



Raleigh
MEMO

City of Raleigh

Neighborhood Traffic Management Program



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**Originally Adopted August 4, 2009
Revised September 6, 2011
Revised November 5, 2013
Revised November 1, 2016
Revised February 7, 2017
Revised April 4, 2017
Revised April 4, 2019
Revised October 6, 2020
Raleigh City Council**

TABLE OF CONTENTS

1 Overview and Objectives..... 4

2 Solutions..... 5

3 Speed Limit Reductions 5

4 Multi-Way Stop Signs..... 6

5 Traffic Calming Projects 8

6 Removal of Existing Treatments.....11

7 Project Ranking Lists.....12

8 Evaluation Criteria.....13

9 Private Funding of Traffic Calming.....16

10 Pilot Program 16

11 Reporting.....17

12 Maintenance.....17

1 Overview and Objectives

The City of Raleigh strives to promote safe public streets that contribute to a positive quality of life in the City's neighborhoods. Street design and operation is only one element out of many that influence this goal. It is in the City's best interests to maintain and improve the quality of our neighborhoods and to avoid creating situations that may detract or adversely affect the places where we live. This is a City of Raleigh approved policy. Raleigh City Council has full authority to waive any and all obligations under this policy at its discretion.

The management of traffic speeds and volumes on residential streets is both complicated and nuanced. While traffic engineering standards are uniform for all roadway facilities, some degree of contextual design must be employed on neighborhood streets where residents live and recreate. The purpose of this program is to provide specific techniques and steps for both the public and for City staff to follow in managing neighborhood traffic. The objectives of the Neighborhood Traffic Management Program (NTMP) shall be to promote and maintain a safe and pleasant environment in residential areas for drivers and pedestrians while:

- Achieving moderate vehicle speeds on residential streets by a combination of policies and physical measures;
- Reducing the burden on enforcement resources by providing more consistent sustainable speed reduction;
- Achieving speed compliance for neighborhood streets while factoring in neighborhood considerations like multimodal opportunities.
- Ensuring that communities are able to participate to help inform the project design.

This program shall apply to streets serving residential neighborhoods and mixed-use areas with residential components. Issues related to speeding on multilane and industrial streets shall be addressed by the Raleigh Police Department (RPD) or other streetscape initiatives. Traffic management applications shall be universally available to all City residents on qualifying residential streets. Traffic management applications shall be provided at no additional cost to residents within the affected area. However, residents shall not be allowed to install their own treatments on public streets independently of the program.

2 Solutions

The policy covers several solutions or options that can be used to mitigate vehicle speed, reduce cut through traffic, and/or improve the quality of life for residents residing on residential streets. These include:

- **Speed Limit Reductions:** North Carolina General Statutes specify that all streets in an urbanized setting shall have a speed limit of 35 mph unless otherwise posted. Some residents may feel this speed limit is inappropriate for a particular residential street. Any person may initiate the process outlined in Section 3 to reduce the speed limit on eligible streets.
- **Multi-Way Stop Signs:** Stop signs are used to assign right-of-way at intersections. Stop signs are typically placed on the lower traffic volume street allowing vehicles on the more heavily travelled street to pass through an intersection without delay. The Federal Highway Administration’s Manual on Uniform Traffic Control Devices (MUTCD), which is fully adopted by the City of Raleigh, provides guidance when other approaches may benefit from stop sign control. Any person may initiate the process outlined in Section 4 to have an intersection evaluated for multi-way stop signs.
- **Traffic Calming Projects:** Poor speed compliance and/or increased traffic volumes on a residential street may occur due to a wide variety of reasons. These can impact the quality of life for residents residing on these streets. Improper speed compliance and increased traffic on residential streets can have a negative impact on the quality of life of the residents of the neighborhood. Individual street characteristics, widths, and vehicular volumes will guide staff to design projects using the optimal mix of vertical and horizontal traffic calming treatments to best serve the unique context of the street to achieve proper vehicular speed compliance. Any person may initiate the process outlined in Section 5 by requesting a traffic calming evaluation for a residential street.

