



Connecticut Bicycle and Pedestrian Advisory Board

Volunteer board members advising agencies of the state on policies, programs, and facilities for bicycles and pedestrians.

2800 Berlin Turnpike • Newington, CT 06111-4113
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January 11, 2013

The Honorable Governor Dannel P. Malloy
State Capitol
210 Capitol Avenue
Hartford, Connecticut 06106

The Honorable Commissioner James Redeker
Connecticut Department of Transportation
2800 Berlin Turnpike
Newington, CT 06111-4113

The Honorable Andrew Maynard
The Honorable Antonio Guerrero
Co-Chairpersons, Transportation Committee
Legislative Office Building
Hartford, CT 06106-1591

Dear Governor Malloy, Commissioner Redeker, and Members of the Transportation Committee:

Connecticut General Statutes (CGS) Sec. 13b-13a established a Connecticut Bicycle Advisory Board (Board) within the Department of Transportation (Department) for administrative purposes.

In accordance with subsection (h), the Board must submit a report annually to the Governor, Commissioner of the Department, and the Transportation Committee, on:

- “(1) the progress made by State agencies in improving the environment for bicycling and walking in this State,”
- “(2) recommendations for improvements to State policies and procedures related to bicycling and walking, and”
- “(3) specific actions taken by the Department of Transportation in the preceding year that affect the bicycle and pedestrian environment.”

Please find attached the 2012-2013 Annual Report. The Board would like to report that the status of the State in matters pertaining to Complete Streets is continuing to improve.

The Governor’s support of improvements in the State’s transportation system is leading Connecticut towards a future focused on multi-modalism and transit. The Commissioner’s support of Complete Streets guiding principles and development of policies related to MAP21 will allow improvements to the State’s transportation system that provide for all users.

The Department has shown clear signs of changing over the last decade from being predominantly motor vehicle orientated, to looking to view transportation projects as opportunities to improve access for transit users, bicycles and pedestrians. These are wonderful improvements, but are not enough. Under the Complete Streets Law all transportation projects must start with the assumption that bicyclists and pedestrians will be accommodated.



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Moving forward, transportation planning and roadway changes in the State must be coordinated to focus on Transit Orientated Development. Connecticut's youth, and future workers we are looking to draw into the State, will look at things such as Active Transportation options, or the quality of one's life outside of the car, when choosing where to live, work, recreate and raise their families. The State must be able to adequately serve visitors and residents by means other than a personal automobile.

Priority therefore needs to be given to moving people by transit over the use of individual automobiles. Connecting people to transit requires infrastructure for Active Transportation, and incentives for Transportation Demand Management (both of which enhance transit by addressing "First Mile" and "Last Mile" connectivity issues) to be integrated into the entire process by which the State designs, builds, allows changes to, and maintains a Complete Transportation System.

Connecticut has the potential to be a leader in this race if we work together to integrate these principles into transportation guidance documents, and design standards that affect changes to the transportation system.

In support of creating a Complete Transportation System, last year the Board provided specific recommendations that would provide for "accommodations for all users" to become "a routine part of the planning, design, construction and operating activities of all highways."

A summary of these recommendations can be found in the cover letter to the 2011 report:
http://www.ctbikepedboard.org/uploads/1/0/3/8/10385744/annual_report_2011_ctbpab.pdf

The 2012-2013 report documents initiation and progress (or lack thereof) on each of those recommendations. The report further provides additional recommendations for the Department and other "implementers" to follow.

For convenience, specific additional recommendations are called out to your attention below, although not a complete summary.

I would be happy to meet with you individually to review the recommendations of the 2012-2013 annual report in brief at your earliest convenience.

The Board thanks you for the opportunity to serve the people of the State of Connecticut.

Very Truly Yours,

Neil S. Pade AICP

Chairman, Connecticut Bicycle and
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2012-2013 Annual Report – Additional Recommendations (Excerpts of Pages 4 -15)

Recommendation #1 - Complete a Comprehensive Rewrite of the Highway Design Manual

In 2010, the Department indicated that it intends to revise the current manual “to provide more guidance to designers on how to design facilities to accommodate bicycle and pedestrian travelers comfortably and safely. It will also encourage engineers to design streets that serve non-motorized travel as well as motor vehicles and to strive to meet the goals of complete streets policies”.

In 2011 it was recommended “that if the State of Connecticut did nothing else but this one initiative, it would result in real, permanent, and ongoing benefit by improving the overall mobility and quality of life of the people of the State.”...“A comprehensive rewrite of the Connecticut Highway Design Manual (HDM) is the single most significant improvement that can be made that would result in real and permanent changes to the mobility of the people of the State. This would also help reduce expended time, unnecessary conflicts, and the continual stress and strain between various stakeholder groups and officials across all levels that occur when changes are proposed to the highways in their communities.”

