## CITY OF MANHATTAN BEACH DEPARTMENT OF COMMUNITY DEVELOPMENT

- **TO:** Parking and Public Improvements Commission
- **FROM:** Erik Zandvliet, T.E., City Traffic Engineer
- **DATE:** March 23, 2017

SUBJECT: Consider an Adult Crossing Guard at Pacific Avenue and 17<sup>th</sup> Street

#### **RECOMMENDATION:**

That the Commission pass a motion to recommend that the City Council authorize a crossing guard at Pacific Avenue and 17<sup>th</sup> Street.

#### **BACKGROUND:**

The City currently provides 20 adult crossing guards at 19 locations throughout the City. Each crossing guard costs around \$12,000 per year.

On February 8, 2017, the City received a request from Mrs. Jill Schleifer and her daughter, Emma, for a crossing guard at the intersection of Pacific Avenue and 17<sup>th</sup> Street adjacent to Pacific Elementary School. Mrs. Schleifer also submitted a letter signed by the Principal and a petition signed by about 170 students and parents at Pacific School. (Exhibit 1)

#### **DISCUSSION:**

The intersection of Pacific Avenue and 17<sup>th</sup> Street is located in a residential area north of Pacific School. The school is located on the southeast corner of the intersection, which is stopped in all directions. Pacific Avenue is classified as a two-lane Major Local street, and 17<sup>th</sup> Street is a two-lane Local roadway. Both streets have a speed limit of 25 MPH. There are curbs, gutters sidewalks on both sides of both streets. There are marked crosswalks on all four legs of the intersection. Curb parking is allowed on both streets, except for street sweeping restrictions. (See Location Map and Aerial Photo Exhibit 2)

The traffic collision history between January 1, 2006 and December 31, 2015 was analyzed for this intersection. According to City records, there was one pedestrian collision reported at the intersection of Pacific Avenue and 17<sup>th</sup> Street during this ten (10) year period in which an eastbound vehicle struck a southbound 74 year old pedestrian at 6:45 a.m. in foggy conditions in 2008.

#### **Pedestrian Counts**

Pedestrian volume counts were taken in March 2017 on normal school days with good weather. Traffic volumes were collected from the City's latest records. A summary and pedestrian and traffic counts are provided below:

PEDESTRIANS/VEHICLES		Pacific Avenu 17 <sup>th</sup> Stree			
ТІМЕ	Students	Other Peds	Total		
AM Pedestrian Volume (Arrival)	71	41	112		
PM Pedestrian Volume (Dismissal)	98	47	145		
TWO HOUR STUDENT TOTAL	169	88	257		
AM Traffic Volume (All Directions)			501		
PM Traffic Volume (All Directions)			464		
TWO HOUR TRAFFIC TOTAL			965		
AM Cross-Product (Students x Volume)			35,571		
PM Cross-Product (Students x Volume)			24,592		
Cross-Product (Students x Volume)			60,163		

**Intersection Pedestrian and Traffic Volume Counts** 

The cross-product is an indication of the relative exposure of pedestrians to vehicle traffic, and is comprised of the student pedestrian volume multiplied by the conflicting traffic volume for the AM and PM peak hours. A comparison of this location to other intersections with crossing guards is attached as Exhibit 3.

It should be noted that the east, west and south legs of Pacific Avenue and 17<sup>th</sup> Street are on the Suggested Routes to Pacific Elementary School map. (Exhibit 4) In addition, the City was awarded a Federal Safe Routes to School Grant in 2011, to install flashing stop beacons at the intersection, which will be constructed in the summer.

## **Field Observations**

Field observations were also made at Pacific Avenue and 17<sup>th</sup> Street on typical school days. These observations confirm the traffic count data and high pedestrian activity. A large number of students use the crosswalks on the east and south legs of the intersection. The southeast corner is contiguous with the school. Midblock pedestrian crossings were not prevalent near the intersection. The majority of pedestrians were observed walking to or from their homes, rather than to parked vehicles.

It was observed that vehicles tend to travel slower at peak school times, due to the congestion and parked cars on the streets. This condition improves safety by lowering the potential and severity of pedestrian collisions. However, several improper vehicle movements were noticed, including failure to stop, U-turns, turns in driveways, parking maneuvers, and stopping in the curb returns of the intersections or in the crosswalks.

