

City of Bloomington Common Council

Legislative Packet

01 May 2013

Regular Session

All legislation contained herein.

Office of the Common Council
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Packet Related Material

Memo

Agenda

Calendar

Notices and Agendas:

None

Legislation for Second Reading:

None

Legislation and Background Material for First Reading:

- **Ord 13-09** To Amend Title 15 of the Bloomington Municipal Code Entitled “Vehicles and Traffic” - Re: Amending Schedules A and B of BMC 15.12.010 to Authorize a Multi-Way Stop at the Intersection of Moores Pike and Olcott Boulevard
 - Memo from Councilmember Rollo;
 - Petition from Ms. Robertson (without the signatures);
 - *Draft Minutes of the January 23rd Traffic Commission meeting*
 - *Summary of Multi-way Stop Warrant Analysis (the traffic counts, which were conducted from January 14th – 16th of this year, are available in the Council Office);*
 - Excerpts from the Manual on Uniform Traffic Control Devices (MUTCD) – Specific to Multi-Way Stops; General for Intersection Controls and Stop/Yield Signs
 - Photos of Intersection; and
 - List of Supplemental Material Available in the Council Office

Contact:

Councilmember Rollo at 349-3409 or rollod@bloomington.in.gov

Minutes from Regular Session:

None

Memo

No Legislation Ready for Second Reading and One Ordinance Ready for First Reading at the Regular Session on Wednesday, May 1, 2013

There are no items ready for second readings and just one item ready for first reading next Wednesday. That item is enclosed with this packet and summarized herein.

First Readings:

Ord 13-09 – Amending Title 15 (Vehicles and Traffic) to Authorize a Multi-Way Stop at Moore's Pike and Olcott Boulevard

Ord 13-09 is sponsored by Councilmember Rollo and authorizes a multi-way stop at the intersection of Moore's Pike and Olcott Boulevard. He is acting on behalf of residents who request this change in code. Please note that, unlike past traffic changes, which are typically packaged in an ordinance with other changes recommended by the Traffic Commission or Public Works, it is coming forward as a stand-alone ordinance because the change was neither recommended by the Traffic Commission nor by any other City entity.

By way of background, on January 23rd, for the second time in two years,¹ residents sought this change from the Traffic Commission. This time, the effort included a petition written by Claire Robertson and signed by over 300 persons,² five email messages from people who could not attend the meeting, and eight speakers (including Councilmember Rollo). After considering public comment and a presentation by the Engineering Department on the Warrant Report called for by the Manual for Uniform Traffic Control Devices (MUTCD), and discussing the matter among the six members present, the Traffic Commission voted against the installation of this multi-way stop by a vote of 2 (for) and 4 (against). (*For more information, please see the draft Minutes of that meeting which are enclosed with this packet.*)

Petition – Resident Request and Rationale

¹ The last time was at the meeting held on May 25, 2011.

² The petition notes that only 2% of those persons approached by one of the four people carrying it declined to sign it and about half of those wished them well in their efforts.

The residents' request and rationale are best captured in the petition submitted to the Traffic Commission, included in this packet, and amplified in the Memo to the Council provided by Councilmember Rollo. It requests a stop sign at this intersection along with stop ahead signs, deer crossing signs, and a marked pedestrian crossing.

In support of this request, the petition makes several points which I've paraphrased and rearranged below:

- The rolling terrain as well as the speed and volume of traffic on Moores Pike make it hazardous to enter and leave that roadway, which constitutes an optional criteria for justifying a multi-way stop not formally addressed in the Warrant Report ³;
- The combination of average vehicular speeds of 40 – 45 mph and the 20 points of access (i.e. streets and driveways) between Smith and Sare Road make this roadway unsafe and have led to accidents (including one death);
- There about 4,000 persons residing along this part of Moores Pike and a consequent number of bicyclists and pedestrians who, in the interest of compact urban form and a sustainable community, should be able to safely cross at this intersection to access the many destinations to the north. Pedestrians, in particular, upon crossing here could take advantage of the only continuous sidewalk that runs along Moores Pike from Smith Road to Sare Road;
- This is the best location for a stop because it is the most heavily used by residents to the south, would be the only stop between Smith Road and Sare Road, and is situated about “halfway” between the two ⁴;
- A stop light might make matters worse because vehicles approaching the intersection may speed up to get through a green light rather than slow down;
- A roundabout would not be feasible given the terrain and creek; and
- Deer crossing signs are necessary to the west of the intersection because deer herds follow the creek, which crosses under the road. As a result of this confluence, at least six deer have been killed in the last two years, which needs to be addressed in order to reduce future harm to deer as well as motorists.

³ Along with the standard criteria for justifying a multi-way stop, the Uniform Manual of Traffic Control Devices includes Options A – D which may be considered by an engineering study. Option C refers to “locations where a road user, after stopping, cannot see conflicting traffic and is not able to negotiate the intersection unless conflicting cross traffic is also required to stop.” See the paragraphs regarding the MUTCD at the end of this memo.

⁴ The petition erroneously refers to the “high” volume of traffic as a basis for supporting the stop sign, when, in fact, the MUTCD only supports multi-way stops where there is a parity of traffic on all approaches to the intersection.

Council Sidewalk Committee Report – \$18,500 for a Pedestrian Crossing with Traffic Island at this Intersection – Determining Costs of Stop Would Require Consultant

The Council Sidewalk Committee heard about this resident request and Traffic Commission action from Councilmember Rollo and agreed to recommend allocation of about \$18,500 toward the construction of a pedestrian crossing at this intersection. The design was prepared by the Engineering Department and includes a raised, pedestrian island and markings to narrow the approach lanes to this intersection. The Report of the Committee was approved by the full Council on April 17th and should result in the installation of this crossing sometime later this year. Please note that the Engineering Department has indicated that this crosswalk project can be installed independent of a multi-way stop.

The costs associated with the installation of a multi-way stop are, at this point, unknown. Part of the uncertainty involves the rolling topography and how that might affect line-of-sight for motorists, pedestrians and bicyclists. In response to an inquiry, Maria Heslin, Deputy Mayor, has indicated that a consultant would be needed determine what improvements might be advisable and their cost.

