FINAL DRAFT
Milestone Report D – 12/18/07

Policies and Practices

Prepared as Background for the
Washington State Bicycle Facilities and Pedestrian
Walkways Plan
# Table of Contents

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CHAPTER D.1 - INTRODUCTION</strong></td>
<td>1</td>
</tr>
<tr>
<td>OVERVIEW</td>
<td>1</td>
</tr>
<tr>
<td>Requirements of the State's Bicycle Facilities and Pedestrian Walkways Plan</td>
<td>1</td>
</tr>
<tr>
<td>Organization of Report</td>
<td>2</td>
</tr>
<tr>
<td><strong>CHAPTER D.2 - STATE AND FEDERAL REQUIREMENTS</strong></td>
<td>3</td>
</tr>
<tr>
<td><strong>FEDERAL MANDATES</strong></td>
<td>3</td>
</tr>
<tr>
<td>United States Code (USC)</td>
<td>3</td>
</tr>
<tr>
<td><strong>FEDERAL GUIDELINES</strong></td>
<td>4</td>
</tr>
<tr>
<td>Access for People with Disabilities Guidance</td>
<td>6</td>
</tr>
<tr>
<td>Safe Routes to School Guidance</td>
<td>7</td>
</tr>
<tr>
<td><strong>FEDERAL GOALS</strong></td>
<td>8</td>
</tr>
<tr>
<td>Federal Highway Administration (FHWA) Goals</td>
<td>8</td>
</tr>
<tr>
<td>National Highway Traffic Safety Administration (NHTSA) Goals</td>
<td>8</td>
</tr>
<tr>
<td>Discussion of State and Federal Requirements</td>
<td>10</td>
</tr>
<tr>
<td><strong>CHAPTER D.3 - INCREASING BICYCLE AND PEDESTRIAN MODE SHARE – EXPANDING FACILITIES AND OPPORTUNITIES</strong></td>
<td>11</td>
</tr>
<tr>
<td>OVERVIEW</td>
<td>11</td>
</tr>
<tr>
<td><strong>STATE LAWS</strong></td>
<td>11</td>
</tr>
<tr>
<td>WSDOT PROJECT LIFE CYCLES AND FUNDING</td>
<td>13</td>
</tr>
<tr>
<td><strong>COORDINATION BETWEEN WSDOT AND LOCAL GOVERNMENTS</strong></td>
<td>13</td>
</tr>
<tr>
<td><strong>COORDINATION AMONG STATE AGENCIES</strong></td>
<td>14</td>
</tr>
<tr>
<td><strong>CHAPTER D.4 - IMPROVING SAFETY AND ENFORCEMENT</strong></td>
<td>15</td>
</tr>
<tr>
<td><strong>WSDOT’S BICYCLE AND PEDESTRIAN SAFETY POLICIES</strong></td>
<td>16</td>
</tr>
<tr>
<td>Washington Traffic Safety Commission (WTSC)</td>
<td>17</td>
</tr>
<tr>
<td>Washington State Parks</td>
<td>18</td>
</tr>
<tr>
<td>Future Challenges</td>
<td>18</td>
</tr>
<tr>
<td><strong>CHAPTER D.5 - DESIGN AND USAGE STANDARDS</strong></td>
<td>19</td>
</tr>
<tr>
<td><strong>PEDESTRIANS</strong></td>
<td>19</td>
</tr>
<tr>
<td><strong>BICYCLISTS</strong></td>
<td>20</td>
</tr>
<tr>
<td><strong>CHAPTER D.6 – HEALTH AND THE ENVIRONMENT – ACTIVE TRANSPORTATION</strong></td>
<td>22</td>
</tr>
<tr>
<td>Washington’s Active Community Environments Project</td>
<td>22</td>
</tr>
<tr>
<td>Steps to a Healthier Washington</td>
<td>22</td>
</tr>
<tr>
<td>Health Impact Assessments</td>
<td>23</td>
</tr>
<tr>
<td>Other Health Related Efforts in WA</td>
<td>23</td>
</tr>
<tr>
<td><strong>CHAPTER D.7 - PUBLIC INVOLVEMENT AND EDUCATION</strong></td>
<td>24</td>
</tr>
<tr>
<td><strong>CHAPTER D.9 - BICYCLE AND PEDESTRIAN POLICIES AND PRACTICES FROM OTHER STATES</strong></td>
<td>289</td>
</tr>
<tr>
<td><strong>CHAPTER D.10 - RECOMMENDATIONS</strong></td>
<td>30</td>
</tr>
<tr>
<td>Meeting State and Federal Mandates and Goals</td>
<td>30</td>
</tr>
<tr>
<td>Increasing Bicycle and Pedestrian Mode Share</td>
<td>30</td>
</tr>
<tr>
<td>Design and Usage Standards</td>
<td>30</td>
</tr>
<tr>
<td>Health and the Environment/Active Transportation</td>
<td>30</td>
</tr>
<tr>
<td>Public Involvement and Education</td>
<td>30</td>
</tr>
</tbody>
</table>
## Tabulations

<table>
<thead>
<tr>
<th>Table</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>D.4-1</td>
<td>State Highways Closed to Cycling for Safety Reasons</td>
<td>16</td>
</tr>
<tr>
<td>D.9-1</td>
<td>Topics Addressed by State Dot Bicycle and Pedestrian Policies</td>
<td>32</td>
</tr>
</tbody>
</table>
CHAPTER D.1 - INTRODUCTION

Overview

This report examines the current policies and practices associated with bicycling and walking in Washington. It summarizes and analyses existing policies and practices and provides suggestions on whether modifications could improve their effectiveness. As the Plan is developed, additional policies or practices may come to light that will need to be added to this report.

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 and 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 drive 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 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 seven additional chapters as follows:

Chapter D.2 focuses on federal and state bicycle and pedestrian policies and practices that the State of Washington follows.

Chapters D.3 through D.7 are focused around different aspects of bicycle and pedestrian policies and practices in Washington State and include:

- Increasing Bicycle and Pedestrian Mode Share – Expanding Facilities and Opportunities,
- Improving Safety and Enforcement,
- Design and Usage Standards,
- Health and the Environment/Active Transportation, and
- Public Involvement and Education.

Chapter D.8 focuses on funding policy.

Chapter D.9 provides an overview of bicycle and pedestrian policies in other states.

