MORROW COUNTY COORDINATED HUMAN SERVICES PUBLIC TRANSPORTATION PLAN

Final Plan

September 2016

NELSON
NYGAARD

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Table of Contents

		Page
1	Introduction	1-1
2	Community Context	2-1
	Population	2-1
	Socioeconomic Conditions	2-4
3	Existing Services and Resources	3-1
	Local Public Transportation Service	3-3
	Regional Transportation Service	3-9
	Client-Based Transportation Service	3-9
	Other Transportation Service	3-11
4	Stakeholder Involvement	4-1
5	Transportation Needs	5-1
6	Strategies	6-1
	Strategy Descriptions	6-1

Table of Figures

		Page
Figure 1	Population Centers in Morrow County	2-1
Figure 2	Historic and Predicted Population in Morrow County	2-2
Figure 3	Study Area	2-3
Figure 4	Non-Farm Employment by Sector in Morrow County	2-4
Figure 5	Major Employers in Study Area	2-5
Figure 6	Summary of Vulnerable Populations in Morrow County, 2013	2-6
Figure 7	Older Adult Population in Morrow County by Place	2-7
Figure 8	Population Density of Older Adults in Morrow County	2-8
Figure 9	Persons with Disabilities in Morrow County by Place[1]	2-9
Figure 10	Population Density of Persons with Disabilities in Morrow County	2-10
Figure 11	Low-Income Population in Morrow County by Place[1]	2-11
Figure 12	Population Density of Low-Income Residents in Morrow County	2-12
Figure 13	Percent Veterans in Morrow County	2-13
Figure 14	Percent Limited English Proficiency in Morrow County	2-14
Figure 15	Transit Propensity Index Calculations	2-15
Figure 16	Transit Propensity Index for Morrow County	2-16
Figure 17	Employment Flow to Morrow County	2-17
Figure 18	Home Location of Individuals that Live and Work in Morrow County	2-18
Figure 19	Employment Locations of all Workers in Morrow County	2-18
Figure 20	Morrow County Transit Service	3-2
Figure 21	The Loop Service Inventory	3-3
Figure 22	Loop Ridership by month, 2014-2015	3-4
Figure 23	The Loop Frequent Trips	3-5
Figure 24	The Loop Fleet Inventory	3-5

Figure 25 Kayak Public Transit Service Inventory 3-6
Figure 26 Kayak Services Summary 3-8
Figure 27 CAPECO Service Inventory 3-9
Figure 28 Safe T Transport Service Inventory 3-10
Figure 29 Morrow County The Loop Committee 4-1
Figure 30 Agencies Engaged in Coordinated Plan Process 4-2
Figure 31 Current Transit Needs and Opportunities for Morrow County 5-1
Figure 32 Strategies Summary in Order of Priority 6-11
Figure 33 Stakeholders Interviewed 1

Acronyms

AAA – American Automobile Association
ACS – American Community Survey
ADA – American Disabilities Act
CAPECO – Community Action Program of East Central Oregon
CTUIR – Confederated Tribes of the Umatilla Indian Reservation
DHS – Department of Human Services
EOCCO – Eastern Oregon Coordinated Care Organization
FTA – Federal Transportation Administration
FY – Fiscal Year
HRTG – Highly Rural Transportation Grant
LEHD – Longitudinal Employer-Household Dynamics
MCCOG – Mid-Columbia Council of Governments
ODOT – Oregon Department of Transportation
STF – Special Transportation Fund
TPI – Transit Propensity Index

1 INTRODUCTION

Morrow County is undertaking an update to its Coordinated Human Services Public Transportation Plan (the Coordinated Plan) to address a combination of regulatory and community goals.

The Federal Transit Administration (FTA) and the Oregon Department of Transportation (ODOT) require recipients of FTA Section 5310 program funds and the state Special Transportation Fund (STF) to engage in a coordinated planning process. The goal is to broaden the dialogue and support coordination between public transportation and human services transportation supporting key target populations: older adults, people with disabilities, and people with low incomes. Projects submitted for FTA and ODOT funding must be included in the Coordinated Plan. The Coordinated Plan must be updated every five years.

The Coordinated Plan is intended to focus regional resources on strategies with the greatest benefit to the target populations and the transportation service providers. Identifying critical needs, available resources, and strategies, are all steps intended to create efficiencies, reduce redundancy and continue to enable high-quality public transportation services. Funds are relatively limited for public transportation in general, particularly to the Section 5310 target populations. Therefore it is always important for public transit providers and their partners to make strategic, targeted investments that address critical needs.

The intent of the Coordinated Plan is to be a “living” document identifying needs and investment priorities. Transit providers and partners in Morrow County will use the plan to allocate funding, and develop and enhance transit services. Since the plan must be updated every five years, it has been written in a way that can incorporate ongoing updates and revisions.

2 COMMUNITY CONTEXT

An analysis of the demographics and socioeconomic conditions highlights the transportation needs of community members throughout the county. This includes in-depth analysis of the particular needs of older adults, persons with disabilities, and individuals with low income.

POPULATION

Figure 1 shows the population distribution within Morrow County and trends population. Both Boardman and Irrigon experienced significant population growth from 2000 to 2013, while communities in central Morrow County lost population. As a county overall, the community grew by 2 percent, compared to 14.5 percent for the state. Outside the three strong years of growth in 2003, 2011, and 2013, Morrow County's annual rate of population growth has consistently ranked in the bottom third of Oregon counties.[1] Growth in Census-Designated Places (defined as population centers that may or may not be incorporated as individual jurisdictions) was high while areas outside of CDPs lost population. This indicates that population is shifting north and into already-populated areas. The total land area of Morrow County is 2,047 square miles, resulting in a population density of 5.5 persons per square mile.

Figure 1 Population Centers in Morrow County

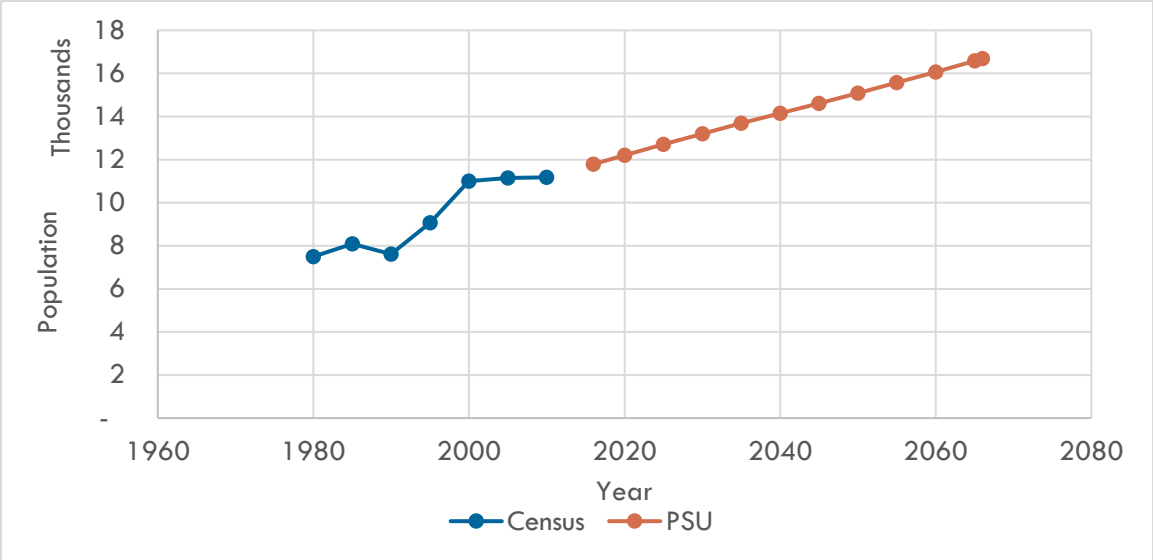
Place		Population (2000)	Population (2013)	% Change (2000-2013)
Census Designated Places	Boardman	2,855	3,271	15%
	Heppner	1,395	1,370	-2%
	Ione	321	324	1%
	Irrigon	1,702	2,081	22%
	Lexington	263	248	-6%
Census Designated Places Total		6,536	7,294	12%
Unincorporated Morrow County		4,459	3,924	-12%
Morrow County		10,995	11,218	2%

Source: US Census 2000 and American Community Survey 2013 5-year estimates

[1] https://www.qualityinfo.org/-/morrow-county-economic-profile

Population growth projections from Portland State University's (PSU) Population Research Center[2] are presented alongside historical population trends (as measured by the U.S. Census) in Figure 2. The projections indicate that Morrow County is predicted to grow by 0.83 percent annually over the next fifty years.

Figure 2 Historic and Predicted Population in Morrow County

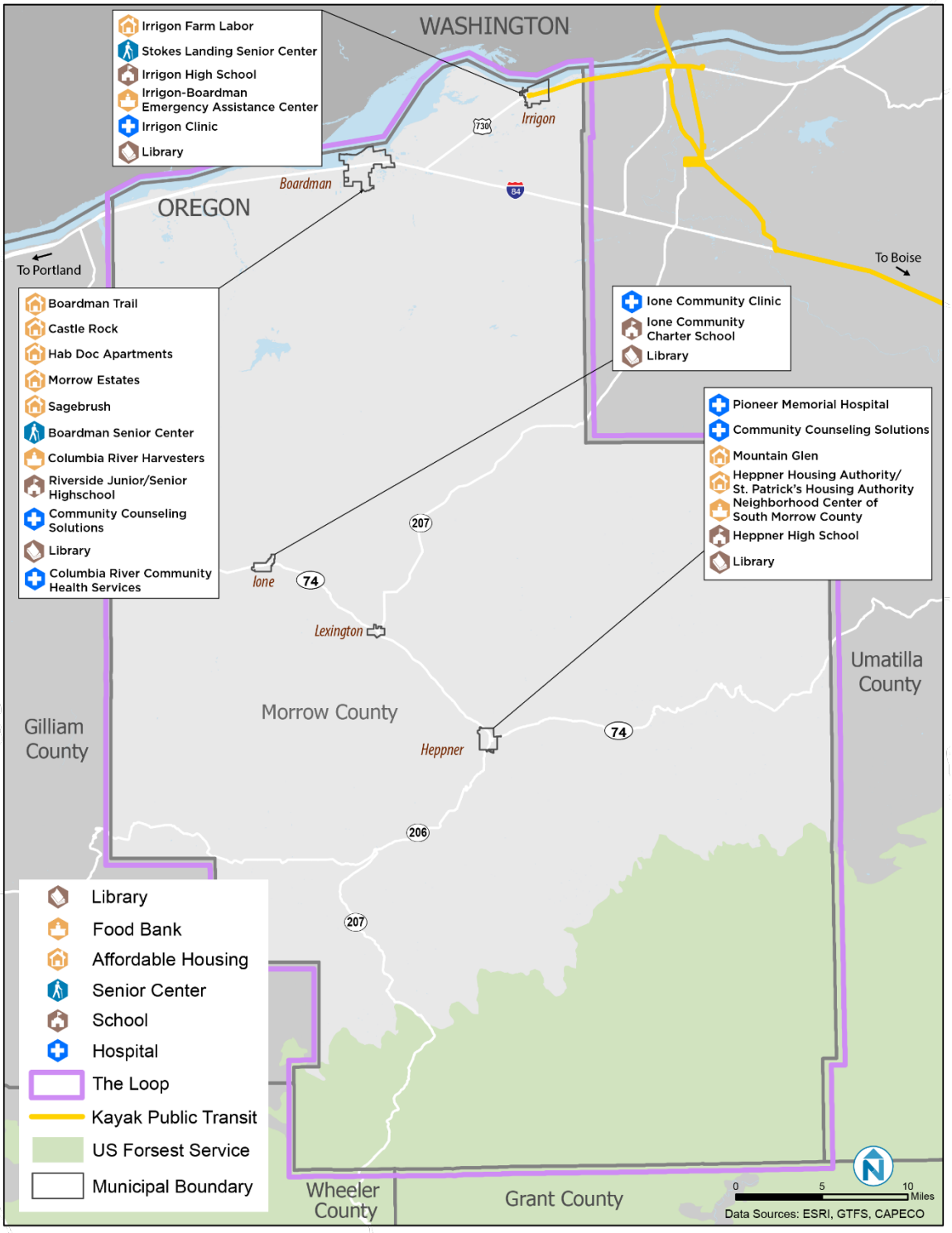


Source: Portland State University Population Research Center Preliminary Projections

Figure 3 illustrates the Morrow County study area, including key destinations and transit services available.

