



City of Raleigh Bicycle & Pedestrian Advisory Commission
Public Works Department · Transportation Services Division
P.O. Box 590 · Raleigh, North Carolina 27602 · (919) 516-2155

Monday, January 24, 2011, 5:30 pm
Raleigh Municipal Building, Room 305
222 W. Hargett St., Raleigh, NC 27602

SPECIAL MEETING

AGENDA

I. Old Business – 5:30 pm – 30 minutes

- **Sidewalk Assessments** – Review of scenarios for future sidewalk funding, and recommendation to City Council Budget & Economic Development Committee.

II. Adjournment – 6:00 pm

* There is an attachment related to this item.

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City of Raleigh North Carolina

January 18, 2011

MEMORANDUM

TO: Raleigh Bicycle & Pedestrian Advisory Commission

FROM: Eric J. Lamb, PE
Manager, Transportation Services Division

SUBJECT: Sidewalk Assessments Follow Up Items

At your last Bicycle & Pedestrian Advisory Commission (BPAC) meeting, the Commission reviewed the City's policies and practices relative to sidewalk assessments new construction and for sidewalk repairs.

Non-Sidewalk Funding (515 Funds)

As discussed at the previous meeting, sidewalk repair and construction assessments are part of the City's revenue stream for our capital program. This portion of our capital program is referred to administratively as 515 Funds. In addition to funding new sidewalk construction and sidewalk repairs, these funds are also used for ADA curb ramp installations, intersection improvements, streetlight installations, planning studies, and participation in sidewalk costs for NCDOT or other joint venture projects. While a reduction in revenues from reducing or eliminating sidewalk assessments would reduce the amount available for 515 Funds, these projects are also eligible to utilize revenues from general capital for street improvements (525 Funds) and from transportation bonds (531 Funds). Sidewalks funded as part of larger comprehensive street improvement projects are currently funded with either 525 or 531 Funds.

Fiscal Impacts to Changes in Assessment Policy

There are basically four categories of sidewalk projects related to assessments:

- Large capital projects – sidewalks are installed as part of a larger, comprehensive construction project (531, 525 funds). Assessments are levied at \$6/per linear foot of frontage per side.
- Small capital projects – sidewalks are installed independently as standalone projects initiated by the City (515 funds). Assessments are levied at \$6/per linear foot of frontage per side.
- Petition projects – sidewalks are installed independently as standalone projects initiated by public petitions (515 funds). Assessments are levied at \$6/per linear foot of frontage per side.
- Maintenance projects – sidewalks are repaired by the City or the property owner (515 funds, Operations Budget funding). Sidewalk damage unrelated to tree roots in public rights-of-way are assessed 100% to adjacent property owner.

For sidewalks constructed under larger capital projects, a change in assessment policy would have no impact on funding of these projects. But as these assessment revenues are used to contribute to 515 Fund projects, the loss in revenue would result in approximately a 75% reduction in construction assessment income. Assessment income has averaged \$106,000 per year since 2005, therefore eliminating these assessments would result in roughly \$75,000 less per year for 515 Fund revenues.

Small capital projects and petition projects are usually treated identically in the design and production phases and are often packaged together in construction bids. Assessments for these projects comprise the other 25% of construction assessment income. Since 2005 petition projects have represented approximately 15% of all projects in this category¹. If new sidewalk construction is migrated into a bond-funded framework, the loss of assessment revenues for either small capital projects or petition projects should not have a short-term impact, as revenues for 515 Funds would still occur from fee-in-lieu payments associated with private development. However it does create a concern about the demand that could be generated for new sidewalk requests that is currently metered by a cost-sharing element.

Since 2005, the majority of spending on maintenance projects has historically been related to tree root-based repairs (67%), as opposed to repairs assessed to property owners (33%). Tree root-related repairs have been paid for from Operating budget funds using City forces, whereas all other repairs made by the City are handled by contract using Capital funds. Similar to the metering issue mentioned above, there is a concern about the volume of new repair requests that could occur if the cost-sharing element of sidewalk repair was reduced or removed. We have also discussed this component with our City Attorney's Office and determined that alterations or removal of assessments for sidewalk repair would not change the City's liability for sidewalk maintenance from our current standard.

The City Council has been discussing options for a new transportation bond to be considered later this year. If new bond funding is established to provide sufficient revenue streams for small capital, petition projects, and maintenance, this could offset any revenue losses associated with sidewalk assessments. But migrating sidewalk construction from assessment revenues to bond revenues can also create a long-term dependency for bond funding, which has occurred with the City's Major Roads construction program. Once bond funds are established as the funding source of choice for any program, it makes it difficult to revert to traditional funding methods if bond revenues are not available.

The City's experience with bond funding for capital transportation projects in general has been mixed. While bonds can provide good lump-sum opportunities for project funding, impediments such as debt ceilings, tax increases to finance debt service, or a lack of political support can hinder the issuance of new bonds. Bond revenues are subject to voter referendum approval and are never guaranteed. Discussions of bond funding for any program should also be compared against other options for "pay as you go" funding.

If you have additional questions about this item, please advise.

Cc: Carl R. Dawson, Jr., PE – Public Works Director
Dean Fox, PE – Design/Construction Division Manager

¹ Estimated, based on total linear footage of construction.

City of Raleigh Sidewalk Data 2005-2010

Sidewalk Repair Data

Fiscal Year	City Repaired (Assessed)		Owner Repaired		Tree Root Repairs		Total Annual Repairs	
	Length Repaired (LF)	Cost	Length Repaired (LF)	Cost	Length Repaired (LF)	Cost	Length Repaired (LF)	Cost
FY 05-06	211.6	\$ 6,752	357.2	\$ 20,139	1325	\$ 50,813	1893.8	\$ 77,704
FY 06-07	93.3	\$ 4,655	161.9	\$ 7,960	1283	\$ 57,092	1538.2	\$ 69,707
FY 07-08	461.6	\$ 23,110	908.1	\$ 52,405	1650	\$ 78,411	3019.7	\$ 153,926
FY 08-09	202.4	\$ 7,898	401.2	\$ 16,916	227	\$ 64,501	830.6	\$ 89,315
FY 09-10	223.0	\$ 8,874	241.3	\$ 10,097	3081	\$ 53,197	3545.3	\$ 72,168
FY 10-11	35.0	\$ 1,279	63.7	\$ 2,628	1347	\$ 25,196	1445.7	\$ 29,103
Totals	1226.9	\$ 52,568	2133.4	\$ 110,145	8913	\$ 329,210	12273.3	\$ 491,923

[Incomplete data for length]

Private Sidewalk Construction Data

Fiscal Year	Sidewalks Accepted (Private Development)	
	Length Accepted (LF)	Estimated Value
FY 05-06	153571	\$ 1,842,852
FY 06-07	109159	\$ 1,309,908
FY 07-08	111334	\$ 1,336,008
FY 08-09	64874	\$ 778,488
FY 09-10	18344	\$ 220,128
FY 10-11	19464	\$ 233,568
Totals	476746	\$ 5,720,952