The last chapter, Chapter D.10, summarizes opportunities for improvement to current policies and practices to help meet state and federal goals for biking and walking.
CHAPTER D.2 - STATE AND FEDERAL REQUIREMENTS

Federal Mandates

Two main categories of federal law and policy include:

- United States Code (USC). The USC is modified by Congress through laws (e.g., Americans with Disabilities Act).
- Rules and Guidelines. Guidance set by federal agencies to provide policy or information on intent and implementation of various programs and laws (e.g., Americans with Disabilities Act Accessibility Guidelines, set by the U.S. Access Board).

This section describes how federal policies mandate and guide the State of Washington to provide access for people with disability and incorporate bicyclists and pedestrians into road project planning and development.

For the past 15 years, federal laws have supported the inclusion of pedestrian and bicycle facilities in transportation plans and projects and have supplied a consistent source of funding for these activities. This new policy direction was initially established through the Intermodal Surface Transportation Equity Act (ISTEA) in 1991 and was strengthened through the Transportation Equity Act for the 21st Century (TEA-21) and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). The federal law is currently contained primarily in 23 USC Section 217.

United States Code (USC)

The following excerpts of federal code mandate the following actions for states:

- "Bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each metropolitan planning organization and State….” (23 USC Section 217(g));
- "Bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction and transportation facilities, except where bicycle and pedestrian use are not permitted." (23 USC Section 217(g));
- "Transportation plans and projects shall provide due consideration for safety and contiguous routes for bicyclists and pedestrians." (23 USC Section 217(g)); and
- "In any case where a highway bridge deck is being replaced or rehabilitated with Federal financial participation, and bicyclists are permitted on facilities at or near each end of such bridge, and the safe accommodation of bicyclists can be provided at reasonable cost as part of such replacement or rehabilitation, then
such bridge shall be so replaced or rehabilitated as to provide such safe accommodations." (23 USC Section 217(e)).

In 2006 Title 23 [23 U.S.C. 134/49 U.S.C. 5303(j)(7)(B) and 23 U.S.C.135/49 U.S.C. 5304(g)(4)(B)] was amended to require Metropolitan Planning Organizations, States and public transportation operators to publish a list(s) identifying all bicycle/pedestrian projects for which Federal funds were obligated in the preceding program year.

Federal Guidelines

Federal guidelines have also been established over the past 15 years to clarify the USC. For example, a Federal-Aid Policy Guide released in December 1991 addressed several subjects, including transportation planning and design (Volume 23 of the Code of Federal Regulations, Section 652 (23 CFR (652)).

- Federally aided pedestrian and bicycle projects implemented within urbanized areas must be included in the transportation improvement program annual (or biennial) element unless excluded by agreement between the state and the metropolitan planning organization (23 CFR 652.11).

- Federally aided pedestrian and bicycle projects shall follow the standards below (23 CFR 652.13):
  
  a) The American Association of State Highway and Transportation Officials’ Guide for Development of Bicycle Facilities (AASHTO Guide) or equivalent guides developed in cooperation with State or local officials and acceptable to the division office of the FHWA, shall be used as standards for the construction and design of bicycle routes. Washington State has adopted, under RCW 47.52.02, the WSDOT’s Design Manual Chapter 1020 as an equivalent guide for Bicycle Facilities.

  b) In 1981 when this CFR was adopted by the federal legislature, the AASHTO Guide for the Planning, Design and Operation of Pedestrian Facilities did not exist. It was published in 2004. This CFR is being updated to reflect that change. Curb cuts and other provisions as may be appropriate for the handicapped are required on all Federal and Federal-aid projects involving the provision of curbs or sidewalks at all pedestrian crosswalks. Washington State has adopted, under RCW 47.52.02, WSDOT’s Design Manual Chapter 1025 as an equivalent guide for Pedestrian Design Considerations.
TEA-21 directed the Federal Highway Administration to draft policy guidance that would better define the level of pedestrian and bicycle accommodation needed. In 1999, the Federal Highway Administrator issued the following guidance with regards to bicycle and pedestrian accommodations:

“While these sections stop short of requiring specific bicycle and pedestrian accommodation in every transportation project, Congress clearly intends for bicyclists and pedestrians to have safe, convenient access to the transportation system and sees every transportation improvement as an opportunity to enhance the safety and convenience of the two modes. "Due consideration" of bicycle and pedestrian needs should include, at a minimum, a presumption that bicyclists and pedestrians will be accommodated in the design of new and improved transportation facilities. In the planning, design, and operation of transportation facilities, bicyclists and pedestrians should be included as a matter of routine, and the decision to not accommodate them should be the exception rather than the rule. There must be exceptional circumstances for denying bicycle and pedestrian access either by prohibition or by designing highways that are incompatible with safe, convenient walking and bicycling.”

In the FHWA’s subsequent Design Guidance issued in 2000 (entitled *Accommodating Bicycle and Pedestrian Travel: A Recommended Approach*), the following statement is made:

1. Bicycle and pedestrian ways shall be established in new construction and reconstruction projects in all urbanized areas unless one or more of three conditions are met:

   - Bicyclists and pedestrians are prohibited by law from using the roadway. In this instance, a greater effort may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.
   - The cost of establishing bikeways or walkways would be excessively disproportionate to the need or probable use. Excessively disproportionate is defined as exceeding twenty percent of the cost of the larger transportation project.
   - Where scarcity of population or other factors indicate an absence of need. For example, the Portland Pedestrian Guide requires "all construction of new public streets" to include sidewalk improvements on both sides, unless the street is a cul-de-sac with four or fewer dwellings or the street has severe topographic or natural resource constraints.
2. In rural areas, paved shoulders should be included in all new construction and reconstruction projects on roadways used by more than 1,000 vehicles per day, as in States such as Wisconsin. Paved shoulders have safety and operational advantages for all road users in addition to providing a place for bicyclists and pedestrians to operate.

The United States Department of Transportation (USDOT) has adopted *Accommodating Bicycle and Pedestrian Travel: A Recommended Approach* as its policy statement.

There are several additional rules and guidelines at the federal level regarding bicycle and pedestrian planning, project development and design.

Title 23 of the United State Code states the following:

1. In General--Bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each metropolitan planning organization and State in accordance with sections 134 and 135, respectively. Bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities, except where bicycle and pedestrian use are not permitted.

2. Safety considerations.--Transportation plans and projects shall provide due consideration for safety and contiguous routes for bicyclists and pedestrians. Safety considerations shall include the installation, where appropriate, and maintenance of audible traffic signals and audible signs at street crossings.

