Pedestrian-Bicycle Transition Plan

Chapter 6

Recommended Measures to Implement PBTP

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The ACHD Pedestrian-Bicycle Transition Plan process identified a number of planning issues that will require ACHD’s attention and in some cases further evaluation. The findings and recommendations of the PBTP will likely require ACHD to serve in a coordinating role, with significant cooperation from cities, Ada County, school districts, re-development agencies, ITD and other government entities. See Figure 6-1. ACHD coordination will be required to implement the Local Design Guide as part of inter-jurisdictional and private transportation projects. Currently, there is no single staffing position at ACHD to effectively serve in these roles. A fragmented implementation of the PBTP carries the risk of inconsistent application of its findings and recommendations.

**Figure 6-1** PBTP Coordination

As an outcome of the PBTP planning process it is evident that pedestrians are getting a great deal more attention in Ada County. There is considerable public interest and support in shifting more tax dollars to fund pedestrian improvements. Neighborhoods and interest groups are also focusing on street and pedestrian traffic safety issues. As more growth occurs in Ada County cities, so too will traffic congestion.
The public’s interest in neighborhood traffic management issues will likely grow, and residents will be calling on ACHD for even greater assistance to help improve pedestrian and neighborhood traffic conditions. It is also very likely that more detailed federal policies and rules are forthcoming in the near future. These policies may require ACHD to expand its efforts to develop and refine internal policies and standards to guide pedestrian plans and projects.

In accordance with current ADA requirements, ACHD is to designate an **ADA Coordinator**. As described in this chapter, there are many important measures that ACHD should undertake to implement the findings of the PBTP. A well coordinated effort is essential to success. As such, it is recommended that ACHD add a staffing position - the **PBTP Coordinator** - to effectively and consistently implement the PBTP. The new PBTP Coordinator can also serve as the ADA Coordinator in a consistent, dual role. This section describes the various PBTP implementation measures and the role the PBTP Coordinator serves in each.

### ADA POLICY COORDINATION

The U.S. Access Board is likely to complete more comprehensive design guidelines for pedestrian facilities in the forthcoming update of ADAAG (new Section 14). It will be critical for ACHD to keep current with revised ADA rules and guidelines. Changes and additions to ADAAG may require ACHD to revise its pedestrian facilities standards and perhaps update the PBTP.

New ADA rules, guidelines and standards should be communicated with the local mobility- and vision-impaired community. ACHD will need to take a proactive and lead role in this coordination, as the revised rules and guidelines will likely affect the standards and practices that ACHD administers.

**PBTP Coordinator Role:** Coordinate with all ACHD departments to ensure consistent interpretation of ADA rules and guidelines.

### COMMUNITY PROJECTS, PROGRAM AND DEVELOPMENT

The PBTP Coordinator can effectively lead ACHD’s efforts to engage the cities, redevelopment agencies, school districts and neighborhood associations in prioritizing neighborhood sidewalk and curb ramp improvements. These efforts will be necessary to develop the annual update of sidewalk and curb ramp improvement projects as input into...
the Five-Year Work Program (FYWP). Defining short-term projects will involve more detailed planning than simply selecting the high priority projects to construct. Other issues that will affect project priority-setting include:

- Jurisdictional equity
- Defining “packaged” pedestrian improvements that span or mix high and moderate priorities, resulting in comprehensive corridor enhancements for construction programming and cost efficiencies
- Complimenting long-range street projects with intersecting sidewalk and curb ramp improvements to complete neighborhood accessibility

LONG-RANGE PLANNING PROGRAM

Coordinating the PBTP with recurring updates of ACHD’s Capital Improvement Plan² (every three years) and Destination 2030 (about every three to five years) will be important. Some PBTP priorities might be better linked to long-range projects for economies of scale in the ultimate construction of multi-modal transportation improvements. Inter-agency coordination is provided by COMPASS on regional projects that are eventually constructed by ACHD, ITD and Valley Regional Transit.

Special Projects

From time to time local jurisdictions will likely prepare sub-area plans that focus on particular areas and issues. Many of these plans are comprehensive plan amendments. Some of which do not directly involve ACHD but have significant impact on bicycle and pedestrian system connections and linkages.

