

# MEMORANDUM

March 22, 2023

To: Scott Hoelscher, Clackamas County  
Dru van Hengel and Jeri Stroupe, Nelson\Nygaard  
From: Talia Jacobson and Kerry Aszklar, AICP, Toole Design  
Project: Walk Bike Clackamas

**Re: Technical Memorandum #3: Plan Review**

## Overview

This technical memorandum reviews existing plans relevant to the Walk Bike Clackamas (WBC) plan and also identifies policy and goal consistencies as a foundation for Walk Bike Clackamas. Included in this document are the following:

- Summaries of the plans
- A matrix of emerging themes across plans
- A review of their implementation pathways and policies
- Gaps in best practices
- An overview of their compliance alignment with pertinent regional and statewide documents

## Summary of Plans Reviewed

**Table 1. Summary of Plans and Years Adopted**

Category	Year	Document
Regional Plans	Draft	Metro Regional Mobility Policy Update
	2019	Metro: Designing Livable Streets and Trails Guide
	2016	TriMet Bicycle Plan
	2020	TriMet Pedestrian Plan
	2021	Transit Development Plan
Modal Plans	2003	Bicycle Master Plan
	2003	Pedestrian Master Plan
Countywide Transportation Plans	2019	Transportation Safety Action Plan (TSAP)
	2015	Active Transportation Plan (ATP)
	2013	Transportation System Plan (TSP)
Other Countywide Relevant Plans	2023	Climate Action Plan (CAP)
	2021	Community Health Improvement Plan (CHIP)
Small Area Plans	2016	The Villages at Mt. Hood Ped-Bike Implementation Plan
	2012	Clackamas Regional Center Ped & Bicycle Connection Plan
Relevant County Documents Standards	2020	Roadway Standards
	1994	Zoning and Development Ordinance (ZDO)

## Themes Matrix

Clackamas County has a variety of existing plans and policies that support walking and bicycling. This section presents a summary of the County's existing plans and policies relevant to the creation of Walk Bike Clackamas.

Guidance from existing plans and policies, in addition to community input and data analysis, among other considerations, will inform WBC's network and policy recommendations. Table 2 provides an overview of the existing key plans and their themes as they relate to walking and bicycling. Since the Zoning and Development Ordinance and the Roadway Standards are implementation guides for the County, they are not included in the matrix. Additionally, since the Climate Action Plan is under development, it is not included.

An overview of key bicycle and pedestrian programs and policies from citywide and regional plans and policies follows Table 2. Descriptions of key themes are as follows:

- **Connectivity:** Plans discuss the importance of providing a connected system for the respective mode.
- **Economy/Tourism:** Plans mention the relationship between active transportation as a way to support the local economy and/or tourism.
- **Environment:** Plans mention the value of a healthy environment or the value of sustainability.
- **Equity:** Plans include equity within their vision statements or as a value and/or variable for selecting and implementing projects.
- **Fiscal Responsibility:** Plans include fiscal responsibility in its vision statement or goals in relation to implementing projects and/or in relation to the transportation system in general.
- **Health:** Plans mention health in its vision statement or as a value for selecting and implementing projects.
- **Implementation:** Plans include instructions or substantial content on how to implement projects.
- **Local Geographic Focus:** Plans have a specific focus on a geographic area.
- **Maintenance:** Plans mention the value of maintaining quality active transportation facilities.
- **Mode shift:** Plans mention mode shift towards active transportation as a vision, goal, or value.
- **Safety and Access:** Plans discuss the importance of addressing safety and accessing key destinations.

**Table 2. Summary of plans themes across plans**

	Description	Connectivity	Economy/ Tourism	Environment	Equity	Fiscal responsibility	Health	Implementation	Local Focus on Projects	Maintenance	Mode shift	Safety and Access
County Modal Plans	Transit Development Plan (2021)	X			X		X	X				X
	Bicycle Master Plan (2003)	X					X	X		X	X	X
	Pedestrian Master Plan (2003)	X					X	X		X	X	X
Regional Plans	Metro Regional Mobility Policy Update (Draft)	X						X				X
	Metro: Designing Livable Streets and Trails Guide (2019)										X	X
	TriMet Bicycle Plan (2016)				X			X				X
	TriMet Pedestrian Plan (2020)				X			X				X
Countywide Transportation Plans	Transportation Safety Action Plan (TSAP) (2019)											X
	Active Transportation Plan (ATP) (2015)	X	X		X		X					X
	Transportation System Plan (TSP) (2013)	X	X	X	X	X	X		X			X

