



Transportation Division

ADA Transition Plan for the County Maintained Road System

DRAFT

March 2022

Official Responsible for Transition Plan Project

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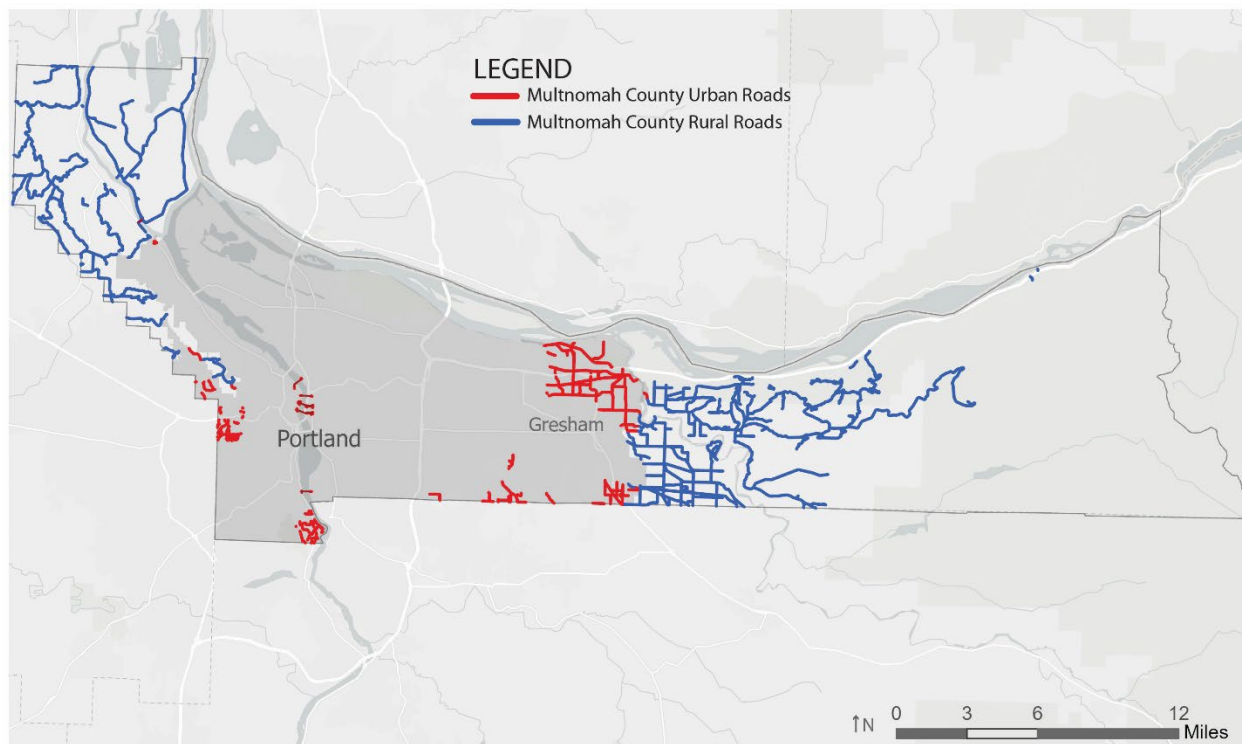
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EXECUTIVE SUMMARY

Multnomah County Transportation Division developed an ADA Transition Plan (the Plan) for the County Maintained Road System. The Plan identifies barriers to pedestrian accessibility within the County right-of-way, recommends mitigation measures, estimates funding for proposed mitigation, and proposes a schedule to implement the improvements. While the County is responsible for all County-maintained roadways, this plan focuses on the urban roads, many of which have pedestrian facilities like sidewalks and curb ramps. Figure 1 shows the service area for Multnomah County.

Figure 1: Multnomah County Roads Service Area



This Plan is based on data collected in the field during the summer of 2016 using the criteria listed on the ODOT ADA Ramp Inspection Form, as well as local and regional Geographic Information Systems (GIS) data.

This Plan estimates that approximately \$40 million will be required to implement all improvements necessary to bring all non-compliant pedestrian facilities within the County right-of-way to compliance and recognizes the urgent need to do so. The County will take proactive steps in making these improvements based on the following criteria (discussed in more detail below): likely frequency of use, degree of functional barriers to usability, community input, and availability of funding. Furthermore, the County will require all new construction to include ADA compliant ramps.

