

**VILLAGE OF LOMBARD
REQUEST FOR BOARD OF TRUSTEES ACTION**

For Inclusion on Board Agenda

Resolution or Ordinance (Blue) _____
Waiver of First Requested Recommendations of Boards, Commissions & Committees (Green) _____
Other Business (Pink) _____

TO: PRESIDENT AND BOARD OF TRUSTEES

FROM: David A. Huliseberg, Village Manager *dh*

DATE: 10/7/08 (COW) (B of T) Date: October 16, 2008

TITLE: Village-Wide Residential Speed Limit

SUBMITTED BY: Carl Goldsmith, Director of Public Works *cg*

BACKGROUND/POLICY IMPLICATIONS:

The Department of Public Works transmits for your consideration memoranda from Village staff regarding a possible Village-wide residential area speed limit. Staff recommends that the Village Board of Trustees authorize a Village-wide speed study to be contracted by a traffic engineer.

FISCAL IMPACT/FUNDING SOURCE:

The fiscal impact is estimated to be \$20,000 for the speed study and up to an additional \$70,000 for signage should a reduction be authorized by Village ordinance.

Review (as necessary):

Village Attorney X _____
Finance Director X _____
Village Manager X *Carl Goldsmith*
Date _____
Date 10/7/08

NOTE: All materials must be submitted to and approved by the Village Manager's Office by 12:00 noon, Wednesday, prior to the Agenda Distribution.





Memorandum

TO: David A. Huliseberg, Village Manager

FROM: David P. Gorman, PE, Assistant Director of Public Works *DPG*

DATE: October 2, 2008

SUBJECT: Residential Area Speed Limit Reduction

At the August 21, 2008 Board of Trustees meeting, staff was asked to provide information regarding the legal, technical and practical aspects of potentially reducing the speed limit to 25 mph in all residential areas. In addition to this memo, please refer to the Village Attorney's and Police Chief's memos.

Background:

The Illinois Vehicle Code 625 ILCS 5/11-604 (b) and IDOT Order No. 13-5 require that local authorities only alter a speed limit based on the prevailing speed, which is defined as the 85th percentile speed. However, the prevailing speed may be adjusted as shown in the attached worksheet based on the accident rate, access control, pedestrian activity and parking.

Public Works staff has conducted approximately a dozen speed studies in the past and most had concluded that a speed reduction to 25 mph was not warranted. Based on the graphs of those studies, the violation rate is predicted to be 60-90% if the speed limit were reduced to 25 mph. Staff contacted a traffic engineering firm to determine the scope of work that would be required for a Village-wide speed study. Separate studies would be conducted in eleven zones in order to quantify the characteristics of all types of roadways and neighborhoods. This study would cost approximately \$20,000 and the new speed limit signs would cost \$70,000. Based on the prior studies in Lombard, staff believes that a Village-wide study would conclude that a speed reduction would not meet the technical warrants of Order No. 13-5.

According to a 1995 study by the European Transport Safety Council report entitled "Reducing Traffic Injuries Resulting from Excess and Inappropriate Speed", there is a dramatic increase in pedestrian fatality rates as vehicle speed increases. The rates are 5% at 20 mph, 45% at 30 mph and 85% at 40 mph. Therefore, there is a real safety benefit to reduced speeds.

Recommendation:

Staff believes that a Village-wide speed reduction to 25 mph would not meet the technical warrants of IDOT Order No. 13-5. Therefore, a decision to enact a Village-wide speed reduction to 25 mph would likely be based on perceived safety rather than technical warranting.

attachments: 625 ILCS 5/11-604 (b) and IDOT Order 13-5 Worksheet
DG:dg 25 mph

Notes of Decisions

Construction and application 1
Electronic speed-detecting devices 2

1. Construction and application

Effect of former ch. 95½, § 146.02 was merely to suspend speed limit established in former § 146 and not to suspend application of former § 146 in its entirety. *Sphatt v. Tuley*, App. 1962, 38 Ill.App.2d 229, 186 N.E.2d 670.

2. Electronic speed-detecting devices

Notwithstanding provision of former ch. 95½, § 146.02 that electronic speed detecting devices should not be used within 500 feet beyond posted speed limit sign, motorist was not entitled to an acquittal because the radar device used to clock speed was within 500 feet of speed limit

sign where motorist before being clocked had passed a similar speed limit sign three-quarters of a mile away and was obviously informed of speed limit. *People v. Johannsen*, App.1970, 126 Ill.App.2d 31, 261 N.E.2d 551. Automobiles ⇒ 331

Purpose of former ch. 95½, § 146.02, forbidding use of electronic speed detecting devices within 500 feet of speed limit sign was to give driver time in which to adjust to new speed limit before subjecting him to radar detection and said section did not require use of a radar device more than 500 feet beyond any sign regardless of how many similar signs had preceded it and had been passed by motorist. *People v. Johannsen*, App.1970, 126 Ill.App.2d 31, 261 N.E.2d 551. Automobiles ⇒ 331

5/11-604. Alteration of limits by local authorities

§ 11-604. Alteration of limits by local authorities.

(a) Subject to the limitations set forth in this Section, the county board of a county may establish absolute maximum speed limits on all county highways, township roads and district roads as defined in the Illinois Highway Code, except those under the jurisdiction of the Department or of the Illinois State Toll Highway Authority, as described in Sections 11-602 and 11-603 of this Chapter, and any park district, city, village, or incorporated town may establish absolute maximum speed limits on all streets which are within its corporate limits and which are not under the jurisdiction of the Department or of such Authority, and for which the county or a highway commissioner of such county does not have maintenance responsibility.

