

**ORANGE COUNTY BICYCLE SAFETY TASK FORCE  
MEETING AGENDA  
AUGUST 9, 2016 6:30 P.M.  
ROOM 004 GROUND FLOOR  
WEST CAMPUS OFFICE BUILDING  
131 WEST MARGARET LANE, HILLSBOROUGH, NC 27278**

A. Administrative Issues

1. Statement by Heidi Perry, Chair
2. Review and adoption of Ground Rules (Attachment 1)
3. Election of Vice Chair
4. Approval of notes from July 11 Task Force meeting (Attachment 2)

B. Subcommittee 1

1. Charge: Goals (Heidi Perry)
  - a. what are the identified problems we are hoping to solve with our campaign?
  - b. what are the goals we are hoping to reach in affecting change in behavior?
  - c. what our message is
  - d. what audiences are we trying to reach
2. Report from August 1, 2016 meeting (Heidi Perry)
  - a. Draft meeting notes (Planning staff) (Attachment 3)
  - b. Draft revised goals (Heidi Perry) (Attachment 4)
3. Revised data from Bicycle Crash Report analysis (Max Bushell)
4. Review and comments from full Task Force
5. Ongoing work objectives (Heidi Perry)

C. Subcommittee 2

1. Charge: Information Dissemination, identify best way to reach target audiences based on evidence of what has been successful in comparable circumstances
2. Membership appointment

D. Next Steps

1. Structure of topics, tasks and goals for next meetings (Heidi Perry)
2. Research or information needed

**Attachment 1**

**DRAFT**

**ORANGE COUNTY BICYCLE SAFETY TASK FORCE  
MEETING GROUND RULES**

**Section 1: Introduction**

The meeting ground rules outlined below are approved by the members of the Orange County Bicycle Safety Task Force (BSTF). Amendments to these ground rules require the approval of a majority of voting Bicycle Safety Task Force members. Amendments take effect upon approval by the BSTF.

**Section 2: Officers**

**Chairperson**

The Board of County Commissioners (BOCC) has appointed Heidi Perry to serve as Chairperson of the BSTF.

**Vice Chairperson, Secretary**

The BSTF may elect a Vice Chairperson, and/or Secretary.

**Section 3: Attendance**

Attendance is encouraged at all scheduled BSTF meetings. If a member cannot attend a meeting, he or she should notify the Planning Department representative (Abigaile Pittman) as soon as possible. The Planning Department representative shall keep of record of each member's attendance.

**Section 4: Meetings**

**Meeting Notice**

The Planning staff shall send a notice of each scheduled meeting to each member via email.

**Meeting Schedule**

Meetings of the BSTF shall be scheduled via poll and held in an Orange County facility unless otherwise announced. A meeting may be canceled by the Chairperson or majority vote of members when there is insufficient business, lack of quorum, lack of meeting space, conflict with a holiday, inclement weather, or in the event of a community emergency. Notice of the cancellation will be emailed, if possible and timely, to all members.

**Quorum**

A simple majority of voting members constitutes a quorum for any meeting. If at any meeting a quorum is not achieved or maintained, no votes may be taken on BSTF business.

**Meeting Agendas**

Meeting agendas will be prepared by the Chairperson with the assistance of the Planning staff. Members may request that items be added to the agenda; however, the addition of such items is at the discretion of the Chairperson or subject to approval by a

majority of voting members. The meeting agenda will be emailed to each member no less than three working days before the meeting.

### **Meeting Proceedings**

During meetings, business will be conducted in the order listed below. The order of business may be changed with the support of a majority of the voting members:

- Call to order
- Sign-in by members present/establishment of quorum
- Approval of notes from previous meeting
- Unfinished business from previous meeting
- New business
- Discussion of next steps
- Discussion of possible date(s) for next meeting
- Adjournment

### **Motions and Voting**

A simple majority of voting members present and voting will decide all motions before the BSTF. At the request of a member, a roll call vote will be taken when there is a divided vote on any item. A tie vote on any motion will result in a failure of that motion to pass.

### **Meeting Notes**

Notes shall be kept of each meeting and distributed to BSTF members and the Commissioner liaison prior to the next scheduled meeting.

### **Public Participation**

Members of the public may attend regular meetings of the BSTF and may participate in discussion on agenda topics; however, the Chairperson may limit participation by members of the public in the interest of time.

