



City of Carson

Report to Mayor and City Council

April 3, 2012
New Business Consent

SUBJECT: CONSIDERATION OF PEDESTRIAN ENHANCEMENTS AT THE INTERSECTION OF MAIN STREET AND JAY STREET

Submitted by M. Victor Rollinger
Development Services General Manager

Approved by David C. Biggs
City Manager

I. SUMMARY

A petition was received from residents of Carson Senior Village requesting that the City of Carson install a painted crosswalk across Main Street at Jay Street to provide a link between the senior residences, which are on the west side of the street, and the commercial establishments that are on the east side of the street. The intersection of Main Street and Jay Street is located approximately 550 feet north of the signalized intersection of Main Street and 223rd Street (Exhibit No. 1).

The primary reason that the petition was submitted is that a resident of Carson Senior Village was struck by a vehicle and suffered a fatal injury while attempting to cross Main Street at Jay Street. The petition states that pedestrians are crossing Main Street at this location at various times of the day while walking back and forth between the residences on the west side of the street and the restaurants, markets, and other businesses on the east side of the street. The petition indicates that these pedestrian crossings are unsafe because of the speed and volume of traffic on Main Street. The petition requests that a crosswalk be installed to improve safety.

II. RECOMMENDATION

TAKE the following actions:

1. DIRECT staff to shorten the median on the south side of the Main Street / Jay Street intersection by removing a ten-foot segment of the curb and the raised median so that the end of the median does not block the unmarked crosswalk.
2. DIRECT staff to paint the curb red to prohibit parking and improve visibility on the west side of Main Street between the Carson Senior Village driveway and the pedestrian crossing location at the end of the modified median.
3. DIRECT staff to install high-visibility Pedestrian Crossing signs on both sides of Main Street at Jay Street with diagonal arrows pointing downward toward the pedestrian crossing location.

III. ALTERNATIVES

1. DIRECT staff to take the actions outlined in the Recommendation section and to also install a crosswalk across Main Street with an in-pavement lighting system that activates flashing lights when a button is pushed. This option would also require that a new curb ramp be constructed on the west side of Main Street and that the curb ramps on the east side of Main Street be reconstructed to comply with current Americans with Disabilities Act of 1990 (ADA) standards. This alternative was recommended by the Public Works Commission. Staff does not recommend implementation of this alternative without the concurrent installation of overhead pedestrian warning beacons.
2. TAKE another action the City Council deems appropriate.

IV. BACKGROUND

Main Street at this location is a four lane divided roadway with a speed limit of 35 miles per hour and parking on both sides of the street. Jay Street is a two lane local street that provides access to commercial properties and a residential neighborhood on the east side of Main Street. The intersection of Main Street and Jay Street is a "T" intersection with a stop sign on the Jay Street approach to the intersection. Carson Senior Village is located on the west side of Main Street at the Main Street / Jay Street intersection (Exhibit No. 2). The Carson Senior Village driveway would essentially constitute the fourth leg of the intersection.

In response to the petition requesting that a crosswalk be installed on Main Street at Carson Senior Village, staff conducted an analysis of the existing conditions at this location and evaluated the feasibility of painting a pedestrian crosswalk and/or implementing other improvements on Main Street at its intersection with Jay Street. The location was monitored on several occasions to observe the traffic and pedestrian patterns. In addition, the collision statistics were reviewed and the pros and cons of installing painted crosswalks on arterial highways were researched.

With regard to the existing pedestrian crossing activity, the location was monitored during the morning peak period, the mid-day (noon) time period, and the late afternoon peak period. During those peak time periods, only one pedestrian was observed crossing Main Street at Jay Street. Numerous pedestrians crossed Jay Street at its intersection with Main Street and numerous pedestrians crossed Main Street at its signalized intersection with 223rd Street, but only one pedestrian crossed Main Street at Jay Street.

With regard to the collision statistics, data provided by the Los Angeles County Sheriff's Department are summarized in the table below. As shown, there were

no collisions reported in 2005, 2 collisions reported in 2006, no collisions reported in 2007 or 2008, 1 collision reported in 2009, no collisions reported in 2010, and 1 collision reported in 2011, which was the pedestrian fatality cited in the petition from Carson Senior Village.

