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Memorandum To: Julia Monteith Date: July 24, 2014

Project: 33837.03

From: Paul Moyer, Dan Lovas, Diane Linderman Re: UVA UEI Study Summary

VHB was retained by the University of Virginia to work with the multidisciplinary team including the Office of the Architect and Michael Vergason Landscape Architects (MVLA) to support the preparation of the University/Emmet/Ivy (UEI) District Planning. VHB's role was focused on developing a circulation analysis and plan for the area.

The following memorandum summarizes the circulation analysis and recommendations that were developed to support the overall study. The Section 1.0 of this document describes with text and graphics the existing conditions related to vehicular, transit, bicycle and pedestrian circulation. Section 2.0 provides a summary of recommendations for the overall study area as well as specifics related to each major portion of the study area.

#### 1.0 Existing Conditions

The existing conditions analysis included the review of a number of previous studies and other background data from UVA, the City of Charlottesville, and the Virginia Department of Transportation (VDOT). Below is a list of the documents that were reviewed:

- UVA Emmet/Ivy/University Intersection Study (October 2013)
- UVA McCormick Road and Pavilion Alleys Improvement Project, Conceptual Design Phase (March 2007)
- UVA Bicycle Count Data (April, September, October 2013)
- VDOT Traffic Count Data (2012)
- UVA SMART Transportation Maps, Bicycle & Transit
- Charlottesville Area Transit (CAT) and University Transit System (UTS) Maps
- UVA Nameless Field Noise Study (October 2013)
- UVA Culbreth Road Study (September 2009)
- UVA Ivy Road Improvement Study: PACC Report (May 2008)
- Kimley-Horn North Grounds Traffic Volume Review (January 2007)
- UVA Carr's Hill/Arts Grounds Parking Garage Traffic Evaluation (April 2006)
- UVA Arts Grounds to North Grounds Planning Workshop Traffic Studies (2004)
- City of Charlottesville Bicycle and Pedestrian Facilities Recommendations Maps (2003)
- UVA Ivy Road Design Study Final Recommendations (September 1994)

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#### **Transit**

The study area is well served by the University Transit System (UTS) and Charlottesville Area Transit (CAT). There are four UTS routes and one CAT route that serve portions of the study area. Figure 1 provides a summary of all the routes that serve the area. As shown on the map, the UTS routes travel along the major streets throughout the study area, including Emmet Street, Ivy Road, University Avenue, Massie Road, Copeley Road, and Alderman Road. Bus stops are well distributed along each of these routes providing excellent connectivity to other portions of the UVA grounds.

The CAT route in the study area travels only along Emmet Street, and some CAT stops are separated from UTS stops but located in close proximity. The most notable example of separate UTS and CAT stops is just north of the railroad trestle along Emmet Street, where there is a separate stop for each system.

#### **Vehicular Traffic Circulation**

Traffic volumes during peak hours were gathered from various available sources (Figure 2), these volumes show that several approaches to intersections along the major corridors are congested and operate at poor levels of service (LOS) during peak periods (LOS E and F). The weekday AM peak hour is the hour-long time period between approximately 6:00-9:00 AM when the overall traffic volume is greatest at each intersection, typically coinciding with the period of greatest commuter activity entering the Grounds. The weekday PM peak hour is the hour-long time period between approximately 4:00-7:00 PM when the overall traffic volume is greatest at each intersection, typically coinciding with the period of greatest commuter activity departing the university Grounds. The peak hour is specific to each intersection and may vary somewhat from one location to another.

#### These locations include:

- Emmet Street (northbound) at the intersection with Ivy/University during the PM peak hour
- Ivy Road (eastbound) at the intersection with Emmet Street during the AM peak hour
- Copeley Road (southbound) at the intersection with Ivy Road during PM peak hour

In addition to these intersections that are operating at a poor level of there are several that operate at a fair level of service during the peak hours (LOS D). These include:

- Massie Road (eastbound) at Emmet Street during the PM peak hour
- Copeley Road (northbound) at Massie Road during the PM peak hour
- Ivy Road (westbound) at Copeley Road during the PM peak hour
- Emmet Street (southbound) at Ivy Road/University Avenue during the AM peak hour
- University Avenue (westbound) at Emmet Street during the PM peak hour
- McCormick Road (northbound) at University Avenue during the PM peak hour

