City of Bloomington
Bicycle and Pedestrian Safety Commission

Monday, March 7, 2016
5:30 – 7:00 p.m.
Hooker Conference Room, Bloomington City Hall

AGENDA

I. Call to Order and Introductions

II. Approval of Minutes
   a. February 8, 2016

III. Public Comments

IV. Communications from Commission Members

V. Reports from Staff
   a. Brentwood, TN BFC Tour
   b. Engineering Update
      i. Winslow Road and Henderson Street

VI. Old Business
   a. BikeLife Magazine Update

VII. New Business
   a. Neighborhood Traffic Calming Discussion

VIII. Topic suggestions for future agendas

IX. Upcoming Meetings/Events

X. Adjourn

- *Action requested*

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Monday February 8, 2016
Hooker Conference Room, Bloomington City Hall
MINUTES

Minutes are transcribed in a summarized outline manner. An audio recording of the meeting is available upon request.

I. CALL TO ORDER AND INTRODUCTIONS – 5:30 P.M.

Members present: Paul Ash, Kay Bull, Jaclyn Ray, Mitch Rice, Jim Rosenbarger, and Mark Stosberg

Staff: Scott Robinson – Planning & Transportation; Neil Kopper – Planning & Transportation; Chris Meade – Planning & Transportation

Others: Gregg Jacobs

II. APPROVAL OF MINUTES

Paul Ash motioned approval, Jim Rosenbarger seconded to approve the minutes from the January 11, 2016 meeting. ***Motion passed.***

III. PUBLIC COMMENTS - none

IV. COMMUNICATIONS FROM COMMISSION MEMBERS - none

V. REPORTS FROM STAFF

a. **Engineering Update**

i. **4th Street & Rogers Street Project –** Neil provided an overview of the project and the public input process which include a survey. Feedback right now is not focused on any design options, but rather seeking general feedback on what does and does not work well. Another public meeting will be scheduled to highlight results and design options. Commission members have been getting the word out and appreciate the public input process. Gregg said he travels there frequently and the lighting is poor.

ii. **Allen Street &Walnut Street RRFB Project –** Neil explained this project is not seeking extensive public feedback because the nature of the funding and the traffic diverter islands already exist. This is the next step, of possibly others, to improve this intersection. He explained where the Rectangular Rapid Flashing Beacon signs would be installed and accommodations for bicycles and pedestrians. Commission members appreciated the overview and agree this will improve crossing conditions. Jim was hopeful that the one tree within the island would not have to be removed for sight

distances. The trees make the area less hostile and draws attention to the people friendly context we are trying to create.

iii. **2nd Street/Bloomfield Road HSIP Application –** Neil explained the nature of the intersection and sidepath improvements between Landmark and Patterson. He explained that the funding sources drive the time needed for this proposal to go through the whole process from design to construction. This is the first step to secure future funding and once approved staff will move into design. Total costs are estimated at $1,200,000. Commission members agree this is a great choice for a project. Jim likes the potential to urbanize this suburban area, while Mitch said there are many destinations to go to around here. Jacyln and Jim talked about possibilities to extend improvements along Patterson Drive.

b. Trail Counter Data Review – Chris gave a presentation on the trail activity counts for several locations around Bloomington. She explained the limitations of the data and collection methods. The results demonstrate expected levels and times of peak pedestrian and bicyclist activity. Jim wondered about the purpose behind the data collection and Scott explained it is helpful to establish trends, provide usage examples for improvement projects, and is interested to hear what other uses the Commission would like to explore. Jim mentioned Walk Score and possibly doing a correlation between the data.

VI. OLD BUSINESS

a. **BikeLife Magazine Update –** Scott said he continues to coordinate internally to consider the concept. Initial indications are positive and staff will continue to explore other partners to help fund this initiative. Jaclyn said they have interest from Visit Bloomington and Indiana University. She is scheduling meetings with other area agencies. An update will be provided at next month's meeting**.**

b. **2014 Crash Report – New Bicycle Crash Rate Results –** Scott reviewed the examples of increasing trends in bicycle use as well as total crashes for Portland, Austin, and Bloomington. Crash rates are also important to consider, which for all cities demonstrate the safety in numbers concept since the rates have declined over time. Commission members discussed how the data illustrates a tipping point of infrastructure and substantial growth in ridership.

VII. NEW BUSINESS

c. **Title 15 Crosswalks* -** Scott provided an overview of the proposed changes, which are aimed to improve the legal protections for pedestrians. Neil said the local code makes many locations without sidewalks illegal to cross the street without jaywalking. These changes will allow pedestrians to legally cross the street at many locations. Paul motioned to support the Title 15 changes as presented by staff, Mark seconded. ***The motion passed 6-0*.**

VIII. TOPIC SUGGESTIONS FOR FUTURE AGENDAS – none

IX. Upcoming Meetings/Events

X. Adjourn – 7:00 P.M.

Chapter 15.26 NEIGHBORHOOD TRAFFIC SAFETY PROGRAM

Sections:

15.26.010 Definitions.

When appearing in this chapter the following phrases shall have the following meanings:
"Traffic calming device" has the meaning set forth at Indiana Code 9-21-4-3(a).
(Ord. 99-16 § 2 (part), 1999).

15.26.020 Neighborhood traffic safety program.

The neighborhood traffic safety program administered by the planning and transportation department and the bicycle and pedestrian safety commission shall be incorporated by reference into this chapter and includes any amendments to the program, as approved by the common council by ordinance. Pursuant to Indiana Code 36-1-5-4, two copies of the neighborhood traffic safety program shall be available in the city clerk's office for public inspection.
(Ord. 99-16 § 2 (part), 1999).
(Ord. No. 14-11, § 120, 7-2-2014)

15.26.030 Utilization of neighborhood traffic safety program locations.

The city shall follow the policies and procedures set forth in the neighborhood traffic safety program to determine the appropriate location and construction of traffic calming devices and related traffic control devices in neighborhoods.
(Ord. 99-16 § 2 (part), 1999).

15.26.040 Traffic calming locations.

The locations described in Schedule J-1 shall have devices installed for the purpose of neighborhood traffic calming.
(Ord. 00-22 § 2, 2000; Ord. 99-16 § 2 (part), 1999).

