

Moorhead Safe Routes to School Study



Fargo-Moorhead Metropolitan Council of Governments
August 2009

RESOLUTION

WHEREAS, the Fargo-Moorhead Metropolitan Council of Governments (Metro COG), is the Metropolitan Planning Organization designated by the Governors of North Dakota and Minnesota to maintain the metropolitan area's transportation planning process in accordance with federal regulations; and

WHEREAS, the Federal-aid Safe Routes to School Program was created by Section 1404 of the federal transportation bill, the *Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users Act* (SAFETEA-LU) and has been authorized over five Federal fiscal years (FY 2005–2009); and

WHEREAS, Metro COG received approval from its Transportation Technical Committee and Policy Board to pursue a Safe Routes to School (SRTS) Study for the City of Moorhead in 2006 for the sake of maximizing the health and safety of school children in the City of Moorhead; and

WHEREAS, Metro COG formed a study review committee consisting of representation from the Moorhead School District, the City of Moorhead, the Moorhead Police Department, and Clay County Public Health Department to over the SRTS Study development; and

WHEREAS, the Moorhead SRTS Study developed infrastructure and non-infrastructure recommendations to assist and guide the School District and City in its pursuit of enhancing and increasing opportunities to safely and regularly walk and bicycle to elementary and middle schools in Moorhead; and

WHEREAS, the Moorhead SRTS Study establishes a foundation for the pursuit of Federal grant monies through the Minnesota Department of Transportation as well as for future coordinated SRTS planning efforts in the City of Moorhead; and

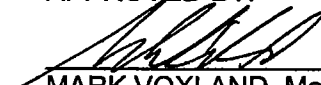
WHEREAS, the adopted Moorhead SRTS Study will satisfy, enhance, and serve as a basis for justifying the application for any funding requests by eligible agencies to move forward with coordinated SRTS activities or programs; and

WHEREAS, the approved Moorhead SRTS Study may be considered a minimum qualification for inclusion of Federal funding aimed at implementation of activities outlined in the study for inclusion in the Metropolitan Transportation Improvement Program (TIP);

NOW, THEREFORE, BE IT RESOLVED, that the Moorhead City Council does hereby adopt the Moorhead SRTS Study, and agrees to use it as a tool to implement its recommendations to enhance the health and safety of Moorhead's school children and complement the overall development of the metropolitan transportation system.

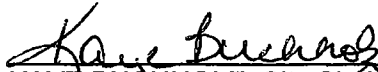
PASSED by the City Council of the City of Moorhead this 22nd day of June, 2009.

APPROVED BY:



MARK VOXLAND, Mayor

ATTEST:



KAYE BUCHHOLZ, City Clerk

(SEAL)

#2009-650-G
(Consent Agenda)

**RESOLUTION OF ADOPTION
FOR THE MOORHEAD SAFE ROUTES TO SCHOOL STUDY**

WHEREAS the Fargo-Moorhead Metropolitan Council of Governments (Metro COG), is the Metropolitan Planning Organization designated by the Governors of North Dakota and Minnesota to maintain the metropolitan area's transportation planning process in accordance with federal regulations; and

WHEREAS the Federal-aid Safe Routes to School Program was created by Section 1404 of the federal transportation bill, the *Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users Act* (SAFETEA-LU) and has been authorized over five Federal fiscal years (FY 2005-2009); and

WHEREAS Metro COG received approval from its Transportation Technical Committee and Policy Board to pursue a Safe Routes to School (SRTS) Study for the City of Moorhead in 2006 for the sake of maximizing the health and safety of school children in the City of Moorhead; and

WHEREAS Metro COG formed a study review committee consisting of representation from the Moorhead School District, the City of Moorhead, the Moorhead Police Department, and Clay County Public Health Department to oversee the SRTS Study development; and

WHEREAS the Moorhead SRTS Study developed infrastructure and non-infrastructure recommendations to assist and guide the School District and City in its pursuit of enhancing and increasing opportunities to safely and regularly walk and bicycle to elementary and middle schools in Moorhead; and


WHEREAS the Moorhead SRTS Study establishes a foundation for the pursuit of Federal grant monies through the Minnesota Department of Transportation as well as for future coordinated SRTS planning efforts in the City of Moorhead; and

WHEREAS the adopted Moorhead SRTS Study will satisfy, enhance, and serve as a basis for justifying the application for any funding requests by eligible agencies to move forward with coordinated SRTS activities and programs; and

WHEREAS the approved Moorhead SRTS may be considered a minimum qualification for inclusion of Federal funding aimed at implementation of activities outlined in the study for inclusion in the Metropolitan Transportation Improvement Program (TIP); and

NOW, THEREFORE, BE IT RESOLVED, that the Moorhead School Board does hereby adopt the Moorhead SRTS Study, and agrees to use it as a tool to implement its recommendations to enhance the health and safety of Moorhead's school children and complement the overall development of the metropolitan transportation system.

Adopted this 20th day of July, 2009



Moorhead School Board Chair

Table of Contents

- Executive Summary: Moorhead Safe Routes to School (SRTS) Study1**
- Chapter 1: Introduction.....10**
 - Study Objective 10
 - Purpose 10
 - Study Process..... 11
 - Gathering Data..... 11
 - Identifying Safety Issues 11
 - The Federal Safe Routes to School Program..... 12
 - Non-Infrastructure Approaches 16
 - Adult School Crossing Guard Guidelines 19
 - Special Considerations Related to Children 19
 - Existing Sidewalk Ordinance for City of Moorhead 20
 - Busing Policies 20
- Chapter 2: Robert Asp Elementary School.....22**
 - Identifying Safety Issues 22
- Chapter 3: Ellen Hopkins Elementary School27**
 - Identifying Safety Issues 27
- Chapter 4: S.G. Reinertsen Elementary School.....32**
 - Identifying Safety Issues 32
- Chapter 5: Horizon Middle School36**
 - Identifying Safety Issues 36
- Chapter 6: Potential Funding Resources.....39**
 - State of Minnesota (Mn/DOT) Distribution of Federal SRTS Funds..... 39
 - Eligibility 39
 - Other Funding Sources 39
- Chapter 7: Policy and Programming Recommendations41**
 - Moorhead Comprehensive Plan: Schools and Institution Policy 41
 - Walking and Bicycling to School 41
 - Vehicles on School Campuses..... 42
 - Stranger Danger 42
 - Prioritized List of Infrastructure Recommendations 42

Appendices

Appendix 1 – Public Input Summary	43
Notice to parents regarding Safe Routes to School Public Input Process	43
Public Input Summary	44
Steering Committee	44
Public Input Meetings.....	44
PTAC Input	45
Appendix 2 – Safe Routes to School Resources	46
Appendix 3 – City of Moorhead Sidewalk Ordinances.....	48
8-3-4: Duty of Property Owners to Construct Sidewalk	49
11-5-8: Sidewalks.....	51
11-6-3: Sidewalks.....	52
8-1-5: Removal of Snow and Ice.....	53
Appendix 4 – Moorhead School Busing Policy and Minnesota State Busing Statutes.....	54
Moorhead School District Busing Policies.....	55
Minnesota Busing Statutes	57

List of Maps

Map 1: Study Area: 2008 Safe Routes to School Study - Moorhead	14
Map 2: Bicycle, Pedestrian and Transit Routes.....	15
Map 3: Robert Asp Elementary School – 2009 Safe Routes to School Map	26
Map 4: Ellen Hopkins Elementary School – 2009 Safe Routes to School Map.....	31
Map 5: SG Reinertsen Elementary School – 2009 Safe Routes to School Map	35
Map 6: Horizon Middle School – 2009 Safe Routes to School Map.....	38

Map Disclaimer

The information contained in the following maps is a compilation of data from various federal, state, county, regional, and municipal sources. Geographic information has limitations due to the scale, resolution, date and interpretation of the original source materials. Users should consult available data documentation (metadata) to determine limitations and the precision to which the data depicts distance, direction, location or other geographic characteristics. These maps and/or data are not legal survey documents to be used for describing land for the purpose of ownership or title.

The preparation of this document was funded in part by the United States Department of Transportation with funding administered through the North Dakota & Minnesota Departments of Transportation, the Federal Highway Administration and the Federal Transit Administration. Additional funding was provided by the Minnesota Department of Transportation and through local contributions from the governments of Fargo, West Fargo, and Cass County in North Dakota; and Moorhead, Dilworth, and Clay County in Minnesota. The United States Government and the States of North Dakota and Minnesota assume no liability for the contents or use thereof.

This document does not constitute a standard, specification, or regulation. The United States Government, the States of North Dakota and Minnesota and the Metropolitan Council of Governments do not endorse products or manufacturers. Trade or manufacturers' names appear herein only because they are considered essential to the objective of this document.

The contents of this document reflect the views of the authors, who are responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the policies of the state and federal Departments of Transportation.

Executive Summary

Moorhead Safe Routes to School (SRTS) Study

This Safe Routes to School study involved working with a diverse and committed steering committee representing the city, school district, police department, principals, health officials, parents, teachers, children and elected officials to identify obstacles near and adjacent to selected school sites and to propose recommendations to improve safety as well as to increase education and encouragement activities. This study allowed a public education component to occur thus bringing the Safe Routes to School paradigm to an increasing number of Moorhead citizens.

Three public elementary school sites and one public middle school site have been examined for traffic safety issues as well as ease of access by students using bicycles or walking to and from these sites. The school sites that were chosen for this study were selected due to their traditional operating times and transportation systems (options for busing, walking and bicycling) as well as their compatibility with the Safe Routes to School Program goals. High schools were not selected for this study due to the fact that federal Safe Routes to School grant applications are available only to school sites housing any mix of K-8 students. In this study, recommendations are made to the City of Moorhead and the Moorhead School District for bicycle and pedestrian improvements adjacent to or near each school site in this study. A secondary objective of this study is to develop Safe Routes to School maps for each of the school sites in this study.

A set of public input sessions was held in February and May of 2007 at the three elementary schools and one middle school during parent/teacher conferences. Parents (and students) were invited to provide feedback on where they lived and their most common form of transportation to their respective school site. Feedback on sense of safety and constraints that limited the parents' willingness to let their children walk or bicycle to school was obtained through a comment sheet. Recommendations were proposed to address the safety concerns and constraints perceived by parents and students. Some of the primary study recommendations address stranger danger, pedestrian crossing amenities, the addition of sidewalk connections as well as education and encouragement activities to increase the use of walking school buses, bicycle pools and carpooling.

Student walking and bicycling routes to school were updated through input from City of Moorhead engineers, planners, school administrators, and parent and student feedback. Review of Safe Routes to School Plans from Duluth, Minnesota and Superior, Wisconsin were also used in the updating of safe routes to school maps.

The Moorhead School District worked closely with the Fargo-Moorhead Metropolitan Council of Governments during the Study to provide feedback on the many facets of the Study and to notify parents and students of upcoming public input opportunities.

Infrastructure Recommendations

A prioritized list of bicycle/pedestrian infrastructure project recommendations was developed, reviewed, and refined by the study review committee, the Moorhead School District Central Office Team and additional Moorhead Engineering Staff.

The prioritized list of infrastructure project recommendations is found below. Those project recommendations that create separation between pedestrians and automobiles have an “A” next to them. Secondary project recommendations relate to signage and they are labeled with a “B”. Tertiary project recommendations are labeled with a “C”. This prioritization is representative of present desires of the Moorhead School District. This prioritized list may change as the School District sees necessary. The School District will annually review the prioritized infrastructure project recommendation list with the Moorhead Engineering Department to see if the prioritized list continues to meet the needs of the Moorhead School District and to coordinate the application process for Federal Safe Routes to School grants and any other funding sources that may be available. Metro COG will offer SRTS application coordination services and review all applications for continuity with all regional planning documents prior to signing off on SRTS applications.

Table 1 Prioritized Infrastructure Recommendations

Infrastructure Recommendations			
	Location	Concern	Recommendation
A	Ellen Hopkins Elementary	There is no pathway on the north side of 22 nd Avenue for walking on to the school site. Students must make a mid-block crossing or walk on the south side of 22 nd Avenue South all the way to 11 th Street South then cross 22 nd Avenue to get on to the school site.	Consideration should be given to constructing a sidewalk on the north side of 22 nd Avenue that would originate at 14 th Street South and would provide direct access to the main entrance of the school.
A	S.G. Reinertsen Elementary	Non - ADA compliant shared use path ramps at 40 th Avenue and 14 th Street as well as at bus exit and parent drop-off entrance.	Shared use path ramps should have detectable warnings (truncated dome panels) installed as soon as is feasibly possible.
A	Ellen Hopkins Elementary	Review of pedestrian signal timing at crossings of 8th Street within a half mile of Ellen Hopkins School. Striped crosswalks at 20th Avenue South are very worn.	A review of pedestrian signal timing at popular or necessary signalized crossings should occur to see if there are modifications that can be made which would enhance the safety and sense of comfort for those students and adults who would like to or need to make crossings of 8 th Street South to get to Ellen Hopkins Elementary School.

A	Ellen Hopkins Elementary	Crosswalk markings are worn or not present at 14th St. South and 20th Ave. and 22nd Ave. as well as at 8th Street and 20th Ave. South	Pedestrian counts should be completed at the 14th St. South intersections to see if striping crosswalks is justified. Re-striping of crosswalks should occur at intersection 8th Street and 20th Avenue South due to very worn striping.
A	Horizon Middle School	Crossing of Main Avenue SE (Highway 52)	The City of Moorhead should consider off-road bicycling and walking facilities along 12 th Avenue South between 20 th Street South and the ditch just east of Main Avenue SE (Highway 52).
B	S.G. Reinertsen Elementary	It is felt that cars are traveling too fast on 14 th Street just north of 40 th Avenue South.	The school district should discuss their interest in having school speed limit signs with flashing beacons on 14 th Street South north of 40 th Avenue installed with the City of Moorhead to see if conditions are met for such hardware.
B	Robert Asp Elementary	There is no traffic control signage at the intersection of 8 ½ Avenue North and 12 th Street North. Cars sometimes do not yield to pedestrians in the crosswalk.	Administrators at Robert Asp Elementary School should work with the City of Moorhead to open a discussion about the possibility of installing a YIELD or STOP sign at this intersection. Signage would be intended to control traffic moving north on 12 th Street.
B	S.G. Reinertsen Elementary	No STOP signs at parent drop-off exit or bus exit	STOP signs should be installed as soon as possible.
C	Ellen Hopkins Elementary	Lack of direct connection from Andrew Swenson Addition to Ellen Hopkins School.	Moorhead Area School District officials should review the opportunity to complete this Safe Routes to School connection with the City of Moorhead.

This space left blank intentionally

Education and Encouragement Recommendations

The education and encouragement recommendations are shown below. These recommendations are not listed in any particular order and there is no prioritization to them. The Study Review Committee has made it clear that it supports education and encouragement activities to increase the number of students, parents and staff bicycling and walking to public school sites in Moorhead. The recommendations that are provided below will be implemented as the School District and individual school sites feel they are feasible and appropriate.

