

To: Dan Farnsworth, Metro COG
From: Alta Planning + Design
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Re: Metro COG Ped/Bike Plan Update – Policy and Program Review

METRO COG POLICY AND PROGRAM REVIEW

Background

This review describes existing policies and programs that influence walking and biking in the region and identifies possible issues. Policies, including both those that explicitly target walking and biking as well as those that influence walking and biking via their effects on the built environment and use of automobiles, profoundly shape the availability, accessibility, and utility of different transportation modes. Programs, meanwhile, can contribute to individuals' awareness and knowledge of walking and biking, helping to build a culture of walking and biking.

The goal of our analysis was to identify opportunities to improve local, regional, and state policies and programs to better support Metro COG's vision where: *"Walking and bicycling are primary, year-round modes of transportation that equitably connect all people and places in the Metro COG region."*

Policy Review

Local ordinances and state statutes define the legal landscape for pedestrians, bicyclists, drivers, and other users of the public right-of-way. We reviewed regulations that are explicitly focused on pedestrians and bicyclists—including those pertaining to bicycling on sidewalks, bicycling on roads and paths, and pedestrian rights and duties. We also reviewed automobile and bicycle parking minimums—requirements for parking spaces when buildings are built, expanded, or converted to different uses—which have significant impacts on walking and biking and fall squarely within the power of local governments to revise or eliminate. We evaluated the legal landscapes in the five largest municipalities in the region: Fargo, Moorhead, West Fargo, Dilworth, and Horace.

Identified Issues

In accordance with this plan's vision, guiding principles, and objectives, the issues identified here relate to how policies impact the equity, connectivity, sustainability/environment, health and safety, maintenance and collaboration of active transportation systems and users throughout the region. While state statutes, which may be more difficult to revise than local ordinances, define some of the legal landscape around walking and biking, cities and counties have significant control and autonomy to revise many important policies and regulations.

Laws that promote the dominance of automobiles in public spaces undermine Metro COG's vision for walking and bicycling throughout the region. Parking minimums, which require new developments to

provide off-street vehicle parking, subsidize the costs of driving and can negatively impact the environmental and financial sustainability of communities. Conversely, bicycle parking minimums can facilitate bicycling to and from key origins and destinations, including residences, jobs, and local businesses.

Existing laws regulating bicyclist and pedestrian uses of roads, sidewalks, and paths in the region also had multiple shortcomings. Many of the existing ordinances and statutes seek to apply nuanced regulations to pedestrians' and bicyclists' behaviors on the roads. Yet these regulations are unlikely to produce significant benefits for drivers, and they impose confusing and discretionary restrictions that may lead pedestrians and bicyclists to choose between their safety and disobeying the law.

Key identified policy challenges and opportunities include:

- **Vehicle parking minimums are prevalent, substantial, and inequitably applied across different types of residential development.** *Most places in the U.S. have significant surplus parking. Parking minimums exacerbate this issue by requiring developers to produce more parking than they need. Each of the five Metro COG municipalities we reviewed had significant parking minimums in place for new residential development, and each required more parking stalls per multi-family unit than they did per single-family unit.*
- **None of the communities reviewed provided for bicycle parking minimums.** *Bicycle parking minimums can help to ensure that bicyclists are able to safely store their bikes at home, work, and other key destinations. By making bicycling easier and more convenient, bicycle parking minimums may help to increase bicycling throughout the Metro COG region.*
- **Prioritizing construction and maintenance of safe and convenient pedestrian and bicyclist facilities will naturally draw users away from roadways shared with vehicles, minimizing the need for regulation.** *Some statutes and ordinances specified when and where pedestrians were allowed to use roadways shared with automobiles. This approach can be problematic when alternate facilities, such as sidewalks, crossings, and separated bike lanes, are poorly maintained or designed. Poorly designed and maintained facilities may make walking and biking less safe, comfortable, and accessible than using the roadway. By focusing on building and maintaining high-quality pedestrian and bicycle facilities, Metro COG jurisdictions can reduce shared roadway conflicts without resorting to regulation and enforcement.*
 - **Pedestrians do not have the right-of-way at unsignalized intersections and marked crosswalks when there is a tunnel or pedestrian bridge present.**
 - **State statutes prohibit mid-block crossings for pedestrians when abutting intersections are signalized and no marked crosswalk is present.**
 - **In some jurisdictions, bicyclists are not allowed to ride on the sidewalk.** *Reasonable restrictions on bicyclist speeds while on sidewalks, paired with requirements that bicyclists yield to pedestrians, can protect pedestrian comfort and safety while governments work to create facilities that ensure bicyclist safety, accessibility, and comfort.*
 - **In some jurisdictions, bicyclists are not allowed to use the roadway when there are adjacent bike facilities.**
- **Statutes and ordinances regulating bicyclists' positioning when sharing the roadway fall short of model ordinance provisions.** *The League of American Bicyclists has developed a model*

