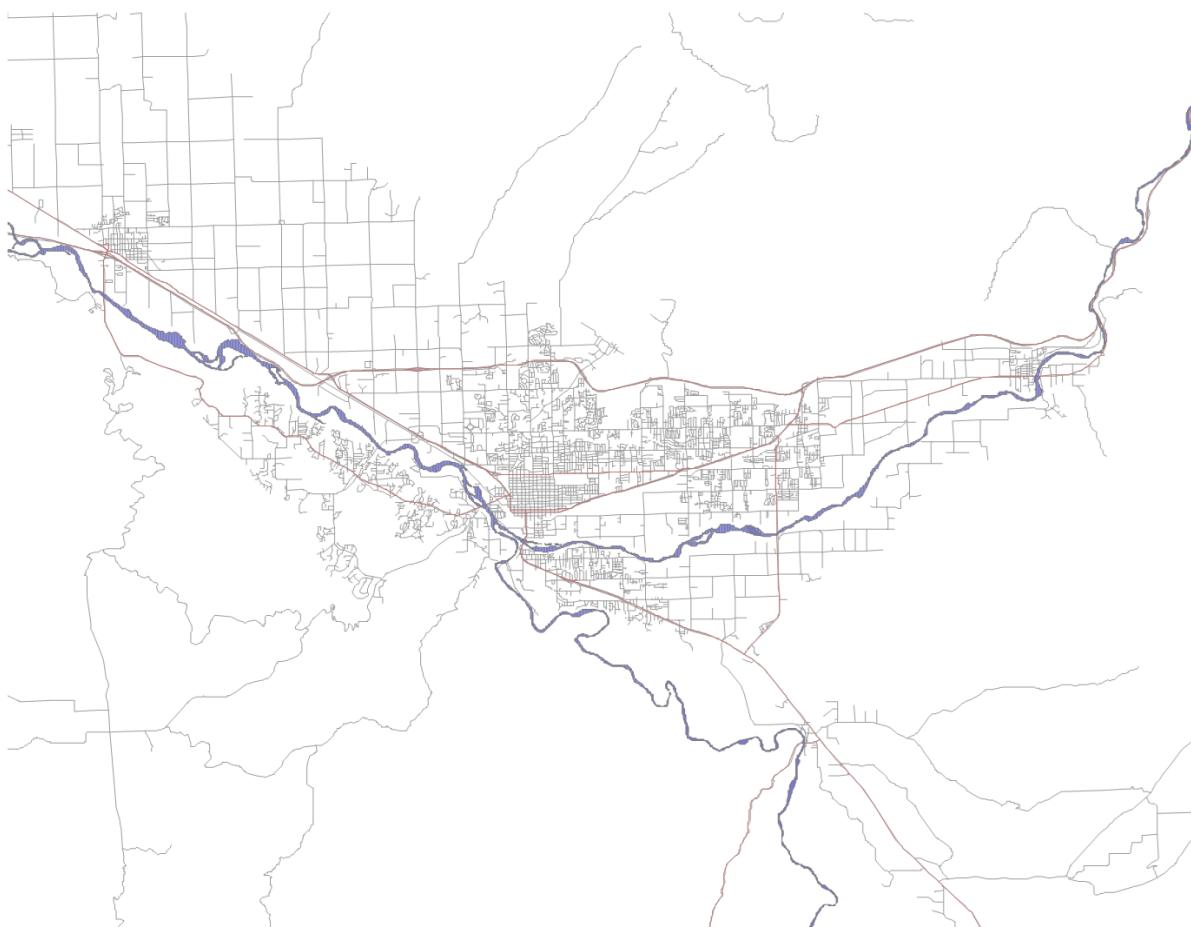




PEDESTRIAN CROSSING TREATMENT INSTALLATION GUIDELINES



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Executive Summary

Providing safe and efficient pedestrian facilities is a long-established goal of the City of Grand Junction. Pedestrian facilities are of particular importance as we try to reduce our dependency on the automobile. The decision to travel as a pedestrian is in part subject to the pedestrian's ability and perceived ability to safely and efficiently cross roadways along the travel route. With this in mind, the City of Grand Junction has established this document to provide a set of criteria, procedures, and policies to guide the installation of crossing treatments. This document summarizes:

Proposed pedestrian crossing criteria and procedures for evaluating the need for crossing treatments, including a "flowchart" approach.

Specific pedestrian crossing treatments that may be applicable for a particular set of pedestrian volumes, pedestrian types, vehicular volumes, vehicular speeds, and roadway geometry.

Previously, there were relatively few studies available at the federal, state, and municipal levels with respect to the installation of crosswalks and other crossing treatments. Recently more studies have been published which assist in the formulation of specific local policies. However, national standards still provide little guidance for the installation of marked crosswalks and treatments, particularly at mid-block locations. Crosswalks and other crossing treatments are typically installed based on engineering judgment. Key issues, such as the circumstances in which a crosswalk should be installed, how much safety benefit crosswalks provide, and the application of various crossing enhancements are still commonly debated topics.

Information published by the Federal Highways Administration (FHWA) (Zegeer et al)¹ suggests that on two-lane roadways, marked crosswalks alone at uncontrolled locations have no effect on pedestrian accident rates. The FHWA study goes on to suggest that, on higher volume, multi-lane roadways, marked crosswalks alone (without any other treatments) are associated with higher vehicle-pedestrian accidents rates compared to unmarked locations.

The City of Boulder Colorado performed extensive evaluations of the effectiveness and safety of various treatments being tested at crossing locations in Boulder. The City installed demonstration devices at nearly 40 locations including two-lane and multilane crossings. These treatments included enhanced crosswalk signing, pedestrian actuated flashing signs, raised crossings on right-turn bypass islands, and other devices. The evaluation showed that while these devices most often result in a significant increase in driver compliance (yielding to crossing pedestrians) at crosswalks, some of these devices lead to higher vehicle-vehicle and vehicle-pedestrian accidents at multi-lane, high pedestrian/vehicle volume locations. Following their evaluations, the City of Boulder developed guidelines, adopted as "City of Boulder Pedestrian Crossing Treatment Guidelines", in November 2011. ***The City of Boulder guidelines have been used as the model for the creation of Grand Junction's guidelines.***

The Pedestrian Crossing Treatment Installation Guidelines are intended to provide a consistent

procedure for considering the installation of crossing treatments where needed on a case by case basis in the City of Grand Junction. Implementation of crossing treatments will require funds that could potentially have been spent on other transportation system improvements, and, therefore, must be considered carefully in the funding allocation process.

DEFINITIONS

This section includes the definitions of some of the common technical terms used in this document.

Average Daily Traffic (ADT) The amount of vehicular traffic that crosses an imaginary line across a roadway in a 24-hour period. ADT information typically includes both directions of vehicle travel (if on a two-way street).

Controlled Pedestrian Crossing A pedestrian crossing where motorists are required to stop by either a stop sign or traffic signal (including a HAWK beacon)

Crosswalk Lighting Street lighting applied at a pedestrian crossing to help approaching motorists see a crossing pedestrian. Crosswalk lighting is at a “vehicular scale” like normal street lighting rather than a “pedestrian scale” that is often used along a sidewalk.

Curb Extensions A roadway edge treatment where a curbline is bulged out toward the middle of the roadway to narrow the width of the street. Curb extensions are sometimes call “neckdowns”, and are often used at the location of a pedestrian crosswalk to minimize the distance and time that a crossing pedestrian must be in the roadway.

Differential Vehicle Queuing See also Vehicle Queue. A condition on a roadway with two or more travel lanes in a single direction where the line of stopped traffic in one travel lane is significantly longer than the line of stopped traffic in the adjacent travel lane. Differential vehicle queuing across a pedestrian crosswalk can cause a significant safety concern as it increased the potential for “multiple threat” pedestrian accidents.

