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Police and Fire Departments

PUBLIC SAFETY COMMITTEE
Tuesday, August 23, 2016
6:30 PM
South Conference Room

Agenda

1. Call to Order
2. Approve Meeting Minutes
 - a. Meeting minutes of June 28, 2016
3. Discussion

Action requested: review and possible action

 - a. Hidden River Speed and Stop Sign Analysis
 - b. Identity Theft Investigations
4. Information Items
 - a. Municipal Lockup Inspection Report 2016
5. Adjourn

Dated: August 18, 2016

/s/ Connie Pukaite, Chairman

Notice is hereby given that a quorum of other governmental bodies may be present at this meeting to present, discuss and/or gather information about a subject over which they have decision making responsibility, although they will not take formal action thereto at this meeting.

Persons with disabilities requiring accommodations for attendance at this meeting should contact the City Clerk's Office at 262-236-2914; twenty-four (24) hours in advance of the meeting.

Any questions regarding this agenda may be directed to the Mequon Police Department Office at 262-242-3500, Monday through Friday, 8:00 AM-4:30 PM.



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Police Department

DRAFT

**Public Safety Committee
 June 28, 2016
 MINUTES**

Present: Aldermen Hawkins, Nerbun and Pukaite; Police Chief Graff, Deputy Director of Engineering Keegan, Executive Assistant Kowalchuk, press and interested public

Absent: Fire Chief Bialk

The meeting was called to order at 6:30 p.m.

2. Approve Meeting minutes:
 - a) Meeting minutes of May 24, 2016
 - b) Meeting minutes of June 14, 2016

Moved by Alderman Nerbun, seconded by Alderman Hawkins to approve the meeting minutes of May 24 and June 14, 2016. The motion passed by voice acclamation.

Discussion

- a) Traffic Concerns on Saddlebrook Lane
 - ↳ Residents present for item discussion: Abby Thompson, Julie Roeshen, Sean Odriscoll

Due to resident concerns of excessive speeding on Saddlebrook Lane, the city conducted radar and officer presence speed monitoring, and deployed traffic measuring cables. Saddlebrook Lane's current posted speed limit is 25 MPH.

Traffic data collected revealed the average speed to be 27 MPH; however, the data also revealed there are a few drivers that drive very fast.

Discussion with the Saddlebrook residents in attendance included the speeding behavior they are witnessing and the pros/cons of introducing stops signs. This discussion resulted in the following suggestions:

- The city will review placement of the existing speed limit sign for the potential of a more beneficial placement area.
- City to review and communicate to Saddlebrook Lane resident Abby Thompson, the protocol regarding the possible addition of "Children at Play" signs (potential cost to Homeowners Association).
- Speed board to be deployed in the area.
- If residents can identify a pattern of speeding behavior (make, model of car, usual blocks of times speeding occurs), providing this information to the police will increase the success of catching the violators. (Videos of speeders can/to be provided by Saddlebrook resident Sean Odriscoll).
- Homeowners Association to communicate via temporary signs, flyers posted at the construction sights, and email blasts to residents that this neighborhood is actively

monitored for speed and that the police will be out randomly to identify speeding patterns for purposes of enforcement.

b) Cellular 9-1-1 Concerns

Alderman Pukaite explained her desire for wanting to collect information and start a discussion on Cellular 9-1-1 concerns due to her recent experience with an emergency response encumbered with an additional 5 minute delay due to Mequon's 9-1-1 cellular calls having to go through the Ozaukee County Sheriff's Office (OZSO). Moreover data reveals that more 9-1-1 calls are originating from cell phones and every month for the past year, the Mequon Police Department has received more cellular 9-1-1 calls that had to be transferred from OZSO than it has landline 9-1-1- calls.

Chief Graff reported that he is waiting for additional information from AT&T, the cell phone provider whom the city purchased its 9-1-1 system from, which can handle both cellular 9-1-1 calls and text messages; however, the County is disinclined to allow Mequon or other Ozaukee County police departments that have this cellular 9-1-1 system capability to do so despite a number of requests.

Committee members were in agreement that Mequon calls originating from Mequon/Mequon towers go through Mequon's dispatch center should it be confirmed that cell technology can determine the location of the originating cell phone. Committee members directed continued gathering of information.

Adjourn

Moved by Alderman Hawkins, seconded by Alderman Nerbun to adjourn at 7:35 pm. The motion passed by voice acclamation.

Respectfully Submitted,
Diane Kowalchuk
Executive Assistant



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Office of Public Safety Committee

TO: Public Safety Committee
FROM: Steve Graff, Chief of Police
DATE: August 15, 2016
SUBJECT: Hidden River Speed and Stop Sign Analysis

BACKGROUND: David Charney, President of the Hidden River Homeowners Association, contacted Ald. Pukaite to request the installation of stop signs at the intersection of Portland Ave. and Stillwater Ct., as a way of slowing down traffic that travels through their neighborhood. Residents also had concerns about the intersection of Portland Ave. and River Oaks Place.

ANALYSIS: Crash data plays an important role when determining if additional stop signs, or other traffic control techniques, are needed. The crash history along Portland Ave. for the past 3.5 years is minimal. There were two crashes; one at River Oaks Lane which was due to snow covered roads and the other at Liebau Rd., which was due to a southbound driver failing to yield for the eastbound driver.

