

Attachment 7

STAFF REPORT

FIRST READING FOR ORDINANCE 26-1537 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE TUALATIN VALLEY HIGHWAY TRANSIT AND SAFETY PROJECT

Date: January 28, 2026
Department: Planning, Development and Research
Meeting Date: March 5, 2026
Prepared by: Ally Holmqvist, Senior Planner,
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Length: 15 minutes

Presenters:

- Ally Holmqvist, Senior Planner, Metro
 - Kate Hawkins, Senior Planner, Metro
 - Josh Brennan, Tualatin Valley Highway Transit and Safety Project Director, TriMet
-

ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of “financially constrained” projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In June 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the Tualatin Valley Highway Transit and Safety Project identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendments include updates to reflect:

- the endorsed LPA route alignment,
- LPA project description, and
- the project timeline and status and related future corridor-refinement activities in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the Tualatin Valley Highway Transit and Safety Project, as well as the 82nd Avenue Transit Project and Montgomery Park Streetcar Extension, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed Tualatin Valley Highway Transit and Safety Project LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

IDENTIFIED POLICY OUTCOMES

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendments to the Appendix A: Constrained Priorities Project List to update the project description with additional detail.
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Amendments to Appendix V: Future Corridor Refinement Planning to update descriptions for transportation solutions in the corridor to add or update information about the transit project in development.
- Create a new appendix that will contain the LPA: Appendix BB: Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

ACTION REQUESTED

Hold a public hearing on the proposed RTP amendment and review Ordinance No. 26-1537 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council hold the public hearing for and review Ordinance No. 26-1537.

Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (Attachment 2) and finds that the requested amendment to the 2023 RTP to include the LPA for the Tualatin Valley Highway Transit and Safety Project is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

Metro Council is anticipated to consider adoption at the April 23 Council meeting following a recommendation from MPAC and action from JPACT.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

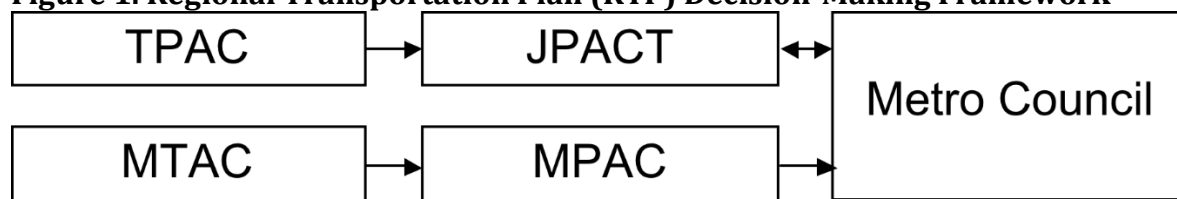
In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a

transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region’s transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

- (1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
- (2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;
- (3) transit agency requests to align adopted transit plans with the RTP;
- (4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and
- (5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

Attachment 3 describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<u>Step 1</u> Sponsoring agency consults with Metro Staff	<i>Staff from TriMet (project sponsor) met with staff from Metro between <u>April and September 2025</u> on the requested amendment and the RTP consistency requirements. Metro staff also led the LPA process for the transit project.</i>
<u>Step 2</u> Sponsoring agency submittal	<i>Staff from TriMet submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in <u>October 2025</u>.</i>
<u>Step 3</u> Regional significance determination:	<i>In 2018, Metro adopted the region's first Regional Transit Strategy, as an element of the RTP. The RTP identified Tualatin Valley Highway as an Enhanced Transit Corridor for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, motor vehicle, bicycle, pedestrian, freight, and TSMO networks.</i>

Process Step	Outcomes
<u>Step 4</u> Public engagement consistency determination:	<i>TriMet submitted a signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:</i> <i>an adopted Title VI plan and implementation procedures;</i> <i>public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;</i> <i>conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;</i> <i>conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and</i> <i>retained records related to these public engagement activities in compliance with regulations.</i> <i>The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.</i>
Process Step	Outcomes
<u>Step 5</u> RTP consistency determination:	<i>The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:</i> <i>implement the Metro 2040 Growth Concept by advancing high-capacity transit along a designated Corridor improving mobility between Regional Centers via a transit solution supporting planned compact, higher density land uses;</i> <i>invest in a corridor identified for transit improvements on the RTP Transit Network Vision;</i> <i>improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many functions of mobility corridors;</i> <i>improve multimodal options and access for Equity Focus Areas;</i> <i>provide safer alternatives to driving, advancing implementation of Vision Zero on a Regional High Injury Corridor;</i> <i>advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible — a key strategy for implementing the Climate Smart Strategy;</i> <i>advance transit and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and</i> <i>plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.</i> <i>In all these ways, the requested amendment has been determined to support the region's progress toward both federal and regional performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.</i>

(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
Step 6 Fiscal constraint determination	<i>There are no updates to project cost included in the proposed amendment.</i>
Step 7 Begin Formal Amendment Process	<i>The RTP Amendment Process was initiated with the start of the public review period on <u>November 3, 2025</u>. Per Metro's adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro's public engagement and established RTP amendment procedures.</i> <i>Attachment 2</i> provides the process and timeline for considering the requested RTP amendment. To date that has included: <i>a 45-day public comment period which concluded on December 19, including a public hearing on December 4 (no comments received, see below)</i> <i>Form 1 Notice to the Department of Land Conservation and Development on January 28</i> <i>Next steps in the process will include:</i> <i>Consideration by MTAC and TPAC (making recommendations to MPAC and JPACT) this spring</i> <i>Consideration by JPACT and MPAC this spring</i> <i>Consideration by Metro Council (second reading and adoption anticipated April 23)</i> <i>Form 2 Notice to the Department of Land Conservation and Development by May 12</i>

Known Support and Opposition

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency partners, local jurisdictions, and community-based organizations across the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with agency partners. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

No public comments were on the Tualatin Valley Highway Transit and Safety Project or this proposed amendment during the comment period.

