

CHAPTER 8

PLAN IMPLEMENTATION STRATEGIES

8.1 IMPLEMENTATION: FROM PLAN TO REALITY

The primary emphasis in modern land transportation planning has been to accommodate motor vehicles. Cars, trucks, and buses will continue to be important in moving people and goods throughout the state; however, there is a role for other modes of travel as well. The purpose of this master plan is to identify ways in which bicycling facilities—and the environment for bicycling, more generally—can be improved, thereby giving people more meaningful modal choices. To achieve the objectives contained in this plan will require long-term, incremental changes that go beyond the process of creating the plan itself. Implementation will depend on continued work within HDOT, coordination with County governments, and sustained public involvement.

8.2 COORDINATION WITH COUNTY GOVERNMENTS

Bike Plan Hawaii guides the activities of the State Department of Transportation; however, the proposed bikeway network includes facilities that are outside State jurisdiction. The plan recognizes that coordination between State and County efforts is essential in realizing statewide improvements in bicycle transportation.

HDOT's interests can be categorized into three levels:

- **State-owned components** encompassing the State highway system in which HDOT policies govern the planning, designing, construction, and maintenance of facilities.
- **State-assisted components** including roadways where there is State and/or Federal investment in local projects. HDOT collaborates in the decision-making process for projects on these routes, thereby influencing the planning and design decisions made for those improvements.
- **State-interest components** including County and private roads. HDOT has an interest in ensuring that the bicycle network is interconnected and serves the mobility and accessibility needs of bicyclists. HDOT has no oversight responsibilities for the planning and design of this system.

To facilitate plan implementation, HDOT has worked with County transportation and planning agencies in developing the plan. County governments are encouraged to incorporate *Bike Plan Hawaii* into their general plan and community plans, and to consult the master plan maps when reviewing development proposals or making permitting decisions.

Other opportunities for State-County coordination on bike route planning should be identified. These include, for example, the City and County of Honolulu's Street Tree Beautification Program (administered by the Department of Parks and Recreation) and the Livable Community Projects.

8.3 PUBLIC INVOLVEMENT

This document is a tool for citizens of Hawaii to advocate for and support State and County investment in bicycle facilities and programs. Bicycle advisory committees and bicycling advocacy groups are encouraged to implement the plan by continuing to offer comments and suggestions on specific projects and the execution of recommended programmatic actions. Comments provided during the formative stages of project development are more likely to be accommodated. Interested groups and individuals are also welcome to participate in the decision-making process to fund transportation projects.

The Statewide Transportation Improvement Program (STIP) is the official document required for approval of Federal funds in surface transportation projects. It is a three-year programming document that identifies and establishes the implementation priority for State and County transportation projects to be funded in part with Federal highway or transit funds. A limited number of agencies are authorized to submit proposals. HDOT can propose inclusion of State projects in the STIP. With the consent of their respective Mayors and Councils, the Department

Land Use Regulations as a Partner in Bikeway Development

Language in land use regulations can support the development of bikeways through one or more of the following mechanisms:

- Recommend that bicycle access be included as part of *all* development proposals
- Require that bicycle access be provided in all new development proposed within *specific geographic areas*
- Require that bicycle access be provided for *specific types of new development*
- Require that bicycle access be provided in accordance with *specific design criteria*
- Require that *all new site plans show existing and proposed bicycle facilities*
- Offer *regulatory bonuses or relief from regulatory burdens* for development projects that incorporate high-quality bicycling amenities in accordance with local goals and plans



Waipio Gentry is a model for promoting non-motorized modes of transportation. A network of internal pathways connect streets with

cul-de-sacs, provide access to the local elementary school and park, and links with the adjacent Crestview community. Waipio, Oahu.

of Transportation Services on Oahu and the Departments of Public Works on the neighbor islands can propose inclusion of County projects in the STIP.

