



5050 S. Lake Drive  
Cudahy, WI 53110

# TRAFFIC COMMISSION

## Members

*Aldersperson Miranda Levy- Chair  
Jessica Geurts  
Sal Maresh  
Rebecca Osse  
Charles Parkinson  
Lemon Satterfield*

## AGENDA

A meeting of the **Traffic Commission** of the City of Cudahy is scheduled for **Monday, February 20, 2023 at 5:30 PM** at the City of Cudahy Municipal Building, 5050 S. Lake Drive, Cudahy, WI.

1. Call to Order
2. Reading of the proper open meeting statement
3. Roll Call
4. Approval of Prior Meeting Minutes- November 14, 2022
5. Public Comment \*
6. Old Business
  - a. Review, Discussion and Possible Action on No Parking Signage Here to Corner on Plankinton Avenue at Kingan Avenue.
  - b. Review, Discussion and Possible Action on Speed Limit Signage on Plankinton Avenue and Kinnickinnic Avenue curve.
  - c. Staff Review and Update of Lincoln Elementary School Traffic Control Measures.
7. New Business
  - a. Review and Discussion on Lake Drive speed feedback sign data
  - b. Review, Discussion and Possible Action on plan to reduce lanes on Lake Drive from four to two.
8. Adjourn

### **Public Notice**

*Upon reasonable notice, a good faith effort will be made to accommodate the needs of individuals to participate in public meetings who have a qualifying disability under the Americans with Disabilities Act. Requests should be made as far in advance as possible, preferably a minimum of 48 hours. For additional information or to request this service, contact the Cudahy City Clerk at (414) 769-2204. The meeting room is wheelchair accessible from the west entrance on S. Lake Drive. There is a potential that a quorum of the Common Council may be present.*

## **\*CITY OF CUDAHY MEETING POLICY**

### Agenda

This meeting is a meeting of a City of Cudahy Board, Committee, Commission or Council for the purpose of conducting City of Cudahy business and is not to be considered a public community meeting. There is a time for public participation during the meeting as indicated in the agenda.

### Public Participation at Meetings

All citizens are welcome to observe Meetings of the City of Cudahy. The City of Cudahy recognizes the value of public comment on Municipal issues and the importance of allowing members of the public to express themselves on Municipal matters. The presiding chair of each meeting at which public participation is permitted, shall administer Roberts Rules of Order. Roberts Rules of Order as Revised will be followed at all times.

#### 1. Public comment parameters:

- City of Cudahy citizens will be allowed to comment as noted on the agenda regarding agenda items only or any subject other than personnel matters.
- All statements shall be directed to the presiding chair of the Board, Committee, Commission or Council and not to staff or other participants.
- No person may address or question the Board, Committee, and Commission or Council members individually.
- Comments will be limited to one 3 minute comment at the beginning and/or end of each meeting where public comment is noted on the agenda.
- Comments should be concerning the substance of the item being commented on and not an attack on an individual, institution or organization.
- Disagreement as to the substance of the item is acceptable.
- If the public comment concerns a matter of public policy, response from the Board, Committee, Commission or Council will be limited to seeking information or acknowledging that the participant has been understood.
- The Board, Committee, Commission or Council may not debate with a participant who is addressing the members and the Board, Committee, Commission or Council may not take action on an item raised during public comment that is not on the duly posted meeting notice/agenda.
- Personnel matters or concerns regarding specific City personnel are not appropriate topics to be addressed during an open meeting and will be handled in accordance with City policy and procedures.
- Comments regarding an individual employee's performance and/or comments that are derogatory and/or inflammatory are not appropriate and will not be tolerated.

#### 2. All meeting attendees should honor the need for a respectful and safe environment.

- Anyone addressing the Board, Committee, Commission or Council should be treated respectfully and not be interrupted by participants attending the meeting during their presentation.
- Side bar conversations among meeting attendees should be avoided.
- No comments that are a personal or professional attack on an individual will be permitted.

