

**CITY OF CORONADO**  
**TRAFFIC OPERATIONS COMMITTEE**  
**MINUTES**

**Thursday, February 26, 2009**

A meeting of the Traffic Operations Committee (T.O.C.) was held on Thursday, February 26, 2009, at 2:00 p.m. in the Council Chambers. Scott Huth, Lou Scanlon, Ed Walton (arrived at 2:16 p.m.) and Rachel Hurst were present. Ed Hadfield represented the absent Kim Raddatz. Dave Johnson, Assistant Engineer, was also present.

1. Minutes of the January 22, 2009 Special Meeting – Mr. Hadfield moved to approve the minutes, Ms. Hurst seconded the motion and they were approved unanimously with Mr. Scanlon abstaining and Mr. Walton absent.
  
2. Oral Communications – None.
  
3. Request to Accommodate Valet Parking for Vigilucci's Restaurant at 1330 Orange Avenue – Mr. Johnson said the T.O.C. heard a recommendation to support valet parking in front of Vigilucci's Restaurant at it October 23, 2008 meeting; at that time it forwarded a recommendation to the City Council to establish a valet parking zone on Churchill, adjacent to Vigilucci's. Subsequently, at the Council meeting, the Council decided that Churchill was not the best place for valet parking and felt that it was inconsistent with the adjacent residential character and sent it back to staff to look at placing it out on Orange Avenue. For an analysis of this location, staff looked at the accident history and traffic volumes and found that in this vicinity over the last three years there have been five collisions along Orange Avenue near Churchill. The average daily traffic volumes between Loma Avenue and C Avenue, just north of the subject site, are characteristic of the volumes that will be seen in front of Vigilucci's. The peak hour traffic occurs at 4:00 p.m. and doesn't drop too much until about 7:00 p.m. Vigilucci's asked that the valet parking be operated from 5:00-10:00 p.m. seven days a week. In looking at the traffic volumes and the accident history, staff felt that to allow the valet service to operate between 5:00-7:00 p.m. could potentially be a difficult situation with the traffic volume. The volume drops off by about half by 7:00 p.m., so staff feels it's prudent to scale back the hours to 7:00-10:00 p.m.

Mr. Huth noted that three letters were submitted, one from Stephen Schwartz, one from Kevin Burnes at SIMA and one from Theresa Finch, that were not in the original agenda. A question that came up in Mr. Burnes' letter was the possibility of changing the recommendation on the time and noting that between 6:00-7:00 p.m. there is a pretty significant drop-off, from 1,400 southbound trips to 900. Mr. Johnson responded that he doesn't have the "level of service" criteria for that traffic volume, but the peak hour traffic, which occurs from 4:00-5:00 p.m. (1,534 vehicles) puts the level of service on that stretch of Orange Avenue at Level E which is a low level of service for motorists. It means it's highly congested and not very maneuverable. It's his estimate that the level of service at 6:00 p.m., being that the volume is more than half of the peak hour volume, is still poor, probably Level D. At 7:00 p.m. there is about half the number of vehicles and the level of service and his

observations have shown that there are breaks in traffic and not as much congestion. He stands by his recommendation to leave it from 7:00-10:00 p.m.

Ms. Hurst asked Mr. Johnson to comment on the weekend request to have the valet parking start at 5:00 p.m. and he replied that the traffic volumes he provided were taken in July for 24 hours, but he believes the day was a Wednesday or Thursday, not a weekend day. He suspects that in the summertime the weekend volumes are slightly lower, but they'll still be significant, with tourist traffic. He doesn't have concrete data to make a determination about starting earlier on the weekends.

David Hapgood, representing Pacific Coast Valet, asked if the committee would consider changing the start time to 6:00 p.m., a compromise between 5:00 and 7:00 in order to accommodate the patrons of surrounding businesses, restaurants and Vigilucci's which gets a major dinner special push from 5:00 p.m. on. With this compromise more patrons can be gotten off the streets safely, down into the parking and it will be a good service for people who are driving around confused as to where to park. It's been his experience from Cardiff-by-the-Sea that when patrons are coming to a location, if they have no alternatives they end up driving around the block several times and that might create more of a problem than if their vehicles were pulled off Orange, parallel to the curb; at 60' they can stage three to four cars at time and he'll have the operation staffed sufficiently to get the cars off the street in a safe and timely fashion and down into the garage which will benefit everyone. He reiterated that he'd like the Committee to consider letting the operation start at 6:00 p.m., the dinner hour.

