

Old Town Neighborhood Traffic Calming Plan

FINAL January 2002





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Background

The Old Town Neighborhood is a residential neighborhood between downtown and the Presidio of Monterey (POM). It is one of the oldest residential areas in the City and is made up of both single family and multi-family residences. The neighborhood is bounded by Pacific Street, the POM, Madison Street, Veteran's Park and Monterey Union High School. Most of the homes are historic in character and reflect the charm of old Monterey.

Historically, traffic traveling through the Old Town Neighborhood to and from downtown and the POM has increased and become increasingly less residential in character. Residents on Franklin Street, Jefferson Street, High Street, and a number of the side streets expressed frustration with the volume and speed of traffic through the neighborhood. In 2000, the City of Monterey committed to work with the residents of Old Town to develop a traffic calming plan to address residents' concerns with traffic. This was done in conjunction with the development of a citywide traffic calming program which outlined policies, planning processes, and traffic calming tools approved for use in the city.

The POM implemented traffic control measures as a result of the September 11, 2001 terrorist attacks. This eliminated all public traffic to and through the military base. Old Town Neighborhood Association (OTNA) residents noticed a general reduction in traffic in their neighborhood, especially during the off-peak hours. However, residents continue to observe military traffic to the POM cutting through their neighborhood streets.

Existing Conditions

Old Town is mixed residential with limited off-street parking. The portion of the neighborhood closest to downtown is mainly multi-family dwellings with a high demand for on-street parking. Street widths vary in the neighborhood from 24 feet to 40 feet, see Table 1 below. Franklin Street is the major street through the neighborhood, connecting downtown to the Presidio. Other streets in Old Town also provide connections through the neighborhood, as well as access to residences and other destinations in the neighborhood. Figures 1, 2 and 3 show typical street sections in the Old Town Neighborhood.

Street Name	Roadway Width		
Scott	24 feet		
Seeno	29.5 - 35.5 feet		
Larkin	35.5 feet		
Monroe	35.5 feet		
Jefferson	34 feet		
Franklin	39 - 40 feet		
Watson	35.5 feet		
Bowen	29 feet		
Clay	35.5 feet		

Table 1: Street Widths



Figure 1: Franklin Street



Figure 2: Jefferson Street



Figure 3: Entrance to the Presidio of Monterey on Franklin

The posted speed in the neighborhood is 30 mph. Traffic speeds generally fall within expected ranges for residential streets. Speed enforcement has been used to address speeding in the neighborhood, particularly on Franklin. Although effective when officers are present, the results temporarily address neighborhood concerns with traffic speeds.

There are observable time-of-day traffic patterns in the Old Town Neighborhood associated with traditional commuter A.M. and P.M. peak periods and class schedules at the Defense Language Institute on the POM and at the high school. These create noticeable patterns in traffic volumes and impacts on the neighborhood.

Studies conducted by City staff in 2000, found that 484 trips were generated into the POM during the morning peak hour, and 471 trips came out of the base during the same time period. During the afternoon peak hour, 376 vehicles entered the POM and 432 exited the base during the same time period. Of these trips 36 to 37 percent were observed entering or exiting through the Old Town Neighborhood by way of Franklin Street or High Street. Other study observations found that trips on Franklin Street during the noon hour were made predominantly by military. Throughout the day there were significant roundtrips made into and out of the base for passenger drop-offs or quick trips off of the base. A traffic count conducted in 2003 after the Franklin Gate was reopened, registered 5,183 vehicles per day at the Franklin Street Gate and 745 vehicles using the High Street Gate.

Plan Development Process

The Old Town Neighborhood Traffic Calming Plan was developed concurrent with the Citywide Traffic Calming Program. City staff and neighborhood representatives worked together to:

- Identify residents' concerns with neighborhood traffic
- Identify desired neighborhood outcomes for traffic calming
- Review traffic calming tools that fit the character of the neighborhood
- Consider various traffic calming applications
- Recommend a neighborhood traffic calming plan

The neighborhood met four times over the course of several months to work through each step of the process. The first meeting provided an overview of traffic calming and the tools used in other communities to address residential traffic concerns. Residents were also asked to identify the traffic issues in Old Town that should be concentrated on during the planning process.

