

# Memo

**Date:** December 4, 2019

**To:** Board of Park Commissioners

**From:** Jesús Aguirre, Superintendent and Michele Finnegan, Policy Director

**Author:** Todd Burley, Sustainability Advisor

**Subject:** Staff Recommendations Following the Multi-Use Trail Pilot

## Review

Seattle Parks and Recreation (SPR) currently has one policy related to trail use, the Bicycle Use Policy, which was created in the 1990's primarily for soft surface trails. There are no other departmental policies that guide use of our multi-use trails, leading to a lack of clarity on what types of uses are allowed. This was exacerbated when Washington State passed a law in 2018 allowing the use of Class 1 and Class 2 electric-assisted bicycles (e-bikes) on multi-use trails by default unless a prohibition was already in place, making SPR the only owner of multi-use trails in Seattle who did not allow them.

In April 2018, SPR proposed a Multi-Use Trail Pilot to the Board of Park Commissioners that would align with the new state law regarding e-bikes, set a 15-mph speed limit on these trails consistent with King County, conduct education and outreach, and gather data to inform a policy update. The Board approved the pilot in July 2018 after a public hearing and additional input. The results of the year-long pilot which began on August 1, 2018 were presented to the Board on August 8, 2019 and the policy recommendations were presented on November 14, 2019. This memorandum summarizes the results from the pilot and describes the policy recommendations of the staff. **We are seeking a recommendation from the Board at the December 12, 2019 meeting.**

## Results

### What we learned: trail data

SPR staff and partners collected data on 9,514 trail users at three locations – the Burke-Gilman, Elliott Bay, and Alki trails – during five visits for each trail in the autumn and spring. The majority of users were bicycles (5,955), in addition to a large number of pedestrians (3,404). Each trail was unique in the mix of users, with the Burke-Gilman Trail having more bikes and the Alki Trail more pedestrians proportionately. Speed data (over 10 mph) was gathered with a radar gun to understand possible differences among the types of wheeled users. Average speeds were 14.9 mph overall – 14.9 for pedal bicycles, 14.8 mph for e-bikes, and 12.5 mph for other wheeled users (skateboards, scooters, solowheels, etc.). Generally, more pedal bikes peaked at higher speeds, while private e-bikes (excluding bike shares) averaged a higher speed (16.8 mph) and leveled off around 18 mph.

### What we learned: outreach

To supplement the trail data, SPR staff conducted an intercept survey on the same three trails and during similar times (200 participants) and an online survey (1,200 participants). The 20-question survey asked about perceptions of trail use and safety and gathered opinions about the pilot elements. 70% of respondents said they felt very or fairly safe on Seattle's multi-use trails, and their greatest concerns were

with other people and around conflicts at crossings with roads. When asked about the pilot, 65% supported the 15-mph speed limit and 74% supported allowing Class 1 and 2 e-bikes on these recreational trails.

More details on the results from the pilot research are attached to this memo in the August 8<sup>th</sup> presentation.

## **Recommendations & Rationale**

### **Recommendation #1: Update Existing Bicycle Use Policy**

SPR staff recommend amending the existing Bicycle Use Policy (060-P 7.11.1) to formalize a 15-mph speed limit, define e-bikes, clarify that e-bikes are allowed on roads and multi-use trails, and make changes to a few out-of-date references. A red-lined version of the Bicycle Use Policy is attached to this memo.

### **Recommendation #2: New Multi-Use Trail Policy**

To address the emerging mobility options in our community, align with regional and statewide regulations, and establish consistent expectations that create a safer and more enjoyable experience on Seattle's multi-use trails, SPR staff recommend establishing a new Multi-Use Trail Policy. The policy would:

- detail definitions for various user types and technologies consistent with the latest laws and practices,
- list out related policies and responsibilities for implementing the policy, and
- establish regulations for these shared use paths, including
  - setting a 15-mph speed limit for all users,
  - allowing electric-assisted micro-mobility devices with motors up to 750 watts that have a speed controller at 20 mph, and
  - prohibiting internal combustion engines.

A draft of the Multi-Use Trail Policy in its entirety is attached.

The Multi-Use Trail Pilot sought to align SPR's regulations with those of the other trail owners to create consistency following the state law on e-bikes, and also to gather data and input to inform a policy update for multi-use trails managed by SPR. The recommendations above are the result of this research and informed by the current policy landscape on emerging technologies. Overall, the data and input we collected support continuing with the elements of the pilot.

To date, the City of Seattle has not placed a speed limit on multi-use trails; doing so sets clear expectations for trail use. As shown in the surveys, the majority of users support a speed limit of 15 mph, which aligns with King County's current speed limit on regional trails and fits within the design specifications of Seattle's multi-use trails. As part of the policy, the Superintendent has the authority to create lower speed limits if desired. The data collected shows the current average speed at just under this limit, and so bolsters the need to establish a speed limit and increase signage and education in order to ensure the trails are safe for all users.

Prior to this pilot all motorized vehicles, including e-bikes, were prohibited from any trail owned by SPR. Seattle's multi-use trails are owned by multiple jurisdictions, all of which now allow e-bikes on their sections of the trails following the new state law. To create a consistent experience for users of these trails, SPR has worked with trail owners in the city and region to determine common goals and regulations on multi-use trails. The above policy recommendation establishes limits and expectations consistent with the state law

pertaining to e-bikes and establishes definitions and allowances for other electric-assisted micro-mobility devices to allow flexibility for new technologies.

SPR recognizes that we have limited authority to enforce these policies, and thus believe the most effective tool we have is education and outreach with our partners. The first step is to establish consistent regulations to create clarity for all users. Next, the Seattle Department of Transportation (SDOT) has agreed to add speed limit signs and trail etiquette signs along these multi-use trails to increase awareness. In addition, SPR will pursue working with SDOT, King County, University of Washington, and other key partners to provide educational materials to community partners and businesses to build awareness off proper trail etiquette and regulations. We recognize that enforcement along these trails is not a priority of Seattle Police Department, and so intend to work within our authority to increase awareness of regulations and rules to create a safe trail experience for all users.

## **Attachments**

- A. April 6, 2018 Memo to the Board
- B. July 12, 2018 Memo to the Board
- C. August 8, 2019 Presentation to the Board
- D. Draft Amended Bicycle Use Policy
- E. Proposed Multi-Use Trail Policy



## MEMORANDUM

Date: April 6, 2018

To: Board of Park Commissioners

From: Christopher Williams, Interim Superintendent

Subject: Multi-use Trail Pilot Project

### **Requested Board Action**

Washington State recently passed a law which defined and established statewide regulations for electric bicycles (e-bikes) as their use becomes more common. At the same time, Seattle Parks and Recreation has received inquiries from the public, elected officials, and other local jurisdictions that are exploring how to address the growing use and availability of e-bikes. These discussions have focused on the regulations for e-bike usage on multi-use trails and the safety of operating these bikes on shared use trails such as the Burke-Gilman, Elliot Bay, Mountains to Sound, Melrose Connector, and Duwamish Trails. We will be providing an informational briefing on this issue at the April 12 Park Board meeting, which will be followed by a public hearing on April 26 and possible vote on a proposed pilot project on May 10. The goal is to have regulations in place for e-bikes on Seattle Parks and Recreation multi-use trails by Memorial Day to prepare for the busy summer biking season.

### **Project or Policy Description and Background**

Seattle Parks and Recreation (SPR) proposes a pilot project to allow Class 1 and Class 2 electric bicycles on five of the multi-use trails we manage: Burke-Gilman Trail, Elliott Bay Trail, Mountains to Sound Trail, Melrose Connector Trail, and Duwamish Trail. These trails were chosen due to the width of the trails, the commuting connections they provide, and their ability to safely accommodate e-bikes. The pilot would include a speed limit of 15 mph on these trails, although there will be areas where riders need to reduce speed, for all users and an education campaign in partnership with the Seattle Department of Transportation.

Seattle has changed significantly since 1995, when Seattle Parks and Recreation passed a Bicycle Use policy (060-P 7.11.1) that banned all motorized vehicles on multiuse trails. The population has risen dramatically over the last 28 years (150,000 more people), bicycle use has increased on streets and trails (tripled between 1992 and 2011), electric bike technology has advanced, and there is now access to a number of bike share programs including e-bikes.

According to the NDP Group, e-bike sales are up more than 450% since 2013. A new study and the largest research study of its kind in North America, "A North American Survey of Electric Bicycle Owners," measures how people are using their e-bikes and how they feel about them. The outcomes are promising for a continued rise in e-bike ownership and usage. [Study findings](#) include: e-bike owners ride farther and more often, replace more car trips, e-bikes eliminate

barriers to bicycling (hills made easier, distances were considered too far before using an e-bike, avoidance of arriving sweaty to a destination, and the ability to carry cargo or children), and 96% of respondents shared e-bicycling is fun.

Earlier this year, Washington State passed a bill to define and regulate electric bicycles ([SB 6434](#)). It establishes three classifications for electric-assisted bicycles: Class 1 e-bikes are activated when pedaled, Class 2 have an independent throttle, and both have motors that are 750 watts or less and stop assisting at 20 mph. Class 3 e-bikes are pedal assist like Class 2 bikes, but can assist up to 28 mph. The law allows for Class 1 and 2 electric-assisted bicycles on shared use paths, although local laws can supersede this rule.

