

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 25-5495 FOR THE PURPOSE OF ENDORISING THE LOCALLY PREFERRED ALTERNATIVE FOR THE 82<sup>ND</sup> AVENUE TRANSIT PROJECT

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Date: June 13, 2025  
Department: Investment Areas  
Meeting Date: June 26, 2025

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Length: 20 minutes

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#### ISSUE STATEMENT

The 82<sup>nd</sup> Avenue Transit Project seeks to improve transit speed, reliability, capacity, safety, comfort, and access on 82nd Avenue, which is the highest ridership bus corridor in the region. In June 2022, Metro formed a Steering Committee comprised of local partners and community representatives to guide the project to a Locally Preferred Alternatives (LPA). The LPA demonstrates regional consensus on the general project parameters. After extensive public engagement, technical analysis, collaboration across agencies, and direction from the steering committee, staff recommended an LPA for the steering committee to consider.

On January 16, 2025, the 82<sup>nd</sup> Avenue Transit Project Steering Committee unanimously recommended the LPA for the 82<sup>nd</sup> Avenue transit project.

The recommended LPA for high-capacity transit on the 82<sup>nd</sup> Avenue corridor is Frequent Express (FX) bus rapid transit with general station locations indicated on the map, operating between Clackamas Town Center Transit Center and Cully Boulevard and NE Killingsworth Street Area. (See Exhibit A of Resolution No 25-5495.)

#### ACTION REQUESTED

Approve Resolution No. 25-5495 as approved and recommended by the Joint Policy Advisory Committee on Transportation (JPACT) on June 12, 2025, and recommended by the Metro Policy Advisory Committee (MPAC) on May 28, 2025. Approval of the resolution endorses the 82<sup>nd</sup> Avenue Transit Project Locally Preferred Alternative (LPA) as recommended by the 82<sup>nd</sup> Avenue Transit Project Steering Committee JPACT, and MPAC and directs staff to prepare amendments the Regional Transportation Plan to reflect the LPA.

Partner endorsements included in Attachment 1 are listed below:  
Staff Report for Resolution No. 25-5495

- TriMet Resolution 25-03-15 – Recommending to the Metro Council Adoption of the Locally Preferred Alternative for the 82nd Avenue Transit Project as Part of the Regional Transportation Plan on March 26, 2025.
- Multnomah County Resolution 25-023 - Approval of the 82nd Avenue Transit Project Locally Preferred Alternative (LPA) on April 17, 2025.
- The Port of Portland letter of support dated May 2, 2025.
- The Oregon Department of Transportation letter of support dated May 5, 2025.
- The City of Portland adopted Resolution Number 37706 (Document Number 2025-093) and Exhibit C to Portland Resolution Number 37706 - Adopt the Locally Preferred Alternative for the 82nd Avenue Transit Project and Conditions of Approval on May 21, 2025
- The Clackamas County letter of support dated June 10, 2025.

## **IDENTIFIED POLICY OUTCOMES**

The 82nd Avenue corridor has been identified by the region as a top priority for transit investment. It is called out in multiple adopted plans including the 2009 Metro Regional High Capacity Transit System (HCT) Plan, the 2018 Regional Transit Strategy, the 2023 Regional Transportation Plan (RTP), and the 2023 High Capacity Transit Strategy, which designates 82nd Avenue as a Tier 1: near-term HCT corridor, the highest priority for HCT investment in our region.

Project outcomes identified in the RTP are improved travel between Clackamas Town Center Regional Center and important destinations in southeast and northeast Portland with easier, faster and more reliable bus service as well as necessary safety and accessibility improvements, paving and signals.

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

1. Approve Resolution No. 25-5495 as recommended by JPACT.
2. Do not approve Resolution No. 25-5495 and refer it back to JPACT with a recommendation for amendment.

JPACT and Metro Council endorsement of the Steering Committee LPA recommendation will demonstrate regional consensus on the project parameters. Endorsement of the LPA is a necessary step to a future adoption of the LPA into the financially constrained RTP project list, which is required to complete the Project Development phase of the Capital Investment Grant (CIG) program and be eligible to garner CIG discretionary funding. Metro Council and JPACT are anticipated to consider adoption of the LPA into the 2023 RTP in March 2026, as part of a package of RTP amendments which includes two other Tier 1 projects with recent LPA recommendations: Tualatin Valley Highway Transit Project and the Montgomery Park Streetcar Transit Project.

If Metro Council does not endorse the Steering Committee LPA recommendation, the committee would need to restart to discuss changes, and all local jurisdictions would have to amend their endorsements of the LPA.

## **RECOMMENDED ACTION**

Approve Resolution No. 25-25-5495 as approved and recommended by JPACT and MPAC. Approval of the resolution endorses the Locally Preferred Alternative recommended by the 82<sup>nd</sup> Avenue Transit Project Steering Committee and endorsed by the project partners, including TriMet, the City of Portland, Clackamas County, Multnomah County, ODOT, and the Port of Portland and directs staff to prepare amendments to the 2023 Regional Transportation Plan to reflect the 82<sup>nd</sup> Avenue Transit Project LPA for consideration by JPACT and the Metro Council in 2026.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The LPA advances Metro's 2040 Growth Concept and Regional Transportation Plan by connecting regional and town centers with faster more reliable transit and safer and more comfortable pedestrian facilities. The project advances multiple objectives by promoting walkable communities; improving access to jobs, schools, retail places and other community places along the route; increasing transportation choices including active transportation and better access to transit; regional mobility; and safety.

The project will serve around 70,000 residents and 30,000 jobs within a half mile of the alignment. There are concentrations of low-income residents and those most likely to rely on transit to meet their daily needs along the length of the corridor.

## **KNOWN OPPOSITION**

Public input and partner endorsements demonstrate support for this LPA. There is no known opposition.

Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components. The analysis was shared with project partners and community members for feedback. Public engagement has been extensive and coordinated with TriMet and the Portland's Building a Better 82<sup>nd</sup> Avenue project, which is delivering maintenance, safety, and pedestrian improvements in the corridor and long-term planning. Metro, PBOT, and TriMet are working closely together to maximize the benefits of each project. As part of this collaboration, both projects have shared public involvement goals and have jointly conducted several public outreach efforts.

## **ANTICIPATED EFFECTS**

Approval of this resolution will allow project staff to continue working with TriMet and project partners on the project to:

- Amend the 2023 RTP to reflect the LPA and a high-level funding plan

- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with City of Portland, Clackamas County, ODOT, and other partners as needed, on construction and design for improvements along 82<sup>nd</sup> Avenue
- Support the implementation and construction of the project
- Open a new FX bus line along 82<sup>nd</sup> Avenue in 2029

The project is currently listed in the 2023 RTP. However, the 2023 RTP needs to be amended to reflect the LPA defining the mode, route, and general station locations and a high-level funding plan. The next steps and timeline for that future action include:

- Metro staff will coordinate to prepare amendments to the 2023 Regional Transportation Plan to reflect the 82<sup>nd</sup> Avenue LPA, as well as the TV Highway and Montgomery Park Streetcar LPAs.
- An RTP amendment is necessary to be eligible for federal funding and action.
- The RTP amendment will require a recommendation from MPAC and adoption by JPACT and Metro Council. The amendment may include the following as needed to reflect the LPA:
  - Amendments to Chapter 3 Transit Network Map
  - Amendments to the Appendix A: Constrained priorities project list
  - Amendments to Appendix W: Status of Current Major Projects
  - Amendments to Appendix V: Future corridor refinement planning
  - Create a new appendix: 82<sup>nd</sup> Avenue Transit Project Locally Preferred Alternative
  - Updates to reflect the RTP funding strategy or any other chapter components, if applicable
- The amendment will be accompanied by findings that demonstrate consistency with:
  - RTP goals, objections, and policies
  - Metro's Public Engagement Guide
  - Federal fiscal constraint requirements
  - Statewide planning goals
- Proposed RTP amendment schedule:
  - Fall 2025: Public comment period
  - Fall/Winter 2025: Review/discuss amendment and public comment at MTAC, TPAC, MPAC, JPACT, Metro Council
  - Spring 2026: Seek adoption of RTP amendment

Budget Impacts: Adoption of this resolution has no budget impact at this time. There will be future costs associated with implementation of the project. These costs will be shared by local, regional, state, and federal partners.

## **LEGAL ANTECEDENTS**

### **Federal laws and actions**

- National Environmental Policy Act
- Clean Air Act, as amended [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended]
- U.S. EPA transportation conformity rules (40 CFR, parts 51 and 93)
- Fixing America's Surface Transportation Act (FAST Act), signed into law in 2015
- Infrastructure Investment and Jobs Act (IIJA), signed into law in 2021
- FTA Small Starts Process

### **State laws and actions**

- Statewide Planning Goals
- Oregon Transportation Planning Rules (OAR Chapter 660, Division 12)
- Oregon Transportation Plan and implementing modal plans, including the Oregon Public Transportation Plan Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252)
- Oregon Clean Air Act State Implementation Plan (SIP), amended in January 2021

### **Metro Council Actions**

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052 (For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments), adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Resolution No. 18-4892 (For the Purpose of Adopting the Regional Transit Strategy and Replacing the 2009 Regional High Capacity Transit System Plan), adopted by the Metro Council on December 6, 2018.

- Resolution No. 22-5257 (For the Purpose of Creating and Appointing Members of a Steering Committee for the 82<sup>nd</sup> Avenue Transit Project), adopted by the Metro Council on June 02, 2022.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348, (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.

### **Local Jurisdiction Actions**

- The TriMet Board of Directors unanimously adopted Resolution 25-03-15, to recommend confirmation of the Locally Preferred Alternative for the for the 82<sup>nd</sup> Avenue Transit Project on March 26, 2025.
- The Multnomah County Board of Commissioners unanimously adopted Resolution No. 2025-023, to adopt the Locally Preferred Alternative for the 82<sup>nd</sup> Avenue Transit Project on April 17, 2025.
- The Board of Clackamas County Commissioners, the Oregon Department of Transportation, and the Port of Portland endorsed the Locally Preferred Alternative with letters of support dated June 10, 2025, May 5, 2025, and May 2, 2025, respectively.
- The Portland City Council adopted Resolution No. 37706, to adopt the Locally Preferred Alternative for the 82<sup>nd</sup> Avenue Transit Project and Conditions for Approval on May 21, 2025.

### **BACKGROUND**

At the March 5, 2025, Metro Council work session, staff presented on the 82<sup>nd</sup> Avenue Transit Project LPA. Council discussed the LPA and asked questions of project staff but did not request any changes to the document. Since that work session, the steering committee's local and regional partners have endorsed the LPA via resolutions or letters of support. In addition, Metro staff presented the LPA to TPAC, JPACT, the Metro Technical Advisory Committee (MTAC), and MPAC. The committees had questions regarding next steps and some details of the project but made no recommendations for changing the LPA.

Based on the conversations with Council and the other committees and the endorsement from project partners, staff has made no changes to the LPA materials that were presented to the Metro Council in March. On May 2, 2025, TPAC recommended that JPACT approve this resolution. On May 21, 2025, MTAC recommended that MPAC recommend Metro Council approval of this resolution. On May 28, 2025, MPAC recommended Metro Council approval of this resolution. On June 12, 2025, JPACT approved the resolution and Staff Report for Resolution No. 25-5495

submitted the resolution for Metro Council approval. Metro Council will consider JPACT's action on June 26, 2025.

**ATTACHMENTS**

Attachment 1: Local Actions of Support (1.a. through 1.f)