Needs and Funding

Prepared as Background for the
Washington State Bicycle Facilities and Pedestrian
Walkways Plan
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<td>School Zone Safety Needs on State Highways</td>
<td>After Main Text</td>
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</tbody>
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CHAPTER C.1  Introduction

I. Overview

This report examines various current bicycle and pedestrian related needs in Washington. The analysis of needs is based on a review of planned local, regional and state transportation projects, the data analysis in Milestone Report B, the public opinion survey, and comments made during the public hearings. As the Plan is developed, additional information or analysis may result in the identification of additional bicycle and pedestrian needs.

Requirements of the State’s Bicycle Facilities and Pedestrian Walkways Plan

Consistent with Washington State Law (RCW 47.06.100) and federal guidance, the scope of this project includes:

#1: Establishing a statewide strategy for addressing bicycle and pedestrian transportation.

For bicycle and pedestrian modes to be viable choices for citizens, they should be included in all aspects of the transportation system—planning, project development, funding, implementation, and maintenance. This report examines the level of this inclusion.

#2: Integrating bicycle and pedestrian travel with other transportation modes.

Bicycling and walking are ways people access buses, trains and ferries. For many people, non-motorized modes are the only way to access transit. Bus stops, park-and-ride lots, and inter-modal stations will be analyzed for bicycle and pedestrian accessibility, including bicycle parking.

#3: Coordinating WSDOT and local municipalities, regional planning entities and transit agencies.

To improve safety andmotor mobility, planners and engineers at all levels of government should improve coordination. State, regional and local policies and operations are analyzed for coordination opportunities.
#4: Determining the role of bicycle and pedestrian transportation in reducing automobile congestion.

Reducing congestion and resulting green house gas emissions requires giving people viable transportation choices. Sidewalks and accessible pedestrian routes get people from home to their destinations and to transit stations and stops. Trails and bicycle lanes allow people to ride a bike, instead of driving for many trips, and provide another way to access transit. Bike and pedestrian connections are analyzed for gaps and opportunities.

#5: Assessing statewide bicycle and pedestrian needs (needs related to state, city and county routes).

How much funding will it take to significantly improve the bike and pedestrian travel in Washington? Analyzing existing conditions will lead to an estimate of cost to build high-priority bike and pedestrian infrastructure.

Organization of Report

After this introduction, this report is divided into three additional chapters. Chapter C.2 describes the current need for additional bicycle and pedestrian data. Chapter C.3 discusses local and state unfunded non-motorized needs identified in Transportation Improvement Plans, the 2003 Nickel projects, and the 2005 Transportation Partnerships Act Projects. Chapter C.4 identifies bicycle and pedestrian needs in the areas of education and enforcement.
Chapter C.2  Identified Data Needs

*Facility Data Need*

Having a consistent set of data for pedestrian and bicycle facilities within the state is critical to gain a clear understanding of safety and mobility needs. A review of the GIS data currently available from WSDOT shows that there are some gaps in the overall facility data. For example, there is little count data available and information about existing right of way is not readily available. Knowing how current conditions meet the needs of bicyclists indicates where improvements are needed, and what specific aspects of each roadway could be modified to make state route safer for bicyclists.

Additionally, bicycle and pedestrian facility data currently lacks consistency. Different WSDOT Regions, RTPOs or local agencies collect the same type of data in different ways or formats, which leads to disparity between data sets. They also collect different data sets as well. Consequently, these various discrepancies in data collection means that information which is available in one region or locality is not always available in others, making consistent documentation of existing conditions on a statewide level very difficult.

*Crash Data Need*

A chronic problem with bicycle and pedestrian crash data nationwide is the number of crashes which go unrecorded. In a sample of cases collected at eight hospital emergency rooms in three states, only 59 percent of the pedestrians and 50 percent of the bicyclists successfully linked to cases reported on their respective state motor vehicle crash data.\(^1\)

No immediate method of correcting this deficiency is available, but the State can explore other optional methods of gathering information, including the use of hospital release data, or self recorded crash data from advocacy clubs. WSDOT may also consider working with other states, the Washington State Patrol, the Washington Traffic Safety Commission, Washington State hospitals, and others to develop more efficient and effective means of gathering pedestrian and bicycle crash data.

