



CLACKAMAS COUNTY
TRANSIT DEVELOPMENT PLAN



GOALS, OBJECTIVES, AND PERFORMANCE MEASURES

July 22, 2020



CLACKAMAS COUNTY TRANSIT DEVELOPMENT PLAN

Date July 22, 2020

To Karen Buehrig, Brett Setterfield, Teresa Christopherson, Ellen Rogalin, & Kristina Babcock, Clackamas County
Hector Rodriguez-Ruiz, Oregon Department of Transportation

From Susan Wright, Krista Purser, Paul Ryus, and Russ Doubleday
Kittelson & Associates, Inc.

Project Clackamas County Transit Development Plan

Subject Goals, Objectives, and Performance Measures Memorandum
(Subtask 3.1)



GOALS, OBJECTIVES, AND PERFORMANCE MEASURES

This memorandum inventories goals, objectives, and performance measures policy framework in related plans, and proposes goals, objectives, and performance measures for Clackamas County to facilitate integration of transportation services and options across jurisdictions. The goals and objectives articulated for the future of transit service in Clackamas County, as well as the proposed evaluation criteria, will help guide the selection of appropriate strategies later in the project to enhance transit service, facilities, and amenities.

Project Background	3
Policy Framework.....	3
Proposed Goals and Objectives	4
Proposed Evaluation Criteria.....	6
Next Steps.....	8

Project Purpose

The intent of the Clackamas County Transit Development Plan (TDP) is to guide future transit investments and communicate a connected and coordinated vision for transit service and access to transit within Clackamas County. In particular, the TDP will:

- Guide investments of Statewide Transportation Improvement Fund (STIF) grants by identifying needed and priority connections in portions of the county currently lacking transit service, and
- Identify other actions needed to support transit usage throughout the County.

TDP work will be focused in two areas:

- *Within the Clackamas County portion of the TriMet service area, the TDP will provide detailed analysis and transit level-of-service information, to inform future STIF plans and TriMet service implementation. (Transit planning for areas of the county with other existing service providers (e.g., Wilsonville, Canby, Molalla, Sandy) is addressed in those providers' TDPs, which are reviewed in the *Background Information and Existing Conditions Memorandum*.)*
- *In unincorporated areas located between existing service providers and with no current transit service provider, the TDP will recommend how transit service providers can cover these areas in the future and how existing transit services across the county can be better connected.*

Proposed Vision

A draft vision for the TDP is as follows:

Provide guidance for an equitable, safe, convenient and connected transit network throughout Clackamas County that will support the health and well-being of individuals, communities the economy and the environment.

The foundation for the draft vision for the TDP is rooted in key themes and goals from local, regional and state transit plans. A summary of the goals and policies for Clackamas County and the providers that operate within the county is contained in the *Background Information and Existing Conditions*

Memorandum. Several key themes and goal areas that emerged from this review are shown in Table 1, below.

As shown, almost all providers note equity, health and safety, customer service (reliability, information availability) and connectivity (links to other providers, and coordination) as goals. While the Oregon Public Transportation Plan (OPTP), Metro plans and TriMet plans emphasize mobility (service frequency, service span, etc.), mobility plays a smaller role for the small city and rural providers.

Table 1. Key Themes and Goals of Existing Plans

Goal Area	Equity	Health and Safety	Environment	Economy	Customer Service	Mobility	Connectivity
Clackamas County Transportation System Plan (TSP)	X	X	X	X	X		X
Clackamas County Active Transportation Plan	X	X					X
Blueprint for a Healthy Clackamas County	X	X			X	X	X
Oregon Public Transportation Plan	X	X	X	X	X	X	X
Metro Regional Transportation Plan	X	X	X	X	X	X	X
Metro Regional Transit Strategy	X	X	X	X	X	X	X
TriMet Unified Service Enhancement Plan	X	X		X	X	X	X
TriMet Public Transportation Improvement Plan	X	X	X	X	X	X	X
TriMet Coordinated Transportation Plan for Seniors & Persons with Disabilities	X	X			X		X
CAT Transit Master Plan (Canby)					X	X	
SMART Transit Master Plan (Wilsonville)	X	X		X	X	X	
SCTD Transit Development and Master Plan (Molalla)	X	X	X	X	X		X
SAM Draft Transit Master Plan (Sandy)	X	X	X			X	X

Proposed Goals and Objectives

Proposed TDP policy language in this section draws from the documents reviewed in the previous section. In particular, the Clackamas County TSP, OPTP and related STIF criteria help shape the proposed goals, objectives and evaluation criteria, given their focus on customer experience and increased coordination and collaboration. The project's stated objectives of connectivity, access to transit, and improved transit use also influenced the proposed goals and policy language. *The Clackamas County TSP transit policies are in Attachment A.*

The draft goals and objectives are presented below. Many of the objectives within equity, health, and safety overlap and have been consolidated into one goal area. Environmental and economic objectives also overlapped and were consolidated into one sustainability goal.