In some cases ACHD is directly involved in sub-area plans. As an example, the Downtown Boise Mobility Study was recently drafted and includes plans for public transportation, arterial street traffic control and pedestrian and bicycle system improvements within the downtown Boise core area. ACHD was a primary sponsor of the Downtown Boise Mobility Study. Many of the study’s findings are excellent, as they help identify needed multi-modal solutions in the downtown core area. However, in some cases the Study does not fully address ADA compliance.

Some existing curb ramps are non-compliant and are not addressed within the Study. Also, some of the downtown restaurants have projected their sidewalk seating well into the public sidewalk areas.
Blind and wheelchair pedestrians find it difficult to traverse some of these streets, as there is no contiguous clear zone. What makes for excellent amenities for many downtown travelers can be a significant challenge to some pedestrians. There is a need for ACHD to coordinate follow-up planning with the Downtown Boise Mobility Study participants to ensure a balance between these various needs, while also addressing ADA compliance.

The PBTP could also be expanded in Boise and other downtown areas to comprehensively examine handicapped parking in relationship to adjacent curb ramps and other pedestrian system elements of critical concern to the mobility-impaired. This will require cooperation with the cities and re-development agencies.

PBTP DATABASE MAINTENANCE

The PBTP (GIS) database will need to be updated to reflect new or replacement pedestrian and bicycle system improvements within Ada County. Updates to ACHD’s GIS database can either be made on a case-by-case basis, or in a comprehensive effort at the end of each year (prior to updates of the FYWP).

*PBTP Coordinator Role:* Coordinate with ACHD GIS and Planning, Programming and Cost Estimating staff to regularly update the PBTP database with new pedestrian and bicycle facility enhancements.

SITE PLAN REVIEW

Even if ACHD does everything right by revising its design standards and ensuring that pedestrian improvements in its public rights-of-way jurisdiction are constructed to meet ADA guidelines, significant obstacles that impeded safe pedestrian travel might still be constructed elsewhere. Within private developments or along state highways there is similar need to administer and guide good pedestrian design, with emphasis on pedestrian circulation and access. ACHD will need to continue to coordinate with the local cities, ITD and Valley Regional Transit to administer better site plan review practices regarding pedestrian access and safety.

Stakeholders participating in the PBTP repeatedly noted that the current site plan review process had limited success in ensuring good pedestrian and bicycle accessibility, both internally within private developments, but also at critical linkages between private development and the public system.
ACHD has no direct and official jurisdiction in the local agency site plan review processes unless it is related to a public street. City parks departments and redevelopment agencies are individually responsible for their own standards and policies that comply with the ADA.

The cities in Ada County, ACHD and ITD are all participating in the regional planning efforts – Communities In Motion and the Blueprint for Good Growth. It is anticipated that these efforts will be defining better ways to plan for and develop land use/transportation networks that provide greater opportunities and conditions for walking and cycling. Further, these plans will be preparing consistent ordinances, standards and policies that support multi-modal system development.

The new or revised local ordinances will need to require ADA compliance for non-ACHD transportation facilities. As an example, access to shared-use paths (and the paths themselves) constructed by local parks departments are also required to comply with the ADA.

The local jurisdictions will also need to educate private developers to effectively implement these new standards and policies. ACHD may very well serve in a coordinating role with the cities, Ada County, ITD and Valley Regional Transit. As a result, the site plan review process should be more consistent with meaningful results to pedestrians and cyclists.

**PBTP Coordinator Role:** Participate with and help educate cities and other jurisdictions, Right of Way and Development Services and Engineering (design standards) in the on-going site plan review processes; implementing the PBTP by integrating private development improvements with the public system to help ensure full accessibility and ADA compliance.

**ITD COORDINATION**

ITD’s highways were also inventoried as part of the PBTP data collection effort. Pedestrian accessibility and mobility issues are also important along state highways within and between the urban areas of Ada County. ACHD has no jurisdiction over the design and construction of ITD facilities. However, ACHD and ITD have developed agreements such that ACHD inherits the maintenance responsibilities of pedestrian facilities once they are constructed on state highways within Ada County. ACHD has a responsibility to ensure that ITD requires all new project construction to adhere to the ADA requirements.