Warrant Report and the Manual of Uniform Traffic Control Devices (MUTCD)

The remainder of this memo will discuss the Manual of Uniform Traffic Control Devices (MUTCD) in order to help frame your questions regarding the need for this multi-way stop. Before going any further, the Council should know that statute requires that governmental agencies follow this manual when authorizing a traffic control device (e.g. multi-way stop).⁵ However, while the need to follow the manual is directive (i.e. mandatory), the content of the manual, at least in regard to the *decision* to install a device, is largely prescriptive (i.e. with many references to “should” and few if any references to “shall”). And, as expected in a field of some complexity, it delegates much to *engineering judgment*.

⁵ **IC 9-21-4-1 Signing, marking, and erection; guidelines** A governmental agency in Indiana that is responsible for the signing, marking, and erection of traffic control devices on streets and highways within Indiana shall follow the Indiana Manual on Uniform Traffic Control Devices for Streets and Highways.

There are two sections of the manual that offer guidance regarding the installation of multi-way stops. The first is Right of Way at Intersections (Section 2B.04) which provides some general considerations. The second is Multi-Way Stop Applications (Section 2B.07) which provides some more specific consideration. Please note that the relevant parts of those sections are enclosed with this material.

Right of Way at Intersections (Section 2B.04) - General Considerations

This section addresses the motorists' right-of-way and the use of yield or stop signs as a means of "intersection control." It offers the following logic and guidance pertaining to the decision to install a stop sign:

- The general rule is that the motorist on the left must yield to the motorist on the right when both vehicles approach an intersection at the same time.
- This general rule may be modified by use of a stop or yield sign;
- *Engineering judgment* should be used in that decision and should be based upon an *engineering study* with an analysis of:
 - Vehicular, bicycle, and pedestrian traffic volumes on all approaches;
 - Number and angle of approaches;
 - Sight distance available on each approach;
 - Reported crash experience; and
- Stop signs *should not* be used for speed control.

Multi-Way Stop Applications (Section 2B.07) - Specific Considerations.

This section specifically addresses the installation of multi-way stop signs and suggests what might be called a "parameter" which is followed by two tiers of criteria which, for lack of better terms, I'll refer to as "primary" and "optional" considerations. The following paragraphs will discuss these elements of the manual and how they were or might be applied to this multi-way stop.

Parameter. The manual indicates that multi-way stops should be used where the volume on the two roadways are approximately equal.

- In this case, the Warrant Report indicates that the volume is not equal. There were an average of 460 vehicles per hour on Moores Pike and only 51.8 in traffic on Olcott Boulevard.

Primary Criteria. The primary criteria are listed and should be considered first. They are rephrased below – sometimes in the form of a question – and followed by a brief summary of the conclusions drawn from the Warrant Report for this particular intersection:

- **A. Interim Measure.** Is this intersection ready for a signal where a multi-way stop may serve as an interim measure?
 - No. The volumes on Moores Pike (which were 3,326 for eastbound and 2,847 for westbound traffic) and on Olcott (which were 743 for northbound traffic) did not warrant a signal;
- **B. Accident History.** Were there five or more traffic accidents in a 12-month period that were susceptible to correction by installation of a multi-way stop?
 - No. There were six accidents in the last three years: two dealt with deer; one related to unsafe speed for weather; two related to failure to yield; and one concerned a death that occurred 125' east of the intersection;
- **C. Minimum Volumes and Delays.** This criteria looks at:
 - the vehicular volumes on the major street;
 - the vehicular, pedestrian and bicycle volume combined with delays on the minor street; and
 - speeds in excess of 40 mph.
 - Ultimately, the low traffic volumes per hour on Olcott (which were listed at 51.8) were so far below the minimum of 200 that none of the criteria were satisfied;
- **D. 80% of Minimum.** Given that no individual criteria was satisfied, did a particular set of three criteria meet 80% of the minimum value
 - No.

Optional Criteria. Under “Option(s)”, the manual offers optional criteria that may also be considered in the traffic study. In this case, none were formally considered in the Warrant Report. While, the Engineering Department has likely carefully thought through these options, the absence of information may be valuable for those of you who are leaning toward supporting this multi-way stop. Here are those criteria and possible reasons for their exclusion from further consideration:

- A. Was there a need to control left turn conflicts?
 - Although there was testimony about the difficulties of making that turn, there were no side-impact collisions to support that history.

- B. Was the pedestrian volumes high enough to call for control of vehicular/pedestrian conflicts?
 - No. The pedestrian volumes may need to be much higher than anecdotally present at this intersection.
- C. After stopping at the intersection, are road users unable to see conflicting traffic and, further, unable to negotiate the intersection without cross traffic being required to stop?
 - As stated in “A” above, although there was testimony about the difficulties of making that turn, there were no side-impact collisions to support that history.
- D. Are these two residential collector streets of similar design and operational characteristics?
 - No.

**NOTICE AND AGENDA
BLOOMINGTON COMMON COUNCIL REGULAR SESSION
7:30 P.M., WEDNESDAY, MAY 1, 2013
COUNCIL CHAMBERS
SHOWERS BUILDING, 401 N. MORTON ST.**

I. ROLL CALL

II. AGENDA SUMMATION

III. APPROVAL OF MINUTES FOR: *None*

IV. REPORTS (A maximum of twenty minutes is set aside for each part of this section.)

- 1. Councilmembers**
- 2. The Mayor and City Offices**
- 3. Council Committees**
- 4. Public**

V. APPOINTMENTS TO BOARDS AND COMMISSIONS

VI. LEGISLATION FOR SECOND READING AND RESOLUTIONS

None

VII. LEGISLATION FOR FIRST READING

1. Ordinance 13-09 To Amend Title 15 of the Bloomington Municipal Code Entitled "Vehicles and Traffic" - Re: Amending Schedules A and B of BMC 15.12.010 to Authorize a Multi-Way Stop at the Intersection of Moores Pike and Olcott Boulevard

VIII. ADDITIONAL PUBLIC COMMENT * (A maximum of twenty-five minutes is set aside for this section.);

IX. COUNCIL SCHEDULE

X. ADJOURNMENT

* Members of the public may speak on matters of community concern not listed on the agenda at one of the two *Reports from the Public* opportunities. Citizens may speak at one of these periods, but not both. Speakers are allowed five minutes; this time allotment may be reduced by the presiding officer if numerous people wish to speak.



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

To Council Members
From Council Office
Re Calendar – 29 April – 04 May 2013

Monday, 29 April

2:30 pm Council for Community Accessibility – Decal Screening Committee, McCloskey
4:00 pm Council for Community Accessibility, McCloskey

Tuesday, 30 April

No meetings are scheduled for this day.

