



City of Bloomington Common Council

Legislative Packet

Containing legislation and materials related to:

Wednesday, 26 October 2022

Committee of the Whole at 6:30pm



CITY OF BLOOMINGTON COMMON COUNCIL

AGENDA AND NOTICE:
COMMITTEE OF THE WHOLE
WEDNESDAY | 6:30 PM
26 October 2022

Council Chambers (#115), Showers Building, 401 N. Morton Street

The meeting may also be accessed at the following link:

<https://bloomington.zoom.us/j/84098746740?pwd=U0hzWHhKNnRTc0JmRUxiMnpGWnVCUT09>

Chair: Sue Sgambelluri

- I. Ordinance 22-31 – To Amend Title 15 of the Bloomington Municipal Code Entitled “Vehicles and Traffic”
– Re: Amending Section 15.12.010 (Stop Intersections) to Change a Stop Intersection Location to a Multi-Stop Intersection Location

Asked to Speak:

Councilmember Dave Rollo



**City of Bloomington
Office of the Common Council**

NOTICE

Wednesday, 26 October 2022

Committee of the Whole - 6:30 pm

This meeting will be held in the Council Chambers (Suite #115, City Hall, 401 N. Morton St) and may also be accessed electronically via Zoom (see information below).

Join Zoom Meeting

<https://bloomington.zoom.us/j/84098746740?pwd=U0hzWHhKNnRTc0JmRUxiMnpGWnVCUT09>

Meeting ID: 840 9874 6740

Passcode: 619774

One tap mobile

+13017158592,,84098746740# US (Washington DC)

+13092053325,,84098746740# US

Find your local number: <https://bloomington.zoom.us/j/84098746740?pwd=U0hzWHhKNnRTc0JmRUxiMnpGWnVCUT09>

As a quorum of the Council or its committees may be present, this gathering constitutes a meeting under the Indiana Open Door Law (I.C. § 5-14-1.5). For that reason, this statement provides notice that this meeting will occur and is open for the public to attend, observe, and record what transpires.



MEMO FROM COUNCIL OFFICE ON:

Ordinance 22-31 - To Amend Title 15 of the Bloomington Municipal Code Entitled "Vehicles and Traffic" - Re: Amending Section 15.12.010 (Stop Intersections) to change a stop intersection location to a multi-stop intersection location

Synopsis

This ordinance amends Title 15 ("Vehicles and Traffic") of the Bloomington Municipal Code and is sponsored by Councilmembers Rollo, Sandberg, and Smith. The ordinance changes a stop intersection on Sheridan Drive, which stops for traffic on Maxwell Lane, to a four-way stop intersection at Maxwell Lane and Sheridan Drive.

Relevant Materials

- Ordinance 22-31
- Aerial map and photographs of intersection
- Staff report re: all-way stop control at intersection - prepared for July 27, 2022 meeting of the Traffic Commission
- Minutes from the July 27, 2022 Traffic Commission meeting

Summary

Ordinance 22-31 proposes to amend Section 15.12.010 within Title 15 ("Vehicles and Traffic") of the Bloomington Municipal Code, accessible online here:

https://library.municode.com/in/bloomington/codes/code_of_ordinances?nodeId=TIT15_VETR_CH15.12STYISIIN_15.12.010STIN.

The ordinance, sponsored by Cms. Rollo, Smith, and Sandberg, proposes removing one location from the list of stop intersections and adding the same location to the list of multi-stop intersections within local code to turn the existing two-way stop intersection at Maxwell Lane and Sheridan Drive into a four-way stop intersection.

The Traffic Commission considered a request for a four-way stop at this location at its July 27, 2022 meeting. At that meeting, several members of the public spoke in favor of converting the intersection to a four-way stop. The comments provided at this meeting were summarized in the Commission's July 27th meeting minutes and have been included in this packet.

City engineering staff prepared a report and recommendation on the request for the Traffic Commission, which has also been included in this packet. In the report, staff acknowledged the unique traffic pattern at the intersection and said there were not significant concerns over the addition of an all-way stop. However, staff suggested that reducing speeding on Maxwell Lane, perhaps through the installation of traffic calming devices, would be more appropriate as the intersection does not meet the Indiana Manual on Uniform Traffic



City of Bloomington Indiana

City Hall | 401 N. Morton St. | Post Office Box 100 | Bloomington, Indiana 47402

Office of the Common Council | (812) 349-3409 | Fax: (812) 349-3570 | email: council@bloomington.in.gov

Control Devices (MUTCD) guidelines for an all-way stop. The staff memo explains these MUTCD guidelines as applied to the intersection in question.

