

Performance Measures of Manual Multi-Modal Traffic Signal Control

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1 **Abstract**

2 Traffic control agencies (TCAs), which including police officers, firefighters or other traffic law
3 enforcement officers, who override automatic traffic signal controls, are crucial to mitigate non-
4 recurrent traffic congestion caused by planned and unplanned events. An unanswered question is
5 how well TCAs perform compared with state-of-practice automatic traffic signal controls. This
6 paper assesses the performance of TCA-based manual multi-modal traffic signal control during
7 special events. First, an interview was designed to understand the control rules of TCA's and the
8 current practice of manual traffic signal control. Second, a simulation-based experiment was
9 conducted to record their control actions during multi-modal traffic flows, which contain buses,
10 pedestrians and passenger cars. Third, a TCA performance index was developed by comparing to
11 the optimal solutions from an online optimization model, which assumes that rich vehicle
12 information is available, to determine the best control strategies. The results show that manual
13 traffic control can significantly improve the control performance, even approaching that of the
14 optimized timing plan; however, large variations were observed during the study.

15 **Keywords:** manual multi-modal traffic signal control; human performance assessment; traffic
16 control agency.

17

1. Introduction

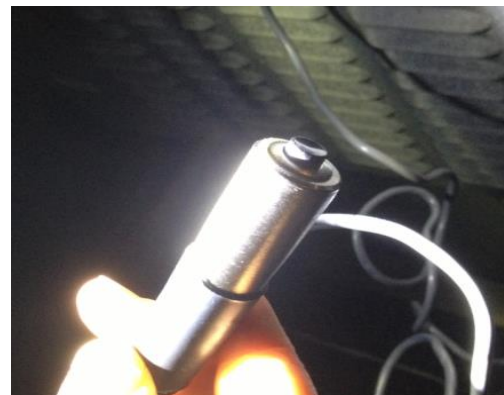
Large-scale planned events, such as sporting games, concerts, parades and conferences, and unplanned events, such as traffic incidents, disasters, inclement weather and infrastructure failures, either attract high-volume multi-modal traffic, or reduce the existing network capacity, both of which result in significant non-recurrent traffic congestion [1]. Despite the fact that there exists advanced signal control technology, the additional benefit of this technology is limited during periods of non-recurrent congestion because most of the control is not designed for event-based operation. Properly managing traffic during an event is crucial for traffic safety and mobility.

Human intervention for event traffic conducted by police or other traffic control agencies (TCAs), who can override traffic lights to direct traffic movements, still serves as the most commonly adopted approach to handle severe event traffic congestion. The primary function of manual traffic control is to move vehicles and pedestrians safely and expeditiously through or around an incident or special event site while protecting on-site personnel and equipment. There are two typically used methods to manually control traffic, as shown in Figure 1(a) and 1(b). The first method allows TCAs standing in the middle of the intersection to control traffic by hand signals, as illustrated in Figure 1(a); in the other method, depicted in Figure 1(b), the control traffic signals are manually controlled via a cord switch in a cabinet and can only adjust the green times in each phase, not the phase sequences. Although the second method is less flexible than the first one, TCAs remain in safe positions because drivers do not expect to be directed by hand and their actions can be unpredictable.

Different than most of automatic traffic signal control systems, experienced TCAs can effectively balance queue length, increase network throughput, and prevent pedestrian-vehicle crashes. Recently, multi-modal traffic signal control has garnered much attention [2]-[5]. Typical event traffic generally consists of three modes of traffic: buses, pedestrians and passenger cars. When event traffic over-saturates the network, it is important to understand how TCAs control non-recurrent congestion and prioritize multi-modal traffic.



(a)



(b)

Figure 1. Two manual signal control methods: (a) via hand signals; (b) using a manual signal control switch in the cabinet

1 Manual control is believed to be an extremely effective method to handle non-recurrent,
2 multi-modal traffic conditions. However, the performance of manual signal control, compared to
3 that of the state-of-practice automatic signal control methods, has not been fully investigated in
4 the last few decades. In this paper, to understand the performance of manual signal control,
5 human operator based interviews and experiments were conducted. This study explicitly assesses
6 the performance of TCAs based on the Manual Intersection Control Simulator (MIC-Sim), which
7 was developed on a commercial traffic simulation platform. Therefore, the goal of this paper is
8 to evaluate the performance of TCAs compared with that of automatic control and the optimal
9 control of an isolated intersection. It is expected that the results of manual operation will benefit
10 national wide transportation authorities who are responsible for event traffic planning and
11 management.

12 **2. Literature Review**

13 It has long been recognized that non-recurring events can cause as least half of the total
14 traffic congestion [6]. Over the years, a large amount of effort has been invested in studying how
15 to alleviate non-recurrent congestion with automatic signal control methods [7]-[9]. There have
16 been a few studies that focused on manual control operation. Mahalel, Gur, and Shiftan (1991)
17 [10] collected field data at a single intersection to understand the differences between automatic
18 and manual signal control. The authors concluded that manual signal control improved the
19 operation of congested signalized intersections, measured in terms of the degree of saturation,
20 total throughput and how well the capacity could be controlled above the demand. The handbook
21 of managing special events [1], emphasizes that traffic control officers have a large role in
22 maximizing the intersection operating efficiency. The officer commands a driver's attention and
23 works to control the speed of vehicles entering and departing the intersection that subsequently
24 reduces rubbernecking, particularly at traffic incident sites. Wojtowicz and Wallace (2010) [11]
25 used tabletop exercises for the traffic management of special events using traffic microscopic
26 simulation software. In a scenario of event egress, results from their simulation showed that
27 when police control is used at critical intersections, there is more than a 50% reduction in
28 discharge time. Lassacher et al. (2009) [12] examined traffic management strategy for a large
29 football game and concluded that signal retiming and manual traffic control strategies allowed
30 for dramatic improvements in the traffic level of service. Lee et al. (2012) [13] conducted
31 Hardware-in-the-Loop Simulation (HILS) experiments to evaluate manual traffic control
32 performance under oversaturated conditions. The authors demonstrated the performances of
33 manual traffic signal control and concluded that manual control had the best results among the
34 proposed strategies at an oversaturated intersection. However, the participants in their
35 experiments were college students, who have much less field intersection control than
36 professional TCAs. Therefore, the performance measured does not completely reflect the TCA's
37 traffic control results in real-world events. In addition, only one traffic mode, the passenger car,
38 was taken into account in that study.

