



# City of Rialto

## Legislation Text

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For Transportation Commission Meeting [October 2, 2019]

TO: Honorable Chairperson and Commission

APPROVAL: Sean Grayson., Acting Public Works Director

FROM: Azzam Jabsheh, PE, TE - Associate Civil Engineer

### **Revised Focused Traffic Impact Analysis - Warehouse Development on Maple Avenue at Vineyard Avenue.**

#### **(ACTION ITEM)**

#### **BACKGROUND:**

The 1<sup>st</sup> TIA was submitted on September 24, 2018. On October 10, 2018 a revised 2<sup>nd</sup> TIA was submitted along with a response matrix to address review comments made. The project proposed was a warehouse development with a total of 382,018 square feet. Proposed completion was estimated to be 2020. In December of 2018, the Transportation Commission considered the project and gave approval, with conditions, although there was considerable discussion of approving projects prior to annexation and warehouse projects in residential areas. Subsequent to that approval, the project was heard at the EDC, Planning Commission and Council levels and was rejected. The project applicant has made modifications to the project and has now eliminated all traffic using Maple Avenue to access the site. On August 21, 2019 a third TIA was submitted that eliminated traffic onto Maple Avenue. All traffic, both passenger vehicles and trucks will use Vineyard Avenue from Locust Avenue to access the site. Two (2) driveways remain to Maple Avenue but will be locked and have Knox boxes for emergency and fire use only. The proposal considered by DRC in March of 2019 (after the first Transportation Commission action) was for a warehouse slightly larger at 387,182 square feet, however the current (August 21, 2019) traffic analysis is using the original 382,018 square feet. The description in the 4<sup>th</sup> TIA says three (3) driveways onto Vineyard Avenue but the included site plan shows the third being a long driveway to passenger vehicle parking on the south side of the project. The plans lack dimensions to determine the driveway width, driveway approach widths or depth of the truck dock area. It is not clear if the access driveway is wide enough for two-way traffic.

The **site location** is shown on **Page 2 of the TIA in Figure 1**, which is included as **Attachment 1**, while the **site plan** is shown on **Page 4 in Figure 2 of the TIA**, which is included as **Attachment 2**. There are at least three (3) different site plans. In the 2<sup>nd</sup> TIA the building proposed 48 dock doors and 43 trailer stalls. In the DRC submittal, the project proposed 45 dock doors and 39 trailer spaces. In the 3<sup>rd</sup> and 4<sup>th</sup> TIA the proposal is 37 dock doors and 31 trailer spaces. The DRC saw a building showing 387,182 square feet while both current TIA's show the building at 382,018 square feet. The location of the Vineyard Avenue cul-de-sac is also shown from ½ on the project site to entirely on the project site in 3<sup>rd</sup> and 4<sup>th</sup> versions. It is not clear if dedication will be made for the cul-de-sac and that

it will be to City standards. In the current version of the site plan, a portion of the passenger car parking must use the third driveway and long access drive past the truck dock loading area to reach the remote parking at the southwest corner of the site. As the office is on the northwest corner of the building, this parking would require path of travel that is ADA compliant all the way to the office portion of the building.

The current layout is for two (2) driveways onto Maple Avenue and three (3) driveways on Vineyard Avenue (with a proposed cul-de-sac east of Locust Avenue). The Maple Avenue driveways are proposed emergency access only and are proposed to be gated and locked. On Vineyard Avenue the center driveway will be used for trucks while the northerly and southerly driveways are for cars only. All project traffic will use Vineyard Avenue and these three (3) driveways to access the project. Driveways are not dimensioned but shown with radius returns. There is only minor separation between the central and southerly driveway. The west side of Maple Avenue and its southerly cul-de-sac are not yet developed but will be conditioned as a part of this project. The Vineyard Avenue cul-de-sac bulb are yet to be developed with curb, gutter and sidewalk, which also will be required as a part of this project. The north side of Vineyard Avenue has a recently constructed warehouse from Locust Avenue easterly that was reviewed by the Transportation Commission and has constructed the north side of Vineyard Avenue to the west property line of this project. The warehouse project at the northwest corner of Casmalia Street and Linden Avenue was successful in vacating Maple Avenue from their north property line south to Casmalia Street. A public utility easement exists as there is a major storm drain in Maple Avenue that connects to the Highland Channel north of SR-210.

The trip impacts were estimated using data from ITE land use 150 - Warehouse - 9<sup>th</sup> Edition. Trips are shown on **Page 19 Table 3 of the TIA**, which is included as **Attachment 3**. Project daily trips from this development are estimated at 2,280 trips with the AM/PM peak hour being 191/206 PCE trips. This remains unchanged from the first review done in December of 2018.

Traffic and intersection counts provided were collected in June and August 2018 making them over 12 months old. This project was to DRC for review on March 27, 2019.

This site is in a County island that is being annexed by the City. It is referred to as Annexation Island #4 and this proposed use would require a zone change and general plan amendment to allow rezoning from single family residential to planned industrial development for this project to proceed. It appears the City will be the lead agency in the rezoning as the area is proposed to be annexed into the City of Rialto. Maple Avenue is identified as a Secondary Arterial in the City General Plan from just south of Norwood Avenue to its northerly limits. Maple Avenue from just south of Norwood Avenue south to Casmalia Street was deleted from the circulation system during the construction of the warehouse at the northwest corner of Linden Avenue/Casmalia Street. The northerly connection of Maple Avenue to Locust Avenue is not yet dedicated and the residents have not been cooperative with efforts to secure the right of way and make it a public roadway. This leaves a gap of approximately 775 feet between the north end of Maple Avenue and the connection back to Locust Avenue. There will also be a gap of 663 feet from south of Norwood Avenue to Casmalia Street. The proposed cul-de-sac shown for the southerly terminus of Maple Avenue is offset to the west as no right of way was obtained from adjacent properties.

