



CLACKAMAS COUNTY TRANSIT DEVELOPMENT PLAN



TRANSIT DEVELOPMENT PLAN EXECUTIVE SUMMARY

March 2021



PURPOSE OF THE PLAN

In 2017, the Oregon Legislature passed Keep Oregon Moving (HB 2017), which created a new source of funds for transit projects. These funds are available for transit projects both inside and outside of existing transit districts or service areas. Projects must be identified within a plan to be eligible for HB 2017 funding.

Clackamas County has a unique and growing role as a coordinator of transit services between the six public transit providers that serve the County, and as a facilitator to implement small scale transit and transportation services. Historically, Clackamas County has managed the distribution of funds for transportation services for elderly and disabled populations, as well as for the Mt Hood Express transit service through its Social Services division. With the advent of this new source of funds and the ability to access funds for transit shuttles within the TriMet district, the County's responsibilities have expanded.

The **Clackamas County Transit Development Plan (TDP)** is intended to guide future transit investments and communicate a coordinated vision for transit service and access to transit across all of Clackamas County. In particular, this TDP focuses on areas currently lacking transit service. It guides investments of Statewide Transportation Improvement Fund (STIF) grants by identifying needed and priority connections and other actions needed to support transit usage throughout the County.

The TDP is focused in two areas:

- **TriMet Service Area** - provides detailed analysis and transit level-of-service information to inform future STIF plans and TriMet service implementation. Clackamas County has lower levels of service in its urban areas compared to Multnomah and Washington County. TriMet will ultimately decide on and implement service changes, with input from the TDP.

(Transit planning for areas of the county with other existing service providers [e.g., Wilsonville, Canby, Molalla, Sandy] is addressed in those providers' TDPs).

- **Unincorporated Areas** - the TDP recommends how transit service providers can cover these areas in the future and how existing transit services across the county can be better connected.

VISION

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.

GOALS

These goals helped to shape the evaluation criteria and outcomes of the TDP and will continue to guide the County's decisions throughout implementation.

- **Enhance Connectivity**
- **Prioritize Equity, Health & Safety**
- **Promote Sustainability**
- **Improve Customer Experience and Mobility**

PRIORITIZING EQUITY

Equity objectives aimed to improve access to transit-dependent residents, including historically marginalized and underrepresented communities: communities of color, low-income households, people with disabilities, youth, and people over the age of 65. In addition, the TDP project team worked with several community organizations to better understand the needs of transit-dependent populations across Clackamas County.

More information can be found in the Vision, Goals, and Objectives section of the TDP.

Project Process

The Clackamas County TDP came together in four broad steps:



Throughout the TDP process, public involvement played a major role in shaping the plan. As the COVID-19 pandemic swept across the country in March 2020, all public involvement activities were shifted into a virtual environment.



Online Surveys: The project had two surveys – first to understand how respondents use transit and where they would like transit to go, and second to seek feedback on future service alternatives and routing for new bus lines – with several hundred respondents for each survey.



Advisory Committees: A Technical Advisory Committee (TAC), made of up city and transit agency staff from jurisdictions across the county, and Public Advisory Committee (PAC), made up of community members representing various transit user constituencies, provided feedback at every step of the plan and helped shape final recommendations.



Small Group Listen Sessions: An open forum for people to discuss their relationship with transit and potential changes to a countywide transit network.



Targeted Outreach: A way to reach particular groups of interest, such as community planning organizations across the county, Hispanic community organizations, and specific city councils or parks and recreation districts as requested.

Existing Transit Network

There are seven transit providers in Clackamas County. Their routes and transit districts are shown in Figure 1. These providers are:

- Canby Area Transit (CAT)
- Clackamas Community College Xpress Shuttle
- Clackamas County – Mt. Hood Express
- Sandy Area Metro (SAM)
- South Clackamas Transportation District (SCTD)
- South Metro Area Regional Transit (SMART)
- TriMet

More information can be found in the Baseline Conditions section of the TDP.

