



City Of Raleigh  
NORTH CAROLINA

January 19, 2017

MEMO TO: Transportation and Transit Committee  
FROM: Tansy Hayward, Assistant City Manager *TJH*  
SUBJECT: January 24, 2017 Transportation and Transit Committee Meeting

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**I. Item 15-01 Neighborhood Traffic Management Program Policy (6/14/16)**

This item was discussed at the December 13, 2016 Transportation and Transit Committee. Attached are additional materials including a high level summary memo and two more detailed staff reports. A representative from the Transportation Department will be at the meeting to recommend policy and process changes that would supplement the current multi-way stop considerations provided by the Manual on Uniform Traffic Control Devices. Staff will also facilitate a discussion about potential changes to the neighborhood streetscape policy to address alternative design elements and temporary installations.

(Attachment I)

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**Municipal Building**  
222 West Hargett Street  
Raleigh, North Carolina 27601

## TRANSPORTATION AND TRANSIT COMMITTEE AGENDA

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The Transportation and Transit Committee will meet on **Tuesday, January 24, 2017 at 3:00 P.M.**

Location: Room 305, Raleigh Municipal Building, 222 West Hargett Street, Avery C. Upchurch Government Complex, Raleigh, North Carolina. For information call 919-996-3040 (City Clerk's office) or 919-996-3070 (City Manager's Office).

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**All the following items are pending in Committee; however, only those items that are shown in bold print will be discussed during this meeting.**

**I. 15-01 Neighborhood Traffic Management Program Policy (6/14/16)**

The following items were referred from the January 3 and 17, 2017 City Council meetings:

NONE

\*\*\* Council Chamber is Assistive Listening System equipped. Deaf and hearing impaired individuals needing interpreter services should provide 48-hour notice by calling 919-996-3100 (voice) or 919-996-3107 (TDD). \*\*\*

**NOTE:** The agenda backup will be available after 4:00 p.m. on the Friday preceding the meeting. CTRL + Click on the link below to access the City Council Committees page on the City of Raleigh Web site.

<http://www.raleighnc.gov/government/content/BoardsCommissions/Articles/CityCouncil.html>



# CITY OF RALEIGH, NORTH CAROLINA

## Transportation and Transit

### ONE-PAGE SUMMARY

**AGENDA ITEM:**

Transportation and Transit Committee – Neighborhood Traffic Management Program Policy

**COMMITTEE DATE:**

1/24/2017

**ORIGIN OF ITEM:**

Referred by Councilor Mary-Ann Baldwin at October 25, 2016 Transportation and Transit Committee

**DEPARTMENT CONTACT:**

Jed Niffenegger, PE, Senior Transportation Engineer, 919-996-4039  
Jason S. Myers, AICP, Senior Transportation Planner, 919-996-2166

**DESCRIPTION/SUMMARY:**

At the December 13, 2016 Transportation and Transit meeting, Committee members reviewed staff research about city strategies to supplement the existing policy for multi-way stop control and potential policy options and approaches, as well as to add specific provisions to the neighborhood streetscape policy to address alternative design elements and temporary installations. Staff will recommend city strategies and options for consideration.

**BUDGET IMPACT (FUNDING SOURCE/BUDGET ACTION):**

No Impact. Funding is currently sourced from prior Transportation Bonds and Capital Improvement Project.

**RECOMMENDATION:**

More detailed analysis is included in the attached memorandums. Summaries of key discussion items for both sub-items are below:

For the Multi-Way Stop policy options and approaches, staff recommends the Committee consider adoption of a new multi-way stop policy. Three potential policy considerations will be reviewed including:

1. "Raleigh" specific multi-way stop control criteria and considerations
2. An administrative reconsideration process
3. A process to request stop sign removal

For the Neighborhood Streetscape process, staff will recommend some potential processes changes and seek Council feedback about:

- Installation of temporary traffic calming treatments
- Communications strategies and tools
- A Conceptual Design Process

**ALTERNATIVES:**

Please see the attached reports for details.

