



# WOODBURN Transit System

## Transit Development Plan (TDP)

# State of the System

DRAFT

December 2022

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# **INTRODUCTION AND KEY FINDINGS**

## OVERVIEW

In 2010, the City of Woodburn completed a comprehensive transit plan for Woodburn Transit System that has served as the guide for transit service delivery over the past 12 years. While this document has been useful in prioritizing capital and operating investments, the plan is outdated and many of priorities have been completed, including:

- The **Woodburn Transit Memorial Transit Facility**, which has four bus bays, is where WTS connects to POINT, Greyhound and the new Cherriots Route 80X. This facility also includes parking for about 140 vehicles (for carpool/vanpool or transit riders).
- The **Downtown Transit Center** on N. 1<sup>st</sup> Street and Arthur Street provides a small off-street facility for transfers between WTS and Cherriots Route 10X. The facility includes a small shelter and transit information.
- An innovative non-emergency medical transportation service that offers trips to Portland and Salem. This is managed by WTS and provided with volunteer drivers.
- The **Dial-A-Ride** service was expanded to provide service seven days a week.
- The **new Express route** began operating in 2019 to provide more direct fixed route service to Woodburn's major destinations.
- **New bus stops, shelters, and signage** were added at major stops throughout the fixed route system.
- **Coordination with regional providers** has been improved to offer more direct connections to Cherriots regional routes, Canby Area Transit (CAT) and intercity providers (POINT and Greyhound)
- **Pedestrian and bicycle improvements** have been made throughout the city on Highways 99 and 214.

**The 2022 Transit Development Plan (TDP)** provides an updated overview of operating and financial performance for WTS and integrates updated community needs, values, and priorities. The Transit Development Plan is an important document for securing State and Federal funding, the primary source of funding for WTS.



## STATE OF THE SYSTEM

The State of the System report provides a detailed evaluation of existing transit services, and an understanding of transit markets, demand, and service needs in Woodburn. To understand the strengths and opportunities associated with the existing system, this document provides an overview of:

- Existing transit service types and operating characteristics
- Existing ridership and performance trends
- Transit markets defined according to population, employment, and socioeconomic characteristics
- Major employers and activity centers
- Commute and travel patterns
- How well existing services are matched with demand and community needs

The report concludes with an overview of community engagement activities that have been conducted as part of the Transit Development Plan, and which will serve as a guide for development of operating and capital improvements later in the project.

## WHY IS TRANSIT, AND WTS, IMPORTANT?

Cities and regions support public transportation services for a variety of reasons, including that transit provides travel choices beyond the private automobile, creating a diversified, accessible, and equitable transportation network. A successful transit system creates opportunities to support a variety of community interests:

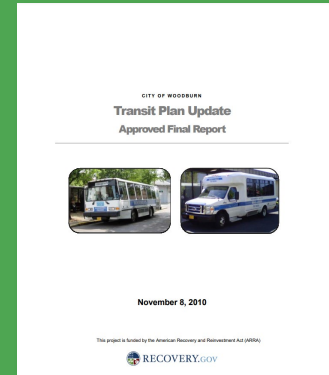
- **Access, Participation, and Independence.** Woodburn's transit services are especially important for households that do not have access to a vehicle and individuals who have limited abilities. WTS service provides community members the ability to participate in daily activities and to travel throughout Woodburn and beyond with access to places of work, recreation, education, and health care.
- **Safety and Environment.** Transit service is among the safest ways to travel. Bus riders also help reduce the number of vehicles on the road and reduce air pollution and greenhouse gas emissions.
- **Economic Development.** Transit has a demonstrated ability to attract economic investment along corridors as well as in specific commercial areas. Transit is especially critical for low-income households by providing access to jobs and economic opportunity.
- **Affordability.** Well-functioning transit services can reduce household expenses for individuals and families. On average, Woodburn residents spend about 25% of their incomes on transportation costs (Source: Housing & Transportation Index). The average transportation costs of owning and operating a car, including gas, insurance, and maintenance, are estimated at \$11,500 a year. While WTS is currently fare-free, purchasing two 20-ride bus passes every month for a year would cost a fraction of this: \$450.

## PLANNING CONTEXT

The three primary documents were reviewed for the Transit Development Plan:

### Transit Plan Update (2010)

This is the guiding document for Woodburn Transit. The TPU is a supplement to the Transportation System Plan (TSP) and has been used to make future service and capital investment decisions over the past 12 years.



### Comprehensive Plan

Last amended in 2022, this document provides the legal framework and long-term vision for implementing plans and land use regulations in the City of Woodburn. As such, the TDP considers existing development patterns and the future land use designations as established by the vision laid out in the Comprehensive Plan.

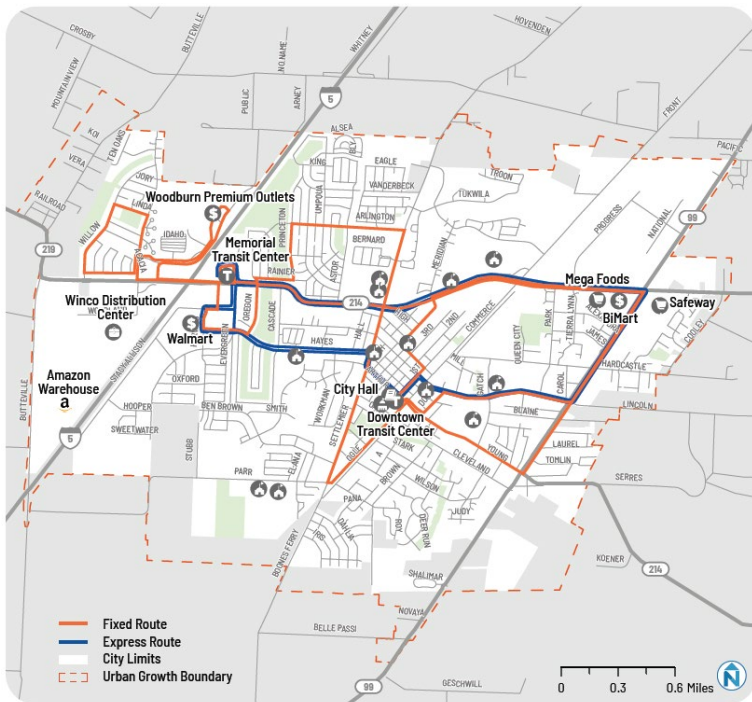
### Transportation System Plan (TSP)

This document is the long-range plan that sets the vision for Woodburn's transportation system, facilities, and services over the next 20 years. The plan establishes investments and priorities for the bicycle, pedestrian, transit, and motor vehicle networks.

# WOODBURN COMMUNITY OVERVIEW

Located in the central Willamette Valley, Woodburn is a thriving and dynamic community. With one of the busiest shopping destinations in Oregon (the Woodburn Outlet Mall) and a vibrant downtown, Woodburn is also one of the most diverse communities in the Pacific Northwest, with as many as 60% of the community identifying as Hispanic or Latino. Woodburn is also a distribution hub for several large employers such as WinCo Foods, Do it Best, and Amazon (planned to open in 2023 or 2024). Woodburn also boasts a sizable retirement community as well as a higher proportion of younger residents compared to Marion County and the state.

**Figure 1 City of Woodburn Fixed Route Transit Service Map (Fall 2022)**



## Community Statistics<sup>1</sup>

|  | Woodburn | Marion Co. | Oregon    |
|--|----------|------------|-----------|
| Population (2021)                            | 26,054   | 347,119    | 4,246,155 |
| Employment (2019) <sup>2</sup>               | 9,900    | 164,310    | 1,942,878 |
| Population identifying as Hispanic or Latino | 57.4%    | 28.2%      | 14.0%     |
| Persons under 18 years                       | 28.5%    | 24.0%      | 20.3%     |
| Persons over 65                              | 18.1%    | 16.3%      | 18.6%     |
| Household Size                               | 2.98     | 2.77       | 2.49      |
| Median Household Income                      | \$52,251 | \$61,817   | \$65,667  |
| Mean travel time to work (minutes)           | 25.9     | 24.4       | 23.9      |
| Annual Transportation Costs <sup>3</sup>     | \$15,011 | \$14,254   | n/a       |
| Households without access to a vehicle       | 1.4%     | 1.8%       | 3.2%      |
| Transit ridership (Workers)                  | 1.2%     | 1.8%       | 4.5%      |

1 - US Census Bureau, QuickFacts; 2 - US Census, Longitudinal Employer-Household Dynamics; 3 - [The Housing and Transportation \(H+T®\) Affordability Index](#)

## Community Overview Key Findings

- Woodburn has a significantly higher proportion of residents identifying as Hispanic or Latino (57%) and a higher proportion of younger residents (28.5%) compared to Marion County and Oregon.
- Travel time to work is longer for Woodburn workers than for Marion County or Oregon residents as a whole. This reflects the high percentage of Woodburn workers who work outside of the city (about 80%).
- Households with access to a vehicle in Woodburn is high compared to Oregon and Marion County residents. At the same time, transit ridership is lower. The high vehicle ownership and low transit ridership also corresponds to higher annual transportation costs for Woodburn residents.



# KEY FINDINGS

## Existing Transit System Key Findings

Based on the evaluation of Woodburn Transit System's existing fixed route services, key issues and findings to be explored in the next phase of the TDP include:

- **Some duplication of fixed route services.** While the Fixed Route provides more coverage throughout Woodburn, it serves many of the same locations as the Express Route. Nearly two thirds of total ridership is heavily concentrated at just seven locations.
- **Ridership on the fixed route services has largely recovered.** The COVID-19 pandemic impacted nearly all transit services, and WTS was no exception. However, ridership has largely returned to pre-COVID levels. Part of this can be attributed to a relatively high dependence on transit (based on the community and on-board surveys) but may also be because fares were suspended in March 2020.
- **Connections to regional services is critical.** Only about 20% of people who live in Woodburn also work in the city, which emphasizes the need for providing good connections to the other transit services.
- **Ridership on Dial-A-Ride is higher than pre-COVID.** While ridership declined initially in March/April 2020, it quickly recovered and is now about 25% higher than the pandemic.
- **Utilization of the volunteer medical transportation program has declined since the COVID-19 pandemic.** While still an important program for WTS, the average number of people using this service declined by about 70%.

## Market Analysis Key Findings

The analysis of underlying local transit demand based on current population and employment density, socioeconomic characteristics, and regional travel flows reveals several key findings that will guide the next phase of the TDP:

- **Population density** is highest west of the central business district, as well as just north of downtown in the Nuevo Amanecer and Stonehenge housing complexes.
- **Employment density** is highly concentrated in downtown, along the entire stretch of Highway 214 from I-5 to Highway 99, at the Woodburn Outlet Mall, and around the industrial and commercial uses near Highways 99 and 214. The new Amazon distribution warehouse, along with the existing Do it Best and WinCo distribution warehouses, are also major employers in the city.
- **People more likely to rely on transit** are more concentrated south of Highway 214 around the Walmart, in downtown, and the neighborhoods east and southeast of downtown.
- **There are several barriers to accessing transit as a pedestrian or biker**, including the major roadways (Highway 214 and Highway 99), as well as the railroad tracks and I-5. The existing signalized intersections, as well as new pedestrian crossings, are important to note for current and future transit riders.
- **Woodburn is both an employment center and a "bedroom community"** for people who work in Salem-Keizer and the Portland metro region. About 80% of people who live in Woodburn have jobs elsewhere in the region, and about 80% of people who work in Woodburn live elsewhere.

# COMMUNITY ENGAGEMENT KEY FINDINGS

The project team has conducted several community engagement activities early in the project, based on the public involvement plan described in more detail below. Whenever possible, engagement opportunities have offered Spanish- and English-language options for participants. Key findings to date are summarized below.

## Community Survey

- Respondents are more satisfied with different aspects of service than dissatisfied, but comfort at bus stops, frequency, and reliability are all areas where service could be improved.
- Barriers to transit use include inconvenience, long transit travel times, and schedules that don't match needs.
- The most important improvements identified to encourage more people to use transit or use it more often are better service information, more frequent service, and improved transfer connections to other providers/cities.

## On-Board Survey

- More than half of participants completed the survey in Spanish, and more than 70% of respondents are most comfortable speaking Spanish.
- Satisfaction with WTS service was generally high. Respondents were most satisfied with safety on the bus and frequency of service, and least satisfied with reliability of schedules and ease of transfers to other services.
- Respondents indicated that their top priority service improvements would be earlier morning service, more frequent service, and later evening service.

## Stakeholder Interviews

- Still in progress - to be completed when all stakeholder interviews have been conducted

## Planning Game Workshop

- Workshop participants identified the corridor along Highway 214 between Highway 99 and the Outlet Mall as the top priority for higher frequency service.
- Key destinations for transit riders include Downtown Woodburn, Walmart, the Outlet Mall, health clinics along Highway 214, Bi-Mart, Goodwill, and major employers in west Woodburn (Do It Best, Winco, and Amazon).
- Participants sketched out lower frequency coverage routes or demand response service zones in residential neighborhoods and to portions of Highway 99.



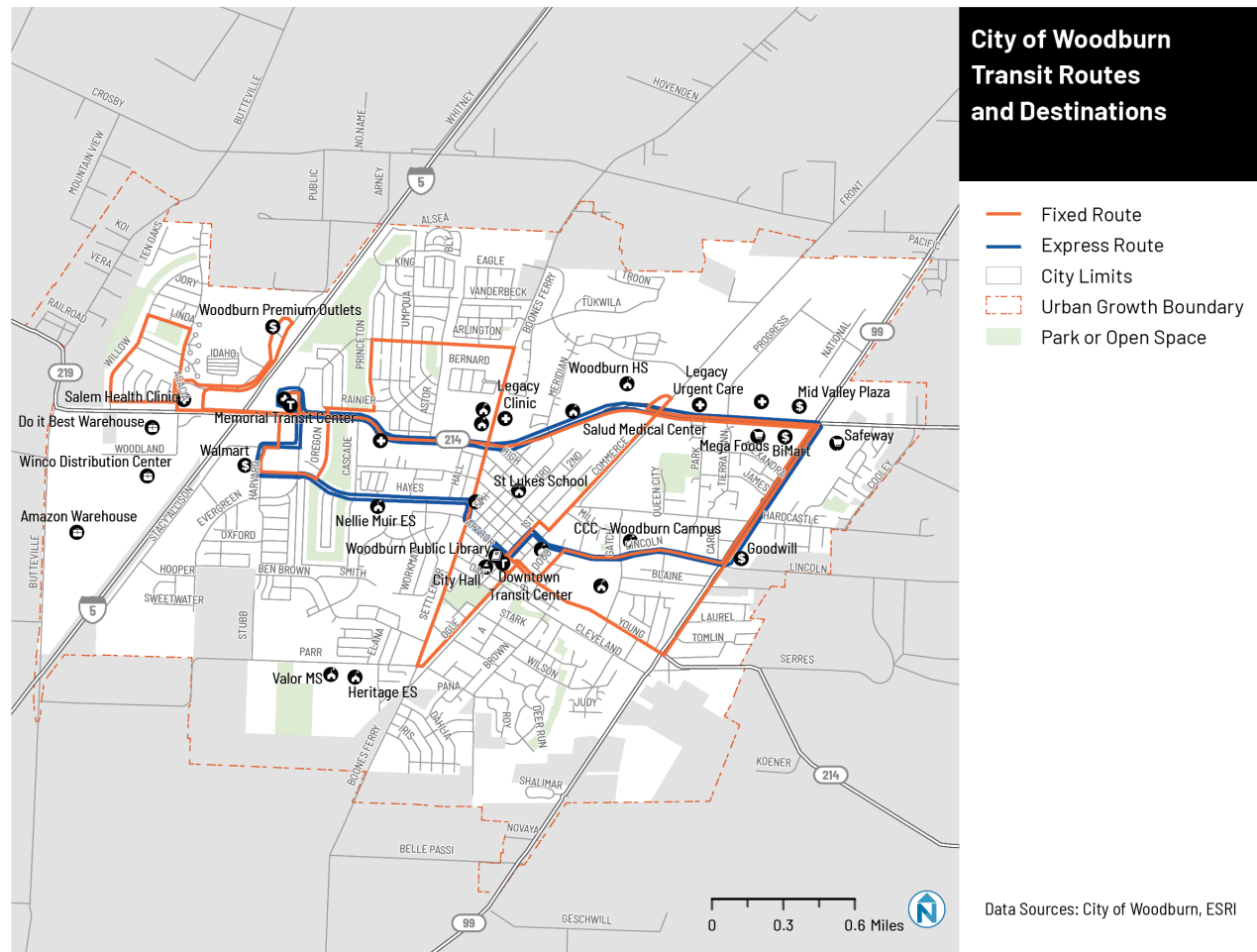
Planning Game Workshop, November 2022

# **LOCAL AND REGIONAL SERVICE ANALYSIS**

# LOCAL SERVICE OVERVIEW

Woodburn Transit System operates two fixed routes that circulate within the city, referred to as the Fixed Route and the Express Route. They both connect key destinations including Memorial Transit Center, Downtown Transit Center, and major retail and health care destinations. Both routes start and end their trips at the Downtown Transit Center. The two routes duplicate service along much of their alignments (for example, Hwy 214 from Memorial Transit Center to Bi-Mart at Hwy 99).

