

Saddle Creek Community Services District

Regular Meeting of August 15, 2017

AGENDA SUPPORTING DATA

8. STAFF AND DIRECTOR REPORTS:

- a. General Manager's report regarding the meeting with Castle & Cooke of August 3, 2017
- b. Presentation of the previously completed report on the installation of speed bumps in the community

Castle & Cooke Meeting

On August 3, 2017 Site Manager Greg Hebard and General Manager Kampa met with Castle & Cooke manager Scott Thayer to discuss a variety of issues including the implementation of the Measure A special tax, completion of previously agreed upon repairs, shared equipment agreements and other topics.

The majority of the discussion and coordination centered around the difficulties of transitioning from Castle & Cooke payment of the CCWD common areas water bills, to the CSD being responsible for the accounts. The common area water bills comprise the majority of the expense referred to as the Castle & Cooke "subsidy" expenses of an estimated \$100,000 to \$150,000 per year. These common area water bills are on account at CCWD with Castle & Cooke and as part of implementing the special tax, the accounts will be transitioned to the CSD. The problem is, many of these water meters currently serve both common areas, and facilities owned by Castle & Cooke. For example, the water meter serving the irrigation at the traffic circle, for which the CSD will be responsible, also serves areas under Castle & Cooke responsibility, including the Lodge, Bungalows and Pond C. We will be working diligently over the next few months to facilitate this transition. Once rough maps are completed identifying the areas and issues, staff will place the item on the agenda for detailed discussion.

As part of the transition, Castle & Cooke has agreed to donate to the CSD the water truck and tractors we have borrowing from them. We also discussed the road, storm drain and sidewalk repairs that Castle & Cooke has previously committed to repair. Castle & Cooke is of the opinion that since they will be paying the new special tax at the same rate as all properties, that they should receive the same benefit and not have to pay separately for road repairs. We will continue to work through the issues.

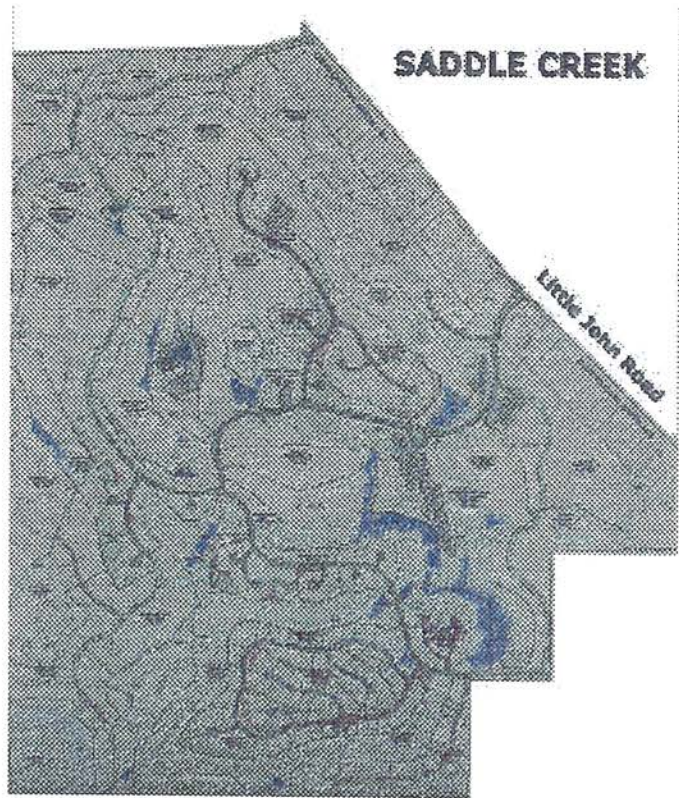
Traffic Circulation Study for Saddle Creek CSD

During the Board's July 2017 Board meeting, discussion was held regarding concerns with the speed of traffic within the community, and the negative safety implications of speeding traffic. When one director requested the consideration of potentially installing speed bumps on some roads, other directors identified the fact that a previous study had been completed which determined that speed bumps are not a desired alternative to control traffic speed. The Board suggested that the previously completed traffic study, attached to this report, be distributed to the Board for information.

This report is provided for information only. If the Board wishes to hold extensive discussion of the report or its findings and recommendations, or desires to take some related action, then I seek Board direction to place the item on a future agenda for action. The purpose of the traffic study was to examine the existing internal traffic control for the Saddle Creek development, and make recommendations for improvements as appropriate. Another purpose of this study was to determine who can enforce (by citation, arrest, etc.) the existing and recommended traffic control. The traffic control for the development that is examined in the study includes the front gate system, the speed limit signs, and other regulatory signs (such as stop signs, yield signs, etc.). The study also concluded that speed bumps are not an effective means to control traffic speed.



TRAFFIC STUDY FOR INTERNAL TRAFFIC CIRCULATION FOR SADDLE CREEK CSD



Prepared for

SADDLE CREEK CSD

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INTRODUCTION AND BACKGROUND

The purpose of this study is to examine the existing internal traffic control for the Saddle Creek development in Calaveras County, and make recommendations for improvements as appropriate. Another purpose of this study is to determine who can enforce (by citation, arrest, etc.) the existing and recommended traffic control. The traffic control for the development that is examined in this study includes the front gate system, the speed limit signs, and other regulatory signs (such as stop signs, yield signs, etc.).

Front Gate System

The entry way to Saddle Creek has two inbound lanes with gate columns on each side of each lane. The travel pathway between each set of columns is approximately eleven feet, or slightly smaller than a typical twelve foot lane. This slightly more narrow width acts as a traffic calming device which slows the speed of inbound traffic. As traffic approaches the gates, vehicles slow down to safer speeds, and this improves the inbound traffic flow into the Saddle Creek community. We recommend that these gates remain as they are today, and they not be widened or moved to allow a larger lane in order to accommodate larger trucks or fire control vehicles, etc. These larger vehicles can enter the gates without incident if they are moving at a safe slower speed.

Enforcement and the Law

A Community Services District (CSD) can establish traffic laws by ordinance according to established California Law concerning the same. It can also establish a police department to enforce the same laws and ordinances. However, only a "peace officer" can issue traffic violation citations, and/or enforce the law pertaining to violations of the same. The California Penal Code limits "peace officer" status to certain law enforcement personnel. The Saddle Creek CSD Security Department currently does not have employees that would qualify as a "peace officer."

Section 830-830.55 provides a list of individuals who are designated as police officers. Among those listed are police officers of a district authorized by statute to maintain a police department. The Saddle Creek CSD does not currently have a police department, but it has a security department. In order to be considered as a "peace officer," individuals must meet certain minimum standards, and undergo certain training courses. These requirements include that the individual:

- (1) Be a U.S. citizen or permanent resident alien who has applied for citizenship;
- (2) Be at least 18 years old

- (3) Be fingerprinted
- (4) Be of good moral character
- (5) Be a high school graduate or have passed the GED
- (6) Be free from any physical, emotional, or mental conditions which would adversely affect exercise of powers of peace officer

(See Govt. Code 1031)

In addition, every peace officer must complete an introductory course of training at a California Peace Officer Standards and Training ("POST") approved basic academy (see Penal Code § 832). Even if an individual completes the POST training requirements, they may not be deemed "peace officers," depending upon their "primary duty" or capacity in which they are serving. In some situations, bono fide "peace officers" do not retain their "peace officer" status when performing other duties.

For example, a sheriff's or police security officer must complete POST training but is considered to be a "public officer" rather than a "peace officer" or "public safety officer" (see Penal Code § 831.4). A sheriff's or police security officer is a public officer, employed by the sheriff or a county or police chief of a city, whose primary duty is the security of locations or facilities as direct by the sheriff or police chief. "These persons may not exercise the powers of arrest of a peace officer, but may issue citations for infractions *if authorized by the sheriff or police chief.*" (see Penal Code § 831.4).

There is training needed for an officer to make determinations of whether a person has violated a speed ordinance, and to properly operate a radar/laser speed gun. Citations issued by such untrained staff based on the use of radar/laser devices would be subject to challenge.

Section 40802 of the Vehicle Code regulates the use of radar, laser or other electronic devices by officers. In order for the evidence to be used in court several criteria must be met. When a radar is used, the arresting officer must have completed a POST certified radar operator course of not less than 24 hours on the use of police traffic radar (see Vehicle Code § 40802(c)(A)). When a laser or other device is used, the arresting officer must complete the training mentioned above and an additional training course of not less than 2 hours. In addition the prosecution must prove that the officer established that the device used meets or exceeds the minimal operational standards and has been properly calibrated by a certified testing or calibration facility. In short not just anybody can use radar/laser guns to enforce speed violations.

Speed Control in Saddle Creek

The best way to control the speed of vehicles on any roadway is through enforcement by Police, Sheriff, or Highway Patrol in issuing citations for violations. The Saddle Creek Community Services District (CSD) is in a more remote and rural location, which is typically lacking these kind of services. Since frequent official law enforcement is not a viable option for the Saddle Creek CSD, it is imperative that the speed control or selected traffic control devices therefore make sense for what works in the community and its residents.

Generally, speed limits are set at the speeds to which most reasonable people would travel safely. In a traffic engineering speed survey, it is standard practice to throw out the upper 15% of drivers (the speeders), and assume that the remaining 85% of drivers are "reasonably" traveling safely. For example, if 85% of all drivers in a survey travel at speeds of 35 mph or less, the speed limit is generally set then for 35 mph, although it could be set lower if safety conditions warrant it. If an 85th percentile speed turned out to be 34 mph, the recommended speed limit would be set to the next lower 5 mph increment, or 30 mph. Some of the reasons for setting a speed lower than the 85th percentile could include residential development (or homes) that front the roadway, the presence of children, school zones, sight distance concerns, etc.

**Table 1
Radar Speed Survey Results**

Location	Average Speed	85 th Percentile	Posted Speed Limit	Recommended Speed
Saddle Creek Drive from Gates to Roundabout	32 mph	36 mph	35 mph	30 mph
Saddle Creek Drive from Roundabout to Rock Ridge Lane	35 mph	36 mph	30 mph	30 mph
Saddle Creek Drive from Rock Ridge Lane to Oak Creek Drive	30 mph	35 mph	30 mph	30 mph
Oak Creek Drive from Saddle Creek Drive to Blue Oak Street	24 mph	26 mph	30 mph	25 mph
Oak Creek Drive from Blue Oak Street to Grand View Court	27 mph	27 mph	30 mph	25 mph
Oak Creek Drive from Grand View Court to Knolls Drive	30 mph	33 mph	30 mph	25 mph

PRISM Engineering conducted several spot speed surveys for free-flowing traffic on various roadways in Saddle Creek, and summarized the average speed, the 85th percentile top speed, etc. These speed surveys were taken

on July 26, 2002, in the afternoon time period. They represent completely uncongested traffic flow, or the conditions at which drivers would travel unimpeded. The results are shown in Table 1.

Based on our observations of traffic flow and speeds, it was apparent that some speed limits may be set slightly too high, especially on Oak Creek Drive and other similar roadways in the Saddle Creek CSD. Speed limits on Oak Creek Drive are currently set for 30 mph, and we are recommending that they be lowered to 25 mph to be more consistent with observed travel speeds and the residential nature of the roadway. On neighborhood loop and cul-de-sac facilities where the lane widths are more narrow (10 foot lanes and an 8 foot parking lane), we recommend that the speed limits be set to 20 mph.

Saddle Creek Drive, however, is appropriately set for 30 mph, and the speed surveys bear this out. We do not recommend lowering the speed limit for Saddle Creek Drive. However, there is one section of this roadway where a lower speed zone is warranted. The following section details this exception.

Special Speed Zone

There is one location along Saddle Creek Drive where some form of speed control would be appropriate, given the potential for children to be present, and/or an unusual amount of traffic to enter the roadway. This location is just west of Rock Ridge Lane at the driveway serving the tennis and pool facility. The current speed limit of 30 mph is too fast given the proximity of a pedestrian recreational facility which includes a lawn / picnic area.

There are several ways in which traffic can be slowed down, including lower speed limits, narrower roads, speed bumps, etc. We do not recommend narrowing the road or the installation of speed bumps (as discussed in the next section), but the installation of a special speed zone can be implemented to warn drivers of the potential need for caution when people are present.

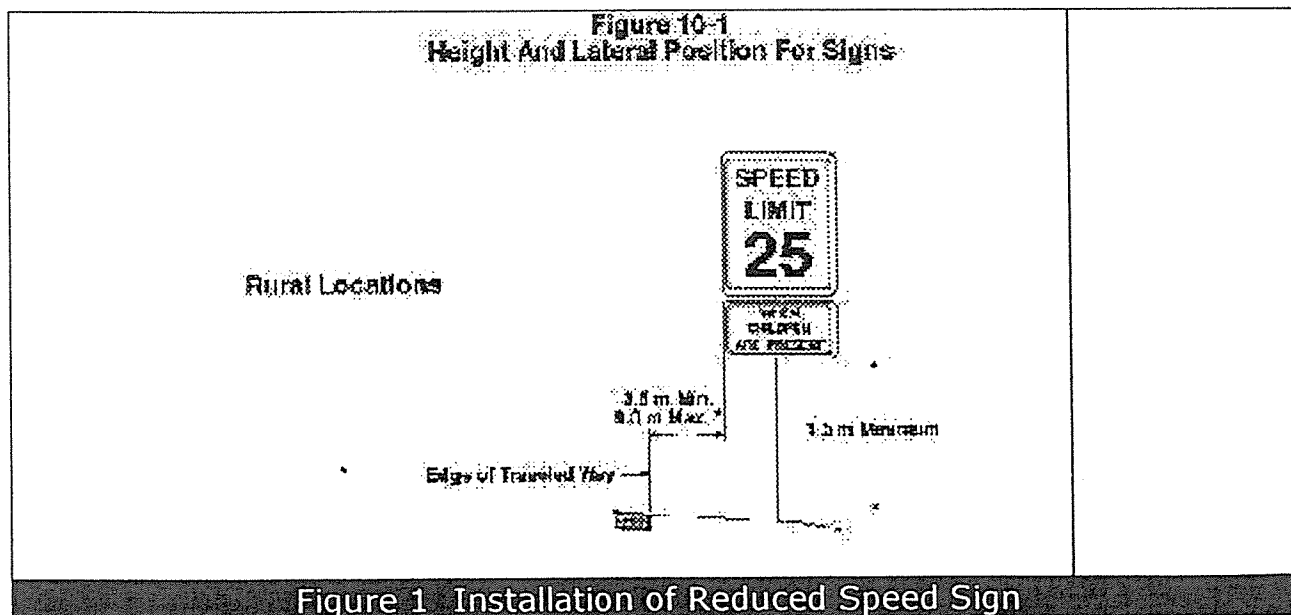
Traffic control in areas where children are present (such as schools, etc.) can be a highly sensitive subject. If all the requests for signs, etc., were met, there would have to be many more police and traffic signals, signs, and markings. Such requests, however, are not always in line with sound traffic engineering. Traffic engineering analysis often reveals that at many locations, requested traffic controls are unnecessary, costly, and tend to lessen the respect for those controls that are needed. Effective traffic control can best be obtained through the uniform application of realistic policies, practices and guidelines developed through properly conducted engineering

studies. It is important that the Saddle Creek CSD consider the effect that specific traffic controls may have on the community.

The recreational facility has a parking lot with 40 parking spaces. There currently is no traffic control for Saddle Creek Drive where the driveway for this parking lot intersects, with the exception that outbound traffic is stop sign controlled. Traffic volumes on Saddle Creek are currently low, but will continue to slightly grow as the undeveloped lots are built upon. It is not difficult for traffic from this parking lot to enter Saddle Creek Drive from a traffic congestion standpoint.

It would not be warranted to install stop signs on Saddle Creek Drive at this location, as even streets such as Rock Ridge Lane do not have this condition. But it is appropriate to install a set of signs that warn drivers of the potential need to slow down, if children or pedestrians are present. We feel it is important that whatever signs are installed that they be of the uniform sign standards typically used in the United States so that all drivers may readily recognize their use and meaning.

Figure 1 shows the installation of a set of signs typically used in school zones (with a yellow "school" sign at the top), which could also be used in the vicinity of the tennis and pool facility, minus the school sign on top. This is a readily recognized traffic control device that communicates to the driver that there may be a need to slow for children, etc.



This sign would need to be installed on both sides of the road, one for the westbound traffic, the other for the eastbound traffic on Saddle Creek Drive. The signs should be installed in the vicinity of the tennis and pool facility

parking lot driveway. No other modifications to traffic control would be necessary. Drivers readily recognize this set of signs, and it communicates to look for children and other potential hazards.

It may be possible to design and install a special sign at this location in lieu of the recommendation given in Figure 1. Many cities and counties utilize special signs to communicate a traffic control need not readily found among the limited set of uniform standard signs. The drawback to doing this is the lack of "built-in" recognition for the sign that would already exist among the set of uniform signs. If a driver does not readily recognize the sign and its meaning, it may get ignored. It could also be a potential liability of not "standardized" and has something to do with moving traffic.

Speed Bumps

Often the inability for posted speed limit signs to curb the intentional violator of the speed limit, leads to frequent demands for installation of speed bumps on a roadway. Actual tests of various speed bump designs, however, have shown that a speed bump does not have the physical ability to control speed in many vehicles, both light and heavyweight. In fact, a soft sprung sedan is encouraged to increase speed for a better ride, while some vehicles may lose control, both being a very undesirable outcome.

California courts have held public agencies liable for personal injuries resulting from faulty designs. Increased hazard to the unwary; challenges to the dare-devils; disruption of the movement of both emergency and service vehicles; and undesirable increase in noise, have cause speed bumps to be officially rejected as a standard traffic control device on public streets and alleys.

For these reasons, we do not recommend the use of speed bumps for control of traffic speeds along Saddle Creek Drive.