[2] PSU's projections at the county level rely on a cohort-component model, which takes into account three variables: birth rate, death rate, and net rate of migration. Birth and death rates are predicted from historical data and statewide/nationwide projections. The net rate of migration is predicted based on historical and predicted trends in housing, land use, employment, school enrollment, and other local data sources. See more information at: https://www.pdx.edu/prc/region-2-documents

Figure 3 Study Area



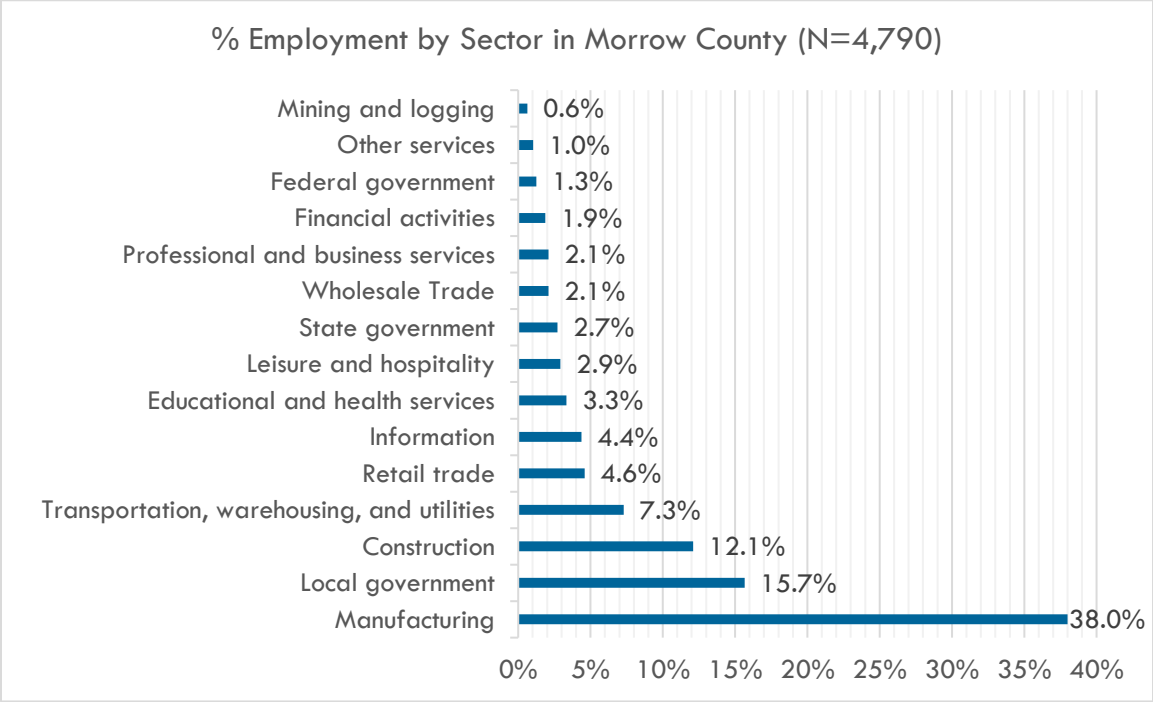
SOCIOECONOMIC CONDITIONS

Demographic and socioeconomic conditions are strong indicators of the propensity for transit use, as specific population segments are considerably more likely to utilize transit for their transportation needs. data from the U.S. Census Bureau's American Community Survey (ACS) and Longitudinal Employer-Household Dynamics (LEHD) were collected to analyze geographic distribution of older adults, people with disabilities, and people with low income. Data regarding job growth by sector also paints a picture of when and where transit service may be needed.

Employment

The distribution of employment by sector excluding non-farm jobs is illustrated in Figure 4; as of Q2 2015, a total of 4,790 jobs fall into this category. The largest proportion of workers (38%) works in manufacturing, while local government (16%) and construction (12%) rank second and third, respectively. Oregon's annual average unemployment rate peaked at 11.1 percent in 2009; in contrast, Morrow County's 2009 unemployment rate was 9.2 percent.[3] The county's annual jobless rate typically ranks as one of the state's lowest, averaging 8.2 percent in 2012 (ranking 10th statewide).[4] The prevalence of manufacturing jobs, which often have late night and overnight shifts, presents a challenge for meeting employment patterns with public transportation, which typically operate from morning to evening. Other service types such as carpooling or vanpooling may better assist linking Morrow County residents to jobs.

Figure 4 Non-Farm Employment by Sector in Morrow County



[3] See more information at https://www.qualityinfo.org/-/morrow-county-economic-profile

[4] See more information at https://www.qualityinfo.org/-/morrow-county-economic-profile

Source: State of Oregon Employment Department, 2015

Figure 5 highlights major employers. The north part of the county has added several new employers since 2009. Yet the majority of employees traveling to this area do not live in Morrow County; approximately 70 percent come from Hermiston or the Tri-Cities. Developers continue building housing in Hermiston rather than Boardman, meaning a small percent of people can both live and work in Morrow County.

Figure 5 Major Employers in Study Area

Employer	No. of Employees	Location
ConAgra	550	Port of Morrow, Boardman
Boardman Foods	190	Port of Morrow, Boardman
Amazon	180	Port of Morrow, Boardman
Watts Brothers Re-Pack Facility	124	Port of Morrow, Boardman
Columbia River Processing Inc.	85	Port of Morrow, Boardman
Oregon Potato	80	Port of Morrow, Boardman
Morrow County Health District	100	Boardman, Heppner, Ione, and Irrigon
Morrow County Grain Growers	67	Lexington, Boardman, Heppner, and Ione
Portland General Electric	Unknown	Boardman
Threemile Canyon Farm	Unknown	Boardman
Bank of Eastern Oregon	45	Boardman, Condon, Heppner, Ione, and Irrigon

Source: Port of Morrow

Transit Supportive Demographics

Human services transportation focuses on older adults, persons with disabilities, and low income populations because these are typically segments of the population that have lower rates of automobile access and use. These populations still require transportation to meet their everyday needs but may not have the means or the ability to drive an automobile. Figure 6 summarizes vulnerable populations in the country, Oregon, Morrow County, and by incorporated community by percent of total population. Morrow County houses a high percentage of people with disabilities compared to the state overall, with a significant portion living in Heppner. Heppner, Ione, and Lexington have high percentages of older adults. Boardman, Heppner, and Irrigon are home to a high percent of low-income households. More older adults and people with disabilities live in unincorporated Morrow County, while more low-income people live in the denser areas of the county.

Figure 6 Summary of Vulnerable Populations in Morrow County, 2013

Place		Total Population	% of County	Older Adult Population	Low-Income Population	Population with Disabilities
Census Designated Places	Boardman	3,271	29%	7%	39%	7%
	Heppner	1,370	12%	22%	38%	24%
	Ione	324	3%	20%	8%	13%
	Irrigon	2,081	19%	9%	34%	15%
	Lexington	248	2%	21%	13%	16%
Census Designated Places Total		7,294	65%	12%	35%	12%
Unincorporated Morrow County		3,924	35%	21%	16%	19%
Morrow County		11,218	-	13%	28%	21%
Oregon		3,868,721	-	14%	26%	16%
United States		311,536,594	-	13%	25%	12%

Source: U.S. Census Bureau, 2009-13 American Community Survey 5-year Estimates

The following sections show both a table and map of each of the three populations under examination in this project: older adults, low-income households, and persons with disabilities. Tables illustrate trends over time for these populations while the maps translate demographic numbers into densities per block group to highlight areas that may support transit. Efficient public transportation that can serve many passengers in an hour relies upon density. Therefore, the maps display how many people per acre per block group fall into the three population categories. To allow comparison across the population groups, the same category breaks have been used for all three maps. In some cases, while the percentage of a population such as older adults is very high by community, the density at the block group level is very low. This means that serving those potential customers may require demand-response style of service, meaning the transit vehicle must pick people up at their home and take them to their destination. Ultimately the choice of what types of public transportation to provide rests with the community. Many places throughout the country, for example, run county-wide or regional curb-to-curb service in rural areas because that community values access for everyone who needs it over meeting certain productivity thresholds.

Older Adults

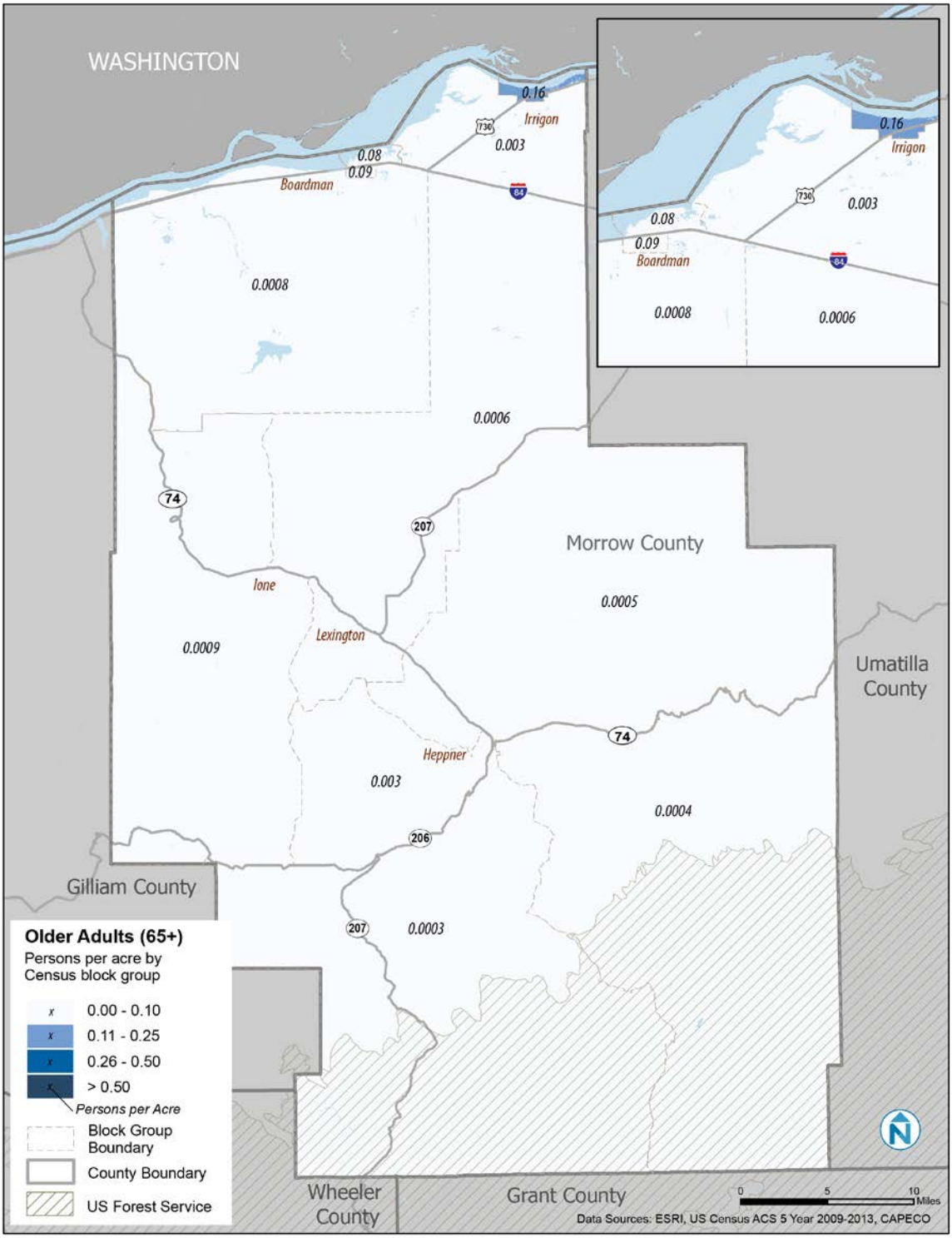
The proportion of older adults in Morrow County is growing faster than the nation overall but slower than the state (Figure 7). This growth has been most significant in the northern half of the county, in Boardman. While the county does not have areas that show large densities of older populations (Figure 8) other than Irrigon this may change in the future as the population ages within the county. The growth in older adults in unincorporated areas may be the result of aging in place trends. These residents live in remote areas and are more likely to try curb-to-curb public transportation.

