

## MEMORANDUM

June 2, 2023

To: Scott Hoelscher, Clackamas County  
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From: Talia Jacobson, Kerry Aszklar, AICP, and Wendy Phelps, AICP, Toole Design  
Project: Walk Bike Clackamas

**Re: Final Tech Memo #6: Pedestrian and Bicycle Supportive Programs**

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### Overview

This technical memorandum outlines potential programs for Clackamas County to consider leading or promoting to increase walking and bicycling throughout the county by funding, managing, or facilitating possible programmatic elements. Toole Design recommends that Clackamas County assess its internal resources, and those of its partners, to determine which programs should be included in the Walk Bike Clackamas plan. Not all programs have to have funding and resources in place to be included in the plan; some programs may be included in the plan for future implementation.

Potential programs for the Walk Bike Clackamas plan are categorized into three groups: events, campaigns, and mode shift. Table 1 summarizes the potential programs that Clackamas County could initiate or collaborate on with its partners. Potential programming is dependent on Clackamas County funding resources and staff capacity.

Program success is amplified when partnerships are leveraged. These partnerships could include local jurisdiction planning and public works departments, police and sheriff departments, Clackamas County Public Health, and advocacy/support organizations. Potential partnerships are listed in Table 1.

**Table 1. Summary of Potential Programs and Implementation Needs**

Potential Programs	County Role	Partners	Level of Effort	County Staff Capacity	Level of Impact	WBAC Support**	
<b>Events</b>	Open Street Events	Lead/Support	Nonprofits	Medium-High	+ 1/2 FTE	High	High
	School Zone Safety Campaign	Lead	Local agencies and nonprofits	Low	May require additional FTE*	Medium	High
<b>Campaigns</b>	No Parking in Bike Lane Campaign	Lead	Local agencies and nonprofits	Low	May require additional FTE*	Low	Medium
	Bicycle-Friendly Driver Campaign	Lead	Local agencies and nonprofits	Low	May require additional FTE*	Low	Medium
<b>Mode Shift</b>	Micromobility program	Lead/Support	Metro, local agencies	High	+2 FTE	Medium	Low
	Bicycle and Pedestrian County Program	Lead	Metro, local agencies	Medium-High	+ ½ FTE	High	n/a***

\*If all campaigns are implemented, one full time employee would potentially be needed to handle all three campaigns.

\*\*As indicated from committee members in the February 8 WBAC meeting.

\*\*\*Program was added after the WBAC meeting, and therefore committee members did not have the opportunity to express their feedback.

## Program Prioritization

While all these programs will help increase walking and bicycling across unincorporated Clackamas County, selecting programs that have the largest impact first can be helpful. Which programs to prioritize can depend on a variety of factors, one of which is whether the program aligns with Walk Bike Clackamas goals, as well as County capacity and resources to implement the program. Table 2 below summarizes the programs and whether they directly or indirectly support each goal. Table 1 on the previous page includes information on the possible level of County effort and the needed staff capacity to operate these programs successfully.

Based on program summaries and alignment with Walk Bike Clackamas goals, the County should prioritize the Open Streets Events program, the No Parking in Bike Lane Campaign, and the School Zone Safety Campaign.

Note, Goal 1 was originally “Safety and Accessibility,” but it was separated as two standalone goals after the WBAC meeting in February. The table below reflects these goals after they were separated.

**Table 2. Potential Programs and Walk Bike Clackamas Goals**

	Program	Goal 1: Safety	Goal 2: Accessibility	Goal 3: Connectivity	Goal 4: Sustainability	Goal 5: Equity	Goal 6: Health
Events	Open Streets Events	●	●	-	●	◐	●
	School Zone Safety Campaign	●	◐	-	-	◐	●
Campaigns	No Parking in Bike Lane	●	●	●	●	-	●
	Bicycle-Friendly Driver	●	-	-	●	-	-
Mode Shift	Micromobility Program	◐	◐	-	●	◐	-
	Bicycle and Pedestrian Count Program	◐	-	●	◐	-	◐

- Program supports WBC goal
- ◐ Program somewhat supports goal
- Program does not support goal

## Potential Programming

### Walk Bike Advisory Committee

Potential programs were presented at the second Walk Bike Advisory Committee (WBAC) on February 8, 2023, for committee members' feedback on what programs would be most impactful for the County to pursue. Committee members provided feedback via a Miro board, which is an online, interactive white board.<sup>1</sup> For images of this feedback, see the appendix.