#### 3. The presiding Chair may:

- The Chair may interrupt, warn, or terminate a participant's statement when the statement is too lengthy, personally directed, abusive, obscene or irrelevant; order a person to stop speaking if the person's comments do not meet these norms.
- Request an individual to leave the meeting when that person does not observe reasonable decorum.
- Request the assistance of Law Enforcement Officers in the removal of a disorderly person when that person's conduct interferes with orderly progress of the meeting.
- Call a recess or an adjournment to another time when the lack of public decorum so interferes with the orderly conduct of the meeting as to warrant such action.

**TO:** Traffic Commission  
**FROM:** Tim Birkel, Engineering Supervisor  
**DATE:** 2/17/23  
**RE:** Speed Limit Signage on Plankinton Ave. and Kinnickinnic Ave Curve  
**New Illustration**

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**Agenda Item #6a (Old Business)**

The City received complaints regarding the safety of pedestrian and vehicular cross traffic movements at the intersection of Plankinton Ave. and Kingan Ave. Currently vehicles do not stop heading eastbound and westbound. Vehicles do have a stop sign on Kingan Ave headed northbound and southbound when crossing or pulling out onto Plankinton Ave. The City has received resident questions as to why there isn't or can't be stop signs on Plankinton Ave. requiring East/West Traffic to stop.

**Supporting Documents:**

Plankinton Ave. used to be part of State Trunk Highway 62 and is classified as an arterial street in the City. Arterial streets do not usually have stop signs per Traffic Engineering Standards and Wisconsin DOT does not use stop signs on State Truck Highways as a method of stopping vehicles for traffic control. Plankinton Ave. is also a Milwaukee County Bus Route which usually does not have stop signs.

**Department Comments:**

The Engineering Department has researched options with everything from Signage to Speed Humps and/or tables that could be used at this intersection to slow traffic down to create a safe intersection.

The Engineering Department already had DPW staff paint high visibility continental design crosswalk markings across Plankinton Ave. at both crosswalks. This will help highlight the pedestrian crosswalk areas at the intersection.

The Engineering Department recommends replacement and moving of the existing aged "No Parking Here to Corner" signage on all for corners of Plankinton Ave. The department overlaid a Vision Triangle on an aerial view of the intersection to show what distance from the intersection the "No Parking Here to Corner" signs should be moved. (Please see the attached)

The moving of the No Parking Signs will assist drivers and pedestrians making cross traffic movements have a better view of oncoming East/West traffic creating a safer intersection.



Concerns were brought up by the traffic commission regarding the new placement of signage and less vehicle parking for business and residents. Staff was asked to make modifications to the vision triangle illustration provided and supply adjusted illustration at next meeting. Traffic Commission tabled this agenda item until they could review new illustration.

New Illustration Attached

# CITY OF CUDAHY

VISION TRIANGLE FOR 2-WAY STOP AT  
KINGAN & PLANKINTON AVE

- EXISTING SIGHT DISTANCE
- MINIMUM SIGHT DISTANCE - 25 MPH
- IDEAL DESIGN DISTANCE - 25 MPH

New No Parking Here to Corner Signage  
Proposal #1 (Ideal Distance)

Removal of 11 on Street Parking Spots  
(2-3 cars on each corner)