As the state's only metropolitan region, the City and County of Honolulu works through a metropolitan planning organization (the Oahu Metropolitan Planning Organization or OMPO) which oversees preparation of the Oahu Transportation Improvement Program (TIP). When approved by the Policy Committee (the decision-making body of OMPO) and the Governor, the TIP is incorporated as the Oahu element of the STIP. The other three counties go through a similar process led by HDOT. The outcomes of their deliberations are incorporated directly into the STIP. Projects in the STIP must be consistent with each county's respective long-range transportation plan. The STIP is updated at least every two years and may be amended as necessary. The STIP and Oahu TIP are closely related to the State's and Counties' capital improvement programs.

Public input can be made in the development of the regional transportation plans and in development of the STIP and Oahu TIP. Public comments may be solicited at scheduled meetings of the Citizen Advisory Committee or other forums. Interested parties also have an opportunity to comment on the Review Draft and significant revisions prior to approval of the final documents.

For transportation projects that do not go through the STIP/TIP process, implementing agencies, such as HDOT and the County transportation agencies, hold public information meetings or hearings on specific projects. As government entities, they are required to provide published meeting notices, receive oral and/or written comments, and indicate the disposition of significant comments received.

8.4 FUNDING

Effective funding for bicycle facilities is critical to the implementation of the plan, yet the limitations of public funds are an unavoidable fact of life. One popular means of funding projects is to include bicycle accommodations as part of larger roadway improvement projects. Such "incidental" improvements are made in conjunction with new construction and reconstruction projects, many of which use State, County, and/or

Funding 101: A Short Course in Funding Decisions

- FHWA potentially may reimburse up to 80% of total eligible project costs. Because FHWA funds are accessed through a reimbursement process, State or County funds must be appropriated and expended upfront. The unreimbursable "local match" may be in the form of State and/or County funds; fair market value of donated labor, land or materials; non-FHWA Federal funds; or a combination thereof.
- Bicycle projects cannot use State funds unless the Legislature appropriates the funds and the Governor allots the funds.
- Bicycle projects cannot use County funds unless a County Council appropriates the funds and the respective Mayor allots the funds.
- FHWA will not reimburse State or County expenditures for a bicycle project unless the project is included in the Statewide Transportation Improvement Program (STIP) and all other FHWA requirements are met.
- The HDOT Director determines which neighbor island projects are included in the STIP.
- Within fiscal constraints set by the HDOT Director, the Oahu Metropolitan Planning Organization determines which Oahu projects are included in the STIP.

Federal funding. Incidental projects could include paved shoulders, bike lanes, or wide curb lanes. HDOT and County public works departments have made significant improvements in bicycle accommodations through this means.

Another important type of bikeway project can be described as stand-alone or independent. These projects are not necessarily tied to larger projects in terms of timing or location. Retrofitting projects and paths tend to fall in this category. Given the strong demand for limited funds, funding is very competitive.

8.4.1 TEA-21

While TEA-21 provides tremendous flexibility in funding bicycle and pedestrian improvements, it retains the requirement that bicycle projects be “principally for transportation rather than recreation purposes,” with the exception of the Recreational Trails Program. FHWA has determined that to meet the “transportation purpose” requirement, a bicycle facility must be more than a closed loop trail within a park that can *only* be used for recreational purposes—users must be able to get somewhere other than back to their starting point. Beyond this, any bicycle facility providing access from one point to another can and will be used for transportation purposes and is therefore eligible for funding under TEA-21. While bicycle projects now qualify for more funding programs; nationwide, relatively few projects exclusively for bicycling have been funded by categories other than Transportation Enhancement and Recreational Trails.

With TEA-21 scheduled to expire at the end of FY 2003, Congress is working on a new transportation authorization bill.

8.4.2 FEDERAL-AID HIGHWAY PROGRAM— NATIONAL HIGHWAY SYSTEM (NHS)

National Highway System funds are restricted to projects within NHS corridors. Bicycle transportation facilities may be funded through this source if located on land adjacent to any highway on the National Highway System. This does not mean the project has to be physically located within the same right-of-way, but the project must serve essentially the same route as the NHS corridor. For example, construction of a shared use path following a freeway corridor would be eligible for NHS funds if the intent of the path is to reduce the number of short-distance automobile trips on that freeway.