Wednesday, 01 May

12:00 pm Bloomington Urban Enterprise Association, McCloskey
2:00 pm Hearing Officer, Kelly
5:30 pm Commission on Hispanic and Latino Affairs, McCloskey
7:30 pm Common Council – Regular Session, Council Chambers

Thursday, 02 May

4:00 pm Bloomington Digital Underground Advisory Council, McCloskey
5:30 pm Commission on the Status of Women, McCloskey
6:00 pm [Imagine Bloomington](#) Public Input Workshop, Monroe County Library, Room 1C,
303 E. Kirkwood Ave.

Friday, 03 May

No meetings are scheduled for this day.

Saturday 04 May

8:00 am Bloomington Community Farmers' Market, Showers Common

Kindly note: All changes to meeting dates and times must be communicated to the Council Office by Thursday, Noon of the preceding week for inclusion in the Weekly Calendar.

Posted and Distributed: Friday, 26 April 2013

ORDINANCE 13-09

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

**- Re: Amending Schedules A and B of BMC 15.12.010 to Authorize a Multi-Way Stop
at the Intersection of Moores Pike and Olcott Boulevard**

WHEREAS, residents presented a petition to, and commented at, the January 23, 2013 Traffic Commission in support of installing a multi-way stop at the intersection of Moores Pike and Olcott Boulevard; and

WHEREAS, after considering comments from the public, a report from the Engineering Department, and discussing the matter, the Traffic Commission denied the request by a vote of 2 - 4; and

WHEREAS, at the request of some residents, Councilmember Rollo has agreed to sponsor an ordinance authorizing this multi-way stop;

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

SECTION 1. Section 15.12.010 Schedule A shall be amended to delete the following:

STOP INTERSECTIONS

Traffic on
Olcott Boulevard

Shall Stop for Traffic on
Moores Pike

SECTION 2. Section 15.12.010 Schedule B shall be amended to add the following:

MULTI-STOP INTERSECTIONS

Moores Pike & Olcott Boulevard

3-Way

SECTION 3. 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 4. This ordinance shall be in full force and effect from and after its passage by the Common Council of the City of Bloomington and approval of the Mayor.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2013.

DARRYL NEHER, President
Bloomington Common Council

ATTEST:

REGINA MOORE, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2013.

REGINA MOORE, Clerk
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2013.

MARK KRUZAN, Mayor
City of Bloomington

SYNOPSIS

This ordinance is sponsored by Councilmember Rollo and brings forward a request from residents of Hyde Park and nearby areas to authorize a multi-way stop at the intersection of Moores Pike and Olcott Boulevard.



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

To: Council Members
From: Councilmember Rollo, District 4
Re: Ord 13-09 – Authorizing a Multi-Way Stop at Moores Pike and Olcott Boulevard
Date: April 26, 2013

As a city, we have made great strides in increasing biking and pedestrian infrastructure. The result is clearly a more livable city, with an enhanced quality of life for residents. Significant areas of Bloomington are, however, lacking in bike/ped connectivity. The Hyde Park neighborhood is a prominent example; hundreds of residents live within walking distance of a large Regional Activity Center (RAC), but are unable to access it directly by foot or by biking due to a lack of pedestrian crossing infrastructure on Moore's Pike.

The intersection of Olcott Drive and Moore's Pike nonetheless is used as a cross point, but at considerable hazard due to the speed, the sight distance and the volume of traffic on Moore's Pike. Adding to the danger is the difficulty of residents to exit westbound by car onto Moore's Pike from Olcott Drive.

Ironically, many people who would otherwise walk to College Mall to shop, go to the theater, and dine out, have no choice but to travel there except by car. A quarter to half mile walk that is healthier, better for our environment, and reduces traffic congestion but is precluded by the simple lack of a safe crosswalk, with adequate signage.

Ordinance 13-09 remedies this problem by creating a safe crossing, with the means for proper warning for Moore's Pike drivers, with a stop sign to insure that walkers and bikers are not left to guess the intent of drivers approaching the intersection, which would be the case without a stop sign.

It is apparent, as the council representative of the affected Hyde Park residents that the overwhelming majority support a cross walk with stop sign as this is best means, with the exception of signalization (HAWK, Traffic signal) to allow safe crossing for residents of all ages.

Petition to the City of Bloomington Traffic Commission to Place Stop Signs, a Deer Crossing Sign, and Marked Pedestrian Crossing at the Intersection of Moore's Pike and Olcott Boulevard

Rationale

The concerned citizens who signed this petition live along Moore's Pike between Smith and Sare Roads and wish to see stop and stop ahead signs, a deer crossing sign, and a marked pedestrian crossing placed on Moore's Pike at the intersection with Olcott Boulevard. The primary goal is to improve safety for everyone using Moore's Pike between Sare Road and Smith Road. The safety of drivers, pedestrians, bicyclists and deer is severely compromised at this intersection due to terrain, poor visibility, population density, speed, location of the sidewalk and deer habits, which will be addressed in the following six points.

1. The first condition is poor visibility due to the rolling terrain; the problem is such that it meets the condition mentioned as inability "to see conflicting traffic" on p. 50, PP 4, B of the MUTCD guidelines for engineers to use to decide whether or not stop signs are warranted at an intersection. PP9 on the same page also says priority should be given to controlling traffic on roads where "obscured vision, dips, or bumps...already require drivers to use lower operating speeds." At the corner of Moore's Pike and Olcott a pedestrian crossing Moore's Pike has no more than two seconds to hasten across the street from the time a car that was previously invisible uphill on Moore's Pike crests that hill and enters the intersection. Meanwhile, cars coming east on Moore's Pike are also invisible until they crest the lower hill near the intersection. All of this poses hazards that are the worst at this intersection of any along Moore's Pike in this area. Installation of stop signs at this intersection will also require stop ahead signs before the dips on both sides of the intersection.
2. Many pedestrians and bicyclists cross/use Moore's Pike. Between Sare and Smith there are no marked pedestrian crossings, but according to the 2010 Census some 4000 people now reside along this stretch of Moore's Pike. It is no longer rural. There is a sidewalk along the north side of Moore's Pike between College Mall Road (Sare) and Smith, but on the south side only near the Hyde Park and Bittner Woods entrances. Also, many bicyclists use it; Olcott is in fact a designated bicycle trail, but apparently bicyclists are not supposed to leave Hyde Park since at no exit from it is there facility for bicyclists, although even those training for the Little 500 often use it, despite the lack of road shoulders.
3. The traffic goes too fast for conditions. Moore's Pike is posted 30 miles per hour but the average speed appears to be 40 or 45 mph. There are eleven multiple use drives and nine private driveways that debouch onto Moore's Pike between Smith and Sare Roads, seven of which are street intersections leading into these developments: The Fields, The Arbors, Bittner Woods, Hyde Park/Kensington, Andrew Circle and St. James Woods. One entry is for College Mall and one is Clarizz Drive. One is for a church and two more