Currently Seattle's multi-use trails cross multiple jurisdictions with inconsistent regulations. The Burke-Gilman Trail is managed by Seattle Parks and Recreation, Seattle Department of Transportation (SDOT), University of Washington (UW), and King County (KC) beyond the city boundaries. The Elliott Bay and Duwamish Trails are managed by SPR, SDOT, and the Port of Seattle. The Mountains to Sound Trail in Seattle is managed by SPR, SDOT, and Washington State Department of Transportation (WSDOT), while the Melrose Connector Trail is managed by SPR and WSDOT. King County has a "reasonable and prudent" speed limit, whereby speeds in excess of 15 mph "constitute in evidence a prima facie presumption of violating" the regulation, while Seattle has no speed limit and the Port has a 5 miles per hour speed limit in some areas. Users are uncertain of the rules of the trail and often comment with questions and concerns.

To create consistency with the state legislation and across the relevant jurisdictions, SPR brought key staff together to share regulations, plans, and concerns. The SPR Multi-use Trail Pilot Project aligns with the intent and desire of managers from the other agencies and organizations, elected officials, addresses comments heard in our last briefing with the Park Board, and is consistent with state law.

### **Public Involvement Process**

The Board of Park Commissioners briefings, and the public hearing will be the public review process for the Multi-use Trail Pilot Project, followed by a year of outreach and engagement with the public, including key stakeholders.

### **Issues for Discussion**

#### **What we've heard:**

- **Speed:** Many people, particularly pedestrians and family cyclists, are very concerned about fast cyclists and the danger it poses to other users. There is no regulatory speed limit for bikes on most multi-use trails in Seattle, few signs to set expectations, and limited enforcement.
- **Technology:** Electric bike technology has increased rapidly and with it the use of e-bikes for people of all abilities. As is common with new technology, some people are concerned with the rise in popularity of e-bikes, and equate them with speeding cyclists. Others point out that e-bikes are generally designed to stop assisting riders at 20 mph and making cycling accessible to more people. Studies show that there is a speed difference of 0-5 mph between a traditional bike and an e-bike. The new state classification system for e-bikes creates some clarity around this new technology.

- **Safety:** The predominant concern we hear, from the public and key stakeholders, is for the safety of all users. There are adjacent home owners that must cross the trails regularly, pedestrians that feel unsafe in congested areas and with fast cyclists, and recreational cyclists that have concerns with racing bikes. These users generally ask for speed limits, physical infrastructure changes, and increased enforcement.
- **Clarity:** Many people are frustrated with the inconsistency in regulations across jurisdictions on the same trail, and the lack of clear signs to set expectations. They would like clarity on the rules of the trail.
- **Equity:** Much of the literature on e-bikes and many advocates in the community highlight how e-bikes offer access to cycling for seniors and people with disabilities. As such, they provide access to recreational opportunities and healthy lifestyles for a broad range of people. The growing appeal of e-bikes among older adults is allowing for health and wellness into later years, as e-bicycling for transportation and recreation results in stronger heart rates, lower blood sugar and reduced body fat.

### **Evaluation Process**

During the pilot year, Seattle Parks and Recreation will collect data in the following ways: bike counters, field observations and on-site surveys, stakeholder focus groups, and public feedback through an online survey, emails and correspondence. This information will help us understand use patterns, safety concerns, and pilot outcomes. Following the collection of this data, Seattle Parks and Recreation will evaluate potential options and provide a policy recommendation to the Board of Park Commissioners.

### **Parks Board Input**

- What community stakeholders should we engage as part of this pilot?
- What additional data would you like to see analyzed to assess the pilot project?

### **Parks Board Action**

Public hearing (4/26) and vote (5/10) to allow for implementation of pilot project in time for summer.

### **Environmental Sustainability**

The Multi-use Trail Pilot Project supports the City's climate initiative and SPR's Healthy Environment Action Agenda by encouraging more cycling around the city, thus reducing carbon emissions.

### **Budget**

Implementation of the trail pilot will primarily utilize existing SPR resources, including stakeholder coordination, communications and outreach. We will be partnering with SDOT for trail signage and an education campaign, highlighting trail etiquette and safety along the trails.

SPR plans to conduct surveys of trail users and other stakeholders throughout the pilot. The intent is to work with students or interns, keeping the cost low. Bike counters and other passive data gathering will happen in partnership with SDOT.

## Schedule



Preparation for the Multi-use Trail Pilot Project has already begun with trail management stakeholder engagement and policy review. The intent is to plan the educational campaign and signs in April and May along with key stakeholder engagement. The pilot would begin on Memorial Day weekend with media outreach and installation of signs. Throughout the summer and fall an education campaign and user surveys would continue public engagement on the pilot. A final survey, evaluation, and report will be prepared after the year-long pilot and be presented to the Superintendent and Board of Park Commissioners in the spring/summer of 2019. Seattle Parks and Recreation would then prepare a policy recommendation to the Board in the summer of 2019.

## Additional Information

Todd Burley, Sustainability Strategic Advisor, Seattle Parks and Recreation

[Todd.burley@seattle.gov](mailto:Todd.burley@seattle.gov), 206-256-5615

[www.seattle.gov/parks/environment](http://www.seattle.gov/parks/environment)

## Attachments

- 10/19/17 Memo to Board of Park Commissioners
- Seattle Parks and Recreation Bicycle Use Policy (1995)
- King County Trail Code
- SDOT Trail Signs
- East Bay Parks E-bike Pilot Sign
- Superintendent's Authority

# Memorandum

**Date:** July 12, 2018  
**To:** Board of Park Commissioners  
**From:** Christopher Williams, Interim Superintendent  
**Subject:** Multi-use Trail Pilot Proposal

## Requested Board Action

Seattle Parks and Recreation seeks the Board of Park Commissioner’s support for the Multi-Use Trail Pilot, including the three components: a 15-mph speed limit for all users, allowance for Class 1 and Class 2 electric-assisted bicycles, and an education campaign. In addition, we seek agreement with SPR’s proposal for data collection and evaluation of the pilot and reporting to the board.

## Pilot Proposal Overview

In response to comments from the public and the Board of Park Commissioners, Seattle Parks and Recreation will implement the following Multi-Use Trail Pilot Program. This includes updated elements related to outreach, data and research, and education and enforcement.

The Multi-Use Trail Pilot Program includes three main components: a 15-mph advisory speed limit, an education and outreach campaign, and the allowance of Class 1 and Class 2 electric-assisted bicycles. The pilot will take place on five trails that Seattle Parks and Recreation has joint management responsibility for including the Burke-Gilman, Elliott Bay, Duwamish, Mountains to Sound, and Melrose Connector Trails.

## Outreach and Education

SPR will work with SDOT and community partners to engage in an education and outreach campaign on trails, via media, in-person, and online.

## Signs

This campaign will involve using SDOT’s new yard signs that highlight proper trail etiquette for all users. These will be placed along multi-use trails in the city as part of SDOT’s larger education campaign on trail etiquette. In addition, SPR will produce a temporary sign for the pilot program soliciting input, which will be placed at prominent locations along the five trails in the pilot.





## Outreach and Engagement

SPR will work with community partners and SDOT to engage with their audiences on proper trail use and to solicit input on the pilot. Partners include Cascade Bicycle Club, the Bicycle Advisory Board, Pedestrian Advisory Board, Disabilities Commission, Washington Trails Association, Friends of Burke-Gilman Trail, Seattle Neighborhood Greenways, Seattle Children’s Hospital, and local bicycle businesses. These partners will distribute information about the pilot and regulation changes, survey links, and opportunities for other input to their audiences.

SPR will also continue to engage with key stakeholder groups such as the Bicycle and Pedestrian Advisory Boards, the Commission for People with Disabilities, and neighborhood organizations along the trail routes. The outreach will include a presentation on the pilot, feedback and discussion, and an opportunity to fill out a survey when it is available.

## Outreach Meetings to Date

In advance of the pilot period, SPR has met with, or presented to, the following organizations and individuals.

- Seattle City Council Sustainability and Transportation Committee (4/17/18)
- North Seattle Industrial Association (4/24/18)
- Douglas MacDonald (5/7/18)
- Seattle King County Public Health (5/24/18)
- UW School of Public Health, Professor Andrew Dannenberg (5/29/18)
- Regional Trails Steering Committee (5/30/18)
- Seattle Bicycle Advisory Board (6/6/18)
- Council on Aging & Disabilities Services Advocacy Committee (6/8/18)
- Sound Steps (6/13/18)
- Washington Trails Association (6/20/18)
- Seattle Commission for People with Disabilities (6/21/18)

## Additional Outreach

In addition to direct meetings, SPR sent an invitation to present and a solicitation of input to 40 organizations and businesses during May and June.

<b>Organizations</b>	<b>Businesses</b>
Cascade Bicycle Club	G&O Family Cyclery
Washington Bikes	Wright Brothers Cycle Works
Seattle Bicycle Club	Bicycle Repair Shop
Bike Works	FreeRange Cycles
The Bikery	Ride Bicycles
Washington Bike Law	Montlake Bicycle Shop
Sightline Institute	Gregg's Cycle
Cyclists of Greater Seattle	Electric Lady
Pedestrian Advisory Board	Seattle E-Bike
Seattle Neighborhood Greenways	Electric and Folding Bikes NW
Climate Solutions	Alki Bike and Board
Outdoors for All	The Bicycle Repair Shop
Husky Cycling	Seattle Cycling Tours

Feet First	Ride Bicycles
Friends of the Burke-Gilman Trail	Recycled Cycles
Washington Trails Association	Montlake Bicycle Shop
Transportation Choices Coalition	Rad Power Bikes
Undriving	
Urban Sparks	
Duwamish Valley Safe Streets	
Seattle Children's Hospital	
Outdoors for All	

## Media

SPR also received interest from the local media, which helped reach a broader audience, producing many public comments. A press release was issued on April 19, 2018 describing the pilot proposal and seeking input from the public; the press release was also included in a Parkways blog post. Media stories include a Seattle Times article (4/26), MyNorthwest (4/27), KIRO 7 (4/12), and Seattle Transit Blog (4/28). Seattle Channel recorded each presentation to the Board of Park Commissioners, and those are available online.