		Description	Connectivity	Economy/ Tourism	Environment	Equity	Fiscal responsibility	Health	Implementation	Local Focus on Projects	Maintenance	Mode shift	Safety and Access
Other Relevant County Plans	Community Health Improvement Plan (2021)	Long-term, systematic set of actions to address public health problems identified			X	X		X					X
	Climate Action Plan (anticipated 2023)	Actions to achieve carbon neutrality by 2050, while making investments that decrease everyone's costs and improve the environment			X	X							
Small Area Plans	The Villages at Mt. Hood Ped & Bike Implementation Plan (2016)	A long-term prioritized set of pedestrian and bicycle projects to increase transportation choices within the Mt. Hood Villages	X	X						X			
	Clackamas Regional Center Pedestrian and Bicycle Connection Plan (2012)	Identifies safe walking and bicycling connections from the MAX Green Line Clackamas Town Center light rail station to major area employers								X		X	

## Gaps and Divergence from Best Practices

Existing Clackamas County Plans are not fully aligned with current best practices for how plans should address safety, equity, design, programming, funding, and implementation. Gaps span across the topics of implementation, funding, process, design, and programs. Addressing these gaps can advance a more comprehensive approach to shifting the mode split and encouraging more people to walk and bike. The following bullets highlight gaps or divergences from industry best practices. Where applicable, specific national standards or guidance documents are referenced.

- **Safety:** All Clackamas County plans stress the importance of safety, with more recent plans being better-aligned with the safe systems approach to eliminating traffic fatalities and injuries. A safe system approach creates a culture of safety by addressing road user behavior, vehicle design, roadway speeds, roadway design, and post-crash care. The Transportation Safety Action Plan (2019) includes strategies related to all of the safe system approach elements. Current and future updates of county transportation and modal plans provide opportunities to pursue safe systems and strengthen a positive safety culture.
- **Equity:** Some Clackamas County plans included a statement on equity – primarily more recent plans with a focus on transportation options, such as the Clackamas County Transit Development Plan (2021) or the TriMet Bicycle (2020) or Pedestrian (2016) Plans. It is a best practice for active transportation plans to include policies that center the needs of equity communities of interest. These policies should incorporate equity into public engagement, planning, design, funding, and programming decisions. Race, income, and ability are frequently used as equity lenses in active transportation plans, with a jurisdiction’s history and current dynamics guiding the communities of interest selected. New Oregon Transportation Planning Rules, which include equitable engagement and requires an equity analysis, set recent best practices for addressing equity. Additionally, the US Department of Transportation’s Justice40<sup>1</sup> initiative is a federal effort to identify disadvantaged communities and increase resources distributed to these communities.
- **Design:** Some, but not all, Clackamas County plans included design guidance or requirements. While the Bicycle Master Plan sets a goal and objectives to implement bicycle designs, there is no clear design guidance. The Bicycle Master Plan does reference the American Association of State Highway and Transportation Officials (AASHTO). The Active Transportation Plan contains a facility design toolkit detailing standards for pedestrian and bicycle facilities. The Walk Bike Clackamas (WBC) Plan will update the toolkit to reference current best practices from AASHTO’s latest design guide and the North American City Transportation Officials (NACTO) guides. To pursue safe systems, WBC’s toolkit should focus on designs that increase safety for vulnerable road users.
- **Programming:** Clackamas County plans did not specify countywide programs that support active transportation and did not identify the County’s role in implementing those programs. County programs vary based on funding and staff capacity, but counties can support a variety of active transportation programs. The role of a county may differ across programs. Active transportation programs may address a range of topics including safety, education, encouragement, micromobility, transportation demand management, data collection, and provision of free or low-cost equipment and repair for youth, families, or low-income communities. As a best practice, plan language should identify the program(s) that the county will support, the goal or desired outcome of those programs, and county roles and responsibilities.
- **Funding:** Clackamas County plans include potential funding sources, but do not include newly available sources. With new federal, state, and regional funding sources, there are newly available dollars for active transportation projects that WBC can leverage. Best practices for funding include information

---

<sup>1</sup> <https://www.transportation.gov/equity-Justice40>

distribution about funding, project eligibility by improvement and stage, amounts awarded, cycle, and funding sources.