Figure 7 Older Adult Population in Morrow County by Place

Place		Population 65 or older (2000)	Population 65 or older (2013)	% Change (2000-2013)	Proportion 65 or older (2013)
Census Designated Places	Boardman	152	242	59%	7%
	Heppner	283	302	7%	22%
	Ione	51	64	25%	20%
	Irrigon	160	195	22%	9%
	Lexington	42	51	21%	21%
Census Designated Places Total		688	854	12%	12%
Unincorporated Morrow County		481	584	21%	15%
Morrow County		1,169	1,438	23%	13%
Oregon		438,177	560,073	28%	14%
United States		34,991,753	41,851,042	20%	13%

Source: U.S. Census Bureau, 2009-13 American Community Survey 5-year Estimates

Figure 8 Population Density of Older Adults in Morrow County



Persons with Disabilities

The proportions of populations with disabilities in Morrow County are presented in Figure 9, and illustrated in Figure 10. Morrow County follows national and statewide trends with a decreasing population of persons with disabilities, falling 10% between 2000 and 2013. Heppner has the highest percentage of population with disabilities, at 24%. The population of persons with disabilities is migrating within the county, as Boardman and Ione decreased, while Heppner and Irrigon increased.

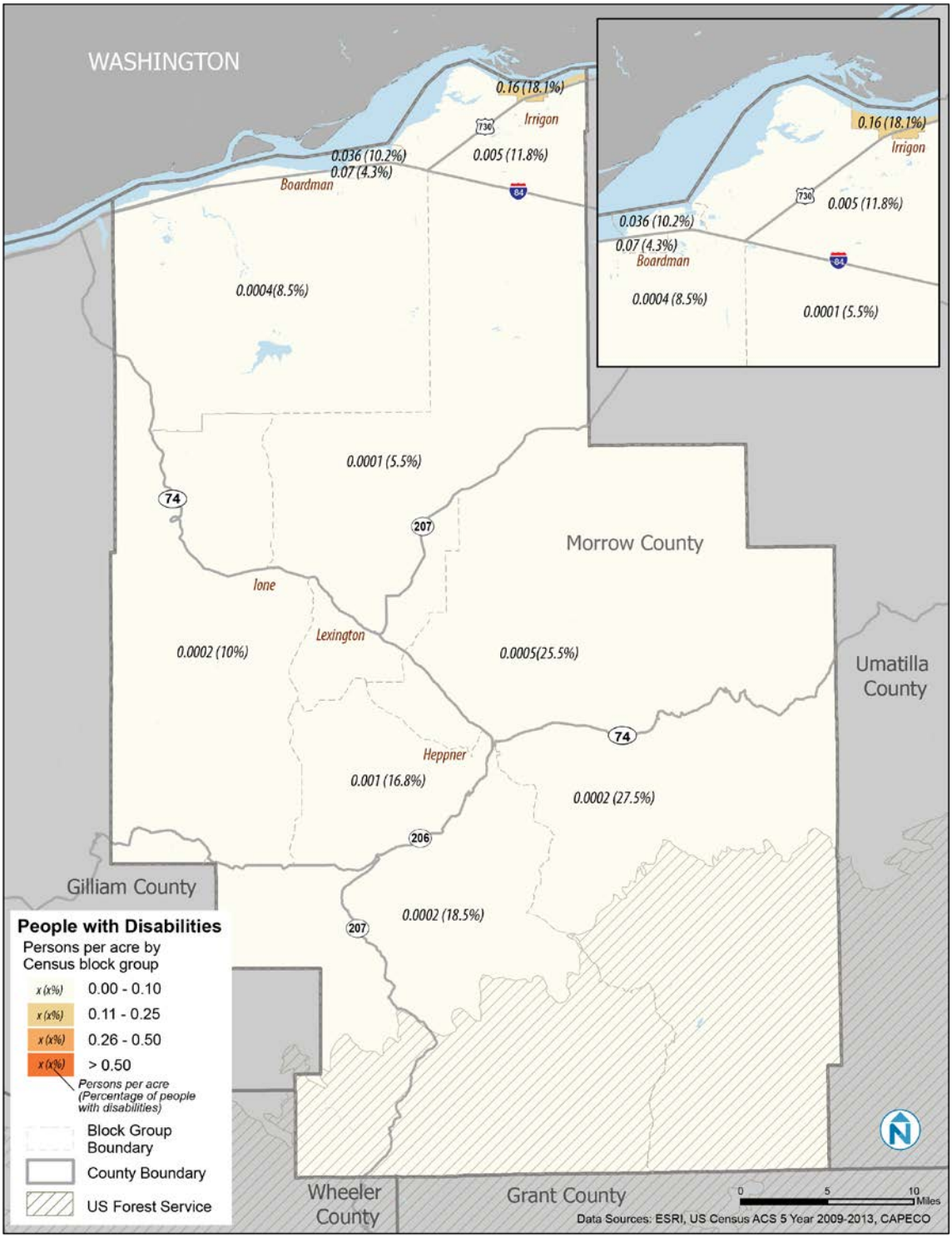
Figure 9 Persons with Disabilities in Morrow County by Place[1]

Place		Total with a disability (2000)	Total with a disability (2013)	% Change (2000-2013)	Proportion with a Disability (2013)
Census Designated Places	Boardman	439	221	-50%	7%
	Heppner	258	323	25%	24%
	Ione	52	42	-19%	13%
	Irrigon	264	306	16%	15%
	Lexington	39	39	0%	16%
Census Designated Places Total		1,052	931	12%	12%
Unincorporated Morrow County		790	729	-8%	19%
Morrow County		1,842	1,660	-10%	15%
Oregon		593,301	523,827	-12%	15%
United States		49,746,248	37,008,659	-25%	12%

1 Data for persons with disabilities only reflects the population ages 5 years and older.
2 The data for 2000 was collected through U.S. Census Summary File 3 (SF3). SF3 data is compiled from a sample of the total population (about 1 in 6 households) that received the Census 2000 long-form questionnaire.

Source: US Census 2000 and American Community Survey 2013 5-year estimates

Figure 10 Population Density of Persons with Disabilities in Morrow County



Low-Income

Figure 11 summarizes trends in low-income residents, with "low-income" defined as a person whose income totals less than 150% of the poverty level adjusted for household size. The map in Figure 12 shows the density of low-income people. The maps for older adults, people with disabilities, and low-income population all uses the same density categories, thus it becomes evident that the county has the most low-income residents when compared to the other two categories. Of all residents in Morrow County, 28% have low incomes, concentrated primarily in the northern part of the County (Boardman and Irrigon). Overall, the low-income population rate of change from 2000-2013 varied widely throughout the county, with Heppner and Irrigon seeing increases of more than 30% while other communities saw the opposite. Morrow County's low-income population rate of change grew much less than the state or nation.

Figure 11 Low-Income Population in Morrow County by Place[1]

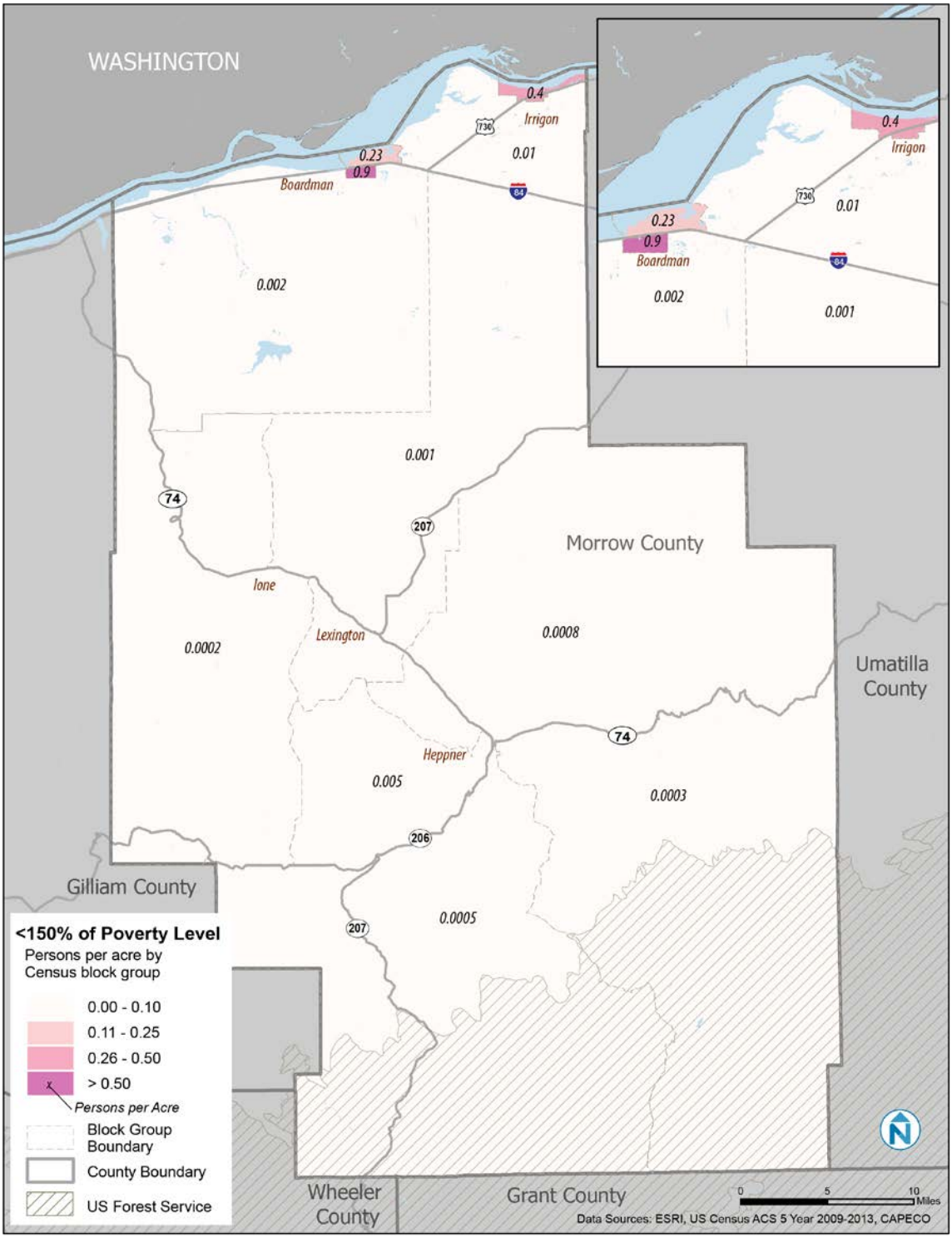
Place		Population with Incomes <150% Poverty Level (2000)	Population with Incomes <150% Poverty Level (2013)	% Change (2000-2013)	Proportion of Population with Incomes <150% Poverty Level (2013)
Census Designated Places	Boardman	1,077	1,262	15%	39%
	Heppner	315	520	39%	38%
	Ione	48	26	-85%	8%
	Irrigon	433	711	39%	34%
	Lexington	37	33	-12%	13%
Census Designated Places Total		1,910	2,552	25%	35%
Unincorporated Morrow County		886	613	-45%	16%
Morrow County		2,796	3,165	12%	28%
Oregon		680,596	998,512	47%	26%
United States		57,320,149	75,713,774	32%	25%