Legal Antecedents

Metro Council actions include:

- 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.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 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.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- 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.
- Resolution No. 25-5504 (For the purpose of endorsing the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project), adopted by the Metro Council on June 26, 2025.

Local jurisdiction actions include:

- The Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on April 22, 2025.
- The Cornelius City Council unanimously adopted Resolution Number 2025-16 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 5, 2025.

- The Hillsboro City Council unanimously adopted Resolution Number 2881 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 6, 2025.
- The Forest Grove City Council unanimously adopted Resolution Number 2025-17 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 12, 2025.
- Beaverton City Council unanimously adopted Resolution Number 25084 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 27, 2025.
- The TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 28, 2025.
- The Oregon Department of Transportation endorsed the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project with a letter of support dated May 28, 2025.

Anticipated Effects: Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open a new FX bus line along Tualatin Valley Highway in 2030

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

ATTACHMENTS

- Attachment 1: High Capacity Transit Project Development Lifecycle
- Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Process Timeline
- Attachment 3: Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative RTP Amendment Request Memo

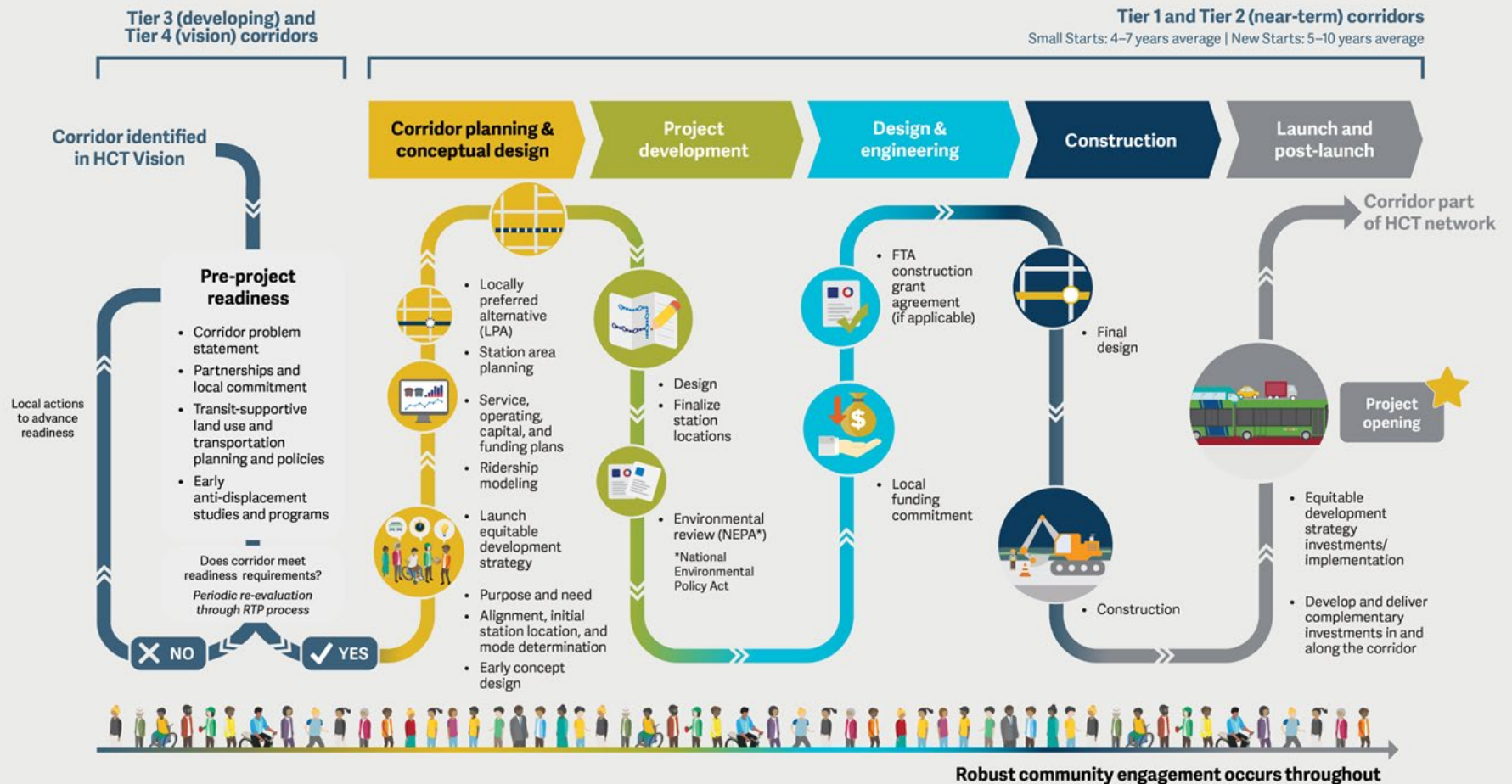
Attachment 5

High Capacity Transit Project Development Lifecycle

How will corridors move forward?