3 Speed Limit Reductions

The following process shall be employed in addressing a speed limit reduction:

- 3.1** Eligible streets will be limited to streets classified as one of the following under the City’s Comprehensive Plan: Neighborhood Street, Neighborhood Local, Avenue 2-Lane, Undivided, Neighborhood Yield, Multi-Family Street, and Main Street with Parallel Parking. For a street to be considered eligible, it will need to be within the corporate limits of the City of Raleigh and publicly maintained (NCDOT and/or City of Raleigh).
 - 3.1.1** NCDOT maintained residential streets need concurrent approval.
- 3.2** Speed limits may be reduced to thirty (30) miles per hour on any eligible street with volumes over four thousand (4,000) vehicles per day.

- 3.3** Speed limits may be reduced to twenty-five (25) miles per hour on any eligible street with volumes under four thousand (4,000) vehicles per day.
- 3.4** In no case shall a posted speed of less than twenty-five (25) mph be considered.
- 3.5** A person may submit a speed limit reduction request for any applicable street per section 3.1.
- 3.6** City staff will conduct a vehicle speed and volume evaluation to determine the vehicle traffic patterns for the subject street.
- 3.7** City staff will mail all affected properties a ballot informing the residents of the speed limit reduction request and request all residents that vote “no” to return their ballot stating their “no” vote for reducing the speed limit.
- 3.7.1** Ballots will be distributed as follows:
- A single property having multiple buildings but a single owner (apartments) will receive one (1) ballot.
 - A single property with multiple buildings having multiple owners (condominiums) will receive one (1) ballot per unit.
 - A single property having multiple owners will receive one (1) ballot.
- 3.8** If City staff receives fifty percent plus one (50% plus 1) “no” votes from the street, the speed limit reduction request fails. If City staff receives less than fifty percent plus one (50% plus 1) “no” votes from the street, the speed limit reduction request moves forward.
- 3.9** Implementation of all associated signage for the approved speed limit reduction shall occur seven (7) days after Council’s approval when the City Ordinance takes effect.
- 3.10** Unsuccessful street ballots must wait a minimum of one (1) year before requesting another speed limit reduction petition.

4 Multi-Way Stop Signs

The following process shall be employed in addressing a multi-way stop request at an intersection.

4.1 Eligibility: Staff receives a request to evaluate an intersection for multi-way stop signs. For a street to be considered eligible, it will need to be within the Extra Territorial Jurisdiction (ETJ) or the corporate city limits of the City of Raleigh and publicly maintained (NCDOT and/or City of Raleigh).

4.1.1 NCDOT maintained streets need concurrent approval

4.2 Staff will conduct an engineering evaluation of the intersection that includes:

- 4.2.1** A speed and volume study on all approaches to the intersection
- 4.2.2** Review the reported crash history
- 4.2.3** Review the intersections sight lines
- 4.2.4** Review all pedestrian/bicycle activity and trip generators (schools, parks, greenways, etc.) near the intersection
- 4.2.5** Review the intersection's location as it pertains to the entire neighborhood network
- 4.2.6** Review the intersection geometry to ensure conflicts are minimized

4.3 If conditions warrant, staff shall initiate a consent agenda item for City Council consideration. Implementation of all associated signage and striping for the approved installation shall occur seven (7) days after Council approval when the City Ordinance takes effect.

4.4 Intersections that have been recommended for denial must wait a minimum of one (1) year before requesting another multiway stop evaluation.

4.5 Appeal Process

- 4.5.1** Intersections that are not recommended for multi-way stops through the evaluation process may appeal that decision.
- 4.5.2** The requestor may appeal the multi-way stop decision to the Raleigh Department of Transportation Director. The Director will make a determination on the appeal within Thirty (30) days.
- 4.5.3** The requestor must request an Appeal Form from Staff to complete and return for review and final determination from the Director.

4.6 Removal Process

- 4.6.1** Intersections with multi-way stops in place for over three (3) years may be eligible to have the stop signs removed when the request is initiated.
- 4.6.2** Staff will re-evaluate the intersection per Section 4.1. If staff determines that the multi-way stops are appropriate, the request for removal is denied.
- 4.6.3** Denied removal requests may be appealed and will follow the process outlined in Section 4.4

4.6.4 If the evaluation deems the multi-way stops unwarranted, ballots will be sent to all properties within a five hundred-foot (500') radius of the intersection in question. A successful vote will have a minimum of fifty percent (50%) of the ballots returned with at least seventy percent (70%) of the returned ballots in favor of removal.

4.6.5 All successful votes will cause staff to initiate a consent agenda item for City Council consideration.

4.6.6 All articles approved by City Council must have the signs and striping removed in seven (7) days when the new ordinance will take effect.

