

CITY OF ATLANTIC BEACH

PARKING AND PEDESTRIAN SAFETY ADVISORY RESOUORCE COMMITTEE MEETING

**RECOMMENDATION FOR PRESENTATION TO THE CITY OF ATLANTIC BEACH CITY
COMMISSION TO RECONFIGURE PUBLIC PARKING AT THE 18TH STREET BEACH ACCESS**

AGENDA ITEM: Recommendation to the City of Atlantic Beach City Commission to direct City staff to reconfigure public parking at the 18th Street beach access.

SUBMITTED BY: Michael Tari, Co-Chair – PPSARC

REPORT DATE: 4th of February 2019

BACKGROUND: The Parking and Pedestrian Safety Advisory Resource Committee (PPSARC) is charged with evaluating and making recommendations to improve pedestrian safety within the City. Its primary focus is to make the streets of Atlantic Beach safer. In this effort the committee has made every effort to insure its recommended actions in safeguarding the public created a minimum impact on both access to our beaches and the integrity and character of Atlantic Beach neighborhoods.

At the regularly scheduled 15 November 2018 meeting of the Atlantic Beach City Commission the PPSARC's recommendation to reconfigure parking on 18th Street to establish a pedestrian pathway along the North side of the street and change the present "nose-in" parking to parallel with a resulting loss of approximately 20 parking spaces.

The staff report submitted at that same meeting agreed a pathway was desired but noted anticipated problems associated with the parallel parking in general and loss of public parking spaces.

The Commission sent the recommendation back to the PPSARC with instructions to: 1) Reconsider parking with no net loss of parking in the 18th Street area. 2) Consider feasibility of sidewalk on either side of the street. 3) Consider no parallel parking on the

north side if street remains a two way street. 4) If recommendation reduces parking spots from 18th St., identify equal number of “new” parking spaces in the area. “New” spots would not include those currently designated as parking. 5) Parking across the street on Saturiba can be considered “new”. 6) Consider the possible calming effect of paid parking. 7) Consider traffic calming devices such as speed bumps and additional signage on 18th.

Members of the PPSARC and its 18th, 19th, and 20th St Sub-committee participated in a Commission sponsored “workshop” as well as regular meetings of both the full PPSARC and the sub-committee. In addition to comments made by the public during these meetings, e-mails and other correspondence received by the PPSARC either directly or from Commission members and staff were reviewed.

Public comments included anecdotal evidence of vehicles backing out of the nose-in parking striking and killing a pet, striking children, narrowly missing darting children in the traffic throughway, and vehicles ignoring the stop signs at the four-way stop on 18th and Seminole. These comments further affirmed the PPSARC’s initial findings that the present configuration of 18th street poses potentially serious threats to pedestrians.

As documented in Attachment (1), the PPSARC compared the parking inventory compiled by its members shortly after the inception of the committee with the parking inventory used by Olsen Associates in ascertaining Beach Re-nourishment funding. That comparison reflects the Olsen data did not accurately document the presence of at least 72 marked Public Access parking spots between 2nd and 20th Street.

After reviewing the data, it was clear to PPSARC members the removal of 20 parking spaces on 18th St to accommodate its initial parallel parking recommendation would not adversely affect the Beach Re-nourishment contract. Members of the committee expressed concern that Duval County may be paying a disproportionate share for the re-nourishment based upon the “non-counting” of the actual public parking spots in the City.

While the committee’s recommendation to remove 20 parking spaces from the Atlantic Beach inventory could be seen as

an attempt to limit public access to our beautiful beaches that as not and has never been either the intent or the desire of the committee. As with our recommendation to relocate the shower from the NW corner of Beach Ave. and 18th, our primary concern was to address serious safety considerations while leaving staff flexibility in implementing our recommendations. The Commission's request that the committee revisit this issue and assist in the identification of alternative parking therefore, was most welcome. The results of our deliberations are reflected below.

The PPSARC's initial parking inventory identified existing AND POTENTIAL parking spots throughout the City. Without accurate property descriptions reflecting the existing right-of-ways, possible waivers and with the ongoing re-write of the Parking Ordinance in progress, the PPSARC felt staff would be better able to identify parking in multiple areas of the city to offset the loss proposed.

There may be other historical information not presented in this chronology and not available at the time of the drafting of this report.

