

Public Works Department Notific Engineering

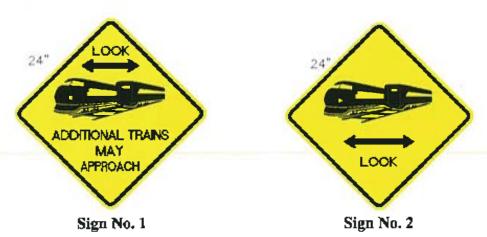
June 11, 2013

Federal Highway Administration Attn: Mr. Bruce Friedman 1200 New Jersey, S.E. HOTO-1 Washington, DC 20590

SUBJECT: 8-83 (E) – Symbol Sign No. 1 Warning Pedestrians to Look for Additional

<u>Trains – Riverside, CA – Fourth Semiannual Report</u>

Thank you very much for the opportunity to provide the Federal Highway Administration (FHWA) with the fourth and final report documenting the City of Riverside's evaluation of the "Additional Trains May Approach" signs, see below. The four reports and respective surveys were aimed at measuring the signs' effectiveness in promoting pedestrian and bicyclist safety traversing at-grade railroad crossings with multiple tracks.



On July 31, 2012 the City submitted its third semiannual report which determined that 90% of those surveyed (middle and high school students) prefer and better understand Sign No. 1. In addition, in all previous surveys the community overwhelmingly favored Sign No. 1 over Sign No. 2 and thus this report and respective survey questions did not require respondents to compare the two signs shown above. Instead the questions focused on how well the public comprehends Sign No. 1. The survey questions that were included to determine the effectiveness of Sign No. 1 were:

- What is the message that Sign No. 1 conveys to you?
- Does the sign remind you to stop and look both ways before crossing the tracks?

- What does Sign No. 1 convey to you if a railroad crossing is **active**? (flashing red lights, sounding bells, and railroad gate for vehicles is in the "down" position)
- Does Sign No. 1 clearly/explicitly warn pedestrians and bicyclists not to enter an Active Railroad Crossing?
- What does Sign No. 1 convey to you if a railroad crossing is **NOT** active gate for vehicles is in the "up right" position?
- To what extent do you think Sign No. 1 improves safety at a railroad crossing?

The City surveyed the general public by deploying staff to various at-grade railroad crossing locations in effort to determine if residents of all age groups and ethnicities understand, support and adhere to the warning of Sign No. 1. Staff questioned 100 pedestrians who typically traverse at-grade railroad crossings and focused the questions on their understanding and support of Sign No. 1. The results show that 57% of those surveyed were students, commuting to and from Arlington High, Madison Elementary, Central Middle, Hillcrest High, Notre Dame and Pachappa Elementary. The remaining 43% were older pedestrians, 17 years or older, who cross the railroad tracks on a regular basis and encounter Sign No. 1 and/or Sign No. 2.

This reporting period covers **August 1, 2012 through May 31, 2013.** The survey results and responses are enclosed although some of the key survey findings include:

- No train incidents occurred during this reporting period
- Ten respondents said they have entered an active grade crossing when the bells and flashers were on. Of those ten, three stated they thought it was safe to cross, three said they were in a hurry and four were just about to cross the tracks when the bells and flashers turned on.
- 96% believe that Sign No.1 would improve safety to some or great extent. It addition, that same 96% believe the sign is a reminder to pedestrians and bicyclists to be cognizant of the probability of a second train arriving during an active train crossing.
- Respondents were comprised of 54% Latino, 19% African Americans, 18% White, and the other 9% were from other ethnicities or refused to answer. Overall, the various ethnic groups show strong support and comprehension of Sign No. 1.
- Sign No. 1 was supported by the various age groups as 57% surveyed were 16 years or younger. The other 43% also found the sign to be effective.
- 77 respondents believe Sign No. 1 clearly and explicitly warns pedestrians and bicyclists not to enter active railroad crossings. Although 23 people responded "No" to the question, it should be noted that 19 of those still believe the sign is effective in reminding pedestrians to look both ways before crossing as 96 of the 100 surveyed stated that Sign No. 1 would improve safety to some or great extent.