## Partnership Development

Seattle Parks and Recreation has been in coordinating with WSDOT, SDOT, UW, King County, and the Port of Seattle to develop strong jurisdictional alignment and support for the Pilot. Letters of support have been received from King County, and we have a commitment of letters from WSDOT, UW, and the Port. SDOT and SPR will sign a “letter of concurrence” that aligns with SDOT’s typical process for ensuring jurisdictional entities are working together on common properties.

## Data Gathering and Research

During the pilot, SPR will work with SDOT and WSDOT to collect data and conduct research to understand how speed, use type, and education has an impact on trail use and safety. Data gathering will happen on three trails in the pilot – Elliott Bay, Burke-Gilman, and the Mountains to Sound Trail – and one trail not included in the pilot – Alki Trail – which will be used as a control.

- Trail Counters:** A key part of this data collection will involve the bicycle and pedestrian counters SDOT currently utilizes on the Burke-Gilman and Elliott Bay Trails as well as a new counter on the Alki Trail. These trail counters track usage figures only. The Alki Trail counter will be new, so will have no preexisting data to compare.
- Digital Speed Trackers:** SDOT is looking into installing a digital speed tracker onto existing poles to along the Burke-Gilman Trail to help inform users of their actual speed and to act as an education tool to reinforce the speed limit. SDOT will determine the best location for this tracker.
- Online Survey:** SPR will conduct an online survey to be shared through our outreach channels and via our partners to determine use, perception, and opinions about these trails



and the pilot project. A survey will be designed in cooperation with Professor Andy Dannenberg of the University of Washington's School of Public Health. Agency and community partners have agreed to assist in sending this survey to their networks.

- **In-Person Survey:** SPR and SDOT will partner to conduct on-site surveys and data collection to supplement the counters and online survey. The survey would be the same as the online version and be available for outreach meetings, as well. SDOT interns will be available to conduct the surveys on targeted days and locations as determined by the recommended methodology of Professor Dannenberg. While on site, interns will also collect data on user speed (using handheld radar devices that SDOT owns) as well as user types and demographics.

## **Enforcement**

SPR briefed the Seattle Police Department's policy unit on the Pilot. They are committed to responding to complaints from users on the trail when contacted. No dedicated resources have been committed.

## **Timeline**

### **July 2018**

- **Finalize survey and outreach list.**
- **Install trail counter at Alki Trail.**
- **Design and print Pilot Program sign.**
- **On-site data gathering plan.**
- **Prepare press release.**
- **Install pilot signs and SDOT informational signs.**

### **August 2018**

- **Pilot starts August 1<sup>st</sup>.**
- **Send press release (8/1).**
- **Send communication to networks about pilot. (8/1)**
- **Conduct online survey.**
- **Conduct intercept surveys and on-site data gathering.**

### **September/October 2018**

- **Conduct second round of intercept surveys and on-site data gathering.**
- **Conduct focus group meetings with key stakeholders.**

### **June 2019**

- **Conduct third round of intercept surveys and on-site data gathering.**
- **Complete SEPA checklist.**

### **July 2019**

- **Conduct online survey.**
- **Conduct focus group meetings with key stakeholders.**
- **Public comment period for SEPA checklist.**

### **August 2019**

- **Recommendation to Park Board on policy change.**



**Seattle**  
Parks & Recreation

# **Multi-Use Trail Pilot**

## **Findings & Next Steps**

August 1, 2018 - July 31, 2019

Presentation to the Board of Park Commissioners

# A Quick Refresher on the Multi-Use Trail Pilot

August 1, 2018 - July 31, 2019

# Refresher on the Pilot Elements

- Set a 15 mph Speed Limit
- Allow Class 1 & 2 E-Bikes
- Post Education Signs

on 5 trails

**Multi-Use Trail Pilot**  
August 2018 - August 2019

The Multi-Use Trail Pilot updates regulations to create consistency and improve safety for everyone using these trails. The pilot sets the speed limit at 15 mph and allows for Class 1 and Class 2 electric-assisted bicycles.

**SPEED LIMIT 15**

**CLASS 1 & 2 E-BIKES ALLOWED**

*No other motorized vehicles allowed, except ADA-compliant.*

**Share the Trail!**

- Use voice or bell when passing
- Keep right except to pass
- Bikes yield to pedestrians
- Keep dogs on a short leash
- Use light at night
- Be courteous to others

Learn more at [seattle.gov/parks/multisetrail](http://seattle.gov/parks/multisetrail)    Comments or Questions?    206-684-4075  
PKS\_info@seattle.gov    100 Dexter Ave N    Seattle WA 98109

**TRAILS ARE FOR EVERYONE**

seattle.gov/visionzero

**VISION ZERO** Seattle Department of Transportation



# The Priorities We Sought to Address in the Pilot

**Safety:** We want all users on shared use paths to feel welcome and safe

**Clarity:** All users should know the regulations and expectations of trail use

**Consistency:** Trail regulations should be consistent among owners

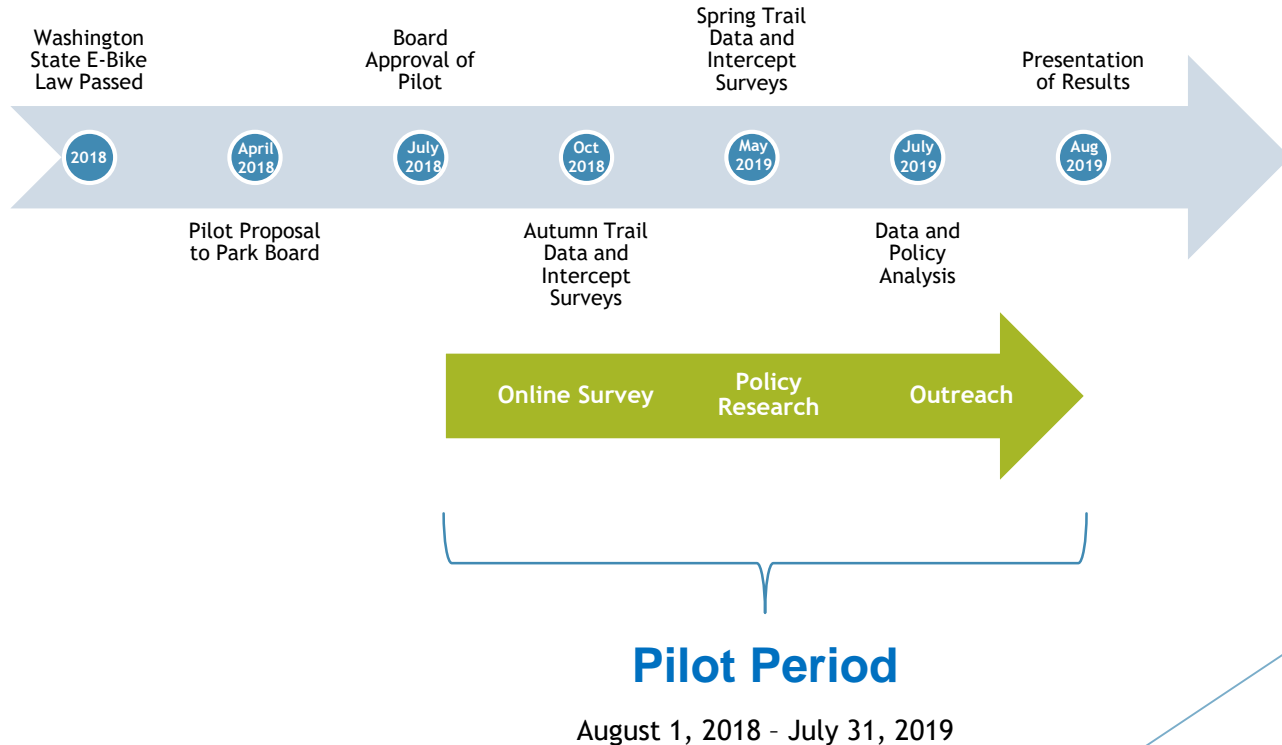
**Etiquette:** Education and enforcement should create behavior change



## What SPR can do:

- Regulate speed
- Determine user types
- Educate and coordinate

# Pilot Timeline





# Planned Data Collection and Research

**Outreach:** Presentations and discussions with user groups

**Trail Use Data:** On-site trail user data collection on three trails

**Survey:** Online survey and intercept surveys on three trails

**Policy Research:** Participate in Regional Trails Coalition and research best practices



# What We Learned During the Pilot

August 1, 2018 - July 31, 2019

# Outreach Conducted

- 40+ organizations contacted
- 15 presentations
- 10 letters of support
- 30+ direct emails
- Many calls



# Key Takeaways

- Organizations in strong support of pilot
- People are engaged and want to find a way to increase safety and clarity
- Individual feedback was overall balanced, but those that took the time to call/email had strong opinions on both sides



