



**Clackamas County
Tech Memo #5:
Pedestrian and
Bicycle Goals,
Objectives,
Policies, and
Performance
Measures**

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INTRODUCTION

This technical memorandum identifies a set of goals, objectives, performance measures, and policies for walking and biking in Clackamas County. The draft goals, objectives, and policies are based upon Clackamas County's 2003 Bicycle Master Plan, 2003 Pedestrian Master Plan, Transportation System Plan (TSP), and Active Transportation Plan (ATP), and feedback from public engagement.

Goals, policies, and actions from the following plans are referenced in this memo:

- Bicycle Master Plan (2003)
- Pedestrian Master Plan (2003)
- Transportation System Plan (TSP) (2013)
- Active Transportation Plan (ATP) (2015)
- Drive to Zero Safety Action Plan (2019)
- Blueprint for Health (2020-2023)
- Performance Clackamas (2021)
- Transit Development Plan (2021)

Goals are general statements of desired outcomes of the community as a whole. **Objectives** help document steps needed to realize goals, or what Clackamas County will need to do to meet its goals. **Performance measures** are specific outcomes that can be monitored and measured to track how well the County is meeting the goals over time. The **mode share target** is a specific numerical goal to achieve in relation to a key performance measure. **Policies** are guidelines to support elected and appointed officials as they make decisions related to the goals.

WALK BIKE CLACKAMAS GOALS

The following draft goals, objectives, sample performance measures, and policies build upon relevant adopted Clackamas County plans, and reflect the County's more recent emphasis on priorities such as health, equity, and climate. Goals include:

- Safety
- Accessibility
- Connectivity
- Sustainability
- Equity
- Health

Policy recommendations are based upon active transportation policies from the TSP, best practices, survey results, and discussion with County staff.

Goal 1: Safety

Improve the safety of people walking and bicycling through safe street design and supportive programs.

Objectives

- Keep people walking and bicycling safe by:
 - Separating people walking, rolling, and bicycling from cars and trucks.
 - Improving street crossings.
 - Adding lighting to high-volume pedestrian areas and trails.
 - Providing dedicated space for people moving at different speeds, especially on shared paths with both people walking and using electric devices.
- Promote and sustain Safe Routes to School programs in all Clackamas County school districts.

Recommended Performance Measure

- Number of traffic crashes resulting in serious injuries and fatalities to people walking and biking
- Number of projects supporting Safe Routes to Schools Plans

Policy Recommendations

- Coordinate with pedestrian, bicycle, and trail master plans, as well as special transportation plans of the County, Oregon Department of Transportation, the United States Forest Service, Metro, and parks providers, to achieve safe and convenient crossings. Coordinate connections between *off-road* multi-use path and trail systems and *on-road* pedestrian facilities and bikeway networks.
- Update the county's safety action plan as needed and incorporate safety assessments and appropriate countermeasures into project development, design, and construction.
- Identify low traffic volume streets that are appropriate for signing as multimodal, *shared streets* to enhance safety and connectivity and to supplement the existing bikeway network.

Existing Relevant Clackamas County Safety and Accessibility Goals and Policies

- Bicycle Master Plan (2003)
 - Maintain bikeways to ensure safety and encourage use.
 - 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.
- Pedestrian Master Plan (2003)

- Provide a County-wide safe and convenient network of pedestrian routes and access integrated with other transportation modes.
- Keep walkways free of debris and in good repair in order to accommodate pedestrians conveniently and safely.
- Educate pedestrians, motorists, and bicyclists of their rights and responsibilities for pedestrian safety, and for sharing both on-road and off-road bikeways.
- TSP (2013)
 - Safety and Health: Promote a transportation system that maintains or improves our safety, health, and security.
 - Identify low traffic volume streets that are appropriate for signing as bicycle routes to enhance safety and connectivity and to supplement the system of bikeways found on the major street system.
- ATP (2015)
 - Accessibility and Safety: Build an active transportation network that is accessible and safe for all ages, abilities, and incomes.
- Drive to Zero Safety Action Plan (2019)
 - Safety should be a priority on every project.
 - Roadway design integrating pedestrian safety considerations by providing pedestrian infrastructure, encouraging slower motor vehicle speeds, and minimizing conflict points between people walking and people driving.
 - Roadway design integrating bicycle safety considerations by providing appropriate bicycle infrastructure, encouraging slower motor vehicle speeds, and minimizing conflict points between bicyclists and people driving.

