



COMMITTEE TRANSMITTAL

June 25, 2018

To: Members of the Board of Directors
From: ^{ML}Laurena Weinert, Clerk of the Board
Subject: Central Harbor Boulevard Transit Corridor Study

Transit Committee Meeting of June 14, 2018

Present: Directors Davies, Do, Jones, Murray, Pulido, Tait, and Winterbottom
Absent: None

Committee Vote

The item was passed by the Members present.

Director Murray was not present to vote on this item.

Committee Recommendations

- A. Conclude the Central Harbor Boulevard Transit Corridor Study.
- B. Focus future Central Harbor Boulevard efforts on service speed and amenity improvements for existing bus service.



June 14, 2018

To: Transit Committee

From: Darrell E. Johnson, Chief Executive Officer

A handwritten signature in blue ink, appearing to read "Darrell E. Johnson", is positioned to the right of the "From:" field.

Subject: Central Harbor Boulevard Transit Corridor Study

Overview

The Orange County Transportation Authority has prepared the Central Harbor Boulevard Transit Corridor Study to develop and evaluate conceptual transit alternatives for the Harbor Boulevard Corridor. In January 2018, evaluation results for 12 conceptual alternatives were presented to the Orange County Transportation Authority Board of Directors. The results were then presented to each city council in the study area for their review and comment. This report provides a final summary of the feedback received and recommended next steps.

Recommendations

- A. Conclude the Central Harbor Boulevard Transit Corridor Study.
- B. Focus future Central Harbor Boulevard efforts on service speed and amenity improvements for existing bus service.

Background

Work on the Central Harbor Boulevard Transit Corridor Study (Harbor Study) began in August 2015. During the course of the study, staff provided several updates to the Board of Directors (Board) and sought direction on elements of the study and range of alternatives. Evaluation results for the Harbor Boulevard conceptual transit alternatives were presented to the Orange County Transportation Authority (OCTA) Transit Committee in December 2017, and the Board in January 2018. Modes evaluated included enhanced bus, bus rapid transit (BRT), streetcar, and rapid streetcar, which represented a range of implementation costs and ridership potential.

The Harbor Study evaluation results were presented to each of the city councils in the study area on the following dates: Anaheim (March 6, 2018), Fullerton (January 16, 2018), Garden Grove (January 23, 2018), and Santa Ana (February 5, 2018). The comments received are summarized in Attachment A.

The city council feedback confirmed a lack of consensus among the study area cities regarding the type of transit investments desired and is further discussed below.

Discussion

Lack of Consensus on Long-Term Transit Strategy

City council feedback indicates a lack of consensus regarding a long-term transit strategy for the Harbor Boulevard corridor. The cities were divided in terms of the types of transit modes and level of transit capital investment they would support. Councilmembers from the cities of Garden Grove and Santa Ana expressed support for extending the OC Streetcar (currently in design) northward up Harbor Boulevard to other destinations. The Santa Ana Council voiced a specific preference for the streetcar modes over the BRT or enhanced bus modes for long-term investment in the transit system.

Councilmembers from the cities of Anaheim and Fullerton stated opposition to the streetcar mode citing concerns about traffic impacts, safety, capital costs, and recent declining transit ridership. These cities also shared concerns about how implementation of dedicated transit lanes would impact automobile traffic. The City of Anaheim (City) reinforced its position opposing a streetcar system within the City by adopting a second resolution (Attachment B). However, these cities did indicate support for improvements to existing bus service.

Support for Enhanced Bus Service Improvements

As a near-term service improvement strategy, there is support for service speed improvements such as those included with the enhanced bus alternatives, including:

- Off-board fare collection,
- All-door boarding,
- Transit signal priority,
- Queue jumps (i.e., use of right turn only lanes as bypass lanes).

These improvements have been shown to reduce boarding time at stops, reduce traffic delay for buses, and improve schedule reliability. Implementation of these improvements in the Harbor Boulevard corridor is a logical first step for any

long-term transit strategy. These improvements are also consistent with the service improvement strategies outlined in the OC Transit Vision, OCTA's 20-Year Transit Master Plan.