SCHEDULE J-1

TRAFFIC CALMING LOCATIONS

Street	From	To	Type of Device
Arden Drive, East	Oxford Drive, South	Wilton Drive, South	Speed Table (22')

Arden Drive, East	Wilton Drive, South	Windsor Drive, South	Speed Table (22')
Azalea Lane, East	Summerwood Court	Erin Court	Speed Hump (14')
Azalea Lane, East	Wylie Farm Road	Highland Avenue	Traffic Islands
Cottage Grove Avenue	Adams Street	Summit Street	Street Narrowing
Cottage Grove Avenue	Intersection of Summit Street		Traffic Circle
Covenanter Drive	High Street	College Mall Road	Speed Humps (22')
First Street	Sheridan Drive	High Street	Speed Humps (12')
Glenwood Avenue West	Morningside Drive	Longview Avenue	Speed Humps (14')
Longview Avenue	Glenwood Avenue West	Glenwood Avenue East	Speed Humps (14')
Monroe Street	Tenth Street	Cottage Grove Avenue	Street Narrowing
Morningside Drive	Third Street	Smith Road	Speed Humps (12')
Oxford Drive, South	Thornton Road, East	Arden Drive, East	Speed Table (22')
Seventh Street	Pine Street	Adams Street	Street Narrowing
Seventh Street	Intersection of Pine Street		Traffic Circle
Seventh Street	Intersection of Oak Street		Traffic Circle
Seventh Street	Intersection of Waldron Street		Traffic Circle
Seventh Street	West of the intersection at Rogers Street		Street Narrowing
Sixth Street	Intersection at Oak Street		Traffic Circle

Sixth Street	West of the intersection at Rogers Street		Street Narrowing
Sixth Street	Intersection at Waldron Street		Traffic Circle
South Mitchell Street	East Southdowns Drive	East Circle Drive	Intersection Re-Alignment
Summit Street	Cottage Grove Avenue	Tenth Street	Street Narrowing
Tenth Street	Adams Street	Monroe Street	Street Narrowing
Third Street	West of the intersection at Rogers Street		Street Narrowing
Third Street	Jackson Street	Fairview Street	Speed cushion
Third Street	Fairview Street	Maple Street	Speed cushion
Third Street	Euclid Avenue	Buckner Street	Speed cushions (2)
West Third Street	Jackson Street	Walker Street	Street Narrowing Bump Outs
Wilton Drive, South	Windsor Drive, East	Northern Intersection	Intersection Re-alignment
Windsor Drive, East	Oxford Drive, South	Wilton Drive, South	Speed Table (22')

(Ord. 07-24 § 1, 2007; Ord. 05-25 § 1, 2005; Ord. 05-14 § 2, 2005; Ord. 03-18 § 2, 2003; Ord. 02-05 § 1, 2002; Ord. 02-04 § 11, 2002).
(Ord. No. 09-09, § 1, 6-3-2009; Ord. No. 09-10, § 2, 6-3-2009; Ord. No. 10-04, § 2, 2-3-2010; Ord. No. 12-07, § 1, 4-4-2012)

CITY OF BLOOMINGTON
COMMON COUNCIL
Special Committee on Street Design and Engineering Standards
Final Report

Members
Andy Ruff (At-Large), Marty Spechler (District 3) and Steve Volan (District 6; Chair).

Mission and Functions
"The...Committee...will explore remedies for the Neighborhood Traffic Safety Program (NTSP), whose vague language and arduous procedures have created significant controversy. The committee will also explore a more explicit understanding of what 'generally accepted engineering standards' are: what that phrase means, where that comes from, how they're applied, and how the public should expect to be able to review the application of those standards in city policy."

The committee met five times. A non-televised hearing was held in the Council Library in May 2012. Televised hearings were held in June, July and October 2012. A final non-televised hearing was held in August 2013.

Guests included Justin Wykoff, Director of Engineering (Public Works), James Rosenbarger of the Bicycle and Pedestrian Safety Commission, representatives of various neighborhood associations that had sought traffic calming, and senior staff members of the Planning Department.

First hearing: Engineering This was the meeting that the current administration instructed me to not answer questions completely and to leave early under the false guise of having something more important already scheduled. I was subsequently verbally warned that I should have left prematurely during the middle of the meeting by Susie Johnson at the direction of Maria Heslin, Deputy Mayor.
June 14, 2012 (74m). Televised. Essential observations:

A1. Requests for traffic calming in Bloomington go back to the late 1980s. The first 'traffic calming' installation was constructed in 1996 at the intersections of;

- 6th Street and Rogers Street (R.H. Marlin was the contractor)
- 3rd Street and Rogers Street (R.H. Marlin was the contractor)

A2. Traffic calming enabled by state law in 1995 thanks to then-Rep. Kruzan & then-CM Pierce. The NTSP, written in the late 1990s, is long overdue for an overhaul. Following the first installation of traffic calming as mentioned above, then the installation of traffic calming (bumps) on East First Street a public debate began to surface creating the need to establish a process for the installation of traffic calming. Covenanter Drive was the next street to be brought into the traffic calming debate by outgoing Councilman Jim Sherman who called upon his other

Council colleagues to pressure the Fernandez administration to install traffic calming (bumps) along Covenanter Drive between High Street and College Mall Road. Following that installation, all parties (administration and council) agreed to develop a process that would become known as the 'Neighborhood Traffic Safety Program' and which both the administration and Council wrote and adopted in 1999.

A3. The new city-wide 25-mph speed limit and speed bumps are examples of traffic calming that have proven successful and inexpensive. The success of the 25mph speed limit change has yet to be proven as it has not been implemented throughout the City of Bloomington. It's success will be determined though installation and enforcement once installed.

A4. The premise of the word "traffic" itself is flawed; it presumes the primacy of motor-vehicle traffic. (A member of the public, architect Marc Cornett, pointed this out in describing the trouble with the term "traffic engineering.") The following is an excerpt from the ITE manual defining 'Traffic Engineering';

What is Traffic Engineering?

