

Vision and Goals

Technical Memorandum

MONTANA PEDESTRIAN & BICYCLE PLAN

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Vision and Goals

1.0. INTRODUCTION

Developing a vision and goals for the *Montana Pedestrian and Bicycle Plan* (Plan) is a critical early step in the transportation planning process. This step sets a framework for where we want to be in the future. In addition to aligning with other objectives and the overall mission of the agency, the vision and goals lay out the general course of action for improving or enhancing bicycling and walking as an integral transportation mode on our state transportation system. Development of the vision and goals is an iterative process conducted through collaboration and guidance provided by the Plan's Steering Committee, and input from stakeholders, the public, local officials, and other interested parties.

This technical memorandum includes a summary of relevant federal perspectives and existing planning documents which were reviewed to understand and coordinate a common vision across Montana for pedestrians and bicyclists. A vision statement and series of goals were identified to inform the planning process and set the course of action for the Plan. The identified vision and goals included at the end of this document provide guidance on how to achieve a transportation system that is safe, accessible, and serves all users.

2.0. FEDERAL LEVELS

Various laws, regulations, guidance, and support exist at the federal level that illustrate the national attention on bicycling and walking as valuable modes of transportation. These include transportation planning, livability principles, and environmental justice considerations. There is federal support for bicycling and walking as a mode of transportation on our highway system as well as a contributor to the health of our citizens and the vitality of our communities. Below are some key provisions.

2.1. Federal Transportation Authorization Acts

Federal transportation legislation has provided support for multimodal transportation since the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991. ISTEA redirected the federal government to develop a national "intermodal" transportation system including public transportation and improved access to ports and airports. While ISTEA boosted funding for highway construction, the legislation also gave states flexibility to shift highway funds to pay for a broad array of non-highway programs. ISTEA also established state bicycle and pedestrian coordinator positions. Since ISTEA there have been a number of reauthorizations, each enhancing this expansion from just roads and bridges to all modes of transportation.

In 2005, Congress enacted the Safe, Accountable, Flexible, Efficiency Transportation Equity Act: A Legacy for Users (SAFETEA-LU) which maintained state spending flexibility while focusing on safety planning and provided funding for the Safe Routes to School program.

Then in 2012, Congress passed the Moving Ahead for Progress in the 21st Century Act (MAP-21) which contained historic policy reforms. Prior to 2012, there were three programs with their own dedicated funding to improve walking and biking: the Surface Transportation Enhancement Program (also known as the Community Transportation Enhancement Program - CTEP), the Recreational Trails Program (RTP) and the Safe Routes to School (SRTS) Program. In July 2012, Congress passed MAP-21 which provided program reform and consolidated the funding of these three programs into one, Transportation Alternatives (TA). The bill also reduced program funding for Montana from \$9.3M

to \$5.8M and gave states the option to transfer TA funding to other programs as well as the option to cut the RTP set aside. MDT chose to maintain funding within the TA program and continue the RTP program because of the importance of these programs for all Montanans.

The current transportation bill, the *Fixing America's Surface Transportation (FAST) Act*, became law on December 4, 2015. The FAST Act authorizes five years of funding for the nation's transportation infrastructure including programs for highway, highway and motor vehicle safety, public transportation, motor carrier safety, hazardous materials safety, rail, and research, technology, and statistics programs. The TA program was re-authorized with the FAST Act in 2015 and received a slight increase in funding from \$5.8M to \$6.0M.

2.2. United States Department of Transportation (US DOT)

Data is limited about the full extent of bicycle and pedestrian use, but the evidence indicates that the use of these modes is on the rise.ⁱⁱ Walking and bicycling are not only healthy and environmentally friendly travel modes, they also complement public transportation and driving, and help to complete a safe, efficient, and reliable transportation network. Because of these attributes, this seemingly modest, very local activity support national goals to reduce greenhouse gas emissions, improve health through prevention, and increase access to opportunity. Walking and biking provide critical first and last mile connections to transit and are often relied upon as a primary mode of travel—particularly among those without access to cars, including many youth and low-income individuals. Recognizing that an increase in walking and biking will mean increased exposure to vehicles and other risks, the US Department of Transportation is focused on ensuring safe accommodations for pedestrians and bicyclists through a series of focused efforts.