Actual FY01: \$47,433,000
Actual FY02: \$48,032,000
Estimated FY03: \$44,460,000

8.4.3 SURFACE TRANSPORTATION PROGRAM (STP) FLEXIBLE

Surface Transportation Program (STP) funds can be used flexibly to reimburse State or County agency expenditures for a wide variety of transportation purposes, including new roads, bridges, and resurfacing. STP funds may also be used for either the construction of bicycle transportation facilities or non-construction projects related to safe bicycle use (such as maps, brochures, and public service announcements).

Actual FY01: \$29,196,000

Actual FY02: \$29,588,000

Estimated FY03: \$27,339,000

8.4.4 CONGESTION MITIGATION AND AIR QUALITY (CMAQ) IMPROVEMENT PROGRAM

The CMAQ component funds projects and programs that reduce transportation-related emissions. Funds are distributed based on population and the severity of pollution. Since Hawaii does not have air quality issues, the severity of pollution is not a factor in determining the state's share. Furthermore, unlike states that do have air quality problems, Hawaii has total discretion to use CMAQ funds, similar to STP Flexible funds.

Actual FY01: \$8,904,000

Actual FY02: \$9,023,000

Estimated FY03: \$8,284,000

8.4.5 TRANSPORTATION ENHANCEMENT (TE)

Both STP Flexible and CMAQ funds may be used for Transportation Enhancement (TE) activities; however, of the State's apportionment of flexible FHWA funds, 10% is specifically set aside, and can *only* be used for TE activities. In Hawaii, the TE funds total between \$3 and \$4 million per year.

The law provides a specific list of activities that are eligible for TE funding and these include "provision of facilities for pedestrians and bicycles, provision of safety and educational activities for pedestrians and bicyclists," and the "preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian and bicycle trails)."

TE is managed and administered by HDOT at the state level. Between FY 1992 and FY 2001, the TE Program set aside a total of \$51.3 million in all categories of projects across Hawaii.

A Request for Proposals to use FHWA TE funds is issued periodically by HDOT. Only five agencies are authorized to submit their own TE proposals: HDOT, Honolulu Department of Transportation Services, Kauai County Department of Public Works, Maui County Department of Public Works, and Hawaii County Department of Public Works. Upon request, these agencies will submit TE proposals by other public agencies or private organizations.

Eligible Categories for Transportation Enhancement Funding

Currently there are twelve TE Program categories eligible for funding:

- Provision of facilities for bicycles and pedestrians
- Provision of safety and educational activities for bicyclists and pedestrians
- Acquisition of scenic easements and scenic or historic sites,
- Scenic or historic highway programs (including tourist and welcome center facilities)
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals)
- Preservation of abandoned railway corridors (including the conversion and use thereof for bicycle or pedestrian trails)
- Control and removal of outdoor advertising
- Archaeological planning and research
- Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity
- Establishment of transportation museums

In order to be eligible for prioritization, a project must meet certain requirements, including:

- A relationship to the surface transportation system.
- Qualification under one of the Enhancement Program categories (see Table 8-1).
- A local match (usually 20% of total eligible TE project cost) in the form of local funds, fair market value of donated labor, land or materials; use of non-FHWA funds, or a combination thereof.
- On Oahu, proposed TE projects are prioritized using OMPO procedures. The list of prioritized projects must be approved by the OMPO Policy Committee before being submitted to HDOT. On the neighbor islands, proposed TE projects are prioritized using procedures adopted by the respective Countywide Transportation Planning Process (CTPP) Policy Committee.
- Commitment by a State of County agency to maintain the proposed TE improvement.

Ultimately, the HDOT Director prepares and updates the statewide prioritized list of proposed TE projects. All TE proposals prioritized under adopted OMPO and CTPP procedures can be considered for Federal funding. In order to receive Federal funds, these projects must be programmed into the current Oahu TIP and/or STIP. In the development of the Oahu TIP and STIP, OMPO and CTPP priorities are followed to the maximum extent practical. However, the Director may deviate and give higher priorities to projects required by FHWA, State initiatives, unique projects with time constraints, and/or multi-agency projects with strong community support.