(b) Whenever any such park district, city, village, or incorporated town determines, upon the basis of an engineering or traffic investigation concerning a highway or street on which it is authorized by this Section to establish speed limits, that a maximum speed limit prescribed in Section 11-601 of this Chapter is greater or less than is reasonable or safe with respect to the conditions found to exist at any place or along any part or zone of such highway or street, the local authority or park district shall determine and declare by ordinance a reasonable and safe absolute maximum speed limit at such place or along such part or zone, which:

- (1) Decreases the limit within an urban district, but not to less than 20 miles per hour; or
- (2) Increases the limit within an urban district, but not to more than 55 miles per hour; or
- (3) Decreases the limit outside of an urban district, but not to less than 35 miles per hour, except as otherwise provided in subparagraph 4 of this

The park district, city, village, or incorporated town may make such limit applicable at all times or only during certain specified times. Not more than 6 such alterations shall be made per mile along a highway or street, and the difference in limit between adjacent altered speed zones shall not be more than 10 miles per hour.

A limit so determined and declared by a park district, city, village, or incorporated town becomes effective, and suspends the application of the limit prescribed in Section 11-601 of this Chapter, when appropriate signs giving notice of the limit are erected at the proper place or along the proper part or zone of the highway or street. Electronic speed-detecting devices shall not be used within 500 feet beyond any such sign in the direction of travel; if so used in violation of this Section evidence obtained thereby shall be inadmissible in any prosecution for speeding. However, nothing in this Section prohibits the use of such electronic speed-detecting devices within 500 feet of a sign within a special school speed zone indicating such zone, conforming to the requirements of Section 11-605 of this Act, nor shall evidence obtained thereby be inadmissible in any prosecution for speeding provided the use of such device shall apply only to the enforcement of the speed limit in such special school speed zone.

(c) A county engineer or superintendent of highways may submit to the Department for approval, a county policy for establishing altered speed zones on township and county highways based upon engineering and traffic investigations.

(d) Whenever the county board of a county determines that a maximum speed limit is greater or less than is reasonable or safe with respect to the conditions found to exist at any place or along any part or zone of the highway or road, the county board shall determine and declare by ordinance a reasonable and safe absolute maximum speed limit at that place or along that part or zone. However, the maximum speed limit shall not exceed 55 miles per hour. Upon receipt of an engineering study for the part or zone of highway in question from the county engineer, and notwithstanding any other provision of law, the county board of a county may determine and declare by ordinance a reduction in the maximum speed limit at any place or along any part or zone of a county highway whenever the county board, in its sole discretion, determines that the reduction in the maximum speed limit is reasonable and safe. The county board may post signs designating the new speed limit. The limit becomes effective, and suspends the application of the limit prescribed in Section 11-601 of this Chapter, when appropriate signs giving notice of the limit are erected at the proper place or along the proper part of the zone of the highway. Electronic speed-detecting devices shall not be used within 500 feet beyond any such sign in the direction of travel; if so used in violation of this Section, evidence obtained thereby shall be inadmissible in any prosecution for speeding. However, nothing in this Section prohibits the use of such electronic speed-detecting devices within 500 feet of a sign within a special school speed zone indicating such zone, conforming to the requirements of Section 11-605 of this Act, nor shall evidence obtained thereby be inadmissible in any prosecution for speeding provided the use of such device shall apply only to the

ORDER 13-5
 JANUARY 1, 1977

A POLICY ON ESTABLISHING AND POSTING SPEED LIMITS ON STREETS AND HIGHWAYS

1. ORDER:

When based upon an engineering and traffic investigation, the Department and local agencies may alter statutory speed limits upon any street or highway for which they have jurisdiction and maintenance responsibility.

2. GUIDELINES:

a. The Bureau of Traffic manual entitled: Policy on Establishing and Posting Speed Limits (January 1, 1977), is designated as Appendix 1, Order 13-5.

b. The manual discusses such topics as:

- (1) Statutory Speed Limits
- (2) Limits of Authority for Alteration of Statutory Limits
- (3) Criteria for Selecting Speed Limits
- (4) Procedures for Obtaining Prevailing Speed Data
- (5) Supplemental Policies
- (6) Posting of Altered Speed Limits on Nonaccess-Controlled Highways
- (7) School Speed Limits
- (8) Location of Statutory Speed Limit Signs on Rural State-Maintained Highways

3. RESPONSIBILITIES:

The responsibilities of the Bureau of Traffic for developing and implementing a policy on establishing and posting speed limits are outlined in Appendix 1 to this Order.

Apdx. 1
 A Policy on Establishing and Posting Speed Limits (January 1, 1977)

STATE OF ILLINOIS
DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS

ESTABLISHMENT OF SPEED ZONES

ZONE NO. _____

ROUTE _____ FROM _____ TO _____
MILES _____ A DISTANCE OF _____
TOWNSHIP, _____ COUNTY

I SPOT SPEED STUDIES (ATTACHED)

CHECK NO.	85th %	10 MPH PACE	UPPER LIMIT

II TEST RUNS

RUN NO.	AVERAGE SPEED MPH	NB or WB	SB or EB
1			
2			
3			
4			
5			

III PREVAILING SPEED

85th PERCENTILE AVG.	MPH _____
PACE UPPER LIMIT AVG.	MPH _____
TEST RUN AVG.	MPH _____
PREVAILING SPEED:	MPH _____

IV PREVAILING SPEED ADJUSTMENT

DRIVEWAY ADJUSTMENT	% _____
PEDESTRIAN ADJUSTMENT	% _____
ACCIDENT ADJUSTMENT	% _____
PARKING ADJUSTMENT	% _____
TOTAL (MAX 20%)	% _____
ADJUSTED PREVAILING SPEED:	MPH _____

V EXISTING SPEED LIMITS

ADJUSTED PREVAILING SPEED:	MPH _____
PREVAILING SPEED X ADJUSTMENT	% _____
ADJUSTMENT (MAX. 9 MPH)	MPH _____

VI REVERSED SPEED LIMIT

RECOMMENDED SPEED LIMIT	MPH _____
ANTICIPATED VIOLATION RATE	% _____
RECOMMENDED BY	ORGANIZATION _____
DATE	_____
APPROVED BY	DATE _____