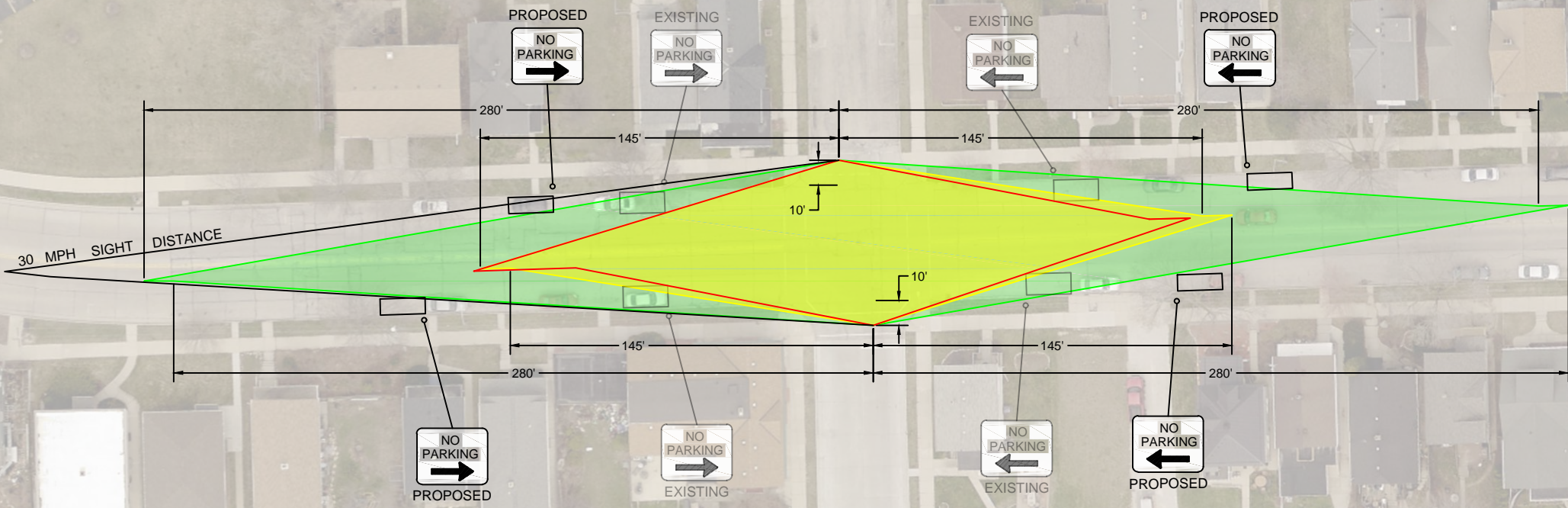


KINGAN AVE  
25 MPH

PLANKINTON AVE  
25 MPH

KINGAN AVE  
25 MPH

KINNICKINNIC AVE  
EXISTING 30 MPH  
PROPOSED 25 MPH  
FOR CURVE



# CITY OF CUDAHY

VISION TRIANGLE FOR 2-WAY STOP AT  
KINGAN & PLANKINTON AVE

- EXISTING SIGHT DISTANCE
- MINIMUM SIGHT DISTANCE - 25 MPH
- IDEAL DESIGN DISTANCE - 25 MPH

New No Parking Here to Corner Signage  
Proposal #2 (Minimum Sight Distance)

Removal of 4 on Street Parking Spots  
(1 car on each corner)

