

REPORT / RECOMMENDATION



To: MAYOR AND COUNCIL

Agenda Item #: IV. N.

From: Mark K. Nolan, AICP, Transportation Planner

Action

Date: October 21, 2014

Discussion

Subject: Traffic Safety Committee Report, August 13, 2014

Information

Action Requested:

Review and approve the Traffic Safety Committee Report of August 13, 2014.

Information / Background:

The Edina Transportation Commission (ETC) reviewed the August 13, 2014 Traffic Safety Committee Report at their September 18 meeting and moved to forward the report to the City Council for approval; see attached draft minutes.

Attachments:

- Traffic Safety Committee Report of August 13, 2014
- Draft ETC Meeting Minutes of September 18, 2014

Traffic Safety Report

Wednesday, August 13th

The Traffic Safety Committee (TSC) review of traffic safety matters occurred on August 13. The City Engineer, Public Works Director, Police Traffic Supervisor, Transportation Planner, Sign Coordinator, a representative from the Planning Department and Traffic Safety Coordinator were in attendance for this meeting.

From these reviews, the recommendations below are provided. On each of the items, persons have been contacted and staff recommendation has been discussed with them. They were informed that if they disagree with the recommendation or have additional facts to present, they can do so at the September 18 Edina Transportation Commission meeting and/or the October 21 City Council meeting.

Section A : Requests on which the Traffic Safety Committee recommends approval

A1. Request for enforcement of 3-way stop sign on Gleason Road and Scotia Drive

Requestor states that stop signs on Gleason Rd are being ignored. Site investigations showed that this location was at the bottom of a steep (8.75% grade) hill and is controlled by an all-way stop. In a video study of the intersection on July 8th, from 10:19 AM to 1:48 PM (250 vehicles), traffic traveling south on Gleason ran the stop sign at a rate of 22%, while full and complete stops were performed at a rate of 15 percent. Gleason has 2,451 vehicles daily (from a state-aid count), while Scotia has 200 daily vehicles. No accidents relating to traffic control were reported in the last five years.



Map : Gleason Rd. and Scotia

For comparison, research has shown that 3% to 17% of drivers have come to full and complete stops at stop signs when not forced to do so by conflicting traffic, and 20% of drivers can be expected to run an unwarranted stop sign.



Photo : Sightlines from the stop of Scotia

After review, staff recommends approval of this request. Police have already been stationed at this intersection and will continue to conduct operations at this location.

A2. Request to remove "No Pedestrian" pictorial signs from the intersection of W. 77th Street and Parklawn Avenue, and to install pedestrian signals

This request concerns the bus stops on 77th Street and Parklawn Avenue and the pedestrian environment of the intersection. Currently there are near side bus stops, and signs banning pedestrians from crossing the north, south and east legs. The concern is that a law-abiding user of transit would be unable to use the bus stops, due to the ban on pedestrian movements. Specifically the south and west legs were requested to have their signs removed and pedestrian signals installed. The Minnesota Manual on Uniform Traffic Control Devices, section 2B.51, addressing such signs states in the support section that the sign is intended to be used on only one leg of an intersection, in order to provide access.



Photo: 77th Street and Parklawn Avenue, looking west



Map : Bus stops at W. 77th Street and Parklawn Avenue

The estimated cost of adding the crosswalk to the north leg of the intersection is \$12,432. The maximum two hour volumes on each leg were determined by video study on June 10th with six crossings on the north leg. Former studies of the intersection indicated that the no right on red should remain (at least on the southbound approach) due to the dual right turn lanes, and little benefit from the restriction's removal. According to a WSB report done earlier this year, with no change the level of service of the intersection will remain the same, and delay will only rise by a few seconds per vehicle. Mitigation any effect of adding crosswalks should be possible using the mitigation outlined by WSB.

After review, staff recommends a request for proposals be submitted for a crosswalk on the north leg of the intersection, to provide access. Staff also recommends that the no right on red restriction remain in place.

