

COUNCIL WORKSHOP ITEM

ITEM: File #21-02
DATE: November 1, 2002
PREPARED BY: Dorin Fera, Traffic Manager
PURPOSE: To Amend Ordinance to Include Yield Signs on northbound and southbound Linscott Avenue at Franklin Street.

DISCUSSION:

Requests have been received to investigate and recommend, if necessary, regulatory traffic control for the Franklin Street and Linscott Street intersection. This intersection is currently uncontrolled. Prince Pond and the adjacent play lot are located in the southeast quadrant of the intersection. The north and west approaches at this intersection are brick-paved. The posted speed limit on Linscott Street is 25 miles per hour (mph) north of Franklin Street, and not posted to the south. Franklin Street has no posted speed limit.

The Parking and Traffic Commission recommends the installation of regulatory control in the form of Yield Signs to be installed at the northwest and southeast corners of the intersection of Linscott Avenue and Franklin Street, regulating northbound and southbound traffic on Linscott Avenue.

ATTACHMENTS:

Recommendation of Parking and Traffic Commission – October 9, 2002

October 9, 2002 Minutes of the Parking and Traffic Commission, File #21-02 discussed on Pages 11-19

AN ORDINANCE AMENDING TRAFFIC PROVISIONS AT THE INTERSECTION OF LINSOTT AVENUE AND FRANKLIN STREET

RECOMMENDATION:

Place this item on the Workshop Agenda for November 12, 2002 for Council review and consideration.



<http://www.vil.downers-grove.il.us>

October 10, 2002

MAYOR BRIAN KRAJEWSKI AND COUNCIL MEMBERS

RE: P & T File # 21-02 Regulatory Control at the Intersection of
Linscott Avenue and Franklin Street

Dear Mayor Krajewski and Council Members:

On Wednesday, October 9, 2002, the Parking and Traffic Commission adopted the following motion:

COMMISSIONER KREN MOVED TO RECOMMEND TO THE VILLAGE COUNCIL THE INSTALLATION REGULATORY CONTROL IN THE FORM OF YIELD SIGNS TO BE INSTALLED AT THE NORTHWEST AND SOUTHEAST CORNERS OF THE INTERSECTION OF LINSCOTT AVENUE AND FRANKLIN STREET, REGULATING NORTHBOUND AND SOUTHBOUND TRAFFIC ON LINSCOTT AVENUE. HE FURTHER RECOMMENDED THE INSTALLATION OF SIGNAGE INDICATING PRINCE POND PARK ON EASTBOUND AND WESTBOUND FRANKLIN STREET. STAFF WAS ALSO DIRECTED TO WORK WITH THE PARK DISTRICT REGARDING THE INSTALLATION OF A FENCE TO SURROUND THE PLAYGROUND AREA.

COMMISSIONER THURSTON SECONDED THE MOTION.

**Roll Call: AYE: Mr. Kren, Mr. Stapleton, Mr. Thurston,
Mr. Wendt and Chairman Johnson.**

NAY: Mr. Carlquist.

Motion Carried: 5:1

Requests have been received to investigate and recommend, if necessary, regulatory traffic control for the Franklin Street and Linscott Street intersection. This intersection is currently uncontrolled. Prince Pond and the adjacent play lot are located in the southeast quadrant of the intersection. The north and west approaches at this intersection are brick-paved. The posted speed limit on Linscott Street is 25 miles per hour (mph) north of Franklin Street, and not posted to the south. Franklin Street has no posted speed limit.