ordinance that clearly delineates when and where bicyclists can ride.¹ Ambiguities in existing language, including “as close as practicable to the right side of the roadway”² and similar clauses, create confusion as to where bicyclists are allowed to ride under different road conditions and may pressure bicyclists into less safe positioning.

- **In North Dakota, drivers do not have to come to a full stop for pedestrians crossing the street at a marked crosswalk or an unmarked intersection.** *Requiring motorists to come to a complete stop for pedestrians crossing the street increases comfort and safety for pedestrians. Other states, such as Minnesota and New Jersey, have adopted requirements that drivers fully stop for pedestrians at crosswalks.^{3,4}*

Parking Minimums

Research indicates that in many American cities, parking spaces significantly outnumber housing units,⁵ eroding municipal tax revenues with low-value property assessments; contributing to impermeable surfaces and attendant urban heat island and stormwater concerns; degrading the quality of the built environment; and subsidizing the cost of automobile use. By requiring property owners to build more parking stalls than they need, municipal parking ordinances significantly drive the surplus of urban surface parking. The prevalence of parking increases the number of automobiles on roads, increases distances between origins and destination, and increases the number of entrance and exit points for vehicles across pedestrian and bicyclist facilities, all directly decreasing the safety, comfort, and convenience of walking and bicycling.

Elimination or downward revision of these minimums standards to produce multi-dimensional benefits—economic, environmental, transportation, and aesthetic, among others. This review builds on an earlier 2018 review that considered parking minimums in Fargo and West Fargo⁶ and includes the cities of Moorhead, Dilworth, and Horace as well. Cities evaluated as part of this review required a minimum of two parking stalls per single-family dwelling unit and usually required even more per multi-family unit. The bedroom-based distinctions used by many municipalities in relation to multi-family—but not single-family—housing present an inequitable policy framework. Given the number of non-residential land uses, and the variability in how different jurisdictions characterize and regulate these uses, we did not evaluate non-residential parking minimums. However, non-residential parking minimums present concerns similar to those relating to residential minimums, and a cursory review indicates that non-residential parking minimums were quite high across many Metro COG jurisdictions.

¹ The League of American Bicyclists. *Model Where to Ride Law*. (n.d.) Retrieved 11/17/2021 from: <https://bikeleague.org/sites/default/files/Model%20Where%20to%20Ride%20Law.pdf>

² See, for example, Minnesota Statutes § 169.222 and North Dakota Century Code § 39-10.1-05.

³ State of Minnesota. *Minnesota Statutes §169.21*. Retrieved from: <https://www.revisor.mn.gov/statutes/cite/169.21/pdf>

⁴ NJ DOT. *Pedestrian Safety: Responsibilities*. (n.d.) Retrieved from: <https://www.state.nj.us/transportation/commuter/pedsafety/responsibility.shtm>

⁵ Scharnhorst, Eric. *Quantified Parking: Comprehensive Parking Inventories for Five U.S. Cities*. (2018). Research Institute for Housing America.

⁶ Ulteig and Sam Schwartz Transportation Consultants. *Fargo / West Fargo Parking & Access Study*. (2018). Fargo-Moorhead Regional Council of Governments. Retrieved 11/16/2021 from: http://www.fmmetrocog.org/application/files/4515/5146/3983/Report_Draft_revisions_12-17-2018_revisions_reduced_file_size.pdf

Residential Parking Minimums by Unit Type and City

City	Minimum Stalls per Dwelling Unit (DU)			
	Efficiency*	Single-family	Multi-family (1-2 bedrooms)	Multi-family (3+ bedroom)
Fargo (\$20-0701)	1.25	2	2.25+	2.25+
Moorhead (\$10-20-9)	1.5	2	2	2.5
West Fargo (\$4-450)	1	2	2 or 1 per 440 sq. ft floor area, whichever is greater	2 or 1 per 440 sq. ft floor area, whichever is greater
Dilworth (\$153.060)	1.5	2	2	2.5
Horace (\$17.6.5)	2.25	2	2.25	2.25

* An efficiency unit, also commonly referred to as a “studio,” is a dwelling unit consisting of a single principal room that includes kitchen facilities and living and sleeping space. These units are typically very small.