JUSTIFICATION:

The "Justification" portion of Attachment (2), the previously provided recommendation to reconfigure parking on 18th Street, remains valid and is even more relevant when considering the latest anecdotal evidence concerning hits and near misses of pedestrians and pets by vehicles on 18th St. While respectful of the staff's concerns relating to parallel parking, as over half of the existing parking in Atlantic Beach is parallel, the PPSARC believes the safety issues associated with nose-in or diagonal parking specifically along 18th street outweigh these concerns.

While we had no reported instances where the congestion experienced on 18th St seriously impacted the ability of emergency vehicles to respond either to the beach access or the neighboring communities between 17th and 19th the committee is aware of at least one instance where emergency vehicles had improperly parked vehicles prevent them from taking the most direct route to the emergency.

In response to the specific concerns of the Commission which prompted it to send the committee's recommendation back for further review, the following is provided:

1. *No Net Loss in the "18th St" area*

Attachment (3) is a listing of suggested "new" parking between 2nd St. and 20th and identifies 95-114 spaces. With the exception of parking at Waters Park and on the triangular lot between 15th and Seminole, all spaces were within one block of Beach Ave and generally less than two blocks from any given beach access. Abundant "new" parallel parking is available on Saturiba from Seminole to Selva Grande to offset the recommended losses at 18th St however the PPSARC believes introducing parking on Saturiba could have a significant negative impact on neighborhoods adjacent to Saturiba.

2. *Sidewalk Placement*

Pathways solely on the south side or pathways crossing from north to south at Ocean Grove unnecessarily place pedestrians in the flow of traffic. With a paved width of approximately 47' and an additional 2-3' of unpaved space, pathways of 4' width could be placed on both south side of the street between Ocean Grove and Beach Ave. and nearly 6' wide on the north while still providing 20' minimum for two way traffic and parallel parking on both sides of the street. Should future budgets allow, construction of a low 2=3' retaining wall with seating and landscaping, would result in an additional 3-4' of width. The added width could be used to either widen the traffic lanes or create even wider pathways.

3. *No Parallel parking on North side if two-way*

Regardless of whether 18th is one way or two way, any configuration of nose-in or diagonal parking on 18th fails to address the fundamental safety issue resulting from beachgoers loading and off-loading their vehicles in the street. As noted above, even with pathways on both sides of the street, 18th will have wider two-way traffic lanes than present and also will have clearly defined pathways directing pedestrian traffic off the traffic lanes. If the Commission

determines one-way traffic is desired, the PPSARC suggests that traffic direction be from east to west. It is reluctant to endorse such an action however unless making 18th St one-way is a part of a City-wide re-orientation of streets.

4. *No Net Loss “in the area”*

The PPSARC had a definitional problem with this request. If the Commission defines “in the area” as anywhere in the City between Beach and Ocean, is the PPSARC’s contention that spreading the “new” parking throughout the city will result in minimal impact of neighborhoods already having public parking. The re-identification of nine “official use only” parking spaces as “public” will negate the necessity for nearly half of the non-park identified “new” spots and further minimize the impact of additional “new” parking on any given neighborhood.

If, instead, the Commission defines “in the area” as anything within 1/3 mile of the 18th St beach access, a re-design of parking at Waters Park, the park on Deweese and Coquina along with some of the identified “new” spaces between 17th and 20th will meet their request.

5. *“New” parking on Saturiba*

With a combined street width and right-of-way measurement of 100’, “new” parking along Saturiba could easily be designed to offset all of the “lost” spaces on 18th. The PPSARC is hesitant to recommend this as a viable alternative not only because of the potential negative impact on the adjoining neighborhoods but also because occupants from vehicle parking along Saturiba would need to cross over Seminole to get to the beach access. The PPSARC has both anecdotal and documented evidence of vehicles ignoring the stop signs at 18th and Seminole. This supports concerns by residents that the resulting increase in crosswalk traffic will give rise to an even greater risk of injuries resulting from drivers who “fail to stop.”

6. *Paid Parking impact*

The PPSARC has no specific information on what effect, if any, would result should the City initiate Pay-for-Parking for 18th

street. Statements from staff indicate other cities may have experienced lower volumes of traffic once Pay-for-Parking was instituted. Concerns expressed by citizens in the area are that Pay-for-Parking may result in less cars at any given time but more cars over the day as beachgoers leave when their time expires. It is the PPSARC's contention that Pay-for-Parking will have little if any impact on safety considerations at 18th St.

