



# EXECUTIVE SUMMARY

# OREGON

## BICYCLE AND PEDESTRIAN PLAN

An Element of the Oregon Transportation Plan  
Oregon Department of Transportation  
Adopted May 19, 2016



# Acknowledgement & Information

The Oregon Bicycle and Pedestrian Plan was prepared by the Oregon Department of Transportation in coordination with multiple state, regional, and local partners. This project was funded in part by the Federal Highway Administration, U.S. Department of Transportation.

## Policy Advisory Committee

The Oregon Department of Transportation would like to thank the Policy Advisory Committee for their time and insights over the course of the project. A special thanks goes to Oregon Transportation Commissioner Tammy Baney, who chaired the Policy Advisory Committee. Please see Appendix B for a complete list of the Policy Advisory Committee.

Additional thanks to state, regional, and local partners who participated in the plan Technical Advisory Committee or in stakeholder interviews and provided their comments during plan development. ODOT would also like to thank everyone who provided public comment at the Policy Advisory Committee meetings and during the Public Review Period.

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## Information

Copies of the Oregon Bicycle and Pedestrian Plan and supporting materials can be found at the project website: <https://www.oregon.gov/ODOT/Planning/Pages/Plans.aspx#OBPP>

To obtain additional copies of this document contact:

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# Executive Summary

The Oregon Bicycle and Pedestrian Plan creates a policy foundation for the state, supporting decision making for walking and biking investments, strategies, and programs. Under the Oregon Transportation Plan (OTP), and parallel to associated mode and topic plans like the Oregon Highway Plan, the walking and biking direction established in this plan helps to bring about an interconnected, robust, efficient, and safe transportation system for Oregon. The plan recognizes the walking and biking infrastructure and culture Oregon has built; and expands upon that culture to recognize and influence key outcomes like safety, equity, and health. It establishes the role of walking and biking within the context of the entire transportation system and emphasizes these modes as essential for travel and beneficial to the people and places in Oregon. The policies and strategies in the plan direct the work of the Oregon Department of Transportation (ODOT), and regional and local jurisdictions must be consistent with them. As a whole, the plan envisions a well-connected and safe walking and biking system that meets the diverse needs of its users and the state.

## Specifically by 2040, the Plan envisions that:

“ In Oregon, people of all ages, incomes, and abilities can access destinations in urban and rural areas on comfortable, safe, well-connected biking and walking routes. People can enjoy Oregon’s scenic beauty by walking and biking on a transportation system that respects the needs of its users and their sense of safety. Bicycle and pedestrian networks are recognized as integral, interconnected elements of the Oregon transportation system that contribute to our diverse and vibrant communities and the health and quality of life enjoyed by Oregonians. ”

## THE VISION

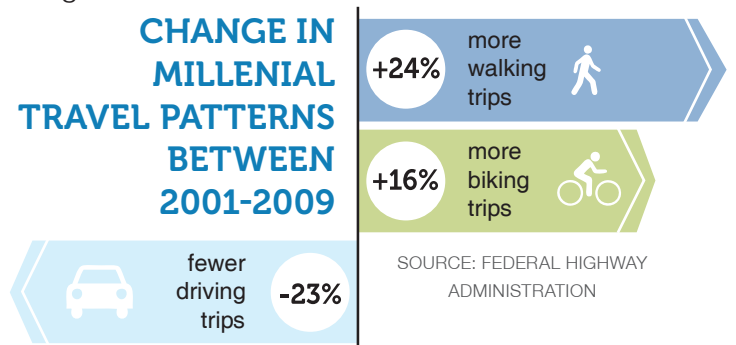
### Walking and Biking are Essential Modes of Travel

Oregon has some of the most heavily used walking and biking routes in the nation, with a high proportion of people using these modes for all or part of their trips. Everyone in Oregon walks (using a mobility device or strolling), whether for their entire trip, from their car to the store, or from home to the bus stop. Biking is an energy and cost efficient means of travel utilized by some who do not have other options, but also by many who prefer it as a more reliable, environmentally friendly, and physically active means of getting around. Businesses also rely on walking and biking routes, which help get workers to their jobs and shoppers to their stores.

The demands on the walking and biking system and needs for increased connectivity will continue and grow in the future. Many youth rely on these modes of travel to safely get to school, and are likely to continue to walk or bike as they age. As a whole, younger generations are showing increased interest in walking and biking as their primary means of travel and older generations are often dependent on walking

to reach medical services, daily amenities, and other destinations. In addition, Oregon has a growing bicycle tourism industry, catering to thousands of visitors each year who come to access Oregon’s urban and rural areas by bike.

