

City of Goshen

Americans with Disabilities Act Transition Plan: Pedestrian Facilities in the Public Right-of-Way



2012

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INTRODUCTION

The purpose of this plan is to ensure that the City of Goshen creates reasonable, accessible paths of travel in the public right-of-way for everyone, including people with disabilities. The City of Goshen has made a significant and long-term commitment to improving the accessibility of their pedestrian facilities. The Transition Plan identifies physical barriers and prioritizes improvements that should be made throughout the City of Goshen. This Transition Plan describes the existing policies and programs to enhance the overall pedestrian accessibility.

TRANSITION PLAN HISTORY AND OVERVIEW

In 1992, the City of Goshen completed an ADA Transition Plan for architectural barriers in their buildings, facilities, and programs. Also since 1992, the City has had an active Sidewalk Replacement Program.

The Goshen Common Council passed Resolution 2005-52 dated October 5, 2005, establishing certain priorities for the improvement of sidewalks in the City of Goshen. The Goshen Common Council gave priority to areas designated as walk routes to the Goshen elementary schools, areas in City parks, and East Lincoln Avenue from the railroad tracks east to the city limits for the repair of existing sidewalks or the construction of new sidewalks where no sidewalks exist.

In October 2005, the Goshen Common Council instructed the Goshen Engineering Department to conduct an inventory of the condition of city sidewalks and to identify the areas where no sidewalks exist. The Engineering Department completed the sidewalk inventory in 2010.

The Goshen Common Council typically appropriates \$100,000 in County Economic Development Income Tax (CEDIT) funds which are intended to be used for sidewalk installation and repair projects each year.

In addition to the funds appropriated by the Common Council, the City has certain grant funds, tax increment financing (TIF) funds from the Goshen Redevelopment Commission, or other funds available for certain sidewalk installation and repair.

The City offers residents funding assistance in the amount of fifty percent (50%) of the costs for sidewalk installation or repair through the City Sidewalk-Curb Reconstruction Program to be administered by the Goshen Engineering Department.

It is the City's policy to install ADA ramps at intersections where none exist on existing sidewalks when resurfacing adjacent streets as part of the resurfacing project.

It is the City's policy to install new and/or repair existing sidewalks when reconstructing adjacent streets as part of the reconstruction project.

It is the City's policy to request that all new residential and commercial projects include the installation of sidewalks.

LEGAL REQUIREMENTS

The federal legislation known as the American with Disabilities Act (ADA), enacted on July 26, 1990, provides comprehensive civil rights protections to persons with disabilities in the areas of employment, state and local government services, and access to public accommodations, transportation, and telecommunications

Title II specifically applies to "public entities" (state and local governments) and the programs, services, and activities they deliver. Title II Article 8, requires public entities to take several steps designed to achieve compliance. The plan shall, at a minimum includes:

- 1.A list of the physical barriers in a public entity's facilities that limit the accessibility of its programs, activities, or services to individuals with disabilities.
- 2.A detailed outline of the methods to be utilized to remove these barriers and make the facilities accessible.
- 3.The schedule for taking the necessary steps to achieve compliance with Title II.
- 4.The name of the official responsible for the plan's implementation.

Transition plans provide a method for a public entity to schedule and implement ADA required improvements to existing streets and sidewalks. Before a transition plan can be developed, an inventory of the current curb ramps and sidewalks must be developed.

IDENTIFIED OBSTACLES TO THE PUBLIC RIGHT-OF-WAY

The City of Goshen has a two-tiered system to identify and assess obstacles in the public right of way: a Preliminary Evaluation and a Detailed Evaluation. The barriers used in the evaluations are based on the *Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way* (ADA Guidelines) from the U.S. Architectural and Transportation Barriers Compliance Board.

PRELIMINARY EVALUATION

The first tier is a Preliminary Evaluation of the intersections. The purpose of this evaluation is to determine which intersections are obviously non-compliant to the ADA Guidelines and to get a comprehensive overview of the complete pedestrian network. The preliminary inventory evaluates three (3) criteria for curb ramps and three (3) criteria for sidewalks:

Curb Ramps

1. Is there a curb ramp?
2. Does the curb ramp have a color contrasting detectable warning?
3. Does the curb ramp have a clear landing at the top of the ramp?

Sidewalks

1. Is there a continuous clear space for pedestrian access?
2. Does the sidewalk appear to provide adequate passing zones?
3. Does the sidewalk appear to be smooth without grade breaks?

The Preliminary Evaluation utilizes aerial and street-level photography to view each intersection. The criteria used can be seen on these aerials and are key design components to determine ADA compliance. If the curb ramps and sidewalks do not meet the criteria, then that intersection does not need further evaluation because it is obviously non-compliant with the ADA Guidelines. If it did meet the criteria, then that intersection would be “potentially compliant” and would need a Detailed Evaluation to determine if it fully complies with the ADA Guidelines.

