

**COVINA  
GENERAL PLAN  
CIRCULATION  
ELEMENT**



**PREPARED BY  
COVINA COMMUNITY DEVELOPMENT DEPARTMENT,  
PLANNING DIVISION STAFF**

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## EXECUTIVE SUMMARY

The Circulation Element is a plan concerning primarily the movement of people and goods. A city's circulation and transportation systems, which include all modes of travel, determine how and to what degree a city can be accessed, navigated, and departed. These systems therefore play an important role in shaping the community's overall structure and form and are critical to the functioning of the local entity as well as surrounding region. Considering that Covina is a small, Los Angeles-area (23 miles east of downtown Los Angeles) suburban municipality, automobiles, buses, and trucks are and will continue to be the most important components of the existing circulation system, though a recently started-up regional-oriented commuter rail line that traverses and stops in the community diversifies the City's viable transportation options.

The entire contents of this Circulation Element are based on requirements of Section 65302(b) of the California Government Code and on provisions of the State Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their circulation and transportation issues in a manner tailored to local conditions and circumstances. State planning law also calls for this Element to address the circulation of sewage, storm drainage, water, energy, and communications. And it is noted that the Circulation Element of the General Plan is closely associated to the chapter on Land Use, which focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a strong tie to the Land Use Element because, again under law, the provisions of this Circulation chapter must be consistent with and support the underlying land use development scenario. The Circulation Element has been organized and prepared in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified, economic base. Although the community is almost entirely built-out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat and organized upon a typical network of intersecting and intercepting straight streets, though has a hilly enclave in the southeastern area (Covina Hills) with many curvilinear roads. In addition, the City contains a historic downtown that is the social and economic focus of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

The Covina Circulation Element is divided into eight chapters. The first chapter introduces and presents general information on the Circulation Element process, as mentioned above, as well as on below-described Element contents.

In section number two, the key existing circulation/transportation issues that have been ascertained by the City are listed. Issues are important because they clarify matters warranting attention and help shape the subsequent goal and policies and the Circulation/Infrastructure Plan. Some of the salient issues include: 1) maintaining the community's aging infrastructure, particularly deteriorating streets, and conducting necessary improvements to accommodate future growth; 2) conducting needed traffic circulation improvements and congestion mitigation measures, such as traffic signal synchronization, also to accommodate future growth; and 3) maintaining local transportation programs and ensuring that regional-oriented bus and commuter train networks best serve Covina.

The third chapter discusses and analyzes Covina's infrastructure and transportation systems, which, as required under law, cover a wide range of areas, including: 1) major thoroughfares and transportation routes; 2) transportation

terminals; 3) city transportation programs; 4) parking facilities; 5) transportation demand management; 6) transportation system management; 7) sewer and storm drainage systems; 8) local public utilities and facilities; and 9) improvement and enhancement funding. Streets and highways, which come under the first area (Major Thoroughfares and Transportation Routes), constitute the focus of this chapter. It is stated that the City of Covina is supported by a network of streets that is substantially developed and that vary in size, traffic volume, and function. Some of the larger streets have sections or stretches that have not been widened or improved to full width and/or specifications. This area of discussion analyzes streets in terms of traffic volume and traffic flow quality (or "level of service"), two common street utilization descriptors, for both present and future (i.e., General Plan build-out or 2010) periods. Level of service varies from category "A" (the best traffic conditions) to "F" (the worst traffic conditions—characterized by excessive congestion). Because of the long-term nature of the General Plan implementation process, the "future" scenario, which is based on Land Use Element-described estimated growth, is the crux of the issue. Projected development and redevelopment activities are also summarized in the accompanying, below-mentioned Circulation Element Technical Appendix and discussed from a traffic-impact standpoint through the application of generally accepted "trip generation" standards and methodology. The major roads that are expected to have the highest traffic volumes and worst congestion or levels of service (i.e., "E" or "F") are presented by general street direction (i.e., north-to-south and east-to-west). Applicable north-south oriented streets include Lark Ellen, Azusa, Citrus, Barranca, and Grand Avenues; the appurtenant east-west running roads are Arrow Highway, San Bernardino Road, and Badillo Street. These significant though deficient streets are actually analyzed by particular roadway segment. The traffic-increasing impacts of growth and intensification in as well as around Covina (which the Element process also considers) will be dispersed in various areas of the City. Because of their direct linkages to the northerly Foothill Freeway and southerly San Bernardino Freeway (a small portion of which passes through Covina), the north-south directed thoroughfares tend to and will continue to have greater traffic levels than the east-west running streets. To address what would be the most impacted major streets and to best handle the increasing traffic in the City, the Element lists possible mitigation measures. The four primary suggested actions call for: 1) analyzing at peak hours specific intersections along the problematic streets, 2) adding a third through lane in each direction on certain (previously-designated) primary arterials, 3) adding a raised median to particular four-lane (previously-designated) secondary arterials, and 4) completing various portions of certain major roads currently deficient in design, particularly width.

Other key topics that fall under the third chapter include truck routes, of which many major streets are so designated and are intended to serve businesses and to protect residential areas, and bus routes, which constitute the primary paths of public transportation in the area and are located throughout the community. There is a regional-oriented transit hub or major bus station at the Eastland Mall in West Covina, and a portion of the facility, on the northern side of Workman Avenue, lies within Covina. Also discussed here are bicycle and pedestrian routes and the Metrolink Commuter Rail Line. The east-west running Metrolink Rail Line is part of metropolitan Los Angeles's new, expanding commuter rail network, which, since its opening in 1992, has been playing an increasing role in serving the transportation needs of Covina and surrounding communities. And the City is fortunate to have a Metrolink Station in the community (just east of Citrus Avenue). In addition, freight trains utilize the tracks during the late evening and early morning hours to serve industrial users. Chapter three concludes with sections on City transportation programs, parking facilities, particularly with respect to the unique downtown, Transportation Demand Management (TDM) and Transportation System Management (TSM) measures, sewer and storm drainage systems, local public utilities and facilities, and funding various needed or desirable improvements and enhancements. It is noted that the facts and information presented in this third chapter of the Circulation Element have been combined with the previous section, Overview of Key Existing Issues, to form the following or fourth chapter on the Element's goal and policies.

The goal and policies are important in the circulation/transportation planning process because they supplement and serve as the primary basis for the Element's key Circulation/Infrastructure Plan, presented in the subsequent chapter, and therefore function in a direction-setting capacity and as a foundation for evaluating and making decisions and conducting actions on private developments and public projects. A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In applying the two terms to Covina in the fourth section, one



goal and several policies are utilized. The Circulation Element goal is:

A well-balanced infrastructure system and related circulation network that provide functional, viable, safe, efficient, economical, and attractive transportation, movement, and transmission and applicable services for current and future Covina residents, employers, workers, business patrons and service recipients, visitors, and passers-by.

The policies are listed within a framework relative to the following six topical areas:

1. Maintenance and improvement of public rights-of-way and related infrastructure to accommodate future growth.
2. Public transit and transportation programs.
3. Downtown Covina.
4. Sewer, storm drainage, and public utilities and related systems.
5. General circulation and infrastructure matters.
6. Funding.

Key policies call for the City to sustain a network of public streets, under an appropriate classification system, that enables the City to accommodate future moderate growth and revitalization and that will preserve the community's low-rise character; to maintain and, where possible, enhance streets that are aging and/or deficient in design; to perform various traffic circulation improvements and congestion mitigation measures, such as focused roadway segment and intersection analyses, lane additions via street restriping and/or widening, median installation, and traffic signal synchronization; and, where necessary and feasible, to more thoroughly study and consider enhancements to downtown circulation and parking that respect the unique character of the district and consider mixed use developments therein via "urban village" or livable cities concepts that reduce vehicular trips. In addition, the City would maintain local transportation programs and activities; ensure that regional-oriented bus and commuter train networks best serve and most reasonably operate in Covina; and best link the Metrolink Commuter Train Station to other local-serving transportation networks as well as to ongoing downtown Covina revitalization and economic development activities. Furthermore, Circulation Element policies state that the City will ensure that adequate access, circulation, maneuverability, and parking standards are utilized to facilitate safety and functionality with respect to both public and private developments and areas; ensure the continued maintenance and adequacy of and, where necessary, improvements to Covina's storm drainage, water supply, and sewage disposal systems to accommodate future growth and redevelopment; and handle the needed street and related infrastructure and circulation improvements with appropriate funding and on a viable, prioritized, and cost-effective basis.

Section number five discusses the Circulation/Infrastructure Plan, which, along with the goal and policies, serves as the backbone of the Circulation Element. This Plan indicates the location and functional classification and accompanying standards of the various roadways that transport primarily cars, buses, and trucks through and within Covina. The Metrolink Commuter Railroad Line and various flood-control channels have also been included in the Plan's seven-category hierarchy, which is as follows:

1. Freeway
2. Primary Arterial Street

3. Secondary Arterial Street
4. Collector Street\*
5. Local Street
6. Railroad Line
7. Flood Control Channel

\*Note: this category includes Citrus Avenue in the downtown. Circulation Element policy calls for further analysis of the unique characteristics of the street within a framework that balances traffic/circulation matters and business/economic development needs.

Chapter V concludes with tables that illustrate the specific design standards for the public streets. The Circulation/Infrastructure Plan is illustrated on the Land Use Map of the Land Use Element, which has been done in accordance with State general plan preparation guidelines and underscores the inextricable relationship between circulation and land use. Generally, future travel demands are directly related to future land uses. When changes are made in the type and/or density of land use, travel demand changes accordingly. Conversely, any modification to the circulation system impacts some aspect of land use.

Section number VI discusses the Circulation Element's relation to and consistency with other General Plan chapters. The Circulation Element is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is, as previously stated, a close tie to the Land Use Element because, under law, the circulation and transportation networks and facilities of this Circulation chapter must be consistent with and support the underlying land use development scenario or Land Use Plan. In addition, California planning law specifies that the Circulation Element must be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. The City of Covina has met this consistency requirement by updating all General Plan Elements simultaneously, including utilizing one common data and information base and cross-checking all goals, policies, and plans/implementation measures among the various Elements. This inter-Element consistency will also ensure that implementation of the Circulation and all other Elements will realize the same results. In addition, if the Circulation Element is amended in the future, the City will verify that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity.

The seventh chapter lists the various measures that the City has undertaken to guide citizen participation in the General Plan update process. These items include questionnaires; public forums; cable television segments; and flyers, press releases, and articles. In addition, City staff received numerous citizen and business comments on the phone, at the public counter, and in the course of site-specific project reviews and met with and elicited the views of various City advisory bodies involved with circulation/infrastructure and transportation issues. Public comments elicited from the measures were carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the circulation/transportation issues and, therefore, in developing the applicable goal, policies, and Circulation/Infrastructure Plan. State planning law places a strong emphasis on citizen participation in the General Plan preparation as well as implementation and amendment processes.

The eighth and final chapter discusses monitoring Circulation Element implementation, which is also a State requirement and is important to ensure that the Element fulfills its primary purpose of maintaining and, where necessary, improving Covina's circulation/infrastructure network and facilities. The City will fulfill its obligation to monitor implementation by preparing a State-required annual report on this matter to the Planning Commission and City Council. Any identified underutilized policies or provisions will be adequately handled and problems or deficiencies will be carefully studied

and appropriately managed to ensure that the desired Circulation Element goal is met. Because the Circulation Element is, as previously stated, a prominent chapter and closely tied to the central Land Use Element, monitoring is particularly relevant here.

Much of the background information and facts and analysis of data for this Element appear in the accompanying Covina Traffic and Circulation Report, a compilation of the City's existing street conditions, traffic volumes, and public transportation resources, projected traffic increases, and recommended, traffic-accommodating roadway improvements. Though separate the Traffic and Circulation Report or Technical Appendix is legally part of the Circulation Element process. It is believed that this two-document organization best addresses applicable planning statutes and policies as well as local conditions and needs.

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## **I. INTRODUCTION/BACKGROUND**

The Circulation Element is a plan concerning primarily the movement of people and goods. A city's circulation and transportation systems play an important role in shaping the community's overall structure and form and are critical to the functioning of the local entity as well as surrounding region. Circulation and transportation systems, which include all modes of travel, determine how and to what degree a city can be accessed, navigated, and departed and how efficiently goods and services can be moved throughout the community. In other words, quality of life and economic activity are substantially degraded by inadequate circulation and excessive congestion. But on the other hand, development of too extensive a circulation/transportation system places a substantial economic and social burden on a locality. Therefore, it is appropriate for a circulation element to provide for adequate, safe circulation and transportation networks and facilities that meet present and future growth-generated needs at an affordable economic and social cost. These networks/facilities include freeways and surface streets for automobiles, trucks, buses, and bicycles, rail lines, and pedestrian routes. Because Covina is a small, Los Angeles-area suburban municipality, automobiles, buses, and trucks are and will continue to be the most important components of the existing circulation system, though a regional-serving commuter rail line traversing the community recently opened and will likely increase in ridership in the years ahead. This Element also addresses the circulation of sewage, storm drainage, water, energy, and communications.

The Circulation Element of the General Plan is most closely associated to the chapter on Land Use, which focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a strong tie to the Land Use Element because, under State law, the provisions of this Circulation chapter must be consistent with and support the underlying land use development scenario. Conversely, the Land Use Element must reflect and conform to the Circulation chapter's goal, policies, and Circulation/Infrastructure Plan.

Much of the circulation- and transportation-related background information and facts and analysis of data for this Element appear in the accompanying Covina Traffic and Circulation Report, a compilation of the City's existing street conditions, traffic volumes, and public transportation resources, projected traffic increases, and recommended, traffic-accommodating roadway improvements. Though separate, the Traffic and Circulation Report or Technical Appendix is legally part of the Circulation Element process. Many topics in the Element are referenced and detailed in the Appendix, a format that minimizes redundancies and facilitates Circulation Element implementation by emphasizing and clarifying the goal, policies, and Circulation Plan, the most important components. It is believed that this two-document organization best addresses applicable State and regional circulation and transportation statutes, goals, and policies as well as local conditions and needs.

The Covina Circulation Element is divided into eight chapters. Following this Background chapter, the second section presents an overview of Covina's key existing circulation/transportation issues, as ascertained by the City based on particular trends and characteristics as well as citizen input. The third area describes the infrastructure and transportation systems, with a great deal of reference made to the accompanying Technical Appendix. Section number four presents the goal and policies, an important component that bridges the gap between where the City is and what type of community it wishes to become. The fifth chapter describes the Circulation/Infrastructure Plan, a key area that supplements and ensures fruition of the goal and policies. Sections six, seven, and eight conclude the Circulation Element by discussing, respectively, the relation to and consistency with other General Plan chapters, citizen participation in Element formation, and monitoring Circulation Element implementation.

The entire contents of the Circulation Element are based on State planning law requirements (Section 65302(b) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their circulation and transportation

issues in a manner tailored to local conditions and circumstances. The Covina Circulation Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most complete and logical as well as best suited for carrying out planning activities and accommodating future growth and revitalization.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified, economic base. Although the community is almost entirely built-out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat and organized upon a typical network of intersecting and intercepting straight streets, though has a hilly enclave in the southeastern area (Covina Hills) with many curvilinear roads. In addition, the City contains a historic downtown that is the social and economic focus of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

## **II. OVERVIEW OF KEY EXISTING CIRCULATION/TRANSPORTATION ISSUES**

### **A. General**

This chapter lists the key existing Covina circulation/transportation issues, which have been ascertained by the City, based on Covina's overall circulation- and transportation-related facts, trends, characteristics, and citizen input (see Chapter VII for clarification). Issues are important because they clarify key circulation/transportation matters warranting attention and because, along with a detailed description and assessment of infrastructure and transportation systems (the following chapter), issues form the basis for the below-described goal and policies and the Circulation/Infrastructure Plan. Refer to the accompanying Technical Appendix and to Chapter III for clarification on these issues and needs and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

### **B. Key Existing Circulation/Transportation Issues**

The circulation and transportation issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Maintaining the community's aging infrastructure, particularly deteriorating streets.
2. Conducting necessary improvements, such as concerning roads deficient in width, to accommodate future growth.
3. Conducting needed traffic circulation improvements and congestion mitigation measures, such as traffic signal synchronization, also to accommodate future growth.
4. Handling needed street and related infrastructure and circulation improvements on a viable, prioritized, and cost effective basis.
5. Considering making certain major streets six lanes to ease increasing traffic congestion and, if undertaken, deciding the most practical approach to convert the roads.
6. Considering adding raised medians to particular submajor streets to ease increasing traffic congestion, and, if undertaken, deciding the most practical approach to add the medians.
7. Directing through traffic and heavy truck traffic away from local, residential-oriented streets.
8. Conducting in the future focused traffic and circulation studies for special areas and situations, such as Citrus Avenue, San Bernardino Road, and Badillo Street in the downtown.
9. Ensuring that streets and infrastructure continue to accommodate public transportation routes and stops.
10. Maintaining and improving local transportation programs.
11. Through liaison efforts, ensuring that regional-oriented buses and the Metrolink Commuter Rail Station adequately serve Covina.
12. Maintaining the Metrolink Commuter Rail Station, recognizing all its existing and potential positive impacts, best linking the station to ongoing downtown revitalization efforts, and considering whether to improve and/or expand the facility.



13. Ensuring that noises, vibrations, and other environmental disturbances resulting from the Metrolink system and other public transportation networks are minimized through appropriate, viable operational procedures and/or mitigation measures.
14. Maintaining and considering enhancements to downtown traffic, circulation, parking, and pedestrian movement and safety.
15. Maintaining and continuing to accommodate vibrant and quality retail activities and mixed uses in the downtown to reduce vehicle trips, to facilitate pedestrian movement, and to bolster overall district vitality but without overburdening parking, traffic, and circulation.
16. Ensuring, through direct or liaison efforts, the continued maintenance and adequacy of Covina sewage disposal and storm drainage systems.
17. Ensuring, through direct or liaison efforts, the continued adequacy of Covina's public utility and communication services.
18. Continuing to reasonably follow applicable portions of Federal, State, regional, and County transportation plans promoting traffic congestion mitigation and air pollution reduction.
19. Reconciling Covina's circulation and transportation needs with those of the overall region.
20. Ensuring that the community's street network, circulation systems, and overall infrastructure will preserve Covina's low-rise character, protect residential neighborhoods, bolster citywide economic development and beautification, best facilitate movement of goods and materials, and enhance the City's image, character, and quality of life.
21. Ensuring that existing and future street and overall infrastructure maintenance and improvement funding sources are viable, recurring, and stable and that existing appropriate mechanisms, entities, and inter-jurisdictional agreements are retained.
22. Accommodating safe pedestrian circulation in both public and private areas, particularly with respect to the disabled.
23. Committing to follow various General Plan/Circulation Element implementation tools, including the Zoning Ordinance and Design Guidelines, Subdivision Ordinance, and Capital Improvement Program.