Mequon Engineering Department staff deployed traffic cables the week of June 8, 2016 in an effort to collect traffic data. See attached memo from James Keegan, Deputy Director of Engineering, for his summary report of the data.

FISCAL NOTE: N/A

RECOMMENDATION: Staff recommends no changes to existing signage at this time. Both crash history and speed data do not support the need for additional measures.

Attachments:

Hidden River Concerns_Engineering with Attachments (PDF)



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ENGINEERING/PUBLIC WORKS

To: Steve Graff, Mequon Police Chief
From: James M Keegan, P.E. Deputy Director of Engineering
Date: July 18, 2016
Subject: Hidden River Subdivision Speed and Stop Sign Analysis

Background:

At the request of the Police Chief, the Engineering Department has reviewed the Hidden River subdivision for roadway safety deficiencies. The intersection of Portland Ave. and W. River Oaks Pl. is a stop controlled intersection for the northbound traffic only, with posted approach speeds of 25MPH from all three directions. The intersections of Portland Ave. with Hidden River Dr., Still Water Ct., Wind Point Ct., and Wind Point Cr. are all uncontrolled intersection, which is common for a subdivision road. The Engineering Department deployed our traffic cables the week of June 8th to collect speed and traffic data, as residents have informed the Alderman and Police Chief of frequent speeding through the Hidden River subdivision.

Analysis:

When the Hidden River subdivision was constructed, there was a stop sign placed at the northbound approach to the Portland Ave. and W. River Oaks Pl. intersection. There is no stop sign at the westbound and southbound approach, as it was previously a through movement. The concern is that there are southbound speeders along Portland Avenue through Hidden River subdivision.

For the traffic counts to the north of the intersection of Portland Ave & W. River Oaks Pl., the speed counters were deployed to a location that is 650 feet north of the intersection of Portland Ave and W. River Oaks Pl. There were a total of 1,103 motorists counted during the week of traffic counts on Portland Ave. The class/speed matrix from the traffic counters is attached to this report. The average speed calculated from the traffic data was 24.5 MPH. The 85th percentile speed is between 25 MPH and 30 MPH.

For the traffic counts to the south of the intersection, the speed counters were deployed to a location that is adjacent to Stillwater Court, which is 800 feet south of W. River Oaks Pl. There were a total of 2,684 motorists counted during the week of traffic counts on Portland Ave. The class/speed matrix from the traffic counters is attached to this report. The average speed calculated from the traffic data was 24.0 MPH. The 85th percentile speed is between 30 MPH and 35 MPH.

Below is a tabular summary of the results:

Attachment: Hidden River Concerns_Engineering with Attachments (1822 : Hidden River Concerns)

	Portland Ave (North)	Portland Ave (South)
Total Vehicles Traveled (Over a 1 week period)	1,103	2,684
Average Speed	24.5 MPH	24 MPH
85th % Speed	25-30 MPH	30-35 MPH
Posted Speed	25 MPH	25 MPH

Recommendation:

Given the absence of a crash problem and the necessary traffic volumes, a multiway stop application at the intersection of Portland Ave. and W. River Oaks Pl. is not warranted. The introduction of stop signs could actually increase the occurrence of crashes at the onset, as it would be a change in condition that may surprise drivers as they approach the intersection. Additionally, the pavement geometry at the Portland Ave. and W. River Oaks Pl. intersection is not designed as a standard T-intersection, as the intersection was constructed in phases.

In regards to speeding within Hidden River Subdivision, general practice requires that a speed limit be posted within 5 MPH of the 85th percentile speed of free flowing traffic. According to the traffic data, the 85th percentile speed is currently within 5MPH of the posted speed. Lowering the speed limit below this threshold can promote speeding on this and other roadways and can also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver behavior as explained in the WisDOT Wisconsin Transportation Bulletin No. 21 (attached).

James M. Keegan, P.E.
Deputy Director of Engineering

Attachments:
Portland Ave. Class/Speed Matrix
WisDOT Wisconsin Transportation Bulletin No. 21

Attachment: Hidden River Concerns_Engineering with Attachments (1822 : Hidden River Concerns)

Class Speed Matrix

ClassMatrix-205

Site: Portland Avenue.0.0N

Description: Stillwater Circle

Filter time: 0:00 Thursday, June 09, 2016 => 0:00 Thursday, June 16, 2016

Scheme: Vehicle classification (Scheme F)

Filter: CIs(1 2 3 4 5 6 7 8 9 10 11 12 13) Dir(NS) Sp(5,100) Headway(>0)