The Institute of Transportation Engineers (ITE) defines transportation and traffic engineering as follows:

> Transportation engineering is the application of technology and scientific principles to the planning, functional design, operation, and management of facilities for any mode of transportation in order to provide for the safe, rapid, comfortable, convenient, economical, and environmentally compatible movement of people and goods.
>
> Traffic engineering is that phase of transportation engineering which deals with the planning, geometric design, and traffic operations of roads, streets and highways, their networks, terminals, abutting lands, and relationships with other modes of transportation.

Marc Cornett is an architect and unfamiliar with the standards, practices and disciplines necessary to engineer plans, projects or discuss traffic on an educated level. He has been allowed to speak to groups on this subject out of courtesy, and that has lead some to believe he is more knowledgeable on the subject than he is in reality.

A5. The Public Works Department, as represented by Mr. Wykoff, fails to understand the spirit of the 2002 Growth Policies Plan, which is unequivocal in its call for the reduction of need for automobile trip-taking. We question its commitment to the "Mitigate Traffic" portion of the GPP. In reality, Justin Wykoff sees the Growth Policies Plan as a more comprehensive document that addresses traffic more holistically than the one section that keeps garnering the attention of those who dislike vehicular traffic. Part 5 of the Growth Policies Plan is the "Master Thoroughfare Plan which clearly establishes the construction standards and classifications of roadways throughout the City of Bloomington.

Second hearing: Neighborhoods

July 12, 2012 (60m). Televised. Guests included:

* John Arnold, pres. Gentry Estates HOA Jon Arnold voted against his own proposal in the Neighborhood Traffic Safety Program. Traffic Calming was voted down by the neighborhood as many felt it was not needed.
* Karen Knight, VP Prospect Hill NA
* Kathy Berry, fmr pres Arden Place NA
* Elspeth Thibos, current officer Arden Place NA

Essential observations of second hearing:

B1. Traffic circles at intersections, whether roundabouts or purely for traffic calming, are generally a good thing. Narrowing streets through on-street parking, new curbs, or tree plots are also viable ways of calming.

B2. City staff does not give neighborhoods/Council regular-enough updates. (Gentry Estates, for example, waited a year for an initial NTSP response from the city.) This is a false statement. There was no clear point person for a neighbor to contact for information. This is a false statement, all emails and correspondence with the neighborhood are kept by engineering and show a continued discussion with Jon Arnold who was the neighborhood representative throughout the project. The NTSP project is documented as beginning on July 26, 2003 and continuing to commence through Step 6 (balloted twice) through September/October of 2005. Numerous neighborhood meetings occurred and are documented.

B3. "New ideas" at a certain point in process, rather than allowing it to be changed indefinitely.

B4. The question of whether to broaden the definition of what areas can vote on an NTSP proposal -- residents of neighboring streets or those of the affected street only -- remained inconclusive.
This is a no win discussion. Those in favor of traffic calming only want a few to vote, and those who are against want the entire neighborhood to vote. The existing ballot area is already quite fair, but what needs to be established is a criteria that demonstrates there is a problem in the first place before it gets to a vote. What is the desired speed limit trying to be reached, etc.

B5. No attention is given to landscaping requirements in the NTSP. Space left as common winds up not being cared for by anyone. Ms. Thibos, a professional landscaper, went into detail about the travails of managing her landscape after traffic calming.

The original NTSP calls for neighborhood interest in doing their part for traffic calming. Neighborhoods would agree to maintain, then fail to honor their commitments.

Third hearing: Planning
October 10, 2012 (69m?). Televised. Guests from City Planning Department included:
* Director Tom Micuda
* Asst. Dir. Josh Desmond (also Director of the Bloomington/Monroe County Metropolitan Planning Organization, which manages federal funding for transport projects for the city)
* Vince Caristo, Bike/Ped Coordinator for the city and the MPO
* Scott Robinson, Long-Range & Transportation Manager and staff support to MPO, who does comprehensive and neighborhood planning

Essential observations of third hearing:

C1. Between the first hearing and this one, the administration has decided to move responsibility for traffic engineering from Public Works to Planning. Planning will hire a Transportation

Engineer specifically to oversee traffic projects. Are we "mitigating traffic" successfully? Planning thinks right now it's a toss-up. This was a mistake, and resulted in the hiring of a mechanical engineer to act as a civil engineer. Ethically, this is not occur in the field of Professional Engineer's as they are to work in their trained field.

C2. NTSP project requests are not prioritized. Only neighborhoods who speak up get attention; perhaps the City should be more proactive in looking for traffic safety problems. At the same time, solutions to those problems should not be preconceived. We use the existing accident data provided to seek out intersections that need legitimate correction.

C3. Planning strongly endorses on-street parking as a form of traffic calming. This directly contradicts the previous statement. Isn't this a PRECONCIEVED SOLUTION? Anyone who has worked with neighborhoods on traffic calming knows that one solution does not fit every problem. It also is a problem for the police and fire personnel is some cases if it is not done correctly.

C4. Data relevant to the determination of where there are traffic-safety problems is not readily forthcoming to, or easily synthesized by, the public. Some data, like "close calls" that don't become accidents, have no way to be collected. People don't report 'close calls', which are generally caused by driver inattention, inadequate sight lines, etc.

C5. The City has yet to adopt a Complete Streets policy as the County has, even though the GPP is imbued with its principles.

This is not true either. Every project we do is either an alternative transportation project, or includes alternative transportation projects within it. (Sidewalk, Sidepath, Bike Lanes, Sharrows, etc.) Try and name one that doesn't.

