MEMORANDUM

To: Mayor and City Council

FROM: Howard S. Lazarus, P.E., PWLF, Director, Public Works Department

CC: See Distribution Below

DATE: February 23, 2016

SUBJECT: Update to the Sidewalk Master Plan/ADA Transition Plan

PURPOSE: This memorandum provides an Executive Summary of the planned update to the City's 2009 Sidewalk Master Plan/Americans with Disabilities Act (ADA) Transition Plan (SWMP). The presentation to the Council's Mobility Committee is currently scheduled for Wednesday March 2nd. Supporting detail is provided in the attached documents.

BACKGROUND: The Public Works Department (PWD), with exceptional support and participation from the Austin Transportation Department (ATD) and other City agencies, is preparing an update to the SWMP.
The current update builds on the 2009 goal and vision while incorporating policies from the Imagine Austin Comprehensive Plan and 2014 Complete Streets Policy. Key aspects of the update include:

- The ***Peer Cities Report*** examines sidewalk best practices from seven Peer Cities and will be used to inform and improve Austin's Sidewalk Master Plan/ADA Transition Plan and related programs. The Peer Cities report was forwarded to Mayor and Council for review this past October.

- The ***Conditions Assessment*** develops a methodology for assessing and rating the condition of existing sidewalks using a Geographic Information System (GIS) based application. Assigning a letter grade of A through F will allow an asset condition evaluation to be performed on existing sidewalks similar to the successful approach currently used on pavements and bridges, and will form the basis of the Annual Service Plan.

- The ***Sidewalk Prioritization Map Update*** builds on the success of the prioritization methodology developed for the 2009 plan by using current data and software to provide updated prioritization maps. The Sidewalk Prioritization Map forms the basis of the CIP project forecast.

- The ***Performance/Funding Goals*** section develops independent performance and funding goals for both the sidewalk repair and rehabilitation program and the new sidewalk program. This analysis will be used to establish both operating and capital improvement budget needs.

- The ***ADA Transition Plan*** addresses compliance with the Americans with Disabilities Act which requires public entities establish and maintain a Transition Plan to achieve full accessibility. At minimum, the Transition Plan must include the following:
    - Identify physical obstacles in the public entity's facilities that limit the accessibility of its programs or activities to individuals with disabilities;
    - Describe in detail the methods that will be used to make the facilities accessible;
    - Specify the schedule for taking the steps necessary to achieve compliance and identify steps that will be taken during each year of the transition period; and
    - Indicate the official responsible for implementation of the plan.

NEXT STEPS: The City has contracted with MWM DesignGroup (MWM) to complete the update in collaboration with staff from the PWD and ATD. No additional actions or authorization from Council are required at this time. The adoption draft of the Sidewalk Master Plan/ADA Transition Plan update is tentatively scheduled for review by Boards and Commissions in April and May with City Council review and adoption in June. The early briefing to the Mobility Committee provides an opportunity to review preliminary data and provide feedback on key issues.

COORDINATION: John Eastman, Project Manager in PWD is the primary point of contact for this effort. Review comments and recommendations should be sent to Mr. Eastman at john.eastman@austintexas.gov. His direct telephone number is 512-974-7025.

SUPPORTING DOCUMENTATION: The following information is attached to this memorandum to provide additional details for review and reference:

Attachment 1 – Program Overview
Attachment 2 – Existing Sidewalk Prioritization Map (Draft)
Attachment 3 – Absent Sidewalk Prioritization Map (Draft)

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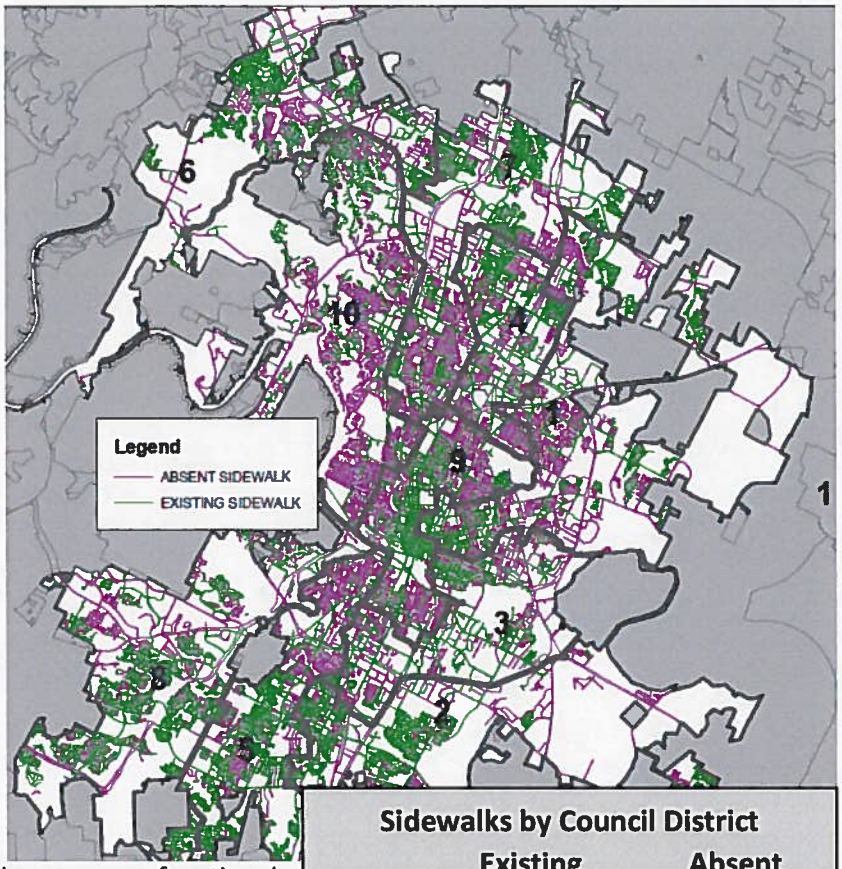
Attachment 1 – Existing and Absent Sidewalk Overview

