

## LAW AND PUBLIC SAFETY COMMITTEE

The Law and Public Safety Committee of the City of Raleigh met on Tuesday, April 14, 2015 at 4:00 p.m. in the Room 305, Raleigh Municipal Building, 222 West Hargett Street, Avery C. Upchurch Government Complex, Raleigh, North Carolina, with the following present:

<u>Committee</u>	<u>Staff</u>
Mary Ann Baldwin, Presiding Councilor Maiorano Councilor Odom	City Attorney McCormick Assistant City Manager Adams -David Deputy Chief Perry (RPD) Senior Transportation Engineer Niffenegger Mike Kennon, Transportation Operations Manager

Chairperson Baldwin called the meeting to order at 4:00 p.m. and the following item(s) were discussed with action taken as shown.

**Item# 13-16 Parking – Glenwood (3-17-15)** - Chairperson Baldwin asked Staff for comments on this item.

Senior Transportation Engineer Niffenegger gave an overview of the following:

A citizens' petition was presented to Council at the November 5, 2014 City Council meeting to address concerns with parking on and around Glenwood Avenue. Staff researched the matter and forwarded the findings to Council in March 2015. The item was then referred to the Law and Public Safety Committee on March 17, 2015 for further evaluation.

### *Glenwood South Report*

At the November 5, 2014 City Council meeting, you received a citizen petition that asked you to consider removing the peak hour parking restrictions on Glenwood Avenue from Peace Street to Hillsborough Street. As was stated at the meeting, Staff has some concern about the timing of this request and the impact of the Capital Boulevard Bridge Construction over Peace Street. Below is additional explanation of our recommendation to defer this request.

The existing cross section of Glenwood is four lanes, two lanes in each direction. During off peak hours, parking are allowed along most lanes. During the peak hours, the outside lanes have parking restrictions to assist with the heavy ingress and egress movement of traffic corresponding with the AM and PM respectively. Granting the request of the Citizen Petition would effectively reduce Glenwood Avenue to a two lane street. Based on preliminary evaluation, we believe that this request would increase travel times and delays. Glenwood Avenue currently carries approximately 9000 vehicles per day. 'The daily capacity of a typical

two lane street (one lane in each direction with no turn lanes as proposed) varies from 8,000 to 12,000 vehicles per day depending upon the location. The existing volumes on Glenwood Avenue are within those limits, currently. With existing traffic volumes and a lane reduction, Staff estimated that the average vehicle delay would increase from 6% to 123% during the morning peak and 23% to more than 400% in the evening peak hour depending on the intersection.

Capital Boulevard currently carries 50,000 vehicles per day with 3 lanes in each direction. The bridge over Peace Street is scheduled to be replaced by NCDOT with right-of-way acquisition beginning this summer and construction the following summer (2016). NCDOT's original construction phasing for the project included maintaining two lanes in each direction. City Staff has urged NCDOT to maximize travel lanes during construction however; the design has not been finalized. The estimated length of time to complete the project is not confirmed but similar projects have range from 24 to 30 months.

Because of the adjacency of the two roadways, we do believe that construction on Capital Boulevard will impact traffic volumes on Glenwood. Glenwood Avenue is a parallel roadway to Capital Boulevard and likely will see an increase in traffic volumes during the bridge construction.

Because design and construction plans are not available, Staff used a conservative estimate of a 5% diversion of traffic from Capital Boulevard to Glenwood South during construction and performed a capacity analysis for the signalized intersections in the Glenwood South area using existing traffic volumes both with the assumptions of the current 2 lanes and the reduction to one lane. During the bridge replacement project, if 5% of the Capital Boulevard traffic diverted to Glenwood Avenue maintaining the existing 2 lanes during peak hours, the average vehicle delay would increase 2% to 67% in the morning peak and 4% to 125% in the evening peak. Assuming there was only one travel lane each way these delays would be projected to increase from 7% to over 500% in the morning and from 52% to 900% in the evening peak. The tables below provide more detail about potential delay increases at each intersection.