In general the various age and ethnic groups responded favorably to Sign No. 1. The results from Survey #4 are very similar to previous surveys where the public has supported and endorsed Sign No. 1. In reviewing the detailed responses, pedestrians in general responded that Sign No. 1 conveys a message to look both ways for trains that may be approaching, especially to be aware of the likelihood of a second train arriving.

During an active railroad crossing (flashing red lights, sounding bells, and railroad gate for vehicles is in the "down" position), pedestrians interpreted Sign No. 1 as a warning

that they must stop and wait behind the prolongation of the railroad gates since an additional train may arrive. When the railroad crossing is inactive, pedestrians interpret the sign as a reminder to always look both ways before traversing the tracks. Several pedestrians responded that they do not acknowledge Sign No. 1 or Sign No. 2 when the crossing is inactive, although during an active crossing they responded that Sign No. 1 and Sign No. 2 has reminded them of the presence of multiple tracks and the importance to recognize the possibility of the arrival of additional trains. Based on the responses, many of the pedestrians who traverse the railroad tracks look both ways before crossing regardless if it is active or not – it is a positive practice that the signs have helped instill.

The primary goal of the "Additional Trains May Approach" experimentation project was to provide a sign or series of signs that were effective and well understood by the general public to minimize train vs. pedestrian/bicyclist conflicts. There were no train incidents during this review period and based on the current and past survey responses the public supports and prefers Sign No. 1.

SUMMARY

On October 14, 2009 FHWA approved the City's proposal to conduct experimentation to evaluate "Additional Trains May Approach" signs, Sign No. 1 and Sign No. 2. Subsequently, on January 21, 2010 the California Traffic Control Device Committee (CTCDC) approved the City's experimentation proposal. On July 21, 2010 the City completed sign installation at twenty-two at-grade crossings with multiple tracks. Each location included both Sign No. 1 and Sign No. 2 type signs to expose pedestrians and bicyclists to both types of signs and allow staff to conduct surveys to analyze the effectiveness of each sign. The experimentation period was from July 21, 2010 through May 31, 2013. Within the experimentation period four reports were submitted documenting the City's evaluation of the signs' effectiveness, the reports are dated March 23, 2011, January 24, 2012, September 5, 2012 and June 11, 2013. Throughout the four reports, the public overwhelmingly supported Sign No. 1 over Sign No.2 and responded that the signs would improve pedestrian and bicyclist safety at at-grade railroad crossing having multiple tracks. The reports were shared with stakeholders such as FHWA, CTCDC, BNSF, Union Pacific, and the California Public Utilities Commission (CPUC). Table 1 summarizes the train incidents during the experimentation period:

Table 1: Train Incidents During Experimentation Period

	<u> </u>		
Report Period	Total Incidents	Attribute to Suicide	Non-Suicide
7/21/10 to 1/21/11	0	N/A	N/A
1/21/11 to 12/31/11	3	0	3
1/1/12 to 7/31/12	4	3	1
8/1/12 to 5/31/13	0	N/A	N/A

Of the four non-suicide train incidents that occurred in the 34-month experimentation period, the primary factors attributed include:

- 1. Pedestrian attempting to cross an active railroad crossing and failing to notice a second train approaching (Buchanan St RR Crossing, 2/8/2011)
- 2. Bicyclist attempting to cross an active railroad crossing and failing to notice a second train approaching (Adams St RR Crossing, 3/1/2011)

- 3. A mother attempting to cross an active railroad crossing and having the child's stroller wheels get stuck on the tracks (Mary St RR Crossing, 10/10/2011)
- 4. Pedestrian attempting to cross an active railroad crossing and failing to notice a second train approaching (Chicago Ave RR Crossing, 6/30/2012)

In an April 2013 study titled *Pedestrian/Bicyclist Warning Devices and Signs at Highway-Rail and Pathway-Rail Grade Crossing* published by the Illinois Center for Transportation, it was noted that Federal reporting shows a relatively constant number of pedestrians and bicycle fatalities at highway-rail and pathway-rail grade crossings over the past ten years. This is contrast to a measureable decrease in train-vehicle collisions at highway-rail crossings within the same period. The study concluded that "selection of a traffic control device for use where pedestrians are intended to cross railroad tracks at grade should be the result of an engineering study whose simplicity or complexity will be determined by conditions at the crossing in question".

