000
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. This estimate does not assume any improvements to the storm drainage infrastructure.	

Downtown Gateway - 6th Street

An attractive, inviting gateway to Downtown

Project Description

Although there are two existing “Welcome to Downtown” monument signs indicating a gateway at 6th Street and Pacheco Boulevard, they are not particularly visible due to their low height and modest size.

New, highly visible, and distinctive gateway signage at the intersection of 6th Street and Pacheco Boulevard will highlight the important entrance to Downtown and entice visitors to explore Downtown. Gateway signage would be accompanied by attractive landscaping at the corners, further enhancing this important entry point.

See concept renderings on page 4-21

Project Funding Opportunities

- Urban Greening Grant Program
- Developer Fees/Mitigations

Table 5.9 Downtown Gateway - 6th Street Cost Estimate	
Description	Cost
General Construction Site Requirements	\$2,000
Lighting	\$33,000
Planting and Irrigation	\$7,000
<i>Construction Subtotal</i>	<i>\$42,000</i>
<i>Estimate Contingency 25%</i>	<i>\$10,500</i>
Total Anticipated Construction Cost	\$52,500
Gateway Signage Allowance	\$75,000 - \$200,000
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation.	

Pacheco Park

Enhancing a prominent city park and recreational facilities

Project Description

The City is currently seeking community input while working on an update to the Parks Master Plan. The plan will include strategies for improving Pacheco Park by providing additional recreational amenities and community space.

The cost estimate shown in Table 5.10 is based on a previous grant application that sought funding for a comprehensive renovation of Pacheco Park.

See illustration on page 4-17

Project Funding Opportunities

- Statewide Park Program
- Urban Greening Grant Program
- Land and Water Conservation Fund
- Developer Fees/Mitigations

Table 5.10 Pacheco Park Cost Estimate	
Description	Cost
Site Preparation and Grading	\$343,000
Site Utilities	\$212,000
Pavement and Surfacing	\$964,000
Site Features and Fencing	\$1,037,000
Site Structures	\$2,475,000
Planting	\$271,000
Irrigation	\$374,000
Construction Subtotal Total	\$5,553,000
Contingency 20%	\$1,111,000
Bonding (3%)	\$167,000
Mobilization/Demobilization (5%)	\$278,000
Inflation Factor (5% over 2 years)	\$278,000
Construction Total	\$7,386,000
Design Fees (10%)	\$556,000
Construction Management + Fees (10%)	\$556,000
Soft Cost Total	\$1,111,000
Total Anticipated Construction Cost	\$8,496,000
Source: PACHECO PARK: Proposition 68 Grant Estimate, Probable Construction Cost Estimate, O'Dell Engineering, 8/1/2019.	

I Street East Gateway Plaza

A “pavement to parks” greenspace and an inviting gateway to Downtown

Project Description

A new park plaza was identified for Downtown Los Banos at the intersection of Pacheco Boulevard and I Street. A spatial opportunity was created by realigning the existing wide, acute-angled intersection to form a T-shaped intersection. This realignment makes the intersection safer for vehicles and pedestrians.

See concept plan on page 4-15, Figure 4.4

Project Funding Opportunities

- Statewide Park Program
- Land and Water Conservation Fund
- Environmental Enhancement and Mitigation Program
- Urban Greening Grant Program
- Developer Fees/Mitigations

Table 5.11 I Street Pocket Park Cost Estimate	
Description	Cost
General Construction Site Requirements	\$12,000
Clearing and Demolition	\$8,000
Paving	\$233,000
Lighting	\$45,000
Site Furnishings	\$9,000
Planting and Irrigation	\$90,000
<i>Construction Subtotal</i>	<i>\$397,000</i>
<i>Estimate Contingency 25%</i>	<i>\$99,250</i>
Total Anticipated Construction Cost	\$496,250
Gateway Signage Allowance	\$15,000 - \$75,000
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation.	

“Zig-Zag” Bicycle Route

A valuable east-west route linking key destinations

Project Description

This Class III shared route connects the proposed bike path along Pacheco Boulevard to Downtown Los Banos and the Rail Trail by using roadways north of Pacheco Boulevard. The route includes roadways adjacent to Westside Union and Los Banos Elementary Schools.