A3. Request for stop signs to be placed at Sunnyslope Road and Dale Drive

Requestor asks for stop signs at this intersection, noting that it is currently uncontrolled, and dangerous. Counts were conducted on the streets as they approach the intersection, with Dale Dr having 120 ADT with an 85th percentile speed of 19.3 mph, and Sunnyslope Rd having 208 ADT with an 85th percentile speed of 26.2 mph. Traffic eastbound on Dale and northbound on Sunnyslope cannot see each other adequately according to AASHTO's (American Association of State Highway and Transportation Officials) 2004 Geometric Design of Highways and Streets, due to a hill on the southeast corner of the intersection. No accidents have been recorded at this intersection in the past five years. Stop sign warrants are provided in Appendix A.

After review staff recommends placing a stop sign for Dale Drive at the intersection of Sunnyslope Road, due to sightline constraints.



Map : Sunnyslope Rd and Dale Dr



Photo : Sunnyslope Rd and Dale Dr sight obstruction, 115 feet from conflict point

A4. Request for striping on the Browndale Bridge

Requestor states that the Browndale Bridge is very busy, narrow and its lack of striping makes for a dangerous situation for vehicles. Requestor asks for a painted centerline matching the markings on the north-east side of the bridge (double yellow). The bridge's road surface is 21.5 feet with 17.5 feet outside of gutter pans. Adding a double yellow centerline would utilize one foot of the bridge's width. Due to recent work renovating the bridge and lack of shoulder to place a counter, counts were taken on the northeast bridge approach and speeds were found with a radar study. While the presence of a vehicle on the approach may have led drivers out of their lanes, those whose speeds exceeded 22 mph on the bridge failed to stay on their side of the centerline when leaving the bridge deck and turning into the Country Club neighborhood. 3,571 cars use the bridge on an average weekday, and the 85th percentile speed on the bridge was measured as 22 mph. According to MnDOT and the MUTCD, roadways of more than 20 feet in width and 4000 vehicles per day should be striped, whereas those with less than 16 feet in width may be striped but drivers' possible inability to stay in their lanes must be considered, additionally a bridge with more than 18 feet of width, but narrower than the approaching travel lanes should employ the use of narrow bridge signs (Page 2C-17). No accidents have been reported on the bridge in the last five years.



Photo : Browndale Bridge, looking Southeast



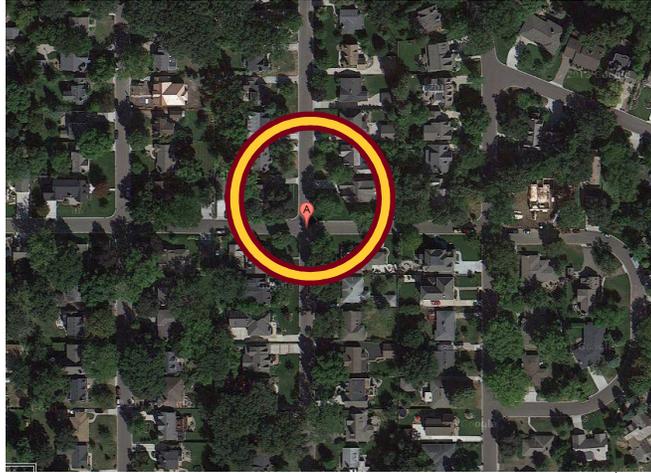
Map : Browndale Bridge

After review, staff recommends that the bridge not be striped, due to a narrowing effect and mixed results on the safety of striping narrow roadways. However, staff recommends that narrow bridge warning signs be placed on the approaches to the bridge.

Section B: Requests on which the Traffic Safety Committee recommends denial

B1. Request for stops signs at W 55th Street and Brookview Avenue

This request was made to the Edina Transportation Commission and has been updated to include non-motorized users at the intersection. Requestor feels that there is a lot of cut through traffic on Brookview Ave that is driving too fast, that the current yield signs on W 55th St. do not reach the desired level of safety, and that hills in the area lead to even more dangerous driving. There are no sidewalks at this location.



Map : Brookview Ave. and W. 55th St.

