

## Bicycle and Pedestrian Transportation Planning

**Introduction:** Sections 1024 and 1025 of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) require that States and Metropolitan Planning Organizations (MPOs) develop transportation plans and Transportation Improvement Programs (TIPs) which consider and include, as appropriate, bicycle and pedestrian projects and programs. These plans and TIPs will be used to define transportation projects and programs for Federal transportation funding at State and metropolitan levels.

**Purpose:** This document offers technical guidance on meeting the requirements for consideration and appropriate inclusion of bicycle and pedestrian elements in Statewide and MPO transportation plans and TIPs.

**Federal Transportation Policy:** It is Federal transportation policy to promote the increased use and safety of bicycling and walking as transportation modes.

**Specific Legislative Requirements:** Specifically, Section 1024 of the ISTEA, "Metropolitan Planning," amends Section 134 of Title 23, United States Code (U.S.C.) as follows:

"\* \* \* metropolitan planning organizations, in cooperation with the State, shall develop transportation plans and programs for urbanized areas of the State. Such plans and programs shall provide for the development of transportation facilities (including pedestrian walkways and bicycle transportation facilities) which will function as an intermodal transportation system for the State, the metropolitan areas, and the Nation."

Similarly, Section 1025 of the ISTEA, "Statewide Planning," amends Section 135 of Title 23 U.S.C. as follows:

"Subject to section 134 of this title, the State shall develop transportation plans and programs for all areas of the State. Such plans and programs shall provide for the development of transportation facilities (including pedestrian walkways and bicycle transportation facilities) which will function as an intermodal State transportation system."

In addition, in Section 1025 of the ISTEA, 23 U.S.C. 135 is amended to read:

"Each State shall undertake a continuous transportation planning process which shall, at a minimum, consider the following:

(3) Strategies for incorporating bicycle transportation facilities and pedestrian walkways in projects where appropriate throughout the State."

Final regulations implementing the State and MPO requirements for

transportation plans and programs were published in the **Federal Register** on October 28, 1993, by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) as 23 CFR Part 450.

23 CFR 450.214, "Statewide transportation plan," states that the Statewide transportation plan shall:

"(3) Contain, as an element, a plan for bicycle transportation, pedestrian walkways and trails which is appropriately interconnected with other modes;"

23 CFR 450.216, "Statewide transportation improvement program (STIP)," states:

"In addition the STIP shall: (6) Contain all capital and non-capital transportation projects (including transportation enhancements, Federal lands highway projects, trails projects, pedestrian walkways, and bicycle transportation facilities), or identified phases of transportation projects \* \* \*

23 CFR 450.322, "Metropolitan transportation planning process: Transportation plan," states:

"In addition the plan shall: (2) Identify adopted congestion management strategies including, as appropriate, traffic operations, ridesharing, pedestrian and bicycle facilities \* \* \* and (3) Identify pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217 (g)."

23 CFR 450.324, "Transportation Improvement Program: General," states:

"(f) The TIP shall include: (1) All transportation projects, or identified phases of a project, (including pedestrian walkways, bicycle transportation facilities and transportation enhancement projects) within the metropolitan area proposed for funding under title 23, U.S.C., \* \* \*

**Note:** These items are presented as specific references to bicycling and walking in the metropolitan and statewide planning requirements of the ISTEA. All other provisions of the ISTEA and the final regulations issued on October 28, 1993, by the FHWA and the FTA also apply as appropriate to the bicycle and pedestrian elements of State and MPO plans and TIPs.

**Deadlines:** The final regulations published in the **Federal Register** on October 28, 1993, by the FHWA and the FTA require that the statewide transportation plans must be completed by January 1, 1995. The MPO Plans for nonattainment areas requiring Transportation Control Measures were due on October 1, 1994, and all other metropolitan areas shall comply by December 18, 1994.

**Scope:** The inclusion of the bicycle and pedestrian elements in transportation plans and programs may be accomplished by addressing bicycle and pedestrian issues throughout the transportation planning process and integrating bicycle and pedestrian elements as appropriate in the transportation plan and programs. A separate section on bicycle and pedestrian specific issues in addition to or in place of an integrated element may be appropriate. This approach would address the ISTEA mandate of developing transportation facilities that will function as an intermodal transportation system.

The bicycle and pedestrian plan elements should contain policy statements and goals as well as, whenever possible, the inclusion of specific projects and programs. The plan and the TIP should identify the financial resources necessary to implement the bicycle and pedestrian projects and programs.

Bicycle and pedestrian projects may be on- or off-road facilities. For off-road trails, all such facilities that serve a transportation function must be consistent with the planning process.

A trail serves a valid transportation purpose if it serves as a connection between origins and destinations. Trails funded through programs requiring FHWA or FTA approval, except for the National Recreational Trails Fund Act (NRTFA), are determined to serve primarily a transportation purpose. These must be included in statewide and MPO plans.

For Statewide Transportation Improvement Programs (STIPs), if a bicycle or pedestrian project is determined to be regionally significant (as defined in the Planning Rule) and is funded by or requires an action by the FHWA or the FTA, it must be included. If it is funded using other Federal or non-Federal funding, it should be included for informational purposes. Projects can be grouped in STIPs.

For Metropolitan Transportation Improvement Programs (TIPs), if a bicycle or pedestrian project is determined to be regionally significant (as defined in the Planning Rule) and is funded by or requires approval of the FHWA or the FTA, it must be included. In air quality nonattainment or maintenance areas, if it is funded using other Federal or non-Federal funding, it shall be included for informational purposes. Projects can be grouped in TIPs.

A trail serving a recreational purpose with no transportation function is a recreational trail. For example, a closed loop trail within a park or recreation