



STAFF REPORT

6136 Adobe Road
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To: City Council via Ron Peck, Acting City Manager
From: Richard Pedersen, City Engineer
Date: February 22, 2005
RE: PC 05-02
Adoption of a policy regarding requirements for traffic studies for development projects.

RECOMMENDATION: Review the draft policy as recommended by the Planning Commission and take action to adopt a traffic study policy.

DISCUSSION: Due to increased activity in new housing tracts and other projects that will generate additional traffic on the City's existing transportation facilities, the Planning Commission is recommending a policy for adoption by Council as it relates to when staff should require traffic studies from developers and the level of detail to be provided with each classification of development, based upon anticipated traffic impacts. This matter was considered in a hearing by the Planning Commission at their February 1, 2005 meeting and their recommendation is contained in this staff report.

BACKGROUND:

- Many cities have experienced problems related to traffic congestion and traffic safety issues by not having established procedures in place. The lack of uniform procedures may lead to unnecessary analyses, costs and delays during both preparation and review. Some of these problems include the following:
- Some communities require traffic studies only after there is a problem.
- Some communities require traffic studies for very small-scale projects that have negligible impacts on the roadway. This unnecessarily increases the cost of development.
- Some communities allow very large-scale projects, which will seriously compromise the integrity of the roadway system, to be developed without evaluating likely traffic impacts and necessary mitigation.
- The lack of recommended qualifications and guidelines for preparing traffic studies results in many poorly developed reports. Trip generation rates and trip reduction factors, for example, are often incorrectly used. Some communities and developers are making decisions based on poor analyses.
- Some local governments downplay the traffic impacts of their land use decisions. The agency with jurisdiction over the roadways is expected to make required improvements.

What is a traffic study?

A traffic study assesses the effects that a particular development's traffic will have on the surrounding transportation network. A traffic study will vary in range and complexity depending on the type and size of the proposed development. In this report, the Planning Commission is recommending that traffic studies

be categorized into three levels based upon the anticipated impact. The three levels are “Traffic Impact Assessment”, “Traffic Impact Study” and “Traffic Impact Analysis”. The three types are referred to generically as traffic reports or traffic studies unless the specific type– Traffic Impact Assessment, Traffic Impact Study or Traffic Impact Analysis– discussed in more detail below, is being referenced.

Traffic reports provide information to assist the Planning Commission in making land use decisions, such as subdivisions, rezoning, conditional use permits, and other development reviews, where the proposal may have a significant negative impact on traffic and transportation operations. Ultimately, traffic reports are used to help evaluate if the scale of development is appropriate for a particular site and what improvements may be necessary, on and off the site, to provide safe and efficient access and traffic flow.

Communities that utilize uniform requirements for traffic reports have found the process to be very beneficial. The reports help identify roadway improvements which should be considered. Often, developers are willing to make improvements that will improve the safety and convenience of their site access. The traffic report can also provide a basis for negotiation between the City and the developer regarding street improvements necessary and how the costs for these improvements should be allocated.

Why are traffic studies needed?

There are a number of reasons why traffic studies are needed. Traffic studies help to:

- Forecast the traffic impacts created by new development based on accepted practices, not perception,
- Determine improvements needed to accommodate new development,
- Assist communities in land use decisions and road agencies in the permit process,
- More efficiently allocate limited funds,
- Meet federal, Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) requirements for managing congestion, and the Local Measure I requirements as outlined in the Congestion Management Plan (CMP)
- Relate land use decisions with traffic conditions, evaluate the number and location of access points, evaluate alternatives,
- Update traffic data,
- Provide input for metropolitan transportation planning efforts, and
- Identify problems that could affect a developer's decision on pursuing a proposed project.

When is the applicant required to submit the traffic report?

To enable the Planning Commission to properly analyze traffic impacts, the traffic report should be submitted to staff with the application. This allows an opportunity for the City Engineer to review the information and prepare a recommendation for the Planning Commission's consideration.

What mitigation alternatives are expected to be determined with the information of a traffic report?