General Recommendations

1. Collect and present better traffic data.

a. Collect non-car traffic data. The redefined term should dictate an obligation to find a way to take bicycle/pedestrian "traffic" counts as frequently as car "traffic" counts. There are limited and unreliable methods to do this without the placement of personnel for an extended duration of time to count pedestrians/bicyclist. Where do you need this collected? How long? There is funding and means available for the collection of vehicular traffic through the MPO which is actually a required feature that the Engineering Department provides.

b. Collect non-accident data. Create a mechanism to report "close call" near-accident data to Police or Planning. There is a way to report 'close calls' using the uReport Application. Obviously most people including Council do not know that it exists.

c. Merge safety data with traffic count reporting for a more complete picture of any traffic situation. Make all such data readily available on the City's website. We do the traffic counts and Planning does the accident counts; ours is found at; http://bloomington.in.gov/sections/viewSection.php?section_id=516

2. Rewrite the NTSP. The NTSP, authored 15 years ago, should be rewritten by Planning for clarity and direction, focusing on the GPP call to "mitigate [car] traffic" (i.e.: "support for walking should be paramount").

a. Tighten the NTSP process to 12 months from application to resolution. A proposal should be closed to "new ideas" at a certain point in the process, rather than allowing the proposed solution to be changed indefinitely. Many times we are delayed for months waiting for a meeting date for the City Council.

b. Assign a Planning staff member to be the "case manager" for a project, and to give regular updates on it. We have always had a 'case manager' that handled the requests, this is nothing new.

c. Make a review by the BPSC an integral step in the NTSP process. It IS, again nothing new.

d. Change the standard for driving speed to be the 95th, not the 85th, percentile when considering the redesign of a street, especially one undergoing the NTSP process. This would still have resulted in the denial of the West Third Street Traffic Calming Petition as the 95% speed was not more than 5 mph over the speed limit of 25.

e. Set up a scoring system for all potential NTSP projects, one which resembles the Council's Sidewalk Committee system. We support developing criteria for support or denial of Traffic Calming requests. We have had several meetings with the current administration and it has not proceeded beyond that point.

f. Proactively solicit "alternative solutions" to a given traffic problem from all comers, rather than start with preconceived notions like a traffic island or speed bumps. Integrate this into the NTSP process. This is what we already do!!!

g. Put landscaping requirements into the NTSP. Attach new calming areas to private property, much like sidewalks are. Would need a code change to make adjacent property owners responsible for maintaining landscaping in the roadway (between travel lanes).

3. Report to the Council whenever any other recommendations or sub-recommendations above have been addressed or fulfilled. Council Members (sponsers) are invited to meetings and provided agendas for committees.

Final Notes

Since the final hearing, at least one of the recommendations has been fulfilled. Vince Caristo of the Planning Department reports that a mechanism to report “close call” near-accident data has been a part of the online uReport system for many months. The Special Committee encourages the Department to promote this service widely.

With this report to the Council, the Special Committee is hereby disbanded.

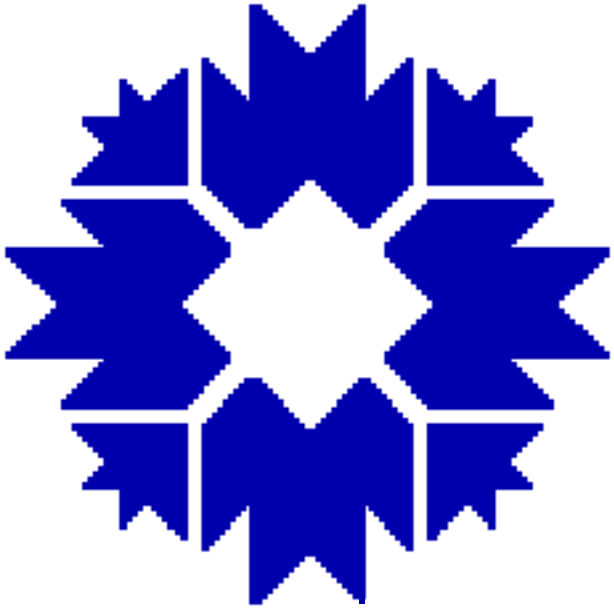
Delivered this 18th day of December, 2013

X_____
Andy Ruff, At -Large

X_____
Marty Spechler, District 3

X_____
Steve Volan, District 6, Chair

NEIGHBORHOOD TRAFFIC SAFETY PROGRAM



City of Bloomington, Indiana

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INTRODUCTION:

The City of Bloomington places a high value on neighborhood livability. Although livability can have several definitions, it can be generally thought of as encompassing the following characteristics:

- The ability of residents to feel safe and secure in their neighborhood.
- The opportunity to interact socially with neighbors without distraction or threats.
- The ability to experience a sense of home and privacy.
- A sense of community and neighborhood identity.
- The ability to conveniently, safely and enjoyably walk, bike and take transit.
- The ability of parents to feel that their children's safety is not at risk by playing in the neighborhood.
- A balanced relationship between multiple uses and needs of a neighborhood.

Neighborhood traffic conditions can have a significant impact on these characteristics.

As population and employment in the City of Bloomington and Monroe County continue to grow, Bloomington streets can be expected to experience increased pressure from traffic. One of several goals of the City of Bloomington is to manage this growth to balance our economic, social and environmental health and to maintain a sustainable City. Quality neighborhoods are the fundamental building blocks of a sustainable city, and to maintain this quality, Bloomington neighborhoods should be protected from the negative impacts of traffic.

Neighborhood groups across Bloomington have become increasingly concerned about the effects of traffic on their streets. Restraining traffic has become a common goal of concerned residents. A vision now being promoted for local streets is that motorists should be guests and behave accordingly. Many City streets used to be multi-purpose places which not only provided physical access but also encouraged social links within a community. Now, the balance has changed so that the main function of many streets has become the accommodation of traffic--some of it unrelated to the residents themselves.

At the same time, traditional Traffic Engineering means of controlling traffic--speed zoning, stop signs, traffic signals--have less and less effect in the management of driver behavior. Police enforcement is and will remain an effective tool to reinforce motorist behavior. However, it is recognized that providing an enforcement level that is effective in modifying driver behavior will require a significant commitment of Police resources.

The City of Bloomington is committed to developing an effective approach to managing neighborhood traffic. Neighborhood involvement will be an important component of this approach.

To maximize neighborhood involvement in improving local traffic conditions, the City of Bloomington Bicycle and Pedestrian Safety Committee (BPSC) with assistance from the Public Works, Engineering and Planning Departments has developed a Neighborhood Traffic Safety Program (NTSP) for Bloomington neighborhoods.

Objectives

The following objectives of the NTSP are derived from existing City policies and the mission of the BPSC:

1. Improve neighborhood livability by mitigating the negative impact of vehicular traffic on residential neighborhoods.

2. Promote safe, reasonably convenient, accessible and pleasant conditions for bicyclists, pedestrians, motorists, transit riders and residents on neighborhood streets.