#### **Pedestrian and Shared Use Paths**

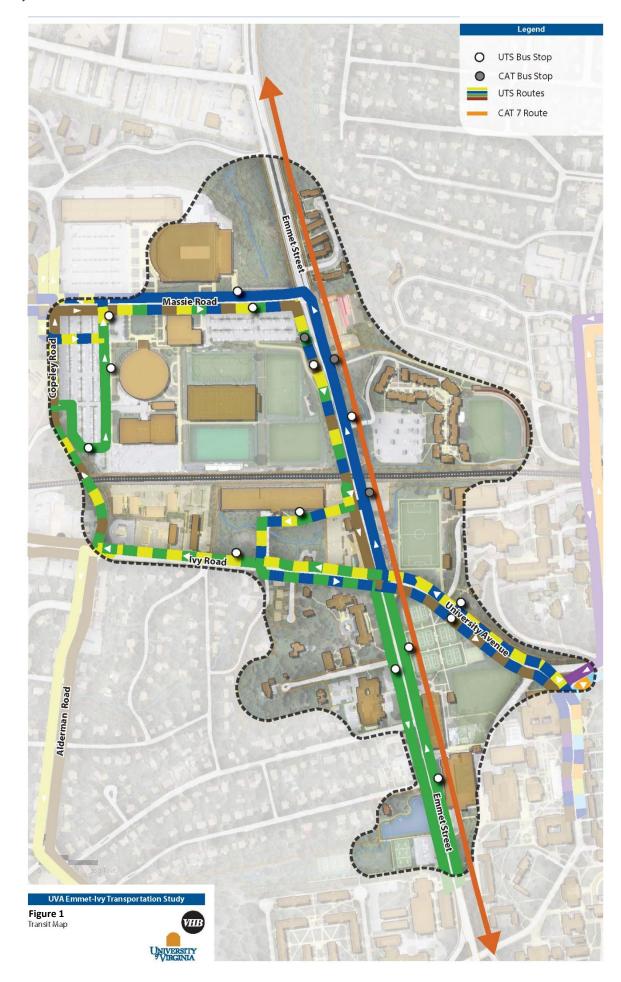
The area has an extensive system of paths along the roadways within the study area. While these paths and sidewalks offer connections to many of the buildings and other activity areas, in many cases they are narrow and provide an unfriendly environment for pedestrians or bicycles. Figure 3 provides a summary of the major desire lines throughout the study area along with the designated bike routes.

