

ORIGINAL

Decision No. 92465 DEC 2 - 1980

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the matter of the application of )  
the CITY of CAMARILLO to construct )  
Adolfo Road, a public street, across )  
the railroad tracks of the Southern )  
Pacific Transportation Company in )  
the City of Camarillo, County of )  
Ventura. )

Application No. 59385  
(Filed January 16, 1980)

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for City of Camarillo, applicant.  
Anthony P. Parrille, Attorney at Law,  
for Southern Pacific Transportation  
Company, interested party.  
Robert W. Stich, for the Commission  
staff.

O P I N I O N

The city of Camarillo (City) seeks authority to construct Adolfo Road at grade across the Coast Main Line tracks of the Southern Pacific Transportation Company (SP) in City, Ventura County. At present, a segment of Adolfo Road extends from Ponderosa Drive to Lewis Road and another segment of Adolfo Road extends north-westerly from Santa Rosa Road to the Calleguas Creek. The crossing is part of a project to extend Adolfo Road from Lewis Road to Flynn Road, leaving for the future an extension of Adolfo Road across Calleguas Creek.

The SP tracks, the Calleguas Creek, and the elevated Ventura Freeway (Route 101) are circulation barriers which limit direct access from central Camarillo to the Flynn Road Industrial Area, Camarillo High School, Leisure Village, and the Mission Oaks community. The Ventura Freeway, which is on City's south side,

is at present the primary access route linking east and west Camarillo. Attached to this decision as Appendix A is a map showing the proposed crossing and vicinity.

We have received numerous letters from residents of City concerning this application. Because of the intense local interest demonstrated, a public hearing was held before Administrative Law Judge A. E. Main on August 14, 1980 in City. Its express purpose was to take the testimony of public witnesses. The following day, August 15, 1980, City presented its case in chief at a public hearing held in Los Angeles. Neither the SP nor the Commission staff oppose the project. The matter was submitted on September 17, 1980 upon the filing of briefs.

At the hearing held in Camarillo, most of the approximately 200 people who attended the morning session appeared to support the project. However, an approximately equal number of people attending the afternoon session appeared to oppose the project. Of those attending, 17 either testified or made position statements.

Residents of Leisure Village, a retirement community of about 3,000 residents, urged that we grant the application. Leisure Village adjoins Santa Rosa Road in the eastern portion of City (see Appendix A). The people there are predominantly concerned with the need for a better route to the shopping and business areas of central Camarillo and a more direct route to the Pleasant Valley Hospital, which is located on Las Posas Road about one-half mile westerly of Lewis Road.

The principal opposition to the project came from the residents of a well-maintained residential area in the immediate vicinity of the proposed Adolfo Road crossing and from residents of the Rancho Adolfo Mobile Home Estates situated about one-half mile from the proposed crossing. Both groups of residents are deeply concerned over increased noise and traffic from the project and a potential decrease in property values in their areas.

The residential area that is in the immediate vicinity of the proposed crossing contains a mix of one- and two-story homes. Adolfo Road, between Ponderosa Road and Lewis Road, passes through it, and Lewis Road (State Highway 34), which parallels the SP tracks, forms the easterly boundary of this residential area. None of the homes front on either Adolfo Road or Lewis Road, but generally front on local streets which have access to Adolfo Road or which parallel Lewis Road. Most of the homes along Adolfo Road and along Lewis Road are separated from the respective two streets by concrete block walls.

Rancho Adolfo Mobile Home Estates is situated near the Calleguas Creek on the north side of Adolfo Road about one-half mile southeasterly of the proposed Adolfo Road grade crossing. At present, the lower segment of Adolfo Road, extending north from Santa Rosa Road to the Calleguas Creek, dead ends adjacent to this mobile home area. About 500 people reside there.

City As Lead Agency

City is the lead agency for the Adolfo Road Extension Project pursuant to the California Environmental Quality Act of 1970, Public Resources Code, Sections 21000, et seq. (CEQA), and to the guidelines for implementation of CEQA promulgated by the Office of the Secretary for Resources, California Administrative Code, Sections 15000, et seq. (EIR Guidelines). As the lead agency, City prepared a Draft Environmental Impact Report (EIR) dated October 1979 and a Final EIR dated January 1980.

The Draft EIR was circulated for review and comment. By letter dated December 16, 1979 the State Clearinghouse stated that none of the selected state agencies to whom the Draft EIR was submitted for review had comments. By letter dated December 14, 1979 the Resource Management Agency of Ventura County transmitted the comments of the Ventura County Air Pollution Control District. The responses section of the Final EIR is devoted to those comments.