Sincerely,

Ross Johnson, Chairman
Parking & Traffic Commission
VILLAGE OF DOWNERS GROVE

RJ/cc

**COMMUNITY RESPONSE
CENTER**

630.434.CALL (2255)

CIVIC CENTER
801 Burlington Avenue

Downers Grove
Illinois 60515-4776
630.434.5500
TDD 630.434.5511
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**FIRE DEPARTMENT
ADMINISTRATION**
6701 Main Street
Downers Grove
Illinois 60516-3426
630.434.5980
FAX 630.434.5998

POLICE DEPARTMENT
825 Burlington Avenue
Downers Grove
Illinois 60515-4783
630.434.5600
FAX 630.434.5690

**PUBLIC WORKS
DEPARTMENT**
5101 Walnut Avenue
Downers Grove
Illinois 60515-4074
630.434.5460
FAX 630.434.5495

**DEPARTMENT OF
SOCIAL AND HEALTH SERVICES**
842 Curtiss Street
Downers Grove
Illinois 60515-4761
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NEW BUSINESS

File #21-02 Regulatory Control at the Intersection of Linscott Avenue and Franklin Street

Chairman Johnson read the staff report for File #21-02.

BACKGROUND

Requests have been received to investigate and recommend, if necessary, regulatory traffic control for the Franklin Street and Linscott Avenue intersection. This intersection is currently uncontrolled. Prince Pond and the adjacent play lot are located in the southeast quadrant of the intersection. The north and west approaches at this intersection are brick-paved. The posted speed limit on Linscott Avenue is 25 miles per hour (mph) north of Franklin Street, and not posted to the south. Franklin Street has no posted speed limit.

STUDY

Staff has measured and observed vehicular traffic traveling at this intersection and the nearby streets as well. Traffic information that has been gathered has been compared to warrants as suggested by the Manual on Uniform Traffic Control Devices (MUTCD-2001 edition). Based on the Village street classification map, both of these streets are local. The Average Daily Traffic (or ADT) volume on Franklin Street is 500 vehicles per day east of and 350 vehicles per day west of Linscott Avenue. On Linscott Avenue, the ADT volumes are 360 vehicles per day south of and 350 vehicles per day north of Franklin Street. The volumes on both streets are significantly lower than the typical Village average of 800 vehicles per day.

The 85th percentile speed observed along Franklin Street is 28 miles per hour east of and 27 miles per hour west of Linscott Avenue. On Linscott, the 85th percentile speed is 27 miles per hour, both north and south of Franklin Street. Sight distance has been observed to be sufficient in all directions. Within the last 3-1/2 years, there were a total of three vehicular crashes at this location: two were intersection-related crashes; with one turning and one angle type accident. None of these resulted in injuries. The third accident was a fixed object type. All of these occurred during winter weather conditions.

In accordance with the MUTCD warrants for a multi-way stop, an average of 300 vehicles per hour entering from the major street for 8 hours of an average day, or a combination of 200 vehicles/pedestrians/bicycles entering from the minor street, or if five or more accidents occurred during the last 12-month period, would warrant multi-way stop control.

The intersection is located within a low-volume, low speed area of streets within town. However, that fact does not prevent occasional motorists from exceeding the safe operating speeds here. The MUTCD requirements for multi-way stop control are far from being satisfied, and therefore should not be considered at this intersection. The requirements for 2-way STOP control or Yield control are also not satisfied.

Based on engineering judgment, the existing traffic operation at this intersection is sufficient. While staff is concerned for the safety of both motorists and the public that may utilize the park and pond area, the installation of unwarranted traffic controls is not recommended. Clearly, the vast majority of the motorists are observing the safe driving conditions in this area, with the current uncontrolled intersection.

RECOMMENDATION

It is Staff's judgement, based upon detailed observation that this intersection is operating within safe parameters. Based upon the data collected, it is staff's position that no regulatory control is needed at the Franklin Street and Linscott Avenue intersection.

Chairman Johnson asked Mr. Fera if he had anything to add to the staff report.

Mr. Fera clarified that one of the turning accidents included in the report actually occurred north of the intersection. The accident was a turning maneuver into a private driveway during the winter months. There has only been one intersection related accident.

Chairman Johnson expressed concern over the sight distance issue associated with the fence located on the northwest corner of Franklin Street and Linscott Avenue.

Mr. Fera concurred with Chairman Johnson's concern.

Chairman Johnson welcomed audience members to come forward with any questions or comments.

