



TECHNICAL MEMORANDUM #2: VISION AND GOALS

Date: August 26, 2022
To: Project Management Team
From: Kittelson & Associates, Inc.
Subject: Vision and Goals (Task 1d)

Project #: 27387

Table of Contents

Introduction.....	1
State Goals, Policies, and Practices	1
Local Goals, Policies, and Practices	4
Proposed Vision and Goals.....	5
Next Steps.....	6
Appendices	6

Introduction

This memorandum documents the overarching vision for transit service and supporting goals that will help guide the selection of appropriate strategies later in the project to enhance transit service, facilities, and amenities. Establishing a vision and goals for the Transit Development Plan not only supports the process of plan development, but also guides ongoing decision-making beyond the plan development.

Key regional priorities and themes were identified based on a review of prior documents, including TSPs, the Oregon Public Transportation Plan, Statewide Transportation Improvement Fund (STIF) plans, and other relevant documents.

State Goals, Policies, and Practices

This section presents an overview of federal and state plans and identifies aspects of each plan relevant to transit planning in Umatilla County. The overview focuses on the policy-level guidance that the plans provide (e.g., goals, objectives, and policies) and the strategies or practices that they recommend.

Oregon Public Transportation Plan (2018)

- » The goals, policies, and strategies of the Oregon Public Transportation Plan (OPTP), a modal plan of the Oregon Transportation Plan, provide guidance to ODOT and public transportation agencies regarding the development of public transportation systems.
- » As articulated in the OPTP, the State's vision for public transportation is to provide a comprehensive, interconnected, safe, and reliable system with stable funding, which provides access and mobility between Oregon communities and encourages people to ride. It documents the State's interest in having a system that: provides appropriate service in each area of the state including urban, suburban, rural, and remote areas; allows people who do not drive to meet daily needs; and plays a vital role in improving livability and economic prosperity.
- » The OPTP goals and policies are extensive, organized around ideas of mobility; accessibility; community livability and vitality; equity; safety; health; sustainability; strategic investment; and coordination and collaboration.
- » Key themes in OPTP policies include: reliable and accessible transit service and transit information; enhanced coordination with other transit and transportation services; healthy options (active transportation modes) to accessing transit, access to health-supporting destinations, and reduction of pollution; and greater coordination and collaboration with other public agencies (e.g., for land use planning and permitting) and new partners who can help broaden and innovate transit's effectiveness.
- » Of particular relevance to Umatilla's transit planning is OPTP's call to address the "last mile" (how travelers get to and from a transit station or stop from their origin or destination) and sidewalks and curb ramps that are accessible and comply with the Americans with Disabilities Act (ADA).

Oregon Transportation Options Plan (2015)

- » The Oregon Transportation Options Plan (OTOP), an OTP topic plan, establishes policies, strategies, and programs that promote efficient use of existing transportation system investments, thereby reducing reliance on the single-occupancy vehicle and facilitating use of walking, biking, transit, and rideshare.
- » The OTOP establishes a statewide vision for transportation options (TO) in Oregon to provide travelers of all ages and abilities with options to access goods, services, and opportunities across the state. TO strategies and programs generally do not address capital infrastructure investments, but rather provide information and resources to allow people to access a full range of TO including walking, biking, and rolling, taking transit, driving, ridesharing, and telecommuting.
- » OTOP policies are organized by goals addressing safety, funding, accessibility, system efficiency, economy, health and environment, land use and transportation, equity, coordination, and information. Its policies are broadly supportive of transit.
- » The following policies are particularly relevant to Umatilla County transit planning: prioritization of multimodal connections to transit, particularly pedestrian and bicycle infrastructure; exploring incentives to increase transit use; identifying potential "mobility

hub”¹ opportunities; establishing park-and-rides; investing in transit infrastructure as cost-effective transportation infrastructure; directly engaging transportation-disadvantaged communities in order to assess their needs; and maximizing transit services for those most in need by partnering with human service providers.

