OREGON SAFE ROUTES TO SCHOOL

SITE CIRCULATION TOOLKIT

Oregon Department of Transportation
Safe Routes to School
ALTA · COMMUTE OPTIONS · CYCLE OREGON · THE STREET TRUST

Acknowledgments

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Introduction

About this Toolkit

As people travel to school—whether by vehicle, foot, or bike—they use specific routes and facilities, encounter barriers or conflicts, and experience their environment in different ways. The quality of these facilities and the conflicts families encounter can be a major challenge for families and may deter them from choosing to walk or roll to school.

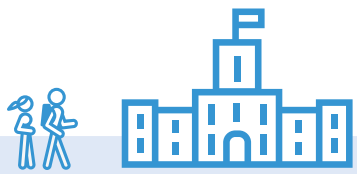
Safe Routes to School (SRTS) planning can address common situations on and near school campuses, which include:

- Long lines of idling cars at pickup and drop off
- Traffic congestion near the school
- Conflicts between students arriving on foot, by bicycle, or bring driven to school
- Parked cars blocking access to bike lanes, crosswalks, and travel or turn lanes during pickup or drop off

Addressing these issues often requires expensive and time-consuming transportation planning, funding, and construction, but there are many changes that local communities can make on their own that will quickly improve circulation. This toolkit is a resource for schools and districts in Oregon that would like to improve circulation conditions and safety for all modes and to encourage families to explore walking and biking. This toolkit is not a comprehensive guide to building new infrastructure. Instead, these are meant to be tangible steps that can be taken in relatively short time frames to improve a schools' overall circulation without the need for a comprehensive SRTS planning process.

Inside this toolkit, you'll find:

- Information about key site circulation concepts (pg 5)
- How to identify problems and appropriate solutions (pg 6)
- Countermeasures for reducing automobile speeds on and near campus (pg 10)
- Tips and methods for reducing conflict between different types of travelers (pg 12)
- Guidance on walking and biking facilities for improved circulation (pg 14)



OREGON SAFE ROUTES TO SCHOOL

Safe Routes to School (SRTS) advances students' options to bike, walk, and roll to school by supporting safety-oriented programs and infrastructure. Do you have more questions about Site Circulation or Safe Routes to School (SRTS) in Oregon? Contact the Oregon Department of Transportation's SRTS Technical Assistance Providers Team at: www.oregonsaferoutes.org

What is Site Circulation Planning?

Site circulation improvement involves designing and organizing the movement of people walking, biking, and driving around school sites to ensure a safe and efficient transportation environment. The goal is to create a well-planned circulation system that prioritizes the safety of students while promoting active transportation methods like walking or cycling.

PRINCIPLES OF SITE CIRCULATION

- *Different modes of transportation travel at different speeds and require different amounts of space to navigate.*
- *Separate modes of transportation whenever possible to limit conflicts.*
- *Different modes of transportation require different routes and networks to function properly; each mode should clearly connect from the wider network to the school entrance.*

Definitions

The following terms related to circulation planning will be used throughout this guide:

School Zone: Roadway(s) adjacent to a school or a school crosswalk where signs designate school activities are present (ORS 801.462). School zones represent an opportunity to address safety concerns in areas with potentially high concentrations of especially vulnerable bicyclists and pedestrians. More information about establishing and implementing a School Zone can be found on page 92 of ODOT's Speed Zone Manual.

Walk Zone: Subset of the enrollment area, the area around a school that does not receive busing.

Busing Zone: A school district is required to provide transportation for elementary students who reside more than one mile from school and for secondary school students who reside more than 1-1/2 miles from school (ORS 327.043).

Hazard Busing: Areas where districts provide busing within one mile of the school due to challenging walking conditions.

School Streets: Temporary car-free zones adjacent to or leading up to a school that are closed to vehicle traffic and opened to children and families walking, biking, and rolling. School Streets manage traffic during school arrival and dismissal by eliminating vehicle congestion in front of schools and creating an environment where students can walk, bike, roll, and interact.

