



**BALTIMORE CITY**  
**AMERICANS WITH DISABILITIES ACT**  
**TRANSITION PLAN**

**DRAFT – JANUARY 2022**

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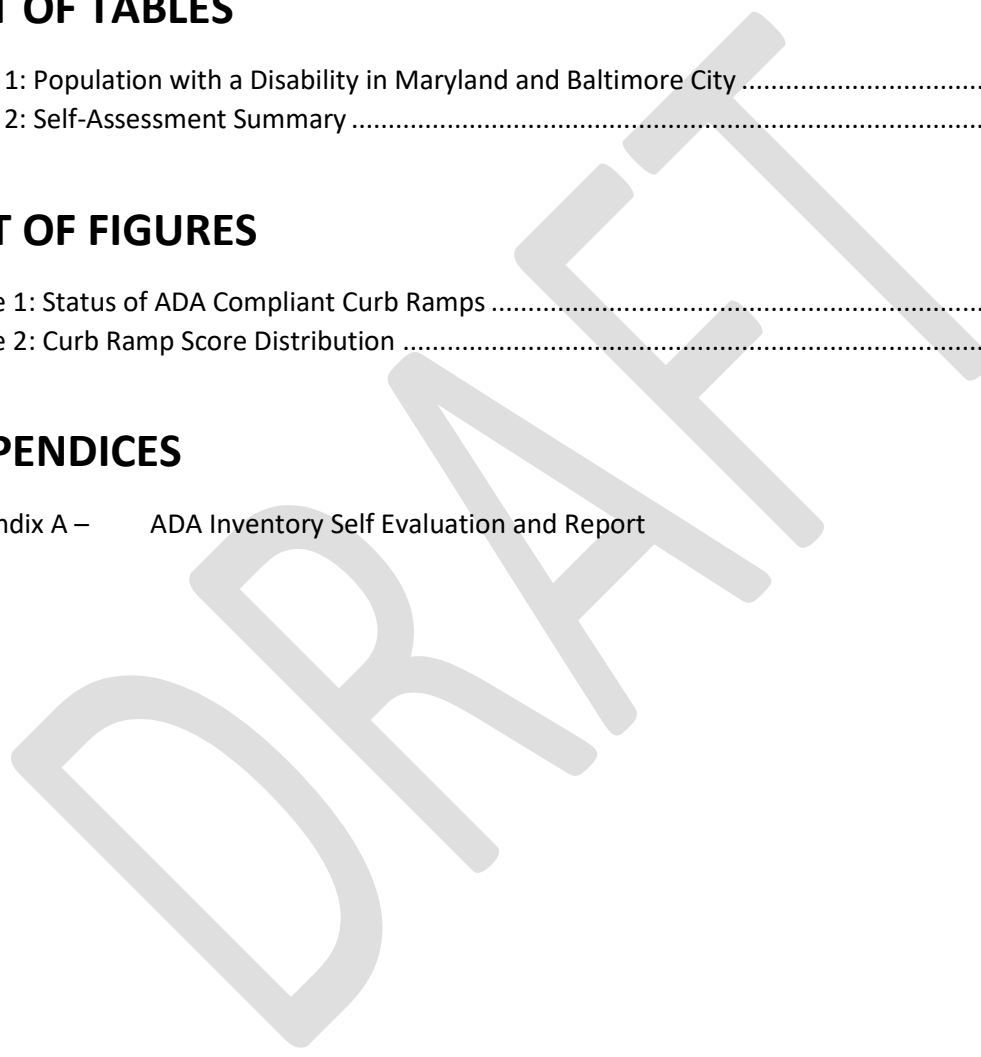
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# 1 INTRODUCTION

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## 1.1 OVERVIEW OF ADA

The Americans with Disabilities Act (ADA) of 1990 is a wide-ranging civil rights law that prohibits, under certain circumstances, discrimination based on disability. It affords protections against discrimination to Americans with disabilities. The ADA was amended in 2008 to redefine the limitations of disability or impairment that are protected by the ADA, with an intent to give broader protections for disabled persons. The main sections of the ADA include Title I – Employment; Title II – Nondiscrimination on the Basis of Disability in State and Local Government Services; Title III – Nondiscrimination on the Basis of Disability by Accommodations and in Commercial Facilities; Title IV – Telecommunications; and Title V – Miscellaneous Provisions. This ADA Transition Plan pertains to Title II, which prohibits state and local governments from discriminating against persons with disabilities. This applies to excluding such persons from participation in or denying access to programs, activities, and services offered. Title V is also applicable, which contains provisions such as construction standards.

