


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

**TO:** Parking and Public Improvements Commission

**FROM:** Richard Thompson, Director of Community Development  
Nhung Madrid, Senior Management Analyst   
Erik Zandvliet, Traffic Engineer

**DATE:** September 25, 2014

**SUBJECT:** Consider a Request for Stop Signs at 19<sup>th</sup> Street and Rowell Avenue

**RECOMMENDATION:**

Staff recommends that the Parking and Public Improvements Commission pass a motion to direct the Police Department to increase speed enforcement on 19<sup>th</sup> Street, and to deny the request for stop signs in all directions at the intersection of 19<sup>th</sup> Street and Rowell Avenue.

**BACKGROUND:**

In July 2014, the City received a petition signed by 18 residents representing 11 homes on 19<sup>th</sup> Street (9), 21<sup>st</sup> Street (1) and Wendy Way (1) requesting the installation of stop signs in all directions at the 19<sup>th</sup> Street and Rowell Avenue (Exhibit 1). The petition states that motorists speed through the intersection on 19<sup>th</sup> Street, especially during school times.

In May 2013, the City installed 25 MPH speed limit signs on 19<sup>th</sup> Street in advance of the intersection at Rowell Avenue.

In November 2013, the City received a request from Mr. Neil Snow, a resident at 1341 19<sup>th</sup> Street, to install stop signs in all directions at 19<sup>th</sup> Street and Rowell Avenue. The Traffic Engineer evaluated the intersection and determined that it did not meet the State warrants for the installation of stop signs, due to low traffic volumes, absence of a collision history, and good sight distance. However, in April 2014, the City painted high-visibility crosswalks on all four legs, and posted crosswalk warning signs on 19<sup>th</sup> Street to raise driver awareness of the possible pedestrian crossings.

**DISCUSSION:**

The intersection of 19<sup>th</sup> Street and Rowell Avenue is located in a residential area east of Sepulveda Boulevard (Exhibit 2). Both streets are 24-foot wide two-lane local streets with a 25mph prima facie speed limit. Rowell Avenue is stopped at 19<sup>th</sup> Street. Both streets are improved with curbs, and sidewalks. Curb parking is allowed on both sides of both streets, except for street sweeping restrictions. There is red curb on the east side of Rowell Avenue just north of 19<sup>th</sup> Street and on the north side of 19<sup>th</sup> Street just west of Rowell Avenue to improve sight distance and turning movements. Curb parking demand is generally light during the day to moderate at night. There is a slight vertical curve on the east leg of 19<sup>th</sup> and a slight downhill slope in the southbound direction of Rowell Avenue. There is a cross-gutter on the south leg of

Rowell Avenue. Sight distance is good from the north and south legs of Rowell Avenue when stopped at the stop signs. Pedestrian visibility is good in all directions. Meadows Elementary School is located two blocks to south of the intersection.

**Field Observations**

Field observations were made on typical days during peak and non-peak periods. Field observations confirm low traffic volumes on all legs and other physical characteristics at the intersection as noted above. Proper right-of-way is assigned by stop signs on Rowell Avenue. There is adequate sight distance for motorists stopped on the north and south legs of Rowell Avenue looking east and west. Sight distance is also good for pedestrians looking at approaching traffic (Exhibit 3). Recurrent speeding was not observed on any of the approaching street segments or through the intersection because of the narrow streets and parked cars. The Traffic Engineer observed that most motorists slow down on 19<sup>th</sup> Street well below the speed limit before entering the intersection.

The traffic collision history between January 1, 2008 and December 31, 2012 was analyzed for both intersections. According to City records, there have been no collisions reported near the intersection during this five (5) year period.

A vehicle volume count was conducted on September 4, 2014 while school was in session. A summary of the peak hour and daily volumes are provided below:

VEHICLES DIRECTION	AM PEAK HOUR	PM PEAK HOUR	DAILY
Northbound (Rowell Avenue)	48	184	574
Southbound (Rowell Avenue)	<u>82</u>	<u>119</u>	<u>841</u>
Subtotal	130	303	1,415
Westbound (19 <sup>th</sup> Street)	103	81	678
Eastbound (19 <sup>th</sup> Street)	<u>29</u>	<u>30</u>	<u>231</u>
Subtotal	132	111	909
Intersection Total	262	414	2,324

**Multi-way Stop Signs**

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 and indicate the existing traffic control devices are not sufficient to assign proper right-of-way or cannot be remedied through other means.

