

CITY OF CORONADO
TRAFFIC OPERATIONS COMMITTEE
MEETING MINUTES

August 25, 2011

A meeting of the Traffic Operations Committee (TOC) was held on Thursday, August 25, 2011, at 2:00 p.m. in the Council Chambers. Rachel Hurst and Mike Blood were present. Lou Scanlon was absent and represented by Jesus Ochoa and Ed Walton was absent and represented by Jim Newton. Scott Huth was absent and unrepresented. Assistant Engineer Dave Johnson was also present.

1. Minutes of the June 23, 2011 Meeting – There was not a quorum of the members who were present at the June 23, 2011 meeting, so approval was deferred until the September 22, 2011 meeting.
2. Oral Communications – None.
3. Recommendation Regarding a Request to Install a Yield Sign on Ocean Boulevard at Gate 5 of Naval Air Station North Island – This item was pulled at the direction of the City Manager.
4. Recommendation Regarding a Request for Installation of a Marked Pedestrian Crosswalk and Removal of a Metered Parking Space at the Intersection of First Street and C Avenue – Mr. Johnson said the Engineering Department received correspondence from the Coronado Point Condominiums Homeowners' Association asking the City to look into placing a marked pedestrian crosswalk at C Avenue and to remove the existing metered parking space immediately east of the driveway that serves the complex. The HOA feels this is necessary to facilitate pedestrian crossings and to make it easier for people living in the complex to get in and out of the driveway. First Street and C Avenue form a "T" intersection with a curb-to-curb width of 54'; there are two travel lanes in each direction of 11'; and two bicycle lanes of five feet. The remainder of the street width is taken up by parallel parking.

The City has a warrant for installation of marked pedestrian crosswalks where there are no controls for vehicles. If the intersection has a stop sign the City typically marks that location with a crosswalk; not always, but locations where vehicles are controlled are marked, whereas pedestrian crosswalks that are not controlled go through a warrant analysis process to determine whether or not a marked crosswalk is warranted. The warrant states that all conditions should be met in order for a marked pedestrian crosswalk to be installed.

He reviewed the warrant criteria:

- a. General Condition of Intersection For an intersection to qualify for the installation of a marked crosswalk, the crosswalk should accomplish at least one of the following objectives:

- (1) Clarify and define pedestrian routes across a complex intersection.
- (2) Channelize pedestrians into a significantly shorter path.
- (3) Position pedestrians to be seen better by motorists.
- (4) Position pedestrians so as to expose them to fewer vehicles.

In this situation, because C Avenue and First Street intersect at right angles, it is very obvious to pedestrians where to cross. There are pedestrian ramps at each of the locations on the corners of C Avenue at First Street and also on the north side of First Street adjacent to the condominium complex, on either side of the driveway. Staff does not feel this is a complex intersection and crosswalks would not channelize pedestrians into a shorter route and wouldn't position them to be better seen by motorists since these are right angles and pedestrians would be noticeable to drivers on First and on C. In addition, marking a crosswalk at this location would not place pedestrians in a location to be exposed to fewer vehicles. This criterion was not met.

b. Pedestrian Volume □ The total amount of pedestrians crossing the street during the peak pedestrian hour (including both crosswalks, if applicable) is 10 or more. During separate field visits it was observed that there were more than ten pedestrians crossing at this location, so this condition is met.

c. Approach Vehicle Speed □ The 85th percentile approach of speed of vehicles using the street does not exceed 35 miles per hour. The posted speed limit on this section of First Street is 25 mph which translates to an 85th percentile or "critical speed" of less than 30 mph. Staff also looked at vehicle speeds reported by the data recorder and it showed that the 85th percentile speed was 28 mph. This condition is met.

d. Gap Time □ This is the number of unimpeded vehicle gaps, equal to or exceeding the required pedestrian crossing time, in an average five-minute period during the peak vehicle hour. During the peak vehicle hour there should be at least five crossing opportunities for pedestrians within a five-minute period. A crossing opportunity is the length of time it would take a pedestrian to cross from curb to curb without a vehicle approaching or interfering during that time. The curb-to-curb width is 54' and the average pedestrian crossing speed is approximately three-and-a-half feet per second, so that is a 15-second crossing period. It was observed that there were at least five opportunities for a pedestrian to cross during the peak vehicle hour. This criterion is not met.

e. Visibility □ Motorists have an unrestricted view of all pedestrians at the proposed crosswalk for a distance of not less than 200' on all approaches. This condition is met; drivers have clear visibility for pedestrians within 200' of the intersection.

f. Illumination □ This states that if we provide a crosswalk there is adequate illumination for night time pedestrian travel. There is a cobra head-style light at this intersection so this criterion is met.

