






# Staff Report

## City of Manhattan Beach

**TO:** Honorable Mayor Montgomery and Members of the City Council

**THROUGH:** Geoff Dolan, City Manager 

**FROM:** Richard Thompson, Director of Community Development   
Ana Stevenson, Management Analyst   
Erik Zandvliet, City Traffic Engineer

**DATE:** September 16, 2008

**SUBJECT:** Consideration of a School Area Traffic Study Regarding Initial Recommendations for Pennekamp Elementary School

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### RECOMMENDATION:

It is recommended that the Council pass a motion to approve the Parking and Public Improvements Commission (PPIC) recommendation to implement the following school area traffic safety plan around the Pennekamp Elementary School campus for a six-month trial period (Items added by PPIC on August 28, 2008 in **bold**):

1. Replace missing or outdated traffic signs and school signs.
2. Concentrate traffic and parking enforcement around the school campus on a regular basis.
3. Paint school crosswalks and markings on an annual basis.
4. Paint a white loading zone lane line on the west side of Peck Avenue from the existing loading zone driveway northerly to 1<sup>st</sup> Street.
5. Prohibit left turns in and out of the student loading zone driveways on Peck Avenue during school loading times only.
6. Pursue a capital project to construct a new sidewalk on the east side of Rowell Avenue between 1<sup>st</sup> Street and Curtis Avenue.
7. Paint yellow centerlines at the Rowell Avenue entrances to the school to separate vehicle directions.
8. Post "No Pedestrian Crossing" signs on the east leg of 2<sup>nd</sup> Street and Peck Avenue.
9. Remove existing school crosswalk at Rowell Avenue and Gates Avenue on the north leg only.
10. Paint new school crosswalk at Rowell Avenue and 2<sup>nd</sup> Street on the south leg.
11. Paint new school crosswalks at Curtis Avenue and Rowell Avenue on the north and west legs.
12. Paint new school crosswalks at Meadows Avenue and 2<sup>nd</sup> Street on the north and east legs.
13. Paint new school crosswalk at Rowell Avenue and 1<sup>st</sup> Street on the west leg.

14. Encourage the school to use orange cones at the centerlines of school crosswalks where crossing guards are stationed.
15. Encourage the school to provide a formal program to enlist volunteer and/or staff supervision to assist student loading/unloading at main loading zones.
16. Encourage the school to implement a formal student car-pool and walking incentive program for both parents and students.
17. Prepare Suggested Routes to School map for distribution to parents.
18. Encourage the school to distribute traffic safety handouts regularly throughout the school year.
19. Recommend the City Council have a dialogue with school administrators to coordinate a program to supervise school loading zones with police personnel or other volunteers.
20. **That the City shall work with the School District to add or enhance off-street loading zones with the goal for each school of getting as much loading and unloading as is possible and reasonable off streets.**

**FISCAL IMPLICATION:**

The recommended measures could be accomplished through existing Public Works programs and budgets with the exception of Measure No. 6, which would require appropriation of additional funding for a Public Works project to construct sidewalks on the east side of Rowell Avenue as part of the City's Capital Improvements Projects Work Plan. It is Staff's intention to pursue a Safe Routes to School Grant or discretionary transportation funding for all costs associated with sidewalk design and construction. The approximate cost of design and construction of sidewalks is \$90,000.

**BACKGROUND:**

In November 2002 the City Council approved the City-Wide Neighborhood Traffic Management Program (NTMP). The Program established a set of procedures for evaluating neighborhoods in an effort to improve livability of neighborhood streets. In March 2003, the Council directed staff to conduct studies of traffic and parking conditions in the areas surrounding the schools in Manhattan Beach. Since each school area has unique conditions and issues, each school is being evaluated separately.

The NTMP Program has been followed in developing possible vehicular and pedestrian improvements for Pennekamp School. Staff met with school representatives on two occasions, the latest on August 5, 2008, to identify concerns and suggestions. In addition, notices were mailed to residents in the surrounding neighborhood asking them to provide input related to neighborhood impacts caused by the school. The information obtained was incorporated into an analysis that was presented to the Parking and Public Improvements Commission at a public meeting on August 28, 2008. At this meeting, a public workshop was held with school representatives, parents and neighbors to gather additional comments and concerns regarding the proposed plan.

**DISCUSSION:**

As described in the attached report the City Traffic Engineer identified concerns in the following areas:

- Need for Suggested Routes to School to show preferred pedestrian routes,

- Requests for additional school crosswalks on adjacent streets,
- Request for all-way stop sign at Gates Avenue and Herrin Street,
- Vehicle queue lines at student loading areas create congestion on Peck Avenue and block the crosswalks,
- Need for more efficient loading zone operation,
- Parking violations adjacent to school,
- Stop and speeding violations,
- Need for better signs and markings at school and at crosswalks, and
- Need for more police enforcement.

To address these issues, the Traffic Engineer recommended a comprehensive program of 19 initial measures as identified in the recommendation. In addition, the local streets surrounding Pennekamp Elementary School were reviewed to determine if any were candidates for speed humps. Since recurrent speeding was not observed during school hours on any eligible local streets, this measure is not recommended at this time. It should be noted that Meadows Avenue, Rowell Avenue, Peck Avenue and 2<sup>nd</sup> Street are considered primary emergency routes, and therefore would not be eligible for speed humps.

### **PPIC Meeting**

On August 28, 2008, the PPIC discussed the findings and heard testimony from three area residents and the school Principal. The speakers described concerns related to parking and loading along Rowell Avenue near the intersections, and students crossing Rowell Avenue at locations with and without crosswalks. The Principal also spoke in favor of the recommended measures, and noted that potential difficulty in getting volunteers or staff to assist in a student loading program.

### **Sidewalks**

The Commission discussed the purpose and merits of adding sidewalks adjacent to the school grounds. Staff explained that sidewalks north of Gates Avenue would be a secondary alternate to a preferred route along the school turnout, however, there are several obstructions that would have to be relocated that would significantly increase the cost. Some commissioners had concerns that it would eliminate some established landscaping that currently helps buffer the school from nearby residences. The portion of sidewalk south of Gates Avenue would primarily improve pedestrian access to the Extended Daycare Program entrance by bridging an open drainage area with curbing and sloping surfaces. Both sidewalk segments would provide a continuous pedestrian path with fewer street crossings for students walking from their homes west of the school. The Commission was open to the idea of separating the two sidewalk segments if priority or funding became an issue. When asked, Staff explained that the meaning of Item 6 was to add the sidewalks on the list of future capital projects to be prioritized and constructed at such time as funding becomes available.