The Multnomah County Transportation Division will reevaluate and update this document as needed.

INTRODUCTION

According to the US Census Bureau, about 61 million Americans have a disability in 2017. Of those, approximately 30.6 million are mobility impaired, with another 30 million visually impaired. The U.S. Administration on Aging projects that by the year 2030, more than 20% of Americans will be over the age of 65 (Ortman, A.Velkoff, & Hogan, 2014) and will require services to meet their physical mobility needs.

The Americans with Disabilities Act (ADA), passed in 1990, prohibits discrimination and promotes equal opportunity for people with disabilities in accessing employment, government services, public accommodations, and public transportation¹.

Although there are a number of different ADA concerns that will be addressed by Multnomah County (the County), this Transition Plan is focused on the transportation system within the County's right of way. The structure of this Plan conforms to the requirements in the ADA Title II Technical Assistance Manual for preparing transition plans for public entities with 50 or more employees which requires:

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

There are several County programs aimed, in whole or in part, at addressing specific ADA needs for the following transportation facilities: curb ramp improvements, bridge accessibility, County-operated transit service, and Safe Routes to School. This Plan identifies barriers within the County at these types of facilities and describes how the County programs are working to remove the barriers.

Goals and Objectives

The Multnomah County Transportation Division seeks to create and maintain a transportation system that minimizes barriers to its use and that does not discriminate against individuals on the basis of disability. The purpose of this Plan is to provide a roadmap to achieve this goal. Through the development and execution of this Plan, Multnomah County Transportation Division will work toward a transportation system that progresses towards fully meeting ADA standards. The core components of this Plan are to document barriers, develop methods for addressing these barriers, and identify a schedule to implement the Plan.

¹ https://www.ada.gov/2010_regs.htm

Transition Plan Outreach

This section will be detailed with outreach information after the outreach has been completed and prior to plan adoption.

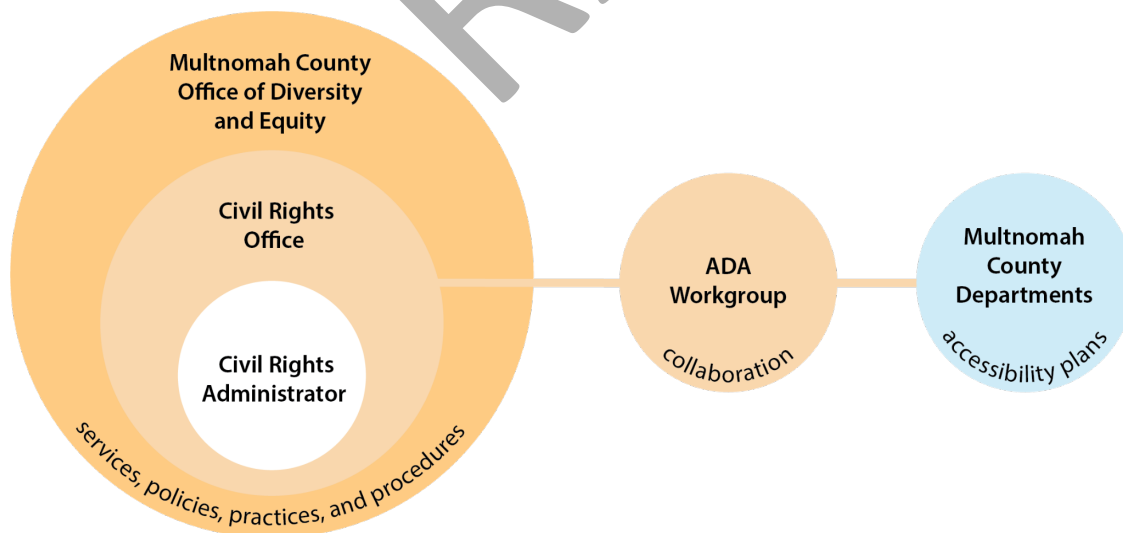
The draft transition Plan will be made available for 45 days in spring 2022 for public comment. In addition to making the Plan available to the general public, the County shared this Plan with ADA partners to provide feedback on this plan. Based on the feedback, the Plan will be revised and implementation will begin.