7. *Traffic calming devices/signage*

Traffic calming devices and signage have proven to be effective in traffic and pedestrian control. We believe their usage at 18th St to maintain separation of traffic and direct pedestrian traffic off the middle of the street is essential.

BUDGET:

Budgetary impact has not been determined at this time but is expected to be minimal. The primary expenses will be the remarking of parking spaces and defining pathways on both the north and south sides of 18th. Additional potential expenses include installation of "traffic delineators" (Attachment 4) down the center of 18th between Seminole and Ocean Grove and Ocean Grove and Beach and appropriate Pedestrian signage instructing them to stay on the pathways and off the street. Landscaping to include the center median, retaining walls as well as defining the pathways with permeable pavers could be incorporated in subsequent City budgets.

RECOMMENDATION:

The PPSARC recommends the City Commission adopt the following measures to improve the 18th St Beach Access area:

1. Create a public pathway on the north side of 18th St between Seminole Rd and Beach Ave. Initially reflective paint, curb stops, railroad ties, gravel, sand or any other readily available material could be used to define the walkway. Future budget cycles could create a more permanent permeable walkway with landscaping.
2. Create a similarly designed public pathway on the south side of 18th St. between Ocean Grove and Beach Ave.
3. Restripe with hi-visibility paint all parking on 18th St between Seminole Road and Beach Ave. to parallel parking.
4. Incorporate bicycle, motorcycle and scooter parking as space allows.

5. Dedicate one ADA van accessible parking space at the NW corner of 18th St and Beach Ave creating better sight lines at the intersection. Move the second existing ADA van accessible space to the 19th St. beach access parking.
6. Paint crosswalks connecting the beach access stairs to the newly created pathways on the north and south sides of 18th St. and use in-street signage to alert motorists to the potential for pedestrian/vehicle traffic interaction.
7. Place traffic delineators between Seminole and Ocean Grove and Ocean Grove and Beach Ave. on 18th to identify clearly defined east and west traffic lanes.
8. Place appropriate signage on delineators and at the base of the beach access stairway directing pedestrian traffic to use pathways.
9. Widen the stairs of the 18th St. beach access stairway and move the stairway back at least 8' from the curb and intersection.
10. Direct City staff, utilizing Attachment (3) and other available records to identify appropriate "new" parking spaces meeting the Commission's "no-net-loss" requirements.

ATTACHMENTS:

1. Parking Inventory Comparison
2. 24 September 2018 PPSARC recommendation
3. Possible "New Parking" locations
4. Example of traffic delineators

PRESENTATIONS:

Available on request

Olsen fm 2014 photos/Observations of PPSARC

Location	Reg	ADA	Official	Bike +/-	Beach Coverage
2 nd	2/0	0/0	0/0	0/0	-2 Overlapping coverage
3 rd	0/2	0/1	0/0	0/4	+4 Overlapping coverage
4 th	2/2	0/0	0/0	0/6	+1.5 Overlapping coverage
5 th	4/2	0/1	0/1	0/4	+1 Overlapping coverage
6 th	0/2	0/1	0/0	2/4	+3.5 Overlapping coverage
7 th (Ocean to Beach)	0/6	0/0	0/1	0/0	+7 Overlapping coverage
7 th (Ocean to E.Coast)	0/6	0/0	0/0	0/0	+6* Overlapping coverage
Adele Grage	17/21	0/1	0/0	0/4	+6 Overlapping coverage
Beach (7 th to Club)	0/14	0/0	0/0	0/0	+14 Overlapping coverage
10 th (to Ocean) ramp	10/14	0/0	0/0	18/8	+1.5** under revision for ADA
11 th	4/4	2/2	0/0	5/4	-.5 0
12 th	2/2	0/0	0/0	5/4	-.5 -33
13 th	1/0	0/1	0/0	5/4	-.5 -150'
14 TH	2/2	0/0	0/0	0/4	+1 -250'
15 TH	6/10	0/0	0/1	0/6	+6.5 -200'
Waters Park	11/25	0/0	0/0	0/0	+14 (+800')
16 TH	0/0	0/0	0/0	2/2	0 0
17 th (Deweese/Coquina)	2/5	0/0	0/1	0/0	+4 (+240')
18 th	48/49	0/2	0/2	9/6	+4.25 (+240)
19 th	16/14	0/0	0/2	7/6 2MC	+.75 (+50) 270' Overlap
20 th	5/5	0/0	0/0	2/4	+.5 +30'
TOTAL SPACES (2nd - 20th)	134/185	2/9	0/8	55/70 + 2MC	+72 MC = Motorcycle/Scooter

