

WLD



Planning, Development & Transportation

Engineering Department
281 North College Avenue
P.O. Box 580
Fort Collins, CO 80522.0580

970.221.6605
970.221.6378 - fax
fcgov.com/engineering

MEMORANDUM

Date: July 15, 2014

To: Mayor and City Councilmembers

Thru: Darin Atteberry, City Manager *DA*

From: Jeffrey Mihelich, Deputy City Manager *JM*
Karen Cumbo, Director of PDT *KC*
Rick Richter, Director of Infrastructure Services *RR*
Robert Mosbey, Chief Construction Inspector *RM*

Re: **Citywide Pedestrian Access Project – Prioritization Summary**

The City of Fort Collins Pedestrian Plan addresses citywide pedestrian needs and is a data-driven approach based on the importance for safe, sustainable walking within City limits. It however lacks comprehensive condition data for the City’s sidewalk system. Prior to the beginning of the Pedestrian Needs Assessment project, there was not an inventory of existing sidewalks or sidewalk deficiencies. This project provides a complete City sidewalk inventory, identifies sidewalk inadequacies, and identifies inadequate handicap accessibilities according to Americans with Disabilities Act (ADA) requirements.

Now that the data has been collected, the pedestrian prioritization model was implemented in order to logically prioritize improvement projects in light of limited funding and resources. The City’s model was based similarly on that of Seattle, Washington. Prioritization was given based on Pedestrian Generators/Demand, Equity, and Corridor Function and Characteristics. Following is a list of pedestrian trip generators used to determine priority:

- Right-of-way
- Sidewalk Status
- Downtown
- University or College
- Enhanced Travel Corridors
- Parks
- Trails
- Hospitals
- Schools
- City Buildings/Services
- Community Services (Post Offices, Libraries, etc.)
- Senior Facilities
- Low Income Housing
- Bus Stops
- Street Classification
- Floodplains



Point values were assigned to distances from the destinations, decreasing as the distance increased. For example, the area within $\frac{1}{4}$ mile of a school received a higher point value than area within $\frac{1}{2}$ mile. Point values for all category destinations were overlapped and added together, resulting in a “blanket” of point values covering the City. *See Table 1 and Appendix A of the Sidewalk Prioritization Model for additional information.* The Sidewalk Prioritization Model and a preliminary list of the top 500 projects can be found at: <http://www.fcgov.com/engineering/pedneeds.php>. Staff will continue to refine the list and update it from time to time.

Pedestrian sidewalks and ramps (“facilities”) were assigned the overlapping point value. Facility attributes such as condition and ADA compliance were assigned point values, which were added to the points generated by location. Facilities were ranked with highest point values being top priority.

The City’s prioritization model is based on defensible data and provides a logical methodology for maximizing funds and resources. The scoring system was designed to be easy to use, but thorough in its assessment of need.



Sidewalk Prioritization Model

July 15, 2014

Prepared By:

Engineering Department Staff

Project Staff: Robert Mosbey

Caleb Feaver

Max Loeb

Table of Contents

Introduction and Background	3
Relationship to other plans	3
History of the sidewalk program.....	3
History of Design Requirements	3
Prioritization Model Background	4
Inventory and Scoring System.....	5
Inventory Process.....	5
Scoring System	5
Implementation	7
Using and Maintaining the Project List	7
Integrating the Sidewalk Program with other City Plans and Programs.....	7
Funding.....	8
Sources.....	9
Conclusions and Recommendations	10
Appendix A – Exhibits.....	11

Introduction and Background

Relationship to other plans

The Sidewalk Prioritization Model stems from work performed for the *Fort Collins Pedestrian Plan* completed in 2011. The Pedestrian Plan relates to the *City Plan* and the *Transportation Master Plan* which provides a vision over the next 20 years and defines long-term multimodal transportation system for Fort Collins' future. Overall, the plans provide the framework that serves as a reference guide for transportation issues in Fort Collins.¹

History of the sidewalk program

The City of Fort Collins *Pedestrian Plan* addresses citywide pedestrian needs. However, there was not an inventory of existing sidewalks or sidewalk deficiencies. In May of 2012, the Engineering Department began the *Citywide Pedestrian Access Project* (a.k.a. Pedestrian Needs Assessment) which provides a complete sidewalk inventory, as well as identifies sidewalk inadequacies, and also identifies inadequate handicap accessibilities according to Americans with Disabilities Act (ADA) requirements. The initial assessment was complete in May of 2013.

