

DELAWARE DEPARTMENT OF TRANSPORTATION INTERIM GUIDELINES FOR THE INSTALLATION OF ACCESSIBLE PEDESTRIAN SIGNALS DECEMBER 11, 2007

I. INTRODUCTION

A. Background

The Transportation Equity Act for the 21st Century (TEA-21) directs that pedestrian safety considerations, including the installation of accessible traffic signals, where appropriate, be included in new transportation plans and projects [Sec. 1202(g)(2)]. The bill was signed into law by the President on June 9, 1998.

The Americans with Disabilities Act (ADA) requires access to the public right-of-way for people with disabilities. Access to traffic and signal information is an important feature of accessible sidewalks and street crossings for pedestrians who have vision impairments. While most intersections pose little difficulty for independent travelers who are blind or have low vision, there are some situations in which the information provided by an accessible pedestrian signal is necessary for independent and safe crossing.

An Accessible Pedestrian Signal (APS) is a device that is used in conjunction with pedestrian signals that communicates pedestrian signal information in nonvisual formats such as audible tones, verbal messages, and/or vibrating surfaces. APS let pedestrians who are blind or visually impaired know when the WALK interval begins and terminates. Pedestrians who know when the crossing interval begins will be able to start a crossing before turning cars enter the intersection and can complete a crossing with less delay. Audible signals can also provide directional guidance, which is particularly useful at non-perpendicular intersections and at wide multi-lane crossings.

B. Purpose and Scope

These interim guidelines provide the Delaware Department of Transportation (DelDOT) with a process to evaluate and prioritize APS installations when they are requested. These interim guidelines describe a process in which an intersection must first meet basic conditions in order to be considered for APS. If APS should be considered, an intersection must be evaluated to determine the need relative to other locations where APS has been requested. The scores received in the evaluation determine this relative need and can be used to develop a prioritized list of intersections to be funded. The goal is that all requests for APS installation receive a fair and equal assessment and that funds are expended in the most effective manner.

It should be noted that these guidelines apply only at locations where APS is requested. This approach is being taken due to potential changes resulting from comments on the Revised Draft Guidelines for Accessible Public Rights-of-Way (PROWAG). Additional guidelines concerning the installation of APS at new intersections or intersections that are undergoing improvements will be developed following finalization of PROWAG by the federal government.



II. GUIDELINES

The following is the procedure for determining whether APS installations should be considered at intersections. Three basic conditions should be met (as determined by DelDOT Traffic) for APS to be considered:

- 1) APS must be requested
- 2) Intersections must be signalized
- 3) Retrofitting the signal to include APS must be feasible¹

For APS to be considered "requested," the "Request for the Installation of Accessible Pedestrian Signals Form" (see Appendix A) must be completed and submitted to DelDOT. This form is available on DelDOT's website and in hard copy from DelDOT's Public Relations office. A blind or visually impaired person also has the option of calling DelDOT Public Relations office at 1-800-652-5600 to give the information verbally so that it can be transcribed onto the form for DelDOT's records. The requestor should be a blind or visually impaired individual or a person or agency filing on his or her behalf.

If these three conditions are met, there are three cases that may be encountered, as discussed below. These cases apply to the specific crossing that is being requested. If it is determined that APS should be installed at the specific crossing that is being requested, APS should be installed at all signalized pedestrian crossings at the intersection to the maximum extent feasible.¹

Case 1 – The crossing for which APS is being requested is equipped with pedestrian signals and there are no current improvements proposed to the pedestrian signal, perform an evaluation using the "Accessible Pedestrian Signal Evaluation Form" (see Appendix B). The evaluation form will determine the priority of the APS installation relative to other intersections for which APS has been requested. The scores received in the evaluation will be used to develop a prioritized list of intersections to be funded.

Case 2 – If there are plans for the installation of new pedestrian signals or plans for improvements to existing pedestrian signals on the crossing for which APS is being requested, revise the plans to include APS to the maximum extent feasible¹. In this case, the intersection need not be evaluated.

