

## **STAFF REPORT**

### **IN CONSIDERATION OF RESOLUTION NO. 18-4892, FOR THE PURPOSE OF ADOPTING THE 2018 REGIONAL TRANSIT STRATEGY AND REPLACING THE 2009 HIGH CAPACITY TRANSIT SYSTEM PLAN**

---

Date: October 18, 2018

Prepared by: Jamie Snook  
503-797-1751

## **BACKGROUND**

This is a critical time to consider how transit fits into our larger regional goals. The Climate Smart Strategy, adopted in 2014, provided clear direction to invest more in our transit system in order to meet regional goals and objectives related to sustainability and carbon emissions. Current growth rates will require us to expand transit service in order to provide people with transportation options and minimize congestion. Significant and coordinated investment is needed to continue to provide equivalent service as our region grows; increasing service and access will require dedicated funding, policies, and coordination from all jurisdictions. Transit also helps the region meet its equity and access goals as it is a primary mode of transportation for people with disabilities and youth, providing them with a way to get to work, school, and attain access to daily needs. Investments in transit will increase access to jobs and other community places, provide more transportation options for residents and workers, improve air quality, and reduce greenhouse gas emissions.

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area. In these roles, Metro has been working together with regional technical and policy advisory committees and community, business and elected leaders across the region to shape the Regional Transit Strategy and supporting implementation recommendations in this resolution. Development of the Regional Transit Strategy (RTS) informed the transit element of the 2018 Regional Transportation Plan (RTP) update and resulted in a coordinated vision and strategy for transit in the Portland metropolitan area.

## **Policy context**

The RTS is consistent with and implements the goals of the following statewide goals and plans:

- Oregon Transportation Plan (OTP),
- Oregon Public Transportation Plan (OPTP), the transit modal plan of the OTP,
- Oregon Transportation Options Plan, and
- Transportation Planning Rule (TPR), Chapter 660, Division 12.

The RTS supports the implementation of Metro's 2040 Growth Concept, the region's long-range land use and transportation plan for managing growth to preserve the region's economic health and livability in an equitable, environmentally-sound and fiscally responsive manner.

The RTS implements the policies and strategies identified in the Climate Smart Strategy, adopted in 2014, to provide more transportation choices, keep our air clean, build healthy and equitable communities and grow our economy – all while reducing per capita greenhouse gas emissions from cars and small trucks to meet state targets.

The RTS incorporates the findings and priorities of the Regional High Capacity Transit System Plan, adopted in 2009, which identifies potential future HCT corridor investments. The HCT corridors are embedded in the RTS policy and are identified in the Regional Transit Network Map.

Additionally, the RTS implements the goals and policies of the Regional Framework Plan, the Urban Growth Management Functional Plan (Title 6: Centers, corridors, Station Communities and Main Streets) and the Regional Transportation Functional Plan (Section 3.08.120 Transit System Design).

The RTS also incorporates the future transit service and strategies defined by the transit agencies in TriMet's Future of Transit Service Enhancement Plans (2013-2016), TriMet's Coordinated Transportation Plan for Seniors and Persons with Disabilities (2016), Portland Streetcar Strategic Plan (2016) and City of Wilsonville's Transit Master Plan (2017).

### **Planning Process and Transit Work Group**

The RTS was developed with input from the Transit Work Group, which included city and county representatives from across the region, community partners and transit providers from within and outside the region. See Attachment 1 for a full list of Transit Work Group members. The transit work group meetings were comprised of two groups: city and county representatives, community partners and transit providers and 2) transit providers that operate within and outside the Metropolitan Planning Area (MPA). The transit work group met 19 times from 2016 through 2017 to provide input on the regional transit vision, transit related policies, performance measures and monitoring targets, and strategies and actions for implementation.

The Metro Council, Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) provided policy and technical guidance throughout the process. A draft RTS was released for the 45-day public comment period on June 29, 2018. The RTS will be finalized to reflect recommended changes from the public comment period, as shown in Exhibit B to this resolution. Refer to Appendix D of the 2018 Regional Transportation Plan for more information about the regional planning and decision-making process and related public participation and engagement activities that also informed development of the RTS.