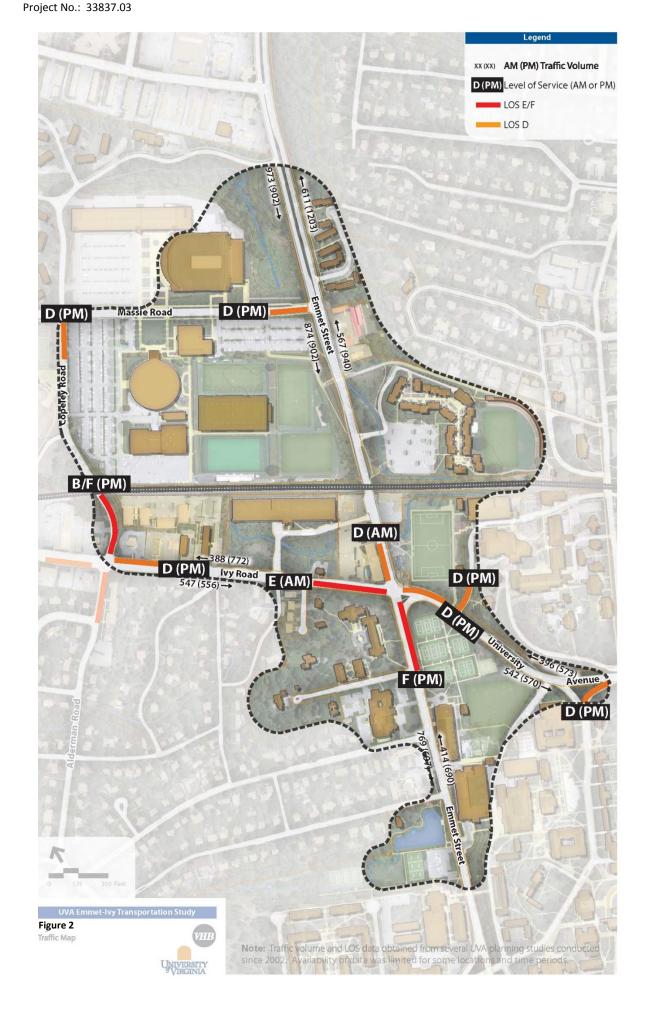
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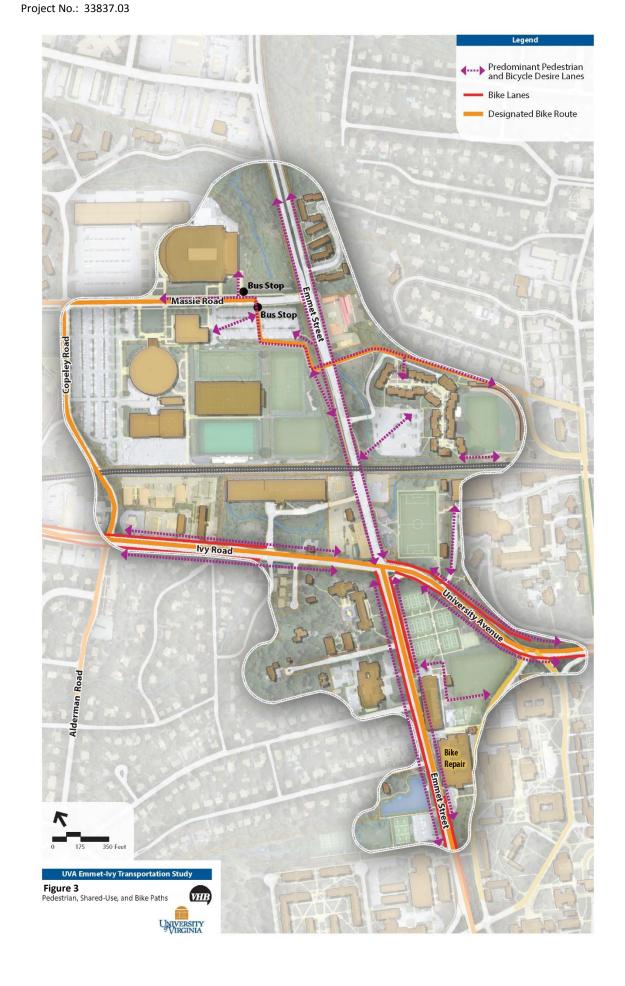
The Emmet Street corridor, north of the University Avenue/Ivy Road intersection, is the highest traffic volume corridor in the study area, but lacks a dedicated bicycle facility for cyclists entering the Grounds from the north. Topography and building locations currently constrain the roadway cross-sections along Ivy Road and Emmet Street (south of Ivy/University) and limit the University's ability to consistently provide adequate shared-use paths or on-street bicycle lanes on these corridors. These conditions result in a patchwork of bicycle facilities of varying quality and comfort throughout the study area. Sidewalks on Ivy Road and Emmet Street, south of the University Avenue/Ivy Road intersection, are characterized by limited width, utility poles located in the sidewalks, adjacency to the street without buffers, and awkward configurations of the sidewalks and crossing areas. Some of the most challenged pedestrian facilities include the traffic island in the southeast corner of the University/Emmet/Ivy Intersection, and the narrow, raised sidewalk next to the Memorial Gym.

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#### **Parking**

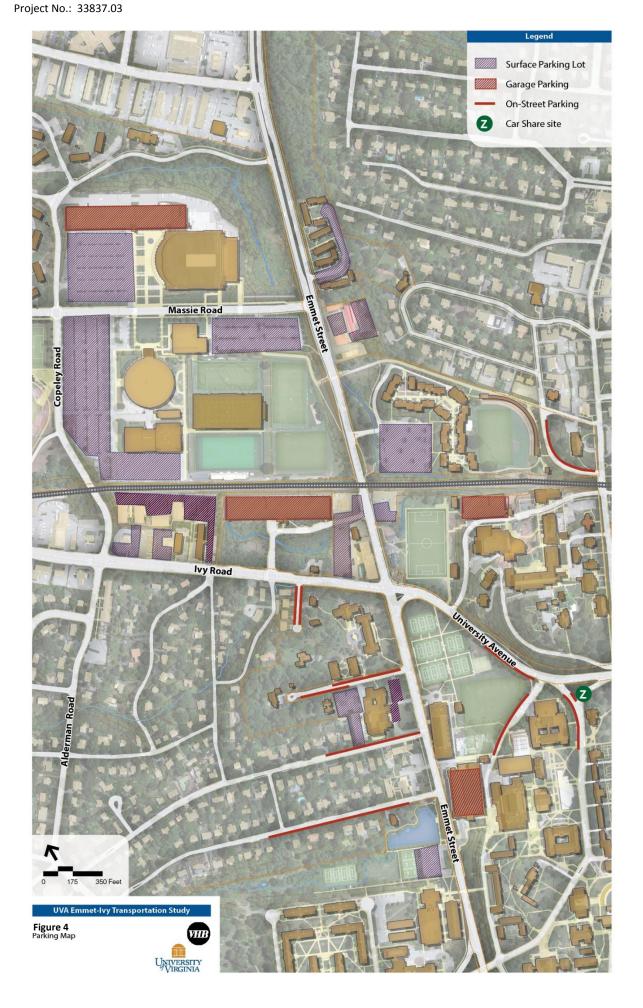
The study area contains several sizable parking facilities, including surface parking and three (3) garages as well as some limited on-street parking along University Avenue (Figure 4). As a gateway region to the Grounds, use of this remote parking to capture commute trips to the campus allows faculty, staff, and students to enter the Grounds by alterative means after parking. The presence of two primary roadway corridors serving the campus and several remote parking facilities contributes to significant vehicular, transit and pedestrian traffic in the area. The parking supply also offers opportunity to support future uses in the study area, either as a parking resource for those uses or as locations for new development.