39 Although manual signal control is crucial to ensure road safety, avoid queue spillover and
40 enforce traffic law under event occurrences, this research topic has not been extensively studied;
41 there have only been a few studies that have been conducted on the topic. Moreover, most of the

1 previous studies have only summarized empirical observations and experiences. These studies
2 hardly considered either transit vehicles or pedestrians in event traffic. Therefore, there is a
3 pressing need to pursue a systematic study on this topic.

4 The objective of this paper is to evaluate the performance of TCA-based manual signal
5 control during multi-modal event traffic and to present the results compared with that of
6 automatic control and optimal control. The outline of this paper is as follows: Section 3 describes
7 the designed interview and simulation-based experiment to capture the performance of
8 experienced TCAs in multi-modal event traffic. In Section 4, a performance index is developed
9 by comparing manual control with that of actuated signal control and optimal control. Finally,
10 Section 5 provides concluding remarks, the discussion and suggestions for future work.

11 **3. Human Subject Experiments**

12 **3.1 Interview**

13 **3.1.1 Procedure**

14 At the beginning of the study, the TCA participants were asked to take a 15-minute
15 interview, which was composed of three sessions. The first session obtained the basic
16 background of the participants in manual traffic control, including their title and working
17 experience and where their skills were learned as well as circumstances and frequency of when
18 they perform manual traffic signal control. In the second session, the participants reported the
19 general rules they follow when conducting manual signal control in the field. The third session
20 required them to explain their detailed manners to control traffic under different circumstances,
21 which included oversaturated intersections, traffic accidents, power outages, construction sites
22 and special events.

23 **3.1.2 Participants**

24 The experiments recruited eight participants, in which seven were police officers and one
25 was a firefighter. Table 1 summarizes the information collected during the interviews, including
26 general information about the subjects and their control behavior. To maintain sample diversity,
27 the subjects were of different genders, had different job titles and had different years of
28 experience in traffic control. On average, TCA participants had 14 years of experience, where
29 the number of years ranged from 2.5 years to 27 years. All TCA participants learned their traffic
30 control skills at the police academy, through on-site practice, and via paired training with
31 seniors. All of the police officers reported that they perform manual traffic control for car
32 accidents, power outage and special events; several officers also mentioned other reasons, such
33 as extreme weather conditions. Firefighters are mostly involved in emergency events or regular
34 events with hazardous materials. For example, firefighters typically conduct annual two-day
35 manual traffic control during a household hazard disposal event. The frequency of manual traffic
36 control generally varies from 10 to 30 times per year, although there is a small probability that
37 the frequency is less than 5 times or greater than 40 times per year.

38 From the interviews, it was learned that most of the participants gave more control
39 attention to the number of vehicles in the queue than the queue length; two other aspects, queue

1 spillover and pedestrians, were considered. The weights assigned to each control attention are
2 shown in Table 1. Participants were also asked to assign weights to prioritize three traffic modes,
3 including bus, pedestrians, and emergency vehicles (EV). Assuming the weight for a passenger
4 vehicle is always 1, three traffic modes were weighted by a score from 1 to 10 from TCAs. The
5 average assigned weights are shown in Table 1. Several of weights are denoted “N/A” because
6 the corresponding TCAs did not report the values. Among all the reported weights, EV always
7 had the highest score of 10, and most of the TCAs did not grade a high weight for buses (4.4).
8 The TCAs allocated high weights for pedestrians in groups (6.4) due to their high vulnerability.
9 The normalized average weights for passenger cars, buses and pedestrians were 0.08, 0.37 and
10 0.54, respectively.

11 Table 2 shows TCAs’ control manner under five different scenarios: oversaturated
12 intersection, traffic accident, power outage, construction site and planned events. Police always
13 perform manual traffic under all the proposed scenarios, whereas firefighters are typically
14 involved in emergency or hazardous events. When performing manual control at a congested or
15 even oversaturated intersection, most of the TCAs will attempt to flow as many cars as possible
16 and avoid queue spillover if it is a large intersection. Occasionally, TCAs will first stop traffic in
17 all directions and allow the direction with the longest queue to go and go, then make the decision
18 on if they will shut down the left turning lines to only allow the through traffic to proceed. If it is
19 a small intersection, TCAs will let one direction proceed for 30 seconds (reported by 2 TCAs),
20 followed by the other directions in rotation. In addition, several of the TCAs mentioned that a
21 one-quarter mile of queue length is a priority. If pedestrians are waiting at the intersection, TCAs
22 will allow them to pass through as a group.

