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MEMORANDUM

TO: HONORABLE MAYOR &
CITY COUNCIL

FROM: Fred Kelley
Acting Director, Oakland
Department of Transportation

SUBJECT: Annual Curb Ramps Program: July
2019 to June 2020 and July 2020
to June 2021

DATE: July 13, 2022

City Administrator
Approval

Date: Jul 14, 2022

INFORMATION

This memo is to provide the Mayor's Office, Oakland City Council, staff and the community with a report on curb ramp repair activity for Fiscal Years FY 2019-2020 and FY 2020- 2021.

GENERAL OVERVIEW

The Oakland Department of Transportation (OakDOT) receives and investigates curb ramp repair and installation requests through OAK311 and through the ADA Curb Ramp Request Program, designs and constructs compliant curb ramps to standards of the American Disability Act (ADA) Title II requirements, and maintains citywide curb ramp data that is up-to-date and accessible.

During Fiscal Year 2019-2020 (FY20), 1,210 curb ramps were installed by OakDOT staff and OakDOT contractors, of which 495 were ramps along AC Transit's East Bay Bus Rapid Transit (BRT) route. During Fiscal Year 2020-2021 (FY21), 336 curb ramps were installed by OakDOT staff and OakDOT contractors. During these two years, OakDOT received 98 service requests for curb ramp repair or installation.

Key program activities for the upcoming Fiscal Year 2021-2022 (FY22) include completing the first citywide comprehensive curb ramp inventory since 2016, continuing to implement the priorities in the 2009 ADA Transition Plan, and developing a citywide curb ramp repair workplan.

BACKGROUND

In 1976, the City of Oakland began installing curb ramps to meet Section 504 of the 1973 Rehabilitation Act, which prohibited discrimination against people with disabilities in programs receiving federal funding. After the Americans with Disabilities Act (ADA) was signed in 1990, the City launched the On-Call Curb Ramp Program, installing curb ramps in response to requests from people with disabilities.

In 2009, in accordance with U.S. Department of Justice and DOT Title II ADA regulations, the City adopted the City of Oakland ADA Curb Ramp Transition Plan, initializing the process of prioritizing the construction of compliant curb ramps across the entire city. Understanding that the definition of compliant evolves over time as updates and changes are made to ADA, currently, curb ramps are considered compliant when it follows the City's Curb Ramp Standards and Specifications and is accepted by the City's ADA Programs Manager. The City's Curb Ramp Standards models Caltrans Curb Ramp Standards and utilizes the Public Right-of-Way Accessibility Guideline (PROWAG)'s best practices and have molded to fit City's environment and needs while still adhering under Title II's 2010 ADA Standards. Under the transition plan, key locations identified for prioritization include curb ramps near transit, schools, medical centers, and city buildings.