Goal 2: Accessibility

Ensure walkways and bikeways are accessible for people of all ages, abilities, and incomes.

Objectives

- Repair and maintain existing sidewalks, trails, bikeways, ramps and wayfinding signs.
- Define an all-ages and universally designed routes for walking and biking through places with a concentration of community destinations.
- Create comfortable walking and biking connections to public transit.
- Provide end-of-trip and streetscape amenities to support people walking and bicycling.

Recommended Performance Measures

- Number of miles of designated walkways and bikeways (by facility type)
- Number/proportion of public transit stops and stations with walkway, bikeway, and crossing connections

Policy Recommendations

- Direct transportation investment to keep walking and biking facilities adequately maintained.
- Pair infrastructure changes with enforcement activities and messaging to communicate the importance of safety and access.

Existing Relevant Clackamas County Safety and Accessibility Goals and Policies

- Bicycle Master Plan (2003)
 - Provide a County-wide safe and convenient network of accessible bikeways integrated with other transportation modes.
 - Maintain bikeways to ensure safety and encourage use.
- Pedestrian Master Plan (2003)
 - Keep walkways free of debris and in good repair in order to accommodate pedestrians conveniently and safely.
- ATP (2015)
 - Active Transportation Infrastructure: Plan a comprehensive 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.
 - Accessibility and Safety: Build an active transportation network that is accessible and safe for all ages, abilities, and incomes.

Goal 3: Connectivity

Develop and maintain walking and biking routes that provide convenient and clear connections to important community destinations in Clackamas County.

Objectives

- Form connected networks of trails, sidewalks, and bikeways, including street crossings near places with concentrations of community destinations such as parks, natural areas, schools, commercial districts, and other destinations.
- Coordinate with and connect to existing and planned active transportation projects in incorporated areas within the county.
- Recognize the different facility design that may be needed in rural areas.

Recommended Performance Measures

- Increase in active transportation trips as a proportion of all trips in accordance with the Climate Action Plan targets (see *mode share* callout below)
- Destinations within ¼-mile of a low-stress walk shed or ½-mile bikeshed

Policy Recommendations

- Coordinate the development of pedestrian facilities and bikeways with neighboring jurisdictions and jurisdictions within the county.
- Install bikeways and informal walkways as part of the ongoing pavement maintenance program.
- Support bicycle and pedestrian projects that improve access to public transit stops and provide connections to significant local destinations.
- Identify primary connections in rural areas for bikeways.

Existing Relevant Clackamas County Connectivity Goals and Policies

- Bicycle Master Plan (2003)
 - Integrate bicycle facilities into all planning, design, and construction activities.
 - Increase the use of bicycles as a mode of transportation.
- Pedestrian Master Plan (2003)
 - Integrate pedestrian facilities into all planning, design, and construction activities.
 - Increase the use of walking as a mode of transportation.
- TSP (2013)
 - Rural: Support bicycle and pedestrian projects that improve access to public transit stops and provide connections to significant local destinations.
- ATP (2015)
 - Connectivity: Develop routes that provide connection to parks, town centers, businesses and other significant destinations in Clackamas County.
- Drive to Zero Safety Action Plan (2019)
 - Design for all expected users
 - Design appropriate infrastructure for people walking and biking.
 - Educate and inform users of infrastructure changes.
 - Enact roadway design standards that encourage vehicle speeds appropriate for the surrounding land use.
- Blueprint for a Healthy Clackamas County (2020 – 2023)
 - Residents in Clackamas County are connected to high quality comprehensive health care services that are reflective of community needs within each health equity zone.

Mode Share Target

The projects, programs, and policies that will be proposed through Walk Bike Clackamas will make it safer and more convenient to choose walking and bicycling for more trips throughout Clackamas County. According to the most recent Census data available¹, residents of working age in Clackamas County make 2.5% of their work commute trips by walking and bicycling. This ranks slightly below the average combined active transportation (walk+bike) mode share for all counties nationwide (3.0%), and well below the 5.0% average for all counties in Oregon and Washington.