A related law, Section 504 of the Rehabilitation Act of 1973, ensures that no qualified individuals with disabilities are discriminated against under any program or activity receiving federal financial assistance or government agencies that receive federal financial assistance.

## 1.2 BALTIMORE CITY DOT POLICY STATEMENT

The Baltimore City Department of Transportation (Baltimore City DOT) is committed to a policy of full accessibility and does not discriminate in the provision of any of its business activities. The City of Baltimore is committed to upholding the intent and spirit of the Americans with Disabilities Act (ADA) and Section 504 of the Rehabilitation Act of 1973 to the fullest extent possible. This commitment extends to all programs, services, and activities of the Baltimore City DOT, such that no qualified individual with a disability shall be discriminated against on the basis of his or her disability. It is Baltimore City DOT's responsibility and desire that no person be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity supported by Baltimore City DOT based on their disability, as provided by the Americans with Disabilities Act of 1990 and Section 504 of the Rehabilitation Act of 1973. The Baltimore City DOT also recognizes that it is also the responsibility of each and every Baltimore City DOT employee to work cooperatively to achieve the goals and objectives of this statement. Baltimore City DOT is fully committed to the goal of achieving equal opportunity and nondiscrimination for all persons in their interactions with the City of Baltimore.

Baltimore City DOT also has a policy for accommodating persons with disabilities along City roadways. Specifically, the Baltimore City DOT makes the accommodation of persons with disabilities a routine and integral element of its planning, design, construction, operations, and maintenance activities for all projects as outlined in the City of Baltimore Standard Specification 2006 C (as amended) and the City Book of Standards which references that latest American with Disabilities Act Accessibility Guidelines.

The City of Baltimore has become increasingly proactive in fulfilling the ADA requirements and continues to dedicate resources to improve accessibility in its public right-of-way (PROW). As a requirement of the

ADA, this Transition Plan has been developed, and will continue to be updated, to provide a method of scheduling and implementing ADA-required improvements.

The updated ADA Policy can be reviewed on the City’s website here:

[https://transportation.baltimorecity.gov/sites/default/files/BCDOT%20ADA%20Policy\\_rev\\_07%2020216.pdf](https://transportation.baltimorecity.gov/sites/default/files/BCDOT%20ADA%20Policy_rev_07%2020216.pdf).

### 1.3 STATISTICS

**Table 1** below presents the percentage and total population with a disability for the United States, Maryland, and Baltimore City according to 2019 US Census American Community (ACS) data. The Census data shows that Baltimore City has a higher percentage of population with a disability, at 15.5 percent, compared to the state of Maryland (11.0 percent) or the United States (12.6 percent).

*Table 1: Population with a Disability in Maryland and Baltimore City*

Geography	Population with a Disability	Percentage*
United States	40,335,099	12.6%
Maryland	652,374	11.0%
Baltimore City	92,959	15.5%

*\*Percentage of the total civilian noninstitutionalized population.*

*Source: US Census American Community Survey 5-Year Survey, 2019.*

### 1.4 TRANSITION PLAN OVERVIEW

This ADA Transition Plan will include an overview of the self-evaluation, methods for compliance, a method for prioritizing the necessary ADA upgrades, a discussion on Baltimore City DOT commitments and funding, a schedule for making ADA upgrades, and a discussion on how ADA could be integrated with the planning process.

**Chapter 2**, the Self-Evaluation, is intended to identify and list physical obstacles and their locations. To achieve this, a data collection effort was conducted to identify non-compliant pedestrian infrastructure within the city limits (the ADA Inventory). Public outreach will be conducted to supplement this data collection effort with input from the public to help identify priorities, hot spots, and location-specific issues.

