

Staff Report City of Manhattan Beach

TO: Honorable Mayor Cohen and Members of the City Council

THROUGH: Geoff Dolan, City Manager

FROM: Richard Thompson, Director of Community Development

Esteban Danna, Assistant Planner Erik Zandvliet, City Traffic Engineer

DATE: September 1, 2009

SUBJECT: Consideration of PPIC decision to Approve Installation of Four-Way Stop

Signs for the intersections on Laurel Avenue at 17th Street and on Laurel

Avenue at 19th Street.

RECOMMENDATION:

It is recommended that the City Council adopt Resolution Nos. 6208 and 6209 to install four-way stop signs at the intersections of Laurel Avenue at 17th Street and Laurel Avenue at 19th Street.

FISCAL IMPLICATION:

The recommended modifications can be accomplished through existing Public Works programs and budgets.

BACKGROUND:

On July 24, 2008, the Parking and Public Improvements Commission (PPIC) reviewed a comprehensive school area traffic safety study for American Martyrs School. After hearing safety concerns from residents near the school, the Commission recommended an evaluation to determine if stop signs are justified in all directions at the intersections of Laurel Avenue at 17th Street and Laurel Avenue at 19th Street. On September 16, 2008, the City Council approved all of the initial school area measures, including the stop sign evaluations. The Traffic Engineer conducted a study of each intersection and presented his findings to the PPIC on July 23, 2009.

DISCUSSION:

As described in the attached report, the Traffic Engineer determined that the installation of stop signs in all directions at the intersections of Laurel Avenue at 17th Street and Laurel Avenue at 19th Street are justified at this time. Based on the proximity to a private elementary school, high pedestrian volumes, narrow streets, limited sight distance and need for proper right-of-way control, there are special conditions that meet the established criteria for an all-way stop intersection.

Agenda Item	#:
6	

PPIC Review

On July 23, 2009, the Parking and Public Improvements Commission reviewed the Traffic Engineer's report, reviewed written correspondence from eight (8) residents and heard testimony from three (3) residents. All of the speakers supported stop signs in all directions at these intersections. The Commission agreed with the Traffic Engineer's findings and voted unanimously with the staff recommendation to install stop signs in all directions at both intersections.

Notices of the PPIC meeting were sent to the property owners and residents within 300 feet of both intersections.

ALTERNATIVES:

- 1. APPROVE the recommendation of the Parking and Public Improvements Commission.
- 2. REMOVE this item from the Consent Calendar and modify the recommendation or provide staff with direction.

Attachments: A. Resolution Nos. 6208 and 6209

B. PPIC report dated 07/23/09, with attachments

C. PPIC Minutes (Excerpt) 07/23/09

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RESOLUTION NO. 6208

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MANHATTAN BEACH, CALIFORNIA, AMENDING SECTION 21 (THROUGH STREETS AND STOP INTERSECTIONS) OF RESOLUTION NO. 2715 (THE TRAFFIC RESOLUTION)

THE CITY COUNCIL OF THE CITY OF MANHATTAN BEACH, CALIFORNIA DOES HEREBY RESOLVE, DECLARE, DETERMINE AND ORDER AS FOLLOWS:

SECTION 1. That Section 21 (Through Streets and Stop Intersections) of Resolution No. 2715 of the City of Manhattan Beach, California, entitled:

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MANHATTAN BEACH, CALIFORNIA, DEFINING AND ESTABLISHING CERTAIN STREETS AND PARTS OF STREETS IN THE CITY OF MANHATTAN BEACH AS ONE-WAY STREETS, THROUGH STREETS AND STOP INTERSECTIONS. RAILROAD GRADE CROSSINGS, NO PARKING AREAS, DIAGONAL PARKING ZONES, NO STOPPING ZONES, TRUCK ROUTES, COMMERCIAL VEHICLE PROHIBITED STREETS AND WALK STREETS

passed and adopted on the 19th day of November, 1968, shall be amended by modifying the following:

Boulevard :	Stops:	
and the second s	Intersection	Entrance
21s-5,	17 th Street at Laurel Avenue	All
	SECTION 2. This resolution	shall take effect immediately.
inspection v	SECTION 3. The City Cler within thirty (30) days of the date the	k shall make this Resolution reasonably available for public s Resolution is adopted.
and thereaft	SECTION 4. The City Clerk er the same shall be in full force a	shall certify to the adoption of this Resolution and thenceforthed effect.
	PASSED, APPROVED and A	DOPTED this 1 st day of September, 2009.
Ayes: Noes: Absent: Abstain:		
		Mayor, City of Manhattan Beach, California
ATTEST:		
City Clerk		

APPROVED AS TO FORM:

City Attorney

EXHIBIT

A

RESOLUTION NO. 6209

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	Intersection		<u>Entrance</u>
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Ayes: Noes: Absent: Abstain:			
		W	
		Mayor, City of Manhatta	n Beach, California
ATTEST:			
City Clerk			

APPROVED AS TO FORM:

By City Attorney

CITY OF MANHATTAN BEACH DEPARTMENT OF COMMUNITY DEVELOPMENT

TO: Parking and Public Improvements Commission

FROM: Richard Thompson, Director of Community Development

Esteban Danna, Assistant Planner

BY: Erik Zandvliet, Traffic Engineer

DATE: July 23, 2009

SUBJECT: Consider Installation of Stop Signs

Laurel Avenue at 17th Street Laurel Avenue at 19th Street

RECOMMENDATION:

That the Commission pass a motion to approve stop signs in all directions at the intersection of Laurel Avenue and 17th Street and at the intersection of Laurel Avenue and 19th Street.

BACKGROUND:

On July 24, 2008, the Parking and Public Improvements Commission reviewed a comprehensive school area traffic safety study for American Martyrs School. After hearing safety concerns from residents near the school, the Commission recommended an evaluation to determine if stop signs are justified in all directions at the intersections of Laurel Avenue at 17th Street and Laurel Avenue at 19th Street. On September 16, 2008, the City Council approved all of the initial school area measures, including the stop sign evaluations. This report is a summary of the City Traffic Engineer's analysis of the stop sign warrants for both intersections.

DISCUSSION:

Laurel Avenue is a local north-south street between Manhattan Beach Boulevard and Ardmore Avenue that carries between 540 vehicles per day near 19th Street and 1,500 vehicles per day near 17th Street. The adjacent land use is single family residential and American Martyrs Catholic Elementary School. Laurel Avenue is stopped at Manhattan Beach Boulevard, 14th, 15th, 18th, 23rd and Ardmore Avenue. Laurel Avenue has a vertical curve that rises in the northbound direction to the north of 19th Street. Laurel Avenue is 32 to 36 feet wide with parking allowed on both sides. Most street segments provide one 16' wide travel lane when cars are parked on both sides. The speed limit on Laurel Avenue is 25 MPH. There are street sweeping parking restrictions on both sides of Laurel Avenue near 17th Street.

17th Street is a local east-west street between Laurel Avenue and Sepulveda Boulevard that carries approximately 800 vehicles per day. 17th Street intersects Laurel Avenue at a "tee" intersection controlled with a single stop sign. 17th Street is 28 feet wide with parking on both sides, which provides a 12' wide travel lane when cars are parked on both sides. The speed limit



on 17^{th} Street is 25 MPH. There are street sweeping parking restrictions on both sides of 17^{h} Street.

19th Street is a local east-west street between Ardmore Avenue and Sepulveda Boulevard that carries approximately 800 vehicles per day. 19th Street intersects Laurel Avenue at a four-way intersection controlled by stop signs on 19th Street. 19th Street is 30 feet wide with parking on both sides and a flat gutter that allows vehicles to park partly in the parkway area. The speed limit on 17th Street is 25 MPH.

The intersection of Laurel Avenue and 17th Street is located in a residential area directly adjacent to American Martyrs School. Both streets are improved with curbs, gutters and some sidewalks. There is a stop sign and cross gutter on the east leg of 17th Street at Laurel Avenue. There are marked school crosswalks on the south and east legs.