See diagram on page 4-29, Figure 4.11

Project Funding Opportunities

- Caltrans Active Transportation Program
- City of Los Banos Capital Improvement Program

Table 5.12 “Zig-Zag” Bicycle Route Cost Estimate

Description	Cost
General Construction Site Requirements	\$3,000
Pavement Striping and Signage	\$22,000
<i>Construction Subtotal</i>	<i>\$25,000</i>
<i>Estimate Contingency 25%</i>	<i>\$6,250</i>
Total Anticipated Construction Cost	\$31,250

Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation.

West I Street/Canal Path Pedestrian and Bicycle Improvements

Enhancements to make walking and bicycling more enjoyable

Project Description

This concept provides enhanced connections between the existing Main Canal bike/ped path, SR-152/Pacheco Boulevard, and West I Street. The concept includes two phases, with the possibility of the first phase being a “quick build” near-term project.

Phase 1 includes buffered bike lanes on either side of West I Street, a new crossing for pedestrians and bicyclists across West I Street at the Main Canal, a pathway extension along the main canal west of West I Street, and enhanced crosswalks at the intersection of West I Street and Pacheco Boulevard.

Phase 2 builds upon Phase 1 with a separated two-way cycle track on the west side of West I Street, landscaped buffer between the cycle track and roadway, and signalization at the Canal Path crossing.

See concept diagrams on pages 4-33 and 4-34, Figures 4.18-4.21

Project Funding Opportunities

- Caltrans Active Transportation Program
- Measure V Local Projects
- SB1 Local Streets and Roads Program

Table 5.13 West I Street/Canal Path Ped/Bike Improvements Cost Estimate	
Description	Cost
Phase I	\$71,250
Phase II	\$377,500
Total Anticipated Construction Cost	\$448,750
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation.	

Continued on next page

West I Street/Canal Path Pedestrian and Bicycle Improvements

Continued from previous page

Table 5.14 Phase I Cost Estimate

Description	Cost
General Construction Site Requirements	\$6,000
ADA Ramps	\$10,000
Paving and Striping	\$34,000
Signage and Delineators	\$7,000
<i>Construction Subtotal</i>	<i>\$57,000</i>
<i>Estimate Contingency 25%</i>	<i>\$14,250</i>
Total Anticipated Construction Cost	\$71,250

Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. This estimate does not assume any improvements to the storm drainage infrastructure.

Table 5.15 Phase II Cost Estimate

Description	Cost
General Construction Site Requirements	\$11,000
Paving and Striping	\$33,000
Signalized Pedestrian Crossing	\$60,000
Landscaped Median with Plants	\$198,000
<i>Construction Subtotal</i>	<i>\$302,000</i>
<i>Estimate Contingency 25%</i>	<i>\$75,500</i>
Total Anticipated Construction Cost	\$377,500

Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. This estimate does not assume any improvements to the storm drainage infrastructure.

Mercey Springs Road Pedestrian/Bicycle Crossing Improvements

Creating safe pedestrian and bicycle connections

Project Description

This concept provides a connection from the existing Rail Trail at the northwest corner of the Mercey Springs Road/Pacheco Boulevard intersection to a future paved segment of the Rail Trail to the southeast. The combined crossing for people walking and bicycling across either side of the intersection is shortened by a new “pork chop” island that acts as a refuge and “waiting area”. A curb extension on the south side of Pacheco Boulevard provides added room to accommodate a bike/ped path. New high-visibility crosswalks accommodate pedestrians and bicyclists crossing Pacheco Boulevard and Mercey Springs Road.

Note: This project does not include the future Rail Trail extension, but it does include improvements to the south side of Pacheco Boulevard that will connect the Pacheco/Mercey Springs intersection to the future Rail Trail extension.

See concept diagram on page 4-35, Figure 4.22

Project Funding Opportunities

- Caltrans Active Transportation Program
- Highway Safety Improvement Program
- Measure V Regional Projects
- Measure V Local Projects
- SB1 Local Streets and Roads Program

Table 5.16 Mercey Springs Rd Ped/Bike Crossing Improvements Cost Estimate

Description	Cost
General Construction Site Requirements	\$6,000
Clearing and Demolition	\$1,000
ADA Curb Ramps	\$25,000
Concrete Sidewalk	\$30,000
Pedestrian Refuge Island	\$19,000
Paving and Striping	\$22,000
Planting and Irrigation	\$67,000
<i>Construction Subtotal</i>	<i>\$170,000</i>
<i>Estimate Contingency 25%</i>	<i>\$42,500</i>
Total Anticipated Construction Cost	\$212,500
Note: All costs are expressed in 2020 dollars, without adjusting for speculative future inflation. This estimate does not assume any improvements to the storm drainage infrastructure.	