1 Data for persons of low-income only reflects a portion of the population for which poverty status is determined. The income cannot be determined for children under the age of 15 not related by birth, marriage, or adoption to a reference person within the household, therefore their poverty status cannot be determined.

2 The data for 2000 was collected through U.S. Census Summary File 3 (SF3). SF3 data is compiled from a sample of the total population (about 1 in 6 households) that received the Census 2000 long-form questionnaire.

Source: US Census 2000 and American Community Survey 2013 5-year estimates

Figure 12 Population Density of Low-Income Residents in Morrow County



Veterans

Veterans tend to have a higher propensity for using transit, relying on public transportation for work, education, healthcare, and other trip purposes. Although Veterans are not directly included in the Transit Propensity Index (discussed at the end of the chapter), veterans often fall into the demographic characteristics analyzed (people over age 65, those with a disability or low-income). Figure 13 shows that the relative population of veterans in Morrow County is higher than the proportion of veterans for the State of Oregon as a whole.

Figure 13 Percent Veterans in Morrow County

Geography	Proportion of Population over 18 that are Veterans
Oregon (state)	10.8%
Morrow County	12.7%

American Community Survey 2013 5-year estimates

Migrant Workers

Migrant workers represent a significant proportion of local populations on a seasonal basis, and may not be captured in Census statistics. Migrant workers are typically employed in agriculture, manufacturing, or other low-income employment sectors, and are likely to utilize transit if available. These populations are not consistent throughout the year and may be working in the county during different seasons, depending on the nature of their employment.The Oregon Health Authority commissioned a 2012 enumeration study[5], which estimated that there were 6,068 migrant workers and associated persons (e.g., family members) in Morrow County throughout the year.

Limited English Proficiency

Persons with Limited English Proficiency (LEP) may have a language barrier that hinders their ability to obtain reliable transportation. In areas with a high number of people with limited English proficiency language, transit providers should provide bilingual or multilingual service information and train staff in languages common in the community so they can communicate with passengers. Although limited English proficiency is not directly included in the Transit Propensity Index (discussed in the following section), often times this population shares one or more characteristics of the three target populations analyzed. The term LEP refers to any person age 5 and older who reported speaking English less than "very well" as classified by the U.S. Census Bureau. The proportion of Morrow County residents that speaks English less than “very well” is presented in Figure 14. At 14.8%, the proportion of Morrow County residents with Limited English Proficiency is more the twice the proportion of LEP individuals in the State of Oregon.

[5] More information here: https://www.oregon.gov/oha/oei/reports/Migrant%20and%20Seasonal%20Farmworker%20Enumeration%20Profiles%20Study.pdf

Figure 14 Percent Limited English Proficiency in Morrow County

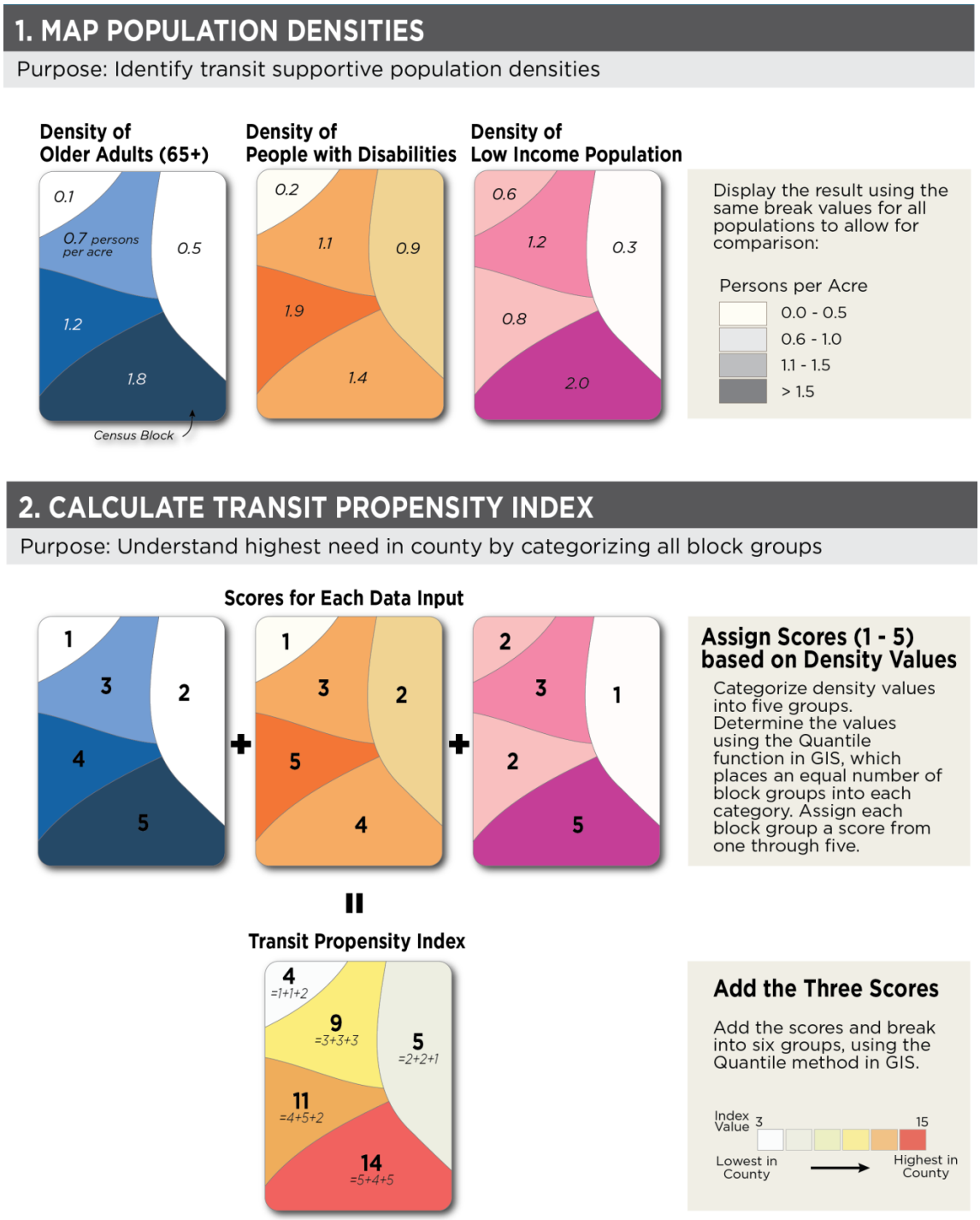
Geography	Proportion of Population over 5 that have Limited English Proficiency
Oregon (state)	6.2%
Morrow County	14.8%

American Community Survey 2013 5-year estimates

Transit Propensity Index

The Transit Propensity Index (TPI) is a composite indicator adding the densities of the three target populations within a given geography. Each of the densities for older adults, low-income households, and persons with disabilities is equally weighted in the TPI. Figure 15 illustrates how the TPI allows for geographic comparisons that take all three variables into account, allowing for a potentially more holistic assessment of the need for transit (or the likelihood that transit could be useful).

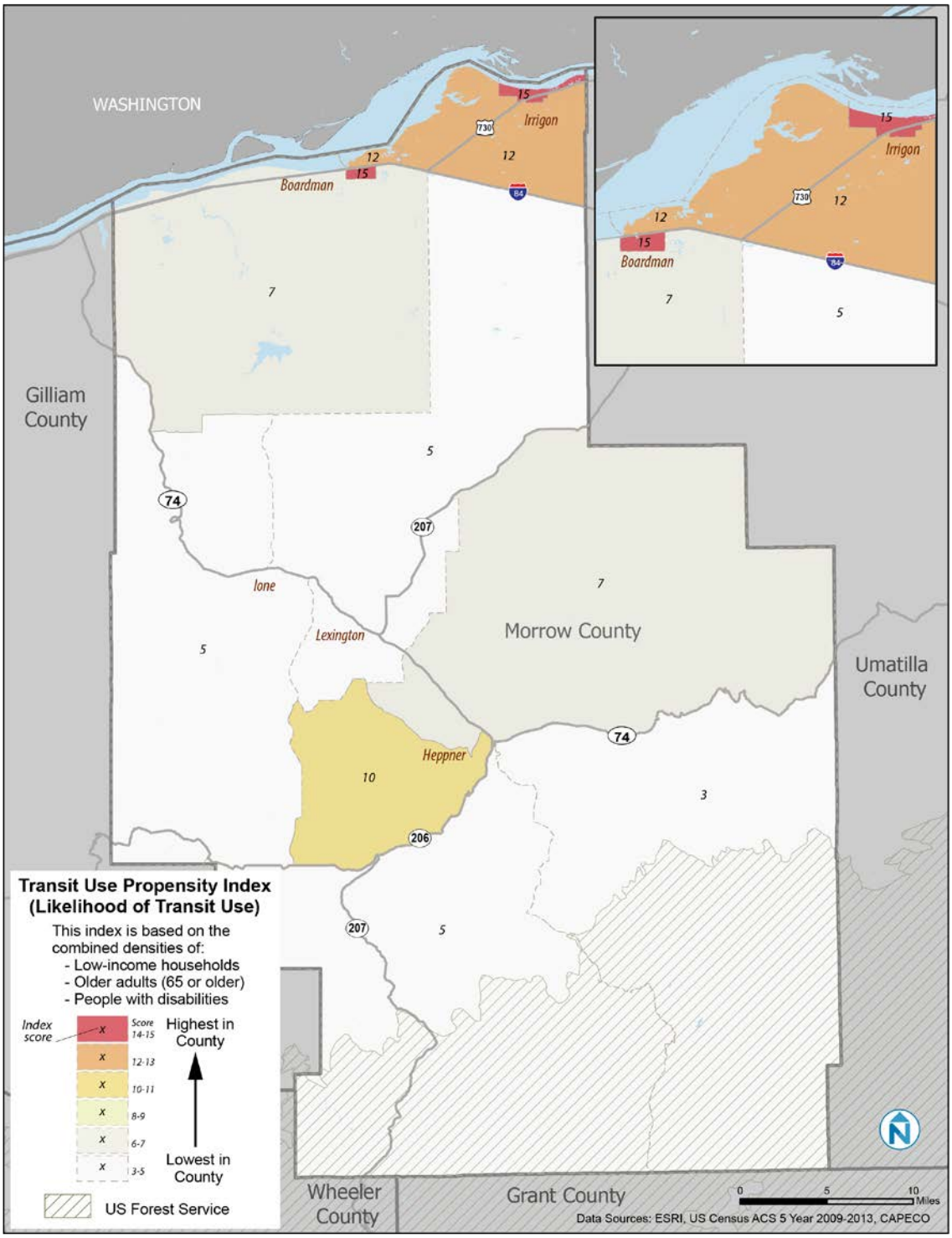
Figure 15 Transit Propensity Index Calculations



The TPI is illustrated across census tracts in Morrow County in Figure 16. The major population centers of Morrow County–Boardman, Irrigon, and Heppner–appear to have the highest relative propensity for transit use. In order to understand comparative need, however, Figure 16 divides Morrow County's Census Tracts using quantile analysis, meaning that for each of the three

populations the block groups are rated relative to each other (highest density, second highest density, etc.) regardless of how the density compares to that of the other populations.