## **Section 5: Subcommittees**

The BSTF may establish subcommittees to address specific areas of interest. Before establishing a subcommittee, the BSTF shall define the purpose of the committee and the general scope of work. Subcommittees shall include two or more voting members and may include non-voting student and community members. Subcommittee members shall be approved by the BSTF.

Subcommittees should meet between BSTF meetings to advance their work. Subcommittee meetings may be conducted by email.

The subcommittee Chairperson shall forward action or discussion items to the BSTF Chairperson, no less than one week before each regular BSTF meeting.

A subcommittee may be disbanded at any regular BSTF meeting by a simple majority vote of members present.

## Attachment 2

### DRAFT

#### **Bike Safety Task Force Meeting Notes, July 11, 2016**

Task Force members in attendance: Heidi Perry, Chair, Jeff Charles, Abigaile Pittman, Matt Day, Chuck Edwards, Deputy Brian Whitehurst, Anthony Carey, Sara Pitts, Eli Belz, Alyson West, Todd Jones, Buddy Hartley, Peter Leousis, Clifford Leath, Peter Klopfer, Bonnie Hauser

Task Force members absent: Kim Tesoro, William Langston

BOCC Liaison in attendance: Renee Price, Commissioner

Others in attendance: Tom Altieri, Comprehensive Planning Supervisor, Max Bushell, Transportation Planner, Kat Cheek, Grange member

#### Meeting Notes

- Member packets were distributed with the following documents:
  - Agenda
  - Adopted Resolution creating the Task Force
  - Membership roster
  - Summary of Origins of Bicycle Safety Task Force and Adopted Bicycle Safety Report
  - Bicycle Safety Report previously prepared by OUTBoard subcommittee
  - Orange County Bicycle Map
  - Orange County Bicycle Crash Report
  - Proposed Task Force ground rules, for consideration at 2<sup>nd</sup> meeting
  - Important NC Traffic Laws Applicable to Bicyclists
  - Bike Safety Law Changes Proposed in House Bill 959
  - Copy of Ratified House Bill 959
  - NCDOT Bicycle Policy
  - Group Bicycling Best Practices: Skills and Techniques
  - Why Cyclists Ride Two Abreast
  - How to Pass a Bicyclist

Heidi Perry, Chair gave an opening statement:

- Charge of the Task Force was reviewed:
  - To develop a campaign for bicycle safety education and research;
  - To develop an implementation timetable with estimated funding requests; and
  - To develop an implementation report.
- The following points were made:
  - Everyone will have a chance to speak, and even when there is disagreement, everyone will speak with respect to all;
  - The Task Force will be working with the state's existing bike laws;

- The Task Force will not be recommending new laws, ordinances, or infrastructure;
- The Task Force will not be discussing law enforcement, unless it is part of an evidence-based educational campaign; and
- There will be no binding votes until the final meeting to approve the final report document.
- The task force decided to focus educational messaging not only on rural areas, but on all areas of Orange County. This is related to the fact that the people driving in the County may not necessarily live in rural areas. In fact, it is possible that a substantial portion of people driving in rural Orange Country originate in surrounding communities and counties.
- Four subcommittees were proposed and generally agreed upon:
  1. Goals: Identify what problems we are trying to solve, specific goals to effect changes in behavior, what our message should be, and which audiences we are trying to reach – Members selected: Members: Cliff, Todd, Jeff, Alyson, Eli, Renee, Bonnie;
  2. Information Dissemination: Identify best way to get information to persuade target audiences based on evidence of what has been successful in comparable circumstances;
  3. Action Planning: Identify what might be an action plan or some different options to achieve our goals, what would be the pros and cons, and what is a realistic amount to spend; and
  4. Funding: Identify what should be our recommendations and requested budget.
- Any materials developed by the Task Force should be brought forward to the Chapel Hill Transportation and Connectivity Board, the Chapel Hill Town Council, the Carrboro Transportation Advisory Board, and the Carrboro Board of Alderman. Additionally, the products developed by the Task Force should be presented to the Orange Unified Transportation Board (OUTBoard) and the Board of County Commissioners (BOCC).