Actual FY01: \$3,650,000

Actual FY02: \$3,698,000

Estimated FY03: \$3,400,000

**Table 8-1
Qualified TE Expenditure Categories**

Bicycle (and Pedestrian) Facilities	
Eligible	Non-eligible
Paved shoulder/wide outside lanes	Maintenance activities
Bike paths	Bicycle facilities that serve a recreational function only
Bike lanes	Widening of roadway to HDOT standards
Bicycle lockers and racks	Incidental element of new highway project to accommodate routine use (paved shoulders, wide curb lanes)
Bicycle (and Pedestrian) Safety and Educational Activities	
Eligible	Non-eligible
Development of educational materials	Activities currently funded and provided by the community such as police bicycle patrols and school safety patrols
Safety campaigns and programs	
Safety training	
Activities related to safety enforcement	

Table 8-2 shows examples of bicycling related TE projects.

Table 8-2
Representative Transportation Enhancement Projects Obligated as of October 1999

Project Name and Location	Federal Funds	Phase	Year
Lydgate Park Bike/Pedestrian Path Wailua, Kauai	\$2,707,390	Construction	2001
Honoapiilani Highway & Kekaulike Avenue, Improvements for Bikeways, Maui	\$290,252	Construction	2001
Lydgate Park Bike/Pedestrian Path Wailua, Kauai	\$160,000	Engineering	2000
Leeward Bikeway Ewa, Oahu	\$1,918,405	Right-of-way	2000
Alii Drive, Improvements along Oneo Bay, Hualalai Rd to Wailua Rd Kailua-Kona, Hawaii	\$240,000	Engineering	2000
Kaumualii Highway Bikeway Improvements (17.0 mi.) Koloa, Kauai	\$645,954	Construction	1998
Honoapiilani Highway Bikeway Improvements (16.7 mi.) Lahaina, Maui	\$593,570	Construction	1998
Kuhio Highway Shoulder Improvements for Bicycle Route (2.7 mi.) Lihue, Kauai	\$437,321	Construction	1997
Diamond Head Road Bikeway (1.1 mi.) Honolulu, Oahu	\$88,000	Engineering & Design	1997
Kaelepulu Stream Bikeway Bridge (0.1 mi.) Kailua, Oahu	\$836,171	Construction	1997
Kanoiehua Avenue Widening (1.9 mi.) Hilo, Hawaii	\$245,293	Construction	1997
Kahului Airport Bikeway (1.3 mi.) Kahului, Maui	\$342,767	Construction	1997
Akoni Pule Highway Shoulder Improvements (9.7 mi.) Kohala, Hawaii	\$1,641,600	Construction	1997

8.4.6 PUBLIC LANDS HIGHWAYS

The Public Lands Highways Program was originally established in 1930 with funds provided by the General Fund of the U.S. Treasury. The intent of the program is to improve access to and within the nation's Federal lands. Any type of transportation project, including accommodations for bicycles, is eligible as long as it provides or improves access to Federal lands that are also served by a public lands highway. According to FHWA, a "public lands highway" is defined as "a forest road under the jurisdiction of and maintained by a public authority and open to public travel or any highway through unappropriated or unreserved public lands, nontaxable Indian lands, or other federal reservations under the jurisdiction of and maintained by a public authority and open to public travel."

Eligible projects may include transportation planning, research, engineering, and construction of highways, roads, and parkways or transit facilities. Provisions for bicyclists are also acceptable. Projects selected under this program are eligible for 100% Federal funding. State transportation departments are the only agencies that can submit projects to the FHWA division office. Hawaii's share of funding under this program is set by competition with other states for discretionary FHWA funds or Congressional earmark, and no local match is required.

In the past, the Public Lands Highways program has funded a number of projects throughout the state as shown in Table 8-3.