The warrant states that all criteria must be met to allow a marked pedestrian crosswalk to be recommended. Since the general condition of the intersection and the gap time criteria are not met, this location is not warranted for a marked pedestrian crosswalk.

Mr. Johnson went on to say that it should be noted that there is a signalized intersection to the west of this location with a marked crosswalk; also to the east of this location there is a marked pedestrian crosswalk at the intersection of First and B with an in-street pedestrian crossing sign installed to help with the crossing of visitors to the Ferry Landing, the 3-in-1 and the Albertson's shopping center. These locations are within 300' of either side of the proposed location. Motorists typically see people at First and B and First and Orange, but see very few at First and C, so once they go through the crosswalk at First and B and they've yielded to pedestrians there, they won't be expecting to yield again at another marked crosswalk. If a pedestrian is standing in the extension of the crosswalk lanes it's incumbent upon a driver to yield to them, but his feeling is that when you overdo traffic controls, drivers begin to not even see them anymore because they're being overloaded with information and don't pay attention to every sign. Marked crosswalks are not blanket applied at every intersection because it would lead to drivers being less observant.

Mr. Johnson said the second issue that the Point brought up is that they would like to see one existing metered parking space just to the east of their driveway removed. They state it is difficult for a vehicle coming up the parking ramp to see any of the cross traffic on First Street and that presents difficulties for the drivers exiting. Existing conditions require that drivers exiting the parking garage come to a complete stop behind the sidewalk to check for pedestrians and then carefully move out into First Street to look for oncoming traffic. One of the things that makes this possible is the lane widths on First Street. About 10 years ago the City did a "road diet" on this street and narrowed the travel lanes to 11' and installed five-foot bike lanes on either side. That takes up a total lane width of 32' and there is 54' of curb-to-curb width here. With the remaining 22' the parking areas were made bigger; in fact, most of the extra space on the north side of First Street was taken up for parking. From the edge of the curb to the bike lane is approximately 12' and the standard parallel parking width is eight feet. When you come out of the Point's driveway you have a 12' clear area to pull out into, without even getting into the bike lane, and then there's an additional five feet that allows you to see out beyond any vehicles that might be parked along there. This situation is fairly typical in Coronado; because we preserve most of the on-street parking in the City it's incumbent upon drivers to pull out beyond a parked vehicle to see oncoming traffic. There can be an expectation for drivers who have come to a complete stop to want to have a clear view to oncoming traffic and that's not the case a lot of times in Coronado because of vehicles parked on the street. It is a driver's responsibility to pull out slightly toward the travel way to see oncoming traffic. In this case, parking in this area is very heavily utilized; this is an area where a lot of visitors come into Coronado via the ferry and there is a very large residential area with the Point and the Landing condominiums. The need for on-street parking is very great. Staff felt that elimination of this metered parking space is not necessary because the dimensions of First Street allow drivers to pull out to see oncoming traffic, and the recommendation is to not remove it.

Mr. Blood asked for clarification of where the van that has been mentioned parks and Mr. Johnson said it is the westernmost parking spot east of the Point's driveway. There's 20' of red curb from the front of the vehicle to the edge of the driveway, so effectively, there has already been one parking space removed.

Ms. Hurst said this situation is similar to an issue on another month's agenda with a very similar parking space/driveway exit. Mr. Johnson recalled that the Landing condominiums requested stop signs on First Street at D Avenue, but that didn't meet the criteria. They were also concerned with vehicles coming eastbound off the base. The TOC did agree to extend some red curb zone just to the west of where they exit from their driveway to help with the sight lines. No parking was required to be removed because there is a power cable guy wire that prevents anyone from parking in that location.

Mr. Ochoa said he feels that vehicles exiting the driveway have plenty of room to maneuver; he's more concerned about pedestrians being able to check for vehicles.