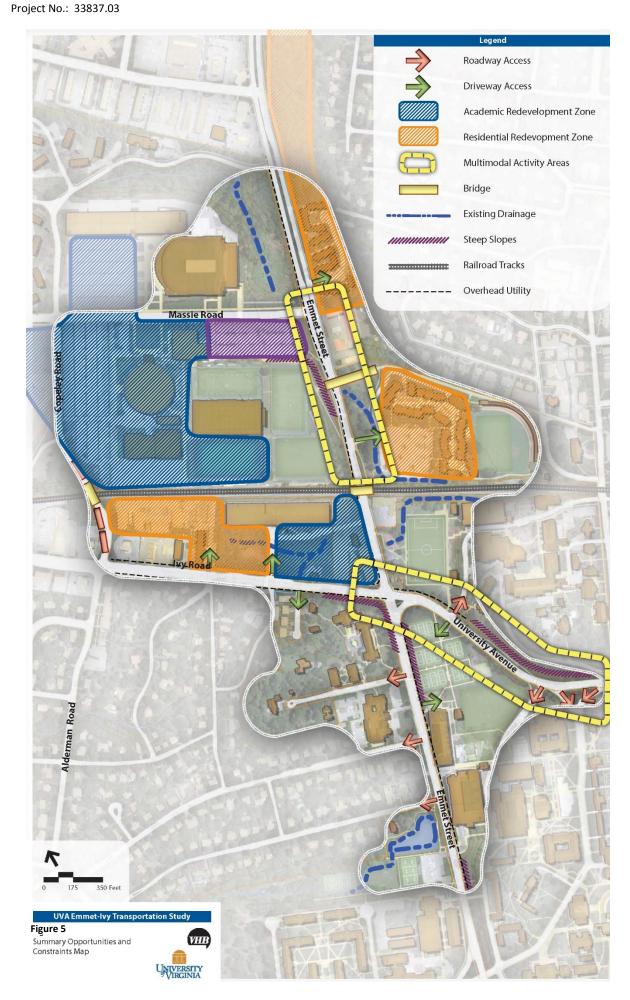
#### **Summary of Opportunities and Constraints**

Figure 5 provides a summary of the key opportunities and constraints within the study area. The figure includes a number of elements including:

- Existing driveway / roadway access points
- UVA redevelopment zones per the Grounds Plan
- Bridge locations that create gateways and/or constrain road connections
- Existing drainage locations
- Steep slopes
- · Railway tracks
- Overhead utility locations
- Multimodal activity areas

The opportunities and constraints present challenges and offer improvements to the overall function, aesthetic quality, circulation, and comfort for pedestrians and cyclists within the study area. In the following section, there are a number of specific recommendations that address many of these elements.





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#### 2.0 Recommendations

The following recommendations were developed during a circulation workshop held on May 9, 2014, at the University of Virginia with several project stakeholders. The workshop included a review of the compiled existing condition data, discussion of overall goals of the study as well as additional input from the stakeholders. The result of the workshop was an overall circulation framework described in five zones corresponding the segments of the major roads. The zones include the following:

- Zone 1 Emmet Street north of the railroad trestle
- Zone 2 Emmet Ivy/University Intersection
- Zone 3 Emmet Street south of Ivy Road/University Avenue
- Zone 4 Ivy Road west of Emmet Street
- Zone 5 University Avenue east of Emmet Street

The recommendations for each Zone address the following elements:

- Landscape and utilities
- Street cross-sections
- Pedestrian facilities
- Bicycle paths and lanes
- Transit facilities

The following figures summarize and highlight the transportation-related system recommendations for each Zone. The intent for these recommendations is to be combined and harmonized with the overall landscape framework developed by MVLA for the UEI study area. The combined transportation and landscape recommendations framework should support the University's long-term development plans, provide a clear sense of arrival to the University, and promote comfort and safety for alternative transportation options.