**Figure 2 Local Fixed Route Service**



## Fixed Route

The Fixed Route (the orange line in Figure 2) runs once per hour between 8:00 am and 6:00 pm Monday-Friday, 9:00 am to 5:00 pm on Saturday, and 9:00 am to 3 pm on Sunday. It operates in a modified figure-8, starting at the Downtown Transit Center, then serving the Memorial Transit Center, Woodburn Premium Outlets, and Walmart before looping back through downtown and along the retail corridors of Highways 99 and 214.

## Express Route

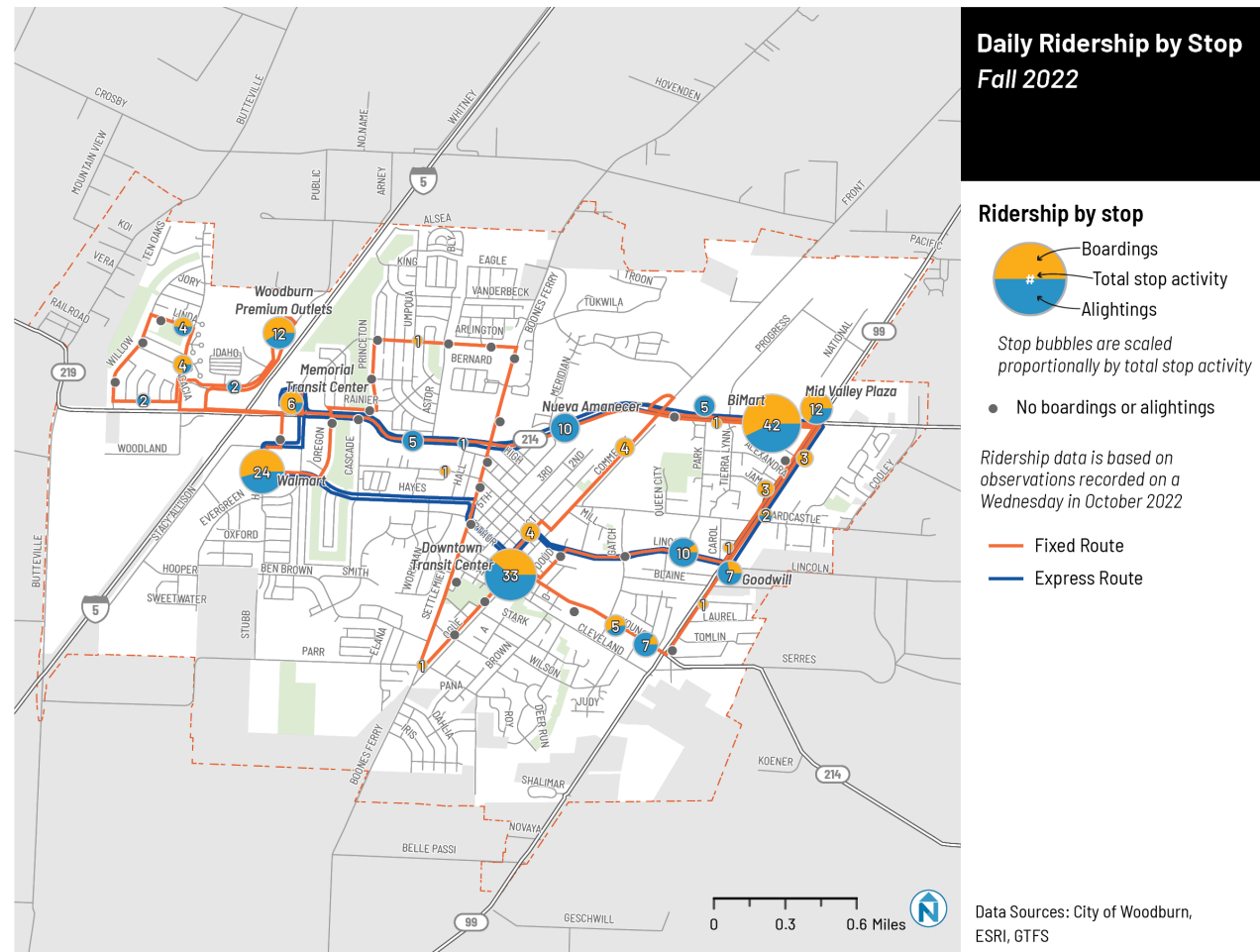
The Express Route (blue line) runs every 30 minutes on the same weekday and weekend span as the Fixed Route. It completes a loop in one direction, then reverses direction and runs a trip in the opposite direction along the same alignment. The Express Route serves essentially the same key destinations as the Fixed Route, with the notable exception of Woodburn Premium Outlets.

Data Sources: City of Woodburn, ESRI

# FIXED ROUTE RIDERSHIP

WTS collects ridership data by trip for each route and service but does not generally collect ridership data by stop on the fixed route system. As such, the project team conducted a “ridecheck” for both the Fixed Route and Express Route on a Wednesday in October 2022 to understand ridership patterns at the stop level. Boardings and alightings for all trips on both routes on this day were combined and are shown in Figure 3.

**Figure 3 Fixed Route Boardings by Stop**



## Fixed Route Ridership Highlights

- There were 110 total daily boardings recorded across the two routes.
- Boarding and alighting activity was heavily concentrated at just a few key stops, as shown in Figure 4. These 7 stops accounted for 67% of all stop activity.
- 25 out of approximately 55 stops (45%) served by the two routes had zero boardings or alightings.

**Figure 4 Total Daily Boardings and Alightings by Stop**

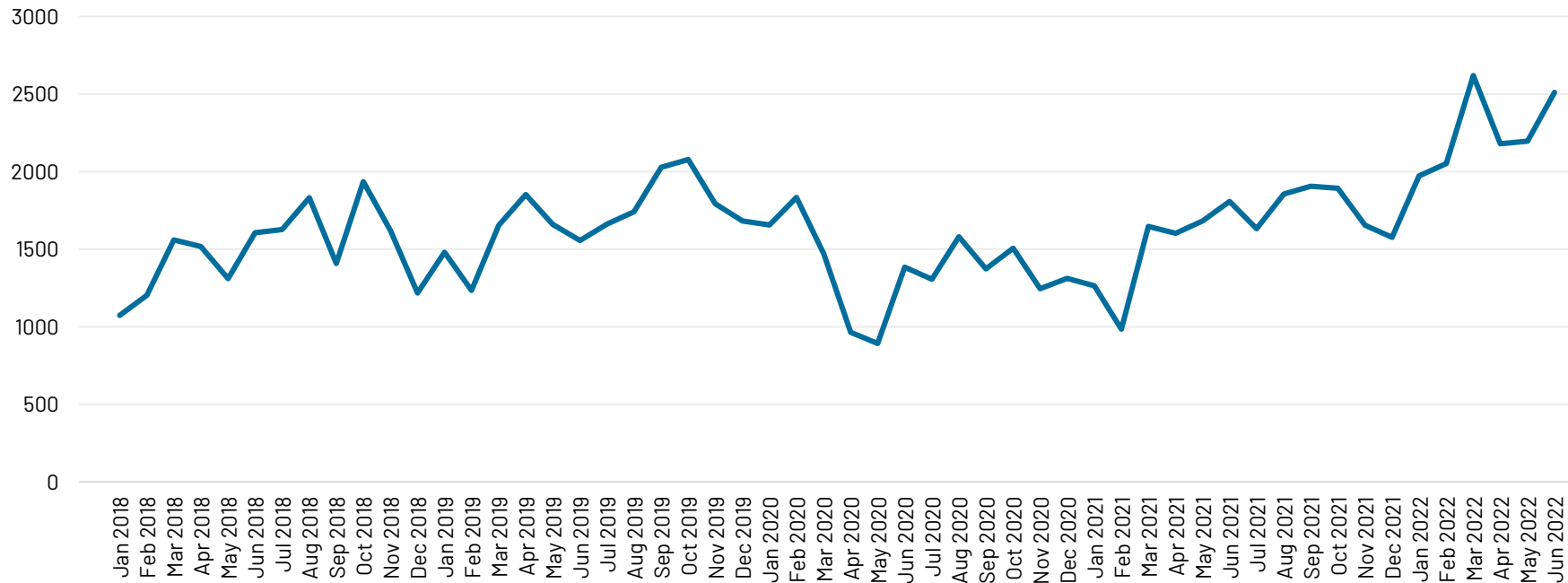
| Stop                    | Total Daily Boardings + Alightings |
|-------------------------|------------------------------------|
| Bi Mart Woodburn        | 42                                 |
| Downtown Transit Center | 33                                 |
| Walmart                 | 24                                 |
| Premium Outlet Stores   | 12                                 |
| Mid Valley Plaza        | 12                                 |
| Nuevo Amanecer          | 10                                 |
| Lincoln/Park Avenue     | 10                                 |
| <b>Subtotal</b>         | <b>143</b>                         |
| All other stops         | 70                                 |
| <b>TOTAL</b>            | <b>213</b>                         |

### Fixed Route Ridership Trends

Total fixed route system ridership (Fixed Route and Express Route) was approximately 1,500-2,000 riders per month prior to the COVID-19 pandemic. The Express Route began service in September 2019, just a few months prior to disruptions to social and travel patterns caused by the COVID-19 pandemic. Throughout most of the pandemic, service on the Fixed Route was limited to weekends only, with the Express Route running most days. Total fixed route system ridership dropped as low as 890 riders per month in May 2020, a drop of nearly 60% from the pre-COVID peak in October 2019.

Ridership in recent months has surpassed pre-COVID levels, averaging 2,000-2,600 riders per month in the first half of 2022. This defies the trend generally seen across most U.S. transit agencies of ridership hovering well below pre-pandemic levels. A large part of the recovery of ridership may be attributed to a high percentage of transit-dependent riders, as well as free fares (which were suspended in March 2020).

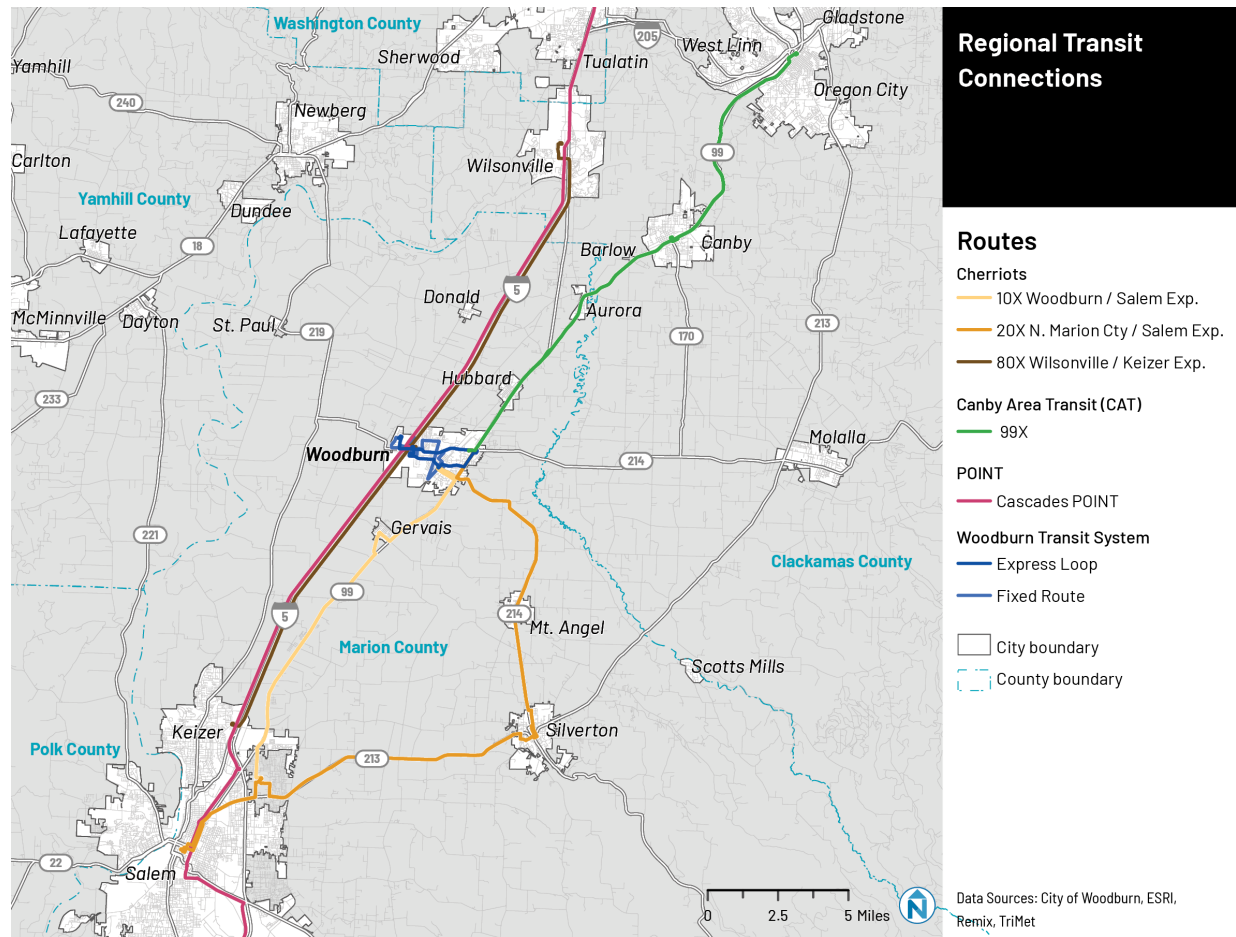
**Figure 5 Fixed Route Boardings by Month (January 2018-June 2022)**



# REGIONAL SERVICE PROFILE

Several regional services, both public and private, connect Woodburn with destinations near and far. Cherriotics (Salem) and Canby Area Transit (CAT) provide the most frequent regional connections to the nearby cities of Hubbard, Aurora, Canby, Oregon City, Wilsonville, Keizer, Silverton, and Salem. The services that connect to WTS are shown in Figure 6 and the details of each service are described in Figure 7.