The intersection has adequate sight distance for motorists stopped at the stop signs. Proper rightof-way rules are currently established by the existing all-way stop controls. Heavy curb parking demand occurs during school dismissal. However, any vehicles parked or waiting close to the intersection may partially block the view of approaching traffic and pedestrians waiting to cross the street. Therefore, the Traffic Engineer will issue a work order to paint red curbs on all corners to clarify the prohibited parking areas, and to improve visibility of pedestrians trying to cross at this intersection.

#### Adult Crossing Guards

The State of California guidelines for the installation of adult crossing guards were reviewed at this intersection. These guidelines state that adult crossing guards are desirable at <u>stop-controlled</u> crossings on a four-lane street where the traffic volume exceeds 500 vehicles during each of any two hours in which 40 school pedestrians cross in each of any two hours during the day. However, adult crossing guards may also be considered if special problems exist which make it necessary to assist elementary school pedestrians in crossing the street, such as at an unusually complicated intersection with frequent turning movements and high vehicular speeds. The specific guidelines are in the California Manual on Traffic Control Devices Section 7D.02, as described below:

Adult crossing guards may be used to provide gaps in traffic at school crossings where an engineering study has shown that adequate gaps need to be created (see Section 7A.03), and where authorized by law. Adult Crossing Guards may be assigned at designated school crossings to assist school pedestrians at specified hours when going to or from school. The following suggested policy for their assignment applies only to crossings.

#### Guidance:

An Adult Crossing Guard should be considered when:

A. Special situations make it necessary to assist elementary school pedestrians in crossing the street. B. A change in the school crossing location is being made, but prevailing conditions require school crossing supervision until the change is constructed and it is not reasonable to install another form of traffic control or technique for this period.

#### Criteria for Adult Crossing Guards:

#### Support:

Adult Crossing Guards normally are assigned where official supervision of school pedestrians is desirable while they cross a public highway, and at least 40 school pedestrians for each of any two hours (not necessarily consecutive) daily use the crossing while going to or from school.

#### Option:

Adult crossing guards may be used under the following conditions:

At uncontrolled crossings where there is no alternate controlled crossing within 600 feet; and

 a. In urban areas where the vehicular traffic volume exceeds 350 during each of any two hours (not
 necessarily consecutive) in which 40 or more school pedestrians cross daily while going to or from
 school; or

b. In rural areas where the vehicular traffic volume exceeds 300 during each of any two hours (not necessarily consecutive) in which 30 or more school pedestrians cross daily while going to or from school.

Whenever the critical (85th percentile) approach speed exceeds 40 mph, the guidelines for rural areas should be applied.

- 2. At stop sign-controlled crossing:
  - Where the vehicular traffic volumes on undivided highways of four or more lanes exceeds 500 per hour during any period when the school pedestrians are going to or from school.
- 3. At traffic signal-controlled crossings:

a. Where the number of vehicular turning movements through the school crosswalk exceeds 300 per hour while school pedestrians are going to or from school; or

b. Where justified through analysis of the operations of the intersection.

As shown on the attached Adult Crossing Guard Evaluation Form (Exhibit 5), the intersection meets the minimum pedestrian warrant and almost meets the traffic volume warrant, but does not meet the requirement for a minimum of 4 travel lanes. While this intersection does not completely meet all of the suggested State guidelines for adult school crossing guards, it should be noted that several existing crossing guards are located at stop signs that would otherwise not meet current warrants. The City may choose to provide crossing guards at locations that meet

the general guidance advice on the basis of an engineering study or policy. There are 10 locations where crossing guards have been added without meeting State warrants. Alternately, the City can choose to relocate an existing crossing guard from another location that has a lower pedestrian-vehicle exposure than the proposed location. In such cases, the City has utilized a ranking method to identify the locations with the highest vehicle-pedestrian conflicts, and prioritized them when funds for additional guards are limited.

The Traffic Engineer believes that the high school pedestrian and traffic volumes can justify the assignment of a new crossing guard at this location. Also, this location is directly contiguous to Pacific School and serves all students that live to the south.

## CONCLUSION:

Due to the failure to meet the minimum number of travel lanes in the State crossing guard guidelines for stopped-controlled intersections, an adult school crossing guard is not fully warranted at the intersection of Pacific Avenue and 17<sup>th</sup> Street. However, due to the high school pedestrian and traffic volumes as well as the proximity to the school grounds, staff recommends the approval of a new adult crossing guard at this location.