The Commission was supportive of all of the Traffic Engineer's recommended actions, and added one additional recommendation:

20. That the City shall work with the School District to add or enhance off-street loading zones with the goal for each school of getting as much loading and unloading as is possible and reasonable off streets.

During their discussion, the Commission felt it was important that the City and School pursue a way to make better use of the loading zone turnout in front of the school along Rowell Avenue, most likely by widening the turnout to accommodate two lanes, one for drop-off and the other for a bypass lane. The Commission voted unanimously to recommend implementation of all measures on a trial basis including the added items by a 5-0 vote.

Once the initial traffic safety plan is approved, a follow-up evaluation will be conducted after implementation to determine if it has proven effective and/or needs to be modified. This evaluation will be presented to the PPIC at a future meeting, with notices sent to affected stakeholders.

Meeting notices for this meeting were sent to school and district representatives and to all properties surrounding the school campus.

- Exhibit:
- A. Sketch of Recommended Measures (Revised 9/04/08)
  - B. PPIC Report dated 8/28/08 with attachments
  - C. PPIC Minutes 8/28/2008
  - D. City Council Meeting Notice
  - E. Public Comments

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PENNEKAMP ELEMENTARY SCHOOL



**GENERAL RECOMMENDATIONS**

1. Replace missing or outdated traffic signs and school signs.
2. Concentrate traffic and parking enforcement around the school campus on a regular basis.
3. Paint school crosswalks and markings on an annual basis
14. Encourage the school to use orange cones at crossing guard locations.
15. Encourage the school to provide a formal program to enlist volunteer and/or staff supervision to assist student loading/unloading at main loading zones.
16. Encourage the school to implement a formal student car-pool and walking incentive program for both parents and students.
17. Prepare Suggested Routes to School map for distribution to parents.
18. Encourage the school to distribute traffic safety handouts regularly throughout the school year.
19. Recommend the City Council have a dialogue with school administrators to coordinate a school loading zone program.
20. That the City shall work with the School District to add or enhance off-street loading zones with the goal for each school of getting as much loading and unloading as is possible and reasonable off streets.



**CITY OF MANHATTAN BEACH  
DEPARTMENT OF COMMUNITY DEVELOPMENT**

**TO:** Parking and Public Improvements Commission

**FROM:** Richard Thompson, Director of Community Development  
Ana Stevenson, Management Analyst *MS*

**BY:** Erik Zandvliet, Traffic Engineer

**DATE:** August 28, 2008

**SUBJECT: Pennekamp Elementary School Area Study  
Initial Recommendations**

**RECOMMENDATION:**

Staff recommends that the Commission recommend implementation of the following initial mitigation measures:

1. Replace missing or outdated traffic signs and school signs.
2. Concentrate traffic and parking enforcement around the school campus on a regular basis.
3. Paint school crosswalks and markings on an annual basis.
4. Paint a white loading zone lane line on the west side of Peck Avenue from the existing loading zone driveway northerly to 1<sup>st</sup> Street.
5. Prohibit left turns in and out of the student loading zone driveways on Peck Avenue during school loading times only.
6. Pursue a capital project to construct a new sidewalk on the east side of Rowell Avenue between 1<sup>st</sup> Street and Curtis Avenue.
7. Paint yellow centerlines at the Rowell Avenue entrances to the school to separate vehicle directions.
8. Post "No Pedestrian Crossing" signs on the east leg of 2<sup>nd</sup> Street and Peck Avenue.
9. Remove existing school crosswalk at Rowell Avenue and Gates Avenue on the north leg only.
10. Paint new school crosswalk at Rowell Avenue and 2<sup>nd</sup> Street on the south leg.
11. Paint new school crosswalks at Curtis Avenue and Rowell Avenue on the north and west legs.
12. Paint new school crosswalks at Meadows Avenue and 2<sup>nd</sup> Street on the north and east legs.
13. Paint new school crosswalk at Rowell Avenue and 1<sup>st</sup> Street on the west leg.
14. Encourage the school to use orange cones at the centerlines of school crosswalks where crossing guards are stationed.
15. Encourage the school to provide a formal program to enlist volunteer and/or staff supervision to assist student loading/unloading at main loading zones.

16. Encourage the school to implement a formal student car-pool and walking incentive program for both parents and students.
17. Prepare Suggested Routes to School map for distribution to parents.
18. Encourage the school to distribute traffic safety handouts regularly throughout the school year.
19. Recommend the City Council have a dialogue with school administrators to coordinate a program to supervise school loading zones with police personnel or other volunteers.

### **BACKGROUND:**

On November 19, 2002, the City Council approved the City-Wide Neighborhood Traffic Management Program (NTMP). This Program established a set of procedures to evaluate neighborhoods in an effort to improve livability of neighborhood streets. The NTMP created a consistent way for the City to evaluate traffic requests, so that a comprehensive plan can be implemented that will minimize adverse impacts both before and after implementation of traffic calming measures. On March 18, 2003 and during the Work Plan discussions, the City Council prioritized several areas of the City for further analysis. At that meeting, the City Council identified the neighborhoods immediately around the elementary and middle schools as one of these priority areas. Since each school area has unique conditions and issues, each school is being evaluated separately.

The NTMP Program has been followed in developing possible vehicular and pedestrian improvements for each school area. This report is an evaluation of traffic circulation and pedestrian safety surrounding Pennekamp Elementary School. It presents a list of initial recommendations to begin addressing school and resident concerns in the neighborhood surrounding the school from a traffic engineering perspective. The recommendations made by the PPIC will be forwarded to the City Council for their approval on a trial basis.