Conclusion: By reducing or eliminating these minimums, regional municipalities could significantly limit construction of surplus parking. This would help to facilitate more pedestrian- and bicyclist-friendly environments, and would help increase municipal revenues by replacing low-value parking lots and driveways with higher-value forms of development.

Bicycle Parking Requirements

As was true when Metro COG published its 2011 and 2016 Bicycle and Pedestrian Plans,^{7, 8} none of the cities included in this analysis require bicycle parking. While the City of Fargo has a clause that allows “Decision-makers [to] authorize a reduction in the number of required off-street parking spaces for developments... that provide bicycle parking or that make special provisions to accommodate bicyclists,”⁹ this process provides no guidance to developers about placement, capacity, or design of these facilities, nor does it clarify how much off-street vehicular parking a developer might be exempted from.

Conclusion: Bicycle parking can be integrated into municipalities’ ordinances as part of existing off-street parking and loading requirements. By allowing developers to substitute bike parking facilities for vehicle parking, local communities can reduce the production of surplus vehicle parking while ensuring construction of needed bicycle parking. Allowing these substitutions to occur by-right—i.e., without discretionary approval, and at clearly established ratios between vehicle and bike parking—will facilitate construction of bike parking and minimize costs and time during the development approval process. As

⁷ Metro COG. *2011 Fargo-Moorhead Metropolitan Bicycle and Pedestrian Plan*. (2011). Retrieved from: <http://www.cityofmoorhead.com/Home/ShowDocument?id=122>.

⁸ Metro COG. *2016 Fargo-Moorhead Metropolitan Bicycle and Pedestrian Plan*. (2017). Retrieved from: https://www.fmmetrocog.org/application/files/1515/3548/3682/Final_2016_Bike_Ped_Plan_reduced.pdf.

⁹ City of Fargo, ND. *Code of Ordinances §20-0701 E(2)*. Retrieved from: https://library.municode.com/nd/fargo/codes/code_of_ordinances.

alluded to in the City of Fargo's ordinance, this approach can also be extended to other types of bicycle facilities, such as employee showers and changing facilities. ChangeLab Solutions has a model ordinance for bicycle parking requirements,¹⁰ and Ground Control Systems provides a list of bike-friendly municipalities' ordinances.¹¹

Bicycling on Sidewalks

Bicyclists may prefer to ride on sidewalks rather than the road for any number of reasons, including safety and comfort. At the same time, some communities may have concerns about bicyclists using sidewalks, including concerns about pedestrians' safety and comfort. Some places choose to limit or prohibit bicycling on sidewalks through local or state laws. However, legal restrictions on sidewalk bicycling does not address the underlying factors that may lead some bicyclists to use sidewalks, and such restrictions theoretically require enforcement. Fortunately, creating and maintaining dedicated facilities for bicyclists can prevent sidewalk riding without recourse to law enforcement.

Fargo's ordinance-based regulation of sidewalk bicycling is limited and refers to the authority of signs prohibiting sidewalk bicycling, as well as to the requirement for bicyclists to yield to pedestrians and give audible warning to pedestrians when passing on sidewalks. North Dakota statutes do not address sidewalk bicycling, meaning that sidewalk bicycling is permitted except where signed. If there are particular areas in the city where sidewalk bicycling is prohibited by sign, these may be areas where buffered bike lanes and other infrastructure and policy changes could be particularly beneficial. (City of Fargo, ND, Code of Ordinances §8-1418)

Moorhead does not have any language in its local ordinances regulating sidewalk bicycling; state statute governs. State law stipulates that bicyclists are not allowed on sidewalks in business districts (unless explicitly authorized locally), and that bicyclists must yield to pedestrians when on the sidewalk. Moorhead could consider explicitly allowing bicycling on all sidewalks within its borders to ensure there is legal consistency and to eliminate the need for enforcement. (Minnesota Statutes §169.222)