As a result of the data collection, over 1,000 miles of sidewalk-appropriate locations and 30,000 ramp-appropriate locations were inventoried. These locations include existing facilities, as well as areas where facilities are not present but are warranted based on initial observation.

History of Design Requirements

The Americans with Disabilities Act (ADA) was enacted by the United States Congress and signed into law by President George H.W. Bush in 1990². Intent of the ADA "was to create a civil rights law protecting people with disabilities from discrimination on the basis of their disabilities²." Situations addressed in the ADA include discrimination by employers, public facilities, transit, businesses, and pedestrian facilities.

Today, the ADA is regulated by several governmental agencies. At the federal level, the Department of Justice enforces the ADA standards³. Many design standards for accessibility are set forth in the ADA and best design practices are issued by the Federal Highway Administration⁴.

¹ (Fort Collins Pedestrian Plan, 2011)

² (Feldblum, Barry, & Benfer, 2008, p. 1)

³ (United States Department of Justice, n.d.)

⁴ (Federal Highway Administration, 2000)

Pedestrian facilities are addressed by the ADA Accessibility Guidelines, and include design standards for handicap curb ramps and sidewalks. Original ADA standards adopted in 1991 specify the minimum width for an accessible route, or sidewalk, as 36 inches⁵. Maximum cross slope for a sidewalk was 2%, and maximum running slope for a sidewalk was 5%, with any facility having a greater slope being considered a ramp.

ADA design standards were revised and published again in 2010. Updated standards provide greater detail in the requirements for curb ramps, specifying a maximum slope for the adjoining surface (usually the roadway at the exit of the ramp) of 5%, and a maximum slope for curb ramp flares of 10%⁶. Updated standards also maintain the minimum width of sidewalks as 36 inches⁶. Detectible warning devices, commonly referred to as truncated domes, are also required on handicap ramps.

Prioritization Model Background

The Sidewalk Prioritization Model (“Model”) was developed in order to provide a data driven and logical methodology for the prioritization of specific pedestrian facilities in need of rehabilitation. Because of finite annual funding, as well as limited personnel and materials, it was necessary to prioritize certain projects in order to achieve the highest level of return for funding spent.

The Model provides a numerical score for each pedestrian facility. Facility scores are based on several factors discussed later in this report. Methodology for development of the Model is loosely based on a similar system implemented by the City of Seattle, Washington in their Pedestrian Master Plan⁷.

⁵ (ADA Accessibility Guidelines for Buildings and Facilities, 1991, p. 4.3.3)

⁶ (2010 ADA Standards for Accessible Design, 2010)

⁷ (Pedestrian Master Plan - Seattle's Strategy for Prioritizing Pedestrian Projects, 2014)

Inventory and Scoring System

Inventory Process

Members of the city of Fort Collins Engineering department have conducted a thorough inventory of the cities sidewalks and ramps. Using GPS and GIS software a comprehensive map was created containing information about the condition of all of the sidewalks within city limits, as well as the condition of access ramps and whether or not these meet Americans with Disabilities Act (ADA) Requirements. The data contains sidewalks ranging from good to missing as well as other important attributes that will allow us to determine which sections should be constructed or replaced first in order to best suit pedestrians' needs.