Speed (mph)	Class													Speed Totals	
	1	2	3	4	5	6	7	8	9	10	11	12	13		
5 - 10	6	11	4	.	.	.	.	.	.	.	.	.	.	21	0.8%
10 - 15	10	164	29	1	2	2	.	.	.	.	.	.	.	208	7.7%
15 - 20	12	495	107	2	3	4	1	.	.	.	.	.	.	624	23.2%
20 - 25	14	511	74	3	3	1	.	.	.	.	.	.	.	606	22.6%
25 - 30	10	611	63	1	1	3	.	.	.	.	.	.	.	689	25.7%
30 - 35	2	357	47	.	.	3	.	.	.	.	.	.	.	409	15.2%
35 - 40	.	95	16	.	.	.	.	.	.	.	.	.	.	111	4.1%
40 - 45	.	12	.	.	.	1	.	.	.	.	.	.	.	13	0.5%
45 - 50	.	2	.	.	.	.	.	.	.	.	.	.	.	2	0.1%
50 - 55	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
55 - 60	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
60 - 65	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
65 - 70	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
70 - 75	.	1	.	.	.	.	.	.	.	.	.	.	.	1	0.0%
75 - 80	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
54	2259	340	7	7	9	14	1	0	0	0	0	0	0	2684	
2.0%	84.2%	12.7%	0.3%	0.3%	0.3%	0.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%		

85% = 2281.4

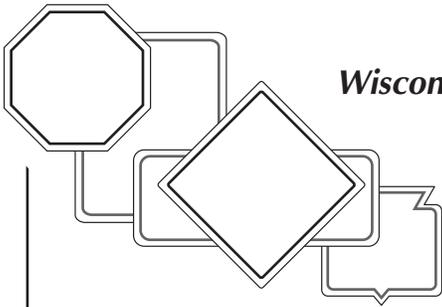
Class Speed Matrix

ClassMatrix-208

Site: Portland Avenue.0.0S
 Description: Near 12322 Portland Avenue
 Filter time: 0:00 Thursday, June 09, 2016 => 0:00 Thursday, June 16, 2016
 Scheme: Vehicle classification (Scheme F)
 Filter: Cls(1 2 3 4 5 6 7 8 9 10 11 12 13) Dir(NS) Sp(5,100) Headway(>0)

Speed (mph)	Class													Speed Totals	
	1	2	3	4	5	6	7	8	9	10	11	12	13		
5 - 10	3	22	4	1	1	2	.	.	.	.	.	.	.	29	2.6%
10 - 15	16	40	8	1	1	2	.	.	.	.	.	.	.	68	6.2%
15 - 20	15	97	17	1	1	1	.	.	.	.	.	.	.	131	11.9%
20 - 25	5	258	28	3	3	2	.	.	.	.	.	.	.	299	27.1%
25 - 30	16	314	47	4	1	1	.	.	.	.	.	.	.	383	34.7%
30 - 35	.	139	21	.	.	.	.	.	.	.	.	.	.	160	14.5%
35 - 40	.	28	2	.	.	.	.	.	.	.	.	.	.	30	2.7%
40 - 45	.	3	.	.	.	.	.	.	.	.	.	.	.	3	0.3%
45 - 50	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
50 - 55	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
55 - 60	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
60 - 65	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
65 - 70	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
70 - 75	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
75 - 80	.	.	.	.	.	.	.	.	.	.	.	.	.	0	0.0%
55	901	127	9	9	5	6	0	0	0	0	0	0	0	1103	
	5.0%	81.7%	11.5%	0.8%	0.5%	0.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%		

85% = 937



Setting Speed Limits on Local Roads

Speed limits are an important tool for promoting safety on streets and highways. Limits tell drivers what is the reasonable speed for a road section. They also help traffic enforcement by setting standards for what is an unsafe speed.

The state sets speed limits for all roads. However, municipalities can change speed limits for roads under their authority, following guidelines in the *Wisconsin Statutes*. Selecting the appropriate speed limit can be a challenge because people often disagree. Residents frequently seek lower speeds, especially after a serious crash. Drivers tend to choose speeds that seem reasonable for the physical environment and that satisfy their personal needs, like saving time or seeking enjoyment.

Local officials have a key role in setting limits. They must balance the competing concerns and opinions of drivers, residents and law enforcement agencies with statutory requirements and traffic safety.

This booklet is designed to help. It includes background information and research recommendations, summarizes statutory limits, describes the process for changing limits, and discusses signs, enforcement, advisory speeds, and other speed issues on local roads. This edition reflects updates from the *2009 Wisconsin Statewide Speed Management Guidelines*.

Background

Speed-related vehicle accidents in Wisconsin from 2004 to 2008 accounted for 38% of all fatalities, 30% of all injuries and 27% of all crashes.

High speeds contribute to the severity of crashes. For example, 85% of pedestrians struck by vehicles traveling 40 mph are likely to be killed while only 5% are likely to be killed when the speed is 20 mph.

Common sense says that regulating speed is a good way to make streets and highways safer. As a result, citizens may demand lower speeds, especially if there has been a severe crash or a frightening “near miss.”



However, driving behavior is not so easy to manage. A 1997 federal speed study shows that simply lowering speed limits has little effect on actual speeds, usually reducing speeds by only one-to-two miles per hour. The difference in speeds between vehicles traveling on the same road—a common cause of crashes—usually increases when speed limits are unreasonably low, making roadways less safe. Drivers generally choose their speed based on what they think is safe and reasonable for the conditions present. An unreasonable posted speed gets little consideration from drivers.

An alternative for managing vehicle speeds is called “traffic calming.” This emphasizes physical changes to local streets—such as making them appear narrower or more restricted, adding speed bumps or traffic circles—so drivers consistently and voluntarily choose lower speeds that are both safe and comfortable.