Sidewalk Revenues

Fiscal Year	Sidewalk Revenues - CIP	
	Sidewalk Fund	Fund Reserves
FY 05-06	\$ 176,000	\$ 80,000
FY 06-07	\$ 179,000	\$ -
FY 07-08	\$ 190,000	\$ 200,000
FY 08-09	\$ 193,000	\$ 150,000
FY 09-10	\$ 93,000	\$ 100,000
FY 10-11	\$ 196,000	\$ -
Totals	\$ 1,027,000	\$ 530,000

Sidewalk Fund Revenue Sources

- Assessments
 - Fund Interest Income
 - Fee-in-lieu Payments (Private Development)
- Sidewalk Fund Reserve Sources
- Unbudgeted income from prior year
 - Unspent balances from previous allocations

Sidewalk Assessments Levied

Fiscal Year	Assessments	
	Construction	Repairs
FY 05-06	\$ 278,430.00	\$ 35,606.46
FY 06-07	\$ 146,531.00	\$ 11,378.74
FY 07-08	\$ 87,698.00	\$ 27,692.00
FY 08-09	\$ 88,548.00	\$ 12,048.96
FY 09-10	\$ 18,428.00	\$ 21,231.25
FY 10-11	\$ -	\$ -
Totals	\$ 619,635.00	\$ 107,957.41

Sidewalk Funding Allocations

Fiscal Year	Transportation - CIP	
	Sidewalk Program	Sidewalk Repairs
FY 05-06	\$ 100,000	\$ 25,000
FY 06-07	\$ 200,000	\$ 25,000
FY 07-08	\$ 500,000	\$ 25,000
FY 08-09	\$ 500,000	\$ 25,000
FY 09-10	\$ -	\$ 25,000
FY 10-11	\$ -	\$ -
Totals	\$ 1,300,000	\$ 125,000

Summary of Sidewalk Fund Revenues by Type

Fiscal Year	Sidewalk Assessments	Account Interest	Sidewalk Fee-in-Lieu	Development Fee-in-Lieu	Totals
FY 05-06	\$ 166,364.79	\$ 3,700.82	\$ 10,506.50	\$ 133,985.12	\$ 314,557.23
FY 06-07	\$ 122,555.80	\$ 7,006.12	\$ 893.50	\$ 115,764.87	\$ 246,220.29
FY 07-08	\$ 82,209.46	\$ 7,643.97	\$ 4,604.60	\$ 163,318.44	\$ 257,776.47
FY 08-09	\$ 106,425.55	\$ 5,304.22	\$ 2,445.40	\$ 111,483.14	\$ 225,658.31
FY 09-10	\$ 50,409.69	\$ 5,339.95	\$ -	\$ 136,617.03	\$ 192,366.67
FY 10-11	\$ 33,591.48	\$ 5,030.98	\$ 2,684.81	\$ 1,206.13	\$ 42,513.40
Totals	\$ 561,556.77	\$ 34,026.06	\$ 21,134.81	\$ 662,374.73	\$ 1,279,092.37

ERP Account References:

Sidewalk Assessments	515-0000-515200-000
Account Interest	515-0000-515210-000
Sidewalk Fee in Lieu	515-0000-515500-000
Development Fee in Lieu	515-0000-532470-000

Sidewalk Budgets and Assessments in NC

Jurisdiction	Population (2009)*	Annual Budget for sidewalk projects	Assessment for new sidewalk construction (Capital)	Assessment for new sidewalk construction (Petitions)	Assessment for sidewalk repairs	Annual Sidewalk Budget per capita	Rank by per capita spending	Current Bond Funds
Charlotte	704,422	\$7,500,000	No	Yes/At-cost	No	\$10.65	1	Yes
Cary	136,637	\$500,000	No	No	No	\$3.66	2	No
High Point	103,368	\$150,000	No	No	No	\$1.45	3	Yes
Raleigh	405,612	\$500,000	\$6/linear foot	\$6/linear foot	Yes	\$1.23	4	No
Greensboro*	255,124	\$265,000	No	No	No	\$1.04	5	Yes
Winston-Salem	229,828	\$200,000	No	No	No	\$0.87	6	No
Fayetteville	198,071	\$150,000	No	\$10/linear foot	No	\$0.76	7	No
Asheville	76,636	\$50,000	No	No	No	\$0.65	8	No
Durham	229,171	\$100,000	No	\$5/linear foot	No	\$0.44	9	Yes
Wilmington	101,350	\$0	No	N/A	No	\$0.00	10	No

* Estimates provided US Census Bureau

Notes

The City of Wilmington does not budget annually for new sidewalk construction each but maintains an annual budget for sidewalk maintenance and repair. The annual budget for the City of Greensboro reflects a 20% match for STP-DA and CMAQ funds to construct 27 miles of sidewalk by 2015. Asheville, Fayetteville, and High Point do not have set annual budgets for the construction of new sidewalks, funding in these cities vary from year to year but some amount of funds are appropriated annually. The City of Durham and the City of Fayetteville only assesses for sidewalk petition projects. The information included in the spreadsheet reflects the amount most recently budgeted.

Questions for staff about sidewalk assessment data

Steven Waters - 1/17/2011

RESPONSES BY ERIC LAMB 1/18/11

1. Am I correct in assuming that the FY 10-11 data is Year-to-Date, meaning it is not always possible to make a meaningful comparison with past years?

Yes, this is correct.

2. I am trying to create charts based on the data included in the agenda packet to show revenue versus expense for sidewalk construction and maintenance. Am I correct in assuming that in the table on its own page titled, "Summary of Sidewalk Fund Revenues by Type," the Sidewalk Assessments category includes both new construction and maintenance? Can we get the amount of assessments collected for construction separate from maintenance?

Your assumption is correct that the revenues include both construction and maintenance assessments. I do not have the breakouts of revenues by year by category; the closest I could get to this was determining how many assessments were levied in each category per year, which was included on the sheet entitled "City of Raleigh Sidewalk Data 2005-2010."

3. Could you tell me what is the difference between Sidewalk Fee-in-Lieu, Development Fee-in-Lieu, Sidewalks Accepted, and Owner Repaired?

A fee-in-lieu payment is made when a developer makes a payment in lieu of building sidewalks otherwise required as part of the site development requirements. On the "Summary of Sidewalk Fund Revenues by Type" sheet, we're not clear why there's a difference in "Sidewalk Fee-in-lieu" versus "Development Fee-in-lieu" unless the payments were handled differently for some accounting reason.

"Sidewalks Accepted" accounted for all new sidewalk construction associated with private development.

The "Owner Repaired" category on the "Sidewalk Data" sheet represents annual repairs by property owners that chose to undertake their own sidewalk repairs, as opposed to falling in the first category of "Sidewalk Repairs (Assessed) which were conducted by the City and assessed at full cost to the adjacent property owner.

4. On the various tables, does – mean the same as 0? And does that mean we had zero budget for sidewalks last year and this year?

Yes, you are correct.

5. Could you tell me why the data in the Sidewalk Repair Data table under City Repaired (Assessed) – Cost does not match up with the data in the Sidewalk Assessments Levied table under Assessments – Repairs?