S.G. Reinertsen Elementary School

1. Concern:

Stranger Danger

Recommendation:

S.G. Reinertsen should implement a walking school bus and bicycle pool program as soon as it is feasible. These types of groups will help to reduce parents' fear of stranger danger and should help in increasing community involvement in the Safe Routes to School effort. Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents who are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Responsible adults would pick up the students on bicycle or on foot and lead them to and from the school site

2. Concern:

Trunk Highway 75/Eighth Street is a major barrier for many parents

Recommendation:

Media coverage and a grand opening celebration of the pedestrian underpass should be considered to build community support and awareness of the new underpass that will be built near this intersection in 2009. In addition to a grand opening celebration, walking school bus and bicycle pool programs should be considered by administration at S.G. Reinertsen School. Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents who are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Parents or responsible adults would pick up the students in the morning and afternoon on bicycle or on foot and lead them to and from the school site.

Robert Asp Elementary School

1. Concern:

On-street parking on the south side of 8 ½ Avenue North during morning drop-off and afternoon pick-up periods.

Recommendation:

School site administrators should continue to encourage adults to pick up students on the north side of 8 ½ Avenue North. School site administrators should request that no parking be allowed by the City of Moorhead for a period beginning one hour before school lets out and ending one hour after school lets out. A car pooling program at Robert Asp Elementary School might be beneficial in reducing the number of automobiles on and around school property during drop-off and pick-up times.

2. Concern:

Stranger Danger

Recommendation:

The administration of Robert Asp Elementary School should work with staff, parents and students to develop and implement a walking school bus and bicycle pool program. Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents that are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Responsible adults would pick up the students on bicycle or on foot and lead them to and from the school site.

Ellen Hopkins Elementary School

1. Concern:

Parents are double parking their motor vehicles in the student drop-off/pick-up zone.

Recommendation:

There are numerous education and encouragement activities that may help reduce the occurrences of double parking of vehicles in the pick-up/drop-off zone of Ellen Hopkins Elementary School such as: providing safe routes to school maps for students and parents, and frequent reminders of school policies through the use of school announcements and newsletters as well as encouraging walking, bicycling and carpooling. The Safe Routes to School Guide states that curb striping and other pavement markings, signage, separating motor vehicle from pedestrians and bicyclists, adding a drop-off and pick-up lane, assistants to help students exit and enter motor vehicles, adding an off-site queuing lane, and monitoring and enforcement of drop-off and pick-up policies can alleviate issues with drop-off and pick-up areas. It is recommended that further investigation into these potential solutions be pursued.

2. Concern:

Eighth Street is a major barrier for bicycling and walking. Parents and students do not feel comfortable walking or bicycling across this arterial corridor.

Recommendation:

Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents that are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled.

Responsible adults would pick up the students on bicycle or on foot and lead them to and from the school site.

- 3. Concern:**
Stranger Danger

Recommendation:

Ellen Hopkins Elementary School should implement a walking school bus and bicycle pool program as soon as it is feasible. These types of groups will help to reduce parents' fear of stranger danger and should help in increasing community involvement in the Safe Routes to School effort. Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents who are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Responsible adults would pick up the students on bicycle or on foot and lead them to and from the school site

Horizon Middle School

- 1. Concern:**
Stranger Danger

Recommendation:

Though the students are on the older end of the Safe Routes to School spectrum, students should be encouraged to walk and bicycle in groups. Walking in loosely organized groups could help allay parents' fear of stranger danger.

Enforcement Recommendations

Robert Asp Elementary School

- 1. Concern:**
Cars travel too fast on 8 ½ Avenue North.

Recommendation:

Administrators at Robert Asp School should open a dialogue with the City of Moorhead relating to the need for focused speed enforcement and/or a speed study.

- 2. Concern:**
Crossing safety at 14th Street N. and 10th Avenue N. and 15th Avenue N. at mobile home park

Recommendation:

If more complaints are received about the safety of these intersections then Moorhead City staff may want to pursue their own analysis of these intersections.

If more complaints are received about the safety of these intersections then Moorhead City staff may want to pursue their own analysis of these intersections.

3. Concern:

Speed of vehicles on 9th Street between 5th Avenue and 10th Avenue is too high

Recommendation:

If concerns about speeding motorists continue to be shared, school administration should request focused speed enforcement and/or a speed study of 9th Street North between 5th Avenue and 10th Avenue.

This space left blank intentionally

School District Policy and Programming Recommendations

Moorhead Comprehensive Plan: Schools and Institutions Policy

Policy 11.1

Since 1991 much has changed in the way the Moorhead School District deals with school siting practices. Consolidation of school sites has been a major change in practice. The Moorhead Comprehensive Plan (plan) speaks to the need to address economic challenges facing the siting and design of institutional facilities (public schools). The Plan specifically states *Larger facilities are needed to achieve economic efficiencies and growing participation* (pg. 2-44 Moorhead Comprehensive Plan). The Plan goes on to state the desire to locate new schools on the edge of neighborhoods as well as adjacent to major roadways where possible. This type of regional policy development tends to create longer trips for parents and students as well as fewer walking and bicycling trips to school. Public input has suggested that the remoteness of S.G. Reinertsen has caused some parents to not let their children walk or bicycle to school. Many parents do not want their children crossing Trunk Highway 75 or other major roadways. Schools and Institutions Policy 11.1 found in the Plan should be reviewed for its effect on the activity levels of K-8 school children attending Moorhead Area Public Schools as well as its effect on the willingness of parents to let their children walk or bicycle to school.

Policy 11.2

Policy 11.2 speaks to the desire to encourage the location of schools and institutions adjacent to community parks and open spaces. The policy goes on to state that trails and sidewalks should be designed to foster walking between schools, institutions and the adjacent neighborhood. This policy appears to support bicycling and walking from adjacent neighborhoods which is in alignment with the goals of the Safe Routes to School Program but in conjunction with Policy 11.1 is not likely to be very effective since many parents are uncomfortable with their children crossing major roadways.

Policy 11.6

Policy 11.6 encourages schools and institutions to coordinate their facilities plans with land-use decisions made by the City of Moorhead. This policy should continue to be encouraged. In addition, Metro Area Transit should be involved in school siting and school design so as to maximize use of its system. Using Metro Area Transit buses may produce some fiscal efficiencies for the School District which is a major driver of infrastructure, residential development and roadway network development. Transportation costs have risen immensely in the last three to five years due to rapidly rising fuel costs. In matters of school siting and school site development the Moorhead School District, the City of Moorhead and Metro Area Transit should be working together very closely to gain maximum efficiency and effectiveness of school district and city resources.

Walking and Bicycling to School

In conversations with the public during the public input process Metro COG staff came away with the impression that little was being done in the way of specific programmatic efforts to encourage bicycling and walking to school sites. The Moorhead School District should continue to increase programming to encourage walking and bicycling to school as a regular behavior. Programs such as walking school buses and bicycle pools as well as the Freiker Program

(www.freiker.org) may be ways to build excitement towards more active lifestyles. District wide participation in International Walk to School Day may be beneficial as well.

Vehicles on School Campuses

During site visits Metro COG staff noticed significant numbers of private vehicles bringing students to K-8 school sites. Most vehicles were carrying no more than two students. There was double parking taking place at some school sites. Some queues interrupted traffic flow on adjacent streets. The presence of high numbers of automobiles dropping off and picking up students could possibly compromise the safety of students. The Moorhead School District should work with its principals to encourage regular carpooling by parents and staff as well as walking and bicycling by parents and staff.

Stranger Danger

One of the top two comments made as to why parents didn't feel comfortable letting their children walk or bicycle to school had to do with stranger danger issues. The Moorhead School District should work with the Moorhead Police Department to educate parents as to proactive techniques to reduce the risk of this type of problem. The Moorhead School District should review and implement techniques that would reduce the stranger danger factor and increase the number of students and parents walking and bicycling to school sites. Ideas for such programmatic efforts can be found at <http://www.saferoutesinfo.org/guide/>.

A Safe Routes to School plan is separate from conducting a school SRTS campaign. Campaigns must start within each school and be embraced by the administration, parents and students. At this time, there is at least one study school site interested in pursuing a walking school bus program. The Study's recommendations will help bring coordination to the development of a Safe Routes to School program in the City of Moorhead as well as well as SRTS programming efforts throughout the Fargo-Moorhead region.

Having completed this plan, the Moorhead School District and the City of Moorhead have placed themselves in an excellent position to apply for federal Safe Routes to school funds being administered by MnDOT. Local financial partnerships will be essential to successful implementation of proposed recommendations to improve safety and comfort levels along major routes leading to Moorhead schools.

This space left blank intentionally

Chapter 1

Introduction

It has been seventeen years since a school crossing study was conducted in the City of Moorhead, Minnesota. Since then, some school sites have been closed and new school sites have been constructed. Population growth has changed the physical interface between neighborhoods and schools in Moorhead. At present, there is a strong regional component to most of the elementary schools, the middle school and the high school in Moorhead. In 1991 (relative to the School Crossing Study completed) there were five public elementary schools and 2 private elementary schools; in 2008 (relative to the Safe Routes to School Study being completed) there are three public elementary schools, one middle school (grades 6-8), one area learning center (grades 5-12) and two private schools (Park Christian School grades K-12 and St. Joseph's School grades K-8). Consolidation has been a key change in the growth pattern of the Moorhead School District. With this in mind, it is important to understand that the Moorhead School District has taken a distinctly regional approach to the siting of its new K-8 school sites. See Map 1, (Study Area Map) for further details.

In 2004 The Fargo-Moorhead Metropolitan Council of Governments (Metro COG) felt an update to the 1991 Moorhead School Crossing Study was needed to speak to the changes in the siting of elementary schools in the Moorhead School District. In 2005, with concurrence from the City of Moorhead and Metro COG's Transportation Technical Committee, the project was approved as part of the Metro COG's work plan for 2006.

Study Objective

The objective of this study is to update the *1991 Moorhead School Crossing Study*. Three public elementary school sites and one public middle school site have been examined for traffic safety issues as well as ease of access by students using bicycles or walking to and from these sites. The school sites that were chosen for this study were selected due to their traditional transportation systems (options for busing, walking and bicycling) as well as their administrator's early interest and input into this study. High schools were not selected for this study due to the fact that federal Safe Routes to School grant applications are available only to school sites housing any mix of K-8 students. In this study, recommendations are made to the City of Moorhead and the Moorhead School District for bicycle and pedestrian improvements adjacent to each school site. A secondary objective of this study is to develop Safe Routes to School maps for each of the school sites in this study. These maps are only rough guides for the selection of a safe route to school. Conditions change on a daily basis and no map can speak to changing road surface conditions, construction projects or any other variable that might affect the validity of such maps.

Purpose

The primary purpose of this study is to provide recommendations for roadway, intersection and school site improvements to the City of Moorhead and the Moorhead School District that will increase the safety, comfort and convenience for those K-8 students who want or must walk or bicycle to their school site. Recommended improvements that advance to the project phase will have funding identified and all improvements will be compliant with the Manual on Uniform Traffic Control Devices. The secondary purpose of this study is to create maps that show

suggested safe walking and bicycling routes to school sites based on existing bicycling facilities, walking facilities, traffic control devices and markings.

Study Process

The scope of work was developed in the spring of 2006 and the new regional bicycle and pedestrian coordinator took over responsibility for the project. The Metro COG convened a steering review committee in the summer of 2006. The steering review committee members are as follows:

- Dan Bacon – Transportation Director for Moorhead Independent School District
- Pam Gibb – Communications Coordinator for Moorhead Independent School District
- Debra Martzahn – City of Moorhead planner
- Jody Bertrand – City of Moorhead engineer
- Anne Moyano – Principal for S.G. Reinertsen Elementary School
- Officer Brian Dahl – Moorhead Police Department
- Brian Gibson – Fargo-Moorhead Metropolitan Council of Governments
- Gina Nolte – Clay County Health Department
- Kim Lipetzky – Fargo-Cass Public Health Department
- Kristie Leshovsky – City of Moorhead planner
- Brian Gibson – Metro COG
- Justin Kristan – Metro COG

Gathering Data

Data was gathered through site visitations during the summer and fall of 2006. Public input was gathered during student conferences in February and May of 2007. Analysis and construction of the Safe Routes to School document proceeded through 2007. Completion of mapping and the document occurred in the summer of 2008.

Identifying Safety Issues

Metro COG gathered public input through two series of public input sessions. Metro COG set up an information table and engaged parents and passersby during the February 2007 parent conferences and at the spring 2007 parent conferences at Robert Asp, S.G. Reinertsen, and Ellen Hopkins elementary schools as well as at Horizon Middle School. Primary concerns that were vocalized by the public at all school locations were the perceived danger of crossing arterial or collector roadways to get to school sites and stranger danger. Contact was also made with PTAC members.

Crossing Arterial or Collector Roadways

Robert Asp, S.G. Reinertsen, Ellen Hopkins elementary school as well as Horizon Middle School have arterial roadways within their attendance boundaries. These roadways have annual average daily traffic volumes between 4,050 vehicles per day and 25,000 vehicles per day.

Public input from Ellen Hopkins and S.G. Reinertsen Elementary Schools revealed that Eighth Street is a definite barrier to allowing children to travel to school in groups of peers or with adults. Some parents who commented at Horizon Middle School felt that the intersection at 34th

Street South is a barrier to getting to school safely. Parents who commented at Robert Asp Elementary School did not speak of Eleventh Street North as a major concern. This may be due to the fact that there are fewer homes west of 11th Street and thus lower numbers of students having to cross Eleventh Street North.

A review of the Moorhead Comprehensive Plan shows that it is City policy to *encourage schools and institutions to locate on the edge of neighborhoods, adjacent to major roadways (collectors or arterials)* [Schools and Institutions Policy 11.1]. The intention behind this school siting policy is to allow for larger school facilities to achieve economic efficiencies and growing participation. Schools and Institutions Policy 11.2 states *encourage the location of schools and institutions adjacent to community parks and open spaces. Trails and sidewalks should be designed to foster walking between schools, institutions and the adjacent neighborhood.* It is clear that residential development is going to envelope those school sites that have been built most recently i.e., Reinertsen Elementary School and Horizon Middle School. This is likely to force the issue of safely crossing arterials or collectors that abut newer school sites especially as platted residential lots are populated.

The City of Moorhead has secured federal Transportation Enhancement funding for a pedestrian underpass at Eighth Street and 40th Avenue South. This bicycle and pedestrian underpass will be built in 2009. Funding for a bicycle and pedestrian underpass at 20th Street South and 40th Avenue has been secured for 2012. This underpass will travel under 20th Street South and a set of railroad tracks. S.G. Reinertsen will be well connected to neighborhoods west of Eighth Street South and neighborhoods in the 20th Street South vicinity by 2012.

Stranger Danger

Public input sessions with parents revealed a general concern related to stranger danger. Public input as to how stranger danger is dealt with ranged from parents requiring their children to walk in groups to requiring their children to walk adjacent to heavily travelled roadways so there are more “eyes” on their children as well as driving their children to school.

The Federal Safe Routes to School Program

In 2005 the Safe Routes to School Program was established as part of the most recent federal transportation reauthorization legislation, SAFETEA-LU, which is law that provides multi-year funding for the surface transportation programs that guide spending of the federal gas tax revenue. Section 1404 of this legislation provides funding for State Departments of Transportation to create and administer Safe Routes to School (SRTS) programs which allow communities to compete for funding for local SRTS projects.