Some primarily rural counties have a high active transportation mode share, which is likely due to population being concentrated in small towns which themselves may be highly walkable or bikeable. Clackamas County is setting mode share targets by 2040 through its Climate Action Plan specific to urban areas (56% non-drive alone trips) and as an entire county (43% non-drive alone trips). Walking and biking trip targets are 12% and 6% in urban areas and countywide, respectively.

1 – U.S. Census American Community Survey 2021 5-year Estimate, Table B08301. Reference workbook available [here](#).

Goal 4: Sustainability

Expand and promote active travel (walking and biking) options that optimize benefits to the environment, the economy, and community.

Objectives

- Encourage and support active transportation mode shift with educational campaigns, incentive programs, or community events.
- Include Complete Streets elements in street design and project delivery.
- Increase tree canopy and native, climate adapted and low impact development plantings along walkways and bikeways.¹
- Develop a transportation demand management program to focus on strategies to manage transportation choices and increase the appeal of walking, bicycling, and other non-single occupancy vehicle modes.

Recommended Performance Measures

- Number of short- and long-term (secure) bike parking spaces at significant local destinations

¹ U.S. Environmental Protection Agency. Urban Runoff: Low Impact Development: <https://www.epa.gov/nps/urban-runoff-low-impact-development>

- Percentage of population living within ¼-mile of All Ages and Abilities (AAA) bike network²
- Number of Safe Routes to Schools Actions Plans completed and projects support by SRTS Action Plans

Policy Recommendations

- Incorporate multimodal options and Complete Streets design into street maintenance and/or repaving projects.
- Improve connection between plans for multi-use paths and zoning development ordinance requirements for construction.

Existing Relevant Clackamas County Sustainability Goals and Policies

- TSP (2013)
 - Sustainable: Provide a transportation system that optimizes benefits to the environment, the economy, and the community.
 - Local Business and Jobs: Plan the transportation system to create a prosperous and adaptable economy and further the economic well-being of businesses and residents of the county.
- Performance Clackamas (2021)
 - By 2023, the Climate Action Plan is adopted for our community with specific recommendations to reach the goal of being carbon neutral by 2050.

Goal 5: Equity

Focus investments to ensure safe alternatives to driving regardless of age, race, income, gender, and ability.

Objectives

- Provide equitable access to active transportation facilities for all communities, especially communities of interest.³
- Improve access to job opportunities, medical care, local commercial services, and neighborhoods within communities of interest.
- Integrate equity into all aspects of the development, financing, and implementation of projects and programs.

² Contextual Guidance for Selecting All Ages & Abilities Bikeways: <https://nacto.org/publication/urban-bikeway-design-guide/designing-ages-abilities-new/choosing-ages-abilities-bicycle-facility/>

³ Communities of interest: Black people, Indigenous people, and People of Color (BIPOC); immigrants; people with limited English proficiency; low-income and low-wealth community members; low- and moderate-income renters and homeowners; people with disabilities; youth and seniors. For more detail, see the Walk Bike Clackamas *Title VI and Equity Assessment Memo*.

Recommended Performance Measures

- Number of traffic crashes resulting in serious injuries and fatalities to people walking and biking in areas with concentrations of communities of interest
- Proportion of priority projects in areas with communities of interest

Policy Recommendations

- Define data-based equity focus areas/geographic zones and use them for project prioritization.
- Develop equitable engagement protocol that includes people of all races, incomes, ages, and abilities; consider an equity task force for active transportation projects.

Existing Relevant Clackamas County Equity Goals and Policies

- TSP (2013)
 - Livable and Local: Tailor transportation solutions to suit the diversity of local communities.
 - Equity: Provide an equitable transportation system.
 - Coordinate the implementation of pedestrian facilities and bikeways with neighboring jurisdictions and jurisdictions within the county.
 - Ensure an opportunity for a diverse and representative citizen involvement in the county pedestrian and bicycle planning process by sponsoring the Clackamas County Pedestrian and Bikeway Advisory Committee (CCPBAC) as a forum for public input. Recruit representatives of transportation disadvantaged populations as part of this process. Monitor and update the Clackamas County Pedestrian Master Plan, Bicycle Master Plan, and Active Transportation Plan through data collection and evaluation, and review activities necessary to maintain and expand the programs established in these plans.
 - Support bicycle, pedestrian, and transit projects that serve the needs of transportation disadvantaged populations.
- Performance Clackamas (2021)
 - By 2026, 100% of County residents and businesses - where served - have access to safe and affordable infrastructure: multimodal transportation including roads, sewer and broadband services.
- Blueprint for a Healthy Clackamas County (2020-2023)
 - Access to Health Care and Human Services: Clackamas County has equitable transportation systems and community design that supports resident health, safety, and access to essential services.