3. Encourage citizen involvement in all phases of Neighborhood Traffic Safety activities.

4. Make efficient use of City and citizen resources and energy.

Policies

The following policies are established as part of the NTSP:

1. Through traffic should be encouraged to use higher classification arterials, as designated in the *Master Thoroughfare Plan* for the *City of Bloomington Comprehensive Plan*.

2. A combination of education, enforcement and engineering methods should be employed. Traffic calming devices should be planned and designed in keeping with sound engineering and planning practices. The City Engineer shall direct the installation of traffic control devices (signs, signals, and pavement markings) as needed to accomplish the project, in compliance with the Bloomington Municipal Code. (Refer to Appendix C for a detailed description of traffic calming devices.)

3. Application of the NTSP shall be limited to local streets and to those neighborhood collector streets that are primarily residential (at least 75 percent of the properties with frontage on the street must be in residential zoning). Traffic safety projects on neighborhood collector streets shall not divert traffic off the project street through the use of traffic diversion devices. As a result of a project on a neighborhood collector, the amount of traffic increase acceptable on a parallel local service street shall not exceed 150 vehicles per day.

4. Reasonable emergency and service vehicle access and circulation should be preserved.

5. NTSP projects should encourage and enhance pedestrian and bicycle mobility and access within and through the neighborhood and enhance access to transit from the neighborhood. Reasonable automobile access should also be maintained.

6. Some traffic may be rerouted from one local service street to another as a result of an NTSP project. The amount of rerouted traffic that is acceptable should be defined on a project-by-project basis by the BPSC and City Engineering staff.

7. To implement the NTSP, certain procedures shall be followed by the Engineering Department in processing traffic safety requests in accordance with applicable codes and related policies and within the limits of available and budgeted resources. At a minimum, the procedures shall provide for submittal of project proposals, citizen participation in plan development and evaluation; communication of any test results and specific findings to area residents, businesses, emergency services and affected neighborhood organizations before installation of permanent traffic calming devices; and appropriate Common Council review.

Procedure/Process

The NTSP provides a mechanism for groups to work with the City to make decisions about how traffic safety techniques might be used to manage traffic in their neighborhood. This section describes in detail the steps involved in participating in the program from the initial application for involvement, to developing a traffic safety plan, to installing one or more traffic calming devices, to a follow-up evaluation of the plan's success.

The NTSP process is intended to ensure that all neighborhood stakeholders are provided the opportunity to be involved. This ensures that consideration of traffic problems on the study street do not result in the exacerbation of traffic problems on adjacent neighborhood streets and does not eclipse the needs and quality of the neighborhood as a whole. This includes a consideration of the impacts of traffic diversion onto collector and arterial streets.

Step. 1. Apply to Participate

NTSP projects can be requested by neighborhood associations or groups, Common Council members representing a neighborhood, neighborhood business associations or individuals from the neighborhood. It should be noted that although individuals are eligible to apply they are encouraged to work with or form a neighborhood association. Requests for participation in NTSP will be made through the Engineering Division of Public Works using the application posted online at:

http://bloomington.in.gov/sections/viewSection.php?section_id=590

The petition from a problem street or area must describe the problem (i.e., speeding, inappropriate cut-through, ignoring stop signs, etc.) and request some infrastructure change to reduce the problem. The specific form of the infrastructure change may not be known at this point. The petition must also include signatures from at least 51% of the affected street or area households or businesses. This must include any other street that must use the problem street as its primary access (for example, a dead end street or cul-de-sac off the problem street). Each household or business is entitled to one signature.

Finally, any Common Council member must sign the petition as a sponsor.

Step 2. Engineering Staff Review and Preliminary Data Collection

City Engineering staff will collect preliminary information about current conditions. This will include location, description of the problem and may include preliminary collection of traffic accident data, bicycle volume, pedestrian activity, traffic speed and through traffic. The Engineering Department will verify the percentage of households and businesses on the petition and if the percentage is sufficient, they shall notify the affected safety and emergency services of the initiative. The affected safety and emergency services shall include, but not be limited to, the City Police and Fire Departments and the local ambulance service. This information will be relayed to the BPSC for consideration to decide whether the request will be prioritized for inclusion in the NTSP. Requests are also reviewed for possible solutions. If the preliminary review shows that a hazard to the public exists, the City may address the problem separately from the NTSP.

Step 3. BPSC Review of Engineering Studies and Petitions

The BPSC will review the petition submitted as well as the preliminary data collected by the Engineering Department. At this point, the BPSC will either validate or reject the petition. They will also prioritize the

petition with respect to other petitions and available resources within the current funding cycle (detailed in Appendix B). Petition validation is a commitment to try to do something about the problem.

Petitions with the highest priority ranking will continue to the next step.

Step 4. Public Meeting

The BPSC will send notices to all households and businesses within a defined project area to provide background information about the proposed project. The project area depends on the specific project, but generally includes all properties on the project street, on cross streets up to the next parallel local street (or up to 300 feet from the project street) and on any other street that must use the project street as its primary access. For neighborhood collector streets, the next parallel local street (if one exists within 500 feet of
the problem street) will also be included in the notification area. Representatives of the emergency service providers will also receive notification of the meeting. This notice will include an invitation to participate
in a public meeting to help exchange ideas, address concerns and discuss possible traffic safety alternatives.

In addition to considering traffic calming and traffic control devices, plans developed in the NTSP will also consider the positive effects of education and enforcement.

Step 5. Preparation of Alternative Designs and Selection of Proposed Plan

The Engineering Department and the BPSC will hold an informal work session to prepare alternatives that address the neighborhood problem. The neighborhood is welcome to participate in this workshop to provide input.

The BPSC will assess the problems and needs of the neighborhood and propose solutions based on citizen input and sound engineering principles. Possible solutions and their impacts will be evaluated with consideration given to:

- Estimated costs vs. potential gain
- Effectiveness
- Pedestrian, bicycle and transit access
- Community wide benefit to bicycles and pedestrians
- Overall public safety
- Positive and negative consequences of traffic division
- Emergency and service vehicle access

The BPSC will identify the preferred alternative and City staff shall prepare a ballot for neighborhood approval.

