

CITY OF CORONADO

TRAFFIC OPERATIONS COMMITTEE

MINUTES

Thursday, October 25, 2007

The regular meeting of the Traffic Operations Committee (T.O.C.) was held on Thursday, October 25, 2007, at 2:00 p.m. in the Council Chambers. Present were Scott Huth, Ed Walton, Lou Scanlon and Tony Peña. Bill Toon represented the absent Kim Raddatz. Assistant Engineer Dave Johnson was also present.

1. Minutes of the September 27, 2007 Meeting – Mr. Peña moved to approve the minutes and Mr. Scanlon seconded the motion. The motion passed unanimously.
2. Oral Communications – Liz Forsythe-Lovell, 1032 Flora Avenue, spoke concerning Isabella Avenue and the section from Flora across Isabella. On her block, in the last year and a half, there have been 10 parking places removed. Within eight blocks of Rotary Park 50 parking spaces have been lost due to new construction. That is a big hamper to that area for parking. It's become haphazard to walk across Star Park over the last two years with the construction of the Hotel Del and various other residential construction. The Isabella corridor has no division between the right and left; she has seen near head-on collisions with people who don't know the area going to the beach or coming off the base. A big disaster is waiting to happen. Her kids can't even cross Isabella any more. She wants safety and thinks there are some good solutions. First, signage is very important. She worked on the Orange Avenue Corridor Plan and that statement was issued from the commercial zones. Also, the beach area is supposed to have light-up crosswalks. Some kind of divider on Isabella is needed. If you're not from here you have no idea this is a two-way street; you just barrel down the street and it's open game for skateboarders and everything else.
3. Recommendation to De-Designate Route 4 (from Orange Avenue to Gate 2 NAS North Island via First Street) and Route 5 (from the San Diego-Coronado Bridge, North on Glorietta Boulevard, West on Second Street, North on A Avenue, then West on First Street to Orange Avenue) as Designated Truck Routes – Mr. Johnson said that on May 1, 1990, the City Council passed Resolution No. 6944 which established five truck routes within the City. They are on Orange Avenue, Ocean Boulevard, Third and Fourth Streets, and Routes 4 and 5. The Municipal Code allows the City Engineer to designate truck routes for the movement of oversized vehicles when supported by a Council resolution. On July 11, 2007, the Navy completed improvements to a new main gate at the end of Third Street and opened it to traffic. The new gate replaced the former main entrance on Fourth Street which had precluded oversized vehicles from entering due to the geometry of the movement from Third Street to Alameda and then back into the main gate at Fourth. Also, there was a lack of truck-handling capability at the Fourth Street entrance but this is now provided at the new gate. When funding for the Third Street Gate was announced in 2005, the City committed to the residents of the First Street area to reviewing the existing route on First Street to determine if its use would still be justified or needed.

In anticipation of the opening of the new gate the Engineering Department began to collect traffic volume data and used historical data that had been gathered over the last five years. Data was taken in October 2007 and compared traffic volumes before and after the opening of the new gate. The prior five years showed an all-vehicle average on First Street between Alameda and J Avenue of around 5,600 vehicles per day with a truck-traffic-only volume average of about 270 per day. The October 2007 data shows a total traffic volume of 4,500 vehicles and truck traffic volumes averaged 38 trucks per day; this is a 20% decrease in overall traffic and an 85% decrease in truck traffic. Data collection was also done east of Orange Avenue (Truck Route 5) and prior to the opening of the Third Street Gate there were about 6,900 vehicles per day of which there were about 360 trucks. The October 2007 volumes show 6,300 vehicles per day with only 162 trucks. That's about a 9% decrease in overall traffic and about a 55% decrease in truck traffic. It appears that the Third Street Gate is taking trucks off First Street as was intended. The volume of trucks using Routes 4 and 5 is a low percentage of the overall vehicles, less than 1% of Orange Avenue on the west side and 3% of overall vehicles on the east side. These are likely making deliveries to the businesses and residences that are directly along those routes and they could continue to use the truck routes once they're de-designated because the Vehicle Code states that if oversized vehicles are traveling in a direct route to their place of business, they're not precluded from using local streets, or non-designated truck routes. Therefore, de-designation from the City's map doesn't mean that trucks could no longer use these corridors that were previously identified as truck routes.