The major benefit of a traffic report is to determine what, if any, mitigation measures are needed. Mitigation could involve physical or operational improvements along the roadway and site access points. The study should present mitigation alternatives and recommendations. The following are examples of mitigation measures:

Roadway Improvements

- construct a by-pass lane
- pave the roadway
- realign a street
- improve sight distance

- widen the roadway
- construct intersection improvements
- add deceleration/acceleration lanes
- add a traffic signal if warrants/spacing criteria are met
- add a median crossover
- construct or modify an interchange

Access Management Techniques

- increase driveway spacing from intersections
- relocate driveway(s) or intersection(s)
- reduce the number of driveways
- install a median
- develop a service road system
- share access with adjacent land

Operational Improvements

- change signal timing or phasing
- improve signal progression

THE RECOMMENDED POLICY IS AS FOLLOWS:

There are two parts to the recommended policy. First, what thresholds will require a traffic report and second, what type of report or level of detail would be required within the report.

PART 1- Thresholds for requiring a traffic report

Any proposed site plan, subdivision, zone change or General Plan Amendment which any of the following applies:

1. A project that could generate 50 directional trips during a peak hour or 500-749 trips during an average day. A single-family residence generates approximately 1 peak hour trip.
2. If a new project's traffic will substantially affect an intersection or a roadway segment already identified as operating at an unacceptable level of service.
3. A project that may create a hazard to public safety.
4. A project that will substantially change the off-site transportation system or connections to it.

PART 2 – Type of Traffic Report or level of detail required within the report.

Different levels of development require different levels of traffic analysis. Therefore, this part of the draft policy includes three levels of analysis based upon the anticipated peak hour directional trips. One of the key triggers for identifying when a traffic report should be required is "trip generation." The trip generation of a proposed development is the number of inbound and outbound vehicle trips that are expected to be generated by the development during an average day or during a peak hour.

The process of using thresholds is as follows; estimate the trip generation, compare that generation to accepted thresholds, and then determine the type (if any) of traffic report needed.

The different levels of traffic reports are labeled as follows and are listed in order of complexity, from less to more complex.

1. **TRAFFIC IMPACT ASSESSMENT-** This type of study is recommended for smaller scale projects which should not have a significant impact on the overall transportation system, but will have impacts at the site access. The analysis for this type of study focuses on site access points. This report would be required for the following projects:
 - a. A project projected to generate 50-99 peak hour directional trips.
 - b. If a new project's traffic will substantially affect an intersection or a roadway segment already identified as operating at an unacceptable level of service, or will substantially change the off-site transportation system or connections to it
 - c. A project that may create a hazard to public safety.

The scope for a Traffic Impact Assessment varies and is determined on a case by case basis and may include those items for evaluation as listed under the "Traffic Impact Study" description depending upon specific site specific factors.

2. **TRAFFIC IMPACT STUDY-** This is the traditional traffic impact study for projects projected to generate 100-250 peak hour directional trips which evaluates the following:

On-Site Circulation: Review and evaluate access locations, driveway throat depths, and size of major on-site circulation facilities with respect to operations, safety, and continuity with existing and planned facilities.

Off-Site Roadways: Study all locations where: 1) the project circulation system intersects with the existing or planned surrounding street system, and 2) project traffic may substantially affect the operation of a roadway or intersection.

Transit: Discuss all bus routes that have, or will have service, within 1/4 mile of the project.

Bicycles: Identify any existing or planned (Twentynine Palms Bicycle Master Plan) facilities that will be modified by the project or are within 1/4 mile of the project.

Pedestrians: Identify any significant pedestrian facilities that will be affected by the project.

Trucks: For industrial or surface mining projects, identify the number of truck trips that will be generated and design accommodations necessary to support these trucks.

Other subject areas (such as traffic safety, residential impacts, etc.) should also be analyzed as warranted by individual circumstances.

Study Scenarios: This type of study should incorporate the following scenarios, unless directed otherwise by the City Engineer:

1. Existing Condition
2. Existing Plus Project Condition
3. Cumulative (2025) Condition
4. Cumulative (2025) Plus Project Condition

3. **CONGESTION MANAGEMENT PLAN TRAFFIC IMPACT ANALYSIS (CMP TIA) -** For projects projected to generate more than 250 peak hour directional trips. For such project, the CMP TIA is mandated by Measure I.

Regional Traffic Analysis (CMP TIA): This type of study is much more comprehensive, focusing on the impacts over a long period. It includes all items described under the Traffic Impact Study Description. In most cases, a regional traffic analysis will need to be prepared using a computer

model which simulates daily traffic on the transportation network. The model projects traffic based on the expected future development pattern and roadway network. A Congestion Management Plan Traffic Impact Analysis (CMP TIA) may involve evaluation of a number of optional routes, including future roadways. Such a study may also involve a number of projects being developed separately in the same general area. A developer will be required to submit this report to San Bernardino Associated Governments (SanBag) for approval of this type of analysis.