Maurice E. Garry, 1133 First Street, is in a wheelchair and the van in point is his van. He bought his home in 1996 and before he purchased the van he contacted the building manager, from New York to California, and described the type of van he was buying – the height, etc. – and the manager assured him that he would be able to park downstairs. As it turned out, the van is unable to park beneath which left Mr. Garry no choice but to park on the street. He parks on the street in parking spaces which are available. If any spot other than the first space is available, the van's lift is deployed in the grass. This leads him to getting off in areas with sprinklers on, dog manure, feces from other animals, urine, or grass clippings. He's had to pick dog manure with a stick out of his tires for 45 minutes. When he first moved in he received a note saying "We don't want you parked there because it disturbs our view as we come out of the elevator." Someone bent his antenna two days later. He received a knock on the door and two board members said his van blocked the 1133 sign. Mr. Garry's father went across the street and took a picture. The 1133 sign is blocked by the palm trees. He thinks the parking meter issue is taken care of by people coming up the ramp and, as Mr. Johnson stated, there is 25' of red curb for people to view down. As you come up the ramp there's 20' to the right side of the ramp, so if you add that to the 25', there's 45'. It's bad enough now because people zoom up and often cross the sidewalk before they brake their vehicle. The Fenwicks, who are here now, didn't even know there is a mirror on the side wall until it was pointed out to them the other day. As you come up the ramp, you need to stop before the sidewalk. He's seen three people be hit gently onto the hood of the cars because people do not stop and there should be a stop sign on the Point property. Second, they should slow down as they approach and stop again at the bike path, look left and look right and then proceed. If you put a crosswalk there, people will zoom across, right up C, because it's a clear shot to Third and Fourth. Finally, he has no problem crossing at either ramp, despite being in a wheelchair, because he goes slowly out, looks to the left and right, going across the street to get his hair cut. There is no big draw across the street – there's no Albertson's or a school. There's a barbershop on that side of the street. If he needs to go to the other side of the street to the dentist he simply goes across the driveway, which is probably the most dangerous area because people don't slow down, and he crosses at the other curb cut. He feels that the problem is with the drivers, especially with an aging population that may or may not have the reflexes that they had 30 years ago. He thinks a stop sign should be put in place and also a warning saying to slow down and look both ways at the bicycle crossing.

James Fenwick, resident of Coronado Point, said if there had not been a very deep level of concern by the Coronado Point about today's issues, he and his wife would not be here. There is a deep level of concern about pedestrian and vehicle safety. They are concerned that the City's study did not fully address the fact that this is a four-way intersection. There are two lanes of traffic that come in and out of the Point garage and about 150 cars garaged there, plus a constant stream of service vehicles, maintenance vehicles and others that come in and out of that

area. They feel very strongly about the need for a crosswalk at C. His wife was nearly hit in May, attempting to cross on the west side of the intersection. That was a very traumatic experience for her. He pointed out that many elderly people live at the Point and they are deeply concerned about the safety issues but are not able to be here today because it is too difficult for them to get out. Three hundred feet is a long way, if you multiply that twice, for elderly people to cross at a marked intersection at First and Orange or First and B. They think this is a very complex intersection; it is de facto a four-way intersection. It is exceedingly difficult for many people to cross at the intersection and do so safely. Many vehicles do not stop; they do not understand "T" intersections, where the law is very clear about pedestrian right-of-way and traffic right-of-way on the through street. They have observed many, many instances where drivers do not stop, make obscene gestures and think there's a jaywalking violation. He hopes the Committee has read the correspondence that has been provided to it in which a number of concerns were detailed. With regard to the issue with the parking meter, it is certainly not their intent to create any difficulty for their neighbors, the Garrys. They regret deeply that there has been any stress or tension over this issue, but he would like to point out that there are several issues that could be addressed by creating a yellow zone in the area where the first parking meter is. A yellow loading zone would provide better visibility for pedestrians attempting to cross First Street and would enable drivers of vehicles exiting the Point to more clearly see approaching east-west traffic. It will enable Mr. Garry to meet his high-profile van loading and unloading needs by simply pulling forward from what would be the new first meter and to move into the yellow zone and it would make it possible for Coronado Point residents to safely load and unload from vehicles at the entrance of 1133 First. The absence of a loading area in front of 1133 compromises many residents, many of whom are old and must be literally deposited in the street when being picked up by family, friends, cabs or vans. He notes that the City has put a 45' yellow parking area directly across the street in front of the Village Condominiums at 1220 First Street. He does not understand why this would not be appropriate for the Point's 1133 building as it would satisfy the concerns of all parties.

