



# Council Agenda Report

From: John Falkenstien, City Engineer

Subject: Authorize All-Way Stop Control at the Intersection of North River Road and River Oaks Drive and Delegate to the Director of Public Works the Future Approval of Stop Signs Supported by the Appropriate Warrants or City Engineer's Analysis

Date: April 18, 2017

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## **Facts**

1. At its meeting of October 19, 2010, the City Council adopted a conceptual plan for the intersection of North River Road and River Oaks Drive. The plan provides for stopping southbound traffic on North River Road and allowing thru traffic westbound to southbound from River Oaks Drive to North River Road and thru traffic northbound North River Road to eastbound River Oaks Drive.
2. At its meeting of June 21, 2016, the City Council approved a General Plan Amendment and Master Development Plan for River Oaks II. As a condition of approval, the applicant is required to reconstruct the intersection of North River Road and River Oaks Drive in accordance with the 2010 conceptual plan.
3. At its meeting of December 6, 2016, the City Council accepted the Final Map for Tract 3097. Tract 3097 is a large lot subdivision setting the stage for implementation of the development of the various phases of River Oaks II.
4. At its meeting of January 17, 2017, the City Council heard public comment regarding the need for a stop sign for southbound River Road traffic at the intersection of River Oaks Drive citing uncomfortable sight distance for drivers entering the intersection from River Oaks Drive.
5. By City Council policy, new stop signs may be placed only in accordance with criteria established in the California Manual of Uniform Traffic Control Devices (CMUTCD). Warrants for stop signs must be demonstrated in a report prepared by a Traffic Engineer.
6. On January 31, 2017, the Director of Public Works authorized Central Coast Transportation Consultants to study warrants for all-way stop signs at the intersection of North River Road and River Oaks Drive.
7. On February 24, 2017, Central Coast Transportation Consulting submitted a warrant study that determined the intersection of North River Road and River Oaks Drive did meet the warrant for all-way stops based upon the compromised sight distance of southbound drivers on North River Road.
8. New stop signs are relatively rare. The last stop sign authorized by Council was located adjacent to Georgia Brown School on Vine Street. The date of authorization was June 19, 2012.
9. Past practice has been to take all stop sign authorizations to City Council. However, given that the stop criteria adopted by the Council are based on CMUTCD warrants, Council action on an

individual stop sign is not necessary. The Council has approved all previous stop sign requests supported by CMUTCD warrants.

### **Options**

1. Take no action.
2. Authorize installation of all-way Stop Control at the intersection of North River Road and River Oaks Drive.
3. Authorize the Director of Public Works, in the future, to place stop signs when supported by warrants established by the CMUTCD and documented by a report prepared by a Traffic Engineer, requesting Council action only when warranted by unusual circumstances.
4. Refer back to staff to consider alternative traffic calming and/or cautionary devices for North River Road.

### **Analysis and Conclusion**

In October of 2010, the City Council adopted a conceptual plan for the intersection of North River Road and River Oaks Drive. The plan calls for stopping southbound North River Road and allowing thru traffic westbound River Oaks Drive to southbound North River Road and thru traffic northbound North River Road to eastbound River Oaks Drive, similar to the Union Road – North River Road intersection (refer to Attachment 1).



Google Streetview – looking north

In June of 2016, the City Council approved the Master Development Plan for River Oaks II located north of the Traditions neighborhood and golf course. As a condition of approval of River Oaks II, the applicant must reconstruct the intersection of North River Road and River Oaks Drive in accordance with the conceptual plan prior to occupancy of the 90<sup>th</sup> building permit in River Oaks II. The applicant is preparing construction documents for the first phases of River Oaks II now.

By Council policy, new stop signs may be placed only when warrants, established by the California Manual of Uniform Traffic Control Devices, have been demonstrated to be met in a study prepared by a Traffic Engineer. Central Coast Transportation Consultants' Joe Fernandez has produced a study, dated February 24, 2017, for the intersection of North River Road and River Oaks Drive (refer to Attachment 2). The study indicates that stop sign warrants are not met based upon collision history, traffic volume, or delay. However, based upon inadequate sight distance for southbound North River Road drivers, a stop sign is warranted. It is recommended that the new stop signs on North River Road be accompanied with pavement markings, advanced warning signs and temporary flags.