Philosophy

Prevailing speed—the one most drivers choose—is a major consideration in setting speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85% of freely flowing traffic travels at or below

that speed under ideal road conditions. The 85th percentile method is considered the best way to represent what is “reasonable” and “proper” as perceived by the motorists. When 85% of drivers voluntarily comply with speed limits, it is possible and reasonable to enforce these limits.

A recent study on Wisconsin roads compared crashes on roads with reasonable speed limits, or those accepted by the majority of drivers, with roads displaying posted speed limits considered unreasonable or irrational. The study showed that roads with reasonable speed limits had four times fewer crashes than roads with unreasonable speed limits. Other studies indicate the lowest risk of being in a crash occurs when a motorist travels at or near the 85th percentile speed. They also show that the 15% of motorists who exceed this limit cause many of the roadway crashes. These motorists are the most effective targets for enforcement.

Research in this area emphasizes considering the road’s design speed in setting speed limits. Design speed is the highest safe speed for which the road was designed. It takes into account road type, road geometry and adjacent land use. Studies show that accident rates go down when speed limits are no less than 10 mph of the design speed. When the speed difference is

greater, motorists choose a wider variety of speeds. This variance in speed between vehicles, more than the speed itself, results in higher crash rates.

However, pedestrians, bicyclists and other road users may find the prevailing speed and design speed hazardous. Modern roads often are over-designed, particularly in residential areas where they emphasize the accommodation of functions like emergency vehicles or street parking. The resulting wide and unobstructed roads can encourage drivers to travel too fast for the safety of other road users. Simply setting lower speed limits is unlikely to produce the desired results, especially without effective enforcement. In these cases, authorities may wish to consider using some traffic calming techniques.

Speeds should be consistent, safe, reasonable and enforceable. When 85% of drivers voluntarily comply with speed limits, it is possible and reasonable to enforce the limits with the 15% who drive too fast. Unreasonably low limits can promote disrespect for and disregard of other reasonable posted limits. They also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver behavior. Unreasonably high limits create unnecessary risks.

Speed limits and authority to change

Fixed Limits – Statute 346.57(4) ^(a)	Local Government Authority ^(b) – Statute 349.11(3) and (7) ^(a)
65 mph Freeway/Expressway	WisDOT only
55 mph State Trunk Highways (STHs)	WisDOT only
55 mph County Trunk Highways (CTHs), town roads	Lower speed limit by 10 mph or less
45 mph Rustic roads	Lower speed limit by 15 mph or less
35 mph Town road (1,000 ft min) with buildings on either side spaced an average of less than 150 ft apart	Lower speed limit by 10 mph or less
25 mph Inside corporate limits of city or village (other than outlying district)	Raise speed limit to 55 mph or less / Lower the speed limit by 10 mph or less
35 mph Outlying district ^(c) within city or village limits	Raise speed limit to 55 mph or less / Lower the speed limit by 10 mph or less
35 mph Semi-urban district ^(d) outside corporate limits of a city or village	Raise speed limit to 55 mph or less / Lower the speed limit by 10 mph or less
15 mph School zone, when conditions are met	Raise speed limit to that of the roadway / Lower speed limit by 10 mph or less
15 mph School crossing, when conditions are met	Raise speed limit to that of adjacent street / Lower speed limit by 10 mph or less
15 mph Pedestrian safety zone with public transit vehicle stopped	No changes permitted
15 mph Alley	Lower by 10 mph or less
15 mph Street or town road adjacent to a public park	Lower by 10 mph or less
Construction or maintenance zones, as appropriate ^(e)	State and local agencies have authority to establish

Notes:

(a) Source: Updated 2007-2008 Wisconsin Statutes Database

(b) All speed limit changes **shall** be based on a traffic engineering study, including modifications allowed under State Statute. Local governments can implement speed limit changes on the local road system without WisDOT approval when proposals are within the constraints identified above.

(c) Per Statute 346.57(1)(a) “outlying district” is an area contiguous to any highway within the corporate limits of a city or village where, on each side of the highway within 1,000 feet, buildings are spaced on average more than 200 feet apart.

(d) Per Statute 346.57(1)(b) “semiurban district” is an area contiguous to any State or County highway where, on either or both sides of the highway within 1,000 feet, buildings are spaced on average less than 200 feet apart.

(e) Guidance on establishing speed limits in work zones is available in http://dotnet/dtid_bho/extranet/manuals/tgm/13/13-05-06.pdf.

Modified from original published in WisDOT Traffic Guidelines Manual, Chapter 13-5-1, Figure 1, June 2009.



Authority

Power to set speed limits rests with the state. Chapter 346.57 *Speed Restrictions* of the *Wisconsin Statutes* requires drivers to use a speed that is “reasonable and prudent,” to exercise “due care,” [346.57(2)] and to reduce speed under a variety of conditions such as “going around a curve...passing school children, high-way construction or maintenance workers...and when special hazard exists...” [346.57(3)].

The *Statutes* give fixed limits for more than a dozen situations depending on the road type, jurisdiction and land use [346.57 (4) (a-k)]. See Table on page 2.

