

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AUTHORIZING ) RESOLUTION NO. 82-373  
IMPLEMENTATION OF THE BICYCLING )  
SAFETY AND ENCOURAGEMENT PROGRAM ) Introduced by the Joint Policy  
Advisory Committee on Trans-  
portation

WHEREAS, The Metropolitan Service District and the City of Portland have received a \$174,000 grant from the Federal Highway Administration for the purpose of improving bicycling safety and encouraging bicycle riding in the metropolitan area; and

WHEREAS, The random sample survey recently conducted for this program by the Columbia Research Center provides the basis for the proposed scope of work; and

WHEREAS, The Bicycling Encouragement Program Advisory Committee has endorsed the proposed work scope; now, therefore,  
BE IT RESOLVED,

1. That the Metro Council authorizes implementation of the Bicycling Safety and Encouragement Program, as described in the staff report.

2. That expenditures for the Bicycling Encouragement Program be in accordance with the budget shown in "Attachment A".

ADOPTED by the Council of the Metropolitan Service District this 21st day of December, 1982.

  
Presiding Officer

RB:JS:lmk  
11-29-82

BICYCLING SAFETY AND ENCOURAGEMENT PROGRAM BUDGET<sup>1</sup>

<u>PROGRAM ELEMENT</u>	<u>METRO</u>	<u>CITY OF PORTLAND</u>	<u>MATERIALS &amp; SERVICES</u>	<u>TOTALS<sup>2</sup></u>
<u>Completed Tasks</u>				
Attitude Survey	\$ 3,000	\$ 1,500	\$ 6,000	\$ 10,500
Program Development	9,000	6,500	0	15,500
Subtotal	<u>\$12,000</u>	<u>\$ 8,000</u>	<u>\$ 6,000</u>	<u>\$ 26,000</u>
<u>Proposed Tasks</u>				
Safety Education Campaign				
Public Information	2,000	2,000	46,000	50,000
Regional Bicycle Map	8,700	1,500	10,000	20,200
Employer Program	2,000	2,000	32,000	36,000
Encouragement Events	2,000	6,300	4,000	12,300
Final Evaluation + Report	2,500	4,000	6,000	12,500
Subtotal	<u>\$17,200</u>	<u>\$15,800</u>	<u>\$ 98,000</u>	<u>\$131,000</u>
<u>Program Administration</u>	<u>\$10,000</u>	<u>\$ 7,000</u>	<u>0</u>	<u>\$ 17,000</u>
GRAND TOTAL	<u>\$39,200</u>	<u>\$30,800</u>	<u>\$104,000</u>	<u>\$174,000</u>

<sup>1</sup>Funded entirely from FHWA grant. No local match required.

<sup>2</sup>Up to \$10,000 in additional funding for the support of encouragement events and other appropriate elements of the program is anticipated to come from private sources.

CONSIDERATION OF RESOLUTION NO. 82-373 FOR THE  
PURPOSE OF AUTHORIZING IMPLEMENTATION OF THE  
BICYCLING SAFETY AND ENCOURAGEMENT PROGRAM

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Date: November 24, 1982

Presented by: Richard Brandman and  
Janet Schaeffer

FACTUAL BACKGROUND AND ANALYSIS

Metro staff is currently working on the development of two bicycle programs--a revision of the 1976 CRAG Regional Bicycle Plan and the Bicycling Safety and Encouragement Program. Both the Plan and the Program have as their basic objectives improving bicycling safety and increasing the number of people who commute by bicycle throughout the region. The bicycle plan addresses route development, bicycle parking standards, route design criteria, enforcement of bicycle regulations, safety programs, and bicycling encouragement. This comprehensive bicycling development effort has resulted in the completion of over 70 miles of bicycle routes throughout the region at an investment of over \$6.5 million during the past ten years.

The Bicycling Safety and Encouragement Program is funded by a grant from the Federal Highway Administration's Comprehensive "Transportation Systems Management" Assistance Program. The grant was awarded to the City of Portland and Metro in November 1981. The program as originally designed was hailed as the best example of a commuter-oriented bicycling encouragement program in the nation at a recent national meeting of bicycle planners. It is being directed by the City of Portland's Office of Public Works, Bicycle and Pedestrian Program, which recently was awarded first place in a nationwide competition for comprehensive bicycle programs in cities with over 100,000 population.

