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AGENDA

CORONADO TRANSPORTATION COMMISSION

Thursday, February 14, 2013, at 3:00 p.m.

City Council Chambers, 1825 Strand Way, Coronado, CA 92118

1. ROLL CALL
2. ORAL COMMUNICATIONS: Each person wishing to speak before the Coronado Transportation Commission (CTC) shall give their name and limit the presentation to three (3) minutes. State law generally precludes the Commission from discussing or acting upon any topic initially presented during oral communication.
3. APPROVAL OF JANUARY 10, 2013 MINUTES
4. COMMENTS FROM CHAIR – Michael Giorgione, Chair
5. ELECT NEW VICE-CHAIR
Phil Monroe wishes to resign as Vice-Chair but remain a member of the Commission
6. ORIENTATION AND ETHICS TRAINING – City Attorney's Office
7. UPDATE FROM STAFF ON INFORMATIONAL ITEMS – Tom Ritter, Assistant City Manager/Ed Walton, Director of Engineering and Project Development
 - a. Traffic Modeling Report
 - b. Cays Entrance Study
 - c. Caltrans Speed Survey
8. UPDATE FROM BICYCLE ADVISORY COMMITTEE – Dan Orr, Chair of the Bicycle Advisory Committee
 - a. Bicycle Friendly Community Application
9. PROJECT REPORTS UPDATE
 - a. Reduce Navy-Related Traffic (Michael Giorgione, John Moutes, Phil Monroe)
 - b. Increase Traffic Calming (John Tato, Jeff Alison, Douglas Crane)
 - c. Improve Vehicular Mobility (Patrick Garahan, John Tato, John Moutes)
10. PROPOSED ITEMS FOR FUTURE AGENDAS
11. FUTURE MEETINGS: March 14, April 11, May 9
12. ADJOURNMENT

MINUTES
CORONADO TRANSPORTATION COMMISSION (CTC)

Thursday, January 10, 2013, at 3 p.m.
City Council Chambers, City Hall
1825 Strand Way, Coronado, CA 92118

1. ROLL CALL: Chair Michael Giorgione, Vice-Chair Phil Monroe, Commissioners Jeff Alison, John Moutes, Patrick Garahan and John Tato
Absent: Commissioner Douglas Crane
City Staff: City Engineer Ed Walton, Principal Engineer Jim Newton and Recording Secretary Nancy Reynolds

2. ORAL COMMUNICATIONS: Jeannie Peterson, 424 J Avenue, spoke about NASNI commuter traffic. There is signage in place to redirect traffic on alternate routes back to Third and Fourth; the result is that commuters are taking Fifth Street in the mornings and afternoons as an alternative route because of the gridlock. She is concerned because Fifth has its own commuter traffic (school). This NASNI commuter overflow seems unreasonable and unacceptable. She sees the City responding to residents' concerns and one small pocket is improved, but it's like putting your finger in a dike.

3. APPROVAL OF DECEMBER 13, 2012 MINUTES: Mr. Tato provided some edits:
 - Add to the third paragraph in Item 5: It was agreed that Commissioner Monroe will suggest to the Coronado Eagle & Journal, Coronado Patch and Ecoronado.com that they expand their coverage of the police blotter to include a summary of the traffic citations written in the previous week.
 - Add to the fourth paragraph in Item 5: Mr. Tato stated that he recalled the Bicycle Committee had studied the Cays entrance and proposed possible solutions. Mr. Orr of the Bicycle Committee confirmed Mr. Tato's understanding and Mr. Tato stated that any additional studies should not duplicate what has already been studied.
 - Add to the first bullet in Item 7. b.: Staff will prepare an assessment of the effort required to evaluate the cost and benefits of Caltrans relinquishing to the City the portions of state highways 282 and 75 that are located within the City.
 - Add to the second bullet in Item 7. b.: It was agreed that the Police Chief would prepare an assessment of the costs and benefits of adding one or two additional officers.
 - Change the last sentence of the last paragraph of the second bullet in Item 7. b. to read: The Traffic Calming Subcommittee feels that this is a topic for the Navy Working Group to take up with the Navy.
 - Add to the last paragraph in the third bullet in Item 7. b.: The Traffic Calming Subcommittee will work with City staff to develop recommendations to improve the traffic calming characteristics of the proposed improvements to the bridge toll plaza and develop a more realistic budget for the project. The subcommittee will report on its efforts at the February meeting.