While we cannot fully anticipate the possible diversion of traffic from the Capital Boulevard project, we believe the 5% diversion estimate is conservative. Based on this analysis, Staff does not recommend considering peak hour parking on Glenwood Avenue until after the Capital Boulevard construction. If Council were to decide to move forward with the proposal to remove the parking restrictions in the interim, Staff would still recommend restoring the travel lane capacity. When the Capital Boulevard construction begins while possible, we believe that removing and restoring the parking restriction would require residents to alter their behaviors twice and might lead to the conclusion that the City had not adequately planned ahead.

However, we do believe that it would be prudent to revisit the petition after the bridge project is complete.

Notwithstanding this recommendation, we intend to bring forward a number of other recommendations in the coming months that we believe will help to address concerns of residents along the Glenwood South corridor, including:

- The City is working with a stakeholder taxi group for taxi zone revisions to reduce late night congestion and increase public safety. There is a meeting with taxi stakeholder on March 25. Final recommendations are anticipated to be complete and shared with the City Council no later than May.
- We are also working to consolidate and revise the daytime off-peak parking zones in Glenwood South so that the signage can be simplified. The initial work is already under way but cannot be completed until the taxi recommendations are finalized so Staff can meet with the local businesses to discuss the recommended day time consolidated zones and night time taxi zone revisions. Recommendations should be coming back to Council in June.
- Staff is also working with a Glenwood South community group for a pilot project of decorative crosswalks that will hopefully be installed this summer.

	5% Capital Shift	Existing Volumes	5% Capital Shift
Glenwood/Peace	10%	9%	43%
Glenwood/Tucker	20%	97%	363%
Glenwood/North	13%	123%	183%
Glenwood/Lane	67%	344%	567%
Glenwood/Jones	11%	62%	48%
Glenwood/Hillsborough	2%	6%	7%

Percent Increase in Average Vehicle Delay in seconds PM Peak Hour Outbound			
	Existing Lanes	Reduced Lanes	
	5% Capital Shift	Existing Volumes	5% Capital Shift
Glenwood/Peace	125%	427%	900%
Glenwood/Tucker	8%	63%	133%
Glenwood/No1th	13%	50%	138%
Glenwood/Lane	4%	25%	52%
Glenwood/Jones	8%	23%	54%
Glenwood/Hillsborough	27%	99%	102%

Mr. Niffenegger pointed out Mr. Belt's proposal from 700 a.m. – 900 a.m. and 400 p.m. -600 p.m. in the evening corresponding to the peak hours. A simplified version is allowing on street parking during those peak hours. He stated from a traffic standpoint by doing this without any storage for the Peace Street intersection it grades the level of service to F on the chart below