Slow Streets: Local roadways that discourage through-traffic for motor vehicles and prioritize nonmotorized transportation such as walking, biking, and rolling. While the design of Slow Streets varies by jurisdiction, they often are indicated through half closures at the end of blocks using signage and barriers and have traffic calming such as speed humps.

Demonstration Projects: Short-term, low-cost, temporary roadway projects used to pilot potential long-term design solutions to improve walking/bicycling, vehicle travel, and public spaces.

How to Get Started

The following steps will help you get started as you determine the issues and appropriate solutions. It is important to gather the necessary data, people, and materials to holistically address circulation challenges.

1. Identify Project Partners

Many different parties have a vested interest in the safe and comfortable movement of students and adults to school. Potential project partners include:

- School administration
- SRTS Champion(s)
- Crossing guards
- Interested families
- Local road engineers or planners
- Local policymakers
- Students and caregivers

School administrators may have concerns about students walking and rolling to school due to student safety, and the physical and social environment of the school. Understanding these concerns will help tailor future recommendations for improvements.

It is important to find out who owns the roadways near your school. In urban areas, typically the city controls the roadway. In rural and suburban areas, roadway ownership can be a complicated web of local, private, county, and state, all with different goals and processes!In residential areas, roadways may by privately owned or owned by a Homeowners Association. Make note of all roadway owners near the school and be in communication with them throughout the project—or invite them to be part of the project team! At a minimum, ask them about any identified issues or previous planning efforts that impact the roads near the school. Off-campus changes, such as street closures or school speed zones, will need the full support of the roadway owner to implement and cannot be done by the school district alone.

2. Gather Information

Understanding the situation and needs of the school is the first step for evaluating current circulation patterns and developing improvements.

HOLD A WALK AUDIT

A walk audit is an event to gather information about street conditions, engage community members, and inform planning and traffic safety projects. A walk audit can be as simple as one or two people walking the school grounds and surrounding area and assessing how supportive the streets are for walking, bicycling, buses, and family vehicle movement.

Walk audits are best done with a group of stakeholders, who can provide context and their own experiences with traveling through the area.

A STUDENT'S POINT OF VIEW

Students may have a narrower field of vision, are physically smaller than adults, and are often not as mentally developed as adults, which limits their ability to perceive traffic patterns around them. Additionally, schools are very exciting places filled with friends, teachers, and activity. Arrival and dismissal can be a time when student energy is particularly high, and students are focused on using the shortest path to get to their destinations.

Improvements and interventions should consider the diverse needs at a school community. Solutions should be simple and intuitive enough for students to understand. Circulation plans must account for access for students of all abilities and accessing the school by all modes.

WHAT TO CONSIDER DURING A WALK AUDIT

There are many walkability checklists that a community can use to hold a Walk Audit, and one is provided in Appendix A. In addition to infrastructure needs, gather the following information during the process:

- Note how private vehicle pick-up and drop-off are handled. Does traffic spill into surrounding roadways? Do vehicles move quickly through the line? Where are the pinch points and challenging areas? Where do bicycles move through the space? Where do pedestrians move?
- Ask the community for their insights that may be missing from formal data such as water ponding, snow accumulation, conflicts with truck turning, and garbage pickup day.
- Consider other roadway users; much of Oregon is rural and agricultural equipment, logging trucks, or ATVs could all be sharing the roadway with students commuting to school. Rural roadways often are not built with specific facilities to help pedestrian and bicyclist travel.
- Observe how buses move to their loading and unloading zones.
- Consider points of interest that are near the school. Do students stop at the convenience store after school? Do they head towards a community center?

AUTOMOBILE CRASH DATA

ODOT's Crash Data Viewer tool allows anyone to view crash data from across Oregon. Using the tool's filters to show only crashes in your community, you can determine hot spots, trends, and priority streets and intersections.

CAREGIVER SURVEYS

SRTS projects can gain valuable information by surveying families about how they typically travel to and from school. Surveys should also ask about the caregivers' perceptions of walking and biking as safe, comfortable, or desirable activities. This data often shows specific concerns about speeding vehicles along the route, driver inattention, and other behaviors or environmental concerns that make walking and biking feel unsafe, uncomfortable, or unsupported by the school. Addressing the specific concerns identified in the survey can provide the greatest benefit for communities.