# Trail Use Data Gathering



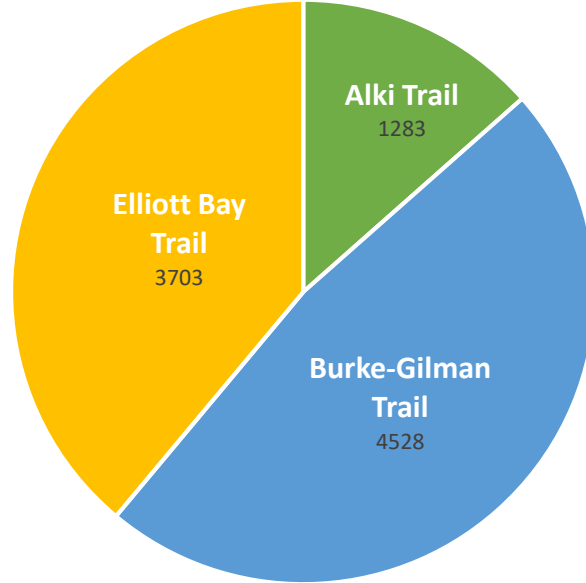
**9,514 Total Users**



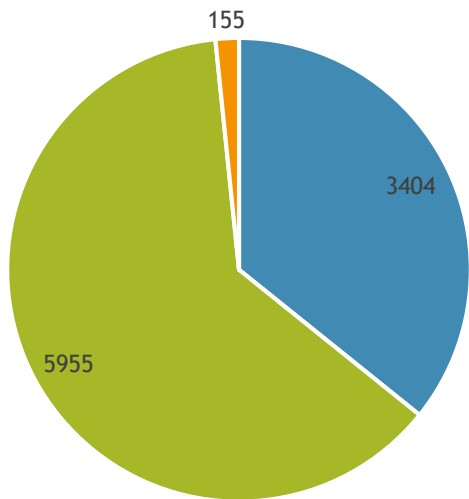
**5 Trail Visits Per Trail**  
autumn and spring (2 hours/visit)



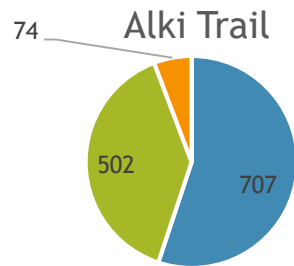
**Peak Times & Locations**  
morning, afternoon, weekend



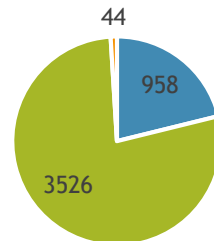
# Who is on the trail?



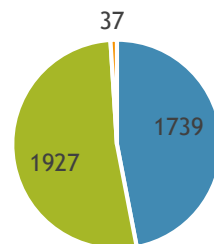
■ Pedestrian   ■ Bikes   ■ Other



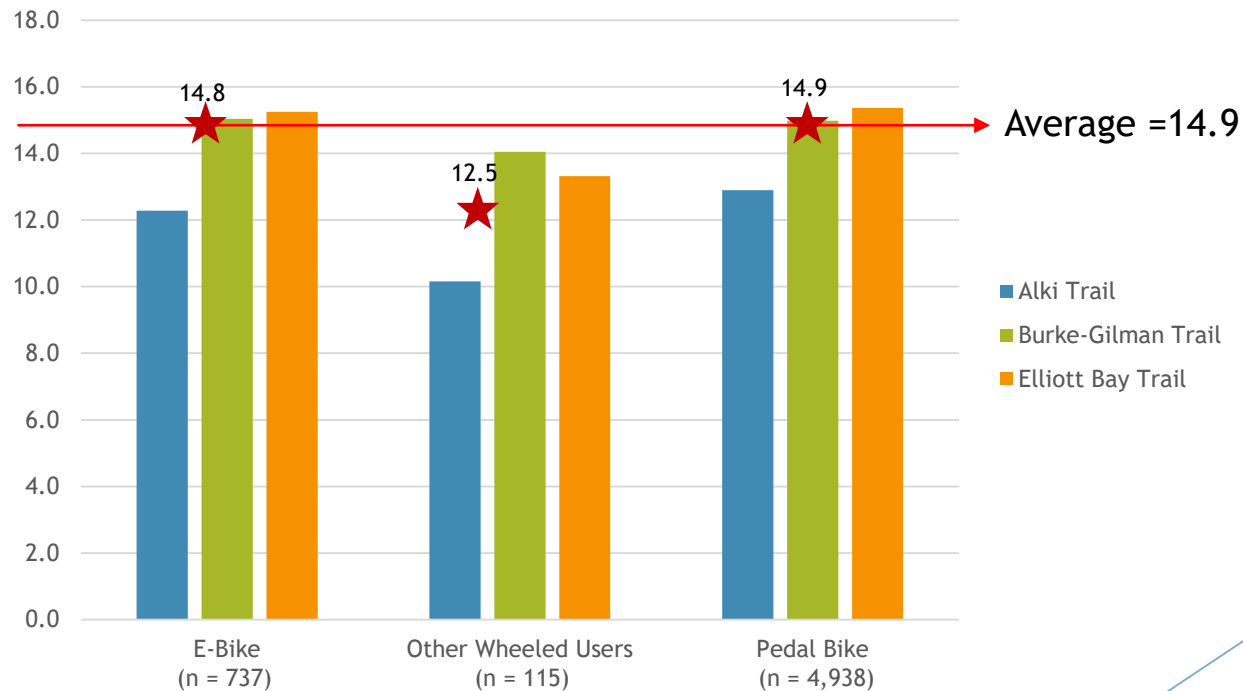
### Burke-Gilman Trail



### Elliott Bay Trail

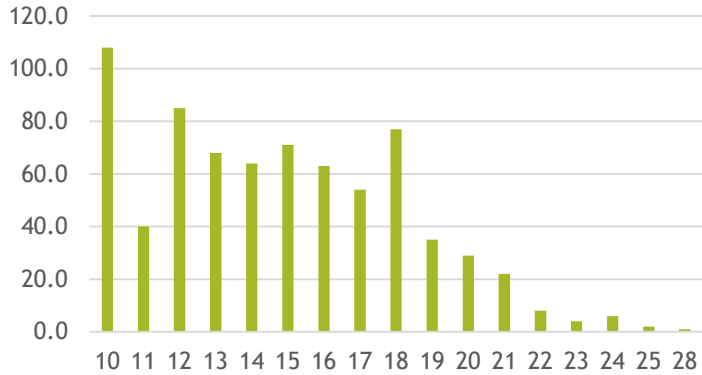


# Average Speeds

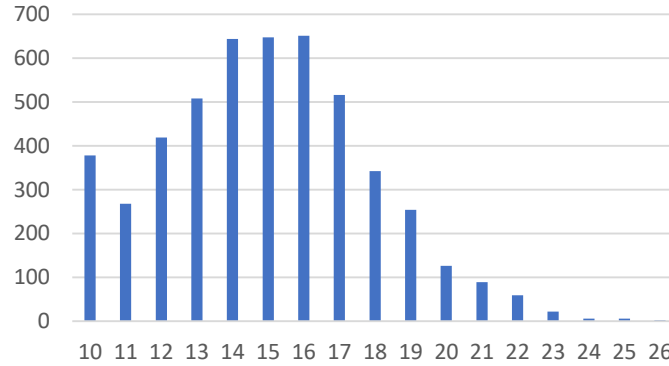


\* Note: Median values are nearly identical (15, 11, 15), with an overall median of 15.0 mph.