Elaine Fenwick, 1133 First Street, has lived here since 1995. Over the years they have watched the age of the residents at the Point and they are living into their nineties and don't get out as much. She had a very scary situation trying to cross and it was the third time. The first time she had a bad time she had plenty of sight; she had to walk in front of the van into the bike lane in order to see who might be coming from the Ferry Landing or the west side and she proceeded and there wasn't anyone and then cars started to come so fast, so she backed up. That particular time she got the finger and was yelled at, "quit jaywalking." The second time it was worse and the third time she was nearly hit. The people at the Point don't want to dwell on an issue if it wasn't at a point that it's scary, not just for her, but for so many people. Mr. Johnson said they should just walk the 300' to go to Albertson's, but the problem is that cars are coming out of the Ferry Landing parking lot. That is very hard to get across. Two of her friends use walkers and there's a mailbox that limits them getting around and people are waiting for the bus or trolley and you have a horrible time trying to get down those 300'. Or you can go 300' the other way to cross at the light. There's a crosswalk on C Avenue which they didn't understand why that would be put in when so few would be using it and not the ones she's requested. Her friends jaywalk and she agonizes and tries to talk to them about doing that, but they say it's not safe to do it where the van is. She said that regarding getting out of the parking garage, people do stop but they still can't see because of that van. The "view things" are way back. When she

goes out she can't see until she gets into the bicycle lane. She understands this came up two years ago and nothing was done, but it's so much worse.

Mr. Blood asked Mr. Johnson if the crossing area were to the west of the driveway as opposed to crossing right in front of the van, is there a curb cut-out on that side of the driveway? In his eyes, that would create a much better visibility scenario for the people at the Point. So if a person were to cross on that side of the driveway they would gain the visibility of the driveway distance plus the red zone, looking at oncoming traffic. Mr. Johnson agreed. Mr. Blood asked where the closest handicapped parking spot in this area is and Mr. Johnson said in this area there are no on-street handicapped parking spots. There are some in the public parking lot at D Avenue.

Maurice Garry, 1133 First Street, is Maurice E. Garry's father. Something that's not being addressed today is that people exiting the parking garage are faced with women with strollers and kids on skateboards and bikes who travel very freely up and down the sidewalk. You need to be very vigilant when exiting the garage. There are mirrors there that allow you to look from the right-hand mirror all the way down to the entrance of the Ferry Landing parking lot. He thinks anybody that is going to be crossing the street, with the volume of traffic there is on a daily basis, has to be very vigilant before attempting to cross. You have to walk out five or seven feet in front of the van and take a good look down the street before you step into the road. He doesn't think that in the seven years they've been living at the Point there's been an incident where anybody has been hit by car coming out of the parking garage. You have to be careful when you step out into the road.

Ms. Hurst asked if Mr. Maurice E. Garry's suggestion that a stop sign be installed on the private Point property had been made to the HOA. Mr. Garry said he brought this up seven years ago at a board meeting and the idea was shot down. They didn't want the look of a stop sign to be installed to be on their private property. It was more an aesthetic thing versus a safety matter and now it seems the tide has turned. He has not brought it up again, but people plow across the sidewalk, go across the street and often bottom out as they approach Fourth to get off the island. He wants people to be safe; he doesn't have a problem crossing the street at either curb cut because he does look both ways, maybe even twice, as his mom taught him when he was three or four years old. Regretfully, if there is a crosswalk at C it will encourage people in the Point parking garage to go forward and proceed at a higher speed. There is a handicap parking space in the basement of the Point and the gentleman who uses the spot was harassed for years until he was allowed to use that spot because it wasn't designated to his unit. Now they allow him to park there. Mr. Garry cannot get down to the basement; he spent a fortune on his vehicle and even though he checked before he bought the unit he can't park underground.

Ms. Hurst commented on the yellow curb request; this was not apparently part of the original request, but seems to have come up in various letters. Mr. Johnson confirmed that the original request did not include the yellow zone. The yellow zone across the street is for a multi-use facility that has residential units on top and commercial/retail units down below. They came to the TOC because some of the units do not have access from inside the parking structure at ground level, so they needed an area to load and unload retail goods. That yellow zone is for a time not to exceed 20 minutes between 6:00 a.m.-6:00 p.m., Monday through Saturday.