Assessments are not concurrent with either repairs or construction. Assessments can lag up to a couple of years behind the actual repair work and are batched together. It's also possible that the list under "City Repaired (Assessed)" that we received is incomplete.

6. In the Sidewalk Revenues table, am I correct in assuming the amounts listed under Sidewalk Fund and Fund Reserves were actually (fully) spent?

No. Unspent funds from prior capital budget allocations are kept in reserve, which is what we've used to cover sidewalk construction over the past two years.

7. Could you tell me why the data in the table "Sidewalk Revenues" under Sidewalk Revenues – CIP – Sidewalk Fund does not seem to match up with the data in the table on its own page titled, "Summary of Sidewalk Fund Revenues by Type"?

It involves budgeting against estimated revenues versus accounting for actual expenditures. For example, budgeting for the CIP occurs roughly 6-7 months in advance of the next fiscal year.

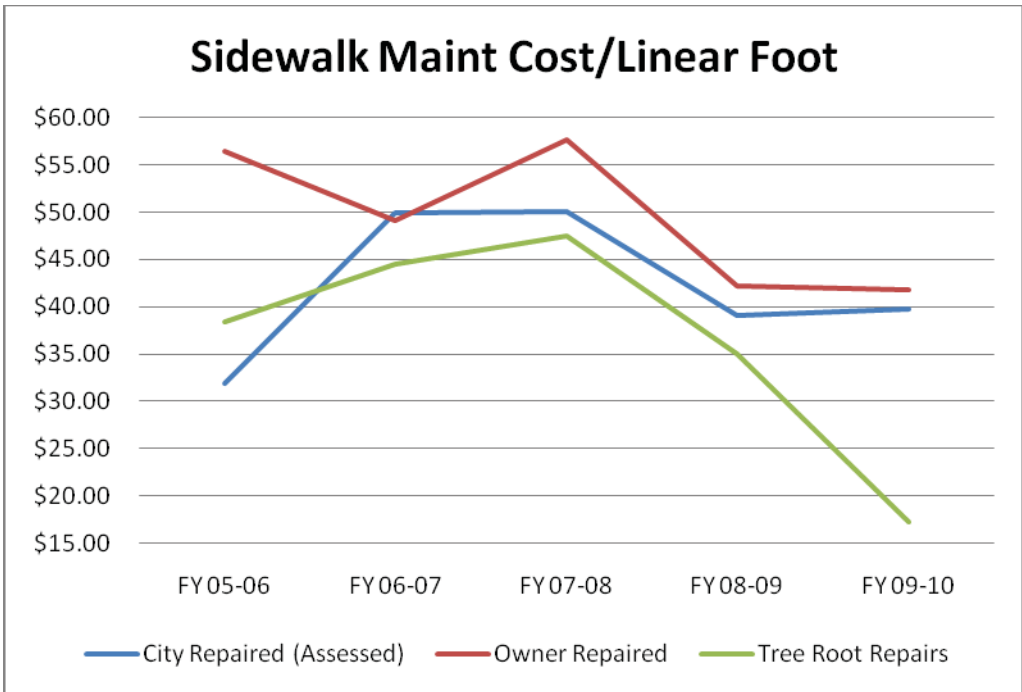
8. The Sidewalk Repair Data table indicates the data for Tree Root Repairs – Length Repaired was based on incomplete data. That means the Total Annual Repairs – Length Repaired is also based on incomplete data, as well as the Total for that column. For FY 05-06 through FY 07-08, the cost per linear foot of Tree Root Repairs increased from \$38 to \$48. Since costs declined in the subsequent years, I estimated a cost per linear foot of \$35, which would mean we repaired 1,843 LF (\$64,501 / \$35). Is that a reasonable estimate?

Yes.

9. How did the cost per linear foot in that same category drop to only \$17.27 and \$18.71 in FY 09-10 and FY 10-11? (See table and chart below)

Maintenance cost per Linear Foot

	City Repaired (Assessed)	Owner Repaired	Tree Root Repairs	Total Annual Repairs
FY 05-06	\$31.91	\$56.38	\$38.35	\$41.03
FY 06-07	\$49.89	\$49.17	\$44.50	\$45.32
FY 07-08	\$50.06	\$57.71	\$47.52	\$50.97
FY 08-09	\$39.02	\$42.16	\$35.00	\$36.51
FY 09-10	\$39.79	\$41.84	\$17.27	\$20.36
FY 10-11	\$36.54	\$41.26	\$18.71	\$20.13
TOTAL	\$42.85	\$51.63	\$31.27	\$35.42



Construction costs decreased in general with the recent recession. Since tree-root repair is handled internally by City forces, it's very likely that we received very favorable unit costs for construction during this period. FY10-11 data is incomplete (YTD) at this point and should not be used for comparison.

10. In the table titled "Sidewalk Repair Data," under Total Annual Repairs, the column "Cost" contains the total spent on sidewalk maintenance. Could you tell me where to find the total that was spent on new construction?

From 2005 to present, we have spent \$1.21 million on standalone sidewalk projects (City initiated and petitioned). This does not include sidewalks constructed as part of larger CIP projects. Please note that expenditures for FY 10-11 are year-to-date.

<u>FY 05-06</u>	<u>\$ 33,729</u>
<u>FY 06-07</u>	<u>\$ 412,318</u>
<u>FY 07-08</u>	<u>\$ 204,586</u>
<u>FY 08-09</u>	<u>\$ 115,976</u>
<u>FY 09-10</u>	<u>\$ 244,447</u>
<u>FY 10-11</u>	<u>\$ 202,642</u>
<u>Totals</u>	<u>\$ 1,213,698</u>

11. Would it be possible for staff to provide an estimate of both sidewalk assessment revenue (for new construction, and maintenance) as well as estimated expenditures based on anticipated demand over the next five years?

We would only be able to present a trend analysis for projections at this point. Expenditures for new construction would be based on available revenues and reserves.

12. In the table titled Private Sidewalk Construction Data, could you tell me why the estimated value is based on only \$12 per linear foot, which is a third of the average for other categories, and significantly lower than any other categories or years?

\$12 per foot represents the value of the asset from an accounting perspective. All City-owned assets (cars, buildings, utilities, roads, etc.) are assigned a monetary value for accounting purposes.

13. On the table that compares Raleigh with other municipalities, could you tell me what happened to the data that was originally in the column, "Assessments for new sidewalk construction (CIP)" aka city-initiated?

The handout at the previous meeting was the 2008 version of the same survey. The version in the agenda packet was updated for 2010.

14. Is the data in the category "Owner Repaired" considered to be a type of assessment? Is that because the amount that property owners report they spent is considered similar to the amount they would have been assessed otherwise?

Yes, that is correct.

15. Is there any other data in these tables that matches up to data in other tables?

No, for several reasons: 1) Budgets are based on estimates and projections, while expenditures are based on accounting and actual costs. 2) Expenditures for capital costs usually do not occur in the same year the projects are budgeted. 3) Assessments are not levied in the same fiscal year as the expenditures. 4) Assessment payments can be spread over a 10-year period, so payments will show up as revenues on the accounting end.