5 Traffic Calming Overview

Traffic Calming treatments are physical measures that are placed in the vehicular roadway to slow vehicular speeds. The two main traffic calming treatment types are vertical and horizontal treatments. Vertical treatments include treatments such as speed humps or speed tables. This type of traffic calming elongates the vehicular travel distance by adding humps in the road that force drivers to reduce their speed as they traverse over them. Horizontal treatments include treatments such as curb bump outs, traffic circles, and chicanes. This type of traffic calming elongates the vehicular travel distance by adding obstacles in the roadway that instead of vehicles travelling in a straight line, they are forced to traverse the roadway in a serpentine motion, which slows their speeds. Streets within a quarter of a mile from a Raleigh Fire Department station will need further evaluation to determine if vertical treatments may be used as these streets may be deemed a primary emergency response route.

5.1 Traffic Calming Projects

Traffic Calming projects reduce speed on residential streets by using devices like speed humps, speed tables, traffic circles, median islands, chokers, chicanes and other similar items.

The following process shall be employed in establishing a Traffic Calming project:

5.1.1 Eligibility

5.1.1.1 Eligible streets will be limited to streets classified as one of the following under the City's Comprehensive Plan: Neighborhood Street, Neighborhood Local, Avenue 2-Lane, Undivided, Neighborhood Yield, Multi-Family Street and Main Street with Parallel Parking. For a street to be eligible, it will need to be within the corporate limits and currently maintained by the City of Raleigh. "Residents living on streets maintained by the NCDOT will need to contact the NCDOT and follow their traffic calming policy".

- 5.1.1.2** A completed speed limit reduction to either twenty-five miles per hour (25 MPH) or thirty miles per hour (30 MPH) must be completed six (6) months prior to a traffic calming evaluation per the steps outlined in section three (3).
- 5.1.1.2.1** If speed limit reduction ballot fails to meet warrants per section three (3) and there is a document speed compliance issue of five (5) mph or greater than the current speed limit, the street will be added to the project list and the speed limit will be reduced concurrently with a project's implementation.
- 5.1.1.3** Streets with average volumes below five hundred (500) vehicles per day or average volumes above six thousand (6,000) vehicles per day will not be included on the project list regardless of the evaluation score.
- 5.1.1.4** Staff performs the evaluation based on the criteria described in Section 9 (Evaluation Criteria).
- 5.1.1.5** For a street to be placed on the project list, a vehicle speed evaluation will need to occur, and vehicle crash history will be pulled for the previous three (3) years. If the vehicular speed and crash evaluations finds that the average 85th speed is 5 mph or greater than the posted speed limit or 2 or more speed related crashes have occurred in the 3-year research period, the street will be added to the priority project list. Streets will be ranked per the evaluation criteria listed in Section 8.
- 5.1.1.6** The Traffic Calming ranking list is approved by City Council. (See Section 8 – Project Ranking Lists)

5.1.2 Introduction/Notification

- 5.1.2.1** The residents along the top ranked streets and their surrounding neighborhoods (defined in Section 5.1.3.2.1) are notified, by mail, of an introductory meeting. A neighborhood is defined as a two (2) block radius around the subject street. This includes: parallel streets, cross streets, interconnecting streets, loop roads and cul-de-sacs.
- 5.1.2.2** Staff will hold an introductory meeting prior to the resident approval process phase.
- 5.1.2.3** Staff may hold a virtual workshop may be held in lieu of an in-person workshop with a corresponding open comment period for a period of two (2) weeks.

5.1.3 First Resident Approval Process

- 5.1.3.1** The affected properties along the street will be sent a ballot. An approved ballot process requires at least fifty percent (50%) of the properties must

participate and seventy percent (70%), or more, of those participating must be in support of a project.

AND

5.1.3.2 The greater neighborhood (defined in Section 5.1.3.2.1) will be sent a ballot. An approved ballot process requires at least twenty-five percent (25%) of the properties must participate with sixty percent (60%) or more of the returned ballots in support of a project.

5.1.3.2.1 The greater neighborhood is defined as all abutting properties within a two block radius of the eligible street. If additional streets exist outside of the two-block radius, but the only ingress or egress is through the eligible street, engineering judgement may be used to include the affected properties in the balloting process.