Although a mobility goal was carried forward as part of the customer experience goal, mobility and its associated objectives and evaluation criteria will be more relevant to TriMet and urban areas than to the small city and rural providers. Additionally, many objectives and evaluation criteria will have different applications in an urban environment compared to a small city or rural environment. For example,

Objective 2E refers to providing access to transit stops. In an urban environment, this objective would align more to Clackamas County TSP's Policy 5.T.10 "**Urban:** Require pedestrian and transit supportive features and amenities and direct access to transit for new development". In a rural environment, this objective would align more to Clackamas County TSP's Policy 5.T.14 "**Rural:** Focus safety improvements near existing or planned transit stops."

Draft Goal 1: Enhance Connectivity

- » Objective 1A – Identify where connections can be made between communities within the County and between significant County destinations including housing, shopping, recreation and employment areas.
- » Objective 1B – Collaborate with all transportation service providers, pairing traditional fixed-route and demand-response services with first-/last-mile connection options such as shuttles, transportation network companies (TNCs), sharing of bikes and other mobility devices, and cooperative programs such as those within assisted living communities.
- » Objective 1C – Facilitate improved coordination between transit providers through technologies, fare policies, timed transfers, and other approaches to provide seamless transportation within and beyond Clackamas County.
- » Objective 1D – Coordinate with other public agencies and divisions, such as those responsible for land use planning, housing, and development review, to strengthen transit effectiveness and include transit considerations in growth and development.

Draft Goal 2: Prioritize Equity, Health & Safety

- » Objective 2A – Gather feedback from and form partnerships with community that face higher barrier in using transit to ensure people of all ages, income, backgrounds and abilities are meaningfully involved in planning and development at all levels.
- » Objective 2B – Focus on access to education and employment opportunities through transit service, capital projects, and programs, especially for low-income residents, historically marginalized communities, and youth.
- » Objective 2C – Focus on access to health-supporting destinations, including medical/health care, social services, groceries, recreation and community spaces, parks and natural areas, and social opportunities, particularly for historically marginalized communities, youth, older adults, and people with disabilities.
- » Objective 2D – Provide walking and biking access to transit stops that are ADA-accessible, safe, comfortable, and convenient.
- » Objective 2E – Identify opportunities for transportation affordability initiatives and invest in transportation investments that demonstrate equitable outcomes.

Draft Goal 3: Promote Sustainability

- » Objective 3A – Make county-level investments that help reduce single-occupancy vehicle use and greenhouse gas emissions by helping make transit a competitive alternative, such as park-and-rides near regional corridors or support for intercommunity services.
- » Objective 3B – Foster environmental sustainability by supporting fuel and propulsion alternatives for transit fleets.
- » Objective 3C – Support strategies to implement transit-oriented development, mixed-use development, and other transit-supportive development in the growing areas of Clackamas County, with specific strategies that reflect the differences between urban and rural areas.

Draft Goal 4: Improve Customer Experience and Mobility

- » Objective 4A – Support improvements to service frequency (especially where needed within dense urban areas and between communities) and service reliability.
- » Objective 4B – Help transit agencies maintain safe and comfortable transit facilities to enhance customer experience, especially at transit centers and major transit stops.
- » Objective 4C – Collaborate with transit agencies to share public transit information in a variety of formats and media to inform and attract new transit users, such as improving availability of route and schedule information as well as access to real-time arrivals and other data.
- » Objective 4D – Promote transit-supportive measures including trip planning services, wayfinding signage, stop amenities (e.g., bike racks), and more.

Proposed Evaluation Criteria

The TDP has a variety of purposes:

- Within the Clackamas County portion of the TriMet service area, it will inform the TriMet Service Enhancement Plans regarding priority service needs;
- In portions of the county currently lacking transit service, it will identify needed and priority connections between service providers;
- Throughout the county, it will identify other actions needed to support transit use.