The intersection of Laurel Avenue and 19th Street is located in a residential area directly adjacent to American Martyrs School. Both streets are improved with gutters and some curbs, but no sidewalks. There are stop signs on the east and west legs of 19th Street. There are cross gutters on the north and south legs of Laurel Avenue that tend to slow approaching traffic.

The traffic collision history between January 1, 2005 and September 31, 2008 was analyzed for the intersection. According to City records, there have been no collisions reported near the intersection during this 3 ³/₄ year period.

Field Observations

Field observations were made at and near the intersections during peak periods. Field observations confirm the traffic count and physical characteristics noted earlier. Pedestrian activity is heavier than other streets in the surrounding residential neighborhood due to the proximity of the private school. The streets are narrow and provide only one travel lane if vehicles are parked on both sides of the street. Recurrent speeding was not observed on any of the approaching street segments.

The intersection of Laurel Avenue and 17th Street has adequate sight distance for motorists stopped on 17th Street looking northward or southward, however, any vehicles parked on Laurel Avenue near the intersection can significantly block the view of approaching traffic and pedestrians. In addition, both Laurel Avenue and 17th Street are used heavily as a primary access route by both residents and school parents, so there is a higher percentage of turning movements at this intersection. These conditions, combined with heavy school pedestrian volumes, help justify the need for installation of stop signs to properly assign right-of-way for all users and improve school area safety. A new marked crosswalk on the north leg would also be installed if stops are approved at this intersection.

The intersection of Laurel Avenue and 19th Street has limited sight distance for motorists stopped on 19th Street looking northward or southward due to small curb radii, dense residential build-out and landscaping. Moderate curb parking demand on Laurel Avenue, particularly during school arrival and dismissal also significantly blocks the view of approaching traffic and pedestrians. In addition, Laurel Avenue is used heavily as a primary access route by both residents and school parents. These conditions, combined with a large number of school pedestrians walking in the

street without sidewalks, help justify the need for installation of stop signs to properly assign right-of-way for all users and improve school area safety.

Curb parking demand is moderate to high along Laurel Avenue due to overflow staff and parent parking related to the school as well as limited off-street residential parking. As such, vehicles are often parked close to the intersection, which restricts sight distance. To prevent parking within these intersections, the Commission and City Council already approved painting red curb markings in the curb returns of these intersections in the vicinity of the school. Due to limited off-street parking and existing parking demand, the removal of additional parking along Laurel Avenue to further improve sight distance would not be practical and would introduce new parking issues.

<u>Multi-way Stop Signs:</u> 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.

A stop sign warrant checklist was completed that indicates that multi-way stop signs are warranted at both intersections. While both intersections have low traffic volumes that would not normally justify stopping drivers in all directions, it is expected that all-way stop signs would improve the safety to both motorists and pedestrians due to restricted sight distance, narrow streets, high pedestrian volumes, and need for proper right-of-way control. The narrow streets and low speeds would minimize any potential for increased collision potential, noise or delay that is normally associated with unwarranted stop signs.

It should be noted that the addition of stop signs would not be expected to reduce vehicle speeds along Laurel Avenue, since prevailing speeds are below normal for residential streets. Additional stop signs along Laurel Avenue may cause some drivers to accelerate faster to make up for lost time. A stop sign on Laurel Avenue could also slightly increase traffic volume on 17 and 19th Streets because it would encourage more turning movements.

Public Notice

Residents in the vicinity of the intersection were notified of the proposed stop sign request and were invited to give input to the Commission.

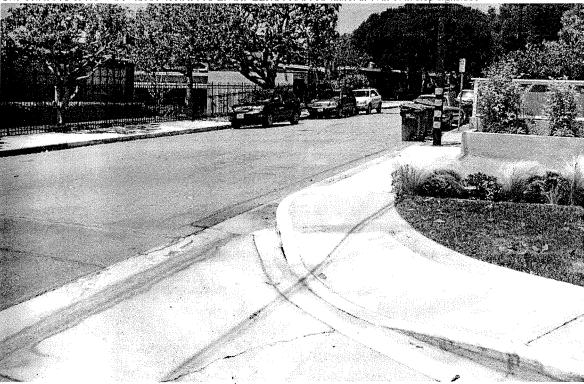
CONCLUSION:

 Based on the proximity to a private elementary school, high pedestrian volumes, narrow streets, limited sight distance and need for proper right-of-way control, all-way stop controls are recommended at the intersection of Laurel Avenue and 17th Street and at the intersection of Laurel Avenue and 19th Street.