Sidewalk Repair and Rehabilitation

Historically, sidewalk rehabilitation resources were distributed geographically by zip code. Repair locations were selected based on citizen requests through the "3-1-1 system," prioritized by damage severity to the extent that resources were available. The benefit of this approach is directly addressing sidewalk issues raised by citizens. The downside is a patchwork of repairs that does not provide a consistent, functional, ADA compliant, pedestrian route.



Sidewalks by Council District				
	Existing		Absent	
District	Miles	%	Miles	%
1	253	11%	128	5%
2	264	11%	197	8%
3	178	7%	156	7%
4	160	7%	147	6%
5	278	12%	223	9%
6	301	12%	280	12%
7	262	11%	294	12%
8	315	13%	288	12%
9	198	8%	198	8%
10	200	8%	476	20%
Total	2,408	100%	2,387	100%

More recently, repairs were organized to provide a more functional pedestrian route along an entire block or series of blocks with the repair locations prioritized based on concentrations of 3-1-1 repair requests. However this hybrid approach can produce inequities when the level of 3-1-1 requests does not correlate to actual repair needs in an area. The approach proposed for the 2015 Sidewalk Master Plan/ADA Transition Plan Update includes both a systematic sidewalk condition assessment program and objective prioritization of existing sidewalks.

Prior to 1995, little or no City funding was devoted to sidewalk repair. Starting in 1998 and again in 2000 transportation bonds were approved that included sidewalk funding. A permanent sidewalk repair and rehabilitation program was established and subsequently bond-funded in 2006. Over the last ten years the budget for the bond funded repair and rehabilitation program has averaged around $1.2M annually. As of 2015 all available bond-funding for sidewalk repair has been expended; a budget of $250,000 was

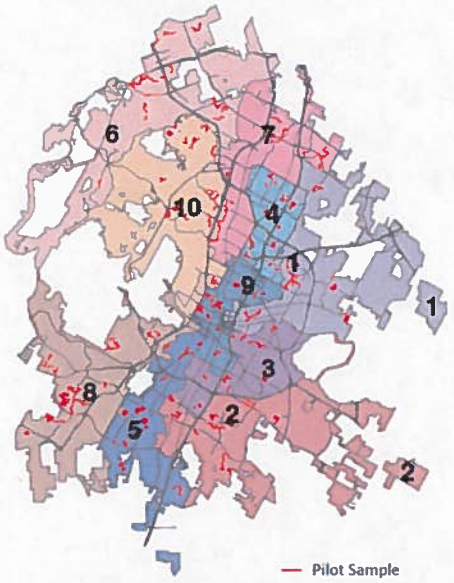
provided for fiscal year 2016 from the Transportation User Fees (TUF) exclusively for operational maintenance.

In addition to these funds, repair and rehabilitation has also been performed as a result of "ADA transition" projects. These projects are completed under Austin's new sidewalk program that combines installation of new sidewalks with rehabilitation of existing sidewalks to complete ADA compliant routes between destinations. However, because these ADA transition projects are focused on installation of sidewalk gaps, they do not always address the most critical repair and rehabilitation needs. As of fiscal year 2016 all available bond funding for new sidewalks and ADA transition plan projects has been allocated.

An independent, stable, and sufficient funding source for sidewalk repair and rehabilitation is needed moving forward to ensure a functional pedestrian environment. Based on a 75 year life cycle the City should be replacing 1/75th (32 miles) of its 2,400 mile sidewalk network each year. The estimated cost would be $15 million per year, which is consistent with the $/mile best practice sidewalk program in Nashville (see Peer Cities report).

Condition Assessment Pilot Program

- 150 miles sample, approximately 6% of the 2,408 miles of existing citywide sidewalk network.
- Proportional distribution by:
  - Council District
  - Street Type



The assessment method results in ratings of A to F for each sidewalk segment, curb ramp, and driveway, based on the condition of several features of the sidewalk, such as cross-slope, cracking, etc.

The results of the pilot condition assessment indicate the existing City of Austin sidewalk network is 80% functionally deficient. Many of the deficiencies are caused by vegetative overgrowth. Removal of this overgrowth would result in a 100% increase in functional sidewalk (i.e., 20% to 40%); a public awareness campaign about vegetation maintenance may be one of the most cost effective methods of improving sidewalk functionality.

Condition Rating System		
Letter Rating	Descriptive Rating	Description
A	Excellent condition	Fully ADA Compliant
B	Good condition	Minor level of ADA Noncompliance - Functional for almost all users
C	Marginal condition	Intermediate level of ADA Noncompliance - May not be functional for some users
D	Poor condition	Severe level of ADA Noncompliance - Not functional for many / May present hazards for all users
F	Failed condition	Extreme level of ADA Noncompliance - Essentially nonexistent as a developed pedestrian route

If all the vegetation issues are addressed the estimated construction cost to address outstanding functional deficiencies is approximately $530 million.