* Parking spaces routinely used during voting and Adele Grage functions

**Does not reflect leased parking spaces for condos on NE corner of 10th and Beach

**CITY OF ATLANTIC BEACH
PARKING AND PEDESTRIAN SAFETY ADVISORY RESOURCE COMMITTEE MEETING**

**RECOMMENDATION FOR PRESENTATION TO THE CITY OF ATLANTIC BEACH CITY
COMMISSION TO RECONFIGURE PUBLIC PARKING AT THE 18TH STREET BEACH
ACCESS**

AGENDA ITEM: Recommendation to the City of Atlantic Beach City Commission to direct City staff to reconfigure public parking at the 18th Street beach access.

SUBMITTED BY: John M. Stinson, Chair – P²SARC

REPORT DATE: 24th of September 2018

BACKGROUND: The Parking and Pedestrian Safety Advisory Resource Committee is charged with evaluating and making recommendations to improve pedestrian safety within the City.

Excluding public parking areas within the boundaries of Kathryn Abbey Hanna Park, the 18th Street beach access public parking is arguably the second largest public parking in Duval County, Florida.

As recently as 2012 and perhaps later, the public parking area at the 18th Street Beach Access was expanded by simple striping changes of parking spaces, adding some 10 or so additional parking spaces. Many of these added spaces are encroaching on legal boundaries and distance limitations to street intersections.

There is a misconception that the City of Atlantic Beach is required to provide the 50+ parking spaces at the 18th Street access to qualify for beach dune restoration funding awarded by the US Army Corp of Engineers. In fact, only 40 of these parking places are included in the calculation for beach dune restoration funding. Further, documents governing the beach dune restoration funding, appear to limit the number of qualifying parking spaces at any one beach access to a maximum of 25 spaces.

Present day configuration of parking is described as:

1. Seven (7) parallel parking spaces on the south side of 18th Street, between Ocean Grove Drive and Beach Avenue, aligned for eastbound traffic, and:
2. Forty-six (46) perpendicular parking spaces on the north side of 18th Street, between Seminole Road and Beach Avenue, aligned for either east or westbound traffic use.

There may be other historical information, not presented in this chronology and not available at the time of the drafting of this report.

JUSTIFICATION:

By the very nature of its creation and charge, the Parking and Pedestrian Safety Advisory Resource Committee, the P²SARC has focused many efforts on ensuring pedestrian safety, particularly when the interaction between pedestrians and cyclists comes in close proximity to vehicular traffic.

Using standard parking space dimensions, the street width between the parallel parking on the south side of 18th Street and the perpendicular parking on the north side of 18th Street inherently restricts the useable street to 19' or less between Ocean Grove and Beach Avenue. This width is less than what would be considered acceptable for a normal street.

This reduced width causes narrow traffic lanes and "too close for comfort" passage of vehicles when opposing traffic is encountered.

Consider also there is no sidewalk anywhere on 18th Street between Seminole Road and Beach Avenue or the beach access stairs and ramp. Without any sidewalk or offset whatsoever from the end of private property to the beginning of public parking, forces residents and visitors to use 18th Street as their "sidewalk" to get to the beach access stairs and ramp, further reducing the useable street width to something far less than the aforementioned 19'.

The current configuration causes problems such as blocked traffic on the entire street while vehicles and drivers are negotiating perpendicular parking, beach goers unloading beach items directly into the street in preparation for going to or returning from the beach, the beach access stairs empties directly onto the 18th Street and Beach Avenue intersection, and until the shower relocation is accomplished, bystanders are standing in the intersection waiting to use the shower.

The PPSARC has spent considerable effort and research into improving the 18th Street Beach Access are using the criteria of improving public safety, improving public access to the beach, to make no recommendation that would negatively affect beach dune restoration funding and that would not significantly shift traffic into other nearby neighborhoods.

Implementing the recommendations herein fits well within the visioning process completed by the City Commission earlier this year and contributes to improved safety for pedestrians and motor vehicle interactions and continues to provide ease of access to the beach.