In 2010, the US DOT adopted a *Policy Statement on Bicycle and Pedestrian Accommodation*ⁱⁱⁱ. This policy statement is intended to express the leadership's commitment to walking and bicycling and to provide guidance for implementation, but it does not create any new requirements for transportation agencies. The policy statement is as follows:

“The DOT policy is to incorporate safe and convenient walking and bicycling facilities into transportation projects. Every transportation agency, including DOT, has the responsibility to improve conditions and opportunities for walking and bicycling and to integrate walking and bicycling into their transportation systems. Because of the numerous individual and community benefits that walking and bicycling provide — including health, safety, environmental, transportation, and quality of life — transportation agencies are encouraged to go beyond minimum standards to provide safe and convenient facilities for these modes.”

US DOT includes several Agencies or Operating Administrations, each with a specific focus and authority. These include the Federal Highway Administration (FHWA), National Highway Traffic Safety Administration (NHTSA), Federal Transit Administration (FTA), Federal Motor Carriers Safety Administration (FMCSA), Federal Railroad Administration (FRA), and others. Each of these agencies

ⁱ *Fixing America's Surface Transportation (FAST) Act*, Federal Highway Administration, December 4, 2015, <https://www.fhwa.dot.gov/fastact/>

ⁱⁱ *Safer People, Safer Streets: Pedestrian and Bicycle Safety Initiative*, United States Department of Transportation, January 20, 2017, <https://www.transportation.gov/safer-people-safer-streets>

ⁱⁱⁱ *United States Department of Transportation Policy Statement on Bicycle and Pedestrian Accommodation Regulations and Recommendations*, United States Department of Transportation, Signed March 11, 2010, https://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/policy_accom.cfm

is participating in the effort to improve bicycling and pedestrian safety, and each has particular roles and responsibilities in this effort.

- **FHWA:** FHWA provides stewardship over the construction, maintenance and preservation of the Nation's highways, bridges and tunnels through financial and technical assistance, and guidance to State DOTs and Metropolitan Planning Organizations (MPOs). FHWA coordinates with State DOTs to promote and facilitate the increased use of non-motorized transportation, including developing facilities for the use of pedestrians and bicyclists and public educational, and safety programs for using such facilities. FHWA has a responsibility to provide State and local agencies with guidance on safe roadway design standards. FHWA grant funding, primarily in the form of formula grants to State DOTs and MPOs, can be used to build and improve bicycle and pedestrian infrastructure.
- **NHTSA:** NHTSA ensures the safety of motor vehicles and highways through highway safety grants to States and through guidance and regulations on States, including the requirement for States to have a performance-based highway safety program designed to reduce traffic crashes, which must include performance measures and targets related to non-motorized fatalities. NHTSA maintains a bicycle safety program focused on research, education, and enforcement of motorists', bicyclists', and pedestrians' behavior to enhance roadway safety and reduce injuries and fatalities. NHTSA's website includes resources and more information about safe bicycling and walking.
- **FTA:** FTA provides financial and technical assistance to local public transit systems. The FTA oversees grants to state and local transit providers; multiple FTA grant programs are available to help cities and towns invest in pedestrian and bicycle infrastructure, which improves mobility and helps people access public transportation. FTA maintains a list of grant programs with funding eligibility for bicycle projects.
- **FMCSA:** FMCSA prevents commercial motor vehicle-related fatalities and injuries by enforcing safety regulations, supporting research on safety information systems and safer vehicle technology, and providing States with financial assistance for roadside inspections and other commercial motor vehicle safety programs. These programs are designed to reduce commercial motor vehicle collisions, including those that involve bicyclists and pedestrians.
- **FRA:** FRA ensures the safe movement of people and goods by rail, through regulatory and inspection work, investments to develop and improve the rail network, and through research and technology development. FRA has worked to identify safety risks and to improve the safety of pedestrians and bicyclists at grade crossings, gathering information on signals, signs, and other devices used to prevent non-motorized fatalities.

