

ICC/ANSI Standard A117.1
Scoping Task Group Report to the A117.1 Committee
July 10, 2014

The A117.1 Scoping Task Group was appointed by A117.1 Committee Chair Ken Schoonover and approved by the A117.1 Committee via Ballot 14.01 dated February 24, 2014 with the following Scope and Objectives, Tasks, and Timetable:

Scope and Objectives: Evaluate whether and/or to what extent scoping should be included to the standard. Make recommendations to the Committee for revising the scope of the standard accordingly.

Tasks: Considerations include, but are not limited to, the following:

1. Scoping for new construction.
2. Scoping for existing buildings, which can include some or all of:
 - a. Changes of occupancy.
 - b. Alterations.
 - c. Retrospective application of accessibility, such as the DOJ barrier removal concept.
3. If recommending yes to any scoping, consider the following:
 - a. Evaluate options for the format in which scoping can be incorporated and recommend a format (i.e. separate chapter, separate document, dispersed within current text, etc.)
 - b. Evaluate whether any changes to the committee make-up or structure are needed to maintain the standard.
4. If recommending no to scoping, consider the following:
 - a. Provide recommendations on how scoping would or could be included in the standard, consistent with #3 above, if scoping were to be included.
 - b. Make recommendations on whether and/or to what extent the Committee should provide guidance to model code organizations and other scoping entities on the development of scoping provisions.
5. Review current provisions in the standard that are, or appear to be, scoping and make recommendations on the disposition of those provisions.
6. Document in writing the pros and cons of each major issue and recommendation considered by the Task Group (i.e. anticipate the broad discussion by the full Committee and provide a summary of all sides of your deliberations).

Timetable: To be completed prior to the next meeting of the Committee – July 2014

Task Group Members:

Ron Burton, Chair
Doug Anderson
Dan Bartz
Brian Black
Gene Boecker
Gina Hilberry
Rick Lupton
Dominic Marinelli
Marsha Mazz
John Salmen
Kermit Robinson – ICC staff liaison

The Task Group held six meetings via conference call (March 25, April 17, April 23, May 7, May 21, and June 4). We considered several key issues and questions consistent with our scope and objectives charge and specifically considered the list of suggested tasks we were given. We also discussed numerous other issues and questions in the course of our deliberations.

The recommendations to the Committee contained in this report represent a consensus of the Task Group members, but we did not reach unanimity on all of these recommendations. Dissenting views on some recommendations are both expected and welcomed. We feel the Committee will be better served if these views are considered along with our recommendations in Committee deliberations.

As indicated, we have reached consensus on a number of points and respectfully recommend the following actions to the Committee:

- Recommend the A117.1 Committee include scoping provisions in the A117.1 Standard.
- Recommend the A117.1 Committee begin the process of developing a separate scoping document such as an appendix, additional chapter, bridge document, or commentary giving priority to the inclusion of International Code Council (ICC) code scoping provisions. The Task Group did not reach consensus on which format would best accomplish this goal.
- Recommend that initial development of this separate scoping document should include scoping provisions contained in the current A117.1 Standard as well as the scoping provisions impacting accessibility provisions in the ICC codes, and in particular the *International Existing Building Code* (IEBC). We further suggest that the Committee will need to consider possible conflicts between scoping provisions in the A117.1 Standard and the ICC codes. The Task Group was not able to do a comprehensive review to identify specific scoping for specific technical provisions currently in the A117.1 Standard in the time afforded in our defined timetable.
- Recommend A117.1 Committee consideration of existing buildings scoping issues should be added to the scope of the A117.1 Committee work.
- Recommend the A117.1 Standard separate scoping document provisions should function exactly like the scoping provisions in ICC codes relative to their impact on existing buildings. The Task Group feels this will ensure the A117.1 document mirrors the scoping provisions from the IEBC, including threshold levels 1, 2, and 3 so as to minimize scoping conflicts. This recommendation is made with the understanding that some things could be exempt from all three threshold levels, and also that there could be differences in specific scoping provisions between the A117.1 Standard and the IEBC – however, the Task Group does not feel this would preclude implementation of this recommendation.
- Recommend that the process of developing proposed scoping provisions for the ICC code development process and the A117.1 Standard should begin as soon as practical. Development of proposed scoping provisions intended for ICC codes should be understood to be a multi-cycle process (2015-2018 ICC cycles).
- Recommend development of a separate A117.1 Standard scoping document should include identification of current scoping provisions in the A117.1 Standard, ICC codes, federal regulations, & other relevant documents.