Stop signs are requested often by the general public to control speeding in neighborhoods. The opening statement in the CMUTCD on the subject of stop signs states *"Stop signs shall not be used for speed control"*. The City Engineer can determine those requests that may have merit. If a stop sign request has the potential to meet warrants established by the CMUTCD, the next step is to retain a Traffic Engineer to conduct an analysis to determine if warrants are present.

This item is being considered by the City Council based on past practice where all stop sign requests supported by CMUTCD warrants have been approved by Council. However, there is no Paso Robles Municipal Code requirement for City Council to approve stop signs. Given that the stop criteria adopted by the Council are based on CMUTCD warrants, responsibility for approving stop sign installation can be assigned to the Director of Public Works or City Engineer. Staff is recommending the City's approval procedure be changed as follows:

Upon demonstration of stop sign warrants consistent with the California Manual of Uniform Traffic Control Devices, in a report prepared by a Traffic Engineer, the City Engineer will recommend to the Director of Public Works the implementation of the stop control. In unusual circumstances, the Director may forward the decision to the City Council for final approval.

### **Fiscal Impact**

\$12,000 to the General Fund

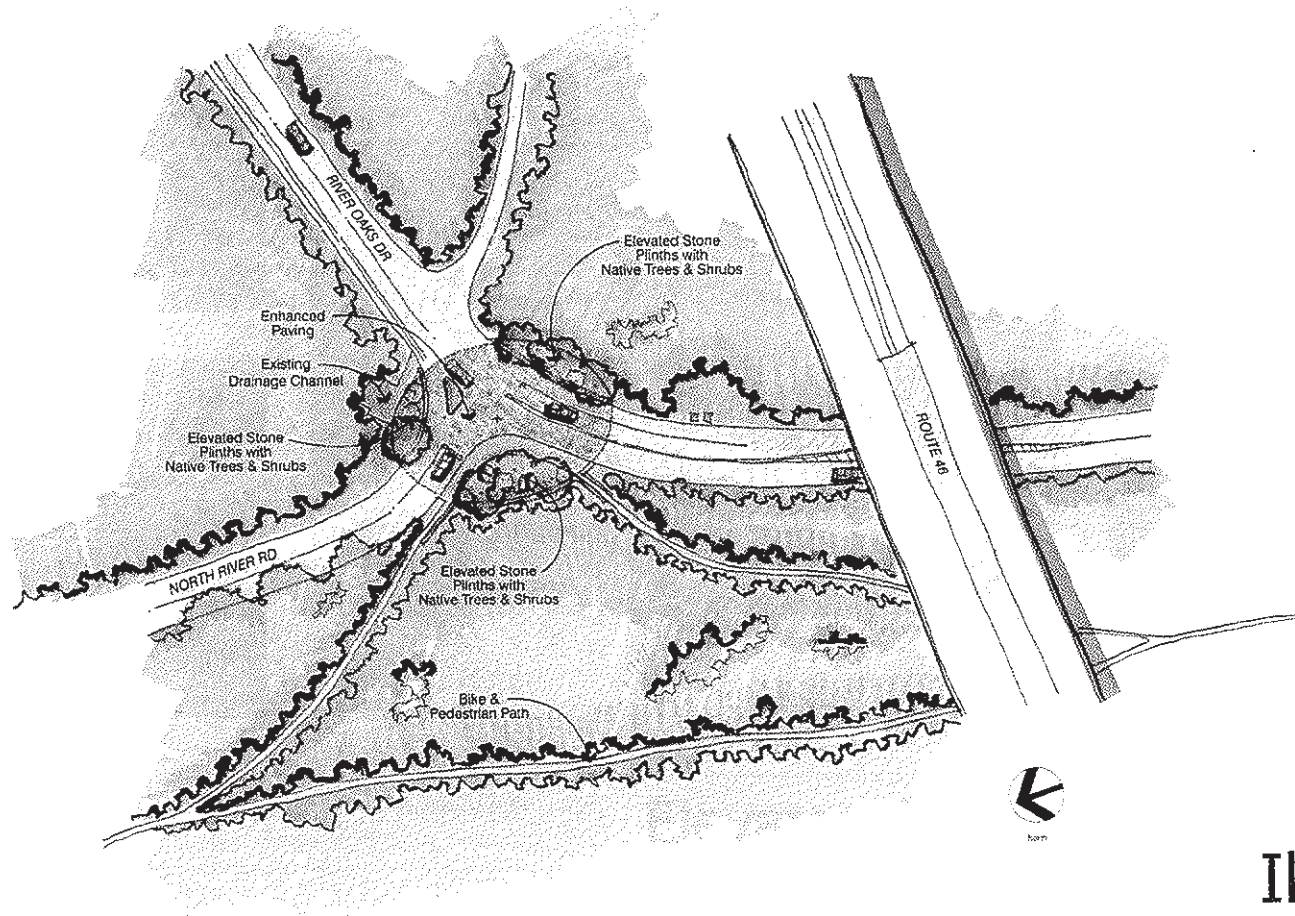
### **Recommendations**

1. Approve draft Resolution A authorizing the Director of Public Works to install all-way Stop Control at the intersection of North River Road and River Oaks Drive (Option 2).
2. Approve draft Resolution B authorizing the Director of Public Works to install stop signs when supported by warrants established by the CMUTCD and documented by a report prepared by a Traffic Engineer, requesting Council action only when warranted by unusual circumstances (Option 3).

### **Attachments**

1. 2010 Conceptual Plan
2. All-Way Stop Plan
3. Draft Resolution A Authorizing All-Way Stop Control
  - a. Central Coast Transportation Consulting Warrants Study 2-24-17
4. Draft Resolution B Authorizing the Director of Public Works to approve stop signs in the future when supported by the appropriate warrants or the City Engineer's analysis.