Circulation Study Goal/Principle: Improve pedestrian, bicycle, and transit accommodations without degrading vehicular traffic

#### **Process**

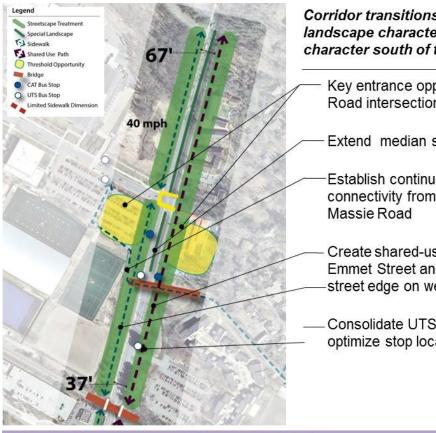
- Performed on-site observations and data review
- Established zones based on transportation characteristics

# Concept Development Zone Themes

- Landscape and Utilities
- Street Cross Sections
- Pedestrian Facilities
- Bicycle Paths and Lanes
- Transit Facilities



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Corridor transitions from wider informal landscape character to more urban in character south of the railroad trestle

Key entrance opportunity south of Massie Road intersection: **67'Width** 

Extend median south of Massie Road

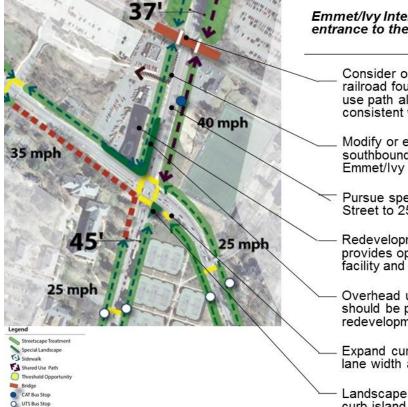
 Establish continuous and safe pathway connectivity from pedestrian bridge to Massie Road

 Create shared-use path on east side of Emmet Street and buffer sidewalk from street edge on west side

Consolidate UTS and CAT bus stops and optimize stop locations for users

Zone 1: Emmet Street North

Office of the Architector the University



Emmet/Ivy Intersection is a main entrance to the Grounds

Consider options for pathways through railroad foundation and continue shared use path along east side of Emmet, consistent with Zone 1

Modify or eliminate exclusive southbound right turn lane at Emmet/Ivy Garage access road

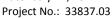
Pursue speed limit reduction on Emmet Street to 25 mph

Redevelopment of NW quadrant provides opportunity for pedestrian facility and streetscape improvements

Overhead utilities on NW quadrant should be placed underground with redevelopment

Expand curb island to reduce right turn lane width and speeds

Landscape enhancements to green curb island and improve sidewalk





Corridor marks a change in scale from residential to University buildings and landscape

Three lane roadway cross-section provides adequate access to adjacent land uses

Significant pedestrian crossing activity supports enhanced crossing treatments

Sidewalk character differs in response to land use on each side of Emmet

Focal pedestrian crossing/entrance at visitor garage requires more detailed study

Improve bike lanes and clearly mark on-street bicycle accommodations

Enhance sidewalk and bus stop south of visitor garage driveway

### Zone 3: Emmet South of Ivy

Office of the Architect for the University

Legend

Streetscape Treatment
Special Landscape
Siscerolis
Streetscape Treatment
Special Landscape
Sisterolis

Corridor is a transition area between Commercial / Residential Areas and campus

Threshold opportunity at Ivy/Copeley intersection

Redevelopment of north side of Ivy Road provides opportunity to revisit roadway alignment and south sidewalk width

Assess transit stop locations based on redevelopment

Focus on pathway/sidewalk improvement opportunities on north side of lvy

Provide continuous bike lanes or sharedlane markings on lvy

Modify roadway striping and/or curb limits to enhance sidewalk and reduce utility pole obstructions on south side of lvy

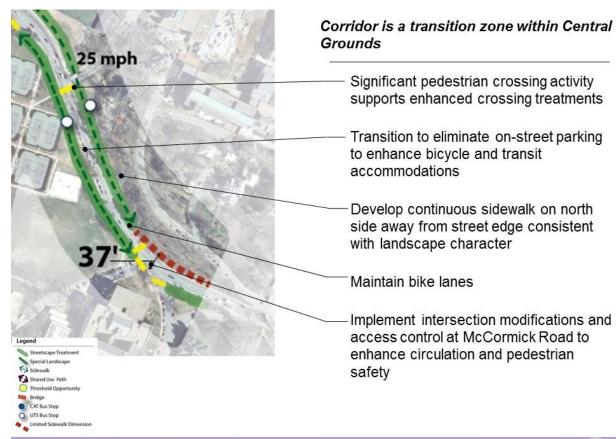
Pursue speed limit reduction on Emmet Street to 25 mph

Shared Use Path

CAT Bus Stop

UTS Bus Stop

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Zone 5: University Avenue

Office of the Architect

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#### 3.0 Conclusion

This memorandum represents a summary of the analysis and recommendations related to transportation and circulation for the University/Emmet/Ivy area District Planning. A key overriding goal is to improve pedestrian, bicycle and transit accommodations without degrading vehicular traffic. Therefore a key consideration for any improvements is to consider them within the larger circulation systems as well as future planned improvements that could affect the study area. Finally these recommendations are intended to be considered as part of the larger planning and design recommendations being developed in parallel to this task.