City of Charlotte Sidewalk Program
Sidewalk Retrofit Policy

Adopted by City Council May 23, 2005

I. BACKGROUND AND PURPOSE

The City of Charlotte is committed to becoming a more “walkable” community as part of an overall strategy for advancing a balanced transportation system that accommodates motorists, transit users, pedestrian and bicyclists. The City of Charlotte is committed to providing a safe, comfortable, efficient and connected pedestrian system. These safety and mobility goals are supported by the *City of Charlotte’s 2015 Plan*, which calls for the provision of “sidewalks, crosswalks, pedestrian signals and other facilities to make it easier, safer and more enjoyable for people to walk.”

The City’s commitment to becoming a more “walkable” community is seen in its annual \$5 million allocation to construct and maintain sidewalks. In addition, the City’s “smart growth” principles, as well as its’ upcoming Urban Street Design Guidelines, emerging light rail transit system and pedestrian oriented design standards have laid a foundation for Charlotte to become a walkable community.

The City’s Department of Transportation 2004-05 Strategic Operating Plan describes and recommends implementation of a series of pedestrian related initiatives as part of a mission to “plan and provide for a safe and efficient multi-modal transportation system.” The initiatives include development of a pedestrian master plan, street design guidelines, a new methodology for pedestrian level of service at controlled intersections, and pedestrian mid-block crossing guidelines.

The focus of this policy document is to implement a revised prioritization process for Sidewalk Program retrofit projects. The revised process focuses on the implementation of sidewalk projects which serve a public need and purpose. The process also allows for greater public participation.

Sidewalk Installation in the City of Charlotte

Currently, sidewalks in the City of Charlotte are installed under the following circumstances:

- **Capital Improvement Program (Sidewalk Program)** - The City constructs new sidewalks on existing thoroughfare, collector and local streets. The prioritization of projects to be funded under this program is the subject of this policy and procedure.
- **City and State Roadway Projects** - The City constructs sidewalks on all roadway construction projects within the City of Charlotte, including projects constructed by the City and the North Carolina Department of Transportation. The only exception is along controlled-access freeways where pedestrians are not allowed. Under this program, sidewalks are added to one side of local and collector streets and in most cases to both sides of all thoroughfares under this program.

- **Land Development Requirements** - As of July 1, 1998, developers are required to build sidewalks on both sides of streets within a subdivision. In most cases, developers are also required to build sidewalk along their property frontage
- **Neighborhood Reinvestment Program** - The City started this program in the late 80's to revitalize, stabilize and maintain infrastructure of the City's neighborhoods. Neighborhood improvement projects are prioritized and funded by Neighborhood Improvement Bonds. The bonds may include construction of sidewalks in the project depending on sidewalk infrastructure needs. The Sidewalk Program will participate in the cost of sidewalk construction if the neighborhood improvement sidewalks are also highly ranked on the Sidewalk Prioritization list.
- **Individual Property Owner Installation** - Individual property owners can install their own sidewalks. CDOT should be notified so that the City can make sure the installation meets minimum construction standards.
- **Neighborhood Petition Assessment** - Residents can petition for sidewalk construction to be financed by all property owners in the area where sidewalk is requested. This process includes a majority consent of 51% of the property owners in the improvement area, and a formal petition for no less than one block of the street. Provided City Council approves the request, 100% of the property owners will be required to pay for the sidewalk. If those 51% decide only to build sidewalk on one side of the street, all of the residences along both sides of the street will be required to pay for the sidewalk.
- **State Highway Participation** - Sidewalks are constructed on state roads through municipal agreements with the North Carolina Department of Transportation (NCDOT). If a project is initiated by the NCDOT, the City of Charlotte can request sidewalk and the two agencies will share in the cost of sidewalk equally. If the City initiates a project on an NCDOT roadway, the City will pay 100% of the cost to install sidewalk.

Although sidewalks are required of all new development and are constructed along roadway projects (except limited-access freeways), there are still approximately 466 miles of thoroughfares (both sides) and 1,338 miles of collectors/locals (one side) in Charlotte that lack sidewalk due to previous City policies that did not require sidewalk construction.

Sidewalk Mileage Completed and Deficient in Charlotte

Street Type	Sidewalk Miles Constructed	Sidewalk Miles Not Complete	Total Street Miles	Percent Completion
Thoroughfares	565	466 (both sides)	1031	55%
Locals/Collectors	974	1,338 (one side only)	2,312	42%
Total of All Street Types	1,539	1,804	3,343	46%

While a pedestrian-friendly environment is desired throughout the City, the provision of sidewalks is particularly important in areas with high volumes of traffic and in areas with great potential for pedestrian travel such as commercial areas, residential areas and locations adjacent to community facilities such as schools and parks. Due to a limited

annual budget for sidewalk installation projects, the City focuses its sidewalk retrofit efforts in these areas with the greatest need.

The purpose of this policy is to establish a standard procedure for prioritizing sidewalk retrofit projects that allows projects with the greatest safety need to move forward quickly, while also providing opportunities for community input.

II. SCOPE AND APPLICABILITY

The following policy and procedures apply to all sidewalk retrofit projects along streets within the City limits. This policy does not apply to sidewalks constructed as part of roadway projects, new subdivision development, or neighborhood improvement projects, which have distinct requirements.

III. SIDEWALK PROGRAM POLICY STATEMENT

It is the policy of the City of Charlotte Sidewalk Program to:

Install sidewalks on both sides of all existing thoroughfares and one side of all existing local streets and existing collectors in accordance with the prioritization procedure set forth in this policy.

Sidewalks will be prioritized and ranked annually in accordance with Table 1 and the provisions included in Section V of this document.

IV. DEFINITIONS

Thoroughfare - Any public street, which is designed to carry higher volumes of traffic and longer trip distances through and within the city. Major and minor thoroughfares are identified on the adopted *Mecklenburg-Union Metropolitan Planning Organization (MUMPO) Thoroughfare Plan*, which is updated periodically. Thoroughfares are also commonly called arterials.

Collector Street - Any public street, which “collects” traffic from local streets and/or major activity centers and channels the traffic onto thoroughfare streets. Major collectors are identified on the Existing and Proposed Major Collector Map, which was adopted by City Council on November 27, 2000.

Local Street - Any public street that carries traffic from adjacent land uses to the thoroughfare/collector system. Local streets are intended to carry the lowest traffic volumes, and primarily provide access to abutting land.

AAWT - Average Weekday Traffic Volumes Traffic is counted for 48-hours between Monday and Friday (no weekends). The average of two days is used to arrive at a 24-hour volume. Holidays and special events are avoided. Count tubes are placed approximately 200 feet away from an intersection to avoid cars waiting and gather a more accurate count.

Park – For the purposes of defining the ranking criteria, a park is defined as a recreational area, which includes City or County owned or maintained public parks, greenways, or recreation centers.

School – For the purposes of defining the ranking criteria, a school is defined as any educational institution with an enrollment of 200 or more students in Grades 12 and under. Schools can be either public or private.

Neighborhood Serving Land Uses – For the purposes of defining the ranking criteria, a neighborhood serving land use is a land use, which primarily serves the surrounding neighborhood and includes, but is not limited to, grocery stores, pharmacies, post offices, libraries, banks, churches, restaurants, medical facilities, and YMCA/YWCAs.

