

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: March 30, 2021 Approx. **Start Time:** 2:30 pm Approx. **Length:** 1 Hour

Presentation Title: Transit Development Plan – Overview and Direction for Adoption

Department: Transportation & Development (DTD)

Presenters: Mike Bezner, Assistant Director of Transportation, DTD; Karen Buehrig, Long Range Planning Manager; Teresa Christopherson, Administrative Services Manager;

Other Invitees: Dan Johnson, Director; Susie Wright, Project Manager Kittleson and Associates; Brett Setterfield, Planner II; Ellen Rogalin, Community Relations Specialist, PGA; Kristina Babcock, Transit Coordinator

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Staff will present an overview of the Transit Development Plan (TDP) and request input from the Board on the next steps for finalizing approval of the TDP.

EXECUTIVE SUMMARY

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

Long Range planning staff was awarded funding from the Transportation and Growth Management (TGM) program in 2018 to complete a Transit Development Plan (TDP). Due to delays in the consultant contracting process, the project did not get underway until early 2020. For the past year, staff has been working in partnership with a consulting team led by Kittelson and Associates to create the county's first Transit Development Plan. At the March 30th, 2021 BCC Policy Session, staff will provide an overview of the Transit Development Plan and share with the BCC how it is anticipated to be used. Since it does not need to be adopted into the Comprehensive Plan and will not be making any changes to the Zoning Development Ordinance it is anticipated that the Transit Development Plan will be adopted by the BCC through a resolution at a Business Meeting.

Overview

Clackamas County has a unique and growing role as a coordinator of transit services between the six public transit providers that serve the County, in addition to the county's role as a facilitator to implement small scale transit and transportation services. Prior to the passage of HB 2017, Clackamas County 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 available for transit service both within and outside of existing districts and service areas, 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)** provides guidance on transit connections between existing providers outside the TriMet service area, as well as input into transit service within the TriMet service area. The TDP includes transit project priorities to connect

communities within Clackamas County, both urban and rural, and provides guidance on infrastructure investments needed to support transit use throughout the county. It will be used to guide future transit investments and communicate a coordinated vision for transit service and access to transit within Clackamas County.

The TDP is focused in two areas:

1. Within the Clackamas County portion of the TriMet service area, the TDP provides 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' transit master plans).
2. In unincorporated areas located between existing service providers and with no current transit service provider, 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.

During the process of developing the TDP, a vision, set of goals, and objectives were developed. An overview of the baseline conditions was completed and then the various needs for connections were identified. Using input from online surveys and other outreach, the needed future service network was developed and then prioritized. The TDP also includes information about infrastructure that is needed to support the transit service as well as recommendations for supportive land use strategies and development. There is a high-level assessment of funding and implementation options, and a program that can be used to monitor the success of the plan.

Attachment A is the Transit Development Plan Executive Summary.

Attachment B includes letters of support for the Transit Development Plan.

Attachment C is the complete Transit Development Plan.

The TDP includes Short-term, Medium-term and Long-term recommendations for the future transit service network. The recommendations indicate where new service should be implemented and when additional service should be added. It also includes information on potential providers for the service and vehicle size that should be considered.

Adoption of the Transit Development Plan will allow the County and other transit partners in the County to consider these projects for future State Transportation Improvement Fund (STIF) plans. It is through the STIF plans that the county connects the STIF funds that are collected within the county to specific transit projects.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? Yes

What is the cost? \$23,891

What is the funding source? STIF Funds

The ODOT TGM program directly contracted with the consultant for the TGM program award of \$175,200. County staff time to assist in project completion has been through an in-kind match of \$23,891 which was funded by STIF funds.

STRATEGIC PLAN ALIGNMENT:

- **How does this item align with your Department’s Strategic Business Plan goals?**

The project aligns with the Long-Range Planning program’s purpose of providing land use and transportation plan development, analysis, coordination and public engagement services to residents; businesses; local, regional and state partners; and County decision-makers so they can plan and invest based on a coordinated set of goals and policies that guide future development.

- **How does this item align with the County’s Performance Clackamas goals?**

There is not a specific County Performance Goal regarding transit. The Transit Development Plan does, however align with the Policy Perspective of “Healthy and Active Lifestyle, guiding housing, transportation, and land use policies and decisions.”

LEGAL/POLICY REQUIREMENTS:

The Transit Development Plan will need to be adopted so that the projects identified within the plan can be funded in the future by State Transportation Improvement Funds.

PUBLIC/GOVERNMENTAL PARTICIPATION

A public/community outreach was implemented throughout the project. The Public Involvement Process is summarized within the Introduction section of the Transit Development Plan. The partner transit providers participated throughout the project. Letters of support for the Transit Development Plan are included as Attachment B.

