ORANGE COUNTY FLORIDA

Micromobility Devices Update Work Session

May 19, 2026

Presentation Outline

- Background and Overview
- Micromobility Legislation and Ordinances
- Stakeholder Engagement
  - FDOH: Dr. Mitchell Michalak
  - OCPS: Nicolas Morrissey
  - OCSO: Lieutenant Mike Crabb
- Recommended Strategies
- Summary
- Board Direction



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Background and Overview

- Commissioner Report: December 2, 2025
  - Rapid growth of micromobility use requires action
  - Conduct a comprehensive data-driven study of crashes, injuries, usage patterns, and risk factors
  - Establish data-driven safety requirements for micromobility
  - Evaluate legal authority and enforcement capacity, including state law limits, staffing, and resource needs
  - Deliver policy recommendations and implementation plan (ordinances, education, infrastructure, and pilot programs)
- BCC Direction:
  - Evaluate micromobility safety issues and concerns
  - Coordinate with partners; return with recommendations

Background and Overview

- What are Micromobility devices?
- Electric micromobility devices includes small, low-speed, electric powered transportation devices, including electric-assist bicycles (e-bikes), electric-scooters (e-scooters), and other small, lightweight, wheeled electric-powered conveyances.

E-Scooter



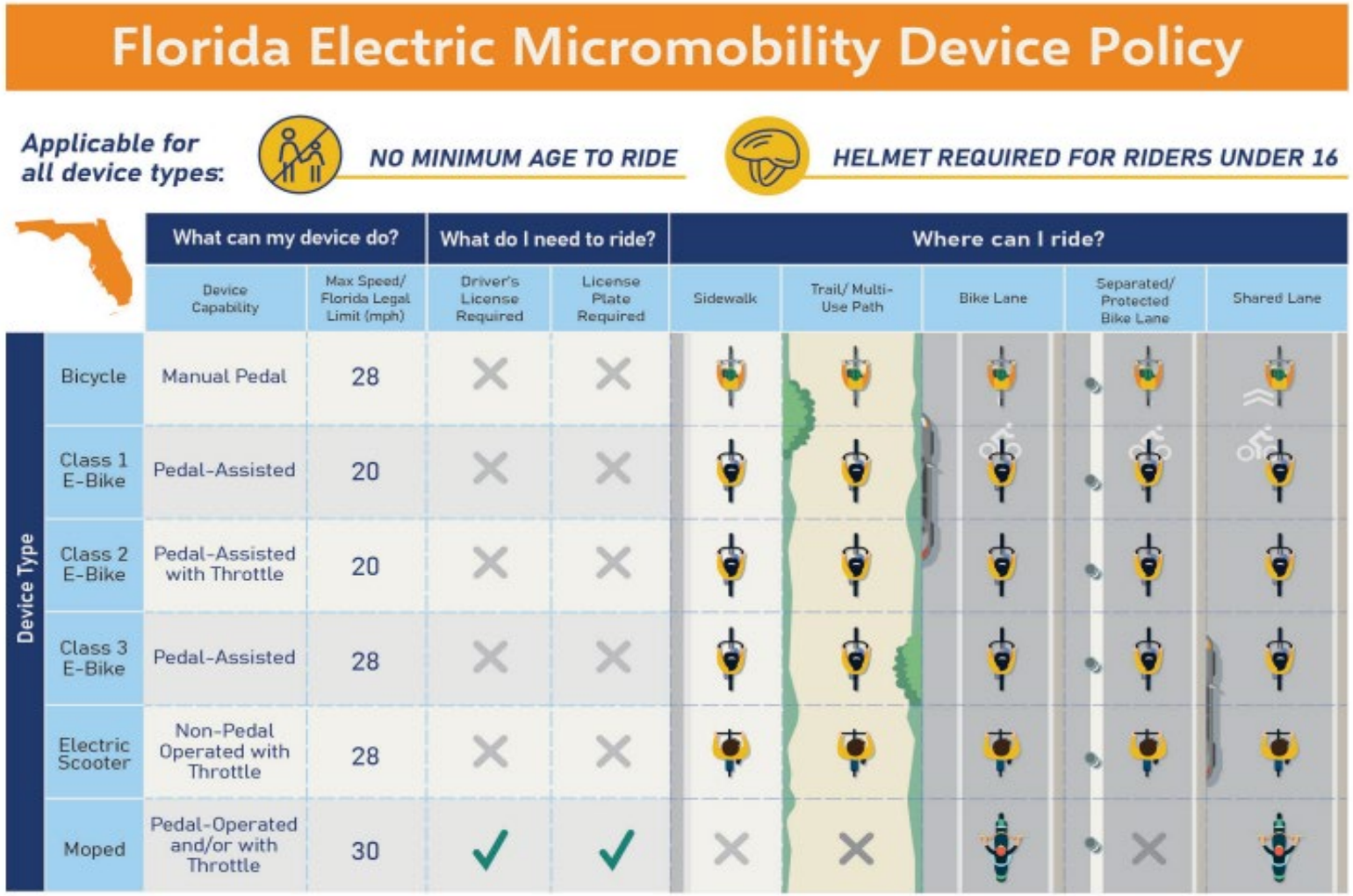
Seated E-Scooter



E-Bikes



Background and Overview



Source: MetroPlan Orlando E-Micromobility White Paper, 2025

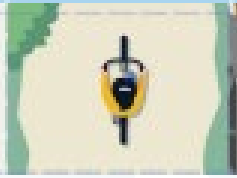
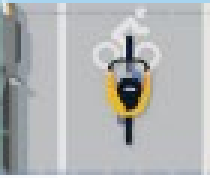
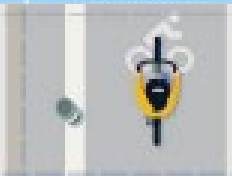
Background and Overview

Florida Electric Micromobility Device Policy

Applicable for all device types:

NO MINIMUM AGE TO RIDE

HELMET REQUIRED FOR RIDERS UNDER 16

	What can my device do?		What do I need to ride?		Where can I ride?				
	Device Capability	Max Speed/ Florida Legal Limit (mph)	Driver's License Required	License Plate Required	Sidewalk	Trail/ Multi-Use Path	Bike Lane	Separated/ Protected Bike Lane	Shared Lane
Class 1 E-Bike	Pedal-Assisted	20	X	X					

Pedal Assist- You pedal, sensors detect you are pedaling and engage motor to boost speed

Source: MetroPlan Orlando E-Micromobility White Paper, 2025

Background and Overview

Florida Electric Micromobility Device Policy

Applicable for all device types:

NO MINIMUM AGE TO RIDE

HELMET REQUIRED FOR RIDERS UNDER 16

Device Type	What can my device do?		What do I need to ride?		Where can I ride?				
	Device Capability	Max Speed/ Florida Legal Limit (mph)	Driver's License Required	License Plate Required	Sidewalk	Trail/ Multi-Use Path	Bike Lane	Separated/ Protected Bike Lane	Shared Lane
Class 2 E-Bike	Pedal-Assisted with Throttle	20	✕	✕					