for senior citizens' care centers. When the police clocked traffic on Moore's Pike some were going over 70 miles per hour. One Moore's Pike speeder, who was also distracted by an electronic device, on Sept. 11, 2012 caught up with, ran over and killed Shane Harden, a motorcyclist, just past this intersection. One more accident happened at this corner involving three cars while petition signatures were being collected. Many from elsewhere use Moore's Pike as a fast ride and more housing is being built south and east of this stretch of road that will increase its use. Some residents have complained also that cars turning right into Hyde Park on Olcott from Moore's Pike go too fast, endangering pedestrians, a situation that stop signs on Moore's Pike would also solve.

4. Why this intersection among all those in the area? Moore's Pike has no stop signs except at Smith and Sare Roads, but the volume of traffic, cars alone, exceeds the MUTCD recommendations by three times: according to the police who measured it, the average number of cars daily along Moore's Pike is over 6500, whereas the MUTCD guidelines say more than 2000 daily "combined vehicular, bicycle, and pedestrian volume entering the intersection from all approaches" MUTCD, p.50, PP 4, A). The police measurement does not count cars entering from Olcott or any of the other entrances onto Moore's Pike, nor does it include pedestrians and bicycles. The northern entrance to Hyde Park/Kensington is the most heavily used one in the development because most people work and play in Bloomington, while Hyde Park/Kensington has the largest population of any of the area developments (some 2,000). Also, because this intersection is located about halfway along Moore's Pike between Sare and Smith drivers will need to slow down all the way along. These facts make it the best location to put stop signs on Moore's Pike.
5. Why not a stoplight? A stoplight might make the situation worse. Stoplights do not diminish speed necessarily. In this case if drivers saw a green light as they crested the hills on both sides of the intersection they would speed up to make the light seconds before entering the intersection, endangering everyone.
6. Why a deer crossing sign? In the past two years at least six deer have been killed through collision with cars very near this intersection, where Jackson Creek crosses under the road (the police reported only two of these). The deer path follows the creek in this area. This data is verified by adjacent residents, who have seen the dead deer (one was barely still alive floundering around in Jackson Creek; another lay putrefying in the ravine on the north side of Moore's Pike for a month, making outdoor activities highly unpleasant for all residents). Of course collisions with deer endanger humans and deer. This sign needs to be just west, a bit downhill, from the intersection.
7. A last point not specifically concerned with safety regards environmental impact. The City of Bloomington has embarked on a campaign to encourage compact urban form and pedestrian traffic, conserve gas, and protect the watershed. College Mall is within easy walking distance from Hyde Park and other developments, but the traffic conditions detailed above discourage it. Also, when we considered alternatives to stop signs, the

notion of a roundabout was raised, but there are Jackson Creek (which runs both north and south of the road) watershed issues including steep slopes on both sides of Moore's Pike near that intersection, which also prevent having shoulders on the road; a roundabout would not help pedestrians cross Moore's Pike. From this point of view stop signs at this intersection are a minimalist solution. In addition, there are many people who live in Hyde Park who avoid this intersection for safety reasons and therefore take longer routes to go downtown, thus consuming more gas.

For these reasons, especially the pressing safety issues, it is in the best interests of the Bloomington population to improve this intersection. There was an overwhelming response to this petition beyond what the four of us who sought signatures expected. The number of signatures was limited only by the time we had to devote to getting them, and people from all of the developments as well as separate houses signed. Even half of those who refused to sign the petition (about 2% of those contacted) wished us well but said they never sign petitions although they agreed with us. There are grave safety issues involved. It is amazing that so far it seems that only one fatality has occurred at this intersection, although there have been a number of lesser accidents. One reason so many residents signed this petition is that most had upsetting stories about their close calls with being hit at the intersection while walking or driving, while many witnessed at least one aspect of the 2012 fatal accident, some while taking their children to school. Many avoid that intersection as too dangerous; it has a bad reputation. Below are signatures from over 300 residents from this area most intimately affected by this dangerous situation. We do not want more fatalities; Shane Harden should not have died in vain.

DRAFT MINUTES -

BLOOMINGTON TRAFFIC COMMISSION
MINUTES OF THE MEETING
JANUARY 23, 2013

ROLL CALL

Members Present: Mike Avila, James Batcho, Paul Kehrberg, Adrian Reid, Sarah Ryterband, Jeff Weber

Members Absent: Matthew Cruz, Judy Miki, Jim Shackelford

APPROVAL OF MINUTES

Sarah Ryterband pointed out that over and over again it says Weber, Weber, and at the beginning her first name was left off.

Ryterband made a motion to approve the minutes. Jeff Weber seconded. Motion passed unanimously. Minutes from October 24, 2012 approved.

REPORTS AND ANNOUNCEMENTS

Wykoff reminded the Commission and public that there will be a public information meeting January 24, 2013 at 5:30 p.m. in the Council Chambers for the South Rogers Street Project. That project will include concrete curb, storm water improvements, multi-use path on the west side of the roadway, sidewalk on the east side. There will also be a storm water connection, and a connection to the B-Line Trail from Rogers Street through the Broadview neighborhood.

OLD BUSINESS

None

NEW BUSINESS

A. Park Ridge East Park - Lower speed limits on East Morningside drive from East Indiana Bell Court to North Park Ridge Road to 20 mph

Wykoff stated during a meeting with the neighborhood of Park Ridge a request was made for speed control changes on Morningside Drive. Upon looking at the code, it was discovered that a section of approximately 500 feet of Morningside Drive from Park Ridge to the east is not currently in the municipal code as far as a park zone. This would be a 20 mph speed limit. There was also no reference to either Park Ridge or the first 200 feet of Cambridge in the code as well. The 85th percentile speed is 31 mph currently, there are 234 cars on average using Morningside., 136 east bound and 98 west bound. Staff supported the change to 20 mph with children present signs.