To understand the significance of the Bicycling Safety and Encouragement Program for the Portland metropolitan area, it is necessary to place it in perspective. Locally and nationally, bicycling is continuing to grow in importance as a means of transportation and as a recreational activity. During the past 10 years, more bicycles than automobiles have been sold in the United States. Next to swimming, bicycling is the nation's most popular leisure activity. The new enthusiasm about bicycling for recreation has stimulated a corresponding growth in the use of bicycles for transportation. In Portland, bicycle commuting--already twice the national average as a percentage of all work trips--has doubled in volume since 1974.

Staff is requesting adoption of the attached resolution authorizing implementation of the Bicycling Safety and Encouragement Program. Last spring, the Metro Council authorized the first phase of the program, a random sample survey to determine the need and support for a bicycling safety and encouragement program in this region. The survey was conducted by the Columbia Research Center in May and June of this year. Key responses to the survey show that:

- Over half of all Portland area adults bicycled during the past year, mostly for recreational purposes.
- 119,000 area residents are potential bicycle commuters--more than ten times the number regularly commuting by bicycle today.
- Opportunity for exercise is the main reason why people ride bicycles.
- Concerns about safety and poor weather are the main reasons why people do not ride bicycles.
- There is considerable misunderstanding on the part of bicyclists and motorists about safe bicycling practices.
- 85 percent of the population think programs should be implemented to encourage bicycling and improve bicycling safety.

A summary report of the survey's findings is attached.

#### Potential Benefits of the Bicycling Safety and Encouragement Program

Substantial economic and environmental benefits are possible if the Bicycling Safety and Encouragement Program is successful. Based upon the survey results, approximately 11,000 Portlanders currently bicycle to work on a regular basis. On average, these individuals save \$400 per year by choosing to commute by bicycle when the weather is favorable. Their collective annual savings of \$4.4 million would be increased by another \$2.2 million if only 5 percent of potential bicycle commuters in the region begin to bicycle to work as a result of the Bicycling Safety and Encouragement Program.

In addition to these dollar savings, regional gasoline consumption would be reduced by 340,000 gallons per year and approximately 168 fewer tons of carbon monoxide and hydrocarbons would be emitted annually if this 5 percent goal is met.

The staff, consultant, and the program Advisory Committee (composed of a citizen at-large, members of citizen bicycling organizations, and representatives of government agencies and local jurisdictions) all believe that the survey has

demonstrated a need for and support for the Bicycling Safety and Encouragement Program in this region. Three program elements have been developed, based on the survey's results, and have been endorsed by the Advisory Committee, FHWA and TPAC.

### Proposed Work Program

The elements of the program, which would be implemented during spring and summer 1983, are:

1. Safety Education Campaign. Because the survey shows concerns about safety are the main disincentives to bicycling, the program should directly address the safety issue. A broad safety education campaign is proposed to assure that the safety information reaches as many people as possible -- motorists as well as bicyclists and potential bicyclists. The program would communicate rules for bicyclists and motorists to follow in order to safely share the road. A marketing firm would be contracted to develop specific safety and awareness messages and distribute them through public service announcements, transit advertisements, posters, and other communication channels. An effort would be made to obtain support from businesses in placing safety messages on milk cartons, bread wrappers, paper bags and the like.

Another focus of the campaign would be publication of a regional bicycle map. In the long term, the concern about lack of bicycle routes shown by the survey must be addressed by creating new routes, and efforts to do this are underway now throughout the region. In the meantime, people lack information about existing bicycle routes and good bicycling streets. Requests for maps are the most frequent citizen inquiries received by area bicycle programs. As Portland and Beaverton are the only jurisdictions in the region with bicycle maps, a regional map would fill an important need.

2. Employer Program. The survey shows great interest in bicycling to work in the metropolitan area. This second program element would allow direct contact with potential bicycle commuters at their place of work. Direct assistance and instruction is the most effective way to teach bicycling safety and encourage new riders. Tri-Met's ridesharing staff has offered assistance in reaching the 250 employers participating in their program. Employers would be encouraged to provide adequate bicycle parking and changing rooms for bicycle commuters. Bicycle maps and safety materials would be made available. Special services would be offered to interested employers, such as custom-tailored maps showing an individual's best route to work, and guided practices rides.

3. Bicycling Encouragement Events. The survey indicates that most bicyclists are recreational riders. Communities around the nation are experiencing a growing interest in participation events such as group bicycle rides and bike-to-work days. Such events help generate new interest in bicycling. They can also help people make the transition from recreational riding to use of bicycles for commuting and other purposeful trips. Possibilities for the metropolitan area include participation in a national bike-to-work day to be sponsored next May by the Southland Corp. (7-11 stores). Another possibility would be a family bicycle ride like a recent event in San Diego, sponsored by Frito Lay, which attracted 2,000 participants. Project staff would recruit corporate sponsors and help organize one or more such events in the region.

