

# Bicentennial Bikeways Master Plan

## City of Columbus, Ohio

### Tech Memo #2: Goals and Objectives

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## Overview: Task 3 - Policies, Goals, and Objectives

The scope of services for the Columbus Bikeway Master Plan calls for a three-part task for developing Policies, Goals, and Objectives. These steps include 1) a Review of Existing Plans and Policies, 2) the development of New Policies, Goals, and Objectives and 3) a Review of Relevant Legislation. This Tech Memo summarizes the information developed for this task, and provides the framework for the Policies, Goals and Objectives section of the Columbus Bikeway Master Plan.

### 1: Review Existing Plans and Policies

#### Columbus Planning History

The history of planning in Columbus provides important background for framing the current Bikeways Master Plan. The 1993 Columbus Comprehensive Plan provides the following summary of the planning efforts that took place 100 years ago:

*“In 1907, a Plan Commission composed of an architect, landscape architect, and sculptor from New York City, a civic advisor from Rochester, New York, and an architect from Philadelphia, was formed. Within a year, the group had prepared the first known plan for the city...The 1908 Plan was a response to two mounting concerns. The first was what the Plan described as “the unromantic practical necessities of a rapidly growing and prosperous manufacturing city” — water supply and wastewater collection and disposal. The second was the city’s “humiliating position” relative to other cities in its consideration of parks, parkways, and playgrounds.*

*In both cases, the underlying goal was to secure Columbus’ position as one of the nation’s great cities and to establish a civic environment that recognized its function as Ohio’s governmental and education center. The Plan Commission recommended that the State Capitol be surrounded by a civic center of great public buildings and open spaces. A parkway was to encircle the city three miles from its center. Diagonal streets would radiate from the parkway, breaking what the plan called the “Maltese Cross” development pattern along the railroads. The streets of Columbus would be adorned by monuments, sculpture, and street furniture, and would be rid of overhead utility poles and wires. Small parks and playgrounds were called for in the neighborhoods, while linear parks were to be developed along the Olentangy and Scioto Rivers.”*

This historical view shows that Columbus has a long heritage of visionary planning, and that with the involvement of civic leaders, the potential exists to continue this vision into the future. Columbus started developing its current bikeways system in the 1960’s, and even had bike lanes on High Street in the 1970’s. While the current system has not lived up to the potential identified in previous decades, that potential still exists, and the current plan should be seen as an opportunity to capitalize on the city’s bikeway heritage.

## Columbus Comprehensive Plan 1993

The 1993 Comprehensive Plan established a framework for neighborhood and area plans that have been developed throughout the City. The overview of the Plan states: *“The Columbus Comprehensive Plan prescribes development policies for the city of Columbus and an area that may become part of the city of Columbus over the next 20 years... The Plan Establishes policies for Columbus’ growth, development and redevelopment to 2010 in the area of land use, infrastructure and community facilities.”*

Source: <http://td.ci.columbus.oh.us/Bizdevelopment/PlanList/index.asp>

In describing the infrastructure of the City, the 1993 Plan provides the following statement:

*“The infrastructure systems of the city of Columbus — streets and highways, public transit, pedestrian facilities, bikeways, sanitary and storm sewers, water system, and street lights — represent a tremendous public investment and provide the many conveniences expected by both city residents and visitors alike. Provision for and maintenance of these systems is one of the primary functions of local government.”*

Source: Columbus Comprehensive Plan 1993, p.23

This was a progressive statement for planners to make in the 1990’s – especially since it included bikeways in the framework of public infrastructure. The last sentence captures a key point for future efforts and strengthens the long-term support of improvements to the Bikeways system. Two other key references from the Plan include:

### **Natural Resources and Environmental Quality**

1. *Maintain and improve the environmental quality of Columbus.*
2. *Protect, expand and enhance the natural features of Columbus.*
3. *Promote the greening of Columbus.”*

Source: Columbus Comprehensive Plan 1993, p.16

### **Recreation:**

*“The quality of life of any city is largely dependent upon its parks and recreation system. Columbus has an extensive system of parks and recreation facilities. Acquisition of these facilities must keep pace with development.”*

Source: Columbus Comprehensive Plan 1993, p.16

These statements are central concerns for Bikeways, which provide transportation, recreation and environmental benefits. The Comprehensive Plan goes on to provide detailed sections on Land Use, Development Regulations, General Transportation Recommendations, Streets and Highways, Functional Classification. The various classifications form a hierarchy of roadways as shown on the 1993 Columbus Thoroughfare Plan. Significantly, the Plan includes a specific section on Bikeways, which is provided below:

### **Bicycle Facilities**

*Bicycling offers a healthful, ecological alternative to transportation by automobile and is a recreational activity enjoyed by many. While bicycle transportation is certainly not for everyone, a greater proportion of the population would take part if necessary facilities were available to enhance bicycle safety and convenience. Certainly bicycling has its place in a balanced, coordinated transportation system.*

*The availability of facilities encourages the use of bicycles. These include bicycle parking, bicycle lockers, and of course, bikeways. A bikeway is defined as any road, path, or way which is in some manner specifically designated as being open to bicycle travel, regardless of whether it is designated for the exclusive use of bicycles or is to be shared with other transportation modes. Bikeways can be paths, lanes, or routes. A bike path is physically separated from motorized vehicular traffic by an open space or barrier. A bike lane is a portion of a roadway which has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicycles. Bike routes are designated by signage along existing roads to indicate their appropriateness for bicycle travel, usually with no other bicycle-related improvements.*

*It is not the intent of the Columbus Comprehensive Plan to determine specific locations for bikeways. However, several recommendations are offered to encourage the use of bicycles in Columbus and promote further planning for bicycles as an effective means of transportation.*

#### ***It is the recommendation of the Columbus Comprehensive Plan that:***

- the Public Service Department develop a bikeways plan for the city of Columbus and represent bicycle interests to both government and the private sector.*
- the Columbus bikeways plan 1) pay special attention to establishing east-west bikeway connections, 2) take full advantage of opportunities to provide bicycle facilities within greenways, 3) connect major activity centers by bikeways, 4) address use by bicyclists when improvements are made to arterial roadways, 5) develop signage which helps the bicyclist know the destination points of each particular route, 6) promote bicycle safety issues, 7) address bicycle parking standards and incentives while encouraging provision of bike parking, 8) address bikeway maintenance issues, and 9) champion the education of motorists and bicyclists concerning the shared use of roadways.*
- the bikeways plan for the city of Columbus be developed concurrently with 1) an update of the 1977 Mid-Ohio Regional Planning Commission Regional Bikeway Plan Update, and 2) revisions, where necessary, of suburban bikeway plans throughout central Ohio.*
- the responsibility and function of the Columbus Traffic and Transportation Commission be expanded to include bicycle issues and that, if necessary, additional members be appointed so that it can serve as an effective advisory body on bicycle issues to the Public Service Department and City Council.*
- the city of Columbus, following accepted standards, provide bicycle parking at all its government buildings.*

Source: Columbus Comprehensive Plan 1993, p.31-32

These are still valid points for the current Bikeways planning effort. It is important to note that, as a follow up action to the 1993 Comprehensive Plan, City Council Resolution 23X-93 established a Bikeways Advisory Committee to advise the Mayor and City Council “*on the planning, design, construction and installation of bike routes, bikeways, and bike paths in the city of Columbus.*” The mission of the Committee is “*To integrate bicycles into the transportation systems of Columbus and central Ohio, by providing a safe convenient system of bikeways and other bicycle facilities*”.