Access for People with Disabilities Guidance

The State of Washington must follow the federal policies that have been established to improve access for people with disabilities. According to the 2000 U.S. Census, nearly one in every five Americans has a disability. People with disabilities are more likely to be pedestrians than other adults because some physical limitations can make driving difficult.

*United States Code (USC)*

To help eliminate barriers to accessibility in the built environment, the U.S. Government established the Americans with Disabilities Act (ADA) in 1990. This law is contained in Volume 42 of the United States Code, beginning at Section 12101 (42 USC Section 12101).

*Federal Guidelines*
The implementing regulations for the ADA were first issued by the Department of Justice (DOJ) in 1991. These regulations require that all new and altered facilities—including sidewalks, street crossings, and related pedestrian facilities in the public right-of-way—be accessible to and usable by people with disabilities. WSDOT follows accessible design best practices as issued by the Access Board, the Federal Highway Administration, and others.


**Safe Routes to School Guidance**

The Federally-assisted Safe Routes to School (SR2S) program was created as part of the 2005 Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) transportation reauthorization. The national program provides $612 million in FHWA funds to State Departments of Transportations over five fiscal years (FY2005-2009). These funds are available for infrastructure and non-infrastructure projects to implement statewide Safe Routes to School programs for elementary and middle school children in grades K-8. The legislative details of the program are contained in Section 1404 of SAFETEA-LU (Public Law 109-59). Section 1404 requires that:

- States shall use a sufficient amount of the federal apportionment to fund a full-time Safe Routes to School Program Coordinator position.
- A portion of program funds may be used on infrastructure improvements to improve conditions for walking and bicycling to school (e.g., sidewalk improvements, traffic calming and speed reduction improvements, pedestrian and bicycle crossing improvements, on-street bicycle facilities, off-street bicycle and pedestrian facilities, secure bicycle parking, and traffic diversion improvements).
- The infrastructure improvements may be carried out on public roads or bicycle or pedestrian pathway or trail in the vicinity of schools.
- Between 10 and 30 percent of program funds must be used on non-infrastructure-related activities to encourage walking and bicycling to school (e.g., public awareness campaigns and outreach to press and community leaders, traffic education and enforcement in the vicinity of schools, student sessions on bicycle and pedestrian safety, health, and environment, and training volunteers and managers).

In Washington, for the 2007-2009 biennium approximately $18 million is available for Safe Routes to School. $11 million comes from State funds and the remaining $7 million comes from federal funds. (source: http://www.wsdot.wa.gov/TA/ProgMgt/Grants/LegislatureReport.pdf)
Federal Goals

Federal goals for bicycle and pedestrian transportation have been established by the Federal Highway Administration (FHWA) and the National Highway Traffic Safety Administration (NHTSA).

Federal Highway Administration (FHWA) Goals

The FHWA established two goals through the 1994 National Bicycling and Walking Study:

- Double the percentage of total trips made by bicycling and walking in the United States from 7.9 percent to 15.8 percent of all travel trips; and
- Simultaneously reduce by 10 percent the number of bicyclists and pedestrians killed or injured in traffic crashes.

In addition to these goals, the Study outlined a five-point State Action Plan that suggested activities for State agencies. These action items included:

- Organize a State Bicycle/Pedestrian Program
- Plan and Construct Needed Facilities
- Promote Bicycling and Walking
- Educate Bicyclists Pedestrians, and the Public
- Enforce Laws and Regulations

National Highway Traffic Safety Administration (NHTSA) Goals

In 2000, NHTSA produced National Strategies for Advancing Bicycle Safety. This document summarized goals and strategies which were developed by a diverse group of bicycle advocates, injury prevention specialists, and government representatives. Goals that were generated included:

- Motorists will share the road.
- Bicyclists will ride safely.
- Bicyclists will wear helmets.
- The legal system will support safe bicycling.
- Roads and paths will safely accommodate bicyclists.

In 2001, NHTSA gathered a group of experts to establish goals for child pedestrian safety. The resulting document, National Strategies for Advancing Child Pedestrian Safety, outlines three general goals and the following six strategies:
• Enhance public awareness about the need to improve safety for child pedestrians while promoting the health and environmental benefits of walking.

• Modify the behavior and attitudes of both pedestrians and drivers to improve sharing the road.

• Modify the physical environment to better support pedestrian traffic.

• Develop and conduct effective safe-walking programs.

• Conduct research to address gaps in knowledge and to translate research findings into effective programs and public policy.

• Conduct surveillance to measure children’s pedestrian injury rates, quantify the amount of walking that children normally do, and identify risk factors for injury.

The general goal of NHTSA’s pedestrian safety programs are: “Through education, enforcement, and outreach, NHTSA’s pedestrian safety programs are directed toward reducing pedestrian injuries and fatalities. Walking is encouraged as an alternate mode of transportation to motor vehicle travel.”

Additional goals of these programs include:

• Reducing the number of physically-impaired pedestrian injuries and fatalities.

• Improving the safety of elderly pedestrians.

• Reaching diverse communities.
Discussion of State and Federal Requirements

While WSDOT’s Design Manual requires bicycle facilities to be included in project development and highway programming and the language in federal rules and guidelines represents a clear effort to integrate bicycle and pedestrian planning into other transportation planning processes, there is no specific rule that requires WSDOT or a local jurisdiction to build bicycle and pedestrian facilities.

As discussed in this Chapter, Title 23 includes a new requirement for the cooperative development by MPOs, States, and public transportation operators to publish list(s) identifying all bicycle/pedestrian projects for which Federal funds were obligated in the preceding program year.

These two areas present opportunities for WSDOT to develop a more specific process for inclusion of pedestrian and bicycle safety and mobility improvements in project development and highway programming along with a complimentary process to track and report on projects that include these facilities.
CHAPTER D.3 - INCREASING BICYCLE AND PEDESTRIAN MODE SHARE – EXPANDING FACILITIES AND OPPORTUNITIES

Overview
Recent studies indicate that increasing bicycle and pedestrian mode share can result from a coordinated effort to expand bicycle and pedestrian facilities, such as bicycle lanes and sidewalks and provide targeted education and enforcement. The Governor’s Climate Change Initiative, the Department of Health and FHWA have set goals of increasing bicycle and pedestrian travel to 15% of all trips while reducing pedestrian and bicyclist involved fatal and injury crashes by 10%. Reasons for this goal include reducing traffic congestion and resulting greenhouse gas emissions, promoting active transportation to improve overall health of citizens, and building more livable communities.

