

STATE OF HAWAII  
DEPARTMENT OF TRANSPORTATION  
869 PUNCHBOWL STREET  
HONOLULU, HAWAII 96813-5097

February 2, 2009

TESTIMONY OF THE DEPARTMENT OF TRANSPORTATION

SENATE BILL NO. 718

COMMITTEE ON TRANSPORTATION, INTERNATIONAL AND  
INTERGOVERNMENTAL AFFAIRS

Senate Bill 718 directs the department of transportation to adopt a complete streets policy regarding future transportation projects.

We support the bill's intent but **the Department of Transportation (DOT) must oppose its passage.** It is policy of the DOT and the Federal Highway Administration to plan and design state highways, other than interstate freeways, to safely accommodate pedestrians, bicyclists, and public bus stops.

While we support the "complete streets" concept of appropriately accommodating alternative modes of transportation, mandating the implementation of "complete streets" design standards will increase overall project costs. We must be mindful that mandates without flexibility will result in projects that may become impossible to afford because of excessive costs due to increased widening and unnecessary condemnation of land. The DOT does accommodate any and all highway users where feasible. However, if required to do so on all projects irregardless of financial or site specific circumstances, we would need to redo our project estimates to increase all project costs and thus shrink our highways program at a time when we are trying to be aggressive in delivering projects.

In addition, adoption of a "complete streets" policy does not involve adoption, amendment, or repeal of rules. The DOT can and has adopted policies that govern designs and processes through a simple administrative memorandum upon which decision making and projects must be based. We are more than willing to collaborate with various stakeholders and the counties on the development of a "complete streets" policy that is feasible and workable for the State. For this reason, this bill is not necessary.



# Sierra Club Hawai'i Chapter

PO Box 2577, Honolulu, HI 96803  
808.537.9019 hawaii.chapter@sierraclub.org

## SENATE COMMITTEE ON TRANSPORTATION, INTERNATIONAL AND INTERGOVERNMENTAL AFFAIRS

February 2, 2009, 1:15 p.m.

(Testimony is 1 page long)

### TESTIMONY IN SUPPORT OF SB 718

Chair English and members of the Committee:

The Sierra Club, Hawai'i Chapter, with 5500 dues paying members statewide, supports SB 718, which directs the Department of Transportation to adopt a "complete streets" policy regarding future transportation projects.

Bike-friendly streets are really an investment in the health of both Hawaii's residents and environment. Consider:

**Safety.** Honolulu unfortunately ranks high nationwide in pedestrian deaths. While there has been a decline in bicycle/pedestrian accidents nationwide, Hawai'i has witnessed an increase in our death rate from bicycle/pedestrian accidents. At 5.7 deaths per million of our population, our rate is over twice the national average. Worse, of our total traffic deaths, over 25% are cyclists and pedestrians, again about twice the national rate. Roughly 80% of car/bicycle accidents are the fault of the automobile operator.

**Traffic Congestion.** In Boulder Colorado, a Transportation Management Plan -- which included enhanced bike/pedestrian facilities -- was implemented about 20 years ago. Pedestrian and bike trips both increased by over 10%, while car use diminished by 14% (growth in bus use accounts for the rest). Consider this potential in Honolulu, where our weather is conducive to outdoor activities year round. Many residents have indicated a desire to use bicycles for some part of their trip needs, if only there were safe streets and appropriate facilities. To date, 5.7% of us already walk or bike to work, 1.6 times the national average. Consider the untapped potential to economically reduce automobile use while still meeting transportation demand, if a comprehensive plan were adopted.

**Public Health.** One third of us are overweight or obese. This sad fact reflects, among other life style factors, the long-term consequences transportation decisions made in the past. Quite simply, we have not provided the capacity for people to walk and bicycle safely in our communities. Most trips of 1/4 to 1/2 mile are entirely feasible on foot, and 3 miles or more on bicycles, if only they were perceived to be safe.

Thank you for the opportunity to testify.



