

INTRODUCED: June 22, 2020

A RESOLUTION No. 2020-R044

To express the Council's support for the Director of Public Works' administrative directive entitled "Protected walkways and crosswalks, bicycle lane, and shared use paths" requiring certain pedestrian and bicycle accommodations and pathways within construction work zones.

Patrons – Mr. Addison and Mr. Jones

Approved as to form and legality
by the City Attorney

PUBLIC HEARING: JUL 27 2020 AT 6 P.M.

WHEREAS, the Director of the Department of Public Works issued an administrative directive entitled "Protected walkways and crosswalks, bicycle lane, and shared use paths," dated March 26, 2020, a copy of which is attached to and made a part of this resolution, which administrative directive provides, in relevant part, that, effective March 26, 2020, construction work zones in the City shall provide pedestrian and bicycle accommodations and pathways to ensure safe passage for pedestrians and bicyclists through any such construction work zone; and

AYES: 9 NOES: 0 ABSTAIN:

ADOPTED: JUL 27 2020 REJECTED: STRICKEN:

WHEREAS, the Council believes that it is in the best interests of the citizens of the city of Richmond that the Council support the aforementioned administrative directive to ensure safe passage for pedestrians and bicyclists through construction work zones;

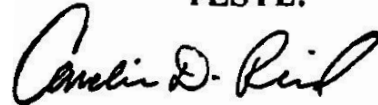
NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF RICHMOND:

That the Council supports the Director of Public Works' administrative directive entitled "Protected walkways and crosswalks, bicycle lane, and shared use paths," dated March 26, 2020, a copy of which is attached to and made a part of this resolution, to ensure safe passage for pedestrians and bicyclists through those construction work zones.

A TRUE COPY:

TESTE:

A handwritten signature in black ink, appearing to read "Camille D. Reed". The signature is written in a cursive style with a large initial 'C'.

City Clerk



Richmond City Council

The Voice of the People

Richmond, Virginia

Office of the Council Chief of Staff

Ordinance/Resolution Request

TO Haskell Brown, Interim Richmond City Attorney
Richmond Office of the City Attorney

THROUGH Lawrence R. Anderson
Council Chief of Staff

FROM William E. Echelberger, Jr, Council Budget Analyst

COPY Andreas D. Addison, 2nd District Representative
Michael J. Jones, 9th District Representative
Meghan K. Brown, Deputy Council Chief of Staff
Daniel Wagner, 2nd District Council Liaison
Summer Morris, 9th District Council Liaison

DATE June 12, 2020

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TITLE RVA Streets for All Initiative – Support Policy on Protection During Construction

This is a request for the drafting of an **Ordinance** **Resolution**

REQUESTING COUNCILMEMBER/PATRON

Andreas D. Addison, 2nd District Representative
Michael J. Jones, 9th District Representative

SUGGESTED STANDING COMMITTEE

Land Use, Housing, and Transportation

ORDINANCE/RESOLUTION SUMMARY

The patrons request a resolution expressing City Council's support of the Department of Public Works' policy to require certain accommodations for pedestrians and cyclists within and around active work zones.

BACKGROUND

Summary:

- The policy to provide pedestrian and bicycle accommodations and pathways within Work Zones is set out in an Administrative Directive issued by the Department of Public Works. (Copy Attached.)
 - The effective date of the Administrative Directive is March 26, 2020.
 - The Paragraph Title is given as "Requirement to provide pedestrian and bicycle accommodations and pathways within Work Zones."

FISCAL IMPACT STATEMENT

Fiscal Impact Yes No

Budget Amendment Required Yes No

Estimated Cost or Revenue Impact

There is no expenditure or revenue impact, since the requested resolution is an endorsement of an existing policy.

Attachment/s Yes No

Richmond City Council Ordinance/Resolution Request Form/updated 10.5.2012 /rs

PUBLIC WORKS OFFICE OF THE DIRECTOR	ADMINISTRATIVE DIRECTIVE	
CHAPTER TITLE: Right of Way		PARAGRAPH NO.: 10.8 PAGE 1 OF 5
PARAGRAPH TITLE: Requirement to provide pedestrian and bicycle accommodations and pathways within Work Zones DIRECTIVE TITLE: Protected walkways and crosswalks, bicycle lane, and shared use paths.		
SUPERSEDES A.D. NUMBER: NA DATED: NA		EFFECTIVE DATE: March 26, 2020

PURPOSE

The purpose of this directive is to establish a policy to require certain accommodations for pedestrians and cyclists within and around active work zones. The consideration of pedestrians and bicyclists is very important at a work area. Work areas by their nature are inherently confusing due to changing conditions. Work zones affecting any pedestrian and/or bike facility shall maintain existing accessible routes to the extent possible.