Throttle- Does not require pedaling, twist or push lever to activate motor instantly

Source: MetroPlan Orlando E-Micromobility White Paper, 2025

Background and Overview

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Applicable for all device types:

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HELMET REQUIRED FOR RIDERS UNDER 16

	What can my device do?		What do I need to ride?		Where can I ride?				
	Device Capability	Max Speed/ Florida Legal Limit (mph)	Driver's License Required	License Plate Required	Sidewalk	Trail/ Multi-Use Path	Bike Lane	Separated/ Protected Bike Lane	Shared Lane
Class 3 E-Bike	Pedal-Assisted	28	✕	✕					

Pedal Assist- You pedal, sensors detect you are pedaling and engage motor to boost speed

Source: MetroPlan Orlando E-Micromobility White Paper, 2025

Background and Overview

Florida Electric Micromobility Device Policy

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HELMET REQUIRED FOR RIDERS UNDER 16

	What can my device do?		What do I need to ride?		Where can I ride?				
	Device Capability	Max Speed/ Florida Legal Limit (mph)	Driver's License Required	License Plate Required	Sidewalk	Trail/ Multi-Use Path	Bike Lane	Separated/ Protected Bike Lane	Shared Lane
Electric Scooter	Non-Pedal Operated with Throttle	28	✕	✕					

No Pedals- You use a lever throttle to increase speed

Source: MetroPlan Orlando E-Micromobility White Paper, 2025

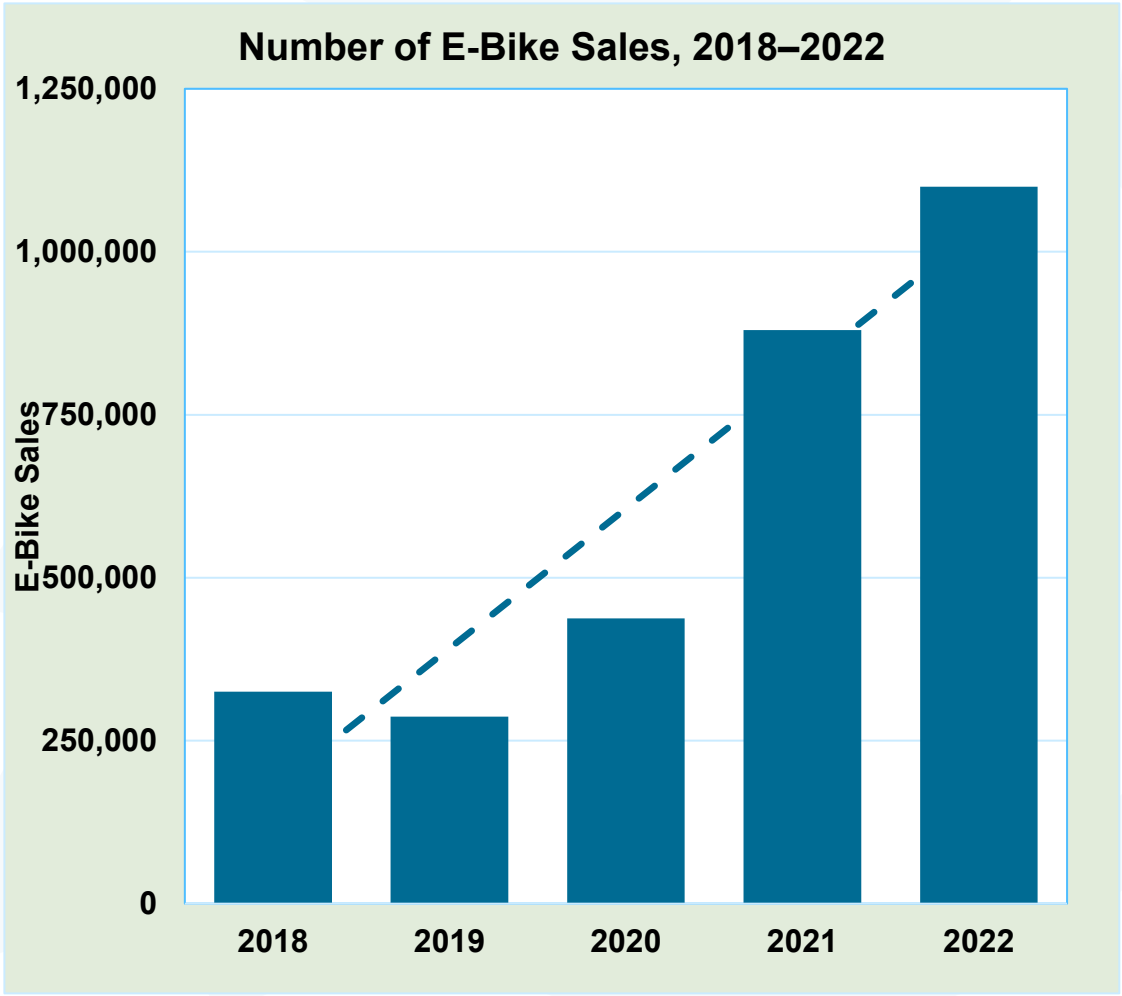
Background and Overview

- Shared device fleets (e-bikes and e-scooters)
  - Government-owned fleets
    - Accessed via mobile apps
    - Rented per trip or subscription
  - Commercial fleets (Lime, Bird, Spin, Veo, etc.)
    - Government and Business: Permitted or contracted through local government partnerships etc.
  - County I-Drive Micromobility Pilot program
    - Public-private Partnership with devices operated by Lime and Bird
    - Approximately 200 e-scooters/e-bikes with 34 parking corrals
    - Single pilot program in one corridor permitted