### **III. INFRASTRUCTURE AND TRANSPORTATION SYSTEMS**

#### **A. Major Thoroughfares and Transportation Routes**

##### **1. Streets and Highways**

###### **a. General information, street types, and street characteristics and amenities**

The City of Covina and accompanying County islands are supported by a network of predominately linear streets that vary in size, traffic volume, and function. The street system was established when the community was originally founded in the late 1800s and improved and expanded over the years to accommodate more and more growth, particularly during the post-World War II building boom period (late 1940s through '60s). Today, the street system, like the remainder of Covina, is substantially developed—or the locations of streets are generally fixed.

Figure 2 of the accompanying Technical Appendix shows Covina's larger or arterial public streets. Presently, all public roads (i.e., these streets and the small, local roads, which are not illustrated) total 109 linear miles. Many of the larger, more heavily traveled streets were originally developed at less-than-full width and were widened incrementally as properties developed, redeveloped, or intensified and/or as public funding was made available. As a result, many streets today have sections or stretches that are deficient in width and/or improvement. In other words, one or more traffic lanes and sidewalks and/or curbs and gutters may be missing. The best examples of this situation would be San Bernardino Road and Badillo Street in the downtown and Puente and Workman Streets in the southern portion of the community.

The previous Circulation Element and related documents classified the streets of Covina according to four types: 1) freeways, 2) primary arterial streets, 3) secondary arterial streets, and 4) collector and local streets. (THIS IS NOT THE STREET HIERARCHY FOR THE REVISED ELEMENT. SEE CHAPTER V BELOW FOR CLARIFICATION). Freeways, being designed to serve regional and national transportation needs, typically have four or more lanes in each direction with limited access at one-mile or greater intervals and carry high volumes of traffic. A portion of the San Bernardino Freeway (Interstate 10) lies in the southeastern portion of the community. Other nearby Freeways that indirectly serve Covina are the Foothill Freeway (Interstate 210, which is 2 1/2 miles to the north), the San Gabriel River Freeway (Interstate 605, about 4 miles to the west), and the Orange Freeway (both Interstate 210 and State Highway 57, which is slightly over 1 mile to the east).

Primary arterial streets, moreover, are designed to serve as the principal streets traversing the community. They serve both local and regional transportation needs and must be designed to safely carry high volumes of traffic while providing access to adjacent properties. The current City standard for primary arterial streets calls for a 100-foot wide right-of-way with two lanes in each direction separated by a median island.

In addition, the secondary arterial streets, which carry moderate to high volumes of traffic within the community, collect traffic and carry it to primary arterials and freeways, provide access to adjacent properties, and, to a lesser extent, carry regional traffic passing through Covina. The City standard for secondary arterial streets is an 80-foot wide right-of-way with two lanes in each direction and with no median separation.

Lastly, the collector and local streets are designed to provide access to abutting, typically residential properties. Local streets have 2 lanes and are generally between 50 feet and 60 feet in width. They are intended to minimize traffic, to efficiently carry people to primary and secondary arterial streets, and to discourage long distance, regional traffic. Figure 1 of the Technical Appendix illustrates Covina's above-noted primary arterial and secondary arterial streets in cross-sectional detail, while Appendix Section 11-B as well as applicable



material on file in the Covina Planning Division specify street characteristics, including through travel lanes and any deficiencies plus the locations of traffic signals.

**b. Existing traffic volumes and traffic flow quality or level of service (LOS)**

In order to fulfill their roles, arterial streets must adequately meet the traffic demands placed upon them. And traffic demands typically are addressed in terms of commonly used street descriptors. Two important street utilization descriptors, as defined and discussed in depth in Section 11-B of the Technical Appendix and in material on file with the City, are traffic volume and traffic flow quality. Traffic volume is the number of vehicles passing a given point in both directions in a typical 24-hour period. For this Circulation Element, traffic volumes for various segments of all currently-designated primary and secondary arterial streets were measured. Volumes or counts were taken midweek and during normal conditions to measure typical workday traffic. (Counts were not taken on holidays or during periods of unusual construction or traffic disruption.) Also, as indicated above, on most streets, counts were identified for multiple street segments to note intra-road traffic variations. For the San Bernardino Freeway and its ranges, traffic counts were taken from California Department of Transportation publications. The current daily aggregate, section-by-section counts for the major or previously-designated primary and secondary arterial streets are described in Section 11-B (along with general street characteristics) and illustrated in Figure 3 and on Table 1. The most heavily traveled east-west roads are generally Arrow Highway, Cypress Street, San Bernardino Road, and Badillo Street, while Azusa, Citrus, Barranca, and Grand Avenues tend to have the highest traffic volumes for the north-south running streets. Because of their direct linkages to both northerly (Foothill) and southerly (San Bernardino) freeways and land uses, Covina's north-south running arterials tend to have greater traffic levels than the east-west directed thoroughfares. All of the above and other major roadways have generally slightly varying counts for their respective different segments, however. Traffic volumes are also broken down by direction of travel in the filed material.

Traffic flow quality, the second street utilization descriptor, is referred to as "level of service" or simply LOS. Level of service is determined based on the relationship between traffic volume and the vehicular capacity of a street, which is a function of various factors, such as the number and width of lanes, the mix of vehicles and speed traveled, traffic control devices, intersections, the extent of side accesses, and alignments and grades. Level of service ranges from category "A" to classification "F." LOS A (the best), which is calculated as occurring when the traffic volume is less than 50% of the capacity of the street, is characterized by a free flow of traffic. LOS F (the worst) occurs when the volume of traffic exceeds the road's capacity and is typified by gridlock and excessive delays at intersections.

Level of service varies during the day with peaks in the morning and evening rush hours as people commute to and from work. In urban areas of southern California, level of service D is typically viewed as the maximum acceptable standard. (However, under the below-discussed, regional-oriented Congestion Management Program (CMP), which aims to relieve traffic congestion and which encompasses freeways and major roads, including Azusa Avenue, a maximum LOS E is considered appropriate, if the condition previously existed.) Cities and government agencies that must maintain streets generally have limited funds and cannot afford to construct unnecessary roads. Higher volumes of traffic result in lower capital and maintenance costs for each vehicle trip. This lowers society's cost for roadways. However, if traffic volumes become too high, then there is congestion, excessive delay, increased fuel consumption, and greater air pollution. At LOS E and above, in general, the associated cost of congestion exceeds the benefit of a lower unit value for each vehicle trip.

Existing LOS designations for Covina's major or previously-designated primary and secondary arterial streets are, again, listed in Table 1 of the accompanying Appendix. Most streets fall within or below LOS D, though portions of three north-south and one east-west running thoroughfares exceed this standard because of high traffic volume, inadequate right-of-way, insufficient traffic signals, and/or a lack of full improvements. These streets are:



TABLE A. EXISTING COVINA STREETS THAT FALL BELOW LOS D\*

	<u>STREET</u>	<u>SECTION</u>	<u>LOS</u>
A.	North-South Oriented		
1.	Azusa Avenue	a. Badillo Street to San Bernardino Road	F
		b. San Bernardino Road to Cypress Street	F
		c. Cypress Street to Arrow Highway	E
2.	Citrus Avenue	a. Badillo Street to San Bernardino Road (Downtown)	E
3.	Grand Avenue	a. Rowland Street to Puente Street	F
		b. San Bernardino Road to Cypress Street	F
B.	East-West Oriented		
1.	Badillo Street	a. Third Avenue to Citrus Avenue	E

\*It is noted that these designations constitute general indicators of existing traffic conditions only, as determined by standard reference material. In some cases, actual roadway operations may function better than the corresponding classifications would signify.

The above streets constitute key areas warranting attention in the Covina General Plan update process. Potential mitigation or traffic improvement measures are discussed below following the proceeding section on the traffic impacts of future growth. The reason for this organization is that the traffic mitigation strategy of a general plan update program should be presented within the context of long-term or plan horizon year build-out conditions (i.e., which would be inclusive of both streets identified in Table A above as well as roads that may now be at or under LOS D but could later exceed the threshold as a result of infill growth and/or land use intensification).

**c. Future traffic volumes and traffic flow quality or level of service (LOS)**

Because streets must meet existing as well as future traffic demands placed upon them, it is essential for a circulation element to consider long-term traffic conditions generated from development and changes (over the period leading to the horizon year of the general plan, which for Covina is 2010). In Covina over the next several years, traffic volumes are expected to increase because of 1) infill development on the few, remaining vacant Covina sites, 2) redevelopment of currently underutilized Covina properties with more intense uses, 3) continuing regionwide development and redevelopment activities (i.e., occurring outside the boundaries of the community), and 4) general increasing mobility among the population. These factors underscore the inextricable, previously mentioned relationship between traffic/transportation and land use. When changes in the type and/or intensity of land use take place, travel demand varies as well. Conversely, any modification to the circulation system would also impact land use.

In Chapter III of the accompanying Technical Appendix, future or 2010 primary and secondary street daily traffic volumes, the first of the two employed street utilization descriptors, have been computed (see Figure 7). The future traffic volumes are based on the sum of existing traffic levels and, first, counts extrapolated from estimated future Covina residential, commercial, and industrial expansion, as allowed under the Land Use Element (see Figure 5 and Table 4) plus, second, a 1% factor of annual ambient/regional growth that would account for both unforeseen growth within the City of Covina and that would occur regardless of City General Plan actions. Technically, the latter 1% ambient/regional growth factor is actually applied to the existing daily traffic volumes to project baseline conditions for 2010. It should be noted that in estimating and allocating to different streets the additional, future-oriented traffic volumes, generally accepted "trip generation" standards and methodology were employed (refer to Table 3), and the 1% annual growth rate is consistent with below-described Los Angeles County Congestion Management Program (CMP) guidelines.

As was done with the current traffic volumes above, the extent of future/2010 traffic is documented for the City's primary and secondary arterials on a section-by-section basis in terms of level of service (LOS). For clarification on LOS, which is the second street utilization descriptor employed in this Element, and related material, refer to the Technical Appendix or the previous section. In general, LOS ranges from "A" to "F." LOS "A" is characterized by a free flow of traffic; LOS F is typified by gridlock and excessive delays at intersections. In urban areas of southern California, level of service D is typically viewed as the optimal standard. However, roads like Azusa Avenue that fall under the countywide Congestion Management Program (CMP) may reflect a LOS of E. The traffic projected for 2010 is largely based on estimated growth throughout Covina that would occur in accordance with General Plan policies and standards of the Land Use Element. In general, this central chapter of the Plan calls for maintaining the community's existing land use pattern and low-rise character, though accommodating moderate overall residential and, in particular, commercial and industrial development and redevelopment in appropriate areas. Refer to Land Use Element for clarification. In Table 4 and Figures 5, 6, and 7 and related, underlying material of the Technical Appendix, the estimated growth is summarized and quantified from a traffic impact standpoint. These items reflect the influence of previously-noted probable regional expansion as well.

Future LOS designations for Covina's major or previously-designated primary and secondary arterials are, again, listed in Table 1 of the Appendix, which also shows the current LOSs. Table 1 reveals that in 2010, as a result of projected local and regional growth, 15 portions of several of the major or primary and secondary arterial streets would be classified as LOS E or F. Nine of these segments would be in addition to the 6 deficient road sections previously identified under the discussion on existing conditions. Moreover, the LOSs for most of the currently insufficient segments would be downgraded. The street sections under study are listed below:

**TABLE B. FUTURE COVINA STREETS THAT FALL BELOW LOS D\***

	<u>STREET</u>	<u>SECTION</u>	<u>LOS</u>
<b>A.</b>	<b>North-South Oriented</b>		
1.	Lark Ellen Avenue	a. North of San Bernardino Road	E
2.	Azusa Avenue	a. Badillo Street to San Bernardino Road	F
		b. San Bernardino Road to Cypress Street	F
		c. Cypress Street to Arrow Highway	F
3.	Citrus Avenue	a. Badillo Street to San Bernardino Road (Downtown)	F
4.	Barranca Avenue	a. Rowland Avenue to Puente Street	E
		b. San Bernardino Road to Cypress Street	F
5.	Grand Avenue	a. Rowland Street to Puente Street	F
		b. San Bernardino Road to Cypress Street	F
		c. Covina Boulevard to Arrow Highway	F
<b>B.</b>	<b>East-West Oriented</b>		
1.	Arrow Highway	a. Vincent Avenue to Hollenbeck Avenue	F
		b. Hollenbeck Avenue to Citrus Street	F
		c. Citrus Avenue to Barranca Avenue	E
2.	San Bernardino Road	a. Hollenbeck Avenue to Third Avenue	F
		b. Third Avenue to Citrus Avenue	F
3.	Badillo Street	a. Third Avenue to Citrus Avenue	F



\* It is noted that these designations constitute general indicators of future traffic conditions only, as determined by standard reference material. In some cases, actual roadway operations may function better than the corresponding classifications would signify.

Table B illustrates that the traffic-increasing impacts of growth and intensification in and around Covina will be dispersed in various areas of the City. This information expands on Table A above (existing deficiencies) by further highlighting key roads in the community warranting attention in the Covina General Plan update as well as implementation processes because of excessive traffic congestion, street width deficiencies, improvement shortcomings, signal inadequacies and/or other problems. In fact, Table B could therefore serve as a basis for developing appropriate strategies to address the major traffic congestion-related challenges in Covina in the years ahead. As previously indicated, this Circulation Element is, accordingly, also comprised of recommended mitigation measures and/or street improvements that aim to bring the applicable deficient streets to appropriate LOSs. These items are presented in Subsection "e" and under the policies below.

**d. Los Angeles County Congestion Management Program (CMP)**

The Los Angeles County Congestion Management Program (CMP) was adopted in 1992 in response to Proposition 111 (June 1990) and accompanying State legislation. The CMP is a countywide measure that aims to relieve traffic congestion as well as to improve air quality and encourage growth management by linking land use, transportation, and air quality decisions. Traffic congestion reduction is measured from a particular network of major streets, State highways, and freeways. In Covina, Azusa Avenue (State Highway 39) is on the CMP network. The basis for gauging traffic mitigation itself is a County-overseen "credit bank" system, whereby a city can either earn credits for having congestion management/reduction proposals or can accumulate debits because of new development or redevelopment that causes or exacerbates traffic problems. Debits cancel out the credits. If the bank has a negative balance on May 31st of any year, then a city is considered out of compliance with the CMP and, accordingly, the State could withhold a portion of the jurisdiction's State gas tax funds. Another component of the CMP process requires cities to incorporate into their plan review procedures standards requiring that certain large developments, regardless of location, conduct special traffic impact analyses and incorporate trip reduction features, such as carpool and vanpool facilities and appropriate sidewalk-connecting pathways.

Examples of credit-earning projects would be traffic signal synchronization enhancements, road restriping to accommodate additional traffic lanes, and commuter train station parking lot construction and expansion, and credits are obtained regardless of whether such proposals take place on a CMP-designated street or on a nearby major road. (For instance, synchronizing a local thoroughfare near a street on the CMP network would arguably eliminate trips on the CMP route.) Cities also receive special consideration for developments near major public transit stations. On the other hand, a city would accumulate debits for, say, new or expanded retail shopping facilities or housing complexes on or near CMP-listed roads. The link among land use, transportation, and air quality decisions is established by the fact that the CMP process encourages new developments of all types and sizes to be located as far off of the CMP-designated arterials as feasible and/or around public transportation facilities, thus creating more concentrated urban activities and mixed uses that would, in theory, result in less traffic pressures and reduced vehicular pollution. And for projects that are desired to be built on or near a street listed on the CMP network, the proposal can take place—but its traffic impacts must be mitigated in order for there to be no net loss in credits.

As of 1996, the City of Covina had a positive CMP credit balance (approximately 2,500). However, the present construction of several commercial developments along Azusa Avenue could result in a negative balance in the near future unless the City undertakes one or more appropriate congestion mitigating actions, such as expanding the Metrolink Commuter Rail Station parking lot, synchronizing traffic signals along Azusa Avenue, better analyzing particular intersections in conjunction with future development/expansion activities, and/or restriping either Azusa or Grand Avenues to accommodate three lanes in each direction. The latter two alternatives are also presented in the Technical Appendix as possible approaches to improve the streets' level of service (LOS) F rating and are expanded on in the following section. And as also stated in the

Appendix, the CMP was considered in preparation of this Circulation Element.

**e. Potential street deficiency mitigation measures**

The previous topics of this discussion on streets and highways presented information on Covina primary and secondary arterial street types and characteristics and focused on the need to address deficiencies in the design and/or capacity of the roads, the appurtenant traffic of which will be exacerbated because of both local and regional growth. In particular, Table B on page 9 listed 15 street segments warranting the greatest attention. References were repeatedly made to the accompanying Technical Appendix, which also discusses the below-listed street deficiency mitigation measures.

The four primary mitigation measures recommended in the Appendix call for:

1. Analyzing at peak hours specific intersections along road segments that are currently operating at an unacceptable level of service (LOS) or are projected to function at an unsatisfactory LOS in the future because of primarily anticipated development and redevelopment activities in the City;
2. Adding a third through lane in each direction on certain major streets or previously-designated primary arterials by modifying traffic lanes and other elements within the existing (100-foot) right-of-way;
3. Adding a raised median to particular major streets or previously-designated four-lane secondary arterials by modifying traffic lanes and other elements within the existing (80-foot) right-of-way; and
4. Completing various portions of the major or previously-designated primary and secondary streets that are not yet fully developed to the typical design standards of the proposed General Plan, particularly with respect to ultimately having four through lanes.

The Technical Appendix, Section III-C, presents suggested traffic alleviation actions for what are projected to be the major roads with the greatest deficiencies in terms of operating capacity. These roads were initially discussed in Subsection "C" and listed under Table B. In general, one or more of the four mitigation measures noted above are recommended for consideration on each street. Table C summarizes this information.

**TABLE C. RECOMMENDED TRAFFIC MITIGATION MEASURES FOR PROJECTED-DEFICIENT STREETS (1)**

<u>STREET</u>	<u>RECOMMENDED MITIGATION</u>
<b>A. North-South Oriented</b>	
1. Lark Ellen Avenue	Analyze signalized intersections; and add raised median (2).
2. Azusa Avenue	Analyze signalized intersections; and add third through lanes (outside of State standards) (3).
3. Citrus Avenue (Downtown Area)	See note (4) below.
4. Barranca Avenue	Analyze signalized intersections; and add raised median (along particular areas) (2).
5. Grand Avenue	Analyze signalized intersections; and add third through lanes (3).
<b>B. East-West Oriented</b>	
1. Arrow Highway	Add third through lanes and (for stretch between Vincent and Lark Ellen Avenues) develop street to appropriate standards (3).
2. San Bernardino Road	Analyze signalized intersections; and develop street to appropriate standards (for area between Hollenbeck and Citrus Avenues) (5).
3. Badillo Street	Develop street to appropriate standards (for area between Third and Citrus Avenues) (5).

