

MEMORANDUM

To: Matthew Miller, Director of Community Development

From: Tom Johnson, P.E., PTOE, Norabelle Greenberger, AICP

cc: Chris Round, AICP

Date: August 17, 2020

Re: Proposed Modifications to the Durkee Lot Mixed-Use Development – Parking & Traffic Analysis

Job #: 91922.00

A. INTRODUCTION

The purpose of this memorandum is to assess the implications of the proposed modifications to the Durkee Lot Mixed-Use Development (DLMUD) on the traffic and parking analysis and conclusions presented in the January 30, 2020 *City of Plattsburgh Downtown Area Improvement Projects Final Generic Environmental Impact Statement (FGEIS)*. The DLMUD Final Site Plan Application (dated August 10, 2020) reflects the proposed modifications (the “modified program”) and formed the basis of this analysis.

B. PROPOSED MODIFICATIONS

The January FGEIS describes the DLMUD program as follows:

“a five-story, approximately 200,000 square foot (SF) mixed-use development including approximately 115 apartments (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units), 10,000 SF of commercial space, an 86-space surface parking lot featuring approximately 50 spaces to be made available for use by the public, a 35-space surface parking lot for tenants, and a 165-space underground parking garage for tenants only. Additionally, the project proposes the rehabilitation of the existing Plattsburgh Farmers’ and Crafters’ Market (PFCM) building for use as a 3,400 SF commercial space and a 2,400 SF, publicly-accessible civic space in an open-air pavilion with access from the new pedestrian walkway to be constructed as part of the DLMUD.”

For purposes of this memorandum, the DLMUD program outlined above is referred to as the “previous program” herein.

The DLMUD developer, Prime Plattsburgh, LLC (“Prime”) has since modified the proposed program to include a total of 104 apartments with a combined 176 bedrooms, 17,900 SF of commercial space, and 290 parking spaces, 50 of which would be made available for use by the public. A summary of the changes to the proposed DLMUD program is provided in Table 1, on the following page.

Table 1: Comparison of Previously Proposed and Modified DLMUD Program

Use	Previous Program	Modified Program	Incremental Change
Residential			
Units	115	104	-11
Bedrooms	182	176	-6
Commercial			
Commercial/Retail	7,250 SF	9,900 SF	+2,650 SF
Eating/Drinking – Front of House	3,690 SF	7,000 SF	+3,310 SF
Eating/Drinking – Back of House	2,460 SF	1,000 SF	-1,460 SF
<i>Total Commercial</i>	<i>13,400 SF</i>	<i>17,900 SF</i>	<i>+ 4,500 SF</i>
Parking			
Total Spaces	286	290	+ 4
Public Spaces	50	50	No Change

The proposed modifications will also eliminate one previously contemplated DLMUD vehicular entrance along Bridge Street, allowing one additional on-street public parking space to be provided along this thoroughfare.

C. PARKING ANALYSIS IMPLICATIONS

1. DLMUD Parking Demand Analysis

The FGEIS noted that the DLMUD would provide fewer spaces than required per zoning, but that the proposed capacity would exceed the projected peak parking demand. The program analyzed in the FGEIS had a total parking requirement of 317 spaces, which was 31 spaces more than proposed (refer to Table 2). With the proposed modifications, the total (City) parking requirement is 369, which is 52 more required spaces than the program analyzed in the FGEIS. The proposed modified project would provide 290 spaces, which is 79 spaces less than the zoning requirement.

Table 2: Off-Street Parking Requirements – Previously Proposed and Modified DLMUD Program

Use	Unit	Requirement		
		Previous Program	Modified Program	Incremental Change
Commercial (Retail sales, service, banks, office and government buildings)	1 space per 250 SF of space open to public	29	40	+11
Commercial (Restaurant)	1 space per 50 SF of customer area	74	140	+66
	1 space per 250 SF of other area	10	4	-6
Residential	2 spaces per DU for first 10, 1.75 spaces for each additional DU per dwelling unit over 10	204	185	-19
Total Required		317	369	+52
Total Proposed		286	290	+4
Difference		-31	-79	-48

In terms of parking demand, using ITE 85th percentile peak parking demand estimates, the FGEIS determined that the DLMUD would have a peak parking demand of 272 spaces, less than the 286 spaces that were proposed. Table 3 presents the anticipated peak parking demand for the previous DLMUD program and the proposed modified project using the same parking demand factors. As presented in the table, conservatively assuming that all three proposed DLMUD uses peak at the same time, the proposed modified project would have a peak parking demand of 300, which is 28 spaces more than the previously proposed program and 10 spaces more than the proposed parking supply of 290 spaces.

However, as indicated in the DGEIS, this parking demand estimate conservatively assumes all three proposed DLMUD uses peak at the same time. In reality, the peak demand periods of the uses are not necessarily concurrent: retail parking demand peaks from 12:00 PM – 6:00 PM on weekdays, while restaurant uses peak from 12:00 PM – 1:00 PM and 6:00 PM – 8:00 PM on weekdays, and residential uses peak overnight. If the varying peaking patterns were considered in the analysis, the modified program’s total peak parking demand would be lower than the worst-case scenario 300 presented in Table 3. This is consistent with evidence from similarly programmed developments developed by the applicant, which formed the basis of the modified program’s parking supply and indicates that no overflow parking demand would occur.

Table 3: ITE Peak Parking Demand – Previously Proposed and Modified DLMUD Program

Use	85 th Percentile Parking Demand Ratio (for Restaurant and Retail uses, ratio is per 1,000 SF of gross floor area)	Previous Program		Modified Program		Incremental Change in 85 th Percentile Parking Demand
		Dwelling Units/Gross Floor Area	85 th Percentile Parking Demand	Dwelling Units/Gross Floor Area	85 th Percentile Parking Demand	
Residential	1.20	115	138	104	125	-13
Restaurant	17.40	6,150 SF	107	8,000 SF	139	+32
Retail	3.68	7,250 SF	27	9,900 SF	36	+9
Total Number of Spaces Required to Meet 85 th Percentile Parking Demand		272		300		+28

It should also be noted that Prime has developed their proposed parking supply based on the demand exhibited at other comparable projects they have completed and anticipate peak demand to be less than indicated in Table 3 and would not result in any overflow parking. However, for conservative analysis purposes it is assumed that all three uses would peak concurrently and that demand would be in line with the ITE 85th percentile estimates. Using this framework, it is possible that a total of ten vehicles could not be accommodated on-site and would be considered overflow public parking demand within the Special Assessment District (SAD). However, and as noted below, sufficient parking is available in the SAD for any overflow parking resulting from the worst-case scenario analysis, and the peak parking demand could be accommodated by on-site parking, and off-site public parking within walking distance; consistent with the analysis contained in the D/FGEIS and City’s SEQR Findings.

2. SAD Parking Demand Analysis

The FGEIS included an analysis of existing and projected future public parking demand within the SAD. As presented in Table 3 of the FGEIS, the proposed projects (including the DLMUD and Bridge Street improvements) were projected to result in a net decrease of 20 public parking spaces within the SAD. With the proposed changes to the DLMUD outlined above, the number of public parking spaces (50) would remain unchanged from the FGEIS. Therefore, the only change to the future parking supply presented in the FGEIS would be the one additional on-street parking space to be provided in Bridge Street.

In terms of future parking demand within the SAD, using the conservative approach outlined above, the modified program would result in a public parking demand that is 10 spaces more than presented in the FGEIS. Table 4, below, summarizes the resultant anticipated future parking supply, demand, and utilization rates within the SAD. As indicated in the table, the proposed modified program would result in a future SAD

parking utilization rate of 68.9% with 249 available spaces. Thus, as identified above, the SAD has available parking to accommodate the worse-case scenario overflow parking, to the extent that it occurs.

Table 4: Off-Existing & Future SAD Parking Utilization – Previously Proposed and Modified DLMUD Program

	Existing	Future		
		Previous Program	Modified Program	Incremental Change
Public Parking Supply	820	800	801	+1
Peak Public Parking Demand	542	542	552	+10
Available Public Parking Spaces	278	258	249	-9
Public Parking Utilization	66.1%	67.8%	68.9%	+1.1%

3. Parking Summary

Both the original DLMUD proposal and proposed modified project would provide fewer spaces than required per zoning. While the proposed modified project’s projected demand (utilizing conservative ITE estimates) may exceed the proposed on-site supply, it is anticipated that there would be sufficient available public parking capacity with the SAD to accommodate overflow demand.

