

City of Gainesville

ADA Transition Plan

FY24-FY28

March 14, 2024

Prepared by
City Of Gainesville
Department of Transportation

City of Gainesville

1.0 INTRODUCTION

1.1 BACKGROUND

The federal statute known as the Americans with Disabilities Act (ADA), enacted on July 26, 1990, provides comprehensive civil rights protections to persons with disabilities in the areas of employment, public accommodations, government services, public transportation, and telecommunications. Title II of the ADA addresses state and local government programs, services, and activities. Code of Federal Regulations (CFR) Title 28, Section 35.150 (d) requires state and local entities develop a Transition Plan to provide compliant curb ramps where the local entity has responsibility or authority over streets, roads, or walkways. A Transition Plan is intended to serve as a working document that includes a schedule for removal of barriers to accessibility within the public right-of-way.

1.2 GOALS AND OBJECTIVES

This document serves as an update to the City of Gainesville's 2019 ADA Transition Plan. The 2019 plan established a goal of *providing safe and accessible paths of travel within the public rights-of-way for people with disabilities*. The goal of this update is to *evaluate the City of Gainesville's progress towards this goal*. Further, this plan update seeks to update the prioritization method for ADA accessibility improvements in light of the progress made and in line with changes within the City, including the creation of the Vision Zero Action Plan and Vision Zero framework.

As outlined in the Transportation Mobility Element (TME) of the City's Comprehensive Plan, the provision of a safe and convenient transportation system for all users is a priority for the City. In order to work to attain this goal over time, it is the City's intent to:

- Install sidewalks where none are present, with installation including compliant curb ramps;
- Add new curb ramps where sidewalks are present and ramps are lacking;
- Retrofit existing non-compliant curb ramps;
- Retrofit bus stops to enhance access and mobility; and
- Promote transportation mode integration.

The Comprehensive Plan, as written at time of publication, specifically addresses the need to eliminate existing barriers for people with disabilities. TME Policy 8.1.1 requires curb ramps, raised crosswalks, and transit stop improvements to be installed incrementally, in conjunction with other street modifications or in response to specific problems.

1.3 ROADWAY JURISDICTION

There are ±720 miles of roadway in the City. Approximately ±415 miles of roadway are City-maintained (Figure 1). To ensure the improvement of pedestrian facilities on all streets within City limits, the City’s Department of Transportation and Department of Public Works actively coordinate with the Florida Department of Transportation, Alachua County, and the University of Florida to address ADA deficiencies on roadways under their control.