ACHD should encourage ITD to complete a thorough examination of each state highway corridor in Ada County with respect to pedestrian (and bicycle) facilities.
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The state’s evaluation should address all of the ADA Transition Plan requirements, including a Self-Evaluation and plan to remove pedestrian access obstacles. Such findings can then be administered through each of ITD’s design and construction projects to comply with the ADA.

**PBTP Coordinator Role:** Encourage and coordinate with ITD in the evaluation and planning of pedestrian (and bicycle) facilities along state highways in Ada County, in compliance with the ADA.

**SIDEWALK DESIGN STANDARDS**

The *Local Design Guide* (see Chapter 5) provided insight of several critical design issues relating to pedestrian treatments on sidewalks, driveway crossings, curb ramps and crosswalks. ACHD needs to immediately revise and update their design standards to address current ADA rules. ACHD’s design standards are contained within the ISPWC. ACHD can choose to prepare and adopt needed revisions of its own standards, or work with the ISPWC and mutually adopt statewide standards. The later option would likely require more time.

Again, the on-going regional planning through *Communities In Motion* and the *Blueprint for Good Growth* will likely identify further arterial street design enhancements which will affect sidewalk and intersection design treatments. Further refinements to ACHD’s design standards would likely follow.

Throughout this process ACHD will need to lead discussions and educate local contractors and design firms concerning modifications to its design standards.

Stakeholders involved in the PBTP process, especially the vision-impaired, voiced concern over the application of truncated domes. Some favored them, others did not. However, there was unified opinion from the vision-impaired over application of the combination of truncated domes and diagonal curb ramps. At issue is the ramp-dome combination, which by current design and application provides conflicting information to guide the direction of travel – diagonally into the intersection rather than to the crosswalk.

ACHD will also need to conduct further research in the application of audible signals to best meet local user needs. Continued research and evaluation of audible signals and truncated dome placement (and curb ramp design) should be conducted by ACHD, working with the local stakeholders, to best meet user needs.
**TEMPORARY ACCESS IN WORK ZONES**

Pedestrian accessibility needs to be maintained in areas of street construction and maintenance.

**REMOVING OBSTACLES**

There are significant moveable and fixed obstacles along ACHD’s sidewalks that limit the minimum pedestrian clear width (4 feet). ACHD can and should exercise its authority to ensure that these obstacles are removed from the public rights-of-way as early as possible (see Appendix E for summary of existing policies).

**FIXED OBSTACLES**

Many but not all fixed obstacles need to be removed in order to maintain adequate clear width for pedestrian access. For example, private utility poles have been frequently placed within the public sidewalk. The cost to move these poles can be extremely high. However, ACHD has existing agreements with utility providers to move utility lines. Other fixed obstacles include mailboxes, fire hydrants, irrigation control valves.
and head gates, and traffic signal poles and equipment.

**PBTP Coordinator Role:** Coordinate with Legal and other ACHD departments to identify effective measures that remove fixed obstacles along high priority corridors identified in PBTP. Again, a public notification process, defined and directed by the Public Information Officer, should precede this effort to help avoid misunderstanding.

**NEIGHBORHOOD TRAFFIC MANAGEMENT**

Traffic congestion and management issues will more frequently be raised with ACHD as Ada County cities continue to grow. To best manage local traffic conditions and improvement measures ACHD should develop a comprehensive and consistent Local Traffic Management Plan. The plan should include three parts:

**Part 1: Traffic Safety**
To better understand where traffic problems exist, why, what solutions are available, and a mechanism to consistently identify and prioritize safety improvements.

**Part 2: Neighborhood Traffic Mitigation/Calming**
To provide a comprehensive program to evaluate neighborhood traffic problems and identify appropriate traffic mitigation measures.

**Part 3: Traffic Enforcement**
To identify and appropriately administer a program to enforce ACHD’s traffic safety plan.

In each Plan part, there should be three categories for Plan implementation: Education, Enforcement and Engineering. The PBTP will provide essential background information for the Traffic Management Plan based on the inventory of pedestrian facilities...
and prioritization of improvement projects. The Traffic Management Plan should also include a more formal program for a consistent application of traffic calming devices (see Appendix F for Traffic Management Plan example).