5.1.3.2.2 Ballots will be distributed as follows:

- A single property having multiple buildings but a single owner (apartments) will receive one (1) ballot.
- A single property with multiple buildings having multiple owners (condominiums) will receive one (1) ballot per unit.
- A single property having multiple owners will receive one (1) ballot.

5.1.3.3 If either of the two (2) ballots fail then the street is removed from the project list and must wait one (1) year to begin the process again starting with a new request for a traffic calming evaluation.

- City Council has the right to waive policy thresholds to move a project forward.

5.1.3.4 If both ballots are successful in meeting the required thresholds, the street moves to the design phase.

5.1.4 Street Marking and Public Comment Period

5.1.4.1 Staff shall conduct field markings of the treatments proposed in the preliminary design.

5.1.4.2 Residents will be notified of the preliminary design and the field markings.

5.1.4.3 Public comment on the preliminary design will be received for at least fourteen (14) days after the notification.

5.1.4.4 Staff will review public comment and make any necessary adjustments to the treatment plan.

5.1.5 Design Meeting Phase (switched order with section 5.1.4)

5.1.5.1 Residents of the street and its surrounding neighborhood (section 5.1.3.2.1) will be invited to a design workshop where they will work with staff to determine the final approval of treatments types and their locations along the street.

5.1.5.1.1 Staff may hold a virtual workshop may be held in lieu of an in-person workshop with a corresponding open comment period for a period of two (2) weeks.

5.1.5.2 Staff will finalize the design based on the information gathered at the workshop.

5.1.6 Second Resident Approval Process

5.1.6.1 A second ballot will be sent to residents of the street and its surrounding neighborhood seeking approval of the final design. The ballot process will follow the same procedure as outlined in Section 5.1.3.

5.1.6.2 The intent of the second ballot is to ensure residents approve the designed traffic calming project and not merely the concept of traffic calming.

5.1.7 Project Approval and Installation

5.1.7.1 If the second ballot is successful, staff will request authorization for construction of the traffic calming project through a consent agenda item. If a resident is in opposition to the final outcome of the traffic calming project process, your right to be heard by Council in the form of the Public Comment Period can be exercised.

5.1.8 Project After Study

5.1.8.1 At least six (6) months after the treatments are installed, staff shall conduct speed and volume studies to determine the effectiveness of the installations. The results shall be part of the yearly program report. (Section 10)

6 Removal of Existing Treatments

The following process will be employed for the removal of existing traffic calming treatment(s).

6.1 Eligibility and Resident Approval

6.1.1 The treatment(s) must have been in place for at least three (3) years.

6.1.2 Treatment removal will follow the same two-phase procedure as the installation.

- 6.1.3** The same balloting process as described in 5.1.3 will be required for a successful removal ballot process.
- 6.1.5** If either of the two (2) steps fails then the treatment(s) will remain in place and a three (3) year waiting period begins before another attempt at removal may commence.
- 6.1.6** Once the criteria for removal is completed, staff will add the removal of treatment(s) to a future traffic calming project or under one (1) years' time, whichever is less.

7 Project Ranking Lists

All traffic-calming evaluations of eligible streets will give a street a score as outlined in Section 8. A Street may be placed on the project list.

Streets eligible for a project will be ranked according to its score. For a street to be placed on the project list, it will need to have a documented speed compliance issue of five (five) miles per hour or greater OR two (2) speed related crashes in the previous five (5) years. Below is the criteria regarding the project ranking list:

- 7.1** Streets with average volumes between five hundred (500) vehicles per day and six thousand (6,000) vehicles per day are the preferred vehicular volumes for a traffic calming project. When vehicular volumes are less than or greater than the thresholds previously listed, engineering judgement will be used to determine applicability based on evaluation results
- 7.2** Street segments considered for traffic calming treatments should be approximately one (1) mile in length or less. Streets exceeding this requirement may be split into multiple segments using engineering judgment. In instances where one continuous residential street with no natural breaking points exist, staff may use engineering judgement to extend a project scope to include the entire street.
- 7.3** In no case shall a street less than five hundred (500) feet in length receive traffic calming treatments. Typical treatment spacing is three hundred to five hundred feet (300'-500'), so the addition of traffic calming treatments in this scenario would not be an efficient use of resources.
- 7.4** There is a five (5) year evaluation window for evaluation data to be considered valid. After the five (5) year period expires, an automatic re-evaluation will occur, and the resultant evaluation score will be used to evaluate the conditions of the street and determine project applicability.
- 7.5** Streets removed from either project list due to the time limit must start the process over, beginning with a request for a street evaluation.
- 7.6** Raleigh Fire Department's priority route list will be as follows:

Annual Trips 0 – 300: A mixture of all treatment types as described in Section 5 is available based on engineering judgement.

