

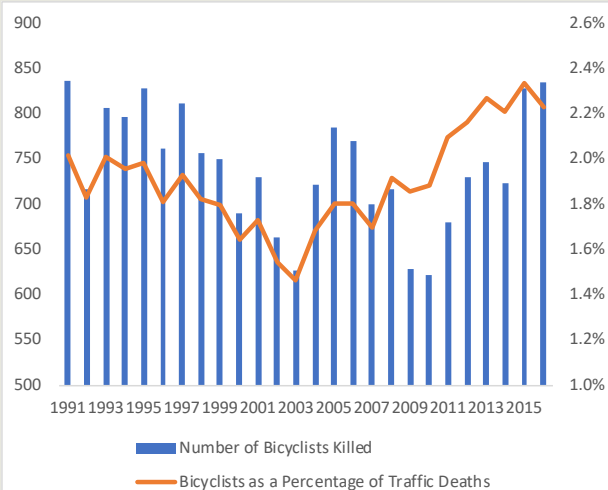


# BICYCLE FRIENDLY STATE

## ACTION: STRATEGIC HIGHWAY SAFETY PLAN

**TO IMPROVE BICYCLIST SAFETY EACH STATE MUST MAKE BICYCLIST SAFETY AN EMPHASIS AREA AND DEVOTE APPROPRIATE RESOURCES TO MAKING A SAFE SYSTEM FOR BICYCLISTS**

### BICYCLIST FATALITIES IN THE UNITED STATES OVER TIME



NHTSA Fatality Analysis Reporting System (FARS)

**THE NUMBER OF BICYCLISTS KILLED IN 2016 WAS THE HIGHEST SINCE 1991, AND BICYCLISTS HAVE ACCOUNTED FOR A HIGHER PERCENTAGE OF TRAFFIC FATALITIES IN RECENT YEARS**

### THE PROBLEM

In 2016, bicyclists comprised a higher percentage of traffic fatalities than in 2011 in 37 states – accounting for more than 2% of all traffic fatalities in 2016. Pedestrians saw an even more widespread increase as a percentage of traffic fatalities, representing more traffic fatalities in 47 states during that time frame – and 16% of traffic fatalities in 2016.

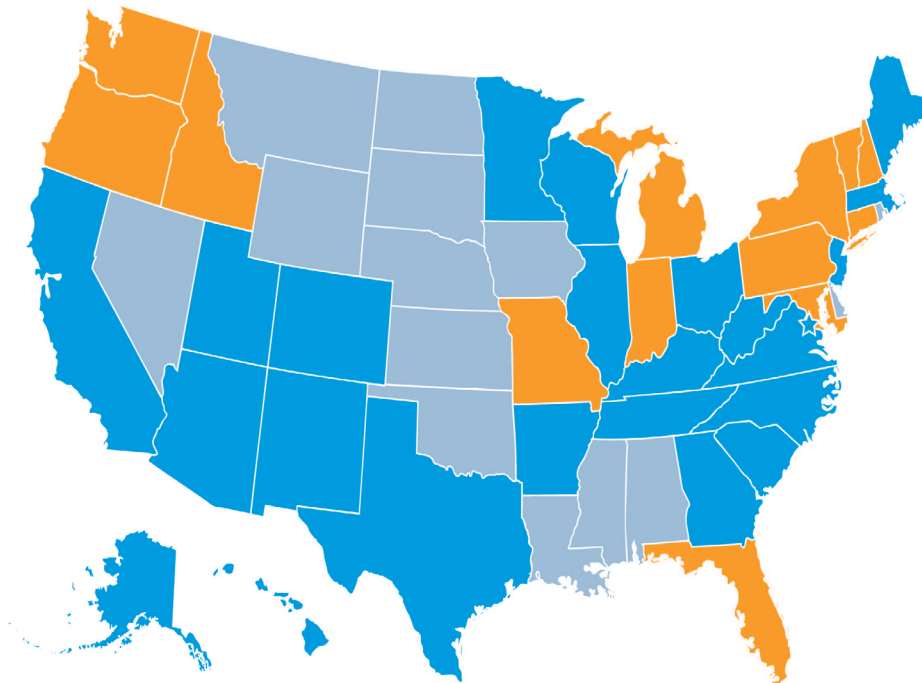
However, funding for bicyclist and pedestrian safety projects has not kept pace. Nationally, the Highway Safety Improvement Program (HSIP) has devoted just over 1% of its funding to bicyclist and pedestrian projects since its creation in 2002. While recent years have seen modest increases in the percentage of HSIP funds devoted to bicycling and walking, safety funding is still not spent in a proportionate manner to the scale of bicyclist and pedestrian fatalities.