D. TRAFFIC ANALYSIS IMPLICATIONS

1. Project-Generated Traffic Volumes

The trip generation rates were revised to reflect the proposed modifications to include 9,900 square feet (SF) of retail space; 8,000 SF of restaurant space; and 104 residential units. The amount of public parking spaces remained at 50. Table 5 presents the trip generation estimates for the updated analysis. It is noted that no credits were taken for transit trips, pass-by trips, or internal trips.

As compared to the previous program, the modified program generates 28 additional trips in the AM peak hour, 49 additional trips in the Midday time period, and 37 additional trips in the PM peak hour. Without access to Bridge Street, the site trips all enter and exit from Durkee Street. The attached modified trip assignments are shown on Figures C5-M through C7-M for Durkee Street remaining as two-way and Figures C13-M through C15-M with Durkee Street changed to one-way northbound. The Build modified traffic volumes for the study intersections are also attached and are shown on Figures 8-M through 10-M for Durkee Street as two-way, and Figures 11-M through 13-M for Durkee Street as one-way.

Table 5: Durkee Lot Mixed-Use Generated Trips

Component	Land Use Code	AM Peak Hour			Midday Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total	In	Out	Total
Retail 9,900 SF	820	16	14	30	25	20	45	21	21	42
Restaurant 8,000 SF	932	64	48	112	94	93	187	72	67	139
Residential 104 units	220	16	42	58	28	36	64	41	29	70
Public Parking 50 Spaces	90	18	4	22	25	25	50	7	21	28
Total New Trips		114	108	222	172	174	346	141	138	279

2. Capacity Analyses

The Build capacity analyses for the modified program were completed and the results are summarized in Tables 6, 7, and 8 for the AM, Midday, and PM peak hours, respectively.

As compared to No-Build conditions, there are six instances of level of service drops (**bold**) for Build conditions with Durkee Street as two-way. All delay increases are 13 seconds or less and no mitigation is needed. There are three instances of level of service improvements (*italics*), including the southbound approach of Durkee Street at Bridge Street that improves from “f” to “e” in the AM peak hour.

There are twelve instances of level of service drops for Build conditions with Durkee Street as one-way. All delay increases are 11 seconds or less and no mitigation is needed. There are four instances of level of service improvements (*italics*), including the southbound approach of Durkee Street at Bridge Street that improves from “f” to “d” in the AM peak hour.

As noted earlier, the project is considered a mixed-use development and as such there will be some trips that will be made that are internal to the development and some trips that are pass-by trips. The internal trips and pass-by trips will reduce the amount of traffic added to the roadway network. To be conservative, no credits were for taken for the analysis and the results represent a worse-case scenario.

3. Traffic Summary

For both the previous DLMU program and proposed modified program the traffic impacts are minimal and there are no impacts that require mitigation measures.

E. CLOSING

Our opinion is the modified project is generally consistent with the project analyzed in the Draft/Final Generic Environmental Impact Statement. The modified project will not result in any new or significant impacts to the parking supply or transportation system not previously analyzed and no mitigation is required.

Table 6: 2022 AM Level of Service Comparison

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
Margaret St at Bridge St	WB l	b/11.1	b/11.5	c/16.1
	WB r	a/9.3	a/9.4	a/9.4
Margaret St at Brinkerhoff St	EB l/r	A/8.5	A/8.3	A/8.3
	NB l/t	A/7.1	A/7.3	A/7.3
	SB t/r	A/7.8	A/8.2	B/14.0
	Overall	A/7.7	A/7.9	B/11.8
Margaret St at Broad St	EB l	D/41.6	C/32.1	D/38.7
	EB t/r	C/26.6	C/21.8	C/27.7
	WB l/t/r	C/29.3	C/24.7	C/25.0
	NB l/t/r	B/10.4	B/11.9	B/10.5
	SB l/t/r	B/15.8	B/19.5	C/24.4
	Overall	C/25.2	C/22.6	C/25.7
Durkee St at Bridge St	WB l/t	b/10.2	b/10.4	a/10.0
	WB r	c/16.7	c/16.8	c/17.1
	NB t/r	b/10.3	b/11.5	b/12.4
	SB l/t	f/50.6	e/45.1	d/32.3
Durkee St at Broad St	EB l	a/8.4	a/8.5	a/9.1
	WB l	a/8.0	a/8.0	a/8.1
	NB l/t/r	c/21.1	c/23.4	d/32.2
	SB l	d/25.5	d/32.6	---
	SB t/r	b/11.7	b/12.1	---
Peru St at Bridge St	EB l/t	B/17.3	B/17.4	B/17.4
	EB r	A/0.9	A/0.9	A/0.9
	WB l	B/17.3	B/17.3	B/17.5
	WB t/r	B/17.2	B/17.3	B/17.1
	NB l/t	B/19.1	B/19.0	B/19.0
	NB r	A/0.0	A/0.0	A/0.0
	SB l/t/r	B/10.7	B/10.7	B/10.7
	Overall	B/11.7	B/11.7	B/10.8
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.3	D/52.3
	EB t/r	F/82.4	F/81.3	F/85.8
	WB l/t/r	C/22.4	C/22.4	C/22.4
	NB l	A/7.0	A/8.1	B/11.5
	NB t/r	B/11.4	B/11.4	B/11.5
	SB l/t/r	C/31.1	C/31.1	D/36.2
	Overall	C/28.2	C/30.8	C/29.0

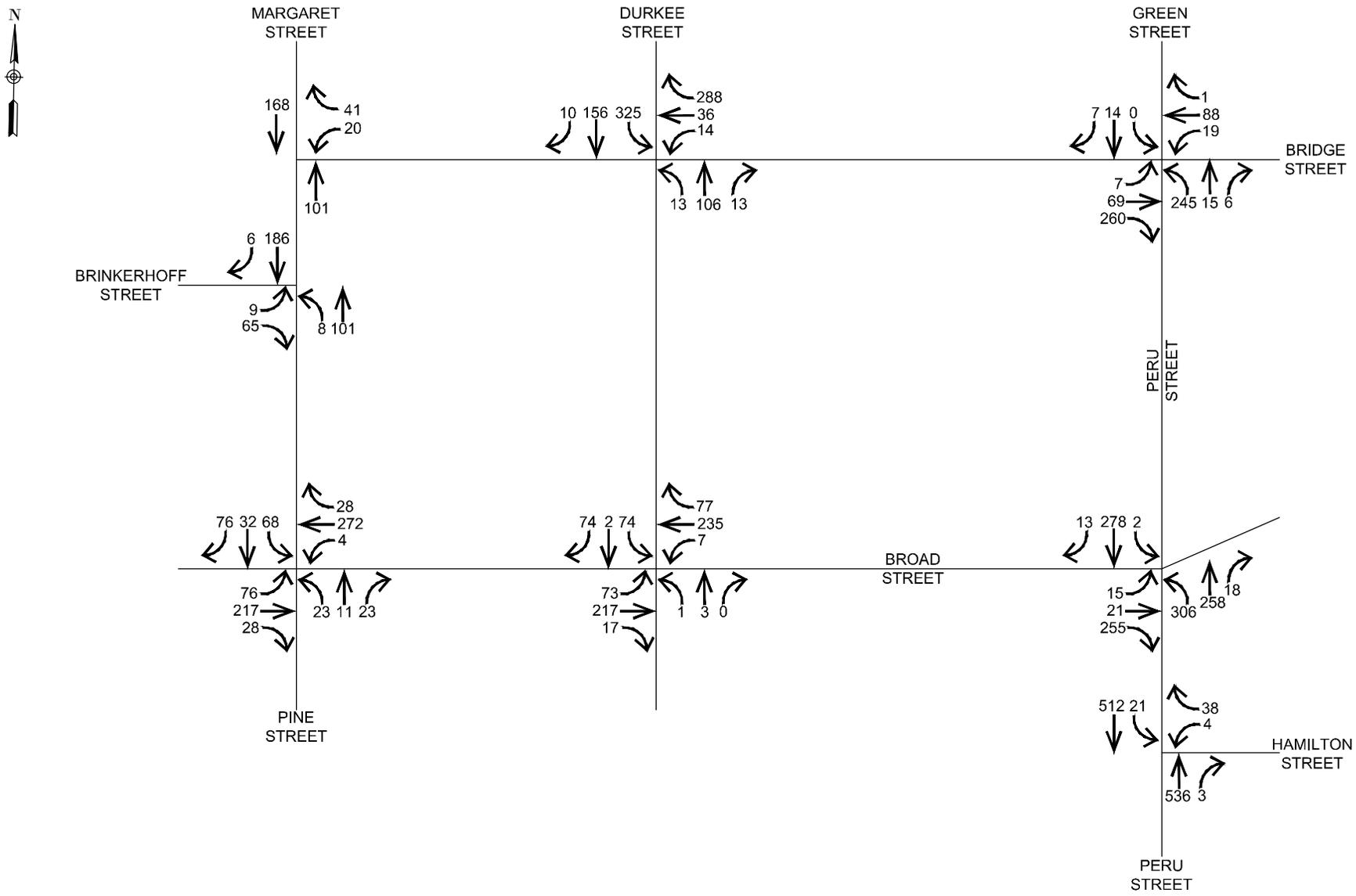
Table 7: 2022 MIDDAY Level of Service Comparison