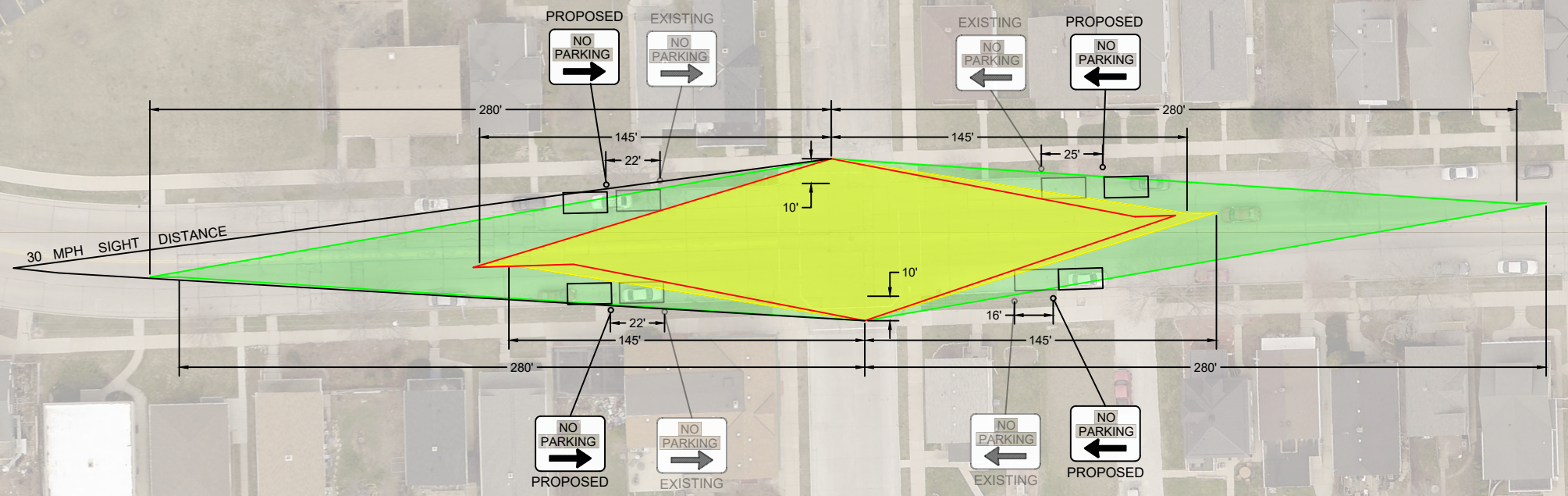


KINGAN AVE  
25 MPH

PLANKINTON AVE  
25 MPH

KINGAN AVE  
25 MPH

KINNICKINNIC AVE  
EXISTING 30 MPH  
PROPOSED 25 MPH  
FOR CURVE



**TO:** Traffic Commission  
**FROM:** Tim Birkel, Engineering Supervisor  
**DATE:** 2/17/23  
**RE:** Speed Limit Signage on Plankinton Ave. and Kinnickinnic Ave Curve

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**Agenda Item #6b (Old Business)**

The City received complaints regarding the safety of pedestrian and vehicular cross traffic movements at the intersection of Plankinton Ave. and Kingan Ave. Public Works staff has painted updated high visibility crosswalks at the intersection. The Engineering Department has made recommendations (Agenda Item #6af) to replace and move the “No Parking Here to Corner” signage on Plankinton Ave. creating an improved vision triangle of oncoming traffic.

Concerns were brought up by the traffic commission regarding the new placement of signage and less vehicle parking for business and residents at the intersection. Staff was asked to make modifications to the vision triangle illustration provided and supply adjusted illustration at next meeting. Traffic Commission tabled this agenda item until they could review new illustration because they believe both of these agenda items are related.

Currently speed limit is posted for 25 mph in one direction and 30 mph in the other.

Current traffic speed limit postings:

- 25 mph on Plankinton Ave. westbound thru the curve onto Kinnickinnic Ave. northbound and then the posted speed changes to 30 mph at Cudahy Ave.
- 30 mph on Kinnickinnic Ave. southbound thru the curve onto Plankinton Ave. eastbound and then the posted speed changes to 25 mph just East of Kingan Ave.

**Supporting Documents:**

Westbound & Northbound







Southbound & Eastbound





**Department Comments:**

The Engineering Department does not agree with the current posted speed limit signage. It is not standard for a non-divided roadway to have one side of traffic traveling at a different speed than the other. In 2008, Wisconsin DOT built the new curve allowing traffic to make a more gentle or gradual turn. The City applied for Safety Mitigation grant money funds and was awarded the project. Staff believes there may have been a mistake or lack of follow through on speed limit posting after the project was completed in.

**Engineering Department Staff Recommendation:**

1. Post a 25 mph speed limit sign on Plankinton Ave. westbound immediately before the curve.
2. Post "Begin" signage to the existing 30 mph sign on Kinnickinnic Ave. northbound at Cudahy Ave.
3. Post a "Begin" 25 mph speed limit sign on Kinnickinnic Ave. southbound at Cudahy Ave.

Engineering Staff believes lowering the speed limit posting on Plankinton Ave. will slow traffic assisting with pedestrian and traffic crossing movements at Kingan Ave as well.

**TO:** Traffic Commission  
**FROM:** Tim Birkel, Engineering Supervisor  
**DATE:** 2/17/23  
**RE:** Lincoln Elementary School Traffic Control Updates

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**Agenda Item #6c (Old Business)**

During the arrival and departure times at Lincoln Elementary School, safety concerns with traffic flow including parking issues have been brought to the department's attention for years. Parent's vehicles are parking along both sides of E. Allerton Ave. creating concerns with children crossing the roadway at uncontrolled areas. Some vehicles are parking for extended period of times prior to child pick-up, creating backups. There has also been reported issues of double parked cars during these times creating roadway obstructions for traffic. It has been reported that some vehicles make illegal turning movements at the intersection of Packard and Allerton Ave. creating an unsafe situation for children and pedestrians crossing the street at controlled crosswalk locations.

