

A G E N D A

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



METRO

TEL 503-797-1540 FAX 503-797-1793

MEETING: BLUE RIBBON COMMITTEE FOR TRAILS

DATE: Monday, November 10th, 2008

DAY: Monday, 4:00-6:30 p.m.

PLACE: Metro Council Chambers/Annex

NO	AGENDA ITEM	PRESENTER	ACTION	TIME
	CALL TO ORDER	Yaden		
1	Committee communications of non-agenda items	All	Discussion	4:00 p.m.
2	Approve meeting summary. Questions / comments about agenda	Yaden	Discussion	4:05 p.m.
3	Report on Amsterdam / Copenhagen	Yaden	Presentation	4:15 p.m.
4	Review case and strategy	Yaden	Presentation	5:00 p.m.
5	Discuss next steps	Yaden	Discussion	5:30 p.m.
6	Adopt final report	Yaden	Action	5:55 p.m.
7	Metro Council President response	Bragdon	Response	6:00 p.m.
8	Announcements and closing comments	Yaden	Announcement	6:15 p.m.
9	Final adjournment	Yaden	Action	6:30 p.m.
10	Reception	All	Have fun	6:30 on

UPCOMING MEETINGS:

none

For agenda and schedule information, call Lake McTighe at 503-797-1560. e-mail: lake.mctighe@oregonmetro.gov

THE CASE FOR AN INTEGRATED MOBILITY STRATEGY

WALKING AND BIKING OFFER AN IMMEDIATE OPPORTUNITY TO TACKLE KEY CHALLENGES

Congestion, climate change, burdensome fuel costs, lack of funding to even maintain roads, concern about making sure our transportation investments build, rather than destroy, communities—these challenges make it plain to each of us in our daily lives that the times are changing.

The good news is that we can take one relatively small step that will attack every one of these problems. It won't work overnight and it won't solve everything, but it will set us on a path towards a transportation network that is truly earth and community friendly. It is a policy that brings smiles to commuters, kids and communities (as well as taxpayers!)

Our region already has a good start, with Portland the most “bike friendly” city in America. But with smart investments in a network of routes and trails for biking and walking, in ten years we can more than double the number of people who choose to walk or bike. People like us in cities around the world with climates and hills as challenging as ours have done it. Their air and water are cleaner, their communities are stronger, and they are more active and healthy as a result.

It is time.

It will work.

“We must recognize that we are on the cusp of a new wave of transportation policy. The infrastructure challenge of President Eisenhower's 1950s was to build out our nation and connect within. For Senator Moynihan and his colleagues in the 1980s and 1990s it was to modernize the program and better connect roads, transit, rail, air, and other modes. Today, the challenge is to take transportation out of its box in order to ensure the health, vitality, and sustainability of our metropolitan areas.”

Robert Puentes, Brookings Institution, *A Bridge to Somewhere: Rethinking American Transportation for the 21st Century*

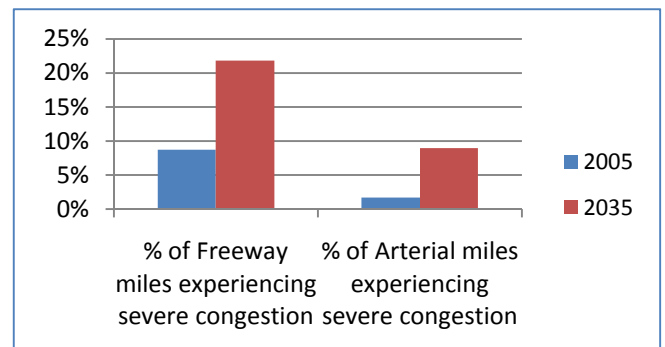
WHY ENCOURAGE BIKE AND PEDESTRIAN TRAVEL NOW?

INVESTMENT PRODUCES ENVIRONMENTAL, LIVABILITY AND FINANCIAL RETURNS

NON-MOTORIZED TRAVEL REDUCES CONGESTION

Thirty years from now, one million more people are expected to call the Portland region home. During this time, car traffic is expected to grow by nearly half, while truck traffic will more than double. The percentage of roadways experiencing severe congestion is expected to quintuple from 2% today to 10% by 2035. Increasing congestion has real economic costs. Dedicated facilities for pedestrians and cyclists frees roadways for other users.

Projected Growth in Congestion in Portland Region

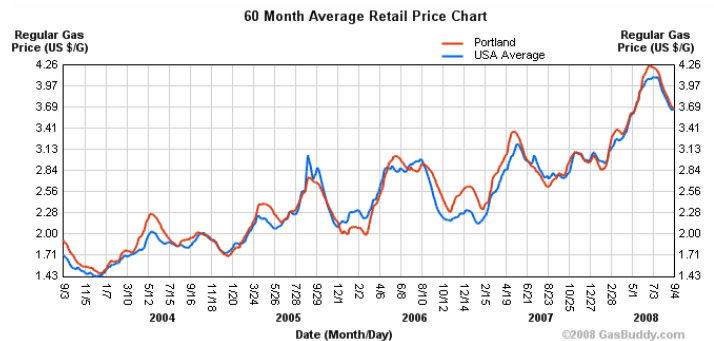


Bicycling and walking reduce congestion by replacing cars on short trips, increasing use of public transportation and by stimulating compact, mixed use development.

NON-MOTORIZED TRAVEL IS INEXPENSIVE

Transportation is second to housing as a proportion of household budgets and fuel costs have risen from 3% of household expenditures in 2002 to 8.5% as of June 2008, putting an increasing strain on resident's budgets. Bicycle and pedestrian infrastructure saves public dollars as well. A lane of roadway will accommodate five to ten times more pedestrian and bicycle traffic than driving and the cost of bicycling and pedestrian infrastructure is just a small fraction of that of building highways. Trails and paths can also be efficient connections to transit, reducing the need for expensive and land-gobbling park-and-ride stations.

Portland and US Gas Prices

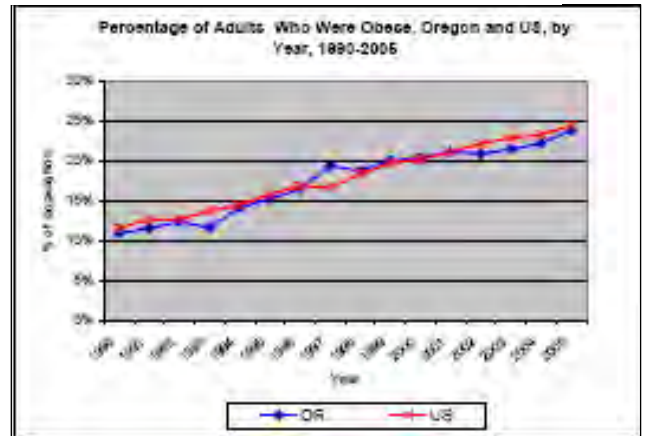


Those households that rely on walking and cycling as their primary means of travel save an average of \$694 per month. (www.gasbuddy.com)

NON-MOTORIZED TRAVEL IMPROVES HEALTH AND REDUCES HEALTH CARE COSTS

Americans' lack of physical activity is leading to an increase in a variety of health conditions including hypertension, cancer, heart disease, diabetes, and obesity, which will soon eclipse tobacco as the number one preventable cause of death in the United States. Studies have shown that people living in communities with walking and cycling facilities walk and cycle more. Bicycling and walking offer a way to integrate physical activity into busy schedules, and have been demonstrated to improve these conditions as well as to contribute to emotional well-being.

Rates of Obesity are Rising in Oregon and US

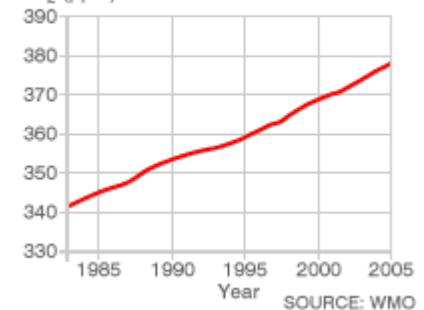


Those households living near a greenway are more likely to meet CDC health guidelines (CDC, Rails To Trails Conservancy). Chart source: Oregon Department of Human Services

NON-MOTORIZED TRAVEL REDUCES GREENHOUSE GAS EMISSIONS

Greenhouse gas emissions are causing climate change, which leads to environmental and economic disruption and threatens our health and well being. The transportation sector is responsible for 38% of greenhouse gas emissions. Any strategy to address climate change requires reducing energy consumption in this sector. Bicycle and pedestrian transportation must be a key element in our region's strategy to increase the share of total trips made by bicycle and by foot. The Rails To Trails Conservancy estimates that bicycling and pedestrian travel can offset between 3 percent and 8 percent of greenhouse gas emissions of US cars and trucks.

GLOBALLY AVERAGED CO₂ 1983-2005



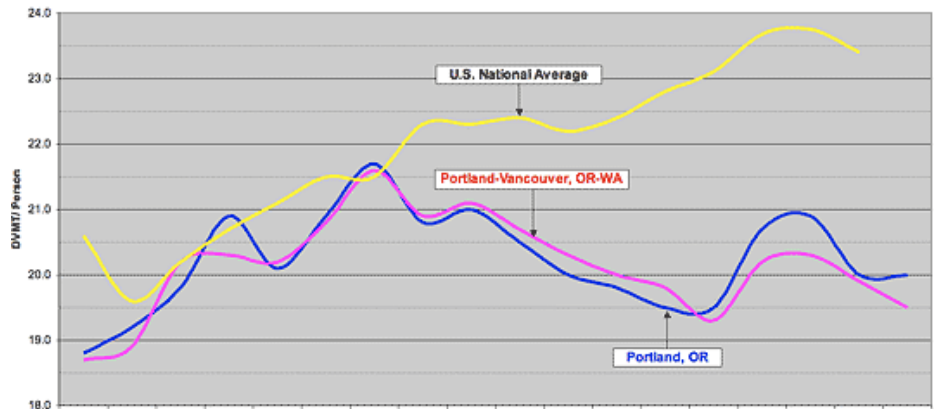
Every 1% increase in miles traveled by bicycle or on foot instead of by car reduces our region's greenhouse gas emissions by .4%. (Chart: World Meteorological Organization)

NON-MOTORIZED TRAVEL FOSTERS DYNAMIC, MIXED-USE COMMUNITIES

Non-motorized travel encourages a diverse mix of housing, shopping, restaurants, workplaces and recreation in convenient proximity. Residents that walk or ride tend to patronize small businesses, buying in smaller quantities but making more frequent purchases than motorists. This pattern of commerce supports small, community-based businesses and leads to a dynamic community environment. Motorists in such communities also benefit from shorter distances between services, which leads to fewer vehicle miles traveled per person.

Few Transportation Options and Dispersed Growth Leads to Increased Auto Use Nationally

VMT Per Person: 1990 To 2007



Motor vehicle miles traveled per person are increasing nationally. The Portland region has shown it is possible to counter this trend through compact growth and by providing transportation options. (Chart source: FHWA, ODOT, WDOT)

THE SPECIAL CASE FOR GREENWAYS

GREENWAYS PROVIDE PREMIER ROUTES AND DISTINGUISH THE REGION

Some greenways connect population centers with a non-motorized, natural corridor that provides an unrivaled commute experience. Other Greenways connect the best natural gems our region has to offer and draw both residents and visitors for long recreational excursions. In either case, Greenways play a special role in the region's mobility strategy.

- Greenways are like parks. They are places for families and friends to be together and places to find solitude and connect with nature. But unlike parks, they facilitate travel through the urban area, from neighborhood to neighborhood, or from park to school, or from home to work.
- Greenways are like roads. They give us a way to get where we need to go. But unlike roads, they are built for nonmotorized travel and so they are safer, less stressful and truly enjoyable. They are places where you can experience the wind in your hair or the sun on your shoulders as you travel.
- Greenways are like public squares. They are places for community to gather and can be good locations for shops, restaurants, museums, benches, fountains or works of art. But unlike public squares they extend in either direction as gateways to additional urban and natural experiences.
- Greenways are like a local gym, except that the scenery is better and you can exercise while you get to work rather than before or after.



Greenways may pass through a park, natural area or stream corridor. The land may be newly developed, but usually it is redeveloped, having been formerly occupied by a railroad, highway, or other transportation route. Many greenways in urban centers or developed areas are linear parks. Greenways are the premier travel corridor for walking and riding because they are safe and fast, and because they offer a natural experience that is removed from the noise and frenzy of the urban environment.

WHY THE PORTLAND REGION?

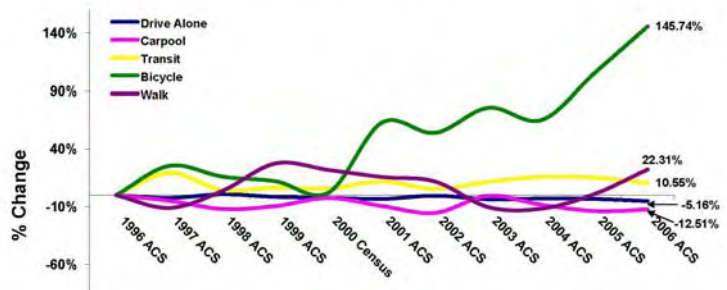
PORTLAND UNIQUELY QUALIFIED TO UNDERTAKE THIS STRATEGY

RESIDENTS ARE CHOOSING NON-MOTORIZED TRANSPORTATION WITH INCREASED FREQUENCY

An active, outdoor-oriented culture, sustainability consciousness, and strong civic and elected leadership position the Portland Region to lead the nation in implementing a nonmotorized transportation strategy. In the city, bicycling to work increased 146% between 2000 and 2006 despite accounting for only 0.7% of the Portland Office of Transportation's capital budget. Travel by bike and foot now makes up as much as 9% of total commute trips in the city, and just under 5% in the metropolitan region as a whole. In 2008, Portland became the first major city to be designated by the League of American Bicyclists as a platinum level bicycle friendly community. The City of Beaverton has been awarded Bronze status. The region's strong transit system is a key asset that positions the Portland region to lead a bicycle and pedestrian strategy.

Finally, the Metro, local governments and nonprofit groups have proposed an exemplary network of greenways that span the region and provide opportunities for connection with the region's rich natural heritage. These routes are in varying stages of development, with many in the advanced stages of planning and ready to proceed.

**% Change by Mode:
US Census Means of Transportation to Work
1996-2006**



Relatively small investments have led to significant increases in travel by bicycle in the City of Portland over the last eight years. Many residents would consider the bicycle for transportation if they felt safe, pointing to the need for investments in safe routes as a key to further increases.

SOLUTION REQUIRES A MORE INTEGRATED APPROACH TO MOBILITY

A FOUR PRONGED STRATEGY IS NEEDED

Our nation's overwhelming emphasis on one mode of travel has created stark inefficiencies and negative side effects. A regionwide network of on-street and off-street bikeways and walkways integrated with transit and supported by educational programs would make travel by foot and bike safe, fast and enjoyable. Such a system would take walking and cycling well beyond the exclusive domain of avid cyclists and the courageous to become a practical and preferred option for average residents. This is well within reach if we achieve four things:

1. ORGANIZE LEADERSHIP

The strategy requires public and private leadership with interagency staff support.

- **Form a Caucus of Elected Leaders.** Caucus members will make a commitment to champion the strategy. Members of the caucus agree to support the strategy's themes and direction. There will also be opportunities to help support specific proposals at the local, regional, state and federal levels.
- **Establish a Leadership Council.** The council will be made up of civic and business leaders that make a commitment to support the caucus of elected leaders and serve as third party validators when the caucus is presenting proposals, making presentations, or involved in campaigns for elements of the strategy.
- **Create an Interagency Staff Team.** Staff from interested cities, counties, state agencies and Metro will form an interagency team to support the work of the Caucus of Elected Leaders and the Leadership Council.
- **Model Cross-Discipline Integration at Metro.** Cycling and walking, and particularly off-street trails, have in the past been treated as minor transportation facilities, with a divide between park and transportation planning. This schism reduces the functionality of the region's transportation system, limits options and increases costs. The aesthetic, recreation, health and ecological objectives associated with cycling and walking, which have been the traditional responsibility of parks bureaus and associated policymaking bodies, need to be acknowledged and fully

integrated with transportation and mobility objectives, which are the purview of transportation departments. Metro should model the organizational changes that are necessary to integrate bicycle and pedestrian facilities planning with planning for other modes and encourage this integration within other jurisdictions in the region.

2. DEMONSTRATE POTENTIAL

There is excellent work going on across the region building trails, transit and bicycle/pedestrian facilities. Plans are in place, they are coordinated through the Regional Transportation Plan (RTP) and, as a region, our accomplishments are nationally significant. However, institutional traditions marginalize the planning, funding and development of trails and other bicycling and pedestrian infrastructure, resulting in weak coordination or even competition among these facilities.

The strategy's leadership must establish recognition among elected officials and influential organizations and committees that walking and cycling are serious transportation options. Such recognition stems from a realistic understanding of the return on investment such a system could have for our communities, our economy, and the environment. Nothing substitutes for results. Strategy leadership will showcase existing results as well as champion demonstration projects that take bike and pedestrian travel to new levels. Three pilot projects are envisioned:

Urban. Complete a well-designed and well-connected nonmotorized transportation project within a single urban "commute shed." Partner with area businesses to provide education and encourage use. For example, develop a trail that connects a regional center with the central city and provide associated on-street feeder routes and transit connections to substantially increase bicycle and pedestrian commuting within a targeted area.

Suburban. Partner with TriMet and area businesses to create an integrated bicycle/transit strategy for a geographically-defined area in the suburbs. For example, develop on and off-street bicycle and walking paths that feed a transit node. Provide safe, dry bicycle parking at the transit node. Make an agreement with area businesses to encourage their employees to use the facilities. A partnership with transit is critical in the suburbs, because distances between population and employment centers can be too long for bicycle travel (greater than 30 minutes by bike), but can be well served by transit.

Greenway. Identify a demonstration project that would link together key natural attractions to create a unique urban/natural experience. This would be a greenway of exceptional quality that can serve as a day or multi-day excursion for residents and visitors.

Actions required are as follows:

- **Select Demonstration Areas.** A committee will be formed to select three demonstration areas: an urban, a suburban and a recreational greenway. The areas will be based on the extensive data and research that has been compiled through the Blue Ribbon Committee for Trails process, and will draw from existing transportation plans. The committee will meet three times to complete the selection by early 2009.

- **Secure Federal and State Funds.** The Caucus of Elected Officials and Leadership Council will advocate for funding for the demonstration areas in upcoming legislative sessions at the state and federal levels.
- **Build Demonstration Projects.** The goal is to begin moving demonstration areas forward in 2009.

3. REDUCE COSTS

Federal and state standards set up for road construction complicate the construction of off-street bicycling and walking trails and add an estimated 30% to their cost. The barriers generally relate to procedures in place to support highway construction that don't adapt well for trails, such as cumbersome acquisition requirements that give the impression that a condemnation is about to take place; time consuming change order reviews because standards for roads aren't appropriate for trails; redundancy of effort to fulfill local, state and federal requirements; and excessively time consuming paperwork for intergovernmental agreements, accounting and project closeout.

A key element of the strategy is to bring these costs into line. Federal funding is administered through ODOT. Eliminating these barriers will involve working with ODOT staff, the Oregon Transportation Commission, state legislature and federal congressional staff.

- **Convene an "Oregon Solutions" style Cost Reduction Project.** Strategy leadership would convene agencies involved in trail construction to identify opportunities to streamline, fastrack and reduce costs and implement solutions.

4. DEVELOP SYSTEM

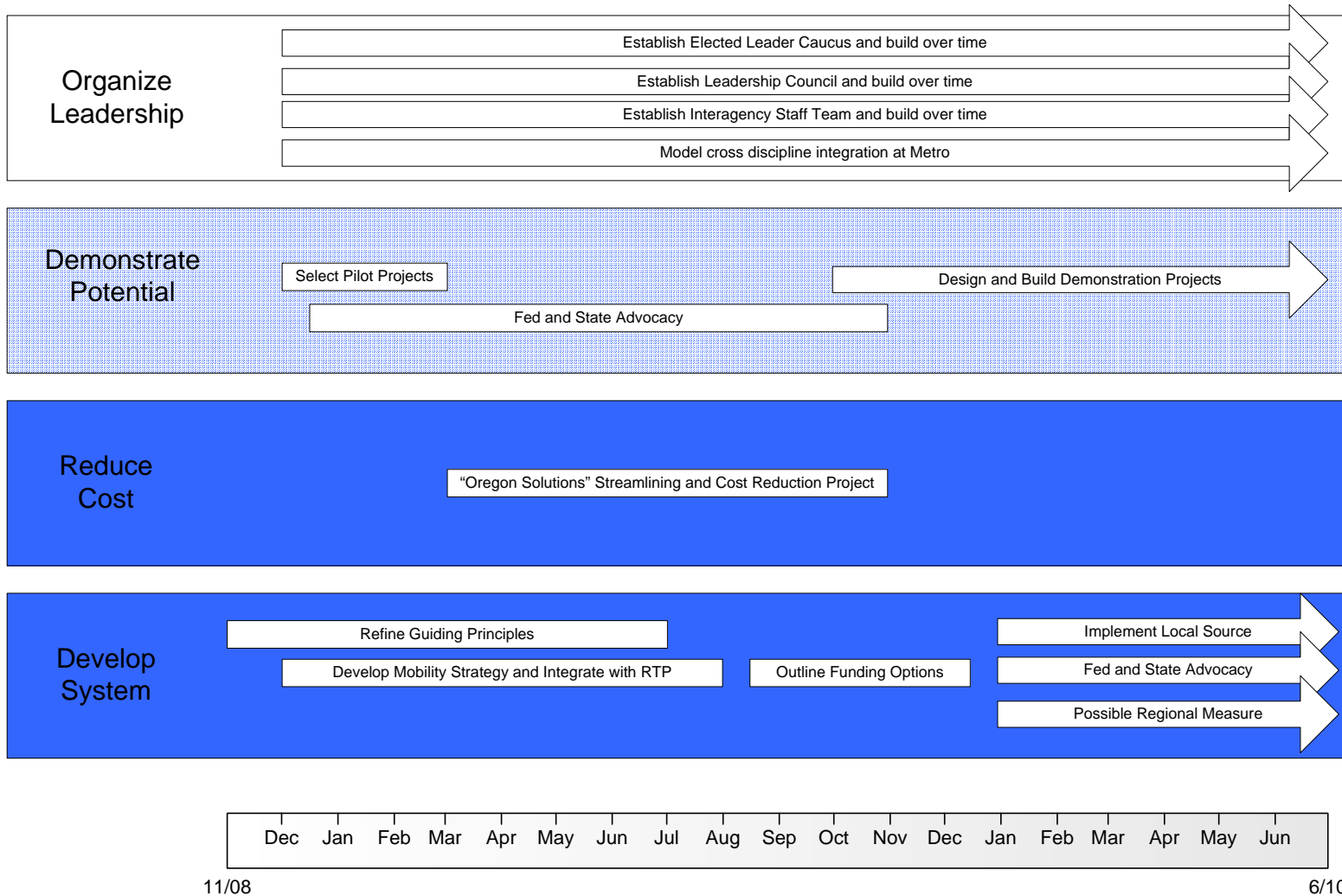
Strategy leadership will work towards a regional mobility strategy that fully integrates walking and cycling into the region's transportation plans. The Regional Transportation Plan (RTP) is now being updated and so the timing for such an integration is excellent.

- **Refine Guiding Principles.** A work group will refine the guiding principles that will guide the development of the region's bicycle and pedestrian system. A preliminary list, developed during the work of the Blue Ribbon Committee for Trails, is provided in a later section of this document.
- **Develop Mobility Strategy and Integrate with Regional Transportation Plan.** Inclusion in the Regional Transportation Plan qualifies projects for federal funding.
- **Create Safe Crossings.** Work with the Oregon Department of Transportation to create a "safe crossings" initiative that addresses bicycle and pedestrian crossings. Areas where trails cross arterials or highways are particularly challenging. Crossings are in the right-of-way and so are eligible for gas tax investments and are key to protecting the safety of those who travel by bike and by foot.
- **Design Funding Package.** A staff team will outline a broad strategy for funding the mobility strategy identifying a target amount to be raised at the local, regional, state and federal levels and suggesting sources and a time frame for these amounts.

Final Draft ~ November 3, 2008

- **Implement Local Source.** It is likely that the funding package will require a local match from system users. This source will need to be identified and implemented.
- **Secure State and Federal Funds.** Strategy leadership will advocate at the state and federal level.
- **Implement a Regional Measure.** A regional ballot measure or other source may need to be implemented.

Portland Region Bicycle and Pedestrian Strategy



COSTS ARE SMALL RELATIVE TO OTHER OPTIONS

THE FINANCIAL INVESTMENT REQUIRED IS WITHIN THE REGION'S CAPACITY

NEAR TERM (CAPACITY) \$118,000 / YEAR

Project management and technical staff support would include:

- **Project management.** Provide support to the Caucus of Elected Leaders and Leadership Committee and serve as lead staff to the Interagency Staff Team. Direct overall strategy effort and provide staff leadership to key initiatives outlined in this document.
- **Demonstration areas.** Scope and Develop demonstration project proposals, support selection process.
- **Funding.** Develop materials, coordinate with partners and orchestrate advocacy for federal and state funding.
- **Fast tracking and Cost Reduction.** Provide technical and project management support to Oregon Solutions to complete an interagency cost reduction project.
- **System Development.** Coordinate development of the mobility strategy, facilitate integration of bicycle, pedestrian and trail plans with plans for other transportation modes.

The above is in addition to staff currently available at Metro and other governments in the region who will participate in the interagency staff team. The roles outlined above will be needed for two years at a total cost of \$236,000.

MID TERM (DEMONSTRATION AREAS) \$50 – 75 MILLION

The urban, suburban and greenway demonstration areas have not been identified. However, a reasonable estimate for urban, suburban and greenway demonstration areas, including design, permitting, bidding, and construction is \$50-75 million.

LONG TERM (SYSTEM) \$300 MILLION TO \$1 BILLION

A fully functioning bicycle and pedestrian system, built over the coming decades, is likely to cost between \$300 million and \$1 billion depending on the ultimate scope desired. To achieve this, the pace of investment must be increased over the current rate. For example, an average of only \$2.8 million per year in regional transportation funds are spent on urban multi modal trails. In the context of the region's overall investment in public transportation facilities of approximately \$630 million per year, a \$300 million investment over a span of ten or more years should not be out of range.

APPENDIX: NOTES ON FUNDING

A NEAR TERM OPPORTUNITY WITH THE FEDERAL REAUTHORIZATION

The 2035 Regional Transportation Plan (RTP) identifies a \$7B gap for capital and \$6B gap for operations and maintenance of the transportation system across the region. Federal transportation funding has been the primary source of trail, bike and transit planning and construction. This funding is likely to remain key to urban mobility projects and competition for these funds is keen.

Congress reauthorizes the federal transportation bill every six years. As the next scheduled reauthorization approaches in 2009, revenues are down and needs are up. Success in obtaining an increased level of trails funding will depend on building alliances and lobbying effectively. Specifically:

- Participate in shaping Metro's federal transportation agenda in coordination with JPACT and the Regional Transportation Plan.
- Build support from a variety of constituencies across the region for urban mobility projects
- Build alliances with trail supporters in other Oregon communities
- Build on Rails to Trails Conservancy (RTC) national "2010 Campaign for Active Transportation"
- Identify federal earmarks and advocate for them with Oregon's Congressional delegation
- Participate in the Bike Summit in Washington D.C., March 2009 and 2010

Timeframe: Now through 2010. (Note: while the transportation bill is scheduled to be reauthorized in 2009, the last reauthorization bill was late, and knowledgeable observers believe it is likely that this bill will not be completed until 2010.)

Outcomes: Trails and other bicycle and pedestrian facilities are seen as integral elements of a transportation system that responds to a range of current and future challenges. The City of Portland and the Portland region are successful in lobbying for \$100M from the transportation reauthorization in coordination with RTC. Traditional sources of federal trails funding (MTIP, TE) are expanded.

STATE FUNDING OPPORTUNITIES ARE WORTH PURSUING IN 2009

State funding has not been strong for either urban transportation trails or recreation trails. State gas tax revenues cannot be used outside the road right-of-way, and lottery funds, which can be used for trails, are likely to be scarce in 2009 due to the ailing economy as well as ballot measures that may have dramatic effects on the state budget. However, several factors suggest it may be timely to pursue state funding in 2009. These factors include a multi-stakeholder effort to pass a significant transportation funding package, heightened concern over gas prices and climate change, and potential reauthorization of Measure 66. There are several arenas to pursue.

Transportation-related

- The Governor’s Vision Committee is considering a proposal to allocate up to \$20M annually across the state for trails and bicycle facilities.
- The Legislature doesn’t necessarily follow the Governor’s budget and is important to get in front of Legislative committees.
- A proposed third round of funding for multimodal transportation investments, the so-called ConnectOregon program, provides a logical legislative vehicle and funding structure for trail investments.

Recreation-related

Measure 66 is up for reauthorization in 2014 and may be under discussion sooner, possibly in 2009. A strategic approach is needed to secure a portion of these funds for scenic greenways.

Outcomes: Active transportation and scenic greenways are recognized as legitimate elements of a complete transportation system and receive state funding accordingly. Pilot projects have been funded by the state and are successful in demonstrating the need for bicycle and pedestrian facilities coordinated with transit. Consistent funding sources, at appropriate levels, are dedicated to these projects.

NEW FUNDING

The level of public support needs to be tested for new funding opportunities:

- **Voter-approved Funding.** Review the field of upcoming ballot measures and evaluate the potential for a mobility focused measure.
- **Potential for Bicycle Community Contribution.** Pursue a contribution or registration fee for bicycles to engage cyclists and to address concern, however mistaken, that cyclists don’t carry their weight. This may be an important equity effort, rather than a key funding source.
- **Potential for Regional and Local Funding.** There may be traditional funding sources that could contribute to the funding mix. All have many competing priorities and the associated institutional hurdles. However, the case should be made for non-motorized mobility with sources such as urban renewal, transportation and parks systems development charges, and local gas taxes.

APPENDIX: PRINCIPLES FOR DEVELOPMENT

Demonstration areas will test and refine a set of principles that can then guide the development of a region-wide system. Based on the work of the Blue Ribbon Committee for Trails and the German Marshall Fund study tour to Amsterdam and Copenhagen, the following principles are suggested as a point of departure:

- Focus on the users experience over their entire trip. Working with the “total trip” experience requires not just transportation engineering but landscape and recreational planning expertise.
- Connectivity is key. Coordinate on-street, off-street, and transit facilities within key transportation corridors. Determine a range of mobility options to serve the corridors.
- Factor health, the environment, personal and public costs, convenience, the travel experience and community health into investment decisions.
- Consider the pattern of development and respond with effective mobility strategies; urban solutions are likely to be different than suburban solutions.
- Emphasize bicycle trails and routes to connect population and employment centers that are accessed with a 30 minute ride.
- Set Priorities. Focus on completing or a few commute sheds at a time. Build regional equity into the sequence, so each part of the region gets a turn. This is similar to the way light rail was developed—first the east, then the west, then north, then airport, then south...
- Provide separated bicycle and pedestrian facilities in high-volume corridors.
- Set high standards for both the quality of the travel experience and a unified way finding system.
- Consider principles used in Europe that the system should be coherent, direct and easy, safe and secure, self-explanatory, comfortable and attractive.
- For greenways, the quality of the experience, the destinations, and the opportunities along the route to enjoy nature are all important. The process also has a focus on development of tree canopy and understory for wildlife habitat with special sensitivity to stream bank conditions. The balance between providing access to nature while preserving fragile habitat and ecosystems requires judgment that must be further developed. The Portland region will be positioned as a national model on achieving the right balance.

Inventory of Barriers to Trail Development

October 9, 2008

The Blue Ribbon Committee requested an honest inventory of barriers to trail development. The following two-pages summarize barriers. A more detailed inventory of barriers is available on request.

Trails, framed with bike/ped facilities and connections to transit, have the potential to be important infrastructure but they are not perceived as such. This really is the overarching barrier. Specifically trails are a minor topic for transportation planning and a minor topic for parks. Each of the topics below reflect this weakness.

Funding Barriers

Consistent funding has been lacking and funding amounts are low. This means years are spent seeking multiple grants to piece together enough funding for short segments of a trail. Specifically:

- Competition for transportation funding is keen. The 2035 RTP identifies \$7B gap for capital and \$6B gap for operations and maintenance. Revenues are down, needs are up.
- Gas tax funds can only be used in rights-of-way. This allows funding, at low levels, for bike boulevards but precludes off-street trail, further separating these two related facilities.
- Park funding is very limited and trails are typically a small subset of funded projects. Trails may poll well, but are a small portion of actual projects.

Federal Requirements Barriers

There are significant barriers to the efficient use of federal funds. Local practitioners estimate a 30% premium. Barriers generally include:

- Cumbersome and disadvantageous acquisition requirements
- Duplication of effort to fulfill local and federal parameters
- Time consuming change order reviews because standard details for roads aren't appropriate for trails

- Excessive and overly specialized paperwork: prospectus, IGA, project billing and accounting, inspection and project closeout

Institutional Barriers

- Trails are studied, designed and constructed within park bureaus, funded through transportation bureaus. This creates a division in perspectives.
- Trails, transit and on-street bicycle facilities are often planned and advocated for separately.

Decision-making Barriers

- Eminent domain is typical for transportation project, but not for park projects
- TPACT and JPACT are gatekeepers for federal funds and may or may not have participants who place a priority on trails
- Transportation Enhancement Funds committee has no representation from our region and state-wide funds give no consideration to proportion of population.
- Railroad and Utility Easements operating under state and federal laws have strict requirement on trail access.
- Oregon State Bike and Ped Grants are eligible for work within the right-of-way and therefore preclude much trail work.

Permitting Barriers

Environmental permitting can take up to a year or more for trails. Streamlining this process, while respecting the intent, will reduce costs.

Construction Bidding Barriers

There is an estimated 15% premium on publically bid projects. There are public requirements, potentially important for the workforce, on contractors and that drive up the costs. There are also ODOT bid requirements that increase costs. The discussion of alternatives to traditional bids is difficult and brings up union and fair wages issues.

Status of Trail Acquisition

The first year following the passage of the bond measure was spent coordinating and negotiating with ODOT to ensure that trail acquisitions could be certified to meet the federal right of way acquisition guidelines. We received ODOT approval in June 2008.

To date the natural areas bond has resulted in acquisition of 7 properties which may have a future trail component. Metro staff are currently in discussion with several landowners in various target areas that have a trail component. Staff have a real estate negotiator who is dedicated to trail right of way acquisition and have added a trails planner who is providing technical support on acquisition priorities and specific right of way needs.

One challenge has been that that master plans are done at a fairly coarse scale. The general location of the trail is identified but specific alignments are not necessarily clear. When the negotiator goes out on the ground there is a set of specific and technical questions that need answers. For example, how wide, does it need to be fee title, can we work around that telephone pole or do we need a wider right of way--these are a small subset of the types of questions we need to answer before we can proceed. Due to federal guidelines, staff cannot talk about value with the landowner until they have already sent the landowner a copy of the appraisal for their property, which means that small trail segments require a lot of investment up front even before determining whether there is a willing seller. The addition of a trail planner should help meet some of these challenges. Still, the pace of trail right of way acquisition is slowed by these constraints.



Connecting Green | Trails

Meeting Six Homework (Last One!)

Part I: Identify how you would like us to involve you in the future

As of November 10th, you will have fulfilled the commitment to six meetings that you made to us. Our hope was that you would help us set direction and create momentum, which you have more than fulfilled. We would love to have you play a role in this project in the future, if you are interested. Please write how you would like us to work with you in the future.

<p>Homework Assignment</p> <p><input type="checkbox"/> Write a few notes about how you would like us to involve you in the future.</p> <p><input type="checkbox"/> Jot down two things that you think we did well, and two things that could have been improved.</p>
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- We plan a Caucus of Elected Leaders that champion the principles outlined in our case statement. If you are an elected leader, would you like to be part of this caucus? What role would you like to play? What ideas do you have for how the caucus should work?
- If you are not an elected leader, are you interested in being part of a Leadership Council? Members of the leadership council may be asked to help testify at legislative committees, call key legislators or congress people, or meet with elected leaders or staff.
- Would you like to help us pick demonstration projects? We expect to take two or three meetings to do this.
- Would you like to help us work with the Governor’s Office to convene state officials to address barriers and reasons why trails are so expensive to build?

It is perfectly OK to say that you do not want to be further involved. Your help to this point has been much appreciated.

Part II: Tell Us How We Did

Following our final meeting, we will ask that you give us feedback. We have an evaluation form for that purpose. To get that process started, we ask that you jot down two things that you think went particularly well with the Blue Ribbon Committee for Trails and two things that you think could have been better.



Blue Ribbon Committee for Trails Questions to Explore in Amsterdam and Copenhagen

October 4-12, 2008

Blue Ribbon Committee for Trails Study Tour Delegation Amsterdam and Copenhagen, October 4-12, 2008

Study Tour Questions

A delegation of members of the Blue Ribbon Committee for Trails, along with staff from the City of Portland Department of Transportation, The City of Portland Parks and Recreation, and Alta Planning traveled to Amsterdam and Copenhagen to study the world renowned bicycle and walking infrastructure of these two cities. While on the study tour the delegation explored the following questions. All members of the delegation explored these questions. In order to provide written reflections on the questions, delegates were asked to respond to one or two questions in writing. Here are their thoughts, ideas and comments.

1. What are the benefits achieved (including mode share) from the trail systems in Amsterdam and Copenhagen? [Schouten]

It does not make sense to answer this question looking at a trail system only. That is not a comprehensive enough analysis. Both European cities employ many types of bike facilities (e.g., bike roads parallel to cars lanes, cycle tracks, bike lanes, off-road bike roads not parallel to car lanes), not just "trails" such as our Springwater Corridor Trail, Fanno Creek Trail, etc. Neither Amsterdam nor Copenhagen break-out bike usage by type of bike facilities. The two cities see no reason to do so, and neither should we. The relevant question is, what is the bike's total share of total transportation usage in those two cities and what does that percent of usage mean?

The Dutch publication, "Life is a Cycle" (see www.iamsterdam.com) tells us that in Amsterdam roughly 37% of all trips are by bike, 22% by public transport and 41% by car. Several Dutch speakers further informed the delegation that roughly 50% of all trips in Amsterdam's central city are by bike. Jens Loft Rasmussen of the Danish Cyclists Federation said roughly 35% of all trips in central Copenhagen are by bike. The City of Copenhagen's goal is to reach 50% bike mode share in central Copenhagen over the next 15 or so years. Geert de Jong with the City of Amsterdam told the delegation that his City could not function well today without the bike. I believe the same is true for central Copenhagen given its large bike mode share.

Geert de Jong provided us with a good summary of bike's benefits, (a summary repeated in whole or part by numerous other Dutch and Danish speakers over the course of our week's trip in Europe), namely that bicycles compared to other modes of transport are:

- the most sustainable transport mode (140 times more sustainable than cars)
- clean with zero noise, air pollution and greenhouse gases
- space and energy efficient
- faster than any other mode inside urban areas

- healthy (leading to less work absenteeism and better state of mind or "emotions" upon arrival)
- an excellent form of physical exercise
- cheap to own and the needed infrastructure is also cheap relative to other modes
- contribute to livable cities and towns
- reduce and even prevent congestion within and between cities
- and are fun to ride.



2. Do residents value trails in these cities for reasons other than transportation reasons? Do the cities of Amsterdam and Copenhagen differentiate trails based on use, such as “transportation” or “recreation”? [Yaden]

Both cities rely very heavily on “cycle tracks” that run along major streets, separated by slight grade differences and distinguished by pavement color/treatment from the roadway on one side and sidewalk on the other. These are clearly transportation facilities. Because bicycle transportation is a “normal” mode of travel in these cities, they do differentiate facilities that they consider recreational. One study summarizes as follows:

The most important approach to making cycling safe and convenient in Dutch, Danish and German cities is the provision of separate cycling facilities along heavily travelled roads and at intersections, combined with extensive traffic calming of residential neighborhoods. Safe and relatively stress-free cycling routes are especially important for children, the elderly, and women and for anyone with special needs due to any sort of disability. Providing such separate facilities to connect practical, utilitarian origins and destinations also promotes

cycling for work, school and shopping trips, as opposed to the mainly recreational cycling in the USA, where most separate cycling facilities are along urban parks, rivers and lakes or in rural areas.

(See <http://dx.doi.org/10.1080/01441640701806612>)

In both cities, the main cycle tracks often do connect to what we call multi-use trails on the city outskirts. These serve both for recreation and for local transportation. They are not primary commuting routes, however, as distances are greater than what is considered the limit for most commutes (7.5 km).

In Amsterdam, the recreational function of these trails is emphasized by a signage scheme that assigns a number to each trail segment, allowing people to simply decide “today we’ll ride segments 41, 15, 32.” Because the trails do form an interconnected system with many intersections, it is possible for people to make up many such routes and loops, simply following the numbering at clearly-marked intersections. It appears that most of these routes, many along canals, have been in existence for many years; they, too, are a “normal,” not remarkable, feature of Dutch life but the recent signage scheme emphasizes their recreation function.

Both countries have extensive national cycling routes that are primarily recreational. In Denmark the national routes sometimes are on separated multi-use trails but often are cycle tracks along major roadways. In both countries these systems have grown organically and been stitched together as systems or routes primarily through signage. Both the Dutch and Danes cite Austria, Switzerland and Germany as countries that have done more to create trails as tourist attractions.

The Netherlands has begun a program to develop “bike highways” what will serve as long-distance feeders into urban areas. There will be four such “highways” into The Hague along water and rail routes. They will be designed for fast, non-stop commuting as well as for recreation. Attention is given to making sure lower-income areas have good connections to such routes.

Denmark also is promoting more attention to longer-distance cycle routes for similar reasons: to promote health, reduce traffic congestion, improve the urban environment, safety, and to reverse decline in biking in suburban and rural areas. The strategy includes new infrastructure, better maintenance, integration of cycling with all new road projects, increasing perceived safety of cycling, linking to public transport (parking and bikes on transport), tourism, and public-private partnerships.

In both countries, the commitment at the national level to non-motorized transportation is less robust than at the city level, so development of these longer-distance routes may be more uncertain.

There are two policy priorities in both cities that lead them toward more integration of recreational and transportation facilities than in the past. First, both want to increase the amount of bike commuting in the 5 – 10 km range. Most commuting now is less than 5km. Secondly, both want to increase the perceived safety of cycling for young people and populations who have not grown up cycling, namely immigrants.

In Copenhagen this has led to relatively new policy to create “green routes” separated from traffic altogether (except for road crossings). The city bike map says, “The Green Cycle Routes are intended to make cycling Copenhagen even more attractive and safe.” They are intended to make cycling and walking “a wonderful experience” and aim at both commuting and recreation. There are now about 40km of “green routes,” with plans to develop another 70km over the next 15 years; the system will then consist of 21 routes ranging in length from 2 – 8 km. The existing green routes mostly are along water. Future priority will be given to routes that create short-cuts through the city or fill-in missing links to the larger system.

In both Amsterdam and Copenhagen, priority has been given to an extensive network of cycle tracks that make biking “safe, efficient, convenient, comfortable”--in short, competitive with the car. And that is the reason most people use bikes. But, planners and advocates note that it is bike-friendly cities that are rated the “most livable” in Europe. And the values that lie behind the commitment to making the cities bike-friendly include sustainability, health, urban livability, urban mobility and easing freight mobility. So, while both cities emphasize the transportation function of their bike infrastructure, it is transportation with a Portland flavor: sustainable, healthy, contributing to livability.

In Copenhagen and Amsterdam, people commute and shop by bike because it is fast, safe, and comfortable. But planners, politicians and the people support investment in bicycling infrastructure because it makes for a more livable, healthy, efficient city.

Finally, it is well to remember the differences between the European cities and Portland. Here, many bike trips will be somewhat longer, of necessity, and we have much further to go in making the majority of people comfortable using a bike for basic transport. This means we may not be able to so clearly distinguish the transportation function from the recreational function as have the Europeans. And even the Europeans are recognizing that continuing their strong culture of active transportation will require making it enjoyable as well as efficient, safe and comfortable.

3. What factors, such as design, connectivity, amenities, destinations, etc., are most important in achieving system benefits (desired outcomes)? [Potestio]

Connectivity is a primary objective and drives much of the system planning. Both the Danes and the Dutch look to ensure that routes between major destinations that are less than 30 minutes by bike are safe, direct and complete. Both “perceived” safety and actual safety are also central. Finally, policies that discourage auto use are important. In Denmark, the tax on auto purchases is 180%. In Amsterdam, they are removing 3-4% of the parking spaces in the central city every year.



4. What makes a successful trail and a successful trails system (success being high use and greatest number of desired outcomes achieved)? [Birk]

1. A successful system is seamless. As a user, you are always on a trail/bikeway, and there are no gaps. All barriers (rivers, railroads, major intersections, etc...) are overcome with well-designed bridges, signalized crossings, etc...
2. The system connects you from where you are to where you want to go.
3. Trails connect both short (in-town) destinations and longer distances (between towns).
4. The system is fully integrated with transit.
5. The system is well-designed at intersections: crossing movements and auto-bike interaction are predictable.
6. Ideally, travel along the trail is smooth and efficient, with as necessary stops as possible.
7. Per what we saw in Copenhagen and Amsterdam, modes are physically separated as much as possible (pedestrians vs. cyclists, motorists vs. pedestrians/cyclists).
8. The trail is wide enough to accommodate a high volume of fast moving cyclists.
9. The design leads to consistent behavior on the part of users and motorists.
10. It is well signed and marked.
11. Motorists yield to the trail at all driveways and minor street crossings.

12. Turning and through movements at intersections are controlled by separated signal phases.
13. Adequate bicycle parking supports the system, particularly at transit stations.
14. “Green” routes – intended for more recreational cycling/walking are available and integrated with more utilitarian-oriented routes within the street network.

5. Do the cities of Amsterdam and Copenhagen view trails as just another part of the bicycle infrastructure or is there something qualitatively different about trails? [Enlow]

Yes, trails are an integrated aspect of a larger system; trails are just ONE component of each city’s bicycle infrastructure to connect urban on/off-street cycle paths/lanes to natural areas and citywide greenspaces throughout and adjacent to each city’s center and neighborhoods. This “trail” as we call it is becoming a good tool for both Copenhagen and Amsterdam to increase ridership and connectivity between outlying boroughs while at the same time providing urban residents easy access to recreational opportunities.

However, the “qualitative difference” about our term “trails” as part of a larger network is the fact that “trails” first and foremost are located within greenspaces and natural areas. The physical make-up of a “trail” is not necessarily different than a cycle track (Copenhagen) or cycle lane (Amsterdam). The natural setting is the defining factor. Also, “trails” can be a combination of dedicated paths to single lane farm roads.



6. How do the cities of Amsterdam and Copenhagen prioritize between different modes of travel? For example, in a narrow corridor where there is not enough room to accommodate auto, bicycle and walking traffic, how do they decide if the bike or walking trail is built or not? [Bricker]

In both communities, focus on modes has to do with distance and time. So in general we see that 30 minutes is the top travel time by bicycle or walking. Non-motorized accommodations are provided most robustly in places where the 30 minute threshold can be met.

Amsterdam

In old-town and inner Amsterdam the bicycle is prioritized above all other modes, including pedestrians, on most streets. Streetcars are emphasized on the main streets and pedestrians and streetcars in public plazas. There are a number of bicycle and pedestrian only streets, though often these streets are very congested and no priority is set. Pedestrians are placed farthest from vehicle traffic.

In new and suburban areas there is more of a modal balance, including auto, streetcar, bicycle and pedestrian. In areas with very limited right of way autos and bicycles share space, but whenever possible bicycles and pedestrians have their own separate tracks.

Copenhagen

Copenhagen had developed a robust network of bicycle and pedestrian routes, with rail transit and more space dedicated to autos. Bicycles are well accommodated on most routes with cycle tracks, and in many locations auto access is being reduced in order to provide these cycle tracks. However, there is still plenty of auto access. Pedestrian access is a higher priority in Copenhagen and certain areas, such as the pedestrian shopping district, don't allow bicycles for long stretches.



7. What design and location principles for trails and greenways should the Portland Metropolitan Region adopt? [Wetter]

Amsterdam and Copenhagen use, as a rule of thumb, that any two population centers of significance that are 30 minutes or less apart by bike should be connected by a bike route. Often that means a trail or greenway. Greenways are treated similarly in Europe to the way we have been considering them here—they are premier travel experiences that can serve as significant transportation corridors for commuters or shopping trips, but they also serve as longer recreational routes for bikes or as places for people to walk. In the latter instance, they appear to support a lower volume of use and support a different use or purpose, with a much greater emphasis on recreation and tourism.

On higher volume routes, Amsterdam and Copenhagen separate bike and pedestrian travel into separate lanes. This is something that the Portland region should consider adopting on our higher volume routes like the Eastbank Esplanade.

8. What mode shares for walking and cycling should the Portland metropolitan region set as 10, 20 and 30-year targets? [Graves]

When I asked one Amsterdam official this question after our meeting his response was “well, it depends...” and it really does depend on when our infrastructure, and most importantly our marketing, hits our target audience.

I would also add that both cities saw a steady increase in cycling in urban areas when they made improvements to the cycling network. Similar to what we’ve seen in the last few years: with only a few new miles added we have seen an increase in commuting.

9. What terminology should the Portland metropolitan region consider adopting in relation to trails, greenways and other elements of the walking and cycling infrastructure? [Burchfield]

I recommend that Metro create a glossary of terms with descriptions and photos of facility types. Where different terminology (e.g. European terms) is used for similar facility types a cross-reference of terms should be provided.

On our study tour I made the following observations with regard to terminology:

Multi-use Trail: The Netherlands and Denmark do not have an equivalent term for a multi-use trail. They do not combine bicycle and pedestrian facilities in practice. Whenever possible they provide separation between cyclists and pedestrians.

Cycle Lanes: On roadway bicycle lanes demarked by striping and sometimes colored red (Netherlands).

Cycle Paths: (Netherlands) A cycle facility that is separated from the vehicle traveled way. The separation is created by horizontal off-set or vertical grade separation. In the Netherlands the cycle path may be adjacent to the pedestrian

way and at the same grade, but with separate space assigned to bicycles and pedestrians. (In Denmark this type of facility is referred to as a cycle-footway.)

Cycle paths are typically one-way with separate pathways in each direction if they are placed adjacent to a two-way roadway.

Cycle Tracks: (Denmark) The term Cycle track is used by Danes to describe facilities that are similar to what the Dutch refer to as Cycle Paths. Most of the Danish cycle tracks that we observed were constructed with a curb and grade separation between the cycle track and the sidewalk as well as between the cycle track the vehicle roadway.

10. In the cities of Amsterdam and Copenhagen what is the access to freight and inter-modal districts, urban campuses, and suburban campuses as well as access to and circulation around schools and universities and town and regional centers? [Burkholder]

Dutch transport policy targets all potential generators of trips with a mix of strategies, starting with land use planning guidelines for locating these near high capacity transit. Employment, educational and commercial centers are encouraged/required to locate along existing or planned high capacity transit lines. They are also linked into trail systems as well as required to provide on-street bicycle facilities within and around the center. Holland is currently building numerous "new cities" along their rail and transit lines and these are fully integrated into the non-highway transport system as well as being densely developed.

An interesting note: in Amsterdam there is a "freight tram" that brings in consolidated deliveries to the central city during the night in lieu of small delivery trucks, eg; FedEx and UPS.

In Copenhagen, trucks turning right across cycle tracks are the number one cause of cyclist fatalities. The trucking associations see this as a major image problem as well as having negative impacts on the drivers and are working cooperatively with the governments to develop means to reduce truck-cyclist collisions. This involves educating both truckers and cyclists as well as signing problem intersections. While less densely developed than Amsterdam, integration of cycling as well as high capacity transit is extensive in both suburban and urban settings. Many commercial and educational settings are designed to favor cyclists over motor vehicles for internal circulation. Bike parking is extensive everywhere.

11. When developing the systems in the Amsterdam and Copenhagen regions what mistakes were made and how could they be avoided? [Cassin]

Representatives from Amsterdam mentioned that they believe that more regional consistency should have been maintained. There was a master plan established in the 1970s, with standardized signage, plans for development, and design specifications. Gradually, development became more and more a matter for local jurisdictions and the larger regional consistency began to be lost. They agreed that having more centralized leadership would have been better for the system. Representatives in Copenhagen could not recollect any mistakes made.

12. What barriers were encountered in Amsterdam and Copenhagen and what have they done to get around them? [Wetter]

Bicycle parking: Lack of bicycle parking is a significant issue in both Amsterdam and Copenhagen. Amsterdam is investing 6 million Euro to build a garage near central station to hold 3,000 bicycles. The new public library has below ground bicycle parking with innovative racks that allow bikes to be stacked. Still, especially in Amsterdam, bicycles are chained to every post and rail in the city.

Perceived safety: As in the U.S., safety is a significant concern that determines level of bicycle use. While actual safety increases with the number of bicycles on the road and has improved over the years, bicycle users don't necessarily feel any safer and it is their perceptions of their safety that determine how likely they are to use a bicycle. Interestingly, policymakers point to studies that show that helmet use may actually reduce actual safety, at least among riders that are traveling at low speeds. This is in part because both riders and drivers are less careful when a rider is wearing a helmet. Promoting helmet use also reinforces the perception that cycling is dangerous, which reduces the number of cyclists on the road, and thereby decreases actual safety.

Theft: Amsterdam estimates that 10% of bicycles are stolen every year. Copenhagen does not have as big a problem with theft. Amsterdam is implementing a bike registration program to help track stolen bikes and reduce theft.

Orphans: In part due to the theft problem, people in Amsterdam do not use expensive bikes and many bikes are just abandoned. The city has started a program where ribbons are put on bikes and if the bike is not removed within six weeks (?) it can be impounded. There are strict national laws protecting private property that are barriers to impounding bicycles.

On-going promotion: Amsterdam and Copenhagen find that if they don't continue to promote bicycle use, usage declines. New residents have a lower rate of bicycle use, in part because bicycles can be perceived as a lower class way to travel. Rural residents are much less likely to travel by bike.

Canals: The many canals, especially in Amsterdam but also in Copenhagen, form physical barriers to the bicycle. There are several bicycle and pedestrian only bridges that have been constructed, at considerable expense. They are architecturally impressive. One bridge that we crossed in Copenhagen has a central pivot that allows it to rotate, making it a draw bridge that allows ships to pass.



13. How does the maritime weather affect use and how is it dealt with? [Schouten]

All speakers that touched upon that subject said the following:

Biking in wet, cold weather makes you tougher and stronger -- its good for you kid! Moreover, biking in maritime weather feels good. Its bracing, helps wake you up and makes you ready for work in the morning. Such biking is also part of what it means to be Dutch or Danish!

We might all consider the following tack taken at page 12 of "Copenhagen: City of Cyclists - Bicycle Account" 2006 (see www.kk.dk/CityofCyclists):

"Although 33% of cyclists [in Copenhagen] say that rain is their main reason for not cycling, information from the Danish Meteorological Institute may convince skeptics that this may not be a major issue. DMI has registered how often it actually rains more than 0.4 mm within a half hour, which is considered 'light rain' and consequently a reason for leaving your bike at home. DMI's fictive character...cycled 498 trips between September 2002 and August 2003 and only had to cycle in the rain 17 times. This is the equivalent of 3.5% of the trips cycled or an average of 1 1/2 times per month."

In other words cold and/or rainy weather makes you tough, is good for you, and the weather isn't usually that bad.

What I took from the above is that we in the Portland Region can create the same tough-minded mind-set re biking in the northwest winters -- that we ought to consider such riding part of being a Northwesterner! We have enterprises in our Region (Columbia Sportswear, Wieden & Kennedy, for example) that might convince people that bad weather biking is good for you, hip and part of the northwest mystic. It might also be worthwhile to look at our own weather statistics. We might be able to make a compelling case for the weather not usually being that bad, similar (if not more compelling) than the above Danish argument.

14. How are system development policies applied to new development of facilities, business and entities within the greater region – do you reduce the amount of parking because you have a network? [Burkholder]

Holland: Bicycle provision and access are required outright, including high levels of secure bicycle parking. Whereas car parking levels are negotiated, with the government desiring lower levels of car parking and companies often asking for more. On street bicycle facilities are built by the government as part of infrastructure development. Trail corridors are provided by developers as part of negotiated as part of development. Relaxed car parking limits are sometimes used by competing cities as inducement for companies to locate in their jurisdiction. The Fiets Bond, Holland's bicycle advocacy group, ranks cities by performance in providing bicycle facilities and extensively publicizes results.

Copenhagen: bicycle facilities are integrated into development from the beginning. Not subject of negotiation as far as I could ascertain.

15. How do they balance transportation investment and modes? How are these decisions made? [Burchfield]

Amsterdam is similar to the Portland Region in that funding decisions for capital projects are complex due to multiple layers of government (They also have governance at the National/Regional/Local level). Amsterdam devotes approximately 1/3 of their Road Transport budget to cycle facilities. It is very clear in the Netherlands and Denmark that motor vehicle and fuel taxes heavily subsidize other modes.

Major projects receive capital funding through a "CIP" type process. Most of the construction work and funding decisions for smaller projects is done at the local level.

16. How have they developed a supportive culture? [Wu]

Europe in general has for decades had a longstanding culture of bicycling. In the fifties and sixties, bicycling decreased as wealth increased post World War II and the use of the automobile became more popular.

Mid-seventies revival began as a result of:

- 1) Progressive (anti-capitalist) trend in politics and society
- 2) Increasing problems of congestion and environmental degradation from air pollution
- 3) Oil embargo of the 80s

Culture has been enhanced by:

- 1) Concept of mobility as a basic human need and emphasizing non-motorized transportation as the primary way of accomplishing this;
- 2) Emphasizing bicycling for health as one of the few ways of obtaining physical activity;

- 3) Linking increased cycling with increased road safety;
- 4) Encouraging the image of cycling as a positive thing (social marketing making it a “cool” thing to do even in adverse conditions) through a specific communication strategy.

Bicycling policy and communication strategy are formulated “at the top” but the latter, in particular, relies on grass roots networking and promotion to achieve success.

17. What are the rules of the road, the written and unwritten rules? [Wu]

In Amsterdam, rules of the road primarily favor the bicyclist and place most of the responsibility for an accident on the automobile driver. Bicyclists have to deliberately flaunt traffic laws before they are held accountable.

In Copenhagen, automobile drivers and cyclists are equally accountable with less preference given to cyclists as in Amsterdam.

18. What are the security and safety issues encountered on the system in Amsterdam and Copenhagen? Do they use patrols on paths that leave the visible right of way? If so what agency is it administered by? [Wu]

In both Amsterdam and Copenhagen overall bike safety is linked to increasing the number of cyclists—i.e. “safety in numbers.” Objective measures of safety indicate fewer accidents and injuries as cycling increases. Subjective measures indicate a perception of decreased safety as the numbers of cyclists rise. The latter is dealt with by the communication strategy to overcome the notion that it is more dangerous to cycle in a crowd when, in fact, it is actually safer.

Both Amsterdam and Copenhagen specifically do not promote the use of safety helmets, which discourage cycling because of inconvenience and lack of cosmetic appeal. The increased use of helmets is actually felt to encourage risky habits by both automobile drivers and cyclists.

The objective measures of safety are enhanced by specific infrastructure policies. In Copenhagen: 1) Encouraging separate one way bicycle paths on each side of the road as opposed to on-street lanes, and 2) intersection enhancements. In Amsterdam: 1) Specific restrictions on the use of automobiles and their access to roads and parts of the city, 2) General enforcement of laws that favor cyclists over car drivers, and 3) comprehensive program to combat bicycle theft.

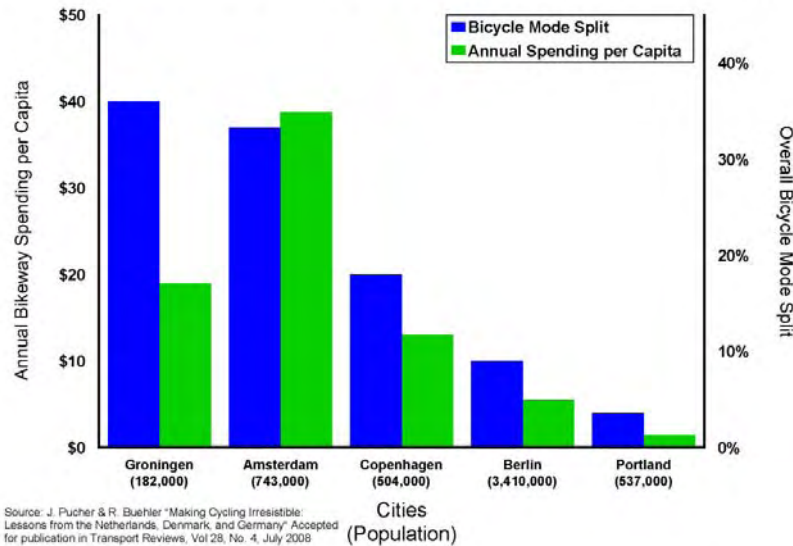
City Police seem to be responsible for the enforcement of traffic rules and regulations, though patrols do not seem to be common on the bicycle networks.

19. What were the funding sources used to build the Copenhagen and Amsterdam systems? What do the regions visited consider the appropriate level of funding per capita to provide the level of service that they do? [Birk]

The primary source of funding is vehicle-related taxes. Automobiles are taxed heavily (180% of purchase price in Copenhagen, for example), as well as gas, registration fees, and parking. Thus there is a much higher level of spending. On a

per capita basis, the City of Portland spends about \$1, while Amsterdam spends about \$40/capita and Copenhagen \$15/capita. Given that Portland has achieved a 6% mode share with a \$1 per capita expenditure, one could postulate that higher levels of investment could lead to higher mode share splits. See John Pucher's graph:

Annual Spending on Bicycles per Capita and Mode Split



20. What factors drove the decision to not continue towards auto dominated transportation? [Bricker]

Both Amsterdam and Copenhagen have a century long history of bicycling. In the post WWII era automobiles began dominating both cities. However in the 1970s a progressive revolution occurred in both cities that led to voters and opinion leaders to push for a resurgence of non-motorized transportation and bicycling. Historically speaking, for these cities this revolution was a move to get back to their roots, much different than any American city.

Amsterdam

We heard that in Amsterdam voters approved a measure that offered a variety of scenarios that ranged from auto free to auto "full" cities and the voters picked a scenario that highly prioritized non-motorized modes of travel. The City and nation have since truly prioritized bicycle and non-motorized travel. However outside of city centers, auto travel continues to grow.

Copenhagen

We heard that in the 1970s citizens held a mass demonstration to protest the automobile and consumption culture. This fueled by a more overarching liberal political movement led to ramping up non-motorized transportation. Up to this point, bicycling had drastically dropped in the previous 15 to 20 years. Again, developing more bicycle routes and non-motorized accommodations was getting back to people's historical roots. With more routes people began to cycle again.

Since the 1970s bicycling has risen back to historical trends and the city continues to support and invest in bicycle infrastructure.

21. What kind staffing levels did the Copenhagen and Amsterdam regions have to develop the system? [Wetter]

We met with staff at all levels of government that were involved with bicycle planning. The bicycle master plan created in Amsterdam obviously took considerable staff resources. I do not, however, have any specific FTE figures.

22. What have the Copenhagen and Amsterdam regions provided in terms of bike parking and tie-ins at destinations as far as security and storage? [Graves]

We heard a lot, from both cities, about the need/demand for parking especially at transit stops. Amsterdam is building an underground bicycle parking facility at the train station that will hold in excess of 10,000 bikes (we also heard a figure of as high as 30,000 bikes). Copenhagen has a serious challenge in terms of adequate parking facilities at their metro stops. Bikes line the block around most businesses because of a lack of parking. Thank goodness, for the most part, they have wide sidewalks.

Portland definitely needs to plan for extensive parking facilities as the commuter numbers continue to grow. Part of this discussion needs to include Tri-Met and their plans for carrying bikes. If they don't improve carrying capacity then parking facilities need to grow substantially.

23. How much does trail maintenance cost and who is responsible? [Cassin]

In both cities, all trail maintenance is performed by local entities. This includes sweeping, snow and ice removal, and surface repair. Although costs were not available, all agreed (including local entities) that costs are minimal. It is interesting to note that when ice and snow have accumulated, the clear priority for removal is on the bicycle system before the road system.

24. What is the urban form and context in Amsterdam and Copenhagen and how does it relate to the context of what Portland has to work with? [Enlow]

Amsterdam

It is a very dense, small urban center with a dedicated network of cycle lanes and paths that are connected to a national network. Cycle lanes are linked to public transportation hubs (METRO, trolley cars, and buses) and local parks.

Context: Amsterdam has much high population density than Portland. Car mobility is restricted, limited and expensive.

Copenhagen

This city is more in scale to Portland in terms of space, density and greenspaces. Its bicycling network offers a handful of "green waves" – direct routes with non-stop 20Km speed limit timed with traffic lights. Cares seems to be the dominate

force for everyday commuting. There are several examples of how they've created dedicated cycle lanes while maintaining the necessary car parking.

Overall

We can learn a lot from each city within the context of what Portland has to work with.

- NEEDED for connectivity throughout the network between the city center and public transportation hubs; between the city center and green waves; and between and city center and “trails.”
- If designed well and SAFE – cycling and cars can coexist in equal proportions
- Builds the network – don't piecemeal here and there.
- Car restrictions are necessary for the system to develop
- Most of what we've seen is a “design” challenge – we have the space, but need to look at transportation more as a concept of MOBILITY.



25. In the development of the systems in Amsterdam and Copenhagen was there a critical mass or tipping point in size and connectivity that made a big difference or leap in terms of use? [Yaden]

In both cities, since the mid-1970s there has been a fairly steady increase in mode share for bicycles. There is no evidence of a tipping point related to scale or density of the non-motorized network. Since the 1970's both cities have continued to expand their networks of cycle tracks at a relatively steady pace.

What is striking in the data is that, as with all European cities, there was a steep, steady drop in bicycle use after WWII up to the mid-1970s. During this time, all

European governments pursued policies to make car travel easier in their cities. Then, there was a bottoming out right around 1975-76, and sharp reversal, with bike mode share on an increasing trend line ever since. Notably, this reversal occurred before significant new investment in bike facilities or infrastructure.

In Amsterdam it was only after election of a new city council in 1978 that priority was given to bikes and pedestrians. Most cycle tracks and lanes were built beginning in the 1980s. In Copenhagen, which had more installed cycle tracks than Amsterdam in the 1970s, large public demonstrations for cycling took place in the early 1980s.

In both cities, the turn-around in bike use was ahead of or congruent with a shift in public policy from favoring the car for urban mobility to a focus on public and non-motorized transport.

It appears that the “tipping point” or turn-around in bike usage was first a result of people and policy-makers realizing that reliance on the auto for urban mobility was harming their historic cities and not sustainable. The oil shock of 1973 certainly played a significant part. So did citizen reaction to plans for large highways into the cities. Then, policy began to turn-around, and it appears this shift in policy, as much or more than actual investment, led to the up-turn in cycle mode share.

Dutch and Danish planners state clearly that this trend would not have continued without subsequent investment in facilities. Indeed, to make biking “normal,” the network must be built-up into a coherent, connected system. You can gain ridership without such a network but not establish cycling as a true competitor to motorized transport for most people in an urban setting. Policy-makers also stress, however, that investment in tracks and trails must be accompanied by promotion and education, and by policies that do not tilt toward “car-first, car-only.”

26. Have the regions of Copenhagen and Amsterdam learned lessons from other cities? [Wetter]

Yes. The City of Amsterdam is keeping a database of best practices and principles for cycling policies and practices from around the world. It is located at www.fietsberaad.nl.

GENERAL OBSERVATIONS

[Cassin]

It truly had to be experienced to be believed what great quality of life improvements were evident when alternative transportation is embraced so enthusiastically. Everything from cleaner air, to more widespread and equitable mobility, to seeing happy families on the street together, even in the evenings was obvious. It should also be noted that these busy, dense cities were QUIET. There is very little horn honking, more life on the streets in the form of cafes, and pedestrians, shopping. Unlike other older European cities, only a handful of buildings were behind scaffolding for cleaning, and despite the age of the

buildings, you didn't see soot and decay from corrosive exhaust. You came away with the notion that these were civilized cities.

Another observation is how widely embraced and pervasive the alternative transportation movement is. There was absolutely no rancor between auto and bicycle/pedestrian traffic; cars and trucks waited patiently while the bikes and peds cleared the intersections.

The Europeans did not seem hung up on the point we have discussed often on the committee about distinctions between on-street and separated trails. They seem committed to the notion that all parts of the system are required to make it function efficiently, and they used the word "mobility" as a guiding principle. The system is all-inclusive for them, and includes the infrastructure, connections to transit, bike parking, car restrictions, and outreach programs (such as educational programs for new immigrants). They also are not hesitant to use taxation to encourage programs they want to promote. They recognize a connection between high taxes and services.

I was also struck by the excellent data collection and analysis available, especially to the Danes. Their surveys include not only obvious information, like how far are people willing to travel and safety concerns, but they explore nuances such as what annoys people when they cycle. They have decades of excellent data with which to track trends.

Promotion of bicycling was also important to both cities. They see alternative transportation as an important economic driver, especially for tourism. The systems are safe, clear, easy to understand, and thoughtful. They have invested heavily in infrastructure and programming. Design is an important element.

One opportunity available to Portland that is not available to these older built-out cities is the possibility of incorporating natural "green" infrastructure. Stream corridors and wildlife corridors have long since been paved over in Europe. We can benefit from what we learned in Europe about increasing mobility and shifting priorities to an alternative system, but overlay that with an objective of doing it in the "Portland way" by respecting our green inheritance.

[Burkholder]

1. Trails are meaningless without bicycle integration into urban fabric.
2. Car drivers need to be made responsible for the danger a car poses to other users.
3. Bicycles and pedestrians should always be separated, with well-designated zones for their exclusive use.
4. Car parking shouldn't be required, bicycle parking and access should always be.
5. Trails should be seen as essential part of a complete transportation system, one that is green, affordable and necessary.



METRO

MEETING SUMMARY OF THE BLUE RIBBON COMMITTEE FOR TRAILS MEETING 4
Monday, September 15, 2008, 4:00-6:00 p.m
Metro Council Chamber/Annex

Members Present: Scott Bricker, Rex Burkholder, Chris Enlow, Jay Graves, Al Jubitz, Richard Kidd, Randy Leonard, Rod Monroe, Rick Potestio, Dick Schouten, Dave Underriner, Phil Wu, Dave Yaden,

Members Absent: Eileen Brady, Nichole Mayer, Julie A. Keil, Steve Faulstick, and Ian Yolles

Chair Dave Yaden convened the Blue Ribbon Committee for Trails at 4 p.m.

1. Communication of non-agenda items: All

Chair Yaden announced that Steve Faulstick, Julie Keil and Ian Yolles would not be able to attend the meeting.

Chair Yaden informed the committee that Cynthia Haruyama was resigning from the committee for personal reasons and thanked her for her service.

Rick Potestio informed the committee that he had attended the Clark County Bike Ride on Saturday September 6th. He added that the trails were impressive and also faced some challenges in connecting and completing the system, especially along the river front. He added that there is potential for the trails to be both recreational and transportation oriented.

Mayor Kidd told the committee about a 50 mile rail-to-trail on Cape Cod he had the opportunity to ride on and photograph. He added that there is a restaurant next to the trail that became so popular with trail riders that they installed a trailer with 3 restrooms that included advertising for the restaurant. Kidd stated that it was an excellent example of a business taking advantage of a trail.

Mayor Kidd announced that Forest Grove will be rededicating Lincoln Park on Saturday September 20th including the opening of a 2.5 mile trail that has been paved.

Dick Schouten announced the success of Cycle Oregon.

Councilor Rex Burkholder updated the committee on the Transportation Vision Committee which is working to provide the governor with an idea of what may go forward in the next legislature. He stated that two ideas being discussed are a 20 million dollar competitive fund for urban trails and increasing the percentage set aside for bicycle

and pedestrian use of the highway fund and having dedicated safe crossings. He used the example of putting signals at the Hall Blvd. crossing on the Fanno Creek Trail. Burkholder added that they are trying to keep these two pieces in the final document and continue to lobby for them..

Chair Yaden informed the committee that the agenda for the meeting will include two main items, a discussion of strategic options and formalizing the trip and providing direction to the delegation going to Amsterdam and Copenhagen.

Chair Yaden outlined a proposed timeline for the work of the committee over the next two meetings. He stated that the meeting's discussion as well as previous discussions and the European trip would serve as raw material for the committee and staff to craft drafts of both the case statement and the strategy by October 15th and mailed out. The Committee would then have until October 24th to comment. He added that final report would be completed and the final report would be mailed to committee on November 3rd. The final meeting would be mostly dedicated to discussing what activities the committee and other groups can participate in carry the work further.

Dr Phil Wu asked if the committee had been able to get Earl Blumenauer' on the agenda.

Mike Wetter answered that the Congressman had been contacted and would try to attend the November 10th meeting.

Chair Yaden reiterated that at the final meeting along with the adoption of the report the committee would have an extensive discussion of the activities needed to carry forward and how the region might organize to accomplish them. These activities would include media releases and promotions of the report, lobbying on state legislative package pieces, lobbying on the federal package, media promotions and editorial board appearances, appearances before local governments and civic organizations, stewardship of the longer term vision, potential local ballot measure and the reauthorization of Measure 66. He added that he hoped to get thoughts and commitments from individual members of the out committee as to how to carry on.

2. Approve meeting summary. Questions/Comments about agenda: Yaden
3. Strategy Development Yaden/Wetter

Chair Yaden asked the committee to weigh in on the reactions to the 3 strategies listed in the committee member's packet and informed them that as a general principal, strategies that are focused in discipline do better than those that promise everything. He added that he hoped to understand the differences between the strategies, what activities and what funding sources and at the end of the day have a good idea of what are the higher priorities and then staff can begin to put it together

Jay Graves stated he questioned why the committee would have to choose just one and he was pleased that Chair Yaden had stated that strategy is in progress and they don't have to come up with just one. He added that he hoped the trip to Amsterdam would shed light on the strategies that they would like to take and that the discussion could be set aside for some bigger ideas that come out of the trip. That being said he stated that using three criteria he came back to the transportation aspect of the trails but doesn't want to

loose the other ideas of family health and community in option 3. He had questions as to why trails likely to be smaller and with shorter routes were listed as weaknesses.

Mary Anne Cassin responded that the notion is that it is very much a grass roots solution and historically most of the projects that are brought forward by grassroots communities start in a smaller neighborhood so they are by nature not as long and encompassing as some of the bigger visions. She added that it doesn't mean that they would all be that way however it is more a historical reflection to date.

Graves responded that in one of the scenarios funding sources there are 12 –15 different sources listed and asked how it was determined what comes from what pocket.

Cassin stated that it has much to do with the criteria within that funding source. She used the example of the transportation scenario, stating that funding sources that have to do with mode share and commuter type would be a better fit as opposed to a foundation that might apply better with the community based scenarios. She added that they are a blend.

Graves responded that to his understanding the in the Great Community greenway scenario is a community based approach means that it is brought up from the community as opposed to top down Metro or city government.

Mike Wetter stated that the community scenario is similar to what is done now where non-profits put priorities together and advocate for them, they tend to be smaller projects because they are going after smaller pots of money. He added that the assumptions made were to play to the strengths of that type of grassroots approach and what kind of funding sources line up with approach using the examples urban renewal and community based sources. Wetter stated that in each of the scenarios staff looked at the strengths of the approach and which funding sources were most logical and achievable.

Graves asked if it was not logical to take the community based approach and try to run it from the top down hitting all of the different points of the different scenarios. He added that he liked the community approach as it hits all the main categories of transportation, health, recreation, environment and social benefits and was it not an option to use a top down approach.

Wetter answered that the top down approach that staff had outlined involved some sort of regional group setting priorities for long segments and finding a way to put together the larger pot of money required to fund those segments. He added that while this is happening the other trails are sitting on a list and while grass groups will continue perusing smaller pots of money for their interests they would not be the emphasis.

Graves asked staff that in talking about a local ballot measure on the funding scenarios was it determined what the \$70 million would be on a per household basis over 30 years?

Wetter said they had but he did not have the figure at hand.

Wetter stated that the scenarios are to be discussed and worked over by the committee. He added that the scenarios are ambitious and look at possibilities and assume it can be executed. He commented that each of the three scenarios assumes a five fold increase in level of investment over current levels and involved building blocks that staff has assembled into the scenarios.

Cassin added that historic trends were examined in crafting the scenarios.

Chair Yaden asked the committee to go around the table and each give their thoughts on the scenarios before they proceeded into more extensive discussion.

Mayor Richard Kidd commented that in examining the three scenarios he was leaning towards transportation for a new era scenario where a longer trail is developed and completed first. He added that while longer trails were being developed the local communities could keep working toward their smaller segments as they had been. He felt that this would result in more trails on the ground faster because the sources of money are there just needing to be developed faster and the current “hype” around trails as they relate to transportation. Kidd stated that although he felt the transportation scenarios should lead, the local emphasis should not be ignored and ultimately the strategy should be a blend of the three.

Dr. Phil Wu commented that all three scenarios were compelling in their different ways and that not one single strategy would be the way to go. Wu compared the committee’s work to the work he has done at Kaiser Permanente in promoting diversity and culturally competent care, stating that the work was visionary and to some people quite high level and ethereal. He felt in order for this faction to accept the vision it should be tied to a business case and brought down to a fundamental level. He added that the transportation scenario is the most fundamental in that it affects every person every day and it is also at a crisis level. Wu stated that the committee could emphasize the transportation scenario knowing that it would include elements of the other two therefore obtaining the largest number of supporters and champions because it touches the most peoples lives

Rick Potestio stated that he agreed with Dr. Wu and felt the transportation scenario was the most compelling and a necessity that the region needs to look at. He added that ultimately the benefits provided by the trails would build strong communities and great communities were an outgrowth of having strong transportation options. Potestio stated that the answer is ultimately a blend of the three scenarios. He added that the committee needs to come up with a strong compelling regional strategy and then the efforts that happen at the grass roots would become more focused, organized and integrated, in turn different groups will see how they can interact with each other by virtue of the fact that they have the armature proposed by the committee to tie into.

Senator Rod Monroe commented that we are at a crisis point with transportation in this county but at an opportunity point as well. He added that he would like to see a doubling in the next five years in the amount of people that commute by bicycle in the Portland region. He felt that we have gone backward in the last 50 years where many children and teens rode bikes to school and the region had an extensive street cars system that they are now attempting to rebuild. Monroe commented that the committee needed to prioritize the trails by which will be the most effective in getting people to work and to school referencing Sullivan’s Gulch as an example. He also stated that safety on the trails was an extremely important. Senator Monroe added that it was important to seize upon the window of opportunity in the public caused by the fuel and global warming crises in addition to the political time with the federal transportation reauthorization and reauthorization of measure 66 which he hoped could fund trails as a linear state park. He added that he is excited for the opportunity and depending with what happens with ballots

measures and elections, the '09 session may be in a good position to make a difference in transportation in Oregon.

Mr. Jay Graves commented there is much discussion from a State Parks perspective of linear state park referencing Banks Vernoia trail. He added that large portions of that trail have recently been getting paved and there is even more discussion of funding sources so he was happy to see Measure 66 listed as a possible funding source in the packet.

Councilor Rex Burkholder asked Graves if the urban trails are viewed as good investments and seen at the same level of trail as Banks Vernonia or rural trails in the State Parks Perspective.

Graves said he thought that urban trails were viewed as a good investment from a State Park perspective and invited State Trail Coordinator Rocky Houston to comment

State Trail Coordinator Rocky Houston stated that OPRD views urban trails as a good investment. He added that the Oregon Trails Plan and the latest version of SCORP both show the importance of trails, especially close to home trail options. Houston stated that State Park's goal was to increase Oregonian's use of outdoor recreation resources and urban trails provide one of the best ways to make this happen. Houston informed the committee that OPRD is currently redeveloping its scoring criteria for its Land and Water Conservation grant program adding that the impact will be that trails will have more potential for points and funding. He added that in the next year, OPRD will conduct a similar process for its Local Government grant program which will allow trail grants, up to \$750,000 have a good chance of getting funded. He stated that this may only allow a mile or two of urban trails to be developed at a time with grant funds, but it is the step in the right direction.

Councilor Burkholder stated that the issue should be followed because many times the criteria are biased toward how many feet you can build and with urban trails being more expensive and land more difficult to acquire. He felt it would be necessary to watch how the new criteria is written to make sure it is not biased against how many miles we can get vs. quality and amount of usage

Graves responded that there was a bias but also a large amount of interest in the Sullivan's Gulch trail and partnering with Metro and others. He added that there was a meeting Friday for the Gateway Green project, which is a good connection to the Sullivan's Gulch trail.

Chris Enlow noted his agreement with the committee's leaning toward the transportation scenario. He stated that innovation has set the country apart over the last 50 years and now it stands at a crossroads and there is a need to re-innovate. He added that the transportation for a new era scenario speaks to that approach about change. Enlow stated that he felt it also spoke to the social and environmental side and because trails will go through natural areas and those elements will play into the system but the transportation piece speaks more to innovation.

Commissioner Dick Schouten informed the committee that Washington County had received local park grant dollars to buy the right of way for the West Side Trail in the middle of Beaverton. The total buys not only the necessary property but also the right of

way needed for the West Side trail to get over the hill. He added that this is an example of parks funding not only rural but urban trails.

Commissioner Schouten stated that he also felt the transportation scenario is the most compelling. He added that the community scenario would be importation connections pieces to regional trails. He gave examples of Springwater, Fanno Creek and the Westside trail as having neighborhood type connector trails that run a half block or take you from a cul-de-sac and feed you into the regional trail. He felt these would be perfect candidates and have the correct scope for the neighborhood organizers. Commissioner Schouten added that for the bigger regional trails more resources were needed and it would be necessary to get beyond the limited capacity of neighborhoods, associations and groups. He stated that there was a need for projects that are a larger scale and as mentioned by Eileen Brady in the last meeting by working on a larger scale and on a continuous basis, cost is reduced.

Commissioner Schouten commented that he felt the natural corridors scenario would occur anyway due to the natural benefits of our region. He added that another problem with this scenario was that the emphasis in early years would be acquiring major green corridors with the trail construction gaining momentum in later years. He felt from a more local perspective this is not what is needed at the present time adding that natural corridors including green corridors and power line corridors were already available. Commissioner Schouten stated that what Washington County is lacking is completed trail of great length and people were tired of waiting. He added that it cannot be said that there is truly a regional trail system without this being available in either Washington or Clackamas County so he would opt for the transportation scenario.

Commissioner Randy Leonard stated that he also thought that the transportation for a new era scenario made the most sense. He added that many people of his generation felt that they were too busy with children or grandchildren and work and didn't have time to recreate. He stated that he recognized that had to go to work and come home and realizing this was an action of his life he could decide how he made that happen. Commissioner Leonard informed the committee that he then purchased a commuter bike and felt that it is the one of the best decisions of his life not only for his carbon footprint but also for his physical well being and for mental health. He added that this idea should be translated so people see the economic and physical benefits it could provide. Commissioner Leonard commented that he had gone to Copenhagen last year and what had struck him the most was the elevated bike lane above the roadway but below the sidewalk. He felt that while bike boulevards are good they are not available in all places so cyclists end up on roads that are dangerous even with a bike lane. He felt that what would connect many people to alternate transportation would be to would be developing infrastructure that made bicycling safe in the city similar to Copenhagen especially that which divides people, cars and bicyclist.

Senator Monroe added that we should actually encourage business to have showers and storage facilities.

Dave Underrinder agreed and added that he marveled at the bike commuters at his work in the way they figure out ways to do it, educate employers and encourage those that are interested. He stated that he felt the timing was excellent for the transportation scenario and that there was a distinct interest in wanting to support different ways to get to work. He also stated that he believed that if you drive the vision around transportation and

improving the crisis situation the other components would build off that. Underriner used the example that if you build a network that gets people conveniently to work, communities will continue to invest in the network and connections to it. He commented that it was also important to not lose the notion of blending the system with other modes of transportation we are investing in.

Underrinder stated that since biking and walking to work clearly supports a healthier lifestyle it might be an idea to speak with health insurers and develop programs to give companies breaks on their health premiums if a percentage of the workforce are using these methods. He added that creating a direct fiscal benefit for employers would encourage them to promote alternative transportation and build facilities to support the effort.

Scott Bricker stated that transportation scenario was also the most compelling to him. He added that he felt the committee should seriously consider and focus on the project implementation strategy of completing the next leg of the long region trail as opposed to getting small pieces completed. Bricker stated that it was a necessity and a need in Washington County to have a significant long corridor to get from point A to B. He also felt that while there needs to be regional coordination it was a key aspect to still support the local efforts

Bricker commented that a problematic aspect of using the transportation scenario was that nature has polled the best as seen by recent measures and it would be important to recognize who it is being sold to and how to sell it. He also added that acquisition should continue to be prioritized because even though construction costs continue to climb the ability to acquire land is limited as time goes on. He asked staff to provide the committee a detail of Metro acquisition efforts in conjunction with the bond measure. Bricker stated that it was also important not to lose the schools and family piece; he used the example "If it is not good for my 12 year old then it is not good for my family and if it not good for my family it is not a good option."

Bricker stated that it is important to stay focused on the national push adding that Oregon helped start the Big and Small Starts programs that fund for light rail, street car and other major transit investments and he would be pleased if the committee could work on the state level with the congressional delegation on pushing a new multi modal non motorized starts program which could be a real potential in the future

Mayor Kidd concurred with the committee comments and stated that he felt it was very important to have long trails reaching out to all portions of our region as soon as we possibly can and to move on acquisitions now. He added it would need to be realized that some of the trails in some communities will have to wait longer but it was important that all would eventually be given the opportunity to use those trails.

Councilor Burkholder agreed with the committee leaning toward the transportation scenario pointing to the sense of crisis that he has already been addressing in the regional transportation plan and delving into that crisis. He added that he liked the way the committee was phrasing the case as their opportunity to provide leadership, be bold and offer a practical, safe alternative for the community. Councilor Burkholder commented that the current state of the economy reinforces the argument adding while some people shy away from raising more dollars in a struggling economy it is extremely important to

the region that people are provided options adding that some cannot afford a car and that portion of the community must be responded to.

Councilor Burkholder stated another aspect he liked about the transportation argument was despite perception about the highway trust fund being broke it is still \$300 billion every six years at the federal level, but more is being spent then brought in. He added that locally about \$660 million is spent and there is a need to reprioritize a large amount of money so the region's goals can be accomplished. Councilor Burkholder felt that those ambitious goals could be met if a strong case is made. He added that the committee should emphasize safety and practicality and be bold in selecting an completing a trail to give the victory and kick start the movement Councilor Burkholder stated that he was excited to see a consensus and added that he did not feel this selection would eliminate aspects of the other scenarios including community and the natural environment.

Al Jubitz concurred that the force-field of the scenarios was transportation. He felt that leadership was needed and was pleased that Metro has showed leadership so far. Jubitz stated that he felt there is a need to employ the right of imminent domain in order to get serious about developing the trail system. He agreed that it was more effective to complete large scale projects instead of the small segment method employed currently. Jubitz added that there is still a need to activate community organizers and suggested that the leadership group lay out a system and map them, but provide incentives to neighborhood organizations to get matching funds or assistance and have smaller projects such as a connecting trail to the system moved up on the priority list if they organize themselves to plan out the project. He added that another thing the leadership group could do was be the funding source because they would have experience. Jubitz commented that leadership group should also develop an incentive for people to give up their car.

Chair Yaden thanked the committee for their comments and the shape they have given to the direction the committee is headed and informed them he would raise some of the implications to this direction to get staff engaged and make sure they are aware of the details of the scenario.

Chair Yaden stated that the committee had started out under the rubric of Connecting Green and that the committee is staffed primarily by the parks department. He added that committee has clearly drifted to the idea that the center of the gravity for the project is really transportation. He felt from the commentary that the committee did not feel they would have to drop off anything but the shift in emphasis may have some implications. Yaden raised the question that if the 20 packages presented would change in some way or other that priorities be identified, adding if the committee is looking to where they could get the biggest mode share shift what does that mean in terms of where the trails are built, particularly in the suburbs vs. the city. Yaden commented that the committee would be looking more closely at how the trail systems work with on-street facilities. He was pleased that Bricker raised the issue that nature excites voters more then bicycling, as a transportation option, which falls in the middle, in terms of transportation expenditures. Yaden stated getting major corridors done meant that bigger pots of money would need to be assembled and possibly exercise the right of imminent domain adding that this is a different way of building trails then has been done in the past. He added that in transportation funding there are many people with historic claim and heavy clout in the room when transportation dollars get divided so in order to give the trails, bicycles and

pedestrians leverage they would need to have a larger, more consistent presence than there had been in the past.

Mike Wetter thanked the committee for their unanimous clarity on the direction they would like to take and invited Metro staff Mary Anne Cassin and Tom Kloster to join the committee in the discussion about the transportation scenario.

Tom commented on Councilor Burkholder's comment regarding the federal highway fund stating that they will reauthorize and there is an enormous lobby from asphalt manufacturers that will be back again. He added that he is pessimistic on how bold they will be due to the fact that they are spending about a half billion more than they take in every year and have enormous debt in addition to the poor economy. He informed the committee that his sense was that Washington will be filling its own holes in their budget he was unsure on their willingness to be adventurous. He added that he had yet to hear transportation come out in the presidential discussions beyond infrastructure. He was optimistic that infrastructure will be funded in some way, but it may not be seen on the transportation side. Kloster stated that on a state level Oregon is a low tax state meaning that it is not investing as much in other states but there is headroom to look at revenue on a local and state level.

Kloster commented that as a transportation planner he does not use the two words imminent and domain together, however he stated that if you are going to build transportation improvements it is a public right of way so there is a public purpose and they pay market value for land. He added that this is similar to parks and greenspaces except there is the avenue of public purpose if a land owner is not being reasonable and it is in the public interest. Kloster commented that when trails are linked to transportation it opens a door to an array of public institutions that figure out a way to cross a piece of property where the property owner may not care about public interest but there is a larger public good in making that connection. He added that transportation agencies should be part of the discussion so they can begin to think of trails as part of their mission. He added that staff will spend some time on this and used the example of the George Washington Parkway in Washington DC. Kloster informed the committee that built in 1930 it was visionary for its time and a design for what our highways should be. The Parkway is a linear park with a 4 lane, 45 mph highway designed by federal highways but run by the National Park Service. He stated that it runs from D.C. to Mt Vernon and has the necklace concept of parks along it and a trail that runs all the way paralleling the highway. Kloster stated that he had met with the administrator of the park about their mentality in managing the highway and she had informed him her primary mission was to decompress the bureaucrats on the way home and going to the capital to do the public's business. In addition she informed Kloster that they are serious about enforcing 45 mph speed limit and they pick up plenty of bike traffic in that corridor as people would notice the bike lane traveling along side the highway. Kloster stated that it was a different vision that could fit some of the trail options in the rethinking the heavy travel corridors. He added that thinking of trails as part of the travel system was the way to get ODOT involved and to develop what their role might be. Kloster stated that staff could arrange for more information for the committee if they were interested in hearing more about integrated parkway.

Kloster stated he felt that there is a societal shift away from material and more toward quality with focus on how people spend time and time is traditionally what transportation planning had been about. Kloster stated that in current transportation planning it is

assumed one route would be selected over another because it was faster however with trails it is the quality of experience. Kloster felt that planners were beginning to look at how to model this and move away from decisions based on the fastest most direct route toward measurement across a different set of benefits. He informed the committee that when people say “green” they are saying that something is missing from their life that they want referencing Commissioners Leonard example of biking to work-- that was the time he had to add something additional into his life. Kloster felt that may be the way to look at the demand side and how to make that pitch on facilities. Kloster also mentioned that staff is working on this new type of modeling developing a bike model that will be used to predict bicycle travel to connect up a bike network and be able to predict which trails will pick up that demand. He felt the next generation would look at those other elements such as the differences between a bare bones trail on the side of a highway and a trail that is in the Springwater Corridor adding the next steps would be to predict this based on peoples behavior on those trails and begin to add in what in the past were called an amenities which are now really a necessities. Kloster informed the committee that staff would do their best to provide the committee with data and other needs to help them move along there path.

Scott Bricker added that there was recent data from PSU showing that people will go out of their way for the better quality experience. He commented that coordination between transportation and parks was new and that there are large disconnects using the example that the highway trust fund was not able to be used for non-motorized corridors except for when they are in the right of way. He added that current models tend to not reference bicycles at all and only measure trips to work omitting trips to school other types of family trips.

Tom Kloster responded that on the travel side he was trying to move away from commute transportation vs. other travel especially saying that it is not a transportation purpose to ride a bike on a path that was made for bikes. He felt that this was a federal hang up and added that when air quality analysis is used to figure if a project will benefit air quality there is a debate if a trail is for a transportation purpose or will the same people who ride be there for another purpose. He commented that there is need to make a strong case on a federal level that it is all transportation and not worry so much about why people are using it. Kloster informed the committee that Oregon’s State Parks used to be part of the highway system until around 1980 so at one time the concept was well integrated and of any state Oregon knows how to do that.

Rick Potestio reiterated that people would go out of there way for quality experience. He commented in regards to the George Washington Parkway stating he hoped there would not be more parkways built but more trails and working within what we have. He asked staff to speak a bit more on a bike path along I-205 or other facilities that sound like they could be based on a similar model but are obviously are very different when described

Kloster added that the I-205 section form Oregon City to I-5 could possibly be a prototype as most people think is a greenway already because it has a lot right of way and a river running next to it. Kloster added that all highway systems have a fairly short life in which you have to go back and rebuild almost everything with in that corridor. He felt when the time came to renovate these corridors they could be made more like a parkway and trails added. Kloster stated that this was something that was coming in their transportation plan as a concept. He added that since the committee is focusing on transportation these are ways to layer it into transportation corridors that are also linear

using the example of Sullivan's Gulch, you can get from a to b in a hurry with a limited amount of intersections.

Chris Enlow stated that Kloster had brought up the concept of the parks department and department of transportation being linked and he felt the solution could lie in this relationship being reinvigoration. He added that he felt this would be apparent on the committee's trip to Amsterdam and Copenhagen.

Rod Monroe stated that the discussion of emanate domain reminded him of the work done over the last 30 years on the corridor to Lake Oswego the McAdam corridor. Senator Monroe stated that he and others had protected the rail right of way that was abandon but now has a trolly adding it is highly controversial because it goes through Dunthrope and many people's front and back yard and residents wanted to capture that. He felt that this controversy was one of the reasons it was not built yet because the street car needs to go to Lake Oswego and a trail along with that will definitely be used by commuters. He added that along with Sullivan's Gulch that one would be high on his priority list.

Senator Monroe informed the committee that the Transportation Vision Committee had discussed if bicyclists should in some way pay into the system. He added that is was difficult to assess bicycle riders but suggested a sales tax on new adult bicycles. Senator Monroe commented that even though it would not raise a large amount of money the PR perception could be beneficial. He asked the committee how they felt about this idea and it being included in the package that would go to the legislation

Chair Yaden asked the committee for a show of hands of those that would be in favor of bicycles in some way paying a share of trails.

The Committee was in favor of the idea.

Jubitz commented that he was please the committee was in favor of the idea and alluded to using something similar to the snow park idea or hunting and fishing licenses. He added that an idea could be if there was 50 dollar a year license on bikes a free pass on TriMet could be given in conjunction to give an incentive.

Jay Graves stated he wasn't sure how a tax to charge cyclists would be executed or played out and thought it might be premature and not a conversion for the committee at this time.

Major Kidd stated that a bike license on all bikes in the region could raise considerable revenue, be utilized specifically for the trails system and be an easy idea to sell to the general public.

Mayor Kidd commented that he had many photos of the trail on the George Washington Parkway. He added that the wetland crossings on the trail could be used as a model for our region. There are many places where the trail goes underneath the highway, it has overpasses and places where traffic has to stop for bikes. He added that it also has many bridges or causeways over the wetlands and are effective in getting people into the nature

Kloster added that there were also restrooms along the trail.

Mayor Kidd commented that there were also parking facilities so people take two cars and shuttle so they can ride between. He added that there are also a large number of strollers and baby joggers which speaks to the necessity for standards. Mayor Kidd stated that originally the standards on the parkway trail were narrower but extended to 12ft as a necessity due to the volume and types of usage on the trail.

Chair Yaden asked staff to weigh in with any comments or questions on the basic strategy discussion.

Mary Anne Cassin stated that she is not surprised at the direction the committee was headed. She added that because there is a transportation focus it doesn't mean it has to be done like the I-205 bikeway and felt it could be done in a way that expands and enhances peoples understanding of the landscape. Cassin commented that the only concern she had looking forward was that transportation funding and transportation departments in general are a bureaucracy in crisis and there is a need for fundamental changes in the way that projects are funded and the strings that are attached. She added that the rules and protocols are set up for a different type of project and noted that there needs to be a discussion of how the system is set up and how can it be made to work this project being do fundamentally different.

Jay Graves expressed his concern that the committee should not follow the light rail model because it is a model that in a public roll-out looks at one project incrementally and over long period of time there would be a system. He added that this project should be treated as a system from the outset even if it is an incremental process to get there.

Chair Yaden commented that one of the implications was to assemble large pots of money to complete major corridors which meant they would be phasing things more than they otherwise would and some people will have to wait a bit longer.

Graves commented on the importance of the crisis situation at hand and the timing being right and stated that a 30 year time frame was too long and that a shorter time frame should be looked at.

Al Jubitz agreed with Jay Graves and felt a Manhattan type project style should be done and get the issues out there and overhaul "the system". Jubitz felt the use of the limited funding of the gas tax to vehicular traffic is ridiculous and it should be challenged. He requested from staff they provide the committee an honest inventory of barriers to just doing it. He felt that it was frustrating to be just citizen member of the committee and not be able to use certain words, certain concepts that are barriers to getting the project completed. He added that he would like to know what those barriers are and what the system had foisted upon the population that says we can't do this.

Mike Wetter responded that the barriers are less bureaucratic and more political with policy makers having to make trade offs between different investment priorities or trying to raise taxes which is challenging in the current environment.

Jubitz stated that if the citizens get it they tend to vote for taxes like the kids fund and the greenspaces fund. He felt that they needed to paint the picture as a complete solution, be bold in believing the rules can be changed or get the tax and show the citizens that we are thinking about the future for the whole. He disagreed that a new tax was a substantial

obstacle and felt that a more tax should be placed first on the list and if there is a good outcome they should move on it.

Mike Wetter responded that he did not want to appear on the side of “it can’t be done” but wanted to present the political realities.

Jubitz stated that he did not buy those political realities because the regional community constantly does the right thing when it comes to big picture investments. He reiterated that he respected what Wetter had stated and knew it was a large issue but he felt it was not something that couldn’t be overcome.

Chair Yaden stated that he thought the barrier inventory was a reasonable request and it should not be taken as an indication that “it could not be done” but it was important that the committee square up to issues.

Jubitz stated that there is a niceness about this community that gets in the way of being really honest with each other, no one wants to offend anyone. He added that the silos are historic and important and do good work but there is a need to get over being so nice and put the real issues out on the table so big picture of what is being dealt with comes into focus. Jubitz used the example of not being able to use eminent domain because “Parks doesn’t do that”, adding that just because Parks historically hasn’t used it ODOT does so there could be an opportunity there. He stated that he would like to come away with what the barriers are that prevent the job from being done adding the 900 miles should be able to be done for half of the \$700 million.

Commissioner Schouten stated that another avenue of not being so nice would be system development charges historically taken by car and road building projects. Schouten added that whether or not community members are using a car they will pay those system development charges. Commissioner Schouten stated that in our region property taxes pay for transportation and the same applies if you use a car or not. He commented that Washington County was hopeful there would be a major surface improvement program and he would like a major piece included for improvement of non motorized roads. He added that it was routine to see impositions placed on development that effect community using the example when building a high-rise there would be a requirement for a parking structure that would in turn be paid for by the tenants in their rent whether they use a car or not and this is generally accepted. He did also agree that bikes should pay something into the pot.

Chair Yaden commented that Jubitz had given a call to action.

Mike Wetter stated that the current grass root level of development of the trail system was not mustering the political and civic leadership to move the project forward and that that this was one of the main reasons the committee had been convened. He added that with this leadership it could be done.

Chair Yaden stated that it was great lead in as discussion for the next session which will be how to organize to move forward with the case statement and the strategy.

Dave Underriner stated that he appreciated Jubitz’s push and asked to know not just the barriers but what are the creative things that could be done to remove those barriers. He added that it would be good to know where you can push and where there is some wiggle

room in the requirements. He used the example of the Oregon Health plan and what Governor Kitzhaber did in getting waivers and federal matches which was against the traditional way of how you got things funded. He added that some people actually looked at the system and decided that you didn't have to do it the way things had always been done.

Mike Wetter informed the Committee that Julie Keil had sent in her commentary and voted for the transportation scenario as well.

4. Designate study tour and give them their charge

Chair Yaden asked the committee to formally adopt a resolution designating a delegation to Europe and as part of that consider the scope of work from the member packets in Exhibit B.

Chair Yaden asked for a motion to adopt the resolution followed by a second.

The Mayor Kidd gave a motion and followed by a second from Dave Underriner and all of the committee was in favor.

5. Direction to Amsterdam /Copenhagen delegation

Chair Yaden informed the committee that the discussion would be based on Exhibit B.

Mike Wetter stated that number 1-6 were contributed by the committee from prior meetings when we were originally scoping this. Wetter asked the committee to list additional items in particularly anything specific task or information they would like gathered while the delegation is in Europe.

Chair Yaden asked the committee to concentrate on additional items and not critique what has already been written.

Scott Bricker asked the delegation to look at access to freight and inter modal districts, urban campuses, suburban campuses and access to and circulation around schools, universities, town and regional centers. He also asked the committee to examine what was the positioning of the government agencies and bureaucrats and how they work together.

Jay Graves commented that the delegation should find out what mistakes were made in the development of the systems in Amsterdam and Copenhagen so they can be avoided here.

Chris Enlow added that the barriers should also be determined and how they connected the different offices from city to government.

Dick Schouten suggested the delegation find out how maritime winter weather effects use in Amsterdam and Copenhagen and how they deal with it.

Dave Underriner asked the delegation to determine how system development policies applied to new development of facilities, business and entities within the greater region in Amsterdam and Copenhagen and if the amount of parking is reduced because there is a

network in place? Underriner also stated that the committee should ask what the cities have in place for understanding the balance of transportation and how these decisions are made.

Al Jubitz commented that the delegation should determine what is the culture of the people that has resulted in the design and use of the system and what are the courtesies of the road or any written and unwritten rules.

Jubitz also suggested the possibility of having a sociologist on the team accompany the team.

Tom Kloster asked the delegation to find out what are the security and safety issues Amsterdam and Copenhagen have encountered in their systems. In particular did they have patrols on paths that leave the visible right of way and if so what agency is it done through?

Senator Monroe asked if the delegation could ask how the development of Copenhagen's and Amsterdam's system was funded. He added that in speaking of how this region could do the system all at once the committee should look at what size of a household utility fee could be required as it can be used for non-highway in Oregon's Constitution. He felt that it would be a large amount per household per year and might be a good way to put something on the ballot.

Councilor Burkholder commented that the delegation should ask what the regions consider the appropriate level of funding per capita to provide the service that they do.

Councilor Burkholder stated that both countries the delegation was to visit were at one time headed down the path of car dominated transportation. He asked that the delegation find out what it was that got them to change both politically and sociologically.

Mary Anne Cassin asked to delegation to find out hat kind of staffing levels did both regions have to develop the system?

Mayor Kidd commented the delegation should note what the Amsterdam and Copenhagen regions have provided in terms of bike parking and tie-ins at destinations as far as security and storage

Mayor Kidd also asked the delegation to find what type of designs were used for the trails in both regions including figures (not in metrics) and commented the delegation should note what the Amsterdam and Copenhagen regions have provided in terms of bike parking and tie ins at destinations as far as security and storage?

Mayor Kidd also asked the delegation to research what the maintenance responsibly of the trails were and who is responsible for them?

Rick Potesteio stated that he hoped the delegation would have an architect or urban designer along to accompany at least some portion of the tour to look at the urban form and context and how it relates to the context of what we have to work with here?

Chair Yaden stated the delegation should determine if there was a critical mass or tipping point in size and connectivity that made a big difference or leap in terms of use in the system in both regions.

Chair Yaden also asked that the delegation find out if Amsterdam and Copenhagen had learned lessons from other cities?

Chair Yaden stated that the committee had a delegation was ready to with Exhibit A listing the members of the delegation and Exhibit B expanded.

6. Announcements and other business

Chair Yaden asked the committee to note that the next meeting of the Blue Ribbon Committee for trails was November 10th and the October meeting had been changed due to the trip.

Al Jubitz asked whether Connecting Green wasn't going to work because the committee was perusing the transportation scenario.

Chair Yaden commented that he did not mean to imply that but that the committee had made a shift from starting with the emphasis on Connecting Green towards transportation not that it wouldn't work.

Jubitz added that he thought it worked because connecting is all modes of transportation and green could be the broader region and connecting green to the greenways acquired. He added that it might just take a bigger definition but he still liked it.

Dave Yaden thanked Jubitz for the comments and thought it was accurate and he would associate himself with those remarks.

Brad Perkins announced the Sullivan's Gulch trail tour on Wednesday September 17th.

Scott Bricker asked for an update on Metro acquiring land of greenways as part of the Natural area bond measure.

Dick Schouten thanked the staff for work provided

7. Adjourn

There being no further business to come before the Blue Ribbon Committee for Trails, Chair Dave Yaden adjourned the meeting at 6:00 p.m.

Prepared by Kristin Blyler
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