

Employment Transportation Services Plan Update 2013

Available in alternative formats.

Prepared by
Nelson\Nygaard Consulting Associates Inc.

TriMet ETSP 2013

Table of Contents

	Page
1 ETSP Introduction	1-1
Overview	1-1
Background	1-2
Map-21 Program Changes	1-7
2 Principles Guiding JARC Plan and Program	2-1
Purpose of JARC Program	2-1
3 Existing Services and Needs	3-1
Existing Transportation Services	3-1
Transportation Options	3-4
Demographic Indicators.....	3-7
Transit Gaps and Needs Analysis.....	3-9
Employment Analysis	3-14
Tigard Employment Area	3-19
Airport Employment Area.....	3-24
Airport Way.....	3-28
NW Front Avenue Employment Area	3-32
Clackamas Employment Area.....	3-36
Tualatin Employment Area	3-39
4 Framework for JARC Program Services	4-1
Program Services	4-1
5 Implementation Plan.....	5-1
Strategies and Process Development.....	5-1

Appendix A - JARC Program Criteria

TriMet ETSP 2013

Table of Figures

	Page
Figure 1-1 JARC Program Funding by Federal Fiscal Year	1-5
Figure 1-2 Funded JARC Projects, 2012	1-6
Figure 1-3 Map of Urbanized Areas	1-18
Figure 3-1 TriMet Riders by Income Level	3-2
Figure 3-2 Transportation Options	3-5
Figure 3-3 TANF Recipients in the Tri-County Area, 2007-2012 .	3-8
Figure 3-4 Percent of Persons below Poverty Level, 2007 - 2011	3-9
Figure 3-5 Population Analysis Map.....	3-12
Figure 3-6 Zero Car Households.....	3-13
Figure 3-7 Employment Area Analysis	3-15
Figure 3-8 Percentage of Jobs Directly Served by Level of TriMet Service	3-17
Figure 3-9 Employment Analysis Map.....	3-18
Figure 3-10 TriMet Services: Tigard.....	3-20
Figure 3-11 Tigard Employment Area	3-22
Figure 3-12 Jobs Served by TriMet: Tigard.....	3-23
Figure 3-13 TriMet Services: Airport	3-25
Figure 3-14 Airport Employment Area.....	3-26
Figure 3-15 Jobs Served by TriMet: Airport	3-27
Figure 3-16 TriMet Services: Airport Way	3-29
Figure 3-17 Airport Way Employment Area.....	3-30
Figure 3-18 Jobs Served by TriMet: Airport Way	3-31
Figure 3-19 TriMet Services: NW Front Ave.....	3-33
Figure 3-20 NW Front Ave. Employment Area	3-34
Figure 3-21 Jobs Served by TriMet: NW Front Ave.....	3-35
Figure 3-22 TriMet Services: Clackamas	3-37
Figure 3-23 Clackamas Employment Area.....	3-38

TriMet ETSP 2013

Table of Figures

	Page
Figure 3-24 Jobs Served by TriMet: Clackamas	3-39
Figure 3-25 TriMet Services: Tualatin	3-41
Figure 3-26 Tualatin Employment Area.....	3-42
Figure 3-27 Jobs Served by TriMet: Tualatin	3-43
Figure 5-1 Implementation Strategies	5-2

1 ETSP Introduction

Overview

This document represents the most recent update of the Employment Transportation Services Plan (ETSP) for low-income persons in the Portland Regional Urban Area. The original plan was completed in 2008, and it was updated in 2010. The ETSP focuses on meeting priority needs to connect low-income persons with jobs and job-related services. Transportation needs and strategies specific to persons with disabilities and older adults are summarized in a separate document; together, they represent the Coordinated Public Transit-Human Services Transportation Plan for the region that is required in order to receive certain sources of federal funds, including those available through the Federal Transit Administration (FTA) Section 5316 Job Access and Reverse Commute (JARC) program, as explained below.

The goal of the JARC program is to improve access to transportation services to employment and employment related activities for welfare recipients and eligible low-income individuals and to transport residents of urbanized areas and non-urbanized areas to suburban employment opportunities. Under federal guidelines and the State of Oregon's designation, TriMet has been given lead responsibility for the planning process in order to identify employment-related transportation needs for low income people, and to suggest strategies to address those gaps. The Plan has been developed consistent with federal planning guidelines, in collaboration with the JARC Program Advisory Committee, the local Metropolitan Planning Organization (Metro), current program service provider agencies and partners, and other stakeholders.

This update builds on and incorporates the central principles, objectives, and strategies of the earlier Plan, and includes the most recent information available on demographics and employment, taking into consideration the current level of TriMet services as well as those provided through other programs funded with federal JARC dollars.

Background

The goal of the Portland Regional JARC Program is to maximize use of existing transportation and social service agency resources in order to provide improved access to jobs and job-related activities for recipients of Temporary Aid for Needy Families (TANF) and Supplemental Security Income (SSI), as well as other low-income populations. TriMet's facilitation of program planning, project selection process, and project administration assure that services are delivered in a coordinated and cost-effective manner.

Since its implementation in September 2000, it is estimated that projects funded by JARC have provided over five million new rides on tri-county urban and rural transportation programs and services made possible through grant funding. These programs and services, developed under the guidance of the regional JARC Plan, increase the mobility of low-income populations and improve access to areas with entry-level employment opportunities. Investments have been made in bus/ van services, bicycling programs, travel training, and marketing.

Projects funded in 2012 include the following (map provided in Figure 1-2):

- Clackamas Community College, Express Shuttle Service provides connecting service between Clackamas Community College to MAX Green Line service at the Clackamas Town Center transit center
- Clackamas County Catch-A-Ride service provide connectivity to fixed route transit and other services for the residents of public housing in Oregon City and Milwaukie

TriMet ETSP 2013

- Clackamas County Travel Training provide connectivity to fixed route transit and other services for the residents of public housing in Oregon City and Milwaukie
- Community Cycling Center, Create a Commuter program provides qualified adults with a fully-outfitted commuter bicycle and five hours of instruction in bike maintenance and safety skills
- Immigration and Refugee Community Organization, Refugee and Immigrant Transportation to Employment (RITE) Project provides culturally competent transportation services and training to increase the number of non-native English speaking job-seekers gaining and sustaining jobs. RITE's primary purpose is to address the unique transportation challenges faced this population in maintaining employment after placement.
- Metropolitan Family Service, Ways to Work program provides small direct loans to low-income families for the purchase, repair, replacement or refinancing of an automobile that will enable them to get to work, and transport their children to school and/or child care facilities
- Portland Community College, Steps to Success Shuttle transports program participants between employment trainings at various locations to maximize cost effectiveness, facility usage and to eliminate duplication of services
- Portland Community College, JobLink is a retention and support system designed to resolve emergency situations that threaten newly employed low-income workers
- Ride Connection Forest Grove, Cornelius, & Tigard Commute Service serves commute needs of low-income adults with job search, job training or job commute assistance within the city limits of Forest Grove, Cornelius, and Tigard
- Ride Connection, RideWise promotes independent travel among older adults in the workforce and people with disabilities

TriMet ETSP 2013

- by providing free training, support, and access to transit information
- Ride Connection, WorkLink helps low-income job seekers and wage earners to utilize all transportation options for work, job training, interviews and childcare
 - Swan Island TMA, Evening Shuttle provides off-peak shuttle service connecting riders with TriMet and employment sites in the Swan Island Industrial District
 - Tualatin Chamber of Commerce Industrial Shuttle provides a vital transit link between TriMet and the Tualatin Industrial Area, meeting the commuting needs of both workers and employers
 - West Columbia Gorge Chamber of Commerce, Troutdale Reynolds Industrial Park Transportation Program build support for a transportation program by assembling a partnership base of employers. Outreach will also encourage the utilization of van pools, ride sharing, Live-Near-Work, and other alternative modes of transportation.
 - Willamette Pedestrian Coalition, Getting Around on Foot helps implement the Getting Around on Foot project through regional TMAs and in major employment corridors.

Over the last seven years, JARC funding has increased slightly, from \$571,191 in 2006 to \$683,513 in 2012 (Figure 1-1).

TriMet ETSP 2013

Figure 1-1 JARC Program Funding by Federal Fiscal Year

Grant Year	Federal JARC Funds
FY06	\$571,191
FY07	\$610,675
FY08	\$604,212
FY 09	\$709,187
FY 10	\$678,066
FY 11	\$677,046
FY 12	\$683,513

Source: TriMet

Under FTA guidelines, TriMet will remain the designated applicant and recipient for regional JARC funds and administrator of the program. TriMet has provided match on behalf of the Portland Regional Program and will continue to do so for projects that meet criteria in Appendix A.

Map-21 Program Changes

Fiscal Year 2014 marks the end of JARC funding. Signed into law on July 6, 2012, the federal transportation reauthorization bill, Moving Ahead for Progress in the 21st Century Act (MAP-21) authorizes significant changes to FTA programs. JARC (Section 5316) has been repealed under MAP-21; however JARC programs are now eligible under two other consolidated programs – Urbanized Area Formula Grants (Section 5307) and Rural Area Formula Grants (Section 5311). There is one more year of new JARC funding (Federal FY 2012), which is leftover from SAFETEA-LU and will be the subject of a competitive grant process in the spring of 2013, with new projects to begin July 1, 2013.

As indicated in the JARC funding application (See Appendix A), the scoring criteria now consider each applicant's ability to sustain the project long-term without JARC funding. Applicants were asked to describe sustainability efforts in the application, and will need to consider alternate sources of funds if the projects are to continue. Some sponsors already supplement their program operating expenses with local sources of funds with JARC while others are fully reliant on JARC funding to operate their programs.

Those sponsors with other sources of funding available, which may consist of local general funds, grants, donations, user fees, etc., will be better positioned to sustain their programs in the long-term, but will still need to budget accordingly once JARC funds are discontinued.

Additional or new sources of funding may be available to support job access projects; a few are described below. Many funds such as these are often one-time-only or short-term demonstration grants that are awarded on a competitive basis, so they do not necessarily represent a long-term alternative to JARC funding, but might serve as part of a short-term transition to more sustainable sources.

Given the variety of projects currently funded through the JARC program – ranging from auto-loans to shuttles to travel training –

project sponsors will need to consider which sources of funds would most apply to their project activities, and become familiar with those program requirements.

METRO: Regional Travel Options (RTO) Grants

Regional Travel Options grants support projects to reduce the number of people driving alone, improve air quality and address community health issues. Examples of eligible projects include:

- Wayfinding is the process of using spatial and environmental information to navigate the built environment.
- End-of-Trip Facilities include supportive facilities for bicycling, walking, or running to work.
- Events encourage residents to utilize non-single occupancy vehicle travel options in the region. Public events include both singular and recurring events.
- Individualized Marketing projects identify people within a specific geographic area who want to change the way they travel. The projects use personalized contact to motivate people to use travel options more frequently.
- Employer and commuter services help businesses promote travel options to employees and coordinate the outreach activities of partner's employer and commuter programs.
- Traveler information tools help residents plan and make trips using transportation options.
- Capacity building includes training or hiring staff or volunteers to promote transportation options to residents and employees.
- Efficient Living (EL) means living in a residence where the amenities and services that you need and want are either close by or within easy access by public transportation, walking, or bicycling.
- Health and active living, including active transportation, refers to non-motorized transportation modes, such as bicycling and

TriMet ETSP 2013

walking that are well-integrated into public transportation and trail systems.

Grants are awarded on a two-year cycle; there is a minimum application amount of \$50,000. Federal Congestion Management and Air Quality (CMAQ) funds are used for the program; a 10.27% local match is required to supplement RTP funds.

Eligible applicants include government or private non-profit agencies. Projects must be carried out within the Metro boundary, which includes the urbanized portions of Clackamas, Multnomah and Washington counties.

Transportation Alternatives Program (TAP)

The TAP was authorized under Section 1122 of MAP-21, and provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for the planning, design or construction of boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

The TAP replaces the funding from pre-MAP-21 programs including Transportation Enhancements, Recreational Trails, Safe Routes to School, and several other discretionary programs, wrapping them into a single funding source.

Eligible entities to receive TAP funds are:

- local governments;
- regional transportation authorities;
- transit agencies;
- natural resource or public land agencies;
- school districts, local education agencies, or schools;

TriMet ETSP 2013

- tribal governments; and
- any other local or regional governmental entity with responsibility for oversight of transportation or recreational trails (other than a metropolitan planning organization or a State agency) that the State determines to be eligible, consistent with the goals of subsection (c) of section 213 of title 23.

Under TAP, nonprofits are not eligible as direct grant recipients of the funds. Nonprofits are eligible to partner with any eligible entity on an eligible TAP project, if State or local requirements permit. In Oregon, a 10.27% local match is required.

Combined Transportation Enhancement Program

The Combined Transportation Enhancement Program is administered by the Oregon Department of Transportation, and is comprised of federal funding made available to states through the Federal Highway Administration (FHWA). This program funds bicycle and pedestrian infrastructure, bike and pedestrian safety and education activities, acquisition of scenic or historic easements, scenic or historic highway programs, landscaping, historic preservation, rehabilitation of historic structures or facilities, rails to trails, outdoor advertising removal, inventory or control, archaeological activities, environmental mitigation, transportation museums. The bottom line for all these activities: they must have a transportation nexus.

Applicants may be any local or regional government, city or county, any tribe, any port or Eligible applicants include any special district, any public university Private businesses and non-profits may not apply, unless they partner with a public agency. A local match of 10.27% is required.

Veterans Transportation and Community Living Initiative

The FTA awards \$29 million in competitive grants to help veterans, military families, and others connect to jobs and services in their communities by improving access to local transportation options.

