Oregon Bicycle and Pedestrian Advisory Committee (OBPAC)

Wednesday, August 14th, 2019

9:30 am – 3:30 pm

Location: ODOT Region 1 Headquarters; 123 NW Flanders St; Portland, OR

OBPAC Members: Michael Black, Cadell Chand, Elliot Crowder, Hau Hagedorn, Mavis Hartz, Jeff Monson, Emma Newman, Robert Spurlock

ODOT Staff: Susan Peithman, Jessica Horning

Invited Guests: Lisa Strader, Michael Kimlinger, Stephanie Millar, Scott Turnoy, Adam Argo

Guests: Jonathan Maus; Alan Thompson; Sheilagh Griffin; Basil Christopher; Maria Sipin; Jean Crowler

Minutes:

Introductions & Agenda Review

• Meeting called to order at 9:32 am. Michael Black provided an overview of the day’s agenda.

Review & approve May & July minutes (ACTION)

• Emma motioned to approve May meeting minutes. Mavis seconded. All approved. No discussion. No objections.

• Emma motioned to approve May meeting minutes. Jeff seconded. All approved. No discussion. No objections.

Public Comment

• Jessica shared copy of emailed public comment from Chris Billman with committee. Chris would like ADA design standards applied to all bike lanes and shoulders, since people using mobility devices often use these facilities. Comment has been forwarded to ODOT State Roadway/Traffic Engineer for consideration and response.

ADA Program Update (INFORM)

• Lisa Strader provided an update on ODOT’s ADA Program and progress on ADA settlement actions. ODOT is required to give OBPAC an update at least once a year and to be available as resource to OBPAC per the settlement agreement.

• ODOT’s Transition Plan includes buildings, communications, meetings, testing, employment, and transportation facilities.

• Mobility is the most common type of disability

• ODOT is changing how it does planning, design, etc. for ADA. ODOT has standards that combine PROWAG and ADAAG. New standard is two curb ramps per corner unless you get a design exception. Local agency needs to use ODOT standards if work is on/along state highway. ODOT tracks jurisdictionally transferred facilities for ADA compliance.

• Curb ramp inventory completed in 2017 and QA/QCed in 2018. Each ramp is classified as “good”, “fair”, “poor”, or “missing”.

• Pilot program is working on developing “field fit” approach to curb ramp design that is more than standard drawing but less than full design to help ODOT time/cost efficiently construct complaint ramps.
906 curb ramps will be constructed in 2019. Program will ramp up to almost 2,300 ramps in 2020. ODOT is working on constructing plaintiff list of priority locations for curb ramp improvements. All are at least in design.

ODOT has inventoried pedestrian signals and are addressing when project triggers remediation. Don’t have a timeline for ped signals to all be compliant. Button doesn’t always get upgraded with ramp. About half of push buttons are compliant today.

ODOT has new guidance to create accessible pedestrian paths through active work zones.

ODOT has developed new form to make it easier to contact ODOT with comments, questions, concerns, or requests re: ADA. Received over 100 CQCRs and cleared over 70% in the year. 4 complaints in 2017, no formal complaints in 2018.

New ADA training should be available by 1st of the year

“Paper” ramps are made compliant through completing needed design exceptions. “Trigger” ramps are reconstructed ramps triggered by a construction projects.

- What do you do where there isn’t a sidewalk connection to a ramp? Do you construct sidewalk with the curb ramp? Requirements are based on type of project (1R, 3R, 4R). Would build sidewalks with 4R (triggers Bike Bill), but probably aren’t building sidewalk with other types of projects. It depends. ODOT has other pots of funds to add to projects for sidewalk infill when they don’t trigger Bike Bill, but that funding pot isn’t big enough.

- Is there a size requirement for the ped push button sign? Some are bigger and getting bent. ODOT is using what’s available on the market and standards have changed...image in presentation is not current standard

- Are local jurisdictions beginning to follow guidelines, or is outreach just about what ODOT is doing? Cities and counties have been struggling with compliance for a long time, just like ODOT. ODOT is available as resource for locals who need/want help. Certified agencies have gone through training with ODOT and can use their own process once they’ve been approved.

- When are ADA standards triggered for driveways to be compliant? When they’re built or rebuilt. OBPP sets policy goal of limiting elevation change for ADA access

- How are Jurisdictional Transfers being tracked and what motivates them? Some facilities are transferred as is. Many have a major improvement project first to address deficiencies and are then transferred. May address all curb ramps before transfer, address some and have local address some, or give local funding to address on certain timeline. ODOT is still liable to make compliant by end of settlement agreement if locals don’t fix.

- How is ODOT paying for this? Mostly federally funded and doesn’t have a separate bucket of funding from legislature. Federalizing so we can get work done and get extra fed funds from states that don’t spend theirs. Will have some earmarked funding for ADA specifically in next STIP.