Not only is interest in walking and biking growing, the potential utilization of these modes for short distance trips is also high. According to national travel data, two out of every five trips total three miles or less. Having more of these trips taken by foot or bike could help to alleviate congestion, improve air quality, and achieve other personal and societal benefits important to Oregonians.





# Benefits of Walking and Biking Investments

Walking and biking are vital to Oregon's transportation system, providing travel choices that support people, places, and the economy. Investing in walking and biking can help create a safer, more connected, and accessible transportation system. These investments have broader benefits that vary across the state according to their context, including contributing to economic vitality, healthy communities, and tourism.

**Economic growth** – Walking and biking can contribute to a healthy economy. Benefits range from relatively direct impacts for users, such as reductions in travel costs, to more indirect impacts, such as growth in businesses related to the bike industry. Additional economic benefits include reductions in travel costs, job creation, walking and biking tourism that can bring in millions of dollars to the state, access to jobs, and increased ability to attract and retain employees.

**Health** – Walking and biking modes are often collectively referred to as “active transportation,” because people who walk or bike are engaging in physical activity. Investing in pedestrian and bicycle infrastructure, supporting educational and encouragement programs, and supporting active transportation options helps to encourage physical activity for better health and are likely to reduce health care costs by decreasing rates of chronic disease, improve personal health, and increase life expectancy. In addition to walking and biking, connections to transit are also essential to health, as access to transit is critical in helping those who cannot or choose not to drive reach needed health services.

**Environment** – Walking and biking are zero emission modes that play an important role in reducing fuel consumption, air and noise pollution, and carbon emissions. Increasing biking and walking for transportation is a key strategy in helping Oregon achieve its greenhouse gas (GHG) reduction goals.

**Mobility** – For pedestrians and cyclists, facilitating more walking and biking requires providing safe and appropriate facilities that offer direct connections to destinations and routes, and provide end-of-trip accommodations such as bicycle parking. Improving or preserving ease of movement on walking and biking networks also promotes accessibility to key destinations and improved connectivity to other modes, such as public transportation. The availability, quality, and connectivity of walking and biking facilities is especially important for older adults and people with disabilities. These individuals may not drive due to poor health, limited physical or mental abilities, concerns with safety, or because they have no vehicle. To ensure pedestrians' mobility, the transportation system requires frequent crossings and short distances between desirable origins and destinations. For cyclists, enhanced mobility may result from dedicated bike lanes, bicycle parking, and other transit-oriented amenities that make it easier to integrate a bicycling trip. This plan, in addition to the Americans with Disabilities Act (ADA), assures mobility for all users. ADA requirements are instrumental in setting forth design requirements and regulations to make walking and biking options available and accessible to all.



# Decision Making Support

The goals, policies, and strategies of the Oregon Bicycle and Pedestrian Plan provide direction for what needs to be achieved in the next 25 years and how. The nine goals of the plan, described below, reflect statewide values and desired accomplishments, and refine and expand upon the broad goals of the OTP. The next level down from the goals consists of policies and strategies. Policies and strategies describe how to approach each goal through a variety of deliverables, decisions, or investments, depending on context. They span all levels of decision making, including planning, investing, constructing, and maintaining the walking and biking system. Most are written to be jurisdictionally blind and set statewide decision making support. Those specific to a single authority, such as ODOT, are called out as such. In this way, the goals, policies and strategies of the Oregon Bicycle and Pedestrian Plan are comprehensive and inclusive. The following summary captures each of the plan goals and a sampling of key policies and strategies.

## Goal 1: Safety

*Eliminate pedestrian and bicyclist fatalities and serious injuries, and improve the overall sense of safety of those who bike or walk.*