A stop sign warrant checklist was completed that indicates that multi-way stop signs are NOT warranted at this intersection (Exhibit 4). This intersection has sufficient right-of-way controls, does not meet minimum traffic volumes and has no collision history. Sight distance is more than adequate for both vehicles and pedestrians.

There are several disadvantages to four-way stop signs at 19<sup>th</sup> Street and Rowell Avenue:

- Additional stop signs along 19<sup>th</sup> Street would increase delay to motorists, causing some drivers to accelerate faster between stops to make up for lost time.
- Stop signs increase ambient noise and pollution in the immediate vicinity.
- Stop signs should not be used to control speed and are not a cure-all.
- Stop signs do not relieve the responsibility of pedestrians to use caution before entering a street.
- A stop sign at Rowell Avenue would be expected to slightly increase traffic volumes on 19<sup>th</sup> Street because stops encourage more turning movements.
- Stop signs increase the potential for rear-end traffic collisions.
- Local drivers quickly become accustomed to unjustified stop signs and begin to run stop signs because they repeatedly see no reason to stop, thereby increasing the potential for collisions.
- Unjustified stop signs lead to general disregard for other justified stop signs throughout the City.

It is the Traffic Engineer's professional opinion that the recent traffic measures at and near the intersection have increased overall traffic and pedestrian safety. These measures included the following:

- A. Speed Limit Signs on 19<sup>th</sup> Street
- B. High-Visibility Crosswalks on All Legs
- C. Crosswalk Warning Signs on 19<sup>th</sup> Street at Rowell Avenue
- D. Advance Crosswalk Signs on 19<sup>th</sup> Street in Eastbound and Westbound Directions

Stop signs are not a cure-all, and should not be used to address speeding issues. Speed enforcement is the appropriate action for speeding.

### **Public Notice**

Residents within 500 feet of the intersection and the petitioners were notified by mail of the proposed stop sign request and were invited to give input to the Commission (Exhibits 5 & 6).

### **CONCLUSION:**

Based on minimum State guidelines, multi-way stop signs are not justified at the intersection of 19<sup>th</sup> Street and Rowell at this time. It is recommended that the Commission pass a motion to increase speed enforcement on 19<sup>th</sup> Street, and to deny the request for stop signs in all directions at the intersection of 19<sup>th</sup> Street and Rowell Avenue.

- Exhibits:
1. Stop Sign Petition and Map
  2. Aerial Photo and Location Map
  3. Site Photos
  4. Stop Sign Warrant Checklist
  5. Mailed Public Notice
  6. Public Comments



Residents living near the corner of 19th and Rowell expressed concern regarding speeding traffic, especially during the morning and afternoon when parents are driving their children to and from school. We worried that a child or senior citizen might be injured. A request for the installation of two stop signs was made to the city of Manhattan Beach. Instead, crosswalks and five very large and bright signs to alert motorists to slow down were erected on 19th Street in early April 2014. The undersigned have observed that the crosswalks and signs have not resulted in motorists slowing down! Therefore, we request that the all five signs be replaced with two stop signs. Thank-you for considering our request.