Oregon Transportation Safety Action Plan

- » The Oregon Transportation Safety Action Plan (TSAP) is a multi-purpose plan implemented by multiple agencies that includes both a 20-year policy plan and a 5-year, federally compliant, Strategic Highway Safety Plan. It outlines the vision, goals, policies, and long-term strategies, as well as actions to achieve near-term opportunities for enhancing transportation safety in Oregon.
- » The TSAP envisions no deaths or life-changing injuries on Oregon’s transportation system by 2035. Its long-term goals, policies, and strategies are focused on changing safety culture and proactively planning, designing, operating, and maintaining a transportation system that eliminates fatalities and serious injuries.
- » TSAP policies and strategies address transit specifically in the following ways: work with transit service providers, ODOT, and researchers to evaluate infrastructure measures to improve safety for transit users; enhance the perception of transit use safety by identifying and implementing facility design, lighting, and related improvements; maximize the use of technology to improve safety; and prioritize transit corridors for safe transportation facilities and road crossings. The 2021 update also includes policies related to providing local entities with resources to offer programs and education based on local needs and issues, considering issues of equity.

Mobility as a Service White Paper (Trillium for ODOT, 2020)

- » The Mobility as a Service (MaaS) report offers insights into how MaaS will influence Oregon’s transportation system, and the authors – Trillium Solutions – provide preliminary MaaS recommendations for ODOT to consider. The primary purpose of the report is to inform future updates to the OTP and the OHP.
- » The report defines MaaS as “[a]n open marketplace that maximizes personal mobility in a way that reduces one’s need to rely on a privately-owned vehicle. Successful MaaS implementation integrates the suite of available transportation options into a single platform that enables on-demand trip planning, real-time information, and payment for seamless end-to-end journeys.”
- » The MaaS report identifies potential funding sources for MaaS strategies or programs – the Statewide Transportation Improvement Fund (STIF) and the Statewide Transit Network Program (STN). ODOT’s Public Transportation Division has access to discretionary funds from the STIF and TNP programs to support technological innovations for Oregon’s

¹ Mobility hubs are “places that provide connections between different types of transportation options, often including transit, micromobility, and on-demand services. Mobility hubs may be co-located with transit centers, secondary transit hubs, or places where routes intersect to facilitate easy transfers. Additional mobility options presented at these hubs expand access to transit, and hubs typically include physical and digital information that makes access to these services seamless and easy-to-navigate.” (Cascades East Transit, 2040 Transit Master Plan)

statewide public transit network. These funds may be awarded to transit providers throughout the state, which would help advance local, regional, or statewide goals or projects related to MaaS.

- » The report explores several transit-related services that are supported by MaaS tools and strategies, such as First and Last Mile projects, trip planning software/apps, transit data analysis tools, and payment platforms.
- » The report recommends several roles and recommendations for ODOT to support transit providers and transportation organizations through the adoption and utilization of MaaS. The recommendations are categorized under four major roles: ODOT as a partner and convener; ODOT as a policymaker; ODOT as an investor; and ODOT as a technical resource and data steward.

Local Goals, Policies, and Practices

Like the previous section, this section provides an overview of local plans and identifies aspects of each plan relevant to transit planning in Umatilla County, focusing on policy-level guidance that the plans provide and the strategies or practices that they recommend. Detailed information about the needs and goals identified in these plans is provided in Appendix A. Table 1 shows the reviewed plans and the relevant topics of their goals.

Table 1. Key Themes and Goals of Existing Plans

Goal Area	Equity	Health and Safety	Sustainability (Funding)	Mobility	Connectivity	Convenience	Coordination	Information, Marketing, and Technology
Umatilla County Coordinated Plan	X		X	X	X	X	X	X
Umatilla County Transportation System Plan, prepared alongside and using the same goals as:	X	X	X			X	X	
City of Weston Transportation System Plan								
City of Ukiah Transportation System Plan								
City of Stanfield Transportation System Plan								
City of Pilot Rock Transportation System Plan								
City of Helix Transportation System Plan								
City of Echo Transportation System Plan								
City of Athena Transportation System Plan								
City of Adams Transportation System Plan								
City of Hermiston Transportation System Plan		X	X	X		X	X	
Umatilla City Transportation System Plan		X	X					
City of Pendleton Transportation System Plan	X	X	X	X	X		X	
Milton-Freewater Transportation System Plan		X	X	X				

Proposed Vision and Goals

Based on the literature review, most plans at the state and local level focus on equity, health and safety, sustainability, mobility and convenience, and coordination. These themes guided the following vision and goals. The vision is as follows:

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

The goals are presented below.