At the Federal level, it is USDOT policy to “promote the increased use and safety of bicycling and walking as transportation modes.” This policy is implemented through the requirement that states, metropolitan planning organizations (MPOs), and transportation improvement programs (TIPs) must make a transportation plan, which should contain a bicycle and pedestrian element that includes vision and goals statements as well as performance criteria and tracking for meeting those goals.

State Laws
Several different Washington State laws provide direction regarding accommodation of bicyclists and pedestrians and are related to or support expanding bicycle and pedestrian transportation. They include:

- Washington State’s Safe Route to Schools Project recognizes that biking and walking are important ways for children to get to school and to community sites, therefore requires that all school districts have suggested route plans for every elementary school (WAC 392-151-025). State Safe Routes to School programs also prioritize infrastructure improvements to improve conditions for children to walk and bicycle to school.

- Washington’s Paths and Trails Law that defines paths and trails as legitimate transportation infrastructure for expenditure of gas tax revenue and requires WSDOT to spend 3/10ths of 1% of the total state and federal construction budget and cities, towns and counties to spend 0.42% total amount of funds received from the motor vehicle fund for paths and trails.

- Washington State’s Growth Management Act (Chapter 36.70S RCW) requires that “the transportation element of a comprehensive plan shall include collaborative efforts to identify and designate planned improvements for

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1 The Marin County Congestion Management Agency - http://www.co.marin.ca.us/depts/pw/main/cma.cfm
pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.”

- Washington’s Commute Trip Reduction (CTR) Program (Chapter 468-63 WAC) aims to reduce traffic congestion, reduce air pollution, and petroleum consumption through employer-based programs that decrease the number of commute trips made by people driving alone.

Other portions of the Revised Code of Washington include provisions indicating that:

- Bicycle paths, lanes, routes, and other facilities may be constructed, maintained, or improved (or improvements to make existing streets more suitable or safe for bicycling) from county road funds;
- Bicycle facilities constructed or modified after 1982 shall meet or exceed standards of the DOT; and
- Comprehensive street programs must consider and provide for bicycle routes provided that the cost would be excessive compared to the need or probable use.

**WSDOT Policies and Procedures**

A core element of the state laws outlined above is that WSDOT is responsible for the “initiation, coordination, and operation of a bicycle transportation management program” [RCW 47.04.190]. State law establishes “a full-time staff position of state bicycle program manager within the State Department of Transportation”.

As the WSDOT Design Manual (see Chapter D.5) indicates, “Bicycle facilities or improvements for bicycle transportation are included in the project development and highway programming processes.” These rules and guidelines are a positive step toward integrating bicycle and pedestrian travel in other transportation planning processes.

**Regional Bicycle and Pedestrian Coordinators**

WSDOT designates staff at the region level to act as Bicycle and Pedestrian Coordinators (Coordinators). The intent of these positions is positive in terms of WSDOT’s efforts to address bicycle and pedestrian travel. WSDOT Region Bicycle and Pedestrian Coordinators face some challenges:

- The bicycle and pedestrian coordinators are not funded positions. Each of these designated staff people have other primary job duties. Most can not spend more than one-fourth of their time on bicycle and pedestrian safety and mobility.
- The bicycle and pedestrian coordinators functions may not be well known to the public or others in the WSDOT Region Offices;
- The bicycle and pedestrian coordinators are located in different offices or divisions, at different levels, and have a range of different types of responsibilities identified in their job descriptions.
**WSDOT Project Life Cycles and Funding**

Based on a review of the project deviation requests tracked by WSDOT’s Design Office, bicycle and pedestrian facilities that are included in the planning stage may be eliminated prior to construction in some cases. These changes appear to occur for a two primary reasons:

- Total costs of the bicycle and pedestrian facilities were not included during planning;
- Cost increases for other requirements during the project’s life, such as environmental review, drainage design, or material costs

**Coordination between WSDOT and Local Governments**

Input received at public hearings points to an opportunity to improve coordination between WSDOT’s and local agencies in project development, especially regarding bicycle and pedestrian safety and mobility. Elected officials from several local agencies across the state made this key point during their remarks.

There is an opportunity for WSDOT to develop a more detailed project development processes for coordination with local governments. The state may realize an efficiency by including non-motorized safety and mobility features and other locally identified needs in new highway or roadway construction and re-construction projects, rather than as separate projects. Providing these facilities could also help in achieving the goals of Washington’s Transportation Plan.

**Other Washington State Policies**

Other Washington State departments are also involved in bicycle and pedestrian issues. For example, the Washington State Parks and Recreation Commission has also set goals and policy to “provide a diverse and superb system of non-motorized trail opportunities in Washington State Parks to include pedestrian and bicycle… experiences and facilities….” They are also committed to:

- Constructing and maintaining quality trails;
- Enhancing trail partnerships;
- Establishing consistent standards for bicycle use; and
- Expanding and enhancing trail opportunities for bicyclists.

The Washington Traffic Safety Commission (WTSC) administers the School Zone Safety Program that provides funds for increased school zone speed enforcement, school patrols and crossing guard programs, and innovative approaches to school zone safety using the fines collected in school zones. These grant projects are selected by the Cooper Jones
Committee, an advisory body to WTSC established to help the agency promote bicycle and pedestrian safety.

Washington’s Recreation and Conservation Office administers the state’s share of the federal funding for recreational trails, including the National Recreational Trails Program funding.

At a regional level, the Washington State Ferries (WSF) Bicycle Permit Program was developed to promote bicycles as an alternative mode of transportation. Bicyclists can buy an annual permit to ride the ferries, and the more often they bicycle, the greater the savings. Appendix A includes a more detailed description of this policy.

**Coordination Among State Agencies**

Increasing bicycle and pedestrian modes is clearly a priority in the State of Washington as indicated by the number of state programs and state agencies playing a formal role. This diversity is both strength and a weakness. It helps to have numerous agencies, policies, and procedures for addressing the issues. The current diversity also creates policies, practices and methods that may not be coordinated. This update of the State’s Bicycle Facilities and Pedestrian Walkways Plan has taken steps in increasing coordination among state agencies with different roles in improving conditions for walking and bicycling. Continued support and development of a more cohesive state bicycle and pedestrian program and strategy can help to increase Washington’s success in meeting state and federal goals.
CHAPTER D.4 - IMPROVING SAFETY AND ENFORCEMENT

Multiple Washington State reports, policies, and plans address bicycle and pedestrian safety. Improving safety for bicyclists and pedestrians can be done through education, enforcement of traffic laws, and design improvements. These strategies can save lives by reducing the number of collisions and conflicts between users of different transportation modes. They can also make bicycling and walking more attractive modes of transportation.