Mr. Huth said that one of the letters received asked if all of the vehicles being valet parked would be parked in the garage and not on the street and Mr. Hapgood confirmed that they would be parked in the garage. Someone has approached him about leasing an outside parking garage but he feels they have enough parking space in the SIMA building to accommodate everyone. They will double the parking capabilities there. It's also good to have someone on the street directing people where to self-park. They're going to hire employees from Coronado, not from outside the community.

Rita Sarich, Coronado MainStreet, asked what the curb color would be the rest of the time and whether people could stop there or if it's a loading zone. Also, in the original request, the requestor wanted to have it all day on Sunday and she wondered if that were a possibility. Mr. Johnson said it would be a yellow curb and have conventional requirements as a yellow curb until the valet time; the City's municipal code says a yellow curb is used for loading and unloading of passengers and freight from 6:00 a.m.-6:00 p.m.

John Miller, innkeeper at the Villa Capri, 1417 Orange Avenue, said that a major issue when there are large groups coming in to the Hotel del Coronado, is that cars tend to go all the way down past R. H. Dana waiting to park in the parking lot at the Hotel Del. Couple that with the bus loading zone currently there and (he passed out some photos) you'll see that the buses go all the way around to R. H. Dana and then go around. He's concerned about that. If there's going to be valet parking, is it truly in the concept of valet where the patron gives the valet whatever he feels is adequate for a tip or will there be a set price? If there's a set rate as they do in a lot of the hotels in Cardiff how will the City be involved with tax and what kind of audit trail for the tax would there be? Mr. Huth said he didn't know if there is any provision for the City to tax valet parking and Mr. Johnson said that the valet service would have to get an encroachment permit and a business license and there is a fee involved.

Mr. Scanlon said that if the Municipal Code currently stipulates that the commercial zone is in effect from 6:00 a.m.-6:00 p.m., there would perhaps be less confusion if the start time coincided with 6:00 p.m. Mr. Huth said he was comfortable with the 6:00 p.m. time

period; there is a pretty good drop off in the peak traffic, although there's probably still rush hour going into 6:00-6:15 p.m. Mr. Hadfield was concerned with the move from Churchill to Orange Avenue and what impact the number of vehicles encroaching into traffic will have on the flow of traffic. His concern is Fire's ability to respond from the downtown Village fire station to the Shores and the Cays and whether that will delay them. As it is now, there are multiple times throughout the day when they are responding and actually have to stop movement of their apparatus and delay responding to the emergencies because the traffic flow is congested at particular choke points, that being one of them. He is not comfortable with the situation.

Mr. Huth said that clearly, if a bunch of cars were stacking up it could become an issue and you wouldn't have that issue with just a regular commercial loading zone. Mr. Johnson said that one of the requirements of the encroachment permit would be to staff the service such that they do not stack vehicles; the criteria will say that they have to have as many attendants on site to handle the number of vehicles to get a quick turn-around.

Ms. Hurst said that if people can't park quickly they'll continue to drive around and that adds to the congestion and makes the situation worse.

Mr. Huth asked if there were any comments about the requested weekend hours and Mr. Johnson said that he forgot to mention in the staff report the difference in traffic volumes between the weekends and weekdays and weekdays are significantly heavier than weekends, so the committee could consider having different hours on the weekend. The weekend loading zone requirement is only on Saturday, not Sunday.

Mr. Walton commented that the traffic volumes were taken in July 2003; in 2003 the City was experiencing very heavy traffic. He noted a break between 6:00-7:00 p.m. and then between 7:00-8:00 p.m. it's even lower. After hearing Mr. Scanlon's comment about the 6:00 p.m.-6:00 a.m. loading zone he's comfortable going with a 6:00-10:00 p.m. time frame.