The Engineering Department recommends that Routes 4 and 5 be deleted from the City's approved truck route map. A CEQA analysis would need to be completed to finalize this effort and the City Council would have to adopt a resolution to amend the existing Resolution 6944. The Community Development Department may be able to recommend a Categorical Exemption or a Negative Declaration for the environmental analysis.

Mr. Peña is glad that it was pointed out that when a route is de-designated it does not prohibit trucks from using any street in Coronado because of the clause allowing them to go to a destination for deliveries.

Cindy Sanders, 816 First Street, asked if the truck routes signs currently in place would be taken down and she was told they would be. She thinks there is a lot of confusion for truck drivers. An 18-wheeler stopped in front of her house after exiting NASNI and she asked him why he chose First Street as opposed to going out Fourth Street which is a straight shot to the bridge. He said he didn't know he could go the other way. A lot of trucks that come in and exit via First Street by habit don't know. It would be good to also have a lighted sign saying "A Straight Shot" or something.

Mr. Huth said that today the Committee will make a recommendation and forward that recommendation to the City Council and the City Council will make the decision. If there is a decision to de-designate then the City would have a campaign to re-educate the truck drivers and work with the Navy on this.

Herb Zoehrer, First Street resident, suggested other changes to other routes named in Resolution 6944. Route 1 says "Silver Strand north along Orange Avenue to First Street." It doesn't make sense to have that read like that anymore. It should read "to Third Street." Route 2 goes from the bridge to the main gate, but delete the reference to the short element of Alameda Boulevard.

Liz Forsythe-Lovell, Surf Suds Laundromat, 100 Orange Avenue, and also Forsythe Brothers, 104 Orange Avenue, has seen quite a bit of hazardous situations with trucks. Eliminating the truck routes is great, but she is concerned because she can count daily at least

two or three trucks hitting the curb and going up over it. This is because the dip from the crosswalk has risen over the years with the pavement and the dip doesn't allow trucks to have a good turn radius. Also, because of how cars are parked in that area, the trucks have to do a wide turn and hit the curb in the middle corridor of Orange Avenue. Where are measures to barricade or put a fence on that curb so that when the trucks come through they can't come up onto the sidewalk area? The biggest felons are the Coast Guard and the Homeland Security trucks. She suggested that staff watch this corner. She would also like to see more barricades on the sidewalks around the power plant around the corner.

Alfred Lord, 1099 First Street, Unit 302, expressed his pleasure with the de-designation of First Street as a truck route. He thinks it is important to bring back as much quiet as possible to First Street and also to the beginning of the truck route which is at Glorietta Boulevard going toward the rest home, hospital, Marriott Hotel and the many condominiums with high densities. Some of the bayside properties on First Street sell for as much as \$15 million and if he had paid that much for his home he would certainly want more quiet.

George Sanger, 505 First Street, thanked the Committee and very much endorses the de-designation of First Street as a truck route. He's tried for a long time to achieve de-designation and has researched the designation quite thoroughly and found out that neither the residents of First Street were notified that it was going to be designated a truck route, nor was there any attempt at a CEQA declaration. So he's happy to note that both have been done by this Committee. This is the first step in making First Street a scenic route and the next step is to try to underground the utility lines.

Shirley Kriet, 100 I Avenue, says the biggest issue is education for commuters, drivers, kids who cross the street and truck drivers. Navy construction contractor vehicles are now the biggest users of First Street. She has noted that on weekends, when the First Street Gate is closed, big rigs come down First Street onto or off Alameda. She thanked the Committee for the progress that has been made, but urged it to keep after the rest of this.

Mr. Huth remarked on Mr. Zoehrer's comments on additional changes to Resolution No. 6944 and asked if that was in the scope of what the Committee can recommend and Mr. Johnson said it can be looked at. If Council decides that First Street can be de-designated there may be less of a need for that portion of Orange Avenue between Third and First to be designated also. Mr. Huth said if trucks can go from destination to destination it would be covered for making deliveries in the limited commercial area.