# River Oaks Drive Intersection



Attachment 1

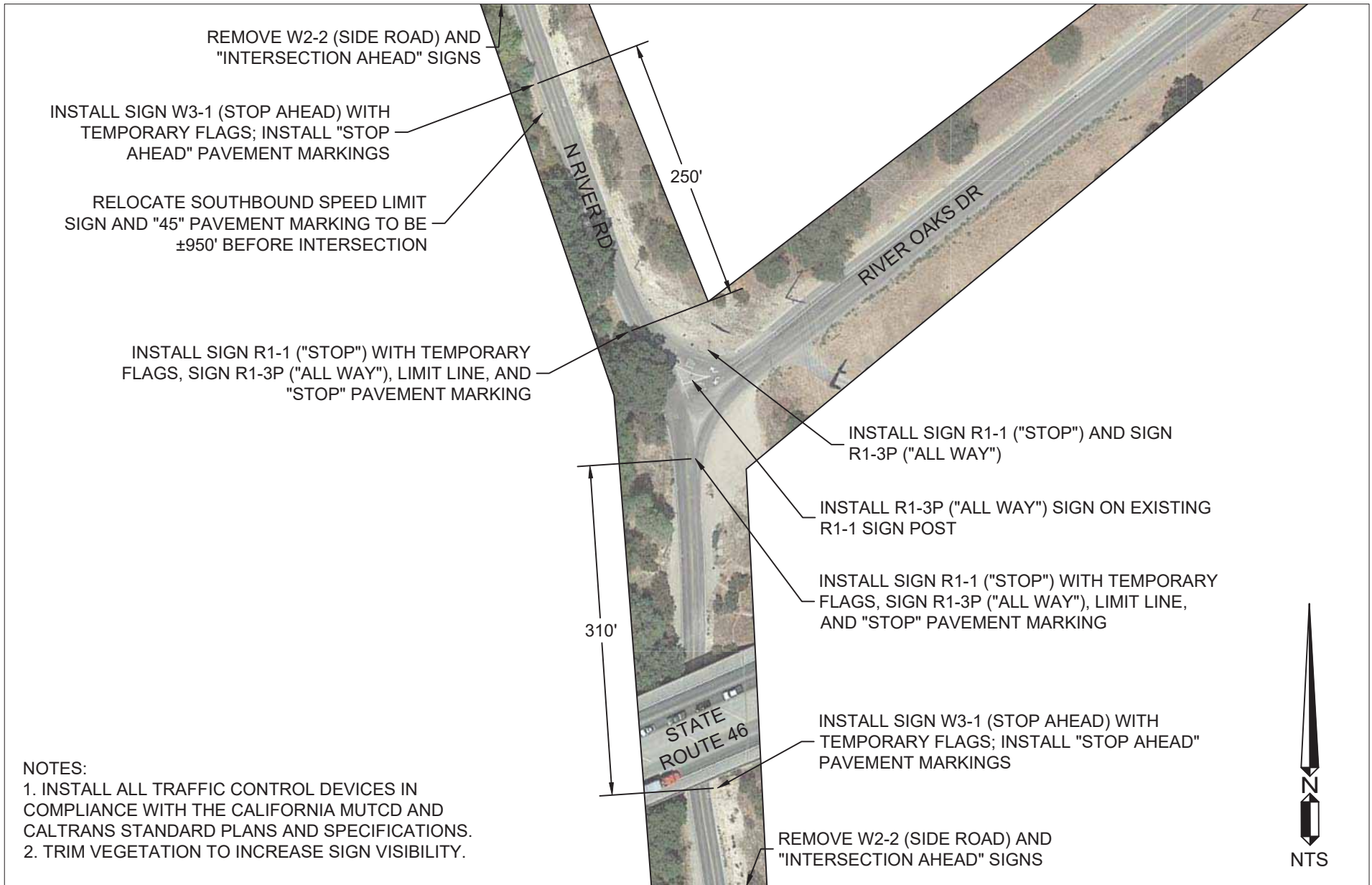
Illustrative

# Figure 1: Recommended Signage and Markings

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**NOTES:**

1. INSTALL ALL TRAFFIC CONTROL DEVICES IN COMPLIANCE WITH THE CALIFORNIA MUTCD AND CALTRANS STANDARD PLANS AND SPECIFICATIONS.
2. TRIM VEGETATION TO INCREASE SIGN VISIBILITY.

Attachment 2



March 2017

North River Road/River Oaks Drive Multi-Way Stop

# Attachment 3

## Draft Resolution A

RESOLUTION 17-xxx

### RESOLUTION OF THE CITY COUNCIL OF THE CITY OF EL PASO DE ROBLES AUTHORIZING ALL-WAY STOP CONTROL AT THE INTERSECTION OF NORTH RIVER ROAD AND RIVER OAKS DRIVE

WHEREAS, at its meeting of January 17, 2017, the City Council heard public comment regarding the need for a stop sign for southbound North River Road traffic at the intersection of River Oaks Drive citing uncomfortable sight distance for drivers entering the intersection from River Oaks Drive; and

WHEREAS, by City Council policy, new stop signs may only be placed in accordance with criteria established in the California Manual of Uniform Traffic Control Devices. Warrants for stop signs must be demonstrated in a report prepared by a Traffic Engineer; and

WHEREAS, on January 31, 2017, the Director of Public Works authorized Central Coast Transportation Consultants to study warrants for all-way stop control at the intersection of North River Road and River Oaks Drive; and

WHEREAS, on February 24, 2017, Central Coast Transportation Consultants presented a report of warrants for all-way stop control at the intersection of North River Road and River Oaks Drive. Warrants for all-way stop control were present based on inadequate sight distance for southbound drivers on North River Road.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF EL PASO DE ROBLES DOES HEREBY RESOLVE AS FOLLOWS:

Section 1. All of the above recitals are true and correct and incorporated herein by reference.