**Notes:**

- (1) Recommendations are from Technical Appendix and constitute suggested actions only. In some cases, additional specific analyses for certain areas or segments may be necessary. All above streets were classified under the previous General Plan as primary or secondary arterials.
- (2) The Appendix acknowledges that adding a raised median would entail removal of on-street parking, which would disrupt abutting, long-standing residential and commercial uses of property. Nevertheless, this strategy would serve to better balance the need to improve the circulation system with the social and economic costs of street widening.
- (3) The Appendix acknowledges that adding third through lanes would entail removing on-street parking, narrowing median islands, where present, and removing dedicated right turn lanes. Although this measure would disrupt long-standing residential and commercial uses of property, in most cases, the strategy would serve to better balance the need to improve the circulation system with the social and economic costs of street widening.
- (4) Widening would probably not be possible for the segment between Badillo Street and San Bernardino Road in the heart of the downtown. A special, focused analysis, inclusive of the signalized intersections, recognizing the unique characteristics of the district, would be needed here. This study would have to balance the need to maintain on Citrus Avenue a reasonably smooth traffic flow and acceptable level of service and the business and economic development needs of downtown property owners, merchants, and City officials.



- (5) As an alternative mitigation measure, in conjunction with focused, signalized intersection analyses, the Appendix states that an additional lane could be installed within the existing right-of-way at the most narrow segment. However, on-street parking would have to be eliminated and some street widening would have to occur. Although abutting, long-standing residential and commercial uses of land would be affected, this strategy would serve to better balance the need to improve the circulation system with the social and economic costs of additional right-of-way acquisition or full broadening to future Plan standards.

The above recommended mitigation measures provide the City with a viable framework for addressing various circulation and transportation issues and needs in the General Plan update and implementation processes. Specifically, the mitigation measures and related items serve as a guide to decision-making and actions, as illustrated in Chapters IV (Goal and Policies) and V (Circulation/Infrastructure Plan). The Circulation/Infrastructure Plan, again, establishes the functional classification and accompanying standards of the various roadways and therefore is particularly related to the above mitigation measures. Moreover, and perhaps most importantly, the suggested focused and/or peak hour intersection studies and analyses will function as a foundation for viable solutions to current and future deficiencies. In a city like Covina that has increasing traffic but faces physical, financial, business, and resident constraints in carrying out large-scale street widening activities, such studies and analyses, which typically occur in conjunction with specific development proposals, provide a more detailed tool for determining acceptable or close to satisfactory roadway operations. The studies and analyses are further appropriate because, as stated previously, the theoretical daily street capacities contain many inherent assumptions that can result in variances from the operating capacities. Therefore, the daily figures constitute general indicators of future traffic conditions only. The fact that the figures are "indicators" warrants consideration when reviewing the studies and analyses and when recommending improvements to the street system.

## 2. Truck Routes

A key purpose of a circulation element is to provide for the adequate, safe, and efficient movement of large, heavy commercial trucks, as, most importantly, is required of industrial and commercial uses that constitute the foundation of Covina's economy. To facilitate truck access and to meet this purpose, cities designate truck routes on typically major streets. In general, industrial uses require truck access for the delivery of raw materials and/or unfinished products, the shifting of inventories, and the shipping of finished products to retail outlets; commercial activities need to be able to receive their goods, supplies, and merchandise and to transfer inventories as well. Also, truck routes are necessary to protect, to the greatest extent possible, persons in sensitive uses (such as residential, schools, nursing homes, churches, hospitals, and recreational facilities) from truck noise, vibrations, and other disturbances. Generally, large trucks are considered incompatible with residential neighborhoods, though, on a limited basis, trucks branching off from the major streets do of course serve residential activities in various capacities like delivery and moving.

Truck routes in Covina are further defined and discussed in documents on file with the City, particularly Chapter 10.44 of the Covina Municipal Code. A truck route map in Chapter 10.44 of the Code illustrates that the routes exist primarily on entire portions of or various stretches of the previously-designated primary and secondary arterials and, to a lesser extent, on particular industrial-serving collector and local streets. From a land use standpoint, the truck routes tend to run through or near the industrial and commercial areas, which underscore the routes' function. Moreover, the truck routes lead directly or indirectly to similar routes in adjoining communities. This fact indicates the inter-jurisdictional relationship of truck route networks and points to the fact that probably much of Covina's truck traffic is comprised of "pass-through" trips (i.e., in which a Covina business is neither an origin nor a destination).

Presently, truck routes appear to adequately serve the various land uses in Covina, which also illustrates the above mentioned inter-relatedness between circulation and land use issues. In general, both matters are dependent upon each other, and any changes in one area would affect the other. The City will continue to monitor the viability of truck routes from a locational standpoint and make changes when either land use conditions or truck dimensions so warrant. Covina must also ensure that route-designated streets maintain

their structural integrity and pavement condition, which tend to be susceptible to damage because of the greater weight associated with large trucks. Street maintenance is generally addressed by the City on an annual basis through the Capital Improvement Program review and approval process, which is done in conjunction with City Budget adoption activities. The matter is addressed in this Element in Section "I" below. Lastly, to ensure their appropriate usage, the City may wish to explore identifying truck routes with appropriate signage. Currently, most of the routes have no such signs.

### 3. Bus Routes

Public bus service in, to, and from Covina is provided by Foothill Transit Zone (FTZ) and the Metropolitan Transportation Authority (MTA—formerly Southern California Rapid Transit District, RTD). Foothill Transit was established by Los Angeles County and several San Gabriel Valley cities through a joint powers agreement and provides bus service for San Gabriel Valley communities. The MTA is the chief transportation agency serving greater Los Angeles and provides an extensive bus system (in addition to commuter rail and the downtown Los Angeles-oriented subway). These two carriers operate several fixed routes in and near the community, the line numbers and ridership figures of which are presented in Chapter 11-C of the Technical Appendix. The corresponding routes are illustrated in Figure 4. Covina-serving bus routes provide commuters, shoppers, and others with direct or connecting transportation to virtually all portions of the San Gabriel Valley, via basic surface street lines, as well as to major business and employment centers in other areas of Los Angeles County, such as downtown Los Angeles, and in Orange, San Bernardino and Riverside Counties. Access to the surrounding centers and regions is primarily attained through freeway-oriented express buses. The Eastland Mall in West Covina, located just south of Workman Avenue between Barranca and Citrus Avenues and adjacent to the San Bernardino Freeway, as well as abutting major streets function as the area's regional transportation hub, a facility that is discussed in Section B2 below. And part of this hub (north side of Workman Avenue) presently falls within Covina territory.

Figure 4 of the Appendix illustrates that the bus routes located within Covina, which have been established by the two bus servers, pervade on typically the most heavily traveled primary and secondary arterials as well as a few less busy streets. The routes tend to pass through all land use types, though the most common adjacent activities are residential medium to high density, commercial, and industrial. In addition, except for the Covina Hills neighborhood in the southeastern portion of the community, the bus network extends through all Covina areas. No neighborhood is more than approximately one-half mile away from at least one bus line.

As in most areas of greater Los Angeles, in Covina the bus system constitutes the primary form of public transportation. However, Covina buses make up a relatively small share of the total travel because of land use patterns, the location of major employment and commercial centers, local socio-economic factors, and lower quality service when compared to more urbanized and populated areas. In general, bus ridership is influenced by two factors: cost (i.e., transit fares, particularly in relation to car expenses) and convenience (i.e., routing and scheduling, often when compared to automobile parking). Again, refer to the filed material for clarification on this issue. It should also be noted that the above "cost and convenience" factors are considered by persons in deciding whether to use the below-discussed Metrolink Commuter Train System, of which the area's bus network greatly serves.

As a policy matter, the City should consider following reasonable measures to ensure continued availability, efficiency, and attractiveness of bus usage. This can be achieved through possibly working with the transit operators to monitor the viability of various routes and ensuring that future land use patterns concentrate development in centers or clusters along transit corridors and/or that potential mixed use developments, such as residential dwellings on top of commercial businesses (see Sections A6 and B3 below), are located near bus stops. Under the previously mentioned Congestion Management Program (CMP-Section 1d), the City will be required to incorporate bus facilities in particular major commercial and industrial developments, and the community may receive "credits" for various bus enhancements. In sum, while the present transportation network will continue to be dominated by automobiles, it would be in the City's best interest to accommodate the maintenance and expansion of bus routes.



#### **4. Commuter Rail/Railroad Line**

The middle and northeastern sections of Covina are traversed by the generally east-west running San Bernardino Line of the Metrolink Commuter Rail system, which is owned and operated by the Southern California Regional Rail Authority (SCRRA), an independent rail-oriented agency. Metrolink is the greater Los Angeles area's commuter transport network that is based on six regional routes (the Santa Clarita, Ventura County, San Bernardino, Riverside, Orange County, and Inland Empire-Orange County Lines), and Union Station in downtown Los Angeles serves as the hub of the system. Metrolink is one component of metropolitan Los Angeles's expanding rail network, which includes the Blue Line (out to Long Beach) and Green Line (out to El Segundo) commuter trains and the Red Line subway. All of these elements are linked to Union Station as well. The tax payer-supported rail system was conceived and is being implemented primarily as a means of alleviating the region's worsening traffic congestion, air pollution, and population dispersion problems by offering (like the bus network) an alternative to automobile travel.

The San Bernardino Line of Metrolink is served by twelve stations, one of which is located in Covina at Citrus Avenue. (See Figure 4 of Technical Appendix.) Specifics regarding this facility/terminal are presented in Section B3 below. Commuter trains run throughout the day, though are most frequent during the morning and late afternoon to early evening periods. In addition, freight trains utilize the tracks during the late evening and early morning hours to serve certain industrial facilities in Covina and other communities. Freight operations are managed by the Southern Pacific Transportation Company, the previous rail owner, who leases the rail from SCRRA. Southern Pacific originally developed the rail line in the late 1800s to serve the flourishing citrus industry and to facilitate growth. Many citrus packing warehouses in Covina and elsewhere were constructed adjacent to the line. As the character of the region changed from agricultural to suburban after World War II, a large number of Covina and surrounding jurisdictions' rail-fronting properties and areas with citrus packing facilities became industrial/manufacturing businesses and districts, which often tend to have direct rail transportation needs. In Covina, this shift is evidenced by the fact that much of the community's current industrial properties and enclaves are located along or near the rail line. But the system, the right-of-way of which varies between thirty-three and fifty feet in width, also passes through residential and commercial areas, where separation typically occurs in the form of relatively high sound attenuation walls. It should be noted that presently there are no changes proposed in either the size or alignment of the right-of-way.

There are twelve locations along Covina's major streets or previously-designated primary and secondary arterials with rail crossings, and all are at-grade. The crossings themselves are modern, state-of-the-art components consisting of double gates, flashing lights and ringing bells, signage, and street pavement markings, they being installed, along with new tracks, by SCRRA in 1992 as the system was undergoing conversion to commuter rail. All rail crossings are deemed adequate from functional and safety standpoints.

Besides serving the transportation needs for certain segments of the community, the Commuter Rail Line and Covina Station provide the City with major opportunities for supplementing current revitalization and economic development opportunities in and around the downtown, including the construction of mixed use projects (e.g., apartments above commercial businesses). Such proposals could further reduce vehicular trips while enhancing Covina's overall appearance, image, and quality of life. Refer to Sections A6 and B3 below and the Land Use Element for clarification on mixed uses.

#### **5. Bicycle Routes and Lanes**

The City of Covina has a small, 3 1/2-mile network of bicycle routes on portions of various generally or currently-designated primary and secondary arterial streets, namely Lark Ellen, Hollenbeck, and Grand Avenues and Badillo Street, as well as a single, approximately mile-long bike lane on a stretch of Glendora Avenue, from Badillo to Cienega Streets. In general, routes provide for sign-designated bike travel on streets on a basis that is nonrestricted or shared with vehicles. Bicycle lanes, on the other hand, provide for restricted (during school hours only), one-way bike travel within a specially-striped portion of a street. Material on file with the City of Covina provides more background information, including a map, on Covina's bikeways.

The bikeways of Covina were established in the 1970s as part of a regional network of bike lanes and routes and today constitute a viable alternative means of transportation. It is believed, however, that much of Covina's bike usage occurs on non-bikeway streets as well. Despite the fact that in the future most local trips are expected to come from vehicles, the bicycle will continue to fulfill both functional and recreational needs. From a functional standpoint, nonmotorized transportation is important to persons such as students, workers who cannot afford a car, and individuals running an errand. On the recreational side, bicycles provide an opportunity for persons, families, and groups to get exercise, socialize, and experience the outdoors. Many private retail stores and commercial and public centers in Covina have bike racks, which facilitate bicycle usage.

Although presently the City is not aware of any portions of its bikeway system that pose a circulation hazard or conflict, the City should continue monitoring its bicycle-serving network to ensure continued safety as well as to consider expansion and/or improvement, where feasible and funding permits. Regarding the latter point, for example, Covina officials could add new routes or lanes on additional primary or secondary arterial and/or collector streets, particularly roads that would better link existing schools, parks, and employment centers. Another potential amenity could be the addition of, again where feasible, public bicycle parking areas along the routes/paths at appropriate locations.

## **6. Pedestrian Routes**

A circulation element must also consider the oldest type of movement, foot travel. Pedestrian circulation can be discussed according to two dimensions, off-site and on-site. Off-site pedestrian trips are normally made on public sidewalks, where provided. In Covina today, sidewalks pervade on virtually all major or previously-designated primary and secondary arterials and on many smaller streets. A public sidewalk is now required with practically all new construction and expansion activities, and the sidewalk must meet minimum City standards for width, clearance, and handicap accessibility. (Regarding the latter point, over the years the City has installed curb cuts at most major intersections to comply with applicable laws and to assist the disabled.) The reason sidewalks do not exist on an abundance of local, residential streets is that years ago housing was often not conditioned upon sidewalk installation (as well as, in many cases, basic curb and gutter construction).

On-site pedestrian activity takes place within private developments, such as retail businesses, offices, and industrial facilities, and typically occurs on walkways and parking lot driveways and aisles. In new and remodeled developments, the City attempts to make walkways as wide and functional as possible so that pedestrian movement in driveways, aisles, and vehicle maneuvering areas is minimized. The City also tries, where feasible, to adequately link on-site walkways with off-site sidewalks to allow for pedestrian in addition to vehicular access. Under the recently approved State standards relating to the (Federal) Americans with Disabilities Act, minimum public-private "linkage" provisions for persons with disabilities must be met.

Although the City of Covina supports and will continue to facilitate pedestrian circulation, unfortunately land use patterns and jobs-to-housing relationships in the community and with respect to overall Metropolitan Los Angeles tend to preclude the shifting of large numbers of trips from vehicles to feet. In other words, the majority of person trips will continue to be generated from errands, students walking to school, or persons seeking recreation or passivity. However, with Covina's ongoing and future revitalization and mixed use activities in its historic downtown and considering the adjacent Metrolink Commuter Rail Station, there are and will continue to be at least some opportunities for reducing vehicular trips. The reason is that as more housing and commercial uses and, if possible, employment facilities are developed within close proximity to each other, trips that would typically require cars can be made on foot. (Refer to Land Use Element for clarification on this topic.) To encourage pedestrian circulation, pedestrian ways in and around the downtown must be safe and pleasant and adequately separated from vehicular traffic, to the greatest extent feasible. In general, pedestrian safety should be a major concern throughout Covina, particularly on all larger or previously-designated primary and secondary arterial streets during peak driving hours, when potential safety hazards are greatest.

## **B. Transportation Terminals**

### **1. Truck**

Currently, the City of Covina does not have specific "truck terminals." All heavy truck access to commercial and industrial properties is attained through on-site loading facilities, which are required and regulated under Zoning provisions. The subject terminals are located in outlying communities. It is believed that this setup adequately serves Covina. Truck travel to these properties is nevertheless facilitated through designated truck routes (typically on certain primary and secondary arterials), as previously discussed in Section A2 above.

### **2. Bus**

As was the case with trucks, Covina does not have any "bus terminals." But as indicated in Section A3 above, the Eastland Mall in West Covina, which is just south of Covina's limits and bordered by Workman, Citrus, and Barranca Avenues and the San Bernardino Freeway, and abutting major streets function as a hub for several major- or regional-oriented bus routes of the Foothill Transit Zone and Metropolitan Transportation Authority. In the City of Covina, bus routes of these providers run on various generally larger streets. A portion of the Eastland Mall transit facility (north side of Workman Avenue) technically lies just within Covina's limits. Current proposals call for the Eastland hub to be relocated to a bigger, more functional transit center entirely within the boundaries of the Eastland Mall. It is noted that this hub currently is not a bus terminal per se. The closest such facilities are in El Monte, to the west, and Montclair, toward the east. Lastly, the above-mentioned major bus providers and small, locally-run transportation servers operate feeder lines to and near the Metrolink Commuter Train Station, which is discussed in the following area. At a future date, an official mini-bus depot or transfer facility could be developed adjacent to the Station.

### **3. Commuter Rail/Railroad**

The City of Covina is fortunate to have a station along the San Bernardino Line of the regional-oriented Metrolink Commuter Rail system. An overview of Metrolink, which is a key component of the Los Angeles area's new and expanding commuter transport network, is presented in Section A4 above. In general, commuter trains run throughout the day, though are most frequent during the morning and late afternoon to early evening periods. Recent ridership figures indicate that the Covina facility is the busiest on the twelve station San Bernardino Line, with 535 average daily boardings and 59 average daily alightings during morning peak periods. The average number of daily boardings constitutes almost one-fifth of the corresponding figure for the entire line. Also, since the system and Covina Station opened in October 1992, both numbers have risen, indicating that more persons are using the train—or at least Covina's facility—and that Covina is becoming more of a destination, not just an origin. The San Bernardino Line presently stretches from its westerly terminus and Metrolink hub at downtown Los Angeles's Union Station (the primary morning destination) to San Bernardino City on the east.

The Covina Station, which is at the northern part of the downtown on the eastern side of Citrus Avenue, adjoins a 240-space "park and ride" lot. During its initial years of operation, because the parking lot was generally full each weekday morning toward the end of the peak boarding period and because of the overall success of the Covina Station, the City opted to construct a new 236-stall Metrolink lot on a vacant parcel one-half block west of Citrus. This parking addition greatly bolstered the viability of the Covina Station, which therefore could be considered a vital link in Metrolink's traffic congestion and air pollution reduction objectives.



Although, as mentioned in Section A4 above, freight trains also utilize the Metrolink tracks during the late evening and early morning hours to serve certain industrial facilities in Covina and other communities, the Covina Station is not used for this purpose. Instead, freight trains go directly to the applicable industrial buildings. Hence, there are no "general railroad terminals" in the community.

