Safe Routes to Schools
Soquel Union Elementary School District

New Brighton Middle School
Safety Audit and Survey
11.17.14

Prepared for:

SOQUEL

In Partnership with the City of Capitola
and the County of Santa Cruz

Prepared by

Kimley»Horn

Contents

INTRODUCTION

In partnership with the City of Capitola and the County of Santa Cruz, the Soquel Union Elementary School District (SUESD) received a Safe Routes to School (SRTS) grant to complete Walking and Bicycling Audits at each of its elementary and middle school campuses. Walking and bicycling audits are field visits to identify barriers or challenges to students using these modes of transportation to travel between home and school. Also known as assessments, audits generally include a tour of the school area where participants identify issues related to walking and biking, followed by a debriefing and brainstorming session to rank high-priority concerns and identify potential solutions. Walking and bicycling audits provide community stakeholders with the information they need to analyze the design and condition of the transportation network. This report summarizes the results of a parent survey conducted in spring of 2014, existing conditions and field observations from walking and bicycling audits, and recommendations for the City, County, and SUESD to improve walking and bicycling conditions.

A Walking and Bicycling Audit was completed for New Brighton Middle School on May 15, 2014. Staff and parents from New Brighton Middle School, as well as staff from the Santa Cruz County and the District partnered with the selected engineering safety firm of Kimley-Horn to complete the field audit. This group constituted the site council for New Brighton Middle School. Subsequent to the field audit, the site council met to discuss observations and concerns and brainstorm improvements. These observations and recommendations for improvements were incorporated into the Safe Routes to School Walking and Biking Audit Draft Report for New Brighton Middle School, dated September 12, 2014. The Draft Report was reviewed by the site council and made available to a wider group for comment through inclusion in the SUESD Board October 15, 2014 meeting packet. Comments received on the Draft Report were reviewed and discussed at a follow-up meeting with the site council on October 23, 2014. This report, dated November 17, 2014, incorporates the agreed changes with the site council, and reflects the priorities to improving walking and bicycling conditions to New Brighton Middle School.

ADDITIONAL SAFE ROUTES TO SCHOOL RESOURCES

The City of Capitola and Santa Cruz County have both prepared studies and programs focused on providing safe walkways and pathways throughout their jurisdictions and specifically around schools. A brief list of those documents is included below for reference purposes:

- Santa Cruz County May 2012 Bike and Pedestrian Count Report
- City of Capitola Bicycle Plan
- County of Santa Cruz 2011 Bicycle Transportation Plan
- Sustainable Santa Cruz County Plan
- SCCRTC Final 2014 Regional Transportation Plan

NEW BRIGHTON MIDDLE SCHOOL

Below is a map showing the New Brighton Middle School and its surrounding area. For the 2013/2014 school year New Brighton Middle School had an enrollment of 695 students.

SURVEY RESULTS

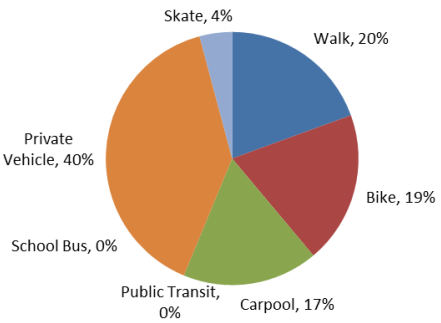
In Spring 2014, a parent survey was conducted for New Brighton Middle School. A total of 50 responses were collected. The number of responses varied per survey question and some questions allowed the selection of multiple answers. Below are a summary of the survey results related to Safe Route to Schools activities.

Based on responses, 10 percent of students live within a quarter mile of school while 12 percent of students live within a half mile from school. Seventy-two percent of students live more than a mile from school.

Approximate Distance between Home and School

Distance	Number	Percent
¼ mile or less	5	10%
¼ to ½ mile	1	2%
½ to 1 mile	8	16%
1 to 2 mile	19	38%
2 miles or more	17	34%
Total	**50**	**100%**

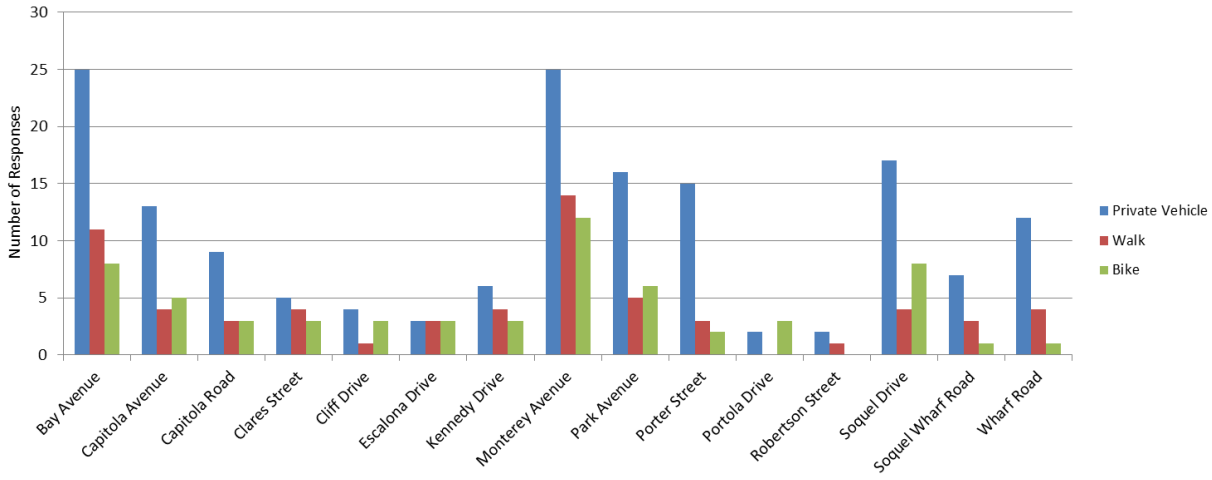
Modal Split for All School Trips (n=99)