Background and Overview

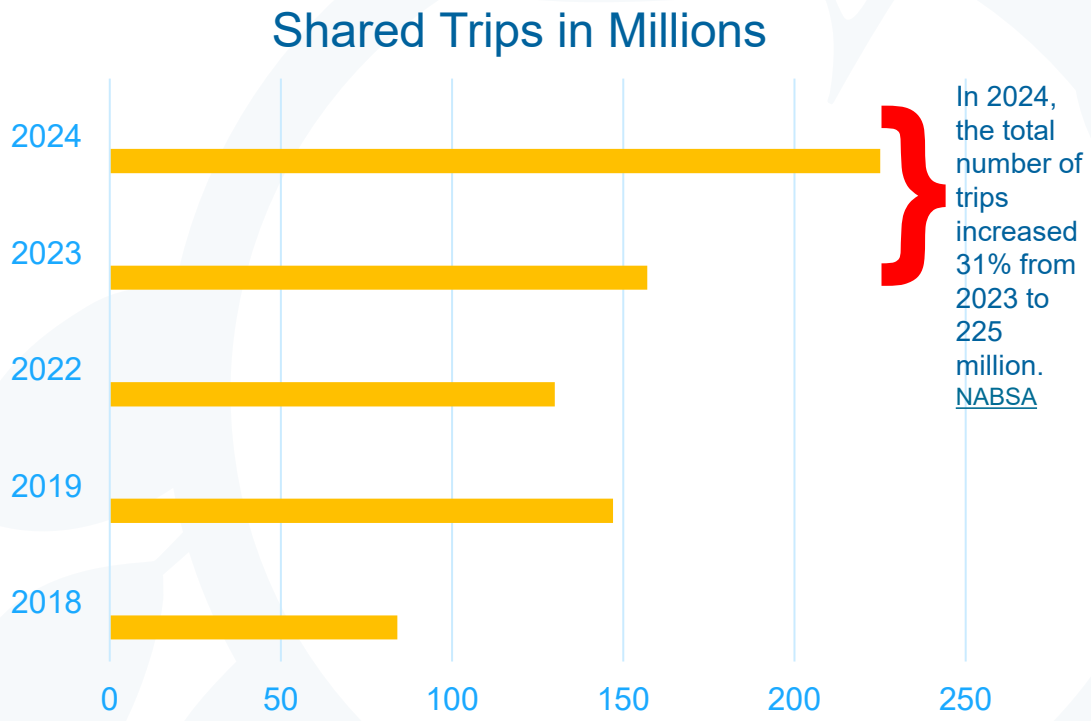
- Personal Ownership
  - Growing quickly but figures are not completely accurate due to sales data reporting limits
  - Available at many brick & mortar and online retailers
  - Can be modified
  - Use for commuting to work/school and short trips
  - According to the U.S. DOE
    - E-bike sales outpaced EV sales by 20% in 2022
    - Over 1 million e-bikes sold annually in the U.S.



FOTW #1321, December 18, 2023: E-Bike Sales in the United States Exceeded One Million in 2022 | Department of Energy

Background and Overview

- Micromobility Use Growing Fast
  - 225+ million shared trips last year nationally
  - Rapid growth in cities and suburbs
- Why Are They Growing?
  - First/Last mile connections
  - Affordable
  - Low emission
  - Replaces car trips
  - Drivers License/Permit – not required in Florida



https://www.outsideonline.com/culture/opinion/to-save-environment-subsidize-e-bikes

Background and Overview

- National data shows rapidly increasing injuries and growing strain on healthcare systems
  - E-bike injuries doubled each year from 2017-2022
  - E-scooter injuries up 45% from 2017 to 2022
  - Children under 14 account for 34% of injuries nationwide
- Increased demand on law enforcement and emergency response
  - Limited tools, staffing and consistency to enforce rules
- Lack of rider training, education of buyers, and public awareness

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Micromobility Legislation and Ordinances

- Federal Role in Micromobility
  - **E-Device Class System:** Developed by states (California, 2015) and Industry, widely adopted nationally
  - **E-bikes:** Defines e-bikes as consumer products under 15 U.S.C. § 2085 (≤750W, 20 mph) (Adopted 2002)
  - **E-scooters:** No unified federal definition—treated as consumer devices
  - **E-devices:** No registration, titling and insurance required for e-bikes and e-scooters
  - **Operations (where/how to ride):** Left to state and local jurisdictions to administer
  - **Federal role:** Safety and manufacturing standards; use on public land management; some funding for micromobility projects





Micromobility Legislation and Ordinances

- State of Florida Role in Micromobility
  - E-Scooter/Micromobility Devices § 316.2128 (Adopted 2019)
    - E-scooters/micromobility devices have same rights and duties as bicycles
    - No driver license, registration or insurance required
    - Local law enforcement can regulate operations based on state law
  - Bicycles & E-Bikes § 316.20655 (Adopted 2020)
    - E-bikes treated as bicycles, may operate wherever bicycles are allowed
    - No license, registration or insurance required
    - Local law enforcement can regulate operations based on state law
    - E-Device 3-class system



Micromobility Legislation and Ordinances

- SB 382 (2026) Micromobility Device
  - Requires yielding to pedestrians
  - Sets speed limit near pedestrians
  - Establishes a state task force
  - Clarifies enforcement
  - Mandates statewide tracking



Micromobility Legislation and Ordinances

- Yield to Pedestrians
  - Riders must yield to pedestrians on *shared-use paths*
  - Must give an audible warning before passing
  - Reduced speed limit: 10 mph within 50 feet of pedestrians
  - These rules mainly apply to *sidewalks and trails*



Micromobility Legislation and Ordinances

- Statewide Micromobility Taskforce
  - Identifying safety risks and policy gaps
  - 7 Members
    - Lead by DHSMV & Secretary of Transportation
    - Florida Sherif's Association
    - Florida Police Chiefs Association
    - Micromobility device industry
    - Florida League of Cities
    - Florida Association of Counties
    - Medical field organization involved in preventing injuries and fatalities
  - Recommend improvements to state law & regulatory policies
  - Report due October 1, 2026, to the Governor, Senate and House



Micromobility Legislation and Ordinances

- Enforcement
  - Violations are non-criminal traffic infractions and fines may be issued ($30 fine base, may be higher)
    - Not yielding and providing and audible signal to pedestrians
    - Not slowing down to 10 mph if a pedestrian is within 50 ft.



Micromobility Legislation and Ordinances

- Data and Monitoring
  - Requires each police department and sheriffs' office to record all micromobility-related crashes statewide providing reports to DHSMV by October 15, 2026
  - Standardizes reporting to include key data (date/time of crash, device class, age and device operator's driver's license status)
  - DHSMV has until Oct. 31, 2026, to provide a report on statewide crash data to the Governor, Senate and House



Micromobility Legislation and Ordinances

- **St. John's County**
  - January 2024: Ordinance 2024-05
    - E-devices must yield to pedestrians
    - Prohibits more riders than designed to accommodate
    - No weaving, reckless riding or unsafe speeds
  - August 2025: E-Bike Safety Resolution (Policy)
    - Yield to pedestrians
    - Give audible signal before passing
    - Violations are enforceable (written warning and fines)



Micromobility Legislation and Ordinances

- **City of Palm Coast**
  - October 2025: Ordinance 2025-18
    - Riders must be at least **11 years old** to operate e-bikes on streets, sidewalks, and shared-use paths
    - All riders must obey traffic laws and yield to pedestrians
    - Riders must provide an audible signal when overtaking others
    - **Government-issued photo ID** must be carried and presented to law enforcement upon request (e.g., driver's license, passport, military ID, school ID)
    - Violations may result in fines up to **$100 per offense**
    - Law enforcement officers are authorized to **impound e-bikes** operated in violation of the ordinance



Micromobility Legislation and Ordinances

- **City of Cocoa Beach**
  - September 2025: Ordinance 1700
    - E-Scooters are treated as E-bikes
    - **15 mph speed limit**
    - Must not be operated recklessly; speed must be reasonable for the conditions
    - Must slow to pass a pedestrian on sidewalks and provide audible signal to pedestrian
    - Must **operate with lights** before sunrise and after sunset
    - Helmet use required as per Florida State Law
    - Violation punishable by a fine per the Civil Code **($25-$500)**
    - Violations cited for those under age 16 will be made to **parents/guardians**



Micromobility Legislation and Ordinances

- **City of Winter Garden**
  - January 2026: Ordinance 2026-05
    - Addresses unsafe riding behavior
    - Protect pedestrians
    - Create clearer rules for where and how micromobility devices can be used
    - Violation punishable by a fine of $100
    - The parents and legal guardians of minors in violation are responsible for the payment of fines incurred by minors.
    - **No person under 15 years of age** may operate an E- Bike on a bicycle lane, bicycle path, right-of-way, road, sidewalk, or other City owned property.