**Transportation and Transit Committee**  
**Item 15-01 Neighborhood Traffic Management Program Policy**

**Background**

At the October 25, 2016 City Council meeting, Councilor Baldwin, Chair of the Transportation and Transit Committee recommended that staff review the current multi-way stop policy. This item and others were heard at the December 13, 2016 Transportation and Transit Committee meeting. At this meeting, staff was instructed to investigate a new multi-way stop policy that put more emphasis on complete street elements such as pedestrian activity, bicycle traffic, proximity to parks, greenways and transit stops.

**Current Multi-way Stop Control Policy**

The current policy for multi-way stop follows the guidelines in the Council adopted Manual on Uniform Traffic Control Devices (MUTCD). The major criteria or warrants in this manual are based on three major items with vehicular volumes and crashes being the two most significant. The volume warrants have minimums that should be met before consideration is given. These minimums are used to ensure a condition is not created where vehicular traffic is impacted by stop control on the major road. Elements such as pedestrian activity and a neighborhood's overall network/characteristics are considered, but are classified as minor warrants in the MUTCD.

Over the last 5 years, staff has conducted approximately 313 evaluations with only 9 locations meeting the criteria in the MUTCD (2.8%). The reason for approximately 90+% of these intersections failing to meet warrants is due to the minimum vehicular volume requirements.

Year	Multi-way Stop Requests	Multi-way Stop Installations Recommended
2012	55	6
2013	76	3
2014	80	4
2015	47	3
2016	55	3
Totals	313	19

**Proposed Policy**

Many of the engineering publications and manuals were designed and written with a vehicular centric slant. With the adoption of the Complete Streets policy, the City has placed higher importance on other modes of transportation than in the past. Therefore, if a new multi-way stop policy is adopted, it should align with the Complete Streets policy and other components of the City's Strategic Plan.

Per the Committee's direction for staff to investigate a "Raleigh" specific multi-way stop control policy, staff proposes the following:

1. Conduct an engineering evaluation including collection of vehicular volumes, review of crash history, and ensure there are sufficient sight lines. Unlike the MUTCD there will be no minimum volume requirements. At the same time, staff will evaluate potential locations to ensure a multi-way stop would not benefit a very small number of individuals at the detriment of a much larger majority (assuming no other factors listed below).
2. Place a higher importance on context as it pertains to the overall neighborhood network. This is important in denser and older neighborhoods where some multi-way stops may already exist. Older neighborhoods tend to have large amounts of on-street parking as well as mature trees. These factors, combined with smaller turn radii used in older neighborhoods, can make the sight distance feel less than adequate.
3. Place a higher importance on bicycle and pedestrian activity plus trip generators such as nearby schools, parks, greenway trailheads, transit stops, shopping centers, etc.

If adopted, these new criteria will only be applicable for streets that are classified as residential or collector streets. Under the UDO the Street Classification names changed to a new Street Typology. The new equivalents are Neighborhood Local, Neighborhood Street, and Avenue-Two Lane. Since some of the larger street classifications fall on the NCDOT State Highway System, the City would have to follow the NCDOT adopted MUTCD warrants for multi-way stop control. Although this might be a little inconsistent, it will ensure context sensitive engineering is applied since residential-type streets function differently than higher volume roads which are intended to move traffic.

To provide some context, 25 multi-way stops evaluations have been conducted so far this fiscal year. Using the MUTCD criteria/warrants, none of the intersections were recommended for multi-way stops. Staff performed a quick re-evaluation of the same 25 intersections using the new the proposed policy and would recommend approximately 17 (68%) of these intersections receive multi-way stops. It should be noted that some of the requested locations fall on top ranked corridors that may receive traffic calming treatment this upcoming year. Multi-way stops will be discussed at future community design meetings in case the residents prefer that option over a project. This was not factored into the intersection re-evaluations since the exercise was intended to demonstrate the difference between the existing and the proposed policies. Attachments A and B are included in the back of this report to illustrate five requested locations that did not meet warrants under the current policy. Using the proposed policy, three of the five intersections would be recommended for multi-way stop control.