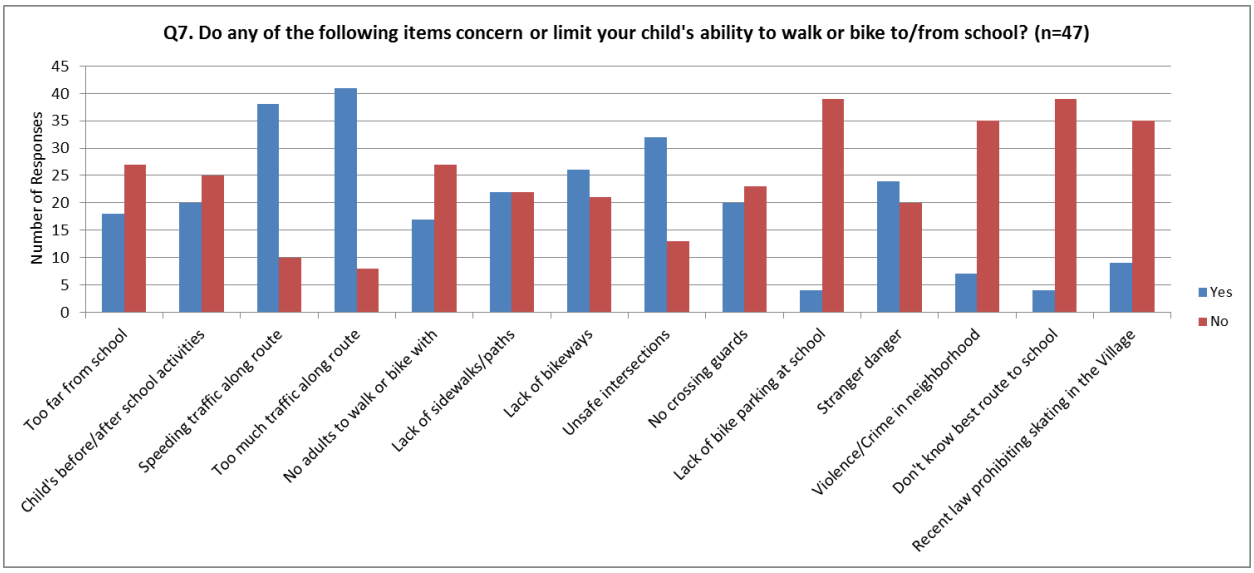
The main mode of transportation for all trips to and from school is private vehicles with 40 percent. The second and third most common means of getting to school is walking at 20 percent and biking at 19 percent.

The most common roadways used by private vehicles include Bay Avenue, Monterey Avenue, Park Avenue, Porter Street, and Soquel Drive. The most common roadways used by pedestrian walking to school include Bay Avenue and Monterey Avenue. The most common roadways used by bicyclists include Bay Avenue, Monterey Avenue and Soquel Drive.