### THE SOLUTION

Each state should make bicyclist safety an emphasis area in its Strategic Highway Safety Plan (SHSP). This helps ensure that each state has a bicyclist safety planning process and the bicyclist safety projects and programming can access federal funding, particularly through HSIP, 402, and 405 funding programs which provide more than \$2.5 billion in funding each year for safety projects and programs.

For many states with current bicycle planning programs and active bicyclist safety-related professionals including bicyclist safety as an emphasis area may involve little or no additional work, but rather better documentation of existing work. This documentation may be helpful for other states that lack ongoing and active bicyclist safety programs.

# BICYCLE SAFETY EMPHASIS FACTS



**36 STATES** have made Bicycle Safety an Emphasis Area of their Strategic Highway Safety Plan (SHSP)

**13 STATES** have updated/adopted Bicycle Safety as an Emphasis Area of the SHSP since 2015

**14 STATES** do not make Bicycle Safety an Emphasis Area in their SHSP

## HIGHLIGHTS OF EXISTING STRATEGIC HIGHWAY SAFETY PLANS

Washington state's Strategic Highway Safety Plan, "Target Zero," provides four objectives to improve bicyclist safety detailing 18 strategies, including:

- » "Construct more bike lanes, separated bicycle lanes, and separated bicycle facilities, especially in urban areas,"
- » "Collect Bicycle Miles Traveled (similar to collecting Vehicle Miles Traveled);
- » continue to track bicycle counts through Washington's Pedestrian and Bicycle Documentation Project," and
- » "Increase the number of people bicycling to achieve safety in numbers."

Wisconsin's Strategic Highway Safety Plan includes an emphasis area to "provide safe pedestrian and bicycle travel." There are five actions listed in the state's action plan to accomplish this goal, including:

- » "improve/update education for multiple audiences,"
- » "increase and strengthen targeted enforcement," and
- » "educate and implement pedestrian/bicycle designs and countermeasures for engineering."

Indiana's Strategic Highway Safety Plan includes "bicycle involved crashes" as one of its 12 emphasis areas. The plan emphasizes strategies from the national Towards Zero Deaths framework such as "Implement infrastructure/roadway improvements to support speed management to reduce risk of bicyclist fatalities."

## QUICK FACTS

Under the FAST Act, each state published a target for the number of bicyclist and pedestrian fatalities and serious injuries. A majority of states set their targets to predict that bicyclist and pedestrian safety will get worse.

[Learn more](#)

In 2016 there were more bicyclist fatalities (840) than in any year since 1991 – the highest number of fatalities in more than 25 years.

[Learn more](#)

The rate of traffic deaths per capita in the United States is nearly twice the rate of the next worst wealthy industrialized country (G7). If the United States had a per capita traffic fatality rate equal to the rate in Canada, approximately 20,000 lives would be saved.

[Learn more](#)

A 2015 NHTSA study found that bicyclist "crashes caused \$4 billion in economic costs and \$22 billion in comprehensive costs."

[Learn more](#)

# IMPLEMENTING A BICYCLE SAFETY EMPHASIS

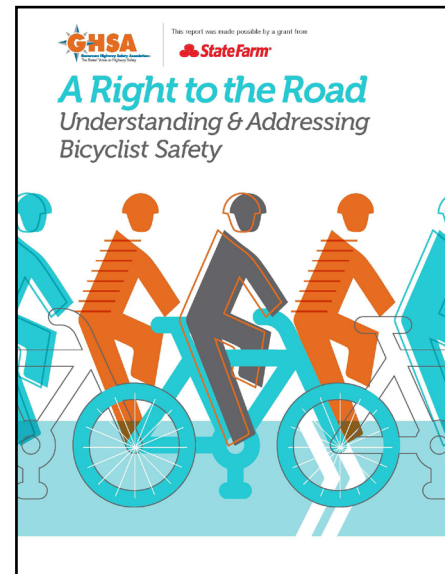


## 1. IDENTIFY THE NEXT OPPORTUNITY TO UPDATE YOUR STATE'S STRATEGIC HIGHWAY SAFETY PLAN (SHSP)

Each state must publish a Strategic Highway Safety Plan (SHSP) as part of the federal planning process – specifically, states must have a SHSP in order to obligate funds under the Highway Safety Improvement Program (HSIP) which provides over \$2 billion per year to states.