Mr. Monroe moved to approve the amended minutes with Mr. Tato's edits (and edits previously submitted by Mr. Moutes); Mr. Moutes seconded the motion and the minutes were approved unanimously.

4. COMMENTS FROM CHAIR: Mr. Giorgione shared a methodology slide that showed more detail of where the projects go into the tactics. He gave the Navy Commuter Survey as an example of tactics. That project was broken down into the various tactical approaches that were taken in initiating the survey and what will be done when the results come out. He'd like the subcommittees to flesh out the projects they're working on into that type of detail and would like this by the March meeting.

5. UPDATE FROM STAFF ON INFORMATIONAL ITEMS:

- Traffic Modeling Report – Mr. Walton said Linscott Law & Greenspan (LL&G) submitted a draft report and he'd like to get the CTC's comments on it so that they can be given to LL&G. He'd like to get the comments before the end of next week. LL&G recommends lead-lag phasing on Tenth Street where the left-turn movements on Tenth would be independent and lag from each other; this would require a dedicated turn lane. LL&G understood that the CTC wants an alternative that retains parking, if possible. Their report indicates it can be done without affecting curb side parking; however, the Caltrans district design manager hasn't weighed in yet on the proposal to have reduced lane widths. Mr. Monroe advocated meeting with the design engineer in advance of his making a decision; the hardest thing in the world is to change a decision that has already been made. Mr. Giorgione agreed that this needs to be explained to Caltrans. Mr. Walton said he has a meeting on January 17 with Bill Valle's replacement, Cory Binns, and Mr. Giorgione suggested that the design manager be at that meeting and that Mr. Garahan also attend.

Mr. Walton said LL&G has also recommended coordinated signal timing in the a.m. peak for Orange Avenue; the through-put can be improved by doing so. He noted that this was done in the past and there were many complaints from the side streets.

Mr. Walton will share a draft of the City Council staff report regarding LL&G's recommendations with the Vehicular Mobility Subcommittee.

- Relinquishment Process – Mr. Walton said a relinquishment process would involve the City telling Caltrans it wanted to look at taking over sections of the state highways. The sections should be narrowed down so the advantages, disadvantages and ramifications of each could be evaluated. Caltrans would take it to their Division of Transportation Planning to see if it's worth exploring. If it's something they want to look at, the state will negotiate with the City to determine what the value is to the state to relinquish it and the City would have to understand what liabilities and values it would be accepting. There are no statutory provisions for the state to bring the roadway to a standard of good condition. There's an assumption that they have to provide that, but there's nothing written in the code. If Caltrans were to build a parallel highway, then they're required to do that, but if it's just through legislation, it's not a statutory standard, but it is their practice. They can either bring the roadway up to a good condition or they can do a financial contribution. If the City and state are able to negotiate a financial contribution or what Caltrans will do to bring it up to a good standard, it has to go before the

California Transportation Commission which has to pass a resolution. If terms can't be agreed upon, there's a conflict resolution branch that takes over. Caltrans would have to prove it's in the best interest of the state to give it up. To do that, they look at maintenance and operations costs and what they'll be for the next 10 years and whether this would be offset by any funds they have to contribute or any capital project they have to do. They'll also look at what the tort liabilities are; if they relinquish the roadway, those liabilities go away and the City assumes them. He feels it may be prudent for the City to do something similar; he doesn't think it should just accept Caltrans' numbers. He asked the Commission what areas in particular it would like studied.

Mr. Alison expressed his concern with the potholes on Orange Avenue and the possible poor quality of the base under Orange Avenue. He wondered if the costs to rebuild that entire stretch had been investigated and Mr. Walton wasn't aware of any studies, but said the City would want to do an existing condition analysis to determine what would be needed to bring the pavement, curb and gutter, drainage, street trees and sidewalks up to a quality condition. That analysis would also look at the life expectancy of the pavement, which includes the pavement itself, the base course and subgrade.