Overall, WBAC members were asked for feedback on the programs presented and also asked what other programs the County should be exploring. Feedback on the presented programs is included within each program section. Additional program ideas that the committee suggested are listed here:

- “More communities need Shared Streets with reduced speed limits, repositioned stop signs, and speed bumps.”
- “Please educate contractors, public works departments, inspectors, utility companies on how to set up their traffic control work zones and keep bike lanes and sidewalks open.”
- “...and, stop placing trash cans, debris piles, storm drains, and other obstacles in cycling lanes.”
- “Safe routes to school/parks, but also shopping / errands”
- “Safe routes to jobs/transit.”
- “Manage bike/e-bike/walking traffic on multiuse paths.”

## Events

### Open Streets Events

Open Streets events are popular methods to encourage people to get on their bikes and have fun with their friends, family, and community members. Open Streets events are essentially a block party that closes a roadway to motor vehicles and only allows people to access the roadway using active transportation modes (walking, biking, skateboarding, scooters, etc.). Additional events that utilize Open Streets roadways to encourage people of all ages to walk, bike, scooter, and run for recreation and transportation (such as street markets, organized charity runs, or informational events) can be included in branded/ marketed events created by communities or events that already exist. Marketing ahead of time can generate a buzz within communities to encourage people to walk instead of drive. The street segment portions of the Oak Grove Trolley Trail Fest could serve as a Clackamas County model, with opportunities to organize Open Streets events that take place on roadways.<sup>2</sup>



**Figure 1. Open Streets events can provide fun spaces for people to walk, roll, or ride bikes.**

<sup>1</sup> [https://miro.com/app/board/uXjVPpx\\_3PY=/](https://miro.com/app/board/uXjVPpx_3PY=/)

<sup>2</sup> <https://www.hdog.org/events/oak-grove-festival>

Clackamas County could partner with local agencies on a rotating basis to organize Open Streets events. Showcasing newly installed or demonstrating proposed active transportation infrastructure could be part of the event.

This program may involve expanding the number of staff. Open Streets events, especially the first one, require a high level of coordination among County staff, local businesses, and the public. Large events are often made possible with the help of volunteers. With a well-documented process in place, future events may not require the same level of effort.

Feedback from the WBAC meeting indicated strong support for an Open Streets program. Commenters indicated that bicycling on streets without cars is impactful for people who are new to bicycling to learn in a car-free environment. Other comments mentioned making Open Streets events more accessible (commentor did not clarify whether “accessible” meant for people using wheelchairs or mobility-assisted devices, or more “accessible” in terms of reducing attendance barriers).

## Campaigns

### *School Zone Safety Campaign*

Clackamas County is currently active in promoting traffic safety through in-school education focused on high schools as part of its Drive to Zero Program. Additional campaign ideas include developing a school zone safety campaign, which would focus on safe driving behaviors for parents and other adults in addition to safe walking and bicycling access to schools. This campaign could include multiple materials, including articles in school newsletters, social media posts, yard signs, marquee signs, loudspeaker announcements within the school, and printed materials. In addition to the educational aspect, the campaign could employ an engineering effort to address roadway safety issues around schools, such as installing additional school zone speed signs, speed bumps, semi-permanent flex posts, and other treatments.

Clackamas County could partner with education districts as well as the County’s Safe Routes to School program to implement an educational campaign. This program may involve expanding the number of staff if this campaign is implemented in conjunction with other campaigns listed.

### *No Parking in Bike Lane Campaign*

This campaign would target illegal vehicular parking in bike lanes. Currently, some bike lanes appear as shoulders, so drivers illegally and perhaps unknowingly park in the bike lane. This campaign could coordinate with the County sheriff as well as pair with educational materials and “No Parking in Bike Lane” signage on roadways. Targeted enforcement does not have to be conducted solely by issuing citations. It can also focus on rewarding good behaviors, developing traffic safety advertising campaigns, and hosting safety-focused events. Clackamas County could assist and support local jurisdictions that implement good behavior awareness programs by supplying funding, incentives, or safety advertising campaigns. This program may involve expanding the number of staff if this campaign is implemented in conjunction with other campaigns listed.

Feedback from the WBAC meeting indicated support for enforcing laws requiring bicycle lanes to be kept clear.