Prior to the City's request for experimentation, the City of Riverside had studied a 2009 train-pedestrian fatality on Jackson Street that involved a high school student. The City determined that the teenager was struck by an additional train arriving at an active crossing. Thus the City is in strong support of the "Additional Trains May Approach" signs as they are simple to install, feasible, and standardize pedestrian warning signs at each at-grade crossing with multiple tracks. Numerous studies have shown increased safety and pedestrian awareness at at-grade multiple tracks crossings with similar warning devices.

A "Second Train Coming" warning sign demonstration project was conducted by the Los Angeles County Metropolitan Transportation Authority (TRB 2001) and concluded that dynamic signs were effective in reducing risky pedestrian behavior. In addition, in 2002 the Long Island Railroad implemented a second-train changeable message sign system that was activated when a second-train event was present. Additional studies in the United States, Australia, Canada, and Japan determined that warning devices, including static signs such as Sign No. 1 and Sign No. 2, need to be clear in order to reduce risk. The City's surveys concluded that the public comprehends and support Sign No. 1 over Sign No. 2 and that Sign No. 1 is effective in promoting pedestrian/bicyclist safety and awareness at multiple track at-grade crossings. Table 2 shows a summary of the public's support for the Sign No. 1 that incorporates "Additional Trains May Approach" wording.

Table 2: Additional Trains May Approach Survey Results

Report Period	Prefer Sign No. 1	Prefer Sign No. 2	Sign Would Improve Safety to Some or Great Extent
7/21/10 to 1/21/11	78%	22%	96%
1/21/11 to 12/31/11	80%	16%	87%
1/1/12 to 7/31/12	78%	19%	90%
8/1/12 to 5/31/13	*N/A	*N/A	96%

^{*}The last report did not compare Sign No. 1 to Sign No. 2 as the previous surveys determined that the public prefers Sign No. 1 over Sign No. 2

Based on the survey results during the experimentation phase and the public's support of the "Additional Trains May Approach" signs the City of Riverside intends to maintain the signs to continue warning pedestrians and bicyclists of the risk of an additional train arriving at multiple track locations while a crossing is active. Furthermore, the City encourages the FHWA and/or CTCDC to adopt Sign No. 1 or a similar sign into the FHWA MUTCD and/or the FHWA MUTCD as amended for use in California to standardize pedestrian warning devices at at-grade crossings with multiple tracks.

Thank you for your time. If you have any questions, comments or suggestions, please contact Mr. Steve Libring, City Traffic Engineer, at 951-826-5368, or myself at 951-826-5148.

Sincerely,

Gilbert Hernandez, P.E., T.E. Senior Traffic Engineer

cc. File, Chrono, Thomas Boyd, Steve Libring, FHWA, CTCDC, BNSF, Union Pacific

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City of Riverside - Experimental Railroad Sign Survey Date: 6/6/13