As previously stated, Metrolink's primary objectives relate to reducing traffic congestion and concomitant air pollution. But another key purpose of the commuter train network calls for facilitating and complementing community revitalization and economic development activities. In Covina, the City proposes to strongly pursue these objectives by attempting to link the Train Station to, first of all, current and future use enhancement, image improvement, and beautification efforts in the downtown's principal core, on Citrus Avenue between Badillo Street and San Bernardino Road, as well as to now-under-study redevelopment proposals for several deteriorating and/or underutilized residential, commercial, and industrial properties north of San Bernardino Road, adjacent to the facility. In both areas, the City will consider permitting revitalized commercial and industrial activities, vibrant retail businesses, and mixed uses.

Current urban planning practice recognizes the above listed regional congestion relief and local government benefits that can be realized from pursuing revitalized, pedestrian-friendly, and/or mixed use developments within close proximity to train stations. Design concepts such as "urban village" or livable cities promote and establish guidelines on these community-enhancing ideals. Also, southern California growth-related trends point to greater Metrolink San Bernardino Line ridership. Therefore, it is appropriate for the City of Covina to continue recognizing these land use and transportation realities and trends by persisting to support the community's Metrolink Station and to pursue desired and beneficial proposals in and around the facility.

### **C. City Transportation Programs**

To meet the transportation needs of the less mobile segments of Covina's population, such as seniors and the disabled, the City of Covina administers special programs. These programs are reviewed and evaluated on an annual basis in accordance with the City's Budget adoption process and other activities. Modifications in the type or scope of ongoing proposals are often made because of changing needs, City Council policy orientations, and/or funding decisions. Discussed below are the most current local transportation programs. **IT IS EXPRESSLY STATED, HOWEVER, THAT THE NATURE OF THESE PROGRAMS IS SUCH THAT CHANGES MAY OCCUR WITHOUT TRIGGERING A GENERAL PLAN AMENDMENT REQUIREMENT. IT IS ALSO STATED THAT THE CITY'S TRANSPORTATION PROGRAMS COMPLY WITH THE AMERICANS WITH DISABILITIES ACT.**

The chief local transportation effort is a dial-a-cab service for senior and disabled Covina residents. The dial-a-cab program, which is operated by a private company and is overseen by City staff, provides low cost/ subsidized rides on an as-called basis to anywhere in Covina and to surrounding communities that fall within a particular service radius. In a typical month, dial-a-cab provides rides to approximately 1,200 persons, of which generally about ninety percent are senior citizens, for a total of around 2,100 service miles. Virtually all dial-a-cab calls are one-person trips, and the average trip is just under two miles. The service is available twenty-four hours a day and provides basic taxi-type vehicles and specially-equipped vans to serve persons in wheelchairs and with other disabilities. Dial-a-cab is funded by Proposition A, a countywide sales tax-related measure. Covina is constantly looking to address the transportation needs of its senior and disabled residents through efficient, effective, and reliable services. The dial-a-cab presently is employed to provide this function, though the City is always monitoring and evaluating privately-operated services to identify where improvements can be made.

In addition to dial-a-cab, the City currently subsidizes bus passes for senior, disabled, and student residents of Covina, another program that addresses special transportation needs. This has been a viable measure for several years. Other programs pertain to maintaining and improving bus stops/shelters and the Metrolink Commuter Train Station, which address more broad concerns. Regarding the Train Station, as discussed in Section B3 above, the City recently expanded the Station's parking capacity. And lastly, the City administers a capital improvement effort that funds projects such as wheelchair ramp construction at street intersections.



These latter programs are funded through Proposition A, grants, and other sources. As mentioned at the start of this section, changes in the type, nature, and/or scope of programs are considered and may occur on an annual or so basis.

#### **D. Parking Facilities**

Parking facilities for Covina residential, commercial, and industrial uses are either on-site or off-site/on the street. Despite the increasing usage of alternative forms of transportation, such as the Metrolink Commuter Train network, and the fact that, under the previously-mentioned Los Angeles County Congestion Management Program (CMP), the City must better accommodate public transit and ridesharing in major developments, because of land use relationships both in Covina and with respect to the overall region, the automobile will remain the primary mode of transportation in the future. Therefore, it is appropriate for the City to reasonably accommodate and manage the parking of cars in relation to activities occurring on private property.

Since Covina's Zoning Ordinance was adopted in 1948, the City has required that all new and expanded developments provide on-site parking. The amount of parking is determined by the use, and over the years standards have been revised to reflect changing private conditions and lifestyles and City desires. The importance of adequate on-site parking cannot be understated, as the City has observed that older multiple-family residential and commercial properties with deficient numbers of stalls tend to generate street overcrowding and sometimes other problems. Today, the City's parking standards are considered to be a good mechanism for ensuring the viability of developments and the integrity of neighborhoods.

In the older downtown area, particularly along Citrus Avenue and Badillo Street, properties were originally developed long before the utilization of zoning and the ubiquitousness of cars. Many buildings front directly on the sidewalks and have minimal (accessible through rear alleys) or no on-site parking. To address this unique situation and to recognize the special needs of downtown properties and business owners, in the '50s the City encouraged the formation of an independent parking district, which is governed by a three-member board and empowered to levy assessments on downtown properties for purposes of developing and maintaining parking. Today, the downtown parking district, which is officially called Parking District No. 1, manages seven downtown parking lots with approximately 500 aggregate stalls, and future expansions are likely to best serve the public. Also, the parking district is regarded as an important entity for maintaining and enhancing the social and economic vitality of the downtown area, which is the economic heart of the community and in recent years has undergone extensive public improvements and has attracted new, successful businesses. In addition to the parking district process, it is noted that the City's Zoning code maintains parking standards for this area, though, for most commercial activities, at a much lower threshold than required of newer projects. (The parking standards are usually met through a detailed district-related "credit bank" system, whereby properties are given credits that are based on previously paid assessments and that are applied toward meeting City parking requirements.) For some uses of which the Zoning Ordinance does not grant an automatic reduction in the minimum parking standard because of the uses' potential to generate excessive traffic, such as restaurants and theatres, the City grants parking exceptions on a case-by-case basis if the proposed activity is found to be a major asset to the area from economic development and image enhancement standpoints. Over the past five years, the City has permitted a few vibrant restaurants and other uses through this process. Lastly regarding the downtown, there is an abundance of on-street diagonal parking along Citrus Avenue (also discussed below), another indication of development patterns from a long-ago era. Although this parking is of major importance to downtown businesses, as stated in Section A1 above, it has created circulation concerns along the street, and, as also previously mentioned, further analysis of the situation, recognizing the needs of all parties involved, is warranted.

The second type of parking, off-site or simply street parking, pervades throughout the community and typically follows provisions of applicable sections of the Covina Municipal Code. Although presently street parking cannot be used to meet Zoning requirements, this parking nevertheless is often considered as an important supplement to on-site stalls for commercial and industrial businesses and residential properties. Most large and small Covina roads have street parking, the exception being certain portions of generally major streets, where such parking cannot be accommodated because of inadequate width or improvement or the necessity to

have red curbing to facilitate turning and other traffic movements. (The City's parking codes also specify conditions where parking on the streets should be prohibited.) Virtually all street parking is parallel in nature, thus minimizing conflicts with through traffic. However, there is angled parking in two older commercial areas, Citrus Avenue in the downtown (mentioned above) and Shoppers' Lane, which is just southeast from Citrus Avenue and Rowland Street. Because Shoppers' Lane is a small, local street, problems are minimal. But the unique arrangement of Citrus Avenue, which is a four-lane secondary arterial north and south of the downtown and then narrows in this district to two lanes with the diagonal parking on both sides, again as discussed in the Technical Appendix and above, presents challenges and calls for a focused study. Whatever measures are ultimately followed must balance circulation issues with the parking and business needs of downtown property owners and merchants plus the economic development and revitalization goals of the City and Redevelopment Agency.

Other roads where changes in street parking could occur are various presently congested primary and secondary arterials, which, as mentioned in Section A1 above and in the Technical Appendix, could be alleviated by adding a third travel lane in each direction. The adoption of this measure for any road would require the elimination of on-street parking, an action that calls for considerable cost-benefit analysis and local resident and business input.

Lastly, it is noted that like many cities Covina prohibits overnight on-street parking for security and other reasons, though the community sells quarterly overnight permits to residents with personal hardships or who reside in older, specifically designated multi-family neighborhoods with inadequate parking. The City also offers to anyone, on a limited basis, an overnight permit for a single 24-hour period. Considering the permit exception process, it is believed that the general overnight ban on street parking is appropriate and has not negatively impacted residents or businesses. Those commercial and industrial activities that do operate during the late evening and early morning hours typically are able to accommodate the generally limited number of patrons and/or employees through on-site parking facilities.

#### **E. Transportation Demand Management**

Transportation Demand Management (TDM) means managing traffic demand during peak travel periods before it gets on the streets. In theory, managing demand creates moving capacity on existing roads, and therefore this matter is appropriate for discussion in the Circulation Element. TDM measures include ridesharing, carpooling, vanpooling, flextime, modified work weeks, telecommuting, and parking management. The measures all share a common goal of seeking to modify individual travel behavior to reduce peak period congestion associated with single-occupant vehicle trips. Mitigating traffic congestion, in turn, benefits both society, relating to lesser air pollution, and individuals, regarding greater free time and lower mental stress. TDM is a key strategy employed in regional-oriented congestion mitigation plans that are discussed in detail in Chapter J of the Land Use Study of the Land Use Element.

Under regulations of the South Coast Air Quality Management District (SCAQMD), all employers in the region with one-hundred or more workers must adopt one or more TDM-type measures. The City has adopted for its employees a modified work week as well as offers ridesharing/carpooling services and incentives, though program modifications may occur in the near future, as permitted under law and/or to best meet municipal circumstances and needs. SCAQMD's trip reduction requirement also applies to the approximately twenty-eight Covina businesses and organizations that exceed the worker threshold. The aggregate number of local trips (or trips on major City streets) that have been eliminated as a result of this directive is not known.

Another facet of TDM concerns the Los Angeles County Congestion Management Program (CMP), the countywide congestion relief measure that penalizes cities for major traffic-exacerbating projects and offers "credits" for congestion mitigation efforts (a measure that was first discussed in Section A1 above). In terms of this area, the CMP requires, among other things, that cities adopt a transportation demand management (TDM) ordinance, which requires new nonresidential developments of 25,000 or more square feet to contain certain facilities that encourage the use of alternatives to traditional single-occupant auto use, ranging from the display of basic transit information to the development of specific areas for vanpool and carpool vehicles.



As previously stated, the CMP process also requires traffic and transit impact analyses for particular major developments. The City believed that the most efficient approach to address its CMP responsibilities was to incorporate the TDM ordinance and related development impact analyses into the existing Site Plan Review process of the Zoning Ordinance. Thus, Covina will continue to implement the TDM ordinance for the betterment of local and regional transportation and make changes, when needed or mandated. And, where reasonable and feasible, the City may wish to consider encouraging existing retail, office, and industrial activities to utilize general TDM programs.

**F. Transportation System Management**

Transportation system management (TSM) refers to employing measures to attain the maximum utilization and capacity out of a community's existing transportation-related infrastructure. Examples of common TSM measures include signal synchronization programs and intersection movement/channelization improvements plus, for freeways, high occupancy vehicle (HOV) lanes and improved freeway message signs. Although not required by any particular congestion relief plan or program, the City should consider exploring TSM measures, where financially, technically, and administratively possible, to remedy transportation and/or circulation deficiencies.

**G. Sewer and Storm Drainage Systems**

**1. Sewer system**

The overwhelming majority of properties in Covina are connected to a network of public sewers, which is comprised of local, City-owned lines and major, County-operated trunk lines. All local sewers feed into the County lines, they leading to large, regional-oriented sewage treatment facilities in surrounding areas. City sewer lines are operated and managed by the Covina Public Works Department and contractually maintained by other jurisdictions. The County system, on the other hand, is completely managed and maintained by Los Angeles County Sanitation District (LACSD) No. 22. All Covina properties lie within a Sewer Maintenance District, whereby special assessments are levied on each lot to provide for routine maintenance and repair. The few properties currently not connected to public sewers consist primarily of 1950s-era and older houses in various portions of the community.

According to officials with both County Sanitation District No. 22 and the City Public Works Department, there are no apparent problems with, respectively, any County or City lines that serve Covina. Related sewage treatment facilities are considered adequate as well. In addition, all components are able to accommodate projected future growth and changes, as presented in the Land Use Element. General repairs and basic expansions and improvements will therefore occur on an as-needed or development-induced basis.

**2. Storm drainage system**

The storm drainage system of Covina, designed to accommodate local runoff and to eliminate or reduce localized flooding and ponding during rainstorms, is comprised of six large, fully improved, and predominantly open concrete-lined channels, which are operated and maintained by the Los Angeles County Flood Control District, and numerous smaller, below-ground channels that are the responsibility of the Covina Public Works Department. The large, open channels or washes, of which the small lines feed into, traverse Covina in various areas and are illustrated in the accompanying Existing Land Use and General Plan Maps. It is also noted that segments of two flood control channels, one in the Covina Hills neighborhood and the other in Wingate Park (just south of Rail Line between Grand and Glendora Avenues) are unimproved or were never reinforced with concrete and steel to appropriate engineering standards because of their value as an important natural resource (riparian habitat) and, in the case of the Covina Hills facility, because of use as a County horse and hiking trail. Refer to the Land Use and Natural Resources and Open Space Elements for clarification on these special, sensitive areas. Another component of the County-operated flood control infrastructure are

two large flood control spreading grounds (at the southwest corner of Arrow Highway and Barranca Avenue and at the easterly terminus of Workman Avenue), facilities that serve as generally temporary catch basins for waters diverted from channels and washes in the region and function to reduce pressure on the overall system. Collected water subsequently percolates into the ground, thus also serving as ground water recharge facilities (an aspect of the spreading grounds clarified in the Natural Resources and Open Space Element). As also described in the Land Use and Natural Resources and Open Space chapters, the spreading grounds may eventually serve a recreation function as well. The large, above-noted channels are components of an extensive, countywide flood control network that ultimately sends stormwater out to the Pacific Ocean.

In accordance with general plan preparation/presentation guidelines, the subject of flooding itself is discussed in the Land Use, Natural Resources and Open Space, and Safety Elements. Generally, flooding currently is not a major problem in Covina because most portions of the major streets and most districts and neighborhoods have stormdrains or are linked to the flood control system. (However, the area around the unimproved section of Walnut Creek in Covina Hills does get inundated during rain storms primarily because of the release of water from the upstream Puddingstone Reservoir and Dam complex by County Flood Control District officials. Because of the uniqueness of the situation and greater applicability of the matter to other General Plan chapters, as previously indicated, this issue is focused upon in the Land Use, Natural Resources and Open Space, and Safety Elements.) The few streets with minor flooding problems tend to be older areas, developed at a time when such improvements were not always required. Over the years, the City and Los Angeles County have constructed many new storm drains and appurtenant facilities and enhanced existing infrastructure, thus eliminating more and more deficiencies, and similar public improvements will continue in the years ahead. Officials from the Covina Public Works Department and Los Angeles County Flood Control District have stated that the existing flood control system serving Covina is functionally sufficient and can accommodate the type of moderate growth (refer to Land Use Element for clarification) the City envisions and desires.

## **H. Local Public Utilities and Facilities**

### **1. Water**

Water service in Covina, including the surrounding County islands, is provided by four entities, the City of Covina, Azusa Valley Water Company, Southern California Water Company, and Suburban Water Systems. The City of Covina, the dominant water purveyor, services approximately two-thirds of the residents and businesses in the community and generally covers the central and southern portions of the municipality. Azusa Valley Water accommodates the northwestern section of Covina. And Southern California Water and Suburban Water generally serve, respectively, the northeast and southwest territories.

Each water purveyor obtains its water from various sources, including underground wells and purchases from other agencies, such as the Metropolitan Water District (MWD). The four water suppliers own, operate, and maintain their respective infrastructures, which are comprised of reservoirs and storage tanks and distribution systems. A distribution system typically consists of pipes, water mains, transmission lines, and booster pumping stations. The infrastructure elements pervade in Covina and in adjacent jurisdictions and are located and described in information on file with the Covina Planning Division. According to officials with the four water purveyors, the existing infrastructure and estimated future supplies are adequate to handle projected Covina growth. Water distribution systems and related facilities, which are now structurally and mechanically adequate and generally function appropriately during peak periods, will continue to be improved, expanded, and/or modified, where necessary, to meet future service demands.

All water purveyor officials have also reported that their respective distribution systems tend to provide for sufficient water pressure and fireflow rates in all areas, which are important indicators. Lastly, water quality has been stated to be adequate—or to meet applicable Federal and State standards. These and related water topics such as conservation are further discussed in the Natural Resources and Open Space and Safety Elements.



## **2. Electricity, Gas, and Telephone/Communications**

Electricity for Covina is provided by the Southern California Edison Company. The Southern California Gas Company serves the community's gas needs. And telephone/communications service is furnished by General Telephone Company. Information regarding utility company transmission/supply lines and distribution/regulating stations has been provided to the City by utility company officials and is on file with the Covina Planning Division. In addition, all utility companies have reported that their respective networks currently meet existing average and peak levels of usage and that future service capabilities should accommodate estimated, long-term growth. Where needed, as was the case with water utilities mentioned above, some system enhancements and modifications may be needed/performed.

### **I. Improvement and Enhancement Funding**

#### **1. Streets**

As stated in Section A1 above (Streets and Highways) and in the accompanying Technical Appendix, the City should strongly consider pursuing various street improvements and enhancements to address existing deficiencies, such as poor-conditioned paving, the lack of curbs, gutters, and/or sidewalks, inadequate rights-of-way width, and insufficient traffic signals. However, the funding of desired improvements warrants discussion, particularly in light of increasing City financial constraints over the last two decades. In recent years, street improvements have been funded by project-specific developer conditions, City General Fund and Covina Redevelopment Agency monies, and Federal Community Development Block Grant (CDBG) and Federal-Aid Urban (FAU) subventions. Although these sources have been viable and are likely to continue over the long-term implementation of the General Plan, the City may wish to explore supplemental measures, including, but not limited to, additional General Fund monies (though the new utility tax partially meets this need), direct land condemnation (for widening certain streets under particular conditions), special assessment districts, development impact fees, and/or general obligation bonds. This topic will require further study, and, as implied in the general discussion of street conditions and capacities above, must be addressed if future growth is to be appropriately handled.