Land Uses Serving Elderly or People with Disabilities – For the purposes of defining the ranking criteria, land uses which serve the elderly or people with disabilities, includes, but is not limited to, independent and dependent living facilities, active adult retirement communities, and disability specific organizations such as the Programs for Accessible Living, Lions Club and the Metrolina Association for the Blind.

Roadway Design Safety Need - A condition that warrants consideration of a sidewalk due to roadway design features such as limited horizontal and/or vertical curves that obstruct driver and pedestrian visibility. Engineering judgment by City staff will be used to determine if increased risks are present on the roadway.

V. PROCEDURE FOR PRIORITIZATION OF SIDEWALK PROJECTS AND PUBLIC INVOLVEMENT

Potential locations for sidewalk retrofit projects will be divided into four categories based on each roadway’s functional classification and/or AAWT. The categories are as follows:

- Tier 1: Thoroughfares
- Tier 2: Locals and Collectors with traffic volumes equal to or greater than 3000
- Tier 3: Locals and Collectors near a park or school and with traffic volumes between 1000 and less than 3000
- Tier 4: Locals and Collectors with traffic volumes less than 3000

The procedure for identifying and prioritizing sidewalk projects under each category is summarized in Table 1 and followed by descriptive text. As with any category identified below, CDOT staff are responsible for determining the point system associated with these criteria and for making additions or deletions to the criteria as needed. Any changes to the criteria or point system will apply to all potential projects and must be made by CDOT staff before the project lists are re-ranked each year. In accordance with *Exhibit A: Typical Fiscal Year Procedure*, new sidewalk requests will be ranked with previously ranked requests each spring prior to the new fiscal year. Sidewalk projects will be programmed for design at the beginning of each fiscal year. CDOT will construct sidewalk according to the evaluation and public involvement procedures as outlined in the following pages.

Table 1. Sidewalk Prioritization Categories

	Tier 1	Tier 2	Tier 3	Tier 4
Functional Class AAWT (Average Annual Weekday Traffic)	Thoroughfares (all criteria) Varies	Locals & Collectors (all criteria) >3000	Locals & Collectors near school or park (four criteria) 1000-3000	Locals & Collectors (all criteria) <3000
One side / both sides	One or both sides to be determined by staff	One side to be determined by staff	One side to be determined by staff. Staff will also identify critical adjacent streets that comprise the key route network to park or school. The network will be considered one single project.	One side to be determined by design constraints and neighborhood input
Identified by ¹	Staff	Staff	Staff	Residents and/or property owners
% neighborhood support required to be ranked	None	None	None	25% support of property owners or tenants on both sides of the street (maximum of two signatures per lot or dwelling unit)
Public Input	Typically no public meeting	Typically no public meeting	Public information meeting held when project nears top of ranking list; residents given various opportunities to provide feedback regarding design issues, other comments	Public information meeting held when project nears top of ranking list; residents given various opportunities to provide feedback regarding design issues, other comments
Public Notification	Both sides of street (4 communications typical-before survey, during design process, real estate notification, construction notification)	Minimum of both sides of the streets and HOA notification (4 communications typical-before survey, during design process, real estate notification, construction notification)	Notify all properties within 1/4 mile and HOA (for public meeting and notification of construction)	Prior to public meeting notify both sides of street of meeting. If subsequent petition submitted meets requirements and project is funded, both sides of street notified. (4 communications typical-before survey, during design process, real estate notification, construction notification)
Ranked by	Staff	Staff	Staff	Staff
Ranking Criteria	All	All	AAWT, Proximity to Park, Proximity to School, School Type	All
% neighborhood support/petition required for construction	N/A	N/A	N/A	A petition requiring at least 60% of all property owners on both sides of street is required (after public meeting). Tenant signatures are not counted as part of this process. 90 days allowed for petition to be completed.
Notes	When ranked highly and funded, moves forward due to safety concerns	When ranked highly and funded moves forward due to safety concerns	When ranked highly and funded moves forward due to safety concerns	Constructed within a clearly defined time frame; petition form supplied by city with key details to minimize project misinformation

¹Residents may contact staff regarding streets in any tier, however, only the fourth tier has a formal process for citizen requests.

Thoroughfares

CDOT staff will rank both sides of all thoroughfare streets based on the following set of objective criteria. The City will build sidewalks along street sections with the highest rating as funding becomes available.

Safety Points

- AAWT (Average Annual Weekday Traffic)
- Connectivity to other sidewalks
- Proximity to a school
- School Type
- Proximity to a park
- Proximity to land uses serving elderly or people with disabilities
- Proximity to transit
- Proximity to neighborhood serving land uses
- Evidence of a worn path
- Roadway related safety need

Cost Points

- Length of proposed sidewalk
- Existence of curb/gutter/drainage

Other Points

- Pedestrian Friendly Index Rating (From the Charlotte Neighborhood Quality of Life Study)
- Proximity to pedestrian overlay district
- Time on current non-thoroughfare list

Locals and Collectors with AAWT volumes greater than 3000

CDOT staff will identify and rank one side of streets in this category based on the set of objective criteria that is used to rank thoroughfare projects. The City will build sidewalks along one side of street sections with the highest rating as funding becomes available.

Locals and Collectors near a park or school and with AAWT volumes between 1000 and 3000

CDOT staff will identify and rank one side of streets in this category based on the following set of objective criteria.

- AAWT (Average Annual Weekday Traffic)
- Proximity to a school
- Proximity to a park/greenway/recreational center
- School Type

The goal of this category is to prioritize projects that provide key connections to schools and parks. To ensure that this occurs, staff judgment and discretion, in addition to the above criteria, will play a large role in determining appropriate projects for this category. Staff will examine all streets within ¼ mile of the school or park and identify the key street network leading to the school or park's primary access point. In addition to

reviewing connections, school and park site layout, use, attendance and bussing patterns may also be considered. Based on these factors, staff will determine whether 1) to include in the project critical connecting streets to provide a complete connection to the school or park or 2) that there are not enough connections to the street that triggered the evaluation to be considered a high priority project in this category. (See Exhibit B for an example of this analysis.)

The City will build sidewalks along street sections with the highest rating as funding becomes available. Once staff has determined a key street network, the included streets will be considered a single sidewalk project in order to ensure children are provided a continuous route from the higher volume street to the primary entrance(s) of the school or park. Staff will also determine the logical start and endpoints of the project. These may slightly exceed or fall short of the ¼ mile radius depending on intersection locations.

As an identified project nears the top of the ranking list, CDOT will hold a public information meeting to provide residents with information about the project and to receive their input. In addition, CDOT will ask adjacent residents to provide feedback regarding design concerns.

Locals and Collectors with AAWT volumes less than 3000

Any resident may request a sidewalk on a street in this category provided he or she shows that the project has neighborhood support. The initial neighborhood support required to nominate a project must meet requirements as outlined in Table 1. City staff will rank these projects according to the same criteria as thoroughfares, locals and collectors with volumes greater than 3000.