The goals of the Safe Routes to School Program are threefold:

1. to enable and encourage children, including those with disabilities, to walk and bicycle to school;
2. to make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age;

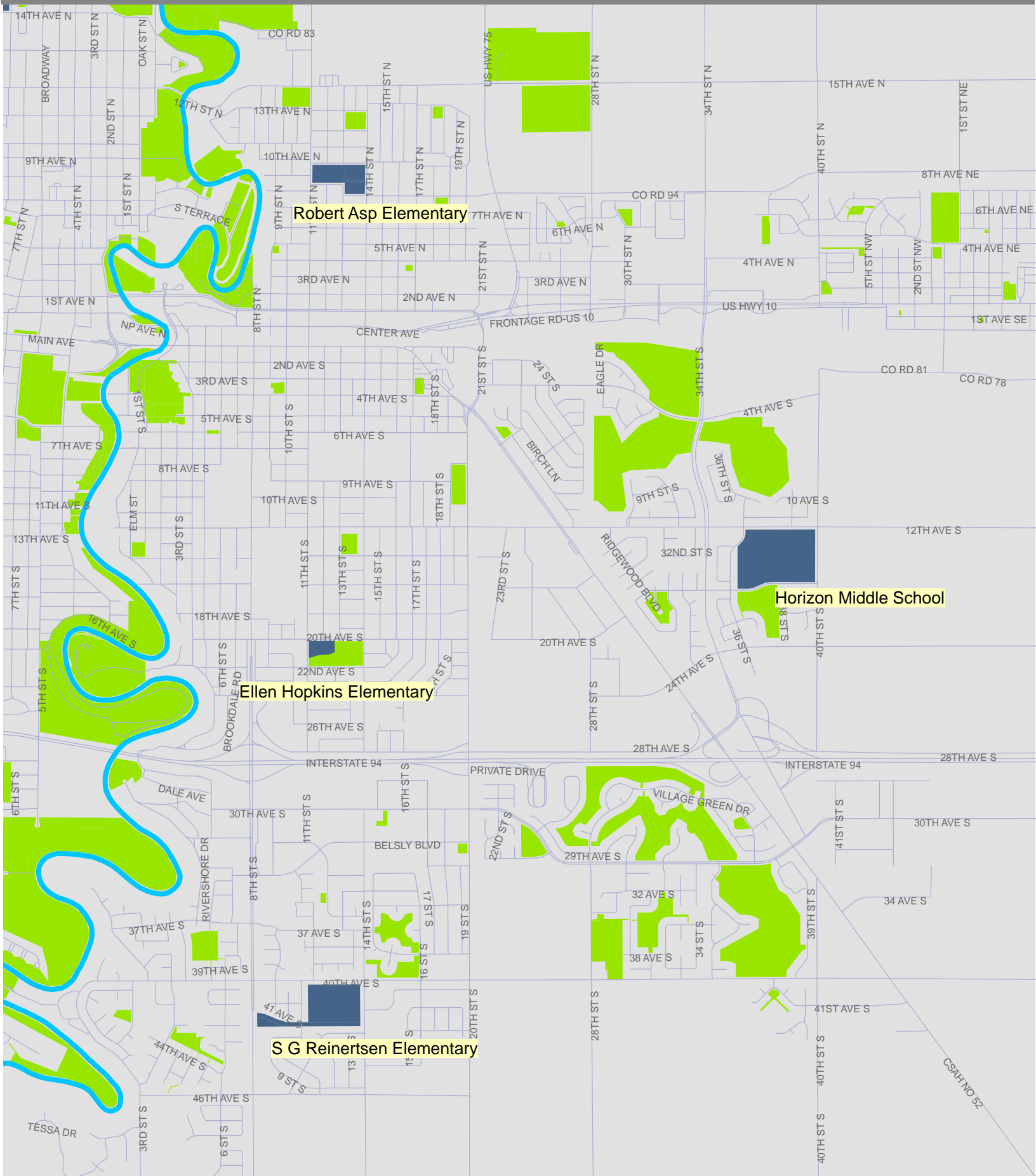
3. to facilitate the planning, development and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity of schools. (MNDOT, 2007)


The Safe Routes to School Program (the Program) is aimed at kindergarten through eighth graders. SRTS funds cover projects that are within two miles of a school and can be used for infrastructure projects (street crossing safety improvements, spot improvements in existing pedestrian/bikeways, creating new pedestrian/bikeways, traffic calming, signing, bicycle parking, lighting etc.) or non-infrastructure costs (e.g. crosswalk guard training, enforcement, public awareness campaigns, walk/bike to school days and outreach to press and community leaders, traffic education and enforcement in the vicinity of schools, student sessions on bicycle and pedestrian safety, health, and environment).


Infrastructure is a key foundational element for getting to school safely but is not the only aspect of bicycle and pedestrian movement to and from school sites that is considered today. Activities such as *walking school buses* and *bicycle pools* have become part of the planning toolbox of those planners and interested citizens developing SRTS programs, maps or associated studies. The Program embraces these approaches to increasing safety, comfort and environmental consciousness for students and their parents. See Map 2 (Bikeways, Sidewalks, Transit Routes) for existing bicycling and walking infrastructure.

This space left blank intentionally

MAP 1: STUDY AREA

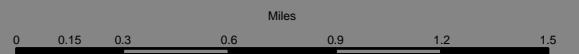


 Schools

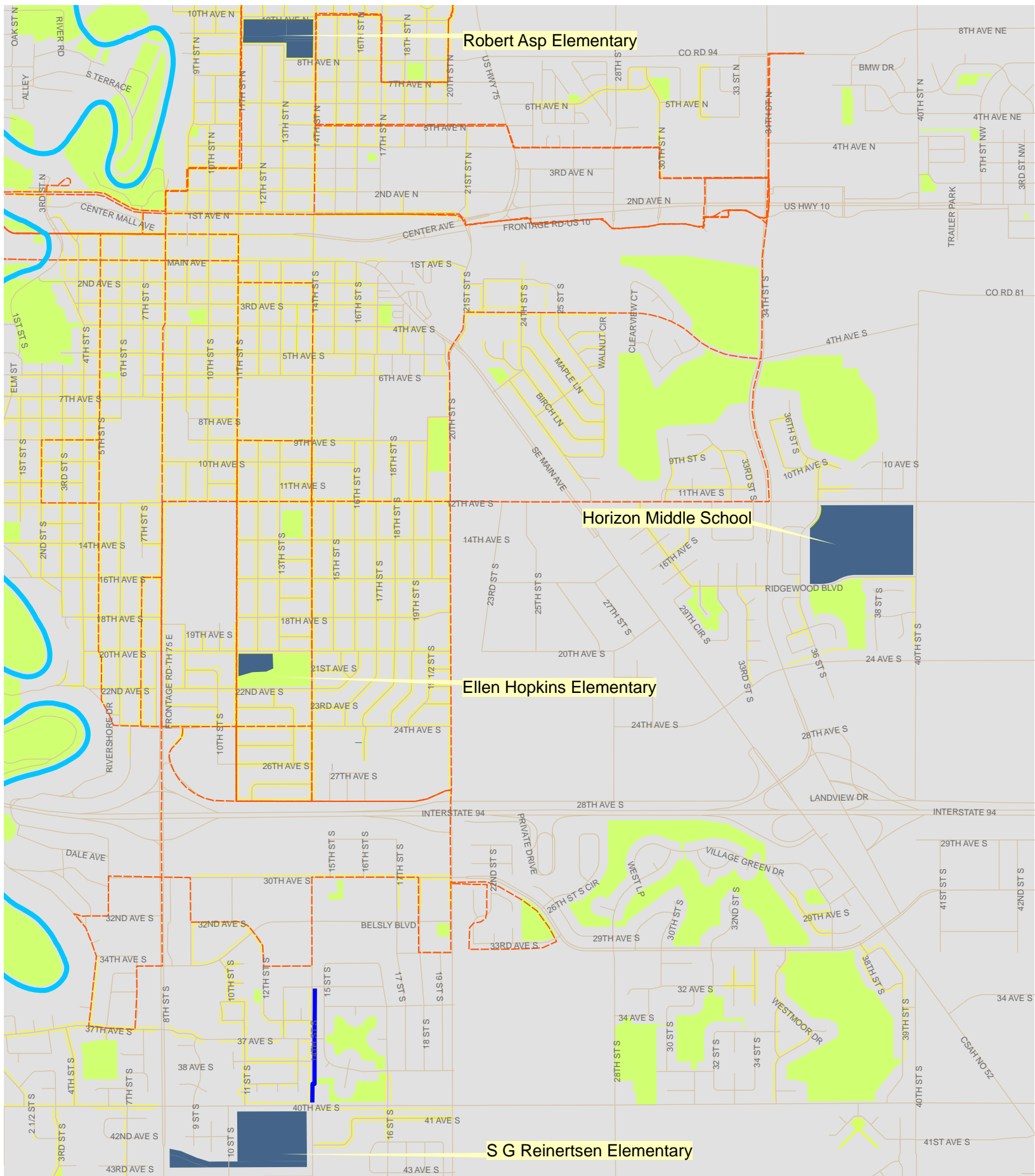
 Parks and Recreation









2009 Safe Routes To School Study - Moorhead



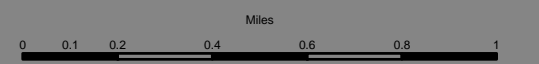
MAP 2: BICYCLE, PEDESTRIAN AND TRANSIT ROUTES



	Schools		Shared Use Path
	Parks and Recreation		Bike lane (striped, stenciled, signed only)
	Transit Route		Sidewalk



2009 Safe Routes To School Study - Moorhead



Non-Infrastructure Approaches

The Program recognizes the numerous educational and motivational opportunities to get children active by walking or bicycling to their school sites. Those who have helped develop the Program realize there is a strong interconnectedness between the need for sound bicycling and walking facilities and consistent educational and motivational programs. The foundation of the Program is comprised of the five E's which are engineering, enforcement, education, encouragement and evaluation. These elements should be used in concert to maximize their effectiveness.

Education

There are several key groups that the education component of any SRTS program must include for efficacy. Children, parents, all drivers near the school site, and neighbors are the key stakeholders in the education component of a SRTS program. Children need to hear and learn about pedestrian and bicyclist safety, personal safety as well as health and environmental benefits. Several recognized strategies for teaching children how to get to and from school safely include one-time instruction, classroom or physical education lessons, parent involvement and structured skills practice. Children do not all learn the same way; some respond more strongly to oral or visual cues so mixing the strategies and the modalities of instruction is important. Some key messages for parents may include: they are teachers of appropriate and inappropriate safety behavior, they are drivers during drop-off and pick-up times and they are drivers operating near schools. Strategies for educating parents about safety issues can vary from the use of print materials, enforcement strategies, and media stories to training the parents how to train their children to be safe and proficient bicyclists and pedestrians. Key messages for drivers near school sites may include: watch for and yield to pedestrians and bicyclists near and around school sites, obey speed limits in the school zone, come to a complete stop at STOP signs and finally do not block pedestrian crosswalks. Signage, media and enforcement are three strategies to connect with drivers near a school. Signage can be non-uniform, uniform or a combination of both. Radio announcements during travel times to and from schools can be helpful in gaining the attention of motorists passing through a school zone or near a school. Enforcement such as speed trailers in conjunction with law enforcement operations can be successful. Neighbors are the final group that needs to be reached through education efforts. Key messages for neighbors may include: keep sidewalks clear of snow, motor vehicles, garbage cans and other materials that force pedestrians off of walkways, prune back plants and shrubs to enhance visibility, and keep unleashed pets off the route to school. Even friendly pets can deter students and parents from bicycling or walking to a school site. Strategies for reaching neighbors would be holding neighborhood meetings that introduce the concept of safe routes to school, answers their questions and invites them to be a part of this program, host an SRTS open house at the local school site, install highly visible information signs around the neighborhood and distribute fliers to homes near the school site. There might be the option of inserting a flier in local utility bills.

Enforcement

The next component in the Program is that of enforcement. Enforcement is not necessarily limited to having law enforcement officials handing out citations but students, parents, school site administration and staff communicating and reinforcing the need to act safely and cooperatively when coming to and leaving the school site as well as being safe and responsible when passing through the school zone. The main goal for SRTS enforcement strategies is to

deter unsafe behaviors of drivers, pedestrians and bicyclists, and to encourage all road users to obey traffic laws and share the road safely. Enforcement pertains to on-campus and off-campus behavior by automobilists, bicyclists and pedestrians. Off-campus enforcement of automobilists' activities include but are not limited to identifying unsafe behavior such as speeding, failing to yield at crosswalks, running red lights or STOP signs, passing stopped school buses and parking or stopping in crosswalks. On-campus safety issues include but are not limited to illegal parking, stopping in a bus zone, dropping off students in the street rather than in the drop-off zone, double parking in a drop-off zone, and allowing students to cross in-between vehicles. Pedestrians may endanger themselves when they don't follow the directions of the crossing guard or traffic signals, don't look left, right, left before crossing the street, cross a street at an undesirable location, dart out between parked motor vehicles, and wear dark clothing when light conditions are poor. Bicyclists also may endanger themselves when they ride into traffic without looking left, right and left, ride against the flow of traffic while on a roadway, turn left without looking or signaling, don't obey traffic signs and signals, ride out of driveways or between parked vehicles, don't wear a helmet and do not wear bright clothing at night for visibility. All users of transportation facilities are responsible for safe and appropriate behavior. School site administrators, staff, students, parents and law enforcement officials all play a role in enforcement of safe practices to and from school sites.

Law enforcement officers see first hand the consequences of motor vehicle crashes. They also see first hand the behaviors that cause these consequences. From conducting education and enforcement campaigns to identifying unsafe conditions, law enforcement officers can play multiple roles in school site safety programs. There are three key steps in using law enforcement in a SRTS program: 1) Notification to the neighborhoods surrounding a school site that a strong enforcement campaign is about to begin, 2) use public awareness and education to help reduce dangerous behavior by motorists, bicyclists and pedestrians 3) provide officer training. Law enforcement officers are only one piece of a multi-faceted community approach to creating safer routes to a school site.

Representatives of communities and schools can improve safety behaviors in many ways. Older students can become safety patrol members and help during drop-off and pick-up times at the schools. Adults can volunteer to become crossing guards to enforce safe behaviors at crossings. Neighborhood *speed watch* programs can provide opportunities for residents to educate drivers about their driving speeds while making drivers aware that the neighborhood is concerned about safety. Closely tied to education is the encouragement component of a Safe Routes to School Program.

Encouragement

Encouragement strategies are about having fun; they generate excitement and interest in walking and bicycling. Special events, mileage clubs, contests and ongoing activities all provide ways for parents and children to discover, or rediscover, that walking and bicycling are viable options in transportation. Encouragement activities are usually fairly simple to implement, provide quick feedback as to levels of interest and offer teachable moments that can be drawn into any curriculum.

Two very popular encouragement programs funded by SRTS grants are walking school buses and bicycle trains (bicycle pools). The walking school bus is simply a group of children who walk to school accompanied by at least one adult. There are many combinations of walking

school buses and the complexity rises with the number of students and adults involved. Parents or other responsible adults can rotate pick-up and drop-off duties by day, week or month. The bicycle train uses the same concept as the walking school bus except using bicycles.