Mr. Peña moved to approve the staff recommendation and to also analyze the proposed changes to Routes 1 and 2 and if it's no longer needed to include that as part of the resolution taken to Council. Mr. Huth asked about the small piece on Alameda and Mr. Johnson said that Coastal Transport said that they use Third and Fourth Streets as routes to get to the Island Gas Station; if Alameda were de-designated, that would allow any of the lettered streets between Orange and Alameda to be used to cross. In his opinion, he thinks that having Alameda as a designated route to get between Third and Fourth Streets is probably better than having trucks cut down the lettered streets. Mr. Scanlon seconded the motion and it passed unanimously.

4. Recommendation Regarding a Request for Analysis of a Four-Way Stop Intersection at Adella Avenue and Tenth Street – Mr. Johnson received a letter from a resident stating that he felt speeds are too high in that area and there is quite a bit of volume in this location. He thought that a stop sign on Tenth Street would be a way to address those concerns.

The City has a warrant for four-way stop intersections and the warrant consists of several criteria. The warrant states that if any one of these criteria is met a four-way stop intersection would be warranted. He outlined the criteria:

Volume: *Total vehicular volume entering the intersection from all approaches averages 300 vehicles per hour for any eight hours of an average day; and the vehicular volume entering the intersection from the minor street for the same eight hours averages at least one-third of the total volume entering the intersection.* The volume entering the intersection from Tenth Street averages 254 vehicles per hour for any eight hours of an average day; the vehicular volume entering the intersection from the minor street (Adella) for the same eight hours is approximately 30% of the total intersection hourly average, which is **less** than the required one-third of the total volume entering the intersection. This condition is **not** met.

Accidents: *Six or more types of accidents susceptible of correction by stop signs within a 12-month period.* An accident susceptible of correction by a stop sign would something like a broadside, where a vehicle pulls out in front of an oncoming vehicle. There have been no reported accidents at this intersection and stretch of roadway in the last 12 months. Residents have told Mr. Johnson of collisions at this location, but if that's true, they have not been reported to the Police and therefore his collision database came up with zero accidents here. This condition is **not** met.

Visibility: *Sight distance (straight line) on at least one of the approaches of the principal street for vehicles or pedestrians crossing the intersection is less than 160 feet.* The straight line sight distance of vehicles and pedestrians on the principal street (Tenth Street) is greater than 160 feet. Although visibility is relatively constrained due to the geometry and elevation change on Tenth Street, field measurements show the westbound line of sight distance (coming up the hill on Tenth) to be 170 feet and eastbound is 200 feet. This condition is **not** met.

Special Conditions for Residential Areas: *In residential areas the minimum vehicle volume may be reduced to sixty percent of the stated value of 300 vehicles provided all the following conditions are met:*

- a. *Both streets have residential frontage with existing 25 miles per hour speed limit.* This condition **is** met as the speed limit on both Adella Avenue and Tenth Street is 25 mph.
- b. *Neither street is a designated "through" street.* This condition **is not** met since Tenth Street is a designated "through" street per Resolution No. 5836.
- c. *Neither street exceeds 48 feet of curb-to-curb roadway width.* This condition **is** met as both streets have a roadway width of 48 feet.
- d. *No existing stop sign or signal is located on the principal street within a distance of 800 feet.* This condition is **not** met. There is an existing stop sign at the intersection of Tenth Street and Glorietta Boulevard, which is less than 800 feet from the subject intersection.
- e. *Streets from at least three legs extend 800 feet or more from the intersection.* This condition **is** met.

- f. *Installation of a four-way or three-way stop is compatible with the overall traffic circulation requirements for the area.* This condition **is** met.

The warrant states that all conditions must be met to allow reduction of the traffic volume warrant. Since special conditions (b) and (d) are not met, the reduction to the traffic volume criteria is not applicable and it is recommended that no additional traffic control be added at this intersection.

Wendy Miller, 101 I Avenue, said she doesn't have much experience with Tenth and Adella, but she's having a heck of a time with the stop signs at the corner of First and I. She and her neighbors came before the Traffic Operations Committee to request a stop sign and the warrants for that intersection were also not met. The Committee made an exception to slow the traffic down. Over the past three years this has created an absolute living hell for the residents that are immediately impacted. It's 24/7 of non-stop gearing up and slowing down. This is so that three people can cross the street during the day. She's saying this because she's not sure that the people who requested these stop signs really know what that means. She remembers Jim Benson saying to her "Be careful what you ask for" and she thought "Oh, you just don't want to give us a stop sign." He gave them a stop sign and he was absolutely right. It was the worst thing that they could have ever installed in that area. Obviously, the people here are having some kinds of issues; maybe something other than stop signs can be used. She thinks that stop signs need to be decreased throughout Coronado.