#### Exhibits:

- 1. Crossing Guard Request and Petition at Pacific Avenue and 17th Street
  - 2. Location Map and Aerial Photo
  - 3. Crossing Guard Location Comparison Table
  - 4. Suggested Routes to Pacific Elementary School
  - 5. Adult School Crossing Guard Worksheets

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# EXHIBIT 1

March 15, 2017

Dear Erik,

Thank you for assisting us with the process of securing a crossing guard for the corner of Pacific Avenue and 17<sup>th</sup> Street intersection. We feel this is a very dangerous corner. We want to help keep the children in our community safe when they walk to and from school. Please know that we have done all that you have asked of us. Attached please find a petition of signatures. The petition has signatures of both children and adults. (Please know that due to their age, some children had not developed their own signatures yet so we told them it was ok to print their name. (2).

In addition, you will find a letter in support of this action signed by principals of both Pacific Elementary School and American Martyrs. We are also attaching an article that was printed in the Beach Reporter last week regarding our desire to secure a crossing guard.

Thank you for your consideration of our request. My daughter and I are learning a lot about how city government works through this process and feel very good about helping our community. We would love to come to meetings regarding this issue in the future.

Sincerely,

Schleifer

Jill Schleifer

Resident of 1706 Pacific Ave., Manhattan Beach

Emma Schleifer

Emma Schleifer (age 9)

Resident of 1706 Pacific Ave., Manhattan Beach

March 15, 2017

To whom it may concern,

We are writing this letter in support of the efforts made to secure a crossing guard on the corner of Pacific Ave. and 17<sup>th</sup> Street. This intersection is incredibly busy with pedestrian and vehicle traffic from both Pacific Elementary and American Martyrs schools. As principals of these schools, we have received numerous complaints and voices of concern from parents in our community. We are thankful that awareness has been brought to this issue, and we want to express our full support.

Keeping children safe is our utmost priority. We want this safety risk addressed before someone is hurt. It is our understanding that a formula comprised of a pedestrian count and vehicle count will determine the need for a crossing guard. While we understand that resolution to this issue must be data driven, we ask that you consider additional risk factors. There is an extraordinary danger involved as parents park and back up their vehicles in very limited space during pick-up and drop-off times. Simply counting the cars traveling through this busy intersection and counting pedestrians does not reflect the danger of this intersection. Cars have been reported to back up into the crosswalk while children have been crossing the street, while other cars have been seen swerving around cars to save time. It is a given that most cars do not stop completely, rather a troubling number roll through the intersection. Busy parents hurry to get their children to school on time and get to work in this very congested area. Posting a crossing guard at this busy intersection is the only way to ensure that children cross Pacific and 17th safely and without injury from a hurrying motorist.

Thank you in advance for your attention to this issue. We appreciate that parents have stepped up to take on this issue, and we are pleased with the response garnered by the number of signature on their petitions. Again, we thank you for your commitment to keeping our children safe.

Sincerely,

Thonda Steinberg

Rhonda Steinberg Principal Pacific Elementary School

Camryh Friel, Ed.D. Principal American Martyrs School



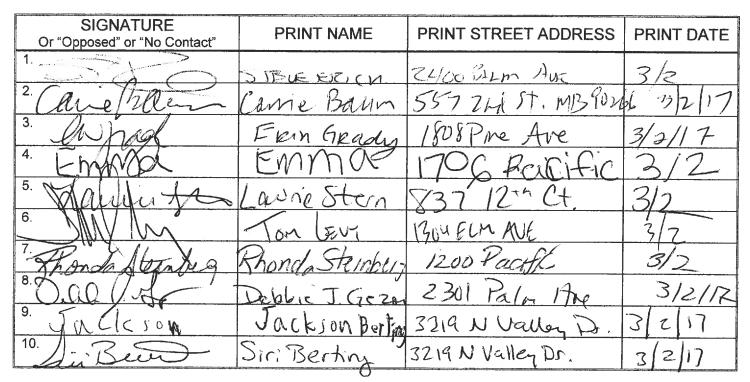
EXHIBIT 1

# City of Manhattan Beach Crossing Guard Petition Form

We, the undersigned residents, do hereby petition the City of Manhattan Beach to request a crossing guard at the intersection of Pacific Avenue and 17<sup>th</sup> Street in the city of Manhattan Beach.

The designated contact person(s) are:

CONTACT PEOPLE: JILL+EMMA Schleiter DAYTIME PHONE NO 310) 569-4146



I declare under penalty of perjury, pursuant to the laws of the State of California, that the foregoing is true and correct.