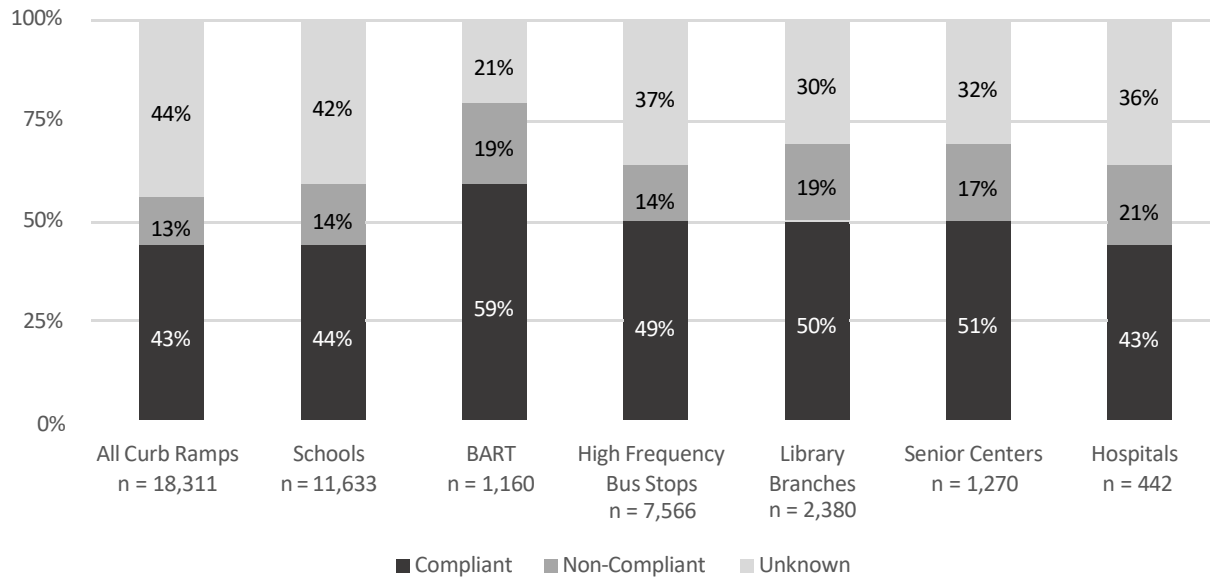
SUMMARY

The City of Oakland currently has 18,311 curb ramp locations recorded in the asset management database, Cityworks. In general, a street intersection corner with directional curb ramps will have two curb ramp locations in Cityworks, while a corner with a diagonal curb ramp or no curb ramp will have one. Curb ramp locations are marked either compliant, non-compliant, or unknown. During the summer of 2019, staff consulted as-built construction documents to manually correct the compliance status of nearly 1,000 ramp locations in Cityworks.

Staff performed analysis on the dataset, mapping curb ramp locations by compliance. Based on the available data, as of January 2022, 43% of all curb ramp locations in Oakland are ADA compliant, while 13% are non-compliant (Figure 1). Non-compliant locations include locations with no ramp as well as ramps constructed per outdated specifications. The compliance status of nearly half of all curb ramps is unknown. Key program activities for the upcoming Fiscal Year 2021-2022 (FY22) include completing the first citywide comprehensive curb ramp inventory since 2016, which will provide updated compliance information for all locations.

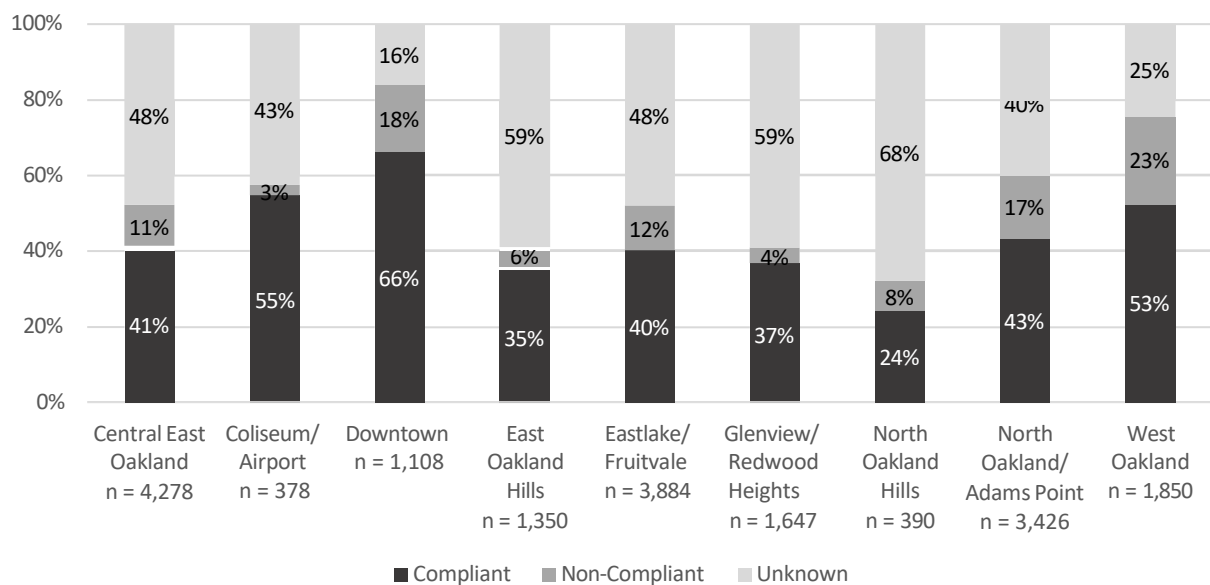
Given the prioritization of key locations in the ADA Curb Ramp Transition Plan, staff also analyzed curb ramp compliance within ¼ mile of BART stations, high frequency bus stops, libraries, senior centers, and hospitals. The following figure looks at the percent of curb ramp compliance in Oakland by priority locations.

Figure 1: Percent of Curb Ramp Compliance by Priority Location (within ¼ mile)¹



The percent of compliant curb ramps in each of the six key areas in the ADA Transition Plan are equivalent to or better than the citywide rate (43%). Ramps near BART stations have the highest compliance rate at 59%, while ramps around library branches, senior centers, and high frequency bus stops are all 49-51% compliant (Figure 1). Schools, likely because they are numerous and spread across the city, have a lower rate of compliant ramps in their vicinity. As with curb ramps citywide, high unknown compliance rates persist.