Figure 16 Transit Propensity Index for Morrow County



Major Attractions and Work Commutes

Approximately 4,321 people were employed within Morrow County in 2015, of which 35% also live in Morrow County. Employees travel from surrounding counties to jobs in Morrow County, with 29% of the county's workforce emigrating from Umatilla County, as shown in Figure 17.

Figure 17 Employment Flow to Morrow County

	Number of Employees	Percent of all employees
People that work and live in Morrow County	1,512[A]	35%
Umatilla County, OR	1,250	29%
Grant County, OR	284	7%
Benton County, WA	179	4%
Gilliam County, OR	164	3%
Union County, OR	95	2%
Baker County, OR	78	1%
Franklin County, WA	56	1%
Clackamas County, OR	47	1%
Wallowa County, OR	44	1%
Multnomah County, OR	42	1%
Other	570	13%
Total People employed in Morrow County	4,321[B]	100%

Source: LEHD

A: Refer to Figure 18 for home locations of individuals that both live and work in Morrow County

B: Refer to Figure 19 for employment locations of all workers within Morrow County

The home locations of workers that both live and work in Morrow County are illustrated in Figure 18. Home locations are primarily concentrated in three main areas – Boardman, Irrigon, and Heppner – but there are also homes distributed throughout the more rural areas of Morrow County. In the northern portion of the county, homes are concentrated in the cities, while in the southern half of the county; homes are more spread out, which makes home locations more difficult to serve with transit.

Work locations illustrated in Figure 19 show workers that live in Morrow and surrounding counties. Work locations are more concentrated in the northern portion of the county. While many jobs exist in Boardman and Irrigon, a couple large employers can be seen west of Boardman nearing Gilliam County.

Figure 18 Home Location of Individuals that Live and Work in Morrow County

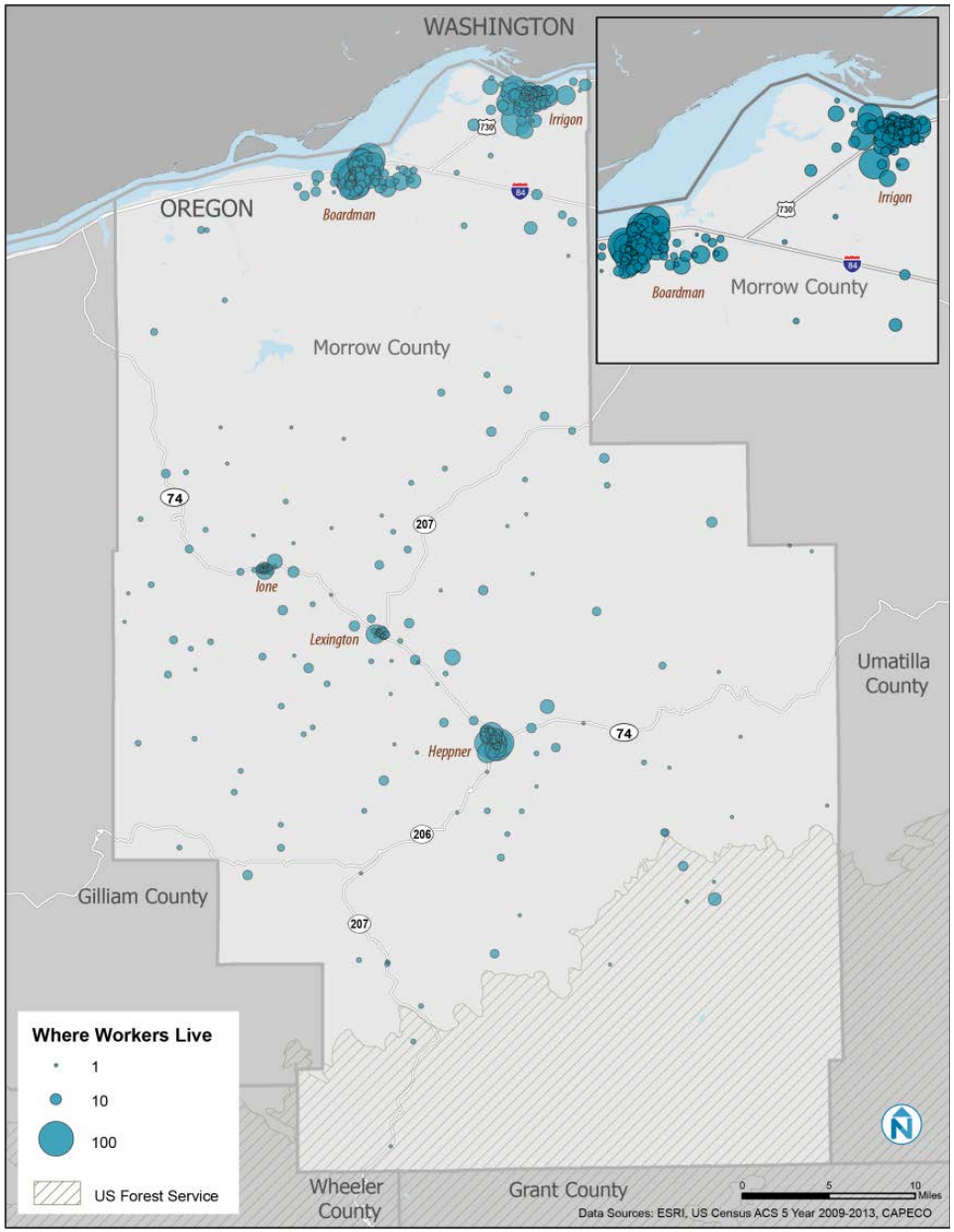
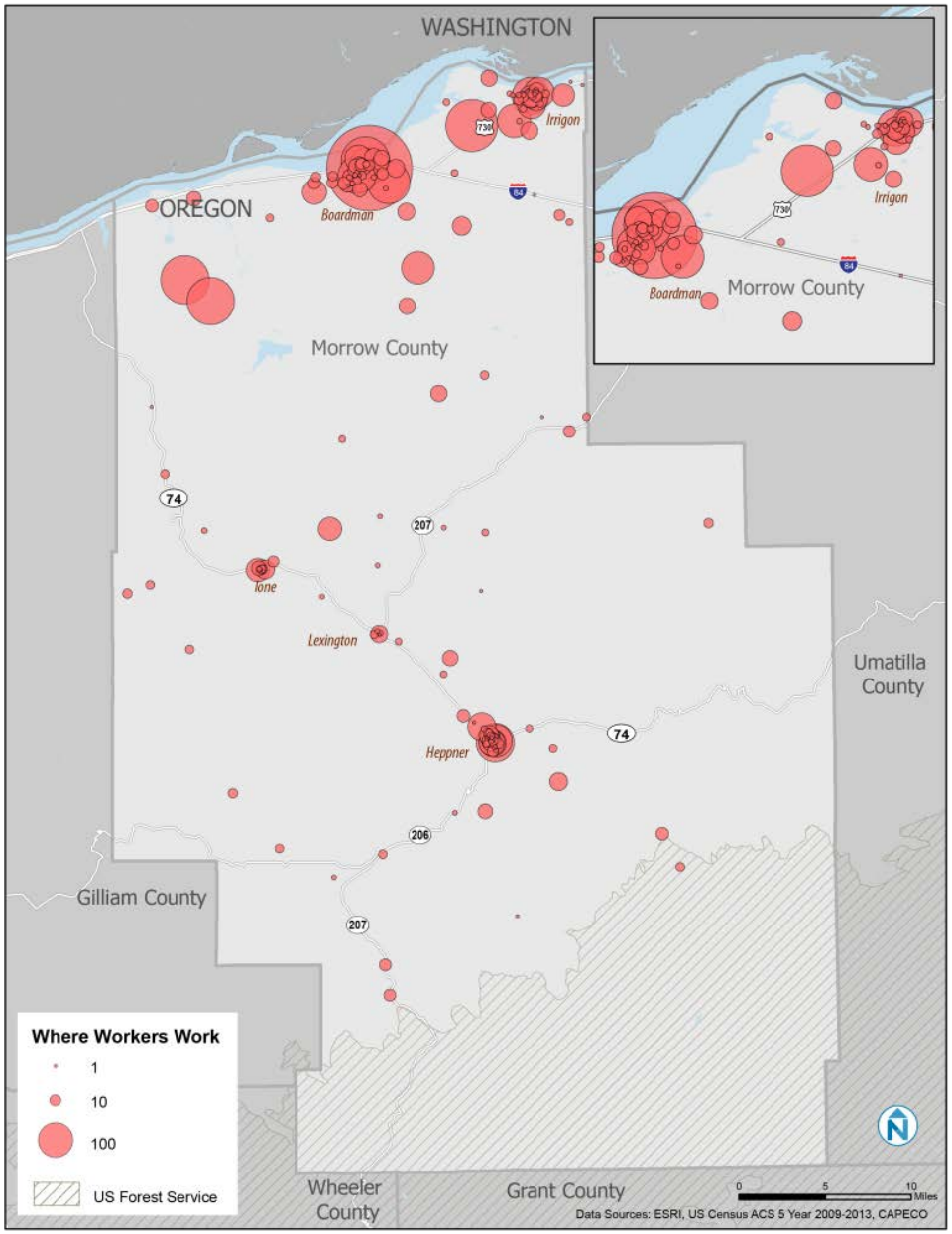