Walking and bicycling provide low-cost mobility options that place fewer demands on local roads and highways. US DOT recognizes that safe and convenient walking and bicycling facilities may look different depending on the context — appropriate facilities in a rural community may be different from a dense, urban area. However, regardless of regional, climate, and population density differences, it is important that pedestrian and bicycle facilities be integrated into transportation systems.

2.3. US DOT Partnerships

On June 16, 2009, the Environmental Protection Agency (EPA) joined with Department of Housing and Urban Development (HUD) and US DOT to help improve access to affordable housing, more transportation options, and lower transportation costs while protecting the environment in communities nationwide. Through a set of guiding principles and a partnership agreement that guides the agencies' efforts, this partnership coordinates federal housing, transportation, and other infrastructure investments to protect the environment, promote equitable development, and help address the challenges of climate change.

Multimodal transportation options that improve access to housing, jobs, businesses, services, and social activities are fundamental desires of most transportation system users. These principles are listed below:

1. Provide more transportation choices.
2. Promote equitable, affordable housing.
3. Enhance economic competitiveness.
4. Support existing communities.
5. Coordinate policies and leverage investment.
6. Value communities and neighborhoods

2.4. Americans with Disabilities Act (ADA)

The *American's with Disabilities Act*^{iv} (42 U.S.C. § 12131-12165) was signed into law on July 26, 1990. The Act prohibits discrimination and guarantees that people with disabilities have the same opportunities as everyone else to participate in mainstream American life. The Act facilitates mobility for all users, assuring those with disabilities have equal access to walkways or bikeways. Disabilities include, but are not limited to, mobility, visual, hearing, cognitive, and other impairments.

2.5. Public Right-of-Way Accessibility Guidelines (PROWAG)

While ADA guidelines briefly speak to access to sidewalks, they mostly focus on accessible on-site facilities. The proposed PROWAG^v guidelines address features unique to public rights-of-way and facilities such as public sidewalks, street crossings, on-street parking, and pedestrian signals. These guidelines specifically cover pedestrian access to streets, sidewalks, and other non-motorized facilities to ensure that all persons with disabilities have the same degree of convenience, connection, and safety as the public. These guidelines apply to all newly built or altered pedestrian ways and address constraints such as space limitations, roadway design practices, slope, and terrain. While the guidelines are still considered "proposed" at the federal level, MDT has adopted PROWAG as the guiding document.

^{iv} *Americans with Disabilities Act*, United States Department of Justice Civil Rights Division, July 26, 1990, <https://www.ada.gov/pubs/adastatute08.htm>

^v *Proposed Guidelines for Pedestrian Facilities in the Public Right-of-Way*, United States Access Board, July 26, 2011, <https://www.access-board.gov/guidelines-and-standards/streets-sidewalks/public-rights-of-way/proposed-rights-of-way-guidelines>

3.0. STATE LEVEL PLANS

It is important to review the vision and goals that have been developed through other planning processes in order to understand and support as feasible what other Montana entities are working towards. With this in mind, various plans which address pedestrian and bicycle transportation in the State of Montana are discussed below.

3.1. TranPlanMT (November 2017)

TranPlanMT^{vi} is an update to *TranPlan21*, Montana’s long-range transportation plan. MDT developed *TranPlan21* in 1995 and amended it in 2008. The *TranPlanMT* update is part of an ongoing process to identify transportation needs, evaluate public and stakeholder issues and priorities, assess future transportation concerns, and establish policy goals and strategies to achieve Montana’s overall transportation vision. The plan guides MDT’s efforts to plan, manage, and preserve a safe and efficient transportation system. The plan states, “MDT’s mission is to serve the public by providing a transportation system and services that emphasize quality, safety, cost effectiveness, economic vitality, and sensitivity to the environment.”