Engineering staff provided a rough cost estimate of \$1,000 for the installation of all-way stop controls. Staff also noted that a cost estimate for traffic calming devices is difficult to provide without knowing the type or design of traffic calming that might be installed.

Contact

Cm. Dave Rollo, 812-349-3409, rollod@bloomington.in.gov

Cm. Ron Smith, 812-349-3409, ron.smith@bloomington.in.gov

Cm. Susan Sandberg, 812-349-3409, sandbers@bloomington.in.gov

ORDINANCE 22-31

**TO AMEND TITLE 15 OF THE BLOOMINGTON MUNICIPAL CODE ENTITLED
“VEHICLES AND TRAFFIC”**

**- Re: Amending Section 15.12.010 (Stop Intersections) to change a stop intersection location
to a multi-stop intersection location**

WHEREAS, the Bloomington Common Council believes certain changes are warranted in Title 15 of the Bloomington Municipal Code entitled “Vehicles and Traffic,”

NOW, THEREFORE, BE IT HEREBY ORDAINED BY THE COMMON COUNCIL OF THE CITY OF BLOOMINGTON, MONROE COUNTY, INDIANA, THAT:

SECTION 1. Bloomington Municipal Code Section 15.12.010, entitled “Stop Intersections,” shall be amended by deleting and adding the following:

Delete from Schedule A:

STOP INTERSECTIONS

TRAFFIC ON	SHALL STOP FOR TRAFFIC ON
Sheridan Drive	Maxwell Lane

Add to Schedule B:

MULTI-STOP INTERSECTIONS

Maxwell Lane & Sheridan Drive	4-Way
-------------------------------	-------

SECTION 2. If any section, sentence or provision of this ordinance, or the application thereof to any person or circumstances shall be declared invalid, such invalidity shall not affect any of the other sections, sentences, provisions, or applications of this ordinance which can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are declared to be severable.

SECTION 3. This ordinance shall be in full force and effect from and after its passage by the Common Council of the City of Bloomington and the approval of the Mayor.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2022.

SUSAN SANDBERG, President
Bloomington Common Council

ATTEST:

NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2022.

NICOLE BOLDEN, Clerk
City of Bloomington

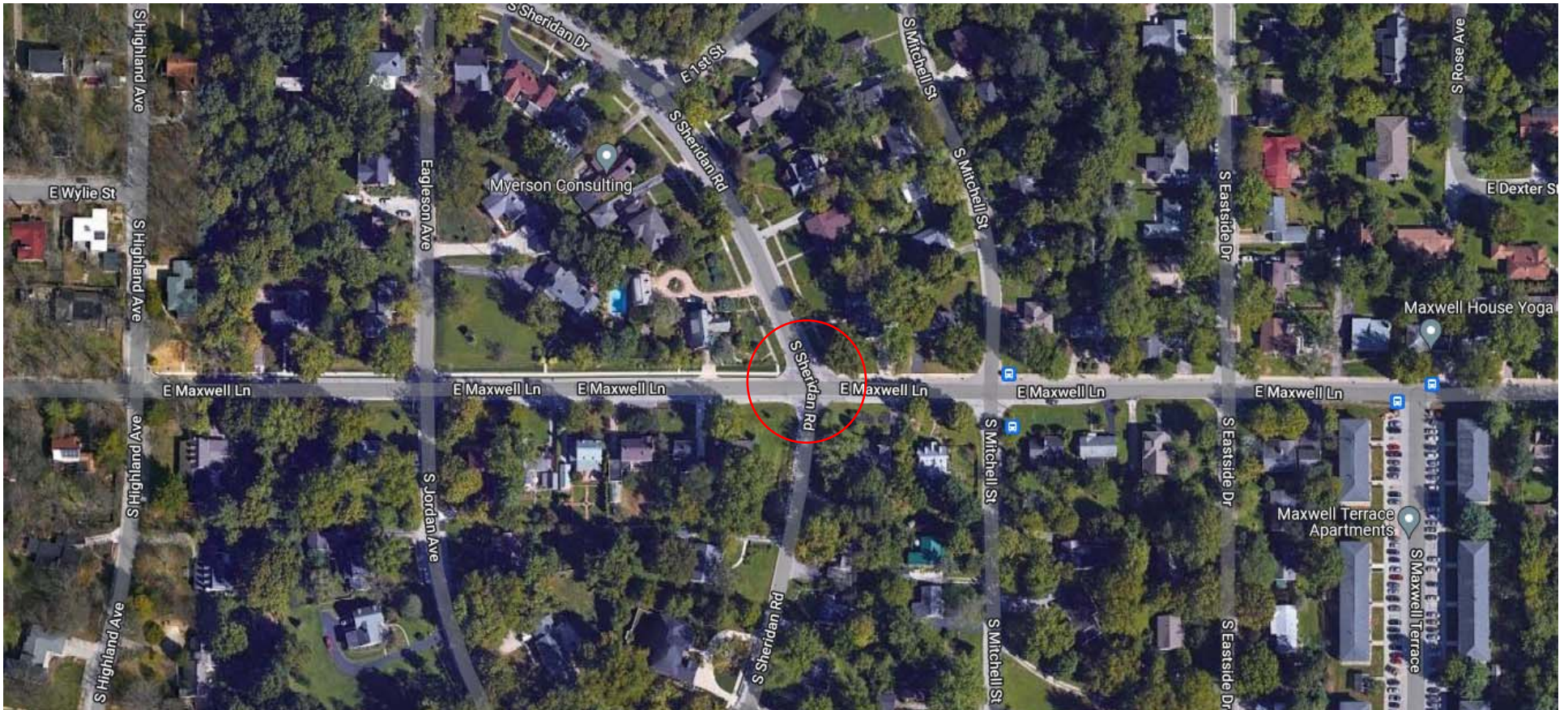
SIGNED and APPROVED by me upon this _____ day of _____, 2022.