BUDGET:

Budgetary impact has not been determined at this time but is expected to be minimal due to the primary expense being the delineation of a pedestrian walkway along the north side of 18th Street in this area. .

RECOMMENDATION:

The PPSARC recommends the City Commission adopt the following recommendations to improve the 18th Street Beach Access area:

1. Create a public walkway on the north side of 18th Street, between Seminole Road and Beach Avenue. Initially curb stops, railroad ties, gravel, sand or any other readily available material could be used to define the walkway, and future budget cycles could create a more permanent walkway of cement and curbing;
2. Restripe by painting all parking along 18th Street between Seminole Road and Beach Avenue to parallel parking;
3. Maximize bicycle, motorcycle and scooter parking as space allows;
4. Dedicate one “authorized vehicle” parking space at the southwest corner of 18th Street and Beach Avenue, creating better sight lines and minimizing the number of public parking spaces not served by the creation of a pedestrian walkway;
5. Dedicate one ADA van accessible parking space at the northwest corner of 18th Street and Beach Avenue, creating better sight lines at the intersection. Move the second existing ADA van accessible parking space to the 19th Street beach access parking;
6. Paint a crosswalk from the beach access stairway, across Beach Avenue, to the newly created pedestrian

walkway, and use in-street signage to alert motorists to the potential for pedestrian / vehicle traffic interaction;

7. Widen the stairs of the 18th Street beach access stairway and move the stairway back from the intersection at least 8' from the curb and intersection (this could be accomplished in a future budget cycle).

In the interest of full disclosure, the impact of these recommendations dictates an explanation. First, the demarcation of a pedestrian walkway and realignment of parking spaces results in a reduction of 15 spaces at this beach access. It is believed by the Committee that this would have limited to no impact on the area during off-peak times.

Of the 15 lost spaces, 2 spaces could be recaptured by the addition of motorcycle / scooter parking spots, reducing the loss to 14 spaces. Additionally, the reconfiguration would create an additional 10 bicycle spaces, resulting in a credit of 2.5 spaces, further reducing the lost parking to 11.5 spaces. The PPSARC believes it has identified more than enough spaces in nearby proximity that are not currently included in the beach dune restoration funding calculation, to offset the loss of the 11.5 spaces, thereby making the net impact to funding nonexistent.

These recommendations create safe paths to the beach for neighborhood and visitor pedestrians, enhances beach accessibility for resident bikers, minimizes the impact of parking on traffic flow, expands the width of 18th Street to more than 20' which is adequate for two-way traffic particularly if pedestrians aren't using streets for access, improves ADA access to the beach by adding an ADA parking spot where none exists today, and does not negatively impact beach dune restoration funding.