- How would you address public comment regarding ADA access in bike lanes, recognizing that people in wheelchairs or using trikes may rely on them? There are national best practices for bike lanes and accessibility, less than 2% cross slope and less than 5% grade, but bike lanes are also shoulder of the road and often have conditions that can’t meet guidance. OPRO has decision-making process for bike paths and what level of access can be provided. ODOT isn’t that sophisticated yet. AASHTO bike guide will have more guidance. This isn’t part of the current settlement agreement, so will have some curb ramps that connect to non-compliant or incomplete sidewalk and people will continue to use shoulder. Working on sidewalk inventory to improve sidewalk connectivity. No current timeline or budget for shoulder/bike lane inventory or compliance, but is planned in future.
Info is appreciated, but what sort of input can OBPAC provide to be helpful? OBPAC is governor appointed committee with statutory oversight to advise on regulation of ped/bike facilities.

Would like to learn more about design exception process and what that means. State traffic engineer office reviews all design exceptions.

3 ADA ramps, crosswalk, and push button project on complainant list is now up to $300k and has implications for contractors, construction costs, and ped/bike general project costs. Would like follow-up presentation on funding and costs.

- ACTION: Future presentation on ADA standards and decision process and examples of how ADA design exceptions work.
- ACTION: Future presentation from Dick Upton on ADA capital program and cost issues
- ACTION: OBPAC members check in with local jurisdictions on ADA compliance issues, concerns, themes

ADA Policy Updates (DISCUSS)

- Mike Kimlinger, ODOT State Traffic/Roadway Engineer, provided an update on ADA policies being updated by agency, including pedestrian access through work zones and crosswalk closures.
- Temporary Pedestrian Access Route (TPAR) policy provides requirements and guidance for pedestrian access through work zones.
  - If something is accessible today, we need to provide at least that quality and level of access during construction.
  - Small projects, may stop work when pedestrian arrives and let person travel through
  - Large projects, may have several hundred pages of staged plans. Biggest challenge is maintaining through active work zone.
  - TPAR may be open shoulder, may be building a completely separate temporary path, may provide shuttle if no way to provide alt route.
  - How will you know if route will change in advance, especially if you have a sight or hearing impairment? ODOT sends info to folks who might be interested (including contacts at all centers for independent living) at least 10 days in advance to let know route may be effected.

- Discussion:
  - Does ODOT have guidance on how to use “stick and stomp” breadcrumb guidance (4x6 version of raised reflectors with ped symbol and arrow) through work zones? Have been experimenting with over the last couple months.
  - ODOT should look into “Route Arrows” makes a product similar to temp product, but made of rice paper so they are biodegradable.
  - When dealing with contractor, does ODOT just hand over guidance or review plans? ODOT does a lot of design/bid/build projects. Require ped access plan to be part of design review package, unless contractor decides to get own engineer to develop plan that ODOT reviews.
  - There is a unique ped access route on south side of Yaquina Bridge. ODOT built a temporary platform with temp lighting where platform wasn’t available before. Seems to be working. Are historic bridges that aren’t ADA compliant going to become an issue? Yes. Grants Pass had a bridge rail retrofit project to make concrete rail crash worthy. ODOT put in identical rail because structure wasn’t capable of carrying additional cantilever to widen. Created pinchpoint for ADA that we were able to trim concrete by 3” to address.
  - Is caveman bridge compliant? Depends on guidance. Is ADAAG compliant with 3’ min pinch point and complies with guidance per accessibility consultant, but would not consider it “fully accessible” to everyone with diverse needs.
- St Johns Bridge – do people with wheelchairs need to be able to pass when rerouting ped traffic onto sidewalk on one side of bridge? How to interpret “equal or better”? Interpretation is whether or not it is similar in cross slope, grade, and width. If closing one side, but other side is similar cross slope, grade, and width, the alternate route would be considered compliant.

- What do other entities like utilities and other have to comply with for accessibility? ODOT has a permit process for all work in state highway system that requires compliance with all ODOT standards. Have done outreach to one major utility; 5-6 meetings with PGE regarding what they need to fix and what they need to do during active work. Would be good model to replicate across state.

- Is there any special training with flaggers on how to deal with cyclists? Need to ask Justin King. There are conversations happening about statewide training.

- Hood River has done demo projects and now wants to know if they can use TPAR for 1 year demonstration. This is a longer separate conversation.

- If only access is freeway, at what point is putting in a path a better solution than doing temporary shuttles and info? This is a longer separate conversation.

- Crosswalk Closure Policy

- ODOT updates its Traffic Manual every year. Current update will include policy language regarding standards and process for approving crosswalk closures where appropriate.

- Some considerations when deciding if it is appropriate to close a crosswalk: Is this a safe place for people to cross? Should we encourage or require people to cross in a different spot?