Annual Trips 301 – 450: Limited to majority horizontal treatment types, but allows strategic vertical treatments as described in Section 5 is available based on engineering judgement.

Annual Trips 451+: Limited to horizontal treatment types as described in Section 5 only and subject to further project restrictions based on specific site context.

- 7.7 Staff will use the approved lists to determine possible projects for that fiscal year. Staff will begin from the top of the approved project list and work down, in order.
- 7.8 Pending available funding, staff will attempt to begin ten to twenty (10-20) Traffic Calming projects through the Traffic Calming process as defined in Section 5, the Tactical Deployment Program as defined in Section 10 or through the Pilot Program as defined in Section 11 per project cycle.

8 Evaluation Criteria

This section identifies the criteria used to score and rank streets for potential inclusion onto the Traffic Calming project list. Streets must meet the eligibility criteria in Section 5.1.1 to receive a traffic calming evaluation. Streets that do not meet the requirements to be placed on the project list may request to be re-evaluated any time after a mandatory one (1) year waiting period. Examples of criteria scoring are found below each category.

8.1 Speed

An 85th percentile speed study will be conducted at multiple points along a street. The 85th percentile speed studies will be averaged to obtain a median speed. Points are earned when the average 85th percentile speed exceeds the posted speed limit of the street. The point scale is based on the speed limit of the subject street.

For every mile per hour over the posted speed limit, add the face value of that number to the total score.

Example: If a street has an average 85th percentile speed of five miles per hour (5 MPH) over the speed limit, it will receive fifteen (15) points (i.e. 1+2+3+4+5=15).

Speed Criteria Point Comparison		
Average 85%	Speed Limit 25 mph	Speed Limit 30 mph
28 mph	6 points	0 points
31 mph	21 points	1 point
34 mph	45 points	10 points
37 mph	78 points	28 points
40 mph	120 points	55 points
43 mph	171 points	91 points

8.2 Pedestrian Activity

Poor speed compliance can have a detrimental effect on pedestrian activity, especially when coupled with limited or no sidewalk. Since conducting pedestrian counts would equate to a snap shot in time and not necessarily indicate how much activity there is, the following metrics will be used to determine a score:

- 8.2.1** Any Public or Private school (Elementary through High School) within a quarter ($\frac{1}{4}$) mile radius of the subject street will be counted. Street context will next be evaluated to determine point allocation.
 - 8.2.1.1** If full sidewalk exists on both sides of the street, one (1) point for each school will be added to the score.
 - 8.2.1.2** If full sidewalk exists on one (1) side of the entire street, the number of schools will be multiplied by two and a half (2.5).
 - 8.2.1.3** If no sidewalk exists or incomplete sidewalk exists along the street, the number of schools will be multiplied by five (5).
 - 8.2.1.4** If the evaluation scope overlaps with a codified school zone, additional points will be factored in at ten (10) points per mile per hour the 85th speed is calculated over the speed limit. Existence of sidewalk is not a contributing factor to this point calculation.
- 8.2.2** If a preferred bike route is on the street or within a quarter ($\frac{1}{4}$) mile radius of the subject street, the number of preferred bike routes will be multiplied by the amount the vehicle evaluation finds the 85th speed over the speed limit.

- 8.2.3** If zero or an incomplete sidewalk exists on the subject street, multiply the 85th speed total over the posted speed limit by three (3).
- 8.2.4** Pedestrian generators will be multiplied by the existence of sidewalk.
- 8.2.4.1** If no or incomplete sidewalk exists, multiply the number of generators by five (5).
- 8.2.4.2** If complete sidewalk exists on one side, multiply the number of generators by two and a half (2.5).
- 8.2.4.3** If a complete sidewalk exists on both sides of the street, pedestrian generators will count as 1 per generator
- 8.2.5** If there is any City or Regional bus stop on the street, multiply the number of bus routes by the 85th speed total over the posted speed limit.
- 8.2.6** If partial sidewalk or no sidewalk exists, it will be determined the percentage of the neighborhood does not have at minimum sidewalk on one side of the street. That percentage without sidewalk coverage will be multiplied by five (5) to determine point total.
- 8.2.7** A total of two and one half (2.5) points will be given if there is a sidewalk along only one (1) side of the subject street.
- 8.2.8** There will be no cap or limit for this category.