These programs can be implemented at a family level or can be taken to a neighborhood or school site scale. The SRTS program funds these types of activities through its formal grant application process at the school site level. It is also important to note the three critical factors behind the success of these two types of programs:

- Do these types of programs fit the lifestyles of a particular family and are these options good for the family?
- Do the characteristics of the community lend themselves to these types of programs?
- Survey and analyze the motorized vehicle movement patterns for the community

If these two types of programs don't fit the lifestyle of a particular family or neighborhood it is unlikely that these programs will increase the number of walking and bicycling trips to the school site. If the land use layout of a community is such that distances are too great for bicycling or walking to a school site then again, there will be little or no increase in non-motorized travel to a school site. Thirdly, if there are arterial roadways between neighborhoods and school sites there will be general resistance from parents in allowing their children to participate in these types of programs.

One very sophisticated example of a motivational program is the Freiker Program (Freiker rhymes with biker). The Freiker Program uses a solar powered counter to count the number of trips a student rides his or her bicycle to and from school via a chip that attaches to the student's helmet. The rides are tallied and when a student attains a certain number of rides he or she receives prizes such as iPods and bicycle accessories.

The strength of the program lies in its funding and programming flexibility as well as the principle of community involvement.

The provision of transit services may make bicycling and walking to school a more regular activity. Metro Area Transit service is available to Horizon Middle School which offers one more option relative to bicycling and walking to school.

Evaluation

Safe Routes to School programs are being implemented nationally with the goal of enabling and encouraging children to walk and bicycle safely to school. As communities tailor infrastructure and non-infrastructure projects to their needs, evaluation acts to provide the clear and concise information needed to help fine tune future Safe Routes to School efforts. Some of the benefits of evaluation are:

- Making sure that the underlying problem is identified so that proper strategies to address the problem are picked.
- Setting reasonable expectation about what the program can do
- Identifying changes that will improve the program

- Determining if the program is having the desired results

The National Center for Safe Routes to School provides a six-step approach to evaluation in its Web-based *Safe Routes to School Guide*. The steps are as follows:

1. Plan the program/Collect information
2. Write objectives
3. Decide what, how and when to measure
4. Conduct the program and monitor progress
5. Collect information and interpret findings
6. Use results

Through the evaluation process data can be gathered and shared with elected officials, engineers, planners, parents and school district officials. Ultimately, a clear picture of general use levels and crash levels can be observed. This information ultimately informs local and regional planning efforts for bicycle and pedestrian movement as well as safety programming efforts.

Much of the information provided above was obtained from www.saferoutesinfo.org, a Web site maintained by the National Center for Safe Routes to School. Please see Appendix for more resources.

Adult School Crossing Guard Guidelines

Adult school crossing guards play two major roles in the lives of children who walk or bicycle to school: they help children safely cross the street at key locations and they remind drivers of the presence of pedestrians. The presence of adult crossing guards can lead to more parents feeling comfortable about their children walking or bicycling to school. While the primary role of an adult school crossing guard is to guide children safely across the street, children also remain responsible for their own safety. In this manner, a guard can play another key function — a role model helping children develop the skills necessary to cross streets safely at all times. The design and implementation of an adult school crossing guard program is largely the decision of local communities. Some federal guidance exists and there are some state and local requirements pertaining to the operation of guard programs, but these vary across the country. Ideally, the development of an adult school crossing guard program involves a community partnership that includes the expertise of law enforcement agencies, traffic engineering or planning departments and school systems. Working together with parents, this community group identifies the locations where adult school crossing guards are needed and the appropriate number of guards for each location. The group establishes crossing procedures for a variety of traffic situations in addition to hiring, training and equipping the guards. This group also secures long-term funding for the crossing guard program.

Special Considerations Related to Children

The *Guide for the Planning, Design, and Operation of Pedestrian Facilities, July 2004* produced by the American Association of State Highway and Transportation Officials states several considerations that need to be taken into account relative to a child's ability to perceive and respond appropriately to traffic conditions around them.

- Young children are shorter than adults. Their typical eye height is 1m [3 ft] above the ground and their field of vision is different.
- Children have one-third narrower peripheral vision than adults and are less able to determine the direction of sounds.
- Children have trouble judging the speed and distance of moving cars as well as the adequacy of gaps in the flow of traffic.
- Children are too small to be seen easily.
- Children have shorter attention spans and may grow impatient at crossings.
- Children have less experience and limited knowledge of traffic laws and driving patterns.
- Since children do not drive, they lack the understanding of what a driver's intentions might be at an intersection or crossing point.

Existing Sidewalk Ordinance for City of Moorhead

Numerous areas in Moorhead have disconnected sidewalks. Past policy has allowed landowners to decide whether or not they wanted sidewalks installed adjacent to their property. Moorhead's sidewalk ordinance has been updated to require the construction of sidewalks if deemed necessary by the City. It is now the exception to the rule to have the construction of sidewalks waived in Moorhead.

Maintenance of Sidewalks

Removal of snow and ice is covered in Title 8 of the City Code and is the responsibility of the adjacent property owner. All ice and snow is to be removed by 9 p.m. each day. If snow and ice are not removed in a timely and proper manner then the City can remove the snow and ice and assess fees for such work to the associated property owner. For further information on sidewalk construction and maintenance see Appendix 3.

Busing Policies

The Moorhead Area School District provides busing for school children within certain eligibility guidelines. Students must live within the school district boundaries and meet the following criteria:

- A. Kindergarten through grade 12 students, who reside one (1) mile or more from the building to which the school district assigns the student;
- B. Students who must cross or use an area identified as being an extraordinary traffic hazard to and from school (refer to eligibility guidelines);
- C. Kindergarten students who live .5 mile or more from the building to which they are assigned will receive noon transportation services...morning and afternoon service will follow the same guidelines as other elementary students. Students may be assigned to either morning or afternoon kindergarten as class sizes dictate.

Recommended maximum walking distance to bus stops are as follows:

Grade Level	Distance to Stop
K – 5:	.15 mile (1-2 blocks)

6 – 8: .3 mile (4-5 blocks)
9 – 12: .5 mile (6-7 blocks)

For further information on local busing rules and state statutes please see Appendix 4.

This space left blank intentionally

Chapter 2 - Robert Asp Elementary School

Introduction

What follows in this chapter is a full review of Robert Asp Elementary School, grades served, hours of operation, enrollment information, existing crossing guard program information, crash information, school site concerns with analysis including recommendations and a safe routes to school map.

Existing conditions for this school site were recorded in the fall of 2006 and spring of 2007. Improvements made prior to the completion of this document but after the existing conditions review have been noted in the document. The Safe Routes to School map found in this chapter is a set of recommended routes and due to changing road and weather conditions may not always represent the safest routes on a given day. The purpose of this map is to provide enough information that each parent and student can decide for themselves the most comfortable route to walk or bicycle to their school.

School Description

Robert Asp Elementary School is located at 910 11th Street North and houses kindergarten through fifth grade. Its hours of operation are 8:20 a.m. to 2:50 p.m. Morning Kindergarten is from 8:20 a.m. to 10:50 a.m. Afternoon Kindergarten is from 12:20 p.m. to 2:50 p.m. Enrollment at Robert Asp Elementary School is approximately 750.

Crossing Guard Patrols

Student crossing guard patrols are in place between 7:50 a.m. and 8:15 a.m. as well as from 2:45 p.m. to 3:00 p.m. at the intersections of 8 ½ Avenue and 11th Street North, 10th Avenue North and 11th Street North, and at the intersection of 8½ Avenue North and 12th Street North. Adults also supervise the auto drop-off area in front of the school.

School Age Bicyclist and Pedestrian Crashes

There was one pedestrian crash involving a person of unknown age between 2003 and 2006 at 8th Avenue North and 11th Street.

Identifying Safety Issues

Metro COG gathered public input through two series of public input sessions. Metro COG set up an information table and engaged parents and passersby during the February 2007 parent conferences and at the spring 2007 parent conferences at Robert Asp, S.G. Reinertsen, and Ellen Hopkins elementary schools as well as at Horizon Middle School. Two primary concerns that were vocalized by the public at all school locations were the perceived danger of crossing arterial roadways to get to school sites and stranger danger; contact was also made with PTAC members.

Issues and Concerns

Issues and concerns at Robert Asp Elementary School are centered on automobile movement and stranger danger. Historically, there have been few bicycle or pedestrian crashes that involved automobiles in the vicinity of Robert Asp Elementary School. Though there have not been any stranger danger incidents around Robert Asp Elementary School many parents said that they do not want their children walking to school alone.

The school administrators and the City of Moorhead have worked closely through the years to remediate safety issues along the 11th Street corridor. In the past few years, stop signs and crosswalks have been added on the 11th Street North corridor adjacent to Robert Asp Elementary School to enhance student pedestrian and bicyclist crossing safety. Several concerns were noted by Metro COG staff when speaking with parents and staff at Robert Asp Elementary School. The concerns are as follows:

- A. Parking is allowed on both sides of 8 ½ Avenue North. Parents sometimes park on the south side of 8 ½ Avenue North which creates more crossings of this avenue thus increasing the chances of a conflict between a student and an automobile.
- B. There is no traffic control signage at the intersection of 8 ½ Avenue North and 12th Street North. Cars sometimes do not yield to pedestrians in the crosswalk.
- C. Cars travel too fast on 8 ½ Avenue North.
- D. Crossing safety is questionable at the intersections of 14th Street North and 10th Avenue North as well as 14th Street North and 15th Avenue North at the mobile home park.
- E. The speed of vehicles on 9th Street North between 5th Avenue North and 10th Avenue North is too high.
- F. Stranger Danger
- G. Distance to walk or bicycle to school site is too great

Analysis and Recommendations

All recommendations will be in compliance with Minnesota Department of Transportation regulations and the Manual of Uniform Traffic Control Devices criteria. The movements of all infrastructure recommendations to implementation phase are subject to the identification of initial capital funds and on-going maintenance funding.

A. Concern

On-street parking on the south side of 8 ½ Avenue North during morning drop-off and afternoon pick-up periods.

Analysis

The main entrance to Robert Asp Elementary School faces 8 ½ Avenue North. Parking is allowed on both sides of 8 ½ Avenue North during school drop-off and pick-up times. School site administrators encourage adults to pick up their children on the north side of the avenue or in the school drop-off/pick-up area but drivers continue to park on the south side of the avenue which creates more crossings of the avenue.

Recommendation

School site administrators should continue to encourage adults to pick up students on the north side of 8 ½ Avenue North. School site administrators should request that no parking be allowed by the City of Moorhead for a period beginning one hour before school lets out and ending one hour after school lets out. A car pooling program at Robert Asp Elementary School might be beneficial in reducing the number of automobiles on and around school property during drop-off and pick-up times.

B. Concern

There is no traffic control signage at the intersection of 8 ½ Avenue North and 12th Street North. Cars sometimes do not yield to pedestrians in the crosswalk.

Analysis

The intersection of 8 ½ Avenue North and 12th Street North is directly adjacent to the front entrance of the school. There is a striped crosswalk at this intersection as well. School staff has stated an interest in seeing a STOP sign placed on 12th Street North to reduce the number of automobiles not yielding to pedestrians.

Recommendation

Administrators at Robert Asp Elementary School should work with the City of Moorhead to open a discussion about the possibility of installing a YIELD or STOP sign at this intersection. Signage would be intended to control traffic moving north on 12th Street.

C. Concern

Cars travel too fast on 8 ½ Avenue North.

Analysis

Roadway geometry may be a contributing factor to this type of motorist behavior. The roadway is 42' wide. This width includes parking on both sides of the street.

Recommendation

Administrators at Robert Asp School should open a dialogue with the City of Moorhead relating to the need for focused speed enforcement and/or a speed study.

D. Concern

Crossing safety at 14th Street and 10th Avenue and 15th Avenue at mobile home park

Analysis

Visibility at both intersections is good and no inappropriate automobilist behavior was noted during several visits to this area.

Recommendation

If more complaints are received about the safety of these intersections then Moorhead City staff may want to pursue their own analysis of these intersections.

E. Concern

Speed of vehicles on 9th Street between 5th Avenue and 10th Avenue is too high.

Analysis

The speed limit on 9th Street between 5th and 10th Avenue is 30 miles per hour. There is room for parking on both sides of the street. This section of roadway is not posted with a speed limit.

Recommendation

If concerns about speeding motorists continue to be shared, school administration should request focused speed enforcement and/or a speed study of 9th Street North between 5th Avenue and 10th Avenue.

F. Concern

Stranger danger

Analysis

Stranger danger has motivated some parents to drive their children to school and for other parents to require their children to walk along busier corridors so that their children would have the “eyes” of the public upon them for increased safety. Parents who mentioned stranger danger as an issue felt that the walking school bus was an adequate counter measure.

Recommendation

The administration of Robert Asp Elementary School should work with staff, parents and students to develop and implement a walking school bus and bicycle pool program. Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents that are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Responsible adults would pick up the students on bicycle or on foot and lead them to and from the school site.

G. Concern

Distance to walk or bicycle to school site is too great

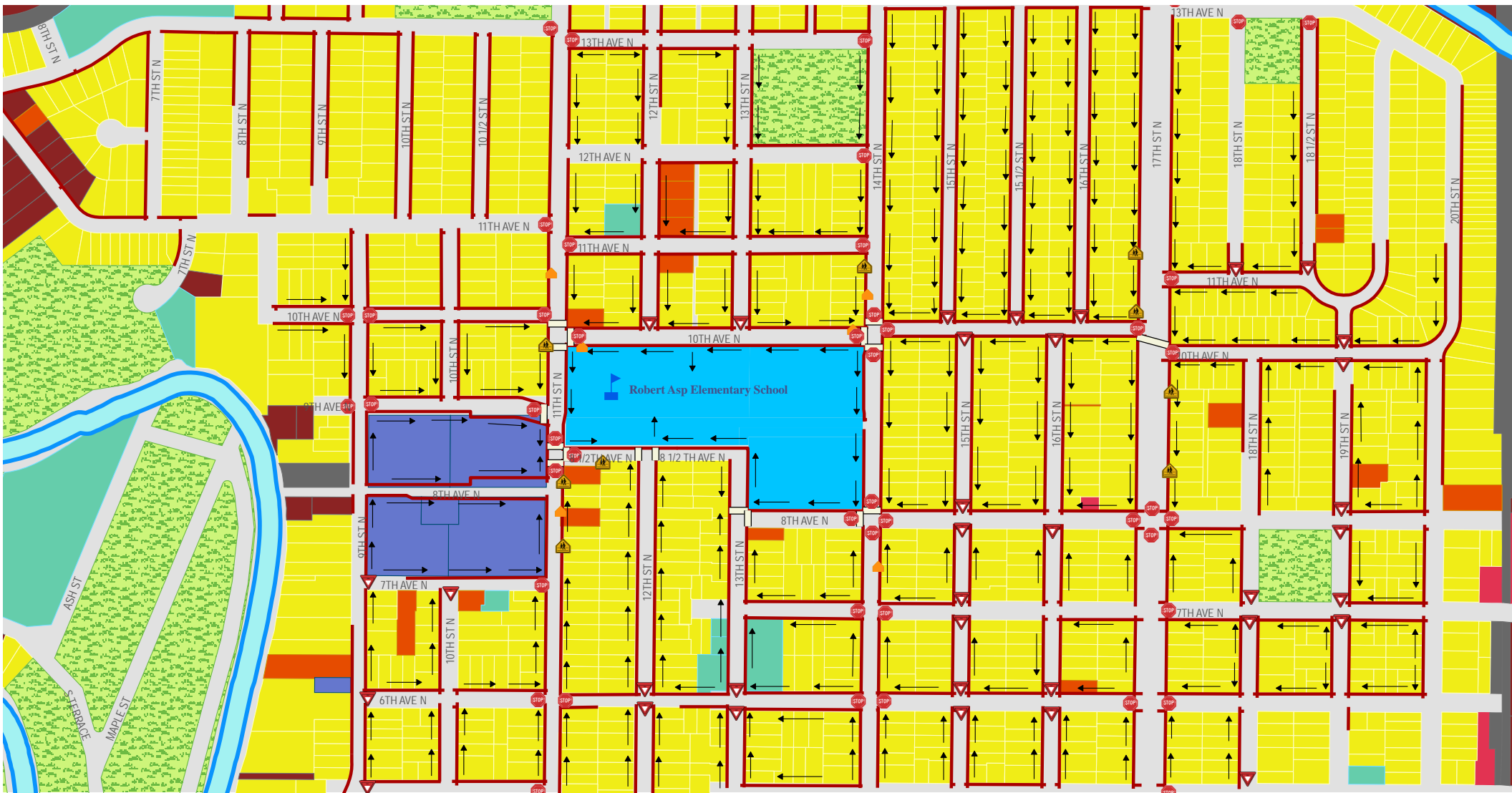
Analysis

The Moorhead School District has a practice of siting schools in a regional fashion. Neighborhood schools are not seen as fiscally feasible. Thus, the distances traveled to get to school are farther on average than for communities that support neighborhood schools. Parents that stated that distance was an issue for them were not queried as to how far from the school site they lived. The distance issue appeared to be related to the age of the student since many parents stated that when their children were older they would consider letting them travel to school with other students.