ADA PROGRAM AND CONTACT INFORMATION

ADA concerns are addressed through a number of departments and groups at the County depending on the type of concern or improvement needed. The ADA program includes components associated with the built environment (including County buildings and areas within the County's right-of-way) and other provisions related to how the County provides services and programs to the community. This often includes forms of communication, including large print, documents with digital accessibility, braille, and hearing impaired improvements.

Multnomah County's Office of Diversity and Equity (ODE) is the hub for Multnomah County diversity and equity initiatives. The mission of ODE is to ensure access, equity, and inclusion in Multnomah County's services, policies, practices, and procedures. The County's Office of Diversity and Equity includes the County's Civil Rights Office, which is where the Civil Rights Administrator is housed. This office is responsible for the ADA workgroup which works with all County departments to work towards compliance with Title II. Other Departments and offices within the County that have accessibility plans include Libraries, Facilities, and Human Services. For more information on Countywide Accessibility efforts contact the Civil Rights office here: <https://multco.us/diversity-equity>.

Figure 2: ADA Program Overview



The Transportation Division includes Transportation Planning and Development, Road Capital Improvement Program, Bridges, Road Maintenance, Survey Office and Water Quality. As appropriate, these programs adhere to ADA standards when creating new infrastructure and upgrading existing infrastructure to be ADA compliant.

Contact Information

Questions, comments, and concerns should be directed to the Civil Rights Administrator at Multnomah County's Office of Diversity and Equity (ODE), who will forward the matter to the appropriate County agency. Questions, comments, and concerns may be submitted to the following individual:

Neisha Saxena
Civil Rights Administrator, Office of Diversity and Equity
501 SE Hawthorne, Suite 600
Portland, OR 97214
Phone: 503-988-3399
E-mail: diversity.equity@multco.us

More information about Multnomah County's Non-Discrimination Policy can be found at this [link](#).

Public Feedback on Barriers

Members of the public can provide information on barriers to the County in a variety of ways. One of the formalized feedback processes for input is the [SeeClickFix](#) citizen service request app. Members of the public can make requests to address specific issues on Multnomah County roads and bridges. These include pedestrian concerns, sidewalk obstructions, damaged sidewalks, debris and other issues. When an individual submits information about a barrier, the County Transportation Division evaluates the information, determines what, if anything, can be done to address the concern, and then follows up with action and informs the requester of actions taken. The inquiry data also creates a record of concerns or complaints that can then be used to inform future improvements.

Members of the public can also contact County Transportation staff about barriers via phone (503-988-5050 main line), and email (transportation@multco.us, dcs.bridges@multco.us). Assistance in languages other than English can be requested by emailing transportation.comms@multco.us.

Grievance Procedure

Feedback and public input are an important component to making sure the County is addressing community concerns regarding the ADA. For those who wish to file a complaint as part of the grievance procedure for alleging discrimination on the basis of disability in the County's provision of services, activities, programs, or benefits, information about the process and how to file a complaint can be found at this [link](#).

OTHER PROGRAMS

The Plan addresses issues within the County right of way. Other Transportation Division programs which address accessibility are summarized below.

Safe Routes to School

The Multnomah County [Safe Routes to School \(SRTS\) program](#) is a partnership between Multnomah County, the cities of Fairview, Gresham, Troutdale, and Wood Village. The goal of the Safe Routes to School program is to encourage and provide safe and healthy walking and bicycling options near schools. Education programs held at schools are designed to be accessible for all students. SRTS also helps to identify barriers to walking or biking to school, works with County engineering staff to reduce such barriers, and applies for grants to fund accessibility improvements.

Transit Services

The [Multnomah County Transit Program](#) operates two urban job-connector shuttles in industrial job centers at Swan Island and Troutdale Reynolds Industrial Park. The transit operator is required to use wheelchair-accessible vehicles and uses existing TriMet transit stops. The County also provides a demand-response (aka [Dial-a-Ride](#)) service in rural County areas. In addition, the contractor for this service provides transportation services for seniors and People with Disabilities through Multnomah County's Human Services department. These rides are also fully accessible when requested.