A 2010 traffic study was done on this intersection, and similar speeds and counts to previous studies show that the area is not experiencing large changes in traffic conditions. West 55th Street has an 85th percentile vehicle speed of 14.6 mph. Brookview has an 85th-percentile vehicle speed of 23.7 mph. Due to requestor concerns that previous requests had not included the children of the area on bicycles, scooters and walking, a video study of the intersection was done. The video study showed that an average of 306.5 users per day of the intersection approached on 55th (including 74.5 pedestrians and 73.5 bicycles), while 418.5 users per day approached on Brookview (including 78.5 pedestrians and 53 bicycles). There is one reported accident at this location.



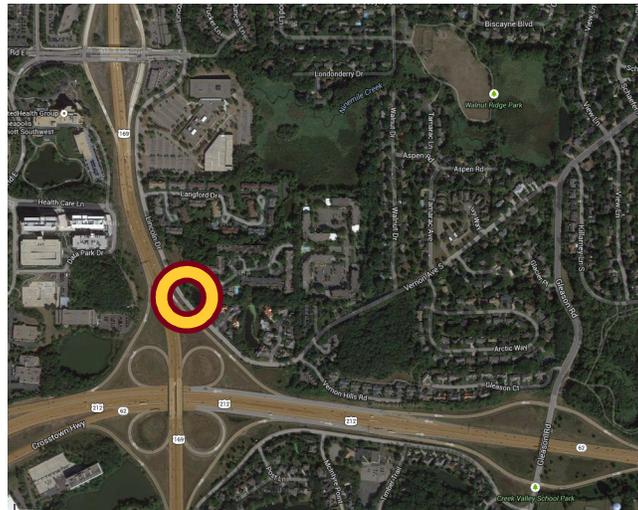
Photo : W 55th St. and Brookview Ave looking north.

Requestor has made similar requests three times in the past five years, all have either been denied or modified (yield signs placed in 2010 to assign right of way). Warrants for stop signs are in Appendix A.

After review staff recommends denial of this request based on lack of warrants. This decision took into account motorized traffic as well as bicycles and pedestrians.

B2. Request for traffic calming on local roads due to 169 construction

Multiple requestors have asked for traffic calming due to traffic being detoured from 169 accesses and to other accesses on local streets. Lincoln Drive's ADT went from 3,826 with an 85th percentile speed of 37.4 mph (2013 MSA count), to an ADT of 5,289 and an 85th percentile speed of 39.3 mph. Other recent requests have mentioned McCauley Trail, as this is part of an official MnDOT detour for 169.



Map : Count of Lincoln Drive

Enforcement is already being done on several of these unofficial or minor detour routes. Staff recommends denial of any physical traffic calming at these areas.

B3. Request for traffic calming (speed bumps preferred) on the Pamela Park South Access Drive

Requestor states that traffic accessing the park is going at high speeds and wishes for traffic calming, along the south access drive of the park. Counts were taken early in the year (end of April) and in midsummer to account for differences in the park's demand. The spring counts had 137 weekday ADT, with an 85th percentile speed of 24.9 mph, 88 Saturday ADT, with an 85th percentile speed of 25.6 mph, and 103 Sunday ADT, with an 85th percentile speed of 24.7 mph. Summer counts had 161 weekday ADT, with an 85th percentile speed of 24.5 mph, 138 Saturday ADT, with an 85th percentile speed of 24.5 and 154 Sunday ADT with an 85th percentile speed of 24.1 mph. The access drive is very narrow at 18.5 feet in width, no accidents have been reported on the access drive in the past five years.



Map : Pamela Park, south access drive



Photo : Pamela Park south access drive, looking north

After review, staff recommends denial of this request, based on low speeds and the planned future construction of a sidewalk/pedestrian trail on the east side of the access drive. Parks and Recreation staff will be consulted regarding this recommendation.

B4. Request for enforcement, speed bumps and “Your Speed Is ...” signs on Monterey Avenue

Requestor states that people often speed up and down the hills on Lynn Ave and Monterey Ave and asks for placement of speed bumps, further enforcement, and the dynamic speed signs on Monterey Ave. Requestor has already been informed that the city does not install speed bumps. Counts were taken on Monterey Ave, with a weekday ADT of 150 vehicles and an 85th percentile speed of 25.2 mph. Neither street has a reported accident in the past five years. There is a significant hill on Monterey Ave (8.75% grade), the condition of the roadway and curves in the roadway, prevented counts nearer to the hill.