The figure below shows how corridors move through different stages of planning, engineering, and construction.

Tier 1 and 2 corridors are ready to move forward in the near term, while tier 3 and 4 corridors need more work to make them ready for investment.



Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82nd Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
Public Comment Period (45 days) <i>DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)</i>	45 Day Comment Period	- Public notice of comment period 30 days in advance of start of comment period – Friday, October 3 - Public notice of comment period at start of comment period - Amendment documents posted on Metro website - Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties’ lists	Public review and public hearing amendment materials: - Ordinance - Exhibit(s) to Ordinance - RTP Amendment - Staff Report¹ - Attachments to Staff Report - Documented Public Comment Print Notices	<u>November 3 – December 19, 2025</u>
	Metro Council	Public Hearing		December 4, 2025
	<i>Notice of Proposed Change to Plan (Form 1)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)</i>		<i>January 28, 2026</i>
1st Reading and Public Hearing Introduce RTP Amendments to Advisory Committees	TPAC	Review and discuss, identify any needed changes	Revised draft amendment materials: - Ordinance - Exhibit(s) to Ordinance - RTP Amendment - Staff Report² - Attachments to Staff Report - Draft Public Comment Report - Table documenting comments proposing a change and recommended action(s) to respond to public comment	February 6, 2026
	MTAC	- Review and discuss, identify any needed changes 1st Reading and Public Hearing		February 18, 2026
	JPACT			February 19, 2026
	MPAC			February 25, 2026
	Metro Council			March 5, 2026
Final rec’ds and action by Advisory Committees and Council 2nd Reading, Final Public Hearing and action	MTAC	- Review final documents - Make recommendation to MPAC on their adoption recommendation	Final: - Ordinance - Exhibit(s) to Ordinance - RTP Amendment (with any recommended actions incorporated) - Findings - Staff Report² - Attachments to Staff Report - Final Public Comment Report - Table documenting comments proposing a change and recommended action(s) to respond to public comment	March 18, 2026
	MPAC	- Review final documents - Consider MTAC recommendation - Make recommendation to Metro Council on adoption		March 25, 2026
	TPAC	- Review final documents - Make recommendation to JPACT on adoption		April 3, 2026
	JPACT	- Review final documents - Consider TPAC recommendation on adoption - Consider adoption of Ordinance and make recommendation to Council		April 16, 2026
	Metro Council	- Review final documents - Consider MPAC recommendation and JPACT action 2nd Reading and Final Public Hearing - Consider adoption as recommended by JPACT (or remand to JPACT)		April 23, 2026
<i>DLCD Adopted Change PAPA Notice</i>	<i>Notice of Adopted Change to Plan (Form 2)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)</i>	<i>Include final documents above</i>	<i>May 12, 2026</i>

¹ Staff Report address RTP project amendments checklist in [RTP Appendix Y](#).

Date: October 20, 2025
To: Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner
From: Josh Brennan, TV Highway Project Director; Bernadette Le, Associate Project Manager
Subject: Tualatin Valley Highway Transit Project RTP Amendment Request

Purpose

This memo formally requests an amendment to the [Regional Transportation Plan \(RTP\)](#) to incorporate the [Locally Preferred Alternative \(LPA\)](#) for the Tualatin Valley (TV) Highway Transit and Safety Project and contains the background information needed to help Metro Staff to review the requested amendment for consistency with the RTP and develop the legislation and staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

Project Description and Background

The TV Highway corridor is approximately 16.2 miles long, extending between the Beaverton Transit Center and 19th and B Street in Forest Grove, and is currently served by TriMet Line 57. This corridor connects Forest Grove, Cornelius, Hillsboro, Aloha, and Beaverton and generally follows OR-8 from Beaverton to Forest Grove. OR-8 was originally built as a farm-to-town road with limited multi-modal infrastructure. The alignment is also located directly north of the Union Pacific Railroad tracks for a significant portion of the alignment through Beaverton, Aloha and Hillsboro creating challenging constraints with the railroad to the south and development to the north. The alignment also follows local roads in Hillsboro in order to access the Hillsboro Transit Center.

This corridor is currently served by TriMet's Line 57, which runs between Beaverton and Forest Grove, primarily along TV Highway. Line 57 is a frequent service line operating at 15 minutes or better throughout the day, seven days a week. It has the highest ridership in Washington County with around 6,440 average weekday boardings. This line has also seen a one of the strongest bounce back rates since COVID-19 in the TriMet system with around 89% of the ridership when comparing 2019 to 2025.

Within the TV Highway corridor, there are transfer opportunities to two MAX light rail lines, the Westside Express Service (WES) Commuter rail line, and 10 TriMet fixed-route bus lines, Ride Connection Community Connector service in Cornelius and Forest Grove, as well as regional bus service.

There are many essential services located along and nearby the 16 mile TV Highway corridor. This project will help improve transit access to 6,775 business entities and 1,349 family-supportive services sites, including educational opportunities and medical care. Employment growth in this area (47%) is also expected to be higher than the region (38%) and comparable to Washington County (47%), according to a Metro report.