COLLISION STATISTICS MAIN STREET AT/NEAR JAY STREET	
Year	Number of Collisions Reported
2005	0
2006	2
2007	0
2008	0
2009	1
2010	0
2011	1 (pedestrian fatality)

Public agencies typically do not install pedestrian crosswalks at uncontrolled locations, (i.e., locations without a stop sign or traffic signal) because it has been demonstrated by various studies that such crosswalks result in an increase in pedestrian-related accidents. When a crosswalk is in place, pedestrians tend to behave less cautiously as they proceed into the street. They apparently step into the travel lanes with the mistaken impression that the painted crosswalks will protect them from oncoming traffic, which is not the case. While crosswalk lines are clearly visible to a pedestrian, they are not highly visible to an approaching motorist, particularly on a high speed arterial street such as Main Street. The crosswalks, instead, create a false sense of security for the pedestrians and the risk increases for pedestrian-related accidents.

According to the "California Manual on Uniform Traffic Control Devices," crosswalk lines should not be used indiscriminately because their presence can be detrimental to pedestrian safety. They should be used at intersections where there is substantial conflict between vehicular and pedestrian movements or at points of pedestrian concentration where pedestrians could not otherwise recognize the proper place to cross. This is not the case at the Main Street / Jay Street intersection because of the low number of pedestrians crossing at this location. Although pedestrians can legally cross Main Street at Jay Street because it is an intersection, the preferred and safer location for pedestrians to cross the street is at the signalized intersection of Main Street and 223rd Street. It

is acknowledged, however, that many senior citizens would consider it inconvenient and difficult to walk 550 feet from Jay Street to 223rd Street to cross Main Street at the signalized intersection. They would, instead, prefer to use a more direct route and cross Main Street at Jay Street.

Based on the study results and guidelines, it is recommended that a crosswalk not be painted on Main Street at Jay Street because such a crosswalk could result in a less safe condition and because this intersection has an extremely low volume of pedestrian crossings. If a painted crosswalk were to be installed, the probability of a pedestrian-related accident occurring would most likely increase because of the false sense of security that would be provided to the pedestrians. Furthermore, the liability risk to the City of Carson would increase if a crosswalk were to be painted at a location where a painted crosswalk is clearly not warranted according to the applicable guidelines, particularly since the research indicates that such a crosswalk could increase the safety risks for pedestrians.

A preferred alternative to painting a crosswalk would be to implement physical enhancements at the intersection to assist pedestrians who elect to cross Main Street at this location. The recommended improvements, which are outlined in the Recommendation section, are to implement the following features (Exhibit No. 3).

- Shorten the median by removing a ten-foot section of the curb and raised median on Main Street on the south side of the Jay Street intersection so that the median does not block the unmarked crosswalk.
- Paint the curb red to prohibit parking and improve visibility on the west side of Main Street between the Carson Senior Village driveway and the pedestrian crossing location at the end of the modified median.
- Install Pedestrian Crossing signs on both sides of Main Street at Jay Street with supplemental plaques that have diagonal downward pointing arrows.

The highly visible fluorescent yellow-green sign installations described in the third bullet above would provide a clear warning to motorists on Main Street that pedestrians might be crossing the street at this location. A sign installation such as this would be much more effective at warning drivers of the crossing location than a painted crosswalk, because the signs would be much more visible to motorists than a crosswalk. Moreover, the signs would not provide a false sense of security to the pedestrians (as opposed to a painted crosswalk).

The possibility of installing a traffic signal at the intersection of Main Street and Jay Street was also considered. The existing traffic volumes on Jay Street and the number of pedestrians crossing Main Street at this location, however, are well below the traffic signal warrant thresholds outlined in the "California

Manual on Uniform Traffic Control Devices.” As a traffic signal is not warranted based on industry standards and the guidelines used by public agencies in California, it would not be prudent for the City of Carson to install a traffic signal at this location.

On February 13, 2012, the Public Works Commission voted to approve the actions shown in the staff recommendation and to also install a crosswalk with an in-pavement lighting system, construct a new curb ramp on the west side of Main Street, and reconstruct the curb ramp on the east side of Main Street to comply with current ADA standards (Exhibit No. 4). Staff does not support the installation of a crosswalk with an in-pavement lighting system because such a crosswalk could result in a false sense of security for pedestrians by encouraging them to enter the roadway with less caution, as described above for a conventional crosswalk.

The petition from the Carson Senior Village residents requesting a crosswalk is attached (Exhibit No. 5).

V. FISCAL IMPACT

The estimated cost of the recommended action is \$3,000.00. Funds are available in the adopted FY 2011/12 Public Works Maintenance budget in account nos. 01-80-840-083-8028 (signs), 01-80-840-094-6009 (concrete), and 01-80-840-080-6009 (legends/curb maintenance). The estimated cost of the alternative involving the installation of a crosswalk with an in-pavement lighting system and access ramps would be \$30,000.00.