If it is determined from both the public meeting and an informal work session of the BPSC that traffic safety techniques other than traffic calming devices are the preferred alternative, the proposal may not need to proceed through the additional steps as designated in the NTSP. The City Engineering Department will continue to work with the neighborhood on alternative neighborhood traffic safety techniques.

Step 6. Project Ballot

Local Service Streets:

All of the properties on the project street and on any other street that must use the project street as their primary access are sent notification that a proposed alternative has been selected. This notification will consist of a description of the proposal as well as a confidential mail ballot asking if they are in support of the project. Each household and business is entitled to one response.

To forward a project to Common Council for action, a majority of the eligible households and businesses must respond favorably by ballot. If over 50% of all eligible ballots respond in favor of the project, then it will be forwarded to the Common Council. If, however, less than 50% of all eligible ballots respond in favor of the project, but at least 60% of those returned ballots are in favor of the project, then a second ballot shall be mailed to those addresses that did not respond to the first ballot. Ballots will be tallied for a period of four weeks from the time of distribution; ballots postmarked after the expiration date of the four-week period will not be tallied.

Neighborhood Collector Streets:

All of the properties on the project street, on cross streets up to the next parallel street (or up to 300 feet from the project street) and on any other street that must use the project street as their primary access are sent notification that a proposed alternative has been selected. This notification will consist of a description of the proposal as well as a confidential mail ballot asking if they are in support of the project. Each household and business is entitled to one response.

To forward a project to Common Council for action, a majority of the eligible households and businesses must respond favorably by ballot. If over 50% of all eligible ballots respond in favor of the project, then it will be forwarded to the Common Council. If, however, less than 50% of all eligible ballots respond in favor of the project, but at least 60% of those returned ballots are in favor of the project, then a second ballot shall be mailed to those addresses that did not respond to the first ballot. Ballots will be tallied for a period of four weeks from the time of distribution; ballots postmarked after the expiration date of the four-week period will not be tallied.

Step 7. Testing and Evaluation of Traffic Calming Device

A test of the traffic calming plan may occasionally be required to determine its effectiveness. If the Engineering Department and BPSC determine that testing is necessary, temporary traffic calming devices shall be installed for a period of at least one month.

Following the test period, data will be collected to evaluate how well the test device has performed in terms of the previously defined problems and objectives. The evaluation includes the project street and other streets impacted by the project and is based on before-and-after speeds and volumes, impacts on emergency and service vehicles or commercial uses, and other evaluation criteria determined by the BPSC. If the evaluation criteria are not met to the satisfaction of the BPSC and City Engineering staff, the traffic plan may be modified and additional testing conducted. If the test installation does not meet the project objectives, the request will need to go back to Step 5 for additional alternatives and neighborhood ballot.

If the City Engineer finds that an unforeseen hazard exists, the test may at any time be revised or discontinued. City Engineering staff will inform the BPSC and the neighborhood of any actions taken to modify or terminate a test.

When testing of traffic calming or traffic control devices is not possible or necessary, the plan will proceed to Step 8.

Step 8. Common Council Action

Based on the project evaluation and a positive ballot, City staff members prepare a report and recommendations for the Bicycle and Pedestrian Safety Commission to forward to the Common Council for action. The report outlines the process followed, includes the project findings, and states the reasons for the recommendations.

If a project does not obtain the required ballot approval, it is not forwarded to the Common Council.

Step 9. Board of Public Works

After the project has been approved by the Common Council, detailed project plans, specifications and estimates will be prepared by City Engineering staff.

Before the project(s) can be constructed by the City's Street Department or let for bidding by construction companies, the project plans and construction fund expenditures must be approved by the Board of Public Works.

If a project is not approved, it will be referred back to the Engineering staff to address the Board's concerns.

Step 10. Construct Permanent Traffic Calming Device(s)

Construction is administered by the City and is generally completed during the following construction season.

Step 11. Maintenance

The City of Bloomington Engineering and Street Departments are responsible for the construction and maintenance of any traffic calming device implemented as part of this program. The Traffic Division is responsible for any traffic signing and pavement marking or delineation. Any trees planted within the right-of-way are the responsibility of the Parks and Recreation Department and any landscaping (not including trees) is the responsibility of the neighborhood association.

Step 12. Follow-up Evaluation

Within six months to one year after construction of an NTSP project, the City may conduct a follow-up evaluation to determine if the project's goals and objectives continue to be met. This evaluation may entail traffic studies of volumes, speeds and accidents as well as public opinion surveys.

APPENDIX A

VISION AND MISSION STATEMENT OF THE CITY OF BLOOMINGTON

THE MISSION OF CITY GOVERNMENT

- QUALITY DELIVERY OF BASIC SERVICES AND PROGRAMS

  Do well those things that municipal government is uniquely expected and able to do - public safety, streets and roads, parks, etc.

- CONTINUOUS GOVERNMENT IMPROVEMENT

  Develop and implement the management and information systems that allow the determination and evaluation of the best practices and methods for the delivery of services and programs.

- PRESERVE AND ENHANCE COMMUNITY CHARACTER

  Maintain, develop and implement policies that foster those aspects of our community spirit and our civic life that, combined, constitute the cherished quality of life that is uniquely Bloomington's.

