## Kimley»"Horn

 TECHNICAL MEMORANDUM| To: | Kailash Mozumder and Steve Jesberg, City of Capitola |
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| From: | Derek Wu P.E. and Frederik Venter P.E., Kimley-Horn and Associates, Inc. |
| Date: | May 26, 2022 |
| Re: | Park Avenue Traffic Calming - Corridor Alternatives and Recommended Improvements |

This technical memorandum presents the findings of potential traffic calming impacts to Park Avenue in the City of Capitola. The City of Capitola (City) is planning to construct traffic calming improvements on Park Avenue from Monterey Avenue to Coronado Street to reduce vehicle speeds and improve accessibility for bicyclists and pedestrians along the corridor.

## 1. Existing Conditions

Park Avenue between Monterey Avenue and Coronado Street is an existing east-west two-lane arterial facility with a curb to curb roadway width between approximately 30 to 40 feet. It is an asphalt paved road with one lane in each direction and provides direct access to single-family homes on the north side, the City's downtown village to the south, and freeway access to Highway 1 to the north. Numerous residential driveways and local streets, such as Washburn and Cabrillo, intersect Park Avenue as stop control on the minor approach. This section of Park Avenue is also part of the Pacific Coast bike route that runs from Half Moon Bay to Watsonville.

The Park Avenue roadway cross-section generally consists of 10.5 -foot travel lanes, Class II bike lanes, a 5 -foot wide sidewalk on the northside, and a variable wide shoulder on the southside. On-street parking is prohibited along Park Avenue except for signed areas on the southside. The posted speed limit is 25 mph , and an existing electronic speed feedback sign is located east of Cabrillo Street in the eastbound direction. An overview map of the study roadway segment is shown below in Figure 1.

Figure 1: Overview Map


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## 2. Speed Survey Review

Speed zones are primarily established to protect the public from the unreasonable behavior of reckless, unreliable, or other dangerous drivers. Typically, speed limits are generally established at or near the 85th percentile speed (critical speed), which is defined as the speed at or below which 85 percent of traffic is moving.

In January 2020, the City conducted an Engineering and Traffic Study to determine vehicle speed limits per the California Vehicle Code and using speed survey data. For Park Avenue, the observed 85th percentile speed was 31 mph in the eastbound and westbound direction. The study recommended that a 25 mph speed limit be implemented in concurrence with the MUTCD. The 25 mph speed limit was obtained by a 5 mph reduction of the critical speed of 30 mph due to the existing number of access points, residential district density, and pedestrian and bicycle safety.

In July 2021, an additional speed survey was conducted. The speed survey collected an average daily traffic of 6,294 using tube counters to calculate vehicle speeds traveling along Park Avenue. The observed 85th percentile speed was 33 mph in the eastbound direction and 35 mph in the westbound direction. These observed 85 th percentile speeds exceed the $25-\mathrm{mph}$ posted speed limit on Park Avenue. A copy of the 2020 and 2021 speed surveys are attached in the Appendix.

## 3. Traffic Calming Design Alternatives

Kimley-Horn was tasked to evaluate potentialtraffic calming alternatives on Park Avenue that would reduce vehicle speeds and improve roadway conditions for bicycle and pedestrian access. Georeferenced aerial photographs and Santa Cruz County GIS data were used to establish a base map for determining existing topographic features and developing preliminary concepts.

Up to three (3) alternative traffic calming concepts were developed for Park Avenue between Monterey Road and Coronado Street. The layouts of each traffic calming alternative are summarized below and attached in the Appendix.

## Alternative 1 - Road Diet Striping

Improvements under Alternative 1 consist of striping buffer bike lanes and narrowing the vehicle traffic lanes enhance bicycle accessibility along Park Avenue. The existing Park Avenue roadway cross-section between Monterey and Cabrillo is $30^{\prime}$ to $34^{\prime}$ wide. Since this arterial facility needs to maintain Class II bike lanes and one vehicle travel lane in each direction, there is limited space and opportunities to introduce multiple traffic calming features. However, a road diet striping layout that incorporates green bike markings and buffer bike striping where there is adequate space is feasible. In addition, an electronic speed feedback sign in the westbound direction is proposed at the Washburn intersection.

- Road diet striping from Monterey to Coronado
- Buffered Class II bike lanes and green bike striping at conflict zones
- Speed feedback sign at Washburn


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## Alternative 2 - Lateral Shift

Improvements under Alternative 2 consist of the road diet striping layout from Alternative 1 but with additional horizontal deflection in the form of a lateral lane shift along ParkAvenue between Cabrillo and Coronado. A lateral shift or chicane is a realignment of an otherwise straight street that causes the travellanes to shift to one direction as a means to reduce vehicle speeds.