POLICY

In accordance with the adopted City’s “Better Streets Manual/Complete Streets Policy” (Council Resolution 2014-R172-170 adopted October 2014), the street network within the City of Richmond is intended to be accessible and useable and serve the needs of ALL users, to include motorists, bicyclists and pedestrians.

Proposed work in public right of way shall follow: Virginia Work Area Protection Manual (VAWAPM); Manual for Uniform Traffic Control Devices (MUTCD); and the VDOT Work Zone Pedestrian and Bicycle Guidance.

The following policy is intended to provide guidance for those managing work zones on how to appropriately accommodate pedestrians and cyclists who must negotiate a right of way encumbered by a work zone.

PROCEDURE

A. Determining appropriate access and requirement(s)

Safe pedestrian and bicycle access shall be maintained within the City right of way during construction or other work occurring both inside and outside of the right of way. Steps shall be taken to maintain a safe pedestrian pathway with the following hierarchy:

PUBLIC WORKS OFFICE OF THE DIRECTOR	ADMINISTRATIVE DIRECTIVE	
CHAPTER TITLE: Right of Way		PARAGRAPH NO.: 10.8 PAGE 2 OF 5
PARAGRAPH TITLE: Requirement to provide pedestrian and bicycle accommodations and pathways within Work Zones DIRECTIVE TITLE: Protected walkways and crosswalks, bike lanes and shared use paths.		
SUPERSEDES A.D. NUMBER: NA DATED: NA		EFFECTIVE DATE: March 26, 2020

1. Protected/safe pathway in or adjacent to an active work zone (separated from work by barrier or covered walk way). Standard detail must be designed by a Professional Engineer.
2. Alternate protected pathway adjacent to the work zone;
3. Well-defined and safe pedestrian detour to avoid the work zone.

Pedestrian accommodation designs must be provided by the applicant and will be evaluated based on the parameters noted below. The design for such accommodations shall be in accordance with recognized applicable standards for work zone safety.

Where work taking place will affect bicycle lanes, bike lanes shall be:

1. Diverted into adjacent parking lanes or;
2. Merged into adjacent travel lanes.
3. Detoured routes as appropriate

Signage of appropriate scale must be provided to alert cyclists in advance of any change in traffic condition and to alert motorists of same. Standard detail to be designed by Professional Engineer as required by the Department.

B. Work In Streets Permit (WISP) application

1. All Work performed within and any work that obstructs the public right of way requires a Work in Streets Permit (WISP). WISP applications are reviewed to determine what, if any, impacts the proposed request will have upon the City right of way. This includes impacts to pedestrians, bicycles and motor vehicles. If proposed activity will affect users who are driving, biking or walking, a Maintenance of Traffic Plan (MOT Plan) for of the right of way will be required. Some Maintenance of Traffic Plans may require a Professional Engineer to sign and seal submitted plans upon request by the Department.
2. Based on the review of the MOT plan, revisions may be required to the plan and/or specifications, and specific requirements may be imposed upon the plan by review Staff.

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PARAGRAPH TITLE: Requirement to provide pedestrian and bicycle accommodations and pathways within Work Zones DIRECTIVE TITLE: Protected walkways and crosswalks, bike lanes, and shared use paths.		
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3. The Right of Way Division Construction Inspectors must be contacted prior to setting up any MOT Plan in a City right of way. The inspectors will verify that the requirements of the approved plan are met in the field, and will monitor the work zones to ensure continued compliance.

4. Resources used to aid in the design of MOT Plans to perform DPW review:
- a. Virginia Work Area Protection Manual (WAPM)
 - b. Manual of Uniform Traffic Control Devices (MUTCD)
 - c. Virginia Department of Transportation Work Zone Pedestrian and Bicycle Guidance

When reviewing permits for activities that affect the public use of the right of way, the following parameters shall be considered. Note that the intent is to follow the hierarchy stated above, however, circumstances and site conditions may allow or require different approaches.