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\(^1\) FHWA, *Injuries to Pedestrians and Bicyclists: An Analysis Based on Hospital Emergency Room Data*, FHWA-RD-99-078
Demand Data Need

The State of Washington has little data on the use of bicycle and pedestrian facilities. Some location jurisdictions have use data on specific facilities; Seattle has begun a bicycle and pedestrian counting program to increase their data base. More information on how much use pedestrian and bicycle facilities are getting would greatly help understand the overall need and demand for facilities. Specific use data at various locations along existing facilities and general use data gathered on existing roadways can begin to create a better data set. While methods have been developed to estimate demand based on factors such as land use, latent demand is such an unknown factor that there is no reliable substitute for collecting count data. Counts may also be used to estimate impacts to air quality and reductions in green house gas emissions. Although there is the potential for bicycle and pedestrian count data to be misused or used to make a case for exclusion of non-motorized facilities, overall, the benefits of having more use data so that the need and demand can be better understood outweighs the potential problems.
Chapter C.3  Identified Facility Needs

Local and State Non-motorized Needs in Transportation Improvement Plans (TIPs)

The unfunded need for bicycle and pedestrian improvements on local (city and county) and state facilities are significant. Most local governments include bicycle, pedestrian and ADA projects in the Transportation Improvement Plans (TIPs) they submit to WSDOT each year. For 2007-2008, the total statewide cost for bicycle and pedestrian facility and program requests is more than $1.2 Million. Table C.3-1 provides a summary of those costs.

<table>
<thead>
<tr>
<th>Type of Request</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shared Use Path</td>
<td>$475,728,000</td>
</tr>
<tr>
<td>Sidewalks</td>
<td>$444,091,000</td>
</tr>
<tr>
<td>Shoulders</td>
<td>$189,051,000</td>
</tr>
<tr>
<td>Roadway Crossings</td>
<td>$54,137,000</td>
</tr>
<tr>
<td>Bicycle Lanes</td>
<td>$32,622,000</td>
</tr>
<tr>
<td>Ferry Access</td>
<td>$20,000,000</td>
</tr>
<tr>
<td>Lighting</td>
<td>$1,181,000</td>
</tr>
<tr>
<td>Planning or Education</td>
<td>$1,005,000</td>
</tr>
<tr>
<td>ADA Compliance</td>
<td>$515,000</td>
</tr>
<tr>
<td>Signage</td>
<td>$120,000</td>
</tr>
<tr>
<td>Bicycle Parking</td>
<td>$83,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,218,533,000</strong></td>
</tr>
</tbody>
</table>

Included in TIPs are specific bicycle and pedestrian projects located on both local roads and streets and on state highways. Appendix A, included at the end of this report, is a detailed list of needs which includes unfunded local TIP projects (still being updated as more TIPs are received by WSDOT).

Local and State Non-motorized Needs Associated with TPA and Nickel Projects

Federal Guidance and state guidance (discussed in Report D) requires all new and reconstruction projects to consider including non-motorized accommodations with few exception. Most of the projects listed in the 2005 Transportation Partnerships Act (TPA) and “Nickel projects”, or projects resulting from the 5 cent gas tax increase passed by the Washington State legislature in 2003, fall into this category. In some cases, it may make sense from an efficiency standpoint to include non-motorized safety and mobility.
elements in these projects rather than retrofit completed projects at some point in the future.

The TPA package was originally estimated to generate $7,139,400,000 for transportation improvements statewide, including highways, freight, ferries, multi-modal and other facilities, as well and bicycle and pedestrian projects.

The Nickel package generated $3,317,000,000. Many of the projects included in both of these packages had bicycle and pedestrian components, but there were many more that did not. However, a significant number of these projects would impact existing bicycle and/or pedestrian facilities, could significantly improve connectivity of bicycle and/or pedestrian facilities, or could enhance pedestrian or bicyclist safety.

This planning effort provides an opportunity to identify and integrate bicycle and pedestrian improvements with TPA and Nickel projects. The project team analyzed the TPA and Nickel projects being advertised for construction after the end of 2008 for potential non-motorized safety and mobility features that could be incorporated.