1

Table 1: Summary of interview results

General information							Control behavior						
TCA NO.	TCA job title	Gender	Years of experience	Sources where traffic control skills were learned	Reasons for manual control	Manual control frequency (/year)	Control attention			Priority weights of traffic modes			
							Num. of vehicles in queue	Queue length in feet	Others	E.V.	Car	Bus	Ped.*
A	Police supervisor	M	15	Police Academy; On-site practice; paired training	Events; Car accidents; Power outage; Extreme weather conditions; Firefighters on-duty	20~30	N/A	N/A	N/A	-	-	-	-
B	Police supervisor	M	25			10~12	0.67	0.33	N/A	10	1	5	7
C	Police supervisor	F	18			1~5	0.67	0.33	N/A	10	1	5	8
D	Police supervisor	M	8.5			10~12	N/A	N/A	N/A	-	-	-	-
E	Police officer	M	4.5			>40	N/A	N/A	N/A	-	-	-	-
F	Police officer	M	2.5			20~30	0.2	0.3	Queue spillover: 0.5	10	1	2	6
G	Fire fighter	M	27			10~12	0.67	0.33	N/A	10	1	3	5
H	Police officer	M	10			5~6	0.5	0.25	Pedestrian : 0.25	10	1	7	6

*: Particularly for a group of pedestrians

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3

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Table 2: Summary of Control Manners

TCA NO.	Oversaturated Intersection	Traffic Accident	Power Outage	Construction Site	Events	
A	Manually control and cooperate with other officer	Protect the scene, may block roads	Close the road or reduce the travel; block lanes or convert to 4-way stop	Different from traffic accident, construction site is always pre-planned; use signs to direct the traffic around. Police are only involved if a large congestion occurs.	Have the traffic plan before event, including the route and officers' assignments; Group the pedestrians.	
B	Rotate the direction and have as many cars proceed through the intersection as possible; group the pedestrians	Safety comes first; reroute the traffic	Manually control the intersection			
C	4-way stop, let each direction proceed for 30s	Direct the traffic around or shut down the road if necessary	Convert to a 4-way stop			
D	Keep the queue even and rotate the direction one by one	Safety comes first and move the car involved in the accident to allow traffic through	Manually control the intersection			
E	Keep the flow as long as possible	If people are badly injured, block the intersection to the accident site and protect the scene; if there are no injuries, move the car and allow the traffic through	Manually control the intersection			
F	Allocate time to the approaches according to the congestion based on queue length	Protect the scene, avoid a secondary accident	Consistently flow traffic on an approach until the other side backs up			
G	N/A	N/A	N/A			N/A
H	Let the direction with the longest queue go first	Direct the traffic around the scene; or shut down and reroute the traffic	Manually control the intersection			Treat similar to a traffic accident

1 When a traffic incident occurs, safety is the priority. TCAs will first ensure that people
2 are safe, then protect the incident scene, block the roads and detour the traffic if necessary.
3 Additionally, TCAs will direct traffic to avoid a secondary accident and begin to recover the
4 traffic from the incident once investigators take pictures of the scene. In the case of a power
5 outage, which could be caused by a natural disaster, the signalized intersection will either be
6 changed to a 4-way stop intersection or manually controlled by TCAs. TCAs may also close the
7 road or block lanes to reduce traffic if it is a minor intersection. Normally, 2 or 3 TCAs will be
8 assigned to the intersection for manual control. In the case of construction sites, which are
9 planned ahead of time, the control strategy is different than in a traffic accident. Most of the
10 construction sites are pre-deployed with barricades and signs to direct traffic, thus TCAs will not
11 be assigned unless the safety of the construction site is a concern. Similarly, special events are
12 always fully pre-planned with traffic routes and officer assignments. When special events occur,
13 the assigned TCAs will manually control the traffic according to the planned event traffic route.
14 Because a large number of pedestrians will show up for the event, they receive the highest
15 priority and are arranged as a group to pass through.

16 **3.2 Simulation-based Experiments**

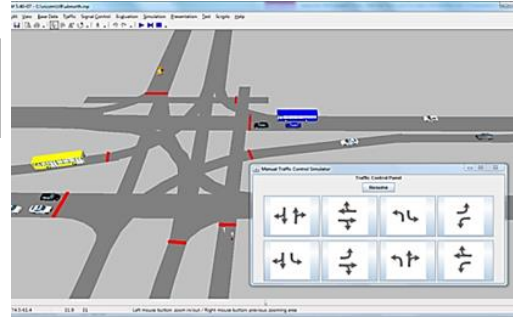
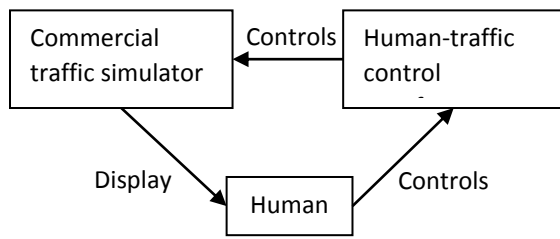
17 **3.2.1 Experimental Platform and Tasks**

18 The experiment was conducted using the Manual Intersection Control Simulator (MIC-
19 Sim), which is shown in Figure 2. MIC-Sim consists of three components in a loop: a human, a
20 human-traffic control interface and a commercial traffic simulator, as shown as Figure 2(a).
21 MIC-Sim builds the human-traffic control interface on a microscopic simulator, VISSIM, with
22 Java and COM (Component Object Model) technology. The participant is provided a 3D view of
23 the traffic condition at a simulated intersection. The traffic condition, such as the number of
24 vehicles in the queue, is displayed on the screen and will dynamically change via an animation.
25 Once the participant understands the traffic condition at the intersections, he/she can manually
26 control the traffic signals in real-time by clicking the corresponding traffic movement phases in
27 the control panel, as illustrated in Figure 2(b). Typically, a TCA will begin to manually control
28 traffic within the first minute. Once the TCA begins to take over, intersection traffic will
29 continue to be manually controlled through the simulation horizon. The control actions and
30 traffic data are recorded in files for further analysis.