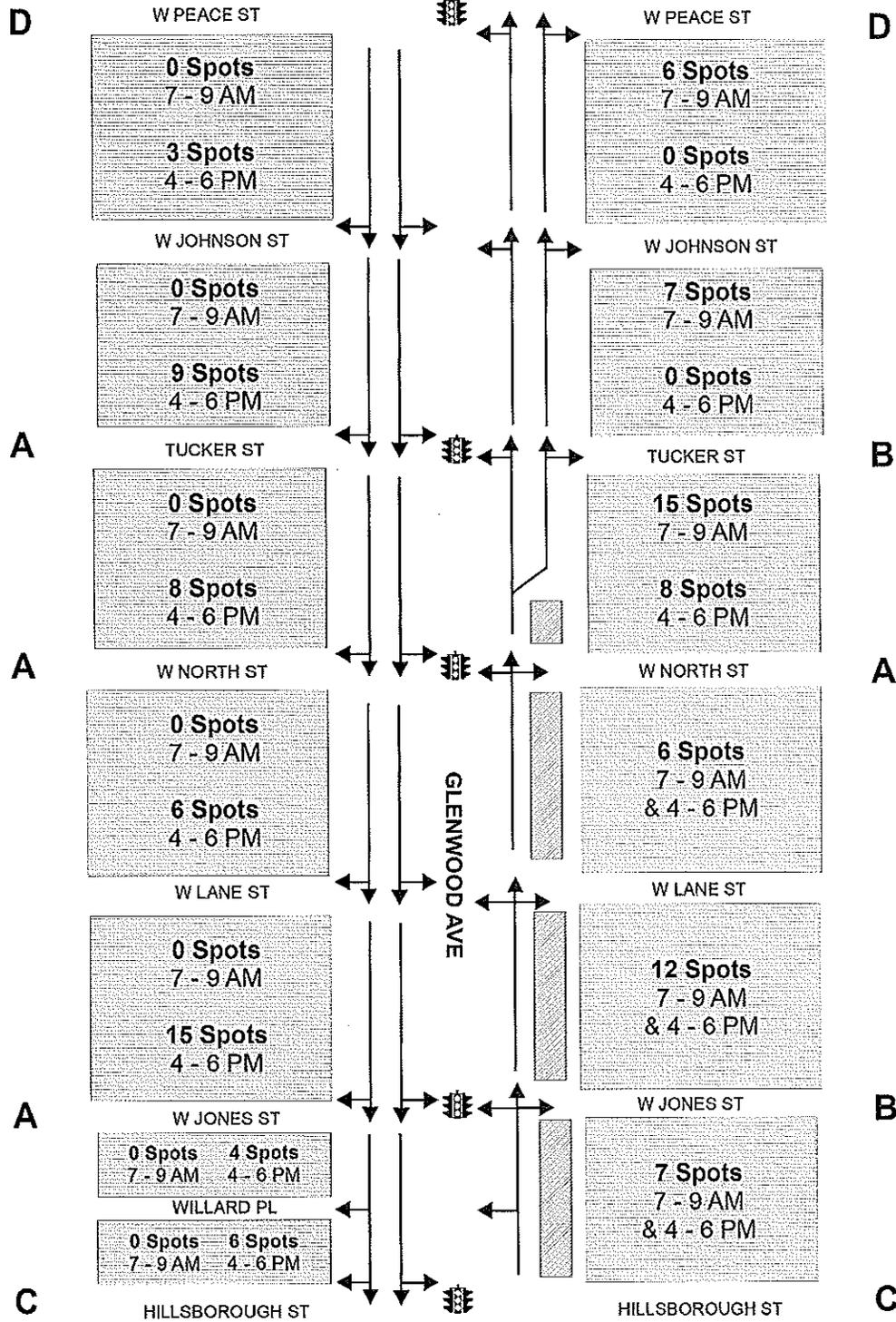
The group had extensive discussion on options delay, conversion, ingress and egress movement of traffic impacts, Five Points versus Glenwood South, issues at the Peace Street Glenwood intersection, weave creations, levels of services, peak hours, Peace Street Bridge Construction Project, strategic planning, walkability, mobility, congestion, bike lanes, pedestrian activity, safety, inbound and outbound traffic etc. The following charts on existing peak hour patterns and requested peak hours were discussed extensively. They are in the agenda packet.

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AM  
Level of Service  
(LOS)