City staff and the School District have had discussions through the years and have implemented changes to create better traffic flow during these drop-off and pick-up hours. Ideally there would be a dedicated drop-off/pick-up lane on school property like the High School on Lake Drive. This type of drop-off/pick-up area is the safest and prevents many of the traffic flow issues that occur at Lincoln School. Unfortunately, this would be very expensive to construct and would take a large area of the playground. Due to lack of funding to make this type of improvement, the School District and City have made the best changes within their capacity.

At the last Traffic Commission meeting there was discussion about adding additional No Right Turn signage at Allerton and Packard Ave. Vehicles still make right turns even though there is posted signage. City staff was asked to install additional signage.

At the last Traffic Commission meeting City staff was informed of another issue regarding the use to the alley South of Allerton Ave. Parents are dropping off their children and instead of waiting for traffic to flow on Allerton headed either East or West, they exit through the alley headed South creating possible accidents with local residents in alley or children walking in alley. Staff was asked to investigate the possibility of this alley being a one way North.

## Department Updates & Comments:

City staff ordered new larger No Right Turn & No Left Turn Signage for the overhead posted areas. City staff also ordered a new No Left Turn sign with the designated times to be installed on the Northeast corner as discussed. Signs will be installed once the special order is received.



Engineering staff researched the concept of turning the North/South Alley into a One-Way only North. Staff has concerns with the garbage and recycling collection. The trucks are automated with the pick-up arm located on only one side of the truck, so when the truck has to collect on the West side of the alley, they will technically be driving in an illegal direction. It will have to be understood that service vehicles need to drive in both directions to perform the job.

Signage should not be problem but staff has concerns with drivers actually following the signage and the signs not being effective. Staff also has concerns with residents of the alley being upset with the one-way installation.

**TO:** Traffic Commission  
**FROM:** Tim Birkel, Engineering Supervisor  
**DATE:** 2/17/23  
**RE:** Lake Drive Speed Radar Feedback Sign Data

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**Agenda Item #7a (New Business)**

Residents have made requests to the City to take action and figure out a solution for slowing traffic down on Lake Drive. primarily between Lunham Ave. and Layton Ave. While there is speeding concerns on all of Lake Dr. through the City, this area seems to be the largest concern. City DPW staff has installed additional 25mph signs between this area as requested. City has installed push button activated signal crosswalks at Armour Ave. as requested. Some different options have been discussed at passed joint Traffic Commission & Board of Public Works meetings, with the agreement that speed data needs to be collected before any decisions can be made. The speed data can be used for a traffic speed study to determine if a speeding problem really exists or if it is just resident perception.

The City purchased 2 solar powered radar feedback signs and the Engineering Department staff installed and has been conducting a speed study for a 4-5 week period. The study is collecting both Northbound and Southbound traffic speeds in an area on Lake Dr. from Bottsford Ave. to Plankinton Ave. Speeds for southbound traffic are being collected at a location that is just at the bottom of a roadway decent while exiting a 30mph posted speed limit in St. Francis. This location was chosen with the thought of collecting the fastest possible speeds in the designated area. Speeds for northbound traffic are being collected at a location that allows for traffic to gain speed after a stop light at a traffic signalized intersection.

The radar signs collected data in stealth mode (no display) for 2 weeks and then normal mode (display on) for 2 additional weeks. This is an ordinary method when collecting speed data with these signs. The idea is to collect “true” speed data without drivers knowing the signs are collecting their speed. When the signs are in normal mode with the active speed displayed, drivers “usually” slow down once they know the sign is posting speeds. Several studies have shown that radar speed signs have been shown to reduce traffic speeds in a range of 5 to 9 mph.