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
Margaret St at Bridge St	WB l	b/12.0	b/13.2	c/22.0
	WB r	a/9.6	a/9.9	a/9.9
Margaret St at Brinkerhoff St	EB l/r	B/11.4	B/11.2	B/11.2
	NB l/t	A/6.8	A/7.0	A/7.1
	SB t/r	A/6.7	A/7.2	B/10.7
	Overall	A/7.7	A/7.9	B/10.1
Margaret St at Broad St	EB l	C/29.9	C/34.5	C/29.9
	EB t/r	C/22.2	C/22.5	C/24.7
	WB l/t/r	C/27.7	C/29.2	C/24.3
	NB l/t/r	B/10.5	B/10.6	A/9.7
	SB l/t/r	B/11.9	B/12.3	B/17.0
	Overall	C/21.7	C/23.0	C/21.2
Durkee St at Bridge St	WB l/t	a/9.9	b/10.7	a/9.8
	WB r	b/13.2	c/14.7	b/14.6
	NB t/r	b/10.1	b/12.3	b/13.8
	SB l	c/19.2	d/31.7	c/20.5
Durkee St at Broad St	EB l	a/8.1	a/8.3	a/8.8
	WB l	a/7.7	a/7.8	a/7.8
	NB l/t/r	c/15.9	c/18.4	c/22.9
	SB l	c/20.3	d/27.7	---
	SB t/r	b/11.3	b/11.7	---
Peru St at Bridge St	EB l/t	B/17.3	B/17.3	B/17.3
	EB r	A/1.0	A/1.0	A/1.1
	WB l	B/17.2	B/17.2	B/17.5
	WB t/r	B/17.1	B/17.2	B/16.4
	NB l/t	B/16.4	B/16.3	B/16.3
	NB r	A/0.1	A/0.1	A/0.1
	SB l/t/r	A/8.9	A/8.9	A/8.9
	Overall	B/11.7	B/11.8	B/10.3
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.8	D/53.0
	EB t/r	F/88.7	F/84.7	F/94.0
	WB l/t/r	C/26.7	C/26.8	C/26.8
	NB l	A/4.9	A/5.2	A/7.0
	NB t/r	B/10.6	B/10.6	B/10.6
	SB l/t/r	C/25.2	C/25.6	C/30.8
	Overall	C/28.7	C/31.6	C/29.8

Table 8: 2022 PM Level of Service Comparison

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
Margaret St at Bridge St	WB l	b/11.2	b/12.2	c/15.9
	WB r	a/9.4	a/9.6	a/9.6
Margaret St at Brinkerhoff St	EB l/r	B/10.2	A/10.0	A/10.0
	NB l/t	A/6.6	A/6.6	A/6.6
	SB t/r	A/6.8	A/6.9	A/9.6
	Overall	A/7.3	A/7.3	A/9.0
Margaret St at Broad St	EB l	C/34.5	C/31.2	C/27.7
	EB t/r	C/22.3	C/22.8	C/25.0
	WB l/t/r	C/29.5	C/29.8	C/25.7
	NB l/t/r	B/12.1	B/12.2	B/11.1
	SB l/t/r	B/12.6	B/13.4	B/16.1
	Overall	C/23.1	C/23.1	C/21.1
Durkee St at Bridge St	WB l/t	b/10.2	b/10.7	b/10.1
	WB r	c/21.7	c/21.9	c/21.3
	NB t/r	b/12.4	b/14.1	c/16.8
	SB l	c/23.1	d/31.0	c/22.8
Durkee St at Broad St	EB l	a/8.1	a/8.3	a/8.5
	WB l	a/7.7	a/7.9	a/7.9
	NB l/t/r	c/15.8	c/19.2	c/17.9
	SB l	c/22.4	d/27.4	---
	SB t/r	b/11.1	b/11.4	---
Peru St at Bridge St	EB l/t	B/17.0	B/17.0	B/17.0
	EB r	A/1.0	A/1.0	A/1.0
	WB l	B/17.2	B/17.2	B/17.7
	WB t/r	B/17.5	B/17.7	B/17.2
	NB l/t	B/19.3	B/19.1	B/19.1
	NB r	A/0.0	A/0.1	A/0.1
	SB l/t/r	A/8.5	A/8.5	A/8.5
	Overall	B/13.1	B/13.1	B/12.0
Peru St at Broad St/Hamilton St	EB l	D/52.2	D/52.7	D/52.7
	EB t/r	F/93.2	F/90.8	F/96.2
	WB l/t/r	C/21.9	C/22.0	C/22.0
	NB l	A/5.6	A/6.0	A/7.3
	NB t/r	B/11.8	B/11.8	B/11.8
	SB l/t/r	C/27.6	C/27.8	C/32.2
	Overall	C/30.3	C/32.4	C/29.7

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CITY OF PLATTSBURGH GEIS

**2022 AM BUILD
(DURKEE STREET 2-WAY)
INTERSECTION VOLUMES**

CITY OF PLATTSBURGH, CLINTON COUNTY

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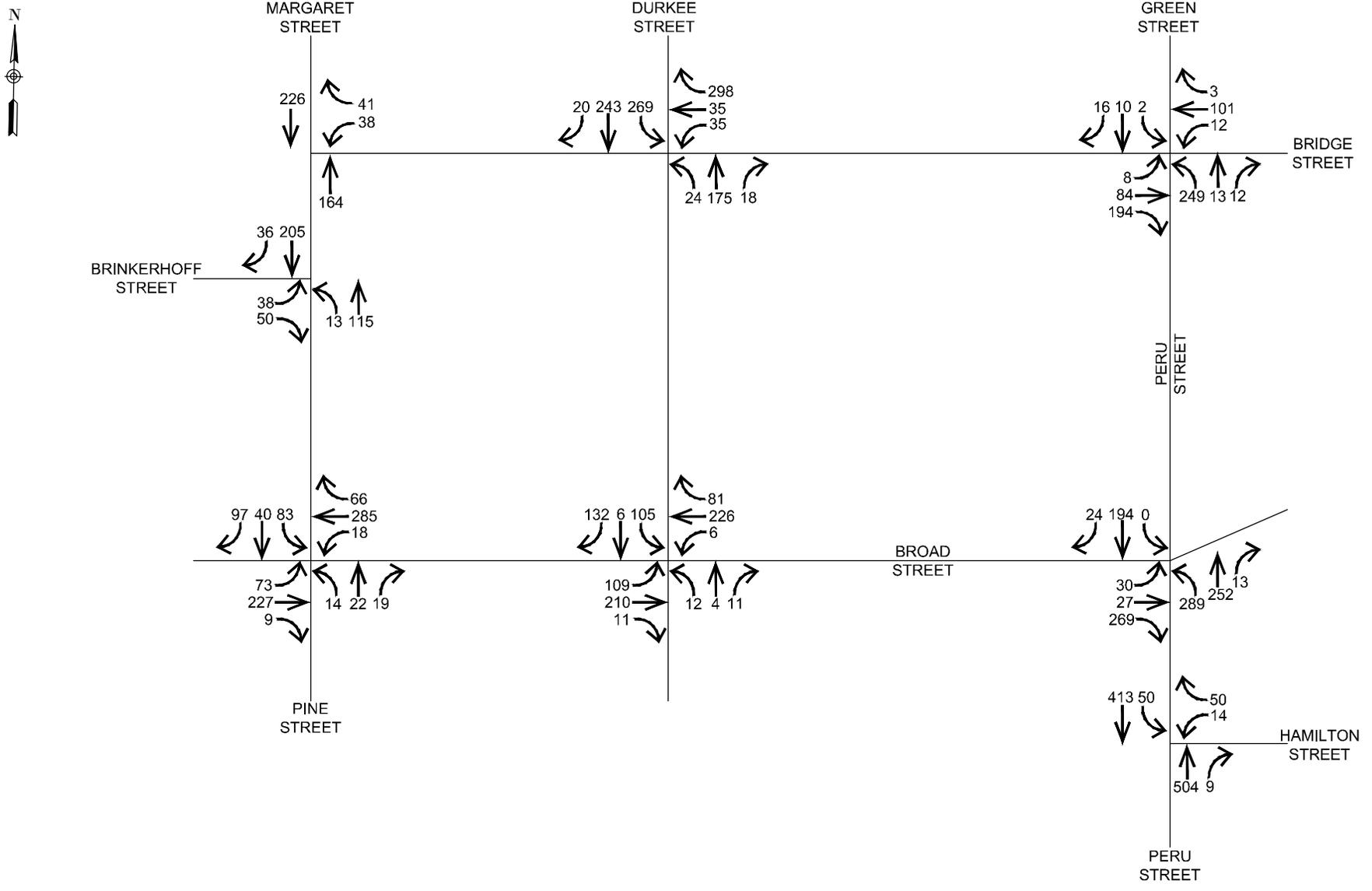
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FIG. 8-M