**Figure 2. School Zone Safety campaigns can be a combination of education and enforcement.**



**Figure 3. Example material for educating road users on how to not block the bike lane.**

### *Bicycle-Friendly Driver Campaign*

The Bicycle-Friendly Driver campaign would focus on building driver awareness of bicycle infrastructure and how to safely drive on roads with bike facilities, as well as educate all users on rights and responsibilities. The campaign could include a suite of materials, including yard signs, social media posts, billboards, and radio ads. The tone of the campaign messages should be based on research that studies what type of messaging resonates with the public more and is more likely to influence behavior. An example of a bicycle-friendly driver campaign is Bicycle Colorado’s “Bicycle-Friendly Driver” program, which was launched in 2018 and has engaged numerous counties and cities around the state.<sup>3</sup>

Clackamas County could lead a coordinated campaign across the county at key locations, determined in partnership with local jurisdictions. The County could also develop and distribute materials for partner agencies to issue. This program may involve expanding the number of staff if this campaign is implemented in conjunction with other campaigns listed.

Feedback from the WBAC meeting indicated support for this type of campaign. One comment suggested the campaign focus on education to “help bicyclists/drivers understand others’ experience.” Another comment suggested broader education for people driving that is applicable to all locations, noting that every intersection is a crosswalk and that pedestrians have the right of way in those locations.

## **Mode Shift**

### *Micromobility Program*

Shared micromobility describes short-term bike, electric bike, or electric scooter rentals through a mobile app and information kiosks. To understand how micromobility could be a travel option in Clackamas County, the County could roll out a short-term pilot program in addition to looking at other county-level micromobility initiatives nationally to inform how to structure the program. Information from other programs could include factors such as how much they charge operators for permits, how they hold operators accountable for distributing vehicles to equity areas, and how they address parking issues. The micromobility program could build in requirements for vendors to assist with program operations, such as to partner with local organizations to offer educational events.

Micromobility devices could include or exclude a docking component for each mode, which could result in significant programmatic changes that impact user education and change the requirements for how much right-of-way space is needed.

Additionally, this program could provide public education as to how to ride micromobility devices, such as how to use them properly and safely on public streets, and how to park them correctly in ways that do not interfere with other modes.

This program could be integrated into the existing transportation demand management (TDM) program, and could also fold in equity considerations about where devices are located and how much they cost to use.



**Figure 4. A micromobility program could include e-scooters.**

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<sup>3</sup> <https://www.bicyclecolorado.org/initiatives/bike-school/bicycle-friendly-driver/>



The County could develop this program by building partnerships with micromobility vendors, conducting a feasibility study, establishing goals and program performance metrics, and creating an educational component in conjunction with vendors. This program may involve expanding the number of staff.

Feedback from the WBAC on a micromobility program was not strong. One member commented that a micromobility program would be challenging for unincorporated Clackamas County. Other comments spoke to the need to manage the speed of personal electric vehicles on trails. This effort could coordinate well with any micromobility speed messaging if the program happens. Another comment supported the County in exploring a micromobility program.

### *Bicycle and Pedestrian Count Program*

Collecting bicyclist and pedestrian count data throughout the county in both urban and rural settings is a useful foundation for other walking and bicycling initiatives in Clackamas County. Count data is valuable in understanding capital project success in terms of mode shift by tracking facility use over time and providing data to policy makers to support future walking and bicycling investments.

This program could build on existing automated trail counters located on the Trolley Trail and initial counts in 2022 at over 50 locations throughout the county using video technology. Opportunities to grow this program include not only expanding these existing count technologies, but to tap into other emerging data sources collectively referred to as “Big Data” that include crowdsourced data or GPS-tracking devices such as smart phones, watches, and fitness trackers.

Pursuing a count program would include making this data available to the public as well as to regional partners to build support for local policy and infrastructure changes. This program may involve expanding the number of staff.

This program was added as a potential program after the WBAC meeting and therefore no WBAC feedback is available to include.

## **Existing Programming**

During the WBAC meeting on February 8, some members also provided feedback on existing programming. That feedback is embedded into the programs below.

### *Safe Routes to School*

Safe Routes to School (SRTS) supports safe active transportation for students. The program aims to create safe walking, biking and rolling conditions for K-12 students structured around the Es of Safe Routes: engineering, engagement, enforcement, equity, encouragement, and evaluation.