Mr. Garahan cautioned that even if the City takes over the state highways, it doesn't mean it can make up a speed limit. Up to a point you have to use the *Manual on Uniform Traffic Control Devices* and the California Vehicle Code; the engineering studies are determined by state law, independent of who owns it. Mr. Tato said what can be done is to change the roadway to influence the speed at which people travel down it. He gave the bulbouts as an example; they were intended to be farther out into the street and if the City had had the prerogative it would have extended them farther than Caltrans was prepared to. If they had been extended farther, presumably they would have had the influence they were supposed to have had, which was to reduce the speed. There's an opportunity to control the physical character of the street.

Mr. Moutes suggested that the city engineers in the communities along Highway 1 be contacted to find out if they went through a relinquishment process, whether that roadway is still a state highway or if they've taken jurisdiction of it, and do they have any history to offer on whether they regretted it (if they went through the relinquishment process).

Mr. Giorgione asked for comments on whether the CTC wants to study this and what methodology should be used to study it. As a first step, Mr. Tato would like to know what it would cost to operate and maintain the roadway and what the benefits would be. Mr. Tato would like to look at it incrementally; he feels because of the residential development that flanks Third and Fourth Streets, those roads would be the greatest concern, followed by Orange Avenue down to where it leaves town.

Mr. Giorgione summed up what would be looked at: Operation and maintenance costs for this or that stretch, pros and cons, and what have other coastal cities done. Mr. Walton suggested asking what are you trying to accomplish by taking it over? What benefit is there to the City? Mr. Giorgione would like the CTC to study this with some rigor and Mr. Monroe suggested the Mobility Subcommittee look at the issue. Mr. Giorgione asked that subcommittee return in February with pros and cons.

6. UPDATE FROM BICYCLE ADVISORY COMMITTEE (BAC): Dan Orr, Chair of the Bicycle Advisory Committee, said the BAC is working on an application to become a Bike-Friendly City from the American League of Bicyclists. They hope to have a rough draft by

their March meeting. He noted that a bicycle parking plan is on the January 15 City Council agenda. It recommends installation of bike corrals on City-owned property (side streets).

7. PROJECT REPORTS UPDATE:

- a. Reduce Navy-Related Traffic – Mr. Giorgione said the subcommittee is expecting a call from Naval Base Coronado (NBC), SANDAG, and MTS to look at the survey results from the NBC commuter survey. At last count, there were about 2,500 respondents.

He also reported that the Navy has a consultant on board to look at entry control points. They think they'll have a draft report at the end of January.

Mr. Moutes shared a PowerPoint presentation on the Navy's entry control points. He noted that clearly the cause of people taking side tracks through alleys and so forth is a result of the bottlenecks at the three North Island gates that result in queuing and impatient drivers seeking alternative routes. The CTC chair had asked the Mobility Subcommittee to look for solutions other than signage.

He said the Navy shared some of its April traffic counts; at that time there were nine inbound vehicle lanes at the three gates. At NASNI about 38% of the vehicles were trying to get on the base between 5:00-8:00 a.m. on the five working days and about 60% of the inbound traffic was entering via the Stockdale Gate. In May the numbers were similar, but the traffic volume was down for the week due to Memorial Day. Otherwise, the percentages aligned quite closely with the April data.

The Mobility Subcommittee then came up with some proposals. At the Stockdale Gate there are five lanes into the base. To the north of that is a lane that bifurcates into two lanes for commercial vehicles. During the same hours that a lot of traffic flows through the five gates, very few commercial vehicles use those two lanes. The first proposal is for the Navy, during Monday-Friday, 5:00-8:00 a.m., is to use the two commercial lanes for passenger vehicles. The data indicate that about 300 vehicles per hour pass through the five lanes during the peak period; that's 12 seconds per vehicle which is pretty efficient. Increasing the number of lanes would proportionally increase the flow of traffic through that date. No construction would be required to achieve this.

The second proposal is for Gate 2 at First Street to increase the inbound lanes from two to four during the Monday-Friday peak hours. The lanes already exist because two of the lanes are used for egress. No construction would be required to double the capacity. Cars that normally exit First Street would use McCain Boulevard.

The next proposal is for Gate 5 at Ocean Boulevard. During the April and May counts, both existing lanes were being used for traffic ingress. It is proposed that two additional lanes be added. There is an existing area that could be modified to add those lanes. The Navy is also looking at increasing this gate from two to four lanes. Minor construction would be required and no vehicles exit via that gate during the peak a.m. hours.