Max Bushell presented the Orange County Bicycle Crash Report:

- The Task Force suggested comparing the crash data presented for rural Orange County to crash data on the statewide level. **Max will perform this data analysis and present the results at the following meeting.** Additional discussion regarding data available from state crash reports.

Task Force Discussions: Members identified a number of issues for examination as part of the education and research charge of the task force. These issues are listed below:

- Driver's Education
- EMS, Fire Trucks – Bicyclists should act like vehicles and pull over.
- Bicyclist Education

- Better data collection
- Improvements to traffic signals to allow bicycles to call signal
- Importance of Safety Equipment – Talk to Bike Shops
- Motor vehicle speeding
- Foster mutual respect
- Advocate everyone following the laws
- Education and safety around group rides
- Provide safety materials
  - At points of purchase – both bikes and cars
  - With license and registration renewal
  - With drivers' education classes
- Advocate for Orange County signage – Orange County is Bicycle Friendly! and evaluate how effective the 'Watch for Me' campaign has been
- How to focus on utilitarian bicyclists
- The Task Force suggested pursuing some avenues of research. These include looking into:
  - Priority Bicycle Routes
  - The correlation of crashes and experience level of bicyclists
  - An investigation into the ages of the cyclists
  - Transit connections (buses and bikes)
- Is there a good way to link the efforts of this Task Force with any Safe Routes to School initiatives?
- For the research part of this effort, one member suggested inviting a person from the Highway Safety Research Center in Chapel Hill to speak to the group.
- Task Force meetings will be held once a month. Subcommittee meetings will be held sequentially between full meetings (i.e., Subcommittee 1, Subcommittee 2, Subcommittee 3, and then Subcommittee 4).

## Attachment 3

### DRAFT

## BICYCLE SAFETY TASK FORCE SUBCOMMITTEE MEETING NOTES

AUGUST 1, 2016

MEMBERS ATTENDING: Heidi Perry, Chairperson, Jeff Charles, Abigaile Pittman, Cliff Leath, Eli Belz, Alyson West, Bonnie Hauser, Todd Jones

MEMBERS ABSENT: Orange County Commissioner Renee Price

OTHERS ATTENDING: Max Bushell, Orange County Transportation Planner, and Seth LaJeunesse, Researcher at the UNC Highway Safety Research Center

In order to facilitate a preliminary discussion, the subcommittee was provided agenda materials including proposed goals, identified problems, possible objectives to affect behavior change, overall messages associated with the goals, and potential target audiences. The goals presented in these materials were developed from member input at the Task Force's first meeting on July 11<sup>th</sup>. Comments and agreed upon revisions generated by subcommittee meeting discussions will be used to generate a second draft, to be further refined in a subsequent meeting.

Max Bushell reviewed the Bicycle Crash Report data.

#### GOAL 1: MOTORIST AND CYCLIST EDUCATION

- Seth LaJeunesse provided some background on how messaging can affect behavior. He stated that few people follow the law to the letter and that it is more of a question of norms. Messaging that includes statements such as "that's what we do around here" are more likely to resonate with people as a statement of the area's culture, rather than statements about following the law. This idea was positively received by the group, who suggested the possibility of a "this is how we roll" campaign/slogan for Orange County.
- Discussions centered on the issue of sharing space. Courtesy and common sense should be used by all users of the roadway to ensure that interactions between motorists and bicyclists are safe and predictable.
- The group indicated that providing educational materials about safe ways to pass a bicyclist or group of bicyclists in a car would be particularly helpful and would help model behavior.
- Additionally, smaller groups of bicyclists are much preferred by drivers to allow for easy passing. Bonnie Hauser stated that she still thinks 12-20 riders are too many.
- The target audience for this goal is all bicyclists and drivers.

Note: Subcommittee members decided that Goals 7 and 8 should be merged with Goal 1.

#### GOAL 2: EMS, FIRE TRUCKS

- This issue is centered on ensuring that bicyclists pull over and stop in the presence of ambulances, police vehicles, and fire trucks. BSTF members clarified that bicyclists do not have to move off of the roadway, but are required to pull over and stop to allow emergency vehicles to pass.

#### GOAL 3: BETTER DATA COLLECTION

- This problem relates to a lack of data with regard to bicycle volumes and how to solicit data from the public regarding unsafe bicycle and motorist interactions. Data might be used to measure the

effectiveness of a safety campaign, and to get a count of bikes and bike to car percentages, which could be used to target specific areas. A few data collection methods were proposed by BSTF members.