In addition to the recommendations contained in this report, additional information that was developed by several Task Group members during our deliberations is included in our report. We feel this information will be helpful in the Committee consideration of our recommendations. This consists of:

- A paper entitled *Benefits of Including Scoping in ICC/ANSI A117.1* developed by Marsha Mazz and Brian Black,

- Memorandum from Brian Black representing the National Elevator Industry, Inc. dated June 17 discussing the benefits and disadvantages of developing a separate scoping document for future editions of the A117.1 Standard,
- Email dated June 18 from Rick Lupton with additional comments on the two items above along with suggestions on other strategies the A117.1 Committee might consider,
- Email dated April 20 from John Salmen with a spreadsheet representing his vision of how a bridge document or advisory/commentary on scoping might be organized,
- Email dated April 23 from Gene Boecker suggesting how IEBC scoping provisions could be included with the scoping from ICC/ANSI A117.1-2010, and
- Memorandum from Brian Black representing the National Elevator Industry, Inc. dated March 22 outlining three general models for scoping provisions that currently exist in the marketplace.

I want to thank the members of the Task Force for all the hard work over many weeks that went into producing this report. Many of the issues surrounding scoping provisions in the A117.1 Standard are controversial and the Task Force did a terrific job to produce recommendations that I believe will serve the A117.1 Committee well.

Respectfully Submitted:
Ron Burton, Chair
July 10, 2014

Additional Information
for
A117.1 Committee Deliberations

Benefits of Including Scoping in ICC/ANSI A117.1

Developed by Marsha Mazz with Suggestions from Brian Black

Benefits of a Single Document

1. A single document format will make it easier for users to associate scoping requirements with the technical criteria.
2. Scoping can be more precise. For example, scoping can refer to specific sections of the standard, rather than topics. Reference to topics can lead to confusion e.g. sinks versus lavatories and signs with raised letters versus braille.
3. A single document format will potentially allow users (architects and owners, in particular) to more easily compare the requirements of the Standard with the design and construction requirements of the ADA.¹

¹ Note. The A117.1 should also remain consistent with the requirements of the FHA in order to continue to serve as a safe harbor document.

4. A single document format will result in better consistency in application when referenced by differing model codes, state and local authorities having jurisdiction, and the Federal government.

Improvements in the Standards Development Process

5. Currently, the development cycles for the Standard and the IBC are not coordinated (5 years versus 3 years). The more lengthy Standard development cycle can allow for more in-depth consideration of changes. Where changes are evidence-based, a longer lead-time provides for greater interaction between the committee and researchers.
6. Proponents of technical proposals would need to consider how the changes would be scoped, including application to existing buildings, resulting in a more thorough consideration of the impacts.

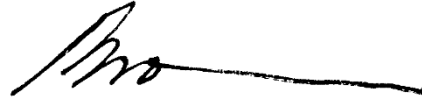
Potential Improvements in Participation

7. Individuals and organizations interested in accessibility currently must participate in two separate forums in order to ensure the desired outcome. Associated costs make it particularly difficult for individuals and small businesses to participate fully in both the standard and code development processes. The cost of participation serves as a deterrent for individuals with disabilities and small business owners who are often sole practitioners that are not supported by an organization. As a result, many affected parties are under-represented in the code development process.
8. Including scoping in the document will require more time and effort on the part of the A117 Committee. However, if the committee were to work steadily during the full 5-year cycle, we can be more productive. Greater use of task groups and teleconferences would minimize the drain on resources.