### **Appeals Process**

As with any evaluation, the requestor may not agree with the findings. Currently, there is no appeals process for intersections that fail to meet the MUTCD warrants for multi-way stop control aside from a resident petitioning City Council. As part of this proposed

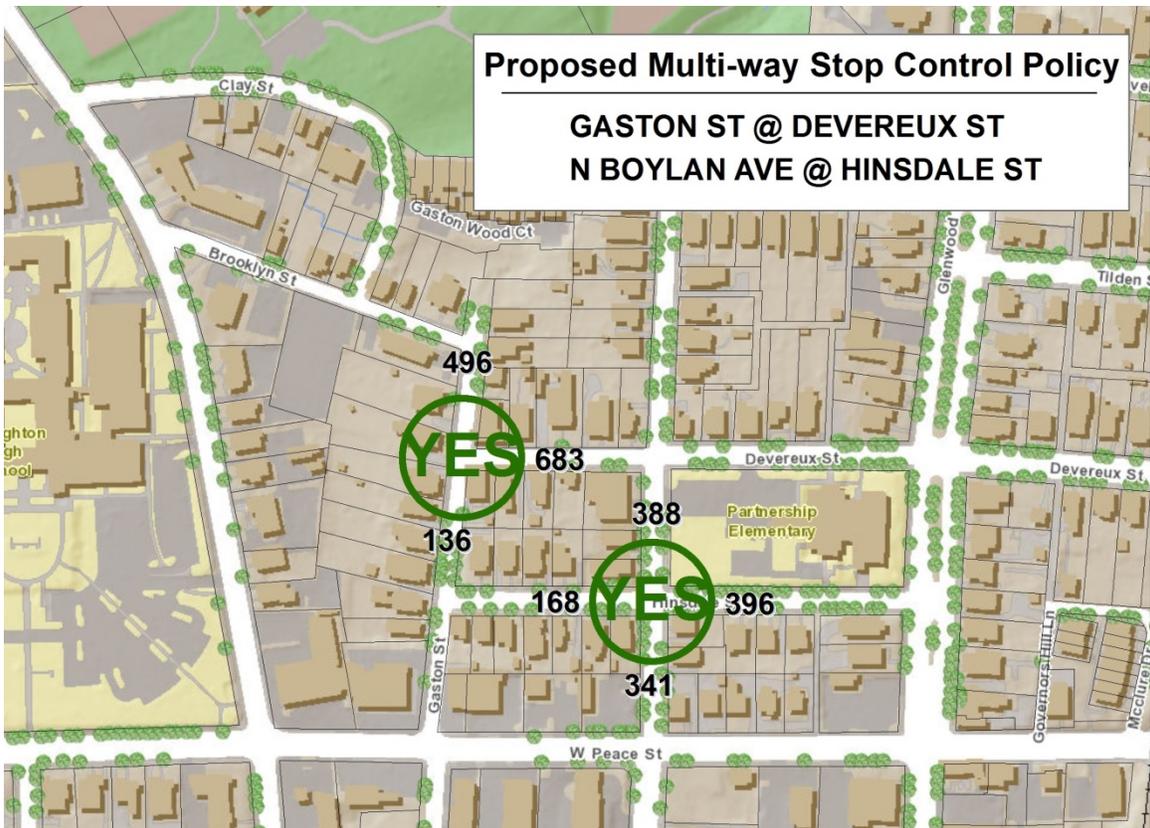
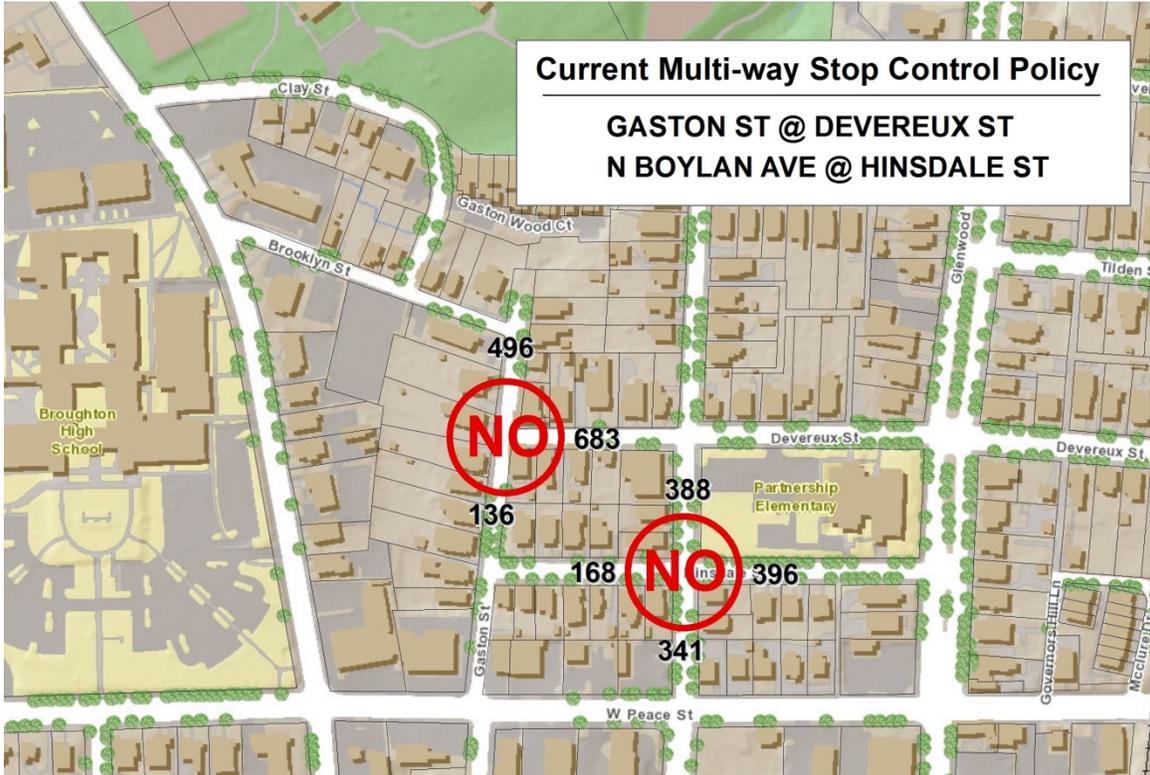
policy revision, staff would suggest a more formal procedure be adopted. This can be handled on a staff level. If an intersection fails to qualify, staff will let the requestor know the results and reasons for the denial. If the requestor has objections, they can appeal the results. The appeal process will be handled by the Director of the Department of Transportation and may take up to a month so background can be provided and a field visit can be made.