- WikiMap Tool
- Survey
- Near miss/close shave reporting database
- Forward Looking Infrared (FLIR) cameras (at dangerous locations and for bike counts)
- NCDOT bicycle counts
- Ultimately, a better understanding of where safety issues are will help target education efforts.

#### GOAL 4: IMPROVEMENTS TO TRAFFIC SIGNALS TO ALLOW BICYCLES TO CALL SIGNAL

- Max Bushell stated that NCDOT should probably be the recipient of any recommendations on this issue, since they maintain the signals in the County. Providing in-road loop detectors is not a costly intervention and will help ensure that bicyclists are not encouraged to break the law by running red lights.

#### GOAL 5: SAFETY EQUIPMENT FOR BICYCLISTS

- BSTF members indicated that as a best practice, bicyclists should use lights even during the day to ensure visibility. Additionally, wearing bright clothing provides a substantial safety benefit. BSTF members even considered creating a County bicycle jersey to enhance visibility.
- Messaging about not drinking and driving and not drinking and bicycling may be appropriate in Orange County.
- Bonnie Hauser said that she thought dusk is often the hardest time to see bicyclists.

#### GOAL 6: MOTOR VEHICLE SPEEDING

- Speeding is generally a safety issue. Seth LaJeunesse indicated that the higher the speed, the more likely a severe injury or fatality (exponential relationship).
- The group suggested that inquiries be made about obtaining bicycle counts and flashing speed limit signs on common bike routes.
- The group decided this would be lower on the priority list.
- Speed feedback signs have the potential to reduce speeds in dangerous areas in the County.

#### GOAL 7: FOSTER MUTUAL RESPECT

- Again, courtesy and respect for all road users is the prevailing message.
- The Subcommittee decided that this goal should be merged with Goal 1.

#### GOAL 8: ADVOCATE EVERYONE FOLLOWING THE LAWS

- The Subcommittee decided that this goal should be merged with Goal 1.

#### GOAL 9: EDUCATION AND SAFETY AROUND GROUP RIDES

- The Subcommittee suggested revisions to the language and noted by Heidi Perry and the Planning staff.
- The Subcommittee agreed that best practices should be recommended (that may not be law), such as riding two abreast.

#### GOAL 10: PROVIDE EDUCATIONAL MATERIALS

- The Subcommittee decided that this goal should be forwarded to Subcommittee 2, which will examine the best methods to disseminate the message in Orange County.

**GOAL 11: ADVOCATE FOR ORANGE COUNTY SIGNAGE THAT SAYS ORANGE COUNTY IS BICYCLE FRIENDLY**

- Alyson provided some information about Bicycle Friendly Communities and some of the items that are required to apply. Bonnie definitively did not want to encourage more bicyclists to come to Orange County. However, the Subcommittee members eventually all agreed that this could be a good way to spread the message about bicycle safety and promote courtesy and respect among all road users.

**GOAL 12: EVALUATE HOW EFFECTIVE THE WATCH FOR ME CAMPAIGN HAS BEEN**

- Seth LaJeunesse mentioned that the Highway Safety Research Center has just completed an evaluation document for the program, which is not yet finalized. He will provide this to us when it is finalized.
- The Subcommittee decided that this goal should be merged with Goal 10.

**GOAL 13: HOW TO REACH UTILITARIAN BICYCLISTS**

- The Subcommittee decided that this goal should be merged with Goals 1 and 5.

## Attachment 4

DRAFT REVISED GOALS: 8/5/16

Bicycle Safety Task Force Subcommittee 1: Identifying problem areas, goals, messaging, and target audiences

### **1. Motorist and Cyclist Education**

*Problem:* New and existing car drivers, and many cyclists, are not learning the laws that pertain specifically to cyclists and are not learning how to interact with each other on the road. Some motorists and cyclists each feel that the other is disrespectful of their place on the road. New laws affecting cyclists, including new passing laws, go into effect in October. Utilitarian bicyclists include riders who are inexperienced, who are new to our communities, and who may have language barriers and cannot find the rules pertaining to bicycling in their language. Utilitarian cyclists may include riders who choose bicycling as their mode of transportation because they do not have funds for other forms of travel.