Local or state officials have authority to change these limits within the limitations in Chapter 349.11, as summarized in the Table. They must conduct an engineering and traffic investigation to determine a reasonable and safe speed limit. The limit must then be legally adopted by the local authority and appropriate signs erected. When properly changed, such limits do not create additional liability. In addition, changes beyond those specified in the statutes are possible in consultation with and approval by the Wisconsin Department of Transportation (WisDOT).

All limits, whether set by statute or local authority, are only effective and enforceable when official signs have been erected to give drivers adequate warning.

Speeds also may be temporarily reduced in work zones where highways are being constructed, reconstructed, maintained or repaired [Ch.349.11(10)]. These changes must be properly posted and are not restricted by the other limitations in Chapter 349.11. A Transportation Information Center publication, *Work Zone Safety: Guidelines for Construction, Maintenance and Utility Operations*, describes correct work zone signing and set up.

The local agency that maintains the roadway has jurisdiction for determining the speed limit. In most cases the responsibility is clear. If a roadway segment has joint jurisdiction, such as a road that borders two cities, then both agencies must agree on the speed limit. Obviously, the speed must be the same in both directions. In cases where the county or state maintains a road within the corporate limits of a city or village, the county or state is responsible for setting the speed limit. Coordination with local officials and law enforcement agencies is essential to set effective speed limits.

Required studies

Local authorities are required by the statutes to conduct engineering and traffic speed studies to modify all speed limits on local roads including those shown in the Table on the previous page. Engineering studies should include the following:

- 1) Measure and determine the 85th percentile speed, 50th percentile speed, design speed and pace speed.
- 2) Evaluate crash data for the past three to five years.
- 3) Document roadside development including land use, driveway locations, and school locations.
- 4) Document roadway geometrics including lane widths, shoulder width, sight distance limitations at hills, curves and intersections, plus parking, pedestrian and bicycle activity.
- 5) Determine the functional classification of the roadway and the practical function of the road within the state and local system.
- 6) Document the current speed limit and level of enforcement.

A well-done traffic and engineering speed study requires a comprehensive effort by a trained professional. Look for additional details in the 2009 *Wisconsin Statewide Speed Management Guidelines* report. Contact local law enforcement, County Traffic Safety Commissions, the WisDOT and consultants for assistance in conducting speed studies.

Doing a speed study is time consuming but it is a necessary step for local agencies to legally modify speed limits. The effort also has the advantage of creating consistency in how **enforceable** speed limits are set across the state and increasing safety.

Speed zone recommendations

Local road authorities can initiate action to modify a speed limit and create a new speed zone on a local road. Citizens or other agencies also can request a change. Requests should be in writing and submitted to the local authority. The local agency should prepare a written response to the request describing their action and recommendations.

Speed study recommendations for modifying a speed zone should accomplish the following:

- Reduce the speed differential of vehicles
- Be reasonable so a majority of motorists will comply
- Reflect traffic engineering guidelines

When making speed zone changes, **do not** base the decision on these reasons:

- Noise complaints
- Accommodate specialty vehicles
- Correct spot safety problems
- Future concerns that have not yet occurred

Recommendations from a speed study generally fall within 5 mph of the 85th percentile speed. Factors that can alter this guideline include road function, access density, road geometry, parking, and pedestrian and bicycle activity. Using these secondary factors to



determine a recommended speed may require more law enforcement and result in increased crashes. Consider changing the road's physical environment to lower speeds where possible.

Speed zones should be at least 0.3 miles in length. Limit the number of speed limit changes along a route. Generally, it is advisable to change speed zones outside incorporated limits in 10 mph increments.

Submit speed limit changes that require WisDOT approval to a WisDOT Regional office. Changes outside the limitations outlined in Chapter 349.11 require department approval. Local governments take on liability when they make changes outside the outlined limitations without this approval.

Post speed limit changes as soon as possible using flags or other means to call attention to the change. Monitor speed limit changes once they are made to identify any problems or need for further investigation.

Proper signage



A speed limit is not in effect until the area has been properly signed. Conversely, signs must not be installed until the limit has been approved and officially authorized. The *Manual on Uniform Traffic Control Devices (MUTCD)* governs signs. Two types may be used: one for passenger cars and another for special limits for trucks and buses.

No more than three speed limits should be displayed on any one speed limit sign or assembly. Signs with special limits for trucks or other vehicles should include the word TRUCKS or a similar appropriate message. Display this below the standard message or on a separate plate that refers to SPEED or MPH.

The standard speed limit sign must be 24 by 30 inches. Locate signs at:

- Each point where the speed limit changes
- Beyond major intersections
- Other locations where it is necessary to remind motorists of the limit



REDUCED SPEED AHEAD SIGNS also may be used to give advance warning of a lower speed zone. This sign should be used in rural areas to alert motorists when they need extra time to slow to the posted limit.

Always follow it with a speed limit sign at the beginning of the new zone. Near schools, use the appropriate SPEED LIMIT sign after a school zone rather than the END OF SCHOOL ZONE sign.



Enforcement

Enforcement is critical. Without it, speed limits are not effective. When enforcement is increased considerably, violations and crashes have been reduced.

Local officials should actively involve enforcement personnel in setting speed limits to ensure they are reasonably enforceable. Always inform enforcement agencies when changes are adopted.