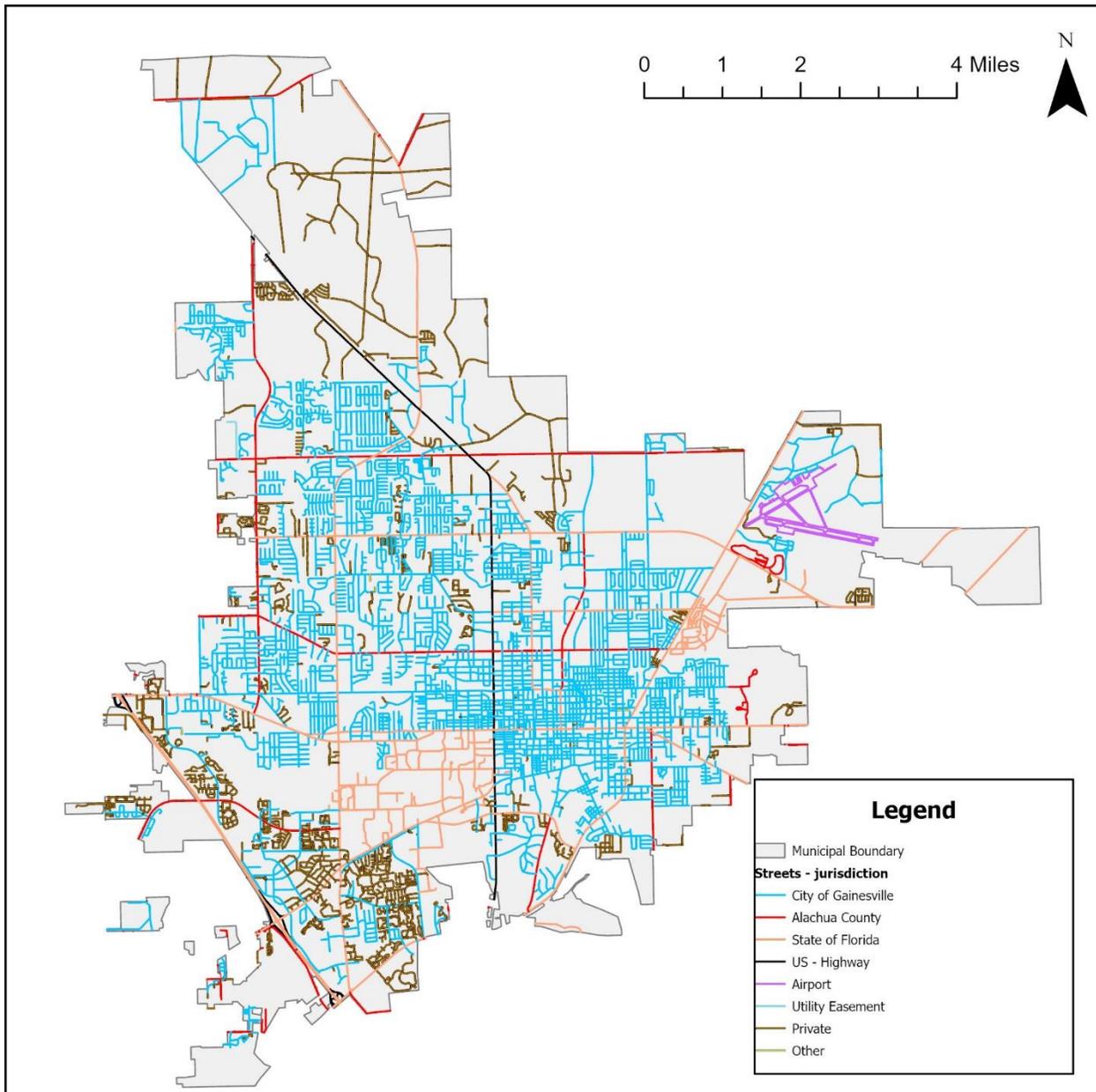


Figure 1. Roadway Jurisdictions

2.0 EVALUATION OF EXISTING CONDITIONS

2.1 SIDEWALKS

There are ±354 miles of sidewalk in the City. Approximately ±206 miles of sidewalk in the City, or ±58%, are City-maintained. Since the 2019 Plan publication, the City has installed ±1.56 miles of sidewalk via public infrastructure projects. Additional miles of sidewalk have been installed by the private sector through development, redevelopment, and annexation.

Sidewalk construction projects, ADA ramp upgrades, and transit stop ADA upgrades are performed on a regular basis as part of capital projects for new roads or road reconstruction, roadway resurfacing projects, or maintenance projects. Additionally, repairs are performed based on complaints received from citizens and field observations by staff. With each sidewalk construction project, the City also reviews adjacent existing curb ramps for potential upgrades and installs new curb ramps where required. Efforts are made to coordinate with transit services to upgrade transit stops as needed as part of every sidewalk construction project.

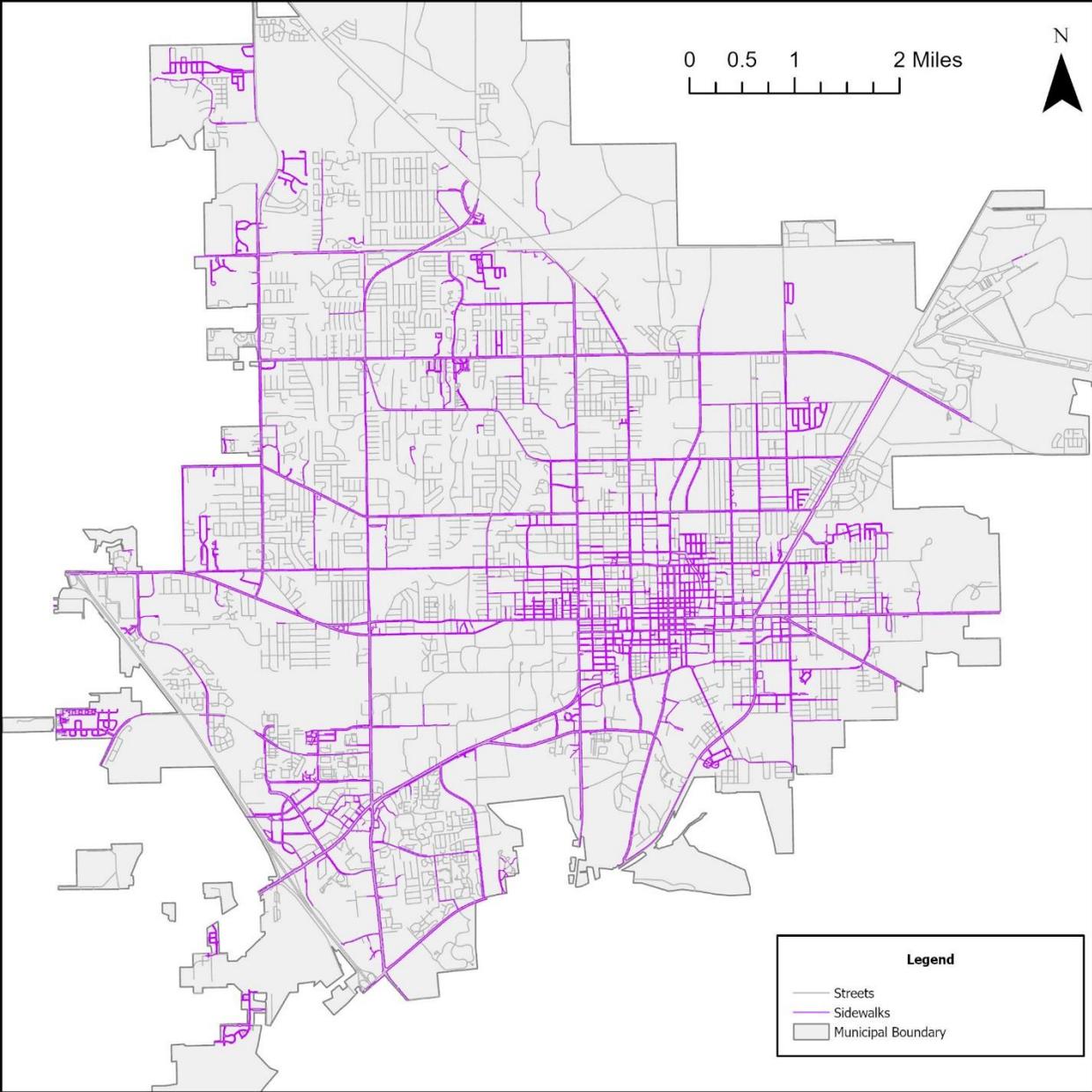


Figure 2. Existing Sidewalks

2.2 CURB RAMP LOCATION DATA

In 2013, the City of Gainesville evaluated all intersections within City limits and developed a GIS inventory of curb ramps on public streets. The inventory determined if curb ramps were present, and if so, documented their condition and compliance with federal ADA standards. This data has been updated as new sidewalks and ADA curb ramps were added or existing ramps were retrofitted.