Case 3 – If there is no pedestrian signal and no plans for them, conduct a traffic engineering study to determine if pedestrian signals are warranted. If warranted, include the appropriate

¹ From the Draft Public Rights-of-Way Accessibility Guidelines, "the phrase 'to the maximum extent feasible' applies to the occasional case where the nature of an existing facility makes it virtually impossible to comply fully with applicable accessibility standards through a planned alteration. In these circumstances, the alteration shall provide the maximum physical accessibility feasible. Any altered features of the facility that can be made accessible shall be made accessible."

"Existing conditions (e.g., underlying terrain, right-of-way availability, underground structures, adjacent developed facilities, drainage, the presence of a notable natural or historic feature) may limit choices in an alterations project. In determining the maximum feasible accessibility that can be achieved for pedestrians with disabilities within a given alterations project, covered entities may consider constructability limits commensurate with those of the project as a whole."



APS when the pedestrian signals are installed to the maximum extent feasible¹. In this case, the intersection need not be evaluated using the "Accessible Pedestrian Signal Evaluation Form" (see Appendix B). If a pedestrian signal is not warranted, do not install APS.

III. INTERSECTION EVALUATION

A. Overview of Procedure

If the three basic requirements are met and there are no current improvements proposed by DelDOT to the existing pedestrian signal (Case 1), an evaluation shall be performed during a site visit to derive a score for each crossing where APS is being requested. The evaluation team should include the requesting blind or visually impaired person or their representative, DelDOT's ADA Coordinator, and a representative from DelDOT Traffic. If necessary at complex intersections, a certified orientation and mobility specialist may be included on the evaluation team.

The evaluation should be performed during the time of day when the requesting blind or visually impaired person typically crosses the intersection and/or when crossing the intersection would be most difficult. During the intersection visit, the evaluation team should thoroughly discuss all possible solutions to address the crossing needs of the requesting blind or visually impaired person. These discussions should include, but not be limited to, minor intersection improvements, installation of new crosswalks, installation of pedestrian signals with APS on crossings for which APS are not being requested, consideration of the needs of other potential blind or visually impaired individuals, and consideration of the intersection's characteristics after improvements are made. In addition, if APS are to be installed at nearby signalized intersections, it is important that signals from one intersection cannot be heard at other intersections.

At any point deemed appropriate by DelDOT or the requestor, an intersection may be reevaluated to account for changes that would influence the evaluation score and hence the ranking on the prioritized list. Similarly, if more than a year elapses between the intersection's evaluation and the design or installation of the APS system, DelDOT Traffic should ensure that there is a continued need for the APS. For example, the requesting blind or visually impaired person may have relocated since submitting the request.

B. Evaluation Factors and Rating Methodology

The following factors and rating methodology and the "Accessible Pedestrian Signal Evaluation Form" (see Appendix B) should be used to evaluate intersections for which APS installation has been requested (Case 1 only). The evaluation should be performed for the specific crossing(s) where APS is being requested. Some factors are more important than others, and the evaluation process allows the evaluation team to distinguish and account for this distinction through the use of the point system. The highest total points per requested crossing (north, south, east or west) will be used as the overall intersection score.

The evaluation will determine the specific needs of the requesting blind or visually impaired person and allow DelDOT to prioritize installations because funding is limited.



Following is a summary of the factors used in the evaluation process:

- 1. Configuration of Intersection: The number of approaches to an intersection and the geometric design (offset, skewed, etc.) can affect the ability of the blind or visually impaired pedestrian to cross the roadway safely. The blind or visually impaired pedestrian listens for the traffic going straight through the intersection that is close and parallel with the crosswalk being traversed to guide his or her passage across the roadway. Accordingly, when an intersection's configuration is skewed, offset, or does not have straight through movements (as is the case in a three-legged intersection), a crossing can become more difficult for the blind or visually impaired pedestrian.
- 2. Width of Crossing: Wider streets are more difficult for the blind/visually impaired pedestrian to safely cross. Points are assigned on the basis of the width of the crossing. Crossing width is measured from the curb at the embarkation point to the curb at the destination point including perpendicular ramp areas. Islands and medians should be included in the total crossing distance even if they are equipped with separate pedestrian pushbuttons. Efforts should be made to permit blind/visually impaired pedestrians to cross in one continuous movement. Divided streets with or without a pedestrian pushbutton in the median should be handled as a single crossing, with the width measured across the entire street.
- **3. Pedestrian Crashes:** Past pedestrian crash experience at the intersection can be used as an indicator of potential safety. Accordingly, the higher the occurrence of crashes, the higher number of points given.
- **4. Posted Speed Limit or 85th Percentile Speed on Street to Be Crossed:** The speed of approaching traffic reflects the capability of approaching drivers to stop for pedestrians clearing the intersection as the traffic signals and pedestrian signals change. Points are assigned on the basis of the posted speed limit or 85th percentile speed on the street to be crossed. To determine 85th percentile speeds, free flow speeds should be measured on the roadway approach to the pedestrian crossing. More points are assigned for higher speeds.
- **5. Traffic Volumes/Queues:** The volume of traffic and queues on the street parallel to the crossing may help or hinder the capability of a blind/visually impaired pedestrian to cross the street. Optimal crossing conditions occur at locations with a moderate but steady flow of traffic through the intersection with a minimum of turning movements. Traffic volumes and queues that are light or erratic make it difficult for the pedestrian to pick up audible clues as to whether the light is red or green. Accordingly, more points are assigned for shorter queues on the roadway parallel to the crossing. Traffic volumes and queues should be collected during the time of day when the requesting blind or visually impaired person typically crosses the intersection and/or when crossing the intersection would be most difficult. Off-peak periods on weekdays from 9 AM to 3 PM and on weekends from 7 AM to 6 PM should be considered when assessing queues and traffic volumes. In resort areas or other special areas, off-peak season traffic volumes should be considered.
- **6. Right-Turn Operations:** Heavy right-turn volumes from the street parallel to the pedestrian crossing may hinder the capability of a blind/visually impaired pedestrian to cross the street. Accordingly, points are assigned for higher right-turn volumes.
- 7. Free Right-Turn Operations: Free flow right-turn lanes (i.e. right-turns that are channelized and do not operate under signal control) hinder the capability of a blind or visually impaired



pedestrian to cross the street. Special care must be taken when installing APS to mitigate the problems associated with this condition. Accordingly, points are assigned if this condition impacts the crossing.

- **8. Special Signal Conditions:** Certain signals operations including the presence of a lead pedestrian phase, an exclusive pedestrian phase, a mid-block exclusive pedestrian signal, or split phasing may hinder the capability of a blind or visually impaired pedestrian to cross the street. Accordingly, points are assigned if any of these conditions impact the crossing.
- **9. Proximity of Intersection to Key Facilities:** APS should be considered at intersections that are close to facilities that attract or generate significant amounts of pedestrian traffic. APS would improve the safety and mobility of the blind or visually impaired pedestrian and make these facilities more accessible. Examples are medical, educational, social, recreational, commercial, shopping, public, governmental facilities, and transit stops. Pedestrian demand is based in part on how close the intersection is to these facilities; i.e., the closer a facility, the more the demand. Likewise, points are assigned based on the closeness of these facilities to the intersection; i.e., the closer a facility, the more the points. In the case of multiple facilities, points should be assigned using the closest facility to the proposed APS site.
- **10.** Other Special Traffic and Mobility Conditions: This factor is intended to provide the evaluation team an opportunity to add 15 points based on special conditions not adequately covered by previous factors or based on special needs of the requesting party (e.g. disabled pedestrian generators in close proximity to the crossing).

IV. FUNDING PROCESS

At intersections where APS is installed under Cases 2 and 3, funding for APS will be included in the cost of the pedestrian signal project or capital project.