DRAFT MINUTES

Ryterband asked if all three sides of this park would be changed. Reid stated in looking at the ordinance it was determined that all three sides would need to be changed.

Avila asked how far east would the 20 mph zone extend on the north side of the park. Wykoff stated Cambridge Drive, 200 feet east of Park Ridge Road.

Ryterband made a motion that all sides of this park be addressed, as being a park, and reduce the speed limit according to City Ordinance. Mike Avila seconded the motion. All members voted in favor. Motion passed.

B. Stop sign request for Moores Pike and Olcott Boulevard

Wykoff stated this request has come before the Commission before and was last heard by them on May 25, 2011. This is a request for a multi way stop at the intersection of Moores Pike and Olcott Boulevard. Staff performed the warrants for the multi-way stop per the Manual for Uniform Traffic Control Devices. The volume counts done this month revealed total approach volume for Moores Pike east bound 3,326; west bound approach to the intersection, 2,847. The north bound Olcott volume was 743. In going through the warrants for Criteria A, if it met the warrants for a signalized intersection, it did not. Criteria B is crash experience. Going back three years there have been six accidents that have occurred, two are deer related, one was unsafe speed for weather, two failure to yield, and one fatality which was 125 feet east of the intersection. The crash experience did not meet the warrants for crashes. Criteria C, medium volumes was not satisfied. Typically between 5 and 6 pm there are 605 cars on the major street and 51 on the minor. When looking at a multi-way stop there should be a 60/40 split, and this intersection is not close. In comparing recent counts to past counts done two years ago, the volume going eastbound has dropped a little. Northbound, coming from Olcott was previously 922 and was 743 in the recent count. Westbound, in 2011 the volume was 3,276 and went up slightly to 3,374. There was a construction project last summer that probably detoured people from the neighborhood. Justin concluded by stating when this was brought to the Commission in May of 2011 there were six members present with a vote of 6-0 to deny the request.

Ryterband stated she does not see a pedestrian crossing in the photographs, and wondered if there is one. Wykoff stated there is not a marked pedestrian crossing. Reid added pedestrian crossings typically go where there is a stop control. Ryterband stated she is concerned that this has been posted 30 mph, but the speeds are outrageous, and the site lines are not good. She wondered what the possibility would be of putting in some kind of mid-block crossing so people could get across from their neighborhood into the shopping area, as well as amber flashing lights to warn of the pedestrian crossing. This is a very busy area where it seems the speed limits are not being enforced. Wykoff stated there is a sidewalk along Sare Road that does lead to the signalized intersection that crosses over to the College Mall.

Weber agreed that this is an area that requires some action. He added he understands the numbers and the warrants in terms of traffic volume, but there are additional factors.

DRAFT MINUTES

This quadrant of Bloomington continues to build up and the traffic on this road will not decrease, and speeds of 40 mph are hard to accept. Weber stated the pedestrian access has to be addressed, even with the sidewalk improvements on Sare Road. The sidewalk on the south side of Moores Pike does not reach from Sare to Olcott. If anyone wants to walk somewhere they have to cross Moores Pike, and it is owed to them to allow them to cross Moores Pike in a safe fashion. The visibility on these roads is not good, one point of evidence being the motorcyclist that was killed. Of all the comments received it looks like no one in the neighborhood is opposed to this, though he realizes more people than just the neighbors in Hyde Park would be affected.

Reid stated he does agree with many of the points. Reid added, to create improvements that are safe, where it has already been established there may be site issues, would cause concern for him, so this would be a much larger project than just putting in signs. To create a safe crossing then there needs to be adequate site distance so pedestrians are not introduced to a situation that is dangerous. Reid said these are also the reasons he opposes a stop sign, because when all these site and speed factors come into play it leads towards a violation of the stop sign.

Ryterband responded to Reid. She stated if a stop sign were to be installed that rumble strips would be a good idea to alert traffic. She added she has seen signs around town that tell drivers what their speed is and she has read those are very effective in getting drivers to pay attention to what their speed is and adjust it accordingly. She concluded by stating if there is an overwhelming negative response to putting in an actual stop sign if something might be done here, and thought the police should be made aware of this area and asked to enforce.

Mike Avila asked if there were any statistics on how many speeding tickets have been issued from Fenbrook to Smith Road, and from Moores Pike to Winston and Olcott over the last year.

Wykoff stated he did not have any information, but did have the list of the top 50 accident intersections in town.

Officer Batcho stated what needs to happen is for the police to run an extra patrol. As most people know, Bloomington is a very busy city so officers are directed to different areas of the city at different times to run direct patrols. Officer Batcho explained the statistics would be gathered that would say exactly when the stop was made, what the stop was for, and what action was taken.

Public Comment

Claire Robertson introduced herself and stated she wrote the petition. She stated she had a good meeting with Paul and Justin about what could be done in the area to make it more safe. She appreciates the Traffic Commission realizing this is a problem area. In all the meetings with neighbors and Engineering it was brought up that there needs to be a pedestrian crossing. It was Ms. Robertson's opinion the safest way to do that is with a

DRAFT MINUTES

full stop. Ms. Robertson added she has timed how long it takes for a vehicle to crest the hill and get to the intersection and it is less than two seconds. The other side of Olcott is not as wide and easier to cross. Visibility is horrible. If stop signs were there, stop ahead signs or bumps would be needed. Some motorists have been clocked at 70 mph in the area. Rumble strips would help and felt it was a good suggestion.

Paul Beal, Olcott Boulevard, introduced himself. He stated the reasons there are not as many reported accidents is because many people avoid turning left off of Olcott Boulevard, it is terrifying. Crossing the road is also horrifying.

Wendy Wurtz introduced herself. She has lived in Hyde Park for over 13 years. She stated the problem for her is making a left hand turn. There is a curve there that cannot be seen around. She also stated she has seen cars in winter when it is slick push other cars out into the roadway. Ms. Wurtz further explained that at David a concrete block has been placed there and now when you come up Sare and want to turn left onto David, a driver can't see the traffic coming up the hill. Adrian did ask for more specifics about the David line of site problem.