TranPlanMT sets policy direction for MDT based on public and stakeholder input. A broad outreach effort involving MDT personnel, transportation stakeholders, public users, state, tribal, county, and municipal leaders helped identify transportation goals and strategies contained in the *TranPlanMT* document. These goals include:

- **Safety:** Improve safety for all transportation users to achieve Vision Zero: zero fatalities and zero serious injuries.
- **System Preservation and Maintenance:** Preserve and maintain existing transportation infrastructure.
- **Mobility and Economic Vitality:** Facilitate the movement of people and goods recognizing the importance of economic vitality.
- **Accessibility and Connectivity:** Preserve access to the transportation network and connectivity between modes.
- **Environmental Stewardship:** Support MDT’s transportation mission through regulatory compliance and responsible stewardship of the built and natural environment.
- **Business Operations and Management:** Provide efficient, cost-effective management and operation to accelerate transportation project delivery and ensure system reliability.

TranPlanMT includes non-motorized transportation wherein it discusses the state’s current pedestrian and bicycle facilities, safety, usage and demand. The *Statewide Pedestrian and Bicycle Plan* further defines the non-motorized component of *TranPlanMT* by focusing the above goals and strategies on pedestrians and bicyclists. It is important that the overall vision and goals for the *Pedestrian and Bicycle Plan* support *TranPlanMT*.

^{vi} *TranPlanMT Plan Summary* (Draft), Montana Department of Transportation, June 2017, <http://www.mdt.mt.gov/tranplan/>

3.2. MDT ADA Transition Plan (December 2016)

The *MDT ADA Transition Plan*^{vii} is intended to direct MDT's efforts to provide an accessible transportation system within the state. The purpose of the plan is to provide guidance for removal of accessibility barriers. The plan provides an overview of MDT's external ADA program, outlines MDT's mission and ADA policy, and identifies methods to assist MDT in complying with ADA regulations.

In striving to meet MDT's mission of providing a transportation system and services that emphasize quality, safety, cost effectiveness, economic vitality, and sensitivity to the environment, MDT recognizes the importance of providing equitable access to all transportation system users. The *ADA Transition Plan* outlines several methods to be used to achieve MDT's mission and to remove barriers to accessibility. These methods include:

- **Administration** - Administer, provide oversight responsibilities, and ensure compliance with the law and federal and state guidance relating to ADA compliance.
- **Communications** - Communicate and interact effectively with the public and assist the disability community through communication methods including auxiliary aids, services, information, and signage.
- **Rights-of-way** - Assure all of its physical assets (curb ramps, sidewalks, crosswalks, median crossings, and pedestrian activated signal systems) are ADA compliant, including existing and newly-constructed features.
- **Building Facilities** - Assure building facilities (district and headquarters office buildings, rest areas, airports, maintenance buildings, and scale sites) are ADA compliant, including existing and newly-constructed features.

3.3. Montana Comprehensive Highway Safety Plan (May 2015)

The *Montana Comprehensive Highway Safety Plan* (CHSP)^{viii} focuses on comprehensive safety and reducing fatal and serious injury crashes on the State's roadway system. The Montana CHSP sets forth goals and objectives that are both broad and distinct. The current CHSP, dated May 2015, identifies the following overall safety vision and interim safety goal for the State of Montana:

- **Vision:** The vision for safety on Montana's roadways is clear - *Vison Zero*: zero fatalities and zero serious injuries.
- **Goal:** To reduce fatalities and incapacitating injuries in the State of Montana by half in two decades, from 1,704 in 2007 to 852 by 2030.

Vison Zero is a multipronged initiative with the goal of eliminating deaths and injuries on Montana highways. Using a combination of education, enforcement, engineering, and emergency medical response strategies, *Vison Zero* focuses on the following three emphasis areas:

- Roadway Departure and Intersection Crashes
- Impaired Driving Crashes
- Occupant Protection

^{vii} *ADA Transition Plan*, Montana Department of Transportation, December 2016, <https://www.mdt.mt.gov/other/webdata/external/civilrights/ADA-TRANSITION-PLAN.pdf>

^{viii} *Montana Comprehensive Highway Safety Plan*, Montana Department of Transportation, May 2015, http://www.mdt.mt.gov/visionzero/docs/chsp/current_chsp.pdf

Montana is also committed to pursuing three key overarching strategy areas that will benefit all safety activities:

- Improve the accuracy, completeness, integration, timeliness, uniformity, and accessibility of data used in traffic safety analysis;
- Support the essential role of EMS in reducing the severity of injury outcomes and the technologies and systems necessary to advance collaboration with all safety partners; and
- Collaborate across agencies, organizations and with the public to improve the safety culture and promote the institutionalization of Vision Zero.