Mr. Scanlon made a recommendation to forward the staff recommendation to the City Council, changing the hours from 6:00-10:00 p.m. as opposed to 7:00-10:00 p.m., seven days a week. Mr. Huth asked to add a requirement that cars be parked off street and Mr. Johnson said that could be added to the encroachment permit conditions. Ms. Hurst seconded the motion and it passed with Mr. Hadfield voting no.

4. Discussion of Tour Bus Traffic in the 1600 Block of Glorietta Boulevard and Possible Recommendation of Any Preferred Alternative to Reduce the Amount of Bus Traffic on the Subject Roadway – Mr. Johnson said this was first addressed in December 2008 and several alternatives for preventing buses from turning left onto Glorietta Boulevard were presented. At that time it was felt that none of the alternatives was acceptable to all of the different, interested parties and staff was asked to look at creating a bus-only lane that would preclude buses from turning out of that lane and keep them on southbound SR 75. Staff met with Caltrans and they felt that there was nothing standardized that they have that could be applied to this situation and that any pavement markings or candlestick delineators would be confusing to drivers and were unsupportive of a bus-only lane while we're still having ingress/egress out of this location. Once the master plan gets underway and that ingress/egress point goes away then there's a possibility for a bus lane. Caltrans suggested looking at possibly relocating the existing bus loading area which is presently in the turn-out and moving it to the south where there is an MTS bus stop. This would stage buses farther south on SR 75 so that they wouldn't be able to make a left-hand turn onto Glorietta and would be forced to continue southbound on SR 75 and make a U-turn at Avenida de las Arenas to get back onto northbound SR 75. Staff also met with the Hotel Del and they sent a letter with

their comments stating they have some difficulties with the proposed solution. It would put passengers down into an area that's much less accessible to the hotel and there's not as much room for offloading luggage and passengers. Also, passengers would have to cross vehicle traffic that is entering and exiting the hotel. There are some definite drawbacks to this proposal, but it was the only thing that Caltrans would agree to that would meet the City's goal of keeping buses off the 1600 block of Glorietta.

Mr. Huth wanted to acknowledge that two emails were received after the agenda was printed and the T.O.C. members were given copies of them; they were from Dave Gillingham and Tim Varley.

Mr. Hadfield asked if the hotel's master plan identifies a definitive plan for bus routing and whether there is a timeline. Mr. Johnson said he wasn't aware of a bus routing plan in the master plan, but in the hotel's letter they included some "bus management guidelines." This is something they give to the stage companies that come to the hotel and it outlines their preferred route which is also the City's preferred route. It tells buses to continue south to Avenida de las Arenas, make a U-turn back onto Strand Way and continue north on SR 75 and out of town. Mr. Hadfield said he was concerned about making a temporary change now that will be changed later on into the master plan. Mr. Johnson said in the amended master plan that was recently approved the bus staging area is proposed to stay in the same location.

Mr. Huth asked what would happen with the current bus staging area if the staging area was moved farther south by the MTS bus stop. Mr. Johnson said consideration had been given to moving the MTS bus stop to that location and allowing on MTS to do passenger loading and unloading. Or, the red curb marking could be removed and the area could be turned into a right-turn only lane. Mr. Huth asked how far the Caltrans right-of-way extends beyond the curb and Mr. Johnson said the once the curb line jogs in toward the hotel the curb is on hotel property. The Caltrans right-of-way is in the parking lane; a vehicle there would probably be straddling their right-of-way, so if the City were to do any striping it would be in the Caltrans right-of-way.