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[bicycle@hbl.org](mailto:bicycle@hbl.org) [www.hbl.org](http://www.hbl.org)

**TO:** Senator J. Kalani English, Chair  
Senator Mike Gabbard, Vice-Chair  
Senate Transportation, International, and Intergovernmental Affairs Committee

**FROM:** Mitchell S. Nakagawa, Executive Director

**HEARING DATE:** Monday, February 2, 2009, 1:15pm

**SUBJECT:** Support for SB718

The Hawaii Bicycling League (HBL) supports SB718 and the creation of safe, healthy transportation options that encourage livable communities. For over three decades, HBL and its membership have advocated for policies that will ensure future generations live with transportation infrastructure that enhances their quality of life.

SB718 demonstrates a commitment to provide safe and enjoyable streets for all users of the road. These policies are vital to improving the mobility and access of a wide range of individuals. One-third of Americans do not drive, and without proper bicycling or walking, a significant number of the community is disadvantaged.

By providing Complete Street solutions, bicyclists, pedestrian, transit-users, and motorists can co-exist safely and efficiently. Integration of these modes of travel becomes more efficient for all users, in manners consistent with the local communities. Complete Streets solutions can revitalize communities, with street and sidewalk lighting, appropriate landscaping, feeder routes, and safe bikeways.

Lastly, Complete Streets establishes measurable outcomes in accordance with national standards, while ensuring that communities have infrastructure that fit their needs.

Thank you for your attention and the opportunity to testify.



## PATH ~ PEOPLES ADVOCACY FOR TRAILS HAWAII

### Board of Directors

John Simmerman  
Bill Sanborn  
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Serena Chamberlain

### Executive Director

Laura Dierenfield

#### Mission

To safely connect the people and places on Hawaii Island with pathways and bikeways.

#### Serving

the Island of Hawaii since 1986

#### Web-site:

[www.pathhawaii.org](http://www.pathhawaii.org)

PO Box 62 ♦ KAILUA-KONA, HAWAII 96745 ♦ 808 -329-9718 ♦ [sharetheroad@pathhawaii.org](mailto:sharetheroad@pathhawaii.org)

January 30, 2009

### Testimony **in Support of SB 718**

Senate Committee of Transportation, International and Intergovernmental Affairs

Senator J. Kalani English- Chair

Senator Mike Gabbard- Vice Chair

Monday February 2, 2009 1:30 PM

Conference Room 224

Aloha Senator English, Gabbard and members of the Committee:

Thank you for the opportunity to submit testimony in support of SB718, "Complete Streets; Roads and Highways".

PATH Peoples Advocacy for Trails Hawaii is a 22 year old bicycle and pedestrian advocacy organization. We support SB 718 and urge the Committee to vote favorably for this Bill. Such a policy will ensure that the future investment in our transportation system is done in a way that will create a safe, efficient and resilient transportation system in Hawaii that shares modes among walking, bicycling, driving and public transit. This mode-share is key to maintaining Hawaii's economy growth, improving health status, reducing energy demand and providing greater mobility options for all of Hawaii's people as follows:

#### **SB 718 will reduce Hawaii's extreme energy vulnerability**

The State of Hawaii, as an isolated group of Pacific islands, must prepare for a future with limited energy resources. We currently import 90% of our energy in the form of oil, and nearly 1/3 of that goes to resident and vehicle fuel demand. A Complete Streets policy will prepare us for a future with limited energy resources by creating conditions that will encourage people to shift some trips to less energy demanding transportation options such as walking and bicycling.

#### **SB 718 will improve health of Hawaii's people and will reduce healthcare costs**

A Complete Streets policy encourage more people to use active transportation such as walking and bicycling for more trips, thereby incorporating more physical activity into their day. Countries with safe bicycling and pedestrian transportation networks have healthier populations and spend less on treating chronic disease brought about by inactivity. Hawaii currently spends nearly \$300 million/year treating diseases related to inactivity.

#### **SB 718 will provide more socially just and equitable mobility for all Hawaii residents**

In Hawaii, more than one in three people (36% of the population) do not drive, due to age (too young, too old), disability or cost burden. A Complete Streets policy will ensure we have safe, connected networks that allow for walking, bicycling and transit as safe and convenient options that don't require the significant burden and skill of driving a car.