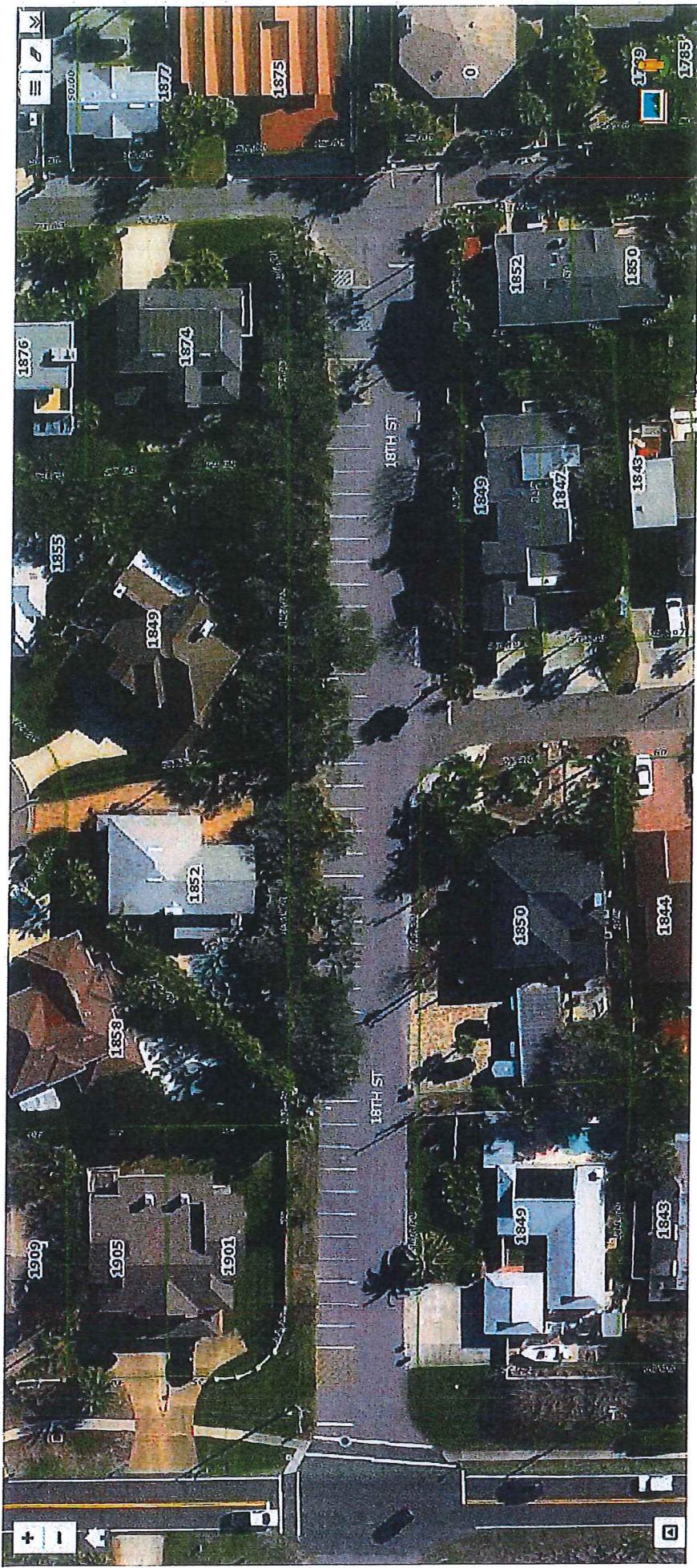
ATTACHMENTS: None at this time.