The project team analyzed the TPA and Nickel project using GIS data and photographs of State routes available on WSDOT’s “SR View” online photographic database. They cross referenced this data with local bicycle and pedestrian project needs listed in TIPs. The result is a list of recommendations for bicycle and pedestrian improvements associated with each TPA and Nickel project where warranted and where the costs would not be out of proportion to the total project cost. Individual TPA and Nickel project budgets may not be able to incorporate new non-motorized needs into their existing scopes, and additional funding sources will likely need to be identified.

Appendix B lists the bicycle and pedestrian accommodation needs associated with the TPA projects alphabetically by county.

Appendix C lists the bicycle and pedestrian accommodation needs associated with the Nickel projects, of which there are few remaining beyond 2008.

Appendix D lists the school zone safety needs on state highways.
**Bicycle Touring Routes on State Highways**

**History**

In October 1974, Mr. W.M. Foster, Assistant Director for Highway Development with Washington State Department of Highways approved the first Master Plan for Statewide Bicycle Corridors. These original corridors provided the foundation for current statewide bicycle touring routes.

The 1999-01 biennial budget was the first WSDOT budget to include a program for funding improvements to rural bicycle touring routes, which made up the majority of the state bicycle touring route system at that time.

This funding program for bicycle touring routes was created to address needs of bicycle tourists, recognizing that Washington is the starting place for many cross-county and coastal bicycle rides. The primary objective of this funding program was to provide a minimum of 4 foot shoulder width on designated statewide bicycle touring routes outside urban areas.

Since the passage of I-695 in 2000, which made significant budget cuts in numerous transportation programs, the funding for rural bicycle touring routes has been eliminated. Additionally, WSDOT recognized that having a short list of state highways designated as touring routes was having an unintended effect. During project development, designers would often not include the four feet of shoulder width for bicycle accommodation in a project if it was not located on one of the designated bicycle touring routes. Many times, these projects were on locally or regionally significant bicycle routes identified in Comprehensive or Region Transportation Plans. As a result, WSDOT is no longer using designated bicycle touring routes.

**State Bicycle Tourism Routes of Primary Importance**

The use of state routes by bicyclist is currently increasing. There are numerous state routes which are regularly used by bicyclist for commuting, other transportation trips, recreational trips, long distance bicycle touring routes, or special events. Additionally, as development grows along some of the formally designated bicycle touring routes, bicycle advocacy groups and enthusiasts have asked the WSDOT to again identify specific important bicycle routes, including regional routes. These routes would not be considered bicycle touring routes, as in the past, but would be considered as state bicycle routes of primary importance. WSDOT has received requests to identify two state bicycle routes of primary importance:

- Mount Rainer Route, and
- Pacific Coast Route.

WSDOT, the City of SeaTac, and the Port of Seattle have also been petitioned to increase access and safety for bicycle touring/tourism in Washington by developing a bicycle route from modal centers in downtown Seattle to the SeaTac International Airport.
Two specific route recommendations through the City of SeaTac have been made with some possible alternative sections. One of these routes includes State Route 509:

Route #1 would direct cyclists to the west of the Airport:
South on Des Moines Memorial Dr.; southeast on SR 509; east on 188th Way (through tunnel); north on International Blvd.; enter Airport Terminal main entrance.

**Pedestrian Safety Priorities on State Highways**

As discussed in detail in Report B, *Data Analysis*, State Highways deserve some special attention when it comes to pedestrian safety. A disproportionately high percentage of fatal and serious injury crashes involving pedestrians occur on State Highways in urban areas compared to local roads and streets. **Table C.3-2** was developed by the University of Washington through a research grant from WSDOT.