Source: <http://pubserv.ci.columbus.oh.us/transportation/GettingAround/BikewaysAdvisoryCommittee.htm>

### Columbus Thoroughfare Plan 1993

The Columbus Thoroughfare Plan designates the functional classifications of roads and includes right-of-way requirements for the various classifications. It serves as a tool for local officials to help in developing an orderly, efficient, balanced, and coordinated roadway system. Specifically, the Thoroughfare Plan provides the following description of the City’s transportation infrastructure:

*The streets and highways element of this Plan is, in part, comprised of a Thoroughfare Plan which designates the functional classification of roads and includes right-of-way requirements for these various classifications. The thoroughfare recommendations are closely related to recommendations for land use, community facilities, and other transportation systems as these roadways will need to effectively serve all future development and redevelopment as part of a balanced, coordinated transportation system. The principal purpose of the Thoroughfare Plan is to serve as a tool for local officials to help in developing an orderly and efficient roadway system. It assists in developing roadway improvement priorities by providing an overview of the needs of the community. In addition, it will be used to keep development away from needed future roadway expansions, connections, and extensions.*

*The Thoroughfare Plan can help maintain a balance between land use development and the establishment of an adequate roadway system to service that development. It can also help to bridge the gap between the functions of development review (Zoning Code, Graphics Code, driveway rules and regulations) and transportation planning because it is presented in a form that can be easily used in the development review process. The Thoroughfare Plan can be used to protect needed rights-of-way for roadways and serve as a basis for requiring that roadway improvements identified be funded before full development of an area takes place.*

Source: Columbus Thoroughfare Plan (p26)

It is important to note that this section of the Thoroughfare Plan also includes specific descriptions of each roadway type by functional class, and includes two primary measures of transportation system performance: Volume-to-Capacity Ratio at signalized intersections and Level-of-Service (Delay) for roadway segments. In general, the roadway classes, typical section descriptions and performance measures do not make bikeways as an integrated element of the on-street transportation system. From a systems perspective, the 1993 Comprehensive Plan / Thoroughfare Plan treated bikeways as an important, but separate infrastructure that was primarily implemented through the development of shared-use paths created along greenway corridors.

## Progress since the Comprehensive Plan: 2004 Internal Staff Report

While Columbus did not create the Bikeways Plan recommended in 1993, an internal staff report was developed in 2004 that contains information and resources for the development of the Bikeways Master Plan. That document, entitled *Columbus Bicycle Plan: Bicycle Program Policies*, Public Service Department Transportation Division, Draft for Internal Review February 24, 2004 includes the following sections:

“The Columbus Comprehensive Plan was adopted by City Council in 1993. Our progress with response to each directive is described below.

- *Pay special attention to establishing east-west bikeway connections:* Potential alignments for numerous east-west bikeways have been explored. Current efforts focus on 3 bikeways (44, 54 and the Downtown Bikeway Connector). The first is partially done and the others are in development.
- *Take full advantage of opportunities to provide bicycle facilities within greenways:* Paths are planned, built or under construction in all the stream corridors. The City aggressively seeks right of way for paths.
- *Connect major activity centers by bikeways:* A system of bikeways connects the downtown to Ohio State University and Clintonville. These are the largest trip generators. The system is being expanded to other areas.
- *Address use by bicyclists when improvements are made to arterial roadways:* Almost a dozen proposed arterial widening projects incorporate bikeways. One, Hard Road, is under construction.
- *Develop signage which helps the bicyclist know the destination points of each particular route:* This has been done.
- *Promote bicycle safety issues:* Every spring for over 7 years, the City has distributed thousands of bicycle safety flyers. Brochures on proper cycling techniques have also been distributed.
- *Address bicycle parking standards and incentives while encouraging provision of bike parking:* Draft legislation has been completed.
- *Address bikeway maintenance issues:* The City hired a full-time maintenance crew, specifically for paths.
- *Champion the education of motorists and bicyclists concerning the shared use of roadways:* This effort stalled because of 2 problems. These are lack of resources and inconsistent bicyclist behavior. At this time staff could only inform motorists that bicyclists are also entitled to use streets (if resources for publicity were available). Any effort to tell motorists what to expect from bicyclists, will have to be preceded by a massive bicyclist education program.”

Source: *Columbus Bicycle Plan: Bicycle Program Policies* Draft for Internal Review February 24, 2004, p.10-11

“Our Vision for the Future”

The following text was also included in the 2004 Internal Staff Report, but has not been adopted or proposed as formal policy. These sections are provided to inform the development of the Bikeway Master Plan.

*“Our vision is for a multi-modal transportation system where people have multiple transportation options (walk, bicycle, mass transit, personal motor vehicle). Neighborhoods would be redeveloped so that residents could find most of what they need within the neighborhood. This would reduce the need to travel outside the neighborhood, easing traffic problems. People could travel freely within their neighborhood and to adjacent neighborhoods by the mode of their choice.*

*Good facilities for bicycling and walking would be present. This would allow people to integrate physical activity into their daily activities. With a more active population there would be fewer health problems.*

*Within such neighborhoods, more trips could be localized. Overall motor vehicle use could decline and with it the problems stemming from its overuse.*

*Bikeways are one tool to localize trips. These are the most prominent type of bicycle facility and are described below.”*

Source: *Columbus Bicycle Plan: Bicycle Program Policies* Draft for Internal Review February 24, 2004, p.13

## The Downtown Columbus Circulation Study

This recent study included recommendations for conversions of some downtown streets from one-way to two way operations, along with potential on-street Bikeways in the Downtown area. The study is anticipated to be completed by the end of 2007. The project website describes the study as follows:

*The Ohio Department of Transportation (ODOT) is conducting a Major Investment Study (MIS) on the I-70/I-71 portion of the innerbelt freeway circling downtown (Innerbelt MIS). Part of the Innerbelt MIS will consider changes to the freeway ramps which access downtown as well as larger capacity issues. The Central Ohio Transit Authority (COTA) is studying the accommodation in downtown of an expanded transit system that includes Light Rail Transit (LRT).*

*At the same time, the City of Columbus is examining, through the coordination of downtown area plans, changes to the downtown street system as part of its efforts to increase the livability of the downtown environment. As a result, there is a need to coordinate the MIS and COTA’s LRT with the downtown plans and activities of the City of Columbus.*

*The study, sponsored by the City of Columbus and the Ohio Department of Transportation, has been undertaken by the Mid-Ohio Regional Planning Commission to assist Columbus on various issues to make the downtown more livable and friendly to pedestrians and downtown residents while providing appropriate mobility and safety.*

Source: [http://transportation.morpc.org/library/dtcircstudy/dccs\\_home.htm](http://transportation.morpc.org/library/dtcircstudy/dccs_home.htm), updated 02.14.06

## Columbus Recreation and Parks Master Plan, December 2002

Greenways and trails are an important component of the Columbus Recreation and Parks Department (CRPD) system. CRPD is responsible for developing and maintaining the City's multi-use trails. The following recommendations were included in the CRPD's 2002 Master Plan:

### Chapter 1

#### Parks / Facility Maintenance Section

*“Staff will provide professional grounds and facilities maintenance services across the city's 220 square miles. Hundreds of sites are serviced, including parks, playgrounds, lakes, swimming pools, recreation centers, athletic complexes, facilities, ball diamonds, bikeways, tennis and basketball courts, public gardens, signage and wildlife management areas.”* p. 1-12

*“Multi Use Trails are corridors of land recognized for their ability to connect people and places. In Columbus, these ribbons of open space are located primarily along the five major rivers flowing through the City. More than 60 parks are scattered along these waterways. Linking neighborhoods, parks, recreation facilities and streams with a multi-use trail achieves two goals simultaneously: protecting natural areas along river corridors, and providing people with a way to access and enjoy them. Multi use trails also offer a safe, alternative form of transportation; substantial health benefits; habitat enhancements for plants and wildlife; and unique opportunities for outdoor education and cultural interpretation.”* p. 1-12