Scoring System

Whether walking to a destination from a home, car, or even a bike rack everyone navigating the city is at some point a pedestrian. The common use of walking as a way of travel leads to the need for a safe and complete sidewalk network. This is particularly important near popular pedestrian trip generators such as:

- Downtown
- University or College
- Mason Corridor
- Trail System
- Schools
- Parks
- Public Buildings
- Hospitals
- Shops

A scoring system was created using input from stakeholders in the form of a written survey. The distance the average person was willing to walk to a particular service was determined and various point values were assigned to several popular walking destinations. Points are based on relative importance and the number of people who access these services. Point values assigned to destinations can be seen in Table 1. Points were also awarded to items located in densely populated areas where walking is a viable mode of transportation and where the greatest number of people can benefit from sidewalks.

The scoring system also includes current sidewalk characteristics such as sidewalk condition, and the traffic volume of the street. Priority is given to larger, arterial roadways, where pedestrian traffic is heavier and there is a greater need to separate pedestrians from passing cars. Alternately, local streets see less foot traffic as well as slower vehicle speeds allowing for a safer environment for pedestrians. The scoring system was designed to be easy to use, but thorough in its assessment of need.

Table 1: Summary of Final Scoring System

Destination	Point Value			
High Pedestrian Volume	$\frac{1}{4}$ Mile	$\frac{1}{2}$ Mile	$\frac{3}{4}$ Mile	1 Mile
Downtown	8	6	2	1
University or College	8	6	4	2
Medium Pedestrian Volume	$\frac{1}{4}$ Mile	$\frac{1}{2}$ Mile	$\frac{3}{4}$ Mile	1 Mile
Mason Corridor	8	6	2	1
Parks	8	6	2	1
Trails	4	2		
Low Pedestrian Volume	$\frac{1}{4}$ mile		$\frac{1}{2}$ Mile	
Hospitals	2		1	
Schools	2		1	
City Buildings	4		2	
City Services	4		2	
Community Services	2		1	
Bus Stop				
Yes	5			
No	0			
On-Street Parking				
Yes	0			
No	2			
Road or Sidewalk Feature	Point Value			
Right-of-way				
Yes	20			
No	5			
Sidewalk Status				
Missing	15			
Poor	10			
Fair	5			
Good	0			
Ramps				
Missing	10			
ADA	5			
Good	0			
Street Classification				
Arterial	10			
Collector	6			
Local	2			
Floodplain				
None	10			
Floodplain	5			
Floodway	0			

Implementation

Implementation considerations for this program will help to maintain a prioritized project list, provide detailed prioritization maps, increase staff's ability to generate rough construction estimates, evaluate construction techniques, and incorporate pedestrian infrastructure into transit and bicycle projects by collaborating with the Street Maintenance Program, FC Moves, Parking Services, and the Poudre School District to utilize workforces for cost savings and minimize impacts to the public.

Using and Maintaining the Project List

The project list will be a living document based in a GIS format that is updated on an annual basis. The list will serve as a resource to staff and is intended to provide the department with an extensive list of prioritized sidewalk needs. Some project shuffling is expected to occur in order to coordinate with other projects and opportunities. It is possible that a lower priority project may be built before a higher priority project because of an opportunity for construction and cost savings.

The completeness of a walking route in a particular area or corridor will be considered and may cause the projects in the list to be shuffled. If the effectiveness of a new sidewalk project is diminished by the absence of a particular section, incorporating the missing link in the route may be moved forward for construction ahead of other projects.

Changes to the list may occur at any time as roadway construction occurs or the construction of street frontage improvements as part of private development. In addition, changes to project scoring may occur as conditions change with the locations of schools, parks, or other items within the scoring table.

Integrating the Sidewalk Program with other City Plans and Programs

The objectives of coordination with other City plans and programs is to construct sidewalks as quickly and efficiently as possible to create an effective walking network.

On an annual basis the sidewalk program will be coordinated with the Streets Maintenance Program (SMP), FC Moves and Safe Routes to School, and Capital Projects to coordinate construction and adjust the sidewalk projects timing to complement and enhance the effectiveness of projects. Some components that may be taken into consideration are:

- Traffic Management Program
- Pedestrian Crossing Improvement Program
- Parks and Trails Planning
- Bicycle Facilities Planning
- Neighborhood Connections

Coordination between the groups will help identify these types of needs to make improvements to our overall transportation network.