Other Transportation Services:

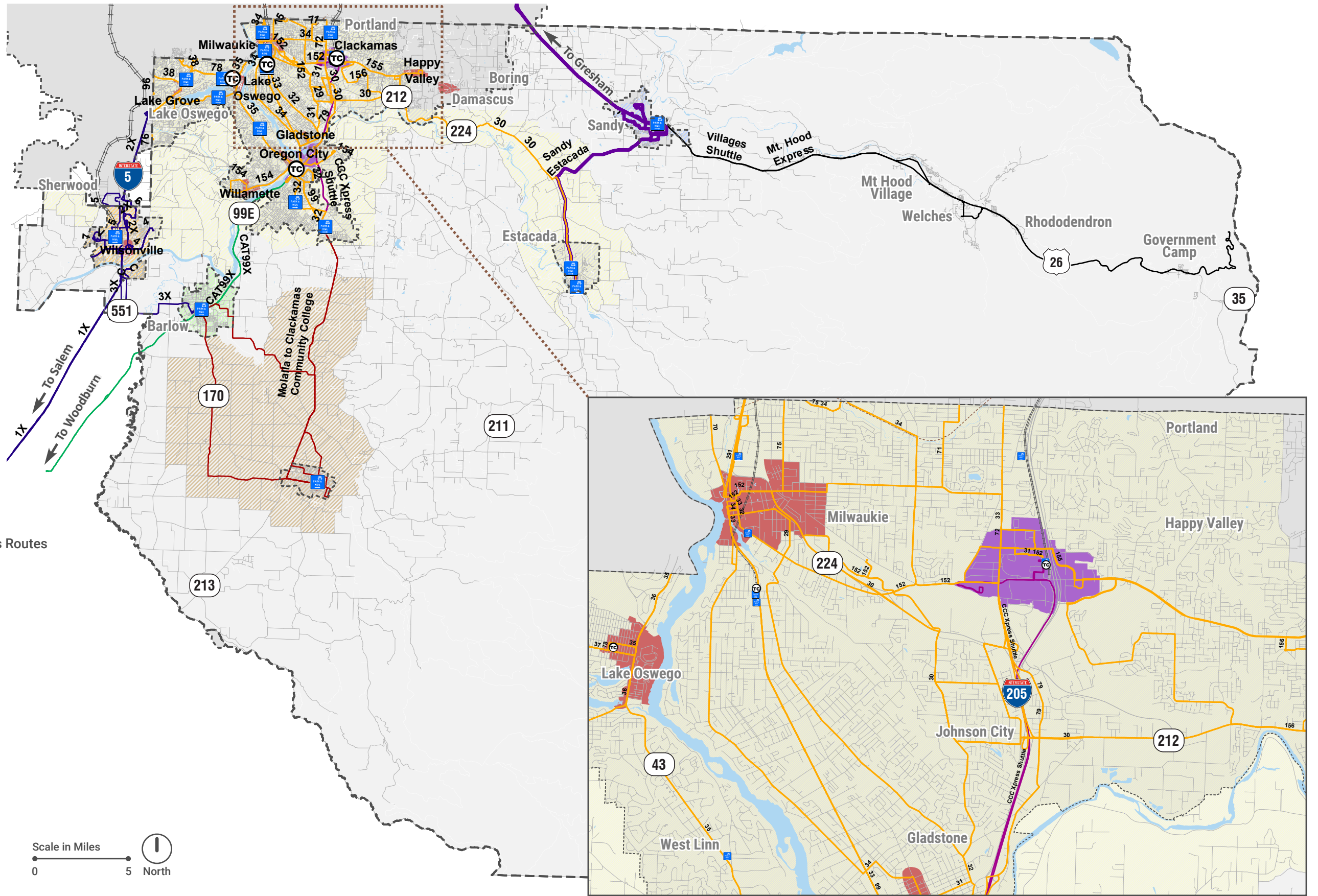
In addition to the transit services addressed in this TDP, there are other transportation services available to people within the county. These services are typically available to the elderly and disabled. They include:

- Senior Center and first/last-mile shuttles, often provided or supported by Ride Connection
- Transportation Reaching People



- TriMet Transit Centers
- Park and ride lots
- TriMet Bus Routes
- South Clackamas Transit District (SCTD) Routes
- Canby Area Transit (CAT) Routes
- Sandy Area Metro (SAM) Routes
- South Metro Area Regional Transit (SMART) Routes
- Clackamas County—Mt Hood Express Routes
- CCC Xpress Shuttle Route
- Existing TriMet Rail
- Regional Center
- Town Center
- Canby Area Transit
- Sandy Area Metro
- South Clackamas Transportation District (SCTD)
- South Metro Area Regional Transit (SMART)
- Tri-County Metropolitan Transportation District of Oregon (TriMet)
- Urban Growth Boundaries
- County Boundary

Scale in Miles
0 5 North



CLACKAMAS COUNTY TRANSIT OVERVIEW

FIGURE 1

Future Service Network and Prioritization

The future service opportunities were categorized into short-term, medium-term, and long-term recommendations based on the existing and future needs analysis, and public and stakeholder outreach.

The short-term, medium-term, and long-term recommendations are listed in Tables 1, 2, and 3 and shown on the full county transit network in Figures 2, 3, and 4.



Short-Term Recommendations

All short-term recommendations have long been documented needs for the county.

Two Clackamas County shuttle routes are set to be implemented in early 2021. These two shuttle routes are shown in the figures but are not shown in Table 2.



Medium-Term Recommendations

The medium-term recommendations balance future transit demand and the growth of the countywide transit network in both urban and rural settings.



Long-Term Recommendations

The long-term recommendations continue to expand service in corridors and areas highlighted in the short-term and medium-term recommendations. In addition, the long-term recommendations include establishing new service.

Last Mile Connections and Mobility Hubs:

In places where transit is not available, addressing the first- and last-mile connections to public transportation facilities and services is critical. Examples of the types of actions needed to provide last-mile connections include improving accessible facilities, providing sidewalks, trails, bicycle parking, bikeways, carshare, Uber/Lyft and taxis, rideshare, and bikeshare services. In some places, smaller buses, such as shuttles, are appropriate. To connect all of these ways to get around, the Transit Development Plan addresses the need for Mobility Hubs. It also indicates places where a smaller vehicle may be an appropriate way of providing the service. Mobility hubs can include transit centers, should be prioritized for bicycle and pedestrian improvements, and may have other amenities.

Table 1. Short-Term Recommendations

ID	CORRIDOR OR AREA	EXISTING RUNS PER DAY	ADDITIONAL TRANSIT RUN DEMAND	RECOMMENDATION	DISTRICT / PROVIDER	VEHICLE SIZE	STATUS
ST-1	Highway 43: Oregon City to Portland	47	48	Implement 15-minute service on Line 35, new service on Rosemont Road	TriMet	Larger	In Provider Plan
ST-2	I-205: Oregon City to I-5 Interchange	0	47	Implement hourly local service via Ride Connection's Borland Road service and hourly express service on I-205 (Option D1) (about 28 runs per day total)	Borland Road: Ride Connection Wilsonville – CTC: SMART (potential) Tualatin – CTC: TriMet (potential)	Smaller and/or Larger	In Provider Plan
ST-3	East Tualatin	0	8	Hourly service provided by Ride Connection route	Borland Road: Ride Connection	Smaller	In Planning Phase
ST-4	Jennings Lodge-Oak Grove-Oatfield	0	16	New hourly Happy Valley–Oregon City Service (about 8 runs per day); Triggers Mobility Hub in Clackamas Industrial Area and in Happy Valley	TriMet	Larger	In Provider Plan
ST-5	Milwaukie Industrial Area	33	31	Implement hourly shuttle service; expand Line 152 service hours (about 12 runs per day)	Likely a Pass-Through Funded Shuttle	Smaller	Feasibility Study Underway

New service or enhanced service?