The Final EIR consists of the Draft EIR and (1) a list of persons, organizations, and public agencies commenting on the Draft EIR; (2) comments and recommendations received on the Draft EIR; and (3) responses to the significant environmental points raised during the review process.

By Resolution No. 80-30, approved and adopted January 9, 1980, City's city council certified the EIR. This resolution and the Final EIR were received in evidence in this proceeding as Exhibit 7. By letter of transmittal dated January 11, 1980, the Notice of Determination for this project was forwarded for filing with the County Clerk for Ventura County and with the Secretary for Resources, in compliance with Section 21152 of CEQA and Section 15085 of the EIR Guidelines.

Commission As Responsible Agency

The Commission is a responsible agency under CEQA and the EIR Guidelines for this project. The EIR of the lead agency (i.e., City) is to be conclusively presumed at this stage to comply with CEQA for purposes of use by responsible agencies.<sup>1/</sup>

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<sup>1/</sup> The statutory time period for challenges has run (CEQA Section 21167) and no changes have occurred necessitating a subsequent report (CEQA Section 21166). CEQA Section 21167.2, which under these circumstances is controlling, reads:

"If no action or proceeding alleging that an environmental impact report does not comply with the provisions of this division is commenced during the period prescribed in subdivision (c) of Section 21167, the environmental impact report shall be conclusively presumed to comply with the provisions of this division for purposes of its use by responsible agencies, unless the provisions of Section 21166 are applicable."

Section 15085.5 of the EIR Guidelines covers the process for a responsible agency. At this stage its pertinent parts are:

- "(f) Prior to reaching a decision on the project, the Responsible Agency must consider the environmental effects of the project as shown in the EIR.
- "(g) When an EIR has been prepared, the Responsible Agency shall not approve the project as proposed if the agency finds any feasible alternative or feasible mitigation measure within its power that would substantially lessen any significant effect the project would have on the environment. ...a Responsible Agency has responsibility for mitigating or avoiding only the environmental effects of those activities which are within the scope of its statutory authorities.
- "(h) The Responsible Agency shall make the findings required by Section 15088 for each significant effect of the project and shall make the findings of Section 15089 if necessary.
- "(i) The Responsible Agency shall file a Notice of Determination..."

Environmental Impact Report

As part of the analysis in the EIR process, a noise study (Appendix C to the Draft EIR - Exhibit 7) and a traffic study (Appendix B to the Draft EIR - Exhibit 7) were prepared. The following two sections summarize the results and findings of those studies and the mitigation measures adopted by City.

Noise Study

Existing sources of noise in the project area consist primarily of roadway traffic and train movements. The area of concern for this portion of the study is the residential area bordering Adolfo Road and Lewis Road. Noise measurements were made at five locations in the area, one for a 24-hour period. The information obtained is summarized in Table 1.

TABLE 1  
Noise Measurements

| Time Measured | Location                           | Distance to Roadway   | $L_{eq}$ |
|---------------|------------------------------------|-----------------------|----------|
| 1555          | Germain Ave. (cul-de-sac)          | 30' to curb of Adolfo | 57 dB(A) |
| 1610          | Almendro Way & Adolfo (corner)     | 22' to curb of Adolfo | 60       |
| 1625          | NW corner of Gracia & Adolfo       | 30' to curb of Adolfo | 60       |
| 1652          | Adolfo Park (opposite to Almendro) | NL to curb:<br>20'    | 57       |
| 24-Hours      | Backyard of 1322 Gracia Street     | --                    | 58       |

$L_{eq}$  = The energy averaged weighted sound level is representative of the long-term annoyance potential of the noise.

dB = Decibel.

A = A-weighted sound pressure level.

It was determined that the train movements generate a CNEL (Community Noise Equivalent Level) of about 65 dB and the existing traffic on Lewis Road creates a CNEL of about 60 dB.

#### Homes Adjacent to Lewis Road

The homes adjacent to Lewis Road will be exposed to noise which exceeds accepted exterior standards (a CNEL of 65 dB) with or without the project. The existing and future noise levels for these homes are as follows:

| <u>Condition</u>      | <u>Traffic</u> | <u>Traffic<br/>Noise CNEL Levels</u> | <u>Traffic and Train<br/>Noise CNEL Levels</u> |
|-----------------------|----------------|--------------------------------------|--|
| Existing (No Project) | Existing       | 60.3 dB                              | 66.0 dB  |
| Existing (No Project) | Ultimate       | 63.6 dB                              | 67.2 dB  |
| With Project          | Ultimate       | 66.0 dB                              | 68.4 dB  |

The interior living spaces of the homes also exceed the accepted interior standard of a CNEL of 45 dB. Conventional residential construction reduces noise levels 20 to 22 dB with the windows closed.