- **Implementation:** Clackamas County plans did not specify the role of the County in implementing walking and bicycling projects, in particular as a partner with local jurisdictions. Best practices may include county coordination of cross-jurisdictional projects and acting as a funding partner. For Clackamas County, both the 2003 Bicycle Master Plan and the Pedestrian Master Plan listed multiple strategies to implement each objective, as well as referring to the TriMet Bicycle Plan and TriMet Pedestrian Plan. While this is helpful, neither includes the full range of possible actions for implementation.

## Compliance with State Requirements

### Updated Oregon Transportation Planning Rules

In July 2022, the Land Conservation and Development Department of Oregon released updated rules for Division 12, Transportation Planning. The Transportation Planning Rules (TPR) bridge the gap between the Statewide Planning Goal 12 (Transportation) and implementing projects that coordinate transportation and land use. These updates apply to metropolitan areas, which include part of Clackamas County. Specific updates of the TPR that may impact WBC include the following:

- Engagement (Subsections 0120 through 0130)
  - » Cities and counties must use public engagement and decision-making to center underserved populations. Underserved populations are defined as including Black people, Indigenous people, and People of Color (BIPOC); immigrants; people with limited English proficiency; people with disabilities; people experiencing homelessness; low-income and low-wealth community members; low- and moderate-income renters and homeowners; single parents; lesbian, gay, bisexual, transgender, queer, intersex, asexual, or two-spirit community members; and youth and seniors.
- Equity analyses (Subsection 0135)
  - » Cities and counties must determine whether land use and transportation plans improve outcomes for underserved populations.
- Parking management (Subsections 0400 through 0450)
  - » Cities and counties must implement climate-friendly and equitable parking reform through parking codes and remove mandates for providing parking with new development,
  - » This includes decreasing off-street parking maximums for residential units, commercial and retail uses, and floor area.
- Pedestrian planning and system inventory (Subsections 0500 through 0520)
  - » Pedestrian facilities, including pedestrian facilities and street crossings, must be inventoried.
- Bicycle planning and system inventory (Subsections 0600 through 0630)
  - » Cities and counties must inventory bicycle systems, including bicycle lanes, routes, accessways, paths, and other facilities, within Metro Region 2040 centers and within one-quarter mile of all schools.
  - » Inventories must include crash risk factors and locations of all reported injuries and deaths of people on bicycles.
- Public transportation services (Subsections 0700 through 0720)
  - » Cities and counties must inventory the public transportation system, with attention to which services and facilities are accessible for people with disabilities.

More information about these updated rules may be found [here](#).<sup>2</sup>

## **Oregon Pedestrian and Bicycle Bill (ORS 366.514)**

The “Pedestrian and Bicycle Bill” from 1971 designated when pedestrian and bicycle projects must be included in transportation projects. The law applies to all transportation projects, regardless of facility ownership, or project funding source or amount. Projects under the following criteria must allocate one percent funding for pedestrian and bicycle facilities:

- Project funded by a public agency
- Project is on a public road
- Project includes “construction, reconstruction, or relocation” activities
- If the impacted highway segments do not have complete, context appropriate ped and bike facilities and curb ramps
- Project does not fall under any of these exemptions:
  - If a facility would be contrary to public safety
  - The cost of building pedestrian or bicycle facilities is excessively disproportionate to the need or probable use
  - The sparsity of population, other available ways, or other factors indicate an absence of any need for pedestrian and bicycle facilities

More information on situations when the bill applies can be found [here](#).<sup>3</sup>

## **Summary of Plans**

### **Modal Plans**

#### *Transit Development Plan (2021)*

Approved in 2021, the Transit Development Plan (TDP) is intended to guide future transit investments and communicate a coordinated vision for transit service and access to transit across all of Clackamas County. In particular, the TDP focuses on areas currently lacking transit service. It guides investments of Statewide Transportation Investment Fund (STIF) grants by identifying needed and priority connections and other actions needed to support transit usage throughout the county. The TDP focuses in two areas: TriMet service area and unincorporated areas outside the TriMet service area.