TIP: Oregon's Safe Routes to School program has sample caregiver surveys available online in English and Spanish!

RECONVENING + DISCUSSION

Once the background information is gathered, reconvene with your project partners to discuss the findings. Have a meeting where participants and other interested parties can describe what they saw and create a shared understanding of the problem. After documenting the circulation concerns and patterns, the group can discuss solutions and implementation.

Clockwise from top left: Walk audits in Glencoe, Milwaukie, and Eugene.

3. Select Appropriate Treatments

Once the team has identified the issues that need to be addressed, it is important to convene the project partners, including roadway owners, to determine what improvements can be performed by the school administration and facilities, by volunteers, or by the jurisdiction itself. This section provides an overview of treatments that school communities can implement themselves, with the approval of the local jurisdiction for any intervention that impacts public streets.

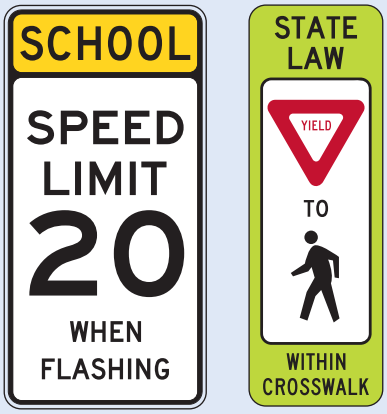
Many of the treatments suggested are signs. Signs on public streets require coordination with the local roadway owner and should be based on a circulation plan. Enforceable signs must follow the Manual on Uniform Traffic Control Devices (MUTCD), which defines the standards used nationwide. Schools have more flexibility. On campus, signs do not need to abide by the MUTCD, but they should be consistent in color and content.

4. Evaluate and Adjust

After the project has been implemented for a few days or weeks, hold another Walk Audit or ask for feedback from school families, to determine if the changes have been successful or if further adjustments are needed. Importantly, planning and evaluation are iterative processes, meaning that responsible parties should revisit and evaluate any changes made, to consider necessary adjustments or further improvements.

TYPES OF SIGNS:

- **Directional**: Use signs, traffic cones, and temporary barriers, to direct people and vehicles through their desired routes.
- **Informational**: Use signs to convey information about desired behavior. Signs can announce street closures and arrival and dismissal times or can be part of an encouragement campaign.
- **Identifying**: Signs can direct cyclists to bike parking and to identify the best route for passenger vehicles unloading children.
- **Regulatory**: Signs can inform traffic behavior, such as through "SLOW" warnings, and raise drivers' awareness of where families are more likely to be crossing the road.



MUTCD Compliant Signs

Yard sign used in an outreach campaign

How to Slow Speeds

Traffic Safety Campaigns

Schools and roadway owners can distribute signs, banners, and yard signs with safety messaging, to remind people driving to be alert for those walking or biking.

First, identify focus corridors and assess the issues. These may be areas with high rates of speeding, corridors with crossings where driver yielding compliance is poor, or other corridors that align with the school community's circulation safety goals.

Recruit residents and property owners to display yard signs or other materials along the identified corridor.

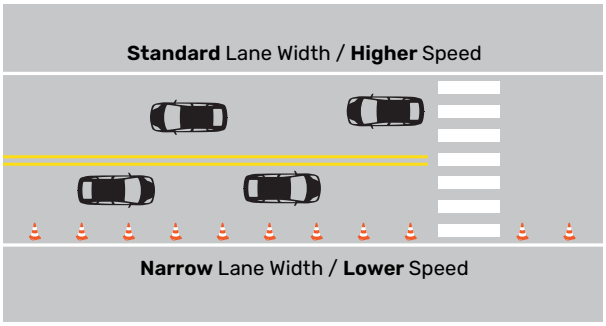
Establishing a School Speed Zone

Roadway owners and schools can establish a school speed zone. A school speed zone is a special 20 mph speed zone for schools allowed by statute and defined by school speed signs (ORS 801.462). The school speed zone begins at the "SCHOOL SPEED LIMIT 20" sign and ends at the "END SCHOOL SPEED LIMIT" or "END SCHOOL ZONE" sign. The school speed zone may be in effect from 7 am to 5 pm or when an attached Rapid Flashing Beacon is in use. More information about school speed zones can be found in ODOT's Guide to School Area Safety.

