

**BLOOMINGTON TRAFFIC COMMISSION
AGENDA**

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
- II. Approval of Minutes – May 25, 2022
- III. Communications from Commission
 - A. Report from Director of Engineering
- IV. Public Comment*
- V. Reports from Staff
- VI. Old Business*
- VII. New Business*
 - A. TC-22-09: All-way stop analysis for Maxwell Lane and Sheridan Road –
Neil Kopper, PE, Senior Project Engineer
 - B. TC-22-10: Adding no-parking areas to Strong Drive –*Hamid Matinkhah,
Engineering Technician*
 - C. TC-22-11: Resolution to amend Title 12 to define “right-of-way” – *Greg
Alexander, Commission Member*
- VIII. Traffic Inquiries
- IX. Adjournment

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.

**BLOOMINGTON TRAFFIC COMMISSION
MINUTES**

May 25, 2022

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

Online link: <https://bloomington.zoom.us/j/87824419157>

Meeting ID: 878 2441 9157

Dial in: +1 312 626 6799, 878 2441 9157# US (Chicago)

- I. Call to Order: 4:33pm**
 - A. Members present: Alexander, Shadday, Ryterband, Hoff, Reynolds, and Cibor
 - B. Staff present: Beth Rosenbarger and Neil Kopper

- II. Approval of Minutes – April 27, 2022**

Ryterband moved approval; Hoff seconded.
Yea: Cibor, Hoff, Reynolds, Ryterband, Alexander, Shadday
Approved: 6-0

- III. Communications from Commission**

Cibor shared updates about various projects including an upcoming public meeting for an INDOT project on the bypass.
Alexander presented about the B-Line temporary closure. Alexander presented several slides displaying the closure on the B-Line in the block between 7th and 8th Street. Discussion ensued about if a maintenance of traffic plan is required.
Shadday commented about visibility at the intersection of Dunn and Grimes. Cibor followed up to share there was recently a fatal crash on Country Club Drive. He will report more in a future meeting.

- IV. Public Comment* -- none**

- V. Reports from Staff**
 - A. June meeting: this meeting will be cancelled.
Rosenbarger shared information about upcoming federal funding opportunities (Safe Streets for All and Reconnecting Communities)

- VI. Old Business* -- none**

- VII. New Business***
 - A. **TC-22-06: Indiana/Henderson Speed Limit review:**
 - B. **TC-22-07: Rogers/Madison Speed Limit Review:** Kopper presented for staff both petitions at once.

Ryterband moved that the Traffic Commission send to Council with a positive recommendation for TC-22-06 and TC-22-07; Hoff seconded.
Yea: Hoff, Reynolds, Ryterband, Alexander, Cibor, Shadday

No: 0

Sent to council with a positive recommendation, 6-0.

VIII. Traffic Inquiries

Alexander asked if vegetation will be required to be cleared from the sidewalks. Discussion ensued about the best tools for reporting vegetation blocking sidewalks, and ideas about how to get the word out that property owners are required to keep sidewalks clear.

Alexander shared concerns about pedestrian delay at signals.

Shadday asked about the intersection of 4th and Lincoln, and when will it be open again? Concerns about seeing people blow through the all-way stop.

IX. Adjournment: 5:30 pm

Next meeting – July 27, 2022

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

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**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:

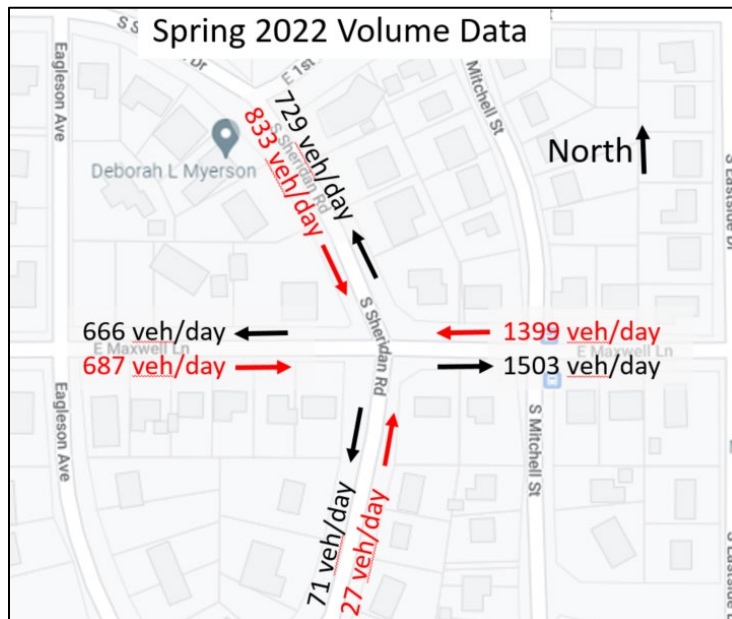
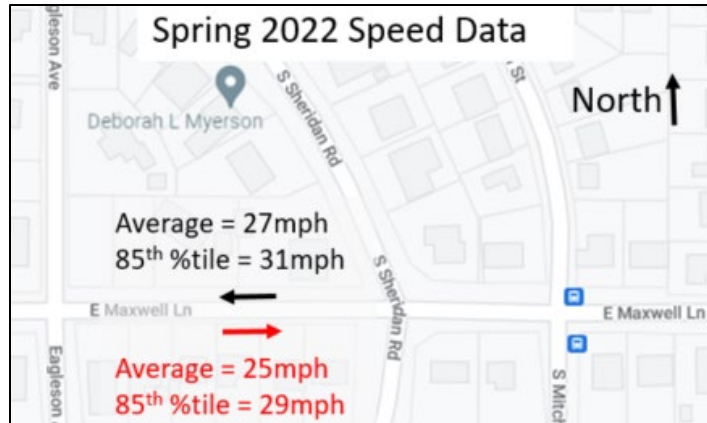
Residents living near this intersection have contacted the City to request an all-way stop at this intersection. The primary reasons stated for the request are that drivers are speeding on Maxwell Lane and that there is limited sight distance when entering or crossing Maxwell Lane from Sheridan Road.

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.



**TRAFFIC COMMISSION
STAFF REPORT**

Case #: TC-22-10
Date: July 27, 2022

FROM: Hamid Matinkhah, Engineering Technician, Engineering Department

REQUEST: Strong Drive Parking Restrictions

Location: Strong Drive south of W Allen St

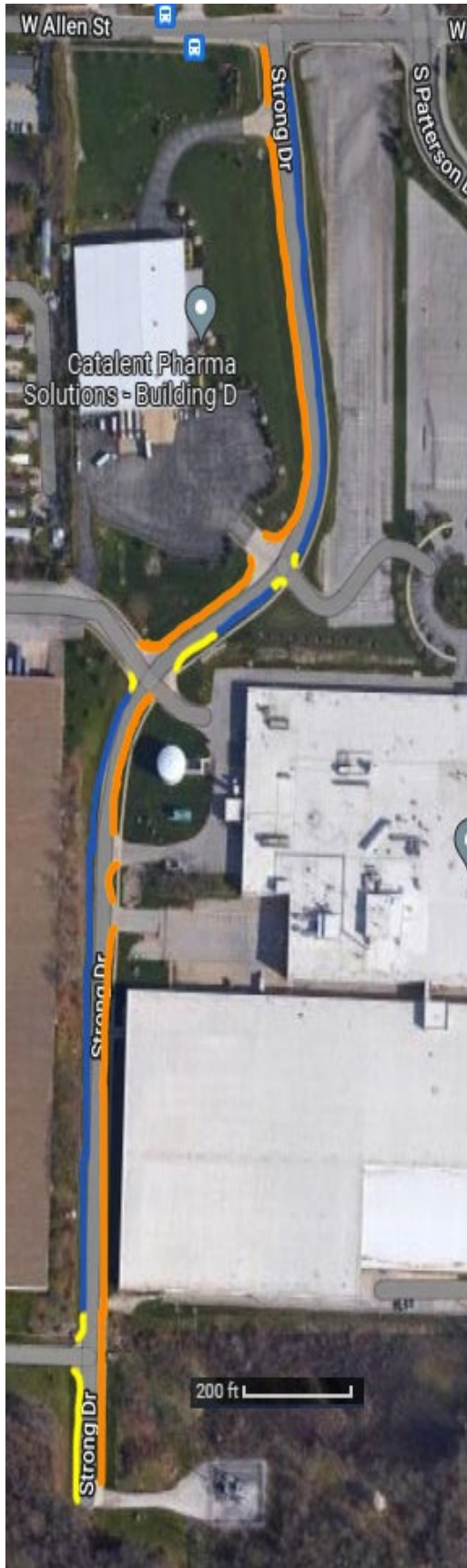
Description and purpose: Engineering Department staff received requests from the public via uReport and from Catalent Biologics for on-street parking restrictions along Strong Drive. Strong Drive is a 29' to 30' wide road with a northern terminus of W Allen Street. The road is currently a 'dead end' facility but the City's Transportation Plan identifies plans for the road to continue south and provide future connectivity. The adjacent properties are occupied by Catalent and Organized Living, and the facility has significant truck activity. There is significant on-street parking on Strong Dr which can limit maneuverability especially for the large trucks and the on-street parking limits sight distance at the driveway access points. Currently on-street parking is permitted on both sides of Strong Drive except in locations that have yellow painted curb (some yellow curb exists at the southern terminus).