New sources of noise created by the project consist of train horns (85-90 dB (A)) and crossing bells (55-60 dB (A)). The occurrence of these noises will be relatively short in duration but will be disruptive. It should be noted that these noise levels are measured on an instantaneous basis whereas the train and traffic noise described above is a time-weighted average of noise levels.

From the foregoing it is seen that the homes adjacent to Lewis Road are presently exposed to significant noise impacts due to the combination of both train and traffic noise. The noise levels will increase in the future with or without the project. Mitigation of the existing and future noise impacts could be accomplished through standard noise control measures, including a combination of noise barriers. The horn and bell soundings at the railroad crossing will also impact the adjacent homes. However, these noise sources are required for public safety.

A noise barrier placed adjacent to the railroad would mitigate train noise. To be effective, a barrier at least one mile long with a height of between 10 and 12 feet is required. These are the needed dimensions to achieve adequate train noise reduction either with or without the project. However, a wall height of 10 to 12 feet would not be sufficient to reduce single-event train noise, i.e., the horn sounding.

In City's view, such a noise barrier would primarily serve to rectify an existing noise problem because the increment in noise attributable to the project is not significant. In addition, City's noise consultant has expressed reservations about the barrier's overall effectiveness. He pointed out that the traffic noise along Lewis Road could be intensified through its being reflected off the barrier. As the lead agency in the EIR process, City does not plan to require a barrier for this project.

Homes Adjacent to Adolfo Road

The noise levels created by traffic on Adolfo Road are as follows:

| <u>Condition</u>      | <u>Traffic</u>       | <u>Traffic<br/>Noise Levels<br/>(CNEL)</u> |
|-----------------------|----------------------|--|
| Existing (No Project) | Existing             | 52.3 dB                                    |
| Existing (No Project) | Ultimate No Trucks   | 58.3 dB                                    |
| With Project          | Ultimate With Trucks | 65.9 dB                                    |
| With Project          | Ultimate No Trucks   | 62.0 dB                                    |

The impact of traffic noise on homes adjacent to Adolfo Road depends on whether heavy trucks are allowed to travel on Adolfo Road. Under ultimate conditions, with trucks, there would be a significant impact. However, without trucks, the impact on homes adjacent to Adolfo Road would be minimal and noise levels would fall within accepted exterior standards. City has proposed to prohibit heavy trucks in the residential portion of Adolfo Road.



At ultimate development, with or without the project, interior noise standards in homes adjacent to Adolfo Road would be exceeded when windows are open but met when windows are closed. The homes there are of conventional construction which has a noise reduction capability of 20 to 22 dB with windows closed and about 15 dB with windows partially open. Forced air ventilation may be desirable for the homes to provide a habitable interior environment with windows closed.

In summary, train noise experienced by homes adjacent to Lewis Road exceeds and will continue to exceed accepted standards. Traffic noise on Lewis Road will increase because of increased traffic in the future, and the relocation of travel lanes closer to the residential units as part of this project will increase the noise impact. Noise impacts along Adolfo Road will not exceed accepted standards if heavy trucks are restricted from using Adolfo Road west of Lewis Road. Interior noise levels of residential units adjacent to Adolfo Road will meet accepted standards when the windows are closed. The noise associated with the sounding of the train horn and the warning bells, although of short duration, will also impact nearby residents. Both of these noise sources are required for safety.

#### Traffic Study

The traffic study was undertaken to determine traffic conditions expected with and without an Adolfo Road connection linking east and west Camarillo. The impact of that connection on traffic, circulation, and safety was viewed in the short-term and the long-term.

In the short-term the project will allow traffic from the eastern part of City to reach Lewis Road or the residential area around Adolfo Road without using the Dawson Drive interchange with the Ventura Freeway. In the long-term the project, in conjunction with the anticipated future extension of Adolfo Road across Calleguas Creek, will provide a more direct route between the two areas of City and accommodate the accompanying increases in traffic.

Accordingly, the ultimate traffic projected was based on the assumption that Adolfo Road will also cross Calleguas Creek. The ultimate traffic volumes projected in the study also assumed that the three street extensions--identified in the Circulation Element of the General Plan (Exhibits 8A and 8B) as Adolfo Road, Daily Drive, and Las Posas Road--crossing the SP tracks adjacent to Lewis Road are implemented.

Under the existing level of development, the proposed extension of Adolfo Road would have the following impacts:

Potential Benefits

- (1) A secondary access route would be available for the Flynn Road Industrial Area to partially relieve the traffic loading of Mission Oaks Boulevard, the Ventura Freeway, and the Dawson Drive interchange.
- (2) A secondary roadway would connect eastern and central Camarillo with the high school and the Leisure Village and Mission Oaks communities, thereby reducing commuter distances and public exposure to hazardous conditions along Mission Oaks Boulevard.
- (3) The response time for emergency vehicle service and intercity service to the Pleasant Valley Hospital, fire stations, and the police facility would be substantially shortened.