Mr. Ron Sandack, 4833 Linscott Avenue, expressed his concern regarding the safety of the intersection. He took exception to some of the findings and conclusions of the staff report. He stated that the accident north of the intersection occurred in front of his property. He stated the accident did not occur during winter months it actually occurred three months ago. He stated that more significantly he would like the Commission to take into consideration Prince Pond improvements over the last year. The park is now a high density pedestrian location. Lights have been erected, improvements made around the entire pond and park equipment improved. He said that the report states that the vehicle, pedestrian and bicycle density is 200 people per day. He feels that this number is much higher during summer months particularly during weekends.

He further stated that posting advisory signs would be beneficial to the area. He requested the Commission to air on the side of caution and safety.

Mr. Fera stated that the traffic accident data compiled only through July, 2002. It is likely then, that this latest accident was not transmitted from the Police Department to Public Works; such data updates are generally made quarterly.

Mr. Chuck Kaufmann, 4837 Linscott Avenue, stated that the pond, park and entire area around Prince Pond have been revitalized over the last couple of years. Residents now visit the park from all areas not just within walking distance. He questioned when the traffic counts were taken. He stated from his knowledge the count was taken during a 24 hour period from Monday to Tuesday. He does not feel this time frame is sufficient to accurately count the number of vehicles present at the intersection.

He further stated that he does not feel there is a visibility issue with the fence located on the northwest corner. He feels that if vehicles would reduce their speed they would have better sight distance.

Mr. Ken Vromen, 4836 Saratoga Avenue, stated that he has lived at his residence for over two years. He said that the right of way at Franklin Street and Linscott Avenue is not clear. He has witnessed several near miss accidents at the intersection. He stated there is not any regulatory control present from Main Street to Oakwood Avenue. He feels that all north south streets should have some type of regulatory control.

Ms. Amy Nemeth, 4836 Linscott Avenue, stated that she resides at the northwest corner of Franklin Street and Linscott Avenue. She said the fence in question is on her property. She questioned the highest rate of speed in the traffic study.

Mr. Fera replied that he did not have the print out available at this time. He said for the most part the speeds were skewed toward the 19 m.p.h. – 25 m.p.h. speed limit. There were a few speeds higher than this range. Staff was present to observe mid day activity. He feels that most of the conflict is present during early morning or late afternoon rush hours.

Ms. Nemeth said that it does not appear that a vehicle, pedestrian and bicycle study had been completed. She feels that with the number of pedestrians present this study should be completed. She questioned if the park was taken into consideration in the study.

Chairman Johnson stated that in determining certain devices there are judgement factors in place. He said public gathering places are always a consideration.

Ms. Nemeth said that she agrees with Mr. Sandack that the Commission should air on the side of caution.

Mr. Stephen Nemeth, 4836 Linscott, stated that his main concern is the close proximity of the playground equipment and park to the street. He feels that an average speed of 27 m.p.h. is not a safe speed for vehicles to be traveling. He feels the installation of cautionary signs would be appropriate.

Mr. Fera stated that the purpose of Commission meetings is to gather additional information relating to the agenda topics. He said that he was unaware of the high vehicle and pedestrian traffic at the park. He said that he appreciates resident input as it is useful information to have in making determinations.

Chairman Johnson said that the Franklin Street and Linscott Avenue intersection was brought to the Commission's attention 10 to 12 years ago for the same reason. At that time there was a split vote as to take any action on regulatory control. He referred to an earlier comment by Mr. Vromen regarding the lack of regulatory control from Main Street to Oakwood Avenue along Franklin Street. He feels this works well as most intersections are "T" intersections with Franklin Street. This generally requires vehicles

from the minor leg of the intersection to slow down or stop at the intersection. Linscott Avenue and Middaugh Avenue are the only streets that are not a "T" intersection. He feels Linscott Avenue and Franklin Street has always been a dangerous intersection, especially now due to the use of the park. He feels the count of 200 pedestrians may be high and the intersection may not warrant regulatory control. He feels the fence on the northwest corner creates a sight distance issue.

Mr. Kaufmann stated that his dining room window overlooks the pond. He moved into his current residence prior to the pond improvements. He has noticed that traffic patterns have increased since completion of the improvements especially on Saturdays. He indicated that he would like to see advisory signage installed.