Gap in Traffic A gap in traffic is the space between vehicles approaching the pedestrian crossing. Gaps are typically measured in seconds, not distance, as it is the length of the gap in time that a pedestrian must be able to cross in. A directional gap is the gap between vehicles approaching in a single direction. A directional gap can be measured between vehicles in a single lane, or between vehicles approaching in the same direction but in different lanes on a multi-lane approach. If there is no median refuge at the crossing, a pedestrian will need to find an acceptable gap in traffic approaching from two directions at once. This is much more challenging than finding a gap in each approach direction separately.

HAWK Beacon A pedestrian hybrid beacon is a relatively new type of crossing treatment used to both warn and control traffic at a pedestrian crossing. It actuated by a pedestrian push button, and uses a combination of circular yellow and red traffic signal displays to first warn motorists of a pedestrian that is about to cross the street, then require the motorist to stop for the pedestrian crossing, and then release the motorist to proceed once the pedestrian has cleared the crossing. The Beacon is a hybrid between a pedestrian traffic signal and a stop sign.

Lane A portion of the roadway surface designated for motor vehicle travel, typically in a single direction, that is delineated by pavement marking stripes. Types of lanes include: “through lanes”

for travel along the length of the roadway, often through intersections; “turn lanes” which are typically on intersection approaches and provide space for left or right turning motorists; “bike lanes” which are designated for bicycle travel in the same direction as the automobile travel, are typically narrower than vehicle lanes, and are usually located along the outside edges of the roadway.

Marked Crosswalk A pedestrian crossing that is delineated by white crosswalk pavement markings. Marked crosswalks typically also are delineated by a variety of traffic signs. Marked crosswalks would also have curb ramps if there is curb and gutter in an area.

Median Refuge An area in the middle of a roadway where a crossing pedestrian can take shelter from approaching traffic in either direction. In the context of these guidelines, the median refuge must include a raised median of some width (see Section 2.2.4 for a description of types of median refuges). A median refuge allows a pedestrian to cross each direction of approaching traffic in a separate step. By using the refuge, the pedestrian must only find an acceptable gap in traffic for one approach direction at a time.

Minimum Pedestrian Volume Threshold The minimum amount of pedestrian crossing traffic (typically in a one hour period) that must be present to “warrant” the installation of a pedestrian crossing treatment. See Section 2.2.3.

Motorist Compliance Data Observations made and recorded at a pedestrian crossing where it is determined if the approaching motorist complied with their legal requirement to yield to a crossing pedestrian who is in or about to enter the crosswalk.

Multiple Threat Accidents A type of pedestrian accident that occurs on a roadway with two or more lanes in the same direction. A motorist that stops for a crossing pedestrian can obscure the view of the pedestrian from another motorist approaching in the adjacent travel lane. If the second motorist does not slow down it creates the potential for a crossing pedestrian to step out in front of a high speed approach vehicle with potentially dire consequences.

Multi-Use Path Crossing A location where a sidewalk designated as a multi-use path intersects a roadway at-grade, and the path extends on both sides of the roadway.

Neckdowns See Curb Extensions

Pedestrian Traffic Signal A conventional traffic signal with circular red, yellow, and green displays for motorists and Walk/Don’t Walk signals for pedestrians that is applied at a pedestrian crossing. Typically a pedestrian signal would be applied in a mid-block location since it would be considered a normal intersection related traffic signal if it were to be applied at an intersection.

Raised Median An area in the middle of a roadway, commonly separating vehicles traveling in opposite directions, that is surrounded by curb and gutter and is physically raised above the surrounding pavement where vehicles travel. Raised medians often contain landscaped areas. See

also Median Refuge.

Rectangular Rapid Flash Beacons (RRFBs) RRFBs are small rectangular yellow flashing lights that are deployed with pedestrian crossing warning signs. They are typically actuated by a pedestrian push button and flash for a predetermined amount of time, to allow a pedestrian to cross the roadway, before going dark. RRFBs are warning devices and do not themselves create a legal requirement for a vehicle to stop when they are flashing. Grand Junction's pedestrian actuated flashing signs are an example of RRFBs.

School Crossing School Crossing defined as a crossing location where ten or more student pedestrians per hour are crossing

Uncontrolled Pedestrian Crossing An established pedestrian crossing that does not include a traffic signal, a HAWK beacon, or a stop sign that requires motor vehicles to stop before entering the crosswalk. For example, Grand Junction's crosswalks with signs and/or pedestrian actuated flashing yellow lights are considered "uncontrolled".

Vehicle Queue A line of stopped vehicles in a single travel lane commonly caused by traffic control at an intersection.

CROSSING LOCATION EVALUATION PROCEDURES AND CONSIDERATIONS

Evaluation Steps

Evaluation of an individual crossing location for potential crossing treatments in the City of Grand Junction should include the following four basic steps:

1. Identification and Description of Crossing Location
2. Physical Data Collection
3. Traffic Data Collection and Operational Observations
4. Apply Data to Figure 1, Table 1, and Figure 2 to Determine Appropriate Treatments

The Crossing Location Evaluation Worksheet is included on the following page which will guide staff through these steps. A detailed discussion of each of these procedures is provided in the following text.

Step 1: Identification and Description of Crossing Location

1. Identify the pedestrian crossing location including the major street and specific location of the crossing (i.e.: cross-street, street address, intersection path or trail, etc.).
2. Determine if the crossing location connects both ends of a multi-use path. If it does, the minimum pedestrian volume requirements are not required to be met to apply the treatments prescribed in Table 1 (see the policy discussion in Section 2.4 for more information).
3. Note the posted speed along the major street at the crossing location.
4. Identify the existing traffic control (if any) and any existing crossing treatments (signs, markings, or physical treatments), street lighting, and curb ramps.

Step 2: Physical Data Collection

1. Determine the existing roadway configuration including the number of lanes and the presence of painted or raised medians at the crossing location.
2. Identify the nearest marked or protected crossing and measure the distance to this crossing.
3. Measure the stopping sight distance (SSD) on all vehicular approaches to the crossing. If the SSD is less than eight times (8x) the posted speed limit (in feet), determine if improvements (such as removal of obstructions) and/or lowering of the posted speed limit are feasible means to mitigate the inadequate SSD.

Step 3: Traffic Data Collection and Operational Observations

Gather or collect pedestrian crossing volumes during the peak hours of use. This will typically involve AM, mid-day, and PM peak hours. Locations near schools may only require two hours of data collection (AM and PM peak hours corresponding to school opening and closing times). All pedestrian volumes should include and differentiate between pedestrians and bicyclists and should note separately the number of young, elderly, and/or disabled pedestrians. For locations

where school crossing traffic is anticipated, the volume of student pedestrians (school age pedestrians on their way to/from school) should also be separately noted.

Whenever possible, pedestrian and bicycle volumes should be collected during warm weather months (May through September) and during fair weather conditions to represent peak crossing activity (i.e.: no snow, rain, or high winds). Counts should be scheduled at a time when nearby businesses are open. If school traffic is an issue, the counts should be scheduled on school days when classes are in session. Given the potential fluctuation in pedestrian traffic from day to day, it may be necessary to collect up to three days of data (use additional Crossing Location Evaluation Worksheets as needed) to determine if an enhanced pedestrian crossing treatment is warranted as follows:

1. Collect pedestrian data on day one. If the minimum pedestrian volume threshold (see Figure 1) is exceeded, no further pedestrian data collection is needed. If the threshold has not been exceeded, but at least 50% of the minimum pedestrian volume was observed, proceed to a second day of data collection.
2. Collect pedestrian data on day two. If the minimum pedestrian volume threshold is exceeded, no further pedestrian data collection is needed. If the threshold has not been met but again the volume is at least 50% of the minimum threshold, proceed to a third day of data collection.
3. Collect pedestrian data on day three. If the minimum pedestrian volume still has not been met, then no marked pedestrian crossing treatment is warranted by pedestrian crossing volume.
4. Gather or collect hourly and average daily traffic (ADT) volumes for automobile traffic along the major roadway at the crossing location. A one day sample should be adequate, with hourly volumes collected during the same hour as the pedestrian crossing volumes. [Note: vehicle gap and/or pedestrian delay data collection may be added to this step]

Due to the potential for vehicular traffic queues to impact safety at the crossings, the presence of queues extending from downstream signals or intersections back into the crossing location should be observed, as well as any "differential" queuing that may occur on a lane to lane basis. While collecting automobile traffic data, the formation of vehicle queues from adjacent intersections should be noted. If one or both directional queues reaches back to the crossing location, the number of times per hour that it reaches the crossing location should be noted and the maximum queue length should also be recorded. If there is more than one through lane in each direction, it should be noted if the queues reaching back to the crossing are approximately the same length in each lane, or is there a significant differences in the length of the queues in each lane. If the queues are routinely of different length as they extend beyond the crossing location, notes should be made as to the potential cause of the differential queuing.