Attachments:

- A Location Photos
- B Aerial Photos
- C Stop Sign Worksheets
- D Public Notice

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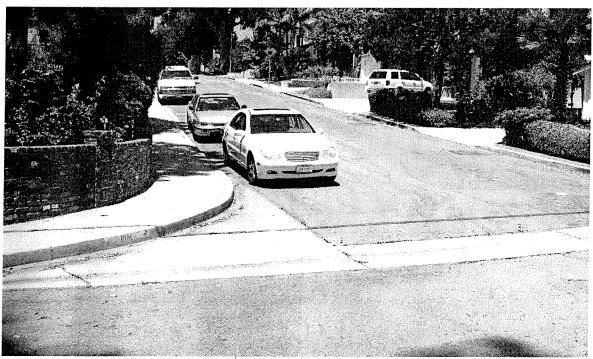
Laurel Avenue at 17th Street Looking North (From East Leg)



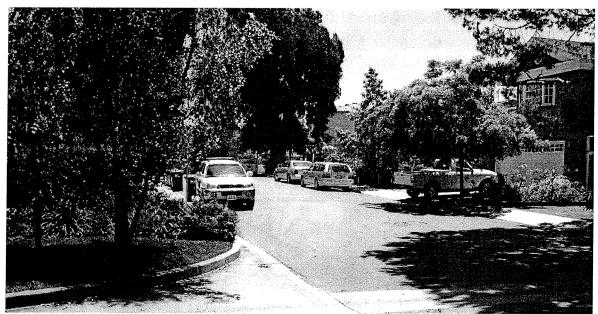
Laurel Avenue at 17th Street Looking South (From East Leg)



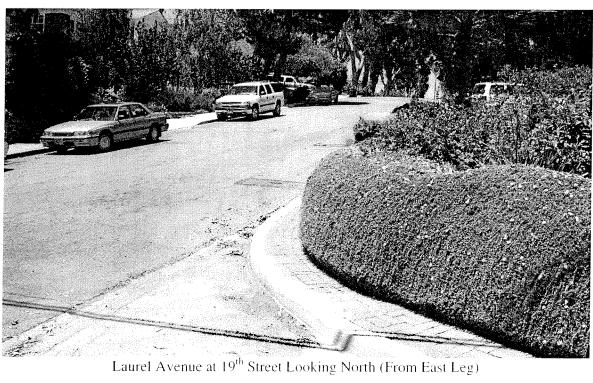
Laurel Avenue at 19th Street Looking South (From West Leg)