Recommendation

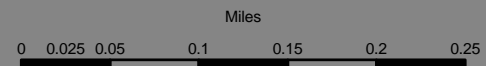
The Moorhead School District should work with the City of Moorhead to re-examine short-range and long-range transportation and infrastructure costs (i.e. busing costs, and roadway maintenance costs) in light of increasing petroleum costs as well as long-term health care costs related to the extra sedentary time created by bus and private auto trips going and coming from regional school sites.

MAP 3: ROBERT ASP ELEMENTARY SCHOOL



	Vacant or Other		School		Sidewalk
	Parks and Recreation		Flashing Beacon		Bikeway
	Institutional or Community		Yield		Pedestrian Route
	Public Assembly Structure		School /Ped Crossing Sign		Crosswalk
	Schools and Universities		Stop		
	Multi Family Residential				
	Single Family Residential				
	Transportation or Utility				

2009 Safe Routes To School Map



Chapter 3 – Ellen Hopkins Elementary School

Introduction

What follows in this chapter is a full review of Ellen Hopkins Elementary School, including grades served, hours of operation, enrollment information, existing crossing guard program information, crash information, school site concerns with analysis and recommendations and a safe routes to school map.

Existing conditions for this school site were recorded in the fall of 2006 and spring of 2007. Improvements made prior to the completion of this document but after the existing conditions review have been noted in the document. The Safe Routes to School map found in this chapter is a set of recommended routes and due to changing road and weather conditions may not always represent the safest routes on a given day. The purpose of this map is to provide enough information that each parent and student can decide for themselves the most comfortable route to walk or bicycle to their school.

School Description

Ellen Hopkins Elementary School is located at 2020 11th Street South and houses kindergarten through fifth graders. Its hours of operation are 8:20 a.m. to 2:50 p.m. Morning Kindergarten is from 8:20 a.m. to 10:50 a.m. Afternoon Kindergarten is from 12:20 p.m. to 2:50 p.m. Approximate enrollment is 775.

Crossing Guard Patrols

The crossing guard program at Ellen Hopkins has been in existence for three years and consists of student volunteers (4th-5th graders) and supervising adults. The morning patrol is in place by 7:55 a.m. and returns to the school at 8:15 a.m. The afternoon patrol is in place by 2:45 p.m. and returns to the school at 3:05 p.m. Whenever weather issues prevent students from covering their stations adult supervisors cover the students' intersections. Intersection coverage involves at least two student volunteers and one adult supervisor.

School Age Bicyclist and Pedestrian Crashes

There was one crash involving a pedestrian of unknown age between 1998 and 2006 at 20th Avenue and 11th Street.

Identifying Safety Issues

Metro COG gathered public input through two series of public input sessions. Metro COG set up an information table and engaged parents and passersby during the February 2007 parent conferences and at the spring 2007 parent conferences at Robert Asp, S.G. Reinertsen, and Ellen Hopkins elementary schools as well as at Horizon Middle School. Two primary concerns that were vocalized by the public at all school locations were the perceived danger of crossing arterial roadways to get to school sites and stranger danger; contact was also made with PTA members.

Issues and Concerns

Public and staff input have spoken to parking issues in the school's parking lot and access issues for bicyclists and pedestrians approaching the school site via 22nd Avenue from the south. Issues and concerns for Ellen Hopkins Elementary School are as follows:

- A. There is no pathway on the north side of 22nd Avenue for walking on to the school site. Students must make a mid-block crossing or walk on the south side of 22nd Avenue South all the way to 11th Street South then cross 22nd Avenue to get on to the school site.
- B. Double parking of motor vehicles in the student drop-off/pick-up zone.
- C. Eighth Street
- D. Stranger danger

Analysis and Recommendations

A. Concern

There is no pathway on the north side of 22nd Avenue for walking on to the school site. Students must make a mid-block crossing or walk on the south side of 22nd Avenue South all the way to 11th Street South then cross 22nd Avenue to get on to the school site.

Analysis

Students tend to make mid-block crossings since they have to go past the front entrance of the school if they use the sidewalk on the south side of 22nd Avenue.

Recommendation

Consideration should be given to constructing a sidewalk on the north side of 22nd Avenue that would originate at 14th Street South and would provide direct access to the main entrance of the school.

B. Concern

Parents are double parking their motor vehicles in the student drop-off/pick-up zone.

Analysis

Double parking of motor vehicles by adults dropping off and picking up students was observed. School enforcement is minimal at best. Adding staff or re-designating staff time to reduce the amount of double parking in the school parking lot may be needed.

Recommendation

There are numerous education and encouragement activities that may help reduce the occurrences of double parking of vehicles in the pick-up/drop-off zone of Ellen Hopkins Elementary School. The Safe Routes to School Guide states that there are numerous tools that can be used to improve the safety and efficiency of the drop-off and pick-up process at schools such as: encouraging walking, bicycling and carpooling, curb striping and other pavement markings, signage, separating motor vehicle from pedestrians and bicyclists, adding a drop-off and pick-up lane, assistants to help students exit and enter motor vehicles, adding an off-site queuing lane, education, including maps and frequent reminders using school announcements and newsletters, and monitoring and enforcement of drop-off and pick-up policies. It is recommended that further investigation into these examples be pursued.

C. *Concern*

Eighth Street is a major barrier for bicycling and walking. Parents and students do not feel comfortable walking or bicycling across this arterial corridor.

Analysis

Eighth Street is a four-lane arterial corridor with significant truck volumes. Since it is not appropriate to reduce roadway volumes on arterials, behavioral approaches to increasing the safety of students and parents moving across this corridor as well as modifications to pedestrian signal timing may be necessary.

Recommendation

Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents that are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Responsible adults would pick up the students on bicycle or on foot and lead them to and from the school site. Also, a review of pedestrian signal timing at popular or necessary signalized crossings should occur to see if there are modifications that can be made which would enhance the safety and sense of comfort for those students and adults who would like to or need to make crossings of 8th Street South to get to Ellen Hopkins Elementary School. The striped crosswalks at 20th Avenue South have worn away for the most part. It is recommended that this set of east-west crosswalks be re-striped. This intersection is .2 miles from the school site.

D. *Concern*

Stranger danger was mentioned by parents when discussions turned to children traveling alone or in pairs to get to and from school.

Analysis

Metro COG does not suggest that any child walk to school alone. Walking with a friend or a group of friends is always safer if for no other reason than there are more eyes paying attention during the process of crossing streets. Law enforcement has stated that stranger danger is no more probable in Moorhead than any other similar sized type of community in the country. With the advent of Safe Routes to School programs there are now very effective ways of dealing with stranger danger.

Recommendation

Ellen Hopkins Elementary School should implement a walking school bus and bicycle pool program as soon as it is feasible. These types of programs may help to reduce parents' fear of stranger danger and should help in increasing community involvement in the Safe Routes to School effort.

E. *Concern*

Lack of direct connection from Andrew Swenson Addition to Ellen Hopkins School.

Analysis

Students who live in the Andrew Swenson Addition must walk along 28th Avenue South (no sidewalk present) and then back track on 14th Street South headed north to get to Ellen Hopkins Elementary School. There is an easement abutting 1606 27th Avenue South. The paved easement then stops at the property line of the Probstfield Education Center. Students then must walk across grass to get to a cement sidewalk on the Probstfield campus that then leads to 14th Street South. The distance is approximately 187.5 feet to the cement sidewalk on the Probstfield campus. There is administrative support for connecting the Andrew Swenson Addition to the sidewalk system on the Probstfield campus. The connection would help to keep Ellen Hopkins students away from 28th Street South which is home of the Minnesota State Community and Technical College.

Recommendation

Moorhead Area School District officials should review the opportunity to complete this Safe Routes to School connection.

F. Concern

Crosswalk markings are worn or not present

Analysis

Several intersections have worn crosswalk striping or no striped crosswalks.

Recommendation

Pedestrian counts should be completed at the following intersections to see if striping crosswalks is justified:

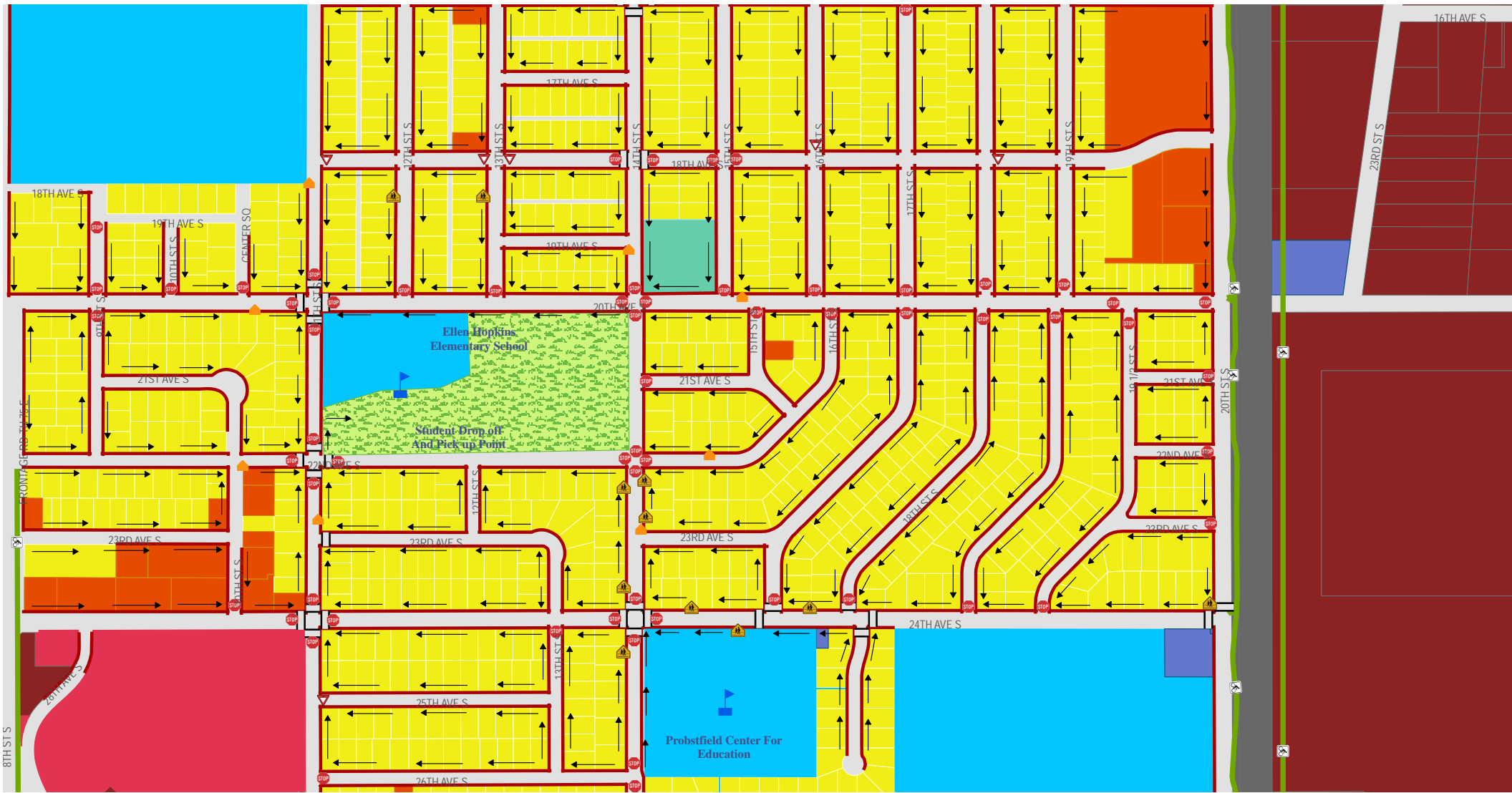
- 14th Street South and 20th Avenue South – all four legs
- 14th Street South and 22nd Avenue South – the southern and eastern legs









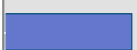


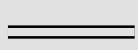
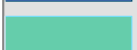



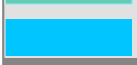

Re-striping at the following intersection should occur due to very worn striping.

- 8th Street South and 20th Avenue South – northern and southern legs of intersection

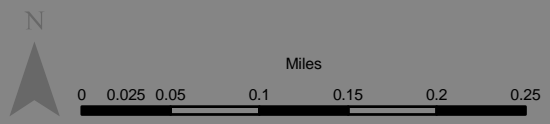
This space left blank intentionally

MAP 4: ELLEN HOPKINS ELEMENTARY SCHOOL



	Vacant or Other		Commercial		School		Bikeway
	Parks and Recreation		Multi Family Residential		Flashing beacon and School Sign		Sidewalk
	Institutional or Community		Single Family Residential		Yield		crossings
	Public Assembly Structure		Transportation or Utility		School /Ped Crossing Sign		Pedestrian Route
	Schools and Universities				Stop		

2009 Safe Routes To School Map



Chapter 4 – S.G. Reinertsen Elementary School

Introduction

What follows in this chapter is a full review of S.G. Reinertsen Elementary School, including grades served, hours of operation, enrollment information, existing crossing guard program information, crash information, school site concerns with analysis and recommendations and a safe routes to school map.

Existing conditions for this school site were recorded in the fall of 2006 and spring of 2007. Improvements made prior to the completion of this document but after the existing conditions review have been noted in the document. The Safe Routes to School map found in this chapter is a set of recommended routes and due to changing road and weather conditions may not always represent the safest routes on a given day. The purpose of this map is to provide enough information that each parent and student can decide for themselves the most comfortable route to walk or bicycle to their school.