OPTIONS

- (1) Direct Staff to schedule a presentation and Public Hearing at a Business Meeting for adoption of the Transit Development Plan
- (2) Direct Staff to place a resolution adopting the Transit Development Plan on the consent agenda of a future Business Meeting.
- (3) Direct Staff to return to the Board for a longer Session to discuss in the Transit Development Plan in more detail.

RECOMMENDATION

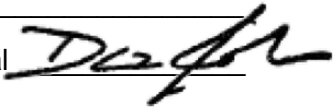
Staff respectfully recommends the Board to direct staff to schedule a presentation and Public Hearing at a Business Meeting for adoption of the Transit Development Plan.

ATTACHMENTS

- A. Transit Development Plan –Executive Summary (March 2021)
<https://dochub.clackamas.us/documents/drupal/5c42822f-7f08-402f-9e00-800604fc217f>
- B. Letters of Support –
 - a. Sandy Area Metro;
 - b. South County Transportation District;
 - c. South Metro Area Regional Transit

- d. City of Estacada
- C. Clackamas County Transit Development Plan – February 2021
<https://dochub.clackamas.us/documents/drupal/2c21e9e7-77d3-457b-9107-e46a8b3e1eea>

SUBMITTED BY:

Division Director/Head Approval _____
Department Director/Head Approval 
County Administrator Approval _____

For information on this issue or copies of attachments, please contact Karen Buehrig @ 971-291-8127

Sandy Transit
16610 Champion Way
Sandy, OR 97055



Dear Clackamas County Board of Commissioners-

Upon receiving the Draft Transit Development Plan, Sandy Transit is writing this letter of support for your adoption.

As a Clackamas County small transit provider, we recognize the important work that began over 2 years ago for the development of a County Transit Development Plan. Since that time, staff has secured funding, selected a consultant, and worked with its partners and the public to develop the first Transit Development Plan for Clackamas County.

In an effort to improve and enhance connections between various transit agencies as identified by House Bill 2017, many transit agencies updated their Transit Master Plans. Sandy adopted a new Transit Master Plan in April 2020 and has been part of the technical advisory committee for the Clackamas County Transit Development Plan since the beginning. This Plan brings all of the individual Transit Plans together to make sure that the significant transit connections in Clackamas County are identified and addressed.

Thank you for the opportunity to be involved in this important project. The city of Sandy looks forward to continuing efforts with the County for implementation of this Plan to improve transit and accessibility throughout the County.

Sincerely,

A handwritten signature in black ink that reads "Andi Howell". The signature is written in a cursive, flowing style.

Andi Howell, Transit Director



March 9, 2021

Dear Clackamas County Board of Commissioners;

I am writing today to voice support for your adoption of the Clackamas County Transit Development Plan.

More than two years ago transit providers voiced support for the development of a comprehensive Transit Development Plan for Clackamas County. Since that time, County staff have worked to secure funding, select a consultant, and work with its partners and the public to develop the first Transit Development Plan for Clackamas County.

With the passage of House Bill 2017, Keep Oregon Moving, state legislators identified a critical need to enhance connections between transit service providers. While each transit provider within Clackamas County has their own individual transit master plans, the Clackamas County Transit Development Plan brings these all together, making sure that the significant transit connection needs between communities are identified and addressed.

Throughout the process, project staff worked in partnership through the Technical Advisory Committee to provide input to the plan development process and to review and comment on the findings. The Transit Development Plan that has emerged from this thorough study provides a framework for transit discussions both inside the TriMet district and throughout the County's rural areas by focusing on connections between areas currently served by transit. The findings and recommendations in this plan strengthen our knowledge and ability to increase access to transit service for all residents of the County.

Thank you for the opportunity to be involved in this important project. I am confident this effort will help improve transportation options and accessibility, especially in rural areas throughout Clackamas County.

Sincerely,

A handwritten signature in black ink, appearing to read "Tom Strader", is written over a light blue horizontal line.

Tom Strader
District Manager, South Clackamas Transportation District



Dear Clackamas County Board of Commissioners-

I am writing today to voice my support for adoption of the Clackamas County Transit Development Plan.

Two and a half years ago, I voiced my support for the development of a Transit Development Plan for Clackamas County. Since that time, staff has secured funding, selected a consultant, and worked with its partners and the public to develop the first Transit Development Plan for Clackamas County.

With the passage of House Bill 2017, Keep Oregon Moving, state legislators identified a critical need to enhance connections between the various transit service providers. While each transit provider within the County has their own individual transit master plans, the Clackamas County Transit Development Plan brings these all together, making sure that the significant transit connection needs between communities are identified and addressed.