The Board offered examples to draw from, including the 2006 MassHighway Project Development and Design Guidebook, recognized with awards from the Federal Highway Administration (FHWA), the Federal Transit Administration, the Institute of Transportation Engineers, and the American Planning Association, among others.

Resultant Progress:

Not much has been seen in the way of results and the Board is concerned that the importance of updating the HDM is being lost due to the lack of a dedicated process in which the HDM is to be truly revised.

It is not currently anticipated that the HDM will be revised under a consultant, or that a specific focus of the update will include the integration of complete street principles. It is anticipated that it will continue to be updated in-house as it generally is as a living document. Public input into the process of updating the HDM is not being sought.

In June of 2012 an internal Complete Streets Committee was formed for the purpose of creating a separate Complete Streets document that would provide policy for the HDM, but not design standards. **This step towards the development of Complete Streets policy is very significant and is to be applauded. However the Committee has only been able to meet once.** Given the demands on dwindling staff levels it is very unlikely this process will move forward unless it is set as a **top priority**. This concern holds true for the current process to update the HDM internally.

In 2012 a series of Complete Street Workshops were conducted with the participation of the Department. Workshop #3 of the series focused on the process used to develop the 2006 MassHighway Project Development and Design Guidebook, including former MassHighway Commissioner Luisa Paienwonsky (now of FHWA).

<http://ctmainstreet.org/wp-content/uploads/2012/11/Mass-Highway-Complete-Streets-Workshop-11.2.12.pdf>



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Also in 2012 former Massachusetts Bay Transportation Authority official Anna Barry was appointed as the new Deputy Commissioner of the Department, bringing strong experience and knowledge in transit operations, and in the highly regarded MassHighway process, into a leadership role within the Department.

Recommended Additional Steps

The Board is happy to facilitate a meeting between Commissioner Redeker and former MassHighway Commissioner Paiewonsky.

The recommendation for a comprehensive rewrite of the HDM, utilizing a broadly representative task force (including competent non-Department staff) to oversee the process of creating a document inclusive of extensive flexibility, context sensitivity, fully integrated multi-modalism, and transparent and clear project development guidelines is further reinforced. Transportation facilities need to fit into communities as they pass through. The creation of context sensitive and multi-modal standards (inclusive of flexibility) leads to complete streets.

Development of such policy should include at a minimum:

- an overriding goal of creating a first class pedestrian, bike, and transit system.
- a commitment to increasing bike shoulders on both sides of transportation corridors;
- a commitment to connecting critical links to transit, and completing gaps and connections to active transportation systems;
- the encouragement of continuous sidewalk coverage (as appropriate to the level of development/ context);
- the provision of transit system enhancements;
- the assessment of multi-modal transportation options; and
- the integration of level of service reviews for alternate modes of transportation (use of the updated 2010 Highway Capacity Manual (HCM)).

The Board strongly urges the Commissioner to reignite the process to develop Complete Streets Policies and Design Guidelines as a Department priority, and to allow for the participation of stakeholders, beyond Department staff.

A list of other states that have adopted similar modifications to Design Manuals, or developed separate guidance is included on page 3 of the report for reference:

Recommendation #2b - Develop a guidance manual for use by implementers of the Complete Streets Law, municipalities, and the Department that would be a resource and implementation tool to facilitate the incorporation of all users at all levels of the design and the review process, public or private.

Resultant Progress:

As noted above the Department did form an internal Complete Streets Committee, **but this initiative has not yet resulted in any noticeable progress.**



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It is understood that there is interest in continuing the collaborative effort between the Center for Transportation and Livable Systems (CTLS) and the Connecticut Main Street Center (CTMSC) to develop a separate guidance document with Department participation that focuses on municipalities.

In August, the National Complete Streets Coalition and Smart Growth America released a “Local Policy Workbook” intended to be used as a guide for the development of municipal or county level policy. Instead of presenting a single model to be duplicated, the Workbook offers a walk through of the decision making process of developing the right policy for each community (based on existing examples).

<http://www.smartgrowthamerica.org/documents/cs-local-policy-workbook.pdf>

Recommended Additional Steps:

Transportation planning policies that seek to move forward with a “complete streets ethic” cannot be readily accomplished unless guidance and design standards are provided that reflect standards and flexibility necessary for the development of complete transportation systems.

Regional Planning Agencies should be encouraged to develop complete street guidance for projects throughout the region and to support their member communities. Consider utilizing the 2012 National Complete Streets Coalition Local Policy Workbook, in conjunction with the 2011 Complete Streets Policy Analysis as a starting point to developing appropriate policy.