For example, if a project is complicated and the space in front of a site is very limited, the street is narrow and the traffic is light, detouring pedestrians at the ends of the block may be acceptable. Other factors influencing the design of MOT:

- 1. Volume of traffic on affected street/ significance of street to the overall road network**
 - a. Vehicles
 - b. Bicycles
 - c. Pedestrians
- 2. Configuration of affected street**
 - a. One or two way
 - b. Number of lanes
 - c. Bike infrastructure present
 - d. Transit stops present
- 3. Type of work being proposed**
 - a. Demolition

PUBLIC WORKS OFFICE OF THE DIRECTOR	ADMINISTRATIVE DIRECTIVE	
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PARAGRAPH TITLE: Requirement to provide pedestrian and bicycle accommodations and pathways within Work Zones DIRECTIVE TITLE: Protected walkways and crosswalks, bike lanes, and shared use paths.		
SUPERSEDES A.D. NUMBER: NA DATED: NA		EFFECTIVE DATE: March 26, 2020

- b. Vertical construction
- c. Excavation
- d. Construction staging/equipment storage
- e. Crane work
- f. Emergency work of any kind

4. Location of work

- a. Set back from right of way
- b. Against right of way
- c. Within sidewalk
- d. Within street
- e. Both street and sidewalk

5. Duration of work

Anything from one hour to two years or more.

C. Exceptions

Any work that is considered 'emergency' work shall be exempt from these requirements. Emergency is defined as anything for which there is an immediate risk of personal injury or death, property damage, or loss of service. Note that once the imminent risk for an emergency is abated, any follow-up work will need to be addressed as noted in this policy. Note that work that is critical and needs to be done quickly does not qualify as an emergency for the purposes of this policy.

D. Enforcement

Anyone working under a valid WISP permit and found to be in violation of this policy may be subject to Stop Work Orders and may be subject to a fine as outlined in

PUBLIC WORKS OFFICE OF THE DIRECTOR	ADMINISTRATIVE DIRECTIVE	
CHAPTER TITLE: Right of Way Division	PARAGRAPH NO.: 10.8	PAGE 5 OF 5
PARAGRAPH TITLE: Requirement to provide pedestrian and bicycle accommodations and pathways within Work Zones. DIRECTIVE TITLE: Protected walkways and crosswalks, bike lanes, and shared use paths.		
SUPERSEDES A.D. NUMBER: NA DATED: NA	EFFECTIVE DATE: March 26, 2020	

Appendix A of City Code Section 24-63. Second and subsequent violations may be subject to increased fines in addition to a Stop Work Order.

RESPONSIBILITY

1. All Contractors working within the Public Right of Way.
2. DPW-ROW Division to require appropriate measures when issuing WISPs.
3. ROW Inspectors to verify and enforce field conditions of issued WISPs.

DEFINITIONS OR BACKGROUND (If applicable)

Council requested that the Chief Administrative Officer cause the Department of Public Works to develop policies governing standards and penalties for contractors working within the public right of way regarding crosswalks and bike lane.

AUTHORITY

Director of Public Works

ATTACHMENTS

Some of the examples and some samples of State/Federal requirements are attached for information purpose only.

REGULATION UPDATE NOTIFICATION

All Administrative Directive updates should be emailed to the Deputy Director for processing and submission to the Director's Office for approval and implementation.



APPROVED: _____
DEPARTMENT OF PUBLIC WORKS DIRECTOR

3/26/20

DATE

EXAMPLE 1

Covered walkway in active work zone, renovation of existing building

- Covered walkway used to protect pedestrians from falling material and debris in lieu of closing sidewalk.



EXAMPLE 2

Protected and covered walkway in street (adjacent to Work Zone)

- Location is on a MAJOR City and State route.
- Routing pedestrians across street would not be safe anywhere near this site.
- Covered walkway in the outside traffic lane was best option. This does impact traffic during AM peak travel times, but the urban fabric provides other routes that motorists can take into the city to avoid this specific point of delay.