West Fargo prohibits bicycling on sidewalks for individuals over the age of 11, with very narrow exceptions (for newspaper delivery and adults supervising children). As discussed above, this approach increases the likelihood of law enforcement encounters and does not address bicyclists' motivations for riding on the sidewalk, including discomfort and a lack of safety when bicycling on roads shared with automobiles. This may dissuade prospective riders from bicycling, and may force riders to choose between breaking the law or biking in areas where infrastructure, maintenance, and policy create an unsafe and uncomfortable bicycling environment. (Revised Ordinances of 1990 of the City of West Fargo, ND §13-1808)

Dilworth prohibits bicycling on sidewalks along US 10 (Center Avenue)¹² and otherwise relies on the same state statute discussed in the Moorhead paragraph above. Given the high traffic volumes and speeds present on US 10, the City could consider eliminating this policy and instead investing in

¹⁰ ChangeLab Solutions. *Model Bicycle Parking Ordinance*. (2011). Retrieved from: https://www.changelabsolutions.org/sites/default/files/documents/ModelBikeParkingOrd_Annotations_FINAL_20111104.doc

¹¹ Ground Control Systems. *Bicycle Parking Ordinances for Top Bicycle Friendly Cities*. (n.d.) Retrieved 11/19/2021 from: <https://www.groundcontrolsystems.com/resources/tools-assets/bicycle-parking-ordinances-for-top-bicycle-friendly-cities/>.

¹² City of Dilworth, MN, Code of Ordinances §74-07 (G)

protected bike facilities, which will induce riders to not bike in the street. This approach could reduce enforcement needs and improve the safety and experience of biking along this important corridor. (Minnesota Statutes §169.222)

Horace does not have any local laws regulating sidewalk bicycling. North Dakota statutes do not address sidewalk bicycling either, meaning that it is allowed throughout the city limits unless otherwise indicated (e.g., by signage).

Bicycling on Roadways and Paths

The local and state laws that regulate bicyclist-automobile interactions on roads can have a significant impact on bicyclists' comfort and safety. Laws that establish bicyclists' right-of-way when on the road, allow bicyclists to use all parts of the road, and provide bicyclists with legal rights that enhance the safety, comfort, and timeliness of their trips can help to promote bicycling while simultaneously protecting bicyclists. Conversely, laws that prioritize automobile usage of road space can endanger bicyclists and decrease bicycle trips.

North Dakota state law requires that bicyclists ride "as close as practicable to the right side of the roadway," which can place bicyclists in uncomfortable or unsafe situations while riding, such as exposing them to opening doors from parked vehicles or forcing them to ride through less well-maintained portions of the roadway. However, state law identifies a number of exceptions to this requirement that significantly limit its applicability. State statutes also establish that bicyclists, when approaching most intersections controlled by stop signs or signals, may cautiously turn or proceed through the intersection without stopping. State law requires bicyclists to ride no more than two abreast at all times. (North Dakota Century Code §39-10-27 through 39-10-34)

Minnesota state law requires that bicyclists ride as close to the right edge of the roadway as possible, which can place bicyclists in uncomfortable or unsafe situations while riding, such as exposing them to opening doors from parked vehicles or forcing them to ride through less well-maintained portions of the roadway. However, state law identifies a number of exceptions to this requirement that significantly limit its applicability. State law also requires bicyclists to ride no more than two abreast at all times. (Minnesota Statutes § 169.222)

In **Fargo**, as in **West Fargo** and **Horace**, state statutes set the baseline legal landscape for bicyclists on roads. Fargo's ordinance further requires that bicyclists ride single file when on a single-laned roadway. (City of Fargo, ND, Code of Ordinances §8-1413)

Given the existing caveats to the state's requirement for riding as close as practicable to the right side of the roadway likely make this all but unenforceable, the state should adopt language similar to that proposed in the League of American Bicyclists' model ordinance.¹³ The model ordinance does not require bicyclists to ride as close as practicable to the right side of the roadway and instead focuses on bicyclists riding in the right-hand lane. Clearer language and protections for bicyclists would eliminate potential confusion and reduce the likelihood of spurious enforcement. Fargo, meanwhile, might consider eliminating its requirement that bicyclists, on single-laned roadways, ride one abreast; riding

¹³ The League of American Bicyclists. *Model Where to Ride Law*. (n.d.) Retrieved 11/17/2021 from: <https://bikeleague.org/sites/default/files/Model%20Where%20to%20Ride%20Law.pdf>

side-by-side can increase the visibility and comfort of bicyclists while minimally inconveniencing drivers. (City of Fargo, ND, Code of Ordinances §8-1413)

