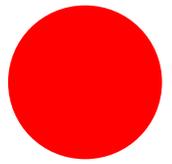




City of Del Mar Memorandum



TO: City Council

FROM: City Hall Project Subcommittee: Al Corti, Don Mosier

DATE: December 30, 2015

RE: City Hall Town Hall Project Circulation Option Review

We have reviewed the circulation plans 4A and 4C (illustrated in attached analysis) as well as the concept of balancing the ingress/egress between 10th and 11th Streets and have come to the conclusion that the proposed circulation design and operation for the project as modified should be implemented.

The following is the modified plan and recommendation:

- Maintain ingress only on 10th Street (garage access) and ingress/egress from the 11th Street garage access;
- Modify the surface lot with a gated restricted ingress/egress from the 11th Street surface lot and provide a direct connection from the surface lot to the garage for access when it is gated/restricted;
- Egress on 11th Street from the site will be directed towards Camino Del Mar;
- The 10th Street access would be designed to allow for unusual or emergency egress, should it be necessary.

This decision was based on the attached reports from the City Manager, Traffic Engineers, review of the public comments, and staff meetings with neighbors.

We also recommend that the City review the actual traffic circulation patterns during normal operation and special events one year after project completion to validate the current studies or consider further adjustments. In addition, any proposed development on one or more of the expansion areas would trigger a new review of traffic circulation.

Attachment:
City Manager Memo of December 29, 2015



City of Del Mar Memorandum

TO: Al Corti, Don Mosier as City Hall Project Subcommittee

FROM: Scott Huth, City Manager/Roadway Commissioner

DATE: December 29, 2015

RE: Analysis of Circulation Options for City Hall site

The following is a general overview of the background that lead up to the decision to propose the site circulation plan that is in our current design plan. Early on in our project's planning stages we heard feedback from our surrounding neighbors to include in our design, measures that would discourage, reduce and eliminate traffic from the City Hall site going into the adjacent neighborhood. We also heard feedback and we know from our day to day use of the site, that the intersection at 10th Street and Camino Del Mar presents several challenges for the motorist both entering onto 10th Street from Camino Del Mar and entering Camino Del Mar from 10th Street. We also know from working several months on the parking garage and surface lot design that there is design challenges with the topography/elevations on 10th Street that effect the access point to parking.

Attached you will find correspondences from our City Traffic Engineer and our Project Traffic Engineer memorializing their recommendation on access for the project site as well as responding to City Council's request to review alternative circulation ideas. In both cases the recommendation was to direct egress from the site to 11th Street and back to Camino Del Mar.

During our public outreach process, EIR process, CPP Process and at Design Review Board's review of the project, questions were raised about adding egress from the project site on to 10th Street. Prior to the December 7th City Council meeting, I met with several of our neighbors (including all adjacent neighbors) to discuss their concerns. When I mention the concept of egress from the project site onto 10th Street as expected there were very strong negative opinions about that idea (even though it exists today) from the 10th Street neighbors. Some of these neighbors felt that significant changes to 10th Street (such as closing 10th Street, eliminate west bound access to 10th Street at our westerly property line) would be required.

When I discussed 11th Street access with the adjacent neighbors on 11th Street, there was also opposition to all egress being only on 11th Street. However there were two requests that emerged from the discussion with our adjacent neighbors on 11th Street that we felt should be recommended in the project. The first was to direct egress from the parking garage and the surface lot towards 11th Street and Camino Del Mar intersection. This recommendation was consistent with our goals to direct traffic out of the neighborhood and back to Camino Del Mar. The second recommendation was to keep the lower lot access onto 11th Street gated (closed) except for large vehicles that needed to access the site and during large special events and the Farmers Market. This recommendation was made to restrict day to day access to the surface lot because the access point was directly across from the neighbor's

driveway that recommended the idea. On the surface this request seemed to be too great of a restriction on the Public's use of its property for the benefit of a single or even small group of neighbors. However after discussing this idea further with the project team it was determined that this idea had some operational benefits to the project. This recommendation would channel visitors to the garage (instead of the surface lot) which would tend to focus the day to day parking in the garage where parking activity is furthest away from our neighbors and access to the Civic Center is more convenient for visitors. Therefore we are recommending that we implement this recommendation.

Staff also received comments regarding only having one street to exit the site from in the event of an emergency or if there was a temporary restriction on egress to 11th Street for another reason (like construction or road repair). In a similar way, questions were raised about special events with people wanting to exit the site at or around the same time. The Design Team has taken this situation into account and the ingress on 10th Street could be used for egress under these unusual circumstances. For Special Events, where there is an anticipation of traffic challenges, the City will implement traffic control measures to direct traffic onto and off of the site. This is consistent with how we deal with all special events throughout the City that raise traffic challenges.