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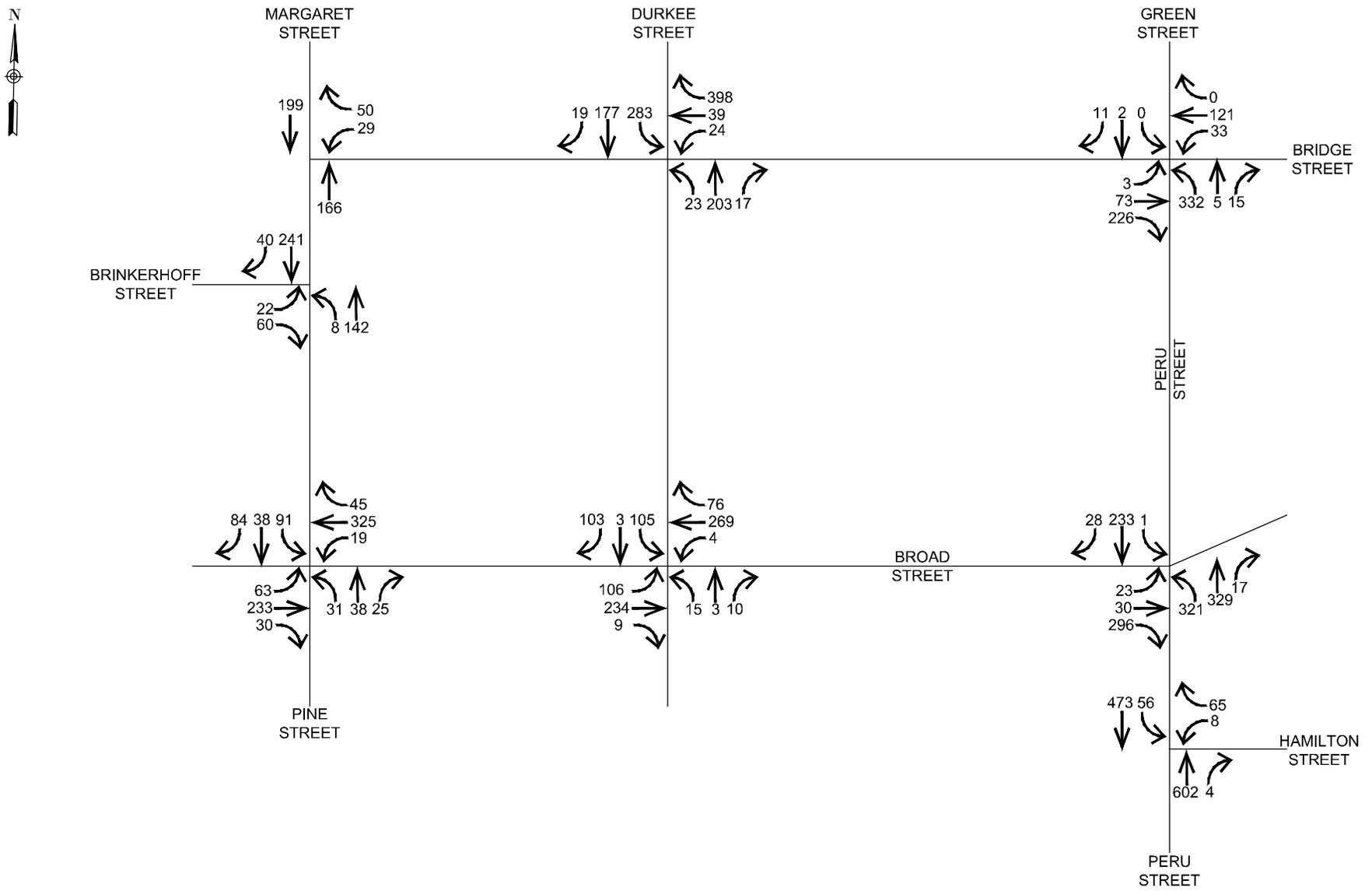
CITY OF PLATTSBURGH GEIS
2022 MIDDAY BUILD
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INTERSECTION VOLUMES

CITY OF PLATTSBURGH, CLINTON COUNTY

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date 08/07/20	scale NTS
project no. 91922.01	
sheet no. FIG. 9-M	

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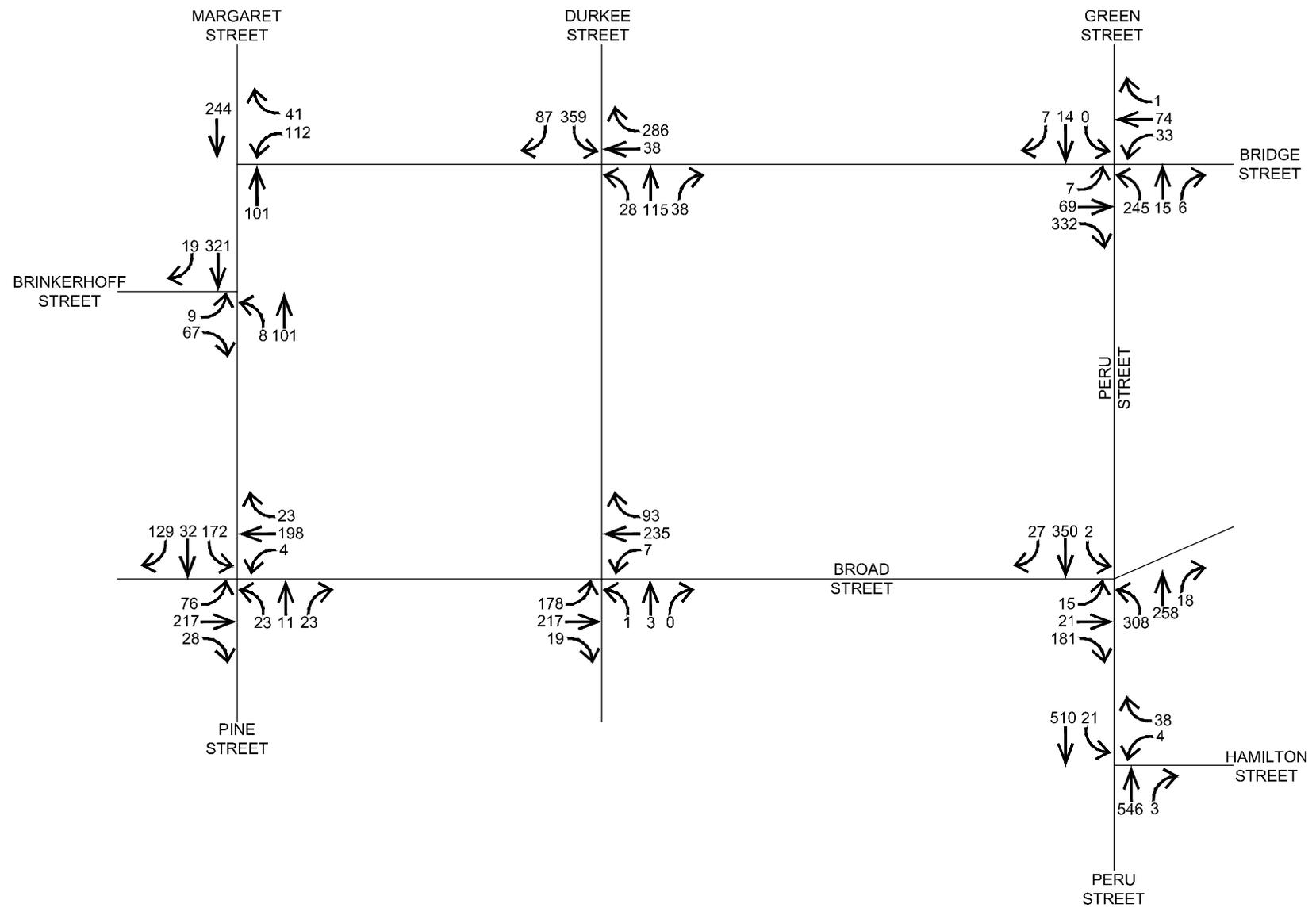
**2022 PM BUILD
(DURKEE STREET 2-WAY)
INTERSECTION VOLUMES**