PBTP Coordinator Role: Coordinate with Traffic to develop a county-wide Traffic Management Plan. Coordinate with Traffic and other ACHD departments to identify effective PBTP measures that assist the Traffic Management Plan. Public information should be coordinated with the Public Information Officer.

Walk-to-school route planning is also an excellent mechanism to advance pedestrian and bicycle safety education.

As noted in the ACHD Local Design Guide (Chapter 5), there is growing concern that site selection and development process for new schools is uncoordinated and independent of transportation service-provider (mainly ACHD but also ITD) capacity of adequate pedestrian and bicycle facilities. ACHD could work with local city agencies to require school districts to prepare consistent walk-to-school route plans prior to occupancy.

PBTP Coordinator Role: Develop guidelines for the development or refinement of school-specific walk-to-school route plans. Coordinate with and support school districts, city jurisdictions, stakeholders and affected neighborhood associations in on-going, walk-to-school route planning. Revise and update PBTP to include walk-to-school routes in the methodology for prioritizing pedestrian projects (see Chapter 3). Also coordinate with Traffic and other ACHD departments to identify appropriate traffic management and control measures for specific walk-to-school routes. This effort would also be well-served with effective community involvement facilitated by ACHD’s Public Information Officer.
DEMONSTRATION PROJECTS

Defining short-term projects from the PBTP database of priority pedestrian improvements involves detailed planning. Candidate sidewalk improvements often require more significant effort when considering site-specific design and engineering issues, like intersection traffic control equipment requirements and location, right-of-way limitations, and drainage system constraints. To demonstrate, a set of ten separate improvement projects were roughly defined in separate corridors within Ada County. From the list of ten projects a set of four corridors were further refined as demonstration projects for short-term funding and construction. The candidate demonstration projects are illustrated in Figures 6-2 through 6-4. These demonstration projects indicate that ACHD will likely be packaging a mix of high and moderate priority PBTP projects for short-term improvements as part of PBTP implementation, in coordination through the FYWP.

ACHD should conduct more detailed examination of possible project definition criteria that can and should be used to help identify short-term projects for construction. Many different criteria can be defined and measured, depending on the availability of mapping data resources, such as:

MEDICAL FACILITY ACCESS: New curb ramps and needed curb ramp replacements immediately adjacent to hospitals, urgent care facilities and major medical facilities

TRANSIT/ADA: New sidewalks (where curb & gutter already exist) and curb ramps and needed sidewalk and curb ramp replacements along selected ValleyRide routes, at specific stops where reported wheelchair boardings & alightings can be documented.

TRANSIT PRIORITY ROUTE: New sidewalks (where curb & gutter already exist) and curb ramps near bus stops along ValleyRide’s highest volume route.

ADA ACCESS: New, “High” priority curb ramps along arterial, collector and neighborhood connector streets; plus new curb ramps along local streets where new ramps are near known mobility-impaired state offices, city halls, and post office buildings.

CIVIC CENTER ACCESS: New curb ramps and needed curb ramp replacements immediately adjacent to specific civic buildings (capitol, county courthouse, state offices, city halls, and post office buildings)
Figure 6-2 | Ressiguie Street—5th Ave. to 20th Ave. Demonstration Project
Figure 6-3 | Poplar Street—Cole Rd. to Raymond St. Demonstration Project
employment and training centers

SCHOOL SAFETY: New sidewalks (where curb & gutter already exist) and curb ramps along public streets (both sides) fronting all schools.

FUNDING

There are several ways in which pedestrian and bicycle system improvements are funded in Ada County. This section highlights both current funding mechanisms and the options ACHD might consider to increase funding of pedestrian and bicycle system improvements. Whenever possible the distinction is made between funding programs and funding sources. Pedestrian and bicycle system improvements are funded both privately and publicly in Ada County.

PRIVATE PEDESTRIAN & BICYCLE SYSTEMS DEVELOPMENT

Within new developments, new sidewalk and curb ramp improvements are often funded privately as required or conditioned by local city and county subdivision policies. Typically, these system improvements are located along local, residential streets; less frequently on collector and arterial streets.