VI. EXHIBITS

1. Location Map. (pg. 7)
2. Aerial view of existing conditions. (pg. 8)
3. Recommended improvements. (pg. 9)
4. Minutes, February 13, 2012, Item No. 7(b). (pg. 10)
5. Petition from Carson Senior Village residents. (pgs. 11-13)

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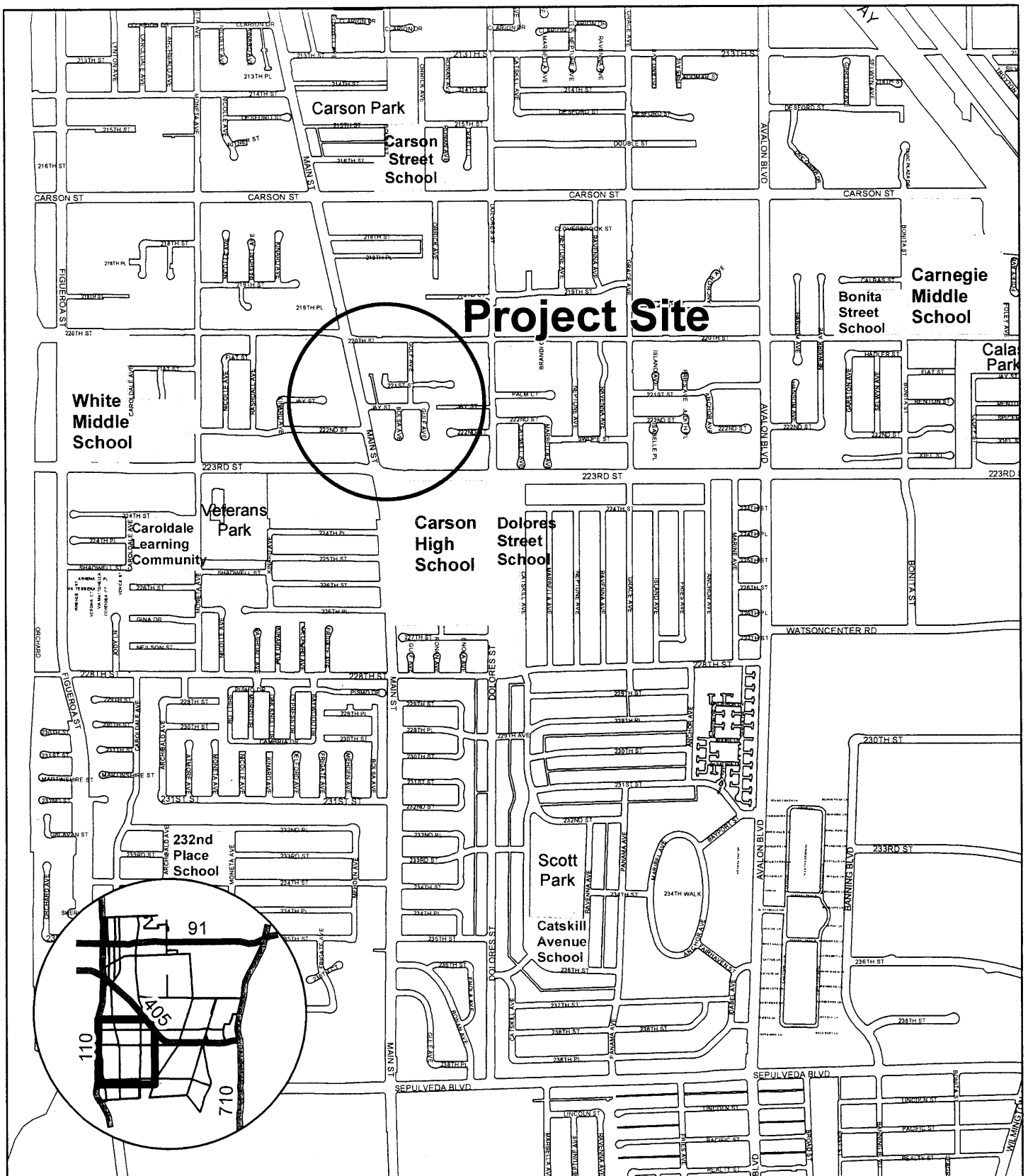
Prepared by: Richard Garland, Traffic Engineer

Reviewed by:

City Clerk	City Treasurer
Administrative Services	Development Services
Economic Development	Public Services