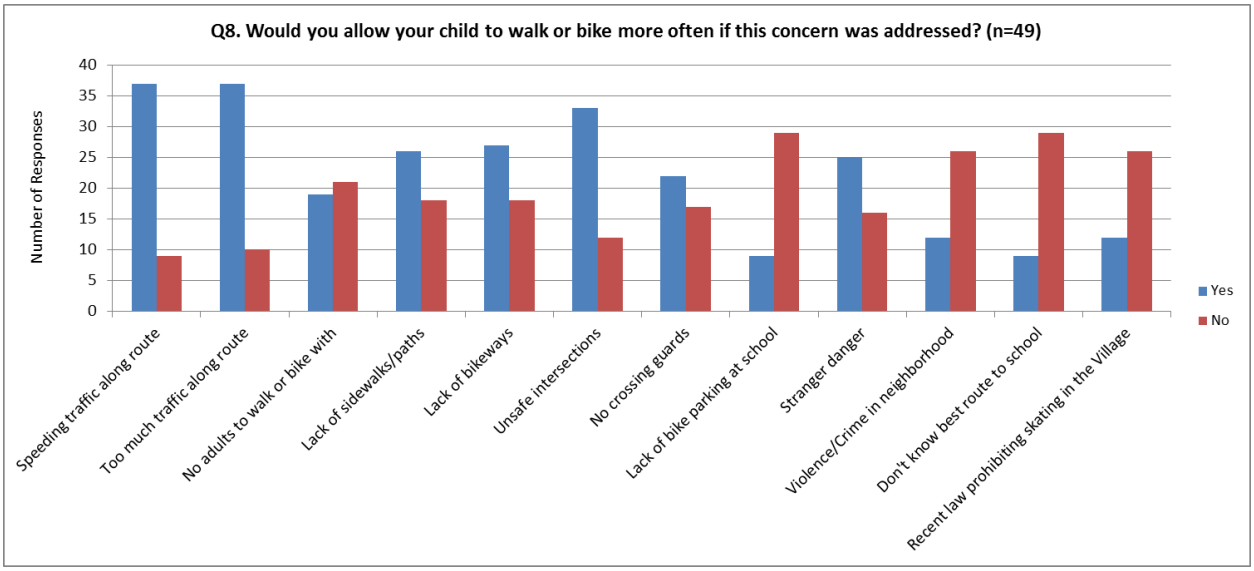
Q9. A list of roadways is listed below for the school your child attends. Which of these roadways does your child use to travel to/from school and using what mode? (n=49)



The survey inquired participants about what concerns or limitations that may hinder student's ability to walk or bike to/from school. The most common responses include speeding traffic along routes, too much traffic along route, lack of bikeways, unsafe intersections, and stranger danger.



Another question asked participants on which concerns, if they were addressed, would allow their students to walk or bike more to/from school. The most common responses include speeding traffic along route, too much traffic along route, lack of sidewalk/paths, lack of bikeways, unsafe intersection, and stranger danger.



FIELD AUDIT

The field audit at New Brighton Middle School focuses on the following main areas of concern by the group:

- Monterey Avenue (between Bay Avenue and Kennedy Drive): This section of Monterey Avenue experiences a moderate level of pedestrian and bicycle activity. Some observations during the field audit include:
    - There is a lot of traffic that utilizes Monterey Avenue in the morning. It was observed that vehicles traveling westbound on Monterey Avenue would back up from the Monterey Avenue/Bay Avenue intersection to the Monterey Avenue/Washburn Avenue intersection.
    - On Monterey Avenue, there are bike lanes between Bay Avenue and Washburn Avenue and bike sharrows east of Washburn Avenue. It was observed that students typically would ride their bicycles on the sidewalk, rather than in the bike lanes on Monterey Avenue.
    - The intersection of Monterey Avenue and Washburn Avenue is a three-way stop. There is a yellow school crosswalk on the east leg. There is a ramp on the southeast corner, but no curb ramp on the north side.
    - There are two mid-block school crossings along Monterey Avenue. One crossing is located east of the school exit driveway. The other mid-block crossing is located east of the middle school, adjacent to the district parking lot. It was observed that northbound vehicles would block the driveway to the district parking lot when pedestrians used this crosswalk.
    - One of the school parking lots can be accessed from Monterey Avenue, east of the intersection of Monterey Avenue and Washburn. From the entrance, drivers can make a left into the northern section or make a right into the southern section of the parking lot. The north section does not have a designated drop-off or pick-up area and it was observed that parents would drop-off students by double parking and then exit onto Monterey Avenue. The southern section does have a designated drop-off and pick-up area. Parents can drop-off and pick-up curbside in the hatched area along the curb and exit onto Washburn Avenue. There is neither drop-off area signage nor white curb area to delineate where the drop-off and pick-up areas are to occur.
    - The district parking lot is located on Monterey Avenue, immediately east of New Brighton Middle school. It was observed that school buses utilized this parking lot for student drop-off and pick up. Some parents would also utilize this parking lot as a drop-off or pick-up area.
- Washburn Avenue (between Monterey Avenue and Park Avenue): This section of Washburn Avenue experiences a moderate level of pedestrian activity. Some observations during the field audit include:
    - There is a school parking lot located off of Washburn Avenue. This parking lot is also used as a secondary drop-off and pick-up location. It was observed that parents would also double park behind the parking spaces off of Washburn Avenue.
    - The intersection of Loma Avenue and Washburn Avenue is a 2-way stop along Loma Avenue and the school parking lot exit driveway. There is a school crossing on the south

leg of the intersection. There are no sidewalks on Washburn Avenue south of Loma Avenue.
    - During the field audits, the possibility of adding bike lanes or sidewalks on Washburn Avenue was requested for review. The width of Washburn Avenue cannot accommodate bike lanes or sidewalks; however bike sharrows or a walking path can be implemented on Washburn.
- Orchid Avenue (between Elinor Street and west of Wesley Street): This section of Orchid Avenue experiences a moderate level of pedestrian and bicycle activity. There are a few vehicles parked along Orchid Avenue. Some observations during the field audit include:
    - The back gate for the school is located off of the Orchid Avenue cul-de-sac. Majority of the activity along Orchid Avenue consist of students walking, biking or skate boarding to school. There were some parents that drop-off and pick-up along Orchard Avenue.