Goals of the plan that focus on walking and bicycling include goal 1: enhancing connectivity, and goal 2: prioritize equity, health & safety. The Infrastructure Plan within the TDP has a section that identifies bicycle and pedestrian infrastructure gaps relative to accessing transit and jobs based on existing and proposed transit centers and park-and-ride facilities. It outlines specific corridors lacking bike and pedestrian facilities along rural highways, urban highways, and streets with current or planned transit routes. This section also includes maps showing bicycle and pedestrian facility locations in relation to transit centers and park-and-rides, and it outlines the importance of providing safe connections to them. The TDP recommends designing transit centers, shelters, and bus stops to meet the requirements of the Americans with Disabilities Act (ADA), while also encouraging cities, Clackamas County, and ODOT to prioritize street corners near transit centers and shelters for ADA ramps. The final TDP report is located [here](#).<sup>4</sup>

---

<sup>2</sup> [https://www.oregon.gov/lcd/Commission/Documents/2022-05\\_Item\\_3\\_CFEC\\_Attachment\\_D\\_Division%2012.pdf](https://www.oregon.gov/lcd/Commission/Documents/2022-05_Item_3_CFEC_Attachment_D_Division%2012.pdf)

<sup>3</sup> <https://www.oregon.gov/odot/RPTD/RPTD%20Document%20Library/Bike-Bill-Screening-Flow-Chart.pdf>

<sup>4</sup> <https://dochub.clackamas.us/documents/drupal/2c21e9e7-77d3-457b-9107-e46a8b3c1eea>

### *Bicycle Master Plan (2003)*

The 2003 Bicycle Master Plan, the bicycle element of the County's Transportation System Plan (TSP), is a comprehensive assessment of bicycle transportation in Clackamas County. It proposes a county-wide bicycle network and the tasks necessary to establish bicycling as a viable mode of transportation. The Bicycle Plan's vision is to "create an environment that encourages people to bicycle in a networked system that facilitates and promotes the enjoyment of bicycling as a safe and convenient transportation mode." It was adopted by the Board of County Commissioners in 1996 and last updated in 2003.

The goals of the Bicycle Master Plan are to:

- Provide a County-wide safe and convenient network of accessible bikeways integrated with other transportation modes
- Integrate bicycle facilities into all planning, design, and construction activities
- Maintain bikeways to ensure safety and encourage use
- Increase the use of bicycles as a mode of transportation
- Heighten the awareness of bicyclists, motorists, and pedestrians of their rights and responsibilities for bicyclists' safety, and for sharing both on-road and off-road bikeways
- Monitor and update the bicycle plan.

The plan identifies the existing urban bikeway network and rural bikeway network. The Bicycle Plan also includes a list of "reasonably fundable" bikeway projects using a prescribed prioritization system. The Bicycle Plan can be found [here](#).<sup>5</sup>

### *Pedestrian Master Plan (2003)*

The Clackamas County Pedestrian Master Plan (Ped Plan), initially adopted in 1996 and updated in 2003, provides policy, planning, and implementation direction for walking as a mode of transportation in unincorporated Clackamas County. The Ped Plan outlines goals, objectives and a vision, which is to: "create an environment which encourages people to walk in a networked system that facilitates and promotes the enjoyment of walking as a safe and convenient transportation mode." The goals of the Ped Plan are to:

- Provide a County-wide safe and convenient network of pedestrian routes and access integrated with other transportation modes
- Integrate pedestrian facilities into all planning, design, and construction activities
- Keep walkways free of debris and in good repair in order to accommodate pedestrians conveniently and safely
- Increase the use of walking as a mode of transportation
- Educate pedestrians, motorists and bicyclists of their rights and responsibilities for pedestrian safety, and for sharing both on-road and off-road bikeways
- Monitor and update the pedestrian plan.

The Ped Plan designated existing and proposed pedestrian connections for specific arterials, collectors, local streets, pedestrian routes, and multi-use trails. This feeds into the Essential Pedestrian Network (EPN), which identifies the highest priority sidewalk locations based on a number of factors such as proximity to schools and filling a gap, among others. Essentially the EPN is a mapped area of the unincorporated urban portion of Clackamas County identifying a network of streets planned to include pedestrian infrastructure improvements in the future. Other components of the plan include:

- Existing conditions analysis (sidewalk inventory)

---

<sup>5</sup> <https://dochub.clackamas.us/documents/drupal/6d46039d-568c-4511-b934-e646e995e6fb>



- Comprehensive Plan and Zoning and Development Ordinance requirements for pedestrian transportation
- Existing pedestrian programs and funding in the County
- Citizen involvement
- Implementation strategies
- Capital Improvement Plan, which prioritizes and sets a construction timetable for the projects identified as part of the Essential Pedestrian Network

The Ped Plan can be found [here](#).<sup>6</sup>

## Small Area Plans

### *Clackamas Regional Center Pedestrian and Bicycle Connection Plan (2012)*

The Clackamas Regional Center Pedestrian and Bicycle Connection Project (CRC Project) identifies safe walking and bicycling connections from the MAX Green Line Clackamas Town Center light rail station to major area employers. The CRC Project created an inventory of potential pedestrian and bicycle improvements, analyzed potential solutions, and prioritized connections needed to provide access to the Clackamas Town Center.