Micromobility Legislation and Ordinances

Orange County Ordinance

- E-Bike Ordinance 2021-31 (adopted 2021)
  - E-bikes defined; classes 1, 2, 3 permitted, **devices treated as bikes**
  - E-bikes permitted on bike paths, shared use paths, bike lanes, streets, highways, roadways, and shoulders
  - Class 3 bikes not permitted on shared paths or county trails
  - E-bike users must yield to pedestrians on sidewalks and in crosswalks giving an audible signal to pedestrians before passing
- Micromobility Devices Ordinance 2022-07 (Adopted 2022)
  - Applies only to shared use devices, no regulation of private devices
  - E-scooters treated as bikes with same rights and responsibilities
  - Devices may not block sidewalks
  - Provisions for shared e-devices (up to three companies permitted)

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Stakeholder Engagement

- Kick-off Meeting in January 2026
- Five Subgroups
  - Public Health
  - Education
  - Technical
  - Legislation & Policy
  - Emergency Services



Stakeholder Engagement



Public Health

- Lack of Data
- Data Limitations
- Increase in injuries

Education

- Lack of Data
- Lack of education for device users both children & adults
- Inconsistency or lack of laws/ordinances
- Infrastructure needs
- Education for parents buying devices
- Additional staff and enforcement needs

Technical

- Lack of Data
- Lack of education for device users both children & adults
- Inconsistency or lack of laws/ordinances
- Infrastructure needs
- Data Limitations
- Need for regional design guidance

Legislation & Policy

- Lack of Data
- Lack of education for device users both children & adults
- Inconsistency or lack of laws/ordinances
- Infrastructure needs

EMS

- Lack of Data
- Lack of education for device users both children & adults
- Inconsistency or lack of laws/ordinances
- Infrastructure needs
- Response time concerns
- Sidewalks and Pedestrian Conflicts

Stakeholder Engagement

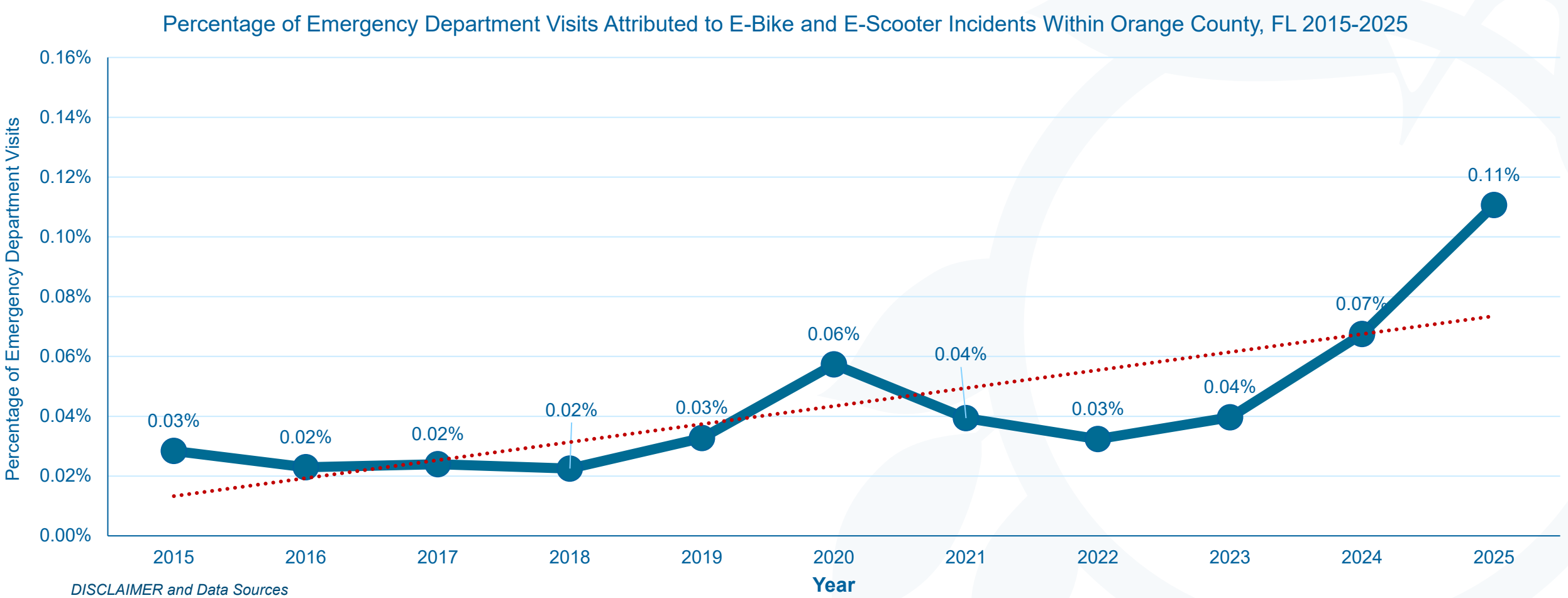
Dr. Mitchell Michalak, DrHSc, MPH, CIC, CPHQ

Lead Epidemiologist

Dr. Mitchell Michalak is the Lead Epidemiologist for the Applied Research and Evaluation Unit at the Florida Department of Health in Orange County. He specializes in emerging health threats, population health strategy, and advanced disease and injury surveillance. Dr. Michalak leads a multidisciplinary epidemiology and analytics team responsible for developing data-driven insights that inform countywide operations, strategic planning, and policy decision-making.