**Chapter 3**, Methods for Compliance, will describe in detail the methods Baltimore City DOT will use to make its facilities accessible. This also includes details of the official responsible for implementing the ADA Transition Plan, known as the ADA Coordinator.

**Chapter 4**, Prioritization, describes a potential method that could be used to prioritize the ADA accessibility improvements needed throughout the City. Given the broad scope of improvements needed to bring all of Baltimore City’s infrastructure into ADA compliance, this prioritization will help ensure that the most critical needs and high pedestrian areas throughout the City are identified. This information will then be integrated into the methods of implementing ADA improvements, as described in Chapter 3, to ensure an impact is made prior to completion of all upgrades.

**Chapter 5** will include a discussion of Baltimore City DOT Commitments and Funding. This discussion will summarize the funding sources to be used for ADA improvements, and Baltimore City DOT’s commitments to ensuring ADA compliance is met.

**Chapter 6** will identify a yearly schedule for providing the upgrades necessary for full ADA compliance throughout the city.

**Chapter 7** will include a discussion of other planning processes occurring in Baltimore City, and how the effort to bring in ADA compliance will be integrated with these other plans and activities.

The ADA Transition Plan is intended to be a “living document,” updated regularly to reflect current conditions and to continually advance Baltimore City DOT towards full compliance with ADA. The ADA Coordinator will oversee regular updates to the Transition Plan, to be posted to the Baltimore City DOT website for public availability.

## 2 SELF-EVALUATION

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Baltimore City DOT’s ADA Transition Plan Self Evaluation is comprised of two main elements – an ADA Inventory, and a summary of input received through a variety of public outreach efforts. This section includes an explanation of the ADA Inventory, including the inventory methodology and an assessment of how well the city currently achieves ADA compliance, and a summary of the input received from public outreach activities.

### 2.1 ADA INVENTORY

In 2019, Baltimore City DOT developed an ADA Inventory of pedestrian ramps, sidewalks, driveway aprons, crosswalks, and pedestrian signals within Baltimore City. The ADA Inventory methodology is described below in **Section 2.1.1**; results of the ADA inventory are presented in **Section 2.1.2**.

For more detailed presentation of the ADA Inventory, see **Appendix A: ADA Inventory Self Evaluation and Report**.

#### 2.1.1 ADA Inventory Methodology

The curb ramp evaluation was conducted in two phases. Phase 1 consisted of a visual desktop inventory and preliminary evaluation of 37,806 City-owned pedestrian ramps. Phase 2 included site visits to collect physical measurement of pedestrian ramps and verify their ADA compliance.

For Phase 1, a visual desktop inventory was conducted to locate and evaluate curb ramps within the City of Baltimore’s public right-of-way using aerial and street level imagery. Google Earth Street View imagery collected between 2012 and 2018 and State of Maryland 6-inch aerial imagery from 2018 were used. The screening included assignment of a unique identifier and location coordinates to each ramp in a GIS database. Phase 1 also included a pre-screening of curb ramps for ADA compliance. If a curb ramp visually appeared to be ADA compliant, or the ramp appeared to be newer construction when compared to older imagery, that curb ramp was flagged for a site visit in Phase 2. Likewise, if a curb ramp visually appeared to not be ADA compliant, or if the ramp appeared to be older construction, the curb ramp was

assumed to be not compliant. Curb ramp ADA compliance was not determined in Phase 1; rather, only curb ramp *non-compliance* was determined visually in Phase 1. Ramps that were obscured or otherwise not visible in available imagery were evaluated further in Phase 2.

During Phase 1, technicians also documented observations of non-compliant curb ramps such as non-standard appearance, poor structural condition, obstructions, lack of curb cuts, and lack of detectable warning surface (DWS). The inventory also made note of where curb ramps were missing from pedestrian routes with relation to established crosswalks and sidewalks. Locations of missing curb ramps were assigned a unique identifier for tracking purposes.