EXAMPLE 3

Major building demolition/construction – pedestrians detoured around site

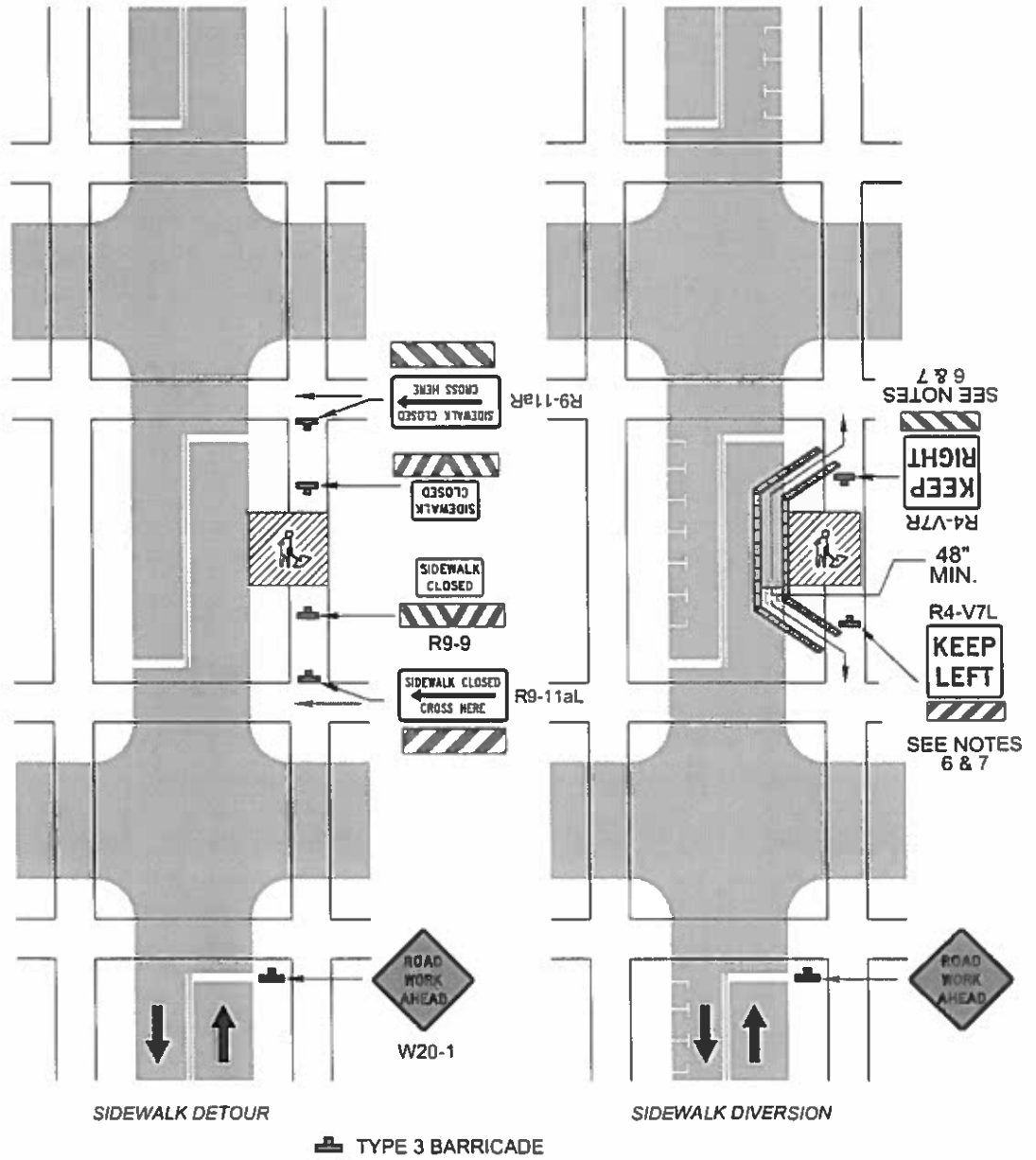
- Restricted work location with minimal street frontage and public right of way for access.
- Demolition, excavation and multi-story construction occurring directly against right of way is not safe environment for pedestrians or bicyclists.
- Need for staging locations along all three frontages.
- A covered walkway in the outside lane of the primary frontage is not feasible due to volume of traffic.
- Pedestrians walking along work fence would need to cross construction traffic at each end of block.
- Proximity to the downtown street grid provide controlled pedestrian crossings at each corner. Street is only 4 lanes (including parking lanes) wide making crossing easy and safe.



ATTACHMENT 1

(Image from TTC-35.0 of Virginia Work Area Protection Manual)

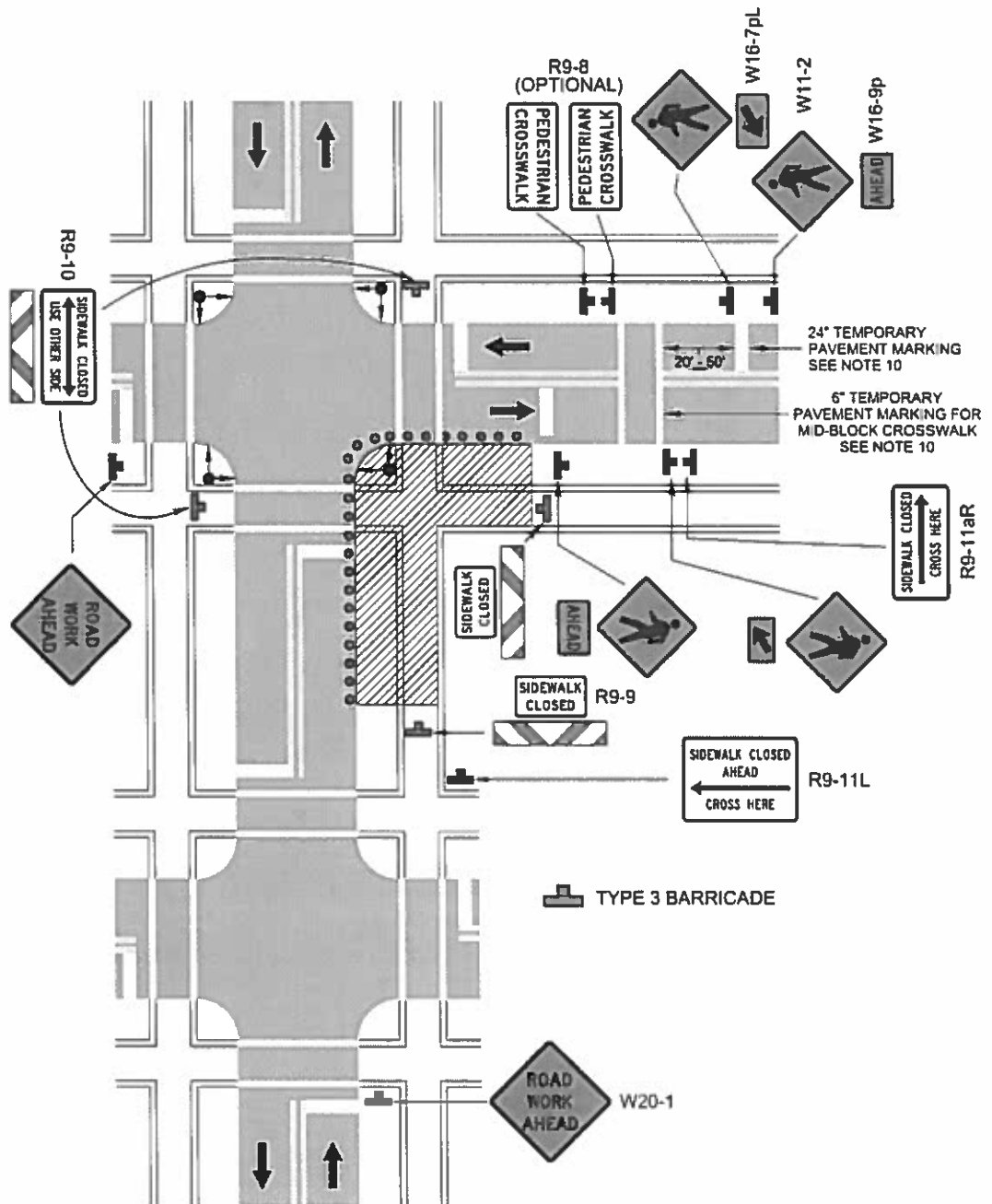
SIDEWALK CLOSURE AND BYPASS SIDEWALK OPERATION



ATTACHMENT 2

(Image from TTC-36.0 of Virginia Work Area Protection)

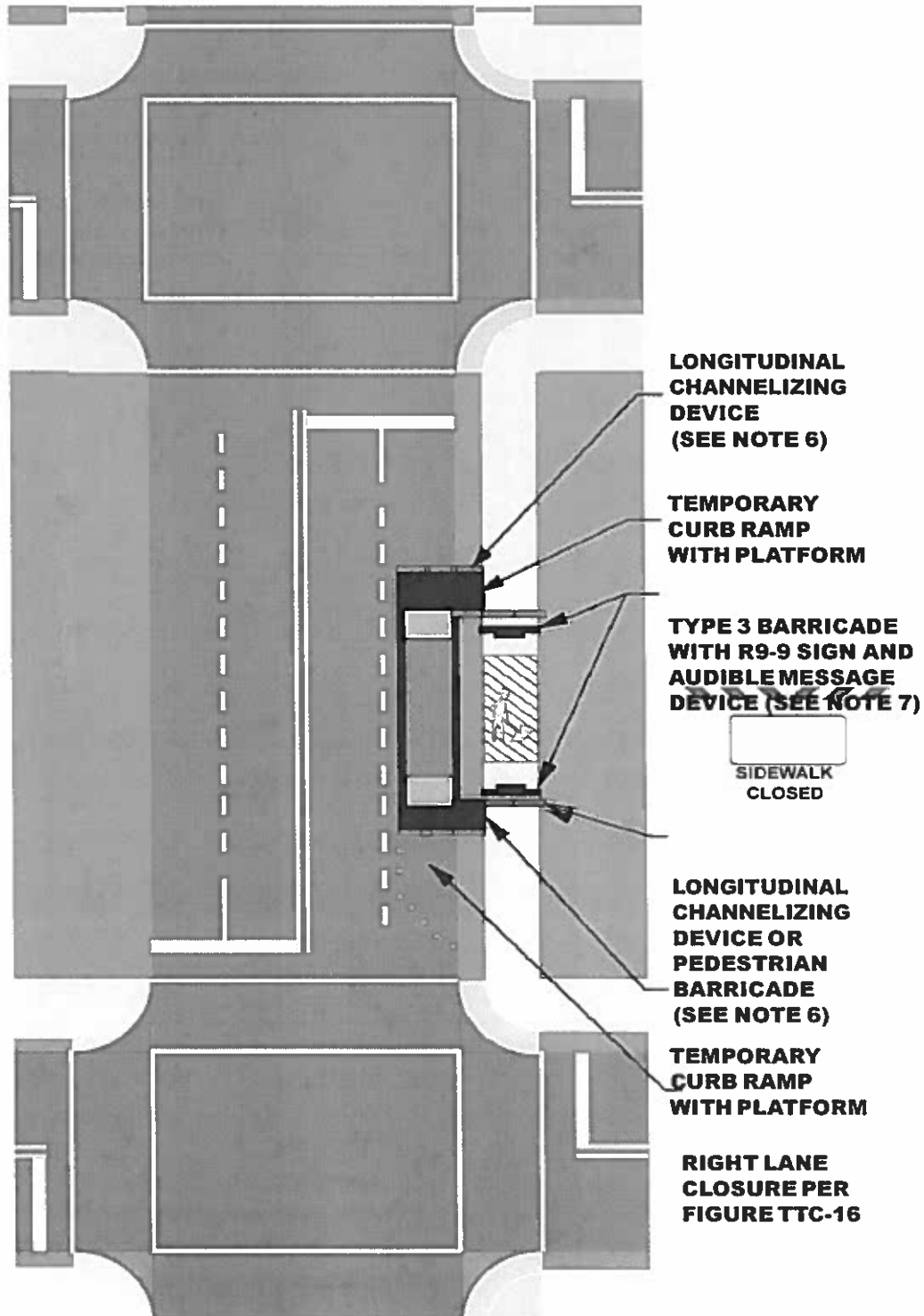
CROSSWALK CLOSURE AND PEDESTRIAN DETOUR OPERATION



ATTACHMENT 3

(Image from VDOT Work Zone Pedestrian and Bicycle Guidance)

MIDBLOCK DIVERSION



ATTACHMENT 4

(Image from VDOT Work Zone Pedestrian and Bicycle Guidance)

EXAMPLE OF A BICYCLE LANE CLOSURE WITH DETOUR