### **Regional Transit Vision**

Building off the Climate Smart Strategy, ***the regional transit vision is to make transit more frequent, convenient, accessible and affordable for everyone.*** The regional transit vision, policies and actions outlined in the Regional Transit Strategy build upon the policies and actions adopted in the Climate Smart Strategy and support the implementation of our 2040 Growth Concept. The Regional Transit Vision also incorporates TriMet's Service Enhancement Plans, Wilsonville's South Metro Area Regional Transit (SMART) Master Plan, Streetcar Strategic Plan, TriMet's Coordinated Transportation Plan for Elderly and Persons with Disabilities (CTP) and the 2009 adopted Regional High Capacity Transit System Plan into a single vision of transit in the future.

### **Update RTP transit-related policies**

This vision has been incorporated into our transit related policies to create a seamless transit system that works for everyone. Existing policies were integrated with new policies that address: equity, maintenance and resiliency, enhanced transit concept, first and last mile, new technology and affordability. The proposed new transit policies are:

Transit Policy 1. Provide a seamless, integrated, affordable, safe and accessible transit network that serves people equitably, particularly communities of color and other historically marginalized communities, and people who depend on transit or lack travel options. (New)

Transit Policy 2. Preserve and maintain the region's transit infrastructure in a manner that improves safety, security and resiliency while minimizing life-cycle cost and impact on the environment. (New to address MAP-21 asset management and resiliency requirements)

Transit Policy 3. Make transit more reliable and frequent by expanding regional and local frequent service transit and improving local service transit options. (Revised)

Transit Policy 4. Make transit more convenient by expanding high capacity transit and improving transit speed and reliability through the regional enhanced transit concept. (New/revised)

Transit Policy 5. Evaluate and support expanded commuter rail and intercity transit service to neighboring communities and other destinations outside the region. (Revised)

Transit Policy 6. Make transit more accessible by improving pedestrian and bicycle access to and bicycle parking at transit stops and stations and using new mobility services to improve connections to high-frequency transit when walking, bicycling, or local bus service is not an option. (New/revised)

Transit Policy 7. Use technology to provide better, more efficient transit service, focusing on meeting the needs of people for whom conventional transit is not an option. (New)

Transit Policy 8. Ensure that transit is affordable, especially for people who depend on transit. (New)

#### **Update the current Regional Transit Network Map**

The Regional Transit Network is the future transit vision and includes future regional and local bus, enhanced transit corridors, high capacity transit and intercity rail. Updates to the Regional Transit Network Map include:

- reflecting transit service in the TriMet's adopted Future of Transit Service Enhancement Plans (SEPs), including: community and job connector transit service as defined by TriMet's SEPs
- reflecting transit service in the City of Wilsonville's adopted Transit Master Plan
- reflecting Enhanced Transit Concept/Corridors (ETC) identified by the City of Portland and the 2018 Regional Transportation Plan update
- reflecting the Division Transit Project Locally Preferred Alternative
- reflecting the Southwest Corridor Transit Project Locally Preferred Alternative
- Integrating the 2009 HCT Corridor Map with the following updates:
  - moving the I-5 HCT corridor from under development to a future HCT project
  - moving the Portland to Lake Oswego Streetcar project from under development to a future HCT project
  - Portland to Gresham in the vicinity of Powell Corridor remains a future HCT project, while the Portland to Gresham in the vicinity on SE Division St is an HCT project under development
  - moved Portland to Sherwood in the vicinity of Barbur/Highway 99 Corridor from a future HCT to project under development
  - modified the Clackamas Town Center to Damascus to connect to Happy Valley via the Columbia to Clackamas Corridor as a future HCT project

### **Update RTP transit-related performance measures**

The RTP transit-related performance measures were updated to include the performance measures and monitoring targets outlined in the Climate Smart Strategy, including transit revenue hours.

Development of the RTS also updated the transit system expansion policy framework adopted in 2009, as part of the Regional High Capacity Transit Plan. Now called the HCT Assessment and Readiness Criteria, the criteria provide a framework for the region to screen and prioritize major capital investments in transit. This framework aims to identify transit corridor capital projects that best meet regional outcomes and position projects for potential federal and other funding opportunities. The outputs of this assessment can help illustrate the strengths and weaknesses of each project and will allow project sponsors to understand opportunities to enhance how a given project will score in future evaluations.