31 In the experiment, subjects were asked to apply their own control experiences to
32 manually control traffic at the intersection of Millersport Highway and Amherst Manor Drive at
33 the North Campus of SUNY Buffalo, as shown as Figure 2(c).

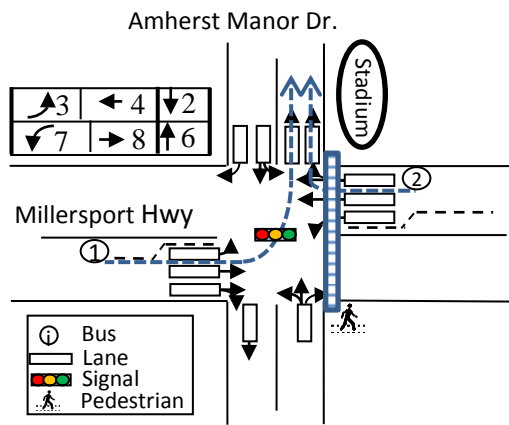
34 The traffic data in the experiment was collected from a campus football game that was
35 scheduled at 7 pm on September 19, 2012. The attendance of this game was 9,764 people, which
36 was counted from the ticket scanner in the stadium. The game traffic was monitored two hours
37 before its starting time. Many people parked south of Amherst Manor Dr. and thus a large
38 number of northbound pedestrians were observed before the game began. The before-game
39 inbound traffic, including both passenger cars and pedestrians, are shown in Figure 2(e).

40

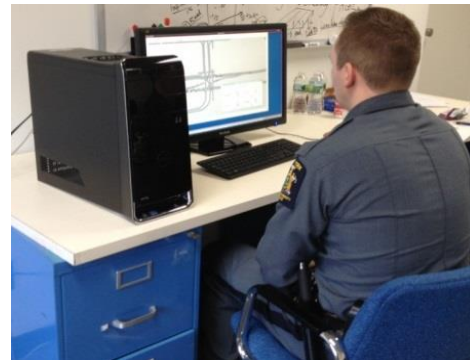


(a)

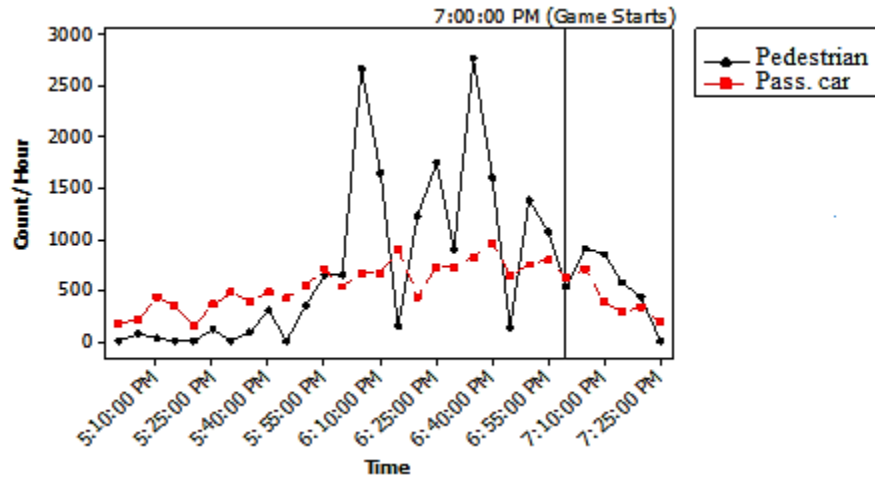
(b)



(c)



(d)



(e)

Figure 2: (a) Components of the MIC-Sim; (b) Simulation interface of the MIC-Sim; (c) Layout of the test intersection; (d) TCA in the experiment; (e) Before-game inbound traffic counts at the intersection of Millersport & Amherst Manor on 9/19/2012.

1

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3 **3.2.2 Subjects and Experimental Procedure**

1 Eight TCAs participated in the experiment, as shown in Figure 2(d). One experiment was
 2 a 5-minute training session, which consisted of demonstrations and suggestions by the
 3 experimenter, combined with practice trials. In this warm-up session, participants were asked to
 4 properly adjust the simulation view to minimize the discrepancies between the real-world view
 5 and the simulation view. After a warm-up training session, each subject conducted manual traffic
 6 signal control under four different scenarios, each of which lasted 30 minutes. The first two
 7 scenarios simulated the real multi-modal peak traffic demand from a busy weekday night
 8 football game, including three traffic modes, that is, passenger cars, buses and pedestrians and
 9 the last two scenarios only had two traffic modes, that is, passenger cars and buses. The detailed
 10 multi-modal traffic demand data for 12 turning movements and one pedestrian movement are
 11 also provided in Table 3. All scenarios contained two bus lines, which had the same bus demand,
 12 8 buses per hour per line. Scenarios 1 and 3 have the same traffic demand in terms of buses and
 13 passenger cars, and scenario 3 does not include pedestrian traffic. Scenario 4 contains an
 14 artificial, saturated traffic condition. The traffic conditions are determined by the critical
 15 intersection volume-to-capacity ratio in Chapter 18 of the Highway Capacity Manual [14].