*“The CRPD currently has 25 miles of multi use trails along the Olentangy and Scioto Rivers and the Alum Creek. The Olentangy Trail, nearly 12 miles long, is one of the oldest and most popular developed greenways in Ohio. The Scioto Trail, which travels through the dense, urban core of downtown, is used heavily by joggers, rollerbladers and commuter cyclists. The Alum Creek Trail is being constructed in phases from Westerville to Three Creeks Park.”* p 3-11

### Chapter 5

#### Recommendations

##### Recommendation 2:

#### Locate Neighborhood Parks within One-Half Mile of all Neighborhoods

*“Neighborhood Parks are the backbone of the CRPD system and should be easily accessible to a maximum number of City residents. These parks should be within a reasonable walking distance, which is about one half mile. Currently, CRPD uses as service radius of one-half to one-mile. A new standard based on one-half mile distance would encourage patrons to walk or bike to these parks. The construction of parking lots at neighborhood parks should be discouraged.”* p 5-22

“Recommendation 9: Continue Developing Multi-Use Trails throughout the City

*“In the Columbus area, the major focus for 2010 will be developing a regional network of greenways and on-street bikeways totaling approximately 165 miles that will link parklands, stream corridors, Metro Parks and surrounding community trail systems into an integrated, easily accessible system. The plan also includes providing greenway corridors along Blacklick Creek, Walnut Creek, Scioto River and Big Run.”*

p.5-24

CRPD Service Area: Park Services – Trails

*“One of the highlights of the Columbus’ parks is the greenway trail system, which is extensively used. Access and connections to this system are fast becoming an expectation in new developed areas. Currently, the CRPD has 35 miles of 10 foot to 12 foot asphalt trails. The department’s goal is to have 155 miles of trails eventually.*

*Trails have long term maintenance impacts just like any recreational facility. Maintaining trails can cost anywhere between \$10,000 and \$14,000 per mile for 10 foot to 12 foot wide asphalt trails; these figures include staff, equipment and resources such as mowing, trash pickup, brush hogging, repairs to benches, lighting, trail markers and trail repaving / sealing. The long range impact of this trail system could reach more than \$1.5 million in maintenance costs annually when completed. Not only will manpower have to be increased but a strong volunteer base would have to assist wherever possible.”* p. 5-34

## MORPC Regional Bikeway Plan Goals

The Mid Ohio Regional Planning Council has developed a bikeway plan that provides a framework for the Columbus plan. The MORPC Draft 2006 Regional Bicycle Transportation Facilities Plan includes the following:

### Transportation Vision, Goals & Objectives

“The U.S. Department of Transportation (U.S. DOT) has two federal policy alternatives:  
 Accommodate current bicycle use and/or  
 Increase the level of use

With regional growth and transportation issues that are occurring in central Ohio, MORPC in early 2005 revisited its transportation goals and objectives to determine if it addressed the current needs of central Ohio. The question was put forward, “how should central Ohio spend its regional transportation money?” A vision of the region and a thoughtful set of goals for transportation were needed to ensure the transportation projects funded would meet our needs and improve the region.

The Vision Statement, Goals and Objectives, developed for the next Regional Transportation Plan to be adopted in 2008, are shown below:

**VISION:** A transportation system that enhances environmental, social and economic well being of the region.

#### **Goal I: Provide a safe, secure and efficient transportation system**

- Emphasize the preservation of the existing transportation system.
- Ensure transportation infrastructure and development are built concurrently.
- Use technology to better inform the public of real-time travel options.
- Preserve and acquire rights-of-way for desired volumes of traffic (all modes).
- Design travel ways for appropriate speeds and desired volumes of traffic (all modes).
- Prioritize projects that result from a collaborative, inter-jurisdictional process.

#### **Goal II: Provide an accessible transportation system with a range of choices**

- Provide facilities for desired levels of pedestrian, bicycle and transit travel.
- Ensure connection of facilities to the regional transportation network.
- Ensure simple and convenient intermodal connections for both passenger travel and freight movement.
- Prioritize transportation infrastructure that minimizes automobile travel.

#### **Goal III: Protect the social, environmental and economic well being of the citizens of the region**

- Prioritize transportation infrastructure for developments that minimize the need for automobile travel.
- Advance transportation projects that do not shift economic activity away from developed areas, especially between jurisdictions.

- Ensure that transportation facilities are accessible by all users.
- Analyze public information and education programs to determine and improve their effectiveness.
- Reduce transportation's contribution to regional air quality problems.
- Reduce transportation's contribution to regional water quality problems.
- Incorporate aesthetic considerations (e.g., landscaping and good design practices) into the development of transportation facilities.
- Protect habitat, natural areas and cultural resources.
- Reduce noise impacts of transportation.
- Reduce the energy demands of the transportation system.

To achieve the transportation goals and objectives pertaining to the bicycle as a mode of transportation, MORPC plans to:

1. Give priority to projects that will close gaps in the bikeway system, eliminate barriers; provide linkage, and/or continuity to any existing facilities when planning and programming improvements.
2. Identify federal and state funds for eligible projects.
3. Encourage planners and engineers to include the needs of bicyclists when designing transportation facilities in urban, suburban and rural areas.
4. Encourage the appointment of bicycle coordinators by local member governments.
5. Encourage local jurisdictions to incorporate the regional bikeway plan network as part of its comprehensive plan.”

Source: MORPC Draft 2006 Regional Bicycle Transportation Facilities Plan

It is important to note that MORPC has been a national leader in developing a “Complete Streets” policy for integrating bikeways into transportation projects. MORPC’s Routine Accommodation Policy is provided in the appendix of this document.

## Mayor's Green Principles

In addition to these important policy documents, it is significant to reference the Mayor's Green Team, which is advancing the City's environmental goals. The Columbus "Green Principles," dated March 17, 2006, includes the following statement:

*Encourage transportation and mobility alternatives that decrease use and dependence on petroleum-based fuels while improving outdoor air quality. Promote energy independence by seeking non-petroleum, renewable fuel sources. Support a variety of choices to the community that promote pedestrian access, transit, bikeways and healthy lifestyles.*

Source: Columbus "Green Principles," March 17, 2006

The full text of the Green Principles is provided in the appendix of this document.

There are a number of other Columbus program initiatives which support bicycling. A partial listing of these programs includes the following:

### Commit to be Fit

This health promotion program was developed in response to Columbus being named among the nations 5 most obese cities in 2001. The program was developed in partnership with 10TV, Ohio State University Medical Center, Metro Parks, Donatos and other partners. After the first 6 years of the program, Men's Fitness Magazine listed Columbus as one of the top 20 fittest cities in the nation. The program provides a website that individuals can sign on to and monitor their diet and fitness programs. The program provides an opportunity to connect bicycling with a highly visible and successful health promotion effort in Columbus.

### Pedal Instead

Pedal Instead provides City-sponsored secure bicycle parking corrals at summer festivals where riders can park their bikes, helping to reduce vehicle emissions, cut demand for parking, and encourage fitness. Pedal Instead is co-sponsored by Get Green Columbus, the Columbus Recreation and Parks Department, Scotts, Batelle, MORPC, the Central Ohio Bicycle Coalition and Safety Town.

### Columbus Outdoor Pursuits

Columbus Outdoor Pursuits is a non-profit organization providing outdoor recreational opportunities and training for youth and adults in central Ohio. This organizations includes bicycling as one of its program offerings.