<http://www.smartgrowthamerica.org/documents/cs-local-policy-workbook.pdf>

<http://www.smartgrowthamerica.org/documents/cs/cs-policyanalysis.pdf>

Samples of exemplary local policy and guidance are provided on page 4 and 5 of the report for reference.

Recommendation #2c - develop a new Bicycle Pedestrian Needs Assessment Form designed with the assumption that all projects will accommodate bicyclists and pedestrians, and the form is intended to determine if there are extenuating circumstances that dictate such accommodations not be made.

Resultant Progress:

Initial steps were made by the Department to revisit the current Bicycle Pedestrian Needs Assessment Form, but have not yet gone forward.

Recommended Additional Steps:

The Bicycle Pedestrian Needs Assessment Form should be replaced. Instead of looking at transportation projects as opportunities to determine if bicycle and pedestrian improvements are warranted, the form must work from the assumption that all projects will accommodate bicyclists and pedestrians, including critical links to transit, and gaps and connections to active transportation systems.



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Recommendations #2d, 2e, and 2g – these recommendations seek the development of educational opportunities and support within and outside the Department, but to also include Local Traffic Authorities (LTA's) and design review staff as a critical part of the transportation planning and review process.

Resultant Progress:

Working in collaboration with the Department, CTLS, CTMSC and many others, three comprehensive workshops were held throughout the year under the Downtown Revitalization Institute focusing on Complete Streets. Thomas Harley, the Departments Chief Engineer, was a lead presenter in the first workshop, an opening speaker at the second and a lead collaborator in the process. The first workshop was held in Hartford on March 9th with 5 Department staff in attendance. The second workshop was held on June 21st within the Department headquarters resulting in very high attendance by Department staff (40). The third workshop was held in Hartford on November 2nd with 8 Department staff in attendance.

The Department also provided a workshop conducted by the National Highway Institute focusing on Bicycle Facility Design on April 11th, and one on May 3rd and 4th for ADA for Public Rights of Way.

Recommended Additional Steps:

Develop and maintain routine training programs at the Department for implementers of the Complete Streets Law.

Encourage the Connecticut Transportation Institute (CTI) -Technology Transfer Center at UConn to expand training programs for LTA's to include a Complete Streets module.

<http://www.t2center.uconn.edu/legaltrafficauth.php>

Recommendation #4 – Siting of Transit Infrastructure - All transit stops should be sited only after specific consideration is given to the location of sidewalks, cross walks, neighborhood density, bike routes, major traffic generators, and bicycle facilities. Both the New Haven-Hartford High Speed Rail (NHHS) and CTfastrak will bring the opportunity (and will require tools) to do more TOD.

Resultant Progress:

Numerous awards have been granted to study connections to transit that enhance bicycle and pedestrian connectivity and reinforce complete streets principles. The New Britain Bicycle Connectivity and Traffic Calming Study currently underway is an excellent example.

Work to provide bus stop and intermodal cyclist/bus signage on the Bristol/New Britain division of CTTransit began. Installation is expected for 2013.



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Recommended Additional Steps:

Focus on the inclusion of active transportation improvements as a means to solve the “first” and “last mile” of present and future transit. Despite the progress made within the past year, there are numerous neighborhoods and employers a short walk, or bike ride away, from transit stations (existing and proposed) and collector routes. Additional infrastructure must be built (or striped) to increase accessibility and boost ridership.

Ensure that all projects reviewed for federal funding are consistent with the complete street principles, and Department Policies (once drafted).

Recommendation #5 – Unobligated Funds

Recommended Additional Steps:

Continue to ensure that active transportation projects are efficiently programmed to avoid excessive rescission.

Recommendation #6 – Implementation through Cooperative Efforts with State Traffic Commission/ Division of Traffic. The State Traffic Commission (STC)/ Division of Traffic (Division) will consider Complete Streets in all its reviews in accordance with Sec. 13a-153f(b) and will update its project checklist to include bicycle, pedestrian and transit accommodations.

Resultant Progress:

During the past year the STC has been re-organized into the Office of the State Traffic Administration (OSTA). This is now an administrative function without public hearings. **No noticeable improvements regarding complete street principles have been reported.**

Recommended Additional Steps:

Update the Major Traffic Generator (MTG) review process, Certificate Application and Administrative Decision Checklist as follows: (*“X. PEDESTRIANS AND NON-MOTORIZED ROAD USERS” & “XI. TRANSIT REVIEW” must be updated to reflect requirements under Section 13a-153f(b)*)

- integrate the use of the updated 2010 HCM into all MTG reviews as appropriated by the Department including the requirements of determining and enhancing Bike and Pedestrian Levels of Service (LOS). To this end, bicyclist and pedestrian LOS should be reported for all intersections/locations for which automobile LOS is reported;
- encourage additional shoulder and narrowing of vehicle travel lanes (consistent with the Department's 11' lane “practice”) while maintaining existing roadway capacity;
- require a statement/ analysis on how the use of transit, active transportation, transportation demand management and connections thereof have been provided, and require documentation of extenuating circumstance under which such opportunities are not feasible;
- require the developer to pursue Transportation Demand Management (TDM) as a means of preventing an increase in capacity of the roadway system; and



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- develop incentives/ credits for developers to provide TDM as an alternative to adding capacity for motor vehicles.