General street maintenance funding, a related matter, is also important, particularly in a mature community like Covina, where most of the roads have been fully constructed, though many streets have such problems as cracking or eroding asphalt and large potholes. Unfortunately, maintenance expenditures in recent years have lagged behind needs because of limited funding and changing City priorities. But unless its deteriorating streets are addressed, then Covina's circulation network may not adequately fulfill its primary function. Also, community image and appearance would be tarnished and liability problems would be exacerbated. Street maintenance focuses on keeping up or reconditioning/replacing asphalt and concrete pavement, though also includes street cleaning, street landscape maintenance, street lighting, pavement striping, and traffic signing as well as other activities. Presently, street maintenance is funded by various sources, such as General Fund monies, the Federal CDBG program, State gas tax and County transit assistance (Proposition C) funds, and miscellaneous grants. Two potential sources include (as mentioned previously under "improvements") allocating additional General Fund monies and enacting special assessment districts, but, in general, existing City policy constraints will limit options. Regardless of the community's long-term approach for funding street maintenance, the strategy should be realistic, viable, and prioritized so that deficiencies and problems are addressed on a consistent, systematic basis.

#### **2. Public Buses**

Public bus service changes and improvements would be funded by the two entities that now provide bus service to Covina, Foothill Transit Zone (FTZ) and the Metropolitan Transportation Authority (MTA). But the City pays for bus benches, bus shelters, and related facilities that fall along various City routes and at the community's portion of the Eastland Mall transit hub via appropriate transportation funds, such as Propositions A and C. Other bus stop-related expenditures, particularly in relation to the Metrolink Commuter Train Station, may be considered in the future as well.

**3. Commuter Railroad Line/Station**

The rail apparatus itself has been and will continue to be financed by the Southern California Regional Rail Authority (SCRRA), the system owner. However, because the City of Covina owns the Covina Station site, the City financed construction of the train station (i.e., platform, canopies, and related items) and accompanying parking lot. The City would also fund any future Station expansions. (Covina is the legal owner of the present station site and leases the land to the SCRRA for a nominal amount.) Commuter Train Station funding generally comes from the countywide transportation fund, Proposition A, as well as special State grants. In the future, other sources may be considered, if available.

**4. Bicycle Routes and Facilities**

Covina's bicycle routes are financed by the City through State grants and other sources. Depending on the location, bicycle-accommodating facilities would be funded by public or private monies.

**5. Public Parking Facilities**

The development, expansion, and maintenance of public parking lots in downtown Covina, as discussed in Section D, are generally funded by the Parking District, a special entity empowered to handle these matters. In the future, the City may consider utilizing other sources in dealing with public parking facilities.

**6. City Transportation Programs**

The City's transportation programs, such as the current dial-a-cab measure for seniors and the disabled, are funded and are likely to continue to be paid through the countywide Proposition A (again, the primary Los Angeles County transportation fund). But the City could, at its discretion, utilize other monies in this area.

**7. Transportation Demand Management and Transportation System Management**

Transportation demand management (TDM) and transportation system management (TSM), which were defined and discussed in, respectively, Sections E and F above, are now and would continue to be funded by both public and private sources.

**8. Sewer and Storm Drainage Systems and Utility Facilities**

Public sewer and storm drainage systems are funded primarily from Los Angeles County revenues, generated from basic taxes and special property tax assessments, and, to a lesser extent, City resources. This arrangement is not likely to change in the years ahead. Basic public utilities, including water, electricity, gas, and telephone, are financed through the respective utility companies. Covina's only involvement in this area concerns a portion of the community that is provided water by the City. All utility funding is generally based on specific, user-oriented fees, a mechanism that is expected to continue.

**J. Listing of Key Infrastructure and Transportation Systems Issues**

This area of discussion lists the key issues concerning infrastructure and transportation systems and is based on the facts and information presented in the previous sections and related salient material. As stated in Chapter II (Overview of Key Existing Circulation/Transportation Issues, which emanates more from points derived out of staff general knowledge and observations and identified through community input), issues are important because they clarify key matters warranting attention and because, along with the detailed description and analysis of the local circulation/transportation conditions (in the preceding sections and Technical Appendix), issues form the basis for the below-listed goal and policies and the Circulation/Infrastructure Plan. (Issues of Chapter II are thus similarly regarded and applied.) Refer to the previous sections and to the

accompanying Technical Appendix for clarification on this material and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The major infrastructure and transportation systems issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Stating that Covina is presently supported by a substantially developed 109-mile network of predominately linear public streets that vary in size, traffic volume, and function.
2. Acknowledging that many streets have sections or stretches that are deficient in width (relating to the number of through traffic lanes) and/or improvement (referring to curbs, gutters, and/or sidewalks).
3. Stating that the two key street utilization descriptors are traffic volume, which is the number of vehicles passing a given point in both directions in a typical 24-hour period, and traffic flow quality or level of service (LOS), which ranges from category "A" (the best) to "F" (the worst). And indicating that in urban areas of southern California, LOS D is typically viewed as the maximum acceptable standard.
4. Declaring that portions of the following four major streets presently exceed LOS D or are characterized by excessive congestion during peak periods: 1) Azusa Avenue, 2) Citrus Avenue, 3) Grand Avenue, and 4) Badillo Street.
5. Conceding that in Covina over the next several years, traffic volumes and concomitant congestion are expected to increase primarily because of 1) infill development on the few remaining vacant local sites and redevelopment of currently underutilized properties, in accordance with policies and standards of the accompanying, central Land Use Element and 2) continuing regionwide growth.
6. Acknowledging that, utilizing what are called "trip generation" standards and methodology to estimate future-oriented traffic volumes, sections of the following major streets would have LOS E or F (indicating the greatest probable congestion during peak periods): 1) Lark Ellen Avenue, 2) Azusa Avenue, 3) Citrus Avenue, 4) Barranca Avenue, 5) Grand Avenue, 6) Arrow Highway, 7) San Bernardino Road, and 8) Badillo Street.
7. Following the deficient segments of the streets identified in item #6 above, which are dispersed in various areas of the community, as a basis for developing appropriate strategies to address the major traffic congestion-related challenges in Covina in the years ahead.
8. Complying with the Los Angeles County Congestion Management Program (CMP), which aims to relieve traffic congestion as well as improve air quality on a regional basis by linking land use, transportation, and air quality decisions and which encompasses a network of all freeways and the major roads in the County, including Azusa Avenue in Covina.
9. To address documented (or, referenced in item #6 above) deficiencies in the major Covina streets, which would be exacerbated in the future because of both local and regional growth, considering to follow various mitigation measures recommended in the Technical Appendix, particularly: 1) analyzing at peak hours specific intersections in conjunction with future development/redevelopment proposals, 2) adding a third through lane in each direction on certain major or previously-designated primary arterials (generally, by restriping lanes and performing minor reconstruction actions), 3) adding a raised median to particular major streets or previously-designated four-lane secondary arterials (generally, by restriping lanes), and 4) completing certain larger streets with General Plan-related design shortfalls such that they would have four through lanes and other features.



10. Recognizing physical and/or City policy constraints in approaching traffic impact mitigation in the downtown and possibly in other places and acknowledging the need to conduct specific, focused analyses for all street segments in the special or unique areas.
11. Maintaining truck routes to accommodate and serve commercial and industrial activities and to best protect residential and other sensitive uses from truck disturbances, such as noise and vibration.
12. As the primary form of public transportation in Covina, ensuring the continued viability and appropriateness of bus routes and bus service in the City, which exist throughout the community, to best serve system users and to conform to adjacent land uses.
13. Ensuring that the major bus stops or regional hub at and abutting the Eastland Mall in the City of West Covina, a portion of which lies in Covina, best serves Covina users and maintains harmony with City land uses and streets.
14. Ensuring that the San Bernardino Line of the Metrolink Commuter Rail system, which traverses Covina, best serves system users, mechanically operates in a reasonable manner, and maintains appropriate and safe crossings over City streets.
15. Ensuring that the Metrolink Commuter Train Station and accompanying "park and ride" lots at Citrus Avenue continue to most functionally serve system users and best complement existing and potential community revitalization and economic development activities relating to adjacent properties and the downtown's principal core, on Citrus Avenue between Badillo Street and San Bernardino Road, including encouraging the creation of vibrant, pedestrian-friendly, and mixed uses under a framework of "urban village" or livable cities design concepts.
16. Maintaining and possibly expanding Covina's relatively small network of bicycle routes and bicycle lanes to fulfill both functional and recreational needs.
17. Maintaining opportunities for sufficient pedestrian movement in public rights-of-way and areas and on private properties.
18. Maintaining, continuously evaluating, and, where possible, improving City-administered transportation programs, such as dial-a-cab, bus pass subsidy, bus stop/shelter installation (along various routes and at the City's portion of the Eastland Mall transit hub), and Metrolink Commuter Train Station enhancement, to meet the transportation needs of the less mobile segments of Covina's population.
19. Continuing to require adequate on-site parking in relation to most development/redevelopment proposals, through the Zoning Ordinance, to best serve the community.
20. Dealing with either limited or often nonexistent on-site parking for various properties in the older downtown by continuing to follow applicable sections of the Zoning Ordinance that provide special consideration to this key, central area and by continuing to support the downtown Parking District, an independent entity, as a viable mechanism for developing and maintaining parking and thus preserving and enhancing the social and economic vitality of the area.
21. Pertaining to various mandatory plans and programs of higher levels of government or regional agencies, acknowledging the City of Covina's responsibility to adopt and follow what are called Transportation Demand Management (TDM) measures, which seek to modify individual travel behavior to reduce peak period congestion associated with single-occupant vehicle trips. TDM



measures include ridesharing, carpooling, and flextime for City employees and requiring, through Zoning, that major nonresidential developments contain facilities that encourage the use of alternatives to traditional single-occupant automobile use.

22. Considering what are called Transportation System Management (TSM) measures that include signal synchronization programs and intersection movement/channelization improvements and that aim to attain the maximum utilization and capacity out of a community's existing transportation-related infrastructure, where possible, to remedy identified deficiencies.
23. Continuing to maintain and, where necessary, improve, through City and/or County efforts, the generally adequate sewer and storm drainage systems and related facilities that serve Covina.
24. Continuing to maintain and, where necessary, improve, through City or other utility provider efforts, the sufficient water, electricity, gas, and telephone distribution networks and related facilities that serve Covina.
25. Selecting appropriate, viable funding sources to finance future street improvements and enhancements to address existing deficiencies, such as inadequate rights-of-way and insufficient traffic signals, so that future growth is adequately handled.
26. Selecting appropriate, viable funding sources to finance future street maintenance to address existing problems, such as cracking or eroding asphalt and large potholes, and to keep up general functions like street cleaning, signing, restriping, lighting, and landscape maintenance to retain community safety as well as image and appearance.
27. Selecting appropriate, viable funding sources to support City-administered transportation programs (such as those mentioned in item #18 above).



**PICTURE 1. METROLINK COMMUTER RAIL LINE AT COVINA STATION ON CITRUS AVENUE IN NORTHERN PORTION OF DOWNTOWN. THE METROLINK SYSTEM PROVIDES AN IMPORTANT ALTERNATIVE MODE OF TRANSPORTATION FOR COMMUTERS TRAVELLING TO DISTANT LOCATIONS.**

## **IV. GOAL AND POLICIES**

### **A. General**

As stated in the Introduction above, the circulation/transportation goal and policies are important in the circulation/transportation process. These items supplement and serve as the primary basis for the Circulation Element's key Circulation/Infrastructure Plan and therefore function in a direction-setting capacity and as a foundation for evaluating and making decisions and conducting actions on private developments and public projects. The goal and policies, again as previously indicated, emanate from the community's key circulation/transportation issues (listed in Chapter II above) and on a detailed description and assessment of Covina's infrastructure and transportation systems (presented in the previous section and accompanying Technical Appendix), which were both identified by City staff and ascertained through public comment. In theory, then, the goal and policies stated here (as well as the Circulation/Infrastructure Plan) bridge the gap between where the community is and what type of city it wishes to become.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate local government commitment. Therefore, all below policies are listed within the context of "The City shall . . ." and are worded in plain English.

### **B. Goal and Policies**

In applying the two terms to Covina, one goal and several policies are utilized. The policies are listed within a framework relative to six topical areas. The goal is:

A well-balanced infrastructure system and related circulation network that provide functional, viable, safe, efficient, economical, and attractive transportation, movement, and transmission and applicable services for current and future Covina residents, employers, workers, business patrons and service recipients, visitors, and passers-by.

The remainder of this chapter is devoted to the policies, which, it should be noted, are listed in no particular order. The six topical areas of the policies are:

1. Maintenance and improvement of public rights-of-way and related infrastructure to accommodate future growth.
2. Public transit and transportation programs.
3. Downtown Covina.
4. Sewer, storm drainage, and public utilities and related systems.
5. General circulation and infrastructure matters.
6. Funding.

The topical areas are not entirely mutually exclusive and, therefore, several policies from different groupings are similar. It should be noted that the goal and policies, except for area number three (Downtown Covina), are applied on a citywide basis, unless expressly stated otherwise.



**C. Policy Area 1**

**Maintenance and improvement of public rights-of-way and related infrastructure to accommodate future growth.**

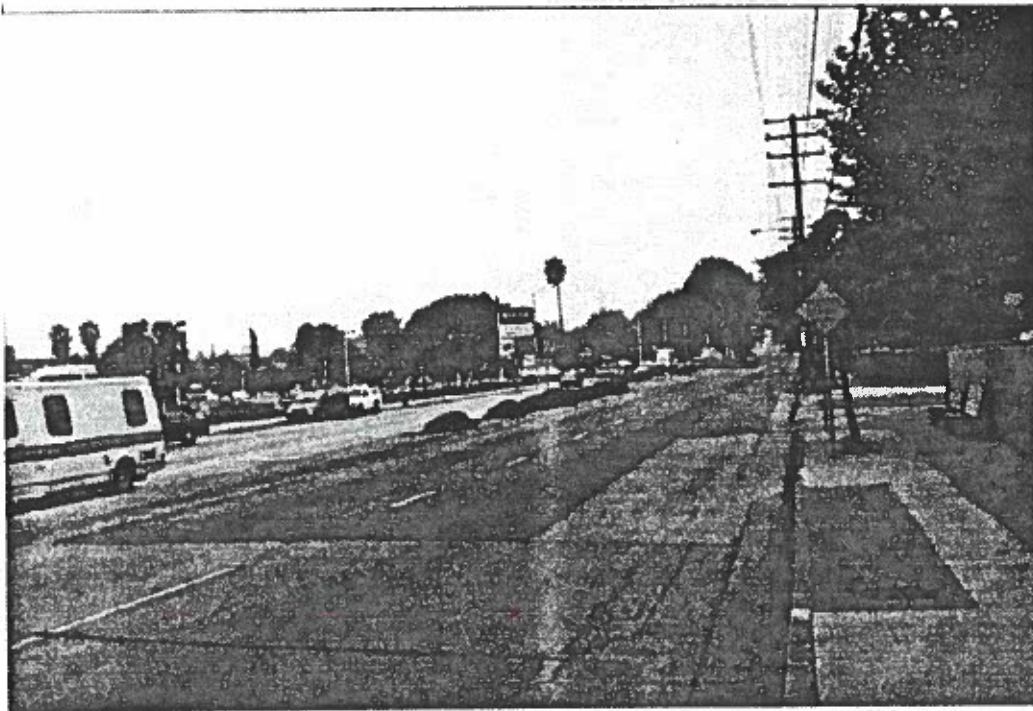
The City shall:

1. Maintain a network of public streets, under an appropriate, viable, and functional classification system and framework of standards, as presented in Chapters IV and V of this Circulation Element, that enables the City to accommodate existing and future traffic conditions, volumes, and patterns arising from projected moderate growth and revitalization.
2. Follow the street classification systems and standards presented in chapter V below, except where community goals, objectives, and policies are best furthered.
3. Maintain and, where administratively and financially possible, improve the physical condition, structural integrity, design capacity, utilization, appearance, and/or cleanliness of Covina's public rights-of-way and facilities, including, but not limited to, streets, alleys, sidewalks, medians, landscaping, parking areas, and miscellaneous infrastructure.
4. Where necessary and feasible, conduct traffic circulation improvements and congestion mitigation measures, including, but not limited to, traffic signal installation, synchronization, or upgrade, lane restriping or modification, and/or speed limit, stop sign, or street light installation.
5. Consider relevant sources, such as the accompanying Technical Appendix, in identifying, approaching, analyzing, and handling street maintenance, improvement, and modification, traffic circulation enhancement, and congestion mitigation.
6. Handle needed street and related infrastructure and transportation improvements on a realistic, viable, prioritized, systematic, consistent, and cost effective basis and, if possible, from the standpoint of benefiting the greatest number of Covina residents and businesses.
7. Accommodate, where financially, administratively, and technically feasible, needed street and related infrastructure and transportation improvements, among other reasons, to minimize traffic conflicts and hazards as well as liability, to improve vehicular and pedestrian safety, to bolster ongoing code enforcement efforts, and to enhance community appearance, image, and character, social, economic, and recreational vitality, and overall quality of life.
8. In conjunction with major development proposals or other situations on the most congested streets, consider to require the detailed analysis of specific intersections at peak hours as a means of clarifying the operations of and better identifying acceptable or sufficient mitigation for particular roadway segments.
9. Consider, on a case by case basis, making certain major streets, or segments thereof, six lanes, where feasible, through whatever short- and long-term appurtenant modifications are deemed reasonable, while analyzing the measure's practicality, viability, and funding as well as impacts on residents and businesses.
10. Consider, on a case by case basis, adding a raised median to particular submajor streets, or segments thereof, through whatever short- and long-term appurtenant modifications are deemed reasonable, while analyzing the measure's practicality, viability, and funding as well as impacts on residents and businesses.
11. Reconcile the need to resolve remaining, major road and infrastructure deficiencies with the need to maintain the maturing community's aging street and circulation networks.