16 The critical volume-to-capacity ratio for this intersection is

$$17 \quad X_c = \left(\frac{C}{C-L}\right) \sum_{i \in c_i} y_{c,i}$$

$$18 \quad \text{with } L = \sum_{i \in c_i} l_{t,i}, y_{c,i} = \frac{v_i}{N_{s_i}}$$

19 where C is the cycle length, L is the cycle lost time, c_i is the set of critical phases on the critical
 20 path, $l_{t,i}$ is phase i lost time, v_i is the demand flow rate, and N_{s_i} is the saturation flow for phase
 21 i . Therefore, the critical volume-to-capacity ratios for four scenarios, as shown in Table 3, are
 22 0.775, 0.801, 0.775 and 1.208, respectively.

23

24 3.2.3 Evaluation Criteria

25 The purpose of this research is to evaluate the manual multi-modal signal control
 26 performance of TCAs. There are several challenges in multi-modal signal control. First, it is
 27 crucial to set weights for different traffic modes. Due to a lack of previous work, we set multi-
 28 modal weights according to the TCA interview results. The second challenge is how to select the
 29 different evaluation criteria. According to the previous interview, safety is the first priority
 30 considered by TCAs. We leave this criterion for future study. Network throughput and average
 31 delay are also top criteria; however, occasionally, they conflict with each other. For example, a
 32 lower cycle length usually results in lower pedestrian delay, although it increases the total lost
 33 time and leads to a lower total throughput.

34 In this paper, we use two criteria to evaluate signal control: delay and throughput. In
 35 addition, each criterion is evaluated based on three aspects of multi-modal traffic: passenger cars,
 36 buses, and pedestrians. To compare with the currently practiced automatic control method, fully
 37 actuated signal control (ASC) is used as the baseline for traffic control performance. Moreover,
 38 we assume optimal control results can be obtained from a control algorithm called PAMSCOD

1 (Platoon-based Arterial Multimodal Signal Control with Online Data) [4], the objective of which
2 is to reduce multi-modal traffic delay with pre-defined weights. In this study, PAMSCOD
3 assumes Vehicle-to-Infrastructure (V2I) communication is available with a 100% penetration
4 rate, and every vehicle or pedestrian will send the controller a request with its phase and arrival
5 time when approaching the intersection. To conform to this study, we trimmed the constraints of
6 PAMSCOD for an isolated intersection and added delay evaluation constraints for pedestrians.
7 Table 4 shows the simulation results of all subjects for fully ASC and optimal signal control for
8 four scenarios with respect to the three considered traffic modes. Table 5 shows detailed ASC
9 settings used in the experiments. All scenarios have the same settings for minimum green time,
10 vehicle extension, yellow time and all-red time for all six phases. Scenarios that have
11 pedestrians, i.e., S1 and S2, also have the same settings for pedestrian walk and clearance time.
12 To compare the performance of different operations in a uniform approach, the next section
13 describes the method to calculate the performance index.

1 Table 3: Average multi-modal traffic turning movement counts (per hour) for each scenario

	NBL*	NBT	NBR	NB-Ped	SBL	SBT	SBR	WBL	WBT	WBR	WBR -Bus	EBL	EBL -Bus	EBT	EBR	Volume-Capacity Ratio
S1	25.0	120.0	41.1	1458	72.1	39.8	136.0	167.2	651.0	227.8	8	365.5	8	888.9	151.6	0.78
S2	22.5	108.4	37.1	1338	76.2	42.1	143.7	176.4	687.1	240.5	8	374.9	8	911.7	155.5	0.80
S3	25.0	120.0	41.1	0	72.1	39.8	136.0	167.2	651.0	227.8	8	365.5	8	888.9	151.6	0.78
S4	96.5	464.0	158.8	0	346.7	191.4	653.6	193.7	754.2	263.9	8	392.7	8	955.1	162.9	1.21

2 *: NB, SB, WB and EB represent northbound, southbound, westbound and eastbound traffic, respectively. L, T and R represent left-turn, through
 3 and right-turn traffic, respectively.

4 Table 4: Multi-modal average delay for each subject in each scenario

Subject	S1			S2			S3			S4		
	Car Delay (s)	Bus Delay (s)	Ped Delay (s)	Car Delay (s)	Bus Delay (s)	Ped Delay (s)	Car Delay (s)	Bus Delay (s)	Ped Delay (s)	Car Delay (s)	Bus Delay (s)	Ped Delay (s)
A	26.53	41.90	33.34	28.15	14.45	54.04	15.65	12.05	-	29.43	36.25	-
B	34.79	36.89	35.04	53.66	57.40	54.04	25.02	43.65	-	39.07	43.15	-
C	33.21	33.90	45.14	33.31	22.95	44.24	26.62	23.76	-	32.98	30.65	-
D	37.25	26.40	51.74	38.53	32.81	53.54	16.85	20.40	-	39.93	36.11	-
E	31.39	28.71	23.64	37.93	37.47	27.34	14.22	15.80	-	28.53	29.43	-
F	32.57	45.85	18.04	26.99	28.80	23.84	18.55	20.80	-	36.41	40.83	-
G	33.26	17.85	37.94	29.77	22.80	33.04	11.95	12.20	-	27.92	12.69	-
H	45.92	46.09	27.74	60.11	58.69	38.34	19.43	15.66	-	37.32	40.89	-
ASC	34.10	38.94	47.00	35.79	60.84	59.20	17.80	29.42	-	38.76	57.28	-
Optimal	22.43	4.70	12.80	21.25	11.35	14.90	14.66	3.25	-	31.49	7.25	-

5

1

Table 5: Baseline ASC settings

Phase No.	2,4,8	6	3,7
Min. Green (s)	7	7	7
Veh. Extension (s)	4	4	4
Ped. Walk (s)	N/A	10	N/A
Ped. Clearance (s)	N/A	45*	N/A
Yellow (s)	3	3	3
All Red (s)	2	2	2
Max. Green (s)	80	80	35

2 *: The pedestrian clearance time is calculated by assuming a pedestrian speed of 3.5 ft/s.

3 **4. Performance Index**4 We use utility functions to measure the TCA's performance. Two attributes, weighted
5 average delay (d) and total throughput (h), are considered in the utility function:

6
$$U_{ij}(d, h) = \ln\left(\frac{h_{ij}}{d_{ij}}\right),$$

7
$$d_{ij} = w_c * d_{ij}^c + w_b * d_{ij}^b + w_p * d_{ij}^p,$$

8
$$\text{and } h_{ij} = O_c * h_{ij}^c + O_b * h_{ij}^b + O_p * h_{ij}^p$$

9 where $U_{ij}(d, h)$ is a nonlinear utility function. i represents the i th TCA from A to H and j
10 represents the j th scenario from 1 to 4. The weights for the three modes, w_c for a passenger car,
11 w_b for a bus, and w_p for pedestrians, were obtained and normalized from interview results
12 ($w_c=0.085$, $w_b=0.373$, $w_p=0.542$, respectively). O_c , O_b and O_p represent the average occupancy of
13 a car, a bus and a pedestrian, respectively. Based on our empirical studies, the value for O_c was
14 set at 1.75, and values for O_b and O_p were set at 40 and 1, respectively. Correspondingly, the
15 delays for a car, bus and pedestrians are d^c , d^b and d^p , where the throughputs for these three
16 modes are h^c , h^b and h^p , respectively.17 In this paper, $U_{b,j}$ is the performance utility of the ASC in scenario j ; $U_{o,j}$ is the
18 performance utility of optimal control and $U_{i,j}$ is the j th trial of i th subject. Each subject only
19 performs single simulation for each scenario.20 The final performance index for the j th trial of the i th subject is

21
$$PI_{ij} = \frac{U_{i,j} - U_{b,j}}{U_{o,j} - U_{b,j}},$$

22 A zero index demonstrates that the TCA achieves the same performance as the ASC,
23 whereas a negative index indicates a worse performance than that using the ASC method. The
24 closer the index is to 1, the closer the performance is to the optimal solution.

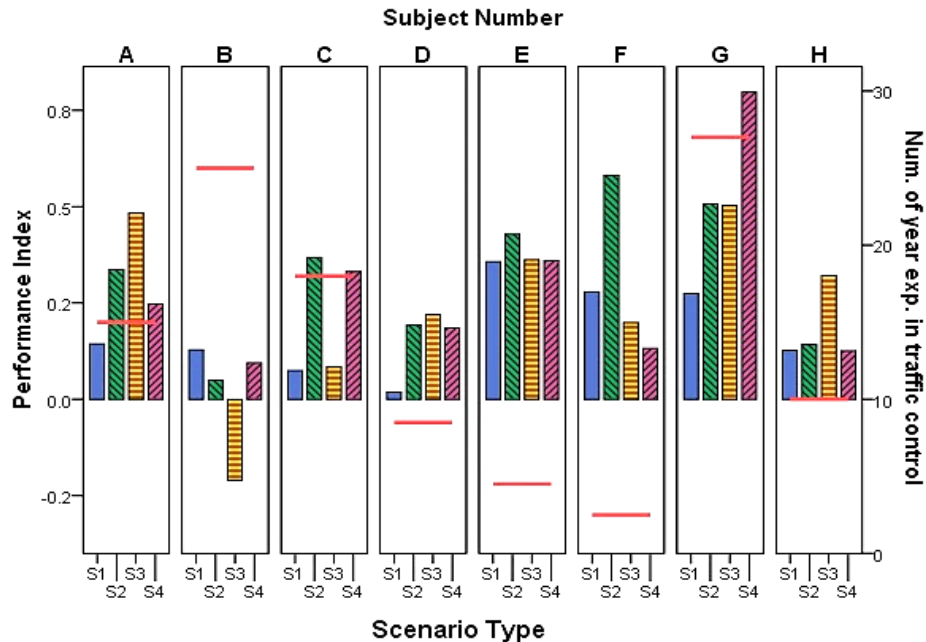


Figure 3: Experience and performance index of all subjects.

1
 2 Figure 3 shows the PI of all subjects with the corresponding work experience index
 3 (years of experience/30). More experience does not guarantee a higher PI from the study. As
 4 shown in Figure 3, when comparing the performance of subject B and F, it is clear that B had a
 5 worse performance than that of F, even though B had more experience than F. It is also
 6 interesting to observe that subject G, the TCA with the most experience, always achieved high
 7 PIs in all scenarios. One noticeable result is that the PI from subject G in S4 is close to 1, which
 8 indicates the necessity of manual operation for oversaturated traffic conditions. Moreover, the
 9 performances of the same subject from scenario to scenario varied. Most of the subjects were
 10 more capable of handling S3 than S1, which has the same traffic condition in passenger cars and
 11 buses but with additional pedestrian traffic when compared with that of S3. This result can be
 12 explained by the fact that it is easier to handle the condition when pedestrians are not involved.
 13 Most likely, subjects will have a better performance in S2 compared with S1 because S2 contains
 14 more congested multi-modal traffic than S1. Additionally, it was observed that the PI of subject
 15 2 in S3 is negative because he did not interrupt the predefined fixed time signal plan in this
 16 simulation. In such a case, the performance will be worse than that of ASC.