Opportunities to Consolidate or Phase Implementation Packages

Below are strategies the City of Los Banos may want to move forward with in terms of pursuing funding for the construction of implementation packages recommended in the Pacheco Boulevard Complete Streets Plan.

- **Secure local funds before pursuing funding for higher-cost infrastructure improvements.** In most instances, it would benefit the City of Los Banos to secure local funds whether that be through developer mitigation or miscellaneous impact fees, committing Measure V local or regional funds, or dedicating a portion of CIP funding before pursuing competitive grant funds for larger-scale infrastructure projects. This allows the City of Los Banos to provide a local match for grant sources that require it and reflects positively on grant agencies that the City is committed to advance the projects it is requesting funding for.
- **Consolidate some or all of the following projects into one grant submittal:**
 - Downtown Zone Overall Pedestrian Safety Improvements
 - 9th Street Enhanced Pedestrian and Traffic Safety Improvements
 - Downtown Zone Street Lighting Improvements
 - Zig-Zag Bicycle Route
 - Mercey Springs Pedestrian/Bicycle Crossing Improvements
 - West I Street/Canal Path Path/Bikeway Improvements (Phase 1 or Phase 2)

- Consolidating pedestrian improvements, traffic safety improvements, and some bicycle improvements along and around the Pacheco Boulevard corridor into one grant submittal (totaling just under \$5 million dollars in improvements) may allow for a more competitive grant application and faster opportunity to implement improvements. If the City of Los Banos decides to pursue this opportunity, it would be recommended that the City pursue a Medium Infrastructure Caltrans Active Transportation Program grant application, as this application category in the ATP program regularly funds projects in the \$4-7 million dollar range.

- **Consolidate the following three projects into one grant submittal:**

- Downtown Zone Overall Pedestrian Safety Improvements
- 9th Street Enhanced Pedestrian and Traffic Safety Improvements
- Mercey Springs Pedestrian/Bicycle Crossing Improvements

A similar strategy to the one mentioned above would be for the City to focus submission on just the pedestrian improvements, traffic safety improvements, and bicycle crossing improvements proposed for Pacheco Boulevard (Projects 1A, 1B, and 8) under the Highway Safety Improvement Program, totaling approximately \$2.8 million dollars in improvements. If pursuing this opportunity, it is required in the HSIP program that the City obtain local match funding from sources such as the City's CIP program, developer mitigation fees, or Measure V local funds.

Caltrans Coordination

The California Department of Transportation (Caltrans) is responsible for maintaining and operating the State Highway System, including State Route 152 (Pacheco Boulevard). Caltrans Freeway and Highway Operations department supports the concepts and strategies of the Plan Concept on SR-152 (Pacheco Boulevard) between the Merced College Entrance and Ward Road in Los Banos. These proposed Complete Streets concepts and strategies would support Caltrans' goals of promoting transportation safety for all road users and community health within the State Highway System through active transportation. However, Caltrans will ensure the proposed improvements provide safe access to all modes of transportation such as pedestrians, bicyclists, vehicles, buses and trucks.

The park concepts proposed for Wolfsen Park, Flagpole Park and I Street Park Plaza are located at major signalized intersections along Pacheco Boulevard. As these concepts further develop, off-tracking analysis will need to be done for areas where the curb/bulb outs are proposed. The refined project plans will need to confirm that design vehicles such as bus and trucks make safe turns without crossing the opposing lanes or run over the curb/sidewalk or fixed objects.

In addition, coordination with Caltrans Traffic Safety Engineering department will be needed to verify the locations of any proposed new crosswalks and ADA curb ramps.

Any work within the State's right-of-way will require an encroachment permit from Caltrans and must be done to Caltrans engineering and environmental standards. Caltrans does not commit at this time to funding permitting, engineering, or implementation costs of any of these proposed improvements. The conditions of approval and the requirements for the encroachment permit are issued at the sole discretion of the Permits Office.

Funding

This section includes a detailed description of federal, State, regional, and local funding opportunities that various implementation packages along Pacheco Boulevard may be eligible for, as well as the frequency of funding cycles and typical size of funded projects. This section also provides an outline detailing typical requirements that City agencies must include as part of applying for grant funding based on specific grant programs.