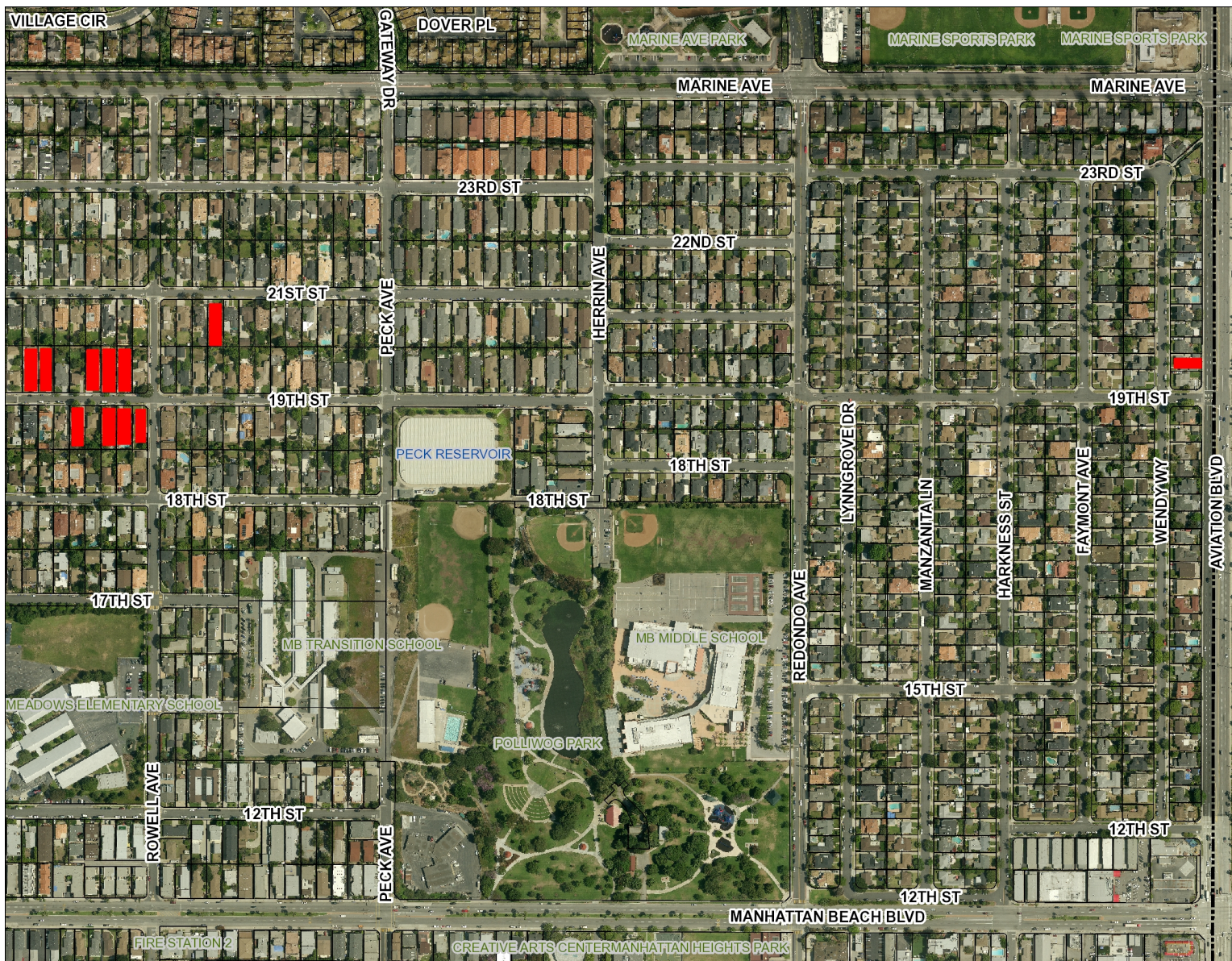
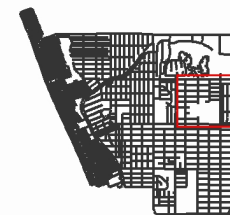
Print Name	Address	Signature
MARY BRENNEMAN	1330- 19 <sup>th</sup> ST - M.B.ch	Mary L. Brenneman, M.D.
Neil Snow	1341 19 <sup>th</sup> ST M-B	Neil Snow
Mike Butters	1345 19 <sup>th</sup> M.B	Mike Butters
MARILEEN Butters	1345 19 <sup>th</sup> St M.B	Marileen E. Butters
Maria Rafael	1350 19 <sup>th</sup> St. M.B.	Maria Rafael
E.M. Carpenter	1321 - 19 <sup>th</sup> St. M. B.	Elizabeth M. Carpenter
Steve Taylor	1315 19 <sup>th</sup> M.B	Steve Taylor
Mary Taylor	1315 19 <sup>th</sup> MB	Mary Taylor
CARA SCHEINBERG	1335 19 <sup>th</sup> St MB	Cara Scheinberg
LICIA SCHEINBERG.	1335 19 <sup>th</sup> St MB	Licia Scheinberg
Lilia Jackson	1340 19 <sup>th</sup> St MB	Lilia Jackson
Mark Jackson	1340 19 <sup>th</sup> St MB	Mark Jackson
michael Wilk	1344 19 <sup>th</sup> St. MB	Michael Wilk
Jane Rich	1904 Wendy Way M.B.	Jane Rich

Residents living near the corner of 19th and Rowell expressed concern regarding speeding traffic, especially during the morning and afternoon when parents are driving their children to and from school. We worried that a child or senior citizen might be injured. A request for the installation of two stop signs was made to the city of Manhattan Beach. Instead, crosswalks and five very large and bright signs to alert motorists to slow down were erected on 19th Street in early April 2014. The undersigned have observed that the crosswalks and signs have not resulted in motorists slowing down! Therefore, we request that the all five signs be replaced with two stop signs. Thank-you for considering our request.