Executed on March 1, 22 in Manhattan Beach, California. Signed by Contact

EXHIBIT 1 CROSSING GUARD PETITION					
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I declare under penalty of perjury, pursuant to the laws of the State of California, that the foregoing is true and correct. Executed on March / in Manhattan Beach, California. Signed by Contact

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I declare under penalty of perjury, pursuant to the laws of the State of California, that the foregoing is true and correct.

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I declare under penalty of perjury, pursuant to the laws of the State of California, that the foregoing is true and correct.

Julie Johnson julieillenejohnsonchotmail. Con · Dave Digilio dave digilio@ aol. com

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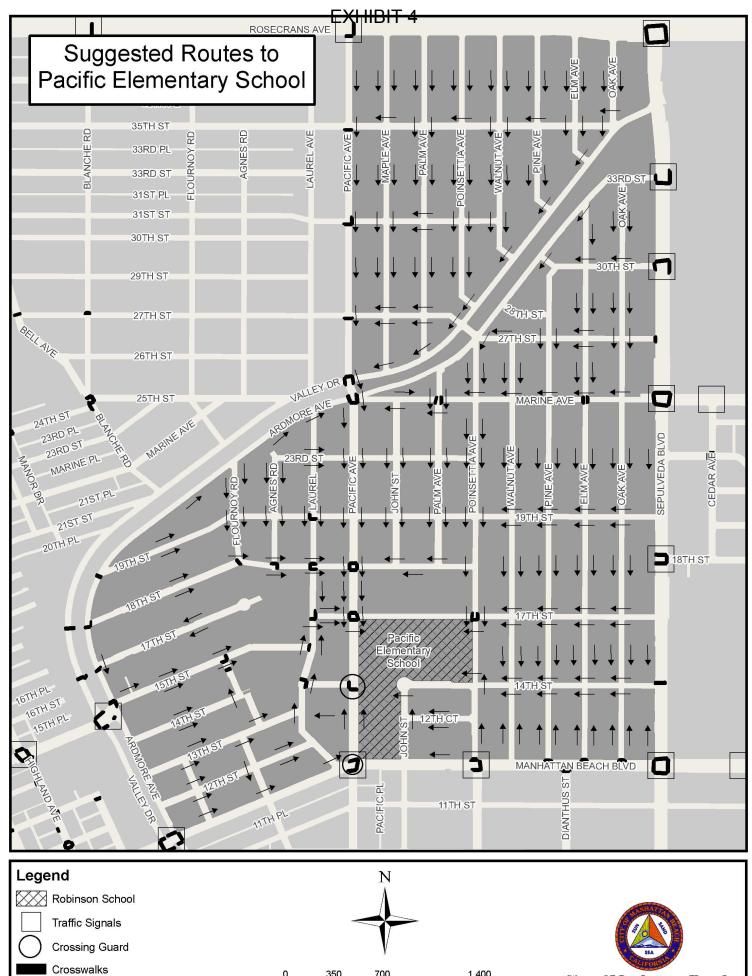
# Exhibit 2 Location Map and Aerial Photo