The recommendations include establishing new services as well as expanding existing services. Each recommendation identified the amount of new service recommended, existing or potential new provider operating the service, what vehicle size is most appropriate, and what previous planning or efforts have been conducted.

What types of service are planned?

Smaller buses are best-suited for demand-response or deviated fixed-route services, where vehicles may need to navigate more local streets and carry fewer passengers. Larger vehicles are best-suited for more fixed-route services, where the bus would stay on larger streets and carry more passengers.

More information on these recommendations can be found in the Needs Summary and Future Service Network and Prioritization sections of the TDP.

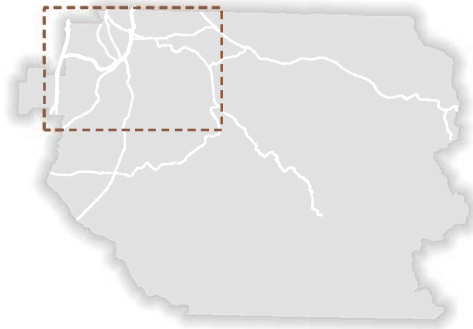
Table 2. Medium-Term Recommendations

ID	CORRIDOR OR AREA	EXISTING RUNS PER DAY	ADDITIONAL TRANSIT RUN DEMAND	RECOMMENDATION	DISTRICT / PROVIDER	VEHICLE SIZE	STATUS
MT-1	I-205: Oregon City to I-5 Interchange	14	33	Evaluate service; consider increased service span and frequency to add runs to service	TriMet Pass-Through Funded	See short-term for details	Adding trips from short-term
MT-2	Milwaukie Industrial Area	45	19				
MT-3	I-205: Oregon City to Clackamas Town Center	69	18	Implement 20-minute headways on Line 79 (about 50 runs per day)	TriMet	Larger	In Provider Plan
MT-4	West Lake Oswego/ Kruse Way	12	20	Expand service hours beyond peak periods and improve headways to 30 minutes during AM peak hour (about 10 runs per day)	TriMet	Larger	In Provider Plan
MT-5	Wilsonville (West Wilsonville)	16	19	Expand service hours beyond peak periods per SMART's Transit Master Plan (about 10 runs per day)	SMART	Smaller and/or Larger	In Provider Plan
MT-6	Happy Valley	16	19	Establish hourly service (about 10 runs per day)	TriMet	Larger	Established Need
MT-7	Canby (North and South)	16	19	Implement local service as established in CAT's Master Plan (about 10 runs per day)	CAT	Smaller	In Provider Plan
MT-8	Jennings Lodge-Oak Grove-Oatfield	8	8	Establish hourly service from Oak Grove (about 8 runs per day)	TriMet	Dependent on Topography	Established Need
MT-9	Damascus	0	19	Establish hourly service (about 10 runs per day)	TBD	Smaller	Established Need
	Boring	0	8	Hourly service provided by Damascus deviated fixed-route	TBD	Smaller	Established Need
MT-10	Highway 99E: Oregon City to Canby	26	14	Establish 30-minute headways during the entire day (about 8 runs per day)	CAT	Larger	In Provider Plan
MT-11	Highway 212: I-205 to US 26 ¹	0	14	Establish hourly service (about 8 runs per day); triggers Mobility Hub in Boring	SAM	Larger	In Provider Plan
MT-12	Estacada-Redland-Oregon City	0	11	Establish hourly service focused on the CCC schedule (about 11 runs per day)	TBD	Smaller	Established Need