CITY OF PLATTSBURGH, CLINTON COUNTY

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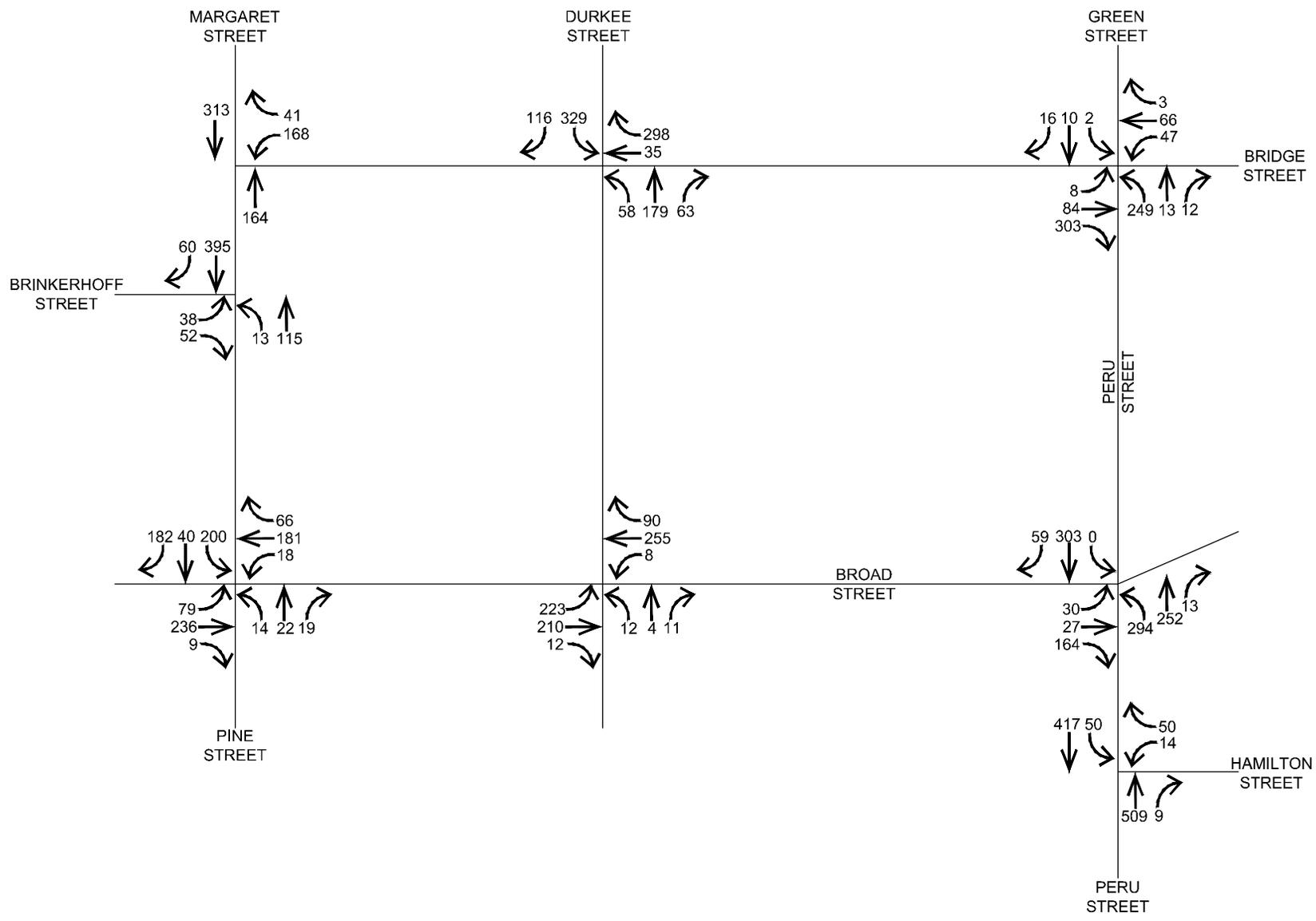
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CITY OF PLATTSBURGH GEIS
2022 AM BUILD
(DURKEE STREET 1-WAY)
INTERSECTION VOLUMES
 CITY OF PLATTSBURGH, CLINTON COUNTY

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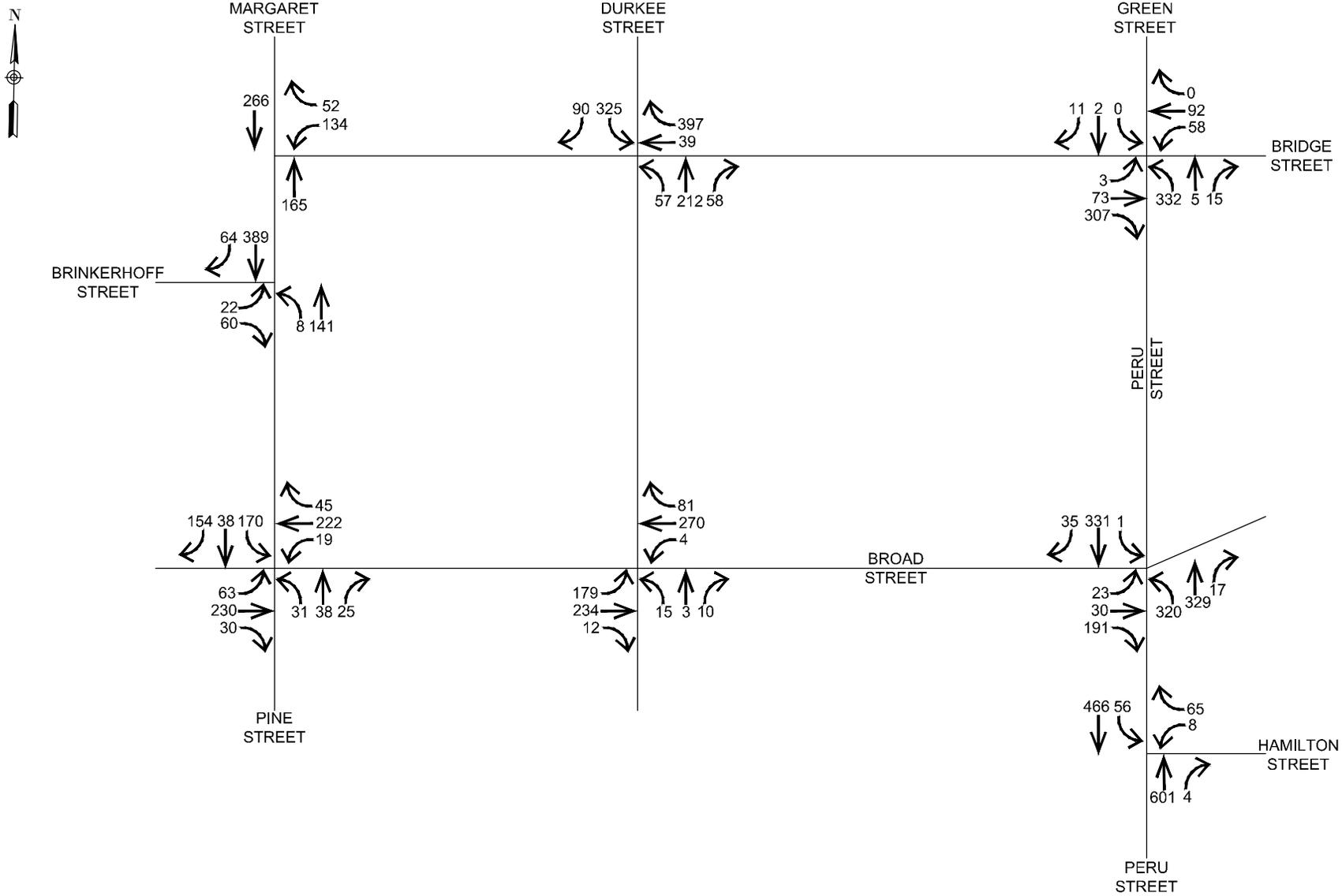
CITY OF PLATTSBURGH GEIS
2022 MIDDAY BUILD
(DURKEE STREET 1-WAY)
INTERSECTION VOLUMES