Out of the 37,806 City-owned pedestrian ramps, approximately 32,381 (85.7%) were deemed non-compliant during the Phase 1 evaluation. The remaining 5,425 ramps (14.3%) were further assessed during Phase 2.

For Phase 2, field surveys were conducted to collect measurements and slopes for the curb ramps that appeared to be visually compliant during Phase 1. The data collected during field measurement operations was used to determine ADA Ramp compliance and was evaluated for compliance with the Proposed Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way, June 26, 2011 (PROWAG), and Baltimore City DOT Standards. Median treatments were also examined to determine if they met the City's standards.

A curb ramp ADA compliance scoring system (0-100) was used to further characterize the curb ramps, as follows:

- ADA compliant curb ramps were given a score of 100.
- Scores 60 to 99 indicate ramps that are close to ADA compliance according to the 2010 standards but have one or more attributes that are not ADA compliant. For many of these ramps, a remedy may be used to fix the non-compliant attribute and achieve compliance.
- Scores in the 0 to 69 range from a non-existent curb ramp at a crosswalk in the worst case (score of 0) and a 1980s-standard curb ramp in good condition without obstruction (score of 59). Scores vary in this range due to the presence of obstructions and other features that would impact the cost for replacement.

All of the sidewalks in the City were inventoried and entered into the City's Asset Management system. However, only the sidewalks between ADA compliant ramps were measured using LiDAR to determine sidewalk ADA compliance attributes such as width, length, slope, and cross slope. If the sidewalk is compliant regarding those attributes, the sidewalk was assessed for condition, presence of a passing zone, and number of pinch points using LiDAR and street level imagery. A passing zone was only documented if the sidewalk was less than 5 feet wide for a length of 200 feet. Tripping points in a sidewalk were not assessed. If the sidewalk was not compliant, fixing the tripping hazards would be incidental to rebuilding the non-compliant sidewalk and therefore tripping hazards were not counted.

All of the driveway aprons in the City were inventoried and entered into the City's Asset Management system. However, only the driveway aprons between ADA compliant ramps were measured and assessed for ADA compliance. Driveway aprons were measured using LiDAR to determine driveway

apron condition, width, slopes, and cross slopes, compared to the City driveway apron standards, and assessed for ADA compliance.

All of the crosswalks and pedestrian signals in the City were inventoried and entered into the City’s Asset Management system. However, only the crosswalks and pedestrian signals between ADA compliant ramps were measured and assessed for ADA compliance. These assets were measured using LiDAR to determine critical dimensions and slopes, compared to the City standards and assessed for ADA compliance.

**2.1.2 ADA Inventory Results**

The ADA inventory revealed that most of the non-compliant infrastructure in the City consists of curb ramps, sidewalk, and driveway aprons. While upgrades are still needed to crosswalks and pedestrian signals, most of them are already compliant. **Table 2** shows the number of facilities inspected and the percent that were found to be compliant in the self-evaluation. The text below explains in more detail the findings for each facility type.