The County currently has a grant from Metro that funds a SRTS Coordinator for Clackamas County. The grant is organized through the Street Trust, a non-profit partner for the County. The coordinator works with schools and local governments to prepare SRTS action plans, develop education programs, and provide incentives for students who walk and bike to school.

### ***Post-Crash Triage and Trauma Care Project***

A project internal to Clackamas County, as part of its safe systems approach to traffic safety, is building a multi-disciplinary, comprehensive learning process to understand serious and fatal injury crashes. This project is led by an internal Drive to Zero committee that includes staff from Public Works, Public Health, and the sheriff's office. Drive to Zero is a County effort to reduce fatal and serious injury crashes.

This project focuses on both preventative steps to address social behaviors and engineering designs that lead to crashes of all modes, with a focus on pedestrian crashes. The project also includes post-crash trauma support for families impacted.

This approach to crash evaluation could serve as a template for local jurisdictions to use, and could support a variety of potential educational campaign programs.

Currently, there are several action plans with elementary schools throughout the county. Due to secured funding, the County's SRTS program is expected to continue.

More information on Clackamas County's SRTS program can be found [here](#).<sup>4</sup>

Feedback during the WBAC meeting provided an opportunity for members to express further support or suggest changes to the current SRTS program. Those suggested changes included:

- Pairing SRTS with infrastructure changes
- Including traffic playgrounds
- Including police presence during school drop-off/pick-up
- Bike shares for school, in addition to a bike valet system that is similar to Oregon Health and Science University's Go by Bike
- Creating a bike bus (a group bike ride to school) that could also be subsidized

### *Crosswalk Safety Campaign*

This grant-funded Crosswalk Safety campaign is a collaboration between Clackamas County's Drive to Zero Program and its Safe Routes to School Program. This campaign will focus on a 15-month pedestrian safety campaign in partnership with local towns, police districts, and business districts to address the problem of failure to yield at a crosswalk for pedestrians.

Clackamas County will work closely with ODOT's pedestrian safety team to develop materials and hold supported events that target areas in the county that have the greatest number of pedestrian crashes and in areas that have higher rates of pedestrian crossings. This program is funded by the Oregon Department of Transportation.

Feedback during the WBAC meeting provided an opportunity for members to express further support or suggest changes to the current campaign. Those suggested changes included combining challenging crossing locations with educational campaigns for people walking about where to walk or cross.

### *Tourism Program*

The tourism program is a curated list of recreational rides that are included on the Clackamas County [Bike It!](#) map.<sup>5</sup> The program aims to "market" bicycle tourism with the [Mt. Hood Territory](#).<sup>6</sup> As of Winter 2023, the County is in process of updating the bike map.

This program collaborates with a series of bicycle ambassador rides within the county.

### *Safety Street*

Safety Street is an annual program that capitalizes on the opportunity to engage children (and parents) at the County Fair on traffic safety. The program typically reaches 2,000 children every year. Content expands beyond walking and bicycling and focuses on traffic behavior.

As a popular program with a far reach for interacting with children, there is potential for this program to expand. This program could potentially leverage programming and educational materials from the SRTS program as a way to scale up.

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<sup>4</sup> <https://www.clackamas.us/engineering/srts.html>

<sup>5</sup> <https://www.clackamas.us/engineering/map.html>

<sup>6</sup> <https://www.mthoodterritory.com/things-to-do/outdoor-recreation/biking>



### High School Traffic Safety Classes

Traffic safety classes for high school students include one-hour presentations that discuss the importance of driving safely. This includes driving in a pedestrian-friendly way. Classes are typically presented during health or physics classes. Additionally, high schools have an opportunity to request a motivational speaker who emphasizes the consequences of driving while under the influence. More information on these traffic safety classes can be found [here](#).<sup>7</sup>

### Slow Down Signs

“Slow Down” signs are yard signs for people to place on their property to encourage drivers to slow down. These signs are available free of charge to the public. (See Figure 5.) More information on the Slow Down signs can be found [here](#).<sup>8</sup>

### Transportation Demand Management

Transportation demand management (TDM) is the application of programs and activities to make it easier for people to travel without a single occupancy vehicle. TDM includes, but is not limited to, travel options such as van pools, commuter shuttles, bike parking, vehicle parking policy, and employer programs such as reduced transit pass. TDM solutions do not come packaged in “one-size-fits-all.” Therefore, the County has started a project to determine which TDM activities are most suitable, given unique geographic challenges and limited transit. The *Clackamas County Travel Options Action Plan* will identify strategies to help people living and working in Clackamas County better utilize the existing multimodal networks and provide direction on specific future TDM actions and programming for investment. The project will comprehensively plan travel demand management programming for urban Clackamas County and identify new, innovative opportunities to improve access and mobility.