DETAILED EVALUATION

The second tier is a Detailed Evaluation of the intersections identified as “potentially compliant” during the Preliminary Evaluation. This requires fieldwork at the intersection and measuring of specific physical attributes, such as width, running slope, and gaps in the curb ramp or sidewalk, to determine compliance to the identified ADA barriers. For a description of the identified barriers see Attachment A. When the data is gathered, it is

recorded into an intersection database¹. The result from this evaluation is a detailed understanding of the ADA barriers at that intersection.

METHODS TO REMOVING BARRIERS – POLICIES & PRIORITIES

The City of Goshen utilizes many different approaches in removing barriers in the public right-of-way, including proactively identifying and eliminating the barrier, responding to public complaints, and ensuring the appropriate design and build-out of new construction following the most recent design guidelines.

BARRIER REMOVAL PRIORITIES

The City of Goshen bases barrier removal priorities on two factors: location and the accessibility condition of the intersection.

Location Priority

According to the *Accessible Rights-of-Way: A Design Guide*, “the DOJ regulation imposes a specific construction requirement...specifies a priority for locating (curb ramps) at: State and local government offices and facilities; transportation; places of public accommodation; places of employment; and other locations.” Following this guidance, the City identified its location priority as follows:

1. Intersections serving government facilities,
2. Intersections serving commercial and employment centers, and
3. Intersections serving other areas.

Accessibility Condition

Using the data from the Preliminary Evaluation and the Detailed Evaluation, an accessibility condition, or Access Grade, can be determined. Points are assigned to the identified ADA barriers and calculated for each intersection. This will give the intersection an overall Condition Score for accessibility. The Access Grade assesses the Condition Score out of the total possible points and assigns a letter grade. This letter grade is A through E, A being the most accessible and E being the least accessible.

¹ The database is quite large and is constantly updated; it is not feasible for it to be included in the text of this ADA Transition Plan. The database may be made available for public review by advanced written request to the ADA Coordinator.

Priority Rank

In order to determine the overall priority of an intersection, or Priority Rank, the City uses the following matrix to match the location priority to the Access Grade.

Access Grade	Location Priority		
	1	2	3
	Locations serving Government Facilities	Locations serving Commercial & Employment Centers	Locations serving Other Areas
E	1E	2E	3E
D	1D	2D	3D
C	1C	2C	3C
B	1B	2B	3B
A	1A	2A	3A

Priority Rank Levels

High	Medium	Low
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The City of Goshen determines the priority of improvements by identifying which of the groupings are high, medium, or low priorities. A listing of priority intersections and a map,² that shows which intersections are high, medium, and low priorities for barrier removal, are in Attachment B.

PUBLIC COMPLAINT PROCESS

The public complaint process is an integral part of the Transition Plan. Public complaints or requests may often drive the prioritization of improvements. To file a complaint or a request regarding accessibility of a sidewalk or curb ramp, contact the ADA Coordinator in writing and describe the issue in detail, including the location. The ADA Coordinator will route this information to the appropriate City of Goshen department for inspection and possible action. That department will then respond to the ADA Coordinator with its findings, and the ADA Coordinator will record the formal response and reply to the complainant/requestor. All complaints or requests will be kept on file and will include the response. Attachment C is a copy of the City of Goshen’s public Grievance Procedure for Pedestrian Facilities in the Public Right-of-Way.

NEW CONSTRUCTION & ALTERATIONS

In order to ensure the correct design of curb ramps, sidewalks, and crosswalks in new construction and alterations, the City of Goshen has adopted the *Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way* (see Attachment C for a copy of the

² The map is constantly updated and may be currently out-of-date from this plan. An updated map may be made available for public review by advanced written request to the ADA Coordinator.

resolution). Whenever there is an intersection improvement project or new construction project, any affected curb ramps, sidewalks, and crosswalks will be rebuilt to these ADA design guidelines, where feasible and reasonable.

SCHEDULE

As opportunity allows, the City of Goshen will make efforts to improve the ADA Accessibility of pedestrian facilities in the public right-of-way. As stated in the *Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way*, “compliance is required to the extent practicable within the scope of the project.” There will be times when it is technically infeasible to provide technical compliance: for example, if clear space at the top of the ramp is obstructed by a building or the slope of a hill is so extreme as to prevent a reasonable slope for a ramp in both directions. The inventory process may not account for such situations and could show a high-priority rating when all feasible actions have been taken.