- (4) In addition to reducing commuter trip lengths by providing more direct access, the Adolfo Road connection would remove some commuter traffic from the freeway.
- (5) Congestion, delay, and hazard exposure at the Dawson Drive and Santa Rosa Road freeway interchanges would be significantly reduced.
- (6) Traffic volumes on Mission Oaks Boulevard would be reduced by 20 percent, which in turn would reduce hazard exposure and the high accident incidence in this area.
- (7) The Adolfo Road connection would provide an additional access route during periods of heavy rainfall, when Mission Oaks Boulevard is flooded by Calleguas Creek.
- (8) In reducing circuitous travel, energy consumption, air pollutant emissions, and travel delay will be reduced.

Potential Problems

- (1) Although heavy truck traffic would be restricted in residential areas, traffic volumes would still double on Adolfo Road (but represent less than one-third of the road capacity), volumes would increase by approximately 9 percent on Ponderosa Drive, and 8 percent on Lewis Road.
- (2) Increased pedestrian and motorist delay would occur along Adolfo Road and Ponderosa Drive, where school children cross the roadway.
- (3) Although the intersections along Adolfo Road at Ponderosa Drive and Lewis Drive will be more heavily traveled, the former intersection will not warrant signalization, and the latter will require traffic signals.
- (4) Heavy truck traffic will increase significantly in residential areas west of Lewis Road if truck weight restrictions are not incorporated into the Adolfo Road extension approvals.

If the Adolfo Road connection is completed prior to ultimate development in the area, the following potential benefits and problems can be anticipated:

Potential Benefits

- (1) All of the benefits which would accrue if the Adolfo Road connection were made immediately will also apply to its ultimate existence.
- (2) Instead of the immediate 20 percent reduction in traffic on Mission Oaks Boulevard, an ultimate reduction of 35 percent will occur.
- (3) Significant traffic volume reductions will occur on Daily Drive, Arneill Road, Mission Oaks Boulevard, Flynn Road, and Las Posas Road.

Potential Problems

- (1) Ultimate traffic volumes will increase on Ponderosa Drive and north Adolfo Road.
- (2) The increased traffic on Ponderosa Drive and Adolfo Road will increase safety problems with school-aged children.
- (3) Ponderosa Drive, east of Arneill Road, may experience traffic volumes which approach the roadway's capacity.
- (4) The at-grade railroad crossing of Adolfo Road could generate potential hazards at Lewis Road and the railroad tracks unless appropriate mitigation measures are employed.

The truck traffic to be generated by the Flynn Road Industrial Area warrants some further comment. On-site investigations indicate that at present heavy trucks use the Dawson Drive interchange and the Ventura Freeway. For northerly access to Somis and Los Angeles Avenue, trucks use Lewis Road, which is also State Route 34. It is estimated that approximately 10 percent of the daily traffic on Lewis Road and Mission Oaks Boulevard is currently truck traffic. This portion should increase on Mission Oaks Boulevard and remain approximately the same on Lewis Road.

It is not anticipated that north Adolfo Road will be particularly attractive to heavy truck traffic. Nevertheless, north Adolfo Road should be weight-restricted to truck traffic in order to protect the residential area there from the adverse effects of such traffic.

School-aged pedestrian circulation is another area of concern, which has been carefully examined and requires some further comment. Indeed, the vehicular speeds on Ponderosa Drive and Adolfo Road, together with the projected traffic increases, indicate that school crossings should be reviewed and improved to maximize safety regardless of whether or not the Adolfo Road connection is made.

Elementary school children cross Ponderosa Drive at Shepard Avenue and Appian Way, as well as at Adolfo Road, to attend school. For the most-part, these school crossings are located at intersections or controlled by crossing guards. However, there is a mid-block crossing on north Adolfo Road, immediately east of Ponderosa Drive. The mid-block crossing occurs because there are pedestrian paths from the cul-de-sacs of adjacent tracts through gaps in the block walls onto Adolfo Road. This mid-block crossing should be relocated easterly to the nearest intersection. Additional controls should be considered, including flashing lights or a crossing guard. Along Adolfo Road separate pedestrian and bicycle trails should be improved and maintained for use by students of Camarillo High School.

Pursuant to criteria which have been adopted by Caltrans and the Federal Highway Administration, traffic signals:

- (1) Will not be warranted at the Adolfo Road/Ponderosa Drive intersection;
- (2) Will be warranted at the Adolfo Road/Lewis Road intersection; and
- (3) Will be warranted at the Adolfo Road/Mission Oaks Boulevard intersection.