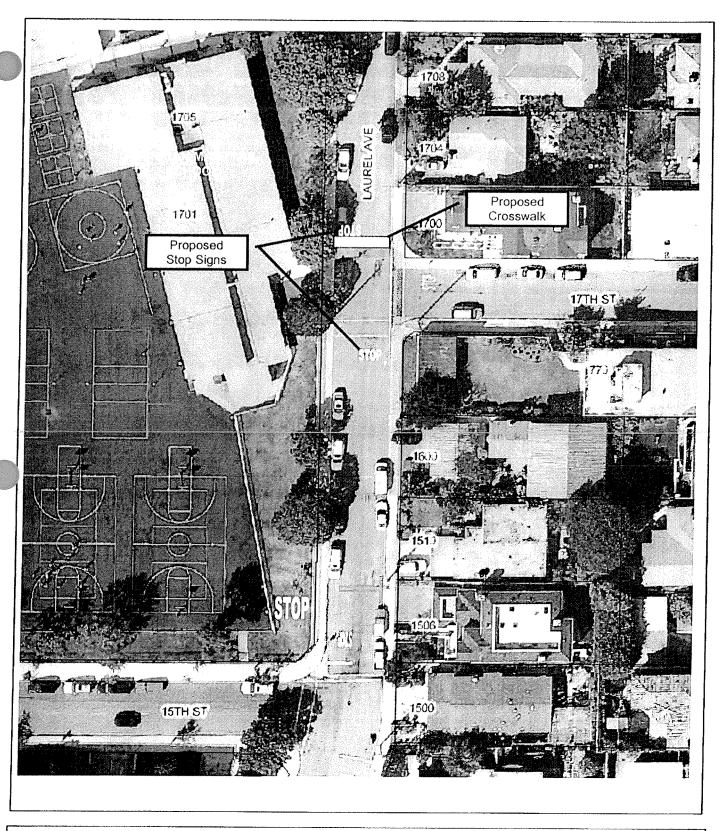


Laurel Avenue at 19th Street Looking North (From West Leg)



Laurel Avenue at 19th Street Looking South (From East Leg)







City of Manhattan Beach Department of Community Development LAUREL AVENUE AT 17TH STREET Consider All-Way Stop Signs

EXHIBIT





STOP SIGN WARRANT CHECKLIST

MAJOR STREET: Laurel Avenue	MINOR STREET: 17 th St						
REQUESTED BY: City of Manhattan Beach	DATE: 7/13/2009						
REVIEWED BY: Erik Zandvliet							
Warranted?							
SINGLE STREET STOP SIGN WARRANTS							
On a less important road where the normal provide reasonable compliance with the law.	right-of-way rules would not be expected to						
On a street entering a legally established through	ugh highway or street.						
At an unsignalized intersection in a signalized	area.						
At other intersections where high speeds, rest for control by a stop sign.	tricted view, or crash record indicates a need						
MULTI-WAY STOP SIGN WARRANTS							
Where traffic signals are warranted, and sto control traffic while the signal is installed.	p signs are used as an interim measure to						
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 least 300 vehicles per hour for any 8 hours, and							
the combined vehicular, bicycle and pedestria average at least 200 units per hour for the s minor street traffic is at least 30 seconds per ve	ame 8 hours, with an average delay to the						
if the 85 th percentile approach speed of the minimum vehicular volume warrant is 70 percer							
Where there four or more reported accidents w by a multi-way stop sign, and	ithin a 12 month period of a type correctable						
the average major and minor street volumes are	e 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

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Peak Average Delay < 30 sec.	
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80% COMBINATION WARRANTED YES	10
Are there <u>four</u> or more reported accidents within a 12 month period of a type correctable a multi-way stop sign, and	οу
Average major and minor street volumes are at least 80% of the minimum values?	
	10
B. Need to control vehicle/pedestrian conflicts at high ped locations	10 10



STOP SIGN WARRANT CHECKLIST

MAJOR STREET:	Laurei Avenue	MINOR STREET:	19"' Street
REQUESTED BY:	City of Manhattan Beach	DATE: 7/13/2009	e de la companya del la companya de
REVIEWED BY:	Erik Zandvliet		
Warranted?			
SINGLE STREET	STOP SIGN WARRANTS		
On a less impor provide reasonal	tant road where the normal rig ble compliance with the law.	ht-of-way rules would not	be expected to
On a street enter	ing a legally established through	highway or street.	
At an unsignalize	d intersection in a signalized are	a.	
At other intersect for control by a st	ions where high speeds, restrict op sign.	ed view, or crash record in	dicates a need
MULTI-WAY STOP	SIGN WARRANTS		
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Where a crash pr month period of a	oblem exists, as indicated by five type correctable by a multi-way	re or more reported accide stop sign.	nts within a 12
Where the total values as t 300 vehicles	vehicular volume entering from per hour for any 8 hours, and	the major street approach	es <u>average</u> at
average at least :	nicular, bicycle and pedestrian v 200 units per hour for the same is at least 30 seconds per vehic	e 8 hours, with an average	e delay to the
if the 85 th percer minimum vehicula	ntile approach speed of the ma r volume warrant is 70 percent o	ajor street traffic exceeds f the above requirements.	40 MPH, the
Where there four of by a multi-way stop	or more reported accidents withing sign, and	n a 12 month period of a ty	pe correctable
the average major	and minor street volumes are at	least 80% of the minimum	values.
X Other locations wh	ere multi-way stop signs are just	ified hased on an engineer	ina etudy

