



AGENDA ITEM

WASHINGTON COUNTY BOARD OF COMMISSIONERS

Reference No: **ADOPTED**

Meeting Date: April 02, 2024

Status: **APPROVED**

Agenda Category: PUBLIC HEARINGS

CPO: All

Department(s): Land Use & Transportation

Presented by: Stephen Roberts, Director of Land Use & Transportation
Brad Anderson, County Counsel

Agenda Title: **Consider Proposed Ordinance No. 900 – An Ordinance Amending the Transportation System Plan Element of the Comprehensive Plan Relating to General Updates**

REQUESTED ACTION:

Read Ordinance No. 900 by title only and conduct the first public hearing. At the conclusion of the hearing, adopt Ordinance No. 900 and, by separate action, adopt the associated findings.

SUMMARY:

Ordinance No. 900 proposes to amend the Transportation System Plan to incorporate general map and text changes for consistency with ongoing transportation planning efforts. Many of the amendments are proposed for consistency with transportation plan updates adopted by cities. The amendments also establish the alignment of the Council Creek Regional Trail and include changes to the transit system map for consistency with recent transit service provider plans. The proposed ordinance is posted on the County's land use ordinance webpage at the following link:

www.washingtoncountyor.gov/lut/land-use-ordinances-progress

At its Feb. 21, 2024, public hearing for this ordinance, the Planning Commission (PC) voted 7 to 0 to recommend the Board of Commissioners adopt Ordinance No. 900. A staff report describing the changes is attached and posted on the above land use ordinance webpage.

Consistent with Board policy, testimony about the ordinance is limited to two minutes for individuals and five minutes for a representative of a group.

ADDITIONAL INFORMATION:

Community Feedback (Known Support/Opposition):

None known at this time

Legal History/Prior Board Action:

None

Budget Impacts:

None

ATTACHMENTS:

[ADOPTED - Ord. No. 900 \(TSP Minor Amendments\) Notice and Filed Ordinance](#)

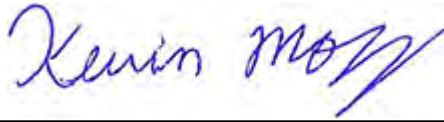
[Ord. No. 900 \(TSP Minor Amendments\): Presentation](#)

[Ord. No. 900 \(TSP Minor Amendments\): Notice and Filed Ordinance](#)

[Ord. No. 900 \(TSP Minor Amendments\): Staff Report](#)

[Ord. No. 900 \(TSP Minor Amendments\): Staff Report Attachments \(A-H\)](#)

Approved by the
Washington County Board of Commissioners
also serving as the governing body of Clean Water Services and all other County Districts



Kevin Moss, Board Clerk

April 2, 2024

Date Signed

ADOPTED



WASHINGTON COUNTY OREGON

PROPOSED LAND USE ORDINANCE NO. 900 *Individual and General Notice 2024-01* *January 19, 2024*

The Washington County Planning Commission and Board of Commissioners will soon consider proposed **Ordinance No. 900**. Listed below is a description of the ordinance, hearing dates and other relevant information. If you have any questions about the ordinance, or if you would like additional information, please contact Long Range Planning at 503-846-3519 or lutplan@washingtoncountyor.gov.

ORDINANCE PURPOSE AND SUMMARY:

Ordinance No. 900 proposes to amend the Transportation System Plan (TSP) to incorporate general map and text changes for consistency with ongoing transportation planning efforts. Many of the amendments are proposed for consistency with transportation plan updates adopted by cities. The amendments also establish the alignment of the Council Creek Regional Trail and include changes to the transit system map for consistency with recent transit service provider plans.

Who is Affected

Property owners and travelers within Washington County.

What Land is Affected

Land within Washington County.

PUBLIC HEARING INFORMATION:

Hearings are scheduled for the dates and times below. For information about the meetings and how to testify, please see the following webpages or call 503-846-3519.

Planning Commission: <https://www.washingtoncountyor.gov/lut/planning/planning-commission>

Board of Commissioners: <https://washingtoncounty.civicweb.net/Portal>

Planning Commission

6:30 p.m.

Feb. 21, 2024

Board of Commissioners

10 a.m.

April 2, 2024

**Planning Commission and Board meetings are hybrid
(in person and virtually on Zoom).**

In person hearings are in the auditorium of the
Charles D. Cameron Public Services Building, 155 N. First Ave., Hillsboro

**Department of Land Use & Transportation
Planning and Development Services • Long Range Planning**

155 N First Ave, Suite 350, MS14, Hillsboro, OR 97124-3072

phone: 503-846-3519 | www.washingtoncountyor.gov/lut | lutplan@washingtoncountyor.gov

At its April 2, 2024, public hearing, the Board may choose to adopt the ordinance, make changes to it, continue the hearing to a future date, or reject the ordinance. If adopted (date), it would become effective May 2, 2024.

KEY PROVISIONS:

- Map amendments to the Washington County TSP for consistency with ongoing transportation planning efforts.
- Text adjustments related to map changes.

AFFECTED LAND USE PLANNING DOCUMENTS:

Transportation System Plan

- Roadway System Element Maps, including Functional Classification Map, and Lane Numbers Map. Removal of two refinement areas where planning has been completed.
 - Active Transportation Element, including the Pedestrian Element Map, Bicycle Element Map and Transit Element Map. Adjustments to several refinement areas, including the removal of two trail refinement areas where trail planning has been completed and the specific alignment identified.
-

HOW TO SUBMIT COMMENTS:

Washington County is committed to broad community engagement and transparency of government. **Advance registration is recommended when providing testimony via Zoom on agenda items or additional communication at designated times.**

For Planning Commission registration and contact information, please visit the Planning Commission webpage: <https://www.washingtoncountyor.gov/lut/planning/planning-commission>

For Board registration instructions and contact information, please visit the How to Testify webpage: [Board of County Commissioners \(BCC\) | Washington County, OR \(washingtoncountyor.gov\)](https://www.washingtoncountyor.gov/board/board-commissioners)

Staff Contact

Steve Kelley, Senior Planner, stevel_kelley@washingtoncountyor.gov, 503-846-3764

The ordinance is available for review on the Land Use Ordinances webpage: [Land Use Ordinances in Progress | Washington County, OR \(washingtoncountyor.gov\)](https://www.washingtoncountyor.gov/land-use-ordinances)

The ordinance will be available for review at the following locations:

- Department of Land Use & Transportation
- Cedar Mill Community Library and Tigard Public Library
- Community Participation Organizations (CPOs), call 503-846-6288

FILED

AMS ASHOM

JAN 11 2023 2024

Washington County
County Clerk

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR WASHINGTON COUNTY, OREGON

ORDINANCE 900

ADOPTED

An Ordinance Amending the
Transportation System Plan Element of the
Comprehensive Plan Relating to General
Updates

The Board of County Commissioners of Washington County, Oregon ("Board")
ordains as follows:

SECTION 1

A. The Board recognizes that the Transportation System Plan Element of the
Comprehensive Plan (Volume XV) was adopted on October 25, 1988, by way of Ordinance
Nos. 332 and 333, and subsequently amended by Ordinance Nos. 343, 382, 409, 419, 426,
432, 450, 463, 470, 471, 473, 474, 480, 483-485, 493, 494, 503, 515, 526, 537, 542, 546, 552,
556, 588, 601, 609, 611, 626, 627, 631, 642, 649, 663, 674, 683, 712, 713, 717, 718, 730, 739,
744, 749, 750, 760, 767 768, 775, 783, 789, 790, 799, 802, 805, 814, 816, 834, 844, 851, and
881.

B. As part of its ongoing planning efforts including review of current policy and
plan, existing conditions, and possible future expansions, Washington County has determined
there is a need to update the Transportation System Plan to provide direction, identify needs, and
address transportation-related issues. The Board takes note that such changes are for the health,
welfare, and benefit of the residents of Washington County, Oregon.

C. Under the provisions of Washington County Charter Chapter X, the Department
of Land Use and Transportation has carried out its responsibilities, including preparation of

1 notices, and the County Planning Commission has conducted one or more public hearings on the
2 proposed amendments and has submitted its recommendations to the Board. The Board finds that
3 this Ordinance is based on those recommendations and any modifications made by the Board are
4 a result of the public hearings process.

5 D. The Board finds and takes public notice that it is in receipt of all matters and
6 information necessary to consider this Ordinance in an adequate manner, and finds that this
7 Ordinance complies with the Statewide Planning Goals, the standards for legislative plan
8 adoption as set forth in Chapters 197 and 215 of the Oregon Revised Statutes, the Washington
9 County Charter, the Washington County Transportation System Plan, and the Washington
10 County Comprehensive Plan.

11 SECTION 2

12 The following Exhibits, attached and incorporated herein by reference, are hereby
13 adopted as amendments to the following document:

14 A. Exhibit 1 (21 pages) – Roadway Element of the Transportation System Plan and
15 Maps:

- 16 1. 'Functional Classification' Map;
- 17 2. 'Lane Numbers' Map;
- 18 3. 'Lane Numbers and Right-of-Way Protection' and 'Refinement Areas' Text.

19 B. Exhibit 2 (36 pages) – Active Transportation Element of the Transportation
20 System Plan and maps:

- 21 1. 'Pedestrian System' Map;
- 22 2. 'Bicycle System' Map;

1 3. 'Transit System' Map; and

2 4. 'Trail Refinement Areas' Text.

3 SECTION 3

4 All other Comprehensive Plan provisions that have been adopted by prior ordinance,
5 which are not expressly amended or repealed herein, shall remain in full force and effect.

6 SECTION 4

7 All applications received prior to the effective date shall be processed in accordance with
8 ORS 215.427.

9 SECTION 5

10 If any portion of this Ordinance, including the exhibits, shall for any reason be held
11 invalid or unconstitutional by a body of competent jurisdiction, the remainder shall not be
12 affected thereby and shall remain in full force and effect.

13 SECTION 6

14 The Office of County Counsel and Department of Land Use and Transportation are
15 authorized to prepare planning documents to reflect the changes adopted under Section 2 of this
16 Ordinance, including deleting and adding textual material and maps, renumbering pages or
17 sections, and making any technical changes not affecting the substance of these amendments as
18 necessary to conform to the Washington County Comprehensive Plan format.

19 ///

20 ///

21 ///

22 ///

1 SECTION 7

2 This Ordinance shall take effect 30 days after adoption.

3 ENACTED this 2nd day of April, 2024, being the 1st reading and
4 1st public hearing before the Board of County Commissioners of Washington County,
5 Oregon.

6
7 OREGON

BOARD OF COUNTY COMMISSIONERS
FOR WASHINGTON COUNTY,

8
9 Kathryn Harrington
CHAIR KATHRYN HARRINGTON

10 Kevin Mapp
RECORDING SECRETARY

12 READING

13 First 4/2/24
14 Second _____
15 Third _____
16 Fourth _____
17 Fifth _____

PUBLIC HEARING

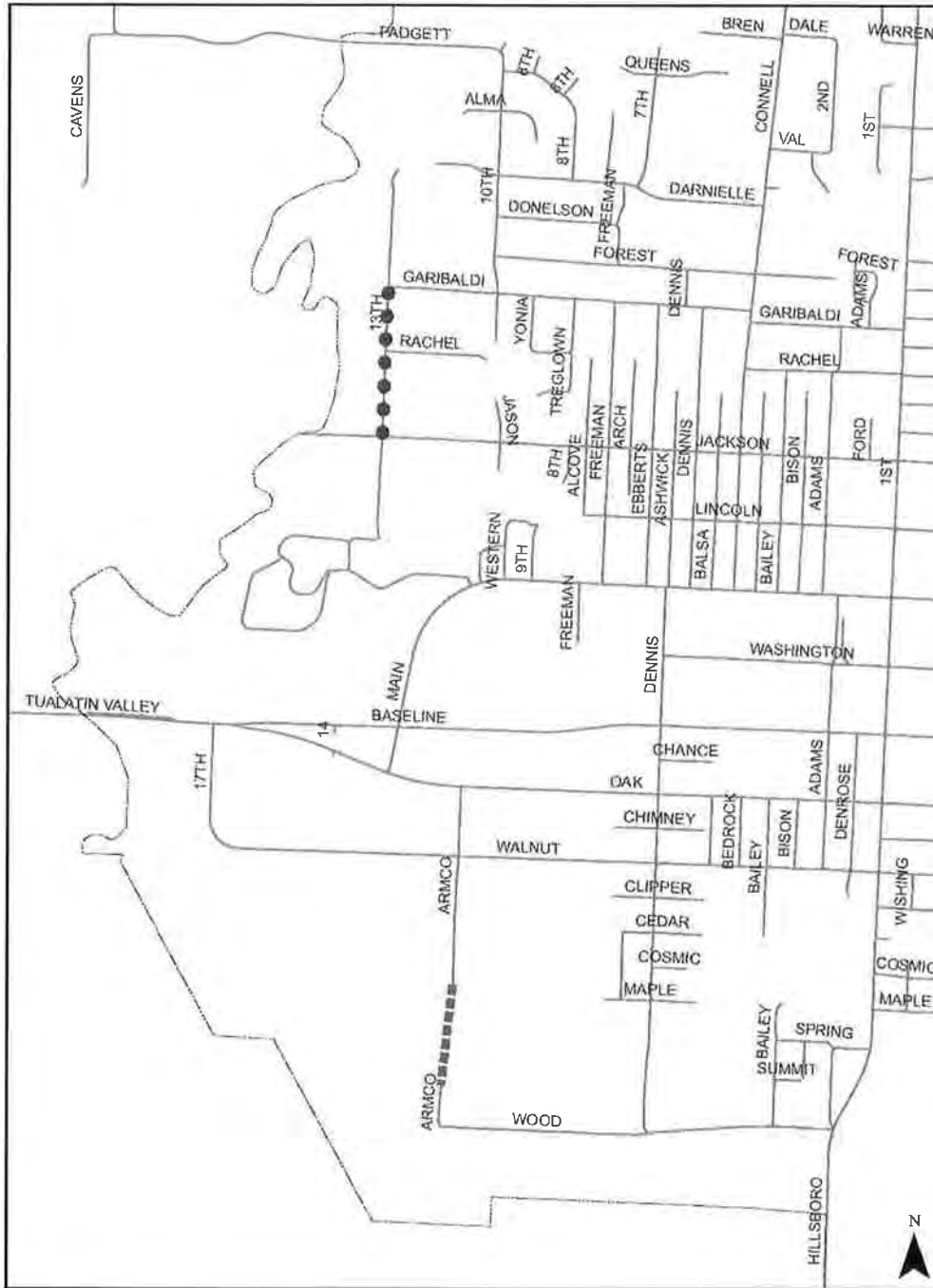
18 First 4/2/24
19 Second _____
20 Third _____
21 Fourth _____
22 Fifth _____

23 Harrington, Willey, Fai,
24 VOTE: Aye: Rogers, Treece
25 Recording Secretary: Kevin Mapp

Nay: _____
Date: 4/2/24

The Roadway Element of the TRANSPORTATION SYSTEM PLAN is amended to reflect the following:

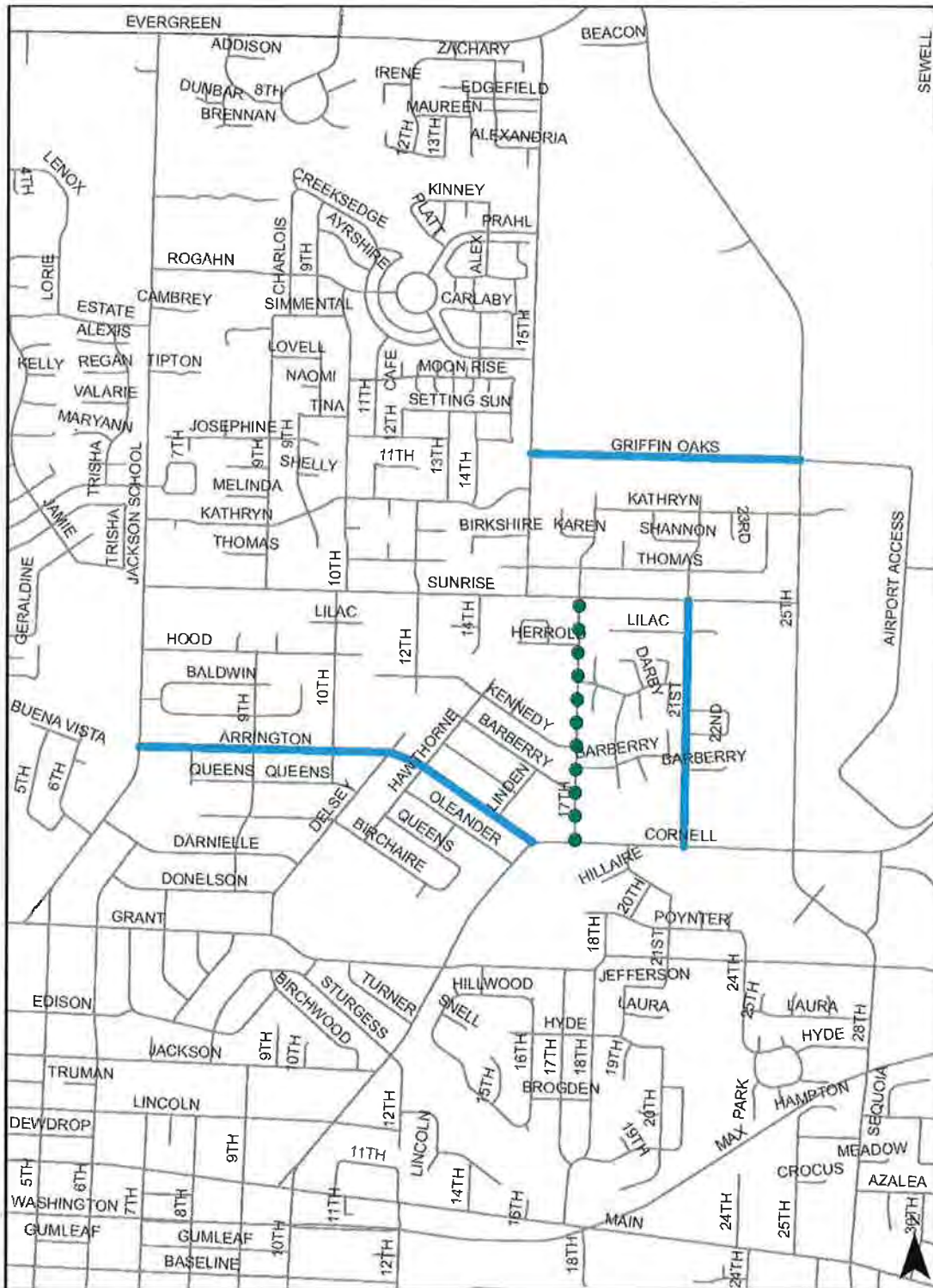
The 'Functional Classification' Map is amended as shown:



- ● ● Change from Collector to Neighborhood Route
- ■ ■ ■ Remove Proposed Extension
- - - - Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

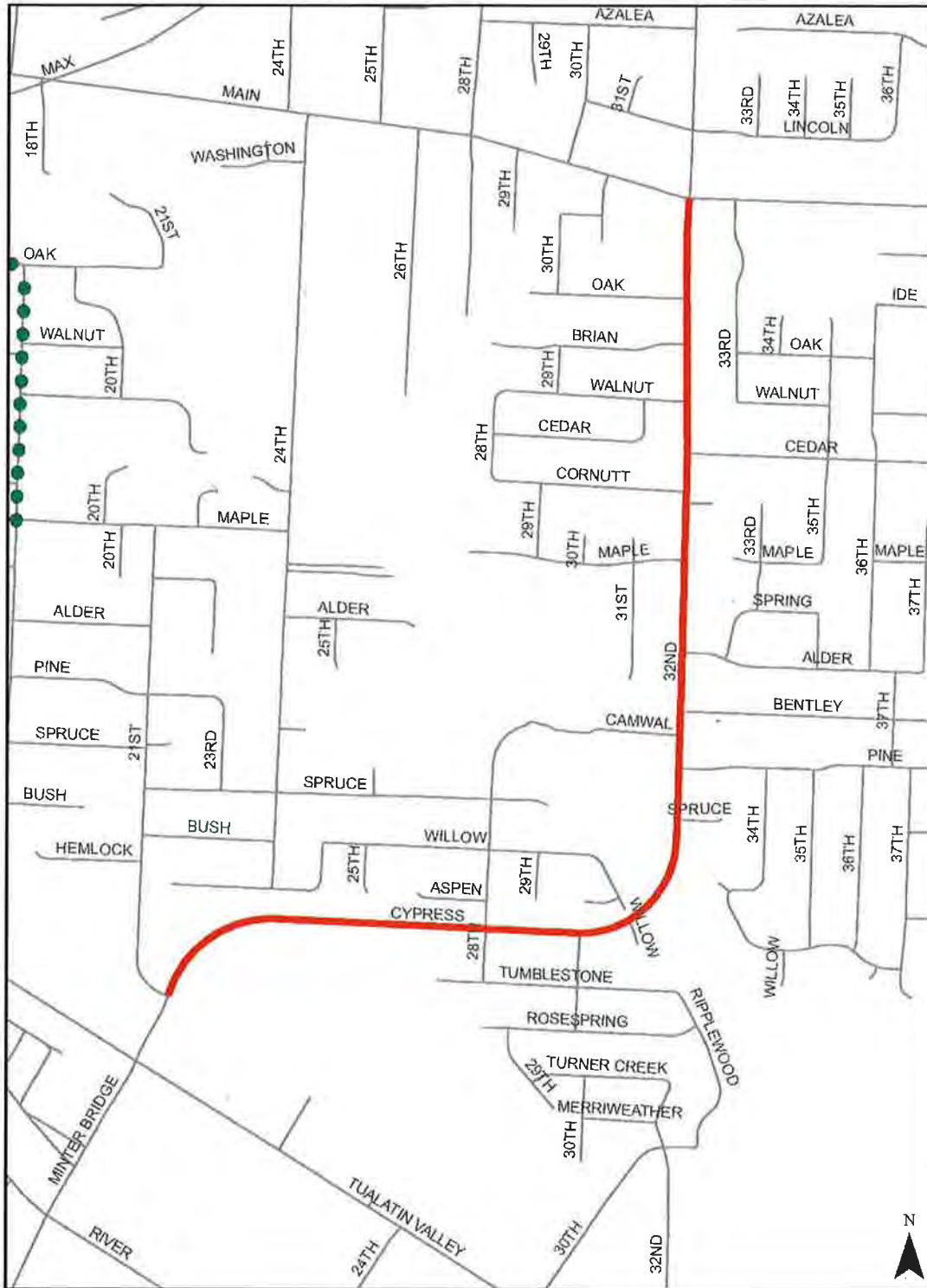
The 'Functional Classification' Map is amended as shown:



- ● ● Change from Collector to Neighborhood Route
- Change from Neighborhood Route to Collector
- - - - - Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

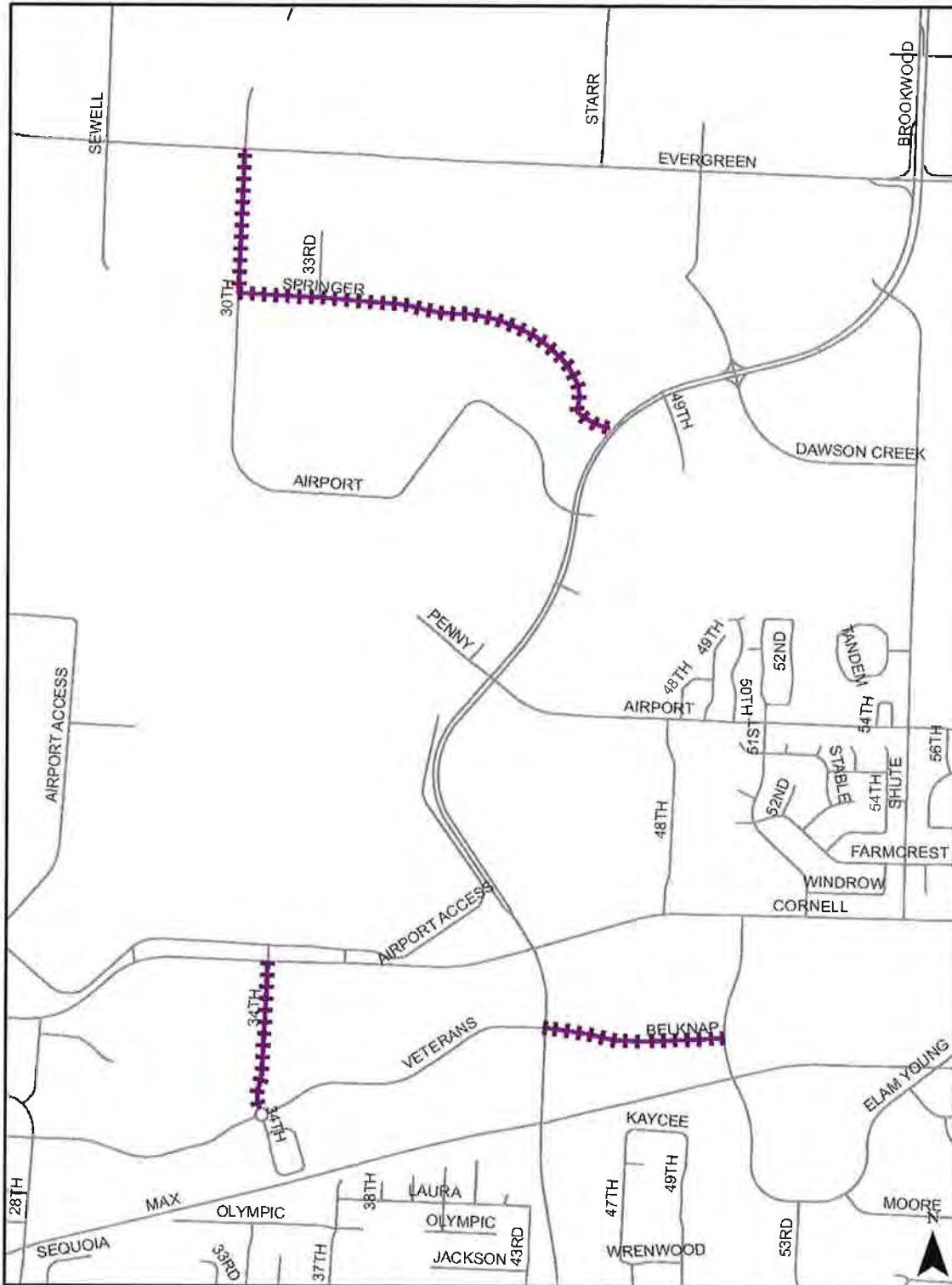
The 'Functional Classification' Map is amended as shown:



— Change from Proposed Arterial to Proposed Collector ●●● Change from Collector to Neighborhood Route

abcdef Proposed additions
~~abcdef~~ Proposed deletions

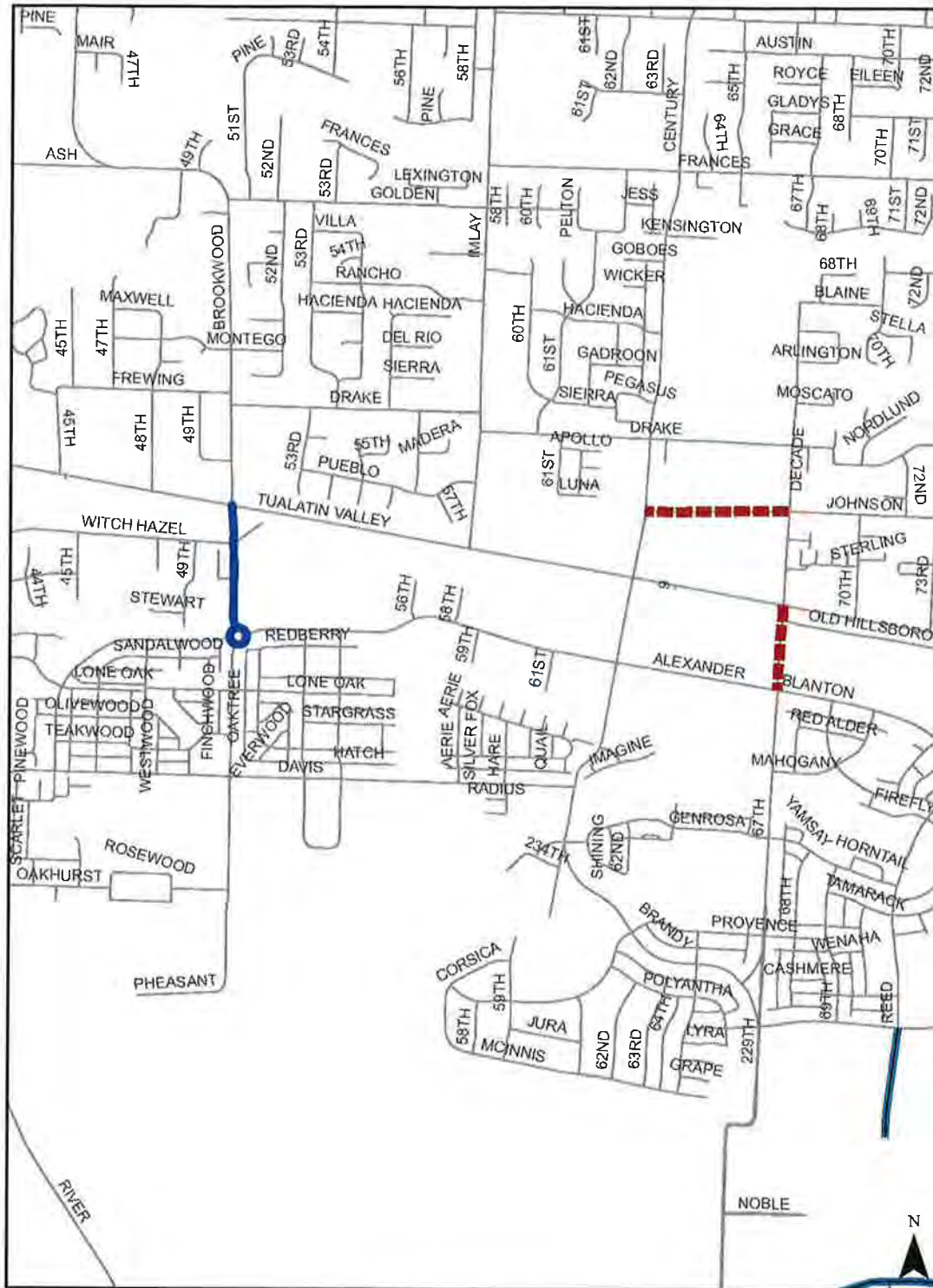
The 'Functional Classification' Map is amended as shown:



----- Change from Local to Collector

abcdef Proposed additions
abcdef Proposed deletions

The 'Functional Classification' Map is amended as shown:



- Add Neighborhood Route
- - - Change from Collector to Local
- Change from Collector to Arterial

abcdef Proposed additions
 abcdef Proposed deletions

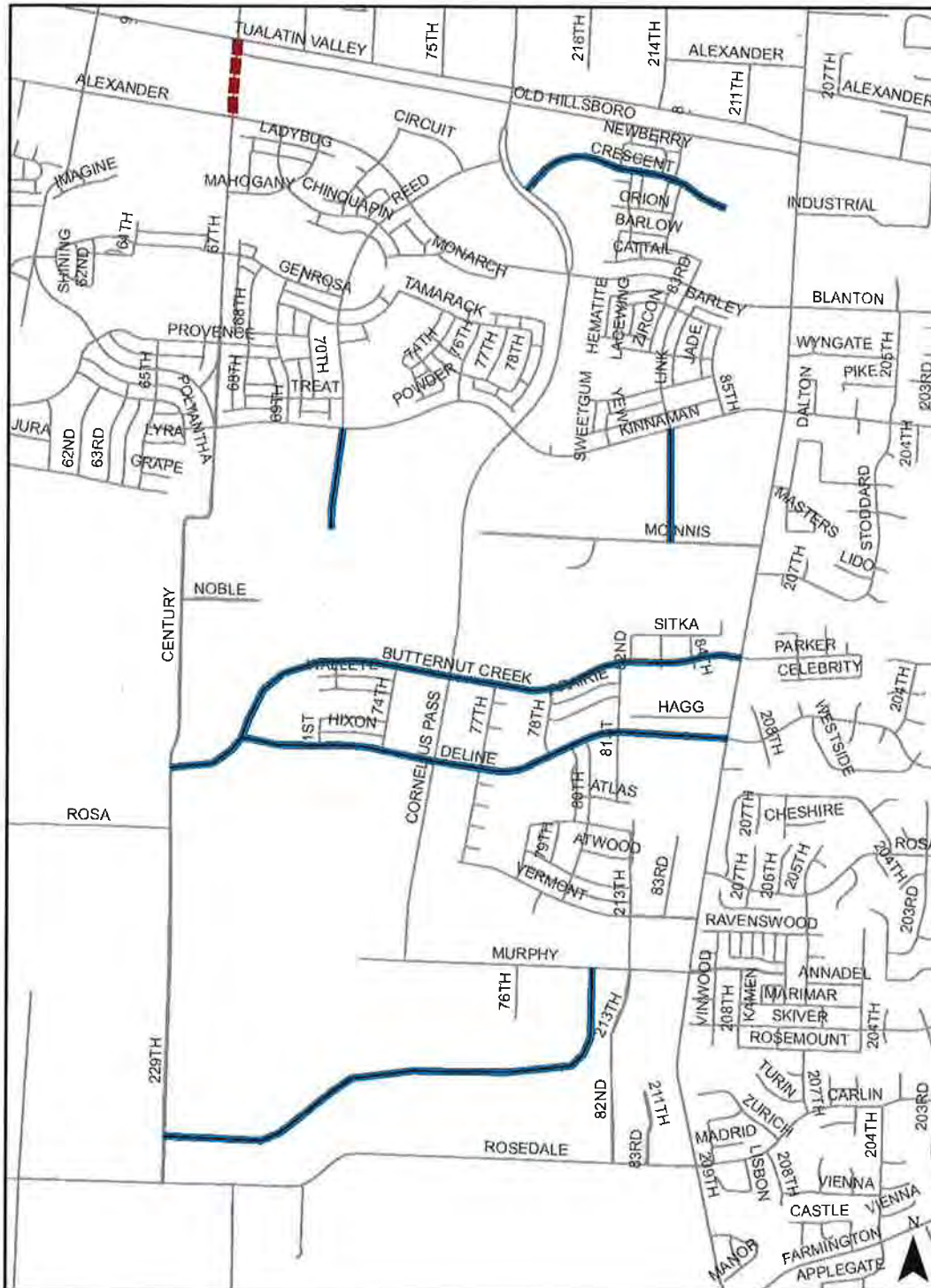
The 'Functional Classification' Map is amended as shown:



- Change from Neighborhood Route to Local
- Change from Proposed Arterial to Proposed Collector
- Change from Collector to Neighborhood Route
- - - - Change from Local to Collector
- - - - Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

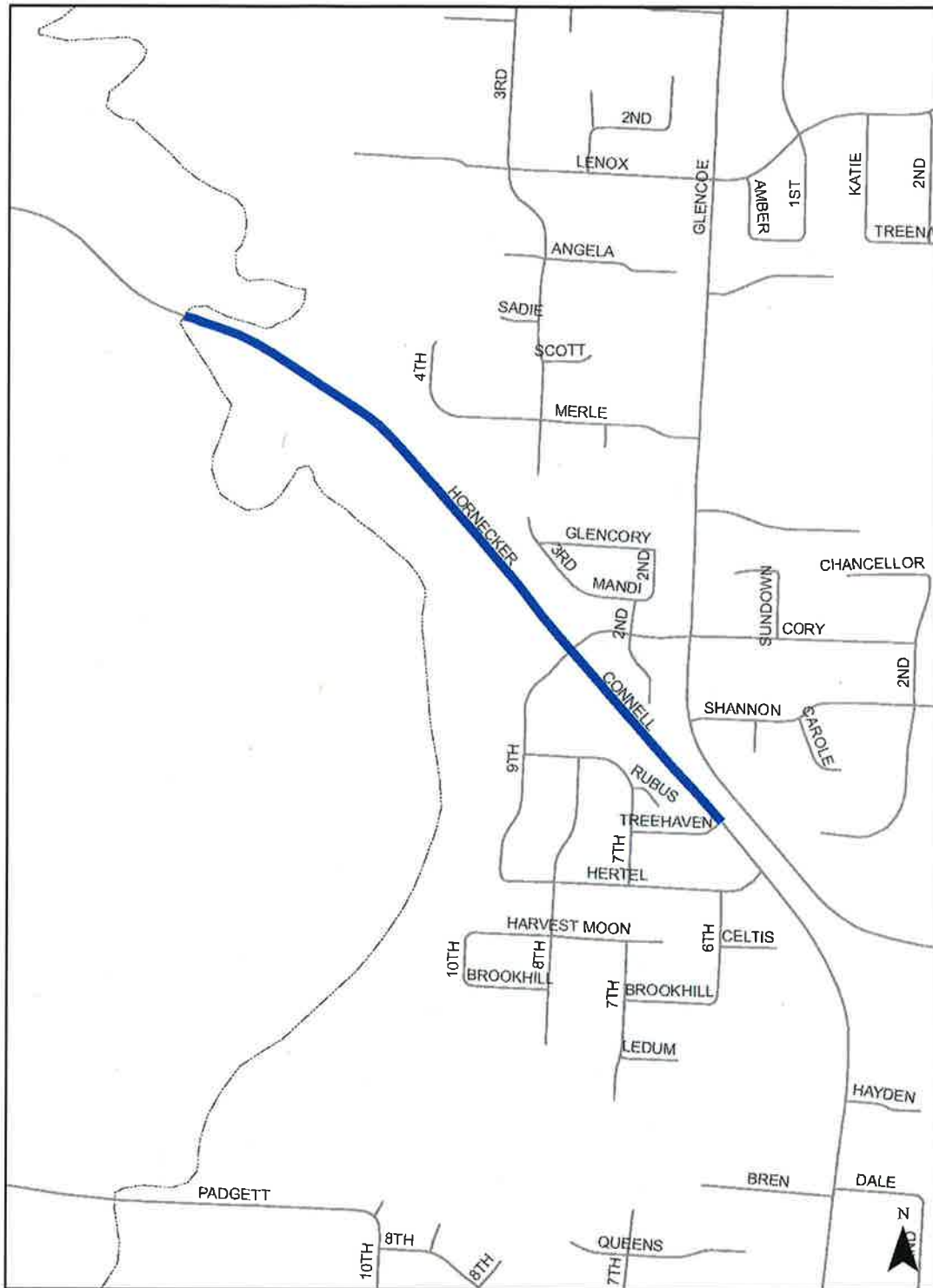
The 'Functional Classification' Map is amended as shown:



— Add Neighborhood Route - - - Change from Collector to Local

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Lane Numbers' Map is amended as shown:

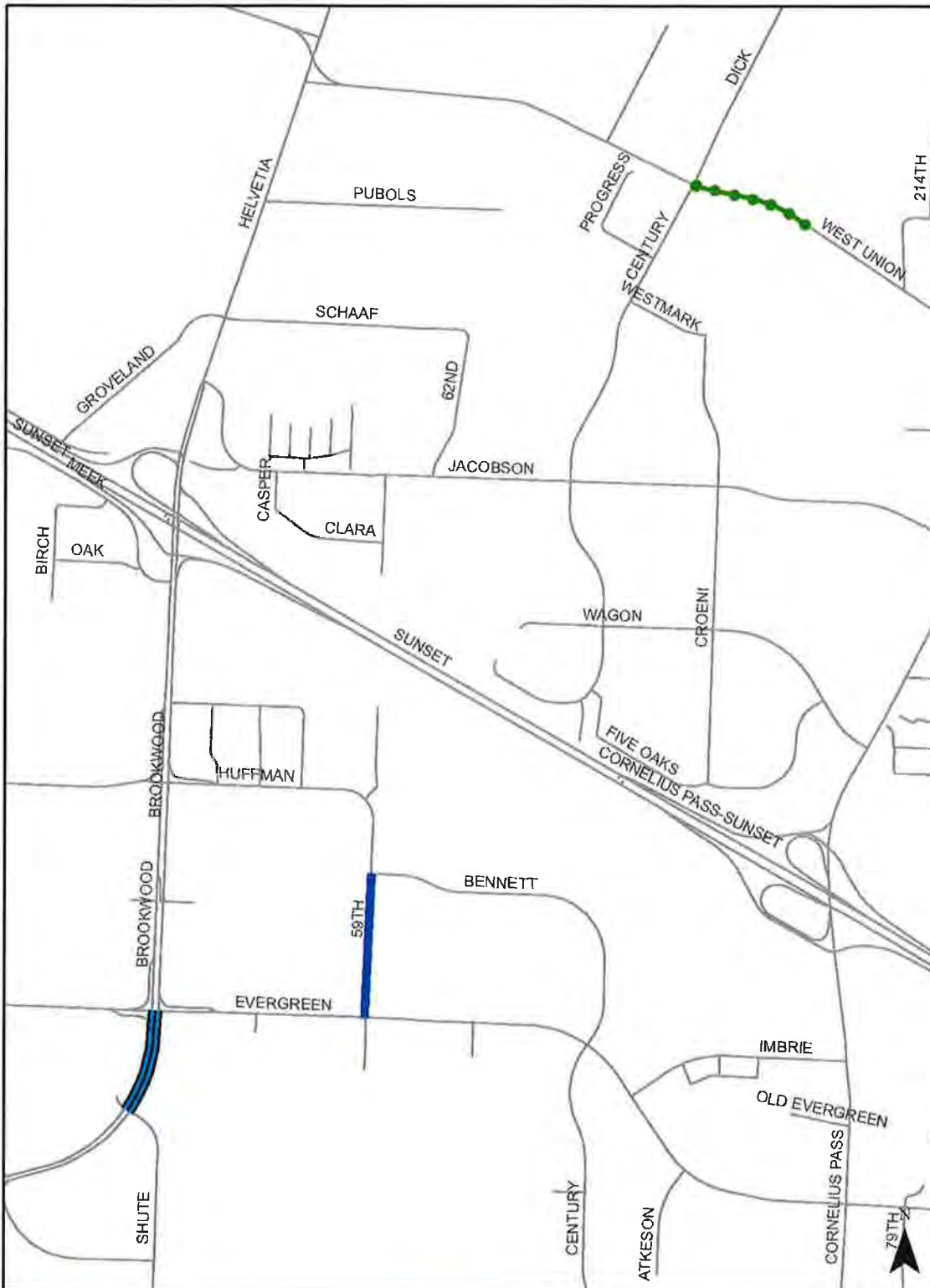


Path: J:\GISDATA\User'sDoria\MGIS_maps_temp\STAFF\RP2023\TSP\TSP_Lanes.mxd 09/26/2023

- Change from 2/3 Lanes to 2 Lanes
- Urban Growth Boundary

abcdef Proposed additions
abcdef Proposed deletions

The 'Lane Numbers' Map is amended as shown:



-  Change from 2/3 Lanes to 2 Lanes
-  Change from 4/5 Lanes to 6/7 Lanes
-  Change from 2/3 Lanes to 4/5 Lanes

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Lane Numbers' Map is amended as shown:



----- Change from 2 Lanes to 2/3 Lanes == Change from 4/5 Lanes to 6/7 Lanes

abcdef Proposed additions
abedef Proposed deletions

The 'Lane Numbers' Map is amended as shown:

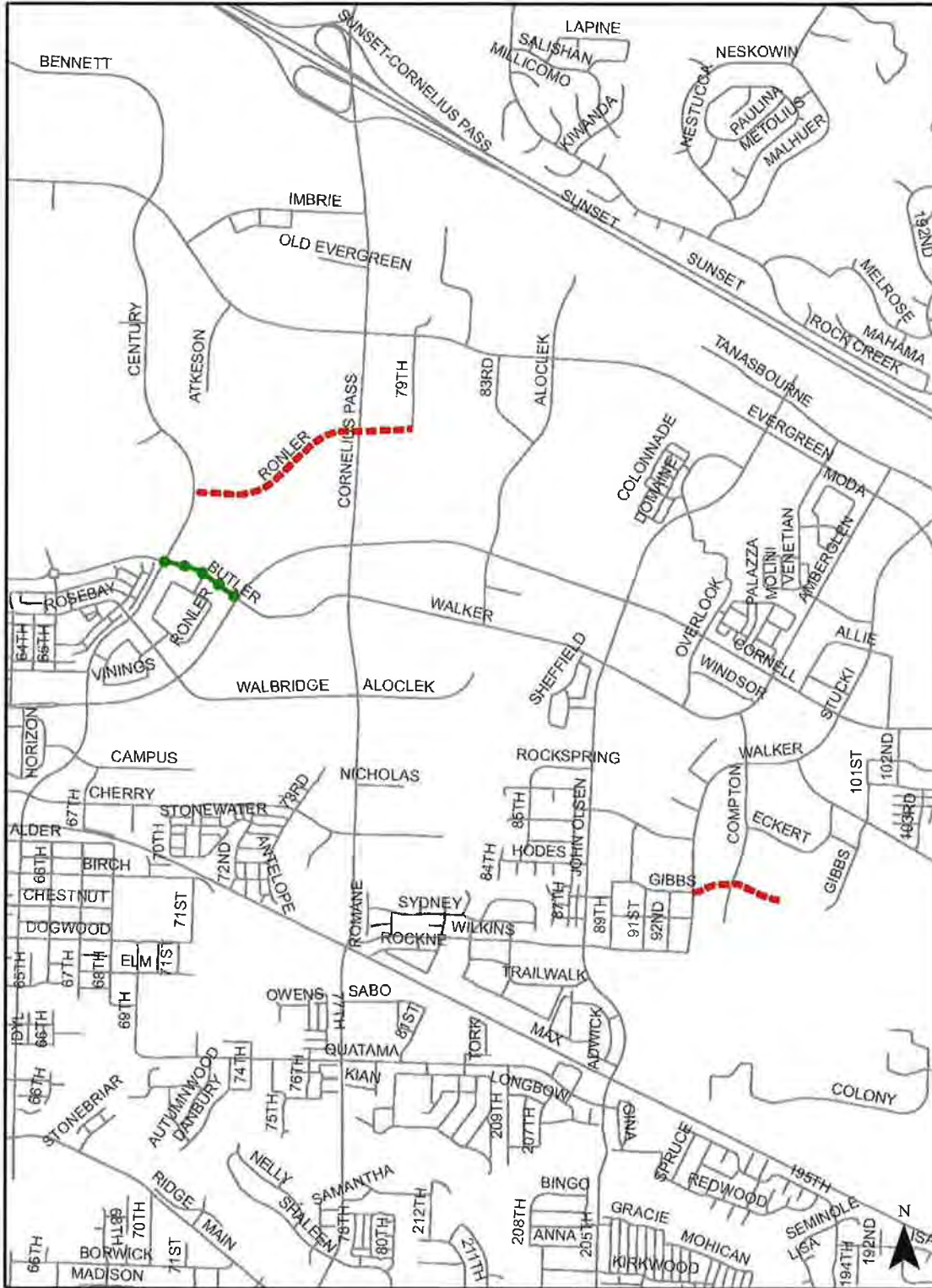


----- Change from 2 Lanes to 2/3 Lanes

----- Urban Growth Boundary

abcdef Proposed additions
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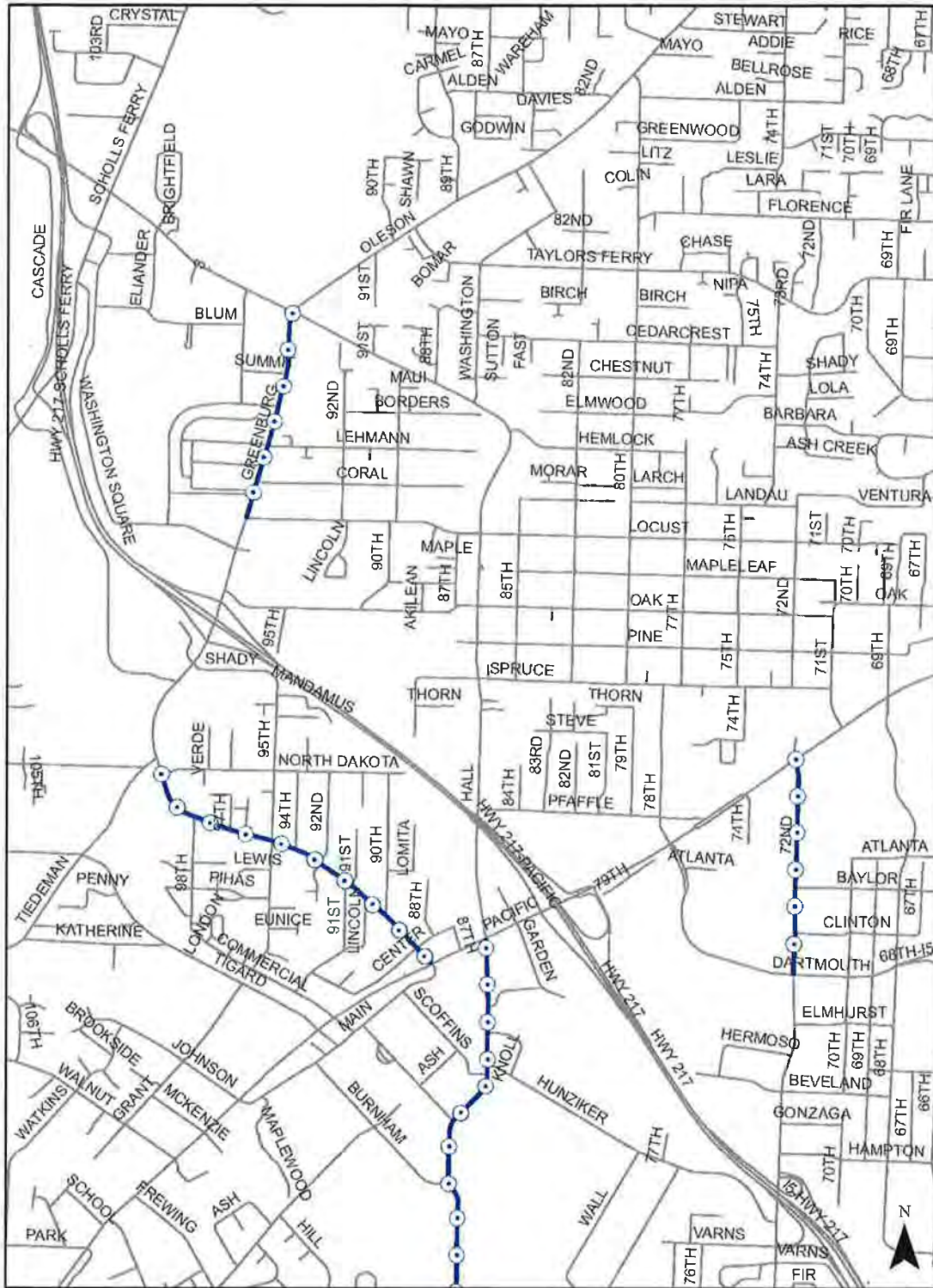
The 'Lane Numbers' Map is amended as shown:



----- Change from 2 Lanes to 2/3 Lanes - - - - Change from 2/3 Lanes to 4/5 Lanes

abcdef Proposed additions
 abedef Proposed deletions

The 'Lane Numbers' Map is amended as shown:



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
○—○ Change from 4/5 Lanes to 2/3 Lanes

abcdef Proposed additions
~~abcdef~~ Proposed deletions

Remove 'Roadway Refinement Area' as shown:

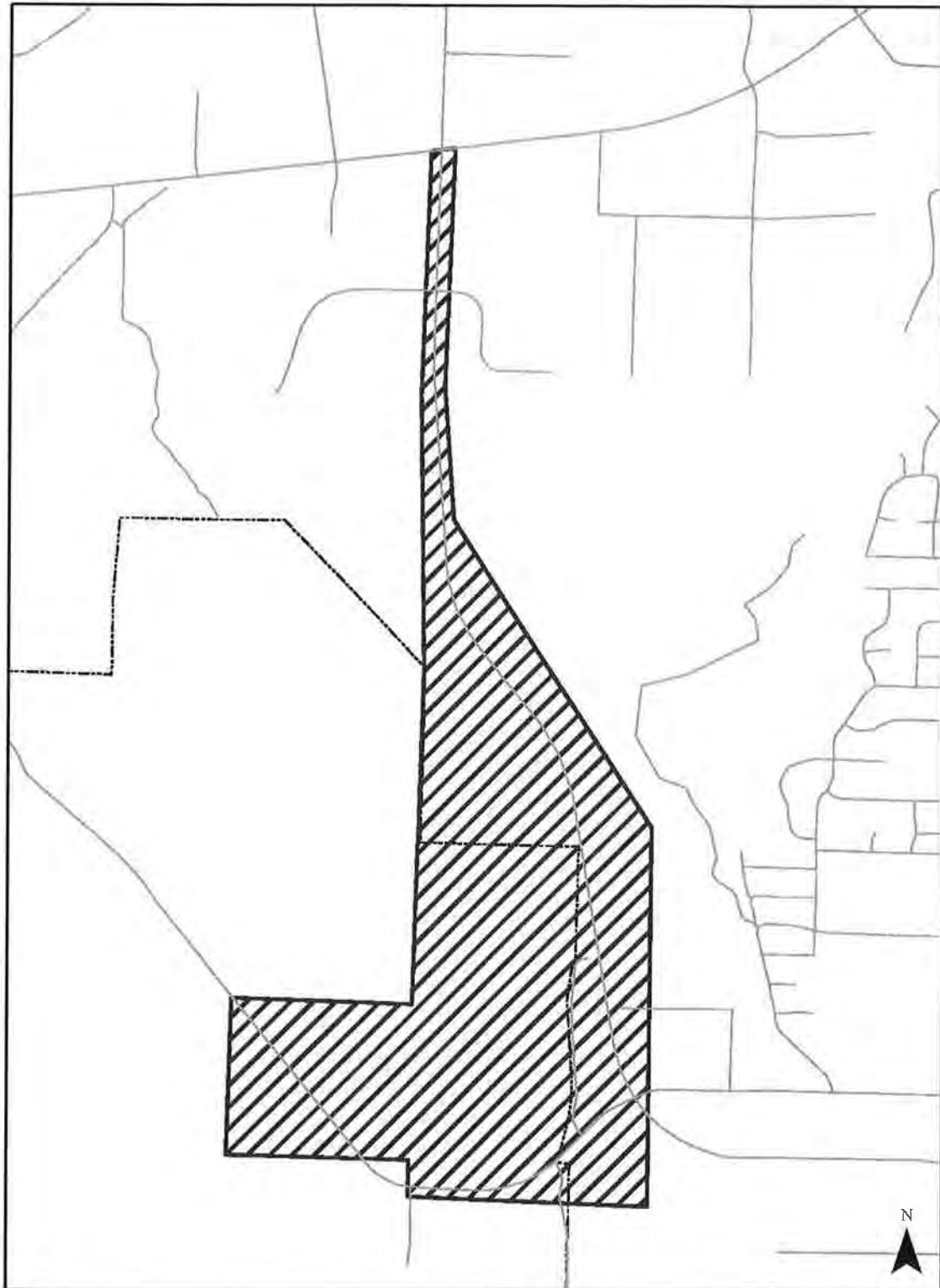


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-  Remove Refinement Area
-  Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

Remove 'Roadway Refinement Area' as shown:



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-  Remove Refinement Area
-  Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

ROADWAY ELEMENT

Lane Numbers & Right-of-Way Protection

Special right-of-way needs:

Several roadways in Washington County have special designations, where performance monitoring over time is necessary or where additional right-of-way may be needed.

- **Jackson School Road – Urban Growth Boundary (UGB) to Evergreen Road: Urban Improvements to Jackson School Road are to be within the UGB or existing right-of-way. Dedication of urban land necessary for urban improvements to the roadway must be to the eastern side of the right-of-way within the UGB. Urban improvements, and the dedication of land to accommodate urban traffic, need to be offset from the centerline to the east such that the roadway can be accommodated within the UGB or existing right-of-way. Continued operation and maintenance of the both the rural and urban portions of the roadway is unaffected.**

Refinement Areas

Refinement Areas are locations that have been identified where further study is needed to determine the mode, function and/or general location of a future solution or transportation improvement. Further study of a Refinement Area may occur through a transportation planning process, capital project development or the land development process. Before development may occur on land within a Refinement Area, in addition to other requirements, the development application must demonstrate how potential solutions to the transportation need will (at a minimum) not be precluded by the proposed development.

~~SW 124th Avenue Refinement Area:~~

~~There is a potential future need for a north-south Arterial roadway and freight route in the vicinity of the 124th Avenue extension as shown on the Washington County Refinement Area Map. The County anticipates undertaking a broader planning process to address the needs in the area as part of an evaluation and concept planning of the potential future urban reserve lands within the area. A possible realignment of 124th Avenue and/or Tonquin Road may need to be considered in the future.~~

~~NW Schaaf Road Extension Refinement Area:~~

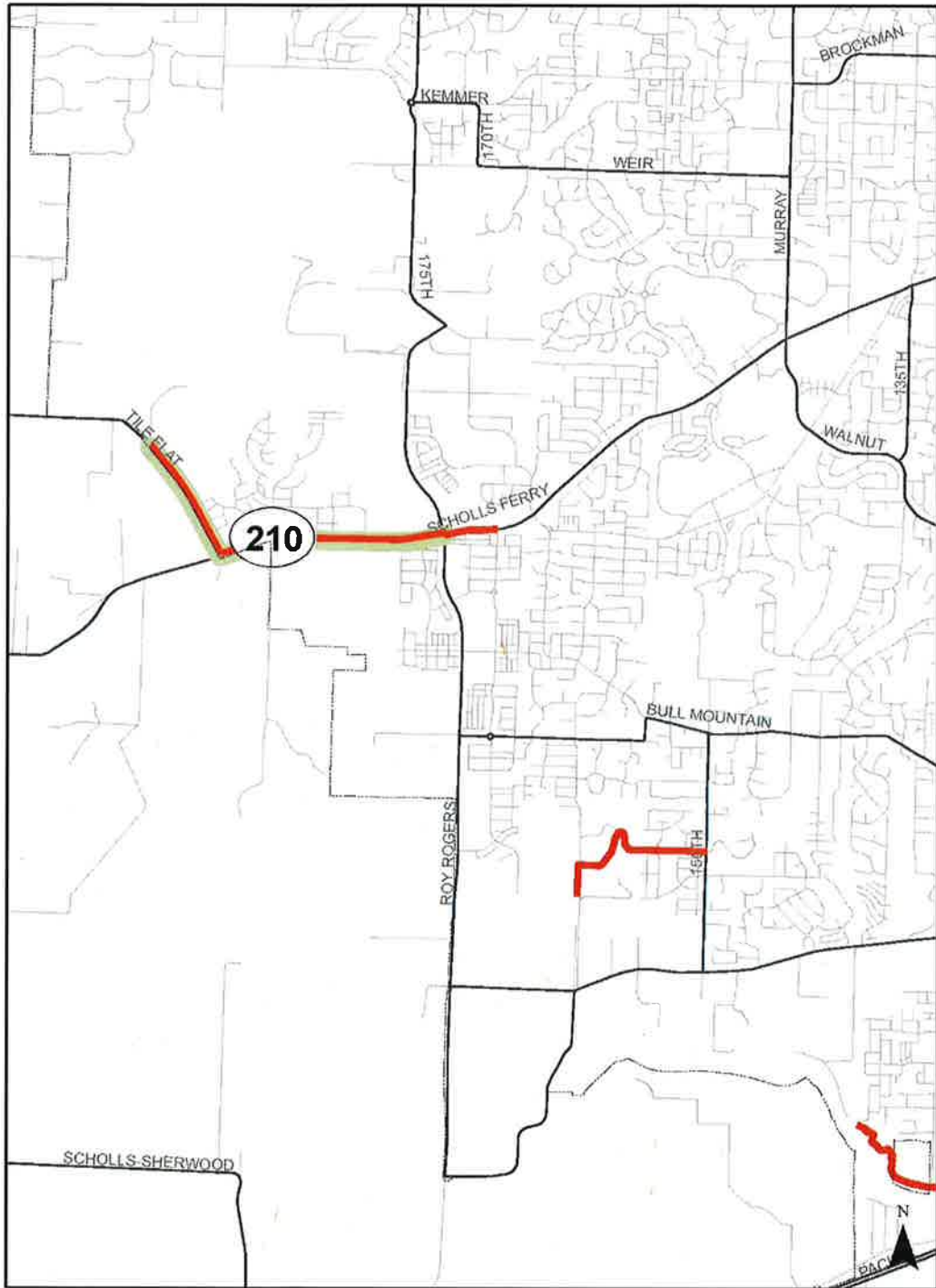
~~There is an identified potential future need for an extension of Schaaf Road connecting from Helvetia Road to West Union Road. The extension would help relieve traffic congestion and flow along West Union Road and at the intersection of Helvetia Road and West Union Road. The refinement area is expected to be evaluated in conjunction with planning for the urban lands in the vicinity.~~

abcdef Proposed additions

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The Active Transportation Element of the TRANSPORTATION SYSTEM PLAN is amended to reflect the following:

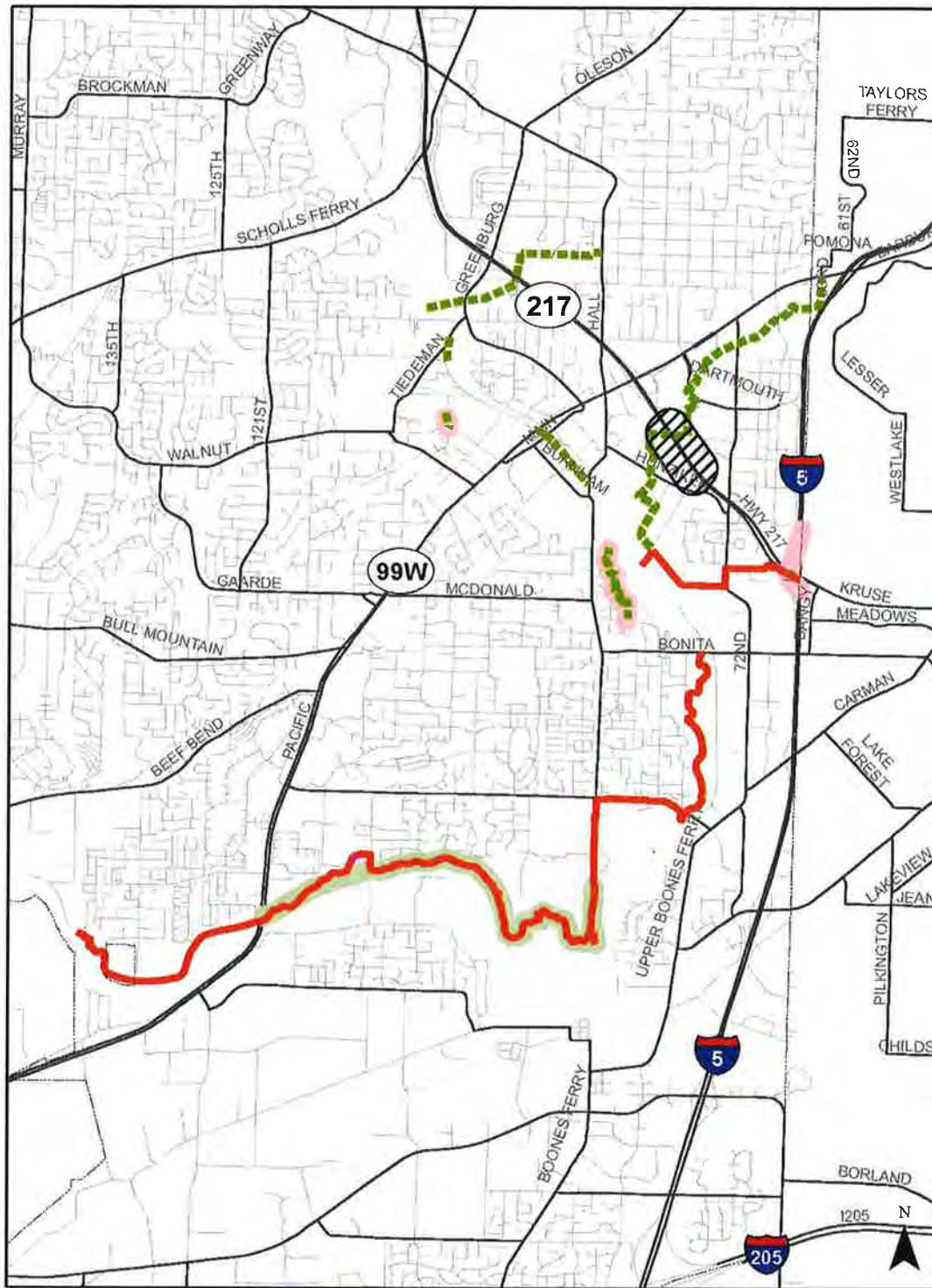
The 'Pedestrian System' Map is amended as shown:



- Add Regional Trail
- Delete Community Trail
- - - - - Urban Growth Boundary

abcdef Proposed additions
abedef Proposed deletions

The 'Pedestrian System' Map is amended as shown:



- Add Community Trail
- Delete Community Trail
- Add Trail Refinement Area
- Add Regional Trail
- Delete Regional Trail
- Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Pedestrian System' Map is amended as shown:



- ■ ■ ■ Add Community Trail
- Urban Growth Boundary

abcdef Proposed additions
~~abedef~~ Proposed deletions

The 'Pedestrian System' Map is amended as shown:



 Add Regional Trail  Delete Community Trail

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Pedestrian System' Map is amended as shown:



 Add Regional Trail

abcdef Proposed additions
~~abcdef~~ Proposed deletions

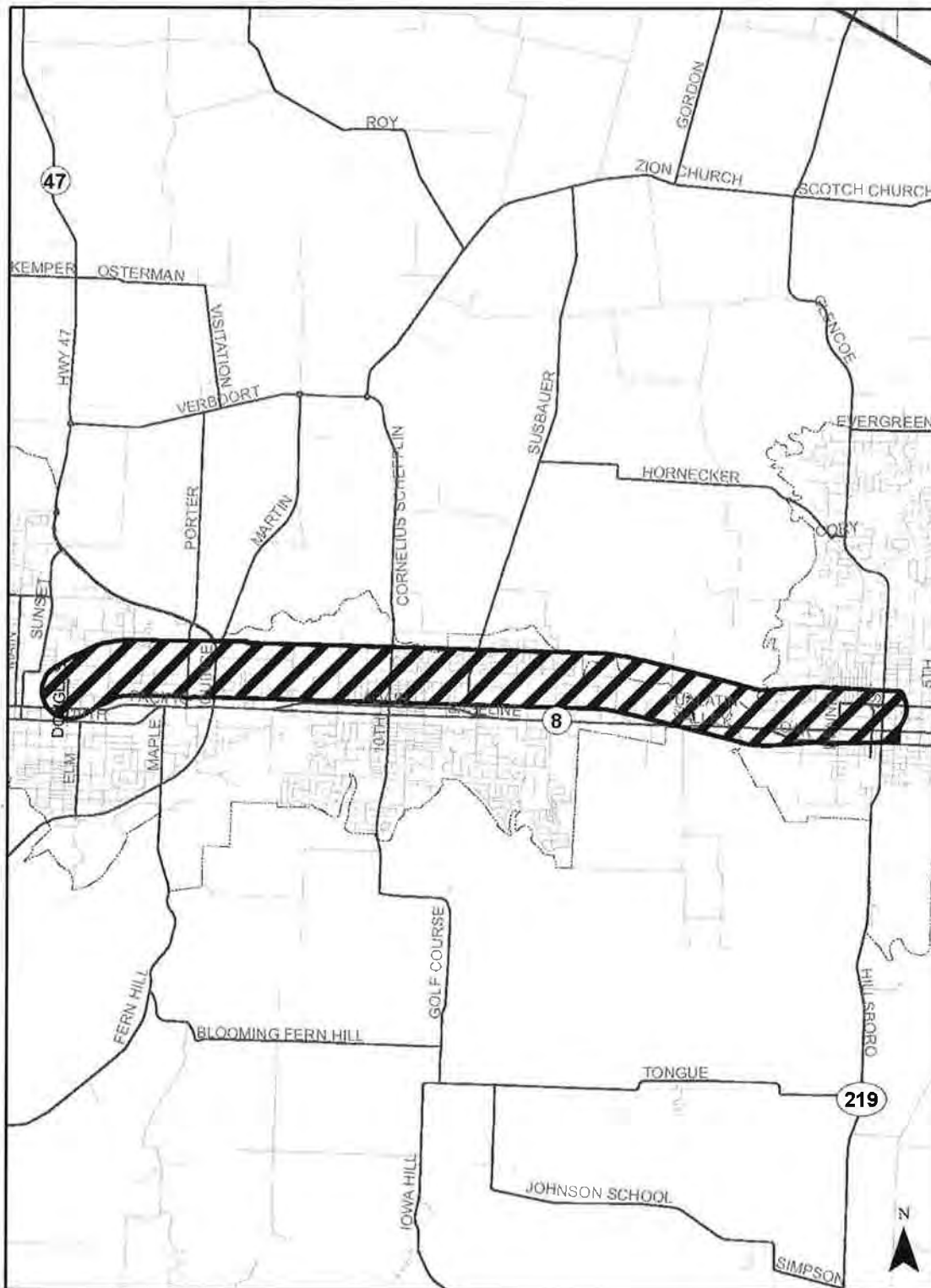
The 'Pedestrian System' Map is amended as shown:




- Add Regional Trail
- Delete Community Trail
- Delete Regional Trail

abcdef Proposed additions
~~abcdef~~ Proposed deletions

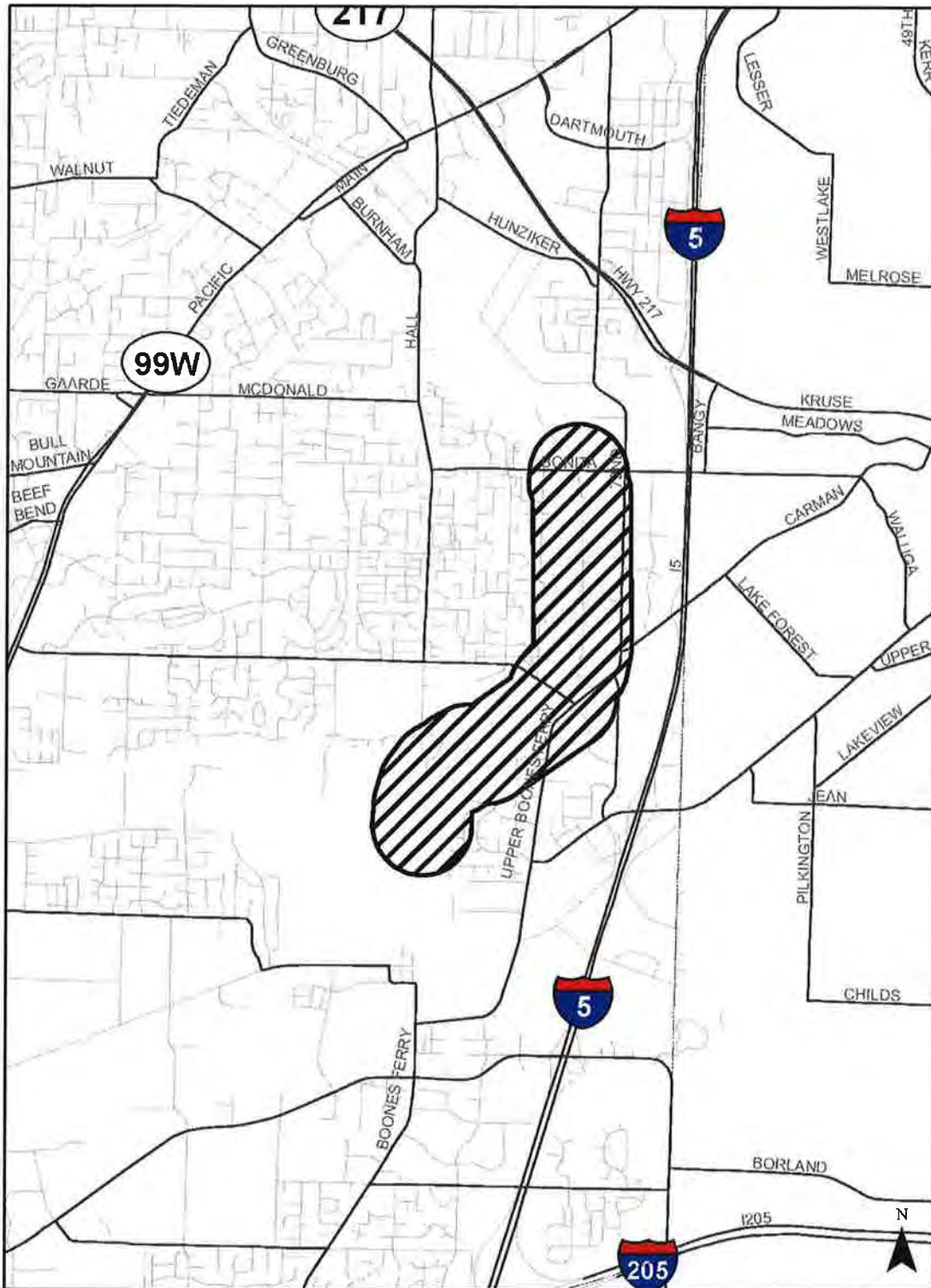
The 'Pedestrian System' Map is amended as shown:





 Remove Trail Refinement Area  Urban Growth Boundary

abcdef Proposed additions
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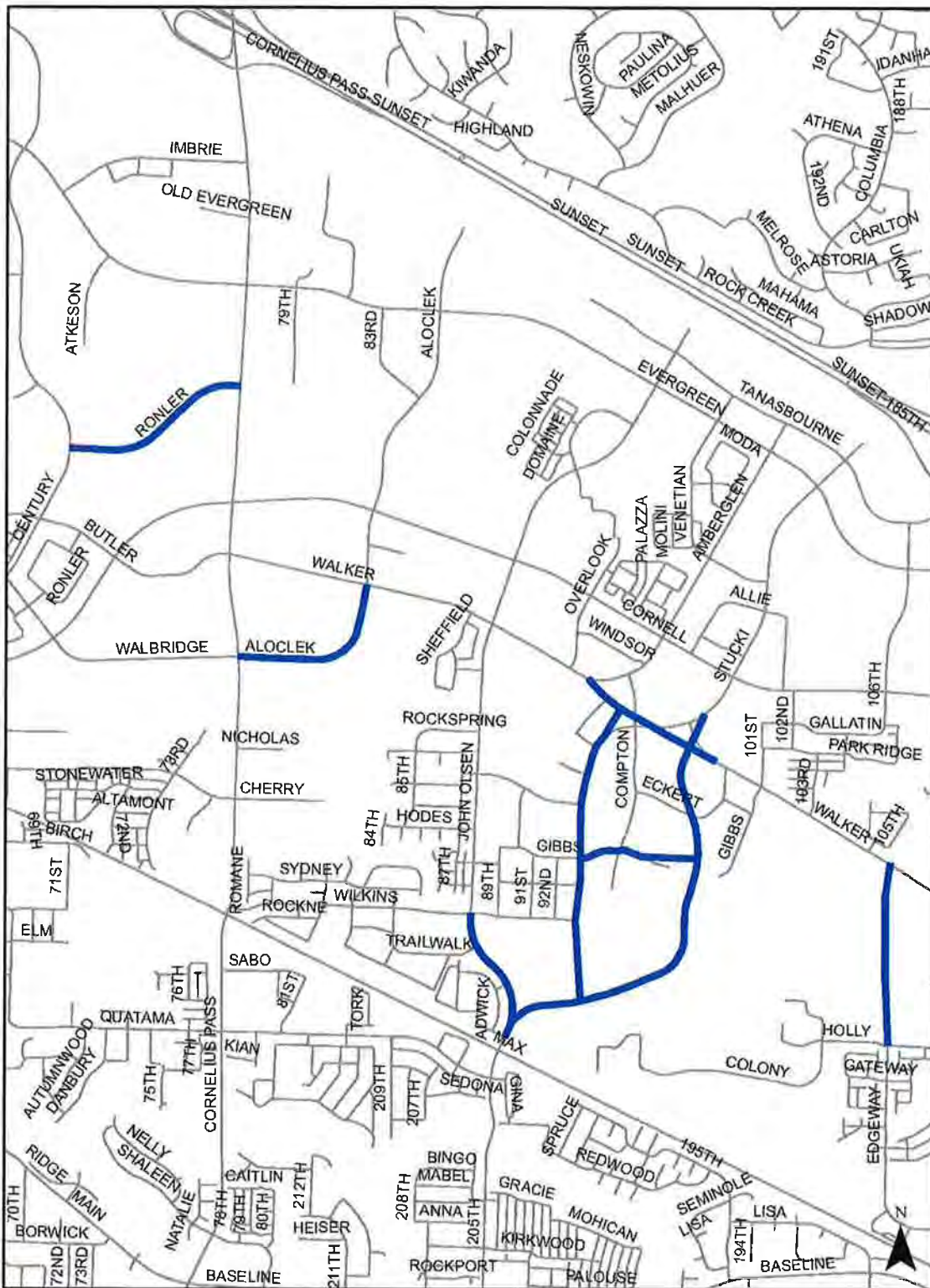
The 'Pedestrian System' Map is amended as shown:



 Remove Trail Refinement Area  Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

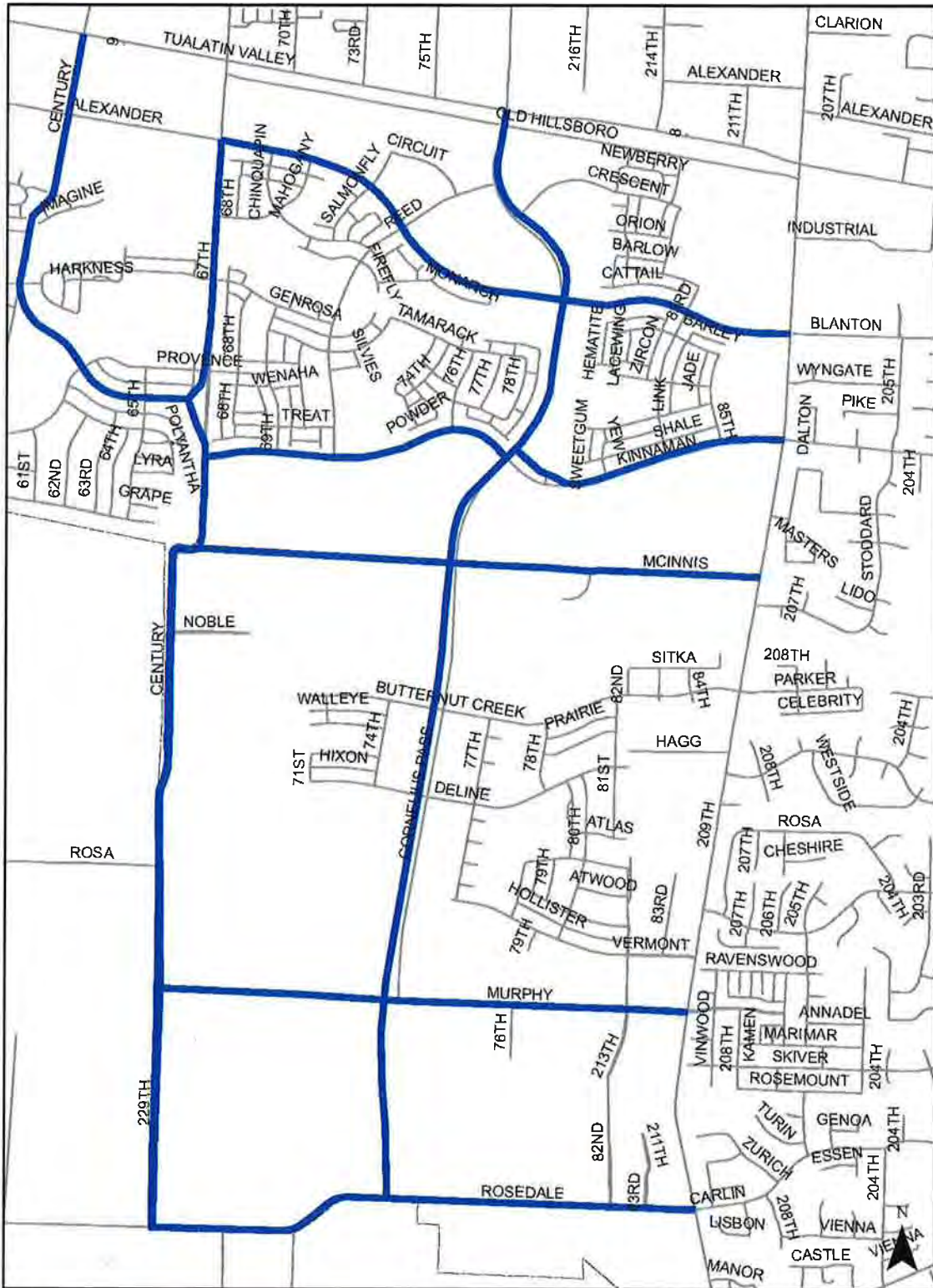
The 'Bicycle System' Map is amended as shown:



— Add as Enhanced Major Street Bikeway

abcdef Proposed additions
abcdef Proposed deletions

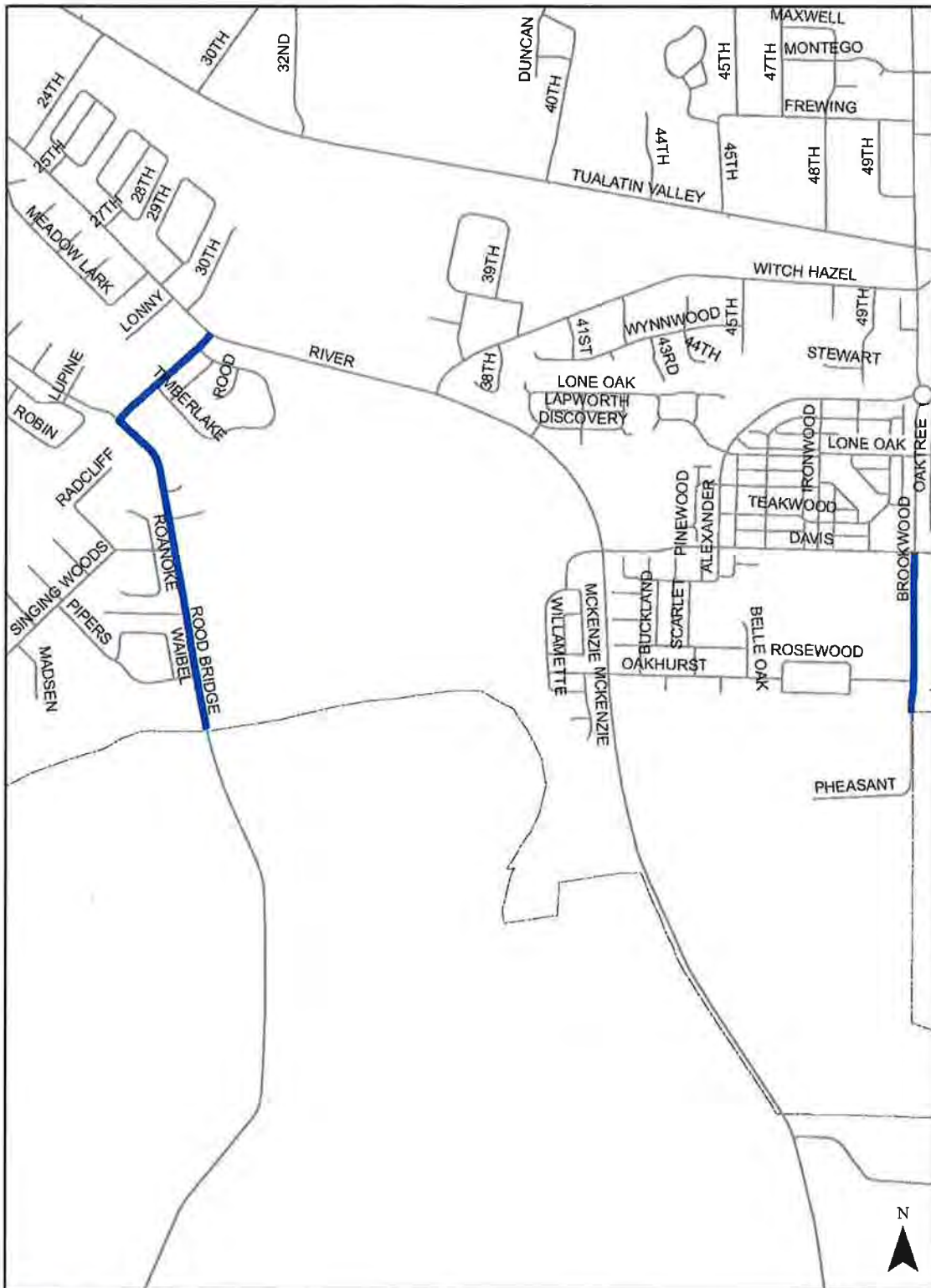
The 'Bicycle System' Map is amended as shown:



— Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

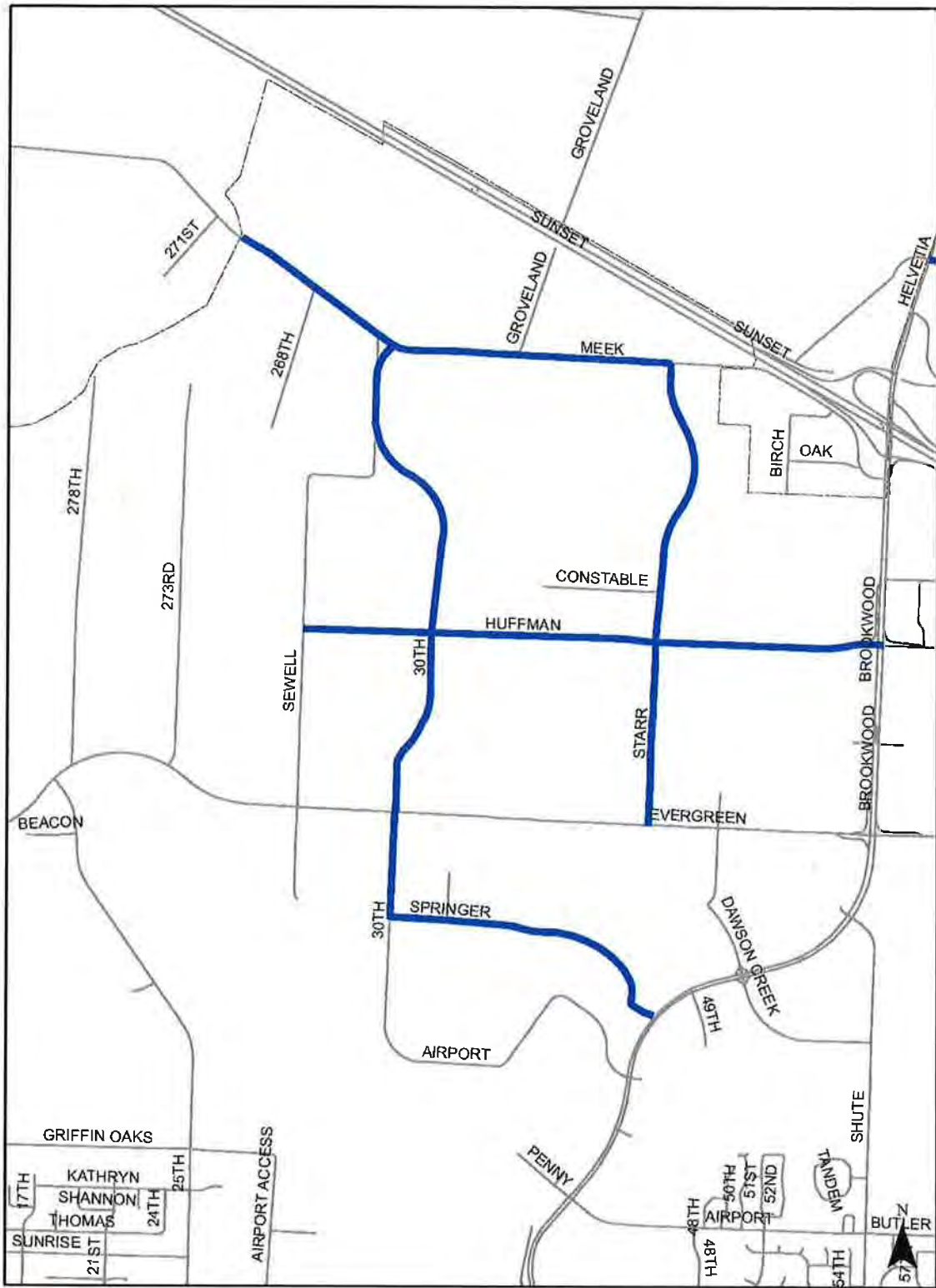
The 'Bicycle System' Map is amended as shown:




 Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

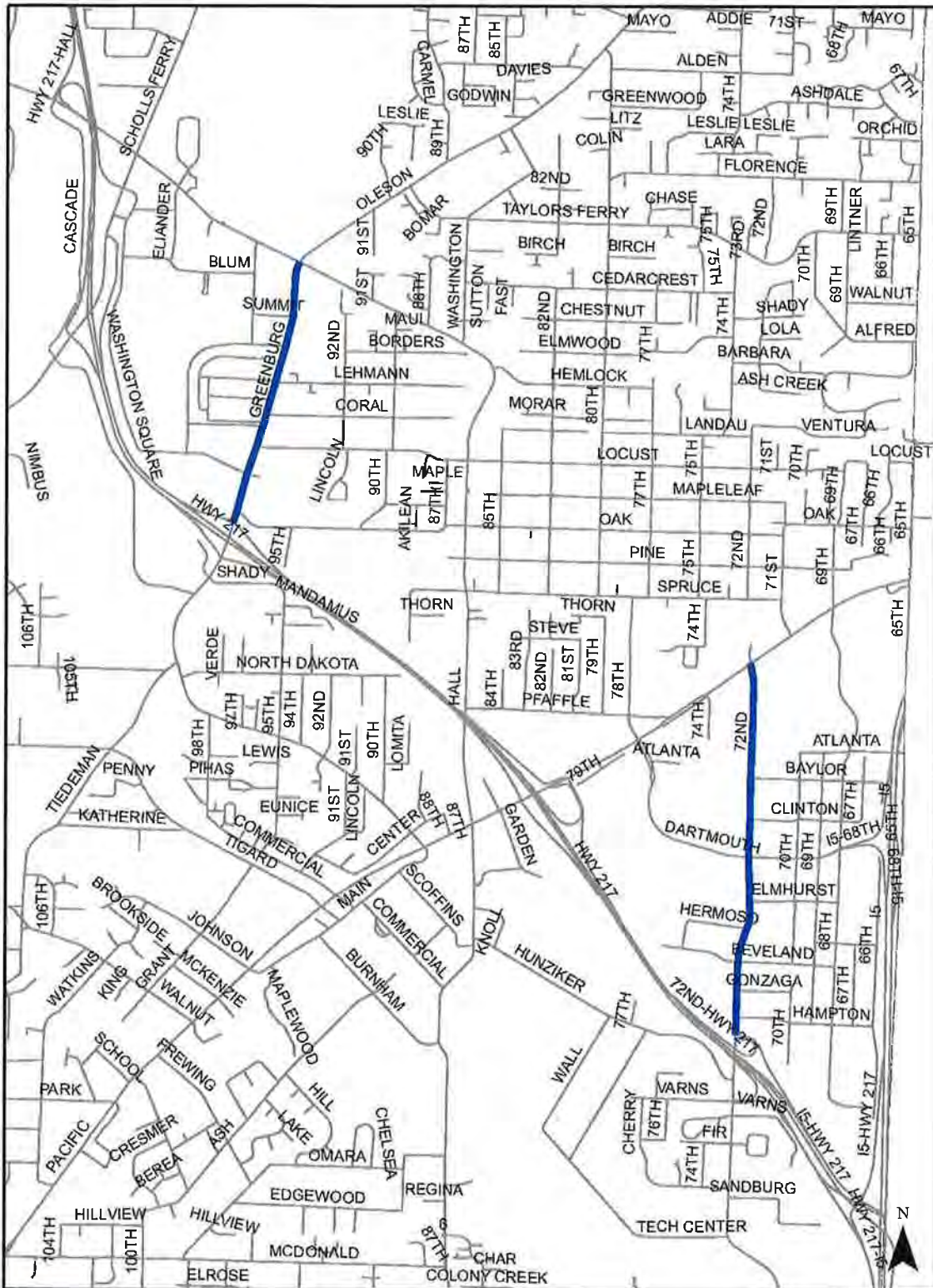
The 'Bicycle System' Map is amended as shown:



 Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Bicycle System' Map is amended as shown:



— Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Bicycle System' Map is amended as shown:



 Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



- Add Regular Bus
- Remove Frequent Bus
- Remove Frequent, Add Regular
- Remove Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



- Add Peak-Period Bus
- Add Regular Bus
- ☆☆☆ Remove Frequent Bus
- Remove Frequent, Add Regular

abcdef Proposed additions
~~abcdef~~ Proposed deletions

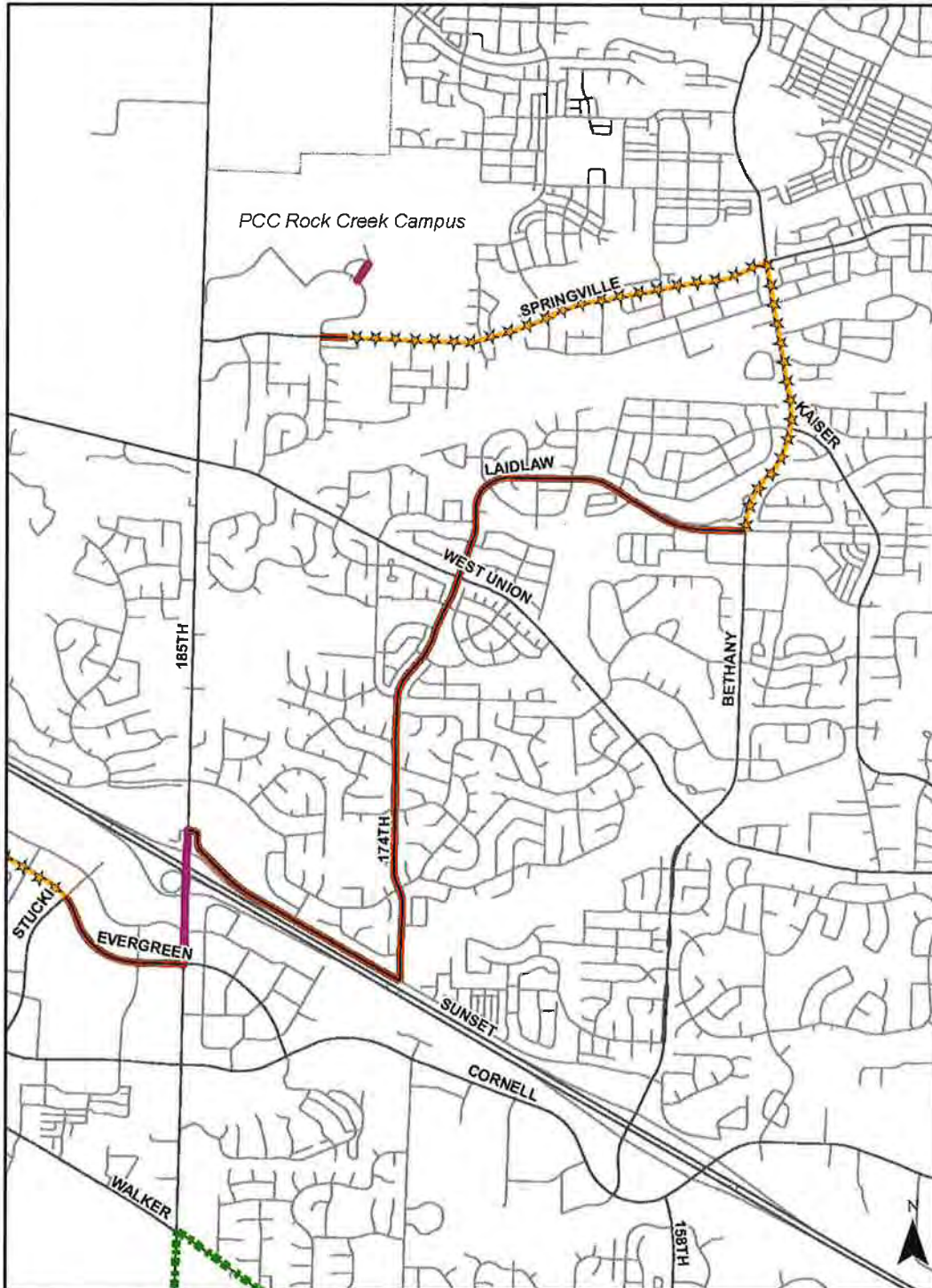
The 'Transit System' Map is amended as shown:



- Add Peak-Period Bus
- Add Regular Bus
- ☆☆☆ Remove Frequent Bus
- Remove Frequent, Add Regular

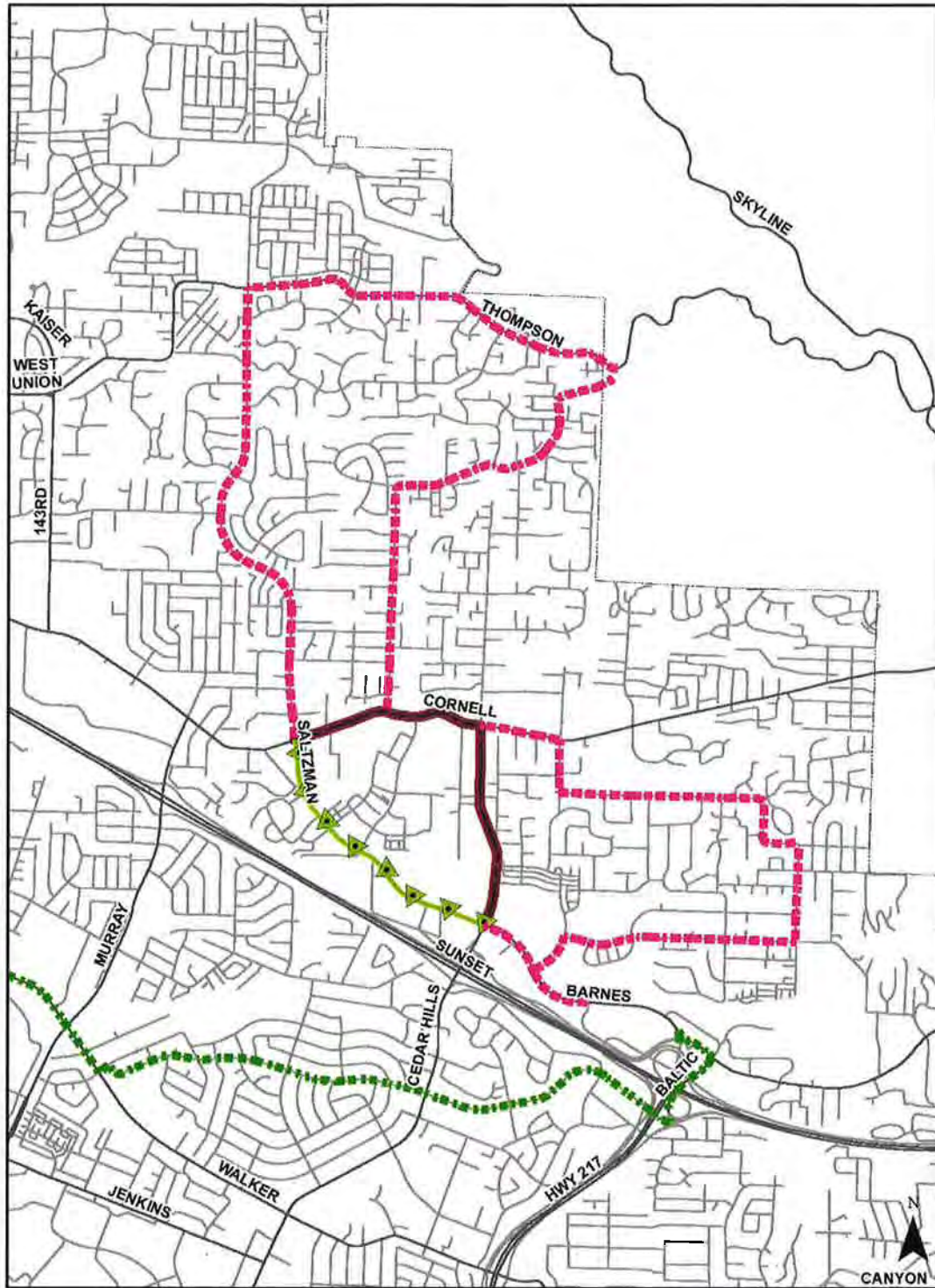
abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



- Add Peak-Period Bus
- Remove Peak-Period Bus
- Remove Regular, Add Frequent
- Remove Freq/Peak, Add Regular

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



— Add Regular Bus - - - - Remove Peak-Period Bus - - - - Remove Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



— Add Regular Bus - - - Remove Peak, Add Regular - - - Remove Peak-Period Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

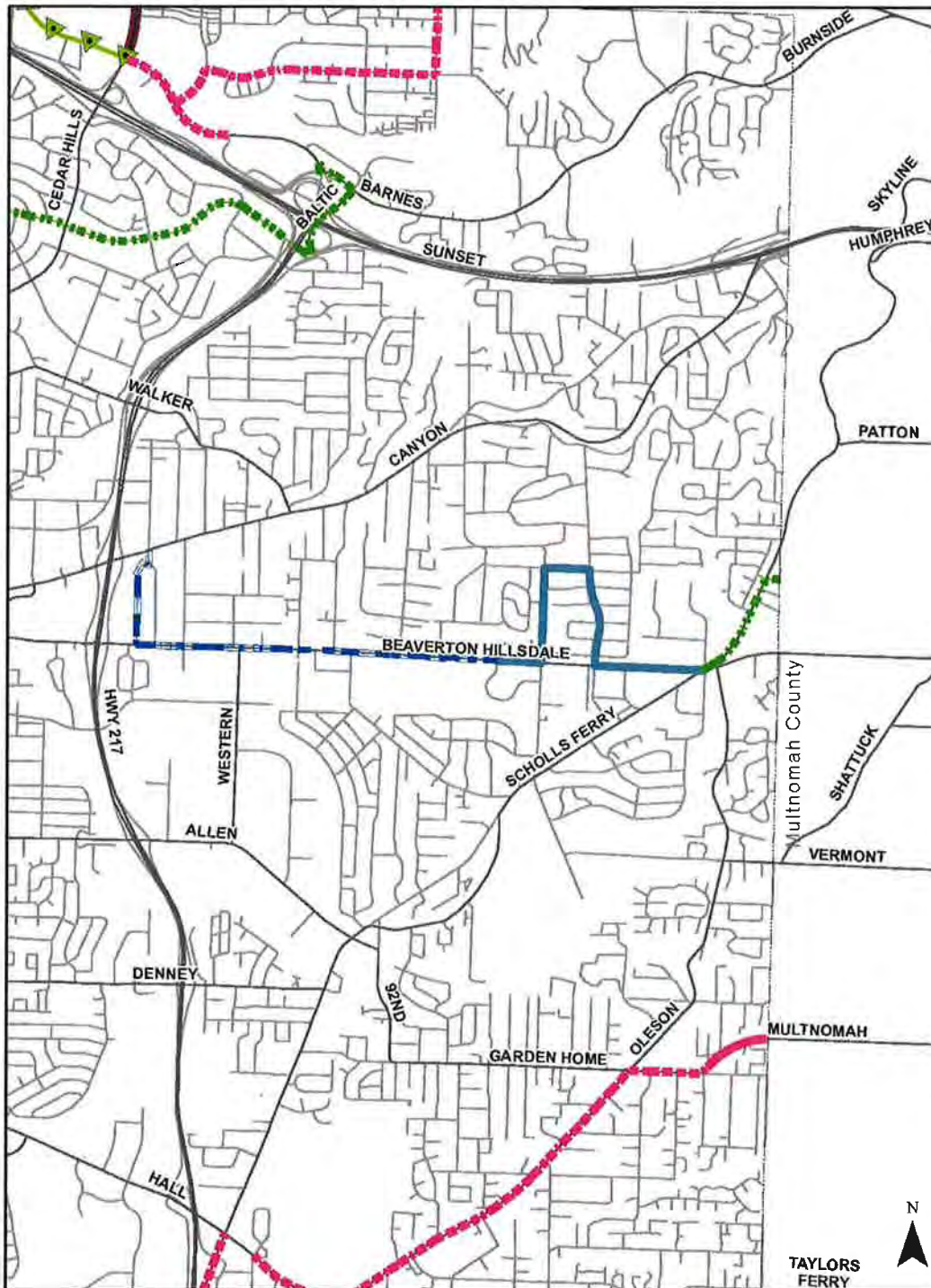
The 'Transit System' Map is amended as shown:



- Add Frequent Bus
 - - - - Remove Peak-Period Bus
▲ ▲ Remove Regular, Add Frequent
- - - - Add Peak-Period Bus
 - - - - Remove Regular Bus
— Remove Regular, Add Peak
- Add Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

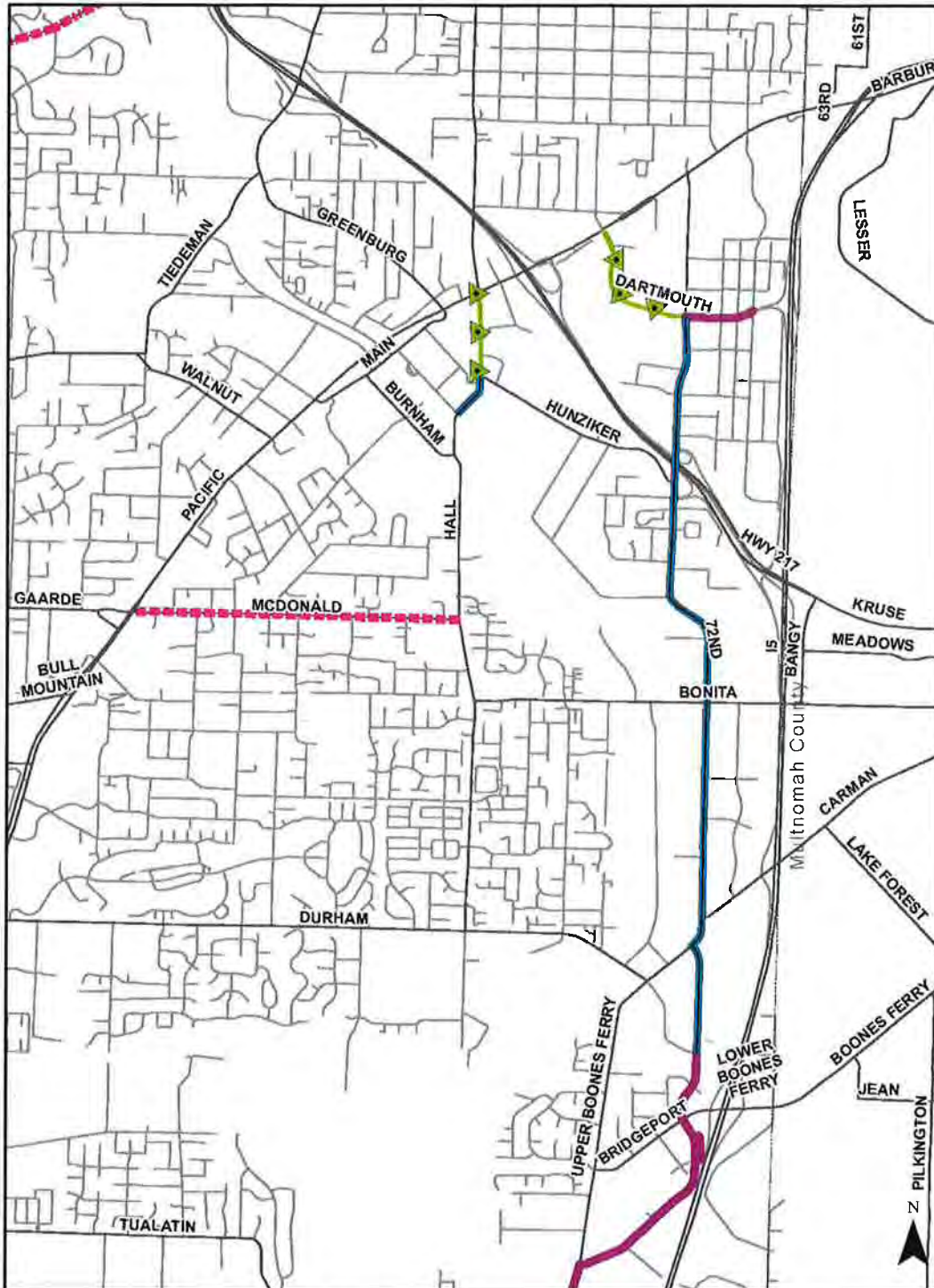
The 'Transit System' Map is amended as shown:



- | | | |
|-------------------------------|------------------------|------------------------------|
| Add Peak-Period Bus | Remove Peak-Period Bus | Remove Regular, Add Frequent |
| Remove Freq/Peak, Add Regular | Remove Regular Bus | Remove Regular, Add Peak |

abcdef Proposed additions
~~abcdef~~ Proposed deletions

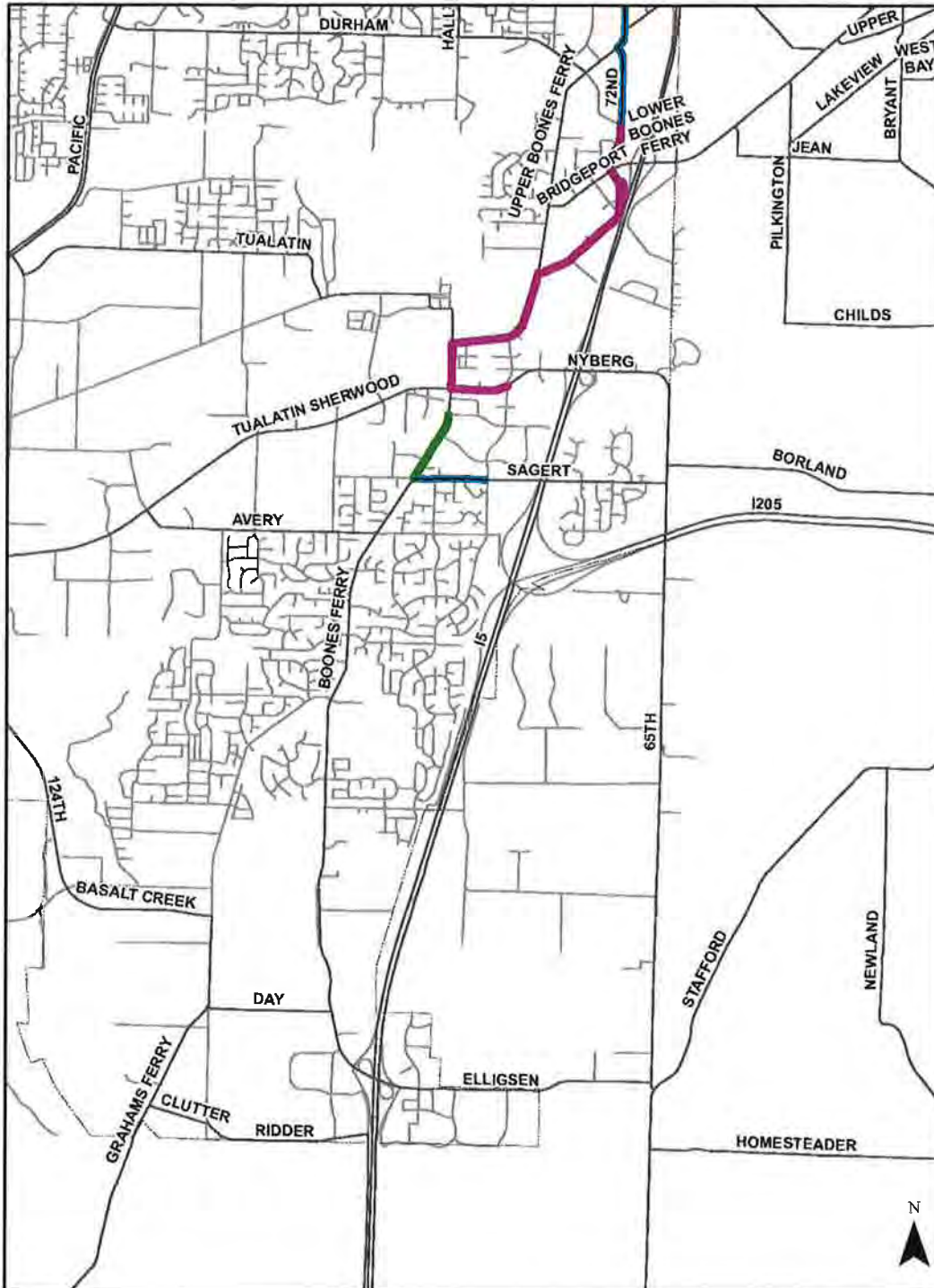
The 'Transit System' Map is amended as shown:



- Add Frequent Bus
- - - Remove Peak-Period Bus
- ▲ Remove Regular, Add Frequent
- Add Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



— Add Frequent Bus — Add Frequent/Regular — Add Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



-  Add as High Capacity Transit Study Corridor
-  Remove High Capacity Transit Study Corridor
-  Washington County Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



— Add InterRegional Busline - - - - Remove InterRegional Busline

abcdef Proposed additions
abcdef Proposed deletions

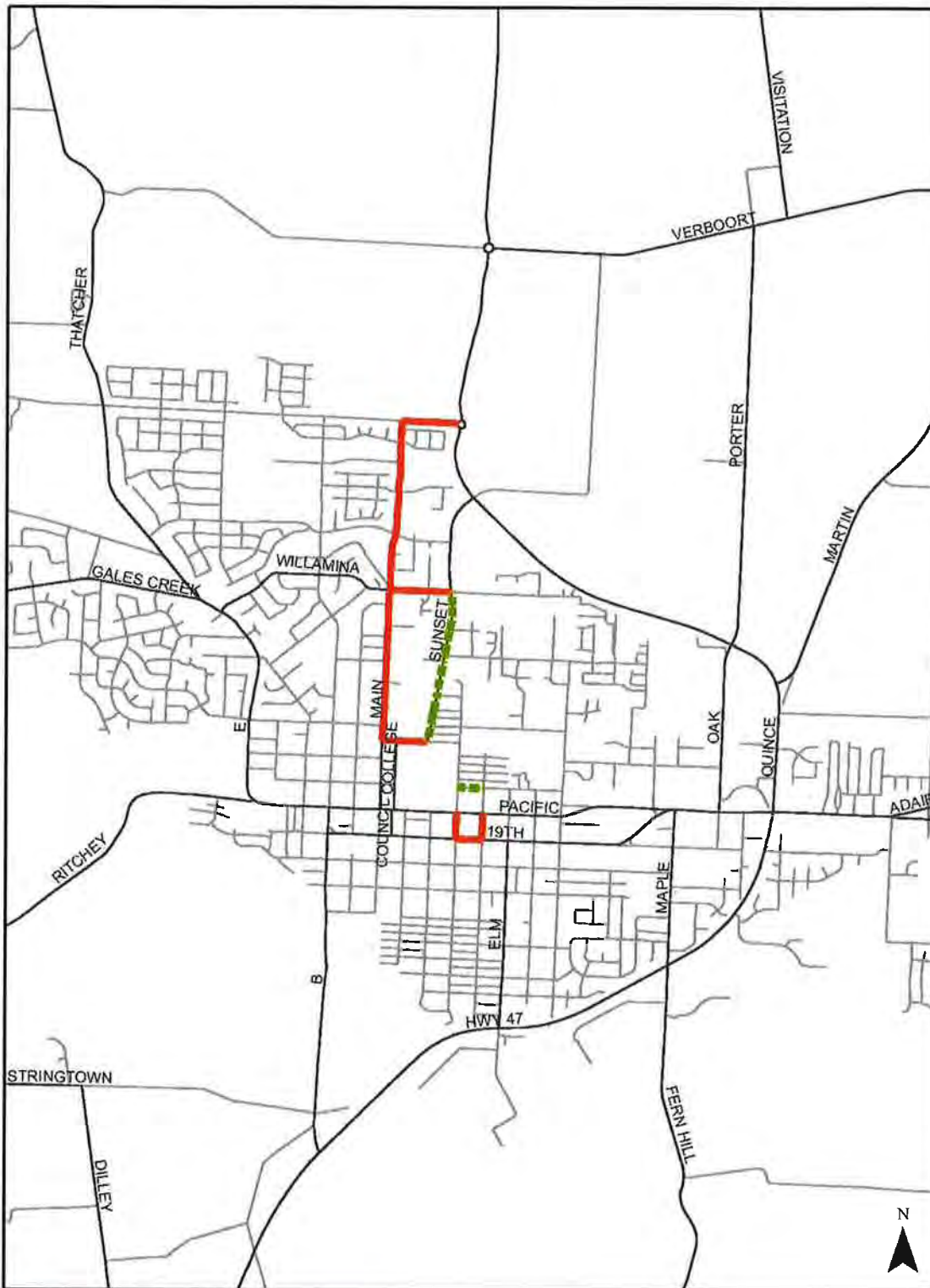
The 'Transit System' Map is amended as shown:



— Add InterRegional Busline - - - - Remove InterRegional Busline

abcdef Proposed additions
~~abcdef~~ Proposed deletions

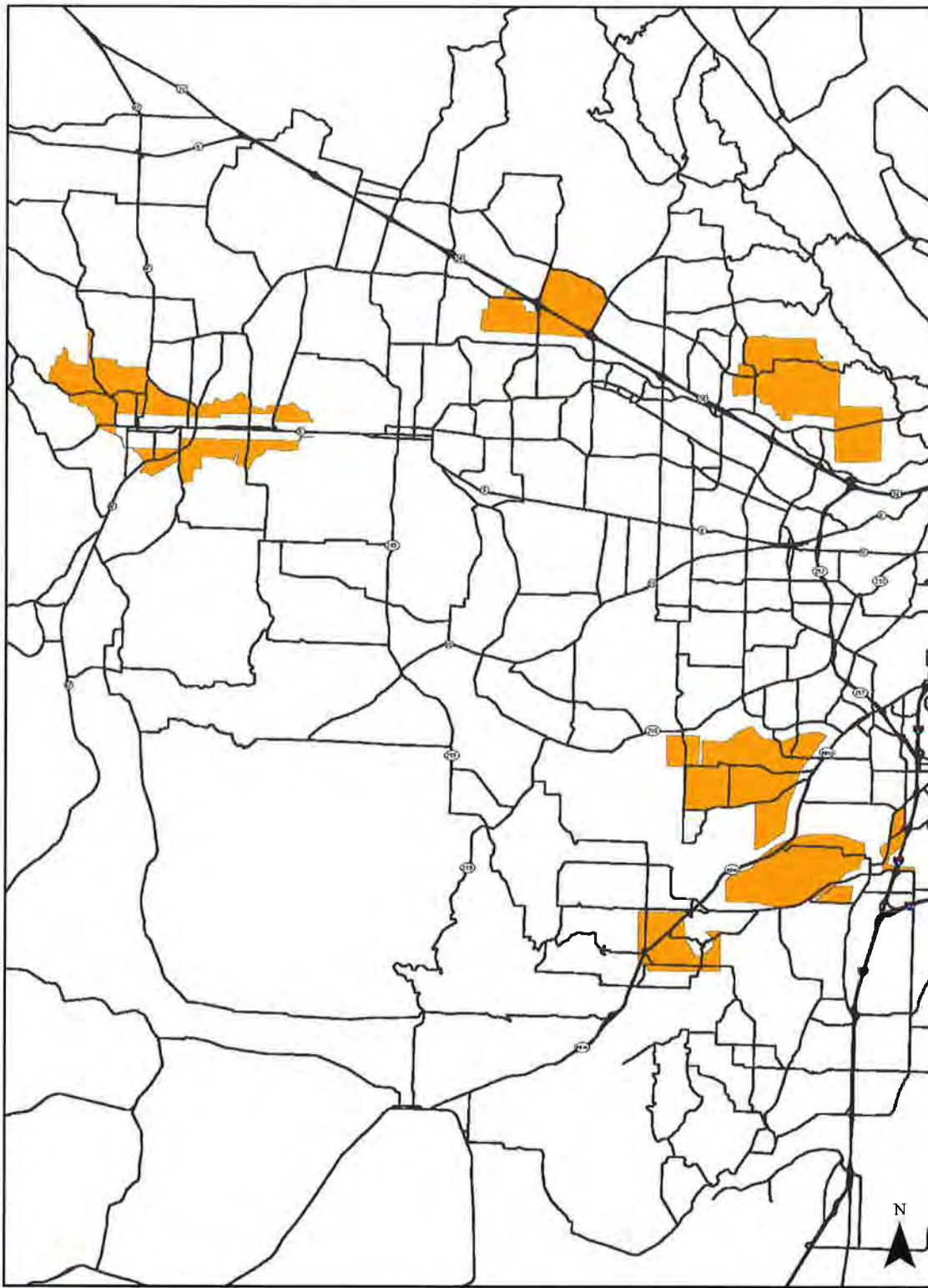
The 'Transit System' Map is amended as shown:




— Add InterRegional Busline - - - - - Remove InterRegional Busline

abcdef Proposed additions
~~abcdef~~ Proposed deletions

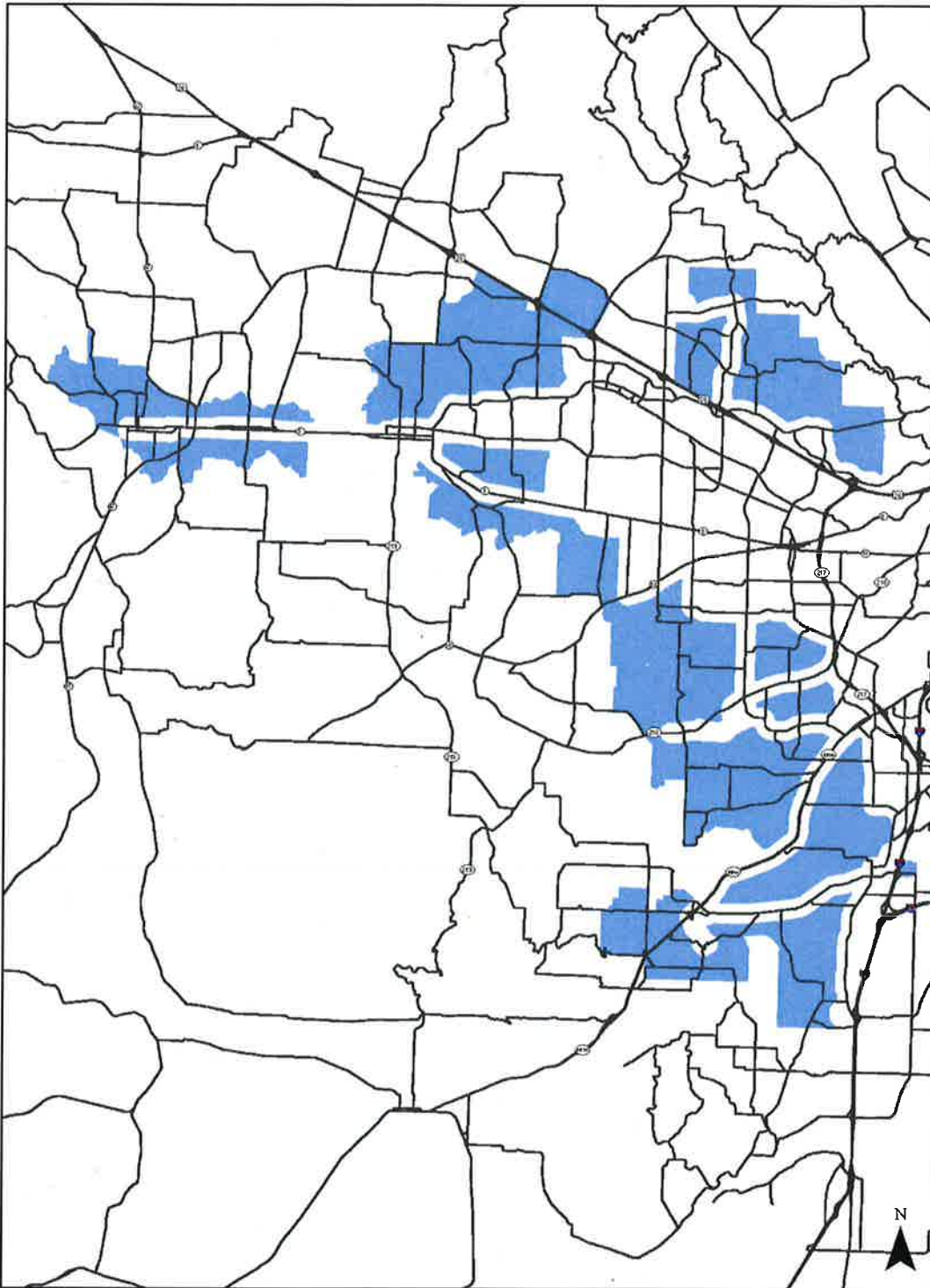
The 'Transit System' Map is amended as shown:



 Remove Community Connection Areas

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



 Add Community Connection Area

abcdef Proposed additions
~~abcdef~~ Proposed deletions

ACTIVE TRANSPORTATION

Pedestrian Element

Pedestrian System Classifications

Regional Trail Refinement Area

~~A Regional Trail Refinement Area is an area where a Regional Trail is planned conceptually but the specific alignment has not yet been determined. A feasibility study or master plan is necessary to determine the specific alignment. Before development may occur on land within a Regional Trail Refinement Area, in addition to other requirements, the development application must demonstrate how the Regional Trail will (at a minimum) not be precluded by the proposed development. Regional Trail Refinement Areas include:~~

- ~~▪ Turf-to-Surf Trail between Banks and Beaverton~~
- ~~▪ Council Creek Trail between Banks and Forest Grove and between Forest Grove and Hillsboro~~
- ~~▪ Cooper Mountain Trail~~
- ~~▪ River Terrace Trail~~
- ~~▪ Fanno Creek Greenway Trail between Bonita Road and the Tualatin River~~

Community Trail

Trail Refinement Area

A Trail Refinement Area is an area where a Regional or Community Trail is planned conceptually but the specific alignment has not yet been determined. A feasibility study or master plan is necessary to determine the specific alignment. Before development may occur on land within a Trail Refinement Area, in addition to other requirements, the development application must demonstrate how the Regional or Community Trail will (at a minimum) not be precluded by the proposed development.-Trail Refinement Areas include:

- Turf-to-Surf Trail between Banks and Beaverton
- Council Creek Trail between Banks and Forest Grove
- Cooper Mountain Trail
- River Terrace Trail
- Red Rock Greenway Trail across OR 217

Bicycle Element

Bicycle System Classification

~~Regional Trail Refinement Area~~

~~Regional Trail Refinement Areas~~ are defined in the Pedestrian Element.



WASHINGTON COUNTY OREGON

PROPOSED LAND USE ORDINANCE NO. 900 *Individual and General Notice 2024-01* *January 19, 2024*

The Washington County Planning Commission and Board of Commissioners will soon consider proposed **Ordinance No. 900**. Listed below is a description of the ordinance, hearing dates and other relevant information. If you have any questions about the ordinance, or if you would like additional information, please contact Long Range Planning at 503-846-3519 or lutplan@washingtoncountyor.gov.

ORDINANCE PURPOSE AND SUMMARY:

Ordinance No. 900 proposes to amend the Transportation System Plan (TSP) to incorporate general map and text changes for consistency with ongoing transportation planning efforts. Many of the amendments are proposed for consistency with transportation plan updates adopted by cities. The amendments also establish the alignment of the Council Creek Regional Trail and include changes to the transit system map for consistency with recent transit service provider plans.

Who is Affected

Property owners and travelers within Washington County.

What Land is Affected

Land within Washington County.

PUBLIC HEARING INFORMATION:

Hearings are scheduled for the dates and times below. For information about the meetings and how to testify, please see the following webpages or call 503-846-3519.

Planning Commission: <https://www.washingtoncountyor.gov/lut/planning/planning-commission>

Board of Commissioners: <https://washingtoncounty.civicweb.net/Portal>

Planning Commission

6:30 p.m.

Feb. 21, 2024

Board of Commissioners

10 a.m.

April 2, 2024

**Planning Commission and Board meetings are hybrid
(in person and virtually on Zoom).**

In person hearings are in the auditorium of the
Charles D. Cameron Public Services Building, 155 N. First Ave., Hillsboro

**Department of Land Use & Transportation
Planning and Development Services • Long Range Planning**

155 N First Ave, Suite 350, MS14, Hillsboro, OR 97124-3072

phone: 503-846-3519 | www.washingtoncountyor.gov/lut | lutplan@washingtoncountyor.gov

At its April 2, 2024, public hearing, the Board may choose to adopt the ordinance, make changes to it, continue the hearing to a future date, or reject the ordinance. If adopted (date), it would become effective May 2, 2024.

KEY PROVISIONS:

- Map amendments to the Washington County TSP for consistency with ongoing transportation planning efforts.
- Text adjustments related to map changes.

AFFECTED LAND USE PLANNING DOCUMENTS:

Transportation System Plan

- Roadway System Element Maps, including Functional Classification Map, and Lane Numbers Map. Removal of two refinement areas where planning has been completed.
 - Active Transportation Element, including the Pedestrian Element Map, Bicycle Element Map and Transit Element Map. Adjustments to several refinement areas, including the removal of two trail refinement areas where trail planning has been completed and the specific alignment identified.
-

HOW TO SUBMIT COMMENTS:

Washington County is committed to broad community engagement and transparency of government. **Advance registration is recommended when providing testimony via Zoom on agenda items or additional communication at designated times.**

For Planning Commission registration and contact information, please visit the Planning Commission webpage: <https://www.washingtoncountyor.gov/lut/planning/planning-commission>

For Board registration instructions and contact information, please visit the How to Testify webpage: [Board of County Commissioners \(BCC\) | Washington County, OR \(washingtoncountyor.gov\)](https://www.washingtoncountyor.gov/board/board-commissioners)

Staff Contact

Steve Kelley, Senior Planner, stevel_kelley@washingtoncountyor.gov, 503-846-3764

The ordinance is available for review on the Land Use Ordinances webpage: [Land Use Ordinances in Progress | Washington County, OR \(washingtoncountyor.gov\)](https://www.washingtoncountyor.gov/land-use-ordinances)

The ordinance will be available for review at the following locations:

- Department of Land Use & Transportation
- Cedar Mill Community Library and Tigard Public Library
- Community Participation Organizations (CPOs), call 503-846-6288

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR WASHINGTON COUNTY, OREGON

ORDINANCE 900

An Ordinance Amending the
Transportation System Plan Element of the
Comprehensive Plan Relating to General
Updates

The Board of County Commissioners of Washington County, Oregon ("Board")
ordains as follows:

SECTION 1

A. The Board recognizes that the Transportation System Plan Element of the
Comprehensive Plan (Volume XV) was adopted on October 25, 1988, by way of Ordinance
Nos. 332 and 333, and subsequently amended by Ordinance Nos. 343, 382, 409, 419, 426,
432, 450, 463, 470, 471, 473, 474, 480, 483-485, 493, 494, 503, 515, 526, 537, 542, 546, 552,
556, 588, 601, 609, 611, 626, 627, 631, 642, 649, 663, 674, 683, 712, 713, 717, 718, 730, 739,
744, 749, 750, 760, 767 768, 775, 783, 789, 790, 799, 802, 805, 814, 816, 834, 844, 851, and
881.

B. As part of its ongoing planning efforts including review of current policy and
plan, existing conditions, and possible future expansions, Washington County has determined
there is a need to update the Transportation System Plan to provide direction, identify needs, and
address transportation-related issues. The Board takes note that such changes are for the health,
welfare, and benefit of the residents of Washington County, Oregon.

C. Under the provisions of Washington County Charter Chapter X, the Department
of Land Use and Transportation has carried out its responsibilities, including preparation of

1 notices, and the County Planning Commission has conducted one or more public hearings on the
2 proposed amendments and has submitted its recommendations to the Board. The Board finds that
3 this Ordinance is based on those recommendations and any modifications made by the Board are
4 a result of the public hearings process.

5 D. The Board finds and takes public notice that it is in receipt of all matters and
6 information necessary to consider this Ordinance in an adequate manner, and finds that this
7 Ordinance complies with the Statewide Planning Goals, the standards for legislative plan
8 adoption as set forth in Chapters 197 and 215 of the Oregon Revised Statutes, the Washington
9 County Charter, the Washington County Transportation System Plan, and the Washington
10 County Comprehensive Plan.

11 SECTION 2

12 The following Exhibits, attached and incorporated herein by reference, are hereby
13 adopted as amendments to the following document:

14 A. Exhibit 1 (21 pages) – Roadway Element of the Transportation System Plan and
15 Maps:

- 16 1. 'Functional Classification' Map;
- 17 2. 'Lane Numbers' Map;
- 18 3. 'Lane Numbers and Right-of-Way Protection' and 'Refinement Areas' Text.

19 B. Exhibit 2 (36 pages) – Active Transportation Element of the Transportation
20 System Plan and maps:

- 21 1. 'Pedestrian System' Map;
- 22 2. 'Bicycle System' Map;

1 3. 'Transit System' Map; and

2 4. 'Trail Refinement Areas' Text.

3 SECTION 3

4 All other Comprehensive Plan provisions that have been adopted by prior ordinance,
5 which are not expressly amended or repealed herein, shall remain in full force and effect.

6 SECTION 4

7 All applications received prior to the effective date shall be processed in accordance with
8 ORS 215.427.

9 SECTION 5

10 If any portion of this Ordinance, including the exhibits, shall for any reason be held
11 invalid or unconstitutional by a body of competent jurisdiction, the remainder shall not be
12 affected thereby and shall remain in full force and effect.

13 SECTION 6

14 The Office of County Counsel and Department of Land Use and Transportation are
15 authorized to prepare planning documents to reflect the changes adopted under Section 2 of this
16 Ordinance, including deleting and adding textual material and maps, renumbering pages or
17 sections, and making any technical changes not affecting the substance of these amendments as
18 necessary to conform to the Washington County Comprehensive Plan format.

19 ///

20 ///

21 ///

22 ///

1 SECTION 7

2 This Ordinance shall take effect 30 days after adoption.

3 ENACTED this ____ day of _____, 2024, being the _____ reading and
4 _____ public hearing before the Board of County Commissioners of Washington County,
5 Oregon.

6
7 OREGON

BOARD OF COUNTY COMMISSIONERS
FOR WASHINGTON COUNTY,

8
9 _____
10 CHAIR KATHRYN HARRINGTON

11 _____
12 RECORDING SECRETARY

13 READING

PUBLIC HEARING

14 First _____
15 Second _____
16 Third _____
17 Fourth _____
18 Fifth _____

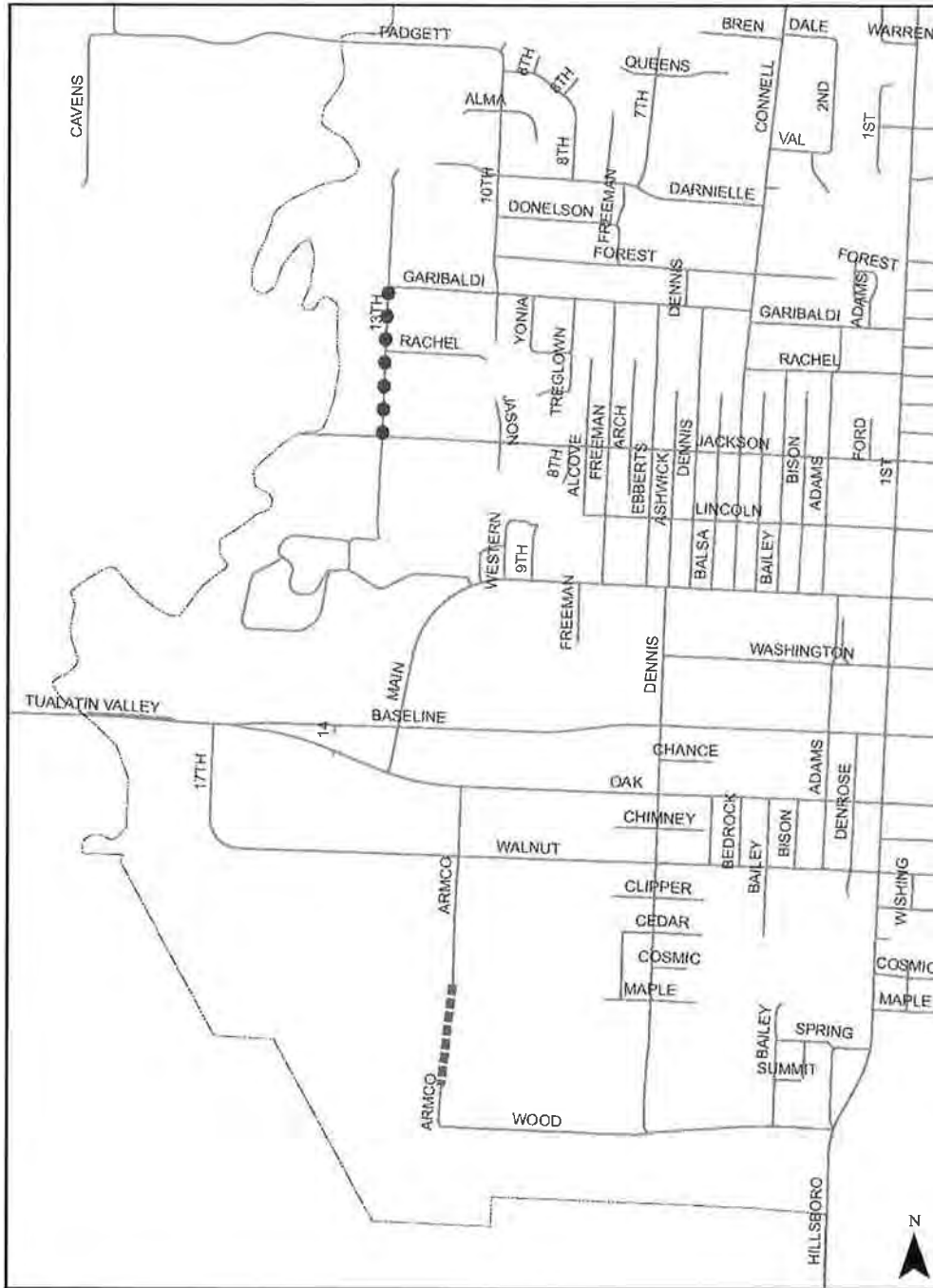
19 First _____
20 Second _____
21 Third _____
22 Fourth _____
Fifth _____

VOTE: *Aye:* _____
Recording Secretary: _____

Nay: _____
Date: _____

The Roadway Element of the TRANSPORTATION SYSTEM PLAN is amended to reflect the following:

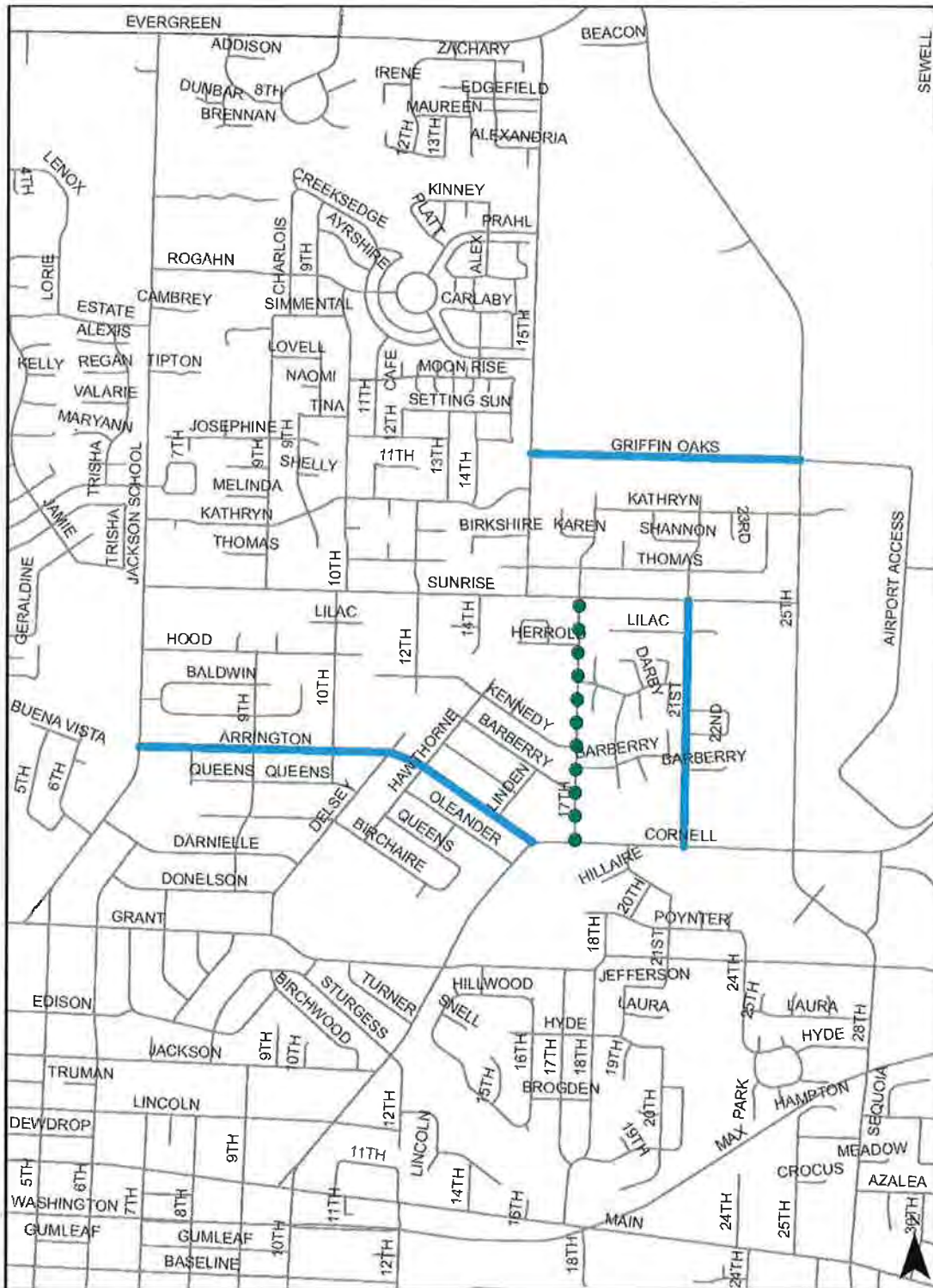
The 'Functional Classification' Map is amended as shown:



- ● ● Change from Collector to Neighborhood Route
- ■ ■ ■ Remove Proposed Extension
- - - - Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

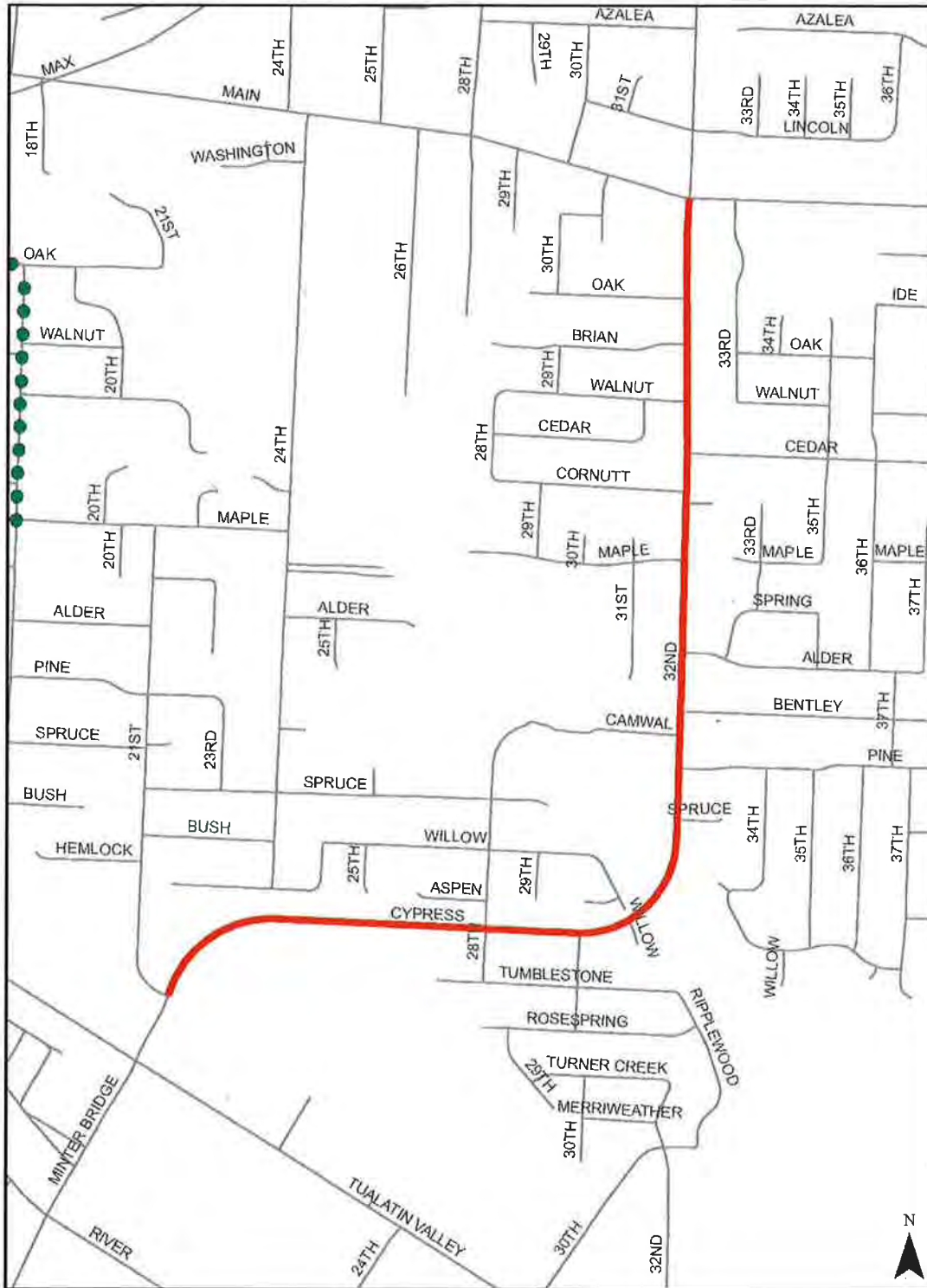
The 'Functional Classification' Map is amended as shown:



- ● ● Change from Collector to Neighborhood Route
- Change from Neighborhood Route to Collector
- - - Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

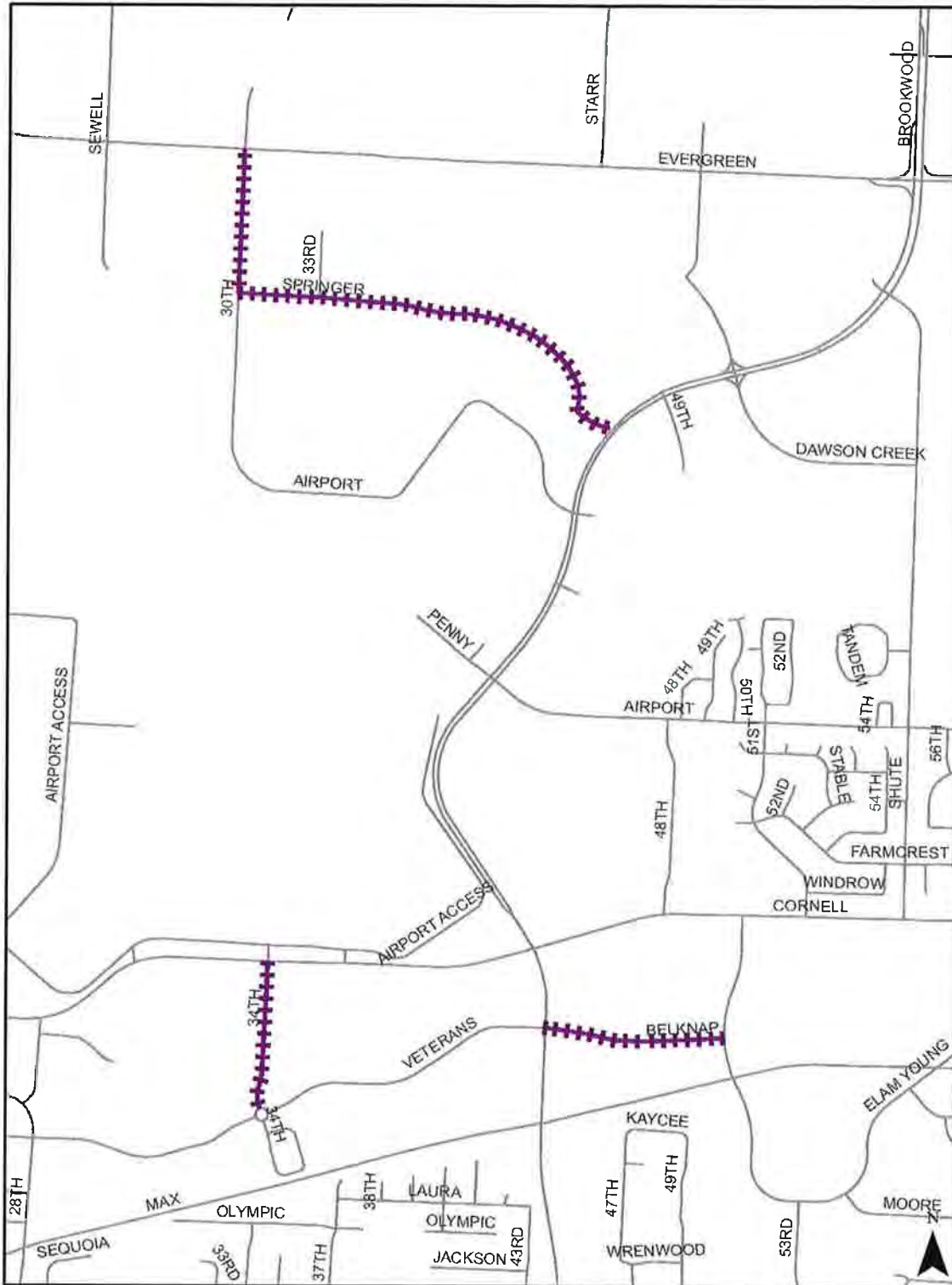
The 'Functional Classification' Map is amended as shown:



— Change from Proposed Arterial to Proposed Collector ●●● Change from Collector to Neighborhood Route

abcdef Proposed additions
~~abcdef~~ Proposed deletions

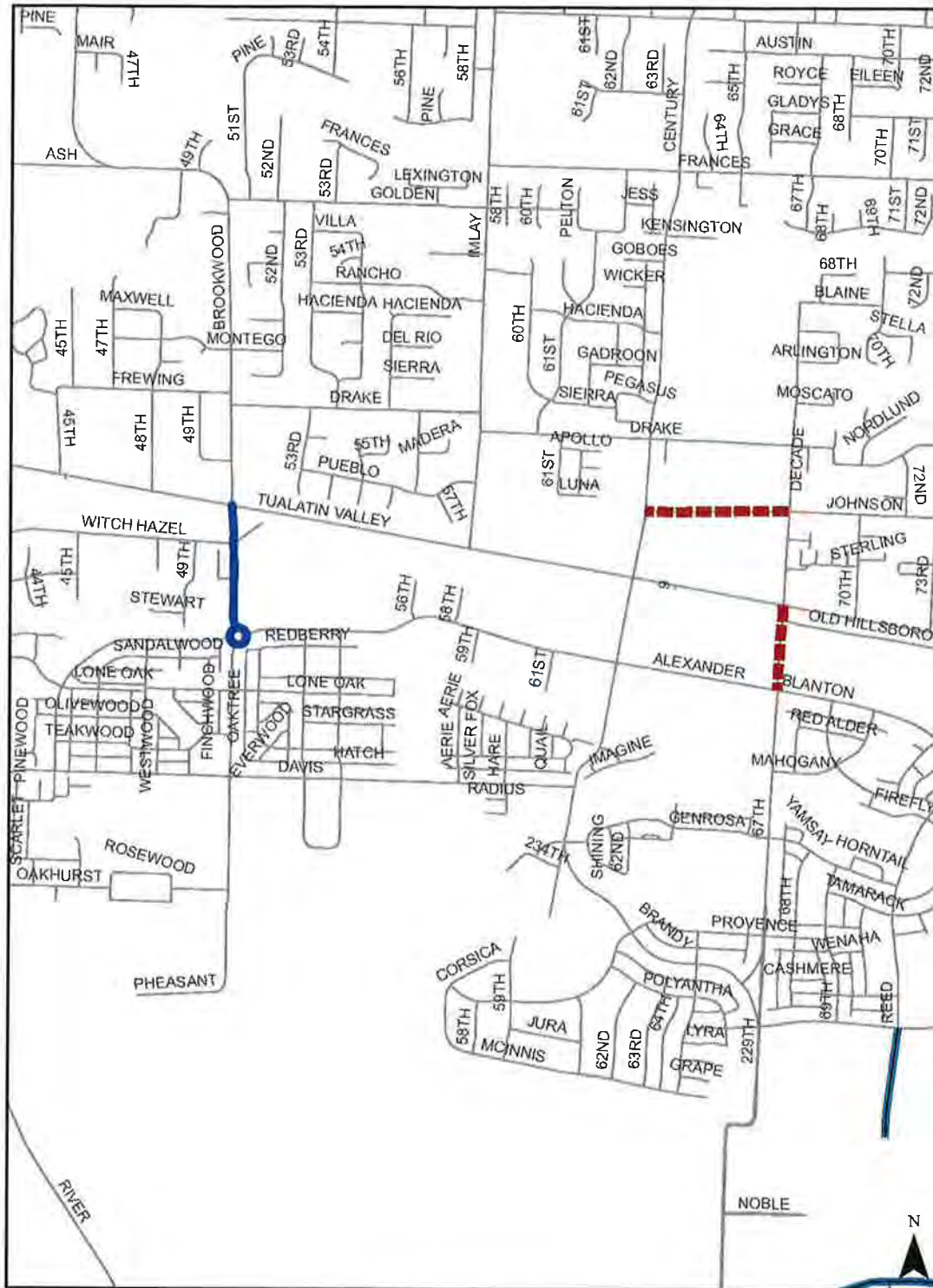
The 'Functional Classification' Map is amended as shown:



++++ Change from Local to Collector

abcdef Proposed additions
abcdef Proposed deletions

The 'Functional Classification' Map is amended as shown:



- Add Neighborhood Route
- - - Change from Collector to Local
- Change from Collector to Arterial

abcdef Proposed additions
~~abcdef~~ Proposed deletions

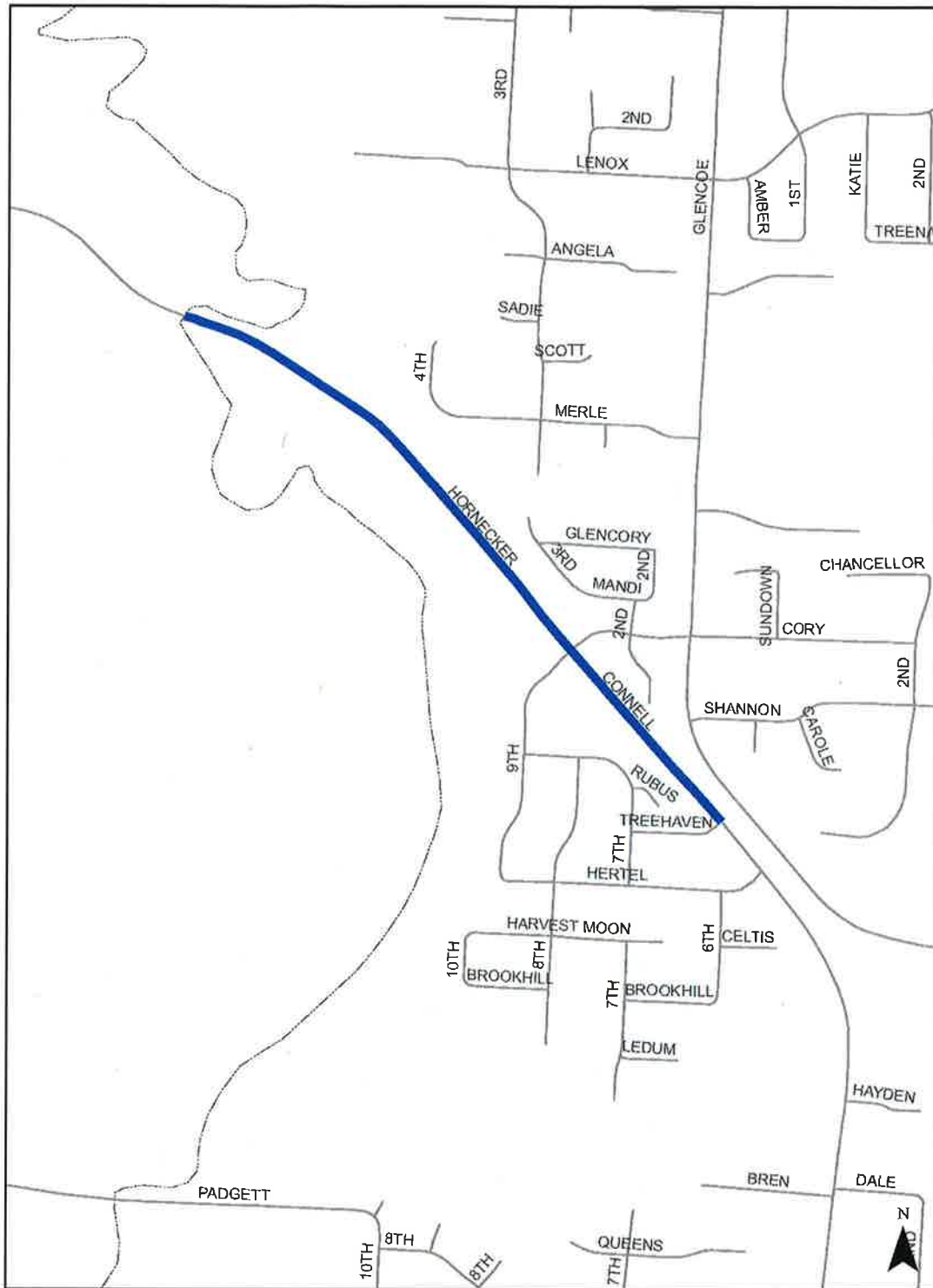
The 'Functional Classification' Map is amended as shown:



- Change from Neighborhood Route to Local
- Change from Proposed Arterial to Proposed Collector
- Change from Collector to Neighborhood Route
- - - Change from Local to Collector
- - - Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Lane Numbers' Map is amended as shown:

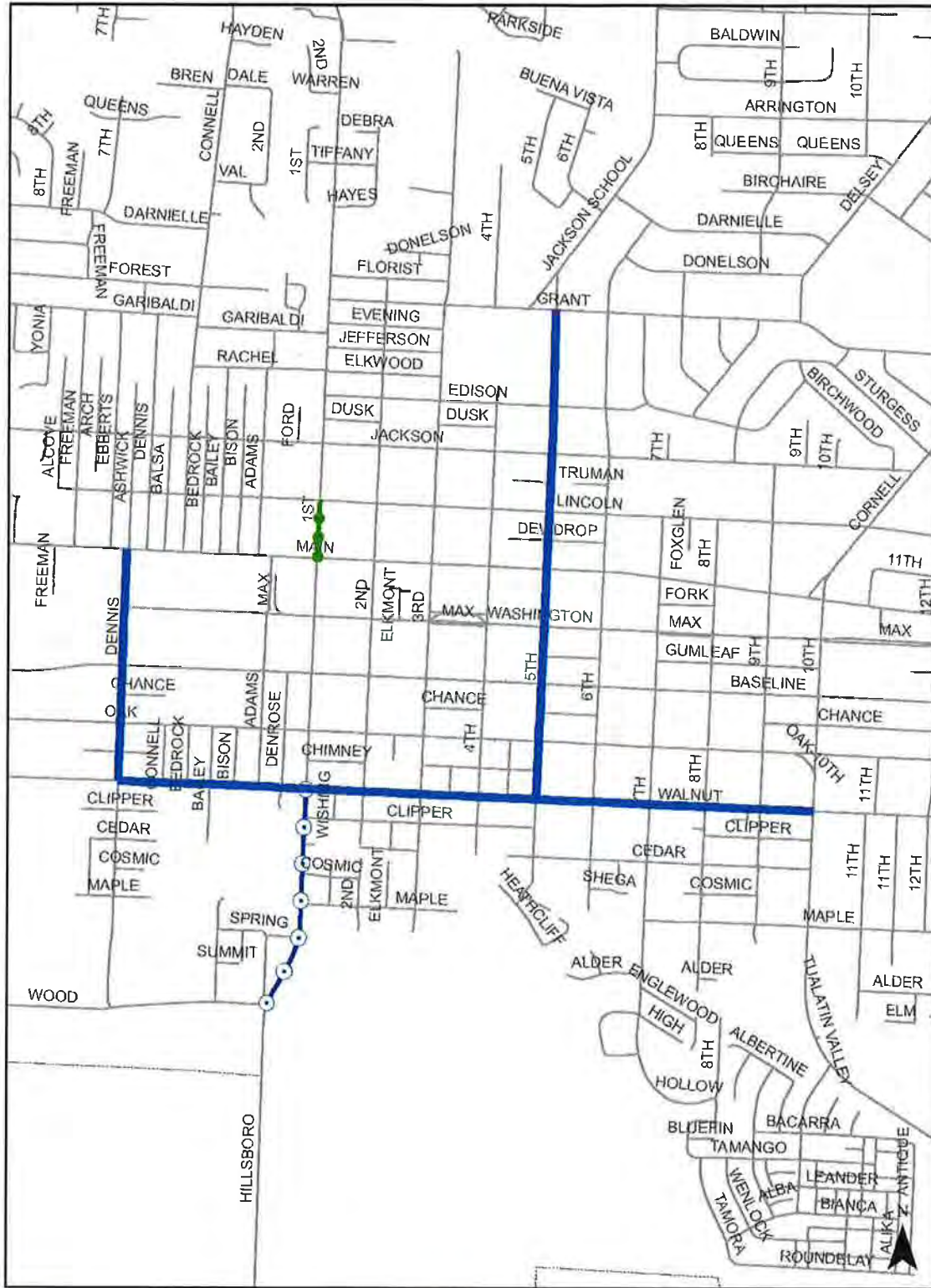


Path: J:\GISDATA\User'sDoria\MGIS_maps_temp\STAFF\RP2023\TSP\TSP_Lanes.mxd 09/26/2023

- Change from 2/3 Lanes to 2 Lanes
- Urban Growth Boundary

abcdef Proposed additions
abcdef Proposed deletions

The 'Lane Numbers' Map is amended as shown:

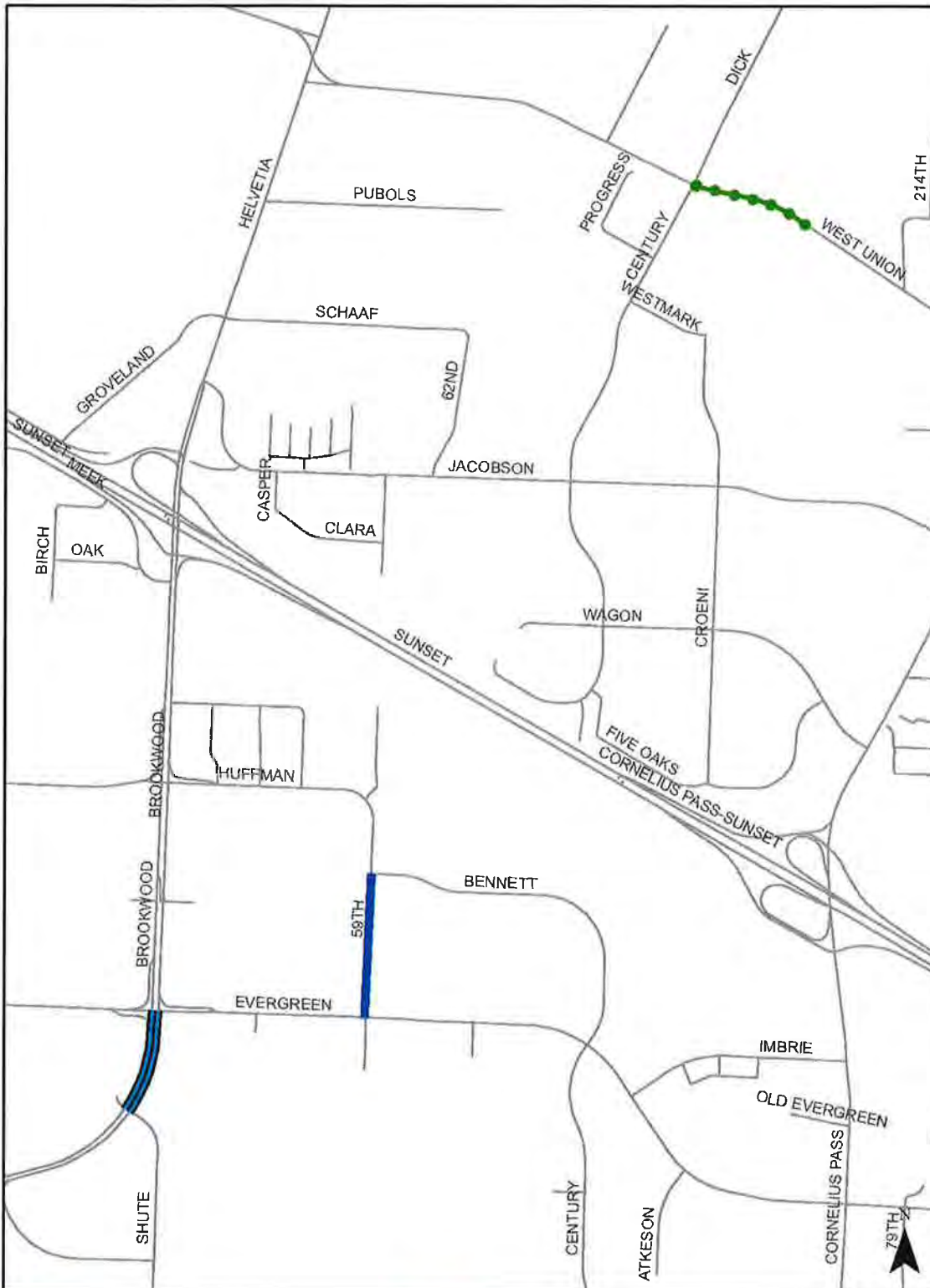


Path: J:\GISDATA\Users\Doria\GIS_maps_temp\STAFF\RPV2023\1\SPATSP_Lanes.mxd 09/26/2023

- Change from 2/3 Lanes to 2 Lanes
- Change from 4/5 Lanes to 2/3 Lanes
- Change from 2/3 Lanes to 4/5 Lanes
- Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Lane Numbers' Map is amended as shown:



-  Change from 2/3 Lanes to 2 Lanes
-  Change from 4/5 Lanes to 6/7 Lanes
-  Change from 2/3 Lanes to 4/5 Lanes

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Lane Numbers' Map is amended as shown:



----- Change from 2 Lanes to 2/3 Lanes == Change from 4/5 Lanes to 6/7 Lanes

abcdef Proposed additions
abedef Proposed deletions

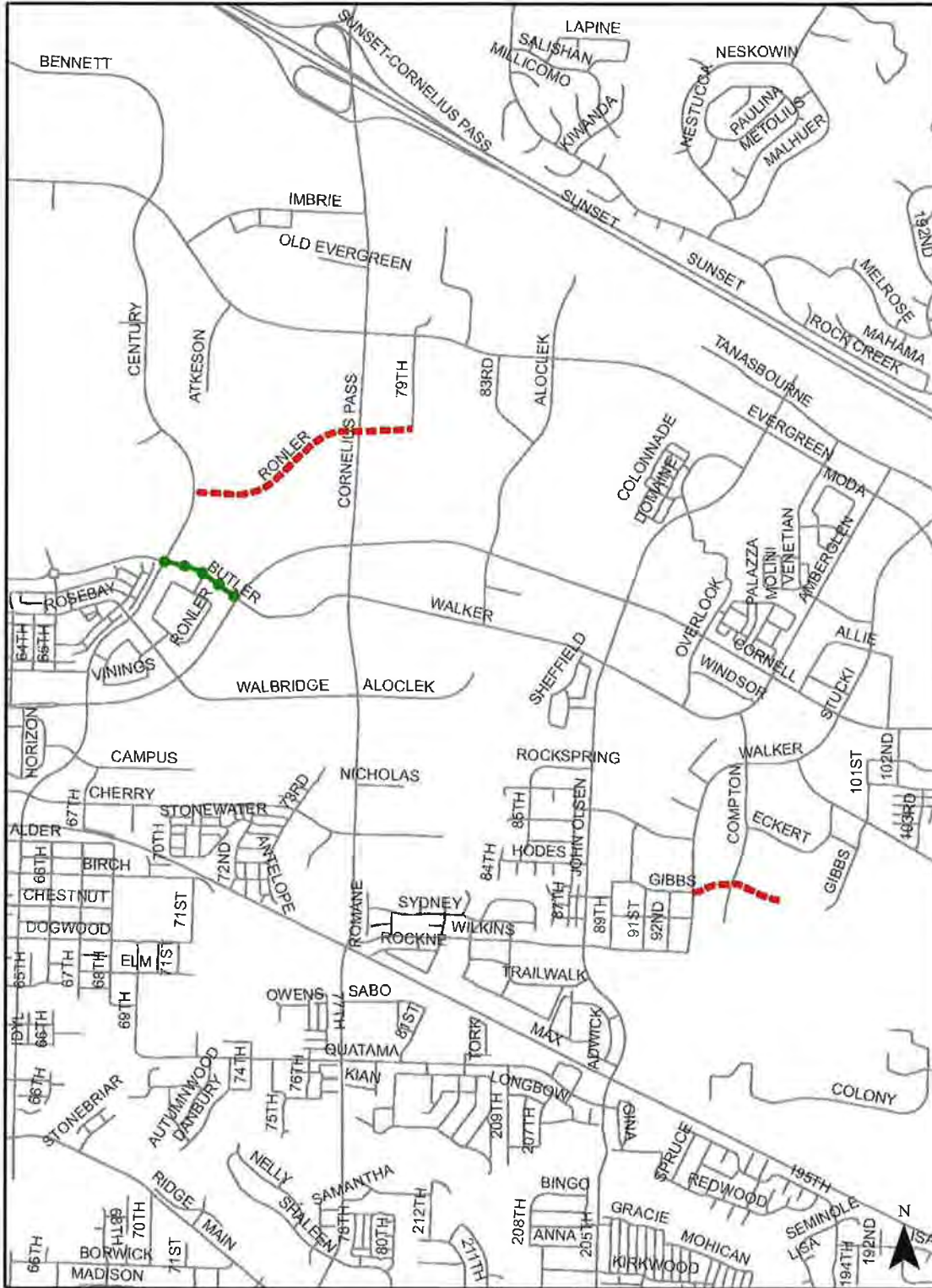
The 'Lane Numbers' Map is amended as shown:



----- Change from 2 Lanes to 2/3 Lanes
----- Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

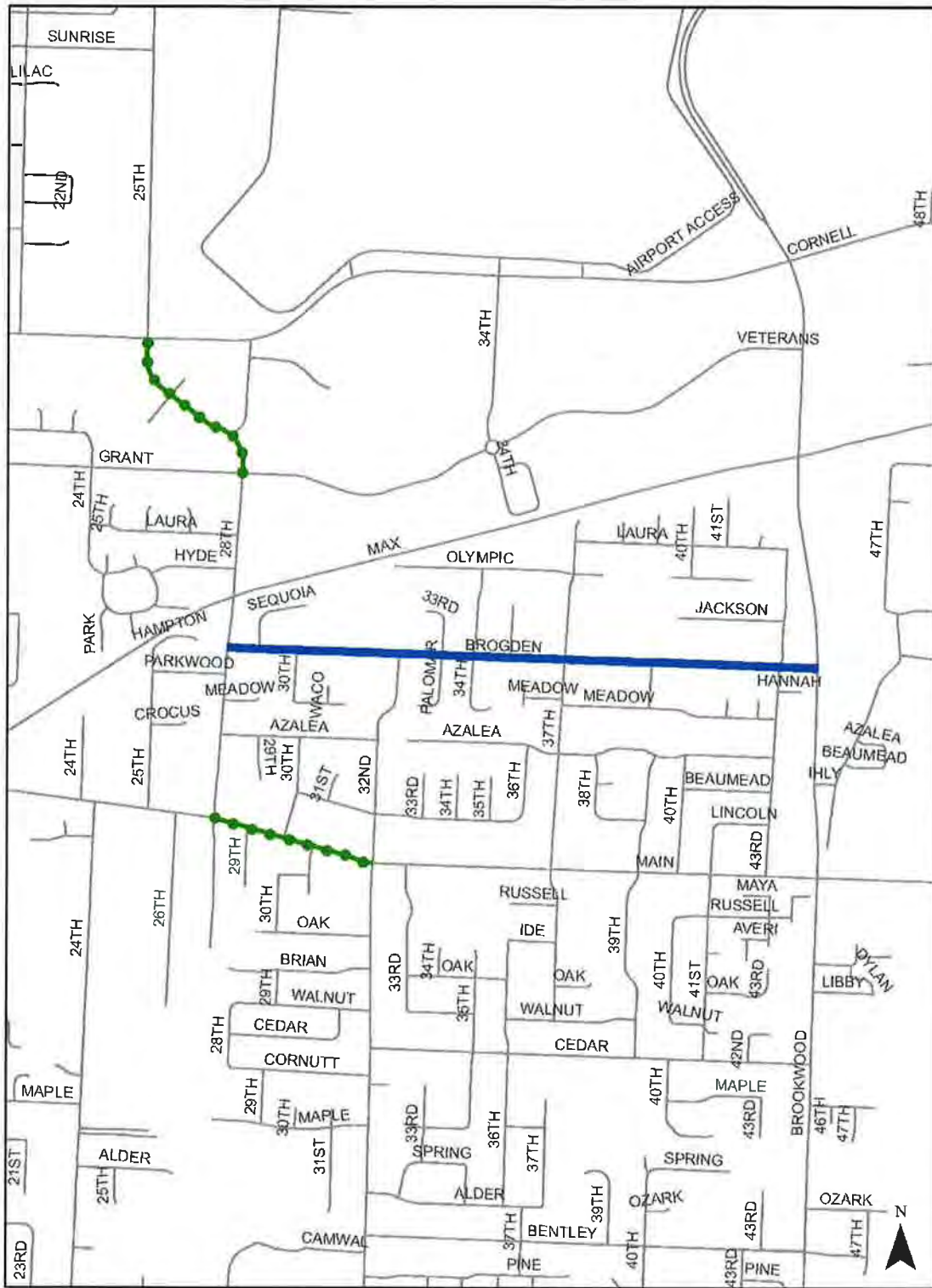
The 'Lane Numbers' Map is amended as shown:



----- Change from 2 Lanes to 2/3 Lanes - - - - - Change from 2/3 Lanes to 4/5 Lanes

abcdef Proposed additions
abedef Proposed deletions

The 'Lane Numbers' Map is amended as shown:

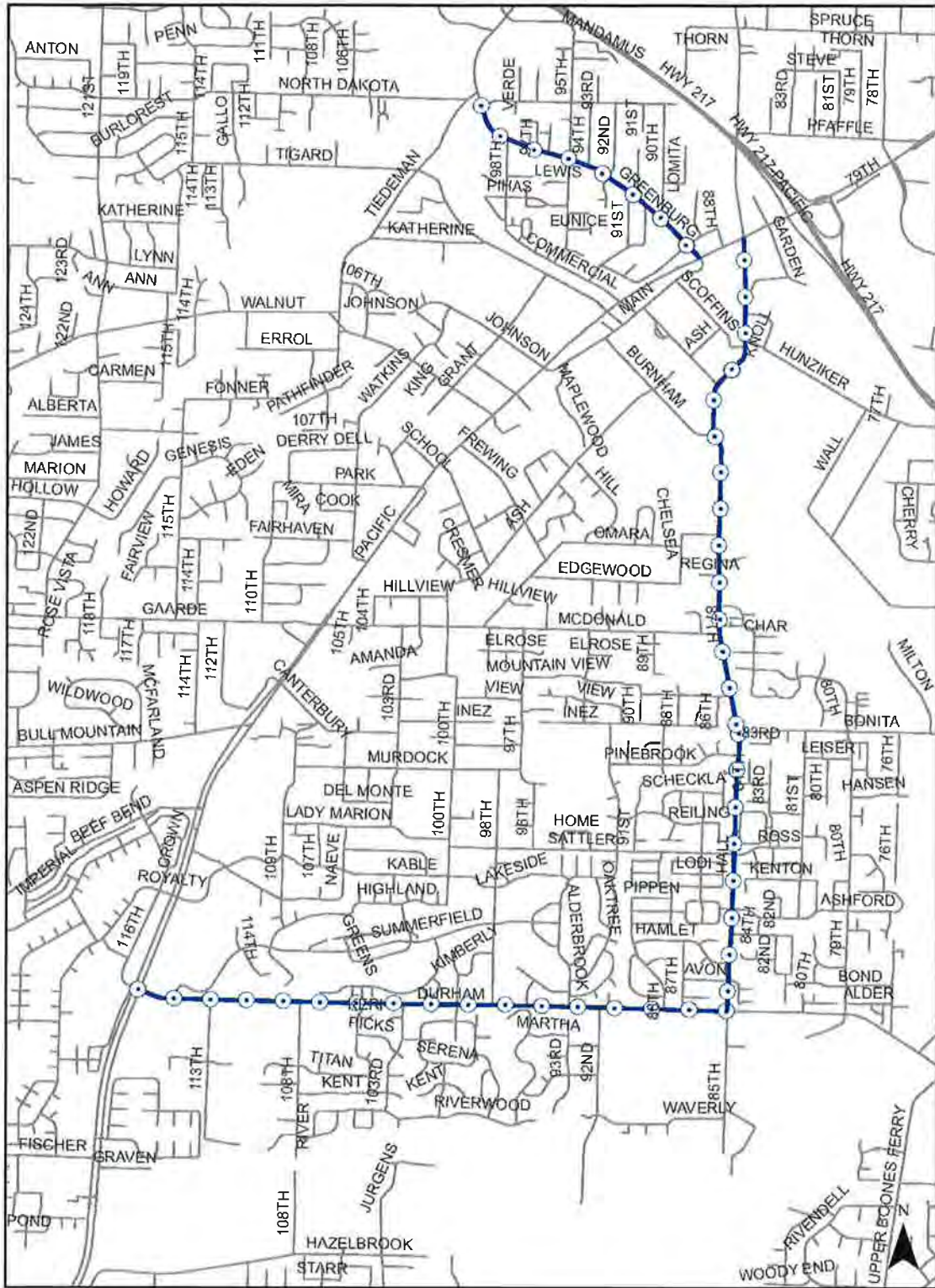


Path: J:\GISDATA\Users\Doria\MGIS_maps_temp\STAFF\LRP\2023\TSATSP_Lanes.mxd 09/26/2023

 Change from 2/3 Lanes to 2 Lanes  Change from 2/3 Lanes to 4/5 Lanes

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Lane Numbers' Map is amended as shown:

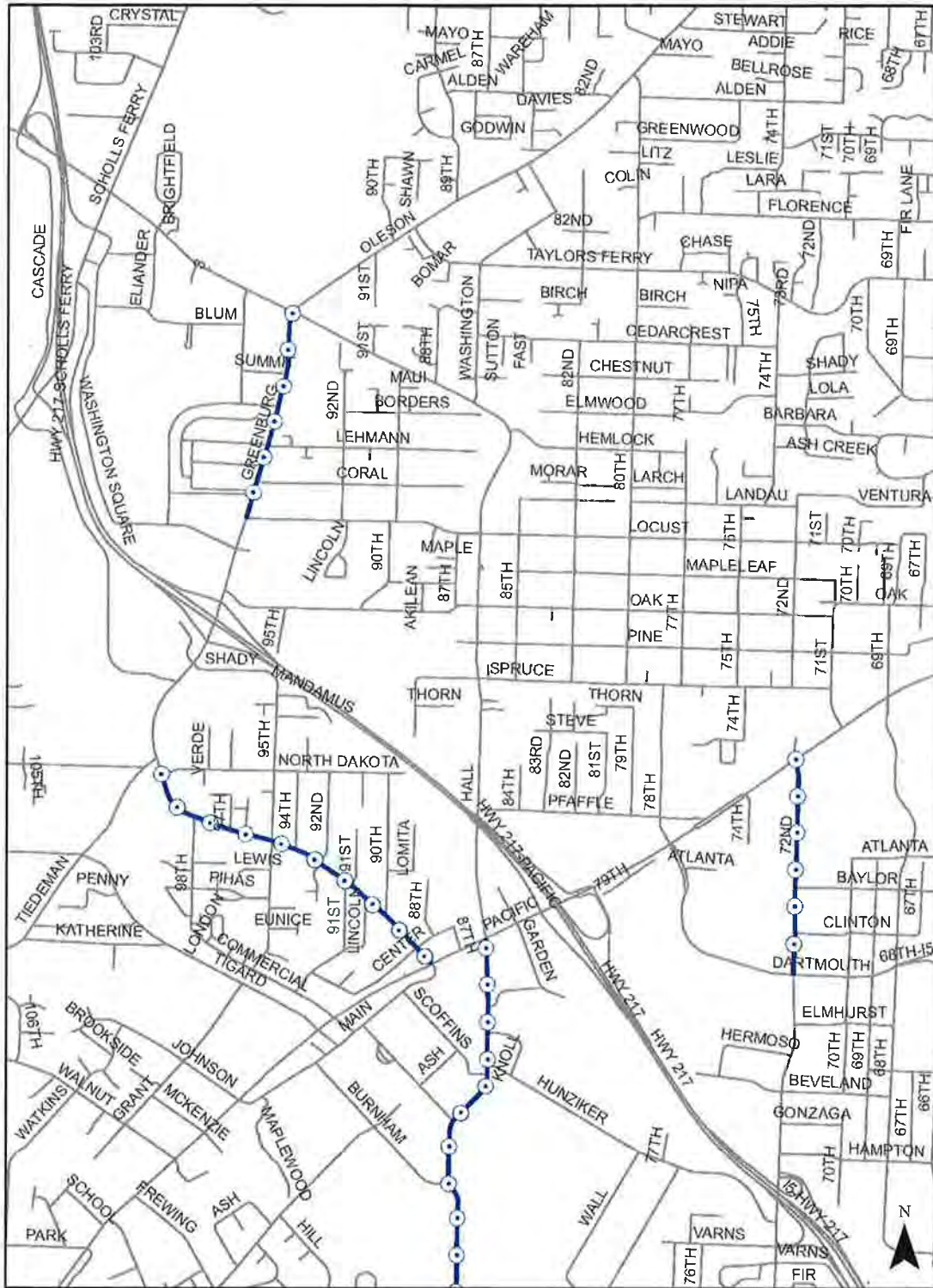


Path: J:\GISDATA\Users\Doria\MGIS_maps_temp\STAFF\LRP\2023\TSP\TSP_Lanes.mxd 09/26/2023

Change from 4/5 Lanes to 2/3 Lanes

abcdef Proposed additions
abedef Proposed deletions

The 'Lane Numbers' Map is amended as shown:

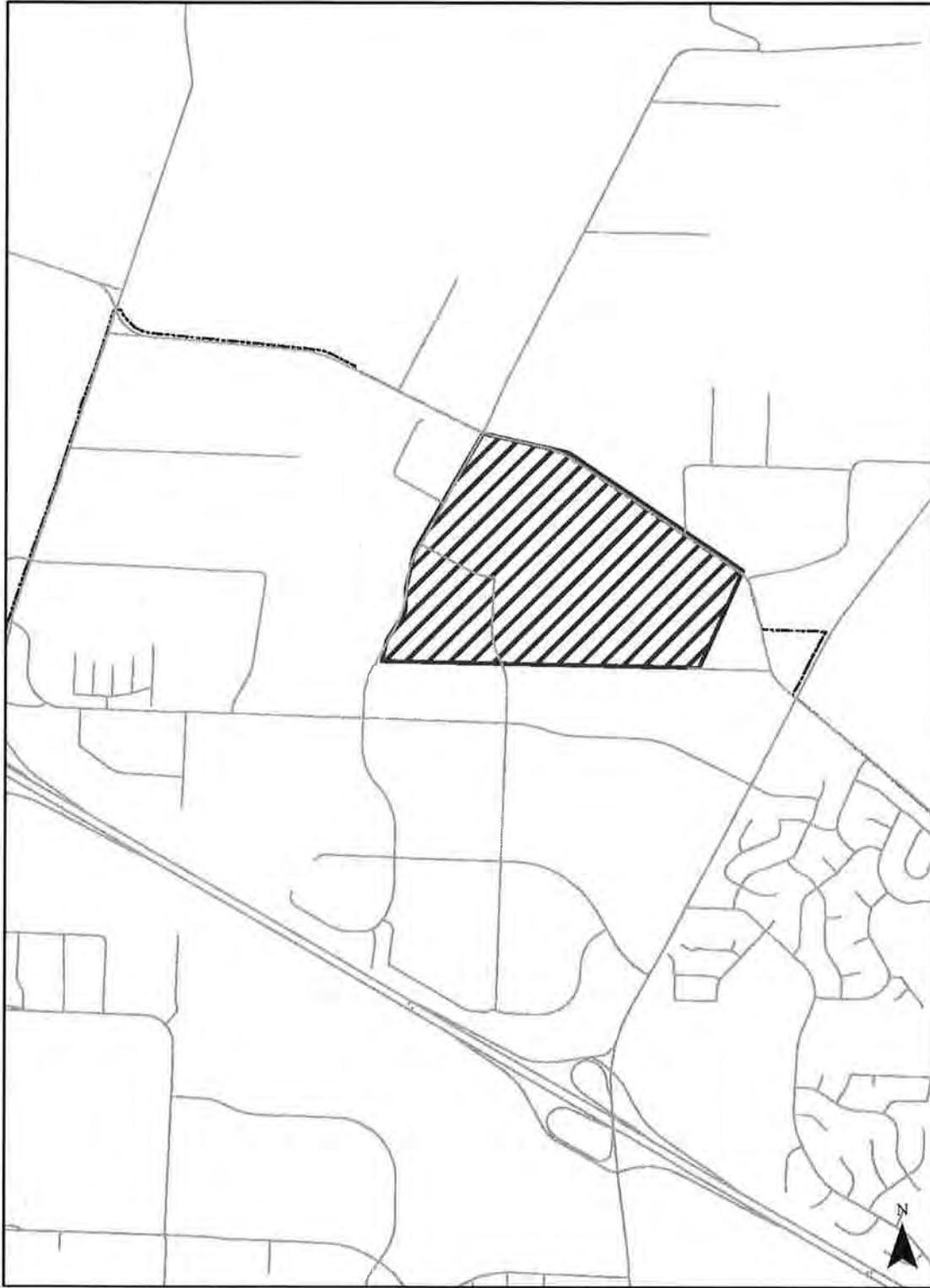


Path: J:\GISDATA\Users\Doria\MGIS_maps_temp\STAFF\LRP2023\TSP\TSP_Lanes.mxd 09/26/2023



Change from 4/5 Lanes to 2/3 Lanes

abcdef Proposed additions
~~abcdef~~ Proposed deletions

Remove 'Roadway Refinement Area' as shown:

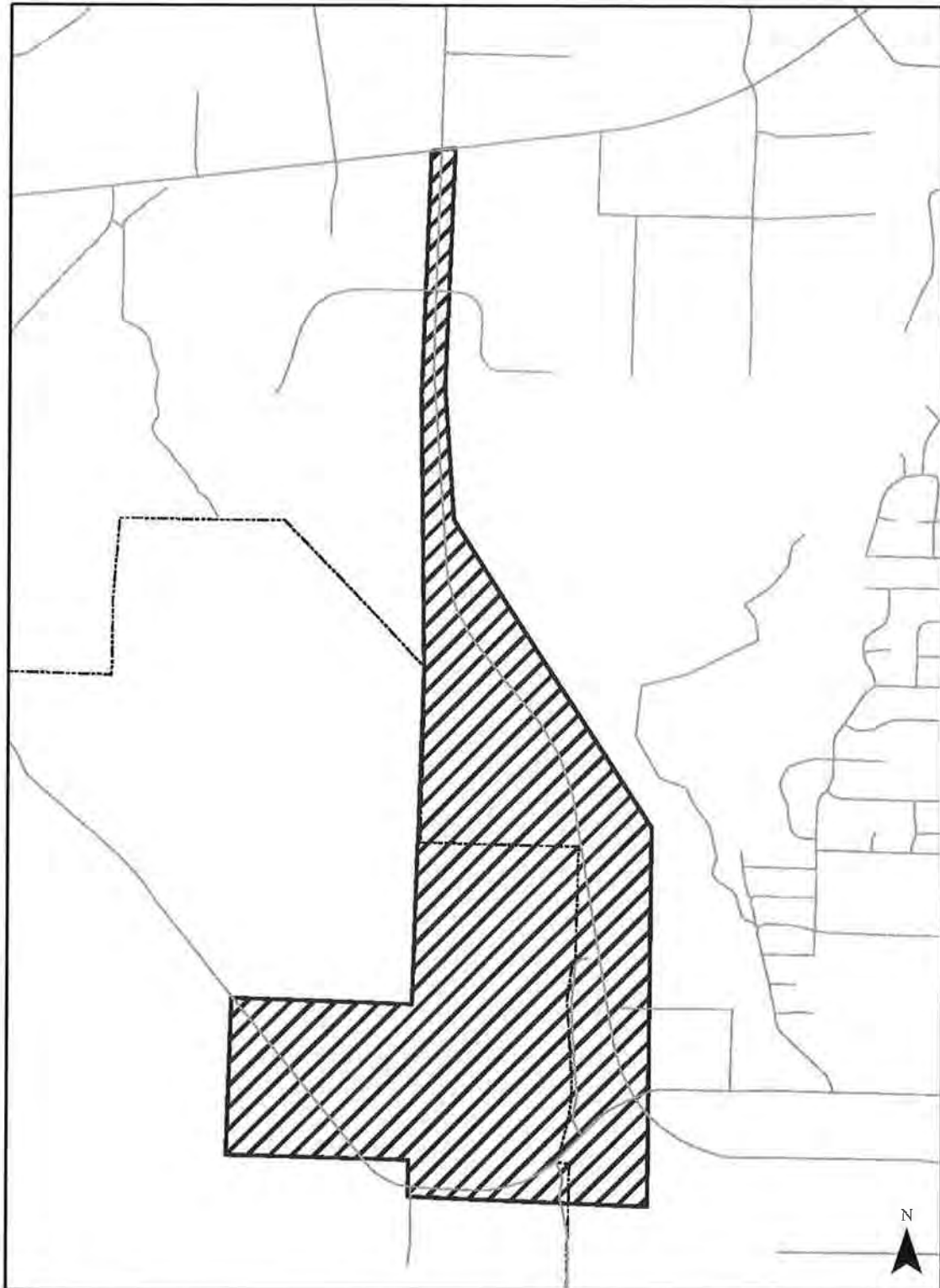


Path: J:\GISDATA\Users\Jordan\GIS maps temp\STAFF\LRP\2023\TSP\TSP LanesRefinementArea.mxd 09/29/2023



-  Remove Refinement Area
-  Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

Remove 'Roadway Refinement Area' as shown:



Path: J:\GISDATA\Users\DoriaM\GIS_maps_temp\STAFF\LRP\2023\TSP\TSP_LanesRefinementArea.mxd 09/29/2023

-  Remove Refinement Area
-  Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

ROADWAY ELEMENT

Lane Numbers & Right-of-Way Protection

Special right-of-way needs:

Several roadways in Washington County have special designations, where performance monitoring over time is necessary or where additional right-of-way may be needed.

- **Jackson School Road – Urban Growth Boundary (UGB) to Evergreen Road:** Urban Improvements to Jackson School Road are to be within the UGB or existing right-of-way. Dedication of urban land necessary for urban improvements to the roadway must be to the eastern side of the right-of-way within the UGB. Urban improvements, and the dedication of land to accommodate urban traffic, need to be offset from the centerline to the east such that the roadway can be accommodated within the UGB or existing right-of-way. Continued operation and maintenance of the both the rural and urban portions of the roadway is unaffected.

Refinement Areas

Refinement Areas are locations that have been identified where further study is needed to determine the mode, function and/or general location of a future solution or transportation improvement. Further study of a Refinement Area may occur through a transportation planning process, capital project development or the land development process. Before development may occur on land within a Refinement Area, in addition to other requirements, the development application must demonstrate how potential solutions to the transportation need will (at a minimum) not be precluded by the proposed development.

~~SW 124th Avenue Refinement Area:~~

~~There is a potential future need for a north-south Arterial roadway and freight route in the vicinity of the 124th Avenue extension as shown on the Washington County Refinement Area Map. The County anticipates undertaking a broader planning process to address the needs in the area as part of an evaluation and concept planning of the potential future urban reserve lands within the area. A possible realignment of 124th Avenue and/or Tonquin Road may need to be considered in the future.~~

~~NW Schaaf Road Extension Refinement Area:~~

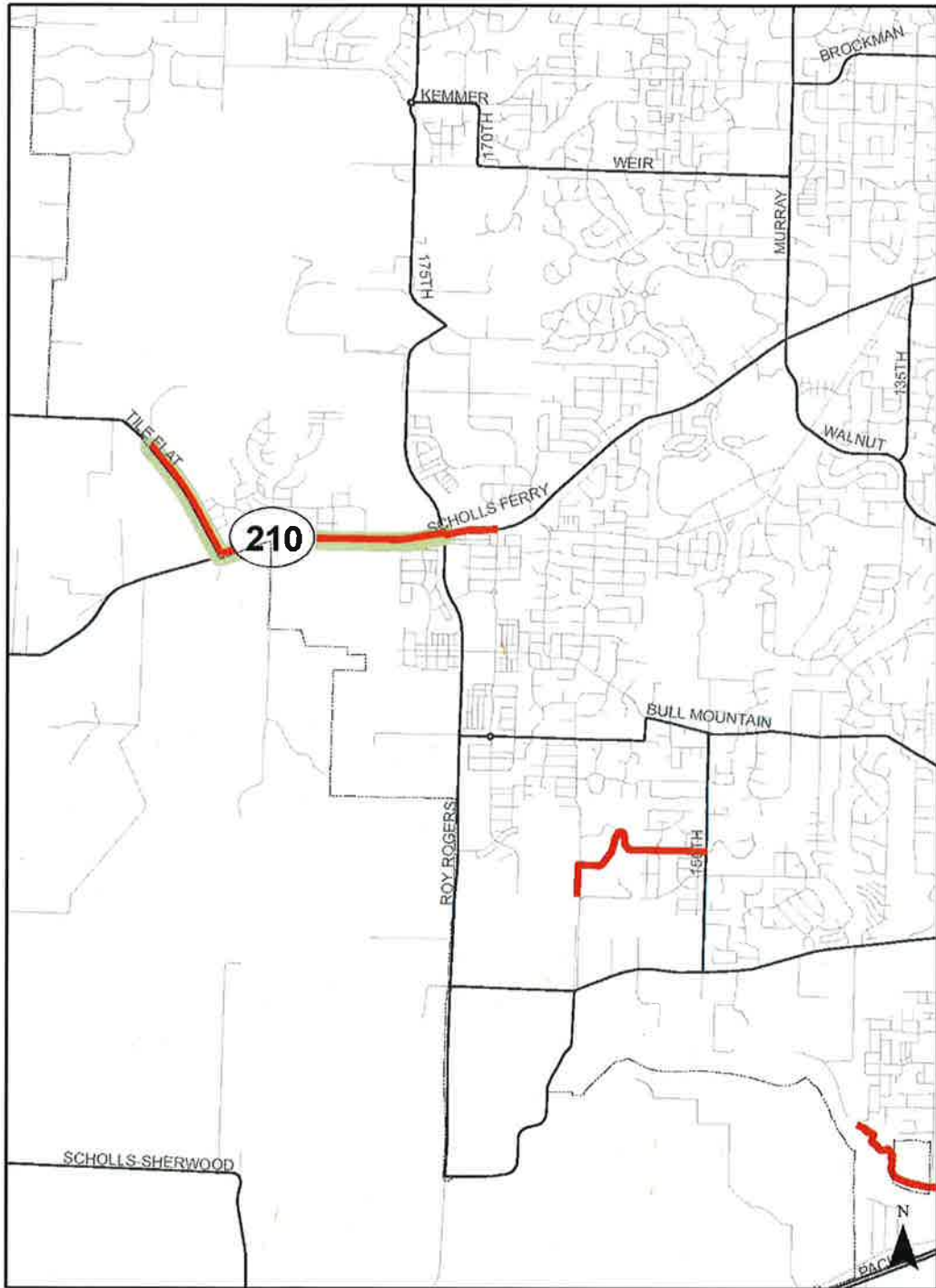
~~There is an identified potential future need for an extension of Schaaf Road connecting from Helvetia Road to West Union Road. The extension would help relieve traffic congestion and flow along West Union Road and at the intersection of Helvetia Road and West Union Road. The refinement area is expected to be evaluated in conjunction with planning for the urban lands in the vicinity.~~

abcdef Proposed additions

~~abedef~~ Proposed deletions

The Active Transportation Element of the TRANSPORTATION SYSTEM PLAN is amended to reflect the following:

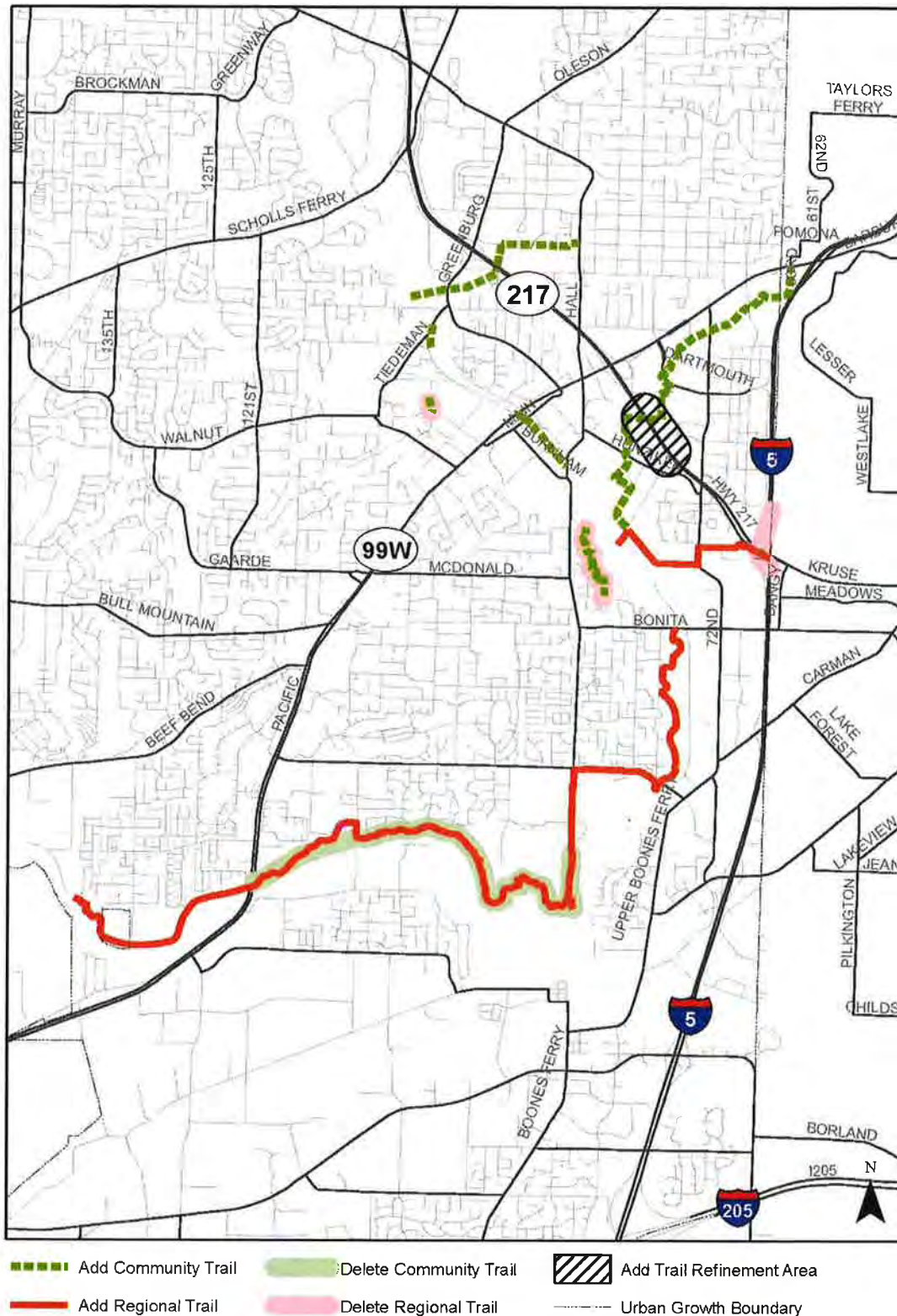
The 'Pedestrian System' Map is amended as shown:



— Add Regional Trail — Delete Community Trail
- - - - - Urban Growth Boundary

abcdef Proposed additions
abedef Proposed deletions

The 'Pedestrian System' Map is amended as shown:



abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Pedestrian System' Map is amended as shown:



- ■ ■ ■ ■ Add Community Trail
- Urban Growth Boundary

abcdef Proposed additions
~~abedef~~ Proposed deletions

The 'Pedestrian System' Map is amended as shown:



 Add Regional Trail  Delete Community Trail

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Pedestrian System' Map is amended as shown:



— Add Regional Trail

abcdef Proposed additions
~~abcdef~~ Proposed deletions

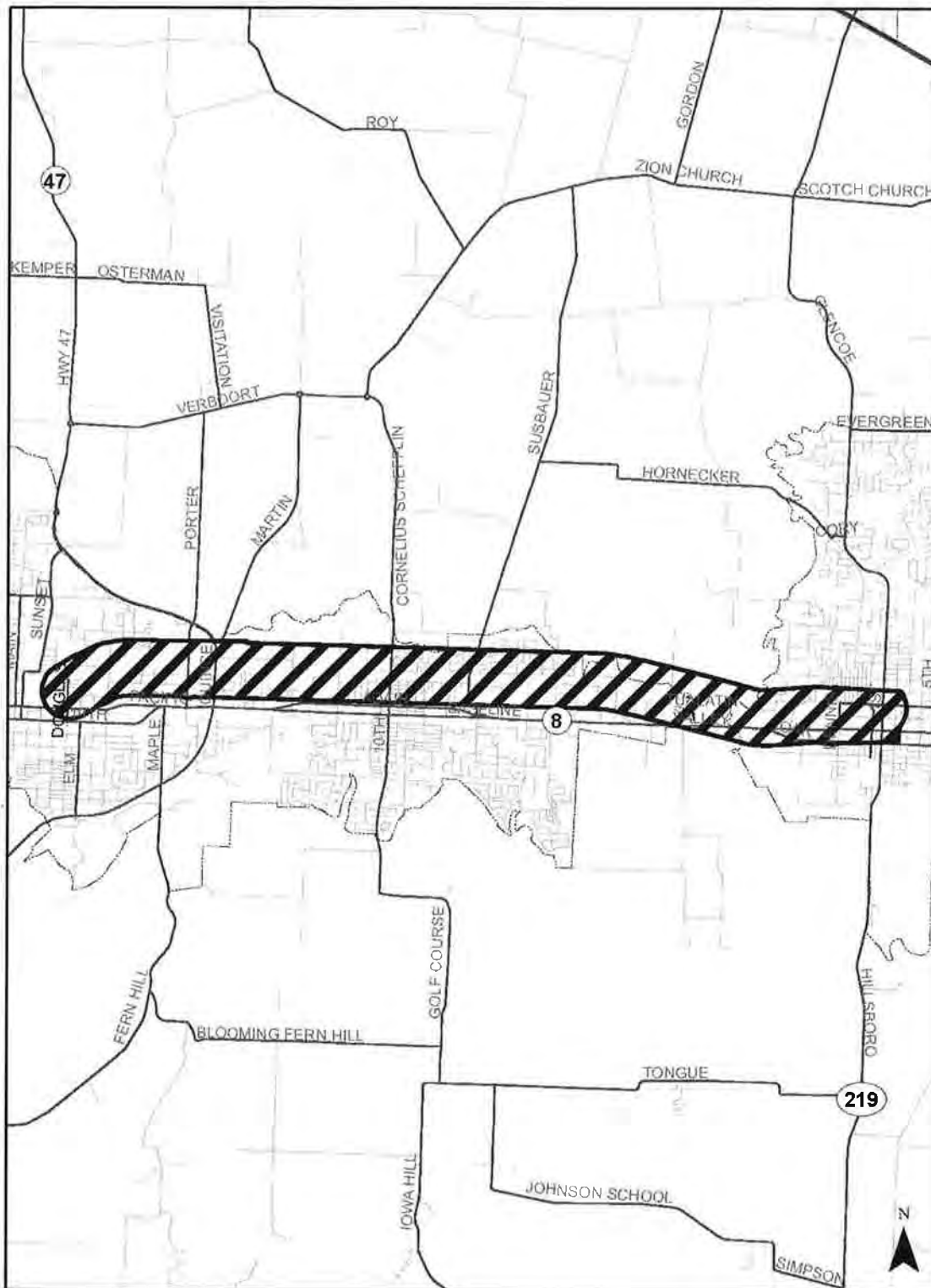
The 'Pedestrian System' Map is amended as shown:



- Add Regional Trail
- Delete Community Trail
- Delete Regional Trail

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Pedestrian System' Map is amended as shown:



 Remove Trail Refinement Area  Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

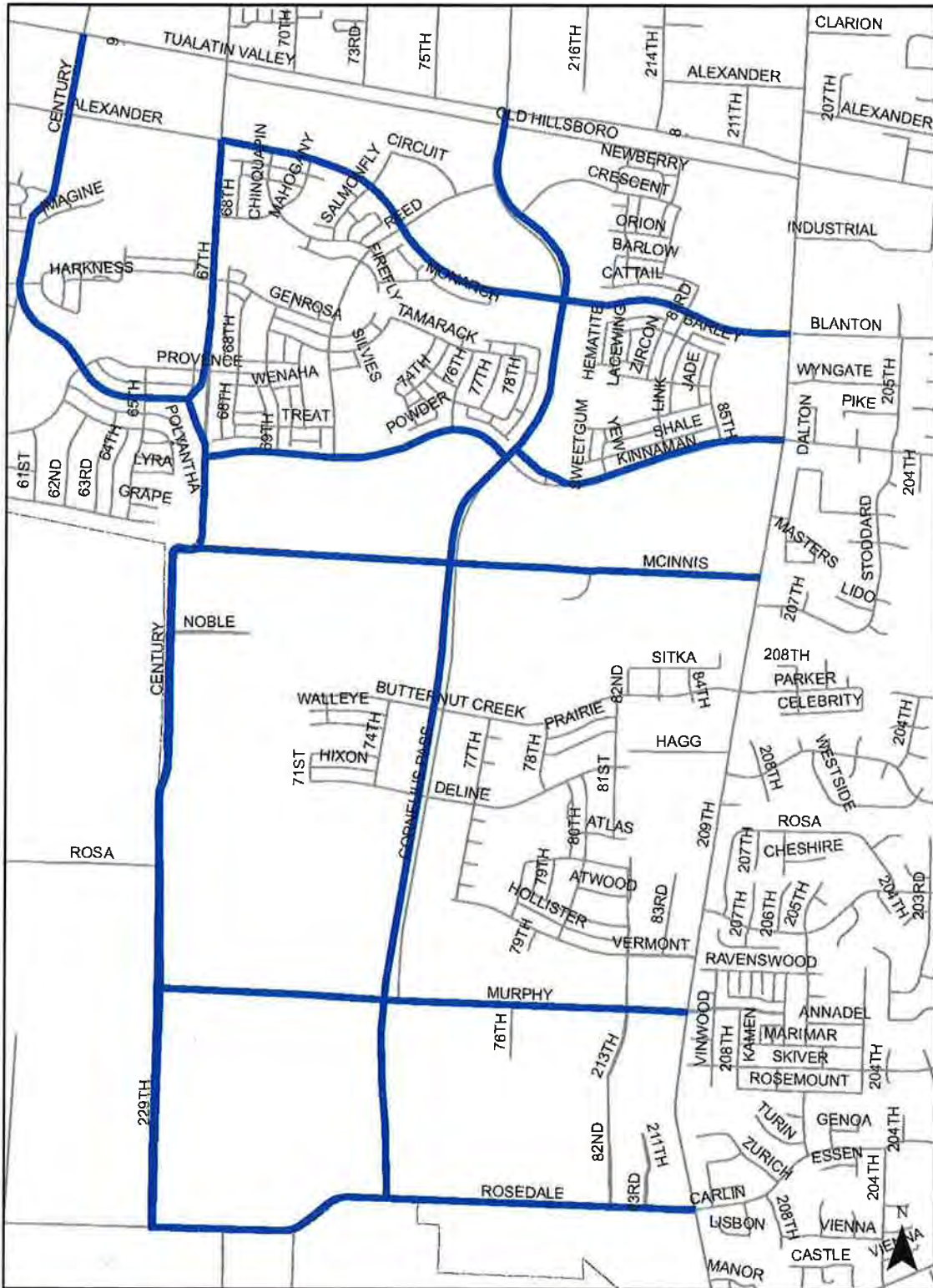
The 'Pedestrian System' Map is amended as shown:



 Remove Trail Refinement Area  Urban Growth Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

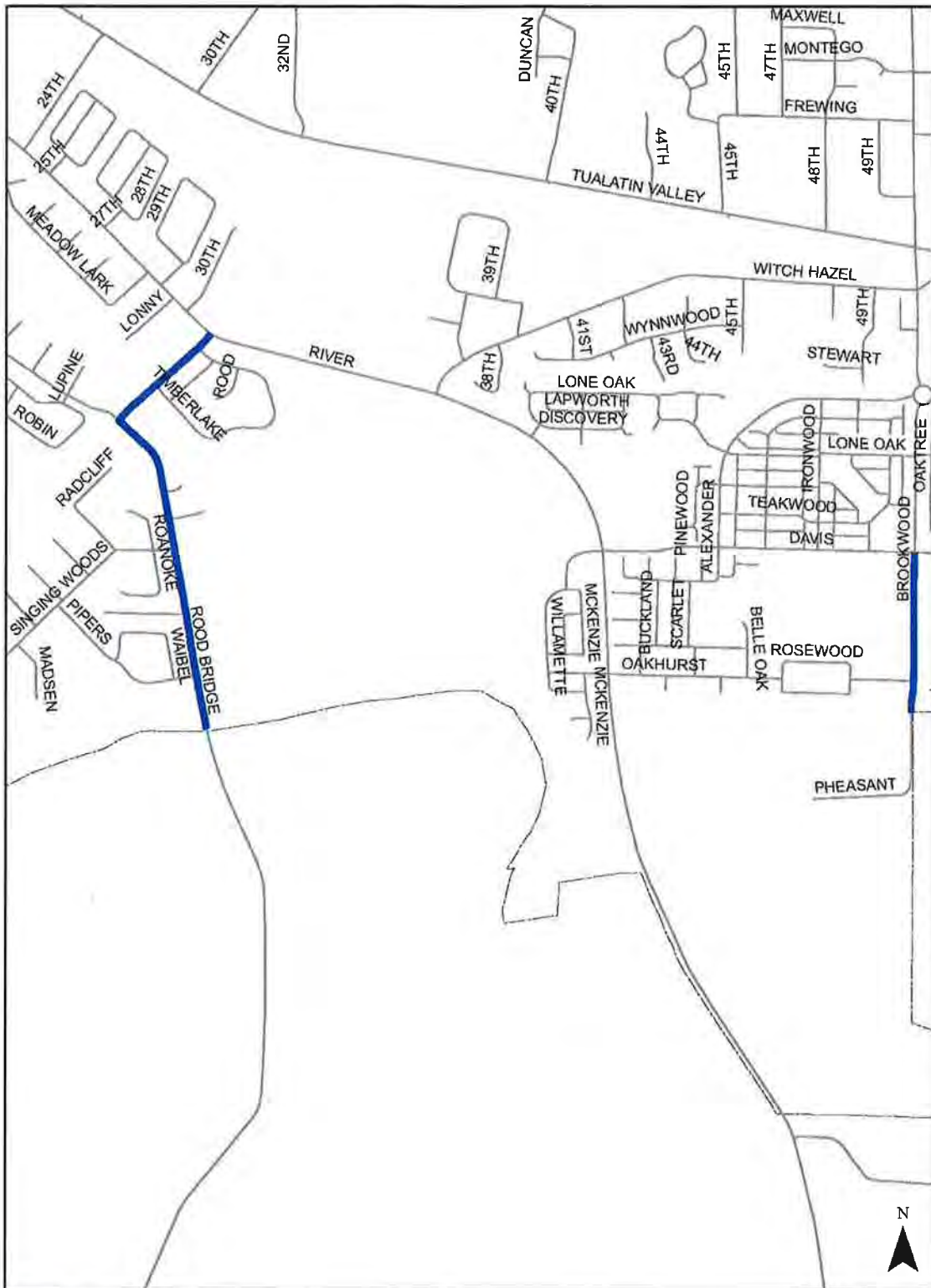
The 'Bicycle System' Map is amended as shown:



— Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Bicycle System' Map is amended as shown:



— Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

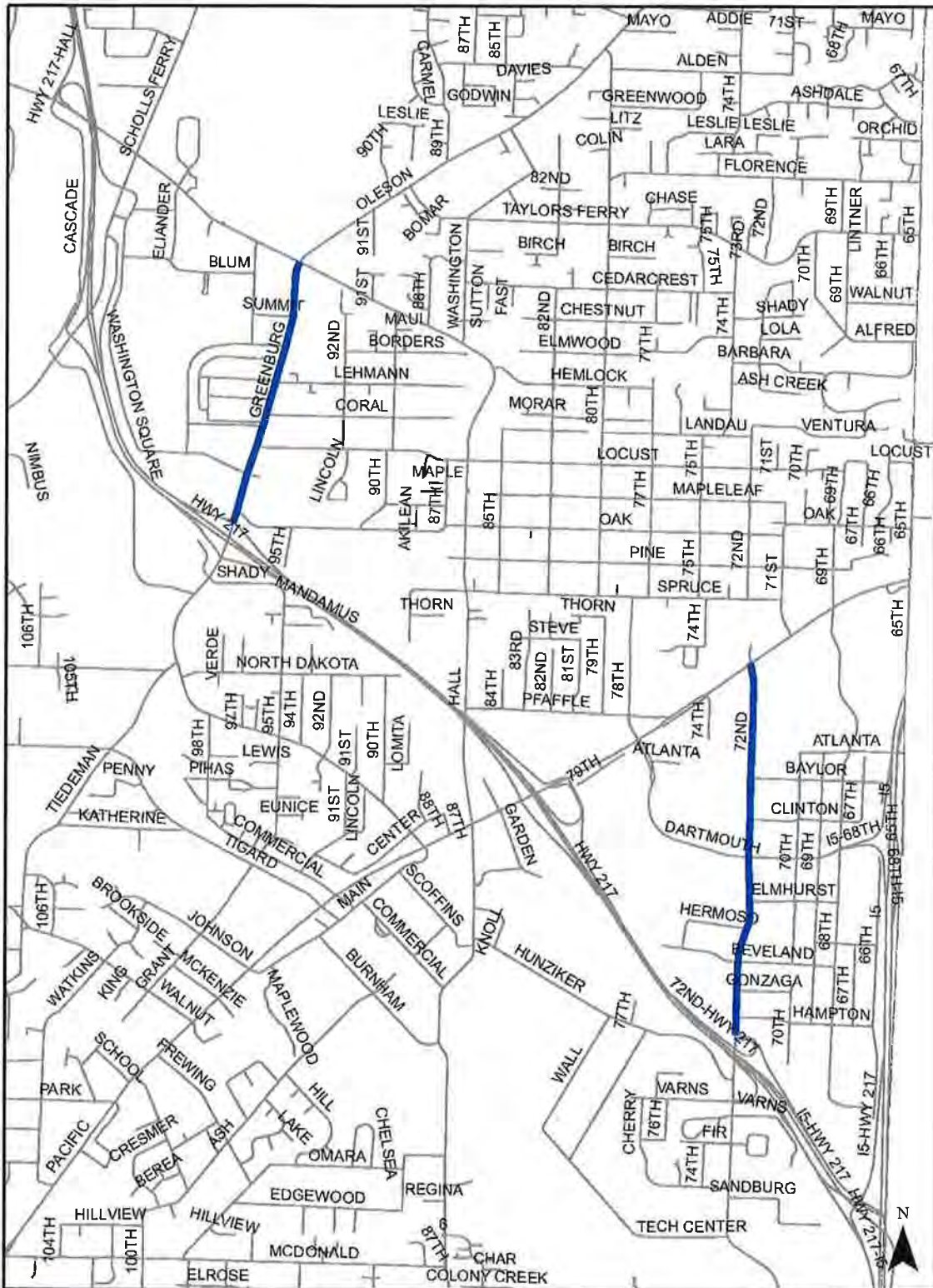
The 'Bicycle System' Map is amended as shown:




 Add as Enhanced Major Street Bikeway

abcdef Proposed additions
abcdef Proposed deletions

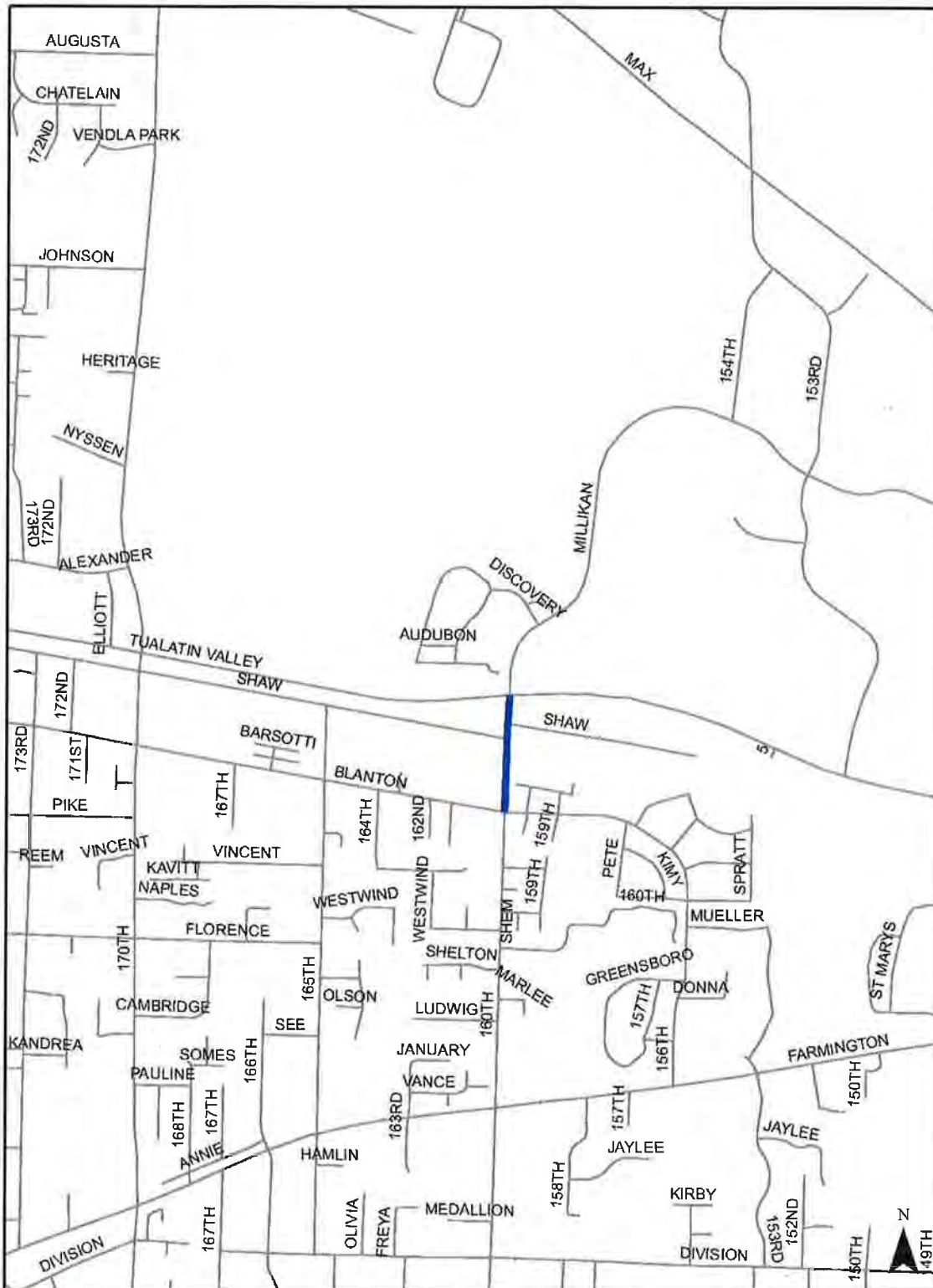
The 'Bicycle System' Map is amended as shown:



 Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Bicycle System' Map is amended as shown:



 Add as Enhanced Major Street Bikeway

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



- Add Regular Bus
- Remove Frequent Bus
- Remove Frequent, Add Regular
- Remove Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

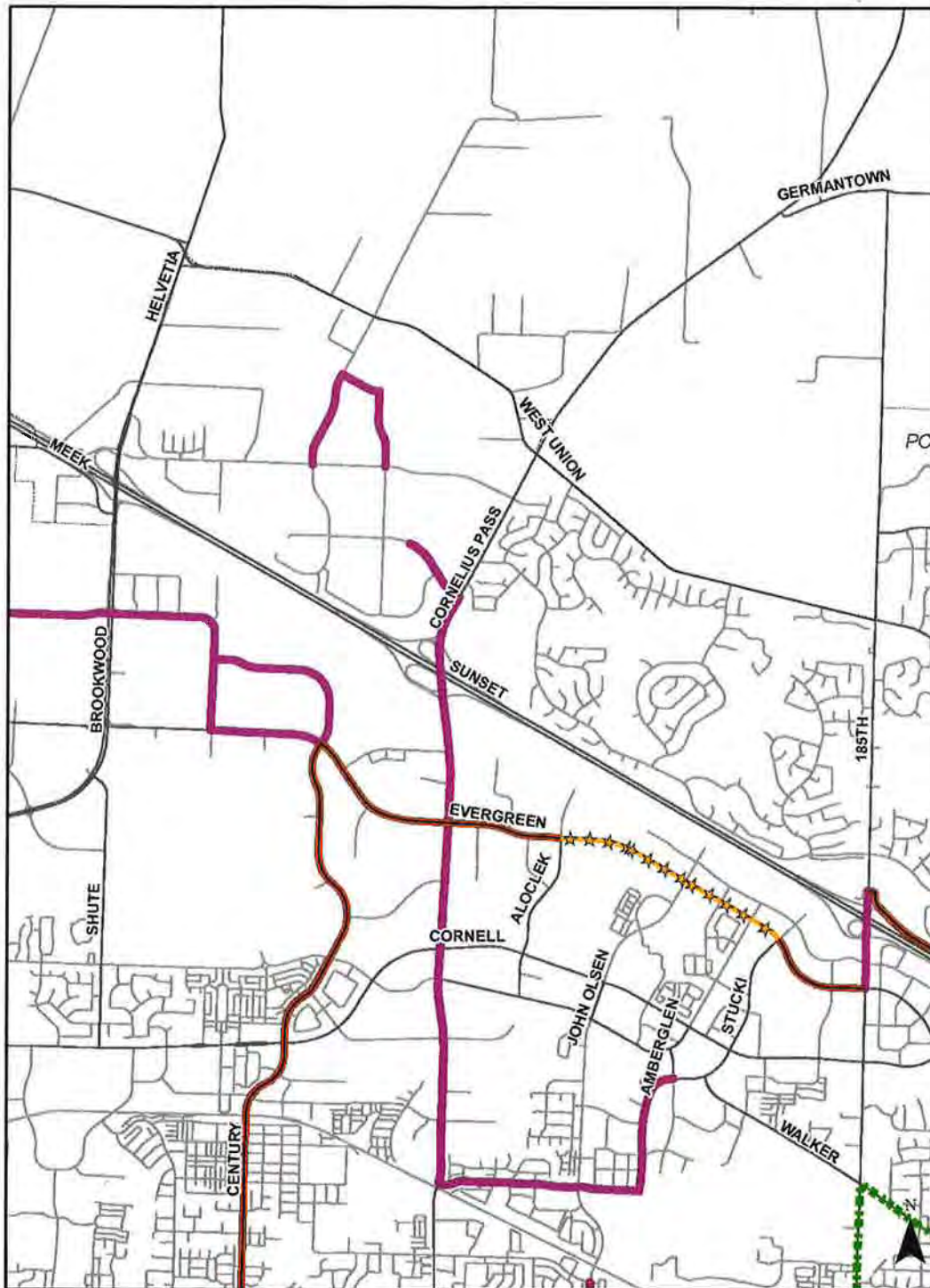
The 'Transit System' Map is amended as shown:



- Add Peak-Period Bus
- Add Regular Bus
- ☆☆☆ Remove Frequent Bus
- Remove Frequent, Add Regular

abcdef Proposed additions
~~abcdef~~ Proposed deletions

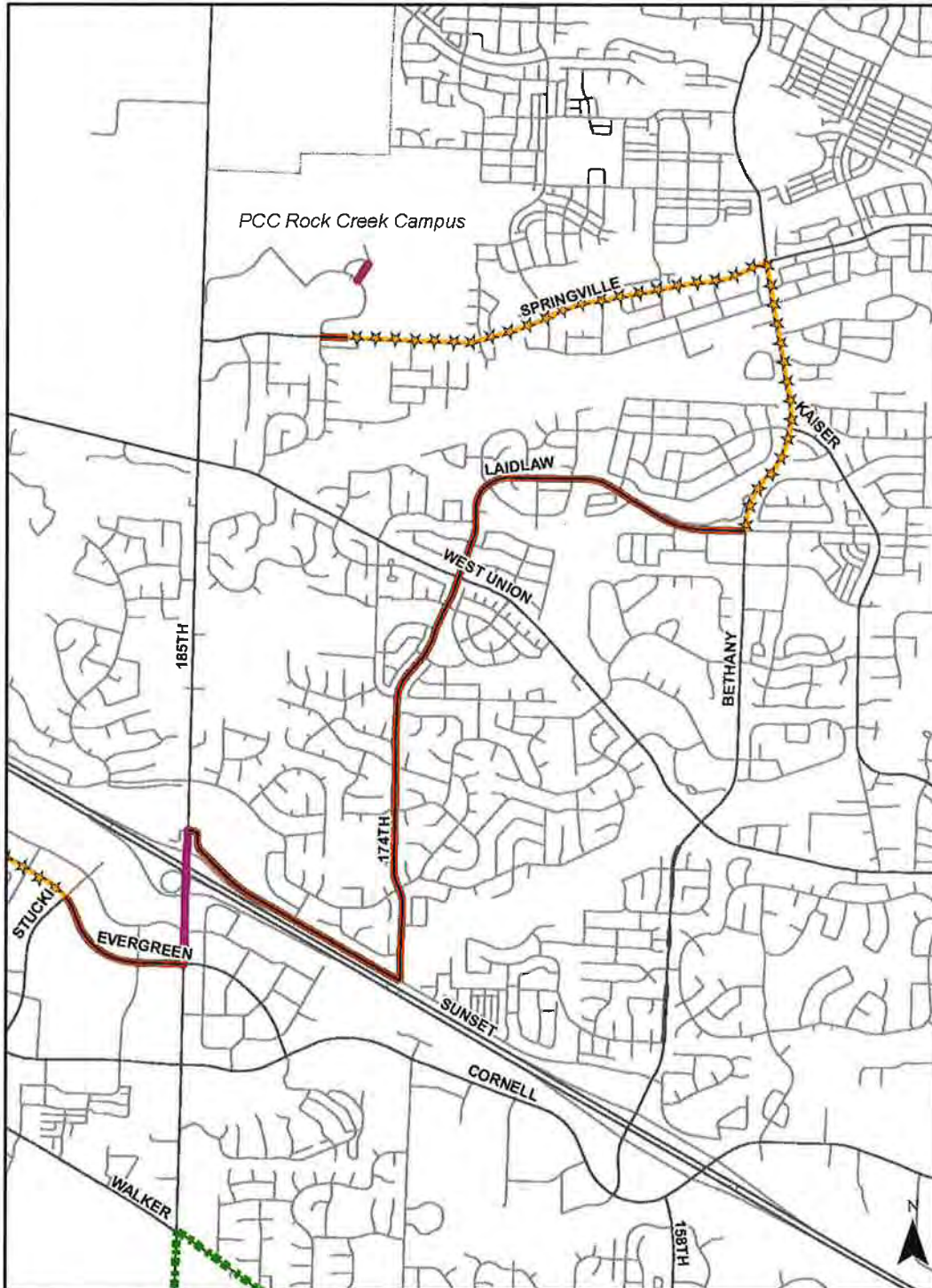
The 'Transit System' Map is amended as shown:



- ■ ■ ■ ■ Add Peak-Period Bus
- Add Regular Bus
- ★ ★ ★ Remove Frequent Bus
- Remove Frequent, Add Regular

abcdef Proposed additions
~~abcdef~~ Proposed deletions

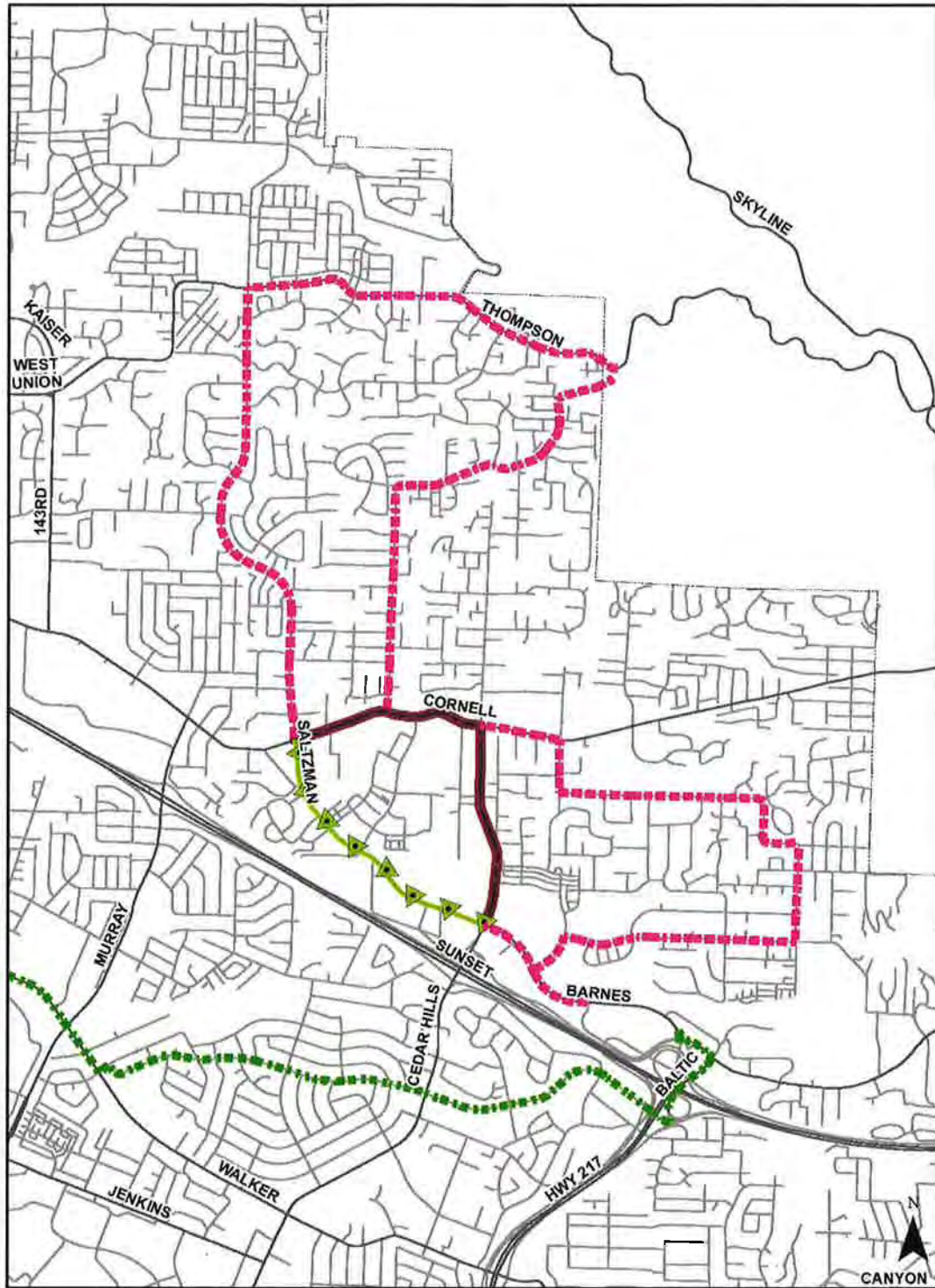
The 'Transit System' Map is amended as shown:



- ■ ■ ■ ■ Add Peak-Period Bus
- Add Regular Bus
- ★ ★ ★ Remove Frequent Bus
- Remove Frequent, Add Regular

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



- - - - - Add Peak-Period Bus
- - - - - Remove Peak-Period Bus
- ▲▲ Remove Regular, Add Frequent
- Remove Freq/Peak, Add Regular

abcdef Proposed additions
~~abcdef~~ Proposed deletions

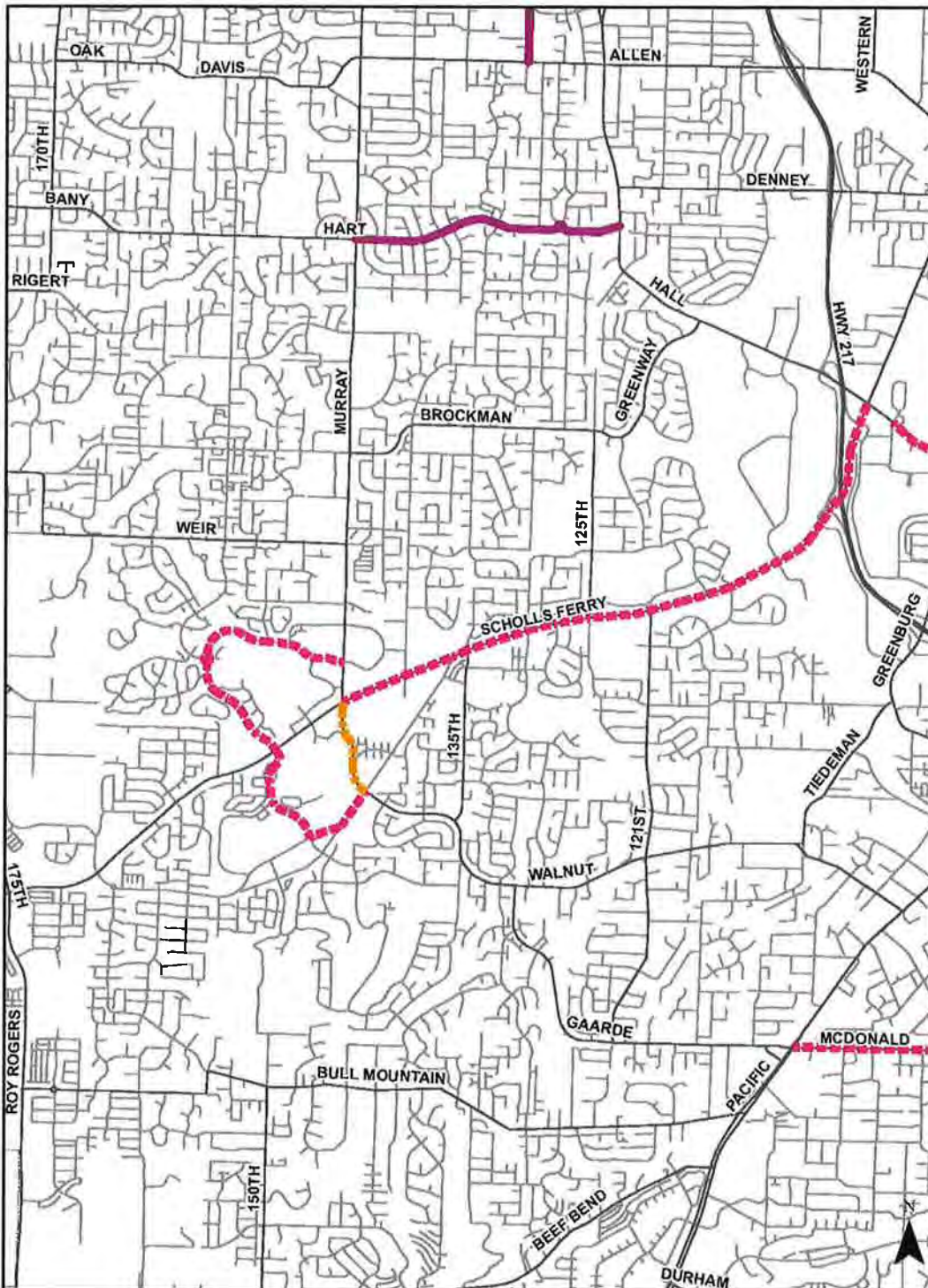
The 'Transit System' Map is amended as shown:



— Add Regular Bus - - - - Remove Peak-Period Bus - - - - Remove Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



— Add Regular Bus
 - - - Remove Peak, Add Regular
 - - - Remove Peak-Period Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

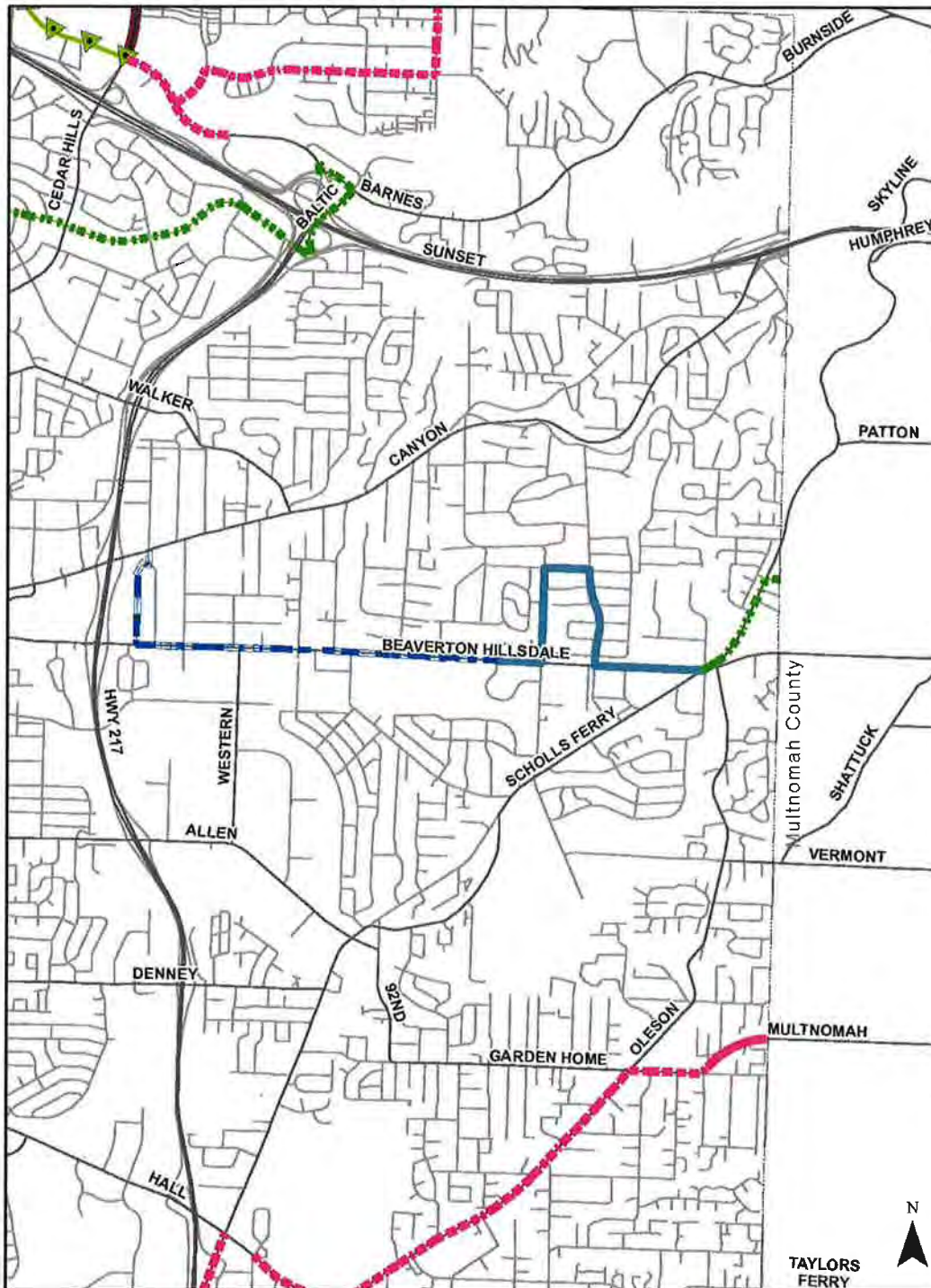
The 'Transit System' Map is amended as shown:



- Add Frequent Bus
 - - - - Remove Peak-Period Bus
▲▲ Remove Regular, Add Frequent
- - - - Add Peak-Period Bus
 - - - - Remove Regular Bus
— Remove Regular, Add Peak
- Add Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

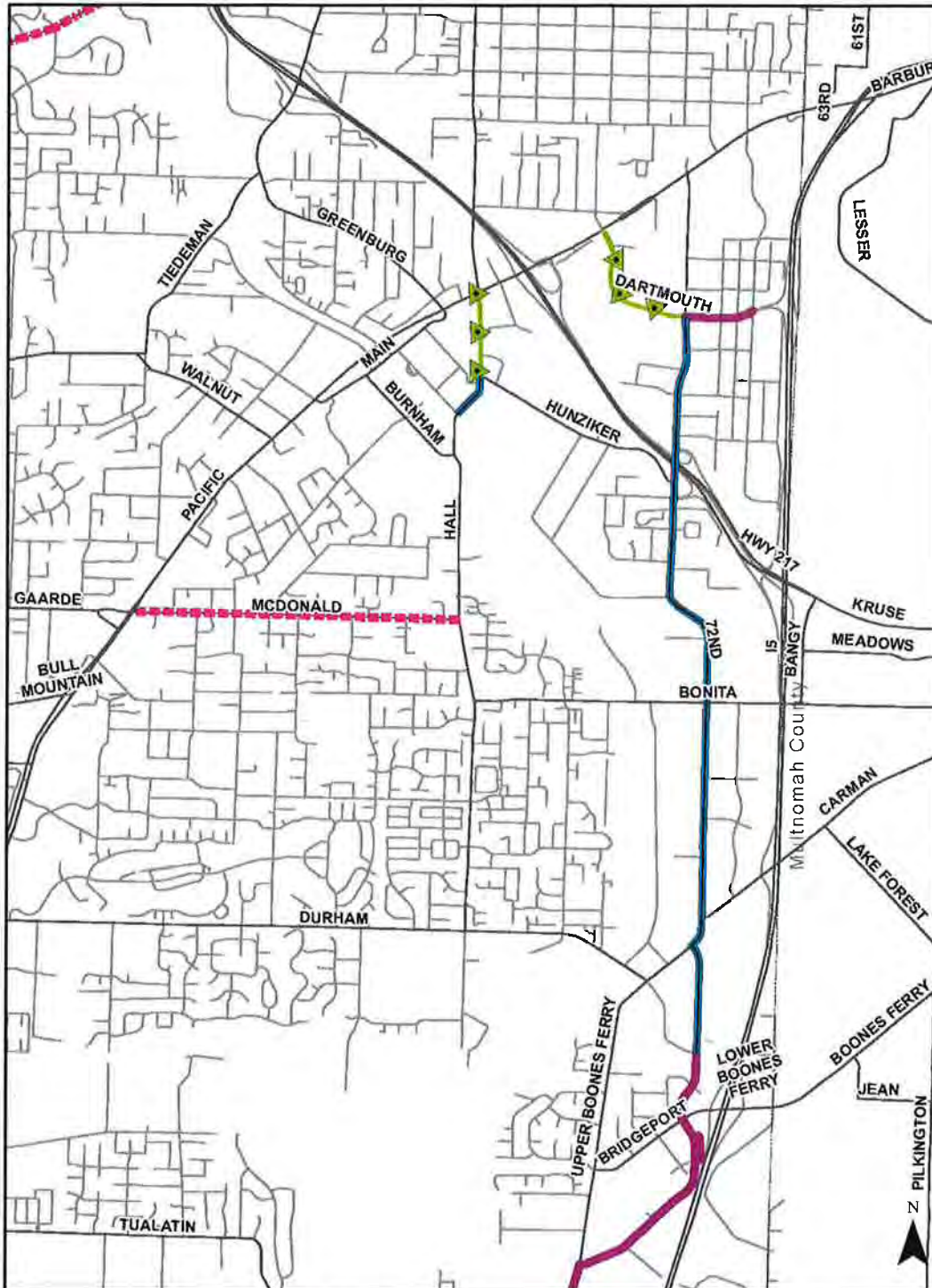
The 'Transit System' Map is amended as shown:



- Add Peak-Period Bus
- Remove Peak-Period Bus
- Remove Regular, Add Frequent
- Remove Freq/Peak, Add Regular
- Remove Regular Bus
- Remove Regular, Add Peak

abcdef Proposed additions
~~abcdef~~ Proposed deletions

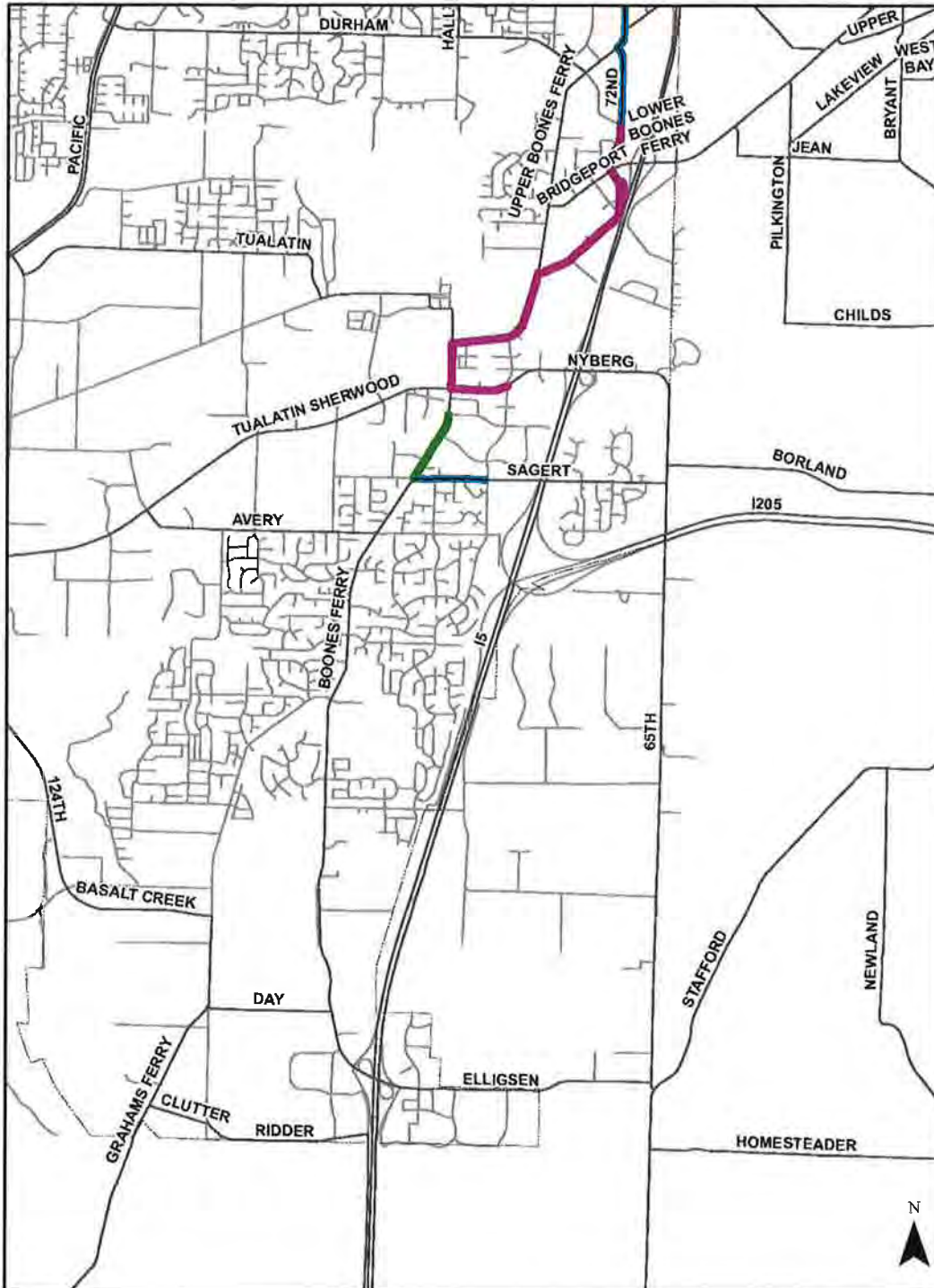
The 'Transit System' Map is amended as shown:



- Add Frequent Bus
- - - Remove Peak-Period Bus
- ▲ Remove Regular, Add Frequent
- Add Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



— Add Frequent Bus — Add Frequent/Regular — Add Regular Bus

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



-  Add as High Capacity Transit Study Corridor
-  Remove High Capacity Transit Study Corridor
-  Washington County Boundary

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



— Add InterRegional Busline - - - - - Remove InterRegional Busline

abcdef Proposed additions
abcdef Proposed deletions

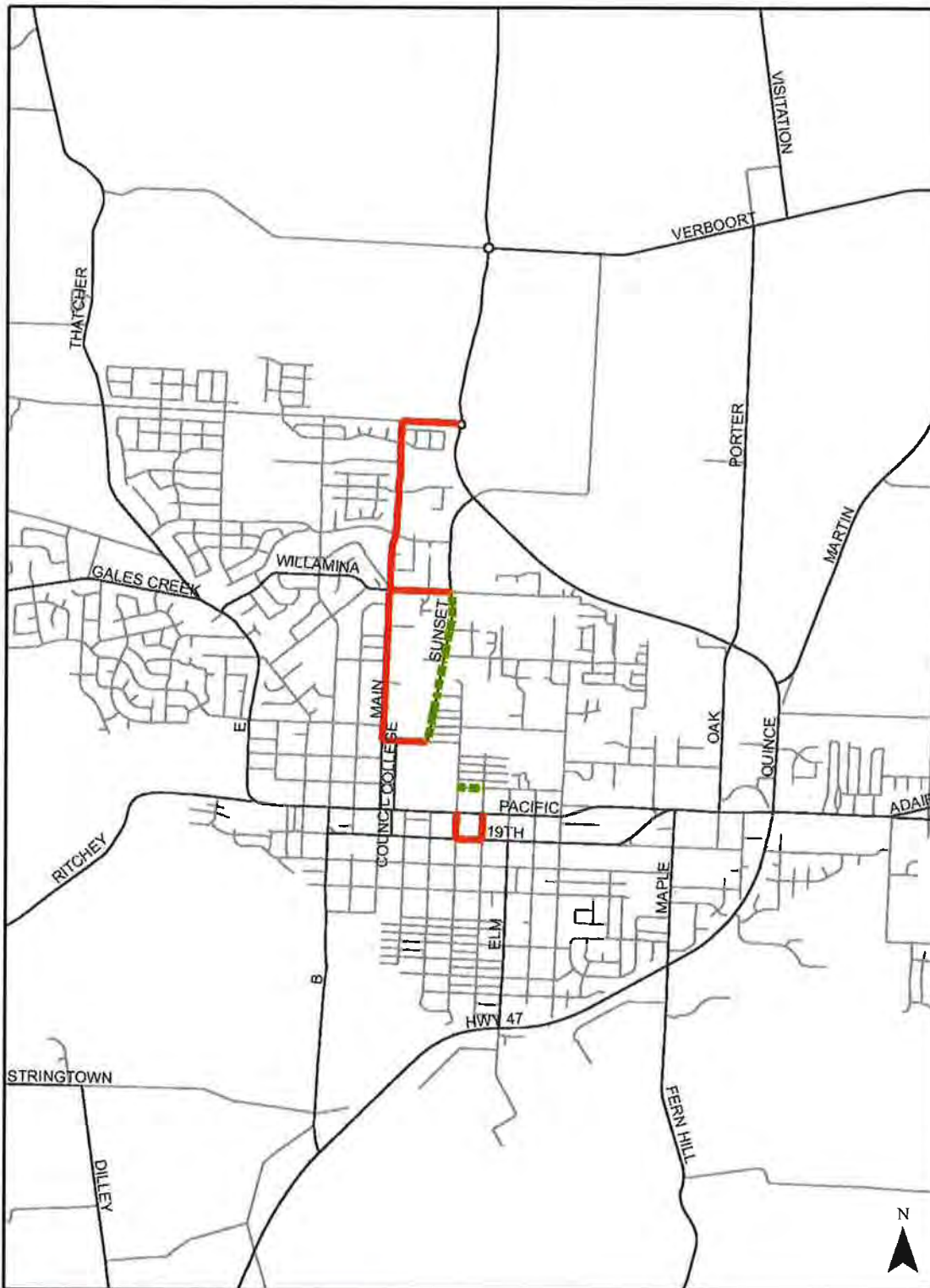
The 'Transit System' Map is amended as shown:



— Add InterRegional Busline - - - - Remove InterRegional Busline

abcdef Proposed additions
~~abcdef~~ Proposed deletions

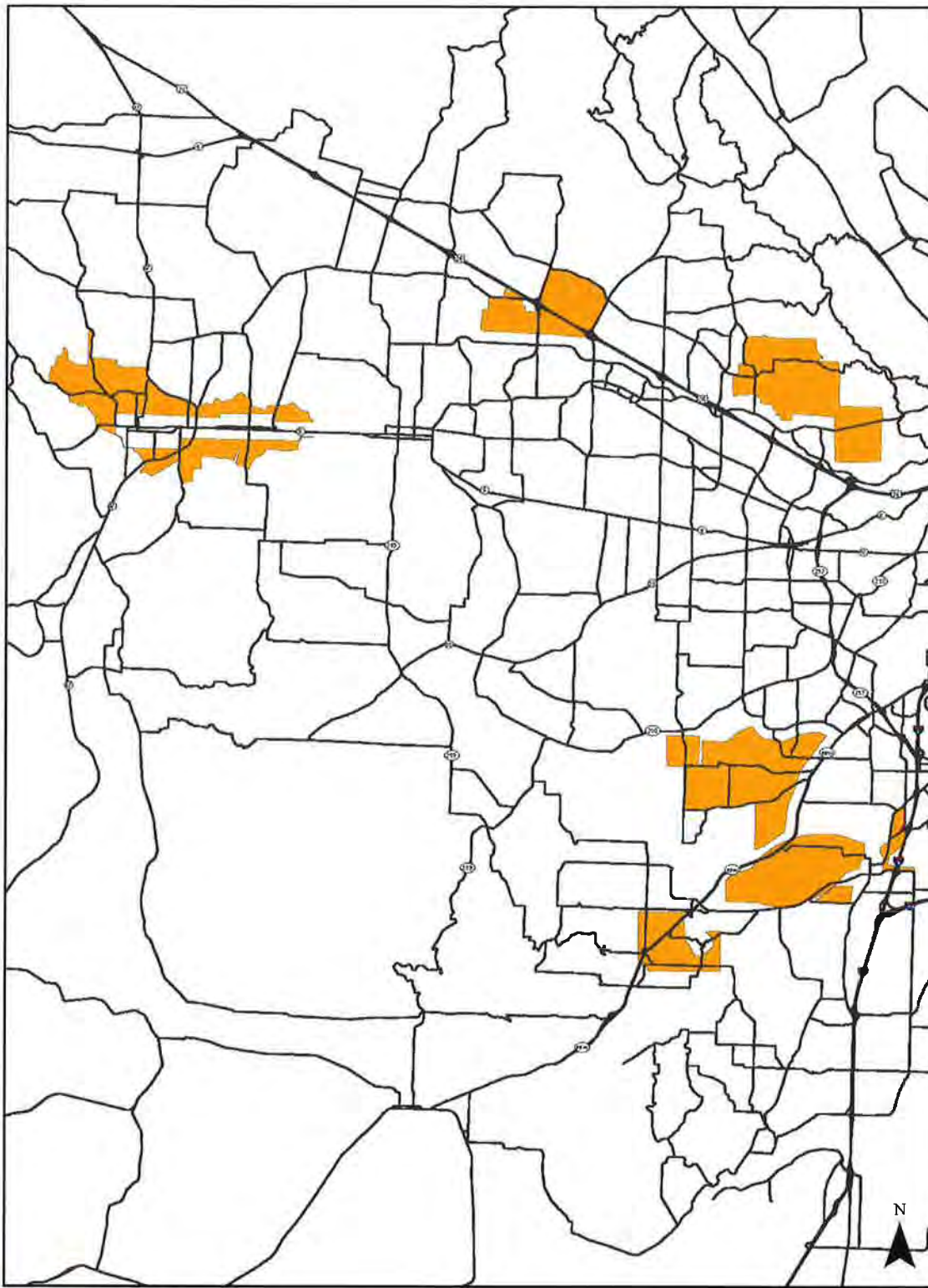
The 'Transit System' Map is amended as shown:




— Add InterRegional Busline - - - - - Remove InterRegional Busline

abcdef Proposed additions
~~abcdef~~ Proposed deletions

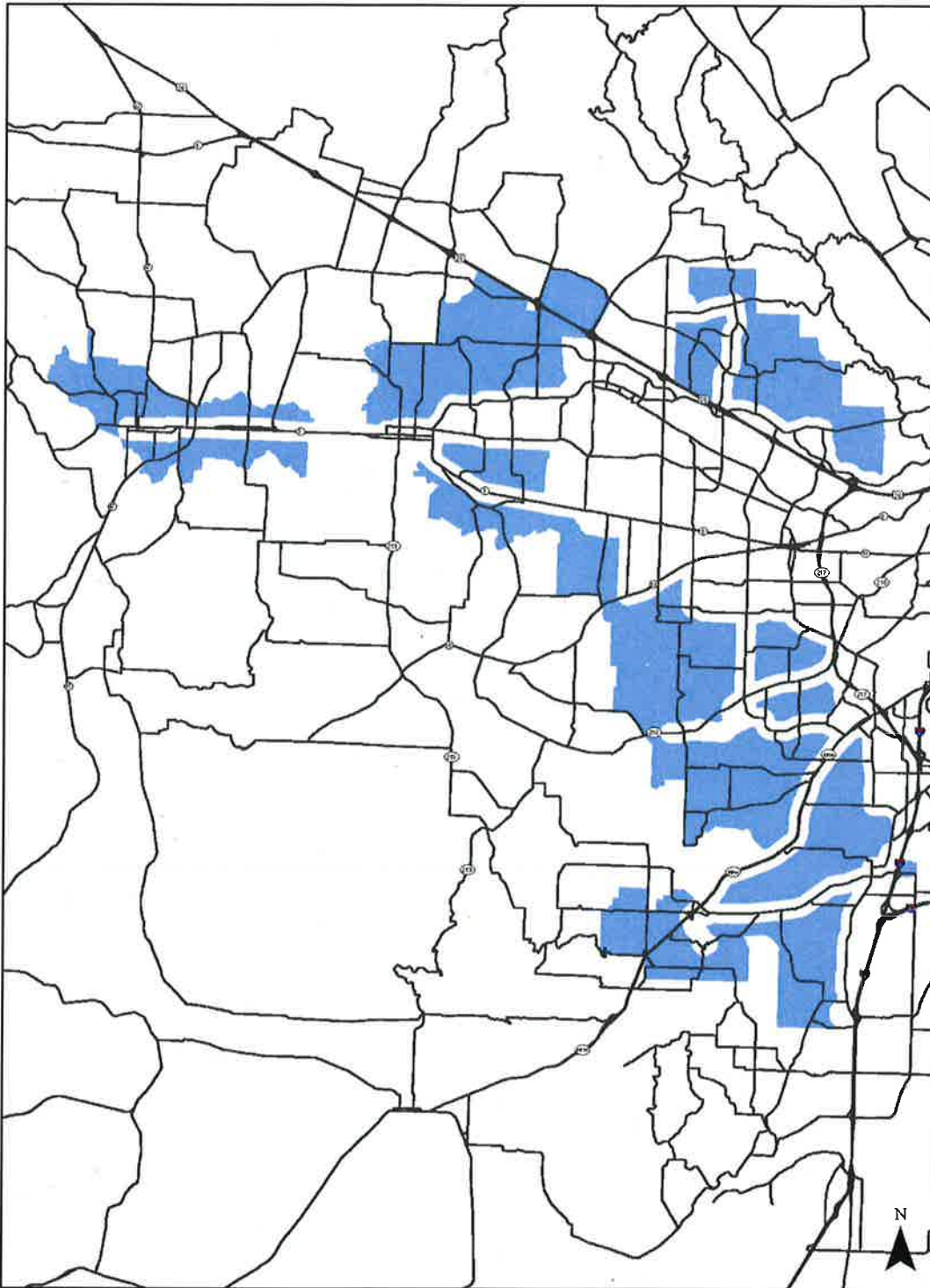
The 'Transit System' Map is amended as shown:



 Remove Community Connection Areas

abcdef Proposed additions
~~abcdef~~ Proposed deletions

The 'Transit System' Map is amended as shown:



 Add Community Connection Area

abcdef Proposed additions
~~abcdef~~ Proposed deletions

ACTIVE TRANSPORTATION

Pedestrian Element

Pedestrian System Classifications

Regional Trail Refinement Area

~~A Regional Trail Refinement Area is an area where a Regional Trail is planned conceptually but the specific alignment has not yet been determined. A feasibility study or master plan is necessary to determine the specific alignment. Before development may occur on land within a Regional Trail Refinement Area, in addition to other requirements, the development application must demonstrate how the Regional Trail will (at a minimum) not be precluded by the proposed development. Regional Trail Refinement Areas include:~~

- ~~▪ Turf-to-Surf Trail between Banks and Beaverton~~
- ~~▪ Council Creek Trail between Banks and Forest Grove and between Forest Grove and Hillsboro~~
- ~~▪ Cooper Mountain Trail~~
- ~~▪ River Terrace Trail~~
- ~~▪ Fanno Creek Greenway Trail between Bonita Road and the Tualatin River~~

Community Trail

Trail Refinement Area

A Trail Refinement Area is an area where a Regional or Community Trail is planned conceptually but the specific alignment has not yet been determined. A feasibility study or master plan is necessary to determine the specific alignment. Before development may occur on land within a Trail Refinement Area, in addition to other requirements, the development application must demonstrate how the Regional or Community Trail will (at a minimum) not be precluded by the proposed development.-Trail Refinement Areas include:

- Turf-to-Surf Trail between Banks and Beaverton
- Council Creek Trail between Banks and Forest Grove
- Cooper Mountain Trail
- River Terrace Trail
- Red Rock Greenway Trail across OR 217

Bicycle Element

Bicycle System Classification

~~Regional Trail Refinement Area~~

~~Regional Trail Refinement Areas~~ are defined in the Pedestrian Element.



March 26, 2024

To: Washington County Board of Commissioners

From: Erin Wardell, Manager
Planning and Development Services

Subject: **PROPOSED LAND USE ORDINANCE NO. 900 – An Ordinance Amending the Transportation System Plan Element of the Comprehensive Plan Relating to General Updates**

STAFF REPORT

For the April 2, 2024 Board of Commissioners Hearing
(The public hearing will begin no sooner than 10 a.m.)

I. STAFF RECOMMENDATION

Conduct the public hearing; at the conclusion of public testimony, close the hearing and adopt Ordinance No. 900 as filed.

II. PLANNING COMMISSION RECOMMENDATION

At its February 21, 2024, public hearing for Ordinance No. 900, the Planning Commission (PC) voted 7 to 0 to recommend the Board adopt Ordinance No. 900 as filed. Planning Commission deliberations are included as **Attachment H**.

III. OVERVIEW

Ordinance No. 900 proposes to amend the Transportation System Plan (TSP) to incorporate general map and text changes for consistency with ongoing transportation planning efforts. Many of the amendments are proposed for consistency with transportation plan updates adopted by cities. The amendments also establish the alignment of the Council Creek Regional Trail and include changes to the transit system map for consistency with recent transit service provider updates.

IV. BACKGROUND

Washington County periodically updates the TSP to ensure consistency with city and agency plans. Proposed Ordinance No. 900 contains map and text amendments that will generally bring the current adopted Washington County TSP up to date and consistent with other adopted and ongoing planning efforts that have undergone extensive public involvement. The updates do not represent a new technical evaluation of the transportation system and the overall character of the changes proposed is minor.

The following transportation planning efforts comprise the basis for the proposed amendments:

- The City of Tigard adopted a TSP update January 11, 2022
- The City of Hillsboro adopted a TSP update March 1, 2022
- The Tri-County Metropolitan Transportation District (TriMet) Forward Together service planning concept (May 31, 2023) will guide service planning over the next 5-6 years
- The Final Environmental Impact Statement (FEIS) for the Southwest Corridor Light Rail Project was published in January 2022 with the Record of Decision issued in April 2022; and The Council Creek Regional Trail elected official steering committee approved March 20, 2023, a center alignment within the East - West corridor between Hillsboro and Forest Grove along the former Portland and Western Railroad.

In response to these planning efforts, Ordinance No. 900 proposes changes to the Roadway, Pedestrian, Bicycle and Transit System Maps as well as related text amendments. Specific proposed map and text changes are shown in exhibits to the filed ordinance and are referenced in this staff report. Details of these changes are described in **Attachments A-E** of this staff report.

Ordinance Notification

Notice 2024-01 regarding proposed Ordinance No. 900 was mailed January 19, 2024, to parties on the General and Individual Notification Lists (PC, community participation organizations, cities, special service districts and interested parties). A display advertisement regarding the ordinance was published January 26, 2024, in *The Oregonian* newspaper.

V. ANALYSIS

Roadway System

Ordinance No. 900 proposes several adjustments to the roadway element of the Transportation System Plan (TSP), these are shown in Exhibit 1 of Ordinance No. 900. The roadway amendments predominately respond to plan amendments adopted by the City of Hillsboro and the City of Tigard.

Exhibit 1 of Ordinance No. 900 proposes amendments to roadway element of the Washington County TSP. The amendments fall into four categories:

1. Functional Classification Map amendments shown on pages 1 through 8

The Functional Classification system establishes a hierarchy of road designations that defines the preferred function as either serving regional mobility or providing access to individual properties, which includes Principal Arterials, Arterials, Collectors, Commercial/Industrial Streets, Neighborhood Routes, and Local Streets.

Attachment A to this staff report summarizes the Functional Classification Map changes proposed by Exhibit 1 of Ordinance No. 900, pages 1 through 8. All the Functional Classification Map amendments proposed have been adopted into the City of Hillsboro TSP. Many of the changes are to City-operated roadways, while changes to County-operated roadways are considered as recommendations for the County TSP. The changes proposed, serve to align Washington County's TSP with the adopted city plan designations.

2. Lane Number Map amendments shown on pages 9 through 18

The maximum number of through travel lanes that can be built on individual roads without a plan amendment is identified on the Lane Numbers Map.¹ **Attachment B** to this staff report summarizes the Lane Number Map changes proposed by Exhibit 1 of Ordinance No. 900, pages 9 through 18. The Lane Number Map amendments proposed have been adopted into the City of Hillsboro or City of Tigard TSP, and the changes serve to align Washington County's TSP with the adopted City plan designations.

3. Refinement Area updates shown on page 19 and 20

Refinement Areas are locations that have been identified where further study is needed to determine the mode, function and/or general location of a future solution or transportation improvement. Further study of a Refinement Area may occur through a transportation planning process, capital project development or the land development

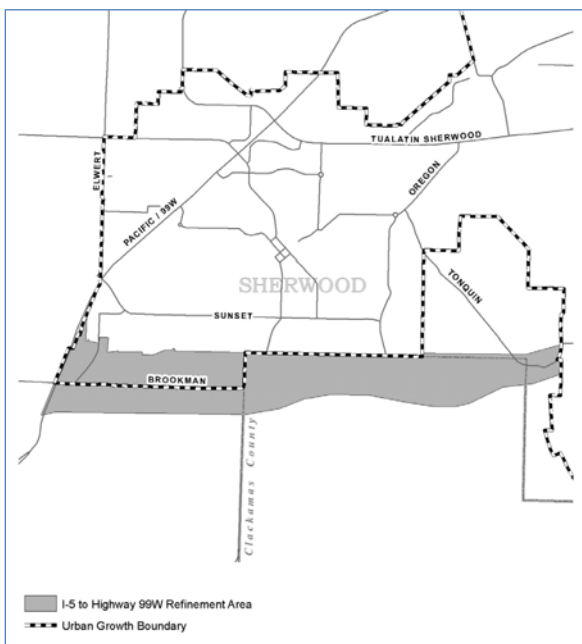
¹ Intersections along Arterial and Collector Roads may also include auxiliary and turn lanes within 1,000 feet of intersections. Specific needs for auxiliary and turn lanes are determined through traffic analysis conducted at the time of development and/or during improvement project development. As provided in Table 3: Functional Classification Design Parameters, footnote 3, adopted by A-Engrossed Ordinance No. 783, Exhibit 7, page 7 in 2014.

process. Before development may occur on land within a Refinement Area, in addition to other requirements, the development application must demonstrate how potential solutions to the transportation need will (at a minimum) not be precluded by the proposed development. Ordinance No. 900 proposes to remove two roadway refinement areas:

SW 124th Avenue Refinement Area

As shown on Exhibit 1 of Ordinance No. 900, page 20, the SW 124th Avenue Refinement Area was added to the TSP by A-Engrossed Ordinance No. 750 in 2012. The Refinement Area was added to the plan at the same time as the specific alignment of the 124th Avenue extension. The staff report for A-Engrossed Ordinance No. 750 describes the rationale for the study area, stating:

“While the 124th Avenue study has identified a preferred alternative, it has not answered all the questions in the area. A future realignment of the intersection of 124th Avenue and Tonquin Road appears to be likely as the area to the west develops. The reclamation of the Knife River aggregate mineral mining site, and potential for future Urban Growth Boundary amendments within the Urban Reserves identified in the area, create unknowns about future circumstances. The aggregate mining site resources continued to be removed indefinitely. This site creates a major topography constraint, and the final conditions of the site will be unknown until its reclamation is completed. Furthermore, the Knife River operation supports jobs and produces critical materials for the regional construction industry. The exact alignment of 124th Avenue south of the BPA easement may need more detailed study and engineering. Therefore, it is proposed that a Refinement Area be added into the Washington County Transportation Plan. This will enable the County to determine the best way to connect the southern portion of the initial project link to the future arterial road that will provide access between the I-5 and the SW Tualatin area.”



The 124th Avenue roadway alignment has been identified and the roadway has been constructed and therefore additional refinement of the roadway location is unnecessary. Staff recommends removing the Refinement Area from the Washington County TSP.

Although the Refinement Areas overlap, the removal of the SW 124th Avenue Refinement Area does not change the need for the additional study of the I-5 to OR 99W Refinement Area adopted by A-Engrossed Ordinance No. 783 and depicted for reference. The I-5 to OR 99W Refinement Area is not proposed to be modified by Ordinance No. 900.

NW Schaaf Road Extension Refinement Area

As shown on Exhibit 1 of Ordinance No. 900, page 19, the NW Schaaf Road Extension Refinement Area was included to allow for additional consideration of the alignment for the proposed NW Schaaf Road Extension by A-Engrossed Ordinance No. 783, in 2014.

The City of Hillsboro undertook planning for this extension shortly after the Washington County TSP update in 2014. The City considered the urban industrial lands south of West Union Road during a land development process. Following the City analysis, an industrial building was located within the Refinement Area, limiting the options for the roadway extension. The City of Hillsboro has removed the Refinement Area from the City TSP and has adopted a solution to the need: planned widening of West Union Road. The City solution is shown in Exhibit 1 of Ordinance No. 900, page 11. The City of Hillsboro TSP now includes a 5-lane roadway designation for West Union Road. The designation change for West Union Road extends from Century Boulevard to where the proposed NW Schaaf Road extension was anticipated to connect.

4. Special Right-of-Way needs for Jackson School Road shown on page 21

Normally, when the Urban Growth Boundary (UGB) line is concurrent with a roadway, the boundary is located on the outside edge of the road right-of-way (ROW) and the entire facility is identified as urban. However, along Jackson School Road, the UGB line is angled within the road ROW area. The UGB line intersects with the Jackson School Road ROW at the northern most point of where the 2/3 lane designation is proposed, as shown in Exhibit 1 of Ordinance No. 900, page 13. The adopted UGB line location appears to be the result of an incorrect geographic projection or other coding error. Discussions with Metro staff regarding amendment of the line location within the ROW have not yet resulted in an adjustment of the UGB line.

The special ROW language is not normally necessary and would not be recommended for inclusion in the long-range TSP but for the unusual location of the UGB line here. The location of the UGB line along Jackson School Road creates a unique situation for development permitting and related road improvement requirements. Properties along Jackson School Road that wish to develop with urban uses, must complete required improvements inside the UGB. The intent of the language proposed is to clarify that such improvements are to be accommodated inside the UGB. The language also notes that continued operation and maintenance of the roadway is unaffected.

Pedestrian System

The Pedestrian System Map in the TSP identifies:

- Pedestrian / Bicycle Districts
- Rural Pedestrian Activity Areas
- Pedestrian Parkways
- Streetscape Overlays
- Regional Trails
- Community Trails

1. Regional Trail and Community Trail amendments

Ordinance No. 900 proposes several amendments to Regional and Community Trail alignments and designations to be consistent with the Regional Trails System and Local Trail Refinement Planning (Exhibit 2 of Ordinance No. 900, pages 1 through 6).

These amendments to the pedestrian map include new conceptual trail corridors and/or corrections to trail designations (either Regional or Community Trails) to bring them into alignment with the Regional Trails System network maintained by Metro. In general, Regional Trails are planned to accommodate more of a transportation function than Community Trails. Amendments include proposed on-street trail segments to facilitate improved multimodal access to transit facilities as recommended by Washington County's First and Last Mile Transit Access Strategies plan.

The Washington County TSP describes Regional Trails as follows:

"Regional Trails are included in both the Pedestrian Element and the Bicycle Element. A Regional Trail is a multi-use pathway that accommodates regional and local utilitarian pedestrian and bicycle trips. Regional Trails include off-street Pedestrian Parkways and Bicycle Parkways as identified in Metro's RTP, along with several existing or proposed multi-use trails in the rural area and a limited number of short pedestrian/ bicycle connections that facilitate access to the regional transportation network. Regional Trails serve a transportation function and are encouraged to be designed and constructed in ways that facilitate comfortable, convenient travel, including:

- Using surface and sub-grade materials and following grading and storm water management practices that result in a durable, slip-resistant, watershed-friendly surface throughout the year.
- Avoiding flood-prone areas and/or managing storm water to allow year-around operation.
- Providing adequate width, as context and circumstances allow, accommodating different trail users including people walking, running, cycling, skating, walking dogs and pushing strollers.
- Minimizing sharp curves and out-of-direction travel.
- In higher-density areas, installing pedestrian-scale trail lighting sensitive to surrounding land uses and wildlife habitat.
- Keeping trails legally open at all hours.
- Regular maintenance, surface repairs and debris clearing by the responsible jurisdiction.

Regional Trails in the urban area are intended to have paved surfaces; Regional Trails in the rural area are encouraged to have paved surfaces, but may have unpaved surfaces. Regional Trails that are routed along roadways may require further determination as to whether the trail will be separated from the roadway or employ a shared roadway design. When the location of a proposed Regional Trail is being determined in concert with a development proposal or transportation project, the County shall confer with the jurisdiction or special district that is responsible for maintaining that trail to ensure that the most up-to-date assumptions of that trail's location and design features are being considered."

The Washington County TSP describes Community Trails as follows:

“A Community Trail is a pathway that accommodates shorter-distance utilitarian walking trips and may or may not accommodate bicycle trips. Community Trails serve as convenient walking connections between local destinations or as accesses to Regional Trails. Community Trails are not necessarily designed for 24-hour, all-weather use and may be constructed to different standards than Regional Trails. Community Trails include off-street Regional Pedestrian Corridors as indicated in Metro’s RTP, in addition to selected community, local and other trails shown on trail maps by jurisdictions in Washington County. Community Trails that are routed along roadways require further determination as to whether the trail will be separated from the roadway or employ a shared roadway design. When the location of a proposed Community Trail is being determined in concert with a development proposal or transportation project, the County shall confer with the jurisdiction or special district that is responsible for maintaining that trail to ensure that the most up-to-date assumptions of that trail’s location and design features are being considered. Community Trails appear only in the Pedestrian Element.”

In addition to the trail designation changes proposed, several Regional Trail Refinement Areas are proposed to be removed and replaced with more precise corridor alignments. Furthermore, Exhibit 2 of Ordinance No. 900, page 36, proposes to change the definition of Regional Trail Refinement Area, by removing the term “Regional.” The classification and function of the trail in the pedestrian system may not be known in all cases and identifying the trail classification may be an element of the refinement planning needed.

The proposed changes are listed in greater detail in **Attachment C** to this staff report.

2. Council Creek Regional Trail

As shown on Exhibit 2 of Ordinance No. 900, page 5, the Council Creek Regional Trail has undergone a series of planning and refinement steps over the last several years. The Council Creek Regional Trail Master Plan was completed in 2015, which consisted of two corridors – North - South and West - East. The East - West corridor was further refined through the Council Creek Regional Trail Preliminary Design project, which will be complete in 2024. After a thorough planning process involving the public, adjacent property owners, stakeholders, other agency staff, and local and regional appointed and elected officials, the Council Creek Regional Trail elected official steering committee approved a center alignment of the former Portland and Western Railroad right-of-way between Douglas Street in Forest Grove and Dennis Avenue in Hillsboro.

The Council Creek Regional Trail is envisioned as a multi-use pathway for people to bike, hike, roll and stroll between downtown Hillsboro and downtown Forest Grove.

Ordinance No. 900 proposes amending the TSP to add the Council Creek Regional Trail alignment to the Pedestrian System Map and remove the existing Trail Refinement Area for the West - East portion of corridor, as shown on Exhibit 2 of Ordinance No. 900,

page 7. The Council Creek Regional Trail Community Engagement Final Report was completed in December 2023, and included for reference as **Attachment G** to this staff report.

Enhanced Major Street Bikeway System

The Washington County TSP Bicycle System identifies two classifications of on-street bicycle facilities:

1. Major Street Bikeways – these include a bicycle lane or buffered bicycle lane on all Arterials and Collectors (Major Streets).
2. Enhanced Major Street Bikeways – these identify locations on Major Streets where enhanced bicycle facilities are desired. Normally an enhanced bicycle facility would include a buffered bicycle lane, or a separated bicycle facility (such as a cycle track) or other facility protected from motor vehicle traffic.

Exhibit 2 of Ordinance No. 900, pages 9 through 16, show additions to the Enhanced Major Street Bikeway Network. All these segments are currently designated as Major Street Bikeways. The additions are proposed based on the recommendations of city transportation plans.

The City of Hillsboro undertook an in-depth evaluation of the citywide bicycle network during the development of its TSP update. The TSP identifies five categories of on-street bicycle facilities:

- Cycle Track: Typically, 7-foot separated bike facility located behind the curb; this is the default bicycle facility for new Arterials and Collectors in Hillsboro.
- Buffered Bike Lane: 5-foot bike lane with 2-foot buffer; an alternative to cycle tracks when cycle tracks are not feasible.
- Standard Bike Lane: 5-6-foot bike lanes, typical in earlier design standards but no longer applied except in constrained environments.
- Multi-use Paths: Completely separated facilities shared by people walking and bicycling. Typically identified as trails in the Washington County TSP.
- Neighborhood Bikeway: Shared-use roadways on low-speed, low-volume streets. Not identified in the County TSP.

As shown in Exhibit 2 of Ordinance No. 900, pages 9 through 14, Major Streets (Arterials and Collectors) locations where a cycle track is identified by the City of Hillsboro TSP have been proposed as Enhanced Major Street Bikeways. Amendments are generally concentrated in three main areas: Amberglen (page 9), South Hillsboro (pages 10 and 11), and the North Hillsboro Industrial Area (pages 12 and 13).

The City of Tigard TSP update identified an extensive on-street bicycle system throughout the city. However, the TSP does not yet identify recommended categories of treatments for on-street bicycle facilities, and the appropriate treatment is to be determined through land development application or during a project development process. Additional analysis and information are anticipated as the City continues to refine plans.

The City of Tigard also recently completed two street concept plans:

- 72nd Avenue – The concept plan is identified in the City’s development code and indicates protected bicycle lanes (also known as cycle tracks) as the preferred alternative.
- Greenburg Road – The “Complete Greenburg” concept plan indicates separated bicycle facilities for Greenburg Road between Hall Boulevard and OR 217.

The outcome of both street concept plans is consistent with the Enhanced Major Street Bikeway designation and as shown on Exhibit 2 of Ordinance No. 900, page 15.

Exhibit 2 of Ordinance No. 900, page 16 adds the Enhanced Major Street Bikeway designation to 160th Avenue, between Tualatin Valley Highway (OR 8) and Blanton Street. This segment of 160th Avenue is designated as an on-street trail and provides for the connection between Westside Trail segments. The current Westside Trail segments connect at the northeast corner of the Millikan Way and Tualatin Valley Highway intersection and on Blanton Street located 500 feet east of 160th Avenue. This segment of 160th Avenue currently lacks bicycle facilities.

The Enhanced Major Street Bikeway designation is consistent with recommendations from the Tualatin Valley Trail Concept Plan and is intended to set the stage for a future concept plan to design this Regional Trail connection (including a crossing at Tualatin Valley Highway) in coordination with City of Beaverton, Oregon Department of Transportation and Tualatin Hills Parks and Recreation District.

Transit System

The Transit Element of the TSP is intended to show existing and planned future transit service in Washington County. As TriMet and other transit providers update their service plans or make modifications to their network, the TSP is intended to capture those changes. The TSP serves to inform future capital projects and land development actions by identifying corridors where transit-stop and access improvements may be warranted. Exhibit 2 of Ordinance No. 900, pages 17 and 34 show the Transit Element Map changes. See **Attachment E** of this staff report for specific line change details.

1. Local Transit Service Amendments

TriMet

The TriMet Forward Together service concept was developed to help transition the agency beyond the COVID-19 pandemic over the next two to five years. TriMet has identified that commuting patterns have changed in response to more work-from-home and hybrid work schedules. An additional objective of Forward Together was to improve transit access for minority and low-income populations across the region. As part of this effort, more resources are intended to be allocated to all day frequent service throughout the TriMet bus network. The TriMet bus system would focus less on peak-period commutes to the Portland central business district. TriMet has begun to implement the Forward Together service adjustments as part of TriMet's annual service updates. It is expected the service changes will continue to phase in through Fiscal Year 2026 or 2027.

Exhibit 2 of Ordinance No. 900, pages 17 through 28 show the proposed Transit System Map amendments that incorporate adjustments developed in consultation with TriMet staff based on TriMet's Forward Together service concept. The Transit System Map changes are shown in detail in **Attachment E** and the TriMet Forward Together Final Report is available in **Attachment F** of this staff report.

Interregional Transit Service Amendments

SMART

Exhibit 2 of Ordinance No. 900, page 30 shows removal of interregional bus service from I-5 to the Tigard Transit Center. This service was originally proposed in SMART's Transit Master Plan as a revision for their Route 2X that connects to the TriMet system. The agency has chosen to truncate the service to the Tualatin (Bridgeport) Park & Ride, and the proposed map change reflects the current service plan.

Ride Connection

Ride Connection is a private non-profit transit operator funded, in part, by Washington County through the Statewide Transportation Improvement Fund (STIF). Ride Connection operates community and job connector shuttles serving Forest Grove, Cornelius, Hillsboro and Tualatin within urban Washington County. Ride Connection shuttles offer first/last mile connections to TriMet's rail and bus network and help fill gaps in transit coverage that are not well-served by other transit providers. Ride Connection also offers a rural shuttle that serves North Plains and Banks and connects with Tillamook County Transit District's Route 5 Coastliner service between Tillamook and Portland.

Exhibit 2 of Ordinance No. 900, pages 31 and 34 shows changes to be consistent with Washington County's Transit Development Plan (TDP). As part of the STIF process, the County adopts a biannual TDP that prioritizes local transit projects and programs. The TDP includes both an interregional service network and a community and job connector shuttle network.

Exhibit 2 of Ordinance No. 900, pages 31 and 32 shows changes to the interregional service network in North Plains and Forest Grove, corresponding with recent service changes made by Ride Connection to their westLink route. In North Plains, a new stop was added at Pacific Avenue and Glencoe Road. In Forest Grove, new stops were added at Main Street and University Avenue and at Cedar Street and Pacific Avenue.

2. Community Connector Service Amendments

Exhibit 2 of Ordinance No. 900, pages 33 and 34 delete and replace the Community Connector Service Area Map. The Community Connector Service Areas identify areas that are currently served, or could potentially be served, by lower-cost flexible or deviated-fixed-route shuttle service. These are areas where regular bus service may not be feasible due to lower densities and/or historically low transit ridership. It is worth noting that the filed ordinance mislabeled Community Connector Service Areas as Community Connection Areas. Staff considers this as a scrivener's error not necessitating an engrossment.

3. Southwest Corridor LRT Project

Exhibit 2 of Ordinance No. 900, page 26, updates the Southwest Corridor study area in the Washington County TSP to match the Record of Decision for the Southwest Corridor Light Rail Project that was issued in April 2022, following the publishing of the FEIS in the Federal Register in January 2022. The proposed High Capacity Transit Study Corridor Map amendment applies a 100-foot buffer around the preferred alternative. This buffer is intended to allow for additional flexibility to respond to opportunities or constraints presented in a future project. Additional analysis is anticipated in the future regarding this project or other high-capacity transit system in this corridor. As refinement occurs in the future, additional changes to the study area could be considered.

Additional information regarding the Southwest Corridor LRT Project FEIS is available at: www.trimet.org/swcorridor/

Summary of Proposed Changes

Ordinance No. 900 proposes to amend the Transportation System Plan (TSP) to incorporate general map and text changes for consistency with ongoing transportation planning efforts. Many of the amendments are proposed for consistency with transportation plan updates adopted by cities. The amendments also establish the alignment of the Council Creek Regional Trail and include changes to the transit system map for consistency with recent transit service provider plans.

The proposed changes include amendments to the following:

- Roadway System Element Maps, including Functional Classification Map, and Lane Numbers Map. Removal of two Refinement Areas where planning has been completed.
- Active Transportation Element, including the Pedestrian Element Map, Bicycle Element Map and Transit Element Map. Adjustments to several Refinement Areas, including the removal of two trail Refinement Areas where trail planning has been completed and the specific alignment identified.

List of Attachments

The following attachments identified in this staff report are provided:

Attachment A: Functional Classification Map Amendments

Attachment B: Lane Numbers Map Amendments

Attachment C: Pedestrian System Map Amendments

Attachment D: Bicycle System Map Amendments

Attachment E: Transit System Map Amendments

Attachment F: TriMet Forward Together Final Report

Attachment G: Council Creek Regional Trail Community Engagement Final Report

Attachment H: Planning Commission Deliberations

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ATTACHMENT A
Board of Commissioners Staff Report
April 2, 2024

Attachment A: Functional Classification Changes

Ord. No. 900 Exhibit 1 Page (s)	Road name	Start	End	Change
7	5th Avenue	Oak Street	Walnut Street	Local to Collector
7	6th Avenue	Walnut Street	Maple Street	Neighborhood Route to Local
1	13th Avenue	Garibaldi Street	Jackson Street	Collector to Neighborhood Route
2	17th Avenue	Sunrise Lane	Cornell Road	Collector to Neighborhood Route
3, 7	18th Avenue	Oak Street	Maple Street	Collector to Neighborhood Route
2	21st Avenue	Sunrise Lane	Cornell Road	Neighborhood Route to Collector
4	30th Avenue	Evergreen Road	Springer Street	Local to Collector
3	32nd Avenue	Main Street	Cypress Street	Arterial to Collector
4	34th Avenue	Cornell Road	Veterans Drive	Local to Collector
5	67th Avenue	Tualatin Valley Highway	Alexander Street	Remove Collector designation
1	Armco Avenue	Maple Street	Wood Street	Remove proposed extension
2	Arrington Road	Jackson School Road	Cornell Road	Neighborhood Route to Collector
4	Belknap Court / Veterans Drive extension	Brookwood Parkway	Elam Young Parkway	Collector Extension
5	Brookwood Parkway	Tualatin Valley Highway	Alexander Street	Collector to Arterial
3, 7	Cypress Street	Tualatin Valley Highway	32nd Avenue	Arterial to Collector
6	Edgeway Extension	Walker Road	Holly Street	Realign Proposed Collector Extension
6	Gibbs Drive	Amberglen Parkway	Stucki Extension	Local to Collector
2	Griffin Oaks Street	15th Avenue	25th Avenue	Neighborhood Route to Collector
6	Heritage Parkway	Edgeway Drive	185th Avenue	Collector to Neighborhood Route
5	Johnson Street	Century Boulevard	67th Avenue	Collector to Local
7	Maple Street	7th Avenue	10th Avenue	Neighborhood Route to Local
7	Oak Street	10th Avenue	18th Avenue	Collector to Neighborhood Route
4	Springer Street Extension	30th Avenue	Brookwood Parkway	Local to Collector and new Collector Extension
6	Stucki Extension	Walker Road	205th Avenue	Arterial to Collector

ATTACHMENT B
Board of Commissioners Staff Report
April 2, 2024

Attachment B: Lane Number Changes

Exhibit 1 Page(s)	Road name	Start	End	Change
City of Hillsboro Amendments				
9	1st Avenue	Lincoln Street	Main Street	2/3 lanes to 4/5 lanes
9	1st Avenue	Walnut Street	Wood Street	4/5 lanes to 2/3 lanes
9	5th Avenue	Grant Street	Walnut Street	2/3 lanes to 2 lanes
15	25th Avenue	Cornell Road	Veterans Drive	2/3 lanes to 4/5 lanes
11	30th Avenue	Evergreen Road	Springer Street	2 lanes to 2/3 lanes
10	59th Avenue	Bennett Street	Evergreen Road	2/3 lanes to 2 lanes
14	Alexander Street	Century Boulevard	67th Avenue	2/3 lanes to 2 lanes
15	Brogden Street	28th Avenue	Brookwood Parkway	2/3 lanes to 2 lanes
10, 11	Brookwood Parkway	Evergreen Road	Shute Road	4/5 lanes to 6/7 lanes
13	Butler Street	Century Boulevard	Cornell Road	2/3 lanes to 4/5 lanes
14	Century Boulevard	Johnson Street	Alexander Street	2/3 lanes to 4/5 lanes
8	Connell Avenue	Cory Street	Main Street	2/3 lanes to 2 lanes
9	Dennis Avenue	Main Street	Walnut Street	2/3 lanes to 2 lanes
8	Hornecker Road	Urban Growth Boundary	Cory Street	2/3 lanes to 2 lanes
13	Gibbs Drive	Amberglen Parkway	Stucki Extension	2 lanes to 2/3 lanes
12	Jackson School Road	Urban Growth Boundary	Evergreen Road	2 lanes to 2/3 lanes
14	Johnson Street	Century Boulevard	67th Avenue	2/3 lanes to 2 lanes
15	Main Street	25th Avenue	32nd Avenue	2/3 lanes to 4/5 lanes
13	Ronler Drive	Century Boulevard	79th Avenue	2 lanes to 2/3 lanes
10	Schaaf Road	62nd Avenue	Century Boulevard	Remove 2/3 lanes
11	Springer Street	30th Avenue	Brookwood Parkway	2 lanes to 2/3 lanes
9	Walnut Street	Dennis Avenue	10th Avenue	2/3 lanes to 2 lanes
10	West Union Road	Century Boulevard	Prior terminus of proposed Westmark /Schaaf Road Extension	2/3 lanes to 4/5 lanes

ATTACHMENT B
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City of Tigard Amendments				
Exhibit 1 Page(s)	Road name	Start	End	Change
17	72nd Avenue	OR 99W	Dartmouth Street	4/5 lanes to 2/3 lanes
16	Durham Road	OR 99W	Hall Boulevard	4/5 lanes to 2/3 lanes
17	Greenburg Road	Hall Boulevard	Locust Street	4/5 lanes to 2/3 lanes
16 - 17	Greenburg Road	North Dakota Street	OR 99W	4/5 lanes to 2/3 lanes
16 - 17	Hall Boulevard	OR 99W	Durham Road	4/5 lanes to 2/3 lanes

ATTACHMENT C
Board of Commissioners Staff Report
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Attachment C: Regional and Community Trail Map Amendments

Exhibit 2 Page(s)	Trail Segment	From	To	Jurisdiction	Proposed Change	Rationale
2	I-5/OR217 Interchange	End	End	Tigard	Delete Regional Trail	Linework does not conform to regional plans
4	205th Avenue (On-Street)	Baseline Road	Quatama Street	Hillsboro/ Washington County	Add Regional Trail	Closes gap in network consistent with Recommendation from County's First and Last Mile Transit Access Strategies Plan
2	Ash Creek Trail	Fanno Creek Trail	Oak Street	Tigard	Add Community Trail	New trail proposal from Tigard TSP
4	Baseline Road (On-Street)	Reedville Trail	205th Avenue	Hillsboro/ Washington County	Add Regional Trail	Closes gap in network consistent with recommendation from County's First and Last Mile Transit Access Strategies Plan
4, 6	Beaverton Creek Trail	Rock Creek Trail	Westside Trail	Beaverton/ Hillsboro/ Washington County	Change Community to Regional	Correcting trail designation to match Regional Trails System and THPRD Trails Plan
2	Colony Creek Greenway Trail	Fanno Creek Trail	Fanno Creek Drive	Tigard	Change Regional to Community	Correcting trail designation to match Regional Trails System
4	Cornelius Pass Trail	US 26	Cornell Road	Hillsboro	Change Community to Regional	Correcting trail designation to match Regional Trails System
4	Cornelius Pass Trail	Cornell Road	Cornelius Pass/Wilkins	Hillsboro	Add Regional Trail	Correcting trail designation to match Regional Trails System/THPRD Trails Plan
4	Cornell Road (On-Street)	Cornelius Pass Trail	Rock Creek Trail	Hillsboro	Add Regional Trail	Closes gap in network consistent with recommendation from County's First and Last Mile Transit Access Strategies Plan
5 - 6	Council Creek Regional Trail	Douglas Street	Dennis Avenue	Forest Grove/Cornelius/ Hillsboro/ Washington County	Add Regional Trail	Refinement as result of the Council Creek Regional Trail Project

ATTACHMENT C
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Attachment C: Regional and Community Trail Map Amendments

Exhibit 2 Page(s)	Trail Segment	From	To	Jurisdiction	Proposed Change	Rationale
7	Council Creek Trail	Douglas Street	Dennis Avenue	Forest Grove/ Cornelius/Hillsboro/ Washington County	Delete Trail Refinement Area	Refinement as result of the Council Creek Trail Project
4, 6	Crescent Park Greenway	Current TSP Trail Endpoint (273rd Avenue)	Cornelius Pass Trail	Hillsboro	Change Community to Regional	Correcting trail designation to match Regional Trails System
6	Crescent Park Greenway	UGB Boundary	Current TSP Trail Endpoint (273rd Ave)	Hillsboro	Add Regional Trail	New trail proposal from Hillsboro Trails Plan
4, 6	Crescent Park Greenway	UGB Boundary	209th Avenue	Hillsboro	Change Community to Regional	Correcting trail designation to match Regional Trails System
6	Crescent Park Greenway	UGB Boundary	Rock Creek Trail	Hillsboro	Add Regional Trail	New trail proposal from Hillsboro TSP
2	Fanno Creek Trail	Bonita Road	Tualatin River Greenway	Tigard	Add Regional Trail	Refinement as result of the Fanno Creek Trail Alignment Study
8	Fanno Creek Trail	Bonita Road	Tualatin River Greenway	Tigard	Delete Trail Refinement Area	Refinement as result of the Fanno Creek Trail Alignment Study
3	Langer Farms Parkway Trail	Ice Age Tonquin Trail	Tualatin Sherwood Trail	Sherwood	Add Community Trail	Existing trail
2	Oak Street Trail	95th Ave	Hall Blvd	Tigard	Add Community Trail	New trail proposal from Tigard TSP
2	Pathfinder- Genesis Trail	Fanno Creek Trail	Johnson Street	Tigard	Change Regional to Community	Correcting trail designation to match Regional Trails System
4	Quatama Street (On-Street)	Rock Creek Trail	205th Avenue	Hillsboro	Add Regional Trail	Closes gap in network consistent with recommendation from County's First and Last Mile Transit Access Strategies Plan

ATTACHMENT C
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Attachment C: Regional and Community Trail Map Amendments

Exhibit 2 Page(s)	Trail Segment	From	To	Jurisdiction	Proposed Change	Rationale
2	Red Rock Creek Trail	Tigard to Lake Oswego Trail	OR 99W	Tigard	Add Community Trail	New trail proposal from Tigard TSP
2	Red Rock Creek Trail Crossing	OR 217 Crossing	OR 217 Crossing	Tigard	Add Trail Refinement Area	New trail proposal from Tigard TSP
4	Reedville Trail (On-Street)	Tualatin Valley Trail	Johnson Street/Reedville Trail trailhead	Hillsboro/ Washington County	Add Regional Trail	Existing trail on Cornelius Pass Road closes gap in network consistent with recommendation from County's First and Last Mile Transit Access Strategies Plan
6	Rock Creek Trail	Rood Bridge Park	Crescent Park Greenway	Hillsboro	Add Regional Trail	Existing trail
6	Rock Creek Trail	Rood Bridge Park	Existing Trail	Hillsboro	Delete Regional Trail	Linework does not conform to regional plans
1	South Cooper Mountain Trail	Kobbe Drive	Roy Rogers Road	Tigard/Beaverton	Change Community to Regional	Correcting trail designation to match Regional Trails System
1	South Cooper Mountain Trail	Roy Rogers Road	River Terrace Blvd	Tigard/Beaverton	Add Regional Trail	Incorporated from Regional Trails System and Tigard TSP
1	Southern Access Trail	River Terrace Trail	150th Avenue	Tigard	Add Regional Trail	Incorporated from Regional Trails System and Tigard TSP
2	Tigard to Lake Oswego Trail	Fanno Creek Trail	County Line	Tigard	Add Regional Trail	Incorporated from Regional Trails System and Tigard TSP
2	Tigard Street Trail	OR 99W	Hall Blvd	Tigard	Add Community Trail	Existing trail
2	Tigard Street Trail	Tiedeman Street	Tigard Street	Tigard	Add Community Trail	Existing trail
2	Tualatin River Greenway (North Side)	OR 99W	Fanno Creek Trail	Tigard/King City/ Washington County	Change Community to Regional	Correcting trail designation to match Regional Trails System

ATTACHMENT C
Board of Commissioners Staff Report
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Attachment C: Regional and Community Trail Map Amendments

Exhibit 2 Page(s)	Trail Segment	From	To	Jurisdiction	Proposed Change	Rationale
1-2	Tualatin River Greenway (North Side)	Westside Trail	OR 99W	King City/ Washington County	Add Regional Trail	Incorporated from Regional Trails System
2	Tualatin River Greenway (North Side)	Fanno Creek Trail	Tualatin River Greenway (Crescent Connection)	Tigard/Durham/ Washington County	Add Regional Trail	Existing trail
2	Tualatin River Greenway (Crescent Connection)	Tualatin River Greenway (North Side)	300 Feet Further South Along Greenway	Tigard/Durham	Change Community to Regional	Correcting trail designation to match regional trails system
4	Wilkins Street (On-Street)	Cornelius Pass Road	Rock Creek Trail	Hillsboro	Add Regional Trail	Incorporated from Regional Trails System and Hillsboro TSP

ATTACHMENT D
Board of Commissioners Staff Report
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Attachment D: Enhanced Major Street Bikeway Additions

Exhibit 2 Page(s)	Road name	Start	End	Change
12	30th Avenue	Meek Road	Springer Street	Add as Enhanced Major Street Bikeway
13	62nd Avenue	Schaaf Road	Jacobson Road	Add as Enhanced Major Street Bikeway
10	67th Avenue	Alexander Street	Century Blvd	Add as Enhanced Major Street Bikeway
15	72nd Avenue	OR 99W	OR 217	Add as Enhanced Major Street Bikeway
16	160th Avenue	Tualatin Valley Highway	Blanton Street	Add as Enhanced Major Street Bikeway
9	Aloclek Drive	Cornelius Pass Road	Walker Road	Add as Enhanced Major Street Bikeway
9	Amberglen Parkway	Walker Road	Stucki Road Extension	Add as Enhanced Major Street Bikeway
10	Blanton Street	67th Avenue	209th Avenue	Add as Enhanced Major Street Bikeway
11	Brookwood Avenue	Davis Road	UGB line	Add as Enhanced Major Street Bikeway
10	Century Boulevard	Tualatin Valley Highway	67th Avenue	Add as Enhanced Major Street Bikeway
10	Century Boulevard/229th Avenue	67th Avenue	Rosedale Road	Add as Enhanced Major Street Bikeway
10	Cornelius Pass Road Extension	Tualatin Valley Highway	Rosedale Road	Add as Enhanced Major Street Bikeway
9	Edgeway Drive	Walker Road	Holly Street	Add as Enhanced Major Street Bikeway
9	Gibbs Drive	Amberglen Parkway	Stucki Road Extension	Add as Enhanced Major Street Bikeway
15	Greenburg Road	Hall Boulevard	OR 217	Add as Enhanced Major Street Bikeway
14	Hidden Creek Drive	47th Avenue	53rd Avenue	Add as Enhanced Major Street Bikeway
12, 13	Huffman Boulevard	Sewell Road	Brookwood Parkway	Add as Enhanced Major Street Bikeway
10	Kinnaman Street	67th Avenue	209th Avenue	Add as Enhanced Major Street Bikeway
10	McInnis Lane	67th Avenue	209th Avenue	Add as Enhanced Major Street Bikeway
12	Meek Road	UGB line	Starr Boulevard	Add as Enhanced Major Street Bikeway
10	Murphy Lane	229th Avenue	209th Avenue	Add as Enhanced Major Street Bikeway
9	Ronler Drive	Century Boulevard	Cornelius Pass Road	Add as Enhanced Major Street Bikeway
11	Rood Bridge Road	River Road	UGB line	Add as Enhanced Major Street Bikeway
10	Rosedale Road	229th Avenue	209th Avenue	Add as Enhanced Major Street Bikeway
13	Schaaf Road	Helvetia Road	62nd Avenue	Add as Enhanced Major Street Bikeway
12	Springer Street	30th Avenue	Brookwood Parkway	Add as Enhanced Major Street Bikeway
12	Starr Boulevard	Meek Road	Evergreen Road	Add as Enhanced Major Street Bikeway
9	Stucki Road Extension	Walker Road	205th Avenue	Add as Enhanced Major Street Bikeway
13	Wagon Road	Century Boulevard	Cornelius Pass Road	Add as Enhanced Major Street Bikeway
9	Walker Road	Overlook Drive	101st Avenue	Add as Enhanced Major Street Bikeway

ATTACHMENT E
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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
27	First Street (Sherwood)	Pine Street	Oregon Street	94	Add Regular Bus	Existing Service
27	First Street (Sherwood)	Pine Street	Main Street	94	Remove Regular Bus	Line 94 Rerouted
21	107th Avenue	Leahy Road	Cornell Road	50	Remove Peak-Period Bus	Line 50 Canceled
22, 24 - 25	110th Avenue	Canyon Road	Beaverton-Hillsdale Highway	61	Remove Regular Bus	Line 61 Canceled
21	119th Avenue	McDaniel Road	Cornell Road	50	Remove Peak-Period Bus	Line 50 Canceled
20	174th Avenue	Laidlaw Road	Bronson Road	47	Remove Frequent, Add Regular	Outdated Designation (Currently Operates as Regular Service)
18 - 20	185th Avenue	Walker Road	Edgeway Drive	59	Add Peak-Period Bus	Existing Service
18 - 20	185th Avenue	Bronson Road	Evergreen Parkway	47	Add Regular Bus	Outdated Designation (Currently Operates as Regular Service)
20	174th Avenue	Laidlaw Road	Bronson Road	47	Remove Frequent, Add Regular	Existing Service
18	205th Avenue	Quatama Street	Baseline Road	113 (Future)	Add Regular Bus	Forward Together
17, 19	59th Avenue (Hillsboro)	Huffman Street	Evergreen Parkway	88, 115 (Future)	Add Regular Bus	Forward Together
24, 26, 28	72nd Avenue	Dartmouth Street	Durham Road	76	Add Frequent Bus	Forward Together
26, 28	72nd Avenue	Durham Road	Bridgeport Road	96	Add Regular Bus	Existing Service
24 - 25	78th Avenue	Brentwood Street	Beaverton-Hillsdale Highway	55, 61	Remove Regular, Add Peak	Existing Service, Line 61 Canceled

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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
21	90th Avenue	Leahy Road	Taylor Street	50	Remove Peak-Period Bus	Line 50 Canceled
18 - 19	Amberglen Parkway	Wilkins Street	Walker Road	59	Add Regular Bus	Forward Together
37	Ash Street	First Street (Sherwood)	Oregon Street	94	Add Regular Bus	Existing Service
21, 25	Baltic Avenue	Barnes Road	Park Way	59	Add Peak-Period Bus	Existing Service
21	Barnes Road	Sunset TC Driveway Entrance	Baltic Avenue	59	Add Peak-Period Bus	Existing Service
21, 25	Barnes Road	Sunset TC Driveway Entrance Slip Ramp	OR217 On-Ramp	59	Add Peak-Period Bus	Existing Service
21, 25	Barnes Road	Cedar Hills Boulevard	Sunset TC Driveway Exit	50	Remove Peak-Period Bus	Line 50 Canceled
21, 25	Barnes Road	Saltzman Road	Cedar Hills Boulevard	48, 62	Remove Regular, Add Frequent	Forward Together - Implemented Changes
23	Barrows Road	Horizon Boulevard	Walnut Street	92	Remove Peak-Period Bus	Line 92 Canceled
22, 24 - 25	Beaverton-Hillsdale Highway	110th Avenue	Apple Way	61	Remove Regular Bus	Line 61 Canceled
24 - 25	Beaverton-Hillsdale Highway	Apple Way	Laurelwood Avenue	55, 61	Remove Regular, Add Peak	Existing Service, Line 61 Canceled
24 - 25	Beaverton-Hillsdale Highway	78th Avenue	Scholls Ferry Road	55, 61	Remove Regular, Add Peak	Existing Service, Line 61 Canceled
17	Bennett Street	59th Avenue (Hillsboro)	Century Boulevard	88, 115 (Future)	Add Regular Bus	Forward Together
20	Bethany Boulevard	Kaiser Road	Laidlaw Road	47	Remove Frequent Bus	Outdated Designation (Currently Operates as Regular Service)
18	Blanton Street	Cornelius Pass Road	198th Avenue	115 (Future)	Add Regular Bus	Forward Together

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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
26, 28	Boones Ferry Road	Tualatin-Sherwood Road	Lower Boones Ferry Road	97	Add Regular Bus	Forward Together
28	Boones Ferry Road	Warm Springs Street	Sagert Street	12, 96	Add Frequent/Regular	Forward Together
25	Brentwood Street	Laurelwood Avenue	78th Avenue	55, 61	Remove Regular, Add Peak	Existing Service, Line 61 Canceled
18 - 20	Bronson Road	185th Avenue	174th Avenue	47	Add Regular Bus	Outdated Designation
21, 25	Cedar Hills Boulevard	Cornell Road	Barnes Road	48, 50, 67	Remove Freq/Peak, Add Regular	Forward Together - Implemented Changes, Line 50 Canceled
17 - 19	Century Boulevard	Evergreen Parkway	Main Street	47, 115 (Future)	Remove Frequent, Add Regular	Outdated Designation (Currently Operates as Regular Service)
19	Century Boulevard	Bennett Street	Evergreen Parkway	88, 115 (Future)	Add Regular Bus	Forward Together
19	Century Boulevard	Westmark Drive	Jacobson Street	113 (Future)	Add Regular Bus	Forward Together
18 - 19	Cornelius Pass Road	Wagon Drive	Wilkins Street	113 (Future)	Add Regular Bus	Forward Together
18	Cornelius Pass Road	Main Street	Blanton Street	113 (Future), 115 (Future)	Remove Frequent, Add Regular	Outdated Designation
18	Cornelius Pass Road	Blanton Street	End of Roadway	113 (Future), 115 (Future)	Remove Frequent Bus	Outdated Designation
17-18	Cornell Road	25th Avenue (Hillsboro)	Brookwood Parkway	46	Add Regular Bus	Existing Service

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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
21	Cornell Road	Saltzman Road	Cedar Hills Boulevard	48, 50, 67	Remove Freq/Peak, Add Regular	Forward Together - Implemented Changes, Line 50 Canceled
21	Cornell Road	Cedar Hills Boulevard	107th Avenue	50	Remove Peak-Period Bus	Line 50 Canceled
19	Croeni Avenue	Westmark Drive	Jacobson Street	113 (Future)	Add Regular Bus	Forward Together
24, 26	Dartmouth Street	Pacific Highway	72nd Avenue	76	Remove Regular, Add Frequent	Forward Together
24, 26	Dartmouth Street	68th Avenue	72nd Avenue	44	Add Regular Bus	Forward Together
18	Edgeway Drive	Western Willow Creek TC Driveway	185th Avenue	59	Add Peak-Period Bus	Existing Service
22 - 23	Erickson Avenue	Farmington Road	Allen Boulevard	88	Add Regular Bus	Forward Together
17, 19	Evergreen Parkway	59th Avenue (Hillsboro)	Century Boulevard	88, 115 (Future)	Add Regular Bus	Forward Together
17	Evergreen Parkway	15th Avenue (Hillsboro)	Starr Boulevard	115 (Future)	Add Regular Bus	Forward Together
18 - 19	Evergreen Parkway	Century Boulevard	Aloclek Drive	47, 88	Remove Frequent, Add Regular	Outdated Designation (Currently Operates as Regular Service)
18 - 20	Evergreen Parkway	Aloclek Drive	Stucki Avenue	47, 88	Remove Frequent Bus	Outdated Designation (Currently Operates as Regular Service)
18 - 20	Evergreen Parkway	Stucki Avenue	185th Avenue	47	Remove Frequent, Add Regular	Outdated Designation (Currently Operates as Regular Service)
22	Farmington Road	Erickson Avenue	Lombard Avenue	88	Add Regular Bus	Forward Together
24 - 25	Garden Home Road	Oleson Road	Multnomah Boulevard	92	Remove Peak-Period Bus	Line 92 Canceled
22 - 25	Hall Boulevard	Eliander Lane	Oleson Road	92	Remove Peak-Period Bus	Line 92 Canceled
26	Hall Boulevard	Commercial Street	Hunziker Road	76	Add Frequent Bus	Forward Together

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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
24, 26	Hall Boulevard	Hunziker Street	Pacific Highway	76	Remove Regular, Add Frequent	Forward Together
25	Hamilton Street	Scholls Ferry Road	County Line	55	Add Peak-Period Bus	Existing Service
22	Hart Road	Murray Boulevard	Hall Boulevard	67	Add Regular Bus	Forward Together
23	Horizon Boulevard	Scholls Ferry Road	Barrows Road	92	Remove Peak-Period Bus	Line 92 Canceled
17, 19	Huffman Street	Brookwood Parkway	59th Avenue	88, 115 (Future)	Add Regular Bus	Forward Together
17, 19	Huffman Street	Starr Boulevard	Brookwood Parkway	115 (Future)	Add Regular Bus	Forward Together
17	Intel Jones Farm Driveway	15th Avenue	End	46, 115 (Future)	Remove Regular Bus	Removing designation from private driveway
20	Laidlaw Road	174th Avenue	Bethany Boulevard	47	Remove Frequent, Add Regular	Outdated Designation (Currently Operates as Regular Service)
24 - 25	Laurelwood Avenue	Brentwood Street	Beaverton-Hillsdale Highway	55, 61	Remove Regular, Add Peak	Existing Service, Line 61 Canceled
21, 25	Leahy Road	107th Avenue	90th Avenue	50	Remove Peak-Period Bus	Line 50 Canceled
26, 28	Lower Boones Ferry Road	Bridgeport Road/ 72nd Avenue	Upper Boones Ferry Road	97	Add Regular Bus	Forward Together
20	Kaiser Road	Springville Road	Bethany Boulevard	47	Remove Frequent Bus	Outdated Designation (Currently Operates as Regular Service)
17 - 18	Main Street (Hillsboro)	Century Boulevard	Cornelius Pass Road	47, 115 (Future), 120 (Future)	Remove Frequent Bus	Outdated Designation (Currently Operates as Regular Service)
27	Main Street (Sherwood)	1st Street	Railroad Street	94	Remove Regular Bus	Line 94 Rerouted

ATTACHMENT E
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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
21	McDaniel Road	119th Avenue	County Line	50	Remove Peak-Period Bus	Line 50 Canceled
23, 26	McDonald Street	Pacific Highway	72nd Avenue	N/A	Remove Peak-Period Bus	Outdated Designation
24 -25	Multnomah Boulevard	Garden Home Road	County Line	92	Remove Peak-Period Bus	Line 92 Canceled
23	Murray Boulevard	Scholls Ferry Road	Barrows Road	56, 92	Remove Peak, Add Regular	Line 92 Canceled, Forward Together
24 - 25	Oleson Road	Hall Boulevard	Garden Home Road	92	Remove Peak-Period Bus	Line 92 Canceled
27	Oregon Street	First Street	Ash Street	94	Add Regular Bus	Existing Service
21, 25	Park Way	Walker Road	Baltic Avenue	59	Add Peak-Period Bus	Existing Service
20	PCC Rock Creek Driveway	End	End	47, 67	Add Regular Bus	Existing Service
27	Pine Street	First Street (Sherwood)	Railroad Street	94	Remove Regular Bus	Line 94 Rerouted
27	Railroad Street	Pine Street	Main Street (Sherwood)	94	Remove Regular Bus	Line 94 Rerouted
18	Reed Drive	Blanton Street	Cornelius Pass Road	115 (Future)	Add Regular Bus	Forward Together
28	Sagert Street	Boones Ferry Road	Martinazzi Avenue	12	Add Frequent Bus	Forward Together
21	Saltzman Road	Thompson Road	Cornell Road	50	Remove Peak-Period Bus	Line 50 Canceled
21	Saltzman Road	Cornell Road	Barnes Road	48, 62	Remove Regular, Add Frequent	Forward Together - Implemented Changes
24 - 25	Scholls Ferry Road	Beaverton-Hillsdale Highway	Hamilton Street	55	Add Peak-Period Bus	Existing Service

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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
22, 24 - 26	Scholls Ferry Road	Murray Boulevard	Hall Boulevard	92	Remove Peak-Period Bus	Line 92 Canceled
20	Springville Road	Old PCC Rock Creek Driveway	Kaiser Road	47	Remove Frequent Bus	Outdated Designation (Currently Operates as Regular Service)
20	Springville Road	PCC Rock Creek Driveway	Old PCC Rock Creek Driveway	47, 52, 67	Remove Frequent, Add Regular	Outdated Designation (Currently Operates as Regular Service)
17	Starr Boulevard	Huffman Street	Evergreen Parkway	115 (Future)	Add Regular Bus	Forward Together
21, 25	Sunset TC Driveway Entrance	100 Feet West of Barnes Road	Barnes Road	59	Add Peak-Period Bus	Existing Service
21, 25	Sunset TC Entrance Slip Ramp	Barnes Road	Sunset TC Driveway Entrance	50	Remove Peak-Period Bus	Line 50 Canceled
25	Taylor Street	Valeria View Drive	90th Avenue	50	Remove Peak-Period Bus	Line 50 Canceled
22 - 23	Teal Boulevard	Scholls Ferry Road	Murray Boulevard	92	Remove Peak-Period Bus	Line 92 Canceled
21	Thompson Road	Saltzman Road	County Line	50	Remove Peak-Period Bus	Line 50 Canceled
28	Tualatin-Sherwood Road	Boones Ferry Road	Martinazzi Avenue	97	Add Regular Bus	Existing Service
21, 25	Valeria View Drive	Taylor Street	Barnes Road	50	Remove Peak-Period Bus	Line 50 Canceled
18 - 21	Walker Road	185th Avenue	Park Way	59	Add Peak-Period Bus	Existing Service
19	Wagon Drive	500 Feet East of Croeni Avenue	Cornelius Pass Road	113 (Future)	Add Regular Bus	Forward Together
19	Westmark Drive	Century Boulevard	Croeni Avenue	113 (Future)	Add Regular Bus	Forward Together

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Attachment E: Transit System Map Amendments						
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Line(s)	Proposed Change	Rationale
18 - 19	Wilkins Street	Cornelius Pass Road	Amberglen Parkway	59, 113 (Future)	Add Regular Bus	Forward Together
18	Willow Creek TC Driveway	End	End	59	Add Peak-Period Bus	Existing Service

Interregional Bus Service Amendments (Ride Connection and SMART)								
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Lines	Proposed Change	Current Status	Proposed Status	Rationale
32	19th Avenue (Forest Grove)	Cedar Street	Douglas Street	westLink	Add	None	Interregional	Existing Service
32	21st Avenue (Forest Grove)	Cedar Street	Douglas Street	westLink	Add	None	Interregional	Existing Service
31	318th Avenue	Commercial Street (North Plains)	Kaybern Street	westLink	Remove	Interregional	None	Existing Service
30	72nd Avenue	OR 217 WB Off-ramp	OR 217 EB On-ramp	SMART 2X	Remove	Interregional	None	Outdated Designation
32	Cedar Street	Pacific Avenue	19th Avenue (Forest Grove)	westLink	Add	None	Interregional	Existing Service
30	Commercial Street (Tigard)	Tigard TC	Hall Boulevard	SMART 2X	Remove	Interregional	None	Outdated Designation
31	Commercial Street (North Plains)	318th Avenue	Main Street (North Plains)	westLink	Remove	Interregional	None	Existing Service
32	David Hill Road	Main Street (Forest Grove)	OR47	westLink	Add	None	Interregional	Existing Service
32	Douglas Street	Pacific Avenue	19th Avenue (Forest Grove)	westLink	Add	None	Interregional	Existing Service

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Interregional Bus Service Amendments (Ride Connection and SMART)								
Exhibit 2 Page(s)	Road Segment	From	To	Relevant Lines	Proposed Change	Current Status	Proposed Status	Rationale
30	Hall Boulevard	Commercial Street (Tigard)	Hunziker Street	SMART 2X	Remove	Interregional	None	Outdated Designation
30	Hunziker Street	Hall Boulevard	72nd Avenue	SMART 2X	Remove	Interregional	None	Outdated Designation
30	I-5 SB On-ramp	OR 217 EB	I-5 South	SMART 2X	Remove Interregional Bus	Interregional	None	Outdated Designation
31	Kaybern Street	Commercial Street (North Plains)	Main Street (North Plains)	westLink	Remove	Interregional	None	Existing Service
32	Main Street (Forest Grove)	David Hill Road	University Avenue	westLink	Add	None	Interregional	Existing Service
31	Main Street (North Plains)	Kaybern Street	Pacific Avenue	westLink	Add	None	Interregional	Existing Service
30	OR 217 WB	OR 217 WB Off-ramp	County Line	SMART 2X	Remove	Interregional	None	Outdated Designation
30	OR 217 EB	OR 217 EB On-ramp	I-5 SB On-ramp	SMART 2X	Remove	Interregional	None	Outdated Designation
30	OR 217 WB Off-ramp	72nd Avenue	OR 217 WB	SMART 2X	Remove	Interregional	None	Outdated Designation
30	OR 217 EB On-ramp	72nd Avenue	OR 217 EB	SMART 2X	Remove	Interregional	None	Outdated Designation
31	Pacific Street	Main Street (North Plains)	Glencoe Road	westLink	Add	None	Interregional	Existing Service
32	Sunset Drive	Willamina Avenue	University Avenue	westLink	Remove	Interregional	None	Existing Service
32	University Avenue	Main Street (Forest Grove)	Sunset Avenue	westLink	Add	None	Interregional	Existing Service

Service Concept Final Report

MAY 31, 2023



prepared by JARRETT WALKER + ASSOCIATES

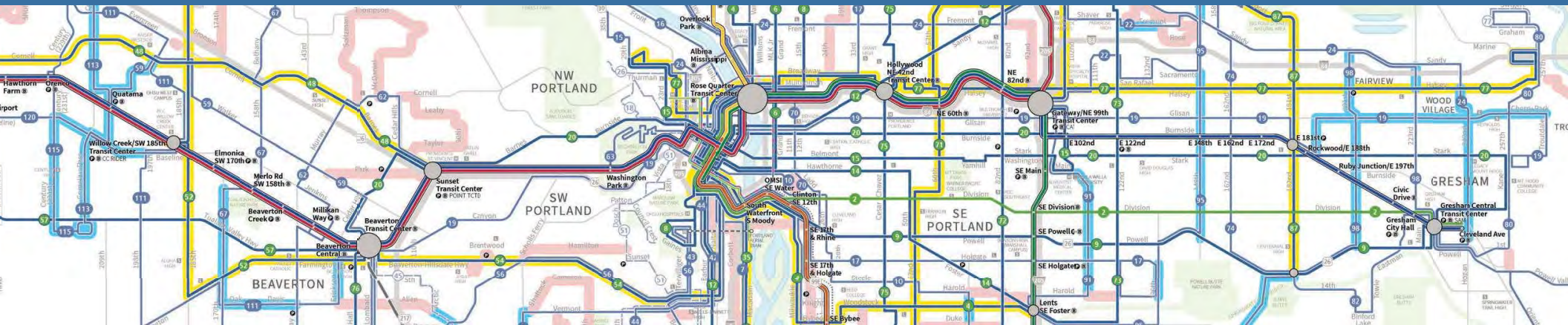


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1 Introduction

Introduction

What is Forward Together?

Forward Together is a comprehensive review of the design of TriMet's bus services: where should the buses go, and when? What should the structure of lines and schedules be? What goals should the agency be pursuing in its service design? The end result of this study is a "Service Concept" for how TriMet's network could look once its current operator shortage is resolved, responding to changes that have occurred in the region since 2020 and the onset of the COVID-19 pandemic.

This project began in late 2021 with an existing conditions analysis that aimed to offer a general assessment of the performance of the existing network at that time. The existing conditions phase also included an analysis conducted by Parametrix of major changes in demand emerging from the COVID-19 pandemic. This phase culminated in the completion of two documents: the "Transit Existing Conditions" report and "Market & Trends Technical Memo", both available on the TriMet [website](#). A summary of the most important findings of these documents is included as the first chapter of this report.

Following the completion of these reports, TriMet initiated the initial phase of outreach for this project seeking input from the public on the agency's service priorities for the future. Taking into account this feedback, TriMet's staff and the consultant team collaborated with representatives from local jurisdictions, counties, and the Oregon Department of Transportation (ODOT) to create the first draft of a Service Concept. This draft demonstrated how the network could be redesigned to align more effectively with the public's priorities and accommodate shifts in demand.

In October 2022, we presented the first draft of this Service Concept to the public and the TriMet Board. Its purpose was to support a public conversation about how TriMet's network should look in the future. An outreach period was open throughout the month of October 2022, including an online survey completed by over 4,500 people, open houses attended by over 500 people, and outreach to partner jurisdictions. Based on this input, we revised the Service Concept into the plan that is presented and evaluated in this document.

What are the goals of the Service Concept?

In our survey of the public in early 2022, we asked what goals should guide our service expansion. We heard two big themes:

- **Ridership.** There is wide support for ridership as a goal of the service. Ridership leads directly to meeting other important goals such as reducing car trips and congestion, reducing pollution, reducing greenhouse gas emissions, and supporting dense and walkable redevelopment.
- **Equity,** especially the needs of low-income people. While equity means many things, in service planning it means pursuing the goal that marginalized groups have equal or better access to opportunity than the general public.

The Service Concept expresses these priorities:

- **First, focus on ridership.** Offer good service in areas with high ridership potential, which are generally places that are dense, walkable, and that provide streets where transit can run efficiently. Make these services so good that they are worth walking to.

Maximize ridership by maximizing the odds that a person, looking up a trip that they need to make, will find that the travel time is reasonable. But a high-ridership network doesn't serve everyone. If we were pursuing only a ridership goal, we wouldn't go to many low-density places where there just aren't enough people for ridership to be a realistic goal.

- **Second, focus on lower-income people and needs.** Even where ridership potential is not that high, the Service Concept devotes service to providing access to all concentrations of low-income people and the destinations they need to reach.
- **Do not devote as much service to areas that are low-density but also relatively high-income.** This is a consequence of the first two priorities. If an area has low ridership potential but also relatively few low-income people or destinations, it can expect to see service reduced or eliminated under the Service Concept.

What is this report?

The purpose of this document is to compile a one-stop resource for all information on the Service Concept and outreach conducted during the Forward Together process. It is complemented by the "Transit Existing Conditions" report and the "Market & Trends Technical Memo" completed in Spring 2022, available on TriMet's website.

The Forward Together Final Report includes 4 main sections:

- **The Revised Service Concept.** This chapter provides a description of the key features and potential outcomes of the Service Concept after revision following the second

public engagement process.

- **Public Engagement.** This chapter describes the public engagement process; how input was collected, and what it was used for.
- **Next Steps.** This chapter describes the role that Forward Together and the Service Concept will play in TriMet's service planning in the coming years.
- **Appendices A-G.** These sections provide a detailed explanation of the changes in each part of the network, as well as additional detail on the survey instruments, results, cost analysis, and a glossary.

The design of the Service Concept focuses on two main goals: growing ridership, and advancing transit equity.

Introduction

This document contains extensive information explaining and analyzing the Forward Together Service Concept and outreach processes. But what if I don't have time to review all that material? What are the most important things to know about Forward Together?

How would Forward Together change the network?

The Forward Together Service Concept would make changes to the bus network designed to attract ridership, and improve equity by making transit more useful for lower-income people and people of color. It would create several new Frequent Service bus lines running every 15 minutes on corridors like Cornell Rd. in Washington County, Woodstock and SE 60th Ave. in Portland, and Halsey and 181st/182nd in Gresham. It would also extend new services to places TriMet's network doesn't reach today; upgrade numerous routes to run every 30 minutes; and reduce or discontinue some services in low-ridership, affluent areas.