Action taken by City Council

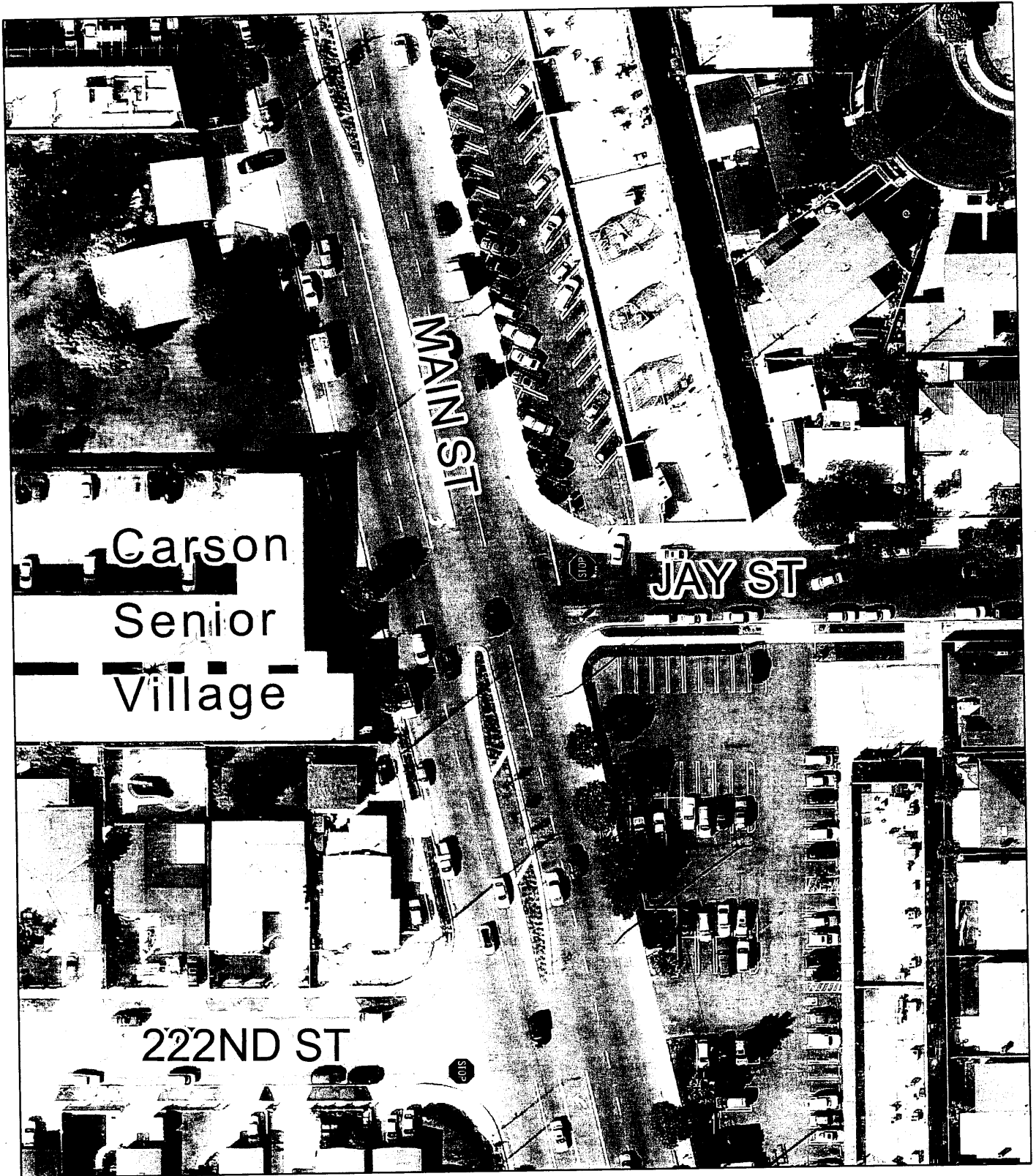
Date_____ Action_____



Location Map
Main Street at Jay Street

EXHIBIT NO. 1





Aerial View of Existing Conditions
Main Street at Jay Street

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EXHIBIT NO. 2



**Recommended Improvements
Main Street at Jay Street**



EXHIBIT NO. 3

ITEM NO. 7(b): MAIN STREET AT JAY STREET – REQUEST FOR PEDESTRIAN CROSSWALK

RECOMMENDATION for the commission:

TAKE one of the following actions:

1. FORWARD a recommendation to the City Council to take the following actions:
 1. Modify the Main Street median on the south side of the Main Street/Jay Street intersection by removing a section of the curb and the raised median to provide a flat refuge area for pedestrians.
 2. Construct a curb ramp on the west side of Main Street and reconstruct the curb ramp on the east side of Main Street (southeast corner of the intersection) in compliance with current ADA standards.
 3. Paint red curb to prohibit parking and improve visibility on the west side of Main Street between the proposed curb ramp and the Carson Senior Village driveway.
 4. Install high-visibility Pedestrian Crossing signs on both sides of Main Street at Jay Street with diagonal arrows pointing downward toward the pedestrian crossing.