17 Overall, in Figure 3, there are large performance variations throughout all scenarios. The
 18 standard deviations of the PIs were 0.27 across all experiments. Such large discrepancies among
 19 the TCAs' performance could be caused by various human factors, such as age, education
 20 background, professional training, work experiences, and so on. However, it is clear that a
 21 TCA's manual signal control outperforms ASC in most of the scenarios. This result can be
 22 explained by the fact that ASC does not work well in a congested multi-modal traffic condition,
 23 which is always the case for event traffic. Therefore, manual intersection control is indispensable
 24 for such cases, particularly when the advanced adaptive signal control system is not properly
 25 equipped.

1

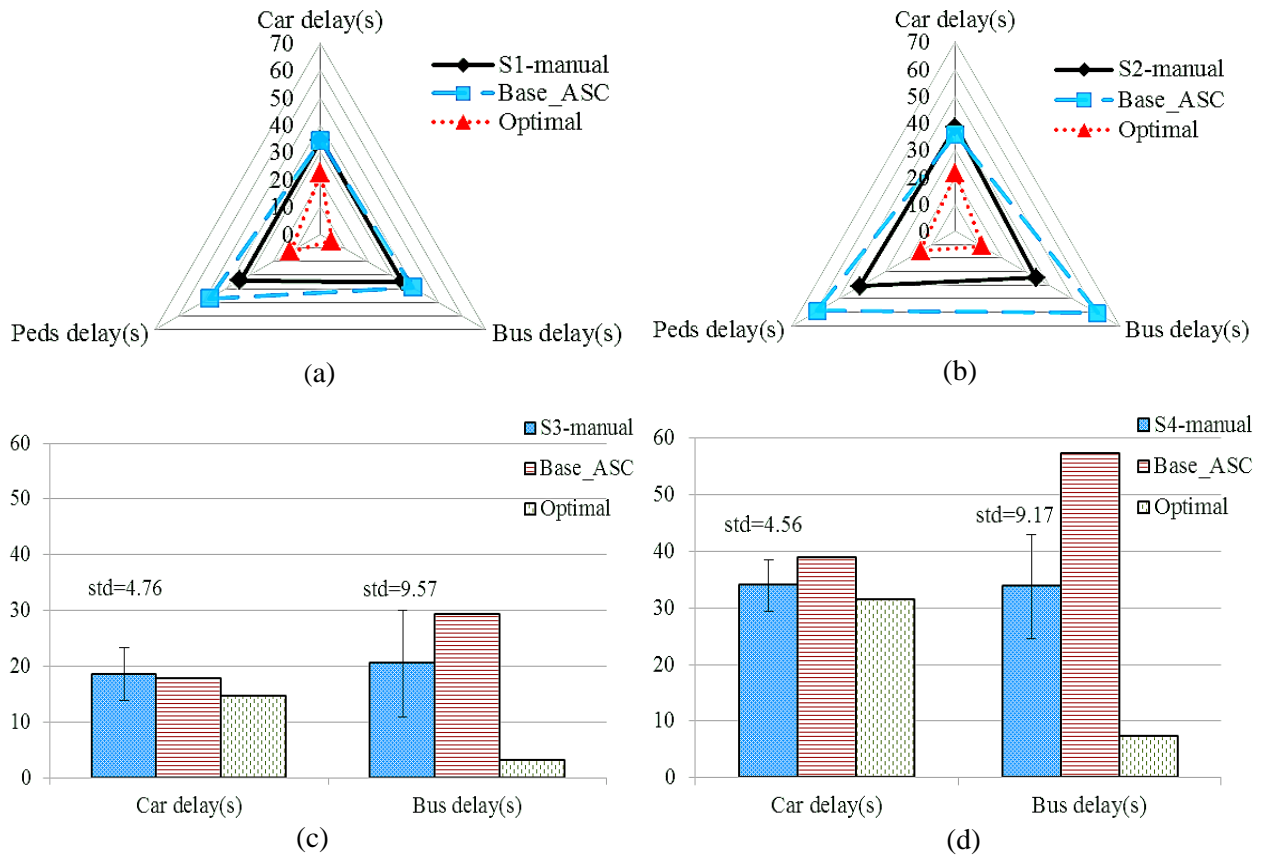


Figure 4: Multi-modal delay. (a) S1-with pedestrians; (b) S2-with pedestrians; (c) S3-without pedestrians; (d) S4-without pedestrian.