Enforcement requires wide public support. A first step is to ensure that the public perceives the speed limits as reasonable and fair because the voluntary cooperation of most drivers is essential. A second step is vigorous public information and education that stresses the safety benefits of enforcement. Make this a cooperative effort between highway and enforcement officials. Any information campaign should target specific aspects of the speeding problem such as young drivers, nighttime, school zones, work zones, or specific roads where potential traffic and pedestrian conflicts are high.

Within law enforcement agencies, traffic enforcement does not compete well with criminal and drug enforcement. That means local highway officials must actively seek adequate agency enforcement. These efforts are most effective when the safety benefits are clear and there is strong support from local elected officials.

Aggressive, targeted enforcement, combined with education, effectively produces better public compliance with traffic laws. The Federal Highway Administration recommends targeting enforcement programs to locations with a high incidence of crashes where speed was a contributing factor and to areas with high traffic volume.



Long-term, low-intensity speed enforcement can produce meaningful results. Studies indicate some amount of the enforcement effort (15% is recommended) be directed to random locations and times. Stationary, marked patrol vehicles are most effective in creating longer-term enforcement benefits.

Minimum speed limits and slow moving vehicles

Except on Interstate highways, there is no specific minimum speed on Wisconsin highways. However, statutes prohibit driving a motor vehicle "at a speed so slow as to impede the normal and reasonable movement of traffic, except when necessary for safe operation or to comply with the law." [Section 346.59 Wis. Stats.]

Vehicles that normally travel slower than 25 mph must display slow moving vehicle emblems. [Section 347.245 Wis. Stats.] In addition, the operator of a vehicle moving so slowly it impedes traffic must yield the roadway to overtaking vehicles, if practicable, when the operator of an overtaking vehicle gives an audible warning. [Section 346.59(2) Wis. Stats.]

Advisory speed signs

Advisory speed signs are used to tell drivers that a lower speed may be necessary at curves, turns, intersections and other localized conditions. These signs add emphasis and specific information to other warning signs, and recommend a comfortable and safe speed to drive in these locations. Do not confuse advisory speeds with enforceable speed limits. Advisory speeds do not imply the maximum operating speed at which skid and rollover occurs.

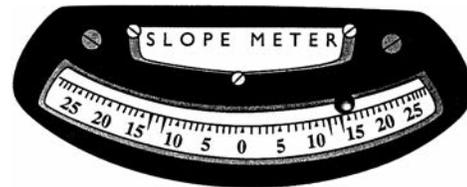


two-lane highways in the study, posted advisory speeds at most curves were well below prevailing traffic speed, and below speeds established using recommended devices and criteria.

The advisory speed must be determined by an accepted traffic engineering procedure but no ordinance is required. Maintenance or sign supervisors can erect the signs. They must be in accordance with guidelines in the *MUTCD, 2C-35*.

As with other traffic signs, advisory speeds should be consistent and reasonable to promote driver respect and compliance. This is not always the case. Research published by the national Transportation Research Board (TRB) found that on the

Advisory speeds are set based on average curve speeds for different angles of deflection. One device widely used for establishing advisory speeds on curves is the ball bank indicator. Relatively inexpensive, this curved level is mounted in an engineer's car. The engineer makes successive trial runs through a curve, taking care to drive parallel to the centerline of the curve, increasing speed by 5 mph each time. The indicator shows the angle of deflection in degrees.



The TRB study reports that the generally accepted criteria, based on tests conducted in the 1930s, produce unrealistically low speeds with modern cars and should be revised upwards. The authors say ball bank readings of 12 degrees above 40 mph, 16 degrees between 30 and 40, and 20 degrees below 30 would better reflect average curve speeds.

Ball bank readings tend to fluctuate rather widely during a trial run and can be affected by loose-surfaced roads and vehicle suspension systems. As a result, setting a recommended speed depends to a significant extent on the judgment and experience of the person making the tests. The recommended speed should feel comfortable for the average driver and be lower than the maximum safe speed. It should also be sensible in comparison with prevailing speeds.

Summary

Establishing and enforcing reasonable and safe speed limits is the responsibility of local officials. This often includes balancing conflicting issues of safety, traffic movement, and community concerns.

Coordination with local law enforcement is vital to effective speed control. Most speed zones should encourage voluntary compliance by using reasonable speed limits. Traffic calming techniques that involve physical and perceptual changes also can help. Consulting enforcement officials when determining effective limits is important and they can help work with the community in difficult areas.

The traffic engineering staff of WisDOT also is a good resource. Since they participate on county Traffic Safety Commissions, this is an easy way to contact them for assistance.

Several sample speed limit ordinances are shown on page 6.

SPEED
LIMIT
50

SPEED
ZONE
AHEAD

REDUCED
SPEED
AHEAD

REDUCED
SPEED
30

"Badger County" traffic ordinance

SPEED LIMITS. (1) The provision of sections 346.57 & 346.59 of the Wisconsin Statutes, relating to the maximum and minimum speed of vehicles, are hereby adopted as part of this section as is fully set forth herein, except as specified by section 2 of this ordinance, pursuant to section 349.11(3)(c) of the Wisconsin Statutes. (2) No vehicle shall exceed noted speed limits on the following county trunk highways:

- (a) County Trunk Highway "A"
- (1) **Unincorporated Village of Estesville, Town of Terry.** Thirty-five miles per hour from its junction with STH 78, in Estesville, southwesterly 0.35 miles.
 - (2) **City of Covington, Town of York.** Thirty-five miles per hour from its intersection with CTH "N" (Veterans Drive), easterly to a point 0.15 miles east of its intersection with Race Track Road.
- (b) County Trunk Highway "AB"
- (1) **Town of Finis.** Thirty miles per hour from the bridge over the Yahara River located on a line common to sections 13 and 14, Town of Finis, southwesterly to USH 51.
 - (2) **Chestnut Road, City of Centerton.** Thirty miles per hour from the intersection of USH 51, easterly to Droster Road.