**Figure 6 Regional Services**



## Public Transit

- Canby Area Transit runs up to hourly service between Oregon City and Woodburn on route 99x, which stops in Woodburn at BiMart (corner of OR-99 and OR-214).
- Cherriotics runs up to 8 trips per day on three routes, stopping in Woodburn at the Memorial Transit Center, Downtown Transit Center, and BiMart.
- Cascades POINT serves Woodburn Memorial Transit Center with three southbound and four northbound trips per day.

## Private Transportation

- Greyhound buses serve Memorial Transit Center with two northbound trips and one southbound trip per day.
- Groome Transportation runs an hourly shuttle to Portland International Airport.
- Fronteras Del Norte operates one northbound and one southbound trip per day, connecting cities from Yakima, Washington to Tijuana, Mexico.

**Figure 7 Regional Service Summary**

| Service  | Route | Number of Trips per Day  | Days of Service | Fares  | Stops in Woodburn   |
|--|-------|--|-----------------|--|---|
| <b>Canby Area Transit (CAT)</b><br><i>Woodburn ↔ Oregon City</i> | 99X   | <u>Weekdays</u><br>14 trips NB (6:32am-7:32pm, departs hourly)<br>14 trips SB (6:22am-7:22pm, arrives hourly)<br><u>Saturdays</u><br>6 trips NB (9:32am, 11:32am, 1:32pm, 2:32pm, 4:32pm, 5:32pm)<br>6 trips SB (9:22am, 11:22am, 1:22pm, 2:22pm, 4:22pm, 5:22pm)  | M-F, Sat        | <u>Fares</u><br>\$1.00 M-F and Free on Saturday.                       | Woodburn Bi-Mart (end of line)                                |
| <b>Cherriots</b><br><i>Woodburn ↔ Salem</i>                      | 10x   | <b>Woodburn Transit Center</b><br><u>Weekdays</u><br>8 trips NB (6:41am, 8:17am, 10:31am, 1:16pm, 2:47pm, 5:17pm, 5:45pm, 8:11pm)<br>8 trips SB (6:33am, 7:06am, 8:50am, 11:35am, 1:07pm, 3:58pm, 5:42pm, 6:38pm)<br><u>Saturdays</u><br>3 trips NB (9:15am, 3:07pm, 5:15pm)<br>4 trips SB (7:35am, 9:42am, 3:35pm, 5:44pm)<br><b>Woodburn Bi-Mart (end of line)</b><br><u>Weekdays</u><br>8 trips NB (6:47am, 8:23am, 10:37am, 1:22pm, 2:54pm, 5:24pm, 5:52pm, 8:17pm)<br>8 trips SB (6:24am, 6:57am, 8:41am, 11:27am, 12:58pm, 3:48pm, 5:32pm, 6:29pm)<br><u>Saturdays</u><br>3 trips NB (9:21am, 3:14pm, 5:22pm)<br>4 trips SB (7:26am, 9:33am, 3:26pm, 5:35pm) | M-F, Sat        | <u>Fares</u><br>Full Fare = \$2.25<br>Reduced = \$1.50<br>Youth = Free | Downtown Transit Center<br><br>Woodburn Bi-Mart (end of line) |
| <b>Cherriots</b><br><i>Woodburn ↔ Salem</i>                      | 20x   | <u>Weekdays</u><br>5 trips SB (departs 6:13am, 8:42am, 12:33pm, 4:03pm, 7:10pm)<br>5 trips NB (arrives 8:35am, 11:05am, 12:25pm, 3:46pm, 6:44pm)<br><u>Saturdays</u><br>4 trips SB (departs 8:11am, 10:47am, 2:22pm, 5:00pm)<br>3 trips NB (arrives 10:35am, 2:10pm, 4:52pm)   | M-F, Sat        | Full Fare = \$2.25<br>Reduced = \$1.50<br>Youth = Free                 | Woodburn Bi-Mart (end of line)                                |
| <b>Cherriots</b><br><i>Keizer ↔ Wilsonville via Woodburn</i>     | 80x   | 4 trips NB (6:52am, 11:30am, 4:28pm, 6:28pm);<br>4 trips SB (7:46am, 12:21pm, 5:21pm, 7:28pm)  | M-F             | Full Fare = \$2.25<br>Reduced = \$1.50<br>Youth = Free                 | Memorial Transit Center                                       |

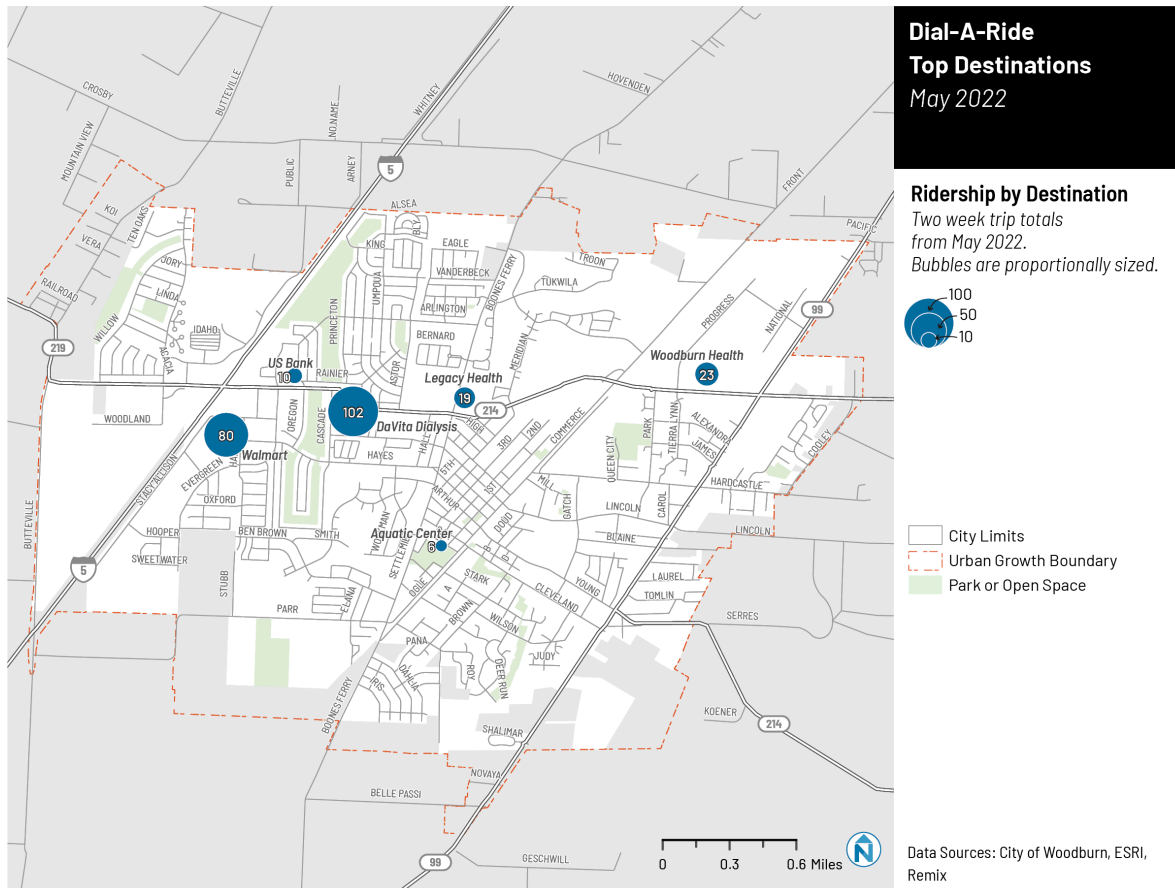


| Service   | Route   | Number of Trips per Day  | Days of Service | Fares   | Stops in Woodburn                             |
|---|---------|--|-----------------|---|---|
| <b>POINT</b><br><i>Portland ⇌ Eugene via Woodburn</i> | Bus     | 3 trips SB (12:50pm, 6:00pm, 10:40pm);<br>4 trips NB (10:20am, 1:50pm, 3:15pm, 8:10pm)   | M-Sun           | Amtrak Fares<br>Woodburn to Eugene: \$16<br>Woodburn to Portland: \$7                 | Memorial Transit Center                       |
| <b>Greyhound</b>                                      | Bus     | 2 trips NB (8:20am, 7:30pm)<br>1 trips SB (8:30am)   | M-Sun           | Woodburn to Portland: \$15<br>Portland to Woodburn: \$26                              | Woodburn Transit Center<br>(2875 Newberg Hwy) |
| <b>GROOME</b>   | Shuttle | 24 trips NB (by reservation only, every hour)<br>24 trips SB (by reservation only, every hour)   | M-Sun           | PDX Airport ⇌ Woodburn: \$36  | Woodburn Best Western                         |
| <b>Fronteras Del Norte</b>                            | Bus     | 1 trip NB / 1 trip SB per day<br>Routes connect numerous cities from Tijuana, Mexico to Yakima, Washington, including Woodburn, Salem, and Portland. | M-Sun           | Depends on distance traveled;<br>one-way fare from Woodburn to Yakima starts at \$63. | Downtown Woodburn near Front St and Grant St  |

# DIAL-A-RIDE SERVICE CHARACTERISTICS

The Dial-A-Ride program is WTS’s ADA complementary paratransit service for persons with disabilities as well as service for seniors living in the city limits. The Dial-A-Ride program goes above and beyond what is required by the ADA by providing service throughout the city. Service hours on the Dial-A-Ride mirror those of the fixed route service (Monday through Friday from 8:00 am – 6:00 pm; Saturday from 9:00 am – 5:00 pm; and Sunday from 9:00 am – 3:00 pm). Requests for service must be made one day in advance. Top destinations include DaVita Dialysis Center, Walmart, and several medical clinics.

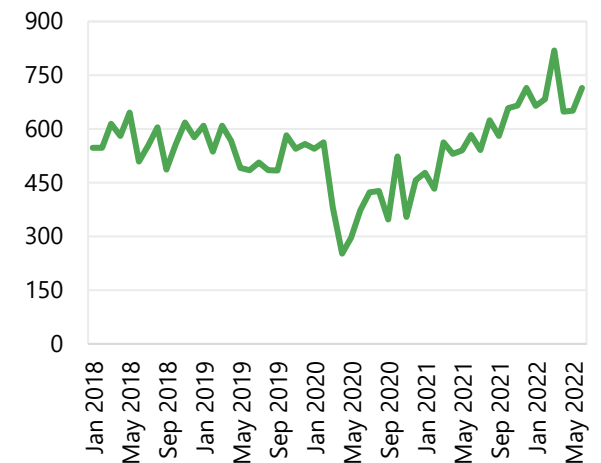
**Figure 8 Dial-A-Ride Top Destinations**



## Dial-A-Ride Ridership Trends

As shown in Figure 9 below, ridership on the Dial-A-Ride has fluctuated over the past few years. Prior to the COVID-19 pandemic, monthly ridership was generally between 500-600 trips per month. Like most transit services, ridership declined sharply (about 50%) in March and April 2020, but quickly rebounded. By late 2021 and early 2022, ridership on the Dial-A-Ride was consistently exceeding pre-pandemic averages. This increase may be due to new eligible riders, but free fares are likely encouraging some people to take more trips.

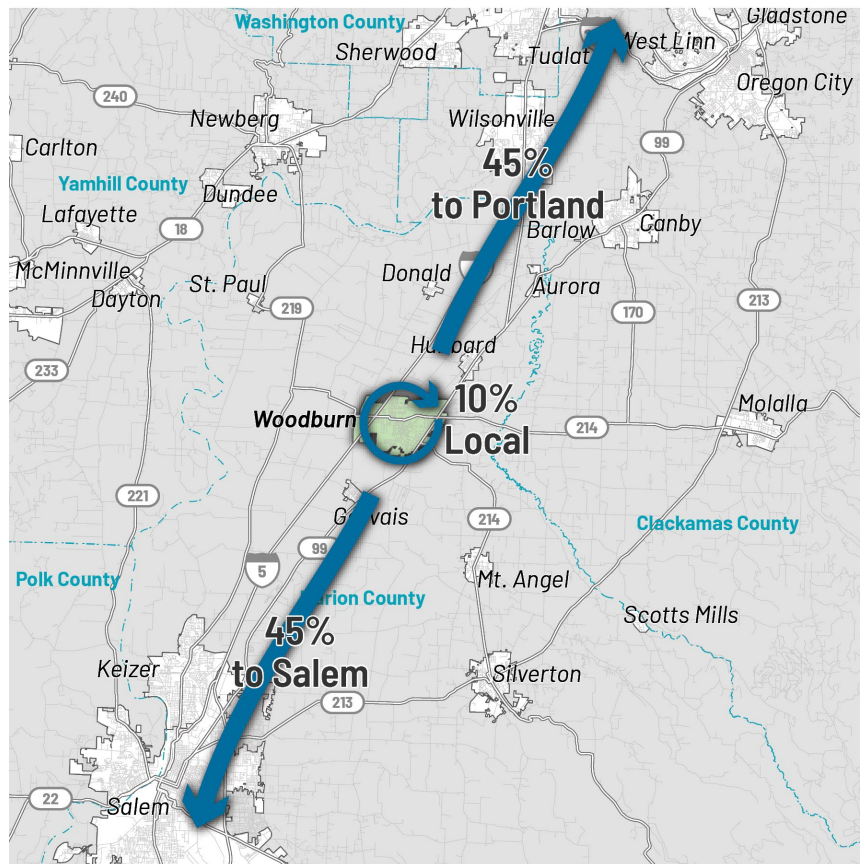
**Figure 9 Dial-A-Ride Ridership (January 2018 – June 2022)**



# MEDICAL TRANSPORTATION PROGRAM OVERVIEW

In addition to the Dial-A-Ride service for local trips, WTS also operates a volunteer driver program for non-emergency medical appointments locally and between Portland and Salem. The service is for riders who are eligible to use the Dial-A-Ride service, and there is no charge for the service (though donations are accepted). Approximately 45% of trips are to Portland-area hospitals including OHSU and the VA hospital, 45% are to destinations in Salem, and 10% are trips local to Woodburn (see Figure 10).

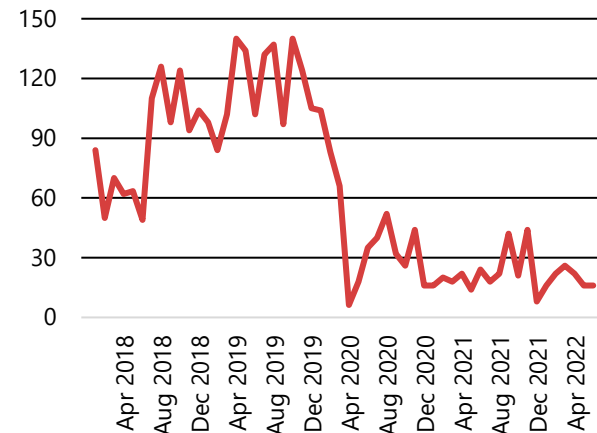
**Figure 10 Regional Medical Transportation Trips**



## Medical Transportation Ridership Trends

As shown in Figure 11 below, ridership on the volunteer medical transportation service rose from about 60-80 trips per month for the first half of 2018 and then rose to between 100-140 trips per month through early 2020. The number of trips declined dramatically due to the pandemic and has yet to recover to previous monthly trips. Between July 2021 and June 2022, the service provided about 30 trips per month.