In addition to signals at the Adolfo Road/Lewis Road intersection, traffic will be channeled by medians and turn pockets on Lewis Road. The Adolfo Road crossing will be designed to the highest standards of an at-grade crossing; the protection will include gates, lights, and bells.

The EIR states, in summary, that the proposed project will increase traffic volumes on Adolfo Road, create a major intersection at Adolfo Road and Lewis Road, and provide a crossing of the railroad tracks at grade. The traffic volumes on Adolfo Road will not exceed capacity of the street unless no other crossings of the railroad tracks are constructed. As mitigating measures, truck traffic should be prohibited from using Adolfo Road west of Lewis Road; proper channelization and signalization of that intersection should be effected; and the crossing of the railroad tracks should be designed to the highest standards of an at-grade crossing. School crossings on Adolfo Road should be reviewed and improved to maximize safety, in advance of expected increases in traffic, whether or not the proposed project is constructed.

In addition to traffic circulation, noise, and safety, as major subjects, the Draft EIR focused on air quality. In that regard the project is expected to have a beneficial, albeit small, impact on regional air quality through reducing vehicle miles of travel.

City Resolution No. 80-30

In Resolution No. 80-30 (previously identified as part of Exhibit 7) the city council of City certified the EIR for this project after making, in compliance with Section 15088 of the EIR Guidelines, the following findings:

". . . The Environmental Impact Report identifies certain specific environmental impacts associated with the project described in the EIR, and it is found and determined that these potential impacts can be mitigated wholly or partly with existing City ordinances:

"1. Traffic and safety - The proposed project will increase traffic volumes on Adolfo Road, but will not exceed the capacity of said street. The City plans to prohibit truck traffic from entering the residential area, using Adolfo Road west of Lewis Road, which will mitigate the problem of truck traffic in the residential area.

"The proposed crossing of the railroad tracks has been designed to the highest standards of at-grade crossings, as there will be gates, lights, and bells.

"2. Noise - Heavy truck traffic will be prohibited west of Adolfo Road in the residential area, which will establish an acceptable standard of noise impacts along Adolfo Road.

"The noise associated with the sounding of the train horn and the crossing bells is an infrequent impact and is necessary and required for public safety.

"3. Growth inducing impacts - The proposed project is not growth inducing, but is in response to existing development in the eastern portion of the City. The lack of an access route has not deterred industrial, residential, senior citizen housing, and high school development in the eastern portion of the City."

Notice of Determination

As pointed out earlier in this decision, City filed a Notice of Determination, in compliance with Section 21152 of CEQA and Section 15085 of the EIR Guidelines. In that notice, City reported making the following determinations regarding this project:

1. The project has been approved by city council Resolution No. 80-30.
2. The project will not have a significant effect on the environment.
3. An EIR was prepared for this project pursuant to the provisions of CEQA.

It is thus clear that it was City's judgment that specific environmental impacts identified in the EIR on this project were either not significant or would be mitigated sufficiently as not to be significant. In our view, it is a very close question as to whether some of the noise, traffic, or safety impacts would be mitigated sufficiently as not to be significant. In any event, however, the need for the project, which is about to be discussed, overrides the environmental impacts, including those which appear to be on the borderline of being significant.

In these circumstances, we will not depart from the lead agency's determination that the project will not have a significant effect on the environment.

The Need for an At-grade Crossing

As the evidence shows, the SP's main line bisects City and has the effect of isolating substantial portions of the community. In the absence of a crossing, there is no direct access from one portion of the community to the other.



Since 1963, the Ventura County General Plan applicable to City and City's General Plan have designated and shown three locations for vehicular access across the SP's main line. The current General Plan (Exhibits 8A and 8B), which was adopted after a number of public hearings were conducted, shows three crossings of that main line; namely, at Las Posas Road, at Adolfo Road, and at Daily Drive/Mission Oaks. The filing of this application is City's first step in implementing this portion of its adopted General Plan. Such implementation is required by law (Section 65030, et seq., Government Code).

Insofar as residents in the easterly portion of City are concerned, the Adolfo Road location presents an alternative method for obtaining access to the commercial and public facilities located in the western portion of City. The crossing, as proposed, will afford for some of those residents better access, and do so in a safe and reasonable manner.

The crossing, as proposed, will eliminate some of the existing serious traffic problems relating to the use of Camarillo High School (according to the testimony of the high school's principal). It will facilitate better public access to the Pleasant Valley Hospital. In that regard the executive director of that hospital pointed out that emergency vehicle response time to the hospital would be substantially shortened in time and distance by this crossing.