Bill Gore introduced himself and he also lives in the area. Mr. Gore stated for bike riders coming west from town on Moores Pike, and trying to make a left onto Olcott, which a lot of people do, there is really no place to stop. When stopping on the hill, trying to make a left onto Olcott, the cars go speeding past you. If there was a stop sign it would add another safety factor.

Trudy Brassell introduced herself and has been a resident of Hyde Park for twenty years. Ms Brassell stated when she walks her dog across Moores Pike she feel genuinely frightened. She stands on the corner and looks up the hill to the right, then turns and looks left, and then looks back right, and does this several times because of the speed of the cars. They go so fast over the hill, and she is always tempted to run across. It is difficult to not cross Moores Pike at some point. She doesn't know how a pedestrian can deal with the problem of the traffic unless someone puts up some type of stop sign or pedestrian crossing. Ms. Brassell concluded by stating she seriously supports this action.

Simon Brassell, Trudy's husband, introduced himself. Mr. Brassell stated he and his wife have seen the enormous transformation of this area. Mr. Brassell added there are times when his wife has come back to the house, having walked the dog across, and she is literally terrified by the experience she has had. This all comes because of the visibility, and the speed of the cars coming over the hill. There are also turn lanes which make the distance to cross the road that much further and longer. One risks life and limb anytime one tries to cross the road.

Dave Rollo, City Council member who represents these constituents, introduced himself. Mr. Rollo stated he is present to support, for very good reason because of the hazard that is presented by this slope as cars come east bound toward Olcott. Mr. Rollo stated the people who live south of Moores Pikes are his constituents. He has been aware for sometime, through this process and others, that it is terribly difficult to traverse Moores

DRAFT MINUTES

Pike. Rollo added there is a policy in the City for pedestrian connectivity which isn't meant to be just a luxury for people living downtown. The infrastructure should be available to people in this area. One cannot get to the regional activity center, i.e., College Mall and the theatre and everything else north, unless they cross Moores Pike. The only way to cross Moores Pike, at this point, safely, is to go tremendously out of the way to Smith Road, cross, and then take the sidewalk west bound, or go through the entire neighborhood to Sare Road. Mr. Rollo feels this discourages an emphasis that the City has had for years of trying to encourage pedestrians. Mr. Rollo quoted the vision statement the Council has just adopted. It states "*we are to provide a safe, efficient, accessible, and connected system of transportation that emphasizes public transportation, walking, and biking, to enhance options to reduce our overall dependency on the automobile.*" The only option, and it is taken, is to run from Olcott across Moores Pike to get to the sidewalk so they can continue on their way. This discourages a lot of people, and scares a lot of people in the process. This also increases vehicle and pedestrian conflict. Mr. Rollo feels this is a very sensible proposal. Mr. Rollo also stated this is a greenway corridor that deer also cross. There could be a dual purpose here of having a stop sign, rumble strips, and a flasher, if necessary, to warn drivers that a stop sign is coming, and a safe pedestrian crossing so the commercial area to the north could be accessed. This seems absolutely necessary. There is also no possibility at this point because of finances and topological constraints to put a sidewalk that would go from Olcott west bound to Sare Road. Rollo supports this proposal and thanked the Commission for their consideration.

Jim Griffin introduced himself and is a resident of Hyde Park. Mr. Griffin stated he concurred with everything everyone else has said, and noted he has signed the petition. Mr. Griffin stated one thing that has not been mentioned is an interim approach to making left turns easier. Mr. Griffin stated it has been his experience from living in foreign countries the use of mirrors. Mr. Griffin felt if these were mounted high it would at least be a better line of sight coming out of Olcott.

Claire Robertson addressed the Commission again and commented on the fatality and the aftermath. Because of the aftermath of that accident it is her feelings this [stop sign] really needs to happen.

Wykoff stating after listening to the discussion, this seems to be more pedestrian crossing related with speed and visibility being problems. Wykoff stated he does not feel a stop sign would be a solution. Wykoff stated he would like to see something a little more creative, and have a safer pedestrian crossing such as the one at Rogers and Hillside where there is a little island with a pedestrian crossing. This would funnel cars and cause them to slow down, as well as provide a pedestrian crossing.

Reid stated he could not support a stop sign in this scenario. Because of the site distance condition of the road, his belief as a traffic engineer, is that it would cause more accidents than have occurred in the last three years. In the long term Reid stated he believes there are some geometric issues that need to be fixed. Reid was very supportive of some type of pedestrian crossing, and even liked the rumble strip idea.

DRAFT MINUTES

Ryterband stated one of the issues is a safe haven for pedestrians. Ryterband liked the idea of a pedestrian island with a big flashing light on it that would suggest to people that they would need to slow down.

Reid agreed there is a better solution than putting up a couple of stop signs. Reid agrees there needs to be an improved pedestrian crossing at Moores Pike. If there is a vote against the stop sign the issue is not gone and staff fully intends to pay attention to the issues brought forward.

Weber stated he believes it is owed to the community to do everything possible to create a way to safely cross Moores Pike. The likely timeframe to do that with a major project is unacceptable. What is the best minimum that could accomplish the ability for someone to safely cross. Weber believes with appropriate signage and warning the stop sign is not in and of itself a mechanism to slow down traffic. Weber feels it is a necessity to support a pedestrian crossing, and if that has the effect of slowing down traffic, that is not a bad thing.

Weber made a motion that the Commission consider a pedestrian crossing, supported by stop signs and rumble strips at the intersection of Moores Pike and Olcott. Ryterband seconded the motion.

Reid asked for any further discussion on the motion.

Avila would like to not do the expedient thing, just to do something, but would rather put some thought into it and do it smartly even if it takes more time. Avila would like to see the pedestrian crossing, not at Olcott and Moores Pike, but halfway between Fenbrook and Olcott where the line of sight is good down and up the hill. The sidewalk should be squared off and blinking lights put up and have a marked pedestrian crossing.

Reid asked for a roll call vote on the motion. Vote was:

Avila - No
Batcho - No
Kehrberg - No
Reid - No
Ryterband - Yes
Weber - Yes

The vote 2 for and 4 against. The stop sign was voted down.

Reid stated that would conclude the business and asked if there was any other business to be presented. Seeing none, Reid adjourned the meeting at 6:40 p.m.