Problem Identification

The first step in the planning process was to work with residents of Old Town to identify and prioritize traffic concerns. At the first neighborhood meeting in October 2000, residents provided the following list of concerns they wanted to address with traffic calming:

Streets connect destinations, not just neighborhood streets
 Franklin
 Jefferson

Monroe (Jefferson – Franklin) High Roosevelt Harrison

- Speed
- Volume
- Safety
- Noise
- School zone on Monroe and Watson
- Franklin speed
- Access to homes
- Queuing on Franklin
- Parking is a premium
- Sporadic enforcement
- Harrison is narrow
- Noise from city buses on Franklin
- Volume of military traffic
- Auto transport trucks getting stuck
- American Legion motorcycle events
- Volumes are too high
- Need coordination with DLI and other jurisdictions
- Delivery trucks
- DLI traffic peaks

These concerns were discussed in more detail at the November 2000 meeting. The following were identified as priority issues:

- Franklin speeds
- DLI traffic
- Jefferson speeds
- Volumes on Franklin and Jefferson
- Speed and safety at Scott and Larkin

In addition, the neighborhood agreed that diverting traffic to other local streets should not occur with any effort to slow traffic.

Neighborhood Recommendations

At the November 2000 meeting, residents were asked to identify preferred tools. They suggested both programmatic approaches, including changing driver behavior and reducing traffic from the Presidio of Monterey Defense Language Institute (DLI), and installing physical devices. The physical devices the residents preferred included median islands, entry islands, neckdowns, intersection pavement treatment and traffic circles. In response to concerns with DLI traffic, City staff met with DLI personnel to discuss opportunities to reduce DLI generated traffic through the neighborhood. One of alternatives being pursued by the City and DLI is the

installation of a traffic signal at Pvt. Bolio and Lighthouse to make that access an attractive alternative to Franklin. Other programs could be used to reduce DLI traffic in the Old Town Neighborhood.

The neighborhood met in February 2001 to review concept plans for traffic calming devices based on the concerns and preferences expressed at the previous meetings. In addition to previously discussed priorities, it was suggested that the list of priority locations include Monroe and that calming devices should be considered for the block west of Franklin. Other streets that were added for further consideration were High Street east and west of Franklin, and Roosevelt and Harrison above High Street.

In response to the plans presented, the following preferences were stated:

- DLI entry with the neckdowns at the gate and the entry island before Bowen
- Circles as entry features at the south end of Franklin, Jefferson and possibly Scott
- Neckdowns at Jefferson and Monroe
- Landscaping on all devices
- Partial median on Larkin at Scott

Other suggestions and additions were made, including:

- Signal timing at Franklin and Monroe
- Consider bikes on Roosevelt when suggesting and designing devices
- Circle at Jefferson and Larkin, and at Franklin and Larson
- An entry feature on Scott at Van Buren
- Partial median on High west of Franklin
- Something at Van Buren and Del Monte to slow traffic on Van Buren

These comments were used to develop a draft plan for Old Town, which was presented and discussed at the April meeting of the neighborhood. The resulting plan is shown in Figure 4. It was also noted that this plan only included physical traffic calming devices and did not address opportunities to affect travel behavior or reduce trips to and from the POM.

Recommendations for POM Traffic Issues

A key recommendation from the Old Town Neighborhood was to explore opportunities to reduce traffic on Franklin going to or from the Presidio of Monterey. A number of suggestions were made at the neighborhood traffic calming meetings and other ideas came out of the December 2000 meeting with POM representatives. This memo is intended to summarize the suggestions and provide recommended actions to implement various strategies.

Strategies for Consideration

The City and representatives from the POM and Defense Language Institute (DLI) studied options for improving circulation and lowering vehicular speed on and off the base, as well as options for reducing the number of trips to and from the base. Programs to change the behavior

of drivers in the neighborhood were also discussed. These included a neighborhood watch program, automated traffic watch, targeted police enforcement, driver awareness and education programs, and neighborhood sign programs.

Despite neighborhood interest in programs to change driver behavior, a higher level of interest was expressed in pursuing strategies that would reduce DLI traffic in the Old Town neighborhood. In response to concerns with DLI traffic, City staff met with DLI personnel to discuss opportunities to reduce DLI generated traffic through the neighborhood. Programs discussed with DLI representatives included:

- Re-Routing school buses to serve high school students living on the base
- Improved directional signing on base and at Pvt. Bolio
- Travel reduction programs
- Pedestrian safety improvements on base to encourage walking
- Speed watch program on base

Other improvements under consideration by the City and DLI include the installation of a traffic signal at Pvt. Bolio and Lighthouse to make that access an attractive alternative to Franklin and the construction of a new gate with access to Highway 68 (Holman Highway).