memorandum

TO: A117 Scoping Working Group

FROM: Brian Black, Code & Safety Director



DATE: June 17, 2014

RE: Scoping requirements in ICC A117.1

We have discussed the benefits and disadvantages of developing a scoping section or chapter for a future edition of the A117.1 standard. We have also considered the likelihood of the ICC Board of Directors allowing the A117 Committee to adopt and replicate the scoping requirements of the current IBC and IEBC into the A117.1 standard and whether this would mean removing those provisions from the IBC and IEBC. If not removed from the building codes, maintaining consistency between the IBC/IEBC and A117.1 scoping provisions would be an additional challenge.

Another option is developing scoping language for A117.1 that replicates the scoping requirements of the 2010 ADA Standards for Accessible Design using I-Code designations and terminology. This approach was taken after HUD published its Fair Housing Accessibility Guidelines when members of the disability and housing communities translated those guidelines into the *2000 ICC Code Requirements for Housing Accessibility*. This new document, an *ICC Code Requirements for ADA Accessibility* could be published as a companion to the A117.1 standard or included as a separate chapter in the standard. It could also serve as a companion for the *2000 ICC Code Requirements for Housing Accessibility* and be adopted in those jurisdictions that desire building codes that meet but do not exceed the federal accessibility requirements.

Below is an example of how current text in Chapter 11 of the 2012 IBC could be amended to replicate the 2010 Standards for Accessible Design.

2010 Standards for Accessible Design	ICC Code Requirements for ADA Accessibility
<p>206.2.3 Multi-Story Buildings and Facilities. At least one accessible route shall connect each story and mezzanine in multi-story buildings and facilities.</p>	<p>CRAA 1104.4 Multilevel buildings and facilities. At least one accessible route shall connect each accessible level, including mezzanines, in multistory buildings and facilities.</p>
<p>EXCEPTIONS: 1. In private buildings or facilities that are less than three stories or that have less than 3000 square feet (279 m²) per story, an accessible route shall not be required to connect stories provided that the building or facility is not a shopping center, a shopping mall, the professional office of a health care provider, a terminal, depot or other station used for specified public transportation, an airport passenger terminal, or another type of facility as determined by the Attorney General.</p>	<p>Exceptions: 1. An accessible route is not required <u>in private buildings and facilities</u> to stories and mezzanines that have an aggregate area of not more than 3,000 square feet (278.7 m²) <u>and in buildings that are less than three stories</u>. This exception shall not apply to: 1.1 Multiple tenant facilities of Group M occupancies containing five or more tenant spaces; 1.2 Levels containing offices of health care providers (Group B or I); or 1.3 Passenger transportation facilities and airports (Groups A-3 or B).</p>

2010 Standards for Accessible Design	ICC Code Requirements for ADA Accessibility
<p>3. In detention and correctional facilities, an accessible route shall not be required to connect stories where cells with mobility features required to comply with 807.2, all common use areas serving cells with mobility features required to comply with 807.2, and all public use areas are on an accessible route.</p>	<p>2. Levels that do not contain accessible elements or other spaces as determined by Section 1107 or 1108</p>
<p>4. In residential facilities, an accessible route shall not be required to connect stories where residential dwelling units with mobility features required to comply with 809.2 through 809.4, all common use areas serving residential dwelling units with mobility features required to comply with 809.2 through 809.4, and public use areas serving residential dwelling units are on an accessible route.</p>	
<p>5. Within multi-story transient lodging guest rooms with mobility features required to comply with 806.2, an accessible route shall not be required to connect stories provided that spaces complying with 806.2 are on an accessible route and sleeping accommodations for two persons minimum are provided on a story served by an accessible route.</p>	
<p>6. In air traffic control towers, an accessible route shall not be required to serve the cab and the floor immediately below the cab.</p>	<p>3. In air traffic control towers, an accessible route is not required to serve the cab and the floor immediately below the cab.</p>
<p>2. Where a two story public building or facility has one story with an occupant load of five or fewer persons that does not contain public use space, that story shall not be required to be connected to the story above or below.</p>	<p>4. Where a two-story <u>public</u> building or facility has one story with an occupant load not required to be served by an accessible of five or fewer persons that does not contain public <u>use</u> space, that story shall not be required to be connected by an accessible route to the story above or below.</p>
<p>1. Raised courtroom stations, including judges' benches, clerks' stations, bailiffs' stations, deputy clerks' stations, and court reporters' stations shall not be required to provide vertical access provided that the required clear floor space, maneuvering space, and, if appropriate, electrical service are installed at the time of initial construction to allow future installation of a means of vertical access</p>	<p>5. Vertical access to elevated employee work stations within a courtroom is not required at the time of initial construction, provided a ramp, lift or elevator can be installed without reconfiguration or extension of the courtroom or extension of the electrical system.</p>