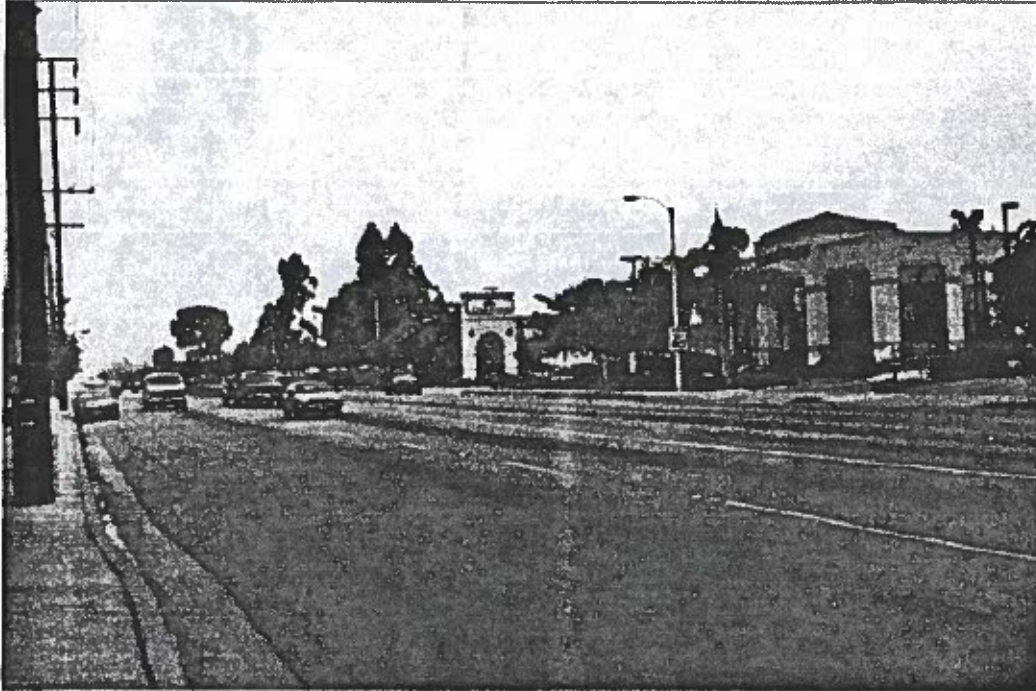




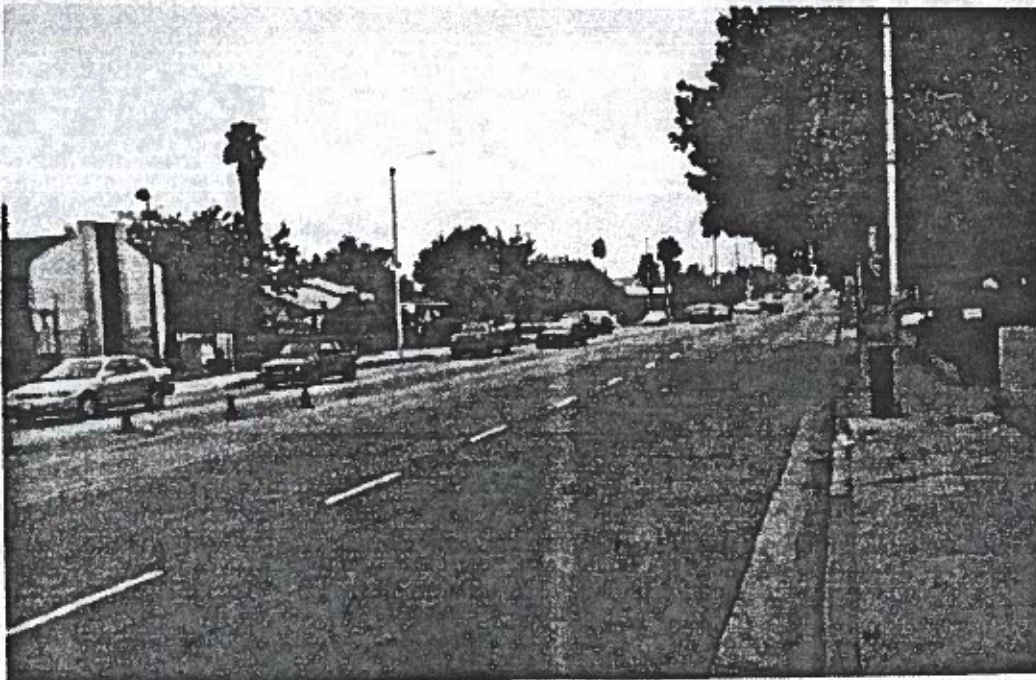
**PICTURE 2. BADILLO STREET IN DOWNTOWN, LOOKING EAST TOWARD CITRUS AVENUE. THE CIRCULATION ELEMENT CALLS FOR CREATIVE APPROACHES TO ADDRESS EXISTING ROADWAY CONSTRAINTS OR LIMITATIONS TO HANDLE FUTURE TRAFFIC.**



**PICTURE 3. GRAND AVENUE, VIEWED NORTH FROM BADILLO STREET. GRAND, THE MOST HEAVILY TRAVELLED ROAD, IS A KEY COMPONENT OF COVINA'S NETWORK OF PRINCIPLE STREETS—A NETWORK THAT THE CIRCULATION ELEMENT STRIVES TO BEST MAINTAIN AND UTILIZE.**



**PICTURE 4. AZUSA AVENUE, LOOKING NORTH FROM CYPRESS STREET. TO ACCOMMODATE INCREASING TRAFFIC ON AZUSA AND OTHER MAJOR ROADS, THE GENERAL PLAN PROPOSES TO CONDUCT FOCUSED TRAFFIC STUDIES FOR PARTICULAR INTERSECTIONS AND, WHERE FEASIBLE, TO ADD ADDITIONAL THROUGH LANES.**



**PICTURE 5. LARK ELLEN AVENUE, VIEWED NORTH FROM SAN BERNARDINO ROAD. THE CIRCULATION ELEMENT SUPPORTS ADDING A RAISED MEDIAN HERE AND ON SIMILAR LESSER TRAVELLED MAJOR ROADS, IF VIABLE, TO HANDLE FUTURE GROWTH.**



12. Ensure, where applicable, that private as well as public parking, drive-through, and drop-off/pick-up ingress/egress locations off of public rights-of-way provide for sufficient access, circulation, maneuverability, visibility, and safety as well as separation from any residential or other sensitive adjacent uses and that all on-site parking facilities adequately serve their accompanying uses and are designed to facilitate safe, functional, and viable circulation and maneuverability.
13. To the greatest degree possible, direct and concentrate high speed, through or commuter traffic to major roads (primary and secondary arterials and collectors), as opposed to local, residential-oriented streets.
14. To the greatest degree possible, direct and concentrate heavy truck traffic/truck routes to appropriate primary and secondary arterial or collector roads and to suitable commercial- and industrial-serving local streets only.
15. Ensure, to the greatest degree possible, that all officially designated truck routes best protect residential and other sensitive uses from truck disturbances and are adequate and safe in terms of accessibility, maneuverability, roadway characteristics and conditions, and, if necessary, signage and that changes and enhancements are done, when necessary and feasible.
16. Monitor and, where administratively and financially possible, consider expanding the City's bikeways and related facilities in appropriate areas, such as near or linking schools, parks, and major commercial activities and employment centers, for functional as well as recreational uses, in a manner that best meets local conditions and needs.
17. Permit on-street parallel parking during appropriate hours, where needed and safe and where desired circulation improvement, congestion mitigation, and community revitalization proposals are not impeded.
18. Conduct additional, focused traffic and circulation studies/analyses, as determined to be needed, for special or unique streets, areas, situations and conditions discussed in the accompanying Technical Appendix, in Chapter III of this Element, and in other sources, such as for Citrus Avenue, San Bernardino Road, and Badillo Street in the downtown, either in conjunction with or independent of peak hour intersection analyses, and consider appropriate mitigation while taking into account community economic development, revitalization, business, and related desires and goals.
19. Conduct additional, focused traffic and circulation studies/analyses, as determined to be needed, for particular congested streets, roadway segments, and intersections discussed in the accompanying Technical Appendix and Chapter III of this Element as well as in other sources, either in conjunction with or independent of peak hour intersection analyses, and consider appropriate mitigation while taking into account community economic development, revitalization, business, and related desires and goals.
20. In considering design modifications on congested streets to increase roadway capacity, to the greatest extent possible, emphasize modifications within the existing curb-to-curb area or right-of-way to best balance the need to improve the circulation system with the social and economic costs of, respectively, street widening and/or additional right-of-way acquisition.
21. Recognize and, in addressing major streets with identified design and/or capacity deficiencies, consider the fact that some of the roadways actually function better than the underlying technical material signifies.
22. Ensure that the street network accommodates, to the greatest extent feasible, public transportation routes and stops.
23. Continue encouraging, where administratively and financially feasible, public transportation- and pedestrian-accommodating enhancements to the infrastructure, including, but not limited to, bus pads and sidewalks and wheelchair ramps.
24. Maintain adequate access to all adjacent Freeways and State Highways serving the Covina area.



25. Make efficient use of existing Covina infrastructure and circulation resources and facilities.
26. Ensure that all new and modified public streets and appurtenant components thereof and other infrastructure are designed in accordance with all applicable City standards, except where community goals, objectives, and policies are best furthered, and are designed so as to minimize construction and maintenance costs.

**D. Policy Area 2**

**Public transit and transportation programs.**

The City shall:

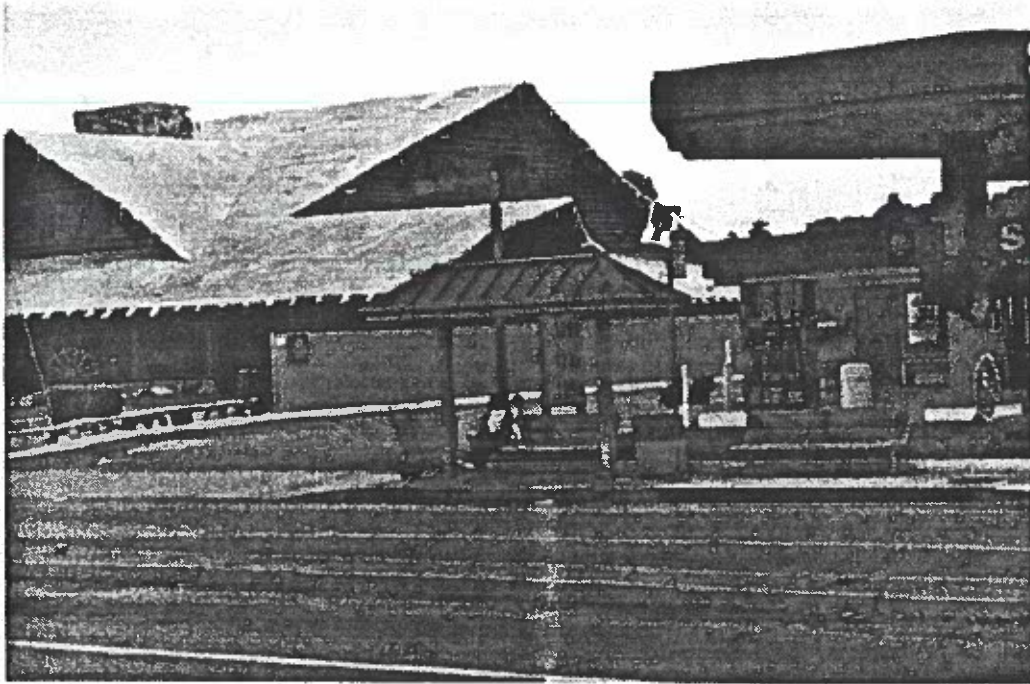
1. Maintain, monitor, and, where administratively and financially possible, improve local transportation programs and activities in a viable, cost-effective manner to best meet Covina resident needs, particularly those of seniors, the disabled, students, and the disadvantaged.
2. Attempt to ensure, through liaison efforts, that major, regional-oriented public bus agencies adequately and efficiently serve Covina, have appropriate, logical routes, and maintain bus stops that are adequate in location, identification, and design and that minimize adverse impacts on adjacent properties and activities.
3. Attempt to ensure, through liaison efforts, that major bus stops or the regional-oriented facility or hub at and near the Eastland Mall in West Covina is functionally sufficient, best serves Covina users, and maintains harmony with adjacent properties and activities in Covina.
4. Encourage the major bus providers utilizing the transit hub at and adjacent to the Eastland Mall to develop a larger, more compact and functional facility entirely within the Mall property to better serve users and to minimize any adverse impacts on Covina properties and activities.
5. Attempt to ensure, through liaison efforts, that the Metrolink Commuter Rail (and freight) Line adequately and efficiently serves Covina, that street crossings and wall separations are appropriate and safe, and that any undesirable incursions from either service are mitigated, to the greatest extent possible.
6. Monitor and attempt to best maintain the functional and design adequacy and parking capacity of the Covina Metrolink Commuter Rail Station and, where desired and feasible, improve and/or expand the Station and/or related parking to meet local and regional needs.
7. Accommodate the linking of the Covina Metrolink Commuter Rail Station and other public transit depots to feeder transportation, to the greatest extent feasible.
8. Make efficient and cost-effective use of existing Covina transportation resources and facilities.
9. Consider proximity to public transit, among other factors, in evaluating housing projects and facilities for senior citizens and the disabled.

**E. Policy Area 3**

**Downtown Covina.**

The City shall:

1. Maintain and, where necessary and feasible, consider enhancements to downtown traffic, circulation, parking, and overall infrastructure, including, but not limited to, better synchronizing traffic signals, constructing more off-street parking in deficient areas, improving parking lot security/lighting, and better, more clearly linking off-street parking to district businesses through sufficient signage and other strategies.



**PICTURE 6. TYPICAL COVINA BUS STOP. AS THE PRIMARY MODE OF PUBLIC TRANSPORTATION SERVING THE COMMUNITY, CIRCULATION ELEMENT POLICY ENCOURAGES CONTINUED SUPPORT OF THE BUS SYSTEM.**



**PICTURE 7. METROLINK COMMUTER RAIL STATION ON CITRUS AVENUE IN NORTHERN PORTION OF DOWNTOWN. THE STATION IS ONE LINK OF THE REGIONAL ORIENTED METROLINK NETWORK, WHICH PROVIDES AN IMPORTANT ALTERNATIVE MODE OF PUBLIC TRANSPORTATION FOR LONG-DISTANCE COMMUTERS AND COMPLEMENTS DOWNTOWN REVITALIZATION ACTIVITIES AND THEREFORE IS TO BE SANCTIONED IN THE GENERAL PLAN PROCESS.**





**PICTURE 8. CITRUS AVENUE, LOOKING NORTH AT BADILLO STREET IN THE HEART OF THE DOWNTOWN. THE CIRCULATION ELEMENT STATES THAT SPECIAL CONSIDERATION IS TO BE GIVEN TO ADDRESSING THE TRAFFIC/ CIRCULATION NEEDS OF THIS UNIQUE STREET.**



**PICTURE 9. TYPICAL PUBLIC PARKING LOT IN DOWNTOWN. THE DOWNTOWN ORIENTED PARKING DISTRICT OWNS, DEVELOPS, AND MAINTAINS PUBLIC PARKING FACILITIES FOR BUSINESS PATRONS, EMPLOYEES, AND OTHERS THAT CONSTITUTE AN IMPORTANT TRANSPORTATION COMPONENT OF THE AREA.**



2. Continue to address the unique parking situation of the downtown by following special, applicable sections of the Zoning Ordinance and by continuing to support the downtown Parking District as a viable mechanism for the development and maintenance of parking.
3. If suitable, extend existing angled parking on Citrus Avenue beyond San Bernardino Road on the north to better compliment community goals and desires and ongoing revitalization and economic development activities.
4. Where appropriate, consider infrastructure and related enhancements to facilitate downtown pedestrian circulation, taking into account safety, lighting, pleasantness, adequacy, and accessibility for the disabled.
5. In analyzing and/or considering any changes to Citrus Avenue or other streets in the downtown, balance traffic and circulation matters with business and economic development needs and follow all applicable provisions of other Policy Areas of this Circulation Element, particularly Policy Area 1.
6. Continue accommodating, where appropriate, vibrant, quality, and pedestrian-oriented retail activities in the downtown to bolster district vitality, economic development, and revitalization but without overburdening parking, traffic, and circulation.
7. Consider accommodating appropriate mixed uses in and around the downtown, via "urban village" or livable cities concepts, as a means for, among other benefits, maximizing the efficiency and attractiveness of transit usage, reducing vehicle trips, and encouraging and facilitating pedestrian circulation.
8. Monitor and best exploit the traffic, circulation, and parking as well as land use impacts associated with the Metrolink Commuter Rail Station, particularly in relation to potential redevelopment of adjacent properties to more vibrant activities and pertaining to ongoing revitalization, beautification, and economic development in the heart of the downtown.

**F. Policy Area 4**

**Sewer, storm drainage, and public utilities and related systems.**

The City shall:

1. Ensure, to the greatest extent feasible, through direct or liaison efforts, the continued maintenance and adequacy and, where necessary, improvement of Covina's sewers and sewage disposal system to prevent contamination of ground water and receiving water quality and to accommodate long-term growth and revitalization.
2. Continue to require, where appropriate and possible, properties with septic tanks to connect to the public sewage disposal system.
3. Ensure, to the greatest extent feasible, through direct or liaison efforts, the continued maintenance and adequacy and, where necessary, improvement of Covina's storm drains and storm drainage system to prevent or minimize flooding and soil erosion and to accommodate future growth and revitalization.
4. Continue to reasonably accommodate storm water runoff programs, in accordance with applicable Federal, State, and other standards.
5. Ensure, to the greatest extent feasible, through direct or liaison efforts, the continued maintenance and adequacy and, where necessary, improvement of Covina's water supply facilities and water distribution system as well as the ability of the water network to meet future growth and revitalization.
6. Ensure, to the greatest extent feasible, through direct or liaison efforts, that all current and future peak period water demands are met and that water pressure and fireflow rates in all areas are adequate.

7. Ensure, to the greatest extent feasible, through liaison efforts, that energy and communications supply and distribution facilities and stations are structurally, mechanically, and physically sound, well maintained, sufficiently monitored, and adequate to meet projected growth and revitalization.
8. Ensure, to the greatest extent feasible, through liaison efforts, that all current and future energy and communications demands, particularly peak period demands, will be met.
9. Accommodate the necessity of utility companies and similar entities to obtain rights-of-way and easements, while attempting to maintain appropriate community standards.
10. Continue to require that utility company and related new transmission and supply lines, including those for streetlights, be placed underground.
11. Continue to require that ground-, structure-, or roof-mounted communications antennas meet reasonable City height, location, design, and screening standards and are unobtrusive and aesthetically harmonious with building location and/or site design.
12. Ensure that any ground-mounted utility company facilities and manholes are located in areas that are, to the greatest extent feasible, safe, unobtrusive, inconspicuous, and aesthetically harmonious with road or building location and/or site design.
13. Ensure, to the greatest extent feasible, that street lighting in the community is adequate and that any deficient areas are remedied.

**G. Policy Area 5**

**General circulation and infrastructure matters.**

The City shall:

1. For major developments, continue requiring builders/developers to incorporate various traffic congestion mitigation/reduction and additional infrastructure-related amenities and features into their projects, in accordance with the Covina Municipal Code and any other City or Redevelopment Agency provisions.
2. Follow, in a reasonable manner, through the Covina Site Plan Review and other processes, applicable portions of all Federal, State, regional, and County transportation plans/provisions, such as the Los Angeles County Congestion Management Program (CMP), that mandate traffic congestion mitigation and air pollution reduction measures be imposed on major private developments by, among other strategies, minimizing single-occupant trips, advancing alternative modes of transportation, and/or alleviating traffic-related impacts by requiring the incorporation of appropriate facilities into site design and the performing of necessary traffic impact analyses.
3. Follow, in a reasonable manner, applicable portions of Federal, State, regional, and County transportation plans/provisions that require Covina administration to manage programs for employees that promote traffic congestion mitigation and air pollution reduction by minimizing single-occupant vehicle trips and promoting alternative modes of transportation.
4. Reconcile the community's traffic, transportation, accessibility, circulation, parking, and overall infrastructure situations, needs, and desires with corresponding regional issues and concerns, to the greatest degree feasible.
5. Balance the City's obligation to address certain traffic-, circulation-, and general infrastructure-related deficiencies with Covina's need to accommodate residential and nonresidential growth or to continue with ongoing communitywide economic development, commercial revitalization, neighborhood preservation, and affordable housing activities/programs.