VII EXISTING SPEED LIMITS

ZONE BEING STUDIED	MPH _____
VIOLATION RATE	% _____
ADJACENT ZONES N or W	MPH _____
LENGTH	MILES _____
S or E	MPH _____
LENGTH	MILES _____

1. Decreases the limit within an urban district, but not to less than 20 miles per hour; and

"Whenever any such park district, city, village or incorporated town determines, upon the basis of an engineering or traffic investigation concerning a highway or street on which it is authorized by this Section to establish speed limits, that a maximum speed limit prescribed in Section 11-601 of this Chapter is greater or less than is reasonable or safe with respect to the conditions found to exist at any place or along any part or zone of such highway or street, the local authority or park district shall determine and declare by ordinance a reasonable and safe absolute maximum speed limit at such place or along such part or zone, which:

Per our discussion on August 21, 2007, this memorandum is written in regard to the above-captioned matter. In relation thereto, please be advised as follows:

Pursuant to 625 ILCS 5/11-208, local authorities can alter the speed limits on streets and highways under their jurisdiction subject to the requirements of 625 ILCS 5/11-604, which provides in pertinent part as follows:

TO: William J. Mueller, Village President, Village of Lombard

FROM: Tom Bayer, Village Attorney

DATE: August 21, 2007

SUBJECT: Speed Limits - Residential Areas of the Village

Via e-mail and U.S. Mail

MEMORANDUM

PATRICK A. LUCANSKY
 LANCE C. MALINA
 MICHAEL A. MARRS
 THOMAS M. MELODY
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 HOWARD C. JABLECKI
 MICHAEL T. JURUSIK
 JACOB H. KARACA

KLEIN, THORPE AND JENKINS, LTD.

cc: William T. Lichter, Village Manager (via e-mail only)

If there are any questions, please feel free to call.

Based on the foregoing, it would appear that, initially, the speed limit in the Village's residential areas would be 30 miles per hour. Based on the definitions of "residence district" and "urban district," it would appear that the Village's residential areas qualify as both a "residence district" and an "urban district." As such, provided that an engineering or traffic investigation has been undertaken relative to the street(s) in question, and provided that, based on said investigation, the Corporate Authorities have found that a speed limit of less than 30 miles per hour is reasonable or safe with respect to the conditions found to exist along said street(s), the speed limit on any street in the residential areas of the Village could be reduced to as low as 20 miles per hour.

Please note that the words "highway" and "street," as used in the above-definitions, generally have the same definition. (See 625 ILCS 5/1-126 and 5/1-201.)

"The territory contiguous to and including any street which is built up with structures devoted to business, industry or dwelling houses situated at intervals of less than 100 feet for a distance of a quarter of a mile or more."

Pursuant to 625 ILCS 5/1-214, "urban district" is defined as follows:

For purposes of establishing maximum speed limits, a residence district shall be at least a quarter of a mile long with residences or residences and buildings in use for businesses spaced no more than 300 feet apart."

"The territory contiguous to and including a highway not comprising a business district when the property on such highway for a distance of 300 feet or more is in the main improved with residences or residences and buildings in use for businesses.

Pursuant to 625 ILCS 5/1-172, "residence district" is defined as follows:

1. 30 miles per hour; . . ."

"(c) Unless some other speed restriction is established under this Chapter, the maximum speed limit in an urban district for all vehicles is:

provides in pertinent part as follows:

Please note that 625 ILCS 5/11-601, (the section referred to in the above quote),

4. Decreases the limit within a residence district, but not to less than 25 miles per hour, except as otherwise provided in subparagraph 1 of this paragraph;" (emphasis added)

LOMBARD POLICE DEPARTMENT



Date: October 1, 2008

To: David A. Huliseberg, AICP, ICMA-CM
Village Manager

From: Raymond J. Byrne
Chief of Police

Re: Residential Speed Enforcement
Village Wide 25 Mile Per Hour Speed Limit

Introduction

The Police Department, along with the Village Attorney and the Public Works Department, have been asked to make recommendations to address the issue of speeding vehicles in the Village, particularly in residential areas. Closely related to this issue is the question of whether or not the Village should reduce the speed limit to 25 miles per hour on all streets. Not being a home rule community, Lombard is obligated to set the speed limit on residential streets at 30 miles per hour unless a traffic study is conducted to justify reducing the limit. As the Village Attorney has indicated, to reduce the speed limit village wide would require a comprehensive traffic study.

Background

This is not the first time that the police department has been asked to review this issue. In 2002, Dep. Chief Dane Cuny conducted research and made a presentation to the Transportation and Safety Committee about residential traffic speeding and enforcement. Included in this 2002 discussion was the concept of reducing speed limits. I am attaching Dep. Chief Cuny's materials as background reference to this memorandum. The study concluded with a recommendation not to reduce the speed limit unless justified by established engineering standards based upon accepted factors (referred to as warrants). Essentially, the recommendation was to follow what the state law required.

I have asked Bruce Longino, our Accreditation Manager, to conduct research to see if the data relied upon in 2002 was still valid. His analysis is also attached for your review. In essence, he has discovered that the principles utilized in 2002 are still valid today. Some of the key points from both analyses are:

- Complaints about speeding in residential areas is a common and chronic complaint for all communities and police departments;

In view of the convoluted process that has evolved from this issue, the prudent course of action might very well be to conduct a village wide traffic analysis. If the analysis shows that the speed limit village wide should be lowered to 25 miles per hour, there would be some benefits. First, it would provide a uniform standard throughout the community that is consistent with most of our surrounding municipalities. Second, it would reduce the number of requests to lower speed limits on random blocks throughout the Village. If the traffic analysis does not justify lowering the speed limit, it will validate the fact that the Village has a viable and objective process in place to address the regulation of traffic, including speed limits.