Traffic safety campaign materials including lawn signs, bookmarks, and one-pagers are available to order for free through ODOT! Email Info@OregonSafeRoutes.Org or click this link to learn more.

Visually Narrowing Streets

Narrowing streets encourages drivers to slow down by adding objects and obstacles to a driver's field of vision. When more objects appear in a driver's field of vision, their instincts alert them to slow down to take in the additional information!



Simply lining the roadway with traffic cones to reduce the lane width may be enough for most school communities. Narrowing the street also can be used as a tool for separating pedestrian and bicycling routes,

In-Street Markings

In-street markings are a way to add visual interest to a driver's field of vision, alerting drivers to slow down to process the increased information. In-street markings can indicate that a driver should use caution through an intersection, or by adding extra space for pedestrians. These types of markings could be done by the local roadway owner.

In-street markings can also be non-regulatory. Art in the street is a way for schools to express their identity and create a sense of place. Street murals can function as both an expression of community and a way to build connections between the school and the surrounding neighborhoods. The mural can be a school-led project featuring accepted student art proposals or can be a collaborative project using local artists.

The local roadway owner will provide specific guidance for what steps to take for creating a mural on the roadway. Placemaking murals should not be used for traffic calming where speeding is a concern without further interventions as well.

How to Reduce Conflict

Reducing Pedestrian Crossing Distances

Using cones as curb extensions can provide a temporary redesign that encourages students to stand part way out in the street, which improves their visibility and increases drivers' yielding compliance. Curb extensions also shorten the crossing distance. Cones can be set out during times of high-volume traffic, like during arrival and dismissal.

Cones located on public roadways must follow MUTCD standards outlined in Part 6, Temporary Traffic Control.

GREAT IDEAS: FAIR HAVEN, NJ

Every school day in Fair Haven, NJ, Third Street is closed to motor vehicle traffic during arrival and dismissal time. The street connects the community's two schools: Sickles and Knollwood. Fair Haven is a small community and does not provide busing for its students. The schools see high bicycle commuting use as the street closure allows young riders to commute across town without adult supervision! This program has been going on since 2000 and has spurred a culture of active transportation in the community. Learn more.

Temporary One-Way Streets

Working with local jurisdictions, schools can create temporary restrictions on vehicle movements near a school. These one-way street closures improve arrival and dismissal by making the process more directed, more predictable, and less chaotic – and they reduce conflicts with families walking and biking to school.

Temporary one-ways can be created with the use of barriers. Approval from local government officials, school authorities, and nearby residents is required. Unlike a full street closure, temporary one-ways rely on barriers and signage to ensure safety.

Limited Access Streets

Limiting access or closing streets entirely to automobile traffic opens up the roadway for walking, biking, and rolling to school during arrival and dismissal times. In a complete closure, automobiles are not permitted to enter or exit when the closure is in effect, with exceptions for local residents and school buses. Parked vehicles may remain in place.

Portland Public Schools' and Portland Bureau of Transportation's School Streets program has shown the effectiveness of closing streets at:

- Creating a safer environment for children
- Improving air quality around schools
- Encouraging active travel to school and promote independent mobility
- Reducing congestion and vehicle volumes around schools

Closing streets requires the close coordination with the roadway owner and cannot be done by the schools alone.

Remote Drop Off Locations

Remote drop-off locations redistribute congestion by designating one or more sites within walking distance of a school where automobiles, drop off students in the morning so they can walk the rest of the way. Typically, drop-off locations are two to four blocks away.