**SB 718 will help preserve Hawaii's fragile environment**

A Complete Streets policy will allow more people to move efficiently and effectively without having to build more lanes of highway that degrade the natural environment and water quality. Additional pavement reduces the ability of rain water to absorb back into the ground and causes polluted water to run into the ocean. Additional lanes bring on even more single-occupant vehicle traffic that contributes to more air pollution as well. Complete Streets can move the same amount of people using less roadway miles and do so in a more socially just, healthy and efficient manner that minimizes the impact to Hawaii's natural environment.

**SB718 will provide jobs and stimulate the economy**

Hawaii and other states anticipate a major Federal infusion of capital for infrastructure improvements in the form of an economic stimulus package. We are at critical time in deciding how these funds will be spend to insure the very best return on investment. A Complete Streets policy will make sure these infrastructure improvements yield the best return on investment by building a transportation network that is more efficient and effective than the current one crippled by congestion and delay. This current congestion contributes to reduced productivity among workers, deters visitors from returning to the islands and limits the ability of all our citizens to access goods and services that drive our economy forward.

**Suggested amendment to the Bill:**

We feel this Bill will be strengthened with the following language:

"The purpose of this Act is to establish that it is a policy of the State to accommodate all users of the transportation system, regardless of age and ability."

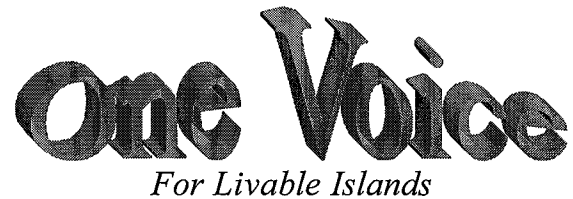
We strongly urge the Committee to vote in favor of SB718 with the above language added.

Mahalo,

Laura Dierenfield  
Executive Director  
PATH Peoples Advocacy for Trails Hawaii  
PO Box 62  
Kailua-Kona, Hawaii 96745

Phone: 808-936-4653

Email: [sharetheroad@pathhawaii.org](mailto:sharetheroad@pathhawaii.org)



## SUPPORT SB 718

January 30, 2009

Testimony in Support of SB 718  
Senate Committee of Transportation, International and Intergovernmental Affairs  
Senator J. Kalani English- Chair  
Senator Mike Gabbrad- Vice Chair  
Monday February 2, 2009 1:30 PM  
Conference Room 224

Senator English and members of the Committee:

My name is Justin Fanslau and I represent the unified voice of the members of the One Voice for Livable Islands coalition. One Voice for a Livable Islands is a broad based coalition of organizations and individuals committed to ensuring that Hawai'i communities are designed and built as healthy communities. OV pursues its mission through public education, advocacy and community mobilization. **We stand in strong support of SB 718 and urge the committee to move this bill forward quickly in order to better prepare ourselves for the coming infrastructure improvement dollars that both the Congress and the State will be setting forth.**

Complete Streets are streets that are planned, designed and built to accommodate all users of the road. The true value of a complete street to a community is that it meets the needs of all our citizens. This includes the daily needs of the large portion of our population that does not possess a driver license and/ or does not have access to a personal motor vehicle. Children, seniors, college students, and families with low incomes must be included in a greater way when we plan to support our communities mobility needs. Complete Streets helps to complete our mobility needs by providing safer and more convenient opportunities for pedestrians, bicyclists and users of the public transportation system.

### **What are other States Doing?**

In 2000, the Federal Government established new guidelines and regulations relating to the needs of all users of the road. "Bicycling and walking facilities will be incorporated into all transportation project unless exceptional circumstances exists." (FHWA 2000 Federal Guidance <http://www.fhwa.dot.gov/environment/bikeped/design.htm> . Additionally, Oregon state law requires that footpaths and bicycle trails be included

wherever a highway, road or street is being constructed, reconstructed or relocated. California passed an aggressive law in 2008 that requires all general plans to include complete streets policies in their newly adopted general plans. This new law was part of an aggressive strategy pursued by the state to improve air quality, reduce energy consumption and reliance on foreign oil, battle obesity and physical inactivity rates in youth and provide adequate mobility options for the aging population. In order to reach these goals, the State Department of Transportation rewrote its own Deputy Directive to strengthen the need for complete streets projects in all projects the state reviews, manages and contracts.