6. Ensure, to the greatest extent possible, that Covina's street network, circulation systems, and overall infrastructure conform to all land use, growth, economic development, and related provisions of other General Plan Elements.
7. Continue to require adequate on-site parking and vehicular circulation in the plan approval process through standards and provisions in the Zoning Ordinance, Design Guidelines, and other documents.
8. Ensure, to the greatest extent possible, that Covina's street network, circulation systems, and overall infrastructure will preserve the community's low-rise/low- to medium-intensity character, including sensitive environmental resources and features of the Covina Hills area, protect residential neighborhoods from potential adverse traffic and related encroachments, and enhance the quality of life and safety for City residents, workers, patrons, and passers-by.
9. Attempt to reasonably monitor and handle potential and actual negative traffic, circulation, and related incursions from projects in adjoining jurisdictions.
10. On a citywide basis, continue, where appropriate, accommodating vibrant, quality, and attractive commercial and industrial businesses that strengthen the City's economic base, image, and character while minimizing adverse traffic impacts.
11. Concentrate, to the greatest extent practical, major developments and mixed uses in areas, centers, or clusters near or along transit corridors or adjoining bus stops or the Covina Metrolink Commuter Rail Station.
12. Recognize and appropriately handle and coordinate the interrelationship between transportation and circulation systems and land use matters in accommodating desired growth and in evaluating development impacts.
13. Continue accommodating pedestrian circulation, to the greatest degree possible, in terms of adequately-sized, conveniently located, safe, functional, unobstructed, and disabled-accessible major- and small-street public sidewalks, public crosswalks, private walkways and access routes, private walkways/access route linkages to public sidewalks, and sufficient connections between public sidewalks and crosswalks.
14. Continue to require public sidewalks adjacent to construction projects to be adequately shielded in accordance with all City Code provisions.
15. Ensure that adequate, safe vehicular access or detour routes are provided around all road construction or street-encroaching development sites in accordance with all City Code provisions.
16. Work with Los Angeles County, to the greatest extent possible, to promote the preservation and maintenance of the equestrian and hiking trail, which meanders through the Covina Hills area, and direct linkages thereto.
17. Ensure that future development- and public works-generated traffic, accessibility, and recreational activities preserve the appearance, integrity, and full functionality of the unchannelled portions of Walnut Creek and appurtenant equestrian/hiking trail in Covina Hills as well as the Charter Oak Wash through Wingate Park.
18. Encourage streets, appurtenant components thereof, and related infrastructure in private developments to be maintained by private associations, whenever possible.
19. Acquire and maintain currently private streets only where appropriate and where adequate funding can be secured.
20. Continue to prefer that State Highway 39 (Azusa Avenue) be maintained by the State.
21. Maintain adequate street name, directional, speed, and other signage throughout the community to best accommodate traffic and circulation conditions and needs.



22. Promote the safe, efficient transport of all segments of the population and the safe and effective movement of goods and materials.
23. Best implement the Circulation Element through the Zoning Ordinance and Design Guidelines, Capital Improvement Program, Subdivision Ordinance, Building and Safety provisions, and any related Covina Municipal Code sections, City policies, plans, or proposals or through other applicable matters.
24. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure alteration or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential traffic, circulation, and/or infrastructure impacts.
25. Appropriately monitor and, under State law, annually report to the Planning Commission and City Council on progress in General Plan implementation to ensure the viability, effectiveness, and coordination of all adopted goals, objectives (if applicable), policies, and circulation, land use, and other Plan components.
26. Attempt to work with other City departments/divisions to best approach and handle various circulation- and transportation-related proposals, issues, and problems.
27. Ensure, to the greatest extent possible, that properties, buildings, and uses of which the Federal or State government or another entity has permitting authority over, such as post offices, public schools, hospitals, mobile home parks, utility company sites, and miscellaneous administrative facilities, comply with all applicable Covina parking, circulation, site ingress/egress, and related codes and standards and address any City concerns.
28. Endeavor to promote the importance of the General Plan and its implementation to the public, businesses, developers, Covina employees, and other interested parties through appropriate channels.
29. Implement the Circulation Element in a manner consistent with the desired implementation/administration of all other General Plan Elements, as presented in those chapters, and applicable City and Redevelopment Agency plans and community goals.
30. Maintain departments/divisions to carry out the Circulation Element's various circulation-, transportation-, and infrastructure-related responsibilities and obligations.

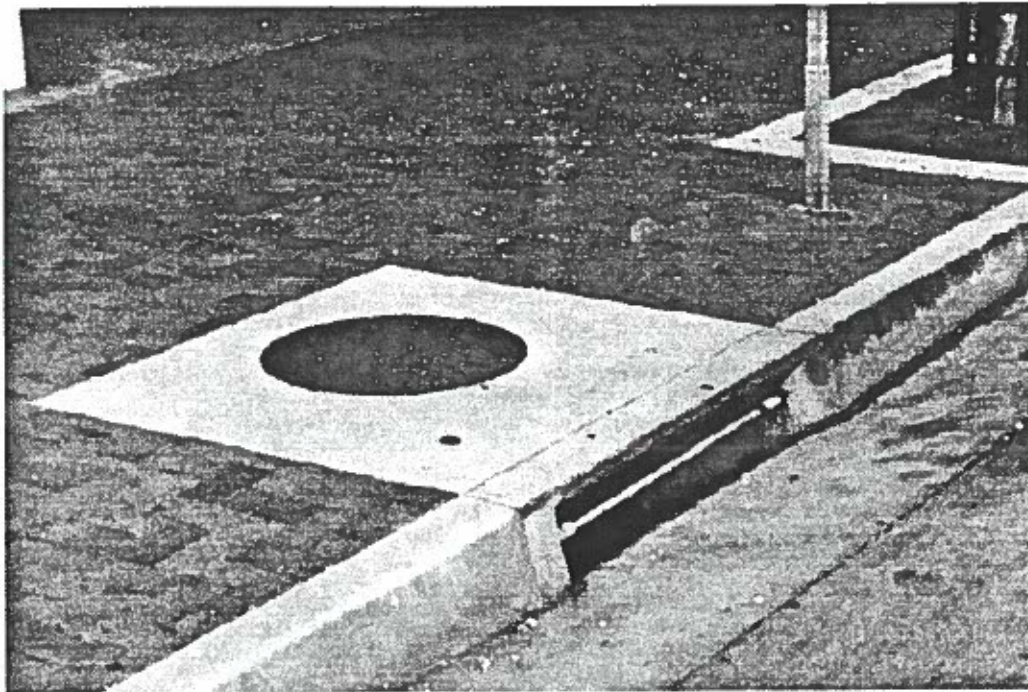
## **H. Policy Area 6**

### **Funding.**

The City shall:

1. Continue utilizing current, long-term funding sources for street improvements, such as project-specific developer conditions, City General Fund and Redevelopment Agency monies, and Federal Community Development Block Grant (CDBG) and Federal-Aid Urban (FAU) subventions.
2. Consider, if feasible, to adopt supplemental measures to fund street improvements, including, but not limited to, additional General Fund or Redevelopment Agency monies, development impact fees, special assessment districts, and general obligation bonds.
3. Continue employing current, long-time funding sources for street maintenance, such as General Fund monies, the Federal Community Development Block Grant (CDBG) program, State gas tax and Los Angeles County transit assistance (Proposition C) funds, and miscellaneous grants.
4. Consider, if possible, to adopt supplemental measures to fund street maintenance, including, but not limited to, allocating additional General Fund monies and enacting special assessment districts.



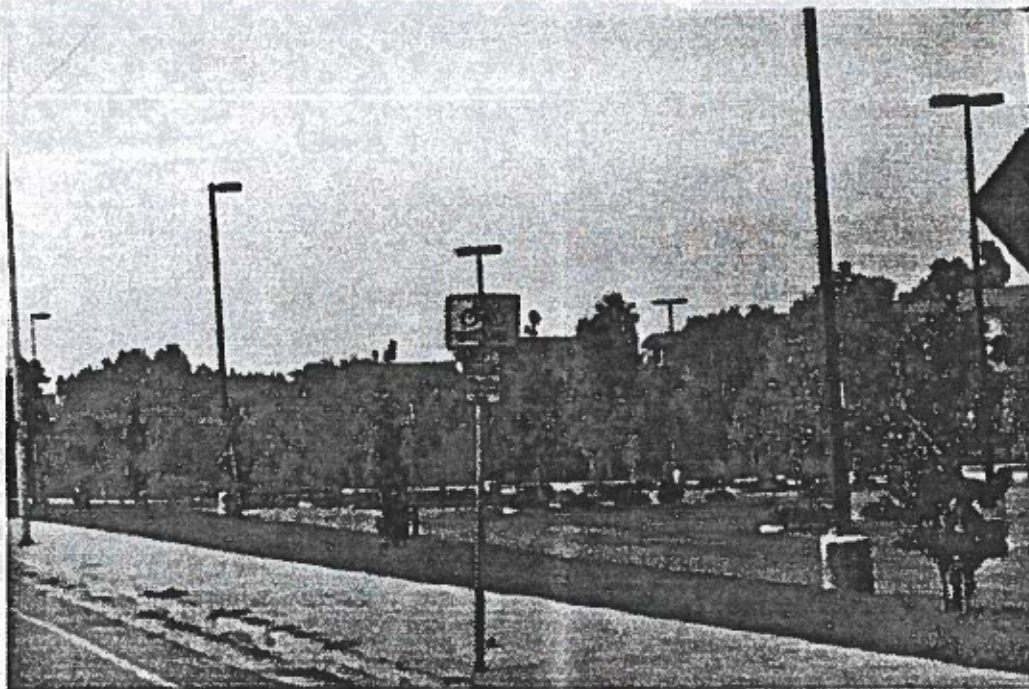


**PICTURE 10. ORDINARY STORM DRAIN INLET. BESIDES ADDRESSING STREETS, THE CIRCULATION ELEMENT ALSO ESTABLISHES A FRAMEWORK FOR MAINTAINING AND, WHERE NEEDED, IMPROVING STORM DRAINS AND OTHER INFRASTRUCTURE.**

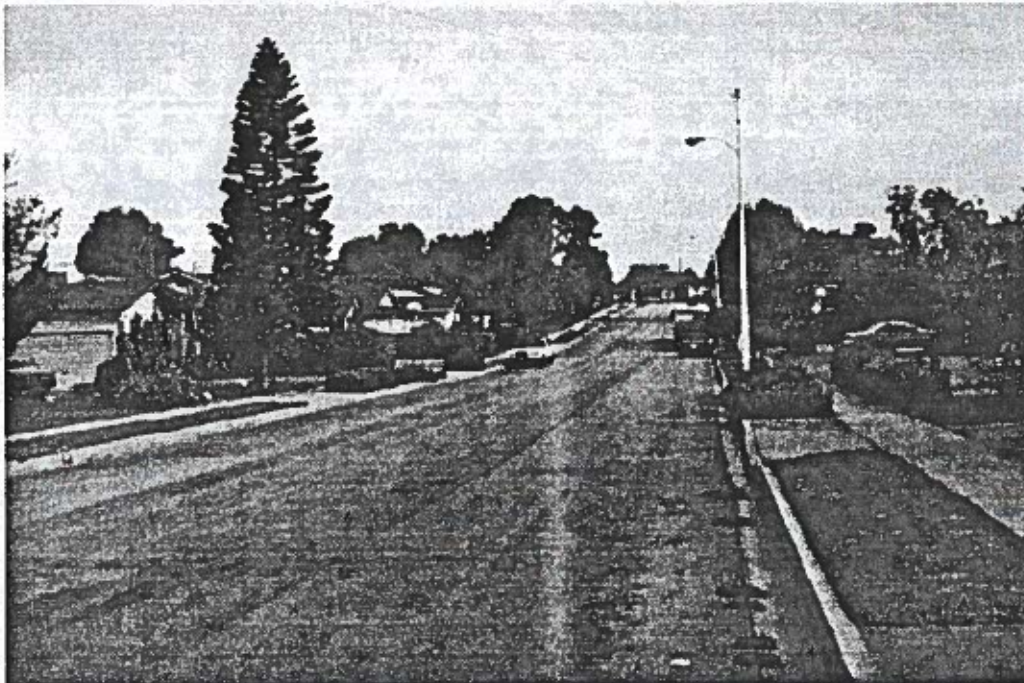


**PICTURE 11. TYPICAL DETERIORATING STREET. MANY PUBLIC STREETS ARE IN NEED OF RECONSTRUCTION OR RESURFACING, A FACT THAT THE CIRCULATION ELEMENT RECOGNIZES AND DEALS WITH.**





**PICTURE 12. COVINA BIKEWAY. THE GENERAL PLAN PROPOSES TO MAINTAIN AND, WHERE FEASIBLE, IMPROVE COVINA'S LIMITED NETWORK OF BIKE ROUTES AND LANES FOR TRANSPORTATION, RECREATION, AND OTHER PURPOSES.**



**PICTURE 13. TYPICAL NEIGHBORHOOD OF SINGLE-FAMILY DETACHED HOUSES, NEAR GLENDORA AVENUE AND BADILLO STREET. AN IMPORTANT INTENT OF CIRCULATION ELEMENT POLICY IS TO PROTECT SMALLER RESIDENTIAL STREETS FROM EXCESSIVE TRAFFIC/SOUND EXPOSURE BY, AMONG OTHER STRATEGIES, DESIGNATING THE MAJOR PRINCIPLE ROADS FOR TRUCK AND GENERAL COMMUTER TRAFFIC.**



5. In funding needed improvements and maintenance for streets and overall infrastructure, attempt to ensure that current and potential revenue sources and funding mechanisms are viable, administratively and financially feasible, recurring, and stable.
6. In funding street and infrastructure improvements and maintenance, continue seeking Federal, State, and other subventions, grants, and sources of other entities, to the greatest degree possible.
7. Continue utilizing the City Capital Improvement Program and related processes as the framework for planning/scheduling Circulation Element-related infrastructure.
8. Ensure that all new and modified public streets and appurtenant components thereof and other infrastructure are designed so as to minimize construction and maintenance costs.
9. Continue requiring private developers and project proponents to construct street improvements and/or other infrastructure, where required and necessary, to mitigate development impacts.
10. Continue requiring private developers and project proponents to perform traffic/circulation studies/analyses in particular areas or on certain streets or intersections thereof to mitigate development impacts.
11. Maintain and continue requiring property owners to join the City Landscaping and Lighting Assessment Districts, when new construction or expansions occur, as appropriate mechanisms for financing public landscaping and street lighting improvements and appurtenant maintenance and energy costs.
12. Continue to support the downtown Parking District as the chief mechanism for developing and maintaining off-street parking in the unique downtown area.
13. Continue to utilize appropriate countywide transportation funds, County and State grants, and, if possible, other suitable sources to fund bus benches and shelters and related facilities as well as enhancements and/or expansion of the Metrolink Commuter Rail Station.
14. Continue to encourage major public transit providers to fund appropriate, Covina-benefiting enhancements, including, but not limited to, upgrades to general bus routes and construction of a larger, more compact and functional hub facility located entirely within the Eastland Mall property and installation of more state-of-the-art Metrolink street crossing systems.
15. Continue to utilize appropriate countywide transportation funds and, if possible, other suitable sources to fund City transportation programs.
16. Continue supporting the citywide Sewer Maintenance District as a key mechanism for financing routine sewer maintenance and repair.
17. Continue to support Los Angeles County efforts and, where applicable, City sources to fund necessary improvements to the public sewer and storm drainage systems to best benefit Covina.
18. Continue supporting inter-jurisdictional and other agreements pertaining to the maintenance, repair, and improvement of infrastructure, including, but not limited to, streets and appurtenant components thereof, sewers, and storm drains.
19. Continue to support City of Covina Water Department efforts to fund any needed maintenance for or enhancements to the applicable facilities and distribution network to benefit Covina.
20. Continue to support utility company efforts to fund any needed maintenance for or enhancements to their respective facilities and distribution networks to benefit Covina.

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## **V. CIRCULATION/INFRASTRUCTURE PLAN**

### **A. General**

This section presents the Circulation/Infrastructure Plan, which, along with the goal and policies, serves as the backbone of the Circulation Element. As stated in the Introduction, the Circulation/Infrastructure Plan indicates the location and functional classification and accompanying standards of the various roadways that transport primarily cars, buses, and trucks through and within Covina. Street classifications and standards have been assigned based on the existing roadway configurations and dimensions, expected future travel demands, recommendations from the accompanying Technical Appendix, and community input. The Metrolink Commuter Railroad Line and various flood control channels have also been included in the circulation hierarchy.

It is noted that the circulation/infrastructure criteria presented herein are recommended as design guidelines for accommodating long-term growth and to assist in the development of a viable, efficient, functional, and safe circulation system. However, the criteria may not be readily applicable to certain areas, such as the downtown, because of existing, unique conditions and major physical constraints (and, therefore, as previously described, focused analyses are warranted in particular situations). Nevertheless, the criteria can serve as an overall meaningful directing measure for new development or redevelopment. Any deviation from these standards should thus be based upon an appropriate review or a finding by the City that community goals, objectives, and policies would be best furthered.

### **B. Circulation/Infrastructure Plan**

Covina's Circulation/Infrastructure Plan is described below and illustrated on the accompanying Land Use Map of the Land Use Element, which has been done in accordance with State general plan preparation guidelines and underscores the inextricable relationship between circulation and land use. Regarding the latter point, as previously stated, future travel demands are directly related to future land uses. When changes are made in the type and/or density of land use, travel demand changes accordingly. Conversely, any modification to the circulation system impacts some aspect of land use. Or as also mentioned above, the provisions of the Circulation Element support the goal, objectives, policies, and Land Use Plan of the Land Use chapter, while, in turn, the Land Use Element is a reflection of the community's circulation/transportation and infrastructure networks and concomitant Plan for those systems. Thus, the Covina Circulation Element has been prepared in conjunction with the Land Use Element update process. (If desired, refer to the Land Use Element and Land Use Study for all information pertaining to this area.)

Covina's Circulation/Infrastructure Plan is comprised of five public roadway categories and two designations relating to the Commuter Railroad Line and the flood control channels. The framework of the Plan is as follows:

1. Freeway
2. Primary Arterial Street
3. Secondary Arterial Street
4. Collector Street
5. Local Street\*
6. Railroad Line
7. Flood Control Channel



\* Locations not shown on Land Use Map.