Consider Biking and Simply Living are non-profit organizations working to promote bicycling. These and other organizations provide potential partnership opportunities in the Columbus community.

## 2. New Policies, Goals, and Objectives

Recommendations for potential changes to City of Columbus policies, codes, and ordinances will be incorporated into the Bikeways Plan. These recommendations are based on the foundation established in the City’s past planning efforts and informed by models from other communities. Formal adoption of policy changes would need to take place within a General Plan/Zoning Code update process and in consultation with the Bikeways Advisory Committee and the Transportation and Pedestrian Commission.

### Policy Recommendations: Complete Streets

There is a growing movement in the U.S. to integrate non-motorized transportation into the planning, design and operation of roads, bridges and transit projects. This movement has taken the name of “Complete Streets.” At the national level, the US Department of Transportation (USDOT) developed a model bicycle and policy framework in 2001. This policy is based on the principle that bicyclists and pedestrians have the right to move along or across all roadways unless specifically prohibited from doing so. The national policy has served as guidance for State DOT’s and public works agencies throughout the U.S. It has recently evolved into the concept of “Complete Streets” – the idea that streets are only complete when they address the needs of all modes of transportation, including walking and bicycling. This approach includes providing for transit, ADA compliance and facilities for people of all ages and abilities. MORPC has adopted a complete street policy, and the Bikeway Master Plan provides to develop a similar policy for the City of Columbus.

The USDOT 2001 Policy Statement says that, “*Bicycle and pedestrian ways shall be established in new construction and reconstruction projects in all urbanized areas,*” unless specific exceptions can be established. At the state level, the American Association of Highway and Transportation Officials (AASHTO) provides guidelines for State Departments of Transportation which are widely accepted for use throughout the U.S. The AASHTO 1999 *Guide for the Development of Bicycle Facilities* includes the following policy guidance:

*“All highways except those where cyclists are legally prohibited, should be designed and constructed under the assumption that they will be used by cyclists. Therefore, bicycles should be considered in all phases of transportation planning, new roadway design, roadway reconstruction, and capacity improvements and highway projects.”*

The idea of “Complete Streets” is based on the premise that quality transportation facilities “*are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities are able to safely move along and across a complete street.*” A national coalition of organizations supporting this policy concept has formed to encourage adoption of Complete Streets policies. The City of Columbus has the ability to adopt a Complete Streets policy through the City Council. The following is a proposed “Complete Streets” policy that could be adopted by the City:

## Proposed Draft City of Columbus Complete Streets Policy

### Purpose:

*A City of Columbus “Complete Streets” policy will ensure consistency of design and operational characteristics of bicycle transportation and recreation facilities as an integral element of roadway, bridge, transit and transportation, recreation and public works projects.*

### Proposed Policy:

City of Columbus hereby adopts the policy of “Complete Streets” as a guiding principle for our infrastructure. “Complete Streets” are defined as facilities that *“are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities are able to safely move along and across a complete street.”*

The City will support the development of a complete system of bikeways, pedestrian facilities and shared use paths, bicycle parking and safe crossings connecting residences, businesses, transit stops and public places. The City will promote bicycling and walking for health, environmental sustainability, exercise, transportation and recreation.

Bicycle and pedestrian facilities shall be provided in new construction, reconstruction and maintenance projects in the City unless one of the following conditions is met:

- Bicyclists and pedestrians are prohibited by law from using the roadway. In this instance, bicyclists and pedestrians will be accommodated 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. Disproportionate is defined as exceeding twenty percent of the cost of the larger project.
- In cases where the existing right-of-way or other constraints do not allow for sidewalks, bike lanes, paths or other improvements, potential alternatives will include the appropriate use of paved shoulders, signage, traffic calming and/or enhanced education and enforcement measures.

Bicycle and Pedestrian facilities will be provided and maintained in accordance with guidelines adopted by the USDOT, ODOT and AASHTO. Where compliance with these guidelines is not feasible, professional judgment may permit alternative solutions such as improvements to a parallel facility, reduced facility dimensions, or other alternatives.

Private sector development projects will address traffic impacts for all modes of travel, including walking and bicycling. Site plan and subdivision reviews of private sector developments conducted by the City will incorporate these facilities. On City maintained roadways, bicycle and pedestrian facilities will be provided in accordance with this policy. City offices and public buildings will provide bicycle parking, lockers and showers in accordance with local zoning and planning regulations.

## Proposed Goals and Objectives

With a broad “Complete Streets” approach to infrastructure, there are a range of Goals and Objectives that can be developed to implement the Bikeways Plan. In successful bicycling cities, including Chicago, Portland, Amsterdam, Sydney and others, each goal has specific timeframes and targets for measuring success.

In addition, Mayor Coleman announced the following at the July, 2007 Bikeways Master Plan media event:

*“Today, we are launching an all out planning initiative to define how we support biking for the next 20 years. ...By the beginning of 2008, the City of Columbus will have a comprehensive Bikeway Master Plan... to include miles of new off-road trails... on-street bike lanes... and other amenities. I’m calling it the Bicentennial Bikeways Plan... and it will be put together with extensive public outreach... starting with the people here today.*

*Today, we have some 87 miles of bike trails, bike lanes and posted bike routes in Columbus... but that’s just a start. Our current plan would add some 60 miles of trails in the next 4 years... but I want to do more. I want to see more trails and bike lanes in downtown... as well as along major routes from the distant neighborhoods.*

*Our Bicentennial Bikeways Plan will include:*

- *Adding bike trails, lanes and routes;*
- *Improved street-crossing protection, with signals and signs;*
- *Adding Bike racks, lockers and showers along routes and downtown;*
- *A public awareness campaign for bicyclists and motorists*

*From this planning... we will go to the ballot in 2008... as part of the Bicentennial Bond Package... and ask voters to support this important Capital investment. This will provide even more funding to built routes and paths citywide.”*

The following goals and objectives will help the City guide the implementation process for the Bikeways system and provide measurable benchmarks that are part of the City’s management processes.

**Goal 1:** Implement the Columbus Bikeway Plan.

**Objective 1-1:** Complete the Tier 1 Priority projects identified in the Bikeways Plan in the next five years (including priority projects linked to the 2012 Bicentennial)

**Benchmarks:** Miles of projects completed; number of locations improved; number of bike parking spaces installed; number of bikeway linkages projects created; percentage of projects completed

**Objective 1-2:** Complete the proposed Bikeway system within 10 years, based on available funding and project costs

**Benchmark:** Same as Objective 1-1.

**Goal 2:** Increase the number of people bicycling for transportation and recreation.

**Objective 2-1:** Increase the mode share of trips made by bicycling in Columbus to 5% of all trips in 10 years.

**Objective 2-2:** Increase the number of trail users by 5% per year as measured through annual count data.

**Benchmarks:** Conduct annual counts of pedestrian and bicycle travel at key locations on the trail system using the National Bicycle and Pedestrian Documentation Project methodology; Integrate bicycle counts in vehicle count programs; Number of bicycle-on-bus trips: Utilize U.S. Census data for mode share data.

**Goal 3:** Improve bicyclist safety.

**Objective 3-1:** Reduce the number of injuries and fatalities by 10%, and maintain a crash rate (number of crashes in relation to bicyclist mode share) consistent with the City’s population. Identify priority bicyclists crash locations on roadways and the bikeway system and develop the means to mitigate the problem”

**Benchmark:** Annual crash data reports; Mitigation of priority crash locations.

These broad goals can be supplemented by specific actions that integrate bicycling with other initiatives and programs, including the following:

#### **Green Goal:**

##### **Make bicycling a major focus of the City’s efforts to create energy independence.**

As climate change becomes a major issue in the national media, local communities are realizing the role that non-motorized transportation can play in reducing energy use and dependence on fossil fuels. “Carbon Neutral” planning has become one of the tools for documenting the pollution reductions that communities can make as a response to creating sustainable solutions. The performance benchmark for environmental quality is an annual calculation of the pollution reduction benefits achieved by bicycle travel in Columbus.