CDOT will build sidewalks along street sections with the highest rating as funding becomes available. As a project nears the top of the ranking list, CDOT will hold a public information meeting to provide residents with information about the project and to receive their input. In addition, CDOT will ask adjacent residents to provide feedback regarding design concerns. City staff will determine the best side of the street for sidewalk installation based on design consideration and neighborhood input. After the public meeting is held, a second assessment of neighborhood support for the project will be conducted. The requirements of this assessment of neighborhood support are outlined in Table 1. If there is sufficient project support, the project will be built within a clearly defined time frame. If there is insufficient project support, the project will remain on the ranking list and be reevaluated for public support after a 3-year period.

Note: If upon determination by the Transportation Director or the City Council that a sidewalk is deemed a priority, it will be exempt from the above procedure and become a high priority project.

VI. RANKING LIST UPDATE

CDOT staff will update and re-rank the list of eligible streets for each category of the sidewalk retrofit program annually to determine the highest priority projects for the upcoming fiscal year.

VII. INTERIM PROCEDURE

During the interim phase of implementation under this revised program, sidewalk projects will be programmed after staff have completed the evaluation work to finalize lists for all categories.

Regarding The Existing Thoroughfare List

- Staff will evaluate both sides of all thoroughfares and merge these sections into the existing thoroughfare list. (Evaluations will occur where there are no sidewalks or where sidewalk is already built on one side of the thoroughfare.)

Regarding The Existing Local/collector (Non-thoroughfare) Request List:

- Staff will contact all existing requestors to inform them of the new prioritization procedure. If a requestor's project falls into one of the first three categories, it will be evaluated and ranked along with other projects in that category. If a requestor's project falls into the fourth category, CDOT will inform the requestor that 25% neighborhood support is required to begin the evaluation and ranking process for their project.
- Staff will re-rank all existing requests in accordance with new process, which includes obtaining neighborhood support if necessary in accordance with Table 1.

Regarding Projects Put On-Hold in 2004

- All projects, which were put on hold in 2004, will be subject to the new process. This includes obtaining neighborhood support if necessary in accordance with Table 1.

VIII. DESIGN GUIDELINES

Sidewalk retrofit efforts in older neighborhoods often present a number of construction challenges such as insufficient right-of-way, poorly defined road edge, hilly terrain and private landscaping in the right-of-way. To the extent practical, the City will design sidewalk retrofit projects to conform to the CDOT's *Sidewalk Design Guidelines*. However, due to retrofit challenges, staff will consider context sensitive design techniques where necessary and appropriate. All newly constructed sidewalks will conform to the requirements set forth by the *Americans with Disabilities Act Accessibility Guidelines*.

IX. FUNDING

The number of locations and amount of sidewalk addressed per year is dependent on funding constraints. Staff will determine how sidewalk funds will be divided between the four categories of projects on an annual basis. Due to the varying mileage and construction costs of individual projects, the number of projects constructed in each category will vary from year to year.

X. PROGRAM IMPLEMENTATION AND ADMINISTRATION

CDOT shall have primary responsibility for the implementation and administration of this policy and will recommend amendments, from time to time, to the City Council, for the purpose of keeping this policy complete and current.

Two years after implementation of the revised program, CDOT will evaluate the program for its effectiveness, public satisfaction and amount of staff time necessary to implement.

XI. EFFECTIVE DATE

This policy shall become effective upon adoption by the City Council on May 23, 2005.

EXHIBIT A: TYPICAL FISCAL YEAR PROCEDURE

The following outlines the typical procedure for staff to prioritize sidewalk projects for each fiscal year.

July-November

- Accept neighborhood support forms from residents.
- Verify 25% support on any early-submitted forms.
- After verification, evaluate requests.

December 1st

- **Deadline for neighborhood support forms to be turned in for next fiscal year consideration.**

December - May

- Verify 25% support on forms turned in by December 1st.
- After verification, evaluate requests.
- Re-rank all tiers.
- Determine list of projects at top of list on each tier for possible funding for next fiscal year. Staff will determine how many projects from each tier are to be considered. Due to the varying mileage and construction costs of individual projects, the number of projects considered in each category will vary from year to year.
- Send notices in early January for public information meetings for Tier 3&4 potential projects.
- Public meetings held on Tier 3: School/park and Tier 4: Petition projects. Depending on number and location of projects, the City may hold one information meeting for more than one project.
- Petitions sent to petitioners by end of February. Petitioner has 90 days to submit petition.