As it relates to the Village of Lombard, the police department and elected officials are often asked to lower the speed limit on residential streets. Typically, a traffic study is done and the results are presented to the Transportation and Safety Committee with a recommendation based upon the speed study and the applicable warrants. In the last few years this process has proven problematic as traffic studies sometimes show that lowering the speed limit is not warranted. However, elected officials, responsible to their electorate and wishing to be responsive, often find themselves supporting the lowered speed limits in spite of the traffic studies. The result has been a piecemeal approach where random blocks are posted at 25 miles per hour while others remain at 30 miles per hour. Perhaps even more confusing is the fact that some collector streets (ex. Maple, Madison) are now posted at 25 miles per hour while residential side streets immediately adjacent to them remain at 30 miles per hour. Finally, experience has shown us that artificially lowering the speed limit when not warranted has sometimes resulted in increased speeds.

Contrary to some belief, the police department is not against a village wide 25 mile per hour speed limit. Our position has always been that well established engineering standards should be followed to provide for an orderly and safe movement of traffic on all streets throughout the Village. These standards are found in the Manual on Uniform Traffic Control Devices (MUTCD). Deviations from these standards are allowed when certain factors (warrants) are present. Examples can include high accident rates or heavy vehicle volumes.

Analysis

- There are three factors that bear upon reducing speeding – engineering, enforcement and education (the three “E’s”);
- Studies show that reducing speed limits by five miles per hour brings about a 25% reduction in actual speeds. Put another way, lowering a speed limit from 30 miles per hour to 25 miles per hour will bring about an actual reduction in vehicle speeds of approximately 1.25 miles per hour;
- Studies have shown that motorists drive at speeds that they feel are reasonable, comfortable and safe, regardless of the posted speed limits.

An additional point to consider is the practical effect of any potential speed limit reduction. As mentioned earlier, lowering the speed limit by five miles per hour will effectively reduce the speed of vehicles by approximately 1.25 miles per hour. Speeding in residential areas is often influenced by perceptions that are not grounded in fact. As a result, even with a lowered speed limit village wide, complaints about speeding vehicles most likely will not be reduced for elected officials or the police department.

Recommendation

The police department, in agreement with the Public Works Department recommends that the Village conduct a village wide traffic analysis to determine if a lowered speed limit is justified. This would be in accordance with state law and the opinion of the Village Attorney. Further recommendations can be made based upon the results of the study. If you should have any questions, or would like additional information, please do not hesitate to contact me.

cc: Thomas P. Bayer, Village Attorney
Carl Goldsmith, Dir. Of Public Works
David Gorman, P.E., Asst. Dir. of Public Works
Dep. Chief Dane Cuny
Dep. Chief Patrick Rollins
Bruce Longino, Accreditation Manager

**LOMBARD POLICE DEPARTMENT
MEMORANDUM**

DATE: September 22, 2008

TO: Raymond Byrne
Chief of Police

FROM: Bruce Longino
Accreditation Manager

SUBJECT: Staff Report: 25 mph Residential Street Speed Limit

ACTION REQUESTED:

Recommend the Village Board updating the Master Transportation Plan based on a village wide engineering study. The plan should study the need for establishing uniform speed limits throughout the Village's residential, collector and arterial streets. If the engineering studies justify the establishment of a residential speed limit of 25 mph, urge the village to commit the enforcement and educational resources necessary to ensure the maximum impact of the speed reductions.

BACKGROUND:

A residential street is a place where children ride bicycles, cross the street to play with other children, joggers partake of healthful exercise activities, and neighbors visit neighbors. Vehicles perceived to be traveling too fast down a residential street adversely impact residential tranquility. It is difficult to prevent children from occasionally playing in the street or running into the street during the course of play. Parental concern over child safety has been the primary motivation for citizen's protests concerning speeding on residential streets and helps account for the political volatility of neighborhood traffic management issues.

National studies have confirmed that motorists drive at speeds that they feel are reasonable, comfortable and safe, regardless of the posted speed limits. Travel speeds along residential streets should reflect the actual conditions that exist within a neighborhood and not necessarily the speed that the motorist feels is appropriate. Concerns about speeding in residential areas are a natural result of the dual role that neighborhood streets play in carrying motor vehicles as well as pedestrians and bicyclists. Resident complaints are likely to occur where incoming residents did not anticipate traffic densities and where traffic volumes have increased substantially over time.

Edwards and Brackett (1978) noted, "The effectiveness of enforcement depends on increasing the drivers' belief that they may be apprehended if they speed, so that they will adjust their behavior and slow down." The goal is to make the "subjective

Speed limits alone have little effect on actual vehicle speeds. Reducing posted speed limits will typically decrease actual average vehicle speeds by only one-fourth of the reduction. Overall, speed control by reducing speed limits and providing a mix of enforcement and public information have proven to have a modest but real effectiveness. This approach operates through education, to inform and educate drivers that slower speeds are appropriate and reasonable and, through enforcement, to increase the perceived negative consequences of driving fast. Education, in the sense of informing the public of the dangers of excessive speed and the likely presence of police enforcement, should be utilized if 25 mph residential speed limits are adopted.

According to a 1999 report issued by the U.S. Department of Transportation, "Reductions in vehicle travel speeds can be achieved through lowered speed limits, police enforcement of speed limits, and associated public information campaigns. More long-lasting speed reductions in neighborhoods where vehicles and pedestrians commonly share the roadway can be achieved through engineering approaches generally known as traffic calming. The report goes on to recommend that "reductions in vehicle speeds can have a very significant influence on pedestrian crashes and injuries. Pedestrians suffer much more serious injuries when struck by high-speed vehicles than when struck by vehicles going more slowly. Also, many pedestrian crashes would be prevented entirely had the vehicles been traveling more slowly, since the driver and the pedestrian would have had more time to perceive the risk and react."