Bicycle and pedestrian safety is also a major topic discussed in the 2007-2026 Washington Transportation Plan. In 2005, the Washington State Legislature established the Pedestrian and Bicycle Safety Program, including Safe Routes to Schools, to provide $74 million in state funding over the next 16 years. This funding, administered by WSDOT, will go to improving and constructing new sidewalks, paths and trails, as well as safety education, and enforcement.

The State’s strategic highway safety plan of 2006, called Target Zero, established a goal of zero traffic deaths and zero disabling injuries by 2030. The plan is not solely focused on bicycle and pedestrian collisions, but does establish goals and strategies for bicyclists and pedestrians such as:

- Improving pedestrian and motorist safety awareness and behavior through education, outreach, training and enforcement campaigns;
- Implementing pedestrian safety programs targeting pedestrian crash concerns in major urbanized areas and select rural areas with the construction of additional pedestrian facilities;
- Improving safety for children walking to school;
- Educating motorists and bicyclists on the rules of the road;
- Direct enforcement towards motorists and bicyclists who break the rules;
- Adopting policies to better accommodate bicyclists on all public roads; and
- Inventorying existing bicycle infrastructure to identify deficiencies.

Additionally, the Revised Code of Washington has made rules of the road for drivers, bicyclists, and pedestrians (RCW 46.61) establishing Washington is one of several stop law states. This means that, when motorists encounter pedestrians and bicyclists in a marked or unmarked crosswalk, they must stop and remained stopped rather than yielding to them. Appendix B provides more information on elements included in the rules of the road.

Also, under RCW 46.61.710, the operation of motorized vehicles, such as mopeds, is prohibited on facilities designed for bicycles, pedestrians, and equestrians.
WSDOT’s Bicycle and Pedestrian Safety Policies

WSDOT’s Traffic Operations Manual contains policies and procedures for closing state highway sections to bicycles for safety reasons. The region’s traffic engineer is responsible for making this determination in consultation with the State Bicycle and Pedestrian Program. Local governments are allowed to adopt ordinances banning cycling on specific roads or on sidewalks in business districts. Table D.4-1 provides a list of state highways currently closed to cycling for safety reasons.

Table D.4-1 State Highways Closed to Cycling for Safety Reasons

<table>
<thead>
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<th>City</th>
<th>Closed Segment</th>
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<tbody>
<tr>
<td>395</td>
<td>Kennewick</td>
<td>State Route 240 I/C to Court St. (Pasco)</td>
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<tr>
<td>240</td>
<td>Richland</td>
<td>Yakima River Bridge to Richland “Y”</td>
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<tr>
<td>5</td>
<td>Vancouver</td>
<td>Interstate Bridge: Bicyclists must use sidewalk.</td>
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<tr>
<td>5</td>
<td>Vancouver</td>
<td>Columbia River to Junction with I-205</td>
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<tr>
<td>205</td>
<td>Vancouver</td>
<td>State Line to State Route 14 (Exit 27)</td>
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<td>522</td>
<td>Bothell</td>
<td>East of State Route 405 to State Route 202 I/C</td>
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<tr>
<td>18</td>
<td>Federal Way</td>
<td>State Route 161 to West Valley Highway</td>
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<td>5</td>
<td>Lakewood to Marysville</td>
<td>South to Gravelly Lake I/C (Exit 124) North to 4th St. I/C (Exit 199)</td>
</tr>
<tr>
<td>518</td>
<td>SeaTac to Tukwila</td>
<td>25th Ave. S I/C to I-5</td>
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<tr>
<td>520</td>
<td>Seattle to Bellevue</td>
<td>I-5 (Exit 168) to NE 148th St. I/C (Trail runs parallel to 520 for parts of this route starting at NE 80th St.)</td>
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<td>599</td>
<td>South Seattle</td>
<td>I-5 (Exit 156) to S. 133rd St. I/C</td>
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<td>Seattle to Issaquah</td>
<td>Beginning of route to Front Street N. (Exit 17) (Trail runs parallel to I-90 for parts of this route)</td>
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<td>Tukwila to Lynnwood</td>
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<td>Lakewood to Marysville</td>
<td>Gravelly Lake I/C (Exit 124) North to 4th St. I/C (Exit 199)</td>
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<td>7</td>
<td>Tacoma</td>
<td>S. 38th St. to I-5 (Exit 133)</td>
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<tr>
<td>16</td>
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<td>I-5 (Exit 132) to Sprague Avenue</td>
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<td>16</td>
<td>Tacoma</td>
<td>Tacoma Narrows Bridge (Must use sidewalk)</td>
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<td>Mt. Vernon</td>
<td>College Way I/C (Exit 227) to Geo. Hopper I/C (Exit 229)</td>
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<td>5</td>
<td>Lakewood to Marysville</td>
<td>4th St. I/C (Exit 199) South to Gravelly Lake I/C (Exit 124)</td>
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<td>2</td>
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<td>N. Foothills Drive to N. Division Wy</td>
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<tr>
<td>2</td>
<td>Spokane</td>
<td>Airport Way I/C to I-90 (Exit 277)</td>
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<td>36th St. I/C (Exit 252) to Northwest Rd. I/C (Exit 257)</td>
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WSDOT has adopted a Rumble Strip Policy which requires rumble strips on both the left and right shoulders of rural interstate divided highway and requires that rumble strips are considered on both the left and right shoulders of other rural divided highways. The purpose of the rumble strips is to alert drivers that they are approaching a hazard. WSDOT also believes the rumble strips keep vehicles off the shoulder where bicyclists are riding. This policy has resulted in a reduction of run-off-the-road incidents on divided highways. Rumble strips are not required on undivided highways, but may be used where run-off-the-road accidents are high. Rumble strips are also not required in areas with narrow shoulders or in places where the vibration levels produced by the rumble strips cause control problems for cyclists.