MULTI-WAY STOP SIGN WORKSHEET

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City of Manhattan Beach

Community Development

Phone: (310) 802-5500 FAX: (310) 802-5501 TDD: (310) 546-3501

July 13, 2009

****** PUBLIC MEETING NOTICE ****** Consider Stop Signs at Laurel Avenue and 17th Street

Dear Property Owner:

As part of the City's recent School Area Traffic Safety Study, the City Council directed staff to initiate a study to determine whether stop signs are justified in all directions at the intersection of Laurel Avenue and 17th Street.

The Parking and Public Improvements Commission will review the study's findings at a public meeting on Thursday, July 23, 2009. 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.

You are encouraged to forward any comments or questions you may have to me by mail at the address on this letter, via e-mail at edanna@citymb.info, or by phone at (310) 802-5514.

Sincerely,

Esteban Danna Assistant Planner Community Development Department





City of Manhattan Beach Community Development

Phone: (310) 802-5500 FAX: (310) 802-5501 TDD: (310) 546-3501

July 13, 2009

***** PUBLIC MEETING NOTICE ****** Consider Stop Signs at Laurel Avenue and 19th Street

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Sincerely,

Esteban Danna Assistant Planner Community Development Department

CITY OF MANHATTAN BEACH PARKING AND PUBLIC IMPROVEMENTS COMMISSION MINUTES OF A REGULAR MEETING JULY 23, 2009

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 23rd day of July 2009, 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, Vigon, Stabile, Silverman. and Chairman Gross.

Absent:

Staff Present: Danna, Zandvliet, Lt. Harrod, Sgt. Mason.

Clerk:

Weeks.

C. **APPROVAL OF MINUTES**

03/26/09-1 June 25, 2009

A motion was MADE and SECONDED (Adami/Stabile) to approve the Parking and Public Improvements Commission minutes of June 25, 2009 as written.

D. **AUDIENCE PARTICIPATION**

None.

At 6:32 p.m., there was a recess for the Commission to review substantial written material pertaining to Agenda Item No. 2 (Consider Installation of Stop Signs: Laurel Avenue at 17th Street and Laurel Avenue at 19th Street) distributed at the meeting. reconvened at 6:43 p.m.

E. **GENERAL BUSINESS**

Consider Installation of Stop Signs: Laurel Avenue at 17th Street and And Laurel Avenue at 19th Street

Assistant Planner Danna introduced this item.

Traffic Engineer Zandvliet presented the staff report. He noted the following: that this item arose as part of the American Martyrs School Area Traffic Safety Study conducted last summer, which will be reviewed for the Commission's consideration later this year; that no traffic collisions at these intersections were recorded over the last 3 \(^3\)4 years; that removing parking at the intersections would create new problems down the street; and that sight distance at the

intersections is limited due to the tight radius, parking and landscaping. Mr. Zandvliet explained that special conditions at these intersections meet the State warrants for stop signs in all directions.

The Commission discussed the State warrants for stop signs in all directions; pedestrian and traffic volumes in the area; the idea of removing parking, which would create new problems down the street; and the idea of using either a crossing guard, flashing/stop light or temporary stop signs since there are no problems a majority of the day;

Traffic Engineer Zandvliet verified that a crossing guard could be used; that temporary stop signs cannot be used; and that a flashing/stop light would not be an appropriate measure, particularly in this small residential area. He pointed out that yield signs were utilized many years ago, but they have been found to be more problematic than effective; and that curbs, gutters and sidewalks could be installed, but they are very costly and many residents oppose this idea.

Audience Participation

Chairman Gross invited public input at 7:05 p.m.