- » SHSP requirements can be found in 23 USC 148 and 23 CFR Part 924.
- » Guidance from the FHWA says that the SHSP “shall provide strategic direction for State plans” that govern HSIP and other funding, including NHTSA administered funding.

Each state must update its SHSP no later than 5 years from the previous approved version (23 CFR 924.9(a)(3)(i)) using a process that meets the requirements of federal law. States can choose to update more frequently.



The [GHSA's "A Right to the Road"](#) report shows how Highway Safety Offices can improve bicyclist safety.

## 2. ENGAGE IN THE SHSP PROCESS AND PUSH FOR BICYCLIST SAFETY AS AN EMPHASIS AREA

Within each SHSP are identified emphasis areas based upon data and stakeholder input that are then used to develop goals and measurable objectives that will guide safety projects and programming.

- » 23 USC 148(a)(11)(A) lists stakeholders to be consulted in the development of a SHSP – including “state representatives of nonmotorized users.”
- » Guidance from the FHWA recommends that “[c]onsultation should achieve active involvement of multidisciplinary stakeholders and sharing of safety data and information systems.”

Each state must set performance targets as part of HSIP, including non-motorized fatalities and serious injuries. While HSIP targets are not the same as SHSP goals, FHWA guidance recommends aligning the SHSP with annual HSIP targets.

**BICYCLE FRIENDLY STATE NONMOTORIZED SAFETY TARGETS**

The Federal Highway Administration (FHWA) published the Safety Performance Measures Final Rule in the Federal Register on March 12, 2016. Thanks to bicycle and pedestrian advocates submitting early comments, the final rule included a requirement that each state set a non-motorized safety performance measure. The targets published below are the final targets set by each state and can be found at [https://safety.fhwa.dot.gov/hsip/npms/safety\\_targets/](https://safety.fhwa.dot.gov/hsip/npms/safety_targets/).

The targets below represent the number of non-motorized fatalities and number of non-motorized serious injuries combined. (The combined total number of non-motorized fatalities and non-motorized serious injuries involving a motor vehicle during a calendar year).

State	2012	2013	2014	2015	2016	Average (2012-16)	2018 Target (2014-16)
Alabama	417	386	367	379	385	386.8	390
Alaska	21	52	51	12	31	29.8	55
Arizona	721	691	667	671	862	722.4	790
Arkansas	149	147	149	141	112	139.6	149
California	3791	3928	4085	4031	4142	3925.4	4271
Colorado	360	318	315	1232	106	192.4	586
Connecticut	281	288	267	264	299	279.8	280
District of Columbia	147	124	151	133	162	143.4	148.5
Delaware	109	10	102	100	93	102.8	94.2
Florida	2823	3209	3147	3304	3381	3172.8	3447
Georgia	1066	1075	1052	1230	1267	1138	1027.2
Hawaii	100	127	124	121	123	119	119.4
Idaho	110	125	118	95	135	118.6	120
Illinois	1497	1436	1438	1744	---	1528.8	1508.6
Indiana	405	489	380	391	400	413	417
Iowa	149	138	126	158	168	147.8	150.7
Kansas	139	139	114	128	148	133.6	138
Kentucky	266	247	269	271	295	269.6	293
Louisiana	302	296	300	341	350	317.8	310.7
Maine	11	14	9	83	93	26	90
Maryland	137	508	50	537	476	351.6	459.2
Massachusetts	521	605	514	558	506	540.8	540.8
Michigan	690	747	687	764	742	726	743.6
Minnesota	199	183	144	203	175	183.8	188
Mississippi	104	106	107	110	132	111.8	119.8
Missouri	394	421	377	404	430	405.2	431.9
Montana	57	85	69	64	77	70.4	72.5
Nebraska	154	147	141	149	126	143.4	145.3

Learn more at [WWW.BIKELEAGUE.ORG](http://WWW.BIKELEAGUE.ORG)

The League has compiled [non-motorized safety targets](#) required by HSIP.

- » Making non-motorized safety, including bicyclist safety, an emphasis area will help ensure that the state has appropriate processes and resources to meet its HSIP targets.