Public Meetings

Public meetings hosted by the Transportation Division are held in County, jurisdiction-owned facilities, or other privately owned facilities (including churches and offices) that are ADA accessible. Meetings held online are accessible for the hearing impaired when requested.

LEGAL REQUIREMENTS

Federal, state, and local law prohibits discrimination against people with disabilities in accessing public services. There are also specific legal requirements related to transportation accessibility.

Federal

[Title II of the ADA](#) prohibits state and local governments from discriminating against people with disabilities or from excluding participation in or denying benefits of public programs, services, or activities to people with disabilities. This covers curb ramps, sidewalks, and other roadway access issues, and requires that jurisdictions responsible for non-ADA compliant assets develop a Transition Plan to demonstrate how they will achieve compliance.

Pursuant to both [Section 504 of the Rehabilitation Act](#) (1973) and Title II of the ADA (1990), Multnomah County is required to complete a self-evaluation of all transportation capital facilities and identify barriers that may prevent people with disabilities from accessing public areas.

While ADA standards are requirements adopted and enforceable by the U.S. Department of Justice, the Public Right of Way Accessibility Guidelines (PROWAG) are guiding standards for physical elements located within the public right of way (roads, sidewalks, and multi-use paths). The ADA Accessibility Guidelines (ADAAG) explains the ADA requirements and provides recommendations for best practices which exceed the minimum requirements. The table below describes a number of different elements with the corresponding standard.

Table 1: Source for current standard

Category	Source for current standard
Curb ramp	ADA
Sidewalk	PROWAG
Marked crosswalk	PROWAG
Pedestrian signals/push buttons	PROWAG

State

Oregon codified its anti-discrimination disability policy in [ORS 659A.103](#). This statute states that it is unlawful to discriminate against persons with disabilities and guarantees all individuals the ability to access public locations and secure housing, and participate in employment, state services, programs, and activities.

In developing ADA compliant assets, the County follows the Design Standards, Standard Drawings, and Manuals provided by the Oregon Department of Transportation as specified and referenced in their [Local Agency Guidelines \(LAG\) Manual](#). Specific engineering guidance is provided through their Roadway Engineering Unit [Engineering for Accessibility](#) resource. In addition, Oregon Revised Statute 447.310 establishes standards and specifications for the construction and location of curb cuts or ramps.

County

[Multnomah County Administrative Procedure DEI-1](#) establishes the County's standards for ensuring nondiscrimination against all protected classes, including people with disabilities, in accessing County programs, activities, benefits and services, and establishes a complaint process to resolve compliance and discrimination issues.

IDENTIFICATION OF BARRIERS

The first step of this Plan is to identify barriers to ADA access. Although there are many barriers that pose challenges for pedestrians, this plan focuses on two features that exist within the County's right-of-way: curb ramps and signalized intersections. There are additional barriers that will be discussed briefly in this plan, but the work plan will focus on curb ramp replacement and installation and improvements to signalized intersections. The primary process to identify barriers associated with transportation infrastructure was completing an inventory of existing infrastructure.

Inventory (self-assessment)

In 2016, the County completed an inventory of curb ramps within the County's right-of-way in compliance with [Title II of the ADA](#), [ODOT Policy PER 01-05](#), [Oregon Revised Statutes \(ORS\) Chapter 447](#), and the [Public Right-of-Way Accessibility Guide \(PROWAG\) revision 2013](#). More information on the inventory process can be found in Appendix G.

In 2019, the County completed an inventory of transportation infrastructure for asset management purposes, with one of its goals to collect data related to ADA compliance. The following summary information was collected on transportation assets that are relevant to ADA compliance. Transportation infrastructure that directly relates to ADA infrastructure includes curb ramps, sidewalks, marked crosswalks, and crossing elements at signalized intersections.

Curb Ramps

Curb ramps are a critical part of the transportation network, as they allow people to safely access sidewalks and cross roadways. There are several factors that determine whether a curb ramp is ADA compliant, including type, corner position, turning space, slope, clear width, and physical condition. Inspections were completed based on the type of curb ramp and details on the inspection forms can be found in the appendices. A total of 948 curb ramps were inventoried for ADA compliance, with 890 determined to be non-ADA compliant. These ramps failed at least one of the ADA criteria and therefore failed overall.