Commissioner Thurston stated that he resides on Middaugh Avenue and has observed the history of Prince Pond for years. He has two major concerns over the intersection; the first being the high activity at the park. There is a high volume of people walking to the park along Franklin Street, Linscott Avenue and Middaugh Avenue. He expressed concern over the close proximity of the park to the street, which was discussed by Mr. Nemeth. He said that the park is utilized during the summer months as well as the winter months for ice-skating. The brick streets are a safety hazard as they are slippery during the winter months. He feels pedestrian traffic should be included in the traffic volume counts.

He further stated that the intersection requires regulatory control of some type due to the change in character over the last couple of years. He is uncertain whether stop signs or yield signs should be installed. He also feels advisory signage should be posted.

Commissioner Wendt questioned which streets pedestrians were using. He also asked if the type of cautionary signage would include painting the streets.

Commissioner Thurston responded that there is heavy pedestrian traffic on all streets. The major crossing into the park is on the south side of Franklin Street and on the east side of Linscott Avenue. From his observation these appear to be the major pedestrian traffic patterns. He understands that the intersection does not meet the standards for placement of regulatory control but feels due to the circumstances yield signs may be warranted.

He further stated that with the close proximity of the park to the roadway it would not take much for a vehicle to end up in the playground area. He questioned the possibility of the Park District placing some protective fencing or large stones around the park as a safety measure.

Commissioner Kren concurred with Commissioner Thurston that yield signs should be installed at the intersection.

Commissioner Thurston stated that some signage should be placed on Franklin Street indicating the park or pedestrian traffic. He has noticed that traffic has increased on westbound Franklin Street since the installation of the traffic signal at Main Street and Franklin Street.

Mr. Schiller said that signage could be installed without Village Council approval. There are standard cautionary playground signs which could be posted on Franklin Street.

Commissioner Wendt questioned if Village Council approval was required to paint cautionary signage on the roadway.

Mr. Schiller replied that Linscott Avenue is a brick street and cannot be painted. A dedicated painted crosswalk on Franklin Street would require Village Council approval.

Commissioner Kren said that he would initially like to see yield signs installed.

Ms. Nemeth asked if a two way stop sign was completely out of the question. She feels a yield sign would be acceptable but a stop sign would be a better option.

Chairman Johnson said his preference would be the installation of a stop sign. He feels the yield sign theoretically provides the effect of a stop sign.

Commissioner Stapleton asked if a request could be made to the Park District to place a protective barrier around the park.

Mr. Schiller replied that a written request could be made to the Park District.

Commissioner Wendt stated the Park District constructed split rail fences on Dunham Road south of 71st Street as a safety measure. The split rail fences were also installed on Concord Drive across from Camden Drive.

Mr. Schiller said these sites could be used as samples in the request.

Mr. Kaufmann said there are approximately six to eight wooden blocks on Franklin Street. He assumes these are present as traffic barriers. He feels it may be a good idea to continue these blocks around the corner of the park.

He further stated that regulatory control should be placed on Franklin Street. This is due to the higher traffic volume on Franklin Street. He questioned if regulatory control could be placed on all four corners of the intersection.

Mr. Carlquist stated there are three issues in regard to the intersection. The first issue is the presence of the park and the need for advisory signage. The second issue is the redesign of the park did not include separation of the playground and the roadway. He would like to see a protective barrier installed on Franklin Street. The third issue is the intersection, which is in issue in itself. Without the presence of the park regulatory

control would not be warranted based on the traffic counts. He could see the installation of advisory signs or protective barriers.

Commissioner Wendt said that this is clearly a dangerous situation as indicated by the residents of the area. He concurs that a protective barrier should be installed and advisory signage posted such as "Children at Play". He feels that most of the speeding is by the residents of the area. He does not feel that there is as much bypass traffic on Franklin Street as there is in other areas of the Village.

He further stated that he would be in favor of a designated painted crosswalk on Franklin Street.