The draft evaluation criteria (in Table 2 below) provide the framework within which transit needs throughout the County will be evaluated. The table identifies whether each criterion would be used to evaluate service opportunities or as a performance measure for benchmarking service to track performance over time. The criteria are generally categorized according to the goals identified above.

Evaluation criteria will have different measures in an urban environment than in a rural environment. For example, while close to 100% of urban stops may be accessible by walking and bicycling, it may not be feasible for stops along rural highways to have the same accessibility.

The evaluation criteria will be used to:

- assess potential costs and tradeoffs,
- categorize and prioritize service opportunities, and
- establish long-term performance management.

For example, service alternatives that require additional buses (thus incurring capital costs) may be cost-prohibitive to implement in the short term, while service alternatives that do not require additional buses could be implemented with no capital costs.

Evaluation criteria that illustrate tradeoffs may conflict with each other. For example, providing increased service on a regional corridor might not provide increased service to greater numbers of transportation-disadvantaged populations within ¼ mile of that particular route, but could improve those populations' regional travel opportunities if local service connects to the regional route.

Table 2. Evaluation Criteria

Evaluation Criteria	Evaluation of Service Opportunities	Performance Benchmarking	Notes
Connectivity			
Intercommunity Connections	X		Measures new or enhanced intercommunity connections. Qualitative measure reviewing mapped transit routes and their frequency, community population sizes, and census data to identify needs and gaps. Focuses on routes between communities. Transit route and stop GIS data, along with service and schedule information, will be needed to create and update maps.
Communities with Transit Access		X	Measures the number of communities with access to transit. Similar to Intercommunity Connections, qualitative measure reviewing mapped transit routes and their frequency, community population sizes, and census data to identify needs and gaps. Evaluates both intercommunity routes and local service. Transit route and stop GIS data, along with service and schedule information, will be needed to create and update maps.
Equity, Health, and Safety			
Walking and Bicycling Access		X	Measures the percentage of transit stops with walking or bicycling access, defined as having a sidewalk/path or bicycle lane/path connecting to the stop. Transit route, transit stop, sidewalk, and bicycle infrastructure shapefile data would be needed to analyze connections in GIS. <i>Examine separately for Metro and outside Metro areas. May not be evaluated as part of this TDP, but recommended for benchmarking.</i>
Service to Underrepresented Populations	X	X	Compares the percentage of underrepresented populations, such as low-income households and people with disabilities, within ¼ mile of transit stops using the Remix (service opportunities) and TNEt (benchmarking) tools.
Access to Jobs	X	X	Compares the percentage and/or number of jobs within ¼ mile of transit stops, especially low-wage employment, using the Remix (service opportunities) and TNEt (benchmarking) tools.
Promote Sustainability			
Service on Regional Corridors	X	X	Measures service by number of directional runs per day, with different thresholds set for urban and rural environments. Transit route and stop GIS data, along with service and schedule information, will be needed to create and update maps.
Capital Costs	X		Compares capital costs for new or enhanced service.

Evaluation Criteria	Evaluation of Service Opportunities	Performance Benchmarking	Notes
Annual Operating Costs	X	X	Compares annual operating costs for new or enhanced service and tracks costs for services provided by the County.
Low- or No-Emission Fleet		X	Percent of transit agency fleet that uses vehicles that run on low- or no-emission energy sources.
Customer Experience and Mobility			
Population Served		X	Compares the percentage of general population within ¼ mile of transit stops at different levels of service using the TNExT tool. <i>Examine separately for Metro and outside Metro areas.</i>
Service Span & Frequency	X	X	Compares the service span provided, including early morning/late evening service hours and weekend service. Tracks percentage of routes operating on Saturdays and Sundays and number of runs per day (span/frequency proxy) using mapping exercises. Transit route and stop GIS data, along with service and schedule information, will be needed to create and update maps.
Service Hours Per Capita	X	X	Compares the service hours per capita, within ¼ mile of transit stops using the Remix (service opportunities) and TNExT (benchmarking) tools.
System Ease of Use	X	X	Tracks improvements that make traveling between communities and transit providers easier. Improvements could include fare integration, technology improvements, and timed transfers.