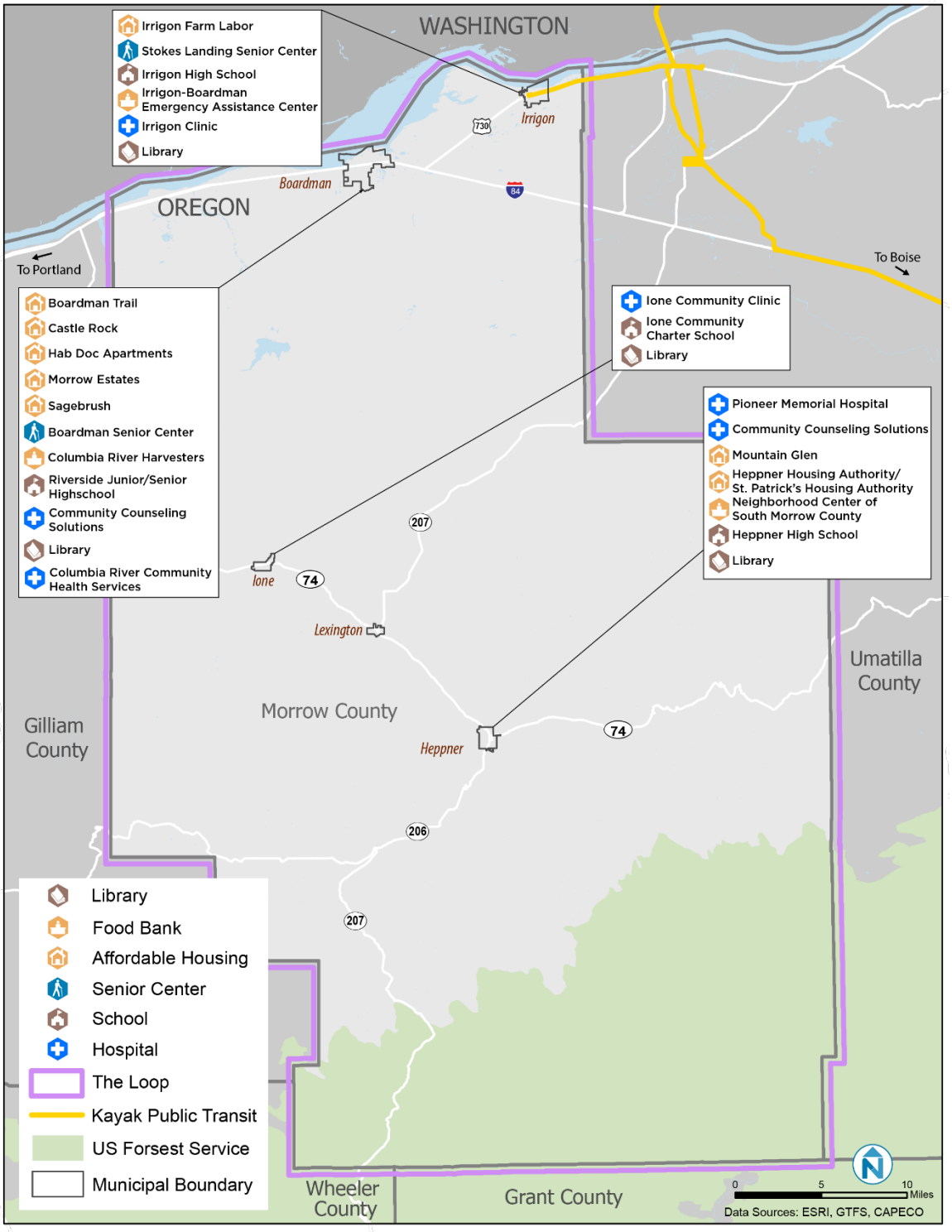
Figure 19 Employment Locations of all Workers in Morrow County



3 EXISTING SERVICES AND RESOURCES

Taking inventory of the existing transportation services and resources within the county helps identify any unmet transit needs and gaps in transportations service. Available services include one fixed-route (buses running on a set schedule with set pick-up and drop-off points) operated by Kayak Public Transit and serving Irrigon. The second main public transportation operator is Morrow County, which operates a dial-a-ride service (called The Loop) in which passengers can get picked up at their home and taken to their destination. Figure 20 shows transit services available in Morrow County. Other privately provided transportation services in the region are also described.

Figure 20 Morrow County Transit Service



LOCAL PUBLIC TRANSPORTATION SERVICE

Transportation services provided in Morrow County by public entities are summarized below.

The Loop

The Loop was recently rebranded from Morrow County Special Transportation. It is a dial-a-ride program driven entirely by 11 volunteer drivers and coordinated by a Transportation Coordinator at Morrow County. Riders call a phone number and the Transportation Coordinator schedules a trip with the volunteer. The Loop is not a Medicaid provider. Volunteers are reimbursed $25 for each day of service, regardless of mileage. Figure 21 summarizes service.

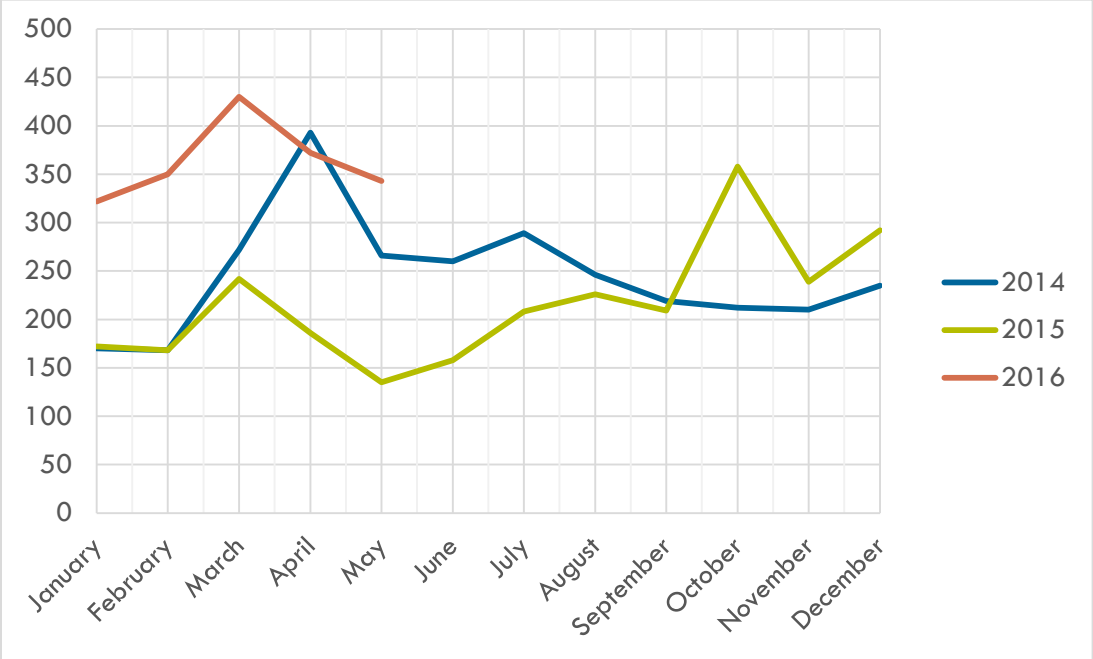
Figure 21 The Loop Service Inventory

Element	Description
Service Area Description	Morrow County (or farther depending on volunteer)
Eligibility	Morrow County resident
Days and Hours of Operation	Ride dispatch operates 8 a.m. – 5 p.m. Monday – Friday. Rides can be scheduled outside those hours with adequate lead time.
Fares	Free, donations accepted.
Dispatch	Currently rides are not dispatched using specialized software.
Fleet	See Figure 24
ADA accessibility	Buses and vans are ADA accessible (7/9 vehicles)
Funding/Budget	STF, 5310, and the Highly Rural Transportation Grant (through the Veterans Administration). Expenses include salary, building costs, insurance, phone, vehicle maintenance and upkeep, fuel, office expenditures, tires, driver expenses, contracted services, training, mileage, lodging, registrations and dues, bus shed rent, vehicle replacement, software maintenance upkeep, meals, bus washing services supplies, advertising, and miscellaneous other items.
Ridership	Approximately 2,600 rides provided in 2015

Ridership totals over the past two and a half years are presented in Figure 22. Comparing the two years, ridership trends differ significantly, with the most people riding the Loop in the spring of 2014 (the time of least ridership in 2015) and vice versa for the fall. In the first few months of 2016, ridership appears to have increased significantly, with all months recorded exceeding previous years' ridership substantially except for April (which was similar in ridership to 2014).

The Loop also provides veteran's transportation through the Highly Rural Transportation Grant ($50,000) from the federal veteran's program. In 2015, 7.3% of riders were veterans.

Figure 22 Loop Ridership by month, 2014-2015



Trips using The Loop frequently require travel across much of Morrow County and into nearby locales. As shown in Figure 23, the majority of The Loop trips originate in Heppner and Irrigon and terminate in destinations both inside and outside Morrow County. The most frequent trips made during a January 2016 sample include Boardman to Pendleton (20 trips), and Heppner Assisted Living to other services within Heppner. The longest and most time-consuming trips run during this sample include Heppner to The Dalles, Heppner to Walla Walla, and Heppner to Pendleton.

Figure 23 The Loop Frequent Trips

Date	From	Destination	Rides	Mileage	Hours
11-Jan	Heppner Assisted Living	Heppner PT	2	9	1.5
	Heppner	Pendleton	2	159	6.5
12-Jan	Heppner Assisted Living	Heppner PT	2	9	1.75
	Irrigon	Walla Walla	4	140	7
	Heppner	Walla Walla	2	238	8
	Heppner	The Dalles	2	225	6
13-Jan	Irrigon	Kennewick	2	77	4
	Boardman	Pendleton	20	49	7.25
	Irrigon	Kennewick	2	83	4.75
	Heppner Assisted Living	Heppner	14	9	2.5
	Heppner	Heppner PT	2	7	1
14-Jan	Heppner	Walla Walla	2	206	6.75
	Irrigon	Hermiston	2	56	3
	Heppner	The Dalles	6	246	11.75
	Heppner	Walla Walla	2	233	8.5
15-Jan	Heppner	Heppner PT	2	12	4
16-Jan	Heppner	Culver	6	385	14
Average Riders per Day			4.4		
Average Miles per Trip			126		
Average Hours per Trip			5.8		

The Loop drivers use either their own vehicles or a Morrow County vehicle. The county's fleet and condition is shown in Figure 24.

Figure 24 The Loop Fleet Inventory

No.	Make	Year	Seats	Mileage	Lift?	Condition
1	Ford Crown Victoria	1999	5	94,656	No	Fair
2	Ford	2000	14	185,175	Yes	Fair
3	Ford	2000	10	160,985	Yes	Fair
4	Ford	2001	4	102,725	Yes	Fair
5	Ford	2002	14	81,264	Yes	Fair
6	Freightliner	2002	26	54,519	Yes	Fair

No.	Make	Year	Seats	Mileage	Lift?	Condition
7	Chevrolet Impala	2003	5	138,555	No	Fair
8	Ford	2005	20	117,355	Yes	Fair
9	Dodge	2015	7	12,398	No	New
10	Dodge	2016	7	6,179	No	New
11	Dodge	2016	7	2,626	No	New
12	Dodge	2016	7	1,005	No	New

Source: CTUIR. *Coordinated Human Services Public Transportation Plan*

Kayak Public Transit

Kayak Public Transit provides public transportation serving southeastern Washington and northeastern Oregon via fixed-route, ADA Paratransit[6], and a voucher-based taxi system. The service is operated by the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), which is headquartered in Mission in Umatilla County. The goal of service lies in connecting towns and transporting people to employment and school. Figure 25 summarizes the provider details.

