“The bicycle is the most civilized conveyance known to man.”

- Iris Murdoch
Part Two: A framework for bicycling policy

“I’m inspired to bike by the feeling of freedom and being able to experience all that is around me. I find it’s very convenient to not search for parking or stressing out in traffic. It has allowed me to meet new people on my routes and transition to the bus or MAX. I believe the urban lifestyle is more than just getting from point A to point B.”

Neighborhood: WOODSTOCK

Reason for bicycling: Commutes to school and it KEEPS MY SPIRITS UP throughout the day.

Favorite Portland bicycling event: THE NIGHT RIDE

Bicyclist PROFILE
Kenny

Neighborhood: WOODSTOCK

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Bicyclist PROFILE
Kenny
2.1 A BROAD POLICY CONTEXT

2.1.1 Introduction

Portland’s acclaim as one of America’s most livable and sustainable cities is a result of innovative planning efforts inspired by the vision of involved residents rethinking how they wanted to live. Over the past decades Portland has enjoyed a vibrant transportation system that promotes bicycling, walking and transit. The Portland Bicycle Plan for 2030 builds upon the city’s past planning success and aims to complement other planning efforts to support the creation of a world-class bicycling city.

Portland’s evolution

In the early twentieth century, Portland, like most American cities, began to redevelop its urban transportation network to accommodate increasing use of the automobile. This redevelopment had significant impacts on the function and form of downtown and inner city neighborhoods. Streets were widened, buildings were torn down, streetcar lines were eliminated and entire neighborhoods became disenfranchised – all to meet the spatial demands and operational needs of the automobile.

During this time Portland began experiencing increased urban growth in once rural areas, resulting in landscapes designed specifically for the automobile and without basic amenities such as bike lanes, sidewalks or access to public transportation. As a result, residents had few reasonable transportation options beyond the car. Commercial districts developed as multi-lane automobile-oriented corridors fronted with acres of parking lots, which made bicycle and pedestrian access uninviting, indirect and dangerous.

In the final third of the twentieth century, concerned Portland residents and business leaders who were committed to revitalizing downtown, improving air quality and introducing more transportation choices worked with strong, responsive government leadership to shift Portland’s direction. Supported by the introduction of innovative statewide land use planning, Portland reclaimed its downtown, rejected planned freeways and built the nation’s first light rail system. The success of these efforts yielded such Portland landmarks as Pioneer Courthouse Square and Tom McCall Waterfront Park, and set the course for decades of public and private investments in livability and innovations in transportation.

Portland’s late twentieth century transformation happened not by chance but as a direct result of local, regional, state and federal decision-making. The Portland Bicycle Plan for 2030 represents the synthesis of efforts that have developed over many decades. This plan
Part Two: A framework for bicycling policy

Opportunities for implementation of the Portland Bicycle Plan for 2030:

- Active Transportation - Metro
- Airport Futures – City of Portland and Port of Portland
- Bicycles and Transit Plan – TriMet
- Climate Action Plan 2009 – City of Portland and Multnomah County
- Freight System Master Plan - City of Portland
- Green Connectors – City of Portland
- Grey to Green – City of Portland
- Integrated Mobility Strategy – Metro
- Portland Plan project and Central City Plan – City of Portland

FIGURE 2-1: Opportunities for implementation of the Portland Bicycle Plan for 2030:

2.1.2 Relationship of this plan to other plans and planning efforts

The Portland Bicycle Plan for 2030 is developed as a set of recommendations to inform the City’s activities, to guide an update to the City’s Transportation System Plan and to complement other planning efforts by providing detailed, publicly vetted guidance on issues related to bicycle transportation in Portland.

The Transportation System Plan (TSP) is the City’s 20-year plan for transportation improvements. The Transportation Element (TE) serves as the policy basis for the TSP. The goals, policies and objectives contained in the TE are a subset of Portland’s Comprehensive Plan, which guides Portland’s long-term growth and development.

The City’s planning efforts are conducted within a regulatory framework set by a number of state and regional goals, policies and regulations. This regulatory framework is summarized in Chapter 1 of the Transportation System Plan and discussed in detail in Chapter 7 of that plan.2

The Portland Bicycle Plan for 2030 is intended to complement planning efforts by Metro, TriMet, Multnomah County, the Port of Portland, the Portland Development Commission and other bureaus within the City of Portland, as well as efforts by adjacent jurisdictions, to foster a well-connected regional bicycle network.

The relationship of this plan to some specific plans and planning efforts are addressed below.

2.1.3 Climate action

The Portland Bicycle Plan for 2030 will help implement the City of Portland’s and Multnomah County’s Climate Action Plan 2009 (CAP).3 The CAP vision explicitly states, “Most people rely on walking, bicycle and transit rather than driving.” The Portland Bicycle Plan for 2030 provides the specific guidance needed to achieve the CAP’s goals for bicycling.


2 Transportation System Plan, City of Portland, updated 2007; available online at http://www.portlandonline.com/transportation/index.cfm?c=38838

3 Climate Action Plan 2009; available online at http://www.portlandonline.com/bps/index.cfm?c=41896
2.1.4 Putting green transportation first

For decades Portland has embraced transportation choices and smart, compact growth, yet in 2009 driving alone was still the prevailing travel mode. Despite significant increases in bicycle transportation, it remains inaccessible as a realistic, primary means of personal mobility for most residents. More investment is needed to prioritize green transportation modes, such as bicycling, to attain a more balanced and sustainable transportation system. Systemic change at every level, from planning and zoning to the reallocation of the right-of-way, will be required.

Building a sustainable, efficient city that is vibrant, healthy and prosperous will require further elevating green transportation – those transportation modes that have the least environmental impact and greatest contribution to livability. Dubbed the ‘Green Transportation Hierarchy,’ this notion of prioritizing investment in walking, bicycling and transit travel is exemplified by cities such as Vancouver, British Columbia; Ottawa, Ontario and Calgary, Alberta. These cities have incorporated the Green Transportation Hierarchy into their city policies and codes to direct resources to transportation modes according to their measured degree of sustainability.

Specific strategies that will manifest Portland’s Green Transportation Hierarchy include designating car-free or car-limited zones, reforming system performance standards to favor the movement of people over the movement of vehicles and further developing the ‘20-minute neighborhood’ concept. These strategies are discussed below.

Car-limited zones

Car-limited zones can take a variety of forms, including area-wide traffic calming or ‘home zones,’ pedestrian zones, EcoDistricts and temporary car-free events like Sunday Parkways.

Much of Portland has a dense network of streets. Overall, streets account for roughly a quarter of Portland’s total land area and more than half of its publicly owned land. About 70 percent of this public asset consists of neighborhood streets that function with low volumes of auto traffic. They are quiet streets that offer comfortable spaces for walking and bicycling. One way to protect such areas is to establish neighborhood ‘home zones’ to limit through travel for motor vehicles.

European cities have had success with pedestrian zones in their medieval city centers, where streets are narrow and a high concentration of retail and commercial destinations, pedestrian activity and travel alternatives already exist. Where such car-free districts in the U.S. have been tried, results have
been mixed. However, such districts could be a useful tool in the future.\(^4\)

Events such as Portland’s Sunday Parkways\(^5\) give residents an opportunity to experience the unique benefits of walking, rolling or bicycling through neighborhoods where miles of streets are temporarily car-free and carefree.

**Counting people, not cars**

The Regional Transportation Plan (RTP) and the TSP require local jurisdictions to establish minimum motor vehicle ‘levels-of-service’, such as acceptable congestion levels, in their comprehensive plans to evaluate and determine system-wide transportation demand. The jurisdictions are permitted to adopt alternative standards, given they do not shift congestion to neighboring jurisdictions, result in TSP improvements inconsistent with the superseding RTP, increase single-occupant vehicle (SOV) travel or otherwise hinder the ability to reach mode targets.

The tools available to measure compliance with these standards do not take into account the potential of bicycle transportation to reduce motor vehicle use, a phenomenon that has been demonstrated in the best bicycling cities throughout the world.

Portland has pioneered strategies for urban growth management and sustainable transportation, and can continue this trend by developing alternative transportation system performance measures to serve all roadway users and achieve broader planning objectives. The Portland Bicycle Plan for 2030 promotes the creation of new and innovative ways to measure multi-modal traffic flows, impacts to neighborhood livability and consistency with compact urban form policies. Metro’s update to the 2035 RTP calls for outcomes-based planning and broadens measures of success, creating a framework for addressing system needs in a more integrated and comprehensive manner.

### 2.1.5 20-minute neighborhoods: mobility on a human scale, at a human pace

As a mode of transportation, bicycling is an important tool for achieving the desired urban form envisioned in Portland’s Comprehensive Plan and Metro’s 2040 Growth Concept.

The Portland Plan project has introduced the concept of the ‘20-minute neighborhood,’ a development where residents live within a short walk or bicycle ride to daily destinations such as grocery stores, schools, libraries, transit stations and parks. It is based on the experiences of comparably sized European cities that enacted supporting land use policies aimed at forming neighborhoods that reduce the demand for longer distance travel. In a ‘20-minute neighborhood,’ bicycling provides an efficient, carbon-free travel alternative to walking for destinations that are not convenient or accessible within a short walk. In many parts of Portland the common destinations of daily life are already within a 20-minute bicycle ride, but some areas lack the bicycle transportation infrastructure to support such trips.

When supported by a defined and well-designed bicycle network and programs, the bicycle offers residents a transportation alternative that allows them to access basic services safely and efficiently without reliance on an automobile. This is especially true in areas like East Portland, where the concept of a ‘20-minute neighborhood’ that incorporates a bicycle network and ridership encouragement programs can support multiple goals.

In supporting the Portland Bicycle Plan for 2030, the Planning Commission recommended that the Portland Plan “designate a set of current and future 20-minute neighborhood centers and designate a set of corridors interconnecting these neighborhood centers, Region 2040 Town and Regional Centers and the Central City. Corridors connecting these centers should be priorities for separated in-roadway bikeways and, to the extent possible, should be coordinated with the Portland...

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\(^4\) The home zone treatment could be one element of an EcoDistrict developed under the Portland Metro EcoDistrict Initiative. See http://www.pdxinstitute.org/index.php/ecodistricts.

\(^5\) Sunday Parkways is described in more detail in section 4.1.5 of this plan.
Streetcar System Concept Plan to create continuous multi-modal mobility corridors between centers.”

2.1.6 The Portland Streetcar System Concept Plan

The Portland Streetcar System Concept Plan was accepted by Resolution no. 36732 on September 9, 2009. The plan designates a network of corridors determined to be the most viable to introduce streetcar service as the system expands in a manner to serve neighborhoods outside of the Central City.

Development of the Portland Streetcar System Concept Plan during the same period as development of the Portland Bicycle Plan for 2030 allowed for coordination of planned routes. Carefully designed streetcar and bikeway networks will complement and reinforce each other as modes of transportation.

2.1.7 The Freight System Master Plan

The Freight System Master Plan was adopted by Ordinance no. 180132 on May 10, 2006. The plan provides a road map for managing freight movement and commercial delivery of goods and services in Portland. The Portland Freight Committee is charged with advising the Mayor, City Council and all City departments on matters relating to the multi-modal freight network. The Portland Freight Committee reviewed the draft Portland Bicycle Plan for 2030 and expressed support of overall goals that incrementally mitigate the need for system capacity expansion, but also expressed concern that implementation of the plan differentiate between freight movement and other motorized transportation.

2.1.8 West Burnside/Couch alternatives

Based on the Burnside Transportation and Urban Design Plan, adopted by Resolution No. 36114 in 2002, and the West Burnside/Couch Alternatives Report, adopted by Resolution No. 36499 in 2007, the Portland Bicycle Plan for 2030 recommends moving the bicycle boulevard and classification of City Bikeway from NW Couch Street to an alternate east-west street to be selected as part of the Pearl District Access and Circulation Plan.

2.1.9 Policy context recommendations

2.1 A. Put green transportation first.

Specifically:

- Work to achieve the bicycle mode split and funding goals in the City of Portland and Multnomah County’s Climate Action Plan 2009
- Collaborate with other City bureaus and Metro to work toward adopting a ‘Green Transportation Hierarchy’ that prioritizes planning and investing in green transportation modes to elevate the relative
importance of non-motorized modes

- As part of future modifications to the TSP, consider identifying ‘home zones’ or similar area-wide car-limited zones integrated with the overall bicycle network

- Collaborate with regional, state and federal partners to reform system performance measures and mobility standards to reflect the movement of persons rather than vehicles and favor green transportation modes

- Collaborate with regional, state and federal partners to develop transportation models and forecasting tools to accurately predict bicycle travel demand generated by capital and programmatic improvements and to model system performance that includes bicycling

2.1 B. Fully integrate bicycling into the Portland Plan project.

**Specifically:**

- Designate a set of current and future ‘20-minute neighborhood’ centers and designate a set of continuous multi-modal mobility corridors interconnecting these neighborhood centers, Region 2040 Town and Regional Centers and the Central City as priorities for separated in-roadway bikeways, coordinated, to the extent possible, with the Portland Streetcar System Concept Plan
- Consider whether all Region 2040 Town Centers should be classified as bicycle districts
- Analyze space devoted to motor vehicles and bicycle parking in the public right-of-way, in commercial parking facilities and in accessory parking to all types of land uses, and recommend policies to ensure that space is allocated appropriately between vehicle types to accommodate parking needs while to the extent possible reducing the total square footage required for parking
- Conduct research to evaluate the impact of bicycling infrastructure and mode share on property values and make recommendations on the viability of value-capture funding methods such as Local Improvement Districts and Tax-Increment Financing for bicycle improvements
- Identify opportunities for zoning changes that will support retail centers to be located along appropriate identified bikeways
- Establish ‘eco-districts’ as neighborhood developments that emphasize sustainability by combining high performance buildings and infrastructure that reduce greenhouse gas emissions, promote efficient energy and water use and offer residents access to essential services without need for an automobile
- Ensure all neighborhoods have adequate low-stress bicycle facilities connecting to neighborhood commercial corridors and centers so that local residents can safely and comfortably access them by bicycle or on foot
- Capitalize on implementation of streetcar and light rail lines to foster development that supports bicycling and walking
- Provide opportunities for high-density, mixed-use development along identified bikeways with adequate end-of-trip bicycle facilities and consider the creation of district-specific development standards such as improved bicycle parking requirements and amenity bonuses to promote bicycling and walking
- Introduce new residents to their ‘20-minute neighborhood’ with maps, coupons and other incentives to promote nearby services and amenities

2.1 C. Further integrate support for bicycling into existing City policies.

- Identify opportunities for revisions to existing City policies to ensure greater support for bicycling in Portland
2.2 BICYCLE POLICY RECOMMENDATIONS

2.2.1 Introduction

The intent of policy is to capture and preserve citizen aspirations for Portland’s future, to communicate those aspirations clearly to Portland agencies responsible for converting the goals and policies into action, and to provide the basis for regulating activities within the city. Statements in Portland’s Comprehensive Plan, which includes the Transportation System Plan, are ordered from the general to the specific: goals, policies and objectives.

The Portland Bicycle Plan for 2030 recommends updating several policies and objectives related to bicycling in Portland’s Transportation System Plan (TSP). These recommended changes support Goal 6 Transportation:

- Develop a balanced, equitable and efficient transportation system that provides a range of transportation choices; reinforces the livability of neighborhoods; supports a strong and diverse economy; reduces air, noise and water pollution; and lessens reliance on the automobile while maintaining accessibility.

  ~ Goal 6 Transportation – Portland Comprehensive Plan

This chapter outlines recommendations for changes to policies and objectives. Chapter 2.3 describes recommendations for changes to bicycle classifications, which are also part of the TSP. Appendix B lists the proposed policy language changes in detail. These recommendations for policy changes are intended to guide the next update to the TSP.

2.2.2 A new bicycle transportation policy

The policy for bicycle transportation adopted in 1996 (Policy 6.23 of the TSP) directs the City to “make bicycling a part of daily life in Portland.” This policy served Portland well for over a decade and bicycling since has become a part of daily life in much of the city. To further elevate bicycling and support the vision of this plan, the following new bicycle transportation policy language is recommended:

Proposed new policy 6.23 Bicycle Transportation

  Create conditions that make bicycling more attractive than driving for trips of three miles or less.

This stronger policy language recognizes that the main competition to bicycle transportation is the automobile. A stronger policy statement is consistent with the recommendation to pursue a Green Transportation Hierarchy.
This stronger policy affirms the City’s intention to build facilities and offer programs that actively encourage bicycling for short trips. Including the ‘three mile’ distance in policy language acknowledges several things: that half of all trips within Portland are three miles or less; that three miles is a distance readily and efficiently traveled by bicycle; that bicycle-friendly cities around the world have determined that three miles is the distance beyond which bicycle trips begin to drop off as the primary mode choice; and that no matter how attractive it becomes, bicycling will not soon replace all automobile trips.

Three miles is a distance most riders can cover in less than 20 minutes at an easy-pace. This policy change will complement the ‘20-minute neighborhood’ concept of the Portland Plan project.

The proposed policy lends itself well to measurement - when more trips of three miles or less are made by bicycle than are made by automobile, Portland will know that it has achieved this policy aspiration.

2.2.3 Revised policies and new objectives for bicycle parking

The Portland Bicycle Plan for 2030 recommends incorporating bicycle parking objectives within the parking policies of Portland’s TSP instead of within the bicycle transportation policy.

Portland’s 2005 TSP includes three separate policies related to automobile parking. By contrast, bicycle parking is contained in a single objective under the City’s Bicycle Transportation policy. Since bicycle parking provides comparable land use and transportation benefits to automobile parking, it is appropriate to consolidate all policies regarding both bicycle and automobile parking together. This plan proposes that new objectives for bicycle parking be incorporated into the existing parking policies.

2.2.4 New objectives for bicycling

The Portland Bicycle Plan for 2030 recommends several new or revised objectives to support the vision of this plan. The recommended objectives fall under an assortment of policies in the TSP, covering transportation education, traffic calming, bicycle transportation, parking, street design, right-of-way improvements and maintenance. These new objectives are intended to provide the policy basis for the actions recommended in this plan. All proposed policy amendments are outlined in Appendix B.

2.2.5 Bicycle policy recommendations

2.2 A. Adopt a bicycle transportation policy to create conditions that make bicycling more attractive than driving for trips three miles or less and integrate support for bicycling into other Transportation System Plan (TSP) policies.

- Incorporate proposed policy and classification language into the next draft of the TSP update as outlined in Appendix B

2.2 B. Revise existing parking policies to include bicycle parking.

- Incorporate new proposed language and objectives to TSP Policies 6.26 On-Street Parking Management and 6.27 Off-Street Parking as outlined in Appendix B
2.3 STREET CLASSIFICATIONS FOR BICYCLE TRAVEL

2.3.1 Introduction
Street classifications designated in Portland’s Transportation System Plan guide how each Portland street should function to determine the types of improvements they receive.

Portland’s 1996 Bicycle Master Plan established three bicycle classifications and descriptions: City Bikeways, Off-Street Paths and Local Service Bikeways. City Bikeways serve the Central City, regional and town centers, station communities and other employment, commercial, institutional and recreational destinations. Off-Street Paths serve as transportation corridors and recreational routes for bicycling, walking and other non-motorized modes. Local Service Bikeways serve local circulation needs for bicyclists and provide access to adjacent properties.

These bicycle classifications established a binary system for on-street bikeways. Streets designated as City Bikeways are prioritized for investments in bicycle infrastructure over Local Service Bikeways. This classification system did not distinguish how different streets classified as City Bikeways might be expected to function within a network.

The Portland Bicycle Plan for 2030 recommends modifying bikeway classifications in the Transportation System Plan to introduce a functional hierarchy of bikeway routes. A functional hierarchy directs the City to identify, anticipate and build for high demand on routes intended to carry those high volumes most efficiently. As Portland’s bicycling ridership has increased, so has its need to improve the bikeways that carry – or are expected to carry – the highest volumes of bicyclists. Some routes should be optimized for these higher volumes based on their location, the areas from which they attract trips or the access they provide to destinations. This plan recommends a new classification of Major City Bikeways that will be applied to routes expected to carry the heaviest traffic and function most efficiently.

The functional classifications recommended for inclusion in the Transportation System Plan do not specify the facility on a given bikeway. Each roadway or path is assigned a suggested facility type on the City of Portland Recommended Bikeway Network Map that is a supplemental attachment to this plan document.

The Off-Street Paths classification in the 2005 TSP is primarily a description of a facility type, and this plan recommends eliminating Off-Street Paths as a separate classification and instead classifying these non-motorized routes with one of the new functional classifications.
This plan recommends creating a further new classification: Bicycle Districts. The purpose of this classification is to recognize that, within certain dense, mixed-use areas of Portland with multiple destinations along most streets, all streets need to function well for people bicycling to or through the district.

The following section describes in detail the bikeway network classifications recommended by the Portland Bicycle Plan for 2030. Recommended policy language for these classifications can be found in Appendix B: Recommended Policy Amendments.

2.3.2 Major City Bikeways
Major City Bikeways are intended to form the ‘mobility backbone’ of Portland’s bicycle transportation system and provide primary connections to major attractors throughout the city, such as downtown or regional centers. The classification of Major City Bikeways is intended to set a new threshold for bikeway function. To achieve the width required to provide safe, comfortable facilities on streets developed as separated in-roadway bikeways it may be necessary to make trade-offs such as removal of travel lanes or on-street parking. The purpose of the Major City Bikeways classification is to create a policy basis for emphasizing bicycle transportation on such streets, provided that the essential movement of other modes is addressed.

This recommended classification is intended to give greater weight to the requirements of bikeway design on Major City Bikeways than on other bikeways. On Major City Bikeways the entire corridor should function seamlessly and bikeway design should anticipate large numbers of bicyclists. Certain Major City Bikeways may be designated as ‘Regional Bicycle Parkways’ in a future Regional Active Transportation Plan.2

On Major City Bikeways developed as bicycle boulevards, advisory bicycle lanes, or other similar shared roadway facilities on Local Service Traffic streets, bicycle transportation will have priority over motorized travel.

Unless developed with separated facilities for bicycling, trails (formerly Off-Street Paths) classified as Major City Bikeways will continue to operate with equal priority for people bicycling, walking or using other means of non-motorized transportation.

There are numerous areas in Portland’s transportation system where multiple bikeways converge, including nearly all bikeway bridges that cross barriers like freeways, railroads and rivers. Major City Bikeways are classified where the density of bicyclists is expected to be particularly high and requires focused facility design and operations planning that are oriented to large volumes of bicyclists (and their interaction with pedestrians). The following criteria were considered in developing Portland’s network of Major City Bikeways:

- Continuity
- Existing or anticipated high-level use
- Function as collectors
- Function as strategic areas and/or areas of high demand
- Function as funnels where bicyclists must necessarily gravitate as they traverse barriers
- Equity in spacing

Implementing Major City Bikeways will require a high level of investment that sets a new threshold for function, create benchmarks and measurable operating criteria and require repeated investments in these facilities over time to ensure they achieve their intended function.

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1 The phrase ‘emphasize the movement of bicycles’ in the descriptions of Major City Bikeways and City Bikeways improvements is intended to support a connected bikeway network and bicycle mobility and access on these streets in a manner that is appropriate for the adjacent land use setting and is consistent with other adopted modal street classifications and street design guidelines.

2 Regional Bicycle Parkways are described in the 2035 RTP as the backbone of the regional bicycle system, designed to serve as a green ribbon providing for direct and efficient travel for large volumes of cyclists with minimal delays in different urban environments and to destinations outside the region. The specific design of a bike parkway will vary depending on the land use context within which it passes through, e.g. an off-street facility along a stream or rail corridor, a cycle track along a main street or town center, or a bicycle boulevard through a residential neighborhood.
2.3.3 City Bikeways
City Bikeways are principal bikeways not designated as Major City Bikeways. They establish direct and convenient bicycle access to all significant destinations within Portland, and function to allow residents access to Portland’s bikeway network, ideally within three city blocks from any given point. They provide a mobility function and help establish the fine-grained network of a world-class bicycling city.

The primary distinction in design considerations between City Bikeways and Major City Bikeways is in weighing the essential movement of other modes against the need for safety and comfort in design of bikeways on streets carrying a traffic classification of Neighborhood Collector and above.

Unless developed with separated facilities for bicycling, trails classified as City Bikeways would continue to operate with equal priority for people bicycling, walking or using other means of non-motorized transportation.

2.3.4 Local Service Bikeways
Local Service Bikeways are intended to serve as local circulation routes for bicyclists and provide access throughout a neighborhood. All streets that are not classified as Major City Bikeways, City Bikeways or Bicycle Districts (except for controlled access roadways) should be classified as Local Service Bikeways.

2.3.5 Bicycle Districts
Bicycle Districts are areas with a dense concentration of commercial, cultural, institutional and/or recreational destinations where the City intends to make bicycle travel more attractive than driving. This new classification provides policy support to create bicycle-friendly commercial districts in areas that tend to attract a high volume of trips for multiple purposes. As focal points for economic, recreational and employment activities, such areas need to be exceptionally welcoming to people arriving by and traveling through by bicycle.

Bicycle Districts include areas where high levels of bicycle activity exist or are planned. They can include high-density neighborhoods with a mix of land uses such as the Central City, Gateway Regional Center, town centers and station communities. Within a Bicycle District, some roadways will be classified as either Major City Bikeways or City Bikeways. These streets are intended to serve a mobility function through and provide primary access to the district. However, because Bicycle Districts include multiple destinations on most streets, classification as a Bicycle District signals a policy intent that such areas provide excellent conditions for bicycle access on all roadways within the district.

Classifying Bicycle Districts in areas that
are also Pedestrian Districts is not meant to suggest that bicycle trips will replace walking as the primary travel mode. Rather, it is to ensure that streets within Portland’s most significant commercial districts accommodate both bicycling and walking. In creating this designation, the *Portland Bicycle Plan for 2030* recognizes districts as major attractors for all modes due to their land use mix and density.

Areas recommended in this plan as Bicycle Districts include Downtown Portland, the River District, the Lloyd District and the Gateway District.

According to the findings of the Cycle Zone Analysis (described in 1.2.3), the Lloyd District and Downtown Portland were determined to be the areas with the greatest potential for increased bicycling, based specifically on street connectivity, road network density, land use mix and topography. Poor bikeway quality and barriers to bicycle access present the most significant obstacles to realizing the promise of world-class bicycling conditions in these districts. Designating these areas as Bicycle Districts enables the City to tailor district-wide investments in bicycle infrastructure to take advantage of the unique opportunities they offer.

The River District is a bourgeoning urban neighborhood situated directly between the highest scoring ‘cycle zones’ and it has the potential to offer truly superb conditions for bicycling.

The Gateway District is envisioned as the second most important center within the City of Portland, just after the Central City. As the district develops there will be significant opportunities to create a unique and attractive bicycling environment.

During the public comment period on this plan, the Oregon Health Sciences University made a case for classifying the South Waterfront District as a Bicycle District. This possibility will be examined as part of the *Transportation System Plan* update in order to provide appropriate opportunities for involvement of all stakeholders and the public.

### 2.3.6 Recommendations for bicycle street classifications

2.3 A. Expand to a functional hierarchy of bicycle classifications

*Specifically:*
- Incorporate new bicycle classifications and classification descriptions into the next update of the *Transportation System Plan* (*TSP*)
- Examine the merits of classifying the South Waterfront District as a Bicycle District as part of the update of the *TSP*

2.3 B. Classify a fine-grained bicycle network.

*Specifically:*
- Modify the bicycle classifications of streets shown on the maps that follow by incorporating these recommended changes into the next update of the *TSP*

2.3 C. Develop refinement plans for key areas and facilities.

*Specifically:*
- Identify targeted corridors where uncertainty or disagreement exists as to appropriate design treatment or alignment
- Work with agency partners, neighborhood and business associations to refine alignments and recommended design treatments for identified corridors
Proposed bicycle classifications
North District

This map shows ‘existing’ streets and trails that are already classified in the Transportation System Plan (TSP) and ‘proposed’ ones that are recommended to be classified when the TSP is updated. Some streets and paths are classified in the existing TSP and are proposed to be changed to a new classification.

Several undeveloped rights-of-way shown as Local Service Bikeways within the boundaries of Forest Park are classified as ‘local service’ for all modes in the 2007 Transportation System Plan (TSP) but may not be open to bicycle (or other) travel. Such classification discrepancies will be addressed when the TSP is updated.

District boundaries match delineation in the TSP.
Proposed bicycle classifications
Northeast District

- Major City Bikeway
- City Bikeway
- Local Service Bikeway
- Proposed Bicycle District
- Transportation District Boundary
- Parks and Open Spaces
- Waterways
- City of Portland Area

This map shows 'existing' streets and trails that are already classified in the Transportation System Plan (TSP) and 'proposed' ones that are recommended to be classified when the TSP is updated. Some streets and paths are classified in the existing TSP and are proposed to be changed to a new classification.

District boundaries match delineation in the TSP.
Proposed bicycle classifications
Far Northeast District

- Major City Bikeway
- City Bikeway
- Local Service Bikeway
- Proposed Bicycle District
- Transportation District Boundary
- Parks and Open Spaces
- Waterways
- City of Portland Area

This map shows ‘existing’ streets and trails that are already classified in the Transportation System Plan (TSP) and ‘proposed’ ones that are recommended to be classified when the TSP is updated. Some streets and paths are classified in the existing TSP and are proposed to be changed to a new classification.

District boundaries match delineation in the TSP.
Proposed bicycle classifications
Southeast District

- Major City Bikeway
- City Bikeway
- Local Service Bikeway
- Proposed Bicycle District
- Transportation District Boundary
- Parks and Open Spaces
- Waterways
- City of Portland Area

This map shows 'existing' streets and trails that are already classified in the Transportation System Plan (TSP) and 'proposed' ones that are recommended to be classified when the TSP is updated. Some streets and paths are classified in the existing TSP and are proposed to be changed to a new classification.

District boundaries match delineation in the TSP.
 Proposed bicycle classifications
Far Southeast District

- Major City Bikeway
- City Bikeway
- Local Service Bikeway
- Proposed Bicycle District
- Transportation District Boundary
- Parks and Open Spaces
- Waterways
- City of Portland Area

This map shows ‘existing’ streets and trails that are already classified in the Transportation System Plan (TSP) and ‘proposed’ ones that are recommended to be classified when the TSP is updated. Some streets and paths are classified in the existing TSP and are proposed to be changed to a new classification.

District boundaries match delineation in the TSP.
Proposed bicycle classifications
Northwest District

- Major City Bikeway
- City Bikeway
- Local Service Bikeway
- Proposed Bicycle District
- Transportation District Boundary
- Parks and Open Spaces
- Waterways
- City of Portland Area

This map shows ‘existing’ streets and trails that are already classified in the Transportation System Plan (TSP) and ‘proposed’ ones that are recommended to be classified when the TSP is updated. Some streets and paths are classified in the existing TSP and are proposed to be changed to a new classification.

Several undeveloped rights-of-way shown as Local Service Bikeways within the boundaries of Forest Park are classified as ‘local service’ for all modes in the 2007 Transportation System Plan (TSP) but may not be open to bicycle (or other) travel. Such classification discrepancies will be addressed when the TSP is updated.

District boundaries match delineation in the TSP.
This map shows ‘existing’ streets and trails that are already classified in the Transportation System Plan (TSP) and ‘proposed’ ones that are recommended to be classified when the TSP is updated. Some streets and paths are classified in the existing TSP and are proposed to be changed to a new classification.

District boundaries match delineation in the TSP.
Proposed bicycle classifications

Central City District

- Major City Bikeway
- City Bikeway
- Local Service Bikeway
- Proposed Bicycle District
- Transportation District Boundary
- Parks and Open Spaces
- Waterways
- City of Portland Area

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District boundaries match delineation in the TSP.