Micromobility Emergency Department Visits



DISCLAIMER and Data Sources

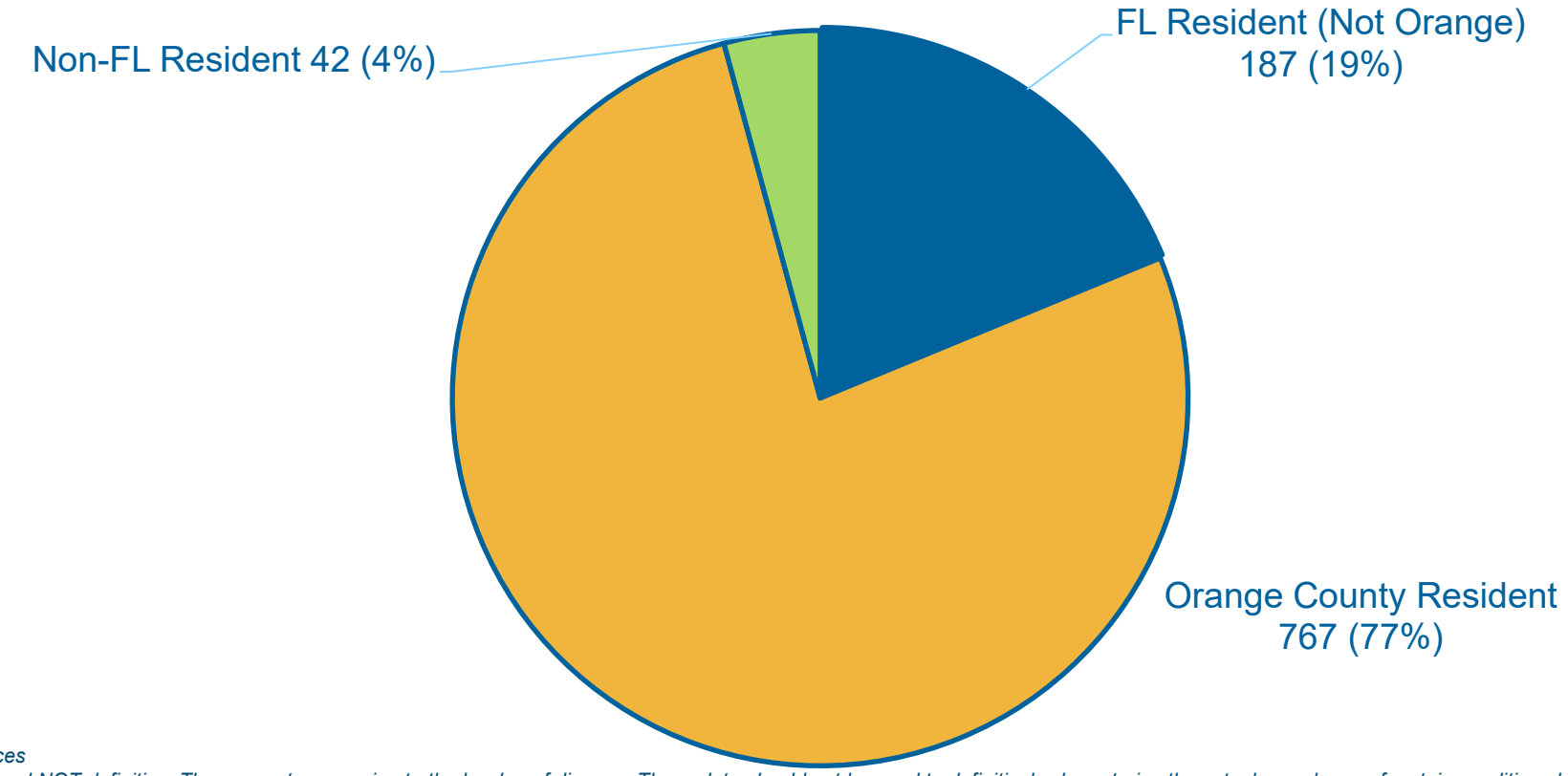
Syndromic data are tentative and NOT definitive. They serve to approximate the burden of disease. These data should not be used to definitively characterize the actual prevalence of certain conditions but rather inform situational awareness for response purposes. To report valid prevalence information, these syndromic data must undergo a lengthy cleaning process before external reporting. This occurs on an annual basis.

*SOURCE: Electronic Syndromic Surveillance System for the Early Notification of Community-Based Epidemics (ESSENCE) Query Portal: CC/DD Free-Text Search: ^scooter^,or,^e-scooter^,or,!lime!,ANDNOT,^lime disease^,or,!bird!,or,^electric scooter^,or,^yellow scooter^,or,^standing electric scooter^,or,!citi!,or,!citi bike!,or,^e-bike^*

Micromobility Emergency Department Visits

Florida HEALTH

Distribution of Residence for Emergency Department Visits Attributed to E-Scooter and E-Bike Incidents Within Orange County, FL 2025



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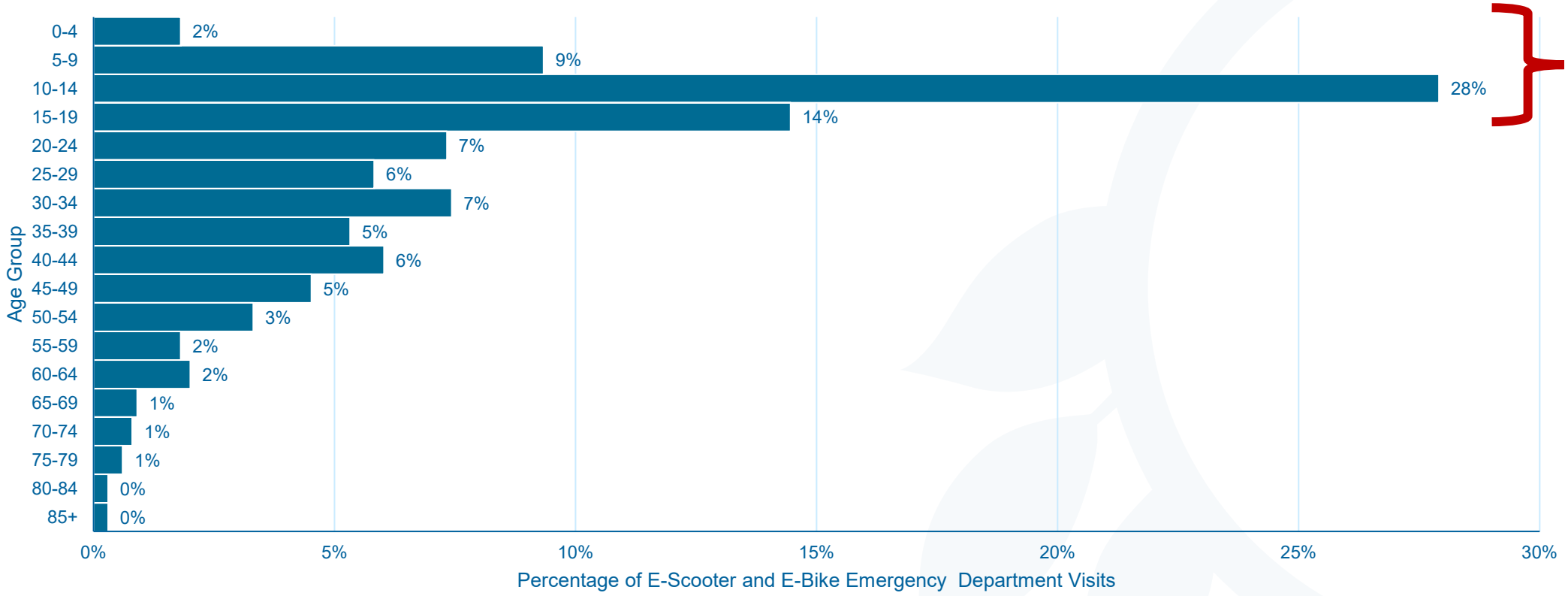
Micromobility Emergency Department Visits