An extensive review of the literature found many studies suggesting slower speeds save lives. According to the National Highway Traffic Safety Administration, a pedestrian struck at 30 mph is three times as likely to die as a pedestrian struck at 25 mph. Slower driving also helps drivers avoid accidents. According to the U.S. Department of Transportation, a car going 25 mph can stop for a child who jumps out 110 feet down the road; a car traveling 30 mph cannot. Additionally, at the same speed, older pedestrians are much more likely to be killed or seriously injured than younger pedestrians. National crash data strongly supports the conclusion that higher speeds for vehicles striking pedestrians result in more serious consequences.

DISCUSSION:

Repeated complaints of speeding vehicles and concerns for the safety of pedestrians from Lombard residents have again caused this issue to be addressed by elected officials. Their responsibility to determine policies, establish priorities and make choices concerning traffic planning and management ultimately will decide how this matter is resolved. They have requested input from the police department concerning the ramifications of establishing a 25 mph residential speed limit and adopting the use of traffic calming devices.

probability" independent of time and place, so that drivers are encouraged to drive more slowly no matter when or where they are driving.

Previous studies conducted by the Lombard Police Department discussed traffic calming measures, defined as a combination of non-physical and physical options that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users. Studies in 2002 and in 2004 correctly concluded that the use of countermeasures including road humps, traffic circles and roundabouts, other horizontal traffic deflections and increased use of stop signs were of questionable benefit, expensive to install and posed safety and response time issues for the police and fire departments. For these reasons, the department did not recommend the use of traffic calming devices on village streets. Few communities in the Chicago area have adopted traffic calming measures to address residential speed reduction except in instances where other countermeasures have proven unsuccessful. The department should continue to oppose these countermeasures as a viable option on residential streets.

Over the years, the Village Board has authorized speed limit adjustments on a piecemeal basis. Motorists become confused and angry when they drive down collector streets and observe posted speed limits of 25 mph while living on residential streets posted at 30 mph. Also, with more than 30 north and west suburbs establishing 25 mph residential speed limits, Lombard residents can become frustrated because this policy not been adopted by the Village.

An effective Master Transportation Plan is an opportunity for the community to anticipate travel needs for the next 20 years and to ensure that various modes of transportation are appropriately combined in a realistic plan. The plan should meet current and future transportation needs in ways that:

- Enable the safe, convenient, and efficient movement of people and goods
- Preserve the quality of life, area amenities, local neighborhoods and the natural environment
- Provide for a complete transportation system that allows for choices of travel by walking, bicycle, public transit and private vehicles
- Ensure the wise use of public and private investments in transportation facilities and services

The Plan takes into account road upgrades, changes in intersection design, parking requirements, pedestrian needs and other modes of transportation. An updated plan based on a comprehensive engineering study of roadways and speed limits will assure the community that established speed regulations are based on sound scientific data and reasonable traffic safety principles.

If, based on valid engineering studies, the Village Board establishes the 25 mph residential speed limit ordinance throughout the Village; the police department should develop a comprehensive program to ensure maximum compliance with the new regulation. Some of these measures to be considered include:

In conclusion, many of the principles, assumptions and recommendations reported in the 2002 and 2004 police department studies remain valid. What has changed is that despite the Department's best efforts at addressing the problem of residential speed issues, Village officials continue to be inundated with complaints from the community. Enacting the 25 mph residential speed limit is no guarantee the number of complaints from residents will be reduced or that driving speeds will be significantly lowered. Adopting the recommended strategies will demonstrate the fact that the Village's Board members and the departments are doing everything possible to ensure the safety of the residents of Lombard.

- Develop and efficient way to coordinate and follow-up on traffic complaints
- Create public awareness of enforcement campaigns
- Assign proactive targeted enforcement to specific neighborhoods
- Increase directed enforcement in continuing problem areas
- Increase the use of the speed trailer for community education
- Procure a stealth radar unit the department can utilize to ensure efficient personnel deployment
- Adopt the national "Keep Kids Alive Drive 25" safety campaign
- Post advisory speed limit signs at all points of entry to Lombard and post notice on the Village's web page
- Consider launching a Neighborhood Speed Watch program in response to residential speeding complaints
- Assign a sergeant to supervise and manage all of the department's traffic functions. The position as proposed in the Traffic Safety Unit, 2008 Workload Assessment, will coordinate the efficient deployment of TLU and patrol officers to enforce residential speed limits, coordinate education programs, liaison with the Transportation & Safety Committee, and become a single point of contact for the community to report neighborhood speed issues.

References



- National Highway Traffic Safety Administration (1999). "Literature Review on Vehicle Travel Speeds and Pedestrian Injuries." Final report. Washington, D.C.: US. Department of Transportation. www.nhtsa.dot.gov
- Deputy Chief Dane Cuny (2004). "Police Department Position on Traffic Calming Devices." Lombard Police Department
- Deputy Chief Dane Cuny (2002). "Residential Traffic Speed and Enforcement." Lombard Police Department
- Edwards, M.L., and Brackett, R.Q. (October 1978) The management of speed. Traffic Safety, pp. 18-22, 28-30.
- Traffic Safety Unit, 2008 Workload Assessment, Lombard Police Department

Overview of Issue

- Complaints of Speeding Autos Plague all Suburban Police Departments
- Efforts To reduce Complaints Include
 - ➔ Lower Speed Limits
 - ➔ Traffic Calming Devices
 - ➔ Public Awareness Campaigns
 - ➔ Intensive Enforcement
- None of These Efforts Have Stopped Complaints

Residential Traffic Speed and Enforcement

Presented by:
Deputy Chief Dane Cuny
Lombard Police Department

Why the Police Can't Be Everywhere

- 130 miles Patrolled by 46 sworn on 3 shifts
- Average of 8 Officers on Street at Any Time
- Answer 31,000- 911 calls Each Year
- Each Officer has about 16 Miles of Street to Patrol When not Handling Calls/Duties
- Minimal time for Enforcement
- Little Chance of Detection For Speeders

Perception of Speeding Problems

- Speed Studies Usually Show That Actual Speeds Don't Validate the Complaint
- Perception of Speeding Usually Caused by:
 - ➔ Residents Overestimating Vehicle Speeds
 - ➔ A Few Isolated Speeding Incidents Create the Impression That Many Vehicles Are Speeding

Why is DUI So Important?