Table 2: Curb ramps

Ramps	Number
ADA compliant	58
Non-ADA compliant	890
Total	948

Note: 134 ramps do not have complete inventory data and were not included within this summary table or included within the prioritization process.

Signalized Crossings

Out of 41 traffic signals, 31 (or approximately 75 percent) have crosswalk buttons. There are 13 other signalized intersections, with 9 rectangular rapid flashing beacons and 4 speed flashers. The 9 traffic signals that are owned by the City of Gresham but maintained by the County are included within this inventory.

Additional Barriers

Sidewalks

Multnomah County measured all of its sidewalks for width. A 4-foot minimum width of barrier-free sidewalk is a standard criterion for determining ADA compliance. The vast majority of sidewalk segments inventoried (approximately 96 percent) meet or exceed the minimum ADA requirement. It is important to note that the inventory did not include obstructions along the sidewalk that could effectively reduce the sidewalk width to less than 4 feet.

Marked Crosswalks

There were a total of 185 marked crosswalks, with 47 continental and 138 standard. Continental crosswalks provide better visibility to the crosswalk location, with wide vertical striping. Standard crosswalks are two parallel lines. Both of these crosswalk markings comply with the requirements of the Manual on Uniform Traffic Control Devices (MUTCD) but the continental crosswalk provides better visibility to motorists on where to expect pedestrians to cross.

METHOD TO REMOVE BARRIERS

There are several strategies that the County is in the process of implementing to improve ADA conditions, including:

1. Policy and Standards: There are policy changes that can help meet accessibility goals and design standards to put those policies into action;
2. Identify priorities: The County does not have a dedicated source of funding to address ADA compliance. Because there is limited funding for all transportation projects, the County must prioritize improvements and implement improvements as funding becomes available. A prioritization process based on established criteria allows the County to objectively identify its top priorities and use the process to seek grant funding opportunities from a variety of sources;

3. ADA focused projects: These projects are specifically designed to bring existing infrastructure up to ADA standards. Due to limited funding this type of project is not very common, but there are opportunities to apply for grant funding under certain circumstances;
4. Capital roadway and bridge projects: The County ensures that construction of all new transportation facilities meets current ADA standards; and
5. Work by others: Other public and private entities which are responsible for improving or constructing new infrastructure within the County's ROW must meet ADA standards. Two examples of this are TriMet's responsibility to provide accessible bus stops and private developers' requirements to comply with ADA when making roadway improvements.

Policy and Standards

Policy created by the County is the foundation for projects to occur and provides the structure to address ADA-related issues. This policy is currently grounded in the [Transportation System Plan \(TSP\)](#) and [Roadway Capital Improvement Plan \(RCIP\)](#), and this ADA Transition Plan will provide a more comprehensive framework for moving forward related to transportation issues.

The County uses the [Road Rules and Design and Construction Manual \(DCM\)](#) to outline design requirements to make sure that capital improvements are ADA compliant. Design exemptions are allowed and the process is detailed in section 2.1.3 in the DCM.

Identify Priorities

Identifying project priorities helps determine how limited funding is best utilized. A prioritization process was applied to the inventoried curb ramps to determine the highest needs for improvement. While there are several other components of the transportation system that provide important accessibility features, the County is prioritizing curb ramps to maximize its limited funding to make existing infrastructure accessible.

Existing ramps were scored and prioritized based on ramp condition, presence of truncated domes, and proximity to various locations. The following tables describe the physical condition criteria and scoring related to the curb ramp proximity to key types of locations.