Additional observations about walking and biking activities near the school campus:

- Signage: Generally the school zone signage is well maintained, although it is observed that not all of the school zone and school crossing signs are consistent with the current California MUTCD signage recommendation.
- Walking to campus: Observations as well as experience from the site council noted that a moderate volume of students walk to/from campus daily and this is the second most highly used transportation mode besides personal motor vehicles. In addition, many students were observed to be dropped off or picked up remotely by parents and walk into or away from campus.
- Biking to campus: A moderate level of students was observed to bike or scooter to/from school. Bike racks are located near the office for the school area. On a daily basis, bike racks appear to experience moderate to heavy usage and long term additional bike storage may be required if more students choose to bike or scooter to school.

The **Existing SRTS Elements** figure illustrates the existing pedestrian and bicycle safety devices already in place in the study area.

New Brighton Middle School Safe Route to School Safety Audit and Survey

Legend

- School Zone Sign
- School Crossing Sign
- Speed Limit Sign
- Speed Feedback Sign
- All-Way Stop Intersection
- Existing Curb Ramp
- No Curb Ramp
- White Crosswalk
- White Ladder Crosswalk
- School Ladder Crosswalk
- SLOW SCHOOL XING Pavement Marking
- Bicycle Lane

PROPOSED SAFE ROUTES TO SCHOOL ELEMENTS

The **Proposed SRTS Elements** and **Proposed SRTS Elements (Near School)** figures illustrate the SRTS Plan on a conceptual basis. For project planning purposes, each improvement is estimated to occur in the Short-term (within 1 year), Medium-term (1-3 years), or Long-term (3+ years). In addition, the responsible lead agency is identified for each improvement. A brief discussion is provided below for each of the improvements proposed.

Monterey Avenue (East to West):

1. **Install School Speed Limit Sign:** It is recommended that school speed limit signs be installed 500 feet away from the school along Monterey Avenue. For eastbound traffic, the sign should be installed west of Younger Avenue and 500 feet east of the school parking lot for westbound traffic and should include a speed feedback sign. (Estimated time frame: Short-term, Responsible Lead Agency: City)

2. **Install RRFB and raised crossing with speed lumps:** It is recommended that that Rectangular Rapid Flashing Beacon (RRFB) be installed in front of the school to improve visibility for motorist. It is also suggested that the crossing should be a raised crossing with speed lumps. Truncated domes should be added to the existing ramps. The school crossing sign for the eastbound direction is placed west of the crosswalk. This sign should be relocated to be adjacent to the crosswalk.

   Speed lumps (shown below) are similar to a speed hump, but include a wheel path for emergency vehicles to more quickly travel through the speed lumps.

(Estimated time frame: Long-term, Responsible Lead Agency: City)

3. **Install Curb Extension:** Curb extensions can improve safety for pedestrians at an intersection by reducing the crossing distance and exposure for pedestrian and the speed of turning vehicles. It is recommended that curb extensions should be installed on Monterey Avenue where the RRFB and raised crosswalk in item 2 is installed. (Estimated time frame: Medium-term, Responsible Lead Agency: City)

4. **Install White Curbing:** It is suggested that white curbing be installed on the southern half of the school parking lot off of Monterey Avenue to indicate drop-off and pick-up locations for parents. (Estimated time frame: Short-term, Responsible Lead Agency: SUESD)

5. **Install 'Entry Only' and 'Exit Only' Signs:** It is recommended that the entry and exit school driveways be signed to prevent drivers from entering through the wrong driveways. Currently the striping at the exit driveways show two through arrows, it is recommended that the striping be replaced with a left turn and right turn arrow exiting the driveway. (Estimated time frame: Short-term, Responsible Lead Agency: SUESD)

6. **Enhance Bike lanes:** It is recommended to stripe the bike lanes green along Monterey Avenue between Bay Avenue and Washburn Avenue. The green bike lane will enhance the visual recognitions of the bike lanes and enhance the safety for cyclists riding to/from school and along Monterey Avenue. (Estimated time frame: Medium-term, Responsible Lead Agency: City)

Washburn Avenue (North to South):

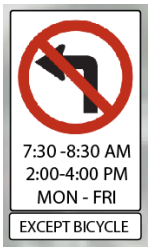
7. **Relocate School Crosswalk:** Currently there is a school crosswalk on the south leg of Washburn Avenue and Loma Avenue intersection. Students wanting to go to Loma would first need to cross the school driveway and then utilize the southern crosswalk. It is proposed that the south crosswalk be removed and be relocated to the north leg of the intersection. (Estimated time frame: Short-term, Responsible Lead Agency: City)

8. **Install Sidewalk:** There are sidewalks on both sides of Washburn Avenue north of Loma Avenue and on the west side between McCormick Avenue and Park Avenue. It is recommended that sidewalks be installed where sidewalk is missing along the east side of Washburn Avenue, south of McCormick Avenue. (Estimated time frame: Long-term, Responsible Lead Agency: City)