Recommendation #7 – Local Ordinances and Regulations to be Consistent with Complete Streets Law

Recommended Additional Steps:

Encourage Regional Planning Agencies to develop a clearing house of Complete Streets information including model ordinances, and regulations that will integrate complete streets principals at the municipal level.

Encourage municipalities to incorporate non-motorized transportation improvements for active transportation, and a complete streets ethic in their routine practices and Plans of Conservation and Development.

Recommendation #9 - Cross State Bike Routes to Include Local Roads

Recommended Additional Steps:

Encourage at the local and regional level the future development and interconnection of local “Non-motorized Transportation Plans” into Regional Mobility Maps. Regional Mobility Maps should include rural, suburban and urban areas, local and state routes, on and off road bike lanes, trails and sharrows, location of transit stops and routes, and location of MTG’s.

Recommendation #10 - Eleven Foot Vehicle Lane Practice

Resultant Progress:

Over the past year the application of the Departments 11’ lane practice has shown progress including the following projects:

- Route 57 & 53 (Westport, Weston, Bethel)
- Route 124 (New Cannan)
- Route 174 (Newington)
- Route 53 (Weston to Danbury)

Recommended Additional Steps:

Maintain the Departments existing commitment to the 11’ lane practice.

Codify the 11’ lane practice into policy and regulation.

Recommendation #11 – Data Submission and Collection

Recommended Additional Steps:

Support the annual collection of bicycle and pedestrian data.

Require all traffic counts done by the Department to include bicycles and pedestrians.



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Coordinate collection of data to be used in review of Level of Services determinations for active transportation and alternate modes of transportation.

Understand that roadways, where infrastructure was built solely for the automobile, will not reflect the demand for cyclists and pedestrians had the infrastructure been initially built to accommodate them.

Understand that the creation of infrastructure to accommodate other non-motorized users of the road will increase traffic demand of these users.

Recommendation #12 – Modeling of Traffic Flows

Recommended Additional Steps:

Integrate the updated 2010 HCM into all Department reviews. Ensure that Pedestrian and Bicycle Level of Service determinations and enhancement are a routine part of transportation design and review.

Recommendation #13 – Development of TDM Programs

Recommended Additional Steps:

Develop policy to not add additional capacity to the road network until TDM and all other avenues of managing traffic (including transit connections, shuttle services, etc.) are explored.

Seek funding opportunities for TDM/ TMA's. The provision of funding has shown its effectiveness in generating TDM solutions in the private sector in Massachusetts.

Future TDM/ TMA studies should specifically include strategies to incorporate downtowns, schools and universities.

Recommendation #14 - Mapping of Transit Connections

Recommended Additional Steps:

Include the States remaining bus systems into Google Transit.

Recommendation #15 – Bikes and Trains - Work with Amtrak to permit bicycles aboard peak trains, and the inclusion of bike racks, following the recent introduction of bike racks on Metro North.

Recommended Additional Steps:

Encourage Amtrak and MetroNorth to allow bikes on trains, inclusive of peak hours.

Determine funding to complete the installation of bike racks on the MetroNorth M-8 cars.



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Recommendations (New)

Recommendation #17 – Connecticut Drivers Manual

Revise the Connecticut Department of Motor Vehicles (DMV) Drivers Manual to include a full section on cycling, cycling related laws, how to safely share the road with cyclists, including cyclists in moving traffic.

Add at least one question related to cycling on the driver's license exam.

Recommendation #18 – Bicycle Friendly Business Designation

Pursue the Department's recognition of receiving designation as a Bicycle Friendly Business, following in and exceeding the example of DEEP Commissioner Esty.

Recommendation #19 – Complete Streets are Economically Feasible

Increase the understanding that bicycles and pedestrians can be accommodated, typically without much costs, i.e. adding shoulder, moving a line that is going to be striped, etc.

When funds must be expended, there is a return on investment. (See - Economic Incentives for Complete Streets)

<http://ctmainstreet.org/wp-content/uploads/2012/11/Munro-Johnson-CS-Presentation.pdf>

<http://ctmainstreet.org/wp-content/uploads/2012/11/K-Morque-Complete-Streets-Workshop-11.2.12.pdf>