Remote drop-off programs require a group of partners to identify a suitable drop-off location and walking route. Avoid routing students across major roadways when selecting remote drop-off locations!

Remote drop-off and pickup programs are a great way to reduce congestion and pollution in and around school zones while still allowing students to get some exercise as they walk to and from school. All students can participate and benefit from physical activity regardless of how close they live to their school.

School Policies

Staggered releases are a dismissal strategy intended to increase walking, biking, and busing over private vehicle use. It is especially helpful in high traffic area where cars form long lines, backing up onto other streets.

The strategy involves dismissing students who walk, bike, or bus first so that these students and buses can leave the parking lot before parent and caregiver motorists enter the space.

TIP: Visit OregonSafeRoutes.Org/Resources to download a copy of our Park and Walk toolkit!

How to Provide Proper Facilities

Creating Space for Walking and Bicycling

People biking and walking feel more comfortable when they have sufficient space apart from speeding vehicles. Many schools are located in areas with incomplete, insufficient, or non-existent sidewalks. Constructing sidewalks is important to support pedestrian uses, but they require significant planning and construction efforts.

Sidewalk alternatives can include side paths that can be for both walking and biking, or for one mode only, if another route is available for the other mode. With local jurisdiction approval, cones can be placed near the side of the road to keep people driving from using that space for travel or student loading.

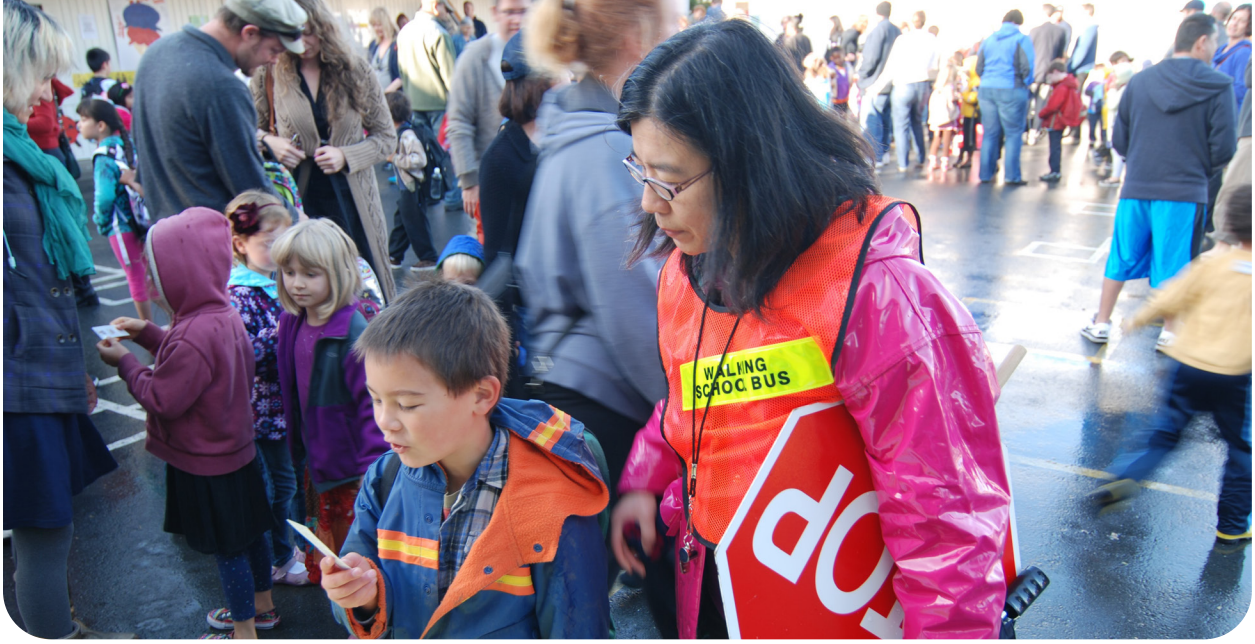
Beaverton SRTS created circulation maps for each school in the district outlining where crossing guards are located, and the expected flow of people driving, walking, and biking. You may consider creating similar maps in your school community to align around expectations during arrival and dismissal times.