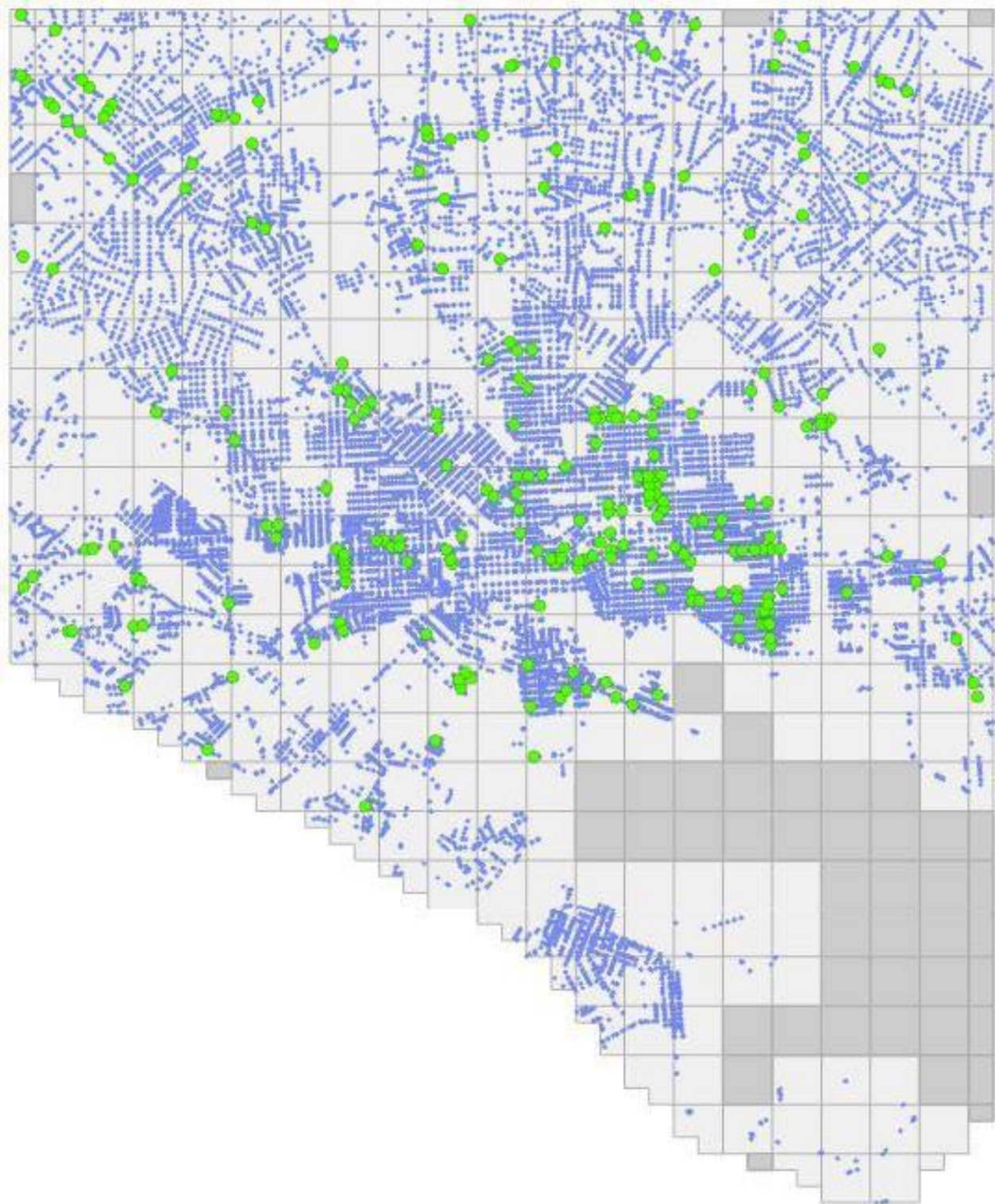
*Table 2: Self-Assessment Summary*

Facility Type	Number Inspected	Percent ADA-Compliant
Curb Ramp	37,806	1.3%
Sidewalk	4,500 miles	34%
Driveway Aprons	36,661	16%
Crosswalks	7,886	83%
Pedestrian Signals	334	67%

The review of curb ramps and median treatments included a City-wide inventory of 37,806 curb ramps. The two-phase evaluation determined that approximately 489 curb ramps, or 1.3%, are ADA compliant. The remaining 37,317 ramps (98.7%) were deemed to be non-ADA compliant. Many non-compliant ramps failed in more than one component of the standard. **Figure 1** shows the locations of the intersections, with the green dots representing intersections with compliant ramps and the blue dots representing intersections with non-compliant ramps.