The need for a link between the east and west portions of the community with respect to police and fire services was described by several witnesses. The testimony of the commander of the Sheriff's Camarillo area station, who also acts as chief of police for City, presented his view, with respect to the police function, not only as it relates to City, but also as it relates to adjacent unincorporated territory, also served by his facility, as follows:

"The centers of activity on the east and west sides of the railroad tracks are north of the freeway, including the Somis area and the northern portion of the Santa Rosa Valley. . . . With the centers of activity and development being in the areas that they are, it requires a great deal of police protection and accessibility. . . . The absence of any roadways north of the freeway (crossing the SP lines) inhibits the total police capability and efficiency in either emergency or routine activities. . . ."

The assistant planning director of City testified that the Adolfo Road crossing was required in order to serve the Flynn Road Industrial Area, the adjacent residential area, as well as specific facilities such as the high school. On a number of specific Flynn Road industrial developments, he pointed out that their respective environmental reviews included as a mitigating measure the extension of Adolfo Road as proposed by City in this proceeding.

SP and the Commission staff agree that the crossing is needed. As stated by the staff representative:

". . . I feel that while the staff normally is not enthusiastic about grade crossing, in this instance it is essential to the needs of the community and, therefore, the staff has no objection to the proposed crossing. . . ."

#### Selection of the Adolfo Road Crossing

As was stated earlier, the General Plan for City and the General Plan of the county of Ventura, prior to the incorporation of City, showed that three vehicular crossings of the SP main line were required. A description of the manner in which the Adolfo Road crossing was selected by City follows.

The formal selection process was commenced in February 1978. At that time, City employed the firm of Willdan and Associates of Anaheim, California, to prepare certain studies relating to the most appropriate location for the first crossing of the SP's lines. The studies were directed to the three proposed locations, as shown on the General Plan. The studies conducted by the consultant related to the feasibility of crossing the tracks at the three locations, the methods of those crossings, and the estimated cost of the type of facilities necessary to effectuate the crossings. The consultant was also required to assign priorities to the three locations. The Daily Drive crossing was awarded last place by the consultant because establishing a crossing would be physically "difficult"; its location did not provide as good an access as the Adolfo Road crossing because of the relative geographical locations involved. Also, because of future proposed freeway construction, this location was deemed inappropriate.

The report was then made to the city council of City that the Daily Drive crossing location should be the last to be considered and that a more definitive study should be made comparing the Adolfo Road site to the Las Posas Road location. At that point, authorization was received by the consultant to further study the desirability of these two locations and again to rank them by priority.

Insofar as the engineering studies conducted by the consultant were concerned, the Adolfo Road location was demonstrated to be more desirable than the Las Posas location based upon a number of factors, such as the difference in the manner in which Calleguas Creek would be crossed, and the nature of the structures necessary in each of the two locations to accomplish this; the relocation and construction of Las Posas Road to

accommodate a crossing of any kind; the need to acquire rights of way for an at-grade crossing at the Las Posas location and to extend Las Posas Road to the east; and the substantially higher costs for the Las Posas site.

The conclusion reached by the consultant was that the Adolfo Road project was the more viable location and, thus, should be the first project for a crossing of the SP facility. The same conclusion was reached in terms of the Final EIR (Exhibit 7).

In addition, the testimony of the assistant planning director of City outlined the factors involved in the determination by City to select the Adolfo Road location as the first of the crossings to be established. This witness indicated that the Daily Drive access was immediately adjacent to the freeway and that there is a proposed but undefined freeway widening and construction project at that location. In that regard he stated:

"Until the City knows whether or not we will have access to the west boundary lanes of the freeway eventually, we don't want to proceed in that area, plus there are a numerous economics as far as businesses and interchanges, very significant design factors."

He further testified:

"The Las Posas Road is the most northerly route. It would go through areas which are not yet developed and may encourage development in those areas. Property owners have indicated they are not willing to dedicate the properties there. It would involve lengthy acquisition times. The development in the eastern Camarillo portion that is adjacent to Las Posas Road has not occurred yet, and in addition, that would require a longer bridge crossing of Calleguas and more expensive improvement. . . ."

In contrast, the extension of Adolfo Road easterly through the industrial area so as to serve it, Camarillo High School, and the adjacent residential areas has been either constructed or is being constructed pursuant to subdivision development.