In conclusion, I understand the desire to want to balance the traffic between 10th and 11th Streets and the desire to have an egress onto 10th Street. On the surface it sounds reasonable; however, it doesn't mean it is the best option for the visitor/motorist using our site. Furthermore, I believe that the proposed plan with the modifications listed above refines the project to eliminate the issues raised by the 11th Street neighbor. The proposed modified circulation plan can also reduce the number of vehicle trips from off the site to the neighborhood to the west. My opinion is based upon the expert advice given by our traffic engineers (attached), the EIR analysis which does not identify significant impacts, and my over twenty years of experience reviewing traffic/circulation patterns as a certified Traffic Control Supervisor.

If the City Council wishes to continue to look at adding egress to 10th Street, I would recommend that we do that additional review in the future when we are evaluating expansion areas B or C. At that time we may have additional needs or circumstances that warrant revisiting circulation.

Attachments:

Technical Memorandum – STC Traffic, Inc. (12-28-15)

Memo – City Traffic Engineer (12-16-15)

Technical Memorandum

To: Scott Huth, City of Del Mar
From: Dawn Wilson, STC Traffic, Inc.
Date: December 28, 2015
Re: Alternative Access Alternative Assessment

The following is an over view of our efforts working on circulation for the City Hall site and our response to the request to evaluate Alternative Access options. STC Traffic, Inc. worked with the City and design team to identify existing circulation issues and circulation goals related to the design of the future City Hall site early on. Key issues that were considered during the site review process included:

- Eliminating current cut through traffic that occurs between 10th and 11th Street through the lower lot parking lot
- Spillover of City Hall traffic into the residential neighborhood to the west of City Hall as a result of the site design and location of ingress and egress driveways
- Directing traffic to Camino del Mar through maximizing access both northbound and southbound Camino del Mar
- Minimizing the need for u-turn activity on Camino del Mar due to either ingress or egress design

The goal of the site design was to improve access to City Hall and the proposed public parking without increasing (and if possible decreasing) traffic to the residential streets west of the site. Our analysis indicated that 92% of the vehicle traffic visiting City Hall site arrives and leaves via Camino Del Mar. We also observed and heard both staff and the public indicate that the intersection at 10th and Camino Del Mar presented challenges to motorist. The steepness of this intersection leg on 10th, the sight lines for motorist both entering 10th Street from Camino Del Mar and exiting 10th Street onto Camino Del Mar and that southbound traffic on Camino Del Mar is not controlled, all combined to present challenges to motorist using this intersection. By comparison, the 11th Street and Camino Del Mar four-way controlled intersection does not present these challenges. By providing the primary access points onto 11th Street, traffic would be controlled by an all-way STOP and would be allowed full access to Camino del Mar. Providing inbound only access on 10th Street addressed the PM peak hour turn restrictions on Camino del Mar and directed exiting traffic away from the challenges presented by the 10th Street intersection listed above. Based on these factors we concluded with staff that the preferred ingress and egress for the site is what has been proposed in the project (garage ingress/egress on 11th and surface lot ingress/egress on 11th encouraging traffic towards Camino Del Mar and ingress only on 10th into the garage).

The site circulation plan was evaluated in the traffic impact analysis (TIA) report to determine if the operating conditions with the project met the CEQA requirement of maintaining acceptable operating conditions at the driveways and along the local roads providing access to the property. In developing the traffic access patterns to the site evaluated in the TIA, STC reviewed the existing circulation patterns

and project site design relative to the potential for traffic to seep into the surrounding neighborhood either as a result of site design or operational concerns.

The analysis summarized in the TIA found that all intersections operate at acceptable levels of service. In addition, the all-way STOP at 11th Street allows drivers to access Camino del Mar heading both northbound and southbound, resulting in fewer daily u-turn movements and a lower probability of drivers using alleys or Stratford Court to access City Hall. This analysis further supported the proposed project design.

At the December 7, 2015 City Council meeting, staff was directed to evaluate two potential access alternatives to attempted to distribute traffic evenly between 10th and 11th as presented by staff identified as Alternative 4A and Alternative 4C. A brief description of the two identified alternatives is provided below:

Alternative 4A: Removes the surface lot access on 11th Street and adds an inbound/outbound surface lot entrance on 10th Street. This alternative also removes the garage entrance on 10th Street, but provides a connection from the surface parking lot and the parking structure within the limits of the project site.

Alternative 4C: Maintains both access driveways on 11th Street, but converts the 10th Street garage driveway to an inbound/outbound driveway. The alternative also provides a connection from the surface parking lot and the parking structure within the limits of the project site.