2

3 Figure 4 demonstrates the multi-modal delay of four scenarios compared with that of the
 4 corresponding ASC and optimal signal timing, where (a), (b) (c), and (d) in Figure 4 represents
 5 1, 2, 3, and 4, respectively. Both scenario 1 and 2 have three traffic modes, including passenger
 6 cars, buses and pedestrians, whereas scenarios 3 and 4 only have two traffic modes, passenger
 7 cars and buses. As shown in the figure, the delay of either a bus or pedestrian can be always
 8 improved by manual signal control. Compared with ASC, manual control can significantly
 9 decrease the bus delay and pedestrian delay in scenarios 1 and 2. It can also be seen that a greater
 10 delay deduction of both buses and pedestrians is achieved in scenario 2, which has a larger traffic
 11 demand compared with that of scenario 1. This result is similar when comparing scenario 3 with
 12 scenario 4, whereas scenario 4 has a larger traffic demand and has more car and bus delay
 13 deductions. Moreover, the car delay in S1, S2 and S4 is shown to be improved by manual
 14 control, whereas it is worse in S3. This result confirms that manual control is a more effective
 15 way to handle congested multi-modal traffic conditions. Figure 4(c) and 4(d) also show the
 16 standard deviation of car delay and bus delay. As seen, neither of these standard deviations is
 17 small, whereas the standard deviation for the bus delay is larger than that for the car delay.

1 Comparing manual control with optimal control, one can certainly see that there is a large
 2 gap between these two control operations. However, optimal control requires expensive
 3 detection technology to receive the rich real-time information at the intersection, and currently, it
 4 is infeasible in most real-world intersections, particularly in rural areas. In this case, manual
 5 signal control can significantly improve traffic conditions at a low cost.

6 As previously mentioned, scenarios 1 and 3 have the same traffic demand with respect to
 7 passenger cars and buses; pedestrians are not considered in scenario 3. The average delay in
 8 scenario 3 is reduced by 41% compared with that in scenario 1. This result can also be validated
 9 from Figure 3, which shows the performance in S3 has a higher index value than that in S1 for
 10 most of the simulations. This result can be explained by the fact that once a pedestrian is
 11 involved, the delay at the intersection increases, and it becomes more difficult to control the
 12 traffic.

13 Table 6 shows the different cycle lengths and delay reductions for each scenario between
 14 the two control methods, manual and ASC operation. It can be easily seen from the data that the
 15 cycle length during manual operation is longer than during ASC operation for S1, S2 and S3 but
 16 not S4. Additionally, in S1 and S2, manual control has a longer cycle length than ASC because
 17 manual control has longer pedestrian clearance time and walk time, whereas ASC has fixed
 18 settings. Due to high traffic volume under oversaturated conditions, ASC simply extends the
 19 green time until the phase terminates due to reaching the designated maximum green time for the
 20 phase (maximum out). In contrast, during manual operation smart decisions are made regarding
 21 green time allocation by considering more important factors than traffic demand, including
 22 queue spillover, left turn waiting time, coordination between signals, and so on. Thus, it is more
 23 flexible to adjust cycle length according to the congested traffic condition by manual operation.
 24 Additionally, one can observe that delay is always less in manual operation compared with that
 25 of ASC, and the average delay is reduced by 29.2%. Regarding manual control between S1 and
 26 S3, the cycle length in S1 with pedestrians is 34.6 seconds longer than that in S3 without
 27 pedestrians. In other words, the cycle length in S3 is only 74% of that in S1. This result can be
 28 explained by the fact that cycle length should be long enough to accommodate the pedestrian
 29 clearance time needed to cross the street.

30 Table 6: Average cycle length and multi-modal weighted delay

	S1		S2		S3		S4	
	Cycle length (s)	Delay (s)	Cycle length (s)	Delay (s)	Cycle length (s)	Delay (s)	Cycle length (s)	Delay (s)
ASC	96.92	42.90	106.62	57.83	61.11	27.27	134.03	53.85
Manual-Avg.	132.84	34.33	144.20	38.37	98.24	20.17	109.20	33.79
Manual-Std.	29.92	4.89	42.52	9.39	32.38	8.47	19.04	8.12
Changes from ASC to Manual (%)	37.07	-19.97	35.25	-33.65	60.75	-26.03	-2.95	-37.26

31 32 6. Conclusions and Discussion

1 This paper designed an interview and a simulation-based experiment to mimic the manual
2 multi-modal traffic signal control behavior of TCAs, which included on-duty police officers and
3 firefighters. The study then presents the evaluation results of the performances of manual control
4 compared with the currently used ASC plans and optimal signal timing plans. The performance
5 is measured by a utility function based on two attributes, weighted average delay and total
6 throughput. Three traffic modes, passenger cars, buses and pedestrians, were considered. Manual
7 traffic control not only significantly improved the utility compared with that ASC at an
8 oversaturated intersection in an event traffic condition but was also very close to the performance
9 of the optimized timing plan. In all four scenarios, the delay was reduced by 29.2% on average.
10 The more traffic modes that are considered, the longer the observed cycle length. However, large
11 performance discrepancies exist. The standard deviation of cycle length ranged from 19.04 to
12 42.52 in the four scenarios, and the standard deviations of the PIs were 0.27 across all
13 experiments.

14 Although manual control outperformed the currently used ASC operations, the gap
15 between manual control and optimal control still remains significant. Additionally, the
16 performances of the same TCA varies from scenario to scenario. It was shown that it is easier to
17 handle traffic without pedestrians. Thus, there is much room for further improvements in manual
18 performance through professional education and training. Such training can be performed with
19 specially designed traffic scenarios with traffic manual control simulators, such as the MIC-Sim
20 proposed in this paper. We believe that the performance of TCA's will show significant progress
21 after more training sessions are taken.

22 In the future, human behavior models can be established to mimic a TCA's traffic control
23 behavior in multi-modal traffic. Such models will be able to predict the TCA's response given
24 various different traffic conditions and geometry of intersections. Through human behavior
25 modeling, we can simulate event-based network traffic control with a variety of TCA
26 deployment plans, which may be used as a potential useful tool for proactive event traffic control
27 and management.

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