Next Steps

This memorandum will be reviewed with the Project Management Team (PMT), Technical Advisory Committee (TAC) and Public Advisory Committee (PAC), and, once finalized, used to inform the TDP by serving as the basis for evaluating needed service enhancements and priority connections identified in the Needs Identification memo. Ultimately, it will establish the basis for decision-making and recommended future service enhancements.

Attachment A Clackamas County Transportation
System Plan (TSP) Transit Policies

TRANSIT

Public transit service is essential for the mobility of many County residents, and provides an affordable option for others who prefer to use it. The County contains five major public transportation systems. Tri-County Metropolitan Transportation District of Oregon (TriMet), the state's largest transit provider, serves generally the western, more urbanized part of the county. The County also is home to four rural transit providers: South Clackamas Transportation District (SCTD) serving the Molalla area, Sandy Area Metro (SAM), Canby Area Transit (CAT) and Wilsonville's South Metro Area Transit (SMART). Clackamas County also directly supports the Mountain Express service which provides public transit to the Hoodland area along the Highway 26 corridor east of the City of Sandy. All of these services provide public transit as well as specialized services for seniors and persons with disabilities (paratransit) as mandated by the American with Disabilities Act.

Clackamas County participates in the development and implementation of the Coordinated Human Services Transportation Plan which addresses the services available to vulnerable populations throughout the Portland metropolitan area.

The County can influence the type of service provided and the way new developments interface with transit and provide amenities for transit riders. Busses operated by the six districts, as well as each of the school districts in the county must safely share the county's roads with all other users.

5.T. Transit Policies

- 5.T.1 Work with transit agencies to identify existing transit deficiencies in the County, needed improvements, and additional park-and-ride lots needed to increase the accessibility of transit services to all potential users.
- 5.T.2 Emphasize corridor or roadway improvements that help ensure reliable and on-time transit service in the County.
- 5.T.3 Encourage transit providers to restructure transit service to efficiently serve local as well as regional needs.
- 5.T.4 Emphasize transit improvements that improve east-west connections; improve service between the County's industrial and commercial areas and neighborhoods; and best meet the needs of all County residents, employees and employers, regardless of race, age, ability, income level and geographic location.
- 5.T.5 Coordinate with all applicable transit agencies on all new residential, commercial and industrial developments to ensure appropriate integration of transit facilities and pedestrian access to transit facilities.
- 5.T.6 Require major developments and road construction projects along transit routes to include provisions for transit shelters, pedestrian access to transit and/or bus turnouts, where appropriate.

- 5.T.7 Promote park-and-ride lots, transit shelters and pedestrian/bikeway connections to transit. Coordinate the location of these facilities with other land uses to promote shared parking and bicycle/ pedestrian-oriented transit nodes.
- 5.T.8 Coordinate and cooperate with transit agencies to provide transportation for seniors, people with disabilities, and other transportation-disadvantaged populations. Provide continued support for paratransit services as required within a three-quarter-mile distance from fixed-route transit stops.
- 5.T.9 Coordinate transit-supportive, roadway improvements with transit-providers to ensure financing and implementation of such improvements.
- 5.T.10 **Urban** Require pedestrian and transit-supportive features and amenities and direct access to transit for new development.
- Pedestrian and transit supportive amenities may include pedestrian/bikeway facilities, street trees, outdoor lighting and seating, landscaping, shelters, kiosks, strict standards for signs, and visually aesthetic shapes, textures and colors. Buildings measuring more than 100 feet along the side facing the major pedestrian/transit access should have more than one pedestrian entrance. Pedestrian access should be provided to connect transit centers or transit stops on bus routes with centers of employment, shopping or medium-to-high density residential areas within one-quarter mile of these routes.
- 5.T.11 **Urban** Coordinate with transit providers to achieve the goal of transit service within one-quarter mile of most residences and businesses within the Portland Metropolitan UGB. Support more frequent service within Regional Centers, Town Centers, Station Communities, and Corridors and Main Streets.
- 5.T.12 **Urban** Work with federal, state and regional agencies to implement high capacity transit in the regional High Capacity Transit (HCT) System Plan in order to help relieve traffic congestion, provide for transportation alternatives to the automobile, and promote the County's economy. See Map 5-8c for the HCT network in the County.
- 5.T.13 **Urban** Site new commercial, institutional, and multi-family buildings at major transit stops as close as possible to transit, with a door facing the transit street or side street, and with no parking between the building and front lot lines.
- 5.T.14 **Rural** Focus safety improvements near existing or planned transit stops.