**Figure 11 Medical Transportation Ridership (January 2018 – June 2022)**



# FLEET AND FACILITY OVERVIEW

## Vehicle Fleet

Woodburn Transit System's operations and maintenance (O&M) facility is located at 202 Young Street in Woodburn. This facility is largely used to store and maintain WTS's fleet for the three services (fixed route, Dial-A-Ride, and the volunteer medical transportation program), but is also includes office space for WTS' administrative staff, supervisors, dispatchers, and customer service support staff.

WTS operates and maintains a fleet of 11 vehicles. The 40' Gillig low floor bus is generally used on the Fixed Route, while a cutaway vehicle operates on the Express Route. Other vehicles are used for dial-a-ride and volunteer medical trips.

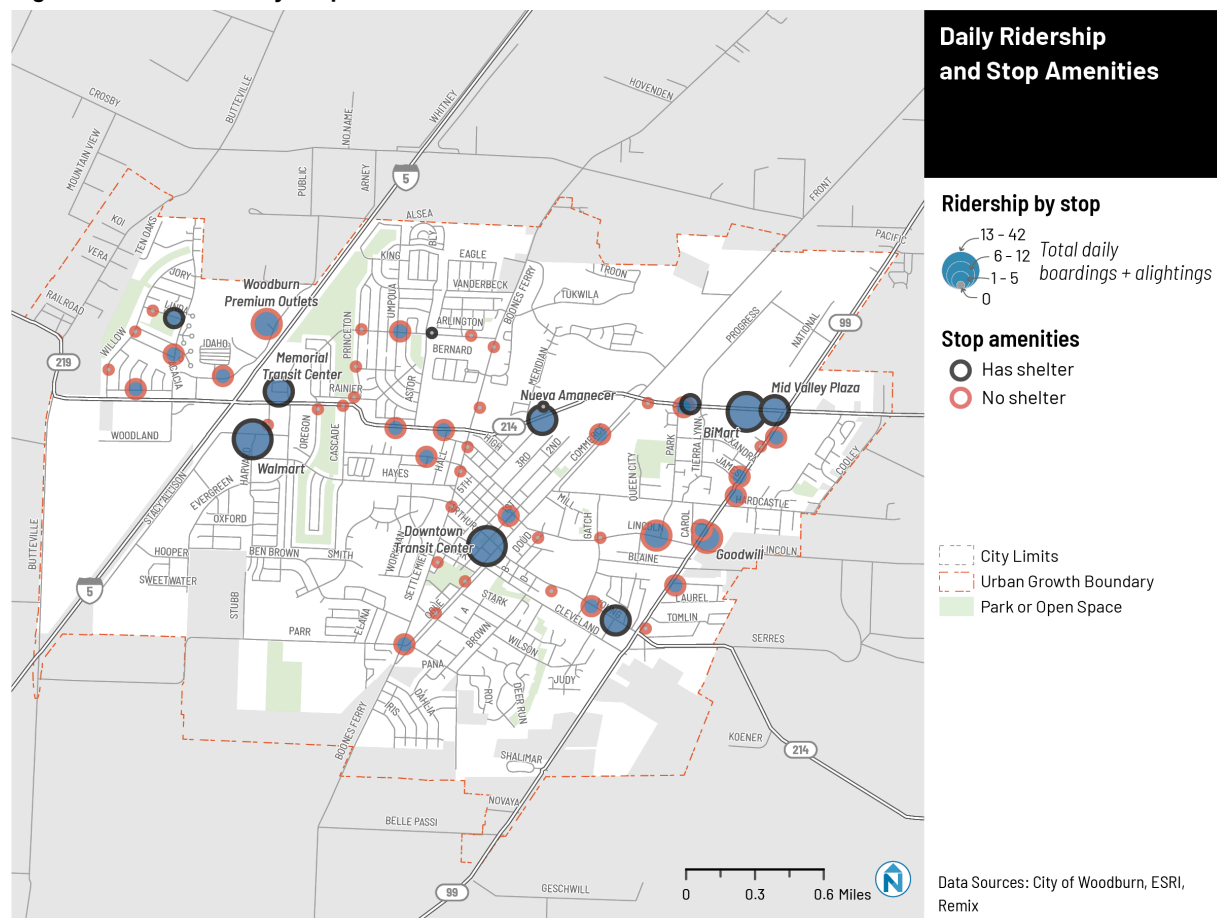
**Figure 12 Fleet Table**

| Vehicle                | Year | Condition | Capacity Reg / Wheelchair | Odometer Reading | Asset Type                              | Fuel Type  |
|------------------------|------|-----------|---------------------------|------------------|---|------------|
| Chevy Venture Van      | 2002 | Fair      | 5/1                       | 116,401          | 4yrs/100,000 miles; small, light-duty   | Gas        |
| Chevy Uplander Van     | 2006 | Fair      | 5/1 ; 3/2                 | 142,160          | 4yrs/100,000 miles; small, light-duty   | Gas        |
| Ford Cutaway Van       | 2008 | Fair      | 10/2                      | 99,318           | 5yrs/150,000 miles; medium, light-duty  | Gas        |
| Champion Bus           | 2009 | Fair      | 35/2                      | 210,057          | 10yrs/350,000 miles; medium, heavy-duty | Diesel     |
| Dodge Caravan Mini Van | 2011 | Moderate  | 1/2 WC                    | 85,420           | 4yrs/100,000 miles; small, light-duty   | Gas        |
| Chevy Cutaway Van      | 2011 | Moderate  | 10/2                      | 80,334           | 5yrs/150,000 miles; medium, light-duty  | Gas        |
| MV1 Van                | 2014 | Moderate  | 3/1WC                     | 55,600           | 4yrs/100,000 miles; small, light-duty   | Gas        |
| Gillig Low Floor       | 2015 | Good      | 40/2WC                    | 105,485          | 10yrs/350,000 miles; medium, heavy-duty | Diesel/DEF |
| Ford Cutaway Van       | 2015 | Moderate  | 8/2WC                     | 72,258           | 5yrs/150,000 miles; medium, heavy duty  | Gas        |
| Dodge Caravan SE Van   | 2018 | Good      | 4/1WC                     | 33,050           | 4yrs/100,000 miles; small, light duty   | Gas        |
| Arboc Bus              | 2019 | Good      | 20/2WC                    | 68,669           | 4yrs/100,000 miles; small, light duty   | Gas        |

## Stop Amenities

In Fall 2022, the Fixed Route and Express Route together served approximately 55 established stops, including the Downtown Transit Center and Memorial Transit Center. Ten of these 55 stops (less than 20% of stops) have a bus shelter, while most stops simply have a sign post. Some shelters have additional amenities such as benches and garbage cans.

**Figure 13 Amenities by Stop**



Bus shelters dignify transit use by giving people a place to wait that is shaded and protected from wind and rain. Analyzing how stop amenities align with bus stop usage can help identify areas for new investment in shelters and other amenities, though maintaining bus stops can present significant costs in labor and materials.

- **Shelters are distributed across the city** and are not concentrated in one area or along one route.
- **Most of the highest ridership stops currently have bus shelters** - BiMart, Mid Valley Plaza, Downtown Transit Center, Walmart, and Memorial Transit Center.
- **Many relatively busy stops do not have shelters**, including Goodwill & Hwy 99, Lincoln St at Park Ave, and Woodburn Premium Outlets.
- **There is no shelter at Woodburn Premium Outlets**, and the stop location, currently on the west (back) side of the outlet mall, is not clearly marked.
- **There are no shelters at stops along Hwy 99.**

# PERFORMANCE METRICS

Figure 14 below provides a summary of operating expenditures and revenues as well as performance data and key performance metrics for Woodburn Transit System between 2017 and 2021. Where available, data is provided separately for fixed route (FR) and demand response (DR) services.

**Figure 14 Performance Metrics Table and/or Charts**

|                               | 2017             | 2018             | 2019             | 2020             | 2021             |
|-------------------------------|------------------|------------------|------------------|------------------|------------------|
| <b>Operating Expenditures</b> |                  |                  |                  |                  |                  |
| Fixed Route                   | \$375,910        | \$361,700        | \$471,367        | \$541,672        | \$416,427        |
| Demand Response               | \$276,439        | \$241,133        | \$191,062        | \$232,145        | \$277,618        |
| <b>Total Op. Expenses</b>     | <b>\$652,349</b> | <b>\$602,833</b> | <b>\$662,429</b> | <b>\$773,817</b> | <b>\$694,045</b> |
| <b>Revenues</b>               |                  |                  |                  |                  |                  |
| Federal Assistance            | \$278,707        | \$244,581        | \$240,880        | \$298,370        | \$405,649        |
| State Funds                   | \$151,875        | \$205,000        | \$205,649        | \$378,106        | \$419,969        |
| Local Funds                   | \$116,000        | \$116,000        | \$116,000        | \$61,687         | \$154,874        |
| Fare Revenues (FR)            | \$25,833         | \$24,121         | \$22,841         | \$18,933         | \$0              |
| Fare Revenues (DR)            | \$12,393         | \$13,131         | \$21,151         | \$16,721         | \$0              |
| Other Funds                   | \$67,541         | \$0              | \$55,908         | \$0              | \$0              |
| <b>Total Revenues</b>         | <b>\$652,349</b> | <b>\$602,833</b> | <b>\$662,429</b> | <b>\$773,817</b> | <b>\$980,492</b> |
| <b>Performance Data</b>       |                  |                  |                  |                  |                  |
| <i>Fixed Route</i>            |                  |                  |                  |                  |                  |
| Annual VRH                    | 2,985            | 3,048            | 3,048            | 4,504            | 3,742            |
| Annual VRM                    | 44,250           | 45,283           | 45,283           | 74,601           | 58,286           |
| Annual Unlinked Trips         | 22,533           | 22,374           | 22,374           | 18,473           | 20,223           |
| <i>Demand Response</i>        |                  |                  |                  |                  |                  |
| Annual VRH                    | 5,834            | 6,697            | 6,697            | 5,563            | 5,741            |
| Annual VRM                    | 77,200           | 82,043           | 82,043           | 62,161           | 53,773           |
| Annual Unlinked Trips         | 7,440            | 8,988            | 8,988            | 7,905            | 8,828            |
| <b>Performance Metrics</b>    |                  |                  |                  |                  |                  |
| Passengers/VRH (FR)           | 7.5              | 7.3              | 7.3              | 4.1              | 5.4              |
| Passengers/VRH (DR)           | 1.3              | 1.3              | 1.3              | 1.4              | 1.5              |
| Op. Cost/Passenger (FR)       | \$16.68          | \$16.17          | \$21.07          | \$29.32          | \$20.59          |
| Op. Cost/Passenger (DR)       | \$37.16          | \$26.83          | \$21.26          | \$29.37          | \$31.45          |
| Op. Cost/VRH (FR)             | \$125.93         | \$118.67         | \$154.65         | \$120.26         | \$111.28         |
| Op. Cost/VRH (DR)             | \$47.38          | \$36.01          | \$28.53          | \$41.73          | \$48.36          |
| Farebox Recovery (ALL)        | 5.9%             | 6.2%             | 6.6%             | 4.6%             | 0.0%             |

VRH=Vehicle Revenue Hours; VRM=Vehicle Revenue Miles

## Key Transit Performance Metrics

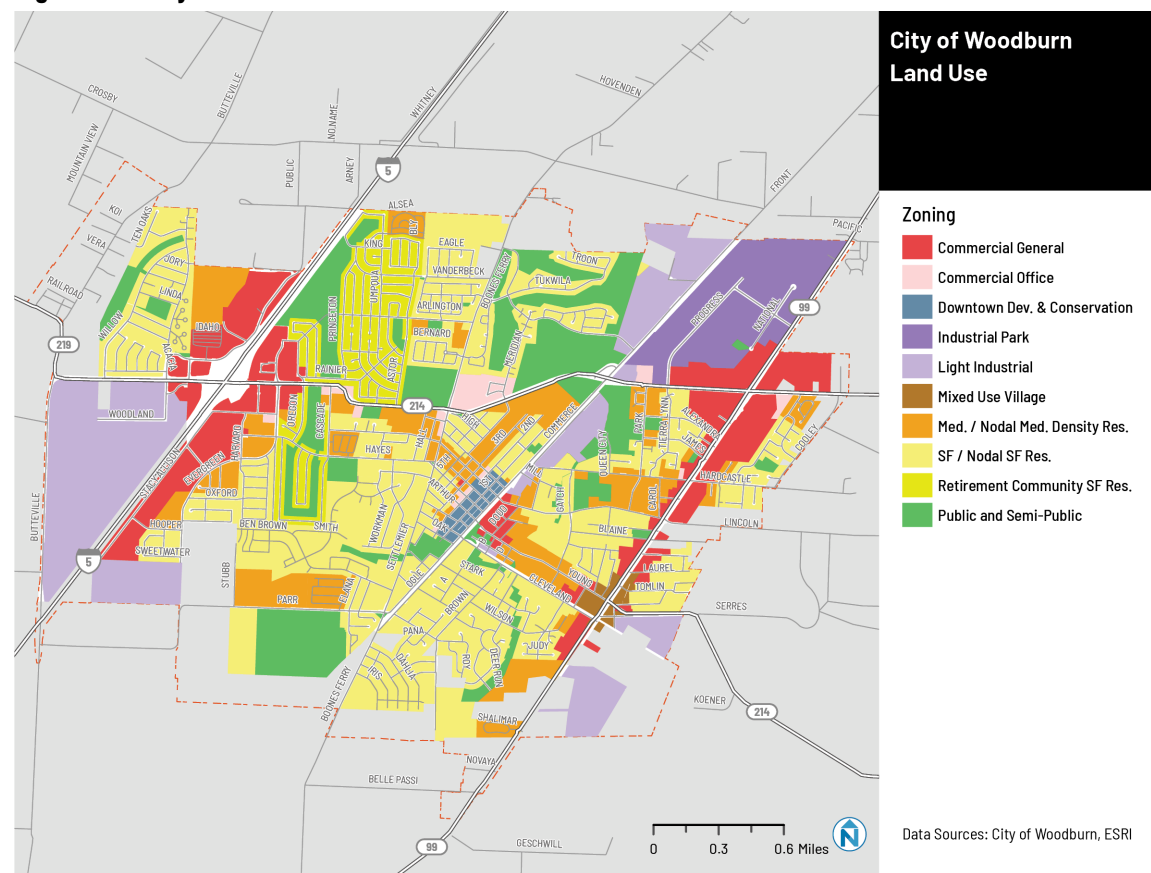
- **Passenger trips per revenue hour** (also known as productivity) is used to measure service effectiveness, or how much the capacity of the service is being used. Between 2017 and 2021, WTS fixed route riders per revenue hour has declined from about 7.5 passengers per hour in 2017 to around 5 passengers per hour in 2021. This decline is largely due to the pandemic. On demand response, productivity increased over the five year period, even during the pandemic. This trend is common among paratransit services where passengers are more dependent on transit for daily needs than fixed route riders.
- **Operating cost per passenger trip** is used to measure service effectiveness, or how well the service is being used by riders. Between 2017 and 2021, WTS's cost per passenger trip on fixed route services increased by 23% but declined by about 15% on demand response.
- **Operating cost per revenue hour** is used to measure cost efficiency, or how well resources are allocated within WTS. Between 2017 and 2021, this measure decreased by about 16% for fixed route services but increased by 44% on demand response.
- **Farebox Recovery** measures the percentage of the total operating costs that are covered by fare revenues. At the system level (both fixed route and demand response), the farebox recovery declined to 0% in 2021 due to a suspension of fares during the pandemic. The overall farebox recovery was between 5-7% prior to the pandemic.

# **LOCAL AND REGIONAL MARKET ANALYSIS**

# TRANSIT DEMAND

To supplement the evaluation of existing WTS services, the need for transit services was evaluated by looking at the underlying market and potential demand for service. This section uses the most current Census data available (from 2020 in most cases), employment figures from ESRI’s Business Analyst, as well as information provided directly from the City of Woodburn. Our approach involves assessing the current demand as well as expected future needs. Findings will be summarized in the final section of this report where opportunities for transit improvements have been identified.

**Figure 15 City of Woodburn Local Land Use**



## Factors Related to Transit Demand

Transit demand is strongly related to six factors that are the focus of the market analysis:




























- **Population and population density** – Transit relies on people in proximity, so higher population density makes it more feasible to provide higher levels of service.
- **Socioeconomic Characteristics** – Different people are more likely to use transit than others, so this analysis looks for people that share characteristics with transit riders, like lower-income and zero vehicle households.
- **Employment and Employment Density** – Travelling to and from work are the most frequent and predictable trips for most people. This analysis focuses on places with a high density of jobs and where transit can play an important role. Trips to schools, especially to colleges like Chemeketa Community College or high schools where students are more independent, are also important markets for transit.
- **Development Patterns** – There is a strong correlation between development patterns and transit ridership. Transit is easier to use and more convenient in areas with denser development and with a mix of land uses and with a good pedestrian environment (such as downtown Woodburn).
- **Major Activity Centers** – Larger employers, colleges, major shopping centers, and downtowns can attract large volumes of people and generate many transit trips.
- **Travel Flows** – Travel flows provide information on where people originate and end their trips, which shows which locations and corridors have the highest travel demand. Inter-community travel flows (such as to the Salem or Portland areas) are also important to assess regional transit priorities.



# TRANSIT-SUPPORTIVE LAND USE AND DENSITY

Different levels of residential and employment density are supportive of different levels of transit, as illustrated in Figure 16 below.

**Figure 16 Transit Supportive Land Use and Transit**

| LAND USE  |                    |               | TRANSIT  |   |
|---|--------------------|---------------|--|---|
| Land Use Type   | Residents per Acre | Jobs per Acre | Appropriate Types of Transit   | Frequency of Service  |
| <br>Downtowns & High Density Corridors | >45                | >25           |  Light Rail<br> BRT<br> Rapid Bus<br> Local Bus |  10 mins or better             |
| <br>Urban Mixed-Use                    | 30-45              | 15-25         |  BRT<br> Rapid Bus<br> Local Bus  |  10-15 minutes                 |
| <br>Neighborhood & Suburban Mixed-Use  | 15-30              | 10-15         |  Local Bus  |  15-30 minutes                 |
| <br>Mixed Neighborhoods                | 10-15              | 5-10          |  Local Bus<br> Micro-transit   |  30-60 minutes                 |
| <br>Low Density                       | 2-10               | 2-5           |  Micro-transit<br> Rideshare<br> Volunteer Driver Pgm  |  60 mins or less or On Demand |
| <br>Rural                            | <2                 | <2            |  Rideshare<br> Volunteer Driver Pgm  |  On Demand                   |

Source: Thresholds based on research by Nelson\Nygaard.

Overall, Woodburn falls in the mixed neighborhoods and low-density categories (as highlighted in blue), with a few pockets of higher population and employment density scattered throughout the city. Areas with the highest land use density include:

- Downtown Woodburn
- Around Walmart and neighborhoods to the south
- South of Highway 214 between Front Street and Boones Ferry Road
- The neighborhood southwest of the intersection of Highway 214 and Highway 99

Because all communities have a mix of land use types and residential/jobs density, is important to note that the graphic to the left is indicative of appropriate types of transit service based on land use densities and is not intended to be prescriptive. The types of transit service and corresponding service frequency are generally appropriate for land uses that are the most common along a transit corridor or route. As such, the transit services in Woodburn are appropriate based on the land use types and density in the community today.

# POPULATION DENSITY AND GROWTH

Population density is an important indicator in determining underlying demand for transit. In general, areas with higher population densities tend to be more transit-supportive for people living and working within walking distance to transit stops.

Figure 17 City of Woodburn Population Density (2020)

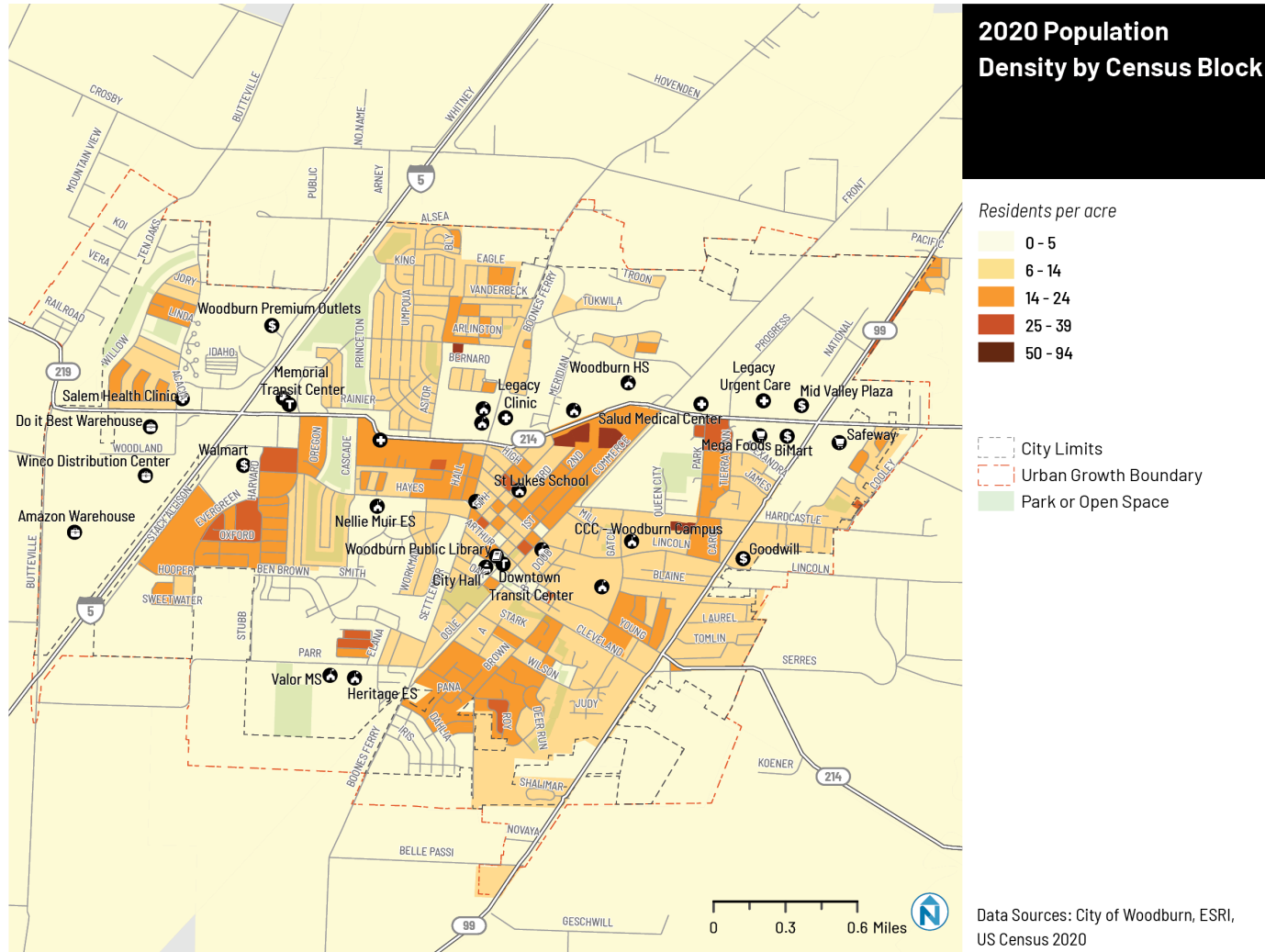


Figure 17 shows the population density by Census block for Woodburn in 2020. The areas in the region with high population density are west of the central business district, with the highest population density (i.e. 50-94 residents per acre) just north of downtown in the Nuevo Amanecer and Stonehenge housing complexes.

# Population Growth

Woodburn grew by nearly 2,000 residents between the 2010 and 2020 U.S. Census surveys, an increase of 8% (Figure 18). This is slightly slower than the regional and statewide trends in population growth – Marion County and Clackamas County grew by 10% and 12%, respectively, in the same time period, and the state of Oregon as a whole grew by 11%. According to projections produced by Portland State University’s Population Research Center, the relatively slower growth in Woodburn is projected to continue into the next decade, with 7% growth in Woodburn projected compared to 11% for Marion County and 9% for Clackamas County.

At the same time, growth and development in Woodburn is undeniable, with major new apartment buildings and housing developments currently in construction or soon to begin construction along Highway 99, in the area south of Walmart, and in the neighborhood between Hayes St, Settlemier Ave, and Parr Rd. Another large apartment complex is in the planning stages adjacent to the Woodburn Outlet Mall. Developments in process or in the near-term construction pipeline will add nearly 3,400 housing units in Woodburn (see Figure 19 below). This increase in residential density will alter the landscape of transit demand in the coming years.

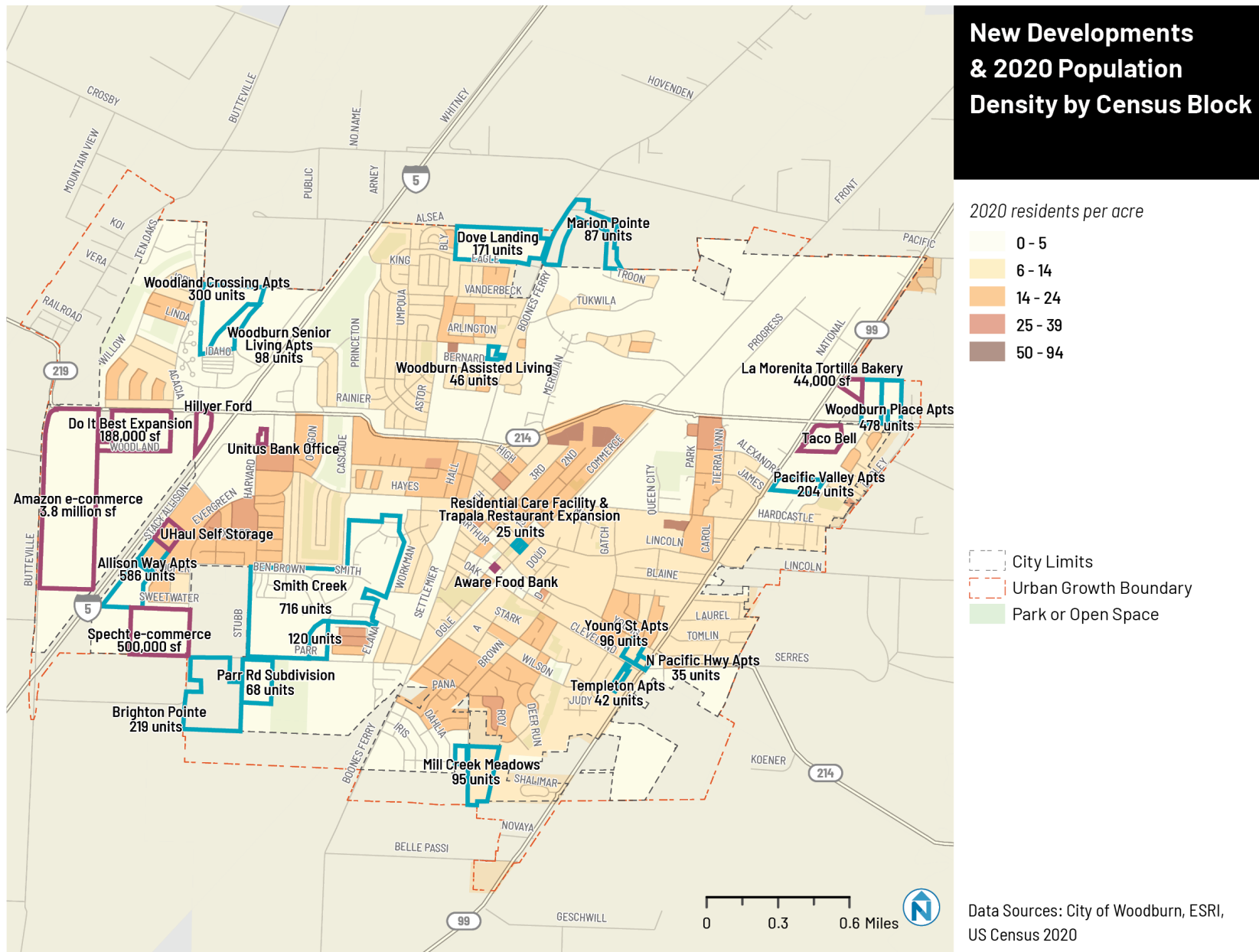
**Figure 18 Population Trends (Woodburn and Marion County)**

|                  | Population <sup>1</sup> |           |                    | Projected Population <sup>2</sup> |                    |
|------------------|-------------------------|-----------|--------------------|-----------------------------------|--------------------|
|                  | 2010                    | 2020      | 2010-2020 % Change | 2030                              | 2020-2030 % Change |
| Woodburn         | 24,080                  | 26,013    | 8%                 | 27,809                            | 7%                 |
| Marion County    | 315,335                 | 345,920   | 10%                | 385,366                           | 11%                |
| Clackamas County | 375,992                 | 421,401   | 12%                | 460,401                           | 9%                 |
| Oregon           | 3,831,074               | 4,237,256 | 11%                | - <sup>3</sup>                    | -                  |

Sources: (1) U.S. Census via Portland State University (PSU) Population Research Center; (2) PSU Population Research Center

(3) – PSU does not produce statewide projections

**Figure 19 New Developments and Existing Population Density**



# EMPLOYMENT DENSITY

Employment density provides a strong indication of transit demand – people typically travel to and from their jobs and to other services their jobs provide. In Woodburn, jobs are concentrated in the urban core and along major corridors, including:

- Restaurants and government buildings in downtown
- Warehouses, distribution centers, and retail areas along Highway 5
- Factories and shopping centers west of Highway 99

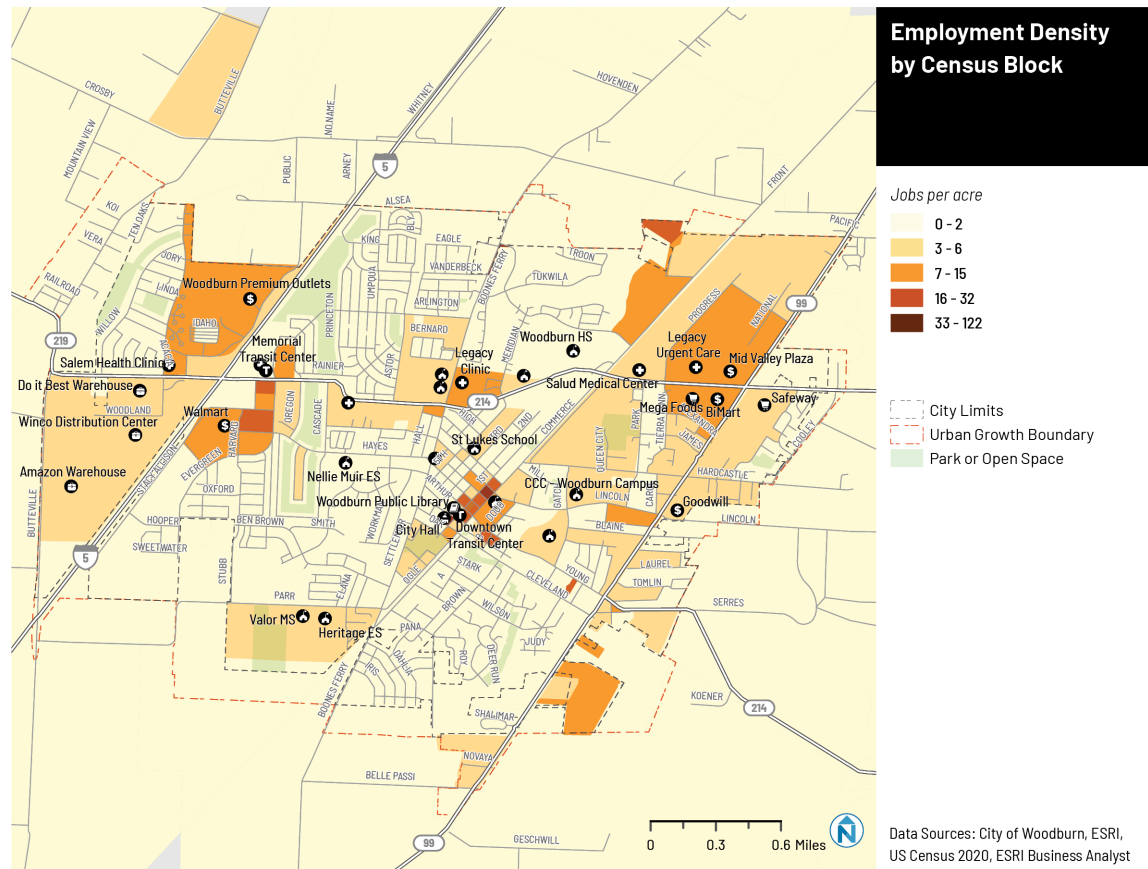
Large employers in Woodburn are listed in Figure 21 and mapped in Figure 22. Winco tops the list with 500 employees. Other large employers include food processing, the state youth correctional facility, retailers, builders and contractors, and the City of Woodburn.

**Figure 21 Major Employers in Woodburn**

| Employers                       | Number of Employees |
|---------------------------------|---------------------|
| Winco Foods Distribution Center | 500                 |
| Food Services of America        | 475                 |
| Maclaren Youth Correctional     | 400                 |
| Fleetwood Homes                 | 300                 |
| Republic Services               | 300                 |
| Kerr Contractors Oregon Inc     | 200                 |
| Walmart Supercenter             | 200                 |
| Woodburn City Hall              | 150                 |
| Gem Equipment Inc               | 130                 |
| Hardware Wholesalers            | 110                 |

Source: ESRI Business Analyst/Data Axle

**Figure 20 City of Woodburn Employment Density by Block (2019)**

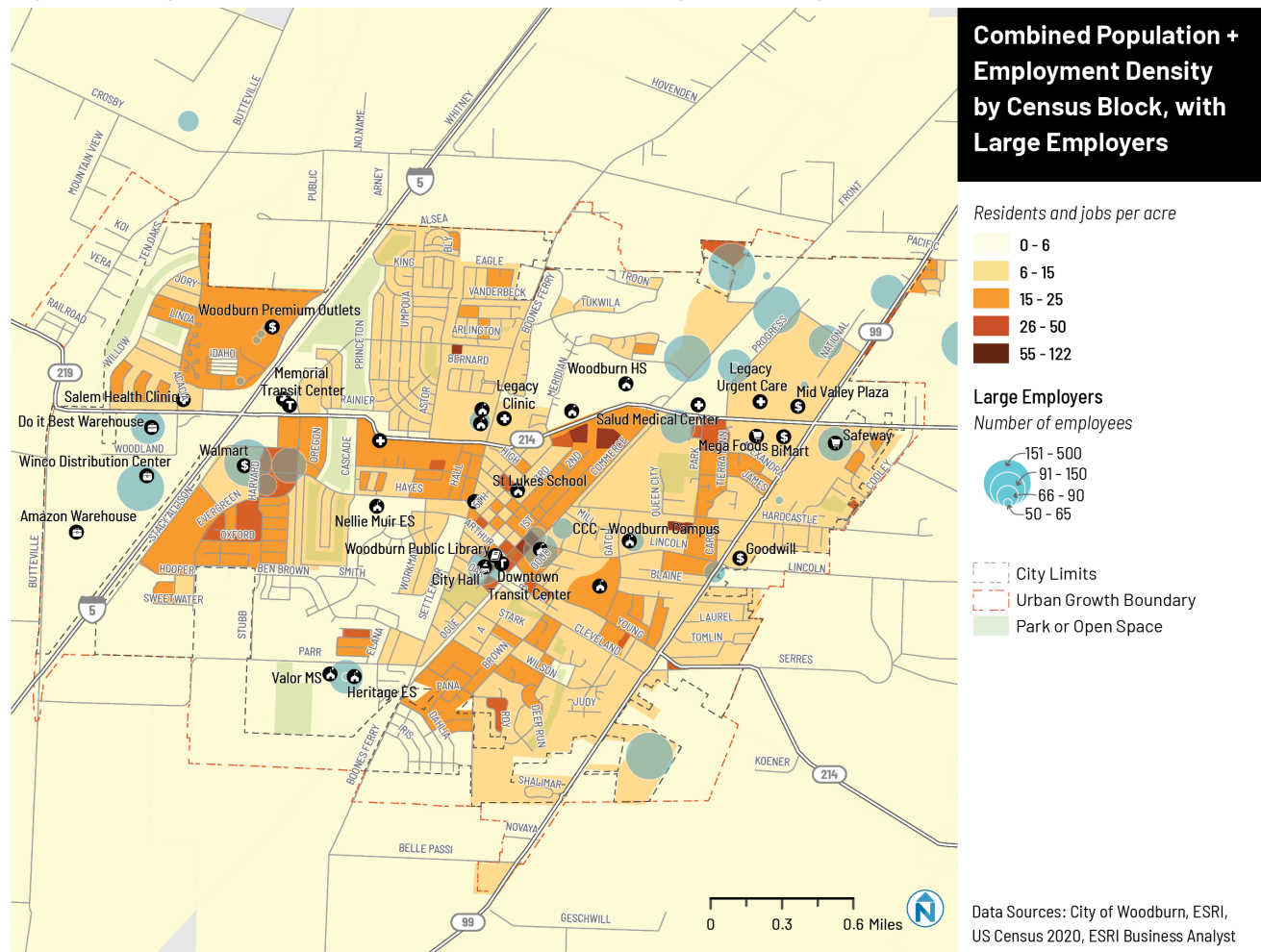


Data Sources: City of Woodburn, ESRI, US Census 2020, ESRI Business Analyst

# COMBINED POPULATION AND EMPLOYMENT DENSITY

Population density and employment density both play a role in the demand for public transit. Figure 22 from 2020/2019 combines these factors to show potential transit demand based on where people live and work. There are pockets of density throughout the city, though most density is concentrated in the areas of central and west Woodburn.

**Figure 22 City of Woodburn Combined Population and-Employment Density (2020/2019)**



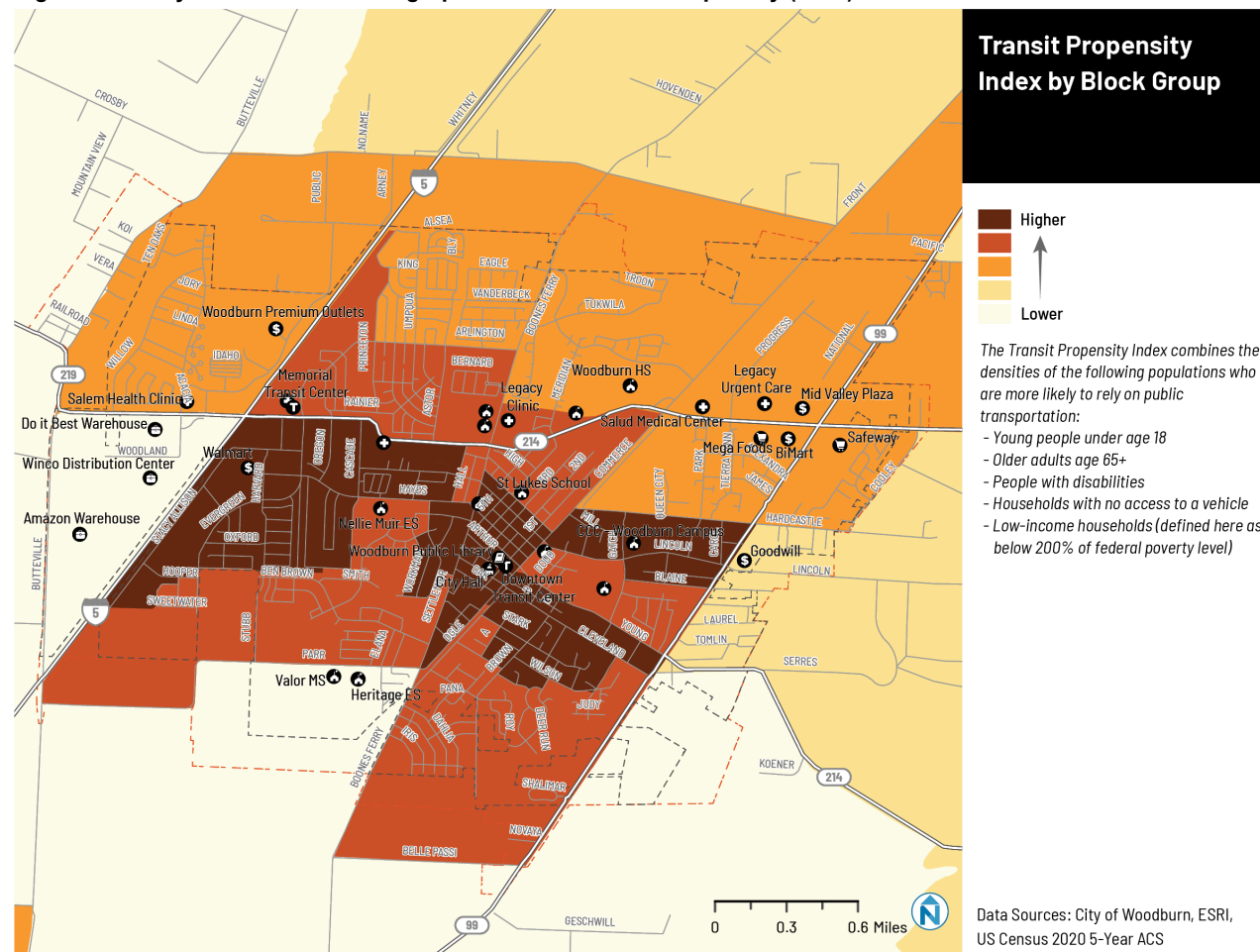
- Large employers are concentrated in industrial areas of northeast and west Woodburn.
- Woodburn Premium Outlets area has one of the highest densities of jobs in the city, but all of the individual employers here are relatively small (none has more than 65 employees).
- Neither of the existing transit routes serves key current and future employment areas in west Woodburn including Do It Best, Winco, the soon-to-open Amazon warehouse (with an estimated demand for 2,000 employees), or the new e-commerce warehouse space in southwest Woodburn (all shown in Figure 19 above).

# DEMOGRAPHICS-BASED TRANSIT PROPENSITY

Socioeconomic characteristics also influence people’s tendency to use transit. Generally, groups that are more disadvantaged in society tend to use transit more often than the overall population. Populations of people who may rely on transit are concentrated across central Woodburn south of Highway 214, in downtown, and in the neighborhoods east and southeast of downtown.

This transit propensity index was created by combining densities of young people, seniors, people with disabilities, households without vehicles, and low-income households.

**Figure 23 City of Woodburn Demographics-Based Transit Propensity (2020)**



## YOUNG PEOPLE UNDER AGE 18

- Young people may rely on transit to get to and from school and other activities on their own, particularly when their parents or legal guardians do not have the time or resources to transport them.

## ADULTS 65 OR OLDER

- Transit is used by older adults to live independently and access healthcare and essential services without the hassle and cost of owning, maintaining, and driving a vehicle.

## PEOPLE WITH DISABILITIES

- People with disabilities are more likely to rely on transit for daily needs due to challenges they may have operating a vehicle.

## ZERO-CAR HOUSEHOLDS

- Households without a vehicle available are far more likely to use transit than households that have at least one vehicle available.

## LOW-INCOME HOUSEHOLDS

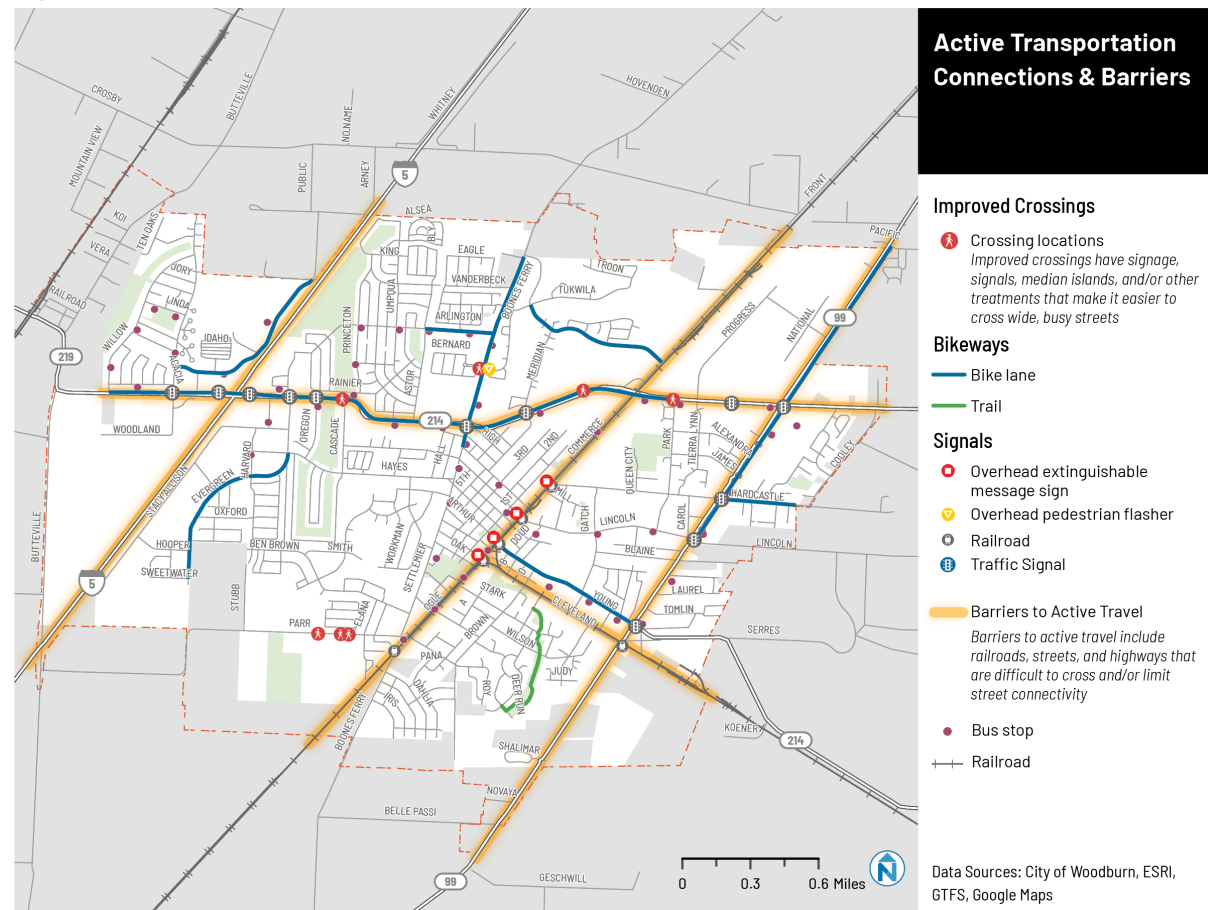
- Households with incomes near the federal poverty level are much more likely to have difficulty paying for basic needs – especially transportation costs – and are thus much more likely to use transit.

Data Sources: City of Woodburn, ESRI, US Census 2020 5-Year ACS

# PEDESTRIAN AND BICYCLE NETWORK

Active transportation networks connect people who walk and bike to their destinations and help bus riders safely access bus stops and destinations. Almost all transit trips begin and/or end with a walking, rolling, or bicycle trip.

**Figure 24 Bike and Pedestrian Network and Barriers**



Analyzing the active transportation network’s alignment with transit stops and stations can inform multimodal planning that can enable the use of biking, walking, and transit for more types of trips. Woodburn is a relatively small town, and many destinations are within a short distance (1-2 miles) of most residents.

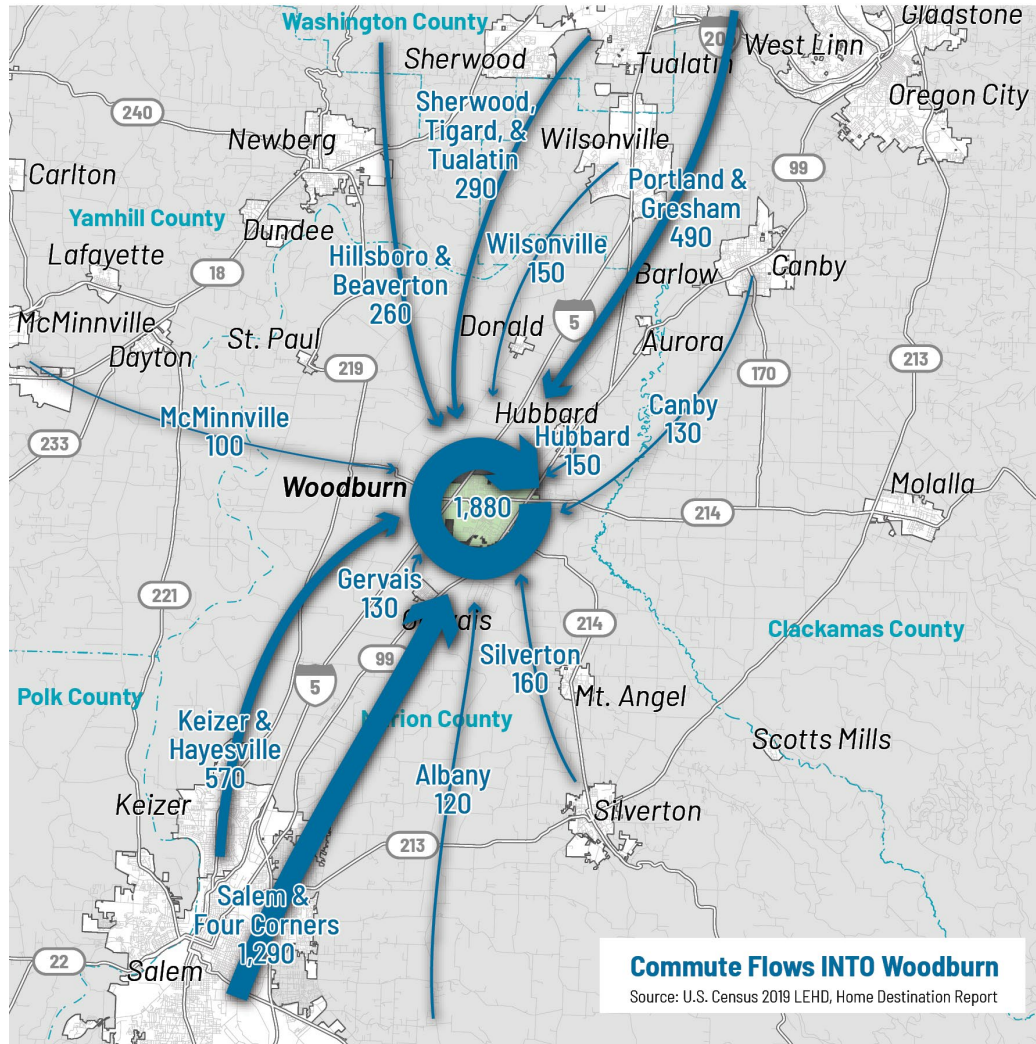
- **The current bicycle network in Woodburn consists of a single trail and disconnected segments of bike lanes** along primary corridors including Hwy 99 and Newberg Hwy, and other disconnected bike lanes on Evergreen Rd, Boones Ferry Rd, Country Club Rd, Hazelnut Dr, Hardcastle Ave, Young St, and Arney Rd by Woodburn Premium Outlets.
- **The railroad adjacent to Front St, the I-5 freeway, and Hwy 99 present significant obstacles to active travel.** These barriers are challenging to cross while walking, rolling, or biking, present accessibility challenges for people using assistive devices, and/or limit street connectivity.
- **There are some newer upgraded crossings that make it safer and easier for people to cross busy streets** such as Boones Ferry Rd, Parr Rd, and Newberg Hwy. Installation of new pedestrian crossings on Hwy 99 is nearly complete (these locations are not shown).
- The city does not have a comprehensive layer of sidewalk coverage, however **many streets in the city do not have sidewalks** or have sidewalks only on one side of the street.



# LOCAL AND REGIONAL TRAVEL FLOWS

Woodburn is both an employment center for people living in the area and somewhat of a “bedroom community” for people who work in Salem-Keizer and the Portland metro region.

**Figure 25 Where People Who Work in Woodburn Live (2019)**



As of 2019, the most recent year for which nationwide employment data are available, Woodburn had approximately 9,900 jobs located within the city limits, while roughly 10,800 people of working age live in the city. This results in a net outflow of approximately 900 workers. Nearly 1,900 people both live and work in Woodburn.

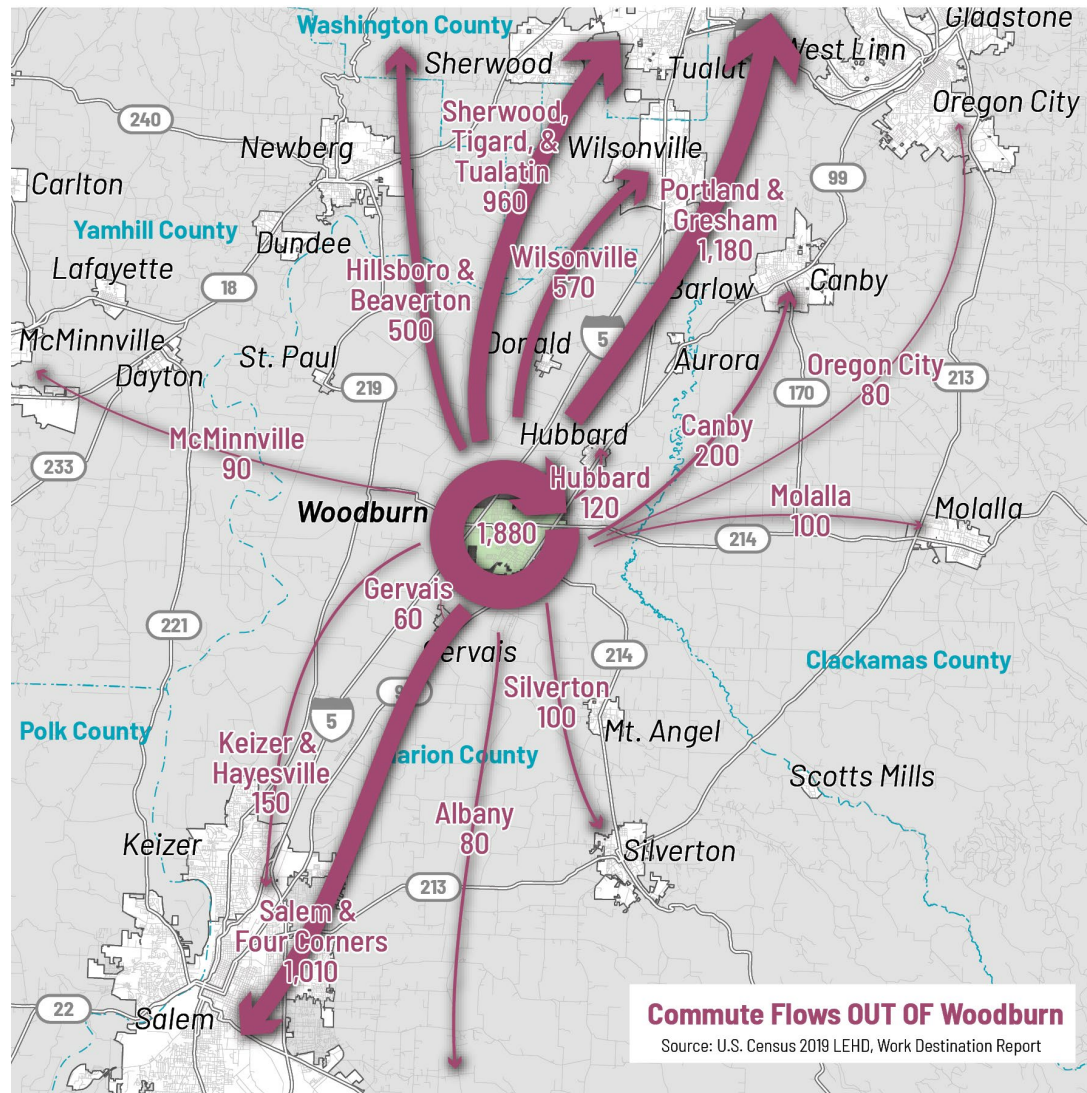
The largest share of workers who commute into Woodburn live in Salem/Four Corners, Keizer/Hayesville, and Portland/Gresham (Figure 25). The top ten home locations for people who work in Woodburn are shown in Figure 26.

**Figure 26 Top 10 Home Communities for People Employed in Woodburn (2019)**

| Community                | Number of Workers |
|--------------------------|-------------------|
| Woodburn                 | 1,880             |
| Salem/Four Corners       | 1,290             |
| Keizer/Hayesville        | 570               |
| Portland/Gresham         | 490               |
| Tigard/Tualatin/Sherwood | 290               |
| Hillsboro/Beaverton      | 260               |
| Silverton                | 160               |
| Wilsonville              | 150               |
| Hubbard                  | 150               |
| Gervais                  | 130               |
| Canby                    | 130               |

For those workers whose home locations are in Woodburn (approximately 10,800 people), the primary destinations for employment are Portland/Gresham, Salem/Four Corners, and Sherwood/Tigard/Tualatin (Figure 27). As mentioned above, nearly 1,900 people both live and work in Woodburn.

**Figure 27 Where People Who Live in Woodburn Work (2019)**



The top ten work destination communities for people who live in Woodburn are shown in Figure 28.

**Figure 28 Top 10 Work Communities for People Who Live in Woodburn (2019)**

| Community                    | Number of Workers |
|------------------------------|-------------------|
| Woodburn                     | 1,880             |
| Portland/Gresham             | 1,180             |
| Salem/Four Corners           | 1,010             |
| Tualatin, Sherwood, & Tigard | 960               |
| Wilsonville                  | 570               |
| Beaverton/Hillsboro          | 500               |
| Canby                        | 200               |
| Keizer/Hayesville            | 150               |
| Hubbard                      | 120               |
| Silverton                    | 100               |
| Molalla                      | 100               |

# **SUMMARY OF COMMUNITY ENGAGEMENT**

## COMMUNITY ENGAGEMENT OVERVIEW

To guide all outreach activities as part of the Woodburn TDP, the project team developed a Public Involvement Plan (PIP) early in the project. The PIP includes a framework to engage and educate stakeholders, elected officials and the public so that they are aware of the project and have every opportunity to provide meaningful input throughout the TDP process. The guiding principle for the PIP is to ensure an inclusive, equitable and diverse public outreach process that represents the needs of all members of the community. A summary of the public involvement activities conducted for the TDP are summarized below.

**Figure 29 TDP Public Involvement Plan (PIP) Activities**

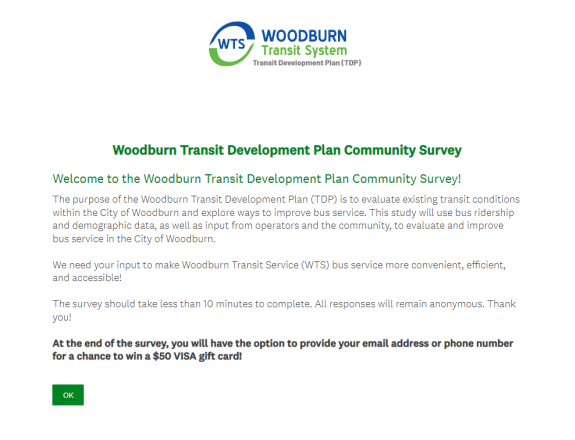
| PIP Activity                     | Summary   |
|----------------------------------|---|
| Project Development Team (PDT)   | The PDT consists of several key staff from WTS and the City of Woodburn. The PDT's role is to provide guidance to the consulting team throughout the TDP process and meetings are held approximately every two weeks.   |
| TDP Steering Committee           | This group consists 11 members of the community that will be more involved in the overall TDP process and help the PDT and consulting team review project deliverables and recommendations. It is anticipated that the TDP Steering Committee will meet between 4-5 times at key decision points in the project.  |
| Stakeholder Interviews           | A series of one-on-one or small group meetings were conducted between October and November 2022 to discuss transit service needs and priorities in Woodburn. One focus group is planned to be held in December 2022 in Spanish. More information is provided below.   |
| Planning Game Workshop           | Held in November 2022, this workshop allowed participants to consider their priorities for transit service in Woodburn by developing their own transit network. About 20 people from the community attended the workshop, including some stakeholders and TDP Steering Committee members. The outcome of the workshop will help the project team develop a preferred future service scenario. More information is provided below.   |
| Project Website and Social Media | The project team worked with the PDT to develop a webpage on the City's website that is dedicated to the TDP ( <a href="https://www.woodburn-or.gov/transit/page/transit-development-plan">https://www.woodburn-or.gov/transit/page/transit-development-plan</a> ). The webpage includes a brief overview of the TDP, a timeline, a project fact sheet (in English and Spanish), links to the community survey (in English and Spanish), and information on upcoming community outreach events. |
| Community Survey                 | An online community survey was conducted to solicit information from transit riders and non-riders. More information is provided below.   |
| Onboard Surveys                  | An onboard passenger survey was conducted on the fixed route and Dial-A-Ride services to solicit information directly from transit riders. More information is provided below.  |
| Pop-Up Events                    | The project team will hold several pop-up events that allow the project team to participate in community events where people are already congregating. The project team participated in the Hispanic Heritage Month celebration in the Plaza on September 19, 2022 and future events are planned for 2023.  |

# COMMUNITY SURVEY

The Nelson\Nygaard team partnered with WTS staff to develop an online community survey that was available for approximately three months beginning in early September 2022. The online survey was available in both English and Spanish and a link was provided on a project webpage hosted on the City's website (<https://www.woodburn-or.gov/transit/page/transit-development-plan>). The survey was also advertised through the City's social media channels, on a Spanish language radio show, and in several e-blasts sent out by the City (in both English and Spanish). A total of 64 surveys were completed (61 in English and 3 in Spanish). The survey will remain open through December 2022.

## Key findings from the community survey include:

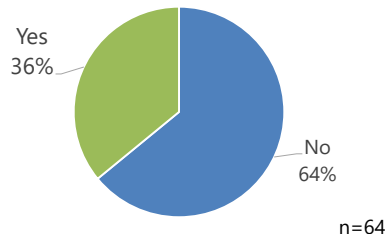
- About two-thirds of survey respondents have not ridden WTS services in the past 12 months. The large majority of residents (70%) said that they drive alone as their primary mode of transportation.
- Of those who do use transit, about half (48%) have been using the service for more than a year but another 30% are relatively new to the service (using it for less than 6 months).
- About half of the respondents who have ridden WTS services transfer to another regional provider. The most common transfers are to CAT and Cherriots to Salem.
- Respondents are more satisfied with different aspects of service than dissatisfied, but comfort at the bus stops, frequency, and reliability are all areas where service could be improved.
- Among respondents who do not use transit, the primary reasons why they choose to use other modes of transportation include convenience, it takes too long, or schedules don't match their needs. A high proportion of respondents also said they just prefer to take their own vehicle.
- When asked what improvements would encourage respondents to begin using transit, or use it more often, the top three requests were better service information, more frequent service, and improved transfer connections to other providers/cities.



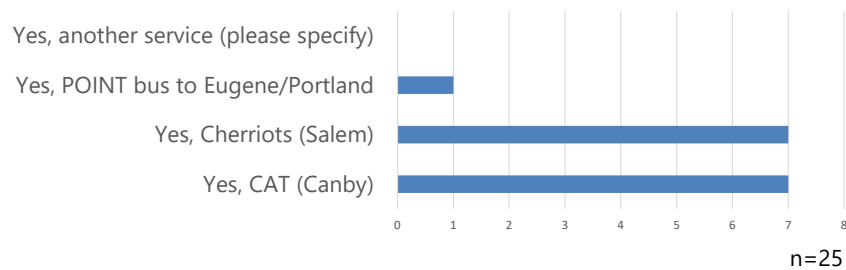
English version of community survey.

# Community Survey Highlights

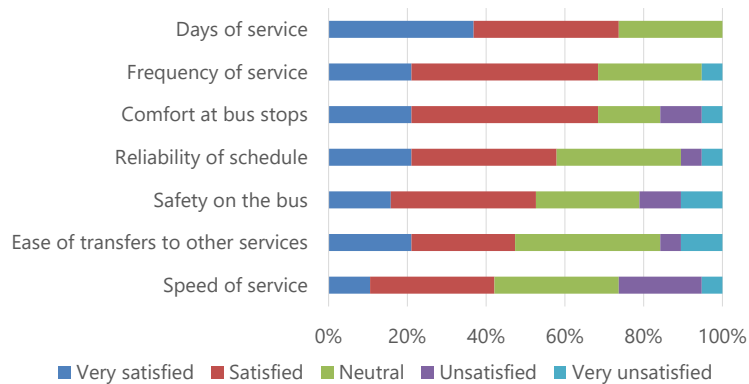
**Figure 30** Have you ridden with Woodburn Transit System in the past 12 months?



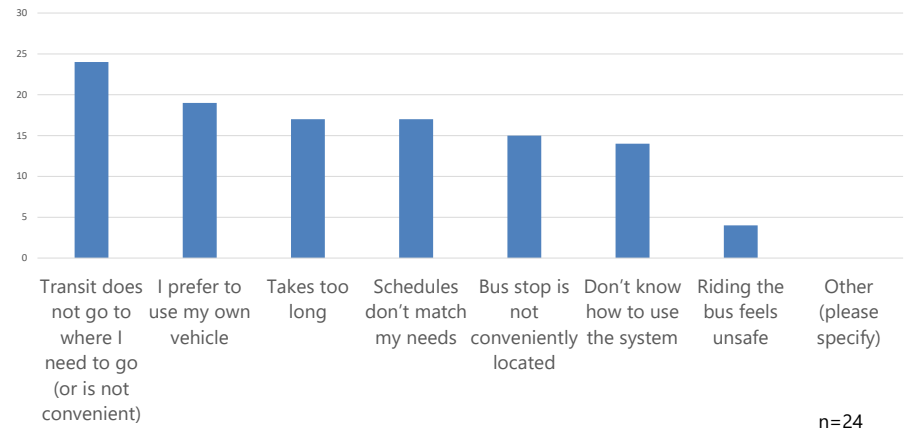
**Figure 31** If you have ever transferred between WTS and another transit service, which one?



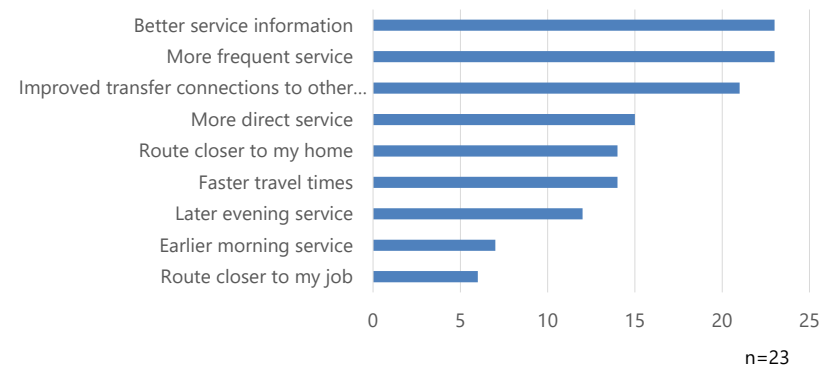
**Figure 32** Satisfaction with different aspects of WTS service



**Figure 33** If you do not use WTS, for which reasons do you choose to use other means of transportation?



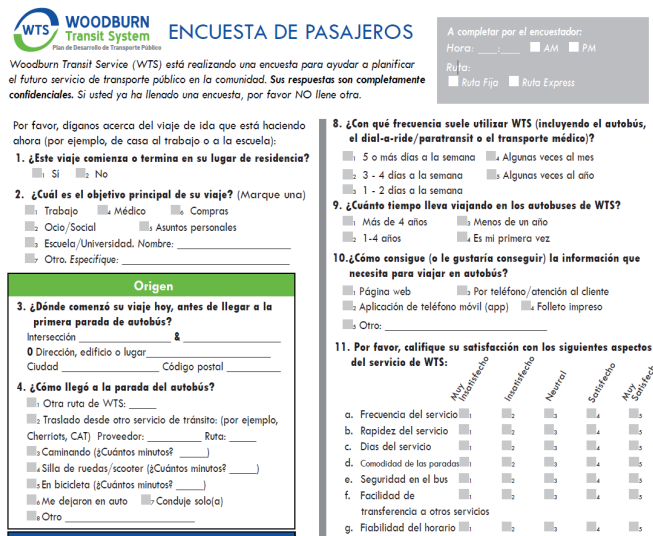
**Figure 34** What improvements to service would encourage you to begin using transit or to use it more often?



# ON-BOARD SURVEY

The Nelson\Nygaard project team administered an on-board survey to understand more about current travel patterns, who is riding the bus, and what improvements to the system would be most impactful for riders. Project staff rode the Fixed Route and the Express Route for nearly all trips on Wednesday, October 12, 2022, and attempted to gather as many responses as possible. The survey was available as a hard copy in both English and Spanish.

Collecting completed surveys was challenging for several reasons: many of the trips on the bus were very short, not allowing enough time for someone to fully read through all survey questions; and literacy barriers prevented many people from completing the survey themselves, which required project staff to directly read survey questions to participants and record their responses. Consequently, the total number of surveys collected was fairly low – just 29 passengers filled out part or all of the survey, representing 26% of total boardings for the day.



Spanish version of the on-board survey.

## Key findings from the on-board survey include:

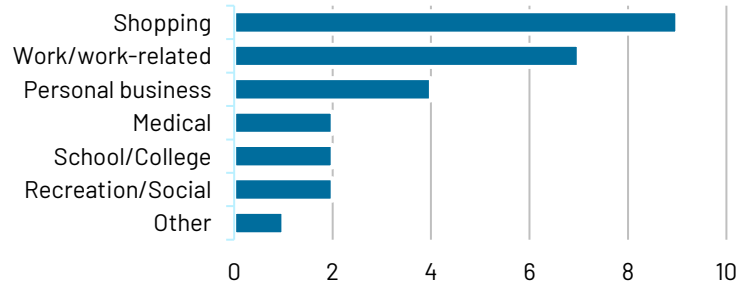
- More than half of participants completed the survey in Spanish, and more than 70% stated that they are most comfortable speaking Spanish. This is in contrast to the Community Survey, in which only 5% of respondents completed the survey in Spanish.
- Nearly three-quarters of respondents ride WTS three or more days per week, and half of respondents have been riding for more than four years.
- People rode the bus primarily for shopping and work trips.
- If the bus had not been available, 36% of respondents would have taken a taxi, Uber, or Lyft, and 32% would have simply walked. The majority of respondents do not have access to a motor vehicle.
- Satisfaction with WTS service was generally high. Respondents were most satisfied with safety on the bus and frequency of service, and least satisfied with reliability of schedules and ease of transfers to other services.
- Respondents indicated that their top priority service improvements would be earlier morning service, more frequent service, and later evening service. (Service currently runs from 8:00 a.m. to 6:00 p.m., with 30-60 minute frequency.)

# On-Board Survey Highlights

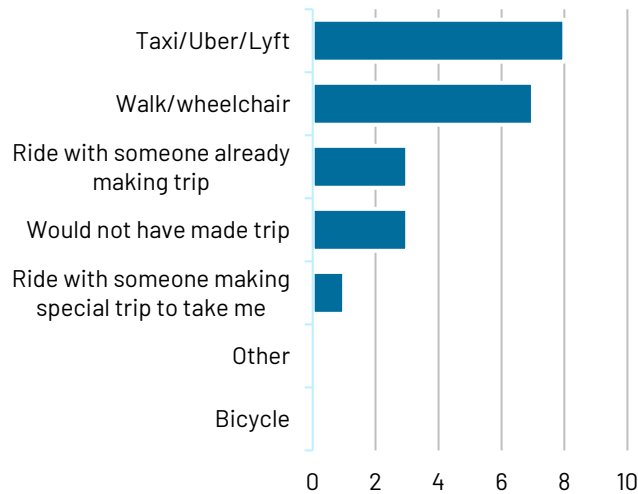
**Figure 35 Survey Completion Language**



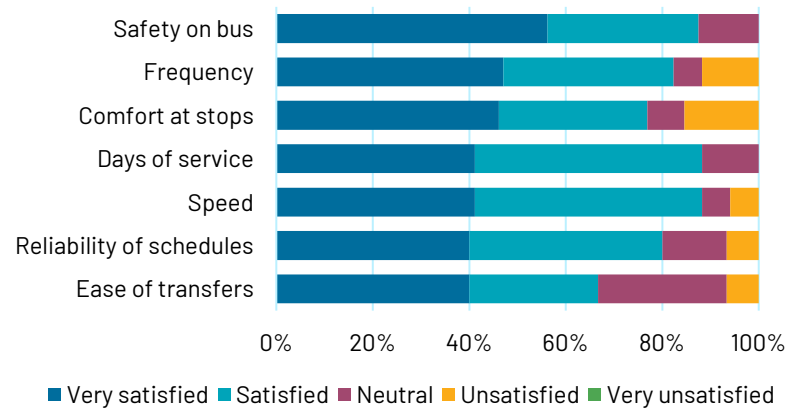
**Figure 36 Trip Purpose**



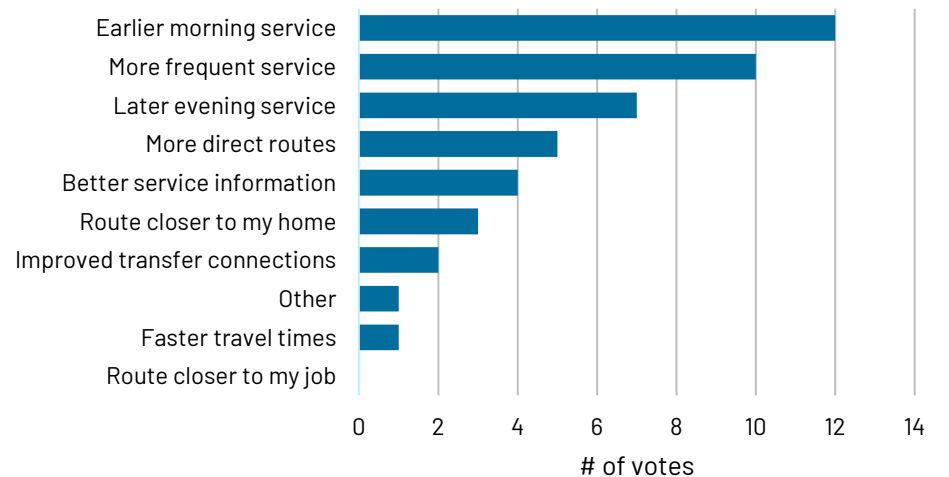
**Figure 37 How would you have made this trip if bus service were not available?**



**Figure 38 Satisfaction with various aspects of WTS service**



**Figure 39 Improvements that would encourage riders to ride more often**





# STAKEHOLDER INTERVIEWS

Between October and December 2022, the project team engaged in several one-on-one and small group interviews with project stakeholder organizations identified in coordination with the Project Development Team and other city staff. Specific organizations contacted for stakeholders interviews include:

- Do it Best Corporation
- Treetop
- Cherriots
- Farmworker Housing Development Corporation
- Oregon Human Development Corporation
- Northwest Senior Services
- South Clackamas Transit District
- Woodburn School District
- Pineros Y Campesinos Unidos del Noroeste (PCUN) – Farmworkers Union
- Canby Area Transit (CAT)
- Woodburn Foursquare Church
- First Presbyterian Church
- Senior Estates
- Chemeketa Community College
- County Meadows Retirement
- Woodburn Outlet Mall

During each stakeholder interview, participants were given a brief introduction to the TDP update process and project background and were then asked to provide input on how the current system was meeting their needs, what is working well, and where there are opportunities for improvement.

## Stakeholder Interviews Key Findings

- Still in progress - to be completed when all stakeholder interviews have been conducted

## PLANNING GAME WORKSHOP

On November 17, 2022, the project team facilitated a “transit planning game workshop” with a group of local and regional stakeholders. While the primary goal of the workshop was to allow participants to “plan out” a conceptual fixed route network in Woodburn, the real value of the workshop was helping participants understand the difficult tradeoffs associated with providing transit service. There were three groups in the workshop, each with between 5-6 participants. A total of 18 stakeholders attended the workshop, not including members of the PDT or project team.

The workshop started out with a presentation by the project team to provide background information on the existing transit services available in Woodburn, regional transit connections, and an overview of the market analysis and conditions that impact the demand for transit service. Then, participants broke into their separate groups, developed a series of goals/objectives for transit services in Woodburn, and planned out their own local fixed route network. At the end of the workshop, a member from each group shared the network they developed with the larger group. Key themes from the workshop include:

- Service is a must on Highway 214 between Highway 99 and the Outlet Mall and neighborhoods west of I-5. All three groups independently provided more frequent bidirectional service in this corridor.
- The primary destinations in Woodburn for transit riders include downtown, Walmart, the Outlet Mall, Salud Clinic, Bi-Mart, Amazon/Do it Best/WinCo, and Goodwill.
- All participants desired lower-frequency coverage service in the residential neighborhoods and to portions of Highway 99.
- All participants desire service to downtown, with direct connections to the Bi-Mart, portions of Highway 99, and Walmart.
- Demand response zones were desired in the southeast and north parts of town (focused on lower-density residential neighborhoods).



Planning Game Workshop, November 17, 2022