Sidewalk Scoring Matrix					
	FUNCTIONALLY ACCEPTABLE		FUNCTIONALLY DEFICIENT		
Sidewalk Condition	A	B	C	D	F
Width	> 48 in.	36 in. - 48 in.			< 36 in.
Cross-slope	0 - 2%	3 - 5%	6 - 8%	9 - 12%	> 12%
Faults	< 0.25 in.	0.25 - 0.5 in.	0.5 - 2 in.	2 - 4 in.	> 4 in.
Faults (count)	None	1 - 2	3 - 10	11 - 20	> 20
Cracks	None / Minor	Moderate	Severe		
Vertical Clearance	> 80 in.			< 80 in.	
Obstruction	None				Obstruction

New Sidewalks

New sidewalk construction in Austin typically occurs by one of three methods:

- City Sidewalk Program Capital Improvement Program (CIP) project
- Ancillary part of a CIP street or utility project
- Private development including: subdivision, site development, and major remodels

Each year the CIP budget provides sufficient funding for a very small fraction of the very high and high priority absent sidewalks. In order to select the small subset of projects that can be constructed in any given year, the "needs" identified by the prioritization map are overlaid with "opportunities" that would allow a single sidewalk project to address multiple City priorities.

Over the last 10 years the City of Austin has constructed over 120 miles of new sidewalk and 3,500 curb ramps. On a per capita basis Austin was second only to Nashville in spending on new sidewalks among the cities surveyed for the Peer Cities Report. Austin has also been a leader in developing cost effective engineering and contracting methods. In 2012 Austin voters approved a transportation bond that included $25 million for implementation of the Sidewalk Master Plan. The current fiscal year included the final allocation of funding from that bond program.

Sidewalk Prioritization

The sidewalk prioritization methodology was developed as part of the 2009 plan by a diverse stakeholder group to provide a consistent, objective prioritization results. The prioritization system has been successful in providing an equitable basis to allocate limited sidewalk resources. It has been used as a model for municipalities ranging from San Antonio to Nashville. The current update will include new maps based on the most current available data with only minor technical revisions to the scoring system. The sidewalk base score is divided into two parts: the Pedestrian Attractor Score (PAS) and the Pedestrian Safety Score (PSS). The scoring system and weighting is shown in the charts on the next page.

Links:

2009 Sidewalk Master Plan:
https://austintexas.gov/sites/default/files/files/Public_Works/Street_%26_Bridge/Sidewalk_Master_Plan.pdf

Peer Cities report:
http://austintexas.gov/sites/default/files/files/Public_Works/Street_%26_Bridge/Sidewalk_Peer_Cities_Report_and_Appendix.pdf

Access Austin:
https://austintexas.gov/sites/default/files/files/Public_Works/Street_%26_Bridge/Access_Austin_Program_Summary_2015.pdf

Provide Feedback on Sidewalk Master Plan/ADA Transition Plan update:
https://austintexas.gov/online-form/feedback-sidewalk-master-plan-and-ada-transition-plan

Pedestrian Attractors Score (PAS) 0 - 100 Base Score Weight 56%		
Element	**Criteria**	**Proposed Points**
Proximity to Attractors Weight 45%	Multiply Possible Points by number of attractors within specific radius of:	1/8 Mile 1/4 Mile
	State or Local Government Offices	10x 5x
	Commuter Rail Stations	10x 5x
	Transit Stop (Max of 50 pts)	9x 4.5x
	Major Grocery Stores	9x 4.5x
	Places of Public Accommodation (parks, libraries, etc.)	8x 4x
	Public or Private Schools	8x 4x
	Employers with > 500 Employees	8x 4x
	Public Housing	7x 3.5x
	Public Parking Facilities	5x 2.5x
	Religious Institutions	5x 2.5x
		(max 100 pts)
Median Household Income Weight 5% (2010 U.S. Census data)	Within a census tract at or below Median Household Income (n=$48,950)?	
	a) Yes	100
	b) No	0
Residential Population Weight 25% (2010 Census Blocks)	Total population residing within 1/2-mile radius of proposed project?	
	a) Population >/= 8,000	100
	b) Population >/= 4,000 and < 8,000	75
	c) Population >/= 1,000 and < 4,000	50
	d) Population >/= 500 and <1,000	25
	e) Population < 500	0
Existing Facilities on Street Weight 10%	For arterials and collector streets, are there complete sidewalks on both sides of the street?	
	a) Yes	0
	b) No	100
	For local / residental streets, is there an existing complete sidewalk on either side of the street?	
	a) Yes	0
	b) No	100
Requests Weight 10%	Was the project requested by ADA Task Force?	
	a) Yes	75
	b) No	0
	Was the project requested by a citizen through 311?	
	a) Yes	25
	b) No	0
Core Transit Corridors Weight 2.5%	Is the sidewalk within a 1/4 mile of a Core Transit Corridor?	
	a) Yes	100
	b) No	0
Bicycle Lanes Weight 2.5%	Are there bike lanes on both sides of the street?	
	a) Yes	100
	b) No	0

Pedestrian Safety Score (PSS) 0 - 100 Base Score Weight 44%		
Element	**Criteria**	**Proposed Points**
Street Classification Weight 45%	a) Arterial	100
	b) Collector	75
	c) Residential	50
Pedestrian Health Status Weight 35% (health needs per zip code)	a) Very High	100
	b) High	75
	c) Moderate	50
	d) Low	25
	e) Very Low	0
Pedestrian/Automobile Incidents Weight 20%	Number of incidents reported to APD involving pedestrians and motorized vehicles in previous 36 months multiplied by 10 (only applied to sidewalk on the street where the incident took place)	10x *(max 100 pts)*