JOHN HAMILTON, Mayor
City of Bloomington

SYNOPSIS

This ordinance amends Title 15 (“Vehicles and Traffic”) of the Bloomington Municipal Code and is sponsored by Councilmembers Rollo, Sandberg, and Smith. The ordinance changes a stop intersection on Sheridan Drive, which stops for traffic on Maxwell Lane, to a four-way stop intersection at Maxwell Lane and Sheridan Drive.

Adding a multi-stop intersection at Maxwell Lane and Sheridan Drive



Imagery ©2022 IndianaMap Framework Data, Maxar Technologies, USDA/FPAC/GEO, Map data ©2022 100 ft



W. SHREVE ROAD

800 S
Meridan Dr

STOP





**TRAFFIC COMMISSION
STAFF REPORT**

Case #: TC-22-09
Date: July 27, 2022

FROM: Neil Kopper, PE, Engineering Department

REQUEST: All-Way Stop Control at Maxwell Lane/Sheridan Road Intersection

Location: Maxwell Lane at Sheridan Road

Description and purpose:

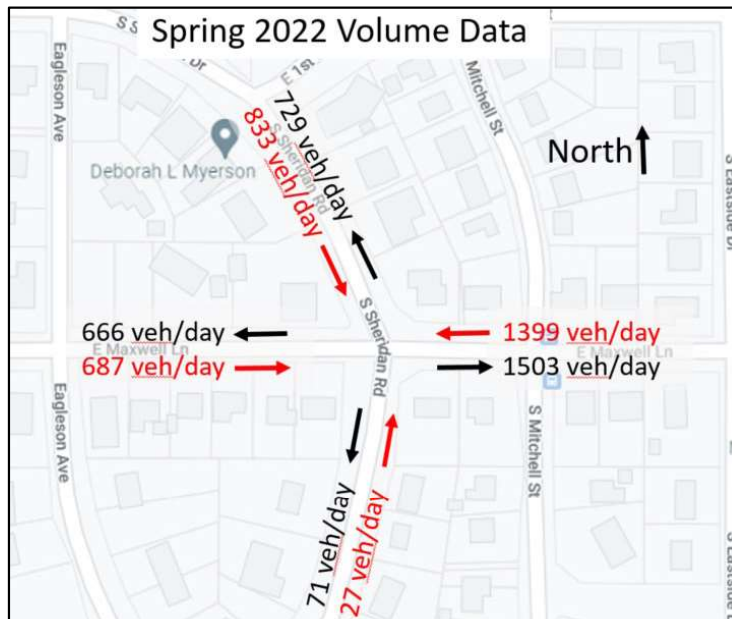
Residents living near this intersection have contacted the City to request an all-way stop at this intersection. The primary reasons stated for the request are that drivers are speeding on Maxwell Lane and that there is limited sight distance when entering or crossing Maxwell Lane from Sheridan Road.