#### **Health Goal:**

##### **Improve the health and physical fitness of Columbus residents.**

Each trip by bicycle, for either transportation or recreation, results in increased physical activity, and related improvements in cardiovascular fitness. A calculation of the numbers of calories used by cyclists can be tracked annually and benchmarked against local health data for obesity, cardiovascular disease and diabetes.

#### **Education, Enforcement and Encouragement Goal:**

##### **Bicyclists, pedestrians, and motorists will share the road safely.**

Emphasize education, encouragement and enforcement that parallels the development of physical infrastructure. Promote a “Share the Road” program to educate motorists and bicyclists of their rights and responsibilities. Specific benchmarks include the percentage of motorists obeying cyclists’ rights-of-way, surveys of legal bicyclist behavior (riding with traffic, wearing helmets, using night lighting), participation in cycling events (including

National Bike Month, races and club rides) and programs (number of League Cycling Instructors, Bicycle Friendly Communities designation, number of cyclists trained in Effective Cycling, police on bikes, recycle-a-bicycle, bicycle registration, etc.).

### **Economic Goal**

#### **Capitalize on the benefits of bicycling in the local economy.**

Promote bicycling in economic development, tourism and job creation programs. Identify business benefits including employee health and quality of life. Benchmarks include bicycle related tourism (events, lodging, meals, etc), job creation, new development projects along bikeways and retail activity.

### **Safe Routes to Schools Goal:**

#### **Involve all of the City's schools in Safe Routes to Schools Programs.**

The growing national Safe Routes to Schools provides multiple benefits for health, safety, mobility and the environment. Specific benchmarks include the percentage of schools with active SR2S programs and the mode share of children bicycling to school.

### **Bicycle Parking Goal:**

#### **Provide bicycle parking City-wide as an integrated element of streetscape design.**

The Bikeways Advisory Committee's draft bicycle parking ordinance will be approved by the City Council and implemented. Short term bicycle parking racks will be provided as a typical streetscape feature and at long term locations bike lockers or secure sheltered parking will be provided. The ordinance will include an incentive for private developers to include bike parking by reducing their motor vehicle parking requirements. Worksites of more than 50 employees will provide lockers and showers for employees. The benchmark for this goal will include the number of bicycle parking spaces installed annually.

### **Quality of Service Goal:**

#### **Ensure that the City's bikeways are well maintained and operated**

Once the bikeway system is developed, it requires an ongoing operations and management program. In 1993 the Public Service Department hired a Bikeway Coordinator, primarily to develop on-street bikeways. This position is not currently filled on a full-time basis. In 1998 the Recreation and Parks Department hired a full-time Greenways Coordinator to plan and develop an integrated system of linear parks, incorporating bike paths, along the City's stream corridors.

Maintenance of bikeways is a shared responsibility. The Transportation Department is responsible for bike lanes, storm water grates, street sweeping, crossings and other on-street infrastructure. The Recreation and Parks Department is responsible for maintaining the City's shared-use path system. Operations include safety patrols, security, activity programming, promotional efforts, education and outreach, routine litter patrol, annual safety reporting, and facilities condition management.

A thorough management process will include an annual reporting program, assignment of staff responsibilities, interagency coordination, and the development of public-private partnerships. A public request form can be developed as a Bike Spot Improvement program to respond to citizen requests for minor bikeway improvements. The benchmark can be an

annual report of the Bikeway Advisory Committee, with input from partner agencies including the Departments of Health, Education, Public Safety and other organizations.

**Multimodal Goal:**

**Create an integrated transportation system that balances the needs of all modes of travel, including pedestrians and bicyclists.**

Ensure that bikeways become an integrated element of highway, transit and infrastructure projects. Include bikeways in typical roadway sections and the City's Thoroughfare Plan and functional classifications. Performance measures: multi-modal level of service for roadway segments and intersections.

### 3. Review of Relevant Legislation

The following sections provide an overview of federal, state and local legislation that relates to the Columbus Bikeway Plan.

#### SAFETEA

In the U.S., federal transportation legislation has played a key role in the development of bikeways. On August 10, 2005, the Safe Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA) was signed. The new legislation updates Titles 23 and 49 of the United States Code (U.S.C.) and builds on the significant changes made to Federal transportation policy and programs by the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) and the 1998 Transportation Equity Act for the 21st Century (TEA-21). Under SAFETEA, funding for bicycle and pedestrian facilities and programs has exceeded \$400 million per year, a level that is far beyond the \$4 million a year the U.S. was providing prior to ISTEA. Significant new funding streams include the Safe Routes to Schools program, the Model Communities program, and renewed support for the Transportation Enhancements program.

The SAFETEA legislation has a number of provisions that relate to improving conditions for bicycling and walking and increasing the safety of the two modes.

The following summary is provided by USDOT:

#### **Policy: Mainstreaming Non-motorized Transportation**

*“Federal transportation policy is to increase non-motorized transportation to at least 15 percent of all trips and to simultaneously reduce the number of non-motorized users killed or injured in traffic crashes by at least 10 percent. This policy, which was adopted in 1994 as part of the National Bicycling and Walking Study, remains a high priority for the U.S. Department of Transportation (DOT). SAFETEA-LU continues to provide the funding opportunities, planning processes, and policy language by which States and metropolitan areas can achieve this ambitious national goal.*

*Improving conditions and safety for bicycling and walking embodies the spirit and intent of ISTEA, TEA-21, and SAFETEA-LU to create an integrated, intermodal transportation system which provides travelers with a real choice of transportation modes. State and local agencies are challenged to work together cooperatively with transportation providers, user groups, and the public to develop plans, programs, and projects which reflect this vision. At the Federal level, the Federal Highway Administration (FHWA) is working with the National Highway Traffic Safety Administration (NHTSA), the Federal Transit Administration (FTA), the Federal Railroad Administration (FRA), and other agencies, to implement the bicycle and pedestrian provisions of SAFETEA-LU. This guidance document provides additional information on this important subject.*

*SAFETEA-LU confirms and continues the principle that the safe accommodation of nonmotorized users shall be considered during the planning, development, and construction of all Federal-aid transportation projects and programs. To varying extents, bicyclists and pedestrians will be present on all highways and transportation facilities where they are permitted and it is clearly the intent of SAFETEA-LU that all new and improved transportation facilities be planned, designed, and constructed with this fact in mind.*

- *The long range metropolitan and Statewide transportation plans, and the Metropolitan and Statewide Transportation Improvement Programs shall "provide for the development and integrated management and operation of transportation facilities (including accessible pedestrian walkways and bicycle transportation facilities) that will function as an intermodal transportation system... (23 U.S.C 134(c)(2) and 135(a)(2))*
- *The process in developing the long-range Statewide and metropolitan transportation plans and transportation improvement plans is to consider "...all modes of transportation..." (23 U.S.C.134(c)(3) and 135(a)(3))*
- *The long-range metropolitan and Statewide transportation plans are to "provide for the development and implementation of the intermodal transportation system" (23 U.S.C. 134(i)(2) and 135(f)(1))*
- *SAFETEA-LU added "representatives of users of pedestrian walkways and bicycle transportation facilities" to the list of "interested parties" with whom metropolitan areas and States must include in the development of the long range metropolitan and Statewide transportation plan (23 U.S.C 134(i)(5) and 135 (f)(3)(A))*
- *Bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each metropolitan planning organization and State..." (23 U.S.C. 217(g)(1))*
- *"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 U.S.C. 217(g)(1))*
- *"Transportation plans and projects shall provide due consideration for safety and contiguous routes for bicyclists and pedestrians." (23 U.S.C. 217(g)(2))*
- *"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 U.S.C. Section 217(e))*
- *"The Secretary shall not approve any project or take any regulatory action under this title that will result in the severance of an existing major route or have significant adverse impact on the safety for non-motorized transportation traffic and light motorcycles, unless such project or regulatory action provides for a reasonable alternate route or such a route exists." (23 U.S.C. Section 109(m))*