Based on the city council comments received, no conceptual alternatives are being recommended for advancement into the next study phase. However, staff will seek opportunities to work with the corridor cities to implement features of the enhanced bus alternatives to improve transit service in the corridor. Harbor Boulevard continues to be one of the county's top ridership corridors, and OCTA customers consistently express the desire for faster, more expedited travel times.

Key Issues for Future Transit Studies

The comments received during the course of the study highlighted several issues that will require more attention and analysis during future planning studies.

- **Transit ridership trends:** Recent declines in transit ridership generated many questions about future transit demand and the specific reasons for the declines. There was also a feeling that some existing or emerging technologies would make the need for transit capital investment irrelevant. Continued efforts to understand the future role of transit and changing needs of transit riders will be critical to future study efforts and development of long-term transit strategies.
- **Transit prioritization strategies and trade-offs:** Better information is needed regarding the options, benefits, and impacts of transit prioritization strategies such as, traffic signal priority, queue jumps, and dedicated transit lanes. In the absence of any transit prioritization, bus operating speeds, on-time performance will continue to decline, resulting in higher operating costs and less effective service.
- **Evaluation criteria:** More explanation of project evaluation criteria may be helpful to stakeholders and decision makers, in particular information about how ridership estimates are derived or how cost-effectiveness is measured. As new transit capital projects are developed in Orange County, stakeholders will need to develop the same familiarity with the transit project development process as they have with other transportation projects (such as freeways and streets and roads).

Efforts will be made to address and illuminate these issues during future transit corridor studies and other planning efforts.

Next Transit Corridor Study: Bristol Street

The Bristol Street corridor between West 17th Street and Sunflower Avenue (the South Coast Metro district), and John Wayne Airport has been selected for the next transit corridor study. This portion of Bristol Street was identified in the OC Transit Vision as one portion of a longer opportunity corridor: Goldenwest Transportation Center to the University of California, Irvine Campus via Westminster Avenue/17th Street and Bristol Street (Attachment C).

This portion of Bristol Street is a high-ridership area which provides access to several key destinations, including Santa Ana College, South Coast Plaza, and South Coast Metro offices. There is significant potential to connect to major nodes in the transit network, such as the future OC Streetcar line, the Santa Ana Regional Transportation Center, and John Wayne Airport. Based on an analysis of existing ridership, key destinations, and special trip generators, improvements to transit in this corridor have the potential to provide significant benefits.

In addition to the next transit corridor study, limited stop Bravo! service will be implemented in two new corridors: Beach Boulevard and Main Street. The Beach Boulevard service is scheduled for February 2019, and the Main Street service is anticipated in 2023. Although OCTA has received grant funding for hydrogen buses for these corridors, a plan to support the operating cost is pending.

Summary

The project team has completed the conceptual alternatives evaluation for the Central Harbor Boulevard Transit Corridor Study. Based on the city council comments received, no conceptual transit alternatives are being recommended for advancement into the next study phase. Staff will seek out opportunities to work with the corridor cities to implement speed and customer-facing amenity improvements to enhance existing bus service, with due consideration for overall transit system needs. Based on Board direction, the Central Harbor Boulevard Transit Corridor Study Final Report will be updated to reflect the comments received and made available to the public online at www.octa.net/harbor.

Attachments

- A. Central Harbor Boulevard Transit Corridor Study, Summary of City Council Comments
- B. Letter from Linda Andal, Interim City Manager, City of Anaheim, to Darrell Johnson, Chief Executive Officer, Orange County Transportation Authority, dated April 13, 2018
- C. Bristol Street Transit Corridor Study Area

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Central Harbor Boulevard Transit Corridor Study
Summary of City Council Comments

City of Fullerton (January 16, 2018)

- Three of the five councilmembers articulated a position regarding the alternatives being evaluated.
 - Two did not support investing in a streetcar system and instead stated that focus should remain on bus service until there is a capacity issue.
 - One member stated support for continuing to evaluate streetcar and other options, noting the importance of improving connections to/from Anaheim Resort, Fullerton Transportation Center, and California State University, Fullerton.
- Specific comments:
 - Asked about the decline in transit ridership.
 - Inquired about farebox recovery.
 - One member noted support for bus as a safety net system, would like to see increased frequency on current routes.
 - Would like to keep focus on bus service until there is a capacity issue.