Opportunities and Challenges

The Presidio of Monterey is currently home to the Defense Language Institute, which offers advanced language instruction to military personnel. The students at DLI attend class until 3:15 P.M. and physical training from 3:30 to 5:30 P.M. In addition, a number of students are required to participate in study hall from 7:00 to 9:00 in the evening. Because a significant percent of students live off base and many have access to automobiles to drive home during the breaks or even drive from class to physical training, trips generated by DLI that come through the Old Town Neighborhood have a distinct peaking characteristic that impacts Old Town residents.

A number of programs could be implemented that would reduce student use of cars and the number of trips through the Old Town Neighborhood. These include restrictive as well as service programs. Many students currently drive from class on the upper end of the facility to the fields on the lower end for physical training. The student's route choice is to typically exit down Franklin and return back in on High, thus impacting the residents of Old Town. The reasons for these trips may include the short time between class dismissal and physical training, limited pedestrian facilities, concerns with crossing Rifle Range Road, and the convenience of personal vehicles. These provide opportunities for improved service on the base and consideration of scheduling changes to support alternatives to driving. Service improvements may include shuttle service between the classroom area and the physical training fields, pedestrian facility improvements to encourage walking to the fields, and scheduling changes to provide adequate time for walking. More restrictive approaches might include limiting the access to private vehicles for use during the day and restrictions on driving between the classrooms and fields, specifically on city streets.

The greatest opportunity provided by the Presidio of Monterey is that it is a military community. This allows the Army to impact the use of private vehicles and the schedule of activities. There

are also opportunities to educate and encourage personnel to reduce their trips or alter their trip patterns through base newsletters, student information packets and other sources.

Recommended Strategies

The following strategies should be pursued to reduce the impact of DLI traffic on the Old Town Neighborhood and enhance safety on the base.

• Travel reduction programs

The Presidio of Monterey is encouraged to consider and pursue programs to reduce the number of trips to and from the base. These may include opportunities discussed above for encouraging walking between areas of the base or providing on-site shuttle buses. They could also include restrictive programs that limited access to and use of personal vehicles. Education and information programs could also support travel reduction. The POM should also consider the use of carpool programs with parking restrictions that encourage shared trips on and off the base.

School buses on the base for high school students

Currently there is no school bus service for high school students living on base. Increased school bus service would provide an option for students besides driving to and from the high school. The City and POM personnel should explore the opportunities and benefits busing service would provide. If it would provide a reduction in trips, the option should be presented to the school district.

• Improved directional signing on base and at Pvt. Bolio

Base representatives expressed concern with drivers who seem to be lost on base or get on the base without realizing it. Improved directional signing around and on the base would reduce the impact of these vehicles on the base. Similarly, signing on Lighthouse for Pvt. Bolio would help direct motorists to the base through that access.

• Signal at Lighthouse and Pvt. Bolio

The City is pursuing the installation of a signal at Lighthouse and Pvt. Bolio to improve access to the base off Lighthouse. There are currently issues of funding, impacts and engineering justification that need to be resolved. The City will continue to work with the POM to improve this access as it provides an opportunity to take traffic off of Franklin and redirect it to Pvt. Bolio.

• Access from Holman Highway to the Presidio of Monterey

A new access gate to the POM from Holman Highway has been suggested in the past and still has support from the Old Town Neighborhood. POM concerns include the impacts this gate would have to the dorm area of the base and the high cost of construction. This option has been raised again in conjunction with some possible land use changes and proposed development on the POM. The City and the POM should continue to discuss this option as a way to reduce the impact of base traffic on the Old Town Neighborhood.

• On Base Circulation Improvements

Long-term circulation improvements should be identified for the POM to encourage pedestrian use and reduce through traffic between New Monterey and Old Town. These improvements should complement the proposed gate to Holman Highway and traffic signal at Lighthouse and Private Bolio.

In general, there are a number of strategies that should be considered and pursued by the City and the Presidio of Monterey. These strategies could reduce the impact of DLI traffic on Old Town residents and improve transportation for base personnel. As Colonel Dausen so eloquently put it at the December meeting, "We are a community within a community and we are looking for solutions."

Final Recommendations

The Old Town Neighborhood recommended a number of traffic calming devices to be installed on neighborhood streets. Figure 4 shows the plan for devices in the Old Town Neighborhood. This plan was the result of the neighborhood planning process outlined above. Figures 5 and 6 show existing conditions on Franklin and a rendering of proposed improvements.

The costs associated with this plan include construction costs, loss of on-street parking, and impact to emergency response times. These are shown in Table 3. Given the number of devices proposed and the cost of construction, it is recommended that the installation of devices be phased over several years. The neighborhood expressed concern with the potential for devices on Franklin to divert traffic off Franklin onto other neighborhood streets. Therefore, they suggested that initial phases install devices on the parallel routes, such as Jefferson, to discourage diversion when Franklin improvements are made.