### **DISCUSSION:**

Pennekamp Elementary School is located between Rowell Avenue and Peck Avenue just south of 2<sup>nd</sup> Street in the southeast quadrant of the city. The school attendance boundary extends from Sepulveda Boulevard on the west, Manhattan Beach Boulevard to the north, Aviation Boulevard to east, and Artesia Boulevard to the south. There are approximately 600 students in Grades K through 5. School begins at 8:00am and 8:15am with two dismissals at approximately 2:15pm and 2:45pm. Kindergarten and minimum days have different schedules. There are 18 off-street parking spaces in the Rowell parking lot and 19 off-street parking spaces along Peck Avenue for a total of 37 staff spaces. The City shares use of the play fields after school hours and on weekends for intramural and practice games. Three crossing guards are provided at crosswalks in front of the school, at Peck Avenue/2<sup>nd</sup> Street and Peck Avenue/1<sup>st</sup> Street.

Circulation around Pennekamp School is primarily via Rowell Avenue and Voorhees Avenue in front of the school, and Peck Avenue along the rear of the school. Rowell Avenue and Peck Avenue are generally congested at arrival and dismissal times on school days, often blocking local residential traffic, with high school traffic adding significant traffic volume to Peck Avenue. An on-campus loading zone is located in the Peck Avenue parking lot. Curb parking is

generally permitted on all local streets surrounding the school with some street sweeping restrictions.

The local neighborhood streets surrounding Pennekamp Elementary School are built in a grid network and served by local collector streets such as Meadows Avenue, Peck Avenue and Redondo Avenue. Meadows Avenue and Peck Avenue are signalized at Manhattan Beach Boulevard to the north and Artesia Boulevard to the south. Second Street is signalized at Sepulveda Boulevard to the west and Aviation Boulevard to the east. There are flashing school beacons located in both directions of Peck Avenue adjacent to the rear school frontage. In 2005, the City painted a yellow school crosswalk across Peck Avenue at 1<sup>st</sup> Street, and authorized an adult school crossing guard at that location. The streets surrounding the school are improved with curbs, gutters and sidewalks. However, a segment of sidewalk has not been constructed on the east side of Herrin Avenue between 1<sup>st</sup> Street and Curtis Avenue directly adjacent to the school.

### **Public and School Concerns**

City Staff met with Dale Keldrauk, Principal of Pennekamp Elementary School, and other school staff on two occasions, the latest on August 5, 2008, to listen and discuss school related traffic safety concerns. In addition, staff has received correspondence from several parents and staff with comments and suggestions. These comments have been incorporated into the evaluation. Notices of this meeting were mailed to the surrounding neighborhood, as well as to those who had previously expressed interest. The identified concerns have fallen into the following categories:

1. Need for Suggested Routes to School to show preferred pedestrian routes,
2. Requests for additional school crosswalks on adjacent streets,
3. Request for all-way stop sign at Gates Avenue and Herrin Street,
4. Vehicle queue lines at student loading areas create congestion on Peck Avenue and block the crosswalks,
5. Need for more efficient loading zone operation,
6. Parking violations adjacent to school,
7. Stop and speeding violations,
8. Need for better signs and markings at school and at crosswalks, and
9. Need for more police enforcement.

In addition to the above concerns, staff has inventoried existing school signs and markings in the area, and observed general traffic and parking conditions during both school and non-school days in preparation of this NTMP. Field observations during typical school days and non-school days were made to help determine the potential impact of any initial recommendations.

A review of the collision history within the neighborhood was conducted for the period between January 1, 2003 and June 30, 2007. The review reveals that there are no locations with elevated collision rates or pedestrian collisions within the neighborhood surrounding these school campuses.



## **Stop Sign Petition at Herrin Street and Gates Avenue**

In response to a resident petition to install stop signs in all directions at the intersection of Herrin Street and Gates Avenue, the City Traffic Engineer conducted an engineering study to determine if multi-way stop signs are justified at this intersection. The State of California has established guidelines for the installation of stop signs. These criteria have been widely accepted and are used by the City of Manhattan Beach. Multi-way or all-way stop controls are generally recommended when one or more of the State criteria are satisfied that indicate the existing traffic control devices are not sufficient to assign proper right-of-way.

The attached stop sign warrant checklist indicates that multi-way stop signs are not warranted at Herrin Street and Gates Avenue due to the very low traffic volume on both streets and absence of a collision history. A stop sign at an intersection with low side street traffic volumes often causes unnecessary delay and noise, increased rear-end collision potential and disregard for stop signs on other streets at locations where there is no apparent reason to stop. An unwarranted stop sign would likely be ignored by many drivers, which would actually decrease pedestrian safety. Corner sight visibility is sufficient if vehicles are not parked right at the corner, so stop signs would not be necessary for visibility reasons.

A stop sign would not be expected to reduce vehicle speeds on Gates Avenue since recurrent speeding was not observed, and there is an existing cross-gutter on the east leg that assists in slowing traffic through the intersection. In fact, additional stop signs along Gates Avenue would likely cause some drivers to accelerate faster to make up for lost time. However, it was noted that sight distance could be reduced by vehicles parked close to the intersection. If needed, red curb on Gates Avenue just east and west of Herrin Street could be painted to improve corner sight visibility.

### **Findings:**

1. Many existing school area signs and markings are outdated and/or missing. Several school crosswalks are missing near the school grounds.
2. Student loading occurs on both campus frontages, which helps distribute traffic flow, but inefficient operation increases exposure between cars and pedestrians. Left turning vehicles impede smooth flow through the loading zone.
3. Illegal parking and student loading along Peck Avenue and Rowell Avenue causes unnecessary congestion and decreases pedestrian safety.
4. Additional loading supervision would improve the efficiency and safety of both pedestrians and motorists, as well as reduce the overall impact on residential streets.
5. Recurrent speeding during school times was not evident on any surrounding streets.
6. Additional ridesharing efforts by both staff and students would help alleviate some congestion issues.
7. The nearby high school and Montessori school increase overall congestion through the school zone.
8. School area congestion occurs for a limited time in the morning and afternoon of school days only. Therefore, permanent changes to traffic circulation should be implemented only after careful consideration of potential impacts during the summer and on weekends.
9. There is no current suggested route to school plan for this school.

10. There appears to be sufficient parking for school staff in the school parking areas.
11. There is short term parking demand for some school users, particularly for sign-in/sign-out and attendance for Kindergarten and Extended Day Care.
12. The existing loading zone in front of the school is narrow and would be more usable if widened for two-lanes.

### INITIAL RECOMMENDATIONS

The following is a list of initial recommendations intended to improve traffic and pedestrian safety around the Pennekamp School campus. Some actions are to be initiated by the City, while others are recommendations for the school or School District to implement. All the actions are meant to work together as a system and complement each other.