3.4. Montana Tourism and Recreation Strategic Plan (2013)

The *Montana Tourism and Recreation Strategic Plan*^{ix} was developed by the Montana Department of Commerce and is a strategic “roadmap” for developing a strong tourism industry in Montana. The current plan is the fifth of its kind, an updated and reimagined document built upon the previous plans dating to the early 1990s.

The overarching vision for the future is a strong tourism industry that supports the economic health of Montana and its small businesses and communities. All strategies, strategic actions, and implementing activities to achieve this vision are expected to meet at least one of the three high-level strategic goals. The three high-level strategic goals are:

- **Goal 1: Improved Economic Benefits**
- **Goal 2: Preservation of Assets and Quality of Life**
- **Goal 3: Improved Visitor Experience**

The Strategic Plan discusses how to attract tourists to the state, but also how to help visitors plan their trip and encourage a longer stay. While there is not a defined pedestrian and bicycle component, there is mention of enhancing the visitor experience by suggesting places for visitors to hike or bike during their stay.

3.5. Big Sky. New Horizons. A Healthier Montana: A Plan to Improve the Health of Montanans (June 2013)

Big Sky. New Horizons. A Healthier Montana: A Plan to Improve the Health of Montanans^x is a plan developed by Montana Department of Public Health and Human Services (DPHHS) that serves as a roadmap to improve the health of Montana’s citizens. The plan outlines five health improvement priorities:

- Prevent, identify and manage chronic conditions
- Promote the health of mothers, infants and children
- Prevent, identify and control communicable disease
- Prevent injuries and reduce exposure to environmental health hazards
- Improve mental health and reduce substance abuse

^{ix} *Montana Tourism and Recreation Strategic Plan 2013-2017*, Montana Office of Tourism and Business Development, Montana Department of Commerce, <http://marketmt.com/Resources/StrategicPlan>

^x *A Healthier Montana: A Plan to Improve the Health of Montanans*, Montana Department of Public Health and Human Services, <https://dphhs.mt.gov/Portals/85/healthiermontana/Big%20Sky%20New%20Horizons%20final%2009.2013.pdf>

The first public health improvement priority – prevent, identify, and manage chronic conditions – is the only direct reference to improve public health by promoting active lifestyles. The plan also supports and promotes communities to adopt and implement policies that address the built environment (structures, transportation, and land use) that promote the health of the community.

The plan is currently being updated, *2018-2022 Montana State Health Improvement Plan (SHIP)*^{xi}. The plan is still in the development stages; however, the draft priority areas have been released. These priority areas include:

- Chronic disease prevention and self-management
- Behavioral health: prevention, treatment, and recovery support
- Unintentional injury
- Maternal and child health

The first priority area – chronic disease prevention and self-management – focuses on risk factors such as poor nutrition, physical inactivity, tobacco use, obesity, hypertension, and access to preventative healthcare. The third priority area – unintentional injury – focuses on motor vehicle crashes.

3.6. Montana State Parks and Recreation Strategic Plan (December 2014)

Charting a New Tomorrow: Montana State Parks and Recreation Strategic Plan 2015-2020^{xii} was developed by Montana Fish, Wildlife, and Parks (FWP) to identify key metrics and opportunities aimed at making the Montana State Parks system the strongest in the country. The plan identified five goals, and several accompanying targets, to support and strengthen the state parks system.

This plan was reviewed to consider any nexus that might exist between the parks system and the transportation system. While the plan does not explicitly mention pedestrians and bicyclists, it focuses on recreation which is inclusive of pedestrian and bicycle modes.