#### **Next Steps**

- Coordinate these recommendations with the City of Charlottesville and VDOT
- Further study and analysis of potential circulation improvements including:
  - Reducing the speed limit
  - Expanded access through the Railroad Trestle for pedestrian / bike access along Emmet Street
  - Coordination of CAT and UTS stops
  - Pedestrian signals
    - Bike lane / Shared Lane Improvements
- Coordinate / pursue improvements to key locations including the traffic island at the intersection of University and Emmet.

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## Appendix

**Summary Evaluation Matrices** 

Zone 1: EMMET S	TREET NORTH				
Corridor	Existing Facilities (Adequate, Fair, Poor)	Volume (Low, Average, High)	Capacity (Adequate, Fair, Poor)	Conflicts/Safety Issues (Minimal, Moderate, Signficant)	Improvement Constraints (Minimal, Moderate, Signficant)
Automobile Traffic	Four lanes near Massie Road     Three lanes south of Massie Road     Traffic Signal at Massie Road     Several driveways along corridor	• AM Peak: 1,450-1,600 vph • PM Peak: 1,850-2,100 vph	Adequate capacity on Emmet St.     Traffic delays at Massie Road	Turning movements at driveways     Event traffic at Massie Road	Limited railroad underpass width     Roadside grade on west side     Stream/culvert south of Massie Road     Private property on both sides
Transit	UTS routes on Emmet and Massie     CAT 7 route on Emmet Street     Unclear bus stops relate to destinations     Insufficeint landings at bus stops on Emmet Street	• UTS service 6:00 AM-12:30 AM • CAT 7 service 6:30 AM-11:30 PM	Three UTS routes  UTS Peak Service: 8-15 minutes  CAT 7 Service: 20 minutes	Limited crossing treatments on Emmet Street near bus stops     Bus stop landings limit ADA access	3-4 lanes to crossing on Emmet St.     Grass landscape buffers on Emmet St.     Private property along Emmet Street
Pedestrians	Sidewalks on both sides of Emmet St.  Landscape buffers mostly provided  Pedestrian bridge over Emmet Street  Path connections to parking Countdown pedestrian signals at Massie Rd.  Numerous driveways along Emmet St.	Normal pedestrian activity     Events may increase activity	5-foot sidewalk width     15-foot wide pedestrian bridge     High-visibility x-walks at Massie Road	Mid-block crossing activity     Only two dedicated crossings on Emmet St. within 1/2 mile corridor     Turning movement conflicts at driveways	Intersection/crossing/bus stop spacing     Private property access requirements     Existing signal equipment
Bicycles	No dedicated bicycle facilties on Emmet St.  Wide lanes north of railroad bridge  Ped/Bike bridge over Emmet Street	Approx. 50 bikes per hour (peak) along Emmet St.	Bicyclists use street or sidewalk for north-south trips     Ped/Bike bridge supports east-west trip	Vehicle-bike conflicts on street     Turning movement conflicts at driveways     Ped-bike conflicts on sidewalks	Limited railroad underpass width     Roadside grade on west side     Stream/culvert south of Massie Road     Private property on both sides
Legend:					
Quality of Facilities/Se	rvcie Characteristics				
	Adequate, Low, Minimal				
	Fair, Average, Moderate				
	Poor, High, Signficant				