Photo : Monterey Ave, midblock, looking north

After review, staff recommends denial of this request, based on the low speeds in the area.



Map : Monterey and Lynn Avenues, star at count location

B5. Request for 15-minute parking in the front of bus bays in the 50th and France area

This request comes from the 50th and France business association. Noting the Mozza Mia patio in the front of a bus bay on 50th St. west of France Ave. the business association has asked for a 15-minute parking / loading zone to be added to the front of the two remaining stalls along 50th in the area. Metro Transit field operations has indicated their preference not to place the stall in the bays, as drivers often do not recognize that there is only one stall.



Map : 50th and France, parking possibilities

However, if a stall is to be placed, Metro Transit does request it be in the rear of the bus bays. Metro Transit's concerns involve curbing their buses, overuse of the parking, and winter use of the bays.

After review, staff recommends denial of this request, based heavily on the advice of Metro Transit, and traffic flow issues that might stem from any abuses of the request.

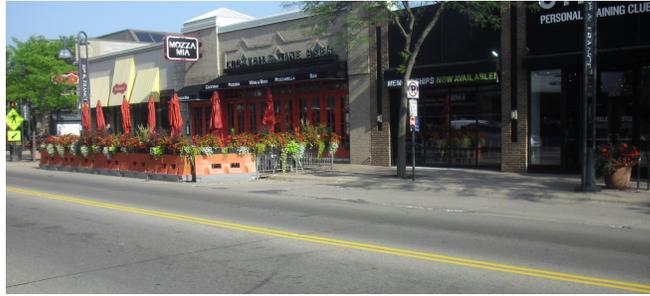


Photo : Mozza Mia patio in bus bay

B6. Request for traffic control at W 51st Street and William Avenue

Requestors note that this intersection is uncontrolled and has become a cut through for traffic from Interlachen Blvd to Vernon Rd, avoiding congestion at the intersection of those two streets. The surrounding area is uncontrolled, one reported accident has occurred in the last five years at this location. Counts were taken at this location, with 51st St having 120 ADT and 85th percentile speeds of 15.8 mph, on Saturday 16.3 mph was the 85th percentile speed. On William, ADT was 139 and the 85th percentile speed was 24.5 mph. Due to parking near and possibly on the counting equipment, these counts have a higher margin of error than is typically associated with counts.



Map : W 51st St. and William Ave



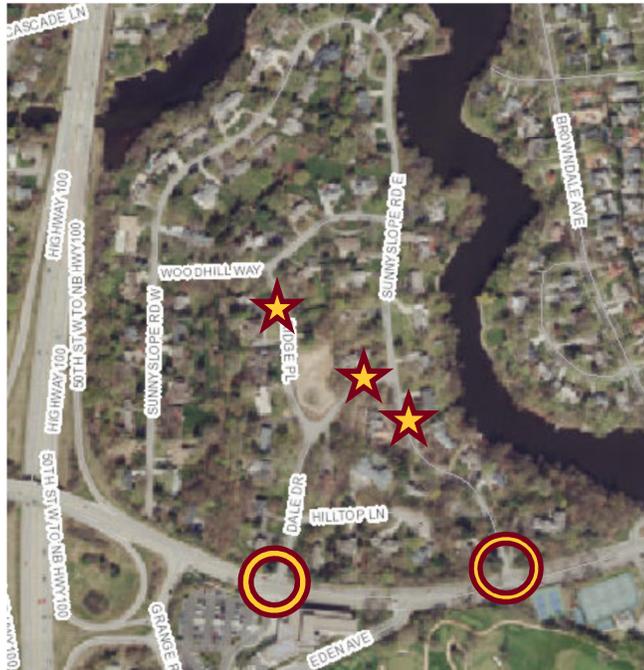
Photo : W. 51st St and William Ave

After review staff recommends denial of this request due to lack of warrants.