...

What Are The Police Doing?

- Handled 59,321 Incidents in 2001 or 857 per Sworn Officer (70)
- Compare With Naperville's 84,500 incidents With 175 Officers for 480 per Sworn (half)
- Issued 9,700 Traffic Tickets and Made 330 DUI Arrests Last Year

...

Why Residential Speeding is an Important Issue

- Residents fear for children's safety
- It increases the risks of vehicle crashes
- It increases traffic noise levels- engine and tires
- Residents resent drivers speeding on "their" street

...



It Kills Innocent People

...



Options Available For Speeding Complaints

⋮

- 1999 NHTSA Study-Reducing Posted Limits Only Drops Actual Speed 25% of Reduction
- 5 MPH Lowering equals 1.25 MPH Change
- 1997 NHTSA Research- Inappropriate Speed Limits Cause Drivers to Ignore All Limits
- Improper Limits Makes Speeders Out of Most Drivers Leaving Officers Not Wanting to Ticket Reasonable Drivers & Feeling Overwhelmed by Task

Setting Speed Limits

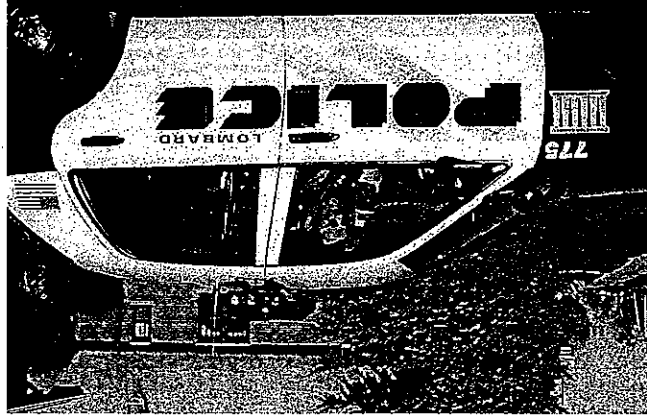
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Enforcement

- Can change drivers attitude when consistent and random
- Not always compatible with the Community policing philosophy
- Is not effective at maintaining speeds at artificially low posted limits (55 mph limit on Tollways as an example)

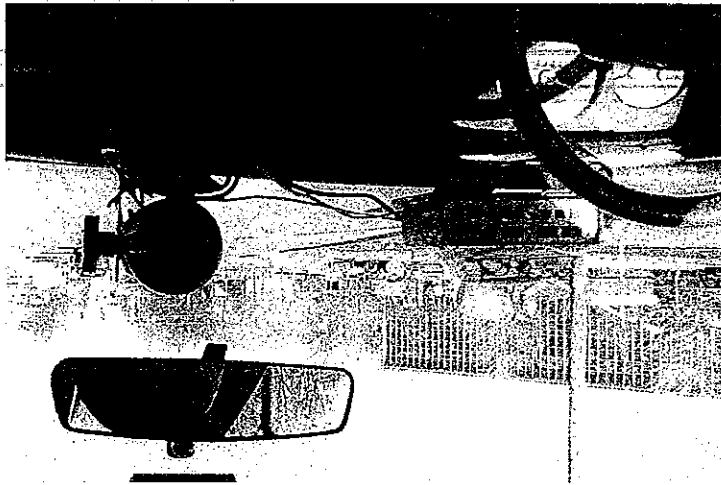
Traffic Calming Devices

- Limited Successes
- Expensive- particularly if done for every speeding complaint
- Possibly dangerous (Naperville experienced one collision into their barriers)
- Naperville just discontinued their program citing speed sometimes went up after installation



Enforcement

...



Enforcement

...

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Posting Warning Signs/ Signals

- Slow or Caution signs/markings at hazardous locations
- Speed Display Sign (Speed Trailer)- mobile and temporary

Enforcement




...

Anti-Speeding Public Awareness Campaign

- Generates public awareness of speed enforcement
- Limited long-term effect
- Labor Intensive
- Proved unsuccessful in Lombard in 1999

...

Speed Trailer



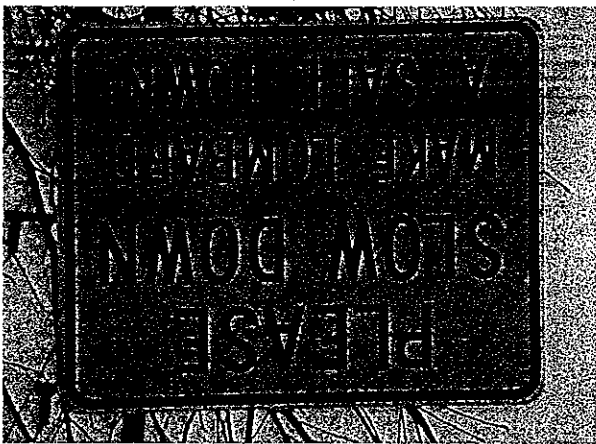
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Our Mission

To Change The Perception
of the Public Through Education

...

Lombard's Anti-Speeding Public
Awareness Campaign



...