Zone 2: EMMET - I	VY INTERSECTION				
Corridor	Existing Facilities (Adequate, Fair, Poor)	Volume (Low, Average, High)	Capacity (Adequate, Fair, Poor)	Conflicts/Safety Issues (Minimal, Moderate, Signficant)	Improvement Constraints (Minimal, Moderate, Signficant)
Automobile Traffic	Signalized intersection  Constrained turn lanes and storage on southbound and westbound approaches  Channelized northbound right turn lane  Protected north-south left turn phase	• AM Peak: 2,300+ vph • PM Peak: 2,700+ vph	Significant delays/queuing on all approaches during peak conditions	Constrained sight lines for permissive left turns on Emmet Street     Truck turns constrained by intersection geometry     High-speed turns on channelized northbound right lane	Roadside grade on south side of intersection     Private property on Emmet Street north of intersection     Roadside utilities
Transit	Multiple UTS routes on all approaches     No bus stops at intersection	• UTS service 6:00 AM-12:30 AM  • CAT 7 service 6:20 AM-11:30 PM	Three UTS routes  UTS Peak Service: 8-15 minutes  CAT 7 Service: 20 minutes	Significant bus activity contributes to congestion	Roadside grade on south side of intersection     Private property on Emmet Street north of intersection     Roadside utilities
Pedestrians	Sidewalks on all sides of intersection     Countdown pedestrian signals provided	Significant pedestrian activity	Concurrent pedestrian signal phases     Standard crosswalk markings/width	Pedestrian conflicts on channelized northbound right turn lane     Pathway connection on channizing island doesn't serve pedestrian desire lines	Roadside grade on south side of intersection     Private property on Emmet Street north of intersection
*	Crosswalk markings and wheelchair ramps were recently improved Limited pedestrian landings on three corners Limited width, retaining wall, and utility poles affect sidewalks along Emmet Street and Ivy Road Long crosswalk across northbound right turn lane				Signal equipment/utilities on channelizing island
Bicycles	Bike lanes on Emmet Street (northbound) and University Avenue     Signal has limited bicycle detection	Approx. 25-75 bikes per hour (peak) along University Avenue	Bike lanes serve cyclists on two approaches     Cyclists share street on Emmet Street (southbound) and Ivy Road	Vehicle-bike conflicts on street     Turning movement conflicts at northbound right turn lane     Ped-bike conflicts on sidewalks	Roadside grade on south side of intersection     Private property on Emmet Street north of intersection
Legend:					
Quality of Facilities/Se					
	Adequate, Low, Minimal				
	Fair, Average, Moderate				
	Poor, High, Signficant				

Zone 3: EMMET S	TREET SOUTH				
Corridor	Existing Facilities (Adequate, Fair, Poor)	Volume (Low, Average, High)	Capacity (Adequate, Fair, Poor)	Conflicts/Safety Issues (Minimal, Moderate, Signficant)	Improvement Constraints (Minimal, Moderate, Signficant)
Automobile Traffic	Two lane roadway with turn lanes     Several side streets	• AM Peak: 1,100-1,200 vph • PM Peak: 1,300-1,400 vph	Adequate capacity on Emmet St.     Critical access to Central Grounds Garage (CCG)	Turning movements at garage driveway	Building setbacks and landscape buffers     Roadside grades near tennis courts     Roadside utilities
Transit	UTS Green Route on Emmet Street     CAT 7 route on Emmet Street     Limited passenger waiting areas and other facilities at bus stops	UTS service 6:00 AM-8:00 PM     CAT 7 service 6:30 AM-11:30 PM	One UTS route  UTS Peak Service: 8-15 minutes  CAT 7 Service: 20 minutes	Buses stop in or along bike lanes	Landscape buffers on west side of Emmet St.     Roadside grades near tennis courts
Pedestrians	Sidewalks on both sides of Emmet St.  Landscape buffers along portions of west side  In-road lighting at CCG crosswalk  Raised sidewalk along face of Memorial Gym  Some poorly located wheelchair ramps  Some wheelchair ramps are not ADA-compliant	Normal pedestrian activity	5-foot sidewalk width     High-visibility x-walks at several streets     Railings limit capacity at Memorial Gym	Mid-block crossing activity     Vehicle-pedestrian conflicts on CCG driveway     Turning movement conflicts at several streets     Drainage grates near some wheelchair ramps	Building locations and setbacks     Roadside grades     Private property (church)
Bicycles	Bike lanes along most of Emmet Street	Approx. 20 bikes per hour (peak) along Emmet St.	Bike lanes for north-south trips On-street bike route near CCG & Memorial Gym Limited east-west connectivity	Turning movement conflicts at driveways	Building locations and setbacks     Roadside grades     Private property (church)
Legend:					
Quality of Facilities/Servcie Characteristics					
	Adequate, Low, Minimal				
	Fair, Average, Moderate				
	Poor, High, Signficant				