### **Why SB 718 and the Federal Money**

The new administration has recently proposed an aggressive stimulus plan that Congress is currently debating. Within this massive economic plan lies some basic fundamental value shifts that the State must be prepared for. The focus of the administration and Congress is to make certain that when we build infrastructure projects that we don't do business as usual. Stimulus funds will be held to higher standards. Our DOT needs to be able to demonstrate lasting effectiveness. Projects must prove multiple pay offs.

SB 718 can and should be the new foundation for our State Department of Transportation. Incorporating complete streets methodology, concepts and planning strategies will ensure that our projects meet the needs of more than just motorists, reduce the need for constant repair and maintenance and accommodate the mobility needs of those that don't drive a motor vehicle. Complete Streets certainly provide for multiple payoffs.

### **Suggested Amendment**

We feel this Bill will be strengthened with the following language:

*“The purpose of this Act is to establish that it is a policy of the State to accommodate all users of the transportation system, regardless of age and ability.”*

### **Our Coalition**

In 2005, the City and County of Honolulu passed Charter Amendment 8 by 77%. Our coalition worked hard to take the message of safer mobility options to the public and the public responded with an overwhelming voice of support. In the last few years we have been building our numbers and learning more about implementing complete streets in State Policy. We are committed to working with the Administration, the Legislature and every department to find creative ways to incorporate healthy mobility options into the way we do all of our business.

Thank you for your time and for looking at this issue with a careful and deliberate eye. We look forward to being your partner and urge your support of this bill today.

Aloha,

Justin Fanslau



Monday, February 2, 2009

The Honorable Senator Kalani J. English  
Chair  
State Capitol  
Honolulu, Hawaii 96813

Subject: **SB718, Relating to Transportation**

Dear Senator English & Members of the Committee on Transportation, International and Intergovernmental Affairs,

The Hawaii Public Health Association (HPHA) strongly supports SB718 that directs the Hawaii Department of Transportation to adopt a Complete Street Policy that routinely considers the safety and convenience of all users of the transportation system in all transportation improvements and new projects.

The Hawaii Public Health Association was founded in 1945. Our membership consists of more than 150 public health professionals working in governmental agencies and non-profit organizations statewide, and our mission is to promote public health in Hawaii through leadership, collaboration, education and advocacy.

There is substantial evidence that links the way we design our transportation systems and communities with the public's health and safety. Studies show residents living in communities with "complete streets" that service all road users and have convenient access to goods and services, experience the physical and mental health benefits of being more physically active.

The planning and design of transportation systems that do not consider the needs of all road users, including pedestrians, bicyclists, transit users, motorists, the disabled and other vulnerable groups, result in reduced opportunities for physical activity, increased levels of air and noise pollution, increased likelihood of traffic injuries, and increased health inequities.

Hawaii needs a Complete Streets transportation policy proposed in SB718 that will help to shape the design and development of healthier communities, and support the improved health and well-being of all Hawaii's residents. We urge you to support the passage of SB718. Thank you for the opportunity to testify.

Sincerely,

James Rarick, President



# IPAC

## *Injury Prevention Advisory Committee*

February 2, 2009

The Honorable  
Chair, Senator J. Kalani English  
State Capitol  
Honolulu, Hawaii 96813

Dear Senator English and Members of the Transportation and International Affairs Committee,

Subject: **Support for SB 718**

The Injury Prevention Advisory Committee strongly supports SB 718, which urges the Department of Transportation to adopt a "Complete Streets" policy that enables pedestrians, bicyclists, motorists and transit riders of all ages and abilities to have safe access to our roadways. In addition, the bill incorporates participation of AARP, Hawaii Bicycling League, the Sierra Club and other interested parties of the public in the project planning process.

Established in 1990, the Injury Prevention Advisory Committee (IPAC) is an advocacy group committed to preventing and reducing injury in Hawai'i. IPAC members include public and private agencies, physicians, and professionals working together to address the eight leading areas of injury that include pedestrians and bicyclists.