School Description

S. G. Reinertsen Elementary School is located at 1201 40th Avenue South and houses Kindergarten through fifth graders. Its hours of operation are 8:20 a.m. to 2:50 p.m. Morning Kindergarten is from 8:20 a.m. to 10:50 a.m. Afternoon Kindergarten is from 12:20 p.m. to 2:50 p.m. Approximate enrollment is 825.

Crossing Guard Patrols

The crossing guard program at S.G. Reinertsen Elementary School consists of fifth graders and supervising adults. Students cover intersections at 40th Avenue South and 11th Street South, 40th Avenue South and 14th Street South as well as at the entrance to the visitors' parking lot and a mid-block crossing on 14th Street South. Students are at their morning posts by 7:55 a.m. and finish at 8:15 a.m. Students arrive at their afternoon posts by 2:50 p.m. and finish at 3:05 p.m. Whenever weather is too severe for student crossing guards to be outside; adult supervisors cover at all times. There are four adult crossing guards and 65 5th graders signed up for the 2008-2009 academic year.

School Age Bicyclist and Pedestrian Crashes

No crashes reported between 2004 and 2006

Identifying Safety Issues

Metro COG gathered public input through two series of public input sessions. Metro COG set up an information table and engaged parents and passersby during the February 2007 parent conferences and at the spring 2007 parent conferences at Robert Asp, S.G. Reinertsen, and Ellen Hopkins elementary schools as well as at Horizon Middle School. Two primary concerns that were vocalized by the public at all school locations were the perceived danger of crossing arterial roadways to get to school sites and stranger danger; contact was also made with PTA members.

Issues and Concerns

Public and staff input have spoken to Trunk Highway 75 (8th Street South) as being a major barrier to walking and bicycling to school. The lack of residential development also was a

concern to many parents in relation to safety and security while walking or bicycling to school. Issues and concerns for S.G. Reinertsen Elementary School are as follows:

- A. Non - ADA compliant shared use path ramps at 40th Avenue and 14th Street as well as at bus exit and parent drop-off entrance.
- B. No STOP signs at parent drop-off exit or bus exit
- C. Stranger Danger
- D. Crossing Trunk Highway 75

A. *Concern*

Non - ADA compliant shared use path ramps at 40th Avenue and 14th Street as well as at bus exit and parent drop-off entrance.

Analysis

There are textured ramps in these locations which were meant to serve the visually impaired. The present design does not use the Access Board mandated detectable warning (truncated dome) design.

Recommendation

Shared use path ramps should have detectable warnings (truncated dome panels) installed as soon as is feasibly possible.

B. *Concern*

No STOP signs at parent drop-off exit or bus exit

Analysis

Based on site visit observations, drivers are not making full stops before entering 14th Street or are rolling onto the shared use path before making their required stop.

Recommendation

STOP signs should be installed as soon as possible.

C. *Concern*

Stranger danger is a concern of parents at S.G. Reinertsen School.

Analysis

Parents felt that the remoteness of S.G. Reinertsen Elementary School could create a greater risk of stranger danger. Development is occurring around S.G. Reinertsen Elementary School. Metro COG does not suggest that any child walk to school alone. Walking with a friend or a group of friends is always safer if for no other reason than there are more eyes paying attention during the process of crossing streets. Law enforcement has stated that stranger danger is no more probable in Moorhead than any other similar sized type of community in the country. With the advent of Safe Routes to School programs there are now very effective ways of dealing with stranger danger.

Recommendation

S.G. Reinertsen should implement a walking school bus and bicycle pool program as soon as it is feasible. These types of groups will help to reduce parents' fear of stranger danger and should help in increasing community involvement in the Safe Routes to School effort. Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents who are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Responsible adults would pick up the students on bicycle or on foot and lead them to and from the school site.

D. Concern

Trunk Highway 75/Eighth Street is a major barrier for many parents. It is a four-lane arterial roadway on which many trucks travel. Parents are very hesitant to let their children cross this major roadway to get to S.G. Reinertsen Elementary School.

Analysis

Highway 75/Eighth Street is a major barrier for many parents. Those students that live west of Highway 75 are bused or driven by their parents to school. Parents were not convinced that enhanced at-grade crossings of Highway 75 would make crossing this corridor any safer. A pedestrian underpass is scheduled to be built in 2009. It will significantly enhance the ease and safety of crossing Eighth Street.

Recommendation

Media coverage and a grand opening celebration of the pedestrian underpass should be considered to build community support and awareness of the new underpass that will be built near this intersection in 2009. In addition to a grand opening celebration, walking school bus and bicycle pool programs should be considered by administration at S.G. Reinertsen School. Walking school buses and bicycle pools are two types of programs that can increase the number of students walking and bicycling to school. The school site must have a champion to organize the parents who are interested in such a program and be given the resources to contact these parents. Volunteers would be organized and scheduled. Parents or responsible adults would pick up the students in the morning and afternoon on bicycle or on foot and lead them to and from the school site.

E. Concern

It is felt that cars are traveling too fast on 14th Street just north of 40th Avenue South.

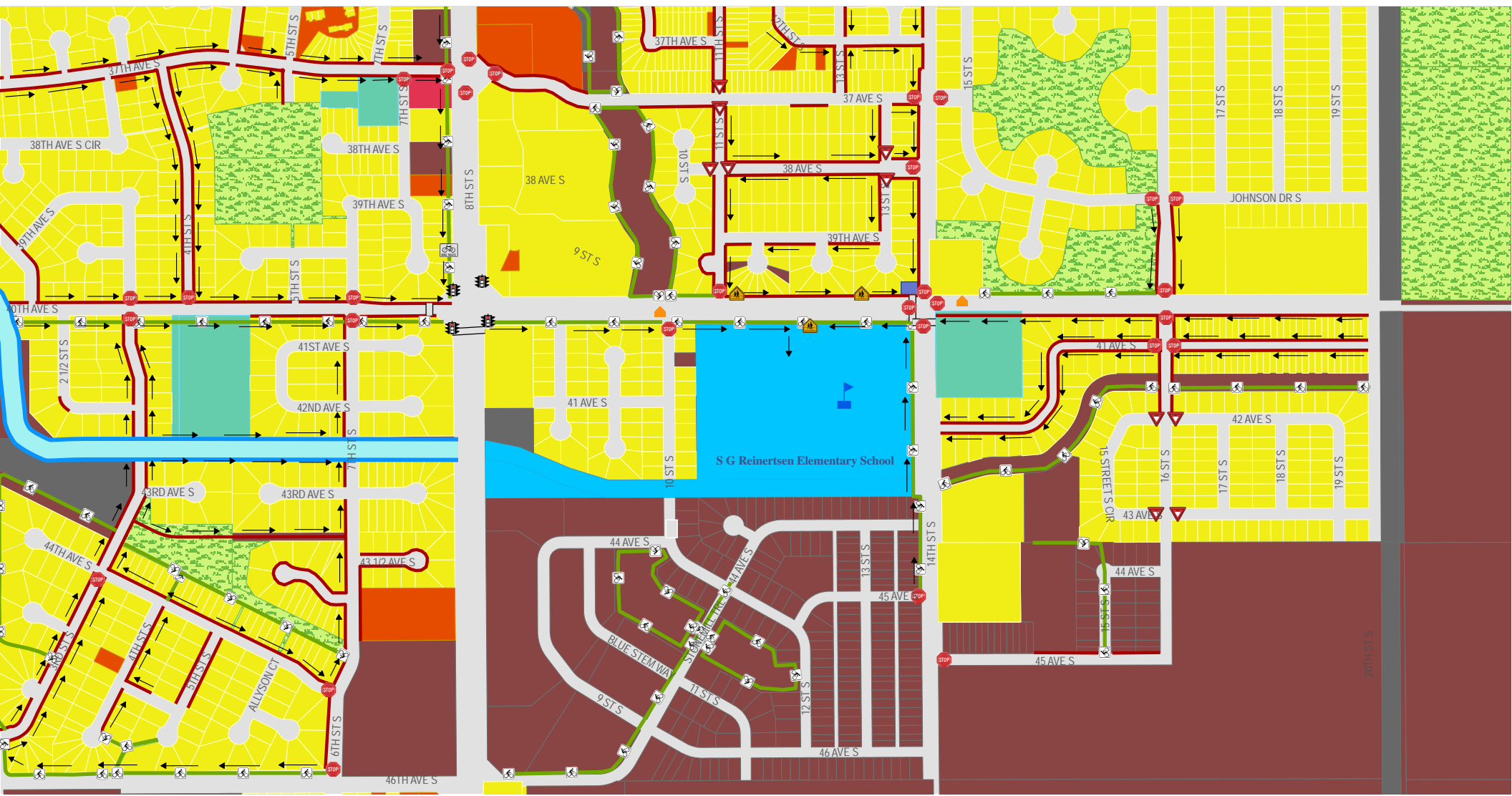
Analysis

Input was provided by S.G. Reinertsen administration that school speed limit signs with flashing beacons are desired on 14th Street South.

Recommendation

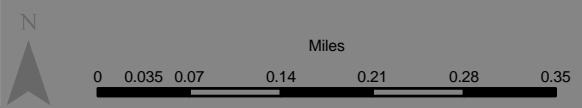
The school district should discuss their interest in having school speed limit signs with flashing beacons on 14th Street South north of 40th Avenue installed with the City of Moorhead to see if conditions are met for such hardware.

MAP 5: S G REINERTSEN ELEMENTARY SCHOOL



	Vacant or Other		Commercial		Flashing Beacons		Bikeway
	Parks and Recreation		Multi Family Residential		School		Sidewalk
	Institutional or Community		Single Family Residential		Yield		Crosswalk
	Public Assembly Structure		Transportation or Utility		School /Ped Crossing Sign		Pedestrian Route
	Schools and Universities				Stop		

2009 Safe Routes To School Map



Chapter 5 – Horizon Middle School

Introduction

What follows in this chapter is a full review of Horizon Middle School, including grades served, hours of operation, enrollment information, existing crossing guard program information, crash information, school site concerns with analysis and recommendations and a safe routes to school map.

Existing conditions for this school site were recorded in the fall of 2006 and spring of 2007. Improvements made prior to the completion of this document but after the existing conditions review have been noted in the document. The Safe Routes to School map found in this chapter is a set of recommended routes and due to changing road and weather conditions may not always represent the safest routes on a given day. The purpose of this map is to provide enough information that each parent and student can decide for themselves the most comfortable route to walk or bicycle to their school.

School Description

Horizon Middle School is located at 3601 12th Avenue South and houses Sixth through Eighth graders. Its hours of operation are 7:45 a.m. to 2:15 p.m. Approximate enrollment is 1,175.

Crossing Guard Patrols

There is no crossing guard patrol at Horizon Middle School.

School Age Bicyclist and Pedestrian Crashes

No crashes reported between 2004 and 2006

Identifying Safety Issues

Metro COG gathered public input through two series of public input sessions. Metro COG set up an information table and engaged parents and passersby during the February 2007 parent conferences and at the spring 2007 parent conferences at Robert Asp, S.G. Reinertsen, and Ellen Hopkins elementary schools as well as at Horizon Middle School. Contact was made with PTAC members at each school site. Two primary concerns that were vocalized by the public at all school locations were the perceived danger of crossing arterial roadways to get to school sites and stranger danger.

Issues and Concerns

Public input has spoken to perceived safety concerns at the intersection of 12th Avenue South and 34th Street South. Concern about the isolated nature of the middle school in relation to walking and bicycling to Horizon has also been voiced. Issues and concerns for Horizon Middle School are as follows:

- A. Crossing safety at 12th Avenue South and 34th Street South is in question
- B. Crossing of Highway 52 (Main Avenue SE)
- C. Stranger danger

Analysis and Recommendations

A. *Concern*

Crossing safety at 12th Avenue and 34th Street is in question.

Analysis

Intersection has pedestrian signal heads and striped crosswalks. Visibility is good in all directions and there is a median for pedestrian storage as well as a pedestrian push button to “call up” the WALK signal.

Recommendation

No recommendation at this time.

B. *Concern*

Crossing of Highway 52 (Main Avenue SE)

Analysis

Twelfth Avenue South is a major east-west connector to Horizon Middle School. There are no bicycle or pedestrian facilities between 20th Street South and the ditch just east of Main Avenue SE (Highway 52). Addition of a shared use path would add a missing link to this corridor.

Recommendation

The City of Moorhead should consider off-road bicycling and walking facilities along 12th Avenue South between 20th Street South and the ditch just east of Main Avenue SE (Highway 52).

C. *Concern*

Stranger danger

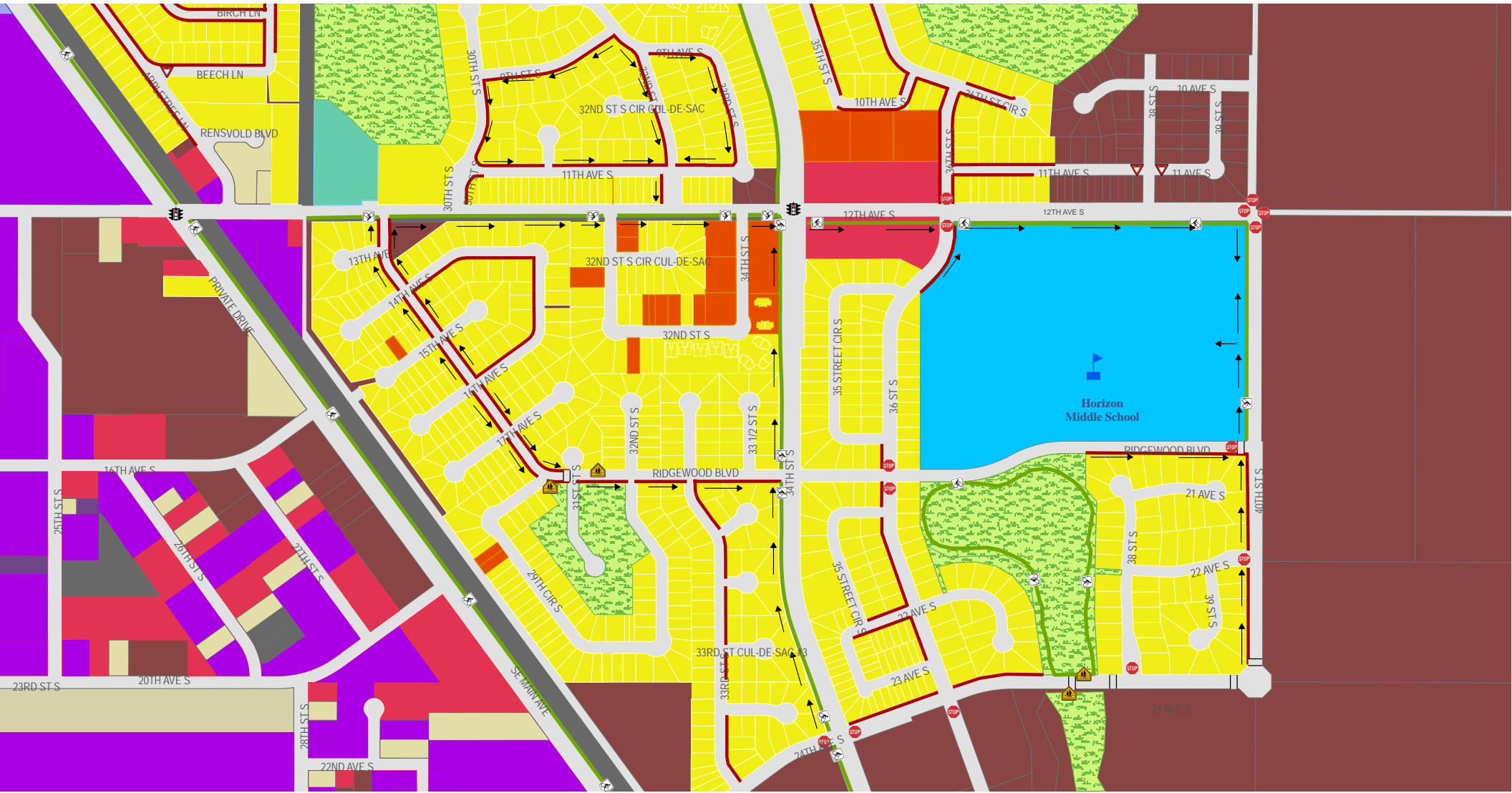
Analysis

Residential development adjacent to Horizon Middle School is minimal causing some parents to feel the walking trip or bicycle trip to the school site is too remote to be completed safely.