May 31st

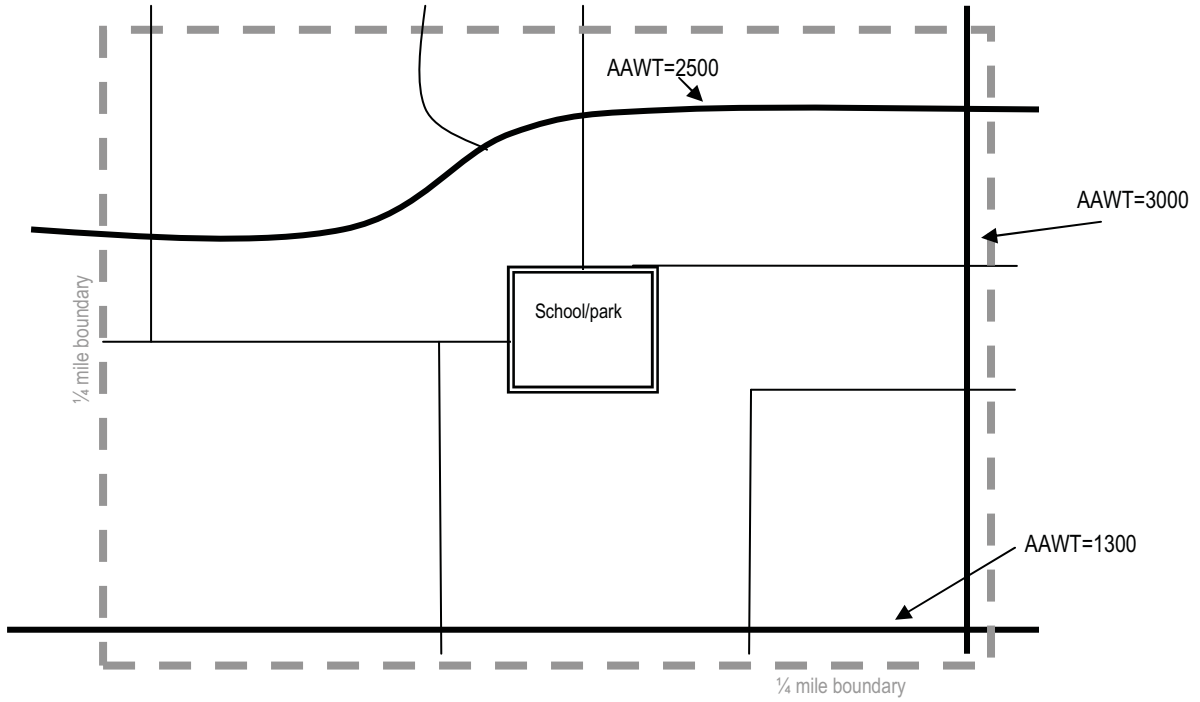
- **Petition submittal deadline**

June - July

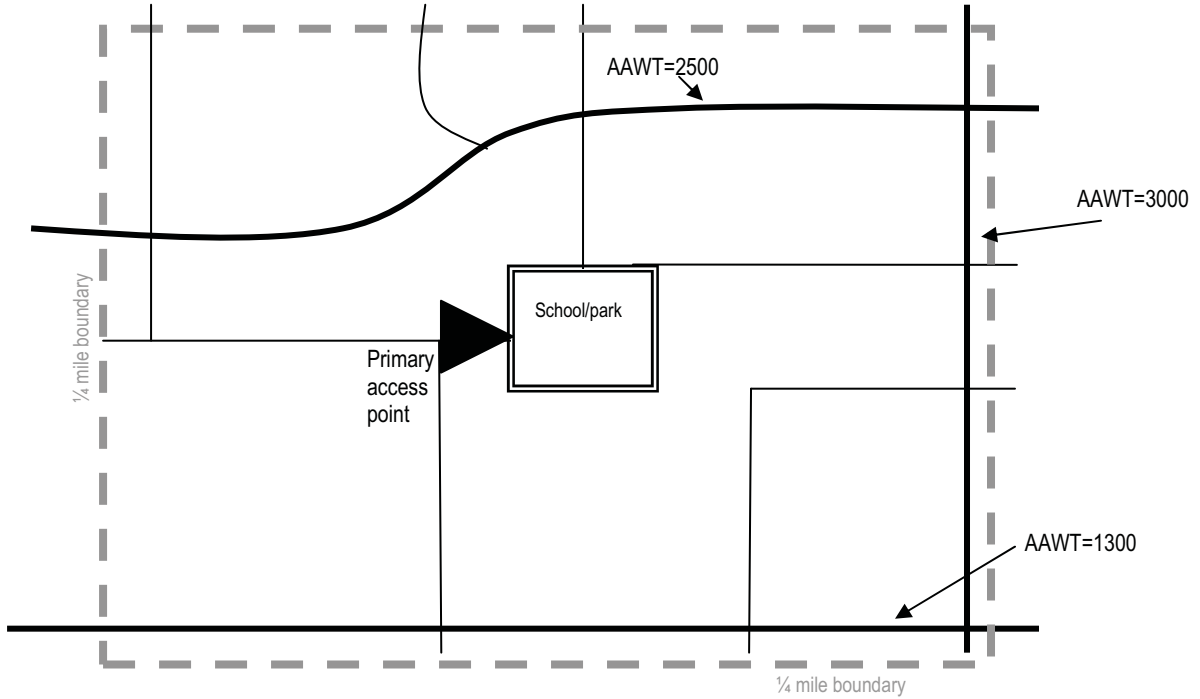
- Petitions evaluated by staff for validity.
- Staff meets to plan all projects for the next fiscal year. (Due to fund availability, not all projects for consideration may be funded for the current fiscal year. Those projects will be added to a list to be funded during the following fiscal years.)
- Letters of notification to implement the project go out to all property owners on both sides of the street.
- Consultants/Project managers assigned for new projects and design begins.
- All programmed projects are removed from ranking lists.

****Following this process, a project proceeds to design. The typical timeframe for project completion is two years (or less) from design to construction completion. This process includes, design, planning, land acquisition, and construction.**