**Table 8-3
Representative Public Lands Highways Projects**

Project Location and Description	Total Award	Year
Statewide improvements at various national parks and including Hawaii Volcanoes, Haleakala, Pu'uhonua O Honaunau, Kaloko Honokohau, and the USS Arizona Memorial, and at various national wildlife refuges, including Kealia Pond and Kilauea Point	\$6,000,000	2002
Hanalei Valley/Wildlife Refuge scenic stop on Kuhio Highway, Kauai	\$630,500	2001
Eruption site at Hawaii Volcanoes National Park, end of Chain of Craters Road, construct parking, turn around, and pedestrian safety improvements	\$588,000	2001
Ohiki Road (entrance to Hanalei National Wildlife Refuge), road rehabilitation	\$100,000	2001
Pu'ukohola Heiau National Historic Site, intersection improvements at Kawaihae Road and Park Maintenance Road	\$614,617	2000
Pu'ukohola Heiau National Historic Site, Kawaihae Road and Spencer Beach Intersection	\$1,127,383	2000
Kealia Pond NWR Entrance Road at Mokulele Highway intersection, rehabilitation of roadway, intersection improvements, and resurfacing parking lot	\$958,100	2000
Keanakolu Road at the Hakalau Forest NWR, roadway rehabilitation	\$348,400	2000

8.4.7 TRANSIT ENHANCEMENT

Similar to the Transportation Enhancement Program, TEA-21 legislation also provides money for enhancements to transit systems including the accommodation of bicycles, bicycle access, and multi-modal connections. Projects typically funded include the installation of bicycle storage facilities and the installation of equipment for transporting bicycles on mass transit vehicles.

8.4.8 SCENIC BYWAYS

Under the Scenic Byways Program, FHWA recognizes the value of national and state-designated scenic byways, roads with special scenic, historic, recreational, cultural, archaeological and/or

natural qualities. Discretionary funding is available for a variety of categories related to scenic byways including the construction of facilities along a scenic byway for the use of bicyclists. Nationwide, approximately \$25 million a year is available. Hawaii received a one-time grant of \$200,000, but without a scenic byways program, funds are not routinely available.

8.4.9 RECREATIONAL TRAILS FUND

The Recreational Trails Fund is a reimbursable funding program. Of the funds apportioned to a state, 30% must be used for motorized trail uses, 30% for non-motorized trail uses, and 40% for diverse trail uses (any combination).

In Hawaii, the program is administered by the Department of Land and Natural Resources through the Na Ala Hele Trails and Access Program. Monies through this program are available for the purposes of providing and maintaining recreational trails and trail-related facilities. While the emphasis of the TEA-21 Transportation Enhancement Program is on “transportation” projects, the focus of the Recreational Trails Fund is “recreation.” In order to be eligible, a project must involve a trail or trail-related facility that is open to the public. With significantly less money available through this program, the focus is towards projects involving implementation and construction. Planning activities for future trails or trail facilities are not eligible. Eligible activities include: development of urban trail linkages near homes and workplaces, maintenance and restoration of existing recreational trails, easement acquisition and development for trails/trail corridors, construction of new trails that meet identified needs on state, county, or private lands. The Na Ala Hele Program seeks to open the trails to as diverse a group of users as warranted by operational and environmental conditions.

Actual FY01: \$533,000

Actual FY02: \$534,000

Estimated FY03: \$562,000

8.4.10 SAFE COMMUNITIES PROGRAM

The Safe Communities Program is housed in the Public Affairs Office of HDOT. Staff members are available to work with interested community groups statewide to establish a Safe Community Program in their neighborhood. The staff will help determine whether the best solution to a safety problem is education, engineering or enforcement, or a combination. In addition, the Safe Communities Program administers a funding program which distributes mini-grants amounting to about \$2,000 each. Funds are restricted for programs aimed at modifying behavior, rather than construction projects.

The grant program is open to public agencies and Safe Community groups. A Request for Proposals is issued around February, the deadline for application is in April, and awards are made in July.