This process applies to any projects that are seeking Federal funding through the FTA Capital Investment Grant Program. This information along with local support is meant to help guide the regional decision making process to advance HCT investments. This additional assessment would only apply to those investments seeking FTA Capital Investment Grant (CIG) program funding (e.g. New Starts, Small Starts or Core Capacity).

### **Transit strategies and actions**

The RTS provides a list of transit related actions to support our regional transit vision to make transit more frequent, convenient, accessible and affordable for everyone. The actions identified in the strategy support improving transit service, investing in our transit system and providing transit supportive elements to meet our vision. Some of the actions are policy based while others are actions that local and regional partners should implement.

## **ANALYSIS/INFORMATION**

1. **Known Opposition** No known opposition.

2. **Legal Antecedents**

Federal regulations include:

- Clean Air Act [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended.
- US EPA transportation conformity rules (40 CFR, parts 51 and 93).
- Moving Ahead for Progress in the 21st Century Act (MAP-21), signed into law in 2012.
- Fixing America's Surface Transportation Act (FAST Act), signed into law in 2015.
- USDOT rules that govern updates to RTPs [23 CFR 450 and 771], as of June 27, 2016.
- 23 U.S.C. 150: National goals and performance management measures, as of August 19, 2018.

State regulations include:

- Statewide planning goals.
- Oregon Administrative Rules for Transportation Planning (OAR Chapter 660, Division 12).
- Oregon Transportation Plan and implementing modal plans, including the Oregon Public Transportation Plan.
- Oregon Metropolitan Greenhouse Gas Reduction Targets Rule (OAR Chapter 660, Division 44), last amended in January 2017.

- Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252).
- 2006 State Implementation Plan (SIP).

Metro legislation includes:

- 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. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted on February 12, 2009.
- Ordinance No. 14-1346B (For the Purpose of Adopting the A 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. 15-4662 (For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2018 Regional Transportation Plan Update), adopted by the Metro Council on December 3, 2015.
- Resolution No. 16-4702 (For the Purpose of Adopting the 2018-2021 Metropolitan Transportation Improvement Program and 2019-2021 Regional Flexible Funds Allocation Policy Statement For the Portland Metropolitan Area), adopted by the Metro Council on June 16, 2016.
- Ordinance No. 16-1371 (For the Purpose of Adopting the Distribution of the Population and Employment Growth to Year 2040 to Local Governments in the Region Consistent with the Forecast Adopted by Ordinance No. 15-1361 in Fulfillment of Metro's Population Coordination Responsibility under ORS 195.036), adopted by the Metro Council on October 13, 2016.
- Resolution No. 17-4848 (For the Purpose of Approving an Increased Multi-Year Commitment of Regional Flexible Funds for the Years 2019-34, Funding the Division Transit Project, the Southwest Corridor Transit Project, Arterial Bottleneck Projects, Active Transportation Projects and Enhanced Transit Projects, and Authorizing Execution of an Amendment to Intergovernmental Agreement Amendment with TriMet Regarding the increased Multi-Year commitment of Regional Flexible Funds), adopted by the Metro Council on November 2, 2017.
- Resolution No. 18-4886 (For the Purpose of Adopting the 2018 Regional Travel Options Strategy), adopted by the Metro Council on May 24, 2018.
- Resolution No. 18-4915 (For the Purpose of Approving the Southwest Corridor Light Rail Preferred Alternative), adopted by the Metro Council on November 15, 2018.
- 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 December 6, 2018.

#### **Local legislation**

- Resolution No. 37369 (Adopt the Enhanced Transit Corridors Plan and endorse a list of Enhanced Transit candidate project locations for submittal to the Metro Regional Enhanced Transit Concept Pilot Program to help advance project development), adopted by the City of Portland Council on June 20, 2018.

### **3. Anticipated Effects**

The following are anticipated effects of this action:

- Staff will produce a final RTS that reflects recommended changes identified in Exhibit B to this resolution.

- A targeted review and update of the Regional Transportation Functional Plan will occur to ensure that the functional plan language and provisions are consistent with and adequately reflect new and updated transit vision and policies adopted in the 2018 RTP.
- The Regional Transportation Functional Plan will subsequently be implemented through future local Transportation System Plan updates.
- The RTS will inform future regional planning and investment decisions and ongoing performance monitoring to meet state and federal requirements.
- The region will continue to implement the Regional ETC Pilot Program per direction from JPACT and the Metro Council.