Sidewalk Master Plan & ADA Transition Plan Update

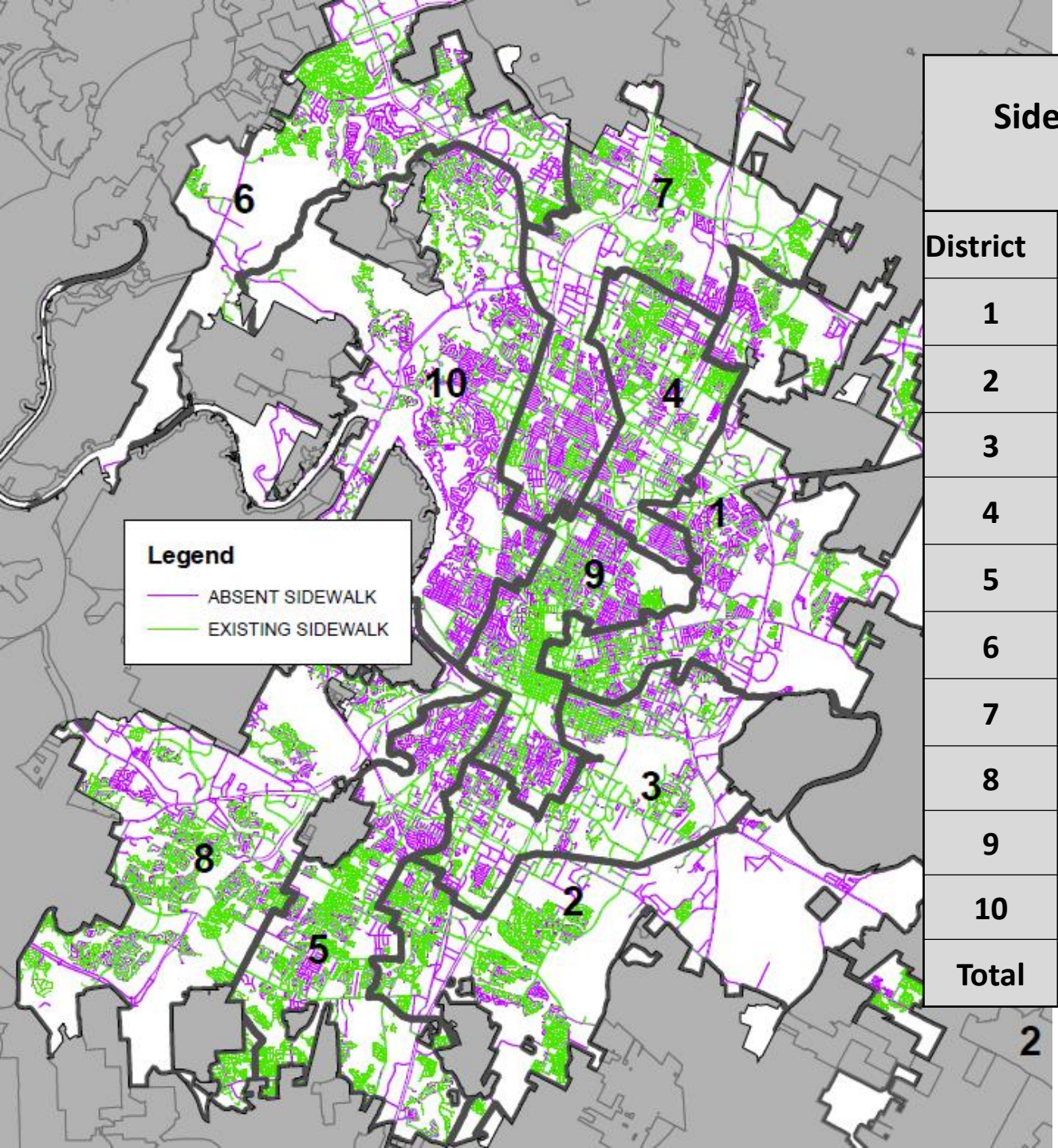
Sidewalk Asset Management Plan

Purpose

- **Briefing on Sidewalk Master Plan/ADA Transition Plan update**
- **Opportunity for Council feedback**

Goal and Vision

- *In an effort to complete a City-wide ADA-compliant sidewalk network, provide an objective mechanism for prioritizing new sidewalk construction* ***and existing sidewalk repair*** *projects.*
- *Encourage walking as a viable mode of transportation, improve pedestrian safety, and enable people to walk to and from transit stops.*
- *Update the right of way portion of the City's Americans with Disabilities Act Transition Plan and set forth policies that will improve mobility for people with disabilities.*
- *Help control air pollution and traffic congestion, and* ***improve the quality of life*** *in Austin by including* ***sidewalks and other pedestrian facilities as necessary and integral components of the transportation system***