More information is available on the FTA website at:
http://www.fta.dot.gov/grants/13094_13528.html

FTA Section 5311

The Section 5311 program provides funding for public transportation projects serving areas that are outside of an urban boundary with a population of 50,000 or less. Funds may be used for capital, operating, planning or technical assistance projects. With these funds the mobility needs of rural transit users can be both supported and enhanced. Section 5311 Program grants are intended to provide access to employment, education and health care, shopping and recreation.

These funds are administered by the Oregon Department of Transportation and distributed on an annual basis. A 50% match is required for operating projects, and a 10.27% match is required for a capital project.

Fares or User Fees

Currently, some shuttle services (i.e. Swan Island) are not charging a fare for using their services. Initiating a fare structure introduces potential complications such as purchasing fare boxes, accounting for fare revenues, and arranging for a transfer system for those transferring to or from TriMet services. While fares are also not likely to account for a significant offset to operating costs, they should be considered as a potential source of revenue that is currently not being tapped.

Grants and Foundations

Local Foundations

A number of local or national foundations may be a potential source of funding to demonstrate or initiate new projects. A list of foundations that focus on projects within Oregon, along with information about applying, can be found at:

<http://www.tgci.com/funding/top.asp?statename=Oregon&statecode=OR>

Some examples include:

- The Oregon Community Foundation's Community Grants Program awards about 200 grants each year, mostly to small- and moderate-size nonprofits. The average grant is \$20,000
- Grassroots Grants (Meyer Foundation) are made for a wide variety of projects, including but not limited to organizational technical assistance, technology projects, hiring advisers/consultants, facility construction and repairs, outreach and communication, operating support, etc.

Grassroots Grants are designed for organizations with operating budgets under \$2 million. Historically, 70% of Grassroots Grants have gone to organizations with operating budgets of \$250,000 or less.

- The Collins Foundation funds private non-profit agencies throughout the state for a wide variety of project purposes. It recently awarded The Pearl Buck Center in Eugene a \$20,000 grant to provide transportation to children whose parents are developmentally disabled.

Bloomberg Philanthropies' Mayor's Challenge

The Bloomberg Philanthropies' Mayor's Challenge is a national grant opportunity that is intended to demonstrate a novel and visionary approach to a challenge faced by cities. Other goals include;

- Leverage talent, partners, and resources outside of city government
- Exemplify creative use of available resources
- Address a serious social or economic problem
- Improve customer service for residents or businesses
- Enhance accountability to or engagement with the public

TriMet ETSP 2013

- Create efficiencies that make government work better, faster, and cheaper

Bloomberg Philanthropies awards the prize to local government, which, in turn, will distribute or use the funds for implementation of the winning idea. At its discretion, a winning city may allocate funding to nonprofits or other partners to support project activities.

During the last funding cycle, the City of Hillsboro was a finalist for its "GoPoint" Mobility Hub Program. The purpose of that project was to will help create a balanced suburban transportation system by branding, promoting and managing a network of mobility hubs that use technology to integrate public and private transportation options. More information can be found at:

<http://mayorchallenge.bloomberg.org/>

Summary of Existing and Potential Funding Sources

Figure 1-3 Potential Funding Sources and Applicability for Job Access Projects

Program Name	Description	Applicability/ Assessment/Comments
Federal Grants		
FTA 5307 (MAP-21) ¹	<p>The MAP-21 Urbanized Area Formula Program (Section 5307) can be used for operating or capital purposes. It now also includes formula-based section 5340 (Growing States/High Density) and Job Access and Reverse Commute (JARC) funding.</p> <ul style="list-style-type: none"> ▪ 5307 funds may be used for: Capital, Planning, and JARC projects (provide transportation to jobs and employment opportunities for welfare recipients and low-income workers). About 3% of total funds are designated for JARC, but there are no restrictions or requirements related to use of funds for JARC purposes. ▪ For areas of 50,000 to 199,999 in population, the formula is based on population and population density, and number of low-income individuals ▪ Eligible for operating costs in areas with fewer than 200,000 in population ▪ 20% local match for capital assistance ▪ 50% local match for operating assistance ▪ 20% local match for ADA paratransit service (up to 10% of a recipient's apportionment) 	<p>APPLICABLE – Yes, but 5307 funds are already obligated for deferred maintenance purposes; it may be a viable source of funding in the future.</p>
FTA 5310 (MAP-21) ²	<p>The MAP-21 Enhanced Mobility for Seniors and Individuals with Disabilities Program (section 5310) is used to provide mobility for seniors and persons with disabilities, beyond traditional public transportation services and ADA paratransit.</p> <ul style="list-style-type: none"> ▪ Consolidates former 5310 and New Freedom programs ▪ 55% of funds must be used on capital projects to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable. ▪ 45% may be used for public transportation projects that: ▪ Exceed the requirements of the ADA. ▪ Improve access to fixed-route service and decrease reliance by individuals with disabilities on complementary paratransit. ▪ Alternatives to public transportation that assist seniors and individuals with disabilities. ▪ 20% local match for capital assistance; 50% local match for operating assistance ▪ Projects selected must be included in a locally developed, coordinated public transit-human services transportation plan. ▪ Acquisition of public transportation services can be treated as a capital expense. ▪ Local share may be derived from other federal (non-DOT) transportation sources 	<p>APPLICABLE – LIMITED –Section 5310 funds are intended for older adults and persons with disabilities; potentially, a job access project serving one or both populations could qualify.</p>

¹ FTA, MAP-21 5307/5340 Fact Sheet, http://www.fta.dot.gov/documents/MAP-21_Fact_Sheet_-_Urbanized_Area_Formula_Grants.pdf

TriMet ETSP 2013

Program Name	Description	Applicability/ Assessment/Comments
FTA Section 5311	Can be used for capital or operating purposes in areas outside the urban boundary only. 50% match is required for operating projects, and 10.27% match is required for capital projects. Funds are administered by ODOT.	APPLICABILITY— LIMITED —Funds can only be used in non-urbanized areas and are available through a competitive application process administered by ODOT.
FTA Section 5312	Veterans Transportation and Community Living Initiative is a federally funded program intended to serve military veterans. It primarily funds “one call-one click” information and referral centers or the development of technology with respect to trip planning.	APPLICABILITY— LIMITED —Funds are intended (but not necessarily limited to) support services for military veterans. Projects supported primarily include information and referral programs.
FTA Transportation Alternatives Program (TAP)	Provides funding for programs and projects defined as transportation alternatives. Projects are intended to enhance access for non-drivers to public transportation.	APPLICABILITY —Good applicability for infrastructure or capital projects that meet program guidelines; funds can be used under limited circumstances for planning, education or public awareness purposes.

² FTA, MAP-21 5310 Fact Sheet, http://fta.dot.gov/documents/MAP-21_Fact_Sheet_-_Enhanced_Mobility_of_Seniors_and_Individuals_with_Disabilities.pdf

TriMet ETSP 2013

Program Name	Description	Applicability/ Assessment/Comments
Combined Enhancement	This program funds bicycle and pedestrian infrastructure, bike and pedestrian safety and education activities, acquisition of scenic or historic easements, scenic or historic highway programs, landscaping, historic preservation, rehabilitation of historic structures or facilities, rails to trails, outdoor advertising removal, inventory or control, archaeological activities, environmental mitigation, transportation museums.	APPLICABILITY —Good for bicycle or pedestrian projects; non—profits may not apply unless in partnership with a public agency.
State³		
Oregon State Grant: Special Transportation Fund ⁴	<p>The State's Special Transportation Fund (STF) Program provides financial support to designated counties, transit districts and Indian tribal governments for special transportation services benefiting seniors and people with disabilities. The majority of the STF money (75%) is allocated on a population-based formula. The remaining funds are distributed by the Public Transportation Discretionary Grant Program. STF funds can be used for transit operations, administration, and capital expenses.</p> <ul style="list-style-type: none"> ▪ Must be used for programs that benefit seniors and people with disabilities. Could be used for capital and operating. ▪ The STF Discretionary Grant funds are distributed through a competitive grant program 	APPLICABLE – LIMITED – Funds are dedicated to older adults and persons with disabilities. Typically, some funds are available for special projects through a competitive grant program; however, at present all funds were distributed through the formula program.
Fares		
Fares	Many of the JARC funded projects, even those available to the general public, do not charge a fare. Although collecting fares would require investment in fare boxes and in financial oversight, the resulting revenues could help offset operating costs in the long term.	APPLICABILITY.— Applicable to shuttles or demand response programs not currently charging a fare.

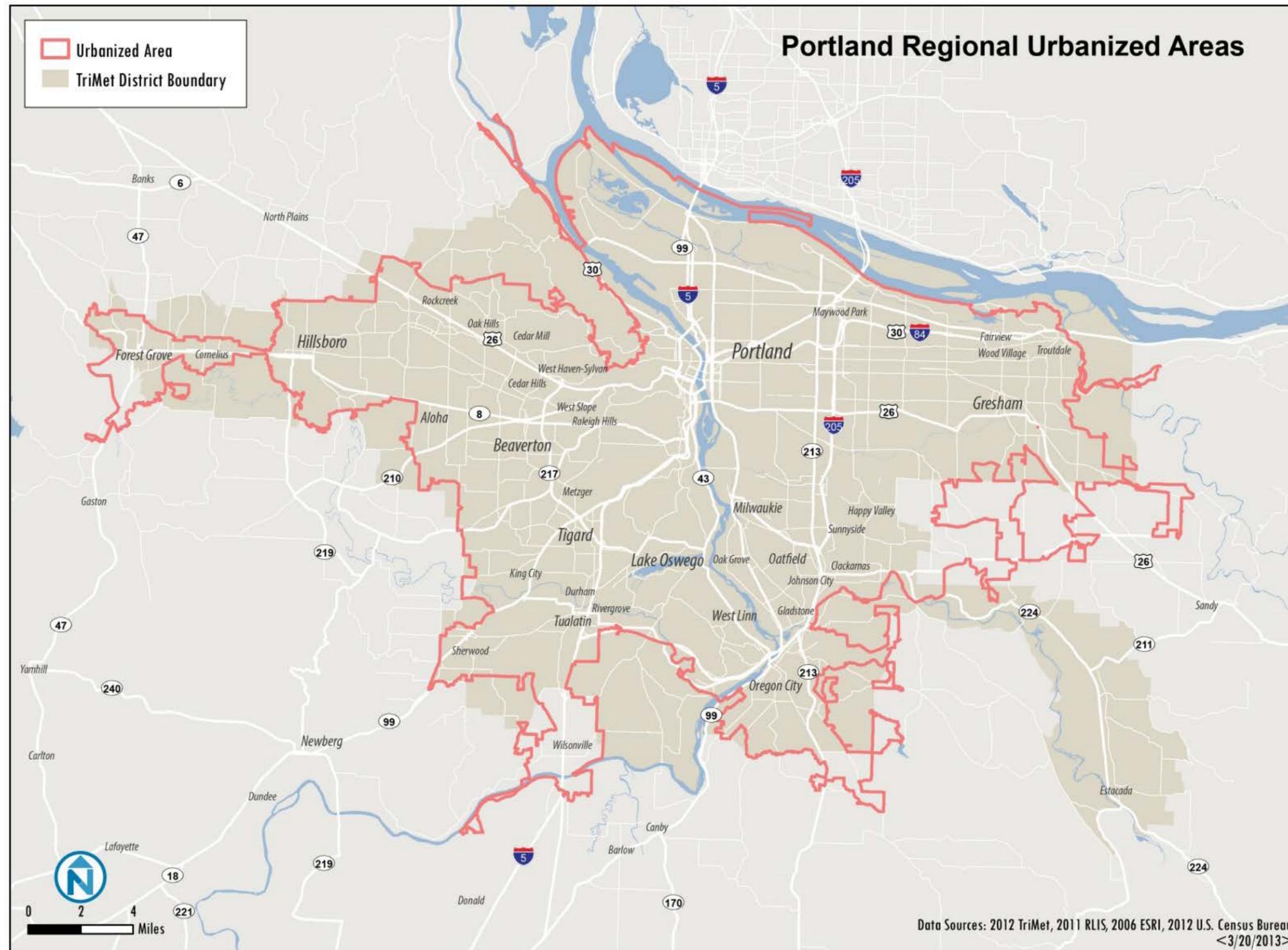
³ ODOT, Grant Programs Presentation, http://cms.oregon.gov/ODOT/PT/docs/2011-13_discgranttrng_fullpresentation.pdf

⁴ ODOT, Discretionary Grants, http://cms.oregon.gov/odot/pt/pages/programs/disc_grant_program.aspx

TriMet ETSP 2013

Program Name	Description	Applicability/ Assessment/Comments
Foundation Grants /Private-Public Partnerships		
Grants	Numerous local and federal grant sources could potentially support a pilot or start-up phase of a job access transportation project. It will be important for project sponsors to carefully review relevant application and eligibility criteria and program guidelines.	APPLICABILITY— potentially good applicability for projects to seek grant funding, but they would not support the project long-term.
Public-Private Partnerships and Joint Development	A public-private partnership is a mutually beneficial agreement between both entities that seeks to increase revenues or improve the value of an asset. Public-private partnerships include: private entities that rent space for concessions, shared right-of-way with organizations such as a utility, shared fueling facilities for alternative fuel vehicles, and other opportunities. Transit funding from public-private partnerships are most likely to be for capital projects such as a mixed use development that combined a transit station or center.	APPLICABILITY-- Public-private partnerships and joint development efforts may present opportunities for revenue generation or saving on the costs of some types of development.

Figure 1-4 Map of Urbanized Areas



2 Principles Guiding JARC Plan and Program

Purpose of JARC Program

The central purpose of the JARC program is to improve access for low-income persons to jobs and job-related services. Seven principles guide program planning and development, as shown below. These principles stress collaboration and coordination among transportation providers, social service agencies, employers, and other stakeholders to most effectively identify and address priority needs with available resources.

- **Improve Access to Jobs:** Improve access for eligible low-income individuals to industries and geographic areas that provide entry-level job opportunities.
- **Improve Access to Job-Related Support Services:** Improve access to job-related support services such as education, vocational and skills training, and child-care.
- **Regional Coordination:** Take a coordinated regional approach, bringing together the regional public transportation agency, community-based, and alternative transportation providers, human services agencies, employment and training programs, employers, transportation associations, and other stakeholders in a collaborative process. Make best use of existing resources and services, leverage JARC funds whenever possible, and target JARC-funded services to address priority needs.
- **Provide Appropriate Transportation Options:** Address travel needs at times of day and on days of the week that correspond

- with entry-level employment opportunities. Services such as travel training enable people to find transportation solutions even if their needs change in the future. A network of services may offer alternatives and options to address identified needs.
- **Use Resources Effectively:** Be cost-effective in service design and delivery in order to provide the maximum levels of transportation and related support with the program resources available.
 - **Accessibility for People with Disabilities:** Assure that the program, as a whole, includes and takes account of service choices that are accessible for people with disabilities.
 - **Regional Planning Framework:** The JARC program plan is one component of the Coordinated Transportation Plan for the greater Portland region. As such, the plan is a part of the region's broader strategy to invest in and manage the multi-modal transportation network as guided by Metro's Regional Transportation Plan (RTP). The Portland Regional JARC Plan acknowledges the contribution of public and alternative transportation programs in pursuing the broader mobility goals of the region

3 Existing Services and Needs

Existing Transportation Services

The following transportation options are available in the region:

- TriMet fixed route service for the general public and paratransit service for elderly citizens and individuals with disabilities
- Other providers, including neighboring transit operators, Ride Connection, and shuttle services
- Other transportation options including walking, biking, carpools, vanpools, carsharing and other services that help reduce dependency on single occupancy vehicle travel

TriMet

TriMet is a municipal corporation that provides public transportation primarily in the urbanized parts of the tri-county Portland, Oregon metropolitan area. TriMet operates a comprehensive transit network including a 52-mile MAX light rail system, 79 bus lines, 14.7-mile WES Commuter Rail and ADA paratransit service for people whose disabilities prevent use of accessible bus and rail services.⁵

Twenty-one percent (21%) of frequent and regular TriMet riders system-wide were by persons from households earning less than \$20,000 annually in 2010. Figure 3-1 provides an overview of transit riders by income level.

⁵<http://trimet.org/pdfs/publications/factsheet.pdf>

TriMet ETSP 2013

Figure 3-1 TriMet Riders by Income Level

Annual Income	% of all Riders	Frequent & Regular TriMet Riders	Occasional & Infrequent Riders
<\$20,000	12%	21%	10%
\$20,000 - \$39,999	18%	23%	17%
\$40,000 - \$59,999	18%	19%	18%
\$60,000 - \$99,999	27%	21%	29%
\$100,000+	26%	16%	27%
Total	100%	100%	100%

Source: TriMet 2010 Attitude and Awareness Survey

TriMet wants to ensure that the allocation of services and amenities is fair and equitable throughout the region and is committed to providing high quality service to low-income and minority communities. In keeping with Title VI of the Civil Rights Act of 1964, TriMet prohibits discrimination on basis of race, color or national origin in programs and activities receiving federal financial assistance. Transit equity is analyzed with regard to transit service changes to low-income neighborhoods and communities of color and for non-English speaking populations. The Transit Investment Plan (TIP) provides the framework for how and where transit investments will be made. Low-income population density is also included among the criteria for evaluating expansion of Frequent Service in the TriMet system.

TriMet's regional bus and light rail service are part of a balanced network that provides transportation choices for our region. Transit programs are coordinated with the region's growth management efforts and the Regional Transportation Plan (RTP).

TriMet ETSP 2013

Historically, transit service was oriented to bring people to work in Portland's downtown core during peak hours. As the region grows, however, so have travel needs to areas outside of downtown Portland. Decentralized industrial areas and suburban employment centers create an increasing need for cross-town and suburb-to-suburb travel. TriMet is aware of these needs and continues to restructure its route network and schedules to improve service to address this issue – something for which there is broad public and employer support.

In May 2004 MAX light rail service opened in North Portland, an area recognized in this Plan for its high concentrations of low-income households. Service hours formerly assigned to the bus route eliminated by the new MAX alignment were reallocated to other bus routes in North Portland, including improved bus service during weekends and evenings as well as add midday bus service to the Swan Island Industrial District. This area is home to many employers that provide relatively good-paying entry-level jobs.

MAX light rail service expanded again in September 2009 when a new alignment opened between Gateway Transit Center and Clackamas Town Center, and in downtown Portland between Portland State University and Union Station. This new alignment, referred to as the Green Line, added high capacity transit to Clackamas County and improved access to the Clackamas employment markets recognized previously in this plan.

The Portland-Milwaukie Light Rail Transit Project will create a light rail alignment that travels 7.3 miles, connecting Portland State University in downtown Portland, inner Southeast Portland, Milwaukie and north Clackamas County. MAX service on the alignment is scheduled to begin in 2015. By 2030, this light rail line will carry up to an average of 22,765 to 25,500 weekday rides, and there will be approximately 22,000 households and 85,000 employees within walking distance of Portland-Milwaukie light rail stations.

Other Providers

TriMet works with other regional urban and non-urban transportation providers to increase the coverage of its service. This includes other public transportation services from C-TRAN to the north in Vancouver, Washington; South Metropolitan Area Rapid Transit (SMART) to the south in Wilsonville; South Clackamas Transportation District (SCTD) to the southeast in Molalla; Canby Area Transit also to the southeast in Canby; and Sandy Area Metro (SAM) to the east in Sandy. Detailed descriptions of these services can be found in the EDTP element of this plan.

TriMet also works with employers, private non-profit transportation providers, and transportation management associations (TMAs) to design services that meet specific transportation needs of employees and social service clients. Three shuttles currently operate in the region with support from JARC funds. The Tualatin Chamber of Commerce operates the Tualatin Shuttle during peak periods to connect riders from TriMet service to this suburban job market where TriMet bus service is not available. The Swan Island TMA administers evening shuttle service that connects riders to areas of Swan Island not served by TriMet after 7 pm on weekdays. Clackamas Community College (CCC) operates an express shuttle Monday through Friday between Clackamas Town Center and the CCC campus. Although the CCC is served by TriMet, service is not direct and takes significantly more time for students to travel to work and school. All of the above projects serve as good examples of filling geographic- and schedule-related transit service gaps to improve access to jobs.

Transportation Options

In addition to the services identified above, alternative transportation services and modes can serve as viable options for improving access to jobs. Along with fixed route transit and shuttle services, these modes and services will also be included among strategies available to address service gaps in population and employment areas included in this plan.

TriMet ETSP 2013

Transportation options and services recognized in the Regional Transportation Plan and Metro’s Regional Transportation Options (RTO) Program include the following:

Figure 3-2 Transportation Options

Service/Mode	Description	Service Gap Addressed
Ridesharing	Two or more people share a ride. Participants either take turns driving, or one person drives all the time and receives money for gas and maintenance.	Low-density employment areas difficult to serve with transit or access by non motorized modes. Off peak shift times when transit is unavailable.
Carsharing	24-hour access to vehicles. Cars are shared on a per-hour rate that includes gas, maintenance, and insurance.	Low-density employment areas difficult to serve with transit or access by non motorized modes. Off peak shift times when transit is unavailable.
Bicycling	A good option for short to medium trips. Can be combined with other travel options.	Short to medium range trips. Can bridge the distance between transit and home or worksites.
Walking	An effective way to commute when making short trips or when combined with other travel options.	Short range trips. Can bridge the distance between transit and home or worksites.

TriMet ETSP 2013

Service/Mode	Description	Service Gap Addressed
Employer commute subsidies	Employers encourage employees to take public transportation by paying for part (or all) of the cost of a transit pass.	Decreases the cost to commute and improves job retention. Can combine with non-motorized modes.
Travel Training	Teaching people the skills needed to ride public transportation, helping them find and retain employment.	New transit users gain access to region-wide employment opportunities via the fixed route transit system. Can combine with non-motorized modes.
RideWise Services	A resource for travel training. Assist people living with disabilities and older adults to travel independently and safely.	New transit users gain access to region-wide employment opportunities via the fixed route transit system. Can combine with non-motorized modes.
Ride Vouchers	Provides a free taxi ride or rental car if the event of a family emergency. Vouchers can also be used for job-seekers for non-commute purposes.	Supports use of transit by providing users with a transportation option in the event of an emergency. Supporting transit use improves access to region-wide employment opportunities.

Demographic Indicators

For purposes of this plan, the definition of “eligible low-income individual” is the same as that included in FTA’s JARC circular, and in the enabling legislation for the JARC program at 49 U.S.C. § 5316(a)(2) as follows:

The term ‘eligible low-income individual’ means an individual whose family income is at or below 150 percent of the poverty line (as that term is defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. § 9902(2)), including any revision required by that section) for a family of the size involved. Residents who fall below the federal poverty level and who are recipients of Temporary Assistance for Needy Families (TANF) represent the target population for JARC services, as these residents are more dependent on transit, as defined by Federal program legislation.

Therefore, the primary indicator for low-income is 150% of the federal poverty level; other indicators are also useful to consider for planning purposes and are discussed in this document, such as households without an automobile, and identification of the population that is living at or below the federal poverty level.

According to TriMet (Fact Sheet May 2012), nearly 90% of the total population in its district lives within one-half mile of TriMet service; however, access to jobs and job-related activities continues to present a challenge for low-income job seekers. Three of the biggest challenges in moving to self-sufficiency are:

- Acquiring job skills and training
- Accessing transportation that meets their needs
- Finding affordable childcare and other services

A lack of affordable transportation at times and locations that people need it makes it difficult to get and retain a job and also makes it challenging to access needed services. The need for transportation extends from the job interview to job training to the commute to work

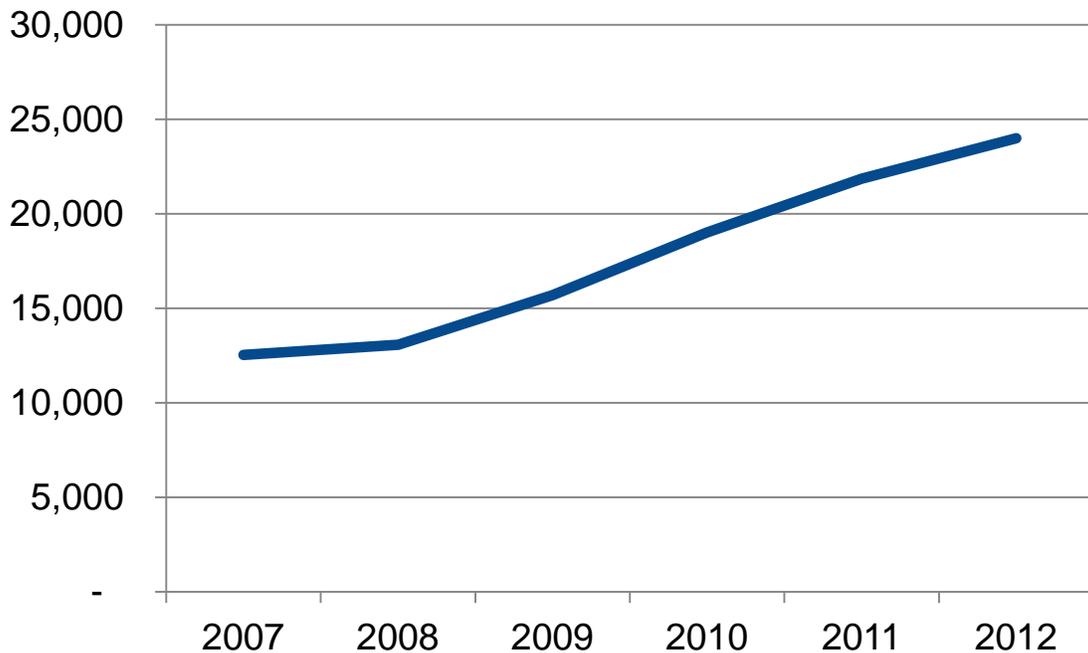
TriMet ETSP 2013

and includes travel to services such as childcare, healthcare, and nutrition. Challenges include:

- No public transportation to a job site or job-related activity,
- Inadequate span of service to match shift times,
- Infrequent service or long travel times.

The Oregon Department of Human Services reports that the number of persons dependent on TANF benefits has increased considerably over the last five years, from 12,529 cases in the tri-county area in 2007 to 23,997 in 2012.

Figure 3-3 TANF Recipients in the Tri-County Area, 2007-2012

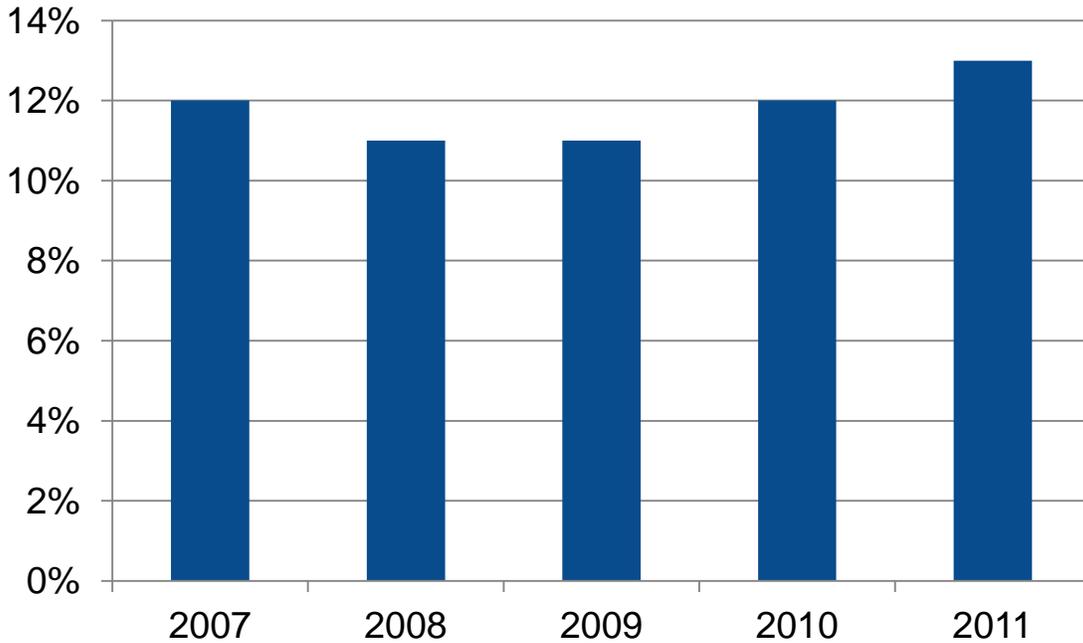


Source: Oregon Department of Human Services “Self Sufficiency Data,” Districts 2, 15, & 16, November 2012

The number of people living below the federal poverty level has also increased over the last five years in the tri-county area, from 12% of the population (193,319 people) in 2007 to 13% of the population (220,349 people) in 2011 (see Figure 3-4). Multnomah County leads

the way in the percent of the population below the poverty line with 16% in 2007 and 18% in 2011.

Figure 3-4 Percent of Persons below Poverty Level, 2007 - 2011



Source: Oregon Department of Human Services “Historical Program Information by Branch and County”

The increase in TANF recipients and persons below the Federal poverty level over the last five years reinforces the importance of JARC-related programs that work to improve access to training and jobs.

Transit Gaps and Needs Analysis

This section presents a methodology to determine where service gaps exist, both in terms of population location and job locations. The population analysis looks at where low-income individuals reside within the region based on density of population. The employment analysis considers where the major concentrations of jobs are outside of the central city. These population and employment locations are then compared with existing services to identify gaps in service

schedule and coverage. The identified gaps in service are used to inform the JARC funding prioritization process.

Population

Though the primary focus of the JARC Plan is to improve access to employment areas, it is important to also look at where low-income populations reside in the region. Then, services can be considered that connect these population areas with employment areas. The geographic distribution of low-income persons is illustrated in the Population Analysis map in this document (Figure 3-5).

JARC-funded services focus on improving the mobility of the people earning at or below 150% of the federal poverty level. According to the 2012 United States Department of Health and Human Services Poverty Guidelines, this is estimated to represent an annual income of \$28,635 for a household of three persons.

Most areas with the highest concentrations of persons in poverty are well served by existing TriMet service. In all, 94% of persons earning below 150% of the poverty level lived within ½ mile of MAX or bus service; 63% within ½ mile of Frequent Service. Neighborhoods that have high density of low-income residents and limited transit coverage include parts of Tualatin, Beaverton, and an area south of Rockwood in Gresham.

Within the Portland Regional Urbanized Area the largest concentrations of low-income residents are found east of the Willamette River and predominately in Multnomah County. Outside of the central city, to the west in Washington County, low-income residents are concentrated in Beaverton along Tualatin Valley Highway and in central Hillsboro. To the south, the cities of Milwaukie and Gladstone exhibit the highest concentrations of low-income residents in Clackamas County.

TriMet ETSP 2013

The Population Analysis map in Figure 3-5 separates US Census Block into four categories based on the concentration, or density, of low-income persons (persons/acre at 150% or less of the poverty level). Figure 3-6 provides an illustration of the “zero car households” in the region.

Figure 3-5 Population Analysis Map

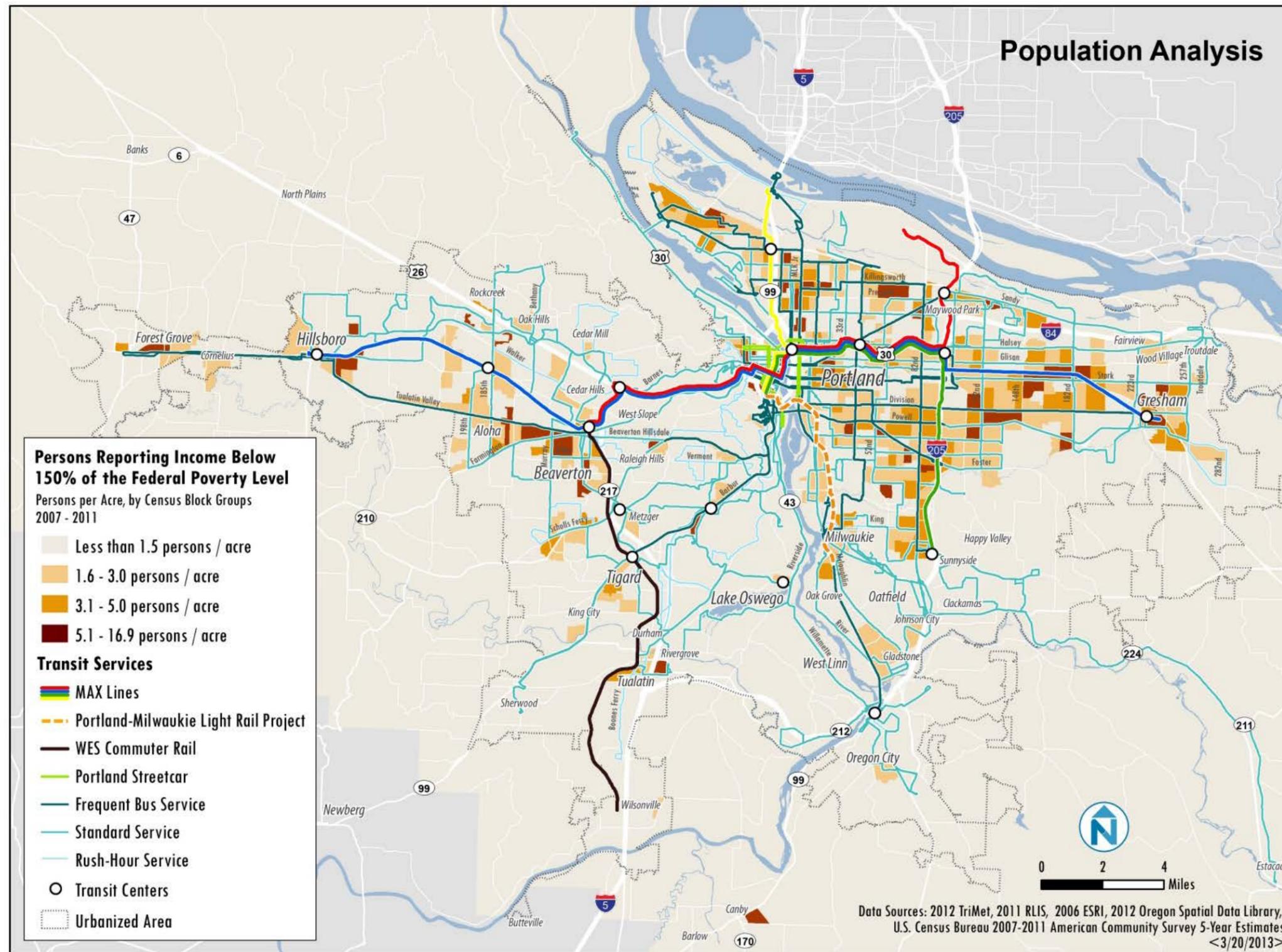
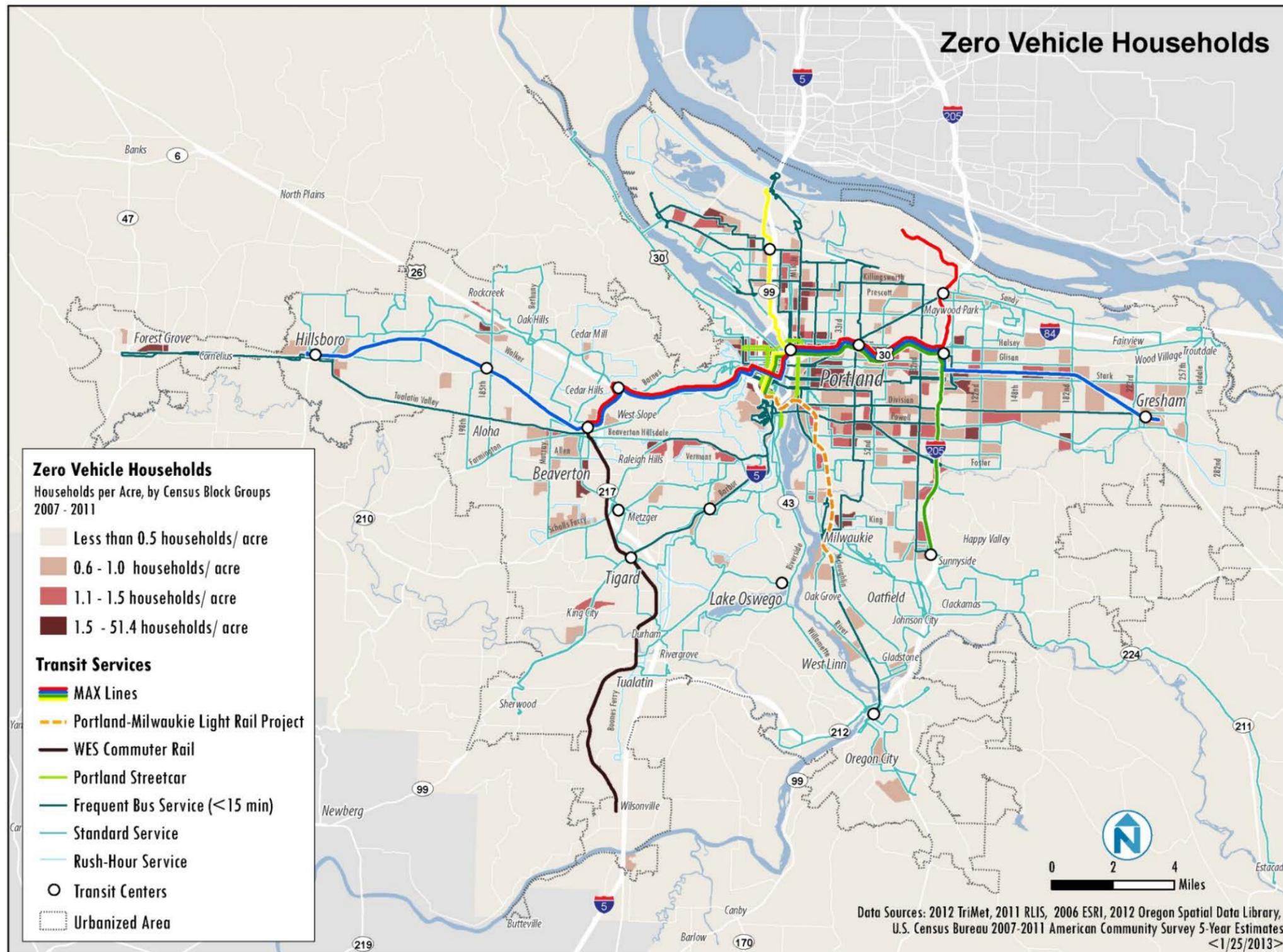


Figure 3-6 Zero Car Households



Employment Analysis

In the Regional Jobs Access and Reverse Commute Program, services have mostly focused on filling service gaps in industrial districts throughout the region such as Swan Island, Rivergate, and Tualatin. Services have also been designed to improve access to job training facilities that improve individuals' viability for employment. This update of the JARC Plan analyzes the most current employment data available and identifies geographic employment areas that exhibit a large supply of jobs and high densities of employment.

To assess access to employment centers in the region, the ten largest employment centers were analyzed, as determined in the Metro 2040 Growth Plan.⁶ The ten largest employment areas, ranked by job supplied, are shown in Figure 3-7 below. The six largest areas, appearing in bold font, are featured in the next section of this Plan with larger-scale maps, profiles of employment, existing transportation services, and service opportunities. The central core of the City of Portland was excluded from this analysis because it is well served by transit and is easily accessible by all means of travel.

The level of TriMet service coverage for each of the ten largest employment centers varies. Service gaps may exist in the form of service provided by day of week/time of day and/or geographic coverage. Assessing service gaps in these areas provides a frame of reference to set priorities for the transportation needs of each specific areas and within the urbanized region as a whole.

For the assessment of geographic coverage, jobs located within ½ mile of MAX stations and ¼ mile of bus stops are considered “served.” It is important to note that transit service times may not always cover work shift times in certain areas. For example, the

⁶ Note: it is not a federal requirement to conduct the employment analysis in this manner. However, since Metro has defined these areas as top growth areas for employment, it seemed reasonable to align our analysis with these growth areas.

TriMet ETSP 2013

geographic service coverage in an area such as Swan Island may be high, but the time span of service may not reach jobs that begin after 8pm.

As with previous Plans, JARC-funded services will improve access to these areas by filling gaps in transportation services.

Figure 3-7 Employment Area Analysis

Area	Jobs	Jobs/Acre
Tigard	22,847	15.7
Airport	16,156	3.6
Airport Way	11,874	6.4
NW Front Ave	10,938	6.9
Clackamas	9,772	5.8
Tualatin	9,753	4.7
Swan Island	8,053	9.7
Hillsboro	5,218	32.4
Wilsonville	4,400	0.8
Rivergate/N Columbia Blvd	4,360	1.6

Source: U.S. Census, LEHD, 2010

Figure 3-8 provides an overview of transit service per employment area, including the percent of jobs served by MAX, frequent bus service, service all-day, etc.⁷ It also provides an assessment of the percent of jobs with no transit service. While this table provides an overview of the percent of jobs served by transit, it does not differentiate the *type* of jobs served (i.e. entry level jobs or low-

⁷ Note: "Served" by transit assumes ¼ mile for bus and ½ mile for MAX.

TriMet ETSP 2013

income jobs vs. high-paying jobs). Therefore, this assessment simply provides an overview of the high employment areas in the region, providing a framework for the prioritization of JARC funds.

Transportation available through JARC supported services is not reflected in the Service Gaps Analysis. Information about these services is included in the detailed analysis of employment areas in the next section of this Plan. Any shuttle service, bicycle connections, etc. provided by employers or used by individuals to extend their range of access to transit are not reflected in Figure 3-8.

TriMet ETSP 2013

Figure 3-8 Percentage of Jobs Directly Served by Level of TriMet Service

AREA	MAX	Frequent Bus Service (<15 min)	Standard Service all-day, 7 days a week	Infrequent service 5 days a week	Rush hour only service	Percent of jobs with No Service	Number of jobs with No Service
Tigard	0%	5%	46%	21%	65%	8%	1,763
Airport	41%	19%	13%	0%	5%	30%	4,901
Airport Way	1%	0%	27%	60%	0%	19%	2,210
NW Front Ave	0%	7%	88%	0%	0%	12%	1,298
Clackamas	0%	0%	50%	1%	0%	50%	4,914
Tualatin	0%	0%	0.4%	0%	0%	99.6%	9,712
Swan Island	0%	12%	0%	95%	0%	5%	379
Hillsboro	0%	0%	0%	100%	0%	0%	0
Wilsonville*	0%	0%	98%	0%	0%	2%	98
Rivergate/N Columbia Blvd	3%	1%	1%	55%	0%	41%	1,799

*Note: service in Wilsonville is provided by SMART transit, not by TriMet

*Note: Any shuttle service, bicycle connections, etc. provided by employers or used by individuals to extend their range of access to transit are not reflected in this table.

Source: U.S. Census, LEHD, 2010 (number of jobs); TriMet, Spring, 2013 (transit service)

Another element of employment needs is improving access to vocational schools and job-training offices. This can be accomplished through marketing and information to highlight JARC-funded transportation connections to any such facilities serving the job sectors or geographic areas in the plan. In addition, work with employers in employment areas will facilitate coordination between job training offices and employer human resources personnel. The focus will be to promote both jobs and access to those jobs to potential and current employees. These efforts will occur in coordination between TriMet, social service agencies, employers and transportation management associations (TMA) and will build on existing employer outreach efforts.

Tigard Employment Area

The Tigard/Tualatin employment area is located to the south of downtown Portland in Washington County. Located primarily along the Interstate 5 corridor, the area is bordered by Hwy 99W to the north and Lower Boones Ferry Rd to the south. The area is considered a suburban employment market.

Transportation Services Overview

TriMet provides bus service to Tigard, with frequent bus service (every 20 minutes) along Highway 99W and express service on Interstate 5. Major arterials such as SW Hall Boulevard, SW 72nd Avenue, and Lower Boones Ferry Road are served with a combination of standard and rush-hour only bus service. TriMet's Tigard and Tualatin Park & Ride facilities are located within the employment area – one is located in the south end of the area off of Bridgeport Road, while the second is located off of Highway 99W near SW 72nd Avenue. The Tualatin Chamber of Commerce provides a variety of programs and services to employers in Tualatin including the Industrial Shuttle that provides a vital transit link between TriMet and the Tualatin Industrial Area. Figure 3-10 provides an overview of transit service in the area; Figure 3-11 provides an illustrated map of the area.

TriMet ETSP 2013

Figure 3-10 TriMet Services: Tigard

Route #	Route Name	Current Level of Service	Key Potential Improvements
12		Frequent Bus Service	
36	South Shore	Service all day, 5 days a week (infrequent)	Improve frequency to 30 minute service 5-7 days per week
37	Lake Grove	Service all day, 5 days a week (infrequent)	Improve frequency to 30 minute service 5-7 days per week
38	Boones Ferry Rd	Peak, 5 days a week (rush-hour only; infrequent)	
76	Beaverton/Tualatin	Service all-day, 7 days a week	Improve frequency to 15 minute service
78	Beaverton/Lake Oswego	Service all-day, 7 days a week	Improve frequency to 15 minute service
94	Pacific Hwy/Sherwood	Peak weekdays	
96	Tualatin/I-5	Peak, 5 days a week (express route)	
WES		Stops are nearby but not within ½ mile	Not applicable

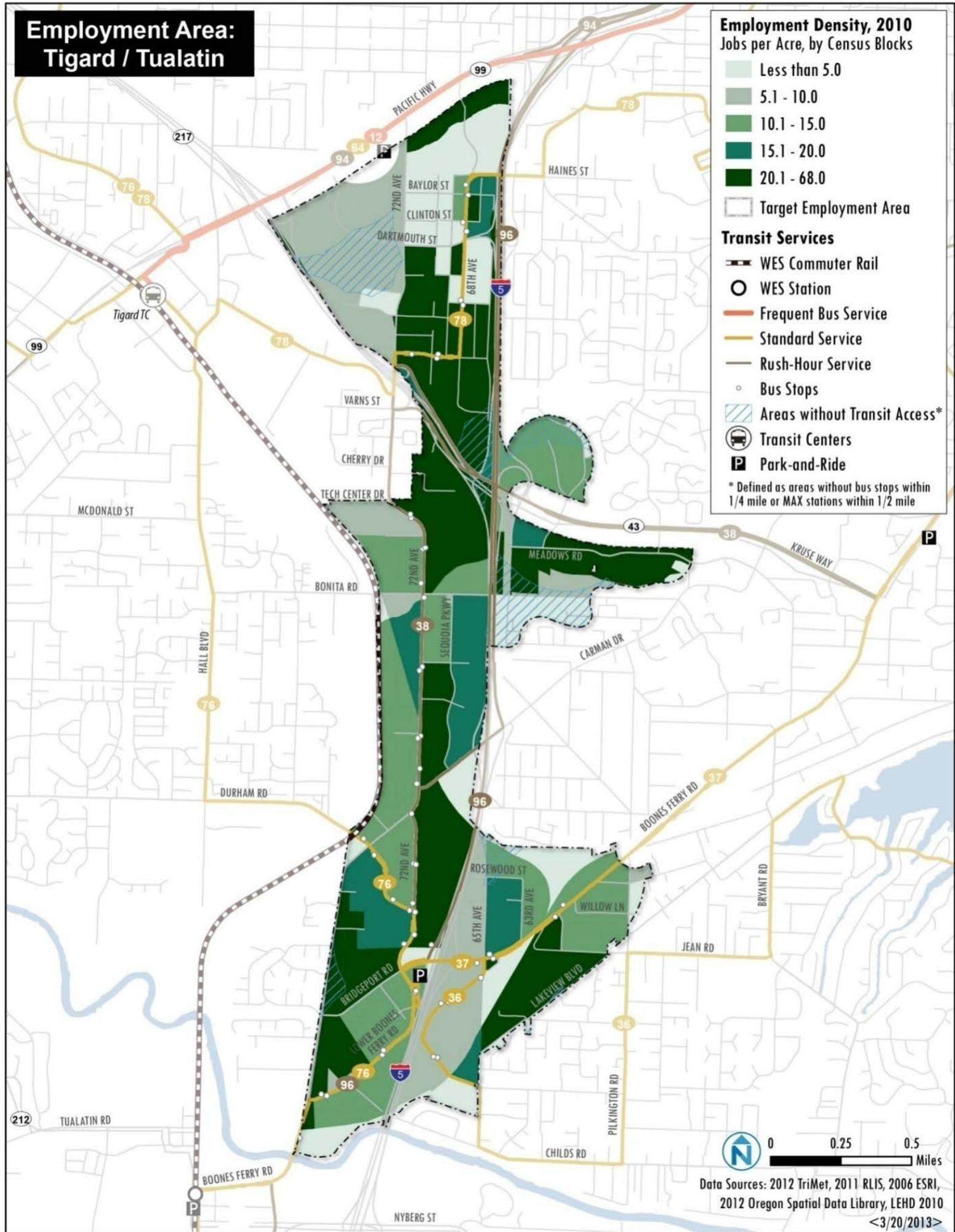
Source: TriMet, Spring, 2013

TriMet's Washington County Commuter rail (WES) service connecting Wilsonville and Beaverton also began serving this corridor in February 2009, with stops in Tigard and Tualatin. WES service runs every 30 minutes during peak hours Monday through Friday and provides an important suburb-to-suburb connection. Although WES stops are nearby, there is no stop within ½ mile walking distance of the employment area.

Employment Overview

The Tigard employment area is estimated to include 22,847 jobs. With nearly 16 jobs per acre, it ranks among the highest in job density. Major employers in the area include Farmers Insurance, Legacy Meridian Park Hospital, Health Net of Oregon, Veris Industries, and PacifiCare of Oregon. Employers are primarily located along the SW 72nd Ave corridor where transit service is available via Line 38-Boones Ferry Rd and Line 76-Beaverton/Tualatin.

Figure 3-11 Tigard Employment Area



Service Gaps Analysis

This employment area is well-served by transit, with only eight percent of the jobs in the Tigard/Tualatin area with no TriMet service. Of the jobs that are served, most are accessible during weekdays and some during rush hour (6-9 am, 4-7 pm) only. This area is home to many employers in professional and business services, which are likely to work traditional shift times (8 am-5 pm) where peak-only may satisfy their need for service. Ride Connection’s Job Access program also currently provides a JARC-supported commute services that originate and end within Tigard. If the employment site is outside of Tigard, the Job Access program takes the rider to the nearest transit station.

Figure 3-12 Jobs Served by TriMet: Tigard

Level of Service	% of Jobs Served
MAX	0%
Frequent Bus Service	5%
Service all-day, 6/7 days a week	46%
Service all-day, 5 days a week	21%
Rush hour only service	65%
% of jobs with no service	8%

Source: U.S. Census, LEHD, 2010 (number of jobs); TriMet, Spring, 2013 (transit service)

Strategies for Addressing Service Gaps

TriMet has not improved service in the area for over a decade, with the exception of WES. Long-range plans call for expanded local coverage, new connections for local routes, and more frequent service with longer service spans. The best way to improve transit access is for TriMet to begin making service improvements that have

been identified in the TIP as modified by the Southwest enhancement plan and consistent with the Southwest Corridor plan emerging at Metro. These improvements (as noted in Figure 3-10) include enhancing servicing on Lines 36 and 37 to 30-minute service and upgrading Lines 76 and 78 to Frequent (15 minute) service all day.

Because the density of jobs in this area is high, improving pedestrian and bicycle connections could also bridge spatial gaps between TriMet service and the job site. Ridesharing and off-peak shuttle services may be warranted if sufficient demand exists for service outside of traditional work hours.

Airport Employment Area

The Airport employment area is a large employment area located to the northeast of downtown Portland in Multnomah County. The area is bordered by Columbia Boulevard to the south, the Columbia River to the north, Interstate 5 to the west and Interstate 205 to the east. The Columbia Corridor Association is an advocate and representative of employers in this area.

Transportation Services

TriMet provides both bus and MAX service to this area. The west end of the corridor and a section of Columbia Boulevard between NE 33rd and NE 47th Avenues is served by frequent bus service. Although there is no continuous bus service on Columbia Blvd, six bus routes cross this major arterial and all but one of these routes operate seven days/week. The east end of the corridor is served by MAX Red Line service, which opened in 2001. This provides a convenient connection with Portland International Airport, Parkrose Transit Center, downtown Portland, and the Beaverton Transit Center. Figure 3-13 provides an overview of transit service to the area; Figure 3-14 provides an illustrated map of the area.

Figure 3-13 TriMet Services: Airport

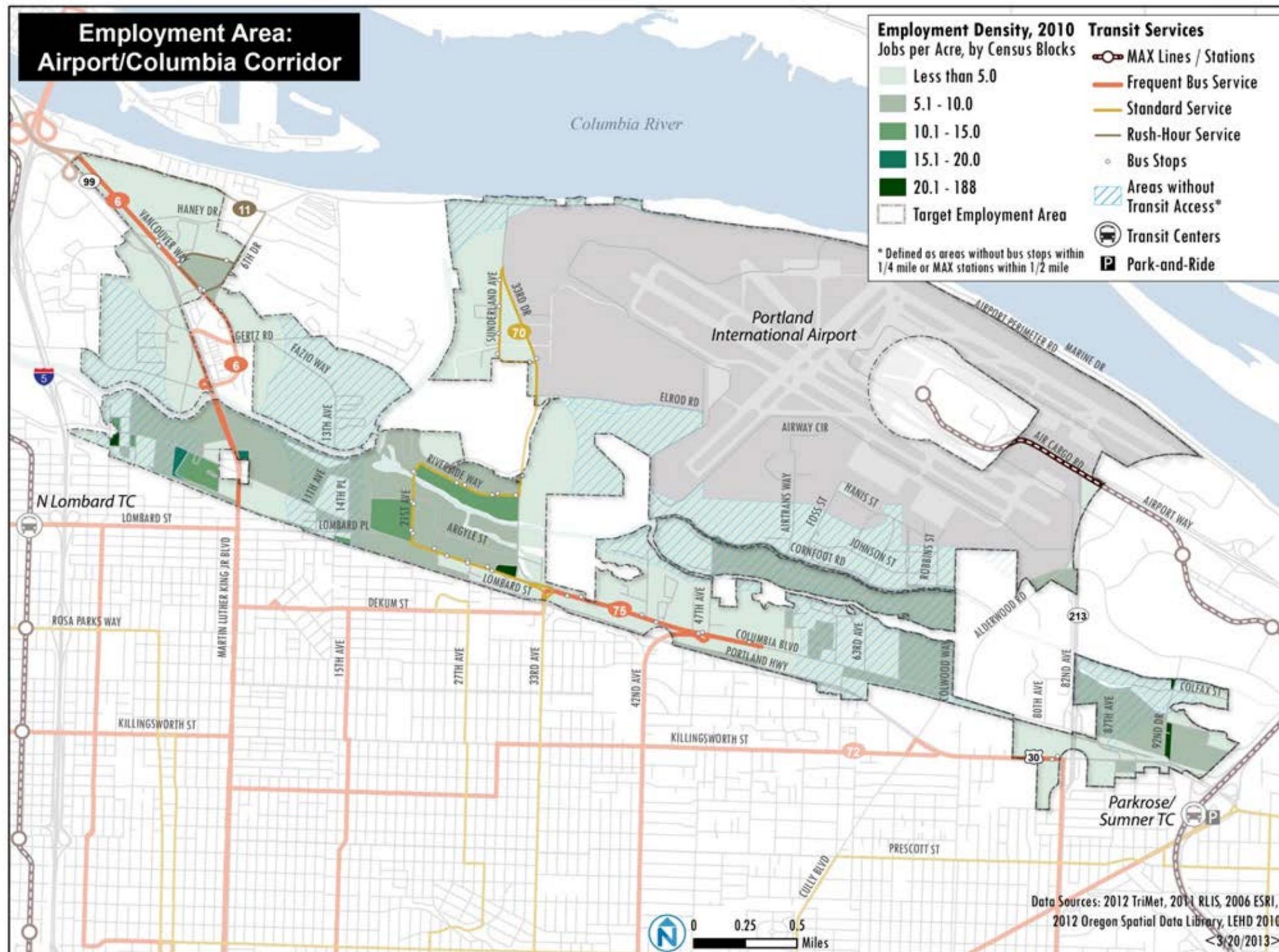
Route #	Route Name	Current Level of Service	Key Potential Improvements
6	Martin Luther King Jr Blvd	Frequent Bus Service	
11	Rivergate/Marine Dr	Rush hour only service	
17	Holgate/Broadway	Service all-day, 7 days a week (not directly in the area, but there is a stop within ¼ mile)	
70	12th/NE 33rd Ave	Service all-day, 7 days a week	
72	Killingsworth/82nd Ave	Frequent Bus Service	
75	Cesar Chavez/Lombard	Frequent Bus Service	
MAX	Red line	Frequent Express	

Source: TriMet, Spring, 2013

Employment Summary

This employment area is estimated to include 16,156 jobs. It is home to a mix of light and heavy industry, warehouse and distribution companies, business parks, corporate operation centers, hotel/motel facilities, restaurants, and retail establishments. Major employers include Horizon Air-Flight Operations, Halton Company, Kraft Foods, and the Port of Portland.

Figure 3-14 Airport Employment Area



Service Gaps Analysis

Over 48 percent of the jobs in the Airport/Columbia Corridor area are not served by TriMet (see Figure 3-15 below). Although some of the area is well served by MAX and frequent transit, the overall low density of jobs poses a challenge to serve this area in a cost efficient manner. Nearly all bus service in the area operates north to south with no continuous east to west service along Columbia Boulevard. The mix of industries in the area caters to 24-hour work schedules, which can be difficult to serve effectively with fixed-route transit.

Figure 3-15 Jobs Served by TriMet: Airport

Level of Service	% of Jobs Served
MAX	41%
Frequent Bus Service	19%
Service all-day, 6/7 days a week	13%
Service all-day, 5 days a week	0%
Rush hour only service	5%
% of jobs with no service	30%

Source: U.S. Census, LEHD, 2010 (number of jobs); TriMet, Spring, 2013 (transit service)

Strategies for Addressing Service Gaps

Given the low density of jobs (3.6 jobs/acre) and varying shift times among employers, improving transit service to this area is not cost effective. Instead, ridesharing, carpools, and vanpools are logical strategies to address the service gaps in this area. Coordinated efforts to match and share rides are likely to be the most cost-effective approaches to increasing access to jobs in this area.

Airport Way

The Airport Way employment area is located just east of the Airport/Columbia Corridor noted above. It is bounded by NE Sandy Boulevard to the south, the Columbia River to the north, Interstate 205 to the west, and N 190th Avenue to the east. This employment area is within the boundary of the Columbia Corridor Association, who represents employers in the Airport Way employment area.

Transportation Services

TriMet provides bus service to this area, and the MAX line stops at the Park rose/Sumner Transit Center just southeast of the employment area. Line 87-Airport Way was recently improved to provide all-day weekday service along Airport Way through the middle of the employment area; Line 21-Sandy Blvd runs along the southern perimeter of the area along Sandy Boulevard; Lines 22 and 23 are in close proximity to the employment area. Figure 3-16 provides an overview of transit service in the area; Figure 3-17 provides an illustrated map of the area.

Figure 3-16 TriMet Services: Airport Way

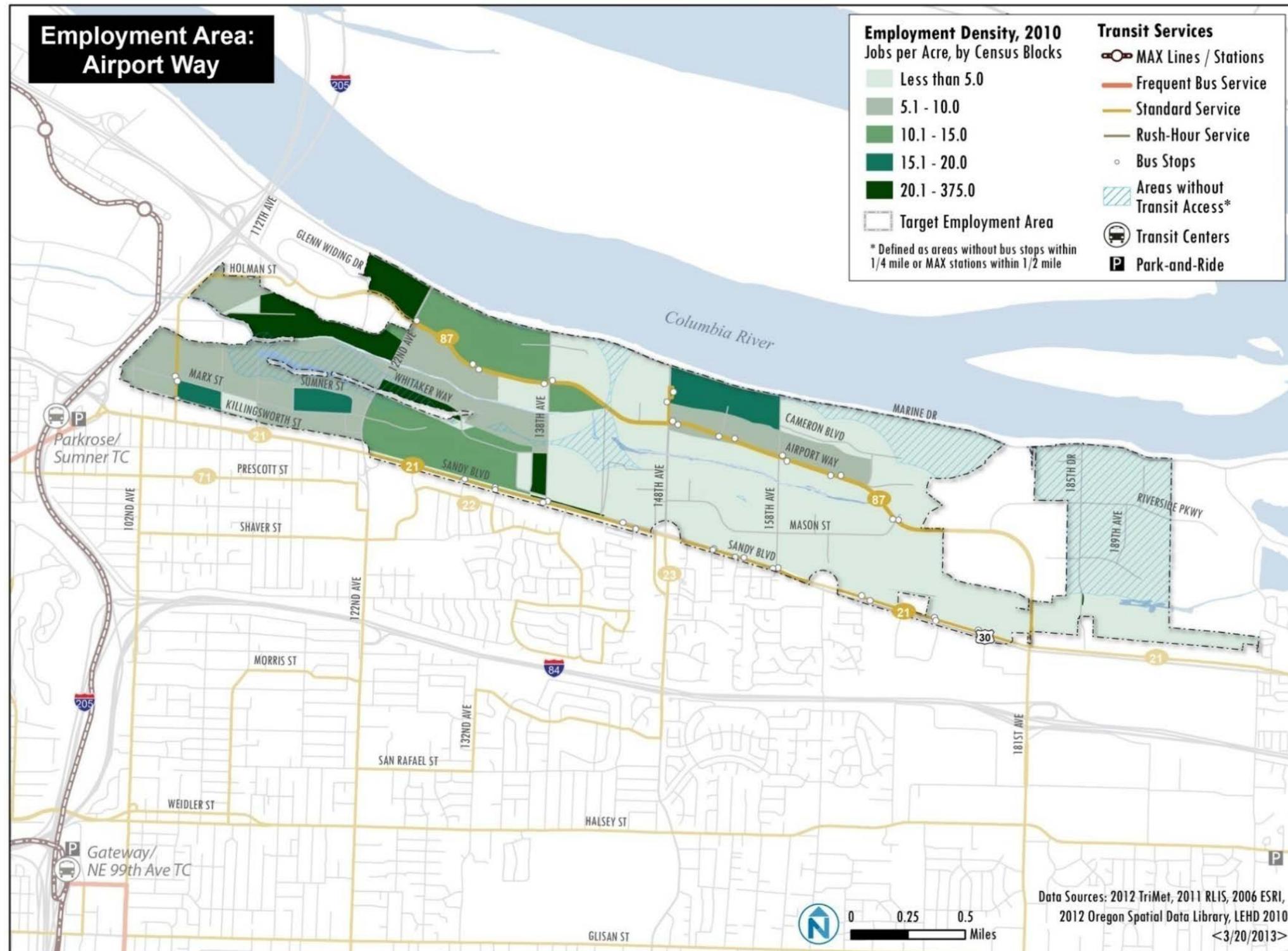
Route #	Route Name	Level of Service	Key Potential Improvements
21	Sandy Blvd/223rd	Service all-day, 7 days a week	Improve peak hour service to 15 minute service
22	Parkrose	Service all-day, 7 days a week (not within the zone, but nearby)	Improve to 30 minute service
23	San Rafael	Service all day, 5 days a week (not within the zone, but nearby)	Improve to 30 minute service 7 days per week
87	Airport Way/181st	Service all day, 5 days a week	Improve to frequent service every 15 minutes, 7 days per week
MAX	Red line	MAX	Not applicable

Source: TriMet, Spring, 2013

Employment Summary

This employment area is estimated to include 11,184 jobs. It is home to a mix of light and heavy industry, warehouse and distribution companies, business parks, corporate operation centers, hotel/motel facilities, restaurants, and retail establishments.

Figure 3-17 Airport Way Employment Area



Service Gaps Analysis

Nineteen percent (19%) of the jobs in the Airport Way area are not directly served by TriMet (i.e. bus is not within ¼ mile and MAX is not within ½ mile) (see Figure 3-18 below). Although some of the area is served by MAX and standard transit service, the overall low density of jobs (6.4 jobs per acre) poses a challenge to serve this area in a cost efficient manner. Nearly all bus service in the area operates on the edge or outside of the area, except for Line 87 that runs through the middle. Line 87 operates all day, five days per week.

Figure 3-18 Jobs Served by TriMet: Airport Way

Level of Service	% of Jobs Served
MAX	1%
Frequent Bus Service	0%
Service all-day, 6/7 days a week	27%
Service all-day, 5 days a week	60%
Rush hour only service	0%
% of jobs with no service	19%

Source: U.S. Census, LEHD, 2010 (number of jobs); TriMet, Spring, 2013 (transit service)

Strategies for Addressing Service Gaps

Airport Way is a relatively low density employment area, at only 6.4 jobs per acre. Given this low density, and a varying shift times, ridesharing, carpools, and vanpools are logical strategies to address the service gaps in this area. In this type of environment, employers can play a lead role in helping to coordinate efforts to match and share rides. The Transportation Improvement Program (TIP) also recommends 30 minute service on Line 87 on Airport Way, which will improve access to the area if implemented. Route 11 service should also be enhanced to provide 15 minute peak hour service.

NW Front Avenue Employment Area

The NW Front Avenue employment area is located just to northwest of downtown Portland, in Multnomah County. The area is considered an industrial district, bordered by the Willamette River to the east and north, NW St Helens Rd to the west, and NW Portland to the south. At this time there is no formal organization that represents the employers in the NW Front Avenue employment area.

Transportation Services

TriMet provides bus service to this area all day, but service is not frequent. Service is concentrated along Hwy 30 and NW Front Ave. Pedestrian access has historically been an issue in this area, as commuters must navigate around the extensive network of railroad tracks in the area. There are no Park-and-Ride or Transit Center facilities in the NW Front Ave area. Figure 3-19 provides an overview of transit service in the area; Figure 3-20 provides an illustrated map of the area.

Figure 3-19 TriMet Services: NW Front Ave.

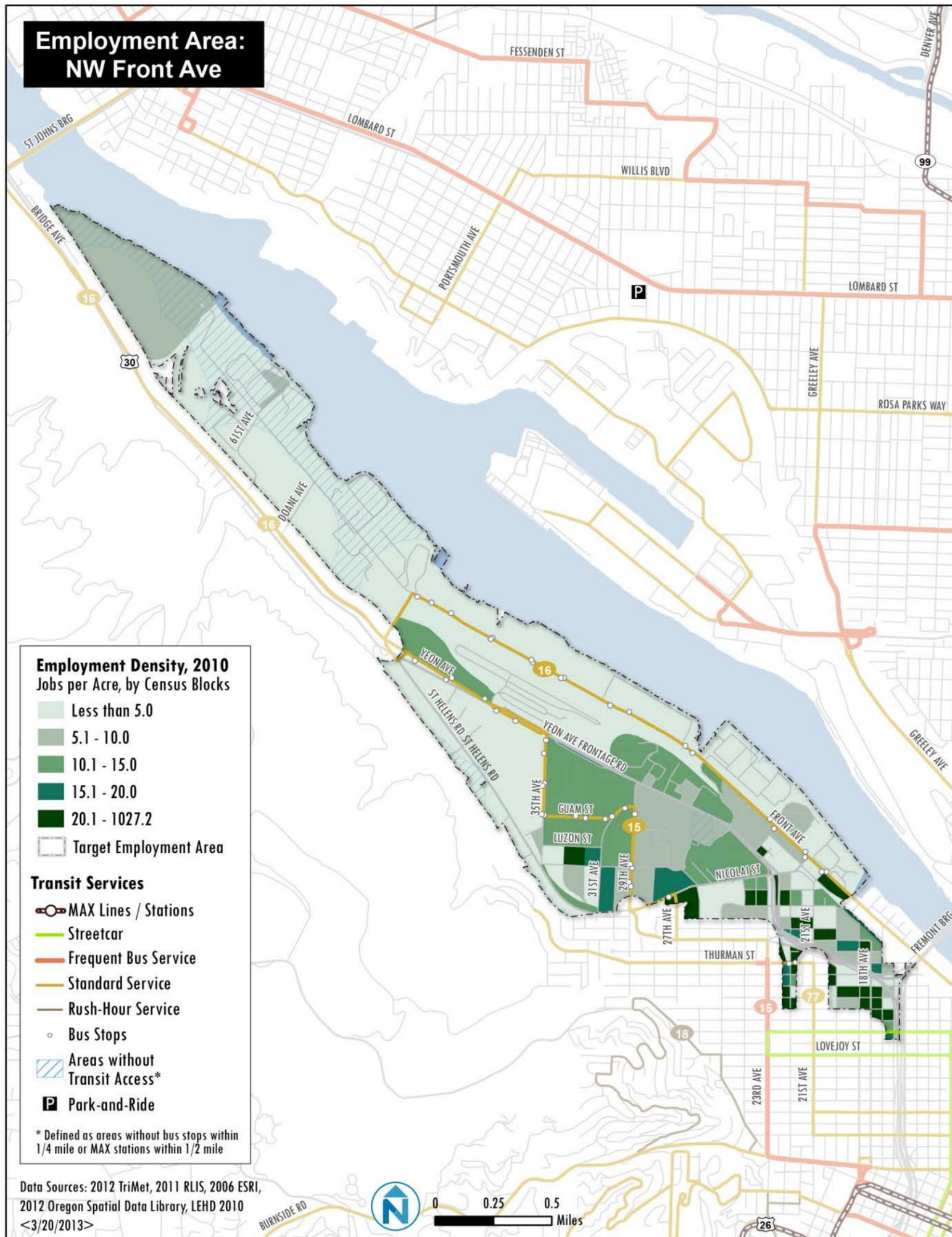
Route #	Route Name	Current Level of Service	Key Potential Improvements
15	Belmont/NW 23rd	Frequent Bus Service (Route 15 is a frequent route, but not for the section of route located in the North Front area)	Improve to frequent service on all sections of route
16	Front Ave/St Helens Rd	Service all day, 6 days a week	
77	Broadway/Halsey	Service all-day, 7 days a week	

Source: TriMet, Spring, 2013

Employment Summary

An estimated 10,938 jobs are located in the employment area. Job density in this area is moderate with nearly 7 jobs per acre. Nearly all employers in the area are light to heavy industry. Major employers include Gunderson Inc, Wacker Siltronic Corp, Georgia Pacific Corp, Sulzer Pumps Inc, and Owens Corning.

Figure 3-20 NW Front Ave. Employment Area



Service Gaps Analysis

Twelve percent (12%) of the jobs in the NW Front Ave area have no TriMet service (i.e. bus is not within ¼ mile and MAX is not within ½ mile) (see Figure 3-21). Although over one-half of the jobs are accessible via Line 17-St Helens Rd, this service operates along a major highway and many of the jobs within ¼ mile of this bus line lack pedestrian connections to/from transit stops. The mix of light and heavy industrial businesses in this area caters to 24-hour work schedules, which can be expensive to serve with transit. Line 16 was improved in Fall 2012.

Figure 3-21 Jobs Served by TriMet: NW Front Ave.

Level of Service	% of Jobs Served
MAX	0%
Frequent Bus Service	7%
Service all-day, 6/7 days a week	88%
Service all-day, 5 days a week	0%
Rush hour only service	0%
% of jobs with no service	12%

Source: U.S. Census, LEHD, 2010 (number of jobs); TriMet, Spring, 2013 (transit service)

Strategies for Addressing Service Gaps

Although the density of jobs in the NW Front Ave area is high for an industrial district, the area is somewhat difficult to serve with traditional fixed route bus service because of the very limited street/road network and major physical barriers such as railroad tracks and a major highway. However, improving the frequency of Line 15 that currently serves the employment area could improve access to the area. Like other areas with barriers to pedestrian travel

and varying shift hours, ridesharing is a logical strategy to address the service gaps in this area.

Clackamas Employment Area

This area is located southeast of downtown Portland, in Clackamas County. This particular employment area in Clackamas is a mixture of big box retail, light industrial services and manufacturing, and warehousing. The area is bordered by the Clackamas River to the south, Interstate 205 to the west, Sunnyside Rd to the north, and SE 135th Ave to the east. There is no formal organization representing employers in this area (the Clackamas Regional Center TMA was closed in 2011).

Transportation Services

This employment area in Clackamas is accessible by three TriMet bus routes. The majority of east-west bus service through this district is provided by Line 30, which operates seven days/week. North-south service through the area is provided by Line 79, which also operates seven days a week at 30 min frequency. However, Line 79 runs just west of the employment area. Line 156 serves the eastern portion of the area, but only runs five days per week (see the map in Figure 3-23).

Figure 3-22 TriMet Services: Clackamas

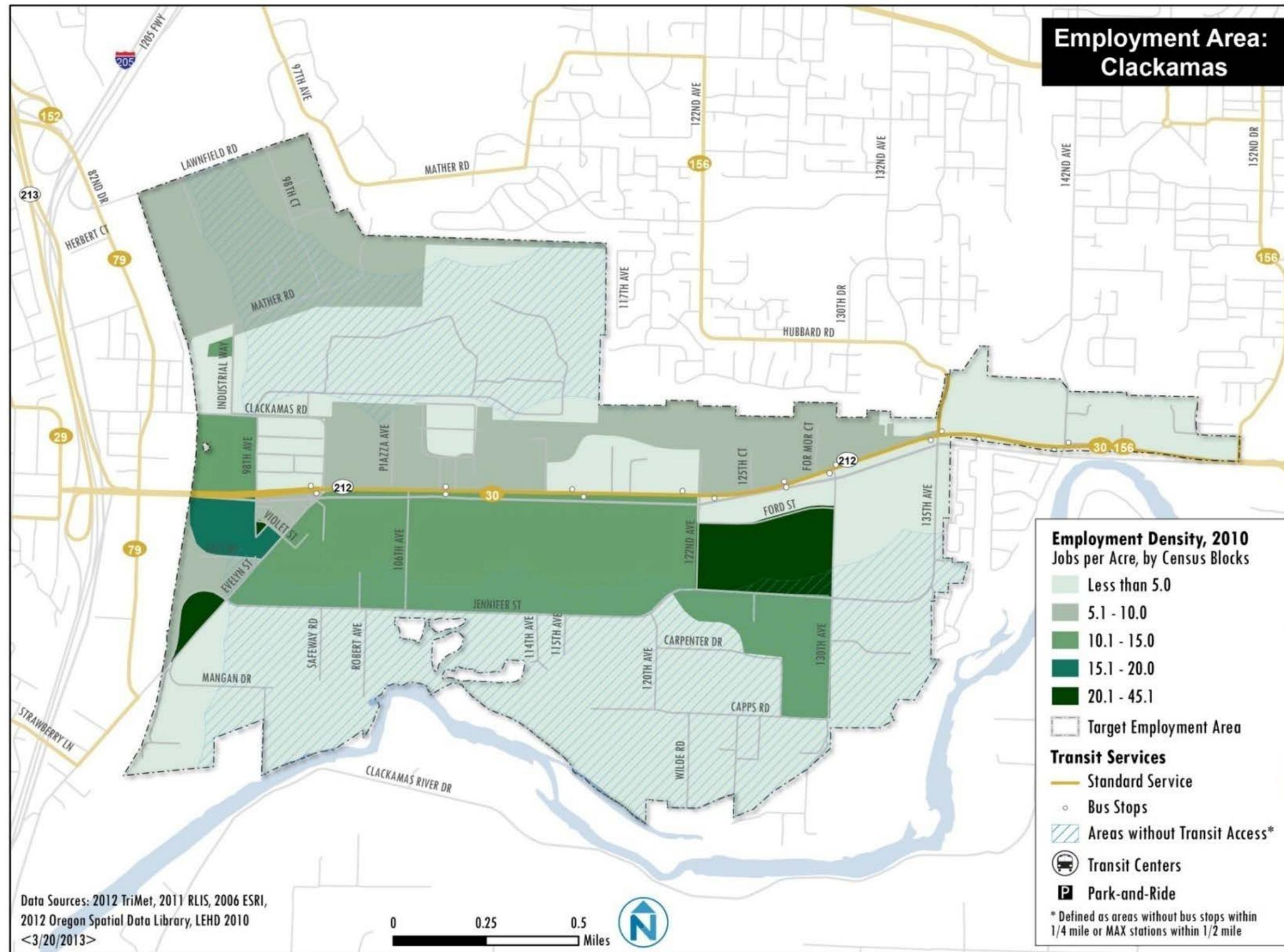
Route #	Route Name	Current Level of Service	Key Potential Improvements
30	Estacada	Service all-day, 6 days a week	
79	Clackamas/Oregon City	Service all-day, 7 days a week (not within the zone, but nearby)	Improve service to frequent, 15 minute service
156	Mather Rd	Service all day, 5 days a week	

Source: TriMet, Spring, 2013

Employment Summary

This employment area is estimated to include 9,772 jobs. The density of jobs is considered moderate (5.8 jobs per acre) for a light industrial employment area. Major employers in the area include Warn Industries, Dulcich Inc., Pacific Seafood, Oregon Iron Works, and Komfort Inc. There is no organization that currently represents employers in the region.

Figure 3-23 Clackamas Employment Area



Service Gaps Analysis

Fifty percent (50%) of the jobs in the Clackamas Employment District are considered unserved by transit. Those jobs served by transit are served solely by standard all-day service provided 6-7 days per week.

Figure 3-24 Jobs Served by TriMet: Clackamas

Level of Service	% of Jobs Served
MAX	0%
Frequent Bus Service	0%
Service all-day, 6/7 days a week	0%
Service all-day, 5 days a week	1%
Rush hour only service	0%
% of jobs with no service	50%

Source: U.S. Census, LEHD, 2010 (number of jobs); TriMet, Spring, 2013 (transit service)

Strategies for Addressing Service Gaps

TriMet MAX light rail service to Clackamas County began in September 2009. This service operates between downtown Portland and Clackamas Town Center, where commuters can connect to all three bus routes that serve the employment district. Adding this important connection to Clackamas County has improved access to the area. As noted in Figure 3-22, improving the frequency of Line 79 to 15 minute service would also improve local access to the employment area.

Tualatin Employment Area

The Tualatin employment area is a mix of office, light industrial services and manufacturing, and warehousing. The area is bordered

by Route 99 and Tualatin Road to the north, Tualatin Sherwood Road to the south, 95th Avenue to the east, and Olds Place to the west (see Figure 3-26 below). Tualatin is located in Washington County, where the Washington Transportation Alliance (WTA) represents employers on transportation related issues.

Transportation Services

The majority of the Tualatin employment area is not accessible by TriMet bus routes. Only a small section of the area is within ¼ mile walking distance to Line 94 which runs along Route 99 and provides service between Sherwood and Tigard. On weekdays, during rush hour, Line 94 provides express service to Portland City Center from Tigard in the morning and from Portland City Center to Tigard in the afternoon (see Figure 3-25 below). Line 96-Tualatin/I-5 also serves a small portion of the jobs in the area at the intersection of Avery Street and 95th Avenue. This Line provides weekday rush-hour service between Commerce Circle (Tualatin) and Portland City Center, along Boones Ferry Road, 72nd, I-5 and Jefferson/Columbia. Although the commuter rail (WES) does run through the employment area, the station stop in Tualatin is not within walking distance to the employment area.

The area is also served by the Tualatin Chamber of Commerce weekday demand response shuttle (which has been funded with JARC funds in years past) that connects commuters between TriMet stops, WES commuter rail, and businesses in Tualatin.

Figure 3-25 TriMet Services: Tualatin

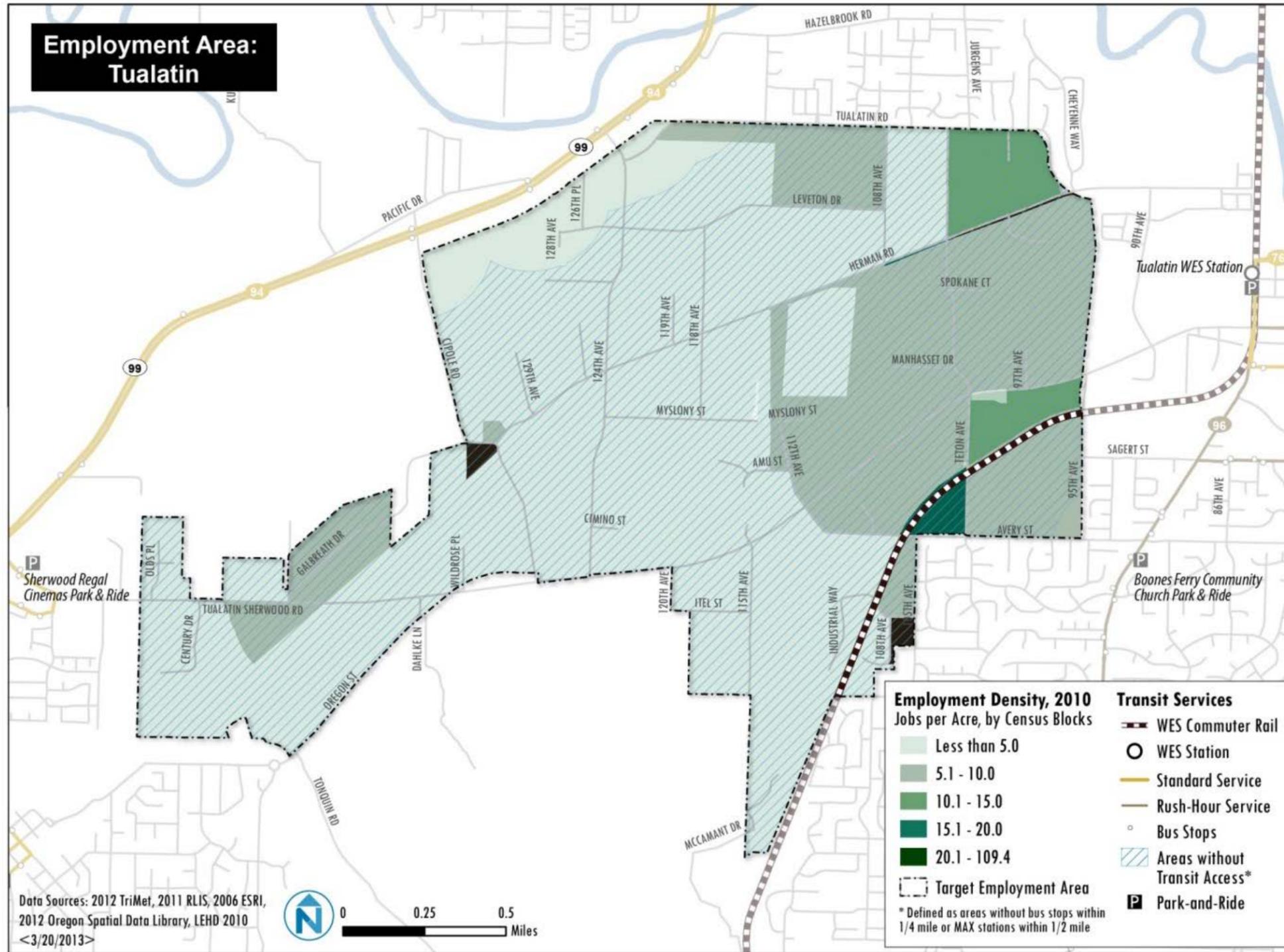
Route #	Route Name	Current Level of Service	Key Potential Improvements
94	Pacific Hwy/Sherwood	Service all-day, 7 days a week	
96	Tualatin/I-5	Rush hour only	
WES	Westside Express	Stops are nearby but not within ½ mile	Not applicable

Source: TriMet, Spring, 2013

Employment Summary

This employment area is estimated to include 9,753 jobs. The density of jobs is considered moderate (4.7 jobs per acre) for a light industrial employment area.

Figure 3-26 Tualatin Employment Area



Service Gaps Analysis

Over 99% of the jobs in Tualatin are considered unserved by transit. Those jobs served by transit are served solely by standard all-day service provided 7 days per week. These jobs are located in the northwest corner of the employment area. Jobs on the east side of the employment area along 95th Avenue are in moderate proximity to the WES station in Tualatin and lines 76 and 96, however these are not considered within walking distance (1/4 mile for bus and 1/2 mile for WES).

Figure 3-27 Jobs Served by TriMet: Tualatin

Level of Service	% of Jobs Served
MAX	0.0%
Frequent Bus Service	0.0%
Service all-day, 6/7 days a week	0.4%
Service all-day, 5 days a week	0.0%
Rush hour only service	0.0%
% of jobs with no service	99.6%

Source: U.S. Census, LEHD, 2010 (number of jobs); TriMet, Spring, 2013 (transit service)

Strategies for Addressing Service Gaps

Given the relatively low density of jobs in the Tualatin area, fixed route transit will likely be difficult to support. The Tualatin Chamber of Commerce noted above has seen good ridership on its demand response shuttle, serving nearly 20,000 riders in 2012. Given the success of the shuttle, there is opportunity to expand this shuttle service, or transition it to a more fixed route service based on existing demand patterns. Given the lower density employment area, ridesharing is also a potential opportunity to help employees get to work.

4 Framework for JARC Program Services

Program Services

As noted previously, the JARC program has included a variety of services aimed at increasing the mobility of low-income persons to access areas with employment opportunities, and to reach other specific job-related services such as vocational training and placement. At a broad level, these services may be characterized as one of three categories:

1. Non-commute and alternative transportation services ;
2. Transportation services providing access to jobs, and;
3. Transportation services providing access to job-related services.

Program elements in the first category improve access to fixed route transit service and employment sites through the promotion of bicycling and walking. The goal is to increase travel options for discretionary trips through the promotion of bicycling, walking, and issuing low-interest car loans for qualified applicants. The Regional Travel Options (RTO) Program administered by Metro reduces single occupant vehicle trips by expanding commute options and by providing commuter support services at worksites. Many employers engaged in the RTO program also provide incentives for using transit, vanpools, and carpools. In addition, employer transportation programs are supported through a region-wide guaranteed ride home program, training for company-designated transportation coordinators, ongoing support and resources, on-site trip planning and tailored promotional materials.

TriMet ETSP 2013

Orientation and more specialized training for older adults and people with disabilities in using public transit is available through RideWise, a program of Ride Connection in coordination with TriMet. RideWise also offers support materials and resources to other agency professionals providing travel training in the community. RideWise training services can make public transit a viable travel option for people with disabilities in reaching employment.

The JARC program recognizes the need to access vocational schools and job-training offices. Work with employers in specific employment areas facilitates coordination between job training offices and employer human resources personnel. The intent is to promote both jobs and access to those jobs to potential and current employees. These efforts will occur in coordination between TriMet, social service agencies, employers and transportation management associations (TMA) and will build on existing employer outreach efforts.

Program service development and delivery in a given employment area will include coordination among employers by a TMA or business association (BA), if available, working in conjunction with TriMet and other transportation providers. Currently, two of the five employment areas with the highest numbers of jobs have employer representation in the form of a TMA or BA. When JARC-sponsored services are focused on an employment area, the TMA or BA will be encouraged to coordinate with social service agencies, employers and TriMet to facilitate alternative transportation programs for employees at specific worksites, and in further developing service options.

5 Implementation Plan

Strategies and Process Development

Strategies for future program services and the process to develop, review, and set priorities for project proposals are presented in the chart included in this section. Recommendations are based on the program background, review of employment-related transportation needs, available services, and analysis of service gaps for employment areas with high numbers of jobs; with review and input provided by the JARC Advisory Committee (JAC).

The Plan provides the basis for subsequent steps and a process to solicit and select JARC-funded services and projects for Fiscal Year 2013-14; this represents the final year of new JARC grant funds awarded to the regional under SAFETEA-LU.. At the conclusion of TriMet Fiscal Year 2013-2014 any unspent regional JARC funds awarded to TriMet under SAFETEA-LU will be invested, in accordance with SAFETEA-LU guidelines, in Transit Services that directly improve the mobility of low-income populations or improve access to jobs and employment services in target areas identified in this plan.

Project priorities and selection for Fiscal Year 2013-2014 will be guided by the Plan and by the following criteria:

- Ability of project to improve services to low-income population and/or employment areas identified in the Plan. Ability of project to serve one of the defined target areas defined in the Plan.
- Ability of project to fill a clearly defined transportation gap; clear documentation of such ability.

TriMet ETSP 2013

- Ability of project to improve access to job-related social services and educational/vocational programs. Documentation of cost per unit of service.
- Extent to which project coordinates with other community resources and transportation project, or is part of a strong partnership to leverage JARC funds.
- Ability to sustain project long-term without JARC funding.

Criteria for investing unspent regional JARC funds will be identified in 2014. As previously stated, projects will be selected based on their ability to maintain transit services that improve access to jobs and employment services and/or that add mobility for low-income populations.

Figure 5-1 Implementation Strategies

Strategy	Resources/ Costs	Responsible Parties	Time Frame
Program Review and Development:			
Develop FY14 project proposals	JARC/TriMet general funds	TriMet, project applicants and partners	Spring 2013
Evaluate FY14 project proposals and determine FY14 grant awards	Not to exceed available JARC allocation plus required matching funds.	TriMet, with input from the JAC	Spring 2013
Coordination and planning to implement FY14 projects	JARC/TriMet general funds	TriMet and project recipients	Spring 2013

TriMet ETSP 2013

Strategy	Resources/ Costs	Responsible Parties	Time Frame
FY13 projects evaluation and program review	TriMet general fund	TriMet	Spring 2013
Projects and Services:			
<p>Non-Commute and Alternative Transportation Services:</p> <p>Improve access to fixed route transit service and employment sites through the promotion of bicycling and walking. Increase travel options for discretionary trips through the promotion of bicycling, walking, and issuing low-interest car loans for qualified applicants.</p>	JARC funds and TriMet match	TriMet and project sub-recipients	Ongoing, with FY14 programs implemented no later than July 2014
<p>Transportation Services – Access to Jobs:</p> <p>Fill service gaps for priority employment areas as identified in the JARC Plan. Service modes should best address transportation needs and the characteristics of the jobs/area to be served.</p>	JARC funds and TriMet match	TriMet and project sub-recipients	Ongoing, with FY14 programs implemented no later than July 2014

TriMet ETSP 2013

Strategy	Resources/ Costs	Responsible Parties	Time Frame
<p>Transportation Services – Access to Job Related Support Services:</p> <p>Meet transportation needs that are a prerequisite for access to jobs and the overall program of JARC-funded services, and are fully coordinated with TriMet and other community resources.</p>	JARC funds and TriMet match	TriMet and project sub-recipients	Ongoing, with FY14 programs implemented no later than July 2014
<p>Project Priorities: Priorities for use of JARC services/projects for FY14 and subsequent years will be established by criteria that include: ability of project to serve low-income population and/or employment areas identified in CHSTP; ability to fill a clearly identified transportation gap; ability to improve access to job-related social services and educational/vocational programs; proposed cost per unit of service; extent to which project coordinates with other resources to leverage JARC funds; ability to sustain program without JARC funds.</p>			

Appendix A JARC Program Criteria

This section provides an overview of the selection process for JARC programs for the year of JARC funding – fiscal year 2014.

Selection Process and Timeline

A region-wide competitive solicitation will take place for Portland Regional Urbanized JARC projects. Federal funds available under SAFETEA-LU for the urbanized area within the tri-county region total \$683,513 for FY 2014 (July 1, 2013 – June 30, 2014). **Project proposals will cover services and funding for one year, FY 2014 (July 1, 2013 - July 1, 2014) and grant proposals must request a minimum of \$25,000.00**

TriMet is the designated recipient for JARC funds allocated to the greater Portland Urbanized Area. TriMet is responsible for developing a coordinated plan for program services and competitively selecting projects for JARC funding. The process for selection of projects is intended to be straightforward and transparent, following steps and using criteria established in consultation with the JARC Advisory Committee.

Eligible Applicants

State or local government authorities, non-profit organizations, and operators of public transportation services are eligible to apply for JARC funds. Private for-profit agencies are not directly eligible; however, such entities may be a partner in a project. If it is determined that a project recipient will contract for goods and services, the entity receiving the funds must follow Federal Transit Administration (FTA) procurement procedures (FTA Circular 4220.1E) in a separate process.

Eligible Projects

In summary, JARC projects provide new or expanded transportation services designed to fill gaps that exist for eligible low-income individuals in getting to and from jobs and other employment-related

TRIMET ETSP 2013

services. Examples of JARC services include, but are not limited to, the following:

- Late night and weekend service
- Shuttle service
- Expanding fixed-route mass transit routes
- Demand-responsive van service
- Ridesharing and carpooling activities
- Bicycling
- Marketing of JARC-funded services
- Travel training, travel assistance, and other forms of facilitating use of fixed-route

Selection of Projects

TriMet, as the designated regional recipient of grant funds, will conduct the competitive selection process and select projects for funding with the assistance of the JARC Advisory Committee. Projects will be presented to the JAC and scored on criteria listed in the application packet. TriMet will make the final selection of projects. In keeping with Title VI of the Civil Rights Act of 1964, TriMet prohibits discrimination on basis of race, color or national origin in programs and activities receiving federal financial assistance.

FY14 Timeline

- January 31, 2013 Informational meeting & Application materials available on-line
- February 11, 2013 (Required) Pre-applications due
- February 28, 2013 Applications due to TriMet
- March 14, 2013 Application information sent to committee members
- March 21, 2013 Applications presented to committee for scoring

TRIMET ETSP 2013

- Early April 2013 Projects selected
- April – June 2013 Contracts completed
- July 1, 2013 Project start date
- July 1, 2014 Project end date

Selection Criteria

Applications will be evaluated in a two-step process, based on the following considerations and criteria:

TriMet Review

1. Applicant entity is eligible to receive JARC funds.
2. Proposed project is eligible under the JARC program regulations.
3. Proposed project is consistent with the Coordinated Human Services Transportation Plan (CHSTP) for the tri-county urbanized area.
4. Project is in an urbanized area.
5. Project is fully described.
6. Budget and performance information is documented, accurate, and complete.

Scoring Criteria

Committee members will assign a numeric, or point, value to all criteria. This value will reflect how well the proposed project satisfies each criterion. For example:

Extent to which the project would coordinate with other community resources and transportation providers, and leverage JARC funds.

Greatest 5 4 3 2 1 Least

Committee members will submit a point total for each proposal. This number will reflect the perceived overall strength of the proposal.

This information will assist TriMet with the selection of the projects.

TRIMET ETSP 2013

Criteria will include the following:

1. To what extent does the project improve services to the low-income population and/or the employment area(s) identified in the CHSTP? Does the project serve one of the target employment area defined in the Coordinated Human Services Transportation Plan?
2. Does the project fill a clearly identified transportation gap? How strong is the case for the gap presented? (Please cite plan or other document identifying the transportation gap and/or the project.)
3. To what extent does the project improve access to job-related social services and educational/vocational programs? Propose the cost per ride or cost per unit of service and explanation of how these services are focused.
4. Extent to which the project coordinates with other community resources and transportation providers or is part of a strong partnership to strategically leverage JARC funds.
5. What is the long-term funding strategy? How will you sustain your program after one year of JARC funding, beyond June 30, 2014?