4. **Budget Impacts** No additional financial impact beyond the adopted budget.

#### **RECOMMENDED ACTION**

Staff recommends the Metro Council adopt Resolution No. 18-4892.



## 2018 Regional Transportation Plan Regional Transit Work Group

### Background

The transit work group was one of eight technical work groups identified to provide input and technical expertise to support the 2018 Regional Transportation Plan (RTP) update. In this role, the work groups advised Metro staff on implementing policy direction from the Metro Council, the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT).

Briefings on the progress of the transit work group were made to the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) as needed to prepare for Regional Leadership Forums (joint meetings of the Metro Council, MPAC and JPACT to consider public input and provide policy direction to staff), and other policy committee briefings.

The transit work group meetings were comprised of two groups: city and county representatives, community partners and transit providers and 2) transit providers that operate within and outside the Metropolitan Planning Area (MPA). The transit work group met 19 times from 2016 through 2017 to provide input on the regional transit vision, transit related policies, performance measures and monitoring targets, and strategies and actions for implementation.

### Work group charge

The transit work group was an informal forum to work through issues before going to TPAC and MTAC as recommendations.

- Provide technical input and make clear recommendations to Metro staff on development of Regional Transit Strategy, including:
  - Review and comment on existing conditions and trends.
  - Develop regional transit vision.
  - Update Transit System Expansion policy.
  - Develop shared transit investment strategy.
  - Identify policy and investment strategy refinements and actions to support implementation.
- Identify issues that need to be resolved by the Metro Council, MPAC and JPACT.
- Assist in building awareness of the 2018 RTP update and Regional Transit Strategy.
- Support their respective technical and policy committee representatives.
- Consider input from partners and the public.

## Attachment 1 to Staff Report for Resolution No. 18-4892

### Work Group Members

The work group consisted of topical experts and representatives from MTAC and TPAC, or their designees. The following list includes all work group members that participated at one point or another from 2015 to 2018. Table 1 lists the city and county representatives, community partners and transit providers. Table 2 lists the transit providers working group members.

**Table 1. Transit Work Group: Regional Representatives**

| First Name | Last Name       | Title                                                                  | Affiliation                   |
|------------|-----------------|------------------------------------------------------------------------|-------------------------------|
| Todd       | Juhasz          | Transportation Division Manager                                        | City of Beaverton             |
| Luke       | Pelz            | Senior Transportation Planner                                          | City of Beaverton             |
| Karen      | Buehrig         | Transportation Planning Supervisor                                     | Clackamas County              |
| Dawn       | Emerick         | Public Health Director                                                 | Clackamas County              |
| Scott      | France          | Program Coordinator                                                    | Clackamas County              |
| Glenn      | Koehrsen        | Advocate                                                               | Community Representative/TPAC |
| Roger      | Hanson          | Senior Planner                                                         | CTRAN                         |
| Randy      | Parker          | Transit Planner                                                        | CTRAN                         |
| Jay        | Higgins         | Associate Transportation Planner, Urban Design and Planning Department | City of Gresham               |
| Kathryn    | Kelly           | Comprehensive Planning Manager                                         | City of Gresham               |
| Jon        | Holan           | Community Development Director                                         | City of Forest Grove          |
| Dan        | Riordan         | Senior Planner                                                         | City of Forest Grove          |
| Brad       | Choi            | Transportation Planner                                                 | City of Hillsboro             |
| Gregg      | Snyder          | Transportation Planning Supervisor                                     | City of Hillsboro             |
| Grace      | Cho             | Associate Transportation Planner                                       | Metro                         |
| Tim        | Collins         | Senior Transportation Planner                                          | Metro                         |
| Lake       | McTighe         | Senior Regional Planner                                                | Metro                         |
| André      | Lightsey-Walker | Assistant Regional Planner                                             | Metro                         |
| Amanda     | Sear            | Planning Intern                                                        | Metro                         |
| Jamie      | Snook           | Principal Planner/Regional Transit Strategy Project Manager            | Metro                         |
| Denny      | Egner           | Planning Director                                                      | City of Milwaukie             |
| Kate       | McQuillan       | Transportation Planner                                                 | Multnomah County              |
| Joanna     | Valencia        | Transportation Planning & Development Manager                          | Multnomah County              |