2010 Standards for Accessible Design	ICC Code Requirements for ADA Accessibility
complying with 405, 407, 408, or 410 without requiring substantial reconstruction of the space.	

Wednesday, June 18, 2014 1:41 PM

Fellow committee members,

Marsha and Brian have both written excellent documents with which to put forth our recommendations to the A117.1 Committee at large. Additionally, I would like us to be clear that whether the IBC/IEBC codes drop scoping language is outside of the A117.1 Committee's hands and that the benefits (and disadvantages) of adding scoping to the A117.1 Standard should be considered independently and, as if the home of the scoping provisions of the IBC/IEBC remained in those codes. Please don't misunderstand, I'm not advocating one way or another of whether we ask ICC to make the A117.1 Standard the home of the scoping provisions –I only think it fair that the Committee at large consider additional effort on this project with their eyes wide open.

One other strategy, that I mentioned briefly in a past meeting, is to ask ICC to make accessibility an independent code development committee –rather than a part of a broader scope committee. This strategy has an advantage of a more focused voice towards accessibility in the I-codes without confronting the angst of moving control of the scoping provisions from the codes to the standard. I am also concerned about this committee's ability to take on the additional task of scoping in a timely manner. Of course this strategy would still have many of the disadvantages that Marsha notes, as the scoping would remain in the codes.

Sincerely,

Rick Lupton

Engineering & Technical Codes Mgr

City of Seattle, Dept of Planning & Development

Sunday, April 20, 2014 10:35 AM

Ron et al,

Attached is a change tracked mark-up of the excellent meeting notes Ron and Kermit prepared based on my additional notes and memories of the meeting. I believe our meeting notes are going to be very important to document and help us defend what we are proposing to the committee (and the world), so I hope you will forgive the number and detail of my edits.

One important thing, is that I am suggesting that we continue what Ron did at the beginning of our last meeting, by starting off identifying what we have agreed to and what is pending. I am suggesting that we do it as a list as shown in the attached.

I also am offering a draft vision of what part of the “bridge” document or advisory/commentary on scoping might look like. This sortable spreadsheet is just something to help us visualize what we might be talking about. (I fully recognize that this may not be it! And please note that the info filled into the boxes may not be accurate or correct).

Please critique my edits and comments to the Meeting Notes, as several of them are substantive. I look forward to our meeting on Wednesday.

John P.S. Salmen, AIA^[L]_[SEP] President - Universal Designers & Consultants, Inc.^[L]_[SEP] 301.270-2470 (v/tty)^[L]_[SEP] 301 270-8199 (fax)^[L]_[SEP]

Note: See attached Excel Spreadsheet

Wednesday, April 23, 2014 11:27 AM

I penned up something that might act as a discussion point for “scoping” based on Dave’s outline and Marsha’s comments.

It would take the basic scoping from the 2010 Standards and use that in Chapter 2 but inserting the text from the Existing Building Code for scoping of those provisions rather than that in the 2010 Standards. The lighter shading text was just to indicate the extent of added text. I did not attempt to rewrite the entire thing. That would be a major task and the intent was only to illustrate a method for addressing the scoping. How this fits in with a bridging document should be discussed, I would hope.