Section 2. The City Council hereby approves the installation of all-way Stop Control at the intersection of North River Road and River Oaks Drive consistent with the February 24, 2017 Central Coast Transportation Consultants' warrant study (Exhibit A).

APPROVED this 18<sup>th</sup> day of April 2017, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

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Steven W. Martin, Mayor

ATTEST:

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Kristen L. Buxkemper, Deputy City Clerk

Exhibit A: February 24, 2017 Central Coast Transportation Consultants' warrant study



# Exhibit A

## MEMORANDUM

Date: February 24, 2017  
To: John Falkenstien, City of Paso Robles  
From: Joe Fernandez and Travis Low, CCTC  
**Subject: North River Road/River Oaks Drive Multi-Way Stop Warrants**

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This memorandum evaluates multi-way stop warrants under existing conditions at the intersection of North River Road and River Oaks Drive. The intersection is currently side street stop controlled on River Oaks Drive.

### SUMMARY

Multi-way stop warrants were evaluated for the intersection of North River Road and River Oaks Drive using multiple criteria. The intersection does not meet any signal warrants. It does not meet the multi-way stop warrants based on reported collision history, volume, or delay. However, based on additional criteria, multi-way stop control is warranted due to the inadequate sight distance for southbound drivers. Converting the intersection from side street stop control to all-way stop control would have minor impacts to peak hour level of service and queuing, both of which would remain reasonable.

### SIGHT DISTANCE

Stopping sight distance (SSD) was evaluated for southbound drivers on North River Road. SSD is the sum of two values: 1) the distance traveled by the vehicle from the instant the driver sees an object until the brakes are applied, plus 2) the distance needed to stop the vehicle. This is the minimum length of clear roadway that must be visible for a motorist to stop for an object in the road.