CITY OF PLATTSBURGH, CLINTON COUNTY

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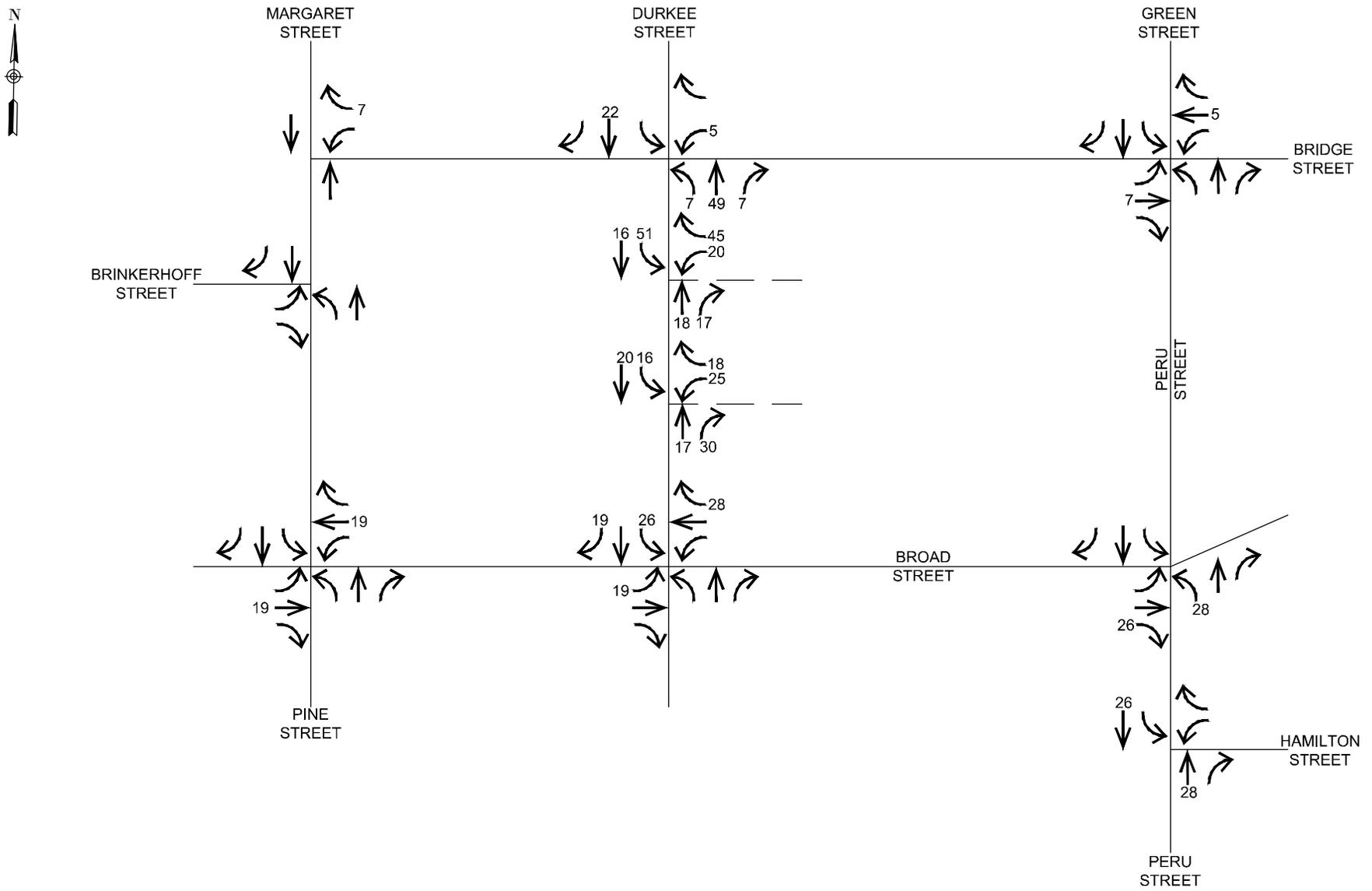
**2022 PM BUILD
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INTERSECTION VOLUMES**

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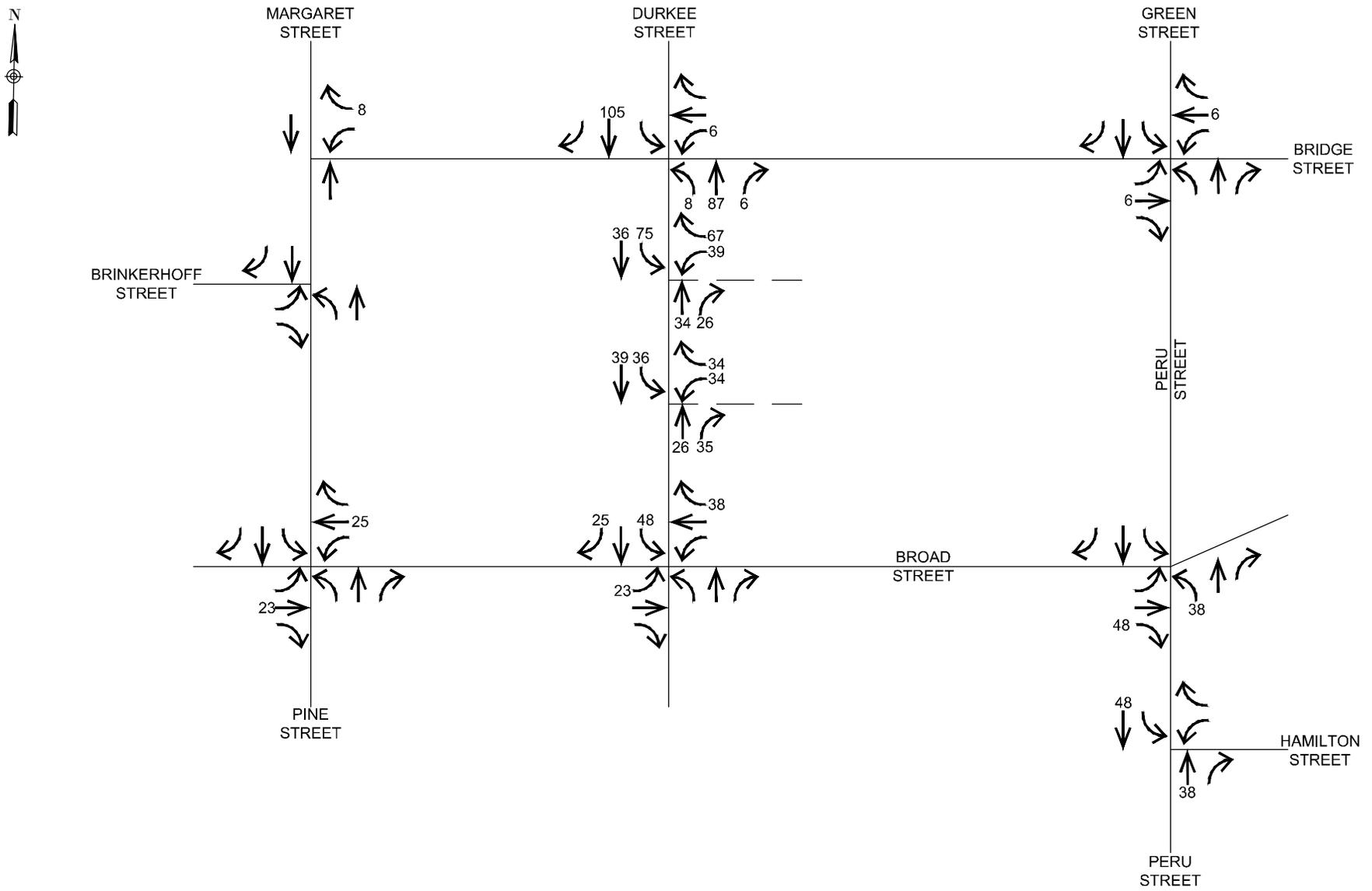
TRIP ASSIGNMENT - AM PEAK
DURKEE LOT MIXED-USE DEV.
(2-WAY DURKEE STREET)