**Table C.3-2 Pedestrian Safety Priorities on State Highways (Collisions Per Mile)**

<table>
<thead>
<tr>
<th>State Route</th>
<th>Frequency of collision</th>
<th>Percent of total collisions</th>
<th>Length of SR (in mile)</th>
<th>Collision per mile</th>
<th>Mean distance between collisions (in mile)</th>
<th>Mean severity per collision</th>
<th>Sum of Injury Severity (1)</th>
<th>Mean severity of collision per mile</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Route 519</td>
<td>12</td>
<td>0.57%</td>
<td>1.14</td>
<td>10.53</td>
<td>0.10</td>
<td>1.83</td>
<td>22</td>
<td>19.30</td>
</tr>
<tr>
<td>State Route 310</td>
<td>17</td>
<td>0.81%</td>
<td>1.84</td>
<td>9.24</td>
<td>0.11</td>
<td>1.53</td>
<td>26</td>
<td>14.13</td>
</tr>
<tr>
<td>State Route 099</td>
<td>400</td>
<td>19.07%</td>
<td>57.12</td>
<td>7.00</td>
<td>0.14</td>
<td>1.97</td>
<td>786</td>
<td>13.76</td>
</tr>
<tr>
<td>State Route 515</td>
<td>37</td>
<td>1.76%</td>
<td>7.7</td>
<td>4.81</td>
<td>0.21</td>
<td>1.81</td>
<td>67</td>
<td>8.70</td>
</tr>
<tr>
<td>State Route 513</td>
<td>16</td>
<td>0.76%</td>
<td>3.35</td>
<td>4.78</td>
<td>0.21</td>
<td>1.75</td>
<td>28</td>
<td>8.36</td>
</tr>
<tr>
<td>State Route 163</td>
<td>16</td>
<td>0.76%</td>
<td>3.37</td>
<td>4.75</td>
<td>0.21</td>
<td>1.50</td>
<td>24</td>
<td>7.12</td>
</tr>
<tr>
<td>State Route 908</td>
<td>16</td>
<td>0.76%</td>
<td>3.42</td>
<td>4.68</td>
<td>0.21</td>
<td>1.75</td>
<td>28</td>
<td>8.19</td>
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<tr>
<td>State Route 303</td>
<td>37</td>
<td>1.76%</td>
<td>9.16</td>
<td>4.04</td>
<td>0.25</td>
<td>1.86</td>
<td>67</td>
<td>7.31</td>
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<tr>
<td>State Route 523</td>
<td>9</td>
<td>0.43%</td>
<td>2.45</td>
<td>3.67</td>
<td>0.27</td>
<td>1.56</td>
<td>14</td>
<td>5.71</td>
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<tr>
<td>State Route 516</td>
<td>59</td>
<td>2.81%</td>
<td>16.22</td>
<td>3.64</td>
<td>0.27</td>
<td>1.63</td>
<td>96</td>
<td>5.92</td>
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<tr>
<td>State Route 304</td>
<td>13</td>
<td>0.62%</td>
<td>3.83</td>
<td>3.39</td>
<td>0.29</td>
<td>2.51</td>
<td>130</td>
<td>7.83</td>
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<tr>
<td>State Route 285</td>
<td>21</td>
<td>1.00%</td>
<td>6.82</td>
<td>3.08</td>
<td>0.32</td>
<td>2.00</td>
<td>42</td>
<td>6.16</td>
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<tr>
<td>State Route 522</td>
<td>72</td>
<td>3.43%</td>
<td>24.6</td>
<td>2.93</td>
<td>0.34</td>
<td>1.89</td>
<td>136</td>
<td>5.53</td>
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<tr>
<td>State Route 529</td>
<td>22</td>
<td>1.05%</td>
<td>8.07</td>
<td>2.73</td>
<td>0.37</td>
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<td>44</td>
<td>5.45</td>
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<td>State Route 528</td>
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<td>0.43%</td>
<td>3.46</td>
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<td>0.38</td>
<td>2.22</td>
<td>20</td>
<td>5.78</td>
</tr>
<tr>
<td>State Route 900</td>
<td>40</td>
<td>1.91%</td>
<td>15.45</td>
<td>2.59</td>
<td>0.39</td>
<td>2.10</td>
<td>84</td>
<td>5.44</td>
</tr>
<tr>
<td>State Route 538</td>
<td>9</td>
<td>0.43%</td>
<td>3.67</td>
<td>2.45</td>
<td>0.41</td>
<td>1.88</td>
<td>45</td>
<td>3.78</td>
</tr>
</tbody>
</table>
School Zone Safety Needs
Using the database of schools in Washington developed and maintained by the Office of the Superintendent of Public instruction, WSDOT has determined that half of the state’s approximately 800 elementary schools are located on or near state highways. There are approximately 150 of those 800 schools that could be considered for school zone improvements based on collision history, posted speeds for motor vehicles adjacent to the school, or other existing conditions. A list of these, approximately 150 locations, school zone safety improvements is provided in Appendix D of this report.