Moorhead's ordinance regarding bicycling on roadways mimics much of the language contained in the relevant state statute. As discussed with Fargo and North Dakota statutes above, the State of Minnesota and City of Moorhead both require that bicyclists ride as close to the right edge of the roadway as possible, with caveats for safety concerns and poor road or traffic conditions. As discussed in the case of the City of Fargo and State of North Dakota statutes, the State of Minnesota and the City of Moorhead might consider replacing their requirements about riding on the right-most edge of the roadway with model ordinance language. (Moorhead, MN, City Code §5-3-3)

West Fargo, in addition to requirements imposed by state statutes, requires that bicyclists not ride in the roadway whenever there is a usable path provided adjacent to the roadway. This ignores the many reasons bicyclists might prefer riding on the roadway, including better connections to other parts of the transportation network, higher allowable speeds, and fewer potential conflicts with pedestrians or other path users. By regulating bicyclists' ability to ride on the road in certain locations, this language also creates the potential for additional law enforcement encounters. West Fargo could consider improving its ordinance by removing this language and allowing bicyclists to ride on the city's road network regardless of the presence of alternate paths. (Revised Ordinances of 1990 of the City of West Fargo, ND §13-1808)

Dilworth's ordinance relating to bicycle operation largely reproduces precepts introduced in the corresponding state statute; refer to the paragraph on Moorhead above for additional details about state laws. (City of Dilworth, MN, Code of Ordinances §74-07)

Horace does not have a relevant local ordinance; refer to the paragraph on Fargo above for a discussion of state law. (North Dakota Century Code §39-10-27 through §39-10-33)

Pedestrian Rights and Duties

Various rights and duties establish legal requirements for yielding the right-of way, as well as permissible points for crossing the right of way and allowable uses of public transportation facilities. By providing clear and consistent guidance to drivers and pedestrians about allowed and required behaviors that prioritizes pedestrian safety, comfort, and efficiency, local and state laws can protect and support pedestrians and help to build a culture of walking.

State of North Dakota statutes detail a number of obligations and protections conferred on pedestrians. At a marked crosswalk or at an unmarked crosswalk at an intersection, drivers must yield to pedestrians when they are in the half of the roadway in which the driver is travelling, or "when the pedestrian is approaching so closely from the opposite half of the roadway as to be in danger." At all other crossings, pedestrians must yield to vehicles on the road, and if there is a tunnel or overhead pedestrian crossing, pedestrians crossing the roadway at grade must also yield to vehicles. Further, pedestrians are not allowed to cross intersections diagonally unless specifically authorized by traffic-control devices, and are forbidden from walking along or adjacent to any roadway when there are sidewalks pedestrians can practicably use. If no sidewalk is available, pedestrians must walk only on a shoulder, as far as practicable from the edge of the roadway, or, when no shoulder is available, as far to the outer edge of the roadway as is practicable.

Revisions to state law that require drivers to fully stop for pedestrians in or about to enter a crosswalk, and allow pedestrians to use any facility that they feel to be safest, most comfortable, and most convenient, would promote safe, comfortable, and efficient walking and reduce law enforcement needs. (North Dakota Code §39-10.1)

State of Minnesota law defines a broad set of rights and duties for pedestrians. In the absence of a signal, drivers must yield to pedestrians at marked crosswalks or at intersections without marked crosswalks. Pedestrians crossing mid-block must yield to drivers, except that pedestrians are not allowed to cross mid-block between signalized intersections unless there is a marked crosswalk. The statute also requires that pedestrians use sidewalks (rather than walking along the roadway) if they are provided, accessible, and usable, and that pedestrians move along the left side of the roadway or the left shoulder when walking in the roadway.

Reforms to state statute to permit all mid-block crossings and to allow pedestrians to choose the facilities on which they feel safest and most comfortable would better support and protect pedestrians while reducing law enforcement needs. (Minnesota Statutes §169.21)

In **Fargo**, in addition to rights and duties defined in state statutes, pedestrians are forbidden from making mid-block crossings between signalized intersections and are forbidden from making mid-block crossings within any business districts, except at a marked crosswalk. Pedestrians are also forbidden from playing on streets and alleys, except where specifically provided for such purposes. The City might consider revising its regulations of mid-block crossings to allow pedestrians to choose routes that are safe, convenient, and efficient. (§8-07)

Moorhead does not have municipal laws regarding pedestrian rights and duties; Minnesota statutes define these rights and duties.