*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.*

*TEA-21 required FHWA to undertake a design study to "develop guidance on the various approaches to accommodating bicycles and pedestrian travel" and to report back to Congress by December 9, 1999. The guidance clarified those "exceptional circumstances" where bicyclists and pedestrians may not be accommodated. This Design Guidance language can be found at <http://www.fhwa.dot.gov/environment/bikeped/design.htm>.*

*Separate supplementary guidance to clarify a number of issues in the original design guidance can be found at <http://www.fhwa.dot.gov/environment/bikeped/supdesgn.htm>. Even where circumstances are exceptional and bicycle use and walking are either prohibited or made incompatible, States, MPOs, and local governments must still ensure that bicycle and pedestrian access along the corridor served by the new or improved facility is not made more difficult or impossible. For example, there may be ways to provide alternate routes on parallel surface streets that are still safe and convenient, or to provide shuttle bus service on major bridge crossings.*

*Maintaining access to the transportation system for non-motorized users is not an optional activity. Section 109(m) of Title 23, United State Code, states that "The Secretary shall not approve any project or take any regulatory action under this title that will result in the severance of an existing major route or have significant adverse impact on the safety for non-motorized transportation traffic and light motorcycles, unless such project or regulatory action provides for a reasonable alternate route or such a route exists."*

*Bicyclists and pedestrians have the same origins and destinations as other transportation system users and it is important for them to have safe and convenient access to airports, ports, ferry services, transit terminals, and other intermodal facilities as well as to jobs, services, recreation facilities, and neighborhoods. SAFETEA-LU places a strong emphasis on creating a seamless transportation system that all users can enjoy and use efficiently and safely."*

Source: <http://www.fhwa.dot.gov/environment/bikeped/bp-guid.htm>

## Ohio Legislation

Through the successful advocacy efforts of the Ohio Bicycle Federation, a “Bill for Better Bicycling in Ohio - House Bill 389” was recently adopted. HB 389 was signed into law during the 2006 GOBA opening ceremonies at the Greene County Fairgrounds in Xenia. The OBF provides the following summary of the new law:

*“The Better Bicycling in Ohio bill, known as House Bill 389, makes Ohio laws regarding cycling conform more closely aligned with the Uniform Vehicle Code (UVC). The OBF worked for years as a member of the National Committee on Uniform Traffic Laws and Ordinances to make the UVC more cyclist friendly. Now, Ohio law will follow the UVC. The new laws will:*

*Substitute "far enough to the right to allow passing by faster vehicles if such passing is safe and reasonable" for "as close as practicable to the right-hand curb" in the "slow-moving vehicle" section of the Ohio Revised Code.*

*No longer require front and rear wheel reflectors if a red light is used in the rear.*

*Permit generator-powered lights.*

*Permit either flashing or steady rear light.*

*No longer require a bell or horn.”*

Source: <http://www.ohiobike.org/hb389info.html>

In addition to the new legislation, OBF also provides a summary of Ohio legislation related to bicycling. The summary includes the following sections:

### **4501.01. Definitions.**

As used in this chapter and Chapters 4503., 4505., 4507., 4509., 4511., 4513., 4515., and 4517. of the Revised Code, and in the penal laws, except as otherwise provided:

(A) "Vehicle" means every device, including a motorized bicycle, in, upon, or by which any person or property may be transported or drawn upon a highway, except that "vehicle" does not include any motorized wheelchair, any electric personal assistive mobility device, any device that is moved by power collected from overhead electric trolley wires or that is used exclusively upon stationary rails or tracks, or any device, other than a bicycle, that is moved by human power.

***Comment:*** *A bicycle is defined as a vehicle and thus is governed by a uniform set of rules common to all vehicles and a small set of specific rules for bicycles. (There are other specific rules for other vehicle types, such as trucks or busses.) The annotated list here summarizes the most important parts of the traffic rules and equipment rules that govern bicycle driving. People who try to make up their own rules have an accident rate five times higher than knowledgeable cyclists who follow the rules of the road.*

**§ 4511.07. Local traffic regulations.**

(A) Sections 4511.01 to 4511.78, 4511.99, and 4513.01 to 4513.37 of the Revised Code do not prevent local authorities from carrying out the following activities with respect to streets and highways under their jurisdiction and within the reasonable exercise of the police power:

(8) Regulating the operation of bicycles: provided that no such regulation shall be fundamentally inconsistent with the uniform rules of the road prescribed by this chapter and that no such regulation shall prohibit the use of bicycles on any public street or highway except as provided in section 4511.051 of the Revised Code;

(9) Requiring the registration and licensing of bicycles, including the requirement of a registration fee for residents of the local authority;

(B) No ordinance or regulation enacted under division (A)(4), (5), (6), (7), (8), or (10) of this section shall be effective until signs giving notice of the local traffic regulations are posted upon or at the entrance to the highway or part of the highway affected, as may be most appropriate.

***Comment:** The most important of the reforms passed in 2006 will require that any local regulations be consistent with the uniform rules of the road. In addition, signs are required of such local regulations. Unfortunately, there are still many ordinances inconsistent with uniform laws. Some of these bad ordinances mandate unsafe practices.*

Source: <http://www.ohiobike.org/bicycle-law-digest.html>

**Columbus City Codes**

Source: <http://www.ordlink.com/codes/columbus/index.htm>

The following are sections of the City Code that can be amended to integrate bicycling into the City's infrastructure, with suggestions indicated in <bracketed text>.

**Title 9 STREETS, PARKS AND PUBLIC PROPERTIES CODE****Article I. Street and Sidewalk Areas**

[Chapter 902 HEALTH AND SAFETY](#)

[Chapter 905 SIDEWALK AND DRIVEWAY CONSTRUCTION AND REPAIR\\*](#)

[Chapter 910 COMPREHENSIVE RIGHTS-OF-WAY](#)

<Suggested Modification: add section on Complete Streets to integrate bikeways within roadway and right-of-way definitions>

**Title 21 TRAFFIC CODE****Article IX. Pedestrians, Bicycles and Motorcycles**

[Chapter 2171 PEDESTRIANS](#)

[Chapter 2173 BICYCLES AND MOTORCYCLES](#)

< Suggested Modifications: modify right of way section to include safe passing distance; add requirement to prohibit wrong-way riding in bike lanes and shoulders; require that

bike lanes provide safe distance from the ‘door zone’ in areas with on-street parking; clarify code to clearly state it is unlawful for a motorist to strike a bicyclist who has fallen into the roadway; ensure consistency with Ohio HB389>

## **Title 31 PLANNING AND PLATTING CODE**

### **Article I. Planning**

#### [Chapter 3107 PLANNING AND DEVELOPMENT](#)

#### **Article III. Platting and Land Development**

[Chapter 3121 LAND DEVELOPMENT; SCHOOLS, PARKS AND RECREATION AREAS](#)

[Chapter 3123 REGULATIONS FOR LAND SUBDIVISION](#)

[Chapter 3124 ADEQUATE PUBLIC FACILITIES](#)

[Chapter 3125 TRAFFIC STANDARDS CODE](#)

< Suggested Modifications: include provision of bikeways in site plan review process; ensure consistency with Traffic Standards Code>

## **Title 33 ZONING CODE**

### **Article II. Traditional Neighborhood Development**

[Chapter 3320 TRADITIONAL NEIGHBORHOOD DEVELOPMENT](#)

< Suggested Modifications: include bikeways in TND code and provide typical sections to ensure consistency with thoroughfare types>

### **Article V. Residential Use Districts**

[Chapter 3342 OFF-STREET PARKING AND LOADING](#)

<Suggested Modifications: include Bikeway Advisory Committee’s draft bicycle parking ordinance; ensure that the ordinance applies to residential, commercial and institutional districts>

## **4. Conclusion**

This policy, goals and legislation review will provide a framework for the Columbus Bikeways Plan. As the Columbus system evolves beyond a network of greenways that are used primarily into a network of both on and off street improvements, the Complete Streets approach will lead to improved mobility, safety, health and quality of life. The following sections in the Appendix of this document provide some relevant policy models from other cities, including examples both locally and internationally.