- Road diet striping from Monterey to Coronado
- Buffered Class II bike lanes and green bike striping at conflict zones
- Speed feedback signat Washburn
- Series of lateral shifts from Cabrillo to Coronado


## Alternative 3 - Median Shift

Improvements under Alternative 3 is similar to Alternative 2, but the proposed horizontal deflection between Cabrillo and Coronado consists of a series of medians to provide the lateral shift along Park Avenue.

- Road diet striping from Monterey to Coronado
- Buffered Class II bike lanes and green bike striping at conflict zones
- Speed feedback signat Washburn
- Series of lateral shifts using medians from Cabrillo to Coronado


## 4. Traffic Calming Impacts to Vehicle Speed

Reducing vehicle speeds along street corridors improves the bicycling and pedestrian environment by diminishing the severity of crashes if they occur and enhancing the driver's ability to see and react to various road conditions. Physical geometric traffic calming elements can be divided into vertical, horizontal, or narrowing features.

- Vertical control measures consist of wide, slight pavement elevations that self-enforce a slower speed from motorists and typically have the highest reduction effect on speeds (i.e. speed tables).
- Horizontal control measures cause motorists toreduce speeds in response to a lateral shift and a need to navigate a curving travel lane.
- Narrowing or street width reduction control measures use a psycho-perceptive sense of enclosure to discourage speeding by incorporating landscaping or other vertical elements along the constricted pathway.

The traffic calming features proposed in the design alternatives consist of horizontal deflection from lateral shifts and chicanes along Park Avenue between Cabrillo and Coronado Street. Narrowing features from striping buffer bike lanes and reducing the travel lane width with a road diet would also reduce vehicle travel speeds through the corridor.

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## Potential Speed Reductions

Determining the potential speed calming impacts to a roadway is highly case-specific and is affected by many factors including, but not limited to, the geometrics and spacing of calming features, availability of alternative routes, and treatment of other streets in area wide applications, etc. Conducting a before-and-after study of the project site provides the best method to analyzing the actual effectiveness of a traffic calming element.

For this analysis, published before-and-after study results from FHWA and ITE publications were referenced to determine typical speed reductions for the proposed Park Avenue layouts. These collected studies have been used to generate summary speed statistics on various speed reducing countermeasures such as $85^{\text {th }}$ percentile speed after treatment, average absolute change in $85^{\text {th }}$ percentile speed from before to after treatment, and average percentage change in $85^{\text {th }}$ percentile speed. The potential speed impacts from traffic calming Alternatives are summarized below in Table 1.

Table 1: Potential Speed Reduction from Traffic Calming Features

| Estimated Speed Reduction from Traffic Calming Features |  |  |  |  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Concept Name | Segment | Description | Traffic Calming Feature | Traffic Calming Type | Vehicle Speeds |  |  |  |  |  |
|  |  |  |  |  | $\begin{array}{\|c\|} \hline 2020 \\ \text { Survey } \\ (85 \%) \\ \hline \end{array}$ | Estimated <br> Change (\%) | Estim Redu Spe |  | Estir Speed | ated <br> Range |
| Alternative 1 Road Diet | 1 | Monterey to Washburn | Road Diet | Narrowing | 31.0 | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 2 | Washburn to Wesley | Road Diet / <br> Speed Feedback (WB) | Narrowing / Signing |  | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 3 | Wesley to Cabrillo | Road Diet | Narrowing |  | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 4 | Cabrillo to Coronado | Road Diet / <br> Speed Feedback (EB) | Narrowing / Signing |  | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
| Alternative 2 <br> Lateral Shift | 1 | Monterey to Washburn | Road Diet | Narrowing | 31.0 | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 2 | Washburn to Wesley | Road Diet / <br> Speed Feedback (WB) | Narrowing / Signing |  | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 3 | Wesley to Cabrillo | Road Diet | Narrowing |  | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 4 | Cabrillo to Coronado | Chicane / <br> Speed Feedback (EB) | Horizontal / Signing |  | -18\% | -4.0 | -6.0 | 27.0 | 25.0 |
| Alternative 3 <br> Median Shift | 1 | Monterey to Washburn | Road Diet | Narrowing | 31.0 | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 2 | Washburn to Wesley | Road Diet / <br> Speed Feedback (WB) | Narrowing / Signing |  | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 3 | Wesley to Cabrillo | Road Diet | Narrowing |  | -4\% | 0.0 | -2.0 | 31.0 | 29.0 |
|  | 4 | Cabrillo to Coronado | Chicane / Speed Feedback (EB) | Horizontal / Signing |  | -20\% | -5.0 | -7.0 | 26.0 | 24.0 |
| Notes: <br> Average of eastbound and westbound 85th percentile speeds from 2020 City Engineering and Traffic Survey Average speed percentile change from FHWA Engineering Countermeasures for Reducing Speed (2014) Average speed reduction based on FHWA Traffic Calming ePrimer and ITE |  |  |  |  |  |  |  |  |  |  |