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Thank you for the opportunity to be involved in this important project. I look forward continuing our work together implementing this plan as funding becomes available. I am confident that this effort will improve transportation options and accessibility throughout Clackamas County.

Sincerely,

A handwritten signature in blue ink that reads "Dwight Brashear". The signature is fluid and cursive, with a long horizontal stroke at the end.

Dwight Brashear
Transit Director – South Metro Area Regional Transit



Dear Clackamas County Board of Commissioners,

I am writing today to voice our support of your adoption of the Clackamas County Transit Development Plan.

With the passage of Housing Bill 2017, Keep Oregon Moving, state legislators identified a critical need to enhance connections between the various transit service providers. While each transit provider within the County has their own individual transit master plans, the Clackamas County Transit Development Plan brings these all together, making sure that the significant transit connection needs between communities are identified and addressed.

Throughout the process, we worked in partnership through the Technical Advisory Committee to provide input to the plan development process and to review and comment on the findings. The Transit Development Plan that has emerged from this thorough study provides a framework for transit discussions both inside the TriMet district and throughout the County's rural areas by focusing on connections between areas currently served by transit. The findings and recommendations in this plan strengthen our knowledge and ability to increase access to transit service for all residents of the County.

Thank you for the opportunity to be involved in this important project. We look forward continuing our work together implementing this plan as funding becomes available. We are confident that this effort will improve transportation options and accessibility throughout Clackamas County.

Sincerely,

A handwritten signature in blue ink that reads "Taylor Campi".

Taylor Campi
City Planner
City of Estacada
(503) 630-8270 ext. 211



Board of County Commissioners Policy Session– March 30, 2021

- HB 2017 (Keep Oregon Moving) created a new transportation revenue stream: **Statewide Transportation Improvement Fund (STIF)**

- A “dedicated source of funding for improving or expanding public transportation service in Oregon”
- Every two years, the County coordinates with all county transit agencies to identify specific projects to be funded by STIF
- Only projects *identified within an adopted plan* are eligible for STIF funding



What Will the TDP Do?



The TDP will guide transit investments within Clackamas County and guide future investments under STIF by:



Identify connections to area with no service



Provide a coordinated vision for transit service



Take actions to improve transit use

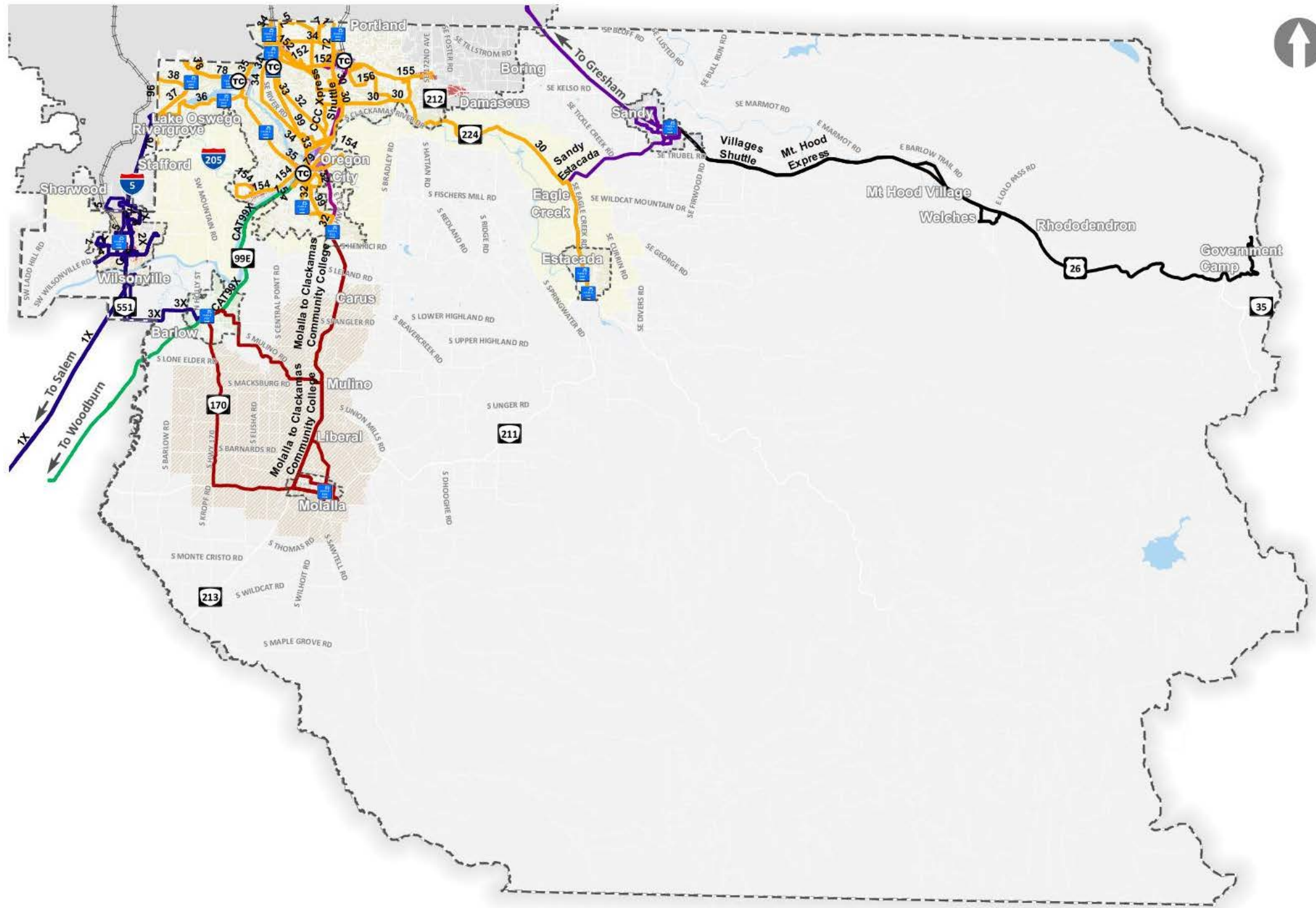
Within TriMet service area, the TDP will:

- Provide detailed analysis and level of service information
- Inform future STIF plans
- Inform TriMet service implementation

In unincorporated areas with no transit providers, the TDP will:

- Make recommendations for how transit service providers can cover these areas in the future
- Understand how existing transit services can be better connected

Transit Providers in Clackamas County



Project Outreach



Technical
Advisory
Committee

Project
Advisory
Committee

Project
Website

Online Surveys

Targeted
Online
Engagement

Small Group
Listening
Sessions

Clackamas
County Planning
Commission

C4 Meeting

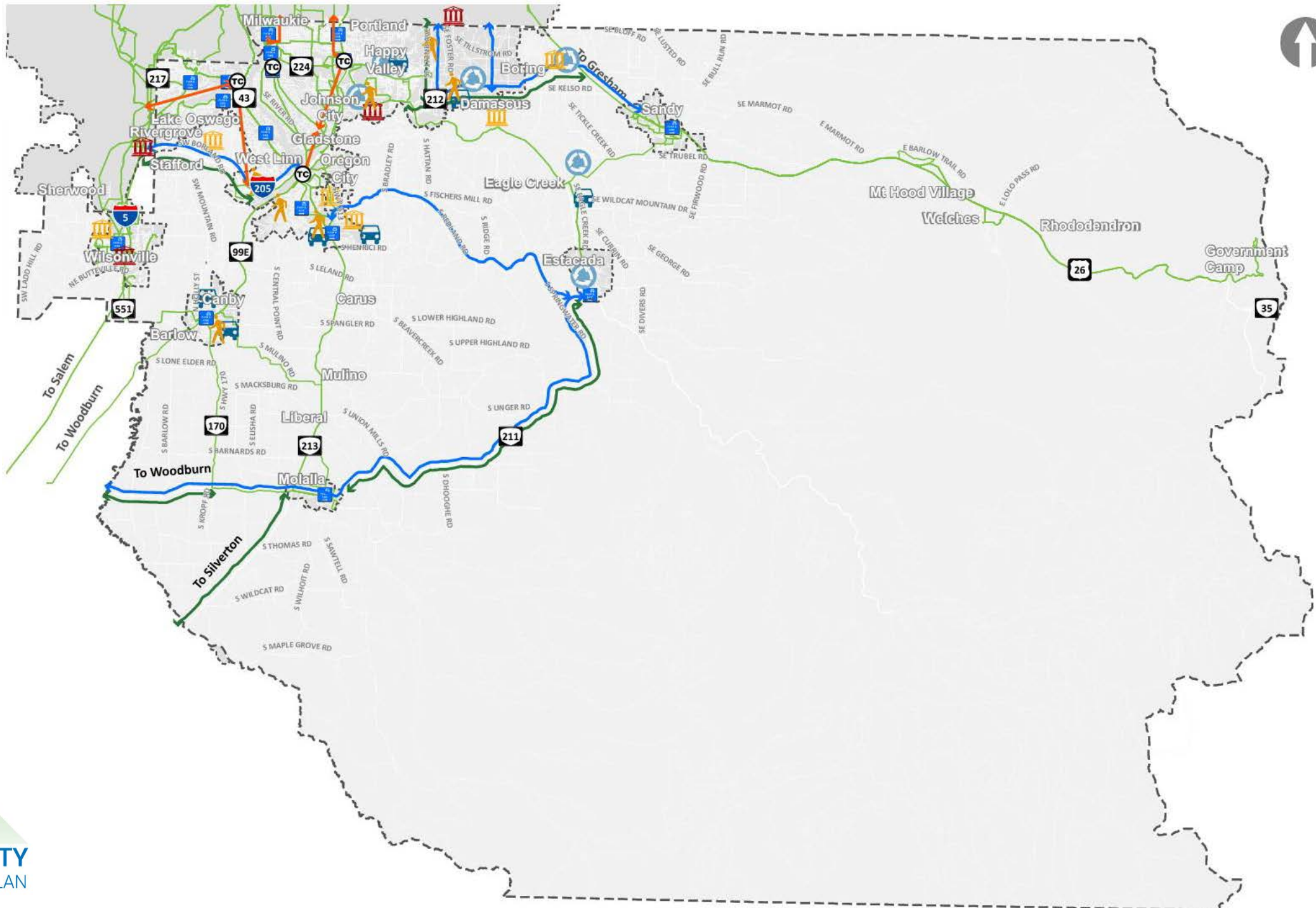
County Board
of
Commissioners

Project Process Overview



Once the vision and goals were established, the TDP underwent these four steps:

1. **Needs assessment** to identify corridors suitable for transit
 1. Evaluation criteria (access, equity, connectivity)
 2. Service improvements identified by transit providers
2. **Demand analysis** to determine which of these corridors may need more service in the future
3. **Review of multiple routing options** for each new transit corridor
4. **Section of recommended route** for each new transit corridor, with all transit improvements put onto a short-, medium-, and long-term time frame





New Connections

Hwy 212 to Damascus/Boring
Future C2C to Gresham
New Service on I-205
Between Hwy 211
communities
Cesar Chavez and 82nd Ave



New Local Service

Damascus
Boring
Estacada / Eagle Creek
Clackamas Industrial Area
Oak Grove/Jennings
Lodge/Clackamas