Sidewalks by Council District

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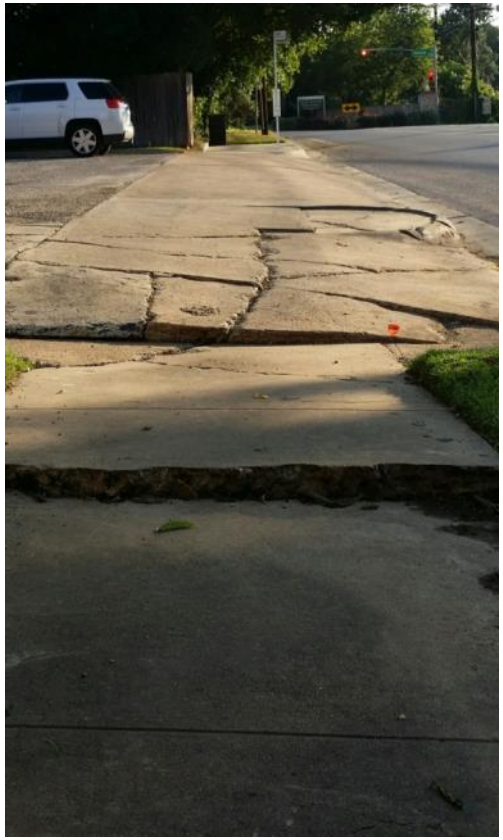
Total	**2,408**	**100%**	**2,387**	**100%**

Current Network Status

Existing Sidewalks	**2,408 miles**
Service Life	75 years
Replacement Cost	$475k/mile
Estimated Annual Repair Need	32 miles (1/75th of network)
	$15 million/yr

Absent Sidewalks	**2,387 miles**
Absent Sidewalks (cost)	**$1.46 billion**

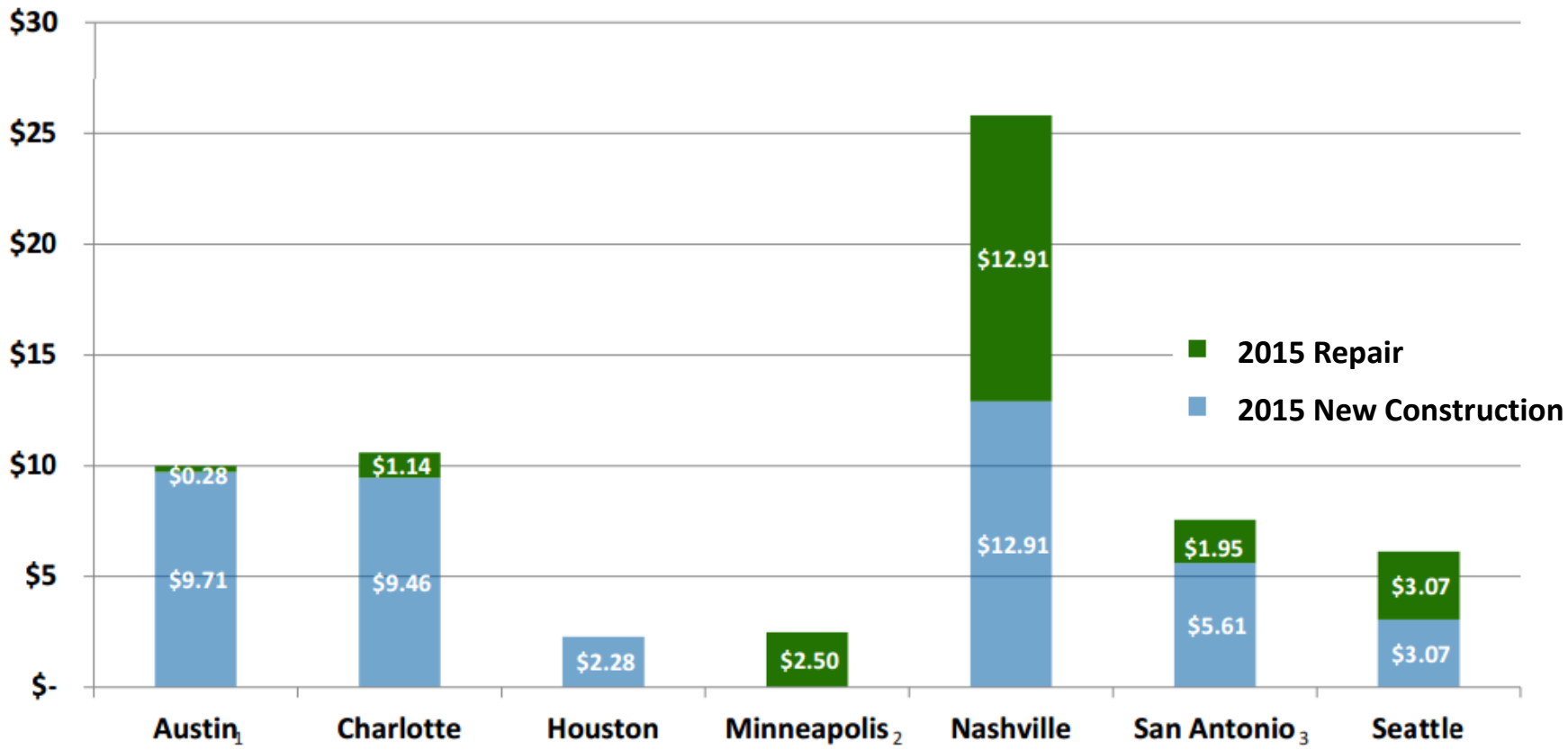


Key Aspects of Update

- **Peer Cities Report**
- **Sidewalk Prioritization Map Update**
- **Conditions Assessment**
- **Funding/Performance Goals**
  - Independent goals and funding for <u>both</u> sidewalk repair and new sidewalks.