Mr. Newton said that in the staff analysis of the intersection it was considered a "T" or three-way intersection. He asked if the criteria for a crosswalk would change if it were considered a four-way intersection and Mr. Johnson they would not. The main criteria used to look at an uncontrolled marked crosswalk are the complexity of the intersection, the gap time

analysis and the number of pedestrians. The only thing looked at in terms of vehicle characteristics is the critical speed. Crosswalks aren't installed where vehicles are traveling very fast. Mr. Johnson added that this is a private driveway and the Vehicle Code has specific sections that relate to private driveways entering onto public streets and in this case, it's been said this intersection operates as a four-way intersection, but people are coming out of a private driveway and it's incumbent upon them to yield the right-of-way to vehicles on First Street.

Mr. Fenwick said he recognizes that you should not be trivial about putting in crosswalks, but he submits that First Street runs from just adjacent to the east side of the Ferry Landing all the way to the Naval Air Station which is approximately a mile and a half. There are three places where there are crosswalks – at B, Orange and E Avenues – so there certainly is not in that mile-and-a-half stretch a cavalier attitude toward putting in crosswalks by the City or those that might request that a crosswalk be installed. There is no glut of crosswalks on that street.

Mrs. Jean Garry, 1133 First Street, agrees that everyone should have a safe area to live in. She parks her car in the garage and is in and out constantly and has never had a problem. The speed limit is 25 mph and she has never seen anyone exceed that limit. She can honestly say that the drivers are pretty safe. The drivers that are not safe are the ones coming out of the garage and she has seen very many near accidents and it hasn't been with elderly people; it's been mostly with children on skateboards and mothers pushing their children in strollers. You hold your breath when you see someone coming up that ramp – there's an accident waiting to happen. She thinks a stop sign should be placed there. She'd like to reiterate everything her son has mentioned. She thinks it's a pretty safe area if you use your good common sense when you cross any street. You need to take precaution when crossing any street, regardless of where it is. Many people at the Point don't drive – they walk – and they need to be extra careful. The people she sees are not in their 90s; they're in their 50s, 60s and 70s and they can hop along quicker than she can.

Ms. Hurst noted that everyone seems to have the same desire – to have a safe situation. She said that sometimes it's felt that having a marked crosswalk makes a situation safer when she's not sure that's really true and, in fact, having a marked crosswalk could make a pedestrian less inclined to look and watch when they need to cross the street. Mr. Johnson said the City of San Diego did a study back in the '70s; this was the study that a lot of traffic engineers refer to. The study said that marked pedestrian crosswalks create a false sense of security for pedestrians, that they feel that when there are two pieces of paint on the ground they can walk right out into it and magically, cars are going to stop for them. As a result of that study and feelings that were confirmed through other studies, cities began to take marked crosswalks out. The most recent traffic engineering understanding is that marked pedestrian crosswalks are safe, but they have to be placed in locations that serve the best purpose for pedestrians. If you put a marked crosswalk in a location that's not completely warranted for it, then you are creating dangerous situation, but there are definitely places on the street for marked pedestrian crosswalks. Mr. Newton referred to the San Diego study and said that various agencies have tried to replicate it since then. The latest one he's seen came out of the Pacific Northwest and its conclusion was that it's a location by location issue. In some cases, the addition of a crosswalk raised the number of pedestrian/vehicle accidents and in some cases it lowered them. It boiled down to the number of pedestrians, volume of traffic and width of the street. Mr. Ochoa said his experience is that people tend to want to step onto the street before it's safe to do so simply because of the belief in California that the pedestrian has the right-of-way in a crosswalk. They do, to a point, but they can't enter the intersection when it's unsafe to do so. There is a false sense of security by some

residents. He pointed out that from a Police perspective, they would have no authority over a stop sign on private property. They would encourage placing one there, but if someone runs through it, they cannot cite for that violation as it is not in a public roadway. But it would serve the purpose to tell people to slow down before entering the intersection. He's going to direct the traffic personnel to keep an eye on this intersection.

Mr. Maurice E. Garry said he thinks a stop sign would be amazing and the homeowners' board should be encouraged to install one. He said that he knows that the people in his condominium complex have not wanted him to have his van there. The fact of the matter is that he does cooperate. His father has lung cancer so the idea of dropping off and deploying Mr. M. E. Garry, getting back in the van and moving it to another place is cruel, unjust, unfair and outright mean to suggest that the van be moved twice.

Mr. Blood moved to approve the staff recommendation to not provide a crosswalk and to not change the existing parking. Mr. Newton seconded the motion and it passed unanimously.

The meeting adjourned at 3:16 p.m.