#### **Initial Recommendations**

1. Replace missing or outdated traffic signs and school signs.  
This action will reinforce driver compliance of the rules-of-the-road, as well as raise awareness of pedestrians and discourage speeding in the school area. High-visibility school signs would also be installed in place of the existing signs.
2. Concentrate traffic and parking enforcement around the school campus on a regular basis.  
This action will help reduce congestion by penalizing illegal speeding and parking practices such as blocking driveways, red curbs and double parking.
3. Paint school crosswalks and markings on an annual basis.  
This action will encourage compliance of pedestrian right-of-way rules and raise awareness of pedestrians in the school area.
4. Paint a white loading zone lane line on the west side of Peck Avenue from the existing loading zone driveway northerly to 1<sup>st</sup> Street.  
This measure would channelize the loading zone vehicles along the curb and provide smoother flow while relieving congestion along Peck Avenue.
5. Prohibit left turns in and out of the student loading zone driveways on Peck Avenue during school loading times only.  
This action will reduce vehicle and pedestrian conflicts and improve school area circulation.
6. Pursue a capital project to construct a new sidewalk on the east side of Rowell Avenue between 1<sup>st</sup> Street and Curtis Avenue.  
This action will connect the existing sidewalk and school route along Voorhees Avenue to the school grounds. In addition, it will provide pedestrian path between the school crosswalks and the school entrance in front of the school. Some landscaping in front of the school will have to be relocated and a drainage swale reconstructed in order to construct the sidewalks. The sidewalk connection will shorten the distance required to walk to school and reduce pedestrian exposure to vehicles.

7. Paint yellow centerlines at the Rowell Avenue entrances to the school to separate vehicle directions.  
This action will separate inbound and outbound vehicle in front of the school and improve traffic flow through the loading zone.
8. Post “No Pedestrian Crossing” signs on the east leg of 2<sup>nd</sup> Street and Peck Avenue.  
This action will improve pedestrian safety at this intersection by requiring all pedestrians to cross at the preferred crosswalk on the west leg with a crossing guard.
9. Remove existing school crosswalk at Rowell Avenue and Gates Avenue on the north leg only.  
This action will eliminate an inaccessible pedestrian path through a landscaped area and front parking lot. All pedestrians will be directed to cross at the south leg directly adjacent to the school entrance sidewalk. It will improve pedestrian safety by reducing pedestrian exposure to vehicles.
10. Paint new school crosswalk at Rowell Avenue and 2<sup>nd</sup> Street on the south leg.  
This action will improve pedestrian safety by raising driver awareness and provide a pedestrian connection to all corners at this intersection west of the school along the suggested route.
11. Paint new school crosswalks at Curtis Avenue and Rowell Avenue on the north and west legs.  
This action will improve pedestrian safety by raising driver awareness and provide a pedestrian connection to all corners at this intersection west of the school along the suggested route.
12. Paint new school crosswalks at Meadows Avenue and 2<sup>nd</sup> Street on the north and east legs.  
This action will improve pedestrian safety by raising driver awareness and provide a pedestrian connection to all corners at this intersection west of the school along the suggested route.
13. Paint new school crosswalk at Rowell Avenue and 1<sup>st</sup> Street on the west leg.  
This action will improve pedestrian safety by raising driver awareness and provide a pedestrian connection at this intersection west of the school along the suggested route.
14. Encourage the school to use orange cones at the centerlines of school crosswalks where crossing guards are stationed.  
This action will improve pedestrian safety by increasing driver awareness of crossing locations.
15. Encourage the school to provide a formal program to enlist volunteer and/or staff supervision to assist student loading/unloading at main loading zones.  
This action will reduce the vehicle queue length, make loading operations more orderly and increase student safety on-campus. Congestion on city streets will also be reduced. Additional volunteers can call students names when parents are approaching the loading

zone, and assist students entering/exiting their vehicles to speed up the loading process. Drivers should not be allowed to wait in line if their student is not immediately present, and should be directed to recirculate to the end of the loading queue line.

16. Encourage the school to implement a formal student car-pool and walking incentive program for both parents and students.  
This action will help reduce the number of vehicles near the school during drop-off/pick-up times. It will also reduce the time that drivers spent in the loading zone line.
17. Prepare Suggested Routes to School map for distribution to parents.  
This action will help educate parents and students of the preferred routes when walking or biking to school. It can be used to encourage more walking to school, thereby reducing traffic congestion on streets surrounding the school.
18. Encourage the school to distribute traffic safety handouts regularly throughout the school year.  
This action will remind school staff, students, parents and other users to follow the recommended driving, walking and parking practices in order to reduce potential residential impacts.
19. Recommend the City Council have a dialogue with school administrators to coordinate a program to supervise school loading zones with police personnel or other volunteers.  
This action will provide a reliable and appropriate site-specific loading zone supervision program to reduce the vehicle queue length, make loading operations more orderly and increase student safety on-campus.

By way of mailed notices, the residents and affected parties surrounding the school campus have been invited to the PPIC meeting. Pennekamp School has also been encouraged to distribute the meeting notice to all school parents.

### **RECOMMENDATION:**

It is recommended that the Commission conduct a public hearing and consider the above initial recommendations for the area surrounding the Pennekamp School campus.

### **EXHIBITS:**

- A. Proposed School Area Improvements Sketch
- B. Stop Sign Warrant Checklist
- C. Correspondence and E-mails
- D. Meeting Notice for 8/28/08 PPIC meeting

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## PENNEKAMP ELEMENTARY SCHOOL INITIAL RECOMMENDATIONS



### GENERAL RECOMMENDATIONS

1. Replace missing or outdated traffic signs and school signs.
2. Concentrate traffic and parking enforcement around the school campus on a regular basis.
3. Paint school crosswalks and markings on an annual basis
4. Encourage the school to use orange cones at crossing guard locations.
5. Encourage the school to provide a formal program to enlist volunteer and/or staff supervision to assist student loading/unloading at main loading zones.
6. Encourage the school to implement a formal student car-pool and walking incentive program for both parents and students.
7. Prepare Suggested Routes to School map for distribution to parents.
8. Encourage the school to distribute traffic safety handouts regularly throughout the school year.
9. Recommend the City Council have a dialogue with school administrators to coordinate a school loading zone program.