Intersections where APS is requested and approved and there are no current improvements proposed (Case 1) are generally funded on a "first come, first served" basis as funds are available. If funds are not available, the approved intersections are put on hold or carried over to the next funding cycle (typically a fiscal year). The new funds are distributed first to the carried over intersections based on the priority established by the Overall Intersection Score. If funds still remain after being distributed to the prioritized list, further requests for APS retrofit installations are once again funded, designed, and scheduled for implementation on a first come, first served basis until the funds are depleted. This basic process is repeated year after year.

It should also be noted that some traffic signals cannot be retrofitted with APS without major intersection modifications. If APS cannot be implemented by DelDOT Traffic's on-call contractors due to right-of-way impacts, utility relocations, drainage improvements, or extensive geometric modifications required to install APS, the project may be forwarded to the Project Development Pipeline.



Appendix A

REQUEST FOR THE INSTALLATION OF ACCESSIBLE PEDESTRIAN SIGNALS FORM

Requestin	ng Party's Na	ime:			
(Blind or v	visually impa	ired pedestrian)			
Address:					City:
State:	Zip (Code:			
Telephone	e (Home):		Т	elephone (Wor	rk):
I request	that the Dela	aware Departmer	nt of Transp	ortation install	Accessible Pedestrian Signals (APS) to
cross the	NORTH	SOUTH	EAST	WEST	(check all that apply) side of
where it c	rosses				(Route Number/Street Name)(Route Number/Street Name) in(city, town, or county).
Please de	scribe the di	fficulty you have	in crossina.		
Signature	:			C	Date:
Plea	se call DelC	OOT at 1-800-652	2-5600 or 30	2-760-2080 w	ith questions and/or mail form to:
			P.O.	ublic Relations Box 778 , DE 19903	s
			E-mail: dot	pr@state.de.u	ıs
For C	Office Use O	<u>nly</u>			
Date Rec	eived:		Received by	y:	



Appendix B

ACCESSIBLE PEDESTRIAN SIGNAL EVALUATION FORM

Location:										
Date:		Day:			Time of D	ay:				
Weather Conditions	1			1						
Evaluation Team Me	embers:									
Specific Needs of R	equesting Part	y:								
					INTERSECTION LEGS					
REQUESTED APS CROSSINGS - Check all that apply						South	East	West		
(Evaluation of other				he scores						
should not be used	when rankin	g intersecti	ons)							
EVALUATION FAC	TOR					POINTS				
1. Configuration of					North	South	East	West		
Configuration			Points	Comm	ents:					
(Points should be as		of the inters	section affected	d by the cor	nfiguration	n)				
4-leg right angle inte			2							
3-leg tee intersection			4							
3 or 4-leg skewed in			6							
4-leg offset intersect		acations	8 10							
Other complex or m 2. Width of Crossi		Sections	10		North	South	East	West		
Z. WIGHT OF CIOSSI	iig				NOITH	South	Lasi	West		
Width (feet)	<u>Points</u>	<u>Comr</u>	nents:							
40 or less	2									
41 to 52	4									
53 to 68	6									
69 to 78	8									
79 or more 3. Pedestrian Cras	10				North	South	East	West		
3. Fedestrian Crasi	iles				North	South	Lasi	West		
Crashes / 5 Years	<u>Points</u>		nents:							
(Points should be as	ssigned to all le	egs of the int	tersection)							
1	2									
2	4									
3	6									
4	8									
5 or more	10									