Recommendation

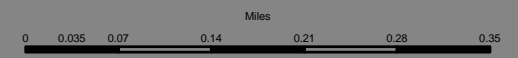
Though the students are on the older end of the Safe Routes to School spectrum, walking in organized groups could help allay parents’ fear of stranger danger. The walking groups may need to be organized in a less conspicuous way due to image concerns by students.

MAP 6: HORIZON MIDDLE SCHOOL



	Vacant or Other		Schools and Universities		School		Sidewalk
	Parks and Recreation		Commercial		Yield		Bikeway
	Industrial		Multi Family Residential		School /Ped Crossing Sign		Crosswalk
	Office		Single Family Residential		Stop		Pedestrian Route
	Institutional or Community		Transportation or Utility		Flashing beacon and School Sign		
	Public Assembly Structure						

2009 Safe Routes To School Map



Chapter 6 – Potential Funding Resources

State of Minnesota (MnDOT) Distribution of Federal SRTS Funds

MnDOT requires all interested parties to apply for SRTS funds. The funding split is 70% for infrastructure, 10% for education and enforcement, and 20% that may be used in either category.

Minnesota Safe Routes to School Funding	
2005	\$830,400.00
2006	\$1,211,509.20
2007	\$1,644,551.10
2008	\$2,035,255.30
2009	\$2,545,531.55
TOTAL	\$8,267,247.00

Eligibility

Projects from public and non-profit entities are eligible for funding. The MN SRTS program is not a part of the Area Transportation Partnership (ATP) allocation process; (each of the eight ATPs located throughout Minnesota receives federal Transportation Enhancement funds annually to be awarded to TE applicants within their ATP district) it is a centralized program. All SRTS applications go to the Minnesota Department of Transportation Office of Transit where a statewide grant-making approach is used to identify and fund projects.

Intent to Apply for Federal Safe Routes to School Funds

Once the Study is formally approved by the SRTS steering review committee and the Metro COG Policy Board as well as being accepted by the Moorhead School Board and City Council, funding for the prioritized list of projects can be applied for by the City of Moorhead or the Moorhead School District if either agency decides to do so. Metro COG will offer assistance with the application process. The project sponsor will receive the federal funding, design the projects, and will be responsible for meeting engineering design standards and project memorandum milestones. If funding does not become available for certain projects and there is a desire to see a re-prioritization of some or all candidate projects then it is recommended that the Study Review Committee reconvene to ensure that the top safety improvements are addressed.

Other Funding Sources

Blue Cross Blue Shield of Minnesota (BCBS) “Prevention Minnesota”

A substantial portion of Minnesota’s tobacco settlement will be used to support active living improvements for healthy lifestyles across the state. Programs can support infrastructure improvements as well as social support programs. Attention should be paid for grant opportunities that are a good fit for the goals of Safe Routes to Schools.

Transportation Enhancement Funds and Safety Funds

Transportation Enhancement Activities offer communities the opportunity to expand transportation choices. Eligible activities include safe bicycle and pedestrian facilities, scenic routes, beautification, and other investments to increase opportunities for recreation,

accessibility, and safety for everyone beyond traditional highway programs. There are twelve key eligible activities for these funds:

- Pedestrian and bicycle facilities
- Pedestrian and bicycle safety and education
- Acquisition of scenic or historic easements
- Scenic or historic highway program including tourist and welcome centers
- Landscaping and scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures or facilities
- Conversion of abandoned railway corridor or rails
- Inventory, control, and removal of outdoor advertising
- Archaeological planning and research
- Environmental mitigation of runoff pollution and provision of wildlife connectivity
- Establishment of transportation museums

Federal Safety Funds

Originally enacted in 1966, the Highway Safety Act required agencies to establish uniform standards for state highway safety programs to assist states and local communities in implementing their highway safety programs. Highway safety funds are used to support state and community programs to reduce deaths and injuries on highways. Pedestrian safety is eligible for Section 402 Funds. These funds can be used for safety initiatives such as conducting data analyses, developing safety education programs, and conducting community-wide pedestrian safety programs. The 402 Program is jointly administered by the National Highway Traffic Safety Administration and the Federal Highway Administration. Highway Safety Funds can also be used for some limited safety-related engineering projects.

This space left blank intentionally

Chapter 7 – Policy and Programming Recommendations

Moorhead Comprehensive Plan: Schools and Institution Policy

Policy 11.1

Since 1991 much has changed in the way the Moorhead School District deals with school siting practices. Consolidation of school sites has been a major change in practice. The Moorhead Comprehensive Plan (plan) speaks to the need to address economic challenges facing the siting and design of institutional facilities (public schools). The Plan specifically states *Larger facilities are needed to achieve economic efficiencies and growing participation* (pg. 2-44 Moorhead Comprehensive Plan). The Plan goes on to state the desire to locate new schools on the edge of neighborhoods as well as adjacent to major roadways where possible. This type of regional policy development tends to create longer trips for parents and students as well as fewer walking and bicycling trips to school. Public input has suggested that the remoteness of S.G. Reinertsen has caused some parents to not let their children walk or bicycle to school. Many parents do not want their children crossing Trunk Highway 75 or other major roadways. Schools and Institutions Policy 11.1 found in the Plan should be reviewed for its effect on the activity levels of K-8 school children attending Moorhead Area Public Schools as well as its effect on the willingness of parents to let their children walk or bicycle to school.

Policy 11.2

Policy 11.2 speaks to the desire to encourage the location of schools and institutions adjacent to community parks and open spaces. The policy goes on to state that trails and sidewalks should be designed to foster walking between schools, institutions and the adjacent neighborhood. This policy appears to support bicycling and walking from adjacent neighborhoods which is in alignment with the goals of the Safe Routes to School Program but in conjunction with Policy 11.1 is not likely to be very effective since many parents are uncomfortable with their children crossing major roadways.

Policy 11.6

Policy 11.6 encourages schools and institutions to coordinate their facilities plans with land-use decisions made by the City of Moorhead. This policy should continue to be encouraged. In addition, Metro Area Transit should be involved in school siting and school design so as to maximize use of its system. Using Metro Area Transit buses may produce some financial efficiencies for the School District which is a major driver of infrastructure, residential development and roadway network development. Transportation costs have risen immensely in the last three to five years due to rapidly rising fuel costs. In matters of school siting and school site development the Moorhead School District, the City of Moorhead and Metro Area Transit should be working together very closely to gain maximum efficiency and effectiveness of school district and city resources.

Walking and Bicycling to School

In conversations with the public during the public input process Metro COG staff came away with the impression that little was being done in the way of specific programmatic efforts to encourage bicycling and walking to school sites. The Moorhead School District should continue to increase programming to encourage walking and bicycling to school as a regular behavior. Programs such as walking school buses and bicycle pools as well as the Freiker Program

(www.freiker.org) may be ways to build excitement towards more active lifestyles. District wide participation in International Walk to School Day may be beneficial as well.

Vehicles on School Campuses

During site visits Metro COG staff noticed significant numbers of private vehicles bringing students to K-8 school sites. Most vehicles were carrying no more than two students. There was double parking taking place at some school sites. Some queues interrupted traffic flow on adjacent streets. The presence of high numbers of automobiles dropping off and picking up students could possibly compromise the safety of students. The Moorhead School District should work with its principals to encourage regular carpooling by parents and staff as well as walking and bicycling by parents and staff.

Stranger Danger

One of the top two comments made as to why parents didn't feel comfortable letting their children walk or bicycle to school had to do with stranger danger issues. The Moorhead School District should work with the Moorhead Police Department to educate parents as to proactive techniques to reduce the risk of this type of problem. The Moorhead School District should review and implement techniques that would reduce the stranger danger factor and increase the number of students and parents walking and bicycling to school sites. Ideas for such programmatic efforts can be found at <http://www.saferoutesinfo.org/guide/>.

Prioritized List of Infrastructure Recommendations

Based on the Study Review Committee's review and analysis of potential infrastructure and programming projects, education and encouragement activities are priorities for future Safe Routes to School planning and programming efforts. No specific timelines have been set for recommendations listed. All projects selected for implementation will meet Minnesota Department of Transportation specifications and the Manual on Uniform Traffic Control Devices standards. Funding sources for construction or implementation will be identified for all projects. Maintenance funding will also be identified prior to construction or implementation.

This space left blank intentionally

APPENDIX 1

PUBLIC INPUT SUMMARY

NOTICE TO PARENTS

Metro COG met with the steering review committee in late 2006 to discuss and evaluate strategies for obtaining public feedback pertaining to chosen walking and bicycling routes to Moorhead's K-8 schools. The Committee felt that making contact with the parents, students and interested persons during parent/teacher conferences would be the best and most efficient way to connect with the public. Below is the Website-based notification developed by Metro COG and the Moorhead School District.

K-8 parents to be asked for feedback during conferences as part of Safe Routes to School program

2/20/2007

Metro COG, the metropolitan planning organization for the Fargo-Moorhead area, is working with schools in Moorhead to create a Safe Routes to School program that meets the needs of schools serving K-8 students.

Safe Routes to School is a federally funded program designed to improve conditions for bicycling and walking to school. The goal of the program is to reverse the 30-year decline in the number of children walking to school and reintroduce opportunities for safe and regular physical activity. The program offers grant money that can be used to implement safety education and awareness programs or to build sidewalks, improved crosswalks, curb ramps, etc.

During K-8 parent-teacher conferences on February 26-27 and during K-5 parent-teacher conferences on March 1, Metro COG will have tables and posters set up at the schools. Parents will be able to provide feedback about perceived safety at the school site and the neighborhood routes used to get to school. In addition, parents will be invited to participate in the Red Dot/Green Dot activity.

If you have any questions please contact Justin Kristan, Metro COG regional bicycle and pedestrian coordinator, at (701) 232-3242 Ext. 36 or via e-mail at jkristan@fmmetrocog.

Public Input Summary

The Moorhead Safe Routes to School Study was prepared with public input being a key ingredient in the recognition of needs for safety improvements as well as in the development of key bicycling and walking connections adjacent to the school study sites. The public input portion of the Study provided consistent insight into the perceptions of safety and convenience for those adults with school age children. The comments provided from parents and interested parties do not represent a majority of the parents or interested parties at any school site. The public input came from relatively small groups of interested persons. The significance of this input is in the patterns of concerns and suggestions.

Steering Committee

Representatives from the City of Moorhead Engineering Department, the Moorhead School District transportation and communication elements, Clay County Public Health Department, Moorhead elementary school principals and the City of Moorhead Planning Department sat on the steering committee as well as a resident of Moorhead. The steering committee played a direct role in guiding the progression of the Study and provided insights into the educational, engineering and transportation details surrounding the Study.

Public Input Meetings

Public input was gathered during parent-teacher conferences in February and May of 2007. Metro COG staff set up presentation boards and provided comments sheets and invited adults to participate in the *Green Dot/Red Dot* activity. This activity was meant to give Metro COG staff a visual cue as to where students were traveling to school from and how. The following notes are a summary of comments from parents and interested adults as well as students.

Robert Asp Elementary School

- Greatest concern was Stranger Danger, mentioned by those parents that let their children walk to school and those that don't.
- Some parents felt it was too far to walk or bicycle to school. This determination seemed to be more related to the child's age than the actual distance to the school.
- Many parents made positive comments regarding the school crossing guard patrol.

Ellen Hopkins Elementary School

- Many of the parents Metro COG staff met with had students who attended a district wide Spanish Immersion Program at Ellen Hopkins Elementary School. Due to the fact that many of these students live in north Moorhead they are unable to bicycle or walk to school due to time and distance constraints.
- Some parents do not let their children bicycle or walk to school because of the necessary crossing of Trunk Highway 75 (TH 75) (8th Street South). Parents definitely feel that TH 75 is a barrier to bicycling or walking to Ellen Hopkins School.
- Some parents mentioned that they did not want their child to walk or bicycle alone. When the idea of a walking school bus or bike pool was mentioned it was received positively.
- Distance was an issue for many of the families.
- Stranger Danger was an issue for many families.

- The principal was interested in a training program for children who want to ride a bicycle to school.

S. G. Reinertsen Elementary School

- Most parents stated that Trunk Highway 75 (8th Street South) is a major barrier to letting their children walk or bicycle to school.
- Parents also felt that the lack of development was a security issue.
- One parent shared concern about 14th Street sidewalk near Reinertsen via phone.

Horizon Middle School

- TH 75 was seen as a barrier to letting children walk or bicycle to school.
- A lack of continuity in sidewalks and bicycle paths was seen as a problem.
- The intersection of 12 Avenue South and 34th Street South was seen as a dangerous intersection.

PTAC Input

Metro COG staff made presentations to the parent teacher advisory committee (PTAC) of Horizon Middle School, Robert Asp Elementary School, Ellen Hopkins Elementary School and S.G. Reinertsen Elementary School. These meetings were not dedicated to the Safe Routes to School Program and thus once presentations were completed comment sheets were handed out with the expectation that the comment sheets would be mailed in at a later date. Several comment forms were requested at each PTAC meeting but only three comment sheets were returned to Metro COG. The low return rate may have had to do with the setting in which the comment sheets were handed out.

Horizon Middle School

- Safe routes to the school not existent
- Connections to all schools from all directions should be considered
- 34th Street South and 12th Avenue South intersection not safe
- Sidewalks should link neighborhoods to schools
- Bicycle safety (education) always important

No input was received from Robert Asp Elementary School, Ellen Hopkins Elementary School or S. G. Reinertsen Elementary School.