If adopted, the new policy will likely result in more multi-way stops. As with anything, there is always a risk in allowing one individual to be the catalysis for change. A change such as a multi-way stop might not align with the desires of the overall community. A possible way to mitigate this is to employ another appeals process. If a resident is unhappy with the installation of a multi-way stop, they can request a removal. As with any change, it takes time for traffic patterns to normalize. Staff would suggest if an appeals process for removal of a multi-way is adopted, the stop signs would need to be in-place for at least a two-year period. This will allow time for traffic patterns to adjust and ensure City resources are not wasted. After that time, if requested, staff would perform an investigation to determine if an unsafe condition would not be created by removing the multi-way stop. If not, staff could mail ballots to properties within 500' of the subject intersection. A successful show of support for removal could match other NTMP criterion, which is 60% of ballots returned with 70% in favor of removal.

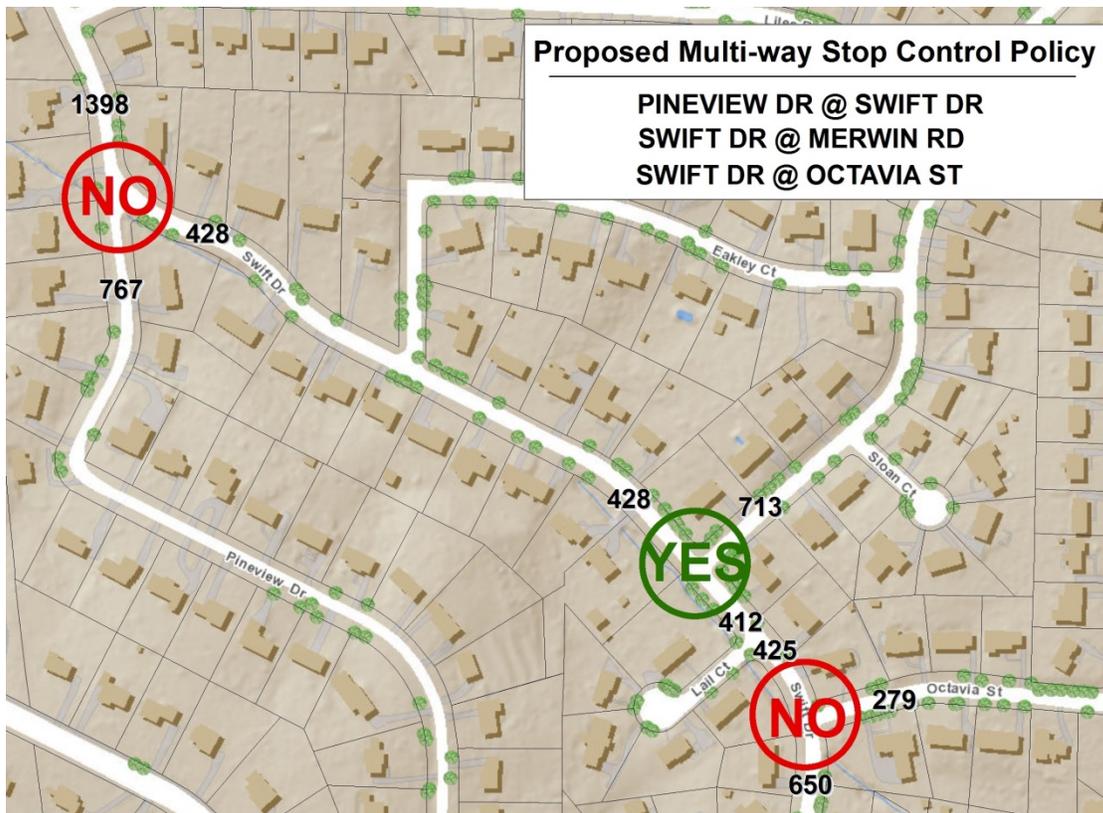
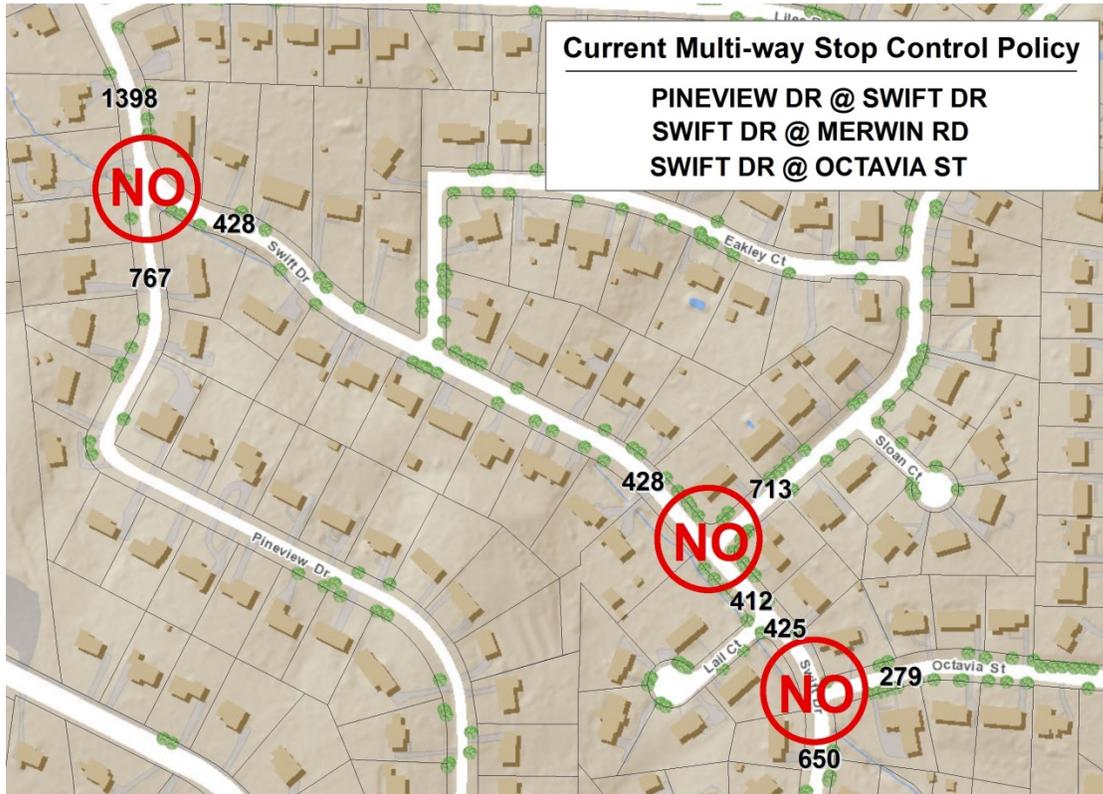
### **Staff recommendations**