Step 4: Apply Data to Figure 1, Table 1, and Figure 2 to Determine Appropriate Treatments

Using the available data, utilize Figure 1 – Pedestrian Crossing Treatment Flowchart and Table 1 –

Criteria for Crossing Treatments at Uncontrolled Locations (if applicable) to determine appropriate treatment(s) for signalized, stop-controlled, or uncontrolled locations. Also consider and incorporate the information in Section 2.2 and in Figure 2 as appropriate.

Additional Evaluation Considerations

The following information should be considered by the user of these guidelines when determining the appropriate pedestrian crossing treatment:

Types of Crossing Treatments at Uncontrolled Locations (See also Table 1)

Table 1 identifies six primary types of uncontrolled crossing treatments for consideration depending on the physical roadway conditions, vehicle volume, pedestrian volume at the potential crossing location, etc. The crossing types are as follows:

1. Crossing Type A:

- Marked crosswalk
- “State Law – Yield to Pedestrians” signs mounted on the side of the roadway at the crossing, with diagonal down arrow placards (W16-7P)
- Standard advance pedestrian warning signs (W11-2) mounted in advance of the crossing If the location is a school crossing then standard S1-1 signs should be used

2. Crossing Type B:

- Same as Type A above, plus
- “State Law – Yield to Pedestrians – Within Crosswalk” signs (R1-6) mounted on flexible bollards on the centerline (if no median present) or mounted on sign posts in the median, if median is present

3. Crossing Type C:

- Same as Type B above plus:
- Add neckdowns (curb extensions) and median refuge island to shorten the pedestrian crossing distance and increase the visibility of pedestrians to approaching motorists

4. Crossing Type D:

- Marked crosswalk
- Median refuge island [Note: If a median refuge cannot be constructed on a 2-way street then go to Crossing Type F]
- “State Law – Yield to Pedestrians” signs mounted on the side of the roadway and in the median at the crossing, with diagonal down arrow placards (W16-7P)
- Pedestrian actuated Rectangular Rapid Flash Beacons (RRFBs) mounted with the “State Law....” Signs
- standard advance pedestrian warning signs (W11-2) mounted in advance of the crossing
- If there are 2 approach lanes in a single direction install advance yield lines and “Yield Here To Pedestrians” (R1-5) signs
- If the location is a school crossing then standard S1-1 signs should be used
- Consider adding curb extensions if on-street parking exists and storm drainage can be accommodated

- [Note: If pedestrian volume falls above the RRFB limit line on Figure 2, go to Crossing Type F]

5. Crossing Type E:

- Where speed limit is initially greater than or equal to 45 miles per hour
- Determine if the speed limit can be effectively reduced to 40 mph AND a raised median refuge island can be installed
- If so, go to Crossing Type D
- If not, go to Crossing Type F

6. Crossing Type F:

- Crossing has 3 or more through lanes in a given direction or is otherwise not suitable for an uncontrolled marked crosswalk
- Consider HAWK beacon, pedestrian traffic signal, or grade-separated pedestrian crossing
- Refer to Figure 2 when considering crossing treatment type
- Must consider corridor signal progression, grades, physical constraints, and other engineering factors
- In Table 1 there are two columns that list:
 - # or lanes crossed to reach a refuge
 - # of “multiple threat” lanes per crossing

This information does not directly play in to the use of Table 1, but they do provide important context for the user as they help distinguish the crossing types and support the difference in recommended crossing treatments. These topics are discussed in more detail below.

Minimum Vehicle Volume for Treatments

Recognizing the limited availability of resources to implement crossing treatments within the City, crossing treatments should generally not be installed at locations where the ADT is lower than 1,500 vehicles per day. Exceptions may be made at school crossing locations where the peak hour vehicle traffic exceeds 10% of the ADT. School crossings are defined as locations where 10 or more student pedestrians are crossing per hour. Treatments for roadways with greater than 1,500 vehicles per day should be installed based on the criteria in Figure 1, Table 1, and the information in Figure 2 (a or b depending on the speed limit).

Minimum Pedestrian Volume for Treatments at Uncontrolled Crossing Locations

Studies have shown that there is a clear relationship between driver compliance (yielding) and the pedestrian and/or bicycle crossing volume. Data collected at crosswalks where rectangular rapid flash beacon signs (RRFB) or State Law-Yield signs were installed shows that driver compliance typically increases with higher crossing volumes. It is theorized that the primary reason for this relationship is that drivers tend to ignore enhanced crossing treatments over time at locations where they infrequently see pedestrians crossing.

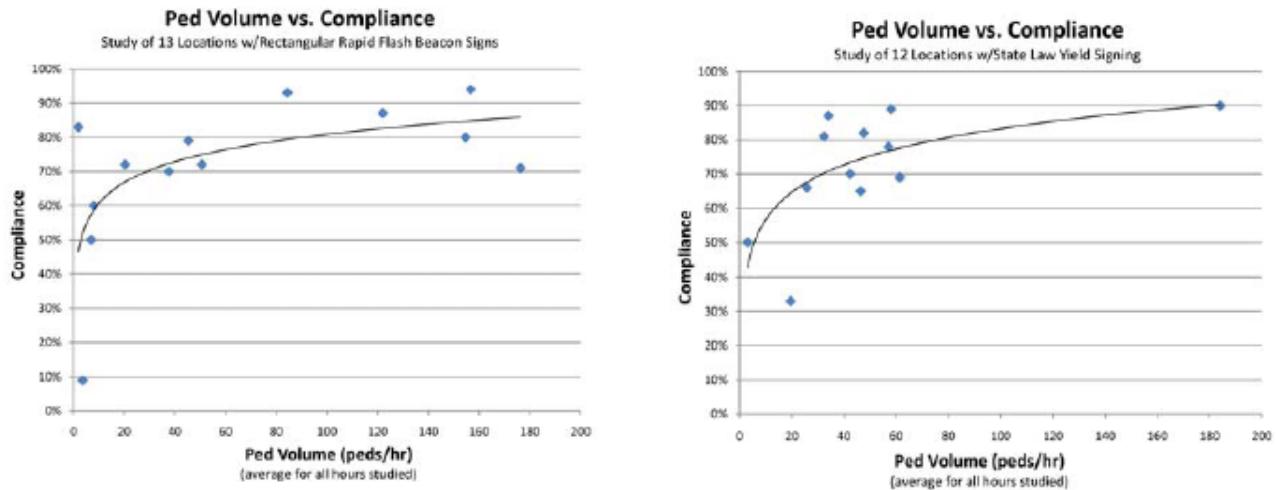


Figure 1 Pedestrian Volume vs. Compliance

The above data also illustrates that, below roughly 20 pedestrians per hour, driver compliance decreases significantly. Thus, the base threshold for consideration of an enhanced crossing treatment at an uncontrolled location is 20 pedestrians per hour. This threshold is consistent with recent national guidance and policies adopted by other states and cities, as determined through literature research.