For the purposes of the initial 2019 ADA Transition Plan analysis, the database was reevaluated and updated based on panoramic photos that were taken in 2018 as part of a pavement condition study. This information was supplemented with field work to verify field conditions. The inventory of curb ramps focused on locations where sidewalks already existed, in order to identify specific deficiencies that need to be corrected to enhance pedestrian access and mobility. Clusters of deficient ramps were identified as High Priority Zones.

For the purposes of this 2024 update to the ADA Transition Plan analysis, the database was reevaluated and updated again based on aerial imagery; available Google Street View imagery; knowledge of publicly- and privately-initiated sidewalk network updates; and field observation.

Figure 3 shows the 6,449 locations in the City's database where curb ramps either are or should be present on public streets.

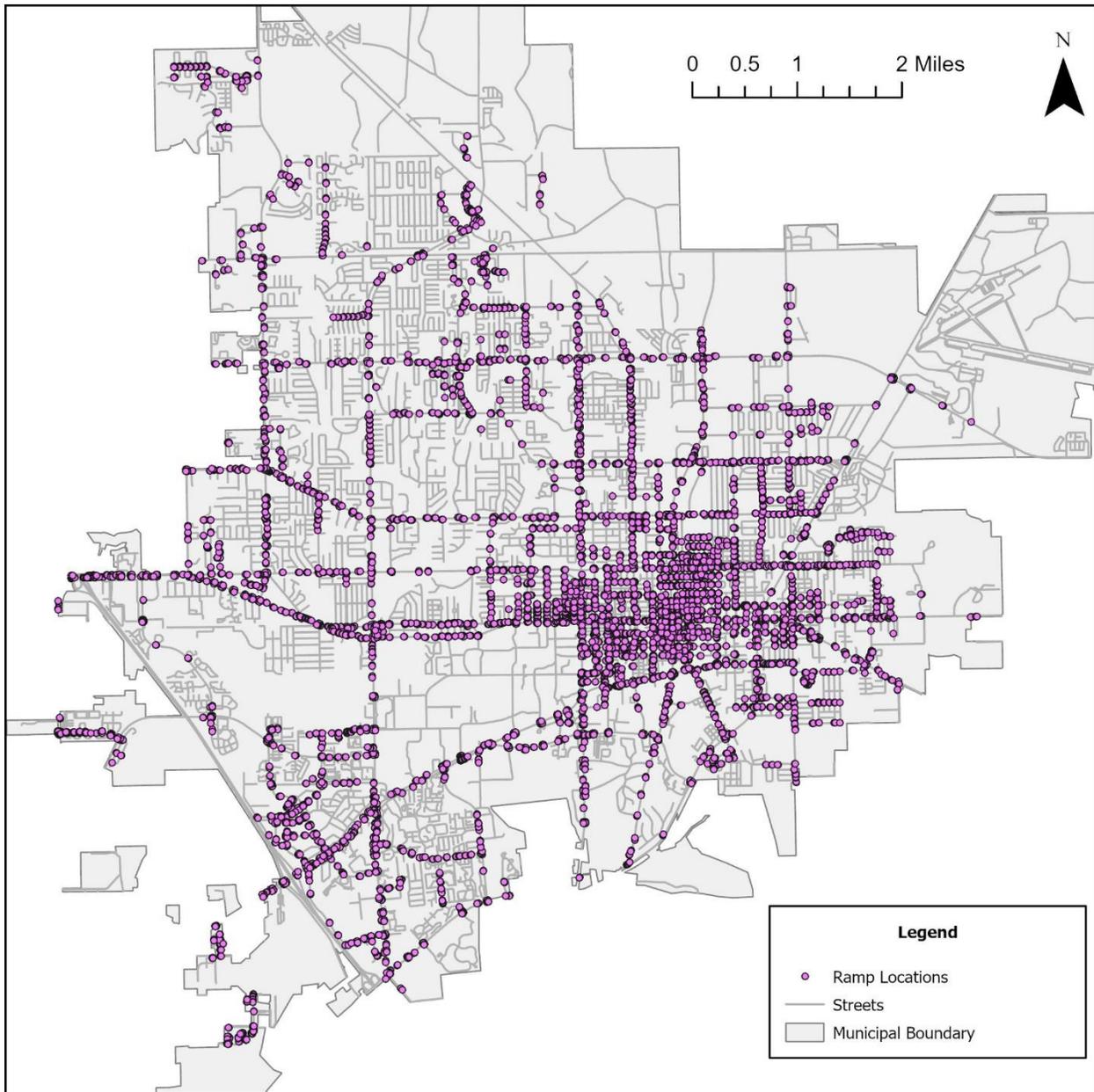


Figure 3. Existing Curb Ramp Locations

The 6,449 locations were categorized into four groups:

- 'No ramp present', indicating a location where a curb ramp should exist but does not, such as where a sidewalk crosses a roadway.
- 'Substandard', indicating a curb ramp that is not meeting any ADA standards as they relate to width or slope, or presents other issues that preclude usability.
- 'Ramp without Detectable Warning System (DWS)', indicating a curb ramp that meets all other standards but lacks Detectable Warning System.
- 'Fully functional', indicating a curb ramp that meets all current ADA standards.