City of Bloomington
 Engineering Department
 Multi-way Stop Warrant Analysis

Study Name : **E. Moores Pike and S. Olcott Blvd.**
 Study Date : **01/17/13**

Multi-Way Stop Warrant Report

Major Street Approaches

Eastbound: E. Moores Pike
 Total Approach Volume: **3,326**
 Approach Speed: **43**

Westbound: E. Moores Pike
 Total Approach Volume: **2,847**
 Approach Speed: **42**

Minor Street Approaches

Northbound: S. Olcott Blvd.
 Total Approach Volume: **743**

Warrant Summary

- Criteria A - Interim Measure** **Not Evaluated**
 If traffic signals are justified, stop signs can be installed as an interim measure.
- Criteria B - Crash Experience** **Not Satisfied**
 Number of crashes (0) is less than the minimum required (5).
- Criteria C - Minimum Volumes and Delays** **Not Satisfied**
 Delay data not evaluated
 Average of 8 highest hours does not meet volume criteria.
- Criteria D - 80% of Volumes, Delays, and Crashes** **Not Satisfied**
 Delay data not evaluated
 Average of 8 highest hours does not meet volume criteria.

Analysis of 8-Hour Volume Warrants:

Time	Major Total	Major Avg	Minor Total	Minor Avg	Crit C			Crit D		
					Major Crit	Minor Crit	Meets?	Major Crit	Minor Crit	Meets?
17:00 - 18:00	605	460.3	51	51.8	210-Yes	140-No	Major	240-Yes	160-No	Major
16:00 - 17:00	547		42							
15:00 - 16:00	464		44							
18:00 - 19:00	456		47							
08:00 - 09:00	433		81							
14:00 - 15:00	411		44							
09:00 - 10:00	386		59							
13:00 - 14:00	380		46							
12:00 - 13:00	360		49							
11:00 - 12:00	334		46							
07:00 - 08:00	323		72							
19:00 - 20:00	311		27							
10:00 - 11:00	303		44							
20:00 - 21:00	216		30							
21:00 - 22:00	168		14							
06:00 - 07:00	151		24							
23:00 - 00:00	92		6							
22:00 - 23:00	92		7							
05:00 - 06:00	40		6							
00:00 - 01:00	38		2							
04:00 - 05:00	21		1							
02:00 - 03:00	16		0							
01:00 - 02:00	15		0							
03:00 - 04:00	11		1							

Manual of Uniform Traffic Control Devices

Specific Considerations – Re: Multi-Way Stop Applications

Section 2B.07 Multi-Way Stop Applications

Support:

01 Multi-way stop control can be useful as a safety measure at intersections if certain traffic conditions exist. Safety concerns associated with multi-way stops include pedestrians, bicyclists, and all road users expecting other road users to stop. Multi-way stop control is used where the volume of traffic on the intersecting roads is approximately equal.

02 The restrictions on the use of STOP signs described in Section 2B.04 also apply to multi-way stop applications.

Guidance:

03 *The decision to install multi-way stop control should be based on an engineering study.*

04 *The following criteria should be considered in the engineering study for a multi-way STOP sign installation:*

- A. *Where traffic control signals are justified, the multi-way stop is an interim measure that can be installed quickly to control traffic while arrangements are being made for the installation of the traffic control signal.*
- B. *Five or more reported crashes in a 12-month period that are susceptible to correction by a multi-way stop installation. Such crashes include right-turn and left-turn collisions as well as right-angle collisions.*
- C. *Minimum volumes:*
 1. *The vehicular volume entering the intersection from the major street approaches (total of both approaches) averages at least 300 vehicles per hour for any 8 hours of an average day; and*
 2. *The combined vehicular, pedestrian, and bicycle volume entering the intersection from the minor street approaches (total of both approaches) averages at least 200 units per hour for the same 8 hours, with an average delay to minor-street vehicular traffic of at least 30 seconds per vehicle during the highest hour; but*
 3. *If the 85th-percentile approach speed of the major-street traffic exceeds 40 mph, the minimum vehicular volume warrants are 70 percent of the values provided in Items 1 and 2.*
- D. *Where no single criterion is satisfied, but where Criteria B, C.1, and C.2 are all satisfied to 80 percent of the minimum values. Criterion C.3 is excluded from this condition.*

Option:

05 Other criteria that may be considered in an engineering study include:

- A. The need to control left-turn conflicts;
- B. The need to control vehicle/pedestrian conflicts near locations that generate high pedestrian volumes;
- C. Locations where a road user, after stopping, cannot see conflicting traffic and is not able to negotiate the intersection unless conflicting cross traffic is also required to stop; and
- D. 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.

Manual of Uniform Traffic Control Devices

General Considerations – Re: Intersection Controls and Stop/Yield Applications

[EXCERPTS]

Section 2B.04 Right-of-Way at Intersections

Support:

- 01 State or local laws written in accordance with the "Uniform Vehicle Code" (see Section 1A.11) establish the right-of-way rule at intersections having no regulatory traffic control signs such that the driver of a vehicle approaching an intersection must yield the right-of-way to any vehicle or pedestrian already in the intersection. When two vehicles approach an intersection from different streets or highways at approximately the same time, the right-of-way rule requires the driver of the vehicle on the left to yield the right-of-way to the vehicle on the right. The right-of-way can be modified at through streets or highways by placing YIELD (R1-2) signs (see Sections 2B.08 and 2B.09) or STOP (R1-1) signs (see Sections 2B.05 through 2B.07) on one or more approaches.

Guidance:

- 02 *Engineering judgment should be used to establish intersection control. The following factors should be considered:*
- A. *Vehicular, bicycle, and pedestrian traffic volumes on all approaches;*
 - B. *Number and angle of approaches;*
 - C. *Approach speeds;*
 - D. *Sight distance available on each approach; and*
 - E. *Reported crash experience.*
- 03 *YIELD or STOP signs should be used at an intersection if one or more of the following conditions exist:*
- A. *An intersection of a less important road with a main road where application of the normal right-of-way rule would not be expected to provide reasonable compliance with the law;*
 - B. *A street entering a designated through highway or street; and/or*
 - C. *An unsignalized intersection in a signalized area.*
- 04 *In addition, the use of YIELD or STOP signs should be considered at the intersection of two minor streets or local roads where the intersection has more than three approaches and where one or more of the following conditions exist:*
- A. *The combined vehicular, bicycle, and pedestrian volume entering the intersection from all approaches averages more than 2,000 units per day;*
 - B. *The ability to see conflicting traffic on an approach is not sufficient to allow a road user to stop or yield in compliance with the normal right-of-way rule if such stopping or yielding is necessary; and/or*
 - C. *Crash records indicate that five or more crashes that involve the failure to yield the right-of-way at the intersection under the normal right-of-way rule have been reported within a 3-year period, or that three or more such crashes have been reported within a 2-year period.*
- 05 *YIELD or STOP signs should not be used for speed control.*