The Minimum Pedestrian Volume Thresholds are as follows:

- 20 peds per hour* in any one hour, or
- 18 peds per hour* in any two hours, or
- 15 peds per hour* in any three hours
- 10 school aged pedestrians traveling to/from school in any one hour

* Young, elderly, and disabled pedestrians count 2x towards volume thresholds

** School Crossing defined as a crossing location where ten or more student pedestrians per hour are crossing

Definition of a Pedestrian Median Refuge and Minimum Median Refuge Width

A pedestrian refuge median is a useful tool in increasing the safety and efficiency of a pedestrian crossing, and the presence (or not) of a median refuge will influence the type of pedestrian crossing treatment that can be considered (see Table 1). In this context a pedestrian refuge median is defined as a location in the middle of a pedestrian crossing where a pedestrian can take refuge, thereby separating their crossing into two steps, across each direction of approaching

traffic separately. Separating the crossing into two directional crossings greatly increases the number of acceptable gaps for pedestrians to safely cross a roadway. A pedestrian refuge must include some type of raised median:

- A painted center median or a painted turn lane can never be considered a pedestrian refuge.
- A raised median nose at an intersection (next to a left turn bay for example) can only be considered a pedestrian refuge for the adjacent crosswalk if the median is at least 4 feet wide AND the left turn volume is less than 20 vehicles per hour. This low left turn volume means that during most pedestrian crossings there will not be a vehicle in the left turn lane and the pedestrian will be “shadowed” by the width of the median and the adjacent turn lane as they cross the street.
- A raised median at a mid-block pedestrian crossing can only be considered as a refuge if it is at least 6 feet wide (preferably 8 feet wide) and includes curb ramps or a walkway at grade through the median. A median of this width will allow over two feet on each side for splash protection; it will store a group of pedestrians; and it will accommodate the storage of a bicycle without it overhanging into the traffic lanes. For multi-use path crossing locations, a 10' median refuge width is desirable to better accommodate bicycles with child trailers, recumbent bicycles, and tandem bicycles.

Distance to Nearest Marked or Protected Crossing

The Pedestrian Crossing Treatment Flowchart in Figure 1 includes consideration of spacing criteria for an uncontrolled crossing to the nearest marked or projected crossing. The flowchart

requires that a new uncontrolled mid-block crossing be at least 300 feet from the nearest crossing. However, the flowchart allows this spacing criteria to be waived if the proposed crossing serves a multi-use path, or the pedestrian crossing volume exceeds twice the minimum threshold.

As with this entire PCTIG, this criteria is also subject to engineering judgment. In urban conditions where Grand Junction's typical block length is 400 feet, the engineer may want to consider allowing a minimum spacing of 200 feet, provided that the resultant pedestrian crossing:

- does not cross any auxiliary lanes (left or right turn lanes or their transitions) where it is anticipated that vehicles will be changing lanes and may be distracted from observing pedestrians in the crosswalk
- is not in an intersection influence area where it will create undue restriction to vehicular traffic operations.

Conditions That May Limit the Use of Rectangular Rapid Flash Beacons at Pedestrian Crossings

The City of Grand Junction has been using pedestrian actuated rectangular rapid flash beacons (RRFBs) at pedestrian crossings on four lane roadways for many years, and these “flashing signs” have greatly increased motorist yielding to pedestrians at these unsignalized crosswalks.

However, the City has also learned that the use of RRFBs may not be appropriate in locations

where there is a combination of both high traffic volumes and high pedestrian volumes. In these extreme conditions there may be an increase in traffic accidents and/or traffic delay that make the use of RRFBs inappropriate. In these cases, the use of conventional pedestrian traffic signals or the HAWK signals may be more appropriate.

While the decision not to use RRFBs at a pedestrian crossing should be based on engineering judgment, the limit line in Figure 2 has been prepared to aid in this determination.

Selecting Between a Pedestrian Traffic Signal, HAWK Beacon, or RRFBs

Pedestrian traffic signals may be considered for application at high volume pedestrian crossings based on engineering judgment. The MUTCD contains warranting procedures for conventional pedestrian traffic signals based on automobile and vehicle traffic volumes to help determine if a pedestrian signal is appropriate. These signals are typically considered when there are over 130 pedestrians an hour crossing a roadway.

Hybrid Beacons (HAWK beacons) may also be considered and the MUTCD contains warranting guidelines that utilize automobile traffic, pedestrian traffic, automobile speeds, and pedestrian crossing distance. HAWK beacons may be installed where the crossing volume is as low as 20 pedestrians per hour, depending on the crossing distance, automobile traffic volume, and engineering judgment.

As noted above, the City of Grand Junction has been successful in using RRFBs to increase motorist yielding to pedestrians at unsignalized crossings, typically where there are two travel lanes in each direction. A minimum crossing volume of 20 pedestrians per hour is typically required, as discussed in Section 2.1.3. However, also as noted in Section 2.1.6, there may be cases where the combination of high pedestrian and traffic volumes may make application of RRFBs inappropriate. Figure 2a and Figure 2b illustrate City of Grand Junction recommendations for the use of RRFBs overlaid on the MUTCD Hawk beacon and Pedestrian Traffic Signal warrant guidelines. The City of Grand Junction recommendations are based on safety and operational evaluations performed over the years at high volume RRFB locations.

In many cases, either HAWK beacons or RRFBs could be considered for application, and the final decision should be based on engineering judgment. Factors that should be considered include: automobile, bicycle and pedestrian volumes, vehicular speeds, crossing distances, the presence of a median or not, potential impact to corridor signal progression, proximity to signalized intersection, and vehicle queue formation.

Signal Progression and Traffic Operational Considerations

The installation of RRFBs, HAWK beacons, or pedestrian traffic signals can all have a significant impact on the automobile traffic operation in a corridor. The automobile and pedestrian crossing volumes, the spacing to the adjacent signalized intersections, the type of pedestrian population (college students, elementary students, elderly, a mix) should all be considered when selecting the crossing treatment type and how it will be operated. Where practical, HAWK beacons and

pedestrian traffic signals should be coordinated with the signal progression in the corridor to minimize the impact of the new traffic signal on corridor traffic flow. However, coordinated signals may be less responsive to pedestrian actuation, and the delay in pedestrian service may result in some pedestrians crossing against the signal rather than waiting. Not coordinating the pedestrian crossing signals may result in unacceptable increases in automobile congestion and delay.

RRFBs used at high volume pedestrian crossings in congested roadway corridors can also have a significant impact on automobile congestion and compromise effective signal progression. The RRFB limit line in Figure 2 can help minimize this problem.

Once again, engineering judgment will need to be applied to reach the best compromise for all involved.

Differential Vehicle Queue Lengths and Pedestrian Safety

A pedestrian crossing of a roadway with two or more lanes in a single direction has the potential for “multiple threat” type accidents. A multiple threat accident is when one lane of traffic stops for a pedestrian and obscures the view of the crossing pedestrian to a motorist in the adjacent travel lane. The result is that a pedestrian can step in front of a vehicle that is approaching too fast to stop. This condition is exacerbated when there are vehicle queues that back across the pedestrian crossing. If the queue in one lane backs into the crossing and is much longer than the queue in the adjacent lane, a motorist would commonly assume that the stopped traffic in one lane is the result of the queuing (which may usually be the case). Now if a vehicle in one lane stops for a pedestrian, instead of the queue, there is an even greater chance for a multiple threat accident.

Therefore it is important for the engineer to be aware of the formation of queues to and across the pedestrian crossing from a downstream intersection. It is even more important for the engineer to be aware of routine occurrence of one queue longer than the other across the pedestrian crossing. The Operational Observations section of the Crossing Location Evaluation Worksheet has a place to note this occurrence.