Map C.3.-1. Elementary School Locations within ½ Mile of State Highways in Washington
Improving Connectivity Between State and Local Facilities

When new corridors are added on top of existing local grid street systems. They can have the effect of cutting off local non-motorized transportation access. This separation may also impact the economic viability and character of the separated area. A growing body of research often called ‘new urbanism’ is finding that connecting local grid systems can not only improve walkability and bicycling, but can also reduce congestion and improve freight mobility.²

These studies also find higher traffic fatality rates, including pedestrian and bicycle fatalities, in suburban areas with hierarchical systems of streets and roads than in central cities and suburbs with small blocks and more-connected street patterns.² It is clear from these studies that lower speeds encouraged by the frequent intersections found in grid systems decrease the severity of motor vehicle collisions. Grid street patterns are also generally considered to be less expensive than hierarchical street systems because, with the grid system, less road miles serve the same population. Cul-de-sacs and busy intersections with high speed traffic are reduced or eliminated in grid systems. Pedestrians have an easier time walking between neighborhoods, shopping, schools and other destinations. Grid systems also enhance access to mass transit.²

Chapter C.4  Education, Encouragement and Enforcement Needs

Existing Education, Encouragement and Enforcement Programs

Encouragement for Biking and Walking
Encouragement programs provide incentives and subsidies to encourage people to bicycle and walk or support bicycling and walking in some way. Washington has some of the best supported encouragement programs in the nation. The most well known encouragement program is Washington’s Commute Trip Reduction Program which requires large employers in the most populated areas of the state to provide subsidies and incentives to their employees and encourage them to find other ways to get to work besides driving alone.

Health Education
The public health profession has increased its involvement in and support of bicycling and walking for transportation in recent years in response to state and national data on the increasing rates of obesity, diabetes and other related diseases.

Washington State Department of Health (DOH) reports that in 2005, only 64% of Washington adults received the minimum amount of physical activity recommended by the US Centers for Disease Control and Prevention (30 minutes of moderate intensity physical activity five days a week or 20 minutes of vigorous activity on at least three days a week).

DOH found that people living close to walkable destinations are more likely to walk and be physically active. They report that 75% of Washington residents live within a 10-minute walk of at least one community destination (e.g. school, grocery store, bank, post office), but only 20% live close to six community destinations. Adults living in urban areas are more likely to have access to one recreation destination than those living in suburban areas.

Free Bike Helmet Program
The Washington Trauma Society acts as an on-going clearinghouse for the distribution of bicycle helmets to children of low-income families. This effort is conducted through eight region EMS Councils. Before being given a helmet, each child receives instruction in its use and each helmet is fitted properly. Yearly observations and statewide surveys show a continued increase in bicycle helmet usage.
Safe Routes to Schools
The Safe Routes to School program is supported by both the Federal Government and Washington State through recent legislation. The Federal Transportation Act (Safe Accountable Flexible Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)) included a federal funding program for the Safe Routes to School program. The Engrossed Substitute Senate Bill 6091, also included a state funding commitment to support pedestrian and bicycle safety projects such as safe routes to school, transit and pedestrian and bicycle paths.

The purpose of the Safe Routes to Schools program is to provide children a safe, healthy alternative to riding the bus or being driven to school. Projects have included engineering improvements, education and encouragement projects and programs, and enforcement efforts within two-miles of primary and middle schools (K-8).