West Fargo regulates mid-block pedestrian crossings between signalized intersections and in business districts as does Fargo, and also has a similar prohibition on pedestrians playing in the streets. The City might consider revising its regulations of mid-block crossings to allow pedestrians to choose routes that are safe, convenient, and efficient. (§13-13)

Dilworth does not elaborate on pedestrian rights and duties beyond those established in state statutes.

Horace does not have proprietary municipal laws regarding pedestrian rights and duties; North Dakota statutes define these rights and duties.

Program Review

Education programs relating to walking and biking in the region were identified by Metro COG staff for this review, including: *Walk! Bike! Fun!*; the Bicycle Alliance of MN (BikeMN); *I Got Caught!*; and Bicycle Information, Knowledge, and Education in Fargo-Moorhead (BIKE FM). We evaluated each program along four topics (see table below), including the program’s (1) audience; (2) coverage; (3) effectiveness; and (4) equity. The results of this review are intended to help Metro COG, other organizations funding and implementing these programs, and members of the public in planning for future bike and pedestrian education efforts within the region. Feedback from community engagement activities has also been included, where relevant.

Review Topics

Topic	Questions
Audience	Who is the intended audience for the program (e.g., drivers, people walking, people bicycling)?
Coverage	Is the program intended to be enacted throughout the region? If so, how does this occur?
Effectiveness	Are the impacts of educational programming evaluated on a recurring basis? What are the results of these evaluations?
Equity	To what extent does the project proactively work to rectify the uneven distribution of transportation benefits and burdens?

Identified Issues

Ideally, a program should have clear goals, consistent implementation and replicability, continuous quality improvement processes, and results from one or more rigorous evaluations that document the program’s effects and any variations therein (e.g., between different communities, or with different program components). None of the programs we reviewed demonstrated all of these qualities, and some demonstrated none. Identified issues include:

- **None of the programs had any evaluation findings available online that documented the outcomes associated with the program’s activities.** *Rigorous program evaluations can be time- and resource-intensive endeavors, but they serve multiple critical functions, including: justifying further spending on a program; helping implementers and participants understand what to expect in terms of outcomes; identifying opportunities for improving program design and delivery; and increasing the program’s ability to compete for funding opportunities.*
- **Few programs explicitly addressed equity considerations and how they were working to address uneven resource distributions between groups.** *Explicit acknowledgement of how inequities intersect with a program’s activities and audiences is critical; programs also need to engage in targeted planning around design and implementation to ensure that their programming is meaningfully addressing relevant forms of inequity.*
- **Some programs were specific to Minnesota communities.** *Walk! Bike! Fun! is designed for Minnesota classrooms and implementation is funded in part by State of Minnesota agencies, while the Bicycle Alliance of Minnesota primarily serves people in Minnesota.*

- **BIKE FM's online presence is limited, and its materials may be redundant or out-of-date.** *BIKE FM has two online locations, but neither appears to post new content frequently. Meanwhile, other organizations (e.g., local bike shops or bicycling clubs) may provide similar information to overlapping audiences, or may have captured audience segments that BIKE FM would like to reach.*
- ***I Got Caught!* relies on an enforcement-based model for interacting with children and youth that may be perceived differently across various populations within the community.** *Without any documentation relating to the program's implementation, or even its goals and process, it is difficult to evaluate its effects, and how they may differ across communities. It appears the program does not offer recurring education around safety while bicycling.*
- **Community members expressed interest in reviving the Community Bike Workshop during discussions and feedback sessions.** *Similar programming, including initiatives that explicitly reach out to student groups and organizations serving Black, Indigenous, and other People of Color, could fill gaps in available education and encouragement around walking and biking.*

Walk! Bike! Fun!

Walk! Bike! Fun! (WBF) is an educational curriculum developed by the Bicycle Alliance of Minnesota and designed for children ages five to thirteen. WBF is available online at www.walkbikefun.org. The curriculum covers safe walking and biking skills, road laws and regulations, and safety concerns for pedestrians and bicyclists. WBF is geared towards physical education classes and aims to achieve three core goals: 1) increase the number of students walking and biking to school; 2) increase the safety of young bicyclists and pedestrians; and 3) improve the health, independence, and educational preparedness of young students. Funding from the Minnesota Department of Transportation's Safe Routes to School program, as well as from the Minnesota Department of Health, supported development of the curriculum and continues to support use of the curriculum throughout the state. However, the curriculum is freely available online and could be used in other states.