## 5. Appendix



### Mayor's Green Team

Green Principles March 17, 2006

The **City of Columbus** is committed to achieving an environmentally sustainable community that meets today's needs without compromising the ability of future generations to meet their needs, and accepts the responsibility to promote these **Green Principles** in policy decisions and programs.

1. **Promote and implement environmental quality** for current and future generations when making decisions regarding growth management, transportation, energy, water, air quality and economic development.
2. **Provide for the needs of a growing population in a manner that enhances prosperity and sustains a diverse, resilient and healthy environment** when establishing policy on land use, infrastructure development, open space preservation, healthy lifestyles, preservation of natural resources, growing food locally, and the greening of the city through tree planting and parks development. Prioritize the impact of regional consequences and opportunities.
3. **Strengthen economic vitality** and economic security within the community through environmentally based policies that create jobs, promote entrepreneurship, and expand green business opportunities. Promote products and services that enhance environmental, social and economic vigor by adopting and implementing sustainable procurement practices. Utilize research & development as a vital tool in promoting green economic development, seeking advancements and break-through technologies.
4. **Reduce demand for natural resources** through energy efficiency, water conservation and sustainable land use. Promote construction of high-performance, green buildings based on long-term environmental impact and operating costs.
5. **Promote waste management strategies** that seek to reduce, reuse and recycle. Vastly improve awareness and participation in recycling programs in the community. Seek opportunities to reduce the waste stream of solid waste. Implement programs that address all forms of waste, including solid waste, wastewater and organic waste.
6. **Encourage transportation and mobility alternatives** that decrease use and dependence on petroleum-based fuels while improving outdoor air quality. Promote energy independence by seeking non-petroleum, renewable fuel sources. Support a variety of choices to the community that promote pedestrian access, transit, bikeways and healthy lifestyles.



**MORPC's 2004 Routine Accommodations Policy  
RESOLUTION T-15-04**

**Accommodating Bicycle and Pedestrians in Transportation Projects:  
A Policy Statement**

Many state, county and local jurisdictions are beginning to recognize the value and the need of routinely providing facilities for pedestrians or bicyclists. The inclusion of facilities in the early planning phases of new highway construction and residential and commercial development reduces the complexity and costs of attempting to retrofit years later. MORPC encourages and supports those communities that have taken the step toward routinely accommodating pedestrians and bicyclists in the planning process. To others, MORPC encourages and supports the inclusion of routine accommodation by providing the following policy:

Project sponsors are required to accommodate bicycles and pedestrians in the planning and design of all proposed transportation projects using MORPC-attributable federal funds. Sponsors using local, state, or other federal funds are encouraged to accommodate bicycles and pedestrians in the planning and design of all proposed transportation projects. All transportation facilities on which bicyclists and pedestrians are permitted by law, including but not limited to streets, roads, highways, bridges, buses, trains, transit stops and facilities, and all connecting pathways shall be designed, constructed, operated and maintained so that all modes and pedestrians, including people with disabilities, can travel safely and independently.

Project sponsors are responsible for determining, for each project and within the context of the regional long range plans, the most appropriate facility or combination of facilities for accommodating bicycling and walking, including but not limited to marked bicycle lanes on the roadway, paved shoulders, wide outside lanes, signed bike routes, shared use paths, sidewalks, bike racks on buses, bicycle parking facilities, marked or raised street crossings (including over- and under-crossings), and pedestrian signals and signs. Providing access for people with disabilities is a civil rights mandate that is not subject to limitation by project costs, levels of use, or "exceptional circumstances". While the Americans with Disabilities Act does not require pedestrian facilities in the absence of a pedestrian route, it does require that pedestrian facilities, when newly constructed or altered, be accessible.

To this end, project sponsors must provide in the written request for federal funding: Documentation providing for the inclusion of a bikeway and pedestrian facilities in the proposed project seeking MORPC-attributable funds. Application materials must include a description of the facilities.

Specifically, every transportation project sponsor, when presenting its request for federal funding, must submit with its request a fully completed "Bicycle/Pedestrian Facilities

Planning and Programming Checklist" form prescribed by MORPC, a copy of which is attached to this policy, showing that accommodating bicycling and walking, as well as accessibility for the disabled, have been properly considered throughout the planning of the proposed project.

The existing, committed, and proposed bikeways and pedestrian pathways in the bikeway and pedestrian plans created by MORPC should be considered the priority bikeways and pathways for the Central Ohio community. Planners and designers must accommodate bicycling and walking in all transportation projects for which MORPC attributable federal funding is requested, regardless of whether or not a bikeway is included and/or designated as a priority in bikeway and pedestrian pathway plans. Below are specific planning and design guidelines to assist project sponsors in the accommodation of bicycles, pedestrians and people with disabilities. Project sponsors shall use these guidelines in planning for and designing their projects. The guidelines will be used by MORPC staff and relevant committees as the proposed project is processed through Project Selection and Planning Review.

1. Bikeways and pedestrian ways, including the appropriate facilities to accommodate people with disabilities to transit stops, shall be established in new construction and reconstruction of road and bridge projects unless one or more of the following conditions are met:

- Bicyclists and pedestrians are prohibited by law from using the roadway. In this instance, the applicant shall accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.
- The cost of establishing bikeways or pedestrian ways that meet applicable standards would exceed 20% of the cost of the larger transportation project.
- Where the project consists of minor maintenance or repair (reconstruction is not included)
- Where the project consists primarily of the installation of traffic control or safety devices and little or no additional right-of-way is to be acquired.
- There are extreme topographic or natural resource constraints.
- The ADT is projected to be less than 1,000 vehicles per day over the life of the project.
- Where scarcity of population or other factors indicate an absence of need.
- An existing bikeway/pedestrian way currently exists or a bikeway/pedestrian way is scheduled for construction within the corridor.

2. On proposed projects that do not increase capacity bicycle and pedestrian facilities shall be included in the following ways:

- Resurfacing including striping for additional shoulder width and/or Crosswalks
  - Signalization including installation of pedestrian activated signals, review proper operation or timing of pedestrian phase
  - Re-striping sufficiently wide pavements and bridge decks for additional shoulder width
  - Bridge deck replacement with extension of bridge deck (or other means) to accommodate bicyclists and pedestrians
- In cases where an adopted regional or local plan proposes a bikeway or pedestrian way that would pass under or over a bridge that is to be reconstructed, the bridge shall be reconstructed to accommodate the bikeway or pedestrian way.

- Intersection upgrades including crosswalks and pedestrian actuated Signals
- 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. Paved shoulders have safety and operational advantages for all road users in addition to providing a place for bicyclists and pedestrians to operate.