*Goals:*

To be sure that all users of the road know the laws, including cyclists, motorists, commercial drivers, and law enforcement, so that misinformation can be eliminated.

To be sure all users of the road understand the best practices for sharing the road when they encounter other vehicles.

To make mutual respect the norm

To move expectations beyond rights and laws to common sense courtesies. Define what is understood as courtesy for passing and focus on safe passing. Look at Defensive Driving/Riding courses.

To emphasize best practices and make them the norm, including: be courteous, be aware of your space concerning those around you, use common sense and courtesy, ride and drive with respect for all

(Piggyback on state publicity for getting word about the new laws out.)

*Message:* All of the laws that pertain to bicycles on the road, including:

- bicycles are considered vehicles and cyclists should follow the same rules of the road as cars
- cyclists should ride in the same direction as other vehicles
- cyclists should ride as far to the right as practicable
- cyclists are allowed to use the full lane or ride abreast
- motorists may cross a double yellow line to pass cyclists if they slow down and have adequate sight distance

In Orange County we watch out for each other on the roads: "This is How We Roll"

*Target audience:* New and existing drivers, cyclists (recreational and utilitarian), law enforcement

**Safety benefits:** Knowing and following the laws should make all movements safer and more predictable, making following the laws and courtesy on the road the norm for Orange County is the most effective tool to achieve the goals of compliance and of mutual respect. The new passing law may also help mitigate some of the conflict currently seen between cyclists and motorists. Lowering frustrations and raising respect between road user groups will lead to less impatience, safer interactions, and a more positive perception of sharing the road.

## 2. EMS, Fire Trucks, Law enforcement

*Problem:* Vehicles, including cyclists, do not always pull over for emergency vehicles

*Goal:* To achieve full compliance with this law.

*Message:* The law requires **all** vehicles, including cyclists, to pull over and stop when an emergency vehicle (EMS, Fire Truck, and Public Safety vehicle) sounding its siren and flashing its lights approaches. When cyclists do not pull over and come to a stop, the emergency vehicles are unable to predict their movements, which hampers their ability to pass. In addition, cyclists need to follow the directions of flagmen who are directing traffic on the road

*Target audience:* cyclists and motorists

**Safety benefits:** Emergency vehicles are traveling at high rates of speed and their ability to arrive at a situation quickly can be a matter of life and death. Improved compliance with this law will ensure that emergency responders arrive where they are needed as quickly as possible.

## 3. Better data collection

*Problem:* No definitive way to collect data on cyclists' behavior or on amount/percentage of cyclist traffic on the road. No way to observe motorist behavior. This leads to the use of anecdotal or perceptual information instead of data, and also provides no way to judge effectiveness of a safety campaign.

*Goal:*

To be able to measure current behavior and vehicle counts, perhaps with the use of motion cameras as well as with other equipment, prioritizing data collection in known problem areas.

To be able to measure effectiveness of BSTF campaign, and to be able to demonstrate possible need for road safety improvements.

*Message:* Data are necessary

- (a) to measure the extent of a problem based on data and not on personal observations;
- (b) to determine if education mitigates or has any positive effect on behavior;

(c) to have data available to present to NCDOT, which bases many of its decisions for infrastructure improvements on data. (If there is no collection of data, then proposed projects may score poorly.)

*Target audiences:* Transportation planners, BOCC, overseers of BSTF implementation, NCDOT

**Safety benefits:** If data show need for road improvements for road user safety, NCDOT is more likely to respond to a request for it. If county funds are being used to implement safety programs, data will provide taxpayers and the elected officials with information about the effectiveness of the use of those funds.

#### 4. Safety Equipment for cyclists

*Problem:* Cyclists who do not use lights at night are hard to see, making it dangerous for them and for drivers. Some cyclists may be unaware of the current laws requiring a front light and a rear light or reflector. Many utilitarian bicyclists ride at night, making safety equipment for night riding especially important. For them, the cost of lights and helmets may be a hardship. New laws will go into effect in October that require a rear light or reflective clothing in addition to the still-required rear reflector. Also, parents and cyclists need to be aware of the law requiring helmets on anyone under 16.

*Goal:*

To be sure all cyclists are aware of the law; to be sure all bikes used at night are equipped with required lights and reflectors, and all children under 16 wear helmets.