Additionally, given a program as broad and comprehensive as the City of Goshen’s pedestrian network, the City of Goshen will follow the concept of Program Access under Title II of the ADA. Program Access does not necessarily require a public entity to make each of its existing facilities accessible to and usable by individuals with disabilities, as long as the program as a whole is accessible. Under this concept, the City of Goshen may choose not to install a sidewalk at some locations (or to install them as a lower priority later), as long as a reasonable path of travel is available even without the sidewalk.

RESPONSIBLE INDIVIDUAL

The official responsible for the implementation of the City of Goshen’s ADA Transition Plan for the pedestrian facilities in the public right-of-way is:

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Human Resources Manager
204 East Jefferson St., Suite 3
Goshen, IN 46528

Email: humanresources@goshencity.com
Phone: (574) 534-8475
Fax: (574) 534-2410
TTY: (574) 534-3185

PUBLIC INPUT

The City of Goshen provided opportunities for individuals to comment on this Transition Plan, which included:

- Document copies available and notices sent to local public libraries
- Document made available on the City of Goshen’s website
- Open house and presentation at a public meeting on June 5, 2012

The City of Goshen published legal notices in the major newspaper(s), The Goshen News starting on May 11, 2012. The legal notices announced the availability of the Transition Plan draft at the local public library with easy public access. These notices also provided instructions regarding the timetable for comments and where to send them. Public comments were accepted for a period of no less than 30 days, ending June 15, 2012. Public comment form is available on Attachment D.

Formal adoption of the Transition Plan took place on June 18, 2012. It will be available on the web and by written formal request to the ADA Coordinator.

ATTACHMENT A

1.ADA GUIDELINES USED IN DETAILED EVALUATION

2.EVALUATION FORM

ADA GUIDELINES USED IN DETAILED EVALUATION

Curb Ramps

In evaluating the accessibility of existing curb ramps, the following factors were considered:

1. Is there a curb ramp?
2. Is there a curb ramp where a sidewalk crosses a street?
3. What type of curb ramp?
 - a. Perpendicular curb ramp
 - b. Parallel curb ramp
 - c. Blended transitions
4. Is the width of the curb ramp at least 4 feet wide (excluding flares)?
5. Are there detectable warnings properly installed where a curb ramp or blended transition connects to a street?
6. Is the running slope greater than 5% but less than 8.3% (blended transition 5% maximum)?
7. Is the cross slope less than 1%?
8. Is the landing a minimum of 4 feet x 4 feet?
9. Is the surface of the curb ramp or blended transition firm, stable, and slip resistant and clear of gratings, access covers, and other appurtenances?
10. Is the grade break at the top and bottom of the ramp flush and not located on the surface of the curb ramp, landing, or gutter areas?
11. Is the counter slope of the gutter or street at the foot of the curb ramp less than 5%?
12. Is the clear space beyond the curb face at least 4' x 4'?
13. If the curb ramp is perpendicular, is the slope of the flared sides less than 10% where a pedestrian path crosses the curb ramp or if the sides are returned, are they protected from cross travel?

Sidewalks

In evaluating the accessibility of existing sidewalks, the following factors were considered:

1. Is there a sidewalk at each corner?
2. Is there at least 4 feet of continuous and unobstructed clear width of a sidewalk (excluding the curb width)?
3. If the continuous width is less than 5 feet, are the passing spaces at least every 100 feet along the sidewalk that are 5 feet wide or greater?
4. Is the cross slope of the sidewalk less than 1%?
5. Where the sidewalk is adjacent to the street, does the grade of the sidewalk not exceed the general grade of the street?
6. Is the surface of the sidewalk firm, stable, and slip resistant?
7. Are any gaps in the surface less than ½ inch?
8. Is the sidewalk clear of grates or if there is a grate:
 - a. are the openings no more than ½ inch wide and
 - b. do the elongated openings run perpendicular to the direction of travel?
9. Is the sidewalk clear of protruding objects? If there is a protruding object is:
 - a. the leading edge of that object less than 17 inch and more than 80 inch above the ground, or
 - b. the protrusion less than 4 inches into the travel path of the sidewalk, or
 - c. a barrier is provided no more than 17 inches from the ground where the vertical clearance is less than 80 inches.

Crosswalks

In evaluating the accessibility of existing crosswalks, the following factors were considered:

1. Is there a crosswalk that connects two sidewalks across a street?
2. Is the width of the marked crosswalk at least 6 feet?
3. Does the cross slope of the crosswalk meet the following guidelines:
 - a. If the crosswalk is crossing a street with a stop control, is the cross slope less than 1%?
 - b. If the crosswalk is crossing a street without a stop control, is the cross slope less than 5%?
4. Is the running slope of the crosswalk less than 5%?
5. If the crosswalk crosses a median, is the length of the median at least 6 feet and does it contain detectable warnings located at curb line or edge of the roadway?
6. If the intersection signalized, does it have a pedestrian signal, if so, does the pedestrian signal phase allow enough time for a walking speed of 3.5 ft/sec?