Peer Cities - Per Capita Spending

http://austintexas.gov/sites/default/files/files/Public_Works/Street_%26_Bridge/Sidewalk_Peer_Cities_Report_and_Appendix.pdf



	Austin 1	Charlotte	Houston	Minneapolis 2	Nashville	San Antonio 3	Seattle
Population	885,400	792,000	2,195,914	400,700	658,602	1,409.019	652,405
2015 Repair	$250,000	$900,000	$0	$1,000,000	$8,500,000	$2,748,000	$2,000,000
2015 New	$8,600,000	$7,500,000	$5,000,000	$0	$8,500,000	$7,900,000	$2,000,000

Sidewalk Prioritization

- Pedestrian Attractor Score
  - Proximity to Transit, Schools, Government Offices, Population Density, Median Income, 311 request, and other factors
- Pedestrian Safety Score
  - Accidents, street type, health status

Condition Rating System

new

FUNCTIONALLY ACCEPTABLE	A	EXCELLENT	Fully ADA compliant
	B	GOOD	Minor ADA noncompliance Functional for Almost All Users
FUNCTIONALLY DEFICIENT	C	MARGINAL	Intermediate ADA noncompliance Functional for Majority
	D	POOR	Severe ADA noncompliance Functional for Few May present hazards for All
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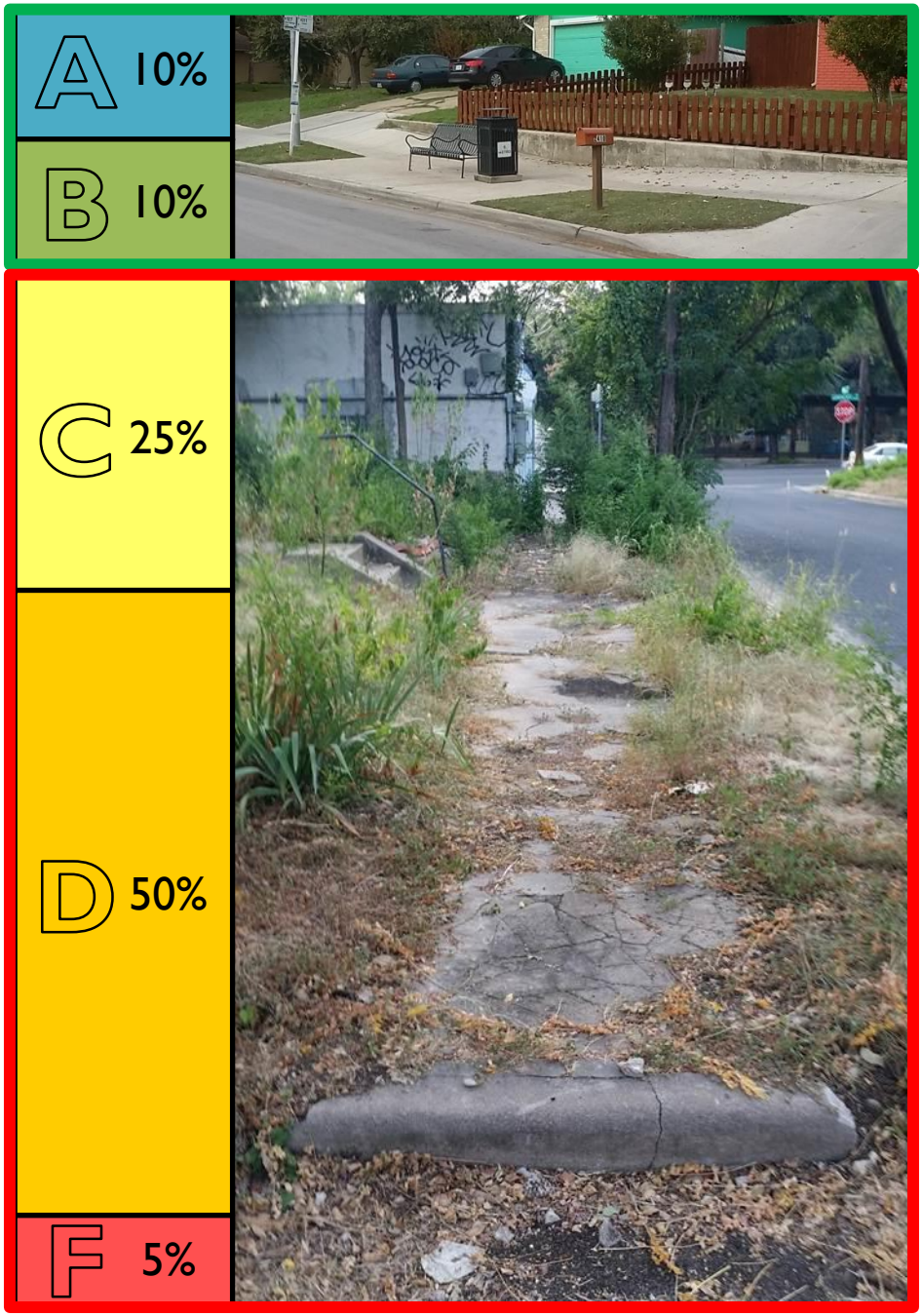


20% Functionally Acceptable

80% Functionally Deficient

Assessment Results

Sidewalk Repair Goals?

new

Estimated Annual Budget required	10-year Performance Goals? % Functionally Acceptable	
	Entire Network	High Priority Areas
$15M	55%	95%