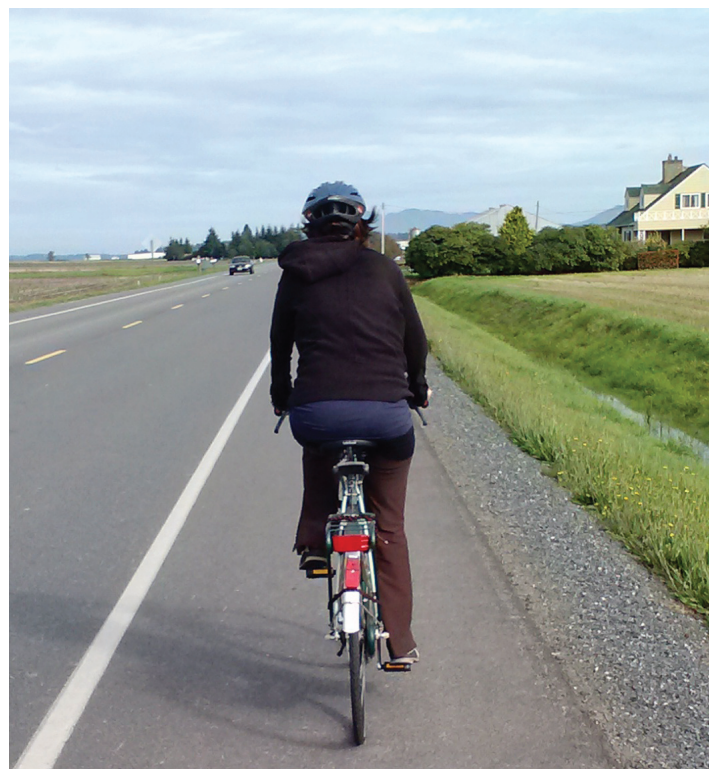
Safety is a primary goal in all of Oregon's transportation mode and topic plans and is a key driver in decision making. The safety goal of this plan is written to align with "Vision Zero" and other federal and local initiatives that target the elimination of the most serious safety issues. Associated policies and strategies address comfort and security as well as all aspects of safety.

Policies and strategies call for, among other things, engineering approaches, such as a multimodal look at roadway cross-sections, updating design guidance to identify the most appropriate walking or biking facility depending on context (such as physical separation), more visible pedestrian crossings, and examination and consideration of lower speeds where appropriate.

Policies and strategies also focus on safe operations on the walking and biking system through education and encouragement. They recognize the need to educate all roadway users. Those policies and strategies touching on comfort and security help to encourage more users to the system by increasing their sense of safety.

Relating to enforcement, the Plan recognizes the role of law enforcement agencies in enforcing rules of the road and safe operating rules. In addition, the strategies call for assuring local codes are enforced so that mailboxes or foliage do not impede pedestrian travel, for example.

Lastly, policies and strategies focus on evaluation, an assessment of the system to determine safety issues. Policies and strategies specify more robust data collection and sharing, as they relate to safety and other needs.



## Goal 2: Accessibility and Connectivity

*Provide a complete bicycling and pedestrian network that reliably and easily connects to destinations and other transportation modes.*

Oregon does not have a fully connected network, with many gaps in sidewalks and bike lanes. This goal targets making walking and biking accessible in areas where it currently is not, filling in gaps, and connecting to other modes. Policies and strategies call for such things as system inventories to identify gaps and prioritize walking and biking needs, retrofitting existing facilities to accommodate pedestrians and cyclists, wayfinding signage, bike share, and enhancing connections to other modes, especially public transportation. In addition, strategies hit upon trails and paths, and policy foundation is laid for prioritizing Regional Paths that serve as important off-system connection points across a region and for the state.

## Goal 3: Mobility and Efficiency

*Improve the mobility and efficiency of the entire transportation system by providing high quality walking and biking options for trips of short and moderate distances. Support the ability of people who bike, walk, or use mobility devices to move easily on the system.*

Mobility and efficiency focuses on assuring that pedestrians and cyclists can move freely and easily on the existing system. This goal includes making other modes more efficient, for example by reducing highway congestion. Policies and strategies seek to reduce physical barriers that may impede movement, address maintenance practices, seek to assure movement through or around construction zones, and reference design elements such as signal timing and bicycle detection, among other issues.



## Goal 4: Community and Economic Vitality

*Enhance community and economic vitality through walking and biking networks that improve people's ability to access jobs, businesses, and other destinations, and to attract visitors, new residents, and new business to the state, opening new opportunities for Oregonians.*

Both land use and tourism are included under this goal area. Specifically, the land use policy framework identifies the need for model code assistance, siting schools and government buildings so they are accessible to walking and biking, considering land use attractors to assure safe connections, bicycle parking, and prioritizing employment centers and main streets as critical connection points that serve the community and economy. Tourism policies and strategies focus on partnerships, collaboration opportunities, and disseminating information as ways to encourage pedestrian and bicycle recreational travel.