City staff advised the residents that traffic calming would be a more appropriate solution to the issues described. Staff recommended that the residents submit an application to the City's resident-led traffic calming program. A resident started the process for the resident-led traffic calming process, but an application was not submitted after soliciting input from neighbors and finding many residents stated that they do not want speed humps.

City staff evaluated the sight distance at the intersection. There is a vertical crest to the west of the intersection which limits visibility. Standard practice is to evaluate sight distance based on the posted speed limit and, if the data is available, based on the actual 85th percentile speed¹ of traffic. This intersection exceeds the desired minimum stopping sight distance based on both the posted speed limit of 25mph and the measured operating speeds of approximately 30mph. Sufficient stopping sight distance is not available for some of the fastest measured vehicle speeds on Maxwell Lane (less than 1% of traffic), and local residents have noted that they do not know when one of these extreme speeders may be approaching. These speeding vehicles increase crash risk not just at this intersection, but also throughout the corridor.

The following two figures show relevant speed and volume data for the area. The red text indicates data for traffic approaching the intersection, and the black text indicates data for traffic leaving the intersection.

¹ 85th percentile speed is the speed at which 85 percent of drivers are traveling at or below. This value is frequently used in transportation evaluations.



The Indiana Manual on Uniform Traffic Control Devices (MUTCD) includes specific criteria that should be followed for all-way stop installations. There are multiple reasons that stop signs are only recommended if they meet the MUTCD guidelines:

- Unwarranted stop signs are frequently violated (have low compliance rates). Drivers might come to a full stop initially, but then they may begin rolling through the stop or even completely ignoring it because they rarely see what they believe to be a reason to stop. This behavior is problematic at the intersection with the all-way stop (for example, a pedestrian crossing the street thinks that traffic will stop at the stop sign, but a driver approaching the stop sign is used to simply slowing down a little bit and doesn't notice the pedestrian) and also at other intersections (as drivers lose respect for stop signs in general). There are multiple existing all-way stop intersections in town for which the City regularly receives complaints and safety concerns about drivers who do not stop.
- Studies show that stop signs are not an effective tool for reducing speeds. Stop signs generally reduce speeds right at the location where they are installed, but do not reduce speeds midblock or along the rest of a corridor. In fact, studies show that drivers tend to increase their speed between stop signs. Numerous references, including documents from the Institute of Transportation Engineers (ITE) and the National Association of City

Transportation Officials (NACTO), explicitly recommend against using stop signs as a tool for speed reduction.

- Unwarranted stop signs are not conducive to efficient traffic flow for vehicles (including bicycles, cars, and transit), particularly on collector or arterial streets. If, for example, Maxwell Lane had a stop sign at every single block, then it would no longer be functional as a collector street. The current resident request is only for a single additional stop sign on Maxwell Lane. If installed, then the nearest stop sign to the west would be approximately 850 feet away and the nearest stop sign to the east would be approximately 1,700 feet away. However, it is important to consider why a stop sign might be installed at this intersection and not also at others.

MUTCD guidance for all-way stop installations states that intersections should meet one of the following:

- As an interim measure while awaiting traffic signals (*Not applicable.*)
- Five or more reported crashes in a 12-month period that are susceptible to correction by a multi-way stop. (*Not met. there have been zero reported crashes in the last 5 years.*)
- Minimum volume thresholds (*Not met. The intersection volumes are significantly below volume guidance.*)
- Meeting a combination of the above criteria to at least 80% of values (*Not met.*)

The MUTCD also allows that the following criteria may be considered as a part of an engineering study regarding all-way stop control:

- The need to control left-turn conflicts (*Not applicable.*)
- The need to control vehicle/pedestrian conflicts near locations that generate high pedestrian volumes (*Not applicable.*)
- Locations where a road user, after stopping, cannot see conflicting traffic (*Relevant, but not met. Visibility is limited to the west of the intersection, but sufficient stopping sight distance exists.*)
- An intersection of two residential neighborhood collector (through) streets of similar design and operating characteristics where multi-way stop control would improve traffic operational characteristics of the intersection (*Relevant, but with the existing traffic volumes it is unlikely that operations would be improved.*)