The combined impact of the three program elements should achieve the two-fold purpose of the Bicycling Safety and Encouragement Program:

- To improve bicycling safety on streets and highways in the Portland metropolitan area.
- To increase the number of adults who choose to bicycle to work and for other transportation purposes.

#### Budget Impact

Funds for the implementation of the Bicycling Safety and Encouragement Program were awarded from the Federal Highway Administration. No local match is required. A breakdown of expenditures for implementing the program is shown in Attachment "A." Metro's primary responsibilities will be overall program administration, production of the regional bicycle map, and assistance in program evaluation. The City of Portland is under contract to Metro and will be responsible for day-to-day management of program activities and program evaluation.

TPAC and JPACT have reviewed this project and unanimously recommend approval of the Resolution.

#### EXECUTIVE OFFICER'S RECOMMENDATION

Adopt the Resolution authorizing implementation of the Bicycling Safety and Encouragement Program as described above.

#### COMMITTEE CONSIDERATION AND RECOMMENDATION

On December 7, 1982, the Regional Development Committee unanimously recommended approval of this Resolution. There were six

persons at the meeting who spoke in favor of the program. Following is a summary of their comments:

Mike Lindberg, Portland Commissioner: Said that the City of Portland strongly supports the program and reiterated its benefits.

Sherman Coventry, Member Tri-County Bicyclists United and Bicycling Safety and Encouragement Program Advisory Committee: Emphasized the safety aspects of the program and said they were necessary if Metro wanted to increase bicycle commuting in the region.

John Price, Federal Highway Administration: Related that Transportation Systems Management projects from around the county were judged competitively for funding and that this program was ranked in Washington, D.C. as one of the best bicycling programs in the nation. Felt that the program is now even better because of additional staff development.

John Charles, Oregon Environmental Council (OEC): Said that OEC supports the program and spoke of the air quality and economic benefits that would accrue to the region because of our existing nonattainment status.

Patrick Clancey, Chairman, City of Portland Bicycle and Pedestrian Program Citizens Advisory Committee: Said that Portland's citizens advisory committee strongly supports the program and felt that its safety component was needed to complement ongoing facilities development.

Rick Root, City of Beaverton: Said that Beaverton and Beaverton's citizens bicycling advisory committee strongly support the program.

RB/srb  
7257B/327  
12/13/82

ATTITUDE STUDY  
FOR THE  
PORTLAND METROPOLITAN  
BICYCLING ENCOURAGEMENT PROGRAM

Prepared by:

Columbia Research Center, Inc.  
401 E. McLoughlin  
Vancouver, WA. 98660

October, 1982

This report has been prepared by Columbia Research Center and does not necessarily reflect the opinions or position of the Metropolitan Service District or the City of Portland.



## SUMMARY OF THE BICYCLING ATTITUDE STUDY REPORT

This report presents findings of a recent survey conducted by the Columbia Research Center, Inc. concerning public attitudes about bicycling as an alternative mode of transportation. The survey is the first phase of the Metropolitan Portland Bicycling Encouragement Program, a program to encourage adults to consider bicycling for a variety of travel purposes and increase the number of persons commuting to work by bicycle. The Bicycling Encouragement Program and the survey are funded exclusively by a grant from the Federal Highway Administration to the Metropolitan Service District (Metro) and the City of Portland through the federal Comprehensive Transportation Systems Management Assistance Program.

The major objectives of the survey were to better define:

1. Public attitudes toward bicycling (both positive and negative);
2. The most important factors influencing the decision to use a bicycle as a means of transportation;

3. Public support, if any, for programs which encouraged bicycle riding and improved bicycling safety; and
4. What would make bicycling a realistic transportation option in this region.

The report also presents Columbia Research Center's recommendations for the Bicycling Encouragement Program, based upon the survey results.

#### Methodology

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The 601 respondents in the survey were selected by a random sampling technique from the urbanized portion of the tri-county Portland metropolitan area. A nearly equal number of women and men over the age of 18 with valid driver's licenses were interviewed.

The survey was conducted during late May and early June. Weather during the three-week period of the survey was intermittently rainy and sunny.

This sample size affords a standard error factor of plus or minus 4% at the 95% confidence level.

Questions were structured to determine the extent of

bicycling at present, degree of interest in bicycling (particularly interest in bicycling to work), reasons why people choose not to bicycle to work under current conditions, and changes needed to assist people interested in bicycling. In addition, the survey addressed motorists' concerns about sharing the road with bicyclists and other safety issues.