Currently, there are 4,131 locations ($\pm 64.1\%$) with curb ramps classified as fully functional, indicating ADA compliance. There are 1,873 locations ($\pm 29.0\%$) with curb ramps classified as ramps without DWS. The remaining 445 locations ($\pm 6.9\%$) either have ramps that are classified as substandard or are lacking curb ramps. Figure 4 depicts the locations where ramps or repairs are needed.

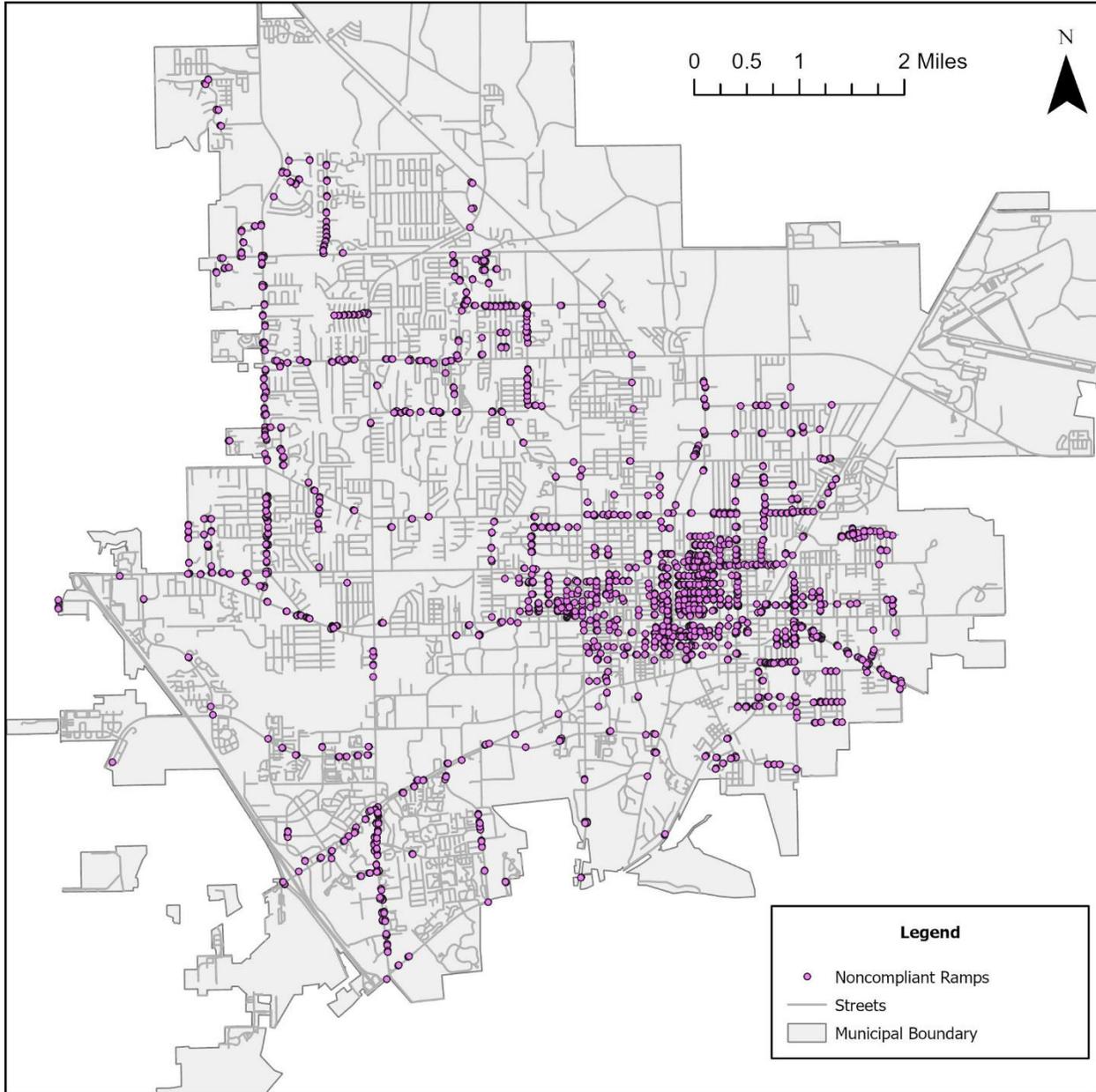


Figure 4. Noncompliant Curb Ramp Locations within City

3.0 PRIORITIZATION OF CURB RAMP IMPROVEMENTS

3.1 METHODOLOGY

A prioritization method was developed to identify curb ramps where transition to ADA compliance may have the greatest positive impact. This method updates the method employed in the original 2019 ADA Transition Plan. Various ranking criteria were updated as necessary based on information that was not available in 2019 and initiatives that did not exist in 2019. The seven criteria chosen were:

1. *'Ramp status'*, defined as the status of the ramp as it relates to ADA compliance.
2. *'Density of underlying Future Land Use'*, defined as the number of dwelling units per acre permitted by the Comprehensive Plan on the land to which the curb ramp is adjacent. This metric serves as proxy for the potential number of residents who may live near and thus utilize a curb ramp.
3. *'Proximity to schools'*, defined as the location of a curb ramp within 0.25 miles of the boundaries of a mapped public or private school. The distance 0.25 miles is generally accepted as a reasonable walking distance for a school-age child. This distance was measured based on the roadway network using the ArcGIS Network Analyst function, rather than based on a linear buffer.
4. *'Located on Vision Zero High Risk Network (VZHRN)'*, defined as the curb ramp's location on a sidewalk on a roadway identified as high risk by the City's Vision Zero program. Roadways included in the VZHRN present greater risk to vulnerable road users.
5. *'Proximity to public parks'*, defined as within 0.25 miles of parks within City limits. This was included to address the City's goal of improving safe pedestrian access to parks in the City. This distance was measured based on the roadway network using the ArcGIS Network Analyst function.
6. *'Proximity to transit'*, defined as within 200 feet of an existing bus stop, measured based on the roadway network using the ArcGIS Network Analyst function.
7. *'Located within Equity Zone'*, defined as a curb ramp's location within the City's defined Equity Zone, an area of historic disinvestment and economic disadvantage. The Equity Zone was created as part of the City's Micromobility program.

Table 1. Curb Ramp Prioritization Ranking Criteria and Points Structure

Max. Points Available	Ranking Criteria
20	Ramp status <ul style="list-style-type: none"> • No ramp present – 20 points • Substandard – 14 points • Ramp without DWS – 7 • Fully functional – 0 points [<i>No transition needed; removed from dataset</i>]
20	Density of underlying Future Land Use <ul style="list-style-type: none"> • Tier 1 (20 points): UC (150 du/ac), UMUH (100 du/ac), UMU (60 du/ac), MUR (75 du/ac) • Tier 2 (15 points): MUH, MUM (30 du/ac), O, C, REC, E • Tier 3 (10 points): MUL (30 du/ac), MOR (20 du/ac), BI • Tier 4 (5 points): SF (8 du/ac), RL (15 du/ac), RM (30 du/ac), RH (100 du/ac), • Tier 5 (0 points): IND, CON, AGR, PF
15	Proximity to schools <ul style="list-style-type: none"> • Within 0.25 miles of school – 15 points • Within 0.5 miles of school – 7 points • More than 0.5 miles of school – 0 points
15	Located on Vision Zero High Risk Network <ul style="list-style-type: none"> • On VZHRN – 15 points • Not on VZHRN – 0 points
10	Proximity to parks <ul style="list-style-type: none"> • Within 0.25 miles of park – 10 points • Within 0.5 miles of park – 5 points • More than 0.5 miles of school – 0 points
10	Proximity to transit <ul style="list-style-type: none"> • Within 200 feet of transit stop – 10 points • Within 400 feet of transit stop – 5 points • More than 400 feet of transit stop – 0 points
10	Located within Equity Zone <ul style="list-style-type: none"> • Within Equity Zone – 10 points • Outside of Equity Zone – 0 points

Each ramp location was evaluated based on these criteria and scored accordingly, with a *maximum score of 100 points*. Higher scores represented a higher priority by the metrics established, and comparing the ramps' scores determined the relative priority of each needed ramp improvement. This process was done using ArcGIS Pro desktop analysis with available data.

The ranking criteria are based in part on the criteria established in Comprehensive Plan Transportation Mobility Element Policy 3.1.1 (update 9/30/17), which lists general criteria for prioritizing the construction of new sidewalks in the City. Figure 5 shows the prioritization scoring for the individual ramp locations that are in need of upgrades. Ramps assigned a higher value are higher priority for improvement.