City of Garden Grove (January 23, 2018)

- Mayor noted support for extending the OC Streetcar system beyond its initial segment to other cities.
- Other councilmembers did not articulate a position on the alternatives but noted general support for the study.

City of Santa Ana (February 6, 2018)

- Council was unanimous in their support of extending the streetcar system and continuing to evaluate options to do this.
- Specific comments:
 - Would like to see the Orange County Transportation Authority increase investment in rail transit.
 - Supported the extension of the OC Streetcar beyond the initial segment.
 - Noted that focus should be on developing a regional transit network.
 - Noted the Olympics will prompt others to fast track transit projects on the Pacific Electric Right-of-Way.
 - Stated preference for streetcar and rapid streetcar modes over Bus Rapid Transit (BRT) and enhanced bus for long-term investment.
 - Suggested that if Harbor Boulevard lacks the necessary support, then maybe look towards Bristol Street.

City of Anaheim (March 6, 2018)

- Multiple councilmembers articulated concerns or opposition to streetcar system on Harbor Boulevard.
- In a subsequent meeting in April, the council voted 6-1 to adopt a new resolution opposing streetcar and rapid streetcar options as non-viable options.

Central Harbor Boulevard Transit Corridor Study Summary of City Council Comments

- Specific comments:
 - Noted preference for enhanced bus alternatives.
 - Stated concerns about cost and safety of streetcar modes.
 - Asked about the evaluation criteria and scoring.
 - Asked about current transit ridership trends.
 - Favored some improvements to existing bus service, but not supportive of the dedicated transit lanes associated with BRT.
 - Asked for more data on streetcar accident rates versus other modes.
 - Asked about the online survey results and how they were factored into the scoring of the alternatives.

**City of Anaheim
OFFICE OF THE CITY MANAGER**

April 13, 2018

Mr. Darrell Johnson
Chief Executive Officer
Orange County Transportation Authority
550 S. Main Street
Orange, California 92863

Dear Mr. Johnson,

On behalf of the Anaheim City Council, I would like to formally transmit to you and the Orange County Transportation Authority (OCTA) Board our Council Resolution expressing opposition to a streetcar system in Anaheim, including the streetcar options evaluated in the OCTA Central Harbor Boulevard Transit Corridor Study (Harbor Study).

On January 10, 2017, the Council approved a Resolution expressing opposition to any streetcar plans along Harbor Boulevard as part of the OCTA's Harbor Study, while supporting OCTA's efforts to study alternate transit solutions that alleviate traffic congestion and improve mobility for transit dependent riders. On March 6, 2018, OCTA staff provided the Anaheim City Council with a presentation on the Harbor Study results (covering a variety of transit modes including enhanced bus, bus rapid transit, streetcar and rapid streetcar, along several streets in Anaheim) and requested feedback.

The attached Resolution, adopted on April 10, 2018, extends the Council's opposition to a streetcar system in Anaheim to include the streetcar options evaluated in OCTA's Harbor Study along Harbor Boulevard, Katella Avenue, Disney Way, Anaheim Boulevard and Lemon Street. This Resolution expresses the Council's concerns that the streetcar and rapid streetcar options evaluated in the Harbor Study are expensive to construct and have high operating costs; do not allow for flexibility; make congestion worse by creating gridlock on already congested streets in Anaheim; and, do not support projected ridership numbers. The City Council continues to support the OCTA's study of other non-streetcar transit modes to recommend the best options to alleviate traffic congestion and improve mobility for transit dependent riders in Anaheim and Orange County. The City Council also encourages the OCTA to study other alternatives included enhanced electric buses or zero emission buses which are more flexible and a more cost effective solution.

As you and your team proceed with the Harbor Study, please take into consideration the City's position on these aspects of the project. Please contact me should you have any further questions about this matter.