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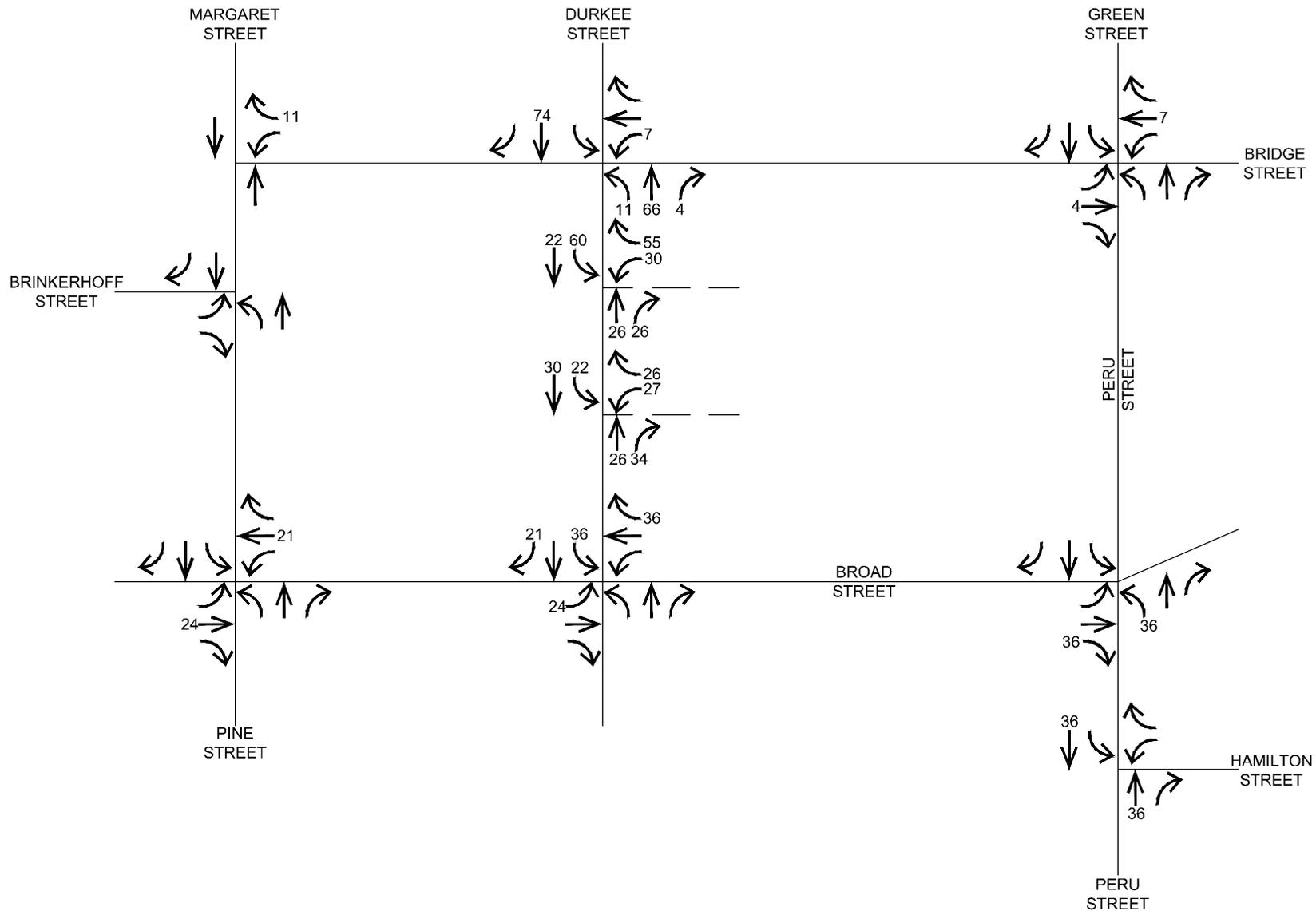
**TRIP ASSIGNMENT - MIDDAY PEAK
DURKEE LOT MIXED-USE DEV.
(2-WAY DURKEE STREET)**

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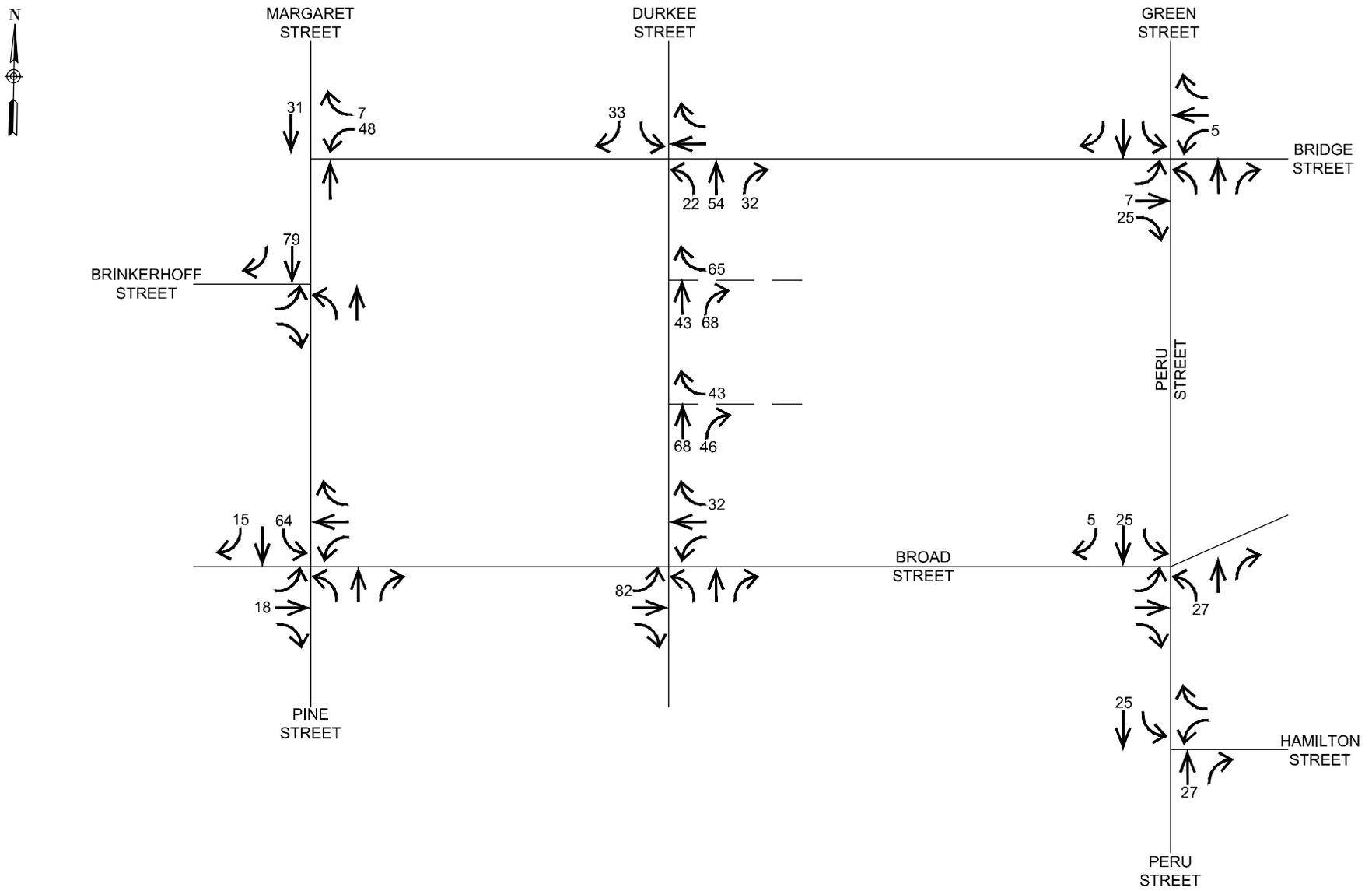
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DURKEE LOT MIXED-USE DEV.
(2-WAY DURKEE STREET)