Print Name	Address	Signature
Keith W-Rich	1904 Wendy Way	Keith W. Rich
Julie Snow	1341 19th St. Manhattan Bch.	Julie Snow
Margaret Tauber	1416 21st St Manhattan Beach	Margaret Tauber
Zachary Snow	1341-19th St. Manhattan Beach	Zachary Snow



# Manhattan Beach



## Legend

- City Boundary
- Streets
- Parcels
- L3\_6440\_1778c.tif
  - Red: Band\_1
  - Green: Band\_2
  - Blue: Band\_3
- L3\_6440\_1783d.tif
  - Red: Band\_1
  - Green: Band\_2
  - Blue: Band\_3
- L3\_6445\_1778b.tif
  - Red: Band\_1
  - Green: Band\_2
  - Blue: Band\_3
- L3\_6445\_1783a.tif
  - Red: Band\_1
  - Green: Band\_2
  - Blue: Band\_3
- Basemap Labels

985.7                      0                      492.85                      985.7 Feet

 Scale: 1:5,914

This map is a user generated static output from the "MB GIS Info" Intranet mapping site and is for general reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

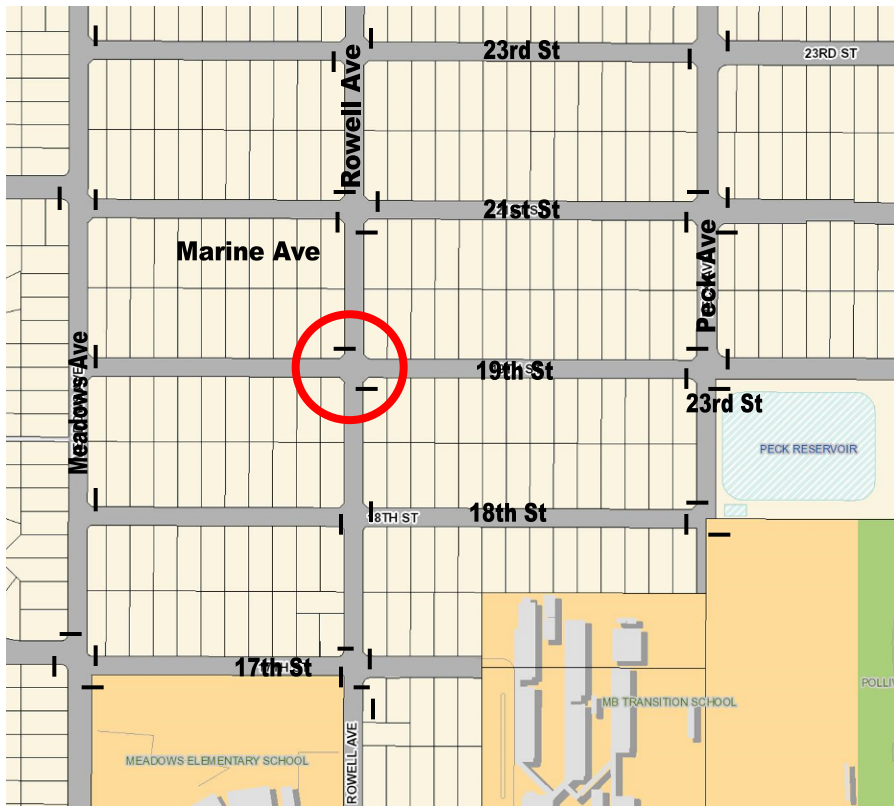
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## Notes

MARKED HOMES SIGNED THE PETITION IN SUPPORT OF THE ALL-WAY STOP SIGN



**EXHIBIT 2**  
**AERIAL PHOTO AND LOCATION MAP**  
19<sup>th</sup> Street at Rowell Avenue





**EXHIBIT 3  
SITE PHOTOS**



19<sup>th</sup> Street East of Rowell Avenue Looking West



19<sup>th</sup> Street West of Rowell Avenue Looking East





19<sup>th</sup> Street (North Leg) at Rowell Avenue Looking East



19<sup>th</sup> Street (North Leg) at Rowell Avenue Looking West





19<sup>th</sup> Street (South Leg) at Rowell Avenue Looking West



19<sup>th</sup> Street (South Leg) at Rowell Avenue Looking East





## EXHIBIT 4

### STOP SIGN WARRANT CHECKLIST

MAJOR STREET: 19<sup>th</sup> Street                      MINOR STREET: Rowell Avenue