Funding

Based on planning-level estimates we have quantified a total program cost as demonstrated in Table 2. The table is broken down into four main components that identify the overall need – missing sidewalks and ramps, non-compliant sidewalks and ramps. As the table shows, almost half of the cost of the program is associated with non-compliant sidewalks with each of the remaining components totaling the remaining half of the cost. The table also categorizes the individual components in a scalable format and has additional sub-categories (not shown) that enables more focused and effective decisions if funding unexpectedly becomes less or more available and projects need to be identified quickly. This is able to be done with the ability to prioritize any of the components for any number of years.

Table 2: Sidewalk Program Costs

	Sidewalk Program Components					
	Total Cost	20 yrs.	25 yrs.	30 yrs.	35 yrs.	40 yrs.
Missing Sidewalks	\$21,000,000	\$1,100,000	\$800,000	\$700,000	\$600,000	\$500,000
Non-compliant Sidewalks	\$65,000,000	\$3,200,000	\$2,600,000	\$2,100,000	\$1,800,000	\$1,600,000
Missing Ramps	\$22,000,000	\$1,100,000	\$900,000	\$700,000	\$600,000	\$500,000
Non-compliant Ramps	\$26,300,000	\$1,300,000	\$1,100,000	\$900,000	\$800,000	\$700,000
Totals	\$134,300,000	\$6,700,000	\$5,400,000	\$4,400,000	\$3,800,000	\$3,300,000

Table 3 illustrates various funding levels as a scalable program. The table starts with a given number of years to bring the Sidewalk Program into compliance, then subtracts the current anticipated funding level, then showing the amount of funding required to accomplish the program in the provided number of years.

Program costs will change over time due to inflation, construction of sidewalks by private development, and potential construction efficiencies in materials and project scheduling.

Table 3: Sidewalk Program Funding Levels

	Scalable Sidewalk Program				
	20 yrs.	25 yrs.	*30 yrs.	35 yrs.	40 yrs.
Total Yearly Funding Need	\$6,700,000	\$5,400,000	\$4,400,000	\$3,800,000	\$3,300,000
Current Anticipated Funding	\$1,100,000	\$1,100,000	\$1,100,000	\$1,100,000	\$1,100,000
Annual Funding Need	\$5,600,000	\$4,300,000	\$3,300,000	\$2,700,000	\$2,200,000
Est. Number of Projects Per Year	275	220	180	155	135
Est. Miles Completed Per Year (Includes Ramps)	28	23	19	16	14

** Current Proposed Funding Level*

Sources

To date, funding for the Pedestrian Access Project that allowed for the data collection necessary for this analysis has come from the Keep Fort Collins Great (KFCG) program and Building on Basics (BOB). For the past few years the program has received \$350,000 annually for sidewalk repair and replacement projects. Additional funding is being sought from KFCG through the budget for outcomes process to accelerate implementation of the program.

Conclusions and Recommendations

The Citywide Pedestrian Access Project pursues the Pedestrian Plan goals of promoting walking for transportation and recreation.