# E-Bike Speeds vs. Pedal Bike Speeds



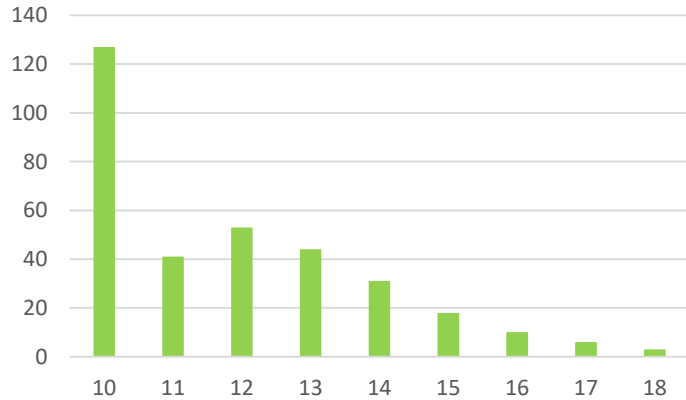
**E-Bike Average: <14.8 mph**



**Pedal Bike Average: <14.9 mph**

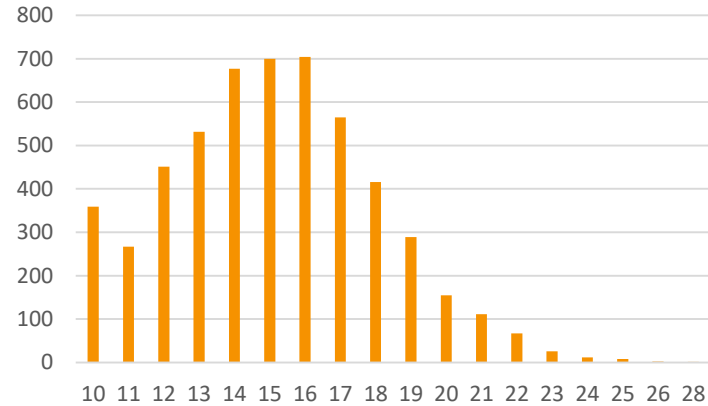
# Bike Share vs. Private Bike Speeds

Bike Share



**Bike Share Average: <11.9 mph**

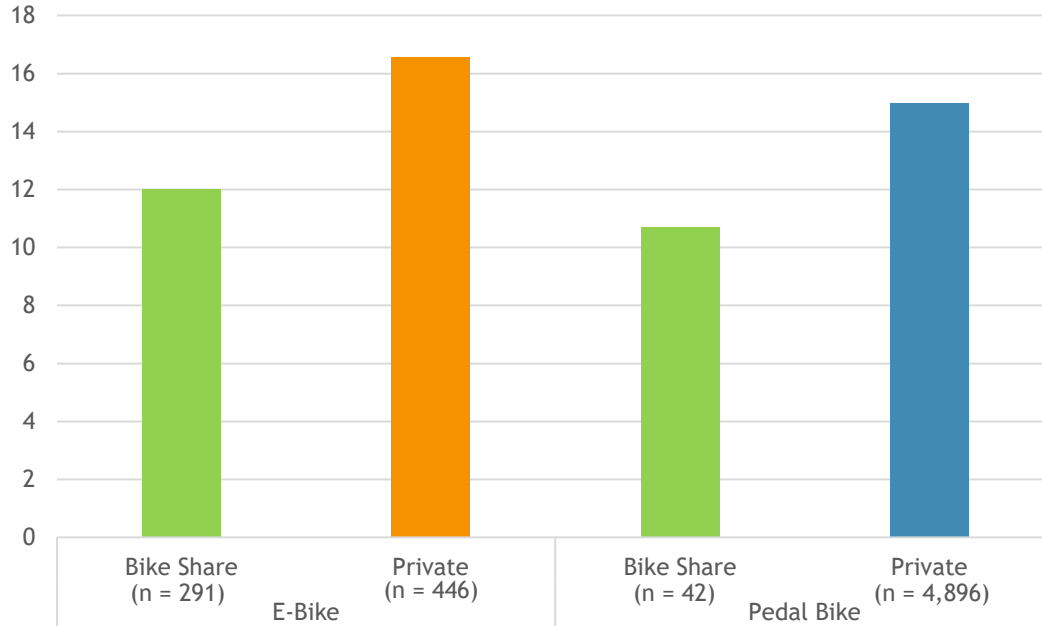
Private



**Private Bike Average: <15.1 mph**



# Average Bike Speeds



# Trail Data - Key Takeaways

Private e-bikes are a little faster than road bikes, but not by much

The average speed for trail users is just under 15 mph

Bike shares are not going very fast

E-skateboards, e-scooters, and other powered users are increasing

Most users share the trail respectfully

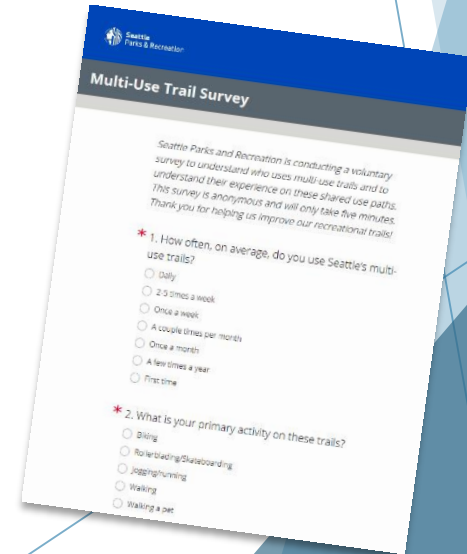
Each trail is distinct in its use patterns

# Surveys

## 200 Intercept Surveys

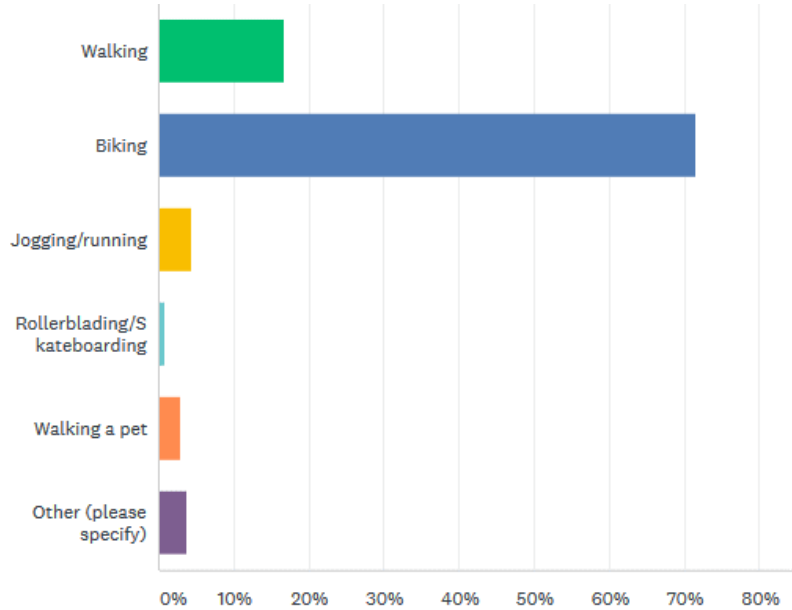
- ▶ Alki, Burke-Gilman, and Elliott Bay Trails
- ▶ Autumn and spring, peak times

## 1,200 Online Survey

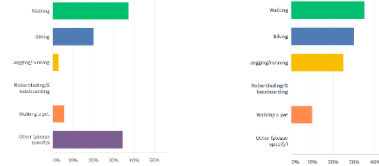


# What is your primary activity on these trails?

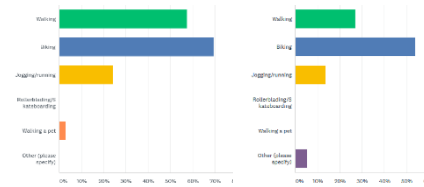
## Intercept Surveys



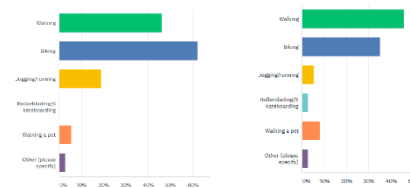
### Alki Trail



### Burke-Gilman Trail



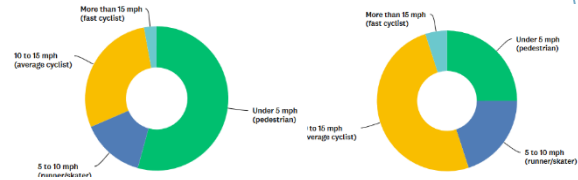
### Elliott Bay Trail



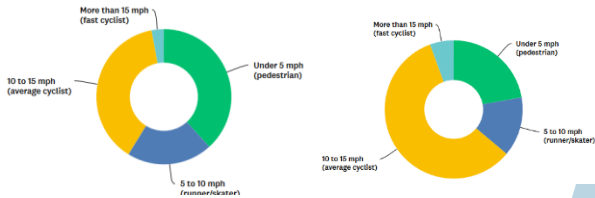
# What is your average speed on multi-use trails?

## Intercept Surveys

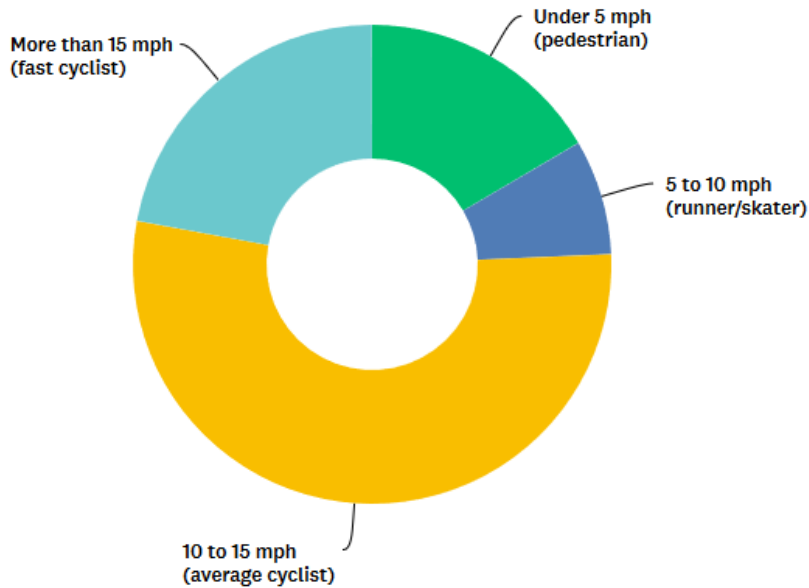
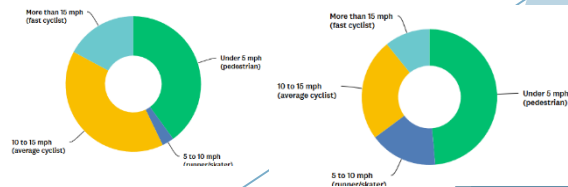
### Alki Trail