Gene Boecker, AIA  Senior Project Consultant

CODE CONSULTANTS, INC.

phone: 314.991.2633 mobile: 314.495.5347

Chapter 1. Application and Administration

101 Title

This document shall be known as Accessible and Usable Buildings and Facilities, hereinafter referred to as ‘this standard’.

102 Purpose

The technical criteria in Chapters 3 through 10, Sections 1102, 1103 and 1106 of this standard make sites, facilities, buildings and elements accessible to and usable by people with such physical disabilities as the inability to walk, difficulty walking, reliance on walking aids, blindness and visual impairment, deafness and hearing impairment, incoordination, reaching and manipulation disabilities, lack of stamina, difficulty interpreting and reacting to sensory information, and extremes of physical size. The intent of these sections is to allow a person with a physical disability to independently get to, enter, and use a site, facility, building, or element.

Section 1104 of this standard provides criteria for Type B units. These criteria are intended to be consistent with the intent of the criteria of the U.S. Department of Housing and Urban Development (HUD) Fair Housing Accessibility Guidelines. The Type B units are intended to supplement, not replace, Accessible units or Type A units as specified in this standard.

Section 1105 of this standard provides criteria for minimal accessibility features for one and two family dwelling units and townhouses which are not covered by the U.S. Department of Housing and Urban Development (HUD) Fair Housing Accessibility Guidelines.

This standard is intended for adoption by government agencies and by organizations setting model codes to achieve uniformity in the technical design criteria in building codes and other regulations.

102.1 Applicability. Sites, facilities, buildings, and elements required to be accessible by the requirements in Chapter 2 shall comply with the applicable provisions of Chapters 3 through 10. Dwelling units and sleeping units required by Chapter 2 to meet specific accessibility provisions shall comply with the applicable provisions of Chapter 11.

103 Human Factors Provisions

104 Compliance Alternatives

105 Conventions

106 Referenced Documents

107 Definitions

107.5 Defined Terms.

Copy definitions from the IEBC for:

ADDITION. An extension or increase in floor area, number of stories, or height of a building or structure.

ALTERATION. Any construction or renovation to an existing structure other than a *repair* or *addition*. Alterations are classified as Level 1, Level 2 and Level 3.

CHANGE OF OCCUPANCY. A change in the purpose or level of activity within a building that involves a change in application of the requirements of this code.

CODE OFFICIAL.

DANGEROUS.

EQUIPMENT OR FIXTURE.

EXISTING BUILDING.

FACILITY.

FLOOD HAZARD AREA.

HISTORIC BUILDING.

LOAD-BEARING ELEMENT.

NONCOMBUSTIBLE MATERIAL.

PRIMARY FUNCTION.

REGISTERED DESIGN PROFESSIONAL IN

RESPONSIBLE CHARGE.

REHABILITATION.

REHABILITATION, SEISMIC.

REPAIR.

SEISMIC LOADING.

SUBSTANTIAL DAMAGE.

SUBSTANTIAL IMPROVEMENT.

SUBSTANTIAL STRUCTURAL DAMAGE.

TECHNICALLY INFEASIBLE.

UNSAFE.

WORK AREA.

Add new 107.6

107.6 Classification of Work

Bring in the text from Chapter 5 to describe the various aspects for existing work

501.1, 501.1.1

502 (all revise as follows)

502.1 Scope. *Repairs, as defined in Chapter 1, include the patching or restoration or replacement of damaged materials, elements, equipment or fixtures for the purpose of maintaining such components in good or sound condition with respect to existing loads or performance requirements.*

502.2 Application. *Repairs shall ~~comply with the provisions of Chapter 6.~~ be done in a manner that maintains the level of accessibility provided.*

502.3 Related work. *Work on nondamaged components that is necessary for the required repair of damaged components shall be considered part of the repair and shall not be subject to the provisions of ~~Chapter 7, 8, 9, 10 or 11.~~ Chapters 3 through 11.*

503 (all)

TO: A117 Scoping Task Group
FROM: Brian Black, *NEII* Code & Safety
DATE: March 22, 2014
SUBJ: Scoping



Director

Allow me to offer some introductory thoughts as our Task Group begins its work. It may be helpful for us to define the various codes and standards models that currently exist to determine the direction *vis a vis* scoping that A117.1 should take in this cycle.