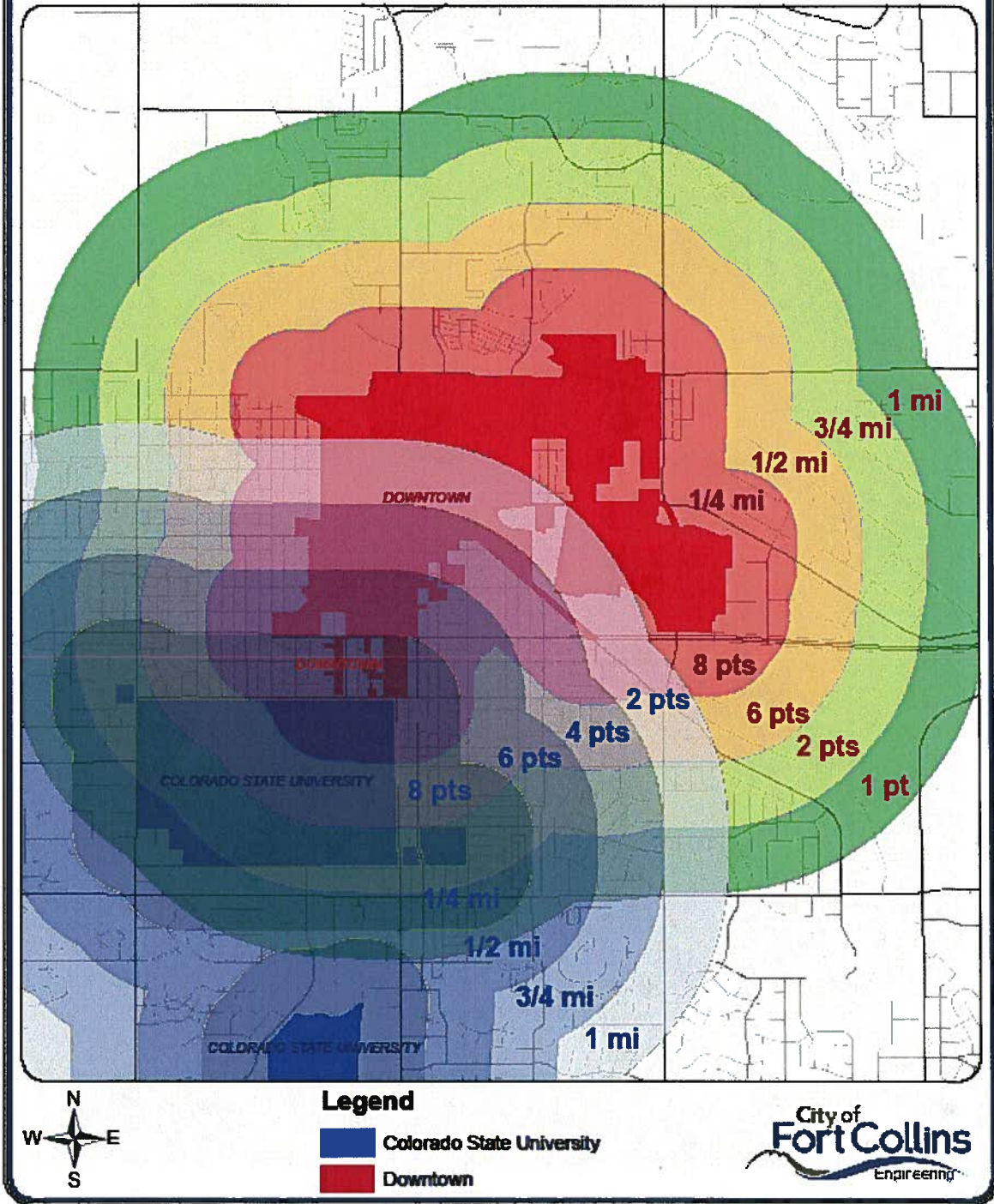
The program provides a comprehensive understanding of sidewalk needs for the City of Fort Collins. A long-term comprehensive program is necessary in order to:

- Address sidewalk needs objectively and comprehensively;
- Increase the Pedestrian Level of Service rating;
- Reduce the number of non-ADA compliant sidewalks and accessible ramps;
- Reduce injuries related to tripping hazards;
- Create connectivity along high volume pedestrian corridors and Safe Routes to School corridors;
- Insure efficient use of City funds; and
- Ultimately build more sidewalks more quickly to provide “complete” streets.