## Goal 5: Equity


*Provide opportunities and choices for people of all ages, abilities, race, ethnicities, and incomes in urban, suburban, and rural areas across the state to bike or walk to reach their destinations and to access transportation options, assuring transportation disadvantaged communities are served and included in decision making.*

The equity goal focuses on making walking and biking options equally available to all. Assuring access for underserved areas and transportation disadvantaged populations is called out. The policies and strategies under this goal are designed to address issues that may prevent certain portions of Oregon’s population from walking and biking, such as looking at census data, conducting research, and doing network gap analysis that looks at demographics. They also focus on integrating equity criteria and considerations into decision making, locating and prioritizing transportation disadvantaged populations, and helping to close the gap between areas served and not served.


## Goal 6: Health

*Provide Oregonians opportunities to become more active and healthy by walking and biking to meet their daily needs.*

Walking and biking require physical activity to get from origin to destination and are inextricably linked to personal and public health. This goal intends to highlight that linkage. Policies and strategies call out such things as integrating health criteria in transportation decision making and conducting analysis, when appropriate, engaging health professionals and strengthening partnerships, and improving data collection and sharing.



## HEALTH FACTS



25-33% of Oregon adults have chronic disease preconditions and over 40% of Oregon adults do not meet CDC physical activity recommendations.

SOURCE: OREGON HEALTH AUTHORITY

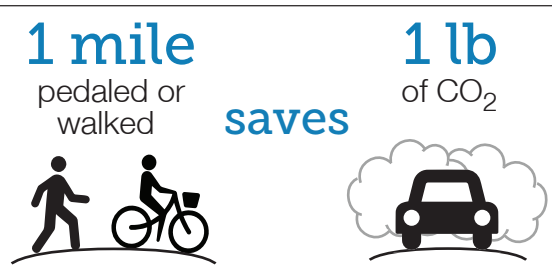
A 2011 study estimated that Portland, OR could see between \$388 and \$594 million in health cost savings attributable to new bicycle infrastructure and programs by 2040. Every \$1 invested in bicycling yields \$3.40 in health care cost savings. When the statistical value of lives is considered, every \$1 invested yields nearly \$100 in benefits.

SOURCE: ALLIANCE FOR BIKING & WALKING, GOTSCHI

## Goal 7: Sustainability

*Help to meet federal, state, and local sustainability and environmental goals by providing zero emission transportation options like walking and biking.*

In recognition of the environmental benefits of walking and biking, the sustainability goal highlights the impacts these zero emission modes can have on helping the state reduce Greenhouse Gas emissions, have cleaner air and water, and reduce impacts to the environment. Strategies promote encouragement, and innovations such as electric bikes or scooters, which may attract more people to use those modes.



SOURCE: ENVIRONMENTAL PROTECTION AGENCY

## Goal 8: Strategic Investment

*Recognize Oregon’s strategic investments in walking and biking as crucial components of the transportation system that provide essential options for travel, and can help reduce system costs, and achieve other important benefits.*

The contribution that walking and bicycling facilities make to the entire transportation system is recognized in this goal. In looking at walking and biking issues and opportunities, available funding is likely to fall short of investment needs. Therefore, a strategic approach is needed to spend existing resources on the highest need and greatest value investments, leverage what is available, and to identify additional funding sources. Policies and strategies address these issues and create an investment prioritization framework. The framework lays out priorities as follows: protect the existing system (e.g. maintenance and preservation) and address significant safety issues; add critical connections (defined in the Plan) and address other



safety issues; complete the system (e.g. separation, and bicycle parking); and elaborate the system. Strategies also cover such actions as pedestrian and bicycle project lists in transportation system plans (TSPs) and other relevant planning documents, being opportunistic in acquiring right-of-way for future facilities, pursuing local funding mechanisms and sources, and leveraging funding opportunities.

## Goal 9: Coordination, Cooperation, and Collaboration

*Work actively and collaboratively with federal, state, regional, local, and private partners to provide consistent and seamless walking and biking networks that are integral to the transportation system.*

There are many different jurisdictions that own and operate walking and biking facilities, which means that a single route is likely to cross different authorities. With an interest in creating an integrated and seamless system, this coordination, cooperation, and collaboration goal assures communication between entities in decision making. Policies and strategies call for a checklist of communication needs, guidance for coordinating with transportation agencies and utilities companies, for example, and local capacity building.