Sample municipal ordinance

Section 3. **SPEED LIMITS.** [Towns, Cities, and Villages]
The _____ [Council or Village Board] hereby determines that the statutory speed limits on the following streets or portions thereof are unreasonable, unsafe and imprudent and modifies such speed limits as follows:

- (1) **SPEED LIMITS INCREASED.** Speed limits are increased as follows upon the following designated streets or portions thereof:
 - (a) **Outlying Districts**
45 miles per hour on _____ Avenue between _____ Street and the _____ [City or Village] limits;
- (2) **SPEED LIMITS DECREASED.** With the approval of the Wisconsin Department of Transportation, the speed limits are decreased as hereinafter set forth upon the following highways or portions thereof:
 - (a) **Semi-Urban Districts**
25 miles per hour on _____ Road between County Trunk _____ and the _____ [City or Village] Limits;
30 miles per hour on _____ Road between County Trunk _____ and the limits

Sample amendment to a speed ordinance

AMENDING CHAPTER 1 OF THE BADGER COUNTY CODE OF ORDINANCES SPEED LIMIT CHANGES

The County Board of Supervisors of the County of Badger does ordain as follows:

ARTICLE 1. Unless otherwise expressly stated herein, all references to section and chapter numbers are to those of the Badger County Code of Ordinances.

ARTICLE 2. Section(2)(b)(2) is created to read as follows:

- 1) Chestnut Road, City of Centerton. Twenty-five miles per hour from its intersection with USH 51 to its intersection with Winona Drive.

Sample speed limit ordinances Local boards of elected officials must adopt speed limits in ordinance form. Here are sample ordinances for county and municipal governments. Local ordinances also may include details on forfeitures and law enforcement authority. The ordinance should be reviewed by the agency's attorney.

References

Wisconsin Statewide Speed Management Guidelines, WisDOT, June 2009

Speed Management Safety, FHWA resource website at <http://safety.fhwa.dot.gov/speedmgt/>

Evaluation of Criteria for Setting Advisory Speed on Curves, Mashrur A. Chowdhury, Davey L. Warren, Howard Bissell, & Sunil Taori, Transportation Research Board Paper No. 980133, January 11-15, 1998, 21 pp.

Factors Affecting Speed Variance and Its Influence on Accidents, Nicholas J. Garber & Ravi Gadriaju, Transportation Research Record 1213, Transportation Research Board, 1998, 10 pp.

A Policy on Geometric Design of Highways and Streets, AASHTO, 2004, pp 66-72.

Spot Speed Studies, Ch.3 of Manual of Transportation Engineering Studies, Institute of Transportation Engineers, H. Douglas Robertson, Ed., 2000, pp 33-51.

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TO: Public Safety Committee
FROM: Steve Graff, Chief of Police
DATE: August 15, 2016
SUBJECT: Identity Theft Investigations

BACKGROUND: Ald. Wirth contacted Chief Graff regarding police officers who may be spending time on identity theft or similar internet crimes, which may be futile, when the officers could be on the street and available for other calls for service.

ANALYSIS: The following is the statutory definition of identity theft:

Whoever, for any of the following purposes, intentionally uses, attempts to use, or possesses with intent to use any personal identifying information or personal identification document of an individual, including a deceased individual, without the authorization or consent of the individual and by representing that he or she is the individual, that he or she is acting with the authorization or consent of the individual, or that the information or document belongs to him or her is guilty of a Class H felony:

- (a) To obtain credit, money, goods, services, employment, or any other thing of value or benefit.*
- (b) To avoid civil or criminal process or penalty.*
- (c) To harm the reputation, property, person, or estate of the individual.*

Persons who suspect that they are a victim of identity theft can report the crime to their local police department. The officer who takes an identity theft report must first determine if he/she has the jurisdiction to investigate the complaint. If not, the officer must tell the victim which law enforcement agency may have the jurisdiction. Either way, the officer takes the information and creates an initial report.

Identity theft cases can be quite involved and time-consuming. However, if an officer or detective gets to a point in the investigation where it is obvious that the suspect is acting from another state, or even another country, the case is usually closed and the victim notified. On some occasions, officers have been able to contact law enforcement in another state and forward our investigation to them for follow-up.

On many occasions, officers are able to develop information that leads to an arrest. Recently, several arrests were made related to a case where former employees of a Mequon resident and business owner used check routing numbers to create fraudulent checks for more than \$13,000. Identity theft is a huge problem, especially for the victims who have to spend a great amount of time trying to piece their names and credit histories back together. This particular victim doubts whether she will ever be reimbursed for the money that was stolen from her.