PUBLIC PEDESTRIAN & BICYCLE SYSTEMS DEVELOPMENT

State Highways

In general, ACHD and ITD have jurisdiction over most public roads in Ada County. The funding for state highway and freeway improvements is coordinated through COMPASS and construction projects are programmed through Idaho’s Statewide Transportation Improvement Program (STIP). These highway improvements often include pedestrian and bicycle system components. The funding source for these improvements are generally a combination of federal and state gas taxes, and vehicle registration fees (which are scheduled to be sunset in year 2010).

ACHD Streets and Highways

Pedestrian and bicycle system improvements along ACHD streets and highways are generally programmed through ACHD’s FYWP in two major ways:

(i) Major Street and Highways

The FYWP defines three major improvements categories for the construction or roadway, intersection and bridge improvements. Pedestrian and bicycle improvements (new or replacement) are often included in each category. A variety of short- and long-range plans and studies and individual requests help identify projects that are included and prioritized in ACHD’s FYWP and
budget. ACHD updates its FYWP each year and regularly coordinates with local jurisdictions and the community at-large with regards to timing and project priorities.

Some arterial street and intersection improvements are identified in ACHD’s Capital Improvement Plan (CIP), funded, in part, by traffic impact fees (TIF). The CIP identifies a number of arterial street capacity improvements to be completed between 2003 and 2023. It is estimated that about $70 million in sidewalk improvements are included within the $354 million in arterial street and intersection capacity improvements of the CIP. Within the CIP, TIFs are expected to fund about $167 million, the remaining to be funded by other, future ACHD revenues to match the TIF – likely a combination of state gas taxes, state vehicle registration fees and local property taxes. Federal gas taxes also help pay for pedestrian, bicycle and street improvements for those ACHD routes in Ada County designated as “federal-aide.”

(2) Community Program

Three major programs for pedestrian and bicycle improvements are included within the Community Program section of ACHD’s FYWP and budget: Individual Curb, Gutter and Sidewalks (mostly pedestrian improvements); Minor Field Improvements (including Sidewalk Repair, pedestrian improvements) and Safe Routes to School (combination of pedestrian and bicycle improvements). Curb, Gutter and Sidewalk projects are typically selected through a prioritization process based on 11 factors including traffic volumes, proximity to schools, funding partnerships, and buy-in from impacted property owners.

Simply digested, the funding source for most of ACHD’s major pedestrian and bicycle system improvements is a combination of state gas taxes, state vehicle registration fees and local property taxes. ACHD administers its Sidewalk Repair policy within the Community Program to help fund needed sidewalk repairs. A small number of sidewalk repair improvements are made each year in Ada County based on the following criteria:

- Sidewalk improvements are made to only those sidewalks reported to ACHD.
- ACHD conducts a site inspection to confirm condition and need.
- ACHD pays up to $2.50 per square foot for the removal and replacement of identified sidewalk repairs; property owner responsible for all remaining costs.
Costs for needed curb ramp replacements (if any) associated with sidewalk improvements are exempt.

The funding for the Sidewalk repair program is coordinated annually through ACHD’s FYWP and budget. The primary sources to fund these improvements are state gas taxes, vehicle registration fees and local property taxes.

**OTHER FUNDING OPTIONS**

**Local Improvement Districts**

In the past ACHD has administered development of local improvement districts (LID) to fund sidewalk improvements (new and replacement sidewalks) within specified areas. However, public support for LID funding has not proven successful, and ACHD has not continued programming LID projects. Few, if any, new LIDs have been formed.

**ACHD Short-Term Funding Plan**

ACHD has prepared and adopted its Short-Term Funding Plan. A key finding of the Plan emphasizes that the current funding programs are not keeping up with fast-paced growth in Ada County. The Plan summarizes historic revenue programs and ways to increase funding for ACHD in the future. Also included in the Plan are summaries of various federal and state funding programs, some of which may be sources for ACHD to help fund pedestrian and bicycle improvements. ACHD has already completed application to a few federal programs to help directly fund bike and pedestrian improvements, including:

- **Bike Safety Grant** ($50,000, being prepared for submittal) – National Highway Traffic Safety Administration (NHTSA)
- **U.S. Department of Housing and Urban Development (HUD)** – Discretionary Grant for Sidewalk Improvements ($5 million)

In anticipation that Congress will re-authorize the federal transportation bill, other federal programs may be available to ACHD to help fund pedestrian and bicycle system improvements, either directly or as part of other multi-modal projects.