School Zone Safety Program
In 1996 the Washington legislature enacted the School Zone Safety Act. This act requires that fines be doubled in school zones, and one half of all funds collected are returned to WTSC to increase safety in school and school bus zones. Funds collected so far have provided every elementary school in Washington State two new sets of state-of-the-art, high tech and visibility crossing guard equipment. Last year, each school received a School Zone Safety Crossing Guard curriculum kit and resource guide. A segment of the kit was dedicated to parents and printed in nine different languages. Funds are also used to support demonstration projects. University Place and Aberdeen, WA are currently installing "in-pavement flashing crosswalks" in high volume pedestrian traffic areas.

Funds are used to support different projects and programs at individual schools. Each year support is offered to schools to participate in the International Walk Your Child to School event. Radio public service announcements have also been produced and played in the Fall to remind drivers that children are back in school and to drive safely.

Pedestrian and Bicycle Safety Grants
In 2005, the Washington State Legislature included $74 million over 16 years to support pedestrian and bicycle safety projects such as pedestrian and bicycle paths, sidewalks, safe routes to school and transit. The Pedestrian & Bicycle Safety program was initiated to reduce the nearly 400 statewide fatal and injury collisions involving pedestrians and bicycles each year.

The purpose of the Pedestrian and Bicycle Safety program is to aid public agencies in funding cost-effective projects that improve pedestrian and bicycle safety through engineering, education and enforcement. Projects have included engineering improvements, education programs and enforcement efforts.

Cooper Jones Committee
The Cooper Jones Advisory Committee was established in 1998 as the Washington Traffic Safety Commission was directed to promote a pedestrian and bicycle safety
program in Washington. The Committee provides funding to education, encouragement and enforcement efforts across the state. Bicycle Safety is currently being promoted through the Share the Road Campaign and Belo Marking Solutions Northwest. This campaign is promoting “Same road, Same Rules and Same rights for bicyclists, motorists and drivers”.

**Share the Road Buses**

The Washington Traffic Safety Commission in partnership with Spokane Transit and community partners brought the first "Share the Road" bus into action in Spokane County in 2001. Since then, buses in Grays Harbor County and Skagit County have been transformed into rolling billboards as well. Completely refinished in the new bright colors and bold graphics, the bus sends a continuous moving traffic message to all pedestrians, drivers and cyclists.

**Education Program Needs**

The survey conducted as part of the update of Washington State’s Bicycle Facilities and Pedestrian Walkways Plan and discussed in Report A showed that many people do not know how to bike safely. Through further questioning, we learned that many people do not understand the laws related to walking and bicycling, and most surprisingly, many people never learned how to ride a bicycle or are unfamiliar with walking routes to get to their common destinations.

Mobility education is a national effort to provide people, new drivers in particular, more and better information about all kinds of transportation options and transportation safety. Based on successes in other cities and states, priorities for well rounded mobility education in Washington should include:

**A Broad Education Curriculum**

Mobility education is an efficient, holistic program that simultaneously addresses issues of safety, environment, health and economics by redefining our expectations about transportation and safety rather than focusing on driver education information solely.

**A Focus on Teens**

Mobility education tackles transportation habits before they’ve fully formed, focusing on teen driver’s education courses as a point of intervention. Mobility education provides information to teens to make safe and healthy transportation choices. Mobility education functions as a capstone course for related programs, such as Safe Routes to School, making sure that options like walking or biking remain — even after a teen gets the keys to the car.

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Integrating Mobility Education into Existing Programs

The cost of traffic safety education or drivers education offered in commercial schools varies widely. Current mobility education efforts are attempting to provide a cost effective program that includes more information on a broader range of topics including motor vehicle safety, pedestrian safety, bicycling safety, and information about public transportation including buses, trains, ferries, and vanpools.

Enforcement Programs

Some currently unfunded enforcement efforts that have been proven effective in the past in Washington and in other states include:

- Pedestrian “Stings” or crosswalk law enforcement efforts.
- Pedestrian and Bicycle Law Enforcement Training for Judges, Policy Makers, Law Enforcement Officers and others.
- Bicycle Patrol Programs or programs that enable law enforcement officers to use bicycles vs. patrol cars.
- Informational materials and outreach to the public through videos, TV spots, radio and printed materials.
- Automated speed signs posted at strategic locations.

Washington state should consider expanding existing grant programs or targeting enforcement with pedestrian and bicycle safety grants to help local agencies implement some of these measures as appropriate.