## Existing Peak Hour Patterns

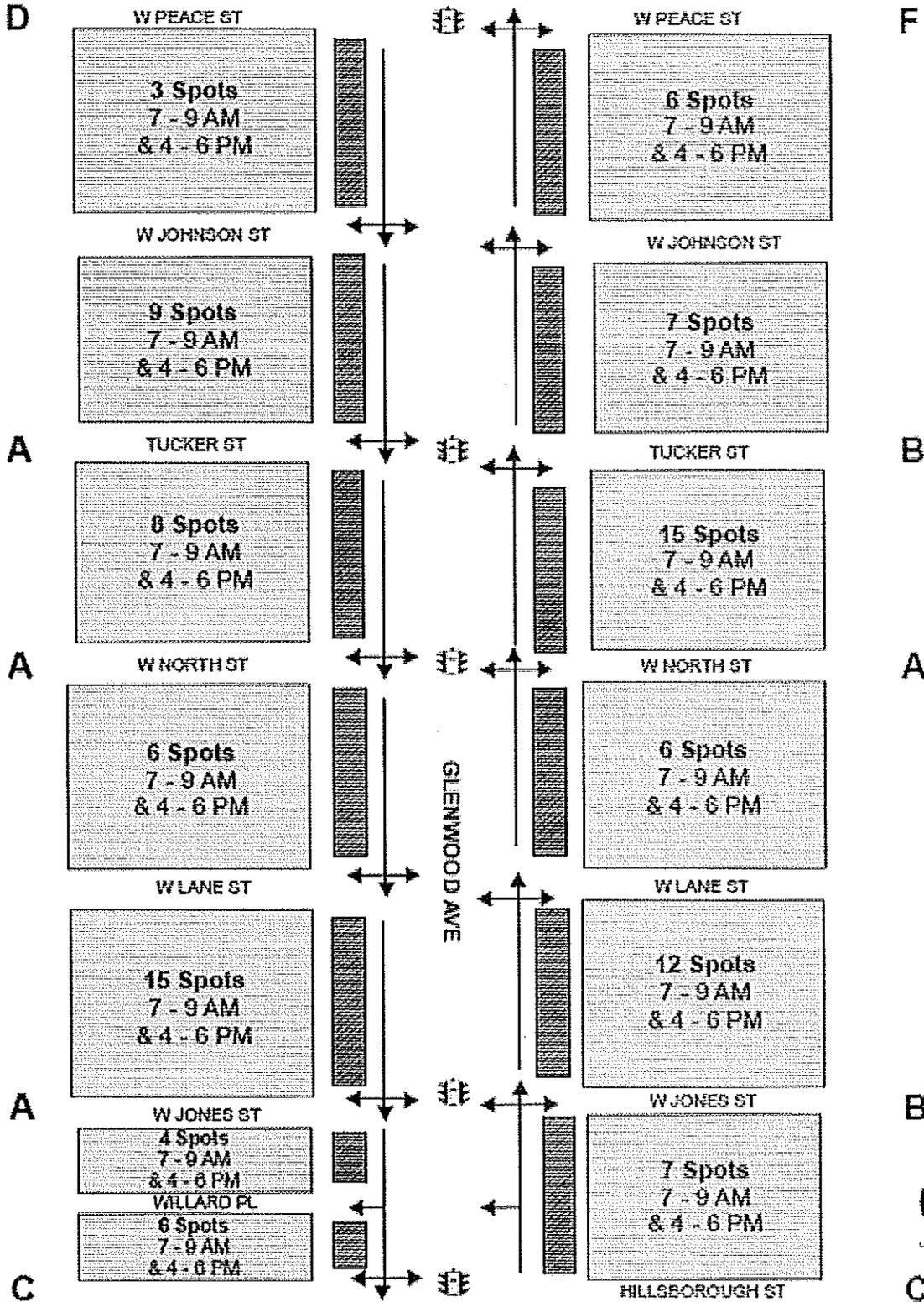
PM  
Level of Service  
(LOS)



AM  
Level of Service  
(LOS)

# Requested Peak Hour Patterns

PM  
Level of Service  
(LOS)



Ms. Baldwin questioned how they would put on their planning hats. She pointed out this is becoming the most dense neighborhood in the City. How do they plan to make it safer, or what plans have been made for bike lanes, and are there any plans for pedestrian activity.

Mr. Niffenegger stated parked cars are not always conducive to safe pedestrian movement. He pointed out they restrict them at crosswalks and people often violate this. He stated they have to make the pedestrian as visible as possible at the intersection so that the cars will see them. To talk about bike lanes they have set curb lines and buildings that are not set back very much. He stated Glenwood Avenue starts in the City and goes all the way up to Durham County. This is a continual path out. There is not enough pavement to fit all the requests such as bike lanes, on street parking, etc.

Ms. Baldwin questioned whether Staff has a long term plan.

Mr. Kennon pointed out they have fixed curbs, narrow sidewalks and there is parking on both sides.

The groups discussed extensively curb lines, structure, sidewalk widths, location, space, bridge repair, potential traffic changes, etc.

Ms. Baldwin questioned in noting this and knowing there is a bridge project and having potential traffic changes how can this be incorporated and what is the plan.

Mr. Kennon stated opportunities are limited and he does not know that there is a formal plan.

Ms. Baldwin determined there is no long term plan set.

Mr. Odom stated he feels they have set a plan but they just have not specifically stated that this is what they want to do. He pointed out the long range plan is it goes from Morgan Street all the way to Durham County.