When deciding to install an uncontrolled crossing treatment (or not), the engineer should consider if differential vehicle queue lengths is an issue, and if so, can they be mitigated (say by signal timing adjustments at the downstream intersection). If differential queues cannot be minimized, it may be reason to not install an unprotected crossing treatment (such as Type A, B, or C).

Unmarked Pedestrian Crossing Facilitation

Staff is aware of the fact that there are locations where pedestrians regularly cross arterial roadways yet the crossing does not serve a multi-use path or a school, and the pedestrian volume is below the minimum thresholds in Figure 1 for installing the types of marked and signed treatments detailed in Table 1. These locations typically occur on 4-lane roadways (such as at various intersection on Patterson Rd), and often serve transit stops in the area. In some cases,

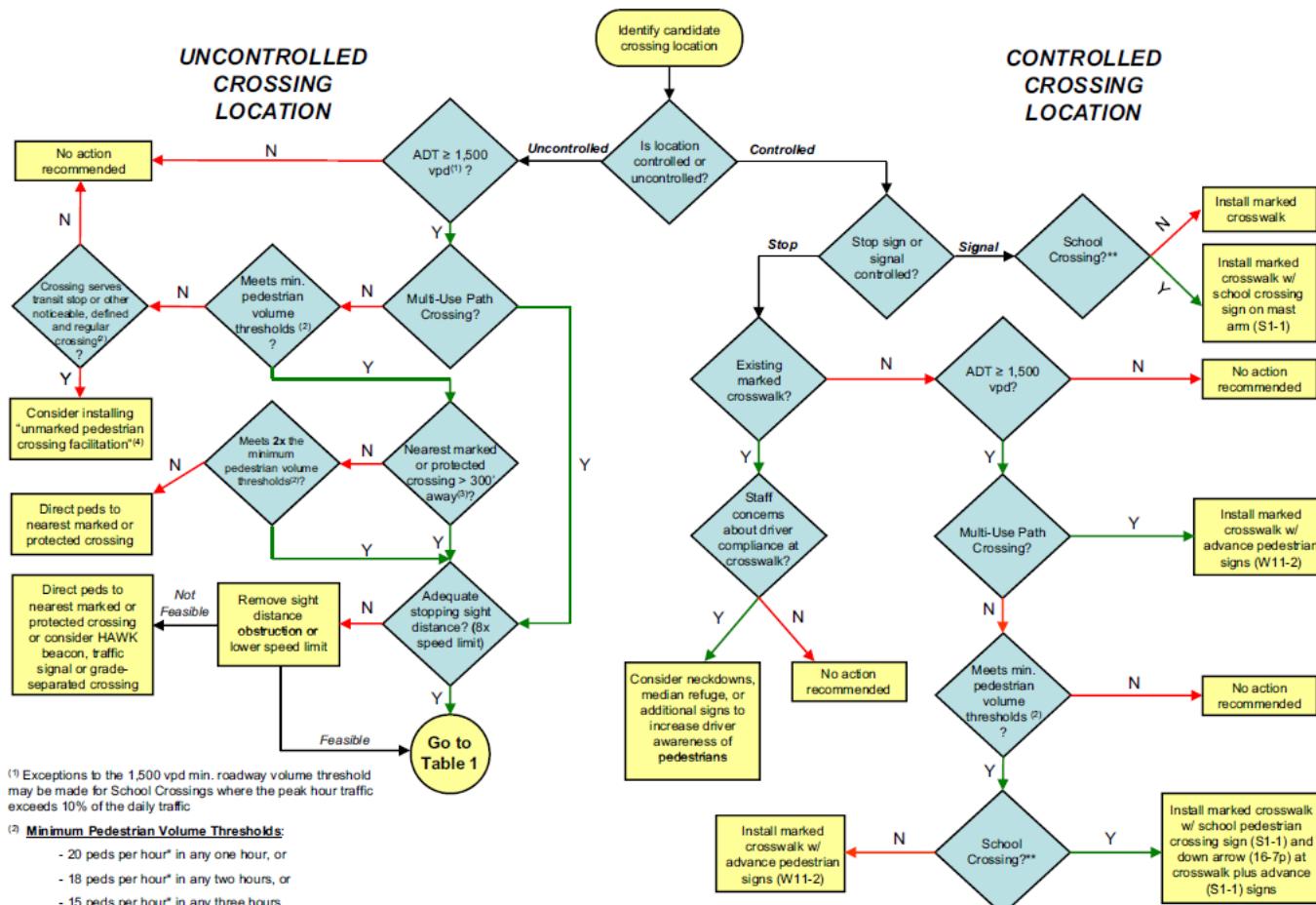
subject to engineering judgment, it may be appropriate to install treatments that facilitate pedestrian or bicycle crossings but stop short of the signed and marked crossing treatments defined in Table 1. This type of treatment or pedestrian facilitation may include curb ramps and/or a raised median refuge, but no effort is made to attract pedestrians to this crossing. The treatments simply acknowledge the low volume, but regular pedestrian crossing that occurs at a location. Installing these treatments does not endorse the use of the crossing nor attempt to attract new users to the crossing. They simply acknowledge that the crossing is occurring, will not likely go away, and some level of facilitation can make it safer for the pedestrians or bicyclists that are using the crossing already. The only other option would be to ignore the crossing, but staff does not believe this is an appropriate response. These treatments will only be considered if the location is more than 300 feet from the nearest signed and marked pedestrian crossing (whether it is controlled or uncontrolled), and it is believed that there is little potential to redirect pedestrians to a more defined crossing location.

Pedestrian Crossing Treatments at Higher Speed Roadways with Rural Character

Even though most Grand Junction streets have speed limits of 35 mph or less, there are some locations, particularly on the edges of the city, where speed limits are 40 or 45 miles per hour and roadways are transitioning between City and Grand Junction County jurisdiction. County roads may increase to 50 miles per hour just beyond City limits. In this context, there may be conditions that necessitate the installation of pedestrian crossings where speeds are higher and special consideration is warranted. The City's intention is for Mesa County staff to utilize Grand Junction's PCTIGs as a starting point and modify them to address this type of higher speed roadway where pedestrian crossings may be needed. The recommended approach is to require there to be a refuge median and enhanced signing at any crossing where the speed limit is 40 mph. Where speed limits are 45 mph or greater, the recommendation is to consider if the speed limit can reasonably be lowered to effect a slower travel speed before declining to install an at grade crossing. When the determination is to decline to install an at grade crossing due to speeds of 45 mph or greater, if that location has low volumes of pedestrians already crossing, engineering judgement should be applied and consideration given to an "Unmarked Pedestrian Crossing Facilitation" (refer to footnotes on Figure 1 – Pedestrian Crossing Treatment Flowchart).

In this context, it is recommended that engineering judgment be applied and consideration be given to providing an uncontrolled at-grade crossing treatment only if the speed limit can be effectively reduced to 40 mph and a raised refuge median is constructed has part of the crossing treatment (See Treatment Type E).