B7. Request for traffic calming measures in the Sunnyslope Neighborhood

Requestor notes high speeds in the Sunnyslope Neighborhood and asks for traffic calming in the area. Counts were taken for the stop sign requests, seen below, and resulted in 85th percentile speeds of 19.3 mph, 26.2 mph and 20.0 mph. Requestor also notes a recent, horrific accident of a young driver with a neighbor’s dog, however there are no recorded accidents in this neighborhood in the last five years.

After review, staff recommends denial of this request based on the low speeds observed in the neighborhood.



Map : Sunnyslope Neighborhood, accesses to W 50th St. marked with circles, count locations with stars

B8. Request for stop signs to be placed at Ridge Place and Woodhill Way

Requestor asks for stop signs at this intersection, noting that it is currently uncontrolled, and dangerous. The surrounding area is uncontrolled, counts were conducted on the streets as they approach the intersection, with Ridge having an ADT of 273 and an 85th percentile speed of 20.0 mph. Repeated counter failure on Woodhill Way does not allow for a full picture of the intersection, however in site visits, it became apparent that Woodhill is the minor street at this intersection, with most traffic turning to or from Ridge. During site visits multiple residents voiced their opposition to adding stop signs to this intersection. There have been no accidents at this location recorded in the last five years.



Map : Ridge Pl and Woodhill Way



Photo : Ridge Pl and Woodhill Way

After review, staff recommends denial of this request, based on lack of warrants.

Section C: Requests on which the Traffic Safety Committee recommends for further study

C1. Request for signing handicapped parking by the church's elevator/ accessible entrance

This request comes from the Edina Morningside Church, asking for parking spaces near the accessible entrance of the church to be marked as handicapped only parking. The requested area is along Morningside Road. Typically two parishioners drive themselves, or are escorted up to the church, for services, which leads the requestor to ask for two spaces be reserved for parking and another to be used as a drop off zone. Currently this area is signed as no parking, for 150 feet from the corner of Morningside and Grimes Avenue, which is all-way stop controlled.



Map : Morningside Community Church



Photo : Morningside, looking east, towards Grimes

After review, staff recommends that more measurements be taken to be sure of available space for legal parking between the intersection and the curb's taper.

C2. Request for all-way stop signs on Brookside Avenue and W. 44th Street (possible removal of stop signs at the intersection of Division Street and Brookside Avenue)

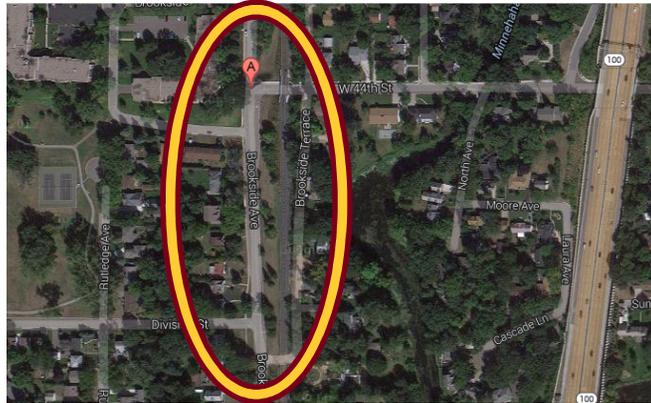
Requestor states that the intersection delay is very high at 44th St and Brookside Ave for those on 44th, where there is a one way stop. The requestor also noted that Division St has an all way stop with Brookside, while it is a more minor street than 44th. Counts were taken and are shown on the diagram in Appendix B. A delay study of 44th was done during the peak hours and total delay over the morning peak was 0.475 hours for 325 vehicles (5.25 seconds per vehicle) and over the evening peak was 1.08 hours for 456 vehicles (8.52 seconds per vehicle). No crashes at



Photo : Brookside at 44th, looking south (towards Division)

the intersection have been reported in the last five years. This location did not meet volume or delay warrants for an all way stop. Application of an All-Way stop is detailed in Appendix A.

After review staff recommends denial of this request, due to lack of warrants. ETC requested that staff study the intersections further, with a focus on vehicle delay.