APPENDIX 2

SAFE ROUTES TO SCHOOL RESOURCES

SRTS RESOURCES

1. Minnesota Department of Transportation
<http://www.dot.state.mn.us/saferoutes/index.html>
2. National Center for Safe Routes to School
<http://www.saferoutesinfo.org/>
3. National Center For Safe Routes to School Guide
<http://www.saferoutesinfo.org/guide/>
4. Safe Routes to School National Partnership
<http://www.saferoutespartnership.org/>
5. Federal Highway Administration
<http://safety.fhwa.dot.gov/saferoutes/>
6. Marin County Bicycle Coalition – Safe Routes to School Program
<http://www.saferoutestoschools.org/>

This space left blank intentionally

APPENDIX 3

CITY OF MOORHEAD SIDEWALK ORDINANCES

8-3-4: DUTY OF PROPERTY OWNERS TO CONSTRUCT SIDEWALK:

The duty to construct sidewalks in the city of Moorhead shall be as follows:

- A. Except as hereinafter provided in subsection E or F of this section, the original owner of any building constructed in the city of Moorhead shall construct sidewalks along the street of its front yard in accordance with the requirements of this section. This provision will apply to all lots for which a building permit is granted after the effective date hereof. Construction of sidewalks on lots covered by this section shall normally be completed prior to the issuance of a certificate of occupancy for any building constructed on such lots. Provided, however, the building official may issue a certificate of occupancy, even if the required sidewalk is not completed if the lot owner presents proof to the building inspector that there is a contract in place for the construction of the sidewalk, or if the owner of the lot has filed a petition requesting the city to install such sidewalk and to assess the cost of such installation against the owner's property. If the owner submitted proof of a contract to construct the sidewalk, and the sidewalk is not constructed within sixty (60) days of the issuance of the certificate of occupancy, or within sixty (60) days after the first day a sidewalk permit is issued for the next construction season for a certificate of occupancy issued in the winter, the city may contract to install the sidewalk and assess the cost against the lot owner. In addition, if the contractor, or subcontractor, who had the contract to construct the sidewalk fails to construct the sidewalk in the time frame required, that contractor, or subcontractor, may face a suspension of its right to be issued further building, and/or sidewalk permits in the city of Moorhead for a period up to one year.
- B. The owner of any lot or parcel of land adjoining any street in the city of Moorhead shall reconstruct and maintain in good repair such sidewalks along the street(s) as have been previously constructed, and must construct such sidewalks when so ordered by resolution of the city council. Provided, that for corner lots, the sidewalk along the side yard of the lot and pedestrian ramps at the intersection will be constructed by the city at the time the adjacent street is constructed, and the cost of such sidewalk and ramp will be assessed as part of the street district in accordance to city policy. Alternatively, sidewalks along the side yard of lots and pedestrian ramps will be constructed by the city as part of a sidewalk improvement district and assessed according to city policy.
- C. Sidewalks must be constructed in accordance with all of the requirements of this section and in accordance with the current sidewalk specifications available at the office of the city engineer.
- D. It is the policy of the city of Moorhead that sidewalks be constructed along both sides of all new streets and within new cul-de-sacs. The city also may require sidewalks in older subdivisions, or other places where sidewalks do not now exist, even if those sidewalks originally were not required. Construction of sidewalks not covered by subsection A of this section may be required by resolution of the city council.
- E. A developer, at the time of platting a new subdivision or re-platting a subdivision, must submit a sidewalk plan for approval by the planning commission and city council, which plan shall be incorporated into a developer's agreement for that plat. The city council for good cause shown, may waive the requirement for sidewalks on both sides of all streets and within cul-de-sacs, or sidewalks in industrial zoned areas pursuant to section 11-5-8 of this code. If the city waives the requirement for certain lots, the requirement of subsection A of this section will not apply.

- F. Landowners may petition for sidewalk waivers to the city council using the following procedure:
 - 1. A written petition, signed by a majority of the property owners within the area for which the waiver is requested may be submitted to the city clerk.
 - 2. The city council will consider the petition and may request planning and zoning commission recommendations in making its final decision on the petition.
 - 3. A waiver of the requirement for sidewalks will not constitute a waiver of the requirement to provide sufficient right of way to accommodate sidewalks in the future, in the event the waiver is rescinded pursuant to subsection G of this section. If the city waives the sidewalk requirement for certain lots, the requirement of subsection A of this section will not apply to those lots.
- G. A waiver of the requirement for sidewalks which is granted pursuant to subsections E and F of this section may be rescinded as follows:
 - 1. Upon submission of a petition signed by a majority of the owners of the property located within the area, which is the subject of the waiver.
 - 2. If the city determines that sidewalks in the area are necessary and that the rescission of the previously granted waiver is in the public interest.
 - 3. Provided, however, that no such waiver shall be rescinded by the city without first having a public hearing on such decision after providing ten (10) days' written notice of the hearing to all landowners abutting the portion of the right of way where the rescission of the waiver is being considered.
- H. All new sidewalk construction must conform to the Americans with disabilities act (ADA) standards adopted by the city of Moorhead, which standards will be available at the office of the city engineer.
- I. All sidewalks built on public right of way within the city of Moorhead must be built on the line and grade set by the city engineer or his designee. Every person, firm or corporation before undertaking any sidewalk construction, reconstruction or repair must request the city engineer or his designee to set the line and grade, and obtain a permit therefore and pay the necessary fee required by the city.
- J. All sidewalks on public rights of way must be a minimum of four inches (4") thick, except within driveways where the sidewalk must be the same thickness as the driveway. Provided, however, if a sidewalk is already constructed and then a driveway is added, the existing four inch (4") sidewalk need not be replaced. Sidewalks over vaults or other openings must be constructed to carry a load of not less than two hundred fifty (250) pounds per square foot. All sidewalks must be four and one-half feet (4 1/2') in width. (Ord. 2006-1, 3-6-2006)

This space left blank intentionally

11-5-8: SIDEWALKS:

- A. All subdivisions within the city will be required to provide sidewalks on both sides of all arterial, collector, local and cul-de-sac street(s). Cul-de-sac streets will be required to provide sidewalks around the bulb of the cul-de-sac.
- B. The city may deviate from the standards of subsection A of this section and require a sidewalk on only one side of the street or not require the installation of sidewalks if, as determined by the city, the projected pedestrian volume is such to not create a public safety concern if sidewalk(s) are not constructed. Factors to consider when reviewing the projected pedestrian volume must include, but not be limited to:
 - 1. The expected population density of the area;
 - 2. The location of pedestrian traffic generators within walking distance;
 - 3. The relationship of the subdivision to adjacent existing and projected land uses;
 - 4. Design of the subdivision for which sidewalks are required;
- C. All sidewalks proposed for a subdivision must conform to the standards outlined in section 11-6-3 of this title. (Ord. 2004-41, 1-3-2005)

This space left blank intentionally

11-6-3: SIDEWALKS:

Unless approved by the city engineer and established as part of a developers agreement, sidewalks, where required:

- A. Must be a minimum of four and one-half feet (4 1/2') wide and setback a minimum of seven feet (7') from the curb line.
- B. Must be concrete, four inches (4") thick, placed on a two inch (2") sand cushion.
- C. Must slope one-fourth inch (1/4") per foot away from the property line and the profile grade must not exceed eight percent (8%). All grades must be constructed as approved by the city engineer.
- D. Must be designed to accommodate applicable ADA requirements and street intersection ramps.
- E. Costs associated with the installation of sidewalks within each subdivision will be paid in full and assessed equally on a per lot basis within said subdivision provided any property owner of record who has installed sidewalk in accordance with all provisions of an executed developers agreement, at their own expense, will only be assessed the per lot assessment for sidewalks installed along side lot frontage. (Ord. 2004-41, 1-3-2005)

This space left blank intentionally

8-1-5: REMOVAL OF SNOW AND ICE:

A. From Sidewalks:

1. **Duty of Occupant:** The occupant of every building fronting upon any street or avenue, and the owner of any unoccupied lot fronting upon any street shall clean the sidewalk in front of the building or unoccupied lot of snow and ice by nine o'clock (9:00) P.M. of each day, and cause the same to be kept clean of snow and ice.
2. **City Removal:** In all cases where snow and ice are not removed from sidewalks within the time and in the manner as provided in this Section, it may be removed by authorized City personnel, and the necessary expenses thereof, along with an administrative fee to be set by resolution of the City Council, shall be chargeable against the abutting property.
3. **Assess Costs, Lien:**
 - a. Each year a list shall be made and filed in the office of the City Clerk, of the property so chargeable and assessed, against each lot and tract separately, stating the owner's name so far as known.
 - b. The City Clerk shall give notice by publication in the official newspaper of the hearing and confirmation of such report and assessment notifying all persons objecting to appear and present their objections, such notice to be published once in each week for two (2) consecutive weeks.
 - c. At a regular meeting of the Council, or at such meeting as the hearing and confirmation of such assessment will be adjourned to, the Council shall take up and consider such assessment and shall hear any objection, and after revising and correcting the same, if necessary so to do, shall approve and confirm the same.
 - d. The City Clerk shall attach to such list a certificate that it is true and correct as confirmed by the Council, and shall file such assessment list in the City Clerk's office. The assessment with interest and penalty shall be a lien upon the property upon which the assessment is levied from the time the assessment list is approved by the Council, and shall remain a lien until fully paid, and no mistake in the description of the property or in the name of the owner shall obviate such lien, provided the property assessed can be identified by the description in such assessment list. Such assessment shall be certified to the County Auditor by the City Clerk to be spread upon the assessment list of the City and collected with the taxes.
 - e. The City Attorney shall, at the direction of the Council, bring suit in the name of the City in any court of competent jurisdiction to recover the cost of said removal from the owner or occupant of any property abutting on which walks were cleared.

- B. **Depositing Snow on Streets:** No person engaged to move, blow or plow snow upon or off of any private property or City right of way within the City shall cause or permit any of the snow so removed, blown or plowed to be deposited upon any street within the City. The prohibition contained herein shall apply to the occupants of any such property, their agents, employees or independent contractors. The occupants of the premises or the persons requesting the snow to be removed or the persons who are actually removing the snow shall make suitable arrangements to deposit the removed snow in some place other than upon the City streets and snow shall not be piled so as to interfere with the vision of motorists approaching any intersection. Other than from adjacent sidewalks and driveways, no snow shall be placed upon the boulevards. (Ord. 94-20, 12-19-94)

APPENDIX 4

**MOORHEAD SCHOOL BUSING POLICY AND MINNESOTA
STATE BUSING STATUTES**

Moorhead School District Busing Policies

Student Transportation Eligibility Guidelines

School Board Policy: 720 **Section:** 700 NON-INSTRUCTIONAL

Date Adopted: 10/31/1981 **Date Revised:** 6/11/2007

Dates Reviewed: 4/25/1989

1/14/1992

5/11/1998

1/27/2003

10/10/2005

6/11/2007

I. PURPOSE

Moorhead Area Public Schools will provide regular school day transportation, to and from, to students who reside within the school district boundaries and meet the following criteria:

- A. Kindergarten through grade 12 students, who reside one (1) mile or more from the building to which the school district assigns the student;
- B. Students who must cross or use an area identified as being an extraordinary traffic hazard to and from school (refer to eligibility guidelines);
- C. Kindergarten students who live .5 mile or more from the building to which they are assigned will receive noon transportation services...morning and afternoon service will follow the same guidelines as other elementary students. Students may be assigned to either morning or afternoon kindergarten as class sizes dictate.

II. ELIGIBILITY GUIDELINES

A. The following will be used as guidelines for reviewing and developing school bus transportation for the Moorhead Area Public Schools. (Refer to Administrative Policy 720.1.)

Recommended maximum walking distances to bus stops:

Grade Level Distance to Stop

K - 5 .15 mile (1-2 blocks)

6 - 8 .3 mile (4-5 blocks)

9 - 12 .5 mile (6-7 blocks)

These are recommended distances to bus stops and will not be possible in all areas of the school district.

B. Regular school day transportation services will be provided within the normal walk zone (one (1) mile walking distance) of a specific school if it is determined that a hazardous crossing or walking area exists. The following are determined to be hazardous crossing or walking areas.

1. Robert Asp Elementary School:

*1st Avenue North - This is a high volume traffic area and is a primary vehicle access to Minnesota Hwy 10.

2. Park Christian School:

*1st Avenue North - Same rationale as for transportation to Robert Asp Elementary.

*Hwy 75 - This is a state highway which does not have appropriate sidewalks or crossing signals.

3. Ellen Hopkins Elementary School:

*8th Street South - This state highway does have walk/do not walk signals; however, this is a very busy and hazardous crossing for students in K-5 grades.

4. S.G. Reinertsen Elementary School:

*8th Street South/Highway 75 South

5. St. Joseph School:

*8th Street South

*Main Avenue South

6. Horizon Middle School:

*None

7. Moorhead High School:

*Hwy 75 North of Hwy 10 - This highway has no sidewalks or pedestrian crossing areas.

8. Any areas as determined by the Superintendent as hazardous where new development is occurring.

C. Hazardous Areas Near Schools - Student or adult crossing guards will be identified by the Director of Transportation in consultation with the building administrator.

D. Service to Private Roads - Buses being used to serve Moorhead Area Public Schools' students will not be allowed to use private drives except for handicapped transportation vehicles whose students cannot walk to a regular bus stop and regular transportation vehicles with specific approval from the Director of Transportation.

E. Transportation to Alternate Addresses - Moorhead Area Public Schools will accept responsibility for one AM address and one PM address for a child. If a parent wishes to have a daycare site as the regular stop for their child, that stop must be the same every

day. Any changes in bus stop will require a five (5) day written notice to the Transportation Office. The new address must be for a permanent change. Emergency address changes must be approved by the building administrator and will not be accepted by the Transportation Office or the bus driver.

F. Authorized Riders - Moorhead Area Public Schools' bus drivers will only accept passengers assigned to the route. Students who will be attending parties, non-school classes or meetings, etc. will not be accepted as passengers on school routes. Building administrators may provide temporary authorization to students for emergencies if space is available on the school bus.

Legal Reference:

Minnesota Statute 123B.88 (Independent School Districts; Transportation)

Cross Reference:

Moorhead School Board Policy 721: Student Transportation Safety

Moorhead School Board Policy 514: Students in Homeless Situations

Minnesota Busing Statutes

Minnesota Statute

123B.88 INDEPENDENT SCHOOL DISTRICTS; TRANSPORTATION.

Subdivision 1. **Providing transportation.** The board may provide for the transportation of pupils to and from school and for any other purpose. The board may also provide for the transportation of pupils to schools in other districts for grades and departments not maintained in the district, including high school, at the expense of the district, when funds are available therefore and if agreeable to the district to which it is proposed to transport the pupils, for the whole or a part of the school year, as it may deem advisable, and subject to its rules. In any district, the board must arrange for the attendance of all pupils living two miles or more from the school, except pupils whose transportation privileges have been voluntarily surrendered under subdivision 2, or whose privileges have been revoked under section 123B.91, subdivision 1, clause (6), or 123B.90, subdivision 2. The district may provide for the transportation of or the boarding and rooming of the pupils who may be more economically and conveniently provided for by that means. Arrangements for attendance may include a requirement that parents or guardians request transportation before it is provided. The board must provide transportation to and from the home of a child with a disability not yet enrolled in kindergarten when special instruction and services under sections 125A.03 to 125A.24, 125A.26 to 125A.48, and 125A.65 are provided in a location other than in the child's home. When transportation is provided, scheduling of routes, establishment of the location of bus stops, manner and method of transportation, control and discipline of school children, the determination of fees, and any other matter relating thereto must be within the sole discretion, control, and management of the board. The district may provide for the transportation of pupils or expend a reasonable amount for room and board of pupils whose attendance at school can more economically and conveniently be provided for by that means or who attend school in a building rented or leased by a district within the confines of an adjacent district.