Figure 1: Pedestrian Crossing Treatment Flowchart



City of Grand Junction Pedestrian Crossing Treatment Installation Guidelines

Figure 1 – Pedestrian Crossing Treatment Flowchart

Table 1-Criteria for Crossing Treatment at Uncontrolled Locations

Table 1 Criteria for Crossing Treatment

Roadway Configuration # of lanes crossed to reach a refuge ⁽¹⁾ # of multiple threat lanes ⁽²⁾ per crossing			Roadway ADT and Posted Speed															
			1500 – 9000 vpd				9000 -12000 vpd				12000 – 15000 vpd				>15000 vpd			
			<30 mph	35 mph	40 mph	>45 mph	<30 mph	35 mph	40 mph	>45 mph	<30 mph	35 mph	40 mph	>45 mph	<30 mph	35 mph	40 mph	>45 mph
2 Lanes (one way)	2	1	A	B	C	E	A	B	C	E	B	B	C	E	A	C	C	E
2 Lanes (two way w/no median)	2	0	A	B	C	E	A	B	C	E	B	B	C	E	A	C	C	E
3 Lanes w/Raised Median	1 or 2	0 or 1	A	B	D	E	A	C	D	E	B	D	D	E	C	D	D	E
3 Lanes w/Striped Median	3	0 or 1	C	C	D	E	C	C	D	E	C	C	D	E	C	D	D	E
4 Lanes (two way w/no median)	4	2	A	D	D	E	B	D	D	E	B	D	D	E	D	D	D	E
5 Lanes w/Raised Median	2 or 3	2	A	B	D	E	B	C	D	E	B	C	D	E	C	C	D	E
5 Lanes w/Striped Median	5	2	D	D	D	E	D	D	D	E	D	D	D	E	D	D	D	E
6 Lanes (two way w/or without median)	3 to 6	4	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F

Notes:

1. Painted medians can never be considered a refuge for a crossing pedestrian. Similarly, a 4 foot wide raised median next to a left turn lane can only be considered a refuge for pedestrians if the left turning volume is less than 20 vehicles per hour (meaning that in most cases the left turn lane is not occupied while the pedestrian is crossing).
2. A multiple threat lane is defined as through lane where it is possible for a pedestrian to step out from in front of a stopped vehicle in the adjacent travel lane (either through or turn lane).

Treatment Description:

A. Install marked crosswalk with enhanced road-side signs

Specific Guidance: Install marked crosswalk with "State Law – Yield to Pedestrian" signs mounted on the side of the roadway with standard (W11-2) advance pedestrian warning signs; use S1-1 signs for School Crossing locations.

B. Install marked crosswalk with enhanced road-side and in-roadway (bollard mounted) signs

Specific Guidance: Install marked crosswalk with "State Law – Yield to Pedestrian" signs mounted on the side of the roadway with standard (W11-2) advance pedestrian warning signs; use S1-1 signs for School Crossing locations.

C. Install marked crosswalk with enhanced signs and geometric improvements to increase ped visibility and reduce exposure

Specific Guidance: For 2 or 3 lane roadways, Install marked crosswalk with "State Law – Yield to Pedestrian" signs mounted on the side of the roadway with standard (W11-2) advance pedestrian warning signs; use S1-1 signs for School Crossing locations. Add neckdowns or median refuge islands to shorten the ped crossing distance and increase ped visibility to motorists

D. Install marked crosswalk with enhanced signs, pedestrian activated RRFB's, and geometric improvements to increase ped visibility and reduce exposure

Specific Guidance: Install raised median refuge island (unless it is a one-way street or one already exists) to shorten the ped crossing distance and increase ped visibility to motorists. [If a median refuge cannot be constructed on a two-way street, go to scenario F] Install marked crosswalk with "State Law – Yield to Pedestrian" signs WITH ped activated RRFB's mounted on the side of the roadway and on median mounted signs; use standard (W11-2) advance pedestrian warning signs; use S1-1 signs for School Crossing locations. Consider adding neckdowns at the crossing if on-street parking exists and storm drain considerations will allow. [Note: If ped volume falls above the RRFB limit line on Figure 2, consider Hawk beacon, ped traffic signal, or grade-separated crossing.]

E. Do not Install marked crosswalk at uncontrolled crossing. Determine if the speed limit can be effectively reduced to 40 mph and a raised refuge median can be installed. If so, utilize Scenario D criteria above. If this is not possible, or if ped volume falls above the RRFB limi line on Figure 2, consider HAWK beacon, ped traffic signal, or grade-separated crossing.

Specific Guidance: Consider Hawk beacon, ped traffic signal or grade-separated crossing; application of these treatments will consider corridor signal progression, existing grades, physical constraints, and other engineering factors.

Roadway Configuration	Roadway ADT and Posted Speed
<p>F. Do not install marked crosswalk at uncontrolled crossing with 3 or more THROUGH lanes per direction or where the speed limit is > 45 mph and/or there is not a median refuge on a 5-lane crossing. Consider HAWK beacon, ped traffic signal, or grade-separated crossing.</p> <p>Specific Guidance: Consider Hawk beacon, ped traffic signal or grade-separated crossing; application of these treatments will consider corridor signal progression, existing grades, physical constraints, and other engineering factors.</p>	

Guidelines for the Installation of Pedestrian Crossings

Figure 2a. Guidelines for the Installation of Pedestrian Hybrid (HAWK) Beacons, Pedestrian Signals, or Rectangular Rapid Flash Beacon (RRFB) Signs on Low-Speed Roadways

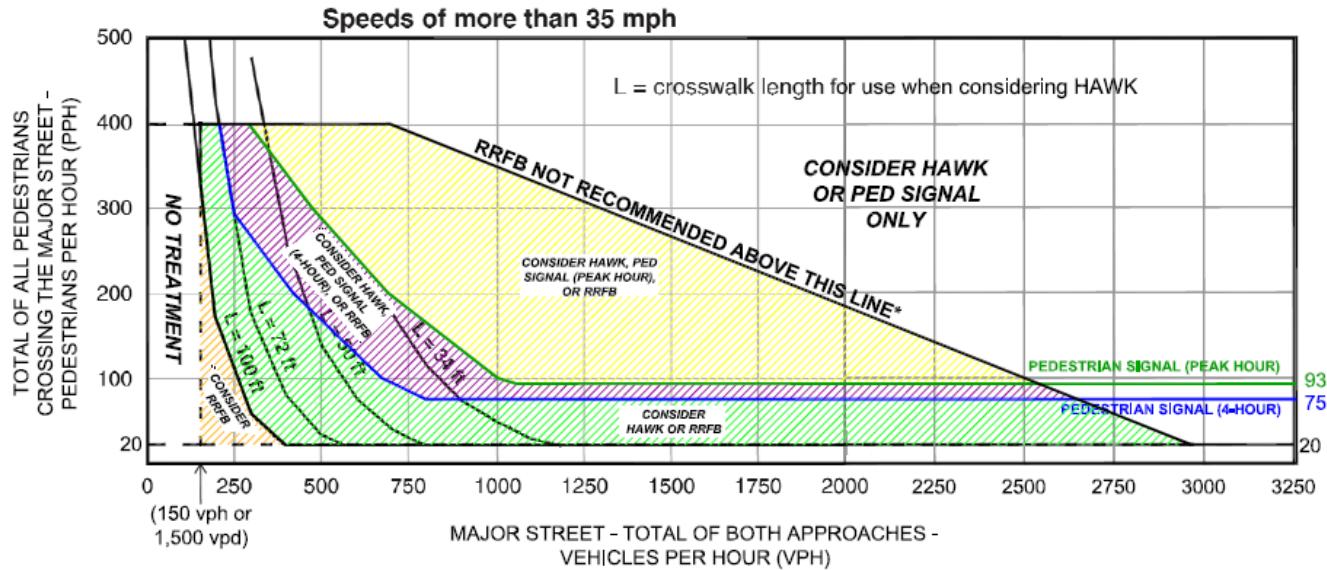


Figure 2a. HAWK Beacons, Pedestrian Signals, or RRFB signs on low-speed roads

Figure 2b. Guidelines for the Installation of Pedestrian Hybrid (HAWK) Beacons, Pedestrian Signals, or Rectangular Rapid Flash Beacon (RRFB) Signs on High-Speed Roadways