At the regional level, Washington State Ferries has developed Bicycle Program rules on the loading and unloading of bicycles on ferries. Due to the different nature of how motor vehicles are loaded and unloaded from ferries, however, the rules are not consistent between the different ferries. In general, the ferries load bicycles first; they are directed to the front of the boat to reduce conflicts with loading of cars. Bicyclists who arrive late are loaded last. Upon arrival, however, bicyclists are typically unloaded last to avoid conflicts with cars unloading. An example of a different procedure is the one used for the San Juan Islands ferries, on which bicyclists and motor vehicles are loaded in the order that they will depart the ferry. This procedure keeps bicyclist on the docks as cars and trucks are loaded, if the bicyclists are headed to later stops. Appendix A contains more information on the Washington State Ferry Bicycle Program.

**Washington Traffic Safety Commission (WTSC)**

WTSC’s goal is to make Washington roadways safer. To accomplish this goal they provide communities with training materials. They also produce public service announcements and brochures. In the past they have provided brochures and public service announcements to educate bicyclists, pedestrians, and drivers about the common causes for collisions and ways to avoid them. The WTSC also works with the Washington Trauma Society to distribute bicycle helmets to children from low-income families; and has turned city buses into Share the Road billboards in Spokane, Grays Harbor, and Skagit counties.

WSDOT has supported and echoed many of the federal goals and research of the *National Strategies for Advancing Child Pedestrian Safety* by partnering with Washington Traffic Safety Commission in 1999 to form a Pedestrian Safety Team. The group produced a report titled, *Recommendations to Reduce Pedestrian Collisions*, that prioritizes safety education, funding, and land use planning efforts that support pedestrian safety. Many of the priorities outlined in this report remain unfunded to date.

Washington Traffic Safety Commission plays a lead role in developing Washington’s Highway Safety Plan. Based on budget figures provided in Washington State’s 2007 Highway Safety Performance Plan, less than 1 percent of the total budget is spent on pedestrian and bicycle safety, while bicycle and pedestrian fatalities make up 12.5
percent of all traffic related fatalities. Approximately a third of the total budget is spent on impaired driver, speeding and other driver behavior programs, and public information and education campaigns which can also benefit bicyclists and pedestrians.

**Washington State Parks**

The Washington State Parks and Recreation Commission also has set goals and policies to minimize user conflicts and safety hazards such as establishing trail etiquette to be used on all trails within the State Park system, as well as for proper signage, and education.

**Future Challenges**

Washington State is increasing its focus on the safety of bicyclist and pedestrians. Recent special funding efforts by the Legislature are evidence of this. Washington, along with other states, continues to grapple with the increasing importance of bicycle and pedestrian safety and mobility to cities and the appropriate role of the State in funding non-motorized improvements.
CHAPTER D.5 - DESIGN AND USAGE STANDARDS

Having appropriate design standards for sidewalks and bicycle facilities that are consistent throughout the bicycle and pedestrian network is necessary to make the network safe to navigate for all users. Since the 1990s demand for bicycle and pedestrian facilities has increased as more people look for alternatives to driving and insist that more be done to enhance the safety, comfort, and convenience of walking and bicycling. Public agencies have responded to this demand by establishing design standards for pedestrian facilities and bicycle facilities. Both the Federal government and the State of Washington have design guidelines for each type of facility.

Pedestrians


Chapter 1025 of the WSDOT Design Manual states that pedestrian travel is “a vital transportation mode” because it is “used at some point by nearly all citizens and is the main link to everyday life for many others.” In Washington, crosswalks exist at all intersections even where they are not marked. Under State law, marked crosswalks are required when the intended pedestrian route is different than what is cited in the RCW. Recognizing that pedestrians differ in their physical abilities to navigate sidewalks, the Design Manual also states that WSDOT will “provide ADA-compliant pedestrian facilities on highway projects unless one or more of the three conditions below are met:

- Pedestrians are prohibited by law from using the facility,
- Cost of improvements is excessive and disproportionate to the need or probably use, or
- Low population density or other factors indicate there is no need.”

The Design Manual sets minimum clearance standards for sidewalks at 4 feet to avoid the possibility of hanging or protruding objects getting in a pedestrian’s way. Guardrails or walls adjacent to a sidewalk or pedestrian facility must be smooth to prevent abrasive injuries from contact with the surface. Paved shoulders are an acceptable pedestrian facility along rural roads since activity tends to be minimal. Paved shoulders may be 4 feet wide where pedestrian activity is minor, but wider shoulders from 8 to 10 feet wide are preferable along high-speed highways especially when truck volume is high or pedestrian activity is high.
WSDOT Design Manual also sets criteria for locating mid-block crossings or crossings that are not located at intersections. These criteria, as currently defined, would not allow installation of mid-block crossings on many of the higher speed, or higher volume roads where they may be most requested.

**Bicyclists**

The American Association of State Highway and Transportation Officials’ *Guide for Development of Bicycle Facilities* (ASHTO, 1999) provides guidance on building safe bicycle facilities, but many states have created their own guidelines for safe bicycle facility construction. WSDOT’s Design Manual includes a chapter on design of bicycle facilities. In fact, bicycle facilities constructed or modified after 1982 in Washington State are required to meet or exceed standards established by WSDOT (RCW 47.06.100).

Chapter 1020 of the Design Manual (Manual) states that bicycle use is encouraged on all WSDOT facilities except where prohibited by law. Appendix C contains more detailed information on Chapter 1020 of the Manual. Bicycle facilities or improvements for bicycle transportation are included in the project development and highway programming processes. As well, the Manual states that bicycle facilities should be provided on routes identified as local, state, or regional significant bike routes and be built to fill in gaps in the existing network when possible. For all other roadways, the Manual says full design level shoulders for bicycle needs should be constructed, unless exceptional circumstances exist. Exceptional circumstances are:

1. Bicyclists are prohibited by law from using the facility,
2. Cost of improvements is excessive and disproportionate, greater than 20% of project cost, to the need or use, or
3. Low population density or other factors indicate there is no need.

Washington’s policy echoes the United States Department of Transportation’s (USDOT) policy statement for pedestrian and bicycle facilities published in the design guidance, *Accommodating Bicycle and Pedestrian Travel: A Recommended Approach*. The United States Code also ties Federal funding of highway projects to compliance with the guidelines set up in the Federal design guidance, which encourages States to conform to these guidelines or establish similar guidelines as in WSDOT’s Manual.

In addition to providing guidance on improvements on roads for bike routes, the Manual states that bike routes should be maintained to meet the needs of bicyclists. It also attempts to accommodate all users and minimize conflicts by discouraging certain combinations of uses, for example, equestrian traffic is not allowed on shared-use paths to eliminate conflicts between equestrian and bicycle traffic.