Ms. Baldwin pointed out she is specifically talking about the issue as it relates to Mr. Belt's proposal and is not understanding whether there is a plan to deal with the changing environment for Glenwood South.

Mr. Odom stated Glenwood Avenue is a through Street for the State of North Carolina and the City of Raleigh.

Mr. Niffenegger stated the City owns Glenwood Avenue up to the Wade interchange.

**Jim Belt, 510 Glenwood Avenue, Unit 408, 27603** stated he is here on behalf of the residents and merchants of Glenwood South, He stated he is requesting that the City Council remove the current parking restrictions on Glenwood Avenue (between Peace Street and Hillsborough Street) during commuting hours. Currently, the Glenwood South section of Glenwood Avenue has one travel lane in each direction most hours of the day, but during peak commuting times in the more traveled direction, the parallel parking lane converts to driving instead. Removing these parking restrictions to allow on-street parking will provide a safer, more walkable environment for pedestrians and help support daytime commercial activity along this urban "main street" corridor. He pointed out Glenwood South is the most dense area in the City. There are 100 merchants along that street. There are over 2000 residents in the surrounding area. It is 90 times more densely populated than Five Points or any other neighborhood in the City of Raleigh, it has changed dramatically. He pointed out they are now a walkable downtown district and they are the only Hospitality District in the City of Raleigh. He stated he is not just representing himself. He is representing the merchants whom want the restrictions removed because it takes away their parking, and Glenwood South Neighborhood Collaborative. He stated cars on the street make pedestrians feel safe. With the restrictions cars have to go slower. He stated they don't have this on Glenwood Avenue. He stated they would not be comfortable walking down the sidewalk with nothing but you and a car going 35 mph. He pointed out it is the fastest time of day. He stated they absolutely agree there needs to be an area where people can merge over. He briefly explained his position. He stated they are talking about a simple signage change. This makes it complicated. He is making one final appeal for their downtown neighborhood. The residents would be extremely happy if the City of Raleigh would make this change. He pointed out he has had this request in for over a year.

Ms. Baldwin asked from a business standpoint how have businesses been impacted.

Mr. Belt stated some people are getting tickets. He reiterated there should be no restrictions. They would like a more balanced Glenwood South. He expressed concern and a desire to see more office employment.

Mr. Maiorano questioned whether Staff has done a cost assessment of what it would take to change over to signage and initiate tests cycles for a year.

Ms. Baldwin questioned whether or not the group had considered the point of contention as it is located between Tucker and Hillsborough streets and if they left the no parking during peak hours at that point as an option.

Mr. Niffenegger answered in the affirmative.

Ms. Baldwin questioned how they would put on their planning hats. She pointed out this is becoming the most dense neighborhood in the City. How do they plan to make it safer, or what plans have been made for bike lanes, and plans for pedestrian activity.

Mr. Maiorano questioned whether Staff has done a cost assessment of what it would take to change over to signage and do test cycles for a year.

Mr. Niffenegger answered in the affirmative. He briefly explained some options for the group.

Chairperson Baldwin stated she understands both sides of the issue and she feels residences and merchants are asking for some immediate relief.

Ms. Baldwin motioned to change the signage on Glenwood Avenue from Tucker Street to Hillsborough Street to allow parking at all times, to restrict parking during AM and PM peak hours on Glenwood Avenue from Peace Street to Tucker Street, and Staff to bring a report on congestion and traffic impact to Council after the Peace Street Bridge Project is under construction. It was put to a vote that passed unanimously.

The Committee recommends changing the signage on Glenwood Avenue from Tucker Street to Hillsborough Street to allow parking at all times. The Committee recommends restricting parking during AM and PM peak hours on Glenwood Avenue from Peace Street to Tucker Street. The Committee also recommends that Staff bring a report on congestion and traffic impact to Council after the Peace Street Bridge Project is under construction.

The group briefly discussed businesses, parking tickets, signage, day parking, bridge construction, loading zones, traffic, northbound traffic, restrictions, permissible parking, etc.