What about MAX and the Portland Streetcar?

The Service Concept is a plan for TriMet's bus service, and does not recommend changes to TriMet's MAX light rail system or the Portland Streetcar. The plan assumes the current rail system, along with near-term improvements like the extension of the Red Line.

How did we develop this plan?

TriMet began the process of reviewing its network in late 2021 by contracting with the consultant project team of Jarrett Walker + Associates and Parametrix. The plan was guided throughout by the results of a public process involving surveying and outreach to

community-based organizations and partner government agencies in early 2022. This initial process provided the ridership and equity goals of the plan.

In mid-2022, TriMet, the consultant team and staff representing partner jurisdictions collaborated to design the Draft Service Concept. This Draft Concept was shared with the public and stakeholders in October 2022. Over 5,000 people provided input via an online survey on the plan. After the end of this second outreach period, the project team used the input received to refine the plan into the form described in this document, which we refer to simply as the "Service Concept", or else as the "Revised Service Concept" where it is relevant to explain a difference from the earlier draft version.

Who would this benefit?

Most people in the TriMet district who live within walking distance of transit would benefit from the Service Concept. In this report, we used several measures to gauge the impact of the changes. One of the most important is called "access analysis". This measures how many destinations a person could reach in 45 minutes using transit. About 75% of people in the service area would gain access to at least 1,000 more jobs with a 45 minute transit trip, and about 45% of people would gain access to at least 10,000 more jobs. In most measures we used, looking at access to jobs as well as other destinations, lower-income people and people of color would be able to reach more places with transit more quickly than all service area residents.

We also mapped how access would change in different places in the region. In most places, the network would become more useful, because we have made many routes more

frequent, or created new services closer to where people live. Some places where the network would become a lot more useful include East Portland, Hillsboro and Beaverton, and along 82nd Drive in Clackamas County.

There are some areas where transit would become less useful with the Service Concept, because we have changed the frequency or design of routes. These are mostly in more affluent areas where ridership was low before the pandemic and has stayed low in the years since. Some places where the network would become less useful include along Laidlaw Rd. in Bethany; some areas of Southwest Portland; the West Hills; and in the central area of Irvington in NE Portland.

What happens next?

Beginning in 2023, TriMet will implement network changes included in Forward Together as part of its Annual Service Plan (ASP) process. The first set of proposals were released for public comment in January 2023 and scheduled for implementation later in the year.

The Service Concept is a plan for the entire network, but because of its current shortage of operators, TriMet can not implement it all today in 2023. Based on current financial projections, the full Service Concept could be implemented over the next four years; by 2027, the agency hopes to have the staff and resources to operate the level of service shown in the Concept. Between now and then, TriMet will draw on ideas from the Service Concept as it restores service reduced during the Covid-19 pandemic through the ASP process.

The first changes from the Forward Together Service Concept are scheduled for implementation in 2023, with additional elements of the plan rolled out in coming years as TriMet is able to restore more of the service reduced during the pandemic and operator shortage.

2

Summary of Existing Conditions and Market & Trends

This section provides a summary of some of the most important parts of the *Transit Existing Conditions report and COVID Market & Trends memo*, the first two documents developed for *Forward Together* in late 2021 and early 2022.

Forward Together is about the design of TriMet's services and schedules: where should the buses go, and when? What should the structure of lines and schedules be? What goals should the agency be pursuing in its service design? Our focus is on the bus network since it is the easiest to revise as needs change.

Prior to Forward Together, TriMet's most recent systemwide network planning project was the Service Enhancement Plan (SEP) process completed in 2018. Most of the work of developing the individual SEPs happened between 2011 and 2016. The SEPs generated ideas for future bus network structure based on extensive analysis and conversations with the community. The SEP ideas have been the source of many of the service improvements that have been made since then.

Dramatic shifts in ridership and travel demand have occurred since the beginning of the COVID-19 pandemic. The simplest view of the change is illustrated by **Figure 1**, showing the enormous drop in ridership and significant reduction in service early in the pandemic, the slow but steady return of ridership from .

The number of riders, the places they are going, and the outcomes the public desire from transit are all changing. For these reasons, TriMet needs to take a fresh look at the network.

Three Kinds of Change

The years since 2020 have seen abrupt and possibly permanent changes in the life and economy of our region, and have raised new questions about what TriMet's priorities should

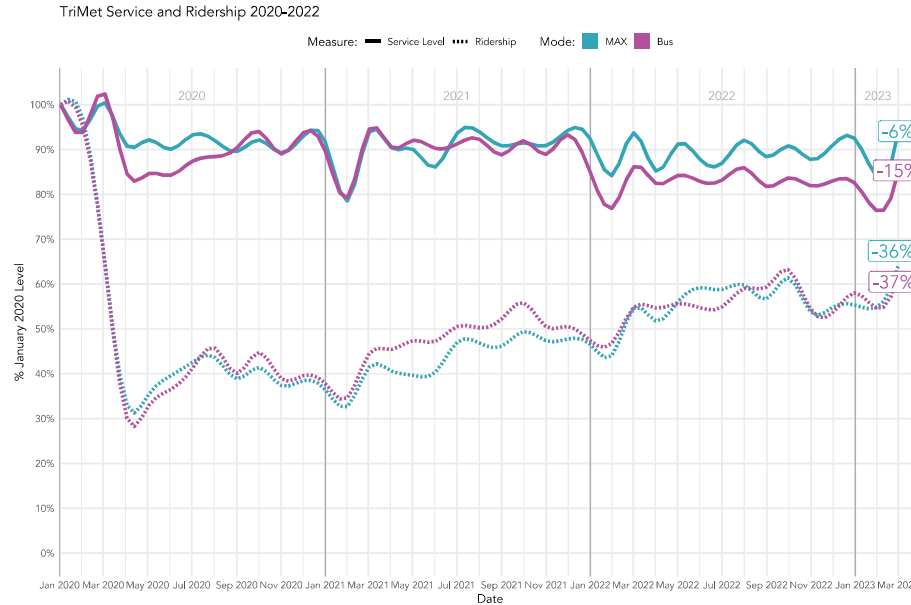


Figure 1: TriMet Service Level and Ridership, 2020-2023
NTD Complete Monthly Ridership (with adjustments and estimates), March 2023

be. Looking forward, we must think about three dramatic changes that have affected TriMet and the communities it serves:

- Changes in Goals and Priorities
- Changes in Need and Demand
- Changes in Financial Resources

The Forward Together process centered on a public conversation about how the agency's network should change in the face of all these questions.

Changes in Goals and Priorities

The foundation of this effort is the need to update our priorities. Transit plays a central role in many issues that people care about,

including urban development, social equity, racial justice, traffic, safety, and climate change. Each of these issues suggests certain priorities for TriMet, but they sometimes push the agency in different directions. The Forward Together public process began with a survey focused on these priorities.

Changes in Need and Demand

COVID-19 caused a steep drop in transit ridership that has been returning gradually, but it also changed the shape of transit demand. Rush hour commuting is a much smaller share of our ridership than it was before. What is the future of rush hour demand, which was a significant part of our ridership before the pandemic? Should we prepare for a future in

which some office workers no longer commute at rush hour every day? The Forward Together Service Concept reallocates resources towards places that have generated substantial ridership since 2020 (particularly places with more lower-income residents and commercial and employment areas oriented towards retail and service jobs), and away from routes where ridership declines have proven most lasting (especially service oriented towards the traditional downtown Portland rush hour commute).

Changes in Financial Resources

Unlike the SEPs, the Forward Together recommendations will be financially constrained. They will be designed to be financially possible for TriMet to implement in the next three years. This funding level is 9% above the pre-COVID service level, as it accounts for recent Federal assistance and new state funding flowing through HB 2017, the state transportation funding package approved in 2017. It is 32% above the level of service operated now in early 2022, a level that is held down by a shortage of staff. The revenue level assumed in Forward Together is not a statement about how much transit service the region needs or should have; it's merely a description of what, given the current funding sources, TriMet anticipates it can afford.

Changes in Demand

One of the biggest changes seen after the beginning of the pandemic is where people are riding transit.

Figure 2 shows the change in daily ridership by stop, compared to the network as a whole. Stops that lost more ridership than the network average are shown in shades of brown, while stops that retained more of their 2019 ridership are shown in green. Each stop is sized based on 2019 average daily weekday boarding.

Generally speaking, ridership fell off the most on the downtown-oriented commuter corridors, as many office workers shifted to remote working. These were some of TriMet's most important markets before the pandemic. Ridership fell off the least on corridors that serve employment that has always stayed in-person (particularly retail and service sector jobs), and that serve lower-income areas and areas with households with limited access to personal vehicles.

While pandemic-era restrictions are a thing of the past, the changes produced by the pandemic have proven more durable. As part of the existing conditions phase of this project, interviews were conducted with a number of major employers, including downtown office employers; few reported any near-term plans to return to the mandatory in-person work expectation that fueled the pre-pandemic downtown commute pattern.

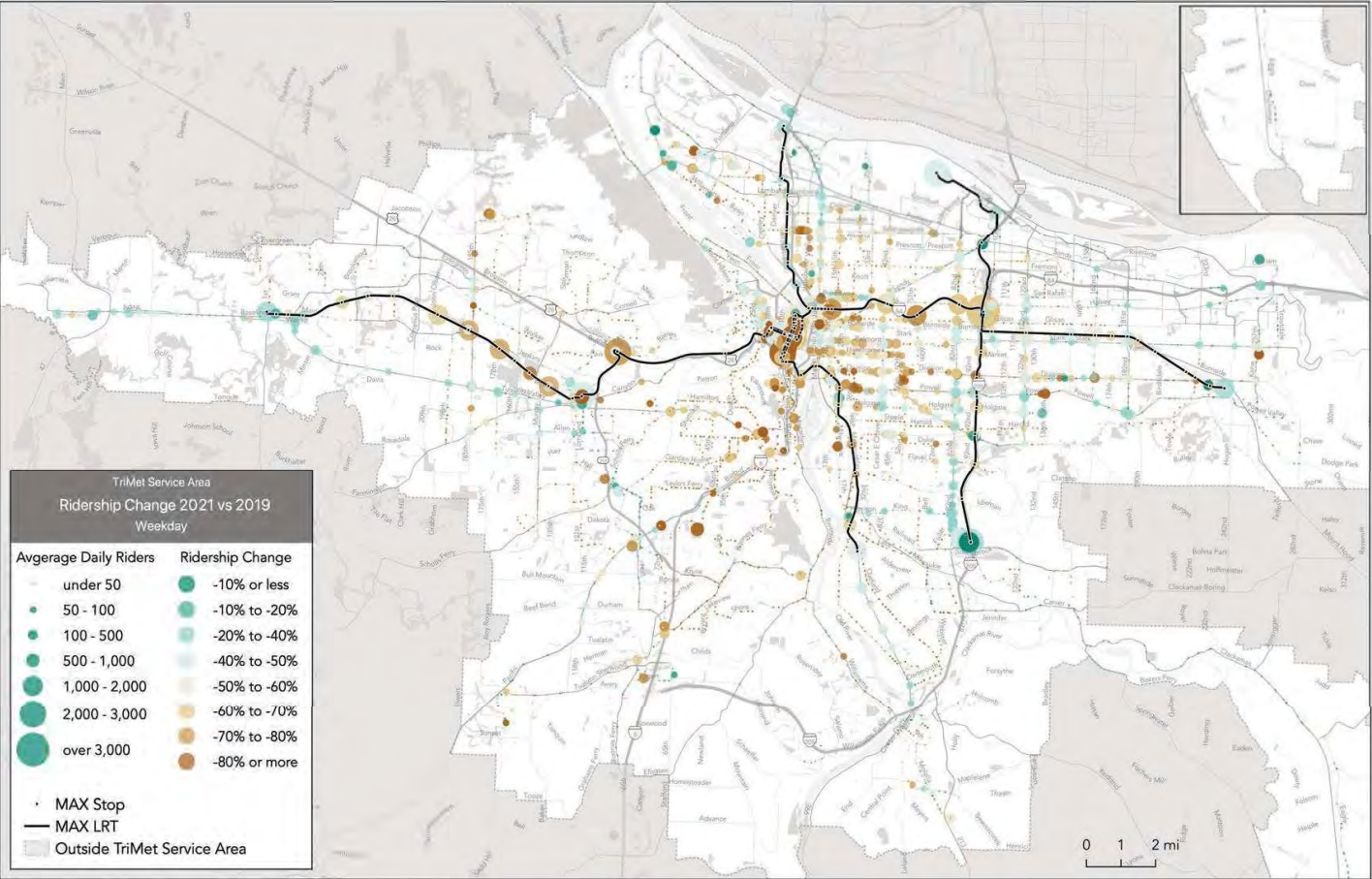


Figure 2: Change in Ridership by Stop, Fall 2019 and Fall 2021

From 2020 to 2021, ridership declined the *least* in equity areas and places with many retail and service-sector jobs.

Transit can serve many different goals. Individual people and communities value these goals differently. Some common goals for transit include reducing single-occupancy vehicle trips, providing an affordable transportation option for people without access to a car, generating high ridership, or offering a lifeline service to as many people as possible.

TriMet has adopted its own set of goals, which are laid out in its FY2022 - FY2027 Business Plan, shown in Figure 3. This document identifies internal and external objectives for the agency. This version of the document is currently out for public comment, but the customer-focused goals are similar to those in prior years.

These goals address a range of widely held values among the public, including environmental sustainability, economic opportunity, equitable distribution of public benefits, reducing congestion, and helping deliver the urban development outcomes of the Metro 2040 Growth Concept.

Some of these goals are only served if many people use transit. For example, transit can only mitigate congestion and reduce greenhouse gas emissions if many people ride the bus rather than drive. We call such goals **“ridership goals”** because they are achieved only when many people use transit rather than drive.

Goals related to economic opportunity and equitable mobility are also related to the ridership goal, because for the positive outcomes that affordable, useful public transportation can provide to be widespread in the community, many members of the community must actively use the service.

Other goals are served by the simple presence of transit. A bus route through a neighborhood provides residents insurance against isolation, regardless of whether or not they are able to drive, walk or cycle a long distance. A route may also fulfill political or

Customers						
Goals	1 Satisfied riders		2 Satisfied community stakeholders and employers		3 Supportive broader community	
Objectives	1A	Provide safe service	2A	Improve environmental sustainability and stewardship and reduce TriMet's carbon footprint	3A	Ensure strong support for transit and TriMet
	1B	Increase ridership	2B	Advance mobility for those with limited options	3B	Increase funding for regional mobility expansion
	1C	Improve customer experience, information, and services	2C	Support economic opportunity for all by expanding employee access to jobs and customer access to businesses and services		
	1D	Ensure equitable distribution of services and resources	2D	Help shape the future of cities and our region in line with Metro 2040 Growth Concept		
			2E	Ease congestion by providing attractive travel options during peak periods		

Figure 3: TriMet Customer-Oriented Goals from TriMet Business Plan FY2022-23

social goals, for example by getting service close to every taxpayer or into every municipality. We call these types of goals **“coverage goals”** because they are achieved in large part by covering geographic areas with service and ensuring that transit is widely available, rather than by high ridership.

Ridership and Coverage

Ridership and coverage goals are both associated with a range of desirable outcomes, but they lead to opposing approaches to network design with a constrained budget. **Figure 4** is a simple illustration of how ridership and coverage goals conflict with one another, due to geometry and geography.

When transit is designed to achieve ridership, it tends to focus on providing high-frequency service to busy places. Transit designed to be widely available and achieve high coverage must spread those resources out to serve a wider area, so less service is available for high frequency in busy places.

In the fictional area at the top of **Figure 4**, the little dots indicate the presence of people and jobs. The lines indicate roads. Most of the activity is concentrated around a few roads.

A transit provider pursuing only a ridership goal would focus service on the streets where there are large numbers of people. Because service is concentrated onto fewer routes, frequency is high, and a bus is always coming soon. This would result in a network like the one at bottom-left, with all buses running on only two red routes running on the busiest corridors.

If the city were pursuing only a coverage goal, on the other hand, it would spread out services so that every street had a bus route, as in the network at bottom-right. In this example, only one or two buses serve each of the green routes, so waiting times for each route would be longer.

Transit Equity

TriMet is committed to equity across its operations. As the agency's [2022 Title VI Program Update](#) reads:

Continuing to invest in transit equitably and embracing an inclusive model where equity is a core business objective is critical to TriMet.

For TriMet, transit equity has three defining elements:

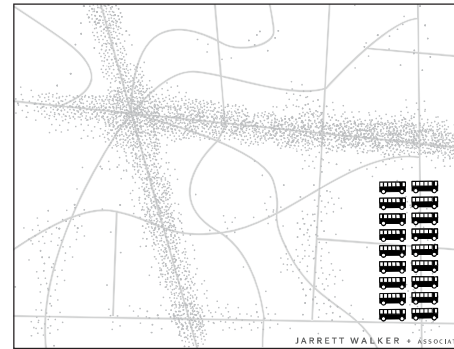
Policies that promote the equitable distribution of burdens and benefits

Promoting equal access to resources and services

Engaging transit-dependent riders in meaningful planning and decision-making processes

Transit equity goals are embedded within the ridership/coverage tradeoff. One of the challenges that all transit agencies face in planning more equitable service is in defining exactly what the service should be doing, and what more equitable outcomes it should be pursuing.

Should transit become **more useful** for disadvantaged populations, reducing the burden of travel time, and potentially cost of vehicle ownership for people of color and lower-income people, and expanding the range of opportunities it can connect them to? This is an equity goal that is embedded within the ridership goal, because it requires a useful service that can attract substantial ridership to ensure that the outcomes it can deliver are broadly felt throughout the community. TriMet's objective of "economic opportunity for all" is an example of an equity goal that requires a useful network capable of generating high ridership.

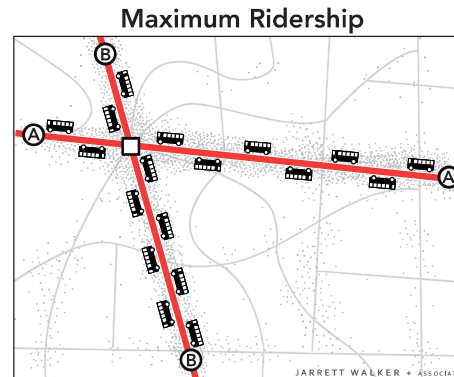


Imagine you are the transit planner for this fictional town.

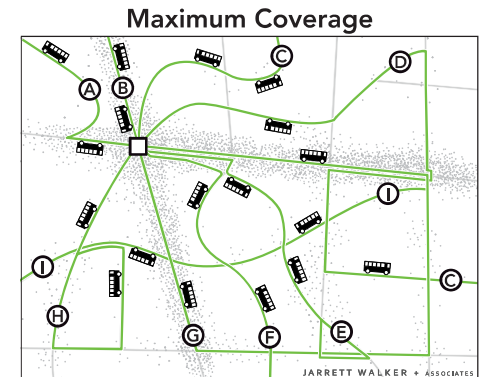
The dots scattered around the map are people and jobs.

The 18 buses are the resources the town has to run transit.

Before you can plan transit routes, you must first decide: What is the purpose of your transit system?



All 18 buses are focused on the busiest area. Waits for service are short but walks to service are longer for people in less populated areas. Frequency and ridership are high, but some places have no service.



The 18 buses are spread around so that there is a route on every street. Everyone lives near a stop, but every route is infrequent, so waits for service are long. Only a few people can bear to wait so long, so ridership is low.

Figure 4: Ridership and Coverage Goals

TriMet's Market

When TriMet considers the balance between ridership and coverage in its own network, it begins by looking at its market. Where are the people who could choose to use the service, if it met their needs?

One of the most important factors is density: how many people or destinations are near each potential bus stop. **Figure 5** is a map of the region where each dot represents 25 residents. Dots closer together mean higher density.

When planning for a ridership goal, these are the areas that higher frequency service would focus on, because they have more people who could choose to ride transit.

The colors on this map show how many jobs are within a mile-walk of each resident. Blue dots are residents who are close to lots of jobs; red dots represent residents who do not live close to jobs.

Places that have lots of dots (residents) and are shown in blue are places where more overall activity is present. These are likely to be the strongest transit markets, because they are the places where the most people are likely to be nearby who could choose to ride transit.

Density is one of the most important things TriMet must consider when designing service, but there are many other factors that shape the network. The full Transit Existing Conditions report provides a detailed overview of a variety of demographic and land use factors that can together influence transit's ridership potential.

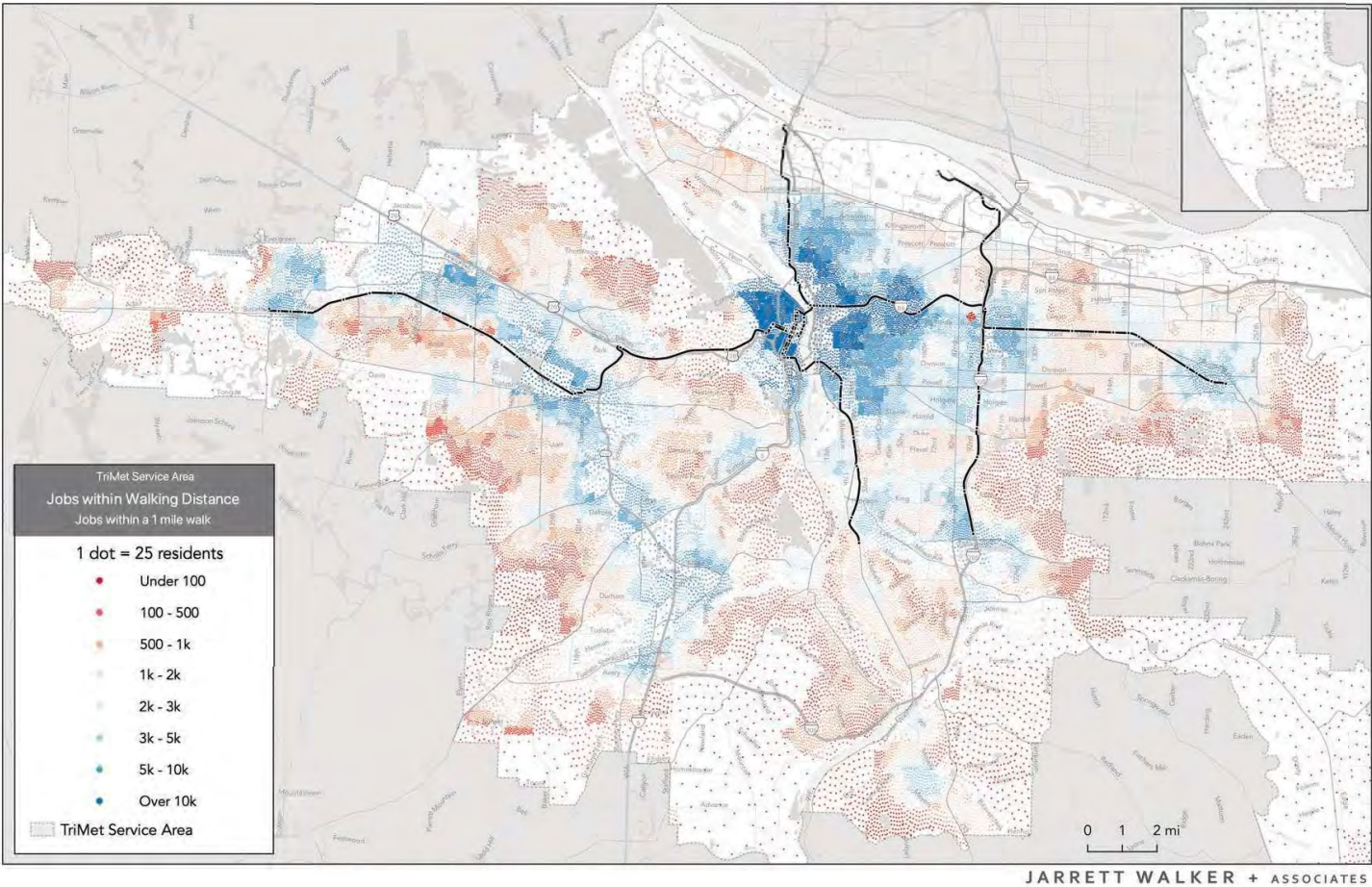


Figure 5: Proximity in the TriMet Service Area
 ACS 5-Year Estimates, 2015-2019, LEHD LODES 7, 2018

TriMet's Equity Index

TriMet has developed a sophisticated 10-factor equity index that can serve as a helpful guide in planning for equity goals, but identifying areas of equity priority is just the beginning of this process. The full Transit Existing Conditions includes a detailed description of this index and other important factors for equity-focused service design. **Figure 6** maps the equity index, with areas with a greater higher equity priority based on the 10 factors highlighted in blue.

Transit equity goals are embedded within the ridership/coverage tradeoff. One of the challenges that all transit agencies face in planning more equitable service is in defining exactly what the service should be doing, and which more equitable outcomes it should be pursuing.

Should transit be designed to be **more useful** for disadvantaged populations, reducing the burden of travel time, and potentially cost of vehicle ownership for people of color and lower-income people, and expanding the range of opportunities it can connect them to? This is an equity goal that is embedded within the ridership goal, because it requires a useful service that can attract substantial ridership to ensure that the outcomes it can deliver are broadly felt throughout the community. TriMet's objective of "economic opportunity for all" is an example of an equity goal that requires a useful network capable of generating high ridership.

Should transit be **widely available** for members of disadvantaged communities, so that everyone that needs transit has access to it? This is a coverage goal, and service designed to achieve it will need to run in places that are unlikely to generate high ridership, to ensure that few people are left behind.

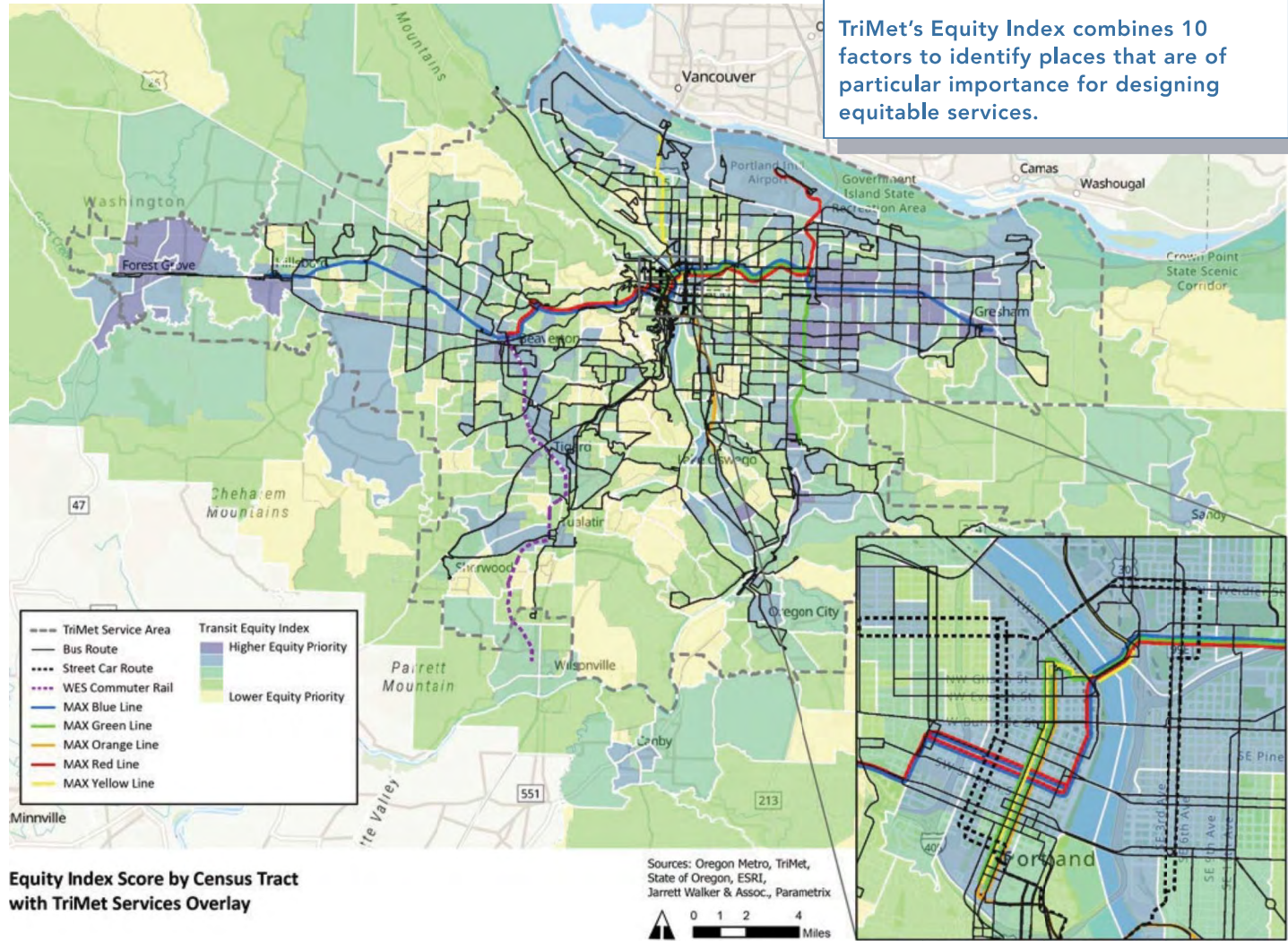


Figure 6: TriMet 10-Factor Equity Index

Access Analysis

One of the most important measures used to evaluate the Forward Together Service Concept is access analysis. When we talk about access, we are talking about where transit can take you: to work, to the grocery store, and all the other places people need to travel to in the course of everyday life. What sort of opportunities does the transit network enable you to access within 45 minutes?

The full Transit Existing Conditions Report describes access in much more detail, but **Figure 7** provides one of the most basic illustrations.

This map shows a dot for every 25 people in the TriMet service area. Those dots are shaded based on how many jobs they could reach on transit in 45 minutes. The darker dots are where residents can reach more jobs, both because they are close to job centers like downtown Portland, and because they are close to TriMet's most useful routes like MAX and the Frequent Service bus routes, which run every 15 minutes or better all day.

TriMet's network is most useful in Portland, and along the high-frequency MAX and bus services radiating out of downtown. With 45 minutes of travel time, few places west of the West Hills or east of I-205 can reach the regional job center, so access is generally lower away from the regional center. However, higher levels of access can be found along the MAX lines (along Burnside east of I-205 **A**), or near Beaverton TC **B**, and the Frequent Service lines serving southwest Portland (Lines 12 **C**, 54 and 56 **D**).

Later parts of this report use access analysis to evaluate the potential impacts of the Forward Together Service Concept. Where would the network become more or less useful? Whose access would be impacted, and by how much?

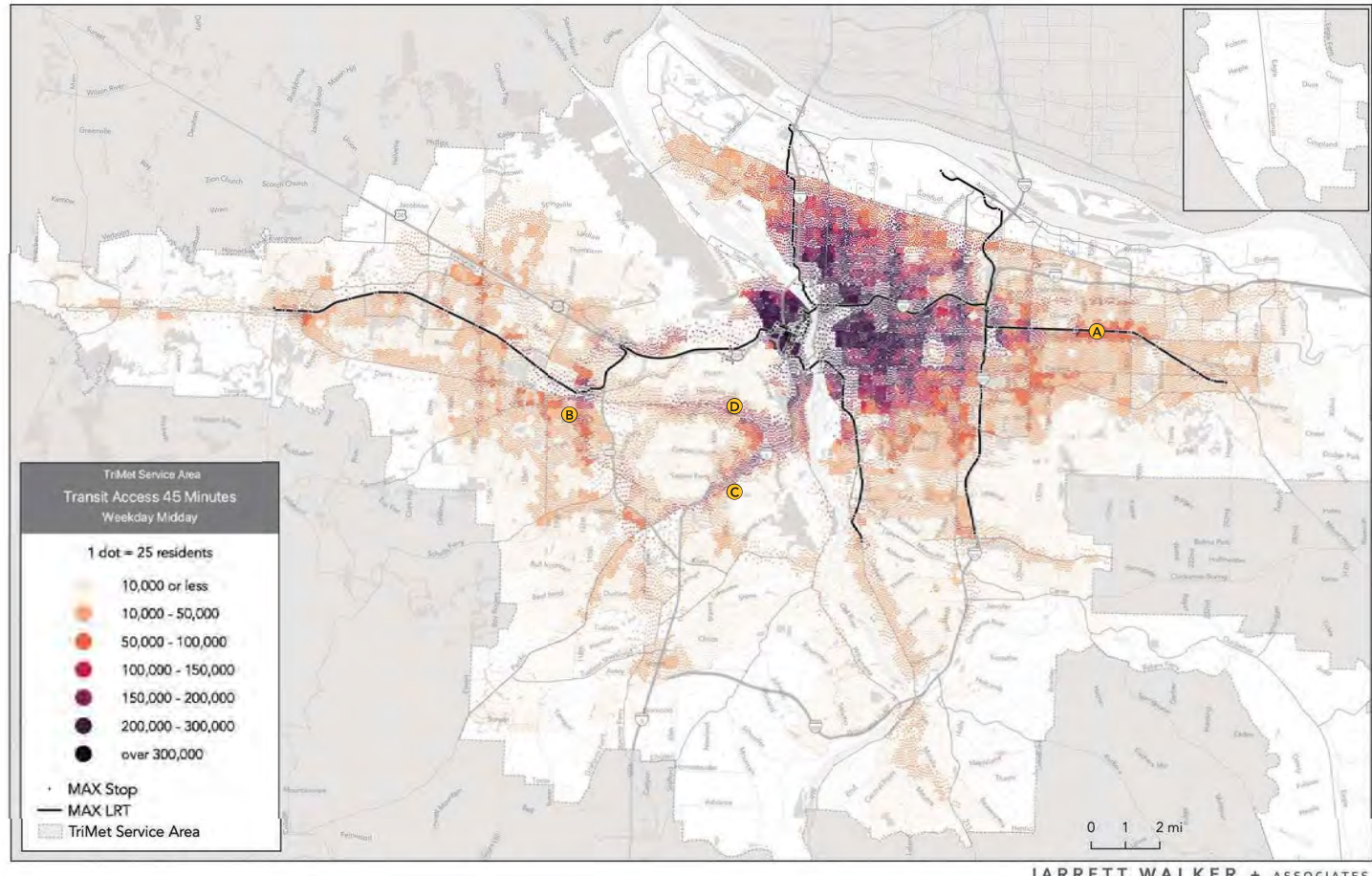


Figure 7: Job Access by Transit - 45 minutes at 12:00 p.m. on a weekday

This map shows the results of an access analysis. An access analysis measures how many jobs are reachable using transit from every part of the TriMet service area. More jobs are reachable in the darker-shaded areas.

COVID Travel Market and Trends

During the existing conditions phase of Forward Together in late 2021 and early 2022, the consultant team developed a technical memo that aimed to provide an account of the emerging changes in travel demand, based on the data and information available at that time. The Task 3: Trends in Transit and Mobility technical memo developed by the consultant team as part of Forward Together provides a detailed and comprehensive view of a range of trends in transportation that have emerged since the pandemic, and which are relevant to TriMet's future service planning.

This document includes a great deal of information sourced from review of relevant national transit and transportation statistics and research, coupled with analysis of local indicators and interviews with transportation managers for major local employers.

Figure 8 provides a high-level summary of each trend identified in the memo, as well as a set of potential actions TriMet could take in response. Not all of these actions fall within the network design-focused scope of the Forward Together project, but all of these trends were considered by the design team as it developed the Service Concept.

Trend	Potential Actions by TriMet
Peak commute demand has declined.	<ul style="list-style-type: none"> Reschedule transit service so it is less focused on peak times and more spread through the day. Eliminate duplicative downtown segments and reallocate service to grid connections serving all-day destinations. Eliminate or reduce downtown peak express services.
Travel has declined less for less-educated and lower-income populations.	<ul style="list-style-type: none"> Increase service for high demand areas and times. Focus on areas with high equity demand, areas that offer services, and areas where people work in person.
Transit ridership has declined more than other modes.	<ul style="list-style-type: none"> Expand transit access in areas not well served by fixed route transit and areas with equity populations. Focus service on locations where demand for transit is strong now and will likely be strong in the coming years.
People are concerned about potential COVID-19 infection from riding transit.	<ul style="list-style-type: none"> Continue with COVID-19 health and safety protocols. Emphasize COVID-19 protocols in marketing
Transit ridership has declined since the mid-2010s.	<ul style="list-style-type: none"> Make transit more useful by improving its ability to take people to the places they need to go. Focus service on locations where demand for transit is strong now and will likely be strong in the coming years. Expand transit access in areas not well served by fixed route transit and with equity populations. Work with policymakers to regulate ride hailing services that compete with transit.
Transit agencies and municipalities implementing transit-priority infrastructure improvements.	<ul style="list-style-type: none"> Continue implementing transit-priority improvements, such as with the Rose Lane program.
Lower-income populations are being displaced from the urban core to the urban fringes.	<ul style="list-style-type: none"> Improve transit access in areas not well served by fixed route transit and with equity populations. Improve multimodal facilities (sidewalks, crossings, bike lanes) that make it easier and safer to get to transit. Continue to integrate anti-displacement strategies with transit improvements.
Rethinking security on transit and in other public places.	<ul style="list-style-type: none"> Outreach to Black, Indigenous, and people of color (BIPOC) communities and groups. Inclusive safety policies. Training in anti-racism, cultural competency, mental health & de-escalation for TriMet personnel (Recommended from Reimagining Public Safety & Security on Transit) Increased presence of TriMet personnel and unarmed safety presence (recommended from Reimagining Public Safety & Security on Transit). Crisis intervention teams (recommended from Reimagining Public Safety & Security on Transit).
Increase in traffic fatalities.	<ul style="list-style-type: none"> Invest in infrastructure to improve safety, such as illumination, traffic calming, and bike/ped facilities. Work with local jurisdictions to encourage safe driving, particularly near transit stops and routes.
Increasing numbers of people experiencing homelessness in urban areas, as well as non-destination riders and homeless residents at/near transit stops.	<ul style="list-style-type: none"> Consider findings from Portland State University research, expected to be completed summer 2022. Social workers on transit vehicles or at transit stops. Connect with social service providers.
Reduced fare revenue.	<ul style="list-style-type: none"> Consider restructuring revenue sources to reduce dependence on fare revenue.
Driver shortage.	<ul style="list-style-type: none"> Increase driver compensation.

Figure 8: Summary of Trends and Potential Actions by TriMet

3 The Revised Service Concept

What's in the plan?

Guide to the Service Concept

The Forward Together Service Concept includes changes to bus lines in all parts of TriMet's network. Many lines would see their frequency or routing change. There are a number of new lines, serving areas that TriMet doesn't reach today. And several services that TriMet operates today are not included in the Service Concept, and would be discontinued if TriMet were to implement everything in the plan.

This is a complex set of changes, so we have created a version of TriMet's current network map that shows as much of this information as possible, shown in **Figure 9**. This map shows the entire Forward Together Service Concept for TriMet's network. Highlighting is used to help identify different types of changes:

- Lines highlighted in yellow are new Frequent Service bus lines. These routes would run every 15 minutes, most of the day, similar to existing Frequent Service lines like 20-Burnside, 57-TV Highway/Forest Grove, or 72-Killingsworth/82nd.
- Segments highlighted in blue are new service areas; places the Service Concept would offer transit service that TriMet doesn't go today.
- Segments highlighted in pink are places where service would be discontinued with the Service Concept.

Throughout this chapter and this report, we will use this map (in full or zoomed in) to explain different elements of the Service Concept. A full-size PDF of the map is also available at trimet.org/forward.

This version of TriMet's system map shows how the network would look if every change in the Forward Together Service Concept was implemented.

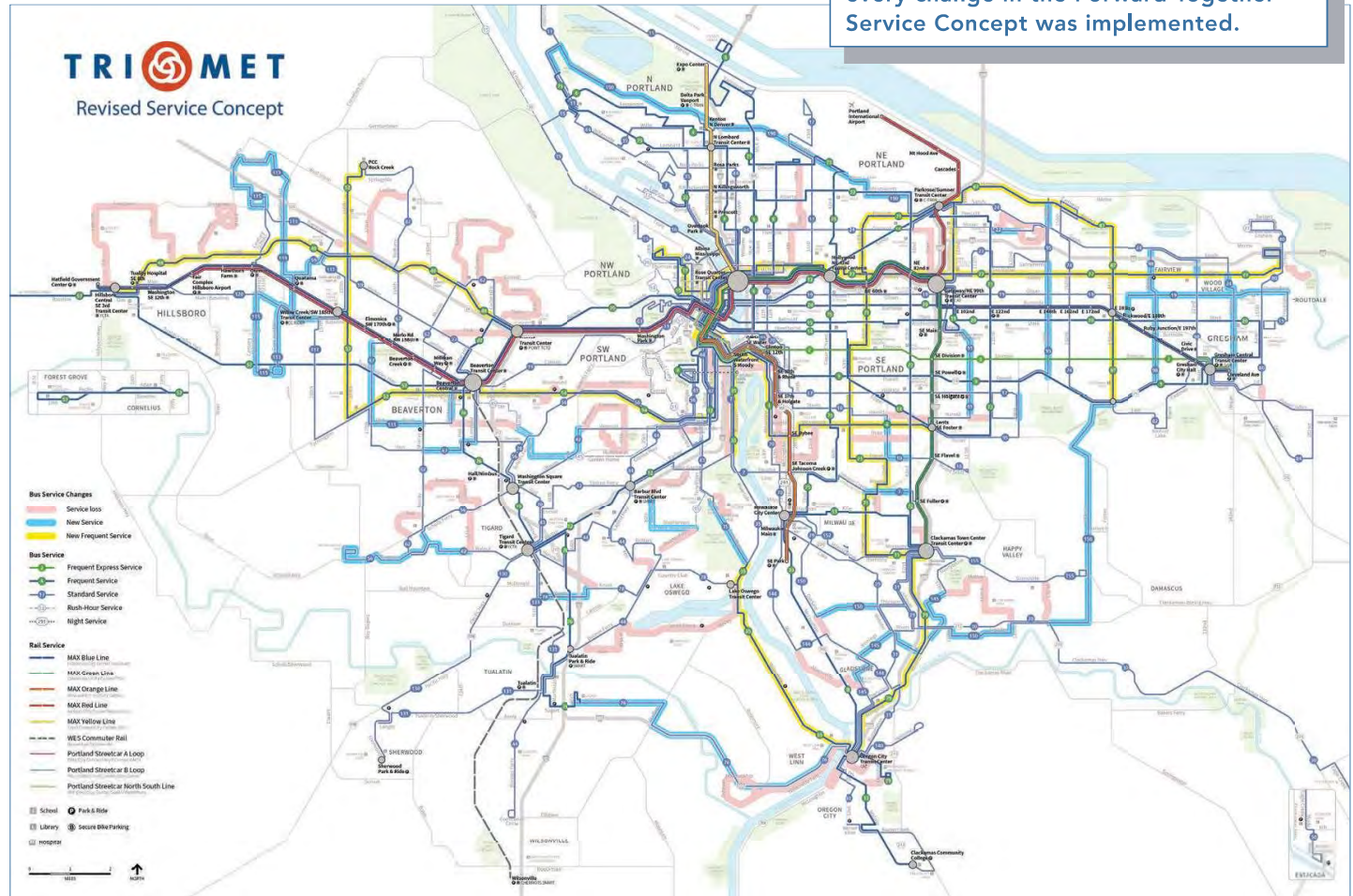


Figure 9: TriMet Service Concept Map

Big Ideas in the Service Concept

The Forward Together Service Concept includes changes throughout the network, but there are a few big ideas that impact every area.

- Expanding access to opportunity.** Two of Forward Together's most important goals are to build ridership and improve transit equity. These network changes strive to make the transit system more useful for reaching jobs and major destinations like college campuses, grocery stores and hospitals, particularly for people traveling from areas with low-income residents.
- More Frequent Service.** TriMet's Frequent Service bus lines carry the majority of its bus riders, and make up its most useful group of routes. The Service Concept would extend these lines to reach more people and places, including important corridors like Cornell Rd. in Washington County, Woodstock Blvd. in Southeast Portland, NE Halsey in East Portland and Gresham, and 82nd Drive in Clackamas County.
- New Eastside and Washington County grids.** Historically, TriMet's network in inner Portland has operated as a grid of east-west and north-south routes. This makes travel between anywhere within the grid easy with a single transfer. Consistent with recommendations in TriMet's Service Enhancement Plans completed in 2016, the Service Concept would establish a stronger grid of routes in Washington County and East Multnomah County.
- Better regional links to job centers.** Some of the region's busiest employment areas are currently served by transit routes that run only every hour, or only during rush hour. The Service Concept seeks to improve access to jobs in areas like Marquam Hill, Airport Way, Troutdale Reynolds Industrial Park, Columbia Blvd., and the North Hillsboro Industrial District.
- Expanded weekend service.** Since the onset of the COVID-19 pandemic, one of the most notable trends in TriMet's ridership has been the resilience of demand to travel to areas with many retail, service and industrial workers. At the same time, demand to travel during the traditional weekday "rush hours" has fallen the most and stayed low. Workers in retail, service and industrial sectors often work on one or both weekend days, and they need a transit network that is there for them on those days. The Service Concept would invest more in evening and weekend service, with all Standard Service bus lines running on both Saturday and Sunday, and many routes running later into the evenings than they do today.
- New lines serving areas far from transit today.** The Service Concept also creates several new lines serving areas that are far from transit today. Because we cannot afford to serve every part of the region, we have prioritized the expansion of coverage in areas that address long-standing network gaps (like 148th Ave in Portland, or Cornelius Pass Rd in Washington County), or address new development just outside the current end of the network (like the Progress Ridge area in Washington County, or SE 172nd Ave in Happy Valley).
- Reduced rush hour service.** Prior to the pandemic, TriMet devoted substantial resources to serving "peak" demand to travel during the morning and evening rush hours, particularly demand for commute trips into and out of downtown Portland. In 2020, downtown-oriented peak demand collapsed, and while more people are traveling to and working downtown today, the level of demand is not approaching the pre-pandemic conditions that required added rush hour capacity. The Service Concept is designed around the new shape of peak demand; most Frequent Service lines would run every 15 minutes, all day long, and many specialized peak express services (like the 60-series OHSU routes) are replaced by routes that run more regularly all day long. Resources that were previously allocated to providing peak capacity are used to deliver many of the benefits of the Service Concept, including the expanded frequent network, enhanced grids, new routes, and longer service on nights and weekends.

Frequent Network Expansion

TriMet's Frequent Network is the set of transit lines that run every 15-minutes or better most of the day, every day, including the MAX light rail system.

Most of TriMet's bus ridership happens on the Frequent Service bus network; in 2019, over 60% of average daily weekday bus boardings occurred on a Frequent Service bus line, and by 2021, this number was up to 67%. Today, more people ride each weekday on the Frequent Service bus lines than on all of TriMet's MAX lines combined. Frequent Service is one of TriMet's most important tools for offering reliable, convenient mobility to riders.

The Service Concept would extend Frequent Service to serve nine new corridors, highlighted in yellow on **Figure 10**. Every line on this map would run every 15 minutes or better, most of the day.

The new Frequent Service lines identified in the Service Concept include:

- Line 4-Fessenden/Woodstock.
- Line 35-Macadam.
- Line 48-Cornell.
- Line 52-185th/Farmington.
- Line 54-Beaverton-Hillsdale Hwy.
- Line 71-60th Ave.
- Line 77-Broadway/Halsey.
- Line 87-Airport Way.181st.
- Line 79-Clackamas/Oregon City

These corridors are strong candidates for Frequent Service for a number of reasons. Many feature areas where lots of people need to travel to work, shop, or access services,

like the major employment areas along Airport Way in East Portland or Cornell Rd. in Beaverton and Hillsboro. Others serve important destinations, like the Portland Community College (PCC) Rock Creek campus at the north end of 185th in Bethany (Line 52-Farmington/185th). Other address areas where many people live, and particularly areas with high concentrations of people experiencing lower incomes, as with Line 79-Clackamas/Oregon City, or Line 77-Broadway/Halsey. All Frequent Service lines serve areas that combine at least some of these attributes, which is why they are all likely to generate high ridership in the future.

How many more people and jobs would be near Frequent Service?

The Frequent Service brand is well-known by riders as a sign that service will be reliable and easy to use. The Service Concept will put this level of convenience within reach of many more people.

Today, about 22% of people in the TriMet district live within a 1/4-mile walk of a Frequent Service line. With the Service Concept, that number would rise to over 29%, a 32% improvement over today. Similarly, the number of jobs near Frequent Service would rise from about 31% to 39%, a 26% improvement.

Figure 11 shows the number of people who are near Frequent Service in the middle of the day on weekdays with the baseline late-2021 network and with the final Forward Together Service Concept. Over 100,000 more residents would be within a 1/4-mile walk to Frequent Service.

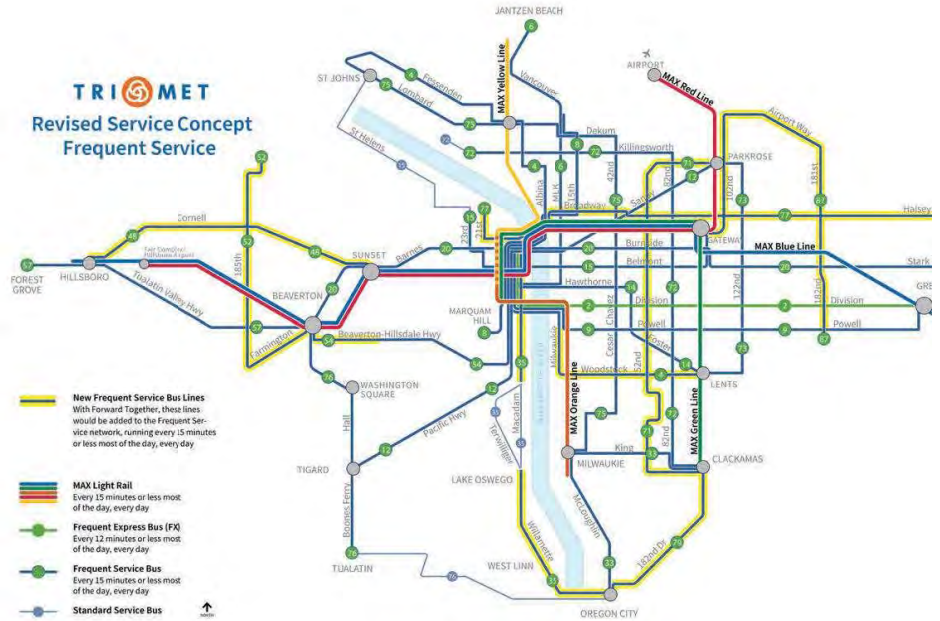


Figure 10: TriMet Service Concept - Frequent Network Map

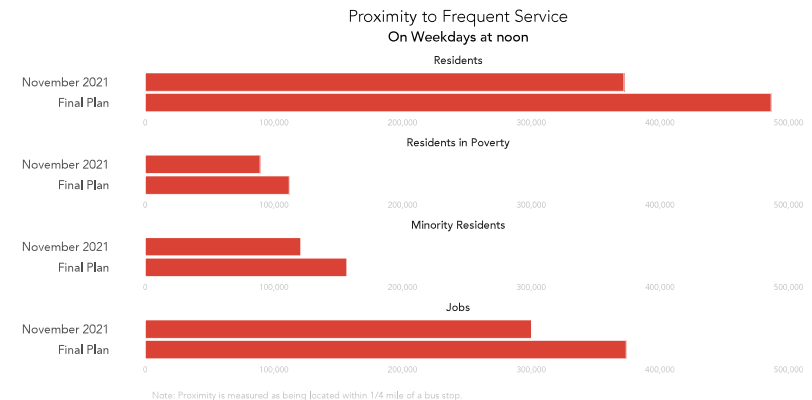


Figure 11: TriMet Service Concept - Proximity to Frequent Service (1/4 mile)

Enhanced Standard Service

The Service Concept expands the Frequent Network, but TriMet still cannot afford to offer 15 minute service on every route with its current level of funding. Because it is expensive, Frequent Service is available on routes that serve the most people, jobs, and key destinations.

The Service Concept also includes meaningful improvements in frequency for many other lines throughout the network.

Today, many routes serving middle and lower density residential areas run only every 45 or 60 minutes. Sometimes, this type of route is referred to as a “coverage” route, because its main purpose is to ensure that some level of service is available across a wide area; not to offer a highly useful service that many people are likely to ride.

When service operates this infrequently, it requires more planning to use effectively. Trips might not be available when you need them or when it is convenient, and if you miss your bus, the next one isn’t coming soon. Because they are so inconvenient, very infrequent lines are rarely able to generate high ridership, as the waiting times required to use them will push many potential riders towards other travel options.

With the Service Concept, many more of TriMet’s lines would run at least every 30 minutes compared to today.

Figure 12 shows the typical midday frequency of each route in the existing network and the Service Concept.

Red routes operate every 15 minutes, and are part of TriMet’s Frequent Service bus network.

Purple, blue and light blue routes run every 20-61 minutes, and are part of TriMet’s “Standard Service” category. These routes run

all day long, including during the middle of the day between the rush hours.

One of the most notable differences with the Service Concept is that many more of the Standard Service lines would run at least every 30 minutes. Today, 14 Standard Service lines run at least every 30 minutes, and 23 run less often. With the Service Concept, 32 Standard Service lines would run every 30 minutes or more often, and just 15 would run every 31-60 minutes.

Two of the less frequent Standard Service lines in the Service Concept are actually extensions of the main 20-minute Line 44 ^A. The line shown here as 44A LL is the portion of Line 44 that would run between Commerce Circle in Wilsonville and PCC Sylvania every 40 minutes. The line shown as 44B LL is the part of the route that would run between Tigard TC and PCC Sylvania every 40 minutes. Every 20 minutes, one of these branches would arrive and continue on towards downtown Portland.

In the existing network, there are 25 lines that run for a limited duration each day, mainly offering trips only during rush hour, with no service at all in the middle of the day. These lines are shown in yellow in **Figure 12**. In the Service Concept, most of these routes are upgraded to Standard Service. For example, Line 11 ^B serves the industrial areas of North Portland north of St. Johns. With the Service Concept, this route would operate every 60 minutes, all day from morning until evening.

In the Forward Together Service Concept, more routes would offer Frequent Service. Less-frequent Standard Service routes would also run more often, with most running every 20 or 30 minutes.

Midday Frequency by Route

Existing Network and Service Concept

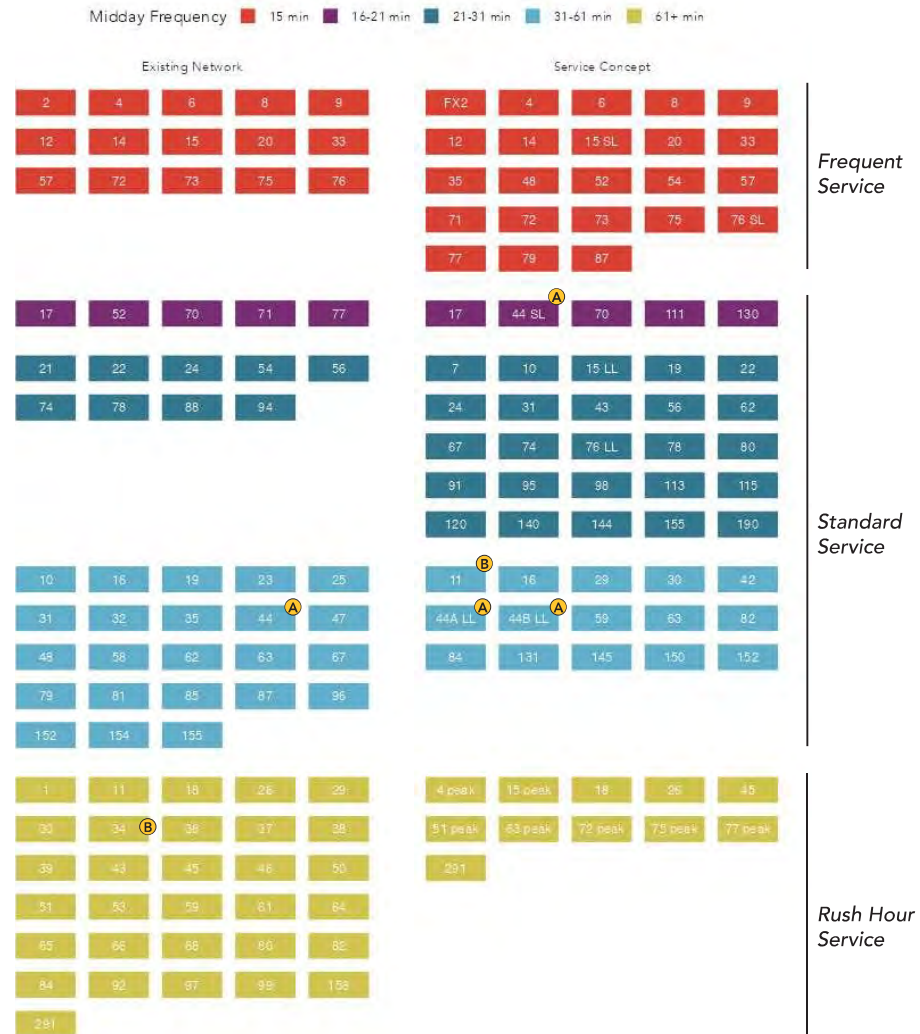


Figure 12: TriMet Service Concept - Routes by Midday Frequency

Coverage Expansion and Reduction

The twin goals of Forward Together are ridership and equity. In some cases, advancing these goals means extending the network to reach places it doesn't go today. These places fall into three main groups:

- Places that seem likely to generate high ridership. An example is **A** Progress Ridge in Beaverton, which would be served with Line 56 in the Service Concept (and which doesn't have service at all today).
- Segments that can help serve as new links between other places that are not well-connected today. Line 150 along SE 172nd between **B** Happy Valley and Beaverton is an example of this.
- Areas that need more service for reasons of equity, particularly areas with a high concentration of lower-income people and people of color, and lower-wage jobs that are far from transit today. The new Line 95 service along **C** SE 148th in East Portland is an example of this, as is the new Line 190 service along Columbia Blvd. in North and Northeast Portland.

These are all reasons to expand coverage in particular places, but there are also reasons why the Service Concept reduces coverage in others. Because the goal of this plan is to increase ridership and advance transit equity, service would be reduced and in some cases discontinued entirely in places that do not serve either of those goals; generally, more affluent, lower density areas that generate less ridership. Examples include the 24th and 27th segments of existing Line 17 in Irvington and Concordia in Northeast Portland, and the Shattuck, Cameron and 45th segments of Line 1 in Southwest Portland.

How would coverage change?

Across the entire TriMet district, the number of people near transit service would increase slightly. With the baseline 2021 network, about 41% of people lived within a 1/4-mile walk to transit, and about 59% of people live beyond that distance. As **Figure 13** shows, overall coverage increases by about 4 percentage points; with the Forward Together network, about 45% of people would be near service, compared to 55% of people beyond a 1/4-mile walk. The Service Concept would produce a similar expansion for lower-income residents, people of color, and jobs.

With the Service Concept, more people would be near service, and for many people, the service closest to them would be running more frequently than today. The number of residents near Frequent Service would increase from 22% to 29%. The number of people whose best available service ran only every 60 minutes would decrease from 9% to 2%, with most of those people now near a route running more often.

Proximity to transit during a Weekday at noon What % of TriMet service area residents and jobs are near transit that comes every

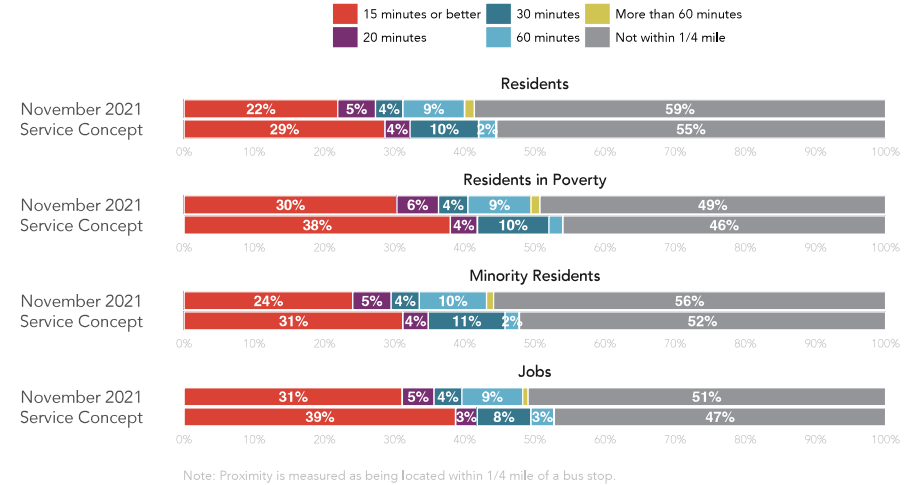


Figure 13: TriMet Service Concept - Proximity to Transit Service by Frequency (1/4 mile)



Figure 14: Three examples of coverage expansion. On the left, Line 56 is extended to serve the growing Progress Ridge area and Mountainside High School. In the middle, new Line 150 serves 172nd Ave in Happy Valley as a way of connecting Clackamas Town Center, Happy Valley and Gresham. On the right, new Line 95 runs along 148th Ave in East Portland, closing a long-standing gap in service in this area.

More Night and Weekend Service, Less Peak Service

One of the most significant changes in the Service Concept is a major investment in more service earlier in the morning, later in the evening, and on weekends. Since the onset of the COVID-19 pandemic, ridership has fallen during the traditional rush hour, as many of the office workers who drove pre-pandemic peak demand have shifted to at least some degree of remote work. Forward Together assumes that peak demand will not return at levels equivalent to the pre-pandemic normal; as a result, the Service Concept does not include peak overlay service on the most frequent lines.

At the same time, since the onset of the COVID-19 pandemic, one of the most notable trends in TriMet's ridership has been the resilience of demand to travel to areas with many retail, service and industrial businesses. Workers in retail, service and industrial sectors often work on one or both weekend days, and they need a transit network that is there for them on those days. By investing in service across a wider span of time, TriMet can make transit more useful for more riders, as well as advancing transit equity by orienting service towards the level of flexibility workers in the service, industrial and retail sectors demand.

The Service Concept invests more in evening and weekend service, with all Standard Service bus lines running on both Saturday and Sunday. The Concept also extends weekday hours on many routes; the nine new Frequent Service lines would run later, as would many of the lines that are upgraded from infrequent hourly service to service running every 30 minutes.

Figure 15 maps the areas near service at noon on Saturday with the existing network and the Service Concept. Everywhere highlighted in blue would now be within 1/2-mile of a service

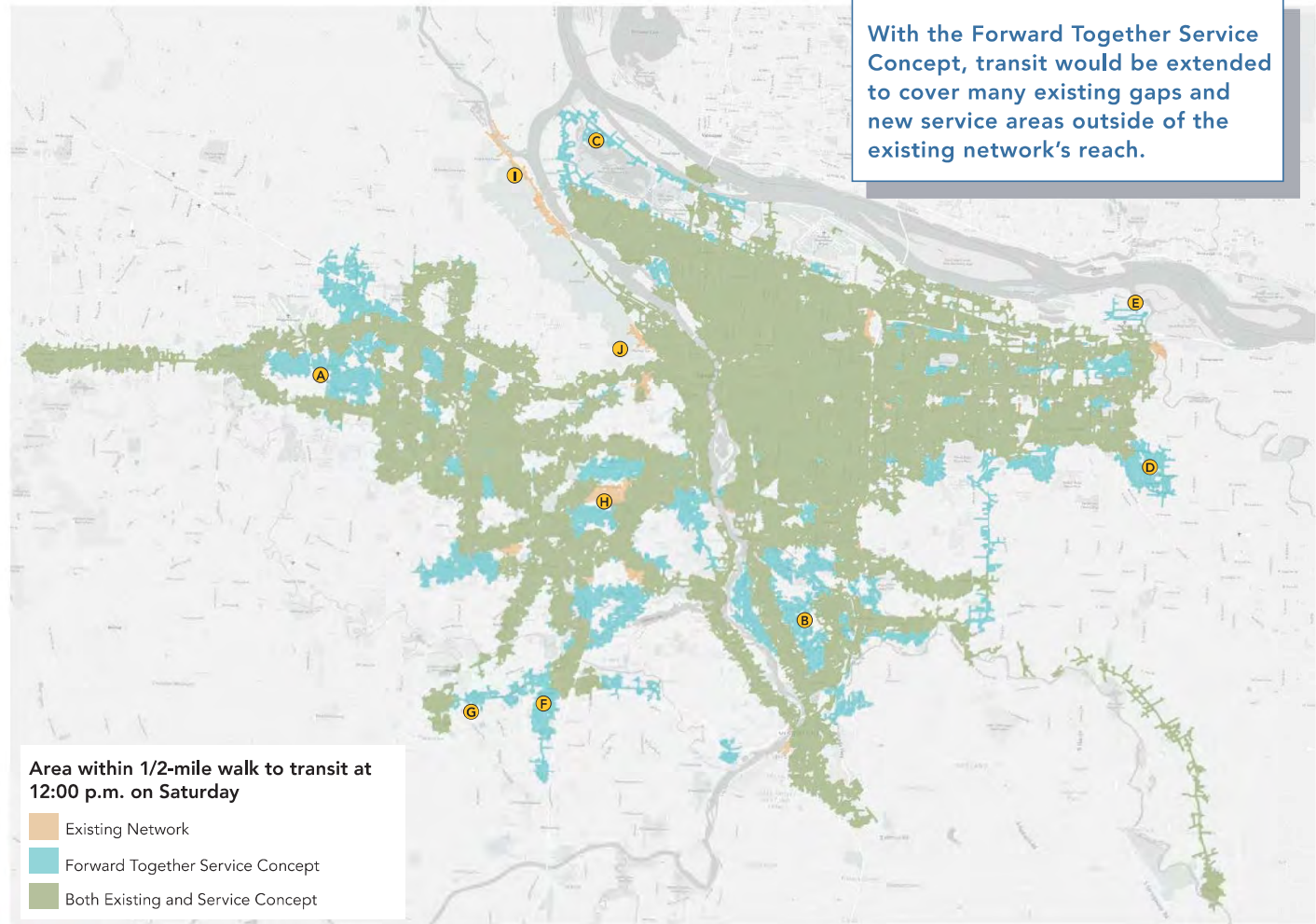


Figure 15: TriMet Service Concept - areas within 1/2-mile of service at noon on Saturdays

running on Saturdays, including large parts of Hillsboro **A**, Clackamas County **B**, industrial areas of North Portland **C**, parts of Gresham **D** and Troutdale **E**, as well as more of Tualatin

F and Sherwood **G**. A few segments (shown in tan) would lose weekend service, including along Garden Home **H**, St. Helens Rd. north of the St. Johns Bridge **I**, and parts of the West Hills **J** that would now have service timed with

school schedules. Places shown in green are within a 1/2-mile walk to Saturday service with both networks.

What would the Service Concept do?

To understand how the Service Concept relates to its twin goals of building ridership and advancing transit equity demands a clear set of measurements that can help explain the potential impacts of changes to the transit network. For that, we need a suite of measurements that are focused on people and places, and how transit service can be relevant to them.

Planning in pursuit of a more equitable distribution of benefits and burdens also requires the capacity to measure those outcomes. In TransitCenter's 2021 *Equity in Practice* guidebook, two sets of equity measures are identified:

- Place/neighborhood-focused measures showing outcomes for defined areas of need.
- Person-focused measures showing outcomes for people of certain identities.

We break measurement of transit goals into two groups: measures of transit's potential usefulness, and measures of its availability. These measures are applied at the person-level, describing outcomes for people throughout the service area, and at the place-level, describing outcomes within particular areas, and using detailed maps to visualize how outcomes vary across the service area.

Measures of Availability

Some goals for transit require transit be widespread throughout the community, including goals related to providing service to every part of TriMet's district; to ensuring that a basic affordable mobility option is present in all parts of the community; or to ensuring that TriMet's resources are distributed equitably.

These goals are primarily measured by

determining which people, jobs, or significant destinations are near service; when that service is available; and the quantity of service provided.

Coverage-focused availability measures

In a network design process, it is very common to evaluate the impacts of a given change on the "coverage" of the transit system. By coverage, we mean the number of people within a given distance of service - typically either 1/4-mile, or 1/2-mile. When service expands to new areas, the number of people covered increases. An important measure of the impact of a coverage-focused network alternative is how many more people it puts near service than other options.

Ridership-focused availability measures

Availability measures are also important to evaluate network plans oriented towards generating high ridership. Because Frequent Service bus lines tend to be the most useful routes, generating the most ridership (and carrying the majority of TriMet's bus passengers), measuring the number of people and jobs who have access to high-frequency service is one way to gauge the ridership potential of a particular set of network changes.

Equity-focused availability measures

Measures of availability can be applied to both place and person-focused equity analysis, focused on questions about the distribution of service resources across the service area, or within the equity area identified through TriMet's 10-factor index.

Finally, availability measures are fundamental for the service equity analyses transit agencies conduct as part of their compliance process

with the Civil Rights Act of 1964. TriMet's Title VI policy for evaluating Disparate Impacts of major service changes on minority populations is an example of a common way availability measures are used in transit planning. When a major service change happens that produces a decrease in the amount of transit service, TriMet analyzes whether the percentage of minority population living within 1/4-mile of the affected line exceeds that of the service area as a whole. Because this report is about a Service Concept and not a specific service change, it does not include a Title VI analysis; TriMet will conduct Title VI analyses as it implements future changes that reflect ideas included in the concept.

Measures of Usefulness

Other goals for transit require service to be useful. Building ridership requires transit present a convenient, reliable travel option that lots of people will choose. Similarly, transit equity goals that seek to make service more useful for transportation-disadvantaged people require a service that can efficiently help them move around the region. Unlike measures of availability, which show how service is distributed, measures of usefulness look at whether that service is actually likely to take people where they need to go.

As the TransitCenter *Equity in Practice* guidebook notes, a "proximity analysis looks at who lives near transit, but this can be quite different from who benefits from transit".

To measure the performance of the existing network or proposed changes towards these goals, we need to use methods that focus on factors like waiting, speed, and travel time. Three of the most common ways to do this are *travel time analysis*, *access analysis*, and *ridership modeling*.

These are related methods that can be used to understand how a set of changes to a transit network could change its potential usefulness for riders. Each of them depends on a model of the network that can be used to develop trip plans, based on a different set of routes, running at different speeds and frequencies, over different spans of service.

Access Analysis

If travel time analysis is about questions like "will my trip be faster or slower?", access analysis is focused on questions like "where can I go on transit in a reasonable amount of time?". Where travel time analysis shows the impact on specific trips that the existing network makes possible, access analysis helps to understand the range of trips that would be possible with transit.

For customers, the decision to take transit revolves around one key question: where can it take me? If transit can't get you where you need to go in a reasonable amount of time, by the time you need to arrive, it is unlikely to be an option that you consider if you have other more convenient alternatives.

Access analysis is often used to address questions like these:

- How many jobs could the typical resident reach in 30, 45 or 60 minutes?
- What are the places in the region where transit is most useful to reach jobs? Where is it less useful?
- How many fewer jobs are reachable on Sundays than on weekdays?
- What percent of the region's residents are within a 30-minute transit trip of a grocery store?

- How many people have access to at least some baseline number of jobs or key destinations?
- How does transit usefulness for reaching jobs or destinations vary by race, ethnicity, income, or other demographic characteristics?

In access analysis, we aren't looking at specific trips, or existing travel patterns. We are analyzing how much stuff the transit network can take you to.

Equity Applications of Usefulness Measures

Because transit's core benefit is the mobility it can make possible, usefulness measures are important to understanding how those benefits are distributed throughout the community. All three of the types of measures of usefulness described here can be applied to equity analysis. For example, travel time analysis can be used to compare the travel times experienced by members of disadvantaged groups with those of people outside of those groups. Access analysis can be used to compare job access for people living in equity areas and non-equity areas. Ridership modeling can provide insights into who is likely to be using a particular service improvement or infrastructure project.

Figure 16 summarizes how availability and usefulness measures can be applied to ridership, coverage, and equity transit planning goals.

	Example Availability Measures <i>Where is transit service?</i>	Example Usefulness Measures <i>Where can you go on transit?</i>
Ridership Goals	<ul style="list-style-type: none"> • % of population near Frequent Service • % of jobs near Frequent Service • % of existing riders near Frequent Service 	<ul style="list-style-type: none"> • Median number of jobs reachable by residents • % of residents within 30/45/60 minute trip of key destinations • Estimated number of daily/weekly/annual riders
Coverage Goals	<ul style="list-style-type: none"> • % of population and jobs near transit service 	<ul style="list-style-type: none"> • % of population with access by transit to at least x number of jobs
Equity Goals	<ul style="list-style-type: none"> • % of disadvantaged people near Frequent Service and any service • Title VI Disparate Impact measures • Coverage and presence of transit service and Frequent Service in identified equity areas 	<ul style="list-style-type: none"> • Median number of jobs reachable by disadvantaged populations • Demographic distribution of access • Job and destination access in identified equity areas, compared to other parts of the region

Figure 16: Transit Availability and Usefulness Measures

Transit Availability

In some of the previous sections of this document, we included reference to analysis of the number of people and jobs near the network, and near Frequent Service lines. These are all measures of availability, which help us understand how many people the Service Concept would reach with different levels of service compared to the existing network. This section provides a more comprehensive account of these outcomes.

Proximity to Transit Service & Frequent Transit Service

Figure 17 and Figure 18 on this page show the percentage of people and jobs throughout the TriMet district that are within a 1/4-mile or 1/2-mile walk to a transit stop. Each color represents the share of people who are within walking distance to service running at different frequencies. Note that these results are based on walking distance to stops along the street network, not a straight-line “as the crow flies” distance.

For reference, 1/4-mile is a little less than the distance from Pioneer Square to Waterfront Park in downtown Portland, about a 5-6 minute walk based on Google Maps directions. 1/2-mile is about the distance from Pioneer Square to the center of PSU, about a 10-12 minute walk.

On each chart, the colored bars show the total share of people near service, while the grey bar shows the share of people who are outside of that distance. Today, about 62% of residents are within 1/2-mile of transit service; this would increase to about 64% with the Service Concept.

Total Network Coverage

The overall number of people near both Frequent Service and any service increases with the Service Concept, which expands the network to reach new places. While the concept also eliminates some currently served segments in lower-density, more affluent places, the number of people in the new service areas is greater.

The expansion in service is consistent for all residents, including lower-income people and people of color. Today, about 74% of lower income people and 67% of people of color are within a 1/2-mile walk to transit; this would rise to about 77% and 71% respectively. For the purposes of this analysis, “Residents in Poverty” include all residents with household incomes of up to 150% of the federal poverty level.

Expanding coverage was not a specific goal of the Service Concept. The purpose of the Service Concept is to build ridership and advance transit equity; it expands the network in places that help achieve those objectives.

Frequent Service Coverage

One of the most important measures to understand how the Service Concept could make the network useful is how the reach of TriMet’s Frequent Service bus lines expands.

With eight new lines added to the frequent network, the number of people near this level of service increases substantially for each group of people analyzed. With the Service Concept, over 47% of residents would be within 1/2 mile of Frequent Service. The number of people of color, lower-income people and jobs near service would similarly expand.

Proximity to transit during a Weekday at noon
What % of TriMet service area residents and jobs are near transit that comes every

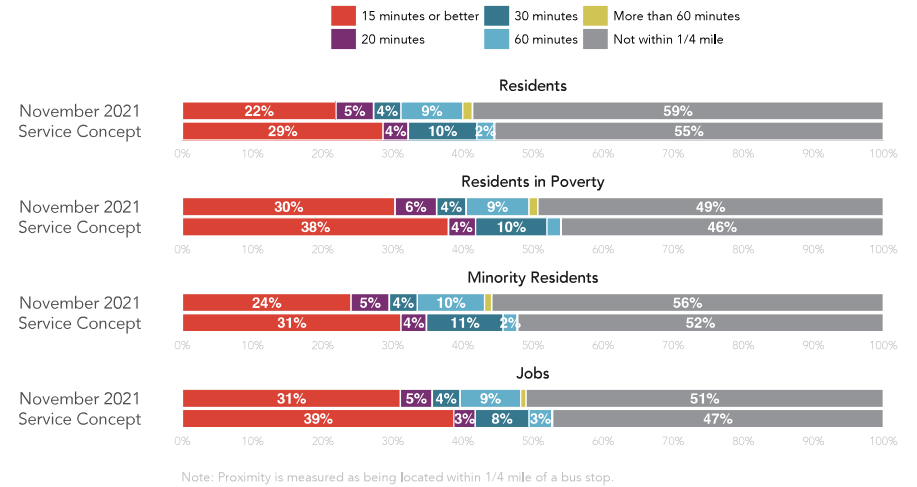


Figure 17: TriMet Service Concept - Proximity to Transit Service by Frequency (1/4 mile)

Proximity to transit during a Weekday at noon
What % of TriMet service area residents and jobs are near transit that comes every

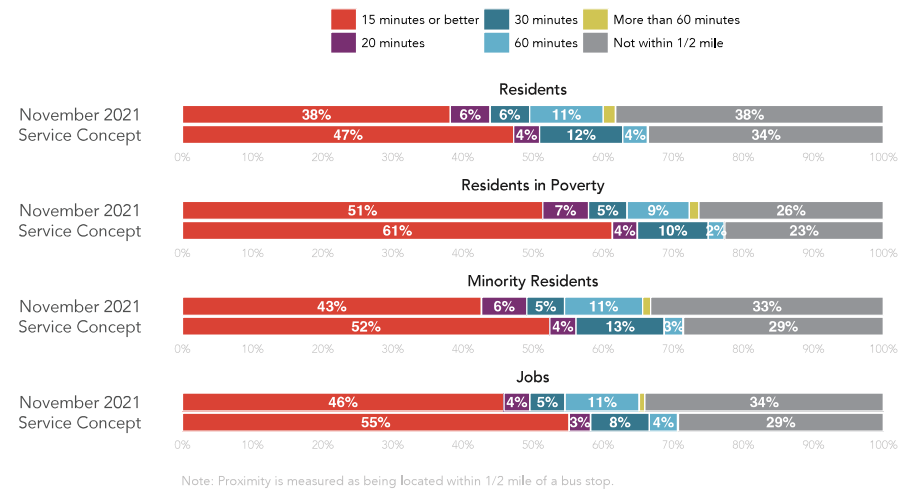


Figure 18: TriMet Service Concept - Proximity to Transit Service by Frequency (1/2 mile)

Proximity to Evening Service

The Service Concept also expands the reach of the network during the evenings. **Figure 19** and **Figure 20** show the percent of service area residents near each level of service at 7:00 p.m. Because there are more Frequent Service lines which operate at 15-minute frequency until 8-9 p.m., the percentage of people near evening Frequent Service expands.

The share of residents without access to service during the evening shrinks with the Service Concept, by a bigger degree than at midday. With the existing network, about 61% of residents are further than 1/4-mile from service at 7:00 p.m.; by expanding the network, and converting some peak-only routes to all day (including Line 11, serving St. Johns and industrial areas of North Portland), the number of people without evening service access shrinks to 56%.

Proximity to Weekend Service

Similar to weekday and evening service, the overall availability of weekend service increases substantially, as does the availability of Frequent Service. **Figure 21** and **Figure 22** show the percent of service area residents near each level of service at 12:00 p.m. on a Saturday.

One of the most important differences between the existing network and the Service Concept is what level of service people have access to on weekends. Today, about 10% of service area residents are near weekend service that operates only at very low frequency (every 60 minutes or less). With the Service Concept, most buses running on Saturday will run at least every 30 minutes.

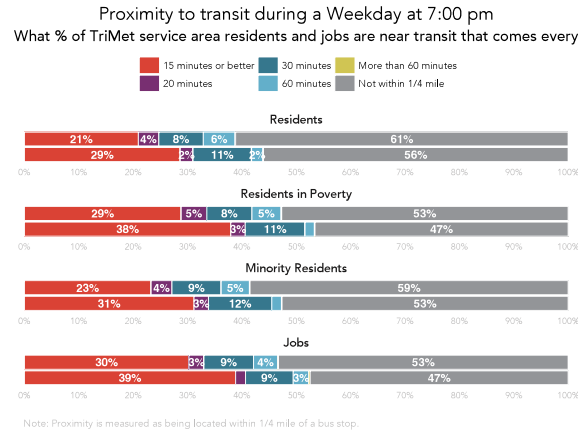


Figure 19: TriMet Service Concept - Proximity to Transit Service at 7:00 p.m. on Weekdays by Frequency (1/4 mile)

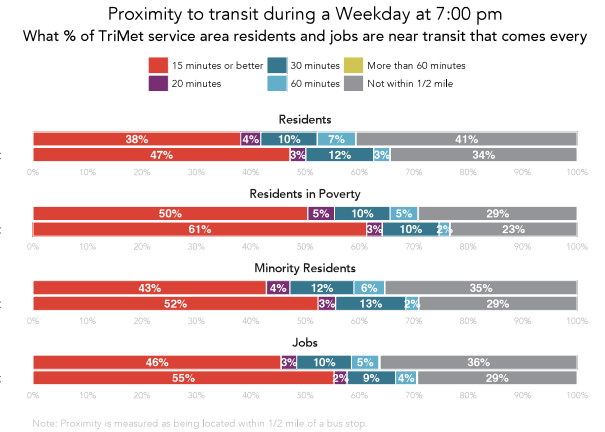


Figure 20: TriMet Service Concept - Proximity to Transit Service at 7:00 p.m. on Weekdays by Frequency (1/2 mile)

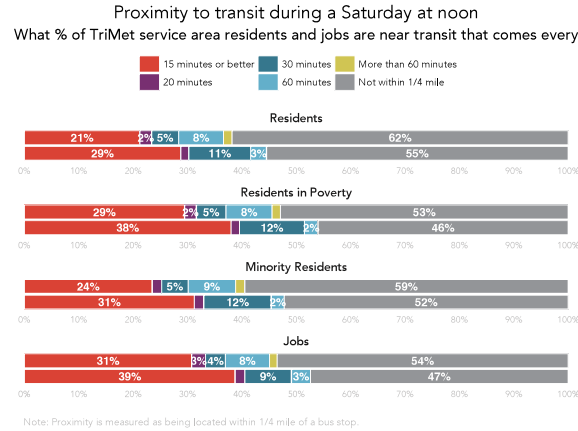


Figure 21: TriMet Service Concept - Proximity to Transit Service at 12:00 p.m. on Saturdays by Frequency (1/4 mile)

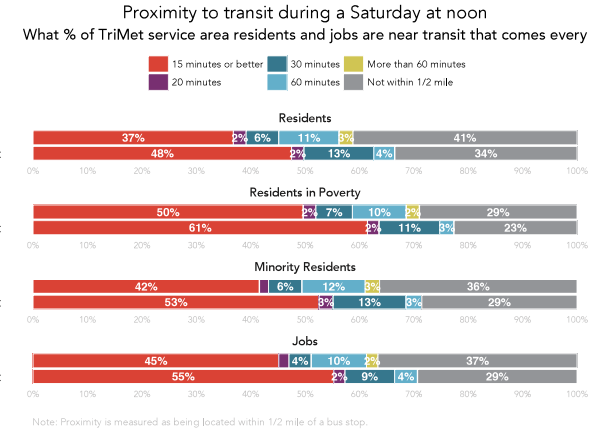


Figure 22: TriMet Service Concept - Proximity to Transit Service at 12:00 p.m. on Saturdays by Frequency (1/2 mile)

Where would coverage change?