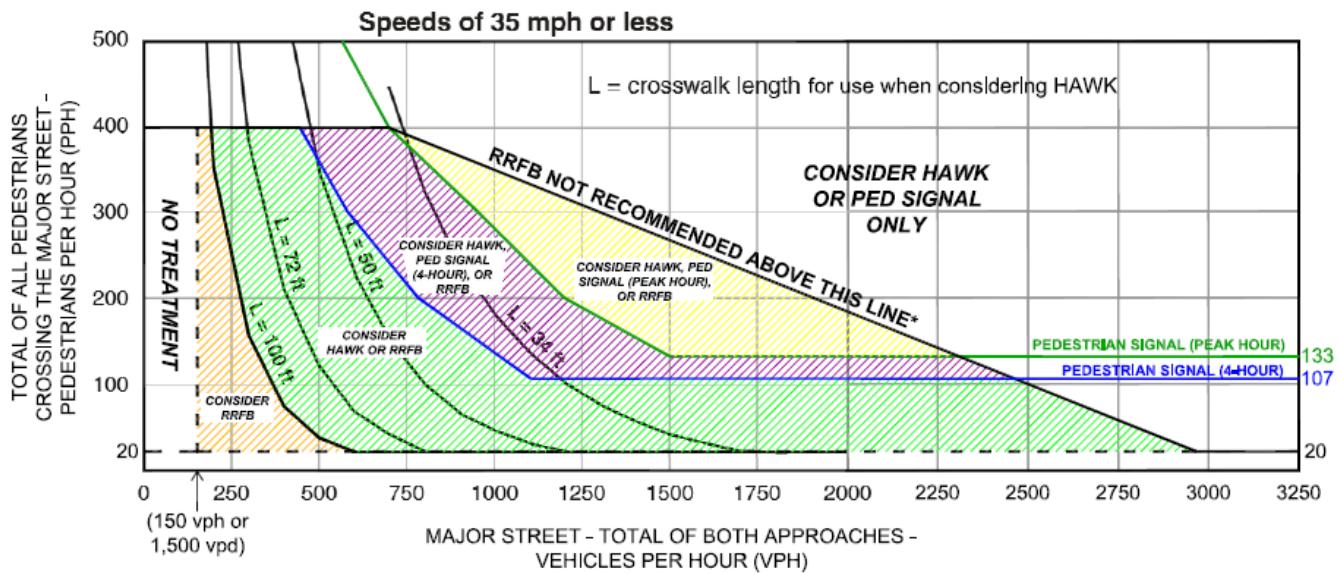


Figure 2b. HAWK Beacons, Pedestrian Signals, or RRFB signs on high-speed roads

SUPPLEMENTAL POLICIES

This section contains discussion of supplemental policies to guide the installation of crossing treatments in the City of Grand Junction.

Crosswalk Lighting

Research provided by the FHWA recommends that adequate nighttime lighting should be provided at marked crosswalks to enhance the safety of pedestrians crossing at night. Crosswalk lighting will be provided at all crosswalks utilizing traffic signals, HAWK beacons and RRFBs. Crosswalk lighting will be provided at all other marked crosswalks, unless engineering judgement suggests crosswalk lighting is not needed. The placement and level of crosswalk lighting will be determined by engineering judgement at all crossing treatments.

Avoiding Overuse of Crossing Treatments

The FHWA recommends that overuse of crosswalk markings should be avoided to maximize their effectiveness. Crosswalks and sign treatments (such as the “State Law – Yield to Pedestrians” and rectangular rapid flash beacon signs) should be used discriminately within the City of Grand Junction so that the effectiveness of these treatments is not deteriorated by overuse. Although these treatments may be effective at individual locations, overuse of these treatments city-wide may lead to a decrease in their value as drivers become desensitized to them. Minimum pedestrian and vehicular volume criteria have been established in this document with this in mind.

Multi-Use Path Crossings

Crossing locations where a multi-use path crosses a roadway should include a marked and signed crosswalk at a minimum, regardless of pedestrian crossing volumes, as long as the minimum vehicular volume criteria in Section 2.1.2 is satisfied. This policy is to promote the use of multi-use paths recognizing that roadway crossings often create barriers for pedestrians and bicyclists and may contribute to a lack of use.

Textured and Colored Pavement Treatments

Textured, brick, and/or colored pavement treatments should typically not be used in lieu of a marked crosswalk. When such treatments are used they are often aesthetic and not considered traffic control devices. Retroreflective pavement markings are required at any location serving as a marked crosswalk. Exceptions are granted for signalized intersection crossings, right-turn bypass (raised) crossings, and multi-use path crossings at driveways and unsignalized intersections where the City has developed other treatments designed to call attention to the crossings.

Accessible Crosswalks

It is the goal of the City of Grand Junction that all crosswalks installed will comply with the Americans with Disabilities Act (ADA) to maximize mobility for all users. Where a new crosswalk

is installed in a curbed roadway, curb ramps will include a detectable warning surface. The City intends to retrofit existing non-ADA-compliant curb ramps with detectable warning surfaces as part of its ongoing sidewalk maintenance program.

Raised Crossings at Right-Turn Bypass Islands

Raised pedestrian crossings at right-turn bypass islands meet the goals of these guidelines by improving visibility for pedestrians, improving accessibility, and helping to mitigate the speed of right-turning vehicle traffic. City staff will review all new or proposed right-turn bypass movements to determine if a raised crossing should be installed. If deemed feasible, a raised crossing will be incorporated into the design.

Removal of Treatments

Conditions that contribute to the need for a crosswalk or crossing treatments may change over time, and an existing crosswalk or treatment may no longer be needed. When a roadway surface is to be impacted by reconstruction or resurfacing, a review of any unprotected crosswalks should be performed to determine their use and need. If the use of a crosswalk is less than half of that which would be required for it to be warranted based on the criteria established in these guidelines for a new installation, the crosswalk should not be replaced when the construction or resurfacing is done and any other treatments will be removed. In such cases, residents and property owners within 1000' of walking distance to the crosswalk in question will be notified via mail. In addition, notices will be visibly posted for 30 days prior at the crossing location to inform the public of the intent to remove them. City contact information will be provided on these mailings and notices. Should concerns arise from the public as a result of that mailing or from the notification sign at the crosswalk, staff may then begin a more substantial public process with concerned parties.

NEXT STEPS

The City of Grand Junction is committed to providing safe and effective pedestrian crossing treatments and will continue to evaluate the criteria and treatments being used to implement treatments throughout the City. Specifically, City staff will carry out the following "Next Steps" to ensure that the pedestrian crossing treatment program meets the goals defined in this document:

- Continue testing and evaluation of new multi-lane crossing treatments. These treatments may include variations and/or combinations of the existing RRFB signs to increase both driver and pedestrian awareness at crosswalks. As newer technologies continue to develop into more viable options, passive detection devices such as microwave or video detection may also be tested. As performed for existing devices in the City, the evaluation of new devices will include both the effectiveness of devices and a safety (accident history) analysis. Although operational impacts can be evaluated within months of installation of treatment, it should be noted that safety analysis will require years of accident data to

provide relevant results.

- As Federal signing standards continue to become more progressive with respect to enhanced pedestrian signing, strive to become compliant with the standards.
- Continue to evaluate the City's policy towards provision of curb ramps and median breaks at crossing locations where crosswalks are not provided due to speed, volume, or other consideration.
- Stay current with the latest pedestrian crossing research being performed at the federal, state, and municipal level. As more communities strive to increase the viability of pedestrian mode use additional studies and new findings are being made available. The City of Grand Junction will look to utilize this research to improve its own use of pedestrian crossing treatments.
- Continue to receive feedback from City of Grand Junction citizens with respect to various crossing treatments and the criteria established in this document to implement these treatments.
- Work with the Transportation Advisory Board and City Council to implement policies, including these guidelines and any future amendments to this document, to promote the use of pedestrian facilities and the safety of people using them.
- Continue to evaluate the effectiveness of raised crossings at right-turn bypass islands and work to develop a city-wide policy for the application of these treatments.
- Collect data at crossing locations where treatments have been requested (or as defined in the Transportation Master Plan) and apply the criteria in this document to create a list of projects for implementation. Staff will then prioritize the list of projects and perform crossing treatment installations based on funding availability.