Figure 25 Kayak Public Transit Service Inventory

Element	Description
Service Area Description	Seven fixed routes to Pendleton, Tutiilla, Pilot Rock, Hermiston, Irrigon, La Grande, Walla Walla, and Tri-Cities (Kennewick and Pasco, WA). ADA Paratransit is provided in the Mission Metro service area.
Eligibility	General public
Days and Hours of Operation	7 days per week, 4:30 a.m. – 8:30 p.m.
Fares	Free
Dispatch	In process of obtaining fleet management software, no current dispatch software.
Fleet	7 transit vehicles; 1 trolley; 2 minivans; 3 SUVs. See details below.
ADA accessibility	All vehicles have wheelchair lifts and are ADA accessible. Since Kayak runs intercity commuter routes, the agency does not provide ADA complementary paratransit in Irrigon.
Funding/Budget	STF, Bureau of Indian Affairs,5310, 5311, 5311(f), 5311(j), CTUIR funds
Ridership	Irrigon riders total approximately 300 per month[7]. Total ridership on the Hermiston Hopper was 13,800 in 2013.
Connections to other services	Can be used to connect with most services in the region, but not part of service design.

[6] Local fixed-route transit service is required by Federal law to have complementary curb-to-curb service along a ¾ mile buffer of the fixed-route to serve those with certified temporary or permanent disabilities.. Since Kayak runs intercity commuter service to Irrigon, it is not required to provide ADA paratransit in Morrow County.

[7] Aaron Palmquist

Element	Description
Emergency preparedness	Emergency preparedness is addressed in draft Public Transit Plan in coordination with Public Safety Department.
Other vehicle uses	Vehicles have been used in support of the Pendleton Recreation program when not in service.

Over time, service has grown from one van to a fleet of cutaway vehicles operating seven year-round fixed routes. In 2014, CTUIR rebranded service as Kayak Public Transit to help people understand that service is open to the public, not just tribal members. All transit services are currently free to the general public.

During the past 12 years, Kayak's overall ridership has continued to increase. Total annual ridership grew from 46,918 in 2008 to 96,073 in 2013 with an average annual growth rate of approximately 9.7%.See Figure 26 for an overview of all Kayak fixed route services. Ridership on the Hermiston Hopper, which serves Irrigon, totaled approximately 13,800 in 2013.[8]

[8] CTUIR. *Coordinated Human Services Public Transportation Plan.* June 2014.

Figure 26 Kayak Services Summary

Route Number and Name	Days of operation	Span of Service	Frequency or Number of Daily Trips	Communities Served
Hermiston Hopper	Saturday-Sunday	5:00 a.m. – 7:30 p.m.	6 one-way trips	Pendleton, Hermiston, Umatilla, Irrigon
Mission Metro	Monday-Saturday	6:50 a.m. – 8:30 p.m.	6 one-way trips	Pendleton, Mission
La Grande Arrow	Monday-Friday	5:05 a.m. – 7:30 p.m.	3 one-way trips	Pendleton, Mission, La Grande
Walla Walla Whistler	Monday-Saturday	4:45 a.m. – 7:20 p.m.	4 one-way trips weekdays; 2 one-way trips Saturday	Pendleton, Walla Walla
Pilot Rocket	Monday-Friday	6:15 a.m. – 7:00 p.m.	3 one-way trips	Pendleton, Pilot Rock
Tutilla Tripper	Monday-Friday	7:00 a.m. – 4:20 p.m.	3 one-way trips	Mission, Tutuilla
Tri-City Trolley	Monday-Saturday	5:05 a.m. – 6:15 p.m.	3 one-way trips	Tri-Cities, Hermiston, Irrigon[9]

[9] Service to Irrigon weekdays only.

REGIONAL TRANSPORTATION SERVICE

Regional transportation services available in Morrow County are described below.

Greyhound

Greyhound operates private transit bus lines throughout the United States. Greyhound has a daily route that travels through Morrow County, but does not have a scheduled stop within the County. Passengers can catch service in Boardman, where they must flag the approaching bus. Additional service options are available in Hermiston and Pendleton in Umatilla County. Service along this corridor provides connections to Portland, Seattle, and Boise, among other places.

CLIENT-BASED TRANSPORTATION SERVICE

Several transportation services in Morrow County are privately provided to specific clients.

Good Shepherd Health Care System

Good Shepherd operates a transportation service called the Careavan, which will transport patients from Hermiston, Echo, Stanfield, Umatilla, Irrigon, and Boardman to appointments at Good Shepherd's medical campus in Hermiston. Rides are dispatched by a volunteer at Good Shepherd and are only available for clients of Good Shepherd.

Columbia River Community Health Services

Columbia River Community Health Services is a clinic located in Boardman providing medical services to the greater Boardman area population, migrant/seasonal farm workers, refugees, and low-income populations. Clients without access to other transportation are provided non-emergent rides to/from appointments. Rides must be scheduled with the clinic on a case-by-case basis.

CAPECO

CAPECO is a non-profit who provides service to a mix of clients including Medicaid recipients, older adults, and the general public. The agency provides Dial-a-Ride transportation in Umatilla County and community services in Morrow County. CAPECO services include eight drivers, four of whom are paid. A summary of CAPECO's service is presented in Figure 27.

Figure 27 CAPECO Service Inventory

Element	Description
Service Area Description	Umatilla and Morrow Counties
Eligibility	Medicaid (Umatilla County only), older adults, or general public
Days and Hours of Operation	Typical service hours are 8 AM – 5 PM, Monday – Friday. Rides can be made by appointment during other times (e.g. nights, weekends).
Fares	General public ▪ $17.95 per trip for in-town (Pendleton) trip ▪ $1.35 per mile for out-of-town (near Pendleton) trip

Element	Description
	▪ $1.75 per mile for far out-of-town trips (e.g., Morrow County)
Dispatch	EcoLane software used by MCCOG to schedule Medicaid rides. Excel/outlook software used to schedule self-pay rides.
Fleet	Total of 9 vehicles in varying states of repair; at time of inventory 2 were out of service. 2 vehicles are buses (ADA accessible) and the remainder are vans (3/7 ADA accessible).
ADA accessibility	2 buses and 3 vans are ADA accessible
Funding/Budget	Funded by rider revenues, Medicaid reimbursement, STF, Title IIIB Older Americans and other small grants. Costs include 4 paid drivers, maintenance of 9 vehicles, and administration of service.
Ridership	16,336 rides provided in 2014

Safe T Transport

Safe T Transport[10] is a for-profit transportation provider based in Pendleton with a satellite office in Hermiston. It provides dial-a-ride services primarily for Umatilla County, with occasional trips to nearby areas in Morrow County (e.g. Boardman, Irrigon). Sixty percent of rides are arranged and reimbursed through the Mid-Columbia Council of Governments, the Medicaid brokerage for all of eastern Oregon. Funding for the service comes from fares, Medicaid, STF, and other small grants. Safe T Transport employs 13 drivers who work 28-40 hours per week.

Figure 28 Safe T Transport Service Inventory

Element	Description
Service Area Description	Umatilla and Morrow Counties
Eligibility	Medicaid or general public
Days and Hours of Operation	Operations run from 6 AM – 6 PM Monday – Friday. Rides can be made by appointment during other times (e.g. nights, weekends).
Fares	$4 within city (Pendleton or Hermiston), $6 within 5 miles of city, and variable cost outside of city limits.
Dispatch	EcoLane software used by MCCOG to schedule Medicaid rides. Excel/outlook software used to schedule self-pay rides.
Fleet	▪ 16 vehicles o 3 ADA accessible vans o 13 sedans
ADA accessibility	3 vans are ADA accessible (i.e. have wheelchair lifts)
Funding/Budget	▪ Funded by rider revenues, Medicaid reimbursement, STF and other small grants. Costs include 13 paid drivers, maintenance of 16 vehicles, and administration of service. ▪ Low income riders (qualified by food stamps eligibility) may be paid for by volunteer groups (e.g., Rotary Club, Lions Club).

[10] http://sjacobson9.wix.com/safettransport

Ridership	Average ridership of 43 trips per day (during weekdays). This equates to roughly 750 rides per month or 9,000 rides per year.

OTHER TRANSPORTATION SERVICE

Taxis

Limited taxi service exists in the northern region of Morrow County provided by taxi companies based in Umatilla County (e.g., Umatilla Cab Company, Elite Taxi). A taxi service reportedly operates in Lexington. There is no consistent taxi service in eastern or southern Morrow County.

Umatilla-Morrow County Headstart

Umatilla-Morrow County Headstart provides bus services for children enrolled at the Boardman Center and Irrigon Headstart.

The Oregon Child Development Coalition provides bus services for children enrolled in the Migrant Education Program.

4 STAKEHOLDER INVOLVEMENT

Stakeholder involvement is essential for a successful Coordinated Plan. Engaging the appropriate organizations and individuals in this planning efforts is critical to identifying the needs of the target populations, the public transportation resources available, local context, and prioritization of strategies.

The Loop (STF Advisory Committee)

ODOT requires that STF recipients form a committee to assess and disburse funding. Morrow County's STF Committee is called The Loop. The Loop Committee consists of members of community organizations and municipalities. Committee members listed in Figure 29 completed the following during the plan update process:

- Identified stakeholders to inform about the potential needs in the community
- Met twice at consultant team-facilitated workshops to discuss major plan elements
- Reviewed the draft plan
- Provided final recommendations prior to plan adoption

Figure 29 Morrow County The Loop Committee

Name	Affiliation(s)
Virginia "George" Nairns	Heppner
Karen Pettigrew	Boardman
Cynthia Navarro	Boardman
Sheryll Bates	Heppner
Sam Bellamy	Lexington
Mike Jones	Heppner
Ray Michael	Boardman
Dan Brosnan	Heppner
Betty Gray	Ione
Kevin McCabe	Lexington
Aaron Palmquist	Irrigon

Stakeholder Outreach

The primary means for capturing input on needs and potential gaps included:

- Surveys distributed to The Loop Committee and community stakeholders

- In person meetings with The Loop
- Phone interviews with community stakeholders
- Online survey

Figure 30 lists the stakeholder agencies engaged throughout the coordinated plan process including The Loop Committee members, stakeholders interviewed by phone, and stakeholders that provided input through surveys. The consultant team compiled an initial list of identified stakeholders that The Loop Committee reviewed and approved during the first workshop in November 2015. Phone interviews were conducted with personnel from each of the stakeholder organizations listed below. A full list of interviewees and discussion questions used to guide each interview is included in the Appendix.