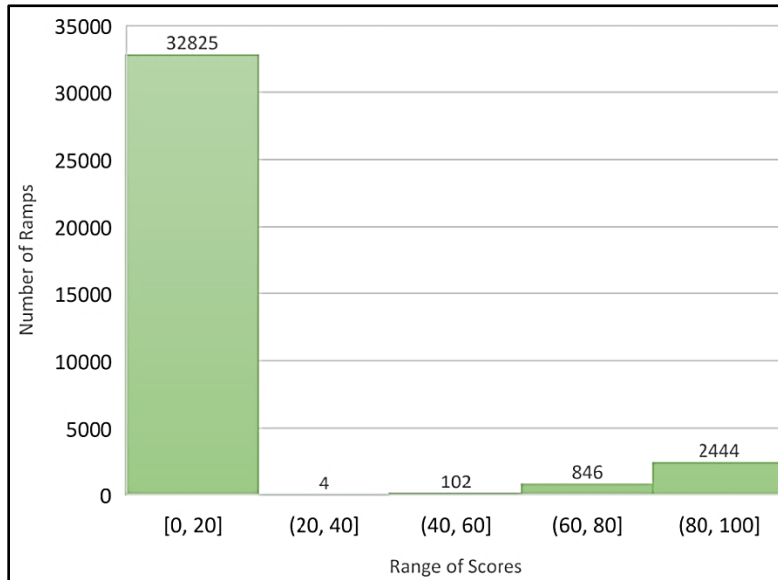
Figure 1: Status of ADA Compliant Curb Ramps



Source: Baltimore City DOT ADA Inventory Self Evaluation and Report (Appendix A).

Curb ramps were also scored on a scale of 1 to 100 based on the estimated amount of improvement needed (0 most; 100 least) to bring the ramp into compliance, as described in **Section 2.1.1**. The score distributions are presented in **Figure 2**, which shows that most curb ramps scored between 0 and 20. This indicates that most of the curb ramps throughout the City are old, out of compliance, and need improvements for compliance. The approximately 3,000 curb ramps with a score of 60 or higher are generally associated with curb ramps in Federal or State funded highway corridors, near transit stations or commercial areas installed since 2011, and are at or near ADA compliance.

**Figure 2: Curb Ramp Score Distribution**



Source: Baltimore City DOT ADA Inventory Self Evaluation and Report (Appendix A).

A total length of 4,500 miles of sidewalk were inventoried for the City’s Asset Management system. Of that total, approximately 2,982 miles (66%) were found to be non-compliant. The assessment assumed that all sidewalks between non-compliant curb ramps would also be non-compliant. LiDAR data was collected and used to determine the compliance of sidewalks between ADA-compliant curb ramps.

A total of 36,661 driveway aprons were inventoried for the City’s Asset Management system. Of that total, approximately 5,866 (16%) were found to be ADA-compliant. The assessment assumed that all driveway aprons between non-compliant curb ramps would also be non-compliant. LiDAR data was collected and used to determine the compliance of driveway aprons between ADA-compliant curb ramps.

A total of 7,886 crosswalks and 334 pedestrian signals were inventoried for the City’s Asset Management system. Of those totals, approximately 6,572 (83%) of crosswalks and 223 (66%) pedestrian signals were found to be ADA-compliant. The assessment assumed that all crosswalks and pedestrian signals between non-compliant curb ramps would also be non-compliant. LiDAR data was collected and used to determine the compliance of crosswalks and pedestrian signals between ADA-compliant curb ramps.

## 2.2 PUBLIC INPUT – **IN DEVELOPMENT**

# 3 METHODS FOR COMPLIANCE

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This section provides details on the various methods that Baltimore City DOT will use to bring its facilities into compliance with ADA. This section is currently a work in progress as Baltimore City DOT identifies specific methods for compliance and considers public input on the ADA Transition Plan. Included here are discussion of the Designated ADA Coordinator, Design and Engineering Standards, Compliance Tracking Database, City Maintenance Activities, Capital Improvement Projects, ADA Priority Projects, Training and Education, Accommodation Request Process, and Formal Grievance Process.

## 3.1 DESIGNATED ADA COORDINATOR

Baltimore City DOT has identified a designated ADA Coordinator to serve as the official responsible for the implementation of this ADA Transition Plan. The ADA Coordinator is Valorie LaCour, reachable via the contact information below. The Baltimore City DOT ADA Coordinator will serve as the point of contact to coordinate among Baltimore City DOT Divisions, oversee the compliance tracking and scheduling, resolve Grievances and Accommodation Requests, and oversee all other methods for compliance identified in this plan to achieve ADA compliance. The ADA Coordinator will oversee regular updates to the ADA Transition Plan, provide website information, and implement public outreach activities.