### Survey Findings

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The survey results demonstrate widespread bicycle use and strong support for bicycle programs in the Portland area. The key findings of the survey are:

- \* 85 percent of the respondents said that programs which improve bicycle safety and encourage bicycle riding should be started
- \* 51 percent of the survey respondents, representing 395,000 people regionally, have ridden a bicycle within the past year
- \* 5.2 percent of the sample, or 40,000 area residents, have commuted to work by bicycle at some point during the last year
- \* 3.6 percent of the sample, or 28,000 residents, have commuted to work by bicycle during the month prior to the survey
- \* 15 percent of the respondents, representing 119,000 area residents, think that riding a bicycle to work is a possibility for them

These results suggest that programs to encourage bicycling

and safe bicycling practices have the potential to greatly increase the current use of bicycles for work-trip commuting in this region.

For an encouragement program to be successful in increasing the level of bicycle use, it is necessary to determine what motivates people to ride bicycles. The opportunity for exercise was the most important reason according to 72% of the respondents. Fifty-eight percent responded that the opportunity to enjoy the outdoors was a very important factor, and 52% stated that saving energy and reducing pollution were very important concerns.

Several questions were also asked to determine the relative importance of factors which influence one's decision not to ride a bicycle. As was anticipated, the three primary factors deterring people from bicycling were the perception that it is dangerous to bicycle in traffic (55%), poor weather (52%), and lack of bicycle routes (44%). Other factors such as bad road conditions and the effort required to pedal a bicycle were considered less important. While the encouragement program obviously cannot effect a change in the weather, the program can address the safety issue in a variety of ways and can provide information on preferred bicycle routes. (New bicycle routes and facilities are also being developed through the implementation of regional and local bicycle plans.)

The negative effects of Portland's weather on general bicycle use was not an important factor when the more specific question was asked, "What is the major reason you have not used a bicycle to get to work?" While safety was still a concern, the greatest concern was distance--i.e., the distance between home and the workplace. Given the relatively short work trip commute distance in this region (38% of the survey respondents lived within five miles of the workplace), this problem may be as much of a perceived problem as a real problem, and one which can be addressed in the implementation of the Bicycling Encouragement Program.

#### Consultant Recommendations

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These and other results from the survey provided insight into the needs of people interested in bicycling and will help establish guidelines for design of the Bicycling Encouragement Program:

- \* The program should assist recreational riders in beginning to ride to work. The purpose of most current bicycle trips is for recreation. The encouragement program may be more successful in motivating current recreational riders to bicycle to work than in encouraging non-bicyclists to begin riding.
- \* The program should point out the respective roles of motorists and bicyclists in improving bicycling safety. Seventy-five percent of the respondents were unaware that bicycling next to the curb is not legally required and is often unsafe. From the motorist point of view, respondents indicated that a combination of

poor cycling practices, such as weaving in and out of traffic, are the major problems that result when bicycles and motor vehicles share the road.

- \* The program should develop and disseminate information on good bicycle routes. Forty-four percent of the survey respondents indicated that lack of bicycle routes is an important disincentive to bicycling. Through maps and other guides, the program could provide information on the location of existing good bicycle routes that avoid busy streets.
- \* At the workplace, the program should focus on the need for secure parking, route information, and places to change clothes. Respondents rated these needs high, more important than training in bicycling safety and basic bicycle maintenance.
- \* The program should focus on bicycling opportunities during the good weather months of the year. Although bicyclists can be seen in the Portland area on almost every day of the year, the number of rainy-season bicyclists will never be large in proportion to fair-weather bicyclists.
- \* The Bicycling Encouragement Program must be prepared to deal with differing perceptions about the use of bicycles. The survey found that, as people became more experienced bicyclists, their perceptions about the problems associated with bicycling changed.
- \* The program should address factors that motivate people to ride bicycles. Even though a large number of area residents are interested in bicycling for transportation, they will not begin to use a bicycle unless they have the personal motivation to do so.

In general, the responses suggest a significant increase in the use of bicycles will occur only when bicycling is perceived by bicyclists and motorists to be safer than it is perceived to be at this time. Additional bicycle routes, increased awareness of the existing bicycle route network, and increased understanding of the rights and responsibilities of both motorists and bicyclists are needed.

In conclusion, this survey has found that there is a large

population of recreational bicyclists in the Portland metropolitan area. A significant portion of these cyclists feel that bicycling to work would be an option for them. An even greater number of bicyclists and non-bicyclists alike feel that programs which improve bicycling safety and encourage bicycle riding should be implemented. The task now is for Metro, the City of Portland, and their Advisory Committee to design a work scope which will fulfill the goals of the Bicycling Encouragement Program.