Table 3. Long-Term Recommendations

ID	CORRIDOR OR AREA	EXISTING RUNS PER DAY	ADDITIONAL TRANSIT RUN DEMAND	RECOMMENDATION	DISTRICT / PROVIDER	VEHICLE SIZE	STATUS
LT-1	I-205: Oregon City to I-5 Interchange	31	16				
LT-2	Milwaukie Industrial Area	55	9				
LT-3	I-205: Oregon City to Clackamas Town Center	84	3				
LT-4	West Lake Oswego/ Kruse Way	22	10				
LT-5	Wilsonville (West Wilsonville)	26	9	Evaluate service; consider increased service span and frequency to add about 10 runs per day.	See short-term and mid-term for details	See short-term and mid-term for details	Adding trips from short-term and mid-term
LT-6	Happy Valley	26	9				
LT-7	Canby (North and South)	26	9				
LT-8	Damascus	10	9				
LT-9	Highway 99E: Oregon City to Canby	34	6				
LT-10	Highway 212: I-205 to US 26	8	6				
LT-11	Highway 99E: Oregon City to Portland	84	11				
LT-12	Highway 211: Molalla to Woodburn ¹	0	10	Establish hourly service	SCTD	Smaller	In Provider Plan
LT-13	C2C Corridor ¹	0	10	Establish hourly service	TriMet	Larger	Future Need
LT-14	Highway 213: South of Molalla ¹	0	8	Establish hourly service	SCTD	Smaller	In Provider Plan
LT-15	US 26: West of Sandy	33	3	Add 3 runs per day, maintain 30-minute headways with extended service hours	SAM	Larger	In Provider Plan
	Estacada and Eagle Creek	Covered by SAM's Sandy & Estacada service; consider mobility hub in Eagle Creek			SAM	Larger	In Provider Plan
N/A	I-205: North of Clackamas Town Center						
	Highway 224: Highway 212 to Estacada						
	Highway 213: Oregon City to Molalla						
	Highway 99E: South of Canby	Monitor potential Increases to transit demand		N/A	N/A	N/A	
	US 26: East of Sandy						
	Boring						

¹ Partially within identified service district/provider



Short-Term Recommendations: Routes

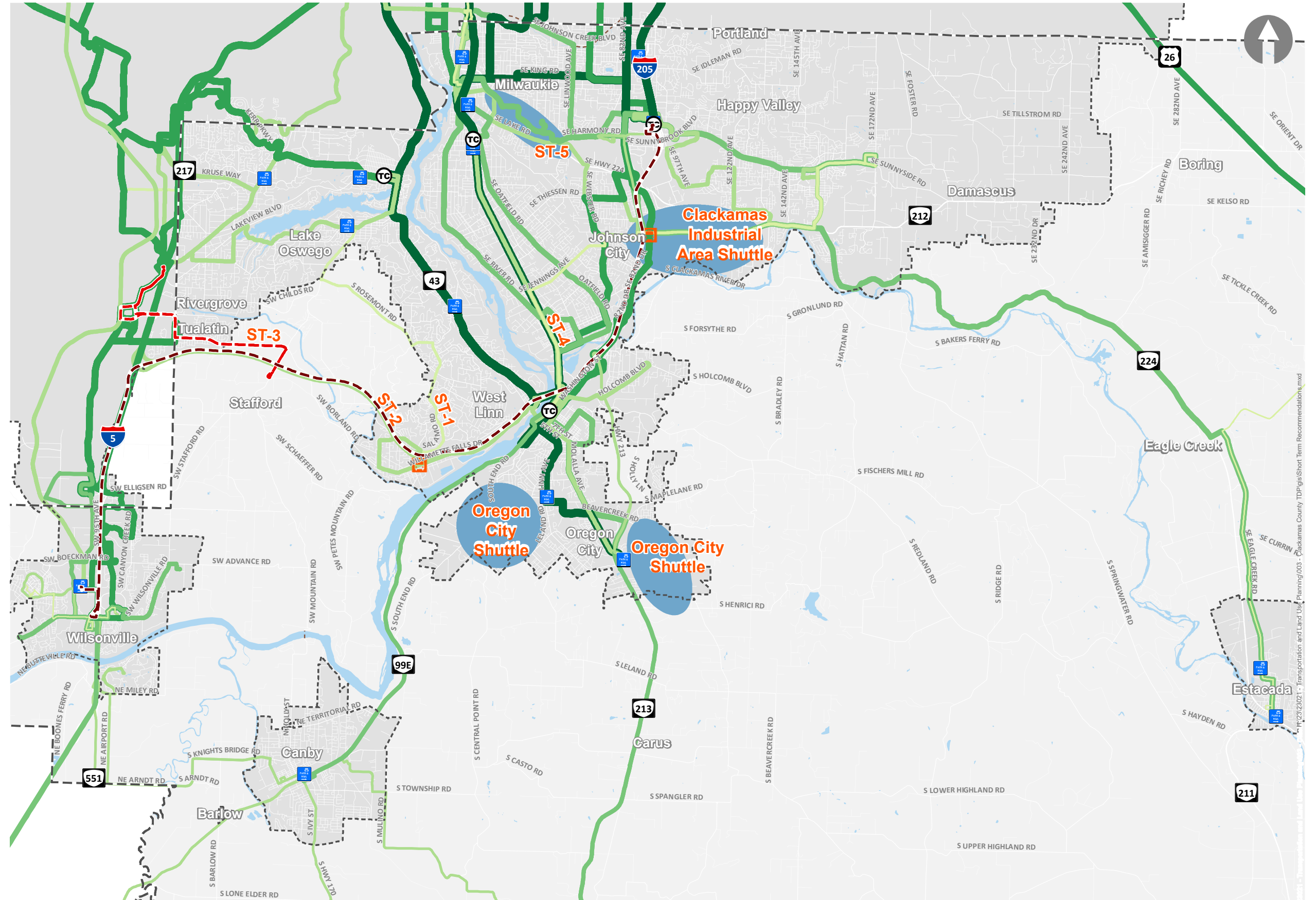
- 8 or Fewer Runs per Day
- 9 - 16 Runs per Day
- 17 - 32 Runs per Day
- 33 - 64 Runs per Day
- 65 or More Runs per Day