**ACHD Long-Term Funding Plan**

ACHD is in the process of finalizing and adopting its Long-Term Funding Plan, which will further identify state, local, federal and private funding opportunities and sources to help fund future pedestrian and bicycle system improvements in Ada County.

**FUNDING POLICIES FOR ACHD CONSIDERATION**

ACHD is currently funding significant pedestrian and bicycle system improvements within Ada County, based on its current major funding sources: federal and state gas taxes, state vehicle registration fees and local property taxes.
As an extension of current practice, ACHD should continue to actively pursuing additional funding support for pedestrian and bicycle funding through application to various federal programs like HUD, NHTSA, and any new or revised programs identified by FHWA as part of the Transportation Bill re-authorization.

ACHD might also consider a shift in its project development and street standards policies, whereby sidewalks are placed in public easements outside the public right-of-way. This would significantly reduce the cost of ROW acquisition to better accommodate sidewalks and bicycle lanes in certain cases.

The combination of these policies will help ACHD supplement its current funding programs for pedestrian and bicycle system improvements. As outcome, priority pedestrian improvements may be accelerated, helping ACHD meet growing demands.

**NEXT STEPS**

ACHD should take the following steps, in order of priority, to implement the findings and recommendations of the PBTP:

1. If the Communities-In-Motion/Blueprint for Good Growth regional planning efforts do not provide ACHD with additional policy and planning direction related to detailed street design standards that assist in ADA compliance, ACHD should undertake additional planning steps to review and refine its street standards. The review should focus on balancing auto/truck and pedestrian needs at the critical junction points: intersections, cross walks and sidewalk connections.

2. Conduct further examination of PBTP project definition criteria.

3. Convene a special advisory group to (1) assist ACHD in the revision of local standards for sidewalks, curb ramps, driveway crossings and traffic signal control facilities to meet ADA requirements, and (2) coordinate consistent regional and local policies for “off-system,” ADA compliance, especially focused on site-plan review. To comply with the ADA, ACHD has the option to either (a) adopt its own standards separate from and preceding statewide standard revisions in the next ISPWC update; or, (b) lead statewide discussions and collectively adopt revisions to the ISPWC. In either case ACHD should ensure the expeditious review, refinement and adoption of street and sidewalk standards that comply with ADA. The advisory group membership should include leaders from local jurisdictions (including ITD), contractors, developers
and design/engineering professionals, and ACHD Staff.

(4) Convene a special task force to help ACHD complete the local evaluation of truncated dome and audible signal applications, materials and processes. The task force should include representatives of the local mobility-impaired and vision-impaired community, Advisory Group leadership and ACHD Staff.

(5) Convene local training and development workshops to help educate local jurisdictions, contractors, developers and design/engineering professionals with regards to revised ADA-compliant construction standards and applications, and site-plan review procedures. Distribution of the PBTP should precede the workshop invitations as relevant background material.

(6) Continue to pursue federal and state funding to supplement ACHD’s current revenue programs for pedestrian and bicycle system improvements.

(7) Convene school-specific, walk-to-school route planning efforts to either confirm existing plans or develop new plans. The outcome of these plans, priority sidewalk and bicycle improvements, should then be integrated into refinements to the PBTP project priorities. Participation in these efforts should include the school district and school representatives, parent and neighborhood representatives, city and county planning staff, law enforcement and ACHD staff.

(8) Fund, facilitate, manage and prepare a separate Bicycle Master Plan and Traffic Management Plan for Ada County.

SUMMARY

The recent public opinion research indicates that Ada County residents are seeking greater public investment in pedestrian facilities. ACHD serves a critical role in the planning, development and construction of needed pedestrian improvements. The PBTP will certainly elevate ACHD’s public exposure as a designer and provider of street and pedestrian systems. This increased exposure will likely give rise to increased expectations.

The PBTP Coordinator will need to regularly coordinate with ACHD’s Public Information Officer to help ensure that all of the PBTP findings and recommendations are sufficiently communicated to ACHD’s constituents.
**End Notes**