See the attached speed data summary which shows when the signs are in “stealth” mode, the average speed is 30mph and 85% of the vehicles are traveling **36mph** or slower. With the signs display on, the average speed is still 30mph and 85% of the vehicles are traveling **35mph** or slower.

**Department Comments:**

The data does show that there are drivers speeding, but traffic engineering studies rely on the data from the 85% to see if a speeding problem exists. Staff does agree that when standing out on Lake Dr. in this area, vehicles look like they are driving fast like possibly 40mph or more. Staff believes this may be because the residential corridor area “feels” tighter, which gives the illusion of the traffic driving faster. When a roadway is wide open with no trees, vehicular traffic seems like it isn’t driving as fast as an area that feels tight with large trees right behind the curb.

Again, staff is not denying that drivers are speeding, but the 85% data shows that it technically doesn’t meet requirements to change the roadway constructing vertical traffic calming elements.



**Location: 4500 South Lake Drive**

**Traffic Direction: North Bound**

**Speed Limit: 25MPH**

**Study Date: 1-10-2023 thru 1-22-2023**

**Study Date: 1-23-2023 thru 2-5-2023**

**Speed Display: OFF (Stealth)**

**Speed Display: ON**

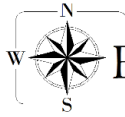
Speed Display: OFF (Stealth)			Speed Display: ON			Improvement In Each Range	Improvement Over 30MPH	Improvement Over 35MPH
Speed (MPH)	Count	Speed Range % Breakdown	Speed (MPH)	Count	Speed Range % Breakdown			
1 to 5	748	3.05%	1 to 5	121	0.50%			
6 to 10	963	3.93%	6 to 10	411	1.70%			
11 to 15	396	1.62%	11 to 15	373	1.54%			
16 to 20	339	1.38%	16 to 20	376	1.55%			
21 to 25	984	4.01%	21 to 25	1513	6.25%			
26 to 30	6500	26.51%	26 to 30	7995	33.05%			
31 to 35	10512	42.87%	31 to 35	10165	42.02%	1.99%		
36 to 40	3494	14.25%	36 to 40	2790	11.53%	19.06%		
41 to 45	518	2.11%	41 to 45	396	1.64%	22.51%		
46 to 50	51	0.21%	46 to 50	44	0.18%	12.55%	<b>1.99%</b>	
51 to 55	13	0.05%	51 to 55	5	0.02%	61.02%		
56 to 60	2	0.008%	56 to 60	1	0.004%	49.32%		<b>19.06%</b>
<b>Total Vehicles</b>	<b>24518</b>	<b>100.00%</b>	<b>Total Vehicles</b>	<b>24189</b>	<b>100.00%</b>			

**Average Speed: 30 MPH**

**Average Speed: 30 MPH**

**85% Speed: 36 MPH or Slower**

**85% Speed: 35 MPH or Slower**



CITY OF CUDAHY  
ENGINEERING

Location: 4421 South Lake Drive

Traffic Direction: South Bound

Speed Limit: 25MPH

Study Date: 1-10-2023 thru 1-22-2023

Study Date: 1-23-2023 thru 2-5-2023

Speed Display: OFF (Stealth)

Speed Display: ON

Speed Display: OFF (Stealth)			Speed Display: ON			Improvement In Each Range	Improvement Over 30MPH	Improvement Over 35MPH
Speed (MPH)	Count	Speed Range % Breakdown	Speed (MPH)	Count	Speed Range % Breakdown			
1 to 5	280	1.13%	1 to 5	679	2.59%			
6 to 10	482	1.95%	6 to 10	867	3.31%			
11 to 15	510	2.06%	11 to 15	634	2.42%			
16 to 20	431	1.74%	16 to 20	554	2.11%			
21 to 25	1378	5.57%	21 to 25	1948	7.43%			
26 to 30	7510	30.37%	26 to 30	8562	32.65%			
31 to 35	9846	39.81%	31 to 35	9447	36.02%	9.53%	9.53%	21.50%
36 to 40	3641	14.72%	36 to 40	3031	11.56%	21.50%		
41 to 45	561	2.27%	41 to 45	450	1.72%	24.36%		
46 to 50	84	0.34%	46 to 50	47	0.18%	47.24%		
51 to 55	7	0.028%	51 to 55	7	0.027%	5.70%		
56 to 60	0	0.000%	56 to 60	0	0.000%	0.00%		
<b>Total Vehicles</b>	<b>24730</b>	<b>100.00%</b>	<b>Total Vehicles</b>	<b>26226</b>	<b>100.00%</b>			