Goal 6: Health

Plan and provide infrastructure that allows people to safely walk, run or cycle for improved health.

Objectives

- Prioritize active transportation networks and corridors that connect residents to medical care facilities, schools, parks and recreation facilities, and transit facilities to encourage an active lifestyle that will improve residents' physical and mental health.
- Encourage physical activity through active transportation for recreation, commutes, and other trips.

Recommended Performance Measures

- Number of schools with bike education program
- Rates for psychosocial health indicators, e.g., poor mental health days
- Rates of adults engaging in regular physical activity
- Activity counts on local trail counters

Policy Recommendations

- Identify objectives and policies to improve air quality and reduce unique or compounded health risks in communities of interest by investing in public facilities and promoting physical activity.

Existing Relevant Clackamas County Health Goals and Policies

- TSP (2013)
 - Safety and Health: Promote a transportation system that maintains or improves our safety, health, and security.
 - Support the continuation of the “Bikes on Transit” program on all public transit routes.
- ATP (2015)
 - Improve Health: Plan and provide infrastructure that allows people to safely walk, run, or cycle for improved health.
- Blueprint for a Healthy Clackamas County (2020 – 2023)
 - Access to Health Care and Human Services: Clackamas County has equitable transportation systems and community design that supports resident health, safety, and access to essential services.
 - Healthy Behaviors: Clackamas County creates and promotes opportunities for residents to participate in health promoting physical activity to lower the risk and complications of chronic disease. These opportunities exist at work, play, school, home, in neighborhoods and when in transit.

APPENDIX

Existing Goals and Objectives, Performance Measures, and Policies

Goals, policies, and actions from the following plans are referenced in this memo:

- Bicycle Master Plan (2003)
- Pedestrian Master Plan (2003)
- Transportation System Plan (2013)
- Active Transportation Plan (2015)
- Drive to Zero Safety Action Plan (2019)
- Blueprint for Health (2020-2023)
- Performance Clackamas (2021)
- Transit Development Plan (2021)

The following describes existing County goals related to walking and biking.

Bicycle Master Plan (2003)

Clackamas County's Bicycle Master Plan included the following goals:

- 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.

Pedestrian Master Plan (2003)

Clackamas County's Pedestrian Master Plan included the following goals:

- 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.

Transportation System Plan (2013)

The Transportation System Plan (TSP) includes the goals, non-drive-alone targets, and policies to support active transportation. Goals include:

- Sustainable: Provide a transportation system that optimizes benefits to the environment, the economy, and the community.
- Local Business and Jobs: Plan the transportation system to create a prosperous and adaptable economy and further the economic well-being of businesses and residents of the county.
- Livable and Local: Tailor transportation solutions to suit the diversity of local communities.
- Safety and Health: Promote a transportation system that maintains or improves our safety, health, and security.
- Equity: Provide an equitable transportation system.
- Fiscally Responsible: Promote a fiscally responsible approach to protect and improve the existing transportation system and implement a cost-effective system to meet future needs.

The TSP establishes the following year 2040 non-drive-alone targets for [growth concept design types](#).

Figure 1 Year 2040 Non-Drive-Along Modal Targets

Design Type	Non-Drive-Along Modal Target
Regional Centers Station Communities Corridors	45-55% of all vehicle trips
Industrial Areas Employment Areas Neighborhoods Regionally Significant Industrial Areas	40-45% of all vehicle trips

General Active Transportation Policies⁴

- Coordinate the implementation of pedestrian facilities and bikeways with neighboring jurisdictions and jurisdictions within the county.
- Ensure an opportunity for a diverse and representative citizen involvement in the county pedestrian and bicycle planning process by sponsoring the Clackamas

⁴ Clackamas County, *Transportation System Plan, Chapter 5*. Available at: <https://dochub.clackamas.us/documents/drupal/4f347d01-968b-47c4-ae92-7eaac0776a0f>

County Pedestrian and Bikeway Advisory Committee (CCPBAC) as a forum for public input. Recruit representatives of transportation disadvantaged populations as part of this process. Monitor and update the Clackamas County Pedestrian Master Plan, Bicycle Master Plan, and Active Transportation Plan through data collection and evaluation, and review activities necessary to maintain and expand the programs established in these plans.