Many families also live in this area and the population is expected to grow rapidly in the coming years. The 2019-2023 American Community Survey found that in this corridor area there is a higher percentage of youth compared to the region and Washington County (22.9%, 19.9%, and 22.0%, respectively) as well as a higher percentage of family households with 5 or more members (18.8%, 11.7%, and 12.8%, respectively). Population growth is also forecasted to be higher in the ½ mile area around the corridor (38%) compared to the Portland region (28%) as well as Washington County (25%) (Metro).

The project would address three major needs in the corridor:

- *Safety*: need to improve access to transit and bus stop amenities in a high injury corridor
- *Transit speed and reliability*: need to provide faster and more reliable transit service in order to be more competitive with driving and to improve access to destinations
- *Transit-dependent communities*: need to provide safe, efficient, and reliable transit service to meet the needs of the high concentration of communities who rely on transit

The TV Highway Corridor has long been identified as a priority for major transit investment and previous plans/studies of the corridor have documented transit issues, community concerns and potential solutions. The 2009 High Capacity Transit (HCT) System Plan, the 2013 Tualatin Valley Highway Corridor Plan, the 2018 Regional Transportation Plan (RTP), the 2018 Regional Transit Strategy, the 2019 Moving Forward TV Highway Enhanced Transit and Access Plan, the Get Moving 2020 Bond Measure, and the 2023 Regional Transportation plan all call for a major transit investment in the corridor. The 2009 High Capacity Transit System Plan identified the corridor as a Next Phase Regional Priority Corridor (Beaverton to Hillsboro) and Developing Regional Priority Corridor (Hillsboro to Forest Grove). The 2018 RTP identified the corridor for major transit investment and then the 2023 Regional Transportation Plan includes a high-capacity transit project as a Tier 1 corridor in the 2030 Near-Term Constrained Project list, the top level of regional prioritization for advancing in the near-term.

These previous plans have analyzed TV Highway/Line 57 within the regional transit network and explored a set of corridor-wide and location-specific transit improvements, such as transit signal priority enhancements and station location and access improvements (Get Moving 2020). Previous planning processes have also identified that pedestrian safety for riders getting to transit stops is a key priority for the community (2013 Tualatin Valley Highway Corridor Plan, 2019 Moving Forward TV Highway Enhanced Transit and Access Plan). In addition to these past plans, recent research has highlighted the dire need to improve safety along the corridor. Between 2018 and 2022, 19% of the roadway fatalities that occurred within Washington County occurred along the 16.2 mile project corridor, which is only 0.5% of the roadway miles within the County, and about half of the fatalities were pedestrians.

TriMet worked closely with Metro during the planning phase to complete early planning for a transit and safety project in this corridor. The Oregon Department of Transportation (ODOT) was also a key partner as the owner of the roadway from Beaverton to Highway 47. The Washington County and the cities of Forest Grove, Cornelius, Hillsboro and Beaverton were all members of the project steering committee, helping to guide the team to identify a project that meets the needs of their residents. The steering committee also included four members from community-based organizations that serve people in the area along TV Highway: Unite Oregon, Centro Cultural, Adelante Mujeres and APANO. These members brought community perspectives to the discussion that may otherwise not be represented.

In February 2025, the project Steering Committee recommended a locally preferred alternative (LPA) that identifies the project's transit mode, route and general station locations. The committee also approved a funding strategy to secure local, regional, state and federal funding for the project.

A timeline of partners and jurisdictions endorsements of the LPA is as follows:

- The Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 to endorse the LPA on April 22, 2025.

- The Cornelius City Council unanimously adopted Resolution Number 2025-16 to endorse the LPA on May 5, 2025.
- The Hillsboro City Council unanimously adopted Resolution Number 2881 to endorse the LPA on May 6, 2025.
- The Forest Grove City Council unanimously adopted Resolution Number 2025-17 to endorse the LPA on May 12, 2025.
- Beaverton City Council unanimously adopted Resolution Number 25084 to endorse the LPA on May 27, 2025.
- The TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 to endorse the LPA on May 28, 2025.
- The Oregon Department of Transportation endorsed the LPA with a letter of support dated May 28, 2025.
- JPACT approved Resolution No. 25-5504 and submitted the resolution to the Metro Council for approval on June 12, 2025.
- Metro Council adopted Resolution No. 25-5504 endorsing the LPA on June 26, 2025.

Project Description and Map

The TV Highway Transit & Safety Project will bring TriMet FX–Frequent Express bus service to the 16.2 mile corridor. The FX line would be built and operated by TriMet. The line would connect Beaverton, Aloha, Hillsboro, Cornelius, and Forest Grove. It would operate as Frequent Express (FX) service, TriMet’s brand of BRT, and would replace the existing Line 57 bus line.

The following agency partners will help deliver the project:

- TriMet will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program.
- Metro will lead the environmental analysis and approvals required under NEPA.
- Washington County, the Cities of Beaverton, Cornelius, Hillsboro, and Forest Grove, and ODOT are project partners supporting Project Development activities.
- ODOT and Forest Grove are AHJs along the corridor related to permitting requirements
- The Federal Transit Administration is expected to be the lead federal agency for NEPA and an important financial partner through the FTA’s CIG Small Starts program.