Seven routes leading to seven major destinations in the study area were inventoried for system gaps, deficiencies, and obstacles. The seven destinations are Kaiser Permanente Sunnyside Hospital, Stevens Road Commercial Area/Eagle Landing Mixed Use Development, Mixed Housing North of Clackamas Town Center, 82nd Avenue Development/Housing, Clackamas Promenade Shopping Center, Clackamas Community College Harmony Campus/OIT/Aquatic Center, and Clackamas Town Center.

The CRC project resulted in a project priority list and a Pedestrian and Bicycle Sign Plan to provide a comprehensive wayfinding system for people walking and bicycling within the study area. The sign plan includes information on sign placement, content (general destinations), and type of sign. The plan recommended installing new pedestrian-oriented and bicycle-oriented signs within the study area. The sign plan portion of the project was implemented with a Regional Travel Options grant in 2016. Many projects from the Clackamas Regional Center Pedestrian and Bicycle Connection Project have been built using urban renewal funding.

Adopted elements that are key to Walk Bike Clackamas included:

- Comprehensive Plan Map 10-CRC-07 Clackamas Regional Center Area Design Plan Bikeway and Path Network
- Comprehensive Plan Map 10-CRC-07a Clackamas Regional Center Area Design Plan Bikeway and Path Network

The final CRC Project report can be found [here](#).<sup>7</sup>

### *Villages At Mt. Hood Ped-Bike Implementation Plan (2016)*

The Villages at Mt. Hood Ped-Bike Implementation Plan provides a long-term prioritized set of pedestrian and bicycle infrastructure projects to increase transportation choices within the Mt. Hood Villages, which include the communities of Brightwood, Welches/Wemme, Zig Zag and Rhododendron. The plan lists and categorizes planning-level cost estimates as low, medium or high priority. Projects include side paths, bikeways, multi-use paths, signage recommendations and other active transportation improvements. The plan also includes a Safe Routes to School Action Plan for Welches Elementary School. The plan objectives are to:

- Identify bicycle and pedestrian needs within The Villages at Mt. Hood

<sup>6</sup> <https://dochub.clackamas.us/documents/drupal/16b84648-a9b4-4de9-b766-2274845a3d92>

<sup>7</sup> <https://dochub.clackamas.us/documents/drupal/80d0c35c-22c6-4808-82bf-e7518d8bc91d>

- Develop a Safe Routes to School Plan for Welches Elementary and Middle School
- Identify potential locations for additional or enhanced US 26 pedestrian crossings. The project team will consider at-grade and grade-separated solutions, or enhancements to the current crossings.
- Evaluate the feasibility of a multiuse path in the area

More information on the project and the final report is location [here](#).<sup>8</sup>

## Countywide Transportation Plans

### *Transportation Safety Action Plan (2019)*

The Transportation Safety Action Plan (also known as Drive to Zero Safety Action Plan) is Clackamas County's roadmap to achieve the goal of eliminating fatal and serious injury crashes by 2035. Part 1 of the plan describes the broad areas the county should focus on to achieve this goal. Part 1 is organized into eight emphasis areas including Safe Vulnerable Users, which outlines action items to reduce crashes involving walking, bicycling and riding a motorcycle. Part 2 identifies the county programs to reduce the risk of pedestrian and bicyclist crashes. This plan also directs staff to create a new program to reduce the risk of pedestrian and bicyclist crashes.

A key aspect of the plan instructs staff to set aside funding to address "hot spot" locations identified by the Pedestrian and Bikeway Advisory Committee.<sup>9</sup> Hot spots are specific locations in the right-of-way that exhibit safety risks for vulnerable road users. Hot spot countermeasures are typically beyond routine maintenance but not large enough to be included in the Transportation System Plan (TSP) or programmed as an improvement in the Capital Improvement Program (CIP).