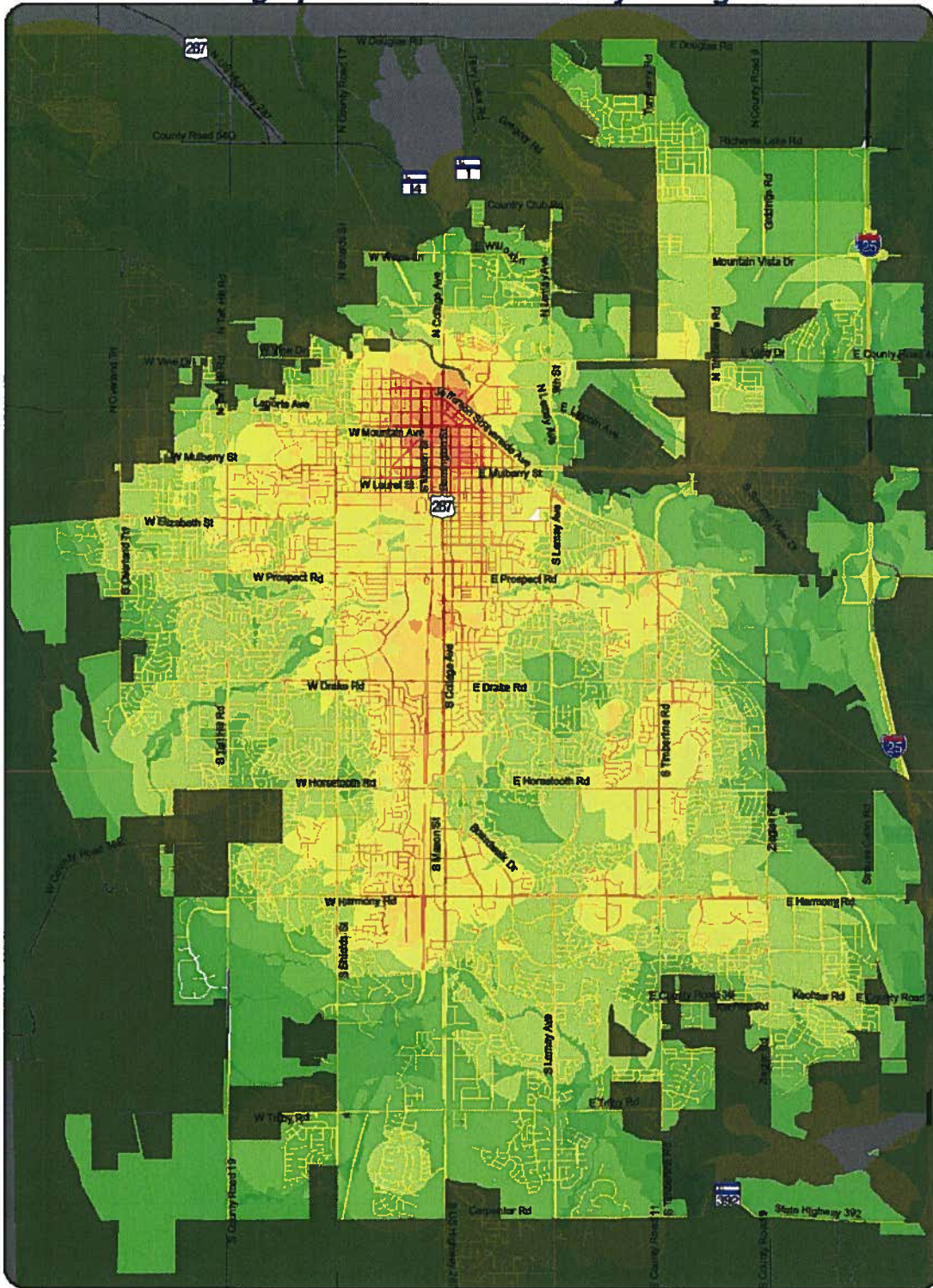
With a comprehensive prioritization program better coordination can occur, an appropriate funding strategy can be pursued, and will allow the City to address the most needed projects first.

Appendix A – Exhibits

Sidewalk Prioritization Model Intermediate Scores



City of Fort Collins Geographic Pedestrian Priority Ratings



Legend



Printed: May 13, 2014