Wayne Hunter, 1520 Tenth Street, introduced himself as the person who made the application for the analysis to be done. He did this because of community safety and kids walking around with people backing out of their driveways. He feels it's been a mathematical effort to try to keep a stop sign from being there. He asked the Committee "What does a stop sign hurt?" If we save one kid from getting run over in that intersection, he questions the efforts of counting cars and seeing if we're within 160' and all that, if the real effort is to try to make it a safer intersection. He believes that every bit of information that was presented is inaccurate. He said if he's sitting in a car on Adella headed south, trying to make a turn onto Tenth, the road curves to the right and there are cars parked there. He challenged the Committee to show him where, sitting in a car, he can see 160'. You can't do it. Cars coming east on Tenth that are turning onto Adella cannot see the cars that cut across the lane of traffic. More than putting a counter there, you need to watch what happens at that intersection. Also, the volume count was done in September which is the slowest time of the year. He's sure these numbers almost double if that same count was done in the summer. He thinks there's an inaccurate count on the other side of Tenth because you're counting after the cars have already exited that intersection. If the count were done on the west side of Tenth you'd pick up all the volume turning onto Adella. The required volume is 300 vehicles and they almost met it with 254 at the slowest time of the year and not counting the traffic that's already turned off the street. He was told at the beginning of his efforts that this would be an uphill fight because Tenth Street is designated a through street. That was done in 1974 or 1976 and he doesn't think that anyone in this room would deny that traffic has not changed in 30 years. He has young children and this is a dangerous intersection. He wants the Committee to be aware that when there is an accident, when a kid gets run over, we've had an effort to fix it.

Don Lektorich, 1517 Tenth Street, also has small children. His main problem with this intersection is the vehicles coming eastbound on Tenth Street. The street starts to curve toward the left before you approach Adella. Cars making a left onto Adella more often than

not cut the entire corner and are on the complete wrong side of the road. The thoroughfare does not continue down the hill to Glorietta. It makes a left on Adella and zigzags through town so that somebody can get from Tenth and Orange all the way to Adella, Pomona and Seventh with no stop signs. He thinks the traffic counts were done on the wrong side of the street because a lot of the traffic turns left onto Adella and doesn't continue down the hill. The criteria didn't discuss the elevation change and the sunshine. It's very hard to see when you're staring into the sun. There aren't many streets in Coronado with a hill and he thinks that's an issue, as well as the curvature. He tried to come up with 160', 170' or 200' and it's practically impossible. If a car is parked anywhere on any of the streets you can't see anything. He thinks how the traffic counts were done needs to be looked at. It's an odd intersection, not in the grid of the street and the thoroughfare done 30 years ago should be re-looked at.

Ginger Weston, 1005 Adella, asked if the stop signs could be switched and be at Tenth Street. That's where she believes the danger is.

Anne Kirschner, 1015 Adella, said when she stops at Tenth and Adella headed toward the Yacht Club, she has to make a right-hand turn and it is dangerous because you cannot see cars coming up the street. She has been almost hit twice. And if you want to go up Tenth Street toward Orange Avenue you can't see the cars coming down either. Traffic going up the hill goes very fast; maybe a yield sign would work and give the residents some comfort.