With the Service Concept, the overall number of people near transit would increase, but some stops that are served today would no longer be served. **Figure 23** identifies the stops that would be outside of a 1/4-mile and 1/2-mile walk to service. The dark blue area on the map shows the parts of the service area that are within a 1/4-mile walk to a stop in the Service Concept; the yellow area shows places that are within a 1/2-mile walk.

Consistent with the goals of ridership and equity, the Service Concept removes service in some places where ridership is very low, mainly in more affluent areas.

Some of the most substantial service reductions are noted below, along with the number of riders at impacted stops in Spring 2022:

- **A** Along Laidlaw Rd. in Bethany (31 daily riders).
- **B** In Cedar Mill north of Beaverton (3 daily riders).
- **C** Line 36-South Shore in Lake Oswego (6 daily riders).
- **D** Line 46 serving north Hillsboro residential areas (34 daily riders).
- **E** Line 17 stops just outside of 1/4-mile distance to NE 33rd (71 daily riders).
- **F** Line 24 Rocky Butte segment along NE 92nd (22 daily riders).
- **G** Line 43 stops along Taylor's Ferry Rd. (3 daily riders).
- **H** Line 156 stops along Mather and 122nd (36 daily riders).
- **I** Line 55 stops along Hamilton (6 daily riders)

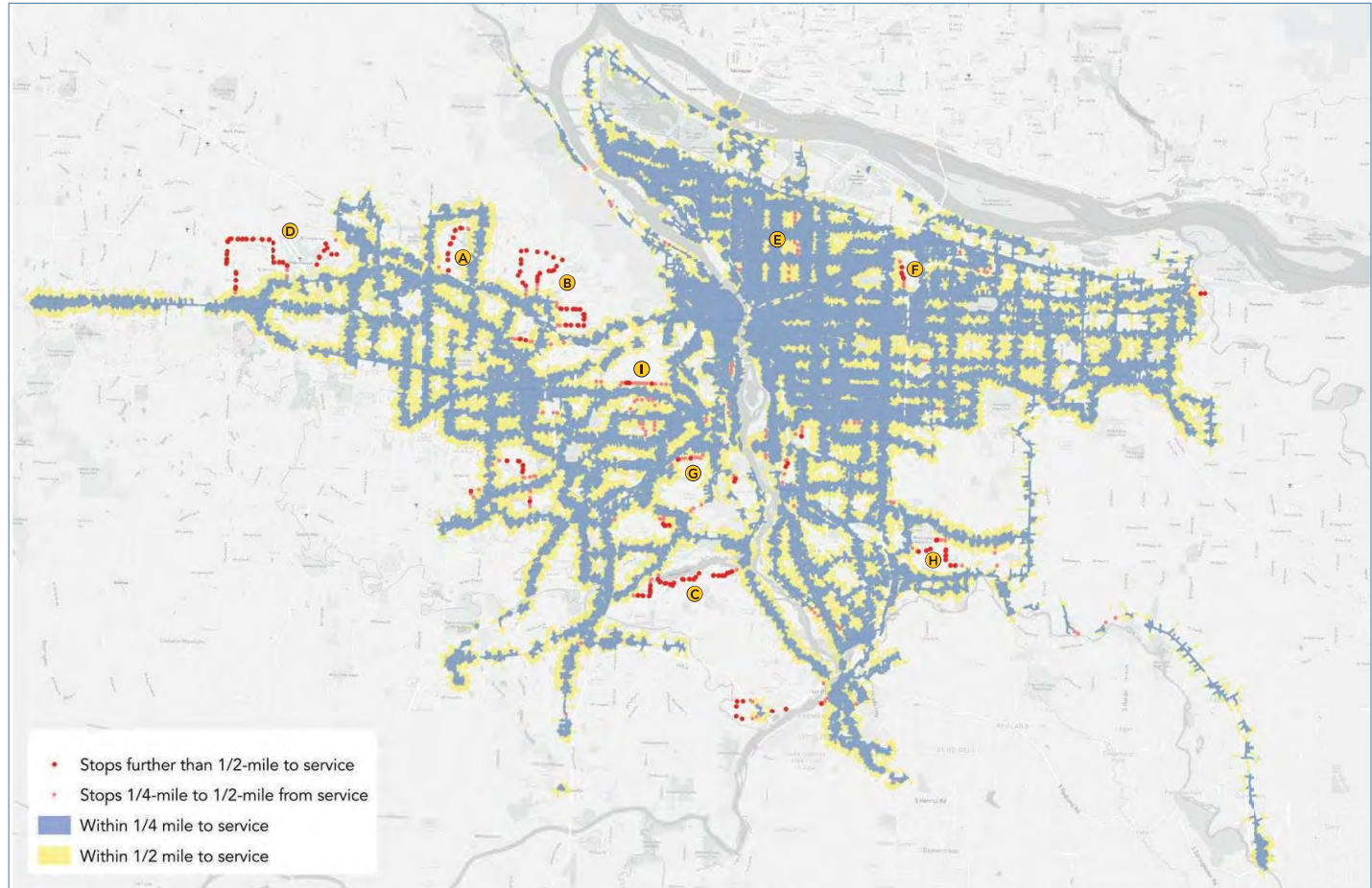


Figure 23: TriMet Service Concept Stop Proximity

The stops highlighted in red and pink make up a very small percentage of TriMet's overall ridership. With the Service Concept, about 520 average weekday boardings (in Spring 2022) would be outside of a 1/4-mile walk to the next closest service. This makes up about 0.35% of TriMet's total (bus + MAX) weekday ridership

during this period, and about 0.55% of bus ridership. Just 135 weekday boardings happened at stops that would be more than 1/2-mile from service, about 0.09% of the total and 0.15% of the bus-only total.

While the Service Concept would no longer serve some existing stops and segments, only about 0.35% of daily TriMet boardings occur at those stops.

Transit Usefulness

So far, this chapter has focused on measures of availability - where is service available, who is close to it, which places are closer and farther from service with the Service Concept, etc. These measures help us understand how the network would change with the Service Concept, but they don't help us gain a sense of how the concept would change where people can go with the network. For that, we need to turn to another set of measures of transit usefulness.

Mobility is the core service TriMet delivers to its customers. Where can transit take you? Which opportunities can you reach? Can it take you to the places you need to go, in a reasonable amount of time? To address these questions, we use an approach called "access

analysis" to evaluate how the Service Concept would change the range of places reachable by transit. **Figure 24** below shows a simple illustration of this concept. For the person in the diagram, their access is the number of destinations within the area they can reach by transit in a fixed amount of time, like 30, 45 or 60 minutes.

The simplest way to talk about access is to ask "what can I reach from here" for a specific point. **Figure 25** compares the area reachable in 45 minutes using TriMet's existing network and the Service Concept. In this map, the purple area shows places that are reachable with both the concept and the existing network. The blue-shaded areas highlight places that would be newly reachable due

to the changes in the Service Concept. Grey areas are reachable today, but would not be reachable with the concept. This type of map is called an "isochrone".

Isochrones help us to visualize how access would change in different points around the network. Division & 202nd is a location that would be served very differently with the Service Concept. While the FX would

continue to offer fast and frequent east-west service along Division, a new Line 98 would serve 201st and 202nd, expanding the area reachable to the north **A**. Line 87 along 181st/182nd would be upgraded to Frequent Service, expanding the isochrone to parts of Airport Way **B**. And Line 80 would run more frequently and more directly along 257th, improving access into Troutdale and eastern Gresham **C**.

WHAT IS ACCESS?

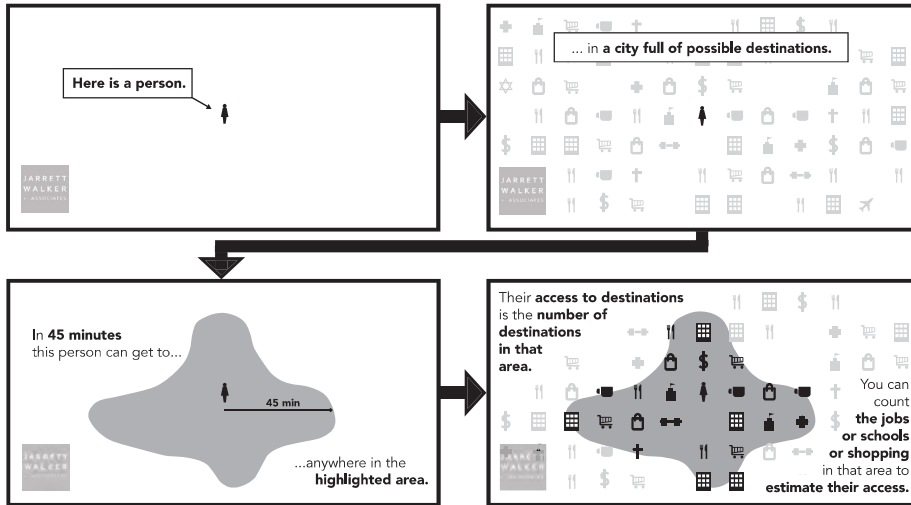


Figure 24: What is access?

How far can I travel in 45 minutes at 12 pm on a Weekday from Division and 202nd

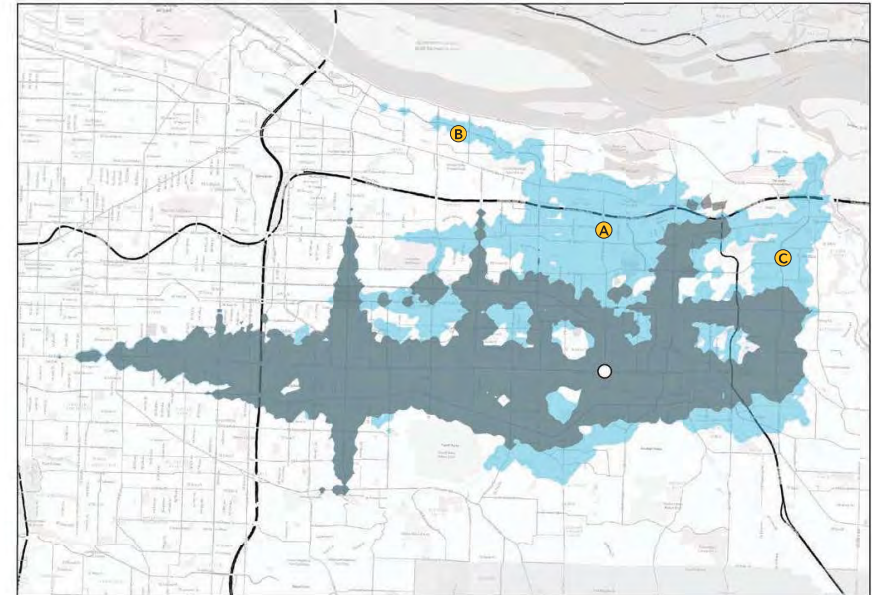


Figure 25: 45 minute travel time isochrone from Division & 202nd

Isochrones from Key Locations

Figure 26 and Figure 27 show a pair of isochrones for two points on Portland's east side.

Cully and Prescott

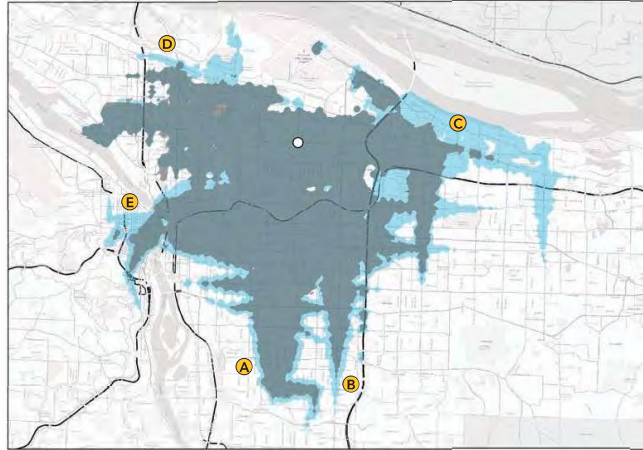
From the intersection of Cully and Prescott, about 34% more jobs would be reachable with the Service Concept than with the existing network, and about 22% more residents. This location is served by Line 71, which would be upgraded to Frequent Service in the Service Concept, but most of the more dramatic improvements come through connections to other parts of the network.

While a small bright blue area is visible around both Line 71 (A) and 72 (B) (the result of a shorter waiting time for Line 71, and thus a quicker connection to Line 72), much larger areas become reachable further east, due to the improvements to service along Airport Way (C) (Line 87) and Sandy (Line 24). Bits of Columbia Blvd. (D) would now be within a 45 minute trip from this location using new Line 190, and a larger part of downtown Portland and NW Portland (E) would be reachable due to the upgraded frequent of Line 77. Together, these improvements are what produces the larger expansion in job access from this location.

Lents Town Center

Lents is an important transit node that becomes even better connected with the Service Concept. The most notable change in the isochrone shown in Figure 27 is expanded access west (F) due to the new Frequent Service Line 4 along Woodstock. This puts much of Sellwood and Brooklyn within a 45 minute trip from Lents. Access also expands to the northeast (G) with the new Line 95 serving 148th, and to the south (H) along 82nd Dr with a connection to newly frequent Line 79.

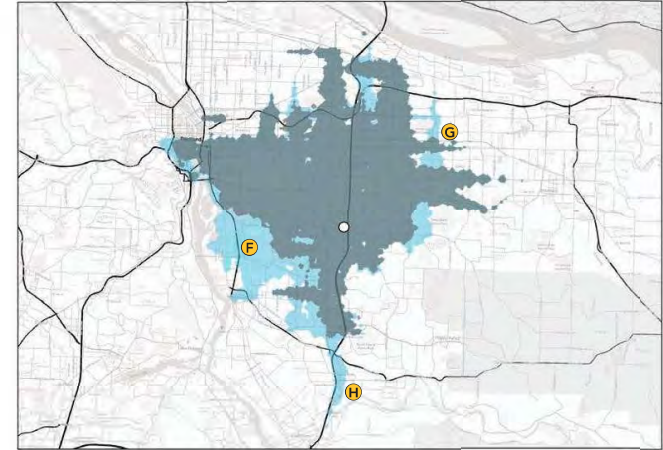
How far can I travel in 45 minutes at 12 pm on a Weekday from Cully and Prescott



Change in jobs reachable +60,780 (+34.1%)
Change in residents reachable +55,815 (+22.3%)

Figure 26: 45 minute travel time isochrone from Cully and Prescott

How far can I travel in 45 minutes at 12 pm on a Weekday from Lents Town Center



Change in jobs reachable +29,105 (+17.2%)
Change in residents reachable +59,370 (+20.5%)

Figure 27: 45 minute travel time isochrone from Lents Town Center



Figure 28: The Service Concept's network near Lents.

Downtown Beaverton

Downtown Beaverton is another major connection point for the west side of the network. **Figure 29** shows compares isochrones from downtown Beaverton. Despite having good service with MAX and several Frequent Service lines today, a person starting a trip in downtown Beaverton would still be able to reach over 27% more jobs than with the existing network. From this location, we can see how the changes in this area help expand job access considerably.

Most importantly, in the Service Concept, Line 54 would now operate at high frequency all the way from Beaverton to downtown Portland. Even though Beaverton already has a fast connection to downtown Portland with the MAX Blue and Red lines, this would help improve job access by putting PSU and the south end of downtown **A** in reach faster than with today's 30-minute Line 54 service.

Another notable change is visible along Cornell Rd. **B**: Line 48 would be upgraded to Frequent Service. While Line 48 doesn't go to downtown Beaverton, the improved frequency would make it easier to use with a connection at Sunset TC. Similarly, Line 52 along Farmington and 185th would get a bit more frequent, improving travel times along those corridors and to PCC Rock Creek **C**.

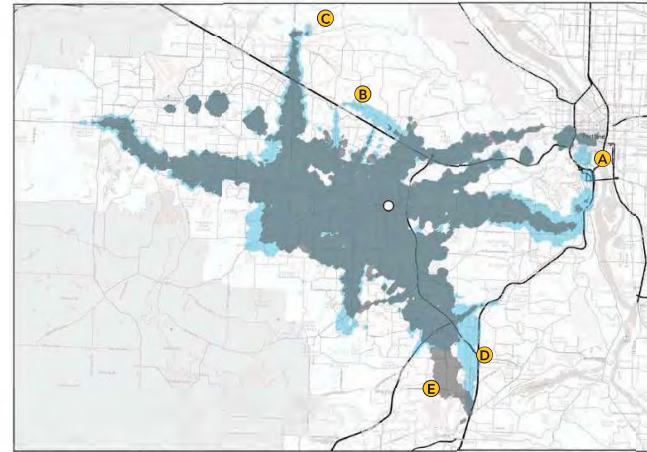
In the south, a long stretch along 72nd **D** would become reachable with the realignment of Line 76. However, this comes as a trade-off; the part of Hall Blvd. in Durham **E** that Line 76 uses today would no longer be reachable.

Downtown Tigard

There are several changes to services in downtown Tigard that together help put nearly 20% more jobs and over 34% more residents within reach in 45 minutes. **Figure 30** shows isochrones from this location.

Line 62 along Murray and Scholls Ferry Rd.

How far can I travel in 45 minutes at 12 pm on a Weekday from Downtown Beaverton



Change in jobs reachable	+41,480 (+27.2%)
Change in residents reachable	+38,170 (+18.6%)

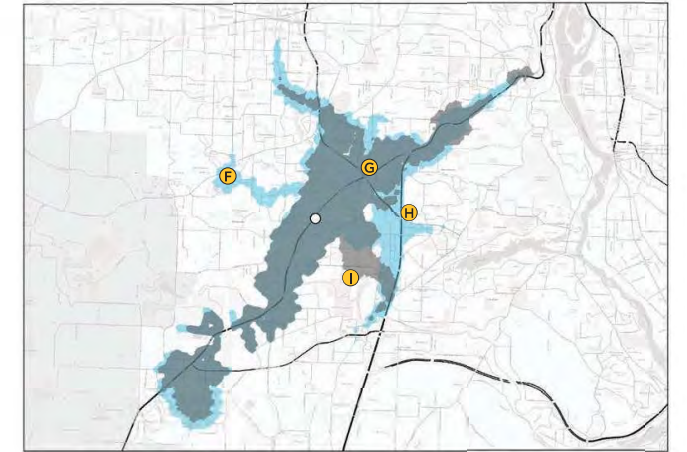
Figure 29: 45 minute travel time isochrone from downtown Beaverton

would be rerouted to end in downtown Tigard (rather than Washington Square as it does today). This would expand access all the way into central Beaverton along Murray **F**.

Line 43 along Taylors Ferry Rd. would be upgraded to 30 minute service, and would be rerouted to end in downtown Tigard as well. This would put much more Southwest Portland **G** within a 45 minute trip.

To the east, the Service Concept makes an important change in the network that is visible in the isochrone due to the rerouted Line 78. Today, Line 78 connects Lake Oswego to Tigard via County Club and Kerr, serving PCC

How far can I travel in 45 minutes at 12 pm on a Weekday from Downtown Tigard



Change in jobs reachable	+18,635 (+43.9%)
Change in residents reachable	+14,920 (+31.2%)

Figure 30: 45 minute travel time isochrone from downtown Tigard

Sylvania on the way. With the Service Concept, Line 78 would use Bonita, Kruse and Boones Ferry instead, expanding access to those streets **H**. The biggest loss of access from downtown Tigard is to an area along Hall and Durham **I** that would no longer be served by Line 76, and no longer be reachable with a 45 minute trip. This segment would now be served at lower frequency by new Line 131, as shown in **Figure 31**.



Figure 31: The Service Concept's network near Tigard TC.

Evergreen Parkway and Amberglen

Figure 32 compares the existing network and Service Concept isochrones from Evergreen Parkway near Amberglen. This area would gain access to over 60% more jobs and 35% more residents with the Service Concept, due to its connectivity into the new grid of services operating in this part of the network.

Some areas where the grid would expand access to include:

- Line 48-Cornell and Line 52-185th/Farmington, both upgraded to Frequent Service. More of Cornell (A) is reachable east and west.
- New Line 111, connecting Evergreen south to Willow Creek MAX, and then continuing along 198th (B), Farmington, Oak and Erickson to end at downtown Beaverton. Line 111 makes the connection to MAX faster, expanding access near each MAX station (C).
- Line 111 also continues with Line 113 and 115 to the North Hillsboro industrial area. Much more of this important job center is reachable (D) with the Service Concept.

This location helps provide a sense of the type of mobility improvements that a new grid in Washington County could help provide. From this location today, the isochrone mainly stretches east and west, with some connectivity north-south along 185th. Even though Aloha and TV Highway are nearby, the existing network's route structure puts these places out of reach from areas immediately to the north. With a grid of routes in place between TV Highway and Cornell, it would become much easier to travel in all directions, put particular to the south.

However, establishing a grid also means a major change from the existing network structure, which in this area is organized as a set of feeder routes that connect MAX stations to important destinations. The biggest difference

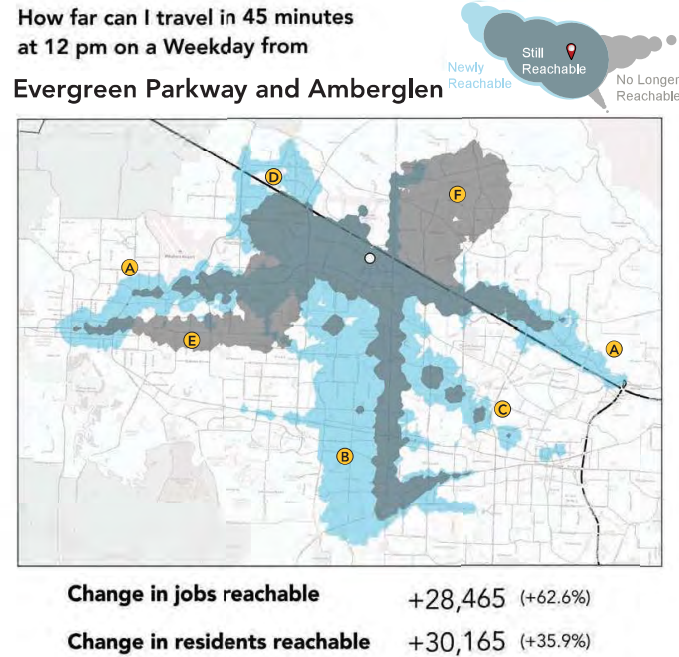


Figure 32: 45 minute travel time isochrone from Evergreen Parkway and Amberglen

in this part of Hillsboro is that Line 47 would be discontinued. Today, Line 47 provides a direct service from Hillsboro to PCC Rock Creek, via Main, Century, Evergreen and Laidlaw. The grey areas of this isochrone illustrate how the network structure change would impact where people could go from this point: the parts of Main (E) and Laidlaw (F) served by Line 47 are shown in grey, meaning they would no longer be reachable. Because there are so many more people and jobs in the areas the Service Concept would make travel faster to, overall access job and residential from this point increases substantially despite these segments no longer being within reach in 45 minutes.

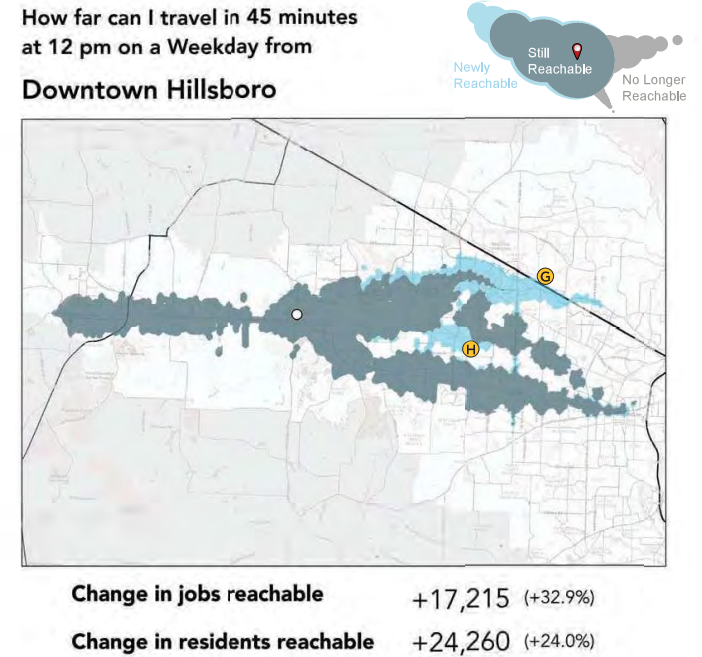


Figure 33: 45 minute travel time isochrone from downtown Hillsboro

Downtown Hillsboro

From downtown Hillsboro, the most notable changes are the upgrade of Line 48-Cornell to Frequent Service (G), and the new Line 120 that would follow Main and Baseline (H) all the way east to Willow Creek station. The improvement to Cornell in particular adds a long third path east from Hillsboro, in addition to the good access already provided by Line 57 and the MAX Blue Line.

These improvements would put about 33% more jobs and about 24% more residents within a 45 minute transit trip from downtown Hillsboro.

Clackamas Community College

Clackamas Community College (CCC) is an important educational institution located in a challenging place: the southeast end of Oregon City. Providing good service to this destination means ending a route there, since the TriMet district boundary is just a short distance to the south. That's why the Service Concept continues to terminate Line 33 at CCC. **Figure 34** compares isochrones with the existing network and the Service Concept from CCC.

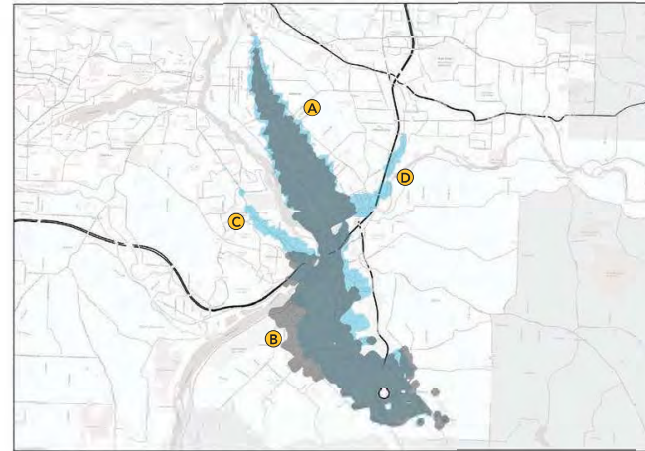
To make travel to the community college a bit more convenient, the Service Concept would streamline Line 33's path through Oregon City. Instead of serving residential areas along Linn as it does today, Line 33 would take the fastest route via Molalla; this helps make trips north from the college a little faster, visible in the added access along McLoughlin Blvd. **A**. Linn Ave. would now be served by Line 31, a less frequent route, so some areas of western Oregon City fall out of the isochrone **B**.

Access also expands to the north due to the improvements to some of the transit connections available at Oregon City Transit Center. Both Line 35 and Line 79 would run every 15 minutes, improving travel times north along Willamette into West Linn **C** and northeast along 82nd Dr **D** toward Clackamas Town Center. This puts about 12% more residents within a 45 minute trip to the community college campus.

Clackamas Town Center

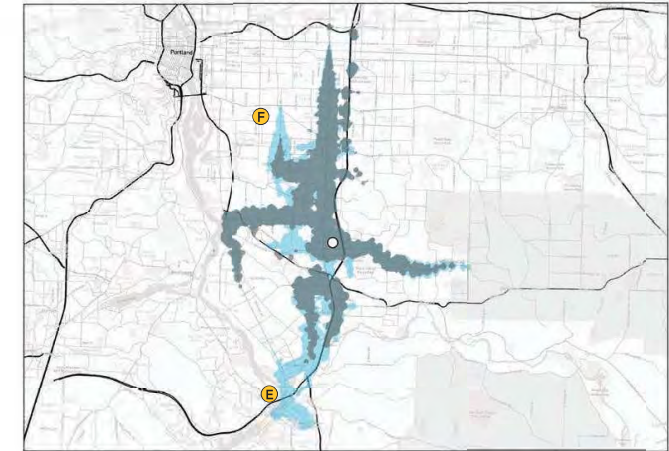
Clackamas Town Center is a major commercial, employment and transit hub for SE Portland and Clackamas County, bringing together multiple bus lines and MAX near a mall and numerous other nearby commercial employers. This is an important destinations, and the Service Concept includes several changes intended to make it easier to reach. **Figure 35** compares isochrones with the existing network

How far can I travel in 45 minutes at 12 pm on a Weekday from Clackamas Community College



Change in jobs reachable	+3,370	(+21.8%)
Change in residents reachable	+4,175	(+12.3%)

How far can I travel in 45 minutes at 12 pm on a Weekday from Clackamas Town Center



Change in jobs reachable	+9,140	(+23.2%)
Change in residents reachable	+22,435	(+29.5%)

Figure 34: 45 minute travel time isochrone from Clackamas Community College Figure 35: 45 minute travel time isochrone from Clackamas Town Center

and the Service Concept from Clackamas Town Center.

The first and most impactful change is that Line 79 along 82nd Dr would be upgraded to Frequent Service, running every 15 minutes. This would be the fastest way to travel between Oregon City and Clackamas Town Center, and the isochrone expands **E** to cover all of 82nd Dr and much of Oregon City as a result. To the north, the Service Concept also upgrades Line 71 to Frequent Service, extending the reach of the isochrone **F**.

The result of these changes is that nearly 30% more residents would be within a 45 minute

trip to Clackamas Town Center, reducing travel times to this destination for people who need to work, shop or access services nearby.



Figure 36: Service Concept network near Clackamas Town Center

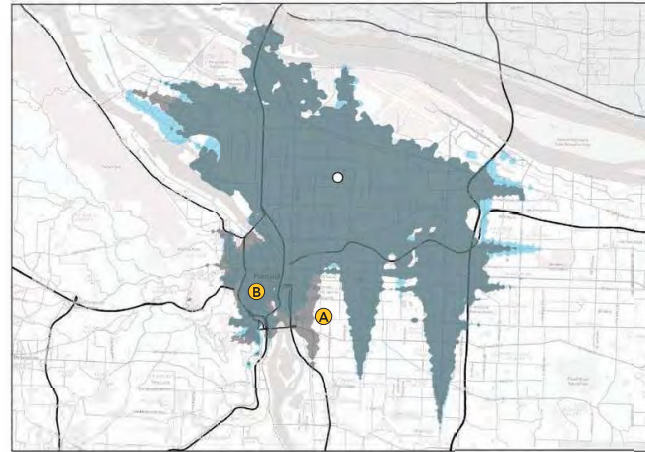
The isochrones on this page show how access would change from some of the places we heard about most frequently in our second survey on the Draft Service Concept.

NE 27th & Alberta

NE 27th & Alberta is on Line 17 today, but in the Service Concept Line 17 would be realigned to run on NE 33rd. Previously, in the Draft Service Concept, 33rd was still served by Line 70 as it is today, but after receiving many comments about this change, we adjusted it to maintain downtown connectivity from this part of NE Portland. However, the segments of NE 24th and 27th in Irvington and Concordia that are served today by Line 17 would not be served in the Service Concept.

Figure 37 shows how access would look from along NE 27th with this change. Because of the longer walking time to Line 17, parts of the Central Eastside (A) and downtown fall out of walking distance, although most of the city center and PSU (B) would still be reachable.

How far can I travel in 45 minutes at 12 pm on a Weekday from NE 27th and Alberta



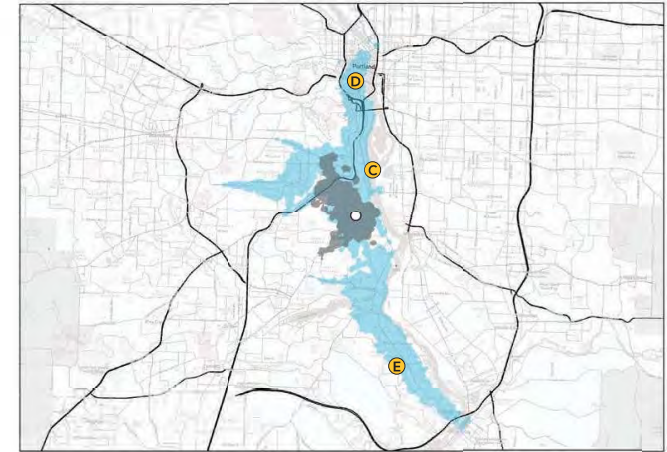
Change in jobs reachable -10,695 (-3.8%)
Change in residents reachable -6,020 (-2.1%)

Terwilliger & Palater

We also heard from many people in our second survey about the Draft Service Concept's proposal to remove lines 38 and 39 that today serve parts of SW Portland, including Lewis & Clark College. In response, we made an adjustment to Line 35 to improve service in this area. Line 35 would now split between Lake Oswego and Johns Landing, with every other trip either staying on Macadam or running along Terwilliger. With the Service Concept's suggesting to improve Line 35 to Frequent Service, this would put a bus to downtown running every 30 minutes at Terwilliger and Palater, just outside of the Lewis & Clark College campus near the law school building.

Figure 38 shows how the travel time isochrone from this location would change with the revised Service Concept. Note that to

How far can I travel in 45 minutes at 7 am on a Weekday from Terwilliger and Palater



Change in jobs reachable +100,635 (+4,226.5%)
Change in residents reachable +57,260 (+562.2%)

Figure 37: 45 minute travel time isochrone from NE 27th and Alberta

Figure 38: 45 minute travel time isochrone from Terwilliger and Palater

make a fair comparison, we have created this isochrone for 7 a.m. (when lines 38 and 39 are running today), rather than for 12 p.m. when neither service operates.

Access from this location would increase substantially, because Line 35 in this segment is a 30 minute service that runs all day, unlike the existing lines 38 and 39, which operate for only a limited period of the day at low frequencies. With the Service Concept's design, while no TriMet route would terminate within the Lewis & Clark campus, people nearby would enjoy a consistent, fast connection to downtown Portland and all the commercial activity along Macadam, running every day of the week with

service from early morning to late night.

As a result, the number of jobs and residents reachable from this point increases dramatically. This is mainly because Line 35 would connect this neighborhood directly to Macadam (C) and into downtown Portland (D), but access would also extend south all the way to Oregon City (E). This design was established in response to many comments received from people concerned about transit access in this area; with Line 35 operating on Terwilliger, this part of Southwest Portland will gain a degree of consistent connectivity to the rest of the network that it has long lacked.



Figure 39: Service Concept network near Terwilliger and Palater

Access Analysis

Individual isochrones can tell us a lot about the impact of the Service Concept in particular places but we also need to understand how benefits and burdens are distributed across the entire service area. To do that, we sampled access with and without the Service Concept from the center points of a hexagonal grid at 400 meter intervals covering the entire TriMet district.

The map shown in **Figure 40** shows the result of this analysis. Each dot on this map shows 25 resident living nearby, based on 2019 ACS data. Green dots are located in places that could reach more jobs with the Service Concept; brown dots are people living in places where the changes in the Service Concept would put fewer jobs within reach.

Most places in the service area would gain access to jobs, particularly where new Frequent Service lines are created. This includes most of SE Portland, East Portland, North and Northeast Portland, Clackamas County east of the Willamette, Beaverton and Hillsboro.

A limited number of places would lose access compared to today. These are mainly in places where the Service Concept removes service, or redesigns it in a way that increases travel times to job centers. These include:

- **A** In Irvington and Concordia in NE Portland, where Line 17 would be realigned to serve NE 33rd Ave.
- **B** In Bethany, where Laidlaw Rd. would no longer be served.
- **C** In Hillsboro, where as part of the creation of the grid, service along Baseline Rd. would no longer go directly to the North Hillsboro industrial area and Evergreen Pkwy.

On this map, green dots show residents would be able to reach more jobs using transit with the Service Concept than with the existing network.

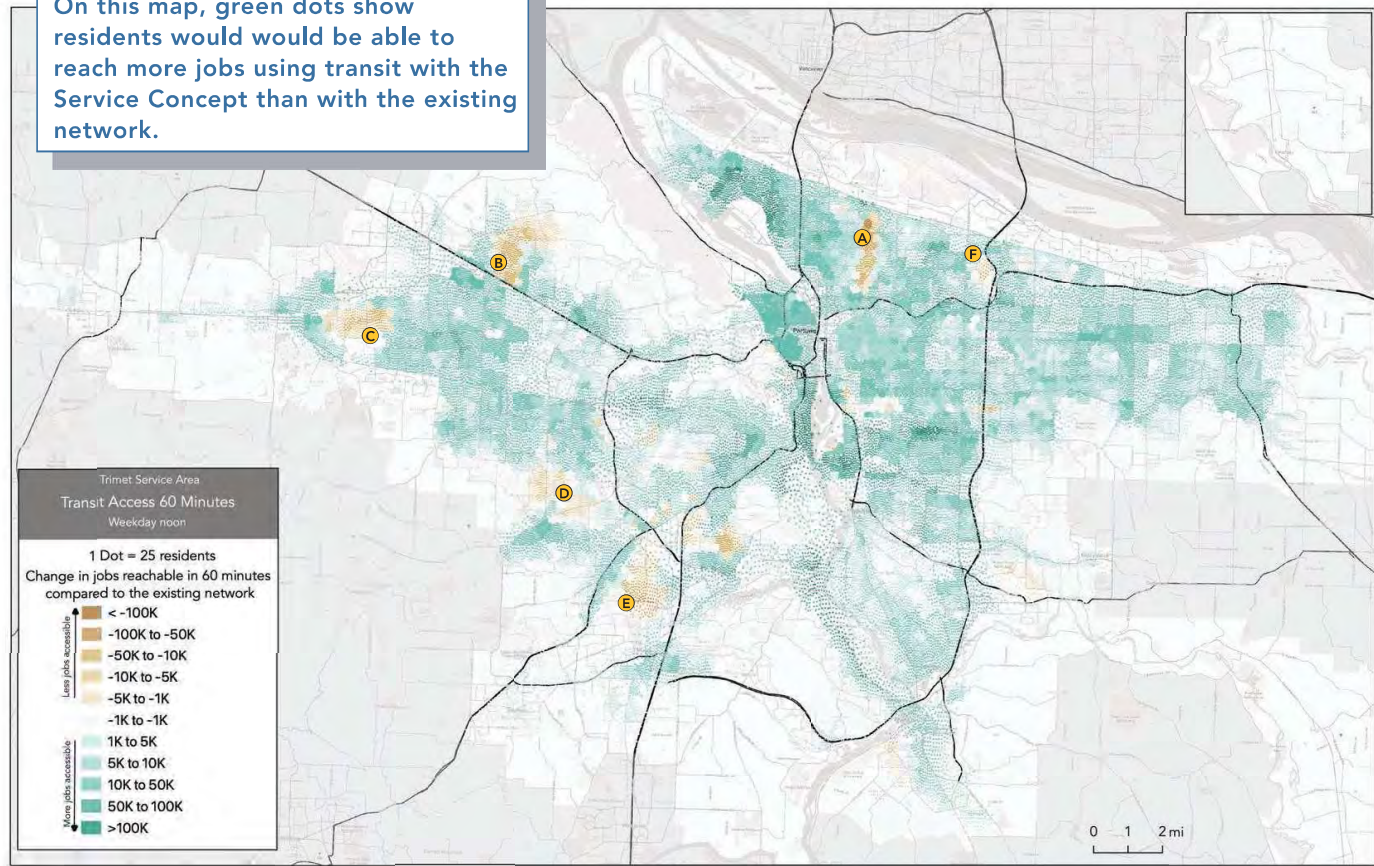


Figure 40: Change in Job Access in 45 minutes

- **D** Along parts of Murray and Scholls Ferry Rd. currently served by Line 62, which would now go to Tigard and not Washington Square. Access increases further to the southeast where Line 56 would be extended to Progress Ridge and Mountainside High School.
- **E** In Durham along Hall Blvd, where Frequent Service Line 76 would be realigned to use 72nd in order to better serve nearby jobs. Service along Hall would be provided by 30-minute lines 78 and 131.
- **F** East of Rocky Butte in Portland, where Line 24 would be realigned and would no longer serve SE 92nd Ave.

Figure 41 on this page shows the same access analysis, for a longer travel time of 60 minutes. While the results of the analysis with the longer travel time budget are for the most part similar to those for 45 minutes, there are a few notable differences.

First, in contrast to the 45 minute analysis, we now observe a gain in access along Baseline Rd. in Hillsboro **A**. While at 45 minutes, we saw a loss of access because of the disconnection of Baseline from major job centers along Evergreen Pkwy. to the north, with more travel time, job access is increased due to the connections available to new routes serving Century Blvd, Cornelius Pass Rd., as well as the MAX Blue Line and newly frequent Line 57 on 185th.

With 60 minutes of travel time, some of the areas with the largest gains in access include:

- **B** Along Woodstock in SE Portland, served by the new extension of Frequent Service Line 4.
- **C** Along Macadam in South Portland, where Line 35 is upgraded to Frequent Service.
- **D** Along Cornell Rd., where Line 48 is upgraded to Frequent Service.
- **E** Throughout East Portland, where new routes and improved frequent produce relatively consistent improvement in access between Foster and I-84.

The following pages provide some selected examples of how different changes to the network produce different changes in access.

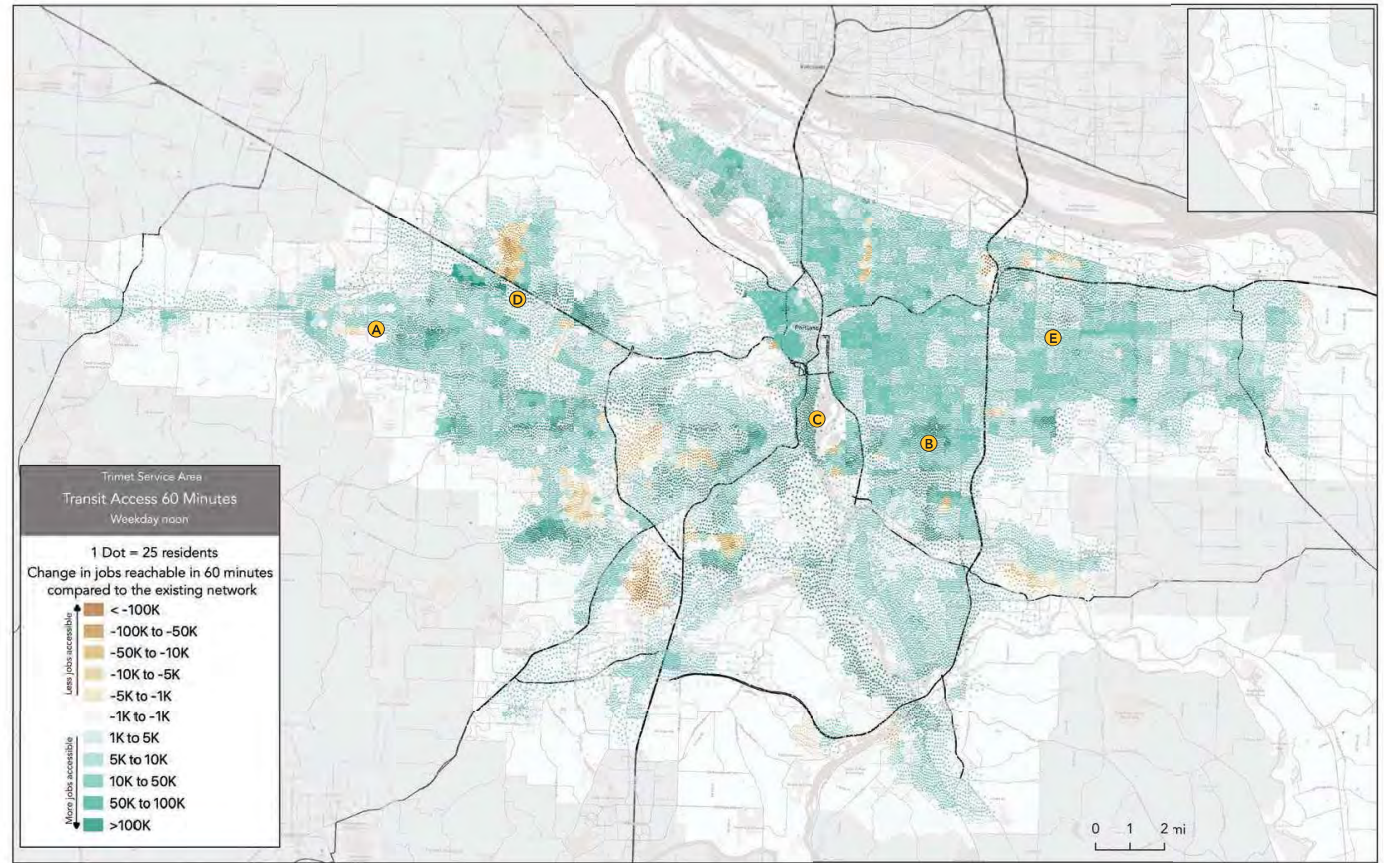


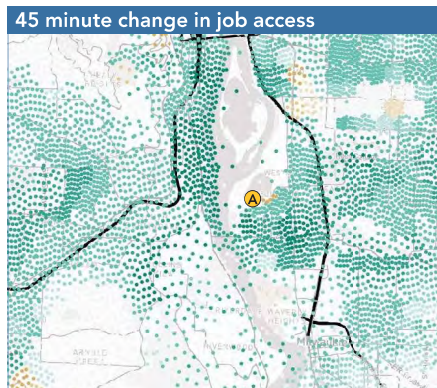
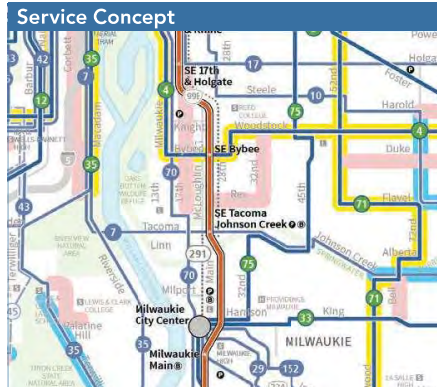
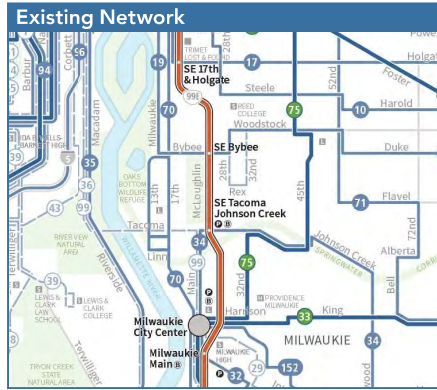
Figure 41: Change in Job Access in 60 minutes

Example 1 - Sellwood

Today, the Sellwood neighborhood is served by three main routes- the MAX Orange Line along McLoughlin in the east; Line 19 on Bybee and Milwaukie; and Line 70, which is the main route through Sellwood south of Bybee. The problem is that Line 70 splits between 13th and 17th, which means that each of these streets are only served about every 40 minutes. Even though Sellwood has busy commercial areas along Bybee, 13th, 17th and Tacoma, none of them have Frequent Service. The lack of either a Frequent Service connection to the MAX Orange Line Bybee station or an all-day service along Tacoma to the Tacoma station also limits people in this neighborhood's ability to take advantage of the rail network.

With the Service Concept, Line 70 service is consolidated onto a single pattern along 17th and Milwaukie. New Line 7 would serve Sellwood from the west via Macadam and the Sellwood Bridge. Frequent Service Line 4 would take over the existing Line 19's routing along Milwaukie and Bybee. As a result, everyone along Milwaukie and Bybee would have trip with a short wait to either MAX at Bybee or directly to downtown Portland. Everyone along Tacoma would have service every 30 minutes to MAX at the Tacoma station, or directly downtown. And everyone along Milwaukie and 17th would be near Line 70 service coming every 20 minutes.

As the access map at the bottom shows, this would produce an improvement in the number of jobs reachable from almost all parts of Sellwood, except for a small pocket along Sellwood Blvd. overlooking Oaks Bottom (A), which would be about 1/4-mile further from service than it is today.



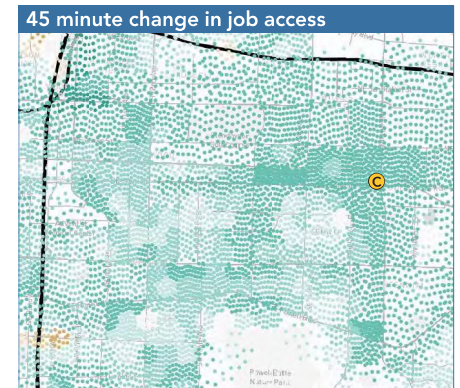
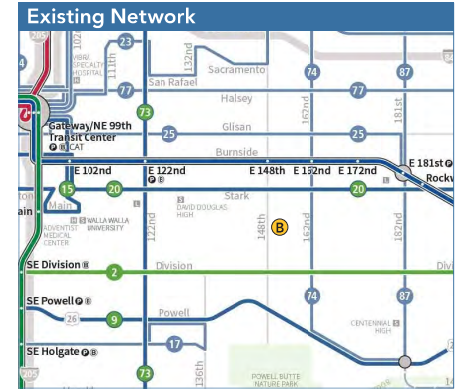
Example 2 - East Portland

Parts of East Portland have recently experienced some important service improvements with the implementation of FX service along Division, and the Service Concept goes further towards filling network gaps and extending the frequent network to reach more of this part of the city.

Most importantly, it would establish two new Frequent Service lines: Line 77 along Halsey, and Line 87 along 181st/182. These improvements would reduce waiting times for trips on these routes, resulting in job access gains in all areas within walking distance.

New Line 95 would finally fill the gap in service that has long existed along 148th (B), connecting central East Portland to Lents in the south. And new Line 91 would offer service up and down 112th.

As a result, on the access change map at the bottom to the right, nearly all of East Portland is green, indicating that more jobs would be reachable than with the existing network. Access gains would be greatest near (C) 181st and Stark, where Line 87 would meet MAX, Line 20, and the newly extended Line 19-Glisan.



Example 3 - South Beaverton

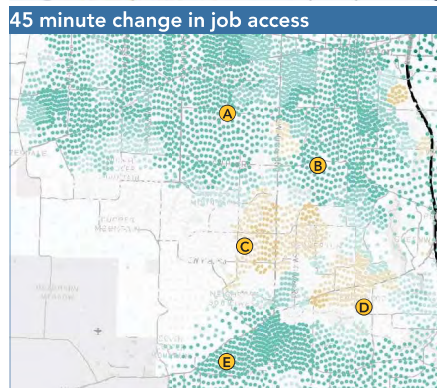
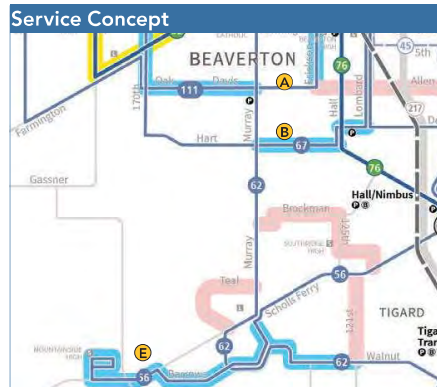
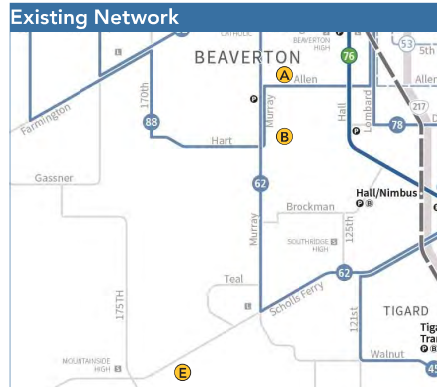
Today, South Beaverton is mainly served by three routes: Line 52 along Farmington and 185th; Line 88 along Allen, Murray and Hart; and Line 62 along Murray and Scholls. Line 52 and 88 to Beaverton TC, while Line 62 goes to Washington Square. Nothing continues further south, and nothing operates at Frequent Service.

With the Service Concept, Line 52 would be upgraded to Frequent Service, running every 15 minutes every day. Line 62 would be extended to end in Tigard, rather than at Washington Square. And two new routes would be established; Line 111, serving 170th and Oak; and Line 67, serving 198th and Hart.

This structure would offer more continuous service along Allen (A) and Hart (B), establish a route along 170th north of Farmington Rd. for the first time, and improve connections to places to the south like Tigard or Bridgeport Village.

As a result, most of the area would gain access to more jobs, with the exception of some places north (C) and east (D) of the Murray / Scholls intersection where job access would decrease. These losses are the combination of two factors: first, some parts of Scholls Ferry would lose a direct connection to downtown Beaverton; second, some parts of Murray would lose a direct connection to Washington Square.

While this structure does produce some negative impacts, it also provides a way to serve Progress Ridge (E). Progress Ridge is a busy area with a mixture of commercial and residential land uses. In the Service Concept, it would be served by Line 56, continuing east to Washington Square and Marquam Hill, offering transit access in this area for the first time.



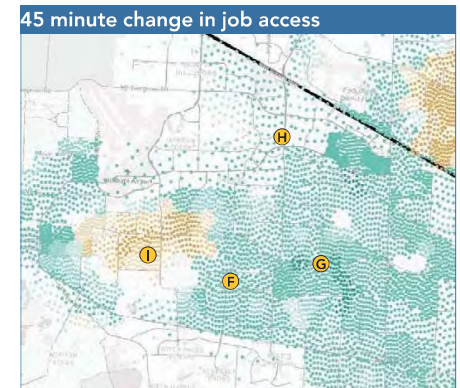
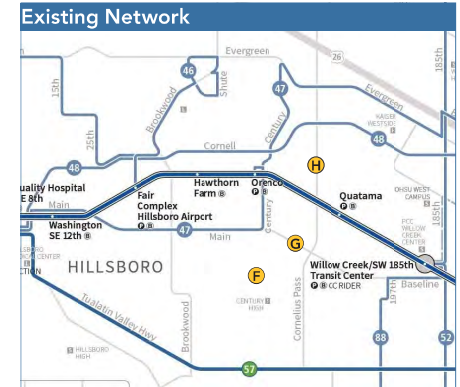
Example 4 - Hillsboro

In Hillsboro, the Service Concept would begin to establish a more regular grid of services running east-west and north-south, enabling anywhere-to-anywhere movement within the grid with a single transfer. Today, no service operates on Century Blvd. south of Main (F); along Main east of Century (G); or along Cornelius Pass Rd. (H) at all. There is no continuous service along Evergreen from the east to industrial jobs in North Hillsboro, and many trips to places along Evergreen require riding MAX to Orenco or Fair Complex, and then transferring to lines that take riders back in the direction they came from.

The Service Concept aims to improve this by first upgrading Line 48 to Frequent Service, creating another high-frequency east-west line facilitating easy connections. New lines 113 and 115 would serve Century and Cornelius all the way from North Hillsboro to TV Highway, connecting to Line 57, the new Line 126 along Main/Baseline, MAX, and Line 48.

This would expand job access almost everywhere in this part of the network. Places along Cornell would have a faster trip east and west. People along TV Highway would be able to more easily travel north to jobs and opportunities in North Hillsboro or Tanasbourne. And people near Century and Cornelius would for the first time have service in walking distance.

Only one part of the access change map at the bottom right shows dots in brown, indicating a loss of access. That is the segment of existing Line 47 along Main (I), which provides a direct connection from downtown Hillsboro to Tanasbourne and PCC Rock Creek. This is a very useful service for the people who live in this segment, but by standardizing the network in this area into a grid, we are able to deliver enhanced access almost everywhere else nearby.



Access Summary Statistics

The maps on the last few pages help show where access would change, and which places would be impacted. But how many people would gain or lose access, and how big would the impact be?

The two charts on this page summarize the percent of service area residents who would experience different levels of access change. Green bars count residents who would gain access; brown bars count residents who would lose access. The grey bar in between counts the proportion of residents who would see little change in access. Each segment that contains more than 2.5% of the region's population is labeled.

These are “person-based” measures, because they count how many people would experience different changes in access regardless of where they live.

The top chart shown in **Figure 42** displays the change in job access that would be experienced by each person in the service area. In other words, what is the difference between the number of jobs they could reach with the existing network and the Service Concept. The bottom chart in **Figure 43** reports the relative change from existing to concept (as a percentage of each person's access with the existing network).

The majority of people in TriMet's service area would see their access improve with the Service Concept. For the 45 minute travel time, about 75% of residents would gain access to at least 1000 more jobs than they could reach with today's network. About 45% would gain access to at least 10,000 more jobs in 45 minutes. In relative terms, about 55% of residents would see at least a 10% increase the number of jobs they could reach in 45 minutes, and about 40% of residents would experience at least a 25% gain in job access.

Change in Job Access by Demographic and Economic Characteristics

One of the most important goals of the Service Concept is to advance transit equity for lower-income people and people of color. One way to gauge the potential of the Service Concept to make progress on those goals is to compare the change in job access for those groups to the change for the general service area population. For this analysis, “lower-income people” refers to service area resident with household incomes below 150% of the federal poverty level.

For both 45 minute and 60 minute travel times, a greater proportion of lower-income people and people of color in the region benefit. For example, about 75% of people experiencing lower incomes could gain access to at least 5,000 more jobs than would be reachable with the existing network, compared to about 70% of people of color and 65% of all residents.

With the Service Concept, over 65% of residents, 70% people of color and 75% of people experiencing lower incomes would gain access to at least 5,000 more jobs by transit .

Percent of Residents by Absolute Change in Job Access
Jobs reachable with Service Concept compared to existing network

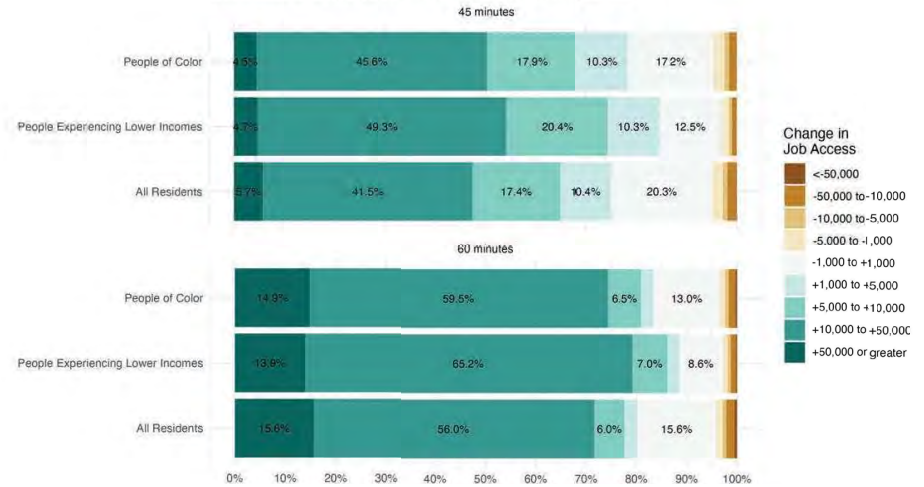


Figure 42: Percent of Residents by Absolute Change in Job Access

Percent of Residents by Percent Change in Job Access
Jobs reachable with Service Concept as % of existing job access

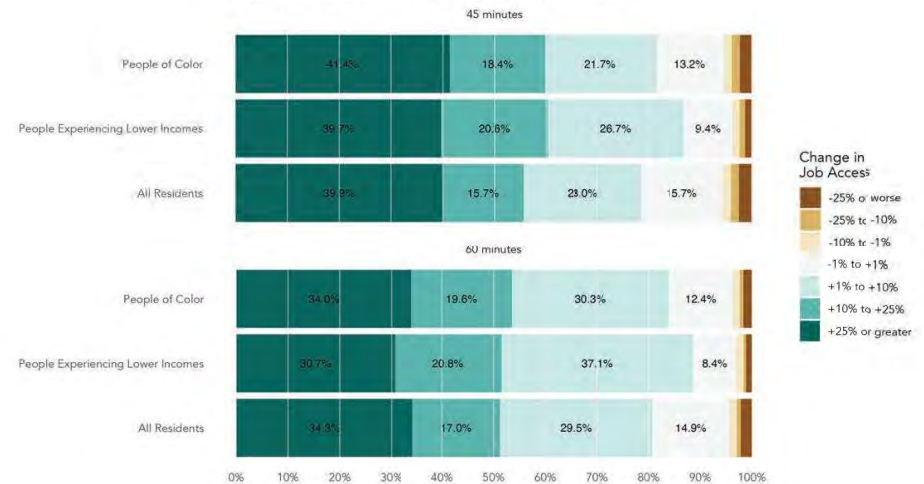


Figure 43: Percent of Residents by Relative Change in Job Access

Change in Median Jobs Reachable

One simple way to understand the potential impact of the Service Concept is its impact on the number of jobs reachable by the median service area resident. In this case, the median resident is the person who can reach more jobs than 50% of the population, and fewer jobs than the other 50% of the population. They are exactly in the middle of the range of how many jobs people can reach using transit.

Figure 44 shows the change in the number of jobs reachable in 30, 45 and 60 minutes by the median resident, person of color and lower-income person.

This is a *person-focused measure of usefulness* - it shows the median level of transit job access for residents across the entire service area.

Today, the median resident of the service area can reach about 32,700 jobs in 45 minutes. With the Service Concept, that number increases to about 48,800, a 49% improvement.

Median access for people of color and lower-income people is higher with the existing network (because these residents are more likely to live in areas that are relatively well-served by transit), and would continue to be higher with the Service Concept.

This may seem counter intuitive, given the fact that the highest access areas of central Portland tend to be heavily white, and many places in the region with a high concentration of lower-income people and people of color are in lower access areas.

The service area medians look as they do because of the impact of suburban areas where transit service is not present, or not very useful. These areas are more likely to be whiter and wealthier and lower the aggregate numbers, particularly for white residents and all residents. In TriMet's service area, People of color and lower-income people are more likely

Destination Type	Access by	30 minutes				45 minutes				60 minutes			
		Existing	Service Concept	Change	% change	Existing	Service Concept	Change	% change	Existing	Service Concept	Change	% change
All Jobs	All Residents	6,900	9,400	2,500	136%	32,700	48,800	16,100	149%	104,300	145,000	40,700	139%
	People of Color	8,000	10,600	2,600	133%	36,200	52,100	15,900	144%	114,300	152,400	38,100	133%
	Lower-Income People	10,300	13,100	2,800	127%	46,200	64,200	18,000	139%	185,100	226,300	41,200	122%

Figure 44: Change in Jobs Reachable by Median Service Area Resident

to live in places where transit is useful, but those places tend to be outside the center of the region where it is **most** useful.

The median number of jobs reachable by lower-income residents would increase the most, but because this measure is higher today, the relative change is smaller. The median lower-income resident of the service area would gain access to about 18,000 more jobs in 45 minutes, about a 39% improvement compared to the existing network. This is a larger absolute gain in access that experiences by the median resident, but smaller relative to the existing network.

The gains in access are largest at the 45 minute travel time threshold, and smaller at 30 and 60 minute travel times. That is because with short 30 minute trips, only the most frequent services are really competitive with walking.

Change in Residents Reachable from Median Job

So far, this analysis has looked at access to jobs. Job access certainly means trips to work, but also potentially lots of other trips people could make from home to places where others work. But what about access to residents? How many residents are within reach of the median job? How does the Service Concept change this?

Figure 45 shows the number of residents reachable from the location of the median job

in the service area. When we think about residential access this way, we are thinking about how many people at home are within 30, 45 or 60 minutes of where people work.

The Service Concept expands access from residents to jobs, and similarly from jobs to residents. Because jobs tend to be located more centrally, and because there are many more residents than employees, the absolute number of residents reachable from the median job is higher. But as with job access, residential access from jobs increases by about 49% in 45 minutes, and about 33-34% for shorter and longer trips.

About Jobs Data

Job locations are not permanent, particularly in the post-pandemic period. The data used in this analysis comes from a resource produced by the US Census called Longitudinal Employer-Household Dynamics, which in its basic form (used here) is a database of how many people work in each census block or block group in the county. The data used in this analysis are for the year 2019, the most recent year available from the US Census at the time.

This analysis thus offers us a snapshot of the potential impact of the Service Concept on a job distribution that could change in the future. We already know that some degree of remote working for some types of workers has proven to be a durable change emerging

Travel Time	Residents Reachable	Change	% change
30 minutes	18,000	-	-
	24,000	6,000	133%
45 minutes	75,400	-	-
	112,400	37,000	149%
60 minutes	213,500	-	-
	286,300	72,800	134%

Figure 45: Change in Residents Reachable from the Median Service Area Job

from of the pandemic. At the same time, most workers in the retail, service, food and industrial sectors never worked from home. Ultimately, the Service Concept is designed around the demand patterns observed in 2021 and 2022 as the region emerged from the pandemic, but further analysis and monitoring should be conducted as elements of the plan are implemented and new data become available.

Access from TriMet Equity Areas

The person-based measures shown on the preceding page tell us about how many people, how many people of color and how many people experiencing poverty in the service area would be impacted positively or negatively by the Service Concept. However, they do not tell us about how the Service Concept would impact particular places of elevated importance for lower-income people and people of color.

TriMet's 10-factor equity index identifies parts of the service area with a high concentration of people who are members of disadvantaged groups, including low-income people and people of color. **Figure 46** compares the number of jobs reachable by the median person living inside and outside of the equity areas. For people living inside the equity areas, the table splits equity areas inside and outside of the Central City.

In this analysis, the median resident of the equity areas is the person who can reach more jobs than 50% of the population of the equity areas, and fewer jobs than the other 50% of the population.

TriMet's Equity Index is an excellent tool for focusing attention on where disadvantaged people live, work and access services. As such, it provides a valuable guide for developing network plans designed to build a system that everyone can use to reach the places they need to go, by prioritizing the needs of the populations whose locations are identified by the index. In all design phases of this project, particular attention was paid to the equity areas to ensure that the resulting network design was likely to deliver improved transportation options for these places.

As the TransitCenter *Equity in Practice* manual lays out, place-based measures like these "show how the benefits and harms of

transportation accrue to areas with many residents of color or residents with low incomes." TriMet's Equity Index is an essential tool in designing service plans oriented towards equity goals.

With the Service Concept, the number of jobs reachable increases in most parts of the network, and across the vast majority of the places identified through the equity index. The number of jobs reachable by the median resident living within the equity areas would increase by about 36%.

We also segment the equity areas into two groups: those in close-in parts of Portland, and those in other places. Central City equity areas are located in the part of the region with the greatest overall transit service level (downtown Portland, the Pearl District, the Central Eastside, and the Rose Quarter) which means that even network plans with a lot of improvements only result in small changes in job access outcomes. By contrast, many of the rest of the equity areas are in places that are not so advantageously located in today's network.

With the Service Concept, median job access in 45 minutes from Central City equity areas would increase by about 5%, mainly due to the handful of new Frequent Service lines ending near downtown (Line 77, 54, 35, etc). By contrast, access in the rest of the equity areas outside the Central City would increase by about 36% for 45 minute trips, and by about 26% for 60 minute trips.

With the Service Concept, the median resident of one of TriMet's Equity Areas would be able to reach about 36% more jobs in 45 minutes.

Travel Time	Network	All Equity Areas	Equity areas in Central City	Equity areas outside Central City
45 min	Existing Network	47,300	317,400	43,200
	Service Concept	64,800	332,600	58,900
	Change	17,500	15,100	15,600
	% Change	137%	105%	136%
60 min	Existing Network	183,300	437,500	160,600
	Service Concept	223,400	454,700	202,400
	Change	40,100	17,200	41,800
	% Change	122%	104%	126%

Figure 46: Change in Jobs Reachable by Median Resident of TriMet Equity Areas

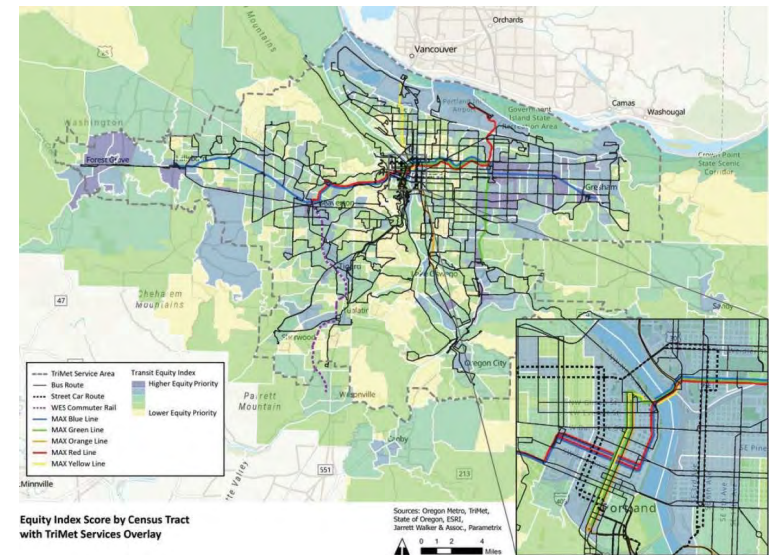


Figure 47: TriMet 10-Factor Equity Index. A larger version of this map is shown on page 12.

Access to Destinations

While job access is a useful general measure providing a sense of how much “stuff” is reachable from different places and by different people, it is also important to compare access to particular destinations that are important to large numbers of people. When we talk about access, we are also talking about what kinds of places and types of trips you are likely to find transit useful for. In addition to job access, we also evaluate the number of key destinations reachable from each part of the service area, focusing on three types:

- Health care (mainly hospitals, urgent care centers and other medical clinics).
- Higher education (colleges, universities, community colleges and professional training locations).
- Grocery stores, including major retailers like Wal-Mart and Target than also provide fresh produce and other groceries.

When we expand access to these destinations, we expand the range of potential opportunities for people to access the food options and medical care that helps sustain healthy lives, and the educational opportunities that have provide economic advancement.

Figure 48 maps the distribution of these destinations throughout the TriMet service area.

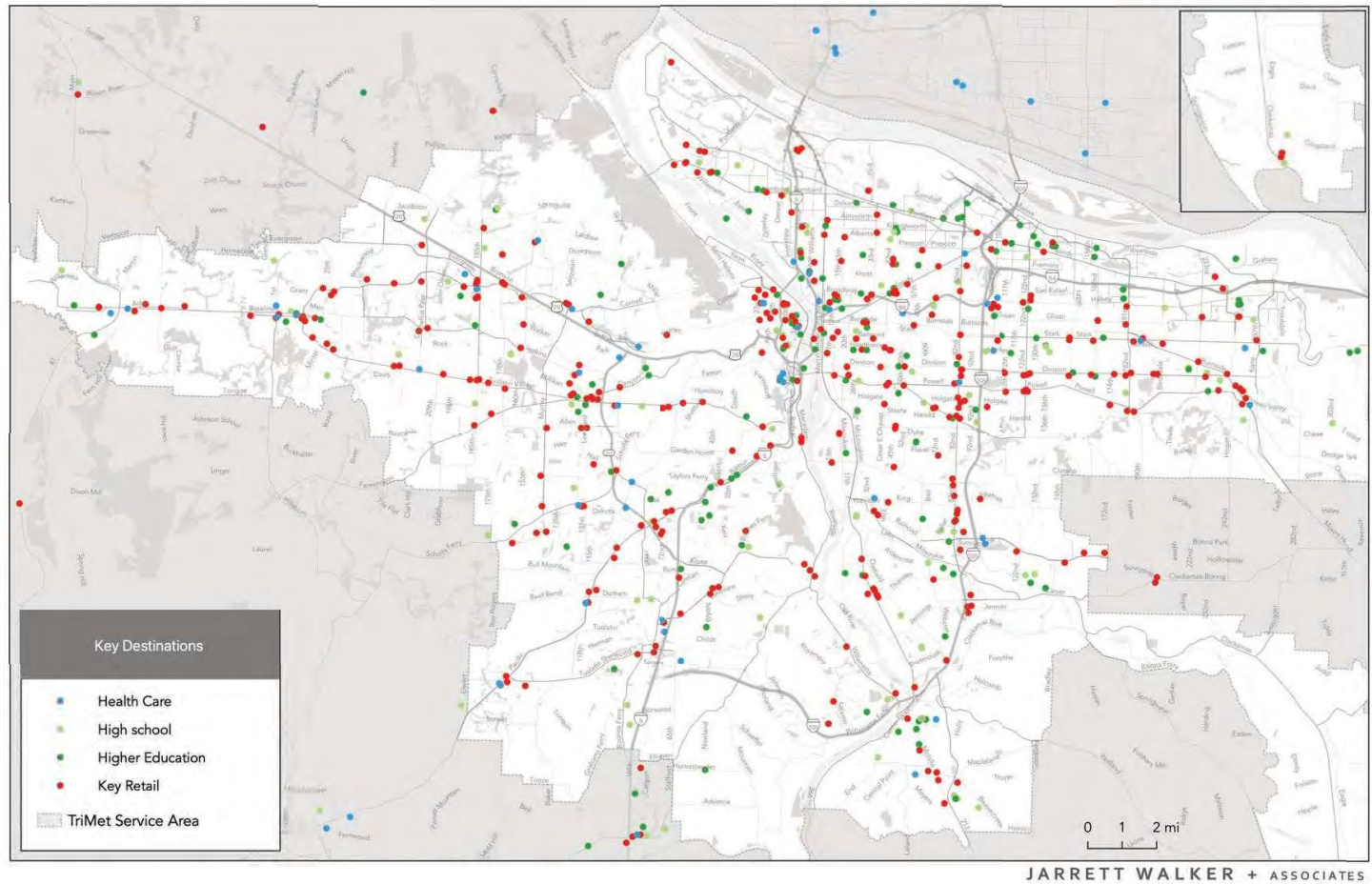


Figure 48: Key Destinations in the TriMet Service Area

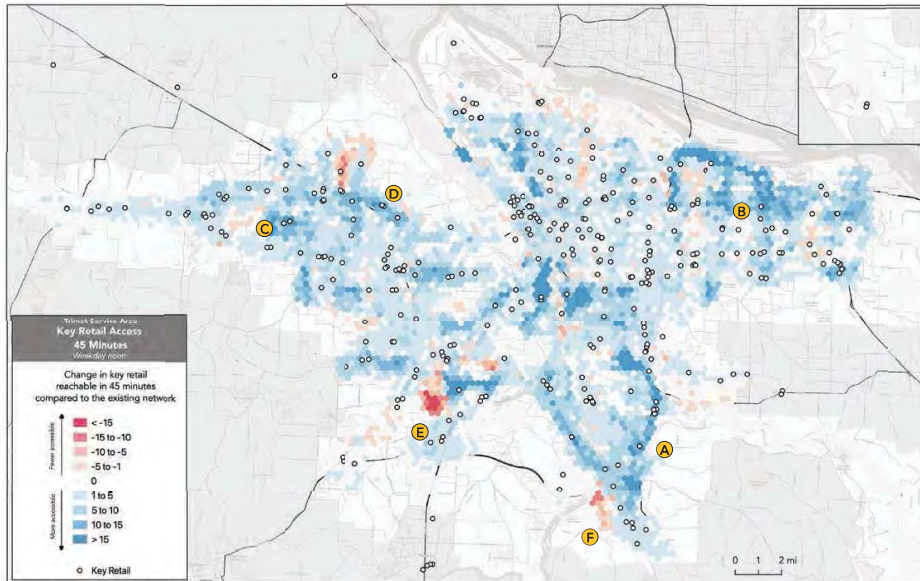


Figure 49: Access to Key Retail (Grocery) Destinations in 45 minutes

Figure 49 shows the results of our analysis of access to grocery destinations, described in the map title as “key retail”. This map shows areas in blue that would gain access to more grocery stores in 45 minutes than with the existing network; areas in pink and red would lose access to grocery stores.

Most areas of the network gain access to more grocery stores than are reachable with the existing network. For example, most residents along 82nd Dr (A) in Clackamas County would be able to reach at least 5 more grocery stores in 45 minutes than they could today, an outcome produced by faster travel times to both Oregon City and the 82nd Ave. corridor, each of which have multiple options for groceries. We see similar improvements in grocery access in northern Gresham (B) and in Hillsboro

(C), where new grid routes and enhanced frequency improve access more generally. A few areas lose access to grocery stores, most notably in places like Laidlaw Rd. in Bethany (D) where the Service Concept removes a route entirely, or in places like Durham (E) or the west side of Oregon City (F) that would be served by a less frequent route than today.

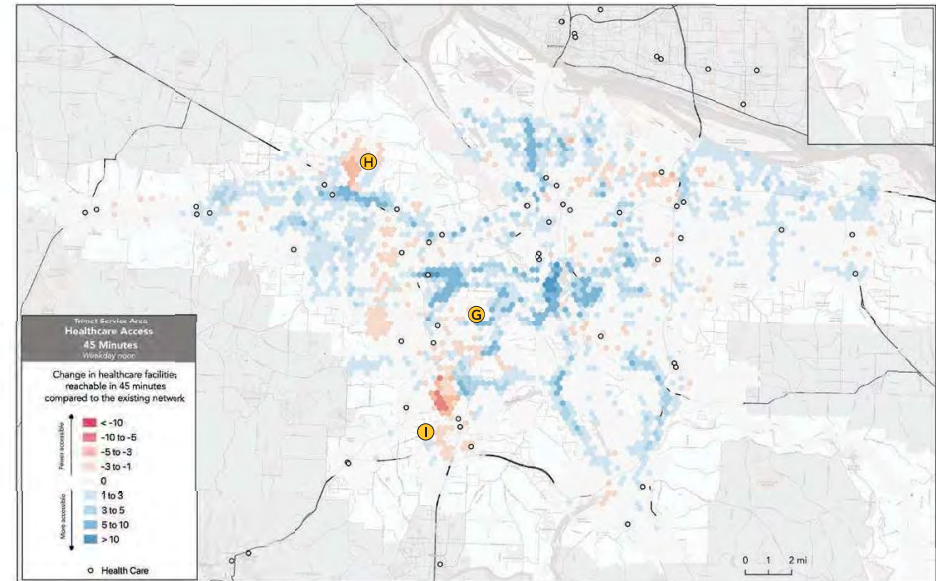


Figure 50: Access to Health Care Destinations in 45 minutes

Figure 50 shows the analysis of the change in the number of health care destinations accessible in 45 minutes. There are fewer health care destinations than grocery destinations, and most areas would only see the number reachable change by 1-3.

Health care access increases notably throughout Southwest Portland (G), due to the new all-day service to Marquam Hill via lines 43 and 56. These routes would connect with Frequent Service lines in Hillsdale and Burlingame, putting OHSU and the VA hospital within reach of many more people.

Health care access decreases the most in the same places where job and key retail access decreases - the limited number of areas where the Service Concept removes or substantially reduces service, including along Laidlaw Rd

(existing Line 47) in Bethany (H) and along Hall Blvd (existing Line 76) Durham (I).

Figure 51 shows the change in the number of higher education destinations reachable in 45 minutes. Most areas would gain access to more higher education destinations. Some exceptions where fewer higher education destinations would be reachable include in Durham (A) where Line 76 is moved away from the residential area, and along Line 78 (B) in Lake Oswego (which would no longer serve PCC Sylvania).

Summary of Destination Access

Figure 52 summarizes the destination access analysis results for 30 minute, 45 minute and 60 minute trips. For each type of destination, this table shows the number reachable by the median resident of the TriMet service area with the existing network and the Service Concept.

With two exceptions, across all destination types, groups of people and times analyzed, the Service Concept would increase the number of destinations reachable. For example, in 45 minutes, the median resident of the service area would be able to reach about 4 more grocery stores, a 17% improvement.

The exceptions to this are the number of health care destinations reachable with short 30 minute trips, which doesn't change for any group, and the number of higher education destinations reachable with short 30 minute trips by lower-income people, which starts higher than the outcome for other residents and doesn't change.

With the Service Concept, most residents of the region would be able to reach 1-4 more grocery stores, health care facilities, and higher education destinations by transit.