Question 1	Have you ever entered a grade crossing when the bells and flashers were on?	?	
Yes	10		
No Deferred to Assess	89		
Refused to Answe	r 1		
Question 1a	What are your reasons for doing so?	Number of Respondents	i
а	I thought it was safe	3	
b	I was in a hurry	3	
С	Refused to Answer	0	
d	Other	<u>4</u>	
Question 2	What is the message that Sign No. 1 conveys to you?		
Show Sign #1 ("Lo	(See Question 2) ook" Arrow & "Additional Trains May Approach")		
Question 3	Does the sign remind you to stop and look both ways before crossing the trace		í
a	Yes	96	
b	No District A second and the second	4	
С	Refused to Answer	0	
Show Sign #1 ("Lo	ook" Arrow & "Additional Trains May Approach")		
Question 4	What does Sign No. 1 convey to you if a railroad crossing is active (flashing red light sounding bells, and the railroad gate for vehicles is in the "down" position? (See Question 4)	hts,	
Show Sign #1 ("Lo	ook" Arrow & "Additional Trains May Approach")		
Question 5	Does Sign #1 clearly/explicitly warn pedestrians and bicyclists not to enter an Active Railroad Crossing?	1	
Yes	77		
No	23		
Show Sign #1 ("Lo	ook" Arrow & "Additional Trains May Approach")		
Question 6	What does Sign No. 1 convey to you if a railroad crossing is Inactive - gate for vehi is in the "up right" position. (See Question 6)	icles	
Show Sign #1 ("Lo	pok" Arrow & "Additional Trains May Approach")		
Question 7	To what extent do you think Sign #1 improves safety at a railroad crossing?	Number of Respondents	•
а	Great Extent	29	
b	Some Extent	67	
С	Not at All	3	
d	Don't Know	1	
е	Refused to Answer	0	
Question 8	What is Your Age Group?	Number of Bospondonts	
	16 or Younger	Number of Respondents 57	,
a b	17 to 29 Years	26	
C	30 to 64 Years	16	
d	65 or Older		
e	Refused to Answer	1 0	
Question 9	To which of the following racial or ethnic groups do you feel you most belong	g? Number of Respondents	
a	African American	19	
b	Asian	0	
C	Latino	54	
d	White	18	
e	Other	5	
f	Refused to Answer	4	
_Male	55		
Female	45		
Survey Language	e En	nglish 87	
,		panish 13	
	Ψ.		

Number	Age	What is the message that Sign 1 conveys to you?
1	17 to 29 Years	look both ways
2	30 to 64 Years	trains come from both directions
3	16 or Younger	look for trains
4	16 or Younger	stop
5	16 or Younger	look both ways before you cross
6	16 or Younger	trains passing through
7	30 to 64 Years	trains going either way
8	16 or Younger	train coming
9	16 or Younger	look both ways
10	16 or Younger	don't go when arms are down
11	16 or Younger	look - trains coming at you
12	30 to 64 Years	look for more trains
13	17 to 29 Years	look both ways
14	16 or Younger	look for trains to come
15	16 or Younger	watch for trains
16	16 or Younger	trains could be on the way
17	16 or Younger	look for trains coming both ways
18	16 or Younger	look
19	16 or Younger	watch for trains
20	16 or Younger	train's coming
21	16 or Younger	(did not answer)
22	16 or Younger	look both ways
23	16 or Younger	look for trains
24	16 or Younger	look both ways
25	17 to 29 Years	look both ways - more trains may come
26	16 or Younger	trains may approach
27	16 or Younger	look out for trains
28	16 or Younger	if you cross you got a ticket
29	16 or Younger	not to cross
30	16 or Younger	stop
31		look both ways, train is coming
32		trains can come both ways: look both ways
33		more trains
34	_	two trains coming
35	•	watch for trains
36		two trains may come
37	30 to 64 Years	and advisory - check if train is coming
38	30 to 64 Years	two trains can come - be cautious
39	65 or Older	stop & look before crossing tracks
40	30 to 64 Years	don't cross when train is present or visible
41	17 to 29 Years	be cautious
42	30 to 64 Years	be careful, there could be a second train coming
43	17 to 29 Years	look around for trains
44	30 to 64 Years	don't cross - look both ways
45	30 to 64 Years	stop when train comes
46	30 to 64 Years	walk slowly before tracks - check for trains
47	30 to 64 Years	look both ways
48	30 to 64 Years	a cautionary sign to respect the tracks and look for trains
49	30 to 64 Years	don't understand full meaning
50	16 or Younger	more than one train possible
50	10 of Tourige	more than one train possible