Overall, the Manual provides guidance on the design and installation of:

- Shared Use Paths (including some information on sidepaths),
• Bike Lanes,
• Shared Roadways, and
• Signed Shared Roadways.

There is currently no guidance for other types of bicycle facilities that are being used successfully in other states, including:

• Roadways with no center lane,
• Sidepaths,
• Dashed bicycle lanes,
• Contra-flow lanes, or
• Raised bicycle lanes.


The Washington State Parks and Recreation Commission has established policies on how to construct and maintain trails to currently accepted standards that effectively accommodate the designated uses of the trail and where “resource impacts and visitor safety can be managed within acceptable levels.” Most park trails are designed and managed for pedestrian use, but shared-use paths are encouraged on rail-trails and in other areas that meet approved evaluation criteria. Appendix D contains more information on the Washington State Parks and Recreation Commission’s goals and objectives.
CHAPTER D.6 – HEALTH AND THE ENVIRONMENT – ACTIVE TRANSPORTATION

Concern over sedentary lifestyles and obesity has grown in recent years. Walking and bicycling are now often encouraged as a solution to these growing problems. The 2007-2026 Washington Transportation Plan (WTP) recognizes that bicycling and walking activity, as well as having an interconnected network of bicycle and pedestrian facilities, is a sign of community health. The WTP focuses on how transportation projects can incorporate alternative modes and contribute to community health.

Washington’s Active Community Environments Project

Washington’s Active Community Environments Project, a partnership between Department of Health, WSDOT, Community Trade and Economic Development, and Regional Transportation Planning Organizations (RTPOs) to benchmark and develop active transportation policies is an example of Washington’s leadership in this area. The objective of Washington’s five year project is to improve the health and quality of life for citizens by improving and increasing opportunities to be physically active. It focuses on characteristics of communities such as proximity of goods and services to residential centers, human scale street design, availability of public transit, and access to safe, connected sidewalks, paths, trails and street crossings.

Through this project, the partner organizations are working to develop Active Living Task Forces in communities around the state. DOH selected nine counties within seven RTPOs for this project based on a series of health indicators (e.g., obesity rates, percent of older residents) and other criteria. The Active Living Task Forces, once formed, assist RTPOs in the review and consideration of policy changes and modifications to planning and implementation practices and procedures by integrating health based performance measurement. This advice and assistance to RTPOs involves major project planning and development, urban planning, project selection processes for sidewalks, trails, bike lanes, and other non-motorized facilities.

Steps to a Healthier Washington

Another initiative in this area is the Washington State Department of Health’s Steps to a Healthier Washington program includes goals related to bicycle and pedestrian facilities. Part of its mission is to “help people live longer healthier lives by creating communities with abundant opportunities for physical activity.”
Health Impact Assessments

Both of DOH partnership projects, Active Community Environments and Steps to a Healthier Washington, promote the use of health impact assessments (HIA) is commonly defined as a combination of procedures, methods, and tools by which a policy, program, or project may be judged as to its potential effects on the health of a population, and the distribution of those effects within the population. Health impact assessments can be used to evaluate potential health effects of a project or policy before it is built or implemented. These assessments can provide recommendations to increase positive health outcomes and minimize adverse health outcomes. A major benefit of health impact assessments is that they bring public health issues to the attention of persons who make decisions about areas that fall outside of traditional public health arenas, such as transportation or land use professionals.

The major steps in conducting an HIA include:

- screening (identify projects or policies for which an HIA would be useful),
- scoping (identify which health effects to consider),
- assessing risks and benefits (identify which people may be affected and how they may be affected),
- reporting (present the results to decision-makers), and
- evaluating (determine the affect of the HIA on the decision process).

Seattle King County Public Health will partner with Puget Sound Regional Council and WSDOT to conduct the first health impact assessment as part of the State Route 520 Bridge Replacement in 2007-08.

Other Health Related Efforts in WA

The Growth Management Act (Chapter 36.70A RCW) also states that wherever possible the land use element of comprehensive plans should consider using urban planning approaches that promote physical activity.

The Washington Administrative Code also supports physical activity indirectly through its bicycle racing policy (WAC 468-400-010) which permits bicycle racing on state highways in accordance with the conditions and regulations set forth by the latest edition of the WAC.

Overall, Washington State is moving quickly to address the relationship between community design, active transportation and public health.
CHAPTER D.7 - PUBLIC INVOLVEMENT AND EDUCATION

State agencies, Regional Transportation Planning Organizations (RTPOs) and local agencies all provide public comment and public involvement opportunities in accordance with state and federal requirements. In recent years, bicycle and pedestrian advocacy has become a larger part of that public involvement effort with many of the formal public comments focusing on non-motorized safety. Based on a review of various advisory bodies for transportation projects and other programs, there is an opportunity for transportation agencies as well as public health agencies in Washington to encourage greater involvement by the bicycle and pedestrian safety advocates within Washington.

The Safe Routes to School program is an important opportunity for public involvement and education. The Safe Routes to School program develops encouragement and public awareness campaigns relating to safety and the importance of reducing traffic congestion around schools.

WSDOT, RTPOs, and local agencies can also include pedestrian and bicycle safety and mobility advocates as part of project development steering committees, value engineering study teams, and freight mobility study teams. Technical advisory committees focused on increasing bicycle and pedestrian safety and mobility are proven effective in moving policy and procedural discussions forward at state, regional and local levels. Several of these types of committees exist in Washington. However, not all transportation agencies currently support committees working on bicycle and pedestrian safety and mobility topics.

State law also requires that drivers follow the Rules of the Road (RCW 46.61) and includes bicycle safety and road sharing information in publications on licensing examinations (RCW 46.20.093). Making sure that drivers are versed in these topics is an important prerequisite for minimizing conflicts between users and improving safety. Department of Licensing has an opportunity to increase public education efforts in these areas.

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2 Case Study of State Route 202 Corridor Study - 65% of public comment related to non-motorized safety and mobility (157 or 241 public comments received).
CHAPTER D.8 - FUNDING FOR BICYCLE & PEDESTRIAN FACILITIES & PROGRAMS

Funding is an important part of bicycle and pedestrian policy since it makes building facilities, maintenance, and educational and encouragement programs possible. Based on a review of current local, state and federal funding dedicated to improving conditions for bicycling and walking, it is estimated that each year approximately $30-40 million is currently available for this purpose in Washington State. (See Report B, Data Analysis for more discussion of funding trends). This is about 2% of the transportation budget for Washington. At this funding level, it could take over 60 years to complete the unfunded bicycle and pedestrian safety and mobility projects identified in local transportation improvement plans (TIPs).