Infrastructure grants typically fund the following items:

- **Preliminary Engineering / Final Design / Pre-Construction.** Includes environmental studies and permits (PA-ED), as well as preparation of plans, specifications, and estimates (PS&E). In the Urban Greening Grant, they require that no more than 25 percent of total project costs go to pre-construction. While the ATP and HSIP grants have no set guidelines, it is generally assumed that pre-construction costs should stay within 25 percent of total project costs from those funding sources as well.
- **Right-of-Way.** Includes engineering, appraisal, and acquisition. For the HSIP grant, right-of-way costs are required to stay within 10 percent of total construction costs. For the Urban Greening Grant, staff costs associated with right-of-way tasks can be no more than \$10,000 of the total project budget.
- **Construction.** Includes construction engineering and construction of the project. Project proponents will be responsible for developing plans for traffic control and potential detours during construction, and for community engagement to let road users and nearby businesses know about potential construction impacts well ahead of time.

Potential Funding Sources

Land and Water Conservation Fund

This program provides federal support for the acquisition and development of outdoor recreation space, with grant cycles typically occurring on an annual basis. The last grant cycle had \$40 million in funding available nationwide, with workshops occurring in September and October 2019 and applications due on April 6, 2020. Awards from the previous grant cycles in California averaged \$518,000, with the most recent grant cycle encouraging agencies to submit projects up to \$6 million dollars. Submissions requiring acquisitions were considered the highest priority in the most recent grant cycle.

Environmental Enhancement and Mitigation (EEM) Grant Program

This program is a State fund established by the Legislature and managed by the California Natural Resources Agency to fund beautification improvements to roadsides to mitigate the effects of transportation projects. It offers funding to local, State, and federal governmental agencies and to nonprofit organizations for projects to mitigate the environmental impacts caused by new or modified public transportation facilities. Grant cycles are released annually, with approximately \$7 million dollars in available funding in an average funding cycle, with the average project awarded \$467,000. While the upcoming cycle was planned for release in early 2020, it has been delayed to January 2021 due to the impacts of COVID-19. Past cycles have allowed grant application submittals of up to \$1 million dollars for projects that required acquisition of properties. A 25 percent local match is required for all application submissions.

Statewide Park Program

Currently funded through the passage of Proposition 68, this grant program is managed through the California Department of Parks and Recreation Office of Grants and Local Services. The program typically funds the creation of new parks, expanding an existing park, or renovating an existing park. The program requires the creation of at least one active or passive recreation feature, with a preference of funding parks with multiple recreation features. The most recent cycle for this grant program was released in July 2020, with applications due in December 2020 with \$395 million dollars of funding available. The minimum budget requirement for projects under the current grant cycle is \$200,000 with the maximum funding at \$8.5 million dollars. No local match is required, and funding is prioritized to communities that contain under 3 acres of parkland per 1,000 residents and are below the state's median household income, which applicants are required to verify through the Parks for California Community FactFinder website.¹ According to this website, the entire Pacheco Boulevard corridor contains household incomes lower than the statewide median, and portions of the corridor (west of Ortigalita Road and east of Place Road) also contain under 3 acres of parkland per 1,000 people. While grant cycles are based on the California Department of Parks and Recreation securing a funding source, past cycles have typically been released on an annual basis or once every other year.

SB 1

Also known as the Road Repair and Accountability Act of 2017, it was signed into law on April 28, 2017, and will allocate \$5 billion annually, and up to \$54 billion statewide by 2027, to fix freeways, roads, and bridges and to improve transit, pedestrian safety, and bicyclist safety. Half of the money will go to local investments. Revenue comes from a gas tax, diesel tax increases, a new vehicle registration fee, as well as one-time loan repayments. SB 1 revenue allocations are divided into a number of formula

¹ www.parkforcalifornia.org/communities

and competitive programs for State and local use, covering transportation planning efforts, freight rail, transit operations, congestion relief, and more. SB 1 could generate as much as \$11 million for Los Banos between 2017 and 2027. Specific sources of funding from SB 1 that may fund projects along Pacheco Boulevard are described further below.