Mr. Schiller stated there would not be an issue with posting signage indicating the presence of the park. The Village does not post "Children at Play" signage due to the high volume of requests that are received. If signs would be posted on every street they would lose any type of value.

Commissioner Wendt clarified that he actually meant posting a sign indicating the presence of the park.

Mr. Fera said that Prince Pond is not a large park but due to the close proximity to the roadway it should be highlighted with advisory signage.

Chairman Johnson stated he would prefer to see a stop sign installed but the yield sign could be installed as a first step. He understands why the residents would like to see a stop sign installed on Franklin Street but this would go against the established standards. The Commission will rarely stop a major traffic volume street for the minor traffic volume street.

Chairman Johnson stated that there was not a huge difference in volume between the two streets but there is a significant enough difference that a problem may be created.

He feels that there is not a substitute for safety and the Commission is very safety conscious. He expressed concern if regulatory control is placed where it is not warranted a larger safety issue may be created. Motorists will tend to ignore the regulatory control making the intersection more dangerous.

He further stated that the yield signs would be a good start and feels the Park District should be contacted regarding possible barriers.

Mr. Vromen asked if the residents were uncomfortable with the installation of yield signs what protocol would be followed to push for the installation of stop signs.

Chairman Johnson replied that after Village Council approval of the yield sign installation, the Village would like to see the effects of the yield signs prior to taking additional action. He said that if the residents see that the yield signs are not effective they should contact the Village to express their concerns. He emphasized that the Commission does need to follow certain standards and warrants relating to regulatory control. There are considerations for safety as well as an obligation to move traffic in a safe pattern.

He stated some factors to keep in mind are the amount of noise that will be created by stop signs at Linscott Avenue and Franklin Street. Vehicles will be coming to a stop, revving engines and squealing tires. There is also a liability to be considered when regulatory control is placed where not warranted.

Mr. Charles McLusker, 4825 Saratoga Avenue, asked if yield signs are placed on the north / south roadways what will the effect be on the east / west roadway. He asked if the traffic speed would increase on the east / west roadway.

Chairman Johnson replied that typically an increased speed will occur on the east / west roadway.

Mr. McLusker requested consideration of a painted crosswalk on Franklin Street due to the increased vehicle speed.

Commissioner Carlquist stated that he was in favor of advisory signage. He said that should he vote negative on the motion it had nothing to do with the signage.

Mr. Fera stated that staff would follow up with pedestrian and vehicle counts to obtain more accurate measurements. These counts would be taken during the winter months as well as spring and summer. He said that this location is untypical of other locations in town. It is not often that a park is found in the middle of an intersection. He commented on Mr. McLusker's comment regarding the increase in speed on Franklin Street. He said with the installation of a yield sign on Linscott Avenue the conflict would be taken away from the intersection. The speed is not necessarily regulated but the right of way of the intersection.

COMMISSIONER KREN MOVED TO RECOMMEND TO THE VILLAGE COUNCIL TO INSTALL REGULATORY CONTROL IN THE FORM OF YIELD SIGNS AT THE NORTHWEST AND SOUTHEAST CORNERS OF LINSOTT AVENUE AND FRANKLIN STREET, REGULATING NORTHBOUND AND SOUTHBOUND TRAFFIC ON LINSOTT AVENUE. HE FURTHER RECOMMENDED THE INSTALLATION OF SIGNAGE INDICATING PRINCE POND PARK ON EASTBOUND AND WESTBOUND FRANKLIN STREET. STAFF WAS ALSO DIRECTED TO WORK WITH THE PARK DISTRICT REGARDING THE INSTALLATION OF A FENCE TO SURROUND THE PLAYGROUND AREA.

COMMISSIONER THURSTON SECONDED THE MOTION.

Roll Call: AYE: Mr. Kren, Mr. Stapleton, Mr. Thurston, Mr. Wendt and Chairman Johnson.

NAY: Mr. Carlquist.

Motion Carried: 5:1

Chairman Johnson stated that this recommendation would be sent to Village Council. He said that if anyone is interested in attending the Council meeting for this item they should watch the Village Corner section of the newspaper for the Council agenda dates. He further stated that the Village Clerk could also be contacted and asked when this agenda item would be brought before Council.