The Highway Design Manual provides minimum SSD values for different speeds. Currently, the posted speed limit on North River Road is 45 mph. The City's 2013 Speed Zone Survey Update found the 85<sup>th</sup> Percentile Speed to be 50 mph on North River Road, which at the time was posted at 40 mph. However, the report recommended raising the segment to 45 mph rather than 50 mph, citing high traffic accidents and a narrow road cross section.

The minimum SSD for 45 mph facilities is 360 feet, and is 430 feet for 50 MPH facilities per the Highway Design Manual. The roadway embankment and a utility pole limit the line of sight between drivers on River Oaks Drive and approaching vehicles on southbound North River Road. The field measured sight distance, shown in the photo below, is approximately 300 feet. This is below the minimum SSD in the Highway Design Manual.



### COLLISION EVALUATION

Collision reports were reviewed from 2013 through 2015 using the Statewide Integrated Traffic Records System (SWITRS) database. During that period, two collisions of any type were reported at the study intersection. A minimum of four correctable collisions would be required in a single 12-month period to warrant multi-way stop control.

### TRAFFIC OPERATIONS

Peak hour turning movement counts were collected at the intersection in February 2017 and are attached as Appendix A.

Traffic operations were analyzed under existing conditions using the Synchro software package. Two scenarios were evaluated: side street stop control (the existing configuration) and all-way stop control (AWSC). The AWSC scenario assumes stop signs are added to the uncontrolled legs of the intersection without any geometric changes. LOS and queuing calculation sheets are attached as Appendix B.

Table 1 summarizes Levels of Service results.

<b>Table 1: Peak Hour Level of Service</b>			
<b>Control Type</b>	<b>Peak Hour</b>	<b>Delay (sec/veh)<sup>1</sup></b>	<b>LOS<sup>2</sup></b>
Side Street Stop Control (Existing)	AM	5.0 (11.8)	- (B)
	PM	3.4 (9.2)	- (A)
All-Way Stop Control	AM	9.9	A
	PM	7.8	A

1. HCM 2010 average control delay in seconds per vehicle.  
2. For side street stop control the westbound approach's delay is reported in parenthesis.



The intersection operates with reasonable delay under existing conditions. With AWSC, overall intersection delay would increase but remain reasonable.

Table 2 summarizes queue lengths at the intersection. The 95<sup>th</sup> percentile queues refer to the queue length that would not be exceeded 95 percent of the time.

<b>Table 2: Peak Hour 95th Percentile Queues</b>			
<b>Direction</b>	<b>Peak Hour</b>	<b>95th Percentile Queues (feet)<sup>1</sup></b>	
		<b>Side Street Stop Control (Existing)</b>	<b>All-Way Stop Control</b>
NB	AM	-	43
	PM	-	15
WB	AM	35	40
	PM	10	13
SB	AM	3	10
	PM	0	5

1. Queue length that would not be exceeded 95 percent of the time.

The 95<sup>th</sup> percentile queues would remain under two vehicles under both the existing and AWSC.

## **WARRANTS**

The following four multi-way stop warrants were evaluated using the methodologies of the 2014 California Manual on Uniform Traffic Control Devices (MUTCD):

- Condition A – Traffic Signal Warrant: Where a traffic signal is justified, multi-way stop can be installed as an interim measure while arrangements are being made for installation of the traffic signal.
- Condition B – Crash Experience: Tests a 12-month period for a minimum number of crashes that are susceptible to correction by a multi-way stop installation.
- Condition C – Intersection Volume and Delay: Tests intersection average volume thresholds for any 8 hours of an average day and minor-street delay thresholds during the highest of those hours.
- Condition D – Combination Volume, Crash Experience, and Delay: Where no single condition is satisfied, but where the volume, crash experience, and delay criteria are all satisfied to 80% of the minimum values.

The intersection does not currently satisfy any signal warrants or any of the Conditions A-D of the multi-way stop warrants. Relevant warrant analysis sheets are attached as Appendix C.

The California MUTCD provides additional criteria that may be considered for multi-way stop control. The most applicable of these is, "Locations where a road user, after stopping, cannot see conflicting traffic and is not able to negotiate the intersection unless conflicting cross traffic is also required to stop."

## **CONCLUSIONS AND RECOMMENDATIONS**

While the study intersection does not meet any of the Conditions A-D of the multi-way stop warrants, the available sight distance should be considered. Adequate stopping sight distance is not available for southbound drivers. A westbound driver turning left may be unable to see southbound drivers while those drivers have adequate stopping sight distance. Based on the additional criteria provided in the California MUTCD regarding inadequate sight distance, multi-way stop control is warranted at the study intersection.

# Exhibit A

New stop signs should be accompanied by additional traffic control devices such as pavement markings, advance warning signs, and temporary flags.

Please let us know if you have any questions.

## **ATTACHMENTS**

Appendix A: Traffic Count Sheets

Appendix B: LOS and Queuing Calculation Sheets

Appendix C: Warrant Analysis Sheets

# Attachment 4

## Draft Resolution B

RESOLUTION 17-xxx

**RESOLUTION OF THE CITY COUNCIL OF THE CITY  
OF EL PASO DE ROBLES AUTHORIZING THE DIRECTOR OF PUBLIC  
WORKS TO APPROVE STOP SIGNS WHERE APPROPRIATE WARRANTS  
ARE DEMONSTRATED AND SUPPORTED BY CITY ENGINEER'S ANALYSIS**

WHEREAS, at its meeting of January 17, 2017, the City Council heard public comment regarding the need for a stop sign for southbound North River Road traffic at the intersection of River Oaks Drive citing uncomfortable sight distance for drivers entering the intersection from River Oaks Drive; and

WHEREAS, by City Council policy, new stop signs may only be placed in accordance with criteria established in the California Manual of Uniform Traffic Control Devices. Warrants for stop signs must be demonstrated in a report prepared by a Traffic Engineer; and

WHEREAS, new stop signs are relatively rare. The last stop sign was located on Vine Street adjacent to Georgia Brown School and authorized by the City Council at their meeting of June 19, 2012; and

WHEREAS, past practice has been to take all stop sign authorizations to City Council; and

WHEREAS, City Council stop sign authorizations are supported by criteria established in the California Manual of Uniform Traffic Control Devices, documented in reports prepared by Traffic Engineers and recommendations by the City Engineer; and

WHEREAS, there is no State or Paso Robles Municipal Code requirement for the City Council to approve the installation of stop signs.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF EL PASO DE ROBLES DOES HEREBY RESOLVE AS FOLLOWS:

Section 1. All of the above recitals are true and correct and incorporated herein by reference.

Section 2. The City Council hereby authorizes the Director of Public Works to approve the installation of stop signs when supported by warrants established by the California Manual of Uniform Traffic Control Devices and documented in a report prepared by a Traffic Engineer, recommended by the City Engineer. Furthermore, the Director of Public Works has discretion to forward a stop sign installation decision to the City Council when warranted by unusual circumstances.

APPROVED this 18<sup>th</sup> day of April 2017, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

---

Steven W. Martin, Mayor

ATTEST:

---

Kristen L. Buxkemper, Deputy City Clerk

# **Attachment 4**

## **Draft Resolution B**



# Exhibit A

## MEMORANDUM

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### SIGHT DISTANCE

Stopping sight distance (SSD) was evaluated for southbound drivers on North River Road. SSD is the sum of two values: 1) the distance traveled by the vehicle from the instant the driver sees an object until the brakes are applied, plus 2) the distance needed to stop the vehicle. This is the minimum length of clear roadway that must be visible for a motorist to stop for an object in the road.

The Highway Design Manual provides minimum SSD values for different speeds. Currently, the posted speed limit on North River Road is 45 mph. The City's 2013 Speed Zone Survey Update found the 85<sup>th</sup> Percentile Speed to be 50 mph on North River Road, which at the time was posted at 40 mph. However, the report recommended raising the segment to 45 mph rather than 50 mph, citing high traffic accidents and a narrow road cross section.

The minimum SSD for 45 mph facilities is 360 feet, and is 430 feet for 50 MPH facilities per the Highway Design Manual. The roadway embankment and a utility pole limit the line of sight between drivers on River Oaks Drive and approaching vehicles on southbound North River Road. The field measured sight distance, shown in the photo below, is approximately 300 feet. This is below the minimum SSD in the Highway Design Manual.

**Exhibit A****COLLISION EVALUATION**

Collision reports were reviewed from 2013 through 2015 using the Statewide Integrated Traffic Records System (SWITRS) database. During that period, two collisions of any type were reported at the study intersection. A minimum of four correctable collisions would be required in a single 12-month period to warrant multi-way stop control.

**TRAFFIC OPERATIONS**

Peak hour turning movement counts were collected at the intersection in February 2017 and are attached as Appendix A.

Traffic operations were analyzed under existing conditions using the Synchro software package. Two scenarios were evaluated: side street stop control (the existing configuration) and all-way stop control (AWSC). The AWSC scenario assumes stop signs are added to the uncontrolled legs of the intersection without any geometric changes. LOS and queuing calculation sheets are attached as Appendix B.

Table 1 summarizes Levels of Service results.

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1. HCM 2010 average control delay in seconds per vehicle.  
2. For side street stop control the westbound approach's delay is reported in parenthesis.

**Exhibit A**

The intersection operates with reasonable delay under existing conditions. With AWSC, overall intersection delay would increase but remain reasonable.

Table 2 summarizes queue lengths at the intersection. The 95<sup>th</sup> percentile queues refer to the queue length that would not be exceeded 95 percent of the time.

<b>Table 2: Peak Hour 95th Percentile Queues</b>			
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**WARRANTS**

The following four multi-way stop warrants were evaluated using the methodologies of the 2014 California Manual on Uniform Traffic Control Devices (MUTCD):

- Condition A – Traffic Signal Warrant: Where a traffic signal is justified, multi-way stop can be installed as an interim measure while arrangements are being made for installation of the traffic signal.
- Condition B – Crash Experience: Tests a 12-month period for a minimum number of crashes that are susceptible to correction by a multi-way stop installation.
- Condition C – Intersection Volume and Delay: Tests intersection average volume thresholds for any 8 hours of an average day and minor-street delay thresholds during the highest of those hours.
- Condition D – Combination Volume, Crash Experience, and Delay: Where no single condition is satisfied, but where the volume, crash experience, and delay criteria are all satisfied to 80% of the minimum values.

The intersection does not currently satisfy any signal warrants or any of the Conditions A-D of the multi-way stop warrants. Relevant warrant analysis sheets are attached as Appendix C.

The California MUTCD provides additional criteria that may be considered for multi-way stop control. The most applicable of these is, "Locations where a road user, after stopping, cannot see conflicting traffic and is not able to negotiate the intersection unless conflicting cross traffic is also required to stop."

**CONCLUSIONS AND RECOMMENDATIONS**

While the study intersection does not meet any of the Conditions A-D of the multi-way stop warrants, the available sight distance should be considered. Adequate stopping sight distance is not available for southbound drivers. A westbound driver turning left may be unable to see southbound drivers while those drivers have adequate stopping sight distance. Based on the additional criteria provided in the California MUTCD regarding inadequate sight distance, multi-way stop control is warranted at the study intersection.

# Exhibit A

New stop signs should be accompanied by additional traffic control devices such as pavement markings, advance warning signs, and temporary flags.

Please let us know if you have any questions.

## **ATTACHMENTS**

Appendix A: Traffic Count Sheets

Appendix B: LOS and Queuing Calculation Sheets

Appendix C: Warrant Analysis Sheets



# Attachment 3

## Draft Resolution A

RESOLUTION 17-xxx

### **RESOLUTION OF THE CITY COUNCIL OF THE CITY OF EL PASO DE ROBLES AUTHORIZING ALL-WAY STOP CONTROL AT THE INTERSECTION OF NORTH RIVER ROAD AND RIVER OAKS DRIVE**

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APPROVED this 18<sup>th</sup> day of April 2017, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

---

Steven W. Martin, Mayor

ATTEST:

---

Kristen L. Buxkemper, Deputy City Clerk

Exhibit A: February 24, 2017 Central Coast Transportation Consultants' warrant study

# Attachment 4

## Draft Resolution B

RESOLUTION 17-xxx

**RESOLUTION OF THE CITY COUNCIL OF THE CITY  
OF EL PASO DE ROBLES AUTHORIZING THE DIRECTOR OF PUBLIC  
WORKS TO APPROVE STOP SIGNS WHERE APPROPRIATE WARRANTS  
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WHEREAS, City Council stop sign authorizations are supported by criteria established in the California Manual of Uniform Traffic Control Devices, documented in reports prepared by Traffic Engineers and recommendations by the City Engineer; and

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AYES:

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ATTEST:

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Kristen L. Buxkemper, Deputy City Clerk

# **Attachment 4**

## **Draft Resolution B**