Caltrans Active Transportation Program (ATP)

The California Active Transportation Program was created in 2013 and consolidated existing federal and State transportation programs, including the Transportation Alternatives Program (TAP), the Bicycle Transportation Account (BTA), as well as federal and State Safe Routes to School programs (SRTS). In 2017, an additional infusion of funding was committed to the program through SB1 funding sources, adding approximately \$100 million per every ATP grant cycle. The ATP provides a key source of funding for cities, counties, and regional transportation agencies for bike lanes, pedestrian paths, multi-use paths, sidewalks, Safe Routes to Schools, and other projects that help reduce reliance on cars. The Caltrans ATP Cycle 5 Call for Projects was released in May 2020, with \$440 million in grant funding available for bicycle, pedestrian, and multi-modal trail projects, with applications due on September 15, 2020. The ATP has grant cycles that occur every other year, with the next grant cycle anticipated for Spring 2022. Based on past grant cycles, the average award for projects in the ATP program is just under \$2 million dollars. However, it is not uncommon for the ATP program to award \$10 million dollars of funding for individual projects. Projects that are within or directly connect to disadvantaged communities as defined by CalEnviroScreen 3.0 are prioritized to receive funding, which applies to all projects discussed in the Pacheco Boulevard Complete Streets Plan. It is expected in the next grant cycle that Caltrans will require agencies to have an adopted Active Transportation Plan or similar document prior to pursuing ATP funds.

Local Streets and Roads Program (LSRP)

SB 1 dedicates approximately \$1.5 billion per year in new formula revenues to cities and counties for basic road maintenance, rehabilitation, and critical safety projects on the local streets and roads system. To be eligible for funding, cities and counties must submit a list of proposed projects to the California Transportation Commission (CTC) by May 1st, with the CTC adopting a list of eligible projects by August 1st of each year. LSRP-funded projects require an expenditure report to be submitted to the CTC by October 1st annually for any LSRP-funded project. This report includes a project description, location, amount of funds expended, and estimated useful life of improvements constructed with program funding. LSRP funding is available for road maintenance and rehabilitation, safety projects, complete streets components (including active transportation purposes, pedestrian and bicycle safety projects, and multi-modal transit facilities in conjunction with any other allowable project), and traffic control devices. During the first year of the LSRP program, 537 cities and counties received eligibility for their share of roughly \$386 million to be distributed by formula, resulting in an average of around \$700,000 awarded to each jurisdiction.

California Natural Resources Agency Urban Greening Grant Program

The Urban Greening Program is intended to fund projects that reduce greenhouse gases by sequestering carbon, decreasing energy consumption and reducing vehicle miles traveled, while also transforming the built environment into places that are more sustainable, enjoyable, and effective in creating healthy and vibrant communities. Examples of eligible urban greening projects include green streets, alleyways, and non-motorized urban trails that provide safe routes for travel between residences, workplaces, commercial centers, and schools. While the California Natural Resources Agency's Urban Greening grant cycles are irregular and dependent on securing a funding source, in recent years the grant has

been offered on an annual basis. The most recent grant cycle offered \$28.5 million in funding, with applications due on July 15, 2020, with no maximum limit on funds awarded to an individual project. Total funding offered in the grant program through previous cycles range from \$25 million to \$80 million, with the average grant award at \$2 million dollars for an individual project. Like the Caltrans Active Transportation Program, the Urban Greening Grant Program prioritizes the award of grant funds to disadvantaged communities.

Highway Safety Improvement Program (HSIP)

This program helps fund projects that reduce fatalities and serious injuries on all public roads, with a focus on funding safety improvements along state-designated highways. The program is data-driven and requires records such as crash experience (data that has already been collected to identify intersections with potential for improved safety), crash potential (further refined data to identify locations with high-risk roadway characteristics), and crash rates. A portion of HSIP funds are set aside for distribution to local government agencies through a competitive application process. Caltrans typically issues a call for projects on a biennial basis. Approved projects are submitted to the applicant's respective Metropolitan Planning Organization (MPO) for inclusion in the FTIP and funds are dispersed accordingly. The minimum funding amount is \$100,000. The average amount awarded to projects in recent grant cycles was approximately \$900,000. The current HSIP grant cycle has \$220 million available in funding, with applications due in November 2020. It is anticipated that the next grant cycle will be released in Spring 2022. Caltrans has announced that the next HSIP grant cycle will require agencies to conduct a Local Road Safety Plan prior to pursuing HSIP funds.

Measure V

In November 2016, Merced County voters passed Measure V, which adopted a half-cent sales tax that will remain in place for 30 years. Measure V is expected to generate \$15 million each year to fund transportation projects. The voter-approved expenditure plan for Measure V allows for improvements along Pacheco Boulevard.