4.0. LOCAL PLANS AND STUDIES

Many of Montana’s urban areas, including the three Metropolitan Planning Organizations (MPO), have developed area specific transportation plans that encompass all aspects of the transportation system. Many communities have also developed parks and recreation plans, trails plans, pedestrian safety plans, or growth plans, which focus more on, although not exclusively, the recreational aspects of non-motorized travel. The following local plans specifically address walking and bicycling in Montana’s communities.

Local Non-Motorized Plans:

- Billings Area Bikeway and Trails Master Plan (2017)
- Red Lodge Active Transportation Plan (2016)
- Park County Active Transportation Plan (2016)
- Whitefish Bicycle and Pedestrian Master Plan (2016)
- Lockwood Pedestrian Safety District Non-Motorized Transportation Plan (2015)

^{xi} *2018-2022 Montana State Health Improvement Plan Focus Areas Handout*, Montana Department of Public Health and Human Services, https://dphhs.mt.gov/Portals/85/ahealthiermontana/SHASHIPHandout_5-1-18.pdf

^{xii} *Charting a New Tomorrow: Montana State Parks and Recreation Strategic Plan 2015-2020*, Montana Fish, Wildlife, and Parks, <http://stateparks.mt.gov/about-us/strategicPlan.html>

- Hamilton Non-Motorized Transportation Plan (2012)
- Missoula Active Transportation Plan (2011)
- Columbus Area Trails Plan (2008)

Many Montana cities have multi-modal transportation plans for their planning areas. Transportation is seen as an all-encompassing term which includes both motorized and non-motorized modes of travel. As such, many Long Range Transportation Plans (LRTP) include a pedestrian and bicycle component that integrates with the broader transportation system. These plans include visionary networks for future pedestrian and bicycle transportation systems and therefore, do not necessarily need a separate planning document. Common themes for vision and goals among the LRTPs include the prioritization of improved safety and preserving and maintaining the existing transportation system. The following LRTPs have been developed for Montana communities and include non-motorized components.

Local Long Range Transportation Plans:

- Great Falls Area Long Range Transportation Plan (2018)
- Belgrade Long Range Transportation Plan (2018)
- Bozeman Transportation Master Plan (2017)
- Missoula Long Range Transportation Plan (2017)
- Miles City Long Range Transportation Plan (2017)
- Butte-Silver Bow Transportation Plan (2016)
- Billings Urban Area Long Range Transportation Plan (2014)
- Greater Helena Area Long Range Transportation Plan (2014)
- City of Laurel Long Range Transportation Plan (2014)
- Shelby Master Transportation Plan (2014)
- Polson Area Transportation Plan (2011)
- Hamilton Area Transportation Plan (2009)
- Whitefish Transportation Plan (2009)
- Kalispell Area Transportation Plan (2006)

The vision and goals identified in each of these local plans were reviewed to understand and coordinate a common vision across Montana for pedestrians and bicyclists. The vision and goals of each plan can be found in **Appendix A**.

5.0. PUBLIC AND STAKEHOLDER OUTREACH

It is important to have active participation and input throughout the planning process. In order to help develop a vision and goals for this Plan, extensive public and stakeholder outreach was conducted to better understand user concerns and how walking and biking in Montana is viewed. With a holistic understanding of what the needs of users are, a plan vision and goals can be developed that addresses all users as well as the governing agencies. The following sections discuss the public and stakeholder involvement activities to date.

5.1. Open House Workshops

To better understand the issues, concerns and needs faced across the state regarding walking and biking, the project team conducted workshops in the five MDT Districts and in Helena where MDT is headquartered. The workshops were intended to reach a broad audience to discuss the development of the Plan and to hear from local governments, stakeholders and the public about their concerns and needs. Workshops offered an in-person opportunity for anyone interested to share their input and

ideas and to provide the project team with guidance for development of the Plan. The six public open house workshops were held at the following locations on the following dates:

- **Havre** (District 3: Great Falls) – May 15, 2018
- **Glendive** (District 4: Glendive) – May 23, 2018
- **Billings** (District 5: Billings) – May 24, 2018
- **Butte** (District 2: Butte) – May 29, 2018
- **Missoula** (District 1: Missoula) – May 30, 2018
- **Helena** (MDT Headquarters) – May 31, 2018