The following image shows the Roadway Functional Classifications for this area. The “primary collector” route turns at the intersection of Maxwell Lane and Sheridan Road. This change in classification is supported by the traffic volume data shown previously. The traffic volumes on Maxwell Lane to the east of this intersection split between the western leg of Maxwell Lane and the northern leg of Sheridan Road. More than half of the traffic from Maxwell Lane east of this intersection turn to or from the northern leg of Sheridan Road. This traffic pattern does not require an all-way stop, but it is a logical factor to consider in the evaluation because more than half of the traffic at this intersection is already stopping or slowing down to turn.



Title 15 Changes: In order for all-way stop control to be implemented, Section 15.12.010, Schedule B "Multi-Stop Intersections" would need to be edited to include this intersection.

Recommendation:

Staff acknowledges the unique traffic pattern at this intersection and does not have significant concerns if an all-way stop is installed. However, this intersection does not meet the MUTCD guidelines for all-way stop control, and staff has concerns with the potential of establishing a pattern of installing all-way stop control at locations that do not meet the guidelines. With relatively low traffic volumes and zero reported crashes in the last five years, staff does not recommend installation of all-way stop control. Reducing illegal speeding on Maxwell Lane would be a more appropriate resolution for the concerns raised by residents and would have benefits beyond this single intersection.

**BLOOMINGTON TRAFFIC COMMISSION
MINUTES**

July 27, 2022

**4:30 P.M. –In-person and Virtual Hybrid meeting
City Hall, Council Chambers**

Online link: <https://bloomington.zoom.us/j/82065735347>

Meeting ID: 820 6573 5347

Dial in: +1 312 626 6799, 820 6573 5347# US (Chicago)

- I. Call to Order: 4:35pm**
Members present in-person: Sarah Ryterband, Ryne Shadday, Andrew Cibor, Steven Reynolds, Greg Alexander
Members present remotely: David Hoff, Freddie Love
Staff present: Beth Rosenbarger, Neil Kopper, Hamid Matinkhah

- II. Approval of Minutes – May 25, 2022**
Move to approve minutes from May 25, 2022 with the addition of the word “in-person” after “members present: Ryterband Second: Cibor
Yea: Ryterband, Shadday, Cibor, Reynolds, Alexander, Hoff, Love
Nay: -
Approved: 7-0

- III. Communications from Commission**
 - A. Report from Director of Engineering:** City Engineer, Andrew Cibor, presented about a Safe Systems approach and two fatal crashes in Bloomington in 2022. Commission members asked several questions. Cibor reported on construction projects.

- IV. Public Comment* - none**

- V. Reports from Staff**
Rosenbarger noted that in reference to the safety conversation, there are advancements that the automobile industry could be pursuing, such as lower speeds, speed governors, gps-automated speed governors, and cellphone disabling technology.

- VI. Old Business* - none**

- VII. New Business***
 - A. TC-22-09: All-way stop analysis for Maxwell Lane and Sheridan Road –Neil Kopper, PE, Senior Project Engineer**
Kopper presented for staff. Ryterband: it says in the report, that members of the neighborhood are opposed to traffic calming, do we understand what that opposition is? Are tiny traffic circles an options? Kopper: that

would best be answered by residents who are here to comment. Tiny traffic circles could be an option within traffic calming.

Petitioner: Stephanie Hattan: presented.

Teresa Swift: I live in this area. The demographics of the area have shifted. We have a lot of retired people and a lot of older people. I have been crossing the street with my dogs, people start driving faster, and honk at me to speed up. People want you out of the way, and they make it clear that it is their road. With no sidewalks on the southside of the street you don't feel safe. You can't see a fast-moving vehicle. And if you're hearing impaired, you might not hear that car coming. I want to know if the crash data took into consideration crashes involving bicyclists. You just don't feel safe here. In this neighborhood, you don't expect 70 year olds to hop on bicycles. They walk. We want to take advantage of our lovely city, and that particular intersection feels very dangerous. I will comment about why residents are opposed to speed bumps. Any residents with spinal issues, speed bumps are painful for those residents.