Traffic Engineer Zandvliet related staff's receipt of one communication in support of stop signs at Laurel Avenue and 17th Street and seven communications in support of stop signs at Laurel Avenue and 19th Street.

Brian Cullen, 2004 Laurel Avenue, stated his strong agreement with installing stop signs at 19th Street and Laurel Avenue, particularly due to the hill and the lack of curbs and gutters. He noted high traffic speeds in the area; his knowledge of eight traffic collisions at these locations; and his opinion that, should only two stop signs be installed, they should be in a north/south direction.

Daniel Kurz, 1700 Laurel Avenue, expressed his agreement with input provided by Mr. Cullen, noting that the existing stop signs at Laurel Avenue and 19th Street are in the wrong direction. Mr. Kurz pointed out that two schools in the area create a lot of vehicular and pedestrian traffic; that, when traveling north on Laurel Avenue and turning right onto 17th Street, a large wall restricts sight distance; and that there should not be more than one crossing guard at 17th Street and Laurel Avenue.

Rosie Logan, 19th Street and Laurel Avenue, voiced her agreement with four-way stop signs at both 17th Street and Laurel Avenue and 19th Street and Laure Avenue.

Chrairman Gross closed the public hearing at 7:15 p.m.

Commission Discussion

Commissioner Adami commented on the importance of stop signs from a safety standpoint, especially with the many children in the area. He supported four-way stop signs at both 17th Street and Laurel Avenue and 19th Street and Laurel Avenue.

Commissioner Stabile observed that many intersections in the area have four-way stop signs and that the traffic collision report only includes reported accidents.

Commissioner Vigon entertained the idea of installing speed humps to slow traffic.

Commissioner Silverman related his feeling that the staff report was not as comprehensive as it could have been. He commented on the high amount of activity at the intersections the entire day, particularly with two schools in the area stated his support for stop signs in all directions at both 17th Street and Laurel Avenue and 19th Street and Laurel Avenue to protect the safety of children in the area.

Chairman Gross explained that the lack of opposition present at the meeting, along with the staff recommendation for four-way stop signs at both 17th Street and Laurel Avenue and 19th Street and Laurel Avenue, are very persuasive indicators that the stop signs should be approved.

Traffic Engineer Zandvliet explained why speed humps would not be acceptable.

<u>MOTION</u>: A motion was MADE and SECONDED (Adami/Stabile) to approve stop signs in all directions at the intersection of Laurel Avenue and 17th Street and the intersection of Laurel Avenue and 19th Street. The motion was passed by unanimous voice vote.

Traffic Engineer Zandvliet advised that the City Council is tentatively scheduled to consider a resolution to establish the stop signs as recommended on September 1, 2009, and that interested parties will be notified thereof.

Commissioner Stabile stated his preference that stop signs at 17th Street and Laurel Avenue would have been considered separately from those at 19th Street and Laurel Avenue.

Traffic Engineer Zandvliet explained why stop signs at both intersections were presented for the Commission's consideration together.

At 7:25 p.m., there was a recess for the Commission to review correspondence distributed at the meeting with regard to Agenda Item No. 3 (Consider Installation of Stop Signs: Laurel Avenue at 27th Street). The meeting reconvened at 7:27 p.m.

03/26/09-3 Consider Installation of Stop Signs: Laurel Avenue and 27th Street

This item was introduced by Assistant Planner Danna.

Traffic Engineer Zandvliet presented the staff report. He provided background information on traffic measures to improve visibility previously taken at this location. He explained that no traffic collisions at the intersection were reported over the last 3 ¾ years; that existing visibility issues at this intersection observed by staff, such as various overgrown landscaping and cars continually parked on the south side of the street, were not present when the intersection was last examined; that the landscaping in the City's right-of-way could be trimmed; that property owners are responsible for maintaining public parkways in front of their property; and that traffic volumes are too low to warrant stop signs in all directions, but they can be justified if visibility concerns cannot be remedied. Mr. Zandvliet related staff's recommendations to paint red curbs on both sides of 27th Street within 75 feet of the intersection at Laurel Avenue and direct staff to take actions to remove landscaping sight distance