### Burke-Gilman Trail

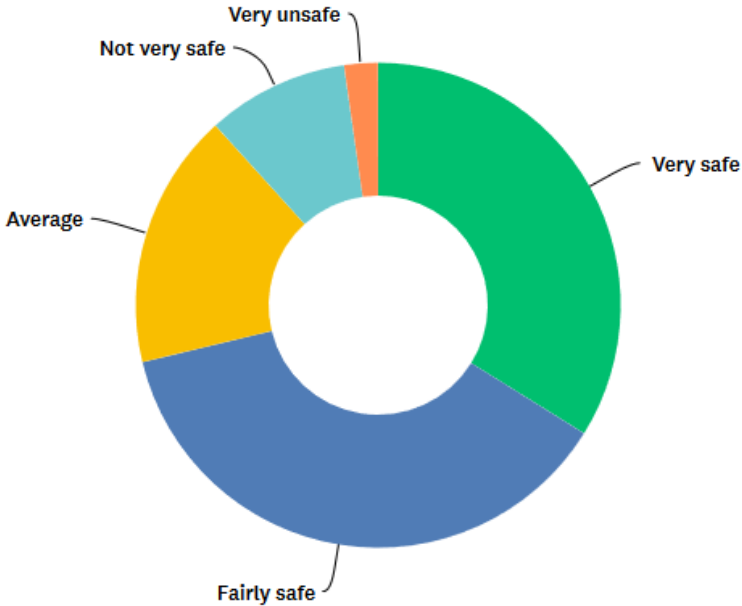


### Elliott Bay Trail

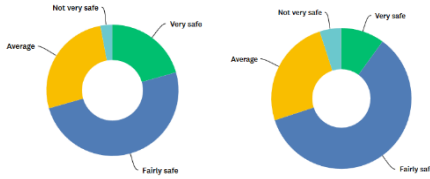


# How safe do you feel on Seattle's multi-use trails?

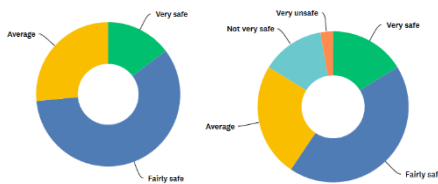
## Intercept Surveys



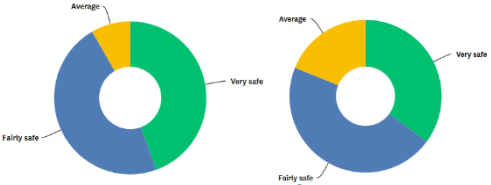
### Alki Trail



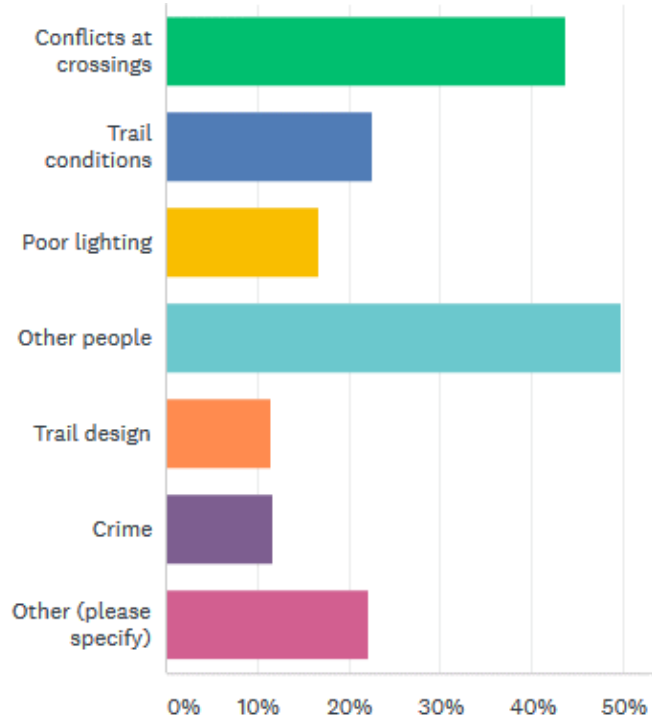
### Burke-Gilman Trail



### Elliott Bay Trail

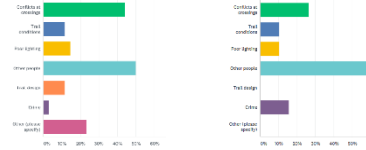


# My greatest safety concerns on Seattle's multi-use trails are:

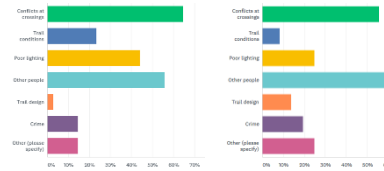


## Intercept Surveys

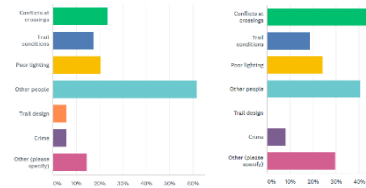
### Alki Trail



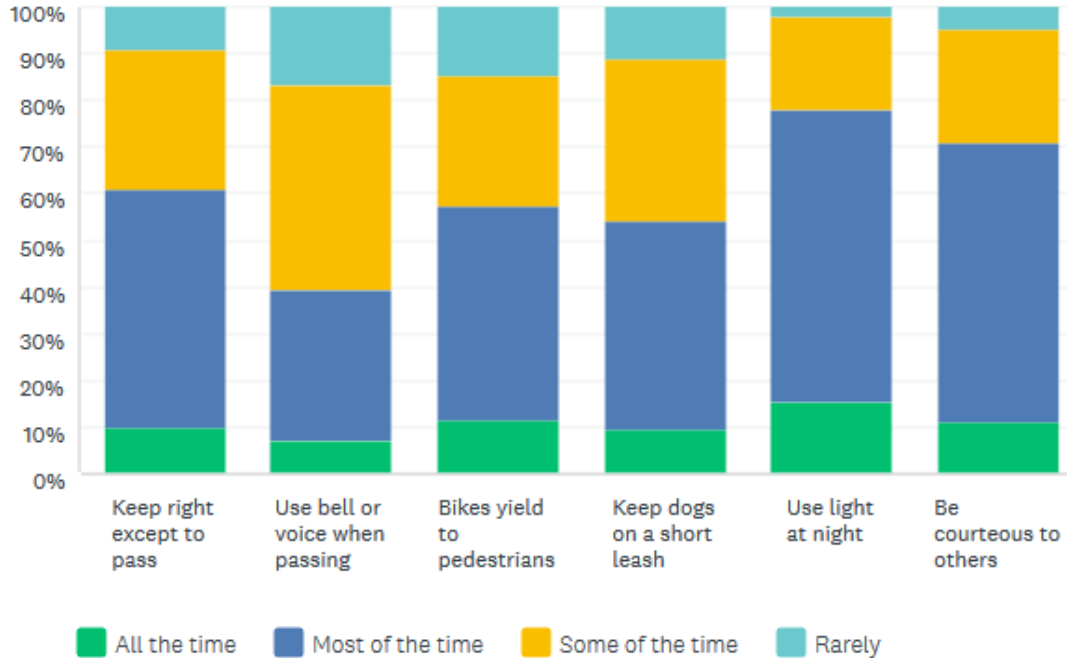
### Burke-Gilman Trail



### Elliott Bay Trail



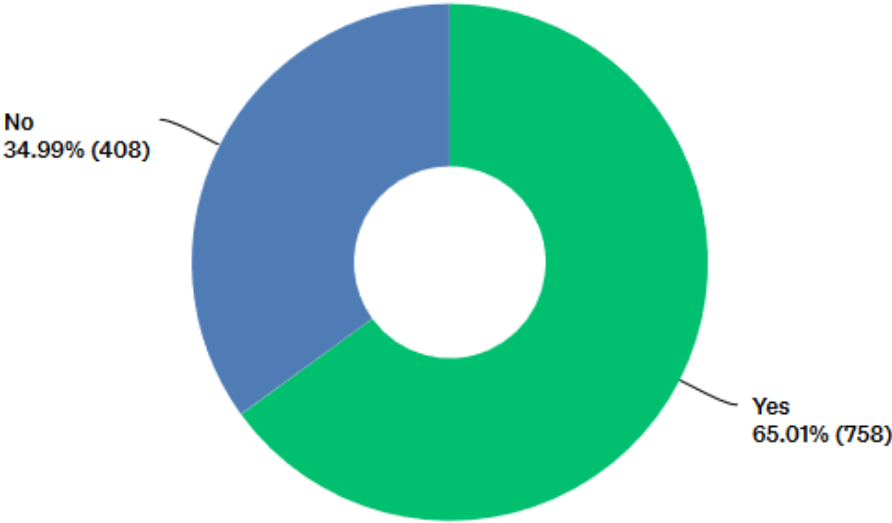
# The Trail Code of Conduct includes the following rules. For each, do you feel people generally follow them on Seattle's multi-use trails?



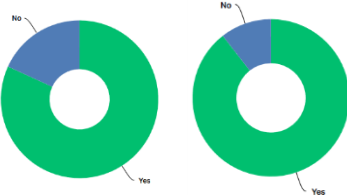


# Do you support the new 15 mph speed limit for all users on Seattle's multi-use trails?

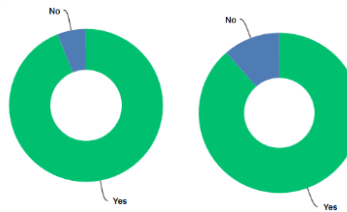
## Intercept Surveys



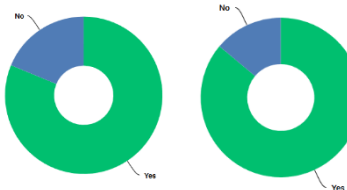
### Alki Trail



### Burke-Gilman Trail



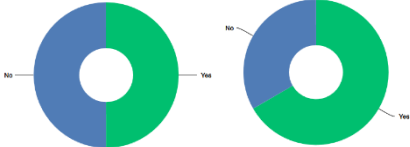
### Elliott Bay Trail



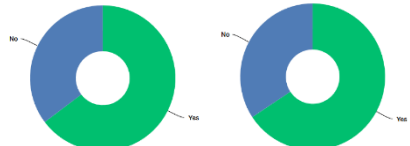
# Do you support allowing e-bikes on Seattle's multi-use trails?