Chairman Johnson said that this intersection should be monitored. If after observation staff determines that the yield signs are not sufficient other options could be investigated.

OLD BUSINESS

File 18-02 Traffic Calming Update

Chairman Johnson asked Mr. Fera to explain the Traffic Calming Report that was distributed to the Commission Members.

Mr. Fera stated the purpose was to continue the study and development of traffic calming criteria for the Village. He said the excerpts and handouts were obtained from other cities. He outlined the City of Anchorage, Alaska and their traffic calming criteria. He noted the drawing of two way travel through the chicane. He feels from traffic operations perspective this method is efficient and there is a higher degree of safety. It maintains two way travel and limits the rate of speed but does not take away complete maneuverability.

He stated that staff is unsure of available funding for traffic calming measures in next years budget. He said in the interest of keeping discussion going staff will continue gathering traffic calming data. He said his goal for the December meeting is to have developed draft criteria for the Village of Downers Grove. This will be a point of discussion for the next meeting.

Commissioner Wendt questioned if any initiatives regarding the universal 25 m.p.h. speed limit throughout the Village would be sidetracked due budget constraints.

Mr. Fera said he could not say for certain but feels this would not be the same investment in terms of funds, materials and staff to complete the work. The program would come strictly out of the daily operations of the Traffic Division. This would entail a sign relocation plan, installing some perimeter signing and removing some signing. It is not as labor and cost intensive as a traffic calming program. He feels this program should move forward.

Commissioner Kren asked Mr. Fera to check with the City of Fort Worth, Texas as he recently visited the area and found speed humps present on the streets. He was informed that upon Council approval the residents fund the speed hump installation.

Mr. Fera replied that he would contact the City of Fort Worth to obtain further information. He is also aware of a similar situation in St. Paul, Minnesota where residents were involved in a cost share program. He said the City of Tempe, Arizona has a similar situation where the residents fund the installation and it is observed for a period of time. If the residents are not satisfied with the speed humps they are removed. He said staff could investigate a cost share program after the Traffic Calming program is in place.

Commissioner Kren asked if the 3M traffic device has been used.

Mr. Fera replied the Village is third on the list after Aurora and Schaumburg. He said the Village would have the device for the longest length of time.

Chairman Johnson said that the Commission would review the material presented and discuss at the next meeting.

Mr. Bill Wrobel, 7800 Queens Court, commended Mr. Fera on his efforts in compiling the traffic calming data. He stated the demonstrations are mentioned in the traffic calming report. He feels the Prince Pond area would be a good subject site for traffic calming measures. He feels the residents of the area are unaware of different types of traffic calming measures.

Commissioner Kren said that it is interesting that traffic calming measures are being used all over the United States. There appear to be an traffic issues all over.

DRAFT

Orig. 10/14/02

ORDINANCE NO. _____

**AN ORDINANCE AMENDING TRAFFIC PROVISIONS
AT THE INTERSECTION OF LINSKOTT AVENUE AND FRANKLIN STREET**

BE IT ORDAINED by the Council of the Village of Downers Grove, in DuPage County, Illinois,
as follows: (Additions are indicated by shading; deletions by ~~strikeout~~.)

SECTION 1. That Section 14-63 of the Downers Grove Municipal Code is hereby amended as follows:

14-63. Isolated yield right-of-way signs.

On the basis of traffic investigations at the below named intersections, it is found that traffic conditions warrant preference to traffic as indicated and that the enumerated streets should be designated as "yield right-of-way entrances".

* * *

Linscott Avenue. At the northwest and southeast corners of the intersection of Linscott Avenue at Franklin Street, regulating northbound and southbound traffic on Linscott Avenue.

* * *

SECTION 2. That all ordinances or parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION 3. That this ordinance shall be in full force and effect from and after its passage and publication in the manner provided by law.

Mayor

Passed:
Published:
Attest: _____
Village Clerk

MISC\[linscot]