3. The design and development of the transportation infrastructure shall improve conditions for bicycle and pedestrian movement by:

- Planning projects for the long-term. The design and construction of new facilities should anticipate likely future demand for bicycle and pedestrian movement and not preclude the provision of future improvements. In particular, where development is projected to change the character of an area from rural to suburban to urban over the long-term, bicyclists and pedestrians must be accommodated in near-term transportation projects in order to create a bicyclist and pedestrian friendly transportation system over the long-term. Appropriate right-of-way or width should be set aside to accommodate future facilities. Every project should be planned and designed with the ultimate, long-term goal of creating, over time, a complete system of bikeways and pedestrian pathways. Even where a road or bridge project may create an unconnected bicycle or pedestrian facility for the short term, it should be expected and planned that when the roads or other transportation facilities adjacent to that project are created or improved, the appropriate bicycle and pedestrian facilities will be included.
- Connecting bicycle and pedestrian facilities across jurisdictional boundaries. As the metropolitan planning organization, MORPC has a vantage point from which to recommend to the jurisdictions within MORPC the connection and continuity of bicycle and pedestrian facilities for the purpose of qualifying for federal funding. MORPC does this through the Bikeway Plan which is updated every three years.
- Designing context-appropriate facilities to the best currently available standards and guidelines. The design of facilities for bicyclists and pedestrians should follow commonly used design guidelines and standards such as the AASHTO Guide for the Development of Bicycle Facilities, AASHTO's Policy on Geometric Design of Highways and Streets, the ITE Recommended Proactive "Design and Safety of Pedestrian Facilities", and the Americans with Disabilities Act's Accessibility Guidelines.
- Addressing the need for bicyclists and pedestrians to cross corridors as well as travel along them. Even where bicyclists and pedestrians may not commonly travel along a corridor that is being improved or constructed, they will likely need to be able to cross that corridor safely and conveniently. For instance, a roadway project that does not contain a bike facility (interstate highway) should address bridge crossings that are hostile for bicycles and pedestrians. Therefore, the design of intersections and interchanges shall accommodate cyclists and pedestrians in a manner that is safe, accessible and convenient.

4. Any questions about the meaning, intent, or application of this policy should be directed to the Transportation Division of MORPC.

## Selected Bicycle Policy Goals

(Source: Alta Planning + Design, 2007)

The following are goals from recent Bicycle Plans in selected North American cities. These goals provide useful background for the development of goals and objectives in Columbus.

### San Francisco, California

Overall goal: Make bicycling an integral part of daily life in San Francisco.

Goal 1: Increase safe bicycle use

Goal 2: Refine and expand the existing bicycle route network

Goal 3: Ensure plentiful, high quality bicycle parking to complement the bicycle route network

Goal 4: Adopt bicycle-friendly practices and policies

Goal 5: Promote safe bicycling

Goal 6: Increase enforcement of bicycle-related violations

Goal 7: Prioritize and increase bicycle funding

### Toronto, Canada

Goal 1: To double the number of bicycle trips made in the City of Toronto, as a percentage of total trips, by 2011; and

Goal 2: To reduce the number of bicycle collisions and injuries.

### Austin, Texas

Goal 1: To *institutionalize bicycle transportation* in all transportation and recreation planning, design, and construction activities in order to meet the needs of the cycling public

Goal 2: To *improve bicycle safety* by recommending actions which reduce bicycle related collisions and falls

Goal 3: To *increase the level of commuting and utilitarian bicycling* as a cost-effective and efficient transportation alternative by providing coordinated bicycle facilities, enforcement of traffic laws, and promotional campaigns for bicycling

Goal 4: To *fund, create and maintain a functional system* of on- and off-street bicycle routes that will enable safe bicycle transportation until overall roadway improvements are made that allow travel on all roadways

Goal 5: To establish and maintain safe *standards and guidelines* for bicycle facilities, programs and projects, and

Goal 6: To *integrate* and coordinate multiple modes of transportation through provision of *bicycle/transit interfaces* on buses and light rail, and bike & ride facilities at transit stations so that bicycling can play an important role in congestion demand management

### Chicago, Illinois

Goal 1: To increase bicycle use, so that 5 percent of all trips less than five miles are by bicycle.

Goal 2: To reduce the number of bicycle injuries by 50 percent from current levels.

## The City of Grandview Heights: Bikeway Goals and Objectives

Promote bikeways routes that serve all major trip generators

Promote bicycling and walking to reduce automobility and emissions

- Support accommodations for cyclists at public facilities and at places of employment
- Develop bicycle facilities along with mixed use developments

Reduce Traffic and parking congestion in commercial areas

- support bike racks in the streetscape

Promote bicycle and pedestrian safety

- Identify hazardous locations on roadways and the bikeway system and develop the means to mitigate problem areas
- Assist the Grandview Heights School District and Grandview Heights Division of Police in conducting safety programs
- Promote the use of bike helmets
- Develop a signage program that increases motorist awareness of cyclists and pedestrians

Integrate transit and bikeways systems as the city redevelops

Inventory and catalog funding sources and methods for bikeway planning and system improvements

Take on an advocacy role within the region for bicycling issues

- Work closely with neighboring jurisdictions and the Mid-Ohio Regional Planning Commission to develop the needed connections to the regional system
- Participate in regional and state conferences on bicycling and pedestrianism

Source: Grandview Heights Bikeway System Plan, 2007

## Dutch National Bike Master Plan 1992

The Netherlands is one of the most advanced nations in the world, combining high technology, innovative town planning and a very high quality of life. More than 20% of all trips in the Netherlands are made by bicycle, and mode shares are even higher in many cities. One town, Houten, was designed as a model community for cycling, and more than 50% of all trips there are made by bicycling. Even more impressive is the fact that Houten has not had a traffic fatality of any kind since the plan was developed. While the United States is not ready to match the Dutch levels of support for cycling, the Dutch Bike Master Plan provides a valuable comparison for communities around the world – especially considering that it was written more than a decade ago. The following sections illustrate the level of commitment in the plan:

*Page 8:*

*“Quantitative objectives Structured Scheme for Traffic and Transport  
The Structured Scheme for Traffic and Transport (SVV) sets out a limitation for growth of mobility. In 1986 the average use of cars on workdays was expected to rise by 70% until 2010. The measures mentioned in the Structured Scheme should halve this growth: the use of cars was to increase by “only” 35%.”*

*Page 9:*

*“Global Warming:  
The gradual warming of the earth is mainly caused by the CO<sub>2</sub> that is produced when fossil fuels are burnt. In the long-run climates may change and the sea level may rise. Traffic is responsible for 15% of the CO<sub>2</sub> emissions in the Netherlands.”*

*Page 17:*

*The Changeover from Car to Bicycle:*

*“Objectives*

- The number of kilometers covered by the bicycle will be increased by 3.5 billion (30%) in 2010 compared to 1986. This will account for 8.75 of the desired reduction of motor traffic.*
- In 2010, the traveling time for cyclists to economic and crowd pulling centres will have been decreased by 20% owing to the construction of short cuts by improved infrastructure.*
- The traveling time by bicycle for distances up to 5 kilometres will be shorter or equal to those by car.*
- In 1995, all businesses and institutes with over 50 employees will have a company transport plan, which will include the bicycle.*
- In 2010 the number of journeys by bicycle in commuter traffic will be increased by 50% compared to those in 1986.”*

Source:

Bicycles First: Bicycle Master Plan, 1992. Structured Scheme for Traffic and Transport. Ministry of Transport, Public Works and Water Management, The Hague, The Netherlands. V&W/RWS/12/92