**EXHIBIT**  
**B**

STOP SIGN WARRANT CHECKLIST

MAJOR STREET: Herrin Street      MINOR STREET: Gates Avenue

REQUESTED BY: Citizen Petition      DATE: 8/20/08

REVIEWED BY: EHZ

**Warranted?**

**SINGLE STREET STOP SIGN WARRANTS**

- On a less important road where the normal right-of-way rules would not be expected to provide reasonable compliance with the law.
- On a street entering a legally established through highway or street.
- At an unsignalized intersection in a signalized area.
- At other intersections where high speeds, restricted view, or crash record indicates a need for control by a stop sign.

**MULTI-WAY STOP SIGN WARRANTS**

- Where traffic signals are warranted, and stop signs are used as an interim measure to control traffic while the signal is installed.
- Where a crash problem exists, as indicated by five or more reported accidents within a 12 month period of a type correctable by a multi-way stop sign.
- Where the total vehicular volume entering from the major street approaches average at least 300 vehicles per hour for any 8 hours, and  
  
the combined vehicular, bicycle and pedestrian volume from the minor street approaches average at least 200 units per hour for the same 8 hours, with an average delay to the minor street traffic is at least 30 seconds per vehicle during the highest hour, and  
  
if the 85<sup>th</sup> percentile approach speed of the major street traffic exceeds 40 MPH, the minimum vehicular volume warrant is 70 percent of the above requirements.
- Where there four or more reported accidents within a 12 month period of a type correctable by a multi-way stop sign, and  
  
the average major and minor street volumes are at least 80% of the minimum values.
- Other locations where multi-way stop signs are justified based on an engineering study.

## MULTI-WAY STOP SIGN WORKSHEET

MAJOR STREET: Herrin Street 85<sup>TH</sup> SPEED - <40 mph

MINOR STREET: Gates Avenue DATE: 8/20/08

**TRAFFIC VOLUMES** **WARRANTED** YES  NO

If the 85<sup>th</sup> percentile speed of the major street exceeds 40 MPH, use 70% volume.

Street	Min Volume	70%	80%	Ave.	Hour / Volume						
					8a						6p
Major	300	210	240	<50	< 50						
Minor	200	140	160	<50	< 50						

And, does the minor street have an average delay of at least 30 seconds in the peak hour?

Peak Average Delay	<30 sec
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**COLLISION RECORD** **WARRANTED** YES  NO

Are there five or more reported collisions within a 12 month period of a type correctable by a multi-way stop sign?

DATE	TIME	DIRECTION	TYPE	CAUSE
1-6/2007		NONE		
10/26/2006	07:53	WB THRU VS. SB STOP	BROADSIDE	ROW VIOLATION
2005		NONE		
2004		NONE		
2003		NONE		

**80% COMBINATION** **WARRANTED** YES  NO

Are there four or more reported accidents within a 12 month period of a type correctable by a multi-way stop sign, and

Average major and minor street volumes are at least 80% of the minimum values?

**OTHER MULTI-WAY STOP CONDITIONS** **WARRANTED** YES  NO

- |  |  |  |
|--|--|--|
| A. Need to control left turn conflicts                                     | YES                                      | <input checked="" type="checkbox"/> NO |
| B. Need to control vehicle/pedestrian conflicts at high ped locations      | YES                                      | <input checked="" type="checkbox"/> NO |
| C. Visibility obstruction after stopping on minor street approach          | <input checked="" type="checkbox"/> YES* | <input checked="" type="checkbox"/> NO |
| D. Two similar neighborhood collector streets that would improve operation | YES                                      | <input checked="" type="checkbox"/> NO |

\* - Correctable by restricting curb parking.



**EXHIBIT**

**C**

City Hall 1400 Highland Avenue Manhattan Beach, CA 90266-4795  
Telephone (310) 802-5000 FAX (310) 802-5001

November 14, 2006

Mark MacDonald  
1561 Gates Avenue  
Manhattan Beach, CA 90266

Re: Request for Stop Signs – Gates Avenue/Herrin Street

Dear Mr. MacDonald:

Thank you for your petition requesting installation of stop signs at the intersection of Gates Avenue and Herrin Street. With copies of this letter, your request has been forwarded to our staff Traffic Committee for review and comment.

Once the Committee members have had an opportunity to analyze the request, the issue will be scheduled for review by the Parking and Public Improvements Commission at a public meeting. You and your neighbors will be invited to attend the meeting and provide testimony. A final decision will ultimately be made by the City Council.

If you have any questions or would like an update on the status of your request, please call me at (310) 802-5540.

Sincerely,

Rob Osborne  
Management Analyst  
Community Development Department

Attachment

cc: Erik Zandvliet, Traffic Engineer  
Bryan Klatt, Traffic Sergeant  
Juan Price, Maintenance Superintendent  
Neil Miller, Director of Public Works  
Rod Uyeda, Police Chief

Fire Department Address: 400 15<sup>th</sup> Street, Manhattan Beach, CA 90266 FAX (310) 802-5201  
Police Department Address: 420 15<sup>th</sup> Street, Manhattan Beach, CA 90266 FAX (310) 802-5101  
Public Works Department Address: 3621 Bell Avenue, Manhattan Beach, CA 90266 FAX (310) 802-5301



To Whom It May Concern:

Attached please find a signed petition by nearby residents of the corner of Gates Avenue and Herrin Street in East Manhattan Beach. A 4-way STOP sign has been needed at this intersection for some time now, and last week's speeding accident which left one car on a corner resident's front lawn AS KIDS WERE WALKING TO PENNEKAMP AND MIRA COSTA has proven the need for this 4-way STOP to be installed immediately.

Please advise our next steps to make this installation a reality. And please note that the residents who live on each of the 4 corners of this intersection have signed this petition (names are highlighted).

Thank you,

Concerned Residents of Manhattan Beach  
% Mark Macdonald  
1561 Gates Avenue.  
Manhattan Beach  
310-372-3573

The accident that occurred at 7:45am on October 26, 2006 at the corner of Herrin Street and Gates Avenue in East Manhattan cannot be ignored. This corner has needed a 4-way stop sign for a long time, and accidents like this prove that our children are in danger at this intersection.