Support:

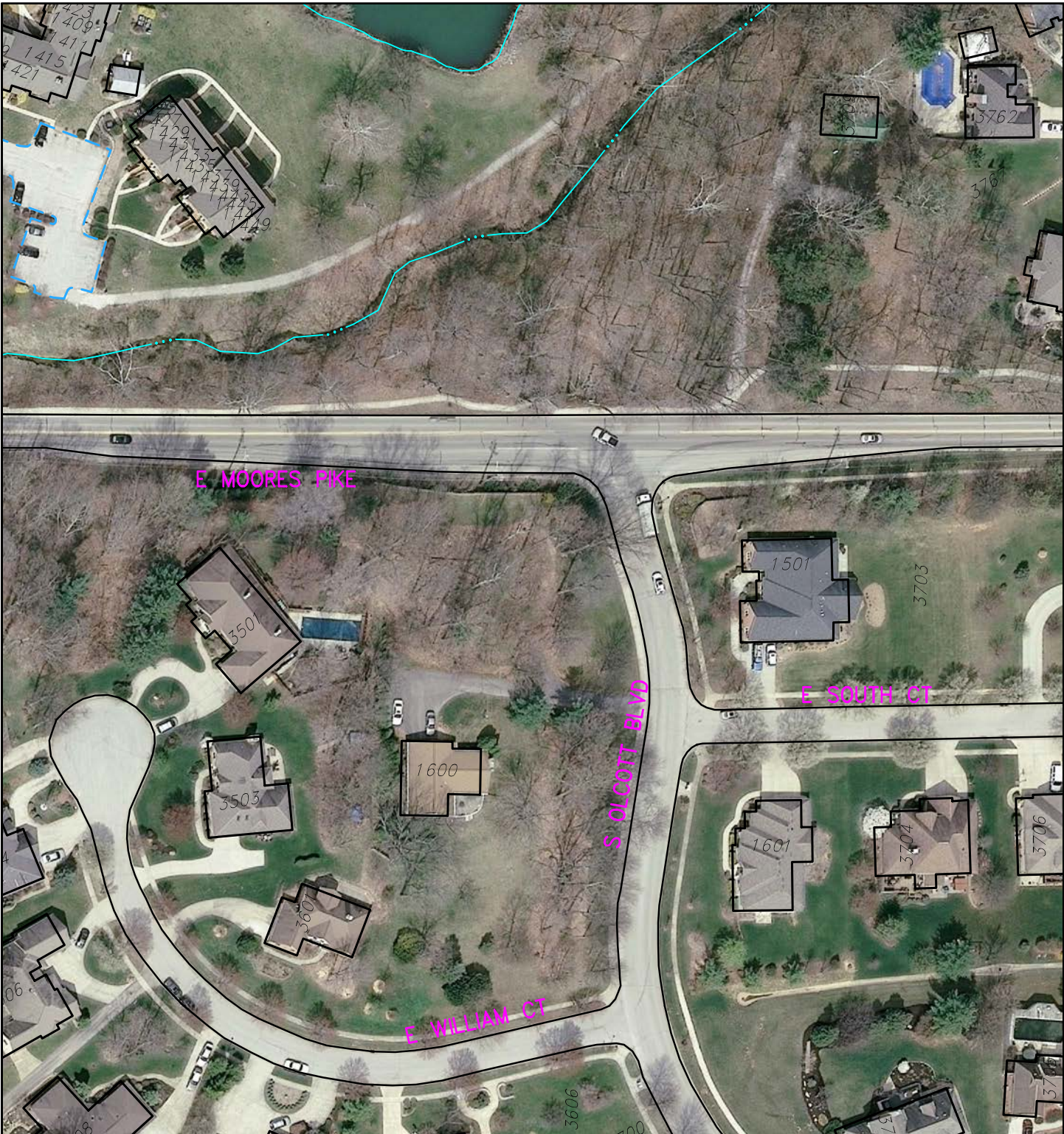
- 06 Section 2B.07 contains provisions regarding the application of multi-way STOP control at an intersection.

Guidance:

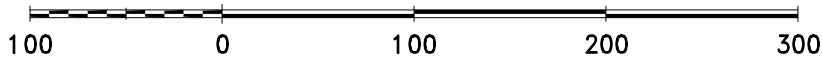
- 07 *Once the decision has been made to control an intersection, the decision regarding the appropriate roadway to control should be based on engineering judgment. In most cases, the roadway carrying the lowest volume of traffic should be controlled.*
- 08 *A YIELD or STOP sign should not be installed on the higher volume roadway unless justified by an engineering study.*

Support:

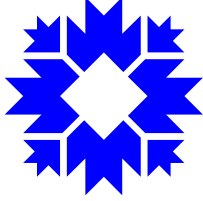
- 09 The following are considerations that might influence the decision regarding the appropriate roadway upon which to install a YIELD or STOP sign where two roadways with relatively equal volumes and/or characteristics intersect:
- A. *Controlling the direction that conflicts the most with established pedestrian crossing activity or school walking routes;*
 - B. *Controlling the direction that has obscured vision, dips, or bumps that already require drivers to use lower operating speeds; and*
 - C. *Controlling the direction that has the best sight distance from a controlled position to observe conflicting traffic.*



By: kehrberg
16 May 11



City of Bloomington
Engineering



Scale: 1" = 100'

For reference only; map information NOT warranted.



SPEED
LIMIT
30















HYDE
CON



ORDINANCE 13-09

**TO AMEND TITLE 15 OF THE BLOOMINGTON
MUNICIPAL CODE
ENTITLED “VEHICLES AND TRAFFIC”
– Re: Amending Schedules A and B of BMC 15.12.010 to
Authorize a Multi-Way Stop
at the Intersection of Moores Pike and Olcott Boulevard**

Supplemental Materials Available in the Council Office

Multi-Way Warrant Report – Traffic Counts

**Manual on Uniform Traffic Control Devices (via Engineering
Department)**

Additional Photos

**Email Communications from Residents to the Traffic
Commission**