Another proposal that came up during discussions with the Navy is to utilize two lanes on McCain Boulevard in a reverse manner in the morning rush. The Navy says some of the traffic that takes the longest to process is bicycles and motorcycles. Maybe the eastbound three lanes could be utilized for bicycle and motorcycle morning rush hour ingress by installing cones from one median to another. There would need to be some reprogramming of motorists and additional staffing by the Navy would be required (90 sailor hours per week).

The Navy's consultant, Kimley-Horn, noted that they will be doing a computer analysis and their efforts will be to reduce queuing to less than one block. The City will need to determine what an acceptable extent of queuing on City streets is.

The Navy has been responsive. They have implemented tandem security checks for the Stockdale Gate lanes, which they say has increased the through-put; they have increased the number of Gate 2 inbound lanes during the morning rush from two to three; and they have engaged a consultant to do an entry control point study.

Mr. Alison wanted to get on the record that the Second Street traffic problem is not solved. Drivers turn onto Glorietta, go down Second, and across Orange as a shortcut.

Mr. Moutes suggested that Bruce Shaffer be contacted to see where Navy is with the study and remind them of the City's interest to meet with them at the conclusion of the study. Mr. Giorgione would prefer to see the draft of study.

b. Increase Traffic Calming – Mr. Tato said the subcommittee wants to develop a schedule for completing the comprehensive traffic calming plan. He said the subcommittee will develop a schedule and plan for developing a comprehensive traffic calming proposal by no later than the end of 2013. The subcommittee is systematically assessing the traffic related issues, if any, associated with each of the City's streets. If a street is believed to have a speeding issue, City staff will be requested to perform an unofficial speed survey to confirm whether there is an issue. The plan will include recommendations for integrating traffic calming strategies into the Bicycle Master Plan. The format of the plan may resemble the format of the Bicycle Master Plan in that it will describe traffic calming strategies recommended for each segment of street that is believed to have a traffic calming issue.

Mr. Tato said that the subcommittee is also waiting for the analysis by the Police Chief on the costs and benefits of increasing traffic enforcement including the implications of vacancies being filled and perhaps converting the Community Service Officer vacancy into a traffic enforcement position. Feedback from the Navy Subcommittee on its discussions with the Navy regarding increased cooperation with the Police Department on traffic enforcement is also anticipated. Based on the results of the analysis and the feedback, the subcommittee will develop recommendations to the commission on increased traffic enforcement

The subcommittee will also expand on its recommendations regarding proposed improvements to the toll plaza.

c. Improve Vehicular Mobility – Already covered.

8. PRESENTATION OF THE TOLL PLAZA CONCEPTUAL IMPROVEMENT PLANS:

Mr. Newton presented a conceptual design for what could be done at the toll plaza. There is a budget of \$840,000 made up of toll funds. An initial suggestion was to install traffic metering, but Caltrans is not in favor of that because traffic could potentially back up over the bridge and onto I-5. The City believes that through the effective use of traffic calming, the same results that were hoped to be achieved with metering could be obtained. There are restrictions on the area, however, imposed by Caltrans and/or the Highway Patrol, in order to preserve parking, have space for the barrier rail machine, etc.

The City wants to reduce the amount of open pavement through the toll plaza area; this is a traffic calming effort because the more you constrict motorists, either visually or

physically, the lower speeds tend to be. Reducing lane widths would be another traffic-calming technique, as well as increasing the landscaping.

The conceptual plan highlights include:

- Maintaining existing storage area and parking around existing building (changed from diagonal to parallel parking adjacent to the building);
- Adding parking spaces on the east side of building;
- Adding a through lane that works its way through the building;
- Keeping the existing CHP parking lot, but changing access to it; it's tucked behind a proposed landscaped median to beautify the area and eat up some of the open pavement in an effort to slow vehicles down on their approach to the toll structure;
- Making a loop around the building to allow U-turns;
- Maintaining an area for the barrier rail machine within a landscaped median to be a little hidden from the through traffic;
- On the west side, using enhanced pavers that are flush with the surrounding pavement to try to reduce the width of the traffic lanes; visually you can get the feeling that the lanes are narrower. It's proposed that the lanes be narrowed to 11'; Caltrans acknowledges that the lane widths under the structure are 10', but it may still be a hurdle to get over to get Caltrans to allow 11' lanes.
- A lot of trees to visually constrict the area and make motorists feel it's a little narrower to hopefully bring speeds down

Mr. Tato noted that often someone, like Caltrans, will tell you what they need predicated on what they have and if you get into it a little further you get to the performance they need and you can come away with solutions that are different than what they have and they are equally satisfactory in terms of meeting the needs.