## Intercept Surveys

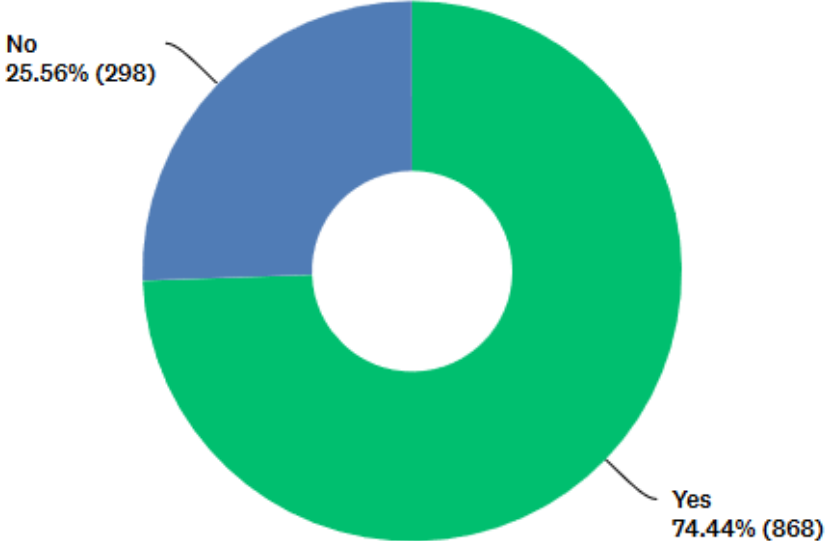
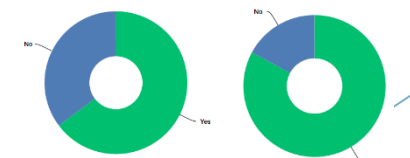
### Alki Trail



### Burke-Gilman Trail



### Elliott Bay Trail



# Surveys - Key Takeaways

**People use these trails for multiple purposes**

**Burke-Gilman is most challenging**

**Generally people feel safe**

**Greatest concerns are with other people and at crossings**

**Most agree that others follow trail etiquette**

**Majority support all the elements of the pilot**

# Policy Research – What Others are Doing

## Seattle

- ▶ SDOT: plans to align with SPR policy, planning e-scooter pilot, exploring other mobility options
- ▶ UW: will align with City policy
- ▶ WSDOT: will align with state policy
- ▶ Port: aligned with state law

## Region

- ▶ King County: aligning with state policy; 15 mph
- ▶ Shoreline: no motors on trail
- ▶ Lake Forest Park: King County policy
- ▶ Renton: 15 mph, no motors
- ▶ Regional Trails Coalition collaborating on policies

## National

- ▶ Boulder: Class 1 & 2 e-bikes on paved trails
- ▶ Park City: Class 1 & 2 e-bikes on paved trails and dirt trails <5'; 15 mph
- ▶ Portland: No motors; 15 mph or 5mph with pedestrians
- ▶ Boise: Class 1 & 2 e-bikes on all paved areas

# Research - Key Takeaways

**Regional partners are working together to align policies**

**All are adapting to changing technology, but heading in the same direction**

**E-bikes are just the tip of the iceberg**

**SPR's pilot is heading in the right direction**

# Next Steps

The background features abstract, overlapping geometric shapes in various shades of blue and green, primarily concentrated on the right side of the slide. The shapes are semi-transparent, creating a layered effect. The overall aesthetic is clean and modern.

# Continue Pilot Elements

## 15 mph speed limit for all users

- ▶ Consistent with King County and other regional partners
- ▶ Reflects reality of majority of users
- ▶ Sets expectations for safe use

## Allow Class 1 and Class 2 E-Bikes

- ▶ Consistent with Washington State and across nation
- ▶ Majority of e-bikes are Class 1 and 2
- ▶ Makes biking accessible to people with physical limitations

## Continue Collaborations

- ▶ Participate in Regional Trails Coalition
- ▶ Continue trail etiquette education efforts

# Timeline

## Retain Pilot Elements - August 1

- ▶ Approved by Superintendent

## Staff Policy Recommendation - October

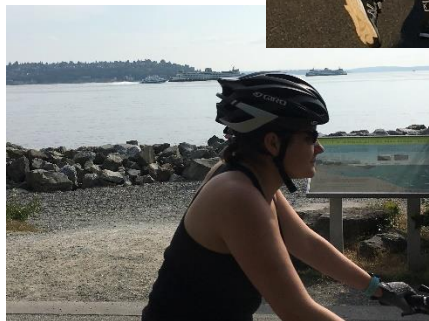
- ▶ Policy proposal and implementation plan
- ▶ Park Board discussion

## Park Board Recommendation - November

- ▶ Vote by Park Board
- ▶ Superintendent Decision/Implementation Plan



# Thank You!





## Department Policy & Procedure

Subject: <b>Bicycle Use</b>		Number 060-P 7.11.1
		Effective August 25, 1995
		Supersedes
Approved:	Department: Parks and Recreation	1 of 3

### PREFACE

This policy has been developed because bicycling on park roads, trails, and within park areas has become an extremely popular recreational activity. The increasing use of mountain bicycles and electric-assisted bicycles has created a need to develop management policies to reduce conflicts with other park users and reduce negative impacts on park resources. In addition, sensitive natural areas, such as: Ravenna, Carkeek, Woodland Park, Seward, Schmitz, Washington Park Arboretum, Waterfront Trail, Camp Long, Discovery Park, and Interlaken ~~have been damaged by excessive bicycle use and~~ must be protected.

### 1.0 PURPOSE

- 1.1 To establish a policy for responsible bike use within the Seattle Parks and Recreation system.

### 2.0 ORGANIZATIONS AFFECTED

- 2.1 ~~Department of Seattle~~ Parks and Recreation

### 3.0 REFERENCES

3.1 RCW 46.04.169: Electric-assisted bicycle

3.2 SMC 18.12.040: Superintendent's authority – Rulemaking – Enforcement

3.3 SMC 11.14.055: Bicycle and Electric-assisted bicycle

### 4.0 POLICY

- 4.1 Bicycles will be allowed in Seattle parks on roads and paths designed for shared use (60 inches or more in width), or where high use will not adversely impact sensitive environments.

- 4.2** All bicycles are prohibited off roads and paths in environmentally sensitive or natural areas within Seattle parks such as wetlands, streams, meadows, newly forested sites or steep slopes where bicycle use could cause damage to plants, soils, streams or natural elements of the park land.
- 4.3** Bicycle use is prohibited in Camp Long.

- 4.4** Bicycles will be operated at a safe speed, especially when passing other users, and in a responsible manner as determined by Department staff. The code of behavior or conduct contained in this policy is required of all wheeled device operators using Seattle park lands. Travel at speeds in excess of 15 miles per hour, or any lower speed that may be posted, shall constitute in evidence a prima facie presumption that the person violated this section.
- 4.5** Bicycles are restricted to paved surfaces only at Discovery Park, Schmitz Park, and in the Washington Park Arboretum.
- 4.6** Bicycle use in Ravenna, Carkeek, Seward, Interlaken, Lincoln and Woodland Parks, and in natural areas and greenbelts will be restricted to trails 60 inches wide or greater.
- 4.7** Bicycle riding is restricted from docks, floats and connecting ramps, including the Arboretum Waterfront Trail, because of danger to the bicyclist as well as the general public using those facilities, and deterioration of the waterfront ~~wood chip~~ trail surface.
- 4.8** The Superintendent has the discretion to designate specific trails as either limited to pedestrian use only or allowed for pedestrian and bicycle use, regardless of trail width. The Superintendent can only do so after public review by the [Park Board of Park Commissioners](#).
- 4.9** This policy is not intended to prohibit the use of wheelchairs, including electric-assisted wheelchairs, by disabled persons or strollers anywhere in parks. Bicycle users may dismount and walk bicycles on established trails where bicycle use is prohibited.
- 4.10** Class 1 and Class 2 electric-assisted bicycles are allowed on park roads to the extent allowed by and under conditions set by SMC 18.12.200 and are allowed on multi-use trails to the extent allowed by and under conditions set by Seattle Parks and Recreation policy [MULTI-USE TRAIL POLICY].
- 4.94.11** Class 3 electric-assisted bicycles are not allowed on any park trail.

## 5.0 DEFINITIONS

- 5.1** Bicycles ~~or means~~ any wheeled, non-motorized device which is operator-propelled and transports the operator on land. Examples include, but are not limited to, bicycles (mountain bicycles), tricycles, quadcycles, and scooters.
- 5.2** "Electric-assisted bicycle" means a bicycle with two or three wheels, a saddle, fully operative pedals for human propulsion, and an electric motor (RCW 46.04.169). The electric-assisted bicycle's electric motor must have a power output of no more than seven hundred fifty watts. The

electric-assisted bicycle must meet the requirements of one of the following three classifications:  
(1) "Class 1 electric-assisted bicycle" means an electric-assisted bicycle in which the motor provides assistance only when the rider is pedaling and ceases to provide assistance when the bicycle reaches the speed of twenty miles per hour;  
(2) "Class 2 electric-assisted bicycle" means an electric-assisted bicycle in which the motor may be used exclusively to propel the bicycle and is not capable of providing assistance when the bicycle reaches the speed of twenty miles per hour; or  
(3) "Class 3 electric-assisted bicycle" means an electric-assisted bicycle in which the motor provides assistance only when the rider is pedaling and ceases to provide assistance when the bicycle reaches the speed of twenty-eight miles per hour and is equipped with a speedometer.

### 5.3

5.15.4 Bicyclist Code of Behavior: Sections of the National Off-Road Bicycle Association (NORBA) in their "Off-Road Cyclist's Code":

Always yield the right of way - even if, at times, it seems inconvenient.

Pass with care - let others know of your presence well in advance.

Stay on permitted trails - riding cross-country damages the landscape.

Control your speed - safe speeds are relative to the terrain and your experience as a rider.

Don't litter - pack out what you pack in.

Other guidelines are:

Ride within your capabilities. Walk your bike in congested areas.

Obey bicycle and other regulatory signs.

Supervise and instruct youngsters in the proper techniques of cycling.