1. THIS INTERSECTION IS ONE BLOCK EAST OF PENNEKAMP ELEMENTARY.
2. Gates Ave. is used as THE throughfare for parents dropping off their kids to Pennekamp in the mornings AND picking them up in the afternoon.
3. Herrin St. is used in the mornings AND in the afternoons as a SHORTCUT, alternate, FASTER way for drivers to avoid the congestion on Peck (one block to the West). The congestion on Peck is caused by parents dropping off kids at Pennekamp, Mira Costa, and Montessori schools, while those using Herrin as a shortcut include Mira Costa students (YOUNG DRIVERS), parents taking Mira Costa students to and from school, commuters driving through the neighborhood, and local residents.
4. The corner of Herrin St. and Gates Ave. gets a HIGH VOLUME of pedestrian traffic: kids walking to and from Pennekamp and Mira Costa, adults exercising, and many parents and nannies walking children throughout the day.
5. The corner of Herrin St. and Gates Ave. gets TREMENDOUS AMOUNTS of bicycle traffic: kids in East Manhattan riding to and from the Middle School and Pennekamp, and kids from all over riding to Mira Costa.
6. The corner of Herrin St. and Gates Ave. has ALWAYS been a problem. Most drivers entering that intersection ASSUME a 4-way stop exists; this has created numerous close calls. Bicyclists assume the same, and neighbors hear screeches of brakes very often.
7. THE SUN POSES A PROBLEM TO DRIVERS ON GATES, NECESSITATING A 4-WAY STOP SIGN. In the morning, a driver traveling East on Gates looks directly into the sun as he enters Herrin. If a child walking or riding to school is crossing that street, HE CANNOT BE SEEN. Likewise in the afternoon, drivers heading West on Gates are blinded by the sun as they enter that intersection.

8. Cars drive too fast on Gates. The teenage girl who crashed into THREE cars this morning and ended up ON THE FRONT STEPS of the home at the NW corner of Gates and Herrin was no doubt speeding. As she was driving West on Gates she saw NO Stop sign ahead and thus had no reason to slow down. Had just ONE CHILD walking to school this morning been on that corner at just that instant, this could have been a very different story.

For these reasons above and alot more, we urge the City of Manhattan Beach to immediately install 4-way stop signs at the corner of Gates Avenue and Herrin Street in Manhattan Beach.

	NAME	ADDRESS	PHONE
	<del>DOROTHY MAHOOD</del>		
*	Dorothy Mahood	1562 Gates Ave.	374-4253
*	<del>Mark Macdonald</del>	1561 Gates Ave	312-3573
	Steven Olsen	1551 Gates Ave	318-3070
	<del>St. AD</del>		
	Jane D. Messerschmidt	1606 GATES AVE	319-1430
*	Chris Franck (Chris Franck)	1600 Gates Ave.	374-0868
	Dorothy Peterson	1612 Gates Ave-	372-3134
	Chris Lundel	117 S. Herrin Ave	318-7032
	Claire Hayati	1535 GATES AVE	310-372-0497
	Sally Hayati	1535 Gates Ave	310-372-0497
*	Pei Sypin	1601 Gates Ave.	310 3740410
	Laura Miller	114 S. Herrin St.	798-5121 310-870
	<del>Al H</del>	1550 Gates Ave	310-376-4421
	J. Walsh	1600 GATES AVE	310-372-7757

\* Corner Resident

MARIE REEDE 1601 CURTIS AVE 28-1789

Anita Sumen 1560 CURTIS AVE 372 3881

~~Maria L. Brown~~ 1555 CURTIS

Mike Oja 1554 Curtis 374-6679

~~Donna Chan~~ 1530 Curtis Ave.

~~J. A. Slight~~ 1601 Voorhees 310 372 7013

Karen Chan 1561 Voorhees Ave, MB 310 798-0923

Joyce SANTIAGO 1615 CURTIS AVE. " 310-379-7637

E. M. Schneider 1607 Curtis Ave. MB 310-372-3778

N. H. 1612 CURTIS AVE MB 310-374-0783

Michael Burgess 1623 CURTIS AVE MB 310-374-0900

~~Ziggy J. Brown~~ 1623 Curtis Ave MB 310-374-0900

H. M. 1646 Gates Ave. Man Bch 90266

Goldbrakman 1642 Gates Ave Man. Bch

Shelley Dornek 1647 Gate Ave Man. Bch

Green Ruff 1642 Gates Ave Manhattan Bch

Amelia 1637 Gates Av. MB, CA 90266

Shelley 1626 Gates MB 90266

H. M. 1606 Curtis MB 90266



**EXHIBIT**

**D**

City Hall 1400 Highland Avenue

Manhattan Beach, CA 90266

Telephone (310) 802-5000

FAX (310) 802-5001

August 6, 2008

**\*\*\*\*\* PUBLIC MEETING NOTICE \*\*\*\*\***

Re: Pennekamp Elementary School Traffic Study

Dear Property Owner/Resident:

The Manhattan Beach City Council has directed City staff to conduct a study of traffic and parking conditions in the area surrounding Pennekamp Elementary School. The City's Traffic Engineer has completed an analysis and will present findings and recommendations to the Parking and Public Improvements Commission at a public meeting on Thursday, August 28, 2008.

The meeting will be held in the City Council Chamber, 1400 Highland Avenue, and will begin at 6:30 p.m. Interested parties are encouraged to attend the meeting and provide comments.

If you have any questions or would like any additional information, please call (310) 802-5540 or email [astevenson@citymb.info](mailto:astevenson@citymb.info).

Sincerely,

Ana Stevenson  
Management Analyst  
Community Development Department

Fire Department Address: 400 15<sup>th</sup> Street, Manhattan Beach, CA 90266 FAX (310) 802-5201

Police Department Address: 420 15<sup>th</sup> Street, Manhattan Beach, CA 90266 FAX (310) 802-5101

Public Works Department Address: 3621 Bell Avenue, Manhattan Beach, CA 90266 FAX (310) 802-5301



**CITY OF MANHATTAN BEACH  
PARKING AND PUBLIC IMPROVEMENTS COMMISSION  
MINUTES OF REGULAR MEETING  
AUGUST 28, 2008**

**A. CALL TO ORDER**

The regular meeting of the Parking and Public Improvements Commission of the City of Manhattan Beach, California, was held on the 28<sup>th</sup> day of August, 2008, at the hour of 6:30 p.m., in the City Council Chambers of City Hall, 1400 Highland Avenue, in said City.