As shown in Table 1, the proposed traffic calming features help reduce vehicle speeds at various levels. Of the physical geometric traffic calming elements, the lateral shift chicanes have the greatest potential to reduce speeds up to $20 \%$ while road diet features can potentially reduce speeds up to $4 \%$ based on past studies. The estimated speed change data summarized from FHWA and ITE applies for a single speed countermeasure. When multiple traffic calming features are utilized and designed appropriately, the combined speed reduction effects could be extended throughout the entire roadway corridor. The Alternative 3 layout has the potential to provide the greatest vehicle speed reduction through the Park Avenue corridor with the combined traffic calming improvements.

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## Estimated 85 ${ }^{\text {th }}$ Percentile Speed Profile

Using the estimated speed reduction effects presented in Table 1, preliminary speed profiles along the Park Avenue corridor were plotted in graphical format. The eastbound and westbound estimated $85^{\text {th }}$ percentile speed for each complete street concept is plotted for every 100 feet along the Park Avenue alignment between Monterey Avenue (Station 10+00) and Coronado Street (Station 46+00). Speed profiles for vehicles traveling eastbound assume a 20-mph starting speed from accelerating at the stop controlled Monterey intersection while westbound vehicles assume a 20-mph starting speed from accelerating at the stop-controlled Coronado intersection. The speed profiles are presented below in Table 2 and Table 3.

As shown in Tables 2 and 3, the proposed traffic calming features has the potential to reduce the existing $85^{\text {th }}$ percentile speed throughout the entire roadway corridor. The greatest speed change occurs between Coronado and Cabrillo where the proposed horizontal deflection traffic calming features are implemented. The spacing of the proposed traffic calming features along the Park Avenue corridor can potentially control estimated vehicles speeds to 29 mph or less in-between intersections.
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## 5. Potential Bicycle Access Improvements at Highway 1 Interchange

In 2016, the City added green bike striping on Park Avenue to improve bicycle visibility at the Highway 1 ramp intersections. The existing ParkAvenue roadway cross-section at the Highway 1 overpass is approximately $50^{\prime}$ wide between the bridge columns and consists of 4 ' Class II bike lanes, $10.5^{\prime}$ travel lanes, and $11^{\prime}$ left turn pockets which satisfy the minimum lane dimensions per Caltrans standard. Since this road section needs to maintain the existing Class II bike lanes and vehicle travellanes in each direction, there is limited space and opportunities to introduce traffic calming features to further enhance bicycle accessibility.

A field review of the Highway 1 intersections revealed that some sections within the existing bike lane have uneven pavement and can potentially create a tripping hazard for bikes. To provide a smooth riding experience for cyclists, it is recommended to reconstruct the uneven pavement sections and replace the existing drainage grates with bicycle-friendly grates within the bike lane.

Figure 2: Park Avenue at Highway 1 (Looking North)


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## References

Federal Highway Administration. 2014. Engineering Countermeasuresfor Reducing Speeds: A Desktop Reference ofPotential Effectiveness. https://www.ite.org/technical-resources/traffic-calming/traffic-calming-measures/

Ewing, Reid. Institute of Transportation Engineers: Traffic Calming State of the Practice (August 1999)

Xu, Guan. February 17, 2017. Federal Highway Administration: Traffic Calming ePrimer. https://safety.fhwa.dot.gov/speedmgt/traffic_calm.cfm