Mr. Alison said there's quite a bit of interest from parts of the community in having some kind of meaningful welcome to Coronado as you come through the toll plaza. He asked if any thought had been given to that and Mr. Newton said it hadn't. The City Council has directed that this concept be taken to a public workshop or a series of public workshop where residents could be asked what they'd like to see there and what they like and don't like about the concept. It's intended to be the conversation starter to get feedback. Mr. Alison feels it's important that the populace be given an opportunity for input, but is it at this point or a little further down the line? He doesn't think \$800,000 is going to do anything for what they really want. Mr. Giorgione pointed out that it is the Council's direction that a public workshop proceed.

Mr. Tato noted that the enhanced pavers stop at a point west of the structure; he thinks there should be one uniform, fairly consistent treatment past that point. Mr. Newton replied that it's the "Toll Plaza Project," so it needs to be confined to that area. There's a lot more room to work with in the area of the toll plaza structure than there is farther down the road. Also, there is a cross gutter that, in his opinion, is a fairly effective calming feature, slowing cars down as they cross over that dip – it made a natural break in the analysis of the area. There had been some proposed landscaping around there, but the cost for the original concept was in excess of \$2,000,000, so they had to start choosing what would be the most effective traffic-calming features and fit

them within the given budget. Mr. Monroe agreed that extending the treatment up to the cross gutter makes sense because you'd be going from 11' to 12', back to 11' lanes. He feels there's enough money left in the tolls fund to do this and if the consensus of the people is that that's the way they want the entrance of the City to be, there's money to do those kinds of things. Mr. Tato felt it might make more sense to put more money into a more comprehensive plan.

Mr. Walton said the City Council has seen the conceptual plan and has given staff direction to move forward with a public workshop to solicit input and to stick to the budget. Mr. Giorgione asked what the CTC could contribute to the process and Mr. Walton replied that its comments can be added, but he can't hold off and is obligated to proceed at the Council's direction.

Mr. Walton said the first workshop will be held in the next several months.

9. SUPPORT OF COUNCILMAN WOIWODE'S REQUEST TO FUND ANALYSIS OF THE CORONADO CAYS ENTRANCE: Mr. Walton said the City applied for an Active Transportation Grant for a study of this area due to conflicts between bicycles and automobiles, but was denied. Councilmember Woiwode would like to seek an appropriation to hire a consultant to come up with alternatives for what can be done to improve that entrance through a public participation process. Staff recommends that \$30,000 be funded to hire a professional consultant. Some possible ideas include removing all or a portion of the wall, relocating the kiosk, technology improvements (whether this can be tied into the signalized intersection), etc. The staff report is already written, but the CTC does have the opportunity to endorse this recommendation, so Mr. Walton can tell the Council whether the CTC supports it or not.

Mr. Monroe moved to support the recommendation to hire a consultant to analyze this intersection; Mr. Alison seconded the motion and it passed, with Mr. Tato voting nay.

10. PRESENTATION ON COMMUTER FERRY RIDERSHIP ANALYSIS: Deferred to a future meeting.

11. PROPOSED ITEMS FOR FUTURE AGENDAS:

- Presentation on Commuter Ferry Ridership Analysis (P. Monroe)
- State Highways Relinquishment Pros and Cons (Mobility Subcommittee)
- Engineering Survey of Third and Fourth Streets
- "Roadshow" – Spreading the word to various civic groups about the CTC's efforts

12. FUTURE MEETINGS: FEBRUARY 14, MARCH 14, APRIL 11 (Mr. Alison will be absent from the April meeting)

13. ADJOURNMENT: The meeting adjourned at 5:22 p.m.

Michael Giorgione, Chair

Nancy Reynolds, Recording Secretary