**CITY OF TWENTYNINE PALMS
POLICE DEPARTMENT
MONTHLY MANAGER'S REPORT**

STATISTICS FOR JANUARY 2005

	Current Month	Previous Year	%Deviation	Avg. Month	FYTD
PATROL STATISTICS					
CALLS FOR SERVICE	1121	1137	-1.41%	1234	8638
REPORTED CRIMES					
Part I	52	54	-3.7%	54	379
Part II	175	162	8.0%	169	1186
Total	227	216	5.1%	224	1565
CASES CLEARED					
Total	196	181	8.3%	203	1420
Percentage	86.34%	83.80%	3.04%	90.73%	90.73%
CLEARED BY ARREST - ADULT					
Part I	29	22	31.82%	32	227
Part II	159	150	6.00%	160	1123
CLEARED BY ARREST - JUVENILE					
Part I	3	2	50.00%	4	25
Part II	5	7	-28.57%	6	45
TRAFFIC STATISTICS					
P.D.O	8	14	-42.86%	8	59
Injury	2	5	-60.00%	3	24
Fatal	0	0	0.00%	0	1
Private Property	2	0	200.00%	1	9
TOTAL	12	19	-36.84%	13	93
TRAFFIC CITATIONS					
Hazard	23	29	-20.7%	46	320
Non-Hazard	114	60	90.0%	91	636
TOTAL	137	89	53.9%	137	956
D.U.I. ARRESTS	10	12	-16.7%	8	58
RESPONSE TIMES		CURRENT YEAR		PREVIOUS YEAR	
Emergency Response	*9.89 MIN		5.51 MIN		
Non-emergency Response	**22.93 MIN		17.28 MIN		
Average Handling Time	41.6 MIN		38.7 MIN		
PROACTIVE PATROL	TARGET RANGE		% USED		
52.51%	35 - 100%		42.44%		

* Responded to 8 calls
**Responded to 364 calls

VOLUNTEER HOURS: **TOTAL:** 192

**CITY OF TWENTYNINE PALMS
POLICE DEPARTMENT
MONTHLY REPORT TO CITY MANAGER
JANUARY 2005**

PATROL SUMMARY:

During the month of January, the City patrol officers responded to 1121 calls for service. We wrote 227 reports and cleared 188 Adult crime cases and 8 Juvenile crime cases by arrest.

We currently have 9.3 patrol officers assigned to the City. Our proactive patrol time for January was 52.51%. Of that, 42.44% was productively used in officer-initiated activity.

INVESTIGATIONS SUMMARY:

The City Investigator was assigned 27 new cases this month. In addition to these new cases, there are 10 cases being investigated. In January, 4 case(s) were cleared by arrest, 8 case(s) was cleared by exceptional means, and 14 case(s) were inactivated. There have been 27 year to date cases assigned to the City Investigator.

TRAFFIC SUMMARY:

City patrol officers issued 137 traffic citations and arrested 10 person(s) for driving under the influence.

We investigated 12 traffic collisions; of these, 8 involved property damage only and 2 accident occurred on private property. There was 2 accident(s) involving injuries and -0- accident(s) with fatalities.

Our enforcement index was 16 : 1 based on a total of 10 DUI's and 23 hazard citations with a total of 2 injury/fatal collision.

SPECIAL TRAFFIC OPERATIONS:

On 01/21/05, Deputies conducted Traffic Enforcement in the City of Twentynine Palms, which resulted in 10 citations being issued for various vehicle code violations including failure to stop at a stoplight, passing over double yellow lines, unsafe speed, no proof of insurance, and seatbelt violations and 2 arrests were made for driving on a suspended license.

MOTORCYCLE ENFORCEMENT TEAM:

The Off-Highway Vehicle Enforcement Team devoted -0- hours this month to patrol the back roads for safety violations and nuisance complaints.

SPECIAL OPERATIONS:

On 01/21/05, Deputies conducted a Parole/Probation Sweep, which resulted in 7 arrests for possession of drugs and outstanding warrants.

On 01/26/05, Deputies conducted a PC 290-Sex Registrant Compliance Sweep in which 20 compliance checks were handled and 5 arrests were made.