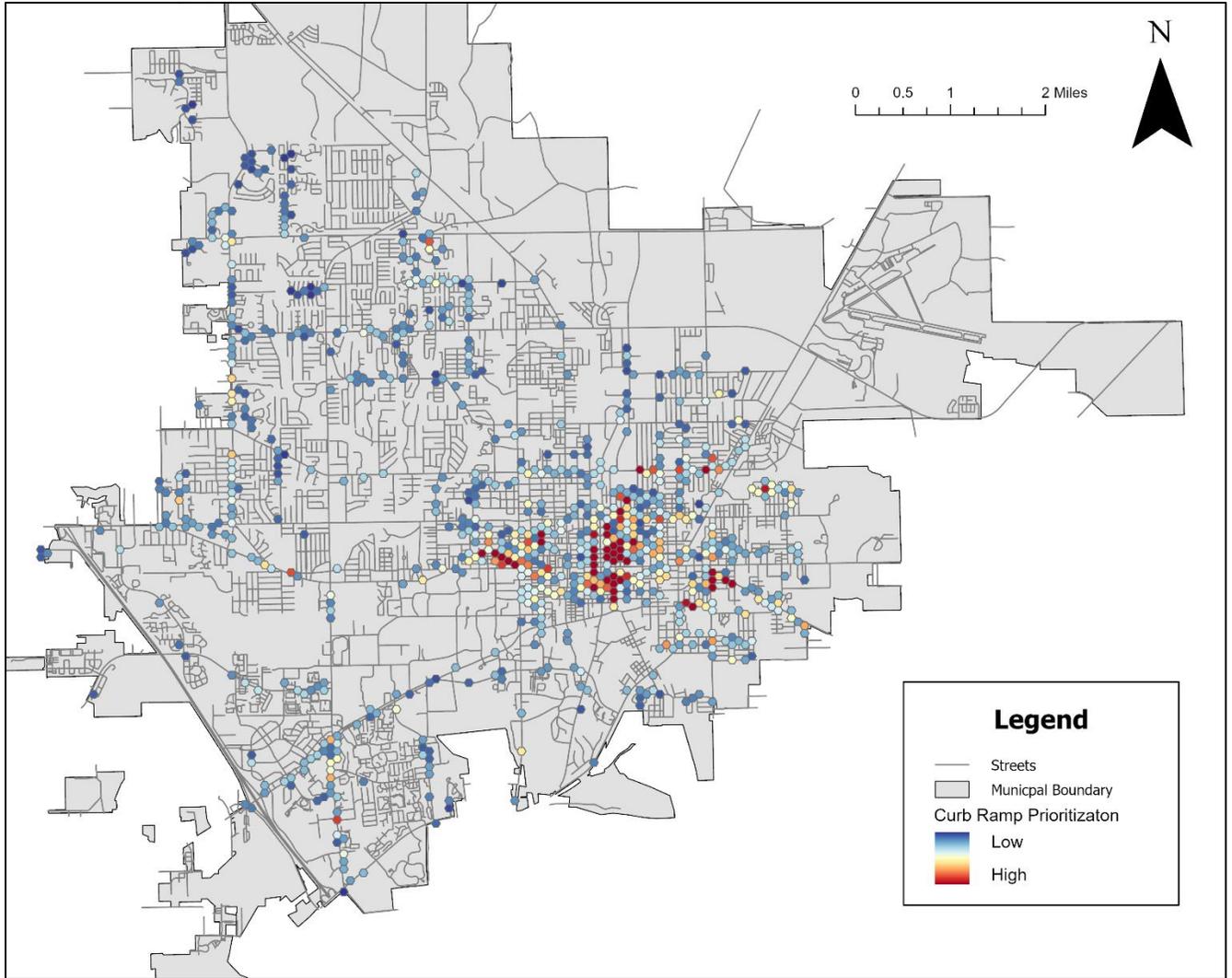


Figure 5. Results of Prioritization Scoring

3.2 HIGH PRIORITY ZONES

The results of the prioritization process revealed six clusters of ramps in need of transition. These clusters were utilized to create High Priority Zones, shown in Figure 6. These Zones will guide investment of available resources for greatest impact. In total, there are 611 curb ramps in need of ADA transition within these six new High Priority Zones.

High Priority Zones 2, 5, and 10 from the 2019 Plan are funded for implementation in 2024 with a grant from the Florida Department of Transportation (FDOT). They are shown in Figure 6 as the *5th Ave, Downtown, and Cedar Grove* High Priority Zones, respectively. Zones 2 and 5 were modified slightly based on ground truthing and available funding after report publication. 79 of the 101 total curb ramp locations within these three High Priority Zones will be transitioned to ADA compliance in 2024. All 101 locations are accounted for in this Plan for overall documentation. The 79 ramps that will be transitioned to ADA compliance in these three zones are excluded from the cost analysis because their transitioning is already funded.