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Department of Transportation  
Valorie LaCour, ADA Coordinator  
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Baltimore, MD 21202  
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443-202-5446

## 3.2 DESIGN AND ENGINEERING STANDARDS – **IN DEVELOPMENT**

## 3.3 COMPLIANCE TRACKING PROGRAM – **IN DEVELOPMENT**

## 3.4 CITY MAINTENANCE ACTIVITIES – **IN DEVELOPMENT**

## 3.5 CAPITAL IMPROVEMENT PROJECTS – **IN DEVELOPMENT**

## 3.6 ADA PRIORITY PROJECTS – **IN DEVELOPMENT**

## 3.7 TRAINING AND EDUCATION – **IN DEVELOPMENT**

### **3.8 ACCOMMODATION REQUEST PROCESS – IN DEVELOPMENT**

### **3.9 FORMAL GRIEVANCE PROCESS – IN DEVELOPMENT**

## **4 PRIORITIZATION**

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Baltimore City DOT is currently developing a methodology for prioritizing needed ADA improvements. This section provides the current proposed methodology, which will be further refined and modified as the study progresses and public input is collected for the ADA Transition Plan.

Ultimately, the goal of this ADA Transition Plan is to ensure all Baltimore City DOT facilities are brought into ADA compliance. Because it will take substantial time and investment to complete all required ADA improvements, the prioritization process detailed in this section is intended to identify the most important improvements needed and allocate resources in an efficient manner. In other words, given limited budget and resources to implement ADA improvements, Baltimore City DOT will aim to complete higher priority improvements first, followed by lower priority improvements.

### **4.1 PROPOSED METHODOLOGY**

The proposed ADA prioritization methodology has the overall aim of highlighting the geographic areas with pedestrian infrastructure serving critical functions for people with disabilities throughout the City. This methodology recognizes that pedestrian infrastructure is used to access important destinations – such as health care facilities, shopping, recreation, and jobs, and is therefore highly important in ensuring that people with disabilities have access to those destinations. Areas near important destinations and transportation facilities are likely to be used most frequently by the most people, including people who need ADA-accessible facilities.

A set of prioritization criteria are described below, which will be used to create a map to locate the highest priority areas based on proximity to certain features and characteristics throughout the City. Prioritization criteria are intended to identify these features and characteristics, such as the areas where people are likely to be utilizing pedestrian infrastructure most frequently, the areas where people live and work, and the areas that have been historically underserved in infrastructure investment. All of these considerations must be accounted for to achieve a holistic and equitable prioritization of necessary ADA improvements. The methodology therefore aims to combine multiple prioritization criteria into a single prioritization map to help guide investment in ADA infrastructure throughout the City. The prioritization map will serve as a guide to identify high, medium, and lower priority areas for ADA improvements.

The analysis will rely on existing GIS data reflecting the location of specific features, demographics, and other characteristics of Baltimore City. Each prioritization criterion will be based on one or more sets of GIS data. Each prioritization criterion will be factored into the overall analysis, with each criterion assigned a “weight” to reflect its importance in the analysis. The weight of each prioritization criterion will be identified based on the City’s goals and policies, the aims and requirements of the ADA, and input received from the public and other stakeholders.

In more technical terms, the prioritization will utilize a GIS-based method known as a “ranked overlay”, in which a set of GIS data layers are “overlaid” (i.e., mapped together to identify where they overlap) and assigned a ranking reflecting each layer’s importance in the analysis. The methodology would be conducted as follows:

- For each of the prioritization criteria, GIS mapping will be used to identify to specific geographic areas related to that criterion.
- Each prioritization criterion is assigned a score, which will be used to give added weight in the analysis to certain features. For example, areas near both health care facilities and post offices would be included in the overall score, and health care facilities would be given a higher priority score.
- All of the prioritization criteria layers will be combined using a GIS overlay to create a map reflecting the combined scores. For example, an area within walking distance of both a hospital and a post office would receive a total score reflecting its proximity to both features.

