



DRAFT MEMORANDUM

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Project #: 18005

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Oregon Department of Transportation (ODOT) Region 1

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Project: ODOT Region 1: Active Transportation Needs Inventory

Subject: Stakeholder Interview Summary

INTRODUCTION

The Oregon Department of Transportation (ODOT) Region 1 is working to create safer, more walkable and bikeable networks in communities across the region. According to ODOT's Key Performance Metrics Report, less than half of ODOT's highways in urban areas currently have sidewalks and bicycle lanes. The Oregon Transportation Plan sets a goal of completing the state biking and walking network by 2030, but adequate funding is not available to meet this target. ODOT Region 1 is developing an Active Transportation Needs Inventory (ATNI) to assess gaps in the existing system and strategically identify future projects that provide the greatest benefits for various users. The ATNI will be completed in two phases.

- Phase I will update ODOT's inventory of pedestrian and bicycle facilities (e.g., sidewalks, bicycle lanes, shared use paths) and identify gaps on ODOT Region 1 highways. The updated inventory data will be incorporated into ODOT's statewide database.
- Phase II will evaluate needs identified during Phase I and create a framework for identifying projects to advance as future funding opportunities become available.

As part of Phase I, the project team is conducting a series of stakeholder group interviews with local jurisdiction partners and stakeholders listed below to share information about the project scope, schedule, and process and obtain initial feedback. By January 6, 2015, the project team had hosted 21 interviews (over 215 people total), including the following groups:

- Oregon Bicycle and Pedestrian Advisory Committee
- ATNI Project Management Team (PMT) and Technical Advisory Committee (TAC)
- Multnomah County Bicycle and Pedestrian Advisory Committee
- Portland Bureau of Transportation Active Transportation and Planning Staff
- Portland State University (PSU) / Transportation Research and Education Center (TREC)
- TriMet Staff

- Bicycle Transportation Alliance (BTA)
- Portland Pedestrian Advisory Committee
- Clackamas County Transportation Planning and Traffic Engineering Staff
- Metro Transportation and Land Use Staff
- Oregon Public Health Staff
- Clackamas County Transportation Advisory Committee
- Mt Hood Bicycle/Pedestrian Coalition
- Portland Commission on Disability
- Historic Columbia River Highway Advisory Committee
- Washington County Transportation Planning and Engineering Staff
- Travel Oregon Staff
- Oregon Walks
- Clackamas County Bicycle and Pedestrian Advisory Committee

The project team has the following additional stakeholder group meetings planned after January 6, 2015:

- Washington County Coordinating Committee Transportation Advisory Committee (January 28)
- Lake Oswego Transportation Advisory Committee (January 14)
- Portland Pedestrian Advisory Committee (second meeting – January 20)
- Safe Routes to School Partnership (January 22)
- Intertwine Regional Active Transportation Forum (January 27)
- Cycle Oregon Kick-off (February 4)
- Multnomah County Bicycle and Pedestrian Advisory Committee (second meeting – February 11)
- Portland Active Transportation Brown Bag presentation (February 19)
- East Portland Action Plan (February 25)
- ODOT Asset Management Steering Committee (TBD)
- ODOT Planning Business Leadership Team (TDB)
- Beaverton Bicycle and Pedestrian Advisory Committee (TBD)
- Tigard Bicycle and Pedestrian Advisory Committee (TBD)
- Hillsboro Transportation Advisory Committee (TBD)
- Portland Bicycle Advisory Committee (TBD)

A Virtual Open House is planned for February/March 2015 and will be open to the general public.

This memorandum (Deliverable 2.4f) summarizes the input received during the stakeholder interviews to date and is organized into the following sections:

- Common questions and topics discussed most frequently
- Input on policy related to this project and future efforts
- Input on potential evaluation criteria for use in Phase II of the project
- Input on data attributes for future data collection and project evaluation efforts

COMMON QUESTIONS AND TOPICS

The project team recognized a number of topics that came up in multiple stakeholder interviews. This section summarizes those topics and outlines the project team's current approach on the proposed process for the purposes of this project.

What facilities are being inventoried?

This project is focused on completing the inventory of active transportation facilities along ODOT highway segments in Region 1. ODOT completed an inventory of most of its mainline facilities in 2009; however, data is missing on some highway segments, as well as on most connectors (grade separated crossings of urban freeways), urban freeway ramps, and frontage roads. This project will complete the existing data for bicycle and pedestrian facilities along roadways.

The project will also consider shared-use paths or local roadways that parallel interstates or expressways. It will primarily rely on existing data sources, such as Metro's Regional Land Information System data, for shared use path and local facilities. If project budget and schedule allow, the project will collect attributes on existing midblock and unsignalized crossings.

Will this project result in a list of top priority projects?

The goal of the project is not necessarily a list of top priority projects. Instead, the project will result in a tool that ODOT Region 1 staff can use to identify:

- needs that will be most competitive for certain funding sources;
- needs that most effectively make progress towards statewide goals; and
- needs that can be met in conjunction with other ODOT projects.

What about crossings?

Stakeholders were concerned about crossings of ODOT facilities in Region 1. Many stakeholders raised the point that ODOT facilities can often be barriers to connected local networks for pedestrians and bicyclists if crossings are not provided.

The primary focus of this project will be to complete inventory data for roadway segments and evaluate the gaps and deficiencies on those segments against a range of criteria. With regard to crossings, this inventory project will focus on crossing needs already identified in adopted local jurisdiction plans. Future ODOT Region 1 Active Transportation efforts can build on this initial inventory to identify and evaluate additional crossing needs to further improve connectivity in local pedestrian and bicycle systems.

How are the gaps and needs defined?

Stakeholders were interested in understanding the process ODOT would use to define needs in this project, given that some areas currently have no facilities, others have a shoulder only, and other areas may have undesirable facilities.

This project will define three tiers of “needs” for roadway segments. Bicycle and pedestrian needs will be determined separately. The three tiers are as follows:

- Tier 1: Facility Gap – no facility is present for given mode.
- Tier 2: Functional Deficiency – a facility exists, but it does not meet ODOT minimum standards for the roadway characteristics, based on Tables 13-1 and 13-3 of the Highway Design Manual (HDM). In addition to the facility type and width, a facility will be considered functionally deficient if it is in “poor” pavement condition (on a scale of good, fair, poor).
- Tier 3: Plan Deficiency – a facility exists and meets ODOT minimum standards, but does not meet the adopted local or facility plan (e.g., a standard bike lane exists, but a protected bikeway is the preferred facility identified in the local TSP).

This project will only identify geographic *needs* – locations on the existing system that are not meeting ODOT standards and local needs of pedestrian and bicyclists using the system. The ATNI will not identify facility types or design details for meeting these needs.

What happens when ODOT minimum standards and local plans/desires do not match up?

Stakeholders noted that local jurisdiction visions, and in some cases standards, did not always match ODOT minimum standards. Stakeholders noted that in these cases, particularly where jurisdictional transfer is a possibility, it does not make sense to build to an ODOT minimum standard sidewalk or bike facility.

The ATNI will evaluate all pedestrian and bicycle network needs along ODOT Region 1 highways, regardless of right-of-way ownership or maintenance responsibility. This phase of the ATNI will also identify adopted local jurisdiction plans related to ODOT facilities and will incorporate those local plans into the process for identifying needs. This will allow for the consideration of the local jurisdiction plans and standards if/when the identified need proceeds into project development.

What about Americans with Disability Act (ADA) Accessibility?

Stakeholders noted that there are often issues with ADA accessibility even when sidewalks are present due to sidewalk and ramp slopes, lack of pedestrian ramps, obstructions in the sidewalk (e.g., undesirable horizontal clearance), and slopes of driveway accesses crossing the sidewalks.

The scope, schedule, and budget of this phase of the ATNI does not allow the project team to inventory for ADA accessibility. However, ODOT Region 1 does have an existing inventory of pedestrian curb

ramps. ODOT is also currently developing a pilot project to determine the resources needed to inventory ADA compliance of ODOT sidewalk segments and update the existing curb ramp inventory at the statewide level.

How do the outcomes of this project relate to funding?

Stakeholders discussed the relationship of the ATNI to potential funding sources, including the Statewide Transportation Improvement Program (STIP) Enhance and Connect Oregon. One concern was raised that the ATNI list of needs could become the de facto list of STIP Enhance projects.

The goal of the project ultimately is to enhance the ability of ODOT Region 1 staff to identify the highest needs and match those needs with appropriate funding sources, based on the evaluation of each need. However, it does not represent a de facto list of priorities for the STIP Enhance funds, given that it will only cover Region 1 and will only include projects on or parallel to ODOT facilities.

How does this project relate to the statewide pedestrian and bicycle plan?

The two projects are happening at the same time and the project teams are coordinating regularly. The Oregon Bicycle and Pedestrian Plan will not include an inventory of existing facilities nor a list of needed improvements. Two ways in which the projects relate most closely are:

- Discussions and findings from the ATNI may help inform some of the policy considerations at the statewide level.
- Goals from the Statewide Plan will influence the selection of evaluation criteria for the ATNI.

POLICIES

Discussions with stakeholders also revealed an opportunity to consider policies related to the provision of pedestrian and bicycle facilities on ODOT highways. A summary of stakeholder suggestions related to potential policy action is contained herein. Implementing statewide policy change is beyond the scope of the ATNI, but these recommendations will be forwarded to the team developing the statewide Pedestrian and Bicycle Modal Plan. Recommended strategies to address these issues at the regional level will be included in the final ATNI Implementation Guidance Memo, as appropriate.

Integrating health measures and outcomes into transportation planning.

Stakeholders noted that health and transportation is an emerging area of focus for transportation agencies across the country and that this is an area ODOT may consider exploring as it relates to policies for planning, funding, and project development.

Operational changes or programmatic approaches instead of physical improvements.

Stakeholders suggested that policy could be modified to consider making operational and functional changes instead of physical improvements. Some of the operational changes discussed included the potential to lower the speed limit, increased enforcement on state highways, and increased penalties for drivers at fault in crashes involving a pedestrian or bicyclist.

Additions or changes to highway design standards.

Stakeholders suggested that ODOT could consider added flexibility of design standards based on project context to incorporate emerging and innovative treatments for pedestrians and bicyclists, such as those found in the National Association of City Transportation Officials (NACTO) guides. Stakeholders were interested in having a clearer process and guidelines for considering and implementing “road diets” on ODOT highways. They also expressed interest in further segmentation of the shared lane standard for bicyclists on roadways with a posted speed of 25 mph or less, noting that the average daily traffic (ADT) and percentage of heavy vehicles can have an impact on the quality of the facility for bicyclists.

It would also be helpful if the Oregon Bicycle and Pedestrian Plan were to clarify the definitions of urban, suburban, urban fringe, developed area, etc. since they are used to set the design standards in the Oregon Highway Design Manual, and to update those standards where appropriate.

Consider changing the Key Performance Metric (KPM) for bicycle and pedestrian facilities.

ODOT’s KPM for pedestrian and bicycle facilities measures the percentage of ODOT facilities in urban areas with bicycle lanes and sidewalks. In 2007, when ODOT first calculated this metric, it was at 47 percent. However, most recently, the percentage had decreased to 42 percent for two primary reasons.

- ODOT has transferred ownership to local jurisdictions on many facilities after adding bicycle lanes and sidewalks.
- The urban area has been expanding, leading to more facilities being included in the calculation. Most of these facilities were previously rural and therefore do not have sidewalks and bicycle lanes on them.

Stakeholders noted that the existing KPM does not allow ODOT to take “credit” for adding facilities and therefore does not reflect the progress that has been made.

Follow local standards if they exceed ODOT minimum standards.

Local jurisdiction stakeholders expressed a desire for ODOT to consider a policy of following local jurisdiction standards in areas where those standards exceed ODOT’s minimum standards for bicycle and pedestrian facilities. They noted this policy would be particularly helpful on highways that are

candidates for jurisdictional transfer, because they would result in transfer of a roadway that meets local standards.

Management of rural shared use facilities.

Stakeholders expressed some concern about the management of shared use paths in rural areas, noting that these facilities require management as a transportation facility to serve as such. Transferring management to the Parks Department, one option for the Historic Columbia River Highway trail, may result in a different style of management.

Clarify inclusion of ODOT facilities in local jurisdiction plans.

Many local jurisdiction stakeholders expressed some confusion about whether or not they should include ODOT facilities in their local plans. They noted that direction from ODOT was not clear about the extent to which local jurisdictions should include guidance in terms of local desires, facility types, functional classification, crossing locations, and other details about ODOT facilities.

STIP evaluation process – projects of “statewide significance”.

Stakeholders were interested in the STIP project evaluation process and in how a renewed focus on projects of statewide significance would impact pedestrian and bicycle projects. Some stakeholders noted that the statewide significance criterion may make it more difficult for local jurisdictions’ bicycle or pedestrian projects to be competitive, since few would be considered of statewide significance.

EVALUATION CRITERIA

Phase II of the ATNI project will evaluate the identified needs using a set of criteria and create a framework for identifying projects to advance as funding becomes available. In the stakeholder meetings, the project team discussed potential evaluation criteria to understand which criteria are most important and which criteria have been evaluated through other planning processes. Metro performed a detailed analysis as part of the Regional Active Transportation Plan, and several local jurisdictions have conducted suitability analyses for bicycle and pedestrian facilities.

The ATNI project ultimately will seek to expand and build on work that has already been done rather than reproducing efforts. In addition to considering input from stakeholders, the selection of evaluation criteria will also reflect goals developed as part of the Statewide Pedestrian and Bicycle Plan.

The following preliminary list represents the criteria suggested in stakeholder meetings, grouped according to the Statewide Pedestrian and Bicycle Plan draft goal that each criterion best represents. Appendix A includes a broader list of potential measures, drawn from stakeholder interviews and a review of other planning efforts and/or funding sources. The ATNI PMT will select a smaller subset of

measures to use in the evaluation of the identified needs after obtaining further input from the TAC and SAC at meetings in January.

Safety

- Crash rates
- Number of crashes
- High crash corridors
- Vehicle speeds
- Perceived safety (Average Daily Traffic (ADT) / Number of Lanes)

Mobility & Efficiency

- Crossings on all legs of signalized intersections
- Network density / Link:node ratio
- Route directness

Accessibility & Connectivity

- Density of land uses
- Future transit network
- Proximity to transit stops or corridors
- Proximity to essential destinations
- Future land use plans
- Segments where there are not alternate routes, especially grade-separated crossings of limited access facilities.
- Topography resulting in undesirable grades

Community & Economic Vitality

- Proximity to schools (district overlay or hazard bussing)
- Scenic byways
- Population density
- 2040 town centers/station areas

Equity

- Presence of vulnerable users
- Proximity to health/treatment/services facilities
- Metro's social equity index
- Demographic factors
- Serves all ability levels
- Urban, rural, and suburban areas

Health

- Strava data to find recreational routes in rural areas
- Health impacts
- Level of Traffic Stress
- Proximity to parks

Sustainability

- Greenhouse gas emissions reductions

Strategic Investment

- Project feasibility
- Reduce need to expand motor vehicle capacity
- Project costs

Coordination, Cooperation, and Collaboration

- Priority in local jurisdiction plans
- Regional Active Transportation Plan classification
- Opportunity to leverage private development or other funding partnerships

ATTRIBUTES FOR FUTURE DATA COLLECTION EFFORTS

Stakeholders shared ideas for additional data attributes that would be useful in needs evaluations. The schedule and budget of this project is limited to collecting the attributes currently in ODOT's existing inventory. However, future efforts will consider the potential to add attributes to the existing data. The following attributes were suggested in discussions with stakeholders:

- Illumination
- Signing and striping
- Presence of shared lane markings
- Drainage infrastructure
- Sidewalk slope
- Slopes of drivewalk crossings
- On- and off-ramp crossings
- Local road networks
- Presence and type of sidewalk obstructions
- Railroad crossings
- Date of recent construction or maintenance

NEXT STEPS FOR STAKEHOLDER INVOLVEMENT

A meeting of the full stakeholder advisory committee (SAC) is scheduled for January 20, 2015. At this meeting, stakeholders will discuss the completed needs data inventory, which will show the three tiers of need, including facility gaps, functional deficiencies, and plan deficiencies. Stakeholders will also make recommendations on evaluation criteria to be used in Phase II of the project. ODOT Region 1 staff will continue to engage stakeholders regularly at existing scheduled staff and committee meetings.

Appendix A Complete Evaluation Criteria
and Measures Matrix