A VISION OF COMMUNITY

- A SAFE AND CIVIL CITY
- A PLACE OF BEAUTY
- A CAPITAL OF KNOWLEDGE
- A CULTURAL OASIS
- BIG CITY ADVANTAGES, SMALL TOWN FEEL
- NEIGHBORHOODS AS VILLAGES, CONNECTED TO EACH OTHER AND COMMUNITY
- THE FRIENDLIEST TOWN AROUND
- DIFFERENT FOLKS, DIFFERENT STROKES

CIVIC VALUES

- ABOVE ALL, NO VIOLENCE
- KIDS FIRST
- COMPASSION FOR CITIZENS IN CRISIS
- DISCOURSE SHOULD BE CIVIL
- AESTHETICS MATTER
- HEARTS AND SOULS NEED NOURISHED TOO

- CHARACTER THROUGH DIVERSITY

APPENDIX B

POINT ASSIGNMENT FOR RANKING NTSP REQUESTS

	Point assigned
1) Percent of vehicles traveling over the posted speed limit	
low = 33%	1
medium = 33 - 67%	2
high = 68+%	3
A) Cut through traffic versus within (intra?) neighborhood speeding: Further study? Yes/no	

2) Average daily traffic volumes

Local Service Streets	Neighborhood Collector Streets	
low = 1 – 599	low = 500 – 1,499	1
medium = 600 – 1,499	medium = 1,500 – 3,499	2
high = 1,500+	high = 3,500+	3

3) Number of accidents along proposed calming area in 3 year period		
low = 1 - 2		1
medium = 3 - 4		2
high = 5+		3

	Yes	No
4) Creation of pedestrian and bicycle networks		
school walk route	1	0
school on proposed traffic calming street	1	0
designated bicycle route	1	0
route in or to pedestrian area (e.g., park, shopping, etc.)	1	0
proposed calming street has NO sidewalks	1	0
proposed calming area has NO bike lanes	1	0
within walking distance to transit	1	0
5) Scheduled road construction/reconstruction in proposed calming area	2	0

TOTAL POINTS: _____
Priority rank:
Comments and recommendations:

Calculated points are summed and competing projects' point totals are compared. The project with the greater point total moves ahead of those projects with less total points.

APPENDIX C

TRAFFIC CALMING DEVICES

Traffic calming relies upon physical changes to streets to slow motor vehicles or to reduce traffic volumes. These changes are designed to affect drivers' perceptions of the street and to influence driver behavior in a manner that is self-enforcing. Unlike traditional methods of traffic management, traffic calming does not rely primarily upon the threat of police enforcement for its effectiveness. Items which may be considered as traffic calming devices and which may be applied in a NTSP project are shown in Table 2.

1. Street and Lane Narrowing

Motorists tend to drive at speeds they consider safe and reasonable and tend to drive more slowly on narrower roads and traffic lanes than wider ones. Reducing road widths by widening boulevards or sidewalks intermittently or introducing medians can reduce traffic speeds. The judicious placement of parking (protected by curbs and made more visible by landscaping) can achieve the same effect. Road narrowing has the added advantage of reducing the expanse of road to be crossed by pedestrians, thus reducing pedestrian crossing time.

Other criteria to be applied and considered prior to street narrowing include:

- Bicycle Accommodations: On local streets designated as a bike route or serving a significant volume of bicycle traffic, a sufficiently wide bicycle lane should be provided through the narrowed area. Where traffic and/or bicycle volumes are sufficiently low, exclusive bicycle lanes may not be required.

- Snow Removal: The pavement width of streets shall not be narrowed to a point where it becomes an impediment to snow removal.

- Parking Restrictions: In most cases on local access streets, street narrowing will require the prohibition of parking at all times along the street curb the full length of the *narrowed section* plus 20 feet.

- Landscaping: Median landscaping can be selected by neighborhood associations from an approved landscaping materials list provided by the City. Landscaping will be provided and installed by the City and will be maintained by the neighborhood association or landscape volunteer. If the landscaping is not maintained, the median will be topped with concrete or asphalt pavement.

- Median Width/Lane Width: Where medians are used to narrow streets, the medians shall not be constructed at less than four feet in width. Travel lanes shall not be narrowed to a width less than nine feet, exclusive of gutter. Bicycle lanes where required shall be four feet wide exclusive of gutter,

unless the gutter is poured integral to the bicycle lane, in which case the bicycle lane will be five feet wide. If parking is allowed, the parking and bicycle lane combination shall be a minimum of 13 feet.

2. Bicycle Lanes

Lane widths available to motorists can be reduced on some streets by the installation of bicycle lanes, either next to the curb (preventing stopping or parking by motor vehicles) or adjacent to parking. The space needed for bicycle lanes introduced on an existing street may reduce the width or number of general traffic lanes or the amount of parking. Bicycle lanes shall be constructed to the standard specifications of the Bloomington Public Works Department

3. Raised Street Sections or Speed Humps

Raised street sections or speed humps can reduce vehicle speeds on local streets. The hump is a raised area, no greater than 3 inches high, extending transversely across the street. For local streets, speed humps typically are constructed with a longitudinal length of 12 feet. If speed humps are determined to be appropriate for neighborhood collector streets, they shall be constructed with a longitudinal length of 22 feet. These longer speed humps may also be considered on local service streets that serve as primary emergency response routes.

Other criteria to be applied prior to installation of speed humps include:

- Signing/Marking: Speed humps are required to be signed with a combination of signs and pavement marking to warn motorists and bicyclists of their presence.

- Traffic Safety and Diversion: Any use of speed humps must take into consideration the impact the installation will have on long-wheel-based vehicles (fire apparatus, ambulances, snow plows and garbage trucks) and the potential to divert traffic to other adjacent streets. Speed humps should only be installed to address documented safety problems or traffic concerns supported by traffic engineering studies.

- Street Width: Speed humps should be used on streets with no more than two travel lanes and less than or equal to 40 feet in width. In addition, the pavement should have good surface and drainage qualities.

- Street Grade: Speed humps should only be considered on streets with grades of 8% or less approaching the hump.

- Street Alignment: Speed humps should not be placed within severe horizontal or vertical curves that might result in substantial horizontal or vertical forces on a vehicle traversing the hump. Humps should be avoided within horizontal curves of less than 300 feet centerline radius and on vertical curves with less than the minimum safe stopping sight distance. If possible, humps should be located on tangent rather than curve sections.

- Sight Distance: Speed humps should generally be installed only where the minimum safe stopping sight distance (as defined in AASHTO's *A Policy on Geometric Design of Streets*) can be provided.

- Traffic Speeds: Speed humps should generally be installed only on streets where the posted or prima facie speed limit is 30 mph or less. Speed humps should be carefully considered on streets where the 85th percentile speed is in excess of 40 mph.

- Traffic Volumes: Speed humps should typically be installed only on streets with 3,000 vehicles per day or less. If considered for streets with higher volume, their use should receive special evaluation.