The resulting map would be used to help guide investment in the most effective manner, and to identify the specific locations where investment in ADA infrastructure will have the greatest positive impact.

## 4.2 PRIORITIZATION CRITERIA

Baltimore City DOT has identified nine potential priority criteria for consideration and public review. Table 3 provides a brief overview of the proposed criteria.

*Table 3: Draft Prioritization Criteria*

<b>Criterion</b>	<b>Description</b>
Health Care Facilities	All areas near one or more health care facilities, including: <ul style="list-style-type: none"> <li>• Hospitals</li> <li>• Assisted Living</li> <li>• Dialysis</li> <li>• Geriatric Care</li> <li>• Hospice</li> <li>• Long-Term Care</li> <li>• Psychiatric Hospitals</li> <li>• Rehabilitation Hospitals</li> <li>• Other Health Facilities</li> </ul>
Mobility Corridors	All areas near one or more transportation corridors, including: <ul style="list-style-type: none"> <li>• Gateway Corridors</li> <li>• Priority Bus Transit Corridors</li> <li>• Charm City Circulator Routes</li> <li>• Separated Bike Lane Network</li> </ul> And all areas near rail transit stops, including: <ul style="list-style-type: none"> <li>• MTA Metro SubwayLink</li> <li>• MTA Light RailLink</li> </ul>

Criterion	Description
	<ul style="list-style-type: none"> <li>• MTA MARC</li> <li>• Amtrak</li> </ul>
Equity Priority Areas	<p>Equity Priority Areas were identified using the Equity Composite Score and Healthy Food Priority Areas (each developed separately from the ADA Transition Plan).</p> <p>Equity Composite Scores consist of the following demographic indicators:</p> <ul style="list-style-type: none"> <li>• Black and African American Populations</li> <li>• Hispanic and Latino Ethnicity</li> <li>• Median Household Income</li> <li>• Populations Living Below the Poverty Line</li> <li>• Households with No Vehicle Access</li> <li>• Commuters Using Public Transportation</li> <li>• Median Age of the Population</li> <li>• Unemployment</li> <li>• Educational Attainment</li> <li>• Population with a Disability</li> </ul>
Schools	<p>All areas near schools, including:</p> <ul style="list-style-type: none"> <li>• BCPSS</li> <li>• Private Schools</li> <li>• Charter Schools</li> <li>• Higher Education</li> </ul>
Pedestrian Safety	<p>Pedestrian crash data was used to identify areas of low, medium, high, and very high pedestrian crash density.</p>
Employment Areas	<p>Areas of high job density identified using US Census data.</p>
Parks and Recreation	<p>Areas near parks and recreational facilities.</p>
Government Offices	<p>Areas near City, State, or Federal government offices.</p>
Police, Fire and Post Offices	<p>Areas near police stations, fire stations, or post offices.</p>
Residential Land Use	<p>Areas of residential land use.</p>

- 4.2.1 Health Care Facilities – **IN DEVELOPMENT**
- 4.2.2 Mobility Corridors – **IN DEVELOPMENT**
- 4.2.3 Equity – **IN DEVELOPMENT**
- 4.2.4 Schools – **IN DEVELOPMENT**
- 4.2.5 Pedestrian Safety – **IN DEVELOPMENT**
- 4.2.6 Employment Areas – **IN DEVELOPMENT**
- 4.2.7 Parks and Recreation – **IN DEVELOPMENT**
- 4.2.8 Government Offices – **IN DEVELOPMENT**
- 4.2.9 Police, Fire and Post Offices – **IN DEVELOPMENT**
- 4.2.10 Residential Land Use – **IN DEVELOPMENT**

## **5 BALTIMORE CITY DOT COMMITMENTS AND FUNDING – IN DEVELOPMENT**

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## **6 SCHEDULE – IN DEVELOPMENT**

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## **7 INTEGRATION WITH THE PLANNING PROCESS – IN DEVELOPMENT**

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## **8 REFERENCES – IN DEVELOPMENT**

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