- » Goal 1: **Equity** – Build a transit system that meets the needs of users of all backgrounds, including a range of age, ability, income, and more.
- » Goal 2: **Health and Safety** – Foster public health by increasing use of active travel and improving safe access to the outdoors, health care, healthy food, and similar healthy places.



- » Goal 3: **Mobility, Connectivity, and Convenience** – Improve service coverage throughout the County, increase frequency and hours of service, and provide connections within and beyond the county to access the places riders need to go.
- » Goal 4: **Sustainability** – Foster environmental, economic, and fiscal sustainability through transit investments.
- » Goal 5: **Coordination** – Collaborate with public and private partners to maximize services.
- » Goal 6: **Information, Marketing, and Technology** – Improve awareness of and ease of access to transit facilities.

Next Steps

The vision and goals were presented to the Project Management Team (PMT) and Advisory Committee (AC) for feedback and revisions. The revised vision and goals will be used to develop evaluation criteria aligned to the goals, ensuring that future service opportunities and recommended strategies are designed to achieve the vision for transit in Umatilla County.

Appendices

- A. Detailed Plan Needs and Goals



Umatilla County Transit Development Plan

A. Detailed Plan Needs and Goals

Umatilla County Coordinated Plan (2020)

The plan identifies the following goals for Umatilla County

- » Goal 1 – Preserve and Maintain Existing Services
- » Goal 2 – Continue to maintain, improve, and expand transit infrastructure
- » Goal 3 – Improve Driver Recruitment and Retention
- » Goal 4 – Make Information and Advertising Available in Spanish
- » Goal 5 – Systematically Advertise Transit in Umatilla County
- » Goal 6 – Advertise Transit to Tourists & Visitors
- » Goal 7 – Work with IMESD to Reduce Absenteeism
- » Goal 8 – Continue to Seek Planning Support
- » Goal 9 – Increase affordable Dial-A-Ride Service
- » Goal 10 – Increase Flexibility of Dial-A-Ride Service
- » Goal 11 – Purchase, Utilize, and Update Scheduling & Ride Tracking Software
- » Goal 12 – Improve Coordination Between Transit Providers to Better Align Routes
- » Goal 13 – Analyze and Adjust Routes to Increase Efficiency
- » Goal 14 – Expand Services to Ukiah and Helix
- » Goal 15 – Connect Transit System to Tri Cities, Washington
- » Goal 16 – Continue Development of rideshare, carpool, and vanpool programs
- » Goal 17 – Expand Service Outside Regular Transit Hours
- » Goal 18 – Investigate transit options to and from Umatilla County Jail

Umatilla County Transportation System Plan (2001)

The Umatilla County Transportation System Plan's overall goal is to provide and encourage a safe, convenient, and economic transportation system. The following other goals are relevant to the Umatilla Transit Development Plan:

- » Goal 2: Ensure that the road system within the county is adequate to meet public needs, including those of the transportation disadvantaged.
- » Goal 3: Improve coordination among the cities of Umatilla County, the Oregon Department of Transportation (ODOT), the US Forest Service (USFS), the Federal Highway Administration (FHWA), and the county.
- » Goal 4: Increase the use of alternative modes of transportation (walking, bicycling, and public transportation) through improved access, safety, and service.