The safety and mobility of pedestrians and bicyclists as integral users of the transportation system are significant concerns for Hawai'i. Mobility is an issue for at least one-third of Hawai'i's population who either choose not to drive (pedestrians, bicyclists, transit users) or cannot drive (children, seniors and disabled). According to Emergency Medical Services Data, in 2008, there were 336 non-fatal traffic related bicycle injuries and 398 non-fatal traffic related bicycle injuries. According to the National Household Travel Survey, in Hawai'i, bicyclists and pedestrians are 11 times more likely die in a traffic related crash than residents who travel by car. Hawai'i's transportation system cannot be considered adequate until it enables all road users to move safely along and across a "Complete Street."

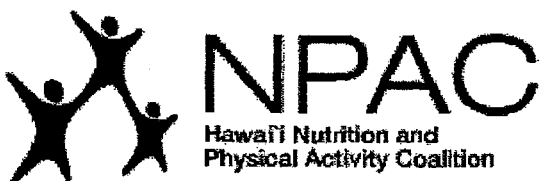
"Complete Streets" policies balance the needs of all road users. "Complete Streets" as an all inclusive policy roadmap can guide Hawai'i in setting a clear course for fully integrating all users in all present and future transportation projects. By following the example of other states that have adopted a "Complete Streets" policy, we have the opportunity to develop a safe, equitable and adequate transportation system for all. We urge you to pass SB 718.

Thank you for allowing us to testify.

Sincerely,

Bruce McEwan  
Chair  
Injury Prevention Advisory Committee

*A safe Hawai'i from the mountains to the sea.*



1/30/2009 11:30 AM

Senator Kalanai English, Chair  
SENATE COMMITTEE TIA

Facsimile (808) 587-7230

Written Testimony: Dr. Jay Maddock  
Nutrition and Physical Activity Coalition (NPAC)

Title: Support of S.B. 718, RELATING TO TRANSPORTATION  
Transportation, International and Intergovernmental Affairs  
Committee

Purpose: Context: **SB718**, Report Title: Complete Streets; Roads and  
Highways Description: Directs the department of transportation  
to adopt a complete streets policy regarding future transportation  
projects.

Position: State Nutrition and Physical Activity Coalition supports this Bill  
and urges the state legislature to pass a Complete Streets policy  
that would include a transportation network for all forms of  
transportation including cycling and walking. There is a need for  
people to be physically active in our communities. As our  
communities presently exist there are many barriers to people just  
leaving their front door to walk or ride a bike, parents are driving  
their children three blocks to school because there are no  
sidewalks, as well as citizens having to drive to where they are  
able to recreate. NPAC believes that this is a perfect opportunity  
for Hawaii to implement a Complete Streets project so that new  
and retrofitted projects take all users into account. Should SB718  
truly implement the Complete Streets Concepts, NPAC would  
support it. Thank you for this opportunity to testify.



**To:** Hawaii Senate Committee on Transportation, International, and Intergovernmental Affairs

**Date:** February 2, 2009, 1:15 p.m., Conference Room 224 (State Capitol) Senate Transportation Committee

**Re:** SB718 RELATING TO TRANSPORTATION. Directs the department of transportation to adopt a complete streets policy regarding future transportation projects.

**Chair English and Committee Members:**

My name is Jackie Boland and I'm the Associate State Director for AARP Hawaii. AARP is a membership organization of people 50 and older with more than 158,000 members in Hawaii. We support SB 718, which directs the Department of Transportation to adopt a Complete Streets policy regarding future transportation policies.

AARP supports Complete Streets policies because they make it safer and more convenient for walking and bicycling, accommodate people with disabilities, are fiscally responsible and promote physical activity. All of these things can contribute to an individual's ability to age at home in his or her community and maintain important social connections that benefit both the individual and the community. And, in fact, this is something the public would support. In an October 2008 AARP survey of 50+ adults on Oahu, 88% of those surveyed said they would support a policy that ensures roads will be designed for all users.

To strengthen this proposed bill, we suggest a friendly amendment to the text of the bill. It is very much within the purview of this legislative body to establish a vision for our state's transportation system. As such, rather than directing our DOT to establish this vision through administrative action, we recommend that this Act state, *"The purpose of this Act is to establish that it is a policy of the state to accommodate all users of the transportation system, regardless of age and ability."* The bill should then direct our DOT to work with the citizens of Hawaii to work out the implementation steps in accordance with the law. The 12 month period outlined in the draft legislation is a reasonable time frame to do so.