To present arguments in favor of a Las Posas Road crossing and against the Adolfo Road crossing, one of the residents of the residential area in the immediate vicinity of the proposed Adolfo Road crossing sponsored Exhibit 5 consisting of eight pages of text and maps. Among other things, Exhibit 5 indicates that Las Posas Road is the better of the two alternates because:

- (1) "...it is much safer for pedestrians to have major traffic flows that do not bisect housing areas or concentrate major arteries.
- (2) "...for Mission Oaks traffic, Adolfo Road is on the same side of housing as Highway 101, the other major artery, causing potential rush-hour congestion at that end of town... whereas, a Las Posas connection would divert some traffic the other way on Mission Oaks and offer Wood Creek Road and Upland Road as additional exit arteries.
- (3) "Alternate routing and shorter distance make Las Posas a better connection" in reaching Pleasant Valley Hospital from Mission Oaks and Leisure Village.
- (4) "The area adjoining the Las Posas Road intersection (at Lewis Road) is occupied by farmland. Any proposed housing could be built to meet any standards, i.e., noise, safety, pollution, etc. with an intersection."

This project has caused considerable controversy among City's residents and Exhibit 5 is not without a number of challenges to the method employed by City in approving the project. There is nothing in this record, however, which would support an allegation of wrongdoing on the part of the city council. If the project lacks the support of a majority of the citizens of City, an appropriate remedy is available, either by referendum or through the city council or the courts. It should be recognized, however, that, consistent with City's General Plan (Exhibits 8A and 8B), a Las Posas Road crossing and extension will eventually also be necessary.

City has accorded the Adolfo Road crossing first priority for a variety of reasons. Some of the reasons, as brought out hereinabove, reflect comparative disadvantages of a Las Posas Road crossing. From a cost standpoint, for example, the Las Posas Road alternative is much more burdensome. The cost at the Las Posas location for an at-grade crossing, together with the street extension and the bridge across Calleguas Creek, would range between \$3.5 and \$4.3 million depending on the alignment used. The comparable cost for the Adolfo Road at-grade crossing, together with the street extension and the bridge across Calleguas Creek, would be \$1.9 million.

#### Grade Separation Not Now Feasible

A grade separation is costly under the best of circumstances. In the present case not only would a grade separation cost about 2.5 times the cost of an at-grade crossing in terms of the Adolfo Road project, but there would be substantial dislocation of existing residential units adjacent to Adolfo Road. As is evident from the testimony of City officials such as the mayor and members of the city council, a grade separation at Adolfo Road, as well as at another eventual location, is contemplated in the future, subject to City's having the necessary funds.

The proposed Adolfo Road project includes the installation of the most current grade protection devices available and approved by this Commission. The testimony was that the physical devices proposed to protect the vehicular traffic at the Adolfo Road crossing would provide the maximum degree of protection, short of the construction of a grade separation. The traffic engineer retained by City and SP's witness concurred in the conclusion that the devices proposed for installation, including signals at the intersection, constituted the best protection available short of a grade separation.

Findings of Fact

1. The SP's main line track bisects City and has the effect of isolating substantial portions of the community.

2.a. City's General Plan contemplates three crossings of the SP main line, which are: at Las Posas Road; at Adolfo Road; and at Daily Drive/Mission Oaks Boulevard.

b. City commissioned studies to rank the three crossings in order of priority.

3.a. City is the lead agency for the Adolfo Road Extension Project pursuant to Section 21000 of CEQA.

b. City caused to have prepared an Initial Study, a Draft EIR, and a Final EIR.

c. On or about January 18, 1980 City filed with the Ventura County Clerk and the Secretary for Resources a Notice of Determination which found that "the project will not have a significant effect on the environment".

4.a. The Commission is a responsible agency for the Adolfo Road Extension Project under CEQA and has independently evaluated and assessed the lead agency's EIR.

b. Pursuant to Section 21167.2 of CEQA, the EIR of the lead agency is to be conclusively presumed in this proceeding to comply with CEQA.

c. The Commission does not find that the specific environmental impacts identified in the EIR will have a significant effect in view of the mitigation measures to be imposed by the lead agency. However, even if there were a significant effect, the need for the project would clearly be an overriding consideration.

5. The Adolfo Road at-grade crossing is needed and is economically feasible. A grade separation is not feasible at this time.

6. City has conducted studies and considered factors which afforded a reasonable basis upon which to make its determination to proceed with the Adolfo Road crossing in preference to alternative crossings.

7. SP is not opposed to the Adolfo Road crossing as long as the project's costs are borne in the manner prescribed in the ensuing order. The Commission staff also does not oppose the project.

8. Public convenience and necessity require the proposed Adolfo Road crossing.

### Conclusions of Law

1. City should be authorized to construct Adolfo Road at grade across the tracks of SP's Coast Main Line in City, Ventura County, at the location and substantially as shown by the plans attached to the application, to be identified as Crossing E-417.9.