The TIA identified four (4) intersections operating at an unacceptable LOS in 2020 with the project and cumulative projects. No roadway segments would exceed capacity in 2020 with cumulative

traffic.

### **ANALYSIS/DISCUSSION:**

The TIA analysis used 9<sup>th</sup> Edition ITE trip rates for the anticipated land use as directed by the City to maintain consistency with the Renaissance Specific Plan Traffic Fee. The TIA analyzed forecast peak hour intersection operations to determine potential impacts on peak hour level of service for the anticipated 2020 opening year. The report uses the same opening year as it did approximately 10 months ago.

The TIA did include other proposed projects in the area and did show impacts at intersections that would be considered significant based on City policy. Impacts can be mitigated with improvements.

2020 traffic plus Project conditions indicates four (4) intersections impacted by this development when combined with cumulative growth and background traffic growth (LOS E or F). These are shown on page 38 in Table 9 and page and page 41 Table 11. Beginning on page 51 and continuing through page 52 are the recommended improvements. Mitigations listed for Intersection #2 are not entirely consistent with the Feasibility Study Report for the Alder/SR-210 interchange improvements. Project traffic will use both ramps to SR-210, the bridge and the intersection of Alder Avenue/Casmalia Street. However, the total cost of improvements at the SR-210 are consistent with the Feasibility Study Report the City has with Caltrans and represents a fair share of total costs. At intersection #5, Locust Avenue at Casmalia Street, it is not entirely clear how the second eastbound left turn lane would be created for \$50,000. The north curb is at ultimate and the median island exists. It appears the south curb would require relocation including relocation of drainage and signal improvements to create two (2) eastbound left turn lanes and two (2) through lanes. Again, \$50,000 seems to be an underestimate. The improvements would include relocation of two (2) signal poles, the removal and reconstruction of a catch basin, relocation and reconstruction of approximately 400 feet of curb and gutter as well as pavement widening to create sufficient room for an additional left turn lane. There is currently a project proposed for the southwest corner of Casmalia Street at Linden Avenue (3 warehouses) but it has not indicated a need to make additional dedication for the additional left turn lane. All traffic, both passenger vehicles and trucks will use Vineyard Avenue from Locust Avenue to access the site, therefore the construction of the Traffic signal at the intersection will improve safety and orderly movements of traffic.

The TIA proposed mitigation of the impacts is with the payment of fair share payments of \$167,114 and construction of adjacent street improvements. The majority of the difference is at intersection #5 and #7. The addition of an additional turn lane and signal modifications will likely exceed the estimated \$50,000 and it is not clear why intersection #7 changed from adding a west bound through lane at \$110,000 to only a \$30,000 overlap for eastbound right turns. The improvements and fair share costs are shown on **page 55 in Table 19**, which are included as **Attachment 4**. Staff would suggest that the fair share for intersection #2 is correct at \$151,451 but intersection #5 (Locust Avenue at Casmalia Street) would be 27.1% of \$136,200 or \$36,910.00 and for intersection #7 (Ayala Drive at Casmalia Street) 7.1% of \$110,000 or \$7,810.00 for a total fair share of **\$196,171.00**. The fair share will be in addition to City's other Traffic Development Impact Fees.

It appears the project requires a general plan amendment and zone change to allow warehousing to be constructed in a residential area. While the project is in a County island, the City is considering annexation and will control land use. If approved, Vineyard Avenue will not extend easterly to Maple

Avenue and connect with existing sections of Vineyard Avenue to the east. All access to the site will be from Vineyard Avenue from Locust Avenue.

### ***Conclusion***

Staff was provided the first version of the TIA for this Project on September 24, 2018. The second version of the TIA was submitted on October 10, 2018 along with a response matrix. A third version was submitted August 26, 2019 and a 4<sup>th</sup> TIA was submitted September 4, 2019. This project will be conditioned to complete roadway improvements adjacent to the project site as well as the cul-de-sac of Maple Avenue. Intersections studied are projected to operate at LOS D or better with improvements. The TIA concludes that payment of fair share fees along with other traffic impact fees and construction of site adjacent roadway improvements are adequate mitigation measures. Staff arrived at different fair share contributions based on estimated construction costs for creation of an additional lane at Locust Avenue/Casmalia Street and Casmalia Street/Ayala Drive.

The project is inconsistent with zoning and the General Plan. A General Plan Amendment and zone change will be required to allow this proposed project to proceed.

### **RECOMMENDATIONS:**

Staff requests that the Transportation Commission:

- Set final conditions and recommendations related to approval.
- Require Vineyard Avenue east of Locust Avenue be constructed (completed) prior to occupancy of this project
- Require the developer to prepare plans and estimate for the creation of the second eastbound left turn lane at Casmalia Street and Locust Avenue.
- Accept a fair share contribution of \$196,171.00 (staffs estimate), construction of site adjacent improvements and payment of applicable development impact fees as adequate mitigation.
- Continue the recommendations from the last Transportation meeting for the installation of the Traffic Signal at the intersection of Locust Avenue and Vineyard Avenue.
- Make recommendation to the City Council.