The workshops, held from 1:00 PM to 7:00PM, were organized into sessions during which different groups (local agencies, stakeholders, and the public) were invited to attend. The workshop format was the same for each group in each location. To ensure all aspects of pedestrian and bicycle transportation were adequately addressed and to help initiate conversations, the following stations were set up:

- Safety and Education
- Accessibility and Connectivity
- System Preservation and Maintenance
- Mobility, Health, and Economic Vitality
- Barriers and Challenges

Each station was staffed by a member of the project team who facilitated discussions. Participants were encouraged to visit each station and share their input about the station's topic as it pertains to their experience with walking and biking in Montana. The project team took comprehensive notes and encouraged meaningful feedback through one-on-one and small group conversations.

In total, there were 148 attendees at the 6 workshops with 123 pages of notes collected. Across the state, a number of common themes were revealed through the conversations. Although there were many valuable comments provided, the following summary is intended to reflect the needs, concerns, and ideas that were most prevalent at the workshops and may not include every comment heard. A full list of comments received during the meetings is provided in **Appendix B**.

- **Safety:** Safety for all users is critically important. Crosswalk enhancements that improve visibility and safety was emphasized. Separated non-motorized facilities are thought of as safer than ones mixed with vehicle traffic. Though, parallel routes on low speed/low volume roadways are also seen as acceptable route alternatives to most non-motorized users.
- **Facilities:** Non-motorized facilities are desired that provide safe and appropriate accommodations for all users. Connectivity and accessibility of facilities, prioritizing pedestrian and bicycle infrastructure was also highlighted.
- **Education:** More education is needed that is aimed at existing laws and regulations to ensure safe and proper interactions between all users. The public recommended an increase in bicycle and pedestrian education for all ages through schools, drivers education, and public service announcements. It was also noted that education to encourage non-motorized use and promote the benefits of walking and bicycling is desired.
- **Maintenance:** There is a desire for more frequent and consistent snow and ice removal as well as sweeping of non-motorized facilities. Understanding best practices for maintenance was desired. Sidewalk repair and preservation is important to ensure a safe, connected system. Upkeep of striping and pavement markings is also important.

- **Funding:** The public recognizes the challenges of the various jurisdictions regarding limited funding for maintenance, education and expansion of infrastructure and the need to identify additional and alternative resources.
- **Roles and Responsibilities:** There is a common lack of understanding on the roles and responsibilities that various agencies, local governments, and the public play in providing and maintaining pedestrian and bicycle accommodations. There is a perception that there is a lack of consistency, coordination, and collaboration between jurisdictions. It is unclear how each entity addresses and balances competing needs.

5.2. Electronic Survey

An online survey was developed to help assess the existing conditions for pedestrian and bicycle transportation in Montana. Special attention was made to reach a diverse population during the distribution of the survey as outreach to special interest groups, stakeholders, decision-makers, pedestrians, bicyclists, and general motorists was completed. The survey was linked to the project website and was open to the public from April 18th through June 10th, 2018.

The survey consisted of 20 questions in which respondents were asked to provide basic demographic data including their geographic location, age group, and community setting. Respondents were also asked which mode of transportation they used most often and questions relating to the specifics of their typical biking and walking trips. The survey then asked respondents to list their reasons for walking and biking as well as perceived barriers which prevent them from walking and biking more often. The survey was intended to inform general needs of the public and to help identify potential strategies for making Montana more walk and bike friendly.

A total of 1,960 people responded to the survey. There was representation from 43 of Montana's 50 counties, however, most respondents were from Missoula, Flathead, Lewis and Clark, and Gallatin counties. People living in urban areas made up about 58 percent of respondents, while about 20 percent indicated that they live in a small town, 10 percent in the urban fringe, and 12 percent in rural county setting. The majority of people, roughly 65 percent, fell within the 35 – 65 age range.