	imit (or 85 th %ile	Speed) on Street to be Crossed	North	South	East	West
Speed (mph)	<u>Points</u>	<u>Comments:</u>				
0 to 25	1					
26 to 30	2					
31 to 35	3					
36 to 40	4					
41 or more	5					
5. Traffic Volumes	Queues		North	South	East	West
Queues on Parallel	Street	Points Comments:	1	I		l
(Queues should be	measured durin	g the time of day when the requi	esting bl	ind of vis	sually in	npaired
		ion and/or when crossing the interse				
> 2 vehicle queue p		2				,
2 vehicle queue per		4				
1 vehicle queue per		6				
Average < 1 vehicle		8				
0 vehicles per any 5		10				
o verticles per arry s	minute pendu	10				
6. Right Turn Ope	rations		North	South	East	West
Assign points for pe	ak hour right-turn	volumes from the street parallel wit	h the pec	l destrian c	rossina.	
7.00.g., poto .o. po	an mean mgm tam	Total not not not not parameter the	шо рос			
Volume (vph)	<u>Points</u>	Comments:				
20 to 40	2					
41 to 60	4					
61 to 80	6					
81 to 100	8					
> 100	10					
			T			
7. Free Right Turn	Operations		North	South	East	West
-						
-						
If there is a free flow		(i.e. right turn that is channelized ar	nd does i	not opera	ite unde	l r signal
			nd does i	not opera	ite unde	l r signal
If there is a free flow control) that impacts			nd does i	not opera	te unde	l r signal
If there is a free flow			nd does i	not opera	te unde	 r signal
If there is a free flow control) that impacts			nd does i	not opera	te unde	 r signal
If there is a free flow control) that impacts			nd does i	not opera	te unde	l r signal
If there is a free flow control) that impacts			nd does i	not opera	te unde	l r signal
If there is a free flow control) that impacts Comments:	s the crossing, ass					
If there is a free flow control) that impacts	s the crossing, ass		North	South	te unde	r signal
If there is a free flow control) that impacts Comments:	s the crossing, ass					
If there is a free floo control) that impacts Comments:	s the crossing, ass		North	South	East	West
If there is a free flow control) that impacts Comments: 8. Special Signal Control of there are lead per signal of the signal o	Conditions	sign 5 points.	North	South	East	West
If there is a free flow control) that impacts Comments: 8. Special Signal Control of there are lead per signal of the signal o	Conditions	sign 5 points. exclusive pedestrian phases, mid-bl	North	South	East	West
If there is a free flow control) that impacts Comments: 8. Special Signal (If there are lead perform split phasing that	Conditions	sign 5 points. exclusive pedestrian phases, mid-bl	North	South	East	West
If there is a free flow control) that impacts Comments: 8. Special Signal Control of there are lead per signal of the signal o	Conditions	sign 5 points. exclusive pedestrian phases, mid-bl	North	South	East	West
If there is a free floocontrol) that impacts Comments: 8. Special Signal (If there are lead performs split phasing that	Conditions	sign 5 points. exclusive pedestrian phases, mid-bl	North	South	East	West
If there is a free flow control) that impacts Comments: 8. Special Signal (If there are lead perform split phasing that	Conditions	sign 5 points. exclusive pedestrian phases, mid-bl	North	South	East	West
If there is a free floocontrol) that impacts Comments: 8. Special Signal (If there are lead performs split phasing that	Conditions	sign 5 points. exclusive pedestrian phases, mid-bl	North	South	East	West
If there is a free flow control) that impacts Comments: 8. Special Signal (If there are lead performs split phasing that	Conditions	sign 5 points. exclusive pedestrian phases, mid-bl	North	South	East	West



	tion to Key Facili	ties	North	South	East	West
Proximity to Facility	<u>Points</u>	Comments:				
1201 ft to 2400 ft	2					
801 ft to 1200 ft	4					
401 ft to 800 ft	6					
Less than 400 ft	8					
At the Facility	10					
, a mo r domy						
10. Other Special Traffic	and Mobility Co	onditions	North	South	East	West
If special traffic and mobili	ity conditions do e	xist, assign up to 15 points.				
0						
Comments:						
TOTAL POINTS			North	South	East	West
TOTAL POINTS			North	South	East	West
OVERALL INTERSECTION			North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West
OVERALL INTERSECTION (Highest Total Points By	Approach)		North	South	East	West