These goals are the same for the following local city transportation system plans:

- » City of Weston
- » City of Pilot Rock
- » City of Athena
- » City of Ukiah
- » City of Helix
- » City of Adams
- » City of Stanfield
- » City of Echo

City of Hermiston Transportation System Plan (1997)

The City of Hermiston Transportation System Plan includes the following goals:

- » Promotes a balanced, well-integrated transportation system which provides safe, convenient and efficient access, and facilitates the movement of people and goods.
- » Satisfies the Oregon Transportation Planning Rule.
- » Involves participation by interested transportation user groups and the general public.
- » Promotes coordination among the City of Hermiston, Umatilla County, and the Oregon Department of Transportation (ODOT).
- » Considers all modes of transportation.
- » Improves the traffic circulation pattern.
- » Protects and enhances neighborhood livability.
- » Considers new revenue sources for transportation projects.

Umatilla City Transportation System Plan (1999)

The City of Umatilla Transportation System Plan includes the following goals:

- » Goal 1: Promote a balanced, safe, and efficient transportation system
- » Goal 2: Ensure the adequacy of the roadway network in terms of function, capacity, level of service, and safety
- » Goal 3: Promote alternative modes of transportation
- » Goal 4: Identify and prioritize transportation improvement needs in the City of Umatilla, and identify a set of reliable funding sources that can be applied to these improvements

Pendleton Transportation System Plan (1996)

The City of Pendleton's Transportation System Plan goals are to:

- » Ensure a safe and efficient transportation system allowing access into and through the community for all users, including the transportation disadvantaged.
- » Improve personal mobility and access to transportation services by expanding the variety and availability of travel modes throughout the region (i.e., transit, bicycles, walking, air travel, rail and pipeline).
- » Improve the movement of goods and delivery of services throughout the region using a variety of travel modes.
- » Improve area-wide quality of life by (1) increasing the compatibility of regional transportation system development with existing and future land use patterns and (2) minimizing the impacts of transportation system development on the natural and built environment.
- » Ensure adequate capacity for future travel demand on collector and arterial streets and on the local highways to enable economic development in the community.
- » Improve the local circulation system to reduce the community's reliance on Interstate 84 and U.S. 395 (Southgate).
- » Develop a transportation system that is economical and affordable for the users and for the community to construct and maintain.
- » Provide connectivity between transportation options and to locations outside the study area.
- » Ensure the integration of adequate bike and pedestrian pathways through the community, particularly to connect schools and activity centers.

- » Ensure sustained funding for needed transportation improvement projects.
- » Develop recommendations for improving the overall safety and efficiency of transportation system operations by (1) managing access to and development along state-maintained highway corridors; (2) promoting transportation demand management strategies (i.e., carpooling, flexible work hours, telecommuting, etc.); and (3) drafting ordinances to ensure safe and convenient connections between travel modes.
- » Provide a transportation system that attracts people to live and work in the area and supports and enhances the local economy, including the recreation and tourism industry.
- » Provide adequate mobility and access for emergency services.
- » Recommend a Transportation System Plan which is flexible and adaptable to changing future conditions.
- » Develop recommendations for ensuring that the Pendleton TSP will be consistent with the goals, policies, and action strategies of the Oregon Transportation Plan, with Statewide Planning Goals, Oregon Benchmarks, the Intermodal Surface Transportation Efficiency Act (ISTEA), the Clean Air Act Amendments (CAAA), and the Americans with Disabilities Act (ADA).

Milton-Freewater Transportation System Plan (1999)

The City of Milton-Freewater's overall Transportation System Plan Goal is to promote a balanced, well-integrated transportation system which provides safe, convenient and efficient access, and facilitates the movement of people and goods. It also includes the following goals:

- » Satisfies the Oregon Transportation Planning Rule.
- » Involves participation by interested transportation user groups and the general public.
- » Promotes coordination among the City of Milton-Freewater, Umatilla County, and ODOT.
- » Considers all modes of transportation.
- » Emphasizes pedestrian safety and access through adding sidewalks, upgrading existing pedestrian facilities to meet Americans with Disabilities Act requirements, improving intersections and pedestrian crossings, and calming traffic where appropriate.
- » Improves the local traffic circulation pattern.
- » Protects and enhances neighborhood livability.
- » Identifies revenue sources for transportation projects.