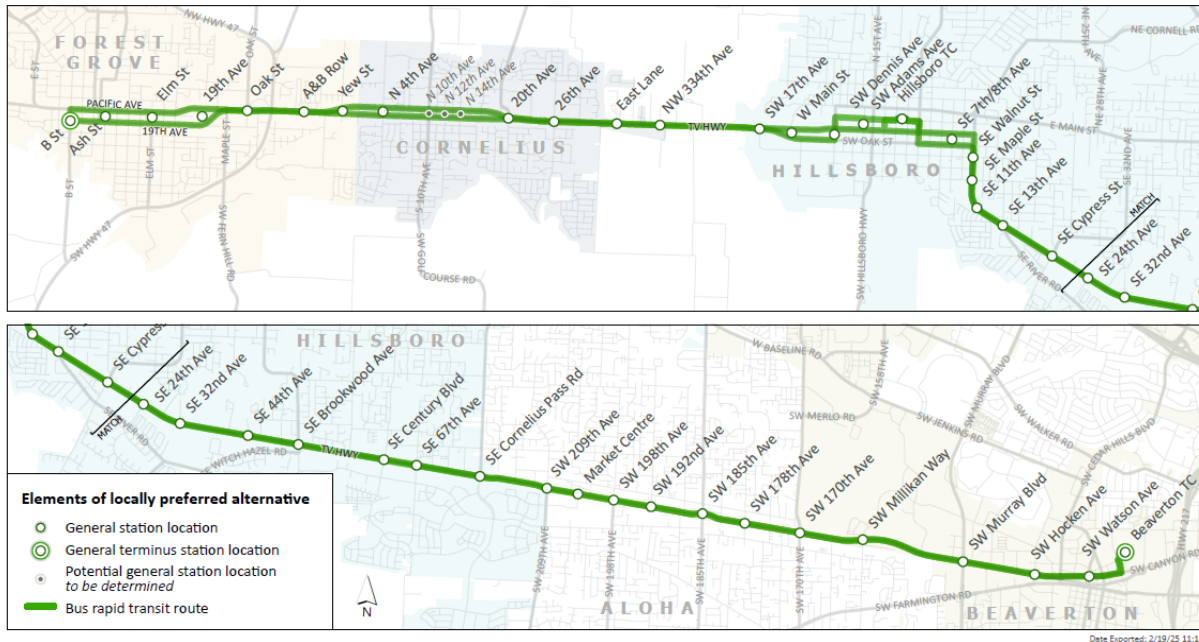
Early project designs include the following proposed modal and design elements:

- Eliminates partial pullout stop design and creates safer bus/bike interactions at stations
- Station amenities and platforms at 41 station pairs
- Accommodating UPRR requirements for station locations in and adjacent to UPRR ROW
- Four rebuilt intersections (to accommodate bus pullouts where there are existing traffic safety issues and to shift away from the UPRR tracks)
- 17 new vehicles
- 59 signal upgrades to accommodate transit signal priority
- TV Highway would be upgraded to 12-minute service from the existing 15 min service
- New or existing enhanced crossings at each station pair
- Sidewalk and crossing connections linking to optimized station platforms to ensure access
- Station-area lighting upgrades

Figure 1 outlines the project area and endorsed LPA, which starts at Beaverton Transit Center and ends at 19th Avenue and B Street in Forest Grove.

Figure 1: Project Area Map

TV Highway transit project Recommended Locally Preferred Alternative



Project Development Phase Schedule and Deliverables

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is also necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop a firm and reliable cost, scope, and schedule for the project, obtain all non-CIG funding commitments, complete all critical third-party agreements, and meet other FTA readiness requirements.

The Project formally entered the Project Development phase in October 2025, with Project Development anticipated to be completed in spring 2028, with service opening in fall 2030.

The schedule for Project Development Phase deliverables is as follows:

- Environmental Approvals under NEPA (early 2026 — early 2027)
 - Purpose and Need
 - Class-of-Action consultation, coordination, and determination
 - NEPA assessment and findings, including traffic, SEE analysis, and public engagement (intended to culminate in a Documented Categorical Exclusion)
- Preliminary Engineering and Design (fall 2025 — early 2027). Assuming the required NEPA class of action results in an Documented Categorical Exclusion (DCE) . At each design step listed below an official project cost estimate shall be prepared that documents the total anticipated construction cost in year of expenditure dollars:
 - "15%" design (expected to be the result of incorporating comments and adjustments to LPA Plan Set)
 - "30%" design (generally a typical design level for interim review)

- "60%" design (expected to be the plan set used for cost estimation and negotiation of Construction Grant Agreement with FTA)
- Draft Finance Plan
- Development of initial Small Starts application for rating and subsequent Small Starts Construction Grant Application
- Final Design and Construction Documents (early 2027 – 2028). At each design step listed below an official project cost estimate shall be prepared that documents the total anticipated construction cost in year of expenditure dollars:
 - "90%" design
 - "Issued for Construction" (IFC) Plan Set, including specifications and special provisions

The proposed time period for the Engineering and Construction phase is April 2028-December 2030.