Mr. Odom stated Glenwood South is now just like Fayetteville Street. He stated he does want this to come back to Council so this can be discussed. He does not want a study to result in five roundabouts and feel they need to be careful how they work their transportation mode. It is now one of the busiest areas and will become busier. The area will be hugely pedestrian oriented or family oriented. He stated they need to talk about this and report this out to Council.

Mr. Kennon briefly talked about signage. He stated there are a couple of issues to deal with. He stated taxis could be an issue as well. He stated they are very happy to bring some Code changes back. Mr. Maiorano asked is the issue that they would be removing certain taxi zones.

Mr. Belt stated he has been very involved with the taxi business and there are not any issues with the taxi stakeholders.

**Item# 13-10 School Crossing Guard Policy 06-09-14** Chairperson Baldwin asked Staff to give the Committee some background on this item.

Deputy Chief Perry (RPD) stated Chief Deck-Brown crafted a letter that was sent out to Wake County Public Elementary and Middle Schools. He pointed out all but 18 schools want school crossing guards. In looking at this the consensus would be to offer a school crossing guard to every elementary and middle school that would meet the expectation that the Committee offered.

Deputy Chief Perry (RPD) and Mike Kennon gave an overview of the following information:

As previously noted, the Raleigh Police Department supplied crossing guards for sixteen schools in FY14. Eleven schools were subsequently added to the program for FY15. RPO Safety Coordinators recently met with representatives from every elementary and middle school in the City of Raleigh in order to assess their need for school crossing guards. Twenty-one schools requested the service, while eighteen indicated that the presence of a school crossing guard was unnecessary.

RPD Safety Coordinators and staff from Public Works have collaborated in an effort to determine the most feasible way to identify locations that might require a school crossing guard. Raleigh currently uses a modified version of the Greensboro model for determining placement of school crossing guards. Staff contacted all of the large NC municipalities and ascertained that only Charlotte, Greensboro, and Raleigh have formal evaluation programs.

The City of Raleigh has 44 elementary and 12 middle schools for a total of 56 schools within the City limits. Based on the peer survey, Raleigh has the second highest number of schools with crossing guards.

There are three models that staff have considered as outlined below:

<u>City</u>	<u>Schools with Guards</u>
Raleigh	22
Durham	13
Cary	15
Charlotte	34
Greensboro	18

The three models that Staff has considered as outlined are below:

**Greensboro Brief Description -**

Criteria based model with multitude of traffic engineering considerations

**Pros**

Minimizes objectivity/Covers many aspects of traffic engineering

**Cons**

Study is time consuming (staff costs) Complexity can become controversial

**Charlotte Brief Description**

Pedestrian count based model

**Pros**

Minimal time to collect data and process is easily understood

**Cons**

Counts locations and dates can make data controversial

**Simplified Brief Description**

Provide one guard per elementary and middle school

**Pros**

Minimal site review required/ requires schools to prioritize their crossing needs

**Cons**

Five schools already have two guards each

**Staff Recommendation**

Council has a desire to fund the guard program at a higher level of service. In a desire to reach that goal efficiently and effectively, COR staff recommends the simplified model. This will ensure that each school has an opportunity to have its pedestrian safety needs met. Additionally, it requires minimal City staff time to review the proposed site from the school. It will also require Wake County to prioritize crossing needs if schools request multiple guards. Staff further recommends that requests for school crossing guards be routed from the Wake County Public School System to the Raleigh Police Department.

The current budget (police department) for the school crossing guard program is \$181,998.17. Adding twenty-one school crossing guards would require an additional \$140,700. Transportation-related up fitting for these sites would cost approximately \$88,200, bringing the total required budget to \$410,898.1

The Committee received the presentation and commended Staff for the time that has been involved to complete this study.

Ms. Baldwin stated Staff has done well. She motioned to approve Staff's recommendation it was seconded by Mr. Maiorano and put to a vote that passed unanimously.

The Committee recommends upholding Staff's recommendation to approve the Simplified Model in order to address the needs of each Wake County Public Elementary and Middle School requesting crossing guards. A presentation on this proposal will be made at the meeting.

**Adjournment: There being no further business the meeting was adjourned at 4:57 p.m.**

**Daisy Harris Overby  
Assistant Deputy Clerk  
Dho/LPS/04/14/2015**