**B. ROLL CALL**

Present: Adami, Silverman, Gross, Stabile and Chairman Donahue.  
Absent: None.  
Staff Present: Stevenson, Zandvliet.  
Clerk: Weeks.

**C. APPROVAL OF MINUTES – AUGUST 19, 2008**

A motion was MADE and SECONDED (Adami/Gross) to approve the minutes of August 19, 2008 as written.

**D. AUDIENCE PARTICIPATION**

**Vern Knutson, 1501 Curtis Avenue**, asked that the stop sign at the corner of Curtis and Peck Avenues be removed, in that it provides a false sense of security for pedestrians because the majority of drivers do not stop.

Management Analyst Stevenson indicated that staff will contact Mr. Knutson to further discuss this issue and that the effectiveness of the stop sign will be further examined.

Traffic Engineer Zandvliet advised that the stop sign at the corner of Curtis and Peck Avenues is a standing since its approval included a caveat to examine the effectiveness when the church was rebuilt.

**Paulette Rainey, 224 So. Peck Avenue** asked that Montessori School staff be asked to park in the School parking lot.

Management Analyst Stevenson confirmed that staff will contact Ms. Rainey to further discuss this issue.

## E. GENERAL BUSINESS

### School Area Traffic Study – Pennekamp Elementary School Area Study Initial Recommendations

Management Analyst Stevenson introduced this item.

Traffic Engineer Zandvliet presented the staff report. He affirmed that the Neighborhood Traffic Management Plan (NTMP) guidelines were followed in conducting the Pennekamp Elementary School Area Study and that notices of this meeting were mailed to property owners whose homes border the School. Mr. Zandvliet noted the importance of improving traffic circulation near the School and that four-way stop signs at Gates Avenue and Herrin Street have been suggested but, according to the collision history and Stop Sign Warrant Checklist for that location, stop signs in all directions are not warranted at this time. However, red curbing could be installed on Gates Avenue just east and west of Herrin Street to help prevent visibility difficulties resulting from vehicles parked close to the intersection.

In answer to questions from the Commission, Traffic Engineer Zandvliet verified that orange cones can legally be placed at the center lines of school crosswalks to help improve driver awareness of crosswalks, as recommended in Initial Recommendation No. 14 and that, due to construction activity, the stop sign at Curtis and Peck Avenues was previously installed on a trial basis and it will be presented to the Parking & Public Improvements Commission for a follow-up evaluation.

Mr. Zandvliet presented clarification on the recommendations to construct a new sidewalk on the east side of Rowell Avenue between 1<sup>st</sup> Street and Curtis Avenue (No. 6); to paint a white loading zone lane line (on the street, not the curb) on the west side of Peck Avenue from the existing loading zone driveway northerly to 1<sup>st</sup> Street (No. 4); and to paint new school crosswalks at Curtis Avenue and Rowell Avenue on the north and west legs to improve pedestrian safety by raising driver awareness and provide a pedestrian connection to all corners at this intersection west of the School along the suggested route (No. 11). He provided input on the idea of widening the existing loading zone in front of Pennekamp School so drivers can bypass cars waiting to load/unload.

### **Audience Participation**

Chairman Donahue opened the public hearing at 7:03 p.m.

**Karen Hill, 1350 Curtis Avenue**, stated her opposition to Recommendation No. 9 to remove the existing school crosswalk at Rowell Avenue and Gates Avenue on the north leg only, due to her opinion that children will continue to cross there because the majority of classrooms are in that area. She noted problems caused by parents pulling in and out of residential driveways and EDP teachers parking across driveways.

**Joseph Rait, 1357 Curtis Avenue**, commented on the difficulty of seeing children walking/crossing on Curtis Avenue. Because of traffic problems caused by EDP staff parking along Curtis Avenue and making U-turns in residential driveways, he entertained the idea of prohibiting parking there from approximately 7:00 a.m. to 10:00 a.m. and 3:00 p.m. to 6:00 p.m.

**Michael Taddiken, 1537 Gates Avenue**, suggested installing a sidewalk on the north side of the horseshoe driveway in front of the School office to connect pedestrians to the sidewalk that ends by the dumpster. He voiced his concern that some green space in front of the School would be eliminated with the construction of a new sidewalk on the east side of Rowell Avenue between 1<sup>st</sup> Street and Curtis Avenue, as recommended in No. 6.

**Dale Keldrauk, Principal, Pennekamp Elementary School**, voiced his appreciation of the City's efforts, as well as those of the School's PTA Safety Officer, to address traffic issues near Pennekamp School. He confirmed that the majority of loading and unloading takes place on the east side of the School, except on Rowell Avenue where parents drop off and pick up Kindergarteners and children participating in the EDP. Principal Keldrauk explained that, because there is no staff or visitor parking at the School, drivers are dependent on the adjacent area for parking and, therefore, he disagreed with the idea of restricting parking on Curtis and Gates Avenues. He provided input on the School's continuing efforts to address traffic issues; the speeding traffic on Peck Avenue; the need for a white loading zone lane line on the west side of Peck Avenue to help reduce traffic back up; the idea of widening the lane in front of the School for loading/unloading; the under-utilized crosswalk at Gates and Rowell Avenues; and the difficulty of increasing parking in front of the School, particularly when parents previously resisted the idea of eliminating the play area to provide more parking. He highlighted the need for additional enforcement in the area and related his agreement with the staff recommendations.

Principal Keldrauk supplied input for the Commission on the percentage of loading and unloading on the street versus off the street. He said that, while he agrees with the idea of the School providing a formal program to enlist volunteer and/or staff supervision to assist student loading/unloading at main loading zones (No. 15), this will be difficult to accomplish, but consideration could be given to making parent participation mandatory. He clarified that, unless it is designated as a loading/unloading zone, there will not be a great amount of loading/ unloading in the area adjacent to the School office because staff parks there.

Chairman Donahue closed the public hearing at 7:35 p.m.



## Discussion

The Commission and Traffic Engineer Zandvliet reviewed the staff recommendations. The Commission agreed that a new sidewalk on the east side of Rowell Avenue between 1<sup>st</sup> Street and Curtis Avenue should be constructed in one phase (No. 6).