Sidewalk Repair & Rehabilitation

Potential Funding Sources

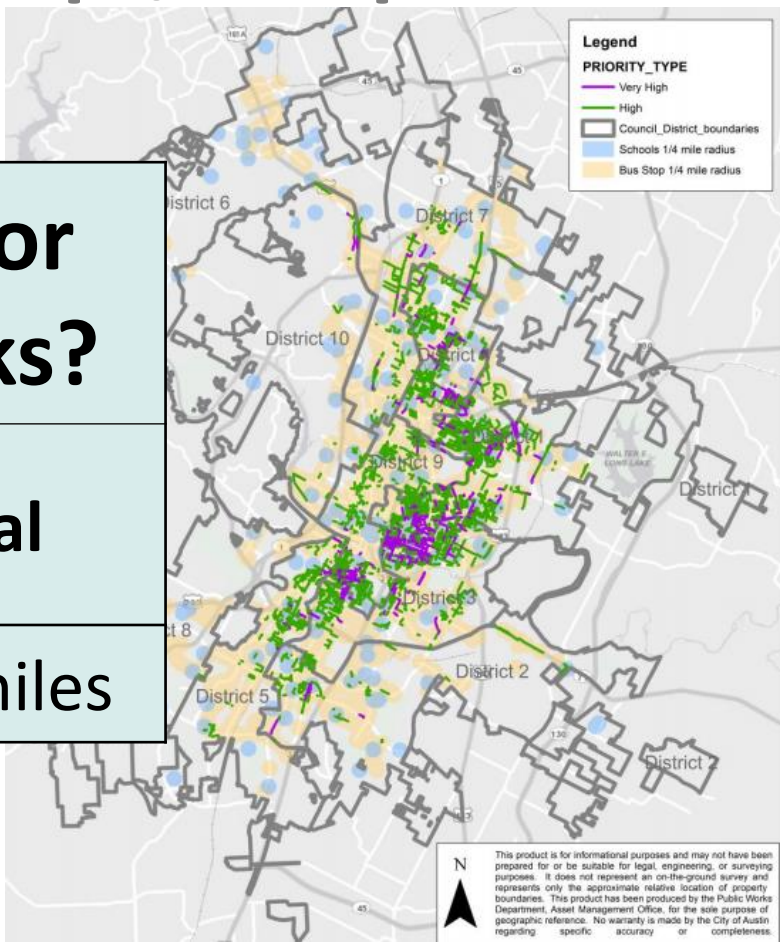
- Transportation User Fee (TUF)
- Bonds
- Commercial/multi-family driveway assessment
- Residential driveway assessment
- Enforcement Fees

Driveway repairs account for 10% - 20% of the cost of a typical City of Austin sidewalk project

New Sidewalks Goals?

Complete priority sidewalks within ¼ mile of all identified schools, bus stops, and parks within 6 years?

Estimated Annual Budget required	6-year Goal for New Sidewalks?	
	Annually	Total
$42M	67 miles	400 miles