Number	Age	What is the message that Sign 1 conveys to you?
51	16 or Younger	look both ways - more trains may be coming
52	30 to 64 Years	look both ways before crossing
53	17 to 29 Years	not sure - look when crossing
54	16 or Younger	look both ways
55	17 to 29 Years	look both ways
56		to look both ways
57	16 or Younger	take extra precaution when crossing the tracks
58	17 to 29 Years	to look both ways
59	17 to 29 Years	that two trains may come - watch out for them
60	17 to 29 Years	
61	17 to 29 Years	to realize my surroundings
62	17 to 29 Years	·
63	17 to 29 Years	look both ways
64	16 or Younger	to look both ways before you cross
65		trains going both ways
66	16 or Younger	tracks
67	16 or Younger	(did not answer)
68	16 or Younger	to look both ways
69		might be a train coming - check
70	16 or Younger	look both ways
71	16 or Younger	look both ways
72	16 or Younger	look both ways
73	16 or Younger	look before crossing
74	16 or Younger	look both ways
75	16 or Younger	look both ways
76	17 to 29 Years	to stop
77	16 or Younger	look both ways before crossing
78	16 or Younger	trains are going by
79		train tracks are present
80	17 to 29 Years	make sure no trains are coming
81	17 to 29 Years	watch for trains going by
82	17 to 29 Years	look before crossing
83	16 or Younger	train is coming - stop
84	16 or Younger	stop when trains come
85		trains may be coming - 2 tracks
86	16 or Younger	look both ways for trains
87	16 or Younger	look both way before you enter
88	16 or Younger	look before going
89	16 or Younger	pay attention
90	17 to 29 Years	look both ways before crossing
91	16 or Younger	look both ways - possible 2nd train
92	16 or Younger	look for trains
93	16 or Younger	train crossing
94	16 or Younger	trains are coming
95	16 or Younger	watch - trains can hit you
96	16 or Younger	two trains can come
97	16 or Younger	train could be coming
98	17 to 29 Years	look both ways
99	16 or Younger	look both ways
100	17 to 29 Years	to look both ways and double check for a second train

Number	Age	What does Sign 1 convey to you if a railroad crossing is active? (flashing red lights, sounding bells, and railroad gate for vehicles is in the "down" position)
1	17 to 29 Years	
2		trains are coming - stop
3	16 or Younger	
4	16 or Younger	
5		train coming - but sometimes gates are down and train does not come
6		stop - trains coming
7		trains coming - do not cross
8	16 or Younger	
9	16 or Younger	
10		train is going to come
11	16 or Younger	
12	30 to 64 Years	
13		don't go through
14		don't go - train
15		train's on the way
16		train is coming
17	16 or Younger	
18		train is coming
19	16 or Younger	
20		train is coming
21		(did not answer)
22		train is coming
23	16 or Younger	
24	16 or Younger	
25	17 to 29 Years	
26	16 or Younger	don't walk
27	16 or Younger	
28		depends if the kid looks
29	16 or Younger	
30	16 or Younger	
31		another train is coming
32		trains are coming
33	17 to 29 Years	
34		trains coming from both directions
35		another train coming
36		look for second train
37	30 to 64 Years	stop & wait for train
38		don't cross - check both directions
39	65 or Older	can't cross - look for train
40		stop - don't cross
41		stop and be cautious
42		(did not answer)
43		stop - look both ways
44		stop, train is coming
45		don't cross - look both ways
46		stop - proceed if safe. Sign is sometimes ignored.
47		don't cross - wait untill train goes by
48		look both ways and stop when gates are down
49		train is coming
50	16 or Younger	IOOK IOI (FAINS

51	16 or Younger	train coming
52		yes you should stop and watch for trains
53	17 to 29 Years	
54	16 or Younger	
55	17 to 29 Years	
56		to stop and look before crossing
57	16 or Younger	trains can be coming from btoh tracks. If one finishes another may follow
58	17 to 29 Years	
59		there might be a second train
60		the gate is down, so I don't go until it's up. The sign doesn't help in this
61	17 to 29 Years	train is coming, stop
62		stop and wait for train
63	17 to 29 Years	
64		to stop and wait for train to cross
65		don't cross and be away while trains are crossing
66		look both ways
67		that there are railroad tracks and I have to stop
68		to stop and look before crossing
69		train is coming - stop
70		stop - let the train go by
71	16 or Younger	
72		stop - train is coming
73	16 or Younger	train is coming
74	16 or Younger	trains coming - step back
75	16 or Younger	
76	17 to 29 Years	stop
77	16 or Younger	(did not answer)
78	16 or Younger	to not cross until it's not active
79		train is passing
80		stop and wait for trains to go by
81	17 to 29 Years	
82		don't cross - train is coming
83		stop - don't cross
84	16 or Younger	don't cross
85	17 to 29 Years	
86		train approaching
87		wait for trains and the arms to go up
88		stop - wait for the trains to go by
89		stop - don't cross
90		don't cross when arms are down
91	16 or Younger	
92		don't go - train is coming
93	16 or Younger	
94		trains are coming
95	16 or Younger	
96	16 or Younger	
97		train is coming and closeby
98		stay behind line - train is coming
99		don't pass train is coming
100	17 to 29 Years	reminds you to look for a second train that may not be visible