Traffic Engineer Zandvliet shared information about funding options for this capital project, which would not begin for at least a few years. Because of visibility difficulties caused by cars parked in the intersection at Curtis and Rowell Avenues, he entertained the idea of painting red curbing near that intersection.

Commissioner Adami noted that doing so would eliminate some much-needed parking on Curtis Avenue.

The Commission agreed that the idea of painting red curbing near the intersection of Curtis and Rowell Avenues should be examined in the future, after the new school crosswalks are painted on the north and west legs at Curtis and Rowell.

Traffic Engineer Zandvliet advised that an option available to residents is the existing permit parking program for the Mira Costa High School area. However, this is not recommended by staff and is not before the Commission at this time.

Commissioner Silverman observed that safety is paramount to all and that the parents of children attending Pennekamp Elementary School must be respectful of residents living in the area.

Commissioner Gross suggested an additional recommendation as follows: That the City shall work with the School District to add or enhance off-street loading zones with the goal for each school of getting as much loading and unloading as is possible and reasonable off streets. He pointed out that trees on the northeast corner of the School need to be trimmed, as they are blocking the blinking light on Peck Avenue.

Traffic Engineer Zandvliet advised that street trees on the opposite side of Peck Avenue are blocking the flashing beacon in the northerly direction.

Commissioner Stabile emphasized the importance of the School working to achieve a program to supervise school loading zones with Police Department personnel or other volunteers (No. 19).

Chairman Donahue entertained the idea of the Police Department hosting a safety conference with community leaders to help coordinate volunteer traffic safety programs at schools in Manhattan Beach.

## **Action**

A MOTION was MADE and SECONDED (Donahue/Stabile) to accept the staff recommendations for the Pennekamp Elementary School, adding a recommendation as follows:

20. That the City shall work with the School District to add or enhance off-street loading zones with the goal for each school of getting as much loading and unloading as is possible and reasonable off streets.

The motion was passed by unanimous roll call vote as reflected below:

Ayes:	Adami, Silverman, Stabile, Gross and Chairman Donahue.
Noes:	None.
Abstain:	None.
Absent:	None.

Management Analyst Stevenson advised that this item will be considered by the City Council on September 16, 2008.

## **F. COMMISSION ITEMS**

### **Parking Meter Revenue and Traffic Violation Revenue Report**

1. Commissioner Gross observed that there was a sharp rise in parking meter revenue in July.

Management Analyst Stevenson explained that the parking meter rates were increased and the Downtown Parking Management Plan is scheduled to be considered again by the Commission on September 25<sup>th</sup>. She verified staff's intent to research parking fines in other cities, as previously requested by the Commission.

2. Commissioner Adami pointed out that the Commission's regular meeting dates in November and December fall on Thanksgiving and Christmas Days.

Traffic Engineer Zandvliet indicated that it is standard practice for the Commission to hold one meeting between Thanksgiving and Christmas.

The Commission agreed to meet on December 4, 2008.

3. Commissioner Stabile related his concerns over potential liabilities associated with the Commission's previous recommendation for partial left-turn restrictions on Aviation Boulevard and he asked that the Council be informed of his concerns.

Traffic Engineer Zandvliet advised that the Commission's recommendation includes a six-month review and the Council will be informed of Commissioner Stabile's concerns when this item is presented for their consideration.

#### **G. STAFF ITEMS**

1. Management Analyst Stevenson mentioned that the previously-approved installation of painted center medians along Manhattan Beach Boulevard between The Strand and Morningside Drive and on Manhattan Avenue between 8<sup>th</sup> and 15<sup>th</sup> Streets was well received by the Downtown Business Association.

Commissioner Silverman explained that he voted against this because of his desire for input from those affected prior to making a determination; however, after obtaining the desired input, he agrees.

#### **H. ADJOURNMENT**

The meeting was adjourned at 8:13 p.m.



**EXHIBIT**  
**D**

City Hall 1400 Highland Avenue Manhattan Beach, CA 90266  
Telephone (310) 802-5000 FAX (310) 802-5001

August 29, 2008

\*\*\*\*\* PUBLIC MEETING NOTICE \*\*\*\*\*

Re: Pennekamp Elementary School Traffic and Parking Study

Dear Property Owner / Resident:

On August 28, 2007, the Parking and Public Improvements Commission (PPIC) reviewed the Pennekamp Elementary School Traffic and Parking Study. The PPIC voted to recommend that the City Council approve proposed parking and traffic improvements.

The City Council will hold a public discussion and review these recommendations at a public meeting on Tuesday, September 16, 2008. The meeting will be held in the City Council Chamber, 1400 Highland Avenue, and will begin at 6:30 p.m. Any comments you might like to make at the meeting would be welcomed.

Staff report and recommendations will be available for review the week before the meeting. If you have any questions or would like any additional information, please call at (310) 802 5540 or email [astevenson@citymb.info](mailto:astevenson@citymb.info).

Sincerely,

Ana Stevenson  
Management Analyst



Ana Stevenson

---

**From:** FLORENCE POPPER [FLORENCE@lacap.com]  
**Sent:** Friday, September 05, 2008 5:28 PM  
**To:** Ana Stevenson  
**Subject:** RE: Pennekamp parking/traffic

Dear Ms. Stevenson,

Thank you for the prompt response to my earlier email. I have one question and one comment:

1. Recommendation 1 on page 5 of the study says high-visibility school signs will be installed. What are high-visibility signs and where in the city is one located so I can view it?
2. Item 8 on page 6 recommends a No Pedestrian Crossing sign on the east leg of 2nd and Peck to require pedestrians to cross at the crosswalk with the crossing guard. I have an objection to this recommendation. First, I live on the corner of 2nd and Peck and I do not see people attempt to cross at the east leg. The crossing guard is attentive and assists all people as they approach. Second, such a sign would make it illegal for responsible adults who wish to carefully cross at the east leg at non-school times when no crossing guard is even posted, resulting in an unwarranted ticket. Third, another sign, especially when no problem exists to justify it, adds to visual blight. [Aren't we trying to underground wires to reduce visual blight?]

As you state on page 4, school problems occur for a limited time in the morning and afternoon on school days. Any permanent changes should carefully consider the potential impact on the neighborhood during the summer and weekends.

Thank you. I look forward to your response.

Florence Popper

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