Mr. Peña asked if Tenth Street is a minor arterial and Mr. Johnson responded that it's a collector. Mr. Walton asked if the traffic volumes had been taken on all legs of the streets so that all of the traffic would have been captured and Mr. Johnson said that was correct. He went on to say that traffic volumes vary quite a bit throughout the City and September is the time when traffic has died down from the summer months, so counts could be taken at a different time of the year and a different result could occur. He said that stop signs are sometimes suggested for a situation that may not be the best fit for the location; in this case a stop is used for right-of-way assignment and not speed control. Like Mrs. Miller said earlier, when you try to use something like a stop sign for traffic calming and speed control, a lot of times you get effects you didn't think you'd get and some of those can be what the people on First Street are getting – way more increased noise. They were upset about the speeds of traffic for a couple of hours a day, but now they have cars starting and stopping 24 hours a day which they feel is much worse than it was before. Also, when you put stop signs in at a location that doesn't warrant it, a lot of times you make it a more dangerous situation because drivers realize that there's nobody crossing there or it's very unlikely that vehicles are crossing there and they don't know why they're required to stop and they'll tend to do a "California stop" through those stop signs or just blow right through if they don't think there's a good reason for them to stop. This intersection is unique; he doesn't believe stop signs are warranted, but maybe there's something else that could be looked at. He's hearing that residents in the area are uncomfortable with speeds so maybe some pavement markings indicating the 25 mph speed limit there would be a better solution. Something that hasn't been used in the City very much is rumble strips, similar to what is at the toll plaza on the bridge. They are tactile indicators to let drivers know there's a change in condition. One reason they aren't used in residential areas is that they make a lot of noise, but this might be something to use to indicate to drivers that maybe they're carrying too much speed up or down the hill and it would remind them to control their speed.

Mr. Huth asked Mr. Johnson to clarify the line of sight measurements and Mr. Johnson referred to the warrant where it states that the straight line sight distance on at least one of the approaches of the principal street should be less than 160'. A straight line distance

from a driver's perspective in textbooks is about four-and-a-half feet above ground level because it assumes that you're sitting in a car. To determine sight distances Mr. Johnson drives the approaches and looks at the most constrained view. For instance, going westbound, up the hill on Tenth Street, the most constrained straight line distance is to the left-hand corner of Adella because the street is turning to the left. He measured about 170'. On the other side of the intersection, going eastbound on Tenth down the hill, there's a little more; the north-hand side of Tenth Street would be the most constrained straight line of sight and that's about 200'. He looks at the most conservative line of sight.

Mr. Peña observed that safety precaution devices don't necessarily protect people. Crosswalks can be more dangerous than unmarked walks and stop signs don't stop cars that don't have a willingness to stop. He drives that area quite a bit and as you go up the hill on Tenth the intersection comes up pretty fast. He's not really secure that people would stop 100% of time at a stop sign. He'd hate to have a stop sign put in and have people run it while people who are depending on the stop sign to stop traffic get very surprised. Drivers can be reckless with or without stop signs, but if you're a pedestrian depending on a stop sign it could lead to a problem.

Mr. Huth is hearing that speed is the problem and asked if other options for trying to mitigate speed had been explored and Mr. Johnson said that speed is not a criterion for installing stop signs, but a speed survey was done on October 12, gauging about 120 vehicles. The critical speed in the eastbound direction (going down the hill) was 28 mph. A 28 mph critical speed means that 85% of the drivers are driving 28 mph or less, so that equals a 25-mph zone. There were a few higher speed vehicles going 30, 31, 32 mph, with the greatest speed going down the hill at 36 mph. Going up the hill there was a critical speed of 26 mph. There are a few flyers, but we're not seeing consistent 30-mph speeds at this location. Perhaps we could do something like pavement markings to get drivers' attention that this is a 25-mph zone.

Mr. Walton likes to follow the warrants and the warrant here isn't met, so it's hard for him to justify a four-way stop at this location. He thinks that most of the concerns are about vehicle speeds rather than right-of-way issues and a stop sign is not used to control speeds, but rather to control right-of-way.

Mr. Huth also has concerns about using stop signs they way they've been proposed, but he would like to look at what other alternatives might be available to calm speed.

Mr. Walton moved to accept the staff recommendation not to forward a four-way stop request to the Council, but send the intersection and area back to staff for review for speed reduction. Mr. Scanlon seconded the motion and it passed unanimously.

Mr. Johnson said he would contact Mr. Hunter about speed control and probably bring this back to the T.O.C. in December.