More information on the TSAP can be found [here](#).<sup>10</sup>

### *Active Transportation Plan (2015)*

The purpose of the Active Transportation Plan (ATP) is to identify key active transportation routes that connect destinations and communities in Clackamas County, both rural and urban. While the previous Bicycle and Pedestrian Master Plans provide a comprehensive assessment of bicycle and pedestrian transportation, the ATP focuses on the priority routes that connect communities – the "spine of the AT network". The ATP sets future pedestrian and bicycle infrastructure priorities by identifying 24 Principal Active Transportation Routes (PAT). The ATP contains three main sections:

1. Principal Active Transportation Routes: Detailed analysis of PAT routes, including project costs; route description; proposed facility types for various route segments; route map and description of existing facilities along the route.
2. Facility Design Toolkit: Catalog of pedestrian and bicycle facility types for a range of rural and urban settings. Each facility type includes a photo illustration; general description of the facility; dimensions and any design considerations unique to that facility.
3. Signage Plan: Description and location of amenities for PAT Routes. Recommended amenities include signage, informational kiosks and bike parking.

---

<sup>8</sup> <https://www.clackamas.us/engineering/walkbikevillages.html>

<sup>9</sup> P. 47: "Responding to location identified by Pedestrian/Bikeway Advisory Committee: Set aside funds to treat locations identified as problematic by the Pedestrian/Bikeway Advisory Committee."

<sup>10</sup> [https://www.clackamas.us/transportation/tsap.html#:~:text=Drive%20to%20Zero%20Safety%20Action%20Plan%20\(TSAP\)%20Overview&text=A%20survey%20of%20residents%20found,serious%20injury%20crashes%20by%202035.](https://www.clackamas.us/transportation/tsap.html#:~:text=Drive%20to%20Zero%20Safety%20Action%20Plan%20(TSAP)%20Overview&text=A%20survey%20of%20residents%20found,serious%20injury%20crashes%20by%202035.)

The six goals of the ATP include:

- **Active Transportation Infrastructure:** Plan an active transportation network consisting of multi-use paths, bikeways and walkways in Clackamas County to encourage more residents to bicycle or walk for recreation and transportation.
- **Connectivity:** Plan and develop the Principal Active Transportation routes to enhance connections to transit, schools, communities, town centers, shopping, employment, parks and other significant destinations within Clackamas County.
- **Tourism Development:** Create an active transportation system that will draw tourists and promote Clackamas County as a premier cycling destination in Oregon.
- **Accessible and Safe:** Build an active transportation network that is accessible and safe for all ages, abilities and incomes.
- **Improve Health:** Plan and provide infrastructure that allows people to safely walk, run or cycle for improved health.

### *Transportation System Plan (2013)*

The Clackamas County Transportation System Plan, Chapter 5 of the Comprehensive Plan, is the long-range plan that guides transportation related decisions and identifies transportation needs and priorities in unincorporated county. It includes sections devoted to various transportation modes: vehicle, transit, air, active transportation, etc. The TSP includes the Urban Planned Bikeway Network: Map 5-2a and the Rural Planned Bikeway Network: Map: 5-2b.

The TSP contains:

- Policies to guide county transportation decisions. Policies for seven topics or modes are presented, including active transportation.
- Project priorities: complete list of needed transportation-related projects to address gaps and deficiencies. The project list includes “stand alone” bicycle and pedestrian projects as well as capacity projects and safety projects. There are three priority tiers of projects.
- Maps and figures illustrating the location of project priorities. Maps are based on six geographic areas – Greater Clackamas Regional Center/Industrial Area: East County; Greater McLoughlin Area; Northwest County; Southwest County – Northern Portion; Southwest County – Southern Portion.

The goals of the Transportation System Plan include:

- Goal 1: Provide a transportation system that optimizes benefits to the environment, the economy and the community
- Goal 2: Plan the transportation system to create a prosperous and adaptable economy and further the economic well-being of businesses and residents of the County.
- Goal 3: Tailor transportation solutions to suit the diversity of local communities.
- Goal 4: Promote a transportation system that maintains or improves our safety, health, and security.
- Goal 5: Provide an equitable transportation system.
- Goal 6: Promote a fiscally responsible approach to protect and improve the existing transportation system and implement a cost-effective system to meet future needs.