Figure 2: Percentage of Curb Ramp Compliance by Planning Area



¹ One curb ramp may be counted in multiple priority locations (e.g. one curb ramp could be next to a high frequency bus stop and a school).

The compliance rates by Planning Areas reflect other trends across the city. The Downtown Planning Area has the highest rate of compliance (66%) in large part due to the density of BART and high frequency bus stops, as well as numerous developments and paving projects which have built curb ramps recently. The Coliseum/Airport and West Oakland planning areas also have higher rates of compliance (55% and 53%, respectively) in comparison to other planning areas due to recent City projects to upgrade curb ramps near Coliseum BART and in West Oakland. The two planning areas for the hills (North Oakland Hills and East Oakland Hills) have low rates of compliance (24% and 35% respectively). Compliance rates should increase in these areas after new ramps are built in conjunction with 11 miles of new paving in the hills, which is scheduled to be completed in 2022.

Curb Ramp Construction

Curb ramps are constructed through a variety of sources. OakDOT’s paving and curb ramp programs are responsible for the majority of annual ramp construction; however, ramps are also included in streetscape projects, public facilities projects built by Oakland Public Works (OPW), and private developer and utility projects.

Table 1: Compliant Curb Ramps Built in Last Two Fiscal Years

| | Fiscal Year 2019-2020 (FY20) | Fiscal Year 2020-2021 (FY21) |
|--|-------------------------------------|-------------------------------------|
| Compliant Curb Ramps Built | 1,210 | 336 |
| Percent of Total Compliant Curb Ramps (7,905) | 15% | 4% |
| Percent of Total Curb Ramps (18,311) | 6% | 2% |

The curb ramps constructed in the last two fiscal years account for 19% of the total number of compliant ramps in the City of Oakland. One major source of new compliant ramps was the construction of AC Transit’s East Bay BRT project along International Boulevard. While the full project was developed over decades and was constructed over the course of many years, the installation of 495 curb ramps took place from 2019 to 2020, which is reflected in the relative larger number of ramps built in FY 2019-2020. The total ramps built in FY 2020-2021 was also lower due to limited contractor availability.

ADA Curb Ramp Request Program

The ADA Curb Ramp Program expedites necessary repairs of curb ramps upon request for qualified individuals with disabilities as defined by the Americans with Disabilities Act of 1990 and as amended. From June 2019 to June 2021, OakDOT received 14 applications through the ADA Curb Ramp Request Program. All 14 application locations have been successfully assessed, resulting in 38 compliant ramps built.

Service Requests for Curb Ramps

OakDOT processes requests for curb ramp installations that are received by OAK311, Oakland’s call center for city services. OakDOT responds to each service request with an inspection and determination of whether the curb ramp will be constructed by in-house city concrete crews or added to a contract for a city contractor to complete. In FY20 and FY21, OakDOT received 59 and 39 new service requests for curb ramp installations, respectively.

Locations that are not within existing project locations are included in a queue for future projects.

ANALYSIS OF PROJECTS AND PROGRAMS

ADA Transition Plan Updates

During Fiscal Year 2019-2020 (FY20), the curb ramps program focused on ramps within a quarter mile of high frequency transit stops and libraries, two priority location types identified in the 2009 ADA Transition Plan.

Table 2: Curb Ramps Built in Priority Locations

| | Compliant Ramps Built in FY19-20 | Compliant Ramps Built in FY20-21 |
|--------------------------|---|---|
| High Frequency Bus Stops | 778 | 141 |
| Library Branches | 286 | 27 |

Upcoming Citywide Curb Ramp Repair Plan

Key program activities for the upcoming Fiscal Year 2021-2022 (FY22) include completing the first citywide comprehensive curb ramp inventory since 2016, continuing to implement the priorities in the 2009 ADA Transition Plan, constructing curb ramps in priority neighborhoods based on the City's equity toolbox map, and developing a citywide curb ramp repair workplan. Specifically, Staff is developing a more defined and updated transition plan that:

- 1) refines the current method of prioritization to include an equity factor and provide a programmatic approach to constructing and upgrading curb ramps;
- 2) provides detailed inventory of curb ramps design features and variances,
- 3) develop processes to document design exceptions and constructability issues
- 4) develop a detailed budget and timeline plan to achieve full curb ramp compliance in the City of Oakland for the next 20 years.

PUBLIC INFORMATION

Information, webmaps, and reports related to the curb ramp program are maintained on the City's website.²

Respectfully submitted,

Fred Kelley

[Fred Kelley \(Jul 14, 2022 08:54 PDT\)](#)

FRED KELLEY

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² "City of Oakland | Curb Ramps" <http://www.oaklandca.gov/topics/curb-ramps>