Virginia Metzger: I live nearby. I cross that intersection with my dogs. We constantly have to run across. It is very dangerous. I think in the presentation, there was a lot of concern about the driver's attitude, that they won't see the pedestrian, that they won't stop, and whether they can stop. It concerns me with the 1% of the drivers who are going so fast, that they won't stop. If I am going to dodge a car, I would rather dodge a car rolling through a stop sign, than a car speeding through. There is a stop sign on Highland. And they qualify for an all-way stop and we don't. One more note, it's Sheridan Drive, not Sheridan Road.

Devonia Stein: I have lived at this intersection since 1973. No one has lived there as long as I have. I am elderly. I had back surgery a year ago. I'm supposed to walk daily. I try to get across the street, but cars come whipping around there, and they are there before I know what I'm doing. If you don't do something about this. We're a walking neighborhood, and we need this stop sign. Thank you.

Geoffrey Bingham: I urge you to listen to the presentation. I can attest to the speeding. Flying down that hill. I hear it, I see it. I see lots of people walking. People practically run me down when I walk down the street. I hear a lot of criticism of stop signs, and no criticism of speed humps. And it doesn't make sense to me. It is expensive, really expensive. And it's our dollars paying for it. Stop signs are much cheaper. Why isn't it being done? It's a simple request. We need it.

Hunter Rackly: I live one block from the intersection of Sheridan. I have three children. There are many speeding cars through this residential area. We sit on our front porch, and watch. I invite you to come sit and watch,

too. Speed data was only taken north and west of the intersection. I live east of the intersection, and I am quite sure the average and 85th percentile of speeds would be higher if they were measured east of Sheridan. I have witnessed three crashes at the intersection (of Maxwell) and Mitchell, although I don't think that's the best place to put a stop sign. Issues we've talked about is the intersection is very wide. There's no sidewalk buffer, and it scares me as a parent. If my kid is bicycling and falls, it is scary. I am open to multiple things, and I would be supportive of a stop sign at Sheridan as one option.

Jane Benjamin: I've used this corner in question here for many years. I worked at the university, and I used this intersection frequently. The hill coming over Maxwell and intersecting with Sheridan is just extremely dangerous. Thankfully, I know this as I've used it for 18 years. I would use the left lane as a safety space. I am here to support any form of slowing down the traffic. Especially where motorists are coming over the hill. They come flying over there. I was fortunate never to have been involved in an accident because I knew to be particularly aware of this dangerous area. Some people are new, and they don't know about how dangerous it is yet. Maybe an accident has not happened, but an accident will happen. Thank you.

Steve Benjamin: It doesn't make sense to me that if we install a four-way stop there, almost every driver would come to some form of a stop, maybe a rolling stop. It defies logic to think that installing a stop will make people speed up in other parts of the street. That's not my behavior. The presentation earlier was very good about the fatal accidents. Also the data presented, that there were no accidents in the last five years. In the presentation, it said we should be proactive, not wait until we have 3, 4, or 5 accidents here. Maybe this is an area where an accident is going to happen, and perhaps we have a chance to overcome that here. I went to visit recently, and as I back out of the driveway onto Maxwell, it is a game of roulette every time. I look carefully. I know there are guidelines and rubrics, but those are not laws you must follow. The two things that are the most critical, it's about the hill and it's about the intersection.

Dave Rollo: This intersection is in district four. It is unique and it deserves unique consideration. I'm an advocate for an all-way stop at Sheridan and Maxwell for safety reasons. As the data indicates in your packet, there's a lot of traffic. A primary hazard that I experience concerns southbound traffic on Sheridan; one southbound on Sheridan cannot see eastbound traffic on Maxwell. Nor can one perceive the speed. If you're stopped at that stop sign, drivers accelerate due to the possibility of cars driving eastbound that might appear. There is a crosswalk nearby, but cars are rushing toward them. It seems that a stop sign on Maxwell would do much to alleviate that problem. I'm willing to sponsor the ordinance and put it on

Council's agenda. I'd appreciate commission members consideration and support.

Deborah Myerson: I concur that it is a challenging and difficult place to be a pedestrian. I would like to share the perspective of two of my sons. I have a son with an intellectual disability who has to scurry across this intersection. I am always terrified. My middle son will be a sophomore at south next year, and he walks to school most days. He told me it is difficult to cross, and luckily he can do that relatively safely. I'd love to see a four-way stop at that intersection, and I'd love to see that intersection narrowed. I realize it's a bus route, and I love that it's a bus route.