- What makes a spot safe to cross? Sight distance or some other parameter that makes it unsafe, vertical wall or other element that doesn’t provide space for people to cross. May be appropriate to close crossing and enhance nearby crossing.

- Prime example is inner crossings of a diamond interchange. Practice has been to close crosswalks on inside of the interchange since there are no destinations inside the interchange.

- Speed or # of lanes can be safety factor that influence decision. ODOT will keep as many crosswalks open as we can, but if it’s a 5-6 lane facility with lots of T intersections, may only allow crossing every several hundred feet. ODOT’s Urban Design Initiative has established guidance for how close crossings should be.

- Discussion:

  - Intersection density and crosswalks are big success indicators for walkable successful areas. Guidance will hopefully be consistent with whatever block length is within a city? In locations with dispersed destinations and people crossing everywhere, ODOT may enhance one crossing and close others.

  - When signalized intersections have one leg closed, people have to cross 3 legs and often someone in wheelchair has additional exposure. ODOT is working with accessibility consultant and DOJ to update Traffic Manual and crosswalk closure policy.

  - How many walk closures are approved a year? Don’t know. 1-2/month? Will follow-up with data.

  - Is there an inventory of all crosswalk closures? Included in ADA curb ramp inventory. As part of curb ramp inventory and remediation ODOT is reviewing all crosswalks that are currently signed as closed.

  - Just because crosswalk is closed doesn’t mean people don’t cross there. Is it illegal to cross at a closed crosswalk? Person still has the right to cross the road at a closed crosswalk, but does not have right-of-way. Unless city code makes it jaywalking.

  - Committee members agreed they would like to stay engaged in development of crosswalk closure policy and have Mike Kimlinger provide an update on the topic at a future meeting.
Elliott motion to write letter to Mike Kimlinger requesting an update on crosswalk closure policy at a future meeting. Emma seconded. All approved. No discussion, no objections.

- ACTION: Michael write letter to MK and Steve Cooley asking for additional information and OBPAC involvement in crosswalk closure policy development and asking how committee can help.
- ACTION: Provide committee draft traffic manual content re: crosswalks

**Lunch & Get There Demo**

- Stephanie Millar provided an overview of ODOT’s new Get There ride matching application. The application matches people with transportation options for commute and special event trips, including carpools, vanpools, transit, bike pools, bike share, biking and walking directions.
- [https://getthere.rideamigos.com/](https://getthere.rideamigos.com/)

**Equity Training & Data Update (DISCUSS)**

- October meeting will be rescheduled due to conflict with ODOT Planners Workshop. Jessica will send Doodle poll to help select new meeting date in late October or early November.
- Jennifer Midkiff is ODOT’s new Equity Coordinator who will be directing agencies new equity initiative. Jessica will be meeting with Jennifer to coordinate on equity training for OBPAC.
- Committee discussed preferences for equity training timeline and structure. Preference is for equity basics training (not specific to transportation or ped/bike issues) with just OBPAC as part of next regular meeting. Second training would focus on equity issues related to ped/bike issues and “operationalizing” equity into OBPAC’s work program. Second training could be held in conjunction with SRTS Advisory Committee.

- ACTION: Coordinate training in Astoria Jan/Feb in conjunction with annual strategic planning workshop
- ACTION: send doodle poll for Oct meeting reschedule in late Oct – early Nov

**Emerging Technologies & Automated Vehicles (DISCUSS)**

- Since last meeting, Cadell and Jessica participated in AV Task Force joint subcommittee meeting on ped/bike safety issues. AJ Zelada, former OBPAC chair, was one of the invited presenters.
- Cadell shared summary and comments on the Emerging Technology Impact Assessment report (attached). Bolded goal areas that overlap with OBPAC work plan.
- Adam Argo provided an overview of the ETIA project schedule and opportunities for input. OBPAC can compile input to inform phase II of ETIA report and update of Oregon Transportation Plan and Oregon Highway Plan. Next phase will inform scenario planning to understand tradeoffs and pros/cons of different scenarios. Deliverables include a framework for how to evaluate scenarios and a mobility as a service white paper.
- OBPAC broke into groups to review and expand on Cadell’s draft comments on ETIA. Discussion:
  - Funding – HB2020 could help offset costs. How do restrictions on funding impact bike/ped funding (e.g. Gas tax restriction)? Include electrification of bikes as intervention in electrification landscape.
Safety – V2I networks need to be accessible and advantageous to all users. Updates to design standards shouldn’t require redesign/reconstruction of all roadways. Keep Oregon crosswalk law and unmarked crosswalks.

Equity - Urban/rural differences are important for equity, services tend to be more accessible in urban environment but need access to medical services, etc. Move towards shared mobility not personal use model. Don’t sacrifice health and access for marketing. Separate out geographic balance from social equity.