- Emergency Vehicle Access: Speed humps should not be installed on streets that are defined or used as primary emergency vehicle access routes. If humps are considered on these routes, special care must be taken to ensure reasonable access is provided.

- Transit Routes: Speed humps should generally not be installed along streets with established transit routes. If humps are installed on transit routes, their design should consider the special operational characteristics of these vehicles.

4. Full or Partial Road Closures (Semi-Diverters/Diverters/Cul-de-sac)

Roads can be closed to motor vehicles at intersections, preventing through movement and requiring access to be gained from other streets. Closure should be undertaken in such a way as to avoid simple displacement of traffic to adjacent residential streets. It will usually be possible and desirable to retain pedestrian and bicycle access.

- Partial intersection closures can be achieved by narrowing a street to one lane at an intersection and instituting an entry restriction. Another technique is to introduce a "diagonal diverter" or barrier diagonally across an intersection which forces traffic off a favored short-cut. Gaps can be left to allow access by pedestrians and bicyclists.

- Partial Closures: Partial roadway closures at intersections will require consideration of pedestrian and bicycle access and lane width requirements similar to those defined under Street and Lane Narrowing.

5. Chicanes

Chicanes are a form of curb extension which alternate from one side of the street to the other. The road is in effect narrowed first from one side then the other and finally from the first side again in relatively short succession. Chicanes break up the typically long sight lines along streets and thus combine physical and psychological techniques to reduce speeds.

- Lane Width: Where chicanes are used, the travel lanes shall not be narrowed to a width less than nine feet, exclusive of gutter. Bicycle lanes where required shall be four feet wide exclusive of gutter, unless the gutter is poured integral to the bicycle lane, in which case the bicycle lane will be five feet wide.

- Snow Removal: Chicanes shall be designed to minimize the accumulation of snow piles and trash in the gutter interface between existing curb and gutter and chicane.

- Landscaping: Landscaping will typically consist of grass. Other landscaping may be selected from an approved landscaping list provided by the City. Landscaping may be provided and installed by the City and will be maintained by the Neighborhood Association or landscaping volunteer. Landscaping will not be approved which will obstruct the driver's vision of approaching traffic, pedestrians or bicyclists.

6. Traffic Circles

Traffic circles are circles of varying diameter formed by curbs. Motorists must drive around the circle, or in the case of longer vehicles, drivers may drive slowly onto and over a mountable concrete curb forming the circle. Traffic circles reduce motor vehicle speeds through the intersections, depending on current intersection controls in place.

Other criteria to be applied and considered prior to installation include:

- Design Considerations: For each intersection the size of the circle will vary depending on the circumstances for that specific intersection. In general, the size of the circle will be determined by the geometry of the intersection.

- Where intersecting streets differ significantly in width, it may be more appropriate to design an elongated "circle" using half circles with tangent sections between them. Smaller circles will be constructed on a case-by-case basis. Normally the circle will be located as close to the middle of the intersection as practical. Under special circumstances, such as being on a Fire Department response route, bus route or due to snow removal accommodations, the size and/or location of the circle will be adjusted to more appropriately meet these special circumstances.

- Design Considerations for "T" Intersections: For "T" type intersections, all of the above design considerations apply. In addition, curb extensions (or curb bulbs) may be included along the top of the "T" at the entrance and exit to the intersection.

- Signage: Appropriate signage for traffic circles will be determined by the City Engineer and may vary based on the location of the circle.

- Channelization: Where curbs do not exist on the corner radii, painted barrier lines, defining the corners, should be installed. Yellow retro-reflective lane line markers shall be placed on top of the circle at its outer edge.

- Parking Removal: Normally, parking will not be prohibited in the vicinity of the circle beyond that which is prohibited by the City of Bloomington, ie, "within the intersection" or "within 20 feet of a crosswalk area". However, where special circumstances dictate, such as where the circle is on a response route for the Fire Department or to accommodate snow removal, or in an area where there is an unusually high use by trucks, additional parking may be prohibited as needed.

- Sign Removal: At intersections where circles are to be installed, any previous right-of-way controls may be removed at the time of circle construction completion. However, where special circumstances dictate, the existing traffic control may remain in place or be otherwise modified at the direction of the City Engineer.

- Landscaping: Landscaping will be selected by the neighborhood association or the City Parks and Recreation Department from an approved landscaping materials list provided by the City. Landscaping will be provided and installed by the City and will be maintained by the neighborhood association. If the landscaping is not maintained, the traffic circle will be topped with concrete or asphalt pavement.

Volunteer Required: Plant material will only be installed at traffic circles where a local resident or neighborhood association has volunteered to maintain the plant material. This maintenance will include watering, weeding and litter pick-up, as needed. All volunteers will be provided with information on maintenance of the plant material and common problems.

Points at which volunteers will be required: During initial contact, the person or neighborhood association requesting participation in the NTSP will be informed of the need for a volunteer for landscaping. In the notice of the neighborhood meeting, before construction, all residents will be informed of the need for a maintenance volunteer. This will be reiterated at the meeting if no one has volunteered. If no one has volunteered by the time that the circle is constructed, a special letter will be distributed to all residents informing them of the need for a volunteer (Figure 4). A final notice to residents will be included in the cover letter for the "after" survey of the residents.

Plant Replacement: Where the Public Works Department has had installed plant material in a traffic circle, the Department will replace any plant material which is damaged by traffic or vandalism or which dies due to planting, for a period of one year after the initial planting. If such damage is a persistent problem, the Department may decide to cover the circle with a concrete or asphalt topping rather than continue to replace plant materials.

Stop Signs

In some instances stop signs can be used as an effective traffic management and safety device. However, stop signs are not used as a traffic calming device within the NTSP.

Stop signs are used to assign right-of-way at an intersection. They are installed at intersections where an accident problem is identified, where unremovable visibility restrictions exist (such as buildings or topography), and/or where volumes are high enough that the normal right-of-way rule is potentially hazardous.

Stop signs are generally not installed to divert traffic or reduce speeding. Studies from other jurisdictions show that such use of stop signs seldom has the desired effect. In fact, the use of stop signs solely to regulate speed typically causes negative traffic safety impacts (non-compliance with the signs and increased accidents as well as mid-block speeding).