9. **Install School Speed Limit Sign:** It is recommended that school speed limit signs be installed 500 feet away from the school along Washburn Avenue. The sign should be installed south of McCormick Avenue for northbound traffic. (Estimated time frame: Short-term, Responsible Lead Agency: City)

10. **Trim Vegetation:** There is sight distance issue at Washburn Avenue at Park Avenue due to vegetation on the northeast corner. It is recommended the trim vegetation to improve the sight distance at this intersection. (Estimated time frame: Short-term, Responsible Lead Agency: City)

Park Avenue (East to West):

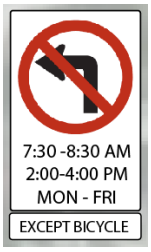


11. **Install 'No Left Turn' Sign:** It is recommended that a 'No Left Turn sign be installed for the eastbound left turns at the intersection of Park Avenue and McCormick Avenue during the school peak (7:30 AM to 8:30 AM and 2:00 PM to 4 PM). Installing this sign will help reduce the amount of cut through traffic onto Washburn Avenue. Bicycles will be allowed to turn left. (Estimated time frame: Medium-term, Responsible Lead Agency: City)

Loma Avenue (North to South):

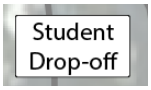
12. **Install 'Do Not Enter' Signs:** It is recommended that do not enter signs are installed on the Loma Avenue, at the intersection of Loma Avenue and McCormick Avenue. (Estimated time frame: Medium-term, Responsible Lead Agency: City)

McCormick Avenue (North to South):



13. **Install 'No Left Turn' Sign:** It is recommended that a 'No Left Turn sign be installed for the eastbound left turns at the intersection of McCormick Avenue and Loma Avenue during the school peak (7:30 AM to 8:30 AM and 2:00 PM to 4 PM). Installing this sign will help reduce the amount of cut through traffic onto Washburn Avenue. Bicycles will be allowed to turn left. (Estimated time frame: Medium-term, Responsible Lead Agency: City)

Bay Avenue (North to South):



14. **Remote Student Drop-off Location:** Off of Bay Avenue is a parking lot primarily utilized for patrons of Capitola Beach. The New Brighton Middle School site council that participated in the Safe Routes audit noted that perhaps this new parking lot could be utilized for remote drop-off and pickup. After review of this suggestion and discussion with City staff, it is suggested

that the northern portion of the parking lot be used as a remote student drop-off location. Organization of the drop-off and pickup in the smaller northern portion will help to limit pedestrian conflicts throughout the parking lot if the remote lot is designated for drop-off and pickup but it not controlled or monitored as such. The advantage of this remote lot is that some congestion immediately adjacent to the school would be reduced and students still have a dedicated pathway along Bay Avenue and Monterey Avenue to travel to/from campus. The concerns about this remote lot is safety of travel between the school and the remote lot, safety of students in the lot, staff resources dedicated offsite to monitor the lot, and potentially excessive wear on the parking lot facility recently completed. While more concerns than advantages are listed herein, the advantage of reduced traffic congestion and therefore increase safety immediately adjacent to campus is a paramount advantage. If the District and the City agree to a trial or long-term agreement for this recommendation, some additional improvements will likely need to be considered for the parking lot. These would include signage directing parents on the drop-off and pickup routes, no parking zones during drop-off and pickup to be utilized as waiting areas for students, as well as improved pedestrian access from the parking lot to Bay Avenue.

There are two alternatives for vehicle circulation through the parking lot:

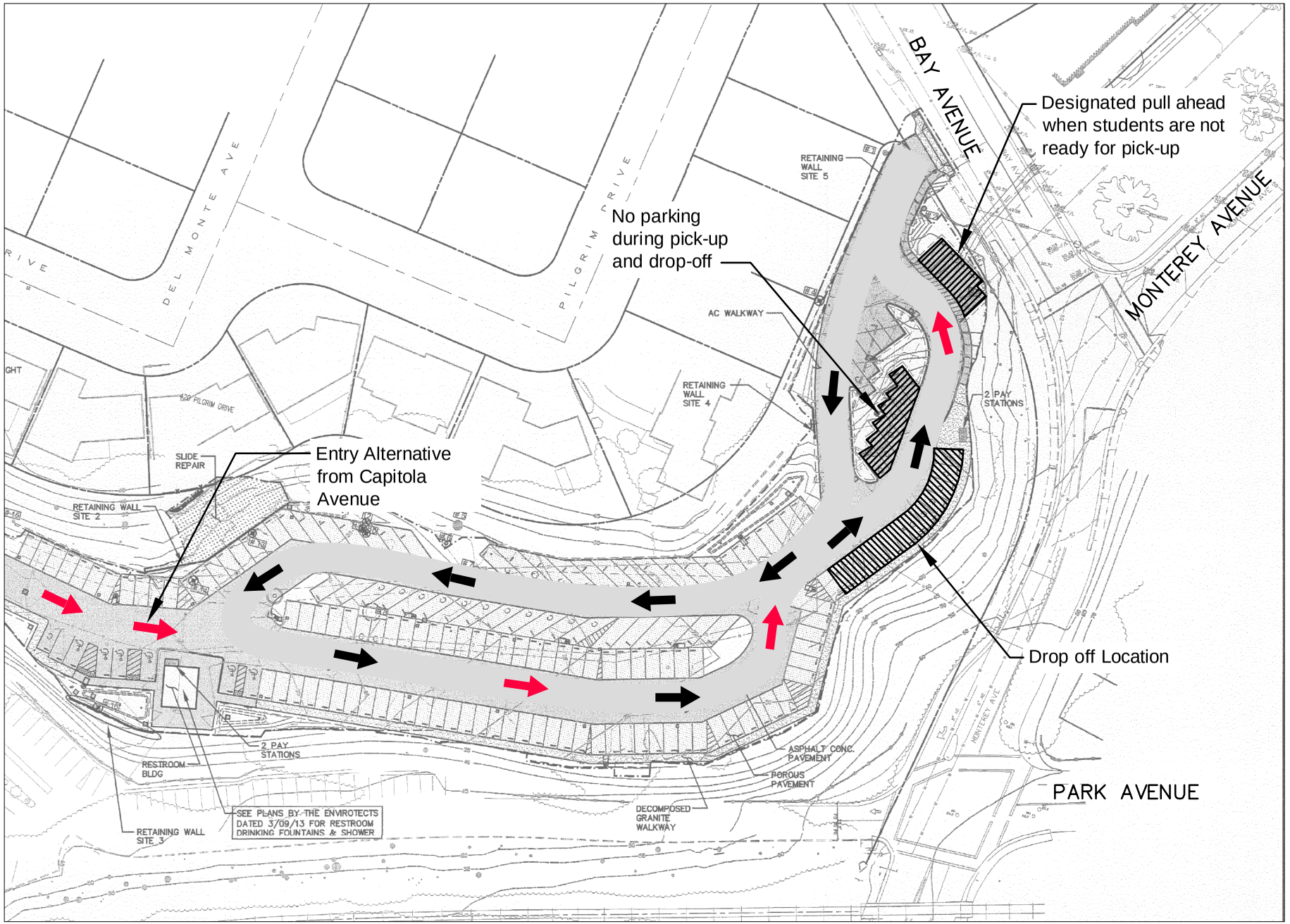
a. The first alternative will have vehicles enter, circulate through the parking lot, and exit onto Bay Avenue. This route is shown with black arrows in the **Potential Layout for Remote Student Drop-off Location** figure.
b. The second alternative will have one-way traffic where vehicles enter the parking lot from Capitola Avenue and exit the parking lot onto Bay Avenue. This route is shown with red arrows in the **Potential Layout for Remote Student Drop-off Location** figure.

(Estimated time frame: Short-term, Responsible Lead Agency: City)

Capitola Avenue (North to South):

1. **Install Sidewalk:** There are continuous sidewalks on the east side of Capitola Avenue, except between Hill Street and Pine Street. It is recommended that sidewalks be installed. It should be noted that the bridge over SR-1 on Capitola Avenue is a narrow access and the cost to replace the bridge with current pedestrian and bicycle facilities is very expensive and potentially cost prohibitive. This large cost would likely be borne by other programs outside of Safe Routes to School funding since the expense would be so high for improvements at one location rather than multiple improvements serving multiple campuses. (Estimated time frame: Long-term, Responsible Lead Agency: City)

New Brighton Middle School Safe Route to School Safety Audit and Survey



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Potential Layout for Remote Student Drop-off Location

November 2014

Overall School Zone Study Area:

2. Some of the current school-related roadway signage is not current based on the current version of the California Manual on Uniform Traffic Control Devices (MUTCD). This most recent version includes some updates to sign text and/or images, as well as standards for sign retro-reflectivity. It is recommended that future efforts for funding the elements of this plan also inventory the status of the current school signage and update all signs to the current standard. Specifically, many of the school zone and school crosswalk signs in the school area are based on previous sign standards and should be updated as other elements of the SRTS plan are implemented.

Vehicular Drop-off and Pickup Procedures:

3. Although the primary goal of the Walk and Bike Audit is to encourage additional walking and biking through safety improvements of physical roadway features, the general safety of school areas is also observed. In the New Brighton Middle School parking lot, there are two areas for student drop-off and pick-up. It is suggested that the parking lot procedure plan be reviewed to determine how to more safely utilize the lot. Specifically, the parking spaces where parents "double-park" to drop-off and pickup students should be denoted as staff/faculty only spaces to limit turnover during school start and dismissal periods. The school may also consider a pickup procedure by grade if that lessens congestion but the logistics of staffing the parking lot areas becomes more difficult when staggering dismissal periods.