## EXHIBIT 3

## CITY OF MANHATTAN BEACH CROSSING GUARD LOCATION COMPARISON TABLE

	CROSSING GUARD LOCATION COMPARISON TABLE											
	PED CROSSING 85TH MEETS PED											
			COUNT	AM	PM	VOLUME	SPEED	TRAFFIC	OTHER	VOLUME	VEH x PED	EX. XING
RANK	SCHOOL	LOCATION	DATE	PEDS	PEDS	(VEH/HR)	(MPH)	CONTROLS	FACTORS	WARRANTS	PRODUCT	GUARD
1	Manhattan Beach MS	Manhattan Beach Blvd at Redondo Ave	Oct-10	122	164	714	32	Traffic Signal		YES	204,204	XX
2	Pennekamp ES	Peck Ave at 2 <sup>nd</sup> St	Oct-10	102	98	707	31	Stop Control		YES	141,400	Х
3	Manhattan Beach MS	Redondo Ave at 15 <sup>th</sup> St	Oct-10	122	164	388	32	Stop Control		YES	110,968	Х
4	Grand View ES	Highland Ave at 26 <sup>th</sup> St	May-10	38	24	1,200	28	Uncontrolled		60%	74,400	Х
5	Pennekamp ES	Peck Ave. at 1st St.	Nov-16	92	103	366	29	Uncontrolled		YES	71,370	Х
	Pacific ES	Pacific Ave. at 17th St.	Mar-17	71	98	501/463	32	Stop Control		YES	60,163	
6	Robinson ES	Ardmore Ave at 2 <sup>nd</sup> St	Oct-10	38	17	1,024	36	Uncontrolled	Skewed I/S	43%	56,320	Х
7	Grand View ES	Blanche Rd at 24 <sup>th</sup> St/25 <sup>th</sup> St	Oct-10	17	37	1,009	25	Stop Control		43%	54,486	Х
8	American Merture FC	Laurel Ave at 18 <sup>th</sup> St (am)	Oct-10	79	90	275	34	Ctop Control		YES	40.475	х
8	American Martyrs ES	Laurel Ave at 15 <sup>th</sup> St (pm)	Oct-10	79	90	275	34	Stop Control		TES	46,475	~
9	Pacific ES	Pacific Ave at 14th St	Oct-10	57	58	348	39	Stop Control		YES	40,020	Х
10	Grand View ES	24 <sup>th</sup> St at Manor Dr	Oct-10	95	87	196	25	Stop Control		YES	35,672	Х
11	Meadows ES Manhattan Bch MS	Manhattan Beach Blvd at Peck Ave	Oct-10	35	53	359	40	Traffic Signal		88%	31,592	х
12	Pacific ES	Pacific Ave at Ardmore Ave/Valley	Oct-10	17	10	889	37	Stop Control		25%	24,003	Х
13	Pacific ES	Manhattan Beach Blvd at Pacific Ave.	Oct-10	19	29	456	39	Traffic Signal		48%	21,888	Х
14	Pacific ES American Martyrs	Poinsettia Ave at 17 <sup>th</sup> St	Oct-10	42	47	228	32	Stop Control		YES	20,292	х
15	Grand View ES	Bell Ave at 27 <sup>th</sup> St	Oct-10	53	50	197	25	Stop Control		YES	20,291	Х
16	Meadows ES	Manhattan Beach Blvd at Meadows Ave	Oct-10	30	16	424	40	Traffic Signal		40%	19,504	Х
17	Meadows ES	Meadows Ave at 12 <sup>th</sup> St	Oct-10	61	38	187	30	Stop Control		95%	18,513	Х
18	Robinson ES	Valley Dr at 1 <sup>st</sup> St	Jan-10	13	11	702	35	Stop Control	Skewed I/S	28%	16,848	See #6
	Pennekamp ES	Rowell Ave. at Gates St.	Mar-17	46	61	120/105	26	Stop Control		YES	11,925	
19	Robinson ES	Valley Dr at Francisco St	Oct-10	16	6	450	35	Uncontrolled		15%	9,900	Х
												20



0	350	700	

Suggested Route

1,400

**City of Manhattan Beach** 

## EXHIBIT 5 ADULT CROSSING GUARD LOCATION EVALUATION FORM

Street/Intersection: Pacific Avenue / 17th	<sup>n</sup> Street	Evaluation Date: 3/	16/2017	,		
Crosswalk Location: All Legs		Evaluated By: E	HZ			
Criteria Guideline Minimum		Actual		ets eria?		
Uncontrolled Crossing: North and Sou	uth Legs		YES	NO		
Nearest Alternate Crossing	> 600'					
Crossing Traffic Volume	> 350/hr Urban (> 300/hr Rural*)	AM PM				
School Pedestrian Volume	40+ Urban <u>AM</u> (30+ Rural*) PM					
	Meets all above criteria?					
Stop-Controlled Crossing: East, West, North and South Legs						
Undivided Highway	Undivided**	Yes				
Number of Through Traffic Lanes	4 or More	2		Х		
	> 500/hr	AM 501	X			
Crossing Traffic Volume	> 500/11	AM <b>501</b> PM <b>464</b>		Х		
School Pedestrian Volume	40+ per hour	AM <b>71</b>	X			
		PM <b>98</b>	X			
	1	Meets all above criteria?		Х		
Traffic Signal-Controlled Crossings			YES	NO		
Turning Volume Through	0.00 //	AM				
Crosswalk	> 300/hr	PM				
Seheel Dedestrien Valume	10 u por bour	AM				
School Pedestrian Volume	40+ per hour	PM				
		Meets all above criteria?				
OR Justified through analysis of the	e intersection operation	s (i.e. no LT phasing, RTOR conflicts)				

\* Whenever the critical (85th Percentile) speed exceeds 40 mph, the guidelines for rural areas should be applied.

\*\* Undivided means does not have a raised or painted median (double double yellow line). A two-way left turn lane does not make a divided highway.

Comments: