Metro
600 NE Grand Ave.
Portland, OR 97232-2736

# Metro Policy Advisory Committee (MPAC) agenda

**Wednesday, July 22, 2026** **5:00 PM** **https://zoom.us/j/95889916633 (Webinar ID: 958 8991 6633) or by calling +1 719 359 4580 (Toll Free)**

## 1. Call To Order, Declaration of a Quorum & Introductions (5:00 PM)

## 2. Public Communication on Agenda Items (5:02 PM)

Written comments should be submitted electronically by emailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 pm on the day before the meeting will be provided to the committee prior to the meeting.

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## 3. Council Update (5:05 PM)

## 4. Committee Member Communication (5:10 PM)

## 5. Consent Agenda (5:15 PM)

5.1 MTAC Nominations COM 26-1149

Attachments: MPAC Worksheet
MTAC Nominations Memo July 2026

5.2 Consideration of the June 24, 2026 MPAC Meeting Minutes COM 26-1150

Attachments: June 24, 2026 MPAC Meeting Minutes

## 6. Information/Discussion Items (5:20 PM)

6.1 Future Vision Update and Save-the-Date for Vision Summit COM 26-1144

Presenter(s): Jess Zdeb, Principal Regional Planner

Laura Combs, Associate Regional Planner

Attachments: MPAC Worksheet

**5:30 PM**

6.4 2028 Regional Transportation Plan Work Plan and Engagement Plan COM 26-1147

Presenter(s): André Lightsey-Walker, RTP Project Manager
Alfredo Haro, RTP Engagement Lead

Attachments: MPAC Worksheet
2028 RTP Work Plan Overview
2028 RTP Work Plan- June Draft
2028 RTP Engagement Plan overview
RTP 2028 Engagement Schedule- June 2026
2028 RTP Engagement and Consultation Plan- June Draft

**5:55 PM**

6.3 Regional Housing Coordination Strategy- Coordinated Legislative Agenda COM 26-1146

Presenter(s): Kyung Park, State Affairs Advisor

Attachments: MPAC Worksheet
RHCS Action Item 15

**6:15 PM**

6.4 Community Connector Transit Study: Report and Recommendations COM 26-1145

Presenter(s): Ally Holmqvist, Senior Planner
Ted Leybold, Transportation Policy Director

Attachments: MPAC Worksheet
Attachment 1: CCT Work Plan Summer Update
Attachment 2: CCT Executive Summary
Attachment 3: Resolution no. 26-5588
Attachment 3A: Exhibit A Draft CCT Report
Attachment 3B: Exhibit B CCT Study Implementation Recommendati
Attachment 3C: Staff Report to Resolution no 26-5588

**7. Adjourn (7:00 PM)**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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January 2021

**2026 MPAC Work Plan**

**As of 7/15/26**

*Items in italics are tentative*

| | |
|---|---|
| **July 22, 2026**<br>• Future Vision update and save-the-date for Vision Summit *and joint MPAC/JPACT workshop* (10 minutes; Jess Zdeb)<br>• RTP Draft Workplan (25 minutes; André Lightsey-Walker and Alfredo Haro)<br>• Legislative Agenda for Housing 1 (20 minutes; Kyung Park)<br>• Community Connector Transit Study: Report and Recommendations (20 minutes; Ally Holmqvist – Ally requested being the last on the agenda, as she is flying in that afternoon from an MPACT event) | **August- CANCELED** |
| **September 23, 2026**<br>• Summary of Ec Dev Metro Council Presentations (Jaye Cromwell; 10 minutes)<br>• Community Connector Transit Study: Report Acceptance (Ally Holmqvist, 10 minutes **action)**<br>• Distributed Population Forecast (Ted Reid and ?, 20 minutes, **action**)<br>• Future Vision (10 minutes; Zdeb)<br>• 2028 RTP work plan and engagement strategy (20 min; André Lightsey-Walker, **action**) | **October 28, 2026 – IN PERSON (4-6pm)**<br>• Joint JPACT/MPAC Future Vision workshop: Future Vision Summit report out and Future Fest report out (75 minutes; Zdeb) |

| | |
|---|---|
| *CEDS Update (David Tetrick, 20 min; Metro)* | |
| **November 18, 2026**<br>• Summary of Ec Dev Metro Council Presentations (Eryn Kehe and David Tetrick; 10 minutes)<br>• Future Vision Update (10 minutes; Zdeb)<br>• Legislative Agenda for Housing 2 (20 minutes; Kyung Park)<br>• Land Bank Project draft recommendation (20 minutes; Andrea Pastor)<br>• *Draft CEDs Report (David Tetrick, 30 min; Metro)*<br>• | **December 16, 2026**<br>• Land Bank Project recommendation (10 minutes; Andrea Pastor; **action**)<br>• Future Vision: draft vision preview/report out on Vision Tables (20 minutes; Zdeb)<br>• 2028 RTP update (30 min; André Lightsey-Walker) |
| | |

Holding Tank:

- 2040 grant presentations by grant recipients
- Re-envision the River – multi-jurisdictional effort to reform the Willamette riverfront (Rosenthal)
- Historical lookback on industrial land use – late October

MTAC items:

- West Linn downtown/active transportation development
- Distributed population forecasts

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# Metro

Agenda #: 5.1

**File #:** COM 26-1149 **Agenda Date:**7/22/2026

## MTAC Nominations



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# MPAC Worksheet

**Agenda Item Title**: Metro Technical Advisory Committee (MTAC) Nominations for Member/Alternative Member Positions

**Presenters**: Eryn Kehe, Urban Policy & Development Manager II

**Contact for this worksheet/presentation:** Miriam Hanes

**Purpose/Objective**
The purpose of this presentation is to forward nominations from regional jurisdictions, agencies and community partners to fill vacant positions on the Metro Technical Advisory Committee (MTAC). MTAC is an advisory committee of MPAC that provides technical recommendations on growth management subjects as directed by MPAC. The candidates nominated to fill these positions are excellent professionals and knowledgeable in the subject matter of this committee.

**Outcome**
Action to approve the nominations presented for the Metro Technical Advisory Committee.

**What has changed since MPAC last considered this issue/item?**
Vacancies on the committee have left positions open. These nominations help fill the committee roster for review of subjects and technical recommendations to MPAC.

**What packet material do you plan to include?**
A memo that describes the nominations and positions being considered for confirmation on the committee.

# Memo

Metro
600 NE Grand Ave.
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Date: July 13, 2026
To: Metro Policy Advisory Committee (MPAC)
From: Eryn Kehe, Metro Technical Advisory Committee (MTAC) Chair
Subject: MTAC Nominations for MPAC Consideration

## BACKGROUND

The Metro Technical Advisory Committee (MTAC) is an advisory committee to the Metro Policy Advisory Committee (MPAC). MTAC's purpose is to provide MPAC with technical recommendations on growth management subjects, including technical, policy, legal and process issues, with an emphasis on providing policy alternatives.

## PURPOSE

Nominations to fill MTAC member and alternate member positions are submitted for consideration and approval by MPAC according to committee bylaws. MPAC may approve or reject any nomination submitted.

## RECOMMENDED MTAC APPOINTMENTS

Position: Environmental Advocacy Organization
Nomination: **Mackenzie Springer, member**
Policy & Transportation Manager, Neighbors for Clean Air

Position: Environmental Advocacy Organization
Nomination: **Brett Morgan, alternate**
Oregon Transportation Policy Director, Climate Solutions

Position: Washington County
Nomination: **Michelle Miller, alternate**
Senior Planner, Washington County

Position: Service Providers: TriMet
Nomination: **Kate McQuillan, member**
Senior Government Affairs Coordinator, TriMet

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# Metro

Agenda #: 5.2

**File #:** COM 26-1150 **Agenda Date:**7/22/2026

## Consideration of the June 24, 2026 MPAC Meeting Minutes



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# METRO POLICY ADVISORY COMMITTEE (MPAC)

## Meeting Minutes

## June 24, 2026

| MEMBERS PRESENT | AFFILIATION |
|---|---|
| Council President Elana Pirtle-Guiney | City of Portland |
| Councilor Candace Avalos | City of Portland |
| Council President Jerry Hinton, City of Gresham | Second largest city in Multnomah County |
| Mayor Keith Kudrna, City of Fairview | Other cities in Multnomah County |
| Omar Qutub | Resident of Multnomah County |
| Mayor Joe Buck, City of Lake Oswego | Largest city in Clackamas County |
| Councilor Brett Sherman, City of Happy Valley | Other cities in Clackamas County |
| Commissioner Sherry French | Special districts in Clackamas County |
| Commissioner Pam Treece | Washington County |
| Councilor Rob Harris, City of Hillsboro | Largest city in Washington County |
| Councilor John Dugger, City of Beaverton | Second largest city in Washington County |
| Mayor Tim Rosener, City of Sherwood | Other cities in Washington County |
| Miles Palacios | Special districts in Washington County |
| Councilor Gerritt Rosenthal | Metro Council |
| Councilor Duncan Hwang | Metro Council |
| Councilor Mary Nolan | Metro Council |
| Kirstin Greene | Oregon Department of Land Conservation and Development |

| MEMBERS EXCUSED | AFFILIATION |
|---|---|
| Commissioner Vince Jones-Dixon | Multnomah County |
| Commissioner Diana Helm | Clackamas County |
| Mayor Denyse McGriff, City of Oregon City | Second largest city in Clackamas County |
| Ed Gronke | Resident of Clackamas County |
| Luis Nava | Resident of Washington County |
| Director JT Flowers | TriMet |
| Councilor Wil Fuentes | Clark County |

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|---|---|
| Councilor Ty Stober | City of Vancouver |
| Dan Eisenbeis | Port of Portland |
| Mayor Brian Hodson | City in Clackamas County Outside UGB |
| Mayor Marsha Kirk | City in Washington County Outside UGB |

1. **CALL TO ORDER AND DECLARATION OF A QUORUM**

   MPAC Chair Keith Kudrna called the meeting to order at 5:00 p.m.

   Council President Gonzalez introduced himself as the new Metro Council President, sharing his vision for economic development in the region.

2. **PUBLIC COMMUNICATION ON AGENDA ITEMS**

   Sharon Nassett shared that she had requested records supporting the decision to replace rather than repair the I-5 Bridge. She stated that transportation improvements could still move forward through other I-5 corridor projects and emphasized that better access to industrial areas such as Rivergate would support development, job growth, freight movement, and reduced sprawl.

3. **COUNCIL UPDATES**

   Councilor Rosenthal reported that Metro approved the IBR MTIP amendment. He highlighted the ongoing review of community vision grants and regional planning efforts, and announced the arrival of a new red panda, Enoki, at the Oregon Zoo.

4. **COMMITTEE MEMBER UPDATES**

   There was none.

5. **CONSENT AGENDA**

   Due to lack of quorum, this agenda item was skipped at the beginning of the meeting. At 5:49pm, MPAC reached a quorum and Chair Kudrna called for a vote.

   **5.1 Consideration of the April 22, 2026 MPAC Minutes**
   **5.2 Consideration of the May 27, 2026 MPAC Minutes**
   **5.1 Metro Technical Advisory Committee (MTAC) Nominations for Member/Alternative Member Positions**

   **MOTION:** Mayor Tim Rosener moved to approve the item, seconded by Commissioner Pam Treece
   **ACTION**: With all in favor, the consent agenda passed.

## 6. INFORMATION/DISCUSSION ITEMS

### 6.1 Future Vision Engagement and Vision Summit

Presenters presented the update on the Future Vision engagement and details on the Future Vision summit coming up. They shared data on the Future Vision engagement work.

Mayor Rosener asked what they are doing to make sure that it is a scientific representation of what people are thinking.

Jess Zdeb shared that it is not a scientifically representative survey of the region, and that is one reason it is a component of how they are building regional values. They noted that it is an input, but not a representative survey of the region. She added that they also presented scientific polling and focus groups that Metro has done in the last couple of years about what people's concerns are. She added that they hope to partner with more communities

Mayor Rosener noted that CBOs do great work in the community, but they also may bring bias to polling as well. He would love to make sure that they have different types of input in the process.

Council President Rob Harris asked what strategies they are using to reach youth.

Laura Combs shared that they worked to connect with school districts before the school year started. They are also connecting with youth serving CBOs as well. Laura shared that she would love to hear ideas about how to connect with young people in their communities.

Councilor Elana Pirtle-Guiney asked if they have looked at the data through any cross tabs or filers, asking if any responses are similar or different in different parts of the Metro region.

Zdeb shared that they presented a small subset of what they have. They have information on urban versus suburban and rural areas. She noted that their margins of error are large, but they are happy to learn about what they want to do with the data.

Councilor Pirtle-Guiney shared that it would be helpful to look at urban, suburban, rural, and different age populations to see whose voices may be left out.

Zdeb shared that they made a pivot late in the process to connect with community engagement liaisons to have more community member to community member connections.

Mayor Rosener asked if they could provide the raw data.

Jess Zdeb noted that she wants to check on that with Metro.

Malu Wilkinson shared that they can share it, but need to ensure it does not share details about any protected classes before doing so.

**6.2 2026 Economic Development Roadmap Update**

Eryn Kehe, Jaye Cromwell, and David Tetrick presented on the economic development roadmap, sharing insight about the economic development in the region.

Commissioner Pam Treece asked if they are looking at business retention and expansion as items to focus on.

Eryn Kehe shared that they will work on that as well, and Metro will be hard at work on job-readiness.

Commissioner Treece shared that that is key to economic development to make sure they are retaining and expanding.

Mayor Rosener noted that it would be great if they had a regional tool to see what is available, as well as what is not available, at any given time.

Jaye Cromwell responded that that is a great idea. They shared that the idea for industrial land inventory update will be something that their jurisdictional partners can use to look at what is available and choose different criteria to use site size to look at and narrow down on each parcel. Cromwell shared that the team is currently building the map with the current data, noting that they are working through a similar thing. She noted that they do not have readiness information, so they will rely heavily on their jurisdictional parters to input accurate data into the map about the different readiness tiers.

Mayor Rosener asked if they are looking at how competitive they are compared to different states.

Kehe shared that the Job Ready Land focus is to quickly move actual properties inside the Metro area into more readiness, but they are hoping that having more ready sites could make them more competitive.

David Tetrick shared that they have identified 12 peer regions to compare their region to.

Mayor Rosener noted a desire to make sure that they continue to set themselves up for success.

Councilor John Dugger noted that Beaverton is largely a residential city, and industrial land is a goldmine for cities. He shared that the sustainability of the long-term program must be shared wealth. He noted that he does not want an inequity of how much industrial land is in each city. He shared concerns about layoffs and economic hardships in local governments that house more people and do not have as much industrial land.

Councilor Brett Sherman emphasized and encouraged this continued collaboration between Metro and the jurisdictions to create a coordinated and unified plan.

Councilor Pirtle-Guiney asked if they are looking at wages for the industries that they are recruiting, as well as sustainability.

Kehe shared that this is a very important conversation and when they come back, they hope they will be able to expand on this conversation.

Councilor Pirtle-Guiney shared that she is always happy to bring back up wage standards and making sure that they are recruiting high-paying employers so that the concerns brought up by other Councilors could bring in revenue to cities that don't have a lot of industrial land can be less acute.

**6.3 2040 Growth concept Lookback Local Presentations: Portland and Tigard**

Ted Reid introduced Patricia Diefenderfer, Chief Planner of City of Portland, who presented the case studies with the city of Portland, and Sean Farrelly, who presented case studies with Tigard. Patricia Diefenderfer went first, sharing the Tigard case studies, and then asked for questions. Sean Farrelly presented second on the Tigard case studies.

Councilor Rosenthal asked if they could find any common threads that could lead to the results that they are hoping for.

Diefenderfer responded that Gateway has had the zoning to support higher density development. She noted that lease rates are lower and cannot be supported by the cost of new development.

Due to time restrictions, Mayor Kudrna encouraged people to email Sean Farrelly any questions they may have.

**7. ADJOURN**

Mayor Kudrna adjourned the meeting at 7:00pm.

Respectfully submitted,

Georgia Langer

Georgia Langer, Legislative Coordinator

Metro

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Agenda #: 6.1

**File #:** COM 26-1144 **Agenda Date:**7/22/2026

## Future Vision Update and Save-the-Date for Vision Summit

Jess Zdeb, Principal Regional Planner
Laura Combs, Associate Regional Planner

# MPAC Worksheet

**Agenda Item Title**: Future Vision Engagement and Vision Summit

**Date**: July 22, 2026

**Presenters**: Jess Zdeb, Principal Regional Planner; Laura Combs, Associate Regional Planner

**Contact for this worksheet/presentation:** Jess Zdeb, jessica.zdeb@oregonmetro.gov

## Purpose/Objective

Metro's charter requires a 50-year Future Vision for the region, to be updated every 15 years. This updated Future Vision will guide Metro policies, projects and programs and Metro Council has also directed staff to approach this effort in a way that can galvanize public, non-profit and private sector partners to work together toward our region's potential future.

Staff anticipates bringing an updated Future Vision to Council for consideration in Spring 2027. The Vision will be developed and recommended by the Future Vision Commission, whom Council appointed last June. Two MPAC members are also members of the Commission: Commissioner Vince Jones-Dixon and Councilor Elana Pirtle-Guiney. MPAC will also be asked to provide a recommendation to the Metro Council.

MPAC members will be invited to a joint MPAC/JPACT workshop on October 28 to refine aspiration statements that will form the core of the Future Vision. This is a key opportunity for government leaders around the region to shape the vision. The outcomes of this workshop will be shared with the Future Vision Commission for their drafting of the Future Vision. This workshop will replace MPAC's normal October meeting.

### *Regional values engagement*

This round of engagement in March through May sought to identify a core set of regional values that residents of greater Portland want to inform decisions about the region's future. These values will serve as the foundation of the vision, ensuring that the interests of the region's people are reflected in the vision.

The key tool for seeking input on values was a low-barrier online survey available in English, Spanish, Chinese, Russian and Vietnamese. This survey was open from March 12 to May 31. Metro promoted the survey through numerous means including:

- Metro social media channels, newsletters and publications (e.g., Our Big Backyard)
- Metro staff promotion: holding and visiting department all-staff meetings; Metro Together
- Paid online and social media advertising
- Government partner promotion (e.g., TriMet's *Rider Insider* newsletter, Wilsonville's "Boones Ferry Messenger" paper)
- Non-government partner promotion (e.g., Metro staff attend Intertwine Alliance event, community-based organizations include link in newsletters)

- Physical collateral in public spaces (e.g., flyers, bookmarks and postcards in public libraries)

In addition, Metro also contracted with Community Engagement Liaison Services to do targeted outreach in less represented areas of the region and in languages other than English later in the survey window.

Findings from the online survey reflect sentiments often heard in Metro public engagement and in statistically sampled polling by Metro and others. When asked to describe the region today, respondents' most frequently cited descriptors had to do with nature and green space. They also pointed to community/belonging and walkability, and a little over 60% of descriptors were generally positive. When asked about the future, either to describe it or what they would like preserved for future generations, respondents also pointed to a green and natural region, as well as one that is welcoming, diverse and equitable.

The survey also asked respondents about topics that are concerns today that they hope are no longer concerns in 2077. Again, these responses largely reflected concerns expressed by the region's residents in other settings, with homelessness and cost/affordability being the top two categories of answers. One interesting finding regarding concerns is that economic decline was less prevalent in respondents' thinking about the future than today, possibly indicating a tendency to believe that this current issue is cyclical and is less likely to be a persistent issue in 50 years.

Metro also developed a conversation kit that provides an opportunity for open, thoughtful dialogue about what we value, what we hope for and what we want to pass on to future generations. Responses from these kits surfaced similar sentiment to the survey with some more detail in their descriptions, for instance hoping for gathering, joy and connection within the idea of belonging.

***Additional future engagement***

The project team will continue to gather input and feedback from the region's residents throughout the rest of 2026 and into 2027 in these ways:

- Summer tabling: project staff will table around the region to raise awareness of the project and continue to get participation and spark conversation through activities such as writing a Postcard to the Future. This effort will keep the project in the public eye, help promote the Future Fest, and provide an opportunity for public review of the summary of regional values resulting from the first engagement phase.
- Future Fest: a youth-focused summit, will be held August 15 at Portland State University. Young people ages 14-24 are invited to a free, all-day event to dream boldly, think big and help shape a 50-year vision for the greater Portland region.
- Vision Summit: a half-day cross-sector convening to start drafting aspirations for the region that will form the core of the Future Vision, held October 8. Attendees will draft aspirations with the context of outcomes from Future Fest (youth summit), Commission development of guiding principles, and findings from research on drivers of change that will shape the region in the next 50 years.
- Vision Tables: smaller group workshops to refine draft aspirations in late October and early November. Events will be held in cooperation with groups such as

community-based organizations, business associations, and government committees. The JPACT/MPAC workshop is part of this series.
- Regional priorities engagement: early 2027 to seek broad public feedback on the draft Future Vision and input to future implementation actions.

***Draft regional values***
Values are the enduring core beliefs about what matters most to a community, the philosophical anchor that the broader vision must align with and reinforce. They are grounded in input, actionable, distinct from one another, and they are not goals.

The project team has developed draft regional values based on spring engagement as well as review of recent visions, long-range and strategic plans from governments and organizations from throughout the region. This review of others' documents allows Future 50 to bring prior engagement with the region's residents into this process. Input from the Future Vision Youth Committee also helped shape the draft values.

As of writing this worksheet, the draft values are being refined based on feedback from the Future Vision Commission at their July 9 meeting (recording available here). Commission feedback will be incorporated into a revised set of values presented at their August 13 meeting where they will vote on approving the values for use at the fall Vision Summit. The Future Vision Youth Committee has also given initial feedback on the draft values and will continue to engage with them in subsequent meetings.

**Outcomes**
MPAC members are updated on the outcomes of spring engagement, plans for summer tabling, and the process for developing regional values based on spring engagement and other inputs. MPAC members give feedback on draft values.

**What has changed since MPAC last considered this issue/item?**
Future Vision project staff have been updating MPAC monthly about progress on this project. Since last month, the project team started to draft regional values based on several inputs, a Future Vision Commission meeting has been held, and Metro has held another expert panel related to Future Vision: Metro Climate Lab: Powering resilience with bold vision and smart investment (recording available at link).

**What packet material do you plan to include?**
None

Metro

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Agenda #: 6.4

**File #:** COM 26-1147 **Agenda Date:**7/22/2026

## 2028 Regional Transportation Plan Work Plan and Engagement Plan

André Lightsey-Walker, RTP Project Manager
Alfredo Haro, RTP Engagement Lead

**MPAC Worksheet**

**Agenda Item Title:** 2028 Regional Transportation Plan Work Plan and Engagement Plan

**Presenters:** André Lightsey-Walker, RTP Project Manager and Alfredo Haro, RTP Engagement Lead

**Contact for this worksheet/presentation:** André Lightsey-Walker, Andre.Lightsey-Walker@oregonmetro.gov

## Purpose/Objective:

Metro is developing the work plan and engagement plan that will guide the 2028 Regional Transportation Plan update. The Regional Transportation Plan is a state and federally required long-range transportation plan for the Portland metropolitan area. The plan serves as the region's long-range blueprint for transportation priorities, investments, policies and funding across all modes.

The Metro Council and JPACT must adopt an updated RTP every five years to maintain compliance with federal and state requirements. The 2028 RTP update is due by November 30, 2028. The plan guides investments in all forms of travel, including motor vehicles, transit, bicycle and walking, as well as the movement of goods and services throughout greater Portland. The plan identifies regional priorities and establishes eligibility for federal and state transportation funding.

This discussion is an opportunity for MPAC to review and provide feedback on the draft 2028 RTP work plan and engagement plan before staff return to MPAC and JPACT for consideration in September and Metro Council in October requesting adoption of the work and engagement plan. The draft work plan and engagement plan provide a proposed roadmap for completing the 2028 RTP update by November 30, 2028. They describe the scope, schedule, decision making process, technical analysis, engagement approach, major milestones, and deliverables needed to complete the update.

MPAC feedback is requested on the following questions:

- Does MPAC support the direction the RTP project team has outlined in our work planning documents?
- Are there any key missing elements in the draft work plan or engagement plan?
- What engagement does MPAC want to ensure is reflected in the engagement plan that is critical to support adoption of the RTP and Climate Smart Strategy and implementation moving forward?

Staff will use MPAC feedback to refine the work plan, engagement plan, schedule, milestones and decision points before requesting approval by JPACT and the Metro Council this fall.

**Outcome**

No formal action is requested at this meeting.

The desired outcome is MPAC discussion and feedback on the draft 2028 RTP work plan and engagement plan, including the proposed five phase schedule, major deliverables, decision making structure, engagement approach, and key milestones.

Staff will use MPAC feedback to refine the plans, clarify major milestones and decision points, strengthen the engagement approach, and prepare the work plan and engagement plan for consideration by MPAC and JPACT in September and Metro Council in early October.

MPAC feedback will help confirm whether the draft plans provide a clear, transparent, and coordinated process for completing a federal and state compliant RTP update that is practical, financially realistic, and responsive to regional needs.

**What has changed since MPAC last considered this issue/item?**

MPAC last considered the 2028 RTP update in April 2026 as part of the initial scoping phase. At that time, MPAC expressed support for the policy and process outcomes that had emerged from early conversations with Metro Council, JPACT and regional partners, and the current adopted RTP goals – safe system, thriving economy, equitable transportation, climate action and resilience and mobility options.

Since MPAC last considered this item, staff have continued developing the draft work plan and engagement plan. Staff have engaged Metro departments, regional technical and policy advisory committees, local jurisdictions, transportation agencies, county coordinating committees, community and business partners, and state and federal partners to seek feedback on the scope of the update, coordination points, engagement and consultation opportunities, and major deliverables. Scoping engagement and consultation activities will continue throughout the summer as staff refine the work plan and engagement plan.

Metro Council reviewed the draft work plan and engagement plan at a July 7, 2026 work session. That discussion built on Council's March 2026 scoping discussion by moving from early direction setting to review of the draft plans that will guide the full update.

The draft work plan provides an updated five-phase schedule for completing the 2028 RTP update by November 30, 2028. It identifies major products and decisions, technical analysis, policy milestones, engagement opportunities, and adoption actions. The draft engagement plan describes how staff propose to engage local, regional, state, tribal and federal partners, community and business partners, and the public throughout the update.

The draft work plan is organized to answer the following questions:

- Why is the 2028 Regional Transportation Plan update needed now?
- What products and decisions must be completed through the update?
- When will key phases, milestones and adoption actions occur?
- Who is responsible for technical review, policy recommendations, and final decisions?
- How will local, regional, state, tribal and federal partners, community and business partners, and the public be engaged?
- What opportunities are there to shape the development of the plan and adoption actions?
- How will the final plan meet federal, state and regional requirements?
- How will the adopted plan guide future investment and implementation?

The 2028 RTP update also needs to respond to federal and state requirements, federal and Land Conservation and Development Commission approved corrective actions and recommendations. This includes strengthening financial planning, documenting how project priorities align with RTP goals, updating the Climate Smart Strategy, and improving the process for developing and evaluating the RTP project list to meet state requirements contained in Oregon Administrative Rule (OAR) 660-012-0155.

**Engagement and Coordination**

The 2028 RTP update will require extensive coordination with local, regional, state, tribal and federal partners, community and business partners, and the public. The draft engagement plan is intended to guide that coordination and identify opportunities for meaningful input at key points in the planning process.

The work plan and engagement plan prioritize engagement with communities that have been historically underrepresented in transportation decision making, including Black, Indigenous and other people of color, people with low incomes, people with disabilities, people with limited English proficiency, youth and older adults. The engagement approach will seek to reduce barriers to participation, elevate lived experience, and clearly document how input informs decisions.

The project team has identified the following agencies and groups to engage in the update:

- Community leaders and community-based organizations representing historically underserved communities, health and equity interests, environmental protection, affordable housing, transportation, and social, climate and environmental justice.
- Business, economic development and freight groups, including large and small employers, freight shippers, business organizations, associations and chambers of commerce.
- Local jurisdiction staff and elected officials representing counties and cities in the region, including through county coordinating committees, regional technical and policy advisory committees, and local jurisdiction coordination.
- Tribal governments, through consultation and engagement activities in coordination with Metro's Tribal Affairs team.
- Special districts and transportation agencies, including TriMet, SMART, Port of Portland, and other regional transportation partners.
- Southwest Washington Regional Transportation Council and other Clark County partners, as appropriate, through existing regional coordination structures.
- State agencies, including the Oregon Department of Transportation, the Oregon Transportation Commission, the Oregon Department of Land Conservation and Development, the Land Conservation and Development Commission, the Oregon Department of Environmental Quality and the Oregon Health Authority.
- Federal agencies, including the Federal Highway Administration, Federal Transit Administration, U.S. Environmental Protection Agency and other federal resource agencies.

Staff will continue engaging regional advisory committees, county coordinating committees, local jurisdictions, transportation agencies, community and business partners, Tribes, and state and federal partners throughout the summer. This engagement will help clarify partner coordination needs, refine technical work, prepare the Call for Projects, and support a transparent process for future Council and JPACT decisions.

**What packet material do you plan to include?**

1. 2028 RTP Timeline and Scoping Schedule
2. 2028 RTP Work Plan Overview, June draft
3. 2028 RTP Engagement Plan Overview, June draft
4. 2028 RTP Draft Work Plan, June draft
5. 2028 RTP Draft Engagement Plan, June draft

# 2028 Regional Transportation Plan Update Work Plan Overview

*Summary of planning and engagement activities and key milestones (draft)*

| When | What |
|---|---|
| **Phase 1: Scoping**<br>January to September 2026 | **Planning Focus:** Develop a shared understanding of the trends, challenges and priorities the 2028 RTP update should address. Review adopted RTP goals and measures of success, relevant plans and policies, RTP system maps, and projects completed or under construction since 2023. Develop the data, tools and methods needed to support the needs analysis, project evaluation and other technical work.<br><br>**Engagement Focus:** Engage decision makers, jurisdictional and agency partners, Tribal governments, community and business leaders, and members of the public to identify priorities and shape the work plan and engagement plan.<br>• Engage Metro Council, regional advisory committees and county coordinating committees on RTP goals, priorities and the planning process<br>• Conduct individual meetings with elected officials and other regional leaders<br>• Convene a Community Leaders' Forum<br>• Support Metro Councilor engagement with constituents, including presentations to city councils<br>• Hold TPAC workshop on the performance evaluation framework, measures for project and system analysis<br>• Consult with federal, state, regional and resource agencies<br>• Invite consultation with Tribal governments |
| **Key Milestones:**<br>September to October 2026 | MPAC makes recommendation to the Metro Council<br><br>JPACT and the Metro Council consider adoption of the work plan and public engagement plan |
| **Phase 2: Prepare Needs Analysis and Draft Revenue Forecast**<br>September 2026 to January 2027 | **Planning Focus:** Document current and future transportation needs, update the plan's policy framework, refine performance measures and evaluation methods, and develop a draft revenue forecast. Define the process and timeline for the Call for Projects and establish funding targets for the financially constrained and strategic project lists.<br><br>**Engagement Focus:** Work with local, regional, state, Tribal and community partners to identify transportation needs and potential solutions, review the existing RTP project list, develop financial assumptions, and prepare partners for the Call for Projects.<br>• Host a regional transportation tools and data workshop for practitioners and other constituents<br>• Provide Project Tracker workshops, training and office hours for jurisdictional partners and Tribal governments<br>• Develop an online public open house or StoryMap<br>• Support Metro Councilor engagement with constituents, including city councils<br>• Hold TPAC workshops supporting the needs analysis and Call for Projects<br>• Convene Community Leaders' Forum, small group constituent meetings and RTP informational sessions<br>• Present and discuss the update at county coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings<br>• Continue engagement with partners and community members to identify regional transportation needs and potential solutions<br>• Share social media videos highlighting transportation needs and successful completed projects across the region |
| **Key Milestones:** | Complete the updated evaluation framework, the regional transportation needs analysis, the draft revenue forecast, initial policy updates, and the draft process and timeline for the Call for Projects. |

| When | What |
|---|---|
| **Phase 3: Call for Projects and Evaluation of Proposed Solutions**<br>January to December 2027 | **Planning Focus:** Conduct the Call for Projects, evaluate proposed projects and programs, climate smart analysis, update the financially constrained and strategic project lists, complete the financial plan, and prepare the draft RTP and appendices for public review.<br><br>**Engagement Focus:** Provide opportunities for partners, community members and decision makers to review project submissions, evaluation results, funding assumptions, and proposed investment priorities.<br>• Engage regional technical and policy advisory committees and county coordinating committees on the Call for Projects process<br>• Work with transportation providers to document and forecast reasonably available funding sources<br>• Seek feedback on updated project and program lists and evaluation results<br>• Continue presentations, briefings and discussions with advisory committees, county coordinating committees, and jurisdictional and community partners |
| **Key Milestones:** | • JPACT and the Metro Council initiate Call for Projects, providing direction on the process and evaluation of proposed solutions<br>• Conduct Call for Projects to update financially constrained and strategic project and program lists (Feb. 1 to March 12, 2027)<br>• JPACT and Metro Council consider feedback on draft project and program lists, performance evaluation, and recommendations for finalizing draft plan, appendices and Climate Smart Strategy for public review |
| **Phase 4: Public Review and Preliminary Plan Approval**<br>January to July 2028 | **Planning Focus:** Release the draft 2028 RTP, appendices, draft Climate Smart Strategy, technical documentation, and project and program investment priorities for public review. Compile public comments, develop Metro staff recommended changes, and prepare materials for preliminary plan approval.<br><br>**Engagement Focus:** Provide the public, local governments, transportation agencies, Tribal governments, community partners and other interested parties with opportunities to review and comment on the draft plan and proposed investment priorities. |
| **Key Milestones:** | • Conduct a 45-day public comment period (Jan. 14 to Feb. 29, 2028)<br>• MPAC makes a recommendation to the Metro Council<br>• JPACT considers preliminary approval of the 2028 RTP and Climate Smart Strategy<br>• Metro Council considers preliminary approval of the 2028 RTP and Climate Smart Strategy |
| **Phase 5: Final Legislative Adoption Process**<br>July to November 2028 | **Planning Focus:** Finalize the 2028 RTP, appendices, project and program investment priorities, adoption legislation, and findings of compliance with applicable state requirements. Complete the final public engagement report and prepare the plan for final legislative action.<br><br>**Engagement Focus:** Provide final opportunities for public testimony, committee review and decision maker consideration before adoption.<br>• Hold legislative hearings, including first and second readings<br>• Present the final plan and recommended changes to MPAC, JPACT and the Metro Council<br>• Document how engagement, public comments and policy direction informed the final plan |
| **Key Milestones:** | • MPAC makes recommendation to the Metro Council<br>• JPACT considers adoption of the 2028 RTP and Climate Smart Strategy<br>• Metro Council considers adoption of the 2028 RTP and Climate Smart Strategy<br>• Submit the adopted plan for state review and acknowledgement<br>• Publish adopted plan online and submit to Federal agencies |

Metro

2028 Regional Transportation Plan

# Draft Work Plan

June 26, 2026

## Metro respects civil rights.

Metro fully complies with Title VI of the Civil Rights Act of 1964, Americans with Disabilities Act (ADA), Section 504 of the Rehabilitation Act and subsequent non-discrimination laws.

**Metro assures that no person shall, on the grounds of race, color, national origin, age, sex, or disability, be excluded from participation in, be denied the benefit of, or be otherwise discriminated against under any of the programs or activities it administers.**

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Support is available for addressing participation barriers due to disability or language. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m., weekdays). Allow three business days in advance to receive accommodation. Metro offers language assistance in up to 180 languages. Call 503-797-1804 and allow five business days in advance to receive language accommodation.

## Metro is the federally mandated metropolitan planning organization

designated by the governor to develop an overall transportation plan and to allocate federal funds for the greater Portland region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. The Metro Council and JPACT act together as the MPO policy board.

**Project website:** www.oregonmetro.gov/projects/2028-regional-transportation-plan

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# Work Plan Overview

This work plan will guide development of the 2028 Regional Transportation Plan, providing a clear roadmap for completing the update by November 30, 2028.

Throughout 2026 until late 2028, Metro will work closely with cities and counties, tribes, transit providers, port districts, state and federal partners, businesses and community-based organizations to develop the 2028 RTP and update the Climate Smart Strategy.

The document tells decision-makers, partners, and participants what the update involves, what to expect, and what the outcomes of the update will be.

The work plan is designed to answer the following questions:

- Why is the 2028 Regional Transportation Plan update needed now?
- What products and decisions must be completed through the update?
- When will key phases, milestones, and adoption actions occur?
- Who is responsible for technical review, policy recommendations, and final decisions?
- How will local, regional, state, tribal and federal partners, community and business partners, and the public be engaged?
- What opportunities are there to shape the development of the plan and adoption actions?
- How will the final plan meet federal, state, and regional requirements?
- How will the adopted plan guide future investment and implementation?

This work plan provides the framework for answering these questions through a coordinated process of technical analysis, public engagement, intergovernmental collaboration, policy direction, and final adoption.

# Purpose and Background

The purpose of this work plan is to guide development of the 2028 Regional Transportation Plan for the Portland metropolitan region. The work plan establishes the scope, schedule, decision making process, technical program, engagement approach,

and major deliverables needed to complete the update by November 30, 2028, when the current plan expires.

The Regional Transportation Plan is the federally-required metropolitan transportation plan and the state-required regional transportation system plan for the region. Adoption of an updated plan is necessary to maintain compliance with federal requirements and eligibility for federal transportation funding.

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated Metropolitan Planning Organization (MPO) for the Portland metropolitan area. As the MPO, Metro is responsible for leading and coordinating updates to the Regional Transportation Plan on a regular cycle – every five years. Each update addresses the evolving needs of our growing region and meets federal and state requirements for the plan. The last update was adopted in November 2023.

For transportation projects to be eligible to receive Federal and state transportation funding they must be in the RTP. Transportation projects come from local, regional and state adopted plans, strategies and studies that had a public process with opportunities for public input. This includes locally adopted transportation system plans, investment areas plans, facility plans, corridor refinement plans, transit service plans, concept plans, area plans, and the Oregon Legislature.

The 2028 update comes at a critical time for the region as public agencies and transportation providers face rising project costs, revenue uncertainty, changing travel patterns, climate obligations, safety challenges, aging infrastructure, and increasing demand for safe, reliable and affordable travel options.

**[Map of Metro Region] [RTP Update Cycle] [Regulatory Framework]**

The Regional Transportation Plan guides long-term decisions about transportation investments, policies, and priorities across the Portland metropolitan region. It connects transportation planning with broader regional goals for safety, equity, climate action, housing affordability, economic prosperity, and quality of life. The plan plays a key role in:

- **Shaping how people move and live** by identifying the projects, programs, and policies that support access to jobs, housing, education, essential services, recreation, and nature.
- **Setting shared goals for transportation** that align with broader values and desired outcomes related to equity, safety, climate action, mobility, thriving economy, and regional housing and land use goals.

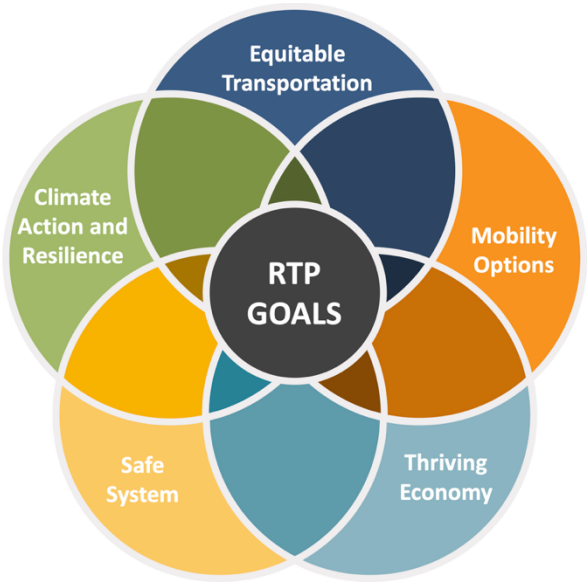
- **Coordinating billions of dollars in federal, state, regional, and local transportation funding** by determining which investments are regionally significant and priorities for the near- and long-term.
- **Measuring our progress over time** through goals, objectives, and performance targets that ensure accountability and guide future policy and investment decisions.
- **Supporting coordination across jurisdictions and agencies**, ensuring that cities, counties, transit providers, freight partners, and state and federal agencies work together toward a safe and connected transportation system.

Since the last update, the region has experienced significant changes in travel behavior, project costs, revenues, public expectations, and transportation system needs. The 2028 RTP update provides an opportunity to update and align transportation projects and programs with current and future needs and available revenues through a practical, implementable, and regionally supported plan.

The update will consider how transportation investments can improve safety, expand access to opportunity, support economic prosperity, reduce emissions, maintain critical infrastructure, and improve quality of life.

## Project Goals and Desired Outcomes

The 2028 Regional Transportation Plan update will build from and advance the five adopted goals of the latest RTP. These goals, adopted by JPACT and the Metro Council in 2023, MPAC, JPACT and the Metro Council continue to support these goals as the policy foundation for regional transportation decision making and the 2028 RTP:




- Safe System
- Equitable Transportation
- Climate Action and Resilience
- Mobility Options
- Thriving Economy

During the scoping phase, the Metro Council, JPACT and MPAC identified the following priorities and desired outcomes to be the focus of the 2028 Regional Transportation Plan update. These priorities reflect both policy direction and the need for a credible, actionable, and regionally responsive plan.

By **November 30, 2028**, we aim to adopt a Regional Transportation Plan that:

- **Elevates safety as a leading regional transportation priority**, with emphasis on reducing fatalities and serious injuries across all modes.
- **Strengthens the RTP's economic focus** by better connecting transportation investments to job access, freight reliability, business vitality, and regional competitiveness.
- **Sets the table for updating the region's transit vision** by identifying current challenges, future opportunities, and strategic choices for transit service and investment. An update to the Regional Transit Strategy is anticipated to follow the 2028 RTP and Climate Smart Strategy updates and will reflect the updated Future Vision and, subsequently, changes to the 2040 Growth Concept.
- **Provides clarity on available revenues and funding capacity** to support future efforts to secure additional transportation resources for the region.
- **Navigates tradeoffs created by state and federal funding uncertainty** through transparent prioritization and fiscally realistic planning.
- **Communicates transparently about the region's ability to meet adopted climate goals** under current funding and policy conditions.
- **Elevates community voices and priorities** throughout the planning process, with emphasis on inclusive and accessible engagement.
- **Optimizes local participation** by coordinating Metro outreach with local government, agency, and partner engagement efforts already underway.
- **Delivers a federally- and state-compliant regional transportation plan** that can guide investment, decision making, and implementation through the planning horizon.

# Policy Foundation Overview

The 2028 RTP will be developed consistent with applicable federal and state requirements and coordinated with adopted regional and local policies and plans.

## Federal Policy

- Metropolitan transportation planning requirements
- Metropolitan transportation plan contents
- Financial planning and fiscal constraint requirements

- Performance-based planning requirements
- Congestion management process requirements

## State Policy

- Statewide Planning Goals
- Applicable state administrative rules
    - Oregon Transportation Planning Rules
    - Oregon Metropolitan Greenhouse Gas Reduction Target Rules
- Oregon Transportation Plan and modal topical plans

## Regional Policy

- Regional Framework Plan
- 2040 Growth Concept
- Climate Smart Strategy
- Regional Transportation Plan and modal and topical plans and strategies

## Local Plans and Policy

- Local comprehensive plans
- Local transportation system plans
- Local capital improvement programs
- Partner agency plans and priorities

## New federal and state planning requirements and policy guidance

Since adoption of the 2023 RTP, the federal and state governments have adopted (or are in the process of developing) new policy guidance that will inform development of the new plan.

### Federal corrective actions and recommendations (2025)

The 2028 RTP update will address RTP-related corrective actions and recommendations identified in the most recent USDOT Federal certification review (2025), shown in Table 1.

## Table 1. 2025 Federal Certification Corrective Actions and Recommendations

| Topic Area | Corrective Action |
|---|---|
| **2028 Regional Transportation Plan Update** | The financial plan must include strategies for new funding sources for ensuring their availability. |
| | The Federal Team recommends that the RTP document the use of Year of Expenditure (YOE) in the financial planning processes and clearly outline the methods used to establish the inflation factor applied for YOE. |
| | The Federal Team recommends that the RTP include a project prioritization process that clearly demonstrates how performance-based planning is used to identify and prioritize projects that support regional goals and policies. |
| | The Federal Team recommends that local and statewide planning efforts and planning documents, which play an important role in the development of the RTP, be clearly articulated in the RTP document through an integrated approach. |
| | The Federal Team recommends that the Congestion Management Process continue to serve as a vital tool and resource for enhancing the region's understanding of congestion and developing effective reduction strategies. To support this effort, Metro should ensure that CMP products, such as the Atlas of Mobility Corridors and RTP Regional Mobility Corridor Strategies, are updated, incorporating the most recent data and analysis on congested corridors. Additionally, the revised RTP should clearly outline the strategies developed through the CMP and their anticipated outcomes. Lastly, the FHWA plans to conduct an additional review of Metro's CMP to identify opportunities for improvement, aiming to enhance the CMP's effectiveness and relevance to the development of both the RTP and TIP. |

## Continued implementation of the Climate-friendly and Equitable Communities (CFEC) Rules

Adopted by the Land Conservation and Development Commission in 2022, relevant provisions of the administrative rules will be addressed through this work plan as part of developing the 2028 RTP and subsequent implementation activities to be defined in Chapter 8 of the plan. Key areas to be addressed in the plan update include:

- Conducting transportation equity analysis and expanded outreach to underserved communities to improve equitable outcomes for underserved populations;
- Reducing household-based vehicle miles traveled to meet state climate goals and related VMT per capita targets;

- Using a prioritization framework to update the list of projects and programs in the plan based on their ability to improve safety, achieve equitable outcomes, and reduce per capita vehicle miles traveled (VMT) and other factors and the amount of funding available in the revenue forecast;
- Adopting the regional transportation system plan in coordination with the regional transportation plan that is required by federal law, through a single coordinated process; and
- Addressing the reporting requirements and corrective actions described below.

In 2025, due to mixed progress on implementing key elements of the Climate Smart Strategy in the 2023 RTP, LCDC approved several corrective actions as part of approving Metro's 2023 Major CFEC Implementation Report.[1] Shown in Table 2, Metro is required to address these actions by November 2028, and include updates on the progress of these corrective actions in annual minor reports submitted to the department. The next major report is due no later than May 31, 2029.

## Table 2. Metro Corrective Actions Approved by the Land Conservation and Development Commission (LCDC) in 2025

| Topic Area | Corrective Action Approved by LCDC in 2025 |
|---|---|
| **Climate Smart Strategy Update** | Metro will work with state and local partners to conduct a comprehensive review and update to the Climate Smart Strategy to inform the next RTP update. |
| | Metro will update its Climate Smart Strategy implementation monitoring and reporting to reflect the updated strategy and any changes recommended to the Climate Smart Strategy performance monitoring measures and targets. |
| **Transportation options and demand management** | Metro will update the Regional Travel Options (RTO) Strategic Plan and develop a Regional Transportation Demand Management (TDM) strategy. Metro should undertake this action with the following elements:<br>• Prioritize transportation options services when developing the next RTP.<br>• Work cooperatively with cities, counties, and transportation options providers to advance transportation options services across the region. |

[1] The final LCDC Order was issued in January 2026: https://www.oregon.gov/lcd/CL/Documents/2023_Metro_Report_LCDC_Order.pdf

| Topic Area | Corrective Action Approved by LCDC in 2025 |
|---|---|
| | *Note: This action was largely completed in April 2026 with JPACT and Metro Council approval of the Regional TDM Strategy*. |
| **Transportation electrification** | Metro will work with regional partners to identify actions to advance transportation electrification in the greater Portland region that complement existing federal and state policies and programs. *Note: This action was completed in November 2025 as part of development of the Comprehensive Climate Action Plan.* |
| **On-going monitoring and reporting of GHG emissions** | Metro will begin monitoring and reporting current state and regional trends in transportation-related greenhouse gas emissions in coordination with ODOT. |
| **Analysis tools and methods improvements** | Metro will continue to improve its climate analysis tools, assessment methods and capabilities in advance of the 2028 RTP update to better estimate greenhouse gas impacts of RTP projects and to better inform regional policy and investment decisions that impact climate. |
| **Improve process for prioritization of climate-friendly investments** | Metro will work with cities, counties, community-based organizations and transportation agencies to improve the process of developing and evaluating the RTP project list. |
| **Planning and funding Climate Smart Strategy investments** | Metro will increase efforts to prioritize and secure funding for transit service, bicycle and pedestrian infrastructure, and other regional greenhouse gas reduction strategies identified in the Climate Smart Strategy. Metro should undertake this action with the following elements:<br>• Prioritize pedestrian, bicycle, and transit infrastructure and services in the development of the next RTP to significantly increase support for these modes above the existing RTP.<br>• Work cooperatively with cities, counties, and transit service providers to advance transit service.<br>• Update the Regional Functional Plan to include requirements for cities and counties to prioritize planning, funding, and development for pedestrians, bicycles, and transit to ensure that local actions make a significant change in the development of the transportation system. |

## Updates to the Oregon Highway Plan and Oregon Freight Plan

In addition, the Oregon Transportation Commission (OTC) initiated updates to the Oregon Highway Plan (OHP) and Oregon Freight Plan (OFP) to implement the 2023 Oregon Transportation Plan (OTP). The OHP and OFP updates will be guided by the

2023 OTP and the 2024-28 Strategic Action Plan Priorities (SAP) adopted by the OTC in 2023:

- **Equity** – Integrate and prioritize diversity, equity and inclusion by identifying and addressing systemic barriers to ensure all Oregonians benefit from transportation services and investments.
- **Modern Transportation System** – Build, maintain and operate a modern, multimodal transportation system to serve all Oregonians, address climate change, and help Oregon communities and economies thrive.
- **Sufficient and Reliable Funding** – Seek sufficient and reliable funding to support a modern transportation system and a fiscally sound ODOT.

The RTP goals and priorities to be addressed through this work plan are aligned with and support the OTC SAP priorities and its eight strategic outcomes:

- Secure sufficient and reliable funding
- Save lives
- Provide excellent customer service
- Preserve transportation assets
- Improve equitable outcomes
- Reduce emissions and electrify Oregon's transportation system
- Improve access to active and public transportation
- Reduce congestion in the Portland region

New policies and information developed through the OHP and OFP updates will be addressed to some degree in the 2028 RTP, but additional work may be necessary in the next update to the RTP. This will be determined following adoption of the OHP and OFP by the OTC, which is anticipated in 2027.

## Relationship to the Climate Smart Strategy Update

Metro will update the Climate Smart Strategy concurrent and coordinated with development of the 2028 Regional Transportation Plan. The update will be informed by the 2026 Statewide Transportation Strategy Monitoring Report and address remaining corrective actions approved by LCDC in 2025. Work continues to determine how best to align the process to update the Climate Smart Strategy with the final RTP work plan and the 2026 Statewide Transportation Strategy Monitoring Report. More information will be added to this work plan.

## Relationship to the Update of Future 50, Metro's 50-year regional vision

In 2025, Metro initiated an update to the region's Future Vision, a guidance document that defines the preferred future for the greater Portland region in 50 years. The updated vision – known as Future 50 – will set the course for policies, programs and projects that help create a better future for the greater Portland region. It will touch on a wide range of topics, from land use, transportation and our economy to housing, climate, nature, arts and culture. The updated Future Vision will be shaped by the Future Vision Commission, a group of people from across the region that represent a variety of backgrounds, perspectives, jobs and life experiences.

Adoption of Future 50 and subsequent updates to the Regional Framework Plan, 2040 Growth Concept and regional functional plans are anticipated in 2027 and 2028. This timing precludes these updates from being fully addressed in the 2028 RTP. Consequently, the 2032 RTP will serve as the first RTP to fully align with Future 50 and subsequent plan and policy changes.

## Relationship to Local Transportation System Plan Updates

Several local governments are in the process of updating (or have completed updates) to the local transportation system plans. The Oregon Transportation Planning Rules contain new requirements that these local TSP updates must address for the first time, including:

- Conducting transportation equity analysis and expanded outreach to underserved communities to improve equitable outcomes for underserved populations
- Development of financially constrained project lists[2] using a prioritization framework and that considers the ability of projects to improve safety, achieve equitable outcomes, and reduce per capita VMT and other factors, and the amount of funding available in the TSP revenue forecast;
- Demonstration that the projected VMT per capita in the horizon year of the plan is lower than the estimated VMT per capita in the base year of the plan;

[2] The Federal Highway Administration (FHWA) defines a financially constrained project list as a list of transportation projects that can be implemented using available, committed, or reasonably available revenue sources. The list must also demonstrate that the federally supported transportation system will be adequately operated and maintained.

- Application of non-vehicle performance measures and standards; and
- Conducting enhanced review, coordination with affected jurisdictions and public engagement for projects that add roadway capacity to the transportation system.

These TSP updates may identify new or revised projects and programs to submit to the 2028 RTP during the Call for Projects in Phase 3. State rules now require cities and counties to submit transportation projects to the RTP exclusively from their adopted local TSP financially constrained project list to ensure local and regional plan consistency.[3] State rules also require the local TSP financially constrained project list to include projects for facilities and services owned and operated by the local jurisdiction and those owned, operated, and/or supported (funded) by others, including ODOT, Port of Portland, SMART, TriMet, and parks districts.

Metro is seeking clarification from DLCD regarding how this impacts the 2028 RTP update and will work with partners during the scoping phase to identify projects in the 2023 RTP that are not currently adopted in a local TSP.

# Regional Transportation Decision Making Overview

The RTP decision making framework is designed to support clear, coordinated, and accountable regional decision making. It establishes defined roles for governing bodies and advisory committees, ensures policy choices are informed by sound technical analysis and public input, and provides timely opportunities for partners and community members to help shape key decisions throughout the process. Through collaboration across jurisdictions and a focus on practical outcomes, the framework helps guide development and adoption of a broadly supported and implementable Regional Transportation Plan.

## Decision Making Principles

- Clear roles and responsibilities across governing bodies and advisory committees
- Early engagement on key policy questions and major decision points
- Recommendations grounded in sound technical analysis and data
- Coordination across local, regional, tribal and state partners
- Transparent process, materials, and decision making

[3] https://www.oregon.gov/odot/Planning/TSP-Guidelines/Documents/Financially_Constrained_Project_List_Development_Factsheet.pdf

- Inclusive engagement that reduces barriers to participation
- Focus on timely, practical, and implementable outcomes

## Decision Making Bodies

### Metro Council

The elected governing body of Metro and final decision maker for adoption of the Regional Transportation Plan. Metro Council sets regional policy direction, considers recommendations from advisory bodies, weighs tradeoffs, and adopts the final RTP.

- Final adoption authority (shared with JPACT)
- Sets regional policy direction
- Approves final plan and major amendments to the plan

### Joint Policy Advisory Committee on Transportation (JPACT)

The Joint Policy Advisory Committee on Transportation is the region's primary transportation policy advisory body and part of the metropolitan planning organization decision structure. It includes elected officials and agency representatives who evaluate transportation needs, recommend regional transportation policy, and approve actions forwarded to Metro Council on MPO matters.

- Final adoption authority (shared with Metro Council)
- Sets regional policy direction
- Approves final plan and amendments to the plan

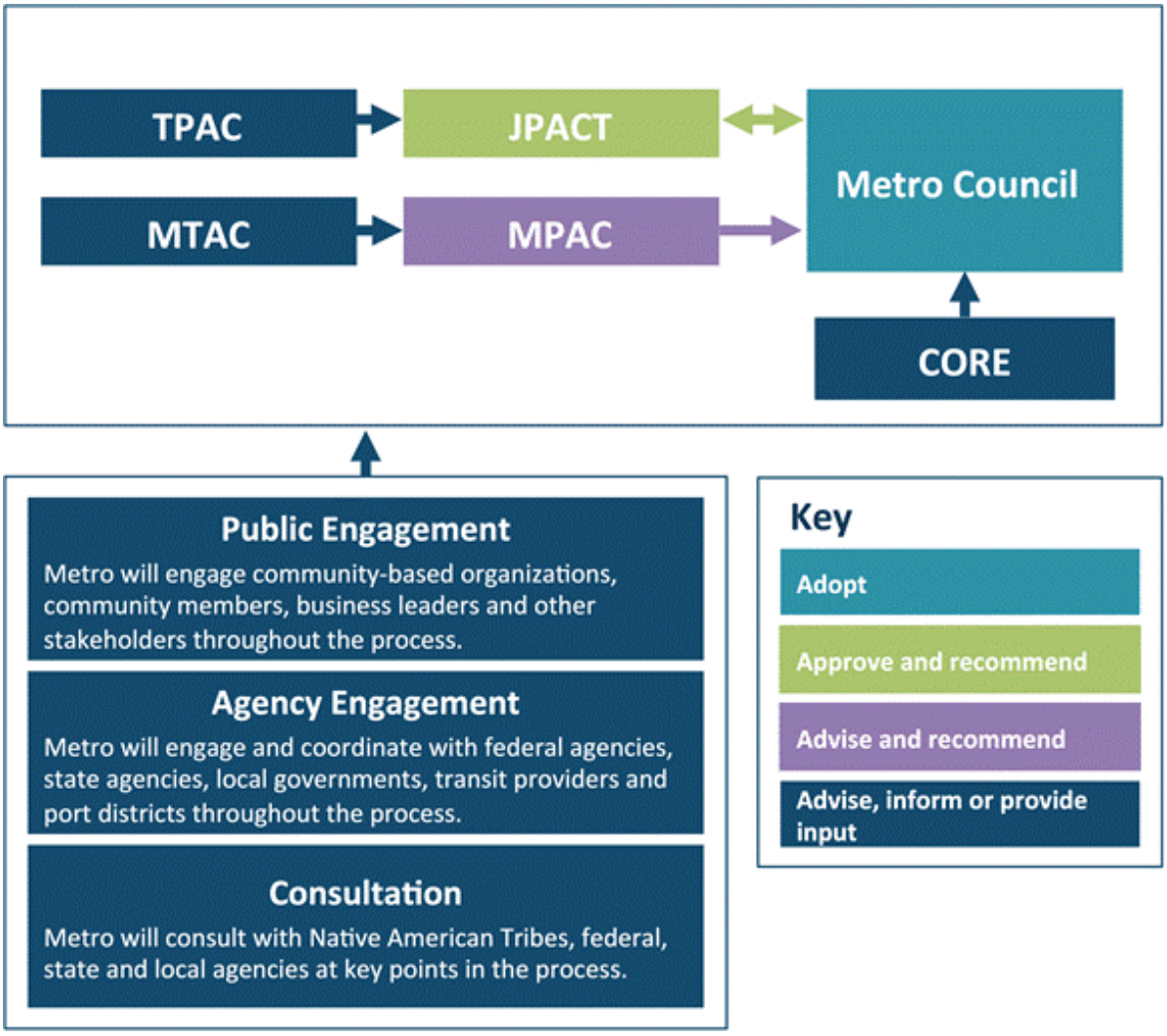
## Regional transportation decision-making framework

The 2028 RTP update relies on Metro's role as the federally designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region, as designated by the U.S. Department of Transportation and the Governor of Oregon. Metro's regional transportation decision-making framework is shown in Figure 1.

The Metro Council and JPACT act together as the MPO policy board. Other committees have varying levels of responsibility to review, provide input and make recommendations on the development of the 2028 RTP.

Integral to this decision-making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.

## Figure 1. Regional transportation decision-making framework




Metro's Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of the *Strategic Plan to Advance Racial Equity, Diversity and Inclusion*. CORE will provide input at key points in the 2028 RTP process. CORE's input will be shared with Metro's other advisory committees for consideration.

The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management, land use and other matters of metropolitan concern, including the RTP, at the policy level. The Metro Technical Advisory Committee (MTAC) provides input to MPAC at the technical level.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process

strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including updating the RTP every five years. The Transportation Policy Alternatives Committee (TPAC) provides input to JPACT at the technical level.

Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. For the purposes of the RTP, JPACT approves the RTP and periodic amendments and submits these to the Metro Council for adoption. The Metro Council adopts the recommended action or refers it back to JPACT with a recommendation for amendment.

# Coordination and Consultation

## County Coordinating Committees

County level coordinating committees provide forums for local governments and agencies within each county to discuss local and regional transportation priorities, implementation challenges, and regional coordination. These committees help connect the RTP to local plans, local capital priorities, and jurisdiction-specific needs.

- Forums for county level partner coordination
- Elevates local priorities and implementation challenges

## Community, Business and Constituent Forums

These forums include community-based organizations, advocacy groups, business interests, freight representatives, transportation users, historically underserved communities, and other constituents. Their role is to provide lived experience, policy insight, and practical feedback to improve the RTP and ensure meaningful public participation.

- Provide community-based input
- Identify needs, barriers, and priorities

## Tribal Governments

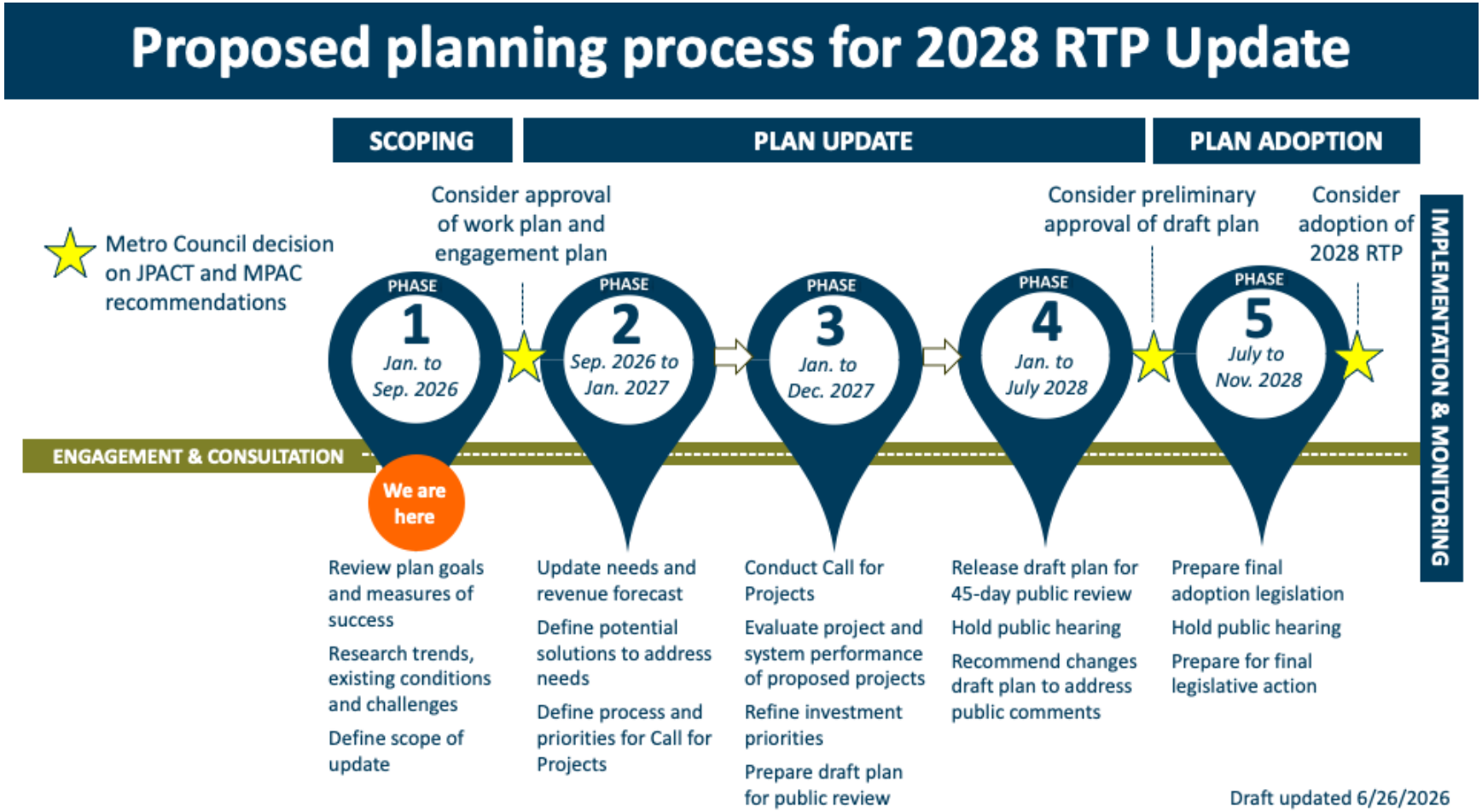
As part of the RTP's process, Metro will invite consultation with federally recognized tribes within the planning area boundary. The project team works directly with staff in Metro's Tribal Affairs department to coordinate these meetings and provide tribal representatives with the information they need to consult and meaningfully engage with the 2028 RTP update.

# Project Overview, Phases and Decision Milestones

The 2028 Regional Transportation Plan update will be completed through a coordinated multi-phase planning process that integrates policy development, technical analysis, public engagement, interagency coordination, consultation, and decision making. The process is designed to produce a federally- and state- compliant and regionally actionable long range transportation plan for adoption by November 30, 2028.

Shown in Figure 2, the project will be organized into five phases, each with defined milestones and deliverables that build toward release of a public review draft and final RTP and Climate Smart Strategy adoption in 2028.

**Figure 2. Proposed timeline and process for the 2028 Regional Transportation Plan update**



## Phase 1: Scoping, Research and Early Engagement

**January 2026 – September 2026 (9 months)**

The first phase of the 2028 RTP update will focus on engaging decision makers, local, regional, state, Tribal and community partners, and members of the public to understand key trends and challenges facing the region. This phase will begin with a review of the adopted RTP goals and identifying desired outcomes for the process, and priorities that should be the focus of the update.

The purpose of this phase is to build a shared understanding of what the 2028 RTP needs to address and to define a planning and engagement process that is responsive to regional and community needs. This phase will also begin development of background data, tools, and methods that will be used to document how the region is growing and changing and evaluate how the transportation system is performing. A review of completed RTP projects and new plans and policies adopted since 2023 will be conducted. This information will support policy and project list decisions during the update.

**Phase 1 | Planning and Research Activities:**

- ❑ **Plan Goals and Measures of Success Review:** Review goals and measures for the 2028 RTP.
- ❑ **Plan and Policy Review:** Review relevant plans and policies to identify changes needed to reflect state, regional and local plans and studies completed since 2023. This work will also include jurisdictional review of the RTP system maps to recommend classification changes needed to align local, regional and state plans.
- ❑ **Community Engagement Retrospective:** Review community engagement reports from the 2023 RTP and other relevant engagement reports completed since 2023 to identify regional and community needs and priorities. This work will continue in to Phase 2.
- ❑ **Project Database Migration and Project List Review:** Conduct jurisdictional review of RTP project list to identify projects under construction or completed in the region since 2023. Identify 2023 RTP projects that are not adopted in a local TSP. The project team will also be working to migrate the current RTP project list data to the Project Tracker data management system used for the Metropolitan Transportation Improvement Program and Regional Flexible Funds Allocation Process.
- ❑ **Develop Data, Tools, and Methods:** Update data, tools, and methods needed to support assessment of current and future transportation system conditions and

needs and other technical analysis throughout the process. The technical analysis will integrate GIS tools, mapping, modeling and forecasting, and federal and state monitoring and reporting requirements to document how the region is growing and changing, transportation trends and challenges, and how the transportation system is performing. The analysis will include relevant data and findings from the Future 50 update to the regional vision, Oregon Travel Study, Climate Smart Strategy monitoring and the region's congestion management process and federal performance reporting. This work will include preparing the regional travel demand model, transportation analysis zone assumptions and base year and no build networks for use in the update, and model updates needed to reflect the Oregon Travel Study. This work will include preparing VisionEval to be used at a regional level to help evaluate greenhouse gas emissions. Activities will also include updating the mobility corridor geographies used to identify needs and potential solutions in Phase 2. It will also inform the Call for Projects and subsequent performance evaluation of proposed solutions in Phase 3.

**Phase 1 | Engagement Activities:**

- ❑ Engage Metro Council and regional advisory committees, county coordinating committees, and business and community leaders on RTP goals, priorities to address and development of the work plan and engagement plan
- ❑ Conduct individual meetings with leaders from across the region, including elected and public officials on JPACT, MPAC and the Future Vision Commission
- ❑ Convene Community Leaders' Forum on RTP goals, priorities to address and development of the work plan and engagement plan to guide the update
- ❑ Metro Councilor engagement with constituents, regional leaders and elected officials
- ❑ TPAC workshop on RTP performance evaluation framework and measures for project- and system-level analysis
- ❑ Convene inaugural Regional Transit Forum meeting with staff from transit agencies and organizations
- ❑ Consultation with Federal, state, regional and resource agencies
- ❑ Consultation with Tribes

**Phase 1 | Milestones:**

- ❑ MPAC votes on recommendation to the Metro Council on the work plan and engagement plan
- ❑ JPACT votes on approval of 2028 RTP work plan and engagement plan, and makes recommendation to the Metro Council

- ❑ Metro Council votes on approval of the 2028 RTP work plan and engagement plan

**Phase 1 | Key Products and Deliverables:**

- ❑ 2028 Regional Transportation Plan Work Plan
- ❑ 2028 Regional Transportation Plan Engagement and Consultation Plan
- ❑ Scoping Engagement Calendar
- ❑ RTP System Map Update Online Submission Tool
- ❑ Scoping Phase Engagement Report and Executive Summary
- ❑ Draft Public Engagement Retrospective Report
- ❑ Migration of RTP Project Database to Project Tracker
- ❑ 2050 Distributed Forecast
- ❑ Memos:
  - ☐ Summary and map of RTP projects completed since 2023
  - ☐ Plan and Policy Review
  - ☐ Summary of Proposed RTP System Map updates

## Phase 2: Prepare Needs Analysis and Draft Revenue Forecast

**September 2026 – January 2027 (5 months)**

The second phase of the 2028 RTP update will focus on refining the plan's policy framework to reflect relevant plans and policies updated since 2023, documenting the region's transportation needs and potential solutions, and updating the plan's financial assumptions. Developing the data, methods, and analytical tools needed to support the current and future needs assessment and the project- and system-level performance evaluation and investment decisions later in the process will also continue. Analysis years will be 2025 (base year), 2040 and 2050.

This phase will use input and information from Phase 1 to refine the region's performance measures and evaluation approach. Work during this phase will also include updating RTP policies where needed to reflect plans and policies updated since 2023. This work will provide an updated policy framework to guide evaluation of regional transportation needs and potential projects and programs to address those needs during Phase 3.

During this phase, Metro will also work with local, regional, state, Tribal, and community partners to review the existing RTP project list and prepare for the call for projects in Phase 3. Metro will also work with local, regional, state, Tribal, and community partners to identify reasonably expected transportation revenues to support development of a

draft revenue forecast and cost targets for the financially constrained and strategic project lists that will be developed during Phase 3.

This phase will also include a regional transportation needs analysis focused on the RTP's goals related to equity, climate, safety, mobility, and thriving economy. The needs analysis will help identify where the transportation system is meeting regional goals, where it is falling short, and how existing plan investments advance adopted policy direction and community priorities. This work will help ensure that later decisions are grounded in shared policy direction, current data, federal and state requirements, and the needs and priorities identified through engagement.

**Phase 2 | Planning and Research Activities:**

- ❑ **Revenue Forecast:** Develop draft local, regional, state, tribal and federal revenue forecast to set budget for the plan and Call for Projects in Phase 3. The 2023 RTP revenue forecast will serve as a starting point for the draft forecast.
- ❑ **Evaluation Framework:** Update performance measures and targets, data and methods to support the technical analysis.
- ❑ **Needs Analysis**: Seek feedback on the current RTP project list and transportation needs and complete a multimodal needs analysis using the new mobility policy, updated multimodal inventories, and data from the Regional Freight Commodities Movement Study and Community Connector Transit Study to identify regional transportation needs and potential solutions.
- ❑ **State of the Transportation System Report**: Report on system performance to understand today's travel behavior and progress toward shared regional goals related to safety, equity, climate, mobility, and the economy.
- ❑ **Policy Updates:** Updates to existing RTP Chapter 3 policies that reflect new policies and information from work completed since 2023 will include:
    - RTP System Map Updates
    - Transportation Equity Policy Updates
    - Regional Transportation Demand Management Policy Updates: focused on incorporating recommendations from the 2026 Regional Transportation Demand Management Strategy
    - Regional Emergency Transportation Routes Maps and Transportation Resilience Policy Updates: focused on incorporating recommendations from the RETR Project Phase 2, Cooling Corridors Study and statewide resilience efforts
    - Regional Transit Policy Updates: focused on incorporating recommendations from the Community Connector Transit Study
- ❑ **Define Process for the Call for Projects:** Define the project solicitation, evaluation and review process to guide refining the plan's list of projects and

programs within the draft revenue forecast, consistent with the Transportation Planning Rules and federal certification recommendations.

- ❑ **Initiate Climate Smart Strategy Update:** Align the process for updating the Climate Smart Strategy with final RTP work plan.

**Phase 2 | Engagement Activities:**

- ❑ Host at least one regional transportation tools and data workshop for practitioners and other constituents to learn about the analysis tools and data being used to support development of the 2028 RTP
- ❑ Convene workshop/trainings/office hours on use of Project Tracker in advance of and during Call for Projects (for jurisdictional partners and tribal governments)
- ❑ Convene quarterly Regional Transit Forum meetings with staff from transit agencies and organizations
- ❑ Develop Online (Story Map) Public 2028 RTP Open House
    - Topics TBD
- ❑ Metro Councilor engagement with constituents, regional leaders and elected officials
- ❑ TPAC workshops in support of the 2028 RTP needs analysis and call for projects
- ❑ Small group meetings
- ❑ RTP informational sessions
- ❑ Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings
- ❑ Collaborate with cities, counties, Tribes, ODOT, SMART, TriMet and Port of Portland to document and forecast reasonably available funding sources
- ❑ Continue to engage partners and community members to identify regional transportation needs, community priorities and potential solutions
- ❑ Engage regional technical and policy advisory committees and county coordinating committees in the development and implementation of the Call for Projects process
- ❑ Social media video posts on needs and success stories about completed projects that reflect different types of investments across the region (e.g. safety – lighting, marked crossings, bus stops) and major travel corridors (e.g. 82nd Avenue, TV Highway, Powell Boulevard, OR 217, I-205, I-5)

**Phase 2 | Milestones:**

- ❑ Completion of:
    - Updated performance evaluation framework
    - Regional transportation needs analysis
    - Draft revenue forecast
    - Policy updates

- Process and timeline for the Call for Projects

**Phase 2 | Key Products and Deliverables:**

- ❑ Memos
  - ☐ Performance Evaluation Framework and Targets
  - ☐ Revenue Forecast Approach
  - ☐ RTP Equity Framework
  - ☐ Climate Smart Strategy Update
  - ☐ Call for Projects process and timeline to guide update to list of RTP projects and programs
- ❑ Maps
  - ☐ Metropolitan Planning Area
  - ☐ Equity Focus Areas
  - ☐ Social Vulnerability Index 2.0
  - ☐ 2026 High Injury Corridor and Intersections Map
  - ☐ Regional Freight Commodities Movement Map
  - ☐ 2028 RTP System Maps
- ❑ State of the Transportation System Performance Report
- ❑ Regional Transportation Needs Analysis Report
  - ☐ Identify regional transportation system gaps, deficiencies and potential solutions
  - ☐ Identify opportunities to support increased use of alternative fuel vehicles, transportation electrification (including buses, e-bikes and other mobility devices), connected vehicles, driverless vehicles and other advanced technologies
  - ☐ Summarize potential transportation risks and vulnerabilities of Regional Emergency Transportation Routes to inform opportunities for making the transportation system resilient to natural and security hazards, climate change and extreme weather events
- ❑ Draft Revenue Forecast Report
  - ☐ Update the financially constrained revenue forecast with local, regional, tribal and state partners, building on the existing RTP forecast and ODOT's *Financial Assumptions for Development of Metropolitan Transportation Plans SFY 2020/21 to 2049/2050*[4]

[4] Accessed at: https://www.oregon.gov/odot/Data/Revenue%20Forecasts%20%20Economic%20Reports/MPO%20LRPA%202022.pdf This report will be updated by ODOT as part of this effort.

- ☐ Set funding targets for the “Constrained RTP” near-term (FFY 2029-2040) and long-term (FFY 2041-2050) project and program priorities
- ☐ Identify a strategy for new revenues assumed for the “Constrained RTP” and more aspirational “Strategic RTP” that are not currently in place
- ☐ Set funding target for additional project and program priorities the region would pursue if additional resources became available

❑ Draft RTP Chapters:
- ☐ Chapter 1: Introduction and Plan Overview (draft)
- ☐ Chapter 2: Draft Vision, Goals, Objectives, Performance Measures and Targets (draft)
- ☐ Chapter 3: System Policies (draft)
- ☐ Chapter 4: Growing and Changing Region and Existing Conditions and Transportation Needs (draft)

❑ Public Engagement Report (Phase 2)

## Phase 3: Call for Projects and Evaluation of Proposed Solutions

**January 2027 – December 2027 (11 months)**

The third phase of the 2028 RTP update will focus on the Call for Projects, evaluating project and program priorities submitted by jurisdictional and tribal partners, and preparing the draft plan and appendices for public review during Phase 4. This phase will build on the goals, policy direction, and evaluation framework developed in Phases 1 and 2, as well as project and program submissions received through the Call for Projects.

Opportunities for input on the updated project lists, evaluation results, and proposed project and program priorities will be provided during this phase. Work will also include identifying future actions, partnerships, and implementation needs to be included in the RTP to help advance the plan after adoption.

The phase will conclude with preparation of the public review draft of the 2028 RTP. The start of the 45-day public comment period will occur in Phase 4.

**Phase 3 | Planning and Research Activities:**

❑ **Call for Projects to Refine List of Projects and Programs:** Coordinate update to project list with local, regional, state and tribal governments.

❑ **Performance Evaluation:** Conduct and report on project- and system-level performance evaluation of proposed solutions relative to plan’s goals, objectives and performance targets. This evaluation will include an analysis to identify

projects that intersect with environmental, cultural and historic resources and potential mitigation strategies to address the potential impacts of future transportation projects.

- ❑ **Review of Updated Project and Program Lists:** Make available the draft RTP "constrained" and "strategic" project lists on a publicly-accessible website and seek feedback on updated list of priorities.
- ❑ **Financial Plan:** Document RTP revenue forecast and potential strategies and actions to implement new financing mechanisms. This will include updates to the draft revenue forecast to reflect the 2027 Oregon Legislative Session and federal transportation reauthorization.
- ❑ **Prepare Draft Plan and List of Projects and Programs for Public Review:** Prepare draft plan, appendices and list of projects and programs for public review in Phase 4.

**Phase 3 | Engagement Activities:**

- ❑ Engage regional technical and policy advisory committees and county coordinating committees in the development and implementation of the Call for Projects process
- ❑ Convene Business Roundtable Meeting
- ❑ Convene Community Leaders' Forum
- ❑ Convene quarterly Regional Transit Forum meetings with staff from transit agencies and organizations
- ❑ Consultation with Federal, state, regional and resource agencies
- ❑ Consultation with Tribes

**Phase 3 | Milestones:**

- ❑ JPACT and the Metro Council initiate 2028 RTP Call for Projects, providing direction on process for updating and evaluating proposed solutions
- ❑ Conduct Call for Projects to update the RTP "Constrained" and "Strategic" project lists (Feb. 1 to March 12, 2027)
- ❑ JPACT and the Metro Council consider feedback on draft project and program lists, performance evaluation and recommendations for finalizing the draft plan, appendices and Climate Smart Strategy for public review

**Phase 3 | Products and Deliverables:**

- ❑ Public Engagement Report (Phase 3)
- ❑ Regional Transportation Projects and Programs Evaluation Report(s)
- ❑ Draft RTP Chapters:
    - ☐ Chapter 5: Financial Plan

- ☐ Chapter 6: Project and Program Investment Priorities
- ☐ Chapter 7: Project Evaluation and Plan Performance
- ☐ Chapter 8: Draft Action Plan

❑ Public Review Draft 2028 RTP Materials
- ☐ Complete draft Chapter 1 through Chapter 8
- ☐ Public review draft appendices
- ☐ Public review draft project and program investment priorities
- ☐ Public review materials for the 45-day public comment period

❑ Public Review Draft Climate Smart Strategy Materials
- ☐ Public review materials for the 45-day public comment period
- ☐ Public review technical documentation

## Phase 4: Public Review and Preliminary Plan Approval

**January 2028 – July 2028 (7 months)**

The fourth phase of the 2028 RTP update will focus on public review of the draft RTP and preliminary approval by regional decision makers. This phase will begin with the 45-day public comment period from Jan. 14 to Feb. 29, 2028, providing an opportunity for the public, local governments, regional partners, state agencies, Tribal governments, community partners, and other interested parties to review and comment on the draft 2028 RTP and appendices.

During this phase, Metro will compile and share the public review draft of the 2028 RTP, supporting appendices, technical documentation, draft project and program investment priorities, and draft adoption legislation. Metro staff will also document public comments received, recommended changes to the plan and appendices to address feedback received, and prepare the Phase 4 Public Engagement Report.

The phase will conclude with preliminary recommendations and approval actions by MPAC, JPACT, and the Metro Council. These actions will provide direction for preparing the final 2028 RTP and appendices, final adoption legislation, and findings of compliance with applicable state and federal requirements.

**Phase 4 | Planning and Research Activities:**

❑ Release draft plan and technical appendices for public review

**Phase 4 | Engagement Activities:**

❑ Consultation with Federal, state, regional and resource agencies
❑ Consultation with Tribes
❑ Public hearing

- ❑ TPAC workshop to discuss Metro staff recommended changes to the plan and appendices
- ❑ Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings

**Phase 4 | Milestones:**

- ❑ Conduct 45-Day Draft Plan Public Comment Period
- ❑ MPAC makes recommendation to the Metro Council
- ❑ JPACT considers preliminary adoption of 2028 RTP and Climate Smart Strategy
- ❑ Metro Council considers preliminary adoption of 2028 RTP and Climate Smart Strategy

**Phase 4 | Products and Deliverables:**

- ❑ Public review draft 2028 RTP (and appendices, including project and program investment priorities)
  - ☐ Public review draft Chapter 1 through Chapter 8
  - ☐ Public review draft appendices
  - ☐ Public review draft project and program investment priorities
- ❑ Public review Climate Smart Strategy (and supporting technical documentation)
- ❑ Public Engagement Report (Phase 4)
- ❑ Public Comment Period Report and executive summary
- ❑ Metro staff recommended changes to respond to public comments
- ❑ Legislation, including Resolution and staff report, and recommended changes to public review draft RTP and appendices

## Phase 5: Final Legislative Adoption Process

**July 2028 – November 2028 (5 months)**

The fifth phase of the 2028 RTP update will focus on finalizing the plan and completing the regional adoption process. This phase will build on the public review process, preliminary approval actions, and direction received during Phase 4.

During this phase, Metro will prepare the final 2028 RTP and Climate Smart Strategy, supporting appendices, final project and program investment priorities, final adoption legislation, and findings of compliance with applicable state requirements. Metro will also complete the final public engagement report, documenting engagement activities, public comments, and how input shaped the final plan.

The phase will conclude with final actions by MPAC, JPACT, and the Metro Council. Adoption of the 2028 RTP will establish the region's updated transportation policy

direction, investment priorities, implementation actions, and required documentation for the next planning cycle.

**Phase 5 | Engagement Activities:**

- ❑ Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings
- ❑ Hold legislative hearings – first read and second read
- ❑ MPAC makes final recommendation to the Metro Council
- ❑ JPACT considers adoption of 2028 RTP and Climate Smart Strategy
- ❑ Metro Council considers adoption of 2028 RTP and Climate Smart Strategy

**Phase 5 | Milestones:**

- ❑ MPAC makes final recommendation to the Metro Council
- ❑ JPACT considers adoption of 2028 RTP and Climate Smart Strategy
- ❑ Metro Council considers adoption of 2028 RTP and Climate Smart Strategy

**Products and Deliverables:**

- ❑ Final 2028 RTP (and appendices, including project and program priorities)
  - ☐ Revised Chapter 1: Introduction and Plan Overview
  - ☐ Revised Chapter 2: Vision, Goals, Objectives, Policies, Performance Measures and Targets
  - ☐ Revised Chapter 3: Regional Transportation System Policies and System Maps
  - ☐ Revised Chapter 4: Growing and Changing Region, Existing Conditions, System Performance and Needs
  - ☐ Revised Chapter 5: Financial Plan and Revenue Forecast
  - ☐ Revised Chapter 6: Project and Program Investment Priorities
  - ☐ Revised Chapter 7: Investment Evaluation and Plan Performance
  - ☐ Revised Chapter 8: Implementation and Action Plan
  - ☐ Revised Appendices
- ❑ Final Climate Smart Strategy
- ❑ Final adoption legislation for RTP and Climate Smart Strategy, including separate Ordinances, staff reports and findings of compliance with Statewide Planning Goals
- ❑ Final Public Engagement Report (Phase 5)

# Engagement and Consultation Overview

The primary goal of our engagement process is to meaningfully engage a broad range of audiences, strengthen relationships with community leaders and public officials, elevate lived experiences, support community capacity, inform decision making and comply with applicable federal, state and regional public participation requirements.

The 2028 RTP update will use a transparent, inclusive and coordinated engagement and consultation strategy to ensure that local jurisdictions, transportation agencies, advisory committees, community-based organizations, Tribes, business and freight interests, advocacy groups and members of the public have meaningful opportunities to help shape the plan. Engagement will occur throughout the update process and will be timed to inform key milestones, including development of the policy framework, needs assessment, financial analysis, call for projects, project and program evaluation, draft plan review and final adoption.

A companion engagement and consultation plan has been designed to help people across the greater Portland region understand how regional transportation decisions are made and how their input can influence the RTP. Metro will provide complete, accurate, understandable and timely information about the update, clearly identify when and how people can participate and explain how input will be used. Engagement and consultation will also be documented so that decision makers, advisory committees, partners, and the public can understand the themes, priorities and concerns raised throughout the process.

A central purpose of engagement will be to learn about the transportation needs, priorities, and lived experiences of people across the region. The process will prioritize input from communities that have been historically underrepresented in transportation decision making, including Black, Indigenous and other people of color, people with disabilities, people with low incomes, people with limited English proficiency, youth and older adults.

## Agency partner engagement

Metro will coordinate engagement with local jurisdictions, counties, transit providers, ODOT, ports, special districts and other transportation agencies through advisory committees, county coordinating committees, technical work groups, small group briefings and standing partner meetings. TPAC, MTAC, MPAC, JPACT and Metro Council will serve as key venues for technical review, policy direction, public input and regional decision making. Engagement with these bodies will be supported by public comment summaries, engagement findings and materials that clearly connect community and partner input to the decisions before them.

## Consultation with Tribes

Metro will consult with Tribes in coordination with Metro's Tribal Liaison. Consultation will begin early in the process and continue at key milestones, including the public review period. Metro will seek guidance from Tribes on how they would like to be involved in the 2028 RTP update and will offer opportunities such as email updates, briefings, individual consultation meetings, group consultation meetings and formal review of draft materials.

## Consultation with regulatory, resource and partner agencies

Metro will also consult with regulatory, resource and partner agencies, including state and federal agencies, to ensure that the RTP reflects applicable requirements, regional priorities and agency expertise.

## Engagement tools

The 2028 RTP update will use a mix of engagement tools to provide multiple ways for people to participate. These tools may include an RTP project website, online surveys, public comment opportunities, social media, email updates, public briefings, community leader forums, business and freight roundtables, advisory committee workshops, jurisdictional briefings, engagement toolkits, storytelling, community conversations, public hearings and written comment periods. Materials will be designed to be accessible, understandable and relevant to people who do not have technical transportation planning expertise.

## Engagement tracking and documentation

Public comments, questions, and feedback will be tracked throughout the process. Metro will use comment summaries, engagement reports and public comment reports to share what was heard, identify major themes and explain how input informed the RTP. A final engagement summary will document the engagement process, summarize participation and input, identify successes and lessons learned, and support the public record for adoption of the 2028 RTP.

# Post Adoption Implementation Activities

Adoption of the 2028 Regional Transportation Plan will be a major milestone, but it will not be the end of the plan's practical use. Following approval, the RTP will serve as the region's adopted policy foundation and implementation framework for regional transportation decision making, funding priorities, project development, corridor planning, local plan coordination, future amendments and performance monitoring.

The adopted RTP will guide how Metro, JPACT, Metro Council, local jurisdictions, transportation agencies, transit providers, port districts, state agencies, Tribes and other partners work together to advance the region's transportation goals. It will provide the shared policy direction, investment priorities, project and program lists, financial assumptions, performance measures, and implementation of actions that shape transportation decisions after adoption.

## Federal Submission

Following adoption, the 2028 RTP will be submitted as the federally required metropolitan transportation plan for the Portland metropolitan planning area. Federal plan submission will demonstrate that the region has completed the required long range transportation planning process and has adopted a plan that meets applicable federal planning requirements. This is necessary to maintain the region's eligibility for federal transportation funds and to support continued programming of projects and programs through the MTIP and other federally funded processes. The plan becomes effective immediately for federal purposes upon adoption by JPACT and the Metro Council.

## State Review and Acknowledgement

The 2028 RTP will also serve as the regional transportation system plan under Oregon's Transportation Planning Rule. Following adoption, Metro will submit the adopted plan, supporting findings and related amendments for state review and acknowledgement, as required. This process will demonstrate how the RTP complies with applicable statewide planning goals, the Transportation Planning Rule, greenhouse gas reduction requirements and other state transportation and land use planning requirements.

State approval and acknowledgement will help ensure that the adopted RTP can be used as the regional framework for local plan coordination, RTFP implementation, TSP updates, and future land use and transportation decisions. This connection between the RTP, state requirements, and local implementation is essential to making the plan usable after adoption.

## Regional Transportation Functional Plan Update

The Regional Transportation Functional Plan will continue to be one of the primary tools for implementing the RTP. Last updated in 2012, the RTFP directs how city and county plans implement the RTP through local comprehensive plans, transportation system plans and land use regulations. After adoption of the 2028 RTP, Metro will identify any needed updates to the RTFP to align regional requirements with the updated RTP

policy framework, system maps, mobility policies, climate and equity requirements, performance measures and implementation actions.

The 2028 RTP will also guide local transportation system plan updates and other local planning efforts. Cities and counties will use the adopted RTP to ensure that local transportation plans, project priorities and land use assumptions are consistent with regional policies, regional system needs and state and federal planning requirements. This will be especially important for local TSP updates, corridor refinement planning, concept planning for growth areas, climate-friendly area planning and other local or subarea plans that affect the regional transportation system.

## Future Funding

The adopted RTP will help guide future transportation funding decisions by identifying the region's financially constrained project and program priorities and the longer-term strategic priorities. The RTP will clarify the gap between the region's needs and reasonably expected revenues. This gap will help set the table for future funding strategy work by identifying where additional resources, partnerships, policy choices or phasing strategies are needed to advance regional goals. The plan will also help decision makers understand tradeoffs between available revenues, project readiness, equity outcomes, safety outcomes, climate outcomes, system maintenance needs, and mobility priorities.

## Performance Monitoring and Future Amendments

After adoption, Metro will monitor progress toward RTP goals and performance targets using the plan's adopted performance framework and available data. Monitoring will help the region understand whether transportation investments and policies are making progress toward outcomes related to safety, equity, climate, mobility, access, economic prosperity, system condition and other adopted goals. Performance monitoring will also help identify where additional work is needed and where future amendments, policy updates or investment strategies may be warranted.

The RTP will remain a living document. As conditions change, projects advance, funding assumptions shift, new requirements emerge or regional priorities evolve, Metro may bring forward amendments to keep the plan current and usable. These amendments will provide a structured way to update the plan between major RTP updates while maintaining consistency with regional goals, state and federal requirements and public involvement expectations.

## The Regional Transportation Plan in Action

The 2028 RTP will set the table for implementation work that continues beyond adoption. This includes future amendments to the RTP and RTFP, updates to local transportation system plans, refinement of regional mobility corridors, project development and environmental review, grant applications, funding allocation decisions, performance monitoring and preparation for the next RTP update.

The plan will also create a foundation for continued work on key regional priorities that cannot be fully resolved through a single plan adoption. These may include transit vision implementation, mobility corridor investment strategies, safety investments, climate and VMT reduction strategies, freight and goods movement needs, bridge and asset management needs, regional trail and active transportation investments, transportation system management and operations, resilience planning and efforts towards equitable access to jobs, housing, schools, services and other daily needs.

# Conclusion

The 2028 RTP update is needed now to respond to changing transportation needs, revenue uncertainty, rising project costs, safety challenges, climate commitments, housing affordability pressures, and evolving travel patterns across the Portland metropolitan region. It provides an opportunity to align regional transportation priorities with current realities while preparing the region for future growth and change.

Through this update, the region will complete a series of important analysis and decisions, including updated policies, a financially constrained investment strategy, strategic priorities, a regional project list, technical analyses, engagement summaries, and the final adopted Regional Transportation Plan. Key decisions will shape how limited resources are prioritized to best advance regional goals and local priorities.

The work plan organizes this effort through a phased schedule running from 2026 through November 30, 2028, with major milestones to include work plan approval, needs and revenue review, project evaluation, release of a public review draft, committee recommendations, and final JPACT and Metro Council adoption.

Technical review, policy recommendations, and final decisions will be shared across Metro staff, regional technical and policy advisory committees, and the Metro Council - each with defined roles that support transparent and coordinated decision making. The work will be managed through project plans, phased deliverables, milestone tracking, risk management, interagency coordination, and strategic staffing. This approach is intended to maintain momentum, manage complexity, and deliver a high-quality final product on schedule.

Local, regional and state partners, tribes, business leaders, community-based organizations and members of the public will be engaged throughout the process through advisory committees, county coordinating committees, direct agency coordination, community partnerships, public review opportunities, workshops, briefings, and accessible engagement tools designed to broaden participation.

The final plan will be developed to meet applicable federal and state planning requirements while aligning with adopted regional policies, local plans, and shared priorities. It will serve as both the federally required metropolitan transportation plan and the state required regional transportation system plan. Following adoption, the 2028 RTP will guide future transportation investment decisions, funding strategies, corridor and project development, local planning coordination, performance monitoring, and future amendments. In this way, the plan will function not only as a required update, but as the region's primary long range transportation blueprint – guiding planning and investment for years to come.

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**About Metro**

Metro is the regional government in greater Portland. Metro manages public services and regional systems that protect the environment, support the local economy and ensure every community can thrive.

Metro coordinates regional planning and funds new affordable homes and supportive housing services. It manages 19,000 acres of parks and natural areas and the region's garbage and recycling system. Metro also runs the Oregon Convention Center, Portland'5 Centers for the Arts, the Portland Expo Center and the Oregon Zoo.

Metro is led by a nonpartisan elected council. It serves 1.7 million people in 24 cities across Clackamas, Multnomah and Washington counties..

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June 2026

# 2028 RTP update public engagement plan overview

*A review on the direction of the 2028 RTP public engagment plan. A draft will be available in July 2026.*

The Regional Transportation Plan (RTP) is a federally mandated document and planning process shaping the future of greater Portland's transportation system. The RTP facilitates the long-term vision, policies and investment priorities. The 2028 update will coordinate transportation investments across Multnomah, Washington counties and urbanizes areas of Clackamas county. These investments are guided by shared regional goals for how transportation can improve safety, equity, mobility, climate and the economy of greater Portland.

Greater Portland, like other regions across the country, is facing a series of significant and interrelated challenges. Revenue uncertainty and volatility in federal funding have created instability for long-term planning and delayed upgrades to aging infrastructure. Reductions in transit funding have led to service reductions while travel behavior continues to alter transit ridership across the region. Taken together, the regional challenges present both a call to action and an opportunity to advance a transportation system that is safer, more resilient and aligned with regional goals.

## Building a plan together

The 2028 Regional Transportation Plan (RTP) engagement plan is grounded in Metro's guiding principles for meaningful public engagement, documented in Metro's Public Engagement Guide and the U.S. Department of Transportation's promising practices for meaningful public involvement in transportation decision-making. During the scoping phase, Metro received input about desired meaningful engagement components and goals for the 2028 RTP.

## Defining meaningful engagement

Meaningful engagement occurs throughout the life of the project intentionally including the perspectives of people and communities who are affected by the 2028 Regional Transportation Plan. Meaningful engagement is rooted in nurturing relationships, addressing the diverse communication and engagement needs of participants. Similarly, meaningful public engagement requires transparency with participants about how their input will be used and how it can affect change.

## Draft RTP engagement goals

### *Broad regional participation*

Regional perspectives are reflected in the plan by accomplishing the following:

- Engaging regionally and including historically underserved communities
- Documenting how community input directly shaped the final RTP

### *Support community participation in local transportation decisions*

Metro will encourage participants to engage in local transportation decision-making

### *Facilitate a transparent RTP process*

Metro will explain RTP decision-making structure, funding sources, project timelines and key trade-offs.

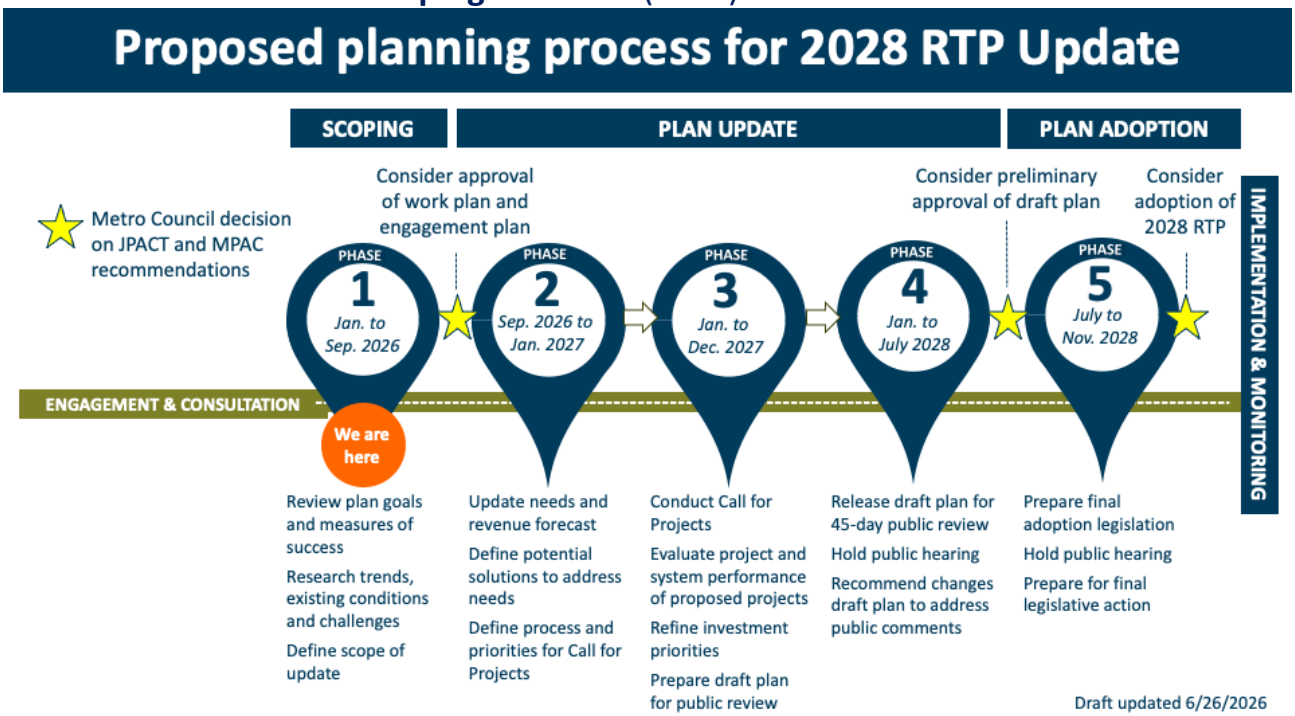
- Host opportunities for community members and interested parties to review and respond to project concepts. Timely and effective communication

### *Integrate lived experience alongside technical data*

Metro will integrate regional lived experience alongside technical data.

- Lived experience is collected, reported, and considered throughout the process
- Document how lived experiences are shaping RTP analyses and recommendations (e.g., needs assessment, investment priorities, performance measures)

## 2028 RTP Timeline and Scoping Schedule (draft)




**Introduction – Introduce RTP timeline, process and next steps; seek feedback on RTP goals, process and priorities for the update to address**

| Who | Date |
|---|---|
| Metro Council Work Session | March 10, 2026 |
| Joint Policy Advisory Committee on Transportation (JPACT) | March 19, 2026 |
| Clackamas County Transportation Advisory Committee (CTAC) | April 2, 2026 |
| Transportation Policy Alternatives Committee (TPAC) | April 3, 2026 |
| C4 Metro Subcommittee | April 15, 2026 |
| Metro Technical Advisory Committee (MTAC) | April 15, 2026 |
| Metro Policy Advisory Committee (MPAC) | April 22, 2026 |
| Metro Committee on Disability Inclusion | May 12, 2026 |
| Community Leaders' Forum | May 19, 2026 |
| East Multnomah County Transportation Committee (EMCTC TAC) | June 3, 2026 |
| Washington County Coordinating Committee TAC (WCCC TAC) | June 4, 2026 |
| Transportation Policy Alternatives Committee (TPAC) *(scoping status update)* | June 5, 2026 |
| TPAC Workshop *(feedback on performance analysis approach)* | June 10, 2026 |
| Interviews with electeds and regional leaders | June – July 2026 |
| Consultation meetings with Federal, State, and Regional Agencies | June 24, 2026 and July 9, 2026 |
| Metro Public Engagement Review Committee (PERC) | June 23, 2026 |
| Tribal consultation in coordination with Metro Tribal Affairs program | TBC |
| Metro Committee on Racial Equity | TBC |

*Updated June 26, 2026*

## Seek feedback on draft work plan and engagement plan

| Who | Date |
|---|---|
| Metro Council Work Session | July 7, 2026 |
| Clackamas County Transportation Advisory Committee (CTAC) | July 8, 2026 (TBC) |
| Transportation Policy Alternatives Committee (TPAC) | July 10, 2026 |
| Washington County Coordinating Committee (WCCC) | July 13, 2026 (TBC) |
| East Multnomah County Transportation Committee (EMCTC) | July 13, 2026 (TBC) |
| C4 Metro Subcommittee | July 15, 2026 (TBC) |
| Metro Technical Advisory Committee (MTAC) | July 15, 2026 |
| Joint Policy Advisory Committee on Transportation (JPACT) | July 16, 2026 |
| Metro Policy Advisory Committee (MPAC) | July 22, 2026 |

## Action – Share feedback and seek recommendation on proposed work plan and engagement plan

| Who | Date |
|---|---|
| Transportation Policy Alternatives Committee (TPAC) | September 11, 2026 |
| Joint Policy Advisory Committee on Transportation (JPACT) | September 17, 2026 |
| Metro Policy Advisory Committee (MPAC) | September 23, 2026 |
| Metro Council | October 1, 2026 |

TBC = To be confirmed
TBR = To be requested

2028 Regional Transportation Plan

# Draft Engagement and Consultation Plan

June 26, 2026

## Metro respects civil rights.

Metro fully complies with Title VI of the Civil Rights Act of 1964, Americans with Disabilities Act (ADA), Section 504 of the Rehabilitation Act and subsequent non-discrimination laws.

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Support is available for addressing participation barriers due to disability or language. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m., weekdays). Allow three business days in advance to receive accommodation. Metro offers language assistance in up to 180 languages. Call 503-797-1804 and allow five business days in advance to receive language accommodation.

## Metro is the federally mandated metropolitan planning organization

designated by the governor to develop an overall transportation plan and to allocate federal funds for the greater Portland region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. The Metro Council and JPACT act together as the MPO policy board.

**Project website:** www.oregonmetro.gov/projects/2028-regional-transportation-plan

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

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# Purpose and background

The purpose of this engagement and consultation plan is to guide development of the 2028 Regional Transportation Plan for the Portland metropolitan region. The document is a companion to the work plan, which establishes the scope, schedule, decision making process, technical program, engagement approach, and major deliverables needed to complete the update by November 30, 2028, when the current plan expires.

The Regional Transportation Plan is the federally-required metropolitan transportation plan and the regional transportation system plan for the region under state law. Adoption of an updated plan is necessary to maintain compliance with federal requirements and eligibility for federal transportation funding.

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated Metropolitan Planning Organization (MPO) for the Portland metropolitan area. As the MPO, Metro is responsible for leading and coordinating updates to the Regional Transportation Plan on a regular cycle – every five years. Each update addresses the evolving needs of our growing region and meets federal and state requirements for the plan. The last update was adopted in 2023.

For transportation projects to be eligible to receive Federal and state transportation funding they must be in the RTP. Transportation projects come from local, regional and state adopted plans, strategies and studies that had a public process with opportunities for public input. This includes locally adopted transportation system plans, investment areas plans, facility plans, corridor refinement plans, transit service plans, concept plans, area plans, and the Oregon Legislature.

The 2028 update comes at a critical time for the region as public agencies and transportation providers face rising project costs, revenue uncertainty, changing travel patterns, climate obligations, safety challenges, aging infrastructure, and increasing demand for safe, reliable and affordable travel options.

[Map of Metro Region] [RTP Update Cycle] [Regulatory Framework]

The Regional Transportation Plan guides long-term decisions about transportation investments, policies, and priorities across the Portland metropolitan region. It connects transportation planning with broader regional goals for safety, equity, climate action, housing affordability, economic prosperity, and quality of life. The plan plays a key role in:

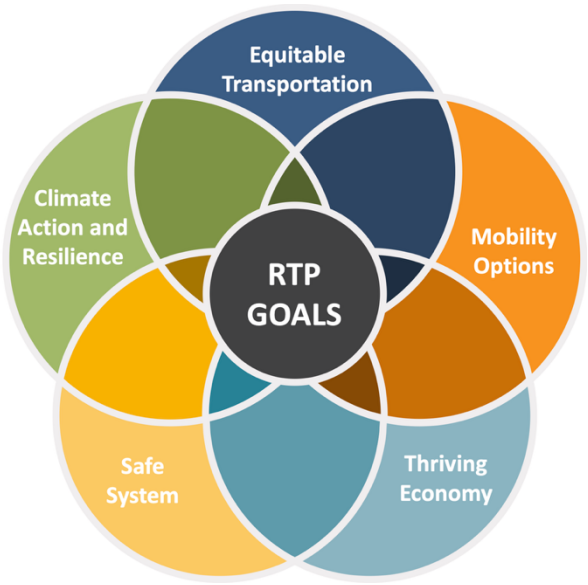
- Shaping how people move and live by identifying the projects, programs, and policies that support access to jobs, housing, education, essential services, recreation, and nature.
- Setting shared goals for transportation that align with broader values and desired outcomes related to equity, safety, climate action, mobility, thriving economy, and regional housing and land use goals.
- Coordinating billions of dollars in federal, state, regional, and local transportation funding by determining which investments are regionally significant and priorities for the near- and long-term.
- Measuring our progress over time through goals, objectives, and performance targets that ensure accountability and guide future policy and investment decisions.
- Supporting coordination across jurisdictions and agencies, ensuring that cities, counties, transit providers, freight partners, and state and federal agencies work together toward a safe and connected transportation system.

Since the last update, the region has experienced significant changes in travel behavior, project costs, revenues, public expectations, and transportation system needs. The 2028 RTP update provides an opportunity to update and align transportation projects and programs with current and future needs and available revenues through a practical, implementable, and regionally supported plan.

The update will consider how transportation investments can improve safety, expand access to opportunity, support economic prosperity, reduce emissions, maintain critical infrastructure, and improve quality of life.

# Project goals and desired outcomes

The 2028 Regional Transportation Plan update will build from and advance the five adopted goals of the latest RTP. These goals, adopted by JPACT and the Metro Council in 2023, MPAC, JPACT and the Metro Council continue to support these goals as the policy foundation for regional transportation decision making and the 2028 RTP:




- Safe System
- Equitable Transportation
- Climate Action and Resilience
- Mobility Options
- Thriving Economy

During the scoping phase, the Metro Council, JPACT and MPAC identified the following priorities and desired outcomes to be the focus of the 2028 Regional Transportation Plan update. These priorities reflect both policy direction and the need for a credible, actionable, and regionally responsive plan.

By **November 30, 2028**, we aim to adopt a Regional Transportation Plan that:

- **Elevates safety as a leading regional transportation priority**, with emphasis on reducing fatalities and serious injuries across all modes.
- **Strengthens the RTP's economic focus** by better connecting transportation investments to job access, freight reliability, business vitality, and regional competitiveness.
- **Sets the table for updating the region's transit vision** by identifying current challenges, future opportunities, and strategic choices for transit service and investment. An update to the Regional Transit Strategy is anticipated to follow the 2028 RTP and Climate Smart Strategy updates and will reflect the updated Future Vision and, subsequently, changes to the 2040 Growth Concept.
- **Provides clarity on available revenues and funding capacity** to support future efforts to secure additional transportation resources for the region.
- **Navigates tradeoffs created by state and federal funding uncertainty** through transparent prioritization and fiscally realistic planning.

- **Communicates transparently about the region's ability to meet adopted climate goals** under current funding and policy conditions.
- **Elevates community voices and priorities** throughout the planning process, with emphasis on inclusive and accessible engagement.
- **Optimizes local participation** by coordinating Metro outreach with local government, agency, and partner engagement efforts already underway.
- **Delivers a federally- and state-compliant regional transportation plan** that can guide investment, decision making, and implementation through the planning horizon.

## Building a plan together

The following 2028 RTP engagement plan is grounded in Metro's guiding principles for meaningful public engagement documented in Metro's Public Engagement Guide and the U.S. Department of Transportation's promising practices for meaningful public involvement in transportation decision-making.

During the scoping phase, Metro received input about desired meaningful engagement components and goals for the 2028 RTP. One prominent theme that arose was the need to include meaningful engagement throughout the RTP process. Meaningful engagement also fulfills federal and state requirements.

> *Meaningful engagement will occur throughout the life of the project intentionally including the perspectives of people and communities who are affected by the 2028 Regional Transportation Plan.*

Meaningful engagement occurs by intentionally including the perspectives of people and communities who are affected by the 2028 Regional Transportation Plan. Meaningful engagement is rooted in nurturing relationships and taking into consideration the diverse communication and engagement needs of participants. It acknowledges the role trauma plays in people's lives to mitigate harm and foster a welcoming and collaborative

environment. Similarly, meaningful public engagement requires transparency with participants about how their input will be used and how it can affect change.

## A retrospective of past engagement

The project team reviewed previous input gathered from community members, organizations, transportation agencies and government partners during the 2023 Regional Transportation Plan update and through more recent regional transportation planning efforts. The engagement from the 2028 RTP update is not starting from scratch and builds upon the priorities and expectations expressed by participants in earlier engagement efforts. By bringing previous engagement feedback forward into the 2028 RTP update, Metro is honoring the time and effort community members and partners have provided in helping Metro understand local and regional transportation needs and priorities.

A review of previous engagement efforts revealed several consistent themes that will guide the 2028 RTP process. Across communities, partners, and organizations, people expressed the following desires related to engagement and RTP priorities:

- **RTP process transparency -** Partners and community members reflected on a general desire to continue learning how decisions are made and how they can influence the outcomes of the RTP.
- **Meaningful engagement -** There was a sense of appreciation and continuous improvement in providing engagement opportunities that go beyond informing to create genuine dialogue, collaboration and shared problem-solving.
- **Tying investments to community transportation challenges and priorities -** Participants offered tangible investment recommendations aligned with addressing the RTP's goals.

The captured themes were presented during a 2028 RTP Community Leaders' Forum in Spring 2026 where participants from across the region unanimously supported the engagement analysis. A separate and detailed analysis is under development and will be available on [Appendix XYZ – August 2026].

## Understanding regional demographics

Metro is designing audience-specific outreach strategies, identifying communities that have been historically underrepresented, and tailoring materials and engagement formats so they are accessible and relevant to residents of the greater Portland region. Most importantly, grounding engagement in demographic realities ensures that the voices shaping the RTP reflect the full region, so people can genuinely see their needs and lived experiences represented in the project.

The following table (XY) showcases the demographics of the population who lives in the region necessary for adjusting community engagement efforts.

[data table on population demographics]

[Exploring demographic of trends]

## Identifying interested parties

The 2028 RTP update offers engagement opportunities for a variety of participants. Identifying key interested parties ensures the update process gathers the voices across the region. Similarly, the process helps address the diverse engagement needs particularly for communities historically excluded from transportation planning. Clear identification also supports coordinated decision-making across jurisdictions and improves transparency of the plan. Together, these strategies contribute to a more equitable, effective and responsive Regional Transportation Plan.

- Metro Council
- Local jurisdictions and special districts, including transit providers and Ports
- State agencies, including the Oregon Department of Environmental Quality, Oregon Department of Land Conservation and Development and Oregon Department of Transportation
- Advisory committees involved with partner agencies that are engaged in transportation and/or related issues
- Joint Policy Advisory Committee on Transportation (JPACT)
- Transportation Policy Alternatives Committee (TPAC)
- Metro Technical Advisory Committee (MTAC)
- Metro Policy Advisory Committee (MPAC)
- Business and economic development interests, including large and small employers, business organizations, associations and chambers of commerce
- Southwest Washington Regional Transportation Council (RTC) and other Clark County governments
- Federal and state legislators and elected officials representing counties and cities in the region
- Federal agencies, including the Federal Highway Administration, Federal Transit Administration and the U.S. Environmental Protection Agency
- Committee on Racial Equity (CORE)

- General public
- Community leaders and organizations, including community-based advocacy organizations working with historically under-represented communities, health and equity interests, environmental and land use issues and transportation advocacy groups
- Philanthropic foundations and institutions
- Black, Indigenous and people of color (BIPOC) majority communities, people with low incomes and people with limited English proficiency
- Youth and older adults
- People with disabilities
- People at the intersection of multiple communities who have been underserved in decision-making processes

# Public engagement goals

Meaningful public engagement will integrate regional perspectives across all phases of the 2028 Regional Transportation Plan update, from scoping through adoption. The public engagement goals will guide the implementation and assessment of the 2028 RTP engagement activities. Metro will track and communicate how the RTP process is advancing the engagement goals.

The following goals are outlined in a specific, measurable, achievable, relevant and time-bound (SMART) format. Establishing SMART goals aligns engagement efforts and resources. First, the goals help demonstrate how Metro uses public input to influence RTP decisions. The goals also establish success indicators and evaluation processes. Together, these goals ground the RTP update in a transparent and accountable process.

## Broad regional engagement

By the Metro Council adoption of the 2028 Regional Transportation Plan, the RTP team will ensure that regional perspectives are meaningfully reflected in the plan by (1) engaging communities across the region, including underserved communities, through documented engagement opportunities, (3) engaging regional jurisdictions and interested parties and (2) demonstrating how community input shaped each phase and the final RTP by publishing engagement summaries linking public feedback to plan strategies, policies and investment recommendations.

## Support community participation in local transportation decisions

Metro will encourage participants to engage in local transportation decision-making by sharing opportunities for community members to participate in development of local Transportation System Plans (TSPs) and regional transportation engagement opportunities for the RTP update. Metro will provide timely information, with community specific input, to county coordinating committees during relevant RTP engagement findings.

## Providing RTP process transparency

At each phase of the RTP update, Metro will support public understanding of how regional transportation decisions are made by (1) explaining the RTP decision-making structure, funding sources, project timelines, and key trade-offs; (2) establishing a coordinated communication approach for community members and interested parties to review and respond to project concepts; and (3) delivering timely and effective communications explaining the RTP process.

## Integrating lived experience alongside technical data

Metro will integrate regional lived experience alongside technical data to inform the process.

- Lived experience is collected, reported and considered throughout the process
- Document how lived experiences are shaping RTP analyses and recommendations (e.g., needs assessment, investment priorities, performance measures)

# Consultation with Tribal governments

Metro will consult with Tribal governments throughout the process, beginning in the scoping phase. The earlier involvement ensures that Tribal perspectives help shape the consultation approach and strategies from the very start. By moving from consultation to early and ongoing collaboration, Metro creates an effective planning process that reflects the sovereignty, knowledge and priorities of Tribal nations across the region.

Metro invited consultation with seven tribes to inform the 2028 update to the Regional Transportation Plan during the scoping phase. In alphabetical order, these Tribes included:

- Confederated Tribes and Bands of the Yakama Nation

- Confederated Tribes of Grand Ronde
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of the Warm Springs Reservation of Oregon
- Cowlitz Indian Tribe
- Nez Perce Tribe

In response to the 2023 RTP consultation findings and recommendations, Tribal priorities, concerns, themes and requests identified through consultation, the Metro Tribal Affairs program will work with Metro planning staff to create a distinct Tribal consultation plan detailed recommended approaches to Metro's tribal consultation process for the update.

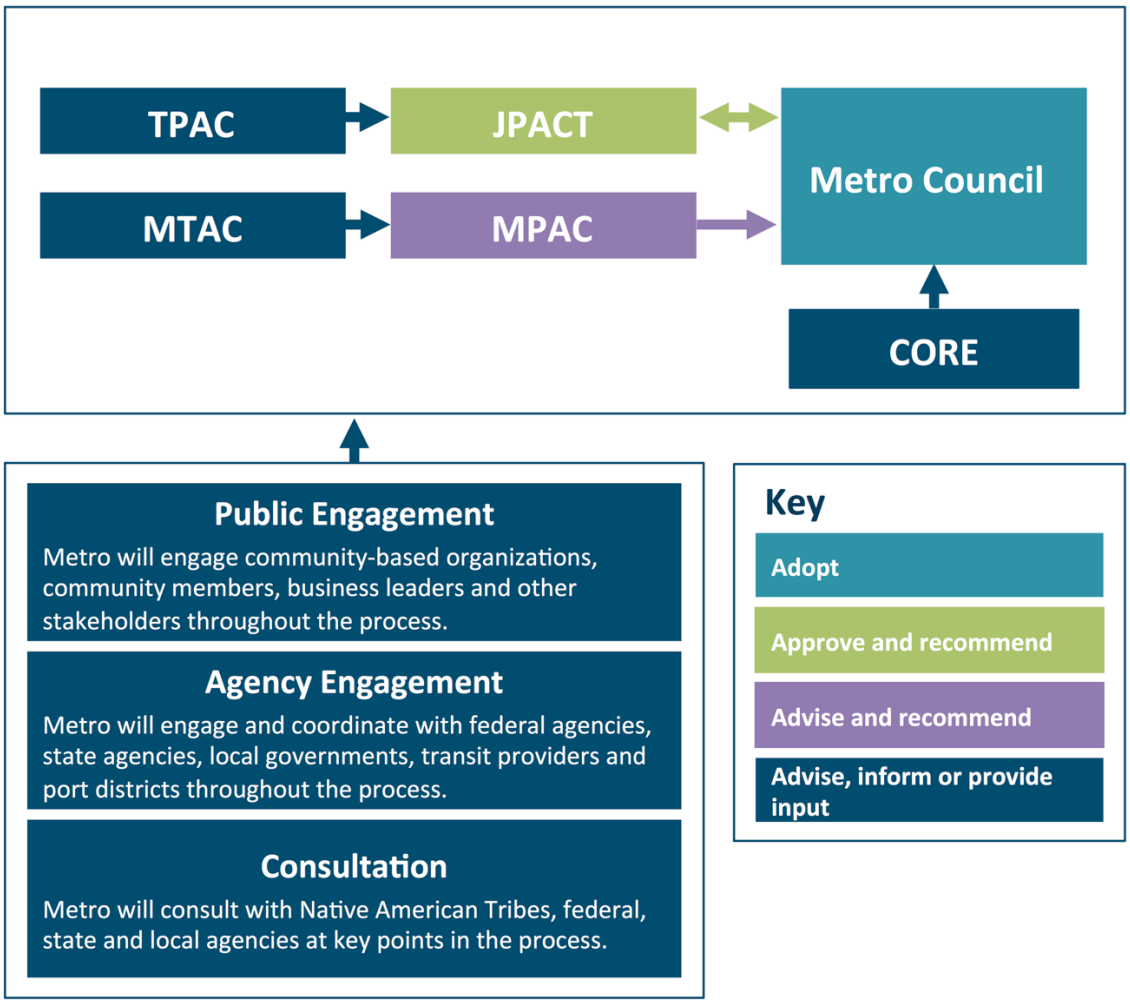
## Regional transportation decision-making framework

The 2028 RTP update relies on Metro's role as the federally designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region, as designated by the U.S. Department of Transportation and the Governor of Oregon. Metro's regional transportation decision-making framework is shown in Figure 1.

The Metro Council and JPACT act together as the MPO policy board. Other committees have varying levels of responsibility to review, provide input and make recommendations on the development of the 2028 RTP.

Integral to this decision-making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.

**Figure 1. Regional transportation decision-making framework**




Metro's Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of the *Strategic Plan to Advance Racial Equity, Diversity and Inclusion*. CORE will provide input at key points in the 2028 RTP process. CORE's input will be shared with Metro's other advisory committees for consideration.

The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management and land use issues, including the RTP, at the policy level, and the Metro Technical Advisory Committee provides input to MPAC at the technical level.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council

develop regional transportation policies, including updating the RTP every five years. The Transportation Policy Alternatives Committee (TPAC) provides input to JPACT at the technical level.

Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. For the purposes of the RTP, JPACT approves the RTP and periodic amendments and submits these to the Metro Council for adoption. The Metro Council adopts the recommended action or refers it back to JPACT with a recommendation for amendment.

# Engagement strategies

The RTP engagement will offer multiple ways for agency partners, community members and interested parties to provide feedback. The varied formats help make the RTP planning process accessible and ensure that interested parties can participate. The approach is guided by the following engagement practices.

- Engagement will include accessible and welcoming opportunities for community members and interested parties to share their experiences and ideas
- Engagement strategies will be responsive to evolving relationships, feedback and changing conditions, to the extent possible.
- The constraints of this process, including federally designated timelines, will be clearly communicated.

## Interactive online engagement

Online engagement will feature interactive surveys, concise and accessible information, and videos that make RTP topics relatable. Community members can participate in ways that are comfortable and convenient for them. Providing brief, plain language content creates a more inclusive process where participants do not need technical expertise to contribute meaningfully.

Metro staff will promote online engagement through news feeds, social media, email lists, and jurisdictional and community partners. Staff will also collaborate with community organizations and leaders to encourage survey participation among underserved groups. Whenever possible, Metro will work with partners to offer multiple survey formats—including phone options, translations, and accessible document versions—to reach more community members and expand participation.

## Community storytelling

Storytelling amplifies the voices of community members who have been historically left out of public decision-making processes and are affected by transportation policies and investment decisions. When community members tell the stories of their lived experiences they become involved in the decision-making without needing to become experts in transportation policy. Further, their stories help to ground decision-makers in the lives of the community members and provide information that may be obscured in quantitative data. Metro staff will work with community members and community partners to tell the stories of people who work and live in greater Portland.

Story-telling and place-based conversations will highlight recently completed transportation projects that have had an impact on people's lives. Examples include showcasing stories of safer crossings and new transit options. These stories will show how investments that support the RTP goals meet community needs.

## Community partnerships

Metro works with community-based organizations (CBO's) serving and expressing the perspectives of Black, Indigenous and people of color to elevate the voices of communities that have been historically ignored or marginalized in policy decisions. Through these partnerships, CBO's have consistently invested their expertise, leadership capacity and limited resources in working with Metro to have a meaningful impact in the policies and investments that affect their communities. Metro's relationships with CBO's continue to evolve and Metro staff and leadership continue to recognize and address the institutional structures and norms that are often barriers to Black, Indigenous and people of color, people with disabilities, people with limited English proficiency, youth and older adults being involved in Metro discussions and decision-making spaces.

# Engagement activities and tools

The following describes the types of outreach and engagement tools that will be used during the development of the 2028 RTP. These tools will be available to best leverage the needs of the RTP and its components.

**Public Engagement Plan** (September 2026) Details outreach activities, schedule, public engagement framework and interested parties.

**Comment tracking database** (Ongoing) The team will log public comments, questions and concerns and respond to or coordinate a response when appropriate. The log is intended to include direct comments or comment themes from all sources, including

emails, phone calls, email submissions and comments made during presentations and briefings with stakeholders.

**Website** (Ongoing) The project website will be the primary portal for information about the project. It includes pages that describe project activities and events, the process timeline and support documents and materials. The site will host online quick polls, open houses and surveys. At any time, members of the public may submit comments through the project website's online comment tool. Staff will receive comments, coordinate responses as needed and track comments. (https://www.oregonmetro.gov/projects/2028-regional-transportation-plan)

**Interactive online engagement** (Ongoing) Surveys will be available to the public in advance of key decision points. Participants will engage with multimedia educational content and a variety of formats for providing input including a mapping tool, ranking activities and open-ended comments. Engagement opportunities will be promoted widely. Translated surveys will be made available when Metro is able to work with culturally specific organizations to promote and support community members with limited English proficiency to participate. Metro will collect and report demographic information as part of each survey to track whether we are hearing from a representative group of people that reflects our diverse communities and a broad range of experiences in our region.

**Social media** (Ongoing) Metro staff will use social media, including Instagram and Facebook, to invite members of the public to participate in online polls, surveys and other major public engagement activities. Social media will also be used to announce major project milestones.

**Tribal consultations** (Ongoing) The project team in collaboration with Metro's Tribal Affairs office will consult with Tribes. Metro will invite Tribes to consult early in the process (Summer 2026). In this invitation, Metro will seek feedback on how Tribes would like to be involved in the 2026 RTP process. A separate Tribal consultation plan will be developed detailing these consultation efforts.

**Regulatory and resource agency consultations** (Ongoing) The project team will consult with federal and state regulatory, natural resource and other public agencies identified during the scoping process. Activities will include: email updates and consultation meetings to gather feedback.

**Engagement toolkits** with informational materials, presentations and discussion questions will be made available for Metro Councilors, JPACT members, jurisdictional partners, community and business organizations and other interested parties to engage constituents in advance of key decision points.

**Storytelling, project newsfeeds and emails** (Ongoing) Metro staff will develop multimedia stories, newsfeeds and emails to provide information about key milestones and to invite the public to participate in engagement opportunities. The stories and newsfeeds will also be important tools for audiences to learn about the people and places that make up the region and related transportation needs and priorities. The project will maintain an interested parties email list that will be an ongoing feature of the public engagement effort.

It is expected that newsfeeds and email updates will be developed during these key points:

- Introduction and announcement of the project
- Invitation to participate in online surveys
- Refinement of RTP goals, objectives and performance targets
- Identification of transportation needs and priorities
- Development of a shared investment strategy and action plan

**Community Leaders' Forums** (Ongoing) will be held in advance of major decision points to hear priorities and concerns from community leaders and receive feedback about the RTP process. The forums are also intended to hold space for community leaders to coordinate and build relationships around regional transportation policy.

**Regional Transit Forum** (Quarterly) Metro formed a staff-level group in June 2026 to support ongoing coordination of local, regional, and state transit planning and operations activities, to share lessons learned and best practices, and to provide a space for input and technical expertise to support RTP implementation work. This group provides a space for the purpose of collaborating to identify shared issues and brainstorm solutions or next steps toward addressing them, as well as highlighting future areas of regional transit work or study. The Forum will act as a sounding board for ideas and provide expert feedback to inform local and regional work, including the 2028 RTP update.

**Agency and jurisdictional engagement** (Ongoing) Metro Council and staff will engage agencies and local governments through Metro regional policy and technical advisory committees, public meetings of county-level coordinating committees, TPAC workshops, TransPort Subcommittee to TPAC, the SW Washington Regional Transportation Council and Regional Transportation Advisory Committee (RTAC) and other means. Metro Council will also provide updates as part of Metro updates to city councils and other policy bodies throughout the project. Metro invites jurisdictions and

agencies to share local community needs and priorities that staff and leaders have heard from engagement on recent Transportation System Plans and other initiatives.

**Individual and small group meetings and briefings with interested parties** (Ongoing) Metro Council and staff will provide updates to interested parties throughout the project and will have discussions at standing meetings of community groups and organizations who have an interest in the project. This will include briefings and discussions with elected officials, businesses, business and economic development groups (including two business roundtables), community-based groups and organizations. The project team will also seek to coordinate with agency partners in order to engage existing advisory committees that advise jurisdictions and transportation agencies on transportation, community needs and equity. The project team will seek opportunities to co-convene meetings with community and business partners. The purpose of these meetings will be to provide updates, share information and to solicit input on key elements of the project.

**Publications** (Ongoing) Fact sheets, project updates and other materials will be developed to describe the RTP update, as well as to describe specific topical components of the project, such as transportation equity, finance and climate and specific aspects of the update at key milestones. The materials will be distributed at briefings and meetings. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro's website and meeting presentations.

**Public engagement reports** (Ongoing) Throughout the process, the project team will document all public involvement activities, feedback received and key issues raised through the process.

**Final public comment period report** (Phase 4) A public comment report will be compiled and summarized at the end of the formal public comment period.

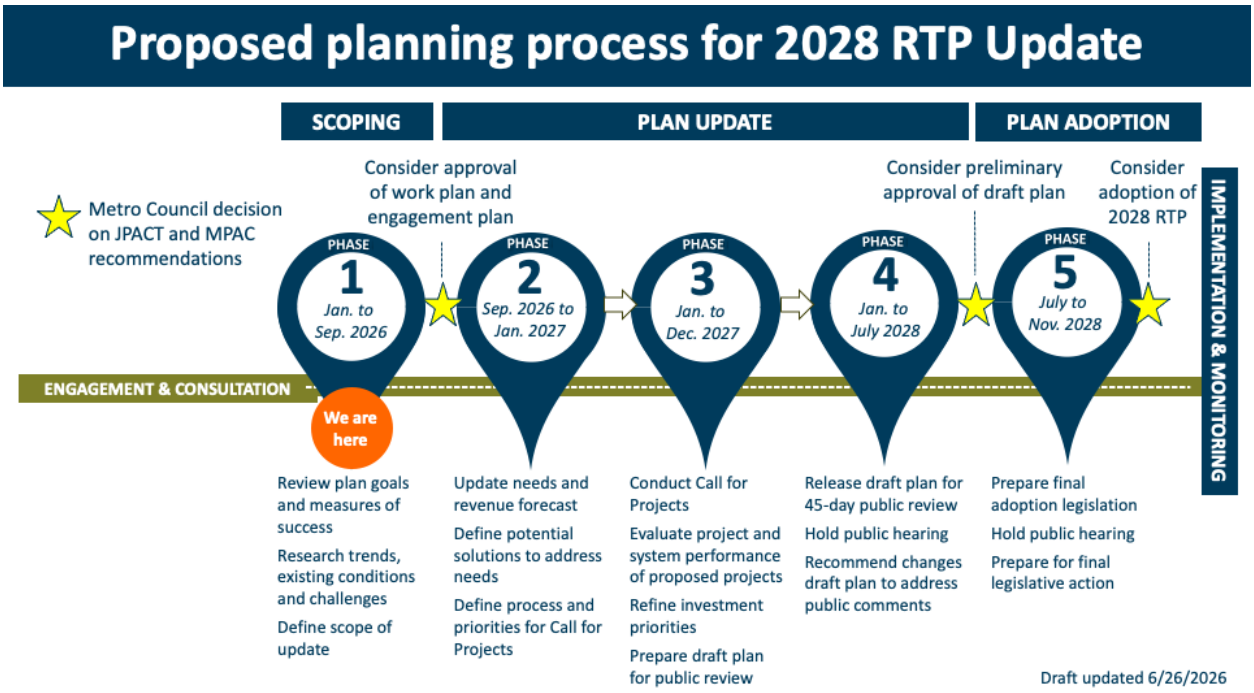
**Metro Council public hearings** (Phase 4 and Phase 5) Hearings will be hosted by the Metro Council as part of regular meetings as part of the 45-day public comment period and the final adoption process.

**Final public engagement summary report** (Phase 5) A final summary report containing a complete evaluation and overview of the engagement effort, including a discussion of the successes and potential areas for improvement will be created at the end of the process.

# 2028 RTP timeline

From January 2026 to November 2028, the Metro staff will engage the public and local, regional and state partners to update the Regional Transportation Plan. The 2028 RTP update will be completed in five phases.

## Figure 2. Timeline for the 2028 Regional Transportation Plan Update



# Summary of planning and engagement activities and key project milestones

[Add final RTP Work Plan Overview table]

# Engagement Roles and Responsibilities

<table>
<tr>
<td>Policy partnerships: Metro Council, JPACT and MPAC<br>• Provide leadership and policy direction to staff<br>• Build partnerships and collaborate<br>• Engage partners and the public<br>• Incorporate input from partners and the public</td>
<td rowspan="3">Community partnerships: Partners and the public<br>• Tell us about your experiences traveling in the region and the places that are important<br>• Provide community values, needs and priorities<br>• Provide ideas and solutions<br>• Provide input and recommendations to decision-makers<br><br>Community partnerships and engagement activities will seek to strengthen public trust and be more inclusive of historically underrepresented communities, youth and older adults.</td>
</tr>
<tr>
<td>Technical partnerships: TPAC and MTAC<br>• Implement policy direction to update plan<br>• Provide technical expertise<br>• Keep decision-makers informed of progress<br>• Incorporate input from partners and the public<br>• Make recommendations to decision-makers</td>
</tr>
<tr>
<td>Technical support: Metro staff<br>• Implement policy direction to update plan<br>• Provide technical expertise<br>• Keep decision-makers informed of progress<br>• Incorporate input from partners and the public<br>• Make recommendations to decision-makers and technical advisory committees</td>
</tr>
</table>

**About Metro**

Metro is the regional government in greater Portland. Metro manages public services and regional systems that protect the environment, support the local economy and ensure every community can thrive.

Metro coordinates regional planning and funds new affordable homes and supportive housing services. It manages 19,000 acres of parks and natural areas and the region's garbage and recycling system. Metro also runs the Oregon Convention Center, Portland'5 Centers for the Arts, the Portland Expo Center and the Oregon Zoo.

Metro is led by a nonpartisan elected council. It serves 1.7 million people in 24 cities across Clackamas, Multnomah and Washington counties.

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Agenda #: 6.3

**File #:** COM 26-1146 **Agenda Date:**7/22/2026

## Regional Housing Coordination Strategy- Coordinated Legislative Agenda

Kyung Park, State Affairs Advisor



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# MPAC Worksheet

**Agenda Item Title**: Regional Housing Coordination Strategy – Coordinated Legislative Agenda

**Presenters**: Kyung Park (he/him), State Affairs Advisor

**Contact for this worksheet/presentation:** Kyung Park

**Purpose/Objective**

Provide an update on the development of the coordinated legislative agenda on housing and homelessness and solicit feedback from the advisory body on the draft legislative agenda.

**Outcome**

Committee members provide feedback and input on the development of the coordinated legislative agenda.

**What has changed since MPAC last considered this issue/item?**

Metro's Regional Housing Coordination Strategy was approved by DLCD in April of 2026. Metro has started implementation of action items which include the coordinated regional legislative agenda on housing and homelessness.

**What packet material do you plan to include?**

Excerpt from Metro's Regional Housing Coordination Strategy (pages 99 – 100)
Slide Deck

**Action #15: Coordinated legislative agenda**

| | | | |
|---|---|---|---|
| **Description:** | Convene jurisdictional partners to develop a **coordinated legislative agenda for state and federal housing/homelessness resources**, including a regional priority to identify funding for infrastructure. The agenda would be updated as needed to meet changing regional needs (or every six years) and guided by engagement with appropriate Metro advisory committees for land use, housing and homelessness, engagement with jurisdictions, and consultation with interested Tribes. | | |
| | This action positions Metro as the regional amplifier of priorities, with a focus on infrastructure, land readiness, and cross-jurisdictional coordination. | | |
| **Adoption or completion year:** | 2027. Formal adoption not required. | **Implementation year:** | 2026 |
| **Critical steps to implement the action:** | • Convene or engage jurisdictional and interested Tribal partners and Metro advisory committees to identify potential priorities based on guiding principles/values as established by Metro Council<br>• As needed, conduct research, analysis and technical engagement to inform potential strategies<br>• Evaluate feasibility and impact of potential strategies to support prioritization of strategies<br>• Engage advisory committees and Metro Council to inform final list of strategies | | |
| **Proposed assessment and tracking of results:** | Results will be tracked after three years. It may take multiple state legislative cycles to realize results. Information to track includes:<br>• Amount of state/federal funding secured for housing and infrastructure through this effort<br>• Units enabled<br>• Equity outcomes (e.g., share of funds directed to underserved communities) | **Timeframe for expected impact on addressing housing need:** | 2029 onward |
| **Expected magnitude of impact:** | **Production**: Medium to High<br>**Affordability/Choice:** Medium | **Needed housing types expected to be produced:** | All housing types, with an emphasis on high-density and middle housing types and affordable rental and home ownership opportunities. |
| **Fair housing issues the action will mitigate or resolve:** | **Impacts based on identified focus areas:**<br>Supports accessible and adaptable housing;<br>Supports access to affordable rental housing; | **Needed housing characteristics to produce, including at a** | Action focuses on the production of housing at all tenure and levels of affordability. |

| | | | |
|---|---|---|---|
| | Supports access to affordable homeownership; Addresses and disrupts patterns of segregation, and their correlation with concentrated areas of affluence and poverty; Supports housing stability, anti-displacement and displacement mitigation; Supports access to permanent housing to resolve homelessness. | **minimum tenure and affordability:** | |
| **Needed housing locations to address:** | Metro area | | |
| **Responsive to feedback theme:** | Responsive to feedback received from many engaged groups desiring coordinated and unified focused efforts to bring more resources to the region, particularly to fund infrastructure. This action was supported by several Metro Councilors, the Home Building Association, Implementers Work Group, MTAC, and MPAC. | | |
| **Populations that will benefit or be burdened by the action:** | TBD based on identified focus areas. | **Complementary actions:** | • Affordable housing funding feasibility |

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Agenda #: 6.4

**File #:** COM 26-1145 **Agenda Date:**7/22/2026

## Community Connector Transit Study: Report and Recommendations

Ally Holmqvist, Senior Planner
Ted Leybold, Transportation Policy Director



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# MPAC Worksheet

**Agenda Item Title**: Community Connector Transit Study: Report Introduction

**Presenter**: Ted Leybold, Transportation Policy Director; Ally Holmqvist, Senior Planner

**Contact for this worksheet/presentation:** Ally Holmqvist, ally.holmqvist@oregonmetro.gov

**Purpose/Objective**
Provide an update on the work done to develop the draft report which is the final milestone for the CCT Study (see Attachment 1).

**Action Requested/Outcome**
Staff is seeking MPAC's guidance for how the report could best provide a framework to support future implementation and how to best carry forward its findings and recommendations into regional efforts including the 2028 Regional Transportation Plan (RTP) update. This is an introduction in preparation for future action on Resolution 26-5588 (see Attachment 3).

**What has changed since MPAC last considered this issue/item?**
In May, MPAC received a written update on the opportunity area readiness results, the recommendations included within the governance strategy, and the initial report outline. Staff has since been working with local agency, business and community partners to incorporate that input provide guidance for how the study report could best provide a framework for future implementation that meets community needs.

*Draft Study Report*
The draft report documents the findings and recommendations resulting from the study. Most importantly, it discusses how we can work together and what it will take to capitalize on the opportunities for improving access to transit for more people towards achieving our transportation vision for the region. The full report is included as Attachment 3a and an Executive Summary that highlights the key takeaways is included as Attachment 2.

The report opens by describing the study approach and milestones and what Metro and partners were looking to identify solutions for and accomplish through the work. In particular, it highlights how agency partners and community were involved with a focus on its conception from partner and community engagement through the 2023 RTP. It then sets the stage for how the study built from the foundation established by the 2040 Growth Concept, RTP, and RTS; a host of recent planning work by partners; and national and local best practices to develop a policy framework. It takes stock of existing conditions, describes challenges and opportunities for community connectors, and why this work is important to undertake now. The report also describes the collaborative, iterative process for identifying community connector and mobility hub opportunities and determining their readiness. Inclusion in the vision, regardless of categorization, reinforces the need for continued investment both in land use and corridor planning to develop the transit-supportive environment. Call-out boxes throughout the report highlight key points, themes or information, including best practices, what we heard from community, and lessons learned. The appendices incorporate the engagement summaries and technical memos previously reviewed at the other key milestones of the process that further document the detailed work of the study.

Then, most importantly, the report outlines the actions and recommendations supporting implementation of community connectors and mobility hubs. Advancing the identified opportunities will require balancing near-term implementation with long-term flexibility, recognizing that service types may change over time as land use, travel demand, and transit networks continue to grow and adapt. The CCT Study outlines forward-looking actions that, rather than prescribing specific projects or service decisions, focus on implementation readiness, coordination, and Metro's role as a regional convener and technical resource. These are recommended to be incorporated into the RTS which is proposed to be updated following the 2028 RTP update (and as such would also incorporate all revisions adopted, including those above).

Implementation of CCT and mobility hubs will depend on strong regional coordination and shared responsibility. Metro's role as a convener and technical resource will be particularly important in supporting alignment across jurisdictions, facilitating consistent practices, and integrating CCT services into regional planning and funding programs. Local partners — including transit agencies, counties, cities, park agencies, and community organizations — will continue to lead in designing, funding, and operating services that reflect local context and priorities. By continuing to work collaboratively and approaching transit as an integrated regional system, Metro and partners can together advance a flexible and resilient CCT network that supports regional goals for equity, mobility, climate action, and access to opportunity.

*Incorporating CCT Study Findings and Recommendations in Regional Efforts*

Local transit like community connectors is one part — a key part, but still one of many parts — of the broader transit strategy. There are many tools in the transit toolbox for implementing the regional vision to better serve growing communities and achieve regional goals of equity, climate, economy, safety, and mobility. Community connector transit is one of these tools. Local connectors can expand the transportation network and improve transit in areas with limited access. The CCT Study includes recommendations for updating the policy framework to reflect the role of community connectors to offer more comprehensive guidance on how each transit tool can be applied to maximize benefits and leverage other tools to best work together as a system.

Exhibit B to Resolution 26-5588 (see Attachment 3b) describes the study's recommendations for updates to the local transit component of the RTP, which complements the RTS and Climate Smart Strategy. The local transit component includes a description of local transit needs, the Regional Transit Vision System Concept and Network Map, local transit policies, a list of 2030 and 2045 Fiscally Constrained and 2045 Strategic local transit projects, and topics for future study and planning efforts. The draft Staff Report for Resolution 26-5588 in Attachment 3c provides additional context about the information that would be included in the recommended updates.

*Next Steps*

Staff will return to MPAC in September to request action on Resolution 26-5588 accepting the study findings and recommendations and directing staff to incorporate those into the 2028 RTP.

**What packet material do you plan to include?**

1. Workplan: Summer 2026 Update
2. Executive Summary
3. Draft Resolution 26-5588
    - Draft Exhibit A: Full Report
    - Draft Exhibit B: Incorporating CCT Findings & Recommendations in Regional Efforts
    - Draft Staff Report

# COMMUNITY CONNECTOR TRANSIT STUDY

## Project Milestone Work Plan: Key Activities and Events

### Summer 2026

**Activities:** Develop and refine regional plan and policy update recommendations. Compile technical and engagement information. Prepare study engagement summary. Draft study report. Revise report to incorporate feedback and prepare final report.

**Outcome:** Feedback on the draft report. Acceptance of final report by committees.

| Date | Who |
|---|---|
| ***June 11*** | **Working Group #10: Draft Report & Celebration**<br>• Wrap-up study recommendations and subarea strategies<br>• Revised report review<br>• 2028 RTP look ahead<br>• Celebrate! |
| ***July 15*** | ***Metro Technical Advisory Committee (MTAC)*** |
| ***July 22*** | ***Metro Policy Advisory Committee (MPAC)*** |
| ***July 28*** | ***Metro Council*** |
| *September 9 (tentative)* | *East Multnomah County Transportation Committee TAC* |
| *September 10 (tentative)* | *Clackamas County Coordinating Committee TAC* |
| September 10 | Washington County Coordinating Committee TAC |
| ***September 11*** | ***Transportation Policy Alternatives Committee (TPAC)*** |
| *September 14 (tentative)* | *East Multnomah County Transportation Committee (policy)* |
| September 14 | Washington County Coordinating Committee (policy) |
| *September 16 (tentative)* | *Clackamas County C-4 subcommittee (policy)* |
| ***September 17*** | ***Joint Policy Advisory Committee on Transportation (JPACT)*** |
| **Report Acceptance** | |
| ***September 16*** | ***MTAC recommendation to MPAC*** |
| ***September 23*** | ***MPAC recommendation to Metro Council*** |
| ***October 2*** | ***TPAC recommendation to JPACT*** |
| ***October 15*** | ***JPACT decision*** |
| ***October 29*** | ***Metro Council considers action on MPAC and JPACT recommendations*** |
| *Reflect partner feedback on the report and recommendations.*<br><br>*Shared understanding of regional strategy for local transit.* | • <u>Deliverables</u><br>  ○ Draft and final reports and tools<br>  ○ Study compiled engagement summary report<br>• <u>Project webpage</u><br>  ○ *Report and executive summary*<br>  ○ *Fact Sheet: What is the regional vision for community connectors?*<br>• Email invitation to review to interested parties |

Metro

Draft – July 2026

# Community connector transit study:

## Executive summary

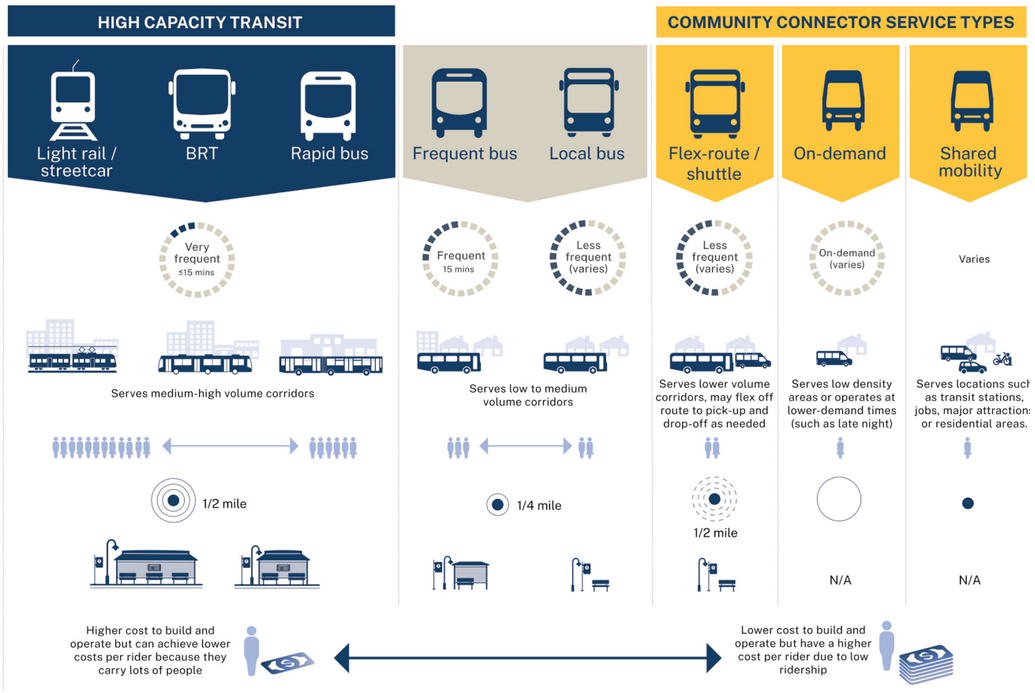
# Study purpose and overview

## What is community connector transit?

Community connector transit (CCT) is a type of public transportation that:

- Typically uses **smaller vehicles** (think small bus or vans)
- May have a **fixed or flexible route,** or may be fully **on-demand**
- **Connects** to the broader regional public transit network
- Operates within a **specified zone**

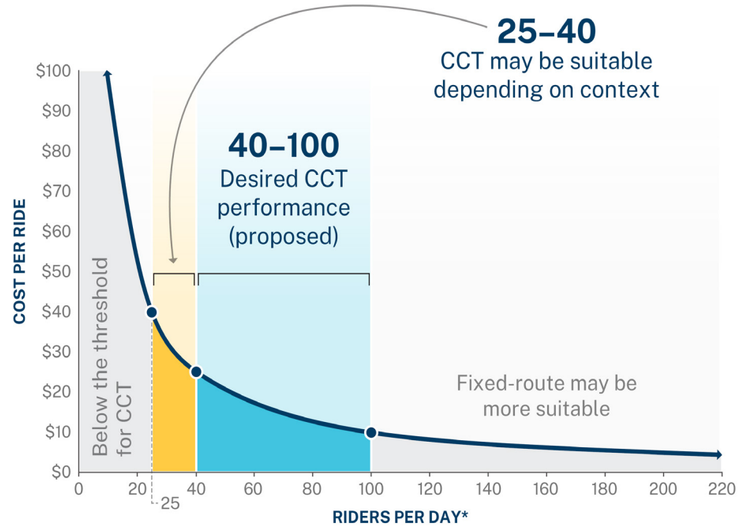
**CCT is generally more flexible than fixed-route transit.** It is able to go off-route to pick up or drop off riders and is sometimes available on-demand. It can provide transit service in areas where fixed-route service is not feasible.




Note: CCT is distinct from the “Community Connectors” branded service operated by Ride Connection in Washington County.

## What is needed to make CCT successful?

Community connectors are more flexible than traditional bus service, but they still work best in areas that meet certain thresholds for ridership demand. They are best suited for areas with lower numbers of housing or jobs where traditional fixed route service may not be viable, but where key community populations and destinations and nearby high-capacity transit indicate a level of demand. Services make most sense in areas that can attract 25–40 riders per day and connect to the broader transit network. They are not the right fit to serve all needs—gaps in the transit network can sometimes be better met via dial-a-ride service, micromobility, and improved pedestrian connections.




*Assumes a hypothetical 10-hour service day, 1 vehicle, and a cost of $100 per hour per vehicle

## Where is CCT operating today?

Community connector transit is already operating throughout the region:

- ACCESS and Shopping Shuttles in Multnomah County
- ClackCo Connects in Clackamas County
- Ride Connection shuttles in Washington County
- The Current in Clark County
- SPOT in South Cooper Mountain (on-demand microtransit)
- TriMet NEXT in Southeast Gresham (on-demand microtransit)

There are different models for operating CCT in the region. Some are operated by a non-profit who own and operate the vehicles, while others contract with private companies to operate the services.

Clackamas County contracts with MTRWestern to operate the ClackCo Connects shuttles.

## How is this summary structured?

Following this study purpose and overview section, this summary covers:

- Public and partner input into the study
- Mobility hubs in the region and tips for implementing
- Opportunity areas for implementing CCT in the region
- Transit to parks today and recommendations for serving parks in the future
- Implementing CCT over time and recommendations for the region

## What is the purpose of this study?

The overarching goal of this study is to describe the conditions in which CCT can provide real value to the region's residents, workers, and visitors.

CCT is an important tool in the transit toolbox, but it is not appropriate for every situation and location. This study highlights potential locations and strategies to increase transit access using CCT, and unlock transit's full potential in the region.

## What is the context for this study?

Recent regional planning work has reenvisioned the future transit system and reestablished and prioritized actions for improving transit-supportive corridors.

This work has also surfaced concerns about areas in the region that lack access to transit or have first- and last-mile gaps in access. Challenges include **filling in time-of-day mobility needs** and providing **transit access in low-density areas, for shift workers, and to recreation sites**. CCT opportunity areas may be further relevant given diminishing regional and federal funding for transit and TriMet's pending service cuts.

## What concepts does this study cover?

In addition to CCT services themselves, this study reviews the supporting investments of **regional mobility hubs** and **transit access to parks**. This is in line with the **"one system" approach to transit**.

### Community connector transit service

Where and how can CCT increase transit access?

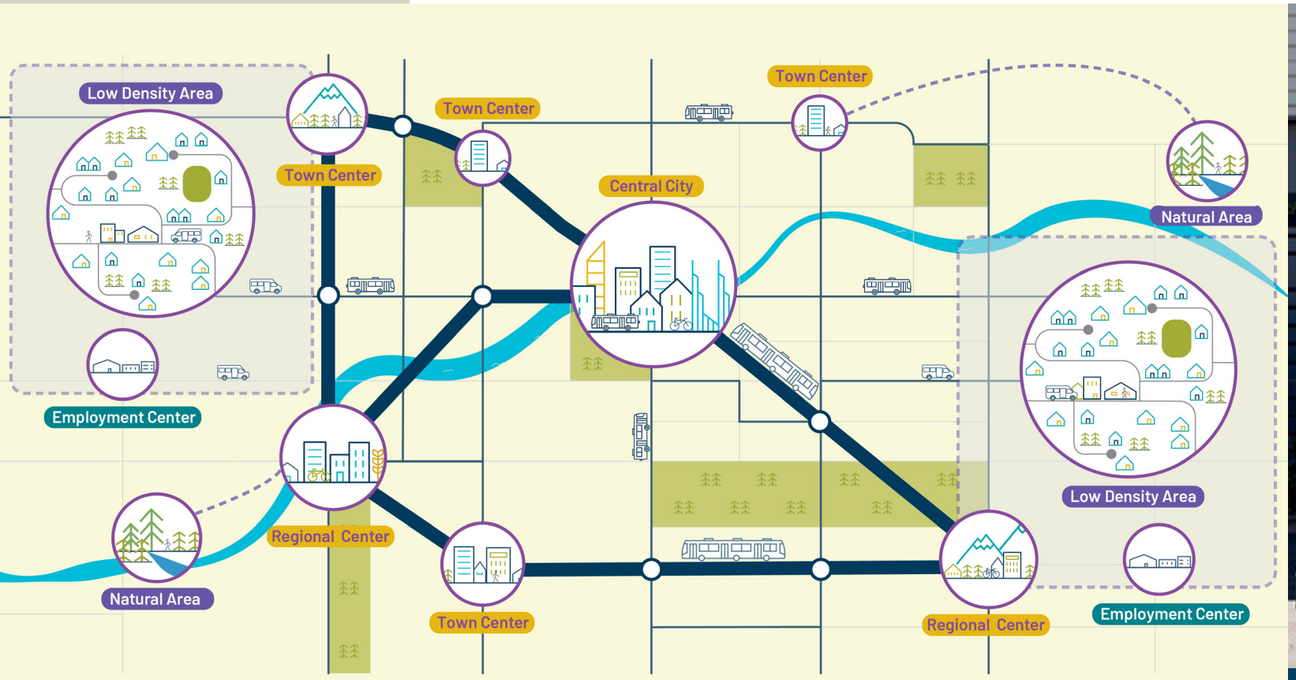
### Mobility hubs

Where and how can mobility hub investments make CCT work better?

### Transit access to parks

Where and how can CCT increase access to parks?

Multnomah County contracts with Ecoshuttle to operate the ACCESS Shuttle.



Ride Connection is a private non-profit organization that operates Community Connectors in Washington County.

## CCT can:

- **Complement and extend reach of transit.** Helping people travel to MAX light rail or frequent bus routes that may stop a mile or more away from their home or destination, boosting fixed-route ridership.
- **Provide service to lower density areas.** Providing transit service in low-density areas or places with constrained road networks where people still rely on transit.
- **Provide service during lower demand times of day.** Providing supplemental service during times of day that fixed-route transit is not running, such as late night.

## Mobility services in low-density areas

Along the urban growth boundary in the Portland metropolitan area, the land use context can change quickly from urban or suburban to rural. Suburban and rural areas may not have the density of population and jobs or land use patterns to support traditional fixed-route service.

In recent decades, low-income households have been increasingly priced out of central locations in the metropolitan region. Additionally, many industries with significant numbers of minimum-wage workers—such as package fulfillment centers, manufacturing centers, and call centers—are located in low-density areas.

Community connectors are a way to expand transit options in these low-density areas, which supports Metro's goals of safe and reliable transportation, vibrant communities, economic prosperity, and equity. However, they are not a substitute for fixed-route transit services that provide greater capacity for higher numbers of riders. CCT services expand access in lower-density areas where fixed-route would be too expensive to operate, but where transit demand still exists.

**Example: UTA On Demand, Utah Transit Authority**

UTA On Demand is an on-demand microtransit service in the Salt Lake City area that connects low-density communities to transportation services and destinations in five zones.

## Access to jobs, especially shift work

Before the COVID-19 pandemic, most cities focused on transit service that carried commuters to a downtown core, with service frequencies and hours that supported daytime work schedules. Since the pandemic, travel demand has become less oriented toward traditional peak travel hours, and service demand during weekends and midday hours has increased as a percentage of trips taken.

When major employers are located in rural areas or at the regional edges—particularly if they are farther from major roadways—or employees have night shifts or swing shifts, it is harder for transit agencies to provide services to help them get to work.

While transit agencies cannot be expected to solve every access challenge companies create, community connectors can fill in some gaps. This gives people who do not own a car, cannot drive, or have limited access to a vehicle, with the ability to access jobs, which is essential for maintaining steady employment.

**Example: Iride Inglewood, LAX**

Iride Inglewood is a free on-demand microtransit service available for employees of the Los Angeles International Airport who live in Inglewood or Lennox. The service operates at hours that cater specifically to airport worker needs and fills a gap in the fixed-route network until the Automated People Mover opens.

## Time-of-day mobility needs

There is demand for work and non work transit trips outside of the peak hours. People who work night shifts or swing shifts have limited transit options, even if they live and work in urban areas. In areas with lower-density land uses, jobs can be difficult to access for people without cars. People with lower incomes or people of color are more likely to work swing and night shifts, and addressing this imbalance can help Metro achieve its goals of equity, safe and reliable transportation, and economic prosperity. Workers in rural areas are also more likely to work nontraditional shifts.

Community connectors are a potential solution for serving late night and early morning trips that are particularly hard for transit agencies to serve with traditional fixed-route transit because of lower and dispersed demand.

**Example: MicroLink, Tulsa, Oklahoma**

MetroLink operates nighttime on-demand service between 8 p.m. and midnight on weekdays and Sundays, when all non-BRT buses cease operation. This allows them to maintain basic levels of service in the evenings and on Sundays for less money than it would take to operate the fixed-route network.

## Access to recreation

Natural areas with regional draw are often remote and accessible only by personal vehicle. From the equity perspective, underserved communities in particular face greater barriers to accessing green spaces in the region due to lower rates of personal access to vehicles. Metro's Connect with Nature project seeks to identify barriers to park access and plan parks that are more welcoming to communities of color. Through community engagement, access to outdoor spaces by public transportation was consistently identified as a top priority.

CCT service that can connect people to parks and other outdoor attractions in areas not already served by traditional fixed-route transit can help Metro achieve safe and reliable transportation, vibrant communities, and equity goals. For major recreational areas that employ many people, transit services can also offer an opportunity for economic prosperity.

**Example: Trailhead Direct, King County Metro**

Trailhead Direct is a seasonal King County Metro transit service connecting Seattle and Bellevue to trailheads on two routes on weekends and designated holidays through the summer. It uses small transit vehicles that are used by the agency on weekdays and connects to major transit hubs so car-free households can reach nature.

# Public input

## Who did we engage with?

This study engaged a broad range of people over the course of the project including: the public, business community, elected officials and government staff, and transit providers.

## How did we listen?

- Reviewed previous transit study feedback.
- Used community surveys, tabling, workshops, and community meetings to get feedback from the public. These were done in English and Spanish and included direct outreach to Native Communities, youth, and people with disabilities.
- Reached out the business community by presenting to regional chambers of commerce and providing materials for their newsletters.
- Partnered with jurisdictional staff and elected officials via a vast array of committee meetings and one-on-one meetings.

## What did we hear?

### From the public

- Where people were experiencing **transit gaps** today and how the opportunity areas could better serve their travel needs.
- Other barriers to traveling by transit in the region including ensuring travel apps are **easier to navigate** for people where English is a second language and people with disabilities.
- People want to be able to access **shopping and parks** via transit.

### From transit agencies

- More **funding is needed** to deliver quality service.
- It's very hard to reach **shift workers** and understand their travel patterns.
- **Administrative burdens** for operating smaller services.
- **Coordination** between agencies can be challenging.

### Transit Working Group

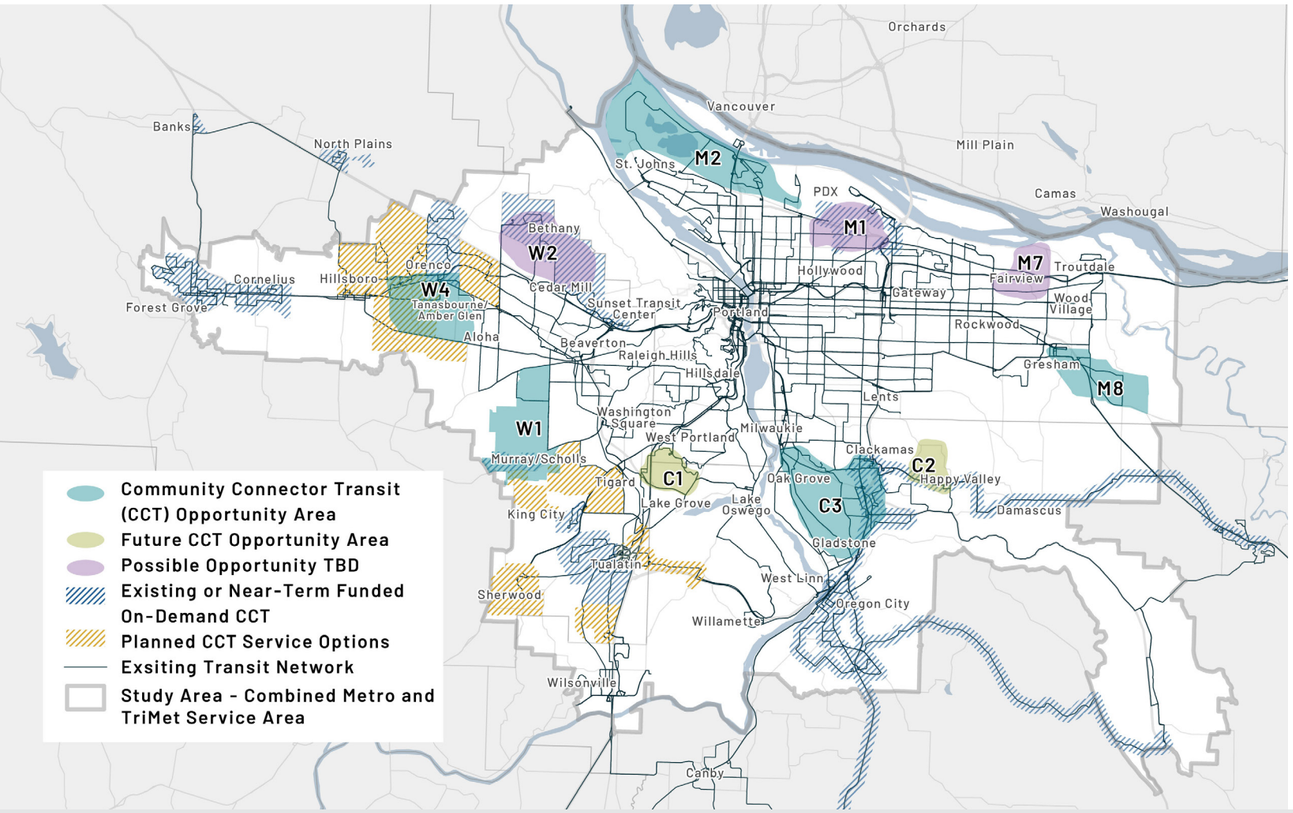
The study benefited from the Transit Working Group (TWG), a group of jurisdictional representatives from across the region who helped guide and shape the study recommendations. The group met 10 times over the course of the study to comment on deliverables describing approaches to conducting and outcomes resulting from major milestones.

# Identifying CCT Opportunity Areas

## What are CCT opportunity areas located in the region today?

Building on a strong foundation of recent regional and local planning efforts, this study assessed areas where CCT could enhance existing and planned frequent transit within the network.

These CCT opportunity areas, shown below, are places where there's potential demand for expanding transit, but not enough to warrant traditional fixed-route service. These areas are close enough to existing bus and rail lines that CCT could feed into existing services and enhance ridership.




**C1 – Lake Oswego:** The Lake Oswego neighborhoods of Oat Creek, Westlake, and Holly Orchard are mostly residential. Major streets that border the area are served by TriMet's Line 78 and limited-service Lines 37 and 38; however, the disconnected roadway network in the area increases the distance that transit riders must walk or roll to access bus stops.

**C2 – Happy Valley:** The area north of SE Idleman Road and east of SE 92nd Avenue in Happy Valley is primarily residential. While the SE Fuller Road MAX Station is three-quarters of a mile from the area, and TriMet frequent service Line 72 on 82nd Avenue is relatively nearby, indirect street connections and limited pedestrian access make these services difficult to reach.

**C3 – Oatfield:** This primarily residential Oatfield neighborhood in unincorporated Clackamas County is separated from nearby industrial and commercial areas by street design, I-205, and challenging topography. TriMet bus lines primarily travel north-south at the edges of the neighborhood. Bus Line 33 service is frequent but is at the far eastern edge of the area. All other bus lines, which primarily travel north-south, operate with more limited service (31, 32), or on weekdays only (29. 152).

**M1 – Cully:** The Cully neighborhood in Northeast Portland is located near several transit routes: it is south of TriMet's Frequent Service Lines 72 and 75, north of Line 24, west of Line 71, and west of Multnomah County's ACCESS Shuttle. However, these services do not provide direct or convenient access for many Cully residents, particularly for east-west trips, creating first and last mile connectivity challenges. The ACCESS Shuttle could be expanded to better serve Cully and improve connections to the broader transit network.

**M2 – North Portland Peninsula:** The peninsula at the confluence of the Willamette and Columbia Rivers is home to the city's largest industrial park and two regional destination sites: Smith and Bybee Wetlands Natural Area and Kelley Point Park. TriMet Line 11 operates limited weekday service in the area, which does not provide access to the regional parks on weekends.

**M7 – Fairview:** This largely industrial area located in Fairview and Gresham is north of TriMet's Line 77 and east of Line 87. Two regional parks, Blue Lake Park and Chinook Landing Marine Park, both north of I-84, are not accessible by transit.

**M8 – Gresham:** TriMet Lines 81, 82, and 84 as well as the Sandy Local, and Gresham Express operate nearby, but Highway 26 creates a barrier to accessing transit with limited pedestrian crossing opportunities for the Mount Hood and Kelly Creek neighborhoods in Gresham. Much of the area is served by TriMet NEXT on-demand service that is available to people with disabilities and older adults.

**W1 – South Beaverton:** The population in South Cooper Mountain, River Terrace, Murrayhill, and Progress Ridge is growing. Much of the area is outside the reach of TriMet fixed-route service, and traditional transit routes are challenging to run effectively given the disconnected street network. Travel patterns in the area further complicate service design, as Saturday demand exceeds typical weekday ridership, reflecting more dispersed, non-commute trips that are difficult to serve with fixed routes. Washington County started SPOT, an on-demand microtransit service, as a pilot project in early 2026. If SPOT is successful, it could be continued and help shape future CCT service.

**W2 – Bethany:** Street design in Bethany creates indirect paths to access existing TriMet bus stops, and the area's disconnected street network limits where fixed-route service can operate. Two main areas in Bethany are currently not served by transit: 1) west of Bethany Boulevard and south of Springville Road and 2) east of BethanyLink's half-mile deviation zone. BethanyLink service could be expanded or modified to serve these areas.

**W4 – Hillsboro/Aloha:** Situated between the Red and Blue Lines to the north and the frequent service Line 57 to the south, this area straddling Hillsboro and Aloha is mostly residential with a large office park to the north. North-south travel options are limited, despite demand for north-south trip. Ride Connection's North Hillsboro Link operates nearby and could be expanded to serve the area.

# Mobility hubs

## What is a mobility hub?

Mobility hubs connect people to the regional transportation network, creating seamless links between modes, services, and emerging mobility choices. They create convenient and comfortable places to transfer between fixed route services and community connectors, expanding the power of our regional transit network.

## Mobility hub elements

- Transit service
- Active transportation
- Amenities and placemaking
- Car-share and ride-share integration
- Wayfinding and information

## What are the benefits of mobility hubs?

Mobility hubs not only prioritize efficiency and user convenience but also aim to create vibrant, accessible public spaces that support equity, sustainability, and community identity. In the Metro region, mobility hubs also support the 2040 Growth Concept land use designations, with different hub types serving different land use contexts.

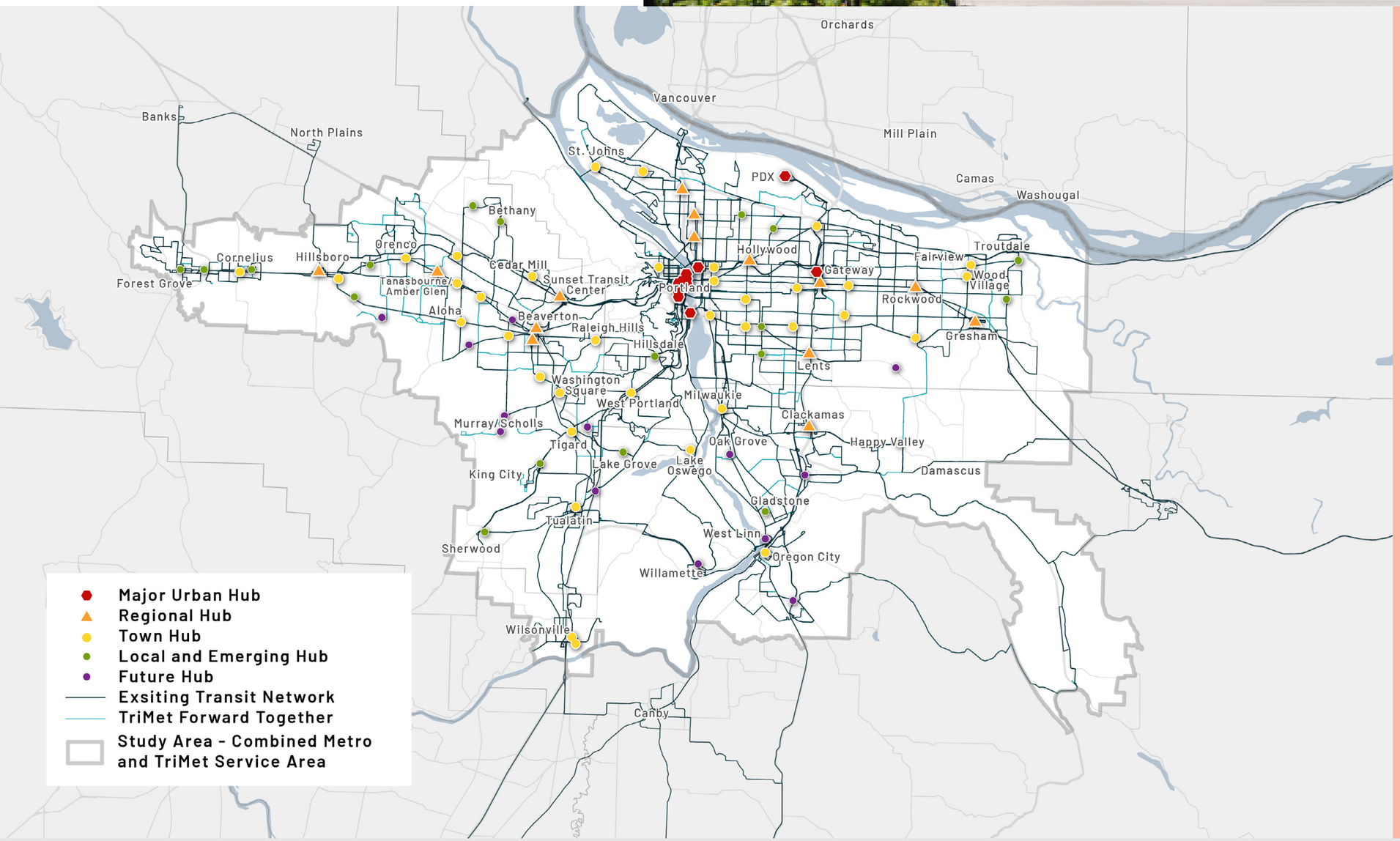
- Multimodal connectivity
- Efficient transfers across modes
- Equity and accessibility
- Community development and placemaking
- Sustainability and climate goals

## What types of mobility hubs are there?

| | | |
|---|---|---|
| **Major urban** | Located in dense, mixed-use urban cores. Serve as primary activity centers. | Broadest range of transit and multimodal connections and amenities. |
| **Regional** | Often support transit-oriented development (TOD). Serve as key transfer points across the system. | Transit-rich locations offering connections to multiple high-frequency or intercity routes, variety of biking, and walking options. |
| **Town** | Neighborhood-scale focal points. | Mix of transit, biking. and walking options. These may lack high-capacity transit but offer strong local connectivity. |
| **Local / Emerging** | Smaller towns, rural centers, emerging suburban locations with low density development. | Basic transit service, but potential for more with future development and travel demand. |
| **Future** | Outside the 2040 Growth Concept centers. | May support transit in the future. Potential opportunities for non-transit connections. |

## Where are  mobility hubs located?

Mobility hubs are strategically located within a transportation network where people can seamlessly access and transition between multiple modes of transportation, services, and emerging mobility options. This plan identifies and documents prioritized mobility opportunities, generally with at least one hub location identified in each 2040 Growth Concept center. The map shows all areas that warrant consideration for implementation in future local mobility hub decision-making.




## How to implement Mobility Hubs

Mobility hubs not only prioritize efficiency and user convenience but also aim to create vibrant, accessible public spaces that support equity, sustainability, and community identity. In the Metro region, mobility hubs also support the 2040 Growth Concept land use designations, with different hub types serving different land use contexts.

### Planning recommendations

- Plan for long-term operations and maintenance
- Update local land use codes
- Establish sustainable funding models
- Integrate mobility hub elements into development cycles

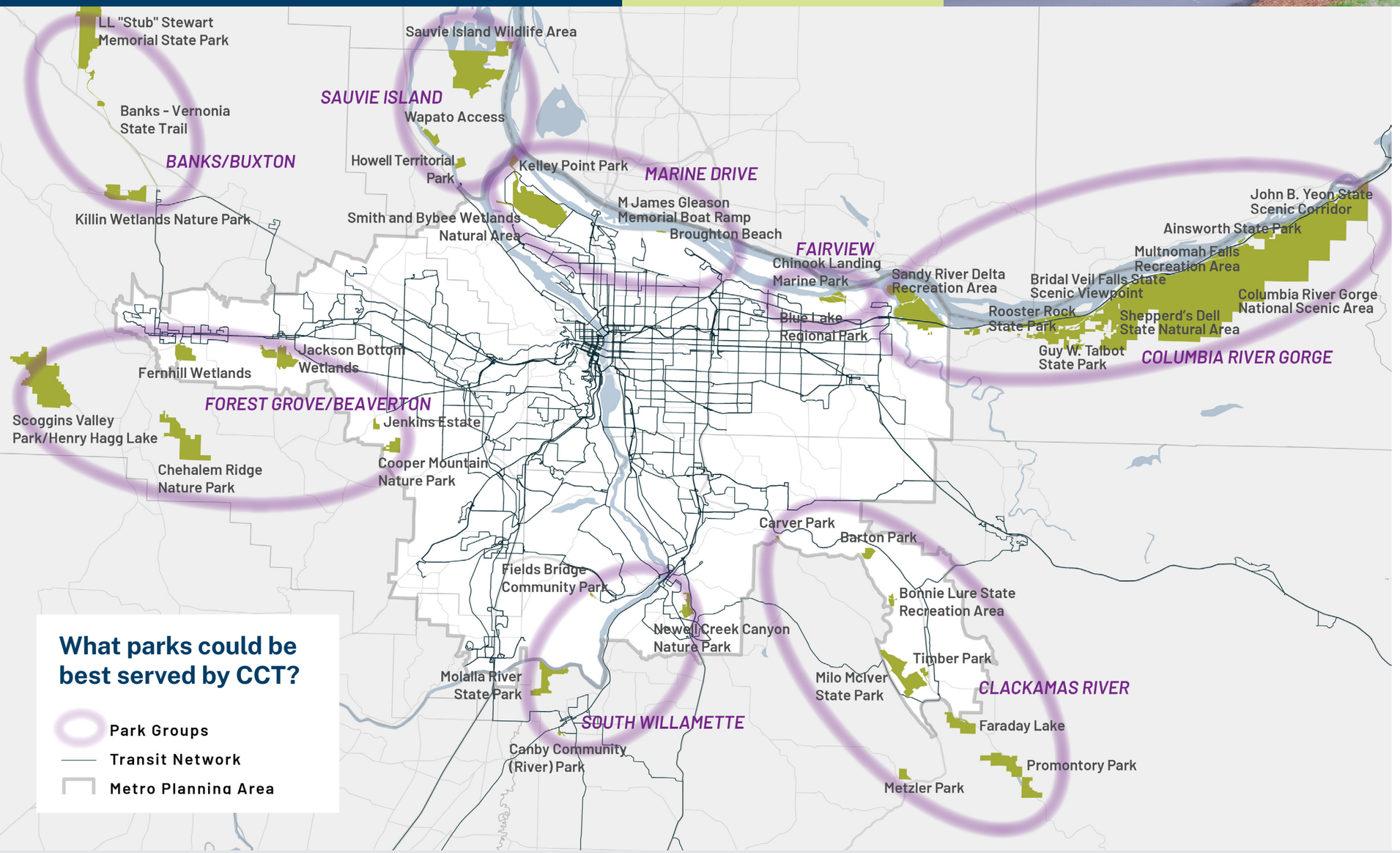
### Implementation recommendations

- Pilot and retrofit existing assets
- Secure site control
- Establish the technology framework

### Management recommendations

- Establish cross-agency governance
- Manage curb space flexibly

# Transit to parks




## Why is CCT important for parks?

The Portland Metro region is rich in outdoor natural areas. Some of these places are currently accessible via the transit network; others are not. People who rely on transit to get around do not have equal access to natural sites in the region. Metro identified 116 Regional Destination Sites, or parks of regional significance, to evaluate existing transit access to parks in the region.

## How are parks being served by transit today?

**40%** of regional destination sites (46) could be reached by transit on weekdays and weekends in 2025.

**95%** of Portland Metro Area residents (1,733,478 people) are within a 60-minute transit shed of at least one park.

**37** sites were identified for potential CCT-style shuttle.

The rest of the regional destination sites were reviewed for the potential to expand transit access to them. Some parks could be served with existing transit via pedestrian access improvements.

## How can the parks identified in this plan be served by CCT?

To leverage the power of the existing transit network, shuttles serving parks should connect to high-density transit hubs or stations that are easy for many people to reach. To follow this best practice, the 37 parks identified as potential candidates for new service fall into park groups based on geographic proximity in the map on the next page, with suggestions of which High-Capacity Transit (HCT) hub a potential transit service would most logically connect to.

In most cases, the park groupings cover substantial ground and could not all be served by one shuttle route. The park groups are intended as starting points for future planning processes for improved transit access to parks.

| Park Group | Ways to Serve |
|---|---|
| **FAIRVIEW**<br>*Blue Lake Regional Park and Chinook Landing Marine Park* | • Shuttle departing from Gateway Transit Center<br>• Alternative ways to serve: Consider expanding the Columbia Gorge Express to more park destinations. Balance park access witwh need for direct and reliable service to other destinations |
| **COLUMBIA RIVER GORGE**<br>*Guy W. Talbot State Park, Bridal Viel, Columbia River Gorge National Scenic Area, and Ainsworth State Park* | • Shuttle departing from Gateway Transit Center<br>• Alternative ways to serve: Consider expanding the Columbia Gorge Express to more park destinations. Balance park access with need for direct and reliable service to other destinations |
| **SAUVIE ISLAND**<br>*Sauvie Island Wildlife Area, Wapato Access, and Howell Territorial Park* | • Shuttle departing from St. Johns would serve recreation trips to Sauvie Island in one direction and serve Sauvie Island resident needs in the other direction<br>• Alternative shuttle departure point: Parking lot at base of Wapato Bridge for a shorter alignment and lower operations costs<br>• Alternative shuttle departure point: Quatama or Orenco MAX Station |
| **CLACKAMAS RIVER**<br>*Timber Park, Metzler Park, Promontory Park, Milo McIver Park, Barton Park, and Carver Park* | • Shuttle departing from Clackamas Town Center Transit Center<br>• Consider equipment needs and infrequency of river crossings while planning |

| Park Group | Ways to Serve |
|---|---|
| **FOREST GROVE/ BEAVERTON**<br>*Scoggins Valley Park & Henry Hagg Lake, Jackson Bottom Wetlands, and Cooper Mountain Nature Park* | • Shuttle departing from Hillsboro Transit Center<br>• Stop in Forest Grove to increase coverage<br>• Consult Yamhill County Transit while planning |
| **BANKS/BUXTON**<br>*LL "Stubb" Stewart Memorial Park, and the Banks-Vernonia State Trail* | • Shuttle departing from Sunset Transit Center<br>• Alternative shuttle departure point: Hillsboro Airport/Fairground MAX Station where there is space for shuttle parking and turnaround<br>• Consider bike needs: equip shuttle with bike trailer or bike racks and plan schedule to accommodate one-way bike trips along the trail |
| **SOUTH WILLAMETTE**<br>*Fields Bridge Community Park,Molalla River State Park* | • Shuttle departing from Oregon City Transit Center<br>• Alternative shuttle departure point: Clackamas Town Center Transit Center<br>• Consider limited crossings of the Willamette River in this area |
| **MARINE DRIVE**<br>*Broughton Beach/Gleason Boat Ramp, Smith and Bybee Wetlands Natural Area, and Kelly Point Park* | • Shuttle departing from Delta Park/ Vanport Transit Center<br>• Consider equipment needs for water sports<br>• Continue researching whether recreation and employment needs in the area can be accommodated within a single service |

# Implementing CCT

## How can CCT evolve over time?

The Regional Transportation Plan (RTP) sets transportation policy to guide local and regional planning and investments for people who live, work, and travel in greater Portland. It implements the 2040 Growth Concept, which concentrates mixed-use and higher-density development in urban centers, station communities, corridors, and main streets served by transit.

In future growth areas, community connectors can bridge gaps to the existing transit network until it can support more fixed route transit.

## How can we work together to move forward the “one system” approach?

Many types of transit service are currently provided in the region and operated by several different providers. CCT is generally operated by smaller providers who face disproportionate challenges in administration, resource access, and knowledge sharing. Coordination is a critically important component of success as our integrated transit system evolves. A coordinated approach enables better information sharing, a clearer understanding of how services relate to one another, and more deliberate planning for transitions from community connector to fixed-route service.

Funding for transit remains limited, and existing resources are not keeping up with regional needs. CCT services currently rely primarily on a single funding source, STIF formula funds, which offers flexibility but limited capacity. Today’s uncertain funding situation makes it challenging to sustain existing service and plan for expanded service in the future, increasing the need to explore alternative sources. Yet this could be an opportunity to re-think how resources are prioritized and how services are delivered.

Metro and regional partners can work together to take action to better support CCT implementation.

Over time, as land uses change, the type of service appropriate for an area may change but having a **transit option like CCT ensures transit ridership can grow along with the region**.

### Pilot shuttle launches

CCT can start with a pilot project in an area that lacks conditions supportive of fixed-route service. The CCT service can use informal stops in defined zones to provide connections to existing transit service in the region.

### CCT Shuttle becomes official

A pilot project may become an official CCT shuttle if it demonstrates strong ridership potential and funding is available. Observed ridership patterns can help shape what the official service looks like after the pilot period ends. As the service becomes more established, high ridership stops may be formalized.

### CCT and fixed route join forces

As land uses develop in transit-supportive ways, CCT service may continue to operate and provide complementary connections to the regional transit network or transition entirely to a fixed-route service.

# Key recommendations

### Community connector transit

- Advocate for increased funding at state level
- Identify additional regional funding sources for CCT
- Make the most of existing funding
- Establish a venue for regional transit coordination
- Improve information-sharing to the public

### Mobility hubs

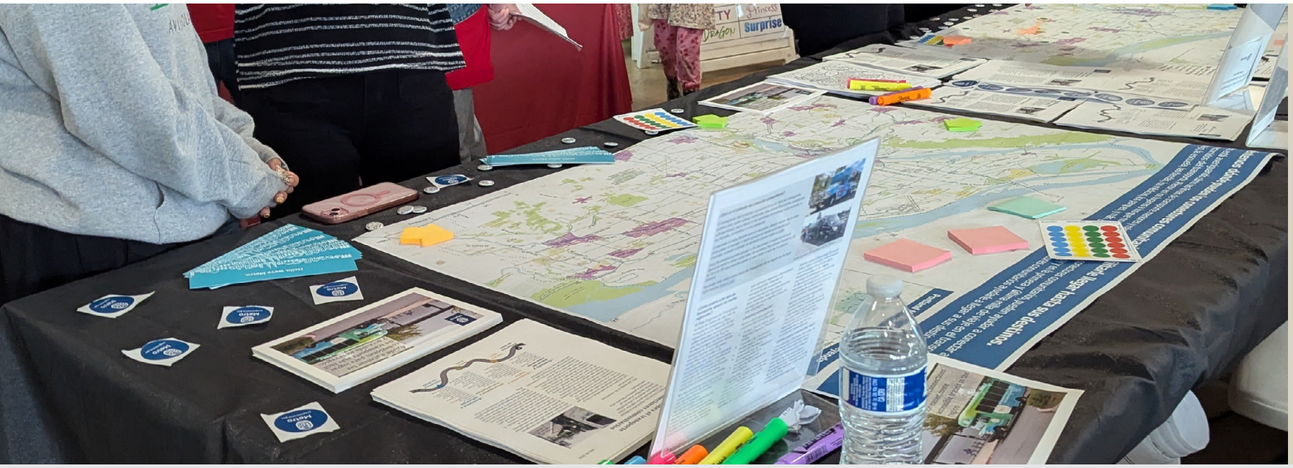
- Pilot and retrofit existing assets
- Integrate mobility hub elements into development cycles
- Establish cross-agency governance
- Manage curb space flexibly
- Plan for long-term operations and maintenance
- Secure site control
- Establish the technology framework
- Update local land use codes
- Establish sustainable funding models

### Access to parks

- Start with targeted, scalable pilots
- Design services around recreation behavior
- Integrate services with the regional transit network
- Address site access and circulation constraints early
- Use right-sized accessible vehicles
- Build strong partnerships and community connections
- Pair service launches with proactive outreach and wayfinding
- Explore diversified funding and cost-sharing strategies
- Evaluate performance based on access and experience
- Plan for adaptation over time

### Cross-cutting recommendations

- Clarify Metro's role
- Enable Implementation through standard tools
- Support program integration and incremental delivery
- Advance access, affordability, and inclusion
- Improve coordination and system consistency
- Track Outcomes and define what comes next
- Funding research and advocacy



**For more details, you can find more information at https://www.oregonmetro.gov/projects/community-connector-transit-study**

Metro brings people together to shape the future of greater Portland and provides places, services and tools that work best at a regional scale. Led by an elected council, this unique government gives Oregonians a voice in their community.

**Metro Council**
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BEFORE THE METRO COUNCIL

| | | |
|---|---|---|
| FOR THE PURPOSE OF ACCEPTING THE FINDINGS AND RECOMMENDATIONS IN THE COMMUNITY CONNECTOR TRANSIT STUDY AS UPDATES TO THE 2028 REGIONAL TRANSPORTATION PLAN, CLIMATE SMART STRATEGY, AND REGIONAL TRANSIT STRATEGY | ) ) ) ) ) ) ) | RESOLUTION NO. 26-5588<br><br>Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Juan Carlos González |

WHEREAS, transit is a central tool for implementing the region's 2040 Growth Concept, Climate Smart Strategy and Regional Transportation Plan (RTP); and

WHEREAS, in 2014 the Metro Council adopted the Climate Smart Strategy via Ordinance No. 14-1346B, which calls for increased investment in our regional transit system in order to help meet state-required targets for reducing greenhouse gas emissions from light-duty vehicles; and

WHEREAS, in 2018 the Metro Council adopted the Regional Transit Strategy (RTS), as a component of the RTP, via Resolution No. 18-4892, which established the regional vision to make transit more frequent, convenient, accessible and affordable for everyone and included community/jobs connector shuttles on the Regional Transit Network map as part of reflecting that vision; and

WHEREAS, local transit is a component of both the Climate Smart Strategy and RTS which are elements of the RTP; and

WHEREAS, the 2023 RTP identified the need for the Community Connector Transit Study (CCT Study) to explore potential solutions for areas of the region that lack access to the regional transit network today and in the future, but where opportunities may exist to connect people to jobs and other essential destinations, and the need for the study to be completed prior to the 2028 RTP to support future planning, policy-making and investment; and

WHEREAS, Metro created a Transit Working Group consisting of transit, city, and county and state agency partners that met more than ten times and held three broader local partner workshops and review sessions from 2024 to 2026 to provide technical input and recommendations to the team regarding the CCT Study; and

WHEREAS, development of the Community Connector Transit Study aimed to increase regional collaboration and coordination through a combination of existing and new partnerships, sound technical work, and inclusive public engagement designed to build awareness of and opportunities for implementation of community connectors, and make the case for funding and investment in local transit implementation; and

WHEREAS, the Community Connector Transit Study includes recommendations for advancing local transit implementation, an updated local transit policy framework for how connectors can fill gaps aligned with regional goals and develop the market for fixed route transit, and updated community/jobs connectors to be reflected on the Regional Transit Network map aimed at expanding the reach of the greater Portland regional transit system to support ongoing efforts to link land use and transportation planning to implement the 2040 Growth Concept and community visions within fiscal constraints; and

WHEREAS, the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee, the Transportation Policy Alternatives Committee, TriMet, South Metro Area Regional Transit, local government elected officials and staff, small and large businesses and economic development interests, community leaders, and the public, particularly underrepresented communities including Black, Indigenous and people of color, people with low income, people who speak limited English, people experiencing a disability, youth and older adults, assisted in the development of the CCT Study and provided comment throughout the planning process through nearly 90 meetings, events and other touchpoints; and

WHEREAS, JPACT and MPAC have recommended acceptance by the Metro Council of the findings and recommendations in the CCT Study for incorporation as updates to the 2028 RTP, Climate Smart Strategy, and RTS; and

WHEREAS, by accepting the CCT Study, the Metro Council further recognizes the value in using the findings and recommendations to inform updates to the 2028 RTP, Climate Smart Strategy, and RTS and ongoing local, regional and state efforts; now therefore,

BE IT RESOLVED that:

1. The Metro Council accepts the Community Connector Transit Study attached to this resolution as Exhibit A.

2. The Metro Council accepts the recommendations for updates to the Regional Transportation Plan, Climate Smart Strategy, and Regional Transit Strategy as shown in Exhibit B.

ADOPTED by the Metro Council this 29th day of October 2026.

Juan Carlos González, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

# Community Connector Transit Study

July 2026 DRAFT

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# LIST OF ACRONYMS

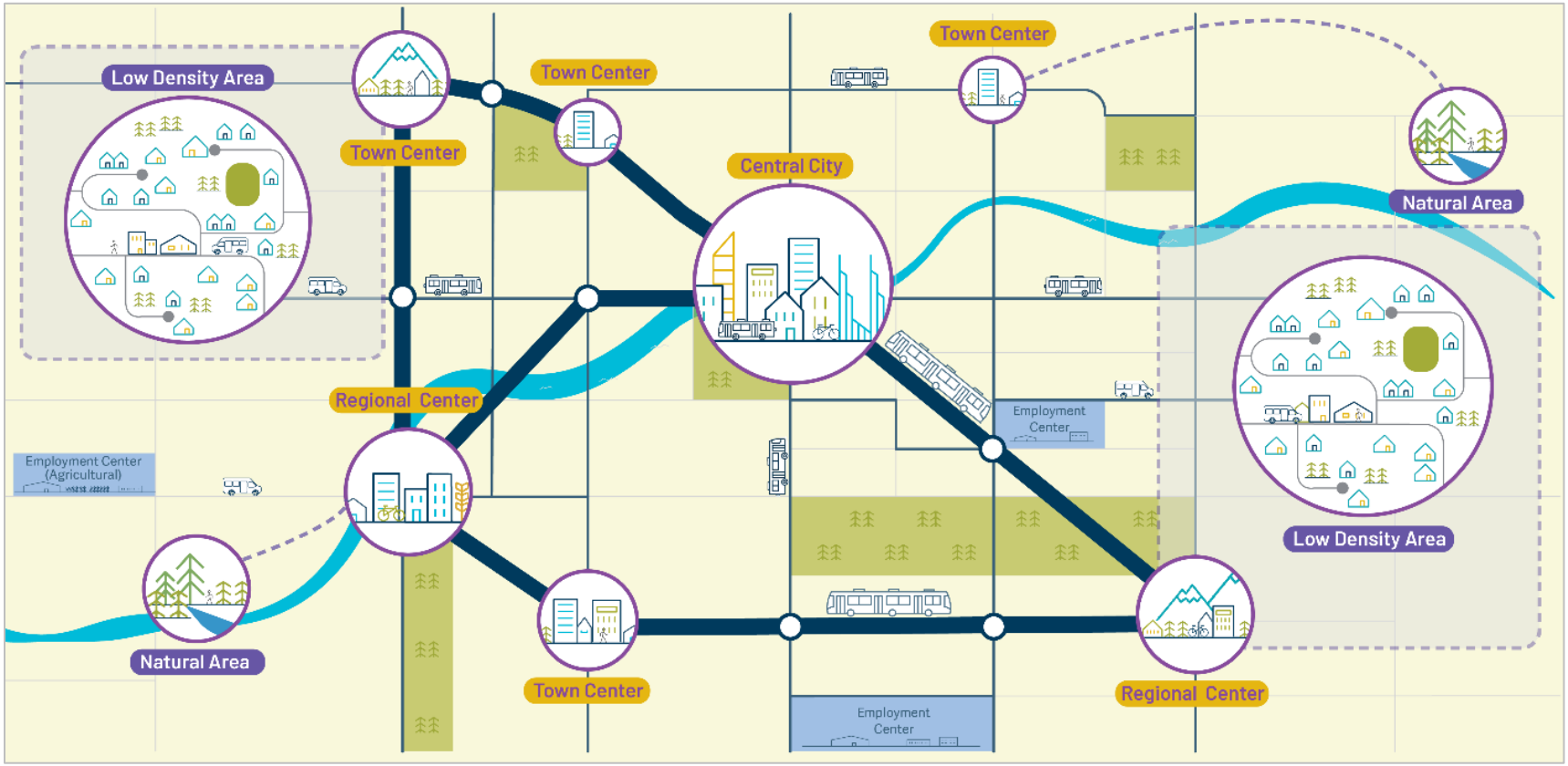
| | |
|---|---|
| ACCESS | Alderwood-Cornfoot-Columbia Employment Shuttle Service |
| ADA | Americans with Disabilities Act |
| CAT | Columbia Area Transit |
| CCT | Community connector transit |
| EFA | Equity Factor Area |
| FTA | Federal Transit Administration |
| GTFS | general transit feed specification |
| HCT | high capacity transit |
| IGA | intergovernmental agreement |
| MAX | Metropolitan Area Express |
| MOU | Memoranda of Understanding |
| ODOT | Oregon Department of Transportation |
| PTASP | Public Transportation Agency Safety Plans |
| RTO | Regional Travel Options |
| RTP | Regional Transportation Plan |
| SMART | South Metro Area Regional Transit |
| STIF | Statewide Transportation Improvement Fund |
| TAZ | transportation analysis zone |
| TDM | transportation demand management |
| TWG | Transit Working Group |

# STUDY PROCESS

The Portland region is served by an extensive transit network of bus, light rail, commuter rail, streetcar, and community shuttles. All of these modes play important roles in working together as a larger system to serve the diverse transportation needs of the Portland region, helping people get where they need to go. Community connector transit (CCT) services are one tool in our transit toolbox for connecting people to fixed-route transit networks or provide transit service in areas where traditional fixed-route transit is not efficient or feasible. Areas often served by CCT include those with low population or employment density, a constrained road network, or where there are user groups with specific travel needs. CCT is an important tool in the transit tool box, but it is not appropriate for every situation and location. The overarching goal of this study was to describe the conditions in which CCT can provide real value to the region's residents, workers, and visitors.

This study was conducted in the context of region-wide reductions in transit service due to ongoing transit funding shortfalls. These service reductions affect access and mobility for people where transit needs are greatest across the region. This study resulted in overarching guidance and recommendations for implementing CCT services in the region, as well as a "point-in-time" analysis of where potential CCT opportunities exist. These opportunities will evolve and shift as the transit, land use, and overall transportation landscape continues to shift in years to come. A major goal of this work was to provide recommendations about where and when CCT service can provide value so that providers and local agencies can make informed choices about investing in the transit system when funding again becomes available.

Figure 1. Regional transit system concept




*High capacity transit connects the central city and regional centers (such as Gresham, Clackamas and Hillsboro) to each other and town centers (such as Milwaukie, Troutdale, and Sherwood) along major travel corridors. All-day frequent bus service along corridors and main streets links town centers to each other and neighborhoods to centers. Regional buses travel along most other arterial streets to better serve existing and growing communities. Local bus provides basic service for local destinations. Local connectors can expand the transportation network to improve access for lower-density areas with key destinations and communities that rely on transit.*

In this study, **community connector transit** refers to a generic fixed- or flex-route transit service that provides first- and last-mile connections to the regional Portland transit networks, as well as nonspecialized trips (i.e., without special eligibility requirements) within the communities in which it operates. The term is not synonymous with the Community Connectors-branded service operated by Ride Connection in Washington County. CCT provides the following benefits:

- Improves connections to high capacity transit (HCT) and the fixed-route bus system, boosting ridership.
- Improves or supplements connections to key destinations that are not already addressed by fixed route transit or other existing services.
- Provide supplemental service when fixed-route transit is not running, such as for shift workers late at night.

In addition to CCT services themselves, this study included a review of related needs and supporting investments including regional mobility hubs, as well as an analysis of parks transit access. These elements of the study add layers to the discussion of CCT opportunities, helping to illuminate locations and investments that would support and benefit from CCT.

This study focused narrowly on where and when community connector and related services may be appropriate, cost-effective, and beneficial in addressing regional mobility gaps. It is important to note that this study did not engage in planning for the fixed-route light rail and/or bus networks operated by TriMet or South Metro Area Regional Transit (SMART); these agencies have separate planning processes which plan for the future of the regional fixed-route network. This study is complementary to these efforts and focused on opportunities in areas unserved by fixed-route services but potentially supportive of transit solutions.

**Why this study?**

Recent regional work has drilled down into the different elements of the transit spectrum to craft the following focused specific strategies:

- Intercity rail in the Oregon State Rail Plan (2020).
- High capacity transit in the 2023 High Capacity Transit Strategy.
- Frequent and regional bus and future community connector opportunities in TriMet's Forward Together service plans (1.0 in 2023 and 2.0 in 2025) and SMART's Master Plan (2023).
- Intercity bus in the Oregon Transportation Plan (2023) and Public Transportation Plan (2018).

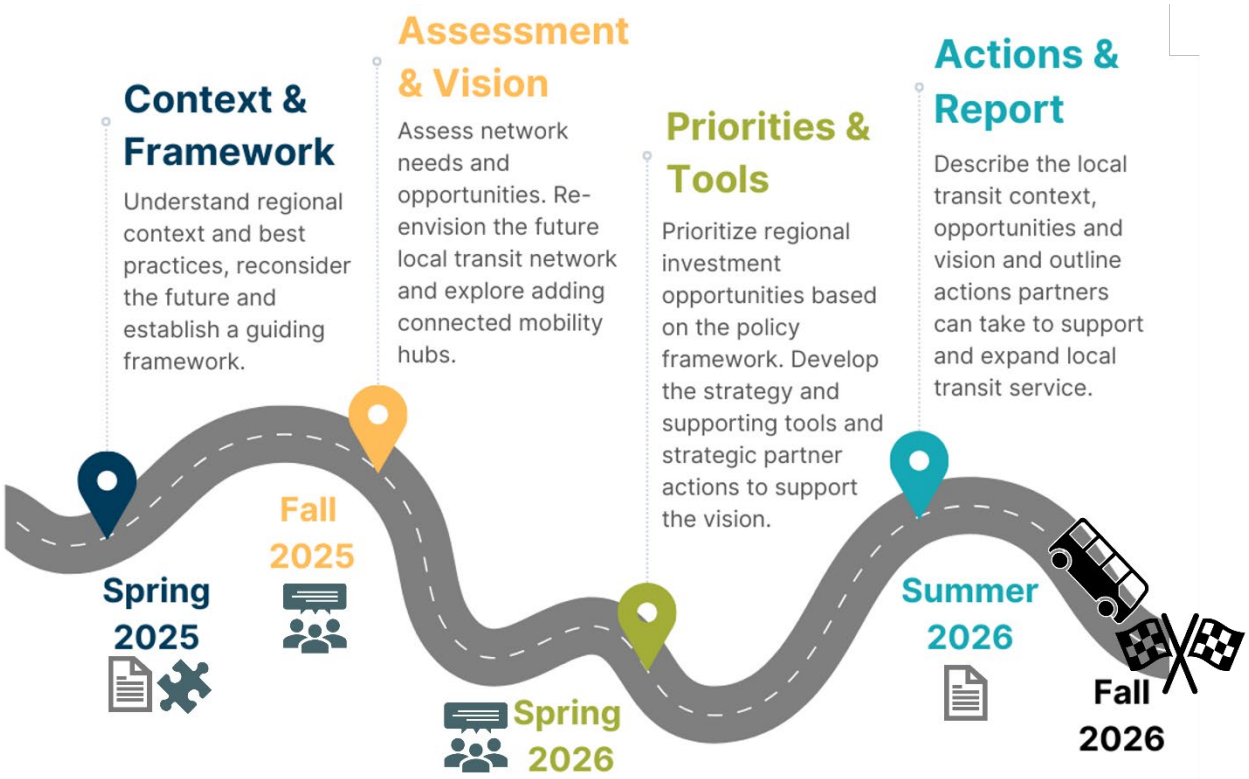
These planning efforts have reenvisioned the future transit system and reestablished and prioritized actions for improving transit-supportive corridors.

Yet, in conversations during development of the 2023 Regional Transportation Plan, policymakers, partners, and community members expressed concern about areas that lack access to the regional transit network today and in the future, but that may have opportunities to connect to jobs and other essential destinations. CCT provides an opportunity to unlock more transportation access in the region and make transportation more equitable. As of 2025, CCT is operating throughout the region with ACCESS and Shopping Shuttles in Multnomah County, ClackCo Connects in Clackamas County, Ride Connection shuttles in Washington County, and The Current in Clark County. In fact, several programs in the Portland region are currently piloting the on-demand "microtransit" connector model: SPOT in South Cooper Mountain and TriMet's NEXT in Southeast Gresham. The strong foundation of recent regional work, coupled with the suite of local planning efforts by agency partners and the resources provided by HB 2017, set the stage for this study to assess potential solutions for improving community connections to essential destinations and existing and planned frequent transit within the network.

The results of this study will help our region gain a better understanding of the current CCT environment. The study assessed what exists today and what current plans include, and identified best practice examples that can serve as aspirational goals for our region (see Figure 2). It assessed current and future networks based on needs and demand and determined where gaps exist but for which traditional transit service is not viable; considered opportunities and constraints in these locations, including mobility hubs supporting cross-agency and mode connections; and delineated what would be needed for successful implementation, outlining key actions and recommendations and creating tools to support partners. It identified the policy framework, future system, and improvement opportunities in a strategic vision for CCT. The

results of the study provide a path forward for successfully achieving that vision toward supporting regional goals and outline a roadmap for leveraging and funding the identified opportunities. These recommendations for a CCT investment framework aligned with regional goals will be used to inform updates to the 2028 Regional Transportation Plan (RTP) and may inform local updates to transit development plans and transportation system plans.

Figure 2. Study process




## Engagement overview

Engagement is critical to understanding transit access needs in the Metro region. The public engagement goals for this project were focused on ensuring inclusive and meaningful participation from a diverse range of community members, particularly those who have historically been underrepresented in planning processes. Key goals included the following:

- **Review relevant engagement feedback:** Conduct a literature review of past feedback related to transit priorities from around the region to assess how to expand and deepen engagement.
- **Process equity**: Prioritize engagement with underserved and vulnerable groups to ensure their feedback is considered in the planning process. This included conducting interviews with key nonprofits and community members early in the project to gather input.

- **Early and deliberate engagement with community-based organizations and transportation advocacy nonprofits**: Strengthen existing and build new partnerships with underrepresented communities by engaging community-based organizations and transportation advocacy organizations at the start of the project. This included understanding how best to collaborate and achieve engagement goals, recognizing participants' limited resources and busy schedules.
- **Business engagement:** Conduct outreach and interviews to gather insights, address shared concerns, and explore opportunities for mutual benefit, ensuring businesses are part of shaping solutions while working in tandem with the broader community.
- **Coordination with ongoing outreach processes**: Work with Metro, TriMet, and other regional partners to align engagement efforts with existing outreach activities, maximizing efficiency and reducing logistical burdens.
- **Clear communication**: Ensure that all communications with partners and the community are clear and effective to facilitate collaboration and support shared recommendations. Continue communicating beyond the end of this project to report back to participants how input was incorporated into the study.

Engagement for this CCT study was guided by Metro's Public Engagement Guide.[1] The process employed community engagement activities that informed, consulted or involved people and communicated participant input to project collaborators and decision-makers at every major milestone.

[1] https://www.oregonmetro.gov/sites/default/files/2025-11/metro-public-engagement-guide-a11y-remediated-20240724.pdf.

**How was the community engaged?**

A summary of past transit feedback (informing scoping and early work).

Two community surveys (one in English and Spanish and another for the Native Community) were widely shared via the following methods:

Metro and partner news, newsletters, and social media.

Direct postcard outreach to community-based organizations, business chambers, employer commute partners, Safe Routes to School administration staff, affordable housing sites, county health services offices, regional youth organizations, and tribal resource centers.

Eight tabling events attended with activities for equity communities (multilingual, people with disabilities, and the Native Community) and nine other events where the project survey and information were shared.

Two online workshops held by Upstream Access.

Two Spanish language workshops held online and in person by Adelante Mujeres.

Three Native Community workshops at the Portland Siletz Tribal Office and Barbie's Village (in partnership with Future Generations Collaborative).

Two presentations with regional chambers of commerce (Washington County and East Portland) and three chambers shared a feedback form by newsletter (Clackamas County Business Alliance, Portland Metro Chamber, Columbia Corridor Association).

Three meetings with Clackamas County small transit providers.

Two workshops and one online review period with transit agency and local partners.

Ten meetings with the Transit Working Group.

Two meetings with Metro's Committee on Disability Inclusion.

One meeting with Metro's Committee on Racial Equality.

Twenty-eight meetings with partner jurisdictional staff (Transportation Policy Alternatives Committee; Metro Technical Advisory Committee; and Clackamas, East Multnomah, and Washington County Technical Coordinating Committees).

Twenty-two meetings with elected officials (Metro Policy Advisory Committee; Joint Policy Advisory Committee; and East Multnomah and Washington County Policy Coordinating Committees).

The study also benefited from the Transit Working Group (TWG), a group of jurisdictional representatives from across the region who helped guide and shape the study recommendations (see Figure 3). The group met 10 times over the course of the study to comment on deliverables.

Figure 3. Transit Working Group membership

More information about the public engagement conducted as part of the project can be found in Appendix A, Public Engagement Summary.

# SETTING THE STAGE

## What is community connector transit?

To evaluate whether and what type of community connector service is a viable solution for identified needs, it is important to recognize that there is no one-size-fits-all service solution. Many conditions impact its usefulness for riders and operational efficiency for providers. The 2023 RTP[2] describes the spectrum of transit services ranging from passenger rail to vanpool and other specialized services that serve different regional travel demands and different travel

[2] https://www.oregonmetro.gov/regional-transportation-plan

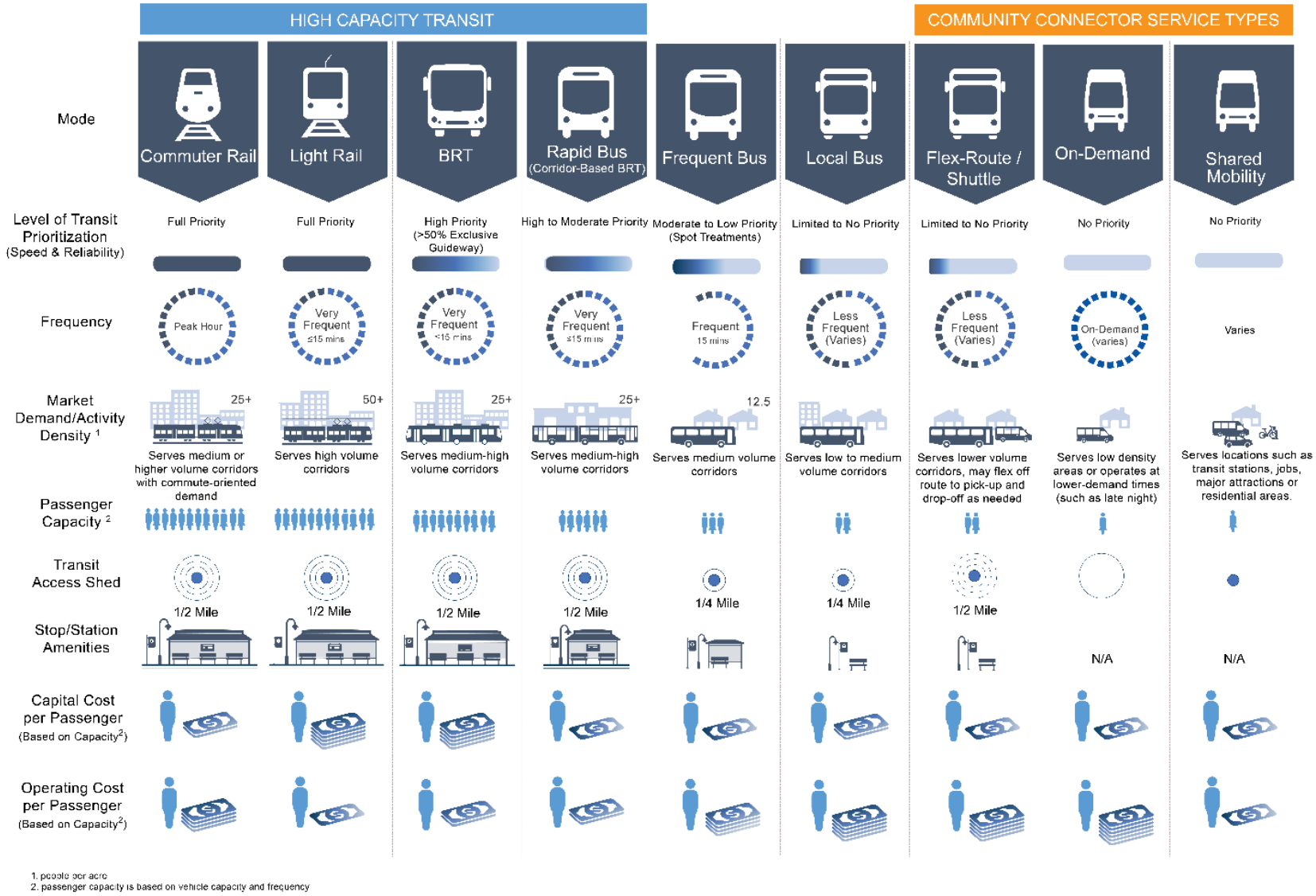
markets. One aim of this CCT study was to update the existing transit spectrum to more fully reflect the range of non-fixed-route or community connector services that are important to the regional transit network. Figure 4 illustrates the updated spectrum and adds a new service type between local bus and on-demand/shuttle: flex-route/shuttle. It also adds shared mobility at the far right. The primary focus of this study—community connectors—is highlighted with an orange bar in Figure 4.

**Regional travel options**

Transportation programs that support the management of travel demand are an important complement to transit services. Metro's RTO program creates safe, vibrant and livable communities by providing grants and supporting efforts that increase walking, biking, ridesharing, telecommuting and public transit use. It has been the region's primary TDM effort since the 1990s. Recently, the RTO team developed two strategies related to this study — both of which were coordinated efforts.

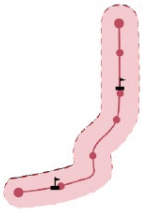
- **Regional Vanpool Strategy:** Developed to give the policy and programmatic direction needed to advance vanpool as a practical and appealing travel option for commuting workers in the Metro region. Vanpools are a type of transit where a group of seven or more people share a van to travel together from their homes or a common community location such as a park-and-ride lot or a transit station, to a place of work, or to a transit stop. While shuttles and microtransit are tools that can be used similarly as circulators to connect people to local transit stops and other destinations, vanpools work very differently as they are operated by their riders rather than a transit agency or provider, though the program itself may be supported by one.
- **Regional TDM Strategy:** Developed to create shared goals and actions and define roles to ensure TDM programs are supporting regional mobility, climate and safety goals, and are designed to be meaningful and appropriate based on specific context for different communities across the region. The strategy also provides direction to the Metro RTO program about how best to support our local agencies and community-based organizations to ensure a coordinated and robust regional program.

Figure 4. Transit spectrum




1. people per acre
2. passenger capacity is based on vehicle capacity and frequency

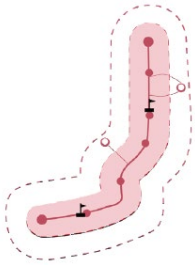
## Local bus: Fixed route



Transit service that travels along a consistent route and has a published timetable is called a fixed route. Fixed routes serve people traveling to key destinations and have marked bus stops or, depending on agency policy and surrounding land use, may also use flag stops where riders can wave to a driver along the route to be picked up. Fixed-route service offers basic network coverage, often every 20 to 60 minutes, or limited daily trips.

This type of route is generally not considered CCT and therefore was not a focus of this study; however, increases to population density, travel demand, and land use warrant review of appropriate service. If a route carries more than 10 rides per hour, fixed-route could be considered as a viable option. This type of service also typically requires a complementary Americans with Disabilities Act (ADA) accessible paratransit service to be available to eligible riders, which provides door-to-door service for pickup and drop-off locations within 0.75 miles of the fixed-route network. Some CCT services may operate similarly to a standard fixed route, but often with different schedules and headways, with different vehicles, and often with route deviations (see flex route/shuttle below).

## Flex route/shuttle[3]

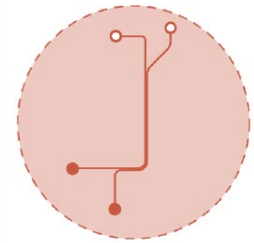


Transit service that travels along a consistent route but that can deviate off the route to provide access to more people is called a flex route. Schedules are published at key bus stops, but people can request in advance that a vehicle deviates for a pickup or drop-off at an agreed-upon location, usually within a specified distance from the main route. A driver will only deviate if a request is made. Deviations must be available to the general public, and the number of deviations on each trip can be limited.

This type of service is considered CCT and was a focus of this study. Flex routes often use vehicles that can better maneuver on non-arterial streets on which fixed-route services travel. Ridership is generally expected to be lower than 10 riders per hour on average. Operating costs are lower than fixed routes on an hourly basis and are lower annually due to the lower level of service provided compared to a fixed route.

[3] FTA classifies these as "Deviated Fixed Route" services.

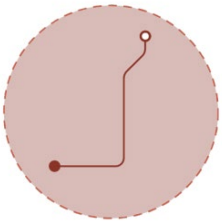
## On-demand



Transit service that operates within a defined zone and where trips are booked in advance by calling, going online, or using a mobile app is known as on-demand service. This type of service is also known as microtransit, demand response, and dial-a-ride. There is variation in how it operates, allowing it to be an appropriate solution in areas where fixed- or flex-route services would not be efficient to operate. Pickup and drop-off may be at specified locations, from curb to curb, or from door to door.

This type of service is considered CCT and was a focus of this study. Vehicles used for on-demand service are small enough to maneuver on most roads. Operating costs can be lower than flex-route or fixed-route services if zones are small, rider demand is low, and service hours are limited. Policies that commit to short wait times or services with peak demand times impact the number of drivers and vehicles needed to provide the service.

## Shared mobility



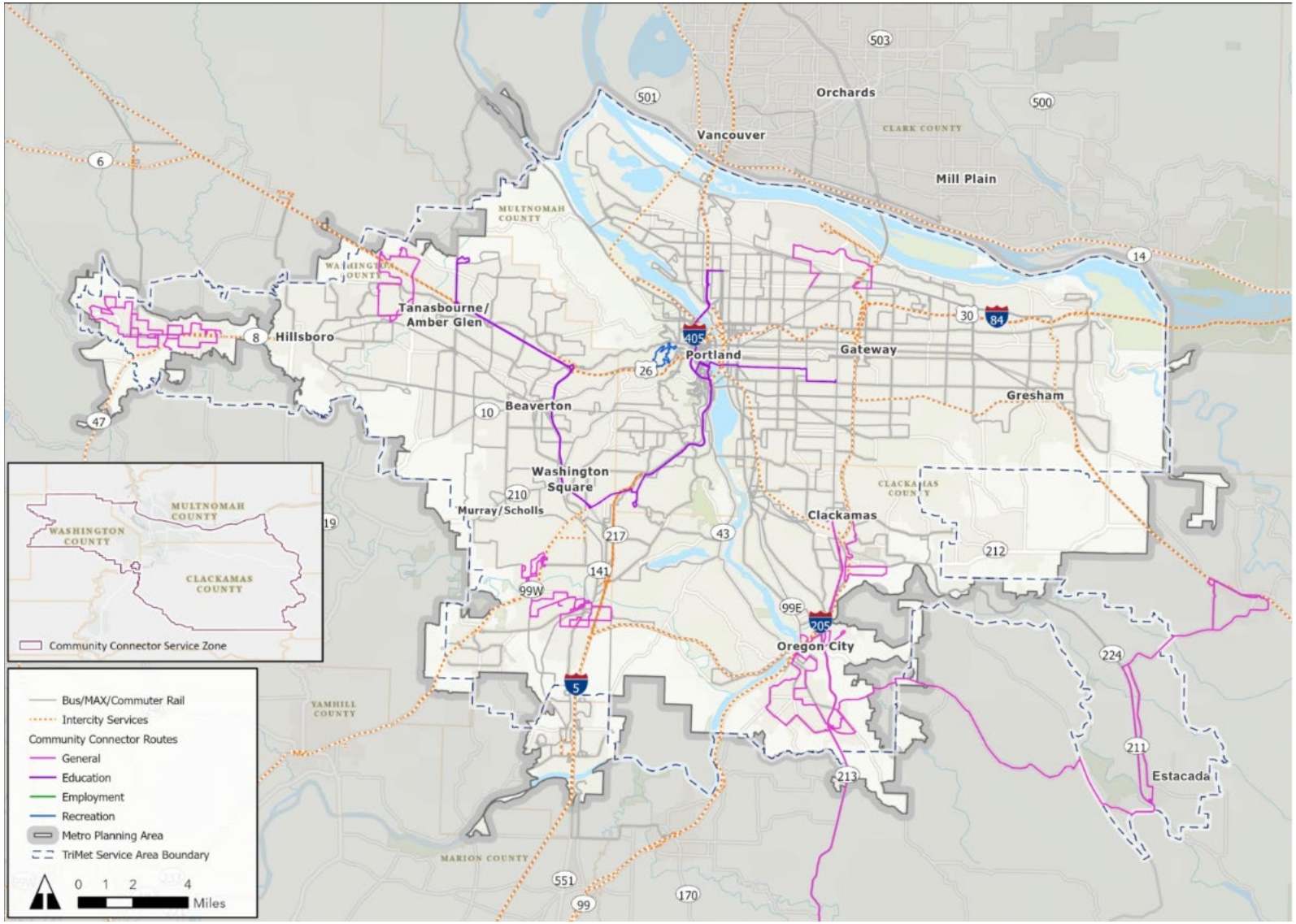
Shared mobility is an umbrella term for transportation services that allow users to share a vehicle as a group — such as vanpool — or at different times — such as ride-hailing, car-share, or scooter/bike-share. Shared mobility includes some services that are considered transit and others that are considered transit-supportive services. Vanpool is a form of shared mobility in which a group of passengers shares the use and cost of a vehicle in traveling to and from prearranged destinations together, most often to access employment sites but also to access HCT stations. Vanpools are considered transit by the National Transit Database when they are publicly sponsored, open to the public, advertised actively to the public, and ADA accessible. Employer-sponsored vanpools are not considered transit due to eligibility requirements. As vanpools are the focus of Metro's Regional Vanpool Strategy, vanpools were excluded from this study.

Other forms of shared mobility services may use vans but are not categorized as vanpools because they can be booked to serve a variety of community destinations. Ride-hailing is a form of shared mobility that is provided by private companies known as transportation network companies. Ride-hailing is not considered transit, but there are opportunities for transit agencies to partner with transportation network companies to subsidize trips to and from transit stations. Bike-share, scooter-share, and car-share are all non-transit shared mobility that can be used to support transit ridership. This study identified areas where non-transit first/last-mile solutions, such as shared mobility, may be a better strategy for addressing gaps and needs compared to CCT services.

## Existing service snapshot

The transit landscape is constantly changing. This study started from an understanding of CCT and fixed-route transit services as they existed in 2024, including the types of connections they make (e.g., educational, recreational, and to neighborhoods and employment sites). This snapshot helped illustrate where CCT services were operating in 2024 and where they are likely viable to fill in gaps in the transit network. The study considered the locations of these existing services in recommending new areas for CCT service. Figure 5 shows the routing of some of these services; for more information about the landscape of existing CCT service, refer to Appendix B, Community Connector Transit Inventory.

Figure 5. Existing transit network (2024)



## Current governance

As of 2024, several agencies and private entities operated CCT services. Table 1 briefly reviews some of the providers of CCT in the region. For more detailed information on the providers and their services as of 2025, see Appendix C, Governance and Funding Strategies.

Table 1. General community connectors

| **Provider or sponsor name** | **Services** |
|---|---|
| Clackamas County (MTR Western) | The County operates ClackCo Connects which includes several flex-route services such as the Estacada shuttle and a service focused on industrial employment in the Clackamas Industrial Area. |
| Multnomah County (ecoShuttle) | The County operates ACCESS (Alderwood-Cornfoot-Columbia Employment Shuttle Service) that helps connect people to industrial employment along Columbia Boulevard. Following the inventory, the County also launched two rural shopping shuttles in 2026: Corbett to Gresham/Wood Village and Sauvie Island to Scappoose/St John's. |
| Washington County (Ride Connection) | The County operates seven community connector shuttles. Ride Connection is a private nonprofit organization that also offers other transportation services throughout Multnomah, Clackamas, and Washington counties. Following the inventory, the County also initiated a microtransit service area as a pilot in 2025. |
| South Clackamas Transportation District | The agency operates a shuttle connecting Molalla to Clackamas Community College. |
| Portland Community College | PCC operates several shuttle services that connect students to its regional campuses. |
| Washington Park Transportation Management Association (Explore Washington Park) | The transportation management association operates the Washington Park Shuttle. |
| Other | Several private employers operate shuttles that connect employees to the MAX system, or otherwise help connect riders to work. |

## Current funding

Transit service in the region is funded through a variety of sources, including federal, statewide, and regional funding. This section briefly summarizes the major common funding sources for transit of all types, including CCT.

### Federal

A variety of federal formula funds are used to fund transit service. Several of the key programs are described below:

- Federal Transit Administration (FTA) Section **5307 Urbanized Area Formula** grants are distributed to large and small urban areas. In fiscal year 2026 (FY2026), 5307 funds contributed approximately 3% of TriMet's operating budget.[4] Section **5310 Enhanced Mobility of Seniors and Individuals with Disabilities** funding can be used for services for these specific populations. Section **5311 Formula Grants for Rural Areas** are distributed to rural areas (population less than 50,000 people).
- Section 5307 funding is not used to fund community connector service in this region, although it is a potential funding source. Regulations for using formula funds for microtransit vary by jurisdiction size and operation model.
    - All agencies operating microtransit with their own vehicles can apply for an 80% match for vehicles and licensing software.
    - Small urban and rural agencies operating their own microtransit programs can apply for a 50% match for operating costs, including for driver pay and fuel. This option is not available for large urban areas.
    - All agencies that use a contractor to manage operations, rather than operating the service themselves, can consider 50% of the contract as a capital expense and 50% of the contract as operational expense. Large urban agencies can apply for an 80% match of the capital half of the contract, for a total 40% match. Small urban and rural communities can apply for an 80% match of the capital half of the contract *and* a 50% match of the operational half of the contract, for a total 65% match. Other sources of federal funding, including discretionary funding sources, are described in Appendix C, Governance and Funding Strategies.

### Statewide

The **Statewide Transportation Improvement Fund (STIF)** program was established in 2017 by the House Bill 2017 Funding Package. It supports the planning and operation of public transportation programs in Oregon and is funded via a 0.1% state payroll tax. Payroll taxes are collected from the employer. In 2023, the STIF program was combined with the Special

[4] TriMet, FY2026 Adopted Budget, pp. 57 and 60.

Transportation Fund program, which is funded by ID card fees, non-highway gas tax, and cigarette tax revenue. STIF revenue is distributed as follows:

- 90% goes to STIF Formula funds, which are distributed to qualified entities based on population and payroll taxes within the qualified entity's geographic area.
    - Funding for services for older adults and people with disabilities is distributed based on population.
    - Funding for all other services is based on the amount of payroll tax generated within each area.
- 5% goes to discretionary funds, which are distributed to public transportation service providers via a competitive grant application.
- 4% goes to intercommunity discretionary funds, which are distributed via a competitive grant process and are used specifically for public transportation between two or more communities.
- 1% goes to the Oregon Technical Resource Center, which provides resources to Oregon's transportation agencies.

TriMet sets aside a portion of the region's STIF Formula funding allocation for "regional coordination," which is passed through to providers within or connecting to TriMet's service area. In the FY2024-FY2025 biennium, the $16.3 million used for regional coordination supported existing and new shuttles and services for Clackamas, Multnomah, and Washington counties. It also funded the inclusion of other providers' services on TriMet's trip planner. Regional coordination comprised 9% of TriMet's STIF budget. TriMet's proposed STIF budget for the FY2026-FY2027 biennium includes $14.8 million for regional coordination, which is 8% of TriMet's STIF allocation. STIF funds are also allocated to Portland Streetcar and providers outside of the TriMet district including SMART, Sandy Area Metro, Canby Area Transit, and the South Clackamas Transportation District, as well as to Clackamas, Multnomah, and Washington counties for rural services.

STIF Formula funds are highly flexible and have few restrictions. This makes them useful as local matching funds to leverage grants, including STIF Discretionary funds. STIF Discretionary funds can be used for pilot projects or startup funding but cannot be used to fund ongoing operations.

The **Innovative Mobility Program** is an Oregon Department of Transportation (ODOT) initiative that provides funding for projects that improve historically underserved communities' access to public and active transportation, reduce the number of drive-alone trips, and reduce greenhouse gas emissions. The program is funded federally through the Bipartisan Infrastructure Law and through the State of Oregon. For example, Washington County's microtransit pilot project in the South Cooper Mountain, River Terrace, and Progress Ridge areas is being funded through an Innovative Mobility Program grant.

### Transit districts

In addition to the STIF payroll tax, employers in the TriMet Transit District pay a 0.82% tax on all employee compensation. The estimated budget from the payroll tax in 2026 is $550.2 million. TriMet is also funded through passenger fares. Payroll tax revenues are strongly tied to the health of the local economy, with revenues declining during downturns and increasing during upswings.

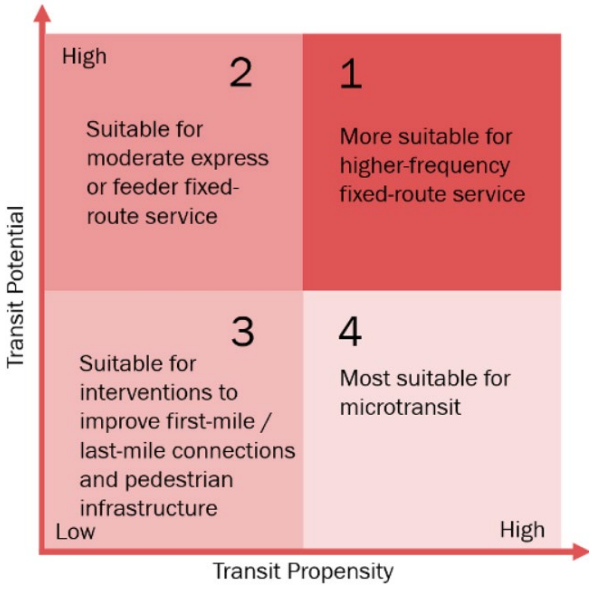
Employers in the SMART Transit District pay a 0.5% tax on all employees. SMART has minimal fare revenue, as only one route currently charges a fare.

## Successful CCT service

The Metro area has an extensive fixed-route transit system and existing CCT services that provide specialized and general services. The region is well served by fixed-route transit, with the majority of jobs and residents within reach of the fixed-route network. This study explored areas where additional CCT service might be appropriate and beneficial in connecting people to fixed-route transit and key destinations; CCT serves a travel market that is not appropriately served by fixed-route transit due to lower population and employment densities and other factors.

Intercity bus routes that operate in the Metro area were not included in this analysis because providers based in other cities primarily do not make multiple stops in the Metro area; these routes were not the focus of this study. Important regional connections are explored in the separate mobility hub analysis in Appendix D, Final Local Mobility Hub Assessment.

Figure 6. Microtransit suitability




Source: National Center for Applied Transit Technology. 2023. On Demand Transit and Microtransit: Where and Why, Where does Microtransit Work Best?

While this study focused on CCT, it is one tool in the toolbox of first/last-mile options. CCT may be a suitable option to serve the focus areas identified in this study, but other options may be as well. For example, enhancing first/last-mile options such as bike-share may be an appropriate solution that allows people to connect to fixed-route transit. In other cases, improving sidewalks or cycling infrastructure may remedy a first/last-mile gap. While this study did not focus on these other tools, they may be more suitable for enhancing transit access in some areas as

opposed to CCT service. In general, CCT services are most appropriate in places with high transit propensity[5] but low transit potential (i.e., areas with lower population and employment densities). Figure 6[6] illustrates the circumstances in which community connector (microtransit) services are generally most appropriate.

The following reviews several themes that support viable and successful CCT service. The themes were derived from case study research, the details of which can be found in Appendix E, Policy Review Best Practices.

## Theme 1: Mobility services in low-density areas

Suburban and rural areas may not have the density of population and jobs or land use patterns to support traditional fixed-route service. Particularly along the urban growth boundary in the Portland metropolitan area, the land use context can change quickly from urban or suburban to rural, producing a challenging environment for fixed-route transit service.

Improving transit options in low-density areas supports Metro's goals of safe and reliable transportation, vibrant communities, economic prosperity, and equity. In recent decades, low-income households have been increasingly priced out of central locations in the metropolitan region due to rising property values and home prices. Additionally, many industries with freight or space needs and with significant numbers of minimum-wage workers — such as package fulfillment centers, manufacturing centers, and call centers — are located in low-density areas. Higher transportation costs to reach dispersed destinations further strain already limited resources for low-income households, and when households with no or limited access to vehicles relocate

**Pace feeder vanpool**

Pace, the suburban transit agency in the Chicago area, helps fill first/last-mile gaps in Chicago's fixed-route transit service by providing feeder vanpools that can be used either before a transit trip or after. Vanpools used for first-mile connections can support commutes to many employment destinations. Vanpools that are used for last-mile connections can be used to support reverse commutes from the city to the suburbs.

**Why this matters to Metro**

Last-mile vanpools can facilitate access to employment sites in low-density areas. Supporting reverse commutes is an important equity consideration as employment opportunities shift outside of urban areas. As last-mile vanpools must be parked overnight and over weekends at transit stations, implementation may require evaluation of parking policies at transit stations.

[5] "Transit propensity" refers to the degree of willingness or desire for people to use transit for any kind of trip.
[6] National Center for Applied Transit Technology. 2023. On Demand Transit and Microtransit: Where and Why, Where does Microtransit Work Best? https://n-catt.org/guidebooks/on-demand-transit-and-microtransit-where-and-why/where-does-microtransit-work-best/.

outside of the fixed-route transit network, jobs can become increasingly difficult to reach, as can community centers, grocery stores, medical centers, and other key destinations.

## Theme 2: Access to jobs

Before the COVID-19 pandemic, most cities focused on transit service that carried commuters to a downtown core, with service frequencies and hours that supported daytime work schedules. The pandemic highlighted the importance of non-downtown travel patterns; since the pandemic, travel demand has become less oriented toward traditional peak travel hours, and service demand during weekends and midday hours has increased as a percentage of trips taken.

When major employers are located in rural areas or at the regional edges — particularly if they are farther from major roadways — or employees have night shifts or swing shifts, it is harder for transit agencies to provide services to help them get to work. Providing people who do not own a car (or have limited access to a vehicle) with the ability to access jobs is essential for maintaining steady employment.

## Theme 3: Access to recreation

Natural areas with regional draw are often remote and accessible only by personal vehicle. Transit service that can connect people to parks and other outdoor attractions in areas not already served by traditional fixed-route transit can help Metro achieve safe and reliable transportation, vibrant communities, and equity goals. For major recreational areas that employ many people, transit services can also offer an opportunity for economic prosperity.

**Tompkins Consolidated Area Transit to Trails**

TCAT to Trails is an information portal for existing transit service to natural areas in the Ithaca, New York, area. The brochure and website display maps of nearby natural areas and the bus lines that can be used to access those areas. The maps include information about the length and difficulty of trails available at each natural area. Highlighting existing service is an easy, low-cost way to connect more people to the outdoors using public transportation.

**Why this matters to Metro**

Increasing transit ridership access does not always require providing new service. Maintaining a list of parks that are accessible using transit — and providing instructions on how to do so — is a low-cost method for getting people into nature without a car. This information can be maintained on the Metro website and shared via social media and outreach to community partners.

From the equity perspective, underserved communities in particular are more likely to face barriers to accessing green spaces in the region due to lower access to personal vehicles. Metro's Connect with Nature project seeks to identify barriers to park access and plan parks that are more welcoming to communities of color. Through a series of community engagements, access to outdoor spaces by public transportation was consistently identified as a top priority.

### Theme 4: Time-of-day mobility needs

The transit spectrum (see Figure 4) illustrates how different modes can work in different operating circumstances to best meet local transit needs. There is demand for work and non-work trips outside of the peak hours. Late night and early morning are particularly challenging times for agencies to serve with traditional fixed-route transit because of lower and dispersed demand.

People who work night shifts or swing shifts have limited transit options, even if they live and work in urban areas. In areas with lower-density land uses, jobs can be difficult to access for people without cars. People with lower incomes or people of color are more likely to work swing and night shifts,[7] and addressing this imbalance can help Metro achieve its goals of equity, safe and reliable transportation, and economic prosperity. Workers in rural areas are also more likely to work nontraditional shifts.[8]

**Reflecting community feedback from the outset**

One of the first deliverables produced from this study was a summary of the past transit feedback that Metro has received from the community through engagement in other planning efforts within the last 10 years. Mobility in low-density areas outside the current transit network, access to jobs, access to recreation, and time-of-day mobility needs are all needs that have been strongly expressed by the community. Additional engagement conducted during the study reaffirmed these community priorities, as well as access to shopping, services (e.g., medical, government, recovery), schools, and affordable housing sites. These needs, coupled with other indicators, formed the basis for how CCT opportunities were identified.

## Policy framework

Metro maintains a number of plans and policies that provide the foundation for supporting transit and multimodal mobility region-wide. Following is a brief discussion of relevant regional plans and policies that provided support and guidance for the CCT study.

The Regional Transit Strategy, adopted in 2018, established the future vision for the regional transit network that is rooted in the 2040 Growth Concept and is expanded and carried forward in the RTP. Together, these documents establish the vision and goals for regional transit. The RTP includes a local transit component that complements the Regional Transit Strategy, which includes the regional transit system concept, transit policies, regional transit network vision

[7] Ferguson, J. M., Bradshaw, P. T., Eisen, E. A., Rehkopf, D., Cullen, M. R., & Costello, S. (2023). Distribution of working hour characteristics by race, age, gender, and shift schedule among U.S. manufacturing workers. *Chronobiology international*, *40*(3), 310–323. https://doi.org/10.1080/07420528.2023.2168200.
[8] Saenz, R. (2009). Rural Workers More Likely to Work Nontraditional Shifts. *Carsey Institute (Issue Brief No. 5).* https://scholars.unh.edu/cgi/viewcontent.cgi?article=1073&context=carsey.

map, and list of 2030 and 2045 Fiscally Constrained and 2045 Strategic local transit projects. One outcome of this CCT study is recommending updates to this local transit component of the RTP and the Regional Transit Strategy, as well as to their implementing documents: the Regional Transportation Functional Plan and the Urban Growth Management Functional Plan.

## 2040 Growth Concept and Regional Transportation Plan

The RTP sets transportation policy to guide local and regional planning and investments for people who live, work, and travel in greater Portland. It implements the 2040 Growth Concept, which concentrates mixed-use and higher-density development in urban centers, station communities, corridors, and main streets served by transit.

The 2040 vision of HCT connecting the central city to regional centers such as Gresham, Clackamas, and Hillsboro was expanded by the 2023 High Capacity Transit Strategy Update to include town centers, as designated in the 2040 Growth Concept, along corridors such as Milwaukie, Troutdale, and Sherwood. The RTP envisions a more complete transit network on most arterial streets, along with new mobility connections to high-frequency transit, to advance regional goals for equity, climate, safety, and mobility.

RTP Transit Network Policy 5 prioritizes completing a well-connected transit network by expanding all-day frequent service along corridors and main streets linking town centers and neighborhoods. Policy 9 further emphasizes improving pedestrian and bicycle access to transit, expanding bicycle parking, and using new mobility services to connect people to high-frequency transit when traditional access options are limited.

## Regional Transit Strategy

The 2018 Regional Transit Strategy, an element of the RTP, supports the RTP's transit goals by providing a shared regional vision and policy framework for transit investments and operations. Developed by Metro and partners, the strategy focuses on making transit more frequent, convenient, accessible, and affordable. A key emphasis is improving local and regional transit service and investing in HCT, such as light rail and bus rapid transit, with CCT enhancing access to these services.

## Emerging Technology Strategy

The Emerging Technology Strategy outlines how the region can use new transportation technologies, including microtransit services that offer flexible schedules, smaller vehicles, and increased private-sector involvement. While these services can improve affordability and access — particularly for underserved communities — they can also compete with transit, increase congestion, and limit accessibility.

The strategy distinguishes between coordinated microtransit, which connects people to high-frequency transit or serves hard-to-reach areas, and luxury microtransit, which competes with existing bus routes at higher costs. Coordinated microtransit supports regional goals for

equity, reliability, transparency, and fiscal stewardship, while luxury microtransit may undermine them.

### Climate Smart Strategy

The Climate Smart Strategy reinforces the region's commitment to expanding transportation choices, improving air quality, supporting healthy and equitable communities, and reducing greenhouse gas emissions. It directs investment toward making transit more frequent, accessible, and affordable. Priorities include expanding service, improving access to jobs and services, enhancing walking and rolling access to transit, and lowering fares. Flexible CCT can improve access in areas that are difficult to serve with regular bus routes, helping reduce car trips and air pollution.

### Regional Travel Options program

The RTP also includes transportation demand management (TDM) policies that guide Metro's Regional Travel Options (RTO) program. TDM focuses on ensuring people are aware of and able to use the full range of travel options available. Through information, encouragement, and incentives, the program helps people make more trips safely and comfortably without driving alone.

# OPPORTUNITIES

This section reviews CCT opportunities identified in the Metro region, related improvement opportunities to enhance parks access by transit, and regional mobility hubs.

## CCT opportunity areas

This study examined opportunities for CCT to improve first/last-mile connections to the regional fixed-route transit systems operated by TriMet and SMART or to key destinations within communities that have barriers to accessing transit due to land use, distance from existing routes, or geography. The final CCT opportunity areas include services already planned through local processes — which are carried forward in this study without further evaluation — and new CCT opportunity areas identified through this study. Additional funding and public outreach would be needed for refinement before implementation. Funding and implementation of planned or new opportunity areas was outside the scope of this study.

### Planned community connector transit services

Opportunity areas include planned CCT services previously identified and documented by local agencies. The service areas were provided by local agencies and in all cases are illustrative and subject to change when implementation advances in the future.

#### Clackamas County

All new CCT services from the Clackamas County 2021 Transit Development Plan have been implemented to some degree. That does not mean all travel needs are met, but rather that all

areas previously identified in plans as having unmet transit needs have some level of coverage today.

Clackamas County's 2021 Transit Development Plan identifies five potential new CCT services that would meet underserved mobility needs in the county. Short-term service includes the following:

- Clackamas Industrial Area shuttle, now in operation.
- Oregon City loop shuttle, now in operation.
- Oregon City – Tualatin commuter shuttle, now served by TriMet frequent service Line 76.
- Service between Clackamas Town Center and Wilsonville.
- Milwaukie Industrial Area shuttle, currently served by TriMet Line 152.

Clackamas County is evaluating potential alignments of the Milwaukie Industrial Area shuttle to supplement TriMet Line 152, which operates on weekdays along Industrial Avenue between the Milwaukie city center and Clackamas Town Center between 6:30 a.m. and 6:30 p.m. every half hour during morning and evening peaks, and hourly between 9 a.m. and 3 p.m. For the purpose of this study, it was not included for consideration because it is served by a TriMet fixed route, but is mentioned here as it presents an example of an opportunity for future coordination between TriMet and Clackamas County to review service needs to avoid duplication of service.

New medium-term needs identified include the following:

- Hourly service in Damascus, now operated by Sandy Area Metro on the Sandy to Clackamas Town Center line.
- Deviated fixed-route service in Boring, now operated by Sandy Area Metro on the Sandy to Clackamas Town Center line.
- Estacada-Redland-Oregon City service focused on the Clackamas Community College schedule, now in operation.

### Multnomah County

The Alderwood-Cornfoot-Columbia Employment Shuttle Service (ACCESS shuttle), which has been operating since July 2022, is being considered for changes such as expansion to serve Cascade Station.

Multnomah County is in the early stages of a study to identify transit gaps in the county. Areas of interest in the county include NE Townsend Way and portions of NE Marine Drive.

The Cities of Troutdale and Portland are moving forward with shuttle pilot programs that focus on access to parks or recreation. These programs will be explored as part of the upcoming

opportunity assessment being conducted for transit service to parks and were not incorporated into this report. [9, 10]

### Washington County

Washington County has implemented several community connector shuttles.[11] The Washington County Transit Study,[12] completed in 2024, identifies 13 additional areas for shuttle service. Table 2 lists areas that are identified in the Washington County Transit Development Plan (2024), Washington County Community Connector Shuttle Service Analysis (2022), or Washington County Transit Study (2024) that have not been implemented.

Services that have been implemented include the BethanyLink, CorneliusLink, and the King City Link. The Tualatin Shuttle Green Line was replaced by TriMet's Line 76 extension to Oregon City.

Washington County, as of 2025, is exploring a microtransit pilot project for the Southwest Beaverton and River Terrace neighborhoods, including the Mountainside High School attendance area. The specific boundaries are being refined. Washington County is considering seeking supplemental grant funds to extend the service beyond the initial pilot period.

Table 2. Washington County planned CCT services

| Service | Time frame | Funded |
|---|---|---|
| SPOT microtransit in South Beaverton [13] | Early 2026 | Yes |
| South Beaverton/Cooper Mountain shuttle | Timeframe not indicated | No |
| North Hillsboro shuttle | Mid-term | No |
| Northwest Hillsboro shuttle | Mid-term | No |
| Quatama/Willow Creek/Tanasbourne shuttle | Mid-term | No |
| Sherwood Loop shuttle | Mid-term | No |
| Southeast Tigard shuttle | Long-term | No |
| Witch Hazel/Orenco shuttle | Mid-term | No |
| Basalt Creek shuttle | Long-term | No |
| River Terrace/Bull Mountain shuttle | Long-term | No |

## New CCT opportunity areas

To arrive at new opportunity areas that might be suitable for CCT, the study included a series of analyses and reviewed feedback from partners. The methodologies were built using the policy

[9] City of Troutdale. 2025. Sandy River Shuttle Feasibility Study. https://www.troutdaleoregon.gov/media/30211.
[10] ODOT. 2026. Innovative Mobility Program. https://www.oregon.gov/odot/rptd/pages/innovative-mobility-program.aspx.
[11] 2024 Washington County Transit Development Plan (available upon request). 2025 Executive Summary available here: Washington County Transit Development Plan, 2022 Washington County Community Connector Shuttle Service.
[12] Washington County. 2024. Washington County Transit Study. https://www.washingtoncountyor.gov/lut/planning/washington-county-transit-study.
[13] https://www.washingtoncountyor.gov/lut/planning/microtransit.

framework that identifies how community connectors can be used in ways that meet community needs and further regional transportation goals.

Four scenarios were identified as a focus for when CCT service should be analyzed:

- 1a: Existing weekday
- 1b: Existing weekday, at 10 p.m.
- 2a: 2045 weekday
- 2b: 2025 weekday, with future TriMet service enhancements

The scenarios took into account how proximity to fixed-route transit changed between midday and 10 p.m. and how future (unfunded) aspirational levels of TriMet and SMART transit service could impact the need for CCT service.

## Review of focus area assessment process

The first round of analysis produced geographic areas designated as "focus areas." These were areas of at least 100 contiguous acres that met initial criteria in at least one of the four scenarios. All areas had to be unserved by existing TriMet and SMART fixed-route transit networks.

The initial criteria of transit propensity metrics that highlight where people who might ride transit are located, and CCT viability metrics that delineate where this type of transit service could operate, were scored and mapped.

Transit propensity metrics included:

- Population density: For existing-year Scenarios 1a and 1b, population per square mile was mapped to illustrate where population density is concentrated.[14] For future-year Scenarios 2a and 2b, projected population density was mapped based on transportation analysis zones (TAZs) from Metro Travel Demand Model TAZ-based population data.
- Employment density: For Scenario 1a, employees per square mile. For Scenario 1b, employees per square mile was limited to industries associated with shift work that were likely to have employees at 10 p.m.[15] For future-year Scenarios 2a and 2b, projected employment density was based on population density of TAZs from Metro Travel Demand Model TAZ-based employment data.

[14] Using the U.S. Census American Community Survey (2023), at the block group level.
[15] Scenarios 1a and 1b used OnTheMap 2022 employee counts, and Scenario 1b used North American Industry Classification System, known as NAICS, for the Scenario 1b nighttime employment.

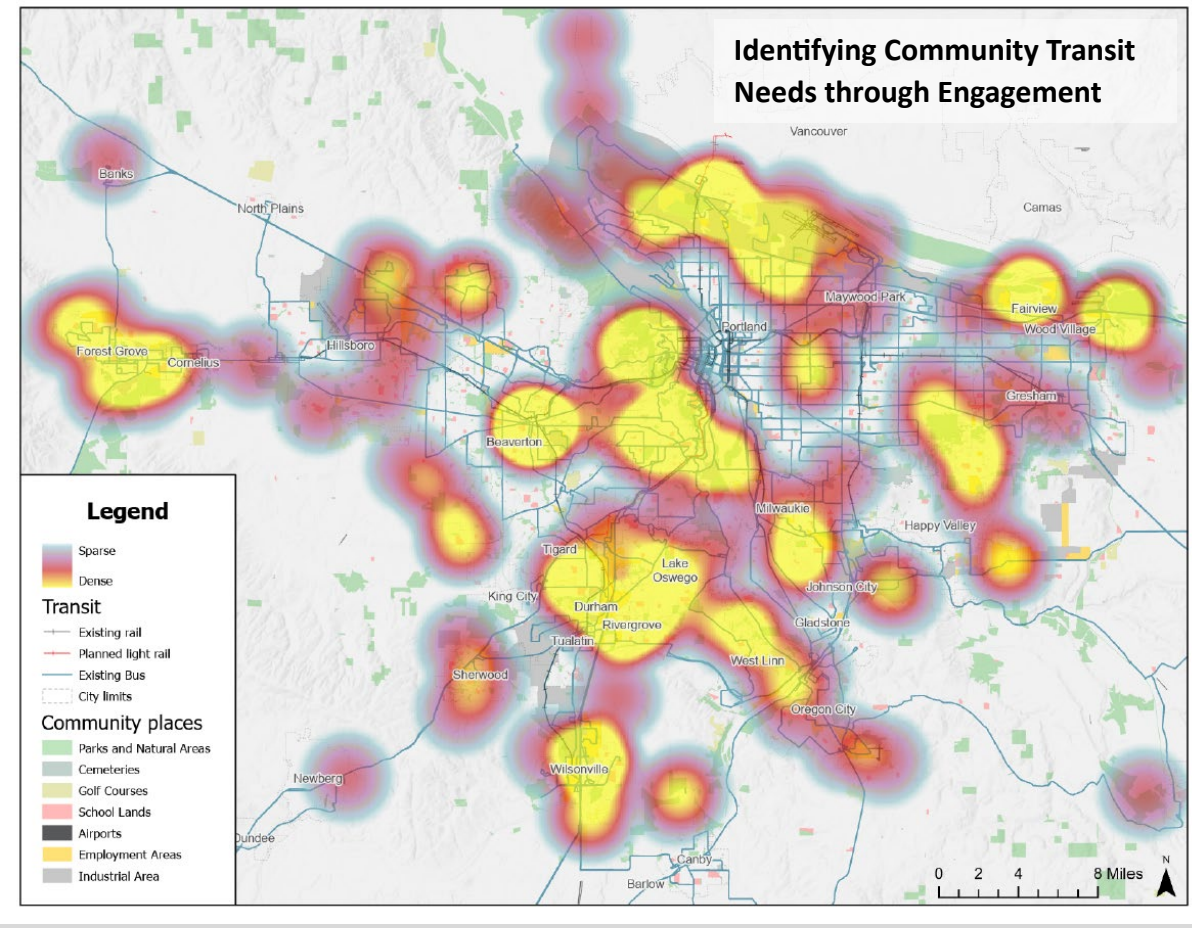
- Metro Equity Factor Areas (EFAs): Places where people with low income, persons of color, and limited-English proficiency are concentrated geographically. This metric carried across all scenarios, but there is no predictive or projection for future EFAs.[16]

CCT viability metrics were consistent across all scenarios:

- The number of unique key community destination types within half a mile. Key destinations included airports, city halls, community centers, grocery stores, hospitals, libraries, schools, and parks.
- Average road network score. This measure looked at the length of roadways within a given hexagon. The intent was to ensure that there is sufficient roadway network to operate transit.
- Average building coverage or footprint score. This measure assessed the relative coverage of building footprints, with higher building coverage meaning greater activity in a given hexagon.
- Average trip volume score. Using origin and destination trip data, this assessed the relative number of trips across all modes occurring on roadway segments within hexagons.

Focus areas were categorized based on their combined criteria score; Tier 1 represented areas that addressed the criterion most strongly and Tier 2 represented areas that addressed the criterion moderately. Areas with scores below the Tier 2 threshold or with high scores in small areas were not moved forward for further analysis. Focus areas can be reviewed on the project's web map.[17] Feedback from the TWG and from public outreach informed the thresholds.

[16] Metro EFAs are mapped at the U.S. Census tract level.
[17] https://experience.arcgis.com/experience/aff43fdde6e9456aa0a6f1840bdb3a3a/page/CCT-Evaluation




The first phase of engagement for the study involved broadly sharing a survey asking community members to share the location of a destination that they cannot get to by transit today. Close to 550 people shared information about their transit gaps that were turned into heat maps such as the one above to show areas of high need for transit. This provided a qualitative lens that was considered alongside the quantitative technical indicators described above to identify the preliminary focus areas that resulted from the first screening process.

Tiers 1 and 2 focus areas considered for this evaluation were as follows:

- Meets an identified need:
  - Equity. Serving equity communities across the Metro region was a focus of this study. Equity factors were a part of the focus area analysis, with the goal of considering who might benefit from CCT.
  - Compatible with fixed-route transit network operated by TriMet and SMART. Some CCT operating today, or in the future, may be a candidate for eventual replacement by traditional fixed-route service when total population, population and employment

densities, land uses, ridership, and available funding align. Consideration was given for how CCT might complement transit usage regionally.

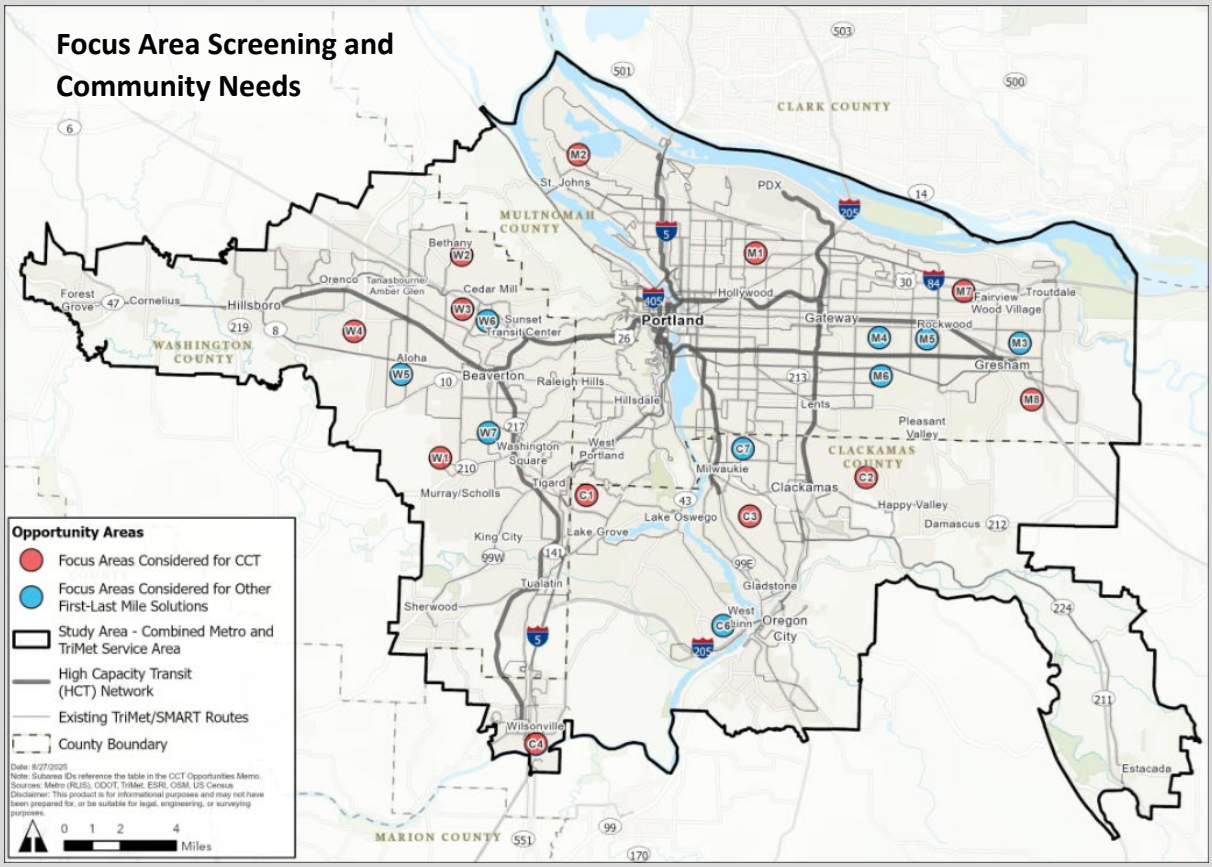
  - Access to mobility hub or regionally significant park. Proximity to existing or potential mobility hub (see Appendix D, Final Local Mobility Hub Assessment), existing transit centers, or of regionally significant parks with limited or no transit access was considered when looking at the potential usefulness of CCT in each focus area. (see Appendix F, Regional Parks Transit Development Strategy) CCT services that may provide access to regionally significant parks are being considered independently by related study work.

- Implementation and operations considerations:
  - Roadway network. Focus areas with discontinuous street networks with dead ends and cul-de-sacs, and areas with tight turning radii reduce the ability to provide transit service and make service less efficient to operate, regardless of population size and density. The type of CCT is also impacted by the road network. In general, on-demand was considered for areas that do not have a street network compatible with larger vehicles. Flex-route services were considered an option where some level of street connectivity exists.
  - Ease of implementation. A new service is assumed to take more time and resources to implement compared to an existing service that is modified to increase access to people in a community. Each focus area was considered for how complex implementing and operating a service might be, which includes coordination with other jurisdictions and partners. To make the review more transparent, Table 3 provides criteria to illustrate how ratings were determined.

Table 3. Ease of implementation assessment criteria

| Implementation difficulty | Alignment with previous planning efforts | Engagement/ research needed | Pedestrian and/or transit vehicle access considerations | Service operators in area | Existing operational facilities |
|---|---|---|---|---|---|
| Lower | Implements a planned service in an adopted plan as is *or* modifies an existing service. | Some public engagement has already been done for the proposed CCT through this project or previous plans. | Connected street grid. | Operator already operating part of the same route or entire route as a pilot. | Premium facilities available; connects to high capacity transit and higher-tier mobility hubs. |
| Moderate | Implements a planned service in an adopted plan with modifications. | Some engagement or research needed to confirm proposed CCT. | Combination of disjointed street network and connected street grid. | Existing operator in service area. | May have some facilities available; connects to frequent transit service and lower-tier mobility hubs. |
| Higher | Does not appear in adopted plans. | Extensive research or engagement needed to understand transit demand in area. | Disjointed street network. | No identified operator in service area. | Would potentially require new facilities; only connects to infrequent bus service, and no identified mobility hubs. |

See Appendix G, Updated Community Connector Transit Opportunities Assessment, for more details about the initial focus areas.




Applying the screening criteria identified a number of areas in the region where there is a gap or burden in accessing transit service today, but there is a level of need and market for transportation other than fixed-route transit service. But when taking a closer, more focused look, a community connector was not the right solution to serve many of these areas (identified in blue on the map). In some places, the actual transit gap was very small – too small for a connector to serve successfully. In other places, the roadway network was too disconnected and/or had too many cul-de-sacs – too difficult for a connector to run efficiently. However, many of these same focus areas found to be more appropriate for other first/last-mile solutions were expressed as needs by community members. For instance, the Native Community identified many of the East Portland focus areas as key transit needs, as well as the Portland Siletz Tribal Office, for elders in particular who have mobility issues.

While CCT might not be the right solution, these areas should be explored further when implementing other first/last-mile programs, such as the City of Portland's successful Transportation Wallet. That has provided a discounted transportation options package to people in parking districts with the options and discount varying by income eligibility (i.e., Hop FastPass, Lyft credit, BIKETOWN credit). During outreach for this CCT study, many community members who rely on transit reacted very positively when learning about it as something to explore as a solution for these non-transit focus areas.

## Opportunity area refinement

After developing initial focus areas, they were refined into opportunity areas, considering several factors important to CCT service. The initial focus area analysis helped identify potentially promising areas for CCT, while the opportunity area refinement sought to determine whether an actual opportunity to improve transit access through CCT existed and what that service could look like. In some cases, focus areas were determined to be better served by non-CCT improvements, such as shared micromobility services that enhance access to fixed-route transit. Opportunity area refinement included the following assessments.

**Service availability.** Based on existing travel patterns for all modes — except walking, freight, and miscellaneous or uncategorized modes — the volume travel patterns by day of week, along with the goal of each opportunity, formed the basis for a proposed level of service that could be successful if implemented.

The 2025 TriMet Coordinated Transportation Plan offers example hours and typical trips for service spans that work in the context of CCT service as well. While actual hours may vary as a service gets closer to implementation, Table 4 serves as guidance for service planning levels.

Table 4. Example service spans based on service goals

| Service Span | Service Purpose |
|---|---|
| 6-8 hours | Provides enough service to accomplish most medical, grocery, or other short trips, or alternatively can serve peak periods to serve longer-distance day trips. |
| 8-10 hours | Provides enough service to accomplish most medical, grocery, or other short trips but not flexible for work trips or early morning and late evening trips. |
| 10-15 hours | Provides a long enough service span to serve 9 a.m. to 5 p.m. work trips or medical, grocery, and recreational trips, but less flexibility in multiple trips in a day such as running errands or childcare pickup and drop-off in addition to these trips. |
| >15 hours | Can typically serve a full range of trip purposes, including non-9 a.m. to 5 p.m. work trips, social and entertainment trips, and multiple types of trips in a single day. |

Source: 2025 TriMet Coordinated Transportation Plan, Table 4-1. https://trimet.org/atfac/pdf/2025-Coordinated-Transportation-Plan.pdf.

**Network integration.** How each opportunity connects to the greater TriMet or SMART transit networks is an important consideration. The service is intended to connect people to the regional transit network in a complementary way.

**Potential service structure.** CCT could be operated as flex-route shuttles or on-demand services in many cases. The exact service structure would be determined through implementation; however, preliminary service structures have been identified (Table 5) for each new opportunity area.

Appendix H, Opportunity Area Maps, includes detailed maps that show more details on the potential CCT opportunity areas (see Figure 7).

## Evaluating opportunity area readiness

Table 5 describes new opportunity areas, illustrative service scenarios and costs, and outcomes of the readiness evaluation. The following criteria were considered in assessing readiness for newly identified CCT opportunity area investments; criteria are rated qualitatively and rated relative to all areas examined:

- Time frame for need: Current, based on the existing transit network, or future, based on the future transit network, future population and employment, and implementation of the Forward Together 1.0 network.
- Equity: Within or near areas of high equity need as determined by Metro's EFAs of people of color, low-income, and limited-English proficiency.
- Transit propensity: Degree of transit propensity that exists today, based on population and employment density and demographics.
- Engagement feedback: Qualitative assessment based on feedback from the partners and community at large from outreach to reflect local efforts and championing community priorities.
- Implementation complexity: Qualitative assessment of the relative implementation difficulty — higher, moderate, or lower — based on the following factors (Table 3):
    - Alignment with previous planning efforts: Whether the service is aligned with prior local planning efforts.
    - Engagement/research needed: Degree to which additional research and study is needed to develop the service.
    - Pedestrian and/or transit vehicle access considerations: Assessment of the ease of access to transit vehicles in the opportunity area and whether a transit vehicle could likely operate in the area.
    - Service operators in area: Presence of existing operators.
    - Existing operational facilities: Presence of facilities that support transit, making it easier to implement.

- Cost: Planning-level operating cost per year based on assumed annual revenue hours for each service. Costs are provided as a range to incorporate uncertainty and reflect different possible operating scenarios. Capital costs — namely, for vehicle purchases — are not included. Operating cost estimates rely on costs published in the National Transit Database from FY2024. Cost ranges in Table 5 are based on the lowest and highest costs for demand-response or bus modes between Clackamas County, South Clackamas Transit District, City of Sandy, and Ride Connection for FY2024. It is worth noting that transit agencies such as TriMet and SMART have higher operating costs than smaller shuttle providers, meaning more funding or reduced service may be required if operated by a transit agency.

**Refining the opportunity areas with community feedback**

The boundaries of the final opportunity areas were refined based on work with partners and business and community members that took place between fall 2025 and spring 2026. Key changes that were made based on input from community included the following:

- M1 — Cully neighborhood: extend the boundary to the nearby Red Line MAX station and Parkrose/Sumner Transit Center and Native Community housing located along Line 75.
- M7 — Fairview: extend the boundary to Chinook Landing Marine Park to the north and to the library to the south.
- M8 — Gresham: extend the boundary to include downtown Gresham and the library.
- C2 — Happy Valley: extend the boundary to the library and Sunnyside Village mall.
- C3 — Oatfield neighborhood: extend the boundary to Barbie's Village and the Orange Line MAX station.
- W2 — Bethany: extend the boundary to the wet to the West Union Village shopping center.
- W4 — Hillsboro/Aloha: extend the boundary to the west to Cornell Square shopping center.

Additionally, engagement activities also asked community members about their opportunity priorities. Several opportunity areas were classified as "potential opportunities" and not yet included in the first prioritization draft due to questions about the level of transit gap and need in the area (M1 — Cully, M7 — Fairview, and W2 — Bethany). However, all three potential opportunities came through clearly as community priorities and were retained on the list as near-term needs for additional study: an interim step to confirm if and how a connector could meet community transportation needs prior to moving forward with implementation.

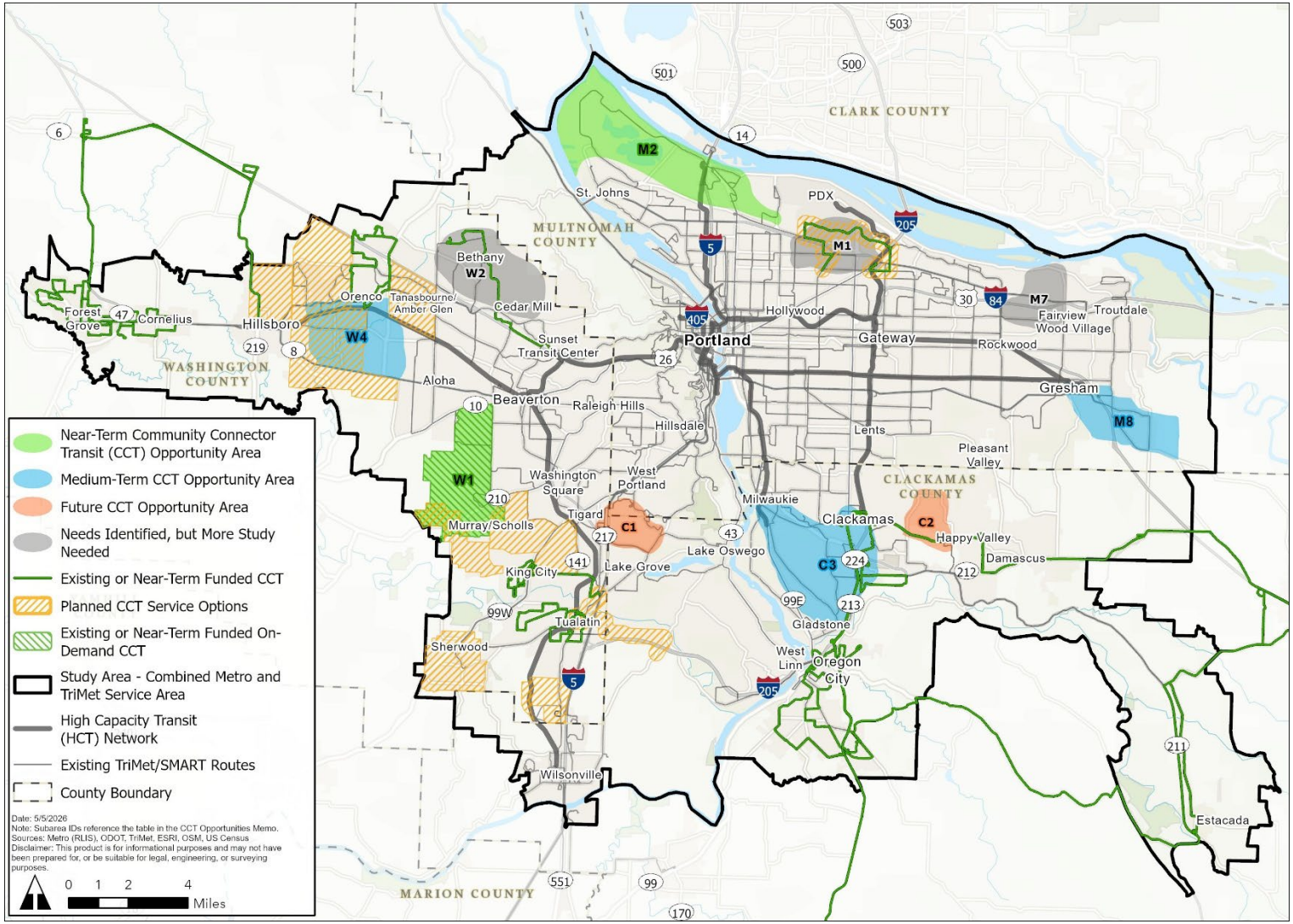
Table 5. New opportunity areas

| ID | CCT opportunity | Service approach | Time frame for need | Equity score | Density | Implementation complexity | Operating cost per year | Engagement feedback | Readiness |
|---|---|---|---|---|---|---|---|---|---|
| W1 | South Beaverton | On-demand. | Current | Moderate | Moderate to higher population density. | Lower | $700,000 to $1,700,000. | Transit gap identified during outreach. | Near |
| W2 | Bethany | Flex route: Expand BethanyLink or add new on-demand service to replace flex route. | TBD | Lower | Moderate population density. | Lower | No cost developed. | Many respondents did not know about the existing service. Desire expressed for connections to other destinations. | Near, additional study required |
| W4 | Hillsboro/Aloha | Flex route: Expand North Hillsboro Link or add new on-demand to replace flex route. | Current | Moderate | Moderate population density. | Moderate | $400,000 to $700,000. *(flex-route cost)* | Transit gap identified during outreach. | Medium |
| M1 | Cully Neighborhood | Flex route: Extend or modify ACCESS. | TBD | Higher | Higher population density. | Lower | No cost developed. | Multiple issues identified, including access to the fixed-route network and to specific destinations. | Near, additional study required |
| M2 | North Portland Peninsula | Flex route: Replace TriMet Line 11 service or operate when Line 11 is not in operation. | Current | Equity considerations are centered on access to employment in this area. There is a relatively high share of households without access to a vehicle (6.8%) for those living in this area. | Moderate employment density. | Higher | $400,000 to $700,000. *(Assumes replacement of existing Line 11.)* | Outreach feedback supported increased transit. | Near |
| M7 | Fairview | On-demand. | TBD | Low at industrial area, higher in residential areas to the south | Lower employment density. | Higher | No cost developed. | Enhanced connections to multiple destinations including parks and employment. | Near, additional study required |
| M8 | Gresham | On-demand: Consider lessons from TriMet's limited-eligibility NEXT on-demand service pilot. | Current | Moderate | Higher population density. | Higher | $600,000 to $1,400,000. | Transit gap identified during outreach. | Medium |

| ID | CCT opportunity | Service approach | Time frame for need | Equity score | Density | Implementation complexity | Operating cost per year | Engagement feedback | Readiness |
|---|---|---|---|---|---|---|---|---|---|
| C1 | Lake Oswego | On-demand. | Future | Low | Lower population and employment density. Increase expected in long-range plans. | n/a | No cost developed. | No specific feedback received. | Long |
| C2 | Happy Valley | On-demand. | Future | Low | Lower population and employment density. Increase expected in long-range plans. | n/a | No cost developed. | Some feedback noted transit gaps in the Happy Valley area. | Long |
| C3 | Oatfield | Flex route. | Current | Low | Moderate population density. | Higher | $500,000 to $1,200,000. | No specific feedback received. | Medium |

n/a = not applicable; TBD = to be determined; TWG = Transit Working Group.

Figure 7. CCT opportunity areas



## Areas for additional study

Table 5 identifies several areas where a definitive conclusion about the viability and benefit of CCT service could not be reached during this study. Following is additional discussion on these areas and how additional work could illuminate the specific needs and solutions.

- **W2 — Bethany.** There is existing BethanyLink CCT service in this area, operated by Washington County. Some areas adjacent to the existing service were identified as potential CCT opportunity areas earlier in the study. Engagement feedback revealed that education and marketing about the service may be valuable, as some respondents did not know about the service. Additionally, other destinations were identified that could be considered in the future for connection with existing service. However, there were differing desires for which destinations to access, so further study could help understand where future BethanyLink expansion may be most beneficial.

- **M1 — Cully.** This area initially emerged from data-driven analysis as a potential focus area for CCT service due to some areas of the Cully neighborhood being somewhat distant from fixed-route transit services. Multnomah County serves this area with the existing ACCESS shuttle, which connects to employment areas along the Columbia River. Engagement feedback revealed varied needs in this area, from desire for better connections to connections to specific destinations in the region, to better east-west transit connectivity, to enhanced access to parks and recreation. However, much of Cully is already served by frequent fixed-route transit. Additional study is required to determine what the unmet transportation needs are and whether transit can or should effectively serve them, or whether other first/last-mile solutions such as shared micromobility services could help remedy issues in this area.

- **M7 — Fairview**. This area emerged from the focus area analysis because of its distance from fixed-route transit. Conversations with local agencies and public engagement revealed multiple potential needs, including connections to parks such as Blue Lake and to regional employment centers in Troutdale near the airport. There is existing fixed-route service in this area; enhanced first/last-mile access via micromobility or other solutions could address some needs. Connections to industrial employment should be examined as well; however, large-lot industrial can be difficult to serve with any kind of transit due to the varied shift start and stop times, diverse employee origins and destinations, and long access distances. TriMet also provides fixed-route service in the Troutdale industrial area today, and aspirational fixed-route improvements consider access to Blue Lake Park.

## Regional parks transit development strategy

Transit service to regional park destination sites, owned by Metro and other regional agency partners, was evaluated with a focus on equitable access through an approach developed in partnership with Metro Parks and Nature. Regional parks have unique facilities, compared to a local parks, that draw people from across the region (e.g., hiking trails, beaches, and interactive learning centers). The Regional Parks Transit Development Strategy identified the level of transit access to 116 of these parks and proposed ways to serve parks that had no or weak transit access.

### Transit access analysis methods

To determine if a park was accessible via transit, existing fixed-route transit was mapped throughout the region and access points were established for each park. Parks were considered to have full transit access if their access points were within half a mile of a transit stop with service on weekdays and weekends. The park's level of access to transit was determined by the number of people who could reach the park within 60 minutes on transit. Level of access was also evaluated at the census block group level, and 63 census block groups were found to have access to no parks.

The analysis found that the Portland metropolitan region currently provides transit access to 46 parks on weekdays and weekends, with 1,733,478 residents (95% of the population) within a 60-minute transit shed of at least one park. Of the remaining parks, 38 have no transit access and 32 have weak access (Table 6). Additionally, there are already efforts underway by partners planning future service to several other regional parks, these are also detailed in the analysis.

Table 6. Definitions of no, weak, and full transit access

| Category | Definition | Parks |
|---|---|---|
| Full transit access | Park falls in a 60-minute transit shed of existing transit network on weekdays and weekends is not weak. | 46 |
| Weak access:<br>No weekend transit access | Park falls outside a 60-minute transit shed of existing transit network on weekends (or Sundays in certain cases). | 16 |
| Weak access: Unsafe pedestrian connections | Transit service is available near the park, but existing conditions make it unsafe for someone to walk the final distance to the park. | 5 |
| Weak access:<br>Stop placement too far | Requires someone to walk over half a mile but less than 2 miles to reach the closest bus stop. | 3 |
| Weak access: Lowest quartile of population | A relatively small number of people compared to the total regional population can access the park via transit within a 60-minute transit shed. | 8 |
| No transit access | Park falls outside a 60-minute transit shed of existing transit network. | 38 |
| **Total** | | **116** |

Maps delineating parks with full, weak, and no transit access can be found in Appendix F, Regional Parks Transit Development Strategy.

## Parks prioritization process

The 70 sites with no or weak transit access were prioritized based on the potential level of demand for transit access to a park facility and the relative ease of providing transit access to the location.

- Parks with higher demand and easier implementation are higher priority.
- Parks with higher demand and challenging implementation are medium priority.
- Parks with lower demand and easier implementation are lower priority.

More detail on the prioritization process is provided in Appendix I, Final Prioritization Recommendations. All parks were sorted into high, medium, low, and no priority categories based on available data and existing transit service in 2025.

Thirty-seven parks were identified for potential new transit service, which is described in the next section. Seven parks could be served by enhancing pedestrian infrastructure, 18 were identified as parks that could be served by enhancing existing service, and 15 do not have enough demand to warrant a recommendation at this time (some parks fall in multiple categories; see Appendix I for the full list of parks and their categories).

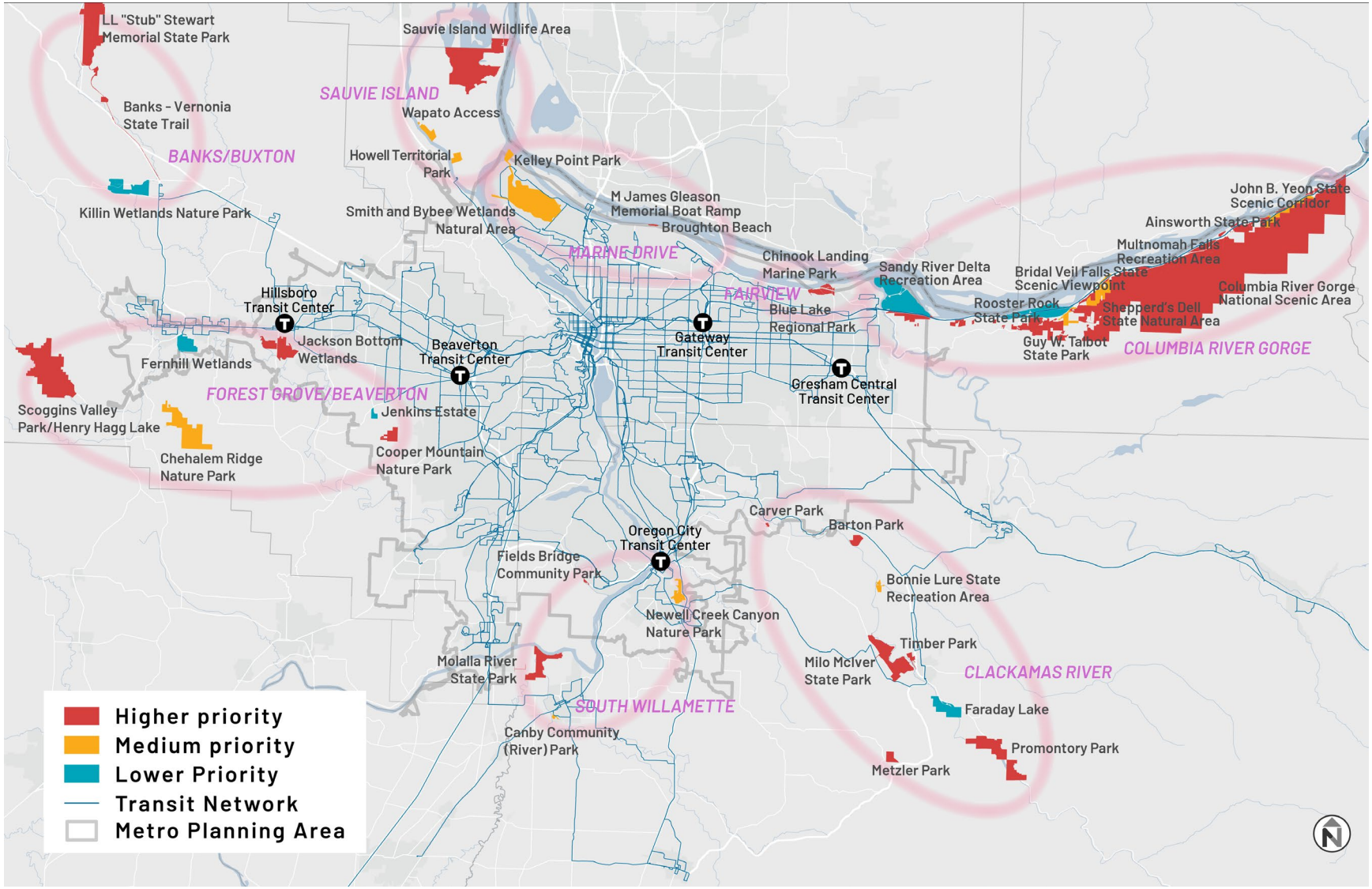
## Parks to serve with new transit service

This section presents a financially unconstrained picture of how to serve currently unserved and underserved parks with transit. Connecting people with recreational areas is just one of the competing needs of public transit, and particularly in periods of uncertain funding, other destinations may be deemed more important to prioritize with transit. The intention of this section is not to prescribe particular modes of service for different parks but instead to identify opportunities for consideration based on park priority and context. Appendix I also highlights key operational and service considerations that should be part of evaluating and planning for transit service to parks.

Best practices indicate that transit serving major parks with a regional draw should connect to high-density areas and/or serve bus stops or stations that are easy for many people to reach via transit. To follow this best practice, the 37 parks identified as potential candidates for new service were sorted into park groups based on geographic proximity (Figure 8), with suggestions of which HCT hub a potential transit service would most logically connect to. Parks that fall within the geographic range of a park group but have low demand and challenging implementation are not prioritized.

In most cases, the park groupings cover substantial ground and could not all be served by one shuttle route. The park groups are intended as starting points for future planning processes for improved transit access to parks.

Figure 8. Potential park shuttle service areas

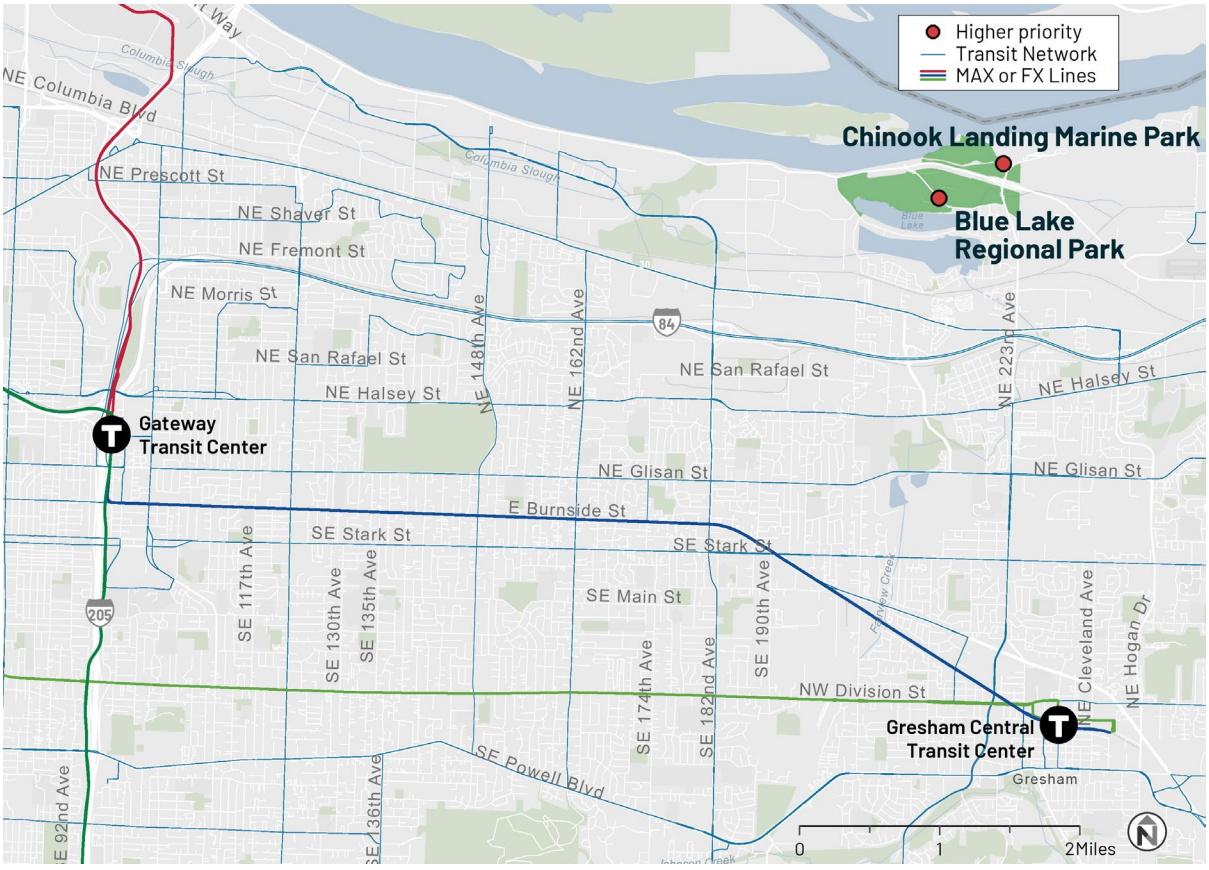


### Park group: Fairview

The Fairview park group contains two adjacent, popular parks not served by transit today: **Blue Lake Regional Park** and **Chinook Landing Marine Park** (Figure 9). Blue Lake Regional Park is a Metro-owned park featuring water and paddling access, a playground, sports fields, disc golf, accessible fishing pier, and walking trails, as well as seasonal bird watching. An average of 336,602 people visited Blue Lake per year between 2020 and 2024. Chinook Landing Marine Park is just north of Blue Lake and had an average of 205,532 visitors per year between 2020 and 2024.

**Ways to serve park group:** Blue Lake Regional Park and Chinook Landing Marine Park could be served by a shuttle departing from the Gresham Central Transit Center, which would conveniently serve trips for East Multnomah County residents. Alternatively, the shuttle could depart from Gateway Transit Center to serve a greater density of transit options. Metro and TriMet have been working together to identify needs for transit service at Blue Lake, including a layover facility that would remove some of the existing parking as well as possible fixed-route connections in the future.

Figure 9. Map of Fairview park group



### Park group: Columbia River Gorge

The Columbia River Gorge is a popular destination for locals and tourists (Figure 10). Higher-priority parks in the gorge not served by transit are **Guy W. Talbot State Park**, **Bridal Veil**, sections of the **Columbia River Gorge National Scenic Area**, and **Ainsworth State Park**. While Multnomah Falls is already served by Columbia Area Transit (CAT), a shuttle stop is recommended at Multnomah Falls due to the popularity of the site and to allow riders to transfer between the shuttle and CAT. Other lower-priority parks in the Gorge are **Benson State Recreation Area**, **Rooster Rock**, and the **Sandy River Delta**.

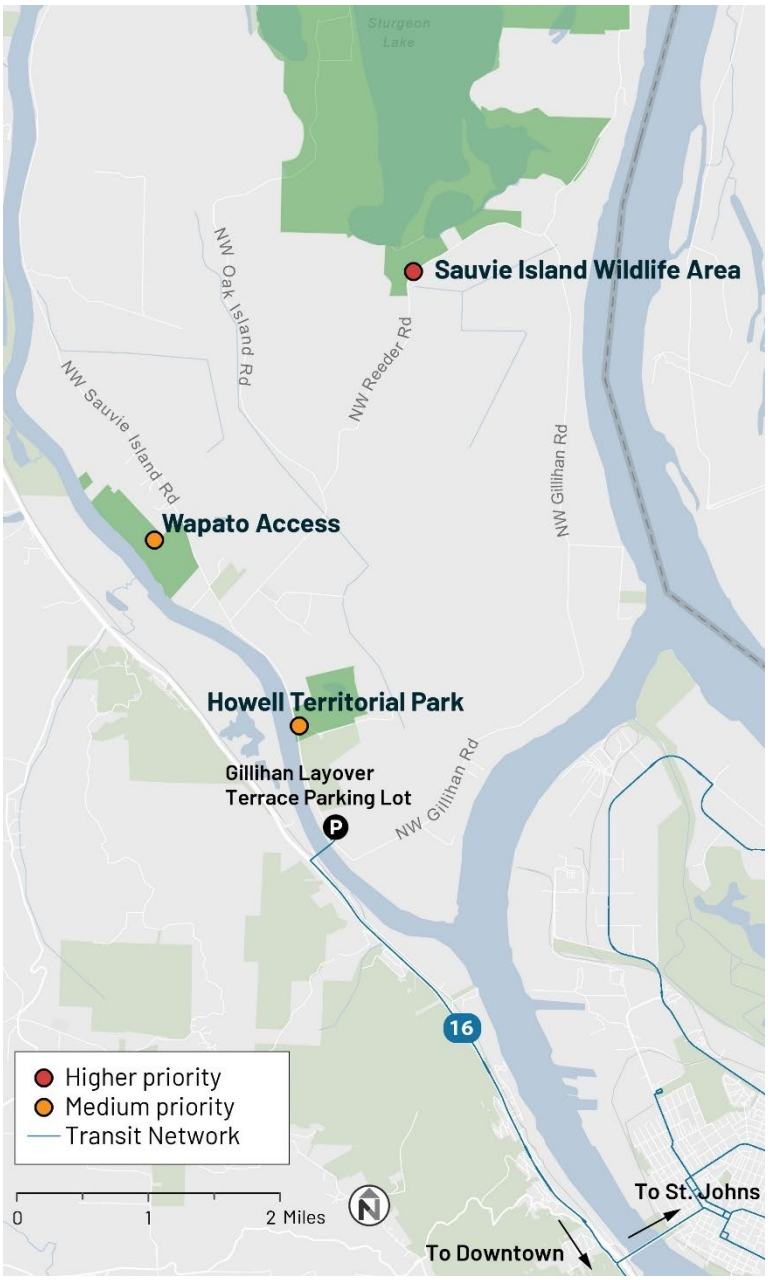
**Ways to serve park group:** A shuttle serving the gorge could depart from Gateway Transit Center, a proposed regional mobility hub with a high density of available transit options. Expanding the CAT-operated Columbia Gorge Express could be explored as an option for serving some of these parks. However, since the service is not primarily a recreation service, adding more stops on the route would have to be balanced against the need to have a direct and reliable service for work commutes, medical appointments, and other trip types.

Figure 10. Map of Columbia River Gorge park group

### Park group: Sauvie Island

Sauvie Island is a major regional destination located northwest of the Portland city limits, with hiking, beaches, boating, and bird-watching available 10 miles from downtown Portland (Figure 11). Particularly in recent years, Sauvie Island has faced challenges related to high visitor numbers in summer months, and a shuttle program could help ensure that visitors are able to enjoy Sauvie Island while limiting their environmental impact on the area. Sauvie Island also has several popular agritourism destinations that could provide opportunities for public-private partnerships. The higher-priority park on the island not served by transit is the **Sauvie Island Wildlife Area**, which has a total of almost 12,000 acres of land serving as a habitat for local and migratory wildlife and several publicly accessible beaches and trails. Medium- priority parks nearby are **Wapato Access** and **Howell Territorial Park**.

Figure 11. Map of Sauvie Island park group



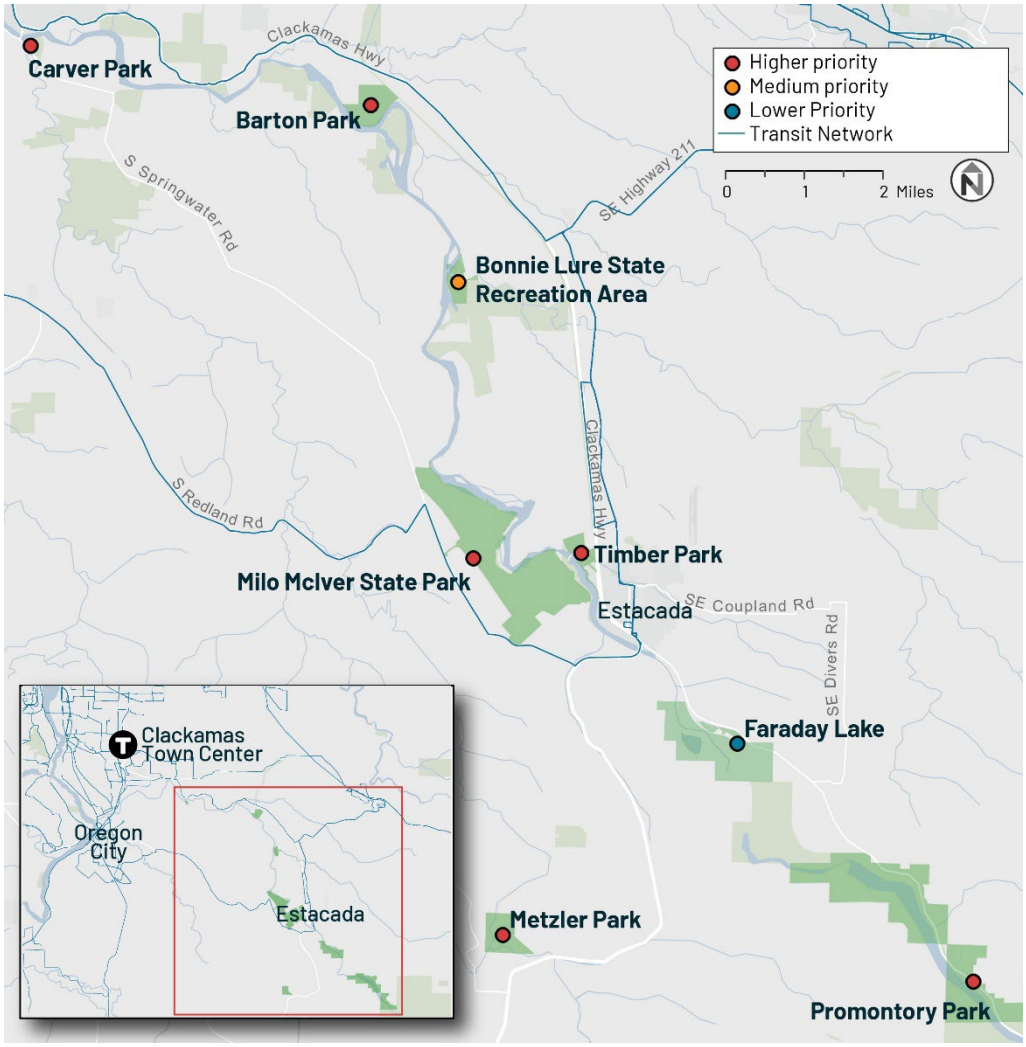

**Ways to serve park group:** A shuttle departing from St. Johns could serve recreation trips to Sauvie Island in one direction and serve Sauvie Island resident needs in the other direction. Alternatively, to keep the shuttle service local to Sauvie Island, it could start from the parking lot near the base of Wapato Bridge where TriMet fixed-route service currently lays over. Another option is for a shuttle to run from the Quatama or Orenco Metropolitan Area Express (MAX) Stations, using Cornelius Pass Road to access Sauvie Island and picking up people from the Line 16 stop before looping around the island. It should be noted that several of the main beaches and parks are located within Columbia County and that road conditions should be considered during transit implementation.

### Park group: Clackamas River

There are several parks along the Clackamas River that provide access to the river as well as hiking, fishing, camping, and picnicking opportunities (Figure 12). Higher-priority parks in the area are **Timber Park**, **Metzler Park**, **Promontory Park**, **Milo McIver Park**, **Barton Park**, and **Carver Park**. Medium- and lower-priority parks are **Bonnie Lure State Recreation Area** and **Faraday Lake,** respectively.

**Ways to serve park group:** Shuttle service to the Clackamas River park group could begin at the Clackamas Town Center Transit Center, which is served by the MAX Green Line and several bus lines. All destinations in this group could not be easily served by a single shuttle route given the distances between parks and the dispersal of the parks around the Clackamas River, which has limited crossings. A shuttle designed to support rafting, tubing, and kayaking trips at Barton and Carver would have higher equipment needs, whereas other parks in this group have more activities within the park itself. When deciding which parks to serve, it is important to keep in mind that the limited crossings of the Clackamas River impact which parks can be logically served together.

Figure 12. Map of Clackamas River park group

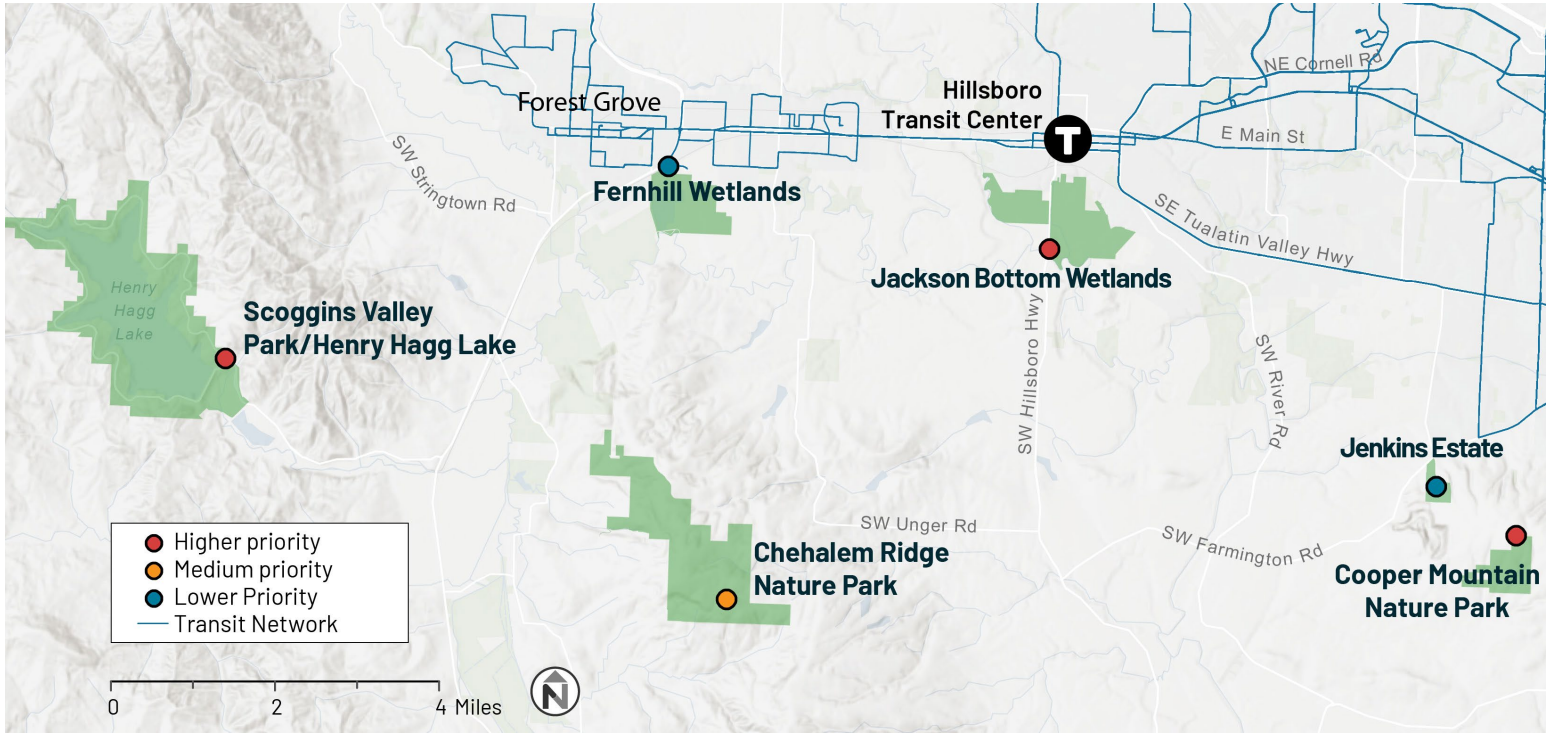


### Park group: Forest Grove and Beaverton

There are several parks west of Beaverton and south of Forest Grove that are inaccessible by transit today (Figure 13). Higher-priority parks not served by transit are **Scoggins Valley Park and Henry Hagg Lake**, **Jackson Bottom Wetlands**, and **Cooper Mountain Nature Park**. Medium- and lower-priority parks are **Fernhill Wetlands** and **Chehalem Ridge Nature Park**.

**Ways to serve park group**: A shuttle serving Scoggins Valley Park and Henry Hagg Lake could begin at the Hillsboro Transit Center, which is served by the MAX Blue Line and multiple bus routes. The routes could stop in Forest Grove before continuing to the park. Within the park, the shuttle could operate on a loop with designated stops at key locations around the lake. Because Henry Hagg Lake is just outside of Yamhill County, Yamhill County Transit should be consulted when planning service to the lake, as the destination may be popular for Yamhill County residents.

Figure 13. Map of Forest Grove and Beaverton park group



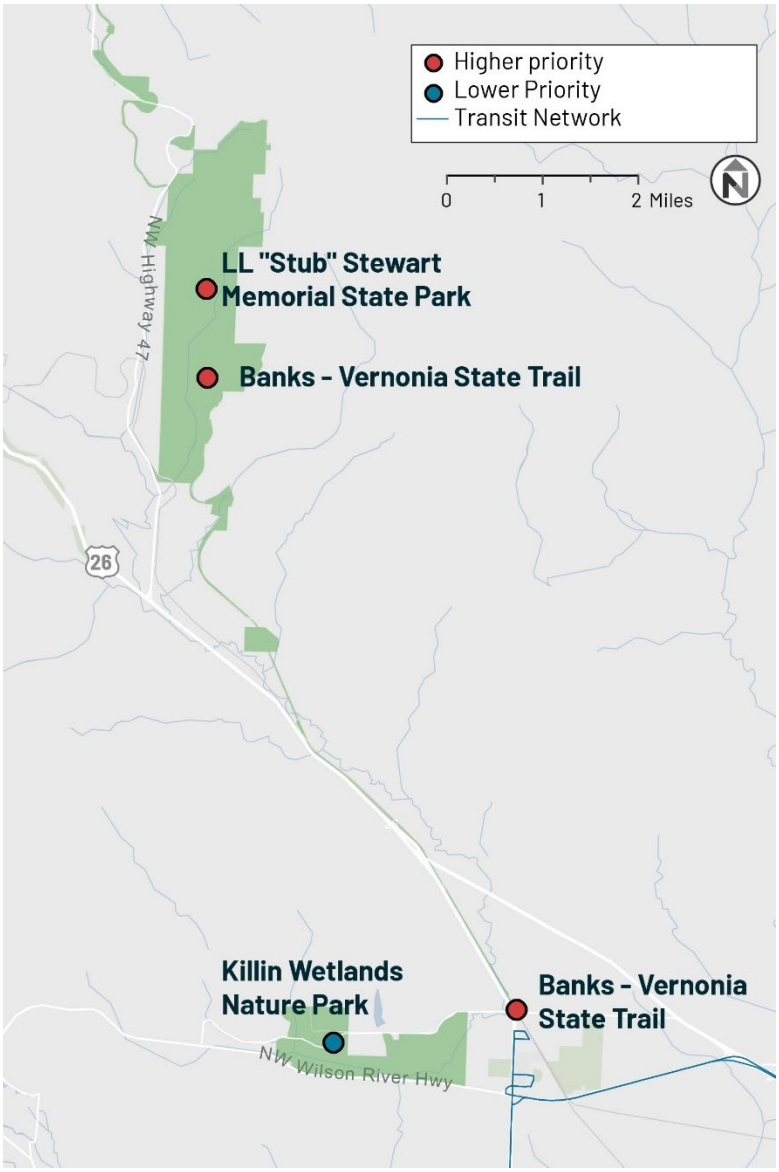
### Park group: Banks/Buxton

The Banks/Buxton park group is located in Washington County, north of the Forest Grove and Beaverton park group (Figure 14). Higher-priority parks in the area are **L.L. Stub Stewart Memorial Park**, which was served by Columbia County Rider before the COVID-19 pandemic, and the **Banks-Vernonia State Trail**, Oregon's first rails-to-trails project. A lower-priority park in the area is **Killin Wetlands**, which is close to the southern edge of the Banks-Vernonia State Trail but likely has lower demand than the other two parks in the group based on low visitation numbers gathered by Metro at Killin Wetlands.

**Ways to serve park group**: A shuttle that serves two or more access points to the Banks-Vernonia State Trail could allow people to walk or bike one way on the trail and then ride transit in the other direction. The shuttle could leave from the Sunset Transit Center, which is served by the MAX Blue and Red Lines, several bus routes, and BethanyLink. The Hillsboro Airport/Fairground MAX Station may also be a good starting point since it is served by both the Blue and Red Lines and there is ample space for shuttle parking and turnaround.

Equipping the shuttle to allow for bikes to be brought on board, whether in a bike trailer or through bike racks on the shuttle, would be necessary to serve biking uses of the trail.

Figure 14. Map of Banks/Buxton park group



### Park group: South Willamette

The South Willamette park group is located along the Willamette River (Figure 15). Higher-priority destinations not served by transit are **Fields Bridge Community Park**, a multiuse park that is served by transit on weekdays only, and **Molalla River State Park**, which provides access to the river. Medium- and lower-priority sites in the area are **Canby Community River Park** and **Newell Creek Canyon Nature Park,** respectively.

**Ways to serve park group:** Shuttle service to the South Willamette group could depart from the Oregon City Transit Center, which is served by several bus lines that connect to Portland, Tualatin, Tigard, Beaverton, and two colleges. Alternatively, the service could depart from the Clackamas Town Center Transit Center, which is farther away but is served by a higher density of transit options. Any shuttle planning should take into account the limited crossings of the Willamette River in this area.

Figure 15. Map of South Willamette park group

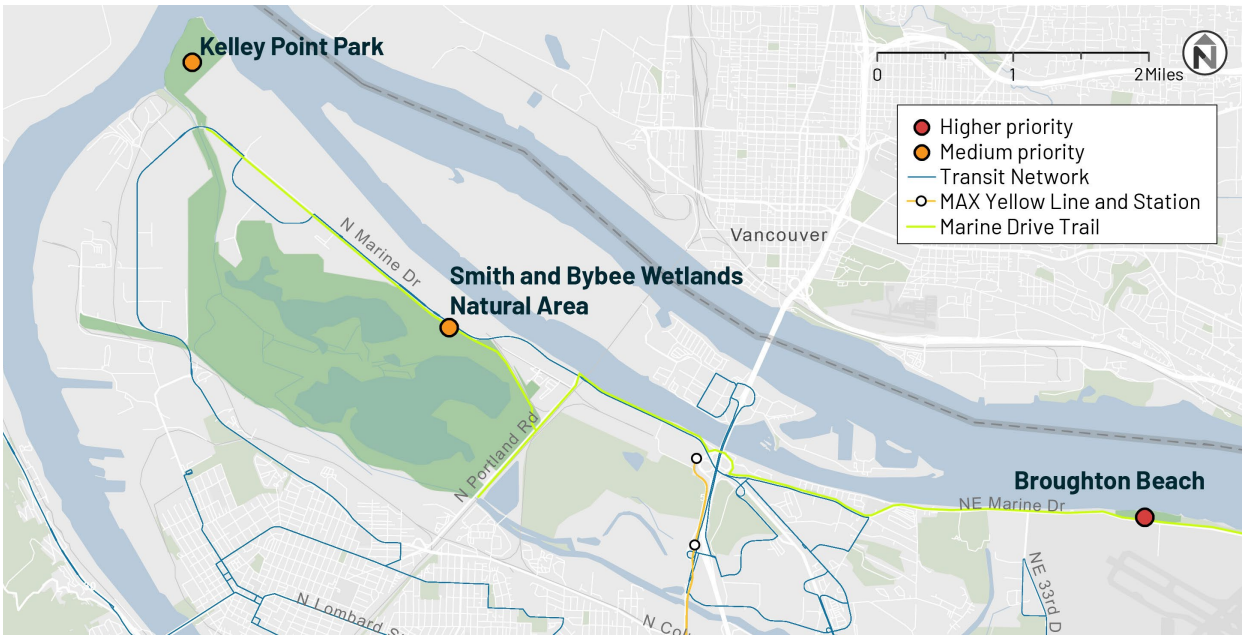
### Park group: Marine Drive

Marine Drive hugs the southern bank of the Columbia River near its confluence with the Willamette River. The Marine Drive multiuse path is part of the 40-Mile Loop, a regional trail system of more than 150 miles. A mix of industrial uses and nature makes it difficult to access despite its closeness to very populated areas of the metropolitan area (Figure 16). The higher-priority location not served by transit in the area is **Broughton Beach Park** and the **Gleason Boat Ramp**. Among the parks with Metro visitation numbers, Broughton Beach Park and the Gleason Boat Ramp have the highest by a large margin, with an annual average of almost 787,800 visitors (compared to an average of 170,300 across all parks with visitation numbers). Medium-priority locations nearby include **Smith and Bybee Wetlands Natural Area** and **Kelley Point Park**.

**Ways to serve park group:** A shuttle to serve these locations could depart from the Delta Park/Vanport Transit Center, which is served by the MAX Yellow Line and C-TRAN Route 60. This proposed shuttle could tow a trailer for small, nonmotorized boats such as paddleboards, kayaks, and canoes. Parks with water access for swimmers may see more demand in the afternoon when temperatures peak, while Smith and Bybee Wetlands may be more popular during early morning hours when birds and other creatures are more active.

In addition to recreation opportunities, the Marine Drive corridor is also home to employment opportunities, many of which are industrial. More research is needed to see whether recreation and employment opportunities can be accommodated within a single service. Identifying work sites in the Marine Drive area and their work schedules would be the next step in determining whether the differing uses could be served with one shuttle.

Figure 16. Map of Marine Drive park group



**An important note about siting considerations**

Many parks are located far outside of urban areas precisely because that is where some of our most beautiful and pristine resources in need of preservation are located. Increasing access to these treasures for people who do not have a car or a car that is consistently available is an important consideration for health and mobility equity, as well as TDM aligned with regional goals. But while this strategy explores how more regional destination sites could be served by transit, it is also important to consider accessibility when choosing land for future parks sites that may be within or closer to the urban boundary. For example, Metro's 2019 Parks and Nature Bond Measure Target Area Refinement Plans emphasized access from transit or trails and proximity to equity focus areas as key site selection criteria. The approach recognized the disproportionately higher barriers that marginalized communities face in trying to experience nature.

## Mobility hubs

As Metro plans for shuttles to link to frequent and high capacity transit, it is important to ensure these connections and connection points are convenient and comfortable. One of the most promising opportunities for creating new community connectors and addressing first/last-mile transit needs in the Portland metropolitan region is the deployment of mobility hubs. Mobility hubs are strategic nodes in the regional transportation network that integrate a range of transportation service types, spanning across HCT and CCT (see Figure 17 for an illustrated example). They combine transit service and resources, first/last-mile transportation options and wayfinding (i.e., walking and bicycling routes, bikeshare, rideshare), and stop and community amenities together. Mobility hubs can be an effective tool for delivering this broad range of service types in a way that is tailored and hyper-responsive to local land use and transportation contexts, the ongoing proliferation of technology, and region-wide development opportunities.

### What is a mobility hub?

Mobility hubs connect people to the regional transportation network, creating seamless links between modes, services, and emerging mobility choices.

Mobility hubs are strategically located within a transportation network where people can seamlessly access and transition between multiple modes of transportation, services, and emerging mobility options. They are designed to simplify multimodal travel, enhance first/last-mile connections, and improve access to a wide range of transportation choices including public transit, active transportation, shared mobility, and micromobility. Mobility hubs not only prioritize efficiency and user convenience but also aim to create vibrant, accessible public spaces that support equity, sustainability, and community identity. In the Metro region, mobility hubs also support the 2040 Growth Concept land use designations, with different hub types serving different land use contexts and also supporting the creation of mixed-use, walkable neighborhoods near transit.

Figure 17. Conceptual mobility hub illustration

Source: Parametrix

To serve the diverse travel needs and land use patterns across the metropolitan region, this study identified four primary mobility hub types, each tailored to its surrounding context and role within the regional transportation network (see Figure 18).

- **Major urban hub** (e.g., Downtown Portland Transit Mall): Major urban hubs refer to high capacity transportation hubs located in dense, mixed-use urban cores, offering the greatest variety of mobility options and amenities in the region. In the Portland metropolitan context, these generally refer to HCT stations within higher-density urban areas with significant investments in multimodal integration.
- **Regional hub** (e.g., Beaverton Transit Center): Regional hubs provide important regional transit connectivity and typically have transit connections to the region and downtown Portland. These hubs may support a mix of transit services — such as MAX light rail, FX bus rapid transit, frequent transit service, and shuttle connections — and may include transit-oriented development features. While situated in more suburban contexts, regional hubs bridge the gap between urban and suburban mobility needs by providing a variety of transportation options ranging from HCT to car-share and micromobility.
- **Town hub** (e.g., Orenco Station, Lents): Town hubs serve local travel needs and have strong connections to regional transit services. These hubs are typically situated in less dense or suburban areas of the region. Town hubs balance local accessibility with

regional connectivity, acting as community focal points that support multimodal travel and vibrant public spaces. Town hubs can vary in transit levels and may lack HCT services in some cases.

- **Local and emerging hub** (e.g., Tualatin Park and Ride): Local and emerging hubs refer to hubs in rural centers and emerging suburban areas of the region. They can serve suburban employment districts, campuses, and medical centers. Local and emerging hubs may or may not have frequent bus service, and the surrounding land use is generally auto-oriented. Emerging transit nodes in the outer region can also be considered as future local hubs, primarily serving local or area-level travel needs (e.g., Tigard Triangle).
- **Future hubs:** These are potential hub opportunities that are not ready today, but may be in the future as the transit system expands and land uses change.

It is important to note that hub typologies are not mutually exclusive, and that some hubs may share characteristics with more than one type. Additionally, while mobility hubs are often considered at transit centers and other on-street or outdoor locations, they could be provided in a wide range of environments, such as building lobbies or other interior spaces. Security and monitoring of spaces would be a critical consideration in this scenario.

Figure 18. Mobility hub typology

| Hub Type | Land Use | Transportation |
|---|---|---|
| **Major urban** | Located in dense, mixed-use urban cores. Serve as primary activity centers. | Broadest range of transit and multimodal connections and amenities. |
| **Regional** | Often support transit-oriented development (TOD). Serve as key transfer points across the system. | Transit-rich locations offering connections to multiple high-frequency or intercity routes, variety of biking, and walking options. |
| **Town** | Neighborhood-scale focal points. | Mix of transit, biking, and walking options. These may lack high-capacity transit but offer strong local connectivity. |
| **Local/ Emerging** | Smaller towns, rural centers, emerging suburban locations with low density development. | Basic transit service, but potential for more with future development and travel demand. |
| **Future** | Outside the 2040 Growth Concept centers. | May support transit in the future. Potential opportunities for non-transit connections. |

# How do mobility hubs benefit our communities?

## Multimodal connectivity

- Facilitates multimodal connections between public transit (bus, light rail, streetcar), active transportation (bike/scooter share, pedestrian access), shared mobility (carshare, ride-hail), and micro-mobility options.
- Enhances access to first- and last-mile connections, giving people the flexibility to choose the mode that best suits their trip based on cost, time, and convenience.
- Inherently flexible to accommodate ever-evolving travel markets and emerging technologies

## Efficient transfers across modes

- Provides coordinated infrastructure and services (e.g., timed transfers, real-time information) that make switching between modes and services convenient and intuitive.
- Reduces travel time and barriers to multimodal trips, encouraging transit use over single-occupancy vehicles.
- Strengthens the regional transportation network by creating consistent, reliable nodes for multimodal transfers.

## Equity and accessibility

- Strengthens access to regional transit and mobility networks, especially for underserved communities, supporting affordable and reliable mobility across the region.
- Prioritizes universal design to ensure that hubs are accessible to all users, including people with disabilities, seniors, and families with diverse travel needs.
- Promote transit equity through cost-effective improvements in mobility while minimizing the potential for socioeconomic pressures often associated with large-scale transit projects.

## Community development and placemaking

- Hubs act as a community focal points, integrating public spaces, amenities, and services that promote mobility, safety, social interaction, and economic activity.
- Hubs can serve as anchors for economic activity by increasing foot traffic and supporting local businesses around the hub.
- Creates a seamless, user-friendly environment with real-time information, wayfinding, and amenities that support comfort and safety (e.g., lighting, seating, weather protection).

## Sustainability and climate goals

- Reduces car dependency and encourages low-emission transportation options and supports mode shifts away from single-occupancy vehicles.
- Incorporates green infrastructure and energy-efficient design elements where possible (e.g., EV charging, solar integration for smart kiosks and payment stations).
- Encourages transit-oriented development (TOD) and sustainable land use patterns that align with regional growth goals.

Table 7 characterizes levels (e.g., high, medium, low) of land use and transportation factors as they relate to potential mobility hub types. While these levels reflect existing conditions, they also recognize that land use patterns and transportation dynamics will evolve with future mobility hub investments. For example, areas currently with a high level of auto orientation — such as those identified as local and emerging hubs — may transition toward higher levels of transit and multimodal connectivity as investments are made. In cases where land is used as a park and ride today, they would ideally be repurposed for transit-oriented housing development in the future as transit accessibility is improved.

Table 7. Land use and transportation context per mobility hub type

| | **Major urban** | **Regional** | **Town** | **Local and emerging** |
|---|---|---|---|---|
| **Land Use** | | | | |
| Density | High | Medium | Low-medium | Low-medium |
| Diversity of uses | High | Medium-high | Medium | Low-medium |
| **Transportation** | | | | |
| Level of transit service | High | High | Medium | Low-medium |
| Pedestrian network completeness and availability | High | Medium | Medium-high | Medium |
| Pedestrian network completeness and availability | High | Medium | Medium-high | Low-medium |
| Orientation toward cars | Low | Medium | Medium-high | High |

Example:
**Beaverton Transit Center**
Washington County, OR

**Regional hubs** support regional transit connectivity through multiple frequent transit lines that provide both intercity and local transit service. They facilitate connections from low-density surrounding areas into the regional transit network. They generally have more space available than major urban hubs, especially in locations with abundant parking. This makes them ideal sites for transit-oriented development. Example locations include the Beaverton Transit Center, Clackamas Town Center Transit Center, and Gateway Transit Center.

## Mobility hub kit of parts

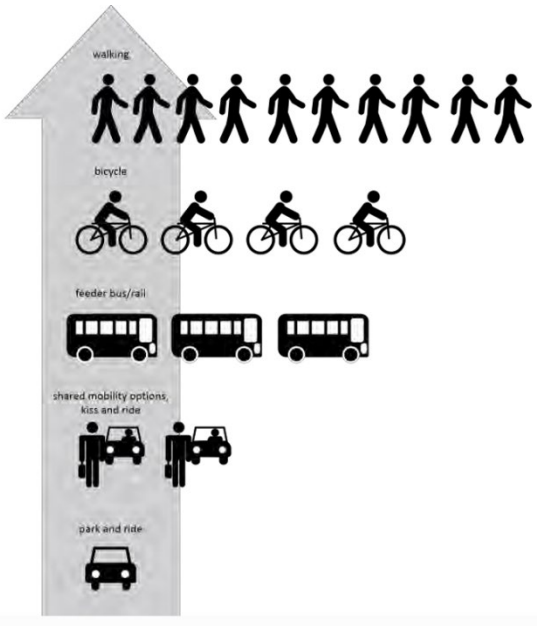
This section details the mobility hub "kit of parts:" the elements that can or could be found in each of the four primary types of mobility hubs. A few core categories of elements are found across all four types: transit facilities (light rail or bus), active transportation infrastructure (safe pedestrian facilities and bike parking), and amenities (seating, shelters, lighting, and trashcans). Other categories are optional and vary by mobility hub. These include shared mobility, bike- and scooter-share, wayfinding, and placemaking elements. See Appendix J, Mobility Hub ImplementationToolkit, for more information.

**Mobility hub elements are divided into five categories:**

1. Transit service
2. Active transportation
3. Amenities and placemaking
4. Car-share or rideshare
5. Wayfinding and information

Each category contains multiple elements that are defined and identified as vital, recommended, or optional for each of the four primary mobility hub types. While the appropriate elements for each hub type vary by their existing land use and transportation context, they are generally organized around Metro's Regional Transit Access Priorities, which place pedestrians as the highest priority and single-occupancy vehicles as the lowest (see Figure 19).

Figure 19. Metro Regional transit access priorities




**Accessibility for People with Disabilities**

People with disabilities have specific needs when it comes to making transit connections and transfers not only convenient, but accessible. Access and comfort for people with disabilities should be considered as part of implementation across the five mobility hub categories. The Mobility Hub Kit of Parts includes several specific examples for how to better incorporate accessibility; the examples were identified by Metro's Committee on Disability Inclusion and reaffirmed by cross-disability community participants in Upstream Access's workshops.

## Mobility hub challenges and opportunities

Successful mobility hubs are those that serve a wide range of travel needs and are well used. Criteria were developed to evaluate modal connectivity, land use, equity, and community

impact. Table 8 lists the criteria used to develop an understanding of where mobility hubs are most likely to be successful.

Table 8. Mobility hub criteria

| Evaluation category | Criteria |
|---|---|
| **Connectivity**<br>Seamless connections between transit, active transportation, and shared mobility services. | Transit connectivity.<br>• Existing transit, by mode.<br>• Density of transit stops.<br>• Density of transit routes.<br>• Density of TriMet Frequent Transit Network (service every 15 minutes for most of the day) coverage.<br>Active transportation.<br>• Linear feet of sidewalk within half a mile.<br>• Linear feet of bike routes within half a mile. |
| **Land use and regional significance**<br>Alignment with Metro 2040 Regional Centers,* town centers, and other key growth areas identified in local plans. These areas are planned for higher-density, mixed-use development with strong transit connections, creating ideal conditions for intermodal transportation. | • Population density (2045).<br>• 2045 employment density.<br>• Supportive zoning: Type of centers and future growth areas, Metro 2040 Growth Concept.[18]<br>• Supportive zoning: Multifamily housing land use.<br>• Weekday stop-level transit ridership. |
| **Equity and community impact**<br>Mobility hubs should prioritize accessibility, affordability, and inclusivity, reducing transportation barriers for underserved communities. Successful regional hubs should serve Metro's Equity Focus Areas and historically marginalized neighborhoods, improving connections to key destinations such as jobs, healthcare, and education. | • Equity focus areas.<br>• Low income.<br>• Persons of color.<br>• Limited English proficiency.<br>• Number and unique number of key destinations.<br>• Zoning: Affordable housing units.<br>• Percentage zero-vehicle households. |

*https://www.oregonmetro.gov/what-metro-does/land-use-and-development/2040-growth-concept.

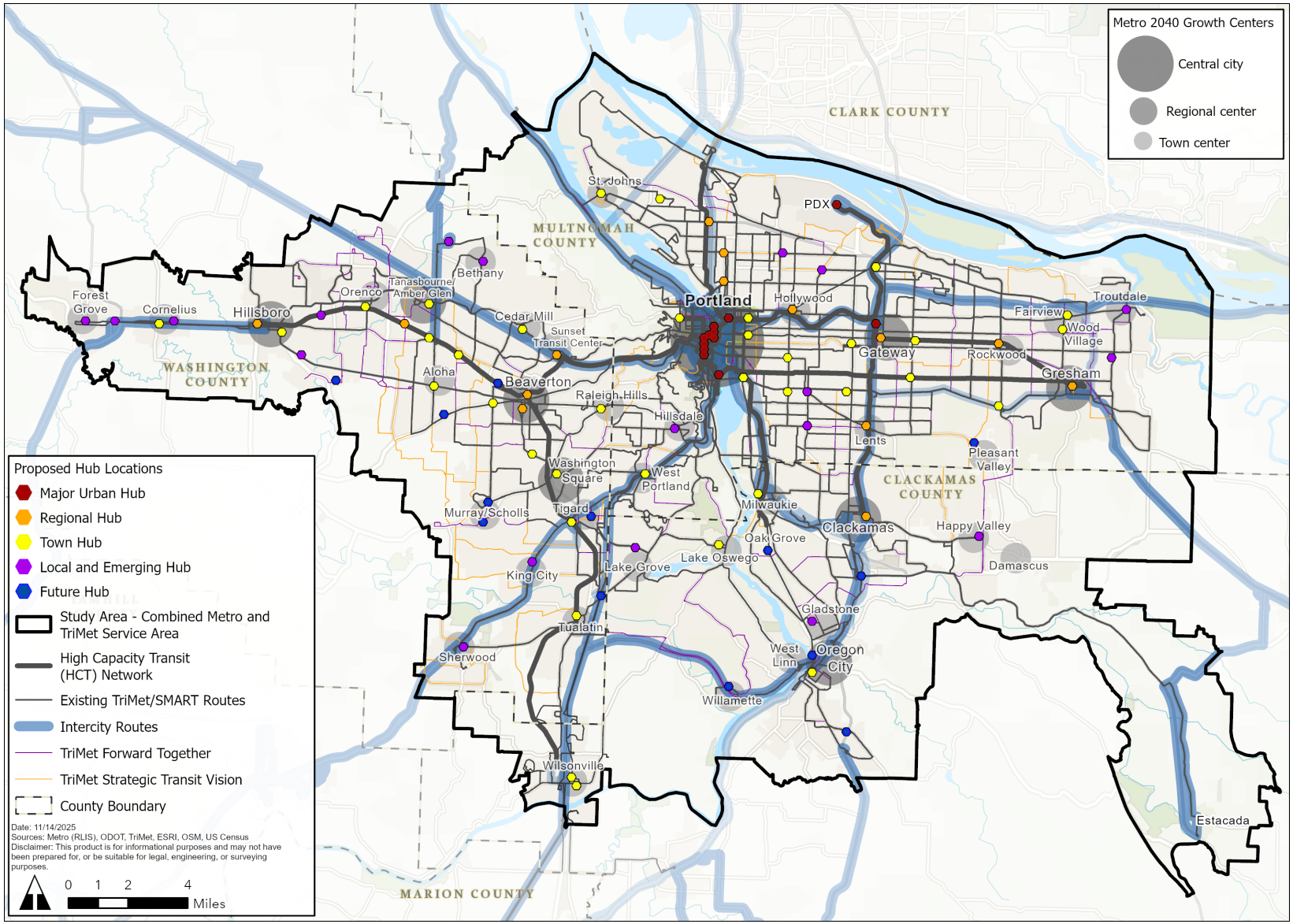
Figure 20 shows the prioritized mobility opportunities based on the criteria above and TWG and public feedback. Generally, at least one hub location is identified in each 2040 Growth Concept "center" designation (Central City, Regional Center, Town Center). In some areas, such as the

[18] https://www.oregonmetro.gov/2040-growth-concept

Portland Central City and areas immediately to the north, many locations scored highly with respect to the criteria. In these locations, the top-scoring locations were chosen based on the judgement of the project team; in all cases, future local implementation work would define the exact location of mobility hubs. During implementation, local jurisdictions would ultimately determine the appropriate suite of mobility hub investments. It is likely that mobility hub elements will be implemented incrementally over time.

Finally, it is important to note that more mobility hub locations are possible than those identified in Figure 20. This study has attempted to identify, based on the data, hubs in all 2040 Growth Concept centers and in other areas of the region, aiming for equitable distribution of hubs across the region. More valid hub locations, and/or different hub types, may be identified during review or later by local jurisdictions. The mobility hub locations shown in Figure 20 are intended to support future mobility hub decision-making by showing all of those areas that rose to the top with respect to the criteria and that could be investigated further for mobility hub implementation.

Figure 20. Proposed Hub Locations



# IMPLEMENTATION

This chapter outlines forward-looking actions to advance **CCT**, **park access by transit**, and **mobility hubs** in the metropolitan region. Rather than prescribing specific projects or service decisions, the recommendations focus on **implementation readiness**, **coordination**, and **Metro's role as a regional convener and technical resource**. This chapter begins with topic-specific implementation guidance for CCT, mobility hubs, and parks access, followed by cross-cutting implementation guidance for Metro and regional partners that supports multiple areas.

## Implementation summary

Table 9 through Table 12 summarize the topic-specific recommendations and cross-cutting actions described in more detail in subsequent sections of this chapter.

Table 9. Community connector transit

| Implementation Focus | Who? | Summary |
|---|---|---|
| Advocate for increased funding at the state level.<br>• Make the case for CCT.<br>• Explore joint grant applications for federal and state funding for the region. | Metro, local agencies, or transit providers. | • Work with regional and statewide partners to advocate for increased and more flexible state transit funding, including potential changes to STIF that better support ongoing operations, pilots, and coordination.<br>• Develop a clear, concise narrative that communicates the value of CCT in improving access, equity, and system connectivity.<br>• Support coordinated, multi-jurisdictional grant applications that bundle CCT, mobility hub, and access improvements. |

| Implementation Focus | Who? | Summary |
|---|---|---|
| Identify additional regional funding sources for CCT.<br>• Explore opportunities for public-private partnerships.<br>• Provide examples of how jurisdictions can use TDM to fund CCT. | Metro, local agencies, or transit providers | • Explore opportunities to supplement state and federal funding with regional, local, or discretionary sources.<br>• Encourage partnerships with employers, destinations, park agencies, and transportation management associations to help support and sustain CCT services.<br>• Share examples and models from other regions showing how TDM policies and programs can help fund CCT services. |
| Make the most of existing funding.<br>• Streamline STIF reporting procedures.<br>• Coordinate federal reporting on TAM and PTASP.<br>• Make more use of technical assistance programs.<br>• Streamline transit permitting processes.<br>• Establish templates or standards for service contracting.<br>• Improve pedestrian and bike access to existing transit. | Local agencies or transit providers. | • Improve use of existing funding sources by reducing administrative burden and improving coordination.<br>• Identify opportunities to simplify and align STIF reporting requirements, particularly for smaller providers.<br>• Use existing federal reporting requirements to improve coordination on fleet, safety, and asset management needs.<br>• Promote use of ODOT and Metro technical assistance resources to support providers with reporting, GTFS, and planning.<br>• Explore opportunities to standardize and simplify transit stop permitting across jurisdictions.<br>• Develop shared contracting templates and explore joint procurement to reduce provider burden.<br>• Improve walking, rolling, and biking access to transit to expand the pool of potential riders. |

| Implementation Focus | Who? | Summary |
|---|---|---|
| Establish a venue for regional transit coordination.<br>• Form transit provider coordination working groups.<br>• Formalize benchmarks for types of transit service.<br>• Identify and plan for regional transit facility needs. | Metro. | • Create an ongoing forum for transit providers to coordinate beyond funding decisions.<br>• Convene working groups to share information, coordinate services, and minimize duplication.<br>• Develop shared benchmarks to guide when CCT, fixed-route, or non-transit solutions are appropriate.<br>• Coordinate planning for shared transit facilities, amenities, and operational needs. |
| Improve information-sharing to the public. | Metro, local agencies, or transit providers. | Expand coordinated marketing and trip-planning tools to improve awareness of services. |

CCT = community connector transit; GTFS = general transit feed specification; ODOT = Oregon Department of Transportation; PTASP = Public Transportation Agency Safety Plans; STIF = Statewide Transportation Improvement Fund; TAM = transit asset management; TDM = transportation demand management.

Table 10. Parks access improvements

The parks access implementation actions are generally applicable to any agency working to establish transit access to parks.

| Implementation Focus | Summary |
|---|---|
| Start with targeted, scalable pilots. | Launch seasonal and weekend pilot services to test park access demand and operations. |
| Design services around recreation behavior. | Align service hours and routing with typical recreation patterns. |
| Integrate services with the regional transit network. | Connect park shuttles to transit centers and mobility hubs. |
| Address site access and circulation constraints early. | Evaluate access, circulation, and enforcement needs early. |
| Use right-sized, accessible vehicles. | Select ADA-accessible vehicles appropriate for constrained sites. |
| Build strong partnerships and community connections. | Coordinate with park agencies, Tribal partners, and community organizations. |
| Pair service launches with proactive outreach and wayfinding. | Support services with coordinated signage, branding, and outreach. |
| Explore diversified funding and cost-sharing strategies. | Consider parking fees, sponsorships, and partnerships as funding sources. |

| Implementation Focus | Summary |
|---|---|
| Evaluate performance based on access and experience. | Measure success using access, equity, and user experience metrics. |
| Plan for adaptation over time. | Design services to evolve as demand and conditions change. |

Table 11. Mobility hubs

| Implementation Focus | Summary |
|---|---|
| Pilot and retrofit existing assets. | Use pilots and targeted retrofits at existing transit nodes to test hub concepts. |
| Integrate mobility hub elements into development cycles. | Embed hub elements into capital and redevelopment projects. |
| Establish cross-agency governance. | Define roles among agencies for delivery and operations. |
| Manage curb space flexibly. | Use adaptable curb management strategies. |
| Plan for long-term operations and maintenance. | Establish plans for life-cycle costs and performance monitoring. |
| Secure site control. | Identify and secure sites through partnerships and agreements. |
| Establish the technology framework. | Coordinate platforms, data sharing, and digital tools. |
| Update local land use codes. | Encourage jurisdictions to formally define and enable mobility hubs. |
| Establish sustainable funding models. | Identify capital and operating funding and cost-sharing approaches. |

Table 12. Cross-cutting actions

| Implementation Focus | Summary |
|---|---|
| Clarify Metro's role. | Reinforce Metro's role as a regional convener and technical resource. |
| Enable implementation through standard tools. | Develop MOUs, IGAs, and guidance for partners. |
| Support program integration and incremental delivery. | Leverage TSMO, TDM, and RTO programs for phased implementation. |
| Advance access, affordability, and inclusion. | Support transportation wallets, accessibility, and equity-focused programs. |
| Improve coordination and system consistency. | Promote fare integration, GTFS participation, and shared trip-planning. |
| Track outcomes and define what comes next. | Use pilots and metrics to inform future studies and RTP updates. |

| Implementation Focus | Summary |
|---|---|
| Funding research and advocacy. | Support coalition-building and future funding opportunities. |

GTFS = general transit feed specification; IGA = intergovernmental agreement; MOU = memorandum of understanding; RTO = Regional Travel Options; RTP = regional transportation plan; TMSO = transportation system management and operations

## Advancing regional CCT

CCT is part of an ecosystem of transit solutions and can often provide service in areas that are not well suited for fixed-route transit service. As illustrated in Figure 21, these services can support the following:

- Improve connections to **HCT and the fixed-route bus system**, boosting ridership.
- Improve or supplement connections to **key destinations that are not already addressed by fixed route transit or other existing services.**
- Provide **supplemental service when fixed-route transit is not running**, such as for shift workers late at night.

CCT services can also provide access to community destinations in emerging areas that support transit service but that are not ready to support fixed-route service.

Figure 21. CCT role in the regional transit network

Over time, as land uses change, the type of service appropriate for an area may change (Figure 22).

Figure 22. Community connector transit service over time

**Pilot shuttle launches**

CCT can start with a pilot in an emerging area that lacks conditions supportive of fixed-route service. The CCT service can use informal stops and zones to provide connections to existing transit service in the region.

**CCT Shuttle becomes official**

Over time, a successful pilot may become an official CCT shuttle. As service become more established, some high-ridership stops may be identified and formalized.

**CCT and fixed-route join forces**

As the service area develops in transit-supportive ways, the CCT shuttle stop could be shared with new fixed-route service. CCT may continue to operate and provide complementary connections to the regional transit network, or it could also transition entirely to a fixed-route service.

## CCT land use and transportation network considerations

Long before a CCT pilot project is even considered, the requisite land use and transportation network must be in place for CCT to be successful. As described earlier in this report, to be successful, sufficient population densities are required with clusters of destinations and/or proximity to fixed-route transit services. The exact population density at which CCT service becomes viable is not fixed; in general, CCT services are most efficient in areas with housing densities of approximately 5 to 10 units per acre. Below this, and there may not be enough demand. Above this threshold, fixed-route services are likely to provide more utility.

Additionally, the roadway network must be connected in order for CCT services to function. Traditional suburban roadway development patterns can result in reduced roadway connectivity, making it more difficult for transit of any kind to serve different areas and resulting

in out-of-direction travel and long travel times. Connected networks are critical to CCT service viability.

## CCT metric considerations

Given that CCT is on the spectrum of modes considered as part of the larger regional transit planning process, clearer metrics are needed to help understand which modal service is the right solution. Performance metrics can help guide the implementation and evolution of CCT services in the region. Additionally, these metrics support a more collaborative regional process for evaluating and making decisions about what types of service to provide and where they should be provided, given limited resources.

Two common metrics used to evaluate transit service performance are riders per vehicle revenue hour (productivity) and cost per ride (cost-effectiveness). It is expected that CCT service would be able to serve fewer riders per hour and cost more per ride than a typical fixed route. However, since CCT service can be provided with smaller vehicles that do not require a commercial driver's license, they can also be operated at a lower cost.

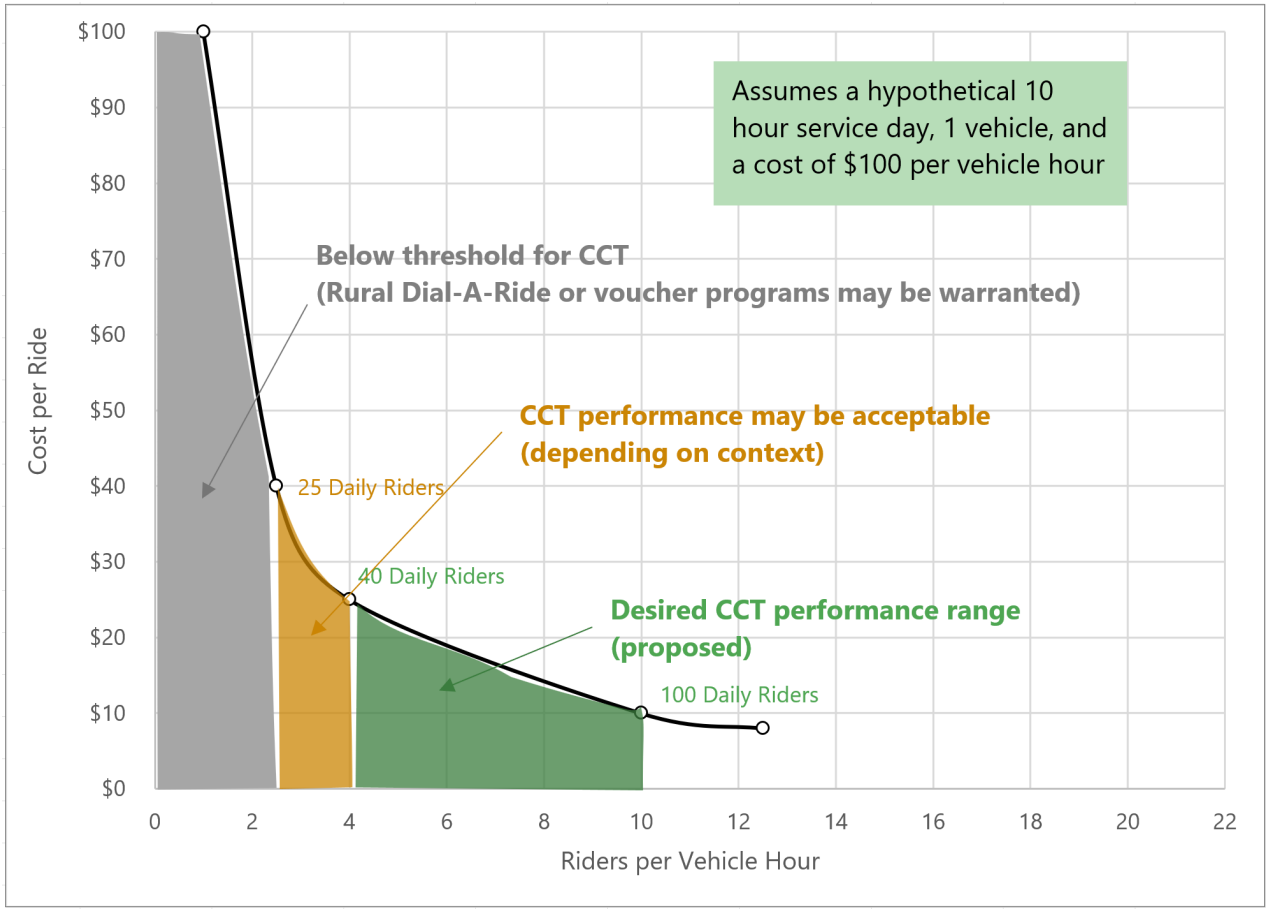
Figure 23 illustrates benchmarks for these metrics to consider for CCT, given a hypothetical CCT line with one vehicle operating 10 hours per day at a hypothetical cost of $100 per hour — which may vary by provider and context. Considerations may be different for a rural service.

**Desired**: 4 to 10 riders per vehicle hour, which equates to $10 to $25 per ride.

**Acceptable (depending on context, e.g., equity populations, nature of service gaps, etc.):** 2 to 4 riders per hour, which equates to $25 to $40 per ride.

**Below threshold:** Fewer than 2 riders per hour, with a cost per rider exceeding $40. At this cost, it could be more cost-effective to provide a voucher for privately operated services.

Figure 23. Conceptual performance metric illustrations (alternative options)



**Other important metrics to consider**

Beyond ridership, there are other considerations in assessing the effectiveness and success of CCT in achieving regional goals:

- Low- and no-car, low-income, and limited English proficiency households and people with disabilities served who are more likely rely on transit.
- Equity focus areas served, which is important to reconsider at different phases of study and implementation as we know that gentrification patterns shift over time.
- Shift schedules of industrial employers and other manufacturing and/or production-based employers at the regional edge served within the span of operations.
- Destinations served, including affordable housing, schools without bus service, and high schools, that fill a gap and/or increase accessibility for people who are more likely to rely on transit. A pilot project can also help better understand and adjust which destinations are most important to serve.
- Underlying land use character, particularly where population and job density are already transit-supportive and where development is occurring aligned with planned transit-supportive designations and zones. Since markets can take time to respond to land use plans, other solutions such as dial-a-ride may be more viable near-term.

## CCT funding and governance recommendations

Many types of transit service, including CCT, are currently provided in the region and operated by several different providers. CCT services are generally sponsored by each county and contracted to nonprofit or private providers, which are able to operate these smaller-scale, flexible services at lower cost. Challenges in planning these services include determining where and when different types of service are appropriate, avoiding gaps in service around jurisdictional boundaries and duplication of service, and deciding how service types transition over time.

While CCT services have evolved to fill gaps in the regional fixed-route transit network, there can be significant barriers to aligning schedules and co-locating stops. There are also more burdens for smaller providers related to administration, accessing resources, and knowledge-sharing. As such, coordination is a critical component of success and should cover all phases from planning for initial implementation through operation. Coordination helps ensure success when the transit system changes and expands over time, as connecter services are adjusted to improve performance, and as a community connector is considered for fixed-route service once the ridership market has grown to supportive levels. A coordinated approach helps to create a better understanding between the relationship of services (e.g., collect data on

transfer patterns between services) and a better plan for the transition of CCT into fixed-route service.

But funding is still limited for transit, and existing resources are not keeping up with regional needs. For example, the Highway Trust Fund which supports large capital expenses associated with transit projects, spends roughly three times as much on highway projects as it does on mass transit and is also steadily decreasing over time, with expenditures far outweighing revenue. The current model for funding operation of CCT services primarily draws from a single source (STIF Formula funds), which is a flexible but limited funding source. Substantial increases in operational costs coupled with fare revenue that has not recovered to pre-COVID levels and decreasing payroll taxes have led to reductions in regional transit service. The uncertain funding situation makes it challenging to sustain existing CCT service and plan for expanded CCT service in the future, and it increases the need to explore alternative sources.

At the same time, the uncertain fiscal outlook for transit and near-term need to reduce service could offer an opportunity to re-think how resources are prioritized and how services are operated. Labor agreements prevent TriMet from contracting with external providers to operate more flexible service models within their service district in the way that these services are provided across the Columbia River by C-TRAN. Instead, Clackamas, Multnomah, and Washington counties have implemented CCT services by contracting shuttle services to other operators. This model has evolved relatively recently, and it has demonstrated a number of successes in that short time, though there are still barriers due to the difference in scale and level of resources or expertise available to larger providers. The following recommendations on funding and governance outline actions that Metro and regional partners can take toward overcoming these identified governance and funding barriers to better support CCT implementation.

### Advocate for increased funding at the state level

Building on the failure of the 2025 Legislative Session to enact a transportation funding package providing long-term stability for public transportation funding, partners in the Metro region and statewide will be considering lessons from the past session and how to successfully advocate for future increases in STIF funding and possible changes in STIF rules. The transit funding challenges are not specific to CCT, the Metro region, or Oregon but are a broader national issue. However, Oregon agencies have limited access to funding sources compared to other states and the overall federal funding landscape. This recommendation could include the following:

- Making the case for what additional transit funding would be able to deliver and how transit supports broader goals (such as housing and climate).
- Advocating to allow STIF discretionary grants to be used for ongoing operations, not just for start-up.

- Advocating for more dedicated local, state, and federal operating funding sources, beyond existing programs. Typically, there are many more grant opportunities for capital investments than there are for operations funding. More funding for operations is key to being able to implement transit service of any kind.
- Determining how funding needs and potential revenue sources differ based on geography and provider size.

Within broader advocacy, the following actions could apply to CCT (and/or other elements of this study such as mobility hubs).

**Make the case for CCT**
People fund what they care about. Creating an elevator pitch for why CCT makes sense will help raise public and partner awareness of why it is valuable to invest in this type of service.

**Explore joint grant applications for federal and state funding for the region**
Metro helps convene competitive applications for federal and state funding such as the Safe Streets and Roads for All grant program. Metro can work to find opportunities to incorporate wayfinding and pedestrian access into new projects. Metro is also a willing partner in helping local jurisdictions go after new sources of funding for transit.

### Identify additional regional funding sources for CCT

**Explore opportunities for public-private partnership**
Many of the case studies reviewed (Appendix E, Policy Review Best Practices) used public-private partnerships to create successful, sustainable transit services. Some of these services are focused on recreation, which has a clear nexus with businesses focused on outdoor recreation. Major tourist destinations can benefit from investing in transit service which could increase visitor numbers and decrease the need for parking while meeting regional goals of increased safety and fewer vehicle miles traveled. Other transit services tap into the need for employers to have worksites that are accessible via transit for employees, providing a model for smaller employers or employment areas to pool resources. For major employers or destinations that are underserved by fixed-route transit, CCT can offer ideal solutions for smaller, more flexible transit tailored the destination or employment site's needs and hours. When private enterprises invest in transit, they are incentivized to help create services that are useful and successful. Opportunities for public-private partnerships will most likely be identified by transit providers or transportation management associations rather than Metro; however, Metro can play a role in coalition-building by setting up forums or presentations that foster opportunities for collaboration and connections between business partners and public partners.

**Provide examples of how jurisdictions can use TDM to fund CCT**

Metro is in the process of developing its first regional TDM policy, in line with recommendations from the 2023 RTP. As part of this effort, Metro could further explore the nexus between TDM policies and CCT. One way to do so is by providing local jurisdictions with examples of how jurisdictions elsewhere use TDM policies to encourage or require businesses and employers to provide transit options (see the sidebar for examples). While the Metro region does not have the shuttle infrastructure in place to currently require participation in shuttles, stronger regional coordination of TDM policies could be an important first step for increasing usage of existing services and generating demand for more service.

In San Mateo County, CA, a county-wide TDM policy requires new development to take action to reduce anticipated vehicle trips created by the development. Taking part in Commute.org's shuttles is one way to achieve compliance with this TDM policy, and Commute.org provides support and monitoring for compliance. While Metro would not be able to implement an ordinance, it could provide individual jurisdictions with the tools needed to levy requirements on developers, similar to Portland's TDM policy for all developments with 10 or more units in commercial or mixed-use zones, or on existing employers of a certain size, as is the requirement in Washington State. In the San Mateo example, some cities within San Mateo County have taken TDM requirements a step further and required developments to take part in Commute.org shuttles or a similar shuttle program (unless they are already within reach of fixed-route transit), which substantially reduces vehicle trips. It also generates funding for the program as shuttle members are required to pay for 25% of the service setup and ongoing operations.

### Make the most of existing funding

**Streamline STIF reporting procedures**

The counties are required to report on STIF projects to TriMet for regional coordination projects and to ODOT for services provided outside of the TriMet service area. For counties with few dedicated transit staff, the administrative burden can be high. As a starting point for evaluating whether there are ways to streamline the reporting procedures, TriMet could share an example of what reporting is required, and one or more counties could share an example of their reporting. Further evaluation of the reporting process could be a topic of discussion for the transit provider coordination working group (see the section entitled, Form transit provider coordination working groups), with the intention of creating tools or templates that facilitate this process. Outcomes from these discussions could be shared within ODOT's existing resources on Reporting and Plan Requirements.[19]

[19] https://www.oregon.gov/odot/rptd/pages/reporting.aspx.

Another issue that could be considered is how specific project scopes need to be in order to be included in the STIF plan. Because projects must be in the STIF plan, they are not able to quickly respond if a service turns out to not be quite right for the area. While having a plan is important for regional coordination, there might be ways to strike a better balance between requirements for planning and remaining responsive to changing needs.

**Coordinate federal reporting on transit asset management and public transportation agency safety plans**

The National Transit Database requires transit agencies of a certain size to report on asset condition through their transit asset management plans. FTA also requires any federally funded agency to develop public transportation agency safety plans. Agencies in the Metro region could use these already required reporting mechanisms to coordinate on upcoming vehicle end of life concerns, employee retention concerns (operator assaults and safety), and other funding needs.

**Make more use (including for STIF administration) of technical assistance programs for providers**

With funding from STIF, ODOT operates the Technical Resource Center[20] that provides all Oregon transportation providers with resources, technology, and training in line with the Oregon Public Transportation Plan statewide goals. The center also organizes a peer-to-peer program (Peer 2 Peer Exchange), through which providers can be paired to share challenges and successes and build their networks.

This is an invaluable statewide resource, and Metro should work with ODOT's Technical Resource Center to increase use of the program in support of improved community connector service. The program can help providers with the following:

- Using data to better understand how CCT and fixed-route ridership relate.
- Training providers on how to set up their general transit feed specification (GTFS) so that their services are available on trip-planning websites.
- Creating templates that streamline the use of software and data.

Optional trainings could be coordinated as part of the transit provider coordination working group described below. ODOT's technical resources and Metro's RLIS[21] site could be more explicitly linked.

**Streamline transit permitting processes**

Currently, all jurisdictions have different processes for permitting transit stops, which can slow down creation of cross-jurisdictional transit routes. Additionally, each ODOT maintenance district also has its own procedures. Metro should explore opportunities to standardize the permitting of transit stops in different jurisdictions, for example, by developing guidance for

[20] https://www.oregon.gov/odot/rptd/pages/technical-resource-center.aspx.
[21] Regional Land Information System.

permitting that jurisdictions would have the opportunity to adopt. This could be linked to Metro's work around design guidelines for mobility hubs. Local jurisdictions can also take the lead in streamlining some of their local procedures in support of easier permitting. Current challenges could be identified through discussions within the transit provider coordination working group proposed below.

**Establish templates and/or standards for service contracting and explore opportunities for joint contracting**

Metro could help create best practices materials for procurement and service contracting. This would help agencies who are short on staff and help ensure standard metrics and processes are being followed. This could be developed through a regional transit forum or equivalent (see recommendations below)The forum could also discuss interest in joint contracting of services between providers and/or joint partnership agreements between public and private entities.

**Improve pedestrian and bike access to existing transit**

Making the most of existing transit includes eliminating physical barriers in the roadway network. Improving safe access to transit expands the pool of people who can reach existing transit service and reduces the amount of transit needed to provide service in the region. Better wayfinding systems can facilitate transfers between fixed-route transit, CCT, pedestrian trips, and bicycle trips.

### Establish a venue for regional transit coordination

**Form transit provider coordination working groups**

Most regional meetings today happen in the context of funding questions, which hinders some of the collaboration needed to improve regional travel. A transit provider coordination working group made up of transit providers in the Portland metropolitan region could be formed to tackle some of the issues not related to funding. Clackamas County providers already meet weekly to collaborate on providing service; this proposed working group would extend that structure to the tri-county region. The overall goal for the meetings would be to foster a paradigm shift toward seeing transit in the region as a seamless system that is being provided by many providers and many types of service. These meetings could cover topics such as the following:

- Sharing information about upcoming grant opportunities.
- Coordinating schedules and service changes.
- Identifying opportunities for cost-sharing at shared stops.
- Minimizing duplication of service.
- Creating a shared understanding of the STIF regional coordination program.
- Generating regional metrics for what type of transit service is appropriate where and which areas are better suited for non-transit mobility solutions.

- Forging stronger connections with local TDM agencies and the Metro RTO program.
- Touring successful services that have already been introduced in the region and generally sharing knowledge about best practices.
- Coordinating contracting services across jurisdictions (e.g., if one jurisdiction alone cannot generate ridership to sustain a dial-a-ride service).
- Considering fare integration across services with fares.
- Brainstorming solutions to common issues.

Metro could convene these meetings.

**Formalize benchmarks for types of transit service**

The transit provider coordination working group could formalize benchmarks for types of transit service in the region. This memo proposes some thresholds in the section of this memo entitled, CCT metric considerations, but providers should agree on thresholds for when no service is warranted, when to start considering CCT-type service, and when fixed-route service is preferred. In cases where service provision transitions between providers, Metro could play a role in facilitating the transition, including by facilitating conversations around funding.

**Identify and plan for regional transit facility needs**

For CCT to effectively feed into the high-capacity fixed-route network, providers should be collocated within a convenient walking distance to each other. However, in practice, sharing space at transit centers can be challenging. Space at transit centers is limited. There is no standardized agreement for smaller providers who wish to use TriMet's facilities, and there is no collaborative planning process that determines the maximum capacity of each station across providers and schedules vehicles accordingly.

Additionally, amenity needs may differ when connecting service types. Transit riders who ride long distances using multiple modes are more likely to need a restroom. Operators are also likely to need restroom and breakroom access at transit centers when a majority of their stops are located in areas without either. Some of these design considerations can be considered as part of the mobility hub design criteria. Metro could take the lead on developing a standardized agreement or contract for smaller transit providers and TriMet to use for shared transit center use. The transit provider coordination working group could further consider ways to share transit center space in cost-effective and mutually beneficial ways.

### Improve information-sharing to the public

As part of the last round of STIF funding, some of the STIF Regional Coordination funding was used to add shuttle services to TriMet's Trip Planner. This is an important step for increasing connectivity in the region and for cross-usage of fixed-route transit and CCT, and TriMet should continue this effort as resources allow.

Metro, ODOT, and partners could increase their efforts to market the TriMet Trip Planner and ODOT's Get There Oregon that cover trip-planning capabilities for the region and state. This would help spread information to potential riders who might know that TriMet service is not provided near them and do not know that other services are available. Additionally, Metro can modify its existing webpage that lists all transit providers within and connecting to the Portland metropolitan region with basic descriptions of services provided. The page could link to the individual sites for each transit provider. This could be a step for increasing awareness of the many transit options in the region. This could then be shared out across Metro's social media and email listserv as well as the communication channels used by the providers on the list of regional services. This website could also host information about community engagement events related to transit and transportation options throughout the region. Metro could designate a point person for regional collaboration who is responsible for connecting with the appropriate party to get information added to existing sites (e.g., information about new transit service to parks that is posted on the park agency's website).

**Guidance from the community on sharing information about new service**

At engagement activities for this study, participants were asked about the best ways for transit agencies to provide information about new connectors or other transit service. Community members suggested the following:

- Ensure TriMet maps and trip-planning tools integrate information connecting services.
- Use social media.
- Share information at community events, resource fairs, and celebrations (e.g., powwows) and/or hold workshop events.
- Provide information at community places and social service providers (e.g., substance recovery) and/or partner with community ambassadors to share updates.
- Leverage other engagement efforts (e.g., Title 7 outreach programs).
- Develop a promotional campaign with rewards as an incentive.
- Make reach inclusive of the broad spectrum of communities with intentional approaches for groups that are more likely to rely on transit.

## Parks access improvements implementation

Park access transit services are most successful when they are introduced thoughtfully, aligned with recreation patterns, and integrated into the broader transportation system. The following

recommendations outline best practices for advancing park shuttle and CCT services, regardless of the implementing agency or operating model.

### Start with targeted, scalable pilots

Seasonal and weekend pilot services provide a practical entry point for testing park access transit in a cost-effective and flexible way. Pilots allow implementors to evaluate demand, routing, staffing, and operational logistics before committing to longer service spans or permanent programs. Clear evaluation milestones should guide decisions about continuation, modification, or expansion.

### Design services around recreation behavior

Service design should reflect how and when people use parks. Hiking destinations often require early morning departures and flexible return times, while river access, swimming areas, and event-based parks may have peak demand later in the day. Aligning service hours and frequency with typical recreation patterns improves usability and efficiency.

### Integrate services with the regional transit network

Park access shuttles are most effective when they connect to existing transit routes, transit centers, or mobility hubs rather than operating as isolated services. Locating shuttle origins at places served by multiple transit routes expands the service catchment, simplifies trip planning, and reduces reliance on personal vehicles, particularly on weekends.

### Address site access and circulation constraints early

The ability for transit vehicles to safely access, circulate within, and turn around at park sites is often a determining feasibility factor. Early assessment of parking layouts, roadway widths, curb access, and enforcement needs is essential. In some cases, modest reconfiguration of parking or circulation may be necessary to support reliable operations.

### Use right-sized, accessible vehicles

Vehicle selection should prioritize ADA accessibility, maneuverability, and cost efficiency. Smaller buses or cutaway vehicles often work well in park settings with constrained roads or limited turnaround space. Equipment needs — such as bicycle racks or storage for recreational gear — should be considered based on park activities and user needs.

### Build strong partnerships and community connections

Effective park access services depend on coordination among transit operators, park and land managers, local jurisdictions, Tribal partners, emergency services, and community organizations. Early collaboration supports service design, safety planning, and long-term success, while community partnerships can help build early ridership and trust.

### Pair service launches with proactive outreach and wayfinding

Clear signage, consistent branding, and coordinated outreach are critical to service success. Promotion should occur at transit access points, within parks, and through digital channels,

community groups, and park partners. Outreach should emphasize convenience, affordability, and alternatives to driving, especially where parking is constrained.

### Explore diversified funding and cost-sharing strategies

Given uncertainty in transit operations funding, implementors should consider combining multiple funding sources. Tying shuttle service to parking or permit programs, pursuing sponsorships, or partnering with nearby businesses or recreation organizations can help support financial sustainability while reinforcing demand management goals.

### Evaluate performance based on access and experience

Evaluation should prioritize access outcomes, equity, reliability, and user experience rather than focusing solely on traditional productivity measures. Pilot services offer valuable opportunities to learn who is being served, how services are used, and where improvements are needed.

### Plan for adaptation over time

Park access transit services should be designed to evolve. Demand may change as awareness grows, land use shifts, or partnerships develop. Flexible service models and clearly defined decision points allow implementors to adapt services while maintaining alignment with broader transportation, equity, and environmental goals.

## Mobility hub implementation

Implementing regional mobility hubs requires balancing transportation goals with real-world constraints related to funding, site conditions, land use context, and institutional coordination. Most communities are not starting from a blank slate; they are adapting existing transit stops, park-and-ride lots, activity centers, or redevelopment areas into more integrated multimodal places. The Appendix J, Mobility Hub Implementation Toolkit provides a companion resource to Metro's Livable Streets Design Guide for the broader roadway. The toolkit is a hands-on resource for cities, counties, developers, planners, and other local partners with the goal of helping communities conceptualize, design, and deliver mobility hubs that strengthen multimodal connections and support an integrated regional network. It also offers practical guidance for creating and expanding a connected network of mobility hubs across the region and highlights best practices for identifying and prioritizing hub locations, designing and optimizing sites, securing funding, forming partnerships, and more. The following key recommendations are included to support regional and local implementation of mobility hubs.

### Pilot to test performance and demonstrate demand

Mobility hubs should be implemented through a sequence of pilots, retrofits, and capital upgrades rather than waiting for full funding or redevelopment. Quick-build improvements — such as temporary wayfinding, modular seating, micromobility parking, or curb reallocation — allow agencies to test configurations and demonstrate value early. These initial investments can

then transition into permanent infrastructure as demand, funding, and redevelopment opportunities materialize.

### Retrofit existing transportation assets

Many communities already have locations functioning as informal multimodal nodes, such as transit centers, park and rides, or activity districts. Focusing on enhancing these sites with targeted improvements (e.g., secure bike parking, safer pedestrian access, pickup/drop-off organization, and other customer-facing enhancements) allows agencies to expand multimodal access quickly and cost-effectively while laying the groundwork for future build-out.

### Integrate mobility hub elements into development and redevelopment cycles

New development, streetscape projects, and transportation investments provide key opportunities to embed hub infrastructure as part of routine project delivery. By coordinating early with developers and capital project teams, jurisdictions can secure space for shared mobility, real-time information, and public amenities without requiring stand-alone projects, reducing costs and ensuring hubs evolve alongside land use changes.

### Establish cross-agency governance and partnerships for delivery and operations

Because hubs span public right-of-way, transit facilities, and private services, implementation depends on clearly defined roles among local governments, transit agencies, property owners, and mobility providers. Formal agreements should address infrastructure ownership, operations, maintenance, and performance expectations to ensure hubs function as seamless, shared assets rather than fragmented facilities.

### Manage curb space as flexible transportation infrastructure

Effective hubs rely on intentional curb management to balance pickup/drop-off activity, micromobility parking, transit access, and pedestrian safety. Using adaptable treatments, such as time-of-day regulations, modular materials, and pilot designations, allows agencies to respond to real-world usage while preserving flexibility to adjust as travel patterns evolve.

### Plan for long-term operations, maintenance, and performance monitoring

Mobility hubs must be actively managed to remain safe, legible, and functional. Each site should include a defined operations and maintenance framework, life-cycle cost considerations, and performance tracking tied to local mobility goals. Ongoing evaluation enables agencies to refine layouts, expand successful elements, and adapt to emerging transportation technologies and user needs.

Taken together, these strategies will help anchor mobility hubs as an evolving regional network of multimodal places delivered through partnerships, incremental investment, and integration with everyday planning and development activity.

## Areas for further refinement

To move from concept to delivery, partner agencies should focus on a small set of enabling actions that remove institutional and regulatory barriers to implementation. These actions are less about redefining the vision and more about establishing the legal, operational, and funding mechanisms that allow mobility hubs to be delivered incrementally, integrated into development, and managed consistently across jurisdictions. Actions to facilitate mobility hub implementation include the following:

### Securing site control through partnerships and agency coordination

Identifying and securing discrete mobility hub sites will serve as the foundation for future mobility hub projects within the region. Additional work is needed to establish clear pathways for securing sites for hub elements within the public right-of-way, transit property, and private development. This may include easements, development agreements, or interagency memoranda of understanding to ensure long-term access and responsibility for hub infrastructure.

### Establish the technology framework

Develop standardized agreements with micromobility providers, transportation network companies, and transit agencies to share anonymized usage data and coordinate digital tools. A regional mobility technology consortium model could help reconcile multiple platforms, support performance monitoring, and ensure interoperability across jurisdictions.

### Update local land use codes to define and enable mobility hubs

Jurisdictions should formally define mobility hubs and allow associated uses (e.g., shared mobility, pickup/drop-off zones, mobility parking) within zoning and development codes. The approach used by Bend, which established flexible mobility zones and codified permitted hub elements, provides a model for enabling incremental implementation through regulatory acceptance.

### Adopt flexible curb management policies and enforcement tools

Regional jurisdictions and agencies should develop policies that allow creative use of curb space for multimodal access, including time-of-day regulations, pilot designations, and enforceable loading/mobility zones. Consistent rules across the region will support predictable operations and user experience.

### Establish sustainable funding and cost-sharing models

Identify capital and ongoing revenue sources, including local and regional transportation funds, grants, development monies, and potential sponsorship models, while clearly assigning responsibility for maintenance and life-cycle costs.

Together, these actions form the institutional pathway to implementation, allowing communities to advance from planning to phased deployment while maintaining flexibility to adapt hubs over time.

## Cross-cutting actions

This section outlines key implementation-focused next steps that Metro and its regional partners can take to advance CCT, mobility hubs, and related access strategies identified in this study. Rather than restating analysis, challenges, or policy context discussed elsewhere in this report, these recommendations focus on roles that Metro can play as a regional convener, coordinator, and technical resource. The recommendations are intended to support near- and medium-term implementation while allowing flexibility for local context, funding availability, and evolving transit needs.

### Clarify Metro's role in advancing CCT

Metro should continue to formalize its role as a regional convener and enabler of CCT implementation, rather than as a direct service sponsor. By supporting coordination, information-sharing, and implementation readiness among transit providers, park agencies, and local jurisdictions, Metro can help ensure that CCT services function as part of a cohesive regional system. This role is particularly important for services and mobility hubs that cross jurisdictional boundaries, connect to HCT, or involve multiple implementing partners.

### Enable implementation through standard tools and guidance

To reduce barriers to delivery and promote consistency across the region, Metro should develop standard tools that partners can use during implementation. This includes creating templates for memoranda of understanding or intergovernmental agreements to support mobility hub development, operations and maintenance, clarifying roles related to site control, cost-sharing, data exchange, and long-term stewardship. In addition, Metro should develop concise implementation guidance to help jurisdictions integrate CCT and mobility hub elements into transportation system plans, transit development plans, corridor studies, and capital projects without prescribing specific service decisions.

### Support program integration and incremental delivery

Metro should leverage its existing programs to support incremental implementation of CCT and mobility hub elements. Integrating these elements into transportation system management and operations and TDM grant programs can allow jurisdictions to implement smaller, phased improvements such as wayfinding, curb management, or first/last-mile connections that collectively strengthen the regional transit system. In parallel, Metro's RTO program should continue to identify opportunities to improve visibility and understanding of existing and new shuttle and CCT services, particularly in locations where awareness — not service availability — is a key barrier to use.

## Advance access, affordability, and inclusion

Metro and partners should continue to advance access and affordability through targeted program improvements and advocacy. This includes advocating for expansion of Oregon's state-sponsored vanpool program eligibility to allow participation by community-based and Tribal organizations, enabling these entities to sponsor services for their members in addition to employees. Where fixed-route transit or new CCT service is not viable in the near term, Metro should support expansion of transportation wallet programs — such as TriMet's Hogan pilot — or similar approaches to address affordability and first/last-mile gaps. Metro should also support partners in ensuring that new services and mobility hubs fully support the transportation needs of people with disabilities, including the use of accessible vehicles, coordination with existing ADA and paratransit services, and by incorporating accessibility in hub design and information.

**An important note on application and service accessibility**

Community members expressed a number of considerations for transit providers using phone applications for scheduling and/or providing information about service:

- Strive to provide more flexibility in same-day booking.
- Ensure routes, schedules, and service changes are up to date and that real-time arrival estimates and/or information is accurate and understandable.
- Provide clear information about stop locations.
- Incorporate trip-planning information (especially for trips with transfers).
- Ensure wait times are reliable and reduced where possible to be more truly on-demand.
- Consider that not all people can see, hear, or read and comprehend information in the same way, and ensure information is translated. The following are examples of inclusive communication tools:
    - Maps and images that are accessible for people with color-blindness.
    - Audio description and notification capability.
    - Reminder notifications.
- Offer a helpline to assist with access, providing language assistance and options for scheduling that include messaging in addition to phone calls.

### Improve coordination and system consistency

To support a seamless rider experience across the region, Metro should provide a forum for coordination among transit providers related to fare integration, affordable fare programs, GTFS participation, trip planning, and wayfinding. A standing regional forum for transit provider coordination focused on operational alignment — such as schedules, service changes, shared facilities, and contracting approaches — distinct from funding-driven processes could be beneficial as well. This forum can help reinforce a one-system approach to transit delivery across the region.

### Track outcomes and define what comes next

As CCT, parks access improvements, and mobility hubs are implemented incrementally, Metro should work to pilot and refine performance measures focused on access, equity, connectivity, and utility of the service. These measures should support learning and adaptation. Metro should also clearly define future phases of work needed to advance implementation, such as corridor-level studies, pilot evaluations, funding strategy development, and updates coordinated with future RTP cycles.

### Funding research and advocacy

Metro should continue to support partners in exploring new or unique funding opportunities, as well as serving as a venue for organizing and advocating for funding for the CCT services discussed in this report. Several specific funding strategies are listed in prior sections. Additionally, as a direct funder of some investments, Metro itself can guide its own programs and project selection criteria to support the desired outcomes of this study.

## MOVING FORWARD

CCT has an important role in strengthening the region's transportation system by addressing access gaps that fixed-route transit alone cannot efficiently serve, as well as connecting people to the fixed-route system. As this study demonstrates, CCT services — when thoughtfully planned, integrated, and coordinated — can expand access to jobs, education, healthcare, parks, and other essential destinations while reinforcing the effectiveness of the broader transit network.

A central theme of this study was the importance of advancing a **one-system approach to transit**. Riders experience the regional transportation network as a whole, not as a collection of separate providers or service types. CCT, fixed-route bus and rail, mobility hubs, park shuttles, and shared mobility options are most successful when they function as interconnected parts of a cohesive system. Continued coordination across providers, jurisdictions, and programs is essential to deliver a seamless, legible, and equitable experience for people traveling throughout the region.

The study identified specific **opportunity areas** where CCT can meaningfully improve access today or in the future, informed by data analysis, partner input, and public engagement. These

opportunities are not prescriptive projects, but rather a framework to guide decision-making as conditions, funding, and community needs evolve. Advancing these opportunities will require balancing near-term implementation with long-term flexibility, recognizing that service types may change over time as land use, travel demand, and transit networks continue to grow and adapt.

Implementation of CCT and mobility hubs will depend on **strong regional coordination and shared responsibility**. Metro's role as a convener and technical resource is particularly important in supporting alignment across jurisdictions, facilitating consistent practices, and integrating CCT services into regional planning and funding programs. Local partners — including transit agencies, counties, cities, park agencies, and community organizations — will continue to lead in designing, funding, and operating services that reflect local context and priorities.

Looking ahead, advancing ideas described in this report will require continued attention to **equity, accessibility, and affordability**. The study underscores the need to center equity communities in implementation decisions and to ensure that new services and facilities are accessible to people with disabilities, responsive to community input, and supportive of affordable transportation options. Pilot projects, incremental implementation, and performance monitoring provide opportunities to learn, refine approaches, and ensure that investments are delivering benefits.

Finally, this study establishes a foundation for **future phases of work**. Ongoing coordination, further corridor and site-specific analysis, pilot projects, and updates aligned with the RTP will be needed to translate the study's findings into actions. By continuing to work collaboratively and approaching transit as an integrated regional system, Metro and its partners can advance a flexible and resilient CCT network that supports regional goals for equity, mobility, climate action, and access to opportunity.

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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

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# Appendix A

## Public Engagement Summary

# Appendix A: Engagement Summary

## Community Connector Study

June 2026

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Support is available for addressing participation barriers due to disability or language. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m., weekdays). Allow three business days in advance to receive accommodation. Metro offers language assistance in up to 180 languages. Call 503-797-1804 and allow five business days in advance to receive language accommodation.

## Metro is the federally mandated metropolitan planning organization

designated by the governor to develop an overall transportation plan and to allocate federal funds for the greater Portland region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. The Metro Council and JPACT act together as the MPO policy board.

**Project website:** https://www.oregonmetro.gov/projects/community-connector-transit-study

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3. Milestone 3 Adelante Mujeres Listening Sessions Report
4. Milestone 3 Upstream Access Workshops Report
5. Milestone 3 Barbie’s Village Native Community Workshop Summary
6. Transit Working Group Meeting Summaries

# Introduction

This report provides a high-level summary of the engagement that was conducted to support the Community Connector Transit (CCT) Study. Findings from the study will inform changes to the 2028 Regional Transportation Plan (RTP).

The project team organized or participated in several outreach activities, and the feedback from these activities informed the CCT Study. This summary lists these outreach activities, outlines the groups of community members, stakeholders, and regional leaders that were involved, and summarizes the salient points of feedback received through the planning process.

Outreach for the CCT Study was built on a foundation of past public and stakeholder outreach initiatives for plans and projects, including the 2009 HCT Plan, 2018 Regional Transit Strategy and 2023 Regional Transportation Plan, among others. The project team considered this feedback and engagement when deciding how to tailor outreach efforts for the CCT Study.

## Engagement goals

The CCT Strategy Update had the following engagement goals:

1. **Review relevant engagement feedback:** Conduct a literature review of past feedback related to transit priorities from around the region to assess how to expand and deepen engagement.
2. **Process equity**: Prioritize engagement with underserved and vulnerable groups to ensure their feedback is considered in the planning process. This includes conducting interviews with key nonprofits and community members early in the project to gather input.
3. **Early and deliberate engagement with community-based organizations (CBOs) and transportation advocacy non-profits**: Strengthen existing and building new partnerships with underrepresented communities by engaging CBOs and transportation advocacy organizations at the start of the project and organization. This includes understanding how best to collaborate and achieve engagement goals, recognizing their limited resources and busy schedules.
4. **Business engagement:** Conduct outreach and interviews to gather insights, address shared concerns, and explore opportunities for mutual benefit, ensuring businesses are part of shaping solutions in tandem with the broader community.

5. **Coordination with ongoing outreach processes**: Work with Metro, TriMet, and other regional partners to align engagement efforts with existing outreach activities, maximizing efficiency and reducing logistical burdens.
6. **Clear communication:** Ensure that all communications with partners and the community are clear and effective, facilitating collaboration and supporting shared recommendations, including communicating beyond the end of this project to report back to participants how input was incorporated into the study.

## Engagement milestones

The engagement process was organized by five major milestones, which aligned with the development phases of the CCT Study. The outreach approached intentionally differed to match the desired outcomes for each milestone and, where possible, to leverage information provided by community through prior engagement efforts that asked about transit and transportation needs.

The milestones are described here and detailed further below:

- **Milestone 0** introduced the CCT study.
- **Milestone 1** focused on understanding the regional transit context and best practices, reconsidering the future and establishing a guiding framework.
- **Milestone 2** assessed network needs and opportunities, re-envisioned the future local transit network, and explored adding connected mobility hubs.
- **Milestone 3** assessed the readiness of regional investment opportunities based on the policy framework and developed the strategy, supporting tools, and strategic partner actions to support the vision.
- **Milestone 4** described the local transit context, opportunities, and vision and outlined actions that partners can take to support and expand local transit service in a report.

# Engagement approach

## Engagement participants

The following agencies and groups were engaged throughout the course of the CCT Study.

## Local, regional and State agencies

- Clackamas County: Department of Transportation and Development and Health Services Department
- City of Beaverton
- City of Cornelius
- City of Forest Grove
- City of Gresham
- City of Happy Valley
- City of Hillsboro
- City of Milwaukie
- City of Portland: Portland Bureau of Transportation (PBOT), Bureau of Planning and Sustainability and Parks Department
- City of Troutdale
- City of Tualatin
- City of Vancouver
- Confederated Tribes of Siletz Indians: Portland Area Office and Grand Ronde Area Office
- C-Tran
- Multnomah County
- State of Oregon: Department of Health Services (ODHS) and Department of Transportation (ODOT)
- Ride Connection
- SMART
- Southwest Washington Regional Transportation Council (RTC)
- TriMet
- Washington County

## Standing committees

- Community Connector Study Transit Working Group (TWG)

- Transportation Policy Alternatives Committee (TPAC)
- Metro Technical Advisory Committee (MTAC)
- Joint Policy Advisory Committee on Transportation (JPACT)
- Metro Policy Advisory Committee (MPAC)
- Committee on Racial Equity (CORE)
- Committee on Disability Inclusion (CODI)
- East Multnomah County Transportation Committee (EMCTC)
- East Multnomah County Transportation Committee (EMCTC) Technical Advisory Committee (TAC)
- Clackamas County Coordinating Committee (C4)
- Clackamas County Coordinating Committee (C4) Metro Subcommittee
- Clackamas County Small Transit Providers
- Clackamas County Youth Action Board
- Washington County Coordinating Committee (WCCC)
- Washington County Coordinating Committee (WCCC) Technical Advisory Committee (TAC)
- ODOT Region 1 Area Commission on Transportation

## Community groups and nonprofit and educational organizations

- Adelante Mujeres
- Barbie's Village
- Bienestar
- BRIDGE Housing
- Catholic Charities of Oregon
- Central City Concern
- Centro Cultural
- Clackamas Community College
- Climate Solutions
- Community Development Partners

- Community Partners for Affordable Housing
- David Douglas High School's Indigenous Student Union (ISU) and Native American Parent Advisory Committee (NAPAC)
- Explore Washington Park
- Future Generations Collaborative
- Go Lloyd
- Hacienda CDC
- Home Forward
- Impact NW
- IRCO
- Latino SUN Network
- Lewis and Clark College
- Metropolitan Family Service
- Mt. Hood Community College
- Native American Youth and Family Center (NAYA)
- Oregon Environmental Council
- Portland Community College (PCC)
- REACH Community Development
- Rosewood Initiative
- The Street Trust
- Unite Oregon
- Upstream Access

## Businesses and business groups

- Clackamas County Business Alliance
- Columbia Corridor Association
- East PDX Chamber
- ecoShuttle
- Intel

- Nike
- Palindrome Properties
- Portland Metro Chamber
- Washington County Chamber: Transportation Council

## Engagement activities

The CCT Study gathered feedback through the following engagement activities.

- **Regular updates and feedback collection:** Through meetings and workshops with standing committees, the project continuously gathered input and refined strategies based on feedback. Metro provided periodic updates and sought feedback from key standing advisory and coordinating committees to ensure continuous input and alignment with the project goals.
- **Focus groups and interviews:** To gather in-depth feedback from specific community groups and interested parties, the project team conducted focus groups and small group interviews to obtain detailed insights and address specific concerns related to transit policies and services.
- **Online engagement for members of the public:** The project team provided written and graphic information and storytelling to build awareness and understanding through Metro's website, social media and transportation interested parties' lists.
- **Transit provider workshops:** Workshops, co-convened with each county, were held to facilitate dialogue between transit providers and other participants and focus on collaborative solutions and strategies.
- **Community events:** To encourage broad community involvement, the project team hosted inclusive events strategically chosen to represent geographical diversity across the tri-county region, ensuring a wide range of community voices are heard. These events were a mix of in-person or internet-based events to ensure they were accessible to the community and could include locations like affordable housing.

| CCT Study Public and Stakeholder Engagement | |
|---|---|
| **Activity** | **Events** |
| Survey | 1 online survey (in three forms) asking about community transit needs:<br>• English and Spanish versions<br>• Native Community-specific version (including a paper form for greater accessibility)<br>Broadly shared via Metro and partner news, newsletters and social media. Direct postcard outreach to community-based organizations, business chambers, employer commute partners, Safe Routes to School administration staff, affordable housing sites, county health services offices, regional youth organizations, and tribal resource centers. |
| Tabling Events | 8 activities held at events focused on equity communities (multilingual, people with disabilities, and the Native Community<br>9 events where project survey and information were shared |
| Partnerships with Community-Based Organizations | 2 accessible online workshops led by Upstream Access for members of the disability community<br>2 Spanish language workshops (online and in-person) led by Adelante Mujeres<br>3 Native Community workshops at the Portland Siletz Tribal Office and at Barbie's Village (in partnership with Future Generations Collaborative)<br>Additional feedback invited on an early draft of the study report. |
| Business Engagement | 2 presentations with regional chambers of commerce (Washington County and East Portland)<br>3 chambers shared a feedback form by newsletter (Clackamas County Business Alliance, Portland Metro Chamber, Columbia Corridor Association)<br>Additional feedback invited on an early draft of the study report. |
| Agency Partner Review | 3 meetings with Clackamas County small transit providers<br>2 workshops with transit agency and local partners<br>1 online review period for transit agency and local partners<br>10 meetings with the Transit Working Group |
| Advisory Committee Meetings | meetings with WCCC TAC<br>meetings with WCCC<br>meetings with CTAC<br>meetings with C4 Metro<br>meetings with EMCTC TAC<br>meetings with EMCTC<br>1 meeting with R1 ACT<br>1 meeting with CORE<br>2 meetings with CODI<br>5 meetings with TPAC<br>5 meetings with MTAC<br>4 meetings with JPACT (plus one email update)<br>3 meetings with MPAC<br>3 Metro Council Work Sessions (plus one email update) |

# Milestone 0: Introduction

In Milestone 0, the project team introduced the CCT Study and gathered early feedback about the proposed study approach from local, regional and State agencies, particularly through standing committees.

## Summary of feedback

During engagement for Milestone 0, the following themes emerged: coordination between service providers, transit gaps and accessibility, funding challenges, data and community development, and engagement. Key takeaways for each theme are described below.

### Coordination between service providers

- It is important to improve collaboration between different transit providers to close service gaps, especially for super commuters, seniors, industrial workers and under-served areas within the existing transit system. The following providers were explicitly mentioned: West Link (North Plains), GroveLink (Forest Grove), SMART (Wilsonville), Yamhill Transit, Rethink Your Drive & C-Tran (Vancouver).
- It is important to focus on subregional needs so as to not duplicate regional services.
- It is challenging to coordinate between different government agencies, especially across urban, suburban and rural boundaries.

### Transit gaps and accessibility

- There are existing geographic and temporal service gaps, especially in suburban and industrial areas (e.g., Rivergate, Columbia Corridor).
- There is a need to implement routes to connect to essential services (e.g., senior centers, grocery stores, etc.).
- There needs to be considerations for scheduling and time-of-day needs, not just service areas.

### Funding challenges

- There are concerns about over-reliance on the competitive Statewide Transportation Improvement Fund (STIF) program. Jurisdictions want to identify other direct funding sources and are curious about funding for rural or less-resourced communities and whether implementation will fall on the city or county level.

- There were suggestions to possibly combine funding or collaborate with current large transportation infrastructure projects and affordable housing work already underway.
- There were suggestions made regarding linking fare payment systems.

### Data and community development

- There is a need for community-informed decision-making and gathering lived experience from actual transit users to help shape the project. Transit users should receive compensation for their input, and planners could go on community-led tours of transit users' commutes.
- There is interest in planning/visioning for the future beyond what current travel data/capacity shows.

### Engagement

- The following groups were suggested as necessary for engagement:
  - CBOs that engage with Ride Connection and TriMet's Transit Equity Committee
  - Industrial job markets identified in the 2040 Freight Plan, specifically Rivergate and the Columbia Corridor Association
  - Rethink Your Drive (i.e., a re-emerging C-TRAN program)
  - Local community colleges, specifically Portland Community College, Clackamas Community College and Mt. Hood Community College

## Engagement activities

**Table 1** lists the activities for Milestone 0 that were conducted from October to November 2024.

### Table 1. Milestone 0 Engagement Activities

| Activity | Purpose | Date |
|---|---|---|
| TWG Meeting #1 | Kick off the CCT Study. Discuss work and engagement plans and policy considerations. | October 1, 2024 |
| EMCTC TAC meeting | Introduce CCT Study and discuss work plan. | October 2, 2024 |

| Activity | Purpose | Date |
|---|---|---|
| C4 TAC meeting | Introduce CCT Study and discuss work plan. | October 3, 2024 |
| WCCC TAC | Introduce CCT Study and discuss work plan. | October 3, 2024 |
| TPAC meeting | Introduce CCT Study and discuss work plan. | October 4, 2024 |
| WCCC meeting | Introduce CCT Study and discuss work plan. | October 14, 2024 |
| EMCTC meeting | Introduce CCT Study and discuss work plan. | October 14, 2024 |
| C4 Metro Subcommittee meeting | Introduce CCT Study and discuss work plan. | October 16, 2024 |
| MTAC meeting | Introduce CCT Study and discuss work plan. | October 16, 2024 |
| JPACT meeting | Introduce CCT Study and discuss work plan. | October 17, 2024 |
| TWG Meeting #2 | Revise existing conditions inventory, preview and discuss lessons learned and best practices review approach, and continue policy considerations discussion. | November 6, 2024 |
| Clackamas Counties Small Providers Inventory Review | Review existing conditions inventory. | November 6, 2024 |
| Transit Provider Workshop #1 | Introduce the CCT Study and hear initial feedback on lessons from providers of community connector or “first/last mile” transit services. | November 12, 2024 |
| MPAC meeting | Introduce CCT Study and discuss work plan. | November 13, 2024 |

# Milestone 1: Context and Framework

Milestone 1 was designed to understand the regional context and best practices, reconsider the future and establish a guiding framework.

The project team asked the following questions:

- What lessons have we learned from early implementation?
- What role should community connectors play in the region?
- Where are there existing gaps and current challenges or opportunities?

To help answer these questions, the project team engaged advisory committees, hosted transit provider workshops, developed a summary report of past feedback, implemented an online survey, and developed fact sheets about the project. Feedback received through these activities is described below.

## Summary of feedback

During engagement for Milestone 1, the following themes emerged: study support, accessibility challenges and needs, funding and investments, equity and inclusion, communication and engagement, and mobility hubs. Key takeaways for each theme are described below.

### Study support

- The CCT Study is deeply appreciated by local and regional partners.

### Accessibility challenges and needs

- People with disabilities need reliable and timely transportation options, including for urgent yet non-emergency medical appointments.
- Service schedules often do not align with user needs. Expanded hours and flexible service are needed, especially for older adults and youth.
- The mandate preventing shuttles from stopping at transit centers needs to be adjusted so that people with disabilities that use shuttles can reach the stops they need.
- Transit service does not reach certain key destinations, such as senior centers, major employment sites, hospitals and regular access clinics, childcare, social services, shelters and food banks. There is also a need for more north-south connections.

- Navigating phone conversations can be difficult for some people living with disabilities. Email or texting is more accessible for them.

## Funding and investments

- Funding challenges and service cuts raise concerns about implementation.
- Complications with STIF eligibility can limit participation and disproportionately impact smaller or rural jurisdictions.

## Equity and inclusion

- Equity populations do not like to be *targeted* but rather *emphasized*, *prioritized*, or *engaged*.
- Some clients feel unsafe using certain services, such as free medical shuttle services, possibly due to language barriers. Cultural competency is an important part of this service.
- It is important to recognize that different service markets and community needs vary significantly,
- It is important to consider other types of disabilities such as sensory input and auditory.

## Communication and engagement

- There are concerns by transit agency partners about the term *on demand*. Supported terminology includes demand-based, on request, reservation-based, schedule on demand and demand-response.
- There is a need to better articulate how transit investments are funded, deliver economic and community benefits, and improve stability and resilience, particularly for youth and older adults.
- There is a need to clearly define and communicate Metro's role and how local jurisdictions and providers shape prioritization decisions.

## Mobility hubs

- Consider transit-oriented development locations and micro-mobility ridership when determining the locations of mobility hubs.
- There is uncertainty about how mobility hubs are defined and the appropriate scale of sites where hubs should be located.

- Important design considerations include the typology of the mobility hub, safety and perceived safety, and placemaking elements.
- Mobility hubs should be flexible and responsive to the needs and priorities of specific communities. For example, some communities may prefer bicycles over scooters or other micromobility options.
- The types of surrounding businesses and land uses should be considered when identifying possible mobility hub locations.
- Mobility hub planning should account for varying travel patterns, including shift work and other nontraditional travel hours.
- Wayfinding is an extremely important component of mobility hubs, particularly for hubs located in town centers or neighborhood centers.
- Charging infrastructure should be separated by mode or purpose (e.g., bike charging, EV charging, cellphone charging, etc.). Electric vehicle (EV) charging should be located furthest away from mobility hubs and pedestrian facilities should be placed closest.
- Mobility hubs should include the following: charging for mobility devices, restrooms, seating at different heights to support accessibility (i.e., it can be difficult to get up or sit down at wrong height), emergency plans, adequate lighting at night, clear and accessible wayfinding (including features for people with visual or cognitive impairments) and information systems that go beyond color-coded approaches to support people with color-blindness.

## Engagement activities

**Table 2** lists the activities for Milestone 1 that were conducted from January through May 2025.

### Table 2. Milestone 1 Engagement Activities

| Activity | Description | Date |
|---|---|---|
| TWG Meeting #3 | Continue the policy discussion with new insight from best practices that will help inform the potential roles for community connectors in an updated transit vision, introduce the opportunity area criteria and assessment approach, and describe the plan for | January 22, 2025 |

| Activity | Description | Date |
|---|---|---|
| | winter/spring partner and community engagement. | |
| TWG Meeting #4 | Continue review and discussion of the opportunity area criteria and assessment methodology, review and discuss the mobility hub location criteria, preview the proposed approach for developing the mobility hub toolkit and highlight next steps. | February 26, 2025 |
| CORE meeting | Ask for input on applying Metro's Racial Equity Framework on the CCT Study and project staff's benefits and burdens analysis and associated study actions. | March 6, 2025 |
| Metro Council work session | Discuss policy framework and vision considerations. | April 1, 2025 |
| TWG Meeting #5 | Close the loop on how TWG feedback led to revisions to the mobility hub location criteria and opportunity area assessment methodology, talk about next steps for completing the assessment and the approach to integrating feedback, review and discuss the draft mobility hub toolkit, and provide an update on public outreach related to community connector opportunities. | April 2, 2025 |
| EMCTC TAC meeting | Provide an update on the CCT Study around developing the policy framework, the proposed opportunity area and mobility hub assessment methodologies, and the planned engagement approach. | April 2, 2025 |
| CTAC meeting | Provide an update on the CCT Study around developing the policy framework, the proposed opportunity area and mobility hub assessment | April 3, 2026 |

| Activity | Description | Date |
|---|---|---|
| | methodologies, and the planned engagement approach. | |
| WCCC TAC meeting | Provide an update on the CCT Study around developing the policy framework, the proposed opportunity area and mobility hub assessment methodologies, and the planned engagement approach. | April 3, 2025 |
| TPAC meeting | Provide an update on the CCT Study and get feedback on the developing policy framework, the proposed opportunity area and mobility hub assessment methodologies and the planned engagement approach. | April 4, 2025 |
| WCCC meeting | Provide an update on the CCT Study around developing the policy framework, the proposed opportunity area and mobility hub assessment methodologies, and the planned engagement approach. | April 14, 2025 |
| EMCTC meeting | Provide an update on the CCT Study around developing the policy framework, the proposed opportunity area and mobility hub assessment methodologies, and the planned engagement approach. | April 14, 2025 |
| MTAC meeting | Provide an update on the CCT Study and get feedback on the developing policy framework, the proposed opportunity area and mobility hub assessment methodologies and the planned engagement approach. | April 16, 2025 |
| C4 Metro subcommittee meeting | Provide an update on the CCT Study around developing the policy framework, the proposed opportunity area and mobility hub assessment methodologies, and the planned engagement approach. | April 16, 2025 |

| Activity | Description | Date |
|---|---|---|
| MPAC meeting | Provide an update on the CCT Study and get feedback on the developing policy framework, the proposed opportunity area and mobility hub assessment methodologies and the planned engagement approach. | April 23, 2025 |
| ACT meeting | Provide an update on the CCT Study and get feedback on the developing policy framework, the proposed opportunity area and mobility hub assessment methodologies and the planned engagement approach. | May 1, 2025 |
| CODI meeting | Discuss the roles community connectors should play in increasing access to transit in the region, how mobility hubs can make accessing transit more convenient and comfortable for people of all abilities, and other important considerations in ensuring transit is accessible for people with all abilities. | May 13, 2025 |
| JPACT meeting | Provide an update on the CCT Study and get feedback on the developing policy framework, the proposed opportunity area and mobility hub assessment methodologies and the planned engagement approach. | May 15, 2025 |

# Milestone 2: Assessment and Vision

Milestone 2 was designed to assess network needs and opportunities, re-envision the future local transit network, and explore adding connected mobility hubs.

To guide engagement, the project team asked the following questions:

- How can the vision capture the specific needs of communities in the region?
- How can the vision address the needs of equity communities?
- What is most important to consider when identifying priorities?

To help answer these questions, the project team engaged advisory committees, hosted transit provider workshops, led community and business focus groups and interviews, conducted community event outreach, distributed an online survey and developed fact sheets.

## Summary of feedback

During engagement for Milestone 2, the following themes emerged: support for connectors, challenges and concerns, community and regional needs, opportunity areas, service coverage and connectivity, and mobility hubs assessment. Key takeaways for each theme are described below.

### Support for connectors

- There is strong support for the CCT Study, including the purpose and project approach. There is desire to position the plan as aspirational yet realistic, balancing a long-term vision with limitations on funding and setting clear expectations about implementation.
- There is also strong support for community connector services, especially as a more feasible and cost-effective way to expand transit coverage beyond traditional fixed-route service.

### Challenges and concerns

- Funding constraints are a primary concern. There is some uncertainty about how projects will be implemented and sustained given limited resources.
- Local and regional partners recognize the complexity of implementation, including governance, operations, and coordination challenges across the region.
- There are concerns about reliance on programs like the Statewide Transportation Improvement Fund (STIF) to fund projects, especially because some jurisdictional partners find the STIF program challenging.
- Many community members recognized the shuttle when shown an image yet are unsure of how to use the service or whether they are eligible.
- Many community members expressed concerns about safety, costs and accessibility, especially for people who use mobility devices.
- Community members face the following challenges with current public transportation: limited transit schedules, traveling at night, accessing transit in rural and remote areas, a lack of affordable options, navigation issues, family travel and a need for bike racks or space for bikes on shuttles.

- There are concerns that public transit is not keeping pace with growth from development.

## Community and regional needs

- There is interest in integrating community connectors into the broader regional transit system, including inclusion in Trip Planner, integration with existing payment systems, and stronger connections to TriMet services.
- There is a need for clearer cost information, including order-of-magnitude cost estimates, to help decisionmakers prioritize investments.
- Community members expressed the need for expanded and more reliable transit access, multilingual services and interpreters for essential communication (e.g., calling for shuttle service), more information about existing services (including how much they cost and where they can go), improved school accessibility, increased storage and space capacity for mobility devices and service dogs on shuttles, additional support for people living with disabilities, safety measures, rider advocates and expanded service on nights and weekends.
- Shuttle service to natural areas, like Blue Lake Park and Multnomah Falls, as well as to rural communities is desired by community members.
- **Service provided on more days of the week and during more times of the day.** Native community members need to access parks and natural areas the most on weekends and holidays when they have time off work and/or events generally take place, yet these days have the most gaps in service. Additionally, many Native community members need more service to industrial sites and native services (e.g., Auntie's Place) earlier and later in the day to reach shift work jobs and resources.
- **More information and communication.** Most participants were not aware that there are free community connectors already operating in the region, yet they were excited to learn that they do exist and would like to see more of them in the future. Many recommended more information and/or more promotion of existing information online.

## Opportunity areas

- Jurisdictional partners asked for visibility into scoring and transparency about definitions of identification criteria (e.g., safe access to parks).
- With TriMet service cuts, Tualatin/Sherwood Road has become a transit desert and is an area with high demand for transit.
- From City of Tualatin, expansion of areas into Oregon City.

- There is a desire for additional shuttles and greater transit connection in the Fairview opportunity area. There are more needs west of 221st and near property developing along Fairview Parkway.
- Possible to look at changes to TriMet line 84 for the Gresham opportunity area instead.

## Service coverage and connectivity

- Community members are interested in using community connectors to access schools and nearby destinations.
- Community members identified Aloha (from 185th to 170th) as a major service gap, with long walks to bus stops and few transit options, and TV Highway Corridor was noted as a high-demand route with insufficient bus frequency, especially on weekends.
- Community members shared suggestions where they would like to see additional shuttle service: Portland International Airport, Columbia Corridor, Recovery Works Northwest, Amazon warehouse in North Portland, medical facilities and clinics, between Cornelius and the Hillsboro airport, and group homes and assisted care facilities.
- There were requests to improve or add transit security to bus and MAX stops, and recommendations for MAX expansion and additional transit connectivity between neighborhoods and key destinations like the airport and downtown Portland.

### Native communities

- Native communities would like to see more connections to key organizations and locations serving urban Native community members. NAYA, NARA, Auntie's Place, Mamook Tokatee, the Northwest Regional Re-entry Center, and other organizations provide housing and other resources and services to the community, were strongly emphasized for connector transit. There are also significant barriers for elders in particular to reach the Confederated Tribes of Siletz Indians Portland Area Office, including long transit travel times with transfers, uphill walking distance from the closest office bus stop and a lack of safe crossings on SW Barbur.
- Native communities would also like to see more connections to parks and natural areas, including Metro-owned parks. Native community members are experiencing transportation gaps directly impacting their culture, including for gathering medicine, fishing and participating in events and celebrations typically held in the summer and fall (e.g., Metro's Annual Salmon Homecoming, Annual Elder's Picnic, and powwows). Key sites included Metro-owned Parks (e.g., Blue Lake and Oxbow

Regional Parks, Chinook Landing) and other parks in Multnomah County (e.g., Delta Park, Marine Park) and Clackamas County, particularly near Oregon City (e.g., Dodge Park).

- Native communities need connections to more regional neighborhoods. Native community members experience gaps in getting between places like work, school and home. Key areas and destinations include sites in north and east Portland (e.g., New Columbia) and Multnomah County (e.g., Rockwood, Gresham), Foster-Powell, and Clackamas County (e.g., Clackamas Community College, Clackamas and Eastport Plazas).
- Native communities also need connections to more industrial jobs. Native community members need more access to living wage jobs located along the Columbia Corridor and Marine Drive in North Portland (e.g., United Salad) and Fairview and Troutdale (e.g., Wal-Mart warehouse, Amazon), as well as near I-84.

### Mobility hubs assessment

- The inclusion of some transit stops serving as hubs was appreciated by some transit providers.
- Some jurisdictional partners think there are too many constraints to make a mobility hub at Halsey and Fairview Parkway feasible.

## Engagement activities

**Table 3** lists the activities for Milestone 2 that were conducted from March 2025 through January 2026.

### Table 3. Milestone 2 Engagement Activities

| Activity | Purpose | Date |
|---|---|---|
| Tabling Session #1: Latino SUN Community Resource Fair | Introduce and discuss the CCT Study and transit needs for community members. | March 17, 2025 |
| Tabling Session #2: The Rosewood Initiative's Health and Wellness Fair | Introduce and discuss the CCT Study and transit needs for community members. | March 28, 2025 |

| Activity | Purpose | Date |
|---|---|---|
| Tabling Session #3: 2025 Mexika New Year Community Resource Fair | Introduce and discuss the CCT Study and transit needs for community members. | March 29, 2025 |
| Tabling Session #4: Clackamas Accessible All Stars and Networking Event | Introduce and discuss the CCT Study and transit needs for community members. | April 11, 2025 |
| Tabling session at 2025 David Douglas School District Powwow | Introduce and discuss the CCT Study and transit needs for Native community members. | April 18, 2025 |
| Tabling Session #5: Dia de Los Ninos | Introduce and discuss the CCT Study and transit needs for community members. | April 26, 2025 |
| Tabling session at the Second Annual Health and Resource Fair for the Confederated Tribes of Siletz Indians Portland Area Office | Introduce and discuss the CCT Study and transit needs for Native community members. | April 30, 2025 |
| Tabling Session #6: Cinco de Mayo event | Introduce and discuss the CCT Study and transit needs for community members. | May 5, 2025 |
| Survey for the Native community | Learn about transit needs for Native community members, including important destinations, time of day needs, and how to best improve access. | April to May 2025 |
| Workshop for the Confederated Tribes of Siletz Indians Portland Area Office | Introduce and discuss the CCT Study and transit needs for Native community members. | May 6, 2025 |

| Activity | Purpose | Date |
|---|---|---|
| TWG Meeting #6 | Share more information about the work done to complete the opportunity area and mobility hub assessments, review and solicit feedback on the results, and discuss the initial draft approach to prioritizing opportunities. | June 24, 2025 |
| Local Workshop #2 | Take the next step and review the refined focus areas together, which will be updated to incorporate your feedback and enhanced to provide more detail about opportunities in the identified areas. | September 11, 2025 |
| Small Transit Providers Meeting | Take the next step and review the refined focus areas together, which will be updated to incorporate your feedback and enhanced to provide more detail about opportunities in the identified areas. | September 24, 2025 |
| TWG Meeting #7 | Describe the new project schedule including new anticipated dates for remaining milestones, debrief takeaways from feedback provided at the Local Workshop and discuss proposed revisions to the focus areas, review and solicit feedback on the draft Transit to Parks Strategy, and introduce the approach to developing recommendations for community connector service governance. | October 14, 2025 |
| EMCTC TAC meeting | Share an update on a regional visioning exercise, which includes a mobility hub toolkit and a parks transit strategy. | November 5, 2025 |
| WCCC TAC meeting | Share an update on a regional visioning exercise, which includes a mobility hub toolkit and a parks transit strategy. | December 4, 2025 |
| TPAC meeting | Discuss refinements to the identified focus areas, parks and mobility hub opportunities to | December 5, 2025 |

| Activity | Purpose | Date |
|---|---|---|
| | best align with local plans and efforts, approach for classifying the focus areas based on needs and readiness, and strategies for engaging with business and community members on the opportunities. | |
| WCCC meeting | Share an update on work toward refining opportunities, reflecting local perspectives, and recommending engagement strategies to support the CCT Study. | December 15, 2025 |
| EMCTC meeting | Share an update on a regional visioning exercise, which includes a mobility hub toolkit and a parks transit strategy. | December 15, 2025 |
| C4 Metro Subcommittee meeting | Share an update on a regional visioning exercise, which includes a mobility hub toolkit and a parks transit strategy. | December 17, 2025 |
| MTAC meeting | Discuss refinements to the identified focus areas, parks and mobility hub opportunities to best align with local plans and efforts, approach for classifying the focus areas based on needs and readiness, and strategies for engaging with business and community members on the opportunities. | December 17, 2025 |
| JPACT meeting | Discuss refinements to the identified focus areas, parks and mobility hub opportunities to best align with local plans and efforts, approach for classifying the focus areas based on needs and readiness, and strategies for engaging with business and community members on the opportunities. | December 18, 2025 |
| TWG Meeting #8 | Discuss refinements to the opportunity areas made in response to agency and committee feedback, initial priority classification, and | January 26, 2026 |

| Activity | Purpose | Date |
|---|---|---|
| | next steps for engaging community on the outcomes; describe revisions to the Mobility Hub Implementation Toolkit based on partner feedback; provide an overview of the draft governance strategy; preview the report outline; and hear next steps. | |

**Other activities**

Additionally, while not specifically focused on the CCT Study, additional events tabled by Metro staff and local agency partners provided opportunities to ask participants about their experiences using transit and identify transit gaps and needs through the online survey. These events included:

- Portland Youth and Elders Meeting (NAYA, March 2025)
- Wood Village Easter Egg Hunt (Wood Village, April 2025)
- Oregon Active Transportation Summit (Portland, April 2025)
- Breakfast on the Bridges (Portland, April 2025)
- Cycle Oregon Community Block Party (Portland, April 2025)
- Head Start Fiesta Celebration (Mount Hood Community College, May 2025)
- Bike Beaverton (Beaverton, May 2025)
- Clackamas County Bike to Work Day (Clackamas Town Center, May 2025)

# Milestone 3: Priorities and Tools

Milestone 3 was designed to prioritize regional investment opportunities based on the policy framework and develop the strategy, supporting tools and strategic partner actions to support the vision.

To guide engagement, the project team asked the following questions:

- Do the readiness outcomes reflect the right priorities for the region?
- Will the identified opportunities meet the needs of equity communities and advance other regional goals, such as reducing the region's climate impacts?
- What is the best way to get information about any new transit service to community?

To help answer these questions, the project team engaged advisory committees, led community and business focus groups and interviews, conducted community event outreach, distributed an online survey and developed fact sheets.

## Summary of feedback

During engagement for Milestone 3, the following themes emerged: awareness and accessibility, service coverage and connectivity, scheduling challenges and needs, safety concerns, transit access for specific demographics, connector service type preferences, information and wayfinding, and mobility hubs. Key takeaways for each theme are described below.

### Assessment of opportunity areas

- Support was expressed for the Cully area access shuttle to be considered near term and for continued focus at the two East County opportunity areas in Fairview and Gresham.
- **Cully (M1):** Many people have medical appointments in this opportunity area. Travel from southeast Cully to northeast Cully is difficult. Multiple transfers and routes that go around destinations make travel challenging.
- **North Portland Peninsula (M2):** This opportunity area is seen as a great opportunity for community connectors and operation during all days of the week makes sense. There is a desire for more frequency for community connectors in warmer months for access to natural areas as well as closer drop-offs to natural areas for users with mobility devices.
- **Fairview (M7):** A significant priority for this opportunity area is Blue Lake, particularly north of Sandy to Blue Lake in the summer. Service is desired for all days of the week.
- **South Beaverton (W1):** Though there is already a Ride Connection service in this opportunity area, it is not accessible to all. Community connectors could fill time gaps for bus service in this area.
- **Hillsboro/Aloha (W4):** Medical services and natural areas in this opportunity area are a priority. Weekend service is needed.
- **Gresham/Hogan (M8):** People would like access to as many parks as possible, especially ones that have paved access, such as Gradin Sports Park. High schools are also a priority.

## Awareness and accessibility

- Many people who were engaged were not aware of available connector services in areas where they expressed a need. A lot of community members only associate transit with TriMet.
- Long blocks, infrequent bus stops, steep hills, and a lack of sidewalks or safe pedestrian or bike crossings in areas of consistent heavy traffic make accessing transit difficult in certain areas, especially for those living with disabilities.
- Outreach to the Latinx voices in East County will be critical.
- A lack of driver training on transfers, communication (including ASL, AAC, and other methods), and rider safety and disability awareness contributes to rider discomfort.
- There are concerns about outdated or inaccurate information in apps, difficulty locating stops or planning trips, and a need for improved tools, such as a dedicated app for community-based transportation options.
- There are limited affordable alternative travel options for people with disabilities, especially those who use mobility devices. Oftentimes, they are unable to reserve a taxi, Uber or Lyft with wheelchair access, making these options unreliable or inaccessible. On transit, there are rules about which mobility devices are allowed, and there is frequently insufficient space for mobility devices on crowded transit vehicles.
- Communication barriers add difficulty to complex navigation and transportation systems. These include outdated or inconsistent information, unreliable real-time updates, and inaccessible formats, languages, or technology.

## Service coverage and connectivity

- Community members expressed gaps in transit providing access to community hubs, grocery stores, shopping centers, health and recovery facilities, parks and recreation areas throughout the region.
- Specific places in the region that were mentioned: Cascade Station, Fairview, Forest Grove, Kiliver Armory (for powwows), Portland International Airport, Powell Valley, Rockwood, South Willamette, West Linn and industrial areas for work.
- Better transit connections are needed between Gresham and Northeast Portland, Portland and Clackamas County, Clackamas County and Damascus,

## Scheduling challenges and needs

- Common scheduling challenges include rides filling up early and no same-day or last-minute options, making it difficult for people to be flexible and independent.
- Infrequent and indirect service can make traveling by transit difficult or unpleasant compared to more direct modes.
- Long travel times and transfers can impact employment. Sometimes a delay in one transit vehicle can cause workers to be late to work or miss their shift entirely.
- Workplaces have different shift schedules and shuttle service is needed for those commuting home after work for all shift times, not just those working daytime shifts. Those who work evening, late night or early morning shifts find taking transit challenging due to transit schedules.
- The transportation system in the region seems to be structured to support essential trips but not full participation in social, cultural and recreational activities.
- Transit access is limited for evening events (e.g., community events, live entertainment, etc.), weekend activities, recreational trips and travel outside of the Portland metropolitan area, including nearby cities like Seattle.
- Programs like Ride Connection operate on limited days (e.g., Tuesday through Thursday).
- Traveling by transit during holidays can be challenging.

## Safety concerns

- The current political climate causes stress for many who solely rely on public transit.
- Public transportation feels increasingly unsafe for people who rely on it for travel. Children have witnessed unsafe and disrespectful behaviors that scare them. Other transit users have faced sexual or verbal harassment, experienced bike theft, or been exposed to drug exchanges, drug use, paraphernalia or drug-related medical emergencies.
- Poor lighting, inadequate pedestrian and bicycle infrastructure, vandalism and trash at certain transit stops, and heavy and fast traffic in some areas contribute to participants feeling unsafe or intimidated when accessing transit or walking or biking to their destinations.
- Community members have safety concerns during transit rides, including rough driving, drivers unable or unwilling to adjust seating configurations, rude or

dismissive behavior towards riders using mobility devices, and inconsistent availability of accessible seating and space for mobility device users.

- Community members would feel safer with well-lit stops, reduced wait times and increased staff or security on transit routes.
- Community members expressed that the lack of door-to-door service makes them feel unsafe. They emphasized the need for door-to-door service where possible.

## Transit access for specific demographics

- Deviated routes are particularly important for older adults living in the region.
- There is a need for better engagement with local and regional businesses to learn from their perspectives and to partner on opportunities to connect businesses to transit.
- Transit for youth needs to be safe and reliable for access to activities and community resources. Oftentimes, some youth need to travel to/from events without an adult present.
- The Cully neighborhood is home to a significant number of mobile homes where many veterans and elders reside, where there is an expressed challenge in accessing groceries.
- People using mobility devices, such as wheelchairs and walkers, expressed accessibility needs not being met with respect to meeting needs for frequently traveled location and destinations.

## Connector service type preferences

- Community members seem very interested and optimistic about how shuttles could meet their transit needs.
- Some community members suggested that improvements being made to existing transit service could meet their transit needs, including extended service hours, additional stops, and increased frequency.

## Information and wayfinding

- More outreach is needed to build greater awareness of Community Connector Transit options and understanding of eligible trip purposes.
- Some community members have expressed the need for easier transit pass fare attainment or re-loading, especially during the weekends when transit offices are closed.

- Suggested methods to increase awareness of new connectors include the following:
  - Partnering with community groups, businesses, business associations and chambers of commerce
  - Integrating information about Community Connector Transit options on TriMet maps
  - Using social media to share information about transit services, including Facebook and Discord
  - Developing a promotional campaign with a reward program for frequent riders
  - Advertising and sharing information at recovery providers, powwows, Title 7 and school programs, community events and resource fairs.

## Community needs

- Transportation must support full participation, not just essential trips. Systems must align with real-life schedules, including the full duration of social events, and expanded service hours (evenings/weekends) and broader coverage areas are critical.
- Flexible, same-day transportation options are needed to support independence and spontaneity.
- Safety must be addressed holistically – before, during, and after travel.
- Accessibility must be embedded system-wide, including driver training, communication access, and inclusive policies around mobility devices. Accurate, accessible, and real-time navigation tools are essential.
- Affordability and policy changes are needed to reduce barriers.
- Transportation is directly tied to social connection, emotional well-being, and quality of life. Without meaningful improvements, current systems will continue to reinforce isolation, inequity, and exclusion.

## Mobility hubs

- Utilizing private developers to provide space or infrastructure for mobility hubs is a good option to supplement limited capital budgets. Incentives like density bonuses can be used to encourage developers to integrate mobility hub options.

### Suggestions for final report

- Change '*proposed prioritization'* section to '*investment opportunity readiness'* to highlight how services might be delivered in different environments rather than focus on prioritization.
- Recognize that funding streams for capital projects and operations are different.

## Engagement activities

**Table 4** lists the activities for Milestone 3 that were conducted from February to May 2026.

### Table 4. Milestone 3 Engagement Activities

| Activity | Purpose | Date |
|---|---|---|
| East Portland Chamber of Commerce meeting | Seek input on the CCT opportunity areas identified during Phase 1 of the CCT study, focusing on how accurately these areas reflect actual travel patterns, key destinations and community needs, and which to prioritize given limited funding and capacity. | February 18, 2026 |
| Listening Session #1: Upstream Access | Introduce and discuss the CCT Study and transit needs for community members. | February 23, 2026 |
| Columbia Corridor Association phone interview | Introduce and discuss the CCT Study and transit needs of the business community. | March 2, 2026 |
| Native Community Workshop #1 at Barbie's Village | Seek input on the CCT opportunity areas identified during Phase 1 of the CCT study, focusing on how accurately these areas reflect actual travel patterns, key destinations and community needs, and which to prioritize given limited funding and capacity. | March 5, 2026 |
| Listening Session #2: Upstream Access #2 | Introduce and discuss the CCT Study and transit needs for community members. | March 6, 2026 |

| Activity | Purpose | Date |
|---|---|---|
| Listening Session #1: Adelante Mujeres (in-person) | Introduce and discuss the CCT Study and transit needs for community members. | March 12, 2026 |
| Listening Session #2: Adelante Mujeres (virtual) | Introduce and discuss the CCT Study and transit needs for community members. | March 13, 2026 |
| Washington County Chamber of Commerce Transportation Council meeting | Seek input on the CCT opportunity areas identified during Phase 1 of the CCT study, focusing on how accurately these areas reflect actual travel patterns, key destinations and community needs, and which to prioritize given limited funding and capacity. | March 23, 2026 |
| Native Community Workshop #2 at the Nesika Illahee housing complex | Seek input on the CCT opportunity areas identified during Phase 1 of the CCT study, focusing on how accurately these areas reflect actual travel patterns, key destinations and community needs, and which to prioritize given limited funding and capacity. | April 1, 2026 |
| CODI meeting | Discuss the most important opportunity areas and the needs of different communities across the region, including key destinations and how and when these communities travel. | April 14, 2026 |
| 2026 David Douglas Intertribal Powwow tabling event | Seek input on the CCT opportunity areas identified during Phase 1 of the CCT study, focusing on how accurately these areas reflect actual travel patterns, key destinations and community needs, and which to prioritize given limited funding and capacity. | April 17, 2026 |
| CCT Study Transit Working Group Meeting #9 | Hear a report out on feedback from community outreach, review additional refinements to the opportunity areas and their | April 20, 2026 |

| Activity | Purpose | Date |
|---|---|---|
| | prioritization in response to that feedback; discuss the draft report; and note next steps. | |
| EMCTC TAC meeting | Provide an update on how community feedback and additional workgroup work have refined opportunity areas for the CCT Study. | April 29, 2026 |
| WCCC TAC meeting | Provide an update on how community feedback and additional workgroup work has refined opportunity areas for the CCT Study. | April 30, 2026 |
| C4 TAC meeting | Provide an update on how community feedback and additional workgroup work has refined opportunity areas for the CCT Study. | April 30, 2026 |
| TPAC meeting | Provide an update on the CCT Study and gather input on whether the opportunity area readiness results meet community needs and reflect regional goals, refining the recommendations included within the governance strategy to best align with desired outcomes, and providing guidance for how the study report could best provide a framework to support future implementation. | May 1, 2026 |
| WCCC meeting | Provide an update on how community feedback and additional workgroup work have refined opportunity areas for the CCT Study. | May 18, 2026 |
| C4 Metro subcommittee meeting | Provide an update on how community feedback and additional workgroup work have refined opportunity areas for the CCT Study. | May 20, 2026 |
| MTAC meeting | Provide an update on the CCT Study and gather input on whether the opportunity area | May 20, 2026 |

| Activity | Purpose | Date |
|---|---|---|
| | readiness results meet community needs and reflect regional goals, refining the recommendations included within the governance strategy to best align with desired outcomes, and providing guidance for how the study report could best provide a framework to support future implementation. | |
| JPACT meeting | Provide an update on the CCT Study and gather input on whether the opportunity area readiness results meet community needs and reflect regional goals, refining the recommendations included within the governance strategy to best align with desired outcomes, and providing guidance for how the study report could best provide a framework to support future implementation | May 21, 2026 |

# Milestone 4: Actions and Report

Milestone 4 was designed to describe the local transit context, opportunities and vision and outline actions partners can take to support and expand local transit service in a final report for review.

To guide engagement, the project team asked the following questions:

- Is there anything else we should consider to set us up to implement the Vision?
- How can we best work together to expand community connector service in the region?
- What should we look at more closely for areas of future study?

To help answer these questions, the project team engaged advisory committees, produced fact sheets and a summary report, and provided opportunities to review the report online and by email.

## Summary of feedback

During initial partner agency engagement for Milestone 4, the following themes emerged: transit costs and partnerships. Key takeaways for each theme are described below.

Milestone 4 also included introduction and review of the draft report by Metro's advisory committees prior to a request for action. Feedback from those discussions are highlighted in the associated meeting summaries posted online.

### Transit costs

- The shuttles should cost $95 to $125 per hour, rather than only $100 per hour, to align closer to smaller providers.

### Partnerships

- SMART is considering partnering with Metro on Graham Oaks to allow access to the Oaks Park after hours. They are also considering partnering with Metro on other sites as well.

## Engagement activities

**Table 5** lists the activities for Milestone 4 that were conducted from May to September 2026.

### Table 5. Milestone 4 Engagement Activities

| Activity | Description | Date |
|---|---|---|
| Emails to business and community partners previously engaged | Invited review of the draft report and highlighted how each group's prior feedback was specifically incorporated | May 20, 2026 |
| Small Transit Providers Meeting | Provide an update on how feedback refined opportunity areas for the CCT Study and review the report recommendations. | June 10, 2026 |

| Activity | Description | Date |
|---|---|---|
| CCT Study Transit Working Group Meeting #10 | Discuss changes made to the report and recommendations based on feedback and next steps for action and incorporation as part of the 2028 RTP update. | June 11, 2026 |
| MTAC meeting | Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update. | July 15, 2026 |
| MPAC meeting | Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update. | July 22, 2026 |
| *EMCTC TAC meeting* | *Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update.* | *September 9, 2026** |
| WCCC TAC meeting | Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update. | September 10, 2026 |
| *C4 TAC meeting* | *Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update.* | *September 10, 2026** |

| Activity | Description | Date |
|---|---|---|
| TPAC meeting | Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update. | September 11, 2026 |
| *EMCTC Meeting* | *Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update.* | *September 14, 2026** |
| WCCC meeting | Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update. | September 14, 2026 |
| *C4 Metro subcommittee meeting* | *Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update.* | *September 16, 2026** |
| JPACT meeting | Introduce the draft report and recommendations and next steps for action and incorporation as part of the 2028 RTP update. | September 17, 2026 |

* *Potential presentation at the meeting, to be confirmed.*

**Metro works with communities across greater Portland to plan and manage public services and systems that cross city and county lines.**


**Metro Council President**

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**Metro Councilors**

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POINTNORTH

Date: May 19, 2025

To: Ally Holmqvist, Senior Transportation Planner, Metro

From: Monica Santos-Pinacho, Director of Community Engagement, Point North
Amanda Hart, Project Coordinator, Point North

Subject: Community Connector Transit Study: Milestone 2 Community Engagement Summary

---

This memo provides a summary of the community engagement that was conducted to support Milestone 2 of the Community Connector Transit (CCT) Study. The project team organized or participated in many different outreach activities focused on identifying regional location needs for community connectors, particularly to address where there are gaps in the transit network today. This summary lists these outreach activities, outlines the communities and groups that were involved, and summarizes the feedback received through the process.

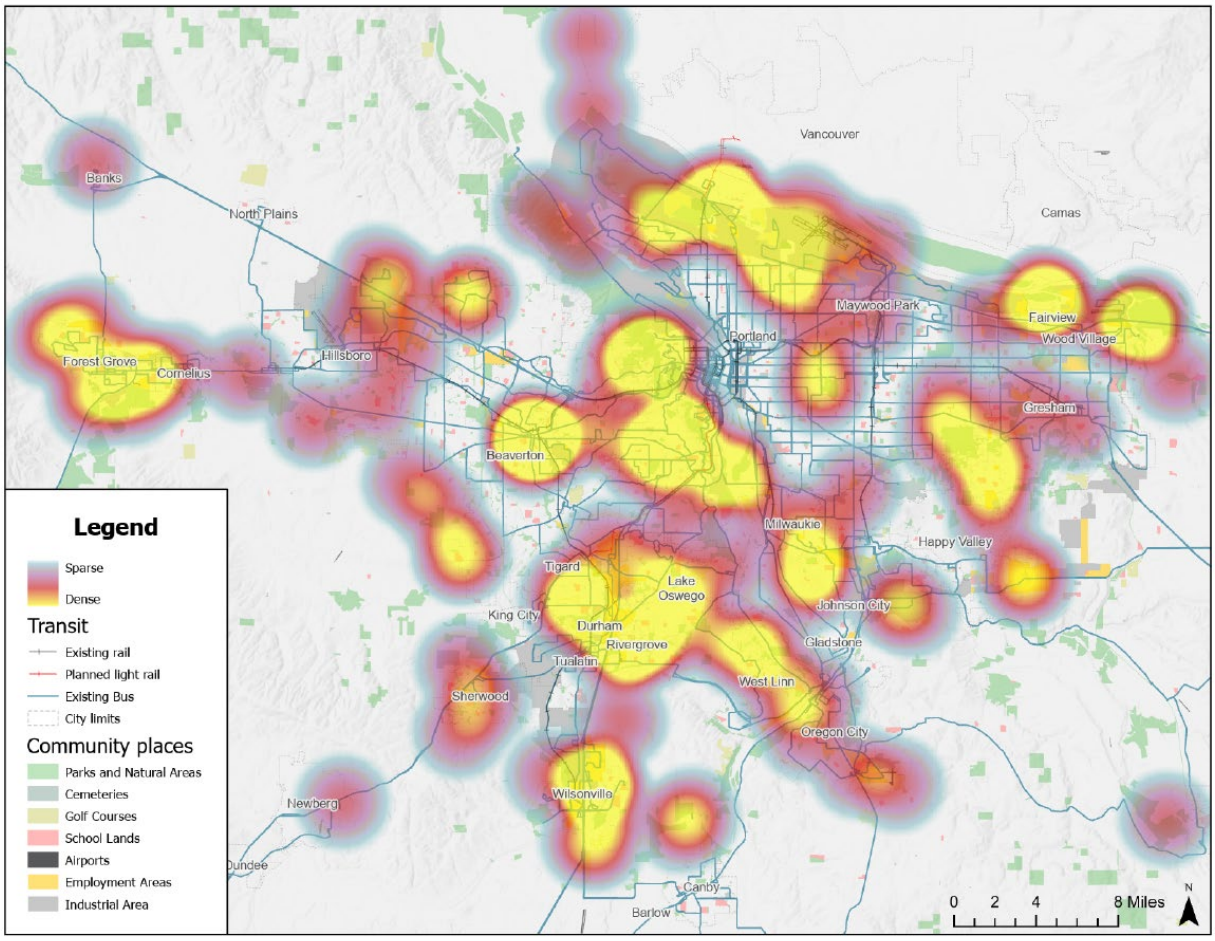
The information within this memo will be incorporated into a broader Public Engagement Summary covering engagement activities and feedback from all communities across the four project milestones that will be included as an Appendix to the final study report.

## Community Engagement Overview

Broad regional outreach was solicited through an online map activity promoted through a paid campaign on Metro's social media, shared with community by local partners on the study's Transit Working Group, and shared by affordable housing and social services providers with their networks. Community members noted **152 destinations** where community connectors could provide more transit access, including **parks and natural areas**, **industrial job centers** and **schools**. **Neighborhood connection needs** identified included south of Powell Boulevard and Pleasant Valley, western Clackamas County, south Wilsonville and Charbonneau, Forest Grove, Cooper Mountain and Bethany. Some needs identified by community members are in locations already well-served by transit and highlight the need for m**ore convenient connecting hubs** or areas already served by community connectors and highlight the need for **more service information and marketing** through Transportation Demand Management Programs. Community members also expressed challenges related to a**ccessing transit stops and stations on foot or by bicycle**, especially those who are older and/or have disabilities or who need to reach destinations located in areas of the region where **hills create additional challenges**.

- Notable comments included:
  - *"Clackamas Industrial Area is major destination not served well by transit now."*
  - *"Wilsonville to Sherwood is nearly impossible by bus and they are neighbors."*
  - *"B Street Trail Trailhead (north end). The trailhead is not easily accessible on foot."*
  - *"There is a significant hill to get down to the park."*

**Figure 1. Locations of Transit Gaps Identified through Online Community Feedback**




Coupled with the online map activity, the project team also participated in eight community events throughout March, April and May 2025. The events took place across Multnomah County (five events), Washington County (two events) and Clackamas County (one event), and resulted in **over 539 interactions** with community members. Interactions included English and Spanish-speaking individuals and families, older adults and youth/students, individuals living with or experiencing disabilities, BIPOC and several staff and volunteers from CBOs in the areas of the transit study.

Overall, there was **positive sentiment** on the transit study, and most people expressed enthusiasm and an interest in community connectors (e.g. *"This is a great thing to focus on!", "This is a great idea because gas is so expensive", "I need this!"*). While most individuals drove a car or did not rely on public transit for their daily commute, many shared that they opted for public transit (particularly the MAX/light rail) when commuting to places like downtown Portland, the Oregon Zoo, and the airport where parking is limited/expensive and it is more convenient than driving.

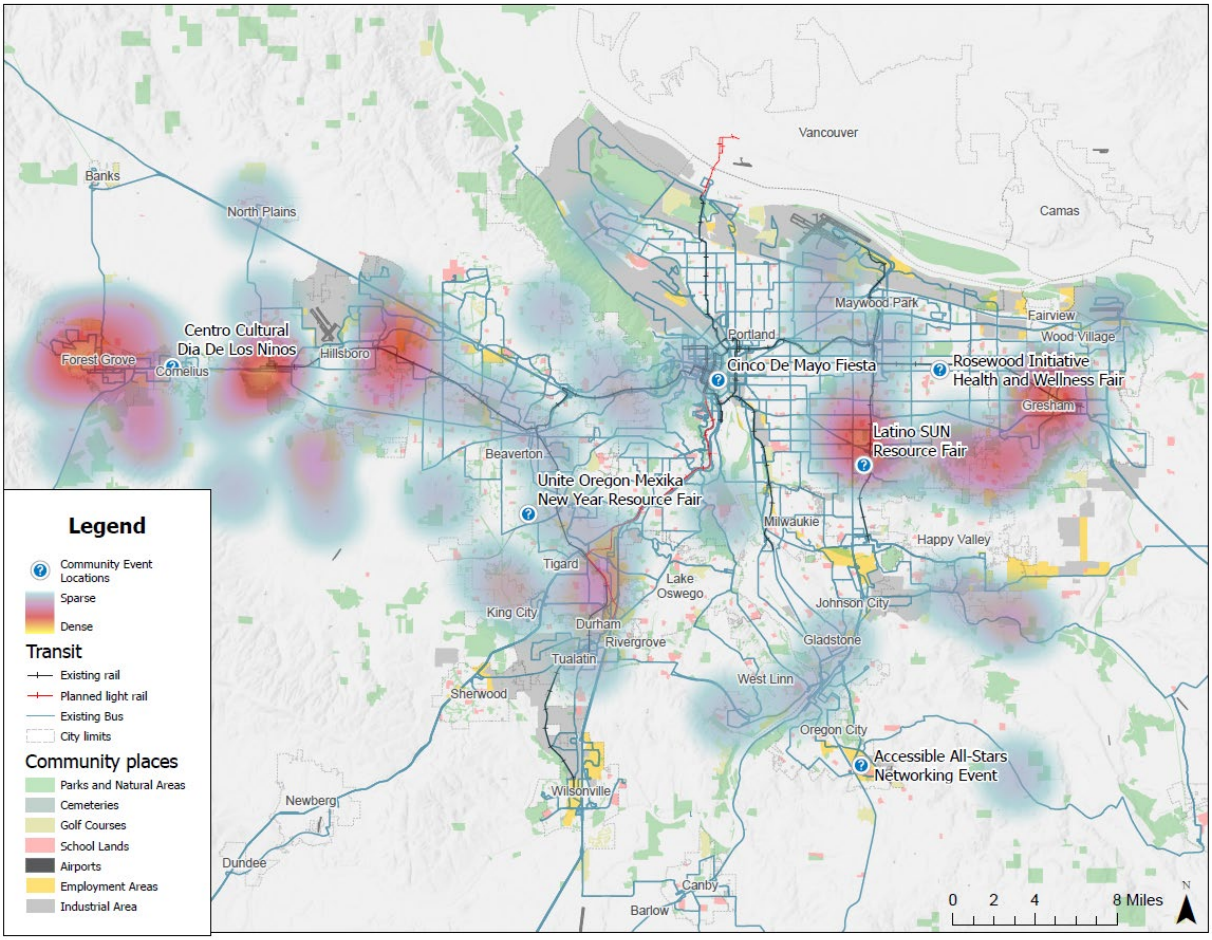
Several community members called out the **need for transit/shuttle expansion** in rapidly developing areas, large industrial/service areas and business districts, rural and natural areas,

and other areas that are lacking transit connectivity. Others called out **accessibility needs and areas of improvements** particularly for those who cannot drive, including long stretches to transit stops that have steep ramps or hilly terrain; improved connectivity and schedule expansion to schools, planning additional capacity for people with disabilities, mobility devices and service dogs; accounting for accessibility issues during construction improvements; improving safety measures and transit security; and providing multilingual services to communicate shuttle schedule and access. Finally, the team spoke with **local CBO and public service staff and volunteers** while tabling who were enthusiastic about the transit study and offered to bring information back to their communities.

## Community Events Feedback Summaries

Below are highlights of feedback heard at community events where the project team engaged the public in-person during Milestone 2 engagement.

**Figure 2. Locations of Transit Gaps Identified through Event Community Feedback**




## Tabling Session #1: Latino SUN Community Resource Fair, March 17

The project team participated in a two-hour tabling session at Kelly Elementary School in SE Portland for the Latino SUN Program Community Resource Fair. Our team engaged with around **10 youth and adults** in both English and Spanish and the overall response from the community about the study and community connectors was positive. Many event participants said that they do not use transit today due to **concerns about safety**, but that they may be interested in community connectors particularly to provide additional **access to the school and nearby destinations**.

### Tabling Session #2: The Rosewood Initiative's Health and Wellness Fair, March 28

The project team participated in a three-hour tabling session in SE Portland at the Rosewood Initiative, where we interacted with more than **35 community members**. Our team engaged with youth and adults in both English and Spanish - along with Nepali and Rohingya/Burmese translation and interpretation support - and the overall response from the community about the study and community connectors was positive. Many community members recognized the shuttle when they saw the image on the post card; however, several noted that they didn't know how to use it or even if they were able to use the service. We heard event participants express the need for the following: **multilingual services and/or interpreters** for essential communication (i.e. calling for shuttle service), more information about the **existing transportation services** (including how much they cost and where they can go), improved **school accessibility** (to Chapman Elementary and Centennial High School), **support for people with disabilities** (such as services that could help get to a bus line), and **expanded service on nights and weekends** (i.e. Centennial High School/162nd lines).

- Notable comments heard included:
  - *"We all have to drive our kids" - Chapman Elementary parent*
  - *"South of Powell also needs more connections"*

- Key questions included:
  - *When 162nd lines stop running at night or on weekends can CCT help fill the gap?*
  - *Can the CCT take us to the bus even if I am close to one but I have a disability and can't walk to the bus line?*

### Tabling Session #3: 2025 Mexika New Yar Community Resource Fair, March 29

The project team participated in a five-hour tabling session in Beaverton at the Conestoga Recreation Center, hosted by Unite Oregon. Our team interacted with more than **28 community members** in English and Spanish, who shared the following **challenges with current public transportation:** traveling at night (particularly from the Lewis & Clark College campus), transit access in rural and remote areas, a lack of affordable transportation options, a need for safety measures and rider advocates, traffic congestion and navigability issues (92nd Ave transit station), family travel, and a need for bike racks or space for bikes on shuttles.

We connected with health care workers from the **Oregon Department of Human Service** and followed up with more study information during the event, as well as representatives from **Hacienda CDC** and **Unite Oregon** who expressed interest in sharing the information about the study with their networks.

- Notable comments heard included:
  - *"It's a long walk for them right now" - Amazon warehouse workers who are located near Top Golf*
  - *"Getting back home from Lewis & Clark Law School is difficult"*
  - *"We need fareless public transit"*

- Key questions included:
  - *What is the cost of the shuttle?*
  - *Is proof of transit fare required to take the shuttle?*

### Tabling Session #4: Clackamas Accessible All Stars + Networking Event, April 11

The project team participated in a three-hour tabling session in Oregon City at the Clackamas Community College Wacheno Welcome Center, in partnership with the Inclusive Career Advancement Program (ICAP). Our team interacted with more than **27 community members**, many of whom are experiencing or permanently living with a disability. Visitors shared the need for **expanded and more reliable transit access** (particularly in Estacada, Athey Creek Middle School, Pleasant Valley, Redland Road and SE International Way), **accessibility challenges for wheelchair users** (i.e. steep ramps on Sandy trolleys, infrequent service, and hilly terrain), **safety concerns** (particularly at the Rockwood Park & Ride lot), **challenges with limited transit schedules**, and **concerns around cost and Park & Ride accessibility** (with the close of the Gresham P&R lot).

The team followed up with Bradley Boe from **Independent Living Resources**, who connected us with a coworker, Ryan Skelton, who uses a wheelchair, has a service dog and relies on public transit for work commuting. Ryan shared that lately there's been a large amount of **public transit construction** that has been disruptive to his regular commute, adding about a half hour of commute time both ways. This has led to a lot more demand on buses during rush hour, particularly during rush hour, and he recommended **increasing storage and space capacity** for individuals with disabilities, mobility devices, and service dogs in future transit planning. He also recommended **shuttle services to natural areas** like Blue Lake Park and Multnomah Falls, as well as shuttles to **rural communities** (i.e. areas in the Gladstone region).

Additionally, we identified opportunities to collaborate with the **Estacada school district** and **Clackamas Community College (CCC) resource officers** to expand transit study awareness

and feedback. We followed up with CCC about their upcoming Summer Connections Celebration for a potential tabling opportunity during Phase 2 engagement.

- Notable comments heard included:
  - *"This is a great idea because gas is so expensive"*
  - *"This is a great thing to focus on!"*
  - *"We don't use public transit a lot but we use the Park & Ride for carpool"*
  - *"Kids would use it [public transit] if it was there" - Athey Creek Middle School parent*
  - *"Transit and health are very connected for people with disabilities because if they can access natural environments, they will use them. It's that simple."*

- Key questions included:
  - *How much does this cost?*
  - *Do you need a pass?*

### Tabling Session #5: Dia de Los Niños, April 26

The project team participated in a four-hour tabling session in downtown Cornelius, in partnership with Centro Cultural. Our team interacted with more than **236 community members** in English and Spanish, the majority of whom were families. Many were interested in learning more about the study to be able to share with their communities, since the majority of visitors primarily drove due to convenience. We heard **mixed feedback regarding Forest Grove public transit**, with several people who used the bus and MAX saying that they were satisfied with their experience and wouldn't improve anything, while others shared that the area is rapidly developing and that **public transit is not keeping pace with the growth**. Similar sentiments were shared regarding housing and school developments in Laurelwood, Beef Bend, and Scholls Ferry, as well. **Aloha (from 185th to 170) was identified as a major service gap**, with long walks to bus stops and few transit options, and **TV Highway Corridor** was noted as a high-demand route with insufficient bus frequency, especially on weekends (57 line). While many families share that they rely on cars for daily commuting, they will **use the MAX or bus to**

**go to places like the zoo or downtown Portland** because it's more convenient. In general, visitors were **positive about the MAX and many support expanding MAX lines** to Tigard and Forest Grove, especially given growing populations and traffic.

David Freas, Publicity and Outreach Librarian at the **Cornelius Public Library**, offered to post the study information at their library and shared an opportunity to table with the library at an upcoming **Cornelius Farmers Market**. Additionally, a few **volunteers from Centro Cultural** and a **staff person from the Washington County Sheriff's Office** offered to share the study with their communities. **Clean Water Services**, who also tabled at the event, expressed their enthusiasm for the study and recommended a **crosswalk at the Fernhill Watershed** 47 bus stop (by their facilities) so students have the option to take the bus there for field trips, as it currently feels unsafe to do do.

- Notable comments heard included:
  - *"I know the Forest Grove shuttle has been very helpful"*
  - *"Everything is so close by" (Cornelius)*
  - *"We take the bus in Forest Grove and like it, don't think it needs more service"*
  - *"I have a little one so taking the Max or bus is very challenging"*
  - *"This is a great idea"*
  - *"Everyone should be using public transportation"*
  - *"I don't take the bus because my mom said there are strangers and doesn't want me to"*
  - *"We should be taking more public transit"*

- Key questions included:
  - *What's the pay model like? By day/ride?*

### Tabling Session #6: Cinco de Mayo Event, May 5

The project team participated in a four-hour tabling session in downtown Portland on the final day of a four-day Cinco de Mayo festival. The event drew a broad range of people from across the Portland metro region. Our team interacted with more than **173 community members** of all ages, in English and Spanish. The majority of visitors lived within the three counties of the

transit study, though some were visiting from other Oregon cities or out of state. Many were interested to learn more about the Community Connectors and **expressed their enthusiasm for the service**, and a few people **provided suggestions** for where they would like to see additional shuttle services, including industrial areas like the **North Portland Amazon warehouse, medical facilities and clinics, Cornelius to the Hillsboro airport, and group homes/assisted care facilities**. There were requests to **improve or add transit security** to bus and MAX stops, and recommendations for MAX expansion and **additional transit connectivity between neighborhoods and key destinations** like the airport and downtown Portland.

- Notable comments heard included:
  - *"It seems like a good idea"*
  - *"That's a really cool idea"*
  - *"How do I get signed up for this?"*
  - *"I need this!"*

- Key questions included:
  - *Can a group of people use the shuttle, i.e. clients that live in an assisted care group facility and would like to coordinate group activities?*
  - *How do I sign up for this?*

### Other Activities

Additionally, while not specifically focused on the CCT Study, additional events tabled by Metro staff and local agency partners provided opportunities to ask participants about their experiences using transit and identify transit gaps and needs through the online survey. These events included:

- Wood Village Easter Egg Hunt (Wood Village, April 2025)
- Oregon Active Transportation Summit (Portland, April 2025)
- Breakfast on the Bridges (Portland, April 2025)
- Cycle Oregon Community Block Party (Portland, April 2025)
- Head Start Fiesta Celebration (Mount Hood Community College, May 2025)
- Bike Beaverton (Beaverton, May 2025)
- Clackamas County Bike to Work Day (Clackamas Town Center, May 2025)

# Memo

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Date: June 9, 2025

To: Ally Holmqvist, Senior Transportation Planner

From: Katie McDonald, Tribal Liaison
Willow Howard, Tribal Liaison

Subject: Community Connector Transit Study: Milestone 2 Tribal Engagement Summary

## INTRODUCTION

This memo provides a summary of the tribal engagement that was conducted to support Milestone 2 of the Community Connector Transit (CCT) Study. The project team organized or participated in many different outreach activities focused on identifying regional location needs for community connectors, particularly to address where there are gaps in the transit network today. This summary lists these outreach activities, outlines the native communities and tribal members and groups that were involved, and summarizes the feedback received through the process.

The information within this memo will be incorporated into a broader Public Engagement Summary covering engagement activities and feedback from all communities across the four project milestones that will be included as an Appendix to the final study report.

## TRIBAL ENGAGEMENT OVERVIEW

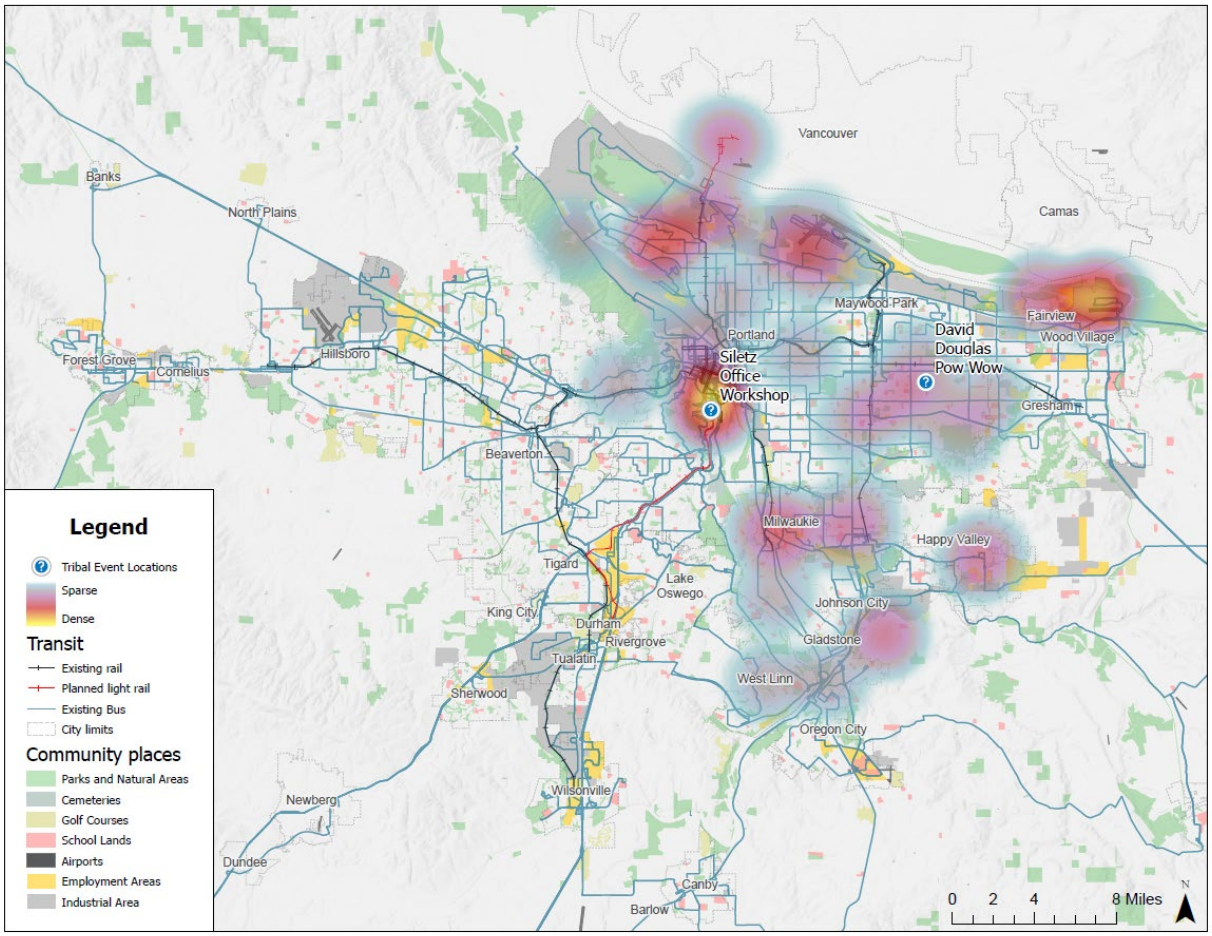
Feedback through the engagement process spanned a variety of topics, including broader requests for transit service improvements beyond connectors, suggestions for improving access to transit, and concerns about safety and fare rates. Several overarching themes relevant to the study emerged through the process. These include the need for:

- **Connections to key organizations and locations serving urban Native community members**. NAYA, NARA, Auntie's Place, Mamook Tokatee, the Northwest Regional Re-entry Center, and other organizations provide housing and other resources and services to the community, were strongly emphasized for connector transit. There are also significant barriers for elders in particular to reach the Confederated Tribes of Siletz Indians Portland Area Office, including long transit travel times with transfers, uphill walking distance from the closest office bus stop and a lack of safe crossings on SW Barbur.
- **Connections to parks and natural areas, including Metro-owned parks.** Native community members are experiencing transportation gaps directly impacting their culture, including for gathering medicine, fishing, and participating in events and celebrations typically in summer and fall (e.g., Metro's Annual Salmon Homecoming and Annual Elder's Picnic, Powwows). Key sites included Metro-owned Parks (e.g., Blue Lake and Oxbow Regional Parks, Chinook Landing) and other parks in Multnomah County (e.g., Delta Park, Marine Park) and Clackamas County, particularly near Oregon City (e.,g., Dodge Park).
- **Connections to more regional neighborhoods.** Native community members experience gaps in getting between places like work, school and home. Key areas and destinations

include sites in north and east Portland (e.g., New Columbia) and Multnomah County (e.g., Rockwood, Gresham), Foster-Powell, and Clackamas County (e.g., Clackamas Community College, Clackamas and Eastport Plazas).

- **Connections to more industrial jobs.** Native community members need more access to living wage jobs located along the Columbia Corridor and Marine Drive in North Portland (e.g., United Salad) and Fairview and Troutdale (e.g., WalMart warehouse, Amazon), as well as near I-84.
- **Service provided on more days of the week and during more times of the day.** Native community members need to access parks and natural areas the most on weekends and holidays when they have time off work and/or events generally take place, yet these days have the most gaps in service. Additionally, many Native community members need more service to industrial sites and native services (e.g., Auntie's Place) earlier and later in the day to reach shift work jobs and resources.
- **More information and communication.** Most participants were not aware that there are free community connectors already operating in the region, yet they were excited to learn that they do exist and would like to see more of them in the future. Many recommended more information and/or more promotion of existing information online.

**Figure 1. Locations of Transit Gaps Identified in Native Community Feedback**



### Native Groups and Communities Reached

- Urban Native community members
- Native community-based organizations, including:
    - NAYA
    - NARA
    - Barbie's Village
- Confederated Tribes of Siletz Indians tribal members
- Confederated Tribes of Siletz Indians - Portland Area Office
- Confederated Tribes of Grand Ronde - Portland Area Office

**Table 2. Native Outreach Activities**

| Type | Events |
|---|---|
| Survey | In addition to hard copy forms provided at the meetings, workshops, and events listed below, online participation and/or promotion included:<br>• Portland Indian Leaders Roundtable<br>• Confederated Tribes of Siletz Indians - Portland Area Office<br>• Confederated Tribes of Grand Ronde - Portland Area Office<br>• Siletz Field Trip to The Zoo<br>• Metro Missing and Murdered Indigenous Persons Day of Awareness Coffee Hour |
| Meetings and Workshops | Portland Youth and Elders Meeting<br>Confederated Tribes of Siletz Indians Portland Area Office Tribal Members Workshop |
| Public Events | David Douglas School District Powwow<br>Confederated Tribes of Siletz Indians Portland Area Office Annual Resource Fair |

## TRIBAL ACTIVITIES FEEDBACK SUMMARIES

### Survey (April to May 2025)

The Community Connector Transit study team connected with the Metro Tribal Affairs Program to identify opportunities for outreach and engagement with urban Indigenous community members in the greater Portland area. A tailored survey was created by staff and shared out to Native community-based organizations and other organizations serving or affiliated with the urban Native community. A total of 27 responses were received and included the following participants from the Native community:

- 59% identify as a man, 37% as a woman and one respondent identifies as another gender;

- 70% identify as American Indian or Alaska Native; 11% as American Indian or Alaska Native and White (Non-hispanic) race or ethnicity not listed here; 7% as American Indian or Alaska Native and Hispanic or Latino/a/; and only one respondent identifies as each American Indian or Alaska Native and Native Hawaiian or Pacific Islander, American Indian or Alaska Native, Hispanic or Latino/a/ and White (Non-hispanic) race or ethnicity not listed here, or Black or African American.
- 15% are younger (25-34), 59% are middle aged (35-64) and 26% are seniors (65+).
- 74% live in Multnomah County, 15% in Clackamas County, 7% in Clark County and one respondent lives in Washington County;
- Most use public transit, just 19% noted they do not use it and 7% did not say.
- Most (63%) also experience significant or moderate gaps in accessing transit.

Key themes and priorities shared by participants included:

- Needs locations include:
    - Native housing developments (e.g., Mamook Tokatee Apartments, Nesika Lllahee Apartments, Wy'East Plaza);
    - Neighborhoods (e.g., east Portland and Multnomah County);
    - Native community services (e.g., NAYA, including the Family Center and Auntie's Place, and NARA offices and sites, Confederated Tribes of Siletz Indians Portland Area Office, Painted Horse Recovery, Generations);
    - other social services and resources, such as food pantries and halfway houses (e.g., Northwest Regional Re-entry Center, Victory Outreach, Social Security Office, Post Office);
    - parks and recreational sites (e.g., Delta Park, Dodge Park, Oxbow Regional Park, Blue Lake Regional Park, Squamish Park, Forest Park) and cultural events;
    - medical services (e.g., Sunnyside medical center, Emmanuel Hospital, Good Sam Hospital);
    - grocery stores and shops and businesses (e.g., Winco, WalMart, Safeway, Fred Meyer);
    - schools (e.g., Parkrose, David Douglas, and Reynolds Middle and High Schools); and
    - community centers and libraries.
- When asked to choose from a list of destinations where community connectors are needed most, the majority of participants selected trips from my home to the doctor's office or medical center and to resources and programming like the library (59% each), followed by to shops and businesses and to access nature and get outdoors (48% each), work (37%), school (30%) and cultural events and gatherings (11%).
- Most participants (63%) have the greatest need for more transit service after 6PM, followed by during the work day (8-5PM, 56%) and before 7AM (26%).
- When asked to choose from a list what would help them better access community connectors, most participants selected shuttle route and schedule information at stops (67%), then more schedule information online and better signage showing how to get to the stop nearest me (56% each), more stop information online (48%), an incentive to use the bus (e.g., free or reduced fare, prizes; 44%), and advertising about new Community Connectors near me (41%). Two participants also noted that information about Community Connectors in a language other than English would be helpful.

- Other survey takeaways included an interest in more transit connections and lower wait times for transit.

Full responses from the survey are included in Attachment A.

**David Douglas School District Powwow (April 2025)**

This was an in-person tabling opportunity at the David Douglas School District's (DDSD) first annual powwow with DDSD students, families and broader urban Native community members residing in the greater Portland area in attendance. Interested participants heard an overview of the Community Connector Transit study from Metro staff and were invited to discuss the study and their connector transit needs with staff. Key themes and priorities shared by participants included:

- Needs for connector transit at Blue Lake Regional Park, Oxbow Regional Park and to Chinook Landing Marine Park. Blue Lake and Chinook Landing were mentioned as needs by multiple participants who are affiliated with a local Native canoe family who utilize these sites regularly. One member of the canoe family stressed how unsafe it is to walk or ride a bike to Blue Lake and Chinook Landing from the closest bus stop to the parks.
- One family also highlighted lack of public transportation to get to Metro owned nature parks and other public parks in Oregon City (such as Canemah Bluffs) and more broadly to multiple parks across Clackamas County. This family also expressed some gaps in getting to and from the area around Clackamas Community College based on time of day.
- Northeast Portland, Rockwood, Gresham, Fairview, Wood Village and the Foster-Powell neighborhood, colloquially referred to as "Felony Flats" by some, are areas in need of connector transit services to get between places like work, school and home.
- One family identified gaps deep in the NE Glisan and 223rd area. They described that buses don't go all the places needed nor do they operate at all the hours needed in this area.
- Connections to key organizations and locations where community-based organizations serve urban Native community members such as NAYA including multiple apartment complexes operated by NAYA, NARA including multiple NARA office locations, and others were emphasized for connector transit.
- Several participants identified a gap in transit around the David Douglas school area including the area where the powwow was being hosted.
- Safety concerns when using public transit is a common barrier among participants.
- Multiple participants had not heard of connector transit before.
- Multiple participants talked about not taking public transportation because they have jobs or family roles that can't be accommodated by the current network of public transportation – more specifically being unable to get where they need to go quickly or at all hours that transportation is needed.

**Confederated Tribes of Siletz Indians Portland Annual Resource Fair (April 2025)**

This was an in-person cultural tabling opportunity at the Confederated Tribes of Siletz Indians (CTSI) Portland Area Office annual Resource Fair. Siletz tribal members and urban Native community members who live in the greater Portland area heard an overview of the Community Connector Transit study from Metro staff. Interested participants were invited to ask questions about the study, connector transit and to discuss their connector transit needs. Key themes and priorities shared by participants included:

- Needs for connector transit at Blue Lake Regional Park, Oxbow Regional Park and to Chinook Landing Marine Park. Blue Lake and Chinook Landing were mentioned by multiple participants.
- Hope for connector transit to industrial area jobs in North Portland along Marine Drive to I-84 in Fairview was requested to help Native community in access to good paying jobs. Having connector transit that accommodates shift workers who work evenings or nights was also suggested.
- Connections to key organizations and locations where community-based organizations serve urban Native community members such as NAYA including multiple apartment complexes operated by NAYA (e.g., Mamook Tokatee), NARA including multiple NARA office locations, and others were emphasized for connector transit.
    - Auntie's Place, a family shelter operated by NAYA in Milwaukie was particularly highlighted as a location in need of connector transit services to other key support service provider organizations (such as NARA, especially the in-patient facility or healthcare services), to pick up families or persons in crisis to bring to or from the shelter at any time off day from a variety of locations, and to support residents at the facility who have 24 hour transportation needs that are not currently supported by the existing public transit infrastructure.
        - Staff mentioned a need for transit for their workers who work graveyard shift and there is no public transportation available at those hours of the day. A participant suggested 24 hours a day for connector transit to help with emergency needs. One participant flagged in their previous role as a peer support specialist that SW Portland hilly area presents significant challenge for Elders and persons with limited mobility who have to walk up or downhill to access bus stops.
- Another transit service or access needs identified by participants included faster and more frequent to get from Rockwood to downtown Portland.
- Auntie's Place staff also identified that connector transit may be a better public transit alternative for the residents and community members they serve who may have sensory or other challenges riding other public transit for long periods of time with the broader public.
- Participants who came to the table equally supported posting more information online and at or near bus stops so they could learn more about where connector transit services are available to utilize them. Participants were interested in using connector transit if available to them once they learned about it. This was also supported by Auntie's Place staff who were familiar with medical transport support services, but not community connectors.
    - A family who has recently relocated to the Portland area from their home reservation community primarily uses their own vehicles because of their

occupation (tribal fishers) and because a lot of accessible information about public transit isn't easily accessible and/or available to them.

- Safety concern when using public transit is a common barrier among participants. One participant shared an example of a racially motivated incident against a close acquaintance on public transit in Portland that has had long term impact on their desire to utilize public transit services. Another participant shared a personal observation that they used to use public transportation regularly before COVID and that since post-COVID, they have not returned to public transit ridership. Connector transit could feel like a safer public transit option to them based on how it operates.
- Several participants who came to the table also identified that lower fare access programs or other incentives for Native community members would increase access and use of public transportation.

**Confederated Tribes of Siletz Indians Portland Area Office Workshop (May 2025)**

This was an in-person workshop organized in collaboration with staff from the Confederated Tribes of Siletz Indians (CTSI) Portland Area Office. Nineteen CTSI members who live in the greater Portland area (including ten men and nine women) heard an overview of the Community Connector Transit study from Metro staff. All had experience using public transportation, with a few having missed their bus to the workshop itself. Auntie's Place, a family shelter operated by NAYA in Milwaukie, transported them to the workshop where they provided input through the hard copy survey. Participants shared and discussed the following:

- There is a need for connector transit at Blue Lake Regional Park, Oxbow Regional Park, Delta Park, Squamish Park, and Dodge Park, which host multiple cultural engagement activities or events organized by tribes and local organizations.
- Elders with disabilities and able-bodied participants in the workshop emphasized the difficulty of getting to the Siletz area office. Multiple buses and two long walking distances , as well as the unsafe crossing at SW Barbur Boulevard make it challenging for elders or disabled individuals to attend events at the area office. Participants expressed that it would be appreciated if a bus stop were added to the Siletz office.
- Northwest Regional Re-entry Center, Gresham, Troutdale, NE 80th Ave, Amazon industrial area in Troutdale, United Salad, Walmart, and shopping centers like Clackamas and Eastport Plaza, as well as New Columbia, are specific locations where there are connection needs for community members. Columbia specifically needs more stops. They noted that buses don't serve all the necessary locations or operate at the required hours in this area.
- Participants identified time constraints in the workshop as follows: Holidays and weekends (especially in parks) require more frequent service during the summer, and there are

limitations during business hours and days to the Siletz office There are cultural engagement limitations from Milwaukee to Gresham after 7:00 pm. A group of tribal members has stick games and other activities in the area and faces challenges with the current transit system.

- Connections to key organizations and locations serving urban Native community members, such as NAYA (which operates multiple apartment complexes), NARA (which has several office locations), and others, were strongly emphasized for connector transit. NAYA serves youth and high school students who need to walk long distances.
- Several participants voiced concerns about connector transit, having previously experienced issues in Columbia County with existing deviated fixed-route services. The pick-up and drop-off times were inconvenient, particularly to schedule so far in advance, and they were uncertain when they would be picked up.
- Other concerns included whether pets would be allowed and if the service would be free. Also, participants recommended discount hop cards or major businesses like Amazon to purchase transportation cards or provide other assistance to facilitate access to assist with transportation needs.

**Other Activities**

Additionally, while not specifically focused on the CCT Study, additional events and conversations provided opportunities to ask participants about their experiences using transit and identify transit gaps and needs.

- Portland Youth and Elders Meeting (March 2025) – The March Portland Youth and Elders meeting convened by NAYA included discussion of some challenges faced by Elders and residents at several NAYA apartment complexes in northeast Portland and the Cully neighborhood. Elder residents identified concerns/mobility challenges to walk to the nearest bus stops that could get them to their desired locations. They also expressed gaps in public transportation to get to and from their residences at the NAYA apartment complexes to other locations including NAYA's main campus, NARA, Blue Lake Regional Park for the Annual Elders Picnic and other cultural events and programs like powwows that happen at a variety of locations across greater Portland.
- Informal conversations with tribal staff working at the CTSI Portland Area Office over the last several months have highlighted multiple tribal members have challenges getting to their new office location on SW 1st avenue in Portland near the ramps to the Ross Island Bridge. Staff have identified a lack of close bus stops, little public parking, and the narrow hilly streets as challenges their community members face when trying to use public transit, drive or walk to and from the Portland Area Office for services. Elders who may have limited mobility or health conditions are of high interest to serve with new or increased connector transit services to the Portland Area Office. Portland Area Office manager, education program and behavioral health services staff have expressed these concerns and challenges to Metro Tribal Affairs staff in a variety of forums.

## NEXT STEPS

Input from these activities will be used to help identify opportunities for future community connector transit service that will be recommended for incorporation in the regional transit

network vision in the 2028 Regional Transportation Plan. This will result in a map of community connector opportunity areas that will go back out to the Native community for feedback as part of Milestone 3 for the CCT Study. Milestone 3 will focus on identifying which opportunities are community priorities for investment first (if new or additional funding for this type of transit is identified).

## Appendix A: Community Connector Transit Tribal Survey Form Responses

| ID | Do you experience gaps in connecting to transit? | Please list the places where you think Community Connector transit options are needed. | Please share the starting location of where you need Community Connector transit most. | Please select the locations where you need Community Connector transit most. | Please tell us what time of day you need Community Connector transit most. | What would help you better access Community Connectors near you? | Please tell us what type of public transit you currently use. | What county do you live in? | What city or town do you live in? | What is your race or ethnicity? Select all that apply | What is your gender? Select all that apply | How old are you? | Any other feedback you want to provide us about your Community Connector needs? |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Yes, I experience moderate gaps ; | NAYA Family Center, Delta Park sports complex | | | | More schedule information online; | | Multnomah | | American Indian or Alaska Native; | Woman; | 25-34 | The community needs more connections for less wait times. |
| 2 | Yes, I experience significant gaps; | Doctors office, safeway, and NARA. | Dwight Ave to NARA on [redacted] NE Hancock st Portland ORE 97212 | Trips from my home to shops and businesses; Trips from my home to care like the doctor office; | | Advertising about new Community Connectors near me; More schedule information online; | | Multnomah | | American Indian or Alaska Native; | Woman; | 65-74 | None at this time. |
| 3 | Yes, I experience significant gaps; | take kids to school | lent school | Trips with my family from our home to school or childcare; Trips from my home to work ; | During traditional work day hours 8AM - 5PM; | More stop information online; | TriMet Bus; | Multnomah | portland oregon | American Indian or Alaska Native; | Woman; | 45-54 | |
| 4 | Maybe, I need to learn more about connector transit; | Not sure | NAYA and NARA | Trips from my home to work ; | Before 7AM; | Information about how to use the shuttle to get to work from my employer; | TriMet Bus; MAX Light Rail; | Multnomah | Portland | American Indian or Alaska Native; | Woman; | 25-34 | |
| 5 | No, I do not experience gaps; Maybe, I need to learn more about connector transit; | NAYA Family Center, Parkrose High School and Middle School, David Douglas, Reynolds, | I currently do not need it | Currently so not need it ; | N/A; | More schedule information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; Information about Community Connectors in a language other than English; Information about how to use the shuttle to get to work from my employer; An incentive to use the bus (e.g., free or reduced fare, prizes); Advertising about new Community Connectors near me; | I do not use public transit; | Washington | Portland | American Indian or Alaska Native; | Woman; | 25-34 | Thank you for all the amazing work you're doing!! It is so needed, I wish I'd known when I needed this transportation service but happy it is available to those that need it! |
| 6 | Yes, I experience significant gaps; | Naya family center, school, work, community centers, grocery stores, doctors appointments, food boxes | 181st / Halsey or Reynolds high school / Reynolds middle school, Troutdale, Fairview, Gresham to Naya family center. Many of my families are unable to attend Naya family events due to transportation restrictions. | Trips from my home to work; Trips from my home to shops and businesses; Trips from my home to resources and programming like the library; Trips from my home to care like the doctor office or medical center; Community gatherings supports ;Trips with my family from our home to school or childcare; Trips from my home to access nature and get outdoors; | During traditional work day hours 8AM - 5PM;After 6PM ; | More schedule information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; Information about how to use the shuttle to get to work from my employer; An incentive to use the bus (e.g., free or reduced fare, prizes);Information about Community Connectors in a language other than English; | I do not use public transit; MAX Light Rail; | Multnomah | Portland Gresham borderline. | American Indian or Alaska Native; Hispanic or Latino/a/; | Woman; | 25-34 | Thank you for this wonderful public service! |

| ID | Do you experience gaps in connecting to transit? | Please list the places where you think Community Connector transit options are needed. | Please share the starting location of where you need Community Connector transit most. | Please select the locations where you need Community Connector transit most. | Please tell us what time of day you need Community Connector transit most. | What would help you better access Community Connectors near you? | Please tell us what type of public transit you currently use. | What county do you live in? | What city or town do you live in? | What is your race or ethnicity? Select all that apply | What is your gender? Select all that apply | How old are you? | Any other feedback you want to provide us about your Community Connector needs? |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 7 | Yes, I experience some gaps ; | NARA NW Adult Residential Treatment Center Oxbow Park | From downtown Portland to NARA NW Adult Residential. Vancouver WA to Oxbow Park. | Trips from my home to access nature and get outdoors; Trips from my home to resources and programming like the library ; | During traditional work day hours 8AM - 5PM; | More stop information online; An incentive to use the bus (e.g., free or reduced fare, prizes);Advertising about new Community Connectors near me; Better signage showing how to get to the stop nearest me; Shuttle route and schedule information at stops; | TriMet Bus; MAX Light Rail; Portland Streetcar ;C-Tran; | Clark | Vancouver WA | American Indian or Alaska Native; | Woman; | 55-64 | |
| 8 | Yes, I experience moderate gaps ; | Delta Park, Oxbow Naya | Outdoor areas such as Oxbow | Trips from my home to work ;Trips from my home to shops and businesses; Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors; | During traditional work day hours 8AM - 5PM;After 6PM ;Before 7AM; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; An incentive to use the bus (e.g., free or reduced fare, prizes); | TriMet Bus; MAX Light Rail; Portland Streetcar ; | Multnomah | Portland | American Indian or Alaska Native; | Woman; | 35-44 | |
| 9 | Yes, I experience some gaps ;Maybe, I need to learn more about connector transit; | NAYA Family Center, Mamook Tokatee, Sunnyside Medical, Blue Lake | To Constructiin. Apprenticeship program by airport | Portland Siletz office; | After 6PM ; | Advertising about new Community Connectors near me; | I do not use public transit; MAX Light Rail; TriMet Bus; Rarely take public transportation, halfway house 6000; | Multnomah | Portland | American Indian or Alaska Native; White (Non-hispanic) race or ethnicity not listed here; | Woman; | 75+ | Thank you for prioritizing transportation gaps for people of color with less financial and community resources. |
| 10 | Yes, I experience significant gaps; | 3220 SW 1st Ave..Portland Oregon 97239...Siletz Office | [redacted] SE Rhine Ct. Portland Ore 97236 | Trips from my home to resources and programming like the library ; | After 6PM ;During traditional work day hours 8AM - 5PM; | Better signage showing how to get to the stop nearest me; Advertising about new Community Connectors near me; | TriMet Bus; MAX Light Rail; | Multnomah | Portland Oregon | Black or African American; | Man; | 55-64 | This service is a game changer in helping people get to important appointments! |
| 11 | Yes, I experience moderate gaps ; | NAYA school, Painted Horse Recovery, Mamook [Tokatee apartments], Nesika Lllahee [apartments], Wy'east Plaza, Generations, Siletz Tribal Office, NARA of Goose Hollow, NARA Gresham, Oxbow Park, Blue Lake, Dodge Park | Too many various places to go to and from work as well as cultural specific events | Trips from my home to work ;Trips with my family from our home to school or childcare; Trips from my home to shops and businesses; Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center ;Trips from my home to access nature and get outdoors; Cultural programs; | During traditional work day hours 8AM - 5PM;After 6PM ;After 10PM ;[especially after 4pm]; | Shuttle route and schedule information at stops; An incentive to use the bus (e.g., free or reduced fare, prizes); | TriMet Bus; MAX Light Rail; Portland Streetcar ; | Clackamas | Milwaukee, but travel to Portland and Gresham as well | American Indian or Alaska Native; Hispanic or Latino/a/;White (Non-hispanic) race or ethnicity not listed here; | Man; | 35-44 | re-entry [facilities] and elder [considerations] especially This survey was collected at the 5/6 Siletz Office Tribal Workshop |

| ID | Do you experience gaps in connecting to transit? | Please list the places where you think Community Connector transit options are needed. | Please share the starting location of where you need Community Connector transit most. | Please select the locations where you need Community Connector transit most. | Please tell us what time of day you need Community Connector transit most. | What would help you better access Community Connectors near you? | Please tell us what type of public transit you currently use. | What county do you live in? | What city or town do you live in? | What is your race or ethnicity? Select all that apply | What is your gender? Select all that apply | How old are you? | Any other feedback you want to provide us about your Community Connector needs? |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 12 | Yes, I experience significant gaps; Yes, I experience moderate gaps ;Yes, I experience some gaps ;Maybe, I need to learn more about connector transit; | Painted Horse Recovery, Work, Siletz Cultural Office (3220 SW 1st Ave, Portland) - a stop is needed in front of office for elders Also, transit to parks like Blue Lake in Fairview, Chinook Winds/the beach, Oxbow Park, Delta Park, Dodge Park | 6000 NE 80th Ave | Trips from my home to work ;Trips from my home to resources and programming like the library ; | Before 7AM;After 10PM ; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; Information about how to use the shuttle to get to work from my employer; An incentive to use the bus (e.g., free or reduced fare, prizes);Advertising about new Community Connectors near me; | TriMet Bus; MAX Light Rail; | Multnomah | I live in Portland Area | American Indian or Alaska Native; White (Non-hispanic) race or ethnicity not listed here; | Man; | 35-44 | Easier Google Map type services that make connecting simpler<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 13 | Yes, I experience some gaps ;Maybe, I need to learn more about connector transit; | 3220 SW 1st Ave [Siletz Portland Office], Victory Outreach, Blue Lake (Fairview), Painted Horse Recovery | 6000 NE 80th Ave, Portland, OR 97218 | Trips from my home to work ;Trips with my family from our home to school or childcare; Trips from my home to shops and businesses; Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors; | Before 7AM;After 6PM ; | More stop information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; Information about how to use the shuttle to get to work from my employer; Advertising about new Community Connectors near me; | TriMet Bus; MAX Light Rail; | Multnomah | Currently at the Portland Federal Halfway House on 6000 NE 80th Ave | American Indian or Alaska Native; Native Hawaiian or Pacific Islander; | Man; | 35-44 | Look into resources people use<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 14 | Maybe, I need to learn more about connector transit; | 3220 SW 1st Ave (Siletz Portland Office), Blue Lake (Fairview), 6000 NE 80th Ave | Federal Halfway House | Trips from my home to work ;Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; | Before 7AM;After 10PM ; | More schedule information online; Shuttle route and schedule information at stops; | TriMet Bus; MAX Light Rail; | Multnomah | Portland | American Indian or Alaska Native; | Man; | 35-44 | This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 15 | Yes, I experience significant gaps; Yes, I experience moderate gaps ;Yes, I experience some gaps ;Maybe, I need to learn more about connector transit; | Nice if there was public transportation once a week for Safeway's or Fred Meyers | New Columbia (North Portland) | Trips from my home to shops and businesses; Trips from my home to care like the doctor office or medical center; | During traditional work day hours 8AM - 5PM; | More schedule information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; An incentive to use the bus (e.g., free or reduced fare, prizes); | TriMet Bus; MAX Light Rail; Portland Streetcar ; | Multnomah | Portland, 97203 zip code | American Indian or Alaska Native; Hispanic or Latino/a/; | Woman; | 65-74 | I hope we will get more drivers for all public transportation<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |

| ID | Do you experience gaps in connecting to transit? | Please list the places where you think Community Connector transit options are needed. | Please share the starting location of where you need Community Connector transit most. | Please select the locations where you need Community Connector transit most. | Please tell us what time of day you need Community Connector transit most. | What would help you better access Community Connectors near you? | Please tell us what type of public transit you currently use. | What county do you live in? | What city or town do you live in? | What is your race or ethnicity? Select all that apply | What is your gender? Select all that apply | How old are you? | Any other feedback you want to provide us about your Community Connector needs? |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 16 | Yes, I experience moderate gaps ; | 3220 SW 1st Ave Portland (Siletz Portland Office), Blue Lake (Fairview) | n/a | Trips from my home to shops and businesses; Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors; Cultural events; | During traditional work day hours 8AM - 5PM;After 6PM ; | Better signage showing how to get to the stop nearest me; Information about how to use the shuttle to get to work from my employer; An incentive to use the bus (e.g., free or reduced fare, prizes); | TriMet Bus; MAX Light Rail; | Multnomah | Portland | American Indian or Alaska Native; | Man; | 55-64 | This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 17 | Yes, I experience moderate gaps ;Maybe, I need to learn more about connector transit; | Siletz office - 3220 SW 1st Ave (Portland), Blue Lake Park (Fairview) | Gresham - 138th to SW 1st | Trips from my home to work ;Trips from my home to resources and programming like the library ; | During traditional work day hours 8AM - 5PM;After 6PM ; | Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; An incentive to use the bus (e.g., free or reduced fare, prizes); | TriMet Bus; MAX Light Rail; | Clackamas | Gladstone | American Indian or Alaska Native; | Woman; | 55-64 | This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 18 | Yes, I experience some gaps ;Maybe, I need to learn more about connector transit; | Siletz Tribal Office - ASAP Blue Lake, Squamish (Tualatin, Delta Park | n/a | [checked other on physical survey]; | After 6PM ; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; Information about how to use the shuttle to get to work from my employer; | MAX Light Rail; | Multnomah | Portland - Outer SE | American Indian or Alaska Native; | Woman; | 65-74 | We would like help for people to get to the Siletz office This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 19 | Yes, I experience significant gaps; | Medical appointments - Happy Valley to Emmanuel & Good Sam (Hospitals) | 90th Ave - SE | Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors; | Before 7AM;After 6PM ; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; An incentive to use the bus (e.g., free or reduced fare, prizes); | TriMet Bus; MAX Light Rail; | Clackamas | Happy Valley (other side of street from Multnomah County) | American Indian or Alaska Native; | Woman; | 75+ | More representation by Tribal people on committees and planning events This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 20 | Yes, I experience significant gaps; | Tribal Office Destination [Siletz Tribal Office] from 5pm-8pm | SE 77th Foster - ASAP Blue Lake Tribal Office bus stop | Trips with my family from our home to school or childcare; Trips from my home to shops and businesses; Trips from my home to care like the doctor office or medical center; | 4pm-8pm; | More schedule information online; More stop information online; Better signage showing how to get to the stop nearest me; Advertising about new Community Connectors near me; | TriMet Bus; MAX Light Rail; | Multnomah | Portland | American Indian or Alaska Native; White (Non-hispanic) race or ethnicity not listed here; | Man; | 65-74 | A bus stop in front of Tribal Office / regular hours This survey was collected at the 5/6 Siletz Office Tribal Workshop |

| ID | Do you experience gaps in connecting to transit? | Please list the places where you think Community Connector transit options are needed. | Please share the starting location of where you need Community Connector transit most. | Please select the locations where you need Community Connector transit most. | Please tell us what time of day you need Community Connector transit most. | What would help you better access Community Connectors near you? | Please tell us what type of public transit you currently use. | What county do you live in? | What city or town do you live in? | What is your race or ethnicity? Select all that apply | What is your gender? Select all that apply | How old are you? | Any other feedback you want to provide us about your Community Connector needs? |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 21 | No, I do not use public transportation; | parks for my kids | NAYA Aunties Place | Trips from my home to access nature and get outdoors; | During traditional work day hours 8AM - 5PM; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; | I do not use public transit; | Clackamas | Happy Valley | American Indian or Alaska Native; | Man; | 35-44 | Need more drivers<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 22 | No, I do not use public transportation; | 3220 SW 1st Ave, Portland, OR 97239 - Siletz Tribal Office<br>6000 NE 80th<br>Blue Lake (Fariview) | n/a | Trips with my family from our home to school or childcare; Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors; | Before 7AM;During traditional work day hours 8AM - 5PM;After 6PM ; | More schedule information online; Shuttle route and schedule information at stops; An incentive to use the bus (e.g., free or reduced fare, prizes); | I do not use public transit; | Multnomah | Portland | American Indian or Alaska Native; | Prefer not to answer; | 55-64 | I provide medical transportation to tribal members and wanting to gain further opportunities for members<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 23 | Yes, I experience significant gaps ;Maybe, I need to learn more about connector transit; | CTSI (Siletz Tribal Office), NAYA, Social Security [Office(s)], Post Office, NARA, Bank, Stores, Library, Blue Lake, Forest Park | Downtown Vancouver to CTSI (Siletz Tribal Office)<br>Delta Park Pow Wow or Jantzen Beach to CTSI<br>PSU Pow Wow | Trips from my home to shops and businesses; Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors; | Before 7AM;After 6PM ; | Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; An incentive to use the bus (e.g., free or reduced fare, prizes); | TriMet Bus; MAX Light Rail; | Clark | Ridgefield, WA | American Indian or Alaska Native; | Man; | 65-74 | Elders & Parents/Guardians of minors need priority<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 24 | Yes, I experience some gaps ; | NAYA, Dodge Park, Oxbow Park | NAYA - NE Columbia Blvd | Trips with my family from our home to school or childcare; | After 6PM ; | Shuttle route and schedule information at stops; Advertising about new Community Connectors near me; | I do not use public transit; | Multnomah | | American Indian or Alaska Native; | Woman; | 55-64 | This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 25 | Yes, I experience significant gaps; | NAYA Family Center, Delta Park, Grocery Stores (like Winco and Walmart) | 42nd to 122 = home to Winco | Trips with my family from our home to school or childcare; Trips from my home to shops and businesses; Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors;Grocery Stores; | During traditional work day hours 8AM - 5PM;After 6PM ; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; Advertising about new Community Connectors near me; | TriMet Bus; MAX Light Rail; | Multnomah | Portland | American Indian or Alaska Native; | Woman; | 35-44 | More information, I'm very interested<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |

| ID | Do you experience gaps in connecting to transit? | Please list the places where you think Community Connector transit options are needed. | Please share the starting location of where you need Community Connector transit most. | Please select the locations where you need Community Connector transit most. | Please tell us what time of day you need Community Connector transit most. | What would help you better access Community Connectors near you? | Please tell us what type of public transit you currently use. | What county do you live in? | What city or town do you live in? | What is your race or ethnicity? Select all that apply | What is your gender? Select all that apply | How old are you? | Any other feedback you want to provide us about your Community Connector needs? |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 26 | Yes, I experience significant gaps; | NAYA Family Center Delta Park Grocery Stores | [redacted] Holman to [redacted] Halsey | Trips with my family from our home to school or childcare; Trips from my home to shops and businesses; Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips from my home to access nature and get outdoors; Grocery Stores; | During traditional work day hours 8AM - 5PM;After 6PM ;After 10PM ; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; Information about how to use the shuttle to get to work from my employer; | TriMet Bus; MAX Light Rail; | Multnomah | Portland | American Indian or Alaska Native; | Woman; | 35-44 | Thank you<br><br>This survey was collected at the 5/6 Siletz Office Tribal Workshop |
| 27 | Yes, I experience significant gaps; | NAYA, NAYA housing, Library, Home, doctors, moda center and downtown. | NAYA to NAYA housing | Trips from my home to work ;Trips from my home to resources and programming like the library ;Trips from my home to care like the doctor office or medical center; Trips with my family from our home to school or childcare; Trips from my home to shops and businesses; Trips from my home to access nature and get outdoors; | During traditional work day hours 8AM - 5PM;After 6PM ; | More schedule information online; More stop information online; Shuttle route and schedule information at stops; Better signage showing how to get to the stop nearest me; Information about how to use the shuttle to get to work from my employer; An incentive to use the bus (e.g., free or reduced fare, prizes);Advertising about new Community Connectors near me; | TriMet Bus;Portland Streetcar ;MAX Light Rail; | Multnomah | Portland Oregon | American Indian or Alaska Native; | Gender( s) not listed here; | 55-64 | |

ADELANTE MUJERES

# Adelante Mujeres Listening Sessions Report

**Community Connector Transit Study**

Estudio de Conectores Comunitarios de Transporte

03/26/2026

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# BACKGROUND

This report provides a summary of the listening sessions that Adelante Mujeres provided related to the Community Connector Transit Study. Methodology was implemented by the support of the toolkits provided by Metro. The facilitators and organizers of the listening session were Petrona Dominguez Francisco, Leadership and Advocacy Manager, and Alma Sanjuan, Leadership Trainer, staff of the Leadership & Advocacy Department of Adelante Mujeres.

Both Petrona and Alma, organized two Spanish listening sessions, with the option of in-person or virtual via zoom. This report summarizes the two listening sessions' responses to the questions that were asked, comments/feedback received by participants, and materials used as addendums.

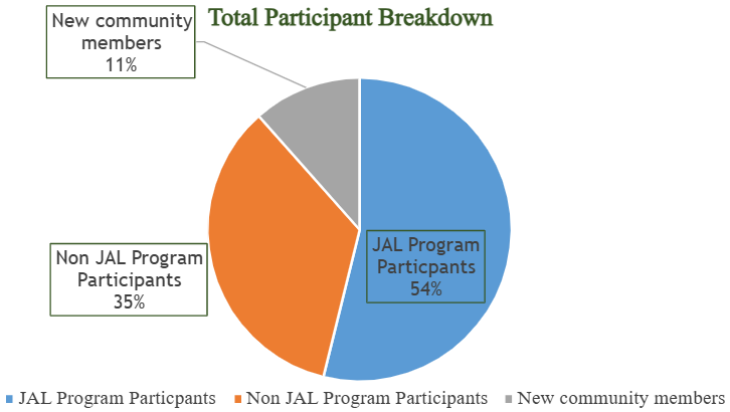
The responses and notes were taken in Spanish and have been translated to English by the facilitators to present this report.

In this report, we use the "+" system to highlight the frequency a statement was agreed on. When we add a "+1, +2, +3 and so on" it expresses the amount of time others agreed with that idea/statement.

# RECRUITMENT

Recruitment timeline fell between February 25th – March 11th, 2026, with a visual flyer and short description. We recruited Spanish speaking participants primarily through our program WhatsApp groups where alumni (ranging from 25 –60 years old) of our departments are, and where we engage primarily with them to share about opportunities and events in the community.

Twenty-four community members registered, and only 22 participated in either the in-person or virtual modality. The chart below shows our program participants community engagement based off if they were either new to our programs or if they had previous experiences with our programs, such as the Environmental Justice & Leadership program (in Spanish: Justicia Ambiental y Liderazgo (JAL), or other department programs.




Fifty four percent of the participants were part of our JAL Program. We highlight this to share the commitment and willingness of our Latine community members to address, engage, and participate on issues related to environmental justice, which include transportation.

**Demographics**

- 100% identify as Latino/a/e
- 77% identify as women and 22% as men
- 81% live in Washington County

**City Representation**

| Forest Grove | Cornelius | Hillsboro | Beaverton | Portland |
|---|---|---|---|---|
| 13% | 13% | 27% | 27% | 18% |

# IN-PERSON LISTENING SESSION

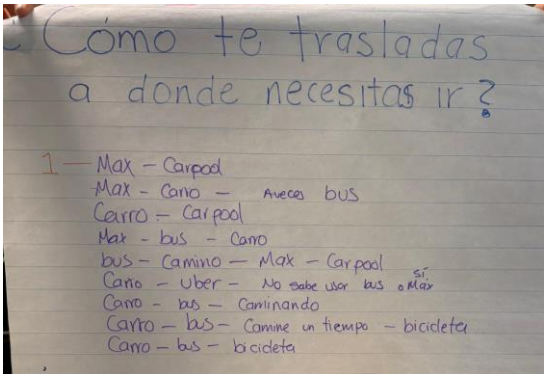
Childcare, food, and gift cards were provided to compensate for the participants' time and commitment. Nine participants attended. We spent 2 hours and 30min together. We divided questions based on sections to smooth the process and be clear on the topics we would be asking. The following are the responses to the questions from Section 1-4.

## SECTION 1

For this section, we asked participants to engage in a series of methodologies such as big group share-out and writing on sticky notes.

### Initial Conversations

**Question 1: Share your name, city, how do you get to where you need to go? (e.g., walking, bus, car, train, max, carpool, bicycle, other)**




**Responses**

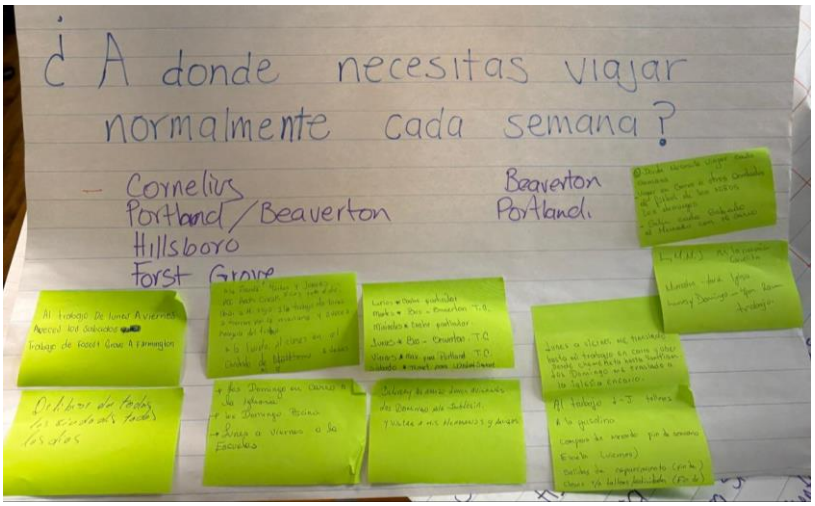
| Transportation | City |
|---|---|
| Walking: 3 | Forest Grove: 1 |
| Bus: 6 | Cornelius: 2 |
| Car: 6 | Hillsboro: 1 |
| Max: 4 | Beaverton: 2 |
| Carpool: 4 | Portland: 3 |
| Bike: 2 | |

**Quotes:**

- "Taking the bus from my house is difficult. In the summer, I ride my bicycle with my grandchildren."
- "When my vehicle breaks down, getting around is difficult. Figuring out the transit routes is a challenge. I have to cross the bridges. Safety—especially when traveling at night—is a concern."
- "I have to find a ride to get to work since the route involves taking back roads—which are dangerous—it can be complicated. For this reason, I have to look for rides with people who live close to me so we can commute to work together."

- "For over 15 years, I relied on the MAX train and the bus—a commute that took me two hours to get to work. Now that I have my own car, the trip takes only 25 minutes"
- "I take the 76 or the 78, but the bus stops are quite a long walk from where I live. They recently discontinued the 76 and 78 lines, and that has really impacted my commute."
- "I've never actually ridden a bus before; I don't know how to use the transit apps, I don't know where the bus stops are, and so on. I simply lack the know-how."

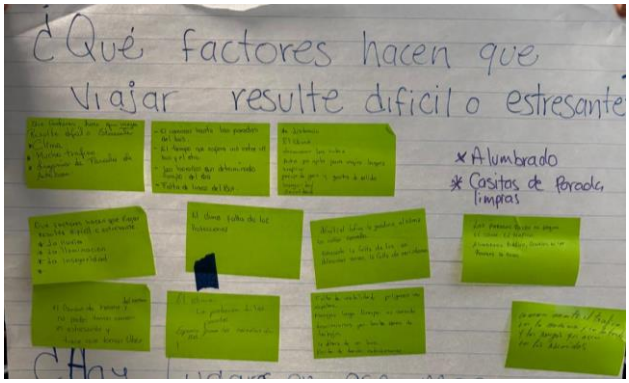
**Question 2: Where do you typically need to travel every week?)**




**Responses:**

| City | Locations |
|---|---|
| Cornelius | Work +6 |
| Portland+1 | School +2 |
| Beaverton+1 | Gas |
| Hillsboro | Church +3 |
| Forest Grove | Family +3 |
| All cities (amazon delivery driver) | Stores +4 |
| | Recreational Activities |
| | - Educational Workshops |
| | - Soccer |
| | - Pool |
| | - Parks |

**Question 3: What factors make traveling difficult or stressful?**




**Responses**

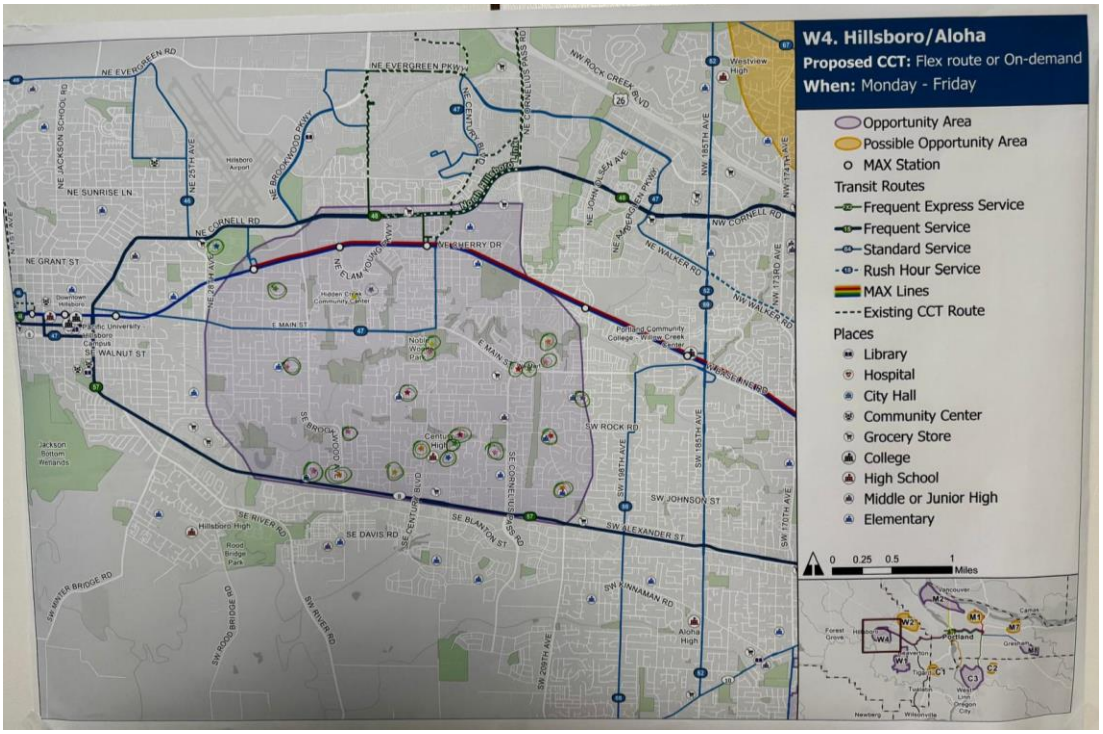
- Weather +5
- Shelters at bus stops
- Space for strollers
- Traffic +2
- Lighting / lack of daylight / street lighting +7
- Closed streets
- Lack of sidewalks, benches
- Schedule changes (such as bus time/route)
- Uber pricing
- Gas Pricing +1
- Safety concerns +4
- Distance to bus stops +3
- Wait times
- Lack of bus schedules
- Poor signage
- Lack of rest areas
- Lack of maintenance
- Missing lights at stops

# SECTION 2

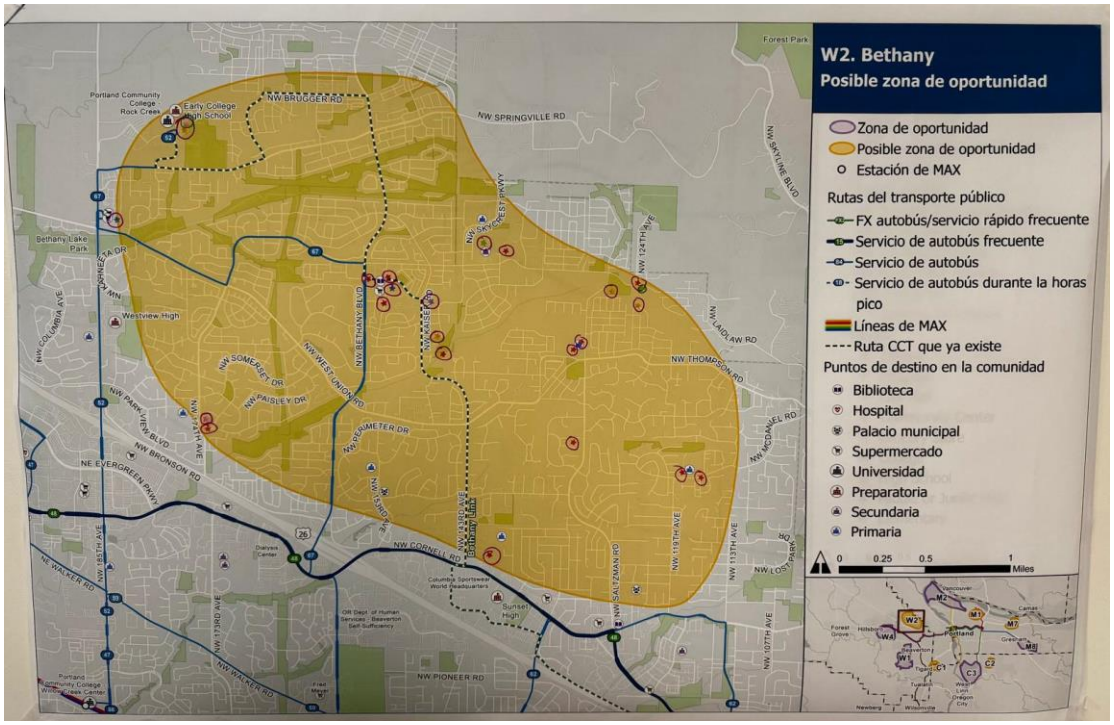
## Gaps and Needs in Public Transportation Systems

For this next section, participants' group shared out, wrote on sticky notes, and placed a star sticker where the transportation gaps align with their transportation needs. The next three maps represent the areas of Hillsboro/Aloha, Bethany, and Sur Beaverton. Responses to questions based on these maps in continuation.

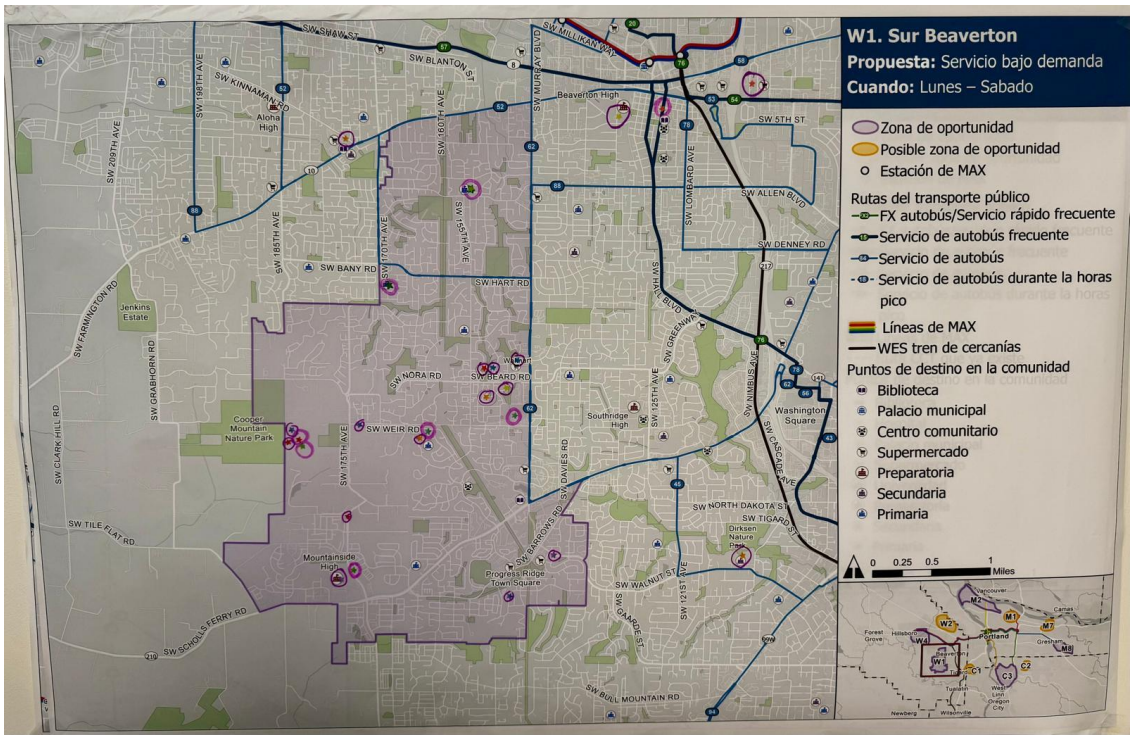
*Participants placing their dots*




*Map 1*

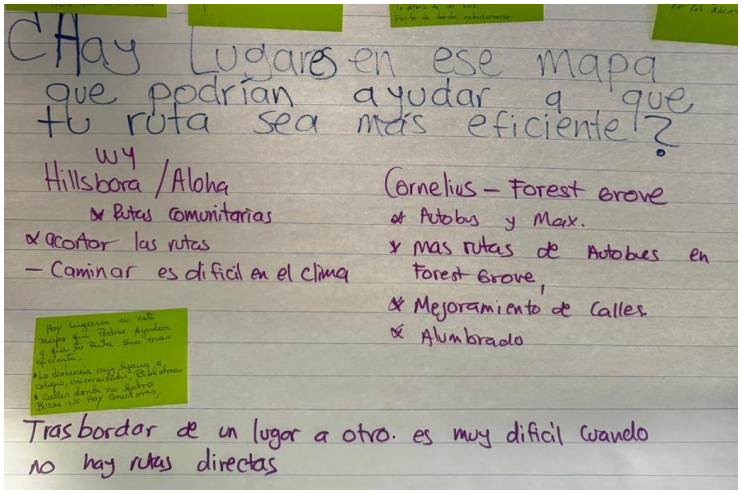

W2. Bethany
Posible zona de oportunidad
Zona de oportunidad
Posible zona de oportunidad
Estación de MAX
Rutas del transporte público
FX autobús/servicio rápido frecuente
Servicio de autobús frecuente
Servicio de autobús
Servicio de autobús durante la horas pico
Líneas de MAX
Ruta CCT que ya existe
Puntos de destino en la comunidad
Biblioteca
Hospital
Palacio municipal
Supermercado
Universidad
Preparatoria
Secundaria
Primaria
0 0.25 0.5 1 Miles
NW BRUGGER RD
NW SPRINGVILLE RD
NW SKYLINE BLVD
NW LAUDLAW RD
NW THOMPSON RD
NW MCDANIEL RD
NW LOST PARK
NW BETHANY BLVD
NW WEST UNION RD
NW SOMERSET DR
NW PAISLEY DR
NW PERIMETER DR
NW PARKVIEW BLVD
NW BRONSON RD
NE EVERGREEN PKWY
NW CORNELL RD
NW PIONEER RD
NW WALKER RD
NW 185TH AVE
NW 173RD AVE
NW 153RD AVE
NW 143RD AVE
NW 124TH AVE
NW 119TH AVE
NW 113TH AVE
NW 107TH AVE
NW SALTZMAN RD
NW COLUMBIA AVE
Bethany Lake Park
Westview High
Sunset High
Portland Community College Rock Creek
Early College High School
Columbia Sportswear World Headquarters
OR Dept. of Human Services - Beaverton Self-Sufficiency
Forest Park

*Map 2*


W1. Sur Beaverton
Propuesta: Servicio bajo demanda
Cuando: Lunes – Sabado
Zona de oportunidad
Posible zona de oportunidad
Estación de MAX
Rutas del transporte público
FX autobús/Servicio rápido frecuente
Servicio de autobús frecuente
Servicio de autobús
Servicio de autobús durante la horas pico
Líneas de MAX
WES tren de cercanías
Puntos de destino en la comunidad
Biblioteca
Palacio municipal
Centro comunitario
Supermercado
Preparatoria
Secundaria
Primaria
0 0.25 0.5 1 Miles
SW SHAW ST
SW BLANTON ST
SW MILLIKAN WAY
SW MURRAY BLVD
SW 5TH ST
SW ALLEN BLVD
SW DENNEY RD
SW HART RD
SW BANY RD
SW NORA RD
SW BEARD RD
SW WEIR RD
SW TILE FLAT RD
SW SCHOLLS FERRY RD
SW BULL MOUNTAIN RD
SW NORTH DAKOTA ST
SW TIGARD ST
SW WALNUT ST
SW FARMINGTON RD
SW GRABHORN RD
SW CLARK HILL RD
SW 209TH AVE
SW 198TH AVE
SW 185TH AVE
SW 175TH AVE
SW 170TH AVE
SW 160TH AVE
SW 150TH AVE
SW 125TH AVE
SW 121ST AVE
SW LOMBARD AVE
SW GREENWAY
SW CASCADE AVE
SW DAVIES RD
SW BARROWS RD
SW OAKDALE ST
Aloha High
Beaverton High
Southridge High
Mountainside High
Sunset High
Jenkins Estate
Cooper Mountain Nature Park
Progress Ridge Town Square
Washington Square
Dirksen Nature Park

*Map 3*

**Question 4: Are there places on this map that could help make your route more efficient?**




**Responses**

Hillsboro/Aloha

- There are common routes not addressed here.
- Cut down routes not needed.
- Walking can be difficult in some areas due to the weather.
- Brookwood Area: Needs a bus route.
- The bus route cuts off at Orenco.

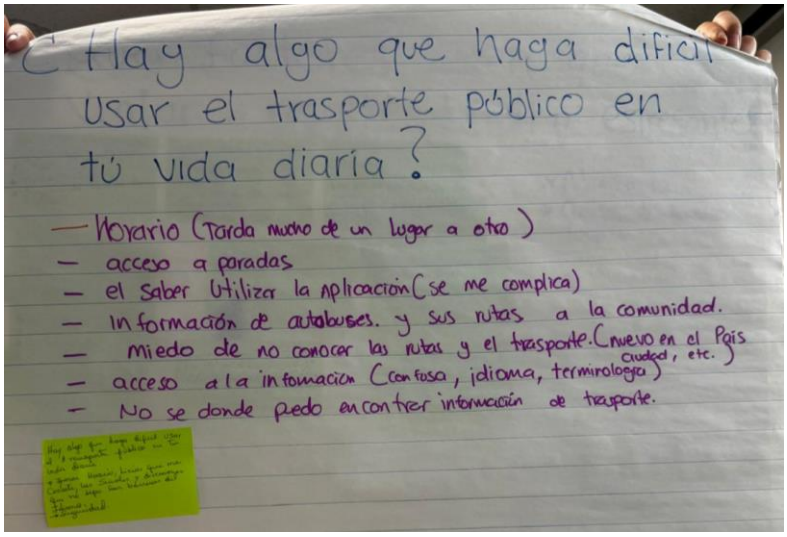
Cornelius – Forest Grove

- Bus and Max accessibility: more bus routes in Forest Grove.
- Better streets in rural areas of Forest Grove.
- More lighting.

**Quotes:**

- "Transferring from one place to another is very difficult when there are no more direct routes."
- "Distance takes a long time to get to colleges, universities, and libraries. Streets where there is no bus accessibility, there are not community connectors."
- "They build housing complexes, but there are no bus routes. They focus solely on roadways for cars, and there are no public services."

**Question 5: Is there anything that makes it difficult to use public transportation in your daily life?**



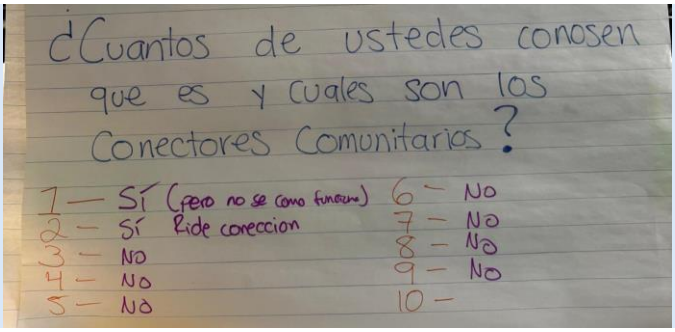

**Responses**

- Schedule: Takes a long time from one place to another.
- Access to more bus stops.
- Not know how to use the apps – it is complicated for me.
- Information about buses and routes in the community.
- Fear of not knowing the routes and transportation services. I am new to this city / country.
- Access to information: confusing, language, terminology, where to get information.

**Quotes:**

- "The bus schedule is limited. Service is infrequent. If you don't catch the bus at that specific time, you could end up being late."
- "A bus takes 15 minutes—I've calculated it. You can see where the bus is on the apps. The app provides all the information, but when the bus runs late, it doesn't update right away."
- "The route guides I mentioned earlier used to be available at bookstores. Now, however, you can access that information through the TriMet app. In the past, I used to carry around all the schedules for the routes I took; I would pick them up at the bookstore."

**Question 6: How many of you know what community connectors are and what they entail?**

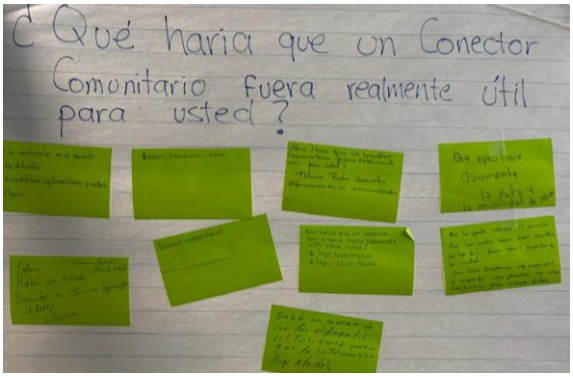



| Responses |
| --- |
| Yes: 22%<br>No: 77% |

## Solutions

In this section, we asked participants for feedback related to community connectors. Many expressed the term "community connector" as new. For those who knew, only Ride Connection was what they were familiar with, after having learned from the presentation from Alfredo.

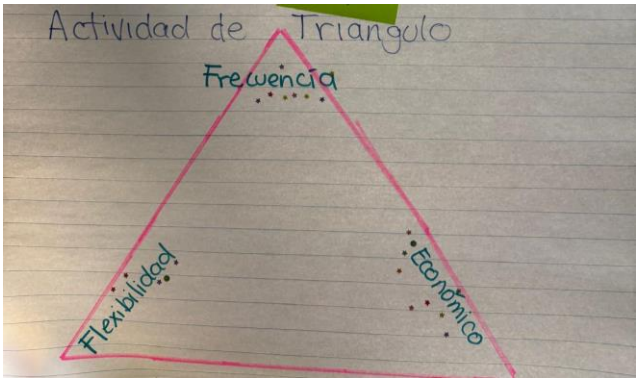
**Question 7: What would make a community connector truly useful to you? (schedule, dates, safety, accessibility, publicity—in detail)**




**Responses:**

- Consistency in service.
- The dissemination of presentations, applications, flyers, and social media content. +2
- Videos.
- Community Workshops. +3
- Speak with Alfredo from Metro.
- More community connectors.
- Speak with Beatriz (Adelante Mujeres Staff who supports Tri-Met Enrollment) at Clinica Esperanza.
- Information at community locations such as Libraries. +3
- Healthcare plan with Virigina Garcia.
- Routes be clearer and more visible.
- Spanish hotline to ask questions, but that is a real human and not a robot.

**Question 8: Triangle Activity - If you could only choose two characteristics, which ones would they be? Frequency, flexibility, or economy.**



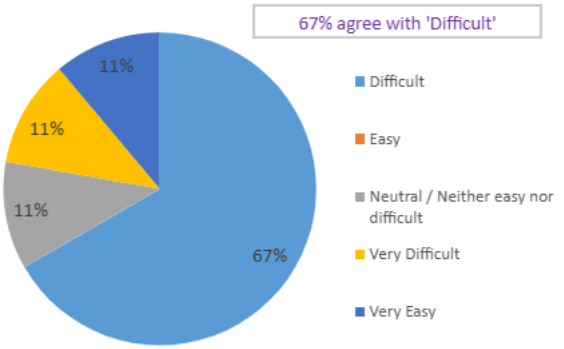

**Responses**
(36%) - Frequency: 8
(40%) - Flexibility: 9
(22%) - Economy: 5

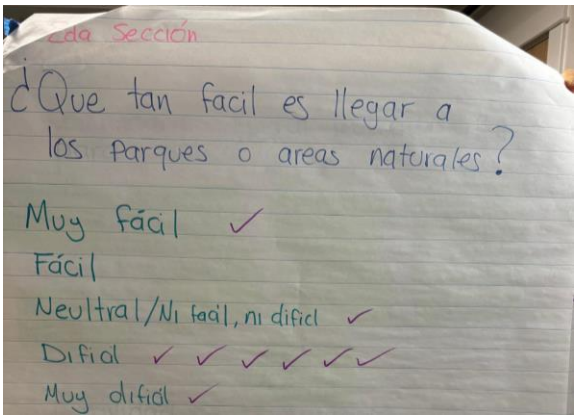
# SECTION 3

## Access to and Needs Regarding Parks and Nature

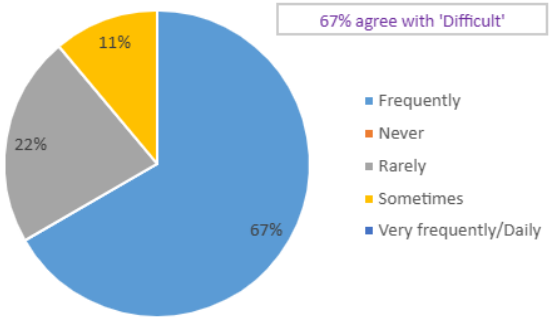
In this section, we asked participants a series of Linkert-scaled questions, writing on sticky notes, and group shared out questions. Below you will see the pictures of their responses and pie charts to provide better visuals of the results for the Linkert-scale questions.

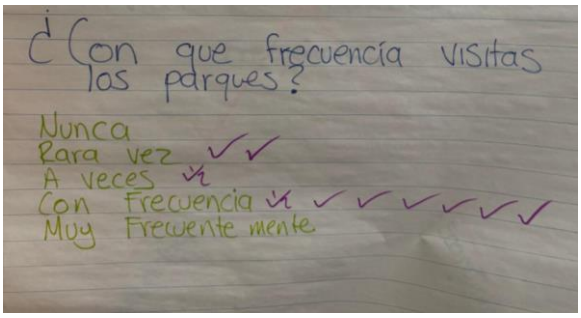
**Question 9: How easy is it to get to the parks or natural areas?**



**Question 10: How often do you visit the parks?**

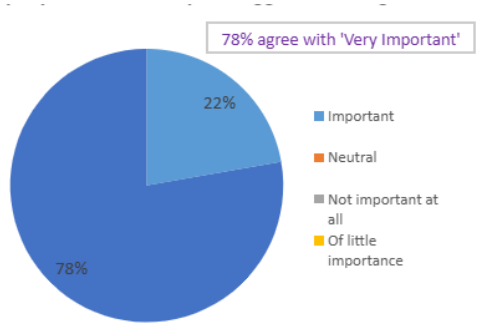


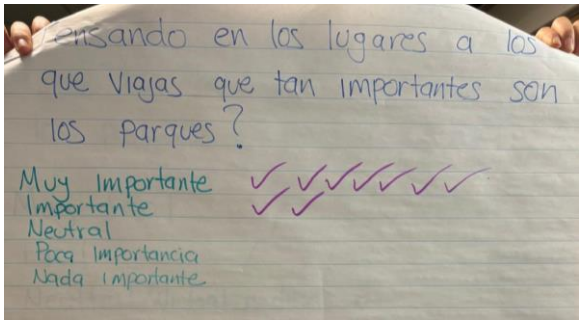




**Quotes:**

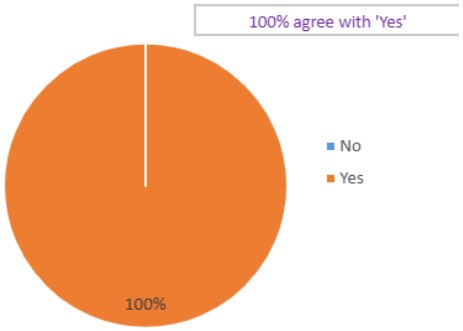
- "Depending on the weather and the time available, I visit it more often in the summer."

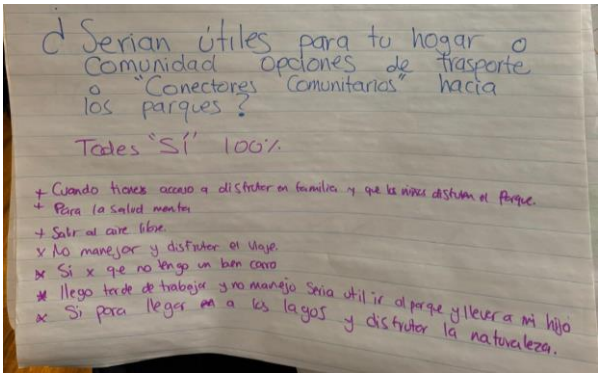
**Question 11: Thinking about the places you travel to, how important are parks? Do they represent one of your biggest challenges?**




**Question 12: Would transportation options—or a "community connector"—to the parks be useful for your home or community?**



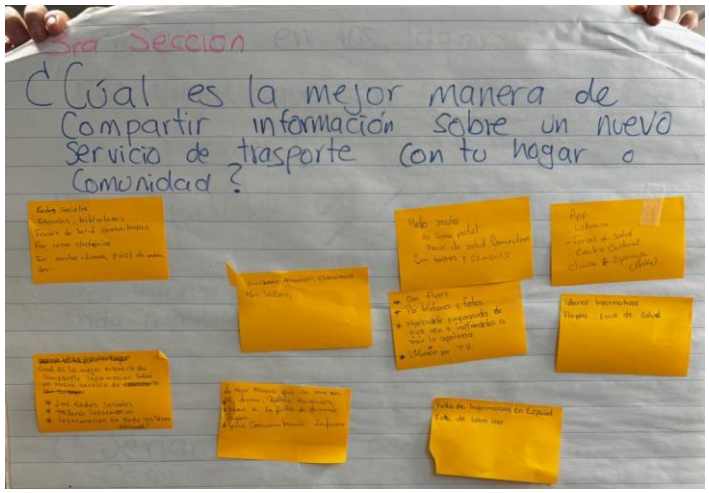




**Quotes:**

- "When the weather is nice, it offers an excellent opportunity to have fun, get out with the family, boost your mental health, and feel a sense of freedom."
- "The matter of not driving - traveling in a relaxing way, without having to worry about whether there's parking or if you're far away, or getting stressed out by the driving itself. I would love to visit more parks—but by bus."
- "Sometimes I get home late from work and want to take my son to the park, but I don't have a car, and then I think that it's already too late. If there were transportation available to get to the park, I would use it to take my son out."
- "It would be nice to have routes to the beach, parks, etc."

## Communication and Multilingual Needs

**Question 13: What is the best way to share information about a new transportation service with your household or community? What problems or limitations have you encountered with language services?**

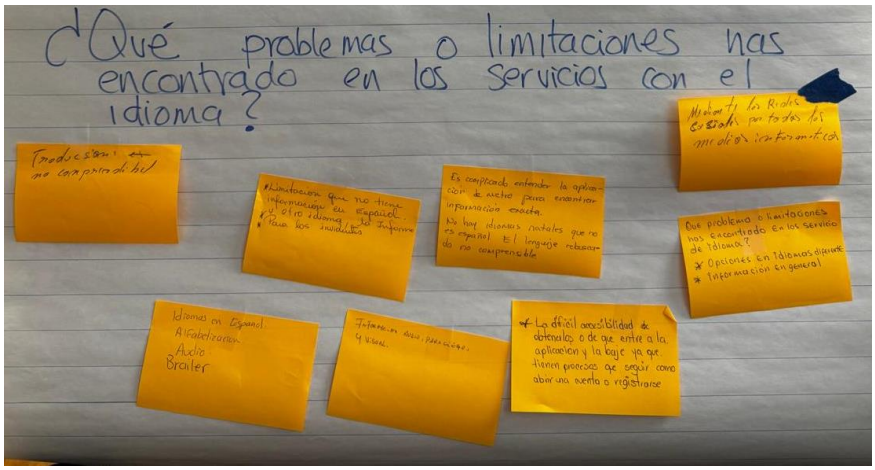



**Responses**

- Social Media +2
  - Televised +2
  - Photos
- Flyers +1
- Schools
- Libraries +1
- Health Community Fairs +4
  - Centro Cultural
- Language
  - Easily understandable terminology +1
  - Multiple languages +2
- Workshops +2
  - Informational +2
  - Handson
- Workplaces
- Apps +1

    - Adelante Mujeres Clinica Esperanza with Beatriz
- By Phone and Email
- Schedules +1
- Postal services

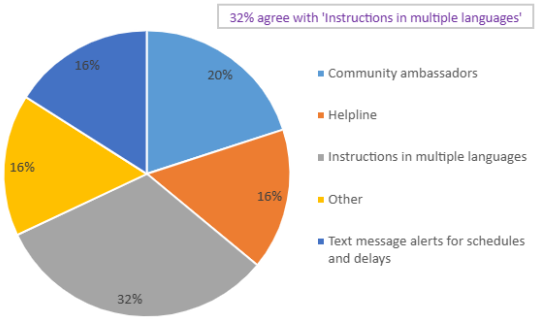
**Question 14: What problems or limitations have you encountered with language services?**

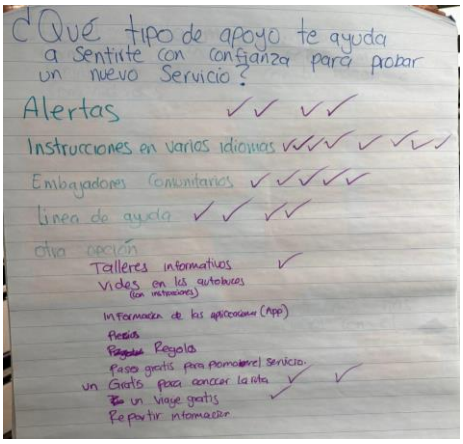



**Responses**

- Translation is not understandable. There are different variations of Spanish.
- Accessibility: Limitations for non-Spanish speakers (ex: indigenous languages).
- Accessibility: Information in audio, visuals, for members who are disabled (blind).
- Downloading or how to proceed after downloading TriMet apps. How to register.
- Audio on services
- Difficult using Metro apps and where to get information.
- Lack of information in general.

**Question 15: What kind of support helps you feel confident in trying a new service? (Message alerts about schedules and delays, instructions in multiple languages, community ambassadors, helplines, and other options?**




**Responses to "Other"**

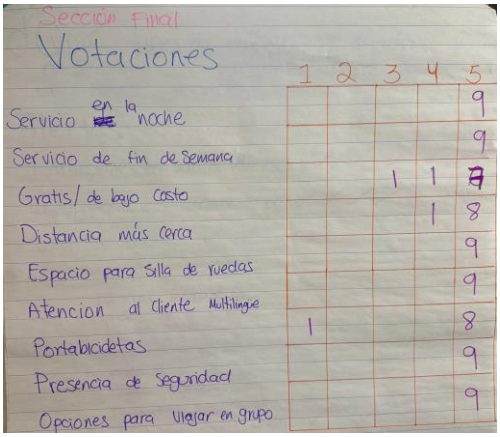
- Informational workshops.
- Screens on buses displaying informational videos.
- Affordable fares.
- A dedicated transportation system app.
- Introductory rides during peak hours to promote the service.
- Bringing in community members to familiarize them with the route.
- Free passes or incentives for prospective users—such as students—to help them learn the route.
- Promotions or discounts to launch a new route.
- Free tours.

# SECTION 4

This next section covers the final set of questions, which assessed the level of importance of participants placed on certain service factors.

## Votes

Instructions: Hold up a number from 1 to 5 (1 is not important at all, and 5 is very important) using your fingers to rate the following:




| Statements | Rating |
|---|---|
| Night service | → 100% agree with 'Very Important' |
| Weekend service | → 100% agree with 'Very Important' |
| Free / Low-cost | → 77% agree with 'Very Important' |
| Distance to nearest stop | → 88% agree with 'Very Important' |
| Space for wheelchairs / strollers | → 100% agree with 'Very Important' |
| Multilingual customer service | → 100% agree with 'Very Important' |
| Bike racks | → 88% agree with 'Very Important' |
| Onboard security | → 100% agree with 'Very Important' |
| Group travel options | → 100% agree with 'Very Important' |

# VIRTUAL LISTENING SESSION

Thirteen participants attended virtually via Zoom. Gift cards were delivered in person to compensate for their time and commitment. We spent 2hours and 30min together. We divided questions based on sections to smooth the process and be clear on the topics we would be asking. The following are the responses to the questions from Section 1-4.

## SECTION 1.2

For this section, we provided lots of visuals to engage in a series of methodologies such as big group share-out and sharing in the chat.

### Initial Conversations

**Question 1: share your name, city, how do you get to where you need to go? (e.g., walking, bus, car, train, max, carpool, bicycle, other)**

| **Responses** | |
|---|---|
| Transportation<br>Walking: 5<br>Bus: 6<br>Car: 11<br>Train: 1<br>Max: 9<br>Carpool: 3<br>Bike: 2<br>Other: Running, Ride Connection+1 | City<br>Forest Grove: 3<br>Cornelius: 1<br>Hillsboro: 4<br>Beaverton: 3<br>Portland: 1 |

**Quotes:**

- "I carpool for group runs and take the MAX for games."
- "I drive for shopping trips but take the bus if it's not too far."
- "Generally, I use my car or my bicycle; I take the MAX when traveling to Hillsboro or Portland."
- "Because of my job, I mostly use my car; otherwise, I take the MAX or walk."
- "I drive when I can, go with my husband or take the bus or carpool. Taking the bus is tricky for me because of the children, but I have used it."
- "I carpool, take Bus 57, walk if the destination is nearby, or take the MAX for longer distances."

**Question 2: Where do you typically need to travel every week)**

| Responses | |
|---|---|
| Cities<br>– Beaverton +3<br>– Sherwood<br>– Hillsboro +2<br>– Forest Grove<br>– Portland +1 | Locations<br>– Stores +3<br>– Gym<br>– Family +2<br>– School +2<br>– Work +3<br>– Medical Appointments +2<br>– Church +2<br>– Recreational activities<br>  o Biking +2<br>– Community events |

**Question 3: What factors make traveling difficult or stressful?**

| Responses | |
|---|---|
| – Traffic +2<br>– Lack of Cross walks<br>– Weather +2<br>  o Rain<br>– Schedules / Hours +1<br>– Lack of benches – long standing +1 | – Long distance to bus stops +3<br>– Wait time +2<br>– Transferring from spot to stop +1<br>– Lack of TriMet to other cities<br>  o Sherwood, Forest Grove<br>– Maintenance of bus stops<br>– Security concerns +2 |

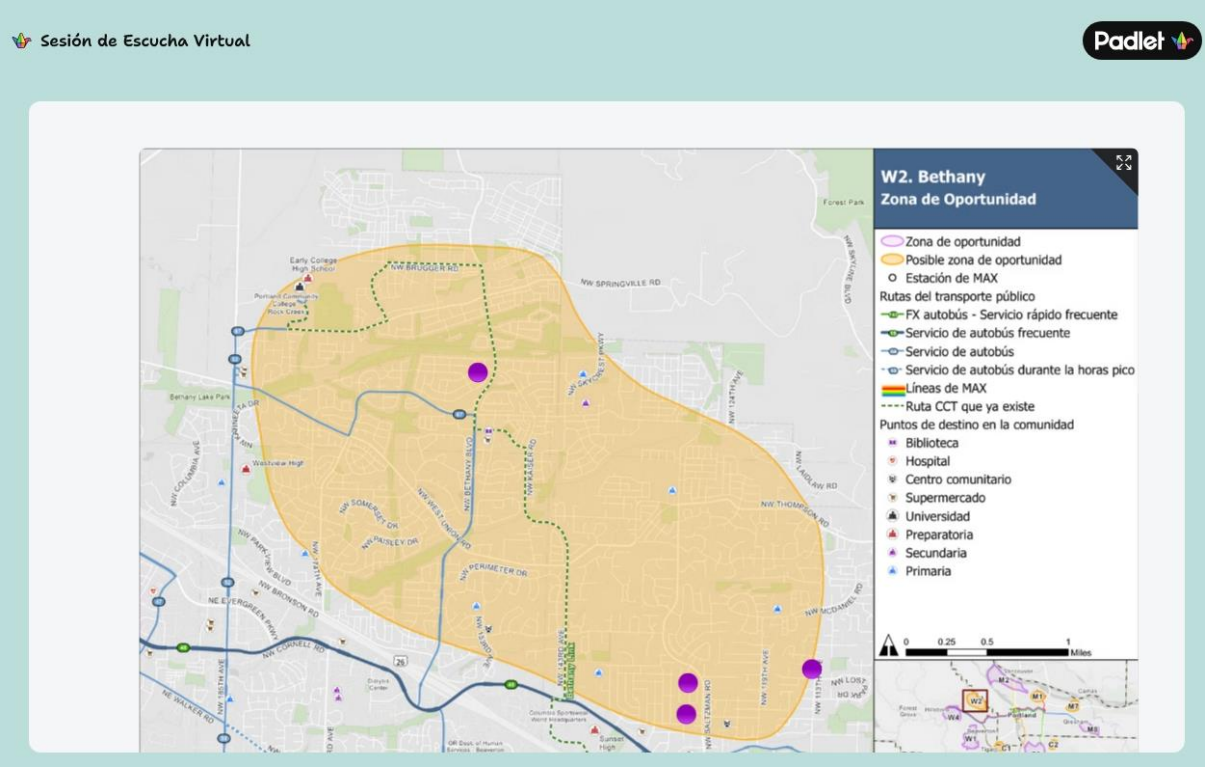
**Quotes:**

- "My appointments. It would take me 45 minutes by car. But by bus, counting the round trip, it would take a total of four hours. The 57 comes every 45 minutes. To get to those places, I have to wait for it and take it. That is frustrating, because that is the closest bus line."
- "For me, the distance to the bus stop is quite far."
- "When you get off at a stop, you have to walk for more than five minutes to reach your next connection; sometimes there are no sidewalks, and if there are, they run right alongside the street—which makes walking with children much more difficult. You have to adjust your pace to your child.

# SECTION 2.2

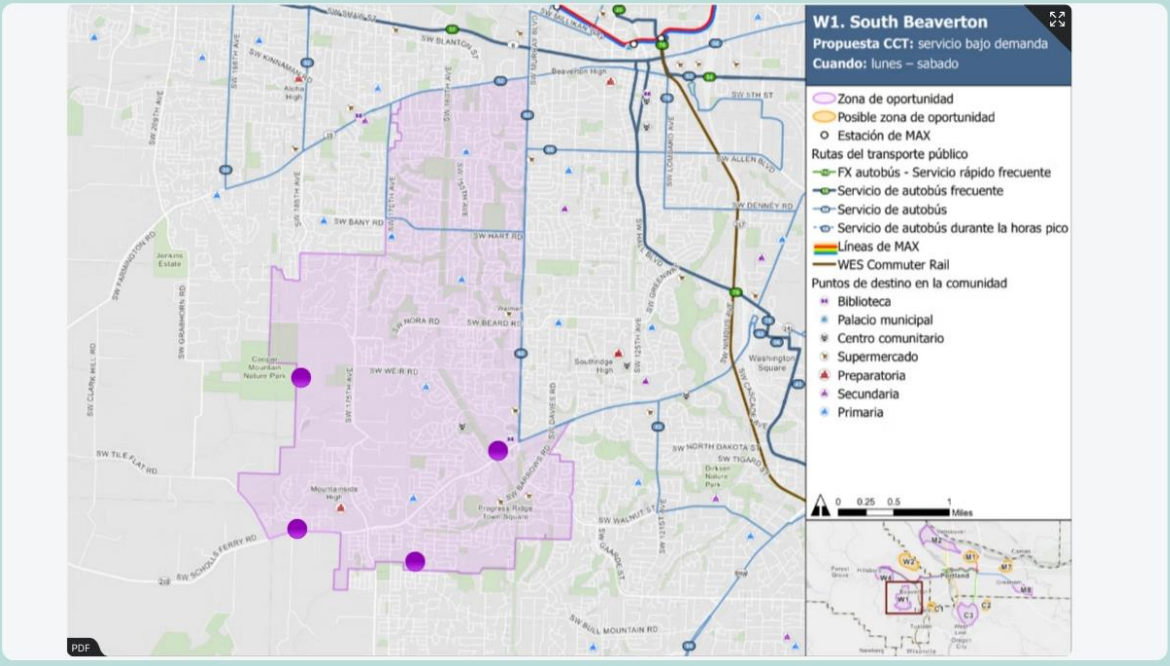
## Gaps and Needs in Public Transportation Systems

For this next section, we virtually placed their dot as they informed us as to where the transportation gaps align with their transportation needs. For many, it did, while for others it was outside of the area. The next three maps represent the areas of Hillsboro/Aloha, Bethany, and Sur Beaverton. Responses to questions based on these maps in continuation. Additional questions were a mix of group share out and chat questions.



Sesión de Escucha Virtual

Padlet




Sesión de Escucha Virtual

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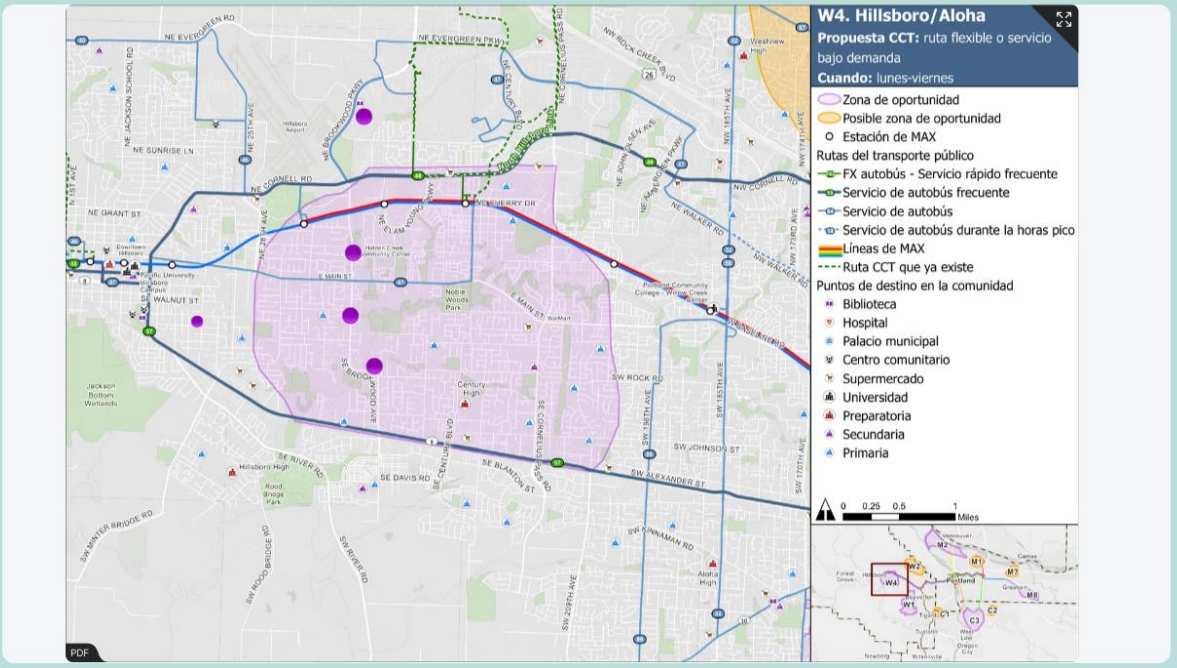


**Question 4: Are there places on this map that could help make your route more efficient?**

| Responses | |
|---|---|
| – Flexible Hours +1<br>– More frequent stops +1<br>– More connectors in busy communities to reduce max capacity | – Affordable Fare rates<br>– More stops to reduce extensive length of walk to a bus stop |

**Quotes:**

- "At Maple and Oak Streets in Hillsboro, significant transportation is needed for children who do not have bus service; and at Walker Road and Ambergleen, transportation is required to serve the many apartment complexes currently under construction."
- "Community connectors via Baseline and Yew in Forest Grove for workers, to prevent further accidents."
- "It would be great to have community connectors to get to the Brookwood Library, Costco, and the Salvation Army located near Sunset and TV Hwy, instead of having to take the long way around."
- "From Mountainside High School to Murray Boulevard—via School Ferry—community connectors are needed."
- "A connector to Schoolferry and Cooper Mountain Park—both located in that area—would be beneficial, as many members of the Latino community are unaware of this park and could thus enjoy it on a beautiful day."
- "Instead of relying on local connector routes, it would be great if the return bus—traveling from Cornelius and Forest Grove to Hillsboro—ran more frequently. Specifically, the route heading toward the 47/48 lines and Rock Creek."
- "It would be beneficial to have community connector routes in this part of Bethany—specifically in this potential "Opportunity Zone"—to serve the people who travel through this area, which is home to many community hubs such as churches. Along Saltzman Road, heading toward NW Thompson, there is currently no bus service; yet, there is a large Latino community in this area that frequents the local churches and shops. I firmly believe that a community connector route is indeed needed here."
- "In the vicinity of Cedar Hills and Cedar Mill, such a connector route could make transit much more accessible."

- "I believe a MAX line to Forest Grove would help alleviate the issue of buses that are always overcrowded—a significant limitation for me, as I am unable to stand for extended periods. Furthermore, the MAX would give you the opportunity to see which train cars are full and which are emptier, allowing you to choose the best spot—a crucial feature for those of us who cannot stand for long, as well as for wheelchair users.

**Question 5: Is there anything that makes using public transportation difficult in your daily life?**

| **Responses** | |
|---|---|
| – Wait time<br>– Using Apps<br>– Length of time to walk to a bus stop +1<br>– Buses to schools / universities<br>– Lack of communication<br>  ○ when a bus is full – delays commute<br>  ○ Time of arrival due to delays | – Security concerns +1<br>– Maintenance<br>– Fares<br>– Length of time to transfer<br>– How to validate passes / cards<br>– Getting lost<br>– Lack of Information +1<br>– Distance to a bus stop +1 |

**Question 6: How many of you know what community connectors are and what they entail?**

| **Responses** |
|---|
| No: 8<br>Yes: 0<br>Somewhat: 5 |

## Solutions

In this next section, we asked participants for feedback related to community connectors. Many expressed the term "community connector" as new. For those who knew, only Ride Connection was what they were familiar with, after having learned from the presentation from Alfredo.

**Question 7: What would make a community connector truly useful to you? (schedule, dates, safety, accessibility, publicity—in detail)**

**Responses:**

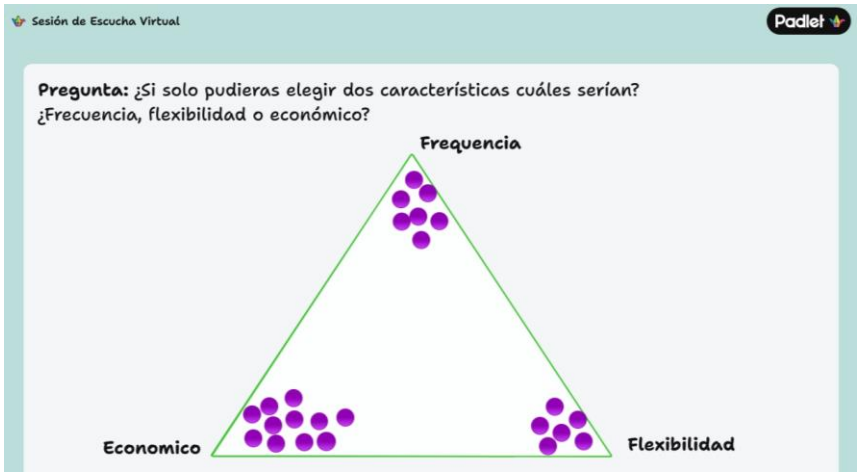
- Better hours availability +3
- Respect arrival times +1
- A fixed service that operates on weekends and holidays. +2
    - Everyday service +1
- Educational information +3
    - "how to use".
- Services to parks, schools
- Collaborations with CBO's, community groups to distribute information +1
- App to know times & plan trips
- Available in more accessible locations +1

**Quotes:**

- "Please respect the schedules you publish, as there are times when services are not available even though they are listed—and I have missed medical appointments because I had no transportation.
- "I wish there was access to my neighborhood. I live in a neighborhood with a very—very—adult population, and people only pass through when they are on their way to church, the dollar store, and so on. It is a community with limited access."
- "It would be helpful if the TriMet app could notify us when an incoming bus is already full; that way, we would know whether to start walking to our destination or wait for the next bus."
- "TriMet shares information regarding community connectors with agencies such as Adelante Mujeres (Clínica Esperanza) to share with the community.

**Question 8: Triangle Activity - If you could only choose two characteristics, which ones would they be? Frequency, flexibility, or economy.**

**Responses**
Frequency: 7 (29%)
Economic: 11 (45%)
Flexibility: 6 (25%)

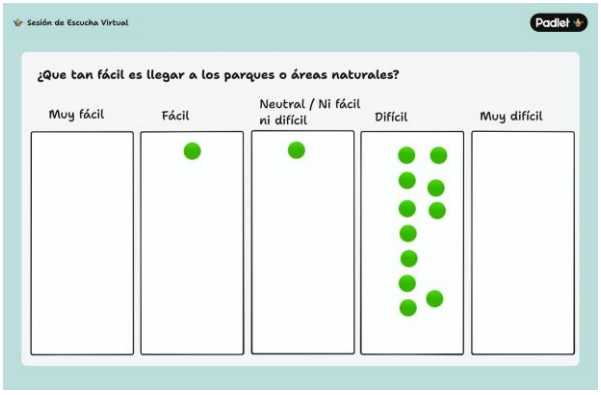


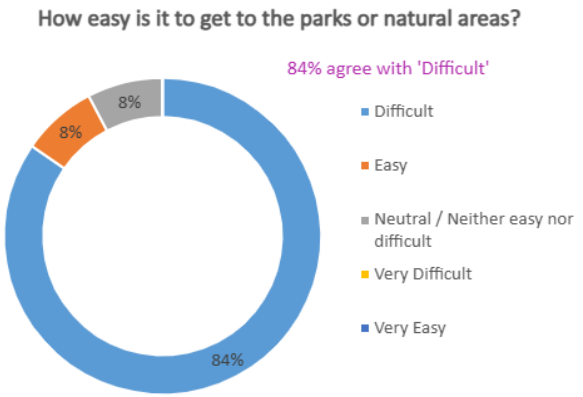

## SECTION 3.3

### Access to and Needs Regarding Parks and Nature

In this section, we asked participants a series of Linkert-scaled questions, and facilitator took note virtually through Padlet. Below you will see the pictures of their responses and pie charts to provide better visuals of the results for the Linkert-scale questions.

**Question 9: How easy is it to get to the parks or natural areas?**



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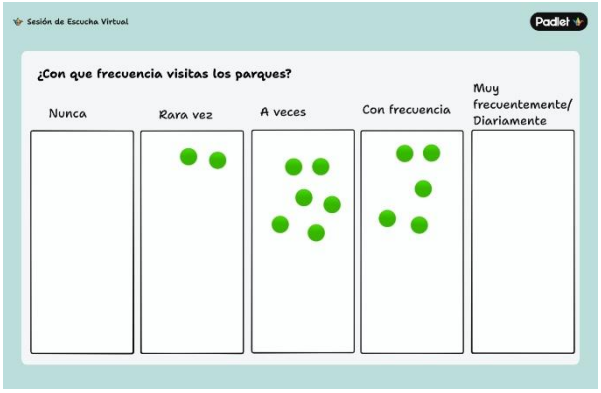


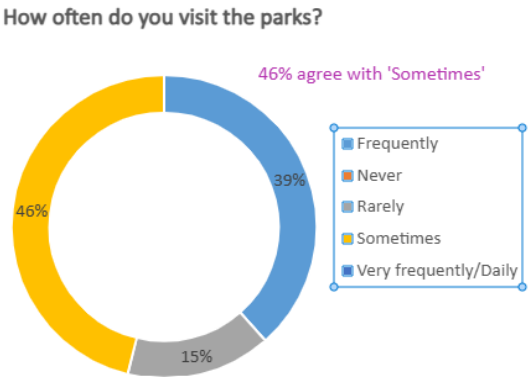


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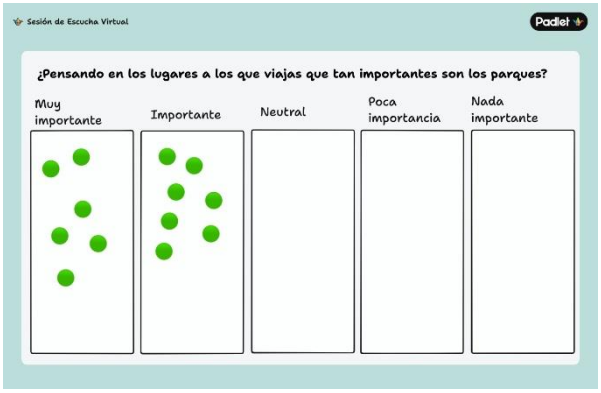


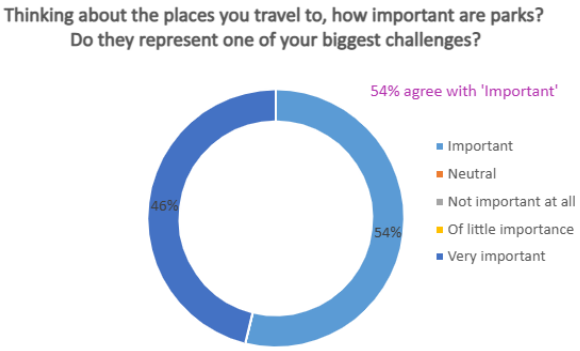


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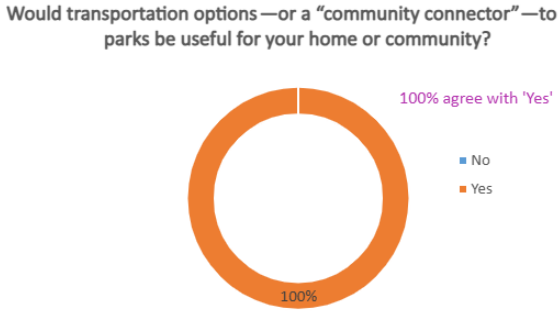



## Quotes:

- "Chehalem Park, for example, is very nice, but it's very far away."

- "If it operates on weekends, there are currently no options available."

## Communication and Multilingual Needs

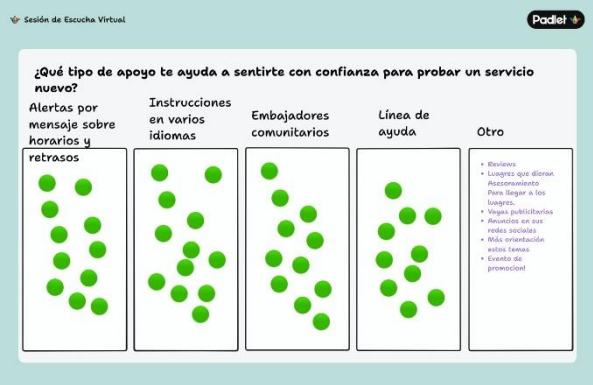
**Question 13: What is the best way to share information about a new transportation service with your household or community?**

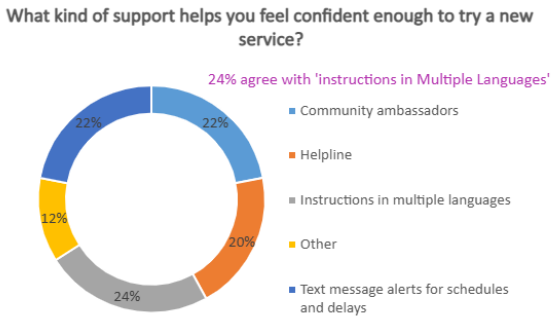
| Responses |
| --- |
| • Social Media +5<br>  ○ Facebook<br>• Radio<br>• Informational Tabling<br>• Websites of organizations<br>• Mail<br>• Flyers<br>• Workplaces |

**Question 14: What problems or limitations have you encountered with language services?**

| Responses |
| --- |
| • All Apps are in English – Not accessible in other languages +7<br>  ○ Darci, Farci, Spanish<br>  ○ Difficult to get responses when looking up online<br>• Information in Spanish +4<br>• Service bills (such as light and bill in Spanish) |

**Question 15: What kind of support helps you feel confident enough to try a new service?**




**Responses "Other"**

- Referrals from other people
- Information from schools and clinics that share such information
- Social media advertisements
- Advertising

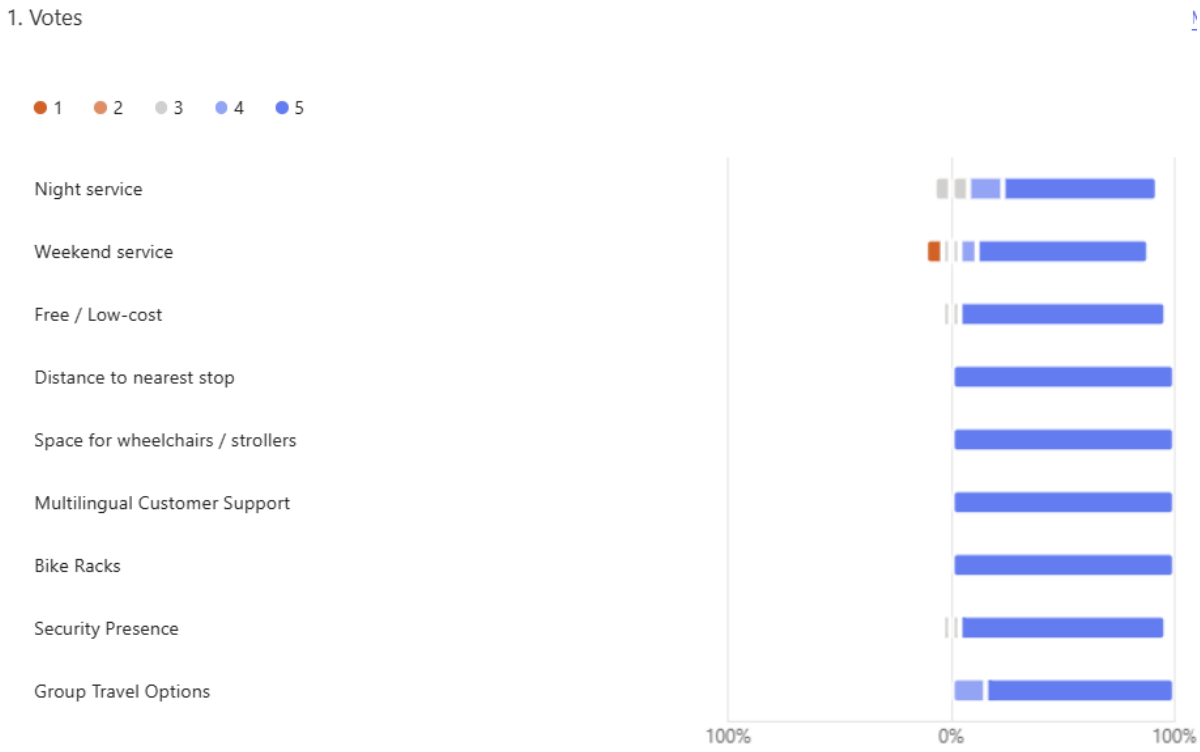
## SECTION 4.4

This next section covers the final section of questions.

### Votes

Instructions: Hold up a number from 1 to 5 (1 is not important at all, and 5 is very important) using your fingers to rate the following:

| Statements | Rating |
|---|---|
| Night service | → 69.2% agree with 'Very Important' |
| Weekend service | → 76.9% agree with 'Very Important' |
| Free / Low-cost | → 92.3% agree with 'Very Important' |
| Distance to nearest stop | → 100% agree with 'Very Important' |
| Space for wheelchairs / strollers | → 100% agree with 'Very Important' |
| Multilingual customer service | → 100% agree with 'Very Important' |
| Bike racks | → 100% agree with 'Very Important' |
| Onboard security | → 92.3% agree with 'Very Important' |
| Group travel options | → 84.6% agree with 'Very Important' |




# COLLECTIVE SUGGESTIONS

In closing, the following is a short summarized collective list of suggestions we as facilitators heard strongly from both listening sessions. As well as questions that were raised that would be important to address for future FAQ's.

Suggestions

- MAX routes to Forest Grove
- MAX route to Sherwood
- Larger bus lines or connector routes with fewer stops, to prevent buses from becoming overcrowded—as this creates an unsafe environment where passengers begin fighting and hurling insults over seats or a lack of space, while drivers are powerless to intervene.
- Assess population growth to determine the number of additional Community Connectors needed, as well as whether to expand existing transit routes.
- Evaluate whether the implementation of Community Connectors would result in their actual utilization by the public.
- Coordinate with community organizations on how to effectively disseminate information regarding Community Connectors.

Questions

- Do the connectors incur any costs?
- If I purchase passes that include community connectors, can I claim the amount spent on taxes as a deduction?

# MATERIALS

- Canva Presentation Link (Used for both modalities)
- Padlet Link (virtual session)
- Zoom recording (virtual session)
    - Passcode: &iEW8t8V
- Agendas (attached below)

# Sesión de Escucha: Transporte Comunitario 2026

## Presencial

| DETAILS |
|---|
| **Fecha:** jueves, 12 de marzo<br>**Horario:** 5:30pm – 8:00pm<br>**Lugar**: 265 SE Oak St C, Hillsboro, OR 97123<br>**Facilitadora:** Petrona<br>**Toma de Notas y Tiempo:** Alma<br>**Presentadores invitados:** |
| OBJETIVOS DE LA SESION DE ESCUCHA |
| |
| MATERIALES |
| ❑ Presentación<br>❑ Asistencia<br>❑ Lista de Contacto de Emergencia<br>❑ Registro de Cuidado de Niñes<br>❑ Lista de Logística AQUI |

**Todas las notas en flipchart

| AGENDA | | | |
|---|---|---|---|
| **Horario** | **Actividad** | **Facilitadora** | **Materiales** |
| 4:30pm - 5:30pm | **Acomodar el Espacio**<br>▫ Sillas y Mesas<br>▫ Área de Bienvenida<br>▫ Área de logística<br>▫ Sonido y Presentación<br>▫ Área de niñes | Todas | |
| 5:30pm - 5:45pm **(15min)**<br><br>(13min) | **Bienvenida**<br>– Reconocimiento de la tierra (3min)<br>– Repaso de la logística (4min)<br>– Objetivos (1mn)<br>– Introducciones (4min)<br>– Recordatorio: Que estén sentados con personas de la misma ciudad (1min) | Petrona | Presentación |
| 5:45pm – 6:15pm **(30min)** | **Presentación del proyecto**<br>- Invitar a Alfredo, quien es el investigador en desarrollo, planificación y participación pública con Metro. Él nos va a dar una pequeña presentación sobre porque estamos realizando estas sesiones de escucha. | Alfredo | Presentación de Alfredo |

| | | | |
|---|---|---|---|
| 6:15pm – 6:40pm **(25min)**<br><br>(20min) | **Conversaciones Iniciales**<br>Preguntas<br>- (Grupo grande) Su nombre, ciudad, ¿cómo te trasladas a donde necesitar ir? (ex: caminando, autobús, carro, tren, max, carpool, bicicleta, otro) (15min)<br>- (Sticky Note) A donde necesitas viajar normalmente cada semana? (5min)<br>- (Sticky Note) Qué factores hacen que viajar resulte difícil o estresante? (5min) | | Flip chart con preguntas y opciones. |
| 6:40pm – 7:10pm **(30min)** | **Actividad: Brechas en el sistema de transporte público y necesidades**<br>– (Dot y ponen su sticker en los mapas) Pon un punto en el lugar donde las brechas de transporte identificadas se alinean con sus necesidades de transporte. (7min)<br>– (Grupo grande) ¿Hay lugares en este mapa que podrían ayudar a que tu ruta sea más eficiente? (5min)<br>– (Grupo Grande) ¿Hay algo que haga difícil usar el transporte público en tu vida diara? (5min)<br>– (Grupo Grande- Contar) ¿Cuantos de ustedes conocen que es y cuales son los conectores comunitarias – levanta la mano (3min)<br>20min total<br><br>**Soluciones:**<br>– (Sticky note) ¿Qué haría que un conector comunitario fuera realmente útil para usted? (horario, fechas, seguridad, accesibilidad, publicidad – en detalle) (5min – 5min shareout)<br><br>**Actividad de Triangulo**<br>(Dot place on triangle) ¿Si solo podrías elegir dos características cuáles serían? Frecuencia, flexibilidad o económico? (5min – 5min shareout) | | Mapas<br>Dots<br><br>Flip Chart |
| 7;10 – 7:15 (5min) | **Descanso breve (5min)** | | |
| 7:20pm – 7:45pm<br><br>(25min) | **Acceso y Necesidades a Parques y a la naturaleza**<br>Linkert-Scaled<br>– (Linkert-Scaled) ¿Que tan fácil es llegar a los parques o áreas naturales? (2min)<br>o Muy fácil<br>o Fácil<br>o Neutral / Ni fácil ni difícil<br>o Difícil | | Flip chart con Linkert Scale<br><br>Flip Chart<br><br>Sticky Note<br><br>Dot |

| | | | |
|---|---|---|---|
| | ○ Muy difícil<br>– (Linkert-Scaled) ¿Con que frecuencia visitas los parques? (2min)<br>○ Nunca<br>○ Rara vez<br>○ A veces<br>○ Con frecuencia<br>○ Muy frecuentemente/Diariamente<br>– (Linkert-Scaled) Pensando en los lugares a los que viajas que tan importantes son los parques? ¿Representan uno de tus mayores retos? (2min)<br>○ Muy importante<br>○ Importante<br>○ Neutral<br>○ Poca importancia<br>○ Nada importante<br>– (Preguinta Abierta) Serian útiles para tu hogar o comunidad opciones de transporté o "conector comunitario" hacia los parques? (6min)<br><br>**Comunicación y necesidades multilingüísticas**<br>- (Sticky Note) ¿Cuál es la mejor manera de compartir información sobre un nuevo servicio de transporte con tu hogar o comunidad? (5min)<br>- (Sticky Note) ¿Qué problemas o limitaciones has encontrado en los servicios de idioma? (5min)<br>- (Place Dot on Paper) ¿Qué tipo de apoyo te ayuda a sentirte con confianza para probar un servicio nuevo? (Alertas por mensaje sobre horarios y retrasos, instrucciones en varios idiomas, embajadores comunitarios, línea de ayuda, otra opción___) | | |
| 7:45pm – 7:57pm (7min) | **Votaciones**<br>Levanta del 1-5 (1 es nada importante y 5 es muy importante) usando tus dedos para calificar lo siguiente<br>• Servicio en la noche<br>• Servicio de fin de semana<br>• Gratis / de bajo costo<br>• Distancia más cercana a la parada<br>• Espacio para silla de ruedas / carriola<br>• Atención al cliente multilingüe<br>• Portabicicletas<br>• Presencia de seguridad | | Flip Chart |

| | | | |
|---|---|---|---|
| | • Opciones para viajes en grupo | | |
| 7:57pm – 8:00pm (3min) | **Cierre**<br>– Agradecimiento y daremos seguimiento con resultados en cuanto estén listas<br>– Recordatorios:<br>o 21 de marzo evento – invitados<br>o Encuesta: https://es.surveymonkey.com/r/TWJMYLY<br>– Foto Grupal | | |
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# Sesión de Escucha: Transporte Comunitario 2026

## Virtual

| DETAILS |
|---|
| **Fecha:** jueves, 13 de marzo<br>**Horario:** 5:00pm – 8:30pm<br>**Lugar**: Virtual<br>**Facilitadora:** Alma<br>**Toma de Notas:** Petrona<br>**Toma de Tiempo:** Gabriela O.<br>**Presentadores invitados:** Alfredo Haro |
| OBJETIVOS DE LA SESION DE ESCUCHA |
| |
| MATERIALES |
| ❑ Presentación<br>❑ Mapas virtuales<br>❑ Asistencia<br>❑ Lista de Logística AQUI<br>❑ Presentación de Alfredo |

| AGENDA | | | |
|---|---|---|---|
| **Horario** | **Actividad** | **Facilitadora** | **Materiales** |
| 5:00pm - 5:30pm | **Acomodar el Espacio**<br>▫ Sonido y Presentación<br>▫ Compartir Pantalla | Todas | |
| 5:30pm – 5:45pm **(20min)** | **Bienvenida**<br>– Reconocimiento de la tierra (3min)<br>– Repaso de la logística (4min)<br>o Chat<br>o Micrófono<br>o Video (opcional)<br>o Grabar la reunión<br>– Objetivos (1mn)<br>– Introducciones (4min) | Alma | Presentación |
| 5:45pm – 6:15pm **(30min)** | **Presentación del proyecto**<br>– Invitar a Alfredo, quien es el investigador en desarrollo, planificación y participación pública con Metro. Él nos va a | Alfredo | Presentación de Alfredo |

| | | | |
|---|---|---|---|
| | dar una pequeña presentación sobre porque estamos realizando estas sesiones de escucha.<br>– | | |
| 6:15pm – 6:40pm **(25min)**<br><br>(20min) | **Conversaciones Iniciales**<br>Preguntas<br>- (Grupo grande) Su nombre, ciudad, ¿cómo te trasladas a donde necesitar ir? (ex: caminando, autobús, carro, tren, max, carpool, bicicleta, otro) (15min)<br>- (Chat) A donde necesitas viajar normalmente cada semana? (5min)<br>- (Chat) Qué factores hacen que viajar resulte difícil o estresante? (5min) | Alma | Tomar notas en documento |
| 6:40pm – 7:10pm **(30min)** | **Actividad: Brechas en el sistema de transporte público y necesidades**<br>– (Dot y ponen su sticker en los mapas) Pon un punto en el lugar donde las brechas de transporte identificadas se alinean con sus necesidades de transporte. (7min)<br>– (Grupo grande) ¿Hay lugares en este mapa que podrían ayudar a que tu ruta sea más eficiente? (5min)<br>– (Grupo Grande) ¿Hay algo que haga difícil usar el transporte público en tu vida diara? (5min)<br>– (Grupo Grande- Contar) ¿Cuantos de ustedes conocen que es y cuales con los conectores comunitarias – levanta la mano (3min)<br>20min total<br><br>Soluciones:<br>– (Chat) ¿Qué haría que un conector comunitario fuera realmente útil para usted? (horario, fechas, seguridad, | | Mapas usando Padlet https://padlet.com/pdominguez31/mapas-sesion-de-escucha-virtual-cqcl0e5qnmoo5m8u |

| | | | |
|---|---|---|---|
| | accesibilidad, publicidad – en detalle) (5min – 5min shareout)<br><br>**Actividad de Triangulo**<br>(Dot place on triangle) ¿Si solo pudieras elegir dos características cuáles serían? ¿Frecuencia, flexibilidad o económico? (5min – 5min shareout) | | Usando Padlet Pagina 5 |
| 7;10 – 7:15 (5min) | **Descanso breve (5min)** | | |
| 7:20pm – 7:45pm<br><br>(25min) | **Acceso y Necesidades a Parques y a la naturaleza**<br>Linkert-Scaled<br>– (Linkert-Scaled) ¿Que tan fácil es llegar a los parques o áreas naturales? (2min)<br>o Muy fácil<br>o Fácil<br>o Neutral / Ni fácil ni difícil<br>o Difícil<br>o Muy difícil<br>– (Linkert-Scaled) ¿Con que frecuencia visitas los parques? (2min)<br>o Nunca<br>o Rara vez<br>o A veces<br>o Con frecuencia<br>o Muy frecuentemente/Diariamente<br>– (Linkert-Scaled) Pensando en los lugares a los que viajas que tan importantes son los parques? ¿Representan uno de tus mayores retos? (2min)<br>o Muy importante<br>o Importante<br>o Neutral<br>o Poca importancia<br>o Nada importante<br>– (Pregunta Abierta) Serian útiles para tu hogar o comunidad opciones de transporté o | | |

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|---|---|---|---|
| | "conector comunitario" hacia los parques? (6min)<br><br>**Comunicación y necesidades multilingüísticas**<br>- (Chat) ¿Cuál es la mejor manera de compartir información sobre un nuevo servicio de transporte con tu hogar o comunidad? (5min)<br>- (Chat) ¿Qué problemas o limitaciones has encontrado en los servicios de idioma? (5min)<br>- (Place Dot on Paper) ¿Qué tipo de apoyo te ayuda a sentirte con confianza para probar un servicio nuevo? (Alertas por mensaje sobre horarios y retrasos, instrucciones en varios idiomas, embajadores comunitarios, línea de ayuda, otra opción___) | | |
| 7:45pm – 7:57pm (7min) | **Votaciones**<br>(Chat) del 1-5 (1 es nada importante y 5 es muy importante) usando los números en el chat para calificar lo siguiente<br>– Servicio en la noche<br>– Servicio de fin de semana<br>– Gratis / de bajo costo<br>– Distancia más cercana a la parada<br>– Espacio para silla de ruedas / carriola<br>– Atención al cliente multilingüe<br>– Portabicicletas<br>– Presencia de seguridad<br>– Opciones para viajes en grupo | | Padlet |
| 7:57pm – 8:00pm (3min) | **Cierre**<br>– Agradecimiento y daremos seguimiento con resultados en cuanto estén listas<br>– Recordatorios:<br>o 21 de marzo evento – invitados | | |

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| | ○ Encuesta: https://es.surveymonkey.com/r/TWJMYLY<br>– Foto Grupal | | |

Attachment 4

# Community Connect Transit Study

2026

Upstream Access

# Table of Contents


3 Promotion of Event

5 Demographics

10 Overview

11 Key Themes

21 Key Takeaways

22 Community Area Responses for Maps

23 Additional Survey Responses

# Promotion

**Why Attend?**

Metro and community partners are exploring Community Connector Transit, which is smaller, more transportation options, that can help people get where they need to go.

**Your Input Will Help:**

- Identify barriers to using transit to get where you want to go.
- Improve safety, accessibility and communication.

**What To Expect:**

- Welcoming, guided group discussion
- Map activities and simple questions
- Opportunities to share your experiences and ideas
- Language support, if requested. ASL and Spanish provided.

Questions or Access Needs?
admin@UpstreamAccess.org

# Promotion

Subject: You're Invited: Community Transportation Listening Session

Hello,
We'd love to invite you to join an upcoming Community Transportation Listening Session hosted by Upstream Access.
We want to hear from you! This is a welcoming community conversation about transportation needs in your area and how future transit services can better serve our communities. You do not need to be a transit rider to participate — all community members are welcome.

Dates to choose from:
• February 23 | 4:00 – 5:30 pm
• March 6 | 1:00 – 2:30 pm
Metro Listening Session Registration or Scan QR Code in attached flyer
Why attend?
Metro and community partners are exploring Community Connector Transit — smaller, more flexible transportation options that can help people get where they need to go. Your input will help:

- Identify barriers to using transit
- Improve safety, accessibility, and communication

What to expect:

- A welcoming, guided group discussion
- Map activities and simple questions
- Space to share your experiences and ideas
- Language support if requested (ASL and Spanish provided)

If you have questions or access needs, please email admin@UpstreamAccess.org.
We hope you can join us and share your voice!

With appreciation,
The Upstream Access Team
www.UpstreamAccess.org

# Participant Demographics

Age

- Ages ranged from 25 to 75+
- Breakdown:
  - 25–34: 7 participants (28%)
  - 35–44: 8 participants (32%)
  - 45–54: 4 participants (16%)
  - 55–64: 3 participants (12%)
  - 65–74: 3 participants (12%)
  - 75+: 3 participants (12%)

Gender Identity

- Women: 15 participants (60%)
- Men: 7 participants (28%)
- Non-binary / genderqueer: 2 participants (8%)
- Transgender (also identified as non-binary): 1 participant (4%)

Race & Ethnicity (multi-select)

- White: 16 participants (64%)
- Hispanic or Latino: 4 participants (16%)
- Black or African American: 3 participants (12%)
- Asian or Asian American: 1 participant (4%)
- Native Hawaiian or Pacific Islander: 1 participant (4%)
- Prefer not to say: 3 participants (12%)

# Participant Demographics (cont.)

Employment, Education & Roles (multi-select)

- Employed full-time: 1 participant (4%)
- Employed part-time: 7 participants (28%)
- Students: 5 participants (20%)
- Retired: 8 participants (32%)
- Looking for work: 1 participant (4%)
- Caregivers: 2 participants (8%)

Disability & Access Needs

- Identify as disabled/chronic condition affecting travel: 20 participants (80%)
- Do not identify as disabled: 2 participants (8%)
- Prefer not to say: 1 participant (4%)

Common Access Needs (multi-select):

- Walker/cane: 8 participants (32%)
- Wheelchair/mobility device: 8 participants (32%)
- Cannot stand for long periods: 8 participants (32%)
- Vision/hearing needs: 9 participants (36%)

# Participant Demographics

Additional supports shared:

- Large print materials
- ASL communication / nonverbal communication
- Caregiver or support person
- Pain management (seat/back cushions)
- Need to recline/rest throughout the day
- Navigation/reminder apps for transit support

Highlights: access needs and mobility considerations across the group

# Participant Demographics Narrative

Upstream Access conducted two 90-minute virtual listening sessions via Zoom to gather input from community members. For those who were unable to attend, we offered one-on-one interviews using the same slide deck and maps to ensure consistent participation and accessibility.

The listening sessions were promoted to our cross-disability community throughout the Tri-County area, including Multnomah, Clackamas, and Washington Counties. This approach allowed us to gather perspectives from a diverse range of participants with varied lived experiences across the region.

Listening sessions were promoted via social media (Facebook and Instagram) to Upstream Access members, and emails were sent to over 100 community members.

Participants in this engagement represented a wide range of ages, identities, and lived experiences, reflecting the diversity within the communities we serve. Ages spanned from 25 to over 75, with strong representation among adults ages 25–44 and 45–64, as well as older adults (65+). This cross-generational participation highlights the importance of inclusive planning that supports people across the lifespan, particularly in the context of emergency preparedness and community resilience.

In terms of gender identity, the majority of participants identified as women, alongside a strong representation of men. Participants also included individuals who identify as transgender and non-binary/genderqueer, reinforcing the importance of creating spaces that affirm and include gender-diverse community members.

Racial and ethnic identities among participants were predominantly White; however, there was also meaningful representation from Black or African American, Hispanic or Latino, Asian or Asian American, and Native Hawaiian or other Pacific Islander communities. Some participants identified with multiple racial or ethnic identities, and others chose not to disclose, reflecting the importance of maintaining trust, autonomy, and safety in data collection.

A significant portion of participants identified as disabled or living with chronic health conditions that impact how they move through the world and access transportation. Their responses highlight the wide range of access needs that must be considered in planning and systems design. Many participants rely on mobility supports such as wheelchairs, walkers, and canes, while others shared needs related to limited stamina, including difficulty standing for long periods or walking long distances. Several participants identified vision- and hearing-related access needs, including large-print materials and communication supports such as ASL.

Participants also shared important insights into less visible or often overlooked access needs. These included the need for rest and the ability to recline throughout the day, the use of seat and back cushions to manage pain, reliance on caregivers or support people, and the use of navigation and reminder apps to support independent travel. One participant shared that they were nonverbal and used ASL, reinforcing the importance of communication access across all settings.

Employment and daily-life roles among participants varied widely, reflecting different economic realities, access to opportunities, and life stages. Some participants were employed full-time or part-time, while others were students, retirees, or actively seeking work. Several participants identified as caregivers, balancing employment or education alongside supporting family members. Others shared that they are not currently working, including individuals who are disabled, not seeking paid work, or navigating unemployment while building their own businesses.

Importantly, participants also identified roles beyond traditional employment categories, including advocacy and entrepreneurship. These responses highlight the many ways people contribute to their communities, even when those contributions are not always recognized within standard workforce frameworks.

A smaller number of participants reported having children in their household, adding another layer of responsibility and consideration in planning for safety, transportation, and emergency preparedness.

Overall, these demographics underscore the importance of centering disability, economic diversity, and lived experience as core components of equity—not afterthoughts. The range of access needs, employment situations, and caregiving responsibilities shared by participants highlights the necessity of flexible, person-centered, and trauma-informed approaches that honor interdependence, autonomy, and dignity.

These insights directly inform our work to build systems, programs, and emergency preparedness strategies that are truly inclusive and responsive to the realities of people’s lives.

# Overview of Community listening Sessions

Across multiple listening sessions, participants shared that transportation is essential not only for meeting basic needs but also for maintaining social connections, physical health, and overall well-being.

While some systems support access to work, medical care, and groceries, significant gaps continue to limit full participation in community life.

Participants consistently emphasized that transportation is not just about getting from place to place—it is directly tied to independence, dignity, and emotional health.

**“Transportation systems are not built for us… they are not built to be accessible.”**

**“We really have to advocate and fight to ensure that we do have that accessibility.”**

**“It’s very frustrating… that we cannot find a system that works well enough for all of us.”**

# Key Themes

## 1. Transportation Enables Survival—But Not Full Community Participation

Participants use transportation for:

- Work
- Medical appointments
- Grocery shopping
- Social activities (when possible)
- Recreational outings and physical well-being

However, access is often limited when it comes to:

- Evening events (theater, comedy shows, OMSI, social gatherings)
- Weekend activities
- Recreational trips (parks, coast, mountains)
- Travel outside the metro area (including nearby cities like Seattle)

Transportation systems are currently structured to support essential trips, but do not support full participation in social, cultural, and recreational life.

### Time, Energy, and Health Impacts

- “It can take me 2 hours to go 12 miles.”
- “That is an 8-hour day using all of my spoons.”
- “I am usually in bed the next day to regenerate.”

### Family & Dignity Barriers

- “We have to pretend our children are our personal care attendants just to ride paratransit.”
- “That is insulting. It’s demeaning.”
- “You should be able to travel as a family.”

# 2. Transportation is Critical to Social and Emotional Health

Participants clearly stated that:
Travel is essential for social and emotional health.

Limited transportation options result in:

- Missed social opportunities
- Reduced participation in community life
- Increased isolation

Participants also shared that planning outings can take so much time and energy that it becomes exhausting before even arriving, discouraging participation altogether.

### Isolation & Shrinking Worlds

- “I have made a smaller footprint the older I’ve gotten.”
- “I get so locked into the metro area.”
- “There are so many things I don’t do because of what it takes to get there.”

### Loss of Nature, Joy, and Connection

- “I’ve been dying to make it to the ocean… I really miss that.”
- “The ocean is my place to… just renew myself.”
- “I don’t go to community events… comedy shows, and plays due to transportation barriers.”

# 3. Rigid Systems Limit Independence

Transportation depends on:

- Fixed bus schedules
- Multiple transfers
- Limited hours
- Booking rides in advance
- Apps that are not always accurate

Common barriers:

- Rides fill up early
- No same-day or last-minute options
- Long travel times
- No ride home after events

This makes it hard for people to be flexible, independent, and fully take part in everyday life.

### Inequity & Structural Discrimination

- “People without disabilities can go wherever they want.”
- “We are automatically second-class, less than equal citizens.”
- “We have to consider transit in where we live… others don’t.”
- “My life has to fit the schedule—not the other way around.”
- “I can’t be flexible because the system isn’t flexible.”

# 4.
# Gaps in Service Hours, Coverage, and Reliability

Participants highlighted:

- Limited evening and weekend service
- Restricted service areas
- Programs like Ride Connection operate only on limited days (e.g., Tuesday–Thursday)
- Inconsistent reliability—many participants shared that they cannot depend on public transportation

While some services (such as Lyft) offer more flexible hours and have been experienced positively, they are not always accessible, affordable, or consistent for all users.

### Where People Don't Go (Barriers to Life)

- "I think almost a more important question is—where don't we go?"
- "There are limited places that I can even get an office job, because public transit wouldn't get me there in an acceptable manner."
- "What would be a 25-minute car ride is an hour and a half on public transportation."
- "It's not just a night out, it's a day-long event."

# 5. Safety is a Major Concern Across the Entire Travel Experience

Safety concerns were consistently raised at every stage:

- **Before the ride:** poorly lit stops, long wait times, exposure to weather
- **During the ride:** rough driving, lack of secure or appropriate seating, driver behavior
- **After the ride:** lack of door-to-door support

Participants emphasized the need for:

- Well-lit stops
- Reduced wait times
- Safe, secure, and reliable options
- Door-to-door service where possible

### Lack of Security and Fears

- “I think almost a more important question is—where don’t “It’s not just fear—it’s knowing the system isn’t built for me.”
- “It’s hard to feel safe when you have to plan everything perfectly just to get through the day.”
- “When transportation falls through, everything else falls apart—and that’s where the fear is.”

# 6. Accessibility Must Be Built Into Every Part of the System

Participants identified multiple accessibility gaps:

- Inconsistent availability of accessible seating and space for wheelchair users
- Drivers unable or unwilling to adjust seating configurations
- Reports of rude or dismissive behavior toward riders using mobility devices
- Lack of driver training on:
- Transfers
- Communication (including ASL, AAC, and other methods)
- Rider safety and disability awareness

### Failed Solutions & Accessibility Gaps

- “The app didn’t work… everything was always full… I just quit trying.”
- “Don’t promise on-demand services if they don’t actually work.”
- “It’s worse than useless… it’s frustrating.”

# 7. Infrastructure, Navigation, and Information Barriers

Participants rely heavily on technology to navigate systems, but shared concerns about:

- Outdated or inaccurate information in apps (routes, arrival times, ride updates)
- Difficulty locating stops and planning trips
- Need for improved tools, such as a dedicated app for community-based transportation options

Environmental barriers also include:

- Lack of covered bus stops in cold and wet weather
- Buses lack sufficient space for mobility devices in competition with strollers, groceries, individuals transporting all their possessions, luggage, invisible users occupying reserved seating, etc.
- Often refused access because there is no room. Also, more users rely on mobility aids.
- Long wait times in unsafe or uncomfortable conditions

### Navigation and Information Barriers

- “Everything assumes you can see, hear, or read the same way.”
- “Technology isn’t always accurate, and then I’m stuck.”
- “When apps are wrong, I’m the one who deals with the consequences.”
- “Every place is different, and I have to relearn how to navigate each time.”

# 8. Cost and Policy Barriers Limit Access

Participants noted:

- Cost differences between public transportation and alternatives like taxis or rideshare
- Limited affordable options for more flexible or accessible rides
- Inability to reserve a taxi or Lyft option requiring wheelchair access, making them extremely unreliable, especially given the rarity of vehicles equipped for wheelchair use.  Even if you could get to your destination, a return is not guaranteed.

Policy barriers also impact access, including:

- Rules about what mobility devices are allowed on buses
- Systems that do not reflect the real needs of disabled riders

### Where People Don’t Go (Barriers to Life)

- “I think almost a more important question is—where don’t we go?”
- “There are limited places that I can even get an office job, because public transit wouldn’t get me there in an acceptable manner.”
- “What would be a 25-minute car ride is an hour and a half on public transportation.”
- “It’s not just a night out, it’s a day-long event.”

# 9. Gaps in Service Hours, Coverage, and Reliability

Communication barriers add another layer of difficulty to already complex transportation and navigation systems. Participants shared that information is often inconsistent, outdated, or not accessible in multiple formats, making it harder to plan, adapt, or respond when things change.

Real-time updates are not always reliable, and when systems shift—such as delays, route changes, or cancellations—people are often left without clear or usable information. This creates confusion, stress, and, at times, unsafe situations.

For many, communication barriers mean needing to rely on others for support, reducing independence and confidence when moving through the community. When information is not accessible—whether due to format, language, or technology—it becomes a barrier to participation.

### Gaps in Coverage and Reliability

- “I need updates I can actually access in real time.”
- “Sometimes I just stop trying because it’s too confusing.”
- “I shouldn’t have to rely on someone else just to get where I’m going.”
- “Service changes happen, but I don’t get updates I can actually access.”
- “Extreme weather makes an already hard system even harder to use.”

# 10. Emotional Impact: Fatigue, Frustration, and Being Let Down

Across all sessions, participants expressed:

- Physical and mental fatigue from coordinating transportation
- Frustration with unreliable, inflexible systems
- A sense of being consistently let down

One participant shared that:
Public transportation can create segregation, as people with disabilities are often excluded from social and community spaces due to a lack of access.

### The Emotional Toll is Real

- “I’m tired before I even get there.”
- “So much of my energy goes into planning transportation.”
- “It shouldn’t take this much effort just to exist in the community.”
- “I have to think through every step—and it wears me down.”
- “I feel drained just coordinating rides and schedules.”
- “It creates separation—I’m not included the same way others are.”
- “Access to transportation is access to community—and I don’t always have that.”

# Key Takeaways

- Transportation must support full participation, not just essential trips.
- Expanded service hours (evenings/weekends) and broader coverage areas are critical.
- Flexible, same-day transportation options are needed to support independence and spontaneity.
- Systems must align with real-life schedules, including the full duration of social events.
- Safety must be addressed holistically—before, during, and after travel.
- Accessibility must be embedded system-wide, including driver training, communication access, and inclusive policies around mobility devices.
- Accurate, accessible, and real-time navigation tools are essential.
- Affordability and policy changes are needed to reduce barriers.
- Transportation is directly tied to social connection, emotional well-being, and quality of life.
- Without meaningful improvements, current systems will continue to reinforce isolation, inequity, and exclusion.

# Community Area Responses  for Maps

**C1 – Lake Oswego**

- No interest / no support identified

**C2 – Happy Valley**

- 6 yes
- Mixed/no interest from others (including no responses)

**C3 – Oatfield**

- 4 yes
- Some no responses

**M1 – Cully Park**

- 11 yes
- Some no responses

**M2 – North Portland (Peninsula)**

- 9 yes
- Some no responses

**M7 – Fairview**

- 8 yes
- Some no responses

**M8 – Gresham**

- 4 yes
- Some no and no responses

**W1 – Bethany / SW Beaverton**

- 2 yes
- Feedback included the need for expanded service beyond Monday–Friday, on-demand rides

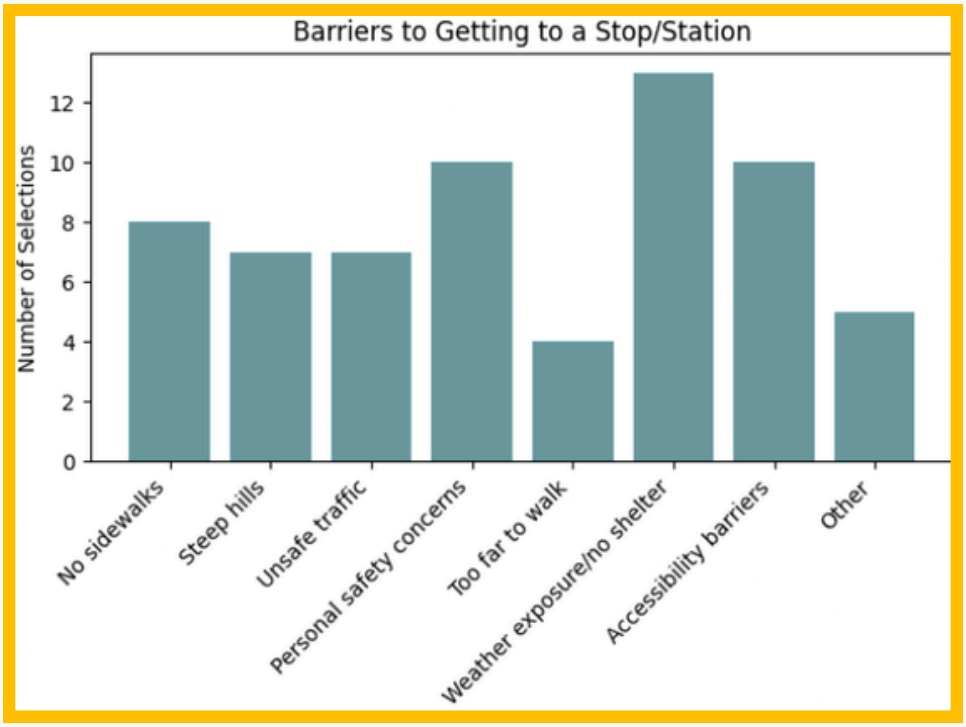
**W2 – Bethany**

- 4 yes

**W4 – Hillsboro / Aloha**

- 5 yes
- Some no and no responses

# Additional Survey Responses

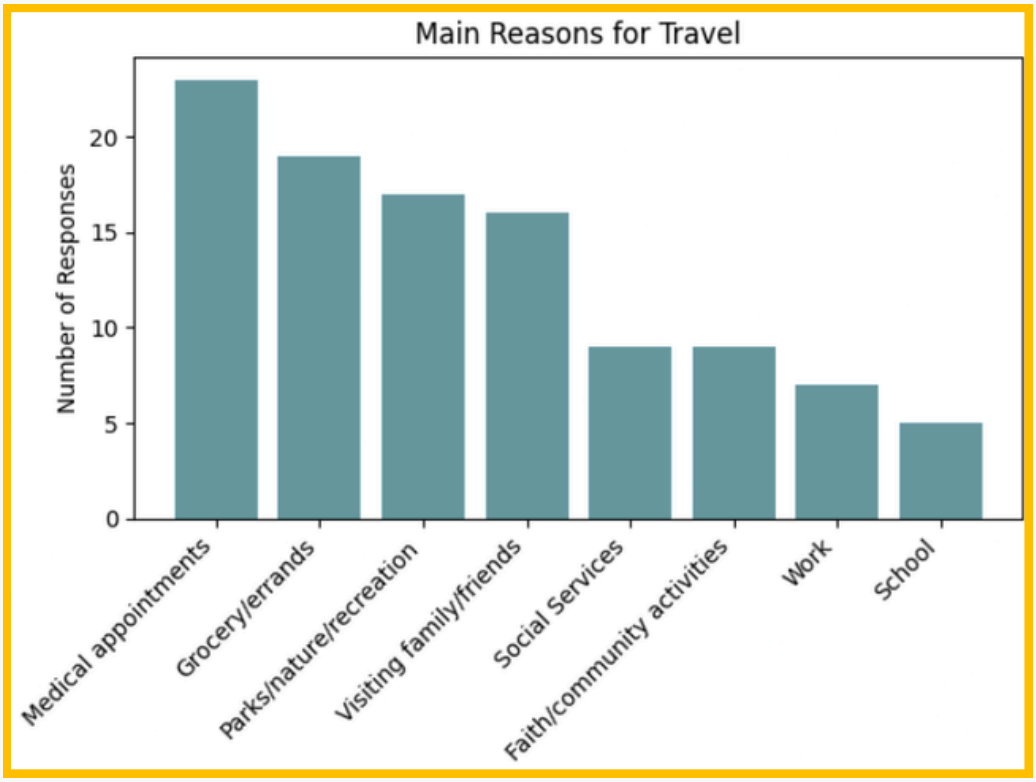



Participants identified multiple barriers to accessing transit stops, with weather exposure and lack of shelter (20.3%) emerging as the most common challenge. This was followed by personal safety concerns (15.6%) and accessibility barriers (15.6%), highlighting both environmental and systemic issues that impact access.

Additional barriers included lack of sidewalks (12.5%), steep hills (10.9%), and unsafe traffic (10.9%), all of which make reaching a stop difficult or unsafe. While fewer participants identified other factors (7.8%) or distance (too far to walk) (6.2%), these still represent meaningful obstacles.

Overall, the findings show that barriers to transportation extend beyond transit systems themselves, with infrastructure, safety, and weather protection playing a critical role in whether individuals can even reach a stop.

# Additional Survey Responses

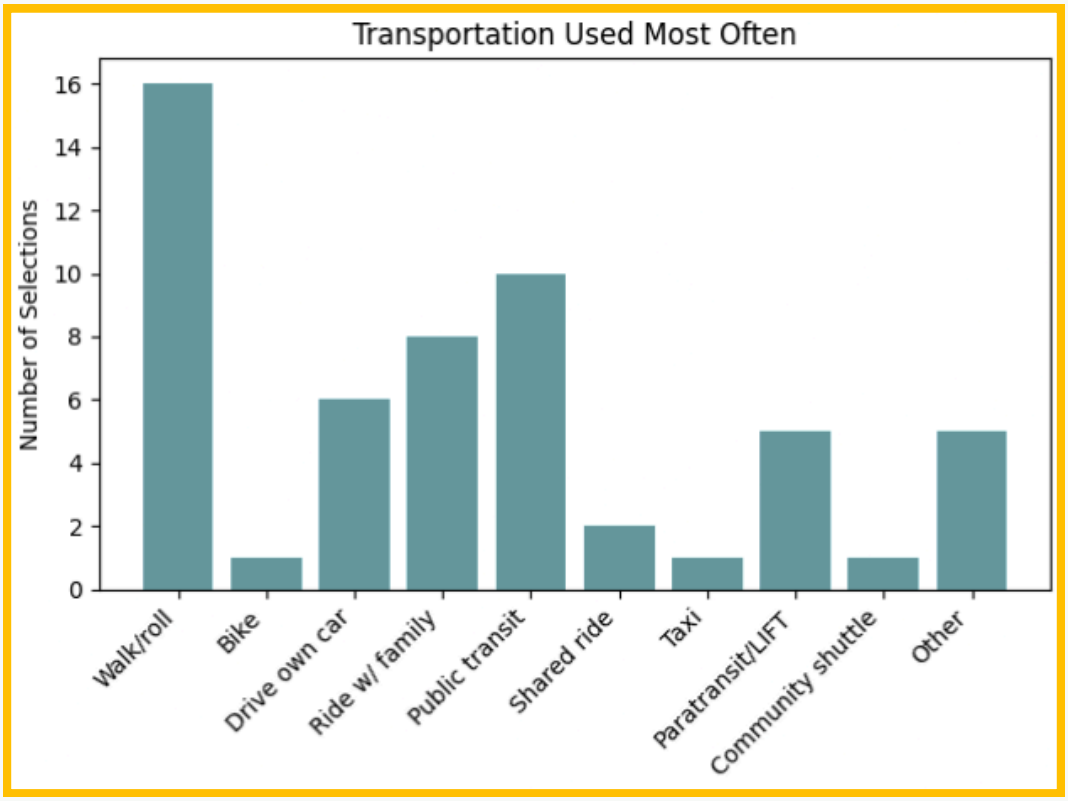



Participants identified a wide range of reasons for travel, highlighting that transportation supports both essential needs and community participation. The most frequently reported reason was medical appointments (23 responses, 87%), followed by grocery shopping and errands (19 responses, 73%). These findings reinforce that transportation is critical for accessing healthcare and meeting basic daily needs.

Beyond essential trips, participants also reported traveling for parks, nature, and recreation (17 responses, 65%) and visiting family and friends (16 responses, 62%), demonstrating the importance of transportation for social connection and overall well-being. Additionally, social services (9 responses, 35%) and faith or community activities (9 responses, 35%) were commonly identified, indicating reliance on transportation to access community-based supports and engagement opportunities.

Of all participants, 8 work, and 7 of those use public transportation (88%). 100% of school goers use public transportation. This underscores the need for accessibility to meet basic needs.

# Additional Survey Responses

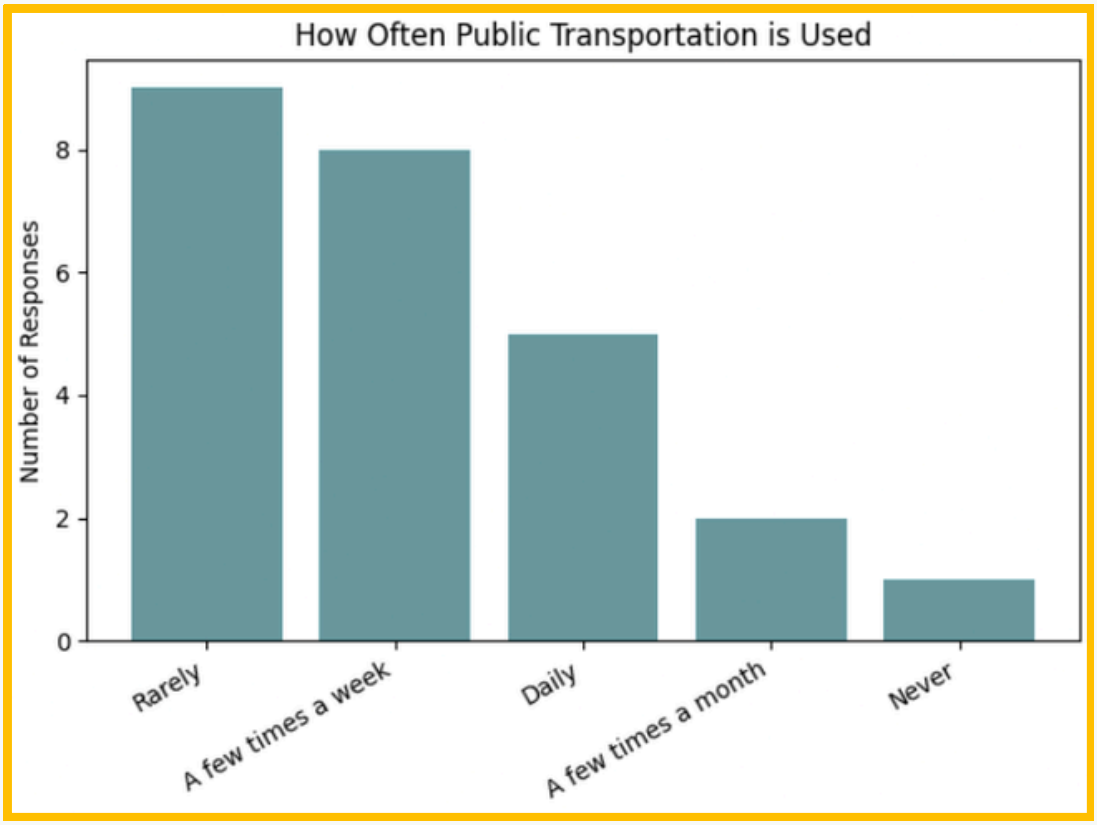



Participants reported using a variety of transportation methods, often relying on more than one option to meet their needs. The most common mode was walk/roll (29.1%), reflecting both independence and necessity.

This was followed by public transit (18.2%), rides with family or friends (14.5%), and driving their own car (10.9%). Additional supports included paratransit/LIFT (9.1%) and other methods (9.1%), such as caregiver assistance or adaptive devices.

Less frequently used options included shared ride services (3.6%), as well as bike, taxi, and community shuttle options (each 1.8%). These results demonstrate that individuals often piece together multiple transportation options, underscoring the need for a flexible and connected transportation system.

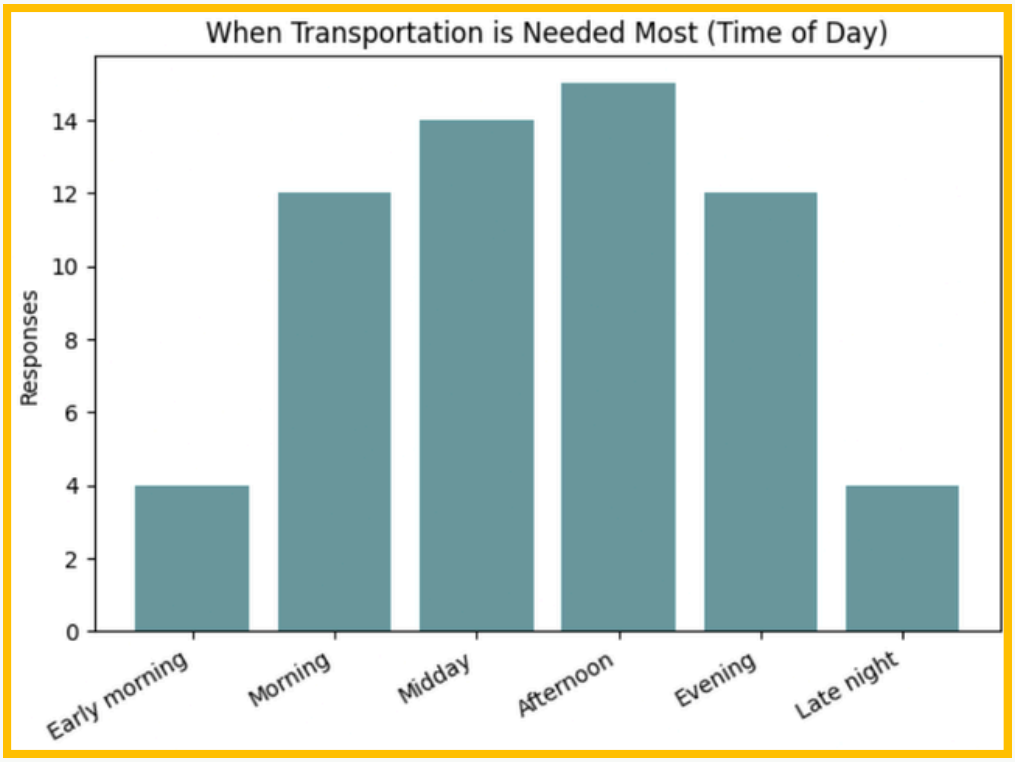
# Additional Survey Responses




Use of public transportation varied widely among participants. The largest group reported using transit rarely (36%), followed closely by those who use it a few times a week (32%). A smaller portion of participants rely on transit daily (20%), while others reported using it a few times a month (8%) or never (4%).

These patterns suggest that while most participants do engage with public transportation at some level, barriers limit consistent use. Rather than choosing not to use transit, many participants appear to be navigating systems that do not fully meet their needs, resulting in inconsistent and often reduced usage.

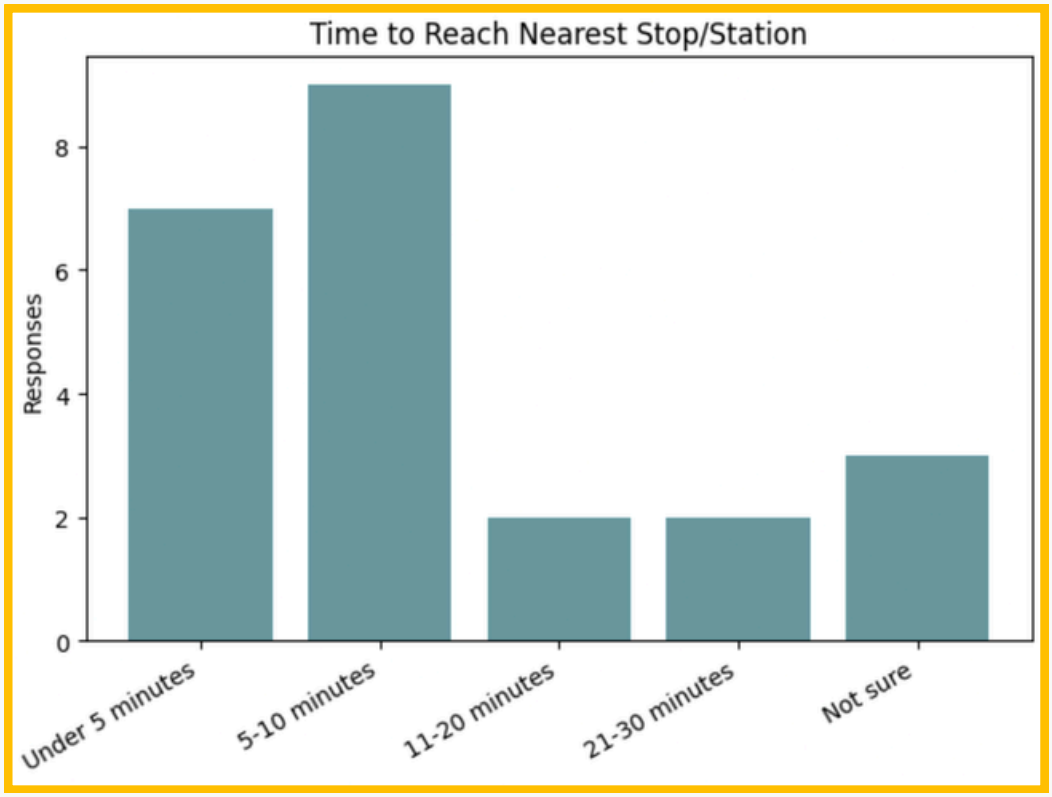
# Additional Survey Responses




Participants reported needing transportation most often during the middle of the day, with afternoon (24.6%) and midday (23.0%) being the highest-demand time periods. Demand remains strong into the morning (19.7%) and evening hours (19.7%), showing that transportation needs span across most of the day. In contrast, fewer participants reported needing transportation during early morning (6.6%) and late night hours (6.6%), though these times still represent important access needs for some individuals.

In addition to time of day, participants indicated a consistent need for transportation across both weekdays (48%) and weekends (52%), highlighting that transportation needs are not limited to traditional workweek schedules. Overall, the data shows that transportation systems must be flexible and available throughout the day and across the full week to meet the diverse needs of the community.

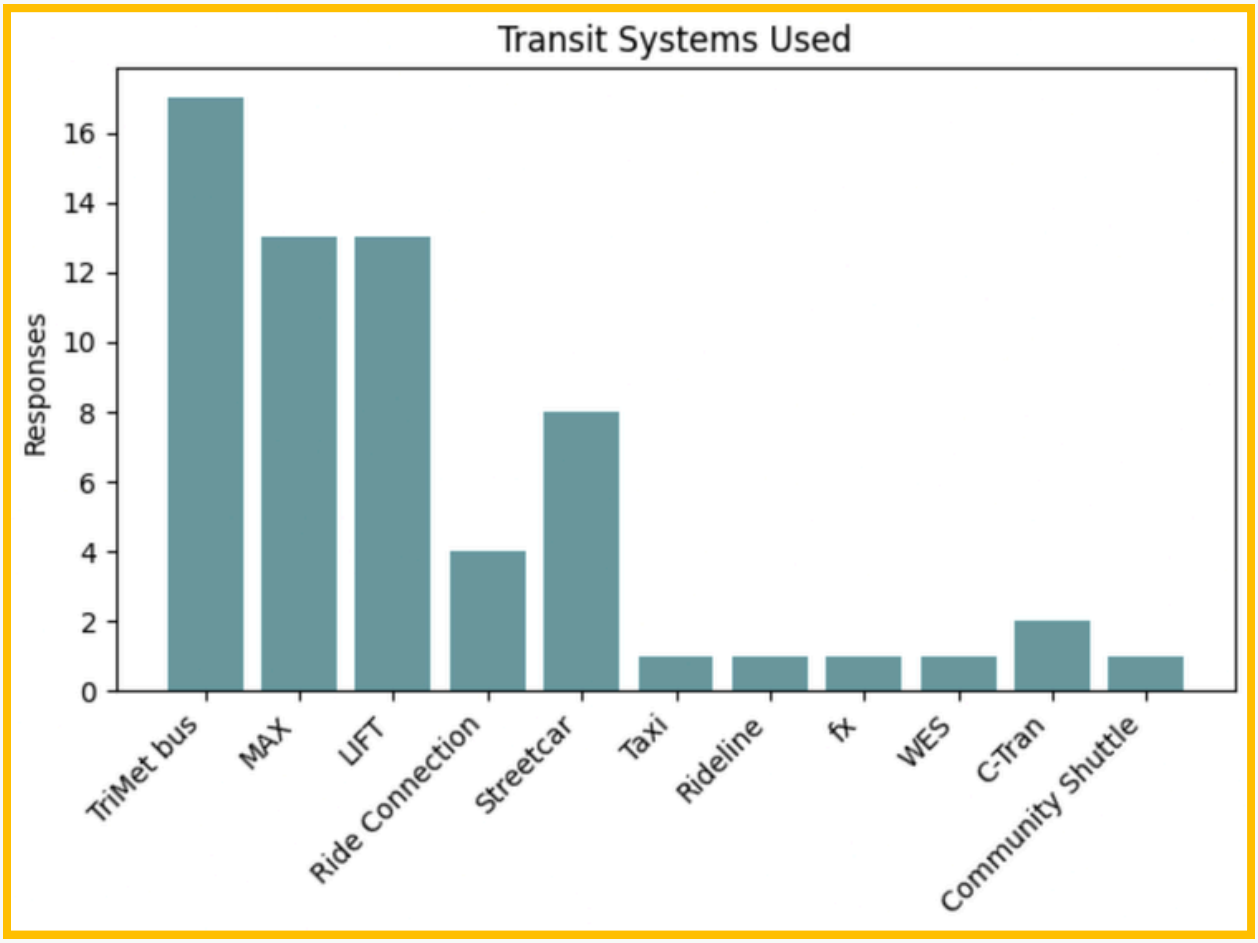
# Additional Survey Responses




Participants reported that most people live relatively close to a transit stop or station, with 5–10 minutes (39.1%) being the most common travel time, followed by under 5 minutes (30.4%). This indicates that a majority of participants are within a short distance of transit access points. However, a smaller portion of participants reported longer travel times, including 11–20 minutes (8.7%) and 21–30 minutes (8.7%), which can present additional challenges, especially when combined with other barriers such as weather, safety, or accessibility.

Additionally, 13.0% of participants were unsure how long it takes to reach a stop, which may reflect inconsistent routes, reliance on others, or variability in travel conditions. Overall, while many participants are geographically close to transit, proximity alone does not guarantee access, as other barriers may still prevent individuals from safely and reliably reaching transit stops.

# Additional Survey Responses




Participants most often used TriMet bus (27.4%), followed by MAX light rail and TriMet LIFT/paratransit (both 21.0%), showing reliance on both fixed-route and paratransit services. Portland Streetcar (12.9%) also reflects regular use within the urban core
.
Other services, like Ride Connection (6.5%) and C-Tran (3.2%), were used less often but remain important, while options such as taxis, FX bus, WES, and shuttles (each at 1.6%) support more specific needs.

Overall, participants rely on a mix of transit options, highlighting the need for a connected, accessible, and multimodal system.

# Acknowledgements

We thank you for trusting Upstream Access to be a part of this project!

## Contact

**Upstream Access**
**Email:** admin@upstreamaccess.org
**Website:** www.upstreamaccess.org

# Memo

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Date: March 30, 2026

To: Ally Holmqvist, Senior transportation planner

From: Alfredo Haro, Senior public engagement and Title VI specialist
Siena Lopez-Johnston, Tribal liaison
Katie McDonald, Tribal liaison
Jai Daniels, Associate Transportation Planner

Subject: Engagement report Community Connector Transit Study Phase 2: Barbie's Village urban Native community engagement

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## Introduction

Staff from Metro's Planning, Development and Research department and Tribal Affairs program conducted a listening session to engage with the urban Native community residing in the greater Portland region. The workshop supported Phase 2 of the Community Connector Transit (CCT) Study and was held on Thursday, March 5, 2026, from 5:30 p.m. to 8 p.m. at Barbie's Village located in Northeast Portland.

Metro collaborated with the Future Generations Collaborative (FGC), a community-based organization focusing on the health and wellbeing of the urban Native community with the intent to provide an engagement creating space for urban Native community members to inform outcomes of the CCT Study. Similarly, contracting with FGC ensured supporting the urban Native community directly through the following:

- Catering from a Native-owned business who served first food-centered meals accommodating a variety of dietary preferences.
- Invitation and proper compensation for an urban Native community elder to provide a blessing for the meal and workshop.
- Providing onsite childcare, free to participants.
- Providing a $100 gift card per participant in recognition of the value of their time spent engaging at the in-person workshop.

The engagement had two primary purposes to inform the CCT Study. First, seek input on the CCT opportunity areas identified during Phase 1, focusing on how accurately these areas reflect actual travel patterns, key destinations and community needs. This

information helped validate and refine Phase 1 geographic boundaries and gave insights into potential service solutions that could improve connectivity and access in specific opportunity areas. Second, to explore ranking the opportunity areas to better understand which to prioritize given limited funding and capacity, however the size of the group and length of the engagement led the Metro team to focus solely on input and feedback on the opportunity areas identified in Phase 1.

The following sections describe the engagement structure and summarize the direct input received. The information in this memo will be incorporated into a broader CCT Study Public Engagement Report describing all engagement activities carried out and feedback from all communities across project milestones. This summary will be included as an appendix to the final study report.

## Engagement structure

**Agenda included:** Introductions, study overview, facilitated breakout stations, closing.

Metro staff (the team) gave general introductions and shared Metro's role as a regional government. The team gave an overview of the CCT Study, how their participation at this engagement could inform outcomes, and ultimately, the regional impact of the study. The team defined community connectors as smaller, more flexible transportation options (e.g., shuttles, vans) and shared that community connector programs are already operating in the Portland region (e.g., Ride Connection in Washington County, Clackamas Connect Shuttle).

The team highlighted that the Community Connector Study is not a final policy decision but rather that findings from the study will be included in the 2028 Regional Transportation Plan, ensuring eligibility for state and federal funding in the future. Of note, the team acknowledged recent TriMet budget cuts and service reductions creating uncertainties, but also that some counties have budget that could be used towards this work. As such, the findings will also be shared with current community connector programs.

Most of the engagement session focused on a facilitated breakout activity where participants were given options to self-select a station(s) relevant to their needs. This is where input to inform the study was collected. Stations were as follows:

1. **Station 1** – Northeast Portland, including the North Portland Peninsula and Cully neighborhoods, in Multnomah County
2. **Station 2** – Fairview and Gresham in Multnomah County
3. **Station 3** – Oatfield and Happy Valley in Clackamas County
4. **Station 4** – Westside region, including parks and natural areas

Each station displayed large, printed maps of identified CCT opportunity areas. Facilitators and note takers at each station were further equipped with several methods to collect or allow for participant input at each station, including dot stickers, markers, post-it notes, questions for guided discussion, and printed paper copies of guided discussion questions. The guided discussion questions included asking participants about frequented destinations missing from the maps, times of day(s) of the week when transit would be most useful, whether shuttles could address travel needs, and potential alternative transit solutions like moving transit stops or increasing transit frequency.

## Summary of input

This section summarizes the input and feedback from participants during the facilitated breakout stations broken out into overarching categories and further broken down into themes within each category.

### Service coverage and connectivity

Participants shared specific destinations and areas that they have a need to travel to and from frequently that are not served by existing transit or are difficult to reach due to a lack of direct connections or the need to transfer multiple times.

**Community hubs**

- Overall, participants expressed gaps in transit providing access to community hubs throughout the region.
- Specific needs or gaps identified:
    - Transit connections and direct lines to: NAYA Family Center, Auntie's Place (NAYA), Barbie's Village, city and county welfare offices.
    - Transit traveling from Gresham to community hubs.
    - Confederated Tribes of Siletz Indians Portland Area Office (SW Portland) is missing from opportunity areas. Desire to discuss further solutions for this gap.

**Housing and Education institutions**

- Specific needs or gaps identified:
    - The nearest bus stop to the Happy Valley Public Library is a 30+ minute walk.
        - One participant's shared that their child travels from Downtown Portland to the Happy Valley Public Library to attend school online.
    - Native housing and recovery facilities (e.g., Painted Horse)

**Shopping and services**

- Overall, participants expressed gaps in transit to access grocery stores and shopping centers on the East side of the Willamette River.
- Specific needs or gaps identified:
    - Grocery stores and shopping centers: Fairview areas - Wood Village, Walmart; Gresham areas – from downtown Gresham to Winco (especially ADA); Oatfield areas – Winco and Fred Meyer; SE Portland – Division Street.
    - Transit to library near Salish Ponds Park in Fairview area.
    - Transportation to health and wellness facilities (hospitals, physical therapy, clinics, etc.) in Gresham.
    - More transit stops within Downtown Gresham, including for current buses in the area.
    - Transit out of North Portland (University of Portland) in general to access grocery stores and schools.

**Recreation areas and access to parks and nature**

- Overall participants expressed a desire to access parks and recreation areas by transit and/or shuttle and especially during the weekends.
- Specific needs or gaps identified:
    - Areas identified: Chinook Landing, Sauvie's Island, St. Helens, 10,000-acre dog park, the Sandy River, Clackamas River, Columbia River Gorge, Marine Drive, Cathedral Park, Delta Park, Kelly Point Park, Oxbow Park, Smith and Bybee wetlands.
    - Ability to access above and similar would allow for cultural connection, enjoying nature and outdoor movement, access to powwows, family time.
    - Considerations should be taken for those accessing parks and nature to carry fishing poles, backpacks, wagons, coolers, strollers, and other family or youth centered items, etc.

**Other destinations**

- Other destinations identified as areas with improved transit needed: Fairview, Forest Grove, South Willamette, and West Linn.

## Scheduling challenges and needs

Participants expressed challenges related to long travel times, infrequent or indirect service, and limited-service hours. They shared times and days of the week when CCT would be most useful.

**Long travel times impacting employment**

- Tualatin based, transit-dependent individual, commuting to Gresham 2.5 hours each way, leading to inability to keep job due to commute.
- Cully based (Northeast Portland) individual employed at nearby Portland International Airport, 1.5 hour commute each way. The airport and surrounding businesses provide employment for many people who commute via transit.
- Cully commuters experience multiple hour commutes via transit with added significant walking time necessary to major employment areas including Swan Island, North Portland Peninsula, Alberta Street, and Expo Center. Same commute ~20 mins by car.

**Infrequent or indirect service**

- TriMet Route 75 provides direct service to Auntie's Place, but it is slow and infrequent, if you miss one bus and you're likely waiting several hours for the next.
- Better transit connections desired between Fairview and downtown Gresham.
- Central Portland to NAYA family center requires transfer from MAX to bus, 1.5 hr trip in the evening.

**Service span limitations**

- Overall, participants expressed that transit service is limited for evening events and on weekends.
- Specific needs or gaps identified:
    - Bus lines near NAYA Family Center end service too early for evening events, which occur regularly.
    - TriMet service cuts to the FX2-Division line severely limits service starting at 7 p.m. Siletz Portland area offices have evening events 2x per month ending at 8 p.m.

**Useful days and times for shuttle service**

- Overall, participants expressed that connector options would be useful during the weekdays in typical working hours (8 am – 5 p.m.) for commuters and those trying to reach health and wellness services) and shuttle service would be useful for nighttime (after 7 p.m.) and weekends for community events.

## Transit access for specific demographics

### Youth and families

Overall, transit for youth needs to be safe and reliable for access to activities and community resources. Oftentimes traveling to/from events without an adult present.

- Gresham youth lack direct transit connections to NAYA. Current options for transit exceed an hour of travel time and require walking in unsafe areas.
- A resident of transitional housing expressed need for transit options to take their children to school and then subsequently to after school programming and childcare.

### Veterans and elders

- The Cully neighborhood is home to a significant number of mobile homes where many veterans and elders reside, there is an expressed challenge in accessing groceries.

### People living with disabilities

- Participants using mobility devices, such as wheelchairs and walkers, expressed accessibility needs not being met with respect to meeting needs for frequently traveled location and destinations.

## Connector service type preferences

Participants shared feedback on whether shuttles would meet their transit needs and what service characteristics would be most useful.

### Interest in shuttle service

- Overall, participants seem very interested and optimistic about how shuttles could meet their transit needs. There was curiosity as to how shuttles would function and an interest in scheduling trips with groups or requesting multiple stops in a trip.
- Specific to North Portland, a discussion was had about one circulator vs. two separate shuttles, the response from one participant suggested one circulator connecting from Delta Park and running along Columbia to reach more parks destinations and connect to industrial jobs.

### Alternative solutions

- Participants suggested that improvements be made to existing transit service could meet their transit needs, including extended service hours, additional stops, and increased frequency.

## Information and wayfinding

Participants identified barriers to and solutions for learning about and using transit wayfinding services.

**Trip planning**

- Google Maps or the TriMet Trip Planner used most often to navigate transit.

**Fare payment**

- Expressed need for easier transit pass fare attainment or re-loading, especially during the weekends when transit offices are closed.

**Outreach and awareness**

- Most did not know that Community Connector Transit options existed. One participant asked whether rides can be requested for non-medical purposes, suggesting that eligible trip purposes should be communicated more clearly.
- Participants suggested the following methods to increase awareness of available transit services:
    - Integrate information about Community Connectors on TriMet maps
    - Use social media to share information about transit services
    - Advertise and share information at: NARA and other recovery providers, powwows, Title 7 and school programs, community events and resources fairs
    - Develop promotional campaign with a reward program for frequent riders

## Safety concerns

Participants shared safety concerns in utilizing transit – both on transit and at transit stops, including poor lighting, inadequate pedestrian and bicycle crossings or markings, heavy and fast traffic. Participants would feel safer with increased staff or security on transit routes.

**Specific Concerns**

- Current political climate causes stress for many who solely rely on public transit.
- Children witnessing unsafe and disrespectful behaviors.
- Sexual or verbal harassment.
- Exposure to drug exchange, use, paraphernalia or drug related medical emergencies.
- Vandalism and trash.
- Bike theft.

**Specific Areas**

- **NAYA Family Center -** Intimidating and dangerous for those walking and biking. Long blocks, infrequent bus stops, and low lighting create barriers for accessing transit. Lack of safe pedestrian or bike crossings in areas of consistent heavy traffic volumes, including large trucks, and vehicles traveling at high speeds. Specifically unsafe for those attempting to safely cross NE Columbia Boulevard to reach the bus stop. For wheelchair users, gravel roads wear on tires.
- **Northeast Portland and Marine Drive –** Encampments and associated crime in the area and along the corridor present barriers to safely access the Kliever Memorial Armory. Poor lighting and lack of sidewalk on the road to NE Marine Drive lacks bike lanes and sidewalks, making it unsafe for cycling and walking.
- **Southwest Portland –** Lack of sidewalks throughout SW Portland in relation to accessing transit. Barbur Boulevard transit stops often necessitate long and challenging walks. Hills on the south waterfront and Macadam area present a barrier between uphill residents reaching nearest bust routes downhill. Siletz Portland area office navigation to and from nearest bus stop has steep hills and stairs and is 15 blocks from nearest MAX stop.
- **Clackamas County -** Sunnyside Road is steep, making walking in that area difficult, especially when traveling from Oatfield to Happy Valley. There is interest in a shuttle bridge between these two areas.

## Conclusions and recommendations

The engagement brought together 30+ participants who self-identified as members of the urban Native community. Participants varied greatly across age demographics, travel patterns and needs, and socioeconomic status. Common among all participants was that they were interested in learning more about community connectors and actively participated in the manner that best suited them.

Based on the input and feedback from the engagement the following conclusions should be considered:

- The Northeast Portland possible opportunity area should be considered for inclusion in CCT work as is contains several community hubs and places of work that are lacking or have gaps in access and present safety issues.
- The Fairview/Gresham possible opportunity area should be expanded to include greater access opportunities to general services including shopping centers and health clinics.

- Evenings and weekends should be a focus of connector options to provide safe and reliable transit to and from community events.
- Expanding routes to further access to parks and nature serves multiple benefits to the urban Native community.
- Providing more marketing, education, and outreach materials through several avenues in the urban Native community could be a great benefit to this community.
- Continued input from the urban Native community is readily available and provides an array of insights into varying needs, concerns, and solutions.

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

| | |
|---|---|
| Meeting: | Community Connector Transit Study: Working Group #1 |
| Date: | Tuesday, October 1, 2024 |
| Time: | 10:00 to 11:00 a.m. |
| Place: | Zoom |
| Purpose: | Kick-off! Discuss work and engagement plan and policy considerations. |
| Outcome(s): | Shared understanding of the work and engagement plans and working group charge, list of stakeholders for outreach, and updated list of policy considerations to inform the framework. |

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10:00 a.m. Welcome! Group Introductions and Icebreaker (Tom/All)

- Name, Preferred Pronouns, Agency, Hometown Transit Agency

10:10 a.m. Overview, Work Plan and Engagement Plan (Ally/Ryan/Lisa)

**Discussion #1: What stakeholders should be engaged in the process?**

- Anthony De Simone, Clackamas County: County is in the process of updating its Transportation System Plan and developing an outreach cohort they are engaging at different points. It would be a good opportunity to involve them in the study.
- John Whitman, Ride Connection: Ride Connection manages a network of CBOs who provide transportation. Shopping shuttles responded to changes in network where new barriers emerged. Partners could participate in the process to speak to needs of older adults.
- Francesca Jones, City of Portland: When the 2040 Portland Freight Plan was adopted last year it included industrial job markets not served by transit. Analysis showed 8,000 jobs in four clusters that no one has way to get to besides driving. The City would like the study to engage folx in Rivergate (Columbia corridor west, central and east) and the Columbia corridor association. There is some interest from these businesses for services to retain employees, and make it safer and easier to get to work without driving. We can provide contacts in Rivergate who seem to be mobilizing to make change. These are potential areas that folx are paying into transportation tax and aren't getting the benefit of their employees being served with transit options. City will follow-up on contact information and GIS data for zones.
- Andrea Pastor, Metro: Vancouver, WA used to have connector shuttle that allowed people to park outside of downtown (Rethink Your Drive) that supposed to come back online in 2022. That might be a good interview to discuss difficulty of getting people from remote parking area.
- Taylor Eidt, C-TRAN: Provided more information on the effort to try and restart Rethink Your Drive and offers to provide contact information.
- Eve Nilenders, Multnomah County: The County is working on an update to it's Transportation Safety Action Plan. East County community-based organizations would be a good fit for outreach for this study, as well as Columbia Area Transit

who is familiar with overflow that comes from Metro area. County will follow-up with contact information.

- April Bertelsen, City of Portland: Suggest engaging TriMet's Transit Equity Advisory Committee in this study which includes representatives to key partners from the community colleges. City will follow-up with contact information.
- Kelsey Lewis, SMART: Asks about what partners are being engaged since Enterprise, while not a direct service provider is involved in providing contracted service and could provide additional insight.

10:40 a.m. Working Group Charge and Outcomes Discussion (Ally/Tom/All)

**Discussion #2: What do you hope to get out of this process? What are key policy considerations? What have you been hearing from the public or learning through your work that we should know? Or anything we missed that should be explored?**

- Anthony De Simone, Clackamas County: Hoping to get clarity on identifying specifics on areas best suited for this kind of community connector out of the process. Place a lot of focus put on bridging gaps.
- Francesca Jones, City of Portland: Advance the findings of 2040 freight plan to close gaps in industrial areas to the extent this work can help in that goal.
- Alex Page, TriMet: Be cautious against pushing people towards STIF (Statewide Transportation Improvement Fund), since this is a very competitive funding source that is not likely to increase in amount. Operating cost analysis to help prioritize projects might be helpful. As we engage with community, be focused and specific that this work is around transit needs that are not being filled by TriMet. During engagement, we should be incorporating 2045 vision and thinking about where gaps will be in the future.
- John Whitman, Ride Connection: Agree that STIF is highly competitive and we don't want to increase competition for those limited resources. What all these community connectors have in common is flexibility and any ways in which this work could strengthen coordination between different providers will be a good outcome.
- April Bertelsen, City of Portland: Key to this work is access to transit by time of day, which speaks to access to industrial job access where shifts can be round the clock. Recognizing fixed route transit can only do so much, to what extent can this planning study help us understand the gaps. Build from the Forward Together 2.0 draft work where possible.
- Eve Nilenders, Multnomah County: Urban interface is important to the County. Regarding rural outreach, don't lose sight of human dignity with people who are super users who are traveling very long distances. When developing the transit hub approach, think about shared spaces with multiple providers with amenities meeting human needs.

10:55 a.m. Next Steps:

- Anything we didn't cover?
- Homework:
  - Fall Transit Provider Workshop Invite List
  - Winter Public Engagement Events
- Working Group Meeting #2: Background Context and Policy Framework
  - Scheduling for November (TBD)

Thank you!!

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

**Meeting:** Community Connector Transit Study: Working Group #2
**Date:** Wednesday, November 6, 2024
**Time:** 10:30 to 12:00 a.m.
**Place:** Zoom
**Purpose:** Revise existing conditions inventory, preview and discuss lessons learned and best practices review approach, and continue policy considerations discussion.
**Outcome(s):** Updated inventory map based on group input, feedback on the lessons learned and best practices review approach, and shared understanding of policy context and gaps to address in the next phase.

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**Attendees:**

Alex Page
Anthony De Simone
John Whitman
Francesca Jones
Eve Nilenders
Kelsey Lewis
Mike McCarthy
Jay Higgins
Ally Holmqvist
Ryan Farncomb
Anna Geannopoulos
Sam Erickson
Oren Eshel
Tom Kloster
Shannon Stock
Marne Duke

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10:30 a.m. Welcome! Group Introductions and Agenda Review

10:40 a.m. Existing Conditions Inventory

- It is important to include comprehensive and correct service area coverage on the interactive maps (Clackamas County, TriMet, C-Tran)
    - Services mentioned in the memo that didn't make it to maps: Columbia Gorge Express, Dial Ride Service, Paratransit
    - We should understand the role in evaluation between public and private shuttle services (i.e. Forest Heights Shuttle)
- SMART has difficulty in making a distinction between their fixed route services (in Wilsonville) that they call shuttles and their South-bound regional connectors
    - Wilsonville's volunteer driver systems are hard to define too
- A desire to include medical and grocery store shuttle service providers into Transit Provider Workshops or elsewhere in this project, even if their ridership is eligibility restricted

11:05 a.m Lessons Learned and Best Practices Review Approach

- Will be addressing best practices regarding engaging employees working non-traditional business hours and how to implement services for them

    - Look for case studies that most applicable to this project
- The *Supportive Strategies & Infrastructure* sections should be clearly defined in understandable language since they are not typically understood by non-technical readers

11:40 a.m. Policy Framework Preview and Gaps Discussion

- Job/employment density should also be included in the framework
    - Large gaps exist in transit service in connecting certain large job sites and non-traditional hours
- TriMet is wanting to hear from smaller towns/communities to identify gaps in their fixed network service
    - Better connection E/W, more frequent services, to other suburban communities, etc?
    - A request for more data modeling on ridership in terms of where riders want to go (specific job centers, malls, etc)
        - TriMet is working on obtaining more descriptive data
- Access to opportunity (good employment) is not as data measurable but still important
    - For example, in Cully there are near-by job centers with good-paying jobs; however, they are not accessible by transit despite being close

11:55 a.m. Next Steps

- Working Group Meeting #3: Policy Framework on January 22

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

**Meeting:** Community Connector Transit Study: Working Group #3

**Date: Wednesday**, January 22, 2025

**Time: 2:00** to 3:30 p.m.

**Place:** Zoom

**Purpose:** Continue the policy discussion with new insight from best practices that will help inform the potential roles for community connectors in an updated transit vision, introduce the opportunity area criteria and assessment approach, and describe the plan for winter/spring partner and community engagement.
**Outcome(s):** Collective input on key takeaways from the best practices review and ways in which those inform the transit vision, feedback on considerations to incorporate into the assessment criteria and event ideas to round out plan engagement implementation.
**Attendees:**

Taylor Eidt
Oren Eshel
Judith Perez Keniston
Isaiah Jackman
Holly Querin
Miranda Seekins
Andrea Pastor
Alex Page
Anthony De Simone
John Whitman
Francesca Jones
Eve Nilenders
Kelsey Lewis
Mike McCarthy
Jay Higgins
Ryan Farncomb
Reza Farhoodi
Monica Santos-Pinacho
Will Farley
Anna Geannopoulos
April Bertelsen
Jennifer Cooper
Ally Holmqvist
Ryan Farncomb
Anna Geannopoulos
Sam Erickson
Tom Kloster
Shannon Stock
Marne Duke

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2:00 p.m. **Welcome! Introductions and Agenda Review (Tom/Ally)**

2:05 p.m. **Inventory Update, Debrief Workshop #1 and Scope Framework Review (Ally/Sam)**

- Did we miss anything?
- What feedback do you have on TPW #1?
- What should we consider as we plan for TPW #2?

2:15 p.m. **Best Practices Review: Takeaways and Assessment Table-setting (Holly)**

- What other takeaways do you see from the best practices review?
- Are there other lessons learned from your experience we should consider?
- What types of services do you think will help serve regional needs?

**Discussion**

- Flex route services have general routes but allow riders to request stops within half mile off route by appointment or ad-hoc.

- Flexible and deviated routes are similar but there is different language depending on the audience. Other language notes: equity populations don't like to be "targeted", but "emphasize", "prioritize", "engage" are all supportive and perhaps more accurate words.
- April Bertelsen, City of Portland: Expressed curiosity about the size of service areas. Can anyone speak to that?
- Taylor Eidt, C-TRAN: C-Tran is operating a zone based micro transit service and has three primary uses for those zones. The Port of Vancouver zone connects into downtown to several fixed route stops. There are also self-contained zones that occupy a majority of the jurisdiction, it can be a challenge to adequately cover. Access to recreation is something we've been working on incorporating, it can be hard to integrate into the existing system.
- Gorge express is a fixed route system, more like a rural-inner city linked to recreation.
- Kelsey Lewis, SMART: SMART is considering employment destination service, it will likely be many shift workers needing transit at a service time we don't typically run. Currently there is a service that Salem runs (ADX) but it's only four times a day which doesn't work for a lot of people. Likely it would act more like fixed route service.
- Alex Page, TriMet: Expressed concern about using the term "on demand".
- The group discussed what terminology would Trimet support? Some suggestions were: Demand- based, on request, reservation based, schedule on demand, demand-response.

2:45 p.m. **Opportunity Area Criteria and Assessment Preview (Ryan)**

- What do you think is important to consider in the assessment?
- What lessons learned from the best practices could we incorporate into the criteria and/or approach?
- What else should we be thinking about when thinking about an approach that balances community need with elements key to success?

**Discussion**

- Looking for opportunities where there is sufficient density and gaps in the market.
- Alex Page, TriMet: Can you elaborate on identifying opportunity areas.
- Ryan Farncomb, Parametrix: We're hoping to expand on what qualifies as a gap in service, working to develop an understanding of market areas which is a lens to apply to the data.

3:15 p.m. **Engagement Implementation Plan (Ally)**

- Is anything missing from the implementation plan?
- What specific events/approaches should we consider to build out the plan?
- Are there any opportunities to coordinate with events at your agency (e.g., tabling or providing printed survey post cards)?

**Discussion**

- The team is looking at grouping outreach into categories based on feedback needs. Engagement will have a multi-phased approach.
- Eve Nilenders, Multnomah County: I noticed in terms of engagement opportunities; will you intentionally reach out to transit center users? People who already ride transit are more likely to use transit at other times.
- Ally Holmqvist, Metro: That will require us to step into the transit provider space and require some additional coordination to determine.

**Next steps:**
Transit WG #4 is February 26th.
Looking to schedule WG #5.

**Homework:**
Send Ally thoughts and feedback.

- Fall Transit Provider Workshop Invite List
- Winter Public Engagement Events

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

**Meeting:** Transit Provider Workshop #1
**Date:** Tuesday, November 12, 2024
**Time:** 1:00 to 2:30 p.m.
**Place:** Zoom
**Purpose:** Introduce the Study and hear initial feedback on lessons from providers of community connector or "first/last mile" transit services.
**Outcome(s):** Shared understanding of the purpose of the Study and how transit providers will be engaged; review existing services inventory; hear lessons learned, barriers and opportunities, and measures of success for those operating these services in the region today or who may in the future.

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**Attendees:**

Alex Page
Bhaktirose Dawdy
Eve Nilenders
Heather McCarey
Isaiah Jackman
Jesse Yun
Kelsey Lewis
Marne Duke
Michelle Marston
Miranda Seekins
Reza Farhoodi
Shannon Stock
Taylor Eidt
Teresa Christopherson
Tom Kloster
Ally Holmqvist
Dwight Brashear
Francesca Jones
Hope Estes
Jennifer Cooper
John Whitman
Kristina Babcock
Michael Kuehn
Mike Murawski
Oren Eshel
Sam Erickson

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1:00 p.m. Welcome! Group Introductions and Icebreaker

1:10 p.m. Study Overview: Scope of Study, Schedule and approach to engagement

1:25 p.m. **Service Inventory Review and Discussion:** Have we missed services? Is anything characterized inaccurately?

- Kelsey with SMART asked for clarification regarding the distinction between recreational access, between public pools vs nature. These seem like two different goals or approaches.
- John agreed there is merit to the distinction Kelsey is seeking. Ride Connect has learned there is an unmet need in this area, people have expressed wanting to reach Haag Lake or Nehalem Bay State Park, a community connector would be the best way to reach these destinations even if they're outside the defined Metro region. With Metro purchasing park lands on the edges of the region, there is a need to provide equitable access to those areas.

- Heather with Explore Washington Park wondered if we should consider working with trolley operators, a lot of visitors come up to the park through those systems, many are tourists, but trolleys are bringing them to destinations in the region.
- Sam with the consultant team noted it has been a struggle to consider private operators. Travel Portland might be a good connection.

1:40 p.m. **Transit Provider Experience Discussion:** How do you define success for your service? What are some of the wins and achievements you have had? Is your service meeting the needs of your riders? Are there gaps you see in providing community connector services? What are other lessons learned? If this study could begin to address one issue, what would it be?

- Several participants raised the concern that rural parts of our region are struggling to access education, medical, recreation, and access to jobs. There are entire communities that rely on the Mt. Hood express, for example, to get to work. Shuttles would then need to serve shift hours, not just "open hours". Communities also looking to small providers for other needs (e.g., free dental cleanings at college) that often go beyond capacity (e.g., connections outside the service area).
- The group agreed transit issues are as much about workers as about "users".
- Heather with Explore Washington Park noted that they're using ridership to help to define systems. Starting in 2014 Explore Washington Park offered only seasonal services. It has been a win to now provide annual service. There has been commitment to this work and collecting Net Promoter Score data along the way has shown the need and usage of service.
- Taylor with C-TRAN shared that when looking at current micro transit service, it's shifted how they think about and measure success. C-TRAN is trying to shift away from productivity measures because they don't get to the goal of what service is providing; travel mode, zone-based demographics, understanding fundamental ease of access.
    - At C-TRAN, when there is an alternative option for micro transit people do tend to prefer micro, there is a more intimate relationship with driver, the perception of safety is different than with other transit options. There is a barrier to entry because availability is based on setting an appointment.
    - Taylor wondered if folx were seeing ridership still down post-pandemic.
- Ride connection has recovered considerably. SMART has recovered a bit but a long way to go still. C-TRAN is at ~85% recovery systemwide. Routes that stay in Clark County are ~99%, Express routes to Portland are ~ 33%.
- The group discussed safety concerns of riders.
- TriMet has security challenges. There is a perception of not meeting security needs.
- Kelsey shared there has been no issue with safety perception on SMART. SMART has come up against unexpected challenges with employers not wanting to share information regarding vanpools. Some employers don't want employee poaching to occur from it.
- John mentioned that regarding safety, the cultural conversation and reports of concerns on TriMet has indirectly impacted RIDE Connections, the service community has seen impacts on public opinion on transit. Forest Grove high schoolers use this service, parents are

hesitant to put kids on the bus. Even if safety incidents are low, a lot of connections feed into other services so if folx hear about safety issues on TriMet they influence RIDE Connect.

- It's taken years to improve bus stops, signage, etc. To establish Intergovernmental Agreements' and overcoming other barriers to get bus stops built. We have fewer covered bus stops overall because the infrastructure cost of doing that is high and yet here we are trying to add connections.
- Bhaktirose had a question of engagement of riders, what does that look like within this study? We need to look at gaps in rural connections. There needs to be an emphasis on building trust with community and providing translated materials.
    - Ally shared there will be focus groups as part of this group. Metro would love to hear from the group about specific individuals that we should work with. Metro will have contracts with CBO's throughout the region and additional focus groups on business and parks. We plan to loop back with this group when we have the specifics of the engagement plan fleshed out.

**Next steps:**

- Revisit transit inventory as needed
- Deeper dive into local and national best practices
- Begin developing first/last mile opportunities this winter
- Next transit provider workshop: tentatively February 2025

# Meeting Notes

600 NE Grand Ave.
Portland, OR 97232-2736

**Meeting:** Community Connector Transit Study: Working Group #4

**Date:** Wednesday, February 26, 2025

**Time:** 1:00 to 2:30 p.m.

**Place:** Zoom

**Purpose:** Continue review and discussion of the opportunity area criteria and assessment methodology, review and discuss the mobility hub location criteria, preview the proposed approach for developing the mobility hub toolkit and highlight next steps.

**Outcome(s):** Collective feedback to influence and integrate into the opportunity area and mobility hub assessment criteria, collaboration on developing the approach and elements of the mobility hub toolkit, and understanding of next steps.

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**Attendees:**

Alex Page, TriMet
Anthony De Simone, Clackamas County
John Whitman, Ride Connection
Francesca Jones, City of Portland
Eve Nilenders, Multnomah County
Kelsey Lewis, SMART
Mike McCarthy, City of Tualatin
Jay Higgins, City of Gresham
Eddie Montejo, Parametrix
Alex Dupey, MIG
Monica Santos-Pinacho, Point North
Taylor Eidt, C-TRAN
Hannah Morrison, City of Portland
Ally Holmqvist, Metro
Ryan Farncomb, Parametrix
Anna Geannopoulos, Nelson\Nygaard
Sam Erickson, Parametrix
Oren Eshel, Nelson\Nygaard
Tom Kloster, Metro
Shannon Stock, Metro
Marne Duke, Metro
April Bertelsen, City of Portland
Judith Perez Keniston, SW WA RTC
Reza Farhoodi, Washington County
Will Farley, City of Lake Oswego

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1:00 p.m. **Welcome! Agenda Review (Tom/Ally)**

1:05 p.m. **Opportunity Area Assessment Methodology (Sam/Ryan)**

- Do you have thoughts about the criteria or thresholds proposed?
- How does this align with plans your agency has that speak to access to transit service needs or opportunities?
- What transit markets should be front of mind for us as we start this analysis?
- What should we be thinking about in balancing community needs with the factors that are important to supporting transit service?

**Discussion**

- Anthony DeSimone, Clackamas County: Is there a list of regional parks that you'll be using?
- Ally Holmqvist, Metro: Yes, utilizing Metro Parks and Nature data as well as using ORCA database to fill in gaps missed by Metro.
- Eve Nilenders, Multnomah County: In terms of criteria, the decision to use TriMet's equity data or use Metro's Equity focus areas, can you speak more to how you used that data?

- Ally Holmqvist, Metro: We weighed the options and landed on TriMet data sets because we decided using the equity index brought more groups into play, but this decision can still be influenced by the group.
- Alex Page, TriMet: Eight people per acre, is that dwelling units or people individually, where is that number sourced from?
- Ryan Farncomb, Parametrix: We looked at literature on this subject, Transit Capacity Service and synthesis research give various baselines, if we did site them all we can be clearer about the various ranges we've seen in the literature. When we start this work, we may look at that and decide it doesn't make sense, or we may look at another set for conversation. I don't want to be too married to that. Sam added there is a range of densities that could be households. One of the issues is that land use data doesn't actually work in the margins at that level so then we're back to census data. Whatever data we use should be useful for our discussion, this is a larger starting point for who does and doesn't have access.

1:45 p.m. **Mobility Hub Location Criteria (Eddie)**

- Do you have feedback on the criteria or potential outcomes we should consider?
- Do these criteria align with regional goals? With agency metrics?
- Are there specific things to consider within the local context?
- What have you learned from your work/experience with mobility hubs that is important for us to know?

## Discussion

- Alex Page, TriMet: I have a question about the difference between connectivity and transit access.
- Eddie Montejo, Parametrix: Especially transit access we played around with a lot. Transit propensity that can speak to the availability of a market to be served by high levels of transit. The transit access piece is so we have some metric where there is a demand for transit. The connectivity piece is more about the intermodal connections within different services and within TriMet's existing system. One of the things we kicked around was if there a way to measure high levels of transfer. Where there are high levels of transfer there might be a better opportunity for transit hubs.
- Ryan Farncomb, Parametrix: Connectivity is supposed to be about the number and degree of connections to a given location, whether its transit or otherwise. We can talk about renaming the category if we need to, but it's supposed to be more about the intensity of transit usage of the site.
- Alex: A possible recommendation, considering the Banfield where we know HCT comes every three minutes, is that a possible metric? It doesn't get to the heart of point A to point B, but it's saying a bus or train is coming every so often, even if they might go to different places, like on the Banfield, there is a lot of overlap. Thinking about overall headways for a specific location metric.
- Eddie: I want to clarify here because the level of transit service is intended to get at that. Maybe we should be more precise and call it number of buses or trains during a given hour, regardless of actual number of lines.

- Anthony DeSimone, Clackamas County: To clarify, I believe Eddie mentioned this, the possibility of adding a fourth designation for employment centers?
- Eddie: Yeah, we don't have the vocabulary figured out yet, internally I believe we're calling them "pulse hubs", we recognize that in some of the outer edges of the region, maybe they're not even recognized as Town Centers but we recognize that these areas have key anchor destinations and we want to make sure that we're including that in our considerations for hubs.
- Anthony: Okay, because one of our big takeaways was we thought there was potential for adding a destination for below town, like a neighborhood center. Sounds like it's hitting at that same thing.
- Eddie: It's funny you bring up neighborhoods because in the beginning we were specifically looking at neighborhood hubs but one of the challenges with this is, this is primarily a policy exercise so getting to the neighborhood level is challenging. Something below a Town Center but not quite down to the neighborhood level is probably an appropriate scale for long term planning investments.
- Anthony: I'm wondering if this methodology already exists in existing dense urban areas. I was glad to see you use the Clackamas town Center, that's very relevant to me, and I know that was just an illustrative example and that's not a final designation. Maybe a concern is that if an area like Clackamas Town Center is only considered a moderate opportunity, does that mean all the high opportunity ones that are already built out in already dense areas, when I think of opportunities, I think of what we can do as opposed to what has already been done.
- Eddie: Yes, that's a fantastic question for a few reasons, when we initially drafted the squishy criteria, we realized very quickly that if you just apply the wrote numbers to the universe of places we're looking at, it won't take long to see that central city Portland will rise right to the top and it's maybe organized by urban intensity. One of the things that I glossed over in my presentation is that when we apply the criteria, I think we need to do it by typology so that when you're looking at these pulse hubs, we're giving that scale of hub opportunity equal weight against some of these more urban opportunities for investment. Again, I think the other things that's really important is that it opens a forum with our partners to make sure that small towns, small emerging areas throughout the region have an opportunity to say, "hey, this pulse hub is very important to us and should be a high priority item."
- April Bertelson, City of Portland: Two thoughts, happy to see TOD incorporated into the data, I'd like to encourage looking at TriMet TOD program for locations. Mobility ridership data like BikeTown, there is a micromobility dashboard we use. Perhaps there could be conversations about where service expands to and how that can compliment existing hubs.
- Alex Page, TriMet: Happy to link folx up with our TOD team. Another thought is considering Transit Centers and Park and Rides, many TriMet properties will come up as mobility hubs so ,one question is, is this ownership agnostic and two, are you going to try and account for capacity levels that already exist at these Transit Centers or is that something that will get kicked down the road and figure out capacity issues and build out down the road in order to make a mobility hub happen?
- Eddie: Yeah, good question. I feel like your first question may be a Metro question, but I'll respond with my take. I do feel like it's "ownership agnostic", this is something that will

ultimately support future updates of the RTP and designating the transit component to our land use and growth concept. I don't think it's about pinning project opportunities on jurisdictions or agencies, I think it's about recognizing there is regional framework for how we're thinking about regional services and modes, we're highlighting the opportunities and needs in that regard.

- Ally Holmqvist, Metro: Another thing that we wanted to highlight is opportunities for partnership, the standard Metro take is that all the actions that we can collectively take as a region, so also looking to opportunities for private partnerships, Sam has brought up some very cool examples of some of those pulse hubs that we've talked about, using a Target parking lot where there is extra space and there are connections that can happen. Looking at local partnerships are there opportunities as we think about land that's critical to these hub areas where other partners can be involved in acquiring that and be thinking about their plans and policies. So, a collective regional effort to support implementation.
- Alex Page: We are fully in support of any effort that will increase ridership across the region. In the back of my head, I'm always considering potential roadblocks.
- Alex Dupey, MIG: Our firm were the ones who led the TriMet DOT and I think when we did the analysis for all of the TriMet owned properties, mobility hub was part of that discussion, one of the challenges we found was that "mobility hub" can be defined in multiple ways and can also fit multiple sized properties. Say you have a large property, it could be a good spot for transit but it could also be a good space for Five over One Housing, so the question of how to incorporate mobility into some of the broader TriMet goals for development.
- Eddie: These conversations are reminding me about another discussion we had about maintenance which is, in identifying these opportunities, are we thinking about who ultimately will be responsible fo maintaining these various elements, its important to start considering now because in many cases we are sort of playing in TriMet's sandbox, I don't know if we solve that with this project but recognizing this will take a collaborative effort. There might be cases where TriMet isn't involved at all, we've talked about projects for parking lot conversions, curb management strategies that might serve a very local need in addressing First Last Mile but may not support transit.
- Hannah Morrison, City of Portland: I really appreciate how expansive this project is, we're thinking a lot on the Pulse Hubs side of things, going after a Community Taking Charge grant, partnering with Lime, some things are up in the air. The Lloyd Eco District has their holiday park mobility and resilience hub, we've been talking to them about presenting at OATS, I think that work could help inform this conversation.

2:15 p.m. **Mobility Hub Toolkit Preview (Eddie)**

- What are important elements/considerations for mobility hubs in addressing needs and leveraging opportunities?
- How should this work best draw from local work completed on mobility hubs?
- In what ways can they best help us meet regional goals?
- What is important to consider within the local context for the toolkit?

## Discussion

- Alex Page, TriMet: Eddie hit it on the head with the case studies, thank you for everything you shared. The number one element to consider is safety or perception of safety. That's critical to the challenges we're facing right now with our Transit Centers. The other thing is when we talk about the typology of mobility hubs, I tend to think some sort of mass transit is really important for a mobility hub but I'd be open to whatever the screening unearths. I will say, having a mobility hub have a sense of place within a community it important, it's not just here are your three typologies, and we'll just copy and paste. As we all know, community art, a feeling of safety and activity in the area really leads to success of a mobility hub. As you dive down into the actual locations, really thinking of the context of the overall community.
- Eddie Montejo, Parametrix: Thank you for that. I think I'm preaching to the choir with regards to placemaking in the context of safety, that's one of the best ways to make the place comfortable and a place where people want to be. I would posit that one of the things that differentiates a mobility hub from a traditional transit center is that element of flexibility so that the hub can respond to the local community. That doesn't just mean art but maybe there is a community that doesn't love scooters but is more bike centered, there should be a way to incorporate that flexibility into the designs.
- Sam Erickson, Parametrix: I'd like to add, Monica and I were just talking yesterday about community outreach, what we've been saying would be most impactful for us to make recommendations moving forward would be for one, having this exact group, like Ryan was saying during the opportunities assessment section, once we see what we see, using your local understanding of these areas, and kind of adjusting a similar effort would be asked of public outreach and I think similarly here with mobility hubs, that's a great time to say, "here's what we're seeing.", get feedback from this group and also what does the community think about things that are floating to the top. I think that kind of feedback later this year would be super helpful for that local context.
- Anthony DeSimone, Clackamas County: I want to be sure that when we're considering important elements with those hubs that we consider the importance of those rural providers, inner city providers, ensuring that this work ties back to the rest of this project and elevated the shuttles being critical to these mobility hubs.
- Eddie: I've been directed to keep the opportunities analysis discussion kind of separate from the mobility hubs but I think you ust brought us full circle, you're absolutely right, when you get to a certain kind of transit market, those shuttles become very important. As I've mentioned before, maybe currently that development pattern wouldn't support traditional transit service so that is a dramatically different kind of center than Clackamas TC. We're trying to be as inclusive as possible because we're trying to create the regional scaffolding for this conversation, I appreciate your sentiments.
- Ally Holmqvist, Metro: One thing to add, we're closer to the opportunities assessment than to deliverable and outcome but thinking ahead here, one of the things we identified was reaching out to the inner-city providers since you have the small providers group. Once we have the deliverable, if they'll have us again, we'd like to go out and present to that group. We'd also like to convene some of the county level groups.

- Alex Page, TriMet: There is an idea that nobody likes Transit Centers, you're meant to get in and get out. An important consideration for a mobility hub is businesses in the area which leads to the activity question. The feeling around Orenco Station is much different than some other stations. When I think of activity movement, I think of what kinds of businesses are there and when are they open?
- April Berteslon, City of Portland: I was thinking back to the conversation about methodology about areas and time-based consideration, really glad to see that reflected. I would like to be a thought partner on that, might be valuable to engage partners in industrial areas, Columbia Corridor Association. There might be input there, are there employers that might have shift work that is different than 9-5.
- Sam Erickson, Parametrix: Data availability of shift work, are you familiar with any data?
- Eve: May have some data but was also thinking of asking this group, that data set is elusive.
- Tom Kloster, Metro: To the extent the team can look at into that they will. Columbia Corridors or the port may be good partners on this.

2:25 p.m. **Next Steps (Ally)**

- Engagement Implementation Plan Updates
- Homework:
  - Opportunity Area Methodology and Mobility Hub Criteria Comments
    - Due Wednesday March 5
  - Spring Public Engagement Events
- Working Group Meeting #5: Mobility Hubs Criteria and Toolkit
  - April 2

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

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|---|---|
| **Meeting:** | Community Connector Transit Study: Working Group #5 |
| **Date:** | Wednesday, April 2, 2025 |
| **Time:** | 2:00 to 3:00 p.m. |
| **Place:** | Zoom |
| **Purpose:** | Close the loop on how TWG feedback led to revisions to the mobility hub location criteria and opportunity area assessment methodology, talk about next steps for completing the assessment and the approach to integrating feedback, review and discuss the draft mobility hub toolkit, and provide an update on public outreach related to community connector opportunities |
| **Outcome(s):** | Awareness of how feedback influenced the approaches for completing analysis now underway, collaboration in shaping the mobility hub toolkit, influence of the engagement implementation plan and understanding of next steps. |

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2:00 p.m. **Welcome! (Tom) Agenda Review (Ally)**

2:05 p.m**. Mobility Hubs: Review and Discussion (Eddie)**

- Kelsey Lewis, SMART: Wayfinding should be more than the baseline listed, especially for town centers or neighborhood centers, especially with advances in technology. It's a need.
- About charging, I suggest considering them by mode, keeping bike charging as bike infrastructure and EV car charging as parking infrastructure. I know it's all electricity but leave it by mode.
- Eve Nilenders, Multnomah County: I'm wondering how community placemaking works into the typologies - places that are where natural placemaking occurs vs building for it.
- Metro/Consultant: In certain places direct placemaking interventions are needed vs some are already places where placemaking occurs.
- April Bertelsen, PBOT: Charging stations for bikeshare or vehicles, which hub type should they belong? EV charging was considered and would fall under placemaking category, but could be cellphone charging, car charging, etc.
- Metro/Consultant: Metro is interested in hearing opinions from the group
- Group share back:
    - Car amenities should be furthest away and pedestrian facilities closest
    - Charging should be broken down further by type in the "kit of parts" and think if it's vital at any of the hub types
- Surface parking should go away (head underground or completely away).
- Metro/Consultant: In regional transit strategy there is a hierarchy of access to address this.
- Tom Kloster, Metro: What's the inclusion of park & ride centers into these typologies moving forward? Historically Park and Rides were invested in as a way to keep parking land use to one corner and open up the other three corners of a site for transit oriented development.
- Miranda Seekins, Washington County: Does the toolkit need to go further into how the CCT project works into the hub types?

2:35 p.m. **Opportunity Areas Analysis: Update (Ryan)**

- Revised Methodology

- Next steps
- Any remaining concerns as we gear up to start assessing?
- Are we missing any perspectives in the county-level staff workshops?

2:50 p.m. **Engagement Implementation Plan: Update (Ally/Monica)**
- Are we missing any opportunities in this list?
- Where else can we leave postcards?

**Next Steps (Ally)**

Homework:
- Draft Mobility Hub Toolkit Comments

  Due Wednesday April 9
- Spring/Summer Public Engagement Event Ideas

Meetings:
- Metro and County Advisory Committees (April)
- Opportunity Area County Review Workshops (Late May)
- TWG #6 (Early June)

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

**Meeting:** Community Connector Transit Study: Working Group #6

**Date:** Tuesday, June 24, 2025

**Time:** 10:00 to 11:30 p.m.

**Place:** Zoom

**Purpose:** Share more information about the work done to complete the opportunity area and mobility hub assessments, review and solicit feedback on the results, and discuss the initial draft approach to prioritizing opportunities.

**Outcome(s):** Shared understanding of how the opportunity areas and mobility hub sites were identified. Collective input on the identified areas and hubs based on local expertise and community knowledge to influence revisions to the map. Reactions and input to the initial draft prioritization approach to influence adjustments before the evaluation process is fleshed out.

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**Attendees:**

Ally Holmqvist, Metro
April Bertelson, PBOT
Anthony DeSimone, Clackamas County
Adam Torres, Clackamas County
Alex Page, TriMet
Eve Nilenders, Multnomah County
Anna Geannopoulos, Nelson/Nygaard
Bradon Cadieux, ecoShuttle
Camilo Alvarez Tuta, City of Milwaukie
Chad Tinsley, Parametrix
Cody Field, City of Tualatin
Dan Riordan, City of Forest Grove
Grant O'Connell, TriMet
Hannah Morrison, PBOT
Jason Nolin, Metro
Jay Higgins, City of Gresham
Jeff Owen, Clackamas County
Jessica Englemann, City of Beaverton
Judith Perez Keniston, SWRTC
Karen Buehrig, Clackamas County
Kate Lymann, TriMet
Kevin McGrane, City of Happy Valley
Marne Duke, Metro
Miranda Seekins, Washington County
Monica Schmidt Pinacho, Point North
Nsilo Berry, REACH
Oren Eshel, Nelson/Nygaard
Reza Farhoodi, Washington County
Russ Brooks, PBOT
Shannon Stock, Metro
Sam Erickson, Parametrix
Sha Yang
Taylor Eidt, C-TRAN
Tom Armstrong, City of Portland
Tom Kloster, Metro
Zoya Zhou, Nelson/Nygaard

**10:00 a.m. Welcome/Introductions! (Tom/All)**

**10:05 a.m. Review Opportunity Areas Assessment Results (Ryan/Sam/Ally/Anna)**

- Did we miss any areas that you think are opportunities?
- Are there any key destinations or developments the identified focus area zones are leaving out?
- Are any areas included that surprise you? If so, why?
- How should we integrate community feedback?

- April Bertelsen, PBOT: Perhaps you won't be surprised to hear me say, there should be more areas in the Columbia Corridor. I feel a mismatch between the analysis and what we heard from the community. There is still a need for more access. Some of that is likely temporal since TriMet does provide some support in the area. I'm wondering if ten pm is the right time to do the analysis versus another hour outside of TriMet hours.
    - Metro/Consultant: We did test a few other times but at this regional scale if we're focusing on shift work and working hours you have people coming from all over going to wherever. As a first/last mile study it can fall apart quickly. We chose to select times that transit was already running in some capacity. There is also a shortage of data past ten pm.
- April Bertelsen, PBOT: I recognize there is a data gap but hope we can keep drilling into this further.
- Alex Page, TriMet: Can you speak a bit to the scenario's maps, why did these focus areas come up when they overlap with the areas that are near term funded shuttles?
    - Metro/Consultant: In some cases, its from analysis perspective. Where those align, the implication is that it's likely that area is already served. North of 26 area in Washington county, is there a need that could be met.
- Alex Page, TriMet: A suggestion that there might still be tweaks to an existing shuttle is possible, okay.
- Anthony DeSimone, Clackamas County: Some other comments, within the analysis it does a great job of breaking things down, Forward Together 1and 2, current service, we want to ensure that we're intentional about including areas that miss out on all three of those. Visibility into scoring, the online tool is great and gave good insights, I'd like to be able to click into a hex and see the scores, would love more detail on that. Also in the memo if possible. Highlighting again that something in Clackamas, focus areas identified at this stage in Clackamas County because as it gets further along we don't want anything to be missed. If we can dig into second tier, we have specific ones we'll send along.
- Eve Nilenders, Multnomah County: The survey result slides, the yellow map wasn't clear what I'm seeing. Also, I agree with April on the Columbia corridor piece, I like Anthony's comment on what has been identified, I've noticed some places in Eastern Multnomah County could use a second look. I'm curious about the recommendation that was identified for the area west of our terminus was identified where to me it looks mostly residential, I'll add notes about that, but it doesn't seem to be the most compelling to me.
    - Metro/Consultant: If I can respond about the hexagons, they're roughly twenty acres, we filtered out certain things and when you go to zoom in, we were seeing what you're describing, we removed some land-uses, but we didn't get them all. We did what we could, which is why some areas have gotten smaller.
- Karen, Clackamas County: Next steps question, will this memo be revised to show the input from this meeting and emails so that there is a revised memo shared at future engagement?

- Alex Page, TriMet: I want to confirm that things that get thrown on the map will go through some sort of other planner review, making judgments about things like golf courses in the middle of a Community Connector area.
    - Metro/Consultant: Great points Alex, this gets to what is the appropriate next steps, what is needed in these areas, maybe it makes more sense to expanding bike share rather than a community connector. To your question about confirming other review, we will one hundred percent have a review. In the next steps we will be revising these products to include engagement feedback as well as feedback from this meeting. We'll be applying good transit planning principles, is this viable now or emerging in the future?
- Eve Nilenders, Multnomah County: How did you define safe access to parks from transit?
    - Metro/Consultant: We looked at speed of roadway, if there were pedestrian facilities, no sidewalks. In the case of Jackson Bottom Wetlands their website specifically tells people not to take transit to get there, its' not safe. So we looked at those criteria.
- Kevin McGrane, Happy Valley: To the question about demand for parks. Scouters Mountain and Happy Valley Park, not many people coming down from Gresham but it is also geographically populations of Happy Valley, if we were looking for shuttle services or connector services that would be something we'd be looking toward.
    - Metro/Consultant: We've been exploring some sources for park demand so I would like to open that up to everyone to let us know, where you think those parks and areas of regional significant should be prioritized. We would love to see that feedback. There are some very large regional parks, some developed, some not yet, outside of the urban growth boundary, this is one of the tasks that was part of the scope, these parks that were purchased for the region, bought with public funds meant for the region.

**10:45 a.m. Review Mobility Hubs Assessment Results (Sam/Ryan)**

- Did we miss any hub sites that you think are opportunities?
- Are any hub sites included that surprise you? If so, why?
- Is there anything else we should consider about any of the hub sites identified?

- Anthony DeSimone, Clackamas County: We're really happy with this, so thank you. I want to call out that on the online tool, maybe the exact location might be off by a few blocks, I'm assuming the exact location will be fine tuned but want to call that out.
    - Metro/Consultant: Yes, that has to do with different sets in each hexagon.
- Alex Page, TriMet: Like Anthony said, some refinement would be useful. What would be helpful to me is to see more local maps to see when some of these are. In Washington county, I think it's Witch Hazel is off. Happy Valley would be another one, I'd assume they'd want a hub closer to their emerging town center.

- Kevin McGrane, Happy Valley: I thought that was surprising with the current town center but we are doing some development, I have to check with the team f the 2045 target lines up for us, but I will have some input once I check on that.
    - Metro/Consultant: One limitation is that we only had future transportation plans, not land use.
- Alex Page, TriMet: Did you look at bike share stations as another indicator?
- Metro/Consultant: I think it's existing infrastructure, not planned. We added bike stations on the web mapping as something you can turn off/on but didn't incorporate it into the scoring because it is Portland specific.
- Alex Page, TriMet: We like seeing this map, TriMet does feel like some of the transit stations are serving as hubs which is nice. A lot of new and emerging stations that are interesting to look at.

**11:05 a.m. Discuss Draft Prioritization Approach (Ryan)**

- Are there adjustments you recommend to better align with regional goals?
- Are any criteria missing? Are any criteria worth reconsidering?
- What outcomes do you want to see from this process? Do the criteria align?

- Jay Higgins, Gresham: I think you're on the right track. In Gresham, there's no scooters or bikes, no car share. How do you look across the region and look for that feasibility because it would be great from a planning level, but we're not there yet so how do you use that as one of your criteria?
    - Metro/Consultant: In some cases, the location will be obvious. In other areas we call out exactly what the opportunity might be there. It may not be that the transit stop is not near anything that could be expanded into a mobility hub. We're expanding the search area. I don't see us getting into identifying specific parcels that could be developed but calling out areas and broadly speaking the opportunity that could be there to develop a hub.
- Jay Higgins, Gresham: so, you're looking at land availability as opposed to mode availability.
    - Metro/Consultant: I don't think it's that if you don't have bike share today, you won't have a hub in the future. The focus is how is that location used today and how well does it rise up in terms of prioritizing investment.
- Kate Lyman, TriMet: In reference to what criteria is missing, I want to suggest for CCT focus areas there should be criteria related to cost effectiveness, it's mentioned in the memo but didn't see it carried forward.

**11:25 a.m. Next Steps (Ally)**

Please comment feedback directly into the materials within the shared file.
Offline review by Metro and County committees in late July.
Refined focus area local workshop in September.
Next Transit Working Group meeting will be early October.

# Memo

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

| | |
|---|---|
| Meeting: | Community Connector Transit Study - Focus Areas Workshop |
| Date: | Thursday, September 11, 2025 |
| Time: | 10:00AM – 12:00 PM |
| Place: | Zoom |
| Purpose: | Share the refined community connector and mobility hub focus areas (adjusted based on results of the summer technical review) and solicit local feedback on the results through collaborative discussions. |
| Outcomes: | Achieve a shared understanding of how the focus areas were refined and inspire collective input based on local expertise and community knowledge for the purpose of influencing the updated vision map that will be shared with Metro and the County advisory committees. |

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10:00 a.m. Welcome! (Ally)
10:05 a.m. Brief Study Overview: Purpose, Milestones and Status (Ally)
10:10 a.m. Focus Area Assessment Findings (Ryan)

10:30 a.m. County-focused Breakout Room Discussion (Ally/All)

- What would be needed to make CCT in an area a useful service?
- Do you have thoughts on the types of CCT we drafted for each area?
- Do draft opportunities align with the goals your agency has identified?
- What would success look like to you? Electeds/leadership? Community?
- How can Metro support ongoing communications and coordinated planning between regional transit providers, local agencies, and partners?

**Notes for Clackamas County Break-out Discussion**

*C1 - Lake Oswego*

- *Anthony De Simone, Clackamas County - Feels it is a tougher sell because of demographic factors, lack of connotation to job centers; appreciates that this was included, and feels it is worth studying. He appreciated its inclusion.*
- *Will Farley, Lake Oswego - Loves seeing more attention to transit in our area. Lots of single-family homes, some condos. It has sidewalks and walkable paths. What destinations would they be going to from here? If it connects the area to itself, it won't be used. It needs to go further out of the area to have ridership.*
- *Anthony De Simone, Clackamas County - Connecting this area to the Tigard triangle would be a good destination, a good opportunity.*
- *Kelsey Lewis, SMART - Tigard transit center is a hub for shopping and for transit. It is a future location for SMART.*

*C-2 Happy Valley*

- *Kevin McGrane, Happy Valley - The area is difficult for foot traffic because of topography and sidewalks. Not a high priority on demographics.*

- *The best destination would be to the Clackamas hub SW of the polygon. It is not served by the current system and difficult for pedestrians and other alternate modes.*
- *Karen Buehrig, Clackamas County - There's a much larger area than that polygon that a connector shuttle would serve. Sometimes these shapes of CCT areas reflect a technical analysis, but a fuller geographic extent should be considered for service planning.*
- *Kevin McGrane, Happy Valley - Thinks area was identified because it has more major streets and has the best chance of connecting to SR 129 and King Road. Scouters Mountain Park is good for regional connections and Happy Valley Park would be an important local connection.*
- *Anthony De Simone, Clackamas County - Wonders whether it actually duplicates service on Sunnyside Road.*
- *Grant O'Connell, TriMet - Feels study is agnostic of funding, but the current program, if it is entirely in his district, doesn't want it to duplicate service. He thinks some duplication makes things usable. He believes that the route should spend much of its route not duplicating. He's comfortable that most of the shuttle would not duplicate TriMet service. Long range planning skirts NE part of the purple blob.*
- *Karen Buehrig, Clackamas County - Shuttles can build future ridership for TriMet. Shuttles serve a variety of roles. Sees these possibilities as a service to consider over time, not all at once.*
- *Kevin McGrane, Happy Valley - Doesn't have an opinion on what time of day would be useful for a shuttle.*

*<u>C-3 McLoughlin/Oatfield</u>*

- *Anthony De Simone, Clackamas County - Purple area is a starting point but expanding it along McLoughlin would expand ridership opportunities. Would it have a high enough ridership to be more structured than on demand. Area of particular interest in Clackamas County.*
- *Grant O'Connell, TriMet - Has lots of strong (good) feelings. Is interested in the NE corner of the polygon. Milwaukie center used to have service but there wasn't a lot of ridership. He thinks CCT is a good idea, particularly with the Bonaventure senior housing project. Another angle: Bonaventure and North Clackamas Park need some transit - maybe CCT is good now. But is there another use of dollars for better connectivity to Lake Road or other major roads? Lake Road now has all day service. Long-term, is it better to constantly pay for CCT better or could Line 29 could deviate, it might be powerful. A fixed route at the south of the polygon has been considered productive by TriMet analysis.*
- *Karen Buehrig, Clackamas County - Longer regional route may not have been the right fit, but local people want to get to N Clackamas Park and could be served by CCT. Sees this as urban, but challenged by topography like much of Clackamas County. She would like to see CCT more than on*

*demand. The important thing is that the map indicates that a solution is appropriate, perhaps further study for a community connector shuttle.*

*C4 - South Wilsonville*

- *Kelsey Lewis, SMART - ¼ mile measurements sometimes do not make sense where there are rivers and parks. She doesn't hear that there is significant demand for connectivity for this area. Feels that there are other connections - bikes for example - that cover this area. Based on community input, not a high priority area.*
- *Anthony De Simone, Clackamas County - Charbonneau area seems like it logically connects. Why was that omitted?*
- *Kelsey Lewis, SMART - SMART tried transit in Charbonneau, but there was not interest. Folks in the area are using on demand services, not interested in fixed routes. Occasional service industry riders would be interested in stops in the area, but not overwhelmingly. Service to Canby goes past that area, flag stops were used by one or two people.*

*Other Comments*

- *Anthony De Simone, Clackamas County - Launching any of this, given the expectation of cuts in the immediate future, would be a success. From a rider perspective, launching anything in Clackamas County, having happy riders justifying continued service would be a win.*
- *Grant O'Connell, TriMet - TriMet would look at all of the solutions and prioritize right service in right areas, knowing that cuts are on the horizon. A holistic look at the system is necessary.*
- *Kelsey Lewis, SMART - Learned that communication and marketing of existing transit resources is really important. Many feel they lack service compared to other counties, but it is important to share information about the transit that exists. Focusing on the basics of what we have, not just what we are losing.*

**Notes for Multnomah County Break-out Discussion**

*M1 - Cully*

- *Eve Nilenders, Multnomah County – Multnomah county currently runs Access shuttle service in Parkrose area. 5-7 riders per trip. Most ridership from Parkrose Max station to the areas near the post office or Red Lion. Have attempted to attract riders from Cully without much success yet. Cully currently has frequent North-South and East-West fixed-route service. Access currently terminates at Albertson's which provides grocery access and shuttle turnaround. There are limited terminal locations west of there. Extending into Cully currently considered less of a priority.*
- *Kate Lyman, TriMet – The cut sheet of TriMet's future service plans is missing TriMet's plans in Cully. Should we instead prioritize TriMet's plan for fixed route service on Prescott in the future?*

- *April Bertelsen, PBOT – Agree with Eve's comment. Eve knows Access shuttle best. We should consider a mobility hub/biketown station at that Albertson's instead (with a finding similar to the M6 area).*
- *Ryan Farncomb, CCTS Project Team – Appreciate comments and reiterate importance of complementing fixed-route services.*
- *Sam Brookham, City of Portland – Cully is low density, R7 zoning. It is changing quickly with many new potential transit riders moving in.*
- *Ryan Farncomb, CCTS Project Team – Reiterate possibility of near-term CCT before fixed-route service in area*
- *Kate Lyman, TriMet – No funding identified in this CCT Study. Does it make sense to talk about short-term services?*
- *Ryan Farncomb, CCTS Project Team – This is a needs-based analysis, not fiscally constrained. It plans priorities in case funding becomes available.*
- *April Bertelsen, PBOT – Funding for CCT may be available sooner than funding for fixed-route service.*
- *Kate Lyman, TriMet – Hears those comments.*

*<u>M2 – Peninsula Industrial</u>*

- *April Bertelsen, PBOT – Recommends shifting M2 north and west to connect to St Johns to include more people and transfer points. Hopes to include Hope Center and Bybee Lakes. Current proposed mobility hub too far east for some of these connections. Focus on Columbia Blvd is near term until TriMet Forward Together service is implemented.*
- *Francesca Jones, PBOT – Work M2 into Rivergate and Columbia. Opportunity to build ridership for future line 49.*
- *Kate Lyman, TriMet – Line 11 has performed poorly. No incentive for employers to coordinate shift times. CCT may be beneficial here since more flexible. Should consider possibility of employer funding of shuttles in area.*
- *Francesca Jones, PBOT – Employers may be hesitant since they already pay taxes into TriMet.*
- *April Bertelsen, PBOT – Also complications with commutes from Washington and high turnout of employees. Consider breaking M2 into two different focus areas. Also, more focus along Columbia Blvd itself.*
- *Francesca Jones, PBOT – Does Rivergate have underutilized land?*
- *Sam Brookham, City of Portland – Yes. There are lots of brownfields but they are likely to get rectified in the next 20 years*
- *Kate Lyman, TriMet – Low wage jobs pull employees from all over the region. This is also a housing issue, if these employees can live near their jobs that provides a solution. Transit can't fix the problem of a long commute without a really long trip.*
- *Sam Brookham, City of Portland – Is the Port of Portland aware of this study? They have terminals in the Rivergate Industrial District.*
- *Ally Holmqvist, Metro – Reminder that the preliminary focus areas were provided to Metro and County technical committees this August (which*

*includes a representative from the Port of Portland). We will be taking the workshop materials to these committees and will be conducting outreach as the next step.*

- *April Bertelsen, PBOT – Port was involved in planning for the Access shuttle. Supported by Mike Holman and has continued support for transit in Rivergate area.*
- *Sarah Iannarone, Street Trust – Make sure we are considering multimodal access. The Street Trust e-bike pilot program is expanding access to transit by providing e-bikes. The Street Trust has data on these trips and how they replace SOVs. Employers have been supportive of this work.*
- *Eve Nilenders, Multnomah County – We are interested in that data.*

*<u>M7 – Fairview and M8 – Historic SE Hogan</u>*

- *Eve Nilenders, Multnomah County – Wants to talk about locations that we are not considering. The equity metrics may have missed some areas worth considering in east Multnomah County. A lot of areas that are noted as having extensive route service only have it north-south, or east-west, which means it is still limited to get around by transit. We should connect with other staff on Fairview and Gresham.*
- *Ryan Farncomb, CCTS Project Team – Other first/last mile solutions may benefit Fairview. We will reach out after to people not in this meeting from east county cities, including Jay Higgins. There is also TriMet's Lift Next Pilot Project operating in the Hogan area. Some east county locations didn't rise to the top because of existing fixed-route service in these locations. In some of these cases, it may make more sense to enhance first/last mile connections. Mill Park is shown as example.*
- *Ally Holmqvist, CCTS Project Team – We are happy to share our workshop resources folder more widely with local staff to collect additional feedback. We are still working on the related parks transit access piece as well. Blue Lake is close to Fairview. Also key places were identified in this area by Native community members, including a post-incarceration center also along the Columbia corridor.*
- *Kate Lyman, TriMet – Fairview area is planned for fixed-route service in the future. That should be acknowledged in study. This would service Blue Lake.*
- *Ally Holmqvist, CCTS Project Team – Regarding the question about vanpools, Metro will be engaging in parallel work on the Regional Vanpool Strategy. This tool has a different set of constraints and operates different than other types of community connectors like shuttles or microtransit. Marne's work will explore opportunities for regional vanpools in more detail and get more into the weeds on actions for implementation.*
- *April Bertelsen, PBOT– Are you using LEHD data? We should incentivize employers to coordinate shift times where possible.*
- *Ryan Farncomb, CCTS Project Team – Yes. Outreach and engagement will be important as a next step.*

**Notes for Washington County Break-out Discussion**

*W1 - South Beaverton/Progress Ridge*

- *Alex Page, TriMet: Noted that TriMet is in support of the South Cooper Mountain Microtransit Pilot Project (timeline TBD). In addition, they are closely monitoring conceptual service in the area. Despite current financial challenges there are long term plans for the area. They are also working with South Beaverton on Tigard River Terrace 2.0 comprehensive planning.*
- *Miranda Seekins, Washington County: Noted that River Terrace 2.0 refined service area will not be serving North of Hart Rd (which is currently served by transit). The hope is to start with a smaller area. Asked for clarification on how the red area was defined?*
- *Oren Eshel, CCTS Project Team: Explained that boundaries were layered together, but the data was very coarse and should be adjusted to reflect local understanding and needs.*
- *Miranda Seekins, Washington County: Noted that they are looking more to the area west of River Terrace.*
- *Alex Page, TriMet: Asked if the county is adjusting the green hex by removing anything north of Line 88.*
- *Miranda Seekins, Washington County: Noted that the green hex is the Mountainside School boundary. They are looking to chop off the North portion and add in some of the River Terrace area.*
- *John Mira, Ride Connection: Noted that refinement to the focus areas is in very rapid progress, with a January start date. They are now wrapping up engagement.*
- *Rob Zoeller, City of Beaverton: Was a project manager for Cooper Mountain Community Project. In meetings community members and developers expressed an extremely high interest in transit, asking, "When is transit going to come? What are the options?" In South Cooper people already drive everywhere and wish they didn't have to. In North Cooper the sentiment is that if it didn't happen for South Cooper, and now that 10,000 people are coming what will you do?*

*W2 - Bethany*

- *John Mira, Ride Connection: Noted various planning considerations for the Bethany link to extend and include the focus area, however, that would be longer transit time for PCC commuters that we are serving. Difficult to serve east area without having unwieldy run times.*
- *Miranda Seekins, Washington County: Asked if micromobility was considered? Road network not great but extensive multiuse paths that could connect Bethany Lane.*
- *Holly Querin, CCTS Project Team: Noted that planning for micromobilty was outside scope of project but recommendations could be made.*
- *Alex Page, TriMet: Agreed that it's outside scope but relevant for serving that area. For 147th it's possible that infrastructure can help solve some of*

*the direct service issues. People can't get into the heart of Western section but being able to travel over the highway to Sunset would help overall travel (more relevant to Cedar Mill but would also help Bethany). They hear people want service but end up cutting back because they don't actually see the ridership.*

- *Monica Santos-Pinacho, CCTS Project Team: Suggested a reason for the disconnect between observed demand and desire. Community members expressed a strong desire for shuttles but also said they wished they knew more about them (pickup/drop-off locations, costs, frequency, language access). Disconnect could be explained by lack of awareness.*
- *Alex Page, TriMet: Language studies show that some areas keep popping up as having high transit propensity because of non-English speaking population. Area has interesting demographics: high income households not taking transit much balanced by non-English speakers taking transit more.*

*<u>W3 - Marlene Village</u>*

- *Reza Farhoodi, Washington County: Explained that the area is hemmed in by the freeway. There are existing lines but with limited frequency. New development with middle housing is being proposed. The west side trail is being planned, and bridge over Highway 26 could help connect the area. Understands why the area keeps coming up, but it's hard to visualize service. Connections to MAX would be good to Sunset but difficult to imagine because the freeway is limiting as a barrier.*
- *Alex Page, TriMet: Acknowledged limited frequency on Line 59. Opportunities include just increasing frequency, walk and bike access to business park to the North, infrastructure investment in walk and bike to the nearby lines. It feels like it's not the right area for an investment like this because of the two transit lines, further than ideal, but still well-served.*
- *Oren Eshel, CCTS Project Team: Asked if TriMet considered more flexible adaptations to fixed routes?*
- *Alex Page, TriMet: Confirmed TriMet won't. however, for Lift, there is the Next Pilot Project in Gresham. The flex part won't work if it wasn't paired with this model.*
- *Oren Eshel, CCTS Project Team: This an area with needs, similar to Bethany, with other solutions such as infrastructure and removing barriers.*
- *Alex Page, TriMet: Asked where is the highway crossing update and pedestrian bridge?*
- *Reza Farhoodi, Washington County: Explained that N-S Columbia Corridor is going to follow that alignment all the way to Walker. The project is not all the way there, but funding is moving along.*
- *Holly Querin, CCTS Project Team: Noted that Line 48 has frequent service so connecting to the line would help access. Asked if Nike's employer shuttles are open to contractors? Potential unmet need?*

- *Barbara Fryer, City of Cornelius: Suggested contacting Western Transportation Alliance because it is part of their services.*

*W4 - Southeast Hillsboro*

- *Reza Farhoodi, Washington County: Noted that this is an area where Forward Together would address access. Asked if area to the west (faded red) popped up at during analysis?*
- *Alex Page, TriMet: Asked for clarification between tier 1 and 2 focus areas.*
- *Oren Eshel, CCTS Project Team: Explained that tier 1 focus areas are different pockets, furthest from existing service but others closer to service. This is not to say the other ones aren't important. The region had many of these pockets and among the pockets it was a little bigger and maybe why it was identified as a focus area. Added that the boundary was flexible.*

*W5 - Aloha*

- *Reza Farhoodi, Washington County: Suggested that part of the issues with potential shuttles and microtransit is that Tualatin Valley highway and the railroad are hard to cross, especially on 170th and 185th.*
- *Holly Querin, CCTS Project Team: Asked if micrmobiltiy could be used effectively and safely?*
- *Reza Farhoodi, Washington County: Explained that the area lacks infrastructure. They looked at TV Highway trail connection but no funding for that. It is on their radar to route the connecter. Also suggested upgraded 198th super wide bikeways. 178th is undergoing concept design. Though not currently funded it is a key connection to the MAX. TriMet has plans to extend lines.*
- *Alex Page, TriMet: Noted that a lot of issues are due to the road network. A lot of disparate areas are popping up as focus areas because of the land use pattern. Suggested micromobility and compete streets for a more cost effect solution.*

*W6 - Cedar Hills*

- *Alex Page, TriMet: South of 26th is a disjointed street network, another area where CCT might not be the solution*
- *Reza Farhoodi, Washington County: Noted that it's hard to see a solution here. Wanted clarification on what made this area stand out? Demographics? Higher transit propensity?*
- *Holly Querin, CCTS Project Team: Explained that Equity Focus Areas scoring stood out most for the area. Otherwise, population density was middle of the road, employment density was low, and key destinations (schools, grocery stores, hospitals) was also low.*
- *Barbara Fryer, City of Cornelius: Suggested that because Marlene Park was a manufactured home park there were lots of seniors, something to consider in the analysis.*

*W7 - Highland and Greenway*

- *Reza Farhoodi, Washington County: Heard from people about the loss of Line 92 Express after Covid. Suggested that a microtranist option would help people to get dropped off at Conestoga Recreation and Aquatic Center. Forward together will change lines (Line 67 will get extended down) so there might be better connectivity in the Highland neighborhood. Suggested that it would be difficult to do a discrete connector service.*
- *Alex Page, TriMet: Noted that it felt like a lot of areas in Washington county didn't make the cut. Still within distance of frequent lines but also just outside what is desired for walking distance.*

*Other Comments*

- *Alex Page, TriMet: Noted that costing is very important at this stage for this region. With transportation bill in flux there is a lot of service that may get degraded. Cautioned that CCT might provide great access but is not as cost efficient, cheaper but based on how much it is per person per ride makes it hard to justify for the region. Mentioned short-term need for South Hillsboro and South Cooper Mountain are highest priority.*
- *Reza Farhoodi, Washington County: Noted that while microtranist is not going to fully service the need, it is just the tool they have. The challenge is how to set it up.*

11:30 a.m. Breakout Room Discussion Report Out (All) - Key Themes

- *While the focus areas identified through the analysis have a more limited geography, they will need to expand during service planning in the future to reach more destinations and meet community need.*
- *The opportunities of most value for focus areas are in connecting to something major, such as a key destination or a transit hub.*
- *The focus area memo and cut sheets can do more to identify where future service opportunities lie from Forward Together: The Road Ahead, while also recognizing there may be opportunities for interim connectors to grow ridership for that future service.*
- *More attention to the following will help better understand the level of opportunity within each focus area: land use development potential, community origin and destination desires, transportation network connectivity for access, and connector service costs.*

11:55 a.m. Next Steps (Ally)

Thank you!!

# Meeting Notes

600 NE Grand Ave.
Portland, OR 97232-2736

**Meeting:** Community Connector Transit Study: Working Group #7

**Date:** Tuesday, October 14, 2025

**Time:** 2:00 to 4:00 p.m.

**Place:** Zoom

**Purpose:** Describe the new project schedule including new anticipated dates for remaining milestones, debrief takeaways from feedback provided at the Local Workshop and discuss proposed revisions to the focus areas, review and solicit feedback on the draft Transit to Parks Strategy, and introduce the approach to developing recommendations for community connector service governance.

**Outcome(s):** Shared understanding of the new anticipated timing for remaining TWG meetings and Metro and County committee meetings related to key milestones. Collective agreement on the takeaways from the Local Workshop and how that will influence revisions to the focus areas. Review and provide input on the draft Transit to Parks Strategy and discuss relationship to the focus areas. Reactions and input on the preliminary approach for developing recommendations for community connector service governance.

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**Attendees:**

Ally Holmqvist, Metro
April Bertelson, PBOT
Anthony De Simone, Clackamas County
Andrea Pastor, Metro
Anna Geannopoulos, NN
Alex Page, TriMet
Alex Dupey, MIG
Eve Nilenders, Multnomah County
Holly Querin, Nelson Nygaard
Jason Nolin, Metro
John Mira, Ride Connection
Judith Perez Keniston, RTC
Kelsey Lewis, Wilsonville SMART
Lauren Scott, MIG
Miranda Seekins, Washington County
Oren Eshel, Nelson Nygaard
Reza Farhoodi, Washington County
Ryan Farncomb, Parametrix
Shannon Stock, Metro
Sam Erickson, Parametrix
Taylor Eidt, C-TRAN
Tom Kloster, Metro

**2:00 p.m. Welcome! (Tom/All)**

**2:05 p.m. Schedule Update (Ally)**

**2:10p.m. Focus Areas (Sam/Ryan/Oren)**

- *Local Workshop Feedback*
- *Proposed revisions*
- *Did we characterize feedback from the workshop correctly?*
- *Are there other changes/revisions or information you'd suggest?*

- Alex Page, TriMet: regarding Washington County, W3, my takeaway was the people in that workshop discussion group didn't see a need at all in that area- so I'm curious about the designation for a flex route there.
    - Metro/Consultant Team response: I think there was mixed opinions on this. The clear consensus seemed to be around River Terrace/Progress Ridge. The other areas have

potential for service need but there is still some refinement needed for this opportunity area. It wasn't clearly defined as a section to move forward.

- Anthony De Simone, Clackamas County: I want to call out that for Clackamas County, great job incorporating the feedback. Something I wanted to check on was previously in the document Clackamas was marked as "more study needed" and that has changed to "don't move forward at this time, study viability later", does that mean other than Wilsonville section which we know will be removed, the ones that are marked "study viability later", will those remain on the map?
    - Metro/Consultant Team response: I'm not sure if we've talked through how we'll symbolize the different buckets that these are falling into. We left room in the study for future opportunities. In my mind those fall within that category of something could ripen in the future. There's some opportunity to tier readiness. We talked previously about the next steps for readiness so that will be part of future meeting conversations.
- April Bertelson, PBOT: Thank you, many of our comments were captured. I had some refinement to make regarding M2, the Peninsula industrial area, the big picture was either to break it into two areas, one focused on River Gate, and one focused on along Columbia Blvd. (likely an interim service until Trimet could implement Forward together between Park Rose and St Johns). Or keeping it one opportunity area if a flex service could serve both of those areas, we're open to, but, ideally, we capture both of those areas. In the Local Workshop notes in the packet, I think something I'd said was misunderstood, I don't think that Columbia Blvd. would be more near-term than River Gate, it would just be more near term until Trimet could serve it. Certainly more conversation around governance to find out which ones would be readier.
    - Metro/Consultant Team note**:** Staff has made this edit to the Local Workshop Notes.
- Alex Page, TriMet**:** One other thing I didn't notice captured, there was at least a couple in Washington County where I asked to consider infrastructure improvements versus the long-term operations cost for running a shuttle, particularly in Marlene village but also Bethany. One of the challenges in operating bus service in some areas is, by design, incomplete road networks and lack of access to rail lines because of that infrastructure. I'd love to see discussion of "are infrastructure fixes possible?" in order to get the connection improvements for these pockets of neighborhoods.
    - Metro/Consultant Team response**:** I'd agree, those are key things both for the areas mentioned and generally what are infrastructure/street-connectivity type solutions.

**2:45 p.m. Draft Transit to Parks Strategy (Anna/Holly)**

- *Do the parks service areas make sense to you? Why or why not?*
- *Are there other opportunities or challenges that should be considered when thinking about service for these groupings?*
- *How should we think about serving individual parks vs. potential groupings?*
- *Thinking about these groupings and the focus areas together, are both important or is there a clear priority?*

- Reza Farhoodi, Washington County: A question about Orenco Woods Nature Park, why is that one not in the "Parks with transit service but with challenging pedestrian access"? It is in a half-mile of Orenco Station, but that neighborhood doesn't have sidewalks.
    - Metro/Consultant Team response (chat): Washington County re-looking at the memo, the Orenco Woods Nature Park has weekend and weekday service - but we can recategorize it as weak pedestrian access.
- Alex Page, TriMet: Why show Metro parks outside of the Metro Planning Area?
    - Metro/Consultant Team response: We didn't want to limit our look to just parks within the MPA since Metro is an owner/operator of parks outside of that boundary. There is also a fair amount of parks and natural areas that have been purchased with regional bonds, so we want to make sure parks that people are paying for, they have access to.
- Reza Farhoodi, Washington County: What systems were used in determining whether a park had transit access? Shuttle and inter-city systems? I would argue that the Wave should be used, considering it does come up on Google maps as a way to access some of these areas.
    - Metro/Consultant Team response: They are all listed in our first memo, but I believe we used pretty much any possible transit service that could be provided.
- Reza Farhoodi, Washington County: Is there a reason Sunset wasn't chosen? It feels like the most convenient location.
- Kelsey Lewis, Wilsonville SMART: I want to agree with that, Sunset is often a meeting point. People would recognize it for that use.
    - Metro/Consultant Team response: That's the kind of feedback we're looking for. That's great insight.
- Eve Nilenders, Multnomah County: In the Sauvie island area, something we've been keeping an eye on is people from Sauvie going elsewhere, we've struggled with the idea of a transit center, downtown Portland wasn't as much of a connection. Scappoose or St Johns would be a better connection point, but is a different population than you're looking at. I wanted to note that regarding the beaches that are north of the county line are in Columbia County, I wanted to make sure you're looking at that horizontal line. On one of the Clackamas County slides, I know Fields Bridge Community Park was on the slide, I'm also wondering if because Camassia Nature Preserve is by Oregon City whether that would be a logical routing for that opportunity.
    - Metro/Consultant Team response: We have identified that reserve area as an opportunity for pedestrian improvement. We saw it as a lower priority but if the County feels differently, we defer to local experts.
- April Bertelson, PBOT: Comments on two of the shuttles, starting with Sauvie island, I was intrigued by Eve's comments. I understand many people are coming into Portland for shopping and whatnot, but Downtown Portland is a rather constrained space to add a shuttle, I'm wondering if you've looked at some ideas of where it could stop or was it a general concept? Not to say remove Pioneer square as a stop point but more of a comment that that might be a challenge. Also, I want to flag that a connection to St Johns could serve many people coming from North and North East so whether that could free two birds with one hand. Another comment is regarding Smith Bybee Lake and Broughton beach, I'm not opposed but not totally bought on that shuttle service would focus only on Park Service, thinking of whether it could be

focused on parks but stop at other places along the way. With limited resources, to being open to a shared service that services both parks and employment and other destinations in that area.

- Kelsey Lewis, Wilsonville SMART: This comment is to the question about barriers, I don't know all areas super well but the ones I'm thinking of, it would be important to the viability of any shuttle that there would be a way to get through or out of a parking lot. That can be a huge challenge for a shuttle driver in very populated area. There has to be a way to loop out of a parking area to make it a viable trip to be timed with any accuracy. I do like the idea of some of these shuttles going to multiple parks, it may make it easier for people to get to some of these smaller parks, there is something to be said for increasing park visitation.
- Alex Page, TriMet**:** As much as shuttles can reduce congestion, it doesn't happen immediately. My question is about process, how are these shuttle recommendations paired with Community Connector recommendations? To April's comment: I do think there's some opportunity to look at duel purpose shuttles, how will we mesh these two?
    - Metro/Consultant Team response**:** That's something I've been interested in as well. I think we heard about a few of these areas folx would like to hear considered with the focus areas, like the Broughton/Kelly Park as one, pairing with multiple destinations. If there are more, please let us know. We're also going to have more of this conversation with readiness. How will some of these shuttle opportunities fit in with other priorities? - we have people that do need to get into work too. We're talking about parks specifically but when we bring in other criteria how will that shift some of these.

**3:15 p.m. Mobility Hub Implementation Toolkit (Lauren/Alex)**

- Is there anything else that would make this toolkit most useful to you?
- Are there any topics you would like to see expanded on?
- Did we miss any important considerations?
- Are there any helpful examples you've seen or heard of?

- Alex Page, TriMet: I have not completely read through the implementation memo but, something I'd love to see more is highlighting the opportunities for mobility hubs at hyper local development sites (TOD), taking some of those elements from a hub and having them incorporated into, whether it's development code or just project specific locations, trying to get some of those elements installed locally. Our teams are working on that and we're seeing great results with those amenities.
    - Metro/Consultant Team response: If there are examples of current projects you could share, that would be great, and we could add that in to the toolkit.
- April Bertelson, PBOT: Great comment, Alex. This is more about the map than about the guide, myself and my colleagues that are working in the mobility hub space will have more comments. In terms of initial hub recommendations map, thinking about Cully in particular, I've been eyeing that terminus for opportunities for mobility hub elements as well as Placemaking. If that's somewhere that we could add a dot, Cully, Killingsworth, and 82nd.

**3:45 p.m. Governance Recommendations Approach (Oren)**

- What topics or issues would be most helpful to address?
- Are there models you have heard of that we should consider?
- What outcomes resonate with you related to a governance model?

- April Bertelson, PBOT: I do want to recognize that TriMet is helping to fund the county shuttles through regional coordination programming. Hopefully that can continue and expand someday.
    - Metro/Consultant Team response: Thank you, that is something we want is to help paint the funding picture. Something that isn't on here is existing park shuttles, another piece of shuttle landscape.
- April Bertelson, PBOT: Funding is top of mind here. I'd be curious to learn more about the different funding models you're looking at and which ones are totally fareless, which ones would operate on a fare structure, and which are maybe transfer based working with TriMet's system. Getting a sense of that landscape elsewhere could give us something to think about regarding longevity around the services we provide. I'm also interested in the parking revenue to help subsidize shuttles, I'd like to learn more about where that's been successful. Washington Park and the zoo would be local ones we could learn from. What level of parking demand and revenue do you need to make that work?
- Alex Page, TriMet: Will governance be discussed in community outreach events in February?
    - Metro/Consultant Team response: That is still fuzzy and being developed. Currently we aren't planning on discussing it. It might be a bit wonky for community to grasp. Are there examples of questions that folx would share that might be accessible (without getting into revenue structures)?
- Alex Page, TriMet: I was also feeling like it could be a bit wonky. As we've discussed, TriMet is doing general service cut outreach. Looking at different buckets, in January we're going out with specific cuts that we're proposing to the public. I worry about confusion at the public level with what Metro's doing with this study and what TriMet is doing, as well as the general conflation of the two organizations, but I just wanted to have a basic primer on governance so that when these questions do come up, we have maybe a hand-out or easy talking points where we can set the stage that this is a conceptual framework versus what TriMet is doing.
    - Metro/Consultant Team response: That does go to what Tom was saying earlier that this information is really for policy makers, so that down the road they can understand the possibilities that exist.

**3:55 p.m. Next Steps (Ally)**

- Homework:
    - Comments on packet materials due October 21
- Meetings:
    - Metro and County Advisory Committee Updates Late 2025
    - TWG #8 (Mid-January 2026 TBD)

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

**Meeting:** Community Connector Transit Study: Working Group #8

**Date:** Monday, January 26, 2026

**Time:** 2:00 to 4:00 p.m.

**Place:** Zoom

**Purpose:** Discuss refinements to the opportunity areas made in response to agency and committee feedback, initial priority classification, and next steps for engaging community on the outcomes; describe revisions to the Mobility Hub Implementation Toolkit based on partner feedback; provide an overview of the draft governance strategy; preview the report outline; and hear next steps.

**Outcome(s):** Shared understanding of partner feedback received and the resulting refinements made to the opportunity areas, as well as the community and business engagement still to come, and study milestone next steps. Review and provide input on the opportunity area draft prioritization outcomes, draft governance strategy, and draft report outline. Collective alignment on the revised Mobility Hub Implementation Toolkit.

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**Attendees:**

Ally Holmqvist, Metro
Anthony De Simone, Clackamas County
Andrea Pastor, Metro
Alex Page, Trimet
Alex Dupey, MIG
April Bertelsen, City of Portland
Eve Nilenders, Multnomah County
Francesca Jones, PBOT
Holly Querin, Nelson\Nygaard
Jay Higgins, Gresham
Jason Nolin, Metro
Will Farley, Lake Oswego
Zoya Zhou, Nelson\Nygaard
John Mira, Ride Connection
Judith Perez Keniston, SW WA RTC
Kelsey Lewis, Wilsonville SMART
Lauren Scott, MIG
Lauren Shimer, Point North
Marne Duke, Metro
Mike McCarthy, Tualatin
Oren Eshel, Nelson\Nygaard
Ryan Farncomb, Parametrix
Shannon Stock, Metro
Sam Erickson, Parametrix

**2:03 p.m. Welcome! (Kim/All)**

**2:05 p.m. Agency & Committee Feedback (Ally)**

- City of Tualatin: Some cities are losing half or more of their service. I know this wasn't known when this study started. How is that evaluated?
- Team response: One of the things we talked about was how Community Connector Service can grow into transit service. We'd like to provide a template for that work. The specific opportunity areas that we're looking at are based on the transit conditions from last fall, we've also incorporated Trimet and SMARTs fixed route plans assuming that the funding landscape will change in the future. I mentioned that because it's good context for how the transit system

will evolve in the future. The framework we're developing for what makes for successful Communtiy Connector Service, also an ongoing dialogue around what is the best way to serve a changing funding landscape. We're doing the best with the data we have on hand but also hoping to set folks up to understand what a successful region with CCT or fixed route looks like.

**2:10 p.m. Refined Opportunity Areas (Ryan/Ally)**

- Changes made from agency and committee feedback
- Draft prioritization outcomes

- SMART: What is the question mark on the East side of Taulitan in orange.
- Team response: oh, that seems to be a mislabel, thank you!
- City of Gresham: How does this compare to hours of service for fixed rate, for cost?
- Team response: The low and high are using all of the demand-responsive costs per whatever the metric is, so revenue hours. Non of them are exact but for fixed route, Trimet has a different route which is not any of these.
- TriMet: It's in the high range. It changes every quarter because of how much maintenance we're doing and lot's of other magic that happens behind the scenes. Currently it's around 162. It moves around but is in the high range.
- Clackamas County: I want to call out how pleased we were to see the level of detail for these opportunity areas, the table and everything that went into that- Thank you. The C3 area has expanded but like you mentioned, there is a nuance there with overlapping service. Positive feedback from what we're seeing.
- Trimet: On the Replica study that you did, were you seeing circulation movement within these areas?
- Team response: It might be quicker to share that data offline but yes we did look at trips within trips the one caveat being some of the shapes currently on the screen don't align with block groups but I can share that data with anyone who wants to look at that.
- City of Tualatin: The area that Kelsey asked about earlier, resontes with the Trimet service cuts as well as connections to the Mooreland free clinics, those are areas people really depend on we'd like to see that extended to Oregon City. Tualitan/Sherwood road also comes up a lot, there's some big expanding employers along that road and it's becoming a transit desert as TriMet cuts that line. It had low ridership while the road was under construction but that is an area I'm hearing a lot of demand for.
- Team response: There is current or even planned service on some of those roads, so it would go back to the interim solution for fixed route service in the future depending on cuts and funding.
- Multnomah County: I'd also like to see the Replica data. I'm a little confused about the areas that were planned CCT service options, P1, M1, where Access serves, I know based on whatI've heard anectodally, that is a 24hr service area, I'm wondering whether the replica study was done only on the five that were listed.
- Team response: The block groups for Replica, we didn't look at data for M1. That is part of the feedback we're looking for, before we spend more time on these areas, is CCT service or is an expansion of service the right thing to look at. We can bring in more Replica data to help us with that also.

- SMART: In terms of feedback from engagement, I hear that you got feedback but we'd like to talk to businesses to hear about viability of CCT in these locations, particularly businesses' anecdotal observations for areas they are struggling to get people to their location.
- City of Portland: In comparison to the chart that you showed hours of trip activity, with the curve dropping down early in the morning and late in the night, I'm wondering how the shape of that compared to the other opportunity areas, might it still be broader to other areas or is it similar. The table that shows potential costs and assumptions were made about the span of hours, it did look like the span was wider for the North peninsula, was the shaped by higher activity, if we could look at that closer.
- Team response: I can share that offline for sure. We do have by-origin-of-trip for all of the opportunity areas in purple.
- City of Portland: Going back to M1 and P1, I'm curious what doing that analysis to be on par with the others, it would be informative to have similar data. We're still going to be doing business and tribal outreach and data, knowing the state of funding, it probably will be a really long time before Prescott sees bus service, so that's really going to need to be a cap. Wanting to know what could be viable solutions.
- Team response: That is a question, or worry, that we're interested in bringing to community. What we're trying to figure out is regardless of the analysis, trying to crystallize what the need is. Are we trying to better connect more people to industrial jobs in Columbia Corridor for example or is it more fundamentally that there are people with physical disabilities who might not be able to walk to the bus. We don't have a clear answer as part of this entire level of study. We're looking to partners and public to help us with that.
- TriMet: There are lots of different needs. One of the challenges, like within M1, people in Cully have a lot of options, they have to walk further than the goals of our agency and the region but regarding M7, historically, essentially was shuttle, Trimet took it over last year or two years ago, we expanded the hours and as we've seen needs increase, we look to expand those. So I would just not include this one.
- Multnomah County: That is a different geography than the shuttle we serve. The area we serve is now what is now TriMet line 81. M7 might be too small on its own.

## 2:45 p.m. Revised Mobility Hub Implementation Toolkit (Lauren/Alex)

- City of Portland: One thing that jumped out to me on the first one, lighting at the curb. The first days pilot looks like its unloading at street level, I can't tell if in the next phase show sidewalk level where the boarding happens, maybe just more sharpening that in the graphic or just redesign to have that accessibility for lighting and loading level.
- SMART: Great giving examples of nearby locations. These kinds of graphics are great for electeds or people who are less familiar with

## 3:00 p.m. Draft Governance Strategy (Oren/Holly)

- SMART: The observation that hit my looking at the Mira board, in comparison to the examples from other providers, it seems like we're really zeroed in on STIF regional coordination funding.

That is a clear example of what could be used but it's not the only option out there. I'm a little worried that we could get too narrowed in on one funding opportunity and miss other things, I don't want us to get stuck in a box. Otherwise, I really did appreciate all the examples.

- TriMet: I was just going to talk a bit about STIF. It's extremely sought after and is a limited pot of funds. We just kicked off that process; it takes a year and is a hard process. What I would really like to see is potential funding, maybe that's in the memo but if we could stress that because whatever is out there, TriMet is going to go for it and then we're all feeding from the same trough.
- Team response: The recommendations outline a few options that start to get at that we learned from the case studies and bring them into actionable things that we could do. That doesn't address all of these challenges.

**3:45 p.m. Report Outline Preview (Ryan)**

**3:55 p.m. Next Steps (Ally)**

- Homework:
  - Comments on packet materials due February 6
- Meetings:
  - TWG #9 (mid April TBD)
  - Metro and County Advisory Committee Updates May 2026

# Meeting Notes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

| | |
|---|---|
| **Meeting:** | Community Connector Transit Study: Working Group #9 |
| **Date:** | Monday, April 20, 2026 |
| **Time:** | 2:30 – 4:00 PM |
| **Place**: | Zoom |
| **Purpose:** | Hear a report out on feedback from community outreach, review additional refinements to the opportunity areas and their prioritization in response to that feedback; discuss the draft report; and note next steps. |
| **Outcomes:** | Shared understanding of community feedback received and the refinements to be made to the opportunity areas and priorities, as well as collective alignment on the outcomes. Solicit input on the draft report to inform revisions. |

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2:30 p.m. Welcome! (Kim/All)

2:35 p.m. Public Engagement Feedback (Ally)

- PBOT: Thank you for this outreach and summary. If there are contacts, you'd recommend that we could pass along, I'd be happy to make that connection for native community members interested in the transit wallet. It may also be helpful to communicate back that TriMet's changes to line 72 that will provide better connections in the Cully area as well.
- Clackamas county: I'm surprised about some of the feedback that popped up for Happy Valley, thank you for sharing that. This work seems like it was very comprehensive, so thank you.

3:05 p.m. Finalizing Opportunity Areas and Priorities (Ryan/Sam)

- Changes to be made from agency and community feedback
- Draft prioritization outcomes
- Final check: Do you agree with moving forward with these opportunity areas?

- PBOT: Did you hear any interest in connection to employment in industrial areas in M1 Cully?
  - Team response: The needs we heard in this round of engagement were more around connections to NAYA facilities and native community housing in the area, as well as east/west and cross regional connections (i.e., Gresham). *Added note that the prior phase of feedback did however note some additional connections in Columbia Corridor like the NW Recovery Center and PDX airport.*
- Clackamas county: We've looked very closely at our opportunity areas and feel very good about them and want to express appreciation for their inclusion. There is different local prioritization to consider, but we don't have concerns.
- PBOT: Around how many folks participated in the Native community engagement?
  - Team response: Around 55 people between the two workshops plus many people interacting with Metro's David Douglas Powwow table. The first phase of outreach included a survey noticed to many tribal offices and groups, as well as community members at native housing and social services sites and events. That survey just asked for needs locations though and doesn't provide origin-destination pairing information.
- PBOT: That's great. How we support access to opportunity is complicated when we know there are challenges around connecting good middle-wage jobs that could provide for a family with

transit. We're really going to need some help around who to ask this question and how in future study. Origin destination information is great but there's also question of who doesn't know, who is not getting there, who could benefit from that opportunity if we could just close that gap. The City remains excited about solving that problem.
    - Team response: Thanks for those comments. Backing up a little bit, what is valuable out of this work is under what conditions is a Community Connector most viable and useful. We've got these specific opportunity areas that are hopefully helpful for future planning and then there are other areas that are more fuzzy. It's hard to ask people about a subject as wonky as Community Connector, we know that when you ask people about transit they're going to tell you, "I want to get to the store", regardless of what mode. While we didn't get to specific recommendations on some of these, we hope we've provided a general framework for the region around when these services are going to be most useful and cost effective.
- Ride Connection: Did you hear people were not accessing services because of specific challenges like wheelchair ramps or was it more that people didn't know service existed in some locations?
    - Team response: We did hear a lot from folks just not knowing about the connector services that do exist in places where they were expressing a need. People just only have an association of transit with TriMet – not a reflection of the work. Wheelchair access did come up for Upstream Access, but that may also be a lack of awareness of the ADA accommodations existing shuttles do have. We can follow up to confirm.
- Clackamas county: With the service cuts that are planned, will there be a high-level reconsideration of the opportunity areas?
    - Team response: Any study is a point in time. Our analysis did include both existing and planned service that doesn't exist today to tell where we can plan for connectors longer term. At the same time we talked about connectors being a solution in areas where transit doesn't exist today as opportunities to build the transit market. Areas where service is cut already have demonstrated their market and can be service opportunities in the same way that connectors can provide additional span for existing service (as long as that service to connect to wasn't key to their market). At the same time, given the funding environment, the question becomes whether standing up a connector from a new resource is the right thing to do for the temporary loss of service or if it just waiting for that service to come back (which timing is also important to understand). The study framework does provide the flexibility for these considerations. *Note that this was updated for clarity.*
- PBOT: Recognizing we are in a dynamic time of changing transit service and difficulties in regards to funding, to the extent that we can capture in the CCT Study recommendations that will be considered for incorporation in the RTP Update that would be helpful.

3:25 p.m. Draft Report (Ryan)

- What takeaways are most important to highlight in the report?
- What framing or context-setting is important to make sure this is useful?
- What other recommendations would be helpful? Who are they aimed toward?

- City of Gresham: Are there examples other places where we have seen development contribute to mobility hubs? This is a major way we get public infrastructure without having a very large capital budget.

  - Team response: It's been more that developers have provided for mobility hubs by either providing or incorporating that space needed into design for local agencies or other partners to then have the opportunity to add the different elements. The first step to facilitating future improvements.
- SMART: I appreciate that. Since the City of Wilsonville runs transit, we have been able to look for these mobility hub opportunities when considering development applications as part of the trip generation analysis. Talking about pulling together different funding programs is great, because it's really helpful to get these different groups (e.g., transit planning, transportation engineering and planning, transit options, parks planners) who talk about funding to talk to each other because that doesn't necessarily happen organically. It's great to have the recommendations for Metro convening and the Get There platform would be interesting to explore as a resource.
- PBOT: Appreciate those comments. We should also be thinking through if there could be ways to incentivize developers as well, like a density bonus if you provide a mobility hub or a menu of mobility hub options that can be integrated on site. Recognizing it's a zoning code update.
- Multnomah county: How will the public outreach findings to inform the parks plan? Many of these regional attractors didn't rise to the top but are very important to specific communities. At the same time access to jobs, particularly small employers is very important – especially for Multnomah County. It's good to hear reflected that it is difficult to get the word out and there being a role for Metro in helping with that. The CCT service model has a really unique role in terms of getting smaller groups of people to very specific destinations.
  - Team response: Yes, we heard consistent interest from the Native community in particular about access to parks. That is reflected in the Parks Transit Strategy opportunities, but also in the recommendations around more innovative funding, cost-sharing and partnership strategies. Trailhead Direct from Seattle back from our Best Practices work is one example of that. Serving parks may look to private or non-profit partnerships or redirecting parks parking revenues. Like SMART mentioned there's also a need to get the transit provider and parks planners in the same room to have these discussions – something we're still working on with Metro and Washington County around the SPOT microtransit pilot.

3:45 p.m. Next Steps (Ally)

- Homework:
  - Comments on packet materials due April 24 (for incorporation into the TPAC packet), otherwise May 13
- Meetings:
  - Metro and County Technical Committee Updates in May
  - TWG #10 to be scheduled for late May/early June

# Agenda

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

| | |
|---|---|
| Meeting: | Community Connector Transit Study: Working Group #10 |
| Date: | Thursday, June 11, 2026 |
| Time: | 1:00 – 2:00 PM |
| Place: | Zoom |
| Purpose: | Hear a feedback update, highlight revisions to the draft report based on feedback, review the executive summary, discuss how outcomes from this work will be incorporated into regional plans; and note next steps. |
| Outcomes: | Shared understanding of how input is influencing the study outcomes. Input on the key points to communicate in the Executive Summary. Guidance on what topics to bring to upcoming regional planning discussions. |

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1:00 p.m. Welcome! (Kim/All)

1:05 p.m. Engagement Update (Ally)

- The draft went out to committee meetings, including small transit providers and county coordinating meeting, and email communication to MPAC, Metro Council, business and community organizations, and native communities organizations.
    - Feedback was mostly forward looking and shared excitement about the future.
- The draft includes changes to verbiage around readiness to preparedness and the opportunity areas.
- **Discussion:** City of Portland gave kudos to the project team for the engagement done.

1:10 p.m. Revised Report (Ryan)

- Opportunity areas boundaries adjusted to capture specific destinations shared in previous engagement events and opportunities for feedback.
- Articulated further context about the challenges with transit funding and fixed route service cuts.
- Discussion of land use within the context CCT service, in the implementation section.
- Several topics, like specific destinations and certain areas' optimal transit solution, are marked for further study after the CCT study. Initial outreach and technical findings help to define the needs and opportunities but need further work identifying potential services, land use dynamics, and other solutions, such as education and awareness.

1:25 p.m. Executive Summary (Anna/Oren)

- The summary is intended for Metro leadership, policy makers and community
- Identifies and define CCT services and their best practices, public input methods and summary, identify and define opportunity areas, define mobility hub and best practices through mobility hub toolkit, implementation with a "one system" approach, and key recommendations.
- Transit to parks elaborated further to cover equity and access, while identifying existing services and opportunities.
- Deadline June 19th for feedback on draft and friendly call for relevant transit pictures.
    - Metro has a Flickr account with many photos available but the project team will follow up about picture submissions, especially for Clackamas Shuttle service.

- **Discussion:** The project team asked whether the transit to parks portion in the draft receiving as much dedicated spread space could unintentionally suggest to readers that transit to parks is a larger priority than other identified priorities, like employment areas.
    - SMART shared that they like the map of parks and did not see an impression that transit to parks was a larger priority than others.
    - The City of Portland shared that in regards to land uses, the areas around parks are often lower density but not having transit access is an equity concern. It could be communicated clearly on how its important but not overshadow other publicly identified priorities.
    - TWG Chair Ellis suggested that the page can be color coded differently to show the difference from priorities and show the deeper dive the study performed

1:40 p.m. Incorporating CCT Findings and Recommendations in Regional Efforts (Ally)

- How should this work incorporate into transit policies in RTP Chapter 3?
- How can the transit needs identified in the opportunity areas be addressed in the RTP Chapter 4 needs analysis?
- How should this work be reflected in local TSPs and/or RTP Project List?
- What future work should be considered for RTP Chapter 8?
- Do you have other ideas for advancing the work?

- A future resolution will be proposed to accept the CCT Study that will include Exhibit B which discusses how the findings and recommendations are anticipated to influence the 2028 RTP update. The exact changes will go through the update process, including discussion at the new Regional Transit Forum.
- CCT findings and recommendations could result in changes to the transit network vision map, transit vision framework concept and policies, transit needs and trends, topics for future study and even the Strategic Project list.
- Post 2028 RTP update, the Regional Transit Strategy will be updated to reflect both the 2023 and 2028 RTP changes resulting from the CCT Study and HCT Strategy.
- Also working on guidance for TSMO and RTO grant programs to potentially include eligibility for mobility hub elements.
- **Discussion:**
    - SMART shared that including types of CCT services in the transit spectrum is useful to evaluate bringing transit to lower density places. Local TSP development has opportunity to incorporate CCT work to identify transit hubs and the desire or need a community may have. It's good as a resource for localities instead of a requirement. The Wilsonville Master Plan includes a transit hub to serve a different part of the city, where as the transit center already serves a part of the city, but notes there is some confusion about hubs and transit centers for community. The included visualization of a transit hub could help communicate the differences, especially in how much space they need. They also note that transit hubs could help shift trip generation tools away from vehicle trip focused measurements.

        - TWG Chair Ellis suggested that the Designing Livable Streets and Trail communicates street and transit elements. The CCT Study could produce similar guidance in that style similar to what was done for the HCT Strategy.
    - Clackamas County shared that readily available resources with visualizations are helpful. They see how this work could fold into their TSP and development plan and potentially add mobility hub elements as scorable items when sidewalk and network connections are being developed.
    - The City of Portland asked to clarity whether Metro council is adopting or accepting the study. They expressed happiness for CCT work to be considered in the RTP update. A couple specific notes on graphics: 1) the transit spectrum graphic should include streetcar as an HCT mode consistent with the HCT Strategy version and 2) the transit vision graphic shows nodes around CCT concepts as low density residential but employment areas are important to show in the image as well. Adds that they are looking for a home for the CCT Study outcomes within their TSP update underway and that PBOT is doing additional study on micromobility and planning for mobility hub elements.

1:59 p.m. Next Steps (Ally)

- Homework:
    - Comments on packet materials due June 19
- Metro and County Committee Meetings:
    - Report introduced in July/September
    - Action requested in September/October

- This was the final TWG meeting, the Regional Transit Forum is coming up and county coordinating and Metro Committee (MTAC, MPAC, TPAC, JPACT) meetings will provide additional opportunities for feedback on the report and recommendations.
- The project team offered an opportunity to celebrate this group's work over the last two years at the in-person TPAC meeting in September. An anonymous poll will be shared to check for interest and ability to join, acknowledging the summer is a busy time for many.

Thank you!!

# Appendix B

## Community Connector Transit Inventory

Parametrix
let's create tomorrow, together

Technical Memorandum

| | |
|---|---|
| DATE: | January 15, 2025 |
| TO: | Ally Holmqvist |
| FROM: | Ben Kahn, Chad Tinsley, Sam Erickson, Ryan Farncomb, and Oren Eshel, Anna Geannopoulos, Holly Querin (N\N) |
| SUBJECT: | Community Connector Transit Inventory |
| PROJECT NAME: | Connecting First and Last Mile: Accessing Mobility Through Transit Study |

# Introduction

The Portland Metro Area is served by an extensive transit network of bus, light rail, commuter rail, streetcar, and community shuttles. Transit services that connect people to a fixed route transit network or provide transit service in areas where traditional fixed route transit is not efficient or feasible are collectively called community connectors. Areas often served by community connector transit service include those with low population or employment density, a constrained road network, or where there are user groups with specific travel needs.

Through this study, Metro will identify transit service gaps, community connector service markets, opportunity areas, and policies to support development of community connector services in the region. The study results will support and help prioritize investment in community connector transit service in the region and inform future updates to the local transit component of the Regional Transportation Plan (RTP) and the 2018 Regional Transit Strategy (RTS).

With changes to travel behavior since the COVID-19 pandemic, technological advances, and expanding community connector service in the region, this memorandum updates the inventory of community connector and intercity transit services available that will serve as a baseline for the Connecting First and Last Mile study, as well as providing information useful for upcoming updates to the Regional Transportation Plan (RTP). This information will help build an understanding of the market for community connector service, where there are gaps, and serve as the foundation for future work to develop prioritized investments later in the study.

# Community Connector Service Characteristics

The purpose and goal of each community connector directly influences the defining characteristics of the service. A community connector may focus service on one key destination or type of connection or broadly provide connections throughout a community. General characteristics that help define them include the following.

- How service is provided. Service may connect people to destinations by operating:
  - → Fixed route: Along a consistent route that is published in a timetable
  - → Flexible fixed route: Along a consistent route, but allow deviations of a certain distance in defined areas
  - → On-demand: Anywhere within a defined area or boundary, where trips are booked in advance by calling, going online, or using a mobile app

- **To whom is service provided.** Service may be open to the public, or to people who meet eligibility criteria.
- **Level of service provided.** Service can range from a limited number of one-way trips on specific days, to high frequency service that operates seven days a week for most of the day. It may also operate during times of the day when other services are not running.
- **Who provides the service.** Services may be provided by public agencies, nonprofit organizations, employers, private transportation companies, and through partnerships with one entity taking the lead.

# Existing Transit Service

In the Portland Metropolitan Area, community connector transit services connect people to the regional transit network, schools, jobs, shopping, medical, recreational, and other major destinations. Figure 1 and Tables 1 through 7 describe the extent of transit services operating in the Portland Metro region in 2024, by service purpose. An interactive map can also be found by clicking the link.

Services included in the inventory were the outcome of conversations with the project's Transit Working Group. Major public transit agencies operating within and into the Portland Metro Area were included to provide context for community connector transit service in the Metro Area. Ultimately, an inventory of community connectors inventory that focused on services generally available to everyone without special eligibility requirements had the most value for this study. This meant some categories of transit service, particularly those operated by private companies, for specialized trip purposes such as contracted non-emergency medical transportation (NEMT), or recreation-based tour buses were excluded. Exceptions were made in cases when the service characteristics of specialized transit services could be relevant for future project work. This included education-focused and job-access.

## Public Transit Service Within the Portland Metro Area

Regular transit service provided by TriMet, SMART, and Portland Streetcar (and complementary paratransit service provided by TriMet and SMART) serve as the foundation of the network to which community connectors often connect to provide first/last mile service. Where the coverage and access to TriMet, SMART, and Portland Streetcar services end is where this study aims to identify policies, approaches, and investments to address gaps where traditional transit service (e.g., bus) is not viable or cost-effective.

## Intercity Transit Service into the Portland Metro Area

Transit service from outside the region into Portland provides important access between other areas of the state. Some of the services are operated by public transit agencies and some are privately chartered services. Once these services enter the Metro Region, they generally offer limited stops, which makes accessibility to those stops critical. These services are categorized separately from intercity service that requires specific eligibility to ride, which will be covered below.

When mobility hubs are considered in this project, the intercity stop locations will be an important consideration.

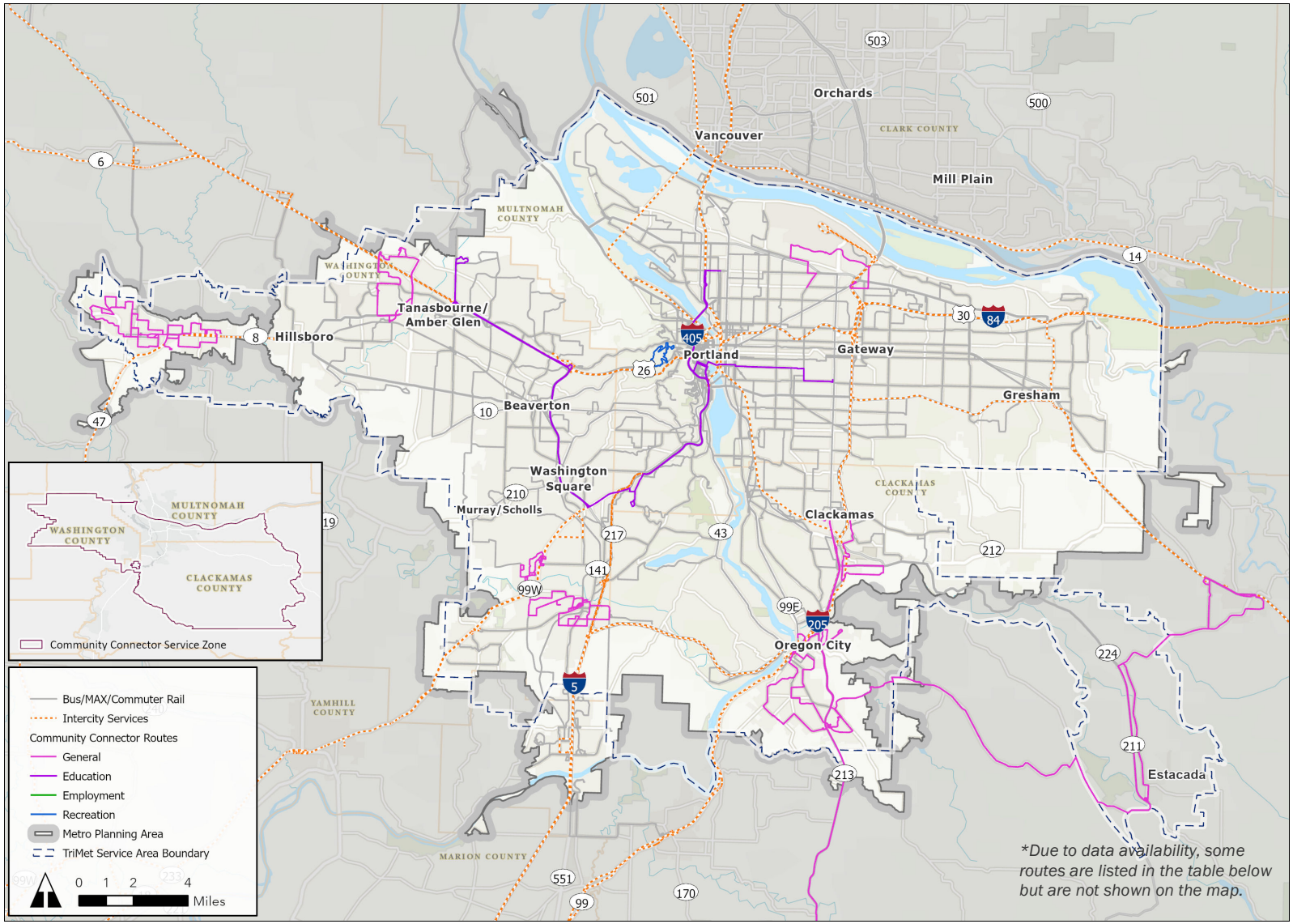



Figure 1. Community Connector Services in the Portland Metropolitan Area

Table 1. Public Transit Agency Providers Operating within the Portland Metro Area

| Provider Name | Service Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| TriMet | All bus, light rail, shuttle routes | Clackamas, Multnomah, and Washington counties | General public | Fixed route | Vary by service | Regular |
| | LIFT | All locations within ¾ of a mile of TriMet's bus and MAX Light Rail inside the TriMet service area | ADA Eligible | On demand | Mon-Fri: 4:50 a.m. to 8:40 p.m.<br>Sat: 7:30 a.m. to 6:21 p.m | n/a |
| SMART | All bus routes | Wilsonville | General public | Fixed route | Vary by service | Regular |
| | Dial-a-Ride | Wilsonville | ADA Eligible | On demand | Mon-Fri: 8:00 a.m. to 5:00 p.m. | n/a |
| Portland Streetcar | NS, A Loop, B Loop | Portland | General public | Fixed route | All days: 5:48 a.m. to 12:01 a.m. | Regular |

Table 2. Public Transit Agency Providers Operating Intercity Service into the Portland Metro Area

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| Amtrak | Cascades | Eugene - Portland - Vancouver B.C. | General public | Fixed route | All days: variable schedule | Limited |
| | Coast Starlight | Seattle - Portland - Los Angeles | General public | Fixed route | All days: variable schedule | Limited |
| | Empire Builder | Portland - St. Paul/Minneapolis - Chicago | General public | Fixed route | All days: variable schedule | Limited |
| Canby Area Transit | 99X - CAT Route | Oregon City - Canby - Woodburn | General public | Fixed route | Mon-Fri: 5:00 a.m. to 10:59 p.m., Sat: 8:00 a.m. to 6:45 p.m. | Regular |
| Cherriots | 80X - Wilsonville / Keizer Express | Keizer - Woodburn - Wilsonville | General public | Fixed route | Mon-Fri: 6:30 a.m. to 7:47 p.m. | Limited |
| Cherriots, SMART | 1X - Wilsonville / Salem Express | Salem - Wilsonville | General public | Fixed route | Mon-Fri: 5:00 a.m. to 7:52 p.m. | Regular |
| Columbia Area Transit | Columbia Gorge Express | Hood River - Portland | General public | Fixed route | All days: 6:00 a.m. to 7:40 p.m. | Limited |
| C-TRAN | 105/105X - I-5 Express | 99th St Transit Center - Rose Quarter - Downtown Portland | General public | Fixed route | Mon-Fri: 5:07 a.m. to 9:16 p.m. | Regular |
| | 164 - Fishers Landing Express | Fisher's Landing Transit Center - Downtown Portland | General public | Fixed route | Mon-Fri: 5:00 a.m. to 9:01 p.m. | Regular |

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| | 190 - Marquam Hill Express | Andresen Park & Ride - OHSU | General public | Fixed route | Mon-Fri: 6:00 a.m. to 7:45 a.m., 3:45 p.m. to 6:19 p.m. | Regular |
| | 60 - Delta Park Regional | Downtown Vancouver - Delta Park MAX Station | General public | Fixed route | Mon-Fri: 4:55 a.m. to 12:39 a.m., Sat-Sun: 6:19 a.m. to 12:10 p.m. | Regular |
| | 65 - Parkrose Regional | Fisher's Landing Transit Center - Parkrose/Sumner Transit Center | General public | Fixed route | Mon-Fri: 4:50 a.m. to 12:36 a.m., Sat-Sun: 6:30 a.m. to 12:20 a.m. | Regular |
| | 67 - Airport Regional | Fisher's Landing Transit Center - PDX Airport | General public | Fixed route | Mon-Fri: 2:16 p.m. to 12:15 a.m. | Regular |
| Oregon Point | Cascades POINT | Eugene - Albany - Salem - Woodburn - Tualatin - Portland | General public | Fixed route | All days: 4:55 a.m. to 12:20 a.m. | Limited |
| | NorthWest POINT | NW Coast/Astoria - Portland | General public | Fixed route | All days: 8:33 a.m. to 8:58 p.m. | Limited |
| Sandy Area Metro | Clackamas Town Center | Clackamas Town Center - Sandy | General public | Fixed route | Mon-Sat: 5:45 a.m. to 10:40 p.m. | Limited |
| | Sandy Estacada | Estacada - Sandy | General public | Flexible fixed route | Mon-Sat: 7:00 a.m. to 11:27 a.m., 3:00 p.m. to 7:37 a.m. | Limited |
| | Sandy Local & Gresham Express | Gresham Transit Center - Sandy | General public | Fixed route | Mon-Fri: 5:30 a.m. to 9:55 p.m., Sat: 5:30 a.m. to 10:25 p.m., Sun: 7:00 a.m. to 9:55 p.m. | Regular |
| Tillamook County Transportation District | 5 - Coastliner | Tillamook - Portland Union Station | General public | Fixed route | All days: 8:10 a.m. to 1:25 p.m., 4:00 p.m. to 8:35 p.m. | Limited |
| Yamhill County Transit | 33 - Hillsboro | McMinnville - Hillsboro Central Station | General public | Fixed route | Mon-Fri: 5:45 a.m. to 7:06 p.m. | Limited |
| | 44, 44X - Tigard | McMinnville - Tigard Transit Center | General public | Fixed route | Mon-Fri: 5:10 a.m. to 8:49 p.m., Express: eastbound: 5:05 p.m. to 6:14 p.m., westbound: 6:42 a.m. to 7:59 a.m. | Limited |

Table 3. Private Intercity Providers

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| Caravan Airport Transportation | Caravan Airport Shuttle | Coastal Towns - Tigard - PDX Airport | General public | Fixed route | All days: 7:00 a.m. departure; 1:00 p.m. return | Limited |
| Central Oregon Breeze | Central Oregon Breeze | Bend - PDX (multiple stops) | General public | Fixed route | All days: 7:00 a.m. departure; 3:05 p.m. return | Limited |
| Greyhound/ FLIX Bus | n/a | Portland - Sacramento | General public | Fixed route | All days: variable schedule | Limited |
| | n/a | Salt Lake City - Boise - Portland | General public | Fixed route | All days: variable schedule | Limited |
| | n/a | Spokane - Portland | General public | Fixed route | All days: variable schedule | Limited |
| | n/a | Vancouver B.C. - Seattle - Portland | General public | Fixed route | All days: variable schedule | Limited |
| Groome Transportation | PDX Airport Shuttle | Albany - Corvallis - Salem - Woodburn - PDX Airport | General public | Fixed route | All days: All hours | Limited |
| Pacific Crest Bus Lines | Bend to Portland | Bend - Redmond - Sisters - Salem - PDX - Union Station | General public | Fixed route | All days: 6:35 a.m. to 4:35 p.m. | Limited |

# Community Connectors

Community Connectors included in this inventory include those first/last mile transit services that operate in Clackamas, Multnomah, and Washington counties that fall within the Urban Growth Boundary. The community connector inventory is categorized by trip purpose when there is a distinction in service characteristics, which usually comes in the form of how service is provided, eligibility, level of service, or who provides the service.

## General Community Connectors

These services provide access to local or key regional destinations that connect people to the rest of the regional transit network. This service exists to provide access to multiple types of destinations. They operate in areas where traditional fixed routes would not meet the travel needs or be efficient.

- How service is provided: Fixed route, flexible fixed routes, on-demand.
- Eligibility: General public with medical trips prioritized, limited to older adults or people with disabilities.
- Level of service: Ranges based on community needs.

Two services, the TRIP (Troutdale-Reynolds Industrial Park) Shuttle and Swan Island Evening Shuttle, have recently been incorporated into TriMet's fixed-route services due to demand.

## Job Access Community Connectors

These services focus on connecting people to specific employment sites or centers where it is not feasible for TriMet or SMART to serve efficiently, or have employees whose travel times to or from work that are outside of the hours of traditional transit service. Community connectors that serve major employment sites along with service to other types of destinations are categorized as general community connectors.

Vanpools and private employer services operate in the Portland Metro area, but there is limited information about their services at this time. Details will be added as they become available through work with partner providers as part of this study.

Non-transit solutions that improve access to employment such as programs that support free transit passes or vouchers for taxi service are not included in this study. Transportation wallets and transportation demand management programs are related tools and this study may make recommendations for where they may be explored as part of future work.

- How service is provided: Fixed schedule and a fixed route, flexible routes on a schedule with key timepoints.
- Eligibility: General public or closed to employees.
- Level of service: Varies.

## Education-Focused Community Connectors

These services focus on connecting people within educational campuses, or to a school or campus from a major transit station. Larger schools and/or campuses are also often sources for social services beyond education as well. In the Portland Metro Area, there are eligibility requirements associated with education-focused community connectors.

- **Type of service**: Fixed route.
- **Eligibility**: Limited to students.
- **Level of service**: Traditionally during the months school is in service.

## Recreation-Focused Community Connectors

These services connect people to parks with regional draw in areas not served by traditional fixed route transit. Parks are also sources of employment. Private services are not included.

- **Type of service**: Fixed route.
- **Eligibility**: General public.
- **Level of service**: Can vary by season.

Table 4. General Community Connectors

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| Clackamas County | CCC Xpress | Clackamas Town Center - Clackamas Community College | General public | Flexible fixed route (3/4 mile) | Mon-Fri: 5:55 a.m. to 8:30 p.m. | Limited |
| | Estacada Shuttle | Estacada - Clackamas Community College | General public | Flexible Fixed route (3/4 mile) | Mon-Fri: 4:50 a.m. to 8:50 p.m. | Limited |
| | Oregon City Shuttle Loop | Key destinations in Oregon City | General public | Flexible fixed route (3/4 mile) | Mon-Fri: 6:30 a.m. to 8:57 p.m. | Limited |
| | Clackamas Industrial Area Shuttle | Clackamas Town Center - Clackamas Industrial Area | General public | Flexible fixed route (3/4 mile) | Mon-Fri: 4:50 a.m. to 11:23 a.m., 1:00 p.m. to 8:33 p.m. Sat-Sun: 4:50 a.m. to 11:23 a.m. | Regular |
| Multnomah County (ecoShuttle) | ACCESS (Alderwood-Cornfoot-Columbia) Shuttle | Industrial area south of PDX Airport | General public | Fixed route | Mon-Fri: 6:15 a.m. to 8:45 a.m., 2:30 p.m. to 6:00 p.m. | Limited |
| Washington County (Ride Connection) | Bethany Link | PCC Rock Creek - Sunset Transit Center | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 5:43 a.m. to 10:15 p.m. | Regular |
| | Cornelius Link | Key destinations in Cornelius | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 6:31 a.m. to 7:03 p.m. | Regular |
| | Door-to-Door Program | Anywhere in Clackamas, Multnomah, and Washington counties outside of TriMet service area | Older adults, people with disabilities, and people living in rural areas. | On-demand | Mon-Saturday: variable hours, 6:00 a.m. to 7:00 p.m. | Regular |
| | GroveLink | Key destinations in Forest Grove | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 6:30 a.m. to 7:50 p.m. | Regular |
| | GroveLink - Saturday | Key destinations in Forest Grove and Cornelius | General public | Flexible fixed route (1/2 mile) | Sat: Forest Grove: 10:30 a.m. - 5:52 p.m. Cornelius: 11:10 a.m. - 5:11 p.m. | Regular |

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| Washington County (Ride Connection) | King City Link | King City - Tualatin | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 6:30 a.m. to 8:10 p.m. | Regular |
| | North Hillsboro Link | North Hillsboro - Orenco Station | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 5:04 a.m. to 9:49 p.m. | Regular |
| | Rural Multnomah County Dial-a-Ride | Rural areas of Multnomah County outside of TriMet service district. | General public | On-demand | Mon – Fri: 8:00a.m. to 4:30 p.m. | Regular |
| | Tualatin Shuttle -Blue | West Tualatin - Tualatin WES Station | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 5:41 a.m. to 10:02 a.m., 3:03 p.m. to 7:09 p.m. | Regular |
| | Tualatin Shuttle - Red | East Tualatin - Tualatin WES Station | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 5:41 a.m. to 9:18 a.m., 12:15 p.m. to 7:14 p.m. | Regular |
| | WestLink | Forest Grove - Banks - North Plains - Hillsboro TC | General public | Flexible fixed route (1/2 mile) | Mon-Fri: 5:30 a.m. to 7:50 p.m. | Limited |
| South Clackamas Transportation District | Molalla to Clackamas Community College | Molalla - Clackamas Community College | General public | Flexible fixed route (3/4 mile) | Mon-Fri: 5:06 a.m. to 8:25 p.m. | Regular |

Table 5. Job Access Community Connectors

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| *[Forthcoming - Metro staff is working with ODOT staff to develop a public list of regional vanpools.]* | | | | | | |

Table 6. Education-Focused Community Connectors

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| Portland Community College | Blue Line | Rock Creek - Sylvania | Limited | Fixed route | Mon-Fri: 6:15 a.m. to 10:35 p.m. | Limited |
| | Green Line | Cascade - Sylvania | Limited | Fixed route | Mon-Fri: 6:15 a.m. to 10:20 p.m. | Limited |
| | Orange Line | Sylvania - Downtown/PSU | Limited | Fixed route | Mon-Fri: 6:15 a.m. to 10:30 p.m. | Regular |
| | Yellow Line | Southeast - Sylvania | Limited | Fixed route | Mon-Fri: 6:20 a.m. to 10:30 p.m. | Limited |

Table 7. Recreation-Focused Community Connectors

| Provider Name | Service/Route Name | Where it Operates | Who Can Ride | Type of Service | Service Hours | Level of Service |
|---|---|---|---|---|---|---|
| Washington Park Shuttle | Washington Park Shuttle | Washington Park MAX Station - Destinations in Washington Park | General public | Fixed route | All days: Apr - Sept: 9:30 a.m. - 7:00 p.m., Oct - Mar: 10:00 a.m. - 4:00 p.m. | Regular |

# Major Transit Stops

Community connector service often connects people to transit stops and transit centers where multiple lines offer fixed route service. These stops are therefore important to understand as potential focal points for community connector service connections. In 2022, the Oregon Department of Land Conservation and Development updated the Transportation Planning Rule (TPR) definition of a "major transit stop."

The definition reads: [1]

"Major transit stop" means existing and planned transit stations, including light rail stations and other transit transfer stations, except for temporary facilities; other planned stops designated as major transit stops in a transportation system plan and existing stops that:

(a) Have or are planned for an above average frequency of scheduled, fixed route service when compared to region wide service. In urban areas of 1,000,000 or more population, major transit stops are generally located along routes that have or are planned for 15-minute or better service frequency throughout the day and on weekends; and

(b) Are located in a transit-oriented development or within one-quarter mile of an area planned and zoned for:

(A) Medium or high-density residential development; or

(B) Intensive commercial or institutional uses within one-quarter mile of land uses in paragraph (A); or

(C) Uses likely to generate a relatively high level of transit ridership.

The Portland Metropolitan Area is the only urban area in the state with more than 1,000,000 people as of the 2020 U.S. Census.[2] Additionally, TriMet and Portland Streetcar are the only transit agencies in the urban area that meet the criteria in (a) *operate service at 15 minute or better service frequency throughout the day and on weekends.*

Using the Metro 2040 Land Growth Concept[3] terms central city, regional center, town center, or station communities as indicators of transit-oriented development, all stops that exist in areas with those designated land uses are automatically included as major transit stops.

For TriMet stops outside of those transit-oriented development areas, frequent service lines with stops within ¼ mile of the transit-oriented development land uses are also included. Because TriMet adjusts stops based on ridership, it could also be suggested that all stops on bus lines operating at 15 minute or better service are included as a major transit stop, as stops are located where people will ride and therefore could meet the (C) d*efinition of uses likely to general a relatively high level of transit ridership.*

[1] Oregon Department of Land Conservation and Development OAR 660-012-0005 (22)

[2] U.S. Census https://www.census.gov/library/stories/state-by-state/oregon-population-change-between-census-decade.html. Accessed October 15, 2024

[3] 2040 Growth Concept Map. December 2023. https://www.oregonmetro.gov/sites/default/files/2023/12/14/2040-growth-concept-map-20231214.pdf

As TriMet increases service in the coming years, more stops may fall into this category, and major transit stops near local or regional destination points are good candidates for community connector service. Figure 2 shows the stops in the region that fall into this updated definition based on Fall 2024 service patterns. The webmap link listed above in the Existing Transit Service section can be used to look more closely at stops.

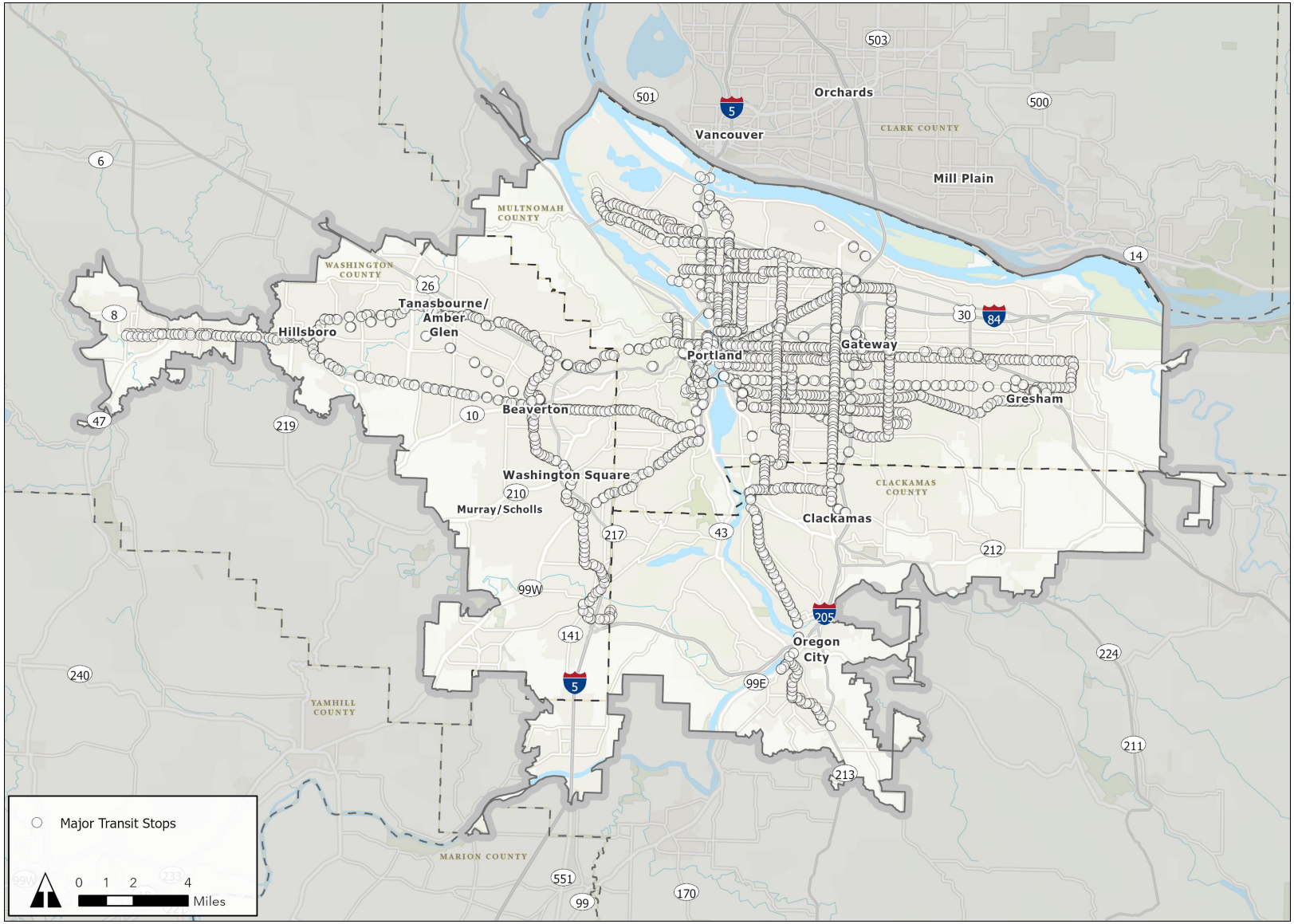



Figure 2. Major Transit Stops

# Appendix C

## Governance and Funding Strategies

# 7.1.4 GOVERNANCE AND FUNDING STRATEGIES

## INTRODUCTION

This memo addresses funding and governance challenges related to providing community connector services in the Portland metropolitan region. This section describes the role of these services in the regional transit system and defines funding and governance from the lens of community connector transit (CCT), including both strengths of the current models and challenges that could need to be addressed in the context of this study.

## What is the role of Community Connector Transit in the regional transit system?

Community connector transit (CCT)—broadly defined in this study as first/last mile transit services generally available to everyone **without** special eligibility requirements—is part of an ecosystem of transit solutions and can often provide service in areas that are not well-suited for fixed-route transit service. These services can:

- Improve connections to **high-capacity transit (HCT) and the fixed-route bus system**, boosting ridership.
- Improve or supplement connections to **key destinations that are not already addressed by fixed route transit or other existing services.**
- Provide **supplemental service when fixed-route transit is not running**, such as for shift workers late at night.

They can also provide access to community destinations in emerging areas that support transit service but don't yet support fixed-route service.

**Figure 1 Community Connector Transit Connecting to Existing Transit Network**

Over time, as land uses change, the type of service appropriate for an area may change (Figure 2).

**Figure 2 Community Connector Transit Service Over Time**

**Pilot Shuttle Launches**

Community Connector transit can start with a pilot in an emerging area that lacks conditions supportive of fixed route service. The CCT service can use informal stops and zones to provide connections to existing transit service in the region.

**CCT Shuttle Becomes Official**

Over time a successful pilot may become an official CCT shuttle. A service become more established some high ridership stops may be identified and formalized.

**CCT and Fixed Route Join Forces**

As the service area develops in transit-supportive ways, the CCT shuttle stop could be shared with new fixed route service. The CCT may continue to operate and provide complementary connections to the regional transit network. The CCT could also transition entirely to a fixed-route service.

## What is Transit Funding and Governance?

Many types of transit service are provided in the region, operated by several different providers. Governance refers to the decision-making structure that guides how transit service is delivered, and funding refers to how transit services are paid for. This memo specifically addresses the funding and governance of community connector service in the metropolitan area.

## Issues for CCT Funding and Governance

The region successfully provides many types of transit service that operate in varying land use contexts, and the Portland area is known for its robust transit options. However, the region also faces challenges related to funding and governance. Funding is limited, and existing funding sources are not keeping up with regional transit needs. The current model for funding operation of CCT services primarily draws from a single source (STIF formula funds) that is funded through a statewide payroll tax. Any increase in this funding to provide new or expanded services, such as to expand CCT service offerings, would require growing the regional tax base, increasing the tax rate (set by the Legislature), or changing the mix of services; this can encourage competition over collaboration. As described in more detail below, TriMet receives STIF formula funds and manages a process for allocating it, including for services it operates and those operated by other providers; the latter includes a set-aside for "regional coordination" which funds existing CCT services. An inherent tension in this process is that TriMet both uses STIF funds and oversees the allocation of funds to other services. There is no clearly defined collaborative regional process or shared understanding of metrics for prioritizing CCT service.

Labor agreements prevent TriMet from contracting with external providers to operate more flexible service models within the TriMet Service District; Clackamas, Multnomah, and Washington counties have implemented CCT services by contracting shuttle services to other operators, but this model has evolved relatively recently (as early as 2013 when Ride Connection started operating GroveLink service in Forest Grove, with an increase in the counties' role starting in 2019 with the inception of STIF). As such, the counties do not have the same scale and level of resources or expertise as TriMet. The City of Wilsonville withdrew from the TriMet district in the late 1980s and formed SMART (South Metro Area Regional Transit); SMART operates service within City of Wilsonville boundaries with limited connections to TriMet at Tualatin Park & Ride (SMART 2X) and the Wilsonville WES Station.

## CCT Funding and Governance Problem Statement Summary

Community connector service fills gaps in regional fixed-route transit network. Recently, these service have been funded through STIF, which is a flexible but limited funding source. Substantial increases in operational costs coupled with fare revenue that has not recovered to pre-COVID levels and decreasing payroll taxes have led to reductions in regional transit service. The uncertain funding situation makes it challenging to sustain existing CCT service and plan for expanded CCT service in the future.

CCT services are generally sponsored by each county and contracted to non-profit or private providers, which are able to operate these smaller-scale, flexible services at lower cost. Challenges in

planning these services include determining where and when different types of service are appropriate; avoiding gaps in service around jurisdictional boundaries and duplication of service; and deciding how service types transition over time.

## How does this memo help address these issues?

This memo lays out some of the challenges faced by transit providers in the region and identifies a set of novel approaches to funding and governance. The memo also provides several case studies to explore delivery models that could help the region overcome some of its challenges

- The Community Connector **Funding** Models section identifies the current funding sources used in the region and evaluates other potential funding sources that could be used for funding first- and last-mile transit. This section includes examples of funding sources employed around the country.
- The Community Connector **Governance and Service Delivery** Models section describes the current transit services provided in the region and explores other models of governance found around the country.
- The **Recreation** Shuttle section provides local and national case studies related to this specific type of service.

The uncertain fiscal outlook and likely need to reduce current service could offer an opportunity to re-think how resources are prioritized and how services are operated. This reprioritization will require a shared method of evaluating and making decisions about what types of service to provide and where they should be provided, given limited resources. This memo does not propose specific changes in regional transit governance as it relates to community connector transit but seeks to identify both strengths and challenges of the current model and proposes a set of recommendations to help address the challenges. It is also intended to motivate discussion of transit funding and governance issues at Transit Working Group #8 to help stakeholders at different agencies and jurisdictions find common ground and offer additional solutions.

# COMMUNITY CONNECTOR FUNDING MODELS

The Portland area, like many others across the country, is facing a fiscal cliff for funding transit service. Funding for transit at the federal level has become increasingly limited and is decreasing. Federal funding tends to support capital projects over operating expenses, and in the cases where federal funding can be used for operating expenses, the maximum federal share is capped at 50% (compared to 80% for capital costs). This means that state and local governments must typically fill in funding gaps to sustain operations. During the COVID-19 pandemic, temporary infusions of federal funds to support operations kept transit agencies afloat, but these appropriations have since been obligated, and ridership and farebox revenue have not yet returned to pre-COVID levels. At the same time, the cost of labor and materials increased dramatically due to post-pandemic inflation and supply chain issues.

Additional pressures on broader transportation funding sources also put pressure on transit funding. A large portion of federal funding for capital expenses associated with transit projects comes from the Highway Trust Fund, which is funded through the federal gas tax and diesel tax. The fund, which spends roughly three times as much on highway projects as it does on mass transit, is steadily decreasing over time, with expenditures far outweighing revenue. The gas tax is not tied to inflation and has not been increased since 1993. As cars have become more fuel efficient and electric and hybrid vehicles become more popular, the amount of gas consumed has decreased, which decreases revenue generated. As expenditures have outstripped revenue, calls to decrease Highway Trust Fund spending on mass transit have intensified.

Oregon and the Portland region are grappling with many of the same issues at a more local scale. A transportation bill considered during the 2025 Legislative session, House Bill 2025, would have raised almost $12 billion in the next ten years for transportation via new and increased taxes, including increased funding for transit agencies. The bill would have increased the gas tax and introduced a road user charge to counteract declining revenue from the state gas tax. This bill ultimately failed. The bill that was passed instead, House Bill 3991, was expected to raise $4.3 billion over the first decade—for a broad range of transportation needs.[1] The bill was slated to increase the STIF transit payroll tax from 0.1% to 0.2% for two years but decrease it again to 0.1% starting in 2028. This temporary increase would have been insufficient to meet the major budget shortfall caused by rising operating and capital costs combined with lower fare revenue. After passage, House Bill 3991 received enough signatures to refer tax increases to the ballot in November 2026. Governor Kotek is calling for a repeal of the bill in the 2026 short legislative session, and the future of the bill and state transportation funding are in question.

The Portland metro region is also impacted by Oregon's worsening economic trends—1% decline in job growth between July 2024 and July 2025; rising unemployment; and nearly flat population

[1] Oregon Public Broadcasting (2025). After delays and missteps, Oregon Democrats pass road-funding bill

growth (0.4%).[2] Two of the main revenue sources for transit agencies in the region come from payroll taxes: the STIF payroll tax and the payroll taxes levied by TriMet and SMART. When jobs within the region decrease, so does tax revenue. This impacts all transit providers in the region.

Additionally, one-time federal funding to help transit agencies during the COVID-19 pandemic is nearing the end of funding distributions, and a similar package is unlikely to be signed into law in the near future.

The decline in historical funding sources increases the need to explore alternative funding sources. Regardless of the current fiscal situation, needs will almost always outstrip available resources, even in a less-scarce environment. Therefore, the funding and governance discussion here is intended to respond both to near-term scarcity but also toward long-term sustainable stewardship. This section first covers current funding sources before exploring other potential funding sources for community connector transit.

# Current Funding Sources

Transit service in the region is funded through a variety of sources, including federal, statewide, and regional funding.

## Federal

A variety of federal formula funds are used to fund transit service. Several of the key programs are:

Federal Transit Administration (FTA) Section **5307 Urbanized Area Formula** grants are distributed to large urban areas and small urban areas. In FY2026, 5307 funds contributed approximately 3% of TriMet's operating budget.[3] Section **5310 Enhanced Mobility of Seniors & Individuals with Disabilities** can be used for services for these specific populations. Section **5311 Formula Grants for Rural Areas** are distributed to rural areas (population less than 50,000 people).

Section 5307 funding is not used to fund community connector service in this region, although it is a potential funding source. Regulations for using formula funds for microtransit vary by jurisdiction size and operation model:

- All agencies operating microtransit with their own vehicles can apply for an 80% match for vehicles and licensing software.
- Small urban and rural agencies operating their own microtransit programs can apply for a 50% match for operating costs, including driver pay and fuel. This option is not available for large urban areas.
- All agencies that use a contractor to manage operations, rather than operating the service themselves, can consider 50% of the contract as a capital expense and 50% of the contract as operational expense.

[2] Oregon Office of Economic Analysis (2025). Oregon Economic and Revenue Forecast, September 2025.

[3] TriMet, FY2026 Adopted Budget, p. 57 and 60.

  - Large urban agencies can apply for an 80% match of the capital half of the contract, for a total 40% match
  - Small urban and rural communities can apply for an 80% match of the capital half of the contract AND a 50% match of the operational half of the contract, for a total 65% match

Other sources of federal funding, including discretionary funding sources, are described in Appendix A.

# Statewide

The **Statewide Transportation Improvement Fund (STIF)** program was established in 2017 by the House Bill 2017 Funding Package. It supports the planning and operation of public transportation programs in Oregon and is funded via a 0.1% state payroll tax. In 2023, the STIF program was combined with the Special Transportation Fund (STF) program, which is funded by ID card fees, non-highway gas tax, and cigarette tax revenue. STIF revenue is distributed as follows:

- 90% goes to STIF formula funds, which are distributed to qualified entities based on population and payroll taxes within the qualified entity's geographic area.
  - Funding for services for older adults and people with disabilities is distributed based on population.
  - Funding for all other services is based on the amount of payroll tax generated within each area.
- 5% goes to discretionary funds, which are distributed to public transportation service providers via a competitive grant application.
- 4% goes to intercommunity discretionary funds, which are distributed via a competitive grant process and are used specifically for public transportation between two or more communities.
- 1% goes to the Oregon Technical Resource Center (TRC), which provides resources to Oregon's transportation agencies.

TriMet sets aside a portion of the region's STIF formula funding allocation for "regional coordination," which is passed through to providers within or connecting to TriMet's service area. In the FY2024–FY2025 biennium, the $16.3M used for regional coordination supported existing and new shuttles and services for Clackamas, Multnomah, and Washington counties. It also funded the inclusion of other providers' services on TriMet's trip planner. Regional coordination comprised 9% of TriMet's STIF budget. TriMet's proposed STIF budget for the FY2026–FY2027 biennium includes $14.8M for regional coordination, which is 8% of TriMet's STIF allocation. STIF funds are also allocated to Portland Streetcar and providers outside of the TriMet District including SMART, Sandy Area Metro (SAM), Canby Area Transit (CAT), and South Clackamas Transportation District (SCTD), as well as to Clackamas, Multnomah, and Washington counties for rural services.

STIF Formula funds are highly flexible and have few restrictions. This makes them useful as local matching funds to leverage grants, including STIF Discretionary funds. STIF Discretionary funds can be used for pilot projects or startup funding but can't be used to fund ongoing operations.

The **Innovative Mobility Program** (IMP) is an ODOT initiative that provides funding for projects that improve historically underserved communities' access to public and active transportation, reduce the number of drive-alone trips, and reduce greenhouse gas emissions. The program is funded federally through the Bipartisan Infrastructure Law and through the State of Oregon. For example, Washington County's microtransit pilot project in the South Cooper Mountain, River Terrace, and Progress Ridge areas is being funded through an IMP grant.

## Transit Districts

In addition to the STIF payroll tax, employers in the TriMet Transit District pay a 0.82% tax on all employees. The estimated budget from the payroll tax in 2026 is $550.2 million. TriMet is also funded through passenger fares.

Employers in the SMART Transit District pay a 0.5% tax on all employees. SMART has minimal fare revenue, as only one route currently charges a fare.

# Other Potential Funding Sources

This section describes other funding sources that could potentially be used to fund community connector services. Some of these are existing revenue sources that could be applied for this purpose, although there may be limitations including competition with other uses or legal restrictions. Other potential sources are not currently in place and would need to be enacted.

## Portland Clean Energy Fund

The Portland Clean Energy Fund (PCEF) is a city-level funding mechanism that helps to implement community-led projects and programs that reduce carbon emissions, create economic opportunity, and make the city resilient to changing climate. The fund was passed by Portland voters in 2018 and levies a 1% surcharge on all Portland sales of large retailers with $1 billion in national revenue and $500,000 in local revenue. The funding generated is used for community-led projects and programs that reduce carbon emissions and increase resiliency to climate change, with a focus on centering disadvantaged and marginalized groups who are most vulnerable to climate change. Transportation decarbonization is one of seven focus areas of PCEF's five-year Climate Investment Plan, which outlines how the expected $150 million in annual funding will be used over the next five years. Community grants are distributed to community-based organizations through a competitive grant cycle, and strategic programs are targeted programs implemented through partnerships with nonprofits, government entities, or businesses. PCEF projects must have a clear nexus with the fund's goals of community-led climate change mitigation and resiliency.

Due to higher-than-anticipated revenues, the PCEF Committee added additional projects to be funded in the most recent funding allocation. PCEF has committed to contributing $48 million in local match to the TriMet 82nd Avenue BRT as part of a larger $55 million investment in the corridor.

PCEF is similar to the City of Denver's Climate Protection Fund. The City of Denver used funding from its Climate Protection Fund to lease electric vehicles and to temporarily fund operations for its on-demand microtransit program, the **Denver Connector**.

## System Development Charges

System development charges (SDCs) are a source of funding available for local jurisdictions. SDCs are one-time fees for new developments that are based on the number of person trips expected to be generated by the development during evening commute hours. SDCs can be used to compensate for the use of existing transportation infrastructure or to make improvements to increase the capacity of transportation infrastructure. SDCs cannot be used for ongoing maintenance or to replace existing capacity, and they cannot be used to fund operations. However, they can be used for capital improvements related to transit. For example, $10 million in citywide SDC funds were used for capital improvements in support of the Division Transit Project. Cities can also create new SDC districts to fund transit projects, such as the SDC district created in southeast Portland to generate funds for the MAX Orange Line. Projects must be in a capital improvements plan, public facilities plan, or master plan before they can be funded by SDCs. While SDCs have historically been used for large projects like the two listed above, they can also be used for capital improvements related to community connector transit, such as shuttle stops and signage.

In July of 2025, Portland City Council voted to temporarily eliminate SDCs for three years in an attempt to kickstart development.

## Development Conditions

While not common in the Portland metro region, there is some precedent for requiring developments to pay for transit service as a condition of permit approval. For example, the **Forest Heights** planned community was required to provide a shuttle connecting into the TriMet system as a condition for receiving their permit. **Commute.org**, a TMA in San Mateo County, CA (profiled in the next section), sees regulations requiring new developments and major employers to jointly fund shuttle service as one of the most effective ways to ensure ongoing financial support for the services.

## Public-Private Partnerships

Public-private partnerships are collaborations between the public and private sectors that can attract private investments to fund public programs. Some partnerships are focused on operations, including for smaller-scale transit options. For example, Multnomah County's **ACCESS Shuttle** is made possible through a partnership with the Port of Portland. Other shuttles are entirely funded by private institutions, usually major employers—examples in the region include Nike and Intel. These shuttles are for employee use only and are not open to the public.

As described in more detail in the next section, **Commute.org** has been successful in using public-private partnerships for shuttle operations. A crucial element of their program is that the consortium is responsible for ongoing costs, unlike one-time developer fees. Large institutions are able to sponsor service alone, and the consortium option allows smaller employers and developers to spread out the cost. This system allows Commute.org to be nimble and reactive to changing land uses—when new developments are established, services can be established relatively quickly to serve them. The executive director of Commute.org notes that this system is most effective in cities with enforced TDM requirements that require developers to take part in programs that drive down vehicle miles traveled. Enforcement of these requirements is important—San Mateo has a TDM requirement for the entire county, but enforcement of the policy has been limited.

Portland's **BIKETOWN** bike-share program is a strong example of how public-private partnerships can fund community mobility services. Nike serves as the system's title sponsor and has contributed significant long-term funding, including $10 million at launch and additional support to cover the entire cost of PBOT's share of capital and operations costs. In exchange, Nike has naming rights and has overseen the branding and design of the system, including signature orange bikes and custom designs tied to the company's identity.

## Parking Revenue

Parking revenue is a flexible option for funding parking endeavors: it can be used for operations, capital improvements, and programs that support the use of existing transportation options.

In Denver, 75% of the **Denver Connector** microtransit project (case study included in the next section) is funded through a special revenue fund that is derived primarily from an increase in parking prices. **Washington Park** in Portland operates a free shuttle that is funded with parking revenue (see more below). Use of parking revenue is generally dictated by city ordinances and is therefore a more flexible option than taxes and fees that require state approval.

The **City of Boulder, Colorado**, uses parking revenue in the central city to purchase EcoPass transit passes for low-income employees. The **City of Portland's Transportation Wallet** program allows residents of the Central Eastside Industrial District and the Northwest District to acquire a transportation wallet of multimodal transportation incentives by trading in their parking pass or by buying the wallet at a steeply discounted rate. Low-income residents of the same neighborhoods are eligible for free transportation wallets. The free and subsidized wallets are funded with area parking permit revenue.

## Vehicle Registration Fees

Counties in Oregon have the authority to levy additional vehicles registration fees and could do so to support transportation improvements. All three counties currently use vehicle registration fees. Multnomah County uses funds raised for bridge projects, and Washington and Clackamas counties use them for road projects. A registration fee increase could be used to fund transit investments.

## Transportation Benefit Districts

In Washington State, city and county governments can establish transportation benefit districts (TBDs) to fund transportation improvements. TBDs tap into many of the funding sources described above.

A municipality establishes a TBD by ordinance after holding a public hearing at which the TBD is found to be in the public interest. TBDs are most commonly funded by sales tax and vehicle license fees. The governing board may impose a sales tax of 0.1% or less without voter approval. A sales tax greater than 0.1% and less than 0.3% can be established with voter approval. A TBD can establish a vehicle license fee of $20 or less without voter approval and can increase the fee to $40 and later to $50 after the fees have been in place for 24 months or more. The TBD can establish a vehicle license fee of up to $100 with voter approval. Countywide TBDs must distribute vehicle fee revenue according to an interlocal agreement approved by voters.

TBDs have a variety of other funding sources available to them, though they are used less commonly than sales tax and vehicle license fees:

- General obligation bonds
- A Canadian border area fuel tax
- Impact fees on commercial and industrial development
- Vehicle tolls
- Excess property taxes
- Local improvement districts

TBDs have been established in 120 cities and towns and five counties in Washington and have been successful forms of funding for transportation improvements. The Seattle Transportation Benefits District was established in 2014 when voters approved a $60 vehicle license fee and a 0.1% sales tax increase to create a funding source to buy additional transit service and programs from King County Metro. In 2020, a revised version of the benefits district was passed by City Council. This new bill, which increased the sales tax from 0.1% to 0.15% and did not renew the vehicle registration fee, was set for six years and was a crucial support of funding during the COVID-19 pandemic. To date, Seattle's is the only TBD in Washington State to pass a voted license fee. In 2024, its City Council re-established a non-voted vehicle registration fee.

# Transportation Management Associations (TMAs)

TMAs are nonprofits that play a vital function in facilitating public/private partnerships to manage transportation needs in an area, usually by bringing together multiple funding sources. Member organizations, which can include employers, developers, and public agencies, pay fees to the TMA. In exchange, the TMA provides various services, which can include distributing transit passes for employees, doing outreach with employees and community members, organizing vanpools, and providing micromobility. Fees can be optional or mandatory within a certain geography. Some TMAs directly provide community connector transit services. TMAs also receive grants from local, regional, or state governments to support their operations. They are often very involved in crafting, implementing, and confirming compliance with transportation demand management policies. For example, Oregon TMAs can help large employers conduct employee surveys to meet the Oregon Department of Environmental Quality's (DEQ) Employee Commute Options (ECO) requirements. Examples of TMAs in the region include:

- **Go Lloyd.** Go Lloyd is a 501(c)(6) non-profit organization in the Lloyd District in inner northeast Portland funded primarily through two revenue streams: revenue from parking meters in the neighborhood and fees collected through an Enhanced Services District that are paid by property managers, tenants, businesses, developers, and property owners. Of the parking revenue collected in the neighborhood, 51% is reinvested in transportation services and small capital projects within the neighborhood. Over the last 14 years, parking revenue has contributed to real-time transit arrival signs, increased transit service, Portland Streetcar vehicle purchases, construction of the Blumenauer Bridge, streetscape improvements, pedestrian infrastructure, and bicycle infrastructure. In 2024 alone, the Parking Climate and Equitable Mobility Transaction Fee paid for 115 local transportation wallets, which provide vouchers for transit, bike-share, rideshare, and scooter-share. Go Lloyd provides transportation information and multimodal incentives to thousands of employees in the neighborhood, and their website provides transportation options information for commuters, employers, and residents of the neighborhood.
- **Westside Transportation Alliance** (WTA). WTA is a non-profit that helps large employers comply with the DEQ Employee Commute Options rule. It provides customized programs to expand awareness of travel options and help employees reduce drive-alone trips in the county. The WTA annual budget was $252,000 in FY2023, and they were funded through a mix of grants (43%), member dues (25%), program fees (18%), Washington County funds (10%), and other sources (4%). The majority of the program budget is used to pay for staff costs (79%).

# Potential Future Funding Sources

There are several other funding sources that have greater barriers to implementation.

## Regional Funding Measure

A regional funding measure would authorize appropriations to use for transportation improvements. In 2020, the Portland region failed to pass the Get Moving 2020 transportation funding package, which would have contributed funds to the Southwest Corridor light rail project and other transit investments. The funds would have been generated by a 0.75% payroll tax on all regional employers with more than 25 employees. The Portland region has not voted to pass a regional funding measure for transit. However, this has been successful in many other locations, including in the Seattle region. **Sound Transit** has repeatedly secured voter approval for large capital programs (Sound Move, ST2, and ST3) funded through regional sales taxes, motor-vehicle excise taxes, and property taxes. These dedicated revenue streams enable Sound Transit to issue bonds backed by future tax collections, generating funding for expanding light rail, commuter rail, and bus rapid transit.

## Cap and Trade

In November 2024, the DEQ established a program that caps greenhouse gas emissions and requires electric utility providers, fuel providers, and companies in energy-intensive industries to buy and trade allowances to cover their emissions. The annual emission cap that declines over time to help achieve statewide GHG emissions reduction goals. Proceeds from the cap and trade program are to be used for GHG emissions reduction activities in environmental justice communities. At this time, only certain nonprofits will be eligible recipients of these funds, and transit agencies are not currently able to receive funds. Future rule changes could open up cap-and-trade funds to transit agencies.

# Funding Sources with Known Barriers to Use for Community Connector Transit

## Congestion Pricing

Congestion pricing is a strategy for pricing the use of a roadway with the goal of reducing congestion, such as by setting higher tolls to shift travel away from peak periods or to encourage the use of non-driving modes such as public transit. Roadway pricing, such as tolls, can also be used to raise revenues for infrastructure improvements. ODOT has considered implementing tolling on the I-5 and I-205 corridors through a project known as the Regional Mobility Pricing Project (RMPP), an initiative that the state halted in 2024. If implemented at a later time, tolling revenues could be used for transit improvements to provide additional mobility options along the tolled corridors.

There is substantial political opposition to congestion pricing and concerns about equity for populations living outside of the boundary. ODOT's Public Transportation Strategy (PST) for Tolling intends to alleviate some of those concerns by establishing goals and priorities for public

transportation projects that should be supported with funds from tolling. The goal of the PST is to increase public transportation options near tolled highways to advance a more equitable and climate-friendly transportation system. In addition to fixed-route transit, eligible projects include flex-route shuttles, demand responsive shuttles, mobility hubs, and TDM programs.

Elsewhere, congestion pricing has been used to support transit. In New York City, where congestion pricing was implemented in 2025, drivers must pay $9 to enter Manhattan south of 60$^{th}$ Street during peak hours. The revenue from these tolls is expected to fund $15 billion in capital improvements to the MTA network. These improvements include adding new subway cars, upgrading to modern signaling on key lines, making stations ADA-accessible, and pushing forward the next phase of the Second Avenue Subway.

# Value Capture Strategies

Value capture strategies are used to recapture the private benefit created by public investments. Tax increment finance (TIF) districts are one method of value capture. When TIF districts are implemented, property taxes within the district are assessed at the base year, and the subsequent increase in property taxes above the base amount is reinvested in the district. While some kinds of transportation projects are eligible projects per Oregon state law, there are limitations on what TIF funds can be used for and where TIF districts can be established. According to state law, TIF districts must be established in "blighted" areas [as Urban Renewal Areas (URAs]). TIF districts were historically used for large-scale infrastructure projects, including past TriMet projects. More recently, TIF districts have focused more on community stabilization and housing production. In Portland, 45% of all TIF funds must be used for affordable housing. While this decreases the amount that can be used for other purposes, it also helps create transit-supportive land uses. Moreover, supported uses for TIF funding include street improvements, connectivity, and accessibility, with an emphasis on supporting pedestrian and bicycle infrastructure. As poor pedestrian access and street connectivity currently stand as a barrier to public transit use in much of the Portland metropolitan area, TIF funding can be used indirectly to support transit access through street, sidewalk, and bike infrastructure improvements.

# Summary of Existing and Potential Funding Sources

Each funding source listed has benefits and challenges, summarized in Table 1. The future of many of these funding sources is uncertain, which makes planning for future service challenging. Moreover, the programs identified as potential sources of funding for CCT are also existing or potential funding sources for fixed-route transit. Given the funding gap for fixed-route transit in the region, competition for all funding sources is high. This further highlights the need for regional coordination and holistic transit planning to establish implementation priorities.

**Table 1 Summary of Existing and Potential Funding Sources**

| Funding source | Existing / potential | Benefits | Challenges |
|---|---|---|---|
| Federal formula | Existing | Generally reliable funding for some purposes, including rural transit and mobility for older adults and people with disabilities | Fluctuate according to federal policy |
| Federal discretionary | Existing | Many different funding streams available for different types of transit | Fluctuate according to federal policy, competition for grants that may not be met by small community connector transit projects |
| STIF formula | Existing | Flexible, few restrictions for use, can be used for local match | Administrative burdens, requirement for projects to be in STIF plans, regional competition for resources |
| STIF discretionary | Existing | Can be used for pilots, capital improvements, short-term operations | More restrictive than STIF formula funds, can't generally be used for ongoing operations |
| Payroll taxes | Existing | Major funding source, fewer administrative burdens | Are not typically used for community connector services, tax revenue fluctuates based on employment in district |
| Portland Clean Energy Fund | Potential | Robust funding source | Projects must have climate-related benefit to priority populations (people of color, people with low incomes, and people with disabilities). Recent efforts to use PCEF funds to fill budget holes has heightened tensions around relevant uses. |
| System Development Charges | Potential | Can provide funding for transit in newly developing areas that don't meet population thresholds for fixed-route transit | Current local climate is favoring removal of barriers to development, only applies to new development |
| Development conditions | Potential | Can provide funding for transit in newly developing areas that don't meet population thresholds for fixed-route transit | Can be unpopular, current local climate is favoring removal of barriers to development, only applies to new development |
| Public-private partnerships | Potential | Leverages private money, can capture some of the value that transit provides to private development | Smaller scale transit like community connectors can be less appealing for private entities to sponsor or co-develop |

| Funding source | Existing / potential | Benefits | Challenges |
|---|---|---|---|
| Parking revenue | Potential | Flexible funding source, incentivizes non-SOV travel | Can be unpopular to implement, land use context for charging for parking doesn't necessarily match the land use context best for community connector transit |
| Vehicle registration fees | Potential | Is already levied by all three counties and used for transportation purposes | Funding for CCT would compete with funding needs for bridges and roads |
| TMAs | Potential | Can pool funding from multiple private employers and developers | TMA coverage in the region is limited |
| Regional funding measure | Potential | Can provide a major source of funding for many types of transit | Long lead time to pass, takes considerable political effort, last regional transportation funding measure was voted down |
| Cap and trade | Potential | Currently untapped funding source for transit, regulates emissions in addition to providing funding source | Not currently approved for transit use |
| Congestion pricing | Potential | Can provide a substantial funding source, community connector services were established as eligible expenses in ODOT's Public Transportation Strategy for Tolling | Politically unpopular, associated with some equity concerns |
| Value capture | Potential | TIF district revenue can support transit access through street improvements, connectivity, and accessibility | TIF revenue cannot be used for transit operations |

# COMMUNITY CONNECTOR GOVERNANCE AND SERVICE DELIVERY MODELS

## Current Service Delivery Structure

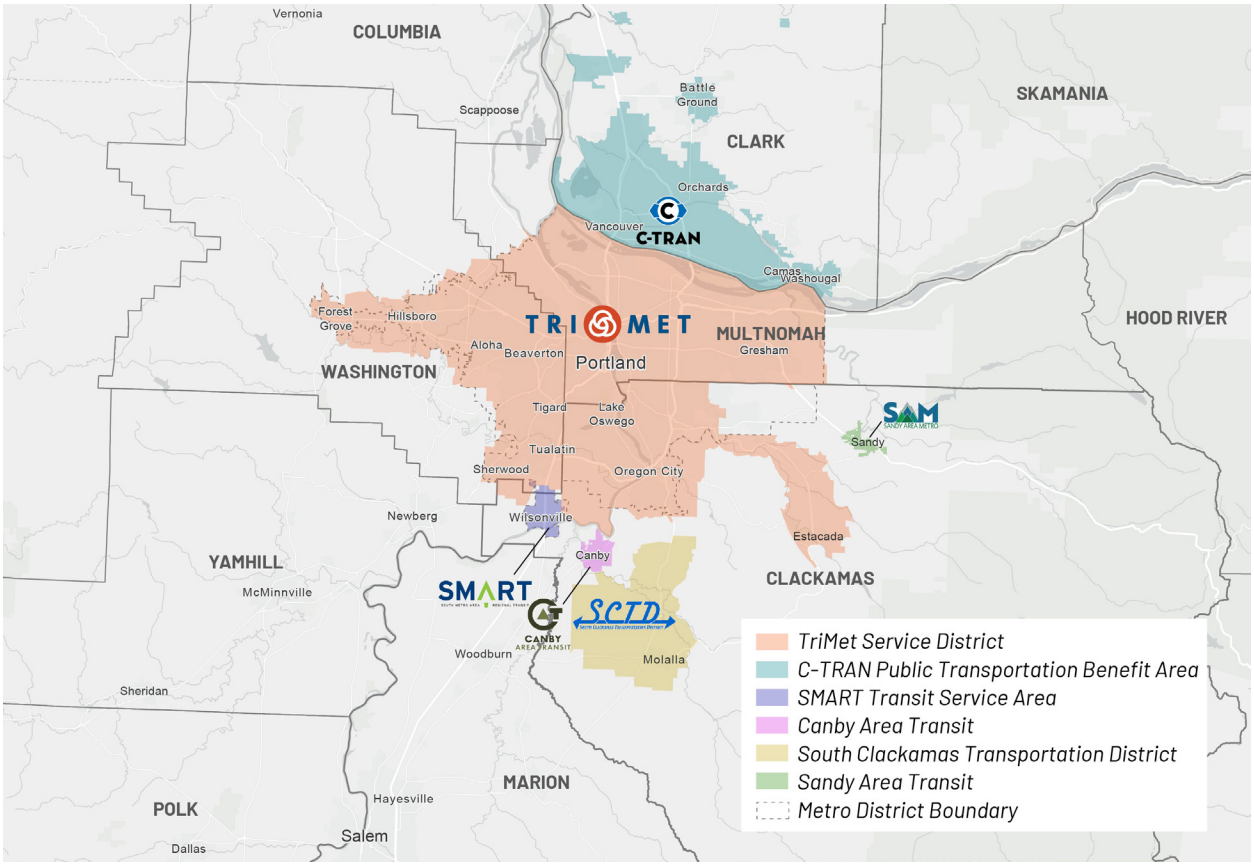
Multiple public transit providers operate service in the Portland metropolitan area, outlined in Table 2. The providers operate a variety of services with differing eligibility requirements; the Community Connector Study's focus is services available to the general public.

**Table 2. Overview of Transit Service Providers in the Region**

| Service Sponsors | Service Name | Service Type | Eligibility Restrictions | Service Area |
|---|---|---|---|---|
| TriMet | MAX, WES, FX, buses | Fixed route | Open to the public | TriMet Mass Transit District |
| | LIFT | Paratransit | Limited to riders with disabilities that prevent them from using fixed-route service | |
| | TriMet NEXT (Pilot) | On-demand | Open to LIFT-eligible riders and to the public (older adults and/or people with disabilities who are not eligible for LIFT) within a subset of the NEXT zone | Gresham |
| City of Wilsonville (SMART) | Buses | Fixed route | Open to the public | City of Wilsonville |
| | Dial-a-Ride | Paratransit | Limited to riders with disabilities that prevent them from using fixed-route service | |
| City of Portland | Streetcar | Fixed-route | Open to the public | City of Portland |
| C-TRAN | The Vine, buses | Fixed route | Open to the public | Clark County |
| | The Current | On-demand | Open to the public | |
| | C-VAN | Paratransit | Limited to riders with disabilities that prevent them from using fixed-route service | |
| Washington County | Ride Connection Community Connectors | Flex-route shuttles | Open to the public | Overlaps with TriMet service area |
| | Door-to-Door | Dial-a-ride | Open to the public for trips in rural Washington County | Outside of TriMet service area |
| Clackamas County | Clackamas Connects | Flex-route shuttles | Open to the public | Overlaps with TriMet service area |
| | Transportation Reaching People | Dial-a-ride | Open to people with disabilities and adults 65+ | Outside of TriMet service area |
| Multnomah County | ACCESS Shuttle | Fixed-route shuttle | Open to the public | Within TriMet service area |
| | Rural Dial-a-Ride | Dial-a-ride | Open to the public for trips in rural Multnomah County | Outside of TriMet service area |

As shown in Figure 3, there is substantial overlap of service areas and jurisdictions.

**Figure 3 Transit Service Areas in the Region**




Other transit services operate mostly outside of the Metro planning area but have connection points with other services within the tri-county area. These include Columbia Area Transit (CAT), Sandy Area Metro (SAM), Canby Area Transit (CAT), the South Clackamas Transportation District (SCTD), Tillamook County Transportation District (TCTD), and Yamhill County Transit (YCT). Additionally, there are some existing and future recreation services in the area: the Washington Park Shuttle currently serves Washington Park, the Sandy River Shuttle is being piloted, and a new shuttle connecting people to Forest Park and Washington Park is being developed. These services are not the main focus of the memo; however, they are relevant for regional coordination efforts. More details on transit providers in the region can be found in Memo 3.1: First/Last Mile Transit Inventory.

This section covers the main service providers in the region. For each provider, a basic description of the services is followed by insights gleaned through interviews conducted for this task.[4]

[4] The interview with C-TRAN was conducted for an earlier task.

# Transit Providers

## TriMet

TriMet operates fixed-route and paratransit service in the Portland metropolitan region. TriMet is also piloting an on-demand service for older adults and people with disabilities in the Powell Valley and South Gresham areas called TriMet NEXT. As a mass transit district, it has the power to levy payroll taxes, which it has done since the agency's founding through a payroll tax on all employees in the TriMet Transit District. The TriMet payroll tax currently stands at 0.82%. TriMet also receives STIF funding. As a mass transit district, TriMet is the Qualified Entity (QE) for the three-county area in which it operates.[5] As such, it receives STIF formula funds based on both a population-based formula, intended to support service for older adults and people with disabilities, and based on the proportion of payroll taxes collected. It then distributes STIF funds to Public Transportation Service Providers (PTSPs) in the area: Clackamas, Multnomah, and Washington counties; the Portland Streetcar; SMART; and smaller transit providers in the region. In addition to the STIF funding that TriMet distributes based on population and payroll, it also passes through a certain amount of its funding to the three counties through the STIF Regional Coordination program. The intention of this money is to serve areas within the TriMet service area that are not good candidates for fixed-route service and to feed into the TriMet system.

All STIF-funded projects must be in a STIF plan for each biennium, which is approved by the Oregon Transportation Commission (OTC). Sub-recipients submit their plans for STIF projects to their qualified entity (in this case, TriMet), which puts together and approves a STIF plan to be advanced to the OTC. TriMet also distributes FTA Section 5310 urban and rural formula funds from ODOT to the three counties.

**Interview Key Takeaways**

High labor standards used to provide TriMet service mean that it is not cost competitive or viable for TriMet to operate community connector service using TriMet operators. Labor agreements preclude TriMet from directly contracting out community connector operations, while counties are not subject to these agreements.

TriMet's service priorities are to serve the most people possible and serving equity areas. TriMet has supported use of Regional Coordination funds for shuttles that complement the fixed-route system, such as where TriMet can't serve the area cost effectively or where the road network doesn't support a 40-foot bus. TriMet provides support to other providers such as technical assistance with GIS data or installing signage at shared bus stops. Ten or more boardings per revenue hour is a general threshold for fixed-route service. However, there isn't a standardized process to set minimum benchmarks for shuttle services (such as productivity), to determine what is complementary vs. duplicative, for evaluating shuttle routes to see which might be viable for fixed-route transit, or for determining if transit center spaces can be made available to shuttle or regional providers.

[5] See ODOT, Qualified Transit Entities (QEs)

TriMet NEXT is intended to be comingled with TriMet's paratransit service, LIFT. This has benefits both to the provider and to passengers: vehicles that are not booked in advance for LIFT trips can be booked for same-day NEXT trips, which increases efficiency, and paratransit-eligible passengers (who make up the bulk of NEXT's riders) have more flexibility and independence when able to book same-day trips. However, the two services use different scheduling software, which means that vehicles cannot automatically be reassigned onto NEXT routes when available. This issue is exacerbated by the difference in service areas for the two services, as schedulers must run queries for trips that meet the criteria for NEXT and hand-select which trips should be sent to NEXT routes. The separate software also makes it more difficult to understand when there is high demand for trips across the two services and related capacity constraints. Overall, there have been successes to the program, including a slightly higher passengers per revenue hour than for LIFT service and high customer satisfaction from riders, but the challenges related to software, as well as limited staff capacity for the pilot, remain.

## SMART

South Metro Area Regional Transit (SMART) operates fixed-route transit and paratransit in Wilsonville, Oregon. SMART operates four in-town routes, three regional routes, and one shopper shuttle. The transit agency is in the process of developing a route that connects to Clackamas Town Center. The regional routes connect to Cherriots, TriMet, and Canby Area Transit service. All services are fare-free except for the 1X to Salem.

In 1988, Wilsonville withdrew from TriMet's service area to form a city-owned transit system. SMART levies a 0.5% payroll tax on all businesses located in Wilsonville. SMART also receives STIF formula funds, STIF discretionary funds, and a small amount of TriMet's STIF Regional Coordination funds for portions of SMART routes that overlap with TriMet's service area.

SMART operates a Dial-a-Ride service that is available for passengers who are unable to use the fixed-route service, including ADA-eligible passengers and passengers who are 60 and older. SMART also operates the SMART Options program, which supports non-drive-alone options like vanpooling, carpooling, bicycling, walking, and telework.

**Interview Key Takeaways**

SMART collaborates with other regional agencies to provide connections. Regional Coordination funding helps bridge service area gaps to make a more seamless regional system. Connecting at transit centers can be difficult in locations with limited space, like the Oregon City Transit Center. The long lead time for STIF funding can slow down implementation of some priorities.

## C-TRAN

C-TRAN operates fixed-route transit, paratransit, and on-demand service in Clark County, Washington. Six C-TRAN routes travel into Portland, serving major destinations like Downtown Portland, OHSU, and the Portland International Airport. Since 2022, C-TRAN has operated the Current, an on-demand service available in areas with limited fixed-route transit. The service replaced deviated fixed-route lines that were introduced in 2020 but were not performing well. C-TRAN

operates six on-demand microtransit zones, which serve different purposes in different parts of the county. Some serve major destinations like the Port of Vancouver and Washington State University Salmon Creek. C-TRAN uses the platform Spare for planning, operations, dispatch, and reservations. Routing of vehicles and reallocation of trips to vehicles is done automatically through Spare. The service uses C-TRAN operators, and all operators are trained to assist wheelchair users, which in addition to the wheelchair-accessible vehicles allows the service to be interoperable with paratransit. The vehicles were repurposed from C-TRAN's paratransit service.

The Current and C-TRAN's fixed-route services are funded primarily through a sales tax (0.7%). Additional funding support comes from the Washington State Department of Transportation and from federal funds.

# Counties

## Clackamas County

Clackamas County operates four free weekday deviated-fixed route shuttles in the county: the Oregon City Shuttle, the Clackamas Industrial Area Shuttle, the Clackamas Community College (CCC) Xpress Shuttle, and the Estacada Shuttle. The shuttles will deviate up to three-quarters of a mile from the shuttle route and can be either flagged down or called to deviate. Clackamas County contracts with MTR Western for the shuttles; the County owns the vehicles. The shuttles average 2.5 riders per revenue hour, with a cost per ride of $35.52. Clackamas County also operates two bus services that serve the communities along Highway 26: the Express and the Village Shuttle. The Express is a limited-stop commuter route, and the Village Shuttle is a deviated-fixed route shuttle. They operate seven days a week and have a fare. The shuttles are funded through STIF, partially through STIF regional coordination funding and partially through Clackamas County's STIF allocation for areas outside of TriMet's service area.

Several transit providers operate in Clackamas County: TriMet, SMART, Sandy Area Metro (SAM), Canby Area Transit (CAT), and South Clackamas Transit District (SCTD). The agencies, especially the latter four smaller agencies, collaborate closely and meet weekly.

**Interview Key Takeaways**

Clackamas County's shuttle program is challenged by limited resources, including funding, staffing, and technology. The shuttle program is operated by one staff member, and shuttle schedules are made by hand. Investment in better technology would save labor but is not affordable given current funding constraints. Land use patterns are also challenging to serve with transit, and transit times are not competitive with driving.

## Washington County

Washington County partners with Ride Connection, a private nonprofit, to operate seven fare-free shuttles in the county: BethanyLink, CorneliusLink, GroveLink, North Hillsboro Link, King City Link, Tualatin Shuttle, and westLink. Most of the shuttles are funded through the STIF Regional

Coordination funding. WestLink is funded via the STIF revenue generated in Washington County outside of the TriMet service area as well as federal funding from FTA 5311 formula funds for rural areas. Ride Connection also receives other private foundation grants and both corporate and individual donations.

Washington County has made and is continuing to make extensive investments in capital improvements at bus stops, funded through STIF discretionary funds, STIF formula funds, and the county's Major Streets Transportation Improvement Program (MSTIP) Opportunity Fund. The MSTIP Opportunity Fund is funded by property taxes and provides local match dollars to leverage federal, state, and other funding opportunities.

**Interview Key Takeaways**

Because Ride Connection is a nonprofit and has traditionally operated flexible services, it has historically been able to respond more quickly to changing needs in Washington County—for example, by adding a stop at a new employer. However, as stops are improved with signage, landing pads, and shelters, a tradeoff is that the ability to change routes decreases. Additionally, Washington County is hesitant to make costly investments in stops on routes that might be taken over by TriMet in the future (for example, on the North Hillsboro shuttle route).

This leads to a challenging dilemma: the routes/stops with the highest ridership have the most to gain from improved stop amenities, but higher ridership may make them less likely to be improved given lack of certainty of how they might evolve. As routes and stops are made more permanent via infrastructure investments, Ride Connection recognizes the need for more concrete service planning standards and procedures to standardize when and how route changes are made.

Ride Connection's ability to expand service throughout the metropolitan area is limited by size and capacity constraints—Ride Connection uses vehicles with 14 or fewer passengers because drivers are not required to have commercial driver's licenses. This makes hiring easier and keeps labor costs down but limits the capacity for expansion.

## Multnomah County

Multnomah County operates two community connector services: the Alderwood-Cornfoot-Columbia Employment Shuttle Service (ACCESS) and a Dial-a-Ride service in rural Multnomah County. ACCESS is a free shuttle service that operates south of the Portland airport. The shuttle runs Monday through Friday in morning and afternoon peaks. Multnomah County is contracting with ecoShuttle for this service. The shuttle is funded by STIF and is a partnership with the Portland Bureau of Transportation and the Port of Portland. In FY2025, the shuttle had an average of 454 monthly riders. Based on newly available stop-level ridership data, the highest ridership stop is Parkrose-Sumner Transit Center, indicating that many of the riders are likely transferring from TriMet routes to use ACCESS as a last-mile service to employment.

The Rural Dial-a-Ride program is a free service for residents living in Multnomah County outside of TriMet's service area. All trips must start and end in Multnomah County, and rides must be booked three days in advance. The service is fare-free.

Multnomah County operated two other community connector services until January of 2025; both filled temporal gaps in service and ceased operations when TriMet expanded service. The Swan Island shuttle operated on weekday evenings only and was discontinued after TriMet's Line 40 began operating in the late evenings. The Troutdale Reynolds Industrial Park (TRIP) Shuttle operated on weekends and holidays only and was discontinued after Line 81 began operating on weekends. In the twelve months before Line 40 expanded service, the Swan Island shuttle served an average of 920 monthly riders. In the twelve months before Line 81 expanded service, the TRIP shuttle served an average of 2370 monthly riders.

**Interview Key Takeaways**

Unlike TriMet service, the ACCESS shuttle includes stops outside of the public right-of-way, including on Postal Service property and on private property at some of the major industrial employers in the corridor. This helps get people where they want to go and is particularly important when the closest public right-of-way is on high-speed roads and/or roads with missing or limited sidewalks. This is an example of how TriMet service and county-provided shuttle services differ in their utility. The shuttle serves several types of destinations other than employment, including the Native American Youth and Family Center, Hacienda CDC, Albertsons, and Whitaker Ponds.

Ridership on the rural dial-a-ride service is low. This may be in part due to the requirement to book in advance. It has also been challenging to get the word out about the service.

# Challenges of Funding and Delivering First- and Last- Mile Transit Services

TriMet, SMART, the counties, and others provide many services in the region tailored to the varying land use and population throughout the Portland metropolitan region. The providers support each other in formal and informal ways (e.g., technical assistance, providing access to GIS data, helping with software and scheduling, and adding signage at bus stops and transit centers). Despite these successes, several challenges face providers in the region:

- **Funding limitations/competition:** Limited funding creates challenges for all providers, and questions regarding how to distribute funds can become contentious. Funding questions have become particularly challenging as TriMet has faced funding challenges and job losses in the Portland area have recently led to decreased STIF payroll tax revenue. Given that STIF is a relatively new funding source, there is no clear roadmap to help transit providers navigate the funding shortfall. The lack of certainty about available funds makes planning for the future more difficult. Locating funding for capital improvements like bus stops, signage, and shelters can also be challenging, and uncertainty around the future of community connector routes further complicates decisions around which stops to improve.
- **Coordination among multiple service providers:** Individual providers evolved to meet local needs in the regional system, leading to challenges with coordinating among providers and managing the allocation of resources (both money and space). Overlapping service areas complicate regional collaboration. The fact that providers are often competing for their share

of a single pool of funding resources (as noted above) creates a further tension in regional transit governance.

- **Siloed ridership markets:** Riders of different services (fixed route, shuttles, on-demand) are often considered as different subsets of riders, although community connectors and the fixed-route bus and rail system likely complement each other. Beyond anecdotal evidence, there is currently limited data to demonstrate transfer patterns between services.
- **Administrative burdens:** The administrative burden for planning and operating transit service can be high for a small provider with limited staff dedicated to transit. For example:
  - Applying for and reporting on STIF funding can be cumbersome and time-consuming
  - Limitations with the software used for reporting STIF funding (Optus) can lead to lack of clarity and a need for work-arounds
  - Different approval processes (e.g., permitting transit stops) vary between jurisdictions and can be difficult for a smaller provide to navigate
- **STIF plan constraints:** Although STIF funding is highly flexible, including the ability to use it as matching funds for grants, the biennial cycle of the STIF planning process means that missing the window for inclusion of a service in the STIF plan can delay implementation by up to two years. Some providers are concerned that how they define services in their STIF plans could preclude them from quickly pivoting to other service types when the proposed service isn't working as intended, although in practice there is likely some flexibility in how a project can be implemented.
- **Limited opportunities for knowledge sharing.** Knowledge sharing and support happens mostly on an ad-hoc basis. Current regional coordination meetings tend to focus on funding-related issues. While necessary, there is an opportunity for coordination meetings that could be focused on helping providers learn from each other and improving coordination; whether these meetings are successful depends on providers taking these meetings seriously and sending the appropriate people.
- **Barriers for riders:** Using community connectors to connect to fixed-route transit can be challenging when stops are not co-located or schedules are not aligned. Riders transferring between services with longer wait times may have higher amenity needs, like restrooms.
- **Challenging land use:** Disconnected streets and missing pedestrian infrastructure make many parts of the region challenging to serve with transit—even with smaller, more flexible community connectors. Capital infrastructure projects to bridge physical barriers and enable more efficient pedestrian connections would make it easier to access existing regional transit.

# Service Delivery Case Studies

This section explores case studies of how community connector services are provided and paid for outside of the Portland metropolitan area:

- In the Salt Lake City area, **Innovative Mobility Zones** can include **UTA On-Demand,** a microtransit service, with service contracted through Via.
- In Austin, **CapMetro** operates a hybrid on-demand microtransit service: they use Via's scheduling software, but operations, vehicles, and staffing are handled in-house.
- **Denver Connector** is an on-demand microtransit service operated by the City and County of Denver. Also in the Denver area, **FlexRide** is a flex-route shuttle service operated by RTD, the regional transit agency.
- In King County, Washington, **Metro Flex** is an on-demand microtransit service contracted with Via.
- In San Mateo County (San Francisco Bay Area), **Commute.org** uses a unique model of public-private partnerships to fund shuttles connecting to the region's fixed-route network.

# UTA On Demand and Innovative Mobility Zones (IMZs)

***Service type:*** *On-demand microtransit*

***Location:*** *Salt Lake City region, Utah*

***Service purpose:*** *connect passengers to fixed-route transit and community destinations in areas with non-transit-supportive land use and/or low transit demand. Use cases include:*

- *Maximize first/last-mile connections, for short trips to nearby rail, light rail, or BRT stations*
- *Provide more cost-effective "coverage" service in lower-density suburban areas with pockets of significant transit need but insufficient population/employment density to justify frequent bus service*

As part of its long-range transit plan, UTA has defined several Innovative Mobility Zones (IMZs), which are areas that don't support fixed-route service due to land use patterns or low transit demand. In these areas, mobility needs can be addressed through on-demand microtransit, micromobility, and/or partnerships with transportation network companies (TNCs). UTA is in the process of implementing TNC overflow across all on-demand zones (i.e., TNCs will be used to complete trips when UTA on-demand vehicles are not available).

UTA operates five on-demand zones within its 821-square-mile service area. UTA On-Demand completed 569,754 trips in 2024, and the zones cover 172 square miles—1.4% of all rides provided in 2024 and one-fifth of UTA's service area. Operating the on-demand program costs $16.8M, which is 3.6% of UTA's total budget.[6]

UTA positions on-demand service as part of the broader transit network, but as outside of "baseline service," complementing and sometimes building markets that fixed-route may eventually take over.

Where microtransit co-exists with fixed-route service, mode choice logic (which assumes that riders will take the shortest trip available) underpins the system. If a rider tries to book a ride that would be faster to take on transit, the booking app directs them to the fixed-route service instead. UTA's Transit app enables riders to see both on-demand and fixed-route bus/rail trip options. This helps keep on-demand service from taking away fixed route ridership. UTA sees strong use by school kids

Land use in parts of UTA's service area can be challenging to serve with microtransit. Because destinations are widely distributed, small zones are generally not feasible. However, zones that are too big are challenging to cover with a small number of vehicles. While UTA sees 10 miles as an industry sweet spot, it is aiming to keep zones under 30 square miles in low-density areas. The 70-mile area of the Southern Salt Lake County zone (Figure 5) is too large and requires additional management tools. UTA is exploring the use of trip distance caps to manage trip distances in large zones.

When evaluating potential zones, UTA considers transit need (low-income individuals, youth, older adults, people with disabilities, and people living in zero-car households) and transit potential

[6] UTA, Microtransit Presentation, 7/17/2025.

(population density and employment density), along with existing transit ridership, walkability, land use patterns, and parking availability. UTA considers areas where service carries between 2 and 5 riders per vehicle hour as good candidates for microtransit. Areas with poor street connectivity, even if they exceed 5 riders per hour, are considered better candidates for microtransit than for fixed route service. Areas with fewer than 2 rides per revenue hour have been identified as being better suited for partnerships with TNCs. IMZs can be used to replace low-ridership fixed routes, as was the case in South Salt Lake County. In this zone, low-performing routes were replaced with an on-demand zone that now serves 1,000+ riders per day. Origin and destination data from the on-demand service were used to create a heat map of travel demand in the area, and two fixed routes have since been successfully reinstated based on the data.

## Additional Resources

More details on UTA's Innovative Mobility Zone planning process can be found in the Innovative Mobility Zone (IMZ) Planning Memo. UTA is creating an innovative mobility zone design manual to guide future planning processes.

More information on how UTA decided on their key performance indicators can be found in the UTA Peer Agency Benchmarking Memo (2024).

UTA has established a set of key performance indicators by which to evaluate microtransit. It generally sees a range of 2 to 5 riders per revenue hour as the sweet spot for microtransit, while anything lower than 2 riders per hour is not viable, and anything greater than 5 riders per hour could be considered for fixed-route transit. Their efficiency target is to keep rides at $20 per ride or less. UTA sets the goal for ridership to increase by 10% each year in each zone and systemwide. Ridership data and origin-destination data are used to determine which areas might be better served with fixed-route transit.

Figure 4 provides statistics for UTA's on-demand zones.

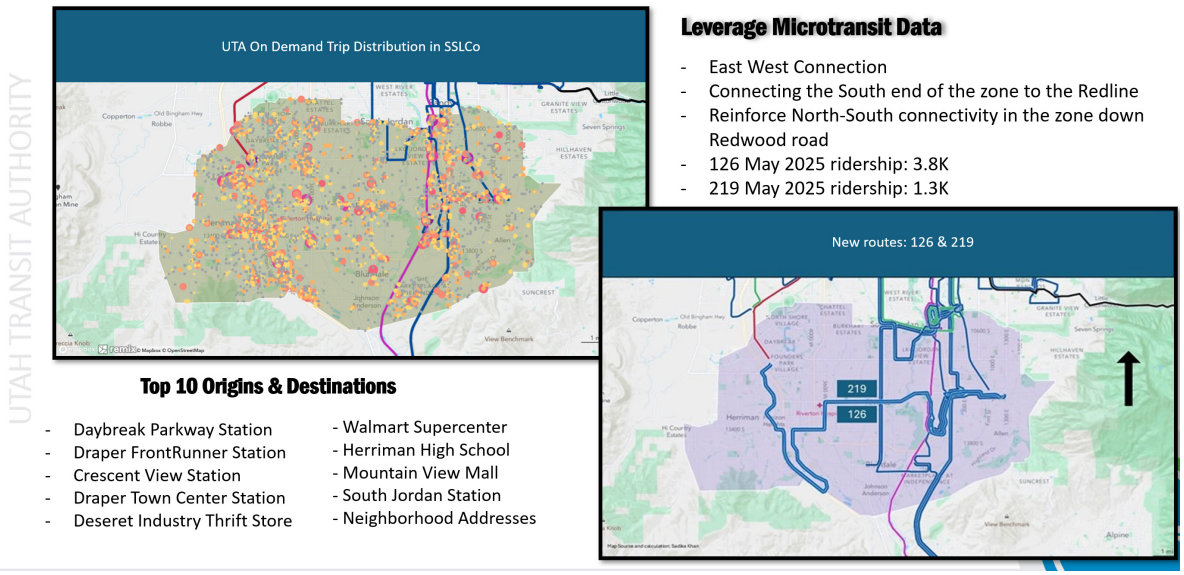
**Figure 4 UTA On-Demand Statistics**

| Zone | Land Use Context | Launch Date | Daily Ridership | Avg Wait Time (min) / Daily % Seats Unavail. | Riders / Rev Hr | Cost per Ride |
|---|---|---|---|---|---|---|
| Southern Salt Lake County | Suburban | Nov 2019 | 1,100 | 28.5 / 11% | | |
| Salt Lake City Westside | Urban | Dec 2021 | 490 | 22 / 8% | | |
| Tooele County (Rural) | Rural | Aug 2022 | 230 | 23 / 8% | | |
| South Davis County | Suburban/Rural | Aug 2022 | 270 | 24 / 11% | | |
| West Provo/Orem | Suburban/Rural | Apr 2025 | 15 | 6 / 5% | | |
| Service Target | - | - | - | 90% w/in 10-min pickup window and < 2% seats unavailable | 2-5 | < $20 |

Source: UTA, Data for Jan-May 2025; daily ridership rounded to nearest 10

UTA implemented one of its initial on-demand zones in Southern Salt Lake County in 2019 (Figure 5) where fixed-route service carried few riders. On-demand service carries 1,100 riders per day. The map below (left) illustrates the distribution of on-demand trip activity. Using this data, UTA implemented a new east-west fixed-route service (126) connecting to the TRAX Red Line light rail line and a new north-south route (219) reinforcing the Redwood Road corridor (see map below right). These new routes carried 3,800 and 1,300 daily riders in May 2025, respectively.

**Figure 5 UTA Southern Salt Lake County On-Demand Zone Example, Jan-May 2025**




## Strengths

- On-demand service is fully integrated into the UTA system. UTA evaluates where zones should be implemented as part of its regular long-range, short-term, and service change planning.
- On-demand service is interoperable with paratransit, which saves the agency money. Some paratransit riders prefer the flexibility of on-demand service (no advance reservations) for some trips.
- Using a turnkey service provides flexibility with vehicles and drivers: Via has a vehicle turnover cycle of two years, which is faster than the agency would be able to replace them with in-house vehicles. Anecdotally, some UTA operators also drive for Via.

## Challenges

- The service is oversubscribed, with unmet demand exceeding the vehicles available. In new zones, UTA is considering implementing trip distance capping (e.g., 5 or 7 miles) to keep trips from becoming too long and expensive to serve, while not artificially restricting the trips people can take.
- Some destinations can't be served because demand would overwhelm the system (e.g., a Walmart in the Salt Lake County zone that they frequently get requests to serve).

# CapMetro Pickup

***Service type**: On-demand microtransit*

***Location**: Austin, Texas*

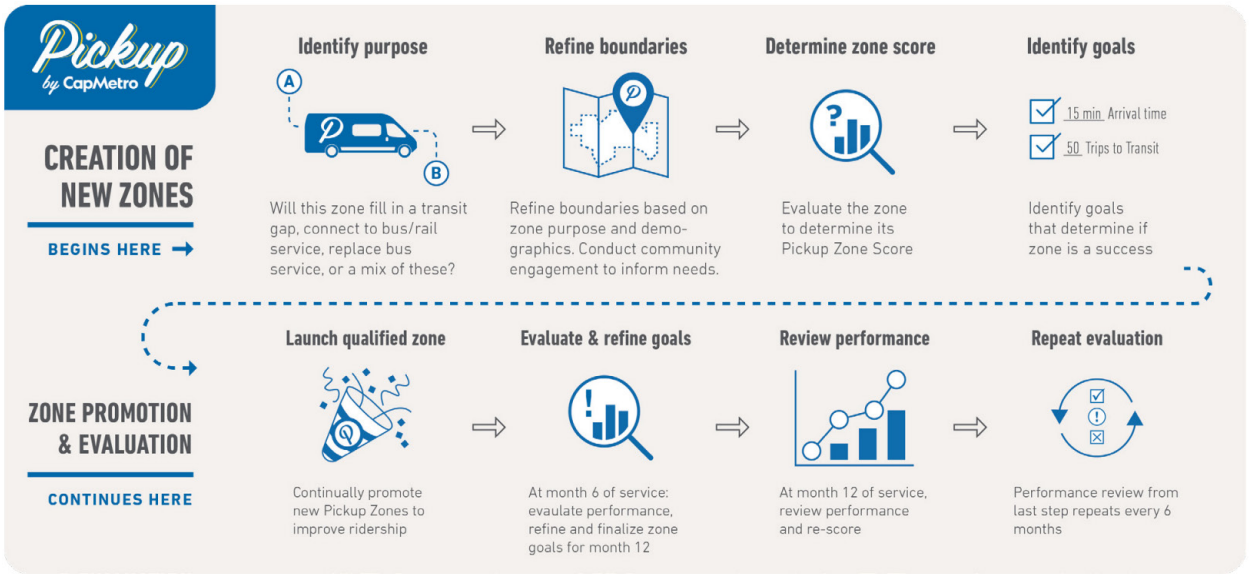
***Service purpose:** Fill gaps in the service network and provide transportation options in areas that have low-density land use. Zones can also be used to replace poorly performing fixed-route service, though they have not been used in this way to date.*

CapMetro Pickup is an on-demand microtransit service operating in 11 zones in the Austin, Texas, metropolitan region since 2017. CapMetro's funds Pickup mostly from its general fund, which comes from a 1% sales tax. In urbanized areas outside of CapMetro's service area, FTA Section 5307 urbanized area funds can be used to fund the service.

CapMetro handles operations, staffing, and vehicles in-house using Via software for scheduling. Pickup is interoperable with MetroAccess, CapMetro's paratransit service. This saves money by shifting trips from paratransit to on-demand and provides more flexibility for paratransit-eligible riders who want to book trips on demand rather than scheduling in advance as required for MetroAccess.

CapMetro has a well-defined system for establishing and evaluating zones (Figure 6).

**Figure 6 CapMetro System for Establishing and Evaluating Zones**




To identify potential zones and evaluate the success of existing zones, CapMetro uses a scoring matrix based on the following three categories:

- **Community characteristics**: zero-car households, median household income, households in poverty, minority population, population age 65 and older, and presence of essential services (medical, grocery, schools, shopping centers, and affordable housing).
- **Service quality**: passenger wait time, square mileage, and ridership.

- **Sustainability**: cost-effectiveness, the number of MetroAccess (paratransit) customers and mobility impaired passengers served, and the percentage of rides that are shared.

The matrix ensures that the same criteria are being applied evenly across the Austin metropolitan region and helps CapMetro manage implementation given the expense of providing the service.

> **Additional Resources**
> More information on CapMetro's process for identifying and evaluating zones can be found in CapMetro's Guidelines for Pickup Service (2020).

Unlike some microtransit services that only operate within the transit agency's service area—like UTA's—CapMetro has a system in place for developing service in areas that are partially or fully outside of the CapMetro service area. CapMetro has a cost-sharing system in place that divides responsibility for funding based on the percentage of the zone that is in each jurisdiction's boundaries. For example, if 70% of a zone is in CapMetro's service area and 30% of the zone is outside of the service area in the county, CapMetro will cover 70% of costs and the county will cover 30% of costs. For areas that fall entirely outside of CapMetro's service area, CapMetro will plan and operate a Pickup zone if the jurisdiction covers 100% of costs. For Pickup service to be implemented outside of CapMetro's service area, the jurisdiction must have their own transit development plan, and CapMetro will help fund the plan if it doesn't already exist. CapMetro staff report that the ability to create zones that extend beyond CapMetro's service area—and the cost-sharing system used to fund these zones—have been key to the program's success.

As of December 2024, the average number of customers served per hour across all 11 zones was 3.3.

## Strengths

- A hybrid model of operations works for CapMetro: Handling operations, staffing, and vehicles in-house saves the agency money. Using a scheduling software (they use Via's) increases efficiency.
- The service is interoperable with paratransit and is handled by the same demand response team, which also includes bikeshare.
- CapMetro has a cost-sharing model that allows Pickup zones to be established partially or fully outside of the service area.
- CapMetro has a clear structure for evaluating current zones and potential new zones.

## Challenges

- The service is oversubscribed, and the ability to expand further is constrained by competing priorities for CapMetro's budget.
- There can be political challenges related to service provision, as many jurisdictions want the service. The evaluation matrix helps keep decisions of where to serve as neutral and facts-based as possible.

# Denver Connector

***Service type**: On-demand microtransit*

***Location**: Three zones in Denver, Colorado*

***Service purpose**: Connect riders to fixed-route transit and community destinations in neighborhoods where land use patterns and street network patterns make fuller fixed-route transit coverage challenging*

The Denver Connector is a free microtransit service provided by the City and County of Denver's Department of Transportation and Infrastructure (DOTI) to improve access and connections to transit in several neighborhoods. The program was piloted for one year in the Montbello neighborhood starting in 2021, extended by another two years to a slightly larger Montbello service area, and new zones in the Globeville and Elyria-Swansea neighborhoods and West Denver have been launched since. The service is provided on weekdays between 6 a.m. and 8 p.m. The neighborhoods served by Denver Connector are served by some fixed-route transit, but there is no evidence from fixed-route ridership data that the microtransit program has replaced fixed-route transit trips. Anecdotally, they have heard from Denver Connector riders that the service has made trips possible that they wouldn't have taken before.

During the pilot project in Montbello, DOTI contracted with Northeast Transportation Connections (NETC), an equity-focused transportation management association (TMA) that serves culturally and linguistically diverse and low-income communities, for engagement work. NETC works with employers to create and sustain multimodal transportation benefits for employees and works with developers to create transportation demand management (TDM) plans that align with the City's TDM requirements. NETC's existing relationship with the neighborhood helped gain trust and a sense of legitimacy for the project.

### Additional Resources

More information on NETC's engagement methods can be found in Get There Oregon's Core Principles for Limited English Proficiency (LEP) Engagement in Transportation Options Programs.

The Denver Connector is funded through a variety of funding sources. The main source of funding comes from the Transportation and Mobility special revenue fund, which was established in 2021 and paid for via an increase in parking fees. RTD, the transit provider in the Denver metropolitan area, contributes funding through a portion of their budget that is passed through to local jurisdictions. Some funding comes from the State of Colorado's tax on oil and gas revenues, which is distributed for funding clean transit via formula funds. The electric vehicles used for the program were leased using Denver's Climate Protection Fund, which raises approximately $40 million each year through a 0.25% local sales and use tax. It sets a goal of spending half that amount on communities most vulnerable to the impacts of climate change. The funds can be used for green jobs, clean energy, environmental justice, adaptation and resiliency, sustainable transportation, and safer and more energy-efficient buildings. In addition to the funding for electric vehicles, DOTI received some

funding for operations of the service, but this is not a long-term solution for operations funding because the money is primarily meant to stand up new services and programs.

The service, which operates with ten vehicles across three zones, costs $2 million a year to operate. DOTI contracts with a turnkey provider, Downtowner, that provides vehicles, staffing, and scheduling.

DOTI tracks four key performance indicators for the service (Table 3).

**Table 3 Denver Connector KPIs, September 2025**

| Zone | Passengers per revenue hour | Trips per hour | Percent of trips with 30+ minute wait time | Cost per ride | Passenger experience rating |
|---|---|---|---|---|---|
| Montbello | 6.1 | 4.7 | 57% | $11.25 | 4.8/5.0 |
| Globeville and Elyria-Swansea | 6.6 | 4.0 | 31% | $12.41 | 4.9/5.0 |
| West Denver | 5.3 | 3.2 | 18% | $14.43 | 4.9/5.0 |
| **Average** | **6.0** | **4.0** | **35%** | **$12.70** | **4.9/5.0** |

Where trips per hour are lower than passengers per hour, more rides are shared, which is one of the goals of the service.

DOTI's goal for cost per ride is $10. The service partially meets that target in the Montebello zone and is still working to achieve that target in the other two zones.

## Strengths

- DOTI was well-positioned for doing a detailed analysis of transit gaps in the City and County of Denver.
- Contracting with a TMA that had a strong presence in the area was crucial to the success of the engagement process during the project pilot.
- In the last five years, Denver and Colorado have established new sources of funding that can be used for transit (to varying extents).
- The service is well utilized and popular with the community.

## Challenges

- Repeating the success of the service's implementation in the Montebello, Globeville, and Elyria-Swansea neighborhood may be challenging without a trusted partner such as NETC.

## RTD FlexRide

Another community connector service operating in the Denver region is RTD's FlexRide, which operates as a hybrid version of on-demand service and flex-route shuttles. RTD's FlexRide services depart from major transit stops at regular intervals, and passengers can be picked up at those times and locations without reservations. To be picked up or dropped off at all other locations within the local FlexRide service area, passengers can make reservations ten minutes to 30 days before the desired trip time. Recurring trips at the same time and the same location can be booked up to 90 days in advance. Passengers can book using the FlexRide app, available on desktop and smartphones, or by calling. When riders call, they are directed to leave a message on the driver's cell phone. RTD aims to return calls within one hour.

RTD runs FlexRide transit service in approximately 24 communities in the region. FlexRide connects to community destinations and to RTD's fixed-route service. Fares are $2.75 for a standard three-hour pass and $1.35 for a discounted fare. Youth aged 19 and under ride free.

# Metro Flex

***Service type:*** *On-demand microtransit*

***Location:*** *King County, Washington*

***Service purpose:*** *Connect to fixed-route network and community destinations in areas that are challenging to serve with fixed-route transit*

King County Metro (KCM) operates a corner-to-corner on-demand microtransit service in ten zones in King County. The service is provided by Via.

KCM's system for identifying new zones is outlined in their System Evaluation document:

1. KCM starts by identifying all Transit Connection Locations, which are transit centers or hubs with a certain level of transit activity. A two-mile walkshed is drawn around the primary facility. All areas with existing Metro Flex service are eliminated.
2. Next, areas are screened for equity and density. The average equity priority score for the block group in the proposed service area should be within the top 40 percent of all Transit Connection Locations, and the population density in the area should be between 5 and 18 people per acre.
3. The third step is to score zones by access to destinations. The number of jobs and community access are scored in quantiles, with the highest level of access receiving the highest score.
4. Based on this prioritization process, Metro Flex zones are established as funding and staff time allow.

King County Metro evaluates Metro Flex based on four criteria:

- Efficiency (cost per boarding): Metro's targets for efficiency are based on the 25th percentile on Metro's DART routes, which is a deviated fixed-route service operating in suburban areas with lower population density, more dispersed destinations, and fewer public transit options compared to areas with fixed-route transit. In 2024, the 25$^{th}$ percentile was 2.3 rides per platform hour.
- Productivity (cost per ride): Metro's targets for productivity are based on the 25th percentile on Metro's DART routes. In 2024, the 25$^{th}$ percentile was $34.86.
- Equity: Metro measures equity by comparing trips made to the service area and to the county as a whole. To compare equity to the service area, a spatial evaluation is used to compare the percentage of origins and destinations within Metro-defined Equity Priority Areas (EPAs) compared with the percentage of the zone that is an EPA. The percentage of trips to or from EPAs should match or exceed the percentage of the zone that is within an EPA. The county comparison uses a similar method but uses the percentage of the county that is within an EPA as the target (40%).

- Access to transit: Metro evaluates the extent to which the service is reaching residents without access to transit through a spatial analysis that creates a quarter-mile buffer around the fixed-route network. Zones with a higher percentage of homes and community assets outside of the quarter-mile buffer receive a higher score.

Some of KCM's Metro Flex zones are operated via partnerships with other jurisdictions. The West Seattle zone is fully paid for by the City of Seattle with funding from the transportation bond. The Issaquah zone is funded through Issaquah's transportation benefits district. Part of the Northshore zone is in Snohomish County; there is no cost-sharing mechanism in place with Snohomish County due to lack of available funds.

The Metro Flex app has several features that support access. Passengers with mobility needs can include them in their app profile, and they will be assigned a wheelchair-accessible vehicle and will be provided curb-to-curb service instead of corner-to-corner service. Passengers can also indicate that they are traveling with a bike when booking a ride, and a vehicle with a bike rack will be dispatched. If a trip is better served by fixed-route transit, the app will show fixed-route options instead of the on-demand service. Metro Flex fares can be paid with ORCA cards, and riders can transfer for free to or from buses, Sound Transit Link light rail, or Sounder. This encourages use of the service for filling first- and last-mile connections.

# Strengths

- Microtransit planning is folded into the larger service planning process.
- King County Metro uses clear criteria for creating and evaluating zones in line with their service goals.
- The methods for implementing and evaluating zones center equity.
- Fare integration through ORCA cards encourages connections with fixed-route transit.
- King County Metro partners with some jurisdictions that "buy up" the service using funding from transportation bonds or transportation benefits districts.

# Challenges

- Several zones were established before the prioritization process was put in place.
- While ORCA card integration should allow King County Metro to track what percentage of rides connect to fixed routes, technical issues with ORCA card readers onboard microtransit vehicles have limited this ability.

# Commute.org

***Service type**: Fixed-route shuttles*

***Location**: San Mateo County, California*

***Service purpose**: Fill first- and last-mile gaps in the high-capacity transit system, particularly for work commutes*

Commute.org is a joint powers authority (JPA) comprised of 17 cities and towns as well as the County of San Mateo, south of San Francisco. Formed in 2000, the agency provides TDM programming and services to employers, residents, and commuters. The shuttle program emerged out of a need for better workplace connections. Much of SamTrans service was operating north–south, and there were gaps in service to business parks located east and west of SamTrans service. Commute.org operates free, peak-hour shuttle service to make first- and last-mile connections to/from rail stations (Caltrain and BART) and ferry terminals. They contract with a private operator who also provides the vehicles.

Funding comes from a variety of local and regional public sources as well as contributions from private-sector participants in the agency's first- and last-mile shuttle program. Shuttle routes are established when an employer or developer—or a consortium of employers and/or developers—brings forward a shuttle proposal that serves their workplace or development. The private shuttle consortium is responsible for at least 25% of startup and ongoing operations costs of the shuttle route, and the consortium is billed biannually. The primary public source of funding for the 75% match comes from Measure A, a half-cent sales tax levy for transportation facilities and services. Initially passed in 1988, Measure A was reauthorized by County voters in 2004 and will be in effect until 2033 under the current authorization. Of the sales tax revenue gathered under Measure A, 4% is set aside for first- and last-mile transportation solutions. San Mateo County's Transportation Authority makes funding awards every two years.

A variety of policies and programs support Commute.org in meeting its primary goal of reducing vehicle miles traveled (VMT).

- In 2020, California Senate Bill 743 established VMT as the main measure by which a building or transportation project is evaluated during the environmental review process. Prior to implementation, level of service (LOS), or congestion, was the measure used to evaluate projects and buildings. Using LOS as the measure for new developments pushes developers to add roadway capacity and make intersection improvements. In contrast, using VMT encourages developers to improve sidewalks, add bike infrastructure, and provide transit passes to residents and employees. Sponsoring shuttles is another way to decrease VMT.
- More recently, the City/County Association of Governments of San Mateo County (C/CAG) passed a new TDM ordinance that applies to all developments in San Mateo County that generate 100 or more average daily trips. Developments are categorized based on their size and proximity to frequent transit. These developments must meet all required TDM measures and enough additional requirements to meet the minimum trip reduction requirement. However, ensuring compliance can be challenging. Cities that have their own TDM

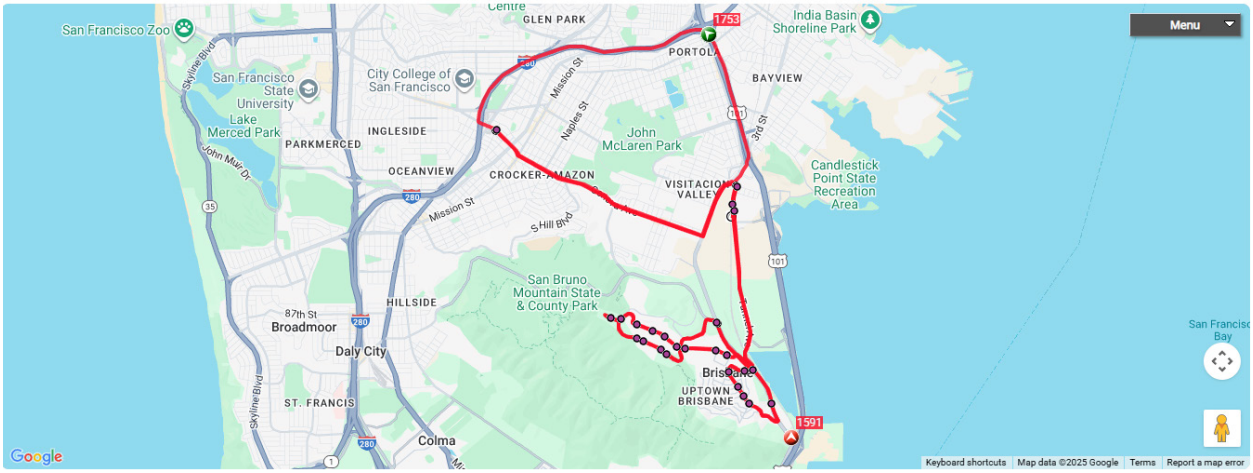
requirements are generally more successful at achieving compliance, and some cities, like Foster City, require that employers and developers of a certain size take part in the shuttle program.

The public-private funding structure of the shuttle program has historically been successful, but rising costs, especially rising wages, has put a strain on the program. When Commute.org's ten-year shuttle contract recently expired, costs rose by approximately 70% in the new contract. And when interest in the shuttles outstrips available funding, there is not a clear way to determine which shuttles should remain. Some major employers are willing to increase their contribution to keep a shuttle that they need (e.g., Stanford's Redwood campus) and are more likely to be retained. However, this creates equity issues, because consortiums of smaller employers, especially those providing working-class jobs, are most likely to be priced out. Due to the rising cost of wages, there is increasing interest in the use of autonomous vehicles.

Commute.org sets a benchmark of less than $9 per ride and more than 15 riders per hour for its commuter shuttle services. In the first quarter of FY2026, few of the routes were meeting these benchmarks, and the average cost per passenger was $18.37, and the riders per hour was 9.

Commute.org reports that shuttles do best when serving a variety of destinations so there is a less defined peak direction of travel. For example, the Brisbane Crocker Park shuttle is set up to serve employment and residential destinations in both the outbound and inbound directions, as well as the BART and Caltrain. In the first quarter of FY2026, this route served 15 passengers per hour with a cost per passenger just over $11 an hour.

**Figure 7 Brisbane Crocker Park Shuttle Route**




Source: Commute.org

# Strengths

- Cost-sharing with private employers and developers decreases public cost of the services.
- The requirement for shuttle consortiums to provide at least 25% of operating costs creates a continuous revenue stream for the service.

- Commute.org can be nimble in responding to the changing landscape in the county.
- Shuttles provide access to/from rail stations.
- Some cities within San Mateo County require new or updated properties to participate in Commute.org shuttles or similar services.

# Challenges

- Rising costs threaten the financial stability of the model.
- As costs rise, the amount of service that can be offered with the same amount of funding decreases. There is no clear method in place for evaluating which services should remain, which creates equity concerns.

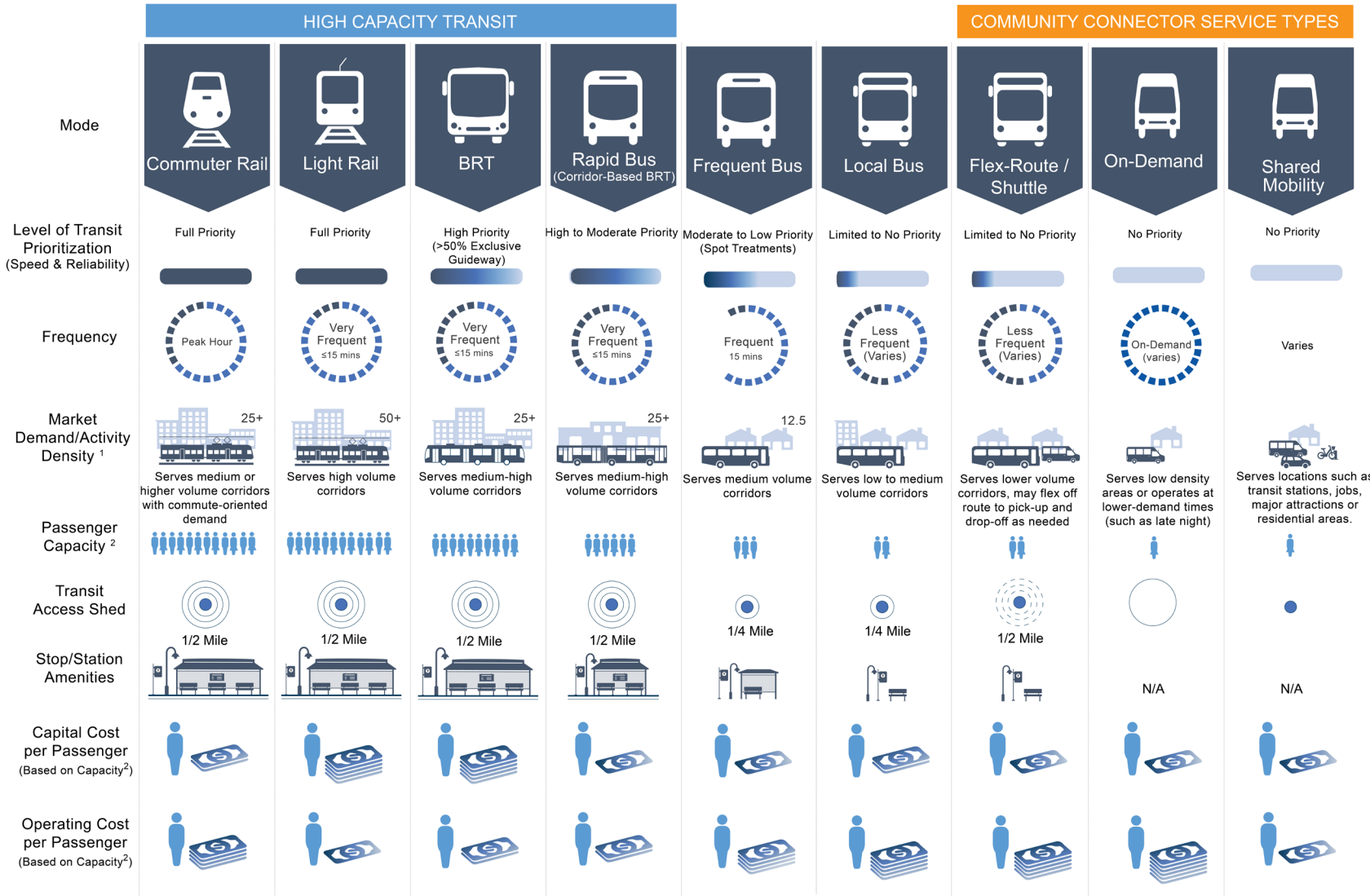
# Case Study Key Takeaways

- **Community connectors are part of a broader spectrum of transit types**, and adopting a mode choice logic framework as UTA does can help clarify what type of mode is appropriate—both for providers and for consumers. Consolidated sources of information, like regional trip planners, can support transit riders in making mode choice decisions. Additionally, advances in technology allow on-demand service apps to show fixed-route options when passengers book services and can even remove the option for booking on-demand service when a fixed-route alternative exists.
- **Community connectors can and should be considered as part of the larger transit planning process for the region**, with clear metrics for which type of service should be adopted. These metrics can include various elements, including population density, equity, and access to transit.
- **Community connectors are most effective when they can bridge jurisdictional gaps.** In some cases, this is achieved by regional transit providers providing community connector service over a wide service area; however, as seen in the CapMetro example, this can also be achieved through clear agreements between providers and jurisdictions.
- **As operational costs rise and ridership remains depressed from the impacts of COVID-19, providers must be creative with funding sources.** Strategies include developing public-private partnerships, securing climate funds for transit, channeling parking revenue into transit operations, and creating new taxes at the state level.
- **Different contracting models make sense for different providers. There are several considerations** for whether services should be provided in house, through a turnkey service, or through a combination of the two:
  - **Capacity for purchasing and maintaining vehicles**. Contractors that provide vehicles handle maintenance and regularly cycle in new vehicles (for example, Via turns over vehicles every two years), which can be helpful for small providers without the capacity to provide maintenance and replace vehicles.
  - **Staff capacity**. Large providers that can combine community connector management with other services, like CapMetro, can find cost savings in handling operations in house, but smaller providers generally lack the staff capacity needed and find turnkey services to be a better option. For providers that opt to provide a service in house or via a hybrid model, scheduling software like those provided by Via or Spare can increase efficiency.
  - **Service purpose**. While on-demand services typically allow passengers to request ADA-compliant rides, some agencies that intend on-demand services to be fully interoperable with paratransit may prefer to use their own trained drivers to complete rides.

# METRICS

This section provides performance metric considerations for a successful CCT service. CCT is intended to serve lower-density areas or operate at lower-demand times, as shown in the right three columns of the regional transit service type framework shown in Figure 8.

## Figure 8 Regional Transit Service Types




1. people per acre
2. passenger capacity is based on vehicle capacity and frequency

# Proposed Metrics

**Riders per vehicle revenue hour** and **cost per ride** are typical measures used to understand the productivity and cost effectiveness of a transit route. It is expected that CCT service would be able to serve fewer riders per hour and cost more per ride than a typical fixed route. However, since CCT service can be provided with smaller vehicles that do not require a commercial driver's license, they can also be operated at a lower cost.

Other metrics that may be used to evaluate community connector services include:

- Destinations served
- On-time performance and/or wait times
- Equity populations served
- Number of paratransit-eligible trips served
- Shared trips (measured as rides per hour compared to trips per hour)
- Transit gaps filled (measured as trips that begin or end outside of a quarter mile of fixed-route transit)
- Transfers to or from fixed-route transit

The following sections present these metrics for existing services in the region and the cases studies. More details on the considerations used for peer services are found in the individual case studies.

# Existing Transit and Shuttle Metrics and Performance Benchmarks

Table 4 below summarizes riders per hour, cost per ride, and service cost per hour measures for the services provided by local providers and case study providers. Because community connectors serve areas with lower population and employment density and challenging land use, they have lower productivity and cost effectiveness than fixed-route service. They can be less expensive to implement since they operate on a smaller scale than fixed-route service, although they may not include administrative costs (like County staff) that are included in costs for providers like TriMet and SMART.

**Table 4 Summary of Existing Transit Metrics (Riders per Revenue Hour and Cost per Ride)**

| Provider | Service type | Average Riders per Vehicle Hour [1] | Average Operating Cost per Ride [2] | Operating Cost per Vehicle Hour [3] | Notes |
|---|---|---|---|---|---|
| **Local Fixed-Route** | | | | | |
| TriMet | Fixed-route bus | 21.5 | $9.70 | $209 | NTD, 2024 |
| | Light rail | 43.3 | $10.74 | $465 | NTD, 2024 |
| | WES | 31.7 | $98.70 | $3,129 | NTD, 2024 |
| | NEXT | 1.74 | $69.31 | $89.94 | Dec 2024 |
| SMART | Fixed-route bus | 7.5 | $29.88 | $225 | NTD, 2024 |
| **Local Community Connector Examples** | | | | | |
| Multnomah County | Shuttle | 3.7 | $103.10 | $210.88 | FY 2025 [4] |
| Washington County | Shuttle | 3.5 | $24.62 | $85.21 | 2025 [5] |
| Clackamas County | Shuttle | 2.5 | $35.52 | $89 | FY 2025 [6] |
| C-TRAN Current | On-demand | 2.2 | N/A | N/A | Jan-Oct 2025 |
| **National Case Studies** | | | | | |
| Commute.org | Shuttle | 9.0 | $18.37 | $165 | Jul-Sep 2025 [8] |
| UTA On-demand | On-demand | 2 to 5 | $29 | N/A | 2024 [9] |
| Denver Connector | On-demand | 5.5 to 6.9 | $18.42 | $112.36 | Sept 2025 [10] |
| CapMetro Pickup | On-demand | 3.3 | N/A [9] | N/A | Dec 2024 [11] |
| KCM Metro Flex | On-demand | 2.7 | $33.29 | $89.89 | 2024 [12] |

Notes: [1] Annual unlinked passenger trips/annual vehicle revenue hours (or similar). [2] Operating expense per unlinked passenger trip (or similar). [3] Operating expense per vehicle revenue hour

[4] Multnomah County: Based on ACCESS Shuttle data for FY2025 (July 2024-June 2025). Statistics reflect a blended cost accounting for changes in rates and frequency. The current negotiated base rate for services is $273/hour with fluctuations upward or downward based on the cost of diesel. Operating cost includes vehicles.

[5] Washington County Community Connector: Based on 2025 calendar year through Oct 2025 (10 months). Hourly cost is valid through June 2026 and includes amortization of vehicles.

[6] Clackamas County: Based on data for FY2025 (July 2024-June 2025). Operating cost per vehicle revenue hour approximated as cost per ride multiplied by riders per hour. Clackamas County provides vehicles.

[7] C-TRAN: Based on 2025 calendar year through Oct 2025 (10 months). Cost was not tracked separately for the service in 2025.

[8] Commute.org: FY2026 YTD (July-Sept 2025, 3 months). Metrics for SamTrans/BART shuttles only.

[9} Data from UTA. Provided November 2025. [Metrics to be confirmed/updated]

[10] Data from City and County of Denver (DoTI) for Oct 2025. Provided January 2026. Operating cost per vehicle revenue hour approximated as cost per ride multiplied by riders per hour.

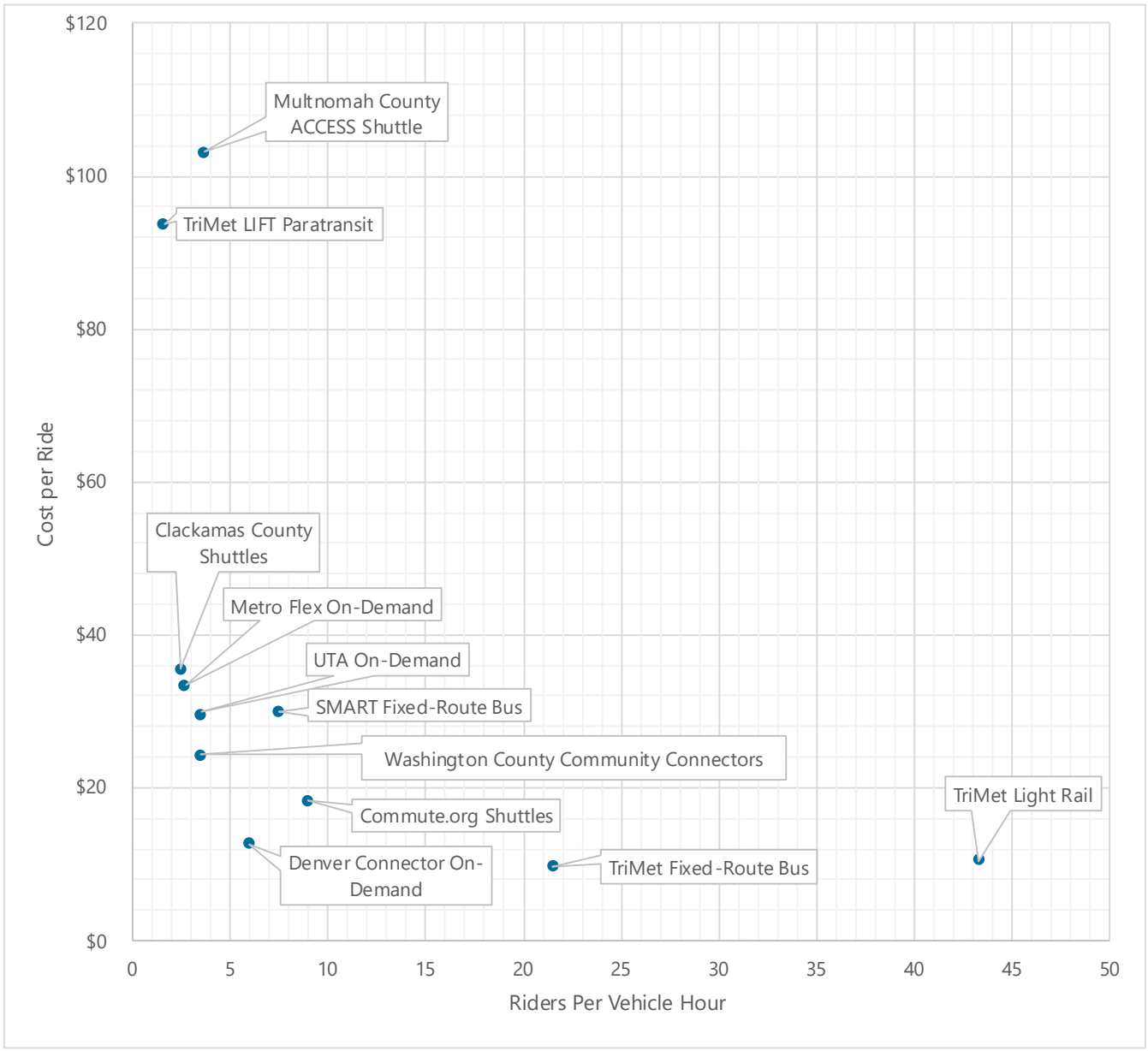
[11] For CapMetro, the operating expense per unlinked passenger trip for all demand response (paratransit and Pickup) is $73.70, per 2024 NTD data. Disaggregated numbers are not available.

[12] Data from King County Metro's 2024 System Evaluation, which uses data from September 2023 through March 2024. Cost per revenue hour is approximated as cost per ride multiplied by riders per hour.

# Local and Peer Performance Metrics

Figure 9 illustrates two key metrics—cost per ride and riders per vehicle hour. All CCT services fall between 2.5 to 10 riders per vehicle hour, with the exception of TriMet fixed-route bus and MAX light rail, which exceed 20 and 40 riders per vehicle hour, respectively.

**Figure 9 Summary of Local and National CCT Performance Metrics**

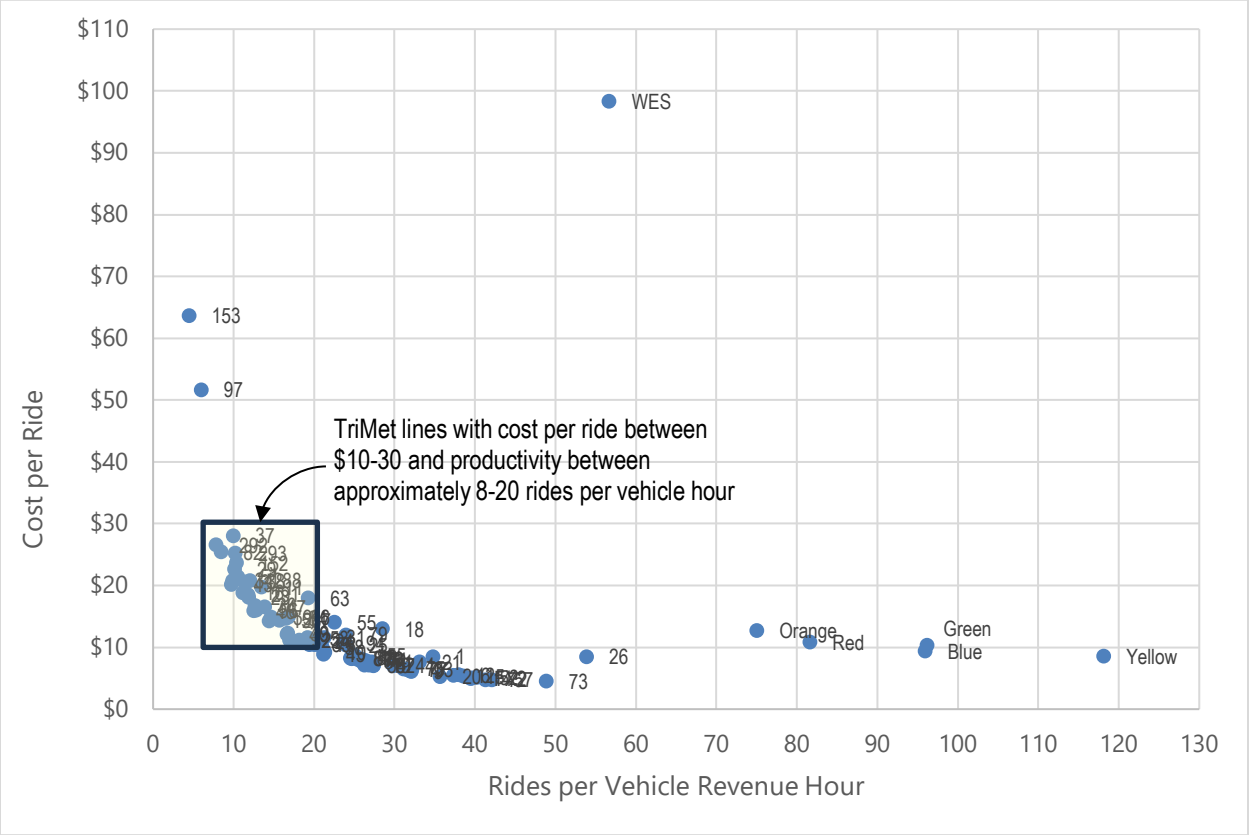



Note: See Table 4 for data sources and years

# TriMet

Most TriMet routes exceed 10 rides (unlinked trips) per vehicle hour, and many exceed 20 rides per hour. A small number of routes carry fewer than 10 rides per hour.

**Figure 10 TriMet Productivity and Cost per Ride, Spring 2025**

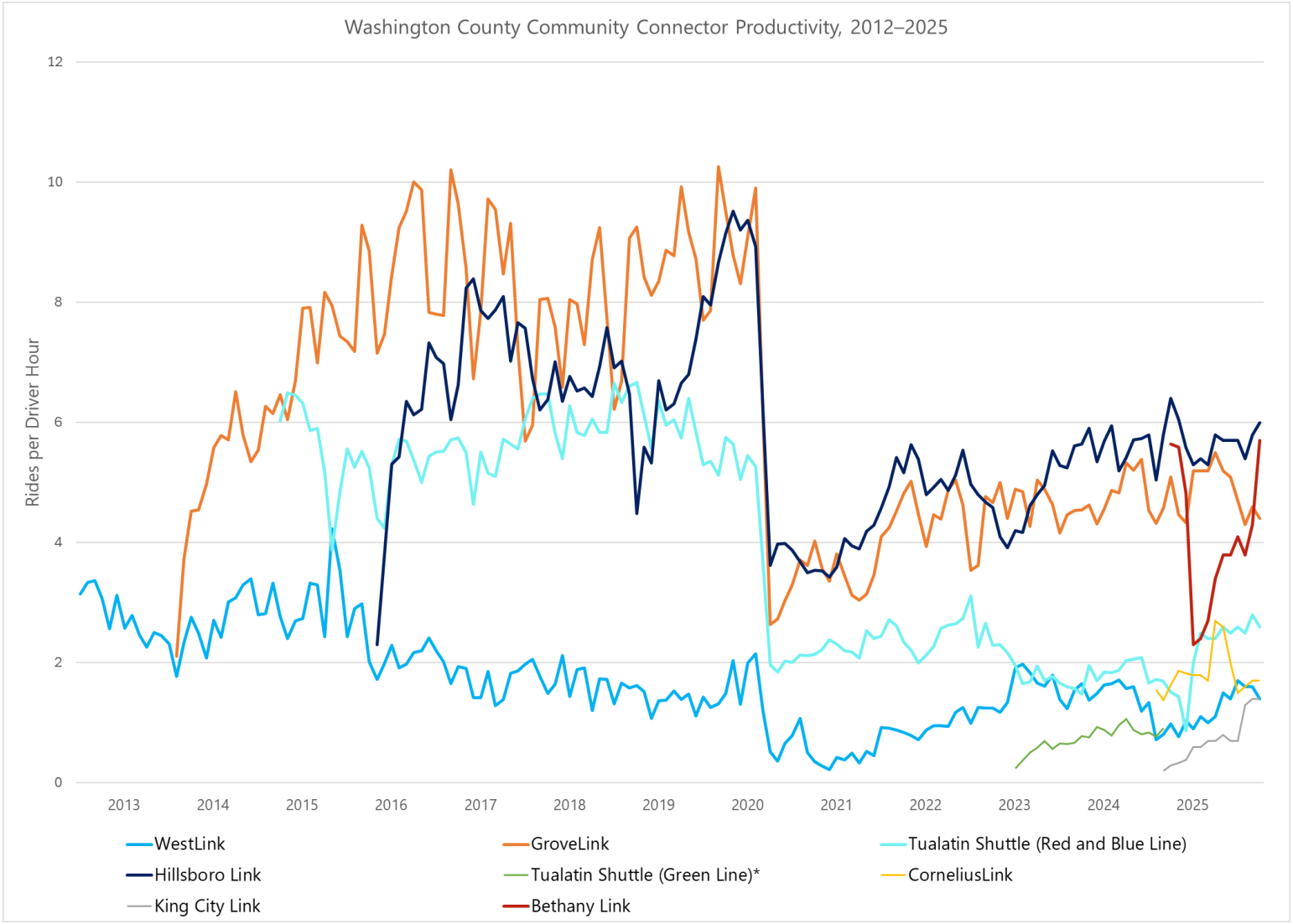



Source: TriMet Passenger Census Report, Spring 2025

# Washington County Community Connector

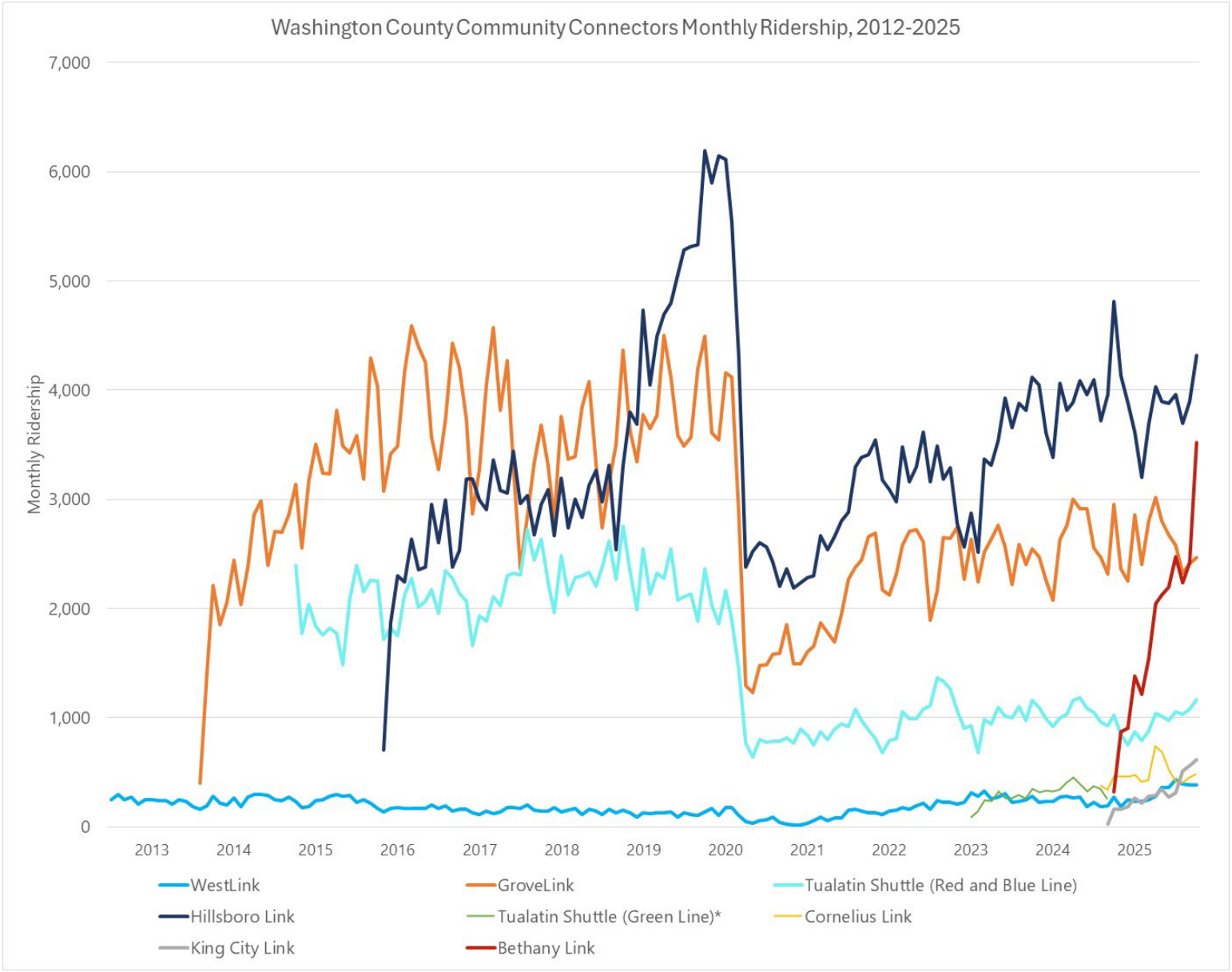
Productivity (rides per hour) is shown for Washington County's shuttles below (Figure 11). Prior to the beginning of the COVID-19 pandemic, Hillsboro Link and Grove Link were approaching ten rides per hour. After a steep decline during the pandemic, they have recovered to approximately six rides per hour. Washington County's shuttles have generally seen an increase in ridership since the pandemic. The same pattern is seen in overall monthly ridership, shown in Figure 12.

**Figure 11 Washington County Community Connector Rides per Hour (through Oct 2025)**




Data Source: Ride Connection. Notes: *The Tualatin Shuttle Green Line was discontinued in 2024 when TriMet expanded service on Line 76

**Figure 12 Washington County Community Connector Monthly Ridership (through Oct 2025)**

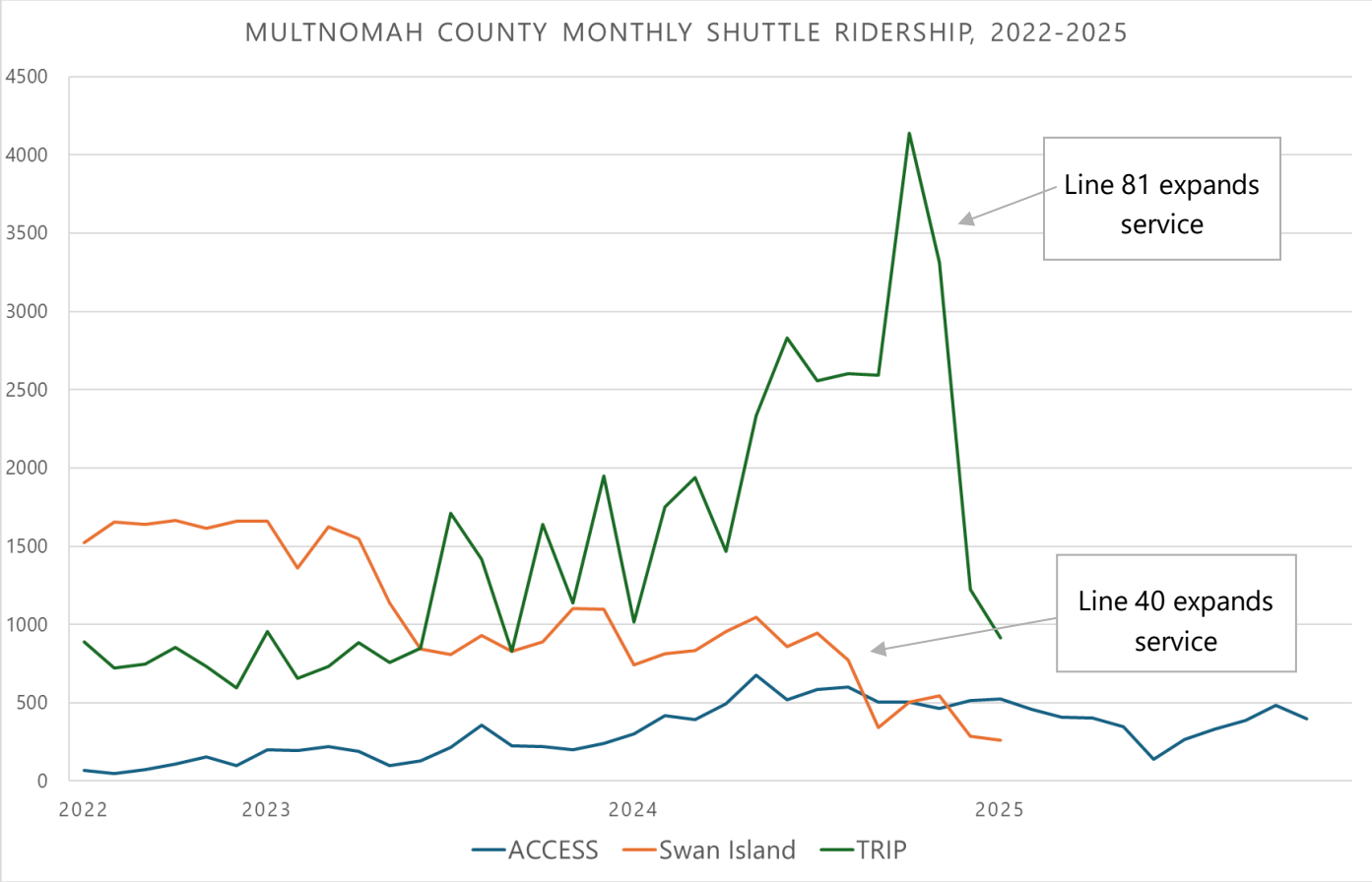



Data Source: Ride Connection. Notes: *The Tualatin Shuttle Green Line was discontinued in 2024 when TriMet expanded service on Line 76

# Multnomah County Shuttles

Figure 13 shows the monthly ridership for the three Multnomah County shuttle lines. The TRIP shuttle and the Swan Island shuttle were discontinued due to increases in TriMet service, with brief periods of overlap between the shuttles and expanded service, shown in the decreases in ridership on both shuttles before discontinuation. The TRIP shuttle in particular shows a steep increase in ridership before Line 81 expanded service. The ACCESS shuttle has slowly gained ridership over time, but ridership has decreased over the last approximately 10 months.

**Figure 13 Multnomah County Shuttle Monthly Ridership**




Data Source: Multnomah County

# Performance Metrics

## Peer Benchmarks

High ridership and low costs are typically not the sole goals of community connector services for the reasons identified above. However, the case study providers do for the most part set targets for productivity and cost effectiveness by which to measure their services.

The services profiled all set a floor of 2 riders per vehicle revenue hour for their services but aim to achieve at least 4 to 5 riders per hour, and a resulting cost per ride of up to $10 or $20 per ride. Industry best practices generally suggest a range of 4 to 8 riders per vehicle hour for a deviated or flex-route type service, and lower for a microtransit or on-demand type service, e.g., 2.5 to 4 riders per hour. Commute.org varies its thresholds based on service market, with higher standards for commuter-oriented shuttles and lower standards for community-oriented shuttles.

By comparison, most ADA Paratransit services serve 2 to 3 riders per vehicle hour and fixed-route services generally serve a minimum of 8 to 10 riders per hour, often significantly more. A productivity of 10 riders per hour could suggest considering whether a fixed route may be appropriate, given other factors such as street connectivity and land use access are conducive to a fixed route. In some cases a CCT service that operates smaller vehicles and is able to deviate to serve employment sites or other land uses may remain appropriate depending on context.

**Table 5 Productivity and Cost Effectiveness Targets by Agency**

| Provider | Service type | Riders per revenue hour (target) | Cost per ride (target) |
|---|---|---|---|
| Commute.org | Commuter Shuttle | ≥15 | ≤$9 |
| | Community Shuttle | ≥10 | ≤ $11 |
| | Door-to-Door Shuttle | ≥2 | ≤ $22 |
| UTA On-demand | On-demand | 2–5 | ≤$20 |
| Denver Connector | On-demand | >2* | ≤$10 |
| CapMetro Pickup | On-demand | 4 | Cost effectiveness is one of many measures used to evaluate zones. Points are given to each zone based on cost per passenger, with the middle number of points representing the median cost. |

** 2 riders per hour is the minimum requirement for one of Denver Connector's grants. Expectations for riders per hour have risen since successful establishment of the zones but are not officially quantified.*

# CCT Metric Considerations

The graphic below illustrates performance benchmarks to consider for CCT, given a hypothetical CCT line with one vehicle operating 10 hours per day at a hypothetical cost of $100 per hour—which may vary by provider and context. Considerations may be different for a rural service.

- **Desired**: 4 to 10 riders per vehicle hour, which equates to $10 to $25 per ride.
- **Acceptable (depending on context, e.g., equity populations, nature of service gaps, etc.):** 2 to 4 riders per hour, which equates to $25 to $40 per ride.
- **Below threshold:** Fewer than 2 riders per hour, with a cost per rider exceeding $40. At this cost, it could be more cost-effective to provide a voucher for privately operated services.

**Figure 14 Conceptual Performance Metric Illustrations [Alternative Options]**

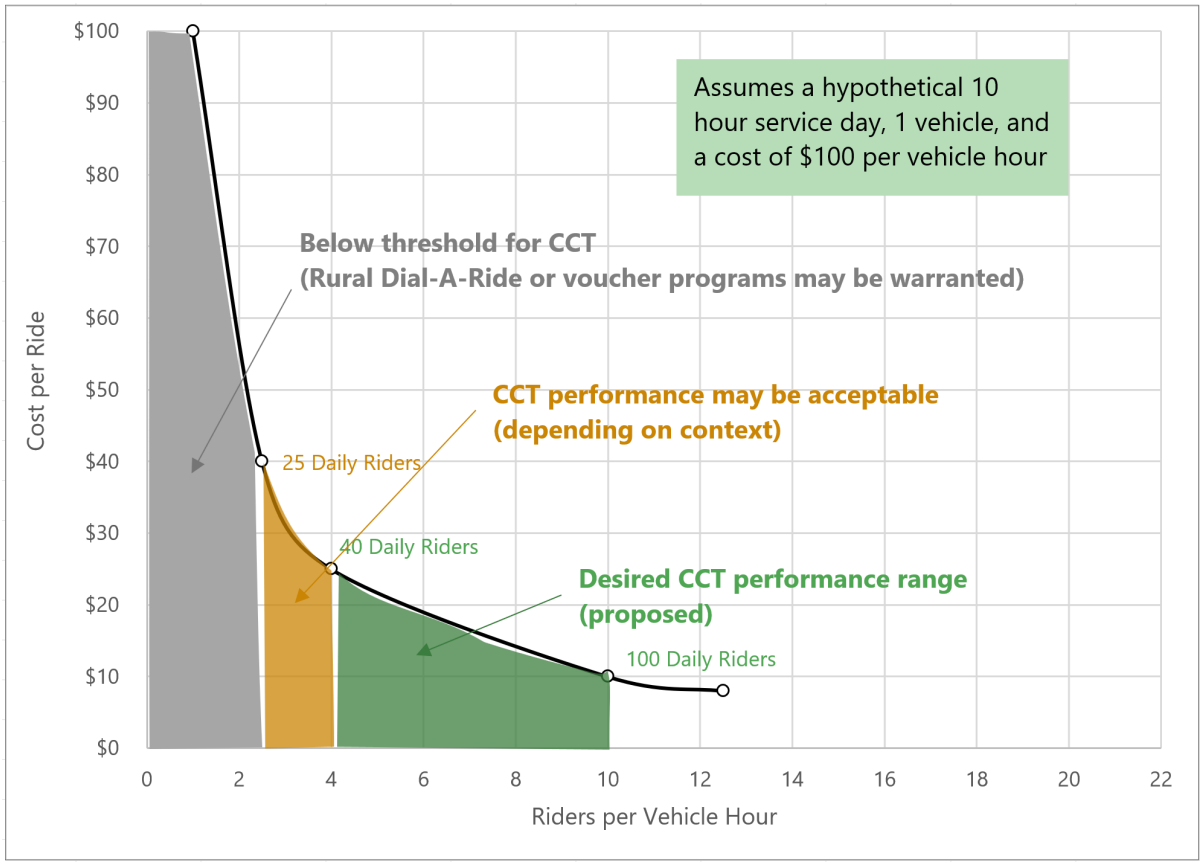


**Figure 15 Evolution of a CCT Service**

**Riders per Hour**

**New CCT Service:**

**2-4 riders per hour** may be appropriate when a service is launched and while public awareness grows and marketing efforts are ongoing. Partnerships with TMAs should be used to advertise new CCT service and ensure it is coordinated with employer outreach efforts.

**Established CCT Service**

Within 2 years, a service could be expected to demonstrate its utility by sustaining ridership of 4 to 8 riders per hour. Services still operating close to 2 riders per hour could be redesigned using outreach and partnerships with TMAs to develop appropriate changes. Discontinuation of services that have fallen below 2 riders per hour could be considered if efforts to increase ridership are unsuccessful. Low-ridership community connectors that serve equity populations should be maintained with increased outreach to advertise the service to appropriate equity communities.

**CCT Service Area Exceeds Capacity Threshold**

Services that exceed 10 riders per hour could be considered for additional fixed-route service or to transition to a fixed-route service. The specific approach will vary for each service area.

# RECREATION SHUTTLE FUNDING AND GOVERNANCE

Recreation shuttles are often not the first priority for limited funding resources given the need for more lifeline connections to destinations like work, school, medical facilities and other services, childcare and grocery stores. However, recreation contributes to better physical and mental health and is a factor in increasing quality of life. It is an important equity consideration as the Parks Transit Strategy assessment showed that transit access to regional parks increases with proximity to the central city, opposite recent gentrification patterns. Generally that means that equity focus areas have lower access compared to other areas. With that in mind, this section explores how examples of recreation service locally and nationally are funded to highlight more potential solutions the region can consider in the future.

## Local Cases

### Sandy River Shuttle

In the summer of 2025, the City of Troutdale operated a pilot shuttle serving major destinations on the Sandy River. The pilot was funded in part through a $150,000 grant from Travel Oregon's Competitive Grants program. The grant program sets aside ten percent of Travel Oregon's budget to support projects that "contribute to the development and improvement of local economies and communities throughout Oregon by means of the enhancement, expansion and promotion of the visitor industry." While most of the funding goes to projects not related to transit, it is a funding source that should be considered other recreation-centered transit pilots.

While information about ridership and cost per ride is not yet available, estimated operating costs for contracted services are. Based on average costs for contracted demand response services in Oregon, average hourly operating costs were assumed to be $150 per vehicle revenue hour. To operate three buses on weekends and holidays from Independence Day through Labor Day with 30-minute headways, the total seasonal costs were estimated at $81,000. This is a low-end estimate based on a shorter service period and service only on Saturdays and Sundays. Expanding the service to Memorial Day through Labor Day or providing service on more days of the week would increase costs. Additionally, costs for contracted service vary and would increase service costs if they were higher than expected.

Read the Sandy River Shuttle Feasibility Study, produced by Kittelson & Associates in 2025, for more detail on the Sandy River Shuttle and other relevant case studies for recreation services.

### Washington Park Shuttle

The Washington Park Shuttle is a free shuttle serving the major park attractions in Washington Park in Portland. Explore Washington Park (EWP) is a 501(3)(c) governed by a board made up of representatives from major destinations in the park, the surrounding neighborhoods, TriMet, and

Travel Oregon. The shuttle is funded by parking revenue from the paid parking lots within the park. Most of the shuttle stops are at destinations within the park, with only a couple stops in residential areas near the park. Therefore, most users of the shuttle either drive or take TriMet service to the park before using the shuttle. EWP is pursuing ways to increase transit access to the park. In 2024, EWP distributed more than 7,660 subsidized TriMet passes for travel to and from the Park for non-native English speakers, people of color, people living on a low income, people who are disabled, and people who are dependent on public transit or lack access to private vehicles. Programming on the free shuttle has further expanded accessibility and inclusion in the park. A partnership with Vive NW brought in 60 Spanish-speaking community members for a Spanish tour on the free shuttle, and partnership with school groups brought in another 250 visitors to the park. EWP has also considered balancing the need to charge for parking with the barriers that paid parking creates for low-income community members. In April through September of 2024, EWP and Portland Parks & Recreation distributed 391 parking validation codes to underserved community members.

# Multnomah County

Multnomah County does not operate a recreation-specific shuttle; however, the ACCESS Shuttle serves Whitaker Ponds in Northeast Portland. Multnomah County has identified the need to more effectively get people from rural areas to key destinations and to get people from cities and towns to recreation in the county's rural areas. The desire to better serve recreation trips arises in part from the need to reduce congestion on roads like the Historic Columbia River Highway that don't have the capacity to meet the demand for recreation via single occupancy vehicle trips, which has safety impacts. One local example of a service that does this with one single route is Columbia Area Transit's Columbia Gorge Express service.

# Recreation Shuttle Case Studies

## King County Metro, Trailhead Direct and Community Van

Trailhead Direct is operated by King County Metro, in partnership with King County Parks, and the Seattle Department of Transportation. The Seattle Department of Transportation funds 50% of Trailhead Direct operating costs through the Seattle Transit Measure, which uses sales tax revenue to fund improved KC Metro service in Seattle's Transportation Benefit District. The service is funded in part by Amazon, who is the sponsor of the program. Additional private funding from the REI Co-op, Clif Bar, and the Wilderness Society has helped KC Metro market the service and attract new riders. In addition to public-private partnerships, public-nonprofit partnerships are KC Metro partnered with the Environmental Coalition of South Seattle and the Wilderness Society to expand usage of the Trailhead Direct program amongst the Bhutanese, Chinese, Congolese, Japanese, Kenyan, Korean, Latinx, Vietnamese, and Ghanaian communities. In 2024, the program's operating expense per revenue hour was $179, and the total operating cost for the 2024 season (37 operating days) was $404,000.

To further encourage access to outdoor areas, KCM has been advertising the use of the Community Van for outdoor recreation and will cover the cost of Discover Passes. The Community Van is a volunteer-driven microtransit service that can be booked for any destination that is within a two-hour drive of the departure point. The Transit to Trails partnership has limited funding for King County residents who are people of color, immigrants, refugees, non-English speakers, disabled, LGBTQIA+, youth, and/or elderly to use the Community Van for outdoor recreation. When operating funds are limited or already reserved for other purposes, using volunteer drivers can be a way to keep down operating costs while still providing access.

## Cascades East Transit

Cascades East Transit (CET) operates three recreation-focused shuttles in the Bend region. The Mt. Bachelor ski bus provides transportation between Bend and the Mt. Bachelor Ski Resort seven days a week during the winter season. The tickets are $7 for a one-way trip and $12 for a round trip. Skiers can transport their equipment at the back of the bus. The service costs $750,000 a year to operate. At the end of the season, the ski resort compensates CET for all costs not covered by fares. This includes compensating CET for wear and tear on the vehicles, which is higher than typical fixed route wear and tear due to snowy and icy roads and heavy passenger and equipment loads.

In the summer, CET operates the Ride the River Shuttle, which is a daily shuttle serving floaters on the Deschutes River. CET used Federal Lands Access Program funding to purchase vehicles that are used for Mt. Bachelor service in the winter and Ride the River in the summer. Ridership is high on the route and covers operational costs. CET has a partnership with Tumalo Creek Outfitters, which sells a tube rental and shuttle package for $24.

The Lava Butte shuttle provides rides between the Lave Butte visitor center and the top of Lave Butte during the summer season. It operates every twenty minutes, seven days a week between 10 a.m. and 4 p.m.

# RECOMMENDATIONS

This report recommends the region work toward the following strategies and actions to help overcome the challenges identified in funding and governance (full list detailed in Table 6, next page).

Recommended Funding strategies:

- Advocate for increased funding at the state level (F.1)
- Identify additional regional funding sources for Community Connector Transit (F.2)
- Make the most of existing funding by reducing administrative burdens and enhancing technical assistance (F.3)

Recommended Governance strategies:

- Establish a venue for regional transit coordination (G.1)
- Improve public information sharing (G.2)

**Table 6: Summary of Recommended Strategies and Actions**

| Order | Recommended Strategy | Actions | Lead | Implementation Effort | Stakeholders/ Partners | Funding | Governance | Challenges Addressed |
|---|---|---|---|---|---|---|---|---|
| F.1 | Jointly advocate for increased funding at the state level | Make the case for expanded transit funding (generally including Community Connector Transit) | Metro | Hard | All transit providers, local jurisdictions | X | | ▪ Funding limitations/ competition<br>▪ STIF plan constraints |
| | | Explore joint grant applications for federal and state funding for the region | Metro | Medium | All transit providers, local jurisdictions | X | | ▪ Funding limitations/competition |
| F.2 | Identify additional regional funding sources for Community Connector transit | Explore opportunities for public-private partnerships, including TMAs | Transit providers, jurisdictions | Medium | Metro | X | | ▪ Funding limitations/ competition |
| | | Provide examples of how jurisdictions can use TDM to fund Community Connector Transit | Metro | Easy | Local jurisdictions | X | | ▪ Coordination among multiple service providers<br>▪ Funding limitations/ competition |
| | | Encourage local jurisdictions to explore funding sources or prioritize transit within existing funding | | | | | | ▪ Funding limitations/ competition |

| Order | Recommended Strategy | Actions | Lead | Implementation Effort | Stakeholders/ Partners | Funding | Governance | Challenges Addressed |
|---|---|---|---|---|---|---|---|---|
| F.3 | Make the most of existing funding by reducing administrative burdens and enhancing technical assistance | Streamline reporting procedures | ODOT, TriMet | Easy | All transit providers | X | | ▪ Administrative burdens<br>▪ STIF plan constraints |
| | | Coordinate Federal Report on PTASP and TAM | Metro | Medium | All transit providers | X | | ▪ Administrative burdens |
| | | Establish templates and/or standards for service contracting and explore opportunities for joint contracting | Metro | Easy | All transit providers | X | X | ▪ Administrative burdens<br>▪ Funding limitations/ competition |
| | | Improve pedestrian and bike access to existing CCT transit (including wayfinding) | Roadway owners | Medium | All transit providers | X | | ▪ Barriers to riders<br>▪ Challenging land use |
| | | Evaluate and enhance technical assistance for STIF administration | Metro | Medium | ODOT, all transit providers | X | X | ▪ Coordination among multiple service providers<br>▪ Siloed ridership markets<br>▪ Administrative burdens |
| | | Streamline transit stop permitting process | Metro | Easy | Local jurisdictions, all transit providers | X | X | ▪ Coordination among multiple service providers<br>▪ Administrative burdens |

| Order | Recommended Strategy | Actions | Lead | Implementation Effort | Stakeholders/ Partners | Funding | Governance | Challenges Addressed |
|---|---|---|---|---|---|---|---|---|
| G.1 | Establish a venue for Regional Transit coordination | Form transit provider coordination working group (region and/or sub-regional) | Metro | Medium | TriMet, SMART, counties, ODOT, other transit providers on an ad hoc basis | | X | ▪ Coordination among multiple service providers<br>▪ Limited opportunities for knowledge-sharing<br>▪ Siloed ridership markets |
| | | Formalize benchmarks for types of transit service | transit provider coordination working group | Easy | All transit providers | | X | ▪ Coordination among multiple service providers<br>▪ Barriers for riders |
| | | Identify and plan for regional transit facility needs | Metro, TriMet | Medium | All transit providers | | X | ▪ Coordination among multiple service providers<br>▪ Siloed ridership markets<br>▪ Barriers for riders |
| G.2 | Improve information-sharing to the public | | Metro/ TriMet | Easy | All transit providers | | X | ▪ Coordination among multiple service providers<br>▪ Barriers for riders |

# F.1. Advocate for increased funding at the state level

Building on the failure of the 2025 Legislative Session to enact a transportation funding package providing long-term stability for public transportation funding, stakeholders in the Portland region and statewide will be considering lessons from the past session and how to successfully advocate for future increases in STIF funding and possible changes in STIF rules. The transit funding challenges are not specific to CCT, the Portland region, or Oregon but are a broader national issue. However, Oregon agencies have limited access to funding sources compared to other states and the overall federal funding landscape. This recommendation could include:

- Making the case for what additional transit funding would be able to deliver and how transit supports broader goals (such as housing and climate)
- Advocating to allow STIF discretionary grants to be used for ongoing operations, not just for start-up
- Considering how funding needs and potential revenue sources differ based on geography and provider size

Within broader advocacy, the following actions could apply to CCT (and/or other elements of this study such as mobility hubs).

## Action: Make the case for Community Connector Transit

People fund what they care about. Creating an elevator pitch for why Community Connector Transit makes sense will help raise public and partner awareness of why it is valuable to invest in this type of service.

## Action: Explore joint grant applications for federal and state funding for the region

Metro helps convene competitive applications for federal and state funding like the SS4A program. Metro can work to find opportunities to incorporate wayfinding and pedestrian access into new projects. Metro is also a willing partner in helping local jurisdictions go after new sources of funding for transit.

# F.2. Identify additional regional funding sources for Community Connector Transit

## Action: Explore opportunities for public-private partnership

Many of the case studies have used public-private partnerships to create successful, sustainable transit services. Some of these services are recreation-focused, which has a clear nexus with businesses focused on outdoor recreation. Major tourist destinations can also benefit from investing in transit service by increasing visitor numbers and decreasing the need for parking while meeting regional goals of increased safety and fewer vehicle miles traveled. Others tap into the need for employers to have worksites that are accessible via transit for employees, providing a model for smaller employers or employment areas to pool resources. For major employers or destinations that are underserved by fixed-route transit, community connectors can be ideal solutions for smaller, more flexible transit tailored the destination or employment site's needs and hours. When private enterprises invest in transit, they are incentivized to help create services that are useful and successful. Opportunities for public-private partnerships will most likely be identified by transit providers or TMAs rather than Metro; however, Metro can play a role in coalition-building by setting up forums or presentations that foster opportunities for collaboration and connections between business partners and public partners.

## Action: Provide examples of how jurisdictions can use TDM to fund Community Connector Transit

Metro is in the process of developing its first regional TDM policy, in line with recommendations from the 2023 Regional Transportation Plan. As part of this effort, Metro could further explore the nexus between TDM policies and community connectors. One way to do so is by providing local jurisdictions with examples of how jurisdictions elsewhere use TDM policies to encourage or require businesses and employers to provide transit options [see sidebar for examples]. While the Portland region doesn't have the shuttle infrastructure in place to currently require participation in shuttles, stronger regional coordination of TDM policies could be an important first step for increasing usage of existing services and generating demand for more service.

In San Mateo County, CA (see Commute.org example), a county-wide TDM policy requires new development to take action to reduce anticipated vehicle trips created by the development. Taking part in Commute.org's shuttles is one way to achieve compliance in the program, and Commute.org provides support and monitoring for compliance. While Metro would not be able to implement an ordinance that requires developers to take part, it could provide individual jurisdictions with the tools needed to levy requirements on developers, similar to Portland's TDM policy for all developments with ten or more units in commercial or mixed-use zones, or on existing employers of a certain size, as is the requirement in Washington State. In the San Mateo example, some cities within San Mateo County have taken TDM requirements a step further and required developments to take part in Commute.org shuttles or a similar shuttle program (unless they are already within reach of fixed-route transit), which substantially boosts participation in the program. It also generates funding for the program as shuttle members are required to pay for 25% of the service setup and ongoing operations.

# F.3. Make the most of existing funding

## Action: Streamline STIF reporting procedures

The counties are required to report on STIF projects to TriMet for Regional Coordination projects and to ODOT for services provided outside of TriMet's service area. For counties with few dedicated transit staff, the administrative burden can be high. As a starting point for evaluating whether there are ways to streamline the reporting procedures, TriMet could share an example of what reporting they require, and one or more counties could share an example of their reporting. Further evaluation of the reporting process could be a topic of discussion for the transit provider coordination working group, with the intention of creating tools or templates that facilitate this process. Outcomes from these discussions could be shared within ODOT's existing resources on Reporting and Plan Requirements.

Another issue that could be considered is how specific projects need to be in order to be included in the STIF plan. Because projects must be in the STIF plan, they aren't able to quickly respond if a service turns out to not be quite right for the area. While having a plan is important for regional coordination, there might be ways to strike a better balance between requirements for planning and remaining responsive to changing needs.

## Action: Coordinate federal reporting on TAM and PTASP

The National Transit Database (NTD) requires transit agencies of a certain size to report on asset condition through their Transit Asset Management (TAM) plans. The Federal Transit Administration also requires any federal funded agency to develop Public Transportation Agency Safety Plans (PTASP). Agencies in the Metro region could use these already required reporting mechanisms to coordinate on upcoming vehicle end of life concerns, employee retention concerns (operator assaults and safety) and other funding needs.

## Action: Make more use of technical assistance programs, including for STIF administration, to providers

With funding from STIF, ODOT operates a Technical Resource Center, which provides all Oregon transportation providers with resources, technology, and training in line with the Oregon Public Transportation Plan statewide goals. The center also organizes a Peer 2 Peer Exchange, through which providers can be paired to share challenges and successes and build their networks.

This is an invaluable statewide resource, and Metro should work with ODOT's Technical Resource Center to increase use of the program in support of improved community connector service. Opportunities include:

- Using data to better understand how community connector and fixed route ridership relate
- Training providers on how to set up their GTFS so that their services are available on trip planning websites
- Creating templates that streamline the use of software and data

Optional trainings could be coordinated as part of the regional coordination working group described above. ODOT's technical resources and Metro's RLIS site could be more explicitly linked.

## Action: Streamline transit permitting processes

Currently, all jurisdictions have different processes for permitting transit stops, which can slow down creation of cross-jurisdictional transit routes. Additionally, each ODOT maintenance district also has its own procedures. Metro should explore opportunities to standardize the permitting of transit stops in different jurisdictions, for example, by developing guidance for permitting that jurisdictions would have the opportunity to adopt. This could be linked to Metro's work around design guidelines for mobility hubs. Local jurisdictions can also take the lead in streamlining some of their local

procedures in support of easier permitting. Current challenges could be identified through discussions within the transit provider coordination working group proposed below.

## Action: Establish templates and/or standards for service contracting and explore opportunities for joint contracting

Metro could help create best practices materials for procurement and service contracting. This would help agencies short on staff and help ensure standard metrics and processes are being followed. This could be developed through the Transit Working Group (G.1). The Transit Working Group could also discuss interest in joint contracting of services between providers and/or joint partnership agreements between public and private entities.

## Action: Improve pedestrian and bike access to existing transit

Making the most of existing transit includes eliminating physical barriers in our roadway network. Improving safe access to transit expands the pool of people who can reach existing transit service and reduces the amount of transit needed to provide service in the region. Better wayfinding systems can facilitate transfers between fixed-route transit, community connectors, pedestrian trips, and bicycle trips.

# G.1 Establish a Venue for Regional Transit Coordination

## Action: Form transit provider coordination working groups

Most regional meetings today happen in the context of funding questions, which hinders some of the collaboration needed to improve regional travel. A transit provider coordination working group made up of transit providers in the Portland metropolitan region could be formed to tackle some of the issues not related to funding. The Clackamas County providers already meet weekly to collaborate on providing service—this working group would extend that structure to the tri-county region. The overall goal for the meetings would be to foster a paradigm shift toward seeing transit in the region as a seamless system that is being provided by many providers and many types of service. These meetings could cover many topics:

- Sharing information about upcoming grant opportunities
- Coordinating on schedules and service changes
- Identifying opportunities for cost-sharing at shared stops
- Minimizing duplication of service
- Creating a shared understanding of the STIF regional coordination program
- Generating regional metrics for what type of transit service is appropriate where and which areas are better suited for non-transit mobility solutions

- Forging stronger connections with local TDM agencies and Metro RTO
- Touring successful services that have already been introduced in the region and generally sharing knowledge about best practices
- Coordinating contracting services across jurisdictions (e.g., if one jurisdiction alone cannot generate ridership to sustain a dial-a-ride service)
- Considering fare integration across services with fares
- Brainstorming solutions to common issues

Metro could convene the meetings. The core group could include:

- TriMet
- SMART
- Clackamas County
- Washington County
- Multnomah County
- ODOT
- Ride Connection

Depending on the meeting topic, other regional transit providers could join the meetings when appropriate:

- Sandy Area Metro
- Columbia Area Transit
- Canby Area Transit
- South Clackamas Transportation District
- Oregon POINT
- Tillamook County Transportation District
- Yamhill County Transit

A brief case study of the Blue Ribbon Transit Recovery Task Force in the San Francisco Bay Area (below) highlights a regional effort to improve coordination and address common challenges.

### Blue Ribbon Task Force, San Francisco Bay Area, California

The onset of the COVID-19 pandemic brought severe challenges to the 19 transit providers in the nine-county San Francisco Bay Area region, leading to an effort to address longstanding systemic issues for the regional transit system.

In April 2020, the Metropolitan Transportation Commission (MTC), the transportation planning and coordinating agency for the Bay Area, established the **Blue Ribbon Transit Recovery Task Force** to address critical recovery, management, and governance challenges facing transit agencies. The task force included representatives from transit operators, local elected officials, advocates for people with disabilities, representatives from the state Senate and Assembly, the California State Transportation Agency, business and labor groups, and transit and social justice advocates.

In 2021, the Task Force approved a set of 27 near-term actions for MTC and transit agencies, organized around **themes including fare-payment coordination and integration**, **customer information, transit priority to increase bus speeds and reliability, bus and rail network management reform, data collection and coordination, accessibility, and funding.**

The Task Force established a Regional Network Management (RNM) council that meets monthly and provides quarterly reports on progress toward the biennial work plan. The council is comprised of officials from MTC; standing representatives from six large agencies (BART, SFMTA, AC Transit, VTA, Caltrain, Golden Gate Transit, and SamTrans; and three general managers representing other transit providers in the region.

Tasks in the FY26 & FY27 work plan include supporting advocacy to secure funding for transit throughout the region, piloting and evaluating a single pass that provides unlimited access to all Bay Area transit systems, piloting regional wayfinding, and reviewing transit operations throughout the Bay Area to inform transit priority investments throughout the region.

## Action: Formalize Benchmarks for Types of Transit Service

The Transit Provider Coordination Working Group could formalize benchmarks for types of transit service in the region. This memo proposes some thresholds in the Metrics section, but providers should agree on thresholds for when no service is warranted, when to start considering CCT type service, and when fixed route is preferred. In cases where service provision transitions between providers, Metro could play a role in facilitating the transition, including by facilitating conversations around funding.

## Action: Identify and plan for regional transit facility needs

For community connectors to effectively feed into the high-capacity fixed-route network, providers should be collocated within a convenient walking distance to each other. However, in practice, sharing space at transit centers can be challenging. Space at transit centers is limited. There is no standardized agreement for smaller providers who wish to use TriMet's facilities, and there is no

collaborative planning process that determines the maximum capacity of each station across providers and schedules vehicles accordingly.

Additionally, amenity needs may differ when connecting service types. Transit riders who ride long distances using multiple modes are more likely to need a restroom. Operators are also likely to need restroom and breakroom access at transit centers when a majority of their stops are located in areas without either. Some of these design considerations can be considered as part of the mobility hub design criteria. Metro could take the lead on developing a standardized agreement or contract for smaller transit providers and TriMet to use for shared transit center use. The regional coordination working group could further consider ways to share transit center space in cost-effective and mutually beneficial ways.

# G.2. Improve information-sharing to the public

As part of the last round of STIF funding, some of the STIF Regional Coordination funding was used to add shuttle services to TriMet's Trip Planner. This is an important step for increasing connectivity in the region and cross-usage of fixed-route transit and community connectors, and TriMet should continue this effort as resources allow.

Metro, ODOT, and partners could increase their efforts to market the TriMet's Trip Planner and ODOT's Get There Oregon that cover trip planning capabilities for region and state. This would help spread information to potential riders who might know that TriMet service isn't provided near them and don't know that other services are available. Additionally, Metro can modify their existing webpage that lists all transit providers within and connecting to the Portland metropolitan region with basic descriptions of services provided. The page could link to the individual sites for each transit provider. This could be a step for increasing awareness of the many transit options in the region. This could then be shared out across Metro's social media and email listserv as well as the communication channels used by the providers on the list of regional services. This website could also host information about community engagement events related to transit and transportation options throughout the region. Metro could also designate a point person for regional collaboration who is responsible for connecting with the appropriate party to get information added to existing sites (e.g., information about new transit service to parks that is posted on the park agency's website).

# APPENDIX A: FUNDING SOURCES OVERVIEW

| *Program Name* | *Description* | *Eligible Agencies* | *Eligible Activities* |
|---|---|---|---|
| FTA 5307 Urbanized Area Formula Grants | ▪ Capital and operating assistance in urbanized areas and for transportation-related planning<br>▪Small urbanized areas have a population of 50,000–200,000<br>▪Large urbanized areas have a population greater than 200,000 people | ▪Transit Districts in urbanized areas. | ▪Capital<br>▪Operations<br>▪Planning |
| FTA 5310 Enhanced Mobility of Seniors & Individuals with Disabilities | ▪Funds transportation services planned, designed, and carried out to meet special transportation needs of seniors and people with disabilities in all areas. | ▪State<br>▪Local government authorities<br>▪Private nonprofit organizations<br>▪Operators of public transit | ▪Capital<br>▪Operations<br>▪Planning |
| FTA 5311 Formula Grants for Rural Areas | ▪Capital, planning, and operating assistance to states and federally recognized tribes to support public transportation in rural areas with populations less than 50,000.<br>▪Funds state and national training and technical assistance through the Rural Transportation Assistance Program. | ▪State<br>▪Federally recognized tribes<br>▪Local government authorities<br>▪Subrecipients: nonprofit organizations and operators of public transit or intercity bus service | ▪Capital<br>▪Operations<br>▪Planning<br>▪Job access and reverse commute projects<br>▪Acquisition of public transportation services |
| ***Flexible Funding for Transit and Highway Improvements*** | ▪*Funds from FHWA can be transferred to FTA to increase funding for projects that increase safety or improve access because many State DOTs, cities, and tribes have found that many of their smaller-scale projects are not eligible for programs that fund for larger-scale projects*<br>▪*Funds transferred can only be used for purposes eligible under both the original program that the funds are transferred from and the program to which the funds are transferred*<br>▪*A State DOT must request the transfer in concurrence with the MPO if the project is within a metropolitan planning area in a letter to the FHWA State Division Office*<br>▪*Funding transfers are only for projects in an approved metropolitan transportation improvement program (TIP) and/or statewide transportation improvement program (STIP*<br>▪*Listed below are programs that allow for transferring of funds )* | | |
| FAST Act 11115 Congestion Mitigation and Air Quality (CMAQ) Improvement Program | ▪Provides flexible funding for transportation projects and programs that reduce congestion and improve air quality to meet the requirements of the Clean Air Act | ▪States<br>▪Local governments | ▪Planning<br>▪Operations |

| Program Name | Description | Eligible Agencies | Eligible Activities |
|---|---|---|---|
| | ▪2% of funding is for state planning and research<br>▪25% of funding awarded to a State is set aside for nonattainment or maintenance areas for fine particulate matter ($PM_{2.5}$)<br>▪50% of CMAQ program funding may be transferred to the National Highway Performance Program, Surface Transportation Block Grant Program, Highway Safety Improvement Program, and National Highway Freight Program each fiscal year | | |
| FAST Act 11109 Surface Transportation Block Grant (STBG) Program | ▪Provides flexible funding for projects that address state and local transportation needs<br>▪2% of funding is for state planning and research<br>▪At least 20% of the State's FY 2009 Highway Bridge Program apportionment is used for projects related to bridges and low water crossings on public roads other than federal-aid highways<br>▪50% of STBG program funding may be transferred to the National Highway Performance Program, Highway Safety Improvement Program Congestion Mitigation Air Quality Improvement Program, Carbon Reduction Program, PROTECT Formula Program, and National Highway Freight Program each fiscal year | ▪States<br>▪Local governments | ▪Capital<br>▪Planning<br>▪Operations |
| Transportation Alternatives (TA) | ▪The TA is a set-aside from the STBG Program<br>▪Funds a variety of smaller-scale projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements, and environmental mitigation<br>▪A state may transfer up to 50% of TA funds to the Surface Transportation Grant Program, | ▪States<br>▪MPOs<br>▪Nonprofits | ▪Capital<br>▪Planning<br>▪Operations |

| Program Name | Description | Eligible Agencies | Eligible Activities |
|---|---|---|---|
| | Highway Safety Improvement Program, Congestion Mitigation and Air Quality Improvement Program, Carbon Reduction Program, and National Highway Freight Program.<br>▪ To transfer TA funds, the Secretary must first certify that the State's competitive process for award of TA funding has met certain specified requirements | | |
| Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation (PROTECT) | ▪ Funds to ensure surface transportation resilience to natural hazards including climate change, sea level rise, flooding, extreme weather events, and other natural disasters through support of planned activities, resilience improvements, community resilience and evacuation routes, and at-risk coastal infrastructure | ▪ States<br>▪ Local governments<br>▪ Tribal governments<br>▪ Planning and project organizations<br>▪ U.S. Territories<br>▪ | ▪ Planning<br>▪ Resilience improvement<br>▪ Community resilience and evacuation routes<br>▪ At-risk coastal infrastructure |
| Tribal Transportation Program (TPP) | ▪ Funds for safe and adequate transportation and public roads for access to and within Indian reservations, Indian lands, and Alaska Native Village communities<br>▪ Contribute to the economic development, self-determination, and employment of Indians and Native Americans | ▪ Tribal governments | ▪ Planning<br>▪ Capital<br>▪ Operations |
| National Highway Performance Program (NHPP) | ▪ Funds projects that support the condition and performance of the national highway system, ensure that federal-aid funds are achieving the performance targets set in a state's asset management plan, and increases the resiliency of the highway system to mitigate sea level rise, extreme weather events, flooding, wildfires, or other natural disasters<br>▪ 2% of funds is set aside for planning and research | ▪ States | ▪ Capital<br>▪ Operations |

| Program Name | Description | Eligible Agencies | Eligible Activities |
|---|---|---|---|
| | ▪A state may transfer up to 50% of NHPP funds to the Surface Transportation Grant Program, Highway Safety Improvement Program, Congestion Mitigation and Air Quality Improvement Program, Carbon Reduction Program, PROTECT Program, and National Highway Freight Program. | | |
| Highway Safety Improvement Program (HSIP) | ▪Significantly reduce traffic facilities and serious injuries on all public roads by promoting public awareness, enforcing traffic safety laws, provide infrastructure for emergency services, conduct safety-related research, or support safe routes to school projects<br>▪A state can transfer up to 50% of HSIP funds to the National Highway Performance Program, Surface Transportation Block Grant Program, Congestion Mitigation and Air Quality Improvement Program, Carbon Reduction Program, PROTECT Program, and the National Highway Freight Program | ▪States | ▪Capital<br>▪Planning<br>▪Operations |
| Carbon Reduction Program (CRP) | ▪Provide funds for projects that reduce transportation emissions from on-road highway sources<br>▪A state may transfer up to 50% of CRP funds to the National Highway Performance Program, Surface Transportation Block Grant Program, Congestion Mitigation and Air Quality Improvement Program, PROTECT Program, and the National Highway Freight Program | ▪States | ▪Capital<br>▪Planning<br>▪Operations |
| State and Planning Research (SPR) | ▪2% of funding is set aside for planning and research activities from each State's apportionments of five core programs: the National Highway Performance Program, the Surface Transportation Block Grant Program, the Highway Safety Improvement Program, the Congestion Mitigation and Air Quality | ▪States | ▪Planning<br>▪Technical and evaluations studies |

| *Program Name* | *Description* | *Eligible Agencies* | *Eligible Activities* |
|---|---|---|---|
| | Improvement Program, and the National Highway Freight Program,<br>▪ The federal share for statewide planning using SPR funds is generally 80% but can be increased to 100% at the discretion of the Secretary | | |
| **State** | **Description** | **Eligible Agencies** | **Eligible Activities** |
| Statewide Transportation Improvement Fund (STIF) - Formula | ▪ Dedicated funding source to improve, maintain, and expand public transportation for all users<br>▪ Funded by payroll tax of one-tenth of one percent on wages paid to employees.<br>▪ Was combined with the Special Transportation Fund (STF) program in 2023, which is funded through ID card fees, non-highway gas tax, and cigarette tax revenues<br>▪ Formula program accounts for 90% of total STIF funding, distributed to/through Qualified Entities.<br>▪ | ▪ Public transportation service providers such as cities, counties, special districts, intergovernmental entities, federally recognized tribes, and other agencies that provide public transportation services<br>▪ Must have an eligible Local Plan | ▪ Operations<br>▪ Capital<br>▪ Planning<br>▪ Marketing |
| Statewide Transportation Improvement Fund (STIF) – Discretionary and Intercommunity | ▪ Discretionary fund accounts for 5% of total STIF funding and support various projects but cannot be used for ongoing operations. Discretionary fund focus areas are described in program rules.<br>▪ Intercommunity fund accounts for 4% of total STIF funding to maintain, expand, and improve public transportation services between two or more communities. ODOT may combine this fund with other related fund sources, changing eligibility by solicitation year.<br>▪ Required local match will range from 10% to 20% depending on project type and eligibility. | ▪ Public transportation service providers such as cities, counties, special districts, intergovernmental entities, and other agencies that provide public transportation services Local agencies apply directly to ODOT. | ▪ Capital<br>▪ Planning<br>▪ Operations (vary by solicitation)<br>▪ Marketing<br>▪ Pilot projects |

| Program Name | Description | Eligible Agencies | Eligible Activities |
|---|---|---|---|
| State Transportation Improvement Program (STIP)[5] | ▪ Enhance, expand, or improve the transportation system, including through public transportation capital needs.<br>▪Preserve and improve the safety of roads, bridges and expand bike paths and sidewalks<br>▪Programs funding for projects every 3 years<br>▪The Fix-It program maintains the roadway system statewide including bridges, pavement, culverts, traffic signals, and many others<br>▪The Enhance Highway Discretionary Program funds projects that address congestion and freight mobility on state highways<br>▪The Safety Program funds projects that reduce deaths and injuries on roads<br>▪Non-Highway programs fund pedestrian and other public transportation projects that help people who do not have a car or bicycle make their trips<br>▪The Local Government programs provide direct funding to cities and counties for their priority projects<br>▪Other funds are used for planning, data collection, workforce development, and administrative programs | ▪Local government authorities | ▪Capital<br>▪Planning |
| Oregon Transportation Infrastructure Bank (OTIB)[7] | ▪Financing Statewide revolving loan fund designed to promote innovative financing solutions for transportation needs by:<br>▪Leveraging federal and non-federal transportation funds,<br>▪Accelerating the development of projects,<br>▪Encouraging development of revenue generating projects,<br>▪Facilitating projects such as public-private partnerships | ▪Cities<br>▪Counties<br>▪Transit districts<br>▪Special service districts<br>▪Tribal governments<br>▪State agencies<br>▪Private for-profit and not-for-profit entities | ▪ Capital<br>▪Planning |

| Program Name | Description | Eligible Agencies | Eligible Activities |
|---|---|---|---|
| | ▪Cities as well as transit districts are eligible to borrow from the bank.<br>▪Funding pool set-aside for public transportation projects. Rates are typically very low and more favorable to local agencies than other loan programs. | | |
| ODOT Transportation Growth Management (TGM) Program | ▪ For local communities to plan for streets and land use to foster more livable, economically vital, and sustainable communities and increase opportunities for transit, walking and bicycling.<br>▪Awarded annually.<br>▪Local match is 10.27%. | ▪Counties<br>▪Cities<br>▪Council governments<br>▪Tribal governments<br>▪Transportation districts<br>▪Metropolitan planning organizations<br>▪Mass transit districts<br>▪Parks and recreation districts<br>▪Metropolitan service districts<br>▪School districts and public colleges and universities as a joint applicant with a local government entity | ▪Planning |

# Appendix D

## Final Local Mobility Hub Assessment

Parametrix
let's create tomorrow, together

Technical Memorandum

DATE: July 17, 2025

TO: Ally Holmqvist, Metro

FROM: Eddie Montejo, Chad Tinsley, Sam Erickson, Ryan Farncomb, Claire Roth

SUBJECT: FINAL Local Mobility Hub Assessment

PROJECT: Metro Community Connector Study

# Introduction

This memorandum presents the findings of a data-driven assessment to locate areas conducive for mobility hubs in the region, as well as the types of mobility hubs that could be supported in those areas.[1] This assessment is intended to support planning and policy discussions about the future of mobility hubs in the region, and support subsequent local work to identify and implement hubs. Transit Working Group (TWG) review and community feedback will follow, and updates will be incorporated into the final memo.

A mobility hub co-locates transportation options with placemaking elements that are attractive, comfortable, accessible, inviting, safe, and could accommodate a wide range of public uses. Mobility hubs should be tailored to the surrounding land use context and accommodate diverse travel needs. This assessment considers the current and future transit system, demographic and built environment criteria, and builds on existing local plans and feedback.

The Mobility Hub Assessment has been documented and mapped using the ArcGIS Online Map here: https://experience.arcgis.com/experience/aff43fdde6e9456aa0a6f1840bdb3a3a

Please use this map as a companion as you review this document.

# Mobility Hubs Assessment Methodology

## Mobility Hub Focus Areas

Successful mobility hubs are those that serve a wide range of travel needs and are well used. Criteria were developed to evaluate modal connectivity, land use, equity, and community impact. Table 1 lists the criteria used to develop an understanding of where mobility hubs are most likely to be successful. These criteria are discussed further in the Final Mobility Hub Methodology Memo. A base assumption is that transit service is available at any proposed mobility hub location.

Results of this exercise showed (1) which areas along existing transit lines and stops scored highest and lowest with respect to the criteria (Figure 3) and (2) initial project team recommendations on potential hub locations based on the data, shown as highlighted hexagons (Figure 4). The team also utilized future transit lines from TriMet's Draft Strategic Transit Vision to inform future hub identification. The outcomes are not an indication of specific parcels of land that should become hubs or priorities for investment. The results instead point toward areas where mobility hub development may be most promising. Future implementation work beyond the scope of this study

[1] See the Draft Mobility Hub Toolkit (June 2025) for more information on the proposed mobility hubs' typology.

would identify the exact location and suite of service offerings that may be provided at individual locations.

Table 1. Mobility Hub Criteria

| Evaluation Category | Criteria |
|---|---|
| **Connectivity:**<br>Seamless connections between transit, active transportation, and shared mobility services. | **Transit Connectivity**<br>1. Existing transit, by mode.<br>2. Density of transit stops.<br>3. Density of transit routes.<br>4. Density of TriMet Frequent Transit Network (FTN) coverage.<br>**Active Transportation**<br>5. Linear feet of sidewalk within half a mile.<br>6. Linear feet of bike routes within half a mile. |
| **Land Use + Regional Significance:**<br>Alignment with Metro 2040 Regional Centers, Town Centers, and other key growth areas identified in local plans. These areas are planned for higher-density, mixed-use development with strong transit connections, creating ideal conditions for intermodal transportation. | 1. Population density (2045).<br>2. 2045 Employment density.<br>3. Supportive zoning: Type of centers and future growth areas - Metro 2040 Growth Concept.[2]<br>4. Supportive zoning: Multifamily housing land use.<br>5. Weekday stop-level transit ridership. |
| **Equity + Community Impact:**<br>Mobility hubs should prioritize accessibility, affordability, and inclusivity, reducing transportation barriers for underserved communities. Successful regional hubs should serve Metro's Equity Focus Areas and historically marginalized neighborhoods, improving connections to key destinations such as jobs, healthcare, and education. | 1. Equity Focus Areas.<br>a. Low income.<br>b. Persons of Color.<br>c. Limited English proficiency.<br>2. Number and unique number of key destinations.<br>3. Zoning: Affordable housing units.<br>4. Percentage zero-vehicle households. |

To apply the criteria consistently, the team applied a hexagonal grid overlay across the entire Metro area. Each hexagon represents an area of approximately 20 acres, equivalent to one to three city blocks, depending on the underlying street network and parcel layout. This grid structure provided a

[2] https://www.oregonmetro.gov/2040-growth-concept

uniform spatial unit for aggregating diverse data types and enabled direct comparison across geographies, regardless of jurisdictional boundaries.

The hexagonal grid also enabled analysis at a scale suitable for identifying mobility hub opportunities. In general, the project team sought to identify at least one hub location in each Metro-designated center in the region.

For each criterion, hexagons were scored by performance and then were ranked using natural breaks to create five classes. While these classes roughly correspond to 20th percentile groupings, they were not evenly distributed and instead reflected natural clusters in the data. This approach maximized variance between groups and established criterion–specific thresholds for analysis.

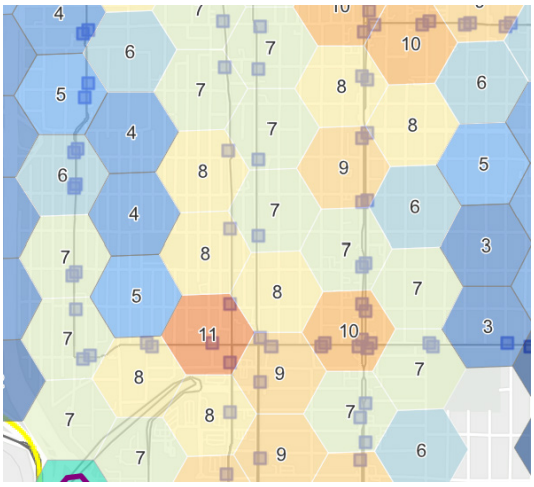


Figure 1. Example of Analysis Scores

The process of scoring and then ranking was also applied to each criteria category, and then overall. The highest possible total score a hexagon could receive was 15, except in the Portland Central City area where a modified scoring system was applied. Scores were categorized to align with hub types that would be most closely aligned with the context of the area. In the case of a tie, the connectivity score was used as a tie breaker.

## Mobility Hub Typology Designation

Typologies draw from the Mobility Hub Toolkit memorandum developed as a part of this project. The Mobility Hub Toolkit memorandum describes four mobility types present in the Metro area. A fifth type intended to incorporate a scenario where conditions for a mobility hub may be present in the future was added after discussion with the TWG; these hub locations were identified by looking at lines on TriMet's draft Strategic Transit Vision. They are shown in Figure 2.

| Hub Type | Land Use | Transportation |
|---|---|---|
| **Major urban** | Located in dense, mixed-use urban cores. Serve as primary activity centers. | Broadest range of transit and multimodal connections and amenities. |
| **Regional** | Often support transit-oriented development (TOD). Serve as key transfer points across the system. | Transit-rich locations offering connections to multiple high-frequency or intercity routes, variety of biking, and walking options. |
| **Town** | Neighborhood-scale focal points. | Mix of transit, biking, and walking options. These may lack high-capacity transit but offer strong local connectivity. |
| **Local/ Emerging** | Smaller towns, rural centers, emerging suburban locations with low density development. | Basic transit service, but potential for more with future development and travel demand. |
| **Future** | Outside the 2040 Growth Concept centers. | May support transit in the future. Potential opportunities for non-transit connections. |

Figure 2. Mobility Hub Types

Table 2 describes the general approach used to identify hub types based on the analysis results. These data breaks were used as guidelines in identifying the hubs types (see Figure 3). In a few cases, the project team identified a hub type that deviates from the underlying score, based on professional judgement. Portland Central City scoring differed slightly due to the unique nature of the central city with a high concentration of high scores with respect to each criterion.

Table 2. Proposed Mobility Hub Typology Based on Focus Area Assessment

| Focus Area Assessment Score | Proposed Mobility Hub Typology |
|---|---|
| 15 | Major urban hub |
| 10–14 | Regional hub |
| 5–9 | Town hub |
| 2–4 | Local and emerging hub |
| 1 | Future hub |
| 0 | None |

The designations are draft and subject to change based on TWG, interested party, and public feedback. This assessment is not intended to identify every possible mobility hub in the region, but it is intended to elevate regionally significant hubs.

# Results

Figure 3 shows the scoring of areas along transit lines, and Figure 4 shows initial mobility hub recommendations and types. Generally, at least one hub location is identified in each Metro "center" designation (Central City, Regional Center, Town Center). In some areas, such as the Portland Central City and areas immediately to the north, many locations scored highly with respect to the criteria. In these locations, the top-scoring hexagons were chosen based on the judgement of the project team; in all cases, future local implementation work would define the exact location of mobility hubs. During implementation, local jurisdictions would ultimately determine the appropriate suite of mobility hub investments. It is likely that mobility hub elements will be implemented incrementally over time.

Finally, it is important to note that more mobility hub locations are possible than those identified in Figure 4. The project team has attempted to identify, based on the data, hubs in all Metro centers and in other areas of the region, aiming for equitable distribution of hubs across the region. More valid hub locations, and/or different hub types, may be identified during review or later by local jurisdictions. The analysis results in Figure 3 are intended to support future mobility hub decision -making by showing all of those areas that rose to the top with respect to the criteria and that could be investigated further for mobility hub implementation.

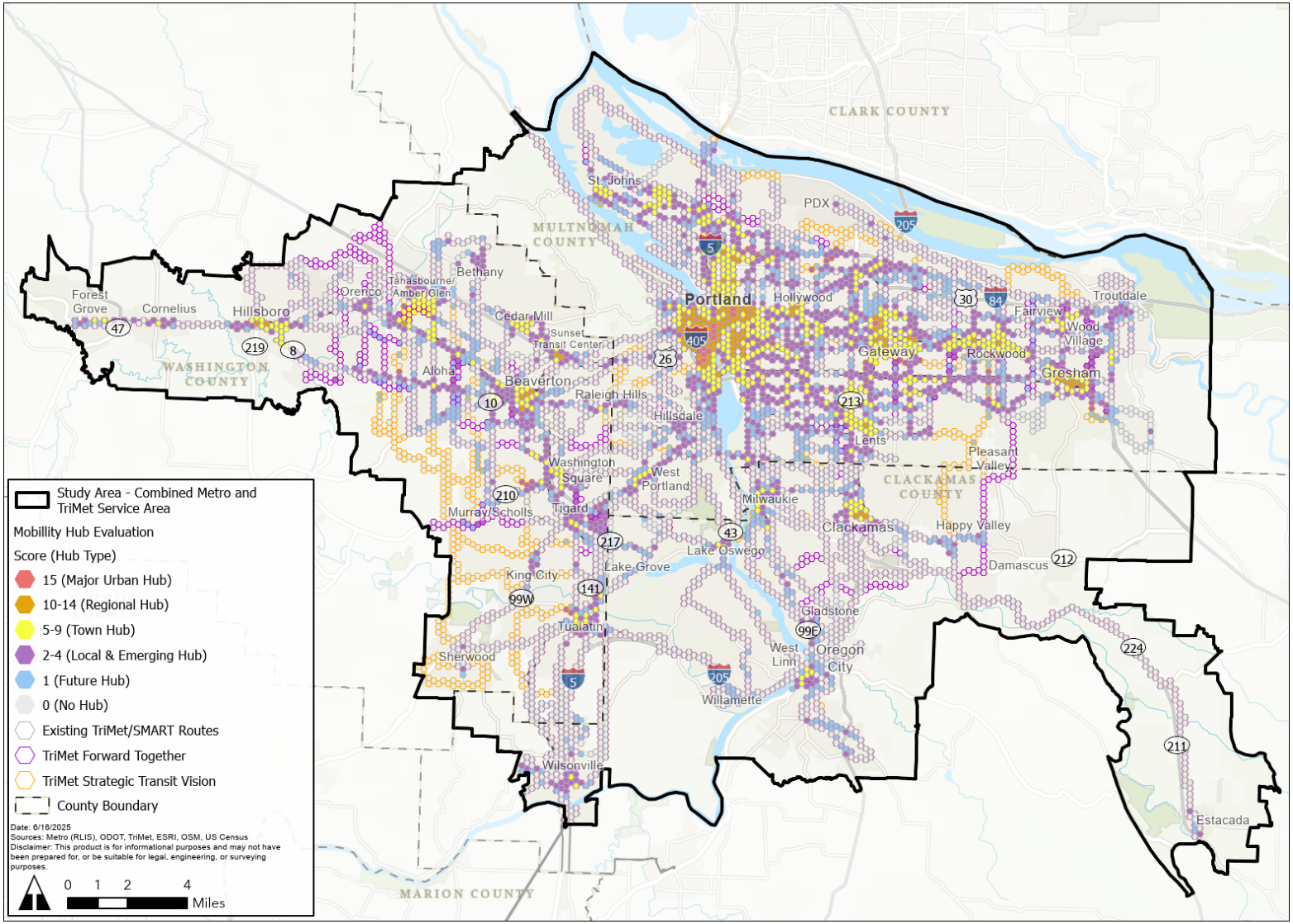



Figure 3. Mobility Hub Scoring

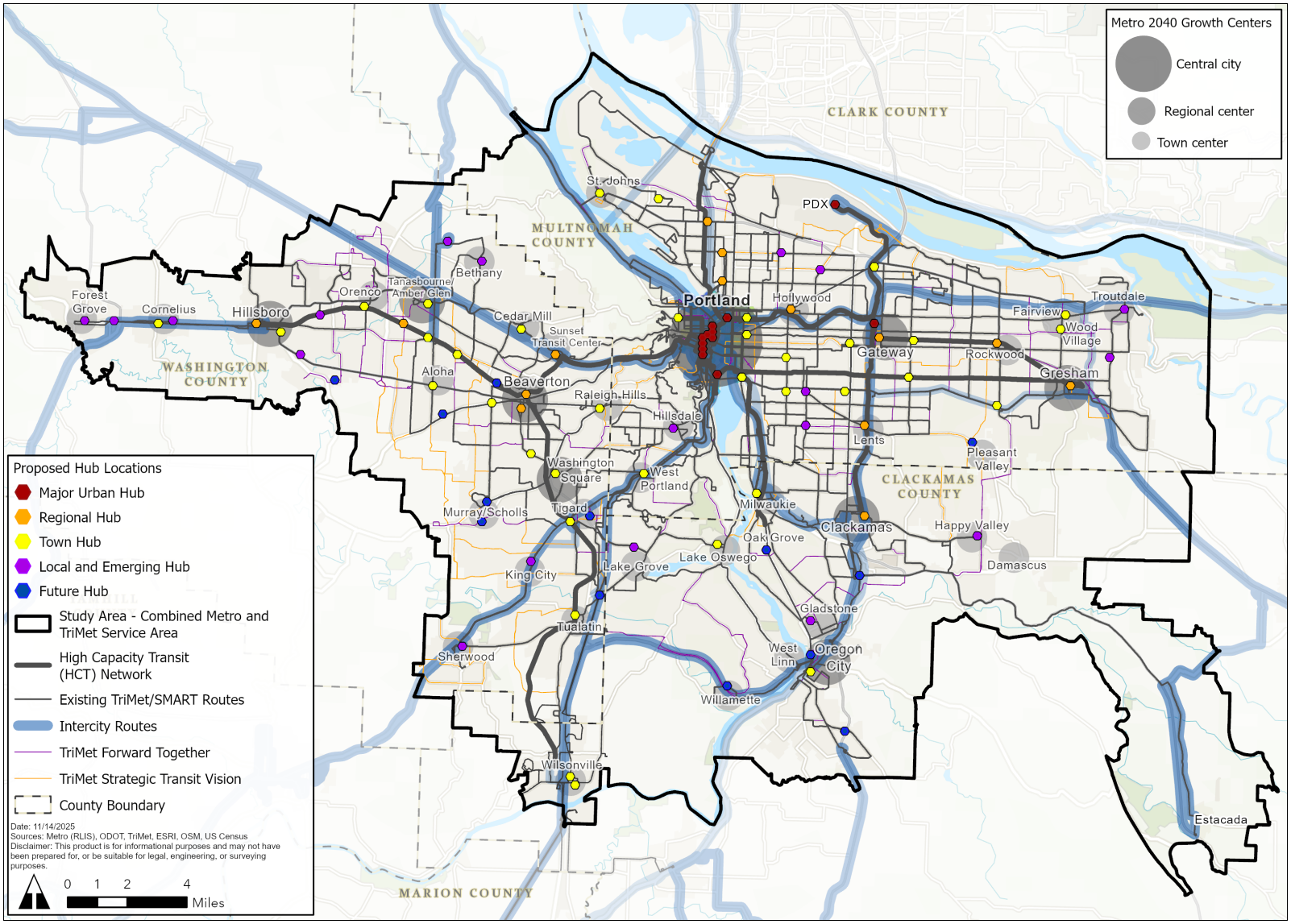



Figure 4. Initial Mobility Hub Recommendations

# Appendix E

## Policy Review Best Practices

# Community Connector Transit Study: Policy Review and Best Practices

*Prepared for*
Oregon Metro

Metro

January 2025

Parametrix

NELSON NYGAARD

# Community Connector Transit Study: Policy Review and Best Practices

*Prepared for*

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January 2025 | 274-1919-051

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A Services and Programs that Support First- and Last-Mile Travel Needs

B Documented Gaps in Transit

C Case Studies

# Acronyms and Abbreviations

| | |
|---|---|
| ADA | Americans with Disabilities Act |
| C-TRAN | Clark County Public Transit Benefit Area Authority |
| ECO | Employee Commute Options |
| HCT | high capacity transit |
| KC Metro | King County Metro |
| LAWA | Los Angeles World Airports |
| LAX | Los Angeles International Airport |
| Metro | Oregon Metro |
| NEMT | nonemergency medical transportation |
| ODOT | Oregon Department of Transportation |
| PBOT | Portland Bureau of Transportation |
| PSTA | Pinellas Suncoast Transit Authority |
| TD | transportation disadvantaged |
| TDM | transportation demand management |
| TMA | transportation management agency |
| TMO | transportation management organization |
| TNC | transportation network company |
| UTA | Utah Transit Authority |
| WTA | Westside Transportation Alliance |

# Executive Summary

This report reviews potential "community connector" transit solutions that may be suitable to meet the needs of people traveling in or between areas that are not effectively served by traditional fixed-route transit. This report describes a review of best practices and findings from peer services, describes existing services within and outside the region, and discusses opportunities and challenges for agencies and organizations providing these community connector services. The services examined are organized by theme based on the market or geography they serve:

- Low-density areas.
- Employment in low-density areas with dispersed workforces or with shift work.
- Regional recreation attractions in rural areas.
- Off-peak times when fixed-route service is not operating.

In this study, the term community connector refers to a generic fixed- or flex-route transit service that provides first- and last-mile connections to the greater Portland regional networks, as well as non-specialized trips (i.e., without special eligibility requirements) within the communities in which it operates.

Key takeaways from this review of regional and national best practices are described below.

- Community connector services can be successful first- and last-mile connections for people looking to travel beyond the fixed-route transit network for a range of different trip types. Success is sometimes defined explicitly—for example, achieving a certain number of trips per revenue hour or a certain cost per trip. However, these are not the only metrics of success, and a focus on the degree to which desired mobility outcomes are reached (quantitatively or qualitatively) for riders is an important measure of success.
- Community connector service can be delivered with different types of fixed-route, flexible, and on-demand services and can be delivered by a range of different organizations, agencies, and government departments.
- Agencies and organizations in the Portland metropolitan area already operate different types of first- and last-mile transit solutions, and these can be implemented through different operating models and partnerships.
- First- and last-mile services may be effective in situations where demand for transit service is lower than would support typical fixed-route transit. There are other conditions as well, such as street connectivity and geometry or land use, that make first- and last-mile services viable (since they typically use smaller vehicles than those used for fixed-route transit). However, there needs to be some level of demand for transit to make financial sense for providers.
- Nontransit programs that support mobility needs, often referred to as transportation options, can complement transit service or be more effective than transit service under certain circumstances.
- Last-mile transit services are sometimes a part of a larger suite of travel demand management tools used by one or multiple partner organizations or agencies. The services and programs that are part of these broader transportation management efforts are often designed to complement one another or serve unique local needs.

- Success for first- and last-mile services in each of these themes described above was not measured against typical fixed-route services. Providers measure the performance against specific metrics that assess the success of the service compared to similar services, on key indicators, or against mission-based goals such as equitable access.
- Some transit providers operate on-demand services that replace low-performing fixed routes, helping connect an isolated equity population, for example, to the transit network and to low-density areas where fixed-route service would not likely perform well due to the road network and population density.

# 1. Introduction and Purpose

This report reviews potential transit solutions that may be suitable to meet the needs of people traveling in or between areas that are not effectively served by traditional fixed-route transit. This report describes best practices and findings from peers, including services within and outside the region, and discusses opportunities and challenges for agencies and organizations providing these transit services. The services examined are organized by theme based on the market or geography they serve:

- Low-density areas.
- Employment in low-density areas with dispersed workforces or with shift work.
- Regional recreation attractions in rural areas.
- Off-peak times when fixed-route service is not operating.

In this study, the term "community connector" refers to a generic fixed- or flex-route transit service that provides first- and last-mile connections to the greater regional Portland transit networks, as well as non-specialized trips (i.e., without special eligibility requirements) within the communities in which it operates. The term is not synonymous with the "Community Connectors" branded service operated by Ride Connection in Washington County.

An inventory of transit services operating within the Portland Planning District provided a starting point to understand existing services and potential travel needs that may not be served through traditional fixed-route transit. The inventory proved challenging for a few key reasons. First, private carriers are harder to keep current with (as compared to public providers that regularly coordinate with Metro regarding federal and state transportation funds), and decisions needed to be made about how exhaustive the list could be. Second, certain types of transportation services are geared toward people who meet eligibility requirements such as working for a specific employer or toward travel to specific facilities, such as a veterans' hospital. Understanding who is currently being served and by which services is an important part of identifying opportunities for expanding the reach of current service. However, **the focus of this study is on community connector services available to the general public without special eligibility requirements**. An online webmap showing previously inventoried services can be found at the following hyperlink:

https://experience.arcgis.com/experience/

For details on the services, see Attachment A, *Community Connector Transit Inventory*.

In the next phase of the project, criteria and thresholds will be developed to identify community connector options that may be appropriate and beneficial in the Portland metropolitan area.

Finally, it is important to note that this report and study are focused narrowly on where and when community connector services may be appropriate, cost-effective, and beneficial in addressing regional mobility gaps. As part of developing this report, the project team reviewed existing regional plans and policies to understand how jurisdictions and agencies have or are planning for community connector services. However, this study is not engaged in planning for the fixed-route light rail and/or bus networks operated by TriMet or SMART; these agencies have separate planning processes such as Forward Together and the Transit Master Plan, respectively, which plan for the future of the regional fixed-route network. This study is complementary to these efforts and focused on opportunities in areas unserved by fixed-route services but potentially supportive of transit solutions.

# 2. Transit Spectrum

To evaluate whether and what type of community connector service is a viable solution for identified needs, it is important to recognize that there is no one-size-fits-all service solution. Many conditions impact its usefulness for riders and operational efficiency for providers. The 2023 Regional Transportation Plan[1] describes a spectrum of transit services ranging from passenger rail to vanpool and other specialized services that serve different regional travel demands and different travel markets. One aim of this study is to update the existing transit spectrum to more fully reflect the range of non-fixed-route or community connector services that are important to the regional transit network; Figure 1 illustrates the spectrum and adds a new service type between Local Bus and On-Demand/Shuttle: Flex-Route/Shuttle, it also adds Shared Mobility at the far right. The primary focus of this study—community connectors—is highlighted with an orange bar in Figure 1. A final diagram will be developed that reflects the outcomes of this study.

Transportation programs that support the management of travel demand are an important complement to transit services but are outside the scope of this project. Appendix A highlights programs that support community connector transit.

[1] https://www.oregonmetro.gov/regional-transportation-plan

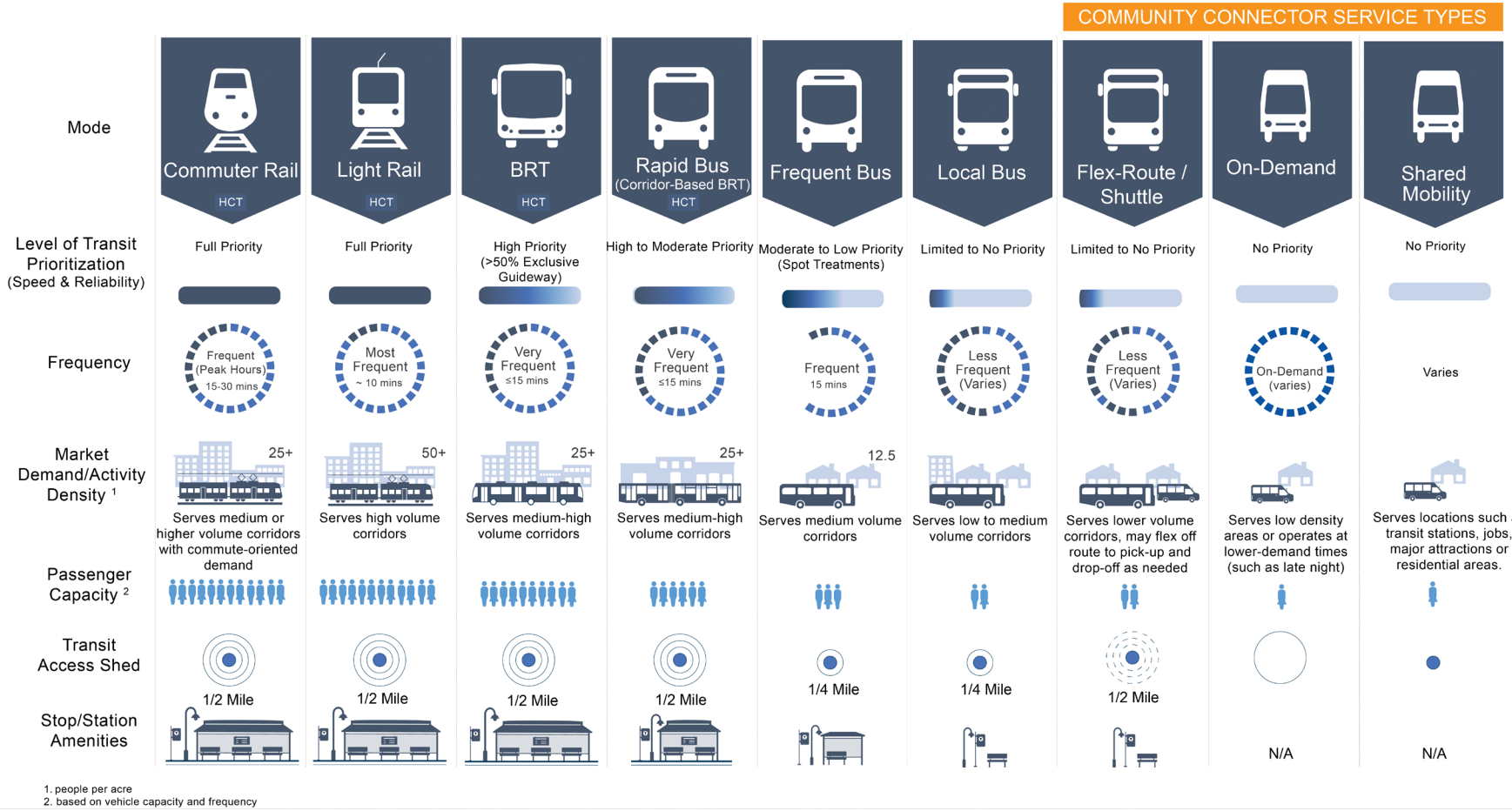
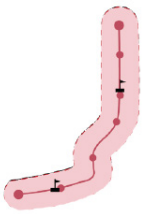
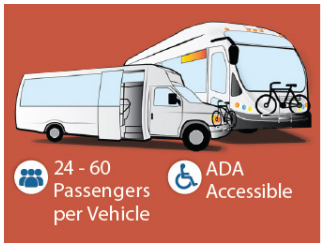



Figure 1. Regional Transit Service Types

### Local Bus: Fixed Route

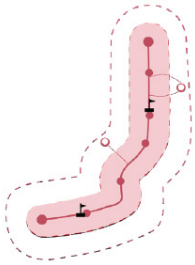


Transit service that travels along a consistent route and has a published timetable is called a fixed route. Fixed routes serve people traveling to key destinations and have marked bus stops or, depending on agency policy and surrounding land use, may also use flag stops where riders can wave to a driver along the route to be picked up. Fixed-route service offers basic network coverage, often between every 20 and 60 minutes, or limited daily trips.

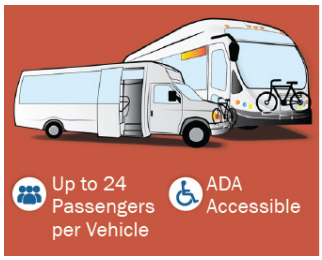



This type of route is not considered a community connector and therefore is not a focus of this study; however, increases to population density, travel demand, and land use do warrant review of appropriate service. If a route carries more than 10 rides per hour, fixed-route could be considered as a viable option. This type of service also requires a complementary ADA paratransit service to be available to eligible riders, which provides door-to-door service for pickup and drop-off locations within 0.75 miles of the fixed–route network.

### Flex Route/Shuttle

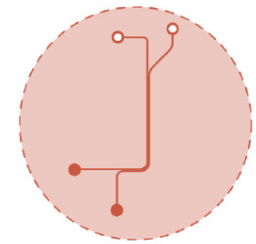


Transit service that travels along a consistent route but that can deviate off the route to provide access to more people is called a flex route. Schedules are published at key bus stops, but people can request in advance that a vehicle deviates for a pickup or drop-off at an agreed-upon location, usually within a specified distance from the main route. A driver will only deviate if a request is made. Deviations must be available to the general public, and the number of deviations on each trip can be limited.

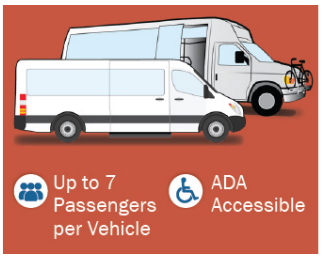



This type of service is considered a community connector and is a focus of this study. Flex routes often use vehicles that can better maneuver on non-arterial streets on which fixed-route services travel. Ridership is generally expected to be lower than 10 riders per hour. Operating costs are comparable to fixed routes on an hourly basis but are often lower annually due to the lower level of service provided compared to a fixed route.

### On-Demand

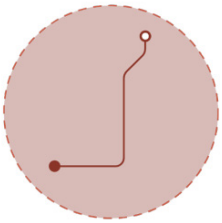


Transit service that operates within a defined zone and where trips are booked in advance by calling, going online, or using a mobile app is known as on-demand service. This type of service is also known as microtransit, demand response, and Dial-A-Ride. There is variation in how it operates, allowing it to be an appropriate solution in areas where fixed- or flex-route services would not be efficient to operate. Pickup and drop-off locations may be at specified locations, from curb to curb, or from door to door.




This type of service is considered a community connector and is a focus of this study. Vehicles used for on-demand service are small enough to maneuver on most roads. Operating costs can be lower than flex-route or fixed-route services if zones are small, rider demand is low, and service hours are limited. Policies

that commit to short wait times or services with peak demand times impact the number of drivers and vehicles needed to provide the service.



**Shared Mobility** is an umbrella term for transportation services that allow users to share a vehicle as a group—such as vanpool—or at different times—such as ride-hailing, car-share, or scooter/bike-share. Shared mobility includes some services that are considered transit and others that are considered transit-supportive services, which are described in Appendix A. *Vanpool* is a form of shared mobility in which a group of passengers shares the use and cost of a vehicle in traveling to and from pre-arranged destinations together, most often to access employment sites but also to access high capacity transit stations. Vanpools are considered transit by the National Transit Database when they are publicly sponsored, open to the public, advertised actively to the public, and ADA accessible. Employer-sponsored vanpools, which are not considered transit due to eligibility requirements, are the focus of Metro's Regional Vanpool Strategy and are excluded from this study. Other forms of shared mobility services may use vans but are not categorized as vanpools because they can be booked to serve a variety of community destinations. *Ride-hailing* is a form of shared mobility that is provided by private companies known as transportation network companies (TNCs). Ride-hailing is not considered transit, but there are opportunities for transit agencies to partner with TNCs to subsidize trips to and from transit stations. These partnerships are described in more detail in Appendix A. *Bike-share, scooter-share,* and *car-share* are all nontransit shared mobility that can be used to support transit ridership and are described in Appendix A.

# 3. Local Context

## 3.1 Existing Transit Service

Creating an inventory of transit services operating within the Portland urban growth boundary provided a starting point for understanding travel needs beyond those that can be accomplished through the fixed-route network.

As noted above, the inventory proved challenging due to lack of data on private carriers and the value of accounting for transportation services with highly specialized eligibility requirements. Ultimately, a recommendation for what would remain in and out of the inventory was developed, as shown in Table 1, to acknowledge that an exhaustive list would not further the goals of this project.

Table 1. Transit Services Inventoried

| What's In | What's Out |
|---|---|
| ▪ Community connector services generally available to everyone **without** special eligibility requirements; **public** transit options.<br>▪ Service approaches for improving connections to **high-capacity transit and the fixed-route bus system.**<br>▪ Service approaches for improving or supplementing connections to **key destinations that are not already addressed by fixed-route transit or other existing services (public or private)**:<br>→ Health care facilities<br>→ Shopping<br>→ Social services<br>→ Employment<br>→ Education<br>▪ Approaches for **accessing regional recreation destinations** that are not served by fixed-route transit.<br>▪ **Supplemental community connector services** such as shuttles that serve shift workers at nontraditional times (e.g., late at night when fixed-route transit is not running).<br>▪ **Gaps and opportunities relevant to the above, where a public or private service is not filling an existing gap.**<br>▪ **Limited identification of existing micromobility services in the region as potential models to complement other services or infrastructure (but excluding identification of gaps or opportunities).** | ▪ Planning for paratransit service expansion and gaps.<br>▪ Planning for micromobility services (e.g., scooter-share and bike-share).<br>▪ Non-emergency medical transportation service planning (offered by coordinated care organizations).<br>▪ Planning for intercity transit service and gaps.<br>▪ Planning for fixed routes and high-capacity transit.<br>▪ Privately funded services (e.g., homeowners associations, hotel shuttles, charter services, and tour services). |

One note about shopping services; for many transit agencies, shopper shuttles—which operate between specific higher-density housing areas and specific grocery stores and pharmacies—are usually implemented as a means to reduce paratransit costs for anyone able to use the services (while still making paratransit available to those who need it). Services that are open to the public usually serve a greater variety of destinations and would not be considered shopper shuttles.

## 3.2 Identifying Transit Gaps

Gaps in the regional transit network were grouped into four key themes:

- Mobility services in low-density areas.
- Access to jobs.
- Access to recreation.
- Time-of-day mobility needs.

These themes arose from a review of regional and local published plans as well as community and stakeholder feedback. Understanding specific travel needs around the region is a critical first step to tailoring effective transit solutions. Jurisdictional plans that document gaps to the existing regional transit network or major destinations or that recommend implementation of community connector-style transit service indicate community and stakeholder outreach and jurisdictional support for transit. Appendix B provides an overview of regional and local plans that identify gaps in transit and summaries of previous outreach efforts.

# 4. Local and National Case Studies

The project team identified a broad range of regional and national examples of community connector services to consider that address the four themes of transit needs in this region. Table 2 summarizes the agencies and services that are profiled, organized by theme. This section highlights findings from case studies developed for a representative set of services drawn from these examples. The case studies highlight successes and limitations of different providers in operating first- and last-mile services to address mobility needs and challenges similar to those of our region. Appendix C provides additional details on these case studies, including images.

Table 2. List of Providers and Services Considered

| Theme | Provider/Agency | Service Name | Service Type |
|---|---|---|---|
| Low-Density | Ride Connection | Community Connectors | Flexible Route |
| Low-Density | C-TRAN | The Current | On-Demand |
| Low-Density | CapMetro | Pickup | On-Demand |
| Low-Density | Multnomah County | ACCESS Shuttle | Fixed-Route |
| Job Access | City of Inglewood/Los Angeles World Airports | Iride | On-Demand |
| Job Access | California Vanpool Authority | CalVans Vanpool | Shared Mobility |
| Job Access | Pace | Feeder Vanpool | Shared Mobility |
| Recreation Access | King County Metro | Community Van | On-Demand |
| Recreation Access | King County Metro | Trailhead Direct | Fixed-Route |
| Time-of-Day Access | Utah Transit Authority | UTA On Demand | On-Demand |
| Time-of-Day Access | City of Belleville, Ontario, Canada | OWL Service | On-Demand |

## 4.1 Theme 1: Mobility Services in Low-Density Areas

Suburban and rural areas may not have the density of population and jobs or land use patterns to support traditional fixed-route service. Particularly along the urban growth boundary in the Portland metropolitan area, the land use context can change quickly from urban or suburban to rural, producing a challenging environment for fixed-route transit service.

Improving transit options in low-density areas supports Metro's goals of safe and reliable transportation, vibrant communities, economic prosperity, and equity. In recent decades, low-income households have been increasingly priced out of central locations in the metropolitan region due to rising property values and home prices. Additionally, many industries with freight or space needs and with significant numbers of minimum-wage workers—such as package fulfillment centers, manufacturing centers, and call centers—are located in low-density areas. Higher transportation costs to reach dispersed destinations further strain already limited resources for low-income households, and when households with no or limited access to vehicles relocate outside of the fixed-route transit network, jobs can become increasingly difficult to reach, as can community centers, grocery stores, medical centers, and other key destinations.

Case studies of how public agencies and providers have tackled mobility gaps in low-density areas in the region are described below.

### 4.1.1 Community Connectors, Washington County, Oregon

**Provider:** Ride Connection, a private, nonprofit organization.

**Where it Operates:** Various locations within Washington County, Oregon.

**Eligibility:** Free and open to the public.

**Service Purpose:** Serves grocery stores, employment hubs, healthcare, community hubs, social services, regional transit network.

**Service Delivery Model:** Flexible fixed-route shuttles.

Ride Connection is a private nonprofit company based in Portland, Oregon, that provides essential transit services to communities across rural Washington County, Forest Grove, Tualatin, King City, and Hillsboro. The nonprofit service emerged in 1988 from recommendations made by TriMet's Committee on Accessible Transportation to fill service gaps for older adults and people with disabilities who did not meet paratransit eligibility requirements, and it initially relied on volunteer drivers and grant funding to serve diverse populations. In 2009, Ride Connection launched its free community shuttles, now known as Community Connectors, to fill fixed-route network gaps for the general public.

Ride Connection Community Connector shuttles operate as a flexible fixed-route service, allowing passengers to schedule an off-route pickup or drop-off within a half mile of the route. Ride Connection operates eight Community Connector shuttle routes and subsidizes fare-free service between Banks, North Plains, and Portland on the Tillamook Transportation District Route 5 intercity bus to Portland. Ride Connection delivers community shuttle services effectively with a mix of paid drivers, volunteer drivers, and community partnerships to ensure cost-effective and accessible service.

Ride Connection also offers the Door-to-Door Program, which provides rides for any purpose—including medical appointments, shopping, and social visits—using a mix of paid and volunteer drivers for older adults, people with disabilities, and people living in rural areas in Washington County. In Multnomah County, it operates an on-demand service called Dial-A-Ride that is free for residents that live in or travel to rural areas in the county that are outside of the TriMet service area.

Ride Connection is in the planning phase with Washington County to pilot a new on-demand microtransit service in the next year in a very low-density area of Washington County where pockets of need have been identified. This service will target new and growing areas that TriMet does not yet serve. They have been coordinating with C-TRAN in Vancouver, Washington, to learn from C-TRAN's experiences with on-demand microtransit service.

A key lesson is that collaborative outreach can help boost awareness of service: Ride Connection has successfully partnered and coordinated with counties, school districts, and community-based organizations to reach potential riders.

#### Challenges and Opportunities

Ride Connection faces challenges meeting the costs of new vehicles with limited funding. The Community Connector program has constraints on how many riders it can serve, and 15% to 20% of service requests for its door-to-door rides for seniors and adults with disabilities (separate from its Community Connector program) are turned down annually due to high demand. Ride Connection has limited service operating on weekends, and it is currently unable to offer late-night service.

Possible opportunities to support these services are additional funding and exploring recreational transit options that can support multi-agency funding. Ride Connection is actively exploring opportunities for growth, including the recently implemented Community Connector in Bethany and a microtransit pilot program aimed at underserved areas such as south Beaverton's Cooper Mountain. By prioritizing equity and community-driven decision-making, Ride Connection offers a model for future transit providers seeking to address unique challenges in smaller, rural, and growing communities.

Ride Connection is in a unique position in the region because it also supports other nonprofits and jurisdictions though programs instead of directly operating service. This includes providing travel training, vehicles, offering technical support, and funding.

### 4.1.2 The Current, Vancouver, Washington

**Provider:** Clark County Public Transit Benefit Area Authority.

**Where it Operates:** Five zones of various sizes within Clark County, Washington.

**Eligibility:** Open to the public.

**Service Purpose:** Trips for all purposes for people in areas outside of the fixed-route network. All zones connect to the C-TRAN fixed-route network.

**Service Delivery Model:** On-demand.

The Current is an on-demand microtransit service offered by the Clark County Public Transit Benefit Area Authority (C-TRAN). It operates vehicles in five zones in Clark County where fixed-route transit may not be cost-effective or meet the needs of local communities. The Current provides point-to-point rides within each service area and connections to major transit networks outside of each service area for $1.25 per ride. Funding for The Current comes from sales tax revenue and general fund allocations. C-TRAN does not use federal funds to operate the service.

C-TRAN evaluates the program based on quantitative metrics such as productivity, ridership, wait time, and percentage of shared trips and on qualitative measures such as customer experience, access and mobility, new riders, trip purpose, and connections to fixed-route services. C-TRAN compares the zones against each other when evaluating service rather than comparing on-demand numbers to fixed-route numbers. The agency is most interested in evaluating destinations, types of trips, and concentrations of trips.

C-TRAN uses the software platform Spare for planning, operations, dispatch, and reservations for a cost of approximately $30,000 annually. The routing of vehicles and reallocation of trips to vehicles is calculated automatically within the application. C-TRAN believes this saves money by operating the service in-house using existing demand-response drivers who are all union-represented C-TRAN employees instead of contracting out the work. The agency can also use vehicles it currently owns, which are all repurposed paratransit vehicles.

#### Challenges and Opportunities

C-TRAN has not been able to expand to meet demand for The Current service due to the cost of operating the service in its existing zones and the limited number of vehicles available. The agency has encountered some challenges in operating capacity; paratransit and The Current trips are not comingled on the same vehicles, but operators and vehicles may need to preferentially serve

paratransit trips when demand is high because paratransit trips cannot be denied under the Americans with Disabilities Act.

C-TRAN has also experienced some difficulties evaluating how equitable the service is. It is challenging to evaluate who is benefiting most from the service and whether that meets equity goals for service. Because the service does not receive federal funds and is therefore not governed by Title VI, the parameters for providing equitable service are not as clear as they are for fixed-route service.

### 4.1.3 CapMetro Pickup, Austin, Texas

**Provider:** Capital Metropolitan Transportation Authority.

**Where it Operates:** Austin, Texas.

**Eligibility:** Open to the public.

**Service Purpose:** Provides transit in low-density and equity-focus areas.

**Service Delivery Model:** On-demand.

CapMetro Pickup is an on-demand, door-to-door microtransit service operating in 11 zones in the Austin, Texas, metropolitan region. Pickup was piloted in 2017 in a redevelopment area that was challenging to serve with fixed-route service. It quickly expanded to other zones that were developed for three main reasons: (1) to replace poorly performing fixed-route service, (2) to fill a gap in the service network, or (3) to provide transportation options in areas that have low-density land use.

CapMetro uses Via software to run its on-demand service, but it handles operations, staffing, and vehicles in-house. Dispatcher operations are shared with MetroAccess, CapMetro's paratransit service; this yields operational efficiencies for both programs. All operators are cross-trained for MetroAccess and for Pickup, and all vehicles are accessible 12-passenger vans. This allows CapMetro to dispatch Pickup vehicles for paratransit-eligible riders who want to book trips on demand rather than scheduling in advance as required for MetroAccess.

CapMetro uses a scoring matrix to identify potential zones for service. The matrix is based on three categories: community characteristics, service quality, and sustainability. For the community characteristics category, points are awarded based on zero-car households, median household income, households in poverty, minority population, population age 65 and older, and presence of essential services (i.e., medical services, grocery stores, schools, shopping centers, and affordable housing). The three metrics used to evaluate service quality are passenger wait time, square mileage, and ridership. Productivity of a zone is measured by cost-effectiveness and the percentage of rides that are shared, that serve MetroAccess (paratransit) customers, and that serve mobility impaired passengers.

There is a well-defined structure for working with jurisdictional partners. CapMetro has a cost-sharing system in place that divides responsibility for funding based on the percentage of the zone that is in each jurisdiction's boundaries. For example, if 70% of a zone is in CapMetro's service area and 30% of the zone is outside of the service area in the county, CapMetro will cover 70% of costs and the county will cover 30% of costs. For areas that fall outside of CapMetro's service area, CapMetro will plan and operate a Pickup zone if the jurisdiction covers 100% of costs.

### Challenges and Opportunities

There is high demand for the CapMetro Pickup service and consistent demand for expanded zones and more vehicles within existing zones. On-demand service is expensive to operate, with an operating cost of $29.41 per rider, and it is inexpensive to ride, with a standard fare of $1.25 per ride and a discounted fare of $0.60 for low-income riders, seniors, riders with disabilities, and active military. Therefore, CapMetro has constraints in terms of staff time and funding for expanded Pickup service. CapMetro is currently facing staffing and funding challenges and has operator shortages for both Pickup and for fixed-route services.

There is very high demand for service during peak hours, which increases wait times for riders. CapMetro is not able to staff in a way that meets demand during peak hours but does not leave many underused drivers outside of peak hours. Split shifts for drivers have not been feasible because they are harder to hire for. People under 18 ride free on Pickup, and while transportation to and from schools drives ridership, it also creates peaks in demand around school bell times. In some cases, the number of vehicles used to meet students makes it difficult for people to get to work or make crucial rail connections into Austin.

### The Multnomah County ACCESS Shuttle

The ACCESS Shuttle is operated by a private company through a contract with Multnomah County. It connects an affordable housing development; community and employment destinations such the Portland International Airport, USPS, the IKEA warehouse; and Albertsons in a lower-density area of Northeast Portland. It also offers a connection to the Parkrose Transit Center.

Its ridership success and location have made it eligible for consideration by TriMet to offer the service as part of its fixed-route service reaching more than 10 rides per service hour.

**Why this matters to Metro:** There is no formal process in place between TriMet and local jurisdictional partners or other transit providers on what criteria should help determine whether a route should become part of a regional transit agency's fixed route system. Working with the local partners involved with this specific shuttle could provide insight into creating effective future policy that centers riders and transit providers.

## 4.1.4 Mobility in Low-Density Areas Key Takeaways

- Community shuttles such as those operated by Ride Connection and Multnomah County work well to complement the fixed-route system by providing additional flexibility to increase transit access. They can help build a transit market and ultimately transition into a fixed route when appropriate thresholds are met, as was the case when Multnomah County–operated shuttles to the Troutdale Reynolds Industrial Park and Swan Island transitioned to TriMet-operated fixed-route bus service.
- On-demand microtransit works well in areas with lower-density land uses because trips are only made when requested rather than running on a fixed schedule.
- A common challenge for on-demand transit services is that they are expensive to operate, and it can be difficult for these services to keep pace with demand with limited funding and staff time. Most on-demand systems operate within specific service areas and tend to perform well when they serve a limited area.
- Some services such as The Current and Utah Transit Authority On-Demand (see Section 4.4) connect to transit facilities outside of these service areas.
- On-demand microtransit can also help meet the needs of people with mobility challenges that may find it harder to access fixed-route transit.

## 4.2 Theme 2: Access to Jobs

Before the COVID-19 pandemic, most cities focused on transit service that carried commuters to a downtown core, with service frequencies and hours that supported daytime work schedules. The pandemic highlighted the importance of non-downtown travel patterns; since the pandemic, travel demand has become less oriented toward traditional peak travel hours, and service demand during weekends and midday hours has increased as a percentage of trips taken. Portland is no exception; TriMet has been adding frequency to routes with the highest ridership and adding weekend service.

When major employers are located in rural areas or at the regional edges—particularly if they are farther from major roadways—or employees have night shifts or swing shifts, it is harder for transit agencies to provide services to help them get to work. Providing people who do not own a car (or have limited access to a vehicle) with the ability to access jobs is essential for maintaining steady employment.

### 4.2.1 Iride Inglewood, Inglewood and Lennox, California

**Provider:** City of Inglewood, partnership with (funded by) Los Angeles World Airports/City of Los Angeles.

**Where it Operates:** Inglewood and Lennox, California.

**Eligibility:** Employees of Los Angeles International Airport (LAX) who live in Inglewood or Lennox.

**Service Purpose:** Provides employee access to a major employer not currently served by transit.

**Service Delivery Model:** On-demand.

Iride Inglewood is a free on-demand microtransit service that is available for employees of LAX who live in Inglewood or Lennox, across I-405 from the airport. LA Metro's light rail system does not serve LAX directly, with a 2.25-mile gap between the LA Metro Aviation/Century Station and the airport. The Automated People Mover, anticipated to be complete in 2026, will fill this gap in transit service, connecting to the new LAX/Metro Transit Center Station. Construction through 2026 contributes to longer commutes for many LAX employees who drive to work, and Iride provides an alternative for people commuting from Inglewood and Lennox.

Iride service is only available to LAX employees who have signed up for service, and it provides point-to-point trips between LAX and employees' homes at no cost. Riders are required to show the driver their LAX employee badge when they board Iride vans. Iride operates 7 days a week from 4 a.m. to 8 a.m. and from 12:45 p.m. to 4:45 p.m. Iride bookings can be made on the same day between specific pickup and drop-off locations in the service area.

The service is funded by Los Angeles World Airports (LAWA), a department of the City of Los Angeles that operates three airports in the greater Los Angeles area. The program costs $1.2 to $1.3 million per year, and LAWA's funding comes from airline fees and landing fees at LAX. By providing this service free of charge, LAWA and the City of Inglewood have decreased cost-based barriers to stable jobs at LAX.

Employee information is central to LAWA's success in rolling out the Iride program. Because employee information is recorded as part of the badge data and employers report shift times at LAX, LAWA was able to target the service hours and service area for Iride based on airport data. Today

Iride provides 700 trips a week, beyond LAWA's initial goals for the service of 600 trips a week. Iride's average cost per ride is $21.63, and the service has an on-time performance of 91.5%. Current riders report being very satisfied with the service.

### Challenges and Opportunities

One of the main benefits of the service to riders compared to other on-demand services is that it does not rely on advanced scheduling to book trips. Trips to and from work at LAX can be booked on the same day, which gives employees the flexibility they need for schedule changes. Getting carpooling and vanpooling to work can be challenging for airport workers because shift schedules can change on short notice as flight timetables change.

LAWA has encountered challenges in launching and operating the Iride service. Because of the Iride service hours, drivers must be willing to work split shifts, with two 4-hour working times separated by an extended gap from 8 a.m. to 12:45 p.m. LAWA has had some difficulty hiring drivers that are willing to work a split shift schedule.

LAWA has also run up against constraints in operating the Iride service. The service operates with a fleet of four vans, which limits the number of trips Iride can serve in a day and can lead to longer wait times. Current service hours align with the highest peaks in employee demand throughout the day, which are primarily based on shift hours. Many airport employees (including Transportation Security Administration workers) have shift hours that would require them to commute at times outside of Iride's service hours. The primary limitation on Iride's service hours is the funding available for the service.

**Programs to Improve Access to Jobs**

Appendix A highlights several types of programs that can improve access to jobs.

**Transportation management associations** coordinate transportation options for employers and commuters within a specific geographic area. Two examples profiled in Appendix A are operated by LAWA, serving LAX, and the Westside Transportation Alliance, which serves Washington County.

**Voucher and pass programs** include financial incentives or discounts to help make transportation more affordable. Case studies in Appendix C include the City of Portland's Transportation Wallet program and the Pinellas Suncoast Transit Authority Transportation Disadvantaged Late Shift program.

Reaching LAX employees has also been a challenge since LAX workers are employed at over 167 different companies. To overcome barriers to outreach, the Iride team advertises the service on Altitude, the app for LAX employees that gives employees tools for problem reporting, food and retail discounts, and commute planning. Iride staff also talk to people in person, tabling at major employers and walking through the airport terminals. Iride advertises the service locally in Lennox and Inglewood using geofenced Facebook and Instagram ads (i.e., ads targeted to people in specific geographies), which also helps reach potential future employees in the area who might think that jobs at LAX would be difficult to access without a car.

## 4.2.2 CalVans, California

**Provider:** California Vanpool Authority (CalVans).

**Where it Operates:** 12 counties in California.

**Eligibility:** Agricultural vans are only available to agricultural workers. General purpose vanpools are open to all.

**Service Purpose:** Provides employment access, especially to agricultural workers who job sites and schedules change throughout the year.

**Service Delivery Model:** Vans are provided by the agency and are driven by an employee who organizes other employees to ride together.

CalVans is a public agency operating in 12 counties in California that provides 8–15-seater vans for approved drivers to drive themselves and other employees to work. Vanpools are made up of coworkers who travel together in a van that is borrowed or leased for commuting purposes. Vanpools generally have one assigned driver who is responsible for collecting payment from riders. Drivers take responsibility for driving their coworkers in exchange for free or discounted use of the van, thereby eliminating the cost of paying drivers. The majority of CalVans vanpools (635 out of 736) serves agricultural workers. Other users of CalVans vanpools include state employees that must commute long distances or, increasingly, any employers that are required to decrease single-occupancy vehicle commutes by their employees in accordance with the employer-based trip reduction rule in the San Joaquin Valley Air Pollution Control District.

**Strengths:** Vanpooling is particularly well-suited for agricultural workers. Agricultural workers work in rural areas that have population densities too low to support traditional transit. Moreover, seasonal changes in planting and harvesting mean that work site locations and working hours vary throughout the year. These factors make both fixed-route service and zonal on-demand service unfeasible for most agricultural workers. Additionally, many agricultural workers are migrants, which generates a set of important equity considerations. Some migrant workers have limited English proficiency, and some have limited access to banking options and driver's licenses. App-based transportation services that require banking and transportation services that are advertised only in English may therefore be undesirable or unusable by some agricultural workers. The use of vanpools can also avoid some of the barriers associated with the equitable transportation of migrant workers. Vanpools are organized amongst coworkers, decreasing the potential of language barriers. Drivers can collect funds from riders in a variety of ways, so participants are not required to use technology in any way to access the service.

### Pace Feeder Vanpool

Pace, the suburban transit agency in the Chicago area, helps fill first- and last-mile gaps in Chicago's fixed-route transit service by providing feeder vanpools that can be either used before a transit trip or after. Vanpools used for first-mile connections can support commutes to many employment destinations. Vanpools that are used for last-mile connections can be used to support reverse commutes from the city to the suburbs.

### Why this matters to Metro

Last-mile vanpools can facilitate access to employment sites in low-density areas. Supporting reverse commutes is an important equity consideration as employment opportunities shift outside of urban areas. As last-mile vanpools must be parked overnight and over weekends at transit stations, implementation may require evaluation of parking policies at transit stations.

CalVans received an initial start-up grant to purchase vans, but since the initial capital investment, the price that workers pay to become part of the vanpool has funded the program, including maintaining, ensuring, and replacing vans. In 2023, the program had a farebox recovery rate of 96.8%, and the program had no capital expenses. CalVans vanpools traveled 105,110,659

passenger miles across 3,569,288 unlinked passenger trips, for an average trip length of 29.4 miles. CalVans is currently collaborating with Affordable Housing and Sustainable Communities projects to provide electric vans to multifamily affordable housing projects.

**Challenges:** There have been some challenges in setting up the service. Firstly, there are legal challenges related to operating transportation specifically for agricultural workers. Because the lack of transportation options available to agricultural workers has historically given rise to dangerous travel conditions, such as overcrowded vans and trucks without seatbelts, transportation of agricultural workers is now regulated by the U.S. Department of Labor under the Migrant and Seasonal Worker Protection Act. Implementing a similar service would entail reviewing federal and state regulations on the subject. Secondly, the cost of providing or participating in a vanpool varies based on several factors, including the number of miles traveled, the size of the van, and the number of riders in the van. The large number of variables involved in calculating costs makes it challenging to estimate cost per rider or cost to rider before the program is established.

### 4.2.3 Access to Jobs Key Takeaways

- On-demand employer services can help expand access to employment centers in areas where there are gaps in transit service and help employees get to work with changing time constraints based on work shifts. This type of service can be effective for large employers or where employers are clustered together in one place or when tailored specifically to employee travel demand and service needs.
- Vanpools are cost-effective and well-suited for jobs that have variable work sites and work hours, such as agricultural work.
- Programmatic solutions such as transportation management associations and voucher/pass programs complement agency-provided services by providing vehicles, coordination, information, and financial incentives.

## 4.3 Theme 3: Access to Recreation

Natural areas with regional draw are often remote and accessible only by personal vehicle. Transit service that can connect people to parks and other outdoor attractions in areas not already served by traditional fixed-route transit can help Metro achieve safe and reliable transportation, vibrant communities, and equity goals. For major recreational areas that employ many people, transit services can also offer an opportunity for economic prosperity.

From the equity perspective, underserved communities in particular are more likely to face barriers to accessing green spaces in the region due to lower access to personal vehicles. Metro's Connect with Nature project seeks to identify barriers to park access and plan parks that are more welcoming to communities of color. Through a series of community engagements, access to outdoor spaces by public transportation was consistently identified as a top priority.

### 4.3.1 Trailhead Direct, King County, Washington

**Provider:** King County Metro, in partnership with King County Parks, Seattle Department of Transportation, and sponsored by Amazon. Other private companies also contribute funding for the Trailhead Direct service, but these funds can only be used for advertising and awareness (not operations).

**Where it Operates:** King County, Washington.

**Eligibility:** Open to the public.

**Service Purpose:** Improve (equity) access to major regional outdoor attractions, reduce congestion.

**Service Delivery Model:** Fixed-route service.

Trailhead Direct is a seasonal King County Metro (KC Metro) transit service connecting Seattle and Bellevue to trailheads on two routes. Both routes run on weekends and designated holidays from late May to mid-September. The service uses smaller transit vehicles with a capacity of 14 to 32 people and two bikes that the agency uses for weekday service. Trailhead Direct fares and payment are the same as for other KC Metro bus services, with a cost of $2.75 per ride for adults. Riders can use the KC Metro online trip planner or mobile apps to plan trips and learn about stops, routes, and planned schedules.

The Seattle Department of Transportation funds 50% of Trailhead Direct operating costs through the Seattle Transit Measure, which uses sales tax revenue to fund improved KC Metro service in Seattle's Transportation Benefit District. Private funding from the REI Co-op, Clif Bar, and the Wilderness Society has helped KC Metro market the service and attract new riders. The Trailhead Direct blog reports that passengers used the service for 11,400 hikes in 2023 and for more than 78,500 hikes since the service was launched in 2017.[2] KC Metro's partnerships with public agencies and private companies have been instrumental to success of the Trailhead Direct program.

Trailhead Direct was developed with several equity principles in mind but initially was focused on reducing congestion at trailheads. Since it began the service, KC Metro has placed more emphasis on connecting people to nature. Trailhead Direct stops in Seattle were selected based on the average equity and social justice score of nearby census tracts or by the ability to facilitate transfers from Sound Transit Link light rail stations. Onboard surveys show that approximately 70% of riders do not have access to a personal vehicle.

KC Metro partnered with the Environmental Coalition of South Seattle and the Wilderness Society to expand usage of the Trailhead Direct program amongst the Bhutanese, Chinese, Congolese, Japanese, Kenyan, Korean, Latinx, Vietnamese, and Ghanaian communities. Providing marketing materials in a variety of languages has been crucial for reaching these communities. Onboard surveys revealed that the riders surveyed were more likely to be lower income or people of color than are county residents as a whole.

### Challenges and Opportunities

KC Metro has faced challenges in providing the service due to operator shortages with its contracted operator, Hopelink. KC Metro would like to maintain consistent service from year to year, but that has not been possible. Another challenge for the agency is operating transit vehicles at busy times, particularly near trailhead parking areas where many drivers park illegally and can obstruct bus access. Finding layover space with appropriate facilities is also challenging at trailheads.

Service disruptions and cancellations on Trailhead Direct can be difficult for KC Metro to remedy. Because there are no transit alternatives for Trailhead Direct service and the bus lines operate at approximately 60-minute frequencies, the potential for a missed or cancelled trip on the Trailhead Direct service can be more disruptive and create anxiety for riders.

[2] https://trailheaddirect.org/2024/05/14/trailhead-direct-2024-update/

KC Metro's shift in focus to equitable access to nature and the outdoors, rather than on parking or congestion mitigation at trailheads, has helped the service more successfully meet the needs of local communities. KC Metro sees opportunities for more engagement with tribes in the region to help encourage responsible and respectful recreation. Proactive outreach with the outdoor community, including search and rescue groups, to educate people with limited outdoor experience about safety and outdoor destinations is also something KC Metro noted the agency could have started earlier in launching the service.

### 4.3.2 Community Van, King County, Washington

**Provider:** King County Metro.

**Where it Operates:** King County, Washington.

**Eligibility:** Open to the public.

**Service Purpose:** Improve (equity) access to major regional outdoor attractions, reduce congestion.

**Service Delivery Model:** On-demand.

KC Metro's Community Van is an on-demand rideshare program that allows groups to reserve vans for outings or trip-matches two or more riders traveling to similar destinations with a volunteer driver. The service is available for all kinds of trips but has been specifically marketed for access to recreation. This service is an option for travel at times of day when fixed-route service levels tend to be lower, including late nights and early mornings. Community Van trips can be booked for any time of day if an approved volunteer driver is available.

Community Van rides have the same fare structure as the KC Metro bus system. KC Metro covers the cost of gas, insurance, tolls, and the Washington State Discover Pass to access parking at state-managed parks, natural areas, and public lands.

Rides are scheduled in advance by contacting a KC Metro community transportation coordinator (there are currently 10). Wheelchair-capable vehicles are available upon request, and vans can hold up to 6 or 12 riders depending on the vehicle. The service is geared toward group rides as opposed to individuals who happen to be heading to similar locations at the same time. Trips must be booked at least 2 business days in advance if a driver is needed; a group making a reservation might include a volunteer driver and therefore will not need to reserve a driver. Volunteer drivers can complete the application and training online; it can take up to 2 weeks to complete the process.

#### Tompkins Consolidated Area Transit to Trails

TCAT to Trails is an information portal for existing transit service to natural areas in the Ithaca, New York, area. The brochure and website display maps of nearby natural areas and the bus lines that can be used to access those areas. The maps include information about the length and difficulty of trails available at each natural area. Highlighting existing service is an easy, low-cost way to connect more people to the outdoors using public transportation.

#### Why this matters to Metro

Increasing transit ridership access does not always require providing new service. Maintaining a list of parks that are accessible using transit—and providing instructions on how to do so—is a low-cost method for getting people into nature without a car. This information can be maintained on the Metro website and shared via social media and outreach to community partners.

Community Van is intended to provide service to destinations within a 2-hour drive from the van's location. It is also promoted as part of the Transit to Nature Program in partnership with King County Parks. This program provides limited funding for organizations in King County that serve the agency's equity priority populations and residents of unincorporated King County for nature outings.

#### Opportunities and Challenges

The Community Van is a unique ridesharing model. The program serves group trips with vehicles that KC Metro owns and maintains but with volunteer drivers that are members of the community. This reduces the cost and constraints of operating an on-demand service with professional operators. The Community Van program carries riders on trips for a variety of purposes and is primarily limited by the pool of available Community Van drivers. This operating model allows the Community Van service to reach the broader communities in areas that have lower-density land uses or that may be difficult to access by fixed-route transit services.

### 4.3.3 Access to Recreation Key Takeaways

- Transit services that provide access to specific recreation sites on set schedules help connect people who do not own a car or do not drive to recreation destinations that are beyond the reach of the transit network. These services work well when connected to high-density population centers with good transit access (enabling transfers from the regional transit network). Selecting stops in areas with equity priority populations directly serves people that may not otherwise have access to outdoor destinations. Operating these services on weekends or seasonally makes use of vehicles that transit agencies already own and maintain.
- Although operating costs for recreational services may be high on a per-passenger basis, they serve other goals and objectives.
- Providing vehicles that are operated by volunteer drivers or organizations, such as through KC Metro Community Van, can address specific community needs and serve a low volume of riders for trips to a broad range of recreation sites (or other common destinations). Volunteer drivers help reduce the operating cost of the program and addresses challenges with driver availability, but this also limits the availability of vans and trip times for potential riders in eligible communities.

## 4.4 Theme 4: Time-of-Day Mobility Needs

The transit spectrum (see Figure 1) illustrates how different modes can work in different operating circumstances to best meet local transit needs. There is demand for work and non-work trips outside of the peak hours. Late night and early morning are particularly challenging times for agencies to serve with traditional fixed-route transit because of lower and dispersed demand.

People who work night shifts or swing shifts have limited transit options, even if they live and work in urban areas. In areas with lower-density land uses, jobs can be difficult to access for people without cars. People with lower incomes or people of color are more likely to work swing and night shifts,[3] and addressing this imbalance can help Oregon Metro achieve its goals of equity, safe and reliable

[3] Ferguson, J. M., Bradshaw, P. T., Eisen, E. A., Rehkopf, D., Cullen, M. R., & Costello, S. (2023). Distribution of working hour characteristics by race, age, gender, and shift schedule among U.S. manufacturing workers. *Chronobiology international*, *40*(3), 310–323. https://doi.org/10.1080/07420528.2023.2168200

transportation, and economic prosperity. Workers in rural areas are also more likely to work nontraditional shifts.[4]

Transit service designed around typical workday hours can also limit opportunities to serve non-work trips. Most people have some travel needs that fall outside of typical working hours or need to travel on weekends when transit tends to operate at much lower service levels.

### 4.4.1 UTA On Demand, Salt Lake City, Utah

**Provider:** Utah Transit Authority.

**Where it Operates:** Four zones in and around Salt Lake City, Utah.

**Eligibility:** Open to the public.

**Service Purpose:** Provide access to low-density areas and/or at lower-demand times.

**Service Delivery Model:** On-demand.

Utah Transit Authority (UTA) On Demand is an on-demand microtransit service in the Salt Lake City area that connects low-density communities to transportation services and destinations. UTA On Demand covers 184 square miles around the Salt Lake City metropolitan area. Rides are completed in minivans; riders using mobility devices can request an accessible van through their profile in the UTA On Demand app. UTA On Demand serves 2,000 point-to-point trips per day at a cost of approximately $20 per rider, or $7.48 per revenue mile of operation. Users pay a $2.50 fare, and UTA On Demand serves on average 2.7 trips per hour throughout the day.

On Demand service is one variety of UTA's Innovative Mobility Solution, which are intended to serve geographic areas and/or times of the day that do not have enough transit demand for fixed-route service. In addition to on-demand services, these zones can include bike-share, autonomous shuttles on a fixed guideway, and partnerships with TNCs (such as Lyft or Uber). The service connects riders to destinations within the zones and to fixed-route bus or rail transit options.

UTA has four UTA On Demand zones, two of which have late-night service, with a service span from 4 a.m. to 12:15 a.m. on weekdays and 6 a.m. to 1:15 a.m. on Saturdays, which extends beyond the hours of UTA fixed-route service.

**Belleville On-Demand Nightime Service**

In 2020, Belleville, Ontario, Canada, replaced its existing nighttime bus service with on-demand service. Riders use an app to request rides on the bus from and to any bus stop within the nighttime system. Belleville uses Pantonium, an artificially intelligent routing software, to take requested rides and create the most efficient route for the bus. In the first month of the program, nighttime on-demand ridership grew by 300% compared to the previous nighttime bus service, and analysis of the service found that users had lower incomes and were more likely to not own a car than the Belleville residents as a whole.

**Why this matters to Metro**

The success of this program demonstrates how technological advances (in this case, artificial-intelligence routing software) can use algorithms to efficiently assign vehicles, which can reduce wait times and serve more people.

[4] Saenz, R. (2009). Rural Workers More Likely to Work Nontraditional Shifts. *Carsey Institute (Issue Brief No. 5).* https://scholars.unh.edu/cgi/viewcontent.cgi?article=1073&context=carsey

UTA evaluates the effectiveness of the program based on several key performance measures including ridership growth, on-time performance, service quality, passengers served per hour, and cost per ride. UTA also tracks other indicators in its On Demand zones including share of trips made by Uber or Lyft, the percentage of shared rides, and the community characteristics of locations served including priority equity populations.

#### Opportunities and Challenges

Prior to launching the On Demand service, UTA interviewed peer agencies that have active on-demand microtransit programs and compiled the following key findings regarding the factors that lead to successful services.

- Smaller service areas are important for reliability and adaptability of the service and allow the agency to more easily scale service as needed.
- Partnerships with TNCs such as Uber and Lyft along with private taxis and shuttles lower operating costs for the agency and increase customer satisfaction.
- Establishing clear procedures is important for creating or modifying service hours.
- Linking on-demand microtransit to fixed-route service is effective in increasing the transit mode share.

UTA's proposed 2025 budget proposes $16.8 million for microtransit. The agency's long-range Transit Plan[5] identifies additional Innovative Mobility Zones that it hopes to put in place by 2050.

### 4.4.2 Time-of-Day Mobility Needs Key Takeaways

- On-demand microtransit can fill gaps in transit service at specific lower-demand times (such as late at night) when it is less cost-effective to operate fixed-route service. This can help provide customers with more travel options and shorter travel times during off-peak hours.
- Many on-demand services have the same cost per passenger as on prior fixed routes operating in lower-density area; the UTA On Demand service has more cost-effectively served lower-density zones where it replaced fixed-route service. These services generally come with moderate to high operations costs per trip but can be an attractive alternative to people who would otherwise rely on rideshare.

## 4.5 Case Study Takeaways

The on-demand and flex-route service examples highlighted in these case studies illustrate how these types of services could expand the range of transit options available in this region to better meet travel needs. These services can connect people and destinations to existing regional transit service and extend the reach of the transit network to areas—and at times and on days—that may not be ideal for fixed-route service. These services provide opportunities for people without a car to access employment or recreation where there are limited transit options or geographic or temporal gaps in transit service coverage.

Effective services can be operated by organizations and agencies including transit agencies, cities, nonprofits, and private providers. Partnerships with both public entities and private corporations and

[5] UTA Moves 2050 (2023). https://www.rideuta.com/-/media/Files/Current-Projects/Long-Range/UTA_Moves_2050_Nov2024.pdf

organizations can help provide information on potential riders, build awareness and promote the service, and provide funding to help balance the costs of service. Transit providers can also stretch funding to apply delivery models that are less expensive per passenger and that provide better service to passengers where fixed-route transit is not cost-effective. Transit agencies have also found cost savings in repurposing vehicles they currently own or using their existing fleets in periods when service levels are lower.

Providers use a wide array of metrics to track the performance of these services, but they often include ridership and cost-effectiveness (e.g., cost per trip). Success is generally not measured relative to existing fixed-route systems, though some services may be compared to previously operating fixed-route service. Other goals including service coverage or reaching equity populations can be more of a focus for these services. Prioritizing equity through outreach and local partnerships or through locating transit stops and service areas in equity priority areas tended to increase ridership on these services.

The agencies and organizations that operate fixed-route, flexible, or on-demand services to meet community needs that fit under the four key themes faced common challenges. Driver shortages and funding constraints were the most common limitations for providers in operating these services. Demand for these services can outpace available fleet and staff resources, and agencies may need to limit service hours to balance the cost of service.

Flexible and on-demand services can be less costly than fixed-route transit if they are replacing low productivity routes. However, if demand for on-demand service is high, the wait times for these services can become longer or providers may need to use additional vehicles or staff, which increases the cost of the service. Ridership demand for on-demand services often outpaced the level or service provided. Additional funding could help providers extend the span of service and supplement staff and vehicle fleet for the highest level of service.

Community connectors are not always the right solution for gaps in access to the transit network. In some cases, nontransit shared mobility and transit-supportive programs are enough to fill access gaps. These programs can work together with transit services to improve first- and last-mile connections. Agencies can also help create policies and programs that incentivize non-single-occupancy-vehicle commuting and work with employers to expand transit options and incentives for their workers.

# 5. Next Steps

Findings from this study will inform potential transit solutions to help expand access for people traveling to, from, or within areas that may not be best served by traditional fixed-route transit in the Portland Metro region. In future phases of work, appropriate community connector solutions for gaps in the regional transportation network will be identified and evaluated.

# Appendix A

## Services and Programs that Support First- and Last-Mile Travel Needs

# SERVICES AND PROGRAMS THAT SUPPORT FIRST- AND LAST-MILE TRAVEL NEEDS

Providing first- and last-mile community connector services like the case studies profiled in the report is not the only way to encourage transit ridership and fill mobility gaps. Nontransit shared mobility service and transit-supportive programs can improve access to transit or provide alternative forms of mobility when transit is not the right solution. Below are examples of shared mobility services that are not considered transit and programs that enhance and encourage transit ridership.

## Nontransit Shared Mobility Services

Shared Mobility is a transportation service that allows users to share the same vehicle as a group or at different times. Examples of transit shared mobility are described in Section 2, Transit Spectrum. Examples of nontransit shared mobility services include the following:

- Micromobility
- Car-share or van-share

Both of these can be used either to access transit or as an alternative to transit.

### Micromobility

Micromobility services like bike-share and scooter-share allow people to travel relatively short distances faster than walking and without a wait. Depending on where micromobility stations are located, they can either support transit trips or replace them. Co-locating micromobility stations at transit hubs to create mobility hubs can help fill first-mile and last-mile gaps in access to transit services. The quality of the active transportation network and other safety considerations like the availability of helmets will impact whether someone feels comfortable using micromobility services.

#### Lime Scooter Share

Lime is a scooter-share program operated by Lyft, a private company. People over the age of 18 can access scooters by registering for an account. Though it is a service accessible through a mobile app, using Lime does not require having a smart phone or credit card—riders can call a phone number to unlock scooters and can pay with cash at certain locations. Lime is working on many projects to improve the usability of scooters for people with disabilities and low-income populations. Through the Lime Assist program, people with disabilities can have an adapted vehicle delivered to the user's home for use for 24 hours for free. Adapted vehicles include scooters with seats and three-wheel scooters. Lime Access is Lime's discount-rate program. Eligibility for the program is determined by participation in income-restricted programs such as Medicaid and the Children's Health Insurance Program; this streamlines the process of determining eligibility.

Lime has partnered with the Portland-based nonprofit, suma, to overcome the digital divide for frontline communities and to identify why communities who are eligible for Lime Access are not using the service. Suma found that the communities it works with are often hesitant to share bank or location data with large corporations. To overcome this, users can access scooters through the suma

app, which is more trusted by community members. The suma app consolidates opportunities for low-income community members to save money on goods and services onto one platform.

### Key Takeaways

- Improving access to transit includes consideration of how people access transit.
- Micromobility can either complement or replace transit trips depending on the location of scooter and bike docks and the quality of the transit and active transportation networks.
- Sidewalk, street, intersection, and curb infrastructure can play a role in whether people feel safe using micromobility transportation options such as scooters, regardless of ability.
- Partnerships with community-based organizations can help uncover the barriers to access and identify tailored solutions for specific community groups that Metro hopes to reach.

## Car-Share or Van-Share

Car-share services allow people to rent a vehicle for short periods of time. Some programs require the vehicle to be returned to the same location as the pickup, such as Zipcar, while others allow users to return their cars anywhere within a service area, such as HOURCAR. Car-share can be used as an alternative to a transit trip or to access transit, particularly if policies allow for a different drop-off location.

### Zipcar

Zipcar is a car-share offering hourly service operating in the Portland region and across the country. Zipcar provides a variety of memberships, including business and student memberships.

This station-based service generally works well in environments that have existing transit and active transportation facilities and infrequently require personal vehicles since the user is responsible for payment from the time they start their trip to the time they end the trip in the same location. They do not work well in very rural areas without other transportation options.

Zipcar's goal is to reduce the need for car ownership, which in 2024 was estimated to cost $12,297 a year on average by AAA. Reducing personal vehicle ownership also increases the amount of urban space that can be used for other purposes. Zipcar has the goal of electrifying its fleet by 2030 to increase the environmental health benefits of the service.

### HOURCAR

HOURCAR is a hub-based, nonprofit car-share service in Minneapolis, Saint Paul, and the metro area for trips between 30 minutes and 3 days. It provides a variety of membership options including reduced-price programs for income-verified members and for university students, faculty, and staff. HOURCAR memberships include membership in Evie Carshare, a free-floating all-electric car-share service. All HOURCAR vehicles include Minnesota State Park Passes to encourage their use in state natural areas.

Dockless car-share can facilitate first-mile and last-mile connections to transit stations because users can drive to transit stations and leave the vehicle there without paying for it during the day. These can be used in areas that transition quickly from urban to suburban or urban to rural because it allows people in lower-density areas to access fixed-route transit in more urbanized areas.

The program is funded by grants, donor giving, members, and visitors.

### Key Takeaways

- Car-share services can reduce the need for personal vehicle ownership and can provide mobility options outside of transit service hours.
- The form of car-share service (station-based or free-floating) impacts how car-share is used; station-based services promote community-based or home-destination-home trips, whereas free-floating services support trips to work, school, or transit stations.
- Car-share services can support outdoor access in areas that are not reachable by public transit, especially through partnerships that provide passes to outdoor areas.
- Services provided by nonprofit organizations, such as HOURCAR, require grant funding to offer affordable transportation options.
- Car-share services are not a solution for people who cannot or do not drive, and the availability and geographic spread of accessible vehicles may be limited.

# Transit-Supportive Programs

Transit-supportive programs encourage the use of existing mobility services and include the following:

- Transportation Management Associations (TMAs) and Transportation Management Organizations (TMOs).
- Mobility wallets and other voucher programs.

## Transportation Management Associations and Transportation Management Organizations

TMAs and TMOs coordinate transportation options for employers and commuters within a certain geographic range. In regions with requirements regarding commute mode shares, they help employers meet these regulations. TMAs coordinate transportation options in a variety of locations including low-density areas. Some provide transit as part of their offerings, and some do not. TMAs/TMOs can coordinate transportation options for a region (see Westside Transportation Alliance example) or for a major employer (see the commuteLAX example).

### Westside Transportation Alliance

The Westside Transportation Alliance (WTA) is a 501(c)(6) nonprofit TMA that partners with employers and public agencies to improve commute options for employees and employers in Washington County, Oregon. Established in 1997 as part of the City of Beaverton, WTA now operates independently, providing businesses with customized workplace services and programs encouraging employees to commute using transit, carpooling, vanpooling, biking, walking, or teleworking. By promoting sustainable transportation options, WTA supports stronger businesses and healthier communities, aligning with its vision to create an engaged alliance of partners and increase the use of transportation alternatives.

WTA's tiered membership structure makes its services accessible to organizations of all sizes. It offers employee commute surveys, toolkits, and incentive programs tailored to employer needs. Its ability to secure funding from grants, including the Metro Core Partner Grant and smaller project-based grants, provides financial stability and facilitates innovative programming. Programs

such as e-bike loans and team-based active transportation challenges promote camaraderie among employees. WTA's expertise in conducting Employee Commute Options surveys helps employers identify transit needs, adding value to membership. WTA partnerships with public agencies and delivery of cost-effective, impactful services strengthen its reputation as a trusted resource for transportation solutions.

The WTA faces challenges in raising awareness and engagement among businesses. Many employers are unaware of the available programs or find it difficult to assign internal responsibility for implementing them. Additionally, transportation limitations in Washington County, such as infrequent transit service and long transfer times, pose barriers to the wider adoption of nondriving commutes. Marketing and promoting lesser-known transit services and employer-sponsored shuttles also present difficulties. Nevertheless, WTA continues to advocate for accessible and sustainable transportation options, while addressing the unique needs of the community.

## CommuteLAX at Los Angeles World Airports (LAWA)

CommuteLAX is a TMO that was launched in 2021 to address the need for tens of thousands of employees to access the LAX airport. In 2024, there were 40,000 TMO-represented employees and LAWA employees.

The commuter shuttle program Iride, detailed in Section 4.2.1 in the report, is only one of a suite of transportation offerings from commuteLAX. Other programs include vanpool, carpool, subsidized transit passes, and up to two guaranteed rides home per year in cases of emergencies.

LAWA reports that a trip of up to 10 miles is generally appropriate for on-demand service, and more than 10 miles is better suited for vanpools and carpools. Carpooling and vanpooling can be more effective for concessions employees at LAX, who have more stable work hours compared to airline staff such as flight attendants, baggage handlers, and pilots. A challenge to coordinating carpools and vanpools for concessions staff is the inability to communicate across the 167 employers at LAX. To overcome this issue, LAWA is rolling out a new carpool matching service that it will make available to all employees on its app for LAX employees.

## Key Takeaways

- Organizations that provide a consolidated source of information on transportation options for employers and employees can more easily maintain accuracy of their inventory of available transportation and direct people to appropriate services.
- TMAs and TMOs are essential for helping employers meet regional and statewide requirements regarding commute shares.
- Some TMOs and TMAs operate service directly, and others only connect employers and employees to existing transportation options.
- For organizations that provide service, providing specialized trips for limited-eligibility riders (such as the LAWA Iride service) is expensive, and this expense limits the scope of available services.
- Providing service directly can effectively compete with single-occupancy-vehicle trips but may also compete with transit. Providing specialized service when or where transit is not operating is most likely to lead to favorable commute share outcomes.

# Mobility Wallets and Vouchers

Vouchers are tickets provided by a public agency that are used to access transportation options that would otherwise be prohibitively expensive for lower-income households, options such as taxis or TNCs such as Uber and Lyft. By partnering with TNCs, transit agencies can subsidize on-demand service at an affordable level without having to provide the service themselves. Pinella Suncoast Transit Authority's Late Shift program is profiled below as an example of a voucher service targeted to off-peak employee access, and its Direct Connect program is included as an example of a voucher program that supports transit ridership.

Mobility wallets provide users with vouchers or passes for a variety of transportation services. Mobility wallets are one type of universal basic mobility strategies, which seek to provide a certain level of mobility to all people, regardless of their income or location. The City of Portland's Transportation Wallet Access for All program is provided as an equity-focused mobility wallet program example.

## Transportation-Disadvantaged Late Shift

The Pinellas Suncoast Transit Authority (PSTA) Late Shift program provides vouchers to transportation-disadvantaged (TD) communities—those with an income that is less than 200% of the federal poverty line and that do not having reliable access to a vehicle—and people who work night shifts. Users pay $9 per month to access 25 Uber or taxi rides that can be used only to access work shifts that begin or end between the hours of 10 p.m. and 6 a.m. Late Shift program participants must already be part of the Transportation Disadvantaged Program, which costs $11 per month for a discounted bus pass.

Because the program is limited to those without reliable vehicle access who work outside of PSTA's service hours, the program allows TNC trips to fill a gap in transit service hours and supports stable employment that would not otherwise be accessible. This program is part of a larger suite of offerings for TD communities, including reduced-fare bus trips and door-to-door service. 90% of the programs funding comes through state TD funds, which are gathered via a $1.50 charge on every vehicle registration or renewal plus additional voluntary donations.

A challenge of providing specialized services with limited eligibility is that verifying that riders are eligible and that their trips are used for the approved purposes during the correct times can be time-consuming and requires origin and destination data to be shared by TNCs. Another consideration when implementing the program is that non-shared rides in TNCs and taxis do not remove single-occupancy vehicles from the region's roads, which precludes some of the congestion and environmental benefits associated with transit and other shared-ride services. Balancing equitable job access and environmental concerns should be carefully considered when pursuing similar services.

In addition to the Late Shift voucher program, PSTA also offers a voucher program intended to facilitate first- and last-mile connections to transit. Riders who begin or end their TNC or taxi trip at one of the 26 Direct Connect locations found at transit stops throughout the county receive a $5 discount on their ride. Riders booking an ADA-accessible ride through wheelchair transport receive a $25 discount on their ride.

## The City of Portland's Transportation Wallet Access for All Program

The City of Portland's Transportation Wallet Access for All program provides free transportation options to people and households living on low incomes. These options include transit, e-bike and

e-scooter-share, rideshare, and taxis. Eligibility for the program is determined based on income (verified through membership in an income-restricted program such as Medicaid or Supplemental Nutrition Assistance Program) and membership in one of 18 community-based organizations that have partnered with the Portland Bureau of Transportation (PBOT) for the program. Individuals can choose between two transportation wallet options—one that provides a 1-year transit pass and another that includes a mix of transit benefits, Biketown benefits, and a prepaid Visa card for use on rideshares, taxis, and TriMet—based on their travel needs. The program is funded by a surcharge on parking and a grant through the Portland Clean Energy Fund. A 2023 survey distributed by PBOT found that 54% of respondents do not own or have access to a private vehicle, 39% of respondents reported having a disability, and 52% of respondents tried using new transportation modes they had never used before.

The Transportation Wallet Access for All program joins two other transportation wallet programs provided by PBOT. The Transportation Wallet in Parking Districts program is for residents who live in the Central Eastside and Northwest Parking Districts and is intended to manage demand for parking in those areas. The Transportation Wallet New Movers program is limited to residents moving into new multifamily apartment buildings in certain zones.

## Key Takeaways

- Voucher programs can support mobility needs in times or areas where transit is not feasible, such as late at night or in very low-density areas, and when demand for service is very low.
- Vouchers can also support transit use by facilitating first- and last-mile connections to transit stations.
- The flexibility of transportation wallets allows jurisdictions to offer voucher packages that make sense for the transportation offerings available.

# Appendix B

## Documented Gaps in Transit

## Regional and Local Plans

The team reviewed existing plans published by Oregon Metro (Metro), counties, cities, and subarea plans led by cities or the Oregon Department of Transportation (ODOT). Transportation system plans or specialized plans for the following cities mention or address key terms such as shuttle, circulator, vanpool, first/last mile, and access gaps:

- Beaverton (2015)
- Damascus (2013)
- Gresham (2013)
- Happy Valley (2021)
- Oregon City (2013)
- Portland (2020)
- Troutdale (2013)
- Tualatin (2013)
- Wilsonville (2013)
- Clackamas County (2013)
- Clark County (2021)
- Multnomah County (2016)
- Washington County (2024)

Local jurisdictions also have other plans that include policies, recommendations or references to similar types of first- and last-mile services. Regional and statewide plans also address potential first- and last-mile flexible and on-demand services have been identified as part of numerous Metro- and ODOT-led planning efforts. Recent efforts include:

- ODOT Historic Columbia River Highway Congestion and Transportation Safety Improvement Plan (2019) and Transit Vision Around the Mountain (2021)
- Clackamas County Clackamas to Columbia Corridor Plan (2020), Transit Development Plan (2021), Sunrise Community Visioning Project (underway) and RideClackamas.org website
- Washington County Countywide Transit Study (2023) and Transit Development Plan (2022)
- TriMet Forward Together (2023) and Forward Together 2.0 (anticipated in 2025), Reimagining Public Safety and Security Plan (2021), Coordinated Transportation Plan for Elderly and People with Disabilities (2020, update underway), Pedestrian Plan (2020), Equity Lens/Index (2020), Red Line MAX Extension Transit-Oriented Development & Station Area Planning (2022)
- City of Hillsboro Sunset Highway Corridor Study (2023)
- City of Portland PBOT Mobility Hub Typology Study (2020), Transit and Equitable Development Assessment (2022) and 2040 Portland Freight Plan (2023)

- SMART Transit Master Plan Update (2023)
- City of Troutdale Destination Strategy (2024)
- SW WA RTC Regional Transportation Plan (2024)
- C-TRAN 2045 (anticipated in 2025)

Metro has many plans that reference opportunities for these services.

**Guiding Study and Informing Development**

- 2040 Growth Concept
- Mobility Corridors Atlas (2014)
- Strategic Plan to Advance Racial Equity, Diversity and Inclusion and Equity Framework (2016)
- Regional Transit Strategy (2018)
- Southwest Corridor Equitable Development Strategy (2017) and Locally Preferred Alternative (2018)
- Regional Travel Options Strategy (2018)
- Division Transit Locally Preferred Alternative (2019)
- Regional TDM Inventory Needs and Opportunities Assessment (2019)
- Designing Livable Streets and Trails Guide (2020)
- Transportation System Management and Operations Strategy Update (2021)
- Emerging Technology Strategy (2018) and Emerging Transportation Trends Study (2022)
- Transit-Oriented Development Strategic Plan (2022)
- Metro Commute Program Current State Report and Action Plan (2022)
- Regional Transportation Plan and High Capacity Transit Strategy (2023 Update)
- Westside Multimodal Improvements Study (2024)

**Coordinated with the Study**

- Regional Transportation Demand Management Strategy and Regional Travel Options Strategy Update (2025)
- Tualatin Valley Highway Corridor Study (2026)
- 82nd Avenue Corridor Study (2026)
- Local work, specifically:
  - → TriMet's Forward Together 2.0
  - → Washington County's Transit Development Plan

**To Be Potentially Informed by the Study (2026+)**

- Regional Transit Strategy Updates
- Regional Transportation Plan updates
- Regional Transportation Functional Plan updates
- Urban Growth Management Functional Plan updates
- Future partner work

## Local Feedback on Gaps in Transit Network

Drawing on local outreach efforts from previous plans provided an understanding of key themes for transit services and gaps in existing service. Feedback from transit providers, local agencies, and other groups through the project's Transit Working Group also informed this study. Appendix A summarizes feedback Metro has documented between 2016 and 2024. Using feedback from local stakeholders and past community outreach comments, four key themes were identified as primary gaps that could be addressed by this study. These themes (see Section 4) then informed the case studies and best practices reviewed in the following section.

It is important to note that these themes and gaps pertain to the markets and geographies that are or could be served by community connector services. TriMet, SMART, and local jurisdictions have separate planning efforts that address the future of transit in the region, such as TriMet's Forward Together plan which examines the future fixed-route transit network. Therefore, the gaps and themes described in this report are narrowly focused on community connector transit and not on planning for the fixed-route network itself.

# Appendix C

## Case Studies

# Case Study Themes

- Mobility in low-density areas
- Employee access
- Transportation during off-peak times
- Access to parks and outdoor areas

# The Current

**Who runs it?** C-TRAN

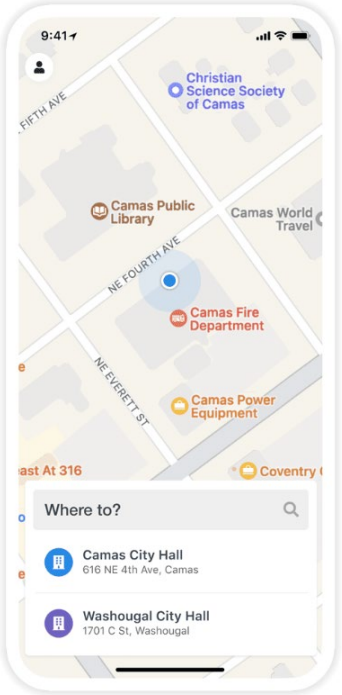
**Who rides it?** Anyone within five zones

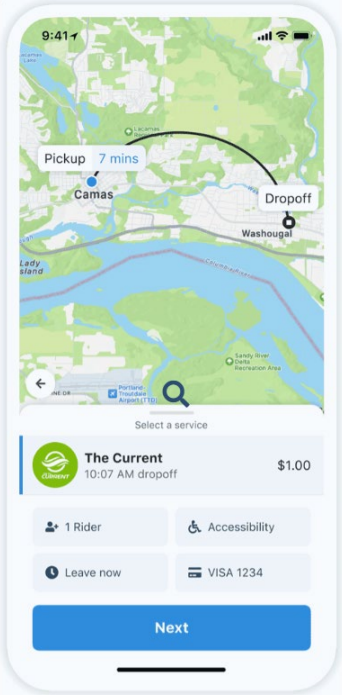
**Who pays for it? S**ales tax + $1.25 fare

**How is it equitable?** The service expands access to key employment destinations

# The Current

| What's working well | Things Metro Region should consider |
|---|---|
| Fully accessible vans allow interoperability with paratransit service | On-demand service can bolster mobility for people with disabilities as well as the general public |
| Using the Spare software but otherwise providing the service in house saves operating expenses | Ability to successfully operate in house demands on scale of the service provided: fewer, smaller zones are easier to manage in house |



# The Current

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| Cannot meet demand for expansion of the service due to operating expenses | Create clear system for deciding when/where a zone is created so that resources are used most efficiently |
| Can be challenging to complete microtransit rides because drivers prioritize completing paratransit trips | Overlap between paratransit and general on-demand service can lead to operational efficiencies but can also degrade on-demand service due to prioritization of paratransit trips |

# The Current

## Key Performance Indicators

| Cost to user | Operating expense per vehicle revenue hour* | Boardings per hour | Average wait time | Percent of rides that are shared |
|---|---|---|---|---|
| $1.25 ($0.60 reduced fare) | $179.18 | 3.3–3.5 | 14 minutes | 70% |

*Data from 2023 from the National Transit Database (NTD), includes all C-TRAN demand response trips

# CapMetro Pickup

**Who runs it?** Public agency, operated by Via

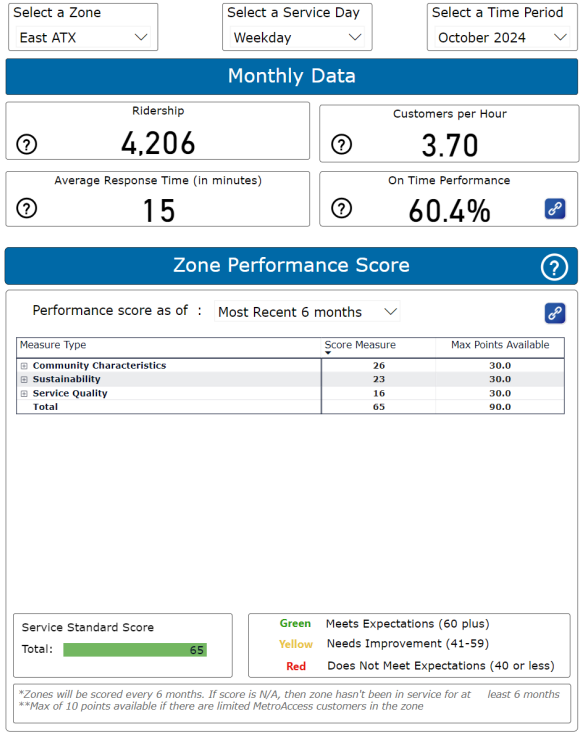
**Who rides it?** Anyone within its 11 service zones

**Who pays for it?** Property taxes & $1.25 fare per ride

**How is it equitable?** Serves areas not well-served by fixed-route transit. All vehicles are wheelchair accessible

# CapMetro Pickup

| What's working well | Things Metro Region should consider |
|---|---|
| Cap Metro uses a zone scoring matrix that includes community characteristics (population 65 or older, zero car households, MHI, households in poverty, minority population, essential services within zone), service quality (passenger wait time, square mileage, ridership), and sustainability (cost effectiveness, MetroAccess customers, mobility impaired passenger, shared rides). | Choosing zone locations based on community characteristics can help ensure that benefits of this service are equitably distributed. Once established, service quality and sustainability metrics can be used to evaluate the success of the program in each zone. |
| Pickup and MetroAccess, Cap Metro's ADA paratransit service, share facilities and backend operations, which increases operational efficiencies and saves money. | Explore opportunities to share operations with current transit service in the region. |



# CapMetro Pickup

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| Fare is the same as a bus ticket but has lower productivity than the bus | The service is funded mostly through sales tax, which is not an available funding source in the Metro region |
| Spikes in demand during peak hours makes staffing challenging, and split shifts are generally unappealing to potential drivers | Serving a variety of trip types can help distribute demand across the day |

# CapMetro Pickup

## Key Performance Indicators

| Cost to user | Cost to operator | Boardings per hour | Operating expense per vehicle revenue hour* | Average wait time | Monthly riders** |
|---|---|---|---|---|---|
| $1.25 (or $0.60 for reduced fare) | $29.41 per rider | 3.4 | $168.39 | 14 minutes | 46,281 |

*NTD data from 2023, includes all CapMetro demand response
**October 2024

# UTA On Demand

**Who runs it?** Public Agency

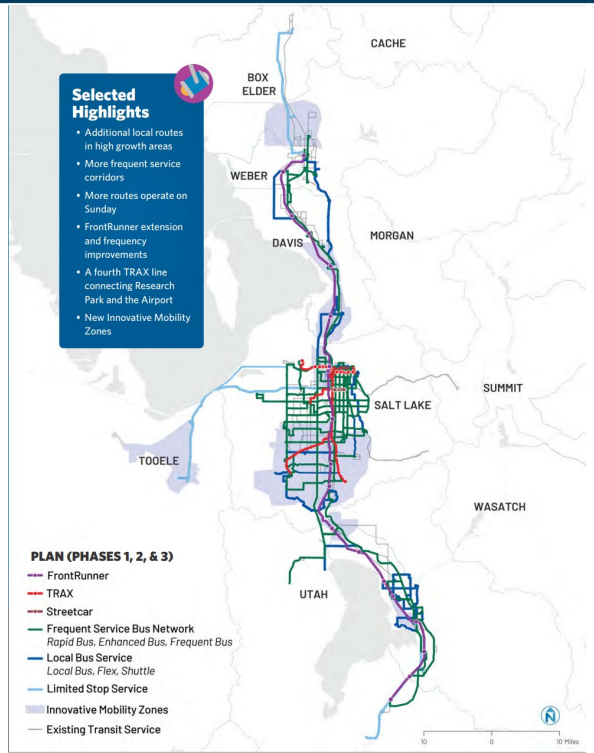
**Who rides it?** Anyone within four zones

**Who pays for it?** UTA general fund, $2.50 per ride

**How is it equitable?** Extends UTAs service hours

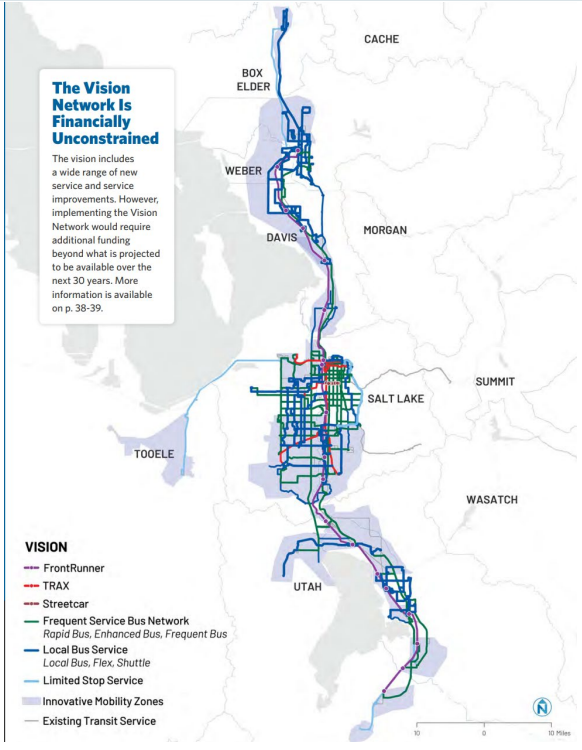
# UTA On Demand

| What's working well | Things Metro Region should consider |
|---|---|
| Long-term plans for on-demand service and other Innovative Mobility Services are established in 2050 Transit Plan, which holistically considers the full range of public transportation options in the region and captures the full cost of implementing this range | Consider concurrent planning of future high-capacity transit and community connector services |
| Tracks program success using well-developed KPIs based on peer research | Appropriate KPIs for on-demand service vary based on service goals and zone land use |



# UTA On Demand

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| The 2050 Vision Network that includes fully expanded on-demand zones is not possible with existing funding levels | Not all areas that would be well-served by on-demand service are likely to be feasible, which underscores the need for a robust evaluation system for potential zones |
| Based on current development patterns in the Salt Lake City metropolitan region, a much lower percentage of people will live within a half-mile walk of transit by 2050, which increases the need for on-demand service | Efficient land use planning is crucial for reigning in the need for on-demand service, which is more expensive to operate than fixed-route service |



# UTA On Demand

## Key Performance Indicators

| Cost to user | Cost to operator | Operating expense per revenue hour* | Unlinked passenger trips per vehicle hour* | Operating expense per passenger mile traveled* |
|---|---|---|---|---|
| $2.50 | $20.00 per ride | $126.81 | 2.7 | $6.76 |

*NTD data from 2023, includes all UTA demand response

# Iride Inglewood

**Who runs it?** City of Inglewood and Los Angeles World Airports (LAWA)

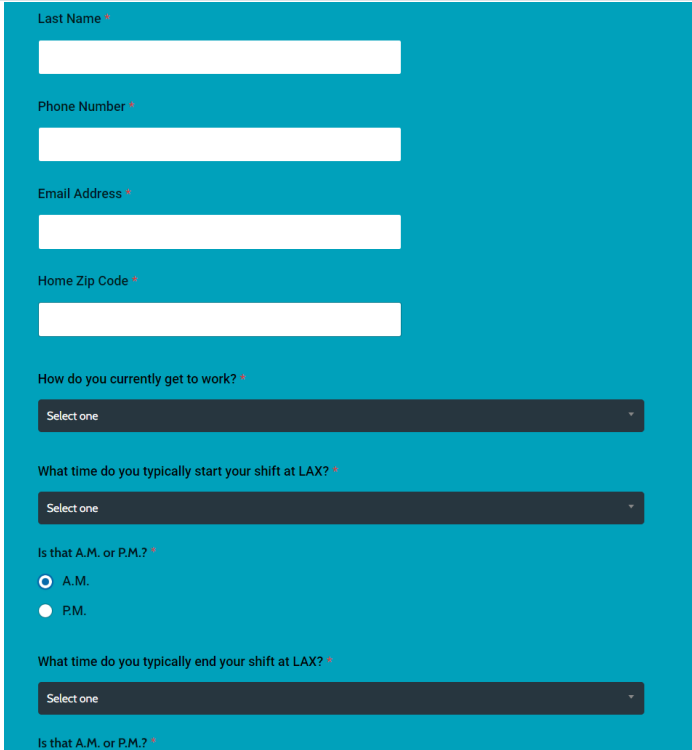
**Who rides it?** LAX employees who live in Inglewood or Lennox

**Who pays for it?** LAWA, which is funded through airline fees and landing fees

**How is it equitable?** Increases access to stable, low-barrier employment at LAX

# Iride Inglewood

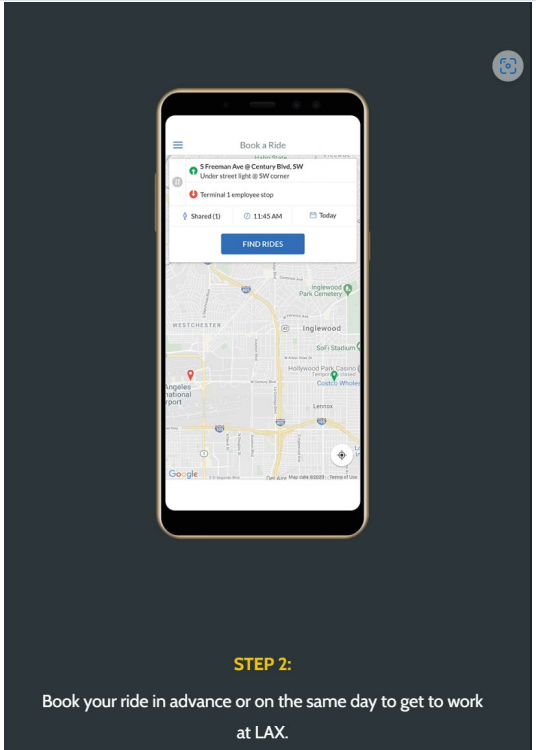
| What's working well | Things Metro Region should consider |
|---|---|
| Eliminates cost-based barriers to accessing employment opportunities at LAX without driving alone | Services focused on low-barrier employment sites can have major equity payoffs |
| Individualized service fills a gap that can't be filled by vanpools/carpools because of shift times and variability of schedules | Shift schedule and type of work can heavily impact what kind of service is most appropriate for serving job sites |
| Easy verification of eligibility – riders simply show their employee badge to the driver when boarding | Simple eligibility verification saves staff time and money |
| Robust data collection from employer surveys yields important information on employee home addresses and peak shift times | Using data to determine service hours and service zones can help efficiently allocate limited resources |



# Iride Inglewood

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| Due to funding constraints, service is only provided between 4 a.m. and 8 a.m. and from 12:45 p.m. to 4:45 p.m. | Use data on shifts and existing transit service to ensure that employees have transportation available for trips to and from work |
| Finding drivers who will drive split shifts that start early in the morning is challenging | Balance shift schedules with feasibility of staffing driving shifts |
| Spreading information at a job site that is open 24/7, especially to service workers, can be challenging | Use existing communication channels (the Altitude app, in this case) to share information. Use in-person methods to reach those not on the app. |





# Iride Inglewood

## Key Performance Indicators

| Cost to user | Cost to operator | On-time performance | Average commute time | Customer satisfaction |
|---|---|---|---|---|
| Free | $21.63 per ride | 91.5% | 22.5 minutes | 4.9 stars |

# Ride Connection Community Connector

**Who runs it?** Nonprofit

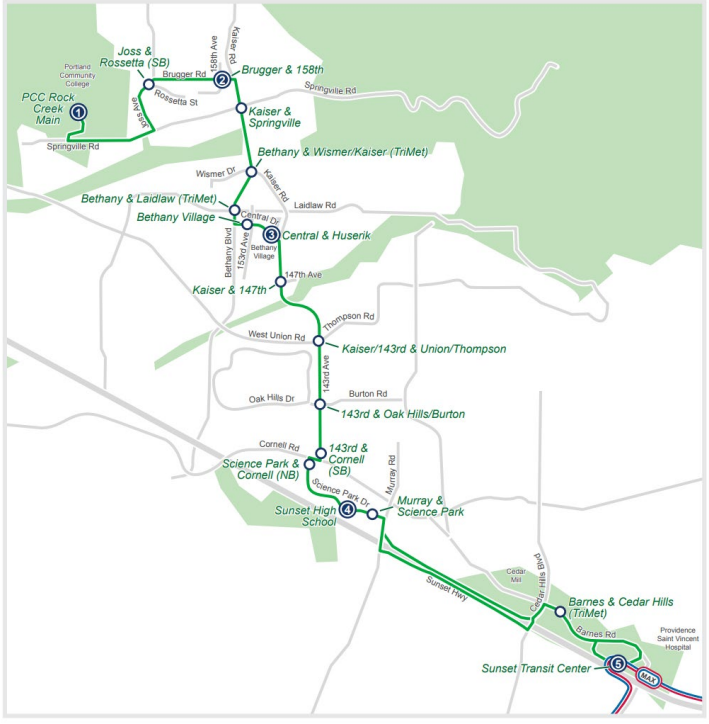
**Who rides it?** Mostly residents in areas underserved by fixed-route transit service

**Who pays for it?** Funded through public grants and donations, free to riders

**How is it equitable?** Removes cost barriers for transportation

# Ride Connection Community Connector

| What's working well | Things Metro Region should consider |
|---|---|
| Deviated fixed-route service strikes a balance between reliability and flexibility | When setting up routes consider existing destinations and travel patterns |
| Functions both as a first-mile/last-mile connection to TriMet service and as a standalone mode of reaching community destinations, including employment sites, grocery stores, and schools | Providing a mix of destination types helps avoids major peaks in service demand around commuter hours only |
| The organization's flexible offerings is based on community engagement built from long-term relationships with various communities | Partner with existing organizations when evaluating need for new service in the region |



# Ride Connection Community Connector

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| Demand for service outstrips available funding | Ride Connection (RC) is an essential service provider in the region, and support for RC and other non-profits is important for maintaining quality of services in the region |
| As a nonprofit, Ride Connection must cobble together funding from public and private sources, some of which has very specific regulations around spending (e.g., 5311 funding must be used only in rural areas) | Navigating multiple funding sources makes providing transportation services more challenging |

# CalVans

**Who runs it?** Public agency

**Who rides it?** Mostly agricultural workers (635 of 736 vans)

**Who pays for it?** Self-funded after initial cost of acquiring van fleet

**How is it equitable?** Provides transportation for underserved population, partners with affordable housing providers

# CalVans

| What's working well at CalVans | Things Metro Region should consider |
|---|---|
| Flexible routes and departure times | Agricultural workers often work on multiple hard-to-access sites throughout the season. Having autonomy over where the vanpool goes helps meet the needs of their job. |
| Self-funding after initial investment | Low out of pocket costs can help encourage more participants |
| Can be set up through employer to meet requirements for decreasing employee SOV use | Explore opportunities for programs like this to be funded by Metro's RTO program |

# CalVans

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| Legal challenges in providing agricultural worker transportation | Get an understanding of what can and cannot be provided in the state of Oregon |
| Difficulty estimating cost per ride or cost to rider | Up front coordination is needed to ensure the program is set up for success and riders cover the cost of operation and maintenance of the vehicle |

# CalVans

## Key Performance Indicators

| Cost to user | Operating expense per vehicle revenue hour* | Unlinked passenger trips per vehicle revenue hour* | Operating expense per passenger mile traveled* | Farebox recovery rate* |
|---|---|---|---|---|
| Low, varies based on number of passengers and commute length | $41.16 | 11.1 | $0.13 | 96.8% |

*NTD data from 2023

# Pace Feeder Vanpool

Pace, the suburban transit agency in the Chicago area, helps fill first- and last-mile gaps in Chicago's fixed-route transit service by providing vanpools that can be either used before a transit trip or after. Vanpools used for first-mile connections can support commutes to many employment destinations. Vanpools that are used for last-mile connections can be used to support reverse commutes from the city to the suburbs, which is an important equity consideration as employment opportunities shift outside of urban areas. Using vanpools for these last-mile connections requires parking at transit stations so vans can stay there over the weekend. The cost of acquiring vans is funded through public funds appropriated for suburban job access.

# Trailhead Direct

**Who runs it?** Public agency

**Who rides it?** General public

**Who pays for it?** KCM, riders ($2.75 fare), private sponsors

**How is it equitable?** Increases outdoor access for populations without cars, partners with community-based organizations, provides discounted rates

# Trailhead Direct

| What's working well | Things Metro Region should consider |
|---|---|
| Provides better outdoor access to populations without cars | • Departure points that are well-served by transit increase equitable access to the service<br>• Partner with parks organizations to get on the same page about mission of service (providing access vs relieving parking congestion) |
| Service uses buses that are otherwise not in service on weekends | Explore opportunities to decrease capital costs through use of existing vehicles |
| Strong partnerships across agencies and with private firms pays for marketing that increases awareness for the service | Consider sponsorship opportunities with outdoor-related companies in the Portland region<br>Consider potential limitations on how private money can be spent |
| Partnerships with community-based organizations support outdoor access for equity priority groups | Partner with organizations like Wild Diversity, Adventure Without Limits, and Latino Outdoors to increase the equity benefits of the program |

# Trailhead Direct

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| Challenging to find drivers to work shifts on weekends and holidays (operator shortage persists) | Shifts must be incorporated into existing transit operator schedules rather than staffed separately |
| Fixed-route transit only serves urban areas that have population densities high enough to support it | More flexible services, like KCM's Community Van (next slide) can expand coverage to areas that are less dense |
| Resistance from park stewards, fire & rescue workers / locals who may be concerned about overuse or missuse of trails or wild lands | Trailhead Direct provides safety information and hiking tips to riders. Metro should consider partnering with local fire and rescue workers to understand concerns. |

# Trailhead Direct

## Key Performance Indicators

| Cost to user | Operating expense per hour | Operating days in 2024 | Total annual operating cost | Percentage of riders who don't have access to a personal vehicle* |
|---|---|---|---|---|
| $2.75 | $179 | 37 | $404,000 | 70% |

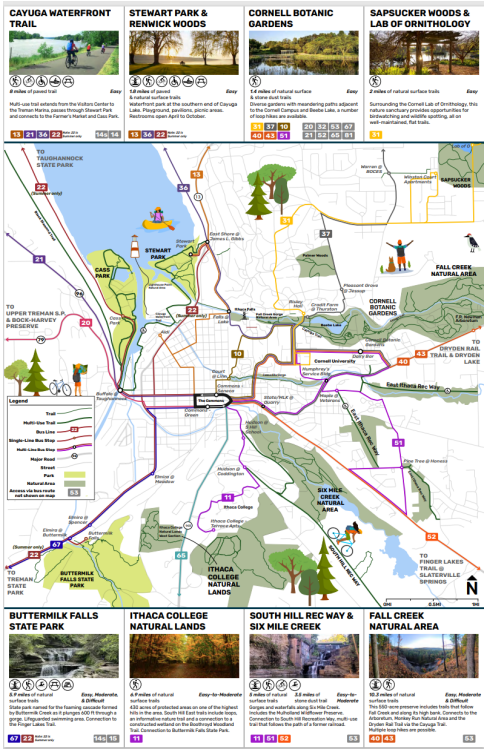
*Average based on ridership surveys

# King County Metro Community Van

Trailhead Direct departs from downtown Seattle, which provides connections to fixed-route transit but does not serve all King County residents. To further encourage access to outdoor areas, KCM has been advertising the use of the Community Van for outdoor recreation and will cover the cost of Discover Passes. The Community Van is a volunteer-driven microtransit service that can be booked for any destination that is within a two-hour drive of the departure point. The Transit to Trails partnership has limited funding for King County residents who are people of color, immigrants, refugees, non-English speakers, disabled, LGBTQIA+, youth, and/or elderly to use the Community Van for outdoor recreation.

# TCAT to Trails

TCAT to Trails is an information portal for existing transit service to natural areas in the Ithaca, New York, area. The brochure and website display maps of nearby natural areas and the bus lines that can be used to access those areas. The maps include information about the length and difficulty of trails available at each natural area. Highlighting existing service is an easy, low-cost way to connect more people to the outdoors using public transportation. Maintaining a list of parks that are accessible using transit – and providing instructions on how to do so – is a low-cost method for getting people into nature without a car. This information can be maintained on the Metro website and shared via social media and outreach to community partners.



# Westside Transportation Alliance (WTA)

**What is it?** Transportation management association (nonprofit)

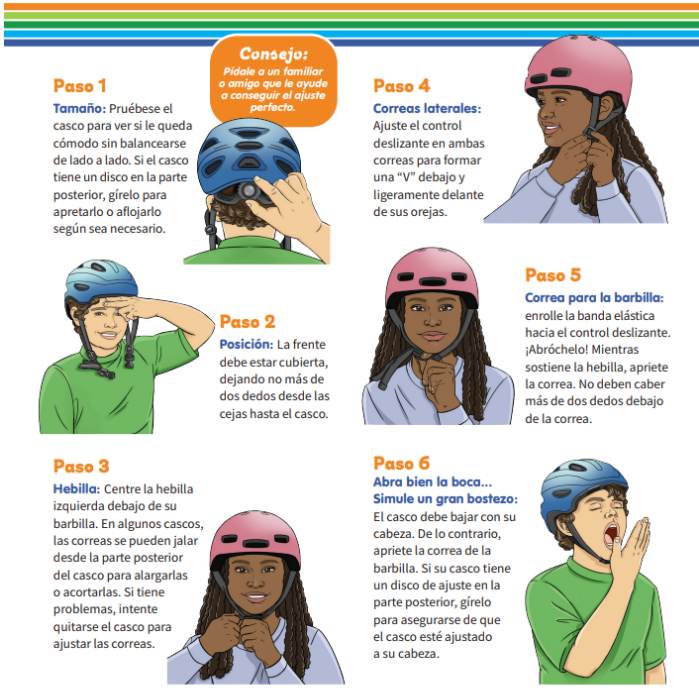
**What does it do?** Partners with businesses and commuters in Washington County to increase use of non-SOV transportation options

**How is it funded?** Memberships, grants from Metro and the Federal Transit Administration (FTA)

**How is it equitable?** Targeting equity populations through community engagement and Equity Work Force

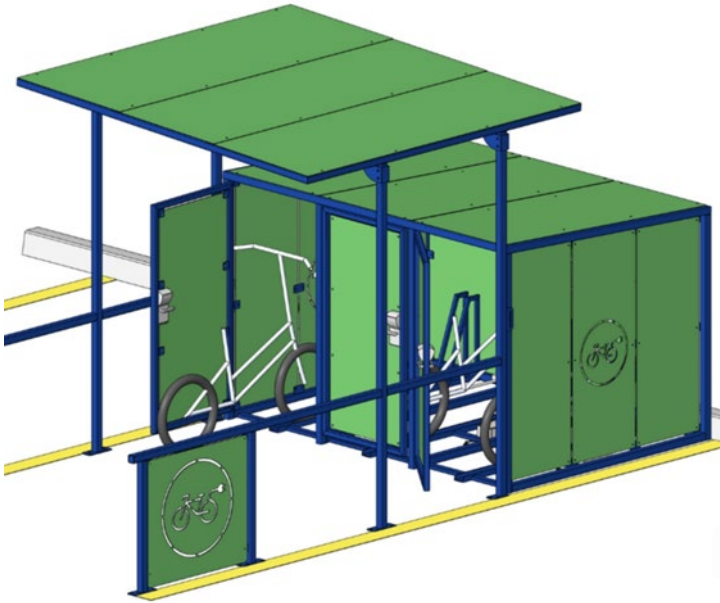
# Westside Transportation Alliance

| What's working well | Things Metro Region should consider |
|---|---|
| Membership from major companies and agencies, including Washington County, Nike, Intel, and Columbia, supports WTA's work | Evaluate differences between the three counties in the Metro region when evaluating appropriate transportation options |
| Operates within the policy framework of the DEQ ruling for businesses to decrease their SOV commute share | Consider what other regional regulations could be used to support transportation options |
| Three-year funding through Metro's RTO program allows WTA to focus on their work rather than constantly fundraising | Indicator of success of Metro's RTO program |



# Westside Transportation Alliance

| Challenges of providing the service | Things Metro Region should consider |
|---|---|
| Promoting non-SOV commutes can be challenging in areas of Washington County that have limited transit options, especially for trips that do not go into Downtown Portland | In Washington County, pay attention to how the transportation system built to feed into Downtown Portland makes suburb-to-suburb commutes challenging |
| The ECO survey does not count contractors as employees, and employee-only communication channels leave contractors out of information-sharing about commute options | As major corporations increasingly use contractor labor, work together with the Oregon DEQ to re-evaluate best practices for gathering data on contractor commutes |



# PSTA Late Shift

**Who runs it?** Pinellas Suncoast Transit Authority

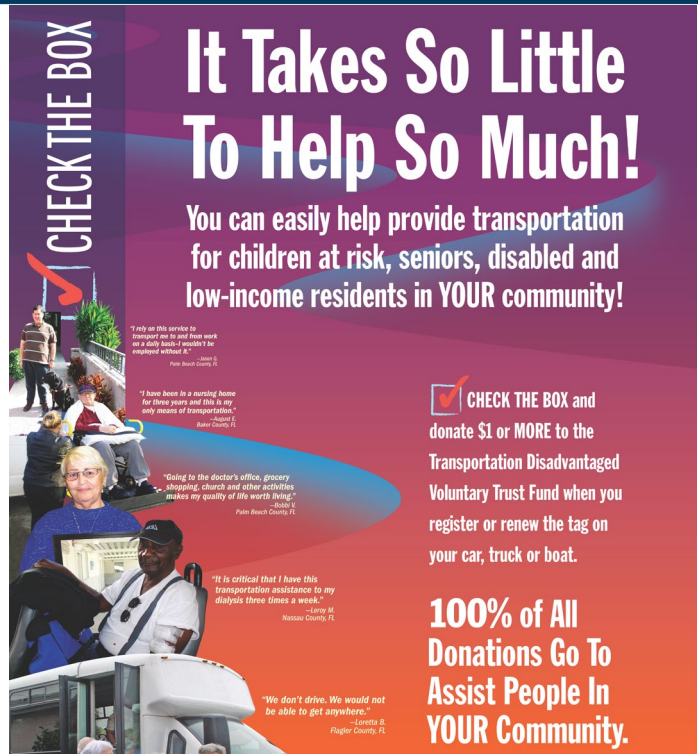
**Who rides it?** Transportation Disadvantaged (TD) communities who work night shifts

**Who pays for it?** 90% state funding, 10% local match, $9 per month for users

**How is it equitable?** Provides 25 Uber or taxi rides to work per month to residents who make less than 200% of federal poverty line, do not have reliable access to a vehicle, and work night shifts

# PSTA Late Shift

| What's working well | Things Metro Region should consider |
|---|---|
| Providing transportation outside of the operating hours of PTSA's fixed-route service to residents without reliable access to a vehicle creates employment opportunities that might not otherwise be feasible | Consider the times in which rides are eligible to ensure that potential transit trips are not replaced by SOV trips |
| Program works together with a suite of other options for Transportation Disadvantaged communities to provide mobility options for underserved communities | Funding for the program comes from the statewide Transportation Disadvantaged Program, which includes $1.50 from every vehicle registration or renewal plus additional voluntary donations |



# PSTA Late Shift

| Challenges of providing this service | Things Metro Region should consider |
|---|---|
| Uber was hesitant to provide origin and destination data, making it difficult to verify that trips were used for work purposes | Establish data-sharing expectations in initial contract negotiations |
| The agency is responsible for enforcing rules (e.g., only using the trips for work that begins or ends during the hours of 10 p.m. and 6 a.m.) | Consider staff capacity for rule enforcement before program initiation |
| Program participants must first apply to be part of the TD program and then apply to be part of the Late Shift program, both by mail, which increases the time required by both applicants and staff | Look into partnering with existing programs, like TriMet's Honored Citizen Program, for operational efficiencies |

# PSTA Late Shift

## Key Performance Indicators

| Cost to user | Operating expense per passenger trip* | Operating expense per revenue mile | Unlinked passenger trips per vehicle mile | Operating expense per passenger mile traveled |
|---|---|---|---|---|
| $9/month, must also be enrolled in TD program ($11/month) | $25.27 | $7.24 | 0.1 | $9.56 |

*NTD data from 2023, includes all PSTA demand response

# Portland Transportation Wallet Access for All

The City of Portland's Transportation Wallet Access for All program provides free transportation options to people and households living on low incomes. These options include transit, e-bike and e-scooter share, ride-share, and taxis. Eligibility for the program is determined based on income verification and membership in one of 18 community-based organizations that have partnered with PBOT for the program. Transportation options include transit benefits, bikeshare benefits, and a Visa card for ride-shares and taxis. The program is funded through a $0.20 Climate and Equitable Mobility Transaction Fee on parking.

**Lựa chọn 1** — Quá cảnh trong một Năm – Cá nhân

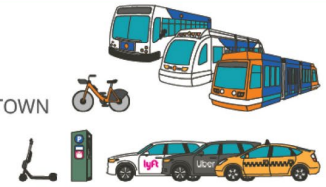
Tùy chọn này bao gồm:

- Quá cảnh: "Thẻ TriMet Honored Citizen 1 năm" cho không giới hạn lần đi

**Lựa chọn 2** — Tất cả các chế độ Cá nhân

Tùy chọn này bao gồm:

- Quá cảnh: $200 trên thẻ Hop của bạn
- BIKETOWN: BIKETOWN for All hoặc Adaptive BIKETOWN
- Thẻ Visa trả trước: $75 cho các dịch vụ vận chuyển




**Lựa chọn 3** — Mọi chế độ Hộ gia đình *(Nhiều người sống cùng địa chỉ)*

Tùy chọn này bao gồm:

- Quá cảnh: $225-$300 trên thẻ Hop của bạn
- BIKETOWN: BIKETOWN for All hoặc Adaptive BIKETOWN
- Thẻ Visa trả trước: $100–$175 cho các dịch vụ vận chuyển

# Zipcar

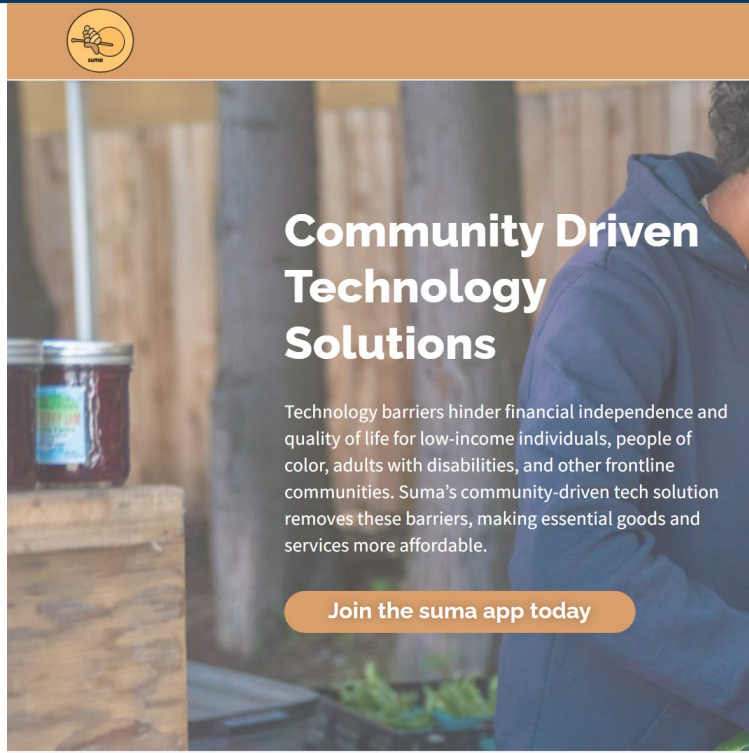
Zipcar is a hub-based carshare service in Portland and across the country. Because Zipcars is hub-based and must be returned to official Zipcar spots, it's better suited for replacing infrequent vehicle trips than for supporting first- and last-mile transit trips. Zipcar's Annual Impact Report shows that Zipcar members are more likely to take transit than non-Zipcar users and estimates that every Zipcar replaces 13 parking spaces.

# Hourcar

Hourcar is a carshare service in Minneapolis-St. Paul. Membership in Hourcare includes membership in Evie, which is a free-floating electric carshare. Free-floating carshare can be used to support first-mile and last-mile connections because it doesn't require users to return the vehicle to the same spot. Hourcar has the goal of increasing electric vehicle access in historically marginalized neighborhoods, where electric vehicles are typically rare. Hourcar includes a Minnesota State Parks pass to support outdoor recreation trips.

# Lime Access & suma

Lime Access is Lime's income-verified discounted program for their scooter-share program. Using Lime does not require having a smart phone – users can unlock scooters by calling a phone number and can pay in person at certain retailers. Lime partnered with suma, a Portland-based nonprofit that works to overcome the digital divide for frontline communities, to identify why communities who are eligible for Lime Access are not using the service. Suma found that the communities they work with are often hesitant to share their location data with large corporations. Additionally, many people living on lower incomes were wary of linking their bank accounts to an app due to fear of unexpected charges. To overcome these barriers, Lime agreed to allow users to access Lime vehicles using the suma app, which is an app that consolidates verifies opportunities for low-income community members to save money on goods and services onto one platform. Because banking information and GPS information is limited to an app that is already trusted, more people feel comfortable using Lime Access. The successful partnership between Lime and suma demonstrates the importance of partnering with community-based organizations to identify mobility barriers.



# Appendix F

## Regional Parks Transit Development Strategy

# TASK 7.1.3 REGIONAL PARKS TRANSIT DEVELOPMENT STRATEGY

The Portland metropolitan region currently provides transit access to 46 regional destination sites on weekdays and weekends, with 1,733,478 residents (95% of the population) within a 60-minute transit shed of at least one regional destination site (Shown in Figure 2). These accessible parks offer diverse recreational opportunities ranging from urban nature areas to waterfront access points.

Building on this foundation, this memo identifies opportunities to improve transit access to regional destination sites that are currently underserved (defined in Figure 1). The *Regional Destination Sites Transit Need* memo reviewed 116 regional destination sites identified by memo and found that 38 of the 116 regional destination sites have no transit access (Figure 3), and 32 have weak access (Figure 4). These parks are primarily located at the edges of or beyond the Metro Planning Boundary.

**Figure 1 Parks with No, Weak, or Full Transit Access**

| Category | Definition | Number of Sites |
|---|---|---|
| No Transit Access | Park falls outside a 60-minute transit shed of existing transit network | 38 |
| Weak Access: No Transit Access on Weekends | Park falls outside a 60-minute transit shed of existing transit network on weekends (or on Sundays, in certain specified cases) | 16 |
| Weak Access: Unsafe Pedestrian Connections | Transit service is available near the park, but existing conditions make it unsafe for someone to walk the final distance to the park. | 5 |
| Weak Access: Stop Placement Too Far | Requires someone to walk over half a mile but less than two miles to reach the closest bus stop | 3 |
| Weak Access: Lowest Quartile of Population | A relatively small number of people compared to the total Metro area population can access the park via transit within a 60-minute transit shed. | 8 |
| Full Transit Access | Park falls in a 60-mintue transit shed of existing transit network on weekdays, weekends, and does not fall into any of the weak access categories described above. | 46 |
| Total | | 116 |

Note: A 60-minute transit shed represents the area accessible by transit within a 60-minute time period

**Figure 2 Map of Regional Destination Sites with No Access to Transit**

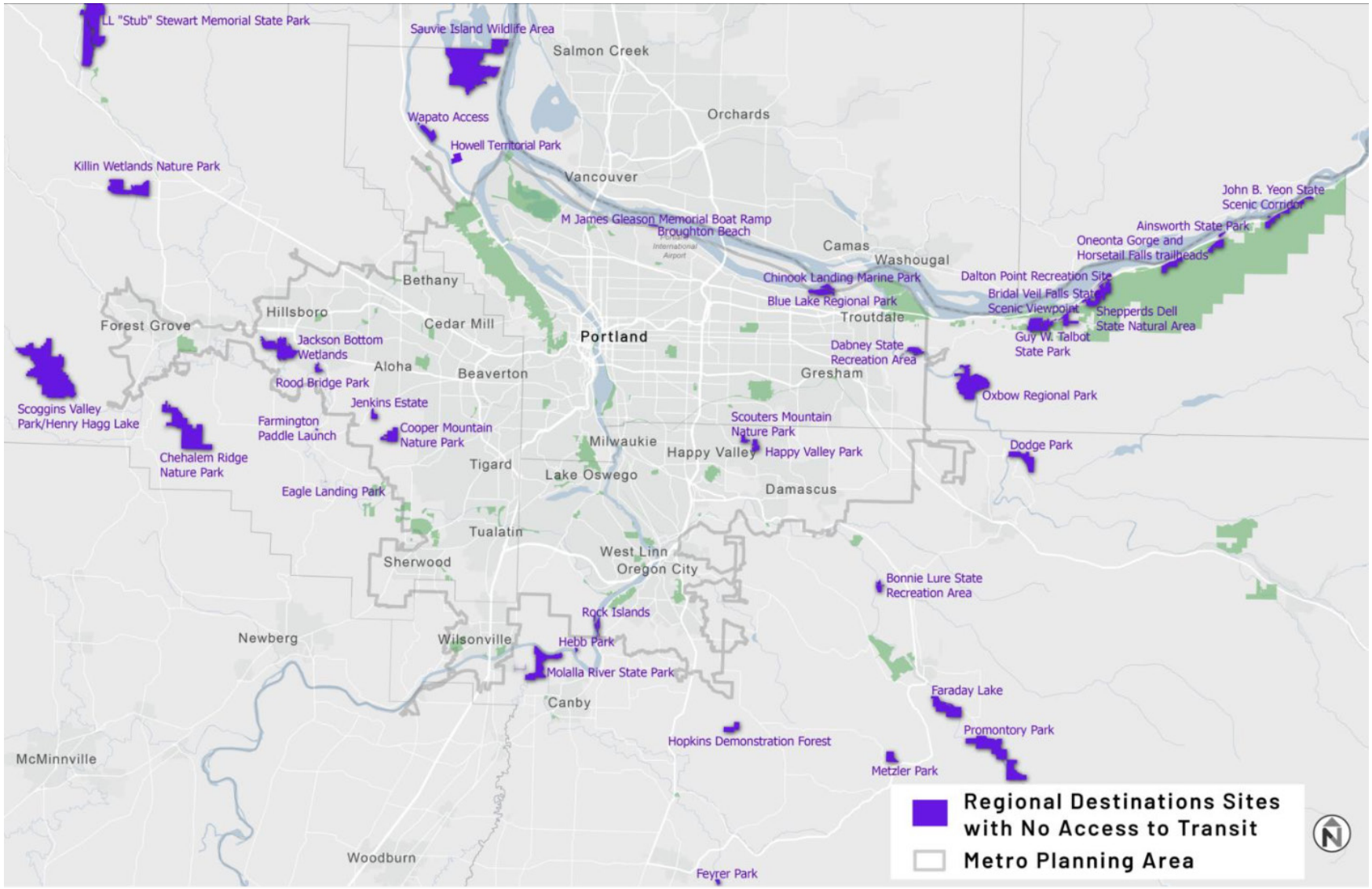
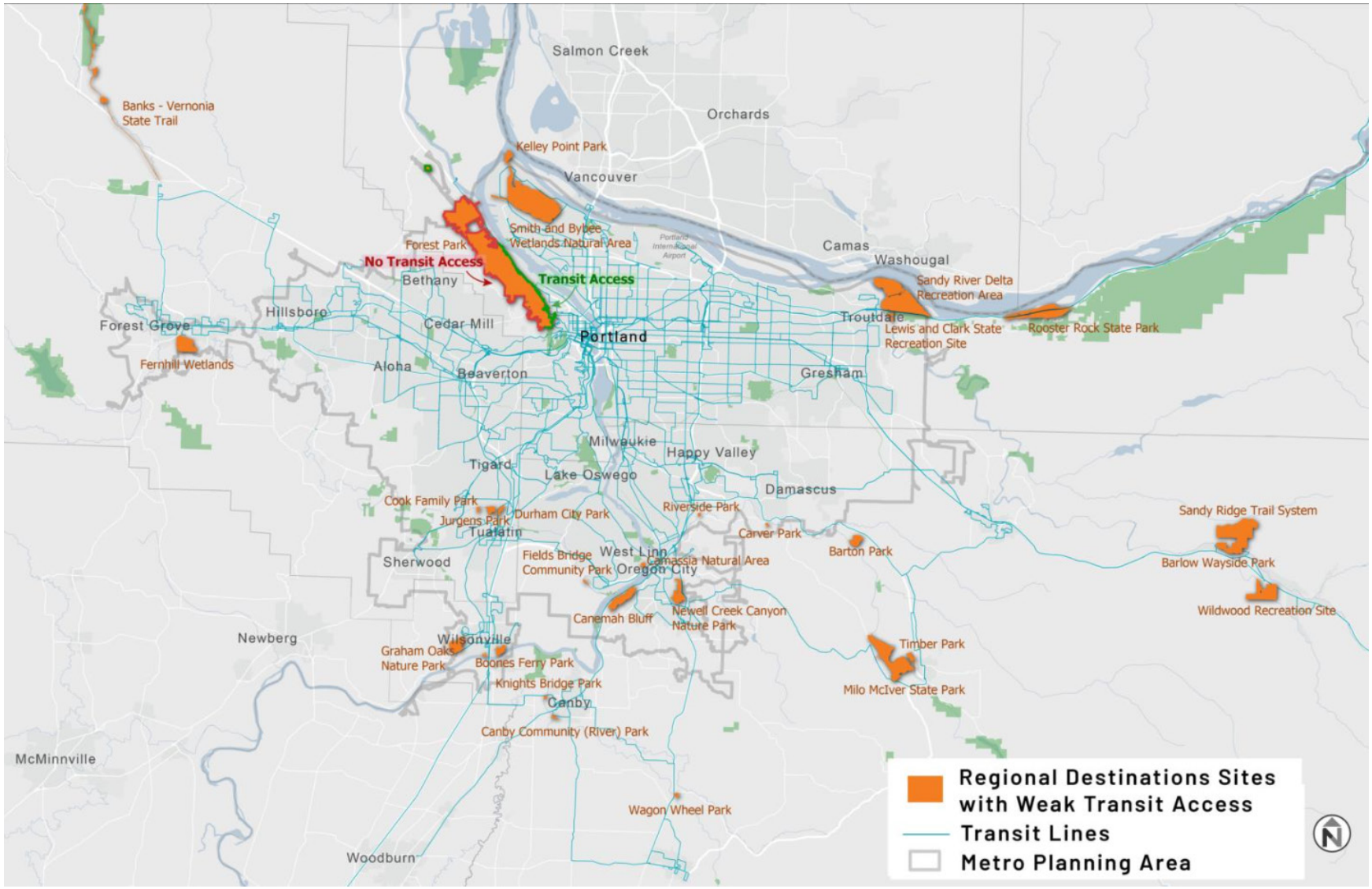


**Figure 3 Map of Regional Destination Sites with Weak Access to Transit**



To prioritize the 71 sites with no or weak access, the project team looked at the potential level of demand for transit access to a park facility and the relative ease of providing transit access to the location. All parks were sorted into high, medium, low, and no priority categories based on available data, illustrated in Figure 5 and described in Figure 6. These ratings did not consider cost of providing service to a park.

**Figure 4 Park Prioritization Matrix and Considerations**

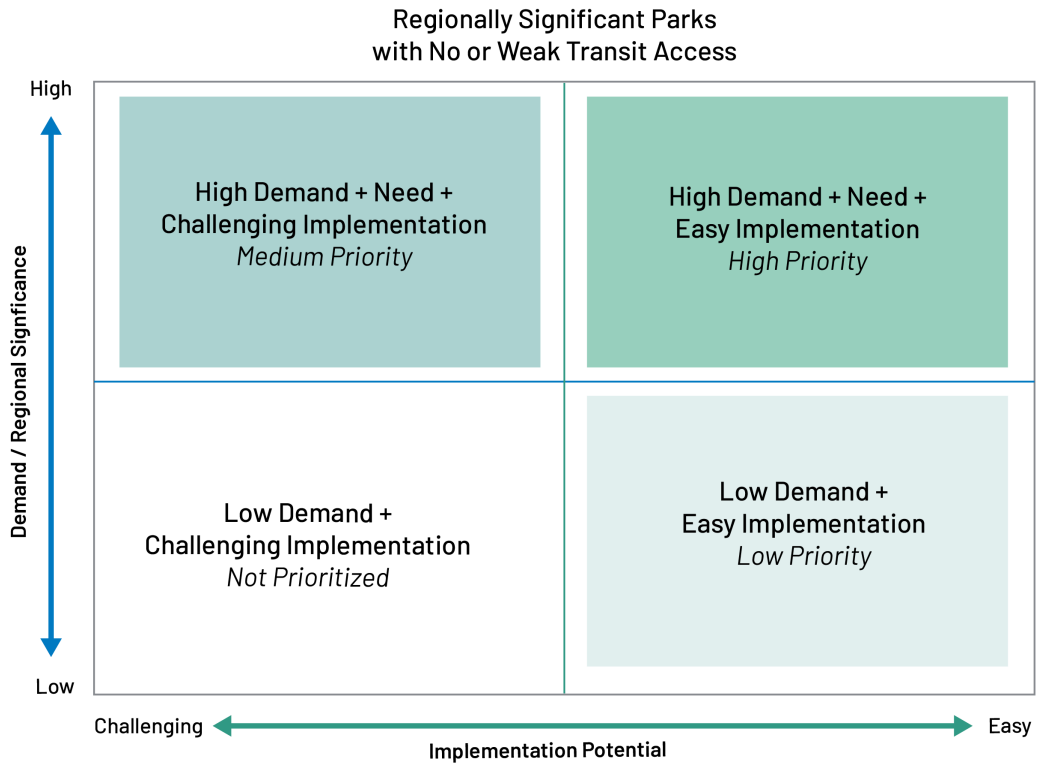


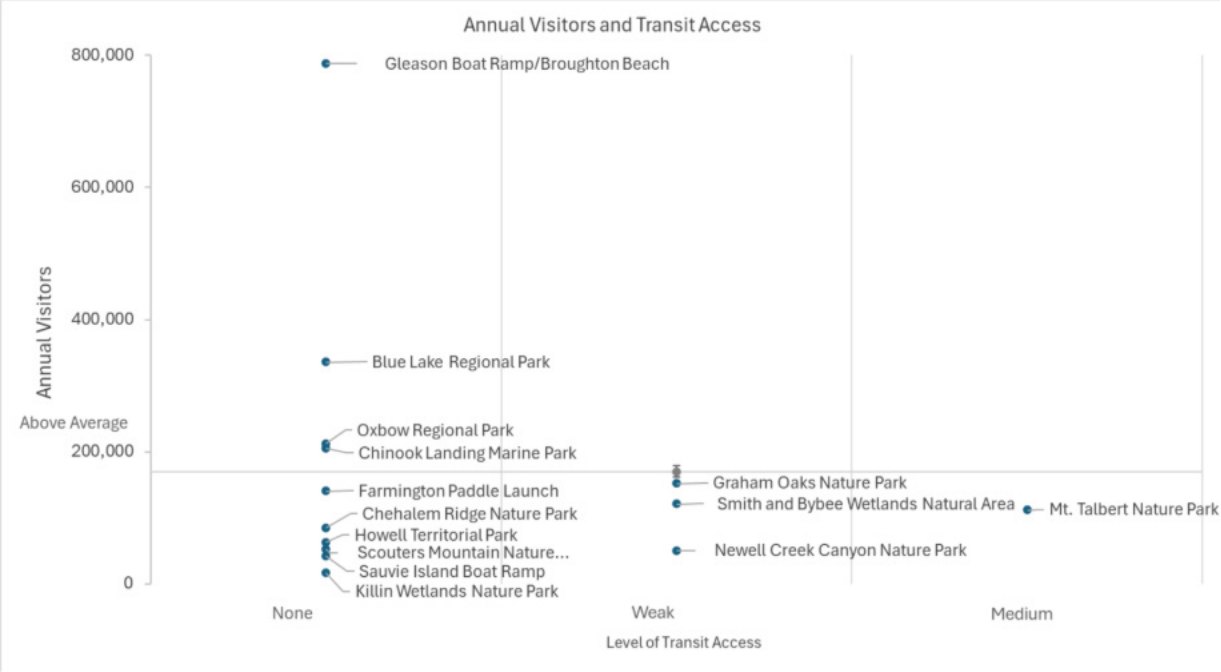

**Figure 5 Considerations for Level of Demand and Ease of Implementation**

| Level of Demand and Need | Relative Ease of Providing Transit Access |
|---|---|
| Parks that were considered to have higher demand/need:<br>▪ Parks with high visitation numbers (visitation data only available for select Metro facilities, see below)<br>▪ Parks with many reviews online<br>▪ Parks with many amenities and activities<br>▪ State parks<br>▪ Larger parks<br>▪ Parks with unique amenities (example: water access, beyond boat ramps)<br>▪ Parks within Metro Equity Focus Areas | Parks that were considered to have easier implementation:<br>▪ Parks easily accessible with transit vehicles<br>▪ Parks that could be served with logical shuttle routes<br>▪ Parks near planned shuttles or Community Connector Transit Opportunity Areas<br>▪ Parks within a 30-minute travel time of a transit center |

| Level of Demand and Need | Relative Ease of Providing Transit Access |
|---|---|
| Parks that were considered to have lower demand/need:<br>▪ Parks with unique activities not easily served by transit (boat ramps)<br>▪ Small parks with 'weak transit access' due to small population in transit access shed<br>▪ Closed parks | Parks that were considered to have more challenging implementation:<br>▪ Parks that are inaccessible to transit vehicles<br>▪ Parks that could only be accessed using a transit stop where the walk (or roll) trip could be considered dangerous |

Metro gathers visitation data for 14 Metro-owned regional destination sites. Figure 7 shows which parks have high visitation numbers and low access to transit based on yearly averages from 2020 to 2024. The 14 parks with visitation data have an average of 170,300 annual visitors. This information was used to help inform the demand at the 10 sites that do not have access to transit.

**Figure 6 Comparison of Visitation Numbers and Transit Access**




Of the 71 parks with no transit access or weak transit access:

- 37 were identified for potential new transit service (see Expanding Transit Access to Parks),
- 18 could be served by enhancing existing service (see Connecting Existing Transit to Parks, Figure 30),
- 7 could be served by enhancing pedestrian infrastructure (Connecting Existing Transit to Parks, Figure 29), and
- 13 do not have enough demand to warrant a recommendation at this time (see Parks Not Prioritized for Transit Access Improvements, Figure 31).

A full list of all 116 regional destination sites and ways to serve them via transit is located at the end of this memo (Figure 32).

This document presents a financially unconstrained picture of how to serve currently unserved and underserved metro regional destination sites with transit. Connecting people with recreational areas is just one of the competing needs of public transit, and, particularly in periods of uncertain funding, other destinations may be deemed more important to prioritize with transit.

Enabling people in the metro region to access the outdoors without having to own a personal vehicle will help the region meet its climate and equity goals. Existing transit service provides access to 45 other regional destination sites on weekdays and weekends. Promoting and advertising this service is one way Metro can help expand access to parks in the region.

The intention of this memo is not to prescribe particular modes of service for different parks but instead to identify opportunities for consideration based on park priority and context. Due to varying levels of available data on park demand, local jurisdictions and Transit Working Group members should determine which of these potential services are worth pursuing further.

# EXPANDING TRANSIT ACCESS TO PARKS

For some parks outside of the reach of existing transit, new transit service may be appropriate. This section covers high-level implementation considerations for establishing new transit service to parks before outlining geographic groups of parks that could be served by transit from identified high-capacity transit stations.

**An Important Note about Siting Considerations**

Many parks are located far outside of urban areas precisely because that is where some of our most beautiful and pristine resources in need of preservation are located. Increasing access to these treasures for people who do not have a car or a car that is consistently available is an important consideration for health and mobility equity, as well as transportation demand management aligned with regional goals. But while this strategy explores how more regional destination sites could be served by transit, it is also important to consider accessibility when choosing land for future parks sites that may be within or closer to the urban boundary. For example, Metro's 2019 Parks and Nature Bond Measure Target Area Refinement Plans emphasized access from transit or trails and proximity to equity focus areas as key site selection criteria. The approach recognized the disproportionately higher barriers that marginalized communities face in trying to experience nature.

## Implementation Considerations

This section provides an overview of special operational needs for creating shuttle services catering to recreational uses and recommendations for developing and designing services.

## Operational Considerations

- **Service hours:** In the parks analyzed in the Portland metro region, outdoor recreation peaks in the summer. Seasonal weekend and holiday service (June through October) could be a lower-cost, higher demand entry point for pilot shuttle service. Expanding into other seasons and days of the week could be analyzed.
- **Park use:** Variations in primary park activities should be considered when designing service hours. For hiking destinations, consider average and maximum times people tend to be on specific trails and how topography and availability of shade impact demand by time of day. For parks with access to rivers and swimming areas, consider providing service that allows people to bring aboard supplies that may be heavy or bulky, with potential peak times in later afternoon and evenings.
- **Coordination with regional transit network:** Aligning parks transit service with the schedules of existing transit services can improve the reach of the service. Connecting to existing transit or mobility hubs with multiple transit routes that feed into them allows more people access to service, particularly where existing transit service operates on weekends.
- **Wayfinding:** Signage to direct people to a recreational shuttle stop helps promote its availability. Shuttle providers should work with transit providers or mobility hub managers to secure bus bays or property or with local jurisdictions to establish dedicated on-street spaces that are easy for people to navigate to and feel safe while waiting.
- **Vehicles:** ADA-accessible cutaway-style vehicles with 15–22 seats are often used for park services because they can navigate narrower roads and can turn around in smaller areas. Once demand is analyzed for specific parks, it may be determined that accessible passenger vans could also be appropriate to accommodate projected demand and layover needs. Bicycle racks outside the vehicle or luggage racks on board should also be explored (see callout box on Cascades East Transit Trailer examples).
- **Vehicle access:** A transit vehicle's ability to easily access and move through a park's parking lot is crucial for the route's reliability. Parking lots are generally designed for maximizing the number of parked cars, which leaves little room for transit vehicle access. In many cases,

### Lessons from King County Metro's Trailhead Direct

- Using vehicles that typically would only be in operation on weekdays generates cost savings
- Advertising at busy transit stations reaches more potential riders
- Demand peaks in the morning for hiking destinations
- Working with partners (Tribal Liaisons, Emergency services, parks, locals) early helped them succeed
- Limited service hours make it hard to recruit staff
- Private-public partnerships are crucial to success, with funding from Amazon
- The project started as a parking demand management project and transitioned into an equitable access to outdoors project

**Trailhead Direct operating expense per revenue hour: $179**

parking spaces would have to be removed to accommodate a transit vehicle, which can be politically challenging. At popular trailheads with limited parking, illegal parking practices like double-parking or parking on shoulders where parking isn't allowed can further hinder vehicle access. The ability to enforce parking restrictions—both current restrictions and any new restrictions that might need to be introduced for transit vehicle access—should be considered before implementing shuttle service. These issues are likely to be most severe when the shuttle is first introduced and ridership numbers have not risen enough to take a noticeable number of personal vehicles off the road.

- **Staffing**: How transit service is contracted can directly impact how staffing is handled. The amount of staff needed to operate a service is a significant driver of overall program operating and maintenance costs. A new service will cost more to implement than adding a route to an existing contract or suite of shuttle services.
    - Hiring **operators and dispatchers** can be a challenge for services operating seasonally or less than full time. The pool of potential operators interested in part-time or part-year work may increase by using vehicles that carry fewer people and do not require commercial driver's licenses (CDLs), but other contracting issues may reduce that benefit. For some operators, there may be staff who can be assigned to the route without the need to hire.
    - Assigning **general managers** to multiple contracts reduces the number of hours invoiced for a limited service.
    - **Maintenance staff** may be a part of a contract for service or may be separate. Where vehicles are stored and maintained will impact viability of service delivery.
- **Service design:** Directness and level of service to a park can influence its attractiveness as a travel option.
    - Route directness: Longer transit trips can be acceptable to major destinations where parking is limited or unavailable, but some people will choose to visit less frequently or access a different park

**Cascades East Transit: Trailers and Transit**

Cascades East Transit (CET) runs four recreationally focused services. Their Mt. Bachelor Transit to Trails shuttle uses a 20-bike trailer to access trailheads.

The Ride the River shuttle provides seasonal service for people floating down the river using a trailer to carry inflatable tubes.

(Photos from CET website)

altogether. For routes serving multiple parks, the user experience in both directions should be considered when estimating demand.

- End of line: If a bus cannot maneuver to turn around at the end of a trip, no amount of demand will make the service feasible. Using parking lots to turn around may necessitate a reduction in parking stalls or a reconfiguration of traffic flow in coordination with park or property owners. Enforcement of no-parking areas where buses turn around can also be a necessity in areas where overflow parking outside of designated areas may restrict bus movement. A route that uses existing streets to turn around may add significant time and mileage in rural areas, which can reduce the amount of service provided without additional resources.
- Layovers: Depending on how service is structured, time will be built into the schedule to allow for schedule recovery and operator breaks. Layovers should occur where it is safe for a vehicle to be parked and where an operator may use the bathroom.

**Recommendations for Developing and Refining Shuttle Service**

- **Partner engagement:** Start working with partners early—city, county, federal and tribal entities (and in more remote locations, search and rescue organizations) are all important for understanding the park access needs and how to best meet them.
- **Community engagement**: Especially in Metro's Equity Focus Areas that have lower transit access to parks than others, community engagement will help refine where people would like to have transit access or enhanced access to and help analyze assumptions about potential demand. Conduct focused outreach with key populations in multiple languages, as appropriate.
- **Launching a new service:** Pilot projects can be used to demonstrate a case for a long-term service. However, convincing people to use a new shuttle service can be challenging, especially for potential riders who can reach the park via personal vehicles. Advertise the new service widely, at the park itself and on park websites to spread awareness for drivers that there are other access options. Advertising on transit vehicles and at transit stops and centers to current riders is likely to reach existing transit riders, including people who do not have access to a vehicle. Signage on the outside of transit vehicles (see King County Metro Trailhead Direct example) can be used as a mobile billboard advertising the

service to transit riders and non-transit riders alike. Consider creating a financial incentive to ride the shuttle after its launch, such as by providing a free or low-cost shuttle paired with paid parking. Working with nonprofits can be another way to generate ridership in the early days of the service—they can get the word out to the communities they serve and can organize getting people to shuttle stops to use the service. For example, Trailhead Direct partnered with the Environmental Coalition of South Seattle (ECOSS) to organize hiking groups of Bhutanese, Chinese, East African, Latinx, and Vietnamese community members using the Trailhead Direct service.

- **Funding:** Due to funding uncertainty for transit operations in the near term, ideas to consider may include:
    - Revenue generation:
        - New or existing parking and permit fees could partially fund shuttle service (e.g., the timed permits to access the Historic Columbia River Highway). Paid parking also makes shuttle service more attractive in comparison.
        - Partnering with businesses that want to demonstrate their commitment to corporate responsibility/sustainability by sponsoring a service. Some companies headquartered in the Pacific Northwest might want to promote eco-friendly access to the outdoors.
        - Partnering with businesses near parks that experience seasonal parking issues to sponsor a shuttle that also stops at their business (e.g., the pumpkin patches and farms on Sauvie Island).
    - Expenditure reduction:
        - Share existing resources to implement a community van model that allows volunteer drivers (after training) of an organization to provide excursions to recreation sites for people in their community by borrowing vehicles at a reduced rate from an existing transit operator that owns and maintains a small fleet of vans.

# Parks to Serve with New Transit Service

Of the 71 parks that have weak or no transit access, 37 could be served by a new transit service.

Best practices indicate that transit serving major parks with a regional draw should connect to high-density areas and/or serve bus stops or stations that are easy for many people to reach via transit. To follow this best practice, these 33 parks were sorted into park groups based on geographic proximity, with suggestions of which high-capacity transit hub a potential transit service would most logically connect to. The priority level of each park is based on the criteria shown in Figure 5:

- Parks with high demand and easy implementation are higher priority

- Parks with high demand and challenging implementation are medium priority
- Parks with lower demand and easy implementation are lower priority.

Figure 9 lists all parks by geographic group. Parks that fall within the geographic range of a park group but have low demand and challenging implementation are not prioritized and are listed in Figure 31 at the end of the document.

In most cases, the park groupings cover substantial ground and could not all be served by one shuttle route. The park groups are intended as starting points for future planning processes for improved transit access to parks. Detailed route planning and service planning processes are needed to create logical shuttle routes and schedules, and community engagement is needed to confirm assumptions about park demand.

**Figure 7 Potential Park Shuttle Service Areas**

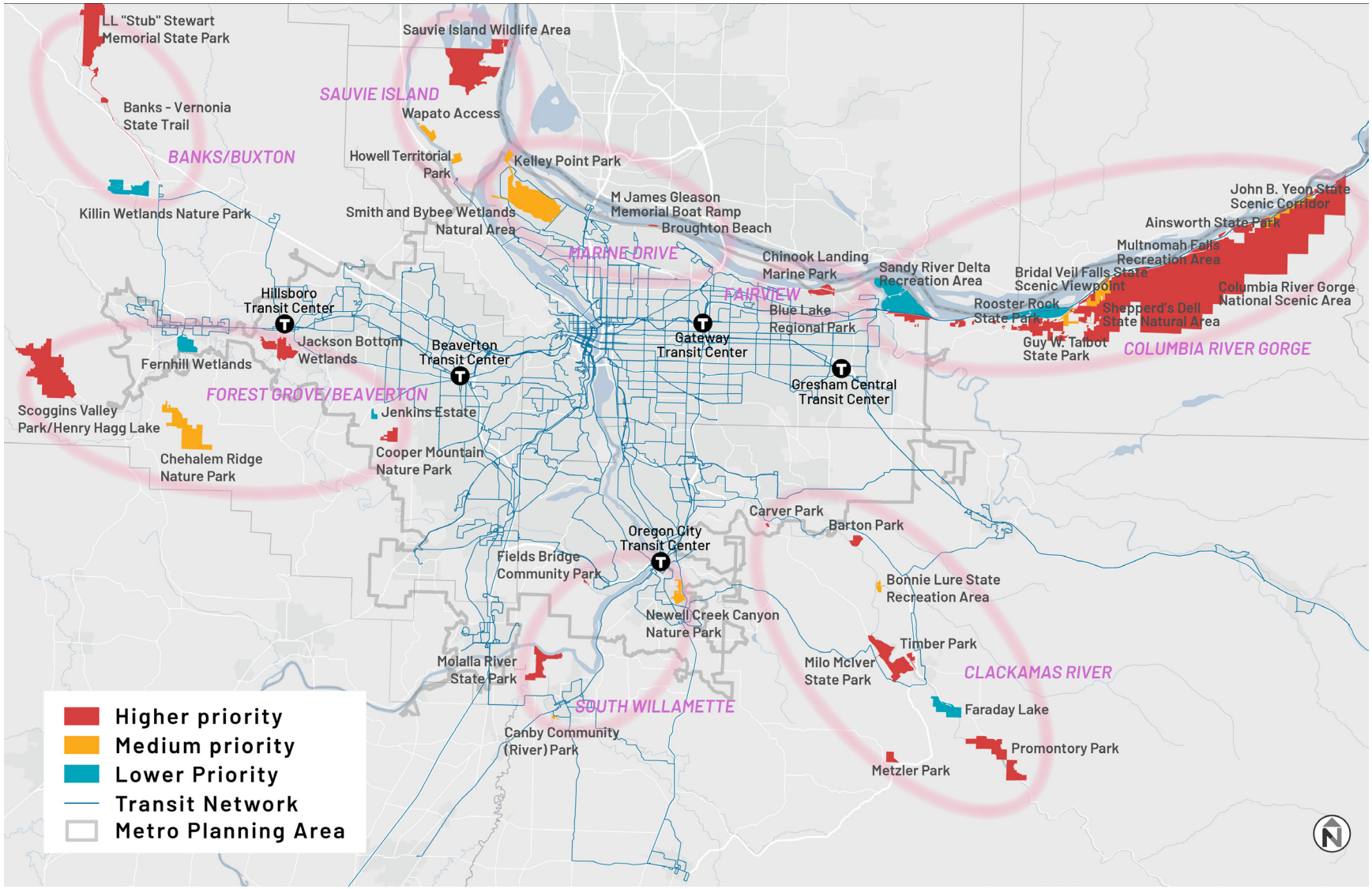


**Figure 8 Summary of Potential Park Shuttle Service by Location and Priority**

| Group | Park | Priority Level |
|---|---|---|
| Fairview (Multnomah County) | Blue Lake Regional Park | Higher |
| | Chinook Landing Marine Park | Higher |
| Columbia River Gorge (Multnomah County) | Guy W. Talbot State Park | Higher |
| | Bridal Veil Falls State Scenic Viewpoint | Higher |
| | Columbia River Gorge, Wahkeena Falls trailhead | Higher |
| | Multnomah Falls | Higher |
| | Ainsworth State Park | Higher |
| | John B. Yeon State Scenic Corridor | Medium |
| | Benson State Recreation Area | Medium |
| | Shepperd's Dell State Natural Area | Medium |
| | Rooster Rock State Park | Lower |
| | Sandy River Delta Recreation Area | Lower |
| Sauvie Island (Multnomah County) | Sauvie Island Wilderness Area | Higher |
| | Wapato Access | Medium |
| | Howell Territorial Park | Medium |
| Clackamas River (Clackamas County) | Milo McIver State Park | Higher |
| | Timber Park | Higher |
| | Metzler Park | Higher |
| | Promontory Park | Higher |
| | Barton Park | Higher |
| | Carver Park | Higher |
| | Bonnie Lure State Recreation Area | Medium |
| | Faraday Lake | Lower |

| Group | Park | Priority Level |
|---|---|---|
| Forest Grove/Beaverton (Washington County) | Scoggins Valley Park & Henry Hagg Lake | Higher |
| | Jackson Bottom Wetlands Preserve | Higher |
| | Cooper Mountain Nature Park | Higher |
| | Chehalem Ridge Nature Park | Medium |
| | Fernhill Wetlands | Lower |
| | Jenkins Estate | Lower |
| Banks/Buxton (Washington County) | LL "Stubb" Stewart Memorial State Park | Higher |
| | Banks-Vernonia State Trail | Higher |
| | Killin Wetlands Nature Park | Lower |
| South Willamette (Clackamas County) | Molalla River State Park | Higher |
| | Fields Bridge Community Park | Higher |
| | Newell Creek Canyon Nature Park | Medium |
| | Canby Community River Park | Medium |
| Marine Drive (Multnomah County) | Broughton Beach | Higher |
| | Gleason Boat Ramp | Higher |
| | Smith & Bybee Wetlands | Medium |
| | Kelley Point Park | Medium |

# Park Group: Fairview

The Fairview park group has two adjacent popular parks not served by transit today (Figure 10 and Figure 11). These parks provide access to Blue Lake and the Willamette River.

- **Higher priority destinations** not served by transit are **Blue Lake Regional Park** and **Chinook Landing Marine Park,** two of the most popular Metro-owned parks in the region.
    - Blue Lake Regional Park is a Metro-owned park featuring water and paddling access, a playground, sports fields, disc golf, accessible fishing pier, and walking trails, as well as seasonal bird watching. An average of 336,602 people visited Blue Lake per year between 2020 and 2024.
    - Chinook Landing Marine Park is just north of Blue Lake and has an average of 205,532 visitors per year between 2020 and 2024.
- **Ways to serve park group**: Service to Blue Lake and Chinook Landing should start at the Gresham Central Transit Center, which is served by the MAX Blue Line and multiple bus lines. There is also a park & ride at Gateway, which would allow some people to connect to the service by car. Blue Lake Regional Park is a major destination for residents in East Multnomah County, so the departure point should conveniently serve those trips.

  Alternatively, the shuttle could depart from Gateway Transit Center because of the concentration of transit that serves the area, including three MAX lines and several bus lines. It also has a park & ride. After departing from Gateway Transit Center, the shuttle could stop at a MAX station in the Rockwood neighborhood, a diverse neighborhood in northwest Gresham with a lower median household income than the metro area overall. This follows the practice used by the seasonal recreation service in Seattle, Trailhead Direct, which makes stops in Seattle's equivalent of Equity Focus Areas as well as in locations with the highest density of transit options. This second stop could decrease out-of-direction travel for visitors coming from East Multnomah County.
- **Other considerations:**
    - Parking is extensive at both parks. For the purpose of this task, abundant parking is generally taken as an indication that transit demand would be lower than in areas with very limited parking. However, demand for parking outstrips supply in peak seasons and during special events. Moreover, transit demand for Blue Lake has emerged as a priority through the community engagement process for this study. The parking fees that Metro charges at Blue Lake could be used to help fund a pilot shuttle. Parking fees are currently $5 per vehicle, but updating pricing based on demand could both increase revenue for a shuttle service and incentivize transit use compared to driving.

- Forward Together 2.0 would serve Blue Lake Regional Park. Metro and TriMet have been working together to identify needs for the service, including a layover facility that would remove some of the existing parking.

**Figure 9 Map of Fairview Park Group**

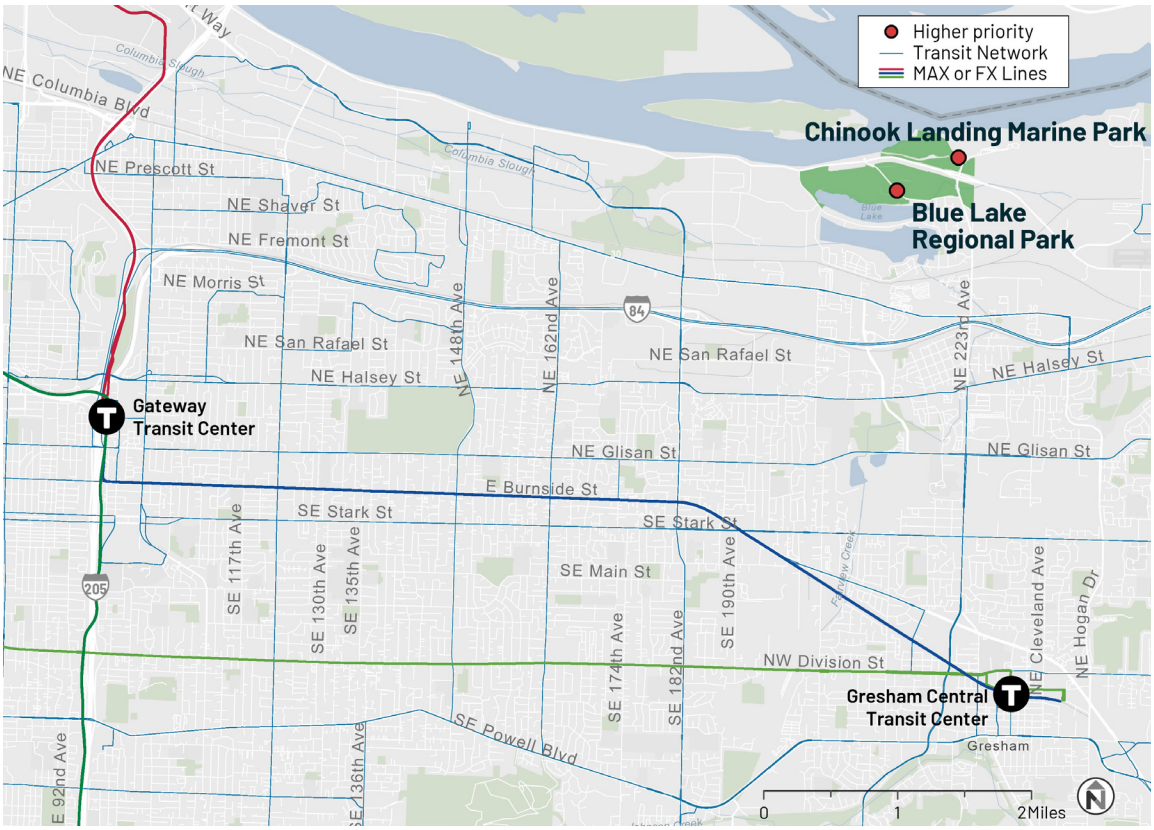



**Figure 10 Fairview Park Group**

| Category | Park name | Transit access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | Blue Lake Regional Park | No transit access | ▪ High visitation numbers<br>▪ Interest in transit access heard during community engagement<br>▪ Space for shuttle pull-out<br>▪ Water access<br>▪ Existing Parking fee | ▪ Shuttle from Gresham Central Transit Center<br>▪ Shuttle from Gateway Transit Center |
| | Chinook Landing Marine Park | No transit access | ▪ Popular destination with multiple activities<br>▪ Space for shuttle<br>▪ Water access<br>▪ Large boat landing site<br>▪ Existing parking fee | ▪ Shuttle from Gresham Central Transit Center<br>▪ Shuttle from Gateway Transit Center |

# Park Group: Columbia River Gorge

The Columbia River Gorge is a popular destination for locals and tourists, many of whom travel from across the country and the world to explore the parks in the Gorge (Figure 12 and Figure 13). Many of the regional destination sites along the Columbia River Gorge are already served by private waterfall shuttles. However, due to the price of these private services, these sites are not considered to be served by transit for the purpose of this study. Columbia Area Transit (CAT) provides a public transit service that stops only at Multnomah Falls.

- **Higher priority destinations** not served by transit are **Guy W. Talbot State Park**, **Bridal Veil**, sections of the **Columbia River Gorge National Scenic Area**, and **Ainsworth State Park**. While **Multnomah Falls** is already served by CAT, due to the popularity of the site, a shuttle stop is also recommended at Multnomah Falls. This would also allow riders to transfer between the shuttle and CAT.
    - The primary activities at these sites are hiking and waterfall viewing and therefore do not have specialized equipment needs.
- **Medium and lower priority sites** in the Gorge that could have high demand but are operationally more challenging due to being only accessible from I-84 are **Benson State Recreation Area** (only accessible eastbound on I-84) and **Rooster Rock**. The **Sandy River Delta** is identified as lower priority because use is largely dog-related, which is not possible to serve with transit. .
- **Ways to serve park group:** A shuttle serving the Gorge could depart from Gateway Transit Center, a proposed Regional Mobility Hub with a high density of available transit options. Service planning best practices hold that bidirectional routes are preferable over loops. A bidirectional route along the Historic Columbia River Highway would serve many of the main waterfall and hiking destinations in the Gorge but would not serve the destinations only accessible from I-84. If resources were available, two loops in each direction could be used to serve all destinations. A pilot shuttle service operating along the Historic Columbia River Highway was recommended by the Oregon Department of Transportation's 2019 Historic Columbia River Highway Congestion and Transportation Safety Improvement Plan[1] but was halted due to COVID-19.

  Expanding the CAT-operated Columbia Gorge Express could be explored as an option for serving some of these parks. However, since the service is not primarily a recreation service, adding more stops on the route would have to be balanced against the need to have a direct and reliable service for work commutes, medical appointments, and other trip types. Additionally, many of the destinations are only accessible from the Historic Columbia River Highway, not from I-84, which is the Columbia Gorge Express's current route.

[1] ODOT (2019). Historic Columbia River Highway Congestion and Transportation Safety Improvement Plan

- **Other considerations:** Friends of the Columbia River Gorge, a local non-profit organization, could be a key partner to help design and potentially find funds to create and operate this shuttle.

**Figure 11 Map of Columbia River Gorge Park Group**

**Figure 12 Columbia River Gorge Park Group**

| Category | Park name | Transit access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | Guy W. Talbot State Park | No transit access | ▪ Popular hiking spot (Latourell Falls).<br>▪ Space for shuttle to pull off road at Latourell Falls trailhead. | ▪ Bi-directional shuttle service from Gateway Transit Center |
| | Bridal Veil Falls State Scenic Viewpoint | No transit access | ▪ Space for shuttle to pull off. | ▪ Bi-directional shuttle service from Gateway Transit Center |
| | Columbia River Gorge, Wahkeena Falls trailhead | Part of Columbia River Gorge without transit access | ▪ Very popular hiking spot.<br>▪ Existing shuttle loading zone. | ▪ Bi-directional shuttle service from Gateway Transit Center |
| | Multnomah Falls | Transit access | ▪ Already served by transit, but popularity of falls could warrant additional service<br>▪ Space for shuttle pull-out | ▪ Bi-directional shuttle service from Gateway Transit Center |
| | Ainsworth State Park | No transit access | ▪ Space for shuttle pull-out. Convenient turnaround point. | ▪ Bi-directional shuttle service from Gateway Transit Center |
| Medium priority | John B. Yeon State Scenic Corridor | No transit access | ▪ Hiking opportunities, but less popular than some of the other nearby trailheads.<br>▪ Just beyond convenient turnaround point at Ainsworth | ▪ Bi-directional shuttle service from Gateway Transit Center |
| | Benson State Recreation Area | No transit access | ▪ Several activities (disc golf, lake, picnic area).<br>▪ Only accessible from I-84 eastbound. Westbound traffic must take Exit 28 and double back on I-84 | ▪ Looping shuttle service from Gateway Transit Center |
| | Shepperd's Dell State Natural Area | No transit access | ▪ Limited hiking opportunities.<br>▪ No space for bus to pull off the road. | ▪ Looping shuttle service from Gateway Transit Center |
| Additional lower priority opportunities nearby | Rooster Rock State Park | No transit access | ▪ Ample parking available.<br>▪ Would require return trip on I-84. Was previously served by CAT, which could provide information on destination popularity and operational considerations. | ▪ Looping shuttle service from Gateway Transit Center |
| | Sandy River Delta Recreation Area | Weak access (long walk from bus stop) | ▪ Could be served if route were a loop. Main use is for dogs. | ▪ Bi-directional or looping shuttle service from Gateway Transit Center<br>▪ Consider serving with the Sandy River pilot shuttle.<br>▪ Consider promoting a doggie vanpool or rideshare with parking discount for users. |

# Park Group: Sauvie Island

Sauvie Island is a major regional destination located northwest of the Portland city limits, with hiking, beaches, boating, and bird-watching available ten miles from Downtown Portland (Figure 14 and Figure 15). Particularly in recent years, Sauvie Island has faced challenges related to high visitor numbers in summer months. Paid parking permits are required at trailheads and beaches within the Sauvie Island Wildlife Area, and in the summer of 2025, a new program was implemented—between July 4th and September 1st, all vehicles parking at beaches on Sauvie Island must also acquire a free Sauvie Island Beaches pass in addition to the paid parking permit. This program was implemented to mitigate traffic jams, safety issues, wildlife impacts, and impacts on residents created by parking demand substantially outstripping parking supply. A shuttle program could help ensure that visitors are able to enjoy Sauvie Island while limiting their environmental impact on the area.

- **The higher priority destination site** on the island not served by transit is **Sauvie Island Wildlife Area**, which has a total of almost 12,000 acres of land serving as a habitat for local and migratory wildlife and several publicly accessible beaches and trails available to visit.
- **Medium and lower priority** destinations sites nearby are **Wapato Access** and **Howell Territorial Park**.
- **Ways to serve park group:** A shuttle departing from St. Johns could serve recreation trips to Sauvie Island in one direction and serve Sauvie Island resident needs in the other direction, as engagement conducted by Multnomah County with Sauvie Island residents finds that there is strong demand to reach St. Johns. While Line 16 current travels from St. Johns to Sauvie Island, it stops at the parking lot at the base of the Wapato Bridge, and no transit is provided throughout Sauvie Island itself. A shuttle traveling through Sauvie Island could therefore serve car-free trips to and from Sauvie Island that currently aren't possible. Forward Together 2.0 plans to remove Line 16 from service and serve Sauvie Island with limited trips on Line 15. If Line 16 were discontinued, there would be an even stronger case for having a shuttle departure point from St. Johns.

  Other departure points could be considered while Line 16 is still in service. To keep the shuttle service local to Sauvie Island, it could start from the parking lot near the base of Wapato Bridge where TriMet Line 16 currently turns around today. This parking lot is relatively small and has limited capacity to accommodate people trying to park at this location and catch a shuttle; therefore, shuttle departures should be timed with Line 16 arrivals. On weekends, Line 16 runs every 45–60 minutes, departing from downtown Portland between approximately 5 a.m. and 9:45 p.m. and leaving Sauvie Island between 6 a.m. and 9 p.m. Keeping the shuttle local to the island would decrease operating costs for the shuttle, with the tradeoff of a longer trip from Downtown Portland to Sauvie Island for riders.

  Another option is for a shuttle to run from the Quatama or Orenco Max Stations, using Cornelius Pass road to access Sauvie Island and picking up people from the Line 16 stop before looping around the island.

- **Other considerations:** In addition to the public parks on the island, there are many locally owned and operated farms on Sauvie Island that are popular agritourism destinations. Engagement with farm owners could be used to determine whether there is interest in a jointly funded shuttle that serves both public and private destinations on the island. Many of these farms host popular fall activities like pumpkin patches and corn mazes, which generate substantial congestion in the fall. Because of this, the Sauvie Island shuttle season would likely be longer than the other recommended shuttles. The Oregon Department of Fish and Wildlife (ODFW) collects the parking fees for some park access on Sauvie Island. These monies are used for park maintenance and facility management. Any shuttle planning in this area should engage with ODFW to explore their interest in co-sponsoring a service that includes access to their sites.

**Figure 13 Map of Sauvie Island Park Group**

**Figure 14 Sauvie Island Park Group**

| Category | Park name | Transit access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | Sauvie Island Wildlife Area | No transit | ▪ Multiple activities with low equipment needs<br>▪ Parking demand surpasses supply – limited entry parking program now in effect over the summer in addition to parking permit.<br>▪ Shuttle could make multiple stops within the park | ▪ Shuttle from St. Johns<br>▪ Shuttle from MAX station in Hillsboro (Orenco/Quatama) using Cornelius Pass Road to access the island and picking up Line 16 riders |
| Medium priority locations | Wapato Access | No transit | ▪ Fewer activities available and lower demand, but easy to serve with shuttle from Sauvie | ▪ Shuttle from St. Johns<br>▪ Shuttle from MAX station in Hillsboro (Orenco/Quatama) using Cornelius Pass Road to access the island and picking up Line 16 riders |
| | Howell Territorial Park | No transit | ▪ Smaller park with fewer activities | ▪ Shuttle from St. Johns<br>▪ Shuttle from MAX station in Hillsboro (Orenco/Quatama) using Cornelius Pass Road to access the island and picking up Line 16 riders.<br>▪ Line 16 could be extended slightly to serve Howell Territorial Park |

# Park Group: Clackamas River

There are several regional destination sites along the Clackamas River that provide access to the river as well as hiking, fishing, camping, and picnicking opportunities. (Figure 16 and Figure 17).

- **Higher priority destinations** in the area are **Timber Park**, **Metzler Park**, **Promontory Park**, **Milo McIver Park, Barton Park, and Carver Park**.
    - Timber Park is a popular park in Estacada that is within half a mile of existing transit but is not accessible due to the disjointed street network and limited crossing points on Highway 224. It features a disc golf course, rentable picnic areas, and seasonal boat rentals.
    - Metzler Park is located five miles south of Estacada and has hiking, picnicking, fishing, and camping opportunities.
    - Promontory Park is seven miles south of Estacada on the east side of the river and has fishing, seasonal boat rentals, a large campground, and reservable picnic shelters.
    - Milo McIver State Park is a large park with hiking, water access, a disc golf course that hosts large tournaments, and a fish hatchery. It is on the Estacada Route of Clackamas County Connects, which is a free deviated fixed-route shuttle that will make stops within three-quarters of a mile from the route. However, the shuttle service is not well-advertised as a way to reach the park, and the shuttle only operates on weekdays. An alternative to serving the park with a new shuttle service would be to better advertise the service and/or extend the service to weekends if resources become available.
    - Carver Park and Barton Park are two river access points that are popular for people floating the river. Both have existing weak transit access, but the existing transit service cannot be used for floating trips.
- **Medium and lower priority sites** are Bonnie Lure State Recreation Area and Faraday Lake.
- **Ways to serve park group:** Shuttle service to the Clackamas River park group could begin at Clackamas Town Center Transit Center, which is served by the MAX Green Line and several bus lines. All destinations in this group could not be easily served by a single shuttle route given the distances between parks and the dispersal of the parks around the Clackamas River, which has limited crossings. There are two main categories of parks within this grouping: Barton and Carver are mainly used to access the river for rafting, tubing, and kayaking, and the other locations have activities within the parks themselves. A shuttle serving Barton and Carver would have greater equipment needs and would include fewer other destinations because the shuttle would need to be timed based on average float durations. A shuttle service not focused on facilitating float trips likely wouldn't serve Barton and Carver and could be more flexible with choosing which of the other parks in the area would be served. When deciding which parks to serve, it is important to keep in mind that the limited crossings of the Clackamas River impact which parks can be logically served together.

- **Other considerations:** More engagement is needed to determine which parks would generate the highest ridership if served. A shuttle focused on floating would either need to provide space for inflatables or have rentals available on-site. Partnering with a rental company by providing the company with access to the park in exchange for a certain percentage of all revenue could be a way of generating revenue for the shuttle service.

**Figure 15 Map of Clackamas River Park Group**

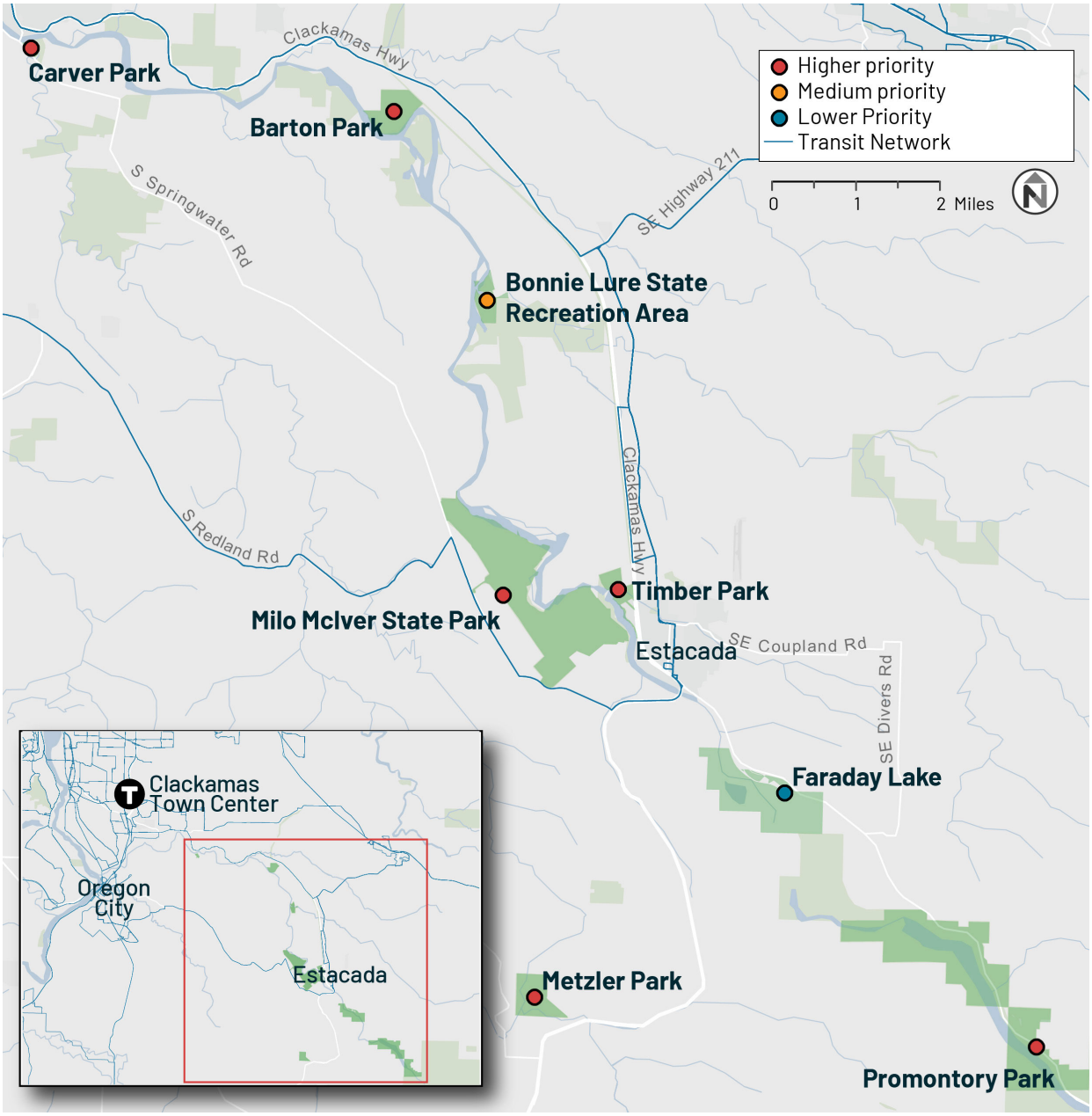


**Figure 16 Clackamas River Park Group**

| Category | Park name | Transit access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | Timber Park | No transit access | ▪ Multiple activities available. Parking lot available for shuttle turnaround | ▪ Shuttle from Clackamas Town Center Transit Center |
| | Metzler Park | No transit access | ▪ Various activities available | ▪ Shuttle from Clackamas Town Center Transit Center |
| | Promontory Park | No transit access | ▪ Various activities, including boat rental and campground | ▪ Shuttle from Clackamas Town Center Transit Center |
| | Milo McIver State Park | Weak (no weekend access) | ▪ Parking lot available for shuttle turnaround<br>▪ Extensive paid parking available (could decrease priority for serving) | ▪ Shuttle from Clackamas Town Center Transit Center<br>▪ Better advertise existing deviated-fixed route service and/or extend service to the weekend |
| | Barton Park | Weak access (poor pedestrian access) | ▪ Higher priority if paired with Carver for a float shuttle | ▪ Shuttle from Clackamas Town Center Transit Center<br>▪ Improve pedestrian facilities from existing transit service |
| | Carver Park | Weak (poor pedestrian access) | ▪ Higher priority if paired with Carver for a float shuttle | ▪ Shuttle from Clackamas Town Center Transit Center |
| Medium priority | Bonnie Lure State Recreation Area | No transit access | ▪ Relatively few activities available<br>▪ Might require using some existing parking for shuttle pull-out | ▪ Shuttle from Clackamas Town Center Transit Center |
| Additional lower priority opportunities nearby | Faraday Lake | No transit access | ▪ Limited recreation opportunities (fishing and biking, no boating or swimming) | ▪ Shuttle from Clackamas Town Center Transit Center |

# Park Group: Forest Grove/Beaverton

There are several regional destination sites west of Beaverton and south of Forest Grove that are inaccessible by transit today (Figure 18 and Figure 19).

- **Higher priority destinations** not served by transit are **Scoggins Valley Park & Henry Hagg Lake**, **Jackson Bottom Wetlands,** and **Cooper Mountain Nature Park.**
    - Scoggins Valley Park & Henry Hagg Lake is a 2,500-acre park with water access, an extensive trail system, a disc golf course, and several picnic areas. The park has no transit access nearby.
    - Jackson Bottom Wetlands is a large nature preserve within the city limits of Hillsboro. It is the only regional destination site with no transit access that falls within an Equity Focus Area.
    - Cooper Mountain Nature Park is a 230-acre park with extensive hiking trails and a nature program.
- **Medium and lower priority sites** are Fernhill Wetlands and Chehalem Ridge Nature Park.
- **Ways to serve park group**: A shuttle serving Scoggins Valley Park & Henry Hagg Lake could begin at Hillsboro Transit Center, which is served by the MAX Blue Line and multiple bus routes. The routes could stop in Forest Grove before continuing to the park. Within the park, the shuttle could operate on a loop with designated stops at key locations around the lake.

  The northern entrance of Jackson Bottom Wetlands, which is temporarily closed, is 0.6 miles from a bus stop, but the route lacks sidewalks. The park could be served by extending sidewalks to the park or by implementing a shuttle service.

  **Other considerations**: Further investigation is needed to determine why the Jackson Bottom North Entrance is temporarily closed, as maintaining access is important given its proximity to the existing bus stop.

  Because Henry Hagg Lake is just outside of Yamhill County, Yamhill County Transit should be consulted when planning service to the lake, as the destination may be popular for Yamhill County residents.

**Figure 17 Map of Forest Grove Park/Beaverton Group**

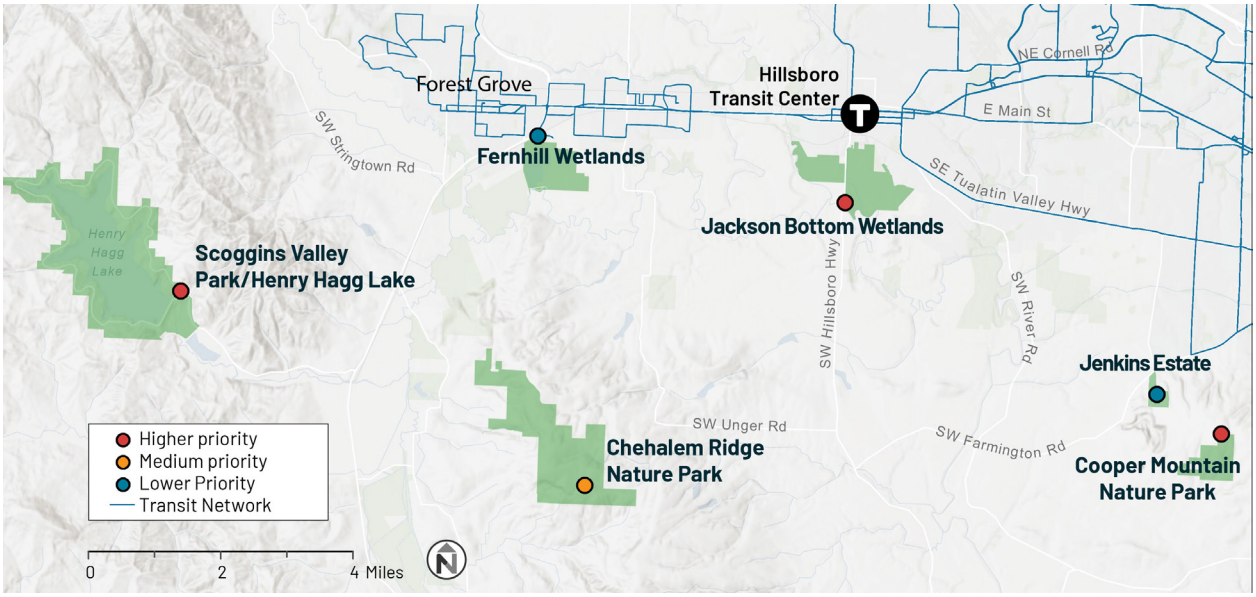



**Figure 18 Forest Grove/Beaverton Park Group**

| Category | Park name | Transit access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | Scoggins Valley Park & Henry Hagg Lake | No transit access | ▪ Multiple activities dispersed around lake<br>▪ Routing would need to take into account multiple destinations within park/travel time between these destinations | ▪ Shuttle from Hillsboro Transit Center |
| | Jackson Bottom Wetlands Preserve | No transit access | ▪ Popular birding site with nature center/event center<br>▪ Some parking might need to be converted for shuttle pull-out<br>▪ Explore opportunities for collaborating with Jackson Bottom Wetlands Preserve nonprofit | ▪ Improve pedestrian access from existing bus stop |
| | Cooper Mountain Nature Reserve | No transit access | ▪ Nature park experience<br>▪ Will be served by microtransit pilot but does not have plan for long-term service | ▪ Shuttle from Hillsboro Transit Center |
| Medium priority locations | Chehalem Ridge Nature Park | No transit access | ▪ Limited activities (walking and biking) with an average of 85,500 annual visitors<br>▪ Space for shuttle pull-out | ▪ Shuttle from Hillsboro Transit Center |

| Category | Park name | Transit access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Additional lower priority opportunities nearby | Fernhill Wetlands | Weak (no Sunday access) | ▪ Very large nature preserve with visitor center<br>▪ Lower priority because of available transit service – closest bus stop with service every day is ~18-minute walk. Ride Connection's Grovelink stop is half a mile away with service Mon-Sat | ▪ Add Sunday service |
| | Jenkins Estate | None | ▪ Primarily an event venue, unlikely to have high demand for general use | ▪ Consider serving with Washington County microtransit pilot to identify whether there is demand for future service |

# Park Group: Banks/Buxton

The Banks/Buxton park group is located in Washington County, north of the Forest Grove/Beaverton Park Group (Figure 20 and Figure 21).

- **Higher priority destinations** in the area are **LL Stub Stewart Memorial Park** and the **Banks-Vernonia State Trail**.
    - Stub Stewart is a popular destination with hiking, disc golf, camping, and biking. It was served by Columbia County Rider (CCR) before the COVID-19 pandemic. Interviews with CCR staff could be used to determine the level of demand for this location as well as operational considerations for serving the park.
    - The Banks-Vernonia State Trail is Oregon's first rails-to-trails project and provides 21 miles of hiking and biking. The southern access point to the Banks-Vernonia trail is served on weekdays by Ride Connection's Westlink shuttle. The Banks-Vernonia Trail passes through Stub Stewart Memorial Park.
- A **lower priority park** in the area is **Killin Wetlands**, which is close to the southern edge of the Banks-Vernonia State Trail but likely has lower demand than the other two parks in the group based on low visitation numbers gathered by Metro at Killin Wetlands. Killin Wetlands is a popular place for bird watching, gear for which can easily be brought on transit.
- **Ways to serve park group**: A shuttle that serves two or more access points to the trail could allow people to walk or bike one way on the trail and then ride transit in the other direction. The shuttle could leave from the Sunset Transit Center, which is served by the MAX Blue and Red Lines, several bus routes, and Ride Connection's Bethany Link shuttle. The Hillsboro Airport/Fairground MAX stop may also be a good starting point since both Blue and Red Lines provide service here and there is ample space for shuttle parking and turnaround.
- **Additional considerations**: Equipping the shuttle to allow for bikes to be brought on board, whether in a bike trailer or through bike racks on the shuttle, would be necessary to serve biking uses of the trail.

**Figure 19 Map of Banks/Buxton Park Group**

**Figure 20 Banks/Buxton Park Group**

| Category | Park name | Transit access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | LL "Stub" Stewart Memorial State Park | No transit access | ▪ Very popular site with multiple activities<br>▪ Previously served by transit | ▪ Shuttle departing from Sunset Transit Center |
| | Banks-Vernonia State Trail | No weekend access, no transit access to northern access point | ▪ Popular biking spot | ▪ Shuttle departing from SunsetTransit Center<br>▪ Alternative: serve on weekends with Westlink if funding becomes available. |
| Additional lower priority opportunities nearby | Killin Wetlands Nature Park | No transit access | Limited activities. Seasonally popular for bird watching. Lowest visitation numbers out of parks with numbers available (17,500 annual visitors).<br>Space for shuttle turnaround | ▪ Shuttle departing from Sunset Transit Center |

# Park Group: South Willamette

The South Willamette park group is found along the southern edge of the Metro Planning Area along the Willamette River (Figure 22 and Figure 23).

- **Higher priority destinations** not served by transit are **Fields Bridge Community Park** and **Molalla River State Park.**
  - Fields Bridge Community Park is a multi-use park with sports fields, trails, water access, and community garden plots.
  - Molalla River State Park provides access to the river as well as hiking, picnicking, fishing, boating, and wildlife viewing opportunities.
- **Medium and lower priority sites** in the area are Canby Community River Park and Newell Creek Canyon Nature Park.
- **Ways to serve park groups:** Shuttle service to the South Willamette group could depart from the Oregon City Transit Center, which is served by several bus lines that connect to Portland, Tualatin, Tigard, Beaverton, and two colleges. Alternatively, it could depart from Clackamas Town Center Transit Center, which is farther away but has a higher density of transit options that serve it.
- **Other considerations:** An important consideration for providing shuttle access to these parks is the limited number of crossings of the Willamette River in this area. Fields Bridge Park is on the west side of the river, while Molalla River State Park, Newell Creek Canyon Nature Park, and Canby Community River Park are all on the east side of the river. Because of this, serving Fields Bridge Community Park would add roughly twenty minutes of travel time to the route. Since Fields Bridge Community Park has weekday transit access, it could be a stop on the route only on weekends.

**Figure 21 Map of South Willamette Park Group**

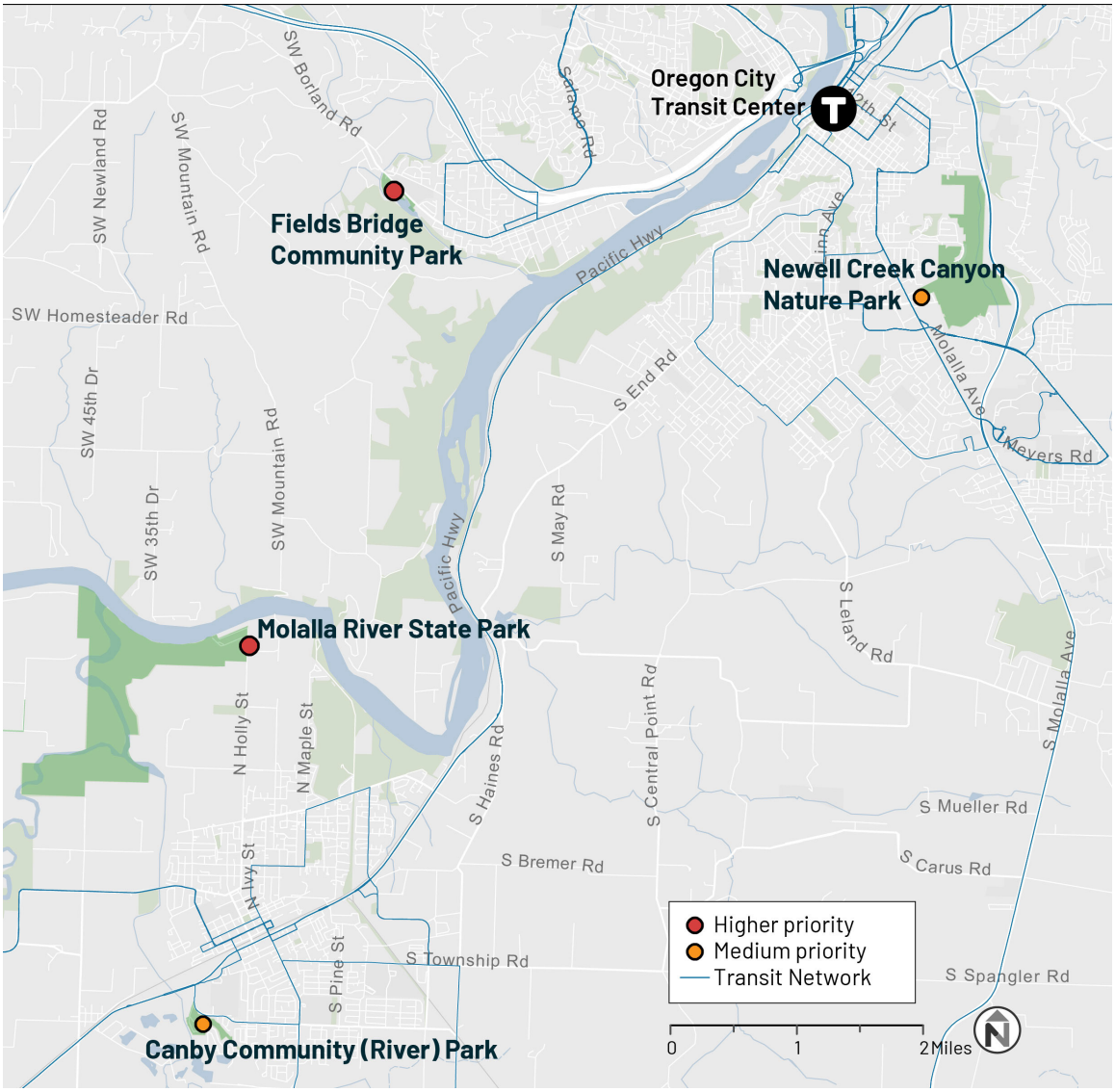



**Figure 22 South Willamette Park Group**

| Category | Park name | Transit Access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | Fields Bridge Community Park | Weak (no weekend access) | ▪ Multiple activity draws<br>▪ Free parking is available but can fill up, especially during baseball games | ▪ Shuttle from Oregon City Transit Center |
| | Molalla River State Park | No transit access | ▪ Multiple activity draws<br>▪ Space for shuttle turnaround | ▪ Shuttle from Oregon City Transit Center |

| Category | Park name | Transit Access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Medium priority locations | Newell Creek Canyon Nature Park | Weak (no weekend access) | ▪ Nature park experience with a few activities available. Moderate annual visitation numbers (51,000)<br>▪ Available space for shuttle pull-out | ▪ Shuttle from Oregon City Transit Center |
| | Canby Community River Park | Weak (no weekend access) | ▪ Multiple activity draws<br>▪ Lots of parking | ▪ Shuttle from Oregon City Transit Center |

# Park Group: Marine Drive

Marine Drive hugs the southern bank of the Columbia River near the confluence with the Willamette. The Marine Drive multi-use path is part of the 40-Mile Loop, a partially completed regional trail system of more than 150 miles. A mix of industrial uses and nature makes it difficult to access despite its closeness to very populated areas of the metro area (Figure 24 and Figure 25).

- **The higher priority location** not served by transit in the area is **Broughton Beach/Gleason Boat Ramp.**
    - Among the parks with Metro visitation numbers, Broughton Beach/Gleason Boat Ramp has the highest by a large margin, with an annual average of almost 787,800 visitors (compared to an average of 170,300 across all parks with visitation numbers). This number includes visitors to the boat launch; however, it is also a popular location for swimming and relaxing on the beach. Broughton Beach is approximately a mile away from the closest transit, and there is no pedestrian infrastructure connecting the bus stop to the beach for those who do wish to use transit.
- **Medium priority locations** nearby include **Smith and Bybee Wetlands Natural Area**, and **Kelley Point Park.**
    - Smith and Bybee Wetlands Natural Area is a large urban wetland six miles from Broughton Beach with trails, boating opportunities, and extensive birdwatching. Kelley Point Park is a park at the confluence of the Columbia River, Willamette River, and Columbia Slough with opportunities to hike, paddle, and view wildlife. It is a place of spiritual and cultural significance for many Indigenous peoples in the area.
- **Ways to serve:** A shuttle to serve these locations could depart from the Delta Park/Vanport Transit Center, which is served by the MAX Yellow Line and C-TRAN's Route 60. Given the three parks are close to Vancouver, it is important that a shuttle serving the parks would be accessible via C-TRAN. All three locations are along the river and are used for boating purposes. This proposed shuttle could tow a trailer for small, nonmotorized boats like paddle boards, kayaks, and canoes.

- **Other considerations:** Parks with water access for swimmers may see more demand in the afternoon when temperatures peak, while Smith and Bybee Wetlands may be more popular during early morning hours when birds and other creatures are more active.

  In addition to recreation opportunities, the Marine Drive corridor is also home to employment opportunities, many of which are industrial. More research is needed to see whether recreation and employment opportunities can be accommodated within a single service. There is precedent for this elsewhere in the region: the Multnomah County ACCESS Shuttle serves Whitaker Ponds as well as employment destinations, and Columbia Area Transit's Columbia Gorge Express serves multiple purposes, including recreation, work trips, and medical visits. Balancing recreation and employment needs takes careful route and schedule planning. On the one hand, industrial employment sites often have night shifts and swing shifts, which might not align with daytime recreation needs. On the other hand, industrial employment oftentimes has weekend shifts, which does overlap with peak recreation demand. Identifying work sites in the Marine Drive area and their work schedules would be the next step in determining whether the differing uses are compatible within a single service.

**Figure 23 Map of Marine Drive Park Group**

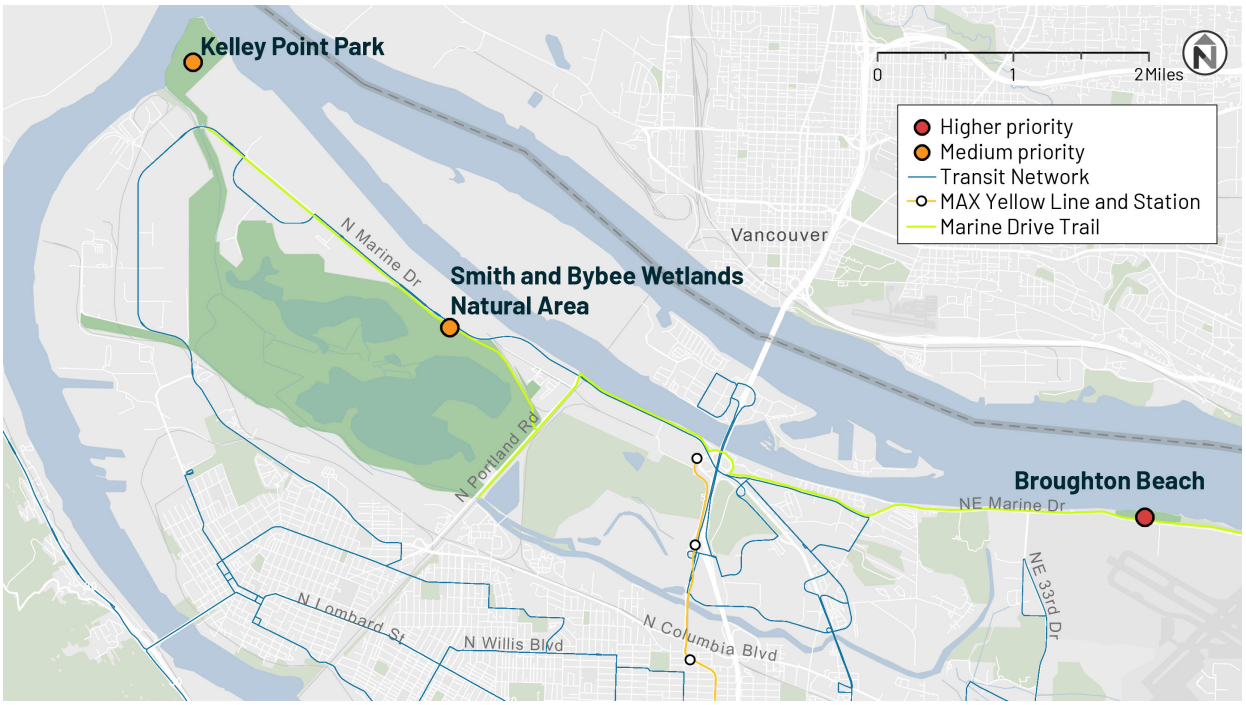


**Figure 24 Marine Drive Park Group**

| Category | Park name | Transit Access | Considerations | Ways to Serve |
|---|---|---|---|---|
| Higher priority locations | Broughton Beach/ Gleason Boat Ramp | No transit access | ▪ High visitation numbers.<br>▪ Parking lot could be used for shuttle turnaround.<br>▪ Inflatable boats could be accommodated in a trailer if there was demand from riders.<br>▪ Boating spot | ▪ Shuttle from Delta Park/Vanport Transit Center |
| Medium priority locations | Smith & Bybee Wetlands | Weak (no weekend access) | ▪ Large urban wetlands with multiple activity draws | ▪ Shuttle from Delta Park/Vanport Transit Center |
| | Kelley Point Park | Weak (no weekend access) | ▪ Popular boating spot<br>▪ Portland Parks & Recreation discourages swimming here | ▪ Shuttle from Delta Park/Vanport Transit Center |

# SUPPORT FOR PLANNED SHUTTLE EFFORTS

Some of the regional destination sites are the focus of planning efforts that are already underway.

## Sandy River Shuttle

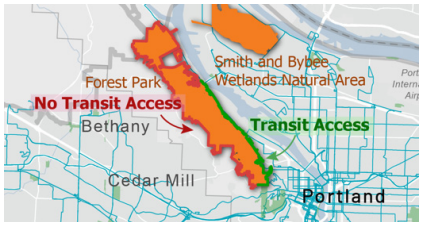
The City of Troutdale is studying a shuttle service on the Sandy River, with funding support for the study from Travel Oregon. Four regional destination sites identified in this analysis could potentially be served by this shuttle: **Dabney State Recreation Area**, **Lewis and Clark State Recreation Area**, **Sandy River Delta**, and **Oxbow Park**. The pilot will begin in spring of 2026 with a version of the route that departs from the Columbia Gorge Outlets, serves the Visitor Center with a flag stop, and travels to Glenn Otto Park and Dabney Park. A future amendment to the route recommends adding Lewis and Clark State Recreation Area. Another route alternative would serve the Sandy River Delta Natural Recreation Area. Oxbow Park is listed as a destination of interest for the shuttle but is not currently incorporated into any of the route alternatives due to the time required to serve the site, which is on the other side of the Sandy River from most sites under consideration.

After the shuttle service is piloted in 2026, data from the service and further community engagement can be used to determine which destinations will be served by future iterations of the shuttle. As the shuttle is intended to serve visitors who would float the Sandy River, the Sandy River Shuttle Feasibility Study has included considerations for equipment needs. To accommodate personal equipment without impacting the turning radius of the vehicle, the study recommends roof racks or separate vehicles for equipment.

The study also considers the option of incorporating boat or float rentals into the shuttle service. By charging for rentals like some peer agencies, the shuttle service could be self-sustaining and could also maximize space on the vehicle by eliminating the need to accommodate personal equipment. This could discourage some riders, however. Through their community engagement, the project team found that 42% of respondents would be less likely or unlikely to use the shuttle service if they weren't able to bring their own equipment. The full study, including a review of peer agencies, can be found in the Sandy River Shuttle Feasibility Study.[2]

## Forest Park Shuttle

Portland Parks and Recreation, in partnership with Explore Washington Park, the Forest Park Conservancy, and community-based organizations, is exploring a shuttle service that would serve popular trailheads in **Forest Park**, including sections identified in this study as inaccessible via transit today, like the Upper Macleay Trailhead. Sections of the park are already reachable with transit, but others are not, and a

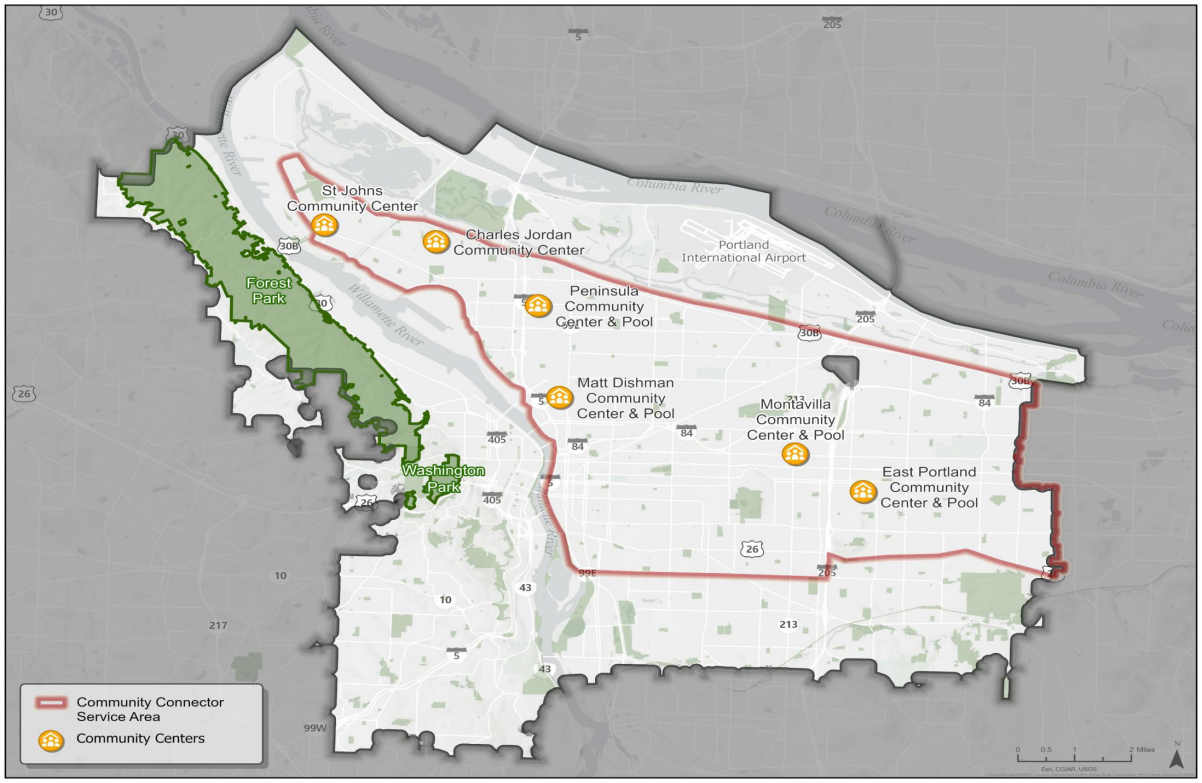



[2] https://www.troutdaleoregon.gov/media/30211

shuttle service that serves multiple trailheads could be used for one-way hiking trips that start and end at different locations.

The shuttle, which would only operate on Saturdays, is intended to be piloted in the summer of 2026. The intention is to use lift-equipped passenger vans along one or more routes serving North, East, and Northeast Portland. The preliminary routes were developed based on shuttle tests conducted by the partners in 2024 to gather information on community interest, test pick-up and drop-off locations, and provide access through trusted organization for marginalized communities. The routes being designed to provide both access to parks (specifically ADA-accessible locations) and other neighborhood destinations (e.g., community centers), particularly within East Portland, for communities that rely on transit. Portland Parks and Recreation will share information about the shuttle through established relationships with organizational partners and existing programs serving marginalized communities including Black people, Indigenous people, people of color, immigrants and refugees, people with disabilities, LGBTQ2SIA+ people, youth, older adults, and people earning low incomes, and through other communication channels. The pilot is being funded by ODOT's Innovative Mobility Program.

**Figure 25 Map of Potential Forest Park Community Connector Shuttle Pilot Service Area**



# PARKS WITHIN COMMUNITY CONNECTOR TRANSIT OPPORTUNITY AREA

Some regional destination sites fall within opportunity areas identified in *Task 7.2 Subarea Strategies: Community Connector Transit Opportunities Assessment* (see Figure 27). Some of the parks within the opportunity areas could be feasibly served by the community connector services proposed for the area in Task 7.2. However, other parks are best served by other means despite physical proximity due to differences in the times, days, and seasons of demand. For example, a flex-route shuttle serving primarily industrial workers, especially shift workers and night workers, is unlikely to operate on the same schedule as a shuttle serving parks. Further research is needed to understand potential for serving multiple destination types with one service.

**Figure 26 Regional Destination Sites within Identified Opportunity Areas**

| Park Name | Transit access | Opportunity Area | Potential Opportunity to Serve Park |
|---|---|---|---|
| Cooper Mountain | No transit | W1. South Beaverton/ Progress Ridge | Will be served by Washington County on-demand pilot |
| Jenkins Estate | No transit | W1. South Beaverton/ Progress Ridge | Could be served by Washington County on-demand pilot |
| Rood Bridge Park | No transit | W4. Southeast Hillsboro | Consider routing proposed flex route service to serve park |
| Kelley Point Park | No transit | M2. Peninsula Industrial | Serve with shuttle service (see Figure 25) or explore combined employment/ recreation service with M2. Peninsula Industrial |
| Smith and Bybee Wetlands | No transit | M2. Peninsula Industrial | Serve with shuttle service (see Figure 25) or explore combined employment/ recreation service with M2. Peninsula Industrial |
| Blue Lake Regional Park | No transit | M7. Fairview | Serve with shuttle service (see Figure 21). No CCT service recommended for M7. |
| Chinook Landing Marine Park | No transit | M7. Fairview | Serve with shuttle service (see Figure 21). No CCT service recommended for M7. |
| Happy Valley Park | No transit | C2. Happy Valley | Could be served with CCT on-demand service if future implementation. |
| Scouters Mountain Nature Park | No transit | C2. Happy Valley | Could be served with CCT on-demand service if implemented |
| North Clackamas Park | Weak | C3. McLoughlin/ Oatfield | Could be served with CCT on-demand service if implemented |

# CONNECTING EXISTING TRANSIT TO PARKS

There are seven parks that have a potential connection to existing transit if pedestrian access to these services is enhanced (Figure 29). There are 13 sites that aren't served on weekends or on Sundays, which are days that people are likely to want to access recreation, and three sites that have long travel times regardless of mode (Figure 30). The 13 sites with no weekend service could be served by operating existing service on weekends, if funds become available. Areas that are covered by Community Connecter Opportunity areas, other planning efforts, or the potential shuttles above are also identified.

The three parks (**Sandy Ridge Trail System**, **Wildwood Recreation Site**, and **Barlow Wayside Park**) that are served by an existing deviated fixed-route shuttle service, the Village Shuttle operated by Sandy Area Metro (SAM), have weak access due to long travel times. This shuttle departs from Sandy, and another bus connects passengers to high-capacity transit in Gresham. These parks are also a long drive away from most of the metro area. This study recommends bolstering awareness of existing transit service to parks across the metro Region.

**This analysis has shown that many of the regional destination sites can be reached via existing transit services (shown in Figure 28). There are 53 parks with full transit access, 17 with full weekday but limited or no weekend service, and 8 with transit service but challenging pedestrian access. Bolstering awareness for existing access is one key step the region can take in tandem with developing service to new areas.**

**Figure 27 Map of Parks with Access to Transit**

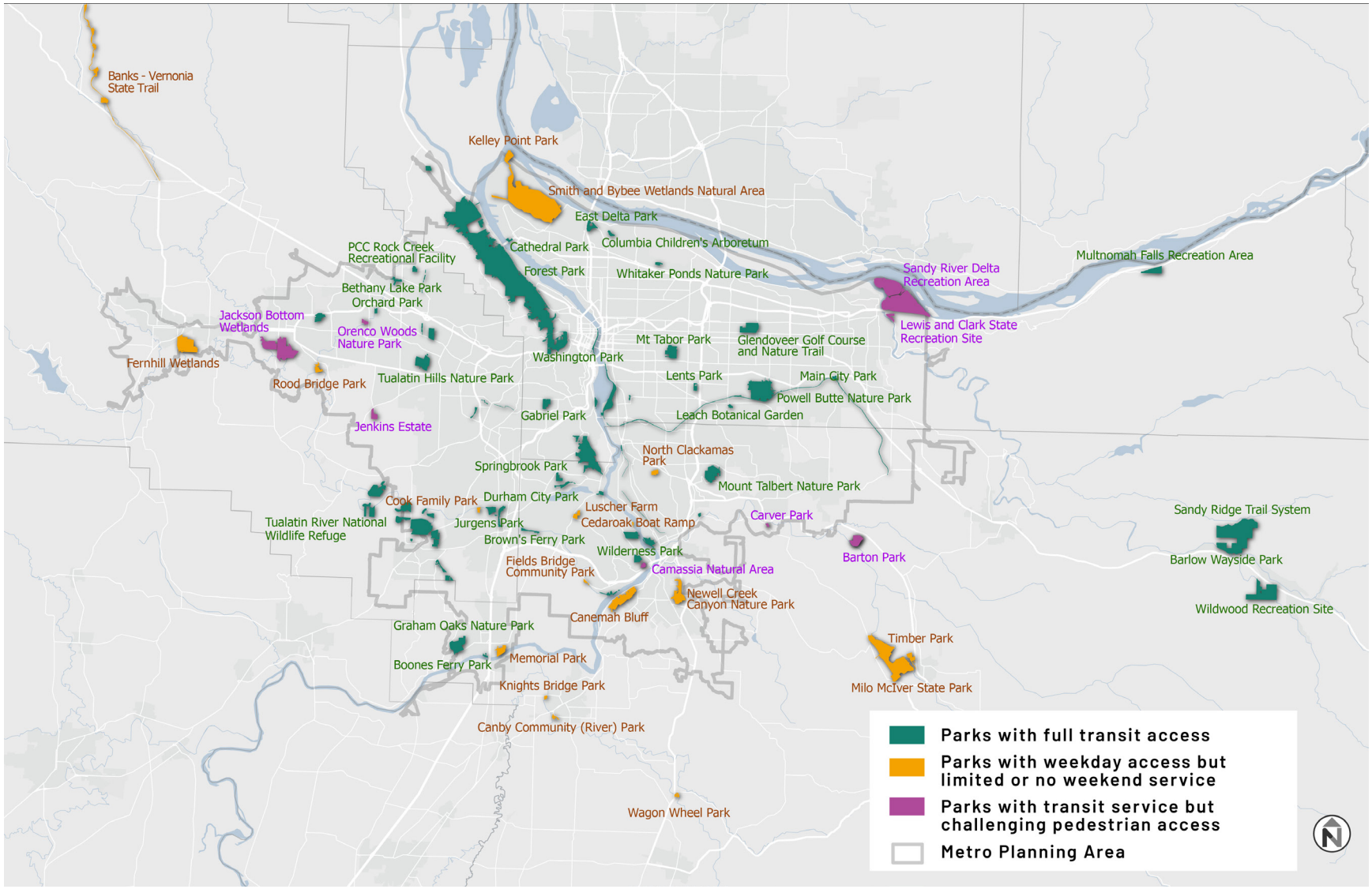


**Figure 28 Parks with Pedestrian Access Issues**

| Park Name | Barrier to Transit Access | Priority level | Considerations | Ways to Serve Park |
|---|---|---|---|---|
| Barton Park | Poor Ped Access | Higher | ▪ Has river access<br>▪ TriMet Line 30 provides closest stop (2882, 2881). | ▪ Add protected crossing at Clackamas Hwy and SE Bakers Ferry Road next to bus stop. Enhance Bakers Ferry Rd to create a pedestrian walkway.<br>▪ Could serve with Clackamas River Shuttle |
| Camassia Natural Area | Poor Ped Access | Low | ▪ TriMet Line 76 provides closest stop (11762, 11763). | ▪ Create a safe way for pedestrians to cross Willamette Falls Drive near the bus stop. |
| Carver Park | Poor Ped Access | Higher | ▪ Has river access<br>▪ TriMet Line 30 provides closest stop. (2874, 2875) | ▪ Fill in sidewalk gaps on Market and Springwater Roads. Add pedestrian path from Springwater into park.<br>▪ Could be served with Clackamas River Shuttle |
| Jackson Bottom Wetlands | Poor Ped Access | Higher | ▪ Park falls within an Equity Focus Area<br>▪ TriMet Line 57 stops just over half a mile away from the northern entrance (6496, 6495). | ▪ Fill in sidewalk gaps to north park entrance.<br>▪ Park operator could offer shuttle service to bus stop on weekends during peak season. |
| Orenco Woods Nature Park | Poor Ped Access | Medium | ▪ Orenco MAX station is 0.5 miles away | ▪ Fill in sidewalk gaps on Alder St or create enhanced pedestrian crossing at Dogwood on Century Blvd. |
| Jenkins Estate | Requires long walk from existing bus stop | Lower | ▪ TriMet Line 88 (7064, 7071) stops 0.6 miles away from trailhead on Farmington; no action. | ▪ Could be included in potential Community Connector Service W1. South Beaverton/Progress Ridge<br>▪ Park operator could offer shuttle service down to bus stop on weekends during peak season |
| Lewis and Clark State Recreation Site | Requires long walk from existing bus stop | Medium | ▪ Pedestrian path connects TriMet bus stops on Graham Road (9470, 10758) to 257th and then to Crown Point Highway, but walk is very long.<br>▪ Has river access | ▪ Consider serving with the Sandy River pilot shuttle. |
| Sandy River Delta Recreation Area | Requires long walk from existing bus stop | Medium | ▪ Pedestrian path connects TriMet bus stops on Graham Road (9470, 10758) to 257th and then to Crown Point Highway, but walk is very long.<br>▪ Very high demand, but primary use is for dogs and dog-walkers, may not be ideal for transit operations. | ▪ Consider serving with the Sandy River pilot shuttle.<br>▪ Consider promoting a doggie vanpool or rideshare with parking discount for users. |

**Figure 29 Recommendations for Parks with Limited or No Weekend Transit Access**

| Park Name | Barrier to Transit Access | Priority level | Considerations | Way to Serve Park |
|---|---|---|---|---|
| Milo McIver State Park | No Weekend Access | Higher | ▪ Served by deviation of Clackamas County Connects' Estacada Shuttle | ▪ Expand existing shuttle to weekend and create more public awareness about this free shuttle service<br>▪ Clackamas River shuttle |
| Luscher Farm | No Weekend Access | Higher | ▪ Served by TriMet Line 153 | ▪ Extend existing transit service to weekends |
| North Clackamas Park | No Weekend Access | Higher | ▪ Served by TriMet Line 152 | ▪ Extend existing transit service to weekends<br>▪ Incorporate into proposed C3. McLouglin/Oatfield Community Connector Service. |
| Canby Community (River) Park | No Weekend Access | Medium/higher | ▪ Park with playground, swimming, fishing, picnic tables, bathrooms. | ▪ Extend existing transit to weekends |
| Canemah Bluff | No Sunday Access | Medium/higher | ▪ Nature area and children's park | ▪ Extend existing transit to Sundays |
| Rood Bridge Park | No Weekend Access | Medium/Higher | ▪ Falls near W4. SE Hillsboro flex-route service areas | ▪ Consider routing proposed W4. SE Hillsboro flex-route service to serve park,<br>▪ Extend existing service to weekends |
| Fernhill Wetlands | No Sunday access | Medium | ▪ Large natural area | ▪ Extend existing transit to Sundays |
| Fields Bridge Community Park | No Weekend Access | Medium | ▪ Lots of activities | ▪ Extend existing transit to weekends<br>▪ South Willamette Area shuttle |
| Smith and Bybee Wetlands Natural Area | No Weekend Access | Medium | ▪ Primarily a nature preserve with some trails | ▪ Could be served by potential Community Connector Service M2. Peninsula Industrial<br>▪ Extend existing transit to weekends<br>▪ Could be served by Marine Drive shuttle |
| Newell Creek Canyon Nature Park | No Weekend Access | Medium | ▪ Moderate visitation numbers | ▪ South Willamette shuttle |
| Kelley Point Park | No Weekend Access | Lower/Medium | ▪ Secluded, surrounded by industrial areas<br>▪ Access to river | ▪ Could be served by Marine Drive shuttle<br>▪ Could be served by potential Community Connector Service M2. Peninsula Industrial |
| Memorial Park | No Sunday Access | Lower/Medium | ▪ Large municipal park in Wilsonville | ▪ Extend existing transit to Sundays |

| Park Name | Barrier to Transit Access | Priority level | Considerations | Way to Serve Park |
|---|---|---|---|---|
| Jurgens Park | No Weekend Access | Low | ▪ Nearby parks with similar uses have transit access (Cook and Durham) | ▪ No action recommended<br>▪ If park becomes a priority to serve, consider extending existing transit to weekends |
| Knights Bridge Park | No Weekend Access | Low | ▪ No amenities. May be temporarily closed. | ▪ No action recommended<br>▪ |
| Wagon Wheel Park | No Weekend Access | Low | ▪ Small park with very low population density surrounding | ▪ No action recommended<br>▪ Could extend existing transit to weekends if it becomes a priority |
| Cedaroak Boat Ramp | No Weekend Access | Not a Priority | ▪ Primary purpose is a boat ramp | ▪ No action recommended |
| Banks-Vernonia State Trail | Weak Access | Higher | ▪ Southern access point served by Ride Connection's WestLink shuttle on weekdays<br>▪ Tillamook WAVE provides some limited service on weekends | ▪ Expand WestLink shuttle to weekend<br>▪ Banks/Buxton shuttle |
| Barlow Wayside | Weak Access | Medium | ▪ Parks require long travel time for all modes, including transit.<br>▪ SAM shuttle connects parks to Gresham | ▪ Create better awareness for existing shuttle |
| Sandy Ridge | Weak Access | Medium | ▪ Parks require long travel time for all modes, including transit.<br>▪ SAM shuttle connects parks to Gresham | ▪ Create better awareness for existing shuttle |
| Wildwood | Weak Access | Medium | ▪ Parks require long travel time for all modes, including transit.<br>▪ SAM shuttle connects parks to Gresham | ▪ Create better awareness for existing shuttle |

# PARKS NOT PRIORITIZED FOR TRANSIT ACCESS IMPROVEMENTS

The following regional destination sites are not recommended as priorities for transit service or transit access improvements at this time. Some sites are already served by transit but are located in a lower density area of the metro region and therefore fall in the lowest quartile of population served. Others have a primary use that is not conducive to transit service or have geometric constraints that would be hard to overcome.

**Figure 30 Parks not Prioritized for Enhanced Transit Access at this Time**

| Park Name | Transit Access | Considerations |
|---|---|---|
| Cedaroak Boat Ramp | Weak (no weekend access) | ▪ Boat ramp only |
| Dalton Point | No transit access | ▪ Primary use is boat access |
| Dodge Park | No transit access | ▪ Sandy River shuttle will serve similar parks along the Sandy River. Evaluate demand for Dodge Park after Sandy River pilot is complete. |
| Eagle Landing Park | No transit access | ▪ Challenging spot to serve<br>▪ No restrooms |
| Jurgens Park | No weekend access | ▪ Nearby parks with similar uses have transit access |
| Farmington Paddle Launch | No transit access | ▪ Boat put-in only<br>▪ Reports of erosion and deterioration at site<br>▪ High equipment needs |
| Graham Oaks | Weak (lowest quartile of population in transit-shed) | ▪ Served by transit. Population in transit-shed will naturally be low because it's in a lower-density area |
| Hebb County Park | No transit access | ▪ Small park with more limited activities, available parking<br>▪ Difficult to serve with shuttle route due to river |
| Hopkins Demonstration Forest | No transit access | ▪ Remote location<br>▪ Privately owned land |
| Knights Bridge Park | Weak (no weekend access) | ▪ Temporarily closed<br>▪ No amenities<br>▪ Consider extending existing service to weekends if it reopens |
| Oneonta Gorge and Horsetail Falls | No transit access | ▪ Closed due to fires and landslides. Consider serving with Columbia Gorge shuttle when it reopens. Consider transit access when it reopens |
| Riverside Park | Weak (lowest quartile of population) | ▪ Served by transit, located in lower-density area |
| Rock Island | No transit access | ▪ Little evidence of demand for this park<br>▪ Challenging access, would require extensive out-of-direction travel |

| Park Name | Transit Access | Considerations |
|---|---|---|
| Wagon Wheel Park | Weak (lowest quartile of population, no weekend service) | ▪ Served by transit on weekdays, located in lower-density area |
| Willamette Park (West Linn) | Weak (lowest quartile of population) | ▪ Served by transit, located in lower-density area |

# REFERENCE: MATRIX OF ALL REGIONAL DESTINATION SITES

**Figure 31 Summary of Regional Destination Sites and Ways to Serve Park if no Access Exists Today**

| Name | Category | Owner | Weekday Transit Access? | Weekend Transit Access? | Level of Transit Access | Priority to Serve | Considerations | Ways to Serve Park |
|---|---|---|---|---|---|---|---|---|
| Ainsworth State Park | State | United States Forest Service | No | No | None | Higher | ▪ Space for shuttle pull-out. Convenient turnaround point for Columbia River Gorge shuttle route | ▪ Develop Columbia River Gorge Shuttle |
| Banks - Vernonia State Trail | State | State of Oregon Parks & Recreation Department | Yes | Yes | Weak | Higher | ▪ Lowest quartile of population access<br>▪ Tillamook WAVE service provides weekend service | ▪ Develop Banks/Buxton Shuttle<br>▪ Extend WestLink to weekend |
| Barlow Wayside Park | Regional | Clackamas County | Yes | Yes | Weak | Lower | ▪ Park requires long travel time for all modes, including transit<br>▪ SAM shuttle connects parks to Gresham | ▪ Create better awareness for existing shuttle |
| Barton Park | Regional | Clackamas County | Yes | Yes | Weak | Medium | ▪ Poor pedestrian access<br>▪ TriMet Line 30 provides closest stop (2882, 2881)<br>▪ Boat ramp and other non-boat facilities | ▪ Enhance Ped Facilities near existing Transit; Create pedestrian crossing and Clackamas Hwy and SE Bakers Ferry Rd. Enhance Bakers Ferry Rd to create a pedestrian walkway on shoulder<br>▪ Serve with Clackamas River Shuttle |
| Benson State Recreation Area | State | State of Oregon Highway Commission | No | No | None | Medium | ▪ Only accessible from Eastbound I-84 | ▪ Develop Columbia River Gorge Shuttle |
| Bethany Lake Park | Regional | Tualatin Hills Park & Recreation District | Yes | Yes | Medium | NA | | |
| Blue Lake Regional Park | Regional | Metro | No | No | None | Higher | ▪ High Metro visitation numbers<br>▪ Community feedback has asked for transit service here | ▪ Develop Fairview Shuttle |
| Bonnie Lure State Recreation Area | Regional | State of Oregon Parks & Recreation Department | No | No | None | Medium | ▪ Few activities available<br>▪ Might require using some existing parking for shuttle pull-out | ▪ Develop Clackamas River Shuttle |
| Boones Ferry Park | Regional | Wilsonville | Yes | Yes | Weak | Lower | ▪ Lowest quartile of population access | ▪ Has access but low reach within 60 minutes |
| Bridal Veil Falls State Scenic Viewpoint | State | State of Oregon Parks & Recreation Department | No | No | None | Higher | ▪ Space for shuttle to pull off | ▪ Develop Columbia River Gorge Shuttle |
| Broughton Beach | Regional | Metro | No | No | None | Higher | ▪ High Metro visitation numbers | ▪ Develop Marine Drive Shuttle<br>▪ Extend TriMet service closer to Broughton Beach |
| Brown's Ferry Park | Regional | City of Tualatin | Yes | Yes | Medium | NA | | |
| Camassia Natural Area | Regional | The Nature Conservancy | Yes | Yes | Weak | Lower | ▪ Poor pedestrian access<br>▪ Smaller park<br>▪ TriMet Line 76 provides closest stop (11762, 11763) | ▪ Create a safe way for pedestrians to cross Willamette Falls Drive near bus stop |
| Canby Community (River) Park | Regional | City of Canby | Yes | No | Weak | Medium | ▪ No weekend access | ▪ Extend existing transit to Sunday<br>▪ Develop South Willamette Shuttle |
| Canemah Bluff | Regional | Metro | Yes | Yes | Weak | Medium/Higher | ▪ No Sunday access | ▪ Extend existing transit to Sunday |
| Carver Park | Regional | Clackamas County | Yes | Yes | Weak | Higher | ▪ Poor pedestrian access<br>▪ Has river access<br>▪ TriMet Line 30 provides closest stop (2874, 2875) | ▪ Fill in sidewalk gaps on Market and Springwater Roads. Add pedestrian path from Springwater into park.<br>▪ Could be served with Clackamas River Shuttle |
| Cathedral Park | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | Medium | NA | | |

| Name | Category | Owner | Weekday Transit Access? | Weekend Transit Access? | Level of Transit Access | Priority to Serve | Considerations | Ways to Serve Park |
|---|---|---|---|---|---|---|---|---|
| Cedaroak Boat Ramp | Regional | City of West Linn | Yes | No | Medium | Not a Priority | ▪ Primary purpose is a boat ramp | ▪ No action recommend |
| Chehalem Ridge Nature Park | Regional | Metro | No | No | None | Medium | ▪ Lower visitation numbers from Metro | ▪ Develop Forest Grove/Beaverton Shuttle |
| Chinook Landing Marine Park | Regional | Metro | No | No | None | Higher | ▪ Higher visitation numbers<br>▪ Close to Blue Lake Regional Park | ▪ Develop Fairview Shuttle |
| Columbia Children's Arboretum | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | Medium | NA | | |
| Columbia River Gorge National Scenic Area | State | United States of America | No | No | None | Higher | ▪ Major destination for tourists and locals | ▪ Develop Columbia River Gorge Shuttle |
| Cook Family Park | Regional | City of Tigard | Yes | Yes | Medium | NA | | |
| Cooper Mountain Nature Park | Regional | Metro | No | No | None | Higher | ▪ Would be served in Washington County microtransit pilot | ▪ Incorporate into Community Connector Service W1. South Beaverton/Progress Ridge<br>▪ Potential to serve with Forest Grove/Beaverton Shuttle |
| Crystal Springs Rhododendron Garden | Regional | Portland Chapter of the American Rhododendron Society and City of Portland | Yes | Yes | High | NA | | |
| Dabney State Recreation Area | Regional | State of Oregon Department of Transportation | No | No | None | Higher | ▪ Will be served by Sandy River shuttle | ▪ Support Sandy River Shuttle Pilot |
| Dalton Point Recreation Site | Regional | State of Oregon Parks & Recreation Department | No | No | None | Not a priority | ▪ Primarily a boat launch<br>▪ Only accessible from Westbound I-84 | ▪ No action recommended |
| Dodge Park | Regional | City of Portland Water Bureau and State of Oregon | No | No | None | Not a priority | ▪ Sandy River shuttle will serve similar parks along the Sandy River | ▪ Evaluate popularity of Sandy River Shuttle before taking action |
| Durham City Park | Regional | City of Durham | Yes | Yes | Medium | NA | | |
| Eagle Landing Park | Regional | Washington County | No | No | None | Lower | ▪ Small park, no restrooms | ▪ No action recommended |
| East Delta Park | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | Medium | NA | | |
| Fairgrounds Sports Complex | Regional | City of Hillsboro | Yes | Yes | Medium | NA | | |
| Fanno Creek Greenway | Regional | Glasco Inc | Yes | Yes | Medium | NA | | |
| Faraday Lake | Regional | Portland General Electric Company | No | No | None | Lower | ▪ Small fishing spot | ▪ Potential to serve with Clackamas River Shuttle |
| Farmington Paddle Launch | Regional | Metro | No | No | None | Lower | ▪ Small park, mostly a boat launch | ▪ No action recommended |
| Fernhill Wetlands | Regional | Clean Water Services | Yes | No | Weak | Lower | ▪ No weekend access | ▪ Potential to serve with Forest Grove/Beaverton Shuttle |
| Feyrer Park | Regional | Clackamas County | No | No | None | Lower | ▪ Small park with low population density | ▪ No action recommended |
| Fields Bridge Community Park | Regional | City of West Linn | Yes | No | Weak | Higher | ▪ No Weekend Access<br>▪ Parking demand outstrips supply | ▪ Develop South Willamette Shuttle |

| Name | Category | Owner | Weekday Transit Access? | Weekend Transit Access? | Level of Transit Access | Priority to Serve | Considerations | Ways to Serve Park |
|---|---|---|---|---|---|---|---|---|
| Forest Park | State | City of Portland Bureau of Parks & Recreation | Yes | Yes | Weak | Medium | ▪ Transit access only on east side of park | ▪ Support planned Forest Park Shuttle |
| Gabriel Park | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | Medium | NA | | |
| George Rogers Park | Regional | City of Lake Oswego | Yes | Yes | Medium | NA | | |
| Glendoveer Golf Course and Nature Trail | Regional | Metro | Yes | Yes | High | NA | | |
| Gov. Tom McCall Waterfront Park | State | City of Portland Bureau of Parks & Recreation | Yes | Yes | High | NA | | |
| Graham Oaks Nature Park | Regional | Metro | Yes | Yes | Weak | Lower | ▪ Lowest quartile of population access due to population density around existing transit. | ▪ No action recommended |
| Guy W. Talbot State Park | State | State of Oregon Highway Commission | No | No | None | Higher | ▪ State park with extensive hiking | ▪ Develop Columbia River Gorge Shuttle |
| H.M. Terpenning Recreation Complex | Regional | Tualatin Hills Park & Recreation District | Yes | Yes | Medium | NA | | |
| Happy Valley Park | Regional | City of Happy Valley | No | No | None | Medium | ▪ More of a community park | ▪ Could be served with potential Community Connector Service in C2. Happy Valley |
| Hebb Park | Regional | Clackamas County | No | No | None | Lower | ▪ Very small with limited activities<br>▪ Lots of existing parking | ▪ Could be served with South Willamette Shuttle |
| Hopkins Demonstration Forest | Regional | Forests Forever Inc | No | No | None | Lower | ▪ Far away from existing fixed route transit and not near other regional destination sites<br>▪ Privately owned | ▪ No action recommended |
| Howell Territorial Park | Regional | Metro | No | No | None | Medium | ▪ On Sauvie Island close to TriMet Line 16 | ▪ Develop Sauvie Island Shuttle |
| Hoyt Arboretum | State | City of Portland Bureau of Parks & Recreation | Yes | Yes | High | NA | | |
| Iron Mountain Park | Regional | City of Lake Oswego | Yes | Yes | Medium | NA | | |
| Jackson Bottom Wetlands | Regional | City of Hillsboro | No | No | None | Higher | ▪ Park falls within an Equity Focus Area<br>▪ Poor pedestrian access<br>▪ TriMet Line 57 stops just over half a mile away from the northern entrance (6496, 6495). | ▪ Develop Forest Grove/Beaverton Shuttle<br>▪ Fill in sidewalk gaps to park |
| Jenkins Estate | Regional | Tualatin Hills Park & Recreation District | No | No | Weak | Lower | ▪ TriMet Line 88 (7064, 7071) stops 0.6 miles away from trailhead on Farmington<br>▪ Requires long walk from existing bus stop; no action. | ▪ Could be included in potential Community Connector Service W1. South Beaverton/Progress Ridge<br>▪ Park operator could offer shuttle service down to bus stop on weekends during peak season<br>▪ Potential to serve with Forest Grove/Beaverton Shuttle |
| John B. Yeon State Scenic Corridor | State | United States Forest Service | No | No | None | Medium | ▪ Similar activities to other Gorge parks, and just past convenient turnaround point at Ainsworth Park | ▪ Could be served by Columbia River Gorge Shuttle |
| Jurgens Park | Regional | City of Tualatin | Yes | No | Weak | Lower | ▪ No weekend access | ▪ No action recommended |

| Name | Category | Owner | Weekday Transit Access? | Weekend Transit Access? | Level of Transit Access | Priority to Serve | Considerations | Ways to Serve Park |
|---|---|---|---|---|---|---|---|---|
| Kelley Point Park | State | City of Portland Bureau of Parks & Recreation | Yes | No | Weak | Medium | ▪ No weekend access<br>▪ Served by TriMet Line 11<br>▪ City of Portland discourages swimming here | ▪ Extend existing access to weekend<br>▪ Develop Marine Drive Shuttle |
| Killin Wetlands Nature Park | Regional | Metro | No | No | None | Lower | ▪ Lowest visitation numbers of the Metro Parks | ▪ Could be served by Banks/Buxton Shuttle |
| Knights Bridge Park | Regional | Clackamas County | Yes | No | Weak | Lower | ▪ No weekend access<br>▪ No amenities and may be temporarily closed | ▪ No action recommended |
| Leach Botanical Garden | Regional | Leach Garden Friends and City of Portland | Yes | Yes | High | NA | | |
| Lents Park | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | High | NA | | |
| Lewis and Clark State Recreation Site | Regional | State of Oregon Parks & Recreation Department | Yes | Yes | Weak | Medium | ▪ Pedestrian path connects TriMet bus stops on Graham Road (9470, 10758) to 257th and then to Crown Point Highway, but walk is very long.<br>▪ Has river access | ▪ Consider serving with the Sandy River Pilot Shuttle |
| LL "Stub" Stewart Memorial State Park | State | State of Oregon Parks & Recreation Department | No | No | None | Higher | ▪ Had service pre-pandemic | ▪ Develop Banks/Buxton Shuttle<br>▪ Reinstate previous service |
| Luscher Farm | Regional | City of Lake Oswego | Yes | No | Medium | Higher | ▪ No weekend access | ▪ Extend existing transit service |
| M James Gleason Memorial Boat Ramp | Regional | Metro | No | No | None | Lower | ▪ Boat ramp next to Broughton Beach<br>▪ High visitations numbers | ▪ Could be served by same stop on Marine Drive Shuttle as Broughton Beach<br>▪ Extend existing service to beach |
| Main City Park | Regional | City of Gresham | Yes | Yes | High | NA | | |
| Mary S. Young Park | Regional | State of Oregon Parks & Recreation Department | Yes | Yes | Medium | NA | | |
| Meldrum Bar Park | Regional | City of Gladstone | Yes | Yes | Medium | NA | | |
| Memorial Park | Regional | City of Wilsonville | Yes | Yes | Weak | Lower/Medium | ▪ No Sunday access | ▪ Extend existing transit service to Sunday |
| Metzler Park | State | Clackamas County | No | No | None | Higher | ▪ Various activities available. | ▪ Develop Clackamas River Shuttle |
| Milo McIver State Park | State | State of Oregon Parks & Recreation Department and Portland General Electric Company | Yes | No | Weak | Higher | ▪ No weekend access | ▪ Extend existing transit service to weekends and better advertise service<br>▪ Develop Clackamas River Shuttle |
| Milwaukie Bay Park | Regional | North Clackamas Parks & Recreation District and City of Milwaukie | Yes | Yes | High | NA | | |
| Molalla River State Park | State | State of Oregon Parks & Recreation Department | No | No | None | Higher | ▪ Multiple activities<br>▪ Space for shuttle turnaround | ▪ Develop South Willamette Shuttle |
| Mount Talbert Nature Park | Regional | Metro | Yes | Yes | Medium | NA | | |

| Name | Category | Owner | Weekday Transit Access? | Weekend Transit Access? | Level of Transit Access | Priority to Serve | Considerations | Ways to Serve Park |
|---|---|---|---|---|---|---|---|---|
| Mt Tabor Park | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | High | NA | | |
| Multnomah Falls Recreation Area | State | United States Forest Service | Yes | Yes | Medium | NA | | |
| Newell Creek Canyon Nature Park | Regional | Metro | Yes | No | Weak | Medium | ▪ No weekend access | ▪ Extend existing transit service to weekends<br>▪ Could be served by South Willamette Shuttle |
| North Clackamas Park | Regional | City of Milwaukie | Yes | No | Medium | Higher | ▪ No weekend access | ▪ Extend existing transit service to weekends |
| Oaks Bottom Wildlife Refuge | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | High | NA | | |
| Orchard Park | Regional | Metro | Yes | Yes | Medium | NA | | |
| Orenco Woods Nature Park | Regional | Metro and City of Hillsboro | Yes | Yes | Weak | Medium | ▪ Orenco MAX station is 0.5 miles away<br>▪ Poor pedestrian access | ▪ Fill in sidewalk gaps on Alder St or create enhanced pedestrian crossing at Dogwood on Century Blvd. |
| Oxbow Regional Park | State | Metro | No | No | None | Higher | ▪ Camping facilities | ▪ Could be served by future variation of the Sandy River Shuttle |
| PCC Rock Creek Recreational Facility | Regional | Portland Community College District | Yes | Yes | Medium | NA | | |
| Pittock Acres Park | State | City of Portland Bureau of Parks & Recreation | Yes | Yes | Medium | NA | | |
| Powell Butte Nature Park | Regional | City of Portland Water Bureau | Yes | Yes | High | NA | | |
| Promontory Park | State | Portland General Electric Company | No | No | None | Higher | ▪ Various activities, including boat rental and campground | ▪ Develop Clackamas River Shuttle |
| Riverside Park | Regional | Clackamas River Water District | Yes | Yes | Weak | Lower | ▪ Low access due to small population-shed around park | ▪ No action recommended |
| Rock Islands | Regional | Metro | No | No | None | Not a priority | ▪ Challenging access<br>▪ Would require out-of-direction travel of shuttle | ▪ No action recommended |
| Rood Bridge Park | Regional | City of Hillsboro | Yes | No | Weak | Medium/Higher | ▪ No weekend access | ▪ Consider routing proposed W4. SE Hillsboro flex-route service to serve park<br>▪ Extend existing service to weekends |
| Rooster Rock State Park | Regional | State of Oregon Parks & Recreation Department | No | No | None | Lower | ▪ Ample paid parking<br>▪ Would require loop to serve<br>▪ CAT used to serve park | ▪ Develop Columbia Gorge River Shuttle |
| Sandy Ridge Trail System | State | Clackamas County (Bureau of Land Management) | Yes | Yes | Weak | Higher | ▪ Park requires long travel time for all modes, including transit<br>▪ SAM shuttle connects parks to Gresham | ▪ Create better awareness for existing shuttle |
| Sandy River Delta Recreation Area | Regional | United States Forest Service | Yes | Yes | Weak | Medium | ▪ Pedestrian path connects TriMet bus stops on Graham Road (9470, 10758) to 257th and then to Crown Point Highway, but walk is very long<br>▪ Very high demand, but primary use is for dogs and dog-walkers, may not be ideal for transit operations | ▪ Consider serving with the Sandy River Pilot Shuttle<br>▪ Relocate existing bus stop closer to park<br>▪ Consider promoting a doggie vanpool or rideshare with parking discount for users |

| Name | Category | Owner | Weekday Transit Access? | Weekend Transit Access? | Level of Transit Access | Priority to Serve | Considerations | Ways to Serve Park |
|---|---|---|---|---|---|---|---|---|
| Sauvie Island Wildlife Area | State | State of Oregon Department of Fish & Wildlife | No | No | None | Higher | ▪ Multiple activities with low equipment needs<br>▪ Parking demand surpasses supply. Limited entry parking program now in effect over the summer in addition to parking permit<br>▪ Shuttle could make multiple stops within the park | ▪ Develop Sauvie Island Shuttle |
| Scoggins Valley Park/Henry Hagg Lake | State | United States Bureau of Reclamation | No | No | None | Higher | ▪ Multiple activities dispersed around lake<br>▪ Routing would need to take into account multiple destinations within park/travel time between these destinations | ▪ Develop Forest Grove/Beaverton Shuttle |
| Scouters Mountain Nature Park | Regional | Metro | No | No | None | Lower/Medium | ▪ Low visitation numbers compared to other Metro parks | ▪ Serve with potential C2. Happy Valley Community Connector Service |
| Sellwood Riverfront Park | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | Medium | NA | | |
| Shepperd's Dell State Natural Area | State | State of Oregon Highway Commission | No | No | None | Medium | ▪ No space for pull-out | ▪ Consider serving with Columbia Gorge River Shuttle |
| Smith and Bybee Wetlands Natural Area | Regional | Metro | Yes | No | Weak | Medium | ▪ No weekend access<br>▪ Served by TriMet Line 11 | ▪ Consider serving with Marine Drive Shuttle |
| Springbrook Park | Regional | City of Lake Oswego | Yes | Yes | Medium | NA | | |
| Springwater Corridor | Regional | City of Portland | Yes | Yes | High | NA | | |
| Timber Park | Regional | Portland General Electric Company | No | No | None | | ▪ No access to nearby transit due to street network | ▪ Develop Clackamas River Shuttle |
| Trolley Trail | Regional | North Clackamas Parks & Recreation District | Yes | Yes | High | NA | | |
| Tryon Creek State Natural Area | State | State of Oregon Parks & Recreation Department | Yes | Yes | High | NA | | |
| Tualatin Community Park | Regional | City of Tualatin | Yes | Yes | Medium | NA | | |
| Tualatin Hills Nature Park | Regional | Tualatin Hills Park & Recreation District | Yes | Yes | High | NA | | |
| Tualatin River National Wildlife Refuge | State | City of Sherwood (Managed by United States Fish and Wildlife Service) | Yes | Yes | Medium | NA | | |
| Wagon Wheel Park | Regional | Clackamas County | Yes | No | Weak | Lower | ▪ No weekend access<br>▪ Small park with surrounded by very low population density | ▪ No action recommended |
| Wapato Access | State | State of Oregon Parks & Recreation Department | No | No | None | Medium | ▪ On Sauvie Island | ▪ Could serve with Sauvie Island Shuttle |
| Washington County Fairgrounds | Regional | Washington County Facilities Management | Yes | Yes | Medium | NA | | |
| Washington Park | State | City of Portland Water Bureau | Yes | Yes | Medium | NA | | |

| Name | Category | Owner | Weekday Transit Access? | Weekend Transit Access? | Level of Transit Access | Priority to Serve | Considerations | Ways to Serve Park |
|---|---|---|---|---|---|---|---|---|
| Waterhouse Linear Park | Regional | Arbor Ridge Pud Homeowners Association (Managed by Tualatin Hills Park & Recreation District) | Yes | Yes | Medium | NA | | |
| Whitaker Ponds Nature Park | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | High | NA | | |
| Wilderness Park | Regional | City of West Linn | Yes | Yes | Medium | NA | | |
| Wildwood Recreation Site | State | Bureau of Land Management | Yes | Yes | Weak | Higher | ▪ Park requires long travel time for all modes, including transit.<br>▪ SAM shuttle connects parks to Gresham | ▪ Create better awareness for existing shuttle |
| Willamette Park (West Linn) | Regional | City of West Linn | Yes | Yes | Weak | Lower | ▪ Has full transit access but falls into low population access due to location. | ▪ No action recommended |
| Willamette Park (Portland) | Regional | City of Portland Bureau of Parks & Recreation | Yes | Yes | High | NA | | |

# Appendix G

## Updated Community Connector Transit Opportunities Assessment

Parametrix
let's create tomorrow, together

Technical Memorandum

| | |
|---|---|
| DATE: | December 18, 2025 |
| TO: | Metro and Project Partners |
| FROM: | Ryan Farncomb, Sam Erickson, Chad Tinsley – Parametrix<br>Oren Eshel, Holly Querin, Anna Geannopoulos – Nelson\Nygaard |
| SUBJECT: | **Updated** Community Connector Transit Opportunities Assessment |
| PROJECT NAME: | Metro Community Connector Transit Study |

# Introduction

This study examined opportunities for community-connector transit (CCT) to improve first- and last-mile connections to the regional fixed-route transit systems operated by TriMet and SMART or to key destinations within communities that have barriers to accessing transit due to land use, distance from existing routes, or geography. In this study, the term "community connector" refers to generic fixed- or flex-route transit service open to the general public. Figure 1 illustrates the regional transit spectrum and where CCT falls within the range of how transit service can be delivered. Attachment A provides more details about the transit spectrum, by mode.

This memorandum builds on the July 2025 *Final Focus Area Analysis Memorandum* that identified focus areas that may be appropriate for CCT service through data analysis and discussions with regional partners and the broader public. The final CCT opportunity areas include services already planned through local processes—which are carried forward in this study without further evaluation—and new CCT opportunity areas. Details about new CCT opportunities are explored in this memorandum, but additional funding and public outreach would be needed for refinement before implementation. Funding and implementation of planned or new opportunity areas is outside the scope of this study.

# Planned Community Connector Transit Services

Opportunity areas include planned CCT services previously identified and documented by local agencies. The following describes these services; these are included in the opportunity areas map and are not evaluated further by this study. The service areas were provided by local agencies and in all cases are illustrative and subject to change when implementation advances in the future.

## Clackamas County

All new CCT services from the Clackamas County 2021 Transit Development Plan have been implemented to some degree, with the exception of one route that will begin as a fixed-route service operated by SMART by the end of 2025. That does not mean all travel needs are met, but rather that all areas previously identified in plans as having unmet transit needs have some level of coverage today.

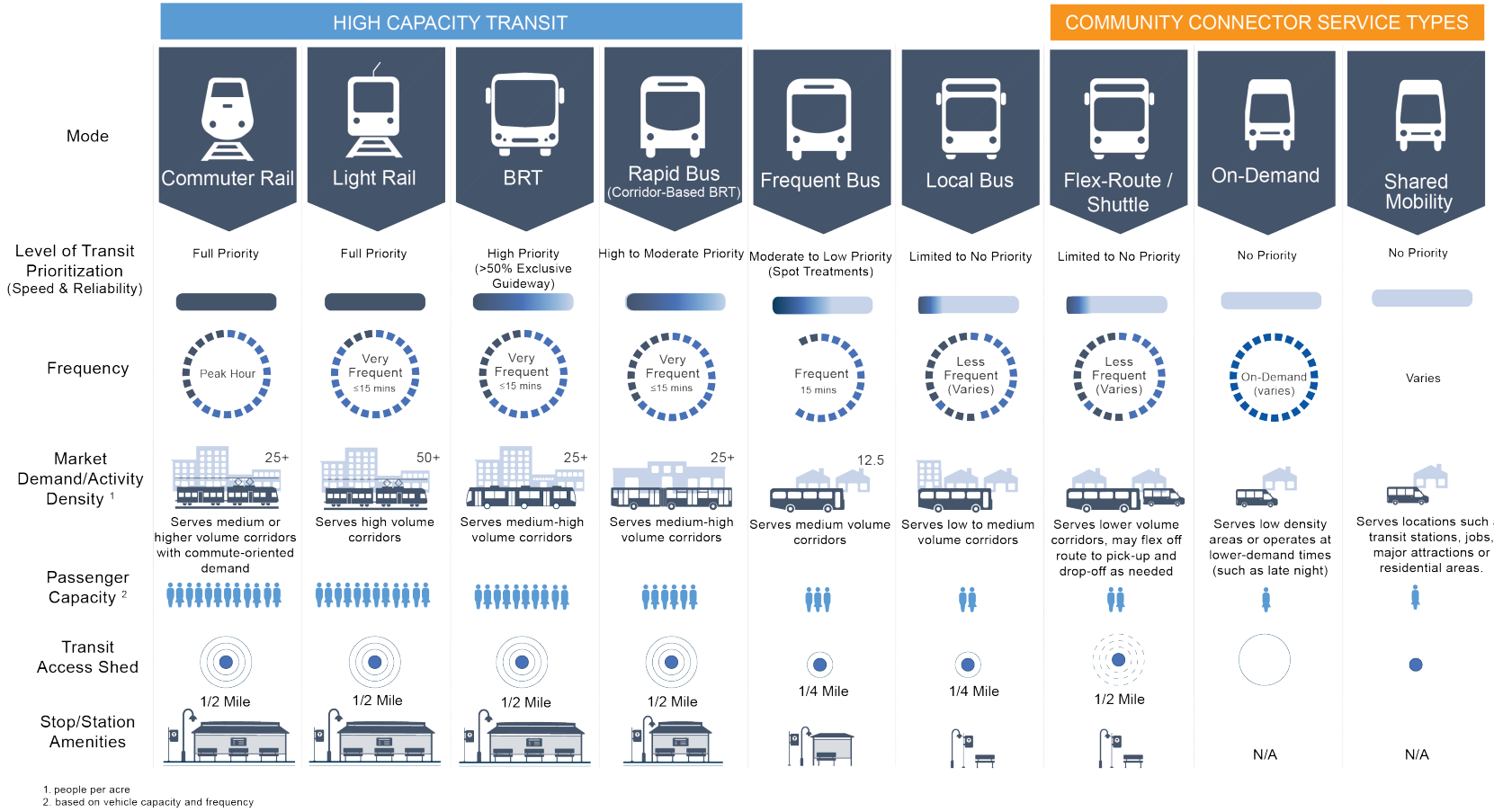



**Figure 1. Regional Transit Service Types**

Source: Portland Metro 2023, Modified 2025

Clackamas County's 2021 Transit Development Plan identifies five potential new community connector services that would meet underserved mobility needs in the county. Short-term service includes the following:

- Clackamas Industrial Area shuttle, now in operation.
- Oregon City loop shuttle, now in operation.
- Oregon City – Tualatin commuter shuttle, now served by TriMet frequent service Line 76.
- Service between Clackamas Town Center and Wilsonville, expected to begin in late 2025 as fixed-route service operated by SMART.
- Milwaukie Industrial Area shuttle, currently served by TriMet Line 152.

Clackamas County is evaluating potential alignments of the Milwaukie Industrial Area shuttle to supplement TriMet Line 152, which operates on weekdays along Industrial Avenue between the Milwaukie city center and Clackamas Town Center between 6:30 a.m. and 6:30 p.m. every half hour during morning and evening peaks, and hourly between 9 a.m. and 3 p.m. For the purpose of this study, it was not included for consideration because it is served by a TriMet fixed route, but is mentioned here as it presents an example of an opportunity for future coordination between TriMet and the County to drill down on service needs to avoid duplication of service.

New medium-term needs included the following:

- Hourly service in Damascus, now operated by Sandy Area Metro on the Sandy to Clackamas Town Center line.
- Deviated fixed-route service in Boring, now operated by Sandy Area Metro on the Sandy to Clackamas Town Center line.
- Estacada-Redland-Oregon City service focused on the Clackamas Community College schedule, now in operation.

## Multnomah County

The Alderwood-Cornfoot-Columbia Employment Shuttle Service (ACCESS shuttle), which has been operating since July 2022, is being considered for changes such as expansion to serve Cascade Station.

Multnomah County is in the early stages of a study to identify transit gaps in the county. Areas of interest in the county include NE Townsend Way and portions of NE Marine Drive.

The Cities of Troutdale and Portland are moving forward with shuttle pilot programs that focus on access to parks or recreation. These programs will be explored as part of the upcoming opportunity assessment being conducted for transit service to parks and are not incorporated into this memorandum. [1, 2]

[1] Sandy River Shuttle Feasibility Study.

[2] https://www.oregon.gov/odot/rptd/pages/innovative-mobility-program.aspx.

## Washington County

Washington County has implemented several community connector shuttles.[3] The Washington County Transit Study,[4] completed in 2024, identified 13 additional areas for shuttle service. Table 1 lists areas that have been identified in the Washington County Transit Development Plan (2024), Washington County Community Connector Shuttle Service Analysis (2022), or Washington County Transit Study (2024) that have not been implemented.

Services that have been implemented include the Bethany Link, Cornelius Link, and the King City Link. The Tualatin Shuttle Green Line was replaced by TriMet's Line 76 extension to Oregon City.

A microtransit pilot project is expected to launch in late 2025 or early 2026 and run for 12 to 18 months around the Southwest Beaverton and River Terrace neighborhoods, including the Mountain High School attendance area. The specific boundaries are being refined. Washington County is considering seeking supplemental grant funds to extend the service beyond the initial pilot period as the 2025 transportation bill failed to pass the Oregon Legislature.

For planning purposes, Washington County staff identified areas or zones for future transit services to allow for flexibility in implementation to factor changes to TriMet fixed-route service that may impact the areas identified for community connector services.

**Table 1. Washington County Planned Community Connector Transit Services**

| Service | Time Frame | Funded |
|---|---|---|
| SPOT microtransit in South Beaverton[5] | Early 2026 | Yes |
| South Beaverton/Cooper Mountain shuttle | Timeframe not indicated | No |
| North Hillsboro shuttle | Mid-term | No |
| Northwest Hillsboro shuttle | Mid-term | No |
| Quatama/Willow Creek/Tanasbourne shuttle | Mid-term | No |
| Sherwood Loop shuttle | Mid-term | No |
| Southeast Tigard shuttle | Long-term | No |
| Witch Hazel/Orenco shuttle | Mid-term | No |
| Basalt Creek shuttle | Long-term | No |
| River Terrace/Bull Mountain shuttle | Long-term | No |

# New Community Connector Transit Opportunity Areas

To arrive at new opportunity areas that might be suitable for CCT, the team conducted a series of analyses and gathered feedback from partners.

[3] 2024 Washington County Transit Development Plan (available upon request). 2025 Executive Summary available here: Washington County Transit Development Plan, 2022 Washington County Community Connector Shuttle Service.

[4] 2024 Washington County Transit Study.

[5] https://www.washingtoncountyor.gov/lut/planning/microtransit.

## Review of Focus Area Assessment Process

The first round of analysis produced geographic areas designated as "focus areas." These were areas of at least 100 contiguous acres that met initial criteria in at least one of four scenarios, shown in Table 2. All areas had to be unserved by existing TriMet and SMART fixed-route transit networks. The scenarios took into account how proximity to fixed-route transit changed between midday and 10 p.m. and how future (unfunded) aspirational levels of TriMet and SMART transit service could impact the need for CCT service. See the *Final Focus Area Analysis Memorandum*, July 2025, for full details.

Table 2. Focus Area Evaluation Criteria by Scenario

| Category | Scenario 1a: Existing Weekday | Scenario 1b: Existing Weekday 10 p.m. | Scenario 2a: 2045 Weekday | Scenario 2b: 2045 Weekday with Future TriMet Service Enhancements [6] |
|---|---|---|---|---|
| Transit Propensity<br>Metrics seek to highlight where people who might ride transit are located. | ▪ Population per square mile.<br>▪ Employees per square mile.<br>▪ Metro EFA score. [7] | ▪ Population per square mile.<br>▪ Employees per square mile limited to industries with potential for 10 p.m. job shift, based on NAICS codes associated with shift workers.<br>▪ Average score of Metro EFAs. | ▪ Projected population density.<br>▪ Projected employment density.<br>▪ Average score of Metro EFAs. | |
| *Data Sources* | *1. Block groups, U.S. Census 2023 ACS.*<br>*2. Block groups, OnTheMap 2022 Employment count.*<br>*3. Metro Limited English, low income, and Persons of color U.S. Census tracts.* | *1. Block groups, U.S. Census 2023 ACS.*<br>*2. Block groups, OnTheMap 2022 employee count, limited to specific NAICS codes.*<br>*3. Metro Limited English, low income, and Persons of color U.S. Census tracts.* | *1. TAZs from Metro Travel Demand Model TAZ-based population data.*<br>*2. Based on population density of TAZ from Metro Travel Demand Model TAZ-based employment data.*<br>*3. Metro Limited English, low income, and Persons of color U.S. Census tracts.* | |
| Community Connector Transit Viability<br>Metrics seek to highlight **where transit service could operate**. | Number of unique key community destination types within half a mile. Key destinations include airports, city halls, community centers, grocery stores, hospitals, libraries, schools, and parks.<br>Average score includes the following:<br>▪ Road network score. This measure looked at the length of roadways within a given hexagon. The intent was to ensure that there is sufficient roadway network to operate transit.<br>▪ Building coverage/footprint score. This measure assessed the relative coverage of building footprints, with higher building coverage meaning greater activity in a given hexagon.<br>▪ Trip volume score. Using origin and destination trip data, this assessed the relative number of trips across all modes occurring on roadway segments within hexagons. | | | |

EFA = Equity Focus Areas; NAICS = North American Industry Classification System; TAZ = Transportation Analysis Zone.

[6] As of this writing, TriMet is establishing a fixed-route service vision. This vision is not funded.

[7] Polygons were scored based on the number of EFA categories present. The EFA categories were low-income, persons of color, and limited-English proficiency. A polygon with no EFAs received a 0, a polygon with one EFA type received a score of 3, two EFA categories received a score of 4, and three EFA categories received a score of 5.

Focus areas were categorized based on their combined criteria score; Tier 1 represented areas that addressed the criteria most strongly and Tier 2 represented areas that addressed the criteria moderately. Areas with scores below the Tier 2 threshold or with high scores in small areas were not moved forward for further analysis. Focus areas can be reviewed on the project's webmap.[8] Feedback from the Transit Working Group (TWG) and from public outreach informed the thresholds.

Tiers 1 and 2 focus areas considered for this evaluation are as follows:

- **Meets an identified need:**
  - → **Equity.** Serving equity communities across the Metro region is a focus of this study. Equity factors were a part of the focus area analysis, and here the goal is to consider who might benefit from CCT.
  - → **Compatible with fixed-route transit network operated by TriMet and SMART.** Some CCT operating today—or in the future—may be a candidate for eventual replacement by traditional fixed-route service when population, densities, land uses, ridership, and available funding align. Consideration was given for how CCT might complement transit usage regionally.
  - → **Access to mobility hub or regionally significant park.** Proximity of potential mobility hubs (see *Final Local Mobility Hub Assessment*, July 2025), existing transit centers, or to regionally significant parks with limited or no transit access (see *Final Destination Sites Transit Need* memorandum, July 2025) was considered when looking at the potential usefulness of CCT in each focus area. CCT services that may provide access to regionally significant parks are being considered independently by related study work.
- **Implementation and operations considerations:**
  - → **Roadway network.** Focus areas with discontinuous street networks with dead ends and culs-de-sac, and areas with tight turning radii reduce the ability to provide transit service and make service less efficient to operate, regardless of population size and density. The type of CCT is also impacted by the road network. See Table 1 for various characteristics of transit services by type, and Attachment A for more detail by mode. In general, on-demand was considered for areas that do not have a street network compatible with larger vehicles. Flex-route services were considered an option where some level of street connectivity exists.
  - → **Ease of Implementation.** A new service is assumed to take more time and resources to implement compared to an existing service that is modified to increase access to people in a community. Each focus area was considered for how complex implementing and operating a service might be, which includes coordination with other jurisdictions and partners. To make the review more transparent, Table 3 provides criteria to illustrate how ratings were determined.

[8] https://experience.arcgis.com/experience/aff43fdde6e9456aa0a6f1840bdb3a3a/page/CCT-Evaluationv

Table 3. Ease of Implementation Assessment Criteria

| Implementation Difficulty | Alignment with Previous Planning Efforts | Engagement/ Research Needed | Pedestrian and/or Transit Vehicle Access Considerations | Service Operators in Area | Existing Operational Facilities |
|---|---|---|---|---|---|
| Lower | Implements a planned service in an adopted plan as-is *or* modifies an existing service. | Some public engagement has already been done for the proposed CCT, through this project or previous plans. | Connected street grid. | Operator already operating part of the same route or entire route as a pilot. | Premium facilities available; connects to high capacity transit and higher-tier mobility hubs. |
| Moderate | Implements a planned service in an adopted plan with modifications. | Some engagement or research needed to confirm proposed CCT. | Combination of disjointed street network and connected street grid. | Existing operator in service area. | May have some facilities available; connects to frequent transit service and lower-tier mobility hubs. |
| Higher | Does not appear in adopted plans. | Extensive research or engagement needed to understand transit demand in area. | Disjointed street network. | No identified operator in service area. | Would potentially require new facilities; only connects to infrequent bus service and no identified mobility hubs. |

## Initial Focus Areas

Twenty-two focus groups were identified, and based on evaluation and partner feedback, initial draft recommended solutions were proposed, as shown in Table 4.

Table 4. Focus Areas

| ID | Area Name | CCT Opportunity | Description | Need Addressed | Opportunity |
|---|---|---|---|---|---|
| **Washington County** | | | | | |
| W1 | South Beaverton/ Progress Ridge | Yes | South of SW Farmington Road, west of SW Murray Boulevard. | Rapidly developing area with limited transit. Close to two regional destination sites with no transit access. Temporal need. | Extend on-demand pilot and refine zone or implement flex-route service. |
| W2 | Bethany | Yes | North of Highway 26, south of NW West Union Road, east of TriMet Line 52 on SW 185th Avenue, west of Line 67 on Bethany Boulevard. Also includes portion of Bethany east of 143rd not covered by Bethany Link. | Developing area with gaps around existing Ride Connection service. Includes regional destination sites and a nearby community college. | Expand BethanyLink or explore on-demand CCT service. Improve bike and pedestrian connections in the area. |
| W3 | Marlene Village neighborhood, Beaverton | Yes | South of Highway 26, east of TriMet Line 67 on SW 158th Avenue, west of Line 62 along SW Murray Boulevard, and north of Line 59 along Walker Road. | Low-frequency transit routes and poor street connectivity around employment center and large recreation center. Temporal need. | Implement flex-route CCT service when TriMet Line 59 does not operate. |
| W4 | Southeast Hillsboro | Yes | North of SE Tualatin Valley Highway and TriMet Line 57, and west of SE Cornelius Pass Road. | Close to MAX lines but without transit to reach it. Temporal need. | Implement flex-route service, modifying the service area identified in the Orenco/Witch Hazel shuttle recommendation in the Washington County Transit Development Plan. |
| W5 | Aloha | No | Areas greater than 0.25 miles away from TriMet Lines 52, 57, 88, and the MAX Blue Line. | Small, scattered pockets close to the MAX Red and Blue Lines that are missing first- and last-mile connections. | Create better bike and pedestrian connections in the area. |

| ID | Area Name | CCT Opportunity | Description | Need Addressed | Opportunity |
|---|---|---|---|---|---|
| W6 | Cedar Hills neighborhood, Beaverton | No | South of Highway 26, west of SW Cedar Hills Boulevard, north of Walker Road, and east of SW Murray Boulevard. | Small, mostly residential pocket. | Create better bike and pedestrian connections in the area. Potentially extend proposed Marlene Village CCT east. |
| W7 | Highland and Greenway neighborhoods in South Beaverton | No | South of TriMet Line 76, on SW Hall Boulevard, north of Line 62 on Scholls Ferry Road, and south and east of Line 88 along SW Murray Avenue and Allen Boulevard. | Small pocket of need with transit access just outside of quarter-mile buffer. Temporal need. | No action. Further research needed to understand demand, especially to Conestoga Recreation Center. |
| **Multnomah County** | | | | | |
| M1 | Cully neighborhood, Portland | Yes | West of the western terminus of the ACCESS Shuttle. | Area of transit-supportive land use and equity need. Near an existing shuttle, but also proximate to several TriMet fixed-route lines. | Extend the existing ACCESS Shuttle. |
| M2 | Peninsula Industrial | Yes [a] | Employment area, including Port of Portland near St. Johns. | Increase access to jobs. This area was not identified through the previous focus area analysis. | Implement flex-route CCT service that connects to jobs, MAX, and parks in the region when TriMet Line 11 does not operate. |
| M3 | Northeast Gresham | No | Area south of SE Stark Street, east of SE 223rd, and west of NE Kane Drive in Gresham. | Area is more than a quarter mile from fixed-route transit. | Other first- and last-mile solutions. Area is proximate to multiple fixed-route transit lines. |
| M4 | Mill Park, Hazelwood, and Centennial neighborhoods, Portland | No | Area between TriMet Line 73 on E 122nd Avenue, new Line 86 on SE 148th Avenue, and Lines 20 and FX-2. | Area is more than a quarter mile from fixed-route transit. | Other first- and last-mile solutions. Focus should be on improving connections to the substantial fixed-route service that exists in this area. |
| M5 | Rockwood neighborhood, Portland | No | Sited in vicinity of Lines 20, 74, and 87. | Area is more than a quarter mile from fixed-route transit, but is proximate to multiple lines, MAX, and FX2. | Other first- and last-mile solutions. Focus should be on improving connections to the substantial fixed-route service that exists in this area. |

| ID | Area Name | CCT Opportunity | Description | Need Addressed | Opportunity |
|---|---|---|---|---|---|
| M6 | Powellhurst-Gilbert and Centennial neighborhoods, Portland | No | Area south of TriMet Line 9 and just east of new Line 86 along SE 136th Avenue. | Area was identified as Tier 1 during previous focus area analysis. | No action. In June 2025, TriMet began serving this area with fixed-route service. |
| M7 | Fairview, south of I-84 | No [a] | Employment area along an east-west corridor north of TriMet Line 77, south of I-84, and east of TriMet Line 87. | Area was identified as Tier 1 during previous focus area analysis. Need identified to connect people to Blue Lake Regional Park. | Other first- and last-mile solution for employment area. CCT solution to Blue Lake Regional Park to be explored in next phase of work. |
| M8 | Historic Southeast/ Hogan, Gresham | Yes | Area west of Highway 26 and south of downtown Gresham. Existing on-demand pilot in this area has restricted rider eligibility. | Area was identified as Tier 1 during previous focus area analysis. Neighborhood has limited access to TriMet and Sandy Area Metro fixed-route transit, and Highway 26 is a barrier to access. | Implement flex-route CCT service or on-demand. |
| **Clackamas County** | | | | | |
| C1 | Lake Oswego | No [a] | Neighborhood bounded by I-5, Kruse Way, Boones Ferry Road, and Jefferson and Kerr Parkways. TriMet service Lines 37 and 38 operate limited service on weekdays. | Residential areas not near transit. | More study needed. Equity score is low, existing employment in the area is not conducive to transit service. Discontinuous road network. [a] |
| C2 | Happy Valley | No | East of I-205 and north of Sunnyside. | Areas identified as Tier 2 during analysis. | More study needed. On-demand would be the only viable CCT option due to road network. |
| C3 | McLoughlin/ Oatfield | Yes [a] | East of McLoughlin Boulevard and west of SE Webster Road. TriMet Line 33 on McLoughlin and Lines 29 and 31 on Webster are beyond quarter-mile access. TriMet Line 32 on Oatfield Road operates hourly. | Residential area not near transit. | Implement on-demand CCT service; more data and information are needed to understand market for transit and cost/benefit relative to other solutions. |
| C4 | South Wilsonville | No | East of I-5, west of Memorial Park, south of SW Wilsonville Road, and north of the Willamette River. | Area identified as Tier 2 during analysis, but is largely served by fixed-route transit. Larger area unserved in the late evening. | Other first- and last-mile solutions. Potential for existing fixed-route bus to serve in the future. |

| ID | Area Name | CCT Opportunity | Description | Need Addressed | Opportunity |
|---|---|---|---|---|---|
| C5 | Oregon City High School vicinity | No | East of OR 213, south of Oregon City High School. Much of the neighborhood is within a half-mile of ClackCo Connects shuttles and TriMet Line 32. | Area identified as Tier 2 during analysis. | No action. Area is served by TriMet and ClackCo Connects. |
| C6 | West Linn | No | East of Salamo Road. | Area identified as Tier 2 during analysis. | Other first- and last-mile solution. Low equity score, partner and community feedback has not indicated connection needs. |
| C7 | Milwaukie | No | East of OR 99W, west of I-205. | Area identified as Tier 2 during analysis. | Other first- and last-mile solution. CCT need appears low given proximity of fixed-route service. |

Among the initial focus areas, the following were determined to be better suited for non-CCT investment:

- C6 West Linn.
- M1 Cully.
- M3 Northeast Gresham.
- M4 Mill Park, Hazelwood, and Centennial neighborhoods, Portland.
- M5 Rockwood neighborhood, Portland.
- W2 Bethany.
- W3 Marlene Village.

The following focus areas were determined to be sufficiently served by transit today:

- C4 Wilsonville.
- C5 Oregon City High School Vicinity.
- C7 Milwaukie.
- M6 Powelhurst-Gilbert and Centennial neighborhoods, Portland.

Figure 2 shows the location of the following refined focus areas to be moved forward for further consideration as CCT opportunity areas:

- C1 Lake Oswego.
- C2 Happy Valley.
- C3 McLoughlin/Oatfield.
- C4 Wilsonville.
- M1 Cully Neighborhood.
- M2 Industrial Peninsula.
- M7 Fairview.
- M8 Historic Southeast/Hogan Gresham.
- W1 South Beaverton/Progress Ridge.
- W2 Bethany.
- W3 Marlene Village.
- W4 Southeast Hillsboro.

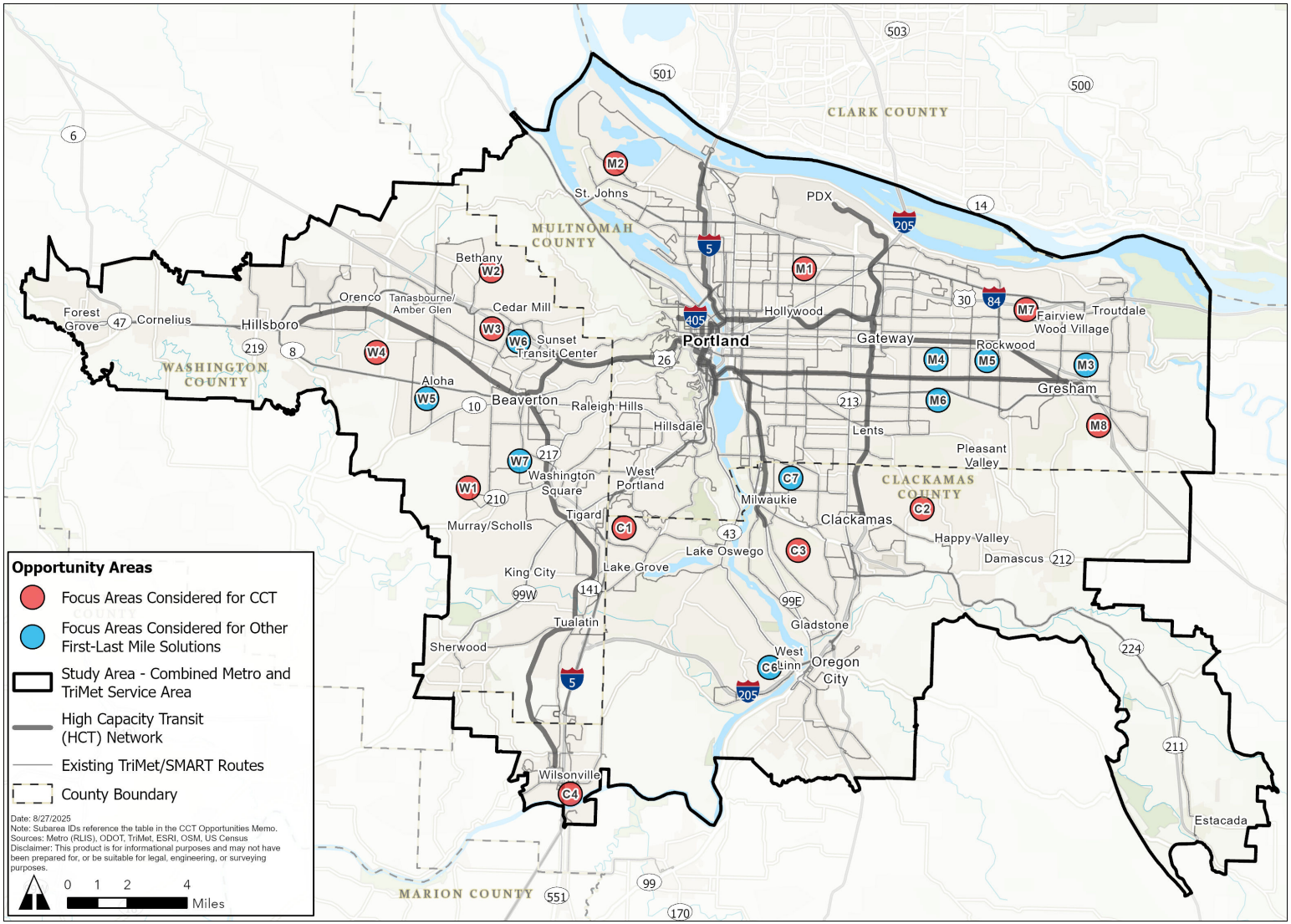



Figure 2. Initial Opportunity Areas Considered

# Focus Area Refinement

Following the TWG workshop in September 2025, additional analysis was requested for three areas. Focus areas C1 Lake Oswego and C2 Happy Valley were initially recommended as areas needing further study to identify appropriate first- and last-mile solutions. Troutdale Industrial area, which was not previously identified as a Tier 1 or 2 focus area due to low scoring on the evaluation criteria, was suggested for further review. Areas C1 and C2 were determined to be appropriate for consideration as future opportunity areas, and are discussed below. Troutdale Industrial area was not advanced, as the area is served by TriMet, but it was noted that travel patterns into the area are most heavily originating in Gresham and eastern Multnomah County.

Of the 12 refined focus areas, 5 were advanced as new opportunity areas for CCT and 2 were identified as opportunities to explore in the future. Because the areas have shifted over the course of the evaluation process, the IDs remain the same, but the opportunity area names have been updated to better reflect their locations:

- C3 Oatfield.
- M2 North Portland Peninsula.
- M8 Southeast Gresham.
- W1 Southeast Beaverton.
- W4 Hillsboro/Aloha.

# New Opportunity Areas

The new opportunity areas identified do not have funding or a timeline for implementation. The following sections provide more detail on the nature of the transit need and what service designs may be successful. Cost estimates based on the service design characteristics listed are meant to support a high level understanding of cost, as well as the potential benefit relative to cost. There is no one right answer for these services, and goals and priorities may change over time.

Earlier analyses included consideration for opportunity areas that could be considered temporary, areas where TriMet, SMART, or another local transit agency have long-range plans to operate service when conditions are appropriate and funding available. However, because this is a fiscally unconstrained study that does not identify new funding sources for new CCT service, the team chose to describe the new CCT opportunity areas as those that could be pursued under current conditions, and those that might be ripe under future conditions.

## Service Goals

Clearly defined goals are critical for ensuring service and level of investment match the intended outcomes. CCT services are implemented to achieve a variety of goals. As the distribution of people across the region, regional transit service availability, community priorities, or funding availability shift, so too may goals. Table 5 lists the goals identified for each new opportunity area.

Table 5. New CCT Opportunity Areas Goals

| ID | Opportunity Area | CCT Goal/Need Addressed |
|---|---|---|
| C3 | Oatfield | Connect communities to employment, shops, and transit network. |
| M2 | North Portland Peninsula | Last-mile connection to employment and regional parks. |
| M8 | Southeast Gresham | Connect communities to shopping, transit network, and schools. |
| W1 | South Beaverton | Connect communities to employment, schools, shops, medical services, and recreation. |
| W4 | Hillsboro/Aloha | Connect communities to employment, schools, shops, and regional transit network. |

## Service Design

Transit service design refers to ways in which transit services are structured and delivered. The goals for the service, land use constraints, travel demand, policies and funding all play a role in what might be appropriate to operate. Because this study has a long-range planning horizon, the service design elements are intended to illustrate how assumptions could impact usefulness to riders or cost to operate. As funding or community goals shift, these service assumptions provide a starting point for discussion.

Key elements of service design include how service is structured, service availability, and network integration. These decisions directly affect operating and capital costs.

**Service structure.** Each of the five opportunity areas could be operated as flex-route shuttles or on-demand services. For the sake of the study, one option was chosen to advance, based on goals, road network, potential for connectivity to the regional transit network, current travel demand, or potential implementation readiness. Table 6 compares key characteristics such as population, density, and trip volume (not including walking or freight-related trips) for census block groups in the initial focus areas and adjacent block groups that could be candidates for a larger contiguous area served by CCT based on Replica[9] data from spring 2025.

Attachment B, Cut Sheets, highlights additional details for each new CCT opportunity area.

[9] https://www.replicahq.com/

Table 6. CCT Opportunity Area Travel Pattern Characteristics

| ID | Opportunity Area | Proposed Service Structure | Total Population | Population Density | Households With No Vehicle | Total Daily Trips [a] | | Average Trips per Person | | Total Trips to Work [b] | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Average Thursday | Average Saturday | Average Thursday | Average Saturday | Average Thursday | Average Saturday |
| C3 | Oatfield | On-demand | 13,782 | 3,153 | 2.5% | 75,300 | 67,000 | 2.9 | 3.1 | 14,100 | 6,900 |
| M2 | North Portland Peninsula | Flex-route | 3,932 | 377 | 6.8% | 77,600 | 62,700 | 2.7 | 2.7 | 17,800 | 7,500 |
| M8 | Southeast Gresham | On-demand | 9,841 | 6,192 | 2.3% | 60,500 | 63,200 | 2.8 | 3.0 | 8,100 | 4,700 |
| W1 | South Beaverton | On-demand | 42,877 | 4,259 | 4.9% | 197,500 | 200,800 | 3.3 | 3.6 | 22,100 | 11,200 |
| W4 | Hillsboro/Aloha | Flex-route | 26,084 | 6,859 | 4.6% | 98,400 | 98,600 | 3.1 | 3.4 | 12,100 | 7,300 |

a All modes, except walking, freight, and commercial vehicle.

b Includes trips to work, not trips home from work as the methodology used by Replica for defining work trips is likely to be less reliable.

**Service availability.** Based on existing travel patterns for all modes—except walking, freight, and miscellaneous or uncategorized modes—the volume travel patterns by day of week, along with the goal of each opportunity, formed the basis for a proposed level of service that could be successful if implemented.

The 2025 TriMet Coordinated Transportation Plan offers example hours and typical trips for service spans that work in the context of CCT service as well. While actual hours may vary as a service gets closer to implementation, Table 7 serves as guidance for service planning levels.

Table 7. Example Service Spans Based on Service Goals

| Service Span | Service Purpose |
|---|---|
| 6–8 hours | Provides enough service to accomplish most medical, grocery, or other short trips, or alternatively can serve peak periods to serve longer-distance day trips. |
| 8–10 hours | Provides enough service to accomplish most medical, grocery, or other short trips but not flexible for work trips or early morning and late evening trips. |
| 10–15 hours | Provides a long enough service span to serve 9 a.m. to 5 p.m. work trips or medical, grocery, and recreational trips, but less flexibility in multiple trips in a day such as running errands or childcare pick-up and drop-off in addition to these trips. |
| >15 hours | Can typically serve a full range of trip purposes, including non-9 a.m. to 5 p.m. work trips, social and entertainment trips, and multiple types of trips in a single day. |

Source: 2025 TriMet Coordinated Transportation Plan, Table 4-1. https://trimet.org/atfac/pdf/2025-Coordinated-Transportation-Plan.pdf.

Time-of-day recommendations are based on travel patterns at the U.S. Census tract level on Thursdays and Saturdays using Replica software, Figure 3 and Figure 4 show the volume and times of day of selected U.S. Census block groups in each opportunity area. Based on these results, service hours are proposed in Table 8.

Although the size of the opportunity areas vary in geographically, the following are typical on an average Thursday:

- W1 South Beaverton has significantly more total trips taken throughout the day compared to the other opportunity areas.
- W1 South Beaverton and W4 Hillsboro/Aloha have the most pronounced weekday morning and evening peaks, with C3 Oatfield and M8 Southeast Gresham also having smaller, but visible peaks.
- In all opportunity areas, the highest number of trips all started during the 3 p.m. hour.
- M2 North Portland Peninsula was thought to have high demand during off-peak times, or during non-traditional commute times, but the demand drops in line with the other opportunity areas, with very little activity by any non-bike or freight mode between 11 p.m. and 5 a.m.

The following are typical on an average Saturday:

- The total number of trips builds throughout the day with all opportunity areas sustaining the number of trips roughly between the hours of 11 a.m. to 5 p.m.
- W1 South Beaverton has significantly more total trips taken than all other opportunity areas.

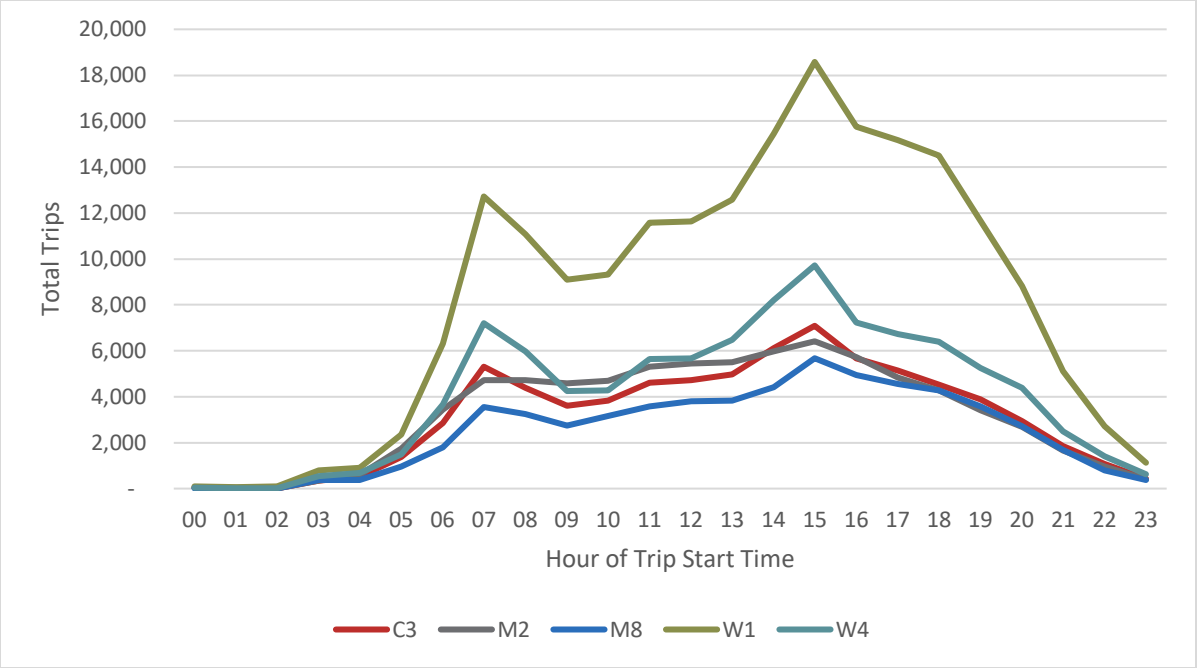



Figure 3. Thursday Time-of-Day Travel Patterns by Opportunity Area

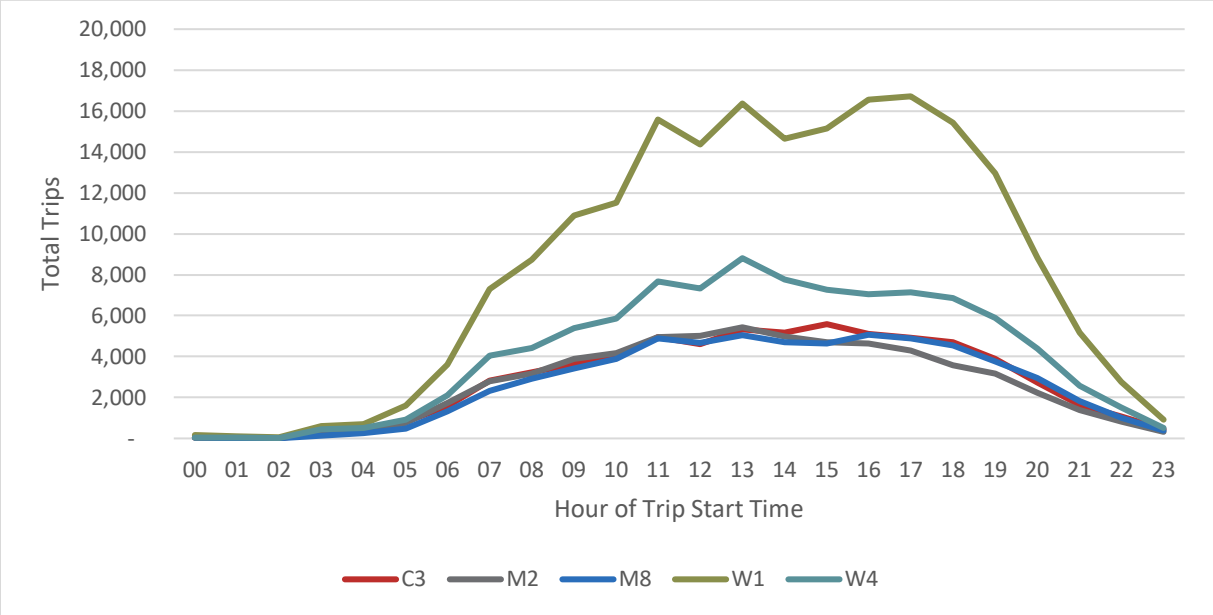



Figure 4. Saturday Time-of-Day Travel Patterns by Opportunity Area

Table 8. Proposed Hours of Service by Day of Week

| ID | Opportunity Area | Weekday | Saturday | Sunday |
|---|---|---|---|---|
| C3 | Oatfield | 15 | – | – |
| M2 | North Portland Peninsula | 15 | 14 | 14 |
| M8 | Southeast Gresham | 12 | 10 | – |
| W1 | South Beaverton | 15 | 14 | 12 |
| W4 | Hillsboro/Aloha | 14 | 12 | – |

### Network Integration

How each opportunity connects to the greater TriMet or SMART transit networks is an important consideration. The service is intended to connect people to the regional transit network in a complementary way.

As mentioned above, the geography of each opportunity area has shifted or grown since the preliminary analysis that identified focus areas. While it was important to find unmet needs in geographies that did not overlap with TriMet and SMART fixed-route service, the areas have now expanded to ensure a connection to the regional transit networks, as well as ensure there were enough key activity centers, or trip generators, to make a new service useful to riders.

Opportunity areas suggested as on-demand zones have been drawn with larger boundaries to illustrate where connections to TriMet could be made. Trips would need to intersect with existing TriMet service instead of operating alongside fixed-route service to avoid duplicating services. Geographies identified here do not need to be static. CCT opportunity areas suggested as flex-route shuttles are represented in maps as polygons, to mirror Washington County's process to illustrate that there is still flexibility. Further community outreach to understand the best use, within financial and operating constraints, could also shift geographies over time.

## Cost Estimates

Building on the CCT goals for each opportunity area, and recommendations for service delivery method and level of service, the team developed a range of planning-level cost estimates. Estimates pull from costs published in the National Transit Database from fiscal year 2024, to allow for a comparison among transit agencies and CCT operators. It is worth noting that transit agencies such as TriMet and SMART have higher operating costs than smaller shuttle providers, meaning more funding or reduced service may be required if operated by these providers.

**Annual operating cost** estimates focus on service per revenue hour because it makes up a significant portion of total operating costs. Cost per revenue mile is harder to estimate for on-demand trips where the number of trips and average length of a trip may vary. Mileage for flex-routes is based on the number of trips per day, which can increase based on the policies around the route deviations. The number of trips per day is also a function of the length of the route and speed of a trip, which may change over the course of the day or by day or the week.

Using data from FY2024 National Transit Database transit agency profiles,[10] the cost of providing service in the area varies. Service is considered demand response when vehicles do not operate on

[10] https://www.transit.dot.gov/ntd/transit-agency-profiles

a fixed route or schedule, and vehicles are dispatched based on rider request. For transit agencies that do not provide on-demand services open to the general public, paratransit is the typical demand response service in the National Transit Database. Paratransit trips are more expensive for a variety of reasons, so demand response numbers reported here may overestimate costs for a general-public service.

Annual service assumes 256 weekdays, which incorporates holidays, and 52 days for Saturdays and 57 days for Sundays. Transit service on major national holidays often operates on reduced schedules, which can mirror Sunday schedules. Table 9 shows low- and high-range estimates for revenue hours. The ranges are based on the lowest and highest costs for demand response or bus modes between Clackamas County, South Clackamas Transit District, City of Sandy, and Ride Connection for FY2024. This information was not available for Multnomah County shuttles operated by another contractor. The cost range for bus mode, which includes flexible services, was $81.35 to $128.88 per revenue hour. For demand response, the range was $70.72 to $162.67 per revenue hour. On-demand for existing local services includes limited-eligibility population services, but it is still useful to show how different policies can result in significantly different costs.

An important note is that depending on the service operator, on-demand services may be less expensive if pay is based on trips, compared to flex routes that operate regardless of ridership. This may not be the case for an operator who only had one on-demand service area as the entire contract, because the operator must keep a driver available regardless of whether trips are scheduled or not.

The cost per revenue mile for bus and flex routes ranged from $4.75 to $6.51 for shuttle services operating in Clackamas and Washington Counties, with the City of Sandy reporting $9.91 in FY2024, which includes longer-distance shuttles into Gresham. For demand response, the range in cost per mile varies between $4.13 to $12.35.

Capital costs assume the purchase of the fewest vehicles needed for service startup. However, costs are hard to estimate because a provider currently operating in the area may be able to use existing fleet vehicles or add to an upcoming vehicle purchase order more efficiently than a new provider to the area.

The ACCESS shuttle uses 40-foot buses, which require a driver with a commercial driver's license, and can cost more than accessible passenger vans that do not require drivers to have specific licensure, or cutaway buses. Capital costs assume there will be no additional need for new or expanded facilities or vehicle storage.

Start-up costs include one-time costs such as initial hiring and training, software procurement, marketing new services, bus branding, installation of stop signage, and new policies that need to be approved before revenue service begins. If Clackamas County and Washington County continue to operate with their current CCT providers, start-up costs for new service would be expected to be minimal. In any instance where a new provider is selected, start-up costs can range from $10,000 to over $100,000 depending on the size of the operation and outreach efforts.

## New CCT Opportunity Summary

Table 9 provides a summary of the new CCT opportunity areas proposed characteristics and costs.

Table 9. Summary of New Opportunity Areas

| ID | Opportunity Area | Service | Proposed Service Structure | Vehicles Assumed | Annual Service Hours | Annual Operating Cost per Revenue Hour – Lower | Annual Operating Cost per Revenue Hour – Higher |
|---|---|---|---|---|---|---|---|
| **C3** | **Oatfield** | **Mon–Fri 15 hours** | **On-demand** | **2** | **7,680** | **$ 543,130** | **$ 1,249,306** |
| **M2** | **North Portland Peninsula** | **All Days** | **Flex-route** | **1** | **5,366** | **$ 436,524** | **$ 691,570** |
| | Weekday | 15 hours | | | 4,608 | $ 374,861 | $ 593,879 |
| | Saturday | 14 hours | | | 728 | $ 59,223 | $ 93,825 |
| | Sunday | 14 hours | | | 798 | $ 64,917 | $ 102,846 |
| **M8** | **Southeast Gresham** | **Mon–Sat** | **On-demand** | **2** | **8,324** | **$ 588,673** | **$ 1,354,065** |
| | Weekday | 12 hours | | | 6,144 | $ 434,504 | $ 999,444 |
| | Saturday | 10 hours | | | 1,040 | $ 73,549 | $ 169,177 |
| **W1** | **South Beaverton** | **All Days** | **On-demand** | **2** | **10,296** | **$ 728,133** | **$ 1,674,850** |
| | Weekday | 15 hours | | | 7,680 | $ 543,130 | $ 1,249,306 |
| | Saturday | 12 hours | | | 1,248 | $ 88,259 | $ 203,012 |
| | Sunday | 12 hours | | | 1,368 | $ 96,745 | $ 222,533 |
| **W4** | **Hillsboro/Aloha** | **Mon–Sat** | **Flex-route** | **1** | **5,110** | **$ 415,699** | **$ 658,577** |
| | Weekday | 14 hours | | | 3,584 | $ 291,558 | $ 461,906 |
| | Saturday | 14 hours | | | 728 | $ 59,222.80 | $ 93,825 |

## Future CCT Opportunity Areas

After discussion with project partners, two focus areas initially identified as having the potential for non-transit solutions were identified as candidates for CCT service in the future: Lake Oswego and Happy Valley. The conditions to support CCT service do not exist today but are likely to emerge in the future. One unmet need that could be addressed by CCT in the future in Lake Oswego and Happy Valley includes helping older adults age in place.

TriMet service guidelines for fixed routes aim for a minimum of 10 riders per revenue hour. For CCT, boardings are expected to be lower as they are more likely to operate during non-peak times or in less densely populated areas. CCT service should be expected to have higher ridership and boardings per revenue hour than paratransit service, which has restrictions on rider eligibility. TriMet paratransit reached three boardings per revenue hour in June 2025, but many transit agencies carry closer to two passengers per revenue hour. A goal for future CCT opportunity areas is that they would be likely to carry more than a limited-eligibility transit service.

Future population and employment growth, particularly if accompanied by increased density, may shift land use to support CCT service in the future. On-demand service is likely the most viable option given the road network in both areas.

Table 10. Future CCT Opportunity Areas

| ID | Opportunity Area | Context |
|---|---|---|
| C1 | Lake Oswego | Transit service is limited in Lake Oswego today, and most residential areas are distant from fixed-route transit. Conversations with project partners indicated that the Lake Oswego area, including residential and employment areas along Kruse Way, may warrant community-connector transit service in the future.<br>**Issues**: The equity need in this area is low, and existing employment along Kruse Way—mostly professional offices with large private parking lots—are not conducive to transit service.<br>The existing road network is also often discontinuous and difficult for transit vehicles to navigate. |
| C2 | Happy Valley | Happy Valley has been identified by TriMet as an area that could benefit from fixed-route service improvements in the future as the area grows, but service enhancements are unfunded at this time. However, even with TriMet improvements, some residential areas will remain distant from fixed-route service.<br>**Issues**: The equity scores in much of Happy Valley are low today.<br>Many areas of single-family residential use are on discontinuous road networks that are not conducive to transit. |

# Final Recommended Opportunity Areas

There are 17 final CCT opportunity areas, listed by county, in Table 11 and they are shown in Figure 5. They are categorized as planned, new, or future:

- **Planned** – Opportunity areas P1–P11 are services previously identified in local plans carried forward in this study.
- **New** – Opportunity areas C3, M2, M8, W1, and W4 are new areas determined through this study that would address current and ongoing need for community connector services.

- **Future** – Opportunity areas C1–C2 are newly identified areas determined through this study process to not meet thresholds to support CCT today, but they are likely to emerge as such in the future due to anticipated changes in land use, population, and employment densities

Table 11. All CCT Opportunity Areas

| County | ID | CCT Opportunity Area | CCT Category |
|---|---|---|---|
| Clackamas County | C1 | Lake Oswego | Future |
| | C2 | Happy Valley | Future |
| | C3 | Oatfield | New |
| Multnomah County | P1 | ACCESS Shuttle Expansion | Planned |
| | M2 | North Portland Peninsula | New |
| | M8 | Southeast Gresham | New |
| Washington County | W1 | Mountainside High School district boundary initially (including Progress Ridge) microtransit | New |
| | P2 | South Beaverton/Cooper Mountain | Planned |
| | P3 | River Terrace/Bull Mountain | Planned |
| | P4 | Southeast Tigard | Planned |
| | P5 | Northwest Hillsboro | Planned |
| | P6 | North Hillsboro | Planned |
| | W4 | Hillsboro/Aloha | New |
| | P7 | Witch Hazel/Orenco | Planned |
| | P8 | Quatama/Willow Creek/Tanasbourne | Planned |
| | P9 | Sherwood Loop | Planned |
| | P10 | Basalt Creek | Planned |

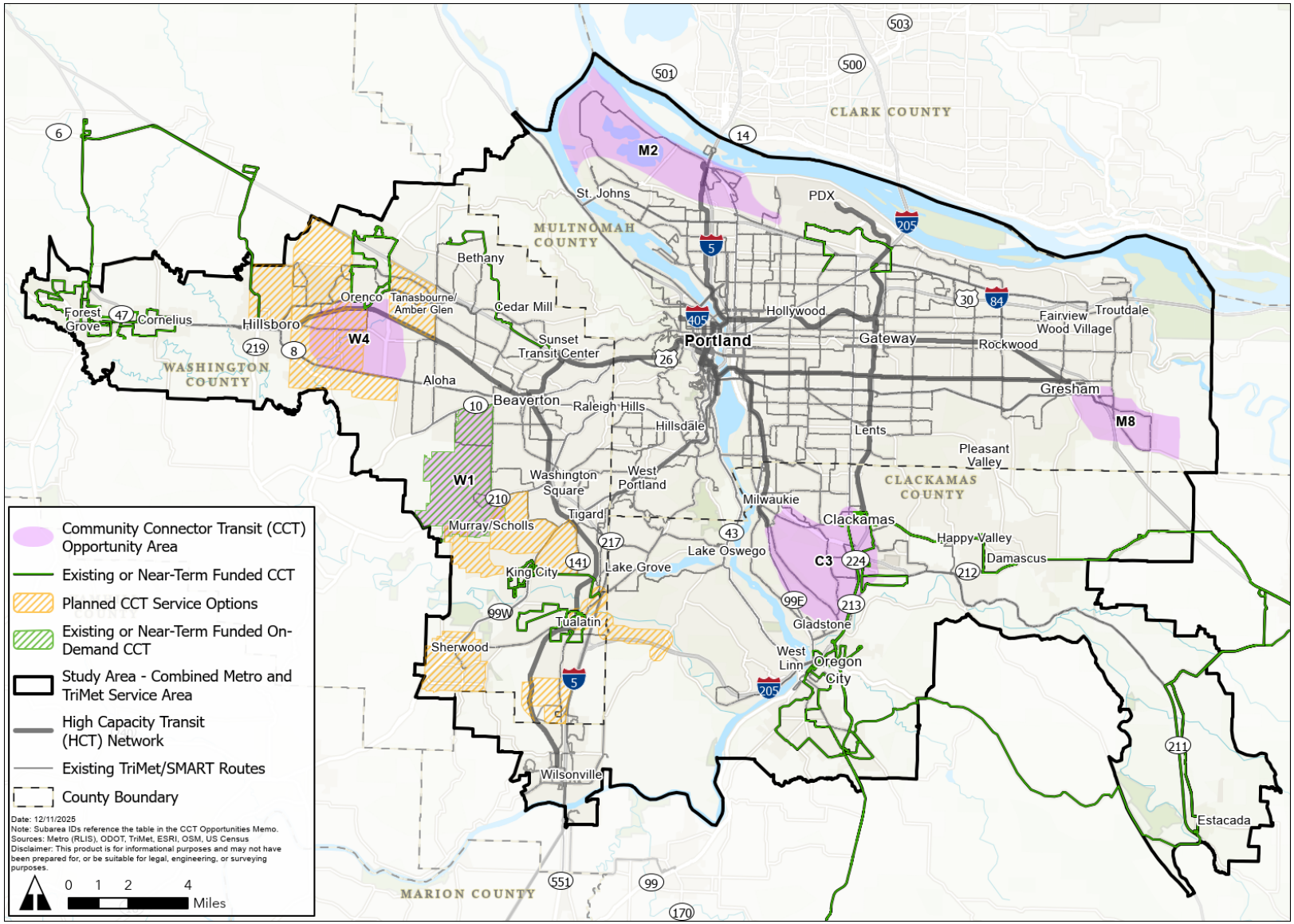


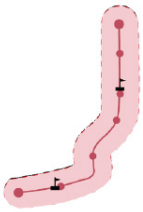

Figure 5. Final Recommended Opportunity Areas

# Attachment A

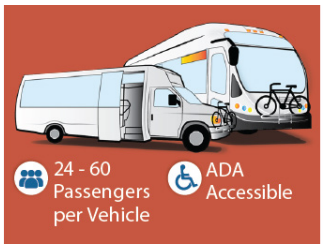
## CCT Transit Spectrum by Mode

# CCT Transit Spectrum by Mode

## Local Bus: Fixed Route

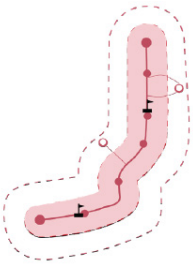


Transit service that travels along a consistent route and has a published timetable is called a fixed route. Fixed routes serve people traveling to key destinations and have marked bus stops or, depending on agency policy and surrounding land use, may also use flag stops where riders can wave to a driver along the route to be picked up. Fixed-route service offers basic network coverage, often between every 20 and 60 minutes, or limited daily trips.




This type of route is generally not considered a community connector and therefore is not a focus of this study; however, increases to population density, travel demand, and land use do warrant review of appropriate service. If a route carries more than 10 rides per hour, fixed-route could be considered as a viable option. This type of service also typically requires a complementary ADA paratransit service to be available to eligible riders, which provides door-to-door service for pickup and drop-off locations within 0.75 miles of the fixed–route network. Some community connector services may operate similar to a standard fixed route, but often with different schedules and headways, with different vehicles, and often with route deviations (see Flex Route/Shuttle below).

## Flex Route/Shuttle[11]

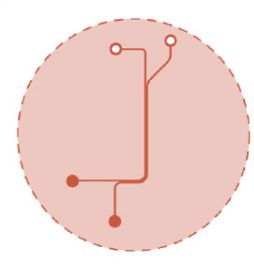


Transit service that travels along a consistent route but that can deviate off the route to provide access to more people is called a flex route. Schedules are published at key bus stops, but people can request in advance that a vehicle deviates for a pickup or drop-off at an agreed-upon location, usually within a specified distance from the main route. A driver will only deviate if a request is made. Deviations must be available to the general public, and the number of deviations on each trip can be limited.

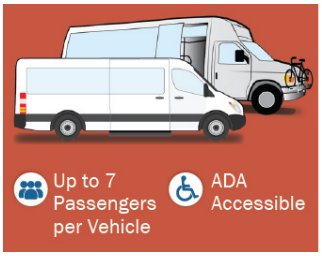
This type of service is considered a community connector and is a focus of this study. Flex routes often use vehicles that can better maneuver on non-arterial streets on which fixed-route services travel. Ridership is generally expected to be lower than 10 riders per hour on average. Operating costs are lower than fixed routes on an hourly basis and are lower annually due to the lower level of service provided compared to a fixed route.

[11] FTA classifies these as "Deviated Fixed Route" services.

## On-Demand

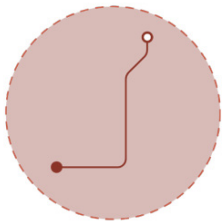


Transit service that operates within a defined zone and where trips are booked in advance by calling, going online, or using a mobile app is known as on-demand service. This type of service is also known as microtransit, demand response, and Dial-A-Ride. There is variation in how it operates, allowing it to be an appropriate solution in areas where fixed- or flex-route services would not be efficient to operate. Pickup and drop-off locations may be at specified locations, from curb to curb, or from door to door.




This type of service is considered a community connector and is a focus of this study. Vehicles used for on-demand service are small enough to maneuver on most roads. Operating costs can be lower than flex-route or fixed-route services if zones are small, rider demand is low, and service hours are limited. Policies that commit to short wait times or services with peak demand times impact the number of drivers and vehicles needed to provide the service.

## Shared Mobility

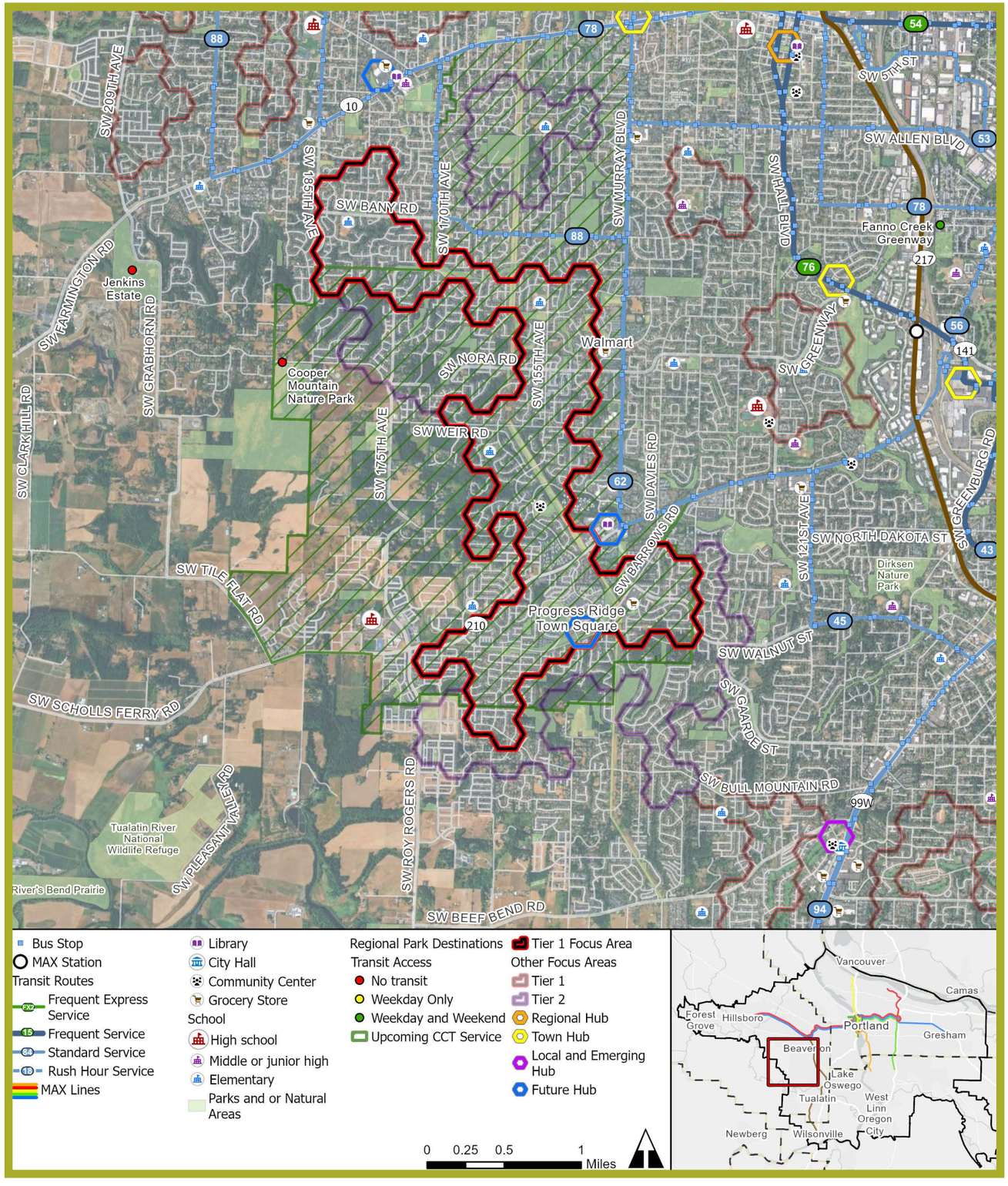


Shared Mobility is an umbrella term for transportation services that allow users to share a vehicle as a group—such as vanpool—or at different times—such as ride-hailing, car-share, or scooter/bike-share. Shared mobility includes some services that are considered transit and others that are considered transit-supportive services. *Vanpool* is a form of shared mobility in which a group of passengers shares the use and cost of a vehicle in traveling to and from pre-arranged destinations together, most often to access employment sites but also to access high capacity transit stations. Vanpools are considered transit by the National Transit Database when they are publicly sponsored, open to the public, advertised actively to the public, and ADA accessible. Employer-sponsored vanpools are not considered transit due to eligibility requirements. As vanpools are the focus of Metro's Regional Vanpool Strategy, due in spring 2026, vanpools are excluded from this study.

Other forms of shared mobility services may use vans but are not categorized as vanpools because they can be booked to serve a variety of community destinations. *Ride-hailing* is a form of shared mobility that is provided by private companies known as transportation network companies (TNCs). Ride-hailing is not considered transit, but there are opportunities for transit agencies to partner with TNCs to subsidize trips to and from transit stations. *Bike-share, scooter-share,* and *car-share* are all non-transit shared mobility that can be used to support transit ridership. The project team identifies areas where non-transit first/last mile solutions, such as shared mobility, may be a better strategy for addressing gaps and needs compared to community connector services.

# Attachment B

## Cut Sheets




# W1. South Beaverton/Progress Ridge

The South Beaverton/Progress Ridge focus area has a disconnected street network bordered by major streets with existing fixed-route transit (SW Farmington Road and SW Murray Boulevard). At the southern end, Progress Ridge is a rapidly developing area with limited transit service. Washington County has an upcoming on-demand pilot project that covers some of the focus area (roughly the Mountainside High School attendance area boundary).

## OPPORTUNITY

1. Continue the upcoming on-demand service pilot project and refine the area that will be served, e.g., north and/or south of the initial planned zone.
2. Provide shuttle or bus service connecting growing areas (generally west of SW Murray Boulevard and east of SW 175th Avenue/SW Roy Rogers Road including Progress Ridge/River Terrace) to the regional transit network; the service model(s) selected would affect the boundaries for any on-demand services.

**On-Demand**

**Flex-Route / Shuttle**

## CONNECTIONS

**Destinations:** CCT service could connect to Cooper Mountain Nature Park and Jenkins Estate (two regional destination park sites with no transit access today), Progress Ridge, Washington Square Mall, and Mountainside High School.

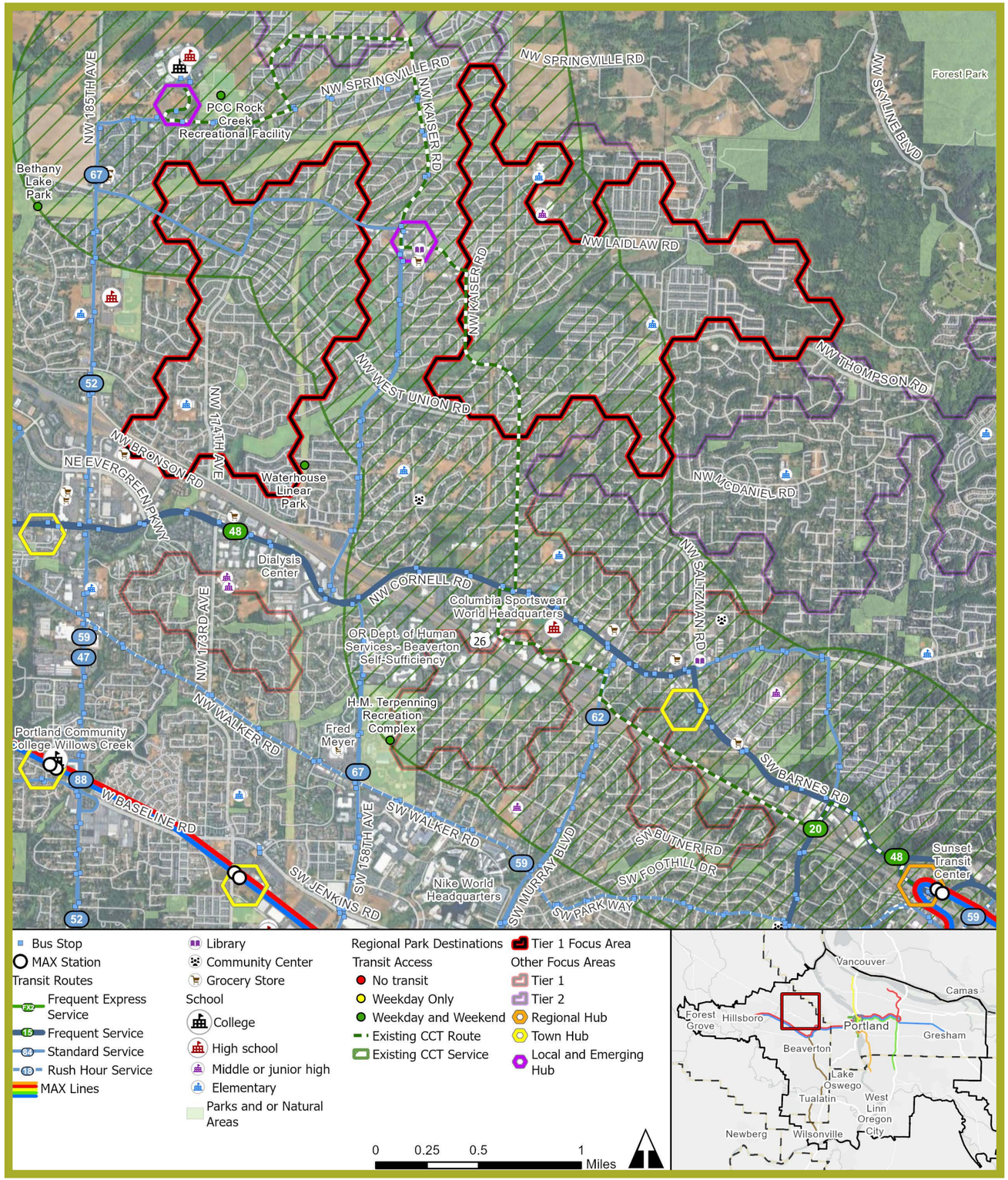
**Access to Transit:** A shuttle could connect to the Blue and Red MAX Lines at the Merlo/SW 158th Ave MAX Station or to transit in Tigard/Washington Square. Both options could connect to adjacent fixed-route bus service in the area: TriMet Lines 52, 62, and 88.

**Mobility hubs:** Two potential future mobility hubs are proposed in Murray/Scholls, and a town hub is proposed at the intersection of SW Farmington Road and SW Murray Boulevard.

## CONSIDERATIONS

**Implementation difficulty for on-demand:** ● ○ ○ ○
The service has gone through the planning process and has an operator.

**Implementation difficulty for flex-route shuttle:** ● ● ○ ○
This community connector service would build on previous shuttle analysis and engagement.




# W2. Bethany

Bethany is an unincorporated neighborhood with approximately 30,000 residents located west of Beaverton. Rapid development has increased demand for transit. Neighborhood street design creates indirect paths to access existing TriMet bus stops, and the area's disconnected street network limits where fixed-route service can operate.

TriMet's Line 52, proposed for frequent service in the future, operates on SW 185th Avenue, and Line 67 operates on Bethany Boulevard. BethanyLink, operated by Ride Connection, travels between the Sunset Transit Center, Bethany Village (the main commercial core of the neighborhood), and PCC Rock Creek. Two main areas are currently not served by transit: 1) west of Bethany Boulevard and south of Springville Road and 2) east of BethanyLink's half-mile deviation zone.

## OPPORTUNITY

1. Expand the BethanyLink shuttle west of Bethany Boulevard and east of 143rd Avenue.
2. Convert the entire area into an on-demand zone.

**Flex-Route / Shuttle** **On-Demand**

## CONNECTIONS

**Destinations:** CCT service could connect to PCC Rock Creek (including the PCC Rock Creek Recreational Facility, a regional destination park site), retail and services in Bethany Village, job sites such as Columbia Sportswear, and Sunset High School.

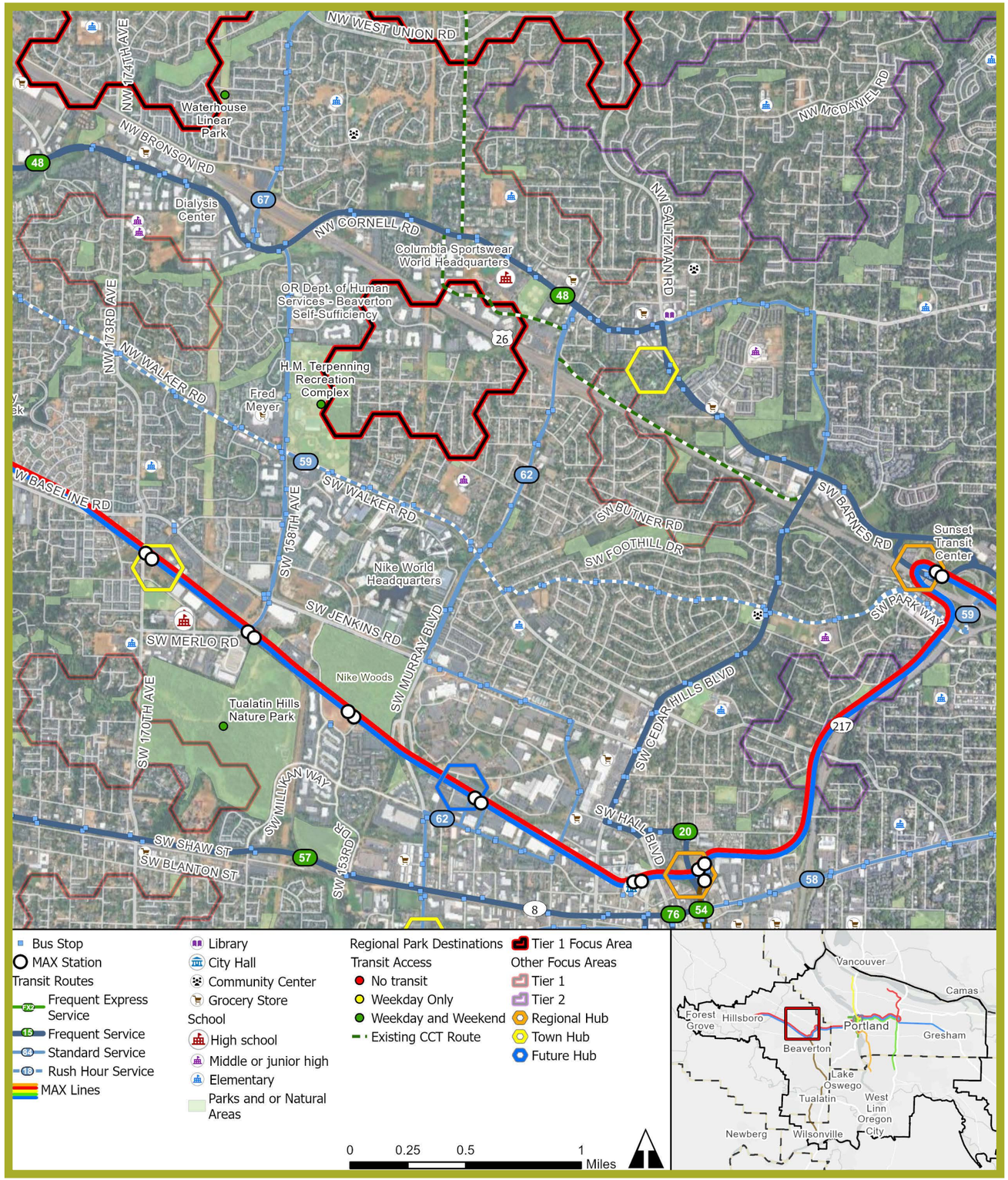
**Access to Transit:** Any potential modification to BethanyLink would retain access to the Sunset Transit Center, which is served by the Red and Blue MAX Lines. An on-demand zone would also connect to the Sunset Transit Center. CCT services could also connect to TriMet Lines 52, 67, 48, and 20.

**Mobility hubs:** Local and emerging hubs are proposed at Bethany Village Centre and PCC Rock Creek, and a regional hub is proposed at the Sunset Transit Center.

## CONSIDERATIONS

**Implementation difficulty:** ● ○ ○ ○

This change would entail modifying an existing service.




# W3. Marlene Village

Marlene Village is a neighborhood in Beaverton with a large recreational complex and a swath of offices, employers, and services. The employment area in the northern section is difficult to serve due to dead-end streets, and the street network is disjointed throughout the focus area.

The focus area overlaps Highway 26 to the north and is bordered by SW Walker Road to the south. TriMet Line 59 provides four peak-hour trips a day on weekdays on SW Walker Road, with 50 daily riders and no service past 6:30 p.m. To the east, TriMet Line 62 operates on SW Murray Boulevard with roughly 45-minute headways. To the west, TriMet Line 67 on SW 158th Avenue operates hourly.

## OPPORTUNITY

Flex-route shuttle service that operates where limited fixed-route service operates today could be a way to capture new riders who live beyond the fixed-route network, and at times or on weekends when limited-service TriMet Line 59 isn't running.

**Flex-Route / Shuttle**

## CONNECTIONS

**Destinations:** A shuttle service could connect to H.M. Terpenning Recreation Complex (a regional destination park site), employment areas, human services, and the Nike World Headquarters Campus.

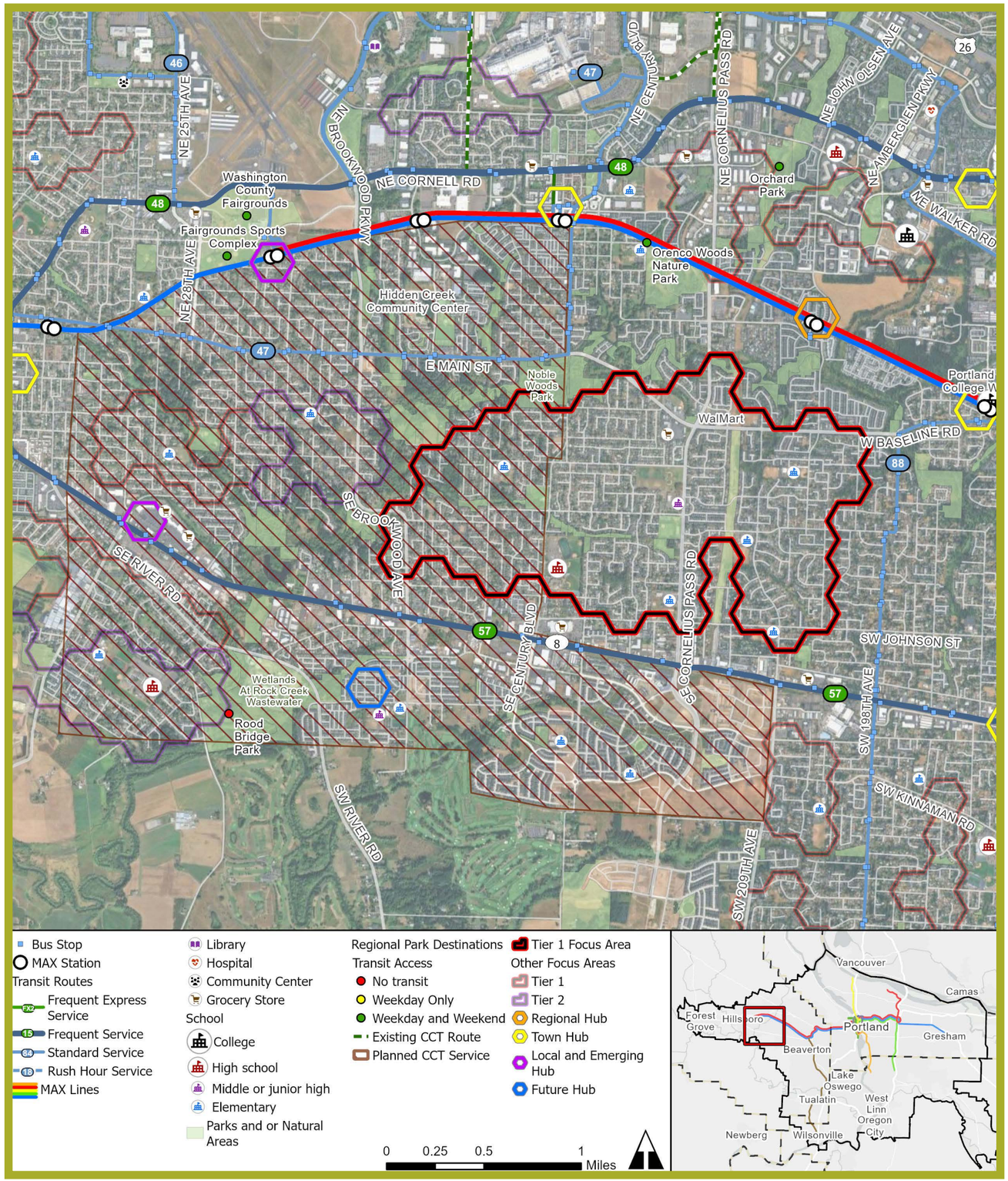
**Access to Transit:** A shuttle would enhance access to the Sunset Transit Center (Red and Blue MAX Lines) and could connect to TriMet Lines 62, 67, and 48.

**Mobility hubs:** The Sunset Transit Center is the site of a proposed regional hub. CCT services could also connect to proposed town hubs at the Merlo/SW 158th Ave MAX Station and on SW Barnes Road, depending on final routing.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ● ○

Analysis of changes in ridership and operational costs would be needed, along with coordination between TriMet and local jurisdictions and community outreach.




# W4. Southeast Hillsboro

The Southeast Hillsboro focus area is between two major spines of east-west transit; north-south transit options are limited. During daytime hours on weekdays, TriMet Line 47 serves Main Street. On weekends and on weekdays past 10 p.m., transit service is more limited.

## OPPORTUNITY

A modified version of the Orenco/Witch Hazel deviated fixed-route shuttle recommended in the Washington County Transit Development Plan as a FY2024–25 action could provide better north-south connectivity and feed into existing high capacity transit. The shuttle service could be temporary, as it would no longer be needed if TriMet implements envisioned, but unfunded, service improvements.

**Flex-Route / Shuttle**

## CONNECTIONS

**Destinations:** This zone could connect to PCC Willow Creek Campus, large employers such as Intel, the Orenco community, retail along Tualatin Valley (TV) Highway, the Washington County Fairgrounds, and several local parks.

**Access to Transit:** The shuttle service could connect to Orenco Station and Willow Creek Station, which are served by the Red and Blue MAX Lines and several buses. To the south, the shuttle could connect to TriMet Line 57 on TV Highway, where bus rapid transit is planned. Other bus lines that could connect to the shuttle are TriMet Lines 47, 88, 59, and 288.

**Mobility hubs:** Orenco and Willow Creek Stations are sites of proposed mobility hubs. Bike-share, scooter-share, and secure bike parking at mobility hubs could expand the reach of the shuttle.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ○ ○

The shuttle would build on existing planning efforts with relatively small modifications to the route.

# M1. Cully

The focus area is located just west of the western terminus of the existing ACCESS Shuttle, which connects to the industrial corridor north of Columbia Boulevard and south of PDX and is surrounded by streets with TriMet fixed-route bus service. It is south of TriMet's Frequent Service Lines 72 and 75, north of Line 24, and west of Line 71.

## OPPORTUNITY

Extend the ACCESS Shuttle past its western terminus at Albertsons.

**Flex-Route / Shuttle**

## CONNECTIONS

**Destinations:** CCT would connect a residential neighborhood to an existing shuttle.

**Access to Transit:** The neighborhood is just over a quarter mile from frequent and standard bus service, and the road network is reasonably connected in all directions.

**Mobility hubs:** The nearest local hub is located at the existing western terminus of the ACCESS Shuttle, the Parkrose/Sumner Transit Center, which is also served by TriMet and C-TRAN.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ○ ○

Provided a minor extension of the service is possible without additional vehicles or drivers, the benefit could be high relative to cost. Extending the alignment of the ACCESS Shuttle should involve an outreach process that addresses requests made during other planning processes to confirm community needs. The area is relatively well served by fixed-route transit as well, so more work to establish the value of this service extension is required.

# M2. Peninsula Industrial

The focus area includes Port of Portland facilities and substantial industrial employment. Warehousing, shipping, and industrial employment dominate the area, including an Amazon distribution center and businesses that are less likely to have traditional daytime work shifts. This employment area is lightly served by transit today. Precise worker demographics are unavailable; however, given the nature of work in this area, it is likely that many are transportation disadvantaged and that many transit trips to and from this area are work-based.

Existing fixed-route service (TriMet Line 11) provides hourly peak morning and evening service on weekdays, connecting the area to downtown St. Johns and the MAX Yellow Line Expo Center Station.

Housing in the St. Johns neighborhood of Portland is considered outside the focus area due to existing TriMet fixed-route service.

## OPPORTUNITY

A flex-route service that allows for deviations may provide an opportunity to connect riders closer to their destinations, since the job sites in the area are dispersed. Alternatively, a complementary service that operates when TriMet Line 11 is not running could provide access earlier in the morning and later in the evening to accommodate nontraditional work schedules.

**Flex-Route / Shuttle**

## CONNECTIONS

**Destinations:** CCT service has the potential to connect to regional parks with weak existing transit access, Kelley Point, Smith and Bybee, and Delta Park.

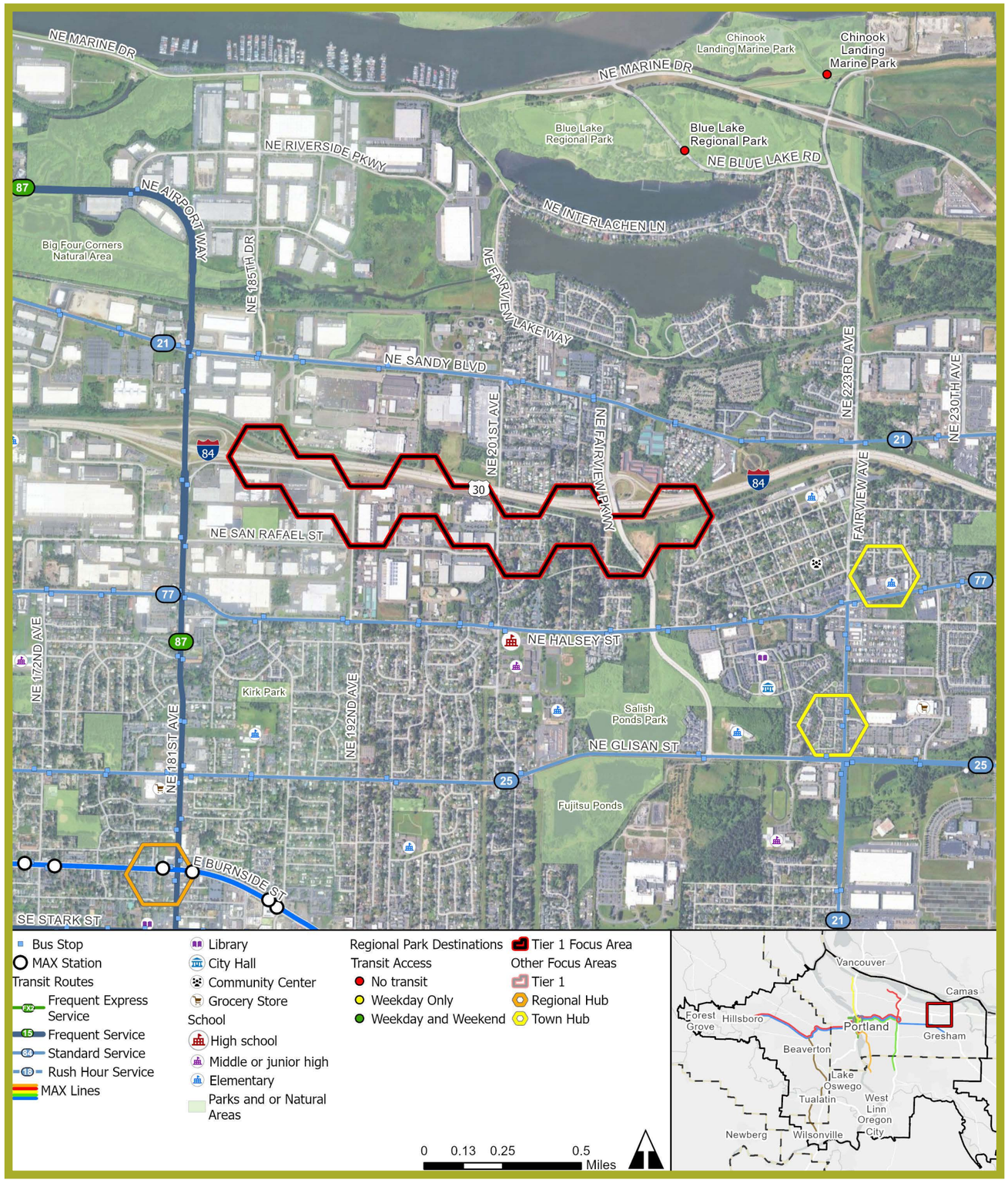
**Access to Transit:** Key connection points to employment sites could include the Yellow Line MAX Expo Center Station, the St. Johns/Pier Park bus stop, or the Lombard Transit Center.

**Mobility hubs:** The nearest mobility hubs are the Lombard Transit Center or the Expo Center MAX Station.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ● ○

Additional data to better understand origin-destination travel for workers in this area would aid in determining the best connection points with the fixed-route system. Employer outreach would clarify the size of the employee pool, shift schedules, and worker transportation needs. A new shuttle service would need to consider TriMet Line 11 service and the cost implications of a community connector shuttle service compared to the existing fixed-route service.




# M7. Fairview

This focus area is located south of I-84, and a quarter mile north of NE Halsey Street, which is served by TriMet Line 77. The area is a quarter mile east of NE 181st Avenue, a north-south route served by TriMet Frequent Service Line 87. Industrial employment is the main land use, with a small area of residential west of NE Fairview Pkwy. To the north are two regional park destinations without transit access: Blue Lake Park and Chinook Landing Marine Park. Improving access to Blue Lake Park has long been a priority for Metro.

## OPPORTUNITY

Continue analyzing the transit opportunity of Blue Lake Park and Chinook Landing Marine Park separate from serving this focus area with CCT. The hours of demand for CCT service to industrial employment sites and regional parks are different, with peak travel demand typically on weekends and in warmer months (based on available information) for parks. CCT service to regional parks may prioritize a connection to a major regional transit transfer point. This focus area does not have any transit hubs that would meet that criteria.

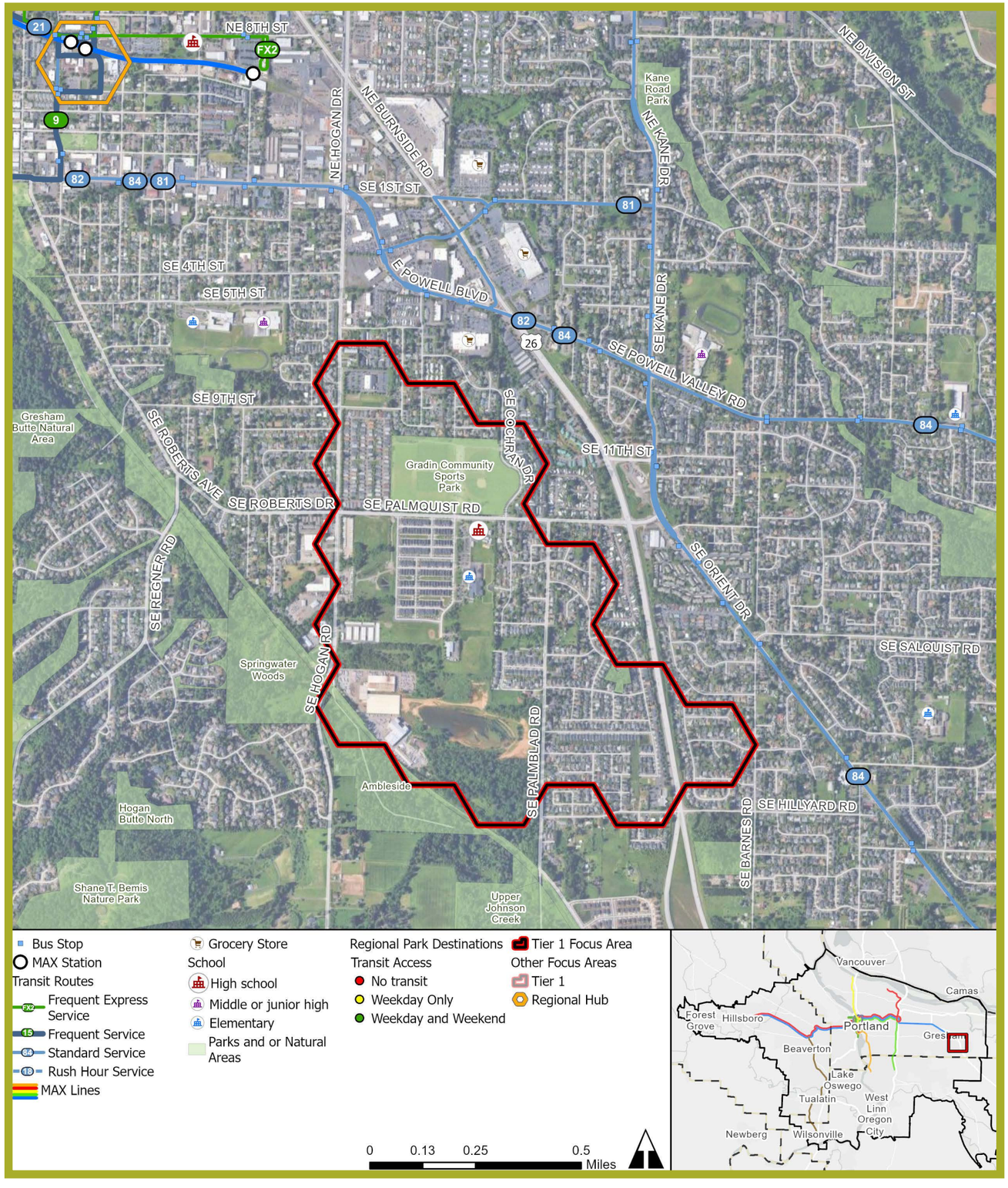
Due the employment sites being less than half a mile from TriMet service, and the relatively small size of this area, non-transit first/last mile solutions could be explored to better serve people accessing those sites.

## CONNECTIONS

**Destinations:** Industrial/warehouse employment near I-84.

**Access to Transit:** Connections to TriMet Lines 77 and 87.

**Mobility hubs:** A regional hub at NE 181st St and E Burnside St is located about a mile south of the focus area.




# M8. Historic SE Hogan

This focus area is located in the Mount Hood neighborhood in Gresham. It is west of Highway 26 and south of Powell Boulevard and downtown Gresham.

To the north, there is a bus stop at Powell Boulevard and NE Hogan Road serving TriMet Lines 81, 82, and 84, and the Sandy Local & Gresham Express for drop-off-only westbound and pickup-only eastbound. The area is just over a mile from the TriMet Cleveland Ave MAX Station. Highway 26 creates a barrier to transit access with limited pedestrian crossing opportunities.

Much of this focus area is served by the limited-eligibility TriMet NEXT on-demand service that is available to people with disabilities and older adults.

## OPPORTUNITY

A new deviated fixed-route CCT service could travel on SE Hogan Road, SE Palmquist Road, and SE Palmblad Road, but would likely need to use residential streets such as SE 23rd Street, SE Kane Avenue, and SE 25th Street to turn around at the southern end of the focus area. The street network includes local roads that would allow a bus to travel closer to higher density residential clusters unserved by transit today.

An on-demand service available without eligibility restrictions could also serve this area.

**Flex-Route / Shuttle**

**On-Demand**

## CONNECTIONS

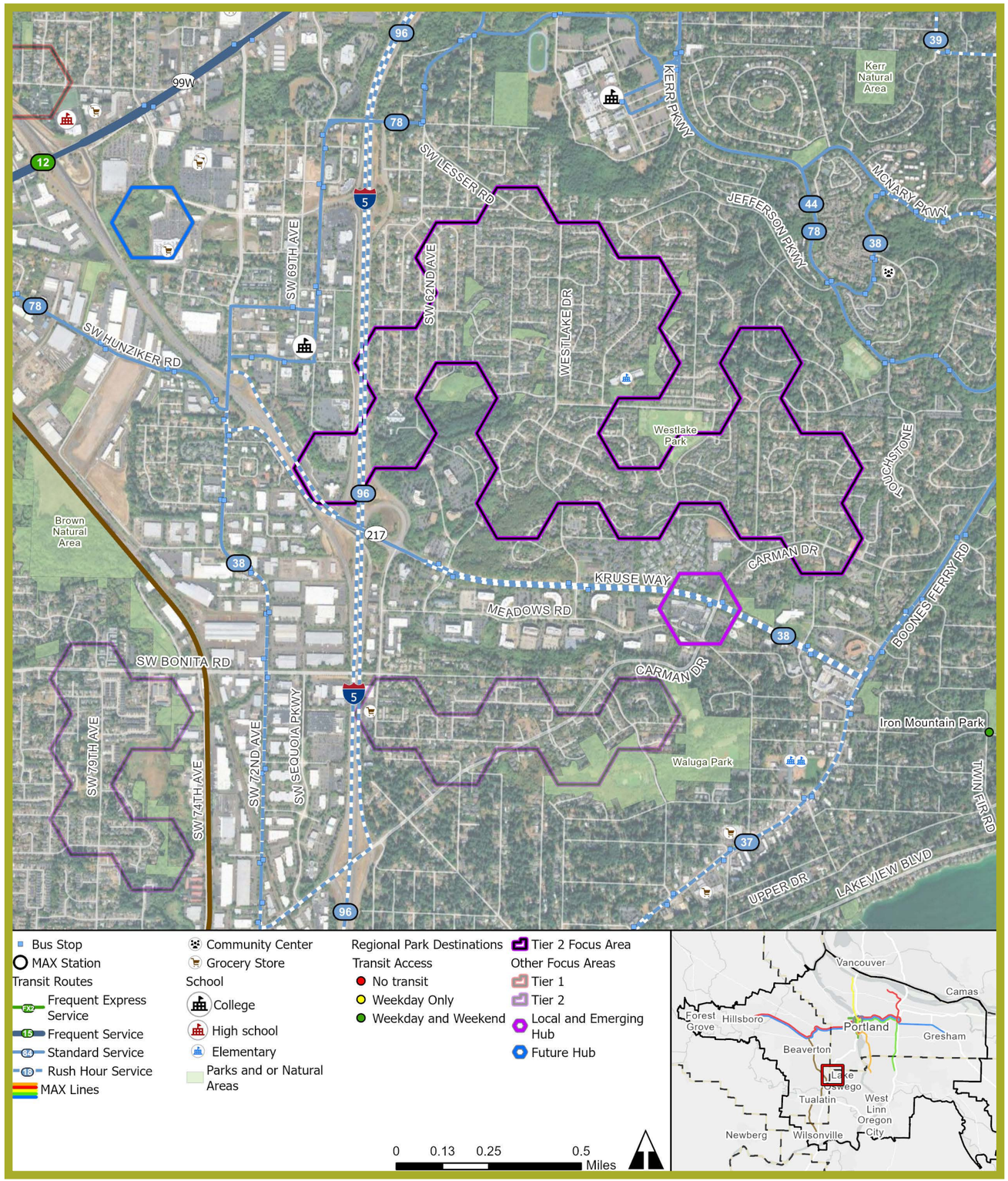
**Access to Transit:** Hogan Butte and Powell Butte came up during community engagement. CCT service could connect to the Cleveland Ave MAX Station or other fixed-route stops to enhance access to the fixed-route system.

**Mobility hubs:** New CCT service would provide access to the nearest regional hub at the Cleveland Ave MAX Station.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ● ●

The level of demand here is not well understood. Data and findings from this service would be helpful in informing the potential service model, destinations, and value of service that is available to the public.




# C1. Lake Oswego

The focus area is in the neighborhoods of Oat Creek, Westlake, and Holly Orchard. It is east of I-5, north of Kruse Way, west of Boones Ferry Road, and south of Jefferson and Kerr Parkways. The road network connectivity increases the distance needed to access TriMet Line 78 and limited weekday TriMet service on Lines 37 and 38.

## OPPORTUNITY

More study is needed. A CCT service that provides transit during hours other than the existing peak-only fixed-route service, or on weekends when TriMet Lines 37 and 38 do not run, could be considered.

**Flex-Route / Shuttle**

## CONNECTIONS

**Destinations:** Employment on Kruse Way is associated with daytime-shift professional jobs, and there is ample parking. Residential areas nearby are low-density.

**Access to Transit:** Opportunities to connect to the larger regional transit network are limited.

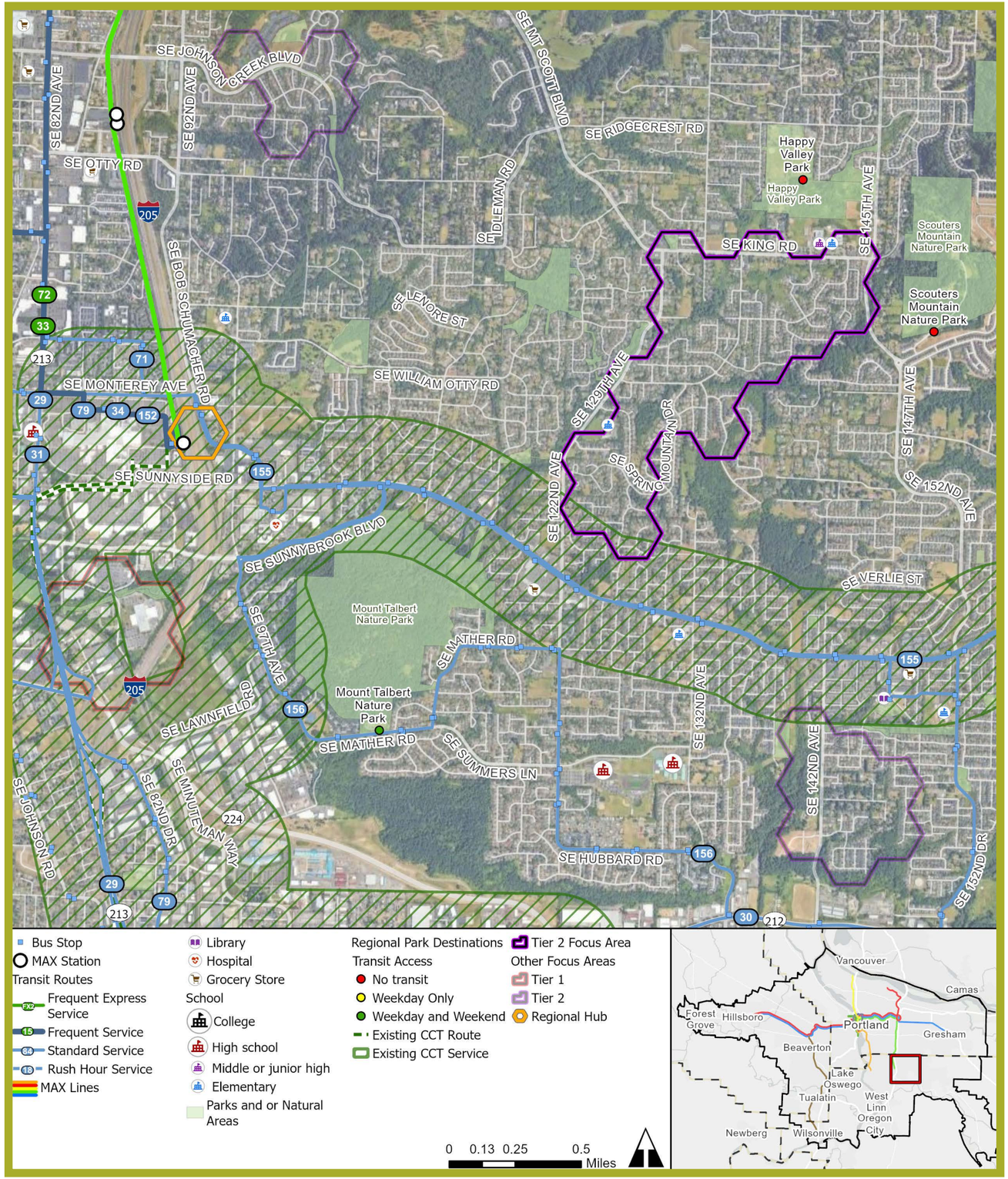
**Mobility hubs:** The closest potential local or emerging hub is on Kruse Way.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ● ●

The area has a low equity score.

The need for connections here is unclear. More data and information are required to understand the potential benefit of a transit connection in this area. The road network may make on-demand service the only viable option.




# C2. Happy Valley

The residential area around SE Johnson Creek Boulevard north of SE Idleman Road and east of SE 92nd Avenue is situated three-quarters of a mile northeast of the SE Fuller Road MAX Station, via the I-205 Trail, and more than three-quarters of a mile to TriMet frequent service Line 72 on 82nd Avenue.

To the north of SE Sunnyside Road, south of Happy Valley Park, east of SE 129th Avenue, and west of SE 145th Avenue is a Tier 2 area that is built out primarily with single-family residential; the area is more than a quarter mile from TriMet Line 155, which runs every 30 to 40 minutes all week, and Sandy Area Metro's limited-trip Clackamas Town Center route with stops along Sunnyside Road.

## OPPORTUNITY

More study is needed. On-demand service would be the only potentially viable transit option for a zone of any size in this area due to the disconnected road network throughout Happy Valley. However, implementing new on-demand service involves balancing available resources to provide a service that takes riders where they want to go while meeting expectations for wait times, booking experience, and duration of shared-ride trips. The ability to meet expectations relative to cost should be explored further.

**On-Demand**

## CONNECTIONS

**Destinations:** The area is near two regional destination parks with no transit access: Happy Valley Park and Scouters Mountain Nature Park.

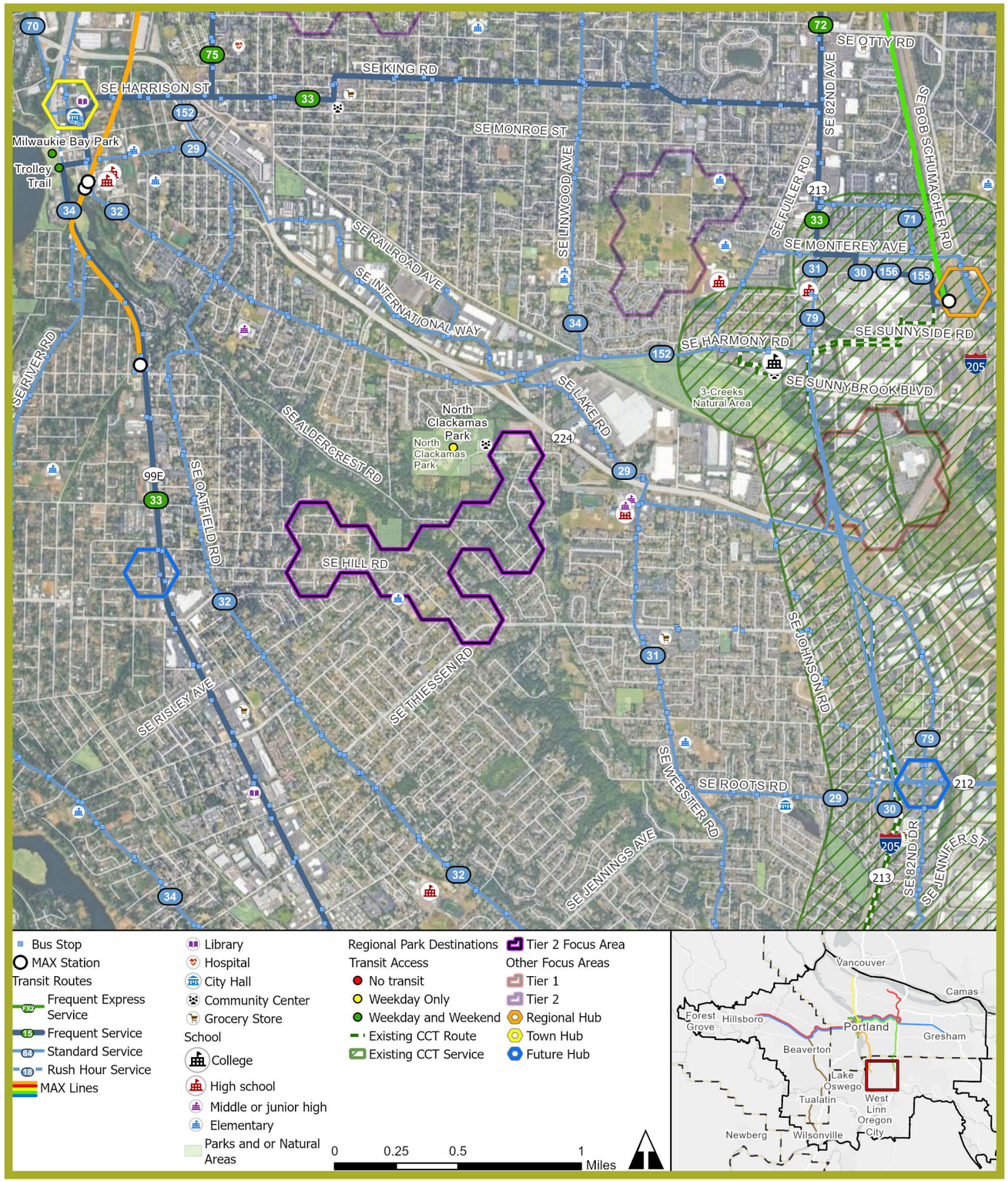
**Access to Transit:** An on-demand service would likely connect to the regional transit network at the Clackamas Town Center, potentially duplicating transit service along Sunnyside Road.

**Mobility hubs:** The hub west of I-205 at Clackamas Town Center is the closest mobility hub in the area.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ● ●

Low equity scores in the area.




# C3. McLoughlin/Oatfield

The primarily residential Oatfield neighborhood in unincorporated Clackamas County is located south of SR 224, east of SR 99E/McLoughlin Boulevard, west of SE Webster Road and I-205, and north of SE Thiessen Road. It has a relatively connected road network and is up to a mile away from hourly TriMet bus service.

TriMet operates frequent service Line 33 on McLoughlin Boulevard, which is located roughly half a mile from the western border of the focus area; weekday-only, hourly service on Line 29 along SE Lake and SE Webster Roads; and service on Line 32 on Oatfield Road that operates with hourly headways on weekdays and just over hourly headways on weekends.

Due to the road network and topography, much of the neighborhood is more than half a mile from TriMet service. Clackamas County requested further consideration of this area.

## OPPORTUNITY

An on-demand service could be considered.

**On-Demand**

## CONNECTIONS

**Destinations:** North Clackamas Park has weekday-only transit service, and this could provide an opportunity for a weekend connection.

**Access to Transit:** The size of the neighborhood and its proximity to existing lower-frequency TriMet service presents an opportunity to connect the neighborhood and potentially other nearby residential pockets that are just beyond TriMet service to the regional bus and light rail network.

**Mobility hubs:** The area could connect to the SE Park Ave MAX Station in Milwaukie.

## CONSIDERATIONS

**Implementation difficulty:** ● ● ● ●

Parts of this area score moderately with respect to equity and housing density. The on-demand service zone would need to be designed in a way that complements and supports TriMet ridership.

# C4. South Wilsonville

The focus area is east of I-5, south of SW Wilsonville Road, and north of the Willamette River, and it is more than a quarter mile from SMART Routes 2X and V on SW Wilsonville Road and from Routes 4 and 7 on Town Center Loop. The baseball fields and tennis courts of Memorial Park to the east are more than a quarter mile from SMART service, but most of the park can be accessed by SMART. The area also lacks service later in the evening and earlier in the morning.

## OPPORTUNITY

No CCT service is recommended.

Areas with higher residential density are within a half mile of SW Wilsonville Road, and the road network would make this a better target for non-CCT investment.

The area has a low equity score, low population density, and low employment density.

# Appendix H

## Opportunity Area Maps

# C1. Lake Oswego
## Future Opportunity Area

- Future CCT Opportunity Area
- MAX Station

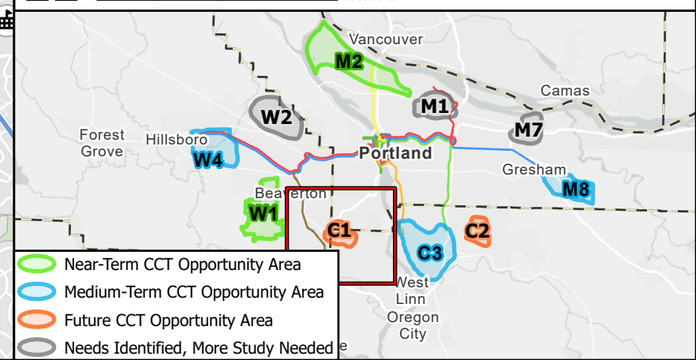
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines
- WES Commuter Rail
- Existing CCT Route

Places

- Library
- Hospital
- City Hall
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles



# C2. Happy Valley
## Future Opportunity Area

- Future CCT Opportunity Area
- MAX Station

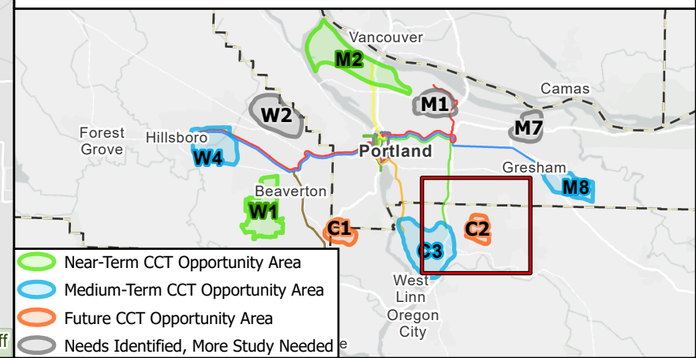
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines
- Existing CCT Route

Places

- Library
- Hospital
- City Hall
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles



# C3. Oatfield

**Proposed CCT:** On-demand

**When:** Monday - Friday

- Medium-Term CCT Opportunity Area
- MAX Station

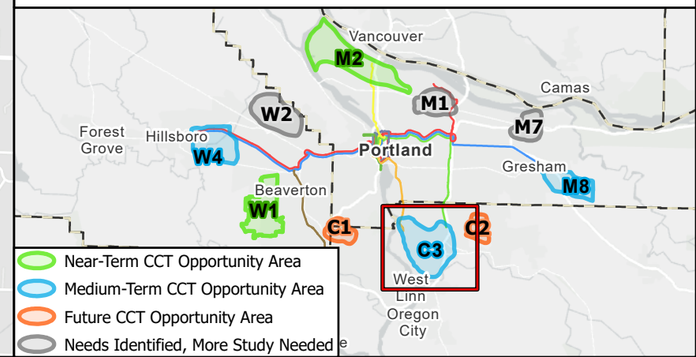
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines
- Existing CCT Route

Places

- Native Community Destinations
- Library
- Hospital
- City Hall
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles



# M1. Cully

## Possible Opportunity Area

- Needs Identified, More Study Needed
- MAX Station

Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines
- Existing CCT Route

Places

- Native Community Destinations
- Library
- City Hall
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles

ACCESS (Alderwood-Cornfoot-Columbia) Shuttle

Portland International Airport
Catkin Marsh Natural Area
Whitaker Ponds Nature Park
Many Nations Academy
University of Oregon, Portland Campus
NAYA Main Campus
Nesika Ilahee Apartments
Fernhill Park
Portland Community College - Opportunity Center
De La Salle North Catholic High School
Cully Park
Native Gathering Garden
Mamook Tokatee Apartments
Hayu Tilixam Apartments
Wilshire Park
Grant Park
Grant High
McDaniel High
Portland Bible College
Mt. Hood Community College Maywood Campus

NE 33RD DR
NE AIRPORT WAY
NE MARINE DR
NE CASCADES PKWY
NE CORNFOOT RD
NE COLUMBIA BLVD
NE LOMBARD ST
NE HOLMAN ST
NE AINSWORTH ST
NE SIMPSON ST
NE KILLINGSWORTH ST
NE ALBERTA CT
NE ALBERTA ST
NE PRESCOTT ST
NE SKIDMORE ST
NE SHAVER ST
NE MASON ST
NE FAILING ST
NE BRYCE ST
NE FREMONT ST
NE KLICKITAT ST
NE SISKIYOU ST
NE KNOTT ST
NE WISTARIA DR
NE THOMPSON ST
NE HANCOCK ST
NE BROADWAY
NE STANTON ST
NE ALAMEDA ST
NE SACRAMENTO ST
NE TILLAMOOK ST
NE BEECH ST
NE SANDY BLVD
NE WYGANT ST
NE ALDERWOOD RD
NE CULLY BLVD
NE 82ND AVE
NE 92ND AVE
NE 102ND AVE
NE 105TH AVE
NE 109TH AVE
NE 112TH AVE
NE ROCKY BUTTE RD
NE 60TH AVE
NE 72ND AVE
NE 75TH AVE
NE 76TH AVE
NE 78TH AVE
NE 63RD AVE
NE 64TH AVE
NE 65TH AVE
NE 66TH AVE
NE 67TH AVE
NE 68TH AVE
NE 73RD AVE
NE 74TH AVE
NE 77TH AVE
NE 79TH AVE
NE 80TH AVE
NE 81ST AVE
NE 61ST AVE
NE 57TH AVE
NE 59TH AVE
NE 47TH AVE
NE 42ND AVE
NE 38TH AVE
NE 37TH AVE
NE 36TH AVE
NE 35TH PL
NE 35TH AVE
NE 33RD AVE
NE 32ND AVE
NE 32ND PL
NE 31ST AVE
NE 30TH AVE
NE 29TH AVE
NE 28TH AVE
NE 27TH AVE
NE CESAR E CHAVEZ BLVD

# M2. North Portland Peninsula

**Proposed CCT:** Flex route

**When:** All days

- Near-Term CCT Opportunity Area
- MAX Station

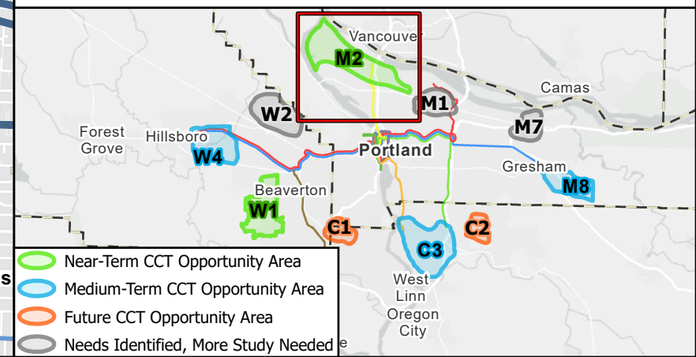
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines

Places

- Native Community Destinations
- Library
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles



# M7. Fairview
## Possible Opportunity Area

- Needs Identified, More Study Needed
- MAX Station

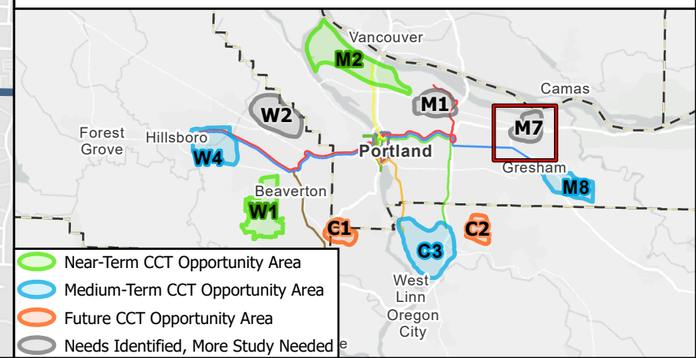
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines

Places

- Library
- City Hall
- Community Center
- Grocery Store
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles




Government Island State Recreation Area
Columbia Shoreline
Chinook Landing Marine Park
Blue Lake Regional Park
Big Four Corners Natural Area
Reynolds Learning Academy
Salish Ponds Park
Fujitsu Ponds
NE MARINE DR
NW MARINE DR
NE BLUE LAKE RD
NE RIVERSIDE PKWY
NE AIRPORT WAY
NE INTERLACHEN LN
NE FAIRVIEW LAKE WAY
NE SANDY BLVD
NE SAN RAFAEL ST
NE HALSEY ST
NE ARATA RD
NE 238TH DR
NE GLISAN ST
E BURNSIDE ST
SE PINE ST
SE STARK ST
SE YAMHILL ST
NW BURNSIDE RD
SE MAIN ST
NE 158TH AVE
NE 157TH AVE
NE 160TH AVE
NE 162ND AVE
SE 162ND AVE
NE 172ND AVE
SE 174TH AVE
NE 181ST AVE
NE 185TH DR
SE 181ST AVE
SE 182ND AVE
NE 192ND AVE
NE 201ST AVE
NE FAIRVIEW PKWY
FAIRVIEW AVE
NE 223RD AVE
SE 223RD AVE
NE 230TH AVE
NE CLEVELAND AVE
NE 242ND DR
NE HOGAN DR

# M8. Gresham

**Proposed CCT:** On-demand

**When:** Monday – Friday

- Medium-Term CCT Opportunity Area
- MAX Station

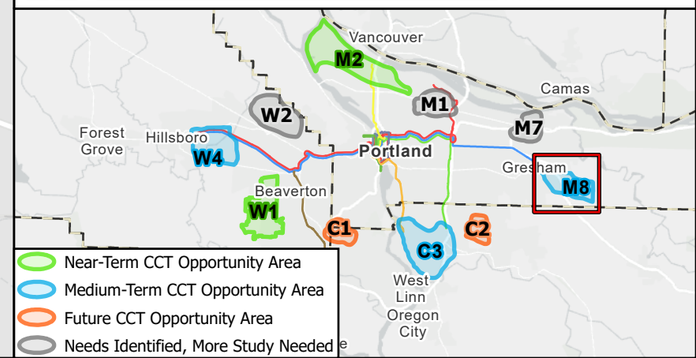
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines

Places

- Library
- City Hall
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles



# W1. South Beaverton

**Proposed CCT:** On-demand Shuttle

**When:** Monday - Saturday

- Near-Term CCT Opportunity Area
- MAX Station

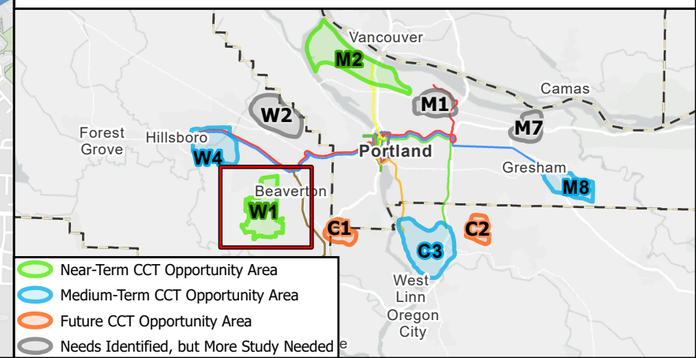
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines
- WES Commuter Rail

Places

- Library
- City Hall
- Community Center
- Grocery Store
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles



# W2. Bethany
## Possible Opportunity Area

- Needs Identified, More Study Needed
- MAX Station

Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines
- Existing CCT Route

Places

- Library
- Hospital
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles

Forest Park
Portland Community College - Rock Creek
Early College High School
NW BRUGGER RD
NW SPRINGVILLE RD
NW SKYLINE BLVD
NW SKYCREST PKWY
NW 124TH AVE
Bethany Lake Park
NW LANNETTA DR
NW COLUMBIA AVE
Westview High
NW BETHANY BLVD
NW KAISER RD
NW LAIDLAW RD
NW THOMPSON RD
NW SOMERSET DR
NW WEST UNION RD
NW PAISLEY DR
NW PERIMETER DR
NW PARK VIEW BLVD
NW 174TH AVE
NW BRONSON RD
NE EVERGREEN PKWY
NW 153RD AVE
NW 143RD AVE
Bethany Link
NW MCDANIEL RD
NW LOST PARK DR
NW 119TH AVE
NW 113TH AVE
NW 107TH AVE
NW SALTZMAN RD
NW 185TH AVE
NE WALKER RD
Dialysis Center
NW CORNELL RD
Columbia Sportswear World Headquarters
Sunset High
OR Dept. of Human Services - Beaverton Self-Sufficiency
NW 173RD AVE
NW WALKER RD
NW PIONEER RD
Portland Community College - Willow Creek Center
Fred Meyer
52
67
47
48
26
59
62
88

# W4. Hillsboro/Aloha

**Proposed CCT:** Flex route or On-demand

**When:** Monday - Friday

- Medium-Term CCT Opportunity Area
- MAX Station

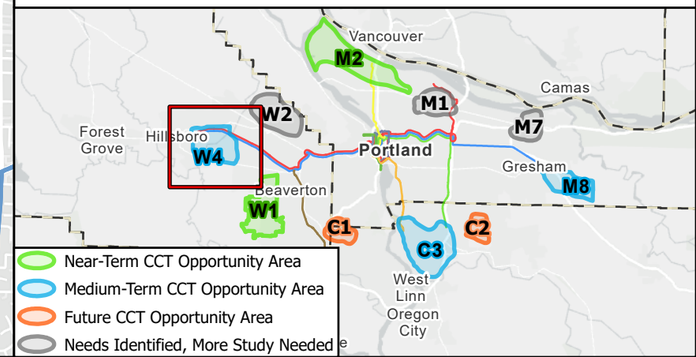
Transit Routes

- Frequent Express Service
- Frequent Service
- Standard Service
- Rush Hour Service
- MAX Lines
- Existing CCT Route

Places

- Library
- Hospital
- City Hall
- Community Center
- Grocery Store
- College
- High School
- Middle or Junior High
- Elementary

0 0.25 0.5 1 Miles



# Appendix I

## Final Prioritization Recommendations

Parametrix
let's create tomorrow, together

Technical Memorandum

| | |
|---|---|
| DATE: | March 9, 2026 |
| TO: | Ally Holmqvist and the Transit Working Group |
| FROM: | Ryan Farncomb, Sam Erickson, and Chad Tinsley |
| SUBJECT: | Final Prioritization Recommendations |
| PROJECT NUMBER: | 274-1919-051 |
| PROJECT NAME: | Community Connector Transit |

---

The project team identified the approach to prioritization in the final *Prioritization Approach Technical Memorandum* (June 2025). This memorandum proposes a prioritization of first/last mile transit opportunities based on that approach, including:

- Identified community connector transit (CCT) opportunities, identified in the *Updated Community Connector Transit Opportunities Assessment* (March 2026).
- Regional mobility hubs, identified in the *Final Local Mobility Hub Assessment* (July 2025).

Prioritization parks transit access opportunities are found in the *Regional Parks Transit Development Strategy* memorandum (November 2025).

These aspirational improvement opportunities for the regional transit system are prioritized based on the factors described below. Opportunities are prioritized by implementation time frame, in general alignment with project timeframes in the Regional Transportation Plan, as follows:

- Near-term (0–5 years): The conditions necessary for success are in place today, and implementation would likely provide immediate benefits. There is demonstrated local support for the opportunity through existing local plans.
- Medium-term (5–20 years): The conditions necessary for success are in place today, but implementation may be more difficult or costly, meaning the opportunity will take more time to realize. There may be demonstrated support for the opportunity through existing local plans.
- Long-term/Future (20+ years): The conditions necessary for success are not in place today, but may be in place in the future (e.g., sufficient population density). Implementation may be more difficult or costly. These opportunities may not have been identified in local plans.

This memorandum establishes the initial recommended priorities for further review by the Transit Woking Group and the community through outreach.

# Community Connector Transit Priorities

The project team, in collaboration with the Transit Working Group, other regional partners, and through feedback from the public, determined new CCT opportunities in the region (Figure 1). CCT service opportunities already identified in local plans are not further prioritized by this study (shown as "planned CCT service" in Figure 1) and so are not addressed further in this memo. The following criteria were considered in recommending priorities for new identified opportunity area investments:

- Time frame for need: **Current,** based on the existing transit network, or **future**, based on the future transit network, future population and employment, and implementation of the Forward Together 1.0 network.

- Equity: Within or near areas of high equity need as determined by Metro equity focus areas.
- Transit propensity: Degree of transit propensity that exists today, based on population and employment density and demographics.
- Engagement feedback: Qualitative assessment based on feedback from the partners and community at large from outreach to reflect local efforts and championing community priorities.
- Implementation complexity: Qualitative assessment of the relative implementation difficulty, rated as “higher,” “moderate,” or “lower”. Factors considered include:
  - → Alignment with Previous Planning Efforts: whether the service is aligned with prior local planning efforts.
  - → Engagement/Research Needed: degree to which additional research and study is needed to develop the service.
  - → Pedestrian and/or Transit Vehicle Access Considerations: assessment of the ease of access to transit vehicles in the opportunity area and whether a transit vehicle could likely operate in the area.
  - → Service Operators in Area: presence of existing operators.
  - → Existing Operational Facilities: presence of facilities that support transit, making it easier to implement.
- Cost: planning-level operating cost per year based on assumed annual revenue hours for each service. Costs are provided as a range to incorporate uncertainty and reflect different possible operating scenarios. Capital costs – namely, for vehicle purchases – are not included. Operating cost estimates rely on costs published in the National Transit Database from fiscal year 2024. Cost ranges in Table 1 are based on the lowest and highest costs for demand response or bus modes between Clackamas County, South Clackamas Transit District, City of Sandy, and Ride Connection for FY2024. It is worth noting that transit agencies such as TriMet and SMART have higher operating costs than smaller shuttle providers, meaning more funding or reduced service may be required if operated by these providers.

Table 1. New Opportunity Areas

| ID | CCT Opportunity | Service Approach | Time Frame for Need | Equity Score | Density | Implementation Complexity | Operating Cost Per Year | Engagement Feedback | Proposed Prioritization |
|---|---|---|---|---|---|---|---|---|---|
| W1 | South Beaverton | On-demand. | Current | Moderate | Moderately high population density. | Lower | $700,000 to $1,700,000 | Transit gap identified during Phase 1 outreach. | Near |
| W2 | Bethany | Flex route: Expand BethanyLink, or new on-demand service to replace flex route. | TBD | Low | Moderate population density. | Lower | No cost developed | Non-CCT solution identified during Phase 1 outreach. Phase 2 public engagement findings to be discussed with TWG. | |
| W4 | Hillsboro/Aloha | Flex route: Expand North Hillsboro Link, or new on-demand to replace flex route. | Current | Moderate | Moderately high population density. | Moderate | $400,000 to $700,000 *(flex route cost)* | Transit gap identified during Phase 1 outreach. | Medium |
| M1 | Cully Neighborhood | Flex route: Extend or modify ACCESS shuttle. | TBD | Higher | High population density. | Lower | No cost developed | Non-CCT solution identified during Phase 1 outreach. Phase 2 public engagement findings to be discussed with TWG. | |
| M2 | North Portland Peninsula | Flex route: Replace TriMet Line 11 service or operate when Line 11 doesn't operate. | Current | Equity considerations are centered on access to employment in this area. Relatively high share of households without access to a vehicle (6.8%) for those living in this area. | Moderately low employment density. | Higher | $400,000 to $700,000 *(assumes replacement of existing Line 11)* | Phase 1 feedback supported increased transit. | Near |
| M7 | Fairview | On-demand. | TBD | Low at industrial area, higher in residential areas to the south | Low- to moderate employment density. | Higher | No cost developed | Non-CCT solution identified during Phase 1 outreach. Phase 2 public engagement findings to be discussed with TWG. | |
| M8 | Gresham | On-demand: Coordination with TriMet's limited-eligibility NEXT on-demand service pilot needed. | Current | Moderate | Higher population density. | Higher | $600,000 to $1,400,000 | Transit gap identified during Phase 1 outreach. | Medium |

| ID | CCT Opportunity | Service Approach | Time Frame for Need | Equity Score | Density | Implementation Complexity | Operating Cost Per Year | Engagement Feedback | Proposed Prioritization |
|---|---|---|---|---|---|---|---|---|---|
| C1 | Lake Oswego | On-demand. | Future | Low | Low population and employment density. Increase expected in long-range plans. | N/A | No cost developed | No specific feedback received. | Long |
| C2 | Happy Valley | On-demand. | Future | Low | Low population and employment density. Increase expected in long-range plans. | N/A | No cost developed | Some feedback noted transit gaps in the Happy Valley area. | Long |
| C3 | Oatfield | Flex route. | Current | Low | Moderate population density. | Higher | $500,000 to $1,200,000 | No specific feedback received. | Medium |

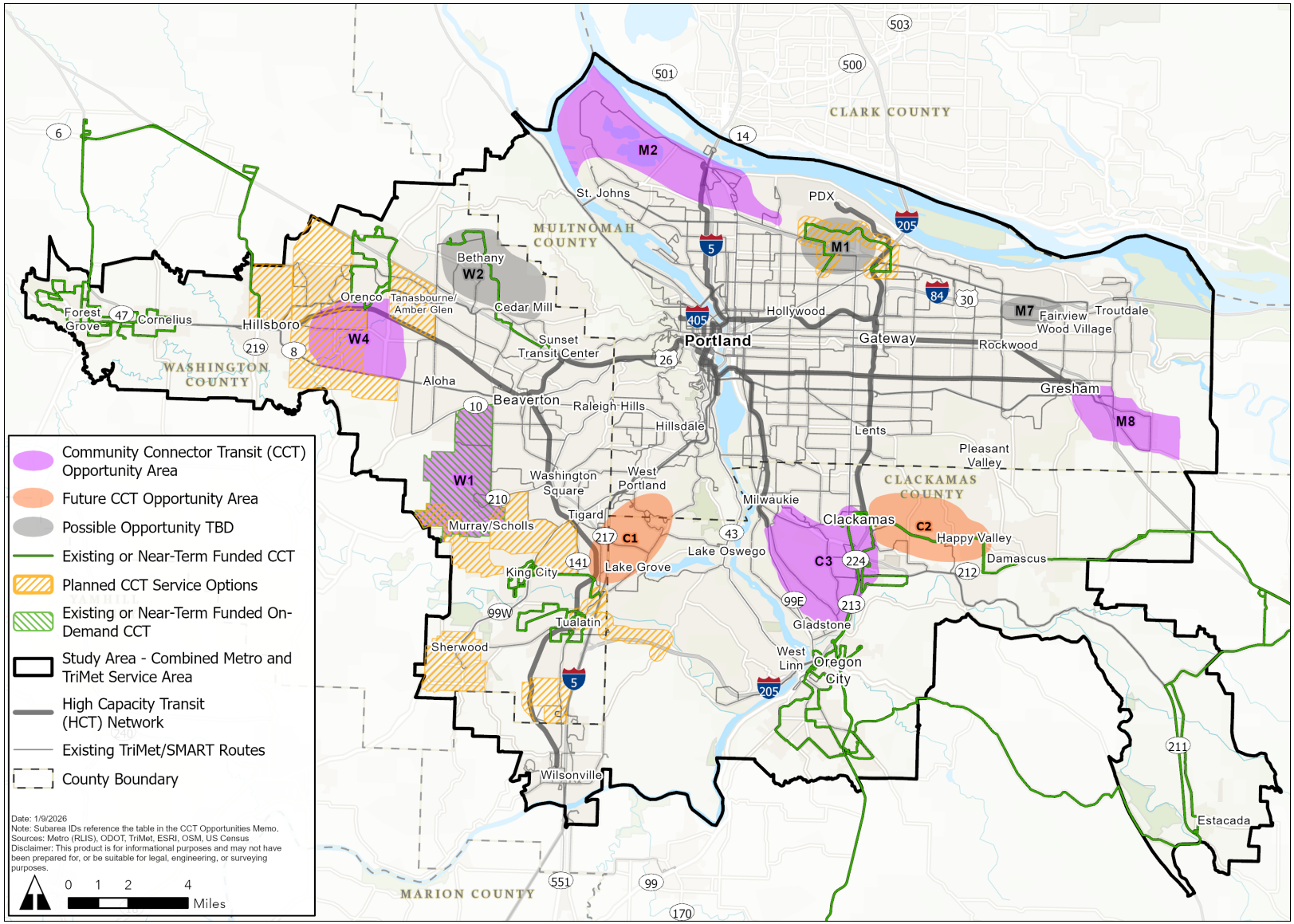



Figure 1. CCT Opportunity Areas

# Mobility Hub Prioritization

This study identified regional mobility hub locations based on a multicriterial evaluation process. The identified hubs do not necessarily represent every possible hub location in the region; they represent promising mobility hub locations that will support local planning and implementation separate from this study. Table 2 describes the criteria used to prioritize the mobility hub locations. This prioritization is intended to help local agencies as they consider investments in mobility hubs.

Community need, as measured by outreach findings, was originally included as a criterion during development of the prioritization methods. Outreach findings related to mobility hubs, both from this study and from work conducted by others, is limited. Therefore, community need as determined through outreach findings was not scored in this prioritization.

Table 2. Prioritization Criteria

| Mobility Hub Prioritization Criterion | Approach | Data Notes |
|---|---|---|
| Existing local priority and planning support | Degree of alignment with Metro regional land use designations (e.g., Regional Center, Corridor). | Each hub received a score of 1 or 0 based on whether it fell within a Metro-Designated Center type (Town Center, Regional Center, or City Center). |
| Community need | Level of community need, as determined by (1) outreach findings from the engagement work conducted for the study, (2) outreach or engagement findings from other local or regional work, as noted by partners. | No numeric score assigned. |
| Equity | Hub is in or adjacent to areas with high equity need, based on TriMet Equity Index. | The TriMet Equity Index ranges from 8–28 at the Census Block Group level. Each hub received an equity score of 3, 2, or 1 depending on whether it fell in the top quintile (3), second quintile (2), or bottom 60% (1). |
| Transit ridership | Locations with the highest transit ridership | Average weekday ons/offs for all stops within 1/4 mile of each hub were summed. Each hub received a ridership score of 3, 2, or 1 based on whether it fell in the top quintile (3), second quintile (2), or bottom 60% (1). |
| Transit connectivity | Locations with highest number of transit connections (e.g., number of fixed-route transit lines or CCT services access a location). | Based on the count of unique TriMet or SMART routes intersecting the hub hexagon. Each hub received a connectivity score of 3, 2, or 1 based on whether the route count fell in the top quintile (3), second quintile (2), or bottom 60% (1). |

Figure 2 (and the project's online map) displays the prioritized mobility hubs and Table 3 lists each hub and its typology and priority level. Hubs are prioritized within each class of hub:

- Major urban hub.
- Regional hub.
- Town hub.
- Local and emerging hub.
- Future hub.

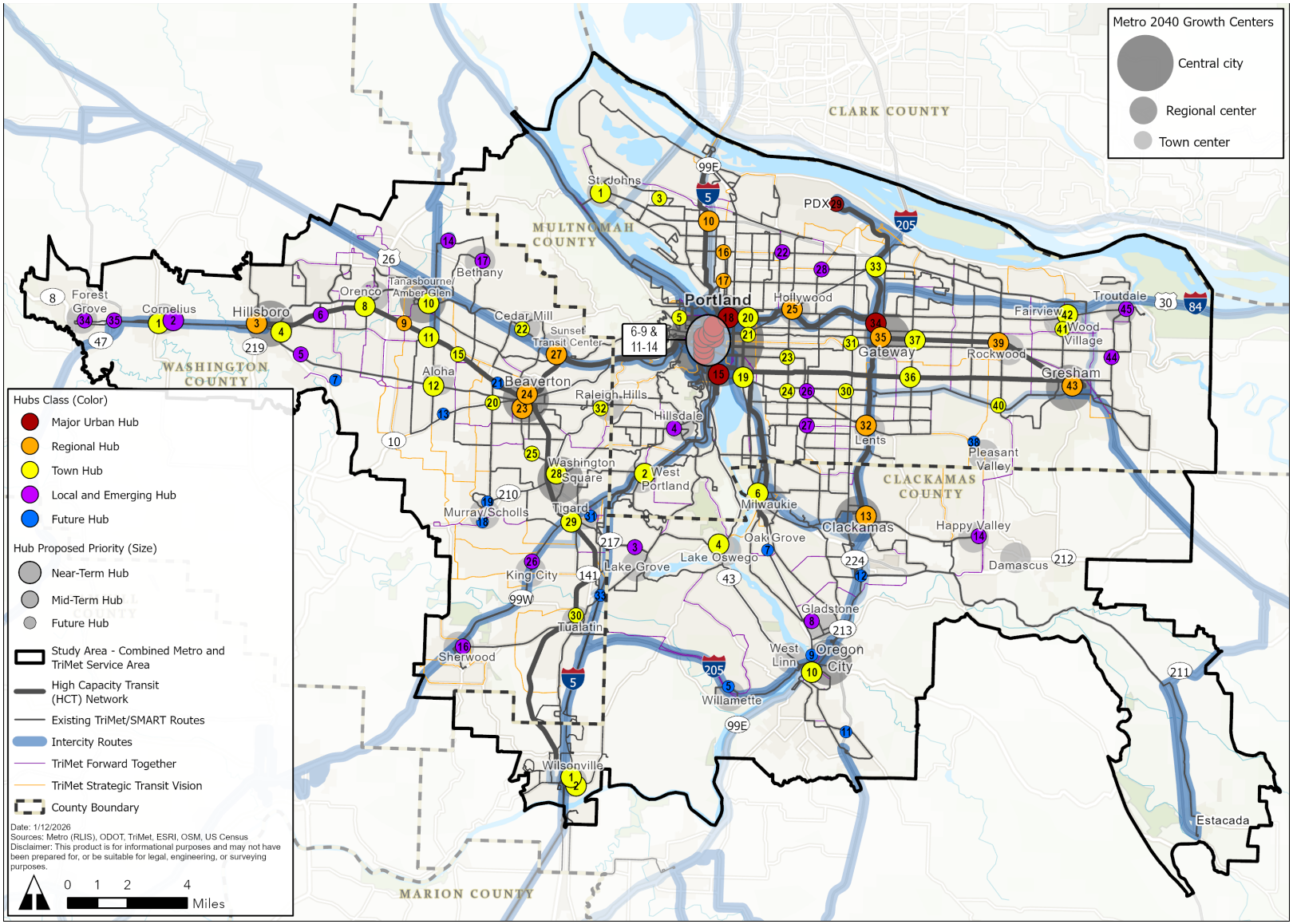



Figure 2. Mobility Hub Priorities

Table 3. Mobility Hubs and Priority Level[1]

| ID | County | Hub Class | Proposed Priority |
|---|---|---|---|
| CC13 | Clackamas | Regional Hub | Near-Term Hub |
| CC1 | Clackamas | Town Hub | Near-Term Hub |
| CC10 | Clackamas | Town Hub | Near-Term Hub |
| CC2 | Clackamas | Town Hub | Near-Term Hub |
| CC4 | Clackamas | Town Hub | Near-Term Hub |
| CC6 | Clackamas | Town Hub | Near-Term Hub |
| CC14 | Clackamas | Local and Emerging Hub | Mid-Term Hub |
| CC3 | Clackamas | Local and Emerging Hub | Mid-Term Hub |
| CC8 | Clackamas | Local and Emerging Hub | Mid-Term Hub |
| CC11 | Clackamas | Future Hub | Future Hub |
| CC12 | Clackamas | Future Hub | Future Hub |
| CC5 | Clackamas | Future Hub | Future Hub |
| CC7 | Clackamas | Future Hub | Future Hub |
| CC9 | Clackamas | Future Hub | Future Hub |
| MC11 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC12 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC13 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC14 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC15 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC18 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC34 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC6 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC7 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC8 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC9 | Multnomah | Major Urban Hub | Near-Term Hub |
| MC29 | Multnomah | Major Urban Hub | Mid-Term Hub |
| MC10 | Multnomah | Regional Hub | Near-Term Hub |
| MC25 | Multnomah | Regional Hub | Near-Term Hub |
| MC32 | Multnomah | Regional Hub | Near-Term Hub |
| MC35 | Multnomah | Regional Hub | Near-Term Hub |
| MC39 | Multnomah | Regional Hub | Near-Term Hub |
| MC43 | Multnomah | Regional Hub | Near-Term Hub |
| MC16 | Multnomah | Regional Hub | Mid-Term Hub |
| MC17 | Multnomah | Regional Hub | Mid-Term Hub |

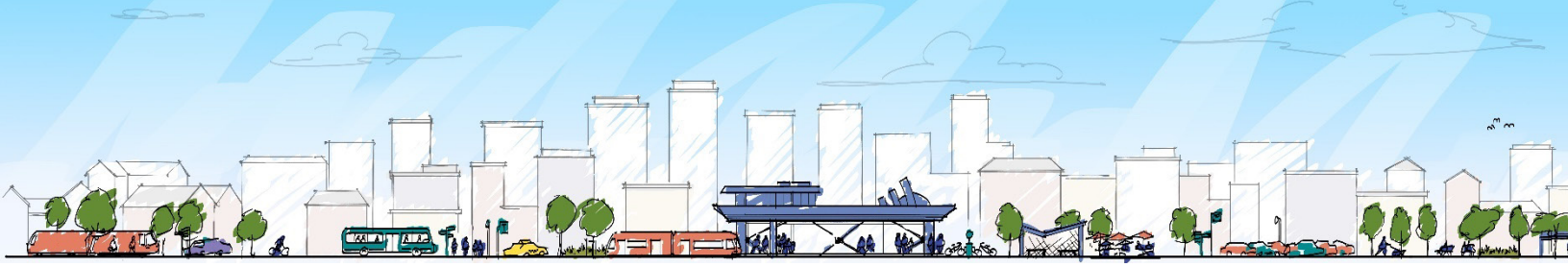
[1] Refer to the project's online map to see individual mobility hubs and assigned priorities: https://experience.arcgis.com/experience/aff43fdde6e9456aa0a6f1840bdb3a3a/page/Mobility-Hubs-Evaluation

| ID | County | Hub Class | Proposed Priority |
|---|---|---|---|
| MC1 | Multnomah | Town Hub | Near-Term Hub |
| MC19 | Multnomah | Town Hub | Near-Term Hub |
| MC2 | Multnomah | Town Hub | Near-Term Hub |
| MC20 | Multnomah | Town Hub | Near-Term Hub |
| MC33 | Multnomah | Town Hub | Near-Term Hub |
| MC36 | Multnomah | Town Hub | Near-Term Hub |
| MC37 | Multnomah | Town Hub | Near-Term Hub |
| MC42 | Multnomah | Town Hub | Near-Term Hub |
| MC21 | Multnomah | Town Hub | Mid-Term Hub |
| MC23 | Multnomah | Town Hub | Mid-Term Hub |
| MC24 | Multnomah | Town Hub | Mid-Term Hub |
| MC3 | Multnomah | Town Hub | Mid-Term Hub |
| MC30 | Multnomah | Town Hub | Mid-Term Hub |
| MC31 | Multnomah | Town Hub | Mid-Term Hub |
| MC40 | Multnomah | Town Hub | Mid-Term Hub |
| MC41 | Multnomah | Town Hub | Mid-Term Hub |
| MC5 | Multnomah | Town Hub | Mid-Term Hub |
| MC22 | Multnomah | Local and Emerging Hub | Mid-Term Hub |
| MC26 | Multnomah | Local and Emerging Hub | Mid-Term Hub |
| MC27 | Multnomah | Local and Emerging Hub | Mid-Term Hub |
| MC28 | Multnomah | Local and Emerging Hub | Mid-Term Hub |
| MC4 | Multnomah | Local and Emerging Hub | Mid-Term Hub |
| MC44 | Multnomah | Local and Emerging Hub | Mid-Term Hub |
| MC45 | Multnomah | Local and Emerging Hub | Mid-Term Hub |
| MC38 | Multnomah | Future Hub | Future Hub |
| WC23 | Washington | Regional Hub | Near-Term Hub |
| WC24 | Washington | Regional Hub | Near-Term Hub |
| WC27 | Washington | Regional Hub | Near-Term Hub |
| WC3 | Washington | Regional Hub | Near-Term Hub |
| WC9 | Washington | Regional Hub | Mid-Term Hub |
| WC1 | Washington | Town Hub | Near-Term Hub |
| WC10 | Washington | Town Hub | Near-Term Hub |
| WC11 | Washington | Town Hub | Near-Term Hub |
| WC12 | Washington | Town Hub | Near-Term Hub |
| WC28 | Washington | Town Hub | Near-Term Hub |
| WC29 | Washington | Town Hub | Near-Term Hub |
| WC4 | Washington | Town Hub | Near-Term Hub |
| WC8 | Washington | Town Hub | Near-Term Hub |
| WC15 | Washington | Town Hub | Mid-Term Hub |
| WC20 | Washington | Town Hub | Mid-Term Hub |
| WC22 | Washington | Town Hub | Mid-Term Hub |

| ID | County | Hub Class | Proposed Priority |
|---|---|---|---|
| WC25 | Washington | Town Hub | Mid-Term Hub |
| WC30 | Washington | Town Hub | Mid-Term Hub |
| WC32 | Washington | Town Hub | Mid-Term Hub |
| WC2 | Washington | Local and Emerging Hub | Near-Term Hub |
| WC14 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC16 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC17 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC26 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC34 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC35 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC5 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC6 | Washington | Local and Emerging Hub | Mid-Term Hub |
| WC13 | Washington | Future Hub | Future Hub |
| WC18 | Washington | Future Hub | Future Hub |
| WC19 | Washington | Future Hub | Future Hub |
| WC21 | Washington | Future Hub | Future Hub |
| WC31 | Washington | Future Hub | Future Hub |
| WC33 | Washington | Future Hub | Future Hub |
| WC7 | Washington | Future Hub | Future Hub |

# Appendix J

## Mobility Hub Toolkit



# Mobility Hub Implementation Toolkit

## Introduction

The Metro Mobility Hub Implementation Toolkit offers practical guidance for creating and expanding a connected network of mobility hubs across the region. It highlights best practices for identifying and prioritizing hub locations, designing and optimizing sites, securing funding, forming partnerships, and more.

### PURPOSE OF THE TOOLKIT

This toolkit is designed as a hands-on resource for cities, counties, developers, planners, and other local partners. Its goal is to help communities conceptualize, design, and deliver mobility hubs that strengthen multimodal connections and support an integrated regional network.

Building on the Metro Regional Mobility Hub Toolkit, this guide moves from strategy to implementation. It provides detailed recommendations for land use and design, integration with new development and redevelopment, and policy considerations to streamline permitting, operations, and maintenance.

Mobility hubs are a cornerstone of Metro's broader transportation and land use vision. They bring together a variety of travel options—such as transit, bike and scooter share, and parking, carshare, and ride-hailing—while introducing placemaking features that create lively, people-focused public spaces. The toolkit aligns with and incorporates regional partner frameworks, including PBOT's *Mobility Hub Typology* (2020), TriMet's *Transit-Oriented Development Plan* (2023), as well as other local strategies to ensure a cohesive and context-sensitive approach to mobility and land use.

### METRO'S ROLE

Metro serves as a regional guide, partner, and connector of resources in advancing mobility hubs across the Portland metropolitan area. While cities, transit agencies, developers, and community partners lead on-the-ground planning and construction, Metro provides the framework and technical guidance that help ensure consistency and quality across the region and also supports partners in coordinating implementation efforts, including join pursuits of resources.

While there is no single "right way" to build a mobility hub, this implementation toolkit offers best practices, useful experiences, and helpful tools to help plan and implement hubs. Organizations that use the Implementation Toolkit should tailor their implementation path to the needs and aspirations of the community they serve.

Orenco Station in Hillsboro. Image: Michael Novak

## WHAT ARE MOBILITY HUBS?

**Mobility hubs connect people to the regional transportation network, creating seamless links between modes, services, and emerging mobility choices.** Mobility hubs are strategically located places where people can easily connect between multiple modes of transportation. They simplify multimodal travel, enhance first- and last-mile connections, and expand access to options such as public transit, active transportation, shared mobility, and micromobility.

Beyond efficiency and convenience, mobility hubs create welcoming public spaces that advance equity, sustainability, and community identity. In the Metro region, mobility hubs also support the 2040 Growth Concept by adapting hub types to different land use contexts, assuring each hub fits the character and needs of its surrounding community.

## Mobility Hub Typologies

The **Regional Mobility Hub Toolkit** identified four primary hub types that reflect the wide variety of places and travel needs across the Metro region. These **typologies** help planners and partners match the right mix of amenities, transit service, and design features to different land use contexts—from dense downtown districts to rural town centers. While assigning typologies is not required for developing local mobility hubs, it can clarify and determine what amenities should be considered as critical (a “must-have”) and what others are desirable (a “nice to have”).

Each typology on the following pages highlights how mobility hubs can scale to fit their surroundings while still supporting the region’s broader goals for multimodal access, equity, and vibrant public spaces. Ensuring consistency and continuity across these typologies is essential to building a seamless regional network. The Mobility Hub Toolkit established a common framework for features and amenities—such as high-quality transit facilities, active transportation connections, welcoming public spaces, vehicle access and shared-mobility options, and clear wayfinding and information systems. By applying these elements in a coordinated way, each hub type can respond to its unique context while still delivering a familiar, reliable experience for users throughout the Metro region.

**MAJOR URBAN HUB**

*Examples: Downtown Portland Transit Mall, OHSU and OMSI Stations at Tilikum Crossing*

Major Urban Hubs refer to high-capacity transportation hubs located in dense, mixed-use urban cores, offering the greatest variety of mobility options and amenities in the region. In the Portland Metro context, these generally refer to high-capacity transit[1] stations within higher-density urban areas with significant investments in multimodal integration.

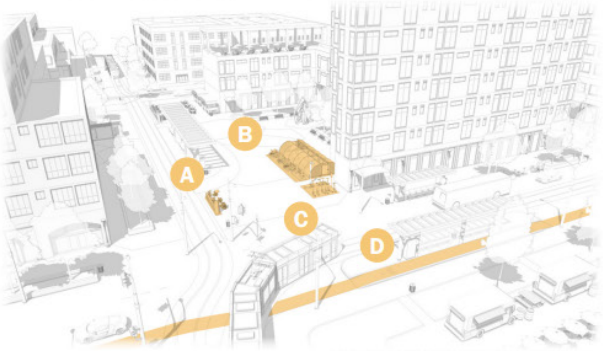
Because Major Urban Hubs are located in fully developed environments with limited space for additional infrastructure, they prioritize high-efficiency, multimodal connectivity. Users frequently transfer between buses, streetcars, light rail, and active transportation networks, with seamless connections playing a crucial role in enhancing mobility. Additionally, these hubs serve a wide range of travel needs, from short neighborhood trips to regional and intercity connections, making them essential anchors within the broader transportation system.

[1] High-capacity transit includes MAX light rail, WES commuter rail, and FX bus rapid transit services.

# ELEMENTS OF A MAJOR URBAN HUB

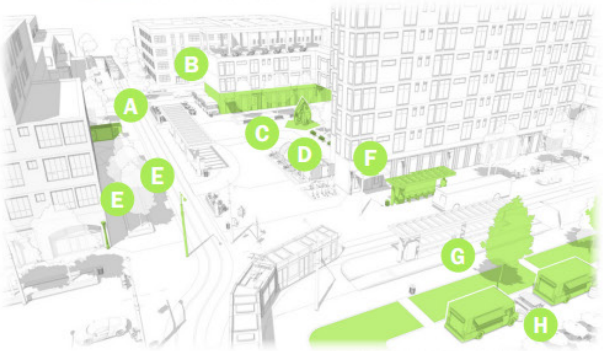
## Transit Facilities

- A High-capacity transit
- B Bus (all types)




## Active Transportation

- A Bicycle share
- B Bicycle parking, storage, and repair
- C Scooter share
- D Bicycle lane




## Placemaking

- A Bathrooms
- B Ground-floor retail
- C Public art
- D Seating
- E Lighting
- F Seating, lighting, and trash
- G Sustainable features
- H Vendors

## Vehicle Connections

- A Parking and car-share

## Wayfinding and Information

- A Wayfinding integrated into stops

**REGIONAL HUB**

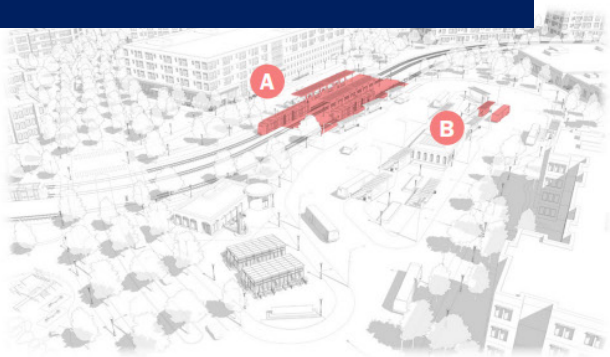
*Examples: Beaverton Transit Center, Clackamas Town Center Transit Center, Gateway Transit Center*

Regional Hubs provide important regional transit connectivity and typically have transit connections to the region and downtown Portland. These hubs may support a mix of transit services—such as MAX light rail, FX bus rapid transit (BRT), frequent transit service, and shuttle connections—and may include TOD features. While situated in more suburban contexts, Regional Hubs bridge the gap between urban and suburban mobility needs by providing a variety of transportation options ranging from high-capacity transit to car-share and micromobility.

Beyond peak commuting hours, Regional Hubs also support diverse travel markets based on their surrounding land uses. Hubs near major commercial centers, such as Clackamas Town Center, attract shoppers and service-sector workers throughout the day. Those near universities, hospitals, or government buildings serve students, patients, and employees making mid-day or off-peak trips. Additionally, these hubs play a role in facilitating intercity travel, offering connections to longer-distance transit services, including express bus routes, rail lines, and regional shuttles.

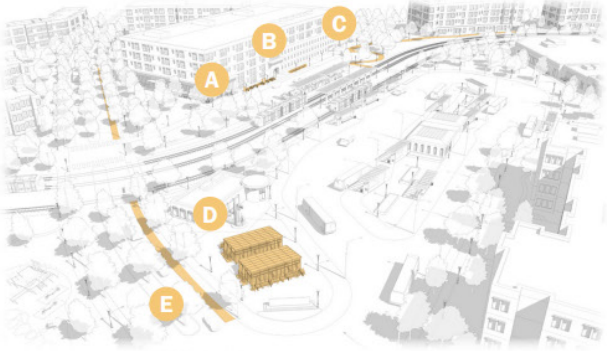
Due to their larger footprint compared to Major Urban Hubs, Regional Hubs may feature extensive passenger amenities, such as park-and-ride facilities, bike storage, and mobility services like rideshare pick-up zones and microtransit connections. This flexibility makes them a crucial component of the regional transportation system, balancing high commuter demand with a wide range of daily travel needs.

# ELEMENTS OF A REGIONAL HUB



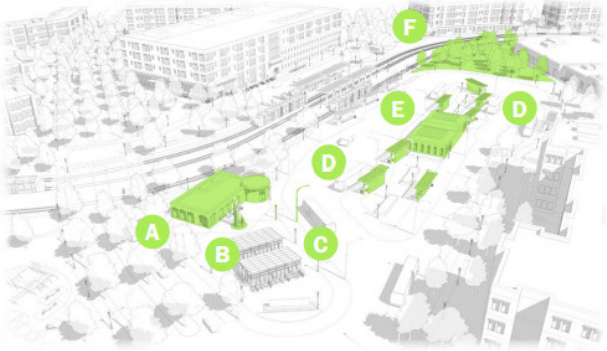

## Transit Facilities

- A High-capacity transit
- B Bus (all types)



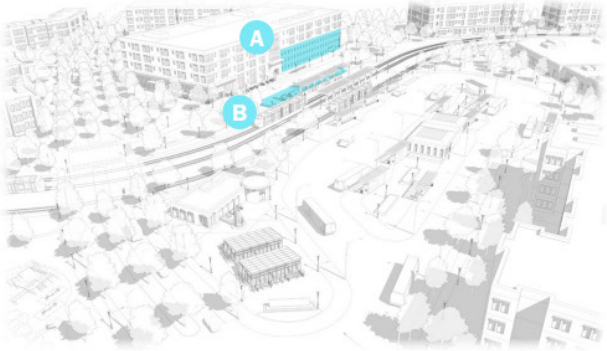

## Active Transportation

- A Bicycle share
- B Scooter share
- C Pedestrian connections
- D Bicycle parking, storage, and repair
- E Bicycle lane




## Placemaking

- A Retail
- B Public art
- C Lighting
- D Seating, lighting, and trash
- E Bathrooms
- F Sustainable features




## Vehicle Connections

- A Shared parking garage
- B Micromobility pickup/dropoff and car-share

## Wayfinding and Information

- A Wayfinding integrated into stops

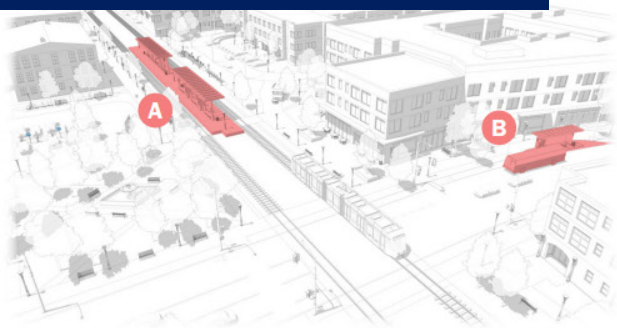
**TOWN HUB**

*Examples: Orenco Station, Lents Town Center, Southwest Waterfront Tram*

Town Hubs both serve local travel needs and have strong connections to regional transit services. These hubs are typically situated in less dense or suburban areas of the region. Town Hubs balance local accessibility with regional connectivity, acting as community focal points that support multimodal travel and vibrant public spaces. Town Hubs can vary in transit levels and may lack high-capacity transit services in some cases.

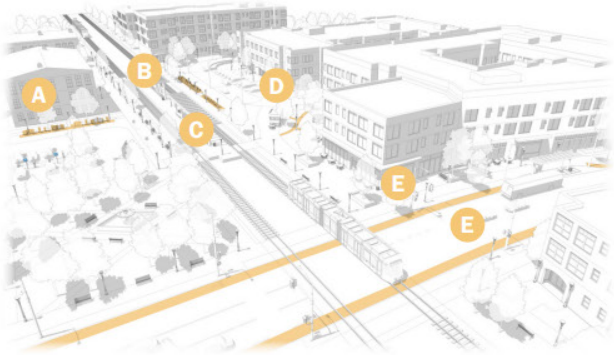
Many Town Hubs experience strong commuter peaks as residents connect to regional job centers via transit or park-and-ride facilities. However, they also maintain steady off-peak demand driven by surrounding commercial activity, civic institutions, and local services. Retail corridors, government buildings, medical centers, and cultural destinations contribute to all-day usage, attracting residents, workers, and visitors alike. Additionally, Town Hubs often support multimodal travel, accommodating a mix of personal vehicles, transit riders, cyclists, and pedestrians, while also serving as a foundation for current and/or future transit-oriented development supported by local land use plans.

## ELEMENTS OF A TOWN HUB



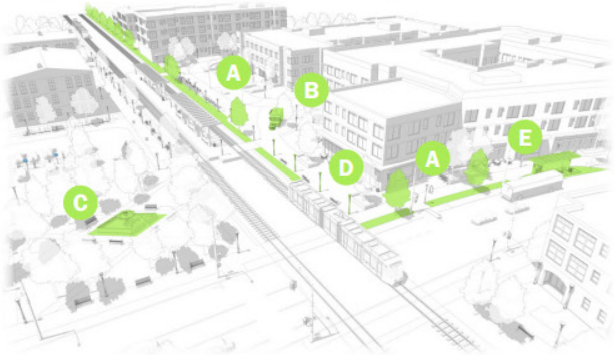

### Transit Facilities

- A High-capacity transit
- B Bus (local and intercity)



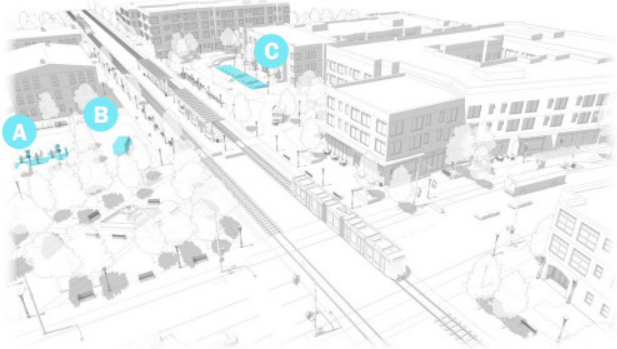

### Active Transportation

- A Bicycle parking
- B Bicycle share
- C Scooter share
- D Pedestrian connections
- E Bicycle lane



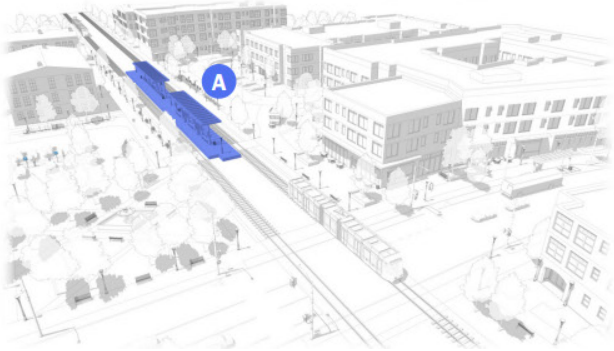

### Placemaking

- A Sustainable features
- B Vendors
- C Public art
- D Lighting
- E Seating, lighting, and trash




### Vehicle Connections

- A EV charging
- B Micromobility iickup/dropoff
- C Car-share




### Wayfinding and Information

- A Wayfinding integrated into high-capacity transit stops

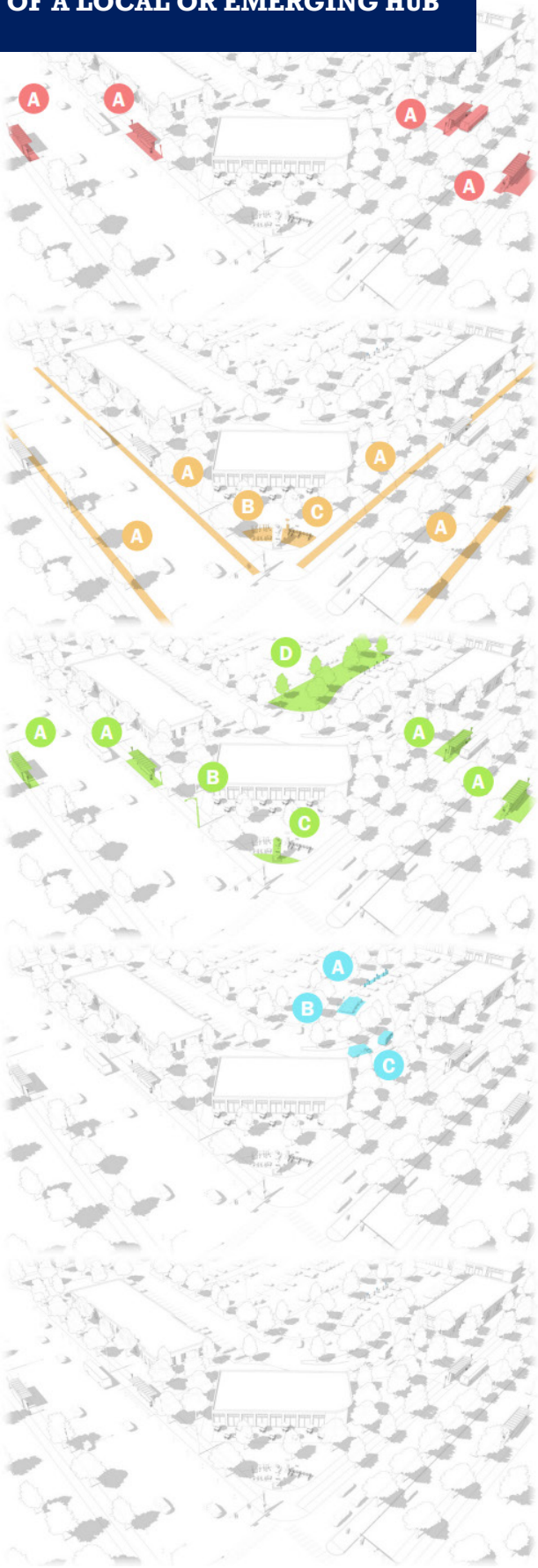
**LOCAL AND EMERGING HUB**

*Examples: Tualatin Park and Ride, Happy Valley Town Center, Tigard Triangle, and Downtown Troutdale*

Local and emerging hubs refer to hubs in rural centers and emerging suburban areas of the region. They can serve suburban employment districts, campuses, and medical centers. Local and emerging hubs may or may not have frequent bus service, and the surrounding land use is generally auto-oriented. Emerging transit nodes in the outer region can also be considered as future Local Hubs, primarily serving local or area-level travel needs (e.g., Tigard Triangle).

Local and emerging mobility hubs can also serve as critical connectors between neighborhoods and higher-capacity transit services, such as park-and-rides, the Portland Aerial Tram, and regional bus or rail networks. These hubs play a vital role in enhancing accessibility by bridging the gap between local travel needs and major transportation corridors. By improving connectivity, they help reduce reliance on single-occupancy vehicles, support multimodal travel, and create more seamless, efficient transit experiences for residents and commuters alike.

## ELEMENTS OF A LOCAL OR EMERGING HUB




### Transit Facilities

- A Bus (local only)

### Active Transportation

- A Bicycle share
- B Scooter share
- C Bicycle lane

### Placemaking

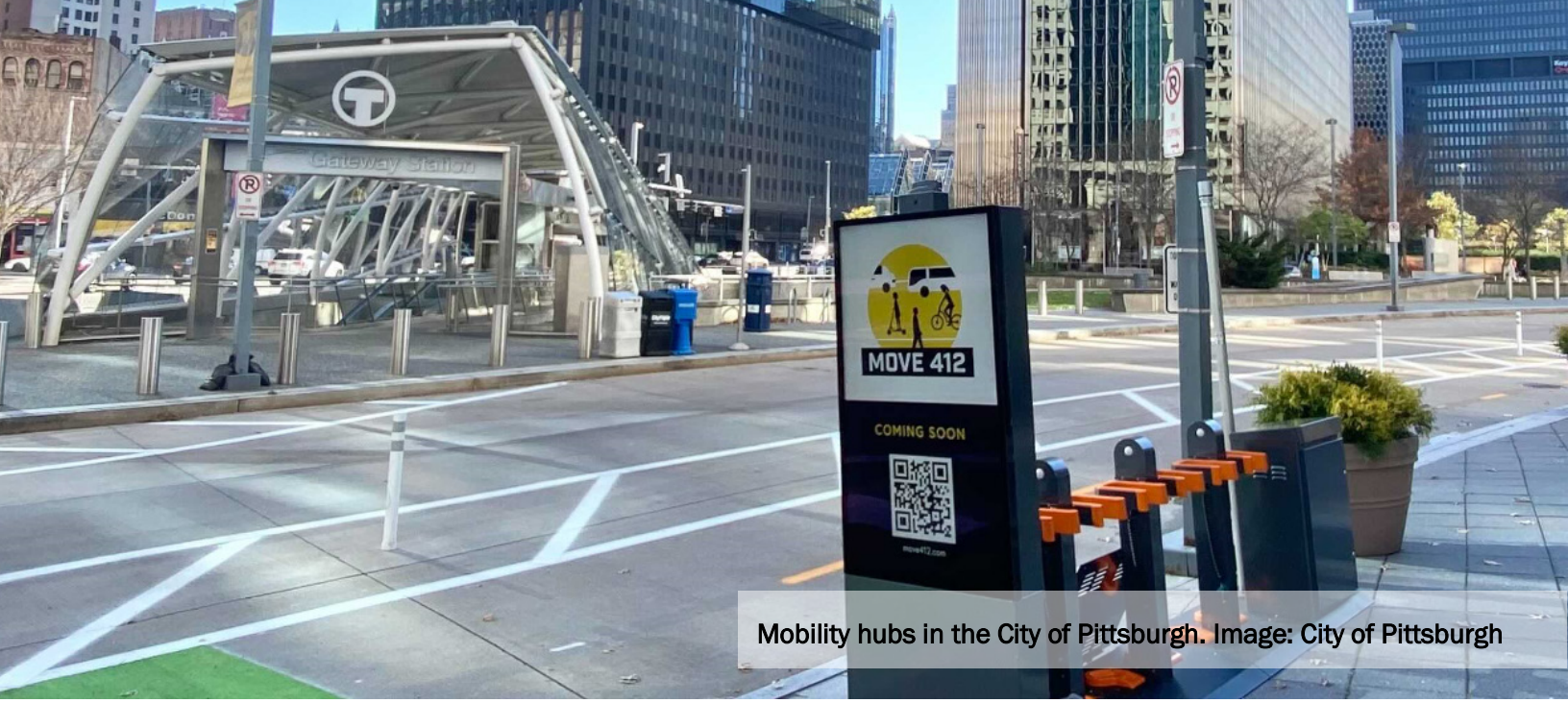
- A Seating, lighting, and trash
- B Lighting
- C Public art
- D Sustainable features

### Vehicle Connections

- A EV charging
- B Car-share
- C Micromobility pickup/dropoff

### Wayfinding and Information

None




Mobility hubs in the City of Pittsburgh. Image: City of Pittsburgh

## Getting Started: Land Use and Spatial Considerations

Mobility hubs in the Metro region can be configured in two primary site layouts, each with distinct spatial and operational considerations.

- **Fully integrated hubs** locate all key elements such as transit facilities, active transportation amenities, shared mobility services, placemaking features, and wayfinding within a single site or coordinated development. This approach offers a seamless, user-friendly experience and can be scaled to fit both large regional facilities (such as major park-and-ride lots or high-capacity transit stations) and smaller neighborhood contexts. Integrated hubs typically require a larger, contiguous footprint and strong coordination with adjacent land uses to ensure compatible design and efficient access.

- **Dispersed hubs**, by contrast, distribute mobility elements across several blocks or multiple properties near a central transit node. Amenities such as bike share, car share, and passenger pick-up/drop-off zones may be located in surrounding developments, plazas, or streetscapes. While this configuration can better leverage existing land uses and reduce the need for a single large site, it introduces added complexity for operations, programming, and performance tracking. Successful dispersed hubs depend on close collaboration among multiple property owners, public agencies, and private partners to maintain a cohesive user experience and manage responsibilities across sites.

When selecting sites and defining spatial requirements, planners should weigh these tradeoffs—considering factors such as land availability, compatibility with surrounding uses, and opportunities to integrate with existing development patterns—so that each mobility hub type functions effectively within its local context while supporting the region's broader network goals. Importantly, the hub typologies and associated recommendations presented in this toolkit are not intended as rigid or prescriptive formulas. Communities may choose to implement only a subset of elements, such as adding EV charging and bike parking at one location, or introducing micromobility services, seating, or wayfinding at another, based on local needs, constraints, and priorities. In many cases, particularly where hubs are retrofitted into existing sites rather than developed from the ground up, the primary objective is to incrementally improve the mobility experience by prioritizing these locations for targeted, phased investment over time.

## DESIGNING HUBS TO ADDRESS REAL-WORLD CHALLENGES

Mobility hubs are more than a collection of transportation services; they are strategic connection points where integrated planning can solve pressing mobility and community needs. To design hubs that truly deliver value, Metro and its partners must first understand the conditions and gaps present at each location. While every site is unique, successful hubs consistently address four interrelated challenges:

- Manage Complex Operations. Bringing multiple travel options—transit, bike and scooter share, carshare, ride-hailing—into a single setting creates competing demands for limited public space. Coordinated planning is essential to provide safe, intuitive pedestrian and bicycle access, logical placement of amenities, and clear circulation patterns. Hub configurations should reflect the region's goals for safety, mode shift, and equitable access.

- Expand Beyond Transportation. Mobility hubs can—and should—function as community places, not just transportation nodes. Incorporating public art, cultural programming, and local amenities creates spaces that feel welcoming and reflect neighborhood identity. Early engagement with residents and community-based organizations helps ensure hubs support local culture and provide resources that go beyond moving people from point A to B.

- Prioritize the User Experience. A hub succeeds only if it works for the people who use it. That means designing for a wide range of travelers and travel patterns, not just weekday commuters. Seamless transfers, intuitive wayfinding, integrated payment systems, and safe conditions for people walking, biking, or using mobility devices are all critical. Partnerships with private mobility providers can help reduce conflicts and maintain accessibility for all users.

- Provide Clear, Real-Time Information (as appropriate to hub scale). Up-to-date, easy-to-understand information helps travelers make smart choices and adapt when service changes or disruptions occur. Dynamic signage, real-time arrival data, and clear maps should highlight both mobility options and on-site amenities. Strong information systems transform a hub from a static stop into a responsive, reliable part of the regional network.

By designing with these four challenge areas in mind, Metro and local partners can create mobility hubs that not only connect transportation modes but also enhance community life, strengthen equity, and build confidence in the region's growing multimodal network.

## SITE SELECTION CRITERIA

Selecting the right location is critical to the success of any mobility hub. While each site must respond to local conditions, lessons from best practices across North America point to a common set of criteria—land use context, transit accessibility, multimodal connections, equity, and long-term growth potential.

These factors play out differently across Metro's four hub typologies and should be applied flexibly. In some instances, jurisdictions may proactively identify candidate sites for new or expanded hubs. In others, a location may already function as a de facto mobility hub such as a frequent transit stop, light rail station, or activity center with multiple amenities but has not been formally designated as one. In these cases, the focus is less on selecting an ideal site and more on understanding the constraints and opportunities of an existing location and determining how it can be incrementally enhanced over time.

The Mobility Hub Toolkit noted the likely land use and transportation context for each hub typology.

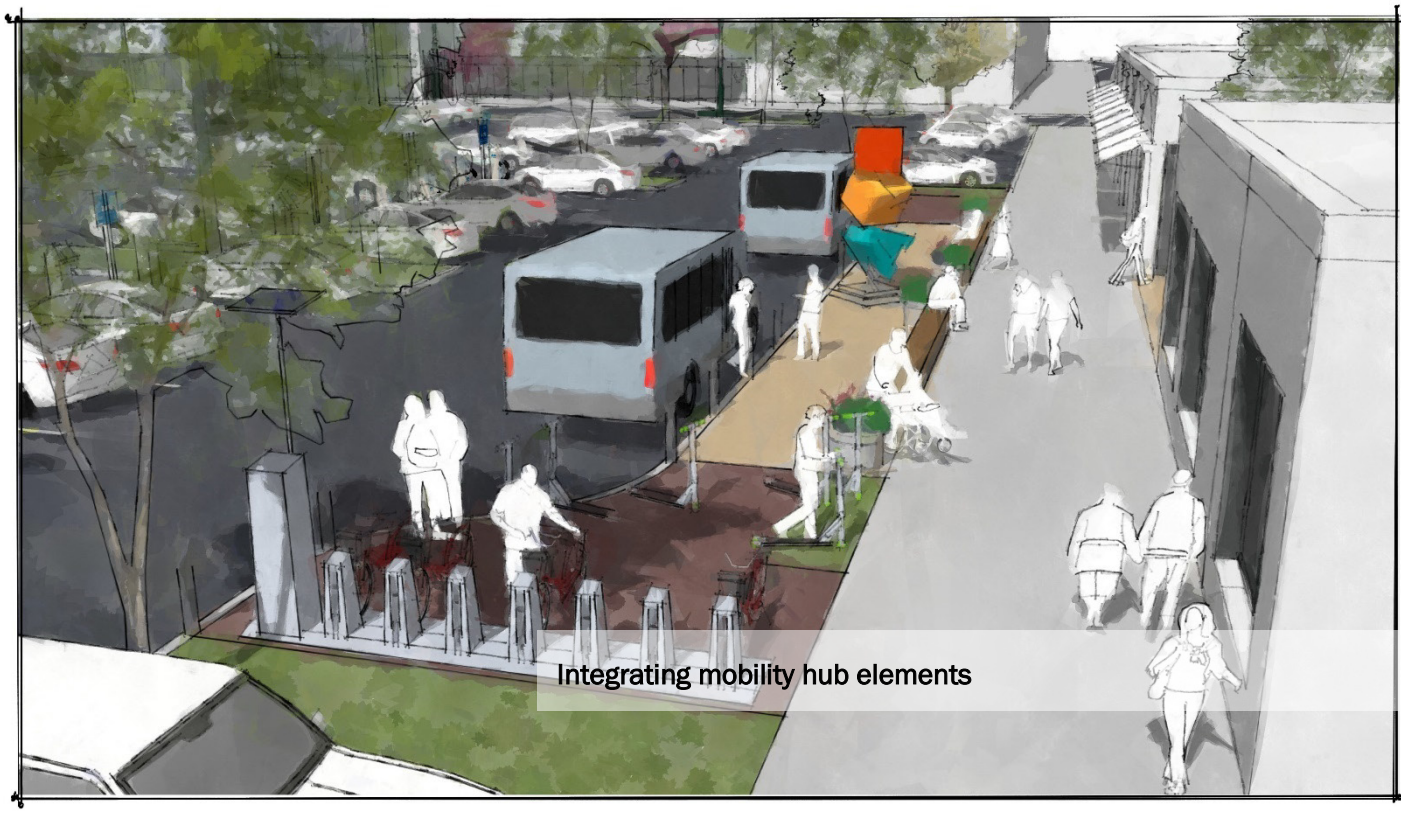
The site selection considerations below are intended to support both new hub planning and the evaluation and prioritization of improvements at existing sites, recognizing that not every location will meet every criterion and that meaningful mobility benefits can still be achieved through targeted, context-sensitive investments.

### Major Urban Hubs

**Context:** Dense, mixed-use urban cores with the highest transit ridership and the broadest mix of mobility options.

**Key Considerations:**

- **Proximity to high-capacity transit**—light rail, bus rapid transit, or frequent-service corridors.
- **Ample pedestrian and bicycle access**, including protected facilities and safe crossings.
- **Integration with adjacent land uses**, such as employment centers, entertainment districts, or major civic spaces, to support all-day, multi-purpose trips.
- **Space for placemaking** elements—public plazas, active ground-floor uses, and high-quality streetscapes.
- Opportunities to **retrofit existing transit stations** or incorporate hubs into major redevelopment projects.



Integrating mobility hub elements

### Regional Hubs

**Context:** Suburban centers that link surrounding communities to the regional network.

**Key Considerations:**

- **Central location within the regional transit network**, ideally with direct connections to downtown Portland and other key corridors.
- Capacity to **accommodate multiple transit services**—MAX light rail, FX bus rapid transit, frequent bus lines, and shuttles.
- Adequate space for **shared mobility services and park-and-ride facilities**, while maintaining strong pedestrian and bicycle connections.
- Compatibility with **transit-oriented development (TOD)** and opportunities to catalyze mixed-use growth around the site.

### Town Hubs

**Context:** Community focal points in smaller urban centers or inner-ring suburbs.

**Key Considerations:**

- **Balance of local access and regional connectivity**—strong ties to mainline transit where possible, but also easy access for local bus, bike, and micro-mobility users.
- Sites that reinforce a **walkable town center** or main street character, supporting retail, services, and community events.
- Flexibility for incremental upgrades as demand grows, including space for **future high-capacity transit connections**.
- Opportunities for **placemaking and civic programming**, ensuring the hub doubles as a public gathering space.

### Local and Emerging Hubs

**Context:** Rural centers, employment districts, and outer-ring suburbs where transit service and land use intensity are lower.

**Key Considerations:**

- **Strategic siting near key destinations** such as major employers, campuses, or medical facilities.
- Space to support **future service expansion**—for example, accommodating more frequent bus or shuttle connections over time.
- Compatibility with **auto-oriented surroundings** while prioritizing safe pedestrian and bicycle access within the hub itself.
- Potential to leverage **underused parcels or public rights-of-way** for phased improvements and to pilot mobility services as demand grows.

Curb management in action in Germany. Image: International Association of Public Transport (UITP)

### Cross-Cutting Factors

Across all typologies, successful site selection also requires:

- **Equity and access**—prioritizing historically underserved communities and ensuring the hub reduces barriers for low-income residents, people of color, and those with disabilities.
- **Partnership opportunities**—coordinating with local jurisdictions, transit agencies, developers, and community organizations to secure land, funding, and management and maintenance protocols.
- **Long-term adaptability**—choosing sites that can evolve as technology, travel patterns, and land uses change—or as funding becomes available to develop more hub elements.

## SPATIAL CONSIDERATIONS BY TYPOLOGY

A common challenge in creating a mobility hub is finding adequate space to fit all desired mobility hub elements or amenities. While the Mobility Hub Toolkit recommended different types of amenities and components for each typology, there will be instances of having to include or exclude certain elements due to constraints. Creating a priority-proximity matrix can help guide discussions on which elements or amenities to include within a mobility hub. Include elements for each mobility service and their priority in relation to the center of the hub. The process of creating this matrix allows for discussions about priority and proximity and can be refined if stakeholders have different opinions on how to best allocate space.

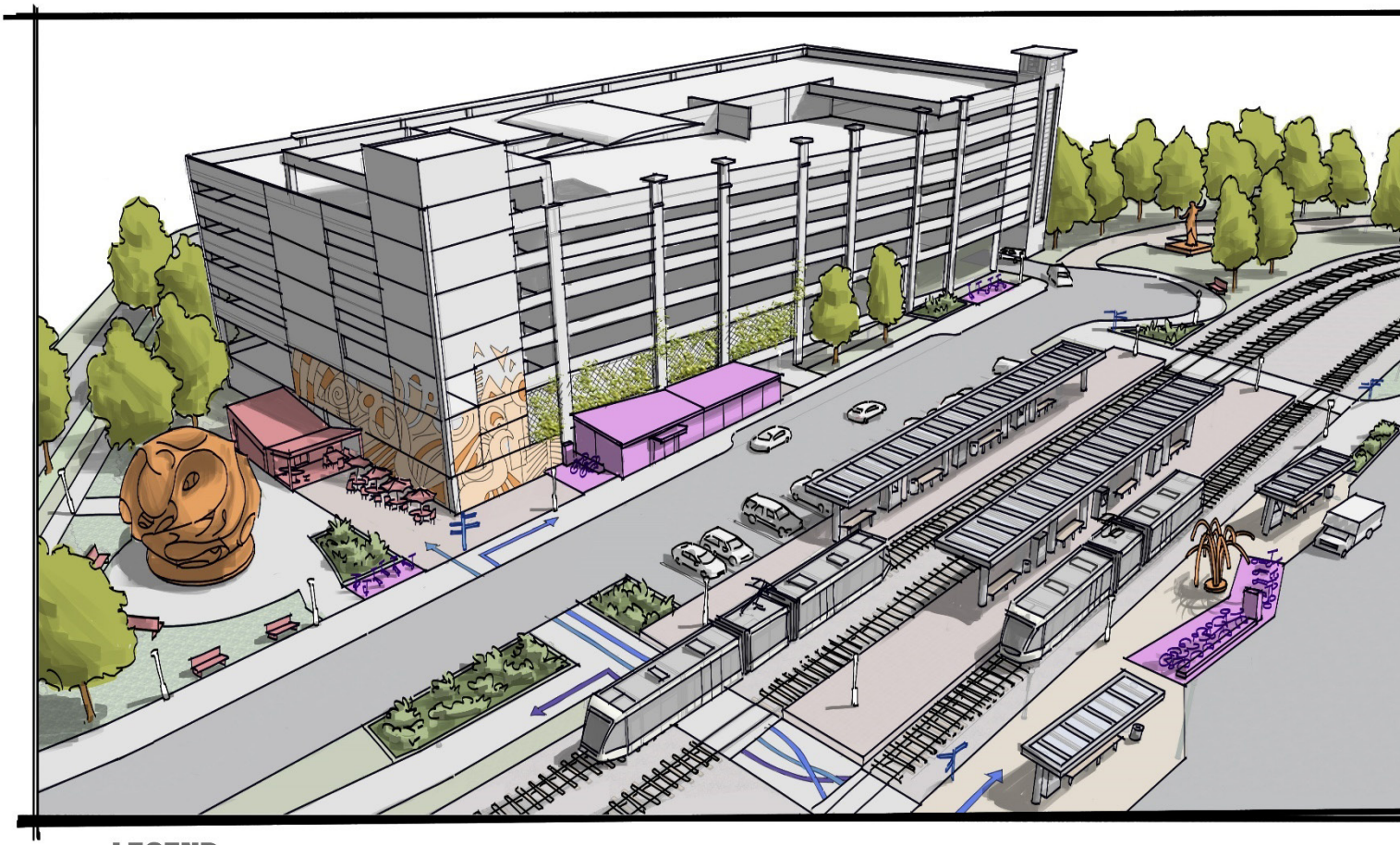
The Mobility Hub Toolkit identified the "kit of parts" for each hub typology. Elements were identified as vital, recommended, or optional and grouped under the following categories:

- Transit facilities
- Active transportation
- Placemaking
- Car-share and ride-share
- Wayfinding and information

## Design and Orientation Best Practices

After identifying the desired facilities, features, and design parameters for a site, the next step is to create a conceptual design for the mobility hub or establish priority investments for an existing site. This design outlines the layout, circulation, and mix of transportation options and is shaped by the local context, nearby transit services, and current and future land uses.

A clear conceptual design is essential for communicating the project vision to stakeholders, guiding implementation, and ensuring a cohesive hub experience. It should incorporate community and stakeholder feedback and demonstrate how the selected amenities fit together within the site's constraints, while reflecting the priorities of the hub typology. The following sections outline design and orientation best practices to guide development and configuration of mobility hub elements, ensuring they are safe, accessible, visible, and seamlessly integrated into the surrounding community and transportation network.



**LEGEND**

- Public Art & Placemaking
- Furnishings & Amenities
- Wayfinding Features
- Micromobility Staging & Secure Storage
- Stormwater Infrastructure

## PRINCIPLES OF USER-CENTERED DESIGN

User-centered design places the **needs, behaviors, and experiences of people** at the core of mobility hub planning and implementation. Applying these principles to the extent possible ensures hubs are intuitive, accessible, and engaging for all users, regardless of age, ability, or mode of travel.

- **Accessibility for All Users.** Mobility hubs should be **fully accessible to everyone**, meeting ADA standards and supporting a wide range of mobility needs, including walking, cycling, micromobility, transit, and ride-hailing. Going beyond minimum ADA standards, design should consider **physical, sensory, and cognitive accessibility**, with clear circulation paths, legible signage, and intuitive service interfaces that make navigating the hub easy and safe for all users.

- **Seamless Multimodal Connections**. Mobility hubs should enable **smooth, intuitive transfers between transit, micromobility, walking, and shared-vehicle services**. Amenities such as bike-share docks, scooter corrals, and pick-up/drop-off zones should be thoughtfully placed to minimize walking distances, reduce conflicts between modes, and create clear, direct circulation paths. Hubs should connect seamlessly to surrounding infrastructure—including sidewalks, plazas, protected bike lanes, and curb-priority zones—while providing wayfinding cues, covered pathways, and visibility of services.

- **Safety and Comfort.** Mobility hubs should be **safe, welcoming, and comfortable for everyone**. Design should provide ample natural light, well-planned lighting in the afternoons and evenings, shaded and weather-protected seating, and seasonal adjustments such as cooling fans or heating. Spaces should accommodate **people with disabilities, families, and children**, offering areas to rest or play, greenery, and active and quiet zones. Hubs should remain clean, orderly, and well-maintained, with accessible restrooms, regular waste collection, and noise management to the greatest extent possible. Staff and emergency resources should be visible, trained, and responsive, promoting **security and reassurance for all users**.

- **Clarity and Wayfinding.** Mobility hubs should offer **clear and consistent guidance for all users**, including those with visual, cognitive, or language-related needs. This includes legible maps, real-time information, consistent signage, and **visual or tactile cues** that make navigating the hub intuitive and safe for everyone, regardless of ability or familiarity with the area.

- **Community Relevance and Placemaking.** Mobility hubs should reflect the **local culture, character, and priorities** of the surrounding community. Incorporating public spaces, seating, greenery, and amenities that support social interaction helps create hubs that are not only functional but also welcoming, engaging, and connected to the community's identity.

- **Flexibility and Adaptability.** Mobility hubs should be designed to **evolve as travel patterns, mobility services, and user demand change.** Infrastructure should support incremental expansion, piloting, or reconfiguration of hub elements without disrupting the user experience.

## FRONTAGE DESIGN AND ACTIVATION

Well-designed frontages support seamless access, safety, and a vibrant public realm, while integrating transportation, land use, and community goals.

### Curb Management and Parking Strategies

Managing curb space is central to hub functionality. Historically used primarily for vehicle loading and parking, curbs at mobility hubs now accommodate passenger pick-up and drop-off, bike lanes, shared micromobility zones, parklets, and sidewalk extensions. Intentional curb management ensures these spaces optimize access and mobility while supporting local land use and travel demand objectives.

Parking and curb space at mobility hubs should be treated as flexible, high-value frontage rather than fixed storage for vehicles. Creative re-purposing of on-street parking and loading areas using low-cost, quick-build approaches such as paint, signage, and modular barriers can create space for mobility hub elements including micromobility parking, passenger pick-up and drop-off zones, curb extensions, seating, or parklets. Time-of-day management and shared curb zones can further align curb use with demand while supporting transit access and pedestrian safety, allowing agencies and jurisdictions to test configurations and incrementally reallocate curb space as travel patterns evolve.

### Coordination with Pedestrian and Bicycle Access

Frontage design should prioritize pedestrian and bicycle connectivity to and through the hub. Clear, protected paths, well-marked crosswalks, and connections to nearby sidewalks, plazas, and bike lanes encourage active travel while reducing conflicts with vehicles. Integrating these pathways into the hub layout ensures safe, direct, and intuitive circulation for all users.

### Visibility, Wayfinding, and Orientation

Wayfinding at mobility hubs should be user-centered and seamless, helping travelers of all ages, abilities, and familiarity levels navigate the hub and the surrounding neighborhood. A successful wayfinding system provides orientation, navigation, and information at the right moments throughout a journey. Hubs should aim to create a sense of arrival, guide users to services, facilitate transfers between modes, enhance first- and last-mile experiences, and highlight nearby amenities such as shops, parks, and civic facilities.

Wayfinding should consider the following elements:

- **Journey:** Design for natural paths and desire lines to match how users move through the hub.
- **Legibility:** Provide clear, simple, and uncluttered signage and maps for easy understanding.
- **Accessibility:** Ensure all signage, maps, and digital tools are usable by people of all abilities and languages.
- **Design:** Use consistent typography, color, and symbols; maintain readability across print and digital formats.
- **Consistency:** Keep signage and information standardized, updated, and monitored over time.

The following table identifies some of the user questions that should be considered when identifying what wayfinding is needed at different hubs and how that information could be provided.

Table 1: User Questions and Signage Guidance

| Wayfinding Information | Wayfinding Feature |
|---|---|
| How do I know I've arrived? | Hub identification signage at street level and visible from key approach points |
| What services are available and where are they? | Street-level kiosks and directional signs with maps; service-specific amenity markers |
| How do I get to/from the hub? | Street-level wayfinding signage showing ADA-accessible paths and connections; hub maps at entrances (if larger) |
| How do I confirm I'm at the right location? | Station or hub identification signage visible from entrances and key circulation points |
| Where is the correct platform or pick-up/drop-off location? | Platform or service-specific wayfinding signs; maps showing multimodal connections |
| What are the real-time schedules and fares? | Digital displays, mobile apps, or kiosk screens showing schedules, arrivals, and fare information |
| How do I reach the nearest exit to another transit or shared mobility service? | Hub maps with directories and highlighted pathways to exits and service connections |
| How do I navigate to the correct exit or next service? | Directional signage along circulation routes and at key decision points |

### Activation and Place-Making

Frontages should also activate public spaces around hubs to support community engagement and vibrancy. Incorporating seating, greenery, shading, lighting, and areas for food vendors or small-scale commerce encourages activity even among non-transit users. Thoughtful frontage design blends mobility functions with social and cultural uses, enhancing the hub's role as a welcoming, people-centered destination.

## INTEGRATION WITH DEVELOPMENT AND REDEVELOPMENT

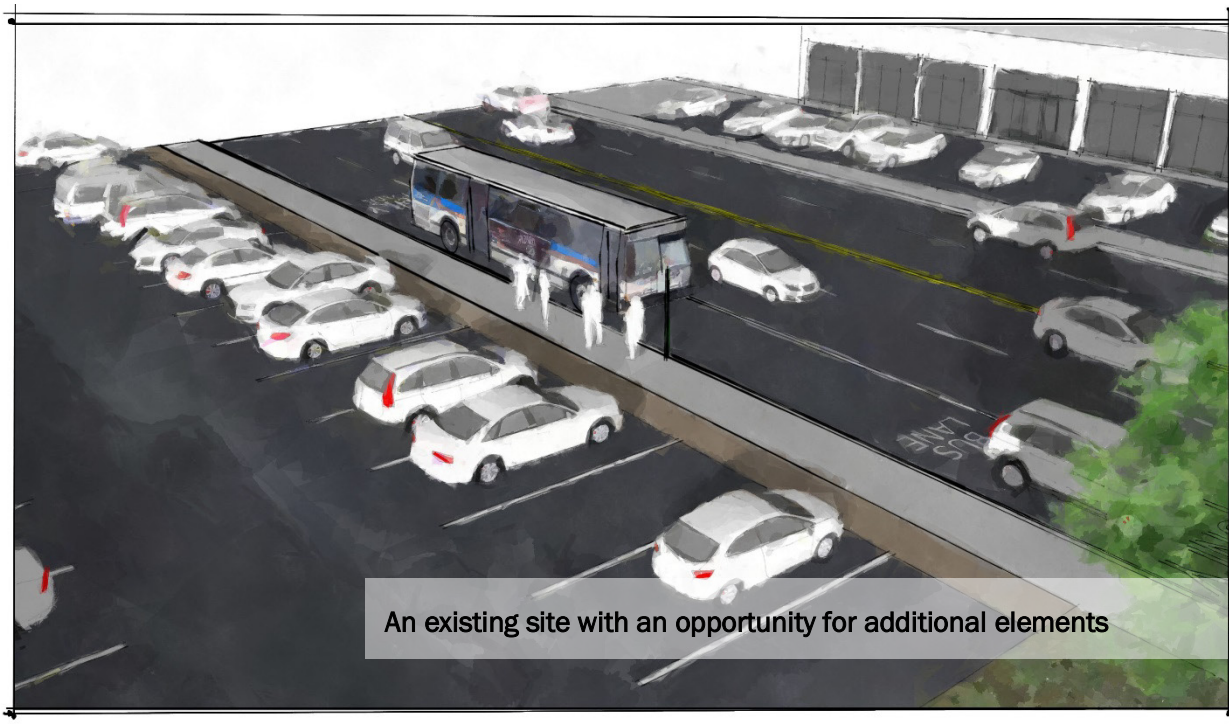
Mobility hubs are most effective when integrated seamlessly into the surrounding built environment. The following strategies provide guidance for incorporating hub features into new developments, redevelopment sites, and public spaces.

### Incorporating Hub Features into New Developments

- **Plan early:** Engage mobility planners during the site design phase to identify space for shared mobility pods, secure bike parking, EV chargers, and transit-priority areas.
- **Design for multimodal access:** Ensure sidewalks, bike lanes, and drop-off zones connect smoothly to building entrances.
- **Leverage development agreements:** Use voluntary or code-required agreements to secure space and funding for hub elements.
- **Integrate amenities into building programs:** Incorporate transit information kiosks, wayfinding, and public seating within lobbies or open spaces to enhance user experience.
- **Flexible design:** Anticipate future growth in transit demand or mobility services by providing adaptable infrastructure.

### Incorporating Hub Features into Redevelopment Sites and Existing Transit Locations

- **Identify underused or leftover space:** Convert surface parking, plazas, or underutilized lots into mobility hub areas.
- **Retrofit existing transit facilities:** Upgrade stations with secure bike parking, micromobility corrals, and passenger waiting amenities.
- **Phased implementation:** Start with pilot elements to test demand before investing in permanent infrastructure.
- **Coordinate with adjacent land uses:** Align hub upgrades with commercial, residential, or civic improvements to maximize community benefits.



An existing site with an opportunity for additional elements

Placement within or Adjacent to Buildings

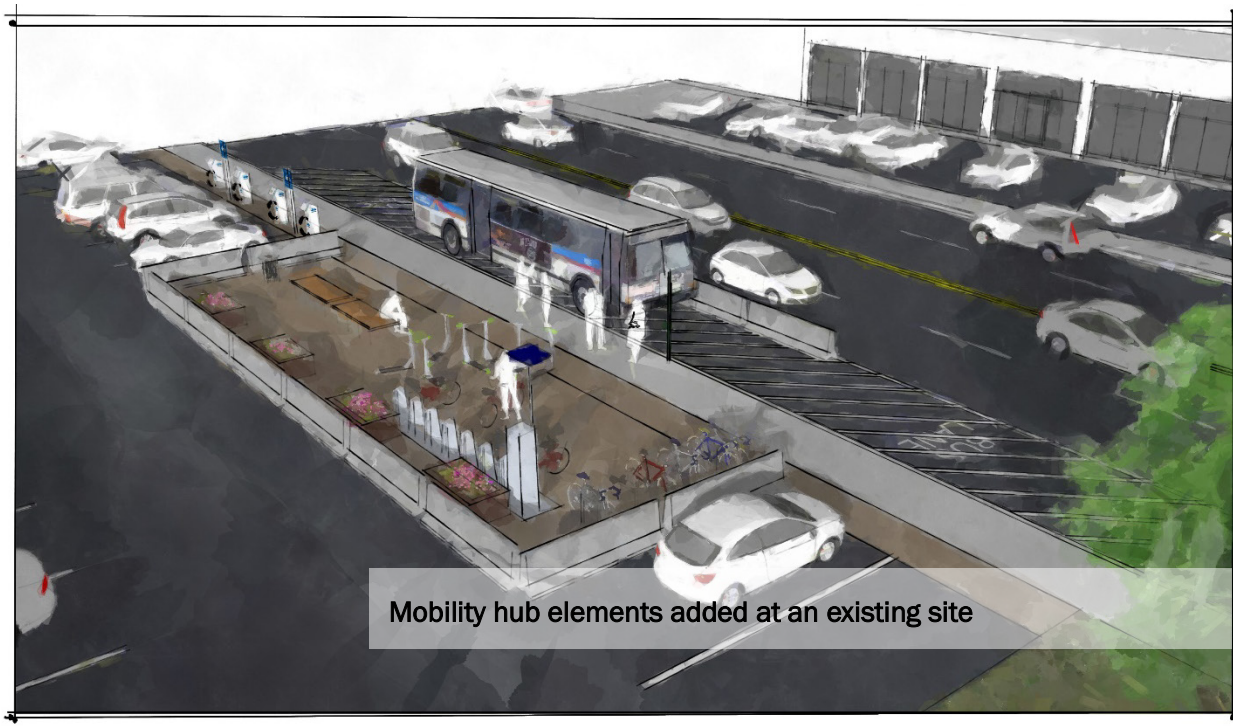
- **Co-locate with high-traffic entrances:** Place bike racks, micromobility docks, and pick-up/drop-off zones near main building access points.
- **Indoor integration when feasible:** Incorporate bike parking, lockers, and information kiosks inside lobbies or atriums for safety and weather protection.
- **Visibility and wayfinding:** Ensure hub amenities are clearly signed from building entrances and streets to guide users.

Placement within or Adjacent to Plazas

- **Activate public space:** Use hub elements to enhance the plaza as a community gathering place, incorporating seating, lighting, and landscape improvements.
- **Flexible and modular design:** Allow mobility elements to shift within the plaza to accommodate events or changing demand.
- **Safety and circulation:** Separate active modes (bikes, scooters) from pedestrian areas while maintaining easy access to transit stops.

Placement within or Adjacent to Streetscapes

- **Prioritize access and visibility:** Locate bike-share, micromobility, and drop-off zones along primary pedestrian routes and near transit stops.
- **Curb management strategies:** Allocate curb space for mobility uses without impeding vehicle flow; consider queue jumps or transit-priority lanes.
- **Connect infrastructure:** Ensure seamless links to nearby sidewalks, crosswalks, bike lanes, and greenways.
- **Context-sensitive design:** Scale elements to fit street width, traffic volume, and surrounding land uses while maintaining a safe, welcoming environment.



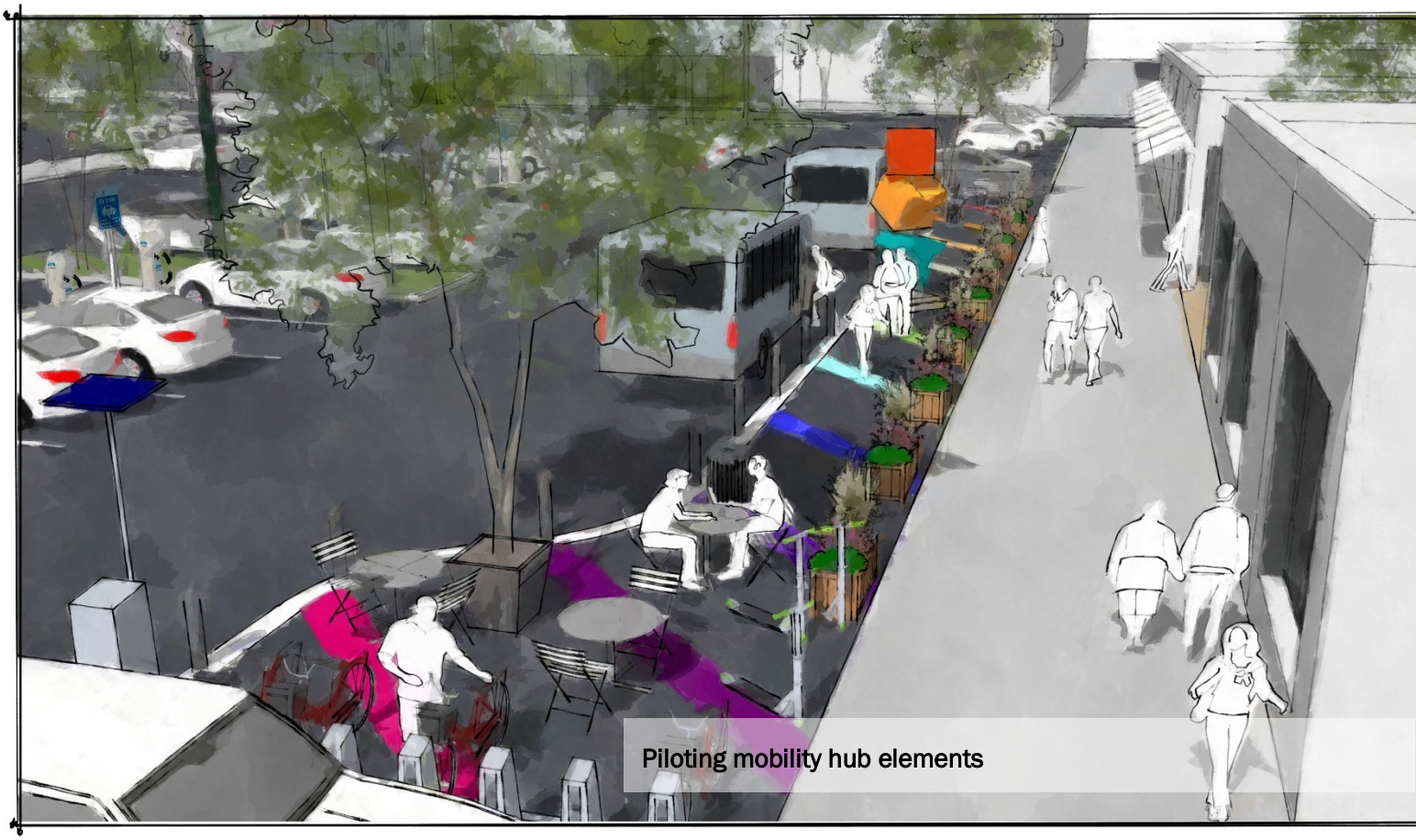
Mobility hub elements added at an existing site

## Implementation Strategies

Developing a fully realized mobility hub is rarely a one-time effort. Most hubs evolve over months or years as funding, partnerships, redevelopment projects, and community priorities align. While Metro provides regional guidance to maintain a consistent user experience, every hub will look a little different, varying in scale, layout, services, and the pace of delivery. Implementation is often incremental, and some amenities may arrive in phases before the hub is complete. The following approaches describe the flexible pathways to bring a mobility hub from concept to reality.

### PILOT AND TEST

Launching small, short-term projects is an effective way to experiment with new hub features and build community support. Pilots can also take advantage of vacant parcels or underused spaces awaiting redevelopment. Temporary bike-valet services, pop-up micromobility parking, interim wayfinding signs, or curbside pick-up zones can demonstrate the value of hub elements and allow for user feedback before committing to long-term investments, particularly in higher-activity or urban contexts. In other settings, pilot projects can creatively re-use vacant parcels, parking lots, or other underutilized paved areas to introduce seating, temporary bike parking, street art, community programming, or small-scale public space improvements that activate the site and test new functions. Regional examples include the Go By Bike and OHSU bike valet partnership, which began as a pilot using impermanent infrastructure, and pop-up events at Orenco Station's Jerry Willey Plaza, such as Yoga on the Platform, which help reimagine how mobility hub spaces can support community life.



Piloting mobility hub elements

## RETROFIT EXISTING SITES

Many transit stations, park-and-ride lots, and other community sites can be upgraded to function as mobility hubs. Retrofitting might involve adding secure bike parking, electric vehicle charging, shared mobility pods, or improved pedestrian and bicycle connections. These projects typically require longer lead times and coordination with local capital plans or grant funding. Existing sites will also want to be carefully considered for their future potential as mobility hubs. In many cases, local partners may be interested in mobility hubs but need support understanding how to retrofit sites—particularly where surrounding development has not materialized as originally planned. In these contexts, successful retrofit efforts typically follow a phased, flexible approach:

- **Start with low-cost, high-impact improvements.** Enhance wayfinding, create dedicated curb space for pickups/drop-offs, add temporary micromobility parking, or introduce modular "hub elements" that can move or expand over time.
- **Use pilot projects to test demand.** Short-term installations—paint-and-post bike lanes, temporary shelters, or pop-up mobility stations—allow agencies to observe real-world use and adjust before investing in larger capital improvements.
- **Leverage partnerships.** Local jurisdictions, transportation management associations, developers, and shared-mobility providers often supply equipment, sponsorship, or operational support that reduces capital costs.
- **Plan for incremental builds.** When major development is delayed, mobility hub amenities can be introduced in stages so the site remains functional and ready for future growth.

### Examples of Retrofit-Focused Mobility Hub Work

Several cities have implemented mobility hubs in conditions where development around selected hub and station areas has been slower, uncertain, or evolving:

- **Minneapolis–St. Paul (Metro Transit)** retrofitted existing transit centers with micromobility parking, EV charging, enhanced lighting, and wayfinding—phasing improvements over multiple years as adjacent development gradually emerged.
- **San Diego (SANDAG Mobility Hubs Pilot)** used modular elements like branded signage, on-street micromobility corrals, and curb-management treatments at existing transit stops, testing locations before committing to larger infrastructure.
- **Seattle/King County Metro** integrated bike parking, secure lockers, and flexible pickup/drop-off zones into older park-and-ride facilities, enabling hubs to function even where transit-oriented development had stalled.
- **Denver RTD** added micromobility docks, improved pedestrian access, and mobility information displays at established stations without waiting for surrounding redevelopment, helping build ridership and support for future land-use investment.
- **Boulder (CU Boulder East Campus Mobility Hub)** implemented a hub at a site previously dominated by surface parking, layering improvements (bus boarding enhancements, protected bike connections, shuttle integration) incrementally as campus development progressed.

### INTEGRATE WITH NEW DEVELOPMENT

New construction and major redevelopment projects present prime opportunities to embed mobility hub features from the outset. Through development agreements or code requirements, jurisdictions can secure space and financing for amenities such as real-time information displays, shared-mobility hubs, enhanced streetscapes, or community gathering areas. Early coordination with developers, staff, and community members allows hub elements to be tailored to the site and surrounding land uses.

### INFILL AND ADAPT

Not every hub requires a large, single parcel. Communities can introduce mobility hub components into smaller or overlooked spaces—vacant lots, curb extensions, or "leftover" parcels near a primary transit stop. In dispersed hub areas, these peripheral spaces can host bike or scooter parking, car-share vehicles, or additional wayfinding elements that knit the hub together.

### COMPREHENSIVE BUILD-OUT

In some cases, a mobility hub can be planned and constructed as a complete facility from the start—often as part of a major transit investment or corridor project. A full build allows partners to design and deliver the complete suite of hub amenities in one coordinated effort, creating a seamless, high-capacity connection point on day one.

Building out elements at an existing site

## Alignment with Regulatory Processes

For mobility hubs to be planned, permitted, and operated effectively, city and county regulatory frameworks must work hand-in-hand with regional goals. Aligning these processes ensures that hub projects move smoothly from concept to construction and remain easy to manage over the long term. The following recommendations outline key steps local jurisdictions can take.

- **Integrate Mobility Hub Standards into Local Codes.** Update zoning codes, design guidelines, and transportation plans to include requirements for multimodal access, curb management, and shared-mobility amenities like bus stops. Embedding these standards early gives developers and agencies clear expectations and avoids case-by-case negotiations.

- **Streamline Permitting and Approvals.** Create bundled or expedited permits for common hub components—such as bike and scooter corrals and racks, EV chargers, and real-time information kiosks. A simplified process reduces costs and shortens timelines for both public agencies and private partners.

- **Coordinate Across Departments.** Establish interdepartmental review teams (e.g., planning, transportation, public works, and building) to ensure consistent criteria and a single point of contact. Early coordination prevents conflicting requirements and accelerates decision making.

- **Incentivize Private Development.** Offer incentives such as density bonuses, parking-minimum reductions, or fee waivers for projects that incorporate hub amenities like secure bike parking, shared-mobility pods, or public plazas. Incentives encourage developers to integrate hub features during design and construction.

- **Plan for Long-Term Operations.** Include maintenance responsibilities, insurance requirements, and performance standards in permits or development agreements. Clear operational expectations protect service quality and reduce the risk of future gaps in management.

### Models in Other Communities

**San Diego's Mobility Hub Implementation Blueprint:** Integrates multimodal standards directly into zoning and development codes.

**Seattle's Street Use Permit System:** Provides a single online application for bike-share docks, curb uses, and transit-priority treatments, cutting review times.

**Los Angeles' Mobility Hub Pilot Program:** Uses an interdepartmental working group to align planning, transportation, and public works requirements.

**Vancouver, B.C.'s TOD Incentives:** Offers density bonuses and reduced parking minimums for developments that include mobility hub amenities.

**San Francisco's Shared Spaces Program:** Embeds maintenance and insurance requirements into permits to ensure long-term operations.

Signage and shade at a bus stop in Los Angeles. Image: Tranzito

## Operations and Management

Effective operations and management are critical to the success of a mobility hub. How a hub is governed, staffed, maintained, and monitored directly shapes user experience, safety, accessibility, and the ability to meet regional mobility and equity goals. Multiple agencies, partners, and stakeholders must coordinate to manage pre- and post-implementation activities, clarify responsibilities, and ensure consistent performance across hub networks.

This section covers three key, interrelated areas that are repeated throughout governance and operational guidance: (1) **establishing clear management structures and responsibilities**; (2) **coordinating operations and demand management**; and (3) **ensuring ongoing maintenance, stewardship, and year-round functionality**.

### GOVERNANCE AND OPERATING MODEL CONSIDERATIONS

Successfully planning, implementing, and managing a mobility hub requires coordination among multiple agencies, partners, and community stakeholders. Governance structures vary depending on the scale of the hub network, policy objectives, funding, and local partnerships. Agencies should determine responsibilities for pre- and post-implementation activities, recognizing that no single model fits every location.

**Examples of Operations and Management Partnership Models**

**Smart Mobility Hubs Program and Operations & Maintenance Plan**, led by the City of Columbus, Ohio (Smart Columbus)

**Move PGH / Pittsburgh Mobility Collective Pilot**, led by City of Pittsburgh Department of Mobility & Infrastructure (DOMI), with NUMO

**Bay Area Mobility Hub Pilot Projects and Implementation Playbook**, led by the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG)

**Downtown San José Mobility Hubs Program**, led by City of San José Department of Transportation

### Public Space Stewardship

Hub features located on transit-owned properties or within public rights-of-way may be managed by the agency responsible for that property. Small-scale or single-property hubs may be managed by a single entity, while larger or dispersed hubs often require collaborative management structures. Options include non-profits, improvement districts, community-led organizations, and private sponsorships that provide routine maintenance, programming, wayfinding, and customer support.

### Improvement Districts and Management Corporations

Non-profit organizations or management corporations can deliver place-based services, including light capital improvements, landscaping, public space cleaning, customer service, wayfinding, and branding. These organizations can be funded through assessments, dues, or contributions and provide a model for long-term, community-oriented hub management.

### Transportation Management Associations (TMAs)

TMAs coordinate mobility programs and access improvements for employers, business districts, and local governments. In the Metro region, TMAs can support hub operations by managing vendor agreements, maintaining infrastructure, and tracking performance, while promoting integrated connections across transit and shared mobility services.

### Concession Models

Revenue-generating concession agreements, such as those tied to street furniture or advertising, can fund hub infrastructure, maintenance, and amenities. Concessionaires may be responsible for cleaning, public space management, and operating digital displays, providing a sustainable funding and service delivery mechanism.

### Community-Led Operations

Community-based organizations or local leaders can oversee ongoing hub maintenance and programming, offering local employment or volunteer opportunities. Agreements should be formalized through MOUs or other legal frameworks to define responsibilities, service levels, and funding arrangements.

### Formalizing Agreements

Implementation partners can formalize roles and expectations through MOUs, MOAs, or procurement contracts. These mechanisms clarify responsibilities for operations, maintenance, technology, data sharing, and funding. Options include RFPs, RFIs/RFQs, on-call contracts, and direct selection for specialized expertise. Clear agreements ensure accountability and enable consistent, high-quality management of mobility hubs.

## MANAGING THE MOBILITY HUB

How a hub is operated shapes user experience, access, and overall outcomes. Well-managed hubs integrate services seamlessly into the public realm, create safe and welcoming spaces, and are supported by clear operational plans, staffing, partnerships, digital tools, and demand management strategies.

### Foundation of Demand Management

Providing mobility services, improved transfers, or real-time information alone will not shift travel behavior. Without thoughtful parking, curb, and travel demand management (TDM) strategies, driving may remain the most convenient option. Metro encourages implementation partners to embed TDM measures, pricing, and access management policies alongside hub investments. Coordinating with transit-oriented development (TOD) strategies and land use planning can help advance multimodal travel, equity, and sustainable mobility outcomes.

### Integrating Private Mobility Services

Private shared mobility services—including micromobility, car share, and ride-hailing—are an important part of the mobility ecosystem. Integration at hubs requires partnerships, digital policies, incentives, and coordinated access. Different service types may operate under city, state, or private regulations, so strategies must adapt accordingly. A service integration plan identifies dedicated spaces for loading, parking, and operations of private services, reflecting the hub's access hierarchy and ensuring safe circulation. Hub managers should also plan for service staff ingress and egress to avoid conflicts with other users.

### Incentives and Performance Management

Metro encourages clear service-level expectations, agreements, and data-sharing requirements for private providers. Incentives—such as subsidies, reduced permit fees, or priority access to key boarding areas—can encourage compliance. Performance metrics should be monitored regularly to ensure operational objectives are met. Where services are unregulated, partnerships or memoranda of understanding (MOUs) can facilitate data collection. Implementation partners can reference models such as SFCTA's Emerging Mobility Pilot Strategy for guidance.

### Digital Policy and Operational Zones

Digital tools are increasingly used to manage hub operations and curb access. Digital policies—including geofences, designated drop-off zones, speed throttling, no-parking areas, and equity-focused service zones—help maintain organization, guide user behavior, and enhance safety. Platforms like the Mobility Data Specification (MDS) allow hubs to track usage, communicate rules to providers, and enforce operational policies. Metro recommends testing and refining digital policies to align with local objectives and hub typology.

### Staffing and Resources

Adequate staffing is essential for delivering, monitoring, and maintaining hubs. Depending on scale, responsibilities may be centralized within a single agency or distributed across partners. Staff support includes operations, enforcement, customer assistance, and data management. Automated tools can streamline compliance, freeing staff for engagement and performance monitoring. Sufficient human resources ensure hubs remain safe, efficient, and responsive over their full lifecycle.

## MAINTENANCE AND STEWARDSHIP CONSIDERATIONS

Multiple stakeholders including transit agencies, cities, utility providers, private mobility operators, and community members play a role in maintaining safe, reliable, and welcoming hub environments. Clear protocols defining responsibilities, coordination, and conflict resolution between partners are critical to ensuring smooth operations and consistent user experiences.

### Maintenance Planning and Budgeting

A formal Maintenance Plan should be developed for each hub prior to construction or installation. The plan identifies maintenance needs, responsible parties, and schedules for all hub elements, including sidewalks, transit shelters, shared mobility infrastructure, signage, lighting, landscaping, and other amenities. It's recommended that a maintenance budget is identified based on life-cycle cost analysis to ensure preventive care and long-term durability.

### User-initiated Reporting

Hub users are often the first to notice maintenance issues or hazards. A user-friendly reporting system—accessible via app, phone, online portal, or QR codes integrated into the hub—enables timely communication and response. Promoting the system through signage and community outreach reinforces stewardship and encourages public participation in hub upkeep.

### Year-Round Functionality

Mobility hubs must remain accessible and inviting in all seasons. Hub design and maintenance should address climate conditions, providing wind protection, weather-appropriate shelter, seating, lighting, and visual interest year-round. Infrastructure should support safe, comfortable use even during extreme weather.

### Snow and Ice Management

While snow and ice are infrequent winter events in the region, hubs should be priority locations for snow and ice removal. Clearing sidewalks, curb ramps, bike lanes, and connecting pathways ensures safe access for pedestrians, cyclists, and people using mobility devices. Snow should not be stored on pedestrian or bicycle facilities to maintain accessibility.

### Accessibility and Safety

All maintenance activities should uphold Metro's commitment to equity, inclusivity, and accessibility. Sidewalks, ramps, and pathways must remain passable for seniors, people with disabilities, and other vulnerable populations. Consistent upkeep enhances safety, comfort, and overall hub usability.

## Funding Opportunities

Implementing and sustaining mobility hubs requires strategic use of funding from a variety of sources. Funding and grant opportunities can vary over time based on federal, state, and local priorities, program availability, and budget cycles. This section highlights potential funding pathways and considerations for mobility hubs, providing guidance for leveraging public and private resources, combining multiple funding streams, and aligning investments with broader transportation, land use, and equity goals. While not exhaustive, the examples and approaches presented here can help guide implementation partners in identifying and securing financial support for both initial hub development and long-term operations.

Securing funding for mobility hubs in the Metro region requires navigating a complex landscape of local, state, and federal resources. The availability of these funding opportunities can vary based on factors such as project scope, geographic location, and alignment with specific program objectives. Below is a brief overview of potential funding sources.

### LOCAL FUNDING OPPORTUNITIES

Metro's Regional Flexible Funding Allocation: Metro administers federal funds for transportation investments, including sidewalks, trails, and roadways. In August 2025, the Metro Council approved nearly a quarter billion dollars for the 2028–30 funding cycle Oregon Metro. These funds can support mobility hub infrastructure projects.

Regional Travel Options (RTO) Program: Metro's RTO program funds transportation demand management strategies to increase the use of travel options, reduce pollution, and improve mobility. For instance, in June 2024, the Lloyd EcoDistrict received a $72,566 Innovation grant to develop a resilience and mobility hub plan at Holladay Park.

Community Vitality and Economic Opportunity Grant Pilot Program: Multnomah County offers grants to support community-driven projects.

### STATE FUNDING OPPORTUNITIES

Innovative Mobility Program (IMP): Administered by the Oregon Department of Transportation (ODOT), the IMP offers grants to improve access to public and active transportation, particularly in historically underserved communities. The program supports studies, pilot projects, and minor infrastructure improvements, including mobility hubs. Note that plans for future solicitations are temporarily paused due to agency staffing changes.

Transportation Growth Management (TGM) Program: ODOT's TGM program provides grants for planning and implementation of transportation and land use projects.

Statewide Transportation Improvement Fund (STIF): ODOT administers STIF funds to support public transportation services. Grants can be used for service operations, including those that enhance mobility hub connectivity.

## FEDERAL FUNDING OPPORTUNITIES

While federal grants such as those under the Bipartisan Infrastructure Law and FTA programs have supported mobility hub projects in the past, current federal funding opportunities are limited; however, Metro intends this toolkit to serve as a long-term resource to help partners act quickly when future federal funds become available.

**Bipartisan Infrastructure Law (BIL)**: The BIL provides funding for various transportation projects, including those that support mobility hubs. ODOT's Innovative Mobility Program, funded in part by the BIL, supports projects that align with its objectives.

**Federal Transit Administration (FTA) Grants**: The FTA offers various funding programs that can support mobility hub projects, such as the Section 5310 program for enhanced mobility of seniors and individuals with disabilities. These funds can be used for infrastructure improvements at mobility hubs.

**Communities Taking Charge Accelerator**: Administered by the U.S. Department of Energy's Joint Office of Energy and Transportation, this program offers funding to expand transportation options and improve energy resilience. In 2024, Portland was awarded a $2 million grant to pilot e-mobility hubs.

### Considerations for Securing Funding

**Alignment with Program Objectives**: Ensure that the project aligns with the specific goals of the funding program, such as improving equity, reducing greenhouse gas emissions, or enhancing transportation options.

**Partnerships and Collaboration**: Collaborate with local agencies, nonprofits, and community organizations to strengthen the application and demonstrate broad support for the project.

**Matching Funds**: Some funding programs require matching funds. Identify potential sources for these funds, such as local government contributions or private sector investments.

**Project Readiness**: Develop a clear project plan with defined goals, timelines, and budgets to demonstrate readiness and feasibility.

### Key Performance Indicators and Metrics

Key Performance Indicators (KPIs) track how well each mobility hub—and the regional network—meets core policy goals and community needs. Collected before installation and at regular intervals afterward, KPIs reveal progress, highlight areas for improvement, and allow comparison across different hub types and locations. Metrics should reflect local priorities and problem statements, combining quantitative data (e.g., ridership, trip patterns) and qualitative feedback (e.g., user experience) to capture both mobility and broader community outcomes.

KPIs that could be considered by agencies include:

- # of daily transit boardings and alightings
- # of new transit transfers at hubs
- # of average daily and peak microtransit and shuttle boardings and alightings
- # of bike share, scooter share, and car share trip starts and ends at mobility hub (average daily, monthly, and annual)
- Bike share, scooter share, and car share average trip distance/trip duration for trips starting or ending at the mobility hub
- Customer satisfaction score

## Measuring Performance

Neighborhood conditions, travel patterns, and community needs will change over time. To keep mobility hubs effective and responsive, Metro and its partners should monitor performance, maintain amenities, and adjust hub design on a regular basis. Performance measurement links hub features and operations to the region's equity, climate, and mobility goals, ensuring that each hub continues to meet local and regional objectives. Regular evaluation shows whether the right mix of services and amenities is in place and when adjustments—or expansions—are needed. Tracking both regional outcomes (like mode shift and emissions reductions) and site-specific outcomes (such as user experience and access) helps identify which hub elements have the greatest impact under different conditions.

Example Checklist for Making Hub Elements Permanent

The following criteria can be used as examples when determining whether pilot projects should be transitioned into permanent investments.

1. Goals and Purpose
   - The hub clearly meets the original objectives set for the pilot.
   - Goals are measurable and progress can be tracked.
   - Stakeholders agree the hub adds value and fulfills its purpose.
2. User Engagement
   - Users access and use the hub regularly.
   - Usage trends are stable or increasing.
   - User feedback is positive and shows the hub meets their needs.
3. Outcomes and Effectiveness
   - The hub produces measurable benefits or results for users.
   - Key performance indicators are being met or exceeded.
   - Data shows the hub improves efficiency, access, or satisfaction.
4. Operations and Staffing
   - Staff roles and responsibilities are clear and sustainable.
   - Processes and workflows run smoothly.
   - Resources such as technology, staff, and funding are adequate.
5. Scalability and Sustainability
   - The hub can handle growth in users or services.
   - Long-term funding and resources are realistic.
   - Plans exist to maintain and improve the hub over time.
6. Risk and Compliance
   - The hub meets legal, regulatory, and policy requirements.
   - Risks are identified with strategies in place to manage them.
7. Stakeholder Support
   - Leadership and key partners support permanent investment.
   - Community and user support is strong.

- **Establish Clear Metrics.** Set key performance indicators (KPIs) before installation and revisit them regularly. Metrics should mix quantitative data (ridership counts, trip origins and destinations, multimodal volumes, repeat-user rates) and qualitative feedback (surveys, intercept interviews, public-life observations). Metrics can vary by hub typology to match local priorities.

- **Build a Shared Data Platform.** Create a regional dashboard where Metro and local partners can upload and visualize hub data. This supports transparency, joint decision-making, and a consistent approach to reporting.

- **Secure Data from Private Operators.** Require data sharing in permits or agreements with micromobility, carshare, and other private providers. When necessary, use memoranda of understanding (MOUs) to access anonymized trip data, formatted using standards such as the Mobility Data Specification (MDS).

- **Utilize Public Life Data.** Adopt tools like the Public Life Data Protocol to track how people move through and use hub spaces, including demographic patterns and activity levels. Combine this with intercept surveys to capture community perceptions and guide refinements.

- **Set Review Cycles and Thresholds.** Collect and analyze KPIs at least annually, with quarterly checks for fast-moving pilots. Use three-month surveys to catch early design issues and twelve-month reviews to track broader behavior changes. Establish thresholds for when a hub should transition from pilot to permanent investment or when elements need redesign.

**Example Checklist for Hub Redesign**

The following criteria can be used as examples when determining whether a hub or hub elements should be redesigned.

**1. Goals and Outcomes**

- The hub is not meeting its original objectives or KPIs.
- Data shows outcomes are weak or declining.
- New or unmet needs have emerged that the hub cannot address.

**2. User Experience and Engagement**

- Users report usability, accessibility, or satisfaction problems.
- Adoption or usage is low or inconsistent.
- Feedback highlights barriers preventing effective use.

**3. Operations and Resources**

- Processes are inefficient or difficult to maintain.
- Staff roles are unclear or workload is unsustainable.
- Technology, tools, or resources are outdated or insufficient.

**4. Scalability and Sustainability Issues**

- The hub cannot handle growth without major issues.
- Funding or resources are uncertain or inadequate for long-term operation.

**5. Risk or Compliance Gaps**

- There are legal, safety, or policy concerns that are unresolved.
- Risk mitigation is insufficient or missing.

**6. Opportunity for Improvement**

- Redesign could meaningfully improve outcomes, efficiency, or user experience.
- There is evidence or examples of better approaches from other hubs or programs.

DRAFT Exhibit B
May 22, 2026

# Moving Forward the CCT Study Recommendations

This document summarizes proposed updates to be included in the 2028 Regional Transportation Plan (RTP), which were developed concurrently with the Community Connector Transit Study. The updates seek to align definitions, update policy to reflect the CCT study findings and recommendations and identify future work to be completed following the 2028 RTP update.

**Regional Transportation Plan update (2026-2028)**

- Make the following updates in **RTP Chapter 3**:
    - Revise the **Transit System Vision Concept** image and explanatory text to describe the role for CCT in supporting the 2040 Growth Concept by expanding the reach of the high capacity transit network to low-density areas with key destinations, industrial employment, and parks.
    - Revise the **Transit Network Vision Map** to replace the outdated community/jobs connectors with the CCT opportunity areas and add new planned and implemented local CCT services.
    - Update the Transit Spectrum graphic in **Transit Policy 1** to describe how community connectors function as another tool in the transit toolbox.
    - Revise the narrative in **Transit Policy 2** to note other equity considerations for technology like transit planning and scheduling applications.
    - Consider either revising the language and/or narrative about local transit in **Transit Policy 5** or creating a separate local transit policy to better describe the benefits of community connectors and how they can grow the market for fixed route service, but also when they are the most viable tools. Include the guidance graphic.
    - Update the Regional Transit Access Priorities graphic in **Transit Policy 9** to the new more legible version and add language about the role of mobility hubs. Add the Mobility Hub map.
    - Update language in **Transit Policy 10** to better describe how and under what conditions microtransit can provide better service at lower cost.
- Make the following updates to **RTP Chapter 4:**
    - reflect lessons learned and changing trends since 2023, including the current service and funding environment for both regional and local transit.
    - Add the CCT opportunity areas to Figure 4.3 Regional Transit Network Gaps.
    - Update existing shuttle routes in the base year scenario used in the analysis.
- Consider opportunities to include community connector investments in RTP **Chapter 6** and the **Appendix A and B** project lists , such as more focused buckets of funding where feasible.

- Update **Chapter 8** to describe additional data, tools, study and/or implementation work (collaboratively identified with regional partners) that is needed following adoption of the 2028 RTP to continue efforts to implement CCT in the region.
- Update **RTP Appendix V** to highlight the CCT and other first/last mile opportunities within each mobility corridor and documenting which corridors are most ripe for transit investment based on the outcomes of the readiness assessment.
- Update the **Glossary** to define key CCT terms.

**Regional Transit Strategy update (post 2028)**
Following the 2028 Regional Transportation Plan update, integrate CCT in the next update to the Regional Transit Strategy as described below:

- Update **Chapter 1** to describe recent transit development and service planning efforts by regional and local transit providers.
- Update **Chapter 2** to describe CCT providers and include existing shuttles in network maps.
- Update **Chapter 3** to reflect even more details about CCT lessons learned and changing transit trends than reflected in the 2028 RTP.
- Update **Chapter 4** policies consistent with the 2028 RTP.
- Update **Chapter 5** strategies and actions to include the CCT recommendations.
- Update **Chapter 6** with CCT improvements consistent with the 2028 RTP.
- Update **Chapter 7** to add CCT performance measures in the discussion of transit productivity and include CCT readiness considerations.
- Update **Chapter 8** with funding information from the CCT governance strategy, new resources from the Regional Travel Options Program, more recent transit service plans and current transit projects underway, and mobility corridor transit improvements consistent with the 2028 RTP. Consider broadening "HCT needs not addressed" to envisioned transit improvements including CCT opportunities and next steps to include key near-term CCT, and other transit, actions.
- Update the **Glossary** to define key CCT terms consistent with the 2028 RTP.

Additional updates to the Regional Transit Strategy may be identified through the 2028 RTP update.

***Metro Grant Guidance***
*Update guidance on eligible mobility hub elements for:*

- *RTO Grants (2027)*
- *TSMO Grants (2028)*

**STAFF REPORT:** IN CONSIDERATION OF RESOLUTION NO. 26-5588 ACCEPTING THE FINDINGS AND RECOMMENDATIONS IN THE COMMUNITY CONNECTOR TRANSIT STUDY AS UPDATES TO THE 2028 REGIONAL TRANSPORTATION PLAN, CLIMATE SMART STRATEGY, AND REGIONAL TRANSIT STRATEGY

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Date: July 21, 2026
Department: Planning, Development and Research
Meeting Date: July 28, 2026
Prepared by: Ally Holmqvist, Senior Transportation Planner

Presenters: Ted Leybold (he/him), Transportation Policy Director
Ally Holmqvist (she/her), Senior Transportation Planner

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**ISSUE STATEMENT**

Trains, buses, shuttles and other options are all important and work together as a larger system to serve the diverse transportation needs of the Portland region, helping people get where they need to go. In conversations during the 2023 Regional Transportation Plan (RTP) update, policymakers, partners, and community members expressed concern about areas of the region that still lack access to the regional transit network today and even in the future, but where opportunities may exist to connect to jobs and other essential destinations. We must continue improving transit's accessibility, service, reliability, and reach to continue to strive to become the region we've envisioned.

Community connector transit can unlock more transportation access in the region and make transportation more equitable. This type of transit includes smaller, more nimble modes like shuttles, para-transit, microtransit, vanpools and other last mile transportation services that are not local fixed route bus service. It often is more flexible than a bus – from going off-route to pick up or drop off riders to being by-request whenever needed (like Uber or Lyft). This flexibility can also help people travel to light rail or frequent bus routes that may stop a mile or more away from their home or destination.

A strong foundation of recent regional work, coupled with the suite of local planning efforts by agency partners, set the stage to assess potential solutions for improving community connections to essential destinations and existing and planned frequent transit within the network. Regional momentum around community connector transit has remained strong even within a challenging environment for transit both regionally and nationally. Washington County launched and is now looking to expand greater Portland's first microtransit service (south of the Columbia River) and Clackamas County is preparing to update its Transit Development Plan to identify more potential future shuttle routes.

The Community Connector Transit (CCT) Study brought together greater Portland partners, business representatives and community members to explore opportunities for investing in a local transit system that serves everyone. It determined the role this type of transit can play in providing a service coverage solution as part of the local element of the

regional transit vision and identifies recommendations for how partners can work together toward successfully achieving that vision in support of regional goals.

**ACTION REQUESTED**
Approve Resolution No. 26-5588, for the purpose of accepting the findings and recommendations in the Community Connector Transit Study (Exhibit A) as updates to the 2028 Regional Transportation Plan, Climate Smart Strategy, and Regional Transit Strategy (Exhibit B).

**POLICY OPTIONS FOR COUNCIL TO CONSIDER**
1. Approve Resolution No. 26-5588 as recommended by JPACT and MPAC.
2. Do not recommend approval of Resolution No. 26-5588, and refer back to JPACT.

**RECOMMENDED ACTION**
Staff recommends Metro Council approve Resolution No. 26-5588 as recommended by JPACT and MPAC.

**ANTICIPATED EFFECTS AND BUDGET IMPACT**
The following are anticipated effects of this action:
- The Community Connector Transit Study findings and recommendations will inform adjustments to planning, policy and investment priorities in the 2028 Regional Transportation Plan update (including the Climate Smart Strategy) currently underway.
- An update to the Regional Transit Strategy will occur following the 2028 RTP update to reflect the new and updated 2028 RTP transit planning, policy and investment priorities.
- A targeted review and update of the Regional Transportation Functional Plan will occur following the 2028 RTP update to ensure that the functional plan language and provisions are consistent with and adequately reflect new and updated transit vision and policies adopted in the 2028 RTP.
- The Regional Transportation Functional Plan will subsequently be implemented through future local Transportation System Plan updates.
- The Community Connector Transit Study will inform future regional planning and investment decisions and ongoing performance monitoring to meet state and federal requirements.

No additional financial impact is anticipated beyond the adopted budget.

**STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**
**Planning Process and Community and Stakeholder Engagement**
The study was led by a project management team including staff from Metro's Planning, Research and Development, Investment Areas and Land Use and Development Departments. The team met regularly with a Transit Working Group that included partner representatives from SMART, Ride Connection, Cities of Clackamas County (Lake Oswego), Clackamas County, Cities of Multnomah County (Gresham), Multnomah County, Cities of Washington County (Tualatin), Washington County, TriMet, City of Portland, ODOT, C-TRAN and Southwest Washington Regional Transportation Council to solicit feedback.

The update process included four key phases from Fall 2024 to Summer 2026 with staff returning to Metro Council and advisory committees, agency partners and business and community for guidance to inform each milestone (see Figure 2 on page 5 of the report). This work plan and supporting public engagement approach were developed to align with the timeline for the 2028 RTP update.

For the first phase of the update, input collected through transportation-related engagement over the last ten years informed development of the community connector policy framework. The second and third phases engaged in broader outreach in partnership with community-based organizations to reflect additional input on transit needs and potential opportunities for connector service solutions from community members from communities of color, youth and people with disabilities, who have been historically underrepresented in decision-making. The final phase applied a direct outreach approach to those who provided feedback during the process to review the draft report and recommendations to confirm input was reflected (see page 7 of the report for a summary of study engagement activities and Appendix A for more information).

**Study Outcomes to be Moved Forward in Regional Efforts**

The Regional Transit Strategy (RTS), adopted in 2018, established the future vision for the regional transit network that is rooted in the 2040 Growth Concept and is expanded and carried forward in the Regional Transportation Plan (RTP). Together, these documents establish the vision and goals for regional transit. The RTP includes a local transit component that complements the Climate Smart Strategy and RTS, which includes a description of local transit needs, the Regional Transit Vision System Concept and Network Map, local transit policies, a list of 2030 and 2045 Fiscally Constrained and 2045 Strategic local transit projects, and topics for future study and planning efforts.

A key outcome of the CCT Study is recommendations for updates to the RTP and RTS, as well as the Regional Transportation Functional Plan and Urban Growth Management Functional Plan. The 2028 RTP update is already underway. Study information about existing conditions, changing trends, lessons learned, community needs, opportunities and best practice solutions is recommended to update the needs analysis in RTP Chapter 4. Additional findings and associated recommendations are summarized below. An update to the RTS is anticipated following updates to the Future Vision and the 2028 RTP update.

*How Community Connectors Fit into the Regional Transit Vision and Policy Framework*

There are many tools in the transit toolbox for implementing the regional vision to better serve growing communities and achieve regional goals of equity, climate, economy, safety, and mobility. Community connector transit is one of these tools. Local connectors can expand the transportation network and improve transit in areas with limited access.

Community connectors are best used where transit does not exist today and in areas where traditional transit service is not viable. They provide a mobility solution for lower-density suburban and exurban areas typically at the regional edge. This is particularly important as gentrification patterns have pushed more communities that rely on transit to these areas that are less traditionally transit-supportive. Community connectors are most efficiently used to facilitate first and last-mile connections to frequent and high-capacity transit to

extend the reach of the existing network. However, they can also link neighborhoods with local jobs and community places (including regional recreation sites only accessible by car today) and employees to their employment center (especially sites with shift work where off-peak service is needed) to improve access. Where local bus service is planned for the future, community connectors can bridge the gap to build ridership for future service. RTP Transit Policy 5 for local transit and Transit Policy 2 for an equitable system are recommended to be revised to reflect this information as part of the 2028 RTP update.

Figure 1 on page 2 of the report shows the proposed RTP policy framework for how each transit tool can be applied to maximize benefits and leverage other tools to best work together as a system, as updated to reflect the role of community connectors. This RTP Regional Transit Vision System Concept figure and explanatory text are recommended to be revised to include this information as part of the 2028 RTP update.

Similarly, Figure 4 on page 10 of the report describes the role of each transit classification or "tool" and the conditions under which it is most efficient in meeting community transit needs, as updated to incorporate community connectors. Community connectors can serve lower density areas or even destinations with lower frequency and span, but may operate at times of day when demand is lower or be "on-call". Smaller vehicle sizes usually mean they move less people than the bus and other types of transit and so they can have higher operating costs per passenger. A shuttle with a set or flexible route may have some stop amenities, which may even be temporary, but microtransit providing door-to-door service may not. This figure under RTP Transit Policy 1 is recommended to be revised to include this information as part of the 2028 RTP update.

This updated vision and policy framework identified future community connector service opportunity areas that could possibly both benefit from and support first-last mile transit solutions. These identified opportunity areas (Figure 7 on page 38 of the report) are recommended to replace community/jobs connectors currently included on the RTP Regional Transit Network Vision Map as part of the 2028 RTP update.

*How Mobility Hubs Fit into the Regional Transit Vision and Policy Framework*
Especially as we plan for shuttles to link to frequent and high-capacity transit – it is important to ensure these connections and connection points are convenient and comfortable. Mobility hubs are places where people can easily access and efficiently transfer between different types of transit and transportation options. These places combine transit service and resources, first and last-mile transportation options and wayfinding (i.e., walking and bicycling routes, bikeshare, rideshare), and stop and community amenities together to create vibrant, people-centered spaces that support equity, sustainability, and community vitality through the creation of mixed-use, walkable neighborhoods near transit aligned with the 2040 Growth Concept. Core and desired elements that should or could be found within a mobility hub depend on their "typology" or their function within the network based on the scale and nature of transit and other mobility connections that occur and land use and community context.

This vision and policy framework led to the identification of regional hubs supporting a mix of many transit services where additional investment in mobility elements and features creating a more convenient and comfortable experience would provide the most benefit to

the most people. Both the policy framework (Figure 17 and 18 on pages 52 and 54-5) of the report information and the resulting identified mobility hubs (Figure 20 on page 60 of the report) are recommended to update RTP Transit Policy 9 as part of the 2028 RTP update.

Two resources developed by the study provide visual examples and guidance to encourage cooperative partnership by regional and local agencies to implement mobility hubs together in ways that reflect their typology and respond to local character: Mobility Hub Toolkit (Appendix J to the report) and the Mobility Hub Implementation Toolkit (Appendix H to the report to be a companion document to Metro's Livable Streets Design Guide).

**Spotlight on Parks**
Whether or not regional parks are accessible by transit is an important equity consideration. Natural areas contribute to better physical and mental health, have deep cultural significance, and are often sites of major community events – all important aspects of quality of life. At the same time, pursuing transportation demand management strategies help protect natural resources by limiting parking to preserve land and reducing air and environmental impacts from vehicle traffic.

Work done as part of the Parks Transit Access Strategy (Appendix F to the report) found that only 3% of people living in equity focus areas cannot access any regional parks within an hour trip on transit. However, still about 27% of regional parks are not accessible by transit, many of which do have cultural significance, and another 34% have some access that could be improved. The Strategy identifies opportunities both where the existing fixed route service network could be adjusted to increase regional park transit access and where a shuttle could leverage a connection to a high capacity transit line to extend service to a nearby grouping of regional parks. It also outlines the specific considerations needed in planning for parks transit service, including using outreach and pilots to understand recreation behavior, addressing site circulation constraints early, building community connections to support and get the word out about new service, and exploring public-private diversified funding and cost-sharing strategies. These are opportunities that the region can capitalize on as they arise, which may be eligible for different revenue streams than those available for traditional fixed-route transit (e.g., parks parking revenue, private sponsorship).

*Strategies for Implementing Community Connectors and Mobility Hubs*
The opportunity areas and mobility hub locations are further categorized as near, medium- or long or future-term investment opportunities based on their readiness for investment. The purpose being to support a coordinated regional approach to investment in these services, help set partners up for coordinated funding requests in the future and align the region on shared goals for using scarce funding. The readiness outcomes provide a framework for how these service area and hub opportunities can also be incorporated into local Transportation System Plan (TSP) transit plan maps and Transit Development Plan (TDP) vision maps, as well as the RTP. This information conceptualized in Figure 22 on page 66 of the report is recommended to update the mobility corridor descriptions in Appendix V and encourage collaborative work with agency partners to consider revisions to project or "bucket" investments in RTP Chapter 6 and RTP Appendix A and B as part of the 2028 RTP update.

Looking ahead, advancing ideas described in this report will require continued attention to equity, accessibility, and affordability. Pilot projects, incremental implementation, and performance monitoring provide opportunities to learn, refine approaches, and ensure that investments are delivering benefits. This study establishes a foundation for future phases of service planning and implementation. Additional data, tools, study and/or to support implementation for incorporation in RTP Chapter 8 are recommended to be collaboratively identified with partners as part of the 2028 RTP update.

Advancing community connector and mobility hub opportunities will require balancing near-term implementation with long-term flexibility, recognizing that service types may change over time as land use, travel demand, and transit networks continue to grow and adapt. The CCT Study outlines forward-looking actions that, rather than prescribing specific projects or service decisions, focus on implementation readiness, coordination, and Metro's role as a regional convener and technical resource. These are recommended to be incorporated into the RTS which is proposed to be updated following the 2028 RTP update (and as such would also incorporate all revisions adopted, including those outlined above).

**Table 1. Recommendations for Regional Actions**

| Implementation Focus | Summary |
|---|---|
| **Community Connectors** | |
| **Advocate for increased funding at the state level.** | Make the case for CCT and explore joint grant applications for federal and state funding for the region. |
| **Identify additional regional funding sources for CCT.** | Explore opportunities for public-private partnerships and provide examples of how jurisdictions can use TDM to fund CCT. |
| **Make the most of existing funding.** | Streamline STIF reporting procedures and transit permitting processes. Establish templates or standards for service contracting. Make more use of technical assistance programs. Coordinate federal reporting on TAM and PTASP. Improve pedestrian and bike access to existing transit. |
| **Establish a venue for regional transit coordination.** | Form transit provider coordination working groups to help identify and plan for regional transit facility needs and formalize benchmarks for types of transit service. |
| **Improve information-sharing to the public.** | Expand coordinated marketing and trip-planning tools to improve awareness of services. |
| **Clarify Metro's role.** | Reinforce Metro's role as a regional convener and technical resource. |
| **Enable implementation through standard tools.** | Develop MOUs, IGAs, and guidance for partners. |
| **Support program integration and incremental delivery.** | Leverage TSMO, TDM, and RTO programs for phased implementation. |
| **Advance access, affordability, and inclusion.** | Support transportation wallets, accessibility, and equity-focused programs. |

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|---|---|
| **Improve coordination and system consistency.** | Promote fare integration, GTFS participation, and shared trip-planning. |
| **Track outcomes and define what comes next.** | Use pilots and metrics to inform future studies and RTP updates. |
| **Funding research and advocacy.** | Support coalition-building and future funding opportunities. |
| **Mobility Hubs** | |
| **Pilot and retrofit existing assets.** | Use pilots and targeted retrofits at existing transit nodes to test hub concepts. |
| **Integrate mobility hub elements into development cycles.** | Embed hub elements into capital and redevelopment projects. |
| **Establish cross-agency governance.** | Define roles among agencies for delivery and operations. |
| **Manage curb space flexibly.** | Use adaptable curb management strategies. |
| **Plan for long-term operations and maintenance.** | Establish plans for life-cycle costs and performance monitoring. |
| **Secure site control.** | Identify and secure sites through partnerships and agreements. |
| **Establish the technology framework.** | Coordinate platforms, data sharing, and digital tools. |
| **Update local land use codes.** | Encourage jurisdictions to formally define and enable mobility hubs. |
| **Establish sustainable funding models.** | Identify capital and operating funding and cost-sharing approaches. |

*GTFS = general transit feed specification; ODOT = Oregon Department of Transportation; PTASP = Public Transportation Agency Safety Plans; STIF = Statewide Transportation Improvement Fund; TAM = transit asset management; TDM = transportation demand management; IGA = intergovernmental agreement; MOU = memorandum of understanding; RTO = Regional Travel Options; RTP = regional transportation plan; TMSO = transportation system management and operations*

Implementation of CCT and mobility hubs will depend on strong regional coordination and shared responsibility. Metro's role as a convener and technical resource will be particularly important in supporting alignment across jurisdictions, facilitating consistent practices, and integrating CCT services into regional planning and funding programs. Local partners — including transit agencies, counties, cities, park agencies, and community organizations — will continue to lead in designing, funding, and operating services that reflect local context and priorities. By continuing to work collaboratively and approaching transit as an integrated regional system, Metro and its partners can advance a flexible and resilient CCT network that supports regional goals for equity, mobility, climate action, and access to opportunity.

**ANALYSIS/INFORMATION**
**Known Opposition.** None known.

**Legal Antecedents.** Several federal, state and regional laws relate to this action.

Federal regulations:

- 23 U.S. Code 134: Metropolitan Transportation Planning.
- 23 U.S.C. 150: National goals and performance management measures.
- 23 CFR 450 and 771: USDOT rules that govern updates to RTPs.
- Clean Air Act [42 U.S.C. 7401 and 23 U.S.C. 109(j)], as amended.
- US EPA transportation conformity rules (40 CFR, parts 51 and 93).
- Moving Ahead for Progress in the 21st Century Act (MAP-21, 2012).
- Fixing America's Surface Transportation Act (FAST Act, 2015).
- Infrastructure Investment and Jobs Act (IIJA, 2020).

State laws and actions include:

- Statewide planning goals
- Oregon Transportation Planning Rules (OAR Chapter 660, Division 12)
- Oregon Transportation Plan and implementing modal plans, including the Oregon Public Transportation Plan and Oregon State Rail Plan
- Oregon Clean Air Act State Implementation Plan (SIP)
- Oregon Metropolitan Greenhouse Gas Reduction Targets Rules (OAR Chapter 660,
- Division 44)
- Governor's Executive Order 20-04 on Climate Change, signed in March 2020.

Metro Council actions include:

- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Resolution No. 16-4708 (For the Purpose of Approving the Strategic Plan to Advance Racial Equity, Diversity and Inclusion), adopted by the Metro Council on June 23, 2016.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496, For the Purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan, adopted on November 30, 2023.
- Resolution No. 26-5563 For the Purpose of Approving the Regional Transportation Demand Management Strategy as a Topical Plan of the Regional Transportation Plan and Accepting Recommendations for Updates to the 2028 Regional Transportation Plan and Climate Smart Strategy
- Resolution No. 26-55XX Regional Vanpool Action Plan, to be considered for adoption by the Metro Council on October 1, 2026.

- Resolution No. 26-5614 (For the Purpose of Adopting the Work Plan and Engagement Plan for the 2028 Regional Transportation Plan Update), to be considered for adoption by the Metro Council on October 1, 2026.