I believe there are three general models available to us:

The Comprehensive “All-in-One” Document. Best exemplified by AGAAG and UFAS, this model is also used by jurisdictions like California and Massachusetts in their accessibility regulations. For our purposes, this would involve creating a new chapter that specifies what buildings and facilities are required to be accessible, and what spaces and elements in those buildings and facilities must comply with the A117.1 technical requirements. In theory, this new code/standard could then be adopted as a stand-alone document by jurisdictions or referenced in model building codes.

The challenge with this is best exemplified by the process many of us went through years ago in harmonizing the ICC *International Building Code* and *International Existing Building Code* with ADAAG. Because the I-Codes regulate buildings based on their occupancy or use group, the A117 Committee would need to either incorporate use groups like Groups A-1 through A-5, B, E, I, *etc.* or develop “generic” occupancy definitions that will fit into the model codes. The problem with the first approach is that I-Code designations will not fit into NFPA and some state building codes. The problem with the second approach is that our definitions may not fit those in the model codes adequately.

The Present Model. In this model the A117.1 standard establishes the technical criteria for accessibility and model or state/local codes scope what buildings, facilities, spaces and elements need to be accessible. Note that in my description of this model, A117.1 does not and would not scope anything (except within dwelling units and sleeping units in Chapter 10). More on this in a moment.

Separate Standards for New and Existing Construction. The example most familiar to me is in the ASME A17 family of codes. ASME A17.1/CSA B44, the *Safety Code for Elevators and Escalators* establishes requirements for new elevators, escalators, moving walks, *etc.* ASME A17.3, the *Safety Code for Existing Elevator and Escalators* applies essential safety requirements to existing equipment. The A117 Committee could take a similar approach by stripping all of the criteria for existing elements and spaces from the standard and creating either a separate chapter (which I think would be cumbersome) or a separate document. The latter approach could end up creating a new and-alone standard as big as A117.1, or rely on cross-referencing

A117 Scoping Task Group
March 22, 2014
Page 2

A117.1 for dimensions that would not be limited by existing building constraints. For example, clear floor space in an existing toilet room could be permitted to be smaller in existing construction than that required by A117.1, but water closet seat heights would need to comply with new construction requirements.

Finally, I would propose we discuss the following: Does the current A117.1 really “scope” anything?

I believe the answer is “No” under our current codes and standards paradigm in which building codes define *what* has to be accessible and A117.1 dictates *how* something is made accessible. Since its 1980 edition A117 has provided allowances for certain accessible features in existing buildings, but never specifies when a building, space or element needs to be

accessible. Codes like the ICC *International Existing Building Code* make that determination, and A117.1 merely specifies how an element in an existing building can deviate from the new construction criteria once some other document has required accessibility.

This is mirrored in the *2010 ADA Standards for Accessible Design*. Chapter 2 is entitled “Scoping”, and Chapters 3-10 provide technical accessibility criteria similar to those in A117.1. Chapter 2 specifies when a building is required to have an elevator, while Chapter 4 provides certain technical exceptions for existing elevators. In the same way, A117.1 never specifies when an elevator is required or when an existing elevator needs to be made accessible. It simply provides allowances for its technical accessibility requirements when applied to existing equipment.

The term “scoping” was thrown around in our recent A117 Committee meetings, which gave birth to our current Task Group deliberations. It occurred to me that many of us had different perspectives on what “scoping” means. Our first task as a Task Group should be finding a common definition on which our discussions can be based.