John Miller, 1417 Orange Avenue, innkeeper at the Villa Capri, said that the Villa Capri's concern has always been safety, noise and air pollution. In the last 15 years he's never seen buses travel all the way down to Avenida de las Arenas; they cut into the median, right in front of the Villa Capri and make a U-turn there which is a very dangerous thing to do, or they make a left turn onto Glorietta Boulevard. The Hotel Del's letter is the first time he's seen anything in writing in regard to luggage. They have always indicated that this was strictly a spot for their passengers to embark and disembark. He wondered if there was any way to give the Del a 25-space parking variance to be able to put the bus loading zones directly on their property. In his talks with most of the bus drivers, they've never heard of the bus management guidelines. They also don't know about noise and that they're supposed to turn the buses off if they are not actively boarding passengers. Also, is there a way to permit buses that come to Coronado so that they would be aware where they can go and the times they can run their buses and have hefty fines for buses that do not acquiesce to the laws in Coronado? He distributed some pictures.

Charles Allen, 1613 Pomona Avenue, is the president of his condominium association and wrote a letter specifying their position. They have 32 units and all of them in some way face Glorietta Boulevard and 12 have their front doors on Glorietta. That section of Glorietta is so narrow that there is no parking on the condo side of the street so there is no buffering from parked cars for noise. There is a very narrow sidewalk (he's sure it doesn't meet specifications) and the condos were built on the side of the hill. When large buses and trucks

go down that street they make a lot of noise and it's very disturbing. It also shakes the street and because they're built on the side of the hill they have to have a retaining wall to keep the hill from coming down into their homes. It's scary to have all that ground shaking and the retaining wall is 40 years old. Pedestrians are only a couple of feet away from vehicles going down the street and you have to be very conscious of the situation. The condo residents recommend there be something like a five-ton limit on the street; they consider it a residential street. Mr. Huth said he hadn't seen Mr. Allen's letter, so Mr. Allen provided a copy.

Lorraine Duro, 1649 Glorietta Boulevard, lives in a 14-unit condominium building, just to the northwest of Mr. Allen's condos. She asked if the Hotel Del's bus staging area was to be expanded in the master plan and Mr. Walton said he thought it was expanded slightly, but didn't know exactly how much. Ms. Duro said there's a big difference between a bus stop and bus staging. One Councilmember suggested the Visitor Center for bus staging, but it's one thing to drop off passengers like the green trolley does and another thing to actually stop and wait for passengers to return or stage. Usually staging is more lengthy. Because of the present location and the thought of it being expanded, not only do the residents have buses driving down their street, they also have them staging and stopping on their street when the staging area provided by the hotel is too busy. They park in the front of the condos and their passengers sometimes run across the street. Very few of them have the patience to go to the light and cross there. It is unusual to have the hotel introduce that people coming off the tour buses have luggage; largely these are day trippers. It is naïve to think that the buses will not make the first available U-turn that they can; they won't go down to the light unless something prevents them.

Jo Ezrak, 1500 Ynez, lives at the corner of Ynez and Adella. She said that she has been noticing more buses, not only on Ynez, but also on Adella and it seems to be happening more frequently. She asked if that is acceptable and Mr. Huth responded that the buses probably come down Glorietta, turn on Ynez and come back up on Adella to get onto Orange Avenue. Ms. Ezrak has a concern for pedestrians on Adella because there are parked cars on both sides and it's very narrow. Then you have these big buses and all these pedestrians and bike riders on Adella. She thinks it's pretty dangerous.

Mr. Scanlon noted that buses are licensed by the Public Utilities Commission and the City is limited in what it can do as far as restricting any use of the roadway. Trucks can be restricted, but buses specifically are licensed by the P.U.C. so it's difficult to ban them from roadways.

Barry Lloyd, Hotel del Coronado, said that the Caltrans proposal to move the stop farther south and replace the MTS stop concerns the hotel in how do you differentiate between the coaches that are coming in with groups specifically to stay at the hotel versus the tour buses that the hotel has very limited control over? When you have a coach that is loading or unloading at a four-foot sidewalk it is not wide enough for people to be able to safely stand and be able to queue to embark or disembark off the coach versus an MTS service where it's a brief stop and they're loading one or two people not 40. The hotel does not feel that this solution is the right solution.