Long-term Bicycle Plan:

There are future plans to install bicycle facilities in areas near New Brighton Middle School. Some improvements include:

4. **Bay Avenue:** Bike sharrows should be implemented to close the bicycle facility gap on Bay Avenue between Capitola Avenue and Burlingame.
5. **Monterey Avenue:** Current on-street parking will be moved and bicycle lanes will be installed on Monterey Avenue between Washburn Avenue and Park Avenue.
6. **Capitola Avenue:** Bicycle lanes should be installed on Capitola between Soquel and Bay as a gap closure.
7. **Washburn Avenue:** Bike sharrows will be installed along Washburn Avenue between Monterey Avenue and Park Avenue. It is also anticipated that in the future that the rail trail will connect to Washburn Avenue.

New Brighton Middle School Safe Route to School Safety Audit and Survey

Legend

Existing

- School Zone Sign
- School Crossing Sign
- Speed Limit Sign
- All-Way Stop Intersection
- Existing Curb Ramp
- No Curb Ramp
- White Crosswalk
- White Ladder Crosswalk
- School Ladder Crosswalk
- SLOW SCHOOL XING Pavement Marking
- Bicycle Lane

Proposed Improvements

- School Zone Speed Limit Sign
- No Left Turn Sign
- Do Not Enter Sign
- Entry and Exit Driveway Sign
- Remote Student Drop-off Location
- Enhanced School Crosswalk (with Rectangular Rapid Flashing Beacon)
- Remove School Crosswalk
- School Ladder Crosswalk
- Curb Extension
- White Curb
- Install Sidewalk
- Enhance Bike Lane
- Trim Vegitation

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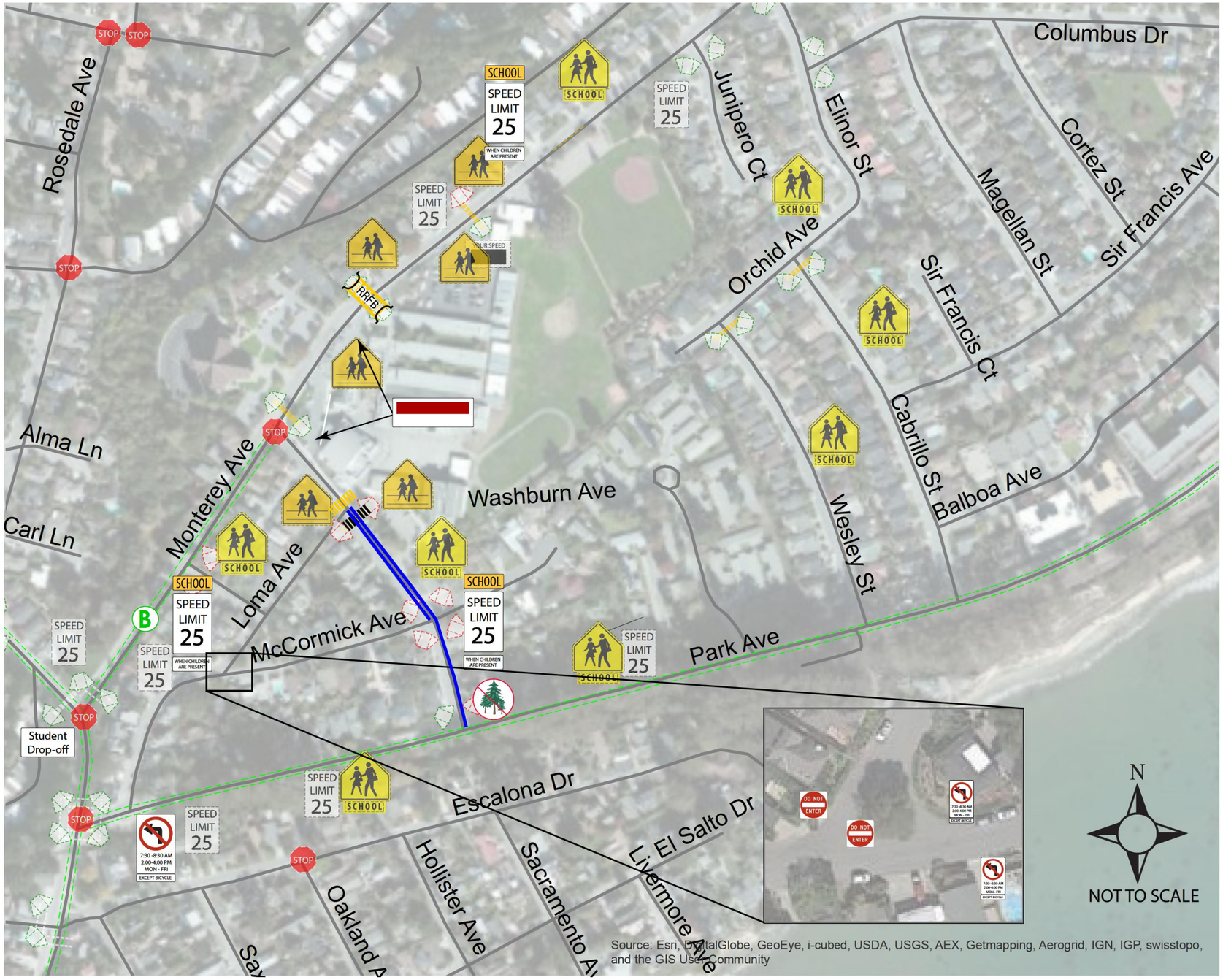
November 2014

Proposed SRTS Elements

New Brighton Middle School Safe Route to School Safety Audit and Survey



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- Install Sidewalk
- Enhance Bike Lane
- Trim Vegitation

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Novemeber 2014

Proposed SRTS Elements (Near School)

TYPICAL SAFE ROUTES TO SCHOOL SUMMARY

More details of the recommended elements included herein, as well as other typical SRTS elements are summarized in the table below.