Sincerely,



Linda Andal
Interim City Manager

Attachment



RESOLUTION NO. 2018-043

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ANAHEIM EXPRESSING OPPOSITION TO THE STREETCAR SYSTEM IN ANAHEIM INCLUDING THE STREETCAR OPTIONS EVALUATED IN THE ORANGE COUNTY TRANSPORTATION CENTRAL HARBOR BOULEVARD TRANSIT CORRIDOR STUDY

WHEREAS, in August, 2015, the Orange County Transportation Authority (OCTA) initiated the Central Harbor Boulevard Transit Corridor Study (Harbor Study) to analyze and develop options to improve transit service on Harbor Boulevard, between the Fullerton Transportation Center and Westminster Avenue and the study scope was amended in October 2016 to also evaluate transit connections between The Anaheim Resort and the Anaheim Regional Transportation Intermodal Center (ARTIC); and

WHEREAS, on January 10, 2017, the City Council adopted Resolution No. 2017-009, expressing opposition to the Anaheim Rapid Connection (ARC) streetcar project as being a non-viable transit solution in the City of Anaheim; expressing opposition to any street car plans along Harbor Boulevard while supporting the OCTA's study of other transit modes to recommend the best options to alleviate traffic congestion and improve mobility for transit dependent riders in Anaheim and Orange County; and, encouraging the OCTA to plan and develop a flexible transit solution that increases frequency of bus routes and provides this solution for a lower fare, so that more riders can use this system; and

WHEREAS, on January 8, 2018, the OCTA Board directed its staff to offer presentations of the Harbor Study results to the City Councils in the study area, and return to the Board with a status report when completed and that said presentation was provided to the City of Anaheim City Council on March 6, 2018; and

WHEREAS, the Harbor Study evaluates twelve (12) conceptual transit alternatives that include a variety of modes (enhanced bus, bus rapid transit (BRT), streetcar and rapid streetcar) and alignments in Anaheim (along Harbor Boulevard, Katella Avenue, Disney Way, Anaheim Boulevard and Lemon Street); and

WHEREAS, the City Council is hereby expressing concern that the streetcar and rapid streetcar options evaluated in the Harbor Study are expensive to construct and have high operating costs; do not allow for flexibility; make congestion worse by creating gridlock on already congested streets in Anaheim; and, do not support ridership numbers.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ANAHEIM AS FOLLOWS:

Section 1. The City Council of the City of Anaheim wishes to express its opposition to a streetcar system in Anaheim, including the streetcar and rapid streetcar options evaluated in the

OCTA Harbor Study along Harbor Boulevard, Katella Avenue, Disney Way, Anaheim Boulevard and Lemon Street for the reasons stated above and reiterating the reasons expressed in Resolution No. 2017-009 stating opposition to the ARC Streetcar Project and any streetcar plans on Harbor Boulevard.

Section 2. The City Council of the City of Anaheim supports the OCTA's study of other non-streetcar transit modes to recommend the best options to alleviate traffic congestion and improve mobility for transit dependent riders in Anaheim and Orange County.

Section 3. The City Council of the City of Anaheim encourages the OCTA to study other alternatives including enhanced electric buses or zero emission buses which are more flexible and more cost effective solution.

Section 4. The City Council of the City of Anaheim directs a copy of the adopted Resolution to be sent to the OCTA Board of Directors.

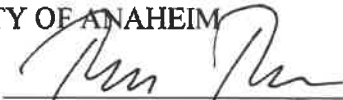
THE FOREGOING RESOLUTION is approved and adopted by the City Council of the City of Anaheim this 10th day of April, 2018 by the following roll call vote:

AYES: Mayor Tait and Council Members Moreno, Vanderbilt, Barnes, Kring, and Faessel

NOES: Council Member Murray

ABSENT: None

ABSTAIN: None

CITY OF ANAHEIM
BY 
MAYOR OF THE CITY OF ANAHEIM

ATTEST:


CITY CLERK OF THE CITY OF ANAHEIM
127191 (Acting)

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF ORANGE) ss.
CITY OF ANAHEIM)

I, THERESA BASS, Acting City Clerk of the City of Anaheim, do hereby certify that the foregoing is the original Resolution No. 2018-043 adopted at a regular meeting provided by law, of the Anaheim City Council held on the 10th day of April, 2018 by the following vote of the members thereof:

AYES: Mayor Tait and Council Members Moreno, Vanderbilt, Barnes, Kring, and Faessel

NOES: Council Member Murray

ABSTAIN: None

ABSENT: None

IN WITNESS WHEREOF, I have hereunto set my hand this 10th day of April, 2018.