Regina Moore: I have lived here for many years. Ms. Hattan's presentation provided a good opportunity for you all to experience the space. I am sharing comments from other neighbors. First from Kerry Thompson, people speed down this street; we have witnessed crashes. Anyone under 12 needs to have an adult with them. From Mary Wintersong Philips: I am very much in favor of an all-way stop at this intersection. Visibility for cars turning east down Sheridan is very difficult. Visibility for people exiting driveways is very difficult. Over the years, I've witnessed crashes in that stretch of road. An all-way stop sign at Sheridan and Maxwell would immensely help that situation.

Chuck Livingston: I live across from this intersection. I cross this intersection daily on my morning walk. There is only one intersection nearby that comes close to having ADA accessible sidewalks. People who are handicap who have walking trouble, they are all channeled to Maxwell. The other point I want to raise is that this conversation is much like a conversation from 35 years ago. We wanted a stop sign at Maxwell and Grimes. It didn't happen until a boy was hit. There was another instance that the neighborhood asked for a stop sign. The City didn't approve it, and then a neighbor was hit. He died five months later. Then, a traffic light was installed. I hope you vote in favor of putting a stop sign at this intersection

Eric Ost: the neighborhood is asking for a stop sign in order to stop traffic. Stop signs do stop traffic. A majority of residents do not want traffic calming for reasons they have shared. I support an all-way stop. I am sharing a comment from a neighbor named Holly: this is a dangerous intersection, I wish you luck in addressing the danger. Another neighbor said this intersection does not support the pedestrian-friendly goals of Bloomington. Listening for an oncoming vehicle is not a reliable way to identify that a vehicle is coming. Turning from Sheridan onto Maxwell, I had to speed up through the turn because a car was speeding down the hill. Mr. Ost shared comments from other neighbors in support of a stop sign.

Brian Hattan: I support this stop sign. If you want to wait for something to happen, something is going to happen at this intersection. If you want to wait, something is going to happen.

Natalia Galvin: I live in the Near Westside, and I live at an intersection that has a traffic circle that Ms. Ryterband cited. I support Ms. Hattan's advocacy. I have walked this intersection many times. I believe in Ms. Hattan and I believe in her and her neighborhood's lived experience. I look forward to supporting her further.

Commission member comments: Alexander: I support slowing speeds and I support geometric changes here. I do not think a stop sign achieves what you want. Ryterband: there aren't sidewalks here. The proactive thing that would work is traffic calming. We see traffic calming working in many places across the city. Change the stupid turning radius at that intersection, don't allow it to remain ridiculously big. We heard from the Council Member that he will move this forward and endorse it whether we support it or not. But I can't endorse it because it won't solve the problem. Cibor: I think this is a tough intersection. I appreciate everyone who came to share input. I support something happening here. Reynolds: it bothers me there is no enforcement. I thank you all for explaining your concerns. The detail in the presentation was wonderful. Hoff: I think we can all agree there is a problem here. I think that there is a solution on the table, but if we don't like it, we need to come up with another solution, and we haven't done that. The appeal of the idea of slowing down traffic is great, but do we have a credible alternative on the table? I don't see a credible alternative. Love: I think we could consider speed cushions, I see them around the City, and they seem to work well. A 4-way stop could work, but I think it needs to be more than just that. Shadday: I am interested to see what else is on the table.

Ryterband: I move to support the recommendations of the Engineering department in TC-22-09, to reject the 4-way stop at Sheridan and Maxwell, Alexander seconded.

Yea: Love, Ryterband, Alexander, Cibor, Shadday

Nay: Hoff, Reynolds

Vote: 5-2

- B. TC-22-10: Adding no-parking areas to Strong Drive –Hamid Matinkhah, Engineering Technician:** - not presented, tabled for August 24
- C. TC-22-11: Resolution to amend Title 12 to define “right-of-way” – Greg Alexander, Commission Member** – not presented, table for August 24

VIII. Traffic Inquiries - none

IX. Adjournment – 6:58 pm

Next meeting – August 24, 2022

**Action Requested/Public comment prior to any vote (limited to five minutes per speaker)*

Auxiliary aids for people with disabilities are available upon request with adequate notice. Please call (812) 349-3429 or e-mail human.rights@bloomington.in.gov.