## Appendix

- 2020 Park Avenue Speed Survey Data
- 2021 Park Avenue Speed Survey Data
- Traffic Calming Layout - Alternative 1
- Traffic Calming Layout - Alternative 2
- Traffic Calming Layout - Alternative 3

| Street: Park Ave <br> Limits: Between Monterey <br> Direction: EB \& WB | \& Coronado St |
| :---: | :---: |
| Factors |  |
| A. Prevailing Speed Data <br> Location of Survey <br> Date of Survey <br> Posted Speed Limit (mph) <br> \# Speed Data Collected <br> $85^{\text {th }}$ Percentile (mph) <br> 10 mph Pace <br> Percent in Pace | Park Ave. $200^{\prime}$ W/O Coronado St. <br> 01/29/2020 <br> 25 and 35 <br> 201 <br> 31 <br> 22-31 <br> 84\% |
| B. Traffic Factors <br> Width <br> Length of Segment (mi.) <br> Street Classification | $\begin{aligned} & 39^{\prime} \\ & 0.68 \\ & \text { Other Principal Arterial } \end{aligned}$ |
| C. Collision History Date Range Covered Total Accidents | 1/1/2017-12/31/2019 <br> Nine collisions, four injury |
| D. Roadway Conditions <br> Adjacent Land Use <br> Roadway Geometrics <br> Comments | It is primarily residential with substantial apartment complexes in the area. <br> Two-lane roadways. Sidewalks are present on parts of north and south of the roadway. A pedestrian crosswalk is in the middle of the segment. The segment features horizontal curves and multiple steady inclines. <br> After evaluating current critical and pace speeds, it is recommended that a $25-\mathrm{mph}$ speed limit be implemented to be in concurrence with section 2B. 13 of the MUTCD. The $25-\mathrm{mph}$ speed limit was obtained by a $5-\mathrm{mph}$ reduction of the critical speed of 30 mph due to the number of access points, Residential district density (as defined in section 515), and pedestrian and bicyclist safety. This section has an existing splti speed limit and it is reommended that the speed be equal in both sections to prevent confusion to drivers. |
| Speed Limit Change? | No |
| Existing Speed Limit: 25 and 35 MPH | Recommended Speed Limit: 25 MPH |
| This Survey conforms to section 627 and 40802 MUTCD and recommends a speed limit appropri <br> Approved and Authorized for release by the City <br> Signed: | California Vehicle Code section 2B. 13 of the California facilitate the safe and orderly movement of traffic. <br> apitola Public Works: <br> City Engineer |

## City of Capitola

DATE: $1 / 29 / 20$
Location: Park Ave 200' W/O Coronado St
TIME: 12:20-13:10 Posted Speed: 25 MPH Clear/Dry Project \#: 20-8004-040
Eastbound \& Westbound Spot Speeds

| Speed <br> mph | ALL Vehicles |
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| \% AM | 0\% | 0\% | 5\% | 14\% | 9\% | 2\% | 0\% |  |  |  |  | 31\% |
| AM Peak Hour | 08:00 | 11:00 | 10:00 | 10:00 | 11:00 | 11:00 | 11:00 |  |  |  |  | 11:00 |
| Volume | 3 | 3 | 37 | 94 | 82 | 15 | 3 |  |  |  |  | 215 |
| PM Volumes | 10 | 45 | 314 | 824 | 450 | 86 | 6 | 2 | 0 |  | $0 \quad 0$ | 1737 |
| \% PM | 0\% | 2\% | 13\% | 33\% | 18\% | 3\% | 0\% | 0\% |  |  |  | 69\% |
| PM Peak Hour | 12:00 | 14:00 | 13:00 | 12:00 | 12:00 | 16:00 | 12:00 | 18:00 |  |  |  | 12:00 |
| Volume | 4 | 9 | 55 | 142 | 83 | 16 | 2 | 1 |  |  |  | 286 |
| Directional Peak Periods <br> All Speeds |  | AM 7-9 |  |  | NOON 12-2 |  |  | PM 4-6 |  | Off Peak Volumes |  |  |
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PROPOSED TC LAYOUT - SHEET 1
CITY OF CAPITOLA - PARK AVENUE TRAFFIC CALMING


ALTERNATIVE 1 －ROAD DIET STRIPING


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ALTERNATIVE 2 －LATERAL SHIFT PROPOSED TC LAYOUT－SHEET 4 City of Capitola－park avenue traffic calming



ALTERNATIVE 2 - LATERAL SHIFT PROPOSED TC LAYOUT - SHEET 6
CITY OF CAPITOLA - PARK AVENUE TRAFFIC CALMING
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PLANNING PURPOSES.
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ALTERNATIVE 3 －MEDIAN SHIFT PROPOSED TC LAYOUT－SHEET 5

GRAPHIC SCALE IN FEET CONCEPT LAYOUT FOR
PLANNING PURPOSES．
NOT FOR CONSTRUCTION

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ALTERNATIVE 3 －MEDIAN SHIFT
PROPOSED TC LAYOUT－SHEET 6
CITY OF CAPITOLA－PARK AVENUE TRAFFIC CALMING


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