2 30 3 1 4 1 5 1 6 1	6 or Younger	it's ok to cross can go but look just incase
3 1 4 1 5 1 6 1	6 or Younger	can go but look just incase
4 1 5 1 6 1 6 1 1 6 1 1 1 1 1 1 1 1 1 1 1		· · · · · · · · · · · · · · · · · · ·
5 1 6 1	6 or Vounger	look both ways
6 1	o or rounger	walk
	6 or Younger	no trains coming
		can pass through
7 30		safe
8 1	6 or Younger	go
9 1	6 or Younger	trains not coming
10 1		you can cross
		can go
		look still - gates have malfunctioned in past
13 1		look still in case train is coming
14 1		go ahead - no trains
		can go
		can go through
		can go
		go ahead
		safe to cross
	6 or Younger	
		ok to cross
	7 to 29 Years	
		can walk - but need to look just in case
		look both ways
		depends on where it is
	6 or Younger	· · · · · · · · · · · · · · · · · · ·
		(did not answer)
		look for trains anytime
		look both ways
		look both ways
		look both ways
		look out for train
	7 to 29 Years	
		sign gets ignored, people check on their own
		look both ways regardless
		people ignore the sign - especially those under the influence
		if they don't notice the sign they look to see if train is coming
		people don't read it or ignore it
		the sign is only a quick reminder to look for trains
		look both ways before crossing
		don't understand the sign
		respect the tracks, cross whenever safe
		be cautious of a possible coming train
		can cross safely with caution
		check both directions for trains before crossing
		it's clear to pass - look both ways to make sure
		unsure

51	16 or Younger	pay attention if lights flash
52	30 to 64 Years	
53	17 to 29 Years	
54	16 or Younger	ů .
55	17 to 29 Years	,
56	16 or Younger	, , ,
57	16 or Younger	,
58		to look both ways
59		nothing at all since the guard rail is up, so no train is coming
60		trains may come from both directions
61		to go ahead and cross
62	17 to 29 Years	(did not answer)
63	17 to 29 Years	to look both ways, regardless
64		to look even if gates are not flashing
65	17 to 29 Years	look both ways and cross
66	16 or Younger	look both ways
67	16 or Younger	I would not look because there is nothing to stop cars
68	16 or Younger	(did not answer)
69	30 to 64 Years	they walk across - sometimes they don't look both ways
70	16 or Younger	it's ok to go across tracks
71	16 or Younger	look
72	16 or Younger	look both ways
73	16 or Younger	
74	16 or Younger	beware of trains
75	16 or Younger	go
76	17 to 29 Years	move ahead
77		to make sure you still look if a train is coming
78		you are able to cross - it is safe
79		trains go by here
80	17 to 29 Years	
81		no trains coming
82		it's ok to go across tracks
83		go ahead and cross
84	16 or Younger	
85	17 to 29 Years	
86		safe to go through
87	16 or Younger	safe to cross
88	16 or Younger	
89		go ahead and cross
90	17 to 29 Years	
91	16 or Younger	safe to go across
92	16 or Younger	no trains
93	16 or Younger	can cross
94	16 or Younger	go ahead and cross
95	16 or Younger	can walk across tracks
96	16 or Younger	go ahead and cross
97		no train - open and safe to cross
98	17 to 29 Years	safe to go but look in case
99		it's ok to walk
100	17 to 29 Years	there is a train crossing present