What the Police Department Will Do

- Enhancing and refining current speeding auto complaint protocol
- Place more focus on traffic related issues including enforcement
- Provide the T & S Committee and Village Board with regular reports on complaints and results

:

Develop A Comprehensive Speed Reduction Program

- Order traffic speed study if not already done
- Visible enforcement activities - Lights/Action
- Speed trailer & Decoy Squad
- Educating the citizen using hand held radar, Ride-a-long with officer to enhance speed enforcement understanding, and informational tools like "The Truth About Speeding" brochure

:

Recommendations

- Adopt & follow the IDOT policy on establishing speed limits
- Do not reduce speed limits without cause
- Allow the enhanced efforts of the police department time to show results
- Understand that a citizens complaint of speeding may not always be valid although a real concern to the resident that needs attention

Residential Traffic Speed

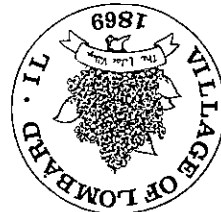
and

Enforcement

Deputy Chief Dane Cuny

Lombard Police Department

February, 2002



Residential Traffic Speed and Enforcement in Lombard

(Revised)

Overview

Complaints of speeding autos have been a consistent problem for suburban police agencies and no viable solutions have been found. Communities have tried various approaches to eliminate the complaints from citizens with very limited success. These approaches include reducing speed limits, installing traffic calming devices, public awareness campaigns, and intensive enforcement. Although these steps may temporarily silence complaints at a particular location, they do not stifle the traffic complaints that can flare up at any time or location.

Experience has shown that a majority of the speeding auto complaints are not consistent with actual problems but rather a perception that speeding problems exist. These perceptions are typically created when residents overestimate the speed of traffic or a few isolated incidents of actual speeding are observed. Even though the problem is based upon a perception, the issue is real to the citizens and therefore it must be addressed.

The Village of Lombard has over 130 miles of roadway, almost all being residential streets. Lombard currently has 70 sworn police officers with 46 officers and supervisors assigned to the three patrol shifts. These 46 shift personnel must patrol the Village 24/7. That comes out to approximately 10 sworn officers on duty at any given time with 2 being supervisors, leaving 8 officers to patrol 130 miles of streets or about 16 miles per officer. Officers must respond to and handle 31,000 calls for service per year. This leaves little opportunity to actively patrol their 16 miles of roadway.

- Residents resent drivers speeding on "their" street
- It increases traffic noise levels- engine and tires
- It increases the risks of vehicle crashes
- Residents fear for children's safety

Why Residential Speeding is an Important Issue

The point is that during the limited patrol time, there is minimal opportunity to even drive down a particular street, let alone conduct meaningful speed enforcement. The fact is that a speeding vehicle speeding in any jurisdiction has little chance of being detected by police. Furthermore, the speed at which traffic flows on any given roadway is predominately controlled by the drivers' self-judgement. Fortunately, studies have shown that over 85% of drivers will drive at a speed that is reasonable and safe regardless of a posted speed limit.

Lombard officers do a fair amount of traffic enforcement. The Lombard Police Department issued just under 10,000 traffic citations and made over 300 DUI arrests in 2001. Lombard is consistently in the top 10 of Illinois police agencies for DUI arrests. Lombard officers are also busier than many agencies, handling 59,321 activities in 2001. For comparison Lombard had a per sworn officer activity of 847. Naperville's 175 police officers had a per sworn officer activity of 480 for the 84,500 incidents generated in 2001.

Causes Cited for Speeding

Based upon interviews of drivers who admitted speeding in residential areas:

- Being late and making up for lost time
- Unaware of Speed limit
- Keeping up with other traffic

Setting Speed Limits

A study published by the National Highway Traffic Safety Administration (NHTSA) in 1999

~~found that reducing posted speed limits only decreases actual vehicle speeds by 25% of the~~

reduction. That equates to 1.25-mph reduction on a 30-mph zone reduced to 25 mph. This is

important because a 1997 study by NHTSA shows that when speeds are set lower than what most

drivers (85th percentile) consider safe, the net effect is to cause many drivers to ignore those speed

limits as well as other posted speed limits. This phenomenon has been named *The Tollway Effect*

to describe the prevailing speed on area tollroads where the posted limit has been inappropriately

set low.

When a speed limit is legitimately set (85th percentile) our experience shows that over 95%

of traffic is traveling within an acceptable range. This is made up of approximately 85% near the

limit plus 10-12% slightly above the limit but not at the level for reasonable enforcement action.

Under this scenario, officers feel as if enforcement is meaningful and manageable.

a roadway.

The good news is that, although the perception problem is responsible for the majority of the speeding complaints, it is easier to change the resident's perception than the speed of vehicles upon speeding vehicles after a complaint is received.

has been consistently identified when speed studies and/or enforcement efforts discover few or no occurs when a resident incorrectly judges that vehicles are traveling too fast. The perception issue then comes to the conclusion that many vehicles are speeding on their street. The other scenario centered on two scenarios. One being that a resident sees a few individual vehicles speeding and resident's perception of a speeding problem rather than an actual problem. These perceptions are Experience has shown that the most common speeding auto complaint is based upon

Citizen Perception

speed enforcement. In summary, reducing a speed limit outside the 85th percentile does not change the speed of traffic, causes drivers to want to disregard all speed limits, and diminishes the officers ability to do

for driving 70 mph on the posted 55 mph Illinois Tollway? insurmountable and unreasonable. To illustrate this: When was the last time someone got a ticket has the psychological effect of making the officers view their job of controlling speeding as citations to drivers who are driving at reasonable speeds but violating a posted speed sign. It also inappropriately posted speed. This places police officers in an uncomfortable position of giving fact that 85% of drivers will drive at a safe and reasonable speed and that speed is higher than the When speed limits are set artificially low, the violation rate is 85% plus. This is due to the

- Proved unsuccessful in Lombard in 1999
- Labor Intensive
- Limited long-term effect
- Generates public awareness of speed enforcement

Anti-Speeding Public Awareness Campaign

- Slow or Caution signs/markings at hazardous locations
- Speed Display Sign (Speed Trailer)- mobile and temporary

Posting Warning Signs/Signals

- Limited Successes
- Expensive- particularly if done for every speeding complaint
- Possibly dangerous (Naperville experienced one collision into their barriers)
- Naperville just discontinued their program citing speed sometime went down and sometimes went up after their installation