To recommend best practices including use of lights during the day, wearing brightly colored clothing, and use of helmets for all ages.

*Message:* Cyclists must equip their bikes as state law requires for lights and reflectors when riding at night.

*Target audience:* Primary: cyclists; secondary: bike shops

**Safety benefit:** Visibility is a key component of safety. Cyclists who are visible to other road users at night will prevent crashes due to not being seen. Helmet use has been shown in some studies to prevent or lessen head injuries.

#### 5. Education and safety around group rides

*Problem:* Group rides can pose unique challenges and safety issues for sharing the road, and sometimes groups can include less experienced riders who are unaware of best practices. In addition, large groups of riders are more intimidating to motorists who are trying to safely pass them and are more difficult to pass safely.

*Goals:*

To get ideas for best practices for group riding into the hands of all who ride in groups, and to have the best practices followed.

To recommend riding 2 abreast, and breaking into more manageable group sizes when vehicles are trying to pass.

To define where and when large groups most often impede traffic.

To define what constitutes a reasonable amount of time for a motorist to wait before being able to pass a group of cyclists.

To make motorists aware of new laws allowing them to cross double yellow line to pass when safe to do so.

*Message:* Orange County attracts many cyclists to its beautiful country roads, from both near and far. We do not want to discourage cycling groups from riding, but we do want them to be safe and courteous when they ride. Some motorists can become easily frustrated when they find themselves behind a very large group of riders and are unclear about how best to safely pass them.

*Target audience:* Primary: riding clubs in and around Orange County, secondary: individual cyclists, motorists

**Safety benefits:** Educating large groups will make them aware of behaviors that make motorists nervous and frustrated, and will let them know what they can do to improve safe passing. Educating motorists at the same time will make them aware of ways to pass groups safely.

## **6. Advocate for Orange County signage/messaging that says Orange County is Bicycle Friendly**

*Problem:* Some motorists and cyclists have exhibited and experienced less than friendly interactions on the roads. This may cause cyclists to seek out other parts of the state in which to ride, but cycling can keep our communities healthier and cyclists bring tax dollars into Orange County.

*Goals:*

To develop a message that elected officials will adopt that promotes Orange County as a bicycling destination that may contribute to better cyclist-motorist interaction on the road and that will encourage buy-in from county residents. The goal is to bring more bicycling and bicycle tourism dollars to Orange County.

To evaluate the effectiveness of the statewide “Watch for Me” campaign and to consider having Orange County participate in the program. (*note: this program has just been evaluated by the Highway Safety Research Center and results will be available soon*)

*Message:* Orange County offers beautiful roads for cycling and for bicycle tourism. We want cyclists to come to Orange County to ride and to know they are welcome in our county. Studies have shown that positive words and expectations (norms) can influence behavior. Consider promoting a “This is how we roll” slogan for Orange County. Ask Orange

County to be evaluated as a Bicycle Friendly County,” and define what that means in terms of expected behavior

*Target audience:* Primary: Orange County elected officials and staff; secondary: motorists and cyclists who use Orange County roads (many do not live in Orange County)

**Safety benefits:** more cyclists and more awareness of cyclists on the roads makes cycling safer on the roads.

## **7. Improvements to traffic signals to allow bicycles to call signal**

*Problem:* Bicycles do not trip lights at most traffic signals due to the type of detector used and/or the way it has been calibrated. This makes it difficult for a cyclist to get through a red light on a road with little motor traffic.

*Goal:* To give cyclists at intersections a green light to proceed lawfully through an intersection

*Message:* When installing new traffic signals or when adjusting existing signals, install and calibrate detectors that recognize cyclists.

*Target audience:* primary NCDOT, with county and town traffic /transportation planners and BOCC aware so they can be requested when detectors are installed

**Safety benefit:** Allows safe and legal travel through signaled intersections

## **8. Motor vehicle speeding – (note: considered a lower priority for this Task Force)**

*Problem:* Some motorists speed on county roads (defined as driving 10 miles over the speed limit)

*Goal:* To reduce the amount of speeding

*Message:* Speed limits indicate the maximum safe speed on a road. Exceeding those speeds is unsafe. Slow down to pass slower moving vehicles.

*Target audience:* Motorists

**Safety benefit:** Driving on a road at a safe speed reduces the possibility and severity of crashes.