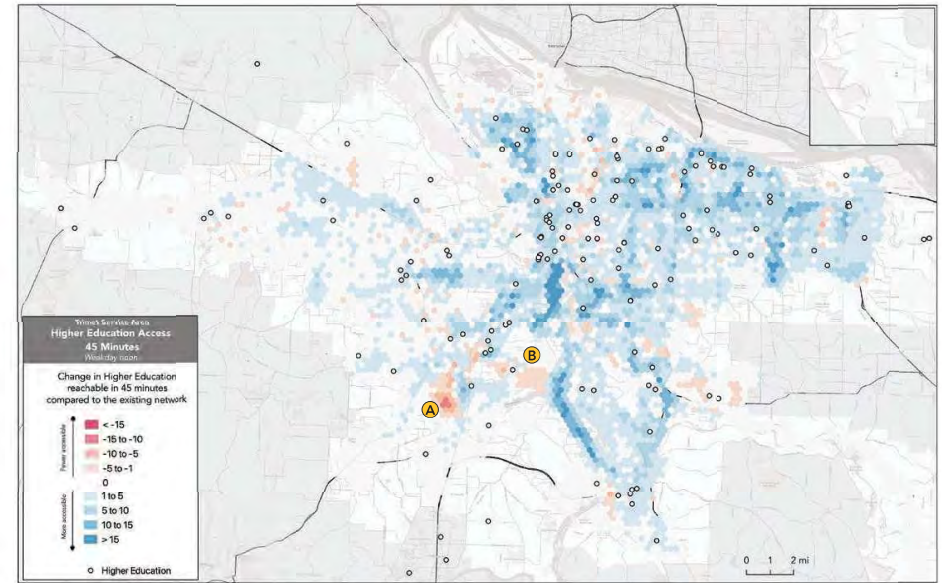


Figure 51: Access to Higher Education Destinations in 45 minutes

Destination Type	Access by	30 minutes				45 minutes				60 minutes			
		Existing	Service Concept	Change	% change	Existing	Service Concept	Change	% change	Existing	Service Concept	Change	% change
Grocery Stores	All Residents	8	9	1	13%	23	27	4	17%	45	51	6	13%
	People of Color	9	10	1	11%	24	29	5	21%	46	51	5	11%
	Lower-Income People	10	12	2	20%	29	33	4	14%	56	63	7	13%
Health Care	All Residents	1	1	0	0%	4	5	1	25%	10	12	2	20%
	People of Color	1	1	0	0%	4	5	1	25%	10	12	2	20%
	Lower-Income People	1	1	0	0%	4	5	1	25%	11	13	2	18%
Higher Education	All Residents	2	3	1	50%	8	11	3	38%	27	33	6	22%
	People of Color	2	3	1	50%	8	11	3	38%	27	32	5	19%
	Lower-Income People	3	3	0	0%	12	15	3	25%	37	44	7	19%

Figure 52: Number of Destinations Reachable by Median Service Area Resident

4 Public Engagement

The Role of Public Engagement in Forward Together

The Forward Together Service Concept is a goal-driven network plan, and these goals were identified and affirmed through two rounds of engagement with the public.

Overview of Engagement Efforts

In the first phase of public engagement in early 2022, TriMet asked members of the public to weigh in on what the agency's goals should be as it considers post-pandemic service changes. This engagement effort centered on an online survey, and also included additional outreach through community-based organizations.

The second phase of public engagement, in October 2022, asked people to respond to the Draft Service Concept. In this phase, specific information and maps about the proposed changes were shared, and TriMet requested both general and detailed feedback on the plan. Again, this outreach effort centered around an online survey, but also incorporated online and in-person open houses, outreach to community-based organizations and local government partners.

Each survey instrument used during this process, as well as cross tabulations of their results, are reproduced in the appendices of this report:

- Appendix B: Survey I Instrument
- Appendix C: Survey I Cross tabulation
- Appendix D: Survey II Instrument
- Appendix E: Survey II Cross tabulation

How was input used?

The information TriMet learned from these efforts was essential to guide the development of the Service Concept. The first phase of outreach determined the importance of the ridership and equity goals that shaped the entire plan. The second phase provided the project team with detailed feedback on the plan, and a long list of potential issues and changes that were considered to develop the final, revised plan. These efforts produced service design ideas that the team could not have developed independently, and that contributed greatly to the final product of the study.

Survey 1: shaping the goals of Forward Together

The first step in Forward Together was the development of the Transit Existing Conditions report, but existing conditions do not provide direction on what the purpose of a transit plan should be. For that, we needed to ask the public what our objectives should be as we developed a new service plan.

Survey 1 asked three key questions about future service planning:

- How much do you think TriMet should focus on ridership versus geographic coverage?
- What should be the main purpose for geographic coverage?
- What should we prioritize as we restore service that was cut during the pandemic?

These three questions address planning choices TriMet must consider as it develops new service proposals. So we asked them right at the outset before any planning work was

conducted, so that the entire process would be guided by a clear sense of the priorities expressed by community members.

Survey 1 Basics

Figure 53 provides a summary of the characteristics of the respondents to the first survey. In total, 5,674 people took the first survey. The survey included a number of optional questions collecting demographic and other information, described in this table. While respondents were not required to complete these questions, most did, and they do provide a sense of who completed the survey.

Overall, about 27% of survey respondents said they had been frequent riders (over the 12 months from March 2021 to March 2022). A further 46% said that they had been occasional riders during this span.

Respondents were asked to share their zip code. Most responses came from Multnomah County zip codes, (66%), while 20% came from zip codes in Clackamas or Washington counties.

The largest response group by age was people ages 35-54, who made up 42% of responses. 25% each said they were under 35 or over 55.

89% of respondents provided their gender. 50% of respondents responded "female", while 35% responded "male" and 4% responded "non-binary". 11% of total responses did not provide an answer to this question.

About 84% of respondents shared their

Respondent Group	Number	Percentage
All Responses	5674	100%
By Ridership (past 12 months)		
Frequent	1519	27%
Occasional	2604	46%
Non-Rider	1301	23%
By County		
Clackamas	355	6%
Multnomah	3747	66%
Washington	821	14%
Other	147	3%
By Age		
< 35	1428	25%
35-54	2399	42%
55+	1421	25%
By Gender		
Female	2834	50%
Male	1984	35%
Non Binary	249	4%
By Race / Ethnicity		
White	3281	58%
POC	1487	26%
By Disability		
Disability - No	3870	68%
Disability - Yes	1121	20%
By Income		
200% FPL - above	3105	55%
200% FPL - below	1391	25%

Figure 53: Survey 1 summary of respondent characteristics. NOTE: respondent group percentages do not sum to 100% because not all respondents provided an answer for all demographic questions.

race or ethnicity. 58% of respondents chose “white”, while 26% selected any other race.

About 88% of respondents answered a question on their disability status. 68% of respondents reported that they did not have a disability, while 26% responded that they did.

The survey also asked respondents to share their household income. About 80% of respondents answered this question. 55% of respondents reported an income of at least 200% of the federal poverty level (\$26,500 for a four-person household), while 25% reported an income at or below 200% of that level.

How much do you think TriMet should focus on ridership versus geographic coverage?

Ridership or coverage is one of the most fundamental transit planning trade-offs. The full question in the survey was stated like this:

When it comes to planning bus service, increasing ridership means putting service where it is needed most, while increasing geographic coverage means ensuring everyone has at least some service nearby. How much do you think TriMet should focus on ridership versus geographic coverage?

Simply put, every operating dollar TriMet spends running more service on its busiest lines is a dollar that can’t be spent running service to outlying communities at the edges of the region, or filling in gaps in the existing network. The opposite is also true; when we invest in running more service in low-demand areas that are not likely to generate a lot of ridership, those resources are not available to offer more attractive frequencies or more capacity on the busiest lines.

The results of this question are shown in **Figure 55**. Only about 9% said that TriMet’s network should be 100% oriented towards ridership or coverage. The largest group (44%) came down in the middle at 50/50 ridership/

coverage. 28% said that the network should be about 75/25 focused on ridership over coverage, and about 13% said that the network should be about 75/25 focused on coverage over ridership.

What should be the main purpose for geographic coverage?

While “coverage” generally means running service in places that are less likely to generate high ridership, that are many reasons why you might want to do that, and some are likely to be more important to others to some people.

This question asked respondents to rank a list of possible reasons to operate coverage service. This question was important because it gives planners a guide to which places to focus on when designing coverage service, based on the degree of importance people assign to coverage in the first question.

- Meet the needs of seniors and people with disabilities
- Equity for people with low incomes (of any race)
- Equity for historically disadvantaged racial or ethnic groups (of any income level)
- Service to newly built neighborhoods
- Service to absolutely everyone in the service area
- Other

Figure 54 shows the result of this question, expressed in terms of the percentage of survey respondents who ranked each option as their first or second priority. Among these priorities, “equity for people with low incomes (of any race)” was the top response, with over 63% of respondents ranking first or second in their list. “Meet the needs of seniors and people with disabilities” came a close second.

The next two priorities, “equity for historically

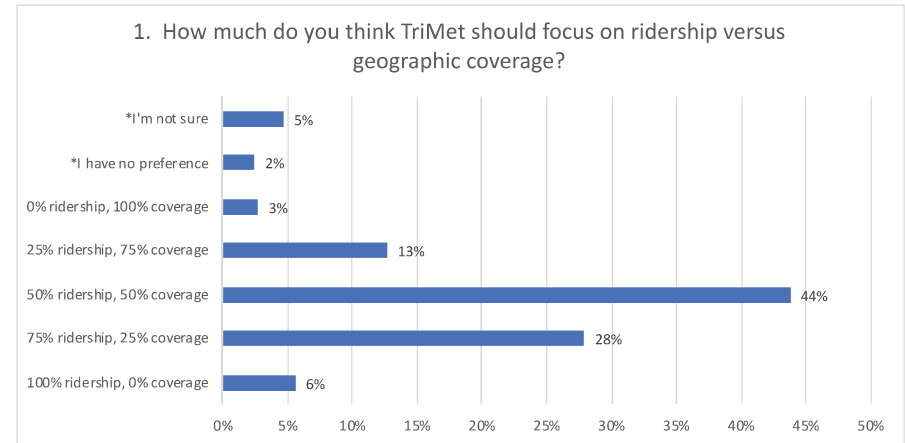


Figure 55: Survey 1: Ridership or Coverage

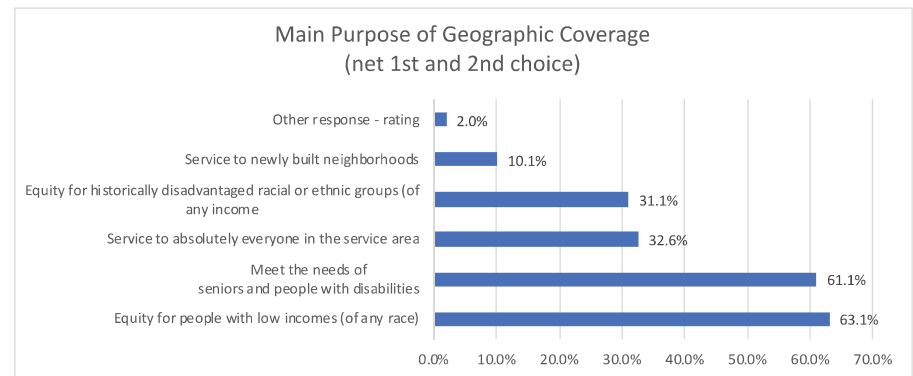


Figure 54: Survey 1: Purpose of coverage

disadvantaged racial and ethnic groups (of any income)” and “service to absolutely everyone in the service area” were ranked first or second by only about 31-33% of respondents. The bottom choice was “service to newly built neighborhoods”; only 10.1% of respondents choose that as their first or second priority.

The responses to question one underscored the importance of equity as a major goal for TriMet’s service design when it comes to coverage services. Over 90% of respondents said that equity, defined in either demographic or economic terms, should be one of TriMet’s top priorities for coverage. It also reinforced the importance the public places on TriMet as a mobility provider for seniors and people with disabilities.

What should we prioritize as we restore service that was cut during the pandemic?

Finally, the last question in survey 1 simply asked respondents to indicate what they thought TriMet should focus on as it brings back service. Respondents could rank the following priorities:

- Maximize ridership overall
- Reduce the growth of traffic congestion
- Improve service that especially benefits people with lower incomes
- Improve service that especially benefits historically disadvantaged racial or ethnic groups
- Improve service that especially benefits essential workers
- Improve service that especially benefits seniors and people with disabilities
- Other

Figure 56 shows the results for the third question. The top priority (based on the percent of

respondents who ranked it first or second) was “maximize ridership overall”, closely followed by “reduce the growth of traffic congestion”. The third most common was “improve service that especially benefits people with lower incomes”. All three of these options were ranked first or second by over 40% of respondents.

Key takeaways from Survey 1

The purpose of the first survey was to gain general input from the public on the overall goals that the Forward Together Service Concept should be designed to address. Based on the results described above, the following priorities were carried into the design phase of the process:

- The public’s top priorities for service restoration (ridership and congestion reduction) both require the same thing: that TriMet quickly rebuild ridership lost during the pandemic. Transit’s ability to reduce congestion depends on getting people out of cars and on to trains and buses. Thus, the first survey encouraged a strong ridership focus to the plan.
- The public also places a great degree of importance on equity, particularly in improving services for lower-income people. Thus, the plan should be designed to improve transit’s usefulness and availability, particularly for lower-income people as well as for people of color.

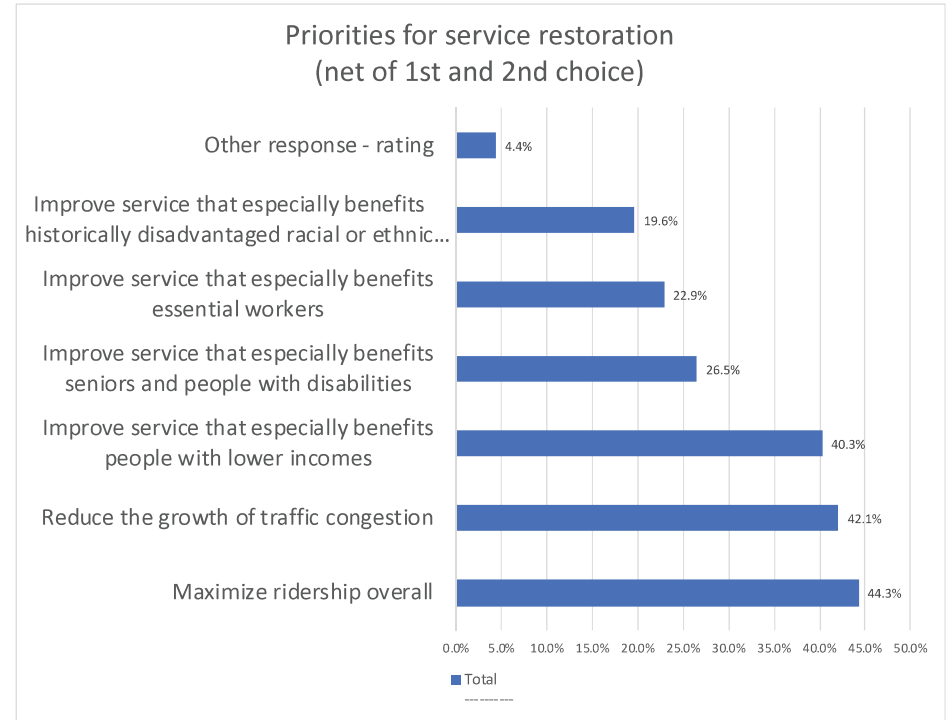


Figure 56: Survey 1: Top priorities for service restoration

Survey 2: Revising the Draft Service Concept

The second survey was conducted in October 2022. Rather than a set of general questions to guide the development of a plan as in Survey 1, Survey 2 asked people to look at the Service Concept, learn about, and share their reaction to its changes to the network.

The second survey asked two main questions about the Service Concept:

- Do you think that the service changes outlined in the Draft Service Concept over the next few years are the right way to improve TriMet’s bus routes?
 - Do you have any comments?
- The Draft Service Concept would reduce bus service in some low ridership, higher-income areas in order to expand service in under served communities. Looking at the map on trimet.org, did we do this too much, about right, or not enough?
- Would you like to provide feedback about changes that are being considered on specific bus routes? You can comment on up to five routes.
 - For that bus route, how well does the proposed suggestion meet your needs?
 - Why did you give that rating?

The first question is a general reaction to the entire plan; the second question enabled respondents to identify specific elements of the plan they wanted to share feedback about.

Respondent Group	Number	Pct of total
All Complete Responses	5493	100%
By Ridership (past 12 months)		
Frequent Rider (I ride almost every day)	1444	31%
Regular Rider (I ride several times a week)	1168	25%
Occasional Rider (I ride several times a month)	1067	23%
Infrequent Rider (I ride less than one a month)	652	14%
Non-Rider (I don't ride TriMet)	184	4%

Figure 57: Survey 2 summary of respondent characteristics. NOTE: respondent group percentages do not sum to 100% because not all respondents provided an answer for all demographic questions.

Survey 2 Basics

The second survey was designed to be much quicker for respondents to complete, given that they were asked to respond to a complex network plan, rather than sharing answers to general questions about TriMet’s overall goals and objectives. The second survey did not include an extensive demographic questionnaire like survey 1.

In total, 5493 people completed the survey (meaning that they provided answers to the questions about the Service Concept). The only other information the survey collected was about frequent of ridership, shown in **Figure 57** above. The largest group (31%) of respondents were frequent riders; only 4% of respondents said they were non-riders, and 79% said there rode at least a few times per month.

While TriMet received over 4,500 responses to survey 2, there were a few important trends in those responses. Most importantly, about 38% of responses included responses to the route question focused on just a few lines:

- 17-Broadway/Holgate.

- 38-Boones Ferry Rd.
- 39-Lewis & Clark.
- The 60s Marquam Hill expresses.

In the Draft Service Concept, all of these routes saw substantial changes from their existing design, so it is natural that people with a particular interest in them would want to comment.

We also found that 21% of responses originated from just 4 IP addresses, located within two institutions: Lewis & Clark College and OHSU. These responses’ route comments also tended to focus heavily on lines 17, 38, 39 and the 60s.

Figure 58 summarizes these trends in the responses. All in all, about 45% of responses fell within one or both of these response groups: people who commented about the four routes mentioned above, or responses originating from the four high-volume IP addresses. These responses skewed heavily negative in their responses to both the entire plan and specific route changes. Other responses were more favorable to the Service Concept as a whole.

Respondent Group	Number	Pct of total
All Complete Responses	5493	100%
From IP addresses with over 100 responses	952	21%
Open ended comment mentioned 17, 38, 39 or 60s	1750	38%
From all other IPs	1131	25%
From 4 high volume IPs	619	13%
Mentioned 17, 38, 39, 60s OR originated from high-volume IP	2080	45%

Figure 58: Survey 2 - high-volume line and IP groups

During Forward Together, TriMet received over 10,000 responses to the two surveys about the project.

Do you think the Service Concept is the right way to improve TriMet's bus routes?

The first question asked people for their general opinion on the Draft Service Concept. It was presented like this in the survey;

Do you think that the service changes outlined in the Draft Service Concept over the next few years are the right way to improve TriMet's bus routes?

Across all respondents, about 51% disagreed or strongly disagreed that the Service Concept is the right way to improve service. About 31% agreed, as shown in Figure 59. While the raw results shown here skew negative towards the Service Concept, if we look more closely at the detailed input respondents share, we can identify several good reasons not to take this an indication that people or TriMet riders in general disagree with the question.

As mentioned on the last page, four lines received the most feedback: 17, 38, 39 and

the 60s. Across the entire survey, apart from Line 17, lines that received many comments tended to be lines that few people actually ride. Figure 61 plots the number of comments each route received on the x-axis, and the number of weekday riders that route had in Spring 2022 on the y-axis. Lines 38 and 39, with just a 100-200 riders per day, received over 500 comments each. But many of TriMet's busiest routes received few comments. Line 72, TriMet's busiest bus line, received fewer than 50 comments, as did other key lines like 9, 20, and 75.

There is a distinct contrast in the reactions to the Service Concept from the 46% who mentioned one of those four lines, or commented from a Lewis & Clark or OHSU IP address. Figure 60 compares the responses to question one between these two groups, with the 54% who didn't mention those lines or originate from the high-volume IPs at the top. These responses are more favorable: about 46% agreed or strongly agreed that the Service Concept is the right way to improve

Do you think that the service changes outlined in the Draft Service Concept over the next few years are the right way to improve TriMet's bus routes?

all responses

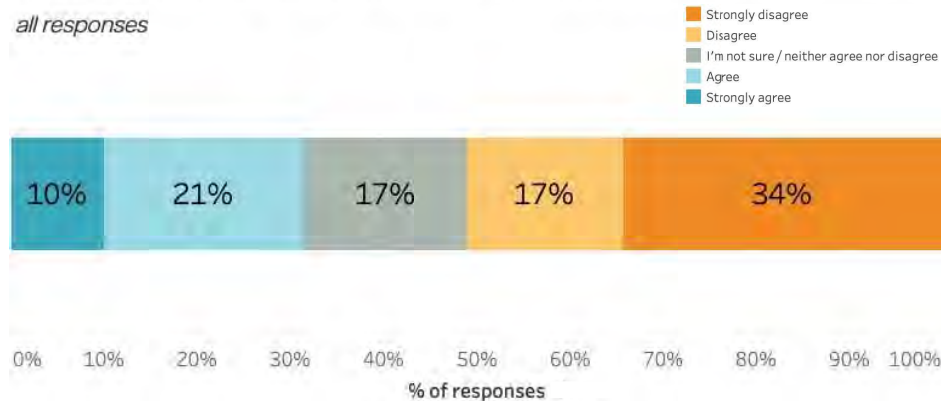
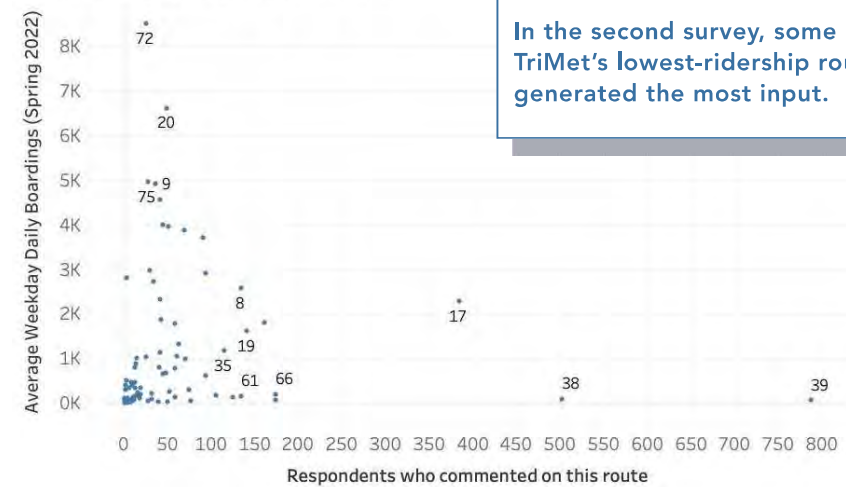


Figure 59: Survey 2: Do you think that the service changes outlined in the Draft Service Concept over the next few years are the right way to improve TriMet's bus routes?

Route Ridership by Frequency of Comment



In the second survey, some of TriMet's lowest-ridership routes generated the most input.

Figure 61: Survey 2: Number of route comments by number of weekday riders

Do you think that the service changes outlined in the Draft Service Concept over the next few years are the right way to improve TriMet's bus routes?

by IP origin and line mentioned in detailed comments

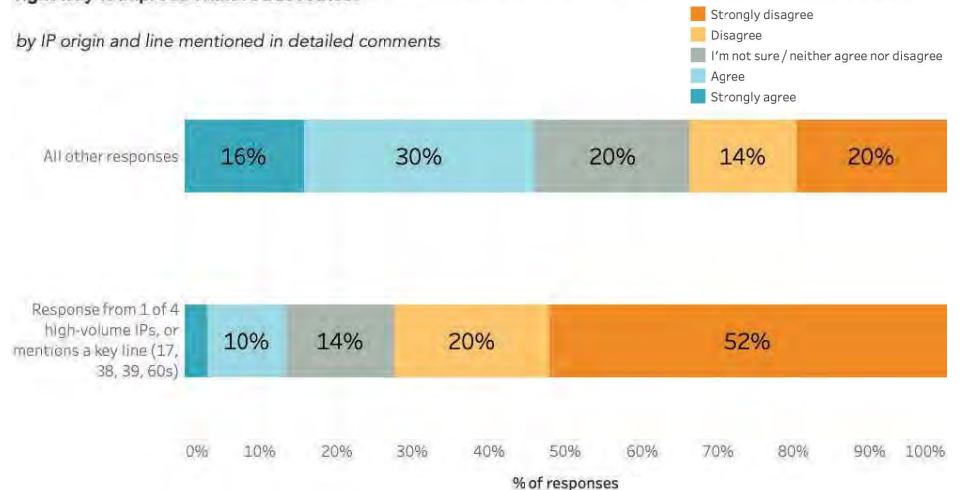


Figure 60: Survey 2: Do you think that the service changes outlined in the Draft Service Concept over the next few years are the right way to improve TriMet's bus routes? -- by IP origin or route comment

TriMet's service, compared to about 34% who disagreed or strongly disagreed.

What does this mean for how we interpret survey 2? First, there are issues that have been raised about lines 38, 39, 17 and the 60s that the revision of the Draft Concept had to address. As the bigger question about the entirety of the Service Concept, it is important to keep in mind that 46% of our survey respondents came from within institutions or focused on low-ridership routes primarily serving some of the most affluent parts of Portland. The goal framework of the Service Concept is about putting service into busier places and areas of equity concern, based on what most respondents to survey 1 told us TriMet's priorities should be going forward. Few people who took our survey mentioned important improvements like new service in busy places or areas of equity concern, like 148th Ave. in East Portland, or new Frequent Service on Cornell Rd. or 82nd Dr, but these are still critical services for achieving the plan's overall goals.

Reduction of service in low-ridership, higher-income areas - too much, too little, or about right?

The second general question about the Service Concept asked respondents to share their view of one of the most important changes from the Existing Network - the amount of service in low-ridership, higher-income communities. This question was presented like this in the survey:

The Draft Service Concept would reduce bus service in some low-ridership, higher-income areas in order to expand service in underserved communities. Looking at the map on trimet.org, did we do this too much, too little, or about right?

The Draft Service Concept showed some notable reductions of service in these areas, particularly in Irvington and Southwest Portland where all or parts of lines 17, 38 and

39 were removed.

As **Figure 62** shows, a majority of survey respondents said that we reduced service to these areas too much in the Draft Concept. About 54% of respondents said "too much" while about 28% said the Draft Concept looked about right, or should reduce service even further.

The same trend discussed on the last page was present among responses to the second question. Respondents whose submissions originated from one of four high-volume IP addresses inside OHSU or Lewis & Clark College, or whose open-ended responses mentioned lines 17, 38, 39, or the 60-series express, were much more likely to respond "too much" to this question.

Lines 17, 38, 39, and the 60s are exactly the services this question was focusing on. Each of the segments of these routes that were removed in the Draft Concept carry relatively few riders, serve very affluent areas, or both.

Figure 63 compares the responses we received from people who mentioned these routes or submitted from these IP addresses to the rest of the survey population. Among other respondents, opinion was more split. About 42% said the Draft Concept looked "about right" or didn't reduce service enough from these areas, while about 38% said it reduced service too much. By contrast, over 73% of respondents from the other group said Draft Concept reduced service in these areas too much.

The revision of the Draft Concept directly addressed the results of this question. Some of its most notable changes involved adding more service along Terwilliger and Taylor's Ferry Rd in Southwest Portland, replacing the current pattern of limited peak-only lines with a new all-day branch of Frequent Service Line 35.

Q2 - The Draft Service Concept would reduce bus service in some low-ridership, higher-income areas in order to expand service in underserved communities. Looking at the map on trimet.org, did we do this...

all responses

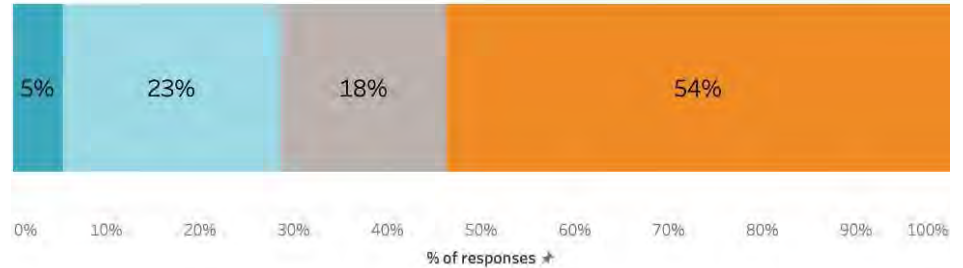
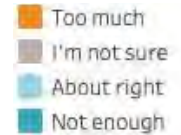


Figure 62: Survey 2: The Draft Service Concept would reduce bus service in some low-ridership, higher-income areas in order to expand service in underserved communities. Did we do this too much, too little, or about right?



Q2 - The Draft Service Concept would reduce bus service in some low-ridership, higher-income areas in order to expand service in underserved communities. Looking at the map on trimet.org, did we do this...

by IP origin and line mentioned in detailed comments

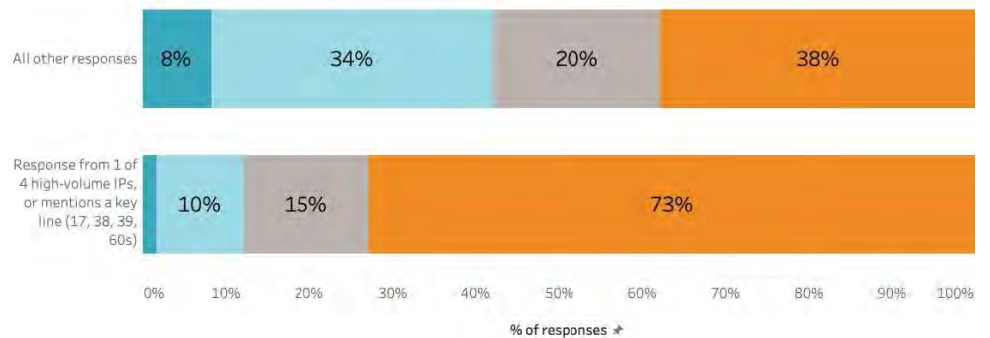


Figure 63: Survey 2: The Draft Service Concept would reduce bus service in some low-ridership, higher-income areas in order to expand service in underserved communities. Did we do this too much, too little, or about right? -- by IP origin or route comment

Route Comments

The survey also included the option to submit detailed comments on up to five routes. This part of the survey allowed respondents to select a route, rate the proposed suggestion for that route on a scale from “very poorly” to “very well”, and provide an open-ended question.

Figure 64 shows the most commonly commented-on routes that garnered 50 or more comments. As previously mentioned, lines 17, 38, 39 and the 60s series were among the most frequently mentioned; feedback on these routes was predominately negative, and the revised Service Concept made several important changes to address the substance of these concerns.

Some of the other top routes in detailed comments included:

- Line 46-North Hillsboro; these were predominately focused on retaining service to Brookwood Library in Hillsboro.
- Line 70-NE 12th/NE 33rd Ave; these comments mostly focused on the Draft Service Concept’s proposed changes to Line 70, with some of the most common concerns relating to pedestrian safety near Cleveland High School; whether Line 70 should use 13th or 17th Ave. in Sellwood; and generally about the longer and more circuitous routing between Sellwood and the Central Eastside in the draft Concept. The revised Concept made several important revisions to the Line 70 design based on these comments.
- Line 19-Woodstock/Glisan; these comments were split between positive comments related to more frequent service along Woodstock (provided by Line 4 in the Concept) or additional service from downtown to Sellwood along Tacoma (provided by Line 19 in the draft concept, but renumbered as Line 7 in the revision), and

negative comments mainly focused on the elimination of the Eastmoreland deviation of Line 19.

- Line 8-Jackson Park/NE 15th; many of these comments related to broader concerns with the proposed design for Marquam Hill service, with a number of comments focused on the risk of capacity issues on Line 8 with the removal of the 60s expresses as suggested in the draft Concept.
- Line 35-Macadam/Greeley; comments on Line 35 were mainly positive reactions to the proposed upgrade of the line to Frequent Service.
- Line 77-Broadway/Halsey; comments on Line 77 were mainly positive reactions to the proposed upgrade of the line to Frequent Service.

We made changes to the Service Concept based on many of the comments and suggestions we received during the second outreach period. Multiple members of the project team reviewed all detailed open-ended comments, and suggestions from these comments were directly incorporated into the revised network design.

Q4,6,8,10,12 - For that bus route, how well does the proposed suggestion meet your needs?

route..	RouteID	Grand Total	Very poorly	Somewhat poorly	I'm not sure	Neither well nor poorly	Somewhat well	Very well
39	39-Lewis & Clark	783	695	24	6	2	17	39
38	38-Boones Ferry Rd	499	450	12	3	4	7	23
17	17-Hogate/Broadway	384	280	31	3	7	30	33
66	66-Marquam Hill/Hollywo..	173	133	16	2	3	5	14
46	46-North Hillsboro	171	135	15	2	5	5	9
70	70-12th/NE 33rd Ave	161	76	17	3	10	16	39
19	19-Woodstock/Glisan	139	41	17	9	6	17	49
8	8-Jackson Park/NE 15th	134	54	22	7	24	11	16
61	61-Marquam Hill/Beavert...	134	98	8	4	5	10	9
64	64-Marquam Hill/Tigard	125	98	11	6	2	4	4
35	35-Macadam/Greeley	113	18	11	1	10	30	43
68	68-Marquam Hill/Collins C.	104	79	10		4	3	8
77	77-Broadway/Halsey	94	8	8	3	3	14	58
47	47-Main/Evergreen	93	69	12	2	3	3	4
4	4-Fessenden	90	12	10	4	7	19	38
FX2	FX2-Division	79	19	14		10	10	26
43	43-Taylor's Ferry Rd	77	40	9	7	2	6	13
96	96-Tualatin/I-5	73	59	4	1	2		7
94	94-Pacific Hwy/Sherwood	70	42	9		7	3	9
15	15-Belmont/NW 23rd	68	9	8	3	14	10	24
44	44-Capitol Hwy/Mocks Cr.	63	21	15	3	10	5	9
48	48-Cornell	60	15	7	2	3	9	24
71	71-60th Ave	58	12	5	1	5	5	30
56	56-Scholls Ferry Rd	58	12	4	4	3	11	24
1	1-Vermont	55	40	6	2	1	2	4
99	99-Macadam/McLoughlin	52	34	6	2	4	1	5
65	65-Marquam Hill/Barbur	50	41	4	1		2	2
6	6-Marjin Luther King Jr Bl	50	18	8	3	9	5	7

Figure 64: Survey 2: Route detailed comments by rating (routes receiving 50 or more comments).

Key Takeaways from Survey 2

Based on the second survey, we made a range of adjustments to the Service Concept designed to address the issues respondents mentioned most frequently. On the three routes with the most comments (17, 38 or 39), we restored part of them, or made other compensating improvements. We also made a variety of smaller adjustments in response to comments.

We did not change the basic structure of the plan from the Draft Service Concept. The new Frequent Service lines, improved weekend service, and expanded service to areas with more people experiencing lower incomes were all relatively unchanged from Draft to Revised Service Concept. Similarly, the Revised Concept kept the reduction in peak service compared to today, and while some service in Southwest Portland was restored, on balance there is still less coverage of low-demand, more affluent areas.

Figure 65 provides a summary of the changes made to the Draft Service Concept (which are reflected in the revised version described throughout this document).

Additionally, the Service Concept Summary by Area presented in Appendix A of this report provides a detailed description of the changes made in each area in the Revised Service Concept in response to input received in the second survey.

After the close of the second survey, the project team made numerous changes to the Service Concept based both on the general response to the plan, as well as specific route comments.

Draft Line	Description of Change
10-Harold	Reroute; would now serve Harold & 72nd Ave., not 52nd Ave. & Duke.
17-Holgate / Broadway	Alignment updated. Would now serve NE 33rd Ave.; new eastern turnaround via 136th, Harold, 122nd in SE Portland.
19 - Glisan / Johnson Creek	Inner / outer Glisan service combined with Line 58 - Canyon Rd. as single Line 19 - Glisan / Canyon Rd.
25 - Glisan / Rockwood	
22 - Parkrose	Line 22 and 23 combined into new Line 22-Parkrose serving Parkrose TC, Parkrose neighborhoods, Gateway TC.
23 - San Rafeal	
31 - Webster Rd.	Alignment updated to stay on Linn in Oregon City.
35 - Madacam	Alignment updated to serve SW Portland and Lewis & Clark College; between Lake Oswego and Johns Landing, service would split with every other bus traveling via a) Terwilliger and Taylors Ferry or b) Riverside Dr.
1 - Vermont	Renumbered Line 42-Vermont ; Vermont loop discontinued. All-day service added.
44 - Capitol Hwy / Mocks Crest	New branch between PCC Sylvania and Tigard TC.
45 - Garden Home	Garden Home service reduced to school trips only (all-day service now provided by 42-Vermont).
58 - Canyon Rd.	Line 58 now combined with Line 19 and 25 as new Line 19-Glisan / Canyon Rd.
67 - Bethany / 158th	Alignment updated; would now use Hart & Lombard to approach Beaverton TC.
70 - 12th / NE 33rd Ave.	In SE Portland, routing updated to operate via 17th, Milwaukie, Powell, 21st, Ladd. In NE Portland, would no longer serve NE 33rd (now served by Line 17).
78 - Denney / Kerr	Alignment updated to use Denny & Lombard to approach Beaverton TC.
80 - Kane / Troutdale	Alignment updated to offer continuous service along 257th.
85 - Swan Island	Line 85 now combined with Line 7 as new 7-Tacoma / Swan Island.
113 - Cornelius Pass	Terminus locations updated to allow for continuous loop service.
115 - Century	
150 - Mt. Scott	Alignment updated; would now serve SE 172nd to terminate at Highland Dr Wal-Mart as new Line 150- Oatfield / 172nd.
155 - Sunnyside	Would now terminate at 172nd & Sunnyside similar to existing Line 155.
190 - Columbia	Alignment updated; would now terminate in downtown St. Johns.

Figure 65: Summary of modifications made to Draft Service Concept

December 2023

Council Creek Regional Trail Community Engagement Final Report



Prepared for the **Washington County Department of Land Use & Transportation**

by *Espousal Strategies, LLC*





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Washington County Land Acknowledgement

(As prepared by representatives of Confederate Tribes of Grand Ronde, Nez Perce, Siletz, and Yavapai)

We want to acknowledge the people on whose land we live—the Atfalati-Kalapuyans also known as the Tualatin Band of Kalapuyans—the first inhabitants of Washington County. We are grateful for the land we are on, Kalapuyan land.

Signers of the Willamette Valley Treaty of 1855 were removed from their homelands to the Grand Ronde Indian Reservation. Today their descendants are tribal members of Grand Ronde and Siletz tribes, carrying on the traditions and cultures of their ancestors.

We acknowledge and express gratitude for the ancestors of this place and recognize that we are here because of the sacrifices forced upon them. In remembering these communities, we honor their legacy, their lives, and their continuation in our community. Please reflect on the role government has played in the painful, colonial history and reflect as well on the resilience and healing of the Indigenous land and communities.

We would like to invite everyone to collaborate and work together with the tribes to take care of the land and water and the people who inhabit these spaces.

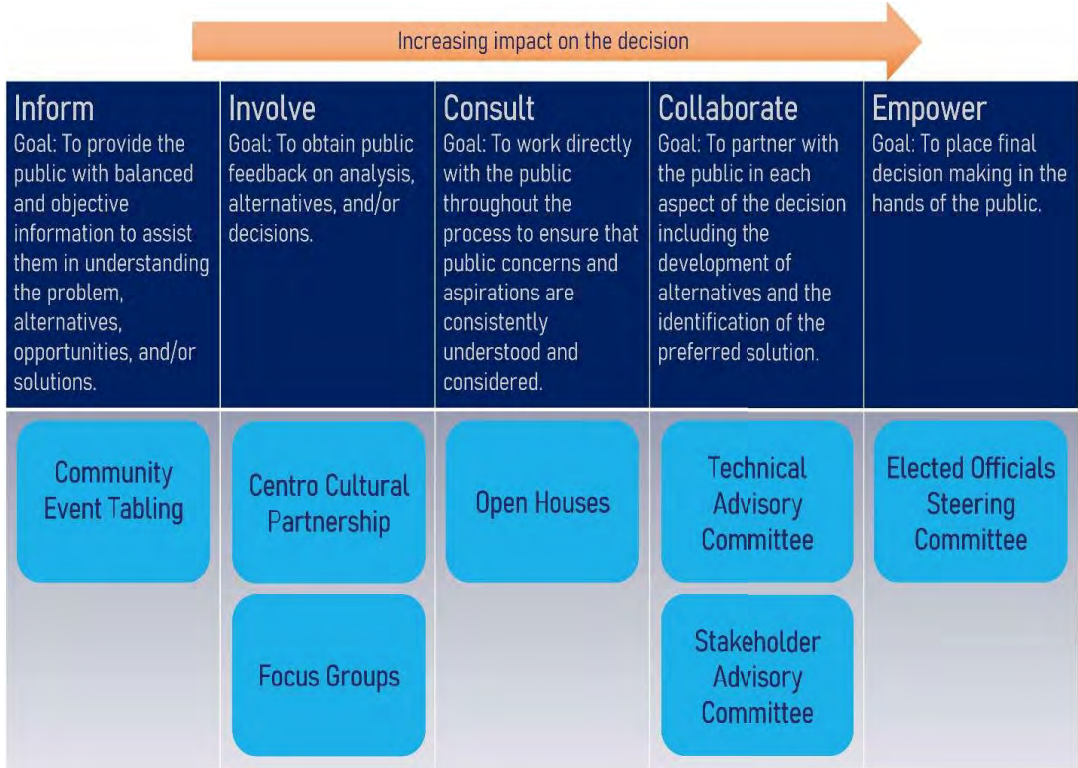


Executive Summary

The Council Creek Regional Trail (CCRT) will be a significant asset for neighboring communities and the broader region. To ensure that planning and design align with the community’s vision for the trail, the Washington County Department of Land Use and Transportation contracted with a consulting team to develop and implement a robust community engagement process. Between spring 2022 and fall 2023, the project team deployed strategies to spread project awareness and shape the future of the trail. This report details the work done and its impact on the project.

Engagement Approach, Activities, and Takeaways

The project team sought to gather community and stakeholder input through several means, including advisory committees, focus groups, open houses, tabling at community events, and a partnership with community organization Centro Cultural. These activities and committees were designed to have different levels of influence on the project, as illustrated in the graphic below (adapted from the IAP2 Public Participation Spectrum¹).



¹ <https://organizingengagement.org/models/spectrum-of-public-participation/>



Through these efforts, the project team was able to reach an estimated total of 7,082 community members at 41 events over the course of this project phase. The following summarizes what we heard:

- **Support and enthusiasm for the CCRT are high.** This was evident from all activities, including the community survey in which 89% of the 776 respondents said they were either “very” or “somewhat” supportive of the project. Community members look forward to the opportunity to connect with nature and to have a safe and convenient active transportation alternative to TV Highway.
- **Safety is a top concern.** Aside from support, the most common sentiment expressed was a desire to ensure the safety and security of trail users and neighbors. Community members mentioned negative experiences on other regional trails related to the prevalence of homeless encampments. Lighting, physical boundaries, and active trail management were often suggested to address these issues.
- **Community members anticipate using the trail frequently.** We heard that the trail is seen as both a recreation and transportation resource. They advocated for several amenities to optimize their experience on the trail, including restrooms, seating, lighting, natural features, dog waste stations, signage, and more.
- **Continued engagement is important.** Many of those engaged urged the County to maintain a close relationship with trail neighbors, including businesses and residents, to ensure their voices are heard and concerns addressed.

Engagement influenced the project in several ways, including:

- Shaping the project vision, goals, and design objectives.
- Determining the preferred trail alignment and width.
- Creating valuable partnerships and community champions for the trail.
- Identifying community priorities that will need to be addressed to ensure the trail is a safe and comfortable resource.



1. Background

A New Regional Trail

The Council Creek Regional Trail (CCRT) will be one of the next additions to the Portland Metro Area’s regional trails system². The full 15-mile trail will run east-west between Hillsboro and Forest Grove, and north-south between Forest Grove, Banks, and the Banks-Vernonia State Trail. Building upon the CCRT Master Plan completed in 2015³, the Washington County Land Use and Transportation Department (“the County”) is moving forward with development of the six-mile east-west trail segment, having received most of the funding for its planning, design, and construction. Construction on this segment is planned to begin in 2025 and be completed by 2029.

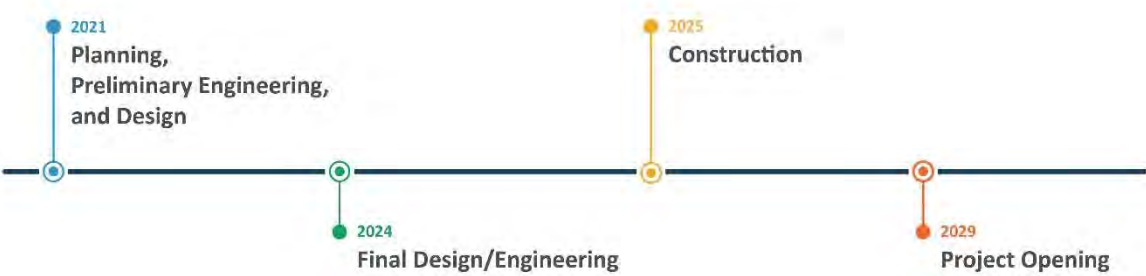


Figure 1: CCRT project timeline

Current Phase: Planning, Preliminary Engineering, and Design

A primary goal for this project phase was to reach consensus on a preferred alignment and width for the east-west portion of the trail. The County contracted with a consultant team comprised of Alta Planning + Design, Jacobs, and Espousal Strategies (“the project team”) to conduct the technical work and robust community engagement necessary to reach this milestone. Beginning in spring 2022, this

² See <https://www.oregonmetro.gov/regional-trails-and-greenways-system>

³ Available at <https://www.hillsboro-oregon.gov/home/showpublisheddocument?id=7217>



two-year process included a variety of community and stakeholder engagement activities, which guided the creation of a project vision, goals, objectives, and ultimately alignment and trail width.

Vision, Goals, and Objectives

To create a shared understanding of this section of the CCRT’s purpose and functionality, the project team engaged advisory groups, key stakeholders, and the broader public to develop the following vision statement:

CCRT Vision Statement

The east-west portion of the Council Creek Regional Trail (CCRT) project will create an active mobility backbone connecting Forest Grove, Cornelius, and Hillsboro, as well as rural Washington County with a six-mile long, environmentally friendly, off-street multiuse pathway. The CCRT will be designed in a way that feels safe for people of all ages and abilities to walk, bike, and roll for recreation and transportation, serves and welcomes a diverse population, considers emerging technologies and potential transit use within the broader corridor, and is integrated with other planned projects.

In support of this vision, and similarly informed by the community engagement described in this report, the team established the five project goals and corresponding design objectives below.

Table 1: Project goals and design objectives

Goal	Objectives
GOAL 1: Ensure Equitable Trail Access	Increase access for low-income communities and communities of color.
	Connect the trail with employment centers, education centers, public and health services.
	Design a trail that is welcoming and comfortable to people of all ages and abilities and new trail users. The presence of all ages, abilities, genders, races/ethnicities, and income levels are generally indicators of a healthy/successful environment.
	Provide seamless accommodation of universal access.
GOAL 2: Create a Safe and Enjoyable User Experience	Provide safe crossings of streets by reducing conflict with vehicles.
	Design the trail to accommodate emergency vehicle access.
	Provide for “eyes on the trail” and visibility, including clear sight lines.
	Provide enough space for people to move through the corridor at different speeds: people cycling are not in conflict with families walking.
	Identify opportunities to create gathering spaces and shade.



Goal	Objectives
	Create a trail that is efficient to maintain over time.
GOAL 3: Increase Mobility and Access	Provide access to employment centers and other key destinations.
	Provide ADA compliant facilities and amenities.
	Create direct access to existing/planned local active transportation networks.
	Maintain commercial circulation (essential operations) during construction.
GOAL 4: Protect Cultural Resources	Include recognition of cultural resources.
	Preserve and protect cultural resources.
GOAL 5: Protect and Enhance Environmental Resources and Habitats	Minimize environmental impacts.
	Preserve, protect, or enhance wetlands, wildlife corridors and natural areas.
	Preserve and protect existing trees.
	Improve access to natural areas.

This report

The purpose of this report is to document the extensive efforts made to inform the community and solicit feedback regarding the future trail. It is organized to make clear what this work entailed, what we heard from those engaged, and how each of the several activities we implemented helped shape the project (Section 2).

Next, in the interest of measuring success and ensuring accountability, the report provides the results from tracking key metrics established in the Engagement and Communications Plan (Section 3).

Finally, as a consultant team, we provide a set of recommendations to inform future community engagement conducted by the County (Section 4).



2. Engagement Approach and Activities

Approach

The project team developed an Engagement and Communications Plan⁴ designed to gather input from a wide array of community members and stakeholders. By dedicating resources to engaging communities who are often excluded from public decision-making processes, the Plan sought to further Washington County's equity goals as codified in the Board of Commissioners' Equity Resolution⁵ and the Land Use and Transportation Department's Commitment to Equity and Inclusion.

The Plan established three goals and four guiding principles to shape community engagement strategies for this phase of the Council Creek Regional Trail project.

Goals

1. Gain an understanding of community priorities for the trail to inform its design.
2. Address concerns, build trust, and expand relationships with diverse communities that live and/or work along the corridor.
3. Provide information to the public about the CCRT development process in a transparent and accessible manner.

Guiding Principles

- Inclusion of diverse perspectives by identifying barriers to engagement and implementing strategies that help break down those barriers
- Timely and effective communication with community members, Community-based Organizations (CBOs), and other key stakeholders
- Transparent decision-making processes

LUT Commitment to Equity and Inclusion

“Our equity goal is to involve all who live in Washington County – particularly people living with lower incomes; people living with disabilities; Hispanic/Latinx, Pacific Islander, African, Black, Indigenous, Asian and other people of color; and people who do not speak English as their primary language – in this public process.”

Washington County Equity Resolution

Washington County's Racial Equity Resolution commits its Board of Commissioners to “Fostering, supporting, and strengthening equity and inclusion in the County's programs, practices, and policies.”



⁴ The complete Engagement & Communications Plan is included as Attachment 1

⁵ Resolution is available at <https://www.washingtoncountyor.gov/cao/documents/equity-resolution/download?inline>



- Clear mechanisms for accountability

The following section summarizes the methods by which the project team applied these principles and worked to achieve the engagement goals.

Engagement Activities

The project team employed several strategies to build community understanding about and ownership of the project while gathering input to inform the preliminary design phase, including:

- Three advisory committees – a Stakeholder Advisory Committee, Technical Advisory Committee, and Elected Officials Steering Committee
- Focus groups
- Open houses (online and in-person)
- Tabling at community events
- A partnership with community-based organization Centro Cultural

These activities and committees were designed to have different levels of influence on the project, as illustrated in Figure 2 using the IAP2 Public Participation Spectrum⁶.

Between these activities – described in detail below – the project team was able to reach 7,082 individuals between May 2022 and September 2023.

⁶ <https://organizingengagement.org/models/spectrum-of-public-participation/>

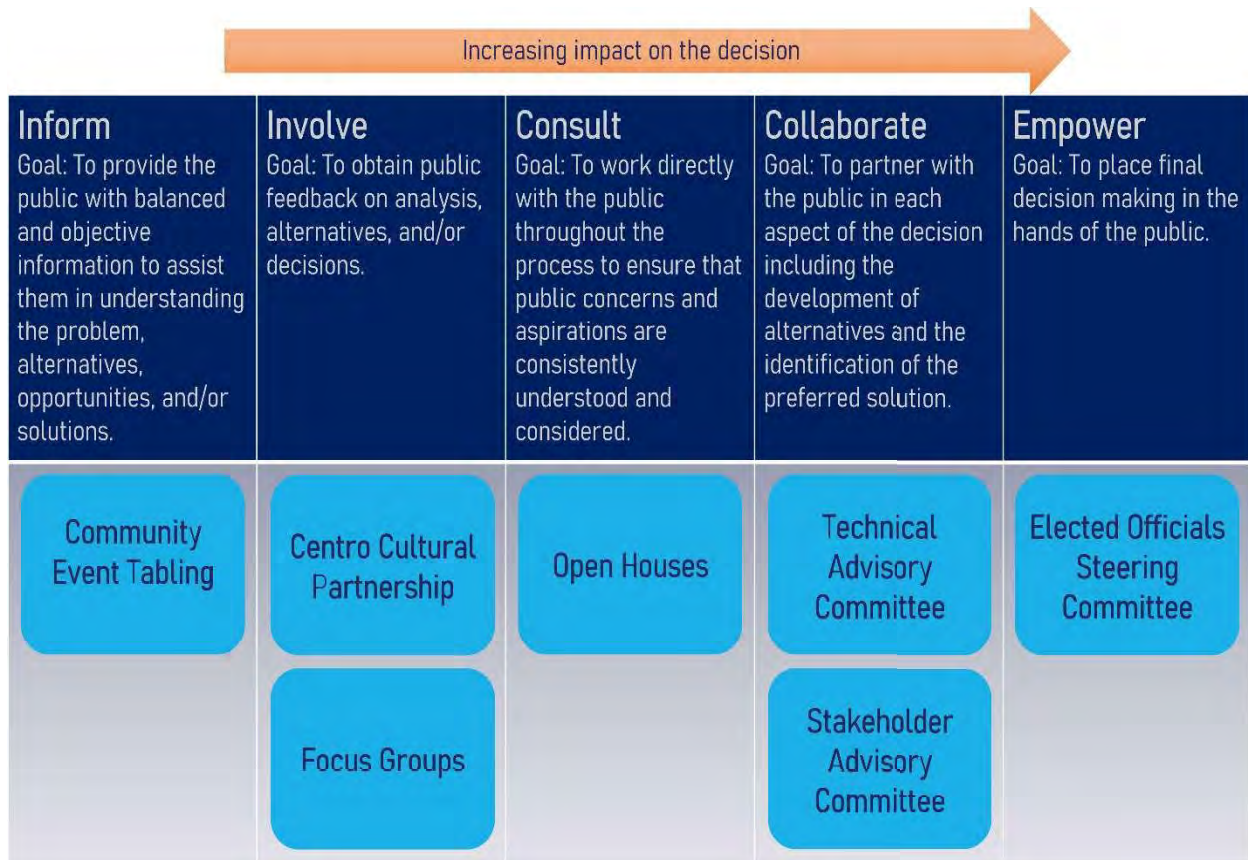


Figure 2: Nature of the influence that engagement activities and committees had on the project, using the IAP2 Public Participation Spectrum.

Stakeholder Advisory Committee (SAC)⁷

About

The SAC was convened to serve as a community and trails-user sounding board for the project. It included trail neighbors (residents and business owners) as well stakeholders representing interests including economic development, tourism, transportation access, and local equity priority groups. The committee met virtually four times, receiving project updates and providing input to inform key project activities, including community engagement efforts.

What we heard

SAC members expressed support for the project and a desire to contribute to its development. Several themes emerged from the discussions held through the course of the meeting series:

⁷ A detailed SAC Summary Report and individual SAC meeting summaries are included as Attachment 2.



1. **Community ownership & involvement.** The CCRT will be a significant community asset. As such, the County should ensure that neighbors, local businesses, and other community stakeholders stay informed of project developments and have opportunities to provide input. Partnerships should also be pursued with community organizations such as the Oregon Trails Coalition, Explore Tualatin Valley, economic development agencies, and schools.
2. **Safety and security.** The success of the trail hinges on it being a safe place for all users and neighbors. This includes physical design elements – for example, minimizing conflicts between bicyclists and pedestrians, considering safety in determining the material used for trail shoulders – as well as measures to ensure personal safety, such as lighting and emergency response resources. The County should continue to work closely with those who live near the trail to understand and respond to their needs and concerns. Addressing community concerns about those camping in the right-of-way must be done compassionately and in consideration of safety for houseless individuals themselves.
3. **Accessibility and inclusion.** All community members should be able to fully enjoy the CCRT, regardless of ability, age, language spoken, race, gender, or any other identity. In this sense, accessibility and safety are closely tied.
4. **Economic development.** The trail represents a significant opportunity to support the local economy. It will bring visitors to the area while improving access to businesses and employment for users – including by enhancing connections to public transit.
5. **A cultural resource.** Beyond serving as a transportation and recreation resource, development of the CCRT corridor could include educational, cultural, and artistic features that reflect the unique identities of communities the trail serves. For example, information kiosks could speak to Indigenous peoples who historically inhabited the area.
6. **Parking.** Without adequate parking near trail access points, neighborhoods could be impacted by increased traffic and occupation of on-street parking space.

How it impacted the project

Input provided by the SAC helped confirm the project vision, goals, and design objectives. While members suggested minor wording changes, they agreed that community values and interests were well captured. Some of the SAC input did not necessarily pertain to this phase of the project but will be more relevant in the future. Addressing parking and trailheads, for example, were not part of the scope of this phase. SAC members committed to continue championing the trail and participate in future opportunities to shape its development.



Technical Advisory Committee (TAC)⁸

About

The TAC served as a technical resource for the project. The committee was comprised of staff from the relevant Cities (Forest Grove, Cornelius, Hillsboro), Metro, TriMet, ODOT, Clean Water Services, and Washington County. The group met seven times over this phase of the project, from September 2022-October 2023. The group reviewed and provided feedback on deliverables that outlined the trail goals and guiding principles, preferred alignment selection process, operations, management and maintenance considerations, and participated in a walking tour of the corridor. The TAC also provided coordination with other studies such as the TV Hwy Transit Project and served as a liaison to each member's respective jurisdiction/agency and elected officials.

What we heard

The TAC provided general input throughout the project, as well as on several formal recommendations to the Elected Officials Steering Committee (EOSC). General input included:

- Interest and discussion of trade-offs of a wider trail to accommodate a wide range of users traveling at different speeds, as well as interest in a narrower trail to reduce costs.
- Concerns related to lighting and personal safety.
- Agreement that high-capacity transit should be a part of any future planning for the trail corridor, but that the trail is the priority at this stage.
- Providing input on the project vision and goals to make them clearer and more accessible.
- Providing technical expertise on issues such as stormwater management, environmental permits and concerns, roadway crossings, etc.
- Raising questions for the project team about right of way rights and the rail abandonment process and legal powers regarding easements, trees, and utilities

Official recommendations to EOSC included:

- Project vision and goals.
- Preferred alignment, with further consideration of location of any new structures in the corridor.
- 12 foot trail width throughout the corridor

How it impacted the project

Feedback and discussion with the TAC was an invaluable part of each important decision in the project, most importantly alignment, trail cross section, and key features of the operations, management and maintenance guidance for interagency trail management. The TAC operated on a consensus-based approach, meaning discussion continued until all members agreed about the

⁸ Individual TAC meeting summaries are included as Attachment 3.



proposed next step. The project team did not move forward at any stage until all TAC questions were answered and everyone was generally in agreement.

Elected Officials Steering Committee (EOSC)⁹

About

Elected officials and high-level staff at the project partner agencies served on the EOSC committee to advise on:

- Selecting a preferred alternative to help advance trail design (i.e., alignment and width),
- Agreeing on a corridor delivery and implementation plan, including,
 - Right-of-way ownership
 - Construction
 - Financing
 - Maintenance and operations of the trail

The EOSC met 7 times during this phase of the project. Participants included representatives from:

- Forest Grove City Council
- Cornelius City Council
- Hillsboro City Council
- Washington County Board of Commissioners
- Ex-officio Members:
 - Metro
 - TriMet
 - ODOT
 - State Elected Official Delegation

What we heard

Overall, we heard a lot of great questions and concerns from the EOSC. They mentioned many of the same considerations outlined by the TAC, including prioritizing implementation of the trail and the importance of getting the trail designed and built within the established grant timeframe in the near term, while optimizing trail with transit feasibility in the long-term. It was a priority to the EOSC that this remains a transportation corridor that would allow for high-capacity transit in the future.

Official approvals from the EOSC included:

- Approval of project vision and goals.
- Approval preferred alignment as recommended by the TAC

⁹ EOSC Charter and individual EOSC meeting summaries are included as Attachment 4.



- Approval of a 12-foot-wide trail throughout the corridor as recommended by the TAC

How it impacted the project

The EOSC guided the project, including approval the project vision, goals and guiding principles, preferred trail alignment (center), corridor trail width (12-feet), and operations, management and maintenance strategy on behalf of their jurisdictions or agency. They also committed to serving as project champions, providing ongoing coordination in support of advancing development of the CCRT.

BIPOC Focus Groups¹⁰

About

Recognizing that traditional public involvement methods do not often reach Black, Indigenous, and People of Color (BIPOC) communities, Community Engagement Liaisons Services (CELS)¹¹, a part of the project team, recruited for and held a series of six 90-minute focus groups with BIPOC community members in Washington County. Four groups were held in English and two in Spanish. A total of 65 individuals participated in these discussions, each receiving a \$75 gift card as a participation incentive.

After receiving an overview of the project, the focus group discussion was structured around the questions shown in Figure 3.

¹⁰ Notes from all six focus groups are included as Attachment 5.

¹¹ CELs provides language, cultural contextualization and interpretation services for local governments, corporations and private entities, with the intention of improving communication, understanding, and civic engagement. <https://celsservices.com/>



1. How do you like to travel on a paved trail?
2. Do you have a favorite trail you like to use? What makes it your favorite?
3. Have you visited other regional trails (e.g. Banks-Vernonia, Fanno Creek, Westside Trail)?
 - a. What sorts of features do you like about those trails?
 - b. Can you think of anything that would have improved your experience?
4. What is notable or unique about the area surrounding the Council Creek Regional Trail?
5. Do you have ideas for features that the trail should include to make it safe and attractive for you to use?
6. Do you see yourself using the trail? What for?
 - a. How and where do you see yourself accessing the trail?
 - b. What destinations do you intend to visit?
 - c. How frequently do you expect to use the trail?
7. Do you have concerns about the trail?
 - a. How might those concerns be addressed?
8. Do you think people will come to the trail more for recreation or meeting travel needs between Forest Grove and Hillsboro?

Figure 3: CCRT Focus Group Discussion Questions

What we heard

Table 2 summarizes the findings from the BIPOC focus group series.

Table 2: Summary of key themes from BIPOC focus groups

Theme	Summary of input
Trail Design	Participants overall agreed that the trail should not only accommodate but <i>welcome</i> a wide variety of uses and user types. Suggestions to accomplish this included: <ul style="list-style-type: none">• Marked separation of higher speed running and rolling (e.g., bicycles and e-bikes) and lower speed walking and rolling• Clear and frequent signage• Safe crossings• Biodiversity/integration of natural environment
Trail Amenities	Common amenities suggested by participants included: <ul style="list-style-type: none">• Drinking fountains• Restrooms• Garbage cans• Dog bag stations• Information kiosks (including tribal history and local wildlife/habitat information) in multiple languages



Theme	Summary of input
	<ul style="list-style-type: none">• Benches• Art• Playgrounds
Safety, Security, and Comfort	<p>Participants largely drew from their experience at other trails in the region to inform how the CCRT can be safe and comfortable enough for them to use it regularly.</p> <ul style="list-style-type: none">• Some participants voiced concern about the presence of houseless campers and how they might impact user experience and likelihood to use the trail at all.• Questions about trail maintenance, including trash cleanup and trail quality (e.g. pavement upkeep)• Concerns about safety of trail crossings
Anticipated Uses and Access	<p>Consistent with project goals, participants felt the CCRT would be useful for a variety of purposes.</p> <ul style="list-style-type: none">• Likely to be used for recreation, social gatherings, commuting, accessing businesses, and attending local community events• Participants sought multiple access points with ample parking• Useful for commuting as an alternative to transit• Several participants said they would ride e-bikes on the trail
Regional Models	<p>Participants frequently referenced Banks-Vernonia as a good example to replicate. Jackson Bottom, and Fanno Creek were also referenced a few times. Parking availability was emphasized, with participants citing both good and bad examples.</p>
Process	<p>Several participants advocated for engagement of local residents and businesses throughout the design process in order to understand how the project might impact them and what they would like to see.</p>

How it impacted the project

The project team utilized focus group input to help shape the project vision, goals, and design objectives. Focus group discussions around the desire for the trail to be as family-friendly as possible influenced the team to explore a wider trail in certain sections.



In-person Open Houses

About

The project team hosted three in-person open houses over the course of this project phase, all at the Cornelius Library, a central location near the planned trail. Advertising and recruiting efforts included emails to stakeholders, flyers distributed to nearby apartment buildings (see Figure 4), and direct outreach to the Rose Grove mobile home park given their particular interest and concerns about the project.



Table 3 provides an overview of each event.

COUNCIL CREEK
REGIONAL TRAIL

Let's talk trail!

The Council Creek Regional Trail will be a multiuse pathway for people to bike, hike, roll and stroll from Hillsboro to downtown Forest Grove.

Learn more and share your thoughts!

September 29
6:30-8 p.m.

At the Cornelius Library
1370 N Adair St, Cornelius, OR 97113

SENDERO REGIONAL DE
COUNCIL CREEK

¡Hablemos del sendero!

El Sendero Regional de Council Creek será un camino de usos múltiples para que las personas anden en bicicleta, camine, rueden y paseen desde Hillsboro hasta el centro de Forest Grove.

¡Aprende más y comparte sus ideas!

29 de septiembre
6:30-8 p.m.

En la Biblioteca de Cornelius
1370 N Adair St, Cornelius, OR 97113



Figure 4: September 2022 CCRT open house flyers

Table 3: Summary of 2022-2023 CCRT Open Houses

Date	Purpose	No. of Attendees (Sign-ins)
September 29, 2022 6:30 – 8:00pm	Provide community members an early opportunity to learn about the project, ask questions, and give input.	13
January 19, 2023 4:30 – 6:30pm	Engage trail neighbors and property owners by sharing a corridor map showing the trail right-of-way and property boundaries (see Figure 6 and Figure 7).	40
April 25, 2023 4:00 – 6:00pm	Share the same information and opportunities for input as provided in the online open house for those who prefer to engage in person. Also included community information tables hosted by Centro Cultural and Community Action.	25

What we heard

Community members largely welcome the CCRT, intending to use the trail both for recreational purposes and as a transportation alternative to walking or biking on TV Highway.

Common themes heard at the open houses included:

- The trail must be **safe for users and neighbors.**

Attendees mentioned lighting and physical barriers (e.g., fencing, concrete walls, vegetation) as desired safety and/or privacy amenities.

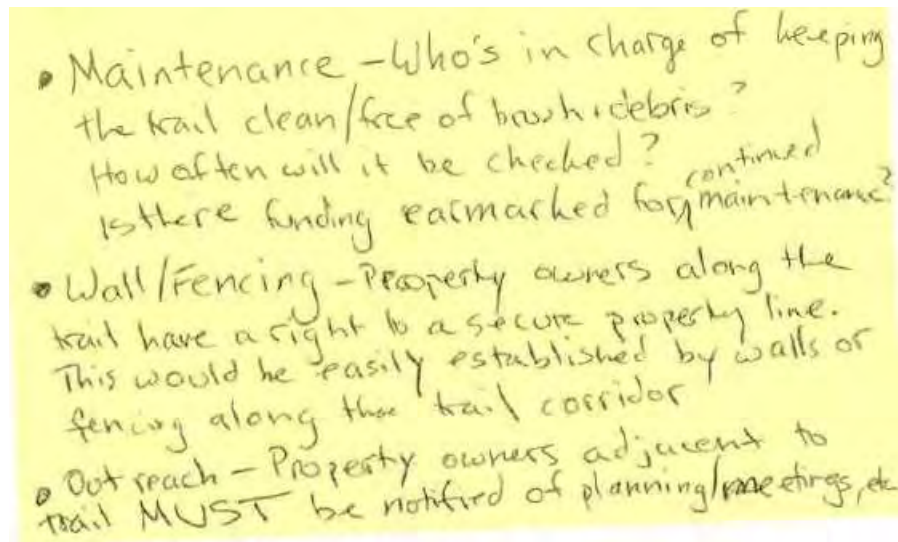


Figure 5: Sticky note posted by open house attendee.



- Consider ways to keep **walkers and bikers separate**.
- A **well-maintained** trail is crucial to its success, including pavement condition and garbage clean-up.
- Community members shared concerns about **homeless encampments**, often mentioning their experience on other regional trails with trailside encampments.

“I am very excited for the trail! The Banks-Vernonia trail has been so positive for Banks! And it will be easier for my family to use this trail!”

--Open House attendee comment

- Questions about potential future **high-capacity transit** in the trail corridor.
 - Preserve existing **trees**.
 - **Neighbors must be engaged** throughout planning, design, and construction to ensure that their concerns are addressed.
- Concerns from some neighboring property owners about impacts on **property values**.



Figure 6: Trail neighbors engaging with the project team over an aerial roll map of the corridor



Figure 7: Portion of roll map (shared at the corridor neighbor open house)

How it impacted the project

The open houses allowed the project team to understand the nature of community members' excitement about the trail as well as their concerns. Overall, attendees at all three open houses were cautiously optimistic and excited to use the trail for recreation and transportation purposes. The caution expressed by many participants, particularly trail neighbors, was related to safety concerns and the potential for other impacts such as parking in their neighborhoods. Increased community awareness and understanding of the project provided a foundation for continued engagement as the project moves into final design and construction.

Online Open House & Survey

About

From April 14 to May 14, 2023, the County hosted an online open house available in both English and Spanish, with a Google Translate option for other languages. The interactive site provided information about the project and a brief survey designed to gauge public sentiment, understand anticipated uses of the trail, and gather feedback. The survey included an interactive map for respondents to indicate where they would like to access the trail, points of interest they anticipated using the trail to reach, and recommended locations for amenities (see Figure 9). In total, the site received over 9,000 views from over 3,000 users over the course of the month, with 776 people completing the survey. Demographics of survey takers are shown in Table 4.



Table 4: Community survey respondent demographics

Demographic	Survey participants
County of residence	85% Washington County 8% Clackamas County 7% Multnomah County
Gender	50% Woman 48% Man 2% Non-binary
Race/ethnicity	76% White Only 24% People of Color 14% Hispanic/Latino/a/x 5% Asian or Asian American 3% Native American 2% Native Hawaiian or other Pacific Islander 1% Black or African American 1% Middle Eastern
Age	6% Under 25 42% 25-44 38% 45-64 15% 65 or older
Income	19% Less than \$50,000 32% \$50,000 - \$99,999 48% \$100,000 or more
Disability	14% live with a disability
Survey language	94% English 6% Spanish
Language spoken at home	87% English 8% Spanish 3% Cantonese 1% Mandarin



Department of Land Use & Transportation

Council Creek Regional Trail → Open House Tables

Ver en Español Select Language

A place for people of all ages and abilities to bike, hike, roll and stroll


Thank you for your interest in the Council Creek Regional Trail (CCRT). We want to hear what you'd like to see as we continue the process of designing the trail.

The CCRT will be a 6 mile long, car free, environmentally friendly, off street multiuse pathway connecting downtown Forest Grove, Cornelius and Hillsboro. It will be located about a quarter mile north of TV Highway and will be part of a network of trails planned to connect the Portland metro area to the Oregon Coast.

What would you like to see in a regional trail?

Visit the Tables to learn about possible design features we're considering. Take the survey on Table 5 to share input on:

- Ways you would use the trail
- Trail features you would like to see: wayfinding signs, benches, lighting and more
- Best locations for trail signs, benches and other features
- Important trail access points



This Open House and survey will allow planners to learn what matters most to you.

At the end of the survey, you will have a chance to sign up for future updates on the Council Creek Regional and enter to win one of three \$100 gift cards.






1.  BACKGROUND
2.  RELATED PROJECTS IN THE AREA
3.  TRAIL FEATURES AND PREFERENCES
4.  MEET THE TEAM
5.  SURVEY

Figure 8: Screenshot from the Council Creek Regional Trail Spring 2023 Online Open House

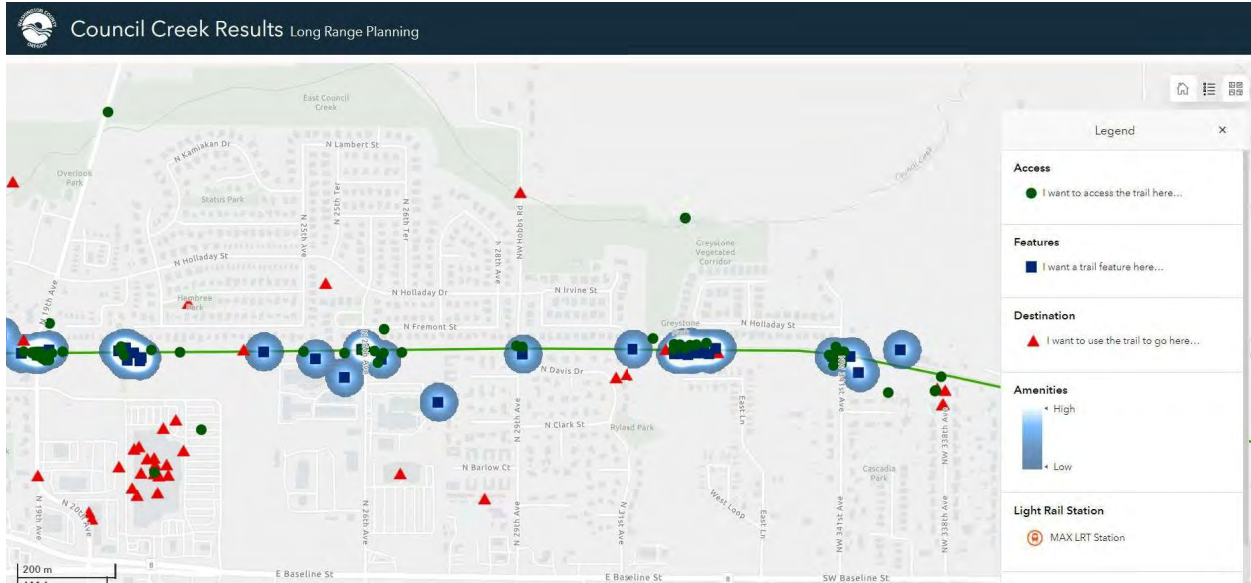


Figure 9: Screenshot of the Spring 2023 Online Open House interactive map

What we heard¹²

The hundreds of survey responses received yielded several important findings. About two-thirds of survey takers (65%) were aware of the CCRT prior to the open house, and the vast majority (89%) said they were either “very” or “somewhat” supportive of the project. Even among those who indicated that their interest in the project was at least partially due to having concerns, 55% still said they were supportive. Just 6% said they were either “very” or “somewhat” unsupportive of the project (see Figure 10).

¹²Full survey crosstabs are included as Attachment 6.

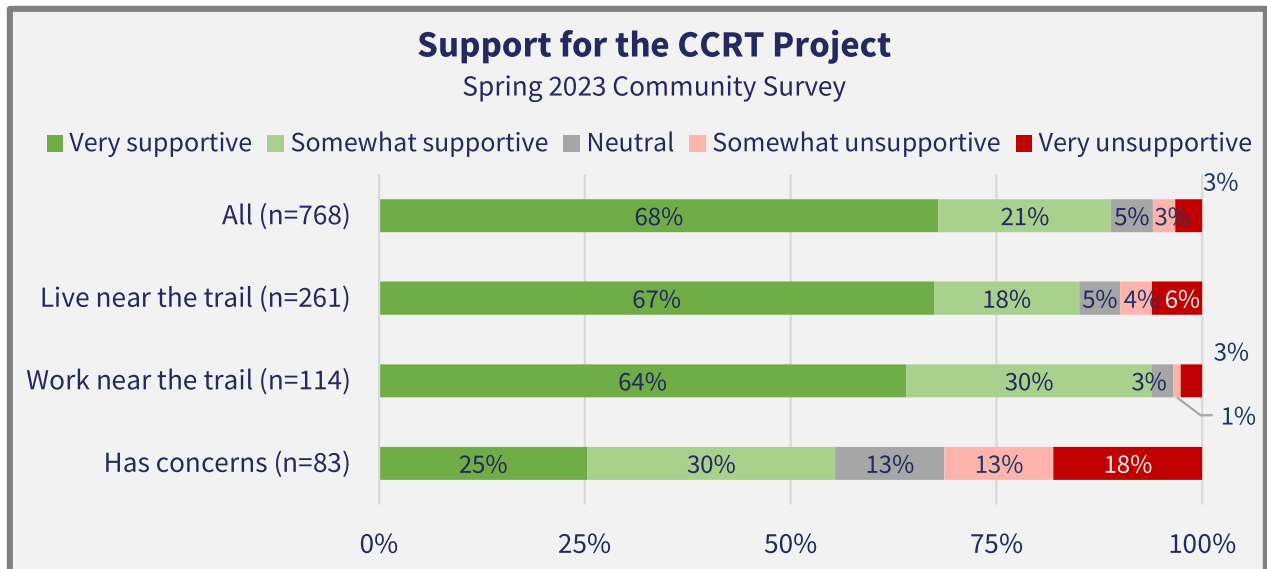


Figure 10: Responses to the question “From what you’ve learned about the Council Creek Regional Trail project, which of the following best describes your level of support?”

In addition to project familiarity and support, the survey asked respondents about their anticipated use of the CCRT, in terms of both frequency and purpose. As shown in Figure 11, two in five respondents expect to use the trail weekly or more, and 77% anticipate at-least-monthly use.

Recreation was the most common reason respondents gave for future use of the trail, either by walking (73% of the sample) or biking (64%). Sizable proportions also plan to take advantage of the trail as a new transportation option, whether by biking, walking, or accessing public transit (see Figure 12).

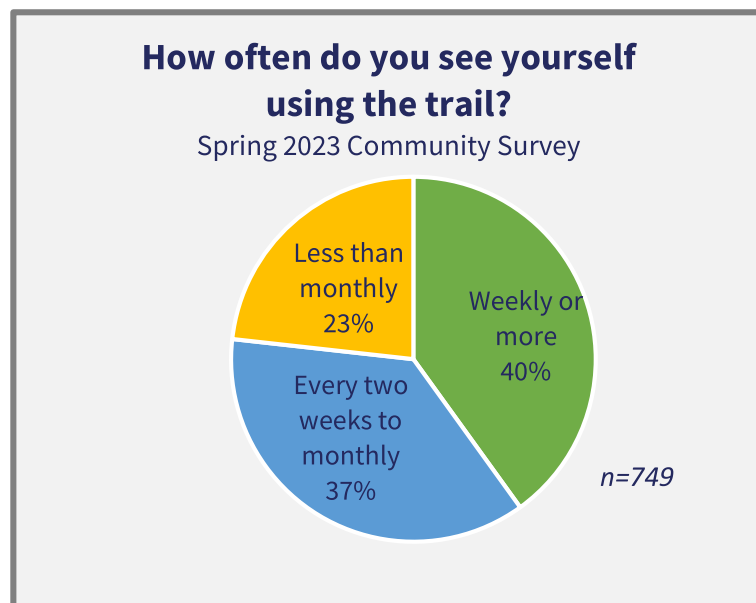


Figure 11: Anticipated frequency of trail use as reported by survey respondents

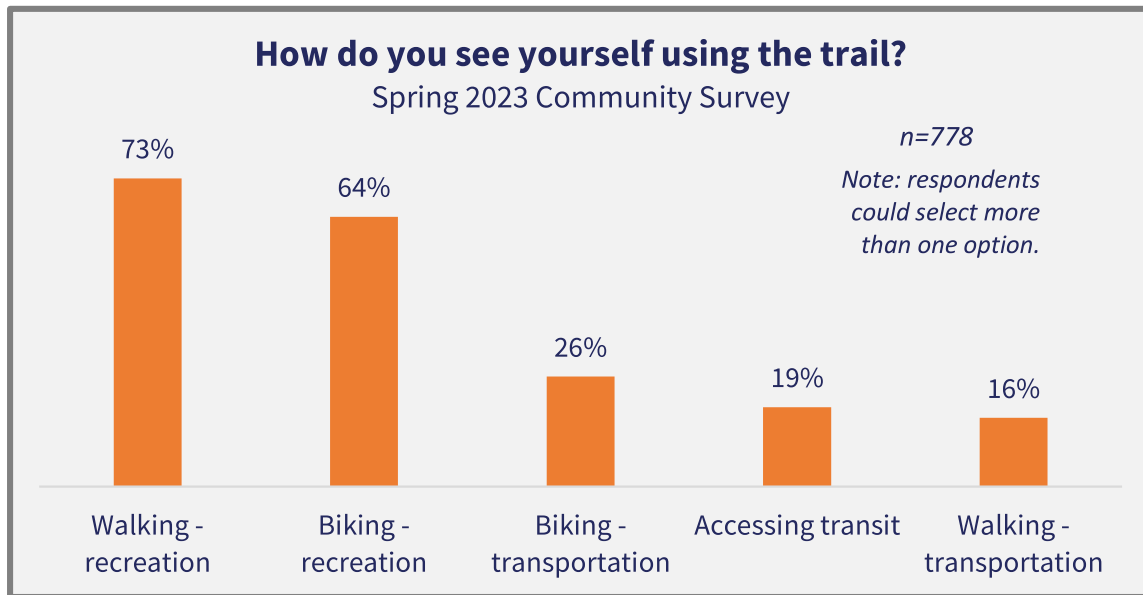










Figure 12: Anticipated purposes and modes of trail use as reported by survey respondents.

Table 5: Trail amenities by and frequency of selection on the community survey (respondents could select up to three)

Amenity	% who selected
 Restrooms	61%
 Seating/benches	57%
 Lighting	56%
 Landscaping/trees	52%
 Dog waste stations	51%
 User separation markings	51%
 Wayfinding signage	48%
 Educational signage	41%

The survey also asked about desired amenities for the trail. The question included a list of potential amenities based on what the project team had heard through previous engagement efforts, as well as an “other” option for survey takers to suggest their own ideas. Respondents could choose up to three options, and the most popular selections included restrooms, seating/benches, and lighting, among others displayed in Table 5.

Finally, respondents were provided several opportunities to provide written comments to explain their answers to multiple choice questions and to share any additional thoughts not captured by the survey. Table 6 provides a summary of these comments.



How it impacted the project

The community survey yielded several pieces of useful information for the design process. Results from the interactive map indicated where and how people planned to use the trail, which helped identify potential high-traffic segments that may benefit from a path wider than 12 feet. When the project team determined that a wider path was not justified based on the anticipated use and additional cost, the design was updated with the intent to consider gathering areas in these higher use locations.