Traffic Calming Devices

Options Available for Speeding Complaints

complaints and results

- Enhancing and refining current speeding auto complaint protocol
- Place more focus on traffic related issues including enforcement
- Provide the T & S Committee and Village Board with regular reports on

What the Police Department Will Do

Truth About Speeding" brochure

enhance speed enforcement understanding, and informational tools like "The

4. Educating the citizen using hand held radar, Ride-a-long with officer to
3. Speed trailer & Decoy Squad
2. Visible enforcement activities

~~1. Order traffic speed study if not previously done~~

- ◆ Conducting a comprehensive speed reduction program that includes:

Changing Perception of Complainant

limit on Tollways as an example)

- Can change drivers attitude when consistent and random
- Not always compatible with the Community policing philosophy
- Is not effective at maintaining speeds at artificially low posted limits (55 mph

Enforcement

Recommendations

- Adopt & follow the IDOT policy on establishing speed limits
- Do not reduce speed limits without cause
- Allow the enhanced efforts of the police department time to show results
- Understand that a citizen's complaint of speeding may not always be valid although a real concern to the resident

References

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LOMBARD POLICE DEPARTMENT



Date: October 1, 2008

To: David A. Huliseberg, AICP, ICMA-CM
Village Manager

From: Raymond J. Byrne
Chief of Police

Re: Residential Speed Enforcement
Village Wide 25 Mile Per Hour Speed Limit

Introduction

The Police Department, along with the Village Attorney and the Public Works Department, have been asked to make recommendations to address the issue of speeding vehicles in the Village, particularly in residential areas. Closely related to this issue is the question of whether or not the Village should reduce the speed limit to 25 miles per hour on all streets. Not being a home rule community, Lombard is obligated to set the speed limit on residential streets at 30 miles per hour unless a traffic study is conducted to justify reducing the limit. As the Village Attorney has indicated, to reduce the speed limit village wide would require a comprehensive traffic study.

Background

This is not the first time that the police department has been asked to review this issue. In 2002, Dep. Chief Dane Cuny conducted research and made a presentation to the Transportation and Safety Committee about residential traffic speeding and enforcement. Included in this 2002 discussion was the concept of reducing speed limits. I am attaching Dep. Chief Cuny's materials as background reference to this memorandum. The study concluded with a recommendation not to reduce the speed limit unless justified by established engineering standards based upon accepted factors (referred to as warrants). Essentially, the recommendation was to follow what the state law required.

I have asked Bruce Longino, our Accreditation Manager, to conduct research to see if the data relied upon in 2002 was still valid. His analysis is also attached for your review. In essence, he has discovered that the principles utilized in 2002 are still valid today. Some of the key points from both analyses are:

- Complaints about speeding in residential areas is a common and chronic complaint for all communities and police departments;

Contrary to some belief, the police department is not against a village wide 25 mile per hour speed limit. Our position has always been that well established engineering standards should be followed to provide for an orderly and safe movement of traffic on all streets throughout the Village. These standards are found in the Manual on Uniform Traffic Control Devices (MUTCD). Deviations from these standards are allowed when certain factors (warrants) are present. Examples can include high accident rates or heavy vehicle volumes.

As it relates to the Village of Lombard, the police department and elected officials are often asked to lower the speed limit on residential streets. Typically, a traffic study is done and the results are presented to the Transportation and Safety Committee with a recommendation based upon the speed study and the applicable warrants. In the last few years this process has proven problematic as traffic studies sometimes show that lowering the speed limit is not warranted. However, elected officials, responsible to their electorate and wishing to be responsive, often find themselves supporting the lowered speed limits in spite of the traffic studies. The result has been a piecemeal approach where random blocks are posted at 25 miles per hour while others remain at 30 miles per hour. Perhaps even more confusing is the fact that some collector streets (ex. Maple, Madison) are now posted at 25 miles per hour while residential side streets immediately adjacent to them remain at 30 miles per hour. Finally, experience has shown us that artificially lowering the speed limit when not warranted has sometimes resulted in increased speeds.

In view of the convoluted process that has evolved from this issue, the prudent course of action might very well be to conduct a village wide traffic analysis. If the analysis shows that the speed limit village wide should be lowered to 25 miles per hour, there would be some benefits. First, it would provide a uniform standard throughout the community that is consistent with most of our surrounding municipalities. Second, it would reduce the number of requests to lower speed limits on random blocks throughout the Village. If the traffic analysis does not justify lowering the speed limit, it will validate the fact that the Village has a viable and objective process in place to address the regulation of traffic, including speed limits.

Analysis

- There are three factors that bear upon reducing speeding – engineering, enforcement and education (the three “E’s”);
- Studies show that reducing speed limits by five miles per hour brings about a 25% reduction in actual speeds. Put another way, lowering a speed limit from 30 miles per hour to 25 miles per hour will bring about an actual reduction in vehicle speeds of approximately 1.25 miles per hour;
- Studies have shown that motorists drive at speeds that they feel are reasonable, comfortable and safe, regardless of the posted speed limits.

An additional point to consider is the practical effect of any potential speed limit reduction. As mentioned earlier, lowering the speed limit by five miles per hour will effectively reduce the speed of vehicles by approximately 1.25 miles per hour. Speeding in residential areas is often influenced by perceptions that are not grounded in fact. As a result, even with a lowered speed limit village wide, complaints about speeding vehicles most likely will not be reduced for elected officials or the police department.

Recommendation

The police department, in agreement with the Public Works Department recommends that the Village conduct a village wide traffic analysis to determine if a lowered speed limit is justified. This would be in accordance with state law and the opinion of the Village Attorney. Further recommendations can be made based upon the results of the study. If you should have any questions, or would like additional information, please do not hesitate to contact me.

cc: Thomas P. Bayer, Village Attorney
Carl Goldsmith, Dir. Of Public Works
David Gorman, P.E., Asst. Dir. of Public Works
Dep. Chief Dane Cuny
Dep. Chief Patrick Rollins
Bruce Longino, Accreditation Manager