Staple racks provide secure bike parking.

Improving Bike Parking

If students, faculty, and staff ride their bikes to school, they will need a safe places to park them. On-campus bicycle parking improvements can be completed within the school community.

Many schools have older-style bike racks that are hard to use, particularly for children. Families should have access to a clearly labeled and easy-to-reach, secure location, that is ideally protected from the rain and other elements. High quality bicycle parking sends the message that active transportation is a safe and reliable way to commute to school!



When installing new or improving upon existing bicycle parking, consider the following questions to assess for quality bicycle parking:

- Does the parking allow for locking of a bicycle frame and one or both wheels with a U-lock?
- Is the parking anchored to the ground securely?
- Is the parking made of material resistant to cutting, bending, rusting, or deforming from natural and human abuse?
- Does the parking work well for a variety of bicycles, such as children's bicycle, step-through frames, and adult sized bicycles?

Staple racks fulfill all these requirements! If your school community already has high quality bicycle parking consider adding additional facilities such as dedicated skateboard parking racks and FixIt stations.

Marking Bike Bus and Walking School Bus Routes

If your school has an active Walking School Bus or Bike Bus, consider creating simple lawn signs or posters, which include contact information and potentially a QR code for routes and times. Oregon's Safe Routes to School has resources and information available for establishing bike and walking school buses! This both publicizes the event and provides information for families considering joining in.

EUGENE & SPRINGFIELD BICYCLE ASSESSMENT TOOL

The Eugene-Springfield Safe Routes to School Program noticed the need for a tool to help districts evaluate what good bike parking is and published one in 2014, in collaboration with the Safe Routes to School National Partnership. The Bicycle Parking Assessment Tool scores the quality of school bicycle parking facilities by evaluating the rack type, location, quantity, security, and accessibility. The tool also considers socio-economic factors to help in prioritization of improvements. It allows a single school or a whole district to go through six steps of evaluating and scoring bike parking with letter grades based on points for each site.

When the initial tool was applied to the Eugene-Springfield area, it was determined that over 1,000 racks were needed to minimum bicycle parking requirements. 37 schools needed covered bike parking areas to fully meet recommendations. Eugene-Springfield Regional SRTS worked with schools to find creative solutions for developing and paying for new covered spaces.

Students from the University of Oregon's Architecture School partnered with Camas Ridge Elementary School to design, fundraise for, and build a new covered bicycle parking area and community space for families. The goal was to create a space that was not only functional, but fun, educational, and inviting.

Putting It All Together

Modifying the circulation of people, bikes, and cars around schools will require the use of many different strategies discussed in this toolkit. Mixing and matchings these strategies over time will yield the greatest results. The resources below can contribute to a wider cultural shift toward walking and rolling to school.