Table 6: Summary of most frequent of survey comment topics

Theme	Number of comments	Representative quotes
<p>Safety</p> <p>By far the most frequent comments mentioned safety, in terms of both transportation usage (e.g., accessibility, interactions between different user types) and personal safety/security, which was often accompanied by mentions of homeless encampments.</p>	213	<p>“I am excited to see it come into fruition. However, because my house backs onto the proposed site I have concerns regarding safety. I would like to see well-lit walking areas.”</p> <p>“My main concern is keeping this trail safe for everyone, and trying to assist houseless folks so it does not become a dangerous place for people to visit.”</p> <p>“Concerned about crossing safety where the proposed route crossed several North-South roads (Hwy 47 in particular). Are any crossing overpass/underpass options being considered?”</p> <p>“I am very supportive of converting the rail line to a trail that can be used by the community! How would use of the trail be regulated to prevent criminal activity?”</p> <p>“Given the state of houselessness in the region, we need to plan on how we'll prevent this trail ending up like the Springwater.”</p>
<p>New active transportation option</p> <p>Commenters welcomed a safe alternative for walking and biking, frequently</p>	154	<p>“I'm so excited about having a safe way to commute (off TV highway) to work in Hillsboro from the west. Currently, alternate transportation is not a reality due to TV highway just not being safe for bicyclists, walkers, etc.”</p>



Theme	Number of comments	Representative quotes
<p>mentioning concerns about traveling on TV Highway.</p>		<p>“We need more trails/alternatives to sidewalks next to busy roads or no sidewalks at all in some areas alongside busy roads and highways.”</p> <p>“Even though there are bicycle paths along Baseline, the new Council Creek Regional Trail would be much safer and more peaceful than riding on bicycle paths amid fast and heavy automobile traffic.”</p>
<p>Community asset</p>	<p>140</p>	<p>“I think that multi use paths, trails, and pedestrian only areas are an excellent way to bring value to our city.”</p> <p>“I think it’s a great idea. Trails better connect communities and encourage people to get out and use them.”</p> <p>“Seems like good family fun - an opportunity close to home that lets me explore the area and local nature in a safe way.”</p>
<p>Trail amenities</p> <p>Commenters provided ideas for amenities besides those listed on the corresponding question, including play structures, water fountains, and emergency and call stations. Some also reiterated their desire for certain amenities.</p> <p>While bathrooms were the most-selected amenity from the provided list, commenters were mixed in</p>	<p>104</p>	<p>“Play structure for kids with natural material. My kids usually venture off trails and use their imagination. Make a classroom like outdoor schools.”</p> <p>“Distance markers for biking/running. As well as emergency call stations.”</p> <p>“Please consider having a number of parking lots along the trail. These would be great places for restrooms and bike tools.”</p> <p>“Although I appreciate the consideration of bathrooms, I am concerned about the chance they will be ill-used by bad actors in the community. Port-a-potties may be a cheaper option that does not bring in the same type of safety considerations.”</p>



Theme	Number of comments	Representative quotes
their support due to safety concerns.”		
Maintenance & administration Usually also framed in terms of safety, commenters wanted information regarding how the trail would managed, maintained and monitored.	51	“Once the trail is built, will maintenance be part of the plan?” “Please, please, please have a plan to make sure the trail is somehow patrolled and cleaned up regularly, so would-be troublemakers learn it's not worth hanging around there.” “Who is going to own the trail and maintain it? Who will enforce the rules?”
Natural environment Commenters advocated for environmental preservation and a desire for amenities like trees and native plants to enhance the user experience.	41	“Please, try to limit interfering with natural prairies or marsh areas, they are incredibly fragile ecosystems, and they need to be respected as much as possible.” “It would be so great to have large shade trees along the trail. The shoulders of the trail could be designed to capture water from the trail so the trees don't die from the drought and heat.” “I'm a fan of natural habitat and not making it look like powerlines park. Let the trees and shrubs grow, lots of shade, no grass to mow or upkeep, etc.”

Centro Cultural Community Workshop¹³

About

Located in downtown Cornelius just a few blocks from the CCRT corridor, Centro Cultural provides programs and services focused on Washington County Hispanic/Latino/a/x communities. The project

¹³ Full materials from the workshop are included as Attachment 7.



team partnered with Centro to hold a community workshop at the organization's offices on October 15, 2022, with the aim to engage Spanish-speaking Latino/a/x community members who live nearby the future trail. The workshop included an overview of the project and dialogue on ways the project can best reflect cultural values, framed around three questions:

1. What features should the Council Creek Trail have for you and your family to feel safe using it?
2. What types of amenities would you like to see that would make the trail attractive for children, adults, and seniors?
3. What defines the community around the trail corridor? How can the design of the trail incorporate this community identity?

A total of 31 community members participated in the workshop.

What we heard

Key themes from the workshop included:

- Strong interest in being involved in the planning process so the values and priorities identified are reflected in the final design.
- Suggestions for features and regulations that promote feelings of safety, such as adequate lighting, bilingual signage to warn of potentially dangerous plants or locations, and prohibiting access to motorized vehicles.
- A need for inclusive spaces. Features should help make every single individual feel welcome regardless of their age, race, ethnic background, or physical ability, such as playgrounds, drinking fountains, exercise equipment for adults, picnic tables, and benches throughout the trail.
- The importance of balancing the desire for parks with conservation of the natural environment.
- Desire to make sure that community culture is kept. Murals should be high on the priority list to support this.

How it impacted the project

The input gathered helped to reinforce the value of and desire for the trail. Much of the focus was on amenities that the County does not currently have funding for, which can be informative if and when such funding is secured. Participants' suggestions that the trail corridor include gathering spaces led to consideration of a wider trail than initially envisioned.

Community events

About

To reach a broad swath of the community where people are already congregated, the project team hosted information tables at eleven community events in summer 2022 and spring/summer 2023,



resulting in hundreds of interactions with community members (see Table 7). The team provided project cards at each event with basic information, a QR code, and the website URL. These cards were also distributed to several Washington County libraries. English and Spanish speaking staff attended each event and project materials were provided in both languages, including paper surveys at the events occurring while the online open house and survey were live.

Table 7: Community events attended to share project information

Event	Date	Interactions
Hillsboro Night Market	June 28, 2022	200 (est.)
Cornelius Farmers Market	July 15, 2022	50 (est.)
Washington County Fair	July 25, 2022	760
Cornelius National Night Out	August 2, 2022	250 (est.)
Hillsboro Tuesday Night Market	August 9, 2022	200 (est.)
Forest Grove Farmers Market	August 31, 2022	120 (est.)
Dia de Los Niños	April 29, 2023	400
Forest Grove Farmers Market	May 10, 2023	145
Hillsboro Farmers Market	May 13, 2023	218
Washington County Fair	July 22-23, 2023	994
Cornelius National Night Out	August 1, 2023	252



What we heard

The feedback received from visitors to the event tables was largely positive, perhaps more so than what we heard through other engagement efforts. Conversations generally fell into the following themes:

- Community members expressed **interest and excitement** about the project, so long as concerns about safety are addressed.
- **Safety concerns** were usually framed in terms of personal security while using the trail, especially at night, and potential trespassing on homes and businesses near the trail. Trail lighting and physical barriers (e.g., fencing) were commonly suggested to help mitigate for these concerns. Some also voiced concerns about steep grades next to the trail,



Figure 13: Washington County staff member sharing CCRT project information at Dia de Los Ninos



Figure 14: Washington County staff at the Forest Grove Farmers' Market

suggesting fencing to prevent falls.

- **Trail neighbors** (residents and business owners) asked questions about property impacts, right-of-way boundaries, and how their privacy and safety would be maintained – often suggesting a need for fencing or other physical barriers between properties and the trail. They urged the team to ensure neighbors were actively involved in the project and their needs met.



- Trail users **parking** in neighborhoods by trail access points may cause inconvenience by taking up curb space.
- People had **general questions** about timeline, cost, funding sources, and how to stay involved as the project progresses.

How it impacted the project

While the main purpose of community event tabling was to spread awareness of the project (as opposed to gathering feedback), interactions with community members helped reinforce the project team's understanding of common interests and concerns. Providing paper versions of the community survey in Spanish resulted in a significant increase in the number of Latino/a/x respondents over the online version alone, particularly at Dia de Los Ninos.



3. Measuring Success

The Engagement & Communications Plan established metrics to gauge both the reach and quality of the many stakeholder engagement activities implemented throughout the course of the project. Table 8 provides the results from tracking these metrics.

Table 8: Engagement metrics and results

Metric	Results
Quantitative Metrics	
Number of event participants	7,082 total, including: <ul style="list-style-type: none"> - 78 in-person open house attendees - 3,292 online open house site visitors (3,167 English, 125 Spanish) - 65 BIPOC focus group participants - 31 Centro Cultural Community Workshop participants - 11 Stakeholder Advisory Committee members - 8 Elected Officials Steering Committee members - 8 Technical Advisory Committee members - 3,589 interactions at community event tabling
Number of returning event participants	7 repeat attendees at in-person open houses
Number of events	41 total, including: <ul style="list-style-type: none"> - 11 community event tables - 7 Elected Official Steering Committee meetings - 7 Technical Advisory Committee meetings - 6 BIPOC focus groups - 4 Stakeholder Advisory Committee meetings - 3 In-person Open Houses - 1 Online Open House - 1 Community survey - 1 CBO community workshop
Number of event types	7 , including:



Metric	Results
	<ul style="list-style-type: none">- Focus groups- Community workshop- In-person open houses- Online open house- Community event tabling- Community survey- Advisory committees
Partnerships with community-based organizations	2 (Centro Cultural, Community Action)
Qualitative Metrics	
Demographic analysis of survey respondents and those who register for events	Yes – included in report and attachments
Analysis of survey responses and focus group input, including key take-aways and recommendations	Yes – included in report and attachments
Meeting summaries that include responses to poll questions, participant questions, and responses to activity evaluation surveys	Partial – did not ask poll questions or activity evaluation surveys



WASHINGTON COUNTY PLANNING COMMISSION (PC)
WED., FEB. 21, 2024

Ordinance No. 900 – An ordinance amending the Transportation System Plan (TSP) element of the Comprehensive Plan relating to general updates.

Draft Deliberations

PC Members Present: Mike Frey, Deborah Lockwood, Eric McClendon, Stacy Milliman, Felicitia Monteblanco, Rachel Mori Bidou, Jared Whipps and Morgan Will; Absent: Joe Keizur

Staff Present: Stephen Roberts, LUT Director, Erin Wardell, Planning and Development Services (PDS); Theresa Cherniak, Dyami Valentine, Steve Kelley, Todd Borkowitz, Emily Brown, and Susan Aguilar, Long Range Planning (LRP); Rob Bovett, County Counsel

Summary

Steve Kelley, Senior Transportation Planner with LRP Transportation Planning group, gave a PowerPoint presentation with an overview of proposed amendments to the TSP to improve consistency with transportation plan updates adopted by cities, establish the alignment of the Council Creek Regional Trail, and make the transit system map consist with recent transit service provider updates.

Staff Recommendation

- Conduct the public hearing.
- Recommend approval of Ordinance No. 900 to the Board.

Oral Testimony (none)

PC Deliberations

- Questions:
 - Whether roadway expansions for roads on or along the Urban Growth Boundary (UGB) must occur entirely within the urban side of the boundary.
 - Whether a planned bicycling facility is built or upgraded whenever a roadway is upgraded.
 - If the County's TSP gets amended periodically or whenever municipalities update their TSPs.
 - How a reduction in the number of road lanes is treated and the effects on bicycling facilities.

Vote

PC member Milliman recommend approval of Ordinance No. 900 to the Board. PC member Monteblanco seconded the motion. **Vote: 7-0. Motion passed.**

Yes: Frey, Lockwood, McClendon, Milliman, Monteblanco, Mori Bidou, and Whipps (unanimous)

End of deliberations.



AGENDA ITEM

WASHINGTON COUNTY BOARD OF COMMISSIONERS

Reference No: **RO 24-26**

Meeting Date: April 02, 2024

Status: **APPROVED**

Agenda Category: ACTION

CPO: All

Department(s): Land Use & Transportation

Presented by: Stephen Roberts, Director of Land Use & Transportation

Agenda Title: **Adopt Findings for Ordinance No. 900 – An Ordinance Amending the Transportation System Plan Element of the Comprehensive Plan Relating to General Updates**

REQUESTED ACTION:

Adopt the findings for Ordinance No. 900 and authorize the Chair to sign the Resolution and Order memorializing the action.

SUMMARY:

Ordinance No. 900 amends the Transportation System Plan to incorporate general map and text changes for consistency with ongoing transportation planning efforts. Many of the amendments are proposed for consistency with transportation plan updates adopted by cities. The amendments also establish the alignment of the Council Creek Regional Trail and include changes to the transit system map for consistency with recent transit service provider plans. Ordinance No. 900 is posted on the County's land use ordinance webpage at the following link:

www.washingtoncountyor.gov/lut/land-use-ordinances-progress

Post-acknowledgment comprehensive plan amendments are amendments made to the County's Comprehensive Plan after it was acknowledged by the State Department of Land Conservation and Development as complying with the Statewide Planning Goals. ORS 197.615 requires that such amendments be accompanied by findings setting forth the facts and analysis showing that the amendments are consistent with the applicable Statewide Planning Goals, Oregon Revised Statutes, State Administrative Rules and the applicable provisions of Washington County's Comprehensive Plan.

Additionally, as required by Title 8 of Metro's Urban Growth Management Functional Plan (UGMFP), any amendment to a comprehensive plan or implementing ordinance shall be consistent with the requirements of the UGMFP.

Attached is the Resolution and Order to adopt the findings for Ordinance No. 900. The proposed findings are also attached and posted on the above land use ordinance webpage.

ADDITIONAL INFORMATION:

Community Feedback (Known Support/Opposition):

None known at this time

Legal History/Prior Board Action:

None

Budget Impacts:

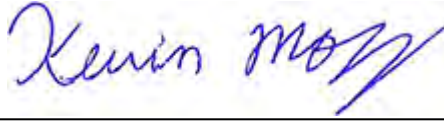
None

ATTACHMENTS:

[Resolution and Order 24-26 - Ord. No. 900 \(TSP Minor Amendments\)](#)

[Ord. No. 900 \(TSP Minor Amendments\): Ordinance Findings](#)

Approved by the
Washington County Board of Commissioners
also serving as the governing body of Clean Water Services and all other County Districts



Kevin Moss, Board Clerk

April 2, 2024

Date Signed

RO 24-26

1 IN THE BOARD OF COUNTY COMMISSIONERS

2 FOR WASHINGTON COUNTY, OREGON

3 In the Matter of Adopting) RESOLUTION AND ORDER
4 Legislative Findings in Support)
of Ordinance No. 900) No. 24-26

5
6 This matter having come before the Washington County Board of Commissioners (Board)
7 at its meeting of April 2, 2024; and

8 It appearing to the Board that the findings contained in "Exhibit A" summarize relevant
9 facts and rationales with regard to compliance with the Statewide Planning Goals, Oregon
10 Revised Statutes and Administrative Rules, Washington County's Comprehensive Plan, and titles
11 of Metro's Urban Growth Management Functional Plan relating to Ordinance No. 900; and

12 It appearing to the Board that the findings attached and herein incorporated as Exhibit A
13 constitute appropriate legislative findings with respect to the adopted ordinance; and

14 It appearing to the Board that the Planning Commission considered the matter at its
15 public hearing on Feb. 21, 2024, and recommended approval to the Board; and

16 It appearing to the Board that, in the course of its deliberations, the Board has considered
17 the record which consists of all notices, testimony, staff reports, and correspondence from
18 interested parties, together with a record of the Planning Commission's proceedings, and other
19 items submitted to the Planning Commission and Board regarding this ordinance; it is therefore,

20 ///

1 RESOLVED AND ORDERED that the attached findings in Exhibit A in support of Ordinance
2 No. 900 are hereby adopted.

3 DATED this 2nd day of April 2024.

4
5 BOARD OF COUNTY COMMISSIONERS
FOR WASHINGTON COUNTY, OREGON

6 
7 _____
CHAIR KATHRYN HARRINGTON

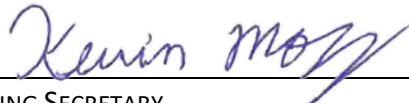
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RECORDING SECRETARY

EXHIBIT A

FINDINGS FOR ORDINANCE NO. 900

AN ORDINANCE AMENDING THE TRANSPORTATION SYSTEM PLAN ELEMENT OF THE COMPREHENSIVE PLAN RELATING TO GENERAL UPDATES

April 2, 2024

- Part 1 – General Findings
- Part 2 – Statewide Planning Goal Findings
- Part 3 – Transportation Planning Rule Findings
- Part 4 – Oregon Highway Plan Findings
- Part 5 – Metro Urban Growth Management Functional Plan Findings
- Part 6 – Metro Regional Transportation Plan Findings

Part 1: GENERAL FINDINGS

Ordinance No. 900 amends the Washington County Transportation System Plan (TSP).

Key Ordinance Provisions

Ordinance No. 900 amends the Transportation System Plan (TSP) to incorporate general map and text changes for consistency with ongoing transportation planning efforts. Many of the amendments are updates incorporated into the TSP for consistency with transportation plan updates adopted by cities. The amendments also establish the alignment of the Council Creek Regional Trail and include changes to the transit system map for consistency with recent transit service provider plans. Ordinance No. 900 includes map amendments to the Washington County TSP for consistency with ongoing transportation planning efforts and text adjustments related to map changes.

Because the ordinance makes changes that do not affect compliance with Oregon’s Statewide Planning Goals (Goals), it is not necessary for these findings to address the Goals with respect to each amendment. The Washington County Board of Commissioners (Board) finds that the Goals apply to amendments covered by these findings only to the extent noted in specific responses to individual applicable Goals, and that each amendment complies with the Goals. Goals 15 (Willamette River Greenway), 16 (Estuarine Resources), 17 (Coastal Shorelands), 18 (Beaches and Dunes), and 19 (Ocean Resources) and related Oregon Administrative Rules (OARs) are not addressed because these resources are not located within Washington County. The County is also required to make findings that the amendments are consistent with the requirements of Metro’s Urban Growth Management Functional Plan (UGMFP) and Regional Transportation Plan (RTP). These findings are addressed in this document.

Part 2: STATEWIDE PLANNING GOAL FINDINGS

The purpose of the findings in this document is to demonstrate that Ordinance No. 900 is consistent with the Goals, Oregon Revised Statutes (ORS), OAR requirements, Metro’s UGMFP and Washington County’s Comprehensive Plan (Plan). The County’s Plan was adopted to implement the aforementioned planning documents and was acknowledged by the State of Oregon. The County follows the post-acknowledgement plan amendment (PAPA) process to update the Plan with new state and regional regulations as necessary and relies in part upon these prior state review processes to demonstrate compliance with all necessary requirements. No Goal compliance issues were raised in the hearing proceedings described below. In addition, none of the proposed changes to the map and text of the Plan implicate a Goal compliance issue. The following precautionary findings are provided to demonstrate ongoing compliance.

Goal 1 – Citizen Involvement:

This goal outlines Citizen Involvement requirements for adoption of Comprehensive Plans and changes to the Comprehensive Plan and implementing documents.

Most of the changes proposed by Ordinance No. 900 are in response to Transportation System Plan (TSP) amendments adopted by cities of Washington County. Each of these adoption processes contained and were based on a significant public outreach and engagement process. Appendix B, of the city of Hillsboro TSP provides a summary of the public involvement process and notes the engagement strategies, the public comments received and resulting responses. Chapter 2 of the city of Tigard TSP summarizes the methods of stakeholder and public engagement activities and how these suggestions resulted in refinements to the plan. Both city engagement processes recommended amendments to the comprehensive plans. The TriMet Forward Together Service Concept was based on a data-driven public engagement process and multiple phases of public engagement. Ordinance No. 900 responds by incorporating the adopted city amendments into the Washington County TSP.

Extensive public outreach and engagement occurred during the multiple phases of the Council Creek Regional Trail planning and refinement processes over the last several years. The Council Creek Regional Trail Master Plan was completed in 2015, which consisted of two corridors – North - South and East - West. The East - West corridor along the former Portland and Western Railroad right-of-way between Douglas Street in Forest Grove and Dennis Avenue in Hillsboro was further refined through the Council Creek Regional Trail Preliminary Design project, which will be complete in 2024. After a thorough planning process involving the public, adjacent property owners, stakeholders, other agency staff, and local and regional appointed and elected officials, on March 20, 2023, the Council Creek Regional Trail elected official steering committee approved a center alignment within the East - West corridor. A summary of the community engagement can be found in Attachment G to this staff report.

Goal 2 – Land Use Planning

This goal outlines the land use planning process and policy framework, including requiring an adequate factual base to support a decision as well as coordination with affected governmental entities.

Finding: Washington County has an acknowledged land use planning process that provides for the review and update of the various elements of the Plan, which includes documents such as the Rural/Natural Resource Plan (RNRP), Comprehensive Framework Plan for the Urban Area (CFP), Community Plans, Community Development Code (CDC) and Transportation System Plan (TSP).

Goal 3 – Agricultural Lands

This goal seeks to preserve and maintain agricultural lands for farm use.

Finding: Washington County’s acknowledged Policy 15, Implementing Strategies (a) and (f), of the RNRP include provisions for the preservation of agricultural lands. The Council Creek Regional Trail will follow a former railroad alignment through Exclusive Farm Use lands designated as Rural Reserve between Cornelius and Hillsboro. Bikeways, footpaths, and recreation trails are conditionally allowed by ORS 215.213(10) subject to the requirements of ORS 215.296. The Washington County CDC provides a consolidated review process for land use approval and permitting transportation projects that addresses the requirements of ORS 215.296.

The amendments are consistent with the County’s policies and strategies for maintaining agricultural land as required by Goal 3. Ordinance No. 900 identifies no other transportation improvements or service changes in the rural area. Agricultural land will not be taken out of production and no impacts to farm activity are anticipated.

Goal 4 – Forest Lands

This goal addresses the conservation of forest lands by maintaining the forest land base and protecting the state’s forest economy by making possible economically efficient forest practices.

Finding: Policy 16, Implementing Strategies (a) and (c) of the RNRP include provisions for the conservation and maintenance of forest lands. Commercial forest lands will not be taken out of production and no impacts to commercial forest activity are anticipated as a result of Ordinance No. 900. The amendments are consistent with the County’s acknowledged policies and strategies for maintaining commercial forest land as required by Goal 4.

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

This goal addresses the protection of natural resources and the conservation of scenic, cultural, and historic areas and open spaces by requiring local programs to protect these resources in order to promote a healthy environment and natural landscape that contributes to Oregon’s livability for present and future generations.

Finding: Policies 10, 11 and 12 of the CFP, Policies 7, 9, 10, 11, 12 and 13 of the RNRP, and various sections of the Community Plans and the CDC include provisions for the protection of Goal 5 resources. The amendments made by Ordinance No. 900 are consistent with the County’s acknowledged policies and strategies for conserving and protecting natural resources, scenic and historic areas and open spaces through the appropriate management of development within floodplains and drainage hazard areas, as required by Goal 5. Implementation of any transportation projects enabled by Ordinance No. 900, including the Council Creek Regional Trail, will be governed by the requirements of the CDC, where applicable. The CDC includes provisions for transportation projects that respond to state and federal permitting requirements, acknowledge the best management practices already employed by the County, including programmatic approaches to improve hydrologic conditions and fish passage and reduce the overall cost of project implementation.

Goal 6 – Air, Water and Land Resources Quality

This goal requires the maintenance and improvement of the quality of the air, water, and land resources of the state through the implementation of local plans that address waste and process discharge.

Finding: Policies 4, 5, 6 and 7 of the CFP and Policies 4, 5, 6, and 7 of the RNRP provide for the maintenance and improvement of the quality of air, water, and land resources. The amendments are consistent with the County’s acknowledged policies and standards for the protection of Goal 6 resources. Ordinance No. 900 does not amend the applicable Plan policies and strategies, or CDC standards, related to air, water, or land resources which impact the County’s compliance with Goal 6.

Goal 7 – Areas Subject to Natural Hazards

This goal requires the implementation of local land use programs that reduce the risk to people and property from natural hazards such as floods, landslides, and earthquakes.

Finding: Policy 8 of the CFP and Policy 8 of the RNRP set out the County’s policy to protect life and property from natural disasters and hazards. The amendments made by Ordinance No. 900 does not amend applicable Plan policies and strategies, or CDC sections, related to and are consistent with the County’s acknowledged policies and strategies for protecting areas subject to natural hazards, such as floods, from financial loss, consistent with Goal 7.

Goal 8 – Recreational Needs

This goal requires local jurisdictions to satisfy the recreational needs of citizens and visitors by planning and providing for the siting of necessary recreational facilities.

Finding: Policies 17, 33, 34, 35 and 39 of the CFP, Policy 24 of the RNRP and the individual Community Plans address the recreational needs of Washington County’s residents and visitors.

Ordinance No. 900 does not amend the applicable Plan policies and strategies, or CDC sections, related to recreational needs. Plan compliance with Goal 8 is maintained with the amendments made by Ordinance No. 900.

Ordinance No. 900 amends the TSP to add the Council Creek Regional Trail alignment to the Pedestrian System Map and remove the existing Trail Refinement Area for the East-West portion of corridor, which help to further enhance Washington County’s recreational opportunities. CCRT is envisioned a multiuse pathway for people to bike, hike, roll and stroll between Hillsboro and downtown Forest Grove. Neighboring communities are excited about the benefits of this new pathway, including:

- Car-free travel, reducing climate impact and lowering transportation costs for all.
- An alternative to TV Highway ideal for people of all ages and abilities—for fun, fitness, getting to work, running errands, or catching a bus or MAX.
- A feature for business districts and neighborhoods along the trail.

Goal 9 – Economic Development

This goal requires the provision of adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of citizens.

Finding: Policy 20 of the CFP and Policies 15, 16, 20 and 21 of the RNRP set out the County’s policies to strengthen the local economy. The CDC contributes to a sound economy by providing standards that facilitate development in an orderly and efficient fashion. Ordinance No. 900 does not amend the applicable Plan policies and strategies, or CDC sections, related to strengthening the local economy as required by Goal 9.

Goal 10 – Housing

This goal requires the provision of housing, including adequate numbers of units within a range of prices, types and densities that provide realistic options to meet citizen needs.

Finding: Policies 21, 22, 23 and 24 of the CFP, and Policies 19, 25 and 26 of the RNRP address the provision of housing in the urban and rural areas of the county. The CDC contributes to the provision of adequate housing by establishing standards that facilitate development in an orderly and efficient fashion. Ordinance No. 900 does not amend the applicable Plan policies

and strategies, or CDC sections related to housing, therefore compliance with Goal 10 is maintained with the amendments made by Ordinance No. 900.

Goal 11 – Public Facilities and Services

This goal requires a plan for the orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: Policies 15, 25, 26, 27, 28, 29, 30 and 31 of the CFP, and Policy 22 of the RNRP address the provision of public facilities and services in the urban and rural areas of unincorporated Washington County. The CDC requires that adequate public facilities and services be available for new development. Ordinance No. 900 does not amend the applicable Plan policies and strategies, or CDC sections related to Public Facilities and Services. The amendments are consistent with the County’s acknowledged policies and strategies for the provision of public facilities and services as required by Goal 11.

Goal 12 – Transportation

This goal requires the provision and encouragement of a safe, convenient, multimodal, and economic transportation system.

Finding: Policy 32 of the CFP, Policy 23 of the RNRP and the TSP describe the transportation system necessary to accommodate the transportation needs of Washington County. Implementing measures are contained in the TSP, Community Plans, and the CDC. Ordinance No. 900 amends the TSP. These amendments improve consistency with other adopted or acknowledged planning efforts and are consistent with the County’s acknowledged policies and strategies for the provision of transportation facilities and services as required by Goal 12 (the Transportation Planning Rule or TPR, implemented via OAR Chapter 660, Division 12). Brief summaries of the applicable TPR provisions followed by findings of compliance are contained in Part 3 of this findings document.

Goal 13 – Energy Conservation

Goal 13 requires developed land uses to be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Finding: Policies 35, 36, 37, 38, 39 and 40 of the CFP, and Policy 25 of the RNRP address energy conservation in the urban and rural areas of unincorporated Washington County. The CDC implements the energy conservation policies by establishing standards that promote energy efficient development, especially in Article IV (Development Standards). Ordinance No. 900 did not amend the applicable Plan policies and strategies, or CDC sections related to energy conservation, therefore compliance with Goal 13 is maintained with the amendments made by Ordinance No. 900. The amendments are consistent with the County’s acknowledged policies and strategies for promoting energy conservation as required by Goal 13.

Goal 14 – Urbanization

Goal 14 requires provisions for the orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside UGBs, to ensure efficient use of land, and to provide for livable communities.

Finding: Policies 13, 14, 16, 17, 18, 19, 41 and 42 of the CFP address urbanization within the regional UGB. The CDC implements the urbanization policies by establishing standards to promote appropriate urban development. The Community Plans implement the urbanization policies by designating sufficient land for appropriate development. Ordinance No. 900 did not amend the applicable Plan policies and strategies, or CDC sections related to urbanization, therefore compliance with Goal 14 is maintained with the amendments made by Ordinance No. 900. The amendments are consistent with the County’s acknowledged policies and strategies for urbanization as required by Goal 14.

Part 3: TRANSPORTATION PLANNING RULE (OAR CHAPTER 660, DIVISION 12) FINDINGS

660-012-0000 Establishes the purpose of the Transportation Planning Rule.

FINDING: Ordinance No. 900 amends the Washington County’s Transportation System Plan (TSP) consistent with all applicable provisions of Division 12. OAR 660-012-0000 contains no applicable criteria or requirements related to Ordinance No. 900.

660-012-0005 Pertains to the definition of terms used in other Transportation Planning Rule sections.

FINDING: OAR 660-012-0005 contains no applicable criteria or requirements related to Ordinance No. 900.

660-012-0010 Defines transportation planning in Oregon as divided into two phases: Transportation System Planning and Project Development. OAR 660-012-0010 applies statewide.

FINDING: OAR 660-012-0010 contains no applicable criteria or requirements related to Ordinance No. 900.

Washington County follows the two-phase process described in OAR 660-012-0010(1).

- The first phase of planning is the adoption or amendment of the TSP. Washington County has an acknowledged TSP consistent with the Regional Transportation Functional Plan adopted by A-Engrossed

Ordinance No. 768 and A-Engrossed Ordinance No. 783 in 2013 and 2014 respectively.

- The second phase is implementing projects identified on the TSP consistent with OAR 660-012-0045 and OAR 660-012-0050.

OAR 660-012-0010(2) allows for components of other plans to be incorporated by reference into the TSP. Ordinance No. 900 does not incorporate new planning documents or change those currently incorporated.

Ordinance No. 900 identifies several bicycle and pedestrian plan changes indented to provide plan for a convenient bicycle and pedestrian circulation, consistent with OAR 660-012-0010(3).

660-012-0011 Defines the applicable Transportation Planning Rules based on the urban or rural designation of the land affected by the plan amendment, OAR 660-012-0011 applies statewide.

- FINDING:** Ordinance No. 900 contains amendments to portions of Washington County within the Metro Urban Growth Boundary (UGB) and on rural lands. Therefore, all rules of division 12 apply as follows:
- As described in OAR 660-012-0011(1) OAR 660-012-0000, OAR 660-012-0005, OAR 660-012-0010, OAR 660-012-0011, OAR 660-012-0050, OAR 660-012-0060, OAR 660-012-0065, and OAR 660-012-0070 apply statewide and throughout Washington County.
 - OAR 660-012-0011(6) provides that different rules apply in different parts of Washington County, as follows:
 - As described in OAR 660-012-0011(2)(c), OAR 660-012-0012 and OAR 660-012-0100 through OAR 660-012-0920 apply inside the Metro UGB, and
 - As described in OAR 660-012-0011(3), OAR 660-012-0010 through OAR 660-012-0045 and OAR 660-012-0055 apply outside of the Metro UGB.

660-012-0012 Establishes the effective dates for the transition of the Transportation Planning Rule to the Climate Friendly and Equitable Communities update adopted in 2022 and provides for processes by which interim updates may be adopted. OAR 660-012-0012 applies both inside and outside Metro UGB in Washington County.

- FINDING:** Ordinance No. 900 is consistent with the provisions of OAR 660-012-0012(2)(b).
- OAR 660-012-0012(1) establishes that the rules are now in effect, except as provided in this rule.
 - OAR 660-012-0012(2)(b) provides that Washington County may make interim updates to the TSP using the requirements in OAR 660-012-0015 if:

- The interim update is not a major transportation system plan update as provided for under OAR 660-012-0105, and
- The County has submitted notice of the proposed change (as provided in OAR 660-018-0020) no later than June 30, 2027.
- Ordinance No. 900 fulfills both criteria and therefore is classified as an interim update, as provided for in OAR 660-012-0012(2)(b).
- OAR 660-012-0012(2)(b) provides that: “Interim updates must comply with applicable requirements in this division within the scope of the transportation system plan amendment but need not bring the entire transportation system plan in compliance with all applicable regulations.” Ordinance No. 900 amends the following elements of the Washington County TSP:
 - Refinement Areas (consistent with OAR 660-012-0190),
 - Pedestrian System Map (consistent with OAR 660-012-0510),
 - Bicycle System Map (consistent with OAR 660-012-0610).
 - Transit System Map (consistent with OAR 660-012-0710), and
 - Roadway System Functional Classification Map and Lane Numbers Map (consistent with OAR 660-012-0810).
 - None of the Roadway System amendments qualify for the enhanced review of select roadway projects (consistent with OAR 660-012-0830).
 - Specifics of how the amendments are consistent with each element listed are discussed under each rule below.
- OAR 660-012-0012(3) provides a process that counties may utilize in lieu of the effective dates listed in OAR 660-012-0012(4). Washington County has availed itself of this process and alternative dates have been granted for two components of OAR 660-012-0012(4) as discussed below.
- OAR 660-012-0012(4) provides applicable dates for compliance with the Transportation Planning Rule amendments of July 2022 as follows:
 - OAR 660-012-0012(4)(a) Does not apply to Washington County.
 - OAR 660-012-0012(4)(b) Requires Washington County to comply with the provisions of OAR 660-012-0215 “upon adoption of a major update to the local transportation system plan.” This rule previously required compliance with OAR 660-012-0215 by June 30, 2025, unless an alternative date has been granted. DLCDC Director Bateman approved Washington County’s request for an alternative date of June 30, 2027, on June 13, 2023. Ordinance No. 900 is an interim TSP amendment and not a major TSP update, therefore, this section does not apply.
 - OAR 660-012-0012(4)(c) Requires compliance with OAR 660-012-0310 for jurisdictions subject to the rule. OAR 660-012-0310(1)(a) excludes Washington County from compliance with OAR 660-012-0310, OAR 660-012-0315, and OAR 660-012-0320.

- OAR 660-012-0012(4)(d) Requires Metro to amend its Urban Growth Management Functional Plan, to require Washington County to adopt boundaries for regional and town centers identified on Metro’s 2040 Growth Concept map by December 31, 2025.
- OAR 660-012-0012(4)(e) Requires Washington County to comply with the requirements of OAR 660-012-0330 no later than the date of adoption of a major TSP update. Ordinance No. 900 is an interim TSP amendment and not a major TSP update, therefore, this section does not apply.
- OAR 660-012-0012(4)(f) Requires Washington County to adopt Community Development Code (CDC) amendments to meet the requirements of OAR 660-012-0400, 0405, and 0415 through 0450 no later than June 30, 2023, unless an alternative date has been granted. DLCD Director Bateman approved an alternative date of December 31, 2024, for Washington County on June 13, 2023.
- OAR 660-012-0012(4)(g) applies exclusively to cities, and therefore, is not applicable to Washington County.
- OAR 660-012-0012(5) provides applicable dates for compliance with the Transportation Planning Rule amendments of July 2022 as follows:
 - OAR 660-012-0012(5)(a) Identifies that the provisions of OAR 660-012-0210 take effect on December 31, 2027.
 - OAR 660-012-0012(5)(b) and (c), as discussed above under OAR 660-012-0012(4)(c) these subsections pertain to rules that are not applicable to Washington County.
 - OAR 660-012-0012(5)(d) The provisions of OAR 660-012-0410 requiring the implementation of electric vehicle charging capacity apply exclusively to cities.
 - OAR 660-012-0012(5)(e) The provisions of OAR 660-012-0430 and 0440 took effect on building applications submitted within urban unincorporated Washington County after December 31, 2022. Washington County is implementing the State Rules directly until such time as appropriate CDC amendments are adopted consistent with the requirements of OAR 660-012-0012(4)(f). DLCD Director Bateman approved an alternative date of December 31, 2024, for Washington County on June 13, 2023.
 - OAR 660-012-0012(5)(f) takes effect December 31, 2029.
 - OAR 660-012-0012(5)(g) takes effect upon adoption of a major update to the TSP. Ordinance No. 900 is an interim TSP amendment and not a major TSP update, therefore, this section does not apply.
- OAR 660-012-0012(6) is not applicable to Ordinance No. 900.
- OAR 660-012-0012(7) Requires compliance with OAR 660-012-0900, with the first report due May 1, 2024. OAR 660-012-0900(1) and OAR 660-012-0900(2) states in part that “Cities and counties within the planning area of Metro are

not required to report directly to the department as provided in this rule.” Washington County will work with Metro, as necessary, to comply with this rule. OAR 660-012-0900 contains no applicable criteria or requirements related to Ordinance No. 900.

660-012-0015 Establishes the requirements for the preparation and amendment of transportation system plans.

- FINDING:** Ordinance No. 900 complies with the applicable requirements for preparation, coordination, and adoption of TSP’s.
- OAR 660-012-0015(1) applies exclusively to ODOT.
 - Washington County has an acknowledged TSP consistent with the Regional Transportation Functional Plan adopted by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783 in 2013 and 2014 respectively. The acknowledged TSP complies with OAR 660-012-0015(2) and OAR 660-012-0015(3).
 - As provided in OAR 660-012-0015(4) Ordinance No. 900 amends the TSP and is incorporated as part of Washington County’s Comprehensive Plan. Ordinance No. 900 refines and makes incremental, interim, adjustments to the transportation solutions and needs.
 - The preparation of Ordinance No. 900 followed the process in place for the development of A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783 and was closely coordinated with affected government agencies and service providers.
 - The preparation of Ordinance No. 900 was closely coordinated with affected government agencies and service providers. The amendments are consistent with the Regional Transportation Plan (RTP), the Oregon Highway Plan (OHP) and TriMet’s Transit Development Plan update, Forward Together.
 - The purpose of Ordinance No. 900 is to provide an interim update to Washington County’s TSP to reduce potential conflicts between various ongoing planning efforts consistent with the requirements of OAR 660-012-0015(7).

660-012-0020 Describes the elements that TSPs must contain.

- FINDING:** Ordinance No. 900, together with previously adopted and acknowledged comprehensive plan and CDC provisions, includes all the elements required by the Transportation Planning Rule and amends the TSP consistent with the requirements in OAR 660-012-0020 as described below:
- Washington County has an acknowledged TSP consistent with the Regional Transportation Plan adopted by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783 in 2013 and 2014 respectively.

- As discussed under OAR 660-012-0030 below, A-Engrossed Ordinance No. 783 included a needs assessment. Consistent with the requirements of OAR 660-012-0020(2)(a).
- The adopted TSP contains the layout and standards for major roadways. The layout and standards for the spacing and extension of local streets and neighborhood routes is controlled by Article V of the CDC. Taken together, the TSP and CDC provide for roadway plan consistent with the requirements of OAR 660-012-0020(2)(b). These standards are not amended by Ordinance No. 900.
- Ordinance No. 900 amends the roadway element of the TSP for Washington County. The amendments to the TSP are consistent with Metro's RTP. The roadway amendments of Ordinance No. 900 were initiated by municipalities within Washington County. The amendments in Ordinance No. 900 are intended to improve the consistency with adopted city plans.
- The adopted TSP contains the layout and standards for transit consistent with all the provisions of OAR 660-012-0020(2)(c). Ordinance No. 900 amends the Public Transportation System Map based on coordination with TriMet and other transit service providers and revised transit planning and assumptions consistent with OAR 660-012-0020(2)(c)(C).
- Ordinance No. 900 amends the adopted TSP to incorporate several adjustments and clarifications to the pedestrian and bicycle network consistent with current plans for these facilities as described by OAR 660-012-0020(2)(d).
- A-Engrossed Ordinance No. 783 updated the air, rail, water, and pipeline elements of the Washington County TSP consistent with the requirements of OAR 660-012-0020(2)(e). These elements have not been amended by Ordinance No. 900.
- A-Engrossed Ordinance No. 783 updated the transportation system management element of the Washington County TSP consistent with the requirements of OAR 660-012-0020(2)(f). This element has not been amended by Ordinance No. 900.
- As discussed below under OAR 660-012-0045, the Washington County CDC implements many of the policies of the TSP and the regional parking requirements under the Regional Transportation Functional Plan, consistent with the requirements of OAR 660-012-0020(2)(g) and (h).
- A-Engrossed Ordinance No. 783 updated the transportation funding element of the Washington County TSP consistent with the requirements of OAR 660-012-0020(2)(i). This element has not been amended by Ordinance No. 900.
- Appropriate inventories of transportation facilities informed the update of the Washington County TSP. These inventories were included in the existing conditions report for the TSP update adopted by R&O 14-113 at the same

time as the A-Engrossed Ordinance No. 783 and included all the facilities listed in OAR 660-012-0020(3). These inventories are maintained for accuracy and have not been amended by Ordinance No. 900.

- Resolution and Order No. 14-113 adopted Oct. 7, 2014, at the same time as A-Engrossed Ordinance No. 783, provided an inventory and general assessment of existing conditions appropriate for the planning decisions made by the TSP. Resolution and Order No. 14-113 serves as the technical appendix to the TSP and includes all the elements described in OAR 660-012-0020(3).

660-012-0025 This rule describes the requirements for Goal compliance and refinement plans, applicable to the rural area.

- FINDING:** Ordinance No. 900 complies with the applicable provisions of 660-012-0025 as demonstrated by the following facts:
- As described in OAR 660-012-0025(1), the Washington County TSP serves as the land use decision regarding the need, mode, size, function, and general location of transportation facilities, except for refinement areas.
 - These findings serve as findings of compliance with the applicable statewide planning goals for Ordinance No. 900 consistent with the provisions of OAR 660-012-0025(2). Previously adopted elements of the comprehensive plans also provided findings. Chapter X of the County Charter sets forth specific requirements for citizen involvement during review and adoption of land use ordinances. The County has utilized these requirements for the adoption of Ordinance No. 900. The findings contained herein satisfy the requirement of OAR 660-012-0025(2) and have been adopted in conjunction with Ordinance No. 900.
 - OAR 660-012-0012(3) contains similar provisions to those found in OAR 660-012-0190(1). The provisions of OAR 660-012-0012(3) apply outside the Metropolitan area, while the provisions in OAR 660-012-0190(1) apply in the Metropolitan area. Ordinance No. 900 includes several refinement area changes, including a change in the rural area.
 - Ordinance No. 900 includes several refinement area changes consistent with the provisions of OAR 660-012-0025(3) and OAR 660-012-0190(1) as follows:
 - Exhibit 1, pages 20 and 21 remove the SW 124th Avenue Refinement Area. The SW 124th Avenue Refinement Area was added to the TSP in 2012 by A-Engrossed Ordinance No. 750 in support of an ongoing planning for improvements to serve the area. At that time, a preferred alternative for the project was being advanced; however, the refinement area was included to accommodate a broader set of potential solutions. The roadway was completed and opened to traffic in 2018, the refinement area is no longer necessary.

- Exhibit 1, pages 19 and 21 remove the NW Schaaf Road Extension Refinement Area. The NW Schaaf Road Refinement Area was evaluated in conjunction with urban land development in the area. As result of the planning the city of Hillsboro removed the refinement area with the adoption of the city TSP update in 2022. The lane number change to NW West Union Road shown on Exhibit 1, page 11 provides the recommended solution to the refinement area.
- Exhibit 2, page 2, adds the Highway 217 overcrossing Trail Refinement Area.
 - The Highway 217 overcrossing connection is identified as a need on the city of Tigard TSP update in 2022 and shown as a Refinement Area on the city's pedestrian and bicycle network maps.
 - The multimodal crossing was studied in conjunction with the Southwest Corridor Light Rail Transit Draft Environmental Impact Statement. The city TSP determined the trail serves an independent utility and is needed to connect the Tigard triangle to the Tigard Town Center.
 - This Refinement Area identifies the need for the connection, and as a trail would serve pedestrian and bicycle modes, but not automobiles or freight. The opportunity to provide a transit connection as part of the same overcrossing may be considered further during future evaluation of regional High Capacity Transit in the Southwest Corridor.
 - The location of this trail connection cannot be determined at this time due to the physical and environmental constraints in the area.
 - Additional study of the alignment is to be conducted during future assessment of transit and multimodal opportunities in the regional Southwest High Capacity Transit corridor. The trail connection is also like to be considered further during project development for the Red Rock Creek Trail. Furthermore, opportunities for the trail connection would be considered during any development review for city of Tigard properties nearby.
- Exhibit 2, page 7, removes the Council Creek Trail Refinement Area. The Council Creek Regional Trail Refinement Area planning has been completed and page Exhibit 2, page 5 adds the Regional Trail alignment.
- Exhibit 2, page 8, removes the Fanno Creek Trail Refinement Area. The city of Tigard recently completed its Fanno Creek Trail Alignment Study which identified the route for the last remaining unbuilt section

of the Fanno Creek Trail within Tigard, between Bonita Road and the Tualatin River. Exhibit 2, page 2, adds the Regional Trail alignment consistent with the refinement plan.

- Exhibit 2, page 29, adjusts the Southwest Corridor High Capacity Transit study corridor. The adjustments reflect the Locally Preferred Alternative, and the adopted Draft Environmental Impact Statement. The refined alignment was included in the 2020 regional bond measure that failed to pass. The adjustment to the Southwest Corridor Transit study corridor reflects the current Regional Transportation Plan and updates the refinement area to match.
- Each of these changes to the refinement areas is consistent with the requirements of both OAR 660-012-0025(3) and OAR 660-012-0190(1). Therefore, Ordinance No. 900 is consistent with the requirements of OAR 660-012-0025(3) and OAR 660-012-0190(1) as they pertain to an interim TSP update described in OAR 660-012-0012(2)(b).

660-012-0030 The provisions of this rule set forth how needs shall be identified in TSPs.

- FINDING:** A-Engrossed Ordinance No. 783 identified transportation needs as required by OAR 660-012-0030. Ordinance No. 900 does not amend the analysis. The RTP analysis updated in 2018 and adopted city TSP updates, based on the revised RTP, have identified incremental adjustments. Ordinance No. 900 responds to the city's adjustments to ensure coordinated system planning.
- Washington County's transportation system needs are identified by A-Engrossed Ordinance No. 783. Ordinance No. 900 adjusts plan designations based on the recommendations adopted by city TSPs consistent with the OHP and Metro's RTP.
 - The needs analysis included in A-Engrossed Ordinance No. 783 was based upon population and employment forecasts developed by Metro with local government participation (Exhibit 3 of A-Engrossed Ordinance No. 768 and Technical Appendix). Ordinance No. 900 does not change this analysis.
 - City plan amendments updated the analysis consistent with the 2018 RTP. These updated analyses have been used to inform the amendments adopted by Ordinance No. 900. No inconsistencies between the city analysis and the analysis documented in the County TSP Technical Appendix (adopted by Resolution and Order No. 14-113) has been discovered.
 - The changes in Ordinance No. 900 serve to align Washington County's TSP with the adopted city plan designations.
 - A-Engrossed Ordinance No. 783 and city TSPs demonstrated that the analysis is consistent with the requirements for vehicle miles traveled (VMT) reduction set forth in OAR 660-012-0045 and OAR 660-012-0035(4).

660-012-0035 This rule concerns how the transportation system alternatives analysis was performed.

- FINDING:** Washington County has an acknowledged TSP consistent with the Transportation Planning Rule provisions of 660-012-0035 adopted by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783 in 2013 and 2014 respectfully.
- The Technical Appendix (adopted by Resolution and Order No. 14-113) to Washington County’s TSP provides an evaluation of system alternatives to meet identified needs. The adopted TSP relied upon the evaluation to consider the system and address needs. In many cases the evaluation determined that while standards were not being achieved, the impact and cost of additional improvements were not warranted. These deficiency areas are noted in the Technical Appendix.
 - The system evaluation and alternatives assessment from the previously adopted TSP, comply with all the provisions of OAR 660-012-0035. These previously adopted system evaluations and alternatives continue to apply and serve as the foundation from which amendments or changes to the plan are considered.
 - City and other plans adopted since the 2018 RTP have identified roadway designation changes and other adjustments to local plans and recommendations for County facilities. The changes in Ordinance No. 900 serve to align Washington County’s TSP with these plans.
 - The city plan amendments have been adopted and acknowledged consistent with the requirements of OAR 660-012-0035(1) and (2). The city assessments function as subarea updates to the countywide system evaluation consistent with the requirements of this rule.
 - Ordinance No. 900 makes incremental adjustments to the TSP responding to adopted city plan amendments and other planning processes.
 - No transportation uses or improvements listed in OAR 660-012-0065(3)(d) to (g) and (o) are included in Ordinance No. 900. Therefore, no criteria or assessment of needs associated with OAR 660-012-0035(4) through (6) is necessary.

660-012-0040 This rule requires that a TSP include a transportation financing program and sets forth what such a program is required to include.

- FINDING:** Ordinance No. 900 does not amend or otherwise impact the funding element of the previously adopted and acknowledged TSP.

660-012-0045 This rule concerns how a TSP is implemented.

FINDING: Ordinance No. 900, together with previously adopted and acknowledged ordinances, is consistent with all the applicable provisions of OAR 660-012-0045. There are no other provisions in OAR 660-012-0045 that are required to be addressed as part of these findings.

660-012-0050 This rule concerns transportation project development.

FINDING: Washington County has an acknowledged TSP adopted by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783 in 2013 and 2014 respectively, consistent with the provisions of OAR 660-012-0050. Ordinance No. 900, together with previously adopted and acknowledged ordinances, fully implements all the applicable provisions of OAR 660-012-0050.

- Transportation projects identified in the TSP must be reviewed through a CDC process prior to implementation as a public improvement.
- The CDC provides a consolidated review process for land use decisions permitting transportation projects consistent with the provisions of OAR 660-012-0050(3)
- As provided in OAR 660-012-0050(3)(b) transportation improvements required to comply with OAR 660-012-0065 and / or ORS 215.296 are also subject to the CDC which implements a process consistent with the requirements of ORS 215.296.

660-012-0055 This rule sets forth timelines for adoption of the TSP.

FINDING: Ordinance No. 900, together with previously adopted and acknowledged ordinances, is consistent with the applicable provisions of OAR 660-012-0055. There are no provisions in OAR 660-012-0055 that are required to be addressed as part of these findings.

660-012-0060 This rule sets forth requirements for plan and land use regulation amendments.

FINDING: OAR 660-012-0060 is not applicable to Ordinance No. 900 as it does not amend any land use designations or regulations.

660-012-0065 This rule identifies the “transportation facilities, services and improvements” that may be permitted on rural lands without a goal exception.

FINDING: Washington County has an acknowledged TSP adopted by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783 in 2013 and 2014 respectively, consistent with all the Transportation Planning Rule provisions.

Ordinance No. 900, together with previously adopted and acknowledged ordinances, fully implements all the applicable provisions of OAR 660012-0065 as detailed in the following findings of fact:

- Ordinance No. 900, Exhibit 2, page 5, shows the alignment of the Council Creek Regional Trail. This trail would be located on lands in both the urban area and the rural area. The Council Creek Regional Trail is planned to follow a former railroad alignment through Exclusive Farm Use lands designated as Rural Reserve between Cornelius and Hillsboro.
- OAR 660-012-0065(3) lists improvements that may be permitted on rural lands without a goal exception.
 - The Council Creek Regional Trail is consistent with OAR 660-012-0065(3)(h) which identifies that “Bikeways, footpaths and recreation trails not otherwise allowed as a modification or part of an existing road” are allowed.
 - Therefore, the Washington County TSP is allowed to advance the Council Creek Regional Trail as a conditional use as provided by OAR 660-012-0065(3)(h).
- OAR 660-012-0065(5) indicates that transportation improvements listed in OAR 660-012-0065(3) as conditionally allowed by ORS 215.213(10) must complete the requirements of ORS 215.296 for approval. OAR 660-012-0065(5) identifies certain categories of improvements in OAR 660-012-0065(3)(d) to (g) and (o) must also address the requirement listed in the section.
 - The Council Creek Regional Trail is consistent with OAR 660-012-0065(3)(h) and therefore is not required to complete the additional analysis for uses listed in subsections (3)(d) to (g) and (o) before inclusion in the TSP.
- Staff notes that as described above in OAR 660-012-0050(3).
 - Every transportation project identified in the TSP must be reviewed and approved through a Community Development Code (CDC) process, or similar city land use approval process, prior to implementation.
 - The Washington County CDC provides a consolidated review process for land use approval and permitting transportation projects consistent with the provisions of OAR 660-012-0050(3).
 - As provided in OAR 660-012-0050(3)(b) transportation improvements required to comply with OAR 660-012-0065 and / or ORS 215.296 are also subject to CDC provisions which implement a process that addresses the requirements of ORS 215.296.
- Ordinance No. 900 identifies no other transportation improvements or service changes in the rural area and therefore fully complies with all the provisions of OAR 660-012-0065.

660-012-0070 This rule identifies the requirements for exceptions to Goals 3, 4, 11 or 14 for transportation improvements on rural lands that do not meet the requirements of OAR 660-012-0065.

FINDING: This rule is not applicable to Ordinance No. 900. No rural transportation improvements or services that would require an exception to state planning goals been identified in this ordinance.

660-012-0105 This rule pertains to Transportation System Plan updates.

FINDING: OAR 660-012-0012(2)(b) provides for an interim update of the TSP before adopting a major update consistent with the requirements of OAR 660-012-0100 through OAR 660-012-0920, provided that the interim update is not a major TSP update as identified in this rule.

- OAR 660-012-0105(2) defines a major TSP update as any update that:
 - Includes a change to the horizon year of the plan,
 - Is adopted after January 1 of the plan’s horizon year, or
 - Adds a facility authorized as provided in OAR 660-012-0830.
- Ordinance No. 900 updates Washington County’s TSP. Washington County has an acknowledged TSP consistent with the Regional Transportation Functional Plan adopted by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783 in 2013 and 2014 respectively. The acknowledged TSP was informed by a forecast of population and employment for 2035 as documented in the technical appendix (adopted by Resolution and Order No. 14-113). Ordinance No. 900 does not change the horizon year and was adopted prior to January 1, 2035. Therefore, Ordinance No. 900 is not a major TSP update as defined by OAR 660-012-0105(2)(a) or (b).
- As discussed below, under OAR 660-012-0830, Ordinance No. 900 does not add any facility that would require authorization under OAR 660-012-0830. Therefore, Ordinance No. 900 is not a major TSP update as defined by OAR 660-012-0105(3).
- Therefore, Ordinance No. 900 is not a Major TSP update as defined by OAR 660-012-0105 and the changes in Ordinance No. 900 are allowed as an interim TSP update pursuant to OAR 660-012-0012(2)(b).

660-012-0190 This rule pertains to Transportation System Refinement plans.

FINDING: As discussed above under OAR 660-012-0025, Ordinance No. 900 addresses several refinement area changes consistent with OAR 660-012-0190.

- The provisions of OAR 660-012-0190(1) are similar to the provision of OAR 660-012-0025(3). Where the provisions of OAR 660-012-0025 apply outside Metropolitan areas, and the provisions of OAR 660-012-0190 apply within

Metropolitan areas. Ordinance No. 900 includes several Refinement Area changes, including a change in the rural area.

- Ordinance No. 900 includes several refinement area changes consistent with the provisions of OAR 660-012-0025(3) and OAR 660-012-0190(1) as follows:
 - Exhibit 1, pages 20 and 21 remove the SW 124th Avenue Refinement Area. The SW 124th Avenue Refinement Area was added to the TSP in 2012 by A-Engrossed Ordinance No. 750 in support of an ongoing planning for improvements to serve the area. At that time, a preferred alternative for the project was being advanced; however, the refinement area was included to accommodate a broader set of potential solutions. The roadway was completed and opened to traffic in 2018, the refinement area is no longer necessary.
 - Exhibit 1, pages 19 and 21 remove the NW Schaaf Road Extension Refinement Area. The NW Schaaf Road Refinement Area was evaluated in conjunction with urban land development in the area. As result of the planning the city of Hillsboro removed the refinement area with the adoption of the city TSP update in 2022. The lane number change to NW West Union Road shown on Exhibit 1, page 11 provides the recommended solution to the refinement area.
 - Exhibit 2, page 2, adds the Highway 217 overcrossing Trail Refinement Area.
 - The Highway 217 overcrossing connection is identified as a need on the City of Tigard TSP update in 2022 and shown as a Refinement Area on the city's pedestrian and bicycle network maps.
 - The multimodal crossing was studied in conjunction with the Southwest Corridor Light Rail Transit Draft Environmental Impact Statement. The city TSP determined the trail serves an independent utility and is needed to connect the Tigard Triangle to the Tigard Town Center.
 - This Refinement Area identifies the need for the connection, and as a trail would serve pedestrian and bicycle modes, but not automobiles or freight. The opportunity to provide a transit connection as part of the same overcrossing may be considered further during future evaluation of regional High Capacity Transit in the Southwest Corridor.
 - The location of this trail connection cannot be determined at this time due to the physical and environmental constrains in the area.
 - Additional study of the alignment is to be conducted during future assessment of transit and multimodal opportunities in the regional Southwest High Capacity Transit Corridor. The trail

connection is also like to be considered further during project development for the Red Rock Creek Trail. Furthermore, opportunities for the trail connection would be considered during any development review for city of Tigard properties nearby.

- Exhibit 2, page 7, removes the Council Creek Trail Refinement Area. The Council Creek Regional Trail Refinement Area planning has been completed and Exhibit 2, page 5 adds the Regional Trail alignment.
- Exhibit 2, page 8, removes the Fanno Creek Trail Refinement Area. The city of Tigard recently completed its Fanno Creek Trail Alignment Study which identified the route for the last remaining unbuilt section of the Fanno Creek Trail within Tigard, between Bonita Road and Tualatin River. Exhibit 2, page 2, adds the Regional Trail alignment consistent with the refinement plan.
- Exhibit 2, page 29, adjusts the Southwest Corridor High Capacity Transit study corridor and eliminates the High Capacity connection to I-205. The adjustments reflect the Locally Preferred Alternative, and the adopted Draft Environmental Impact Statement. The refined alignment was included in the 2020 regional bond measure that failed to pass. The adjustment to the Southwest Corridor Transit study corridor reflects the current Regional Transportation Plan and updates the refinement area to match.
- Each of these changes to the refinement areas is consistent with the requirements of both OAR 660-012-0025(3) and OAR 660-012-0190(1). Therefore, Ordinance No. 900 is consistent with the requirements of OAR 660-012-0190(1) and OAR 660-012-0025(3) as they pertain to an interim TSP update described in OAR 660-012-0012(2)(b).

660-012-0510 Pertains to the requirements for Pedestrian System Planning.

FINDING: Ordinance No. 900, together with previously adopted and acknowledged ordinances, is consistent with the applicable provisions of OAR 660-012-0510, appropriate for an interim TSP update as provided in OAR 660-012-0012(2)(b).

The Washington County TSP contains a Pedestrian Element, updated by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783, in 2013 and 2014 respectively, as amended. Ordinance No. 900 updates the planned function and general location of several trails consistent with the requirements of OAR 660-012-0510.

- All roadways in urban unincorporated Washington County are required to be constructed to standard, as defined in the Road Design and Construction Standards adopted by Ordinance No. 738 in 2011. These standards are

consistent with the requirements of OAR 660-012-0510(2) and OAR 660-012-0510(3)(a):

- The Road Design and Construction Standards prescribe pedestrian facilities on both side of the roadway for every classification of urban roadway.
- The Road Design and Construction Standards prescribe that sidewalk curb ramps shall be provided at all corners of all intersections, regardless of curb type, and shall conform to the Standard Drawings. Grades and cross-slopes of sidewalks and crosswalks must meet ADA requirements.
- The Washington County TSP assumes maintenance responsibilities are consistent with ORS 368.910 and other applicable state rules concerning facility maintenance.
- OAR 660-012-0510(3)(b) and (d) apply exclusively to cities.
- Consistent with the requirements of OAR 660-012-0510(3)(c), A-Engrossed Ordinance No. 783 adopted an updated Pedestrian System Map identifying a network of pedestrian facilities. The Pedestrian Element prescribes multiple categories of enhanced pedestrian considerations, including:
 - Pedestrian / Bicycle Districts – these identify locations where higher use of pedestrian and cyclist facilities are either observed or intended.
 - Rural Pedestrian Activity Areas – located outside the UGB with a concentration of pedestrian activities.
 - Pedestrian Parkways – identify major urban thoroughfares (typically an arterial) that have the potential for significant pedestrian activity.
 - Streetscape Overlays – identify segments of urban roadway for which enhanced pedestrian facility dimensions and place-making amenities are encouraged.
 - Additional consideration for the alignment of TSP designations will occur with

As Metro Region 2040 Center (defined in OAR 660-012-0005(24)) boundaries are updated in response to the requirements of OAR 660-012-0012(4)(d) additional evaluation of the locations where TSP amendments are warranted can occur. The requirements of OAR 660-012-0012(4)(d) are prescribed to occur in 2024 with the County to comply with the changes by Dec. 31, 2025. Ordinance No. 900 provides an interim update to respond to existing planning efforts and does not yet respond to the 2024 Metro Region 2040 Center changes required by OAR 660-012-0012(4)(d).

None of the pedestrian system changes are anticipated to preclude plans for enhanced pedestrian environments within Metro Region 2040 Centers described by OAR 660-012-0510(3)(c).

- The requirements of OAR 660-012-0510(4) are related to off-street trail design. Trails identified on the Washington County TSP are generally constructed and operated by other entities (Tualatin Hills Park and Recreation District, city parks departments, etc.). Trail construction follows the design attributes established by the agency that will operate the trail. Ordinance No. 900 does not address trail design and therefore is not inconsistent with OAR 660-012-0510(4).
- Enhanced crossing locations in compliance with OAR 660-012-0510(5) are to be considered with a major TSP update and Ordinance No. 900 does not address enhanced crossing locations. However, the existing TSP does consider enhanced crossing locations.
 - The Washington County TSP includes Strategy 8.2.5 “Consider enhanced pedestrian crossings treatments at intersections and at other appropriate locations including school zones, commercial areas, major transit stops, trail crossings, Pedestrian Districts and warranted mid-block locations, using county-approved crossing treatments.”
 - The adopted Washington County TSP also includes enhanced crossings study corridors (resolution and order 14-113, page 4-23 through 4-28) that identifies locations where enhanced crossings should be considered.
 - These provisions are not inconsistent with OAR 660-012-0510(5).

660-012-0610 Pertains to the requirements for Bicycle System Planning.

FINDING: Ordinance No. 900, together with previously adopted and acknowledged ordinances, is consistent with the applicable provisions of OAR 660-012-0610, appropriate for an interim TSP update as provided in OAR 660-012-0012(2)(b).

The Washington County TSP contains a Bicycle Element, updated by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783, in 2013 and 2014 respectively, as amended.

- All county roadways are required to be constructed to standard, as defined in the Road Design and Construction Standards adopted by Ordinance No. 738 in 2011. The Road Design and Construction Standards prescribe bicycle facilities on both sides of the roadway for Arterial and Collector classification roadways. Urban roadways are to provide bicycle lanes while rural roadways are to provide suitable shoulders for bicycle travel.
 - The Road Design and Construction Standards are augmented by the Washington County Bicycle Facility Design Toolkit. The toolkit offers guidance to inform the application The Road Design and Construction Standards on a case-by-case basis. The Washington County urban

bicycle toolkit is consistent with the Urban Bikeway Design Guide, first edition, as described in OAR 660-012-0610(5)(a) and will be evaluated for an update in the context of a major TSP update. Ordinance No. 900 does not address bicycle system design parameters.

- All County Arterial and Collector roadways in the urban area, both inside and outside cities, are designated as Major Street Bikeways unless they are further designated as Enhanced Major Street Bikeways.
 - On roadways designated as Major Street Bikeways a minimum 6-foot bike lane, or a buffered bike lane, is generally considered sufficient to accommodate the needs of cyclists.
 - On roadways designated as Enhanced Major Street Bikeways, the enhanced bicycle facility is planned to exceed the minimum bicycle facility. An urban Arterial or Collector designated as Enhanced Major Street Bikeways, has, or is planned to have, buffered bike lanes or cycle tracks on one or both sides of the roadway.
 - Ordinance No. 900 adds the enhanced Major Street Bikeway designation to several streets.
- This network of Major Street Bikeways and Enhanced Major Street Bikeways meets the objectives of OAR 660-012-0610(2) through (4).

660-012-0710 Pertains to the requirements for Transit System Planning.

FINDING: Ordinance No. 900, together with previously adopted and acknowledged ordinances, is consistent with the applicable provisions of OAR 660-012-0710, appropriate for an interim TSP update as provided in OAR 660-012-0012(2)(b).

The Washington County TSP contains a Transit Element, updated by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783, in 2013 and 2014 respectively, as amended.

- Ordinance No. 900 provides an interim update to several transit designations to better align with recent transit service provider plans. The intent of these amendments is to provide consistency between the various transit plans.
 - A-Engrossed Ordinance No. 783 adopted a Transit System Map identifying a network of transit and transit supportive services and infrastructure, consistent with the requirements in OAR 660-012-0710. The TSP identifies transit supportive services and infrastructure and classifies the various types of transit including existing high-capacity transit and high-capacity transit study areas; frequent, regular, and peak period bus; interregional bus service and community connector service areas.

- A review of the transit categories required by OAR 660-012-0710 will be undertaken as part of a major TSP update. The existing categories are not inconsistent with the requirements and will not preclude adjustments to reflect the categories required by OAR 660-012-0710(1) and (2). Ordinance No. 900 serves as an initial step toward a major TSP amendment and provides alignment between the TSP and the transit service provider plans.
- Washington County requires a right-of-way permit for all work that occurs within the public right-of-way. The permit fees cover the expense of reviewing the proposed improvements for safety and compliance with standards, inspection, and acceptance of the improvements. Improvements are performed at the expense of the applicant; this process is consistent with the requirements of OAR 660-012-0710(3)(a).
- Washington County does not typically allow on-street parking on Arterials or Collectors where bus services generally operate. Washington County will consider on-street parking policy options responding to the requirements of OAR 660-012-0710(3)(b) as part of a major TSP update. Therefore, Ordinance No. 900 taken together with other adopted policies and procedures is compliant with the requirements of OAR 660-012-0710(3)(b).
- Ordinance No. 900 amends the Interregional Bus designations consistent with Interregional Bus provider plans consistent with the process identified in OAR 660-012-0710(4).

660-012-0810 Pertains to the requirements for Roadway System Planning.

FINDING: Ordinance No. 900, together with previously adopted and acknowledged ordinances, is consistent with the applicable provisions of OAR 660-012-0810, appropriate for an interim Washington County TSP update as provided in OAR 660-012-0012(2)(b).

- Washington County has an adopted and acknowledged TSP that was updated by A-Engrossed Ordinance No. 768 and A-Engrossed Ordinance No. 783, in 2013 and 2014 respectively. Ordinance No. 900 provides an interim update to the roadway element of the TSP.
 - A-Engrossed Ordinance No. 783 adopted a Functional Classification Map update and a Lane Numbers Map update identifying the need, mode, minimum and maximum size, function, and general location of a multimodal network of complete streets. The adopted Washington County TSP provides the Functional Classification Design Parameters table which supplies the maximum right-of-way width as well as the maximum paved width by functional classification for county roadways.
 - Ordinance No. 900 does not amend the Functional Classification Design Parameters table or otherwise address the size of roadways beyond map

designations. The adjustments to the Functional Classification Map and Lane Numbers Map update the function and size of several roadways consistent with other adopted plans. These changes establish a consistent framework with other existing plans.

- The Washington County Community Development Code (CDC) establishes the requirements for the creation of new local roadways.
 - The CDC Article IV, Section 408 provides for neighborhood circulation standards. These standards vary by geographic location based on the regional connectivity lands, and the pedestrian / bicycle districts adopted in the Washington County TSP.
 - The requirements establish block length standards and are consistent with the requirements of the Regional Transportation Function Plan as discussed elsewhere in these findings, and therefore are consistent with OAR 660-012-0810(2).
- Arterial and Collector roadways have been designated with a network of streetscape overlays and pedestrian parkways. These designations generally overlap Metro region 2040 centers and are not inconsistent with the requirements of OAR 660-012-0810(3) and (4).
- Ordinance No. 900 does not amend the designations for any freeways, and therefore is consistent with OAR 660-012-0810(5).
- Improvements to Washington County roadways are required to be consistent with the Road Design and Construction Standards adopted by Ordinance No. 738 in 2011.
 - These standards provide the operation of transit vehicles on both Arterials and Collectors and therefore are consistent with the requirements of OAR 660-012-0810(6)(a).
 - The adopted and acknowledged Washington County TSP identifies a roadway freight network of truck routes and over-dimensional truck routes, consistent with the provisions of OAR 660-012-0810(6)(b).
 - The Road Design and Construction Standards provide for the provision of both transit and freight vehicles on urban roadway. Such vehicles are similar in size and operation to agricultural machinery. Additional consideration of specific improvements and the needs of nearby land activities is considered during the project development process, as described in OAR 660-012-0050(3) and therefore also consistent with the requirements of OAR 660-012-0810(6)(c).

660-012-0830 This rule pertains to enhanced review of certain motor vehicle capacity improvements.

FINDING: Ordinance No. 900 contains no designations that would require enhanced review of motor vehicle capacity improvements as defined in OAR 660-12-0830 or elsewhere in the Transportation Planning Rule.

OAR 660-012-0012(2)(b) provides that interim amendments must comply “within the scope of the amendment” as provided in OAR 660-012-0105. OAR 660-012-0105(2)(c) provides that adding a facility that would require assessment under OAR 660-012-0830 would qualify as a major TSP amendment. Therefore, this section considers if any of the amendments in Ordinance No. 900 would require consideration under OAR 660-012-0830 and finds that none do so.

- OAR 660-012-0830(1) includes criteria that defines when roadway improvements authorized by the TSP must complete the additional review prior to authorization.

The facilities listed below were identified as potentially providing additional motor vehicle capacity. Other changes to the roadway element of the TSP in Ordinance No. 900 either reduce motor vehicle capacity or have no effect on the planned roadway capacity. The facilities listed below are compared to the applicable criteria in OAR 660-012-0830(1) to determine if they would require enhanced assessment under this rule:

- 25th Avenue: Cornell Road to Veterans Drive – 2/3 lanes to 4/5 lanes.
 - Much of this section is already completed to the revised designation.
 - The change is less than one-half-mile and therefore not subject to OAR 660-012-0830 as provided in OAR 660-012-0830(1)(a)(D).
 - A project developed to implement this change would be expected to result in a capital cost less than \$5 million dollars, and therefore would not need additional review as provided by OAR 660-012-0830(1)(b)(A).
- Brookwood Parkway: Evergreen Road to Shute Road – 4/5 lanes to 6/7 lanes.
 - This section has already been completed to the revised designation through intersection improvements.
 - The change is less than one-half-mile and therefore not subject to OAR 660-012-0830 as provided by OAR 660-012-0830(1)(a)(D).
 - A project developed to implement this change would be expected to result in a capital cost less than \$5 million dollars and therefore would not need additional review as provided by subsection OAR 660-012-0830(1)(b)(A).
- Butler Street: Century Boulevard to Cornell Road – 2/3 lanes to 4/5 lanes.
 - Much of this section is already completed to the revised designation.

- The change is less than one-half-mile and therefore not subject to OAR 660-012-0830 as provided by OAR 660-012-0830(1)(a)(D).
- A project developed to implement this change would be expected to result in a capital cost less than \$5 million dollars and therefore would not need additional review as provided by OAR 660-012-0830(1)(b)(A).
- Century Boulevard: Johnson Street to Alexander Street – 2/3 lanes to 4/5 lanes.
 - Much of this section is already completed to the revised designation.
 - The change is less than one-half-mile and therefore not subject to OAR 660-012-0830 as provided by OAR 660-012-0830(1)(a)(D).
 - A project developed to implement this change would be expected to result in a capital cost less than \$5 million dollars and therefore would not need additional review as provided by subsection OAR 660-012-0830(1)(b)(A).
- Main Street: 25th Avenue to 32nd Avenue – 2/3 lanes to 4/5 lanes.
 - The change is less than one-half-mile and therefore not subject to OAR 660-012-0830 as provided by OAR 660-012-0830(1)(a)(D).
- West Union Road: Century Boulevard to prior terminus of the proposed Westmark extension.
 - The change is less than one-half-mile and therefore not subject to OAR 660-012-0830 as provided by OAR 660-012-0830(1)(a)(D).
 - A project developed to implement this change would be expected to result in a capital cost less than \$5 million dollars and therefore would not need additional review as provided by subsection OAR 660-012-0830(1)(b)(A).

Furthermore, Ordinance No. 900 downgrades miles of roadways from 4/5 lanes to 2/3 lanes. The net result of Ordinance No. 900 is reduced motor vehicle capacity in the planned roadway system. The amendments are consistent with both the requirements and intent of OAR 660-012-0830.

Part 4: OREGON HIGHWAY PLAN FINDINGS

This section addresses the consistency of Ordinance No. 900 with the applicable policies of the Oregon Highway Plan (OHP). The OHP is an element of the Oregon Transportation Plan. The Board finds that the OHP applies to the amendments covered by these findings only to the extent noted in specific responses to the applicable elements of this plan, and that the amendments comply with the applicable goals and policies of the OHP.

Applicable OHP policies for a TSP update include:

1A, State Highway Classification System

Ordinance No. 900 amends the County’s Functional Classification Map. No new functional classifications are introduced and no changes inconsistent with State Highway Classifications have been made. Therefore, the TSP is consistent with the OHP.

1B, Land Use and Transportation

Ordinance No. 900 does not change any land use designations. Exhibit 4 of A-Engrossed Ordinance No. 783 and Exhibit 13 of A-Engrossed Ordinance No. 768 both address Active Transportation consistent with the land use and transportation planning requirements of the OHP. Taken together with the existing provisions of the CDC, the TSP as amended by Ordinance No. 900 continues to provide a coordinated land use and transportation system consistent with the OHP policy 1B.

1C, State Highway Freight System

Exhibit 6 of A-Engrossed Ordinance No. 768 established the Economic Vitality Goal of the TSP. Exhibit 3 of A-Engrossed Ordinance No. 783 updated the Freight System Element of the TSP, including a revised Roadway Freight Map. These are consistent with the requirements of the OHP. Ordinance No. 900 does not change these elements of the TSP.

1D, Scenic Byways

No Oregon Scenic Byways are located within Washington County. Therefore, Ordinance No. 900 is consistent with the requirements of the OHP.

1F, Highway Mobility Standards

Exhibit 2 of A-Engrossed Ordinance No. 783 identifies the roadway system Functional Classification and Lane Numbers Maps as adequate to meet anticipated travel needs. Technical Appendix 3 of the TSP (adopted by R&O 14-113) includes a Countywide Motor Vehicle Deficiency Evaluation. This evaluation included all ODOT and other facilities within Washington County and assessed the system performance based on the applicable mobility standards, including OHP mobility targets and standards, as well as the Regional Transportation Functional Plan (RTFP) interim mobility deficiency thresholds and operating standards.

The potential Deficiency Locations identified in Technical Appendix 3 require additional monitoring and system performance evaluation over time. For such locations, the ultimate decisions regarding the modes, function, and general locations of solutions; and potential development of alternative mobility measures and standards, are deferred to future refinement planning to be incorporated into the next major TSP update. Based on the system assessment, the TSP provides a plan for a transportation

system consistent with the requirements of the OHP. Ordinance No. 900 does not change these elements of the TSP.

1G, Major Improvements

A-Engrossed Ordinance No. 768 identified transportation improvement procedures. Article VII of the CDC controls the land use processes necessary when implementing transportation improvements. Together, these regulations provide a TSP consistent with the requirements of the OHP. Ordinance No. 900 does not change the major improvement process or requirements.

2G, Rail and Highway Compatibility

A-Engrossed Ordinance No. 768, Exhibit 5, Objective 2.2 encourages the safe and efficient operation of railroad facilities. Ordinance No. 900 does not change these requirements or propose any new rail crossings. The adopted and acknowledged TSP is consistent with the requirements of the OHP.

3A, Access Management

Article V of the CDC controls access spacing standards. Ordinance No. 900 makes no changes to the requirements and therefore is consistent with OHP classification and spacing standards.

3B, Medians

The County TSP does not identify any median locations or treatments. The Washington County Road Design and Construction Standards control the design and placement of medians on county roadways. Washington County R&O 10-107 adopted the County's Mid-Block Crossing Policy. These previously adopted documents are consistent with the OHP and have not been modified by Ordinance No. 900.

3C, Interchange Access Management Areas

Ordinance No. 900 does not make any changes to the previously adopted plan for any interchange area. Therefore, the TSP continues to be consistent with the requirements of the OHP.

3D, Deviations

Ordinance No. 900 does not make any requests for deviations to state highway standards. Therefore, the TSP continues to be consistent with the requirements of the OHP.

4A, Efficiency of Freight Movement

A-Engrossed Ordinance No. 783, Exhibit 3, adopted a Roadway Freight System Plan consistent with State Highway Freight System designations. Ordinance No. 900 does not change these designations. Therefore, the TSP continues to be consistent with the requirements of the OHP.

4D, Transportation and Demand Management

A-Engrossed Ordinance No. 768, Exhibit 10, Objective 5.4 and A-Engrossed Ordinance No. 783, Exhibit 5, adopted a Transportation Demand Management policy and system element that is consistent with the requirements of the OHP. Ordinance No. 900 does not change these elements of the TSP.

Part 5: METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN FINDINGS

Section 3.07.810 of Title 8 of Metro’s UGMFP requires County comprehensive plan changes be consistent with the UGMFP. This section addresses the consistency of Ordinance No. 900 with the applicable policies of Metro’s RTP. The Board finds that the RTP applies to the amendments covered by these findings only to the extent noted in specific responses to the applicable elements of this plan, as provided below, and that the amendments comply with the applicable goals and policies of the RTP. The following Ordinance No. 900 findings have been prepared to address Title 8 of the UGMFP.

Title 8 – Compliance Procedures

Title 8 sets forth Metro’s procedures for determining compliance with the UGMFP. Included in this title are steps local jurisdictions must take to ensure that Metro has the opportunity to review amendments to comprehensive plans. Title 8 requires jurisdictions to submit notice to Metro at least 35 days prior to the first evidentiary hearing for a proposed amendment to a comprehensive plan.

RESPONSE

Consistent with Title 8, a copy of proposed Ordinance No. 900 was sent Jan. 12, 2024, to Metro, 40 days prior to the first evidentiary hearing. Metro provided no comments on Ordinance No. 900.

Part 6: REGIONAL TRANSPORTATION PLAN FINDINGS

This section addresses the consistency of Ordinance No. 900 with the applicable policies of Metro’s Regional Transportation Plan (RTP). The Board finds that the RTP applies to the amendments covered by these findings only to the extent noted in specific responses to the applicable elements of this plan, as provided below, and that the amendments comply with the applicable goals and policies of the RTP.

Ordinance No. 900 amends the County’s TSP, consistent with Metro’s RTP, Regional Active Transportation Plan (RATP) and Title 2 “Development and Update of Transportation System Plans” of the RTFP, Sections 210, 220 and 230.

Ordinance No. 900 amends the existing TSP, including updates to the Roadway, Pedestrian, Bicycle and Transit Elements. The transportation system designations adopted in Ordinance No. 900 are consistent with the designations identified in Metro’s 2023 RTP. As described in the

Goal 12 findings above, the TSP maps as amended by Ordinance No. 881 continue to provide a system of transportation facilities and services adequate to meet identified transportation needs consistent with the RTP. Brief summaries of the applicable RTFP provisions and findings of compliance follow.

Title 1 This section identifies the requirements for Transportation System Design, including provisions for Complete Streets, the Transit System, Pedestrian System, Bicycle System, Freight System and system management and operations.

- FINDING:** The Washington County Road Design and Construction Standards, together with Ordinance No. 768 and A-Engrossed Ordinance No. 783, provide for a transportation system design consistent with all the requirements of Title 1 Ordinance No. 90 makes no adjustment to Street System Design, Bicycle System Design, Freight System Design or Transportation System Management and Operations and therefore these sections continue to be consistent with the Metro RTFP.
- Ordinance No. 900 updates the alignment and designation of several trails on the Pedestrian System Map consistent with regional trail designations. The updates enhance the planned active transportation system consistent with the requirements of RTFP 3.08.130.
 - Ordinance No. 900 identifies the specific location of several Regional Trails within previous Trail Refinement Areas identified on the Pedestrian System Map. The specific location of the planned Regional Trails enhances the planned active transportation system consistent with the requirements of RTFP 3.08.130.
 - Ordinance No. 900 identifies additional facilities as enhanced Major Street Bikeways on the Bicycle System Map. The additions enhance the planned active transportation system consistent with the requirements of RTFP 3.08.130.

Title 2 This section identifies the process for developing a TSP within the Metro region. Provisions include identification of transportation system performance, needs and solutions.

3.08.210 This section contains provisions regarding the assessment of transportation needs.

- FINDING:** Ordinance No. 900, as well as previously adopted and acknowledged ordinances, is consistent with the provisions.
- Ordinance No. 900 updates the transportation system elements consistent with the mobility principles identified in the 2023 RTP.
 - Ordinance No. 900 identifies several multimodal transportation facilities consistent with the needs identified in Chapter 8 of the 2023 RTP.