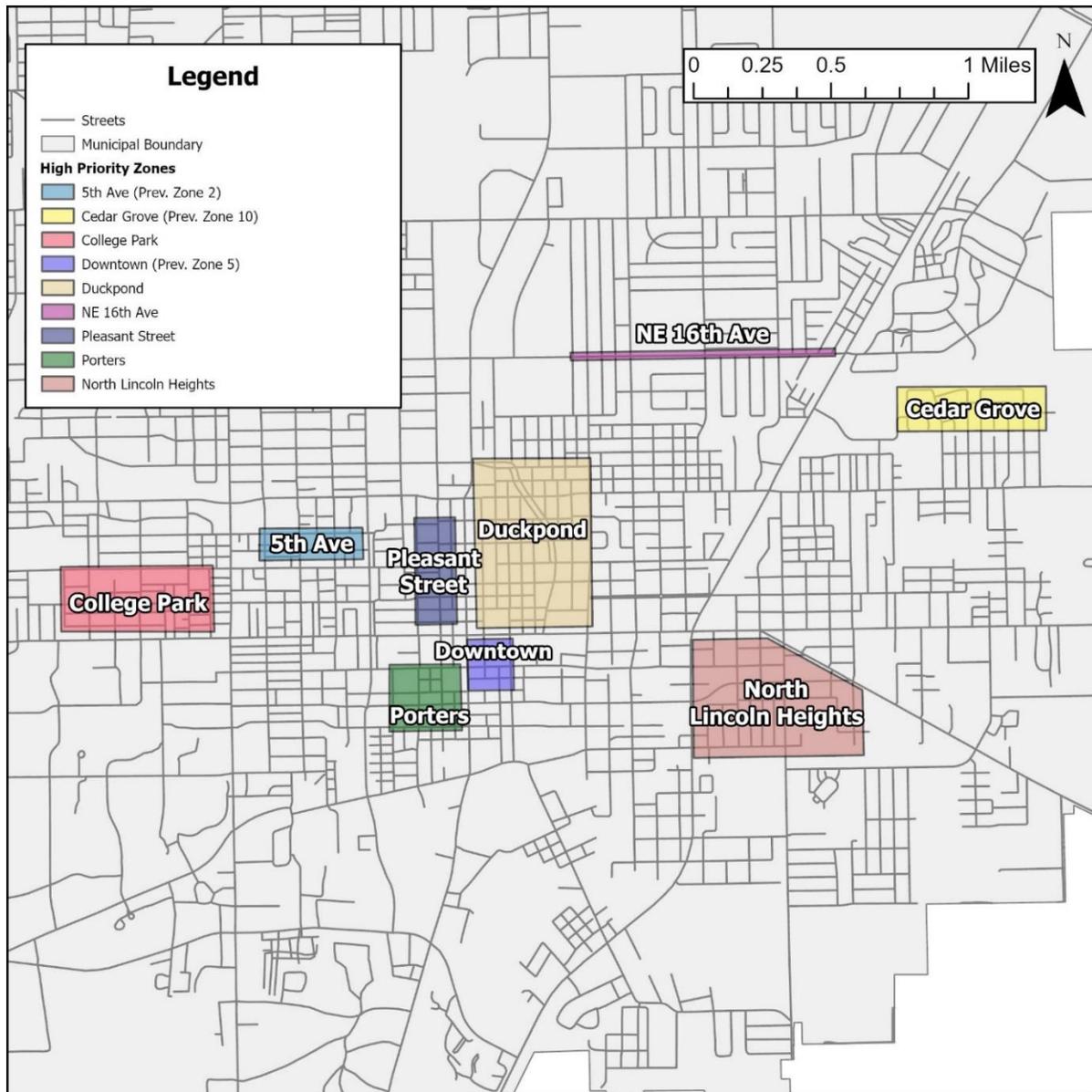


Figure 6. 2024 Plan High Priority Zones

4.0 IMPLEMENTATION

4.1 COST ANALYSIS

In order to quantify the resources required to upgrade curb ramp locations within the City, each location was assigned an individual cost. The costs assigned were based on the existing status of each ramp and the level of construction required to transition the ramp into ADA compliance. Ramp locations that require new ramp installation or complete ramp reconstruction (“substandard” or “no ramp present”) were assigned an average cost of \$7,500/ramp; this included 437 ramps. Ramp locations that only required the installation of DWS (“ramp without DWS”) were assigned an average cost of \$1,000/ramp; this included 1,802 ramps. These numbers exclude the 79 curb ramps slated for transition in 2024 via grant funding. Overall, ***the estimated cost to transition all 2,239 noncompliant ramp locations to ADA compliance is approximately \$5.1 million.*** Table 2 shows the estimated costs for ramps in the unfunded High Priority Zones. These cost estimates do not include costs of survey, design, construction engineering and inspection (CEI), and other contingency costs.

Table 2. 2024 High Priority Zones Cost Estimate

High Priority Zone	Average Prioritization Score	Number of Ramps	Estimated Cost
North Lincoln Heights	61.64	61	\$80,500
NE 16th Ave	59.65	49	\$55,500
College Park	57.03	78	\$136,500
Porters	51.77	44	\$109,000
Pleasant Street	43.39	72	\$228,000
Duckpond	40.62	307	\$1,126,000
	<i>Total</i>	611	\$1,735,500

4.2 PLANNED IMPROVEMENTS AND FUNDING OPPORTUNITIES

There are several means through which the City reconstructs curb ramps to achieve ADA compliance:

- Roadway Reconstruction – the City devotes funding each fiscal year to necessary roadway reconstruction. When such reconstruction occurs, the projects include the addition of pedestrian and transit elements as feasible, and the retrofit of non-ADA-compliant elements along existing facilities.
- Roadway Maintenance – the City allocates recurring funding for pavement rehabilitation projects. Such projects include repair and upgrades to existing sidewalks and repair and/or addition of curb ramps to improve accessibility within the public right-of-way.
- Sidewalk and Curb Ramp Projects – the City allocates recurring funding for the construction of new sidewalks to fill existing gaps in the system. Sidewalk projects, where necessary, include the addition of ADA-compliant curb ramps and upgrades to existing adjacent ramps as feasible. In addition, new sidewalk construction is funded in conjunction with development projects, and through grants such as the Safe Routes to School program. The Regional Transit System also receives grants from the Federal Transit Administration which assist with sidewalk retrofits adjacent to transit stops.
- Grants – the City seeks external funding opportunities to complement local resources and advance projects.

Figure 7 shows programmed City projects that will include the transition of noncompliant curb ramps into ADA compliance.