Interested parties may request a booklet which identifies the program's priority areas and describes the application process. Bicycling-related issues are currently categorized as Priority 3. Proposals are evaluated by the Traffic Safety Councils in each county and by the Governor's Highway Safety Council. The final determination on all awards is made by the Director of Transportation.

8.4.11 FEDERAL—NON-TRANSPORTATION FUNDS

Community Development Block Grants (CDBG) through the Department of Housing and Urban Development (HUD) are a potential source of funds for community-based projects, such as commercial district streetscape improvements, sidewalk improvements, safe routes to school, or other neighborhood-based bicycling facilities that improve local transportation options or help revitalize neighborhoods.

8.4.12 STATE HIGHWAY FUND

Section 248-9, HRS pertaining to the state highway special fund states that monies in the fund may be expended for, among other things, "the costs of acquisition (including real property and interests therein), planning, designing, construction and reconstruction of the state highway system, and bikeways, including, without limitation, the cost of equipment and general administrative overhead[.]"

Section 264-18, HRS further states that "(a) Out of the state highway fund reasonable amounts shall be expended as necessary by the state for the establishment of bikeways. Bikeways shall be established, whenever practicable, wherever a highway, road, or street is being constructed, reconstructed, relocated, or rehabilitated. (b) Bikeways are not required to be established under subsection (a):

- (1) Where the establishment of the lanes, paths, routes, and ways would be contrary to public safety; or
- (2) If the cost of establishing the lanes, paths, routes, and ways would be excessively disproportionate to the need of probable use; or
- (3) Where low population density, other available ways, or other factors indicate an absence of any need for the lanes, paths, routes, and ways.

8.4.13 BIKEWAY FUND

By statute, all bicycle registration fees are deposited into a fund known as the Bikeway Fund and are expended in the county in which the fees are collected. Monies can be used for the following purposes:

- Acquisition, design, construction, improvement, repair, and maintenance of bikeways, including the installation and repair of storm drains and bridges.

- Installation, maintenance, and repair of bikeway lights and power, including replacement of old bikeway lights.
- Purposes and functions connected with traffic control and safety upon bikeways.
- Payment of interest on and redemption of bonds issued to finance bikeway construction and improvements.
- Promotion of bicycling transportation and recreation.

The size of each county's Bikeway Fund is directly proportional to the number of bicycles registered. In 2000, the City and County of Honolulu collected \$417,300 in registration fees. For the other counties, the Bikeway Fund may be too small to construct new bikeways; however, allocations may be used to maintain existing bikeways or to underwrite bicycle education and promotion activities.

Counties with significant bicycle rental businesses may consider raising additional revenues by legislating a surcharge on rented bicycles, similar to rented motor vehicles.

8.4.14 HAWAII HEALTH INITIATIVE

Hawaii Health Initiative (HHI) is a program administered by the State Department of Health and funded by the state's share of tobacco settlement dollars. Sixty percent of the monies are dedicated to public health. In 2002, DOH began the "Start Living Healthy" campaign to publicize a three-prong approach to preventing chronic diseases: improve dietary habits, increase physical activity, and decrease tobacco use. Bicycling, of course, fits squarely in the physical activity component.

DOH's Physical Activity Promotion Project currently supports Kaho'omiki, Hawaii's Council on Physical Activity (previously known as the Governor's Council on Physical Fitness and Sports). In addition to the statewide council, there are neighbor island physical activity coalitions: the Garden Isle Fitness Task Force, Friends of Fitness-Kona, Hilo Fitness Coalition, and Molokai Physical Activity Coalition.

HHI has two major grant programs:

- Small community grant (about \$24,000). Example: plans to expand recreational facilities at the Old Kona Airport.
- Targeted initiatives grant (about \$100,000). Example: Kamaaina Streets Coalition project to implement traffic calming measures on Oahu.

Funds cannot be used for capital improvements but are ideal as seed money for planning, design, and to support the search for other funds. Because the grant award process is undergoing change, interested organizations should contact the Department of Health. On the neighbor islands, bicycling organizations are encouraged to work with the neighbor island fitness coalitions to submit joint proposals.