Title 15 Changes: Additions to [15.32.080 – No Parking Zones](#) will need to be made to limit parking to one side of Strong Drive. The attached map illustrates a proposal that prohibits parking on the west side of the northern section of Strong Drive and the east side of the southern section of Strong Drive. This proposal maximizes on-street parking capacity while providing sufficient space for truck maneuverability and improved sight lines at driveway access points.

Schedule M, No Parking Zones				
Street	From	To	Side of Street	Time of Restrict.
Strong Dr	W Allen St	~1,140' south of W Allen St	West	Any Time
Strong Dr	~1,100' south of W Allen St	~2,330' south of W Allen St	East	Any Time

Recommendation:

Staff recommends that the Commission forward the Title 15 changes to Council with a positive recommendation.



-  **Yellow Curbs**
-  **Proposed restricted area**
-  **Parking area**



On-street parking on both sides of the road

Sponsor's memo

From: Greg Alexander (July 12, 2022)
For Members of the Traffic Commission

The intent of the following ordinance is to clear up ambiguity in the law that authorizes the city's Engineering Department to regulate closures within the city's right-of-way. The administration has taken the position that the B-line is not right-of-way, and therefore not subject to the regulations in Chapter 12.08 (Use of Right-of-way) within Title 12 (Streets, Sidewalks, and Storm Sewers), and therefore Parks Department can close the B-line without oversight. Due to this assessment, the citizens of Bloomington are harmed when they use non-automobile transportation, as Parks does not have the necessary transportation engineering expertise to competently manage closures of the B-line.

It is important that all transportation facilities are managed according to appropriate engineering practices. Indiana state law requires that only engineers can perform this function. City code already provides for the Engineering Department to perform this oversight, all that is needed is for the administration to admit that the B-line is right-of-way.

The proposed ordinance simply takes the definition of "Right-of-way" from another chapter within Title 12 (Chapter 12.24, Trees and Flora) and inserts it into Chapter 12.08. It attempts to remove the ambiguity which has allowed the administration to use an alternative definition of right-of-way which excludes non-automobile transportation, by clarifying that all land which is open to the public for transportation use meets the definition of right-of-way.

It is my hope that the Traffic Commission will endorse this ordinance, which could then go before the City Council for consideration and possible adoption.

ORDINANCE

TO AMEND TITLE 12 OF BLOOMINGTON CODE, ENTITLED “STREETS, SIDEWALKS, AND STORM SEWERS” TO DEFINE “RIGHT-OF-WAY”

WHEREAS, Many engineering decisions affecting pedestrian and bicycle transportation infrastructure, including the decision of how to design closures and detours, are currently being made by Parks staff without engineering qualifications or oversight.

WHEREAS, The city’s Engineering Department has existing legal mechanisms in place to make some of these decisions properly, but aren’t using them because the administration has determined that the B-line, though transportation infrastructure, is not “right-of-way.”

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

SECTION 1. Chapter 12.08 of the Bloomington Municipal Code, entitled “Use of the Right-of-way” is hereby amended to insert a new section 12.08.001 - Definitions, which shall read as follows:

Whenever in this chapter the following words are used, they shall have the meanings respectively ascribed to them in this section. When not inconsistent with the context, words used in the present tense include the future tense, words in the singular number include the plural number, and words in the plural number include the singular number. The term “shall” is always mandatory and not merely directory. Terms not defined in this section shall have the meanings customarily assigned to them.

“Right-of-way” means a strip of land reserved for, occupied, or intended to be occupied by transportation facilities, public utilities or other special public uses. Right-of-way may be held in the form of easement or fee.

SYNOPSIS

This ordinance amends Chapter 12.08 of the Bloomington Municipal Code entitled “Use of the Right-of-way” in order to provide a definition of “right-of-way.” The definition provided is the same definition that already exists in Chapter 12.24 of the Bloomington Municipal Code entitled “Trees and Flora.”