We note that House Bill 920 also proposes a Complete Streets Policy that utilizes language that has proven effective in other communities. The committee may want to consider incorporating some of its language. Should this be the case, we would be pleased to work with you.

**What Are Complete Streets?**

Complete Streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along

and cross a complete street. Complete Streets policies ensure that these principles are part of the planning, design, construction, or reconstruction of roads, and all transportation projects should aim to create a comprehensive, integrated, and connected network to accommodate all modal needs in a manner that is suitable to their context, whether that is rural, suburban, or urban.

Because a Complete Street is designed according to its context, there is no single description of what a complete street looks like. They can include things such as sidewalks, bike lanes, crosswalks, wide shoulders, medians, bus pullouts, special bus lanes, raised crosswalks, audible pedestrian signals, and sidewalk bulb-outs and curb cuts. They look different in urban, suburban or rural areas, but in all cases take into consideration both the safety and convenience of all users.

### **Why we need a Complete Streets policy now:**

- **Safety, accessibility, and a rapidly expanding aging population:** Hawaii is the most dangerous state in the nation to be a pedestrian over the age of 65. This is of extreme concern to AARP, because according to U.S. Census projections, in the next 23 years, Hawaii will see its 65+ population increase by 86%, while the under 50 population will increase by only 8.4%. It is critical to the health and financial well being of both individuals and our state as a whole that we keep this demographic shift in mind and plan communities that offer people the opportunity to live independently, at home, for as long as possible.

This will require a variety of transportation options, including safe and comfortable walking environments for those who can no longer drive or choose not to drive. Design provisions should ensure safe, comfortable, and convenient travel by foot, bicycle, transit, and auto, regardless of age and ability. In particular, the design of the street network should encourage use of rail transit, buses, bicycling, walking and other non-automobile forms of transportation, as well as make it safe to travel in an automobile.

One-third of all Americans do not drive. This includes children who are not of driving age, people with disabilities, and individuals who do not own or do not have access to an automobile. The transportation options that open up when we build complete streets would allow all of those individuals to easily access the things we take for granted – being able to shop, go to work, attend religious services, and engage in recreational activities.

- **Fiscal Responsibility:** Complete Streets policies also make good fiscal sense. It is far less expensive to account for all users as a rebuild or new job is being done than to retrofit later. In addition, creating a complete street can cut the cost of providing transit services to persons with disabilities. Many users of para-transit could use regular fixed route services if they were accessible, at a fraction of the cost of para-transit. Providing good sidewalks that enable persons with disabilities to easily get from their homes to accessible fixed route bus stops allows those individuals to remain independent, and saves our transit agencies money.

With the recent announcement of the “Highway Modernization Act,” now is the perfect time to put such a policy into place, to ensure that all roads take into account all users, including those on foot, those on bicycles, and those with disabilities.

- **Americans want to walk and bicycle more.** Recent opinion polls have found that 52 percent of Americans want to bicycle more and 55 percent would prefer to drive less and

walk more. But streets without safe places to walk and bicycle put people at risk. *While nine percent of all trips are made by foot or bicycle nationwide, 13 percent of all traffic fatalities are bicyclist or pedestrians.*

In Hawaii, and particularly in many areas on Oahu, it is not safe for people to simply walk out their front door to go for a walk or a bicycle ride. As a result, it is common for people to drive to places where it is safer. This contributes to congestion on the roads but is also a barrier to getting those who are less active to engage in physical activity, which has been proven to increase health and expand longevity. In 2001-2005, AARP spearheaded, "Shape Up Across Hawaii," a program that worked with thousands of seniors each year to encourage them to increase their physical activity. Year after year, we found that the physical environment served as a barrier because people did not feel safe walking near their homes.

An effective Complete Streets Policy should prompt transportation agencies to restructure their procedures to accommodate all users on every project, re-write their design manuals to encompass the safety of all users, re-train planners and engineers in balancing the needs of diverse users of the roadways, and create new data collection procedures to track how well the streets are serving all users. We believe that passage of SB 718, with our proposed amendment, could be an important first step in creating an effective Complete Streets policy in Hawaii.

Thank you for the opportunity to testify before your committee. We look forward to working with you as this bill moves through the legislative process.