**Attachment 1 to Staff Report for Resolution No. 18-4892**

| <b>First Name</b> | <b>Last Name</b> | <b>Title</b>                                            | <b>Affiliation</b>                         |
|-------------------|------------------|---------------------------------------------------------|--------------------------------------------|
| Karyn             | Criswell         | Regional Transit Coordinator                            | ODOT, Region 1                             |
| Lidwien           | Rahman           | Principal Planner                                       | ODOT, Region 1                             |
| Steve             | White            | Project Manager                                         | Oregon Public Health Institute             |
| Dayna             | Webb             | Principal Planner                                       | City of Oregon City                        |
| Mike              | Coleman          | Senior Planner                                          | Port of Portland                           |
| April             | Bertelsen        | Senior Transportation Planner                           | City of Portland                           |
| Radcliffe         | Dacanay          | City Planner                                            | City of Portland                           |
| Steve             | Hoyt             | Project Manager                                         | City of Portland                           |
| Mauricio          | LeClerc          | Transportation Planner                                  | City of Portland                           |
| Dan               | Bower            | Executive Director                                      | Portland Streetcar Inc.                    |
| Alex              | Page             | Service Specialist                                      | Ride Connection                            |
| Kari              | Schlossbauer     | Pacific Northwest Regional Policy Manager               | Safe Routes to School National Partnership |
| Eric              | Hesse            | Regional Planning and Policy Coordinator                | TriMet                                     |
| Jeff              | Owen             | Strategic Planning Coordinator                          | TriMet                                     |
| Chris             | Deffebach        | Policy Analyst                                          | Washington County                          |
| Steve             | Szigethy         | Principal Transportation Planner                        | Washington County                          |
| Dyami             | Valentine        | Senior Planner, Department of Land Use & Transportation | Washington County                          |
| Dwight            | Brashear         | Transit Director                                        | City of Wilsonville/SMART                  |
| Nicole            | Hendrix          | Transit Management Analyst                              | City of Wilsonville/SMART                  |
| Stephan           | Lashbrook        | Transit Director                                        | City of Wilsonville/SMART                  |
| Nancy             | Kraushaar        | Community Development Director                          | City of Wilsonville                        |
| Charlie           | Tso              | Assistant Planner                                       | City of Wilsonville                        |

## Attachment 1 to Staff Report for Resolution No. 18-4892

**Table 2. Transit Work Group: Transit Providers**

| <b>First Name</b> | <b>Last Name</b> | <b>Title</b>                             | <b>Affiliation</b>                      |
|-------------------|------------------|------------------------------------------|-----------------------------------------|
| Julie             | Wehling          | Transit Manager                          | City of Canby, Canby Area Transit       |
| Steve             | Dickey           | Transit Manager                          | Cherriots                               |
| Luke              | Norman           | Transportation System Analyst            | Clackamas Community College             |
| Teresa            | Christopherson   | Administrative Service Manager           | Clackamas County, Social Services       |
| Dan               | Bower            | Executive Director                       | Portland Streetcar Inc.                 |
| Julie             | Wilcke           | Chief Operating Officer                  | Ride Connection                         |
| Elaine            | Wells            | Executive Director                       | Ride Connection                         |
| Alex              | Page             | Service Specialist                       | Ride Connection                         |
| Andy              | Howell           | Transit Manager                          | City of Sandy, Sandy Area Metro         |
| Shirley           | Lyons            | Transit Manager                          | South Clackamas Transportation District |
| Eric              | Hesse            | Regional Planning and Policy Coordinator | TriMet                                  |
| Stephan           | Lashbrook        | Transit Director                         | City of Wilsonville, SMART              |
| Steve             | Allen            | Transit Operations Manager               | City of Wilsonville, SMART              |
| Dwight            | Brashear         | Transit Director                         | City of Wilsonville/SMART               |
| Nicole            | Hendrix          | Transit Management Analyst               | City of Wilsonville/SMART               |
| Cynthia           | Thompson         | Transit Manager                          | Yamhill County Transit Area             |