Additional Transit Service

Happy Valley
Oregon City
Canby

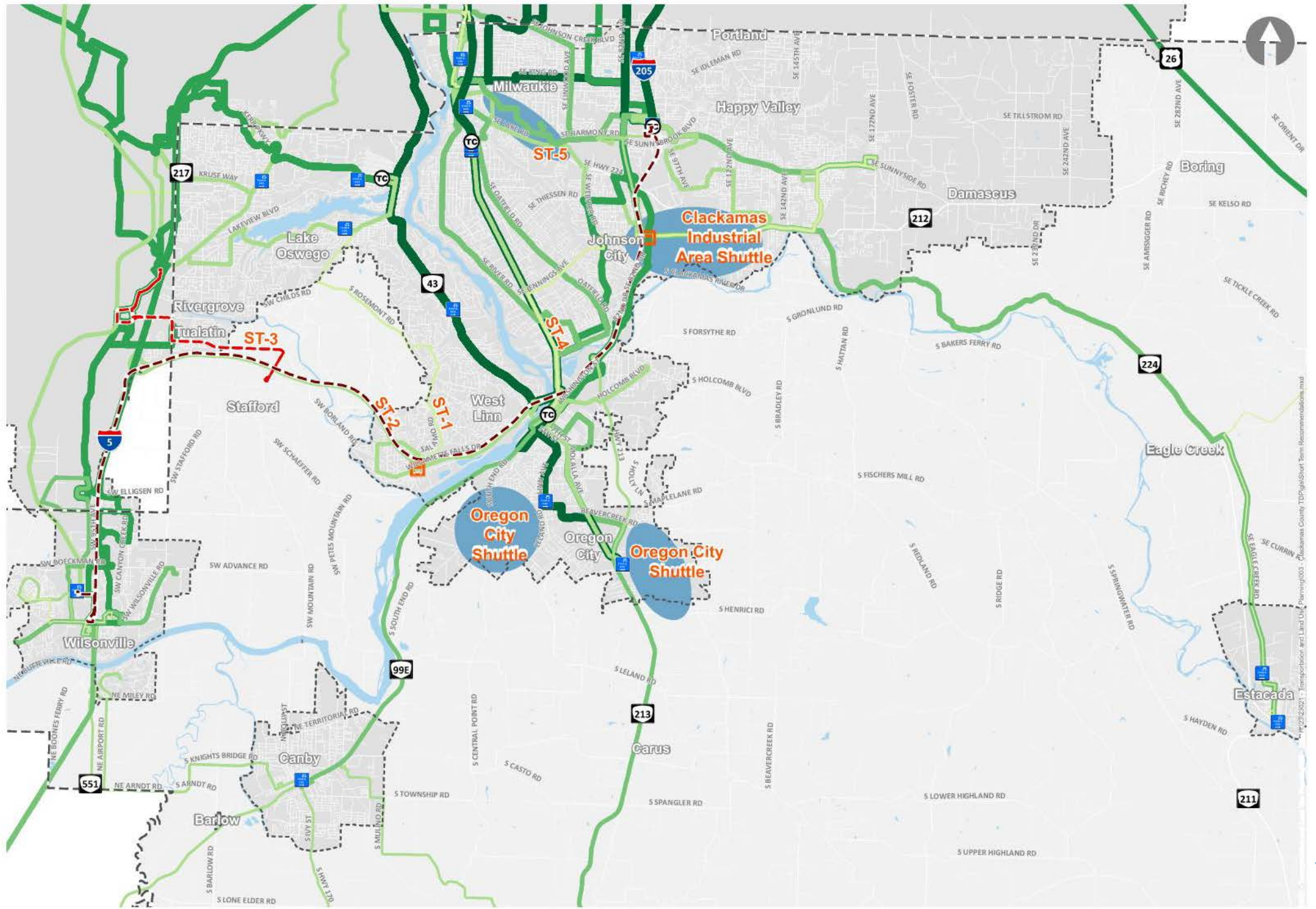


Commonly Identified Needs

Short-Term Recommendations



ID	Corridor or Area	Runs / Day	Additional Runs	Recommendation
ST-1	Hwy 43: Oregon City to Portland	47	48	Implement 15-minute service on Line 35, new service on Rosemont Rd
ST-2	I-205: Oregon City to I-5 Interchange	0	47	Implement hourly service on Borland Rd and hourly express service on I-105 (about 28 runs/day combined)
ST-3	East Tualatin	0	8	Hourly service provided by Borland Road route
ST-4	Jennings Lodge-Oak Grove-Oatfield	0	16	Jennings Lodge served by new Happy Valley-Oregon City service (about 8 runs/day)
ST-5	Milwaukie Industrial Area	33	31	Implement hourly shuttle service; expand Line 152 service hours (about 12 runs/day)