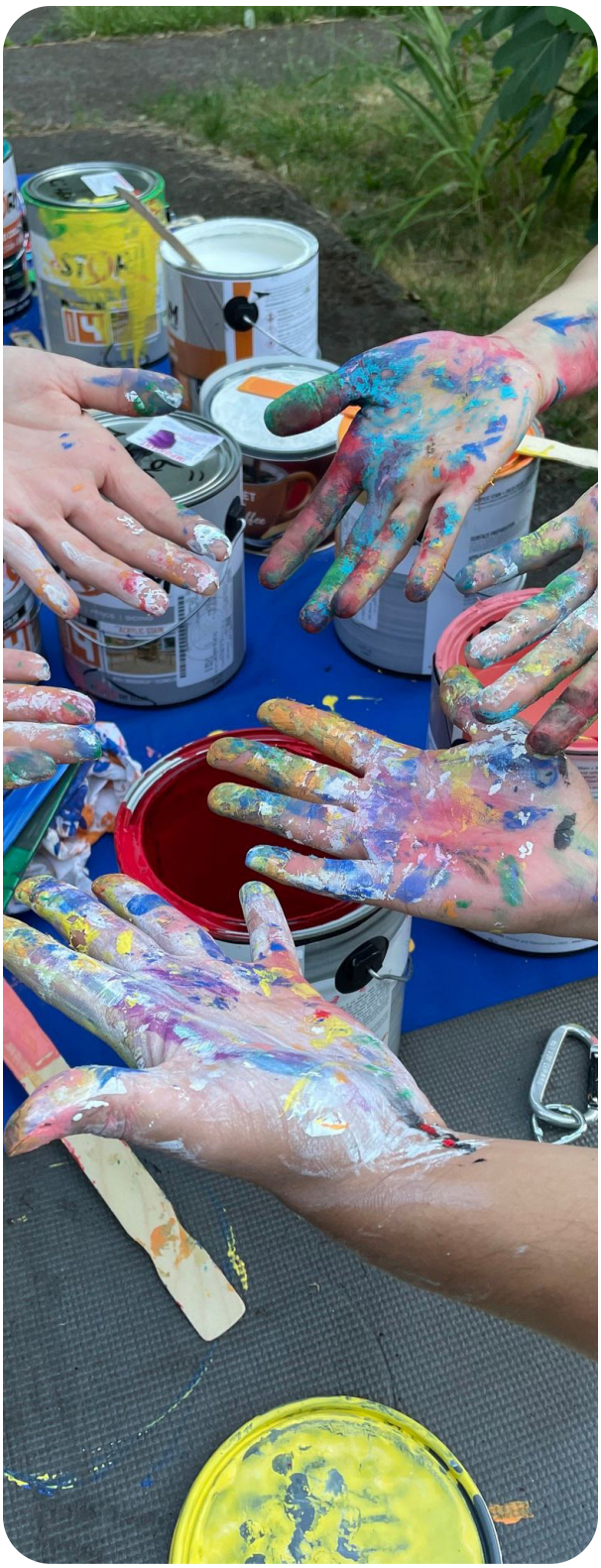
Safe Routes to School Planning

Oregon Safe Routes to Schools Program offers comprehensive planning and technical assistance to communities through the Construction Technical Assistance grant program. Planning and technical assistance can help identify areas for infrastructure improvement and recommend routes for funding and constructing improvements.

Pedestrian and Bicycle Education

Improving school site circulation often means encouraging student and caregivers to choose walking or bicycling as an active alternative to car travel. The Jump Start program offers hands-on training for PE teachers, sample curriculum, and other resources for teaching pedestrian and bicycle safety education. Students learn the rules of the road and how to walk and ride with confidence.

Learn more about the Jump Start program!



APPENDIX A:

Walk Audit Checklist: Guidance for Leaders

A Walk or Bike Audit examines student arrival/dismissal routes within school neighborhoods. This process encourages an open dialogue between stakeholders to identify the concerns and issues for accessing school. These instructions and the checklist on the following page provide simple guidance for conducting a walk audit in your community.

Before the Walk Audit

1. **Identify the school walk/bike zone** (typically ½ mile or a 10-minute walk to/from school). Identify key routes, intersections and Park, Walk & Roll locations to focus on during the audit.

2. **Meet with the school principal and Safe Routes Champions** to determine the goals of the Walk Audit (identifying obstacles, finding Walking School Bus Routes, etc.), discuss the school's successes and challenges, and learn where students live.

3. **Share meeting details** (date, time, and meeting location) with key participants. If desired, share a map of the area identifying the walk/bike zone and key routes/locations and the Walk Audit Checklist.

During the Walk Audit

1. **Conduct introductions:** have all participants give their name, organization, and how they're involved in bicycle, pedestrian, or SRTS issues.

2. **Provide an overview of the walk audit:** the group will observe together or disperse to pre-determined locations, then reconvene as a group (specify the location) to report back their observations.

3. **Designate a scribe** to consolidate notes and a **photographer** to take pictures.

4. **Discuss key observations:**

   - What is it like for a student to cross a street from their perspective?
   - What is it like for a driver to be able to see this student cross a street?
   - Where have you felt unsafe when walking or biking in the area? Where have you experienced issues?
   - What problem behaviors do you see from drivers, people walking, or people biking?