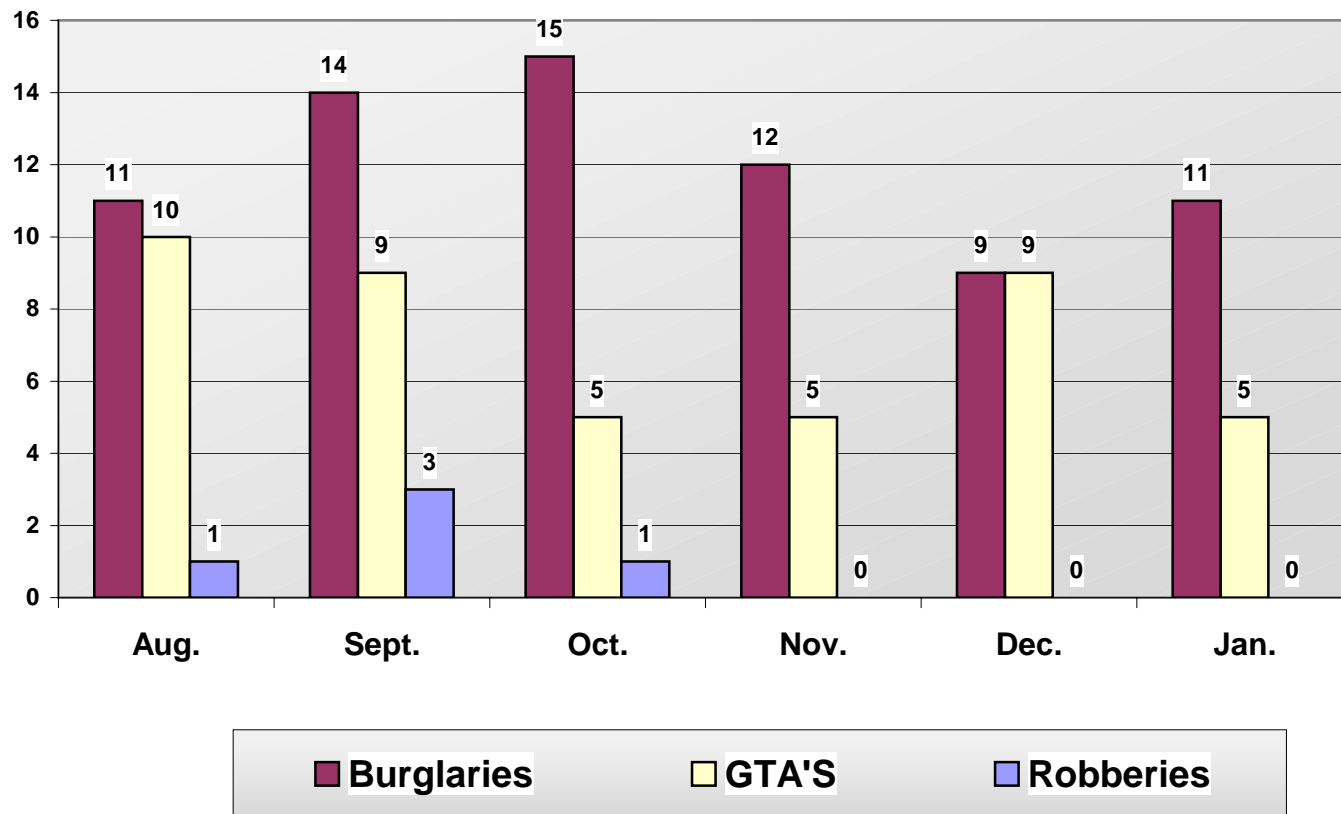
SPECIAL JUVENILE ENFORCEMENT PROJECTS:

There were no Special Juvenile Enforcement Projects in the City of Twentynine Palms for the month of January.

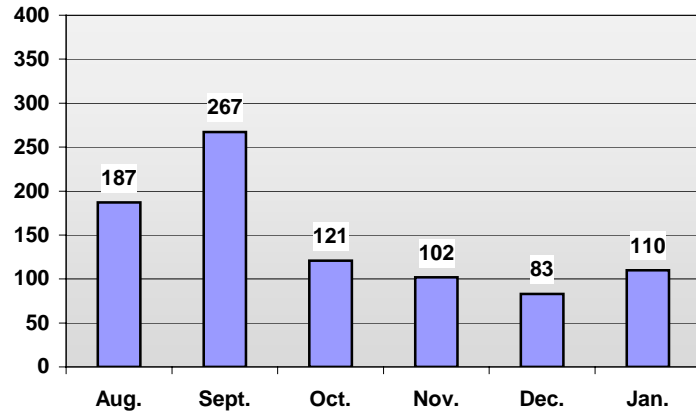
CITY OF TWENTYNINE PALMS CITIZEN PATROL UNIT:

The Citizen Patrol Unit volunteered a total of 192 hours; -0- hour(s) in training, 14 hours in administrative duties, 146 hours on patrol, -0- hours in community service, and 32 hours of miscellaneous duties.