ST2S Element	Application in accordance with:	Image	Dimensions (W x H)	Typical purpose	Typical Cost Range
SIGNS					
SCHOOL SPEED LIMIT	California MUTCD, Part 7, Section 7B.11 (School Speed Limit Assembly C (CA))		(24" x 8") + (18" x 24") + (24" x 10")	To indicated the speed limit where a reduce speed zone for a school area has been established	$300 - $500
SPEED LIMIT FEEDBACK	California MUTCD, Part 2, Sections 2B.13 (Vehicle Speed Feedback Sign)		(30"x 30")	To display to approaching drivers the speed at which they are traveling. Enhances driver awareness of their speed, especially when used in condition with speed limit sign (R2-1)	$12, 500 - $17, 500
NO PARKING ANYTIME	California MUTCD, Part 7, Section 7B.14 (R26(CA))		(12" x 18")	To prevent parked or waiting vehicles from blocking pedestrians' views , and drivers' view of pedestrians	$300 - $500
NO STOPPING ANYTIME	California MUTCD Part 2, Section 2B.39 (R26(S)(CA))		(12" x 18")	To inform motorist of a no stopping zone at a specific location where red curb marking is not used.	$300 - $500
SCHOOL PASSENGER LOADING ONLY	California MUTCD, Part 2, Section 2B.39 (R25D(CA))		(12" x 18")	To inform motorist of curb restriction at location for loading or unloading passengers for the time as specified by local ordinance.	$300 - $500
PEDESTRIAN ELEMENTS					
SCHOOL CROSSING WARNING SIGN	California MUTCD, Part 7, Section 7B.08 (School Warning Assembly A (CA))		(30" x 30") + (24" x 8")	Installed at marked crosswalk, or as close to it as possible to show the location of the school crossing.	$300 - $500
PEDESTRIAN COUNTDOWN SIGNAL	California MUTCD, Part 4, Section 4E.07			To inform pedestrians of the number of seconds remaining in the pedestrian change interval.	$1,500
RECTANGULAR RAPID FLASHING BEACON (RRFB)	Federal High Administration approval per California MUTCD, Section 1A.10, Approval No. IA-11-83-RRFB-California Statewide		Beacon (4" x 29") + Warning Signs	For use at uncontrolled pedestrian and school crosswalk locations.	$50,000
IN-ROADWAY LIGHTS	California MUTCD Part 4, Chapter 4L		~10" deep x ~7.5" Diameter	To warn road users that they are approaching a condition on or adjacent to the roadway that might not be readily apparent and might require the road user to slow down and/or come to a stop.	$50,000
CURB RAMP	Caltrans 2010 Standard Plan A88A and A88B		Varies	To make sidewalks accessible for those who need mobility or visual assistance.	$500 - $800
BICYCLE ELEMENTS					
BICYCLE LANE	California MUTCD, Part 9, Section 9C.04		Varies	Pavement marking designated that portion of the roadway for preferential use by bicyclists.	$100-$150 per bike and arrow
BICYCLE LANE SIGN	California MUTCD, Part 9, Section 9B.04 (R81(CA))		(12" x 8")	Installed at the beginning of each designated Bike Lane and along each Bike Lane at all major changes to regulated bicycle and motor vehicle traffic.	$300 - $500
NO PARKING BIKE LANE SIGN	California MUTCD, Part 9, Section 9B.10 (R7-9)		(12" x 18")	To restrict parking, standing, or stopping in a bicycle lane.	$300 - $500
BICYCLE + SHARE THE ROAD	California MUTCD, Part 9, Section 9B.18 (W11-1 + W16-1)		(30" x30") + (18" x 24")	To warn motorist to watch for bicyclists traveling along the highway.	$300 - $500
ROADWAY IMPROVEMENTS					
CURB EXTENSIONS	City Jurisdiction		Varies	Improves safety for pedestrians and motorist at intersection. Increases visibility and reduces speed of turning vehicles.	Varies
RAISED PEDESTRIAN CROSSINGS	City Jurisdiction		Varies	Improves safety for pedestrians by increases visibility for drivers and reduces speed of vehicles.	Varies
SLOW SCHOOL XING PAVEMENT MARKINGS	California MUTCD, Part 7, Section 7C. 06 (7C-101 (CA)		N/A	Warning drivers in advance of all yellow school crosswalks.	$400

New Brighton Middle School SRTS Safety Audit Site Council

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