Map : Brookside Ave. Division St. and W. 44th St.

SECTION D: Other traffic safety issues handled

- D1. Request for a speed study on South Knoll Drive, at View Lane, speeds and counts were recorded and speed study results were forwarded to EPD.
- D2. Request for a handicapped parking/transfer zone at 6426 Xerxes for a woman living in a duplex who is elderly and uses Metro Mobility, referred requestor to Hennepin County which controls signage on Xerxes.
- D3. Request to bar trucks from using Blossom Court as a turnaround for trucks from a tear-down-rebuild project happening on Skyline Drive. Left requestor message referring her to the City's Residential Redevelopment Coordinator.
- D4. Requestor asks for construction equipment on Tamarac to be kept clear of a walking path used by residents. This request was referred to the project's engineering technician.

Appendix A: Stop Sign Warrants (MNMUTCD)

When it is determined that a full stop is always required on an approach to an intersection a STOP (R1-1) sign shall be used. ...

At intersections where a full stop is not necessary at all times, consideration should first be given to using less restrictive measures such as YIELD signs.

The use of STOP signs on the minor-street approaches should be considered if engineering judgment indicates that a stop is always required because of one or more of the following conditions:

- A. The vehicular traffic volumes on the through street or highway exceed 6,000 vehicles per day;
- B. A restricted view exists that requires road users to stop in order to adequately observe conflicting traffic on the through street or highway.
- C. Crash records indicate that three or more crashes that are susceptible to correction with the installation of a STOP sign have been reported within a 12-month period, or that five or more such crashes have been reported within a 2-year period. Such crashes include right-angle collisions involving road users from the minor street failing to yield the right-of-way to traffic on the through street or highway.

Additional warrants from the city of Edina list that:

1. If an intersection experiences five (5) or more right angle accidents in a three (3) year period, stop signs should be considered.
2. If the presence of a sight obstruction is contributing to accidents at an intersection, removal of the sight obstruction should be sought before considering a stop sign.
3. If the 85th percentile speed on any leg of an intersection is more than five (5) MPH over the posted speed limit, a stop sign should be considered for the intersecting street.
4. If traffic volumes exceed 1,000 vehicles per day on each of the intersecting streets, stop signs should be considered.
5. Residential stop signs shall not be installed in an attempt to control speed.
6. Residential stop signs shall not be installed in an attempt to control volume.