Susan Enowitz, 1100 Orange Avenue, Coronado Historical Association, asked if there'd been a study to look at the dispersion of buses at other locations when they come to visit the Hotel Del; for example, stopping at the sidewalk in front of the Historical Association. Mr. Huth said it hasn't been studied but was talked about a little at the last meeting and one of the challenges is that a lot of the buses are site-specific and going to the Hotel Del and their visitors span out from there. Other locations that people might want to

visit could be looked at, but getting the word out would be difficult. It's hard enough getting the word out about where they can turn around, let alone tell them that there's five or six other spots where they could park.

Mr. Hadfield asked how much more encroachment into the travel lanes the proposed bus location would be and Mr. Johnson said there shouldn't be an encroachment; there is a 32', so there are two 12' travel lanes and an eight-foot parking lane. The stage coach buses are similar in size to the MTS buses that are parked there now and to his knowledge, there haven't been any collisions.

Mr. Scanlon reiterated that the legal determination is that the City cannot regulate bus routes; the City can suggest, but has no enforcement or regulatory ability because they are licensed by the P.U.C. and are free to use the roadways that they pay their taxes and permit fees to utilize. Mr. Johnson said a weight restriction on Glorietta Boulevard had been looked at and the Vehicle Code section that allows municipalities to place a weight restriction on roadways makes an exception for some specifically exempt vehicles and those vehicles are passenger stage companies. They are exempt from many of the restrictive Vehicle Codes that the City can use to restrict travel through the City. Mr. Scanlon said the Police Department also investigated the possibility that since these are not public buses whether or not they could be restricted, but in fact, they all fall under the P.U.C.'s control, even if they are charter or tour buses.

Mr. Huth said he was leaning toward exploring Caltrans' suggestion and figuring out whether that's workable. Mr. Walton said that he doesn't think pushing buses farther down that curve is a good idea because you're going downhill and turning in. The sidewalk is really narrow and he doesn't think that's an ideal place for a bus lane/bus stop. He thinks that the beginning of the hill for an MTS bus is OK, but he's a little uncomfortable going any farther than that.

Mr. Scanlon mentioned ADA compliance impediments and there are certain pitch requirements; for example, for wheelchair accessibility and it's uncertain whether or not that particular location, if moved, would meet those standards. The pitch increases farther down the hill. Mr. Johnson said he's concerned about the drop-off point and whether there would be landing space that would be up to ADA compliance. There have to be eight feet from the face of the curb to the back of the landing zone and it has to be a maximum slope. He doesn't think the sidewalk itself, following the topography of the existing area, comes into play. A landing area to unload a disabled person might be an issue.

Mr. Walton said that the last traffic counts taken indicated eight buses used Glorietta Boulevard per day, so maybe the bus management plan is taking a little effect. These were winter counts and the number may increase in the summer. We might want to wait and see if the summer numbers increase. His thought is to continue monitoring that and give the bus management plan time to work and hopefully educate bus drivers to take the preferred route. Mr. Huth asked about getting a commitment from Caltrans to do a striping plan after the master plan is implemented. Mr. Johnson said Caltrans did not give a commitment, but they did say that once the ingress/egress is eliminated from this spot the practicality of a bus lane is much more palatable. Once there are no vehicles crossing through that area there are striping treatments that can be done to keep buses along the curb line and preclude them from making a left turn, but while you're still trying to maintain ingress/egress through that driveway there's nothing that Caltrans has that is reasonable. Mr. Huth asked about looking at a design issue in the master plan that pushes the buses farther into the hotel property so that Caltrans isn't an issue. Or a hotel employee could be out there directing buses and moving people around, but he hasn't heard that suggestion from the hotel.

Mr. Huth made a motion to stay with the management plan concept, but to entertain looking with Caltrans at going back to the master plan on how to deal with this and see if we can come up with a solution that pushes the buses past Glorietta. Mr. Johnson said he thought the biggest hang up was providing access to the driveway and providing bus lanes; once that access is closed his take on it is this is something that Caltrans thinks is doable. Mr. Scanlon seconded the motion and Mr. Walton asked Mr. Huth to add a provision to the motion to check this in the summer to ensure that the bus management plan is working and that we don't see numbers going up dramatically. Mr. Huth agreed to amend the motion and it passed unanimously.