For the past 15 years, federal laws have supported the inclusion of pedestrian and bicycle facilities in transportation plans and projects and have supplied a consistent source of funding for these activities.

In 2005, the Washington State Legislature established the Pedestrian and Bicycle Safety Program, including Safe Routes to Schools, to provide $74 million in state funding over the next 16 years. This funding, administered by WSDOT, will go towards improving and constructing new sidewalks, paths and trails, as well as education, encouragement and enforcement.

The following year, SAFETEA-LU established additional federal funding for the Safe Routes to School program. The national program provides $612 million in FHWA funds to state Departments of Transportation between FY 2005 and 2009. The funds are available for infrastructure and non-infrastructure projects to implement statewide programs from elementary and middle school children in grades K-8. The legislative details of the program are contained in Section 1404 of SAFETEA-LU.

Washington has other laws establishing funding for bicycle and pedestrian projects. There is a minimum expenditure for paths and trails established in Washington State Law (RCW 47.30.050). WSDOT must spend a minimum of 0.3% of the total construction budget (state and federal funds) on paths and trails. WSDOT can bank any one year amount up to four years to combine with future funds/projects. WSDOT can spend more than the minimum fiscal year amount and take the excess as credit toward the minimum expenditure in the following four fiscal years. Cities, towns, and counties shall spend no less than 0.42% of the total amount of funds received from the motor vehicle fund per fiscal year on paths and trails unless the amount is $500 or less for a city or town or $3,000 or less for a county. Funds may be reserved for later use but have a 10-year time limit. This is important because it establishes that bicycle and pedestrian safety and mobility projects are eligible uses for gas tax.
Under the Revised Code of Washington (Chapter 35.75), cities and towns have the right to collect bicycle registration and violation fees. Of this money, 75 percent must be used for building and maintaining bicycle paths and roadways or for enforcement expenses or registration program expenses. Cities and towns can also use any funds available for road construction, improvement, or maintenance for building, improving, and maintaining bicycle paths, lanes, roadways, and routes, and for improvements to make existing streets and roads more suitable and safe for bicycling. The only limit is that any such facility is suitable for bicycle transportation purposes. Bicycle paths, lanes, or routes may be constructed, maintained or improved from county road funds.

There are various other smaller state and federal funding sources available for bicycle and pedestrian facilities or programs, such as:

**Transportation Enhancement Funding:** WSDOT provides federal funding to transportation-related activities designed to strengthen the cultural, aesthetic and environmental aspects of the intermodal transportation system. The program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities, to bike and pedestrian facilities, to landscaping and scenic beautification, and to the mitigation of water pollution from highway runoff.

**Washington Scenic Byways Program:** WSDOT provides federal funding to projects on highways designated as National Scenic Byways, All-American Roads, or as State Scenic Byways. It is a priority for these projects to be consistent with a corridor management plan for a byway. Tourist amenities, bicycle and pedestrian facilities and signing are eligible for this grant program.

**National Recreational Trails Program:** The Washington State Recreation and Conservation Office provides federal funding to rehabilitate and maintain recreational trails and facilities that provide a backcountry experience. Eligible projects include maintenance of recreational trails, development of trail-side and trail-head facilities, construction of new trails, operation of environmental education and trail safety programs.

**Small City Sidewalk Program:** The Transportation Improvement Board provides state gas tax funds for pedestrian projects. These projects improve safety, provide access, and address system continuity and connectivity. The program is on an annual funding cycle.

**Surface Transportation Program – Regional Funds:** Metropolitan Planning Organizations provide federal funding for projects on any Federal-aid highway, bridge projects on any public road, transit capital projects, and intra-city and intercity bus terminals and facilities. A portion of funds reserved for rural areas may be spent on rural minor collectors. Eligible projects include bicycle transportation and pedestrian walkways in
accordance with Title 23 USC 217, and the modification of public sidewalks to comply with the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.).

**Congestion Mitigation Air Quality Improvement Program:** Metropolitan Planning Organizations provide federal funds to projects and programs that reduce transportation related emissions in four air quality non-attainment and maintenance areas in the state (Puget Sound Region, South West Washington Region, and Spokane Region).
CHAPTER D.9 - BICYCLE AND PEDESTRIAN POLICIES AND PRACTICES FROM OTHER STATES

Bicycle and pedestrian policies are established at different levels of government. Some state legislatures establish statutes directing the department of transportation (DOT) to accommodate bicyclists and pedestrians. In other states the Secretary of Transportation or the State Transportation Board issue policies, and in others it is DOT staff who take the policy lead by refining vaguely written state policies. Several states also publish design manuals that establish standards for bicycle and pedestrian facility design, construction, and maintenance. The scope of these policies is strongly influenced by the types of roadways that are under the state’s jurisdiction.

Table D.9-1 provides a summary of bicycle and pedestrian policies in 17 states. It shows the different areas of bicycle/pedestrian planning that each state’s policy covers. Policies are designed to address safety, design of appropriate facilities, maintenance, land use, the environment, and other concerns related to bicycling and walking.
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CHAPTER D.10 - RECOMMENDATIONS

Meeting State and Federal Mandates and Goals

Develop a more specific process for inclusion of pedestrian and bicycle safety and mobility improvements in project development and highway programming along with a complimentary process to track and report on projects that include these facilities.

Increasing Bicycle and Pedestrian Mode Share

Continue support for and development of a more cohesive state bicycle and pedestrian program and strategy that includes public agencies involved in improving conditions for bicycling and walking.

Design and Usage Standards

Continue to develop and track implementation of design and usage criteria for bicycle and pedestrian safety and mobility.

Health and the Environment/Active Transportation

Conduct health impact assessments, including evaluation of opportunities to improve conditions for bicycling and walking, as part evaluation of transportation projects under the State Environmental Policy Act and National Environmental Policy Act.

Public Involvement and Education

Encourage greater involvement of bicycle and pedestrian safety and mobility advocates within Washington particularly on transportation agencies and public health agency boards and committees.

Funding Policy

Develop and implement a funding strategy for bicycle and pedestrian safety and mobility.