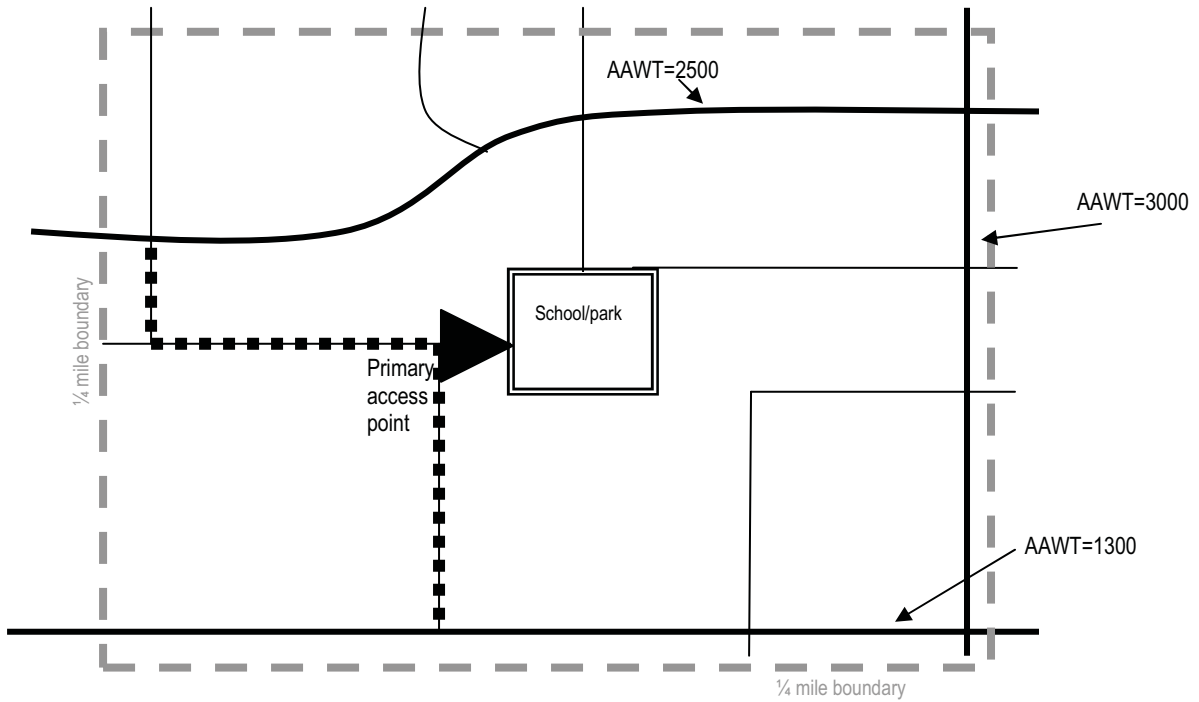
EXHIBIT B: EXAMPLE TIER 3 ANALYSIS



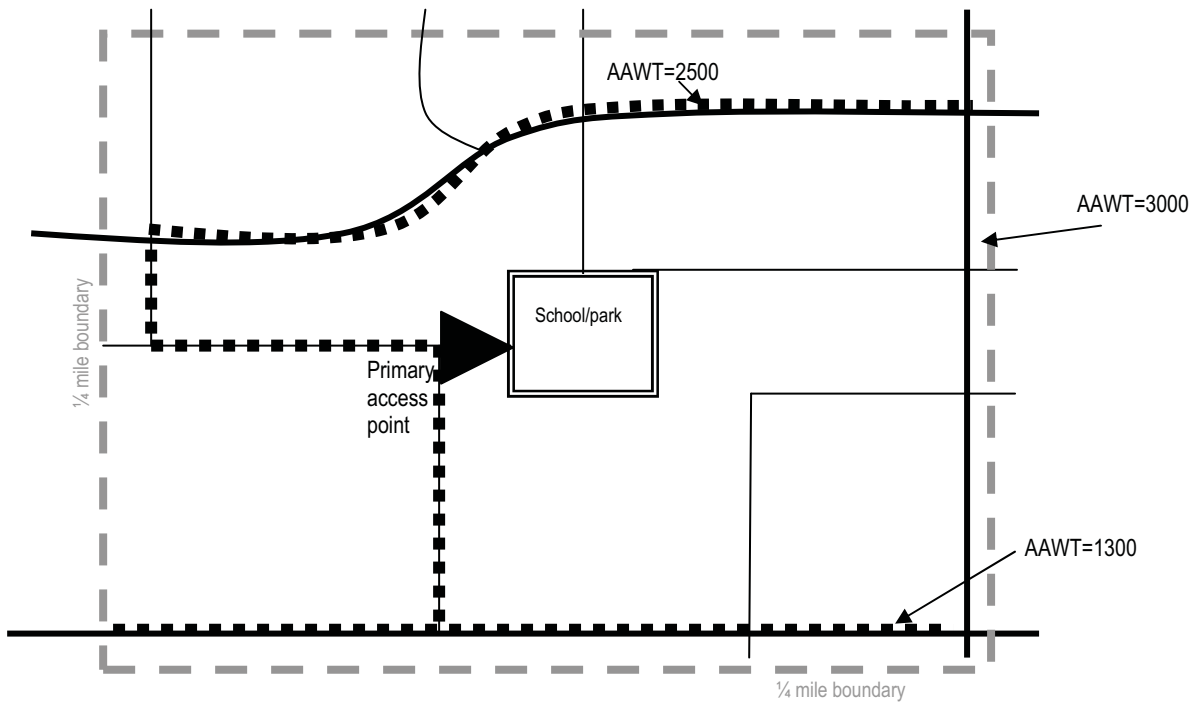
Step 1: Identify 1000-3000 AAWT streets within 1/4 mile of school/park



Step 2: Identify primary access point(s) to school/park



Step 3: Evaluate sidewalk network to determine which streets provide the best connection between primary access point and 1000 – 3000 AAWT streets. Consider these streets for inclusion in Tier 3 project.



Step 4: Identify proposed sidewalk network to be included in project.

Charlotte Department of Transportation Sidewalk Program

SIDEWALK REQUEST

NOMINATION FORM INSTRUCTIONS

In accordance with the City of Charlotte Sidewalk Retrofit Policy adopted by the Charlotte City Council on May 23, 2005, residents can formally request a sidewalk to be constructed on a City street. The policy is available on the City of Charlotte website at <http://walkcharlotte.charmeck.org>.

There are four categories (tiers) of sidewalk ranking under this policy. The tiers are primarily based on the traffic volume of each street. The categories are as follows:

- Tier 1: Thoroughfares
- Tier 2: Locals and Collectors with traffic volumes equal to or greater than 3000
- Tier 3: Locals and Collectors near a park or school and with traffic volumes between 1000 and less than 3000
- Tier 4: Locals and Collectors with traffic volumes less than 3000

City Staff will identify and rank sidewalk needs in Tiers 1, 2, and 3. Tiers 1 and 2 are primarily higher volume roads where there is a need for sidewalks to separate pedestrians from higher traffic volume (and speeds). Tier 3 identifies sidewalk needs in areas that are near schools and parks.

Though a resident can contact staff about any location lacking sidewalks, there are certain locations where residents will have to submit a nomination form to get the sidewalk on the Sidewalk Ranking List and submit a petition to get a sidewalk request on the Sidewalk Priority List (Tier 4).

Requesting Sidewalks

- Residents can contact the City of Charlotte at 311 to request a sidewalk. City staff will investigate the request and notify the resident of the tier that the sidewalk request falls under and will advise of the appropriate process to follow.
- For those sidewalk requests in Tiers 1, 2 and 3, no additional forms are needed. Staff will evaluate the sidewalk request and place on the Sidewalk Priority List.
- For those streets in Tier 4 where a sidewalk has not been identified or requested, a valid nomination form is required to be submitted. Nomination form instructions can be found on the website at <http://walkcharlotte.charmeck.org>. One lead petitioner will collect neighborhood signatures.
- A sidewalk will be ranked by the City when a valid nomination form is submitted which contains the signatures of at least 25% of property owners or tenants on both sides of the street. The sidewalk will then be placed on the ranking list.
- When the project nears the top of the Sidewalk Ranking List, CDOT will hold a public information meeting.
- City staff will determine the most appropriate side of the street for sidewalk installation based on design consideration and neighborhood input from the public meeting.
- After the public meeting is held, a petition signed by at least 60% of the property owners on both sides of the street is required to be submitted. When submitted, the sidewalk will then be placed on the Sidewalk Priority List.
- CDOT will build sidewalks along street sections with the highest priority rating as funding becomes available.
- Nomination forms are due by December 1st of each year in order to be considered for the following fiscal year's sidewalk programming.

Charlotte Department of Transportation Sidewalk Program SIDEWALK REQUEST NOMINATION FORM

We, the undersigned, request that the City of Charlotte install a sidewalk in our neighborhood at the location indicated below.

In accordance with the City's sidewalk policy, sidewalk requests on residential streets with a daily traffic volume of less than 3,000 vehicles are subject to submittal of a nomination form to be placed on the Sidewalk Ranking List. As a project nears the top of the ranking list, CDOT will hold a public information meeting to provide residents with information about the project. After the public meeting is held, a formal petition will be required to place the request on the Sidewalk Priority List. CDOT will build sidewalks along street sections with the highest rating as funding becomes available.

We understand that in order to have a request for sidewalk placed on the ranking list, a valid nomination form with signatures from at least 25% of the property owners or tenants on both sides of the street is required. A maximum of two adult signatures per lot or dwelling unit are permitted on the nomination form.

We understand that in accordance with the City's adopted Urban Street Design Guidelines:

1. Local and collector streets will be designed with a 5-foot sidewalk and an 8-foot typical planting strip.
2. Thoroughfare streets will be designed with a 6-foot sidewalk and an 8-foot typical planting strip.
3. A lesser width planting strip will be considered only where site constraints exist as determined by the Charlotte Department of Transportation. Examples of site constraints include existing large mature shade trees or severe topographic constraints.

The purpose of this form is to show neighborhood support for the project in order to have the project ranked by the City. Please note that submittal of a valid nomination form does not guarantee that a sidewalk will be constructed by the City.

We, the undersigned, request that sidewalk be installed on the following street and with the following starting and ending points:

NAME OF STREET WHERE SIDEWALK IS REQUESTED:

LIMIT A (beginning point): _____

LIMIT B (ending point): _____

NAME OF LEAD PETITIONER: _____

ADDRESS: _____

TELEPHONE NUMBER: _____

PLEASE MAIL COMPLETED NOMINATION FORM BACK TO THE FOLLOWING ADDRESS:

Charlotte Department of Transportation
Attn: Pedestrian Program Manager
600 East Fourth Street
Charlotte, NC 28202-2858