Figure 5. The “Slow Down” yard signs, available to the public.

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<sup>7</sup> <https://www.clackamas.us/drivetozero>

<sup>8</sup> <https://www.clackamas.us/drivetozero>

## Appendix – Miro Board

Below are screenshots from the WBAC meeting feedback on programs. For full Miro board documentation, click here: [https://miro.com/app/board/uXjVPpx\\_3PY=/](https://miro.com/app/board/uXjVPpx_3PY=/). Note, Goal 1 was split into two goals. It was originally “Safety and Accessibility” but was separated as two standalone goals after the WBAC meeting in February. The material in this appendix reflects these goals as they were originally proposed as one goal.

**Kerry's Group**

**Frame 11: What programs do you think would be most impactful?**

- Reduce speed limits during the road construction and reduce any construction activity during school hours.
- Open Streets
- Safe Routes To School
- Open Streets: Bring on streetcars, cars in impact!
- crosswalk enforcement
- ...and, stop placing trash cans, dumpsters, signs, cones, and other obstacles in cycling lanes.
- request to stop... (unclear)
- Please educate contractors, public works departments, inspectors, utility companies... how to set up their traffic control work zones and keep bike lanes open, keep sidewalks open.

**Frame 13: Which programs should/should not be prioritized?**

**Frame 14: Which existing programs would you like to see improved?**

- Tell us how
- More communities need Shared Streets with reduced speed limits, repositioned stop signs, and speed bumps

**Frame 15: What other programs should the County be exploring?**

- Write your idea
- Bike Bus (subsidized)
- PEVs - personal electric vehicles (bikes, scooters, e-bikes, e-scooters, and motorbikes) are piling up on roads and paths. They need speed limits and shared routes like other vehicles.
- In Portland, businesses are required to offer alternate options other than single occupancy automobiles... Simply offering employees a safe secure place to store their bicycles during a work shift can really enable a cyclist.

# Jeri's Group

Frame 6

What programs do you think would be most impactful?

Open streets  
 Could help make it more accessible  
 Crosswalk compliance  
 Bicycle friendly drivers ESPECIALLY along with shared streets  
 Safe Routes to Parks  
 School zone safety school signs can often be done actively

Frame 8

Which programs should/should not be prioritized?

Priority: Signs or education to help businesses better understand street experience  
 Priority: Manage street snowmaking traffic on multiple paths  
 Don't prioritize Micromobility - maybe a big ask for unincorporated Clarkamas  
 Priority: Combine difficult crossings with education campaign about where to walk/cross

Frame 9

Which existing programs would you like to see improved?

Tell us how  
 Enforcing bike lane laws to keep them clear  
 Safe routes to school/parks, but also shopping / errands?

Frame 10

What other programs should the County be exploring?

Write your idea  
 Bike shares for school, bike water model similar to Go by bike  
 Traffic Playgrounds  
 More buses/schedules for AMM (workforce transportation/bike transport)  
 Free transit passes for high school students, large employers, multifamily housing  
 TDM, micromobility  
 Safe routes to jobs/transit

Frame 7

## Potential Programs and Draft WBC Goals

	Program	Goal 1: Safety & Accessibility	Goal 2: Connectivity	Goal 3: Sustainability	Goal 4: Equity	Goal 5: Health
Existing	Safe Routes to School	✓				✓
	Crosswalk Safety Campaign	✓		✓		✓
	Tourism Campaign/ Ambassador Rides				✓	
	Safety Street					
	High School Traffic Safety Classes	✓				
	Slow Down Signs	✓				✓
Potential	Events					
	Open Street Events					✓
	School Zone Safety	✓			✓	✓
	Campaigns					
	No Parking in Bike Lane	✓	✓			✓
	Bicycle-Friendly Driver	✓				
Crosswalk Compliance/Enforcement	✓	✓				
Mode Shift						
Transportation Demand Management	✓		✓			
Micromobility program			✓			