Average Speed: 30 MPH

Average Speed: 29 MPH

85% Speed: 36 MPH or Slower

85% Speed: 35 MPH or Slower



**TO:** Traffic Commission  
**FROM:** Tim Birkel, Engineering Supervisor  
**DATE:** 2/17/23  
**RE:** Plan to Reduce Lanes on Lake Drive from Four to Two

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## **Agenda Item #7b (New Business)**

Residents have made requests to the City to take action and figure out a solution for slowing traffic down on Lake Drive. primarily between Lunham Ave. and Layton Ave. City staff has researched traffic calming options and believe reducing the number of lanes on Lake Dr. will slow down traffic.

### **What is Traffic Calming?**

The Institute of Transportation Engineers' (ITE) publication Traffic Calming: State of the Practice defines traffic calming as "the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users." WisDOT considers traffic calming to include physical and visual measures, as well as enforcement and educational activities.

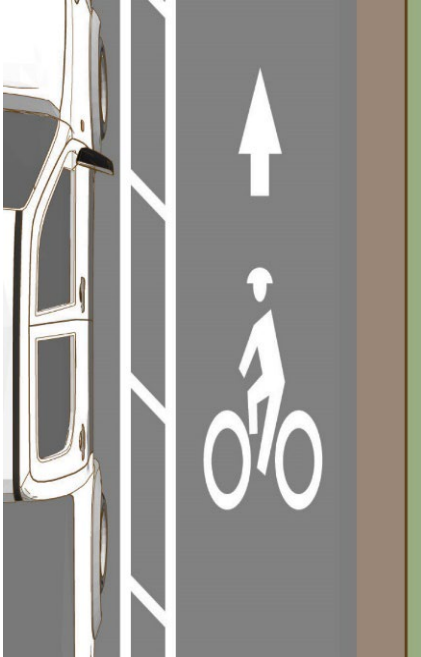
The immediate purpose of traffic calming is to reduce the speed and volume of traffic to acceptable levels ("acceptable" for the functional class of a street and the nature of bordering activity). Intermediate goals are to reduce accidents and to provide safer environments for pedestrians and children.

### **Engineering Department Recommendations:**

#### **Lake Dr.**

Annual Average Daily Traffic (AADT) counts don't justify a 4 lane roadway. The current condition of Lake Dr. doesn't warrant the road to be reconstructed to build a new Lake Dr. with only 2 lanes, so staff recommends painting buffered bike lanes on Lake Dr. and lowering the speed limit in the current posted 35 mph area to 30 mph so it will match our Northern and Southern Communities. The painting of bike lanes will take the roadway from 4 lanes to 2 lanes at a much cheaper cost than a full reconstruct or installing other traffic calming measures. Painting of bike lanes in addition to the painted edge lines with diagonally hatched shoulder markings will enhance the narrowing effect and gives drivers the illusion of a thinner road width making drivers to slow down.

## Painted Bike Lanes



**They make cycling feel safer.** Surveys show that the #1 reason why people say they don't bike is because they feel it's too dangerous, and the #1 thing that would make them feel safer is more bike lanes on our roadways.

Bike lanes consist of solid white lines, which channelize traffic flow and give the driver the feeling of a narrower drive lane which ultimately lowers vehicle traffic speeds.

Cars and trucks seem to drift and drive at higher rate of speeds when the roadway lanes feel open and wide.

While wider travel lanes provide a more forgiving buffer for drivers, the excess width can increase driver comfort and cause unintended speeding, especially on streets intended to be for low speed traffic.