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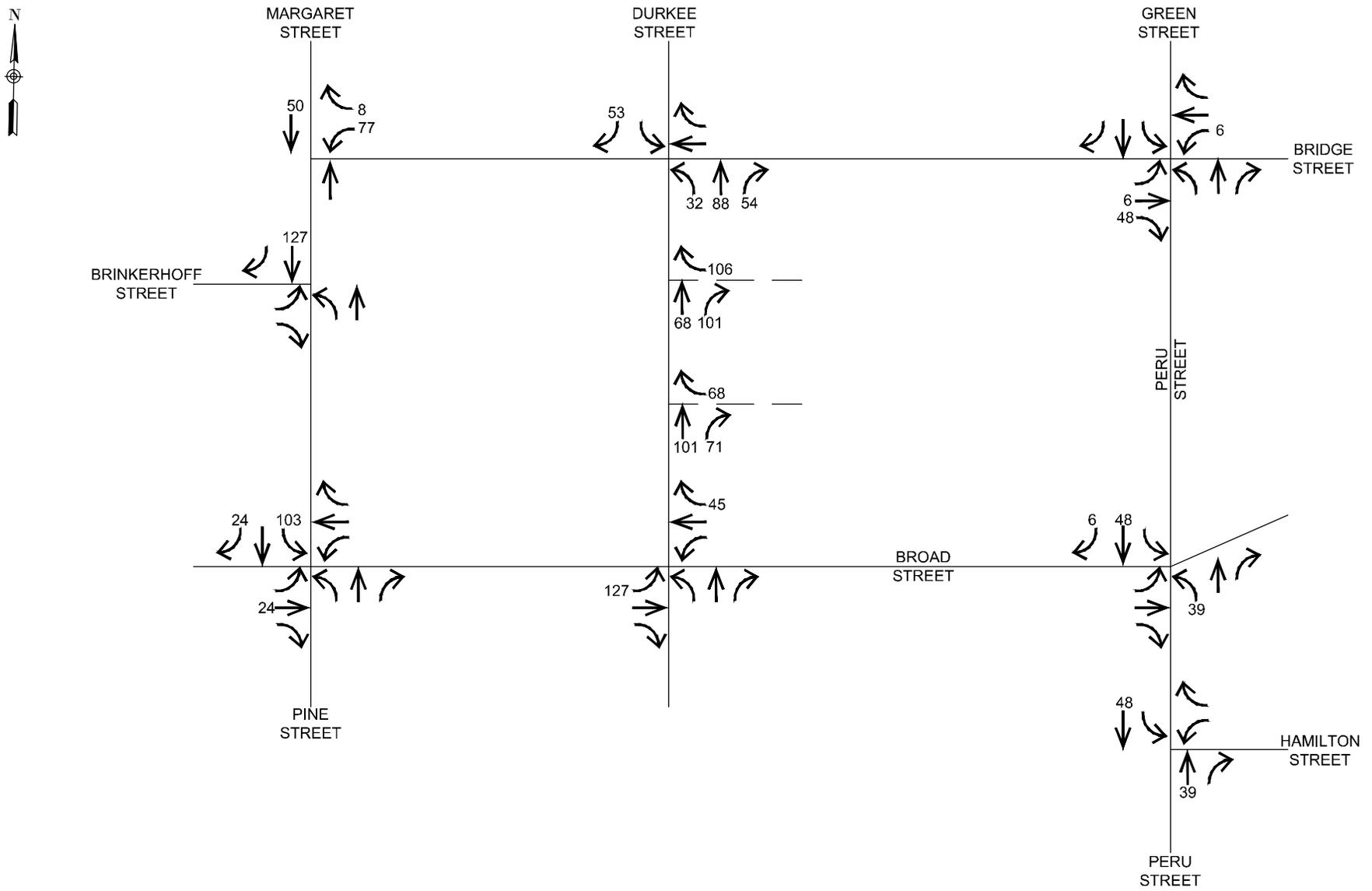
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TRIP ASSIGNMENT - AM PEAK
DURKEE LOT MIXED-USE DEV.
(1-WAY DURKEE STREET)

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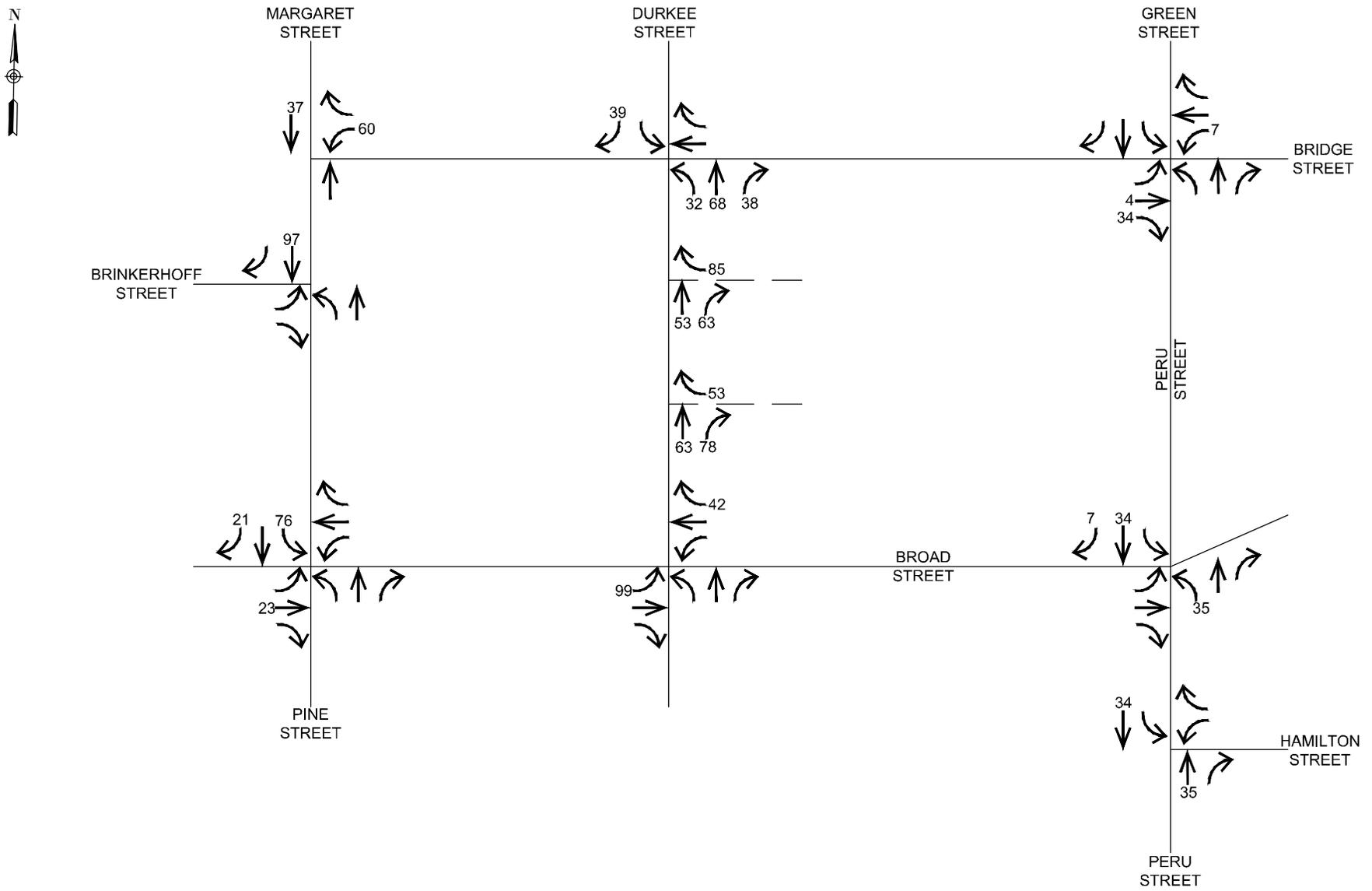
TRIP ASSIGNMENT - MIDDAY PEAK
DURKEE LOT MIXED USED DEV.
(1-WAY DURKEE STREET)

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CITY OF PLATTSBURGH GEIS
TRIP ASSIGNMENT - PM PEAK
DURKEE LOT MIXED USE DEV.
(1-WAY DURKEE STREET)

CITY OF PLATTSBURGH, CLINTON COUNTY

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date 08/07/20	scale NTS
project no. 91922.01	
sheet no. FIG. C15-M	

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