Regional Projects

Regional projects west of the San Joaquin River (17 percent of funds) are defined as projects that benefit more than one jurisdiction or the County as a whole. Examples include improvements to State highways or regional roads, passenger rail projects, or regional trails. Regional projects must be listed in the RTP, which include complete streets improvements in Downtown Los Banos. Over the next 30 years, Measure V is projected to provide \$77 million dollars of transportation funding for west side regional projects.

Local Projects

Local projects (50 percent of funds) are to be used for projects identified and prioritized by cities and Merced County. Projects could include pot-hole repair, road rehabilitation, sidewalks, and Safe Routes to School improvements. At least 20 percent of the funds the City receives must be used for projects that support alternatives to driving alone: new bike lanes, sidewalk improvements, crosswalks, ridesharing programs, or improvements to mobility for people with disabilities. Each City and the County will receive a percentage of funds based on a formula combining population and roadway miles. Over the 30-year life of the sales tax, Measure V local funding is projected to provide the City of Los Banos with over \$23 million dollars in transportation improvements. The Los Banos City Council will authorize use of Local Project funds within Los Banos.

City of Los Banos Capital Improvement Program (CIP)

Projects selected for funding through the CIP program are lower cost projects that are relatively easy to implement (e.g., striping improvements, signage and sharrow treatments).

Developer Fees/Mitigations

Projects located in areas where new development is likely along Pacheco Boulevard or redevelopment of existing buildings may be fully or partially funded by developer contributions through a condition of approval. Funds collected in this manner are not likely to cover the entire cost of a segment improvement and will need additional funding from other sources in this list.

Developing Successful Grant Applications

While funding agencies frequently update grant guidelines, requirements, and individual applications for each funding program's cycle, there are several items that are commonly required in competitive grant applications for pedestrian, bicycle, and multi-use trail infrastructure. Key items to accomplish prior to the submittal of a typical transportation infrastructure grant application are listed below. Note that descriptions are based on Caltrans ATP, Caltrans HSIP, and Urban Greening grant applications in prior funding cycles for reference, and grant application requirements for sources listed in this Plan are subject to change.

- **Resolution from Agency Supporting Project.** A resolution is required for the Urban Greening Grant application, but not required for Caltrans ATP or HSIP applications.
- **Disadvantaged Community Analysis.** Typically, funding agencies prioritize or require funds to be distributed to areas that are considered to be socioeconomically or environmentally "disadvantaged." The most common formulas used include the top 25 percent of CalEnviroScreen

3.0 Census Tracts, Median Incomes that are lower than 80 percent of the statewide average, or if 75 percent of students in project area qualify for free/reduced lunches. According to the CalEnviroScreen 3.0 SB 535 Disadvantaged Communities website², the entire north side of the Pacheco Boulevard corridor is considered "disadvantaged" while the southern side of the corridor east of Mercey Springs Road is considered "disadvantaged". Assessment of disadvantaged communities are required for Caltrans ATP and Urban Greening Grant applications, but not required for Caltrans HSIP applications.

- **Cost-Benefit Analysis.** This analysis is required for all Urban Greening Grant applications and HSIP grant applications as well as Caltrans ATP grant applications requesting over \$7 million dollars in funding.
- **Statement of Project Need.** This statement is required on most competitive grant applications. Most statements of project need require a short project title (less than 200 characters), followed by an executive-level project description (200 words or less), and a longer statement of need (500-1,000 words).
- **Cost Estimate.** A preliminary estimate is required for most infrastructure project applications, with costs often separated into preliminary engineering with Project Approval for Project Report and environmental document (PA&ED); final design with plan, specification, and estimate (PS&E) and right-of-way acquisition; and construction (CON). Caltrans ATP applications require that such estimates be prepared by a registered engineer licensed in the State of California.
- **Collision Statistics in Project Area.** Required on Caltrans ATP and HSIP applications, not required for Urban Greening Grant applications.
- **Bicycle and Pedestrian Counts in Project Area.** Required on Caltrans ATP applications, not required for Urban Greening Grant applications.

² <https://oehha.ca.gov/calenviroscreen/sb535>

- **Community Outreach.** Documentation of outreach may include a brief written description of outreach conducted, sign-in sheets, images of events, and promotional materials of events. Documentation of outreach is recommended for most competitive grant applications and is required on Caltrans ATP and Urban Greening Grant applications while optional for the HSIP application.
- **Letters of Support.** Recommended for most competitive grant applications and required on the Caltrans ATP and Urban Greening Grant applications, optional for the HSIP application.

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