Public Engagement

The project planning phase included three phases of public engagement, which focused on raising project awareness, engaging with the TV Highway Equity Coalition (TEC), and seeking feedback on proposed station locations. During phase one, the project team engaged over 160 community members to introduce them to the project. In the second phase, the project team convened public workshops and asked community members about their visions for transit in the corridor, what successful equitable development looks like, and which destinations along the Line 57 route are most important to them. The third phase of engagement included an online survey, StoryMap, and tabling at community events to seek feedback on proposed station locations, gauge community support for proposed investments, and allow space for open-ended comments.

Public engagement activities helped shape the project in several ways:

- At TEC meetings and community workshops in 2023, participants confirmed that the proposed criteria for station locations were appropriate and that no additional criteria needed to be added.
- Community members identified safe access to bus stops and improved waiting areas for transit riders were top priority items and should be included in the project scope. This feedback, alongside technical analysis, was considered by decision-makers when recommending station locations and safety improvements.
- Four community representatives from the TEC served on the project Steering Committee. The committee was charged with advancing the project through key decision points and recommending a LPA.

See Attachment A: Fall 2024 Engagement Summary for a summary of public engagement efforts and the community feedback received.

In the project development phase, the project will establish a Community Advisory Committee (CAC) and a Policy & Budget (P&B) Committee. Meetings for these committees will be public. The Community Advisory Committee will advise the project team on project design, station platform locations, community outreach activities, and development of other Project elements. The P&B Committee will consist of one elected/executive from each jurisdictional partner agency and one member of the CAC. The Committee will advise the relevant road authorities about changes in their rights of way. The Committee will also serve as a public forum for the Project team to provide Project updates, public engagement and CAC updates, and opportunities for jurisdictional partners and CAC leadership to collaborate and provide advice.

RTP Consistency and Regional Significance

The project advances the following RTP goals, objectives, and policies, and RTP modal function(s) of the facility:

Goal 1 – Mobility Options

- (Objective 1.1) Increases proportion of trips made by use of transit and reduces per capita vehicle miles traveled.
- (Objective 1.2) Completes gap in planned regional network.
- (Objective 1.3) Increases household and job access to frequent transit service.
- (Objective 1.4) Maintains reliable person-trip and freight mobility in a regional mobility corridor.

Goal 2 – Safe System

- (Objective 2.1) Contributes to eliminating fatal and severe injury crashes by 2035.
- (Objective 2.3) Maintains and brings facilities up to a state of good repair.

Goal 3 – Equitable Transportation

- (Objective 3.1) Contributes to eliminating disparities related to access, safety, affordability, and health outcomes experienced by people of color and other marginalized communities.
- (Objective 3.2) Contributes to eliminating barriers that people of color, people with low incomes, youth, older adults, people with disabilities, and other marginalized communities face to meeting their travel needs.

Goal 4 – Thriving Economy

- (Objective 4.1) Focuses growth and transportation investment in a designated 2040 growth area and provides access to jobs, markets, and community places within and beyond the region.
- (Objective 4.2) Maintains access to industry and freight intermodal facilities.
- (Objective 4.3) Attracts new businesses and family-wage jobs and retains those already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.
- (Objective 4.4) Reduces the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.
- (Objective 4.5) Bring facilities up to a state of good repair and avoid deferred maintenance.

Goal 5 – Climate Action and Resilience

- (Objective 5.1) Contributes to meeting adopted targets for reducing transportation-related greenhouse gas emissions and vehicles miles per capita.
- (Objective 5.2) Increases the share of jobs and households in walkable, mixed-use areas served by frequent transit service.
- (Objective 5.3) Preserves and protects the region's biological, water, historic and culturally important plants, habitats, and landscapes, and integrates green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution.
- (Objective 5.4) Increases the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards including seismic events.

- (Objective 5.5) Brings facilities up to a state of good repair and avoid deferred maintenance to prevent future more costly and resource intensive repairs.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit along a designated Corridor of Tualatin Valley Highway, as well as supporting planned land uses adopted in the 2040 Growth Concept [by improving mobility between Regional Centers via transit.](#)
- *3.2.2 Transportation Equity Policies:* The Project improves multimodal options and permanent transit access in several Equity Focus Areas.
- *3.2.3 Safety and Security Policies:* The Project advances safe access to transit on a Regional High Injury Corridor.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro's Climate Smart Strategy and related policies. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include sidewalk and crossing connections linking the local street grid to optimized station platforms.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It will improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many other functions of arterials. It prioritizes the safety and comfort of travelers of all modes through multimodal network completion.
- *3.3 Regional Network Policies:* The Project supports regional network policies, including policies which aim to provide transit as an attractive, convenient, accessible, and affordable travel option. [It supports RTP Policy Map designations for the Transit and Pedestrian networks.](#)

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It is planned to utilize transit signal priority and access management strategies to support system management and operations. It will utilize active transportation strategies by implementing new walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage. The project incorporates TSMO strategies and transit system improvements to manage congestion and support planned land uses adopted in local comprehensive plans and the [2040 Growth Concept.](#)

The Project is regionally significant. TV Highway was first identified as a priority corridor for high-capacity transit (HCT) in the 2009 [HCT System Plan](#). In 2018, Metro adopted the region's first [Regional Transit Strategy](#), in support of the [2018 Regional Transportation Plan \(RTP\)](#). The RTP included an "enhanced transit concept" investment in the TV Highway corridor on the financially constrained project list. This type of capital investment is a context-sensitive approach to improving transit speed and reliability with lower-cost and easy to implement improvements. Subsequent transit corridor planning was completed as part of [Washington County's 2019 Moving Forward TV Highway Enhanced Transit and Access Plan](#), as well as the 2020 regional transportation funding measure. In 2023, Metro updated and replaced the HCT Plan with the [Regional HCT Strategy](#) as part of the [2023 Regional Transportation Plan update](#), which designates

TV Highway as a Tier 1: near-term HCT corridor, the highest priority for near-term HCT investment in our region. The current planning effort builds on the analysis and findings from these prior plans and will also require analysis and approvals required by the National Environmental Policy Act (NEPA). Additionally, TV Highway is designated on multiple RTP network maps—transit, motor vehicles, bicycle, pedestrian, freight, and TSMO networks.