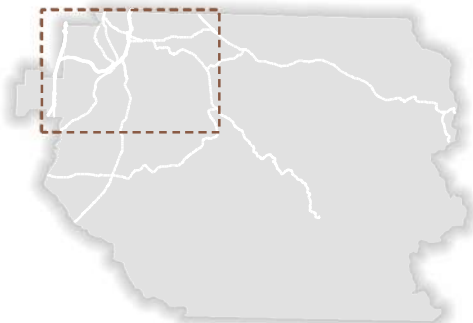
Short-Term Recommendations: Areas

- + 9 - 16 Runs per Day

Planned Services

- - - Wilsonville to Clackamas Town Center
- - - Tualatin Shuttle (New)
- Mobility Hub
- Transit Centers
- Park and ride lots
- Urban Growth Boundaries
- County Boundary





**Medium-Term Recommendations:
Routes**

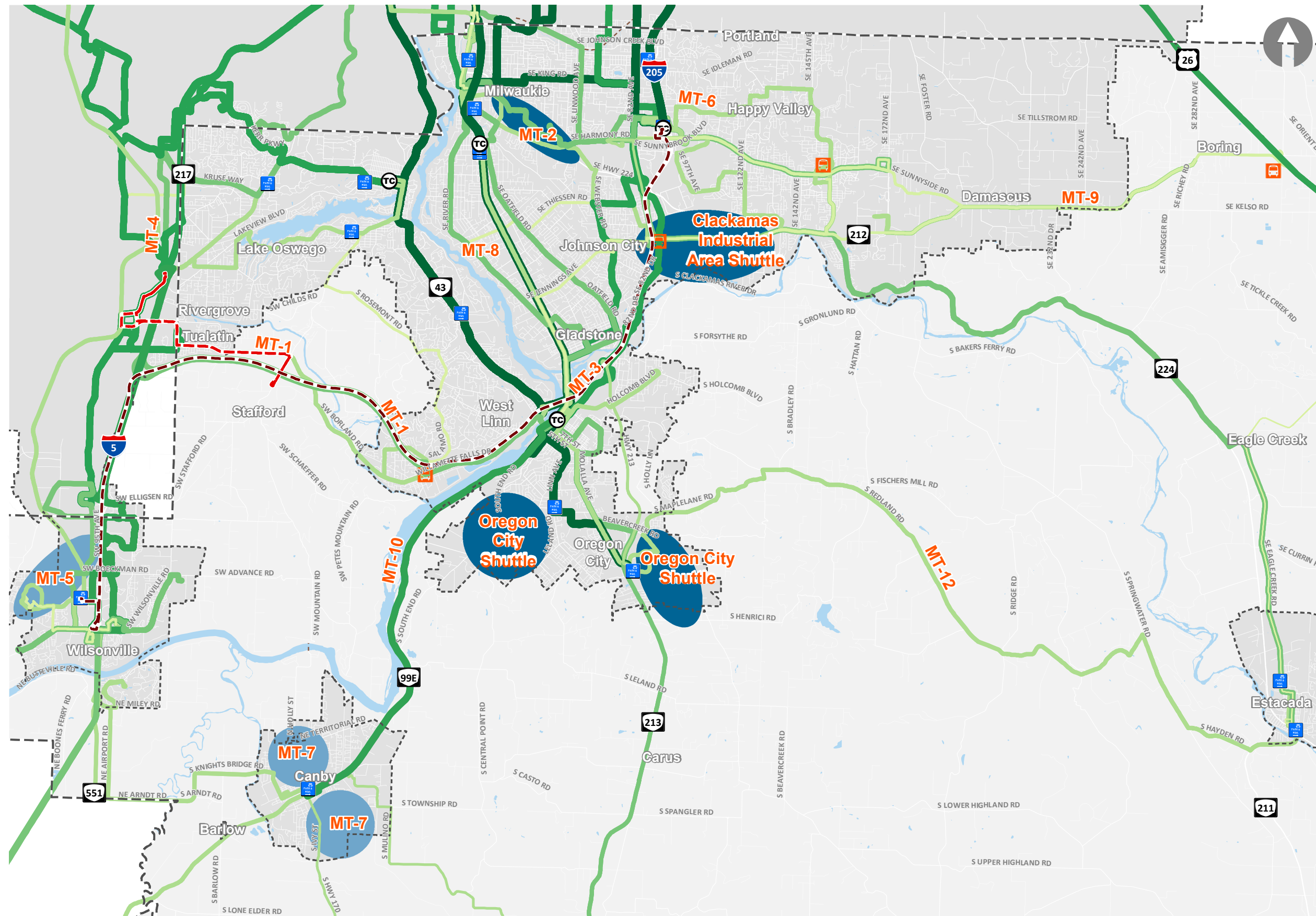
- 8 or Fewer Runs per Day
- 9 - 16 Runs per Day
- 17 - 32 Runs per Day
- 33 - 64 Runs per Day
- 65 or More Runs per Day

**Medium-Term Recommendations:
Areas**

- 9 - 16 Runs per Day
- 17 - 32 Runs per Day

Planned Services

- - - Wilsonville to Clackamas Town Center
- - - Tualatin Shuttle (New)
- Mobility Hub
- Transit Centers
- Park and ride lots
- Urban Growth Boundaries
- County Boundary



CLACKAMAS COUNTY TRANSIT OVERVIEW

FIGURE 3

11/23/2021 - Transportation and Land Use Planning 003 - Clackamas County TDP/Medium Term Recommendations.mxd

Funding Options

There are several federal, state, and local funding sources that can be tapped for funding transit service improvements in Clackamas County.

Major funding sources for transit operations and improvements include a range of Federal Transit Authority (FTA) formula grants, such as the urbanized area, rural provider, and elderly and disabled grant programs, as well as discretionary grants for capital improvements, planning, fueling alternatives, and more.

In addition to new STIF dollars, Oregon's Special Transportation Fund (STF) also remains a key source of funding at the state level.