8.3 Crash History

The worst outcome of poor speed compliance is a vehicular crash. Therefore, the following metrics related to reported crashes will be used to determine a score:

- 8.3.1** Any reported speed-related crashes over the past three (3) years will receive ten (10) points for the first occurrence with an additional ten (10) point added to the previous point total for each sequential crash (i.e. 3 crashes: $10+20+30=60$). There will be no cap or limit for this category.

8.4 Volume

The vehicular volume becomes an increasing concern when the subject street has a speed compliance issue. To encapsulate this in the evaluation, traffic volume studies will be conducted by City staff at multiple locations on the street and averaged. The average of the daily traffic volume in both directions will be divided by two hundred fifty (250) with the resulting answer equaling the points awarded to the street.

8.5 Physical Street Conditions

The geometric characteristics of a street can compound speeding or the effects of it. Therefore, the following metrics related to reported crashes will be used to determine a score:

- 8.5.1** Five (5) points will be awarded if the subject street has a vertical grade greater than five percent (5%) anywhere along the street.
- 8.5.2** Five (5) points will be awarded if the subject street has one (1) or more horizontal curves.

9 Private Funding of Traffic Calming

This section is set aside for a future policy to accept private funds for the inclusion of traffic calming treatments on streets adjacent to new development.

10 Pilot Program

Staff will continually research new products and techniques in an effort to best serve the residents of the City of Raleigh. All new traffic calming devices must be vetted and approved by various internal stakeholder groups that includes, but is not limited to, Street Maintenance, Right-of-Way Maintenance, and the Raleigh Fire Department. To ensure all proposed products and techniques meet the needs of all stakeholders, NTMP staff will coordinate pilot program installations. Staff shall follow the following procedures:

11.1 Street selection

11.1.1 Street length shall be approximately one quarter (1/4) mile in length

11.1.2 Street must have successfully completed a speed limit reduction

11.1.3 Street must have full curb & gutter on both sides of the street

11.1.4 Street must have an average daily volume equal to or less than one thousand two hundred (1,200) vehicles per day

11.1.5 Street must not be on the Raleigh Fire Department's priority route list

11.1.6 Street must be the highest-ranking street that meets all the above requirements AND meets all product specification requirement

11.2 Notification Requirements

11.2.1 Staff shall write an update for the Manager's Update to City Council to notify City Council of the proposed pilot program

11.2.2 Staff shall send mailed notifications to all properties along the Pilot street notifying the residents of the proposed pilot

11.2.3 Pilot shall be left in place for one (1) year to test product viability and effectiveness. After a minimum of six (6) months, staff shall perform an evaluation to determine pilot effectiveness.

11.2.4 After the one (1) year pilot period ends, staff shall coordinate a neighborhood meeting to share the project data with the neighborhood

11.2.5 If deemed a successful pilot program, the neighborhood will be given the option to make the pilot program treatment permanent.

11.2.6 Following the neighborhood meeting, staff shall coordinate a ballot of the properties that abut the pilot street

11.2.6.1 The ballot will require all residents NOT in favor of making the pilot treatments permanent to return a ballot voicing their opinion.

11.2.6.2 NO votes will need a minimum of fifty percent plus one (50% +1) ballot returned for the pilot treatments to be removed

11 Reporting

Staff shall provide annual reports by fiscal year addressing the following:

- 11.1** The number of evaluations conducted in each category by quarter.
- 11.2** The current ranking of projects.
- 11.3** The number of traffic calming projects initiated and completed.
- 11.4** Performance data for each project completed in the past year.

12 Maintenance

The Department of Transportation shall be responsible for the maintenance of all paved surfaces, curbs, and signage associated with these treatments. For any landscaping associated with a traffic calming treatment, a maintenance agreement shall be negotiated with the local homeowners association (HOA). If no legal neighborhood HOA exists, Department of Transportation staff shall be responsible for any landscaping maintenance within the roadway as specified in Standard Operating Procedure 700-11. Absent an agreement with a Homeowners Association, landscape maintenance of areas behind roadway curbs shall be the responsibility of the adjacent property owners as described in City Code Section 12-1037.