# STAKEHOLDER EXAMPLES



## GOVERNOR'S HIGHWAY SAFETY OFFICE (HSO)

*Each state has a highway safety office that administers federal highway safety funding in addition to state funding. In about [half of states](#), the HSO is located within the state Department of Transportation. In other states, the HSO may be a standalone agency or within a Public Safety Department. These offices exist to improve traffic safety and often control the SHSP process.*

## STATE DEPARTMENT OF TRANSPORTATION

*May contain the state's HSO and have a direct role in the creation of the SHSP. If not directly involved in SHSP, must coordinate safety targets. According to the [FHWA's SHSP database](#), 46 states address "[Towards Zero Deaths: A National Strategy on Highway Safety](#)" in their SHSP.*

## STAKEHOLDERS ENUMERATED IN FEDERAL LAW

*[23 USC 148\(a\)\(II\)\(A\)](#) lists 10 stakeholders that must be consulted in the development of a SHSP, including:*

- » State representatives of nonmotorized users*
- » County transportation officials*
- » Motor vehicle administration agencies*
- » Metropolitan planning organizations*

*Consider how to involved allied stakeholders enumerated in this federal law.*

## STATE LEGISLATORS & GOVERNOR

*Not enumerated as stakeholders, but can support safety initiatives and direct agency action.*



# IMPLEMENTING A BICYCLE SAFETY EMPHASIS

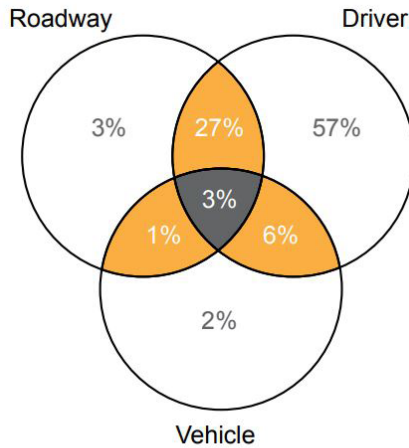
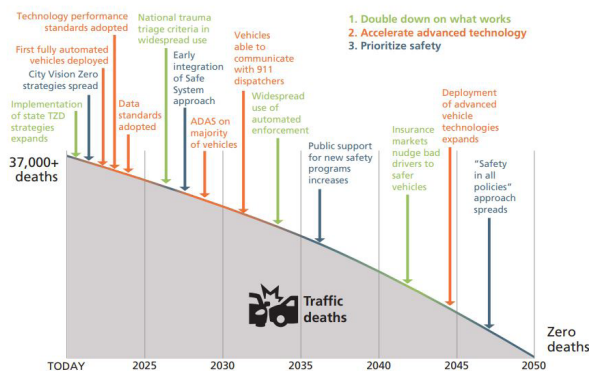


Figure 2: Crash Contributory Factors (54)

The [Towards Zero Deaths National Strategy](#) places most responsibility on the individual behavior of drivers, bicyclists, and pedestrians.

Figure 5.3  
Three Approaches Working Together to Reduce Roadway Deaths to Zero



NOTE: TZD = Toward Zero Deaths.  
RAND R02333.5.3

The [Road to Zero Coalition](#) of over 800 groups advocates a Safe Systems approach that **“places much more responsibility for preventing severe crashes on the system—on the roads and the vehicles.”**

## 3. HAVE THE STATE ADOPT A SHSP WITH BICYCLIST SAFETY AS AN EMPHASIS AREA

The SHSP must identify actions to address SHSP emphasis area strategies. As a stakeholder advocating for bicyclist safety as an emphasis area, be prepared to suggest appropriate actions that would address bicyclist safety. This should include:

- » The action(s) you would like taken to address bicyclist safety,
- » The agency or agencies you believe should take the action(s) address bicyclist safety,
- » The resources needed to address bicyclist safety, including potential funding source(s),
- » The timeframe for implementing an action, and
- » The performance measure(s) that will show the success of the action.

The appropriate action(s) to prioritize based on a bicyclist safety emphasis area are likely to vary state-by-state, but SHSP activities usually embrace a “3 E” approach that includes:

- » **Engineering** – such as the creation of bicycle networks and, where needed, changing state and local policies that make bicycle networks difficult to implement.
- » **Education** – such as training for people on bicyclist safety, either in order to empower them to ride more or to educate them how to drive around bicyclists.
- » **Enforcement** – such as targeted safe passing law enforcement; automated speed and red light enforcement; or DUI checkpoints.