**6.0 RESPONSIBILITY ROLES**

- 6.1 It is the responsibility of all ~~Department of Seattle~~ Parks and Recreation staff to monitor ~~implementation of and ensure~~ these policies ~~are carried out~~. Each affected Director ~~will~~ may assign staff to inspect impacted parks and recommend appropriate actions to the Superintendent including closure of an area or park.
- 6.2 The Park Resource Managers ~~may are responsible to~~ have signs made and installed as needed, to control and direct bicycle use in parks.
- 6.3 The ~~Recreation Communications Information~~ Office ~~will~~ may ~~keep a log of distribute inform~~ Department management of complaints received involving regarding bicycle use on parks and report to Park Resource Managers particular problems and trends appropriate staff and/or the Seattle Police Department.
- 6.4 Prior to closing any new park or trails to bicycle use, the Superintendent will notify ~~the Seattle Bicycle Advisory Board, the Seattle area mountain bicycle clubs and interested community groups. Also, the Park Board~~ of Parks Commissioners ~~will~~ who may hold a public hearing prior to the Superintendent taking such action.
- 6.5 ~~It is the responsibility of the Engineering and Design section to prepare a bicycle use sign manual with layouts for standard signs. The warehouse shall stock an inventory of standard bicycle use signs.~~



## Department Policy & Procedure

Subject: <b>Multi-Use Trail Policy</b>		Number:
		Effective: January 1, 2020
		Supersedes: NA
Approved:	Department: <b>Seattle Parks and Recreation</b>	Page 1 of 4

### 1. PREFACE

This policy clarifies the regulations for multi-use trails owned and managed by Seattle Parks and Recreation (SPR) (see Attachment A). An increasing diversity of user types, coupled with disparate regulations among jurisdictional owners and managers of these trails, amplifies the need to create consistent regulations developed in coordination with other trail managers to bring clarity to all users and create a safer experience for all.

### 2. PURPOSE

- 2.1 To establish a policy for multi-use trails, specifying allowed user types, regulations for use, and coordination with other jurisdictional trail owners.

### 3. ORGANIZATIONS AFFECTED

- 3.1 **Seattle Parks and Recreation:** This policy applies to the portions of multi-use trails SPR owns and manages.
- 3.2 **Seattle Department of Transportation (SDOT):** It is the responsibility of SDOT to create, install and maintain speed limit signs and other educational signs on multi-use trails in Seattle.
- 3.3 **Seattle Police Department (SPD):** SPD is responsible for enforcement of this policy on multi-use trails.
- 3.4 **Other trail owners:** This policy affects other jurisdictions that own parts of the multi-use trails managed by SPR. These include Seattle Department of Transportation, the Port of Seattle, University of Washington, King County, and Washington Department of Transportation.

### 4. REFERENCES

- 4.1 **Bicycle Use Policy (060-P 7.11.1):** A policy for responsible bike use in the Seattle Parks and Recreation system.
- 4.2 **Revised Code of Washington (RCW 46.61.710):** General requirements and operation for mopeds, Electric Personal Assistive Mobility Devices (EPAMDs), motorized foot scooters, personal delivery devices, electric-assisted bicycles, class 1 electric-assisted bicycles, class 2 electric-assisted bicycles, and class 3 electric-assisted bicycles.
- 4.3 **Superintendent’s Authority (SMC 18.12.040):** A policy giving SPR’s Superintendent authority to restrict use and clarify rules for trails, parks, and other infrastructure managed by SPR.
- 4.4 **Authority to Enforce (SMC 18.30.24):** A policy stating SPR’s Superintendent may call upon the police, fire, health or other appropriate City departments or government agencies to assist in enforcement.

### 5. POLICY

- 5.1 Multi-use trails will be managed for the recreational use of all allowed users, with an emphasis on creating a safe and enjoyable experience for all.
- 5.2 All human-powered personal mobility devices, pedestrians, and leashed pets are allowed on multi-use trails under the following conditions:
  - (a) personal mobility devices are less than or equal to 30-inches in width;

(b) if ridden at night, devices have lights on the front and back; and  
(c) pets are on a leash that is six feet or less in length, under control at all times, and on the right side of the trail.

- 5.3** Micro-mobility devices are allowed on multi-use trails under the following considerations:
- (a) they have electric motors that are 750 watts or less and have a motor governor that limits electric assistance at or below 20 miles per hour;
  - (b) they have braking mechanisms, a way to measure speed, and lights; and
  - (c) their systems have not been modified to increase speed or remove restrictions.
- 5.4** No vehicles or devices powered by internal combustion engines are allowed on multi-use trails.
- 5.5** The Multi-Use Trail Code of Conduct is required of all users.

**Multi-Use Trail Code of Conduct\***

- Show courtesy to other trail users at all times.
- Use the right side of the trail except when otherwise designated.
- Always pass on the left and use bell or voice to signal before passing.
- Wheeled users yield to pedestrians.
- Wheeled users should ride at a safe speed and slow down and form a single file in congested conditions, reduced visibility and other hazardous conditions.

\*Adapted from SDOT, "How to Use Multi-Use Trails" (<http://www.seattle.gov/transportation/projects-and-programs/programs/bike-program/how-to-use-multi-use-trails>)

- 5.6** All users will operate at a safe speed for the conditions and in a responsible manner. Travel at speeds in excess of 15 miles per hour, or any lower speed that may be posted, shall constitute in evidence a prima facie presumption that the person violated this section.
- 5.7** Pedestrians shall have the right-of-way at all times.
- 5.8** The Superintendent has the discretion to designate specific trails as either limited to pedestrian use only or allowed for pedestrian and bicycle use or allowed only for non-motorized devices. The Superintendent may also establish lower speed limits where appropriate to facilitate safe and enjoyable use of the trail, including in areas of congestion.
- 5.9** This policy is not intended to prohibit the use of wheelchairs, mobility aids, or Other Power-Driven Mobility Devices (OPDMDs) by persons with disabilities. For health and safety, OPDMDs may not be gas-powered and should be no wider than half the width of the multi-use trail.

## 6. DEFINITIONS

- 6.1 Multi-Use Trail:** A recreational trail managed for the use of pedestrians, bicyclists, and other users in a shared space. Multi-use trails are at least 60-inches in width and may be either paved or gravel. For the purposes of this policy, multi-use trails are those that transcend jurisdictional boundaries.
- 6.2 Personal Mobility Device:** Any wheeled, non-motorized device which is operator-propelled and transports the operator on land. Examples include, but are not limited to, bicycles, tricycles, quadcycles, scooters, and skateboards.
- 6.3 Micro-Mobility Device:** As defined by SDOT, micro-mobility devices are personal vehicles meant to carry one or two passengers that have an electric motor. They may include electric-assisted bikes, motorized foot scooters, electric skateboards, and other relatively small and lightweight electric devices.
- (a) Electric-assisted bicycle:** As defined by the Seattle Municipal Code [SMC 11.14.055] and Washington State [RCW 46.04.169], an electric-assisted bicycle is a bicycle with two or three wheels, a saddle, fully operative pedals for human propulsion, and an electric motor. The electric-assisted bicycle's electric motor must have a power output of no more than 750 watts. The electric-assisted bicycle must meet the requirements of one of the following three classifications:
- (i) "Class 1 electric-assisted bicycle"** means an electric-assisted bicycle in which the motor provides assistance only when the rider is pedaling and ceases to provide assistance when the bicycle reaches the speed of 20 miles per hour;



- (ii) "**Class 2 electric-assisted bicycle**" means an electric-assisted bicycle in which the motor may be used exclusively to propel the bicycle and is not capable of providing assistance when the bicycle reaches the speed of 20 miles per hour; or
- (iii) "**Class 3 electric-assisted bicycle**" means an electric-assisted bicycle in which the motor provides assistance only when the rider is pedaling and ceases to provide assistance when the bicycle reaches the speed of 28 miles per hour and is equipped with a speedometer.
- (b) **Motorized foot scooter:** As defined by the Seattle Municipal Code [SMC 11.14.333] and Washington State [RCW 46.04.336], a motorized foot scooter is a device with two or three wheels that has handlebars, a floorboard that can be stood upon while riding, and is powered by an electric motor that has a maximum speed of no greater than 20 miles per hour on level ground. For purposes of this policy, internal combustion engines, motor-driven cycles, mopeds, electric-assisted bicycles, or motorcycles are not considered motorized foot scooters.
- (c) **Electric personal assistive mobility devices (EPAMDs):** As defined by Seattle Municipal Code [SMC 11.14.186] and Washington State [RCW 46.04.1695], an EPAMD is (1) a self-balancing device with two wheels not in tandem, designed to transport only one person by an electric propulsion system with an average power of 750 watts (one horsepower) having a maximum speed on a paved level surface, when powered solely by such a propulsion system while ridden by an operator weighing 170 pounds, of less than 20 miles per hour or (2) a self-balancing device with one wheel designed to transport only one person by an electric propulsion system with an average power of 2,000 watts (two and two-thirds horsepower) having a maximum speed on a paved level surface, when powered solely by such a propulsion system, of less than 20 miles per hour.
- (d) **Other Power-Driven Mobility Devices (OPDMDs):** The U.S. Department of Justice defines OPDMDs as any mobility device powered by batteries, fuel, or other engines . . . that is used by individuals with mobility disabilities for the purpose of locomotion, including golf cars, electronic personal assistance mobility devices ... such as the Segway® PT, or any mobility device designed to operate in areas without defined pedestrian routes, but that is not a wheelchair. [Per ADA regulations, January 2014, <https://www.ada.gov/opdmd.htm>]

### Appendix A: Ownership of Multi-Use Trails in Seattle