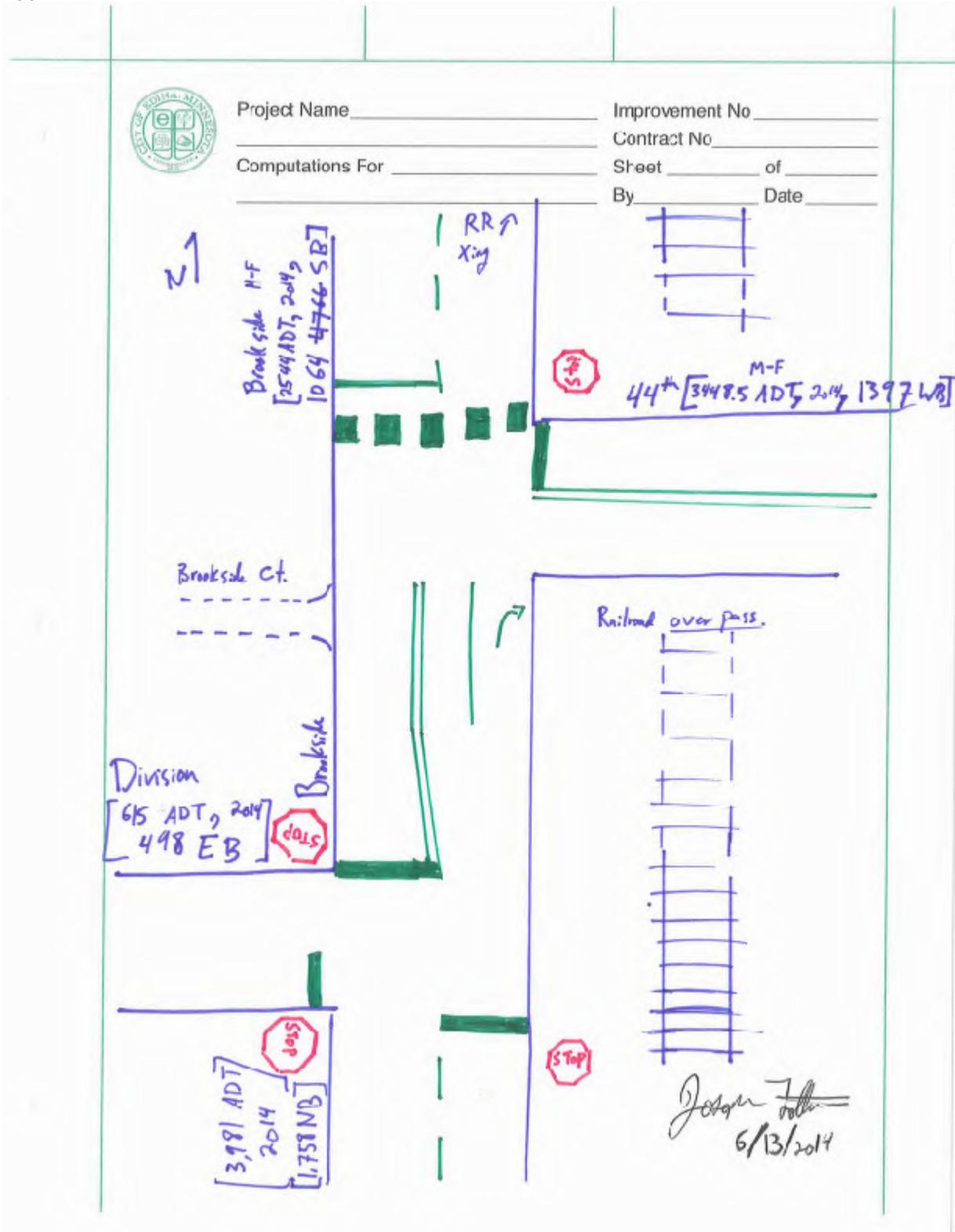
Applicable multi-directional stop control warrant:

Minimum volumes

- a. The vehicular volume entering the intersection from the major street approaches 300 vehicles per day for eight total hours of an average day; and
- b. The combined vehicular, pedestrian and bicycle volume entering the intersection on the minor street approaches averages at least 200 units per hour for the same eight hours, with an average delay to minor-street vehicular traffic of at least 30 seconds per vehicle during the highest hour.

Consideration should also be given to controlling turns, pedestrian conflicts, and sight-distances for stopped vehicles.

Appendix B: Brookside and Division/44th



**MINUTES OF
CITY OF EDINA, MINNESOTA
TRANSPORTATION COMMISSION
COMMUNITY ROOM
SEPTEMBER 18, 2014
6:00 P.M.**

ROLL CALL Answering roll call were members Bass, Boettge, Campbell, Janovy, LaForce, Nelson, Olson, Rummel, Spanhake and Whited.

ABSENT Member Iyer.

New student members Ana Rummel and Jack Campbell were introduced and welcomed.

APPROVAL OF MEETING AGENDA

Motion was made by member LaForce and seconded by member Whited to approve the amended meeting agenda. All voted aye. Motion carried.

APPROVAL OF MEETING MINUTES

REGULAR MEETING OF AUGUST 21, 2014

Motion was made by member Janovy and seconded by member Whited to approve the amended minutes of August 21, 2014. All voted aye. Motion carried.

COMMUNITY COMMENT

Adam Gildner, 5436 Brookview Avenue, said he was in attendance to provide an update to the ongoing requests from residents for a 4-way stop sign at 55th & Brookview. Mr. Gildner said a request was made June 2010, March 2011 and again in July 2014. He said he understood that the criteria was not met to warrant installing stop signs but believes special consideration should be given because of the near-miss accidents that are seen almost daily. He said there is broad support in the community for control improvements at the intersection which he believes would be low cost and easy to fix (he stated that there is not a speed issue).