Per the Committee's request, staff prepared a more comprehensive multi-way stop control policy that better aligns with the City's Complete Streets policy and Strategic Plan. The proposed policy would only be applicable to lower volume roads, which are predominately residential. The policy would also include an appeals process if the requestor disagreed with staffs' findings. Lastly, the policy could include an appeals process for removal. Staff would suggest a two year time period be required before this would be applicable. Staff would also suggest that a ballot system be used like in other areas of the NTMP for any possible removal.

Attachment A



## Attachment B





## *City of Raleigh* *North Carolina*

January 17, 2017

### **MEMORANDUM**

**TO:** Michael Rogers  
Director, Department of Transportation

**FROM:** Jason S. Myers, AICP  
Senior Transportation Planner

**SUBJECT:** Neighborhood Traffic Management Program – Major Projects

At the December 13, 2016 meeting of the City Council's Transportation and Transit Committee, staff received feedback on the Neighborhood Traffic Management Program (NTMP). The Committee directed staff to develop NTMP policies and procedures that modify the planning process for Neighborhood Streetscapes and consider using temporary traffic calming treatments as an interim measure.

#### **Installation of Temporary Traffic Calming**

Office of Transportation Planning (OTP) Staff recently met with Chris McGee to discuss the ability of Transportation Field Services (TFS) staff to install temporary traffic calming treatments and manage inventory associated with the program. The conclusion is that TFS can manage a small number of projects (three or less) in the next year by using temporary workers with minimal crews. If program demands increase in the future, additional field forces will be needed. Managing an inventory of temporary treatment materials will be manageable based on available space at our Central Operations facility. OTP staff will meet with Traffic Engineering staff to plan for the procurement of these materials.

#### **Communications**

In the next month, Raleigh Department of Transportation (RDOT) staff will discuss the program with the Communications Department. Recent changes to the NTMP also involve changes to communication strategies. Additional communication tools, particularly internet tools for citizen input, will likely be required to implement the committee's direction.

#### **Conceptual Design Process**

Staff is evaluating means to improve the conceptual design process for Neighborhood Streetscape projects. Past practices led to an engineering design process that couldn't directly

build off of the conceptual design. Changes are warranted in order to improve the precision of the plans for each project while streamlining the project delivery timeline.

Staff believes this can be accomplished by developing 25% plans based on available GIS data. Doing so should significantly simplify the ability to complete final plans by Engineering Services staff. A temporary installation using removable materials can utilize these 25% plans provided they are sealed by a licensed professional engineer.

RDOT staff will meet with Engineering Services and Urban Design Center staff in order to define clear roles and responsibilities for delivering Neighborhood Streetscape projects in the coming year. Future roles and responsibilities may depend on the level of resources devoted to this portion of the NTMP program in future capital and operating budgets.

If you have any questions about this program, please contact me.

Cc: Ken Bowers, AICP  
Richard Kelly, PE  
Eric J. Lamb, PE  
Chris Johnson, PE  
Chris McGee, PE