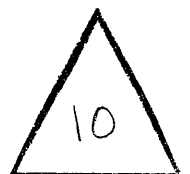
ACTION: On a motion by Chairperson Johnson, seconded by Vice-Chairperson Fa'avae, the motion to approve Recommendations #1 - #4 with the added recommendation to install in-pavement lighting as an additional safety measure, was approved and unanimously carried by the following vote:

Ayes: Fa'avae, Harris, Johnson and Thompson
Noes: None
Abstain: None
Absent: Tingson

Public Comments:

The following individuals were in attendance and offered comments in support of staff's recommendations because of safety issues they observed at that location:

1. Gwendolyn Williams, 22125 Main Street, #217, Carson, California
2. Curtis McDaniel, 22125 Main Street, #103, Carson, California



CARSON SENIOR VILLAGE

22125 S. Main Street

Carson, CA 90745

310-834-2974; 888-671-4234; FAX: 310-834-3828

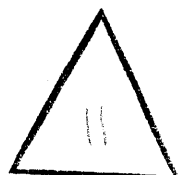
To: Carson City Council
Thru: Honorable Councilman Elito Santarina
From: Residents of Carson Senior Village
Subject: Petition for a MASAGA CROSSWALK

Whereas, the pedestrian traffic flow from our facility to the other side of Main Street where the commercial buildings are located;

Whereas, residents and non-residents cross S. Main Street for breakfast, lunch, and dinner;

Whereas, the slow walking seniors and their grandchildren are endangered by fast moving vehicles throughout the day;

Whereas, that on that fateful night of November 26, 2011, a resident of Carson Senior Village, Papaiva Masaga was crossing from the other side of the Main street to his apt. # 124, was said to have been run over by a hit and run driver in a Ford black mustang (pls. refer to a 45 minute footage from our surveillance camera which was submitted to the Carson Sheriff Department);



Whereas, Suk MacDaniel from apt. 103 and Joy Abrantes from apt. 122 submitted to the investigating officer, a piece of black rubber said to be a part of the front bumper of the vehicle that struck Papaiva Masaga dead upon impact;

Whereas, that up to this point in time, no one has been identified by the Carson Sheriff as to whoever killed Mr. Masaga;

Therefore, we the residents of Carson Senior Village are petitioning the Carson City Council to install a crosswalk from our Senior Building to the other side of Main Street so as to prevent vehicular accidents.

SIGNED BY:

Name:	Apartment #	Telephone #
✓ JOEY ABRANTES	122 ✓	310-835 4102
✓ Kyaluma Masaga	124 ✓	424-224-0310
Quinnaz	112	310-427-1695
CS LQ	211	310-259-7648
✓ RYMADA ABOU HARB	101	310-200-2134
✓ HASSAN ABOU HARB	101	310-200-2134
BER MASAM	100	310-834-2974
Carroll White	222	310 522-0222
Gwendolyn E. Williams	217	424 270 3653
Anna DeCasper	228	310 834 2495
✓ Gloria Aviles	121	310 480 738
Etnio / Carmen	211	310-972-8521
✓ Imelda / Ray Bautista	215	310-908-3468

✓ Willa Sharp #126 1-310-522922
 Leticia Carreon #110 #1310 - 830 - 0184
 Jose Carreon #110 #1310 - 830 - 0184
 Jose D. Lagmay #234 #1-310 - 522 - 9184
 Leonilla T. Lagmay # " " "
 Cam Huel #233 22125 S. Main St. Carson Ca. 90745
 1-424-731-9319
 ✓ Dolores Harris #105 22125 S. Main St. CA 90745
 JAY ECANTE #109 22125 S. MAIN ST. CARSON, CA 90745
 ✓ GINA ECANTE #109 424 - 264 - 9478
 Curtis McDaniel #103 22125 MAIN ST #103 CARSON, CA 90745
 ✓ Sue House McDaniel #103 11(310)834-49901
 ✓ Bill John 116 22125 MAIN ST.
 Ted Limfueco 207 22125 S. MAIN ST, CARSON, CA
 Myrna Limfueco 207 " " " "
 Jose Segura 205 " " "
 Rogelio Delacruz 119 " " "
 NURMA PANDRID 119 " " "
 Margo Hendricks 113 310-834-8021
 Ray Beuerta 215 310-834-1394
 Daisy Winston 204 22125 MAIN ST #204
 Cousin de la Cruz 221 22125 Main St. Carson
 Narcisa C. Majam
 Benjamin L. Majam

Resident Manager

Resident Manager