### When the public hears a community is planning to install bike lanes

Below are some common thoughts and concerns

Why the heck would you remove a traffic lane to put in a bike lane? That makes no sense! That's gonna slow traffic down...hmmm...

What if I get stuck behind someone that is driving slow? Remember why we are proposing to install the bike lanes....

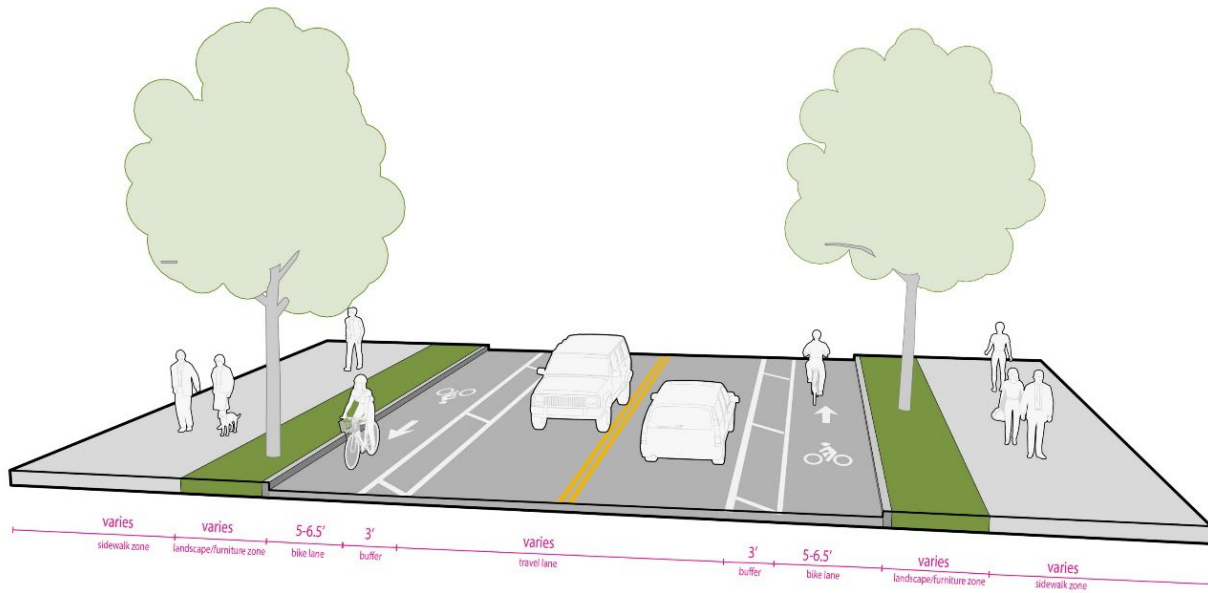
How am I going to drive around the car in front of me when they are making a left hand turn? I'm going to be stuck here all day! You can drive around and over the lines to pass a left hand turner.

### **The theory of not being able to drive over the white lines are incorrect**

*"A solid white line between lanes of traffic means that you should stay in your lane unless a special situation requires you to change lanes."*

Drivers cross over solid white painted lines more than think. They drive over solid white crosswalk lines, they cross over solid white painted turn lane lines, and they drive over roadway edge lines to get in a driveway entrance.

## Illustration of South Lake Drive with Painted Buffered Bike Lanes



### Option #1

Estimate for painting buffered bike lanes including signage on Lake Dr. from Lunham Ave to College Ave = **\$90k-\$110k**

### Option #2

Estimate for painting buffered bike lanes including signage on Lake Dr. from Lunham Ave to Layton Ave = **\$20k-\$30k**

### Option #3

Estimate for painting buffered bike lanes including signage on Lake Dr. from Lunham Ave to Munkwitz Ave = **\$30k-\$40k**

Staff does not agree with constructing bump outs at intersections or the use of vertical speed control elements on Lake Dr. since it is a connecting highway of the State and cost prohibitive.

**All proposed recommendations will need approval from Wisconsin DOT prior to performing.**

If approved: Painting of the Lake Dr. North of Layton would not occur until after the sewer and water relay project from Allerton to Layton Ave. in 2024.