Clackamas County TDP Page 8 (Shut-Term Recommendations) .indd 13

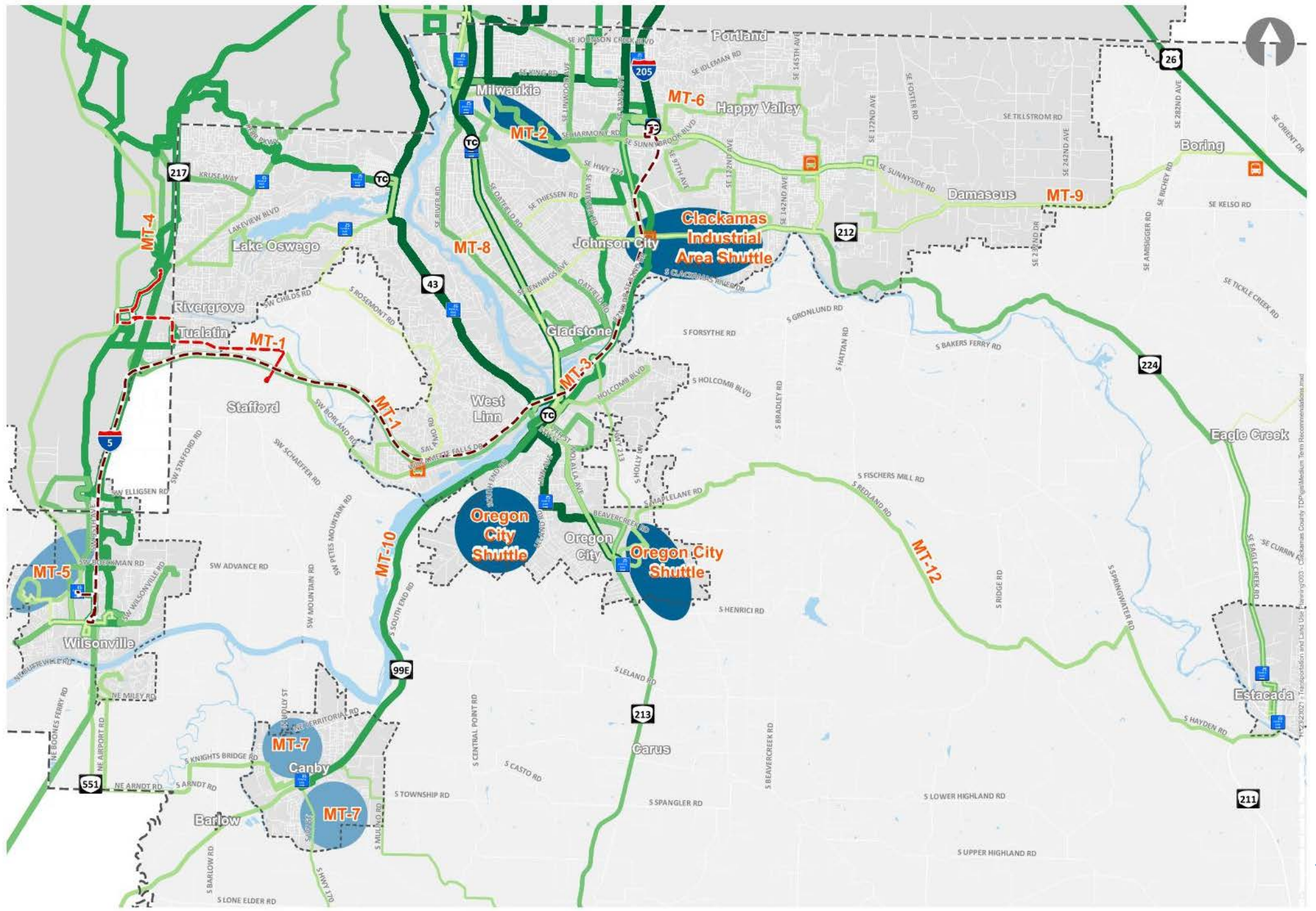
Medium-Term Recommendations



ID	Corridor or Area	Runs/Day Before Mid-Term	Additional Runs	Recommendation
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
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/day)
MT-4	West Lake Oswego/Kruse Way	12	20	Increase frequency to 30 minutes during AM peak hour (about 10 runs/day)
MT-5	Wilsonville (West Wilsonville)	16	19	Expand service hours beyond peak periods (about 10 runs/day)
MT-6	Happy Valley	16	19	Establish hourly service (about 10 runs/day)

Medium-Term Recommendations

ID	Corridor or Area	Runs/Day	Additional Runs	Recommendation
MT-7	Canby (north and south)	16	19	Implement local service as in CAT's Master Plan (about 10 runs/day)
MT-8	Jennings Lodge-Oak Grove-Oatfield	8	8	Establish hourly service from Oak Grove (about 8 runs/day)
MT-9	Damascus	0	19	Establish hourly service (about 10 runs/day)
	Boring	0	8	Hourly service provided by Damascus deviated fixed-route
MT-10	Hwy 99E: Oregon City to Canby	26	14	Establish 30-minute headways during the entire day (about 8 runs per day)
MT-11	Hwy 212: I-205 to US 26	0	14	Establish hourly service (8 runs/day)
MT-12	Estacada-Redland-Oregon City	0	11	Establish hourly service focused on Clackamas Community College schedule (about 11 runs/day)