Residents also stressed the importance of interim traffic calming efforts that would initiate traffic calming prior to construction of devices. These included speed enforcement and travel demand and education programs on the Presidio of Monterey. It was also suggested that parking permits be explored as an option for reducing the impact of traffic calming devices on on-street parking.

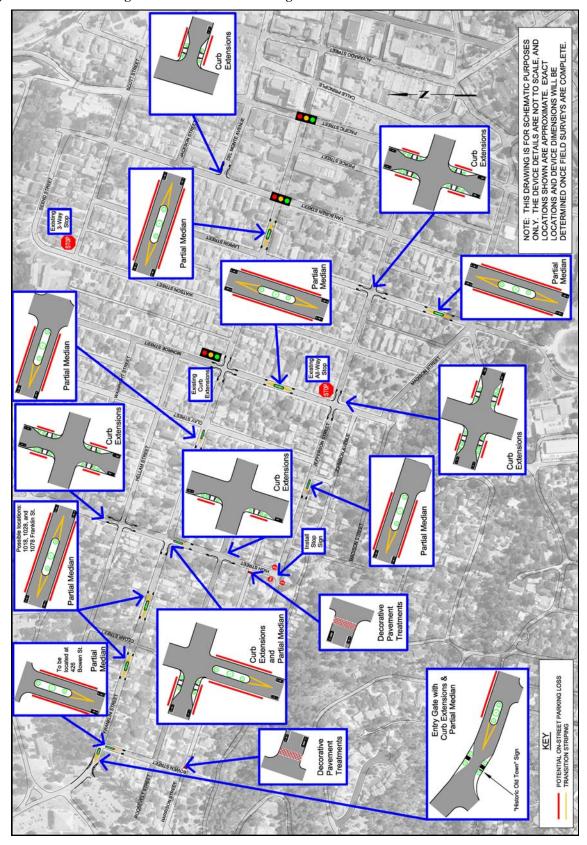


Figure 4: Traffic Calming Plan for the Old Town Neighborhood

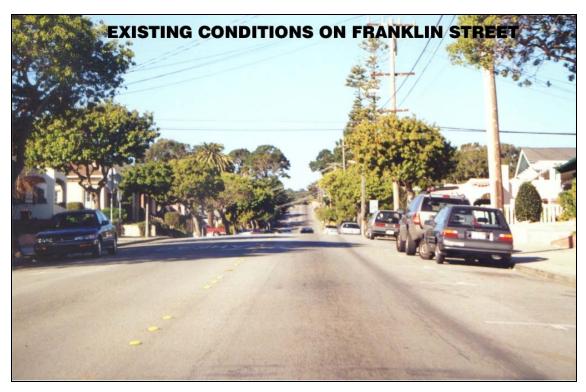


Figure 5: Existing Conditions on Franklin



Figure 6: Franklin with Proposed Median

Device	Potential On-Street Parking Loss Per Device	Emergency Vehicle Delay Per Device	Estimated Cost Per Device*	# of Devices Per Alternative
Partial Median	6-12 Spaces	2 sec.	\$46,000	10
Curb Extensions - Partial Intersection (1 Leg)	2 Spaces	1 sec.	\$46,000	4
Curb Extensions - Partial Intersection (2 Legs)	2-4 Spaces	1 sec.	\$46,000	3
Decorative Pavement Treatments (Per Leg)	0 Spaces	0 Sec.	\$10,000	2
TOTAL POTENTIAL LOSS OF ON-STREET PARKING:		~ 97 Snaces		
TOTAL ESTIMATED DELAY TO EMERGENCY VEHICLES (FRANKLIN ST. ONLY):		10 see		
TOTAL COST ESTIMATE:		\$802,000		

^{*} Cost range is dependent upon landscaping options and/or drainage considerations

Table 3: Cost Estimates for Proposed Plan

Follow-up Satisfaction Review

Because the Old Town Neighborhood is one of the first two neighborhoods to develop a neighborhood traffic calming plan, it is extremely important that the effectiveness of the plan be monitored and evaluated. Travel patterns before and after installation of devices or implementation of travel reduction programs should be observed and documented. This should include traffic speeds and volumes. In addition, resident satisfaction should be evaluated through surveys and neighborhood meetings. Results of traffic calming efforts in Old Town will help the City of Monterey maintain an effective traffic calming program citywide.