5. Recommendation Regarding the Recent Inventory of Curb Markings in the City – Mr. Johnson reported that the Engineering Department recently completed a project that inventoried existing curb markings throughout the City. The motivation for this was to establish knowledgeable locations of existing curbs and accountability for their installation. Typically, curb markings are by Council resolutions via a recommendation from the Traffic Operations Committee (T.O.C.). This process has not been followed in all cases and there is a substantial number of existing curb markings that do not have resolutions for their installation. This has caused difficulty for Council and staff when issues arise regarding the validity for marked curb zones. The marking inventory shows the curb zones that do not have supporting resolutions and curb zones whose resolutions do not accurately describe their locations. The majority of unsupported curb markings were red zones. The inventory also identifies curb markings that the Engineering Department feels can be reduced in size and/or removed. In establishing this many resolutions for curbs, especially the red zones, it's kind of gotten out of control. There was a system for identifying them, starting out with the letter A, and we found when we added all the new resolutions we went to NN on the resolution list. Staff is going to recommend rescinding the master resolution for all the red curb zones to the Council and re-do them with the ones in the marking inventory and start the streets by number rather than by letter; the individual resolutions under those streets will be assigned letters.

Mr. Huth asked if staff would notify adjacent residents of red curbs recommended to be approved and Mr. Johnson responded that most of curb zones identified to be removed are based on whether or not it appeared that the red curb zone was serving a purpose. He thinks removal of the red curb zones would improve on-street parking and there wouldn't be an uproar, but it's not a bad idea to notify people in the vicinity of the zones we recommend removing.

Mr. Hadfield wondered how much of a monkey wrench it would be if three or four months down the road the Fire Department says they'd like to add or extend red curbs. Mr. Johnson said that as long as it can be done through this channel (the T.O.C.) and on to the Council it shouldn't be an issue.

Mr. Scanlon noticed that the curbs at the medians on Orange Avenue are not painted red, nor are there "No Parking" signs. Mr. Johnson said he felt that was because they're within a travel lane. Mr. Scanlon brought attention to the median at the end of Orange Avenue and First. There's parking along the curb line facing east on the south side of the street on First Street between C and Orange and he's seen some people park at the median. There's a full parking space there, it's not a travel lane and there's no indication that parking is prohibited. He was wondering if that should have a red curb. Mr. Huth felt you'd have that same issue at every median section, but Mr. Scanlon said it's rather conspicuous there because as you come eastbound down First there are cars parked and going past that median

you can't turn right into opposing traffic. He doesn't think it's enforceable for no parking. He thinks this curb should be marked, but the other medians are intuitively obvious that they're travel lanes.

Mr. Huth commented on the amount of red curb designated to MTS bus stops in addition to the number of MTS bus stops. He wondered if the City could have a bus stop every other block; it doesn't seem like there are as many bus stops in downtown San Diego. Mr. Johnson said MTS wants 80'; their buses are 40' so that allows them full access in to the center of the red curb and then access out. Mr. Hadfield wondered if there is a way to address the number of bus stops because there's one every block on both sides of the road. Mr. Johnson said that issue came up when discussing moving the stop near the Hotel Del; he suggested eliminating it and using the one at R. H. Dana and Orange and MTS argued that they like to have them spaced less than 1,000' for ADA convenience. He doesn't know that that's a regulation though, but they said once you get over 750' it becomes a burden for the disabled. Mr. Hadfield asked who regulates the number of bus stops in a city and is Coronado beyond or below the standard for this region and Mr. Johnson said he could look into that. Mr. Huth felt that if the City had a methodical thought process of where the buses ought to be with some ridership counts we could probably go back to MTS with a plan that alters what exists now. He'd like to see this brought back to the T.O.C.

Mr. Huth said he wants to share the curb marking inventory with Ben Adams and have him provide some insight.

Mr. Walton moved to bring this back to the T.O.C. after everyone has had a chance to review it more thoroughly and change the numbering system. Where we're planning to remove existing red curb we need to give notification to affected residents. Mr. Huth seconded the motion and it passed unanimously.

The meeting adjourned at 3:28 p.m.