More than 73 percent of respondents indicated that a motor vehicle is their primary mode of transportation. Many respondents indicated that biking or walking, approximately 20 percent and 6 percent respectively, was their primary mode of transportation. Most respondents stated that exercise or recreation was a reason for walking (91 percent) or biking (85 percent), while more than half of the respondents listed environmental reasons as a reason why they walk or bike. The cost effectiveness of alternative modes of transportation was also a common reason.

When asked the most important issues for walking and biking, respondents listed safety most often (81 percent), followed by connectivity (53 percent), maintenance (51 percent), condition (46 percent), and environment and health (41 percent). Survey respondents were requested to select up to four issues they deemed important for walking and biking.

The results of the survey will be analyzed and discussed in greater detail in the *Existing Conditions Technical Memorandum* and will be used to help identify specific strategies to achieve the vision and goals identified in this memorandum. A summary of the survey responses can also be found in **Appendix C**.

6.0. DEVELOPMENT OF VISION AND GOALS

Plans are typically formulated around a vision and a set of goals. The vision provides a concise expression of what the Plan is expected to accomplish, while goals are broad statements that describe a desired end condition. The goals will be supported by identifying strategies to help achieve each goal later in the Plan development.

TranPlanMT serves as the overall guiding document for MDT's actions to develop and maintain the state's transportation system. *TranPlanMT* is organized around a series of goals and strategies. For consistency, it is essential that the *Montana Pedestrian & Bicycle Plan* support relevant goals from *TranPlanMT*.

6.1. Vision Statement

A vision statement is intended to concisely express what a Plan is expected to accomplish or achieve. With respect to this Plan, the vision statement should outline the kind of pedestrian and bicycle environment the State of Montana intends to provide to residents and visitors. The vision statement describes the desired future conditions for walking and bicycling that Montana seeks, while providing the overall guiding direction for the implementation of the *Montana Statewide Pedestrian and Bicycle Plan*.

Given the review of other plans and input received from the public and stakeholders during the open house workshops the following vision statement is suggested:

Montanans desire a safe, accessible, and sustainable transportation system for pedestrians and bicyclists that facilitates access to destinations; supports economic vitality, active and healthy communities, and environmental stewardship; and serves all travel modes.

6.2. Goals

Achieving the vision for walking and bicycling in Montana requires a multi-faceted approach, defined by the Plan's goals. *TranPlanMT* involved a broad outreach effort involving MDT personnel, transportation stakeholders, public users, state, tribal, county, and municipal leaders to help identify transportation goals (see **Section 3.1**) and strategies. Where applicable, the development of goals and strategies for the *Montana Pedestrian & Bicycle Plan* should support *TranPlanMT* goals.

A review of goals in other statewide plan documents show they commonly allude to policy statements such as: providing efficient, safe, and accessible infrastructure; enhancing the benefits of bicycling and walking; and increasing the number of pedestrians and bicycle users. In addition, input received from public open houses, meetings with MDT staff in each District, and the electronic survey helps inform the development of goal statements. Comments received through stakeholder and public outreach efforts for this Plan, while wide-ranging, generally speak to similar recurring themes—transportation choice and connectivity; accessibility; public health; safety and education; and system preservation and environmental stewardship.

Based on these considerations, the following goals for the Montana Pedestrian & Bicycle Plan were derived:

Goal 1: Reduce pedestrian and bicyclist fatalities and serious injuries in support of Vision Zero.

Goal 2: Educate, encourage, and promote safe and responsible travel practices of motorists, pedestrians, and bicyclists.

Goal 3: Preserve and maintain the pedestrian and bicycle transportation system.

Goal 4: Improve mobility and accessibility for all.

Goal 5: Support walking and biking as important transportation modes for access to destinations, economic vitality, and health.

These goals are general statements of what the Plan is intended to achieve. Strategies to help accomplish each goal will be formulated as the Plan progresses.

Alternative accessible formats of this document will be provided on request. Persons who need an alternative format should contact the Human Resources and Occupational Safety Division, Department of Transportation, 2701 Prospect Avenue., PO Box 201001, Helena, MT 59620. Telephone 406-444-9229. Those using a TTY may call 1(800)335-7592 or through the Montana Relay Service at 711.

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