### **Other Relevant County Plans**

#### *Climate Action Plan (anticipated 2023)*

To support a thriving economy and ensure livability for the generations to come, the Clackamas County Board of Commissioners set a goal for the county as a geographic area as well as to county government to become carbon neutral by 2050 and directed the creation of a Climate Action Plan (CAP) to outline the transformative changes needed to reach this goal. The CAP will identify actions to eliminate Clackamas County's negative contribution to climate change, while making investments that decrease everyone's costs and improve the environment over time. The result: a vibrant economy, improved health, protected lands, and a safe and thriving community. The CAP is ongoing and expected to be adopted in 2023. More information about the CAP can be found [here](#).<sup>11</sup>

### *Blueprint For a Healthy Clackamas County (CHIP) (2021)*

The Blueprint for a Healthy Clackamas County is the Community Health Improvement Plan (CHIP) in Clackamas County. It is a long-term, systematic set of actions to address public health problems identified in the Healthy Columbia Willamette Collaborative Community Health Needs<sup>12</sup> assessment and community feedback. The CHIP includes a policy lens to ground decisions in racial and health equity, use a trauma-informed approach, support health across the lifespan, and support climate action. The CHIP includes a goal on transportation: "Clackamas County has equitable transportation systems and community design that supports resident health, safety, and access to essential services." This goal includes four objectives:

1. Eliminate fatal and serious injury crashes by 2035;
2. By June 2023, actively change the way decisions are made based on health and equity impacts in three transportation policies, projects, or plans;
3. By June 2023, implement localized air quality improvement efforts in 80% of Health Equity Zones;
4. By June 2023, establish/expand one community-based partnership focused on reducing transportation and land use barriers to medical appointments and other determinants of health.

Relevant strategies include action on ongoing opportunities to incorporate community and health perspectives into decision making, advocating for roadway design standards, urban design standards, and land use zoning that encourage speeds appropriate for surrounding land use, and engaging in land use planning to create zoning and development strategies that support non-car travel.

## **Relevant County Documents**

### *Roadway Standards (2020)*

The Clackamas County Roadway Standards is a handbook for both roadway design and construction of public and private roadway improvements in Clackamas County. In general, all roads shall be designed and constructed to accommodate vehicles, pedestrians and bicycles according to the Clackamas County Roadway Standards.

The purpose of the standards is to:

1. Provide specific, consistent and acceptable road design and construction elements for applicants, developers and other private parties constructing or modifying road right-of-way facilities or on-site improvement which may require County permits.
2. Establish uniform criteria that provide flexibility in guiding the County's design and construction of its own facilities.
3. Allow for practical approaches to road design and construction challenges that provide the best fit solution given the realities of financial constraints and community context.

---

<sup>11</sup> <https://www.clackamas.us/sustainability/climateaction>

<sup>12</sup> <https://comagine.org/resource/740>

More information on the Clackamas County Roadway Standards can be found [here](#).<sup>13</sup>

### *Zoning and Development Ordinance (ZDO) (1994)*

The Zoning and Develop Ordinance (ZDO) includes regulations for land development and implements the policies and goals of the Comprehensive Plan. In September 1994, the ZDO was amended to implement requirements contained in Oregon's Transportation Planning Rule (TPR). These amendments included:

- New development is required to supply bicycle parking.
- Bikeways are required in the reconstruction and new construction of any street if a bikeway is indicated in the County Bicycle Master Plan.
- Bikeways shall be considered in the reconstruction or new construction of any other arterial or collector.
- Accessways for pedestrians and bicyclists may be required in new developments.

Relevant sections include:

- Section 1007: Roads and Connectivity is most relevant for the Walk Bike Clackamas Plan project. This section pertains to the design and construction of transportation system improvements required in conjunction with new development.
  - » Subsection 1007.04: Pedestrian and Bicycle Facilities contains provisions for pedestrian and bicycle facility design and requirements for construction, among others.
- Section 1007.09: Fee in Lieu of Construction: Allows developers to pay a fee (fee in lieu: FILO) instead of building sidewalks when certain criteria are met. The FILO program was created to provide funds to fill sidewalk gaps within the urban area and avoid constructing small segments of sidewalks where no future connection likely. FILO applies to partitions, detached single-family, attached single-family, two-family, three-family, manufactured dwelling and replacement dwelling permits. FILO program fees collected are placed in a Sidewalk Improvement Fund.
- Section 1007.10 states that fees shall be spent on sidewalk or pedestrian construction on local or collector roads within the UGB. An internal facing procedures document provides guidance on how to allocate FILO funds.