- **Audience:** The curriculum is designed for teachers, especially physical education teachers, in elementary and middle schools in Minnesota. However, the curriculum is broadly relevant to educating children and youth ages five to thirteen about safe walking and biking.
- **Coverage:** *Walk! Bike! Fun!* has been implemented in school districts and classrooms in many parts of the state. Because it maps to Minnesota physical education standards, it is applicable to schools across the state. Given that the curriculum is an optional component of physical education, it is not available to all students; rather, its implementation depends on funding availability and teacher awareness, among other considerations. However, the program boasts having trained over 800 educators in Minnesota.
- **Effectiveness:** While no comprehensive nor recurring evaluations of *Walk! Bike! Fun!* have taken place, the *Walk! Bike! Fun!* website cites a number of case studies documenting the curriculum's successes and educators' positive reviews.
- **Equity:** The *Walk! Bike! Fun!* curriculum does not have any explicit equity goals. However, the program is working to incorporate a stronger focus on equity, including adding components about adaptive biking and social justice. Given the lack of formal evaluation, it is difficult to determine to what extent *Walk! Bike! Fun!* has contributed to addressing transportation- or health-related inequities.
- **Conclusions:** While *Walk! Bike! Fun!* was designed with Minnesota physical education classrooms in mind, it is freely available and likely could be implemented in other states and other types of classrooms with minimal or no adaptation. Many teachers speak highly of the

curriculum, but a lack of formal evaluation means that it is not currently possible to determine whether the curriculum contributes to its stated goals of improving health, learning, and safety outcomes for children and youth. The lack of evaluation also inhibits an analysis of the program's equity impacts, though the absence of any stated goals around equity, and the ad hoc nature by which the program is implemented, suggest there may be inequities in terms of which students have access to the curriculum and related resources, such as bike fleets.

Bicycle Alliance of Minnesota

Overview: The Bicycle Alliance of Minnesota (BikeMN), available online at bikemn.org, is a statewide organization focused on community engagement, education, and advocacy around biking (and walking and rolling, to lesser extents). The organization provides courses and train-the-trainer style classes around biking, walking, and safe driving, and also helped design and continues to help implement the educational curriculum *Walk! Bike! Fun!* BikeMN's website also hosts a significant number of bike and pedestrian resources, such as the Bicycle Friendly Community Resource Guide,¹⁴ a toolkit for Minnesota communities interested in better encouraging and supporting bicycling.

- **Audience:** BikeMN is focused primarily on supporting Minnesotan communities, and while some of its resources are tailored accordingly (e.g., its analyses of state statutes relating to biking), many of its resources are relevant to bicyclists and pedestrians in the broader Fargo-Moorhead area and elsewhere. The mix of programming sponsored by BikeMN—including *Walk! Bike! Fun!*, League Cycling Instructor (LCI) seminars, and bikeable community workshops—supports both adults and children and youth in walking and biking.
- **Coverage:** BikeMN's educational programs and community engagement activities occur throughout the State of Minnesota, and its online resources can be accessed by anyone. Because BikeMN works with Metro COG on bicycling and walking in the Fargo-Moorhead region, many of its activities also support active transportation in North Dakota communities.
- **Effectiveness:** None of BikeMN's initiatives have rigorous outcome evaluation findings available online. However, some of the organization's programming, such as its League of American Bicyclists LCI seminars, comprise national initiatives that constitute best practice. Additionally, much of BikeMN's work entails coalition-building, technical assistance, and dissemination of information about walking and biking to interested communities and stakeholders. These activities have contributed to the region's successful application to be named a Bronze Bicycle Friendly Community, and BikeMN continues to support planning and implementation of bicycle and pedestrian improvements; for example, BikeMN hosts a Bike Walk Leadership Network, which brings together practitioners and other stakeholders on a monthly basis for information-sharing and to support adoption of best practices from other communities.
- **Equity:** The Alliance has a strong statement about its commitment to anti-racism and the need for addressing white supremacy and systemic racism,¹⁵ as well as how it works to prioritize underserved communities. BikeMN also links to relevant anti-racist resources and is in the process of developing a Racial Equity Plan.
- **Conclusions:** While BikeMN has minimal evaluation information about its programming, it offers a wide range of programs and resources, as well as coordinating and supporting local and state-level advocacy efforts. BikeMN is also focused on addressing racial inequities and other forms of injustice through its work. A partner organization in North Dakota could potentially expand the

¹⁴ https://www.bikemn.org/wp-content/uploads/Bike_Friendly_Resource_Guide_110717_-_compressed.pdf

¹⁵ BikeMN. *BikeMN's Commitment to Anti-Racism*. Retrieved 12/6/2021 from: <https://www.bikemn.org/initiatives/commitment-to-anti-racism/>

delivery and reach of Alliance materials and programs to North Dakota communities in the Fargo-Moorhead region.