EVALUATION FORM

LPA: _____ N/S: _____ E/W: _____ Ins: _____ Date: _____ ID: _____

g	h			h	
Cross %	Cross %			Width: " Passing: Y - N	
Grade OK? Y - N	Grade OK? Y - N				
Surface OK? Y - N	Surface OK? Y - N				
Gap -	Gap -				
Grate OK? Y - N	Grate OK? Y - N				
Protrusion Y - N	Protrusion Y - N				
Protr. Height -	Protr. Height -				
Protr. Length -	Protr. Length -				
Protr. Barrier Y - N	Protr. Barrier Y - N				
Width: " Passing: Y - N					
g	h				

Approach
of Lanes
Control N - ST - SG
Median? Y - N
Median Width -
Median Warn? Y - N
Crosswalk
Marked? Y - N
Width -
Length ft
Cross %
Run %
Ped Signal? Y - N
Ped Time sec

a	b
Cross %	Cross %
Grade OK? Y - N	Grade OK? Y - N
Surface OK? Y - N	Surface OK? Y - N
Gap -	Gap -
Grate OK? Y - N	Grate OK? Y - N
Protrusion Y - N	Protrusion Y - N
Protr. Height -	Protr. Height -
Protr. Length -	Protr. Length -
Protr. Barrier Y - N	Protr. Barrier Y - N

Approach	Crosswalk
# of Lanes	Marked? Y - N
Control N - ST - SG	Width -
Median? Y - N	Length ft
Median Width -	Cross %
Median Warn? Y - N	Run %
	Ped Signal? Y - N
	Ped Time sec

Approach	Crosswalk
# of Lanes	Marked? Y - N
Control N - ST - SG	Width -
Median? Y - N	Length ft
Median Width -	Cross %
Median Warn? Y - N	Run %
	Ped Signal? Y - N
	Ped Time sec

Approach	Crosswalk
# of Lanes	Marked? Y - N
Control N - ST - SG	Width -
Median? Y - N	Length ft
Median Width -	Cross %
Median Warn? Y - N	Run %
	Ped Signal? Y - N
	Ped Time sec

e	f
Cross %	Cross %
Grade OK? Y - N	Grade OK? Y - N
Surface OK? Y - N	Surface OK? Y - N
Gap -	Gap -
Grate OK? Y - N	Grate OK? Y - N
Protrusion Y - N	Protrusion Y - N
Protr. Height -	Protr. Height -
Protr. Length -	Protr. Length -
Protr. Barrier Y - N	Protr. Barrier Y - N

Approach
of Lanes
Control N - ST - SG
Median? Y - N
Median Width -
Median Warn? Y - N
Crosswalk
Marked? Y - N
Width -
Length ft
Cross %
Run %
Ped Signal? Y - N
Ped Time sec

c	d
Cross %	Cross %
Grade OK? Y - N	Grade OK? Y - N
Surface OK? Y - N	Surface OK? Y - N
Gap -	Gap -
Grate OK? Y - N	Grate OK? Y - N
Protrusion Y - N	Protrusion Y - N
Protr. Height -	Protr. Height -
Protr. Length -	Protr. Length -
Protr. Barrier Y - N	Protr. Barrier Y - N

Curb Ramps												
	Type	Width	Landing	Clear Space	Run %	Cross %	Gutter %	Edge Type	Flare %	Surface OK?	Warning OK?	Grd Brk OK?
A	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N
B	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N
C	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N
D	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N
E	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N
F	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N
G	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N
H	PE - PA - BT - N	"	"	"	%	%	%	N - F - R	%	Y - N	Y - N	Y - N

ATTACHMENT B

1.ADA PRIORITIES MAP

2.PRIORITY LISTING OF INTERSECTIONS

ATTACHMENT C

- 1. RESOLUTION ADOPTING ADA DESIGN GUIDELINES**
- 2. RESOLUTION APPOINTING ADA COORDINATOR**
- 3. ADA GRIEVANCE PROCEDURE**
- 4. RESOLUTION ADOPTING THE AMERICANS WITH
DISABILITIES ACT TRANSITION PLAN: PEDESTRIAN
FACILITIES IN THE PUBLIC RIGHT-OF-WAY**

ATTACHMENT D

1. PUBLIC COMMENT AND RESPONSE FORM

PUBLIC COMMENT AND RESPONSE FORM

Date of Comment: _____

Name of Person: _____

Comment: _____

Response: _____