## Implementation

The Oregon Bicycle and Pedestrian Plan is a modal element of the OTP, the state's multimodal policy plan. The policies and strategies in the Plan direct the work of ODOT and impact transportation decisions of local jurisdictions through their transportation system plans and other planning efforts, which must be consistent with statewide policy plan direction. Region and local plans refine policies and strategies to the appropriate context and identify projects and programs, which are then prioritized for investment. Implementation then continues through project development and delivery, maintenance, education, outreach, and training.

The walking and biking networks cross multiple state highways, county roads, city streets, parks, and other lands. The patchwork of facilities and ownership necessitates the collaboration among the various agencies and organizations responsible for the myriad of facilities across the state. To achieve the Plan's vision, the policies and strategies need to be implemented by a variety of partners, including state, regional, and local governments, and the private sector.

## Key Initiatives

Key Initiatives are foundational activities that need to occur following Plan adoption in order to achieve the Plan vision. These initiatives are anticipated to require significant effort that must begin in the near term (0-5 years after adoption) and require coordination among entities like ODOT, other state agencies, and local jurisdictions, as appropriate, to ensure future implementation.

*Defining the Network* - This key initiative recognizes the importance of early identification of stakeholder interests in establishing design and function expectations on the walking and biking network in order to inform needs, project priorities, and how the system is built, modified, or maintained. At a high level, this key initiative recognizes that while the motor vehicle network has been defined by state functional classifications to distinguish how different parts of the system are used as well as how they should be designed and function, the biking and walking network does not have a consistent approach for such definition. Further work is needed to understand what the best approach is to define the biking and walking network but this initiative aims at identifying a way to differentiate the walking and biking system and provide clarity on appropriate infrastructure, design, and treatments given unique contexts, such as: vehicle speed, roadway characteristics and constraints, planned land uses, key destinations, walking and biking uses and users, and latent demand. This would provide further direction in prioritizing needs (both infrastructure and funding), identifying system

gaps, developing criteria to differentiate facility type, and refining design guidelines to support multimodal system and user needs.

*Data* - Data is needed to support efficient and effective decision making. Use, availability, and quality of data vary across the state. This key initiative provides an opportunity to focus on finding ways to collect and standardize data that relates directly to decision making, identified Plan performance measures, and those program level performance measures to be identified in plan implementation (described in the key initiative below).

*Program Level Performance Measures* - While performance measures have been identified to track progress on achieving the Plan vision, more specific performance measures may be needed to assess needs, system condition, and program performance. Performance measures for prioritization are important in order to employ appropriate data to support decision making for network development and maintenance. This key initiative focuses on developing program-level performance measures that can be used in project prioritization as it relates to public investment in walking and biking. Indicators used to “define the network” may be used in prioritization performance measures, such as network connectivity, potential demand, or safety.

## Performance Measures

The Plan will help to shape the future of walking and biking options in Oregon over the next 25 years. To understand how this plays out in achieving the Plan vision, performance measures are needed to track and monitor implementation progress. At the Plan level, performance measures focus on ways to gauge statewide success or to help inform decision making to achieve the Plan vision. While performance measures are often specific in nature, Plan level performance measures need to be high level, all encompassing, and few in total number in order to be applicable and informative statewide.

In the development of the Plan, several performance measures were explored. Those selected and outlined below represent performance areas that could be measured today because sufficient data exists, a methodology for how to measure has been established, and they can be evaluated statewide. The performance measures indicate whether safety is improving, use of the system is increasing (assumed through overall improvements to the network), and that data needs are being understood and data collected for more robust performance measures in the future:

- *Number of pedestrian and bicycle fatalities (five-year average)*
- *Number of pedestrian and bicycle serious injuries (five-year average)*
- *Perceived safety of walking and biking*
- *Utilization of walking or biking for short trips*
- *Identifying data needs for pedestrian and bicycle performance measures*
- *Pedestrian access to transit*

## Summary

Several of the policies and strategies in the Plan will have an immediate and lasting impact on decision making and will result in significant, concrete outcomes that include: assuring bicycle and pedestrian capacity is preserved, increasing data collection over time to support decision making, opening opportunities to address speed concerns to improve safety, and filling system gaps and addressing critical connections. These, other plan policies, and overarching laws like the Oregon Bike Bill and ADA, will ultimately result in a more complete, safe and efficient walking and biking system, integral to Oregon’s overall transportation system and the needs of its users.



**Oregon Bicycle and Pedestrian Plan**

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