2. Construction of the crossing should be equal or superior to Standard No. 2 of General Order No. 72-B.



3. Clearances should conform to General Order No. 26-D. Walkways should conform to General Order No. 118.

4. Protection at the crossing should be four Standard No. 9 automatic gate-type signals (General Order No. 75-C).

5. Construction cost of the crossing, including cost of any relocation or removal of Track No. 5295, and installation cost of the automatic protection should be borne by City.

6. Maintenance of the crossing should be in accordance with General Order No. 72-B. Maintenance cost of the automatic protection should be borne by City pursuant to the provisions of Section 1202.2 of the Public Utilities Code.

7. Construction plans of the crossing, approved by SP, together with a copy of the agreement entered into between the parties involved, should be filed with the Commission prior to commencing construction.

The Notice of Determination by the Commission as a responsible agency for the project is attached as Appendix B to this decision, and the Commission certifies that it has reviewed and considered the information contained in the EIR prepared by the lead agency.

ORDER

IT IS ORDERED that:

1. The city of Camarillo (City) is authorized to construct Adolfo Road at grade across the tracks of the Southern Pacific Transportation Company's Coast Main Line in City, Ventura County, as set forth in the above Conclusions of Law.

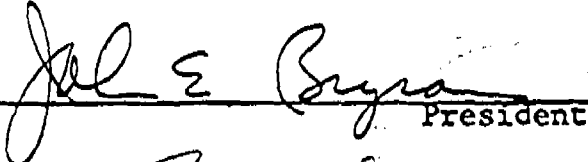
2. Within thirty days after the crossing's completion pursuant to this order, City shall notify the Commission of that completion in writing.

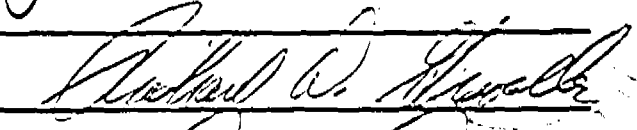
This authorization shall expire if not exercised within two years unless time is extended or if the above conditions are not complied with. Authorization may be revoked or modified if public convenience, necessity, or safety so require.

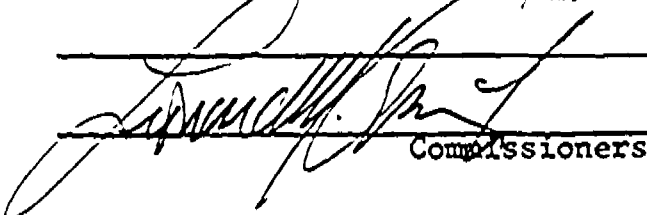
The Executive Director of the Commission is directed to file a Notice of Determination for the project as set forth in Appendix B to this decision with the Secretary for Resources.

The effective date of this order shall be thirty days after the date hereof.

Dated DEC 2 - 1980, at San Francisco, California.

  
\_\_\_\_\_  
President

  
\_\_\_\_\_  
Commissioners

  
\_\_\_\_\_  
Commissioners

Commissioner Vernon L. Sturgeon, being necessarily absent, did not participate in the disposition of this proceeding.

Commissioner Claire T. Dedrick, being necessarily absent, did not participate in the disposition of this proceeding.



APPENDIX B

NOTICE OF DETERMINATION

TO: Secretary for Resources  
 1416 Ninth Street, Room 1312  
 Sacramento, California 95814

FROM: California Public  
 Utilities Commission  
 350 McAllister Street  
 San Francisco, Calif. 94102

SUBJECT: Filing of Notice of Determination in compliance with Section 21108 or 21152 of the Public Resources Code.

Project Title Proposed Adolfo Road Extension

State Clearinghouse Number (If submitted to State Clearinghouse)  
SCH #79111603

Contact Person Telephone Number  
 Robert W. Stich (415) 557-2353

Project Location Adolfo Road between Lewis and Flynn Roads, city of Camarillo, Ventura County

Project Description The aspect of the project under the Public Utilities Commission is the at-grade crossing of the existing railroad track adjacent to Lewis Road

This is to advise that the California Public Utilities Commission, as responsible agency, has made the following determination regarding the above-described project:

1. The project has been  approved by the Responsible Agency.  
 disapproved
2. The project  will have a significant effect on the environment.  
 will not
3.  An Environmental Impact Report was prepared for this project pursuant to the provisions of CEQA by the city of Camarillo as the lead agency.  
 A Negative Declaration was prepared for this project pursuant to the provisions of CEQA. A copy of the Negative Declaration is attached.

Date Received for Filing

cc: Robert L. Hanam  
 County Clerk, Ventura County  
 Government Center Complex  
 800 South Victoria Avenue  
 Ventura, CA 93009

JOSEPH E. BODOVITZ  
 Executive Director

Date