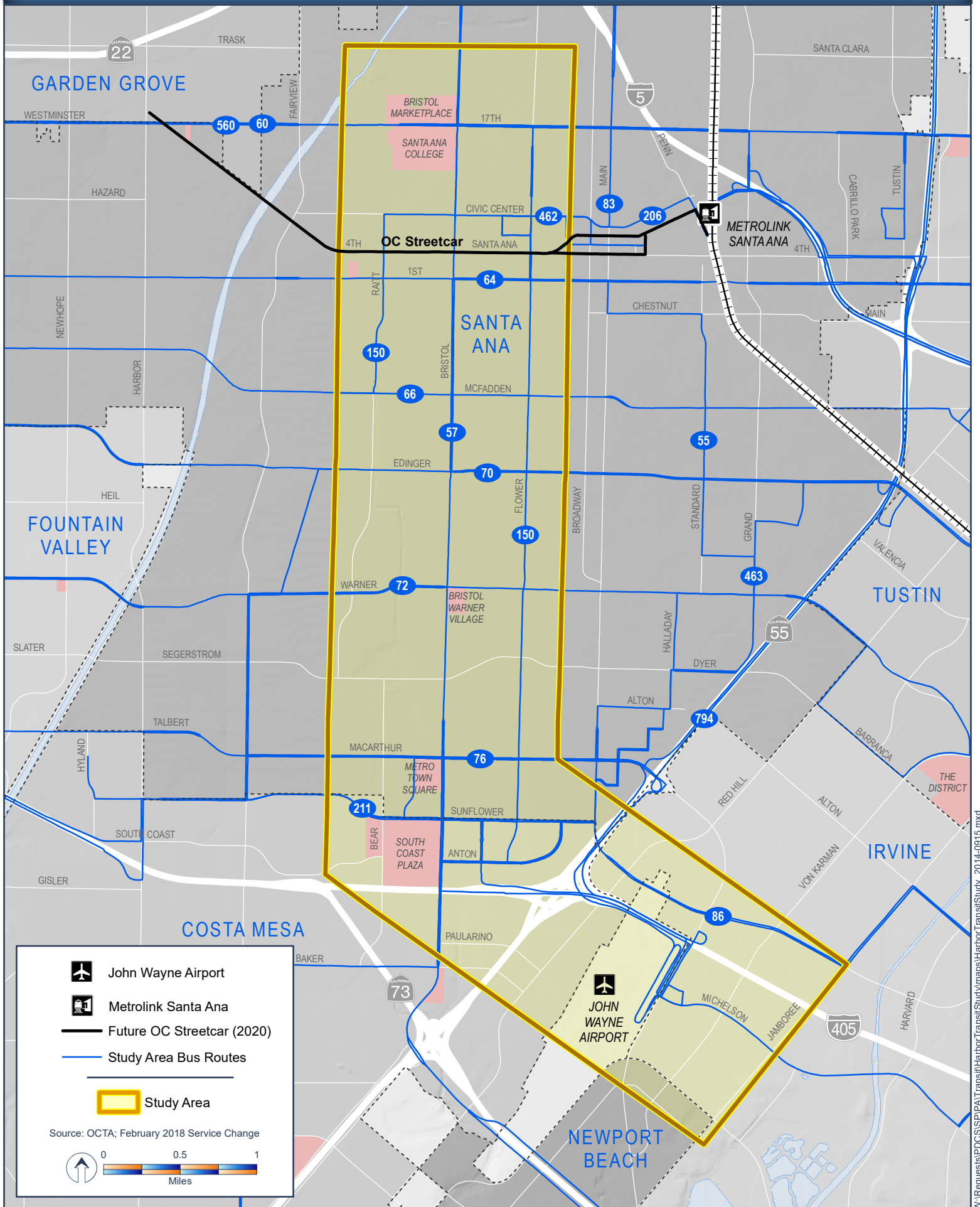


ACTING CITY CLERK OF THE CITY OF ANAHEIM

(SEAL)

Bristol Street Transit Corridor Study Area

ATTACHMENT C



Legend

- John Wayne Airport
- Metrolink Santa Ana
- Future OC Streetcar (2020)
- Study Area Bus Routes
- Study Area

Source: OCTA; February 2018 Service Change

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