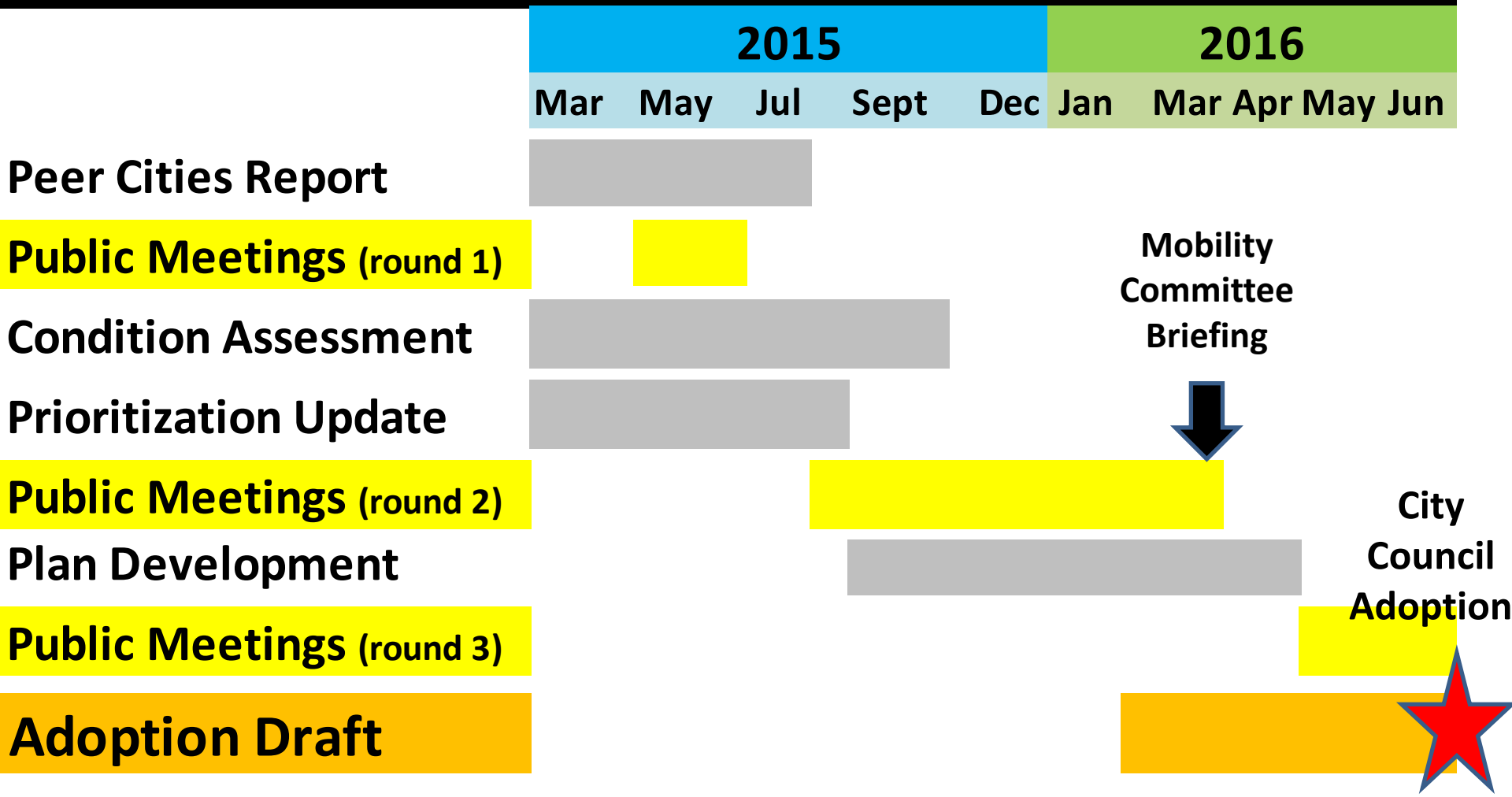
New Sidewalk Funding Options

- New Development Sidewalk Fee
- Incentive/cost matching program
- Local Improvement District (LID, PID, TIF etc)
- Driveway assessments
- Enforcement Fees
- Sidewalk Fee In Lieu
- Bonds

Los Angeles Times

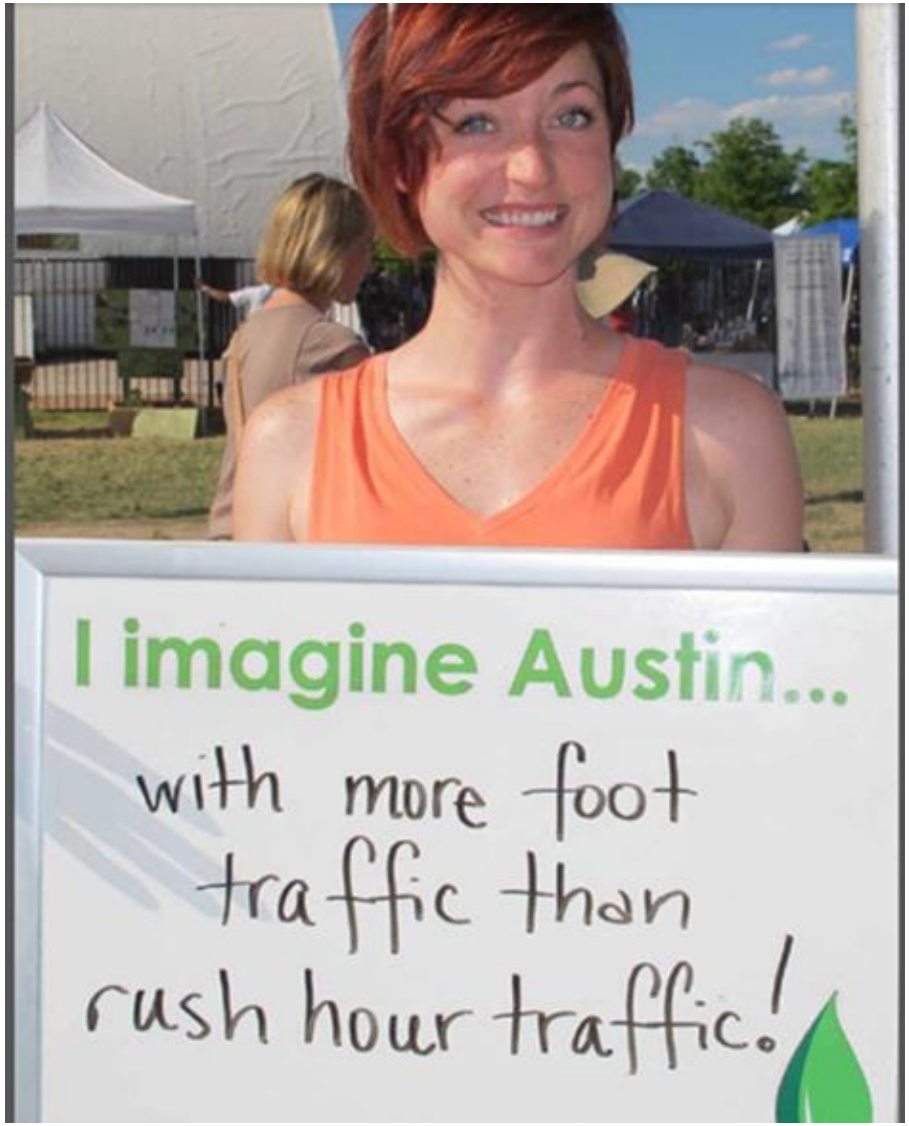
Drivers cited for not yielding to officer in traffic cone costume

Sidewalk Master Plan/ADA Transition Plan Update Schedule



Estimated Budget Summary

Repair & Rehabilitation (ADA Transition)	**$15 million/year** (approximately 30% increase if funded entirely by Transportation User Fee)
New Sidewalks (67 miles/year)	**$42 million/year** ($252M total if funded by 6-year bond program)
Total	**$57 million/year**

Feedback Requested

- **Sidewalk Rehabilitation Goals** & Funding Options
- **New Sidewalk Goals** & Funding Options