Lastly, several transit providers in Clackamas County receive revenues from payroll taxes within their service districts, separate from STIF funds. Other local revenues can include fare revenues, advertising, and contracted service programs.

Additional Recommendations

Beyond new transit routes, the Clackamas County TDP also includes recommendations to improve transit accessibility and comfort.



Transit Center and Stop Improvements

Safe and comfortable passenger facilities can improve the riding experience and increase ridership. To achieve this, the TDP includes recommended design considerations for the following elements:

- Transit Centers and Major Transit Stops
- Bus Stops
- Shelters
- Benches

Bicycle and Pedestrian Facilities

Improve access to transit centers and stops through the following:

- Improve transit corridors that lack bicycle and pedestrian facilities
- Work with city or agency partners to provide low-stress bicycle facilities to key transit stops and secure bicycle storage at key transit centers
- Work with city or agency partners to improve pedestrian access to transit

Information and Technology

Improve ease of riding with the following types of improvements:

- Online/Mobile Trip Planning Tool
- Real-Time Vehicle Arrival Information
- Additional Electronic Fare Payment Options

What is a Mobility Hub?

A mobility hub is a place that connects different travel options – typically walking, biking, transit, and shared mobility – in a single place to support first-mile, last-mile connectivity and to create activity centers for a community.

More information can be found in the Infrastructure Plan section of the TDP.

Other Planning Efforts

In addition to the TDP, Clackamas County and other transit providers in the region are working on additional ongoing transit projects:

- **Vision Around the Mountain:** ODOT's Vision Around the Mountain is a strategic planning project to improve public access to Mt. Hood region by establishing a shared, long-term, regional transit vision. The project will guide transit network coordination and connection across multiple jurisdictions.
- **Shuttle Program:** The Clackamas County Shuttles provide enhanced options and access in areas currently unserved or underserved by transit. The shuttles include first/last-mile services in Oregon City, Clackamas Industrial Area, and Milwaukie Industrial Area, as well as a service connecting Tualatin, West Linn, and Oregon City. The first shuttles will begin operation in 2021.
- **Enhanced Transit Corridors, Express and Limited-Stop Market Analysis:** Regional transit planning efforts have included Metro's identification of Enhanced Transit Corridors (ETCs) and TriMet's Express and Limited-Stop Market Analysis, with outcomes resulting in faster transit trips in the region through corridor improvements or express services. Future studies are likely to identify other candidate corridors, and Clackamas County should track these for consistency with this TDP.
- **Mt Hood Express:** Clackamas County, in partnership with the Oregon Department of Transportation, Mt Hood National Forest, Hood River County, FHWA-Western Federal Lands Highway Division, completed the Mt Hood Multimodal Plan that looked at ways to improve safety and enhance travel options along the Mt Hood Highway corridor. A critical part of the Multimodal plan is the Mt Hood Express Commuter Service and Villages Shuttle service that provides public transportation between the City of Sandy, Government Camp, and Timberline, along with other locations along the Highway 26 corridor. These services increase access to employment, recreation, shopping, and medical services for both residents and visitors. The updated Multimodal Plan along with the Vision Around the Mountain plan will continue to guide the operation of the Mt Hood Express and Village Shuttle services.

Next Steps

Next steps for plan implementation include:

- Consider the TDP recommendations in other planning efforts, including:
 - Statewide Transportation Improvement Fund (STIF) planning
 - Transit planning efforts of the transit providers operating in Clackamas County
 - County's Bicycle and Pedestrian Plans
- Incorporate the elements relevant to Clackamas County from the "Vision Around the Mountain" into the TDP.
- Monitor need for the TDP's short-term recommendations
- Conduct a fare coordination study to better integrate services between providers and allow for seamless connections between providers
- Coordinate with transit agencies and local jurisdictions on the infrastructure needs
- Track transit system performance and the success of the recommendations over time
- Monitor the need for updating the plan projects and priorities (approximately every five years)

More information can be found in the Funding and Implementation Options and Monitoring Program sections of the TDP.