REQUESTED BY: Citizen Petition                      DATE: 9/16/2014

REVIEWED BY: Erik Zandvliet

#### **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  
minimum vehicular volume warrant is 70 per cent
- 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: 19<sup>th</sup> Street 85<sup>TH</sup> SPEED - < 40 MPH

MINOR STREET: Rowell Avenue DATE: 9/16/2014

**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								
					7am	8am	9am	2pm	3pm	4pm	5pm	6pm	
Major	300	210	240	<b>121</b>	83	185	86	184	141	81	116	93	
Minor	200	140	160	<b>81</b>	113	132	35	97	108	50	64	49	

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

Peak Average Delay	< 10 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
2012	-	None	-	-
2011	-	None	-	-
2010	-	None	-	-
2009	-	None	-	-
2008	-	None	-	-
2007	-	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?

<b>OTHER MULTI-WAY STOP CONDITIONS</b>	<b>WARRANTED</b>	<b>YES</b>	<b>NO</b>
A. Need to control left turn conflicts		YES	NO
B. Need to control vehicle/pedestrian conflicts at high ped locations		YES	NO
C. Visibility obstruction after stopping on minor street approach		YES	NO
D. Two similar neighborhood collector streets that would improve operation		YES	NO



## Exhibit 5

### Mailed Public Notice

# **PUBLIC MEETING**

## **ALL WAY STOP SIGNS ON 19TH STREET & ROWELL AVENUE**



The Parking and Public Improvements Commission (PPIC) will conduct a public meeting to consider the installation of all-way stop signs on 19th Street and Rowell Avenue.

**PARKING AND PUBLIC IMPROVEMENTS COMMISSION MEETING**  
**WHEN: September 25, 2014 at 6:30 P.M.**  
**WHERE: City Hall Council Chambers**  
**1400 Highland Avenue, Manhattan Beach, CA 90266**

All interested parties are encouraged to attend and participate. The Staff Report will be available at [www.citymb.info](http://www.citymb.info) on September 17, 2014 after 5:00 P.M. For additional information, please contact Nhung Madrid at (310) 802-5540 or email at [nmadrid@citymb.info](mailto:nmadrid@citymb.info).

**EXHIBIT 6**  
PPIC 9/25/14

**Nhung Madrid**

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**From:** Merelyn Vanole <meryrae@aol.com>  
**Sent:** Saturday, September 13, 2014 4:34 PM  
**To:** Nhung Madrid  
**Subject:** 19th Street & Rowell

An all-way stop is long overdue at this location. I am all for it as I believe this is a dangerous intersection for children going to and from Meadows School (and older folks going to the mailbox)! I "vote" YES! Thank you. Merelyn Vanole, 1426-21st Street.

P.S. We can't depend on the driver's to heed caution.



## **Nhung Madrid**

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**From:** Susan Skolarus <sudello@yahoo.com>  
**Sent:** Monday, September 15, 2014 9:42 AM  
**To:** Nhung Madrid  
**Subject:** All Way Stop Signs

Hi Nhung,

I received the notice of the public meeting regarding the All way stop signs. Unfortunately, I am unable to attend the meeting but I am in support of these signs! I have seen so many zooming cars fly by 19th/Rowell- it is very scary. Children walk and ride their bikes using this intersection to and from school everyday and I have witnessed one too many near accidents!

Thanks you for holding a hearing and I hope the installation of these signs happens soon.

Thank you,  
Sue Skolarus  
23rd St.

## **Nhung Madrid**

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**From:** Kalle, Superna <Superna\_Kalle@spe.sony.com>  
**Sent:** Monday, September 15, 2014 11:53 AM  
**To:** Nhung Madrid  
**Subject:** 19th and Rowell Stop Sign

Hi Nhung,

I received the notice of the public meeting regarding the potential installation of a stop sign on 19th and Rowell. I can't attend but am fully supportive.

**WE ALL REFER TO 19TH AND ROWELL (KIDS AND ADULTS) AS "DEATH ALLEY"!!**

Thanks you for holding a hearing and I hope the installation of these signs happens soon.

Thank you,  
Superna Kalle  
21st and Rowell



## Nhung Madrid

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**From:** April C Spencer <april.spencer@ey.com>  
**Sent:** Monday, September 15, 2014 12:14 PM  
**To:** Nhung Madrid  
**Subject:** stop signs

Nhung - I received the notice of the public meeting regarding the All way stop signs. Unfortunately, I am unable to attend the meeting but I am in support of installing a stop sign at 19<sup>th</sup> and Rowell. My children cross that street every day and I have seen several near misses. That intersection is the reason I won't let my 5<sup>th</sup> grader ride her bike to school.