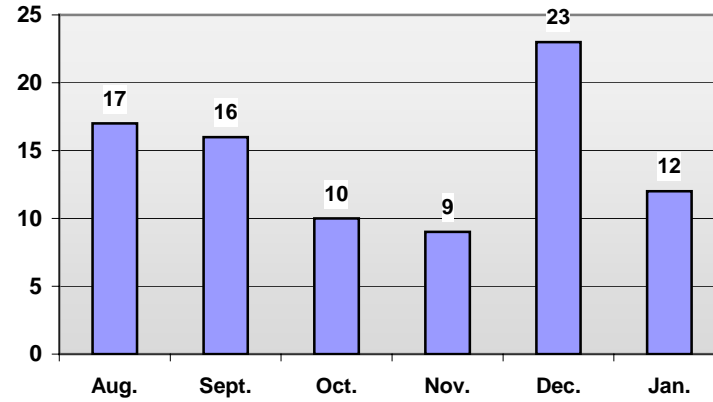
**Twentynine Palms
Aug. 2004 to Jan. 2005**



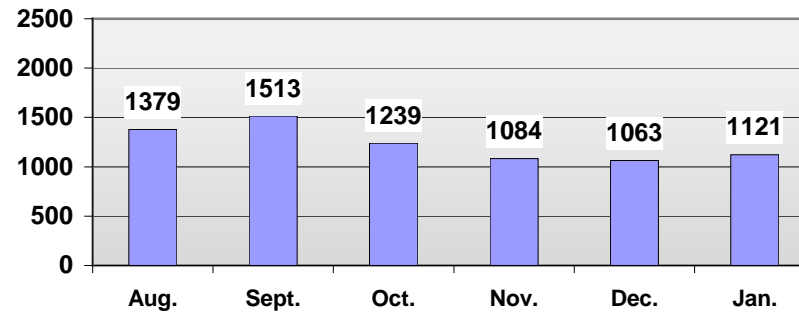
Twentynine Palms Citations



Twentynine Palms Accidents



Twentynine Palms Calls For Service





STAFF REPORT

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To: City Council via City Manager
From: Community Development Director
Date: February 22, 2005
RE: **PC 04-54**

General Plan Amendment from applicant Sunwest Development Inc., for change of zoning from General Commercial (CG) to Multi-family Residential (RM) for 4.6± acre parcel located at the northeast corner of El Paseo Drive and Bagley Avenue (APN 618-292-09).

RECOMMENDATION: Adopt Ordinance No. 193

BACKGROUND: At the February 8, 2005 meeting, Council held a public hearing and took action to introduce Ordinance No. 193, changing the zoning designation for the above reference parcel as requested by the applicant.

Attachments

- Draft Ordinance No. 193

As directed by Council, the matter is brought back at this time for adoption. If adopted, the Ordinance becomes effective in thirty days, March 22, 2005.

Staff recommends that Council adopt Ordinance No. 193.



STAFF REPORT

February 22, 2005

To: City Council via City Manager
From: Finance Director
Subject: Article 8 Claim

Attachments

Claim Form
Financial Reporting Form
Project Listing

RECOMMENDATION

The City Council authorize the filing of a Local Transportation Fund (LTF) Article 8, Local Streets and Roads Claim in the amount of \$469,403.

DISCUSSION

Annually, the City is allocated Local Transportation Funds to accomplish various street projects within the City. These funds can be used for a variety of street and road purposes, including widening streets or installing curbs, gutters and sidewalks or bikeways. This makes them more versatile than gas tax funds. The San Bernardino Associated Governments (SANBAG) administers the funds, and sends out application forms to the Cities each year. City Council approval of the application is required. Staff has prepared the application for the Council to review.

BACKGROUND

The LTF is financed by a .25% sales tax. The funds go through the state, the county, SANBAG and the MBTA before some of it filters down to the City. The funds are referred to as "Article 8". The Council will probably recall that we just applied for fiscal year 2004 Article 8 funds last month. That claim was late, because of a mix-up with SANBAG in obtaining the forms. The claim was submitted and SANBAG is in the process of issuing a check. The current application (F.Y. 2005) is earlier than prior years, so we will get over \$900,000 within about a four month period.