Figure 30 Agencies Engaged in Coordinated Plan Process

Agency / Organization	Type of Stakeholder	Area Served	Market Served
Association of Oregon Counties – Veterans Affairs	Human Services	Oregon	Veterans
Boardman Chamber of Commerce	Economic	Boardman	General Public
City of Heppner	Municipality	Heppner	General Public
St. Patrick's Senior Housing Authority	Human Services	Heppner	Older Adults
City of Ione	Municipality	Ione	General Public
Columbia River Community Health Services	Medical Services/Health Center	Boardman/Irrigon	General Public
Community Counseling Solutions	Nonprofit	Morrow, Wheeler, Gilliam, and Grant Counties	People with Disabilities
Good Shepherd Healthcare System	Medical Services	North Morrow and West Umatilla Counties	General Public
Mid-Columbia Bus Company	Transportation Provider	Morrow and Umatilla Counties	Students
Mid-Columbia Council of Governments	Transportation Provider	Eastern Oregon	Medicaid recipients
Morrow County	County Government	Morrow County	General Public
Morrow County Health District	Medical Services	Morrow County	General Public
Morrow County School District	Education	Morrow County	Students
Morrow County Veterans Services	Human Services	Morrow County	Veterans and their families
Port of Morrow	Economic	Morrow County	Private

Agency / Organization	Type of Stakeholder	Area Served	Market Served
Stokes Landing Senior Center	Human Services	Irrigon	Older Adults
Heppner Chamber of Commerce	Economic	Heppner	General Public
Irrigon Chamber of commerce	Economic	Irrigon	General Public

Association of Oregon Counties – Veteran's Affairs

The Association of Oregon Counties (AOC) is an inter-county coordination organization assisting counties in the State of Oregon with information sharing and consensus development. AOC's Veterans Steering Committee works closely with County Veterans Service Officers (CVSOs) and the Oregon Department of Veterans (ODVA) to advocate for veterans' services.

Mid-Columbia Council of Governments

The Mid-Columbia Council of Governments (MCCOG) is the regional planning organization for Hood River, Wasco, Gilliam, Sherman, and Wheeler Counties. MCCOG provides fixed-route transportation in Wasco and Hood River Counties, and dial-a-ride transportation in Wasco County.

In addition, MCCOG coordinates and reimburses demand-response trips for riders covered under the Oregon Health Plan (i.e., Medicaid) for 14 counties in eastern Oregon, including Morrow County. Reimbursement funds are provided by Eastern Oregon Coordinated Care Organization (CCO). Trips are coordinated with various public and private providers based on cost and obtaining the highest level of service for the trip in terms of comfort. MCCOG uses EcoLane software to estimate these trip costs based on data from providers.

CAPECO

CAPECO is a non-profit social service provider serving Umatilla, Morrow, Gilliam, and Wheeler counties. Its services include dial-a-ride transportation service to OHP riders arranged through MCCOG (about 75% of rides) and self-paid rides for members of the general public (about 25% of rides).

Columbia River Community Health Services

Columbia River Community Health Services (CRCHS) is a non-profit community health center and medical clinic located in Boardman. A number of grants have allowed CRCHS to provide medical services, limited dental, and auxillary services with a focus on the greater Boardman and Irrigonarea populations, migrant/seasonal farm workers, refugees, and low-income populations. CRCHS provides curb-to-curb transportation services to and from the clinic for appointments. The service is free within the Boardman and Irrigon areas, while longer trips are charged a small fee. The health center also has Promotores on site, tasked with providing medical guidance and coordination for non-English speakers, special needs patients, and social/community services coordination. The agency also has a full-time Insurance Application assistant to help anyone with the Insurance Marketplace and Oregon Medicaid enrollment.

Morrow County

Morrow County manages STF and grant (e.g., FTA grants) distribution for providers within the county. Morrow County directly provides The Loop, a demand-response transportation service.

Morrow County Health District

The Morrow County Health District is a full service non-profit health district comprised of Pioneer Memorial Hospital and medical clinics in the cities of Heppner, Ione, and Irrigon. The district provides home health, hospice and emergency medical services throughout the county.

Morrow County Veterans Services

The Morrow County Veterans Services office administers county-wide health and human services for veterans and their families residing in Morrow County. The office advises qualified veterans on the federal, state, and local benefits and services for which they are entitled.

Port of Morrow

The Port of Morrow is a commercial port comprised of a river port, airport, and three industrial parks in Boardman, western Morrow County, and South Morrow County. The Port is home to some of the largest employers in Morrow County. The Port of Morrow does not provide transportation services.

City of Heppner

The City of Heppner is a municipality in central Morrow County. Heppner does not operate any transportation services.

Stakeholder Feedback

This section highlights stakeholder views on current transportation services in Morrow County. The primary transportation service available in Morrow County is operated by The Loop, which provides demand-response services. Kayak Public Transit also operates a route from Pendleton to Irrigon.

Additionally, client-based transportation services are provided by Community Counseling Solutions, Columbia River Community Health Services, and Mid-Columbia Bus Company. There is no consistent taxi service based in the southern part of the county, which limits the amount of flexible transportation available to Morrow County residents.

The Morrow County Health District provides emergency medical transportation throughout the county. Non-emergency medical transportation for Medicaid patients is brokered through the Eastern Oregon Coordinated Care Organization. Several providers serve Morrow County, such as Clearview Mediation, ColumbiaCare Services, DHS volunteer transportation, J&R Secure Transport, Medstar, Mountain Retreat, Oregon Coast Transporters, Paul's Medical Taxi, Secure Transportation of Oregon, and Transportation Solutions – GNAT.[11] Morrow County does not, however, have a public transportation Medicaid provider network based in the county.

[11] Data provided by the Mid-Columbia Council of Governments, the brokerage who distributes rides for the Eastern Oregon Coordinated Care Organization.

Role of Transit in the Community

Morrow County stakeholders unanimously stated that transit is an important service for community residents. Stakeholders expressed that transit is critical to vulnerable communities within Morrow County, and that its role should be expanded to better service markets such as employment. Transit is a critical service for some people, particularly those without access to a car or unable to drive themselves, but its presence feels stronger in the Heppner area than the growing northern part of the county. Overall, people within the community find available transit useful, but feel that its coverage could be expanded to allow more access for Morrow County residents. Local businesses, however, recognize the driving culture of the community, and that the vast majority of employees prefer, and will continue, to drive to jobs and services.

> Stakeholders expressed that transit is critical to vulnerable communities within Morrow County, and that its role should be expanded in order to better service choice riders.

Challenges in Providing Transit

The large land area of the county and widely dispersed population makes it challenging for transit providers to serve the entire county. The Loop, which is entirely driven by volunteers, has a limited number of vehicles at its disposal (11 owned by the county plus personal vehicles) and stakeholders recognize the need to expand the volunteer pool. The dispersed nature of the population also makes "getting the word out" about existing services challenging.

Inter-county service ranks as a high need for Morrow County. For example, people living in Boardman or Irrigon access medical services at Good Shepherd in Umatilla County, not Pioneer Memorial Hospital in Heppner, as traveling to Umatilla County is faster. A large number of employees at the Port of Morrow travel into the county every day from Tri-Cities, Umatilla County, and other origins.

Spatial and Temporal Needs

The most popular destinations cited by stakeholders include:

- **Pioneer Memorial Hospital in Heppner.** People living in south county turn to Pioneer Memorial Hospital for most services. The hospital and the Pioneer Memorial Clinic are both certified Veteran's Choice preferred providers, meaning area veterans can use either facility for services covered by the VA. The hospital is interested in providing a service similar to CareVan at Good Shepherd, for non-emergency trips, but funding is not yet available.
- **Irrigon Medical Clinic in Irrigon.** Part of the Morrow County Health District.
- **Columbiar River Community Health Care Service clinic in Boardman.** This clinic lies in a growing area of the county and has capacity to serve many medical needs, including veterans, migrant/seasonal farm workers, refugees, and low-income populations.
- **Boardman Primary Care Telehealth Outreach Clinic in Boardman.** Veterans can access this clinic for tele-access to VA services that are administered by a trained staff member on site. This clinic was opened by the Walla Walla VA.

- **Veteran's medical services in Walla Walla, Boise, Portland, and Tri-Cities.** Depending on the service needed, veterans must often travel long distances for medical services.

In terms of temporal needs, a large number of people access the Port of Morrow every day for work. Stakeholders had mixed reactions regarding the potential for transit to serve port trips. People recognize the driving culture currently dominant in the county; however, over the long-term as The Loop potentially transitions from demand-response to more of a fixed-route, service might become more attractive to employees. In addition, a couple stakeholders mentioned the possibility of different service models, such as vanpools, meeting the needs of the businesses in the Port.

Transit Markets

The majority of current transit users within the county include older adults, low-income individuals, and persons with disabilities. The Loop is convenient for people with mobility impairments since 9 of the 11 vehicles are equipped with wheelchair lifts.

> Transportation services in northern Morrow County are more adequate than those in the south.

The market for transit is increasing in the northern part of Morrow County. The Port of Morrow has grown by adding several employers in previous years. While many Port employees arrive from outside Morrow County, some development has occurred in Boardman that increases population density, which in turn could support transit within the county.

The older adult population continues growing, representing a growing existing market. For older adults, employment trips are less of a need. Trips for shopping and medical appointments, which typically occur during the middle of the day, are when this market needs to travel.

Other stakeholders expressed concern about service coverage of the Hispanic community and irregular shift workers. Due to labor patterns and language barriers, the Hispanic community of northern Morrow County is not well served. Additionally the irregular shift type of many workers in the medical, industrial, and agricultural industries of the county present a problem in serving commuting patterns. Boardman Foods, a Port of Morrow employer, has expressed interest in being part of a vanpool/transit program.

Future Trends

As baby boomers across the country age, the population of older adults will increase substantially over current levels. A population increase in this demographic will lead to an increased reliance on mobility services throughout a sparsely populated area. Older adults utilizing Medicaid will need approved options for transportation, from a market that is currently under populated with providers.

> "Bilingual information materials are needed to encourage Hispanic riders."

The permanent Hispanic population of Morrow County is increasing, particularly in the northern areas of the county, around Boardman and Irrigon. Bilingual communication, information materials, and services will become more necessary as the population increases. As a substantial portion of this population does not have the ability to access driver's licenses or car insurance,

they are reliant on community members, friends, family, or public transportation for access to services and employment.

The population of Morrow County's northern areas, Boardman and Irrigon, is increasing. Increased population will require a larger transit footprint and increased service to meet demand. Additionally, technology companies are developing server farms in this area. These companies forecast out 18 months when selecting a location for development. In order to create an attractive location, Morrow County should have the ability to transport workers for potential new jobs.

The VA Choice Program allows veterans living more than 40 miles from a VA approved medical center to select a medical provider closer to them. In Morrow County, Choice Program providers include Pioneer Memorial Hospital, Irrigon Medical Clinic, and Pioneer Memorial Clinic. The Morrow County Health District and Morrow County Veterans are working to promote more awareness of this program. The Ione Medical Clinic, also operated by the Morrow County Health District, opened very recently (in 2015) and so far demand has not emerged for the Veteran's Choice program at that particular location.

5 TRANSPORTATION NEEDS

The Coordinated Plan documents transportation needs, opportunities, and challenges for the target populations. Identifying unmet needs typically includes comparing transit markets (described in Section 2) to available transit service (Section 3). The results are opportunities to create or enhance service efficiencies to serve target populations. These opportunities may be related to capital needs (e.g. vehicles and facilities), operations, administration, and/or coordination between partners.

The needs and opportunities for transportation in Morrow County are listed in Figure 31.

Figure 31 Current Transit Needs and Opportunities for Morrow County

Need	Opportunity	Included in 2009 Plan
Information and Marketing		
Market The Loop to the general public	Focus marketing so that all individuals know they can use The Loop, and it is not only for "special transportation."	✓
Bilingual information and marketing	Morrow County's large Spanish-speaking population may not be aware of transit service available.	
Geographic		
Service to medical facilities	Central/southern Morrow County residents need access to Pioneer Memorial Hospital in Heppner while those in northern Morrow County generally need to get to Tri-Cities or Umatilla County hospitals.	
Connections to Port of Morrow	Dense employment clusters at Port of Morrow could support transit, carpools, or