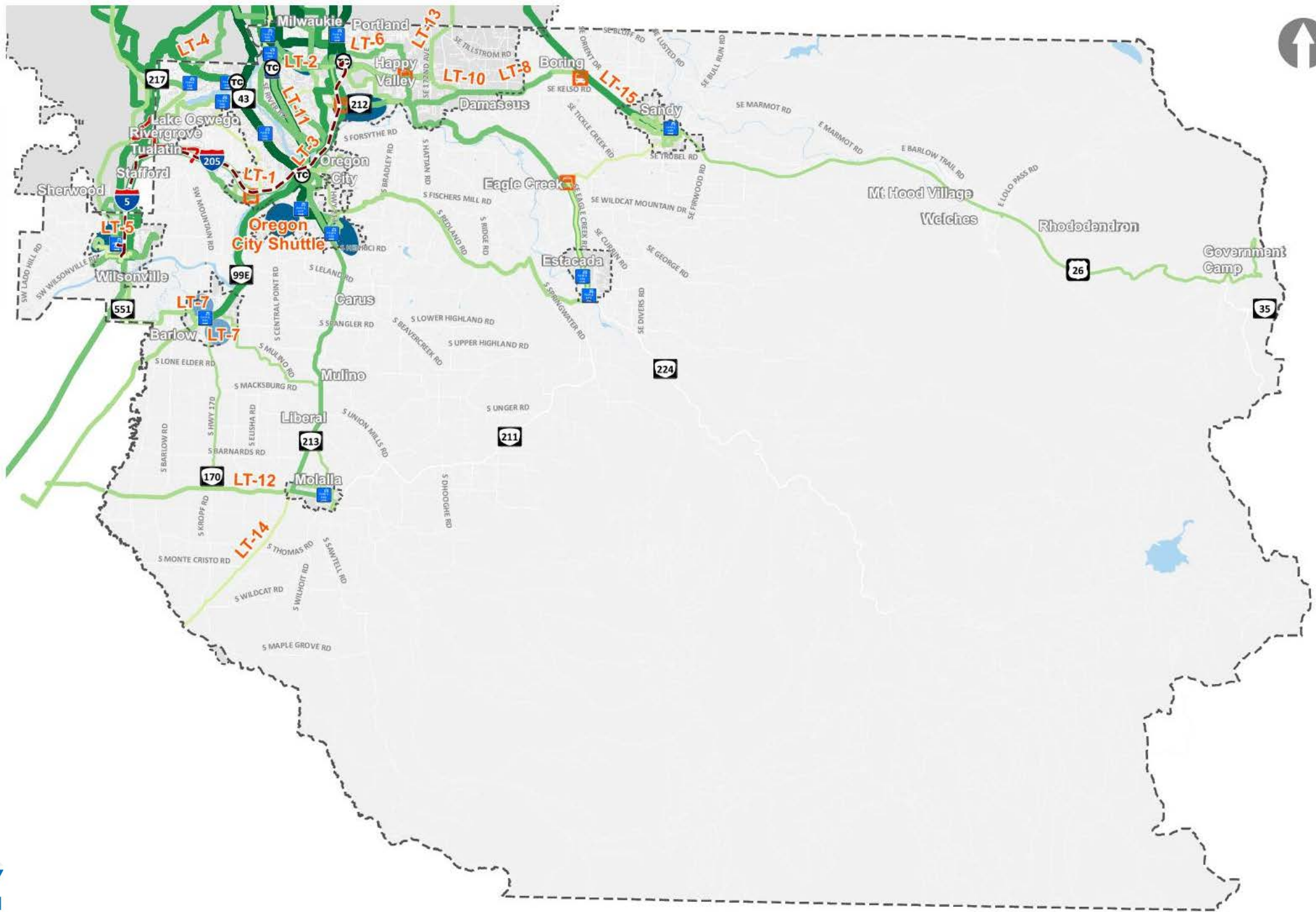


Long-Term Recommendations

ID	Corridor or Area	Runs/Day Before Long-Term	Additional Runs	Recommendation
LT-1	I-205: Oregon City to I-5 Interchange	31	16	Evaluate service; consider increased service span and frequency to add about 10 runs/day.
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	
LT-6	Happy Valley	26	9	
LT-7	Canby (North and South)	26	9	
LT-8	Damascus	10	9	
LT-9	Hwy 99E: Oregon City to Canby	34	6	
LT-10	Hwy 212: I-205 to US 26	8	6	

Long-Term Recommendations

ID	Corridor or Area	Runs/Day	Additional Runs	Recommendation
LT-11	Hwy 99E: Oregon City to Portland	84	11	Add 11 runs/day on Line 99, maintain 20-minute headways with extended hours
LT-12	Hwy 211: Molalla to Woodburn	0	10	Establish hourly service
LT-13	C2C Corridor	0	10	Establish hourly service
LT-14	Hwy 213: South of Molalla	0	8	Establish hourly service
LT-15	US 26: West of Sandy	33	3	Add 3 runs/day, maintain 30-minute headways with added hours
N/A	Estacada and Eagle Creek	Covered by Estacada-Redland-Oregon City route		
	I-205: North of Clackamas Town Center	Monitor potential increases to transit demand		
	Hwy 224: Hwy 212 to Estacada			
	Hwy 213: Oregon City to Molalla			
	Hwy 99E: South of Canby			
	US 26: East of Sandy			
	Boring			



Funding Options

Implementation
Actions

Monitoring
Program



- Funding sources
 - State and federal grants; payroll taxes
 - General funds, public/private sponsorships, CMAQ, property taxes, business taxes, multimodal fees
 - ARTS, SDCs and other roadway improvement programs (for supportive infrastructure)
- Implementation
 - Actions to support mobility hubs, fare coordination, technology and other coordination needs
- Monitoring Program
 - Regularly review needs for transit between communities

OPTIONS



1. Direct staff to schedule a presentation and public hearing at a business meeting to adopt the Transit Development Plan
2. Direct staff to place a resolution to adopt the Transit Development Plan on the consent agenda of a future business meeting.
3. Direct staff to return to the Board for a longer policy session to discuss in the Transit Development Plan in more detail.