Transportation Options – Remove urban from 1st bullet. Not sure that more active transportation options would actually be available. Disagree with assumption that AT demand would decrease. AV should be opportunity to increase transit rather than decrease. Clarify that TO includes carpooling, vanpool, etc. Incorporate SRTS.

☐ ACTION: Cadell will update draft and email comments to Adam

Policymaker’s Ride Debrief (INFORM)

• Robert provided a recap of the recent Policymaker’s Ride. Jerry Norquist used to organize ride (former OBPAC chair). This year’s route checked out new piece of Springwater Trail, new federally funded path that ODOT helped construct (Trolley Trail), lunch at Willamette Falls and discussed easement for public river walk going along falls. 3 tribes have rights at falls, important fishing cultural area. Project underway. Traveled down highway.
• Lake Oswego resistance to new ped/bike bridge? Going to have to be long and high for river clearance
• Jessica shared notes from Mandy Putney (on vacation) on a recent meeting to discuss potential future I-205 path development. Scott Turnoy also shared updates with the committee. Ped/bike facility conversation is being driven more now by local jurisdictions. ODOT has some funding support to locals for design. Discussion on how to build momentum for funding for additional ped/bike crossing, likely through T2020. I-205 project didn’t receive any funding through legislative session. Small amount of funding for active traffic management portion of project, but widening is still funded for design, but not for construction. ODOT is adjusting schedule and refocusing project on OR213 to 10th St segment.

Connect Oregon / Multimodal Active Transportation Fund (DISCUSS)

• OPRD will establish Rules Advisory Committee for trails funding from HB 2592. RAC will have an accelerated timeline. Robert will be on Rules Advisory Committee and Michael has received invite to be on OPRD RAC as OBPAC representative. Susan will be ODOT staff rep on OPRD RAC
• Important to address divide between transportation and recreation trails. Most trails serve both.
• RAC for Multimodal Active Transportation Fund (MAT) has completed draft rule, which will move forward for public review.
• ODOT is proposing to combine MAT funds with funds from other sources to create a larger fund for off system paths. Hoping to run solicitation process next summer/fall – around $5M in funding available through 2021, around $10M for next round. Will mix in funds set aside by OTC for off system paths (federal funds).
• OBPAC will develop guidance and selection process and is selection committee for projects funded through MAT. May create subcommittee to work through guidance and process.

☐ ACTION: Send Committee draft MAT rule, presentation, and website link
Committee Updates

- Safe Routes to School Advisory Committee: SRAC just did non-infrastructure solicitation and will be announcing awards soon. Process went well. Next meeting evaluating what went well and what needs tweaking. Send Mavis any comments. Emma – any way to increase funding now that fund is much more competitive due to ODOT outreach? Mavis – considering linking infrastructure and non-infrastructure funds going forward. Michael – any ability to include infrastructure off of right-of-way? AP – MAT is only fund that is eligible for off right-of-way improvements due to constitutional restriction on gas tax and highway trust fund. Jeff – would like to see some consideration of tie-ins to public transit in SRTS project selection.
- Request OBPAC to be proactive about classification and regulation of e-assist bikes. Need to get ahead of issue so that OTC and legislature doesn’t make decision without input. Elliot: most locals following OPRD policy that requires pedal assist. Cadell: opportunity for coordination with OFAC due to e-cargo bikes, etc
- Scenic Bikeway Committee – looking for new staffer at OPRD and Jan Hunt is in new position – not much going on with program right now
- Recreational Trails Advisory Committee – hosting 3rd annual OR Trails Summit in Roseburg Oct 3-4, recruiting 3 new ORTAC members – need coast, district 1 and district 4 reps. Closes tomorrow.
- Jeff will be retiring from Commute Options in December. Committee agrees it is appropriate for him to stay on as OBPAC member after retirement.

☐ ACTION: Send Mavis any comments on what went well and/or could be improved with SRTS project solicitation and selection process.
☐ ACTION: send bicycle rights for e-bike riders legal guide to OBPAC
☐ ACTION: check with Street Trust about e-bike class/regulation work priority. Who is working on this issue in Oregon?

ODOT Updates

- ODOT updates will be moved to future agenda in interest of time:
  - Active Transportation Needs Inventory
  - Performance Measures & Data RFP
  - 1% Reporting Methodology
  - League of American Bicyclists Survey

Meeting adjourned 3:35 pm.

Next meeting: November 4, 5, or 13th in Salem

Future Agenda Items:

- November
  - Equity Training
  - SRTS competitive grants
• Paths Program guidance
  • OTC/Director update
  • OFAC & PTAC coordination update

• December
  • 2024-27 STIP development
  • TSAP implementation update
  • Performance Measures & Data Plan
  • SWIP Strategic Investment Evaluation Criteria
  • ATNI update
  • OHA/ODOT data sharing
  • Brendan Finn update