The bottom line is that the Mequon Police Department does actively investigate identity theft and other similar crimes with the intent of solving them and arresting any suspects. If the investigation leads to a point where further time and effort would be futile, the case is closed.

FISCAL NOTE: N/A

RECOMMENDATION: Staff recommends no change in the way identity theft investigations are handled.



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www.ci.mequon.wi.us

Office of Public Safety Committee

TO: Public Safety Committee
FROM: Steve Graff, Chief of Police
DATE: August 10, 2016
SUBJECT: Municipal Lockup Inspection Report 2016

BACKGROUND: The Mequon Police Department has six secure holding cells and a juvenile holding area. Our facilities, records and procedures are reviewed each year by the Wisconsin Department of Corrections. The Public Safety Committee has expressed a desire to see the completed reports. Attached for your review is the report from the Wisconsin Department of Corrections outlining the inspection of the secure detention and adult lockup area within the Mequon Public Safety Building.

The Department is pleased to that its procedures were approved and that it is in compliance with Wisconsin Department of Corrections regulations.

Scott Walker
Governor

Jon E. Litscher
Secretary



Office of Detention Facilities
819 North Sixth Street
Room 128
Milwaukee, WI 53203-1675
Telephone: (414) 227-3997
Facsimile: (414) 220-5232

State of Wisconsin Department of Corrections

June 28, 2016

Chief Steve Graff
Mequon Police Department
11300 North Buntrock Avenue, 64W
Mequon, WI 53092

RE: 2016 Annual Inspection, Mequon Municipal Lockup

Dear Chief Graff:

As you know, the Department of Corrections has the responsibility by statute to set reasonable standards and regulations for the design, construction, repair, and maintenance of municipal lockup facilities as defined in State Statute 302.30. The standards are set forth in the Department of Corrections Administrative Code, Chapter DOC 349. Annual inspections are also required of each facility to assess the safety, sanitation, adequacy, and fitness of each lockup pursuant to State Statute 301.37(3). The 2016 annual inspection of the Mequon Municipal Lockup was conducted on June 21, 2016. This report summarizes the results of the annual inspection.

INSPECTION SUMMARY

Physical Environment 349.07

The six cells and adjacent booking area were inspected and found to be in good condition. All doors and locks were found to be in working order, as were the toilets and sinks. Inspections of cell and fire escape locks and doors are being recorded pursuant to 349.12(3)(5) on a monthly basis.

Sanitation and Hygiene 349.08

The inmate hygiene supplies located at the facility were found to meet code standards. All areas of the detention and booking area were found to be clean and well organized.

Health Care 349.09

The Mequon Municipal Lockup uses an admission screening form (DOC 349.17), which is to be completed on each individual being detained in a cell. Similar to past years, a health screening form is being completed on each individual being booked into the facility, which continues to be an excellent practice. Current Mequon procedure stipulates that medications will be placed with

Attachment: Municipal Lockup Rpt_2016 (1759 : Municipal Lockup Inspection Report)

the arrestee's property and that no medications brought into the facility by an individual will be administered unless authorized by the shift commander.

Fire Safety 349.10

The facility was found to be in compliance of DOC 349.10(4) Fire Safety. The most recent fire inspection by the City of Mequon Fire Department was completed on 6/16/16. Evacuation routes are posted in the lockup area and fire suppression equipment available if needed.

Records and Reporting 349.11

A review of the admission screening and booking reports revealed that appropriate information is being obtained on all individuals being booked into the Mequon Municipal Lockup. Since the last annual inspection in 2015, there have been no notifications to this office of any unusual occurrences. As an annual reminder, please have your staff contact my office at (414) 227-3997 within 48 hours to report any of the following incidents in the detention area:

- An inmate dies.
- An inmate attempts suicide and is admitted to a hospital.
- An inmate or staff have been injured and are hospitalized due to the injury.
- An inmate escapes or attempts to escape from confinement.
- There is any significant damage to the lockup affecting the safety or security of the lockup.

Security 349.12

As noted earlier, the facility was found in compliance of DOC 349.12(3)(5) Security Reporting, as records are being obtained for all monthly inspections. Cell checks are also being completed and documented as required. A review of completed booking sheets found that security checks are generally being conducted and documented every 15-20 minutes. This is an excellent practice that exceeds the minimum requirements of the administrative code.

Detention of Juveniles 349.21

Your Department has submitted policies and procedures as outlined in DOC 349.21 to hold juveniles. A review indicated that no juveniles had been placed into a cell since the last annual inspection. Procedures are in place to ensure sight and sound separation between juveniles and adult detainees, and all records are kept separate from adults.

Approval

The Mequon Municipal Lockup is approved for the detention of adults for up to 72 hours and for the detention of juveniles for up to 6 hours. This approval is with the understanding that continued compliance with the Department of Corrections Administrative Code, Chapter DOC 349, and applicable state statutes is maintained.

I would like to thank Sergeant Patrick Pryor for his assistance during the inspection and for providing the necessary information for the review of your lockup's operations. Please feel free

to contact me should you have any questions, or if I may be of assistance to you and your Department.

Sincerely,



Gregory A. Bucholtz, Inspector
Office of Detention Facilities

Cc: Dan Abendroth, Mayor
Kristi Dietz, ODF Director
File