

Memorandum

To: Mike D'Onofrio, Director of Community Development
From: Steven M. Saunders, Director of Public Works/Village Engineer
Date: March 10, 2015
Re: Review of Engineering, Infrastructure, and Traffic Study – Proposed One
Winnetka Planned Development

The Village has received an application for preliminary approval for a Planned Development (PD) at 511-515 Lincoln Avenue from Stonestreet Partners to construct a mixed-use apartment/retail building with dedicated underground parking; a public plaza and underground commuter parking garage in the Lincoln Avenue right-of-way; replacement of an existing Village surface parking lot at 710 Elm Street; and construction of underground public parking.

The Village's engineering staff has reviewed the preliminary application to determine what standards, requirements, and utility impacts must be evaluated and met by the applicant prior to receiving final approval of the development. The Assistant Village Engineer has provided the attached comments. It should be noted that this project will be subject to all of the requirements of **both** the MWRD's Countywide Watershed Management Ordinance **and** the Village's stormwater management and drainage requirements.

The engineering staff has also reviewed the traffic and parking study prepared for the applicant by KLOA, Inc. KLOA has opined that the development will not result in adverse increases in traffic or parking congestion in the area. However, there are some questions raised by the traffic study that need to be addressed by the applicant.

1. Pedestrians. While the traffic counts include pedestrian information, the counts were taken to coincide with the vehicular peak hours. It is likely that the peak pedestrian hour coincides with hours when the businesses are open (see the peak parking demand, for example). Additional pedestrian observations should be taken to ascertain peak pedestrian conditions, and to analyze traffic conditions during peak pedestrian periods. Further, the report does not make any conclusions or recommendations pertaining to pedestrian conditions at or in the vicinity of the development.

2. Accident analysis. The traffic analysis evaluates traffic crash statistics but does not include an analysis of the crashes that occurred. The analysis also does not identify if any of the traffic crashes involved pedestrians or bicycles. Further analysis should be completed.
3. Traffic analysis. The traffic analysis relies on reductions in development-generated trips due to the presence of public transportation. This should be investigated and further documented as it may or may not be applicable to a low-density outer suburb such as Winnetka. The report includes an estimate that the traffic volumes are “conservative” because the existing traffic at the current parking lot was left in the counts. However, the current building is somewhat under-developed as a retail presence, so it is likely that most of the traffic using the Elm Street parking lot is not development-related, therefore it may not be accurate to consider this a “conservative” estimate. Further discussion should be provided regarding the LOS D for the Lincoln Avenue egress drive from the underground parking lot, and whether there are mitigation steps that should be evaluated.
4. Parking. There is an analysis on p. 30 of the current parking requirements for the development. Are these truly current given recent ordinance changes? Similar to the traffic analysis, there is a TOD-related reduction of parking for the residential portion of the development – is this a reasonable application for Winnetka? On p. 31, there is a discussion of the benefits of car-share spaces, for services such as Zip Car. How many car-share spaces are proposed? How many should be proposed? There is also a discussion of parking best practices but no indication of which practices are being implemented, or to what extent.

Please let me know if you have any questions.

Memorandum

To: Mike D'Onofrio, Director of Community Development
From: Steven M. Saunders, Director of Public Works/Village Engineer
Date: June 18, 2015
Re: Review of Engineering, Infrastructure, and Traffic Study – Proposed One
Winnetka Planned Development: REVISED PROPOSAL

The Village has received an application for preliminary approval for a Planned Development (PD) at 511-515 Lincoln Avenue from Stonestreet Partners to construct a mixed-use apartment/retail building with dedicated underground parking; a public plaza and underground commuter parking garage in the Lincoln Avenue right-of-way; replacement of an existing Village surface parking lot at 710 Elm Street; and construction of underground public parking.

The Village's engineering staff has reviewed the preliminary application to determine what standards, requirements, and utility impacts must be evaluated and met by the applicant prior to receiving final approval of the development. It should be noted that this project will be subject to all of the requirements of **both** the MWRD's Countywide Watershed Management Ordinance **and** the Village's stormwater management and drainage requirements.

The engineering staff has also reviewed the traffic and parking study prepared for the applicant by KLOA, Inc. KLOA has opined that the development will not result in adverse increases in traffic or parking congestion in the area. Staff raised several questions to be addressed by the applicant, and the applicant has provided a memorandum dated June 4, 2015 summarizing their response to these questions. The questions/comments and responses are shown below:

1. Pedestrians. While the traffic counts include pedestrian information, the counts were taken to coincide with the vehicular peak hours. It is likely that the peak pedestrian hour coincides with hours when the businesses are open (see the peak parking demand, for example). Additional pedestrian observations should be taken to ascertain peak pedestrian conditions, and to analyze traffic conditions during peak pedestrian periods. Further, the report does not make any conclusions or recommendations pertaining to pedestrian conditions at or in the vicinity of the development. **Response: While it is true that pedestrian volumes could be higher during the 12:00 Noon hour, traffic volumes are**

typically much lower (40 to 50 percent lower) during this time than during the morning and evening peak hours. As such, the impact to pedestrian traffic is much lower at other times. In order to make crosswalks more visible, the provision of high visibility continental style crosswalks should be considered at the intersection of Lincoln and Oak. Also, as indicated in the staff memo, the brick crosswalk at the intersection of Elm and Lincoln should be reconstructed as part of the project. This type of treatment will also provide a high visibility crosswalk that will enhance pedestrian safety.