Consider how you can monitor the success of the bicyclist safety emphasis area. States historically do not use HSIP funding for bicycle or pedestrian projects, so it is likely that any success will occur through other federal funding programs or through state programs with state-specific reporting processes. Even if HSIP funding is unaffected, you may find positive outcomes from ensuring the bicyclist safety is part of strategic safety planning in your state.

# RECENT CAMPAIGN

## NEW YORK BICYCLING COALITION



While many Strategic Highway Safety Plans (SHSP) focus on behavioral interventions to protect bicyclists, such as public service announcements or helmet distribution, the involvement of the [New York Bicycle Coalition](#) (NYBC) has led to more comprehensive safety efforts in New York State (NYS) that have led to measurable safety improvements.

NYBC is a League member advocacy organization that was founded in 1990 as a statewide advocacy group in NYS. New York State has long had a high proportion of its traffic fatalities comprised of bicyclists and other vulnerable users, such as pedestrians. By becoming involved in the SHSP process, NYBC has drawn the attention of key government decision makers to the issues of road design and lack of data that contribute to persistent safety concerns.

As a stakeholder in the SHSP process, NYBC has been able to express its primary concern that there is a need for the integration, early in project planning, of up-to-date design guidelines and tracking of adherence to those standards as individual projects are designed and implemented. This concern has led NYBC to “recommended that the NYS Department of Transportation formally adopt National Association of City Transportation Officials (NACTO) design standards in the department’s highway design manual [and] focus on decreasing vehicle miles traveled when designing and upgrading roadways.” Currently 8 states have endorsed the [NACTO Urban Bikeway Design Guide](#) and 9 states have endorsed the [NACTO Urban Streets Design Guide](#). New York has not yet endorsed either guide.

Although New York State continues to have a high number of bicyclist and pedestrian fatalities, recent efforts are showing progress. According to the SHSP, between 2011 and 2015, NYS had an average decrease in bicyclist fatalities and serious injuries of 2.1%. At the same time the United States saw bicyclist fatalities increase an average of 5.7%.

The [NYS SHSP](#) includes five strategies to support its Vulnerable Users Emphasis Area, which included bicyclists. Thanks to the engagement of NYBC and similar groups, these strategies include:

- » Continue to implement infrastructure projects to enhance vulnerable user safety,
- » Enhance data processes to easily obtain current vulnerable user data, and
- » Support policy initiatives to increase vulnerable user safety.

These strategies echo the priorities of NYBC to integrate up-to-date infrastructure designs, improve and track complete streets implementation, and develop better data on the actual number of bicyclists and bicycle trips in the state. With these improvements, NYS can continue to address bicyclist and other vulnerable user safety and continue bucking the trend of increased fatalities seen in other states.

The need for better data is particularly important to measure investments in bicycling in the state and their effects on safety. Anecdotal data from initiatives such as CitiBike and the Erie Canal Trail show significant increases in bicycling, but at this time there is no systemic data collection. NYBC hopes that NYSDOT can develop and implement a strategy to collect non-motorized counts on all state-owned roads as they already do for motor vehicles to aid safety and project planning. The Federal Highway Administration (FHWA) supports this type of data collection. In 2016 FHWA published an updated version of its [Traffic Monitoring Guide](#) and began accepting - *for the first time ever* - non-motorized travel data into its [Travel Monitoring and Analysis System](#).

# IMPLEMENTING A BICYCLE SAFETY EMPHASIS



## 4. WORK WITH STATE TO MONITOR ITS PERFORMANCE MEETING SAFETY TARGETS

Ensure that there are appropriate resources and data systems for SHSP implementation. The final rule of the Safety Performance Measure said that those performance measures will be based on [NHTSA FARS](#) and state motor vehicle crash data for serious injury-related measures. Advocates may want to focus on ensuring good reporting for those data sources to ensure adequate monitoring.

If advocates are concerned about reporting, NHTSA has [Model Minimum Uniform Crash Criteria](#) that is based upon its work with many stakeholders. As a minimum, it may not capture all information that advocates are interested in, but it provides a basis for engaging state stakeholders in improving reporting.