PRESENTATIONS: None at this time.

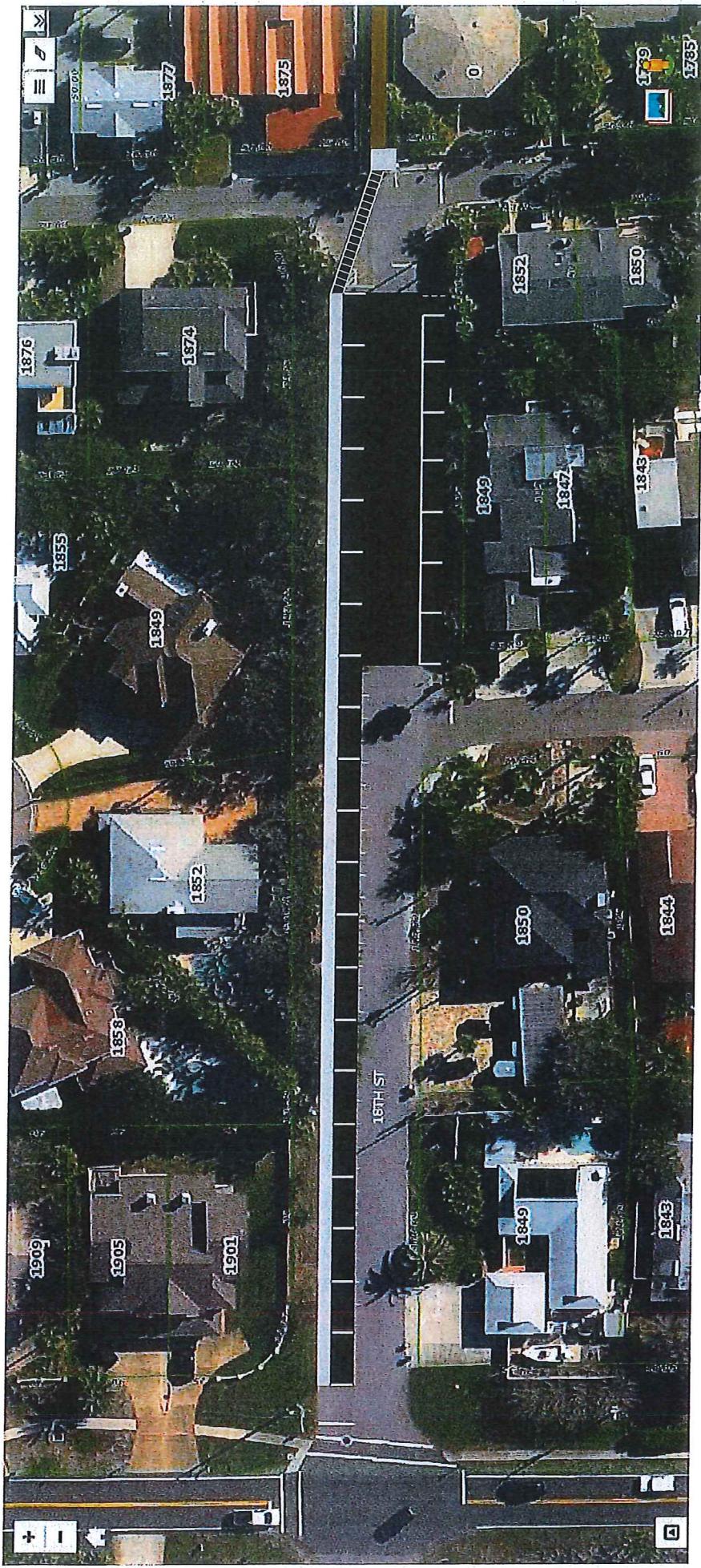
APPROVAL:

John M. Stinson, City Commission, Seat No. 2

Current Conditions

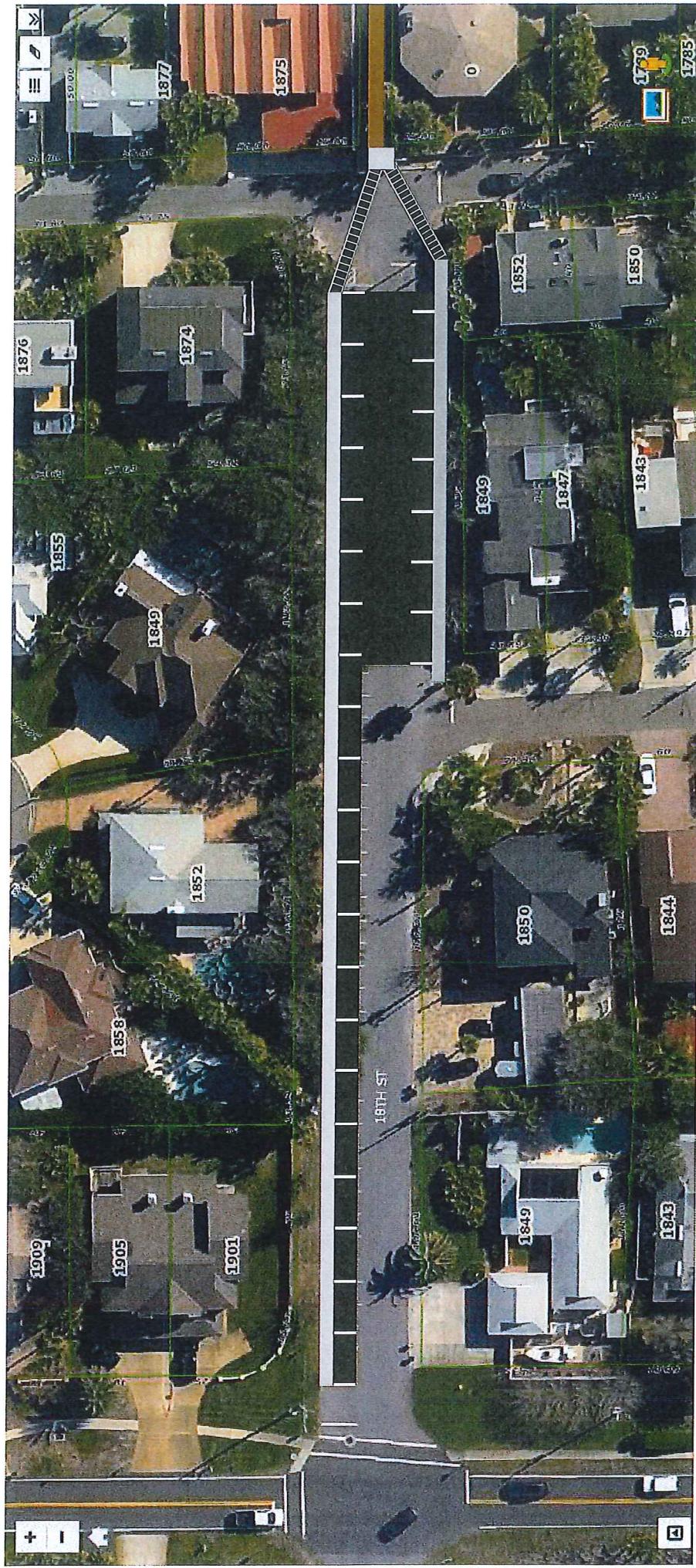


Parallel Parking with Sidewalk



Parallel Parking on 18th Street with a 6 Foot Wide Walk on the North Side and a 4 Foot Wide Walkway on the South Side

28 Total Spaces



Possible “NEW” parking spaces in Atlantic Beach, FL

	<u>Location</u>	<u># of Spaces</u>
1.	Re-mark all Authorized Vehicle Parking to Public	9*
2.	North side of Ahern east of Beach Ave	3
3.	East side of Ocean btwn 1 st and 2 nd	2
4.	East side of Ocean btwn 1 st and 2 nd (further North)	2
5.	North side of 2 nd btwn Beach and Ocean	2
6.	South side of 4 th btwn Beach and Ocean	3
7.	North side of 5 th btwn Beach and Ocean	3
8.	South side of 6 th east of Beach	2
9.	North side of 6 th btwn Beach and Ocean	3
10.	South side of 11 th btwn Beach and Ocean	2
11.	East side of Ocean btwn 11 th and 12 th	3
12.	South side of 13 th btwn Beach and Ocean	2
13.	East side of Beach btwn 14 th and 15 th	1
14.	South side of 15 th btwn Beach and Ocean	2
15.	North side of 15 th btwn Seminole and East Coast	2
16.	North side of 15 th btwn Beach and Ocean	1
17.	East side of Ocean btwn 15 th and 16 th	2
18.	East side of Ocean btwn 14 th and 15 th	2
19.	West side of Beach btwn 15 th and 16 th	2
20.	Deweese btwn Beach and Coquina (Diagonal)	3
21.	Deweese btwn Beach and Coquina (Parallel)	2
22.	Ocean btwn Deweese and Seminole	5
23.	Water's Park	5-10
<p><i>This number reflects “new” spaces resulting from a redesign of Water's Park in order to minimize irregularly shaped parking areas and maximize diagonal parking opportunities.</i></p>		
24.	East side of Coquina between Shell and Deweese	4
<p><i>Reflects net gain after changing 3 existing parallel spaces into diagonal spaces.</i></p>		
25.	West side of Beach btwn Coral and 17 th	3
26.	North side of 17 th btwn Beach and Seminole	3

27.	Saturiba btwn Seminole and Sea Oats	16-30
<i>Parallel or diagonal parking on both sides leaving space for new driveway on North side proposed by homeowner on NW corner of Seminole and Saturiba.</i>		
28.	19 th east of Beach Wheel Chair disability parking only	1
29.	NW corner of 19 th and Beach WC disability parking only	1
30.	West side of Beach btwn 19 th and 20 th	4
	6-8 <i>possible but leave space for future driveways</i>	
Total "New" Parking Spaces :		95-114

For clarification:

- In compiling this “Commission-requested” identification of potential “new” parking spaces necessary to offset the loss of the 20 spaces on 18th street, the sub-committee did not have access to specific “right-of-way” measurements. Consequently, some spaces may not meet FDOT standards.
- Staff has already removed Authorized Vehicle Parking signage on a temporary basis.
- We chose not to attempt to identify “motorcycle/scooter” spaces which could add even more beach access parking.
- With the exception of parking spaces on Saturiba (requested by the Commission to be addressed) and Waters Park, potential parking to the west of Ocean was not included.
- Where possible, the committee took efforts to identify “new” parking spaces which would have minimum impact on the quality of life of residents and neighborhoods.
- Additionally, “de-facto” spaces (parking which is commonplace throughout the city and which partially or completely blocks one direction of traffic flow) were not included.

Flexible Delineators

Flexible delineators are guidance devices that provide protection & visibility in multiple settings. Used for delineating roads, redirecting pedestrians & motorists, to improve safety.