Table 3: Ramp condition scoring

Score	Description
1	Existing ramp meets ADA standard
2-3	Existing ramp does not meet ADA standard
10	No ramp

Table 4: Truncated dome presence scoring

Score	Criteria/Condition - Presence of Truncated Domes at Curb Ramps
0	Truncated dome meets ADA standard
1	Truncated dome does not meet ADA standard
2	No truncated dome

Table 5: Location scoring

Score*	Location Criteria
1-3	Proximity to schools (closer proximity scores higher)
1-3	Public transit boardings and alighting (greater values scores higher)
1-5	Public transit bus ramp deployment (greater deployments scores higher)
1-5	Paratransit LIFT program trips per month (greater trips scores higher)
1-3	Proximity to people with disabilities (higher concentration of population)
0 or 3	Close proximity to medical facilities, includes: Veterans Affairs Facilities, Primary Care, County medical facility
0 or 3	Close proximity to a public park and/or recreational facility
0 or 3	Close proximity to a public library
0 or 2	Close proximity to a police station
0 or 2	Close proximity to city/civic services
0 or 2	Close proximity to a fire station
0 or 3	Proximity to a post office
1-5	Proximity to land uses: major commercial and retail, major employment, and high-density multi-family housing developments (more sites scores higher)
0 or 3	Close proximity to community centers, places of public assembly, and social services

*Scores based on accumulated points for each location type.

The ramps were packaged into six tiers based on their scores, with “Tier 1” being the highest priority for reconstruction. The County began designing the highest priority ramps (top 33% ramps within Tier 1) in Fiscal Year 2019 (see section “Schedule” for more information).

Number of Curb Ramps Surveyed: 950

- Tier 1 Score (19-30): 163
- Tier 2 Score (16-18): 183
- Tier 3 Score (12-15): 164
- Tier 4 Score (8-11): 172
- Tier 5 Score (3-7): 160
- Tier 6 Score (1-2): 108

Although the GIS data used in the scoring analysis is up to 6 years old, the methodology focused on critical community services (such as bus stops, schools, medical facilities, parks, libraries, fire and police stations) in fixed locations with little to no measurable change in location of these facilities since 2015. The information provided by TriMet including the number of bus ramp deployments at public transit stops and monthly demand for paratransit services are not tied to a specific location but represent usage patterns at the time the data was collected (six years ago).

ADA Focused Projects

Projects to repair or construct new curb ramps without addressing other transportation concerns allow the County to directly improve accessibility. In addition, there may be specific funding sources related to improving accessibility that are a good fit for implementing a specific project. This allows the County to apply for projects specifically related to improving accessibility.

Capital Roadway and Bridge Projects

The County is implementing projects to improve the transportation system through the Road and Bridge Capital Improvement Plans. Any improvements implemented will be ADA compliant. If projects are improving components or replacing elements, the new components of the project will improve conditions and be ADA compliant.

Work by Others

When parcels are developed or redeveloped by others along County transportation corridors, the County reviews these developments and the adjacent transportation infrastructure. If a development causes a transportation impact, the County requires the development to bring the County infrastructure up to the current County roadway standards. All developments are required to make any non-ADA compliant curb ramps or sidewalks ADA compliant, based on the County's standards as detailed in the Road Rules and DCM.

WILLAMETTE RIVER BRIDGES

The inventory of curb ramps located on the six County structures crossing the Willamette River was completed separately since they are associated with bridge infrastructure. They will also go through a separate prioritization process within the next five years. There are a total of 62 curb ramps on County bridges, 22 of which are non-ADA compliant. Bike lane ramps connecting the bike lane from the road to the sidewalk were not included within this inventory.

COST AND SCHEDULE

To understand cost and schedule implications, the County developed a cost estimate for bringing all current curb ramps up to ADA compliance. The cost for the construction of a typical curb ramp (for new or replacement ramp) is based upon many factors, including slope, environmental considerations, and right-of-way. Based on previous projects, the estimate for an average ramp construction is \$45,000 per ramp, which includes preliminary engineering and construction engineering. At this amount, current available annual funding would allow for approximately three curb ramp replacements per year. This is not a viable option for proceeding, neither in timing or cost-effectiveness. It is therefore necessary to look for additional funding given the budget realities. The implementation schedule of this Plan depends on a major commitment from the Board of County Commissioners.

Potential Funding

Multnomah County receives its transportation revenue from three (3) primary sources: Federal revenues (usually in the form of grants for specific projects), the State Highway Fund (State gas tax, State vehicle registration fees, and truck weight/mile tax), and a 3-cent County gas tax. Federal sources include the Surface Transportation Program (STP) and the Highway and Bridge Program (HBP). The County's Transportation Capital Improvement Plan and Program (CIPP) incorporates funding for curb ramp construction into CIPP projects. The CIPP identifies projects with the most critical need as the highest priority and incorporates ADA improvements to any substandard assets within the project boundaries

once a project is programmed for construction. The County's commitment to making these improvements includes working with partners to secure local, regional, state and federal funding.