## 5. SUPPORT BICYCLIST SAFETY THROUGH ADVOCACY AND PROGRAMMING

A [recent report](#) by the Governor's Highway Safety Association (GHSA) provides many examples of how national, state and local bicyclist advocacy organizations provide programming related to bicycle safety. One example was a grant from the West Virginia Governor's Highway Safety Program to the non-profit West Virginia Connecting Communities which paid for the development and dissemination of a video and tip card about how drivers can safely drive around bicyclists.

Whether or not a non-profit is supported by a Governor's Highway Safety Office, state Health Department, or other state agency, many bicycle advocacy groups engage in programming that focuses on bicyclist safety. At the League of American Bicyclists, this programming includes our [Smart Cycling program](#) that has trained over 6,000 League Cycling Instructors so that they can teach bicycle safety to adults and children and our advocacy work to ensure that there are policies and funding that support safe bicycling infrastructure. By placing bicyclist safety as a core part of your organization's mission you can credibly engage other organizations in discussions about how to improve bicyclist safety.

## FEDERAL DATA SOURCES FOR FATALITIES AND INJURIES

1. [NHTSA Fatality Analysis System \(FARS\)](#) contains data from all crashes that involve a motor vehicle traveling on a public road that results in the death of at least one person with 30 days. FARS data is provided to the federal government by a state agency under a cooperative agreement.
2. [NHTSA Crash Report Sampling System \(CRSS\)](#) contains data from a sample of police-reported crashes involving all types of motor vehicles, pedestrians, and bicyclists. As a representative sample, this data source is better for statewide estimates rather than looking at particular roads or regions.
3. [The Center for Disease Control and Prevention's Web-based Injury Statistics Query and Reporting System \(WISQARS\)](#) contains data from several data sources, including death certificates, coroner/medical examiner reports, law enforcement reports, and a nationally representative sample of hospital emergency departments.



The League of American Bicyclists' [Smart Cycling](#) program has trained more than 6,000 bicycling safety instructors. [Quick Guides](#) are available in English and Spanish.



# CURRENT CAMPAIGN

## BIKE DELAWARE



Compared to a state like New York, Delaware has relatively few bicyclist fatalities. However, that simple view neglects to account for the number of bicyclists in Delaware and the people who might be scared to bike in Delaware. When looking at the rate of fatalities per bicycle commuters, Delaware has one of the 10 worst fatality rates in the nation. While Delaware has made progress in recent years, there continues to be a need for improvements.

Bike Delaware, a League member organization, has engaged in the SHSP process in at least two ways:

1. In 2017 Bike Delaware spearheaded the development of some of the most innovative bicycle safety laws in the country. The Bicycle Friendly Delaware Act significantly updated the state's laws related to bicycling. Highlights include:
  - » Requiring drivers to change lanes to pass even on two-lane roads,
  - » The "Delaware Yield" allowing bicyclists to treat stop signs as yield signs on most roadways,
  - » Deleting the requirement that bicyclists ride "far to the right," and
  - » Making aggressive honking at bicyclists a punishable offense.
2. Bike Delaware also engaged its Board of Directors and made a Bicycle Safety Emphasis Area part of their Strategic Plan. This makes working with the Delaware Department of Transportation on safety planning a strategic part of Bike Delaware's mission.

The Delaware Strategic Highway Safety Plan, last adopted in 2015, does not currently place an emphasis on bicyclist safety. While federal law has pushed for coordination between Highway Safety Plans and SHSPs, Delaware's SHSP notes that "with the exception of Distracted Driving and Bicyclists, Delaware's SHSP includes the behavioral priority areas identified in Delaware's FY 2016 Highway Safety Plan (HSP)."

Incorporating bicycle safety as an emphasis area was mentioned in the state's 2018 statewide bicycle master plan – "Blueprint for a Bicycle Friendly Delaware" – as a way to "more fully incorporate a proactive safety approach to bicycling." Delaware is currently convening stakeholders to develop an update to its SHSP in 2020.

With innovative new laws, an active planning process, and Bike Delaware as an engaged stakeholder there is every reason to believe that Delaware is poised to take bicycle safety very seriously. Making bicycle safety an emphasis area, on its own or as part of an expansion of its emphasis on vulnerable users, including pedestrians, would be consistent with the serious and integrated approach to bicyclist safety evident in other Delaware initiatives.

### Highlights of the Bicycle Friendly Delaware Act