ORDINANCE NO. 193

AN ORDINANCE OF THE CITY OF TWENTYNINE PALMS CHANGING ZONING OF THE PARCEL IDENTIFIED AS APN 618-292-09 FROM GENERAL COMMERCIAL (CG) TO MULTI-FAMILY RESIDENTIAL (RM)

THE CITY COUNCIL OF THE CITY OF TWENTYNINE PALMS, CALIFORNIA, DOES ORDAIN AS FOLLOWS:

SECTION 1. Findings:

Because of the proximity of the site, in relation to existing and planned multi-family residential development, the City finds that changing the zoning designation from General Commercial to Multi-family Residential is consistent with the intent of the goals and policies of the General Plan; and

The City finds that the proposal meets or exceeds standards established in the Development Code with regard to parking, public improvements and design, and approval will therefore result in an appropriate and desirable development; and

The change of zoning and associated development includes reasonable controls and standards to ensure compatibility with other established uses; and

The change of zoning provides reasonable property development rights while protecting environmentally sensitive land uses and species; and

The change of zoning ensures protection of the general health, safety, and welfare of the community.

SECTION 2. Effective Date

This ordinance shall become effective on the thirtieth day following its adoption.

SECTION 3. Amendment of Zoning Map

Upon the effective date of this Ordinance, the zoning designation as shown on the City's General Plan Land Use/Zoning Map, for the parcel identified as APN 618-292-09 shall be changed from General Commercial to Multi-family Residential.

PASSED AND ADOPTED this 22nd day of February 2005.



Staff Report

Attachments: Eligible Proposal List

FEBRUARY 22, 2005

TO: CITY COUNCIL AND CITY MANAGER

FROM: COMMUNITY SERVICES DIRECTOR

SUBJECT: SELECTION OF A COMMITTEE TO DEVELOP A PRIORITY LIST OF COMMUNITY DEVELOPMENT BLOCK GRANT PROPOSALS

RECOMMENDATION

The City Council select a committee to prioritize the submission of eligible Community Development Block Grant Projects for allocation of funds for 2005-2006.

BACKGROUND

Annually, the County of San Bernardino requests applications for use of Community Development Block Grant (CDBG) funds within the City of Twentynine Palms. Various community or governmental organizations throughout the City submit applications for CDBG funds. The deadline for submittal of applications for 2005-2006 was in December of 2004.

All projects are sent to the Economic and Community Development Department (ECD) and are reviewed for validity, and meeting application guidelines. Once reviewed, all projects that are deemed acceptable by ECD are sent back to the City for funding prioritization. The City received the Community Development Block Grant Projects the second week of February.

A workshop will be held prior to the February 22, 2005, City Council meeting to allow the entire Council to hear all the project proposals. Staff is inviting the City Council to submit a prioritized list to staff, listing their projects in order and the amount of funds allocated toward that project. Also, staff is asking Council to appoint two Councilpersons to form and sit on a committee with staff, to prioritize the lists and make a recommendation for funding to the City Council at the March 8, 2005, regular City Council Meeting.

The Economic and Community Development Department has indicated that the City should receive approximately \$164,000.00 to allocate toward projects in Twentynine Palms. Of the \$164,000, approximately \$24,600 can be awarded to Community Service Projects. The \$164,000 is \$10,000 less than the prior two years. The ultimate funding decision for use of the Community Development Block Grant funds within the City, will be determined by the City Council.

Once City Council prioritizes the CDBG projects for funding, the projects are sent to the County Board of Supervisors for their approval in April, with funds becoming available in July.

The eligibility list, which gives a brief summary and project cost of each application are attached. Copies of the actual applications are available for review in the Council's office.

Respectfully submitted,

Randolph Councill
Community Services Director



STAFF REPORT

February 22, 2005

To: City Council
From: Acting City Manager
Subject: Televising Planning Commission Meetings

RECOMMENDATION

The City Council authorize staff to arrange for the video recording and televising of Planning Commission meetings.

BACKGROUND

Council Member Klink, at the last meeting, requested an item be added to the agenda to broadcast Planning Commission meetings.

Staff called Pro Video, the company that records the City Council meetings for television. They will record the Planning Commission meetings for the same price. The cost for the rest of this fiscal year would be about \$400, which can be absorbed in the current year budget. Members of the finance committee have been consulted and have consented to this additional expense.

If approved, the Planning Commission meeting of Tuesday, March 1 would be recorded, and televised on Wednesday, March 2 at 7:00 pm, and again Sunday, March 6 at 1:00 pm.