Performance

The Project makes progress toward federal and regional performance targets:

- *Mobility*, by increasing transit, bike, and pedestrian mode shares, improving access to jobs via transit, contributing to completing the transit network and the bicycle and pedestrian system near transit, increasing the share of households that are located near transit and bicycle and pedestrian facilities, and improving throughway reliability.
- *Safety*, by contributing to eliminating transportation related fatalities and serious injuries.
- *Equity*, by contributing to eliminating transportation related fatalities and serious injuries in equity focus areas, contributing to completing the bicycle and pedestrian system in equity focus areas, and improving access to jobs within equity focus areas.
- *Economy*, by maintaining driving and transit travel times and contributing to completing the bicycle and pedestrian system in job and activity centers.
- *Climate and Environment*, by reducing per capita greenhouse gas emissions from light-duty vehicles and per capita vehicles miles traveled, helping to meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO₂e emissions regionwide. TV Highway landed in the top 30% of vision corridors evaluated where a high capacity transit investment would result in greenhouse gas reduction. The HCT Strategy’s analysis found that a high capacity transit investment on TV Highway could result in a reduction of around 160 metric tons of CO₂e per year.

The 2023 RTP Climate Smart Strategy (CSS) states that implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high relative climate benefit. The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the CSS performance targets, the Project implements elements from the 2040 Growth Concept and local adopted land use and transportation plans, makes transit convenient, frequent, accessible, and affordable, makes biking and walking safe and convenient, makes streets and highways safe and reliable, uses technology to actively manage the transportation system, provides information and incentives to expand the use of travel options, supports transition to cleaner low carbon fuels, secures adequate funding for transportation

investments, demonstrates leadership on climate change, and adopts new metrics for climate analysis.

In spring 2025, TriMet applied for a U.S. Department of Transportation Safe Streets for All (SS4A) Grant to fund the safety elements of this project. Based on the grant eligibility requirements, this project was eligible for this federal funding source. Awardees may be announced as soon as late 2025.

Fiscal Constraint

The cost estimate included in the [2023 RTP financially constrained project list](#) was \$300,000,000 in year-of-expenditure dollars and that estimate has not changed. TriMet will be pursuing FTA Small Starts Capital Investment Grant (CIG) funding and will likely seek up to the maximum Small Starts CIG funding amount of \$150 million. In spring 2025, TriMet also applied for a U.S. Department of Transportation Safe Streets for All (SS4A) Grant to fund the safety elements of this project. Local and regional Project partners have agreed to work together to contribute approximately \$100M and the project is pursuing additional funding options to secure the remaining \$50M, such as grants. The combined \$150 million in local, regional and other funding will allow for critical investments in transit and safety throughout the corridor and leverage the federal investment through the Small Starts program.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Attachments:

- [A: Fall 2024 Engagement Summary](#)
- [B: Metro Council Staff Report on LPA Endorsement Recommendation June 26, 2025](#)
- C: Initial Purpose and Need Statement

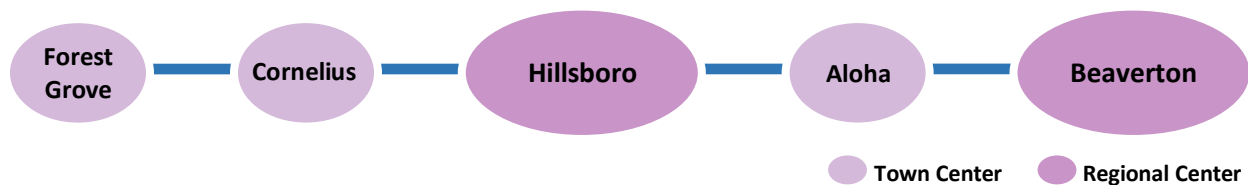
TV Highway Transit Project

Initial Purpose and Need Statement

BACKGROUND

Tualatin Valley (TV) Highway (Oregon Route 8) is an important regional and county urban arterial that supports the movement of goods and people through the communities of Forest Grove, Cornelius, Hillsboro, Aloha, and Beaverton (Figure 1). It serves as an access route to Highway 217 from points west, connects to the regional light rail system in two locations, and supports one of the highest ridership bus lines in the region. The corridor also serves many communities of color, limited English proficiency speakers, and lower income communities.