Staff directed STC Traffic, Inc. (STC) to evaluate the change in traffic conditions that may occur as a result of the change in access as described above in the two access alternatives. This memorandum summarizes the results of our assessment.

Table 1 on the following page provides STC's assessment of Alternatives 4A and 4C as presented to City Council on December 7, 2015.

As shown in Table 1, the change in access would result in an increase in traffic onto 10th Street related to southbound egress trips only. Challenges associated with the intersection at 10th Street as described above may result in some drivers choosing to avoid 10th Street and circulate through the parking garage or residential neighborhood to avoid this grade. Therefore, providing an egress on 10th Street may result in traffic patterns that would require additional physical modifications to address diversion of traffic into the neighborhood on 10th Street. Egress on to 10th Street from the project site is feasible but not preferred over egress onto 11th Street.



10th Street: Surface lot ingress/egress
 11th Street: Garage ingress/egress; possible internal connection



10th Street: Garage ingress/egress
 11th Street: Garage and surface lot ingress/egress; possible internal connection



Table 1
Assessment of Access Alternatives

Change from Proposed Site Plan	Purpose of Change	Possible Effect on Traffic
Alternative 4A		
Allow 2-way Traffic on 10th Street at Surface Parking Lot	Potentially reduce outbound traffic from the structure onto 11th Street	<p>Increase traffic on 10th Street compared to scenario studied in TIA. The portion of trips reassigned to this driveway would be proportionate to those looking to head south on Camino del Mar only. This is due to the presence of the raised median along Camino del Mar, which prevent left turns from 10th Street onto Camino del Mar. Due to the grade of 10th Street at Camino del Mar, drivers may choose to take 11th Street or use Stratford Court as it is difficult to navigate the grade on 10th Street approaching Camino del Mar.</p> <p>Moving the surface lot access to 10th Street would increase the large vehicle activity on 10th Street as large vehicles accessing City Hall will be required to use the surface lot, not the parking garage, due to high limitations.</p>
Access surface parking lot from inside the parking structure	Eliminates the need to only access the surface lot on 11 th Street and or 10 th Street	Will result in no measureable change in traffic patterns on 10 th Street or 11 th Street.
Removing Access to Surface Parking Lot on 11 th Street	Move traffic on 10 th Street to balance traffic flow leaving the site.	Removal of the 11 th Street driveway to the surface parking lot would result in users of the lower lot either entering and existing from 11 th or 10 th Street garage or a combination of both. This would increase the number of trips to 10 th Street and would promote seepage into the neighborhood unless there was measures installed along 10 th or 11 th Street that would divert traffic to Camino del Mar. This modification to the site plan would limit large vehicle access to the City Hall site from 11 th Street.
Alternative 4C		
Allow inbound and outbound access at the garage driveway onto 10 th Street	Potentially reduce outbound traffic from the structure onto 11th Street	<p>Increase traffic on 10th Street compared to scenario studied in TIA. The portion of trips reassigned to this driveway would be proportionate to those looking to head south only. This is due to the presence of the raised median along Camino del Mar. Due to the grade of 10th Street at Camino del Mar, drivers may choose to take 11th Street as it is difficult to see on-coming traffic and the traffic on Camino del Mar is uncontrolled at 10th Street. This option could increase seepage of traffic into the neighborhood unless there were measure installed that would divert traffic to Camino del Mar. Other than signage, measures/improvements to divert traffic from the neighborhood to the west would be challenging under current traffic circulation and roadway geometric design.</p>
Access surface parking lot from inside the parking structure	Provide access from within the structure to the surface lot	Will result in no change measureable change in traffic patterns on 10 th Street or 11 th Street.



City of Del Mar



December 16, 2015

Scott W. Huth
City Manager
City of Del Mar

Subject: City Hall Access at Camino Del Mar: 10th and 11th Streets

There have been many discussions about the logistics of the driveway access points of the parking structure. Effectively, having traffic exit onto 10th Street was not as desirable, due to its limited access to Camino Del Mar (right in and right out only), the steeper grade approaching Camino Del Mar, and the potential of rerouted traffic through the residential neighborhood that these previous two issues could create.

Ultimately, primary access to Camino Del Mar via 11th Street is more desirable because of the direct access it provides to this arterial, versus the possibility of high u-turning or neighborhood cut-through traffic from 10th Street. The Environmental Impact Report (EIR) has reviewed this condition and reported the resulting traffic operations. At this time, City of Del Mar staff intends to follow the current plan, which is consistent with the EIR.

Ryan Zellers, PE, TE
City of Del Mar Traffic Engineer