2. Accident analysis. The traffic analysis evaluates traffic crash statistics but does not include an analysis of the crashes that occurred. The analysis also does not identify if any of the traffic crashes involved pedestrians or bicycles. Further analysis should be completed. **Response: When KLOA, Inc. was conducting the traffic study, accident data differentiating the type of accidents at the studied intersection was requested. However, at the time, the Village did not have the time or manpower available to provide such detailed data. We subsequently received this data and based on this additional information, over a five year period (2009 to 2013), there were only two accidents involving a pedestrian at the intersection of Green Bay Road and Elm Street (one in 2009 and another in 2012) and two accidents involving a bicyclist at the intersection of Oak Street and Green Bay Road (one in 2009 and another in 2010). No fatalities were reported at any of the intersections.**
3. Traffic analysis. The traffic analysis relies on reductions in development-generated trips due to the presence of public transportation. This should be investigated and further documented as it may or may not be applicable to a low-density outer suburb such as Winnetka. The report includes an estimate that the traffic volumes are “conservative” because the existing traffic at the current parking lot was left in the counts. However, the current building is somewhat under-developed as a retail presence, so it is likely that most of the traffic using the Elm Street parking lot is not development-related, therefore it may not be accurate to consider this a “conservative” estimate. Further discussion should be provided regarding the LOS D for the Lincoln Avenue egress drive from the underground parking lot, and whether there are mitigation steps that should be evaluated. **Response: The reduction used in the traffic study to take into account the use of public transportation is based on Census data for Winnetka within a 1/4 mile radius from the train station. Attached to this response letter is a copy of the Census data summary compiled by the Center for Transit Oriented Development. With regards to the statement in the traffic study that the traffic volumes are conservative because the existing traffic at the current parking lot was left in the counts, we offer the following:**

Based on information provided to us by Staff, at the time the traffic study was being conducted there were nine vacancies within the East Elm Street District with five of those located within the proposed development. As such, the majority of the vacancies will be occupied by the proposed development

To account for background growth and the rest of the vacancies, the existing traffic volumes were increased by 1.5 percent per year for six years (a total of nine percent growth). This growth factor was based on data provided by the Chicago Metropolitan Agency for Planning (CMAP) Year 2040 population and employment forecast.

Lastly, the LOS D stated in the traffic study for the Lincoln Avenue egress drive from the proposed underground parking lot was a typo. The correct level of service is B and not D.

4. Parking. There is an analysis on p. 30 of the current parking requirements for the development. Are these truly current given recent ordinance changes? Similar to the traffic analysis, there is a TOD-related reduction of parking for the residential portion of the development – is this a reasonable application for Winnetka? On p. 31, there is a discussion of the benefits of car-share spaces, for services such as Zip Car. How many car-share spaces are proposed? How many should be proposed? There is also a discussion of parking best practices but no indication of which practices are being implemented, or to what extent.

Response: At the time the traffic study was conducted, the ordinance did not require parking for the retail portion of the development. Since then, the ordinance has changed and based on our understanding the new plan (71 apartments and 40,250 square feet of retail) would require the following:

- 116 parking spaces for the apartments
- 64 parking spaces for the retail

Based on a review of the new plan, the development will provide 116 parking spaces for the residents in an underground parking garage. For the retail component of the development, the plans call for replacing the existing 62 parking spaces on the Elm Street Parking Lot and provide an additional 54 public parking spaces within this lot. Furthermore, an additional 59 public parking spaces will be located within underground parking garage. Taking into account some of the losses and gains on on-street parking spaces, the development will be providing an approximate net gain of 99 public parking spaces which is more than adequate to accommodate the required 64 parking spaces for the retail component.

The TOD related reduction was based on Census data for Winnetka within a 1/4 mile of the train station which indicated that auto ownership of rental units within 1/4 mile of the train station is 1.05 vehicles and auto ownership of owned homes within 1/4 mile of the train station is 2.09 vehicles. This is consistent with parking data of other communities/areas within close proximity to a train station. Lastly, the development will explore providing enclosed, secure storage facilities for 2 bicycles, unbundling parking by separating parking costs from unit leases and providing car sharing spaces.

After reviewing the applicant's responses, the revised proposal appears to satisfy the Village's current development-related parking requirements.

There are, however, still some areas that need to be further addressed. First, while the applicant did receive additional details on traffic crash data, and the applicant has identified the number of bicycle-involved accidents (two) and pedestrian-involved accidents (two), no details or analysis of these accidents, or other accidents not involving pedestrians or bicycles, was performed to determine whether or not there are causal factors that can be addressed or improved by the development. This is particularly true of any accidents occurring along Lincoln Avenue adjacent to the development site and at its intersections with Elm Street and Oak Street, and along Elm Street adjacent to the development site. Collision diagrams and analyses should be performed.

Second, the applicant should also analyze and evaluate whether post-development conditions would result in satisfying the Manual on Uniform Traffic Control Devices (MUTCD) warrants for multi-way stop control at the intersection of Lincoln Avenue and Oak Street.

Third, the applicant should provide, prior to final development approval, a dimensioned and detailed plan for the Lincoln Avenue roadway/public plaza that shows roadway dimensions, turning radii, striping, and signage details. Particular care should be taken to properly stripe the public plaza area to effectively delineate roadway areas, travel lanes, and pedestrian areas.

Fourth, the applicant should provide, prior to final development improvement, detailed and dimensioned plans for the entrance area to the east parking lot, showing streetscape materials, dimensions, turning radii, striping, and signage details.

Finally, the applicant should provide, prior to final development approval, detailed and dimensioned plans for the intersection of Lincoln Avenue with Elm Street,

showing streetscape materials, dimensions, striping and signage details, and turning radii.

All designs shall conform to the Village's Public Works and Engineering Design Guidelines, the Village's approved Streetscape Material palette, the MUTCD, the Institute of Transportation Engineers Traffic Engineering Handbook, 6th Ed., and AASHTO's Policy on Geometric Design of Highways and Streets, 6th Ed., as applicable.