Schedule

The County estimates that to replace the non-compliant ramps identified within the inventory (890 ramps), it will cost approximately \$40 million in 2022 dollars. This does not consider the noncompliant ramps that will be replaced as compliant ramps as a part of Roads, Preservation and Safety, and Bridge projects. A strategic schedule has been developed to reduce barriers to maximize the limited funds that the County currently has and identify ways to utilize future funding.

Every two years, the County will review and assess this document, the proposed schedule, and budget allotted for addressing ADA compliance. This may include updating the inventory, coordinating with the Office of Diversity and Equity to address any concerns, tracking progress, and updating this information for the public.

Table 6: Schedule

Method to reduce barrier	Tasks	Timeline
Policy and Standards	1. Finalize ADA Transition Plan	FY 22
	2. Continue participation in Countywide ADA workgroup	ongoing
	3. Coordinate with the Office of Diversity and Equity to create policies encouraging accessibility.	ongoing
Identify Priorities	1. Complete assessment of ADA compliance at signalized crossings (push buttons, crosswalk markings, and ramps)	FY 23
	2. Re-score all ramps (will keep Willamette River Bridges separate)	FY 23
	3. Develop scoring criteria for other ADA assets in County right of way	FY 24
ADA Focused Projects	1. Complete design on 6% of Tier 1 ramps	FY 22
	2. Construct the 6% of Tier 1 ramps	FY 23-24
	3. Set aside funding for design of next set of Tier 1 ramps	FY 2025
Capital Roadway and Bridge Projects	1. Complete construction of NE 238th Drive which will bring roadway into ADA compliance	FY 22-23
	2. Design and construct NE 257 th Drive improvements which will bring roadway into ADA compliance	FY 23-24
	3. Design Sandy Boulevard Sidewalk improvements to be ADA compliant. Seek funds to complete construction.	FY 2025
Work by Others	1. Continue to require all development projects with frontage on County urban arterials and collectors to upgrade sidewalk and ramps to be ADA compliant	ongoing

Appendix A: Definitions and Acronyms

Listed in alphabetical order

ADA – Americans with Disabilities Act

ADAAG – Americans with Disabilities Act Accessibility Guidelines

CIPP – Capital Improvement Plan and Program

Clear Width – Curb ramps should have at least 48 inches of clear space at the “top” of the ramp, which can be seen in the illustration to the right. The 48-inch space at the top of the ramp allows pedestrians who are continuing along the sidewalk to bypass the curb ramp without traveling over it.

DCM – Design and Construction Manual

Detectible Warning – Dome-shaped bumps that should cover the entire width and depth of the ramp run. Detectable warnings are designed to be felt underfoot or with a cane by people who are blind or have low vision, thereby alerting them of hazards—mainly, the transition from a pedestrian-only area to a roadway.

GIS – Geographic information system

HBP – Highway and Bridge Program

PROWAG – Public Right of Way Access Guidelines

RCIP – Roadway Capital Improvement Plan

Slope – Three different slopes are important in inspecting the curb ramps

Counter Slope – The slope of the roadway beginning at the bottom of the ramp next to the roadway and running toward the center of the roadway.

Cross Slope – Slope perpendicular to the running slope. Unlike the running slope, which runs along the ramp, the cross slope is measured *across* the ramp. The arrow in the illustration to the right, aligned perpendicular to the ramp run and parallel to the curb, shows where to measure the cross slope. The cross slope of a curb ramp, or any accessible route, may not exceed 2 percent.

Running Slope – The slope in the direction that people travel when going up or down the ramp run. The arrow in the illustration to the left, aligned parallel to the ramp run and perpendicular to the curb, shows where to measure the running slope.

SRTS – Safe Routes to School

STP – Surface Transportation Program

TSP – Transportation System Plan

Appendix B: Public Involvement Agency Stakeholder List

This appendix will be detailed with agencies that were emailed the draft plan to provide feedback.

DRAFT