Thanks you for holding a hearing and I hope the installation of these signs happens soon.

Thank you,  
April Specer



**April C. Spencer** | Tax Partner | Global Compliance & Reporting

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Office: (213) 977-3219 | Fax: (866) 371-8114 | [april.spencer@ey.com](mailto:april.spencer@ey.com)  
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## Nhung Madrid

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**From:** Jeannie Dickinson <jeannedickinson@yahoo.com>  
**Sent:** Wednesday, September 24, 2014 10:15 AM  
**To:** Nhung Madrid  
**Subject:** Fw: 19th street stop sign letter.doc  
**Attachments:** 19th street stop sign letter.doc

Hi Nhung,

We spoke on the phone late last week regarding tonight's public meeting. Unfortunately, my family is unable to attend the meeting so I've attached a letter to this email that I would like you to share with the Parking and Public Improvements Commission tonight.

Please call me on my cell phone if you have any questions or difficulties opening the attachment.

Thank you,  
Jeannie Dickinson  
310-422-4280

On Wednesday, September 24, 2014 10:12 AM, "Dash, Jeannie M" <[jeannie.m.dash@bankofamerica.com](mailto:jeannie.m.dash@bankofamerica.com)> wrote:

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This message, and any attachments, is for the intended recipient(s) only, may contain information that is privileged, confidential and/or proprietary and subject to important terms and conditions available at <http://www.bankofamerica.com/emaildisclaimer>. If you are not the intended recipient, please delete this message.

To: Parking and Public Improvements Commission

From: The Dickinson Family at 1437 19<sup>th</sup> Street

Date: September 24, 2014

Re: Information in support of all way stop signs at 19<sup>th</sup> Street and Rowell Avenue

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We have been residents on the north side of 19<sup>th</sup> Street for approximately 8 years. We have had children at Meadows Elementary School for 5 years and will continue to have a child there for 4 more years. We walk from our house to Meadows Elementary and must cross 19<sup>th</sup> Street to head south on Rowell. Therefore, we use this intersection a minimum of 10 times a week.

We consider the intersection at 19<sup>th</sup> and Rowell dangerous to both cars and pedestrians and request that stop signs be placed on 19<sup>th</sup> Street. Like several families on 19<sup>th</sup>, we cross mid-block rather than deal with the complexities and danger of the intersection. **When it is truly safer to cross at mid-block than at an intersection, you know something is wrong**—and this doesn't appear to be recognized in traffic studies.

Reasons to place stop signs on 19<sup>th</sup> Street at Rowell Avenue:

1. **Motorist confusion:** Motorists on Rowell assume that drivers on 19<sup>th</sup> have stop signs, so they stop briefly and then proceed into oncoming 19<sup>th</sup> Street cross traffic— which causes motorists on 19<sup>th</sup> to slam on their brakes to avoid an accident. And because the intersection is confusing to motorists, driver attention is focused overwhelmingly on cross traffic-motorist—and not on pedestrians.
2. **Impaired visibility:** Given the path of the sun in the morning, there are many months during the year where drivers on 19<sup>th</sup> are virtually blinded by the low position of the sun making crossing at Rowell and 19<sup>th</sup> Street quite dangerous.
3. **Heavy traffic/use:** Traffic on 19<sup>th</sup> is high, especially since many families use it as a thoroughfare to get their children to both Meadows and MBMS. And there is high pedestrian traffic since Rowell is a main connector from Manhattan Village and the streets north of 19<sup>th</sup>. Consequently, there is a major convergence of kids being driven to school and kids being walked to school at this intersection. The traffic study seems to only recognize the motorist side of the equation.
4. **Driver challenges:** Cars driving west on 19<sup>th</sup> accelerate to get up the hill, which can make it difficult to see the crossing stripes, identify pedestrians, and slow down. Speed isn't really the issue at this time of day, but confusion and driver reaction is.
5. **Consistency:** The intersection directly to the north of 19<sup>th</sup> and Rowell, 21<sup>st</sup> and Rowell, has stop signs at all four corners. 21<sup>st</sup> Street is not used as a thoroughfare yet warranted a stop sign.

Given these issues, I urge you to vote in favor of installing 4-way stops at 19<sup>th</sup> and Rowell. Crossing at mid-block shouldn't be the safest option, and a 4-way stop would make the intersection the better option.

Respectfully,

Jeannie, Greg, Samantha (11), and Ryan (7) Dickinson