APPENDIX

Background

Roadway crossings can be barriers to pedestrian travel. The decision to travel as a pedestrian is in part dependent upon the actual and perceived ability to safely and efficiently cross roadways along the pedestrian's intended travel route. The City of Grand Junction wants to encourage pedestrian travel by providing safe and efficient roadway crossing opportunities. There are a variety of methods available to help facilitate pedestrian crossings on busy roadways, including marked crosswalks, enhanced crosswalks, and traffic signals. Crosswalk enhancements may include alternative signing, pedestrian-activated warning devices that draw attention to the pedestrian and alert motorists to their presence at a crosswalk, and physical enhancements intended to increase pedestrian visibility and/or reduce exposure such as neckdowns, raised crosswalks, and median refuges.

Signalized traffic control measures to reduce pedestrian-vehicle conflicts typically increase delays for both pedestrian and vehicular traffic. This creates a conflict between providing safety and generating operational efficiency for all modes of travel. These guidelines are tailored to meet the needs of the City of Grand Junction for optimizing safety and minimizing delay. The Pedestrian Crossing Treatment Installation Guidelines will provide a framework for identifying locations where pedestrian crossing treatments are appropriate and should be implemented by the City.

Application of these guidelines should accomplish the following project goals:

- Promote pedestrian travel by providing safe, efficient, and effective roadway crossing opportunities
- Reflect the needs of our diverse range of pedestrian age and ability groups
- Provide a balance between the demand for treatments and resources to implement them
- Achieve a reasonable balance of impacts to all modes of travel

Standards and Policies

Upon beginning the process of determining pedestrian crossing installation criteria, an extensive review of the latest available technical literature was conducted.

The Manual on Uniform Traffic Control Devices (MUTCD) is the national standard for establishing traffic control on roadways throughout the United States and has been adopted by the City of Grand Junction as the City standard. Although the MUTCD does provide pedestrian crossing warrant criteria for the installation of pedestrian traffic signals, these warrants have been controversial in that signals are typically very hard to justify. According to the Federal Highway Administration's report on pedestrian signalization alternatives (July 1985), "The existing [1978] MUTCD Minimum Pedestrian Volume Warrant is highly impractical for most real world conditions and is largely ignored by the traffic engineering community." The MUTCD also offers little

guidance with respect to the installation of marked crosswalks, stating that “crosswalks should be marked at all intersections where there is a substantial conflict between vehicular and pedestrian movements” and that an “engineering study should be performed before they are installed at (uncontrolled) locations.”

In response to the controversial MUTCD pedestrian volume and school crossing traffic signal warrants, and lack of guidance by the MUTCD with respect to the installation of marked crosswalks, some agencies have developed their own unique policies and procedures. Generally, these documents supplement the basic provisions of the MUTCD with more detailed criteria based on their own research and field studies.

In 1997, the Institute of Transportation Engineers (ITE) adopted the “Design and Safety of Pedestrian Facilities”² as a Recommended Practice. This document built on MUTCD policies and guidelines and provided thresholds for the installation of marked crosswalks at uncontrolled locations based on those developed by Steven A Smith and Richard L. Knoblauch³. These guidelines provide recommended thresholds for marked crosswalks based on minimum hourly pedestrian volume, average daily traffic volumes, roadway configuration (laneage and presence of median refuges).

In 2002 the FHWA published a report titled, “Safety Effects of Marked vs. Unmarked Crosswalks at Uncontrolled Locations: Executive Summary and Recommended Guidelines”¹. Based on a five-year safety analysis at 1,000 marked crosswalks and 1,000 unmarked crossing locations, this report provides recommendations for installing marked crosswalks and enhancements based on roadway volume, speed, and laneage. The report suggests that on two-lane roadways, marked crosswalks alone at uncontrolled locations have no effect on pedestrian accident rates. The report also suggests that, on multi-lane roadways with a traffic volume greater than 12,000 vehicles per day, marked crosswalks alone (without any other treatments) are associated with higher vehicle-pedestrian accidents rates compared to unmarked locations.

Several years ago the Virginia Department of Transportation adopted a set of guidelines⁴ for the installation of marked crosswalks that built upon the FHWA recommendations and provided more detailed guidance with respect to what types of crosswalk enhancements may be appropriate for a given set of roadway. These guidelines provided five basic levels of devices given the conditions present.

- Level 1: standard crosswalk, raised crossing, rumble strips
- Level 2: high-visibility crosswalks (retroreflective white markings and textured pavements)
- Level 3: refuge islands, split-pedestrian crossover, neckdowns
- Level 4: overhead signs and flashing beacons, in-roadway warning lights
- Level 5: pedestrian-actuated traffic signals, grade-separated crossings

The Virginia guidelines⁴, state a minimum requirement of 20 pedestrians per hour (15 elderly

and/or children) or 60 in four hours crossing at the location in question. The City of San Jose, CA⁵ have adopted guidelines that require at least 15 pedestrians crossing the street during the highest one-hour period or 25 pedestrians crossing during the highest consecutive two-hour period. It is believed that this downward trend in pedestrian volume necessary to warrant treatments is both a result of increased efforts by agencies to accommodate pedestrians and provide safer and more efficient pedestrian facilities.

Pedestrian Crossing Enhancements

A wide range of crossing enhancements (treatments used to increase the effectiveness of marked crosswalks) are being used in other communities in the United States and elsewhere which have been considered for use in the City of Grand Junction. Enhancements being used elsewhere include:

- Automated detection
- Curb extensions
- In-pavement beacons
- Flags
- Flashing beacons
- In-roadway signs
- Lane reductions
- Rumble strips
- Overhead beacons
- Overhead signs
- Ped activated beacons
- Refuge islands
- Street lighting
- Raised crossings
- Pavement treatments
- Alternative Signs (State-Law-Yield) and Yield markings

Evaluation of Demonstration Devices Used in the City of Boulder

Over a 14-year period, the City of Boulder Colorado evaluated driver compliance at crosswalks both before and after the installation of "demonstration devices". The devices evaluated included:

- "State Law-Yield to Pedestrians" Signs and Bollards (used at 2 or 3-lane crossings)
- Pedestrian Activated Flashing (or RRFB) Signs (used primarily at multi-lane crossings)
- Rumble strips

In addition to evaluating the effectiveness of these devices in terms of driver compliance, accident histories were compiled to compare the safety effects of the demonstration devices both before and after installation. The evaluations have shown that the "State Law -Yield" and RRFB devices are effective at getting more vehicles to comply with state law and yield to pedestrians in crosswalks than if not installed. They accomplish this with a relatively minor impact to vehicle delay.

The evaluation showed that at locations with "State Law – Yield to Pedestrians" signs, there were very few examples of increased accident frequency for either rear-end collisions or accidents involving pedestrians or bicyclists being hit by a motor vehicle. The majority of accident frequencies either stayed the same or was reduced at locations studied.

At locations using the pedestrian-actuated flashing signs, there were increases in rear-end collision frequencies at some locations and increases in the frequency of pedestrians or bicycles being hit in the crosswalk at several locations. Injury accident frequencies also increased at many locations. It should be noted that, since these devices were installed primarily at multilane crossing locations, the effectiveness of these devices cannot be directly compared to the "State-Law" signs.

While the pedestrian-actuated flashing signs do not change the rules of the roadway, the effectiveness of encouraging vehicles to yield to pedestrians has resulted in more vehicles stopping for pedestrians, which has further resulted in more rear-end collisions (this same phenomenon exists when new traffic signals are installed in the roadway). It is possible that the increased compliance of motor vehicles yielding to pedestrians is also resulting in some pedestrians and bicyclists using less caution when they cross which in turn results in an increase in vehicle-pedestrian and vehicle-bicycle accidents.

The City of Grand Junction has not performed a formal study of demonstration devices, but has experienced very similar results to those described above for the City of Boulder.

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