## **Other Regional Plans and Policies**

### *Metro Regional Mobility Policy Update*

The Regional Mobility Policy update is a joint project between Metro and Oregon Department of Transportation to update the policy and mobility measures to reflect the mobility standards and guide regional and local planning efforts in the Portland metropolitan area. It contains alternative mobility targets that reflect Metro's 2018 Regional Transportation Plan. Currently, as of September 2022, this policy has been drafted but has not been finalized. A draft of the policy can be found [here](#).<sup>14</sup>

Parts of Clackamas County are located within Metro's jurisdiction, hence the relevance to Walk Bike Clackamas. Specifically, this policy update applies to the throughways and regional arterials designated in the Regional Transportation Plan, including state and local jurisdictional facilities. A map of Metro's Regional Transportation

---

<sup>13</sup> <https://dochub.clackamas.us/documents/drupal/fc5951b3-7eab-424c-a4d2-b484220a3ffb>.

<sup>14</sup> <https://www.oregonmetro.gov/sites/default/files/2022/06/08/Discussion-Draft-Regional-Mobility-Policy-06082022.pdf>.

Plan can be found [here](#).<sup>15</sup> Specific to walking and bicycling, the policy defines the system completeness for each mode. See Table 3.

**Table 3. Draft System Completeness Elements for Pedestrian and Bicycle Modes, Metro Regional Mobility Policy Update**

Mode	System Completeness Element
Pedestrian	Provide complete network
	Provide adequate crossing spacing
	Provide adequate crossing treatments
	Provide a low-stress walking network to transit and essential destinations
Bicycle	Provide complete network
	Provide a low-stress bicycling network to transit and essential destinations
	Provide adequate bike parking at essential destinations

*Metro: Designing Livable Streets and Trails Guide (2019)*

In 2019, Metro released the Designing Livable Streets and Trails Guide that provides regional guidance on connecting land use and transportation with targeted outcomes. This guide includes a policy framework, design functions, design principals, and a performance-based design decision-making framework. The purpose of the guide is to support the implementation of Metro’s 2040 Growth Concept and the Regional Transportation Plan.

Given the inclusion of some of Clackamas County in the Metro region boundary and the urban growth boundary, adhering to these guidelines would benefit WBC. Guidelines span urban, suburban, and regional contexts, which is useful for Clackamas County. While it does not have binding policies that impact WBC, the guide is informative to street designs that benefit people walking and bicycling. Metro also expects projects that receive Metro Regional Flexible Funds (RFFA) to use designs that are compatible with the guide. More about the guide can be found [here](#).<sup>16</sup>

*TriMet Bicycle Plan (2016)*

With parts of Clackamas County located within TriMet’s service area, the TriMet Bicycle Plan could inform the development of Walk Bike Clackamas. The TriMet Bicycle Plan (2016) includes an evaluation of existing conditions for bicycles and TriMet, identifying needed policies and procedures, prioritized strategies and investments (including bike access and bike parking), program and policy recommendations, and implementation guidance. The plan identifies the Oregon City Transit Center in Clackamas County as a Tier 2 focus area. Additionally, Clackamas Town Center is identified as the first focus area to increase bike access. As a focus area, TriMet has identified projects in the area to support bicycle access to TriMet, including a planned project to construct a pedestrian and bicycle overpass over I-205, general wayfinding improvements, and providing a secure Bike & Ride bicycle parking facility. The plan includes six actions for integrating bicycles more into TriMet services. Recommended actions that pertain to WBC are: expanding bike parking, and encouraging partner

<sup>15</sup> <https://drcmetro.maps.arcgis.com/apps/MapSeries/index.html?appid=9057331682354a188ecec2688071239f>

<sup>16</sup> <https://www.oregonmetro.gov/tools-partners/guides-and-tools/guidelines-designing-livable-streets-and-trails>

agencies to provide or increase bike access on roadways. All actions are supported with implementation strategies. More information on the TriMet Bicycle Plan is located [here](#).<sup>17</sup>

### *TriMet Pedestrian Plan (2020)*

The TriMet Pedestrian Plan (2020) focuses on improving access to TriMet services through walking. With parts of Clackamas County located within TriMet's service area, the TriMet Pedestrian Plan provides informative information for the development of Walk Bike Clackamas. The plan includes a policy and institutional framework, summary or public input, and a robust data-driven project selection process with prioritization criteria. It also identifies pedestrian projects across the service area to address pedestrian gaps, including crossings. High-priority projects located within Clackamas County are concentrated south of West Linn, Milwaukie, and along the Clackamas River. The plan mentions TriMet's role in implementing these projects and emphasizes the value of partnerships to increase pedestrian access to transit. More information on the TriMet Pedestrian Plan is located [here](#).<sup>18</sup>

---

<sup>17</sup> <https://trimet.org/bikeplan/>

<sup>18</sup> <https://trimet.org/walk/#documents>