5. Recommendation Regarding the Engineering and Traffic Survey for Strand Way – Mr. Johnson said there was a request from a Councilmember to look at the speed limit along Strand Way. Now it's a prima facie 25 mph and it's not posted so sometimes there may be confusion for drivers about what the speed limit is there. Two speed surveys were performed, one between Avenida de las Arenas and one between the employee parking lot and the Boathouse Restaurant. Speeds are more constrained along the City Hall location due to the perpendicular parking and the stem wall that constrains the width of the street on the highway side. Once you get north of City Hall it opens up with parallel parking and because parking isn't utilized there all the time it feels wider and vehicles tend to go a little faster. Vehicle Code Section 22358.3 allows the local authority to reduce a 25-mph speed limit to

20 or 15 based on limited roadway width. Vehicles speeds do meet the 20-mph 85% requirement between Avenida de las Arenas and City Hall (the critical speeds of 22 and 23 mph meet the 20-mph requirement). The speed survey done just north of there is quite a bit higher with critical speeds of 27 and 30 mph, but because this is a relatively short segment (about half a mile), it is in the interest of the public to maintain a 20-mph speed zone throughout the alignment of Strand Way. Based on the speed survey and the existing geometry on Strand Way the Engineering Department is recommending a 20-mph speed zone.

Mr. Peña asked if this could be radar enforced and Mr. Johnson said yes, because of the speed survey. It would require signage to be installed, however. He feels the only point of contention might be the speed zone north of City Hall; those speeds don't necessarily support a 20-mph zone. He has written a speed report, however, to tie in the southern parts of Strand Way. Road conditions do change a little bit north when going from the perpendicular parking to parallel parking and the roadway is not as constrained. He thinks it could be argued that because of the less than half a mile length, this entire street should be listed at the same speed zone.

There were two accidents along this roadway in the past 12 months by Avenida de las Arenas. Vehicles were proceeding through the intersection with one turning off the highway onto Strand Way. He hasn't seen a lot of collisions caused by vehicles backing out of parking spaces and into oncoming traffic; they're more right-of-way violations at the entrances to Strand Way.

Mr. Scanlon noted that the critical speed is 23 mph and asked if critical speeds are rounded down or up. Mr. Johnson responded that the new law states it should be rounded up. It used to be the lower five-mph bracket, but the *Manual on Uniform Traffic Control Devices* was recently revised to state that it should be the nearest five mph, so on that speed survey it would typically be 25 mph, but he thinks an argument can be made that, although it's allowable, you typically don't see split speed zones on the same segment of roadway. The Vehicle Code allows it, but it's not applied very often.

Mr. Scanlon said that judges go strictly by the law and when it says "round up," they throw the tickets out. It's also very difficult to enforce when someone is three mph over a posted limit.

Mr. Walton commented that the speed survey with the critical speed of 23 mph was in one direction; the other direction was 22. You can combine those for overall traffic and the critical speed then is 22 mph which would support a 20-mph speed limit. It's just five mph over the limit for alleys; the 22' width between the wall and where cars would park if they're not a large, extending vehicle, is almost alley width. Even north of there, it's less than 25' which would support reducing the speed limit. Mr. Peña said that alleys are even more congested with garbage cans, kids playing and all kinds of thing in the travel way that you don't find on Strand Way. Mr. Johnson said he felt that signage alone will have an effect on driver education in keeping speeds relatively safe.

Mr. Huth found a flaw with using the 23-mph speed survey data and other data that show it's above 25 mph to set a speed limit of 20 mph. Mr. Peña feels it's a stretch to go to 20 mph from north of City Hall all the way to the Yacht Club when there's absolutely nothing in the area north of the Boathouse Restaurant. Mr. Walton agreed that it's a different environment with different conditions, but he still thinks that the narrow road width (even with the parallel parking it's less than 25' wide), coupled with no shoulders on either side, makes this more of a parking lot/alley type of atmosphere than a roadway. It's not a typical

roadway. Perpendicular parking with moving vehicles that can't see as they back out is reason enough in his opinion to reduce the speed limit, particularly in front of City Hall.

Mr. Johnson said he felt a 20-mph zone from Rendova Circle and City Hall and a 25-mph zone between City Hall and the Yacht Club would be more defensible than to try to make the entire stretch 20 mph. Mr. Huth is more inclined to do that and Mr. Peña concurred.

Mr. Scanlon moved to recommend to Council to reduce the speed limit to 20 mph from the portion of Strand Way that is one-way south (near the Boathouse 1887 Restaurant) to Rendova Road and Mr. Peña seconded the motion. It passed unanimously.

The meeting adjourned at 3:25 p.m.

Other Business: Mr. Walton suggested canceling the November meeting as it falls on Thanksgiving. The December meeting falls during Christmas week, so he suggested having a special meeting on December 20. This was unanimously agreed to.