I Got Caught!

The *I Got Caught!* program, funded by AAA, collaborates with law enforcement agencies and Dairy Queen (DQ) to provide so-called citations—which are actually vouchers for a free small DQ ice cream cone—to youth who are “caught” wearing a helmet while biking, skateboarding, or roller blading. The program has been implemented in North Dakota since 2013, and in Minnesota since 2011, with the goal of encouraging helmet use.

- **Audience:** The *I Got Caught!* Program is intended to work with law enforcement officers to encourage them to reward young children and youth for wearing helmets.
- **Coverage:** The program has broad participation from law enforcement agencies across both Minnesota and North Dakota, with tens of thousands of children and youth being cited each year.
- **Effectiveness:** There has been no evaluation of the program to date, nor is there any significant documentation of the program’s goals, methods, or outputs available online. Given that there appears to be minimal education around safety (apart from encouraging youth to wear a helmet), and that what education does occur is presumably brief and non-recurring, the educational outcomes of the program may be limited.
- **Equity:** Because there is little information about the program available, it is difficult to characterize its equity-related impacts. However, because the program only rewards children and youth that wear helmets, as opposed to increasing helmet access, it may exacerbate existing inequities relating to which groups of youth own or can use a helmet. Further, by leveraging law enforcement officers and the model of “catching” people misbehaving, the program may be perceived differently based on different communities’ histories with policing, which may in turn lead to disparate outcomes along income and race lines.
- **Conclusions:** While the *I Got Caught!* program appears to be popular among law enforcement officers in both Minnesota and North Dakota, the program lacks characteristics typically associated with a successful educational intervention, such as standardized educational materials and recurring interactions. Given that the program has virtually no documentation online, it is difficult to know whether it has improved outcomes for participants. Because the program appears largely informal and implementation is limited to individual law enforcement agencies and officers, it appears unlikely that it operates in any systematic way to address equity concerns.

BIKE FM

Bicycle Information, Knowledge, & Education is Fargo-Moorhead (BIKE FM) webpages include both a proprietary domain (bikefm.org) as well as a Facebook page (<https://www.facebook.com/bikefm.metro/>) with approximately 540 followers. BIKE FM, which is hosted by the Fargo-Moorhead Metropolitan Council of Governments, serves as a repository for bike-related resources relevant to area bikers, and has also funded educational and awareness campaigns in the past, including developing educational videos and sponsoring billboard-based safety campaigns.

- **Audience:** BIKE FM identifies its audience as the general public in the Fargo-Moorhead area. The bulk of its communications appear to be geared toward existing bicyclists, though some materials and promoted events are intended to support new bikers.
- **Coverage:** The program covers the entire metropolitan region, though data are not immediately available regarding the spatial extent or reach (e.g., number of people visiting or viewing BIKE FM resources) of BIKE FM programming.
- **Effectiveness:** There has been no evaluation of BIKE FM programming to date, nor is there any significant documentation of the program's methods or outputs available online.
- **Equity:** Because there is little information about the program available online, it is difficult to characterize its equity-related impacts. Without targeted outreach to priority equity populations, it appears unlikely that BIKE FM's current approaches to education and information sharing address equity goals.
- **Conclusions:** Without documentation of BIKE FM's activities to date, and without data measuring the impacts of those activities, it is difficult to assess the program's effectiveness and make recommendations for expanding its impacts. Given the relatively limited scope of BIKE FM's programming and materials, and the fact that its communications appear infrequent and its online resources are often dated, the program may have fairly small impacts on bicycling in the region. Opportunities to consolidate and coordinate BIKE FM resources and initiatives with those of other regional organizations (e.g., local bike shops and bicycling clubs) may help to expand the reach and impacts of the program's activities while reducing redundancies.