Figure 1. TV Highway Corridor Communities



In 2010, TV Highway was identified as a priority corridor for high capacity transit (HCT) in the HCT System Plan. In 2018, Metro updated and replaced the HCT System Plan with the Regional Transit Strategy, in support of the 2018 Regional Transportation Plan (RTP). The 2018 RTP includes an “enhanced transit concept” investment in the TV Highway corridor on the financially constrained project list. This type of capital investment is a context-sensitive approach to improving transit speed and reliability with lower-cost and easy to implement improvements. Subsequent transit corridor planning was completed as part of Washington County’s 2019 Moving Forward TV Highway Enhanced Transit and Access Plan, as well as the 2020 regional transportation funding measure. The current planning effort builds on the analysis and findings from these prior plans.

PURPOSE

The purpose of the TV Highway Transit Project is to improve speed, reliability, accessibility and safety for transit riders on TV Highway, and in particular for communities of color and low-income communities.

NEED

The TV Highway Transit Project would address three major needs in the corridor:

1. **Safety:** need to improve access to transit and bus stop amenities in a high injury corridor
2. **Transit speed and reliability:** need to provide faster and more reliable transit service in order to be more competitive with driving and to improve access to destinations

3. **Transit-dependent communities:** need to provide safe, efficient, and reliable transit service to meet the needs of the high concentration of communities who rely on transit

The following subsections provide more information on each need.

Safety

TV Highway is designated as a regional high injury corridor in the 2018 Regional Transportation Safety Strategy (RTSS) and a priority high crash corridor in Washington County's Transportation Safety Action Plan (2016). The portion of TV Highway between Beaverton and Hillsboro had the seventh highest rate of serious crashes per mile out of the 181 high injury corridors identified in the 2018 RTSS.¹ Overall, there were 237 serious injuries and 39 fatalities on TV Highway between 2007 and 2018, an average of 18 serious injuries and 3 deaths per year.² Seventy-two percent of those fatalities were people either walking or bicycling. TV Highway has inadequate multimodal and transit infrastructure, which creates safety concerns as well as barriers to access.

Approximately 29 percent of TV Highway lacks sidewalks, and approximately 32 percent of bike lanes are missing or substandard along the highway.³ Many of the Line 57 bus stops lack landing pads, lighting, shelters, and protected crossings. Between 2007 and 2018, 53 percent of all pedestrian serious injuries and fatalities on TV Highway occurred within 100 feet of a transit stop, which highlights the importance of access and safety improvements for pedestrians near transit stations.⁴

Transit speed and reliability

Transit travel time on the Line 57 is nearly double that of auto travel time, which impacts existing transit riders, limits the attractiveness for new riders, and hinders access to destinations along the corridor.⁵ This transit delay is primarily caused by congestion and delay at signalized intersection, and will only get worse as traffic continues to grow over time. Substandard bus stops also result in slower boarding procedures and longer dwell times, which account for approximately 13 percent of average runtimes on the Line 57, contributing to overall transit delay.⁶ Unreliability is also a top reason for riders to be dissatisfied with their Line 57 trips.⁷ Improving transit travel time and reliability within the corridor would provide an attractive alternative to driving, which could free up roadway capacity for other vehicles in the corridor, including freight and other commercial vehicles within this designated freight corridor.

Transit-dependent communities

The TV Highway corridor has relatively high concentrations of people who rely on transit and therefore need safe, efficient, and reliable transit to access community resources, jobs, and educational opportunities. In comparison to both the region and Washington County, communities in the corridor have higher concentrations of low-income households, people of color, people with limited English language proficiency, and youth. Eighty-three percent of the corridor study area is in an equity focus area as defined by the 2018 RTP, and all of TV Highway is bordered on at least one side by an equity focus area.⁸ The Line 57 bus ranks tenth in the TriMet system in terms of providing access to communities of concern, jobs, affordable housing, and social services.⁹ The

route has a relatively high share of riders who speak Spanish, identify as people of color, do not have a car available, and have a low household income.¹⁰

APPROACH

The project will seek funding from the Federal Transit Administration (FTA), specifically from FTA's Section 5309 Capital Investment Grants Program. To qualify for this funding, the project will proceed using FTA's definition of a corridor-based bus rapid transit Small Starts project. Because the project will seek federal funding, it must comply with the National Environmental Policy Act.

NOTES

¹ Based on fatal and severe injury crashes from 2010 to 2014 on the 8-mile stretch of TV Highway between SW Cedar Hills Boulevard in Beaverton and SE 10th Avenue in Hillsboro.

² Oregon Department of Transportation (ODOT) crash data (based on the portion of TV Highway (OR 8) and associated roadways following the general route of the Line 57 bus).

³ TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.

⁴ ODOT crash data (same geographic extent as above).

⁵ TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.

⁶ TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.

⁷ Based on responses to a fall 2021 survey of Line 57 riders.

⁸ Equity focus areas are Census tracts where the rate of people of color, people with low income (i.e., incomes equal to or less than 200 percent of the Federal Poverty Level), or people with limited English proficiency is greater than the regional average and double the density of one or more of these populations. The corridor study area includes a 0.5-mile buffer on either side of the Line 57 route.

⁹ TriMet, 2017.

¹⁰ Based on responses to a fall 2021 survey of Line 57 riders. Of the respondents who answered each question, 34 percent completed the survey in Spanish, 52 percent identified as people of color (based on race and ethnicity questions), 64 percent reported incomes below 200 percent of the Federal Poverty Level (based on household size), and 70 percent do not have a car, motorcycle, or truck available to use.