5. **Provide participants with the Walk Audit Checklist** provided in this Appendix. Consider sending the Checklist in advance for participants to prepare for the audit. Ask them to focus their observations on existing barriers to walking/biking and on observed behaviors. They should note issues related to driving only in the context of how they affect walking/biking (for example if drivers fail to yield to people walking).

6. **Walk the route** and ask participants to observe and report what they see, then gather for a debrief.

Data for the Lead to Collect

Make sure to record the following information:

- Walk audit date, day of the week, and time
- Attendees (name, organization, email)
- Weather
- Arrival and dismissal schedule/timing
- Crossing guard locations and are they paid or volunteers?
- Bike parking locations, types, and number.

Prompts for Discussion with Participants

- What is the most uncomfortable location that you observed? What about it made you feel unsafe?
- What is the most unpleasant element of the route you observed? What about it made it unpleasant?
- What changes would you make to help improve access for people walking, biking and rolling? What is the most important short-term change? What about the best long-term change?
- Could some of the issues you observed by addressed through education or encouragement, rather than infrastructure changes?
- What improvements would you make for individuals with mobility impairments?

Walk Audit Checklist

A Walk or Bike Audit examines student arrival/dismissal routes for safety within school neighborhoods. This process encourages an open dialogue between stakeholders to build consensus on recommendations. This list describes what to observe during the walk audit.

Inventory specific locations on your map and record the driver, bicyclist, and pedestrian behavior in the form on the following pages. Mark the checkbox for those that you have addressed. Try to get a photograph of each observation.

Walk Audit Checklist

Pedestrian and Bicycle Infrastructure Conditions

☐ **Sidewalks** – continuity/gaps, width, condition, tripping hazards, and obstructions (utility/light poles, signs, and vegetation)

Notes: _____

☐ **School area signs and pavement markings** – presence, placement, type, visibility/obstruction, and condition

Notes: _____

☐ **Paths** – formal or informal, surface material

Notes: _____

☐ **Bike lanes** – continuity, width, presence of on-street parking

Notes: _____

☐ **Bicycle parking** – presence, location, visibility, degree of security, and utilization

Notes: _____

☐ **Visibility** - pedestrian lighting, line of sight obstacles (parked cars, vegetation, signs and poles)

Notes: _____

☐ **Environmental** – plants obstructing the sidewalk or signs, drainage issues, snow placement, solar glare, lighting, adequate shade, beehives

Notes: _____

☐ **Personal safety** – areas with abandoned buildings, trash, unleashed dogs, and known (or suspected) crime, “Beware of Dog” signs

Notes: _____

☐ **Access to a bike path/shared path**

Notes: _____

☐ **Type of bike lane** (sharrow, protected, shared use path)

Notes: _____

Street Crossing Conditions

☐ **Marked crosswalks** – condition, type, landings, visibility, do they connect to sidewalks, and are they properly signed

Notes: _____

☐ **Curb ramps** – presence at corners, ADA compliant design (tactile pads, landings)

Notes: _____

☐ **Sight lines** – can drivers see the crosswalk or are curves or hills obstructing the view

Notes: _____

☐ **Traffic signals** – pedestrian signals, pushbutton location and reach distance, countdown feature, and sufficient crossing time

Notes: _____

☐ **Crossing guards** – placement, behavior, where they park

Notes: _____

Traffic Circulation and Behavior

☐ **Walking** – crossing locations, jaywalking (think about why students are crossing outside of designated crosswalks, if they are), sidewalk crowding, and duration of peak activity

Notes: _____

☐ **Bicycling** – on-street and sidewalk riding, wrong-way riding, helmet use

Notes: _____

☐ **Driving** – speeding, heavy turning movements, yielding to pedestrians and bicyclists at crossings, blocking the intersection

Notes: _____

☐ **Vehicular drop-off / pick-up** – vehicular progression, student exiting and entering behavior, illegal and double parking, illegal movements (including U-turns), and duration of peak activity

Notes: _____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