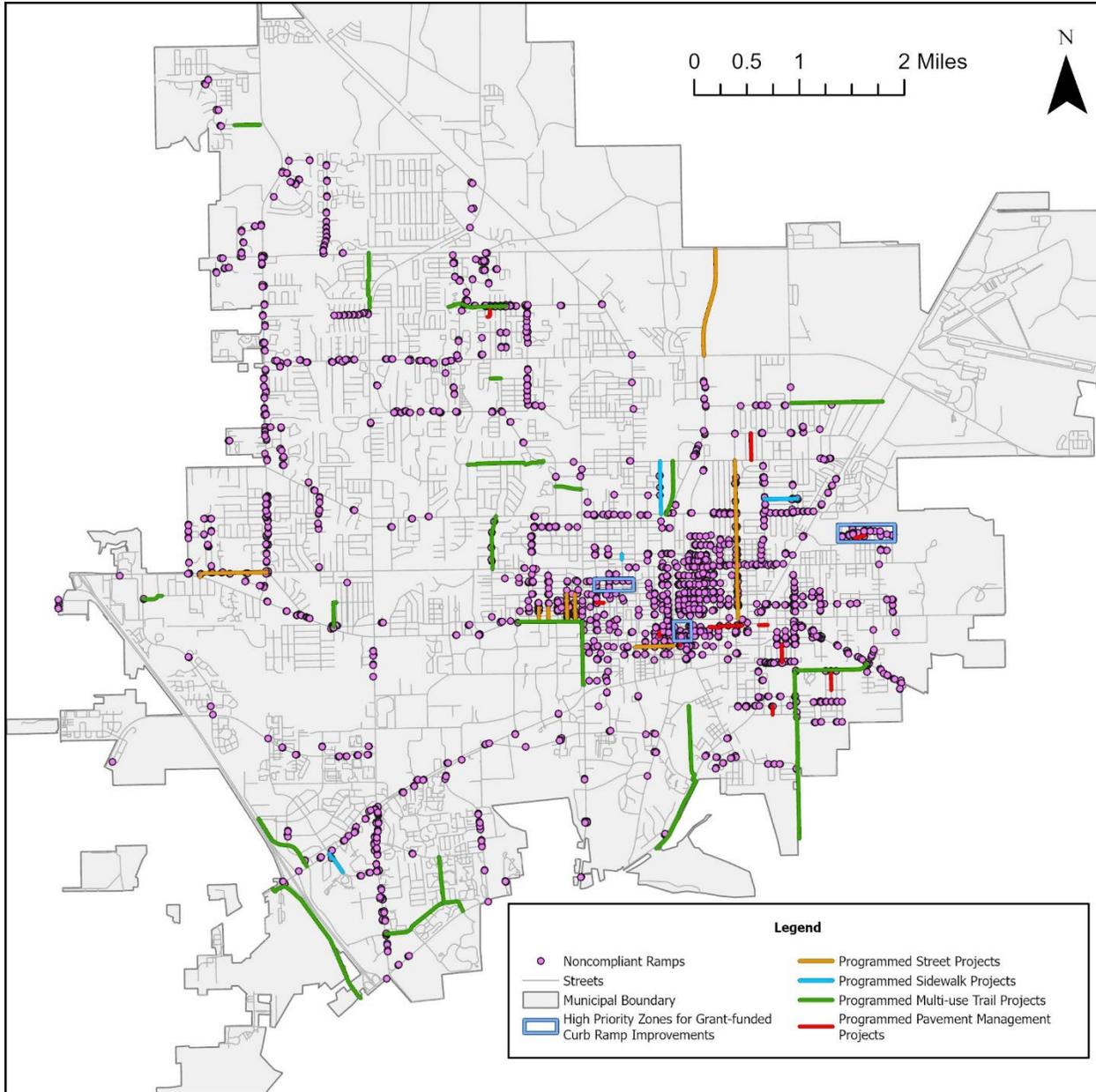


Figure 7. Planned Improvements and Curb Ramp Locations

4.3 PROGRESS SINCE 2019

When the City’s 2019 ADA Transition Plan was written, there were 5,905 curb ramp locations within City limits. Today, there are 6,449 curb ramp locations within City limits on public streets. The increase in the number of ramps can be attributed to the growth of the City by annexation, the expansion of the City’s roadway network, and the construction of new sidewalks and ramps, as well as the rehabilitation of existing sidewalks and ramps through privately-initiated development and redevelopment. Table 3 compares the number and status of curb ramp locations from the 2019 Plan to this 2024 update. The comparison demonstrates an increase in the number and relative percentage of ADA-compliant curb ramps, and a decrease in the number of non-compliant curb ramps. This indicates the City has made progress in transitioning to ADA compliance since the 2019 Plan.

Table 3. Comparison of Curb Ramp Count and Status, 2019 Plan vs. 2024 Plan Update

	2019 Plan	2024 Plan Update	Change
Number of curb ramps within City Limits	5,905	6,449	+808
ADA compliant, “fully functional” curb ramps (<i>amount, % of total</i>)	3,339 (56.5%)	4,131 (64.1%)	+792 (+7.6%)
Curb ramps without DWS (<i>amount, % of total</i>)	2,034 (34.4%)	1,873 (29%)	-161 (-5.4%)
Substandard or absent curb ramps (<i>amount, % of total</i>)	472 (8.0%)	445 (6.9%)	-27 (-1.1%)

Since the completion of the 2019 ADA Transition Plan, the City has made progress in transitioning curb ramps and other public infrastructure to ADA compliance including 96 curb ramps retrofitted and ±1.56 miles of new sidewalks. In addition, retrofit of 149 (±14%) transit stops to current ADA standards is programmed for 2024, complementing the effort and enhancing overall accessibility of the City’s transportation system. The transit system encompasses a total of 1,070 transit stops, of which 463 (±43%) are fully ADA accessible and 180 (±17%) are exempt from ADA compliance requirements per FDOT guidelines. Additional grant funding from the FDOT and Federal Transit Administration is available for future phases of bus stop retrofits.

5.0 CONCLUSION

This 2024 Plan update seeks to guide curb ramp ADA compliance transition through FY28. Progress has been made since 2019 but additional work is needed to bring the transportation system into full compliance with ADA standards. Through a combination of City dedicated funding, grant opportunities, programmed public projects, and coordination with development/redevelopment, continued progress is expected over the next several years.

The City will continue to seek funding opportunities to complement City resources and further enhance the system, using the prioritization criteria in this plan to help guide investments. In addition, pedestrian accessibility enhancements are part of the City's Vision Zero effort, which seeks to reduce traffic deaths and severe injuries particularly affecting vulnerable road users.

This plan is consistent with the *City's Strategic Goal 1: Equitable Community* and *Goal 3: A Great Place to Live & Experience*.