**1. Freeway**

Freeways are designed to expedite movement between relatively distant areas in a community or region. Urban freeways typically have four or more lanes in each direction, with limited access at one-mile or greater intervals, and carry high volumes of traffic. Covina is directly served by the San Bernardino Freeway (Interstate 10), which, as illustrated on the Land Use Map, passes through the southeastern portion of the community, with full interchanges at Vincent, Azusa, Citrus, Barranca, Grand, Holt, and Via Verde Avenues (the major north-south running streets).

**2. Primary Arterial Street**

Primary arterial streets link principal elements within the City to each other and to adjacent areas. In other words, they serve both local and regional transportation needs. Primary arterials function to move relatively high volumes of high speed traffic easily and swiftly between generators and freeways, though also provide access to adjacent properties. All primary arterial streets are illustrated on the attached map. The minimum overall right-of-way width should be 100 feet with 4 or 6 through lanes. Six through lanes can be accommodated if on-street parking is prohibited. All alternatives include a raised median. Other standards are described in Table D below.

**3. Secondary Arterial Street**

Secondary arterial streets serve primarily locally destined, moderate- to high-volume, traffic, tying together the different areas of the City and connecting them to primary arterials as well as the freeways and to nearby communities. They also carry some regional traffic passing through the community and, more typically than primary arterials, provide access to adjacent properties. The secondary arterial streets are shown on the Land Use Map. Minimum overall right-of-way width should be 80 feet with 4 through lanes. As an alternative, a raised median can be provided if on-street parking is prohibited. Refer to Table D below for additional standards.

**4. Collector Street**

Collector streets serve traffic of a primarily local orientation, provide access to adjacent properties, and collect and carry moderate to high traffic to the primary and secondary arterials and indirectly lead to the freeways. But unlike the secondary arterials, collector streets have less of a regional focus and tend to serve more confined areas. All collector streets are illustrated on the attached map. The minimum overall right-of-way width should be 55 to 80 feet with 2 to 4 through lanes. Other standards are described in Table E below. (Note: this category encompasses Citrus Avenue in the downtown. Circulation Element policy calls for further analysis of the unique characteristics of the street within a framework that balances traffic/circulation matters and business/economic development needs.)

**5. Local Street**

Local streets are designed to provide access to abutting, generally residential properties and to link these properties to the arterial and collector street network. (In a few cases, however, such streets serve commercial and industrial uses.) Relatively minor traffic volumes are accommodated, and street designs discourage high speed, through or commuter traffic. Because these streets are relatively small and constitute the most common/abundant street-type, they are not shown on the accompanying Land Use Map. Minimum overall right-of-way width should be approximately 52 to 56 feet with 2 unmarked lanes. Refer to Table E below for additional standards.

**6. Railroad Line**

The railroad line, part of the Metrolink Commuter Rail system, serves generally a commuter function and, to a lesser extent, freight operations. The railroad system traverses the central and northeastern portions of the community, as indicated on the Land Use Map. All railroad components within the rail right-of-way and at-grade street crossings shall continue to meet each and every applicable Federal, State, local, and other operation-related standard and provision. A Metrolink Commuter Rail Station and parking facilities lie around the intersection of the railroad line and Citrus Avenue.

**7. Flood Control Channel**

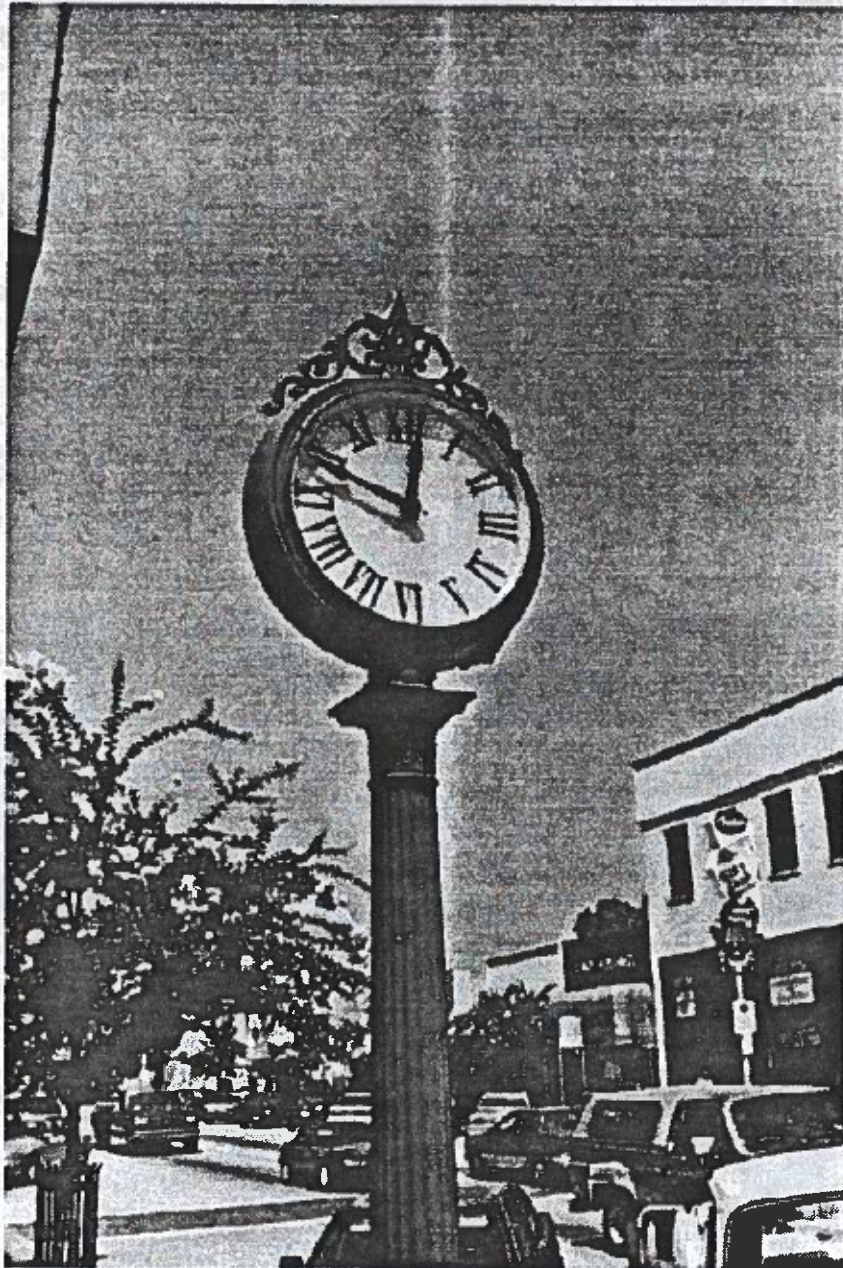
Flood control channels pervade in various portions of Covina, and they are connected to a regional stormwater runoff management network. The functional- and design-related aspects of the channels shall continue to meet all applicable standards and provisions.

Tables D and E list all recommended criteria or design standards for, respectively, public arterial streets and public collector and local streets. Accompanying cross-sectional details are presented in the Technical Appendix. Design standards for private roads (in private developments) shall be based on applicable provisions of the Zoning Ordinance and Design Guidelines and determined on a case by case basis during project review.



**PICTURE 14. COVINA HILLS ROAD, LOOKING WEST NEAR HOLT AVENUE. MUCH OF COVINA HILLS ROAD IS TWO LANES AND SURROUNDED BY VERY LOW DENSITY RESIDENTIAL DEVELOPMENT WITH A RURAL FLAVOR.**





**PICTURE 15. THE HISTORIC FINCH CLOCK ON CITRUS AVENUE IN THE DOWNTOWN. FOR MANY YEARS, MERCHANTS, SHOPPERS, AND PASSERS-BY RELIED ON THIS TIMEPIECE IN THE COURSE OF THEIR DAILY ACTIVITIES.**



TABLE D. SUMMARY OF RECOMMENDED MINIMUM PUBLIC STREET DESIGN STANDARDS FOR COVINA - ARTERIAL STREETS

DESIGN CRITERIA	STREET CLASSIFICATION				
	PRIMARY ARTERIAL-- ALTERNATIVE A	PRIMARY ARTERIAL-- ALTERNATIVE B*	PRIMARY ARTERIAL-- ALTERNATIVE C*	SECONDARY ARTERIAL-- ALTERNATIVE A	SECONDARY ARTERIAL-- ALTERNATIVE B
RIGHT-OF-WAY WIDTH	100'	100'	100'	80'	80'
CURB-TO-CURB WIDTH	84'	84'	84'	64'	64'
LANE CONFIGURATION	4 lanes + left turn channelization	6 lanes + left turn channelization	6 lanes + left turn channelization	4 lanes + left turn channelization	4 lanes + left turn channelization
LANE WIDTHS	#1, 12' and #2, 14'	#1, 12'; #2, 11' & #3, 12'	#1, 10'; #2, 10' & #3, 10'	#1, 12' and #2, 12'	#1, 12' and #2, 12'
EXISTENCE OF RAISED MEDIAN	Yes - 16' wide (Included in 100')	Yes - 14' wide (Included in 100')	Yes - 10' wide (Included in 100')	No	Yes - 16' wide (Included in 80')
ACCESS TO ADJOINING PROPERTIES	Yes, limited	Yes, limited	Yes, limited	Yes, limited	Yes, limited
INTERSECTION SPACING	800'	800'	800'	600'	600'
MAXIMUM SPEED	35-45 mph	35-45 mph	35-45 mph	30-40 mph	30-40 mph
ON-STREET PARKING	Yes - 8' wide	No	Yes	Yes - 8' wide	No
BIKE LANE	No	No	Yes - 7' wide	No	No
SIDEWALK + TREEWELL WIDTH - BOTH SIDES	8'	8'	8'	8'	8'
MINIMUM SIDEWALK UNOBSTRUCTED WIDTH	4'	4'	4'	4'	4'
SIDEWALK + TREEWELL LOCATION	Abutting curb	Abutting curb	Abutting curb	Abutting curb	Abutting curb

\* Additional widening at intersections for turning lanes and other improvements may be necessary.



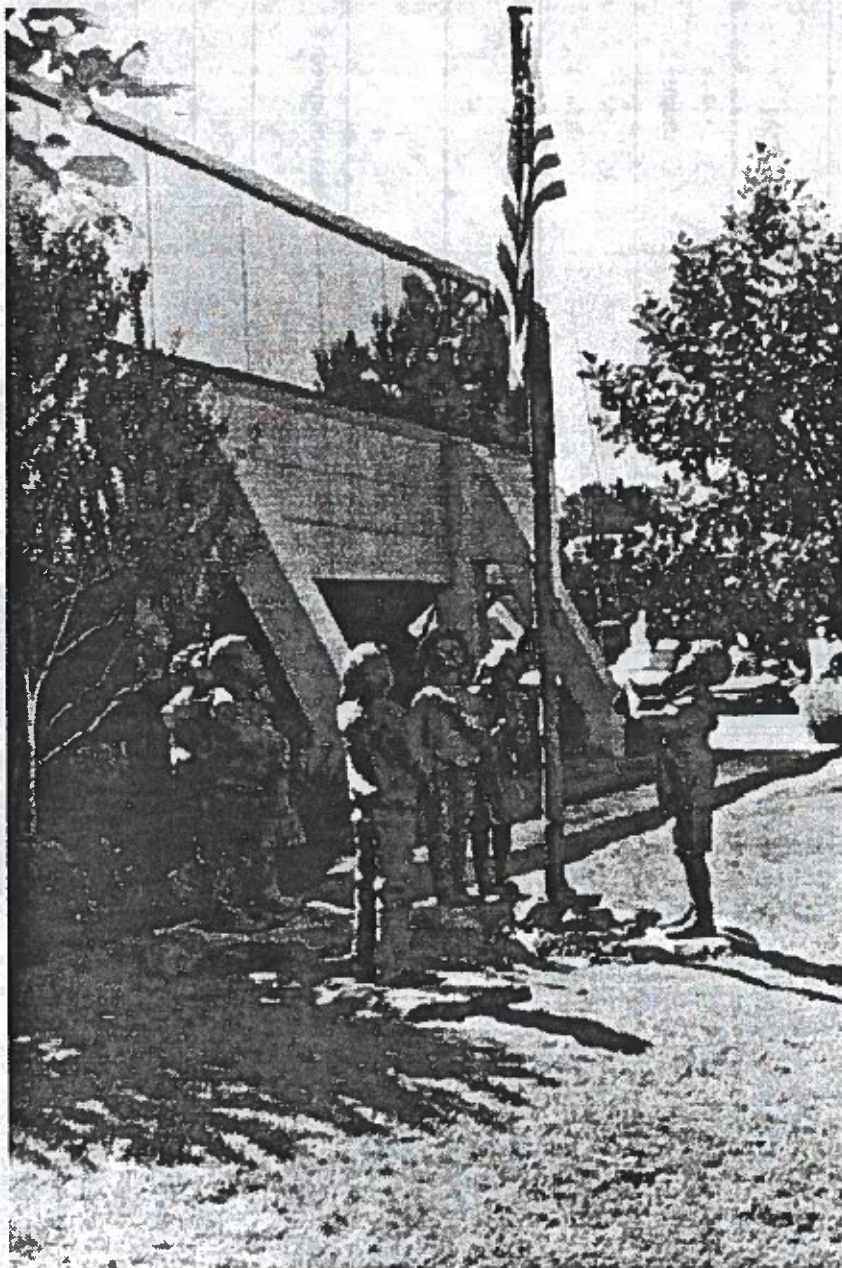
**PICTURE 16. THE NEWER AMC 30 MULTI-PLEX MOVIE THEATRE AT THE COVINA TOWN SQUARE SHOPPING CENTER, AT AZUSA AVENUE AND ARROW HIGHWAY. COVINA'S INFRASTRUCTURE MUST SUPPORT MAJOR COMMERCIAL DEVELOPMENTS SUCH AS THIS ONE, WHICH ARE ESSENTIAL FOR MAINTAINING COMMUNITY ECONOMY, IMAGE, AND CHARACTER.**

TABLE E. SUMMARY OF RECOMMENDED MINIMUM PUBLIC STREET DESIGN STANDARDS FOR COVINA- COLLECTOR AND LOCAL STREETS

DESIGN CRITERIA	STREET CLASSIFICATION		
	COLLECTOR - A	COLLECTOR - B*	LOCAL
RIGHT-OF-WAY WIDTH	80'	55' - 80'	52' - 56' (40' radius)
CURB-TO-CURB WIDTH	64'	56'	36' - 38' (35' radius)
LANE CONFIGURATION	4 lanes + left turn channelization	2 lanes	2 lanes
EXISTENCE OF RAISED MEDIAN	No	No	No
ACCESS TO ADJOINING PROPERTIES	Yes, unlimited	Yes, unlimited	Yes, unlimited
INTERSECTION SPACING	600'	600'	500'
MAXIMUM SPEED	30-40 mph	25 mph	25 mph
ON-STREET PARKING	Yes	Yes	Yes
SIDEWALK + TREEWELL WIDTH - BOTH SIDES	8'	12'	5'
MINIMUM SIDEWALK UNOBSTRUCTED WIDTH	4'	5'	4'
SIDEWALK + TREEWELL LOCATION	Abutting curb	Abutting curb	Abutting curb

\* Refers to Citrus Avenue in downtown between Badillo and Italia Streets.





**PICTURE 17. SCULPTURE FRONTING ON AN INDUSTRIAL PROPERTY IN THE ARROW-GRAND BUSINESS PARK, NEAR GRAND AVENUE AND ARROW HIGHWAY. INDUSTRIAL ACTIVITIES ARE ALSO IMPORTANT FOR COVINA'S OVERALL ECONOMY AND VITALITY, AND, CONSIDERING THE INTERDEPENDENCE OF LAND USE AND CIRCULATION MATTERS, THE STREET NETWORK MUST REINFORCE THESE PROPERTIES.**

## **VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS**

This Circulation chapter of the General Plan is most closely related to the Land Use Element, the central chapter that, as stated in the above Background section, focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a close tie to the Land Use Element because, under law, the circulation and transportation networks and facilities of this Circulation chapter must be consistent with and support the underlying land use development scenario or Land Use Plan. Conversely, the Land Use Plan and overall Land Use Element must reflect and conform to the Circulation chapter's goal, policies, and Circulation/Infrastructure Plan. Any changes in either Element therefore will have a resultant impact upon the other. The inextricable connection between the two chapters is best illustrated by the fact that the Circulation Plan is superimposed upon the Land Use Plan/Map. Moreover, the Circulation Element is most directly related to the General Plan chapters pertaining to Housing, Natural Resources and Open Space, Noise, and Safety.

It is also important for the Circulation Element to be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is underscored by State law as well. Section 65300.5 of the California Government Code states that "the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives (if applicable), and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program/plan conformity because, according to planning law, implementation measures or circulation/infrastructure, land use, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives (if applicable), and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Circulation Element preparation, the topical goal and policies and the Circulation/Infrastructure Plan have been cross-checked with comparable components of other Elements, particularly Land Use and Housing, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Circulation and each and every Element will realize the same results. Furthermore, if the Circulation Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Policy "G25," the City will monitor all major aspects of Circulation Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Circulation chapter implementation, particularly with respect to inter-Element unity and coherence.

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## **VII. CITIZEN PARTICIPATION IN CIRCULATION ELEMENT FORMATION**

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for the Circulation as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.
2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.
3. Conducted "town hall meetings" and public forums.
4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.
5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.
6. Received numerous comments from the public (in this case regarding circulation/infrastructure and transportation matters) on the phone, at the counter, and in the course of site-specific project reviews.
7. Met with and elicited the views of Covina's Traffic Advisory Committee.
8. Met with and elicited the views of Covina's Parking (District) Board.
9. Organized, met with, and elicited the views of a circulation/infrastructure subcommittee of Covina's General Plan Update Committee.
10. Met with and elicited the views of City of Covina employees who deal with circulation/infrastructure and transportation issues.
11. Received numerous comments from representatives of other public or quasi-public entities, such as transit agencies, utility companies, regional organizations, and adjacent municipalities as well as local civic organizations.

The public comments elicited from measures 1 through 11 above have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element's identification and discussion of circulation/transportation issues and, therefore, in developing the applicable goal, policies, and Circulation/Infrastructure Plan as well. All material and information as well as specific input received pertaining to these items are on file in the City Planning Division. Thus, Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Circulation Element.

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## VIII. MONITORING CIRCULATION ELEMENT IMPLEMENTATION

In order for the General Plan Circulation Element's goal, policies, and Circulation/Infrastructure Plan to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina's circulation/infrastructure network and facilities, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Circulation Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a city shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation . . ." Because the Circulation Element is an important chapter and is, as previously stated, closely tied to the central Land Use Element, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Circulation Element implementation framework as Policy "G25," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or provisions are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Circulation Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established circulation/infrastructure goal, this approach will facilitate preparing General Plan amendments.



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