REPORTS/RECOMMENDATIONS

Traffic Safety Committee Report of August 13, 2014

A.1. Planner Nolan was asked why the video study was done during the mid-day when the busiest is the mornings and evenings and he said this was probably due to availability of the camera. Discussion ensued about members' experiences and observations of the intersection and the consensus was that an alternative to stop sign was needed. Traffic calming in general will be added to a future agenda for discussion.

A.2. Planner Nolan was asked about the proposal and he said it was for installation of the north-leg crosswalk (west-leg has existing crosswalk).

B.1. Member Janovy said she did not see the reason for denying warrants. She recommended a better explanation for the denial and moving the request to Section C to review the warrants more critically.

B.2. The consensus was that traffic calming was needed instead of stop signs. Traffic calming will be discussed at a future date not just for this intersection but to address citywide concerns.

B.3. The posted speed limit is 30 mph and planner Nolan explained that this was a temporary situation that would be corrected before staff could implement anything.

B.4. Member Janovy suggested forwarding this request to Park & Recreation.

C.7. Planner Nolan said the City does not have a policy for handicap permit parking.

D.1. This request is partially related to TH-169 reconstruction.

**Motion was made by member Janovy and seconded by member LaForce to approve the August. 13, 2014, Traffic Safety Committee Report with the following amendment: move B.1. to Section C and refer B.4. to the Park and Recreation Department.
All voted aye.
Motion carried.**

Draft Sidewalk Facilities Plan

Planner Nolan said the Planning Commission (PC) will be holding a public hearing on Oct. 22 for feedback on the plan. He said the PC is holding the public hearing because City Council plans to amend the Transportation Comprehensive Plan to include the Sidewalk Facilities Plan immediately upon approval and the PC is the authorized body to handle this.

Planner Nolan said the plan was developed with input from the ETC, Living Streets Advisory Group, and Engineering staff. He said staff reviewed each sidewalk and supporting data and some were removed or added based on supporting criteria.

Feedback provided by the ETC included the following:

- If City Council approves this plan, the sidewalk on Valley View Road that was not approved as part of Birchcrest B Neighborhood Roadway Reconstruction should be included in construction next year because it is on the plan for installation.
- Be transparent with the data for each sidewalk; verify that the sidewalks on the plan are the ones that make sense; do they advance the vision of the community for the residents to be able to travel safely, independently and have mobility; is the right criteria being used; does it create a network. Consensus was yes and it is a plan that can change in the future if needed.
- Staff did a good job of using supporting data for the sidewalks that are included.
- Revise page 2, 3rd paragraph to read 'Sidewalks and paths provide safe movements for individuals of all ages *and many abilities.*'
- Should the plan state construction schedule? Planner Nolan said the Living Streets Plan is probably a better place to talk about construction schedule.
- Planner Nolan was asked if Park & Recreation was included and he said staff is having ongoing conversation with Director Kattreh.
- In addition to including supporting data, also include what hasn't been decided yet, for example, the side of street the sidewalk will be on.
- City Council should hold the public hearing and then forward the approved plan to the PC for inclusion in the Comp Plan. The concern is that the plan is the ETC's responsibility and not the PC's. There are probably legal and philosophical reasons for amending the Comp Plan but it does not need to be done immediately.
- Can the ETC and PC have a work session to make sure the PC understands the ETC's vision of the plan since they are taking public comments?
- This plan is very different than the previous sidewalk map; are sidewalks prioritized? Planner Nolan said the understanding is that Active Routes to School will get priority.
- What is the risk of the PC holding the public hearing? Residents may feel short-changed if they are not heard directly by the City Council. It needs public acceptance and if it appears that they did not reach out to the public it could backfire.
- A risk might be that certain sidewalks are taken out. Planner Nolan said he was led to believe the PC would not do this.

**Motion was made by member Janovy and seconded by member Olson to recommend approval of the Sidewalk Facilities Plan, and whereas, the plan reflects thoughtful construction of criteria, is data driven, and most importantly is consistent with the vision and value of supporting the transportation needs of all residents.
All voted aye.**