Zone 4: IVY ROAD						
Corridor	Existing Facilities	Volume	Capacity	Conflicts/Safety Issues	Improvement Constraints	
	(Adequate, Fair, Poor)	(Low, Average, High)	(Adequate, Fair, Poor)	(Minimal, Moderate, Signficant)	(Minimal, Moderate, Signficant)	
Automobile Traffic	Two lane roadway with turn lanes, near Emmet St.	• AM Peak: 900-1,000 vph	• Elevated westbound traffic volume (PM)	<ul> <li>Turning movements at driveways</li> </ul>	Roadside grade on south side of Ivy Road	
	Four lane roadway near Copeley Road	• PM Peak: 1,300-1,400 vph		Event traffic at Copeley Road	Private property on both sides	
<b>₹</b>	Traffic signals at Rothery Road and Copeley Road				Roadside utilities	
	Several side street and commercial driveways					
Transit	Multiple UTS routes on Ivy, Copeley, and Rothery	• UTS service 6:00 AM-12:30 AM	• Four UTS routes	<ul> <li>Limited crossing treatments on Ivy Road near bus stop</li> </ul>	• 3-4 lanes to crossing on Ivy Road	
	Only one bus stop on corridor		UTS Peak Service: 8-15 minutes		Single eastbound through lane on Ivy Road	
	Bus pullout on westbound Ivy Road				Roadside grade on south side of Ivy Road     Private property along Ivy Road	
Pedestrians	Sidewalks on both sides of Ivy Road	Normal pedestrian activity	6-foot sidewalk width on north side	Pedestrian conflicts on narrow south side sidewalk	Roadside grade on south side of Ivy Road	
redestrians	Countdown pedestrian signals at Copeley and			Turning movement conflicts at		
	Rothery		4 to 5-foot sidewalk width on south side	driveways	Utilities in south sidewalk	
	Limited width and utility poles in sidewalk on		High-visibility x-walks at signals	Inadequate wheelchair ramps	Drivete annual consequence	
	south side of Ivy Road		• High-visibility x-warks at signals	challenge disabled pedestrians	Private property access requirements	
lacksquare	Most wheelchair ramps are absent or not ADA-			Mid-block crossing activity		
	compliant			with a stock of obstring decretely		
	Numerous driveways along Ivy Road					
Bianalas	Bike lanes along Ivy Road, west of Rothery Road	Approx. 15 bikes per hour (peak)	Bike lanes for east-west trips	Vehicle-bike conflicts on street	Roadside grade on south side of Ivy Road	
Bicycles		along Ivy Road	On-street bike route east of Rothery	Turning movement conflicts at		
~			Road	driveways	Private property on south side	
$\bigcirc$			Limited north-south connectivity		Roadside utilities	
			- 7			
Legend:						
Quality of Facilities/Servcie Characteristics						
	Adequate, Low, Minimal					
	Fair, Average, Moderate					
	Poor, High, Signficant					

Zone 5: UNIVERSI	TY AVENUE				
Corridor	Existing Facilities (Adequate, Fair, Poor)	Volume (Low, Average, High)	Capacity (Adequate, Fair, Poor)	Conflicts/Safety Issues (Minimal, Moderate, Signficant)	Improvement Constraints (Minimal, Moderate, Signficant)
Automobile Traffic	Two lane roadway with turn lanes  On-street parking along south side of street  Three unsignalized side streets	• AM Peak: 900-1,000 vph • PM Peak: 1,100-1,200 vph	Adequate capacity on University Avenue     Traffic delays at Massie Road	Unusual intersection geometry at McCormick Road     Turning movements at side streets     On-street parking maneuvers	<ul> <li>Roadside grade on both sides of University Ave.</li> <li>Landscaping and street trees</li> <li>Roadside utilities</li> </ul>
Transit	Multiple UTS routes on University Avenue     Minimal facilities at bus stops     Bus shelter/pull-out at Emmet Garage     Charter bus stop and area of refuge	• UTS service 7:30 AM-12:30 AM	Three UTS routes     UTS Peak Service: 8-15 minutes	Bus stops located within bike lanes	Roadside grade on both sides of University Ave.
Pedestrians	Sidewalks on both sides of University Avenue     In-road lighting at Culbreth Road crosswalk	Significant pedestrian activity	6-foot sidewalk width on south side     5-foot sidewalk width on north side	Pedestrian conflicts on narrow south side sidewalk     Pedestrian exposure on long crosswalks	Roadside grade on both sides of University Ave.      Utilities in north sidewalk
(1)	Limited width, retaining wall, and utility poles affect portions of sidewalk on north side     Some wheelchair ramps are absent or not ADA-compliant     Very long crosswalks at McCormick Road		High-visibility x-walks at intersections and side streets	Turning movement conflicts at Side streets     Inadequate wheelchair ramps challenge disabled pedestrians	Intersection geometry at McCormick Road
Bicycles	Bike lanes along University Avenue	Approx. 25 bikes per hour (peak) along University Avenue	Bike lanes for east-west trips     Bike lanes and limited access streets for north-south trips	Turning movement conflicts at side streets	Roadside grade on both sides of University Ave.
Legend:					
Quality of Facilities/Servcie Characteristics					
	Adequate, Low, Minimal				
	Fair, Average, Moderate				
	Poor, High, Signficant				