- Support bicycle, pedestrian, and transit projects that serve the needs of transportation disadvantaged populations.
- Coordinate with pedestrian, bicycle, and trail master plans, and with special transportation plans of the County, Oregon Department of Transportation, the United States Forest Service, Metro, and parks providers to achieve safe and convenient crossings and off-road, multi-use path and trail systems connecting to on-road pedestrian facilities and the bikeway networks.
- Support the continuation of the “Bikes on Transit” program on all public transit routes.
- Inform property owners of their responsibilities for the maintenance of sidewalks and pedestrian pathways.
- Identify low traffic volume streets that are appropriate for signing as bicycle routes to enhance safety and connectivity and to supplement the system of bikeways found on the major street system.
- Rural: Support bicycle and pedestrian projects that improve access to public transit stops and provide connections to significant local destinations.

Active Transportation Plan (2015)

Clackamas County’s Active Transportation Plan sets forth the following goals:

- **Active Transportation Infrastructure:** Plan a comprehensive 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:** Develop routes that provide connection to parks, town centers, businesses and other significant destinations in Clackamas County.
- **Tourism Development:** Create an active transportation system that will be a draw for tourists and an opportunity to promote Clackamas County as one of the premier cycling destinations in Oregon.
- **Accessibility and Safety:** 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.

Drive to Zero Safety Action Plan (2019)

The Drive to Zero Safety Action Plan included the following principles and policies:

- Safety should be a priority on every project

- Design for all expected users
 - Design appropriate infrastructure for people walking and biking.
 - Educate and inform users of infrastructure changes.
 - Enact roadway design standards that encourage vehicle speeds appropriate for the surrounding land use.

Blueprint for a Healthy Clackamas County (2020-2023)

Blueprint for a Healthy Clackamas County included the following goals:

- Access to Health Care and Human Services: Clackamas County has equitable transportation systems and community design that supports resident health, safety, and access to essential services.
- Healthy Behaviors: Clackamas County creates and promotes opportunities for residents to participate in health promoting physical activity to lower the risk and complications of chronic disease. These opportunities exist at work, play, school, home, in neighborhoods and when in transit.

Performance Clackamas (2021)

The Clackamas County Strategic Plan Update includes the following priorities and goals:

- Honor, Utilize, Promote and Invest in our Natural Resources: The abundant natural resources in both urban and rural areas of Clackamas County provide extraordinary economic and recreational opportunities. A balanced sustainable approach to our natural resources will generate prosperity and help secure and conserve those resources for future generations.
 - By 2023, the Climate Action Plan is adopted for our community with specific recommendations to reach the goal of being carbon neutral by 2050.
- Build a Strong Infrastructure: Ensure long-term investments in infrastructure that will support the diverse needs of Clackamas County residents, including: a thriving economy, living wage jobs, housing and transportation alternatives, and a healthy environment.
 - By 2024, funding for the next phase (from 122nd-172nd) of the Sunrise Gateway multimodal corridor improvements will be committed from federal, state, regional and local funding sources.
 - By 2026, 100% of County residents and businesses - where served - have access to safe and affordable infrastructure: multimodal transportation including roads, sewer and broadband services.
- Build Public Trust through Good Government: Public trust is the currency of good government. Clackamas County will design and deliver services that make a difference and measure our effectiveness in terms of results for our customers. We will listen, be accountable and deliver what we promise. When we allocate resources,

they will be tied to results that matter. Updating the County Courthouse will ensure that key public safety services are safe and accessible to all residents.

- By July 1, 2022, the County’s budget will be structurally sound, sustainable, and 100% tied to results.
- By 2024, County policies and decisions, service delivery, and Board deliberations will be equitable, inclusive and transparent.

Transit Development Plan (2021)

Clackamas County’s Transit Development Plan included the following goals:

- Enhance Connectivity.
- Prioritize Equity, Health & Safety.
- Promote Sustainability.
- Improve Customer Experience and Mobility.