Florida HEALTH

Age Distribution of Emergency Department Visits Attributed to E-Scooter and E-Bike Incidents Within Orange County, FL (2025)



~54% of All Visits Occurred Among Those Aged 19 and Younger

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Micromobility Emergency Department Visits

- Injuries related to micromobility crashes involving children 19 and younger are included in the 2026-2028 Community Health Improvement Plan (CHIP)

Goal IPS1:	Reduce the rate of preventable injuries within Orange County
Strategy IPS1.1	Increasing injury intervention strategies such as sharing effective solutions and implementing prevention programs is key to keeping residents in Orange County safe.
Objective IPS1.1.1	By December 31, 2028, reduce unintentional injury deaths per 100,000 from 45.7% (2024) to 41%. **Organization(s) Responsible:** DOH-Orange, Children's Safety Village, Orange County Sheriff's Office, Orlando Health, MetroPlan Orlando, Senior Resource Alliance, Orange County Board of County Commissioners **Data Source:** Deaths From Unintentional Injury



Activity IPS1.1.1.3	Reduce serious injuries and fatalities from micromobility crashes involving children aged 19 years and under by promoting prevention campaigns, events, and following municipality regulations.

Stakeholder Engagement

Orange County Public Schools

Nicolas Morrissey, MS, CIH, CSP

Director, Office of Occupational Safety & Health

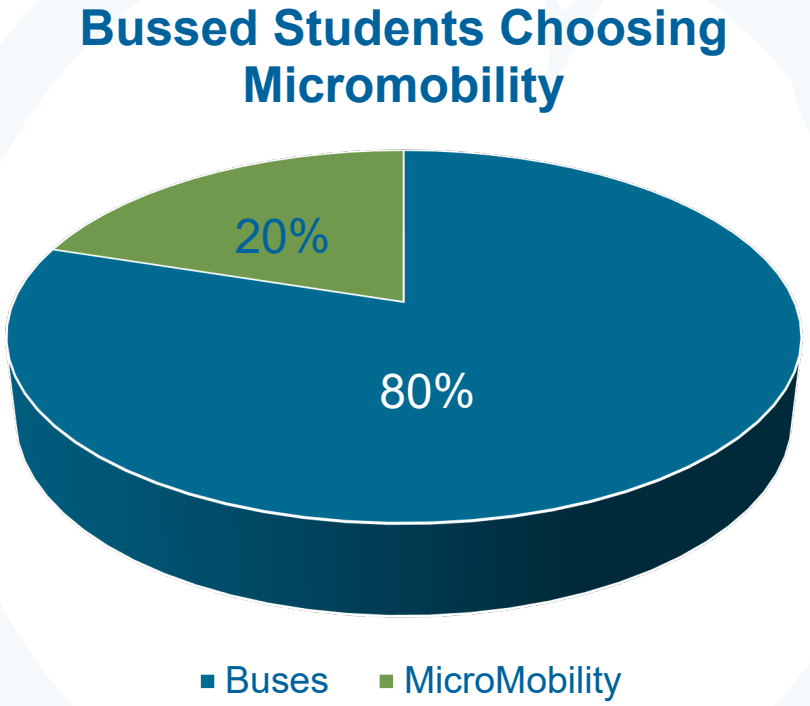


Nicolas is the Director of the Office of Occupational Safety and Health for Orange County Public Schools. He leads districtwide efforts to reduce injuries, strengthen safety culture, and manage risk for more than 25,000 staff across 200+ schools and facilities. His work includes partnering with local agencies to address emerging safety issues such as micromobility, pedestrian safety, and traffic management, using data-driven strategies to improve outcomes for students, staff, and families. He holds an M.S. in Occupational Health and Industrial Hygiene and is both a Certified Industrial Hygienist (CIH) and Certified Safety Professional (CSP).

Micromobility and Schools

Orange County Public Schools

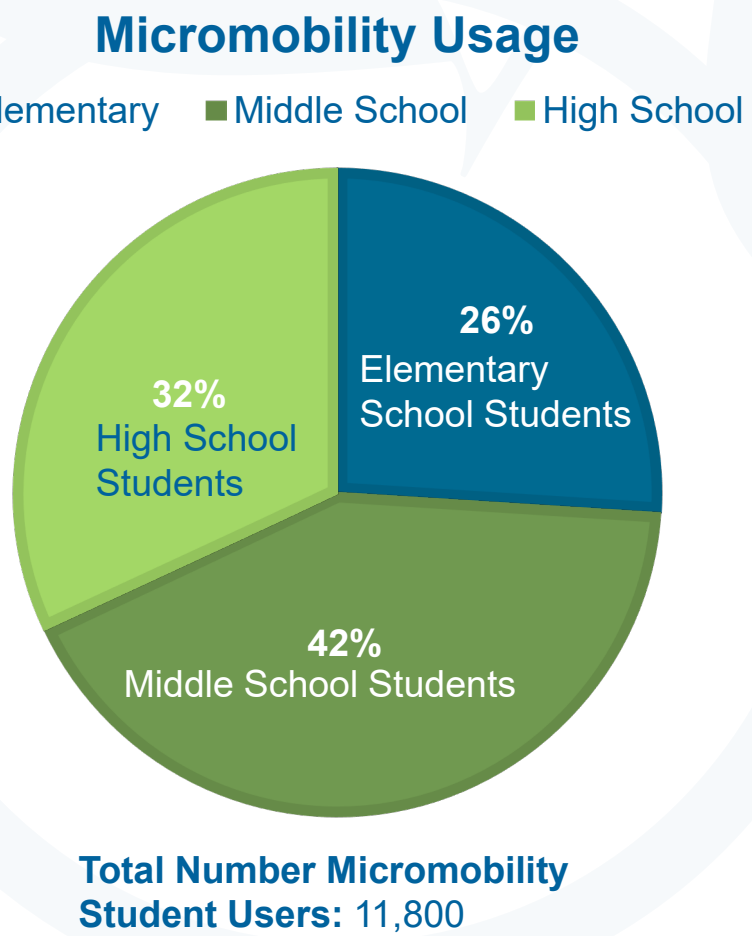
- Shifting Transportation Needs
  - Increasing preference for micromobility over traditional modes of transportation
  - For example, at one school, 20% of students who qualify and are routed on a bus choose to use a micromobility device instead
  - Eases the burden of transportation for many students who are involved in extracurriculars
- Lack of Education & Awareness
  - Limited guidance for students and parents on safe usage
- Operational & Enforcement Gaps



Micromobility and Schools

Orange County Public Schools

- Rapid Growth in Micromobility Use
  - Approximately 11,800 students district wide are using a micromobility device to commute to and from school
  - The highest usage of e-devices is from Middle School Students (42% of 11,800 total users)
- Safety Concerns
  - Rising in student injuries (on and off-campus)
  - Frequent “near miss" accidents
  - No clear understanding of rules of the road related to micromobility usage
- Safety Initiatives
  - Working with partners



Total Number Micromobility Student Users: 11,800

Stakeholder Engagement

ORANGE COUNTY SHERIFF'S OFFICE

Lieutenant Michael Crabb

Orange County Sherif's Office

Lieutenant Michael Crabb is a 30-year veteran of the Orange County Sheriff's Office. His current assignment in the Traffic Section places him in an area he is passionate about; keeping Orange County roads safe for everyone. He is responsible for the Motor Unit and is also a member of Sheriff Mina's Legislative Affairs team.



Micromobility & Law Enforcement

ORANGE COUNTY SHERIFF'S OFFICE

- Enforcement Challenges
  - Current statutory definitions are deficient and outdated
  - Education / enforcement options for Middle and High School age
  - Limited knowledge of traffic / pedestrian laws
  - Speeding and/or reckless driving
  - Distractions – phones and headphones
  - Parental awareness and engagement
  - Lack of manufacturer decals



Micromobility & Law Enforcement

ORANGE COUNTY SHERIFF'S OFFICE

Photos From Windermere HS on April 21, 2026



Micromobility & Law Enforcement

ORANGE COUNTY SHERIFF'S OFFICE

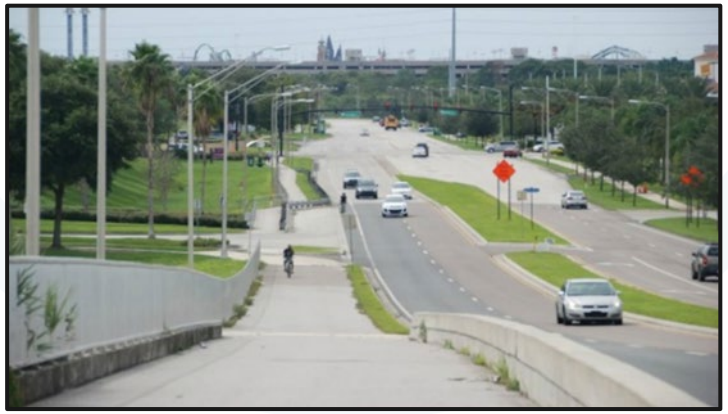


Micromobility & Law Enforcement

ORANGE COUNTY SHERIFF'S OFFICE

- Recommendations
  - Regulatory ordinance
    - Simplified Definitions for all types of Devices
    - Speed limits
    - Enforcement of reckless activities
    - Parental notification and responsibility
    - Post-notification accountability
    - Ability to impound
    - No e-bikes on sidewalks
  - Public awareness and education campaign





Stakeholder Engagement

Recap

- **Data Coordination:** Crash and injury data collection is underway per State mandate, but not integrated or operationalized locally
- **Public Awareness Efforts:** Education exists, but is decentralized and uncoordinated
- **School & Youth Safety Risk:** High usage among youth with limited formal policy alignment
- **Infrastructure Readiness:** Existing facilities not designed for mixed micromobility use
- **Regional Inconsistency:** Other jurisdictions have more detailed rules, creating user confusion
- **Regulatory Framework**: State law sets baseline rules, but no county-specific operating standards (speed by facility, parking, enforcement clarity) creates uncertainty
- **Enforcement Approach:** Violations are non-criminal and enforcement is inconsistent

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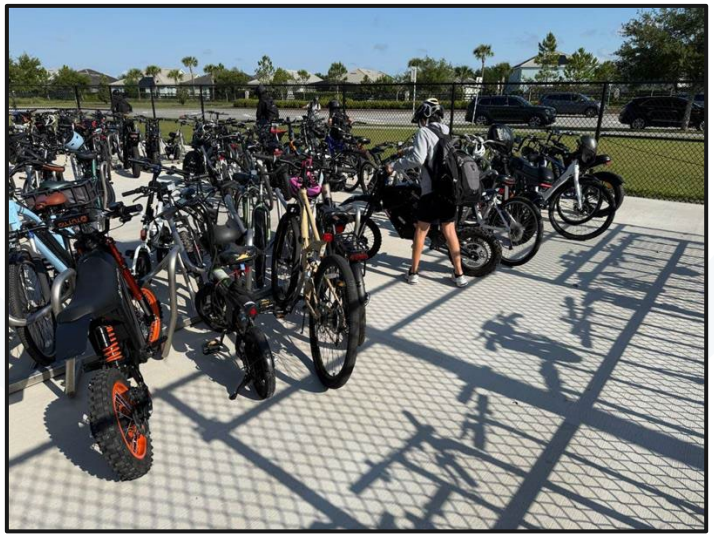
Recommended Strategies

1. Public Education Campaign
2. Safety Study & Infrastructure Improvements
3. Regional Policy Framework
4. Potential Regulatory Provisions





Recommended Strategies

1. Public Education Campaign

- Work with partners to launch a coordinated Countywide safety campaign on rules of the road (yielding, speed, helmets, safe riding, etc.)
- Develop consistent messaging across digital and local media, paired with point-of-sale education through partnerships with retailers and manufacturers
- Targeted outreach to educate residents, visitors, and new riders through community programs with community and nonprofit partners for broader outreach
- Develop multilingual and accessible materials to effectively reach diverse populations
- Reinforce safety messaging in alignment with State law and local ordinances



Recommended Strategies

2. Safety Study & Infrastructure Improvements

- Authorize and fund a countywide Safety and Infrastructure Study to assess network gaps, capital priorities, and funding strategies
  - Estimated cost is $250-500K
- Develop design requirements for bike lanes and shared use paths to accommodate devices
- Encourage new development to consider designated parking areas
- Use data and analysis to guide infrastructure and safety improvements
- Implement high-impact infrastructure safety improvements
  - Clear signage noting if devices permitted, operating rules, and speed limits
  - Striping, delineation, conflict zone markings
  - Corridor lighting in high-use areas and along key routes
- Establish designated parking areas to prevent sidewalk, bike lane, and ADA obstructions



Recommended Strategies

3. Regional Policy Framework

- Establish multi-disciplinary interagency workgroup (transportation, public safety, public health, and planning agencies)
  - Leverage partnerships and agency expertise
  - Align responsibilities, streamline decision-making, and ensure consistent implementation
  - Improve data collection and local reporting and analysis of crashes for planning and enforcement
- Develop a comprehensive County-wide policy framework: Formally recognize micromobility as a transportation mode
  - Develop clear policies and standard operating procedures
  - Ensure consistency across jurisdictions where possible
  - Review shared device programs against private device regulations
- Engage, monitor, and adjust: When appropriate and necessary, advocate for Statewide action and implement changes after State Taskforce report and following future legislative updates



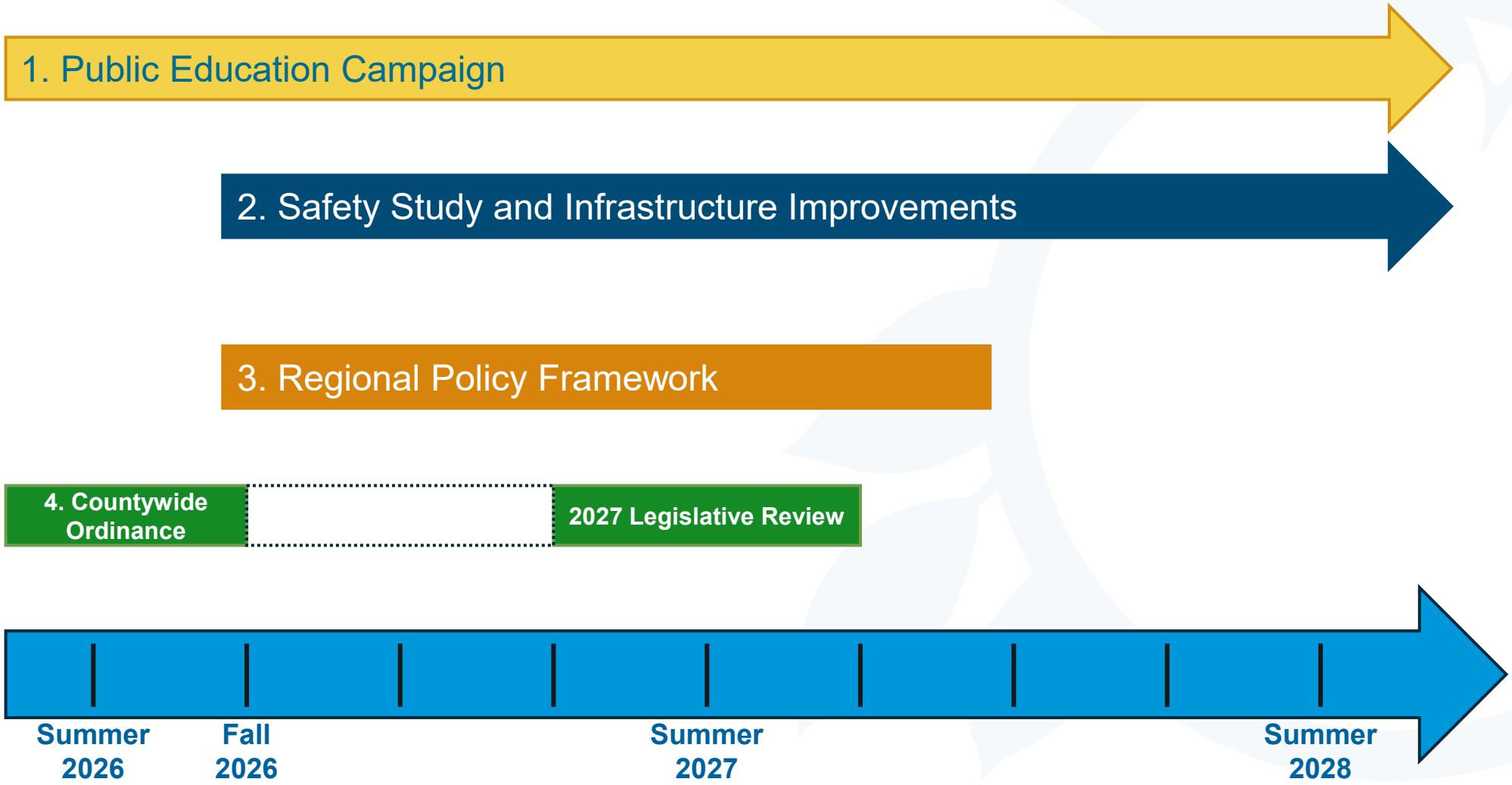
Recommended Strategies

4. Potential Regulatory Provisions

- Consider local ordinance (in coordination with municipalities):
  - Simplify definitions for all types of devices
  - Establish maximum speeds by facility type and device class
  - Match state requirements to reduce speed to 10 MPH within 50 feet of pedestrians on sidewalks, shared-use paths, and areas close to schools
  - Provide for enforcement of reckless activities
  - Reinforce helmet requirements consistent with Florida law
  - Prohibit more riders than designed device capacity
  - Parental notification and responsibility (post notification accountability)
  - Provide for ability to impound devices
  - Require front and rear lights sunset to sunrise
  - Prohibit devices from blocking sidewalks, shared-use paths, bike lanes, or ADA access
- Ordinance development could include community meetings, agency workshops, and BCC work session(s)



Recommended Strategies - Timeline



Presentation Outline

- Background and Overview
- Micromobility Legislation and Ordinances
- Stakeholder Engagement
  - FDOH: Dr. Mitchell Michalak
  - OCPS: Nicolas Morrissey
  - OCSO: Lieutenant Mike Crabb
- Recommended Strategies
- **Summary**
- Board Direction



Summary

- Micromobility devices provide a **low-cost transportation option** that **supports local business activity** while reducing public and individual transportation expenses that reduces vehicle trips and greenhouse emissions
- Rapid growth in micromobility use is contributing to an **increase in crashes and trauma-related injuries**, particularly in high-use and high-conflict areas
- Law enforcement is actively **addressing unsafe behavior**, but **limited tools, staffing, and lack of clear local standards** limit consistent enforcement and speed management
- Addressing micromobility challenges is essential to **advancing the County's Vision Zero** commitment to eliminate traffic fatalities and serious injuries
- Mayor Demings has **directed county staff to work with OCSO on development of a draft ordinance**, as well as enhanced education and training opportunities to immediately increase safety in the use of micromobility devices in Orange County.
- A comprehensive approach should combine sustained, **purposeful public education, a clear policy framework with potential regulatory provisions, and targeted safety and infrastructure assessments** to ensure Orange County remains a safe, healthy, and vibrant place to live, work, and play.

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Board Direction

Board Awareness:

Regional Policy Framework: Establish continuing workgroup to develop a comprehensive, regional policy framework in coordination with MetroPlan, FDOT, Law Enforcement, neighboring jurisdictions, and other state and local partners, to ensure consistency in policies and operations. *(Medium-term)*

Board Direction:

1. **Enhance Public Education:** Partner with stakeholders to launch educational campaigns specifically targeting youth and utilizing point-of-sale distribution. *(Immediate, then ongoing)*
2. **Conduct a Safety Study and Infrastructure Improvements:** Proceed with a comprehensive assessment to include infrastructure needs, future network planning, and potential capital priorities, with short term high impact safety improvements. *(Short-term to long-term)*
3. **Consider development of a County-wide Micromobility Ordinance:** Immediately incorporate SB 382 (2026) and consider recommended provisions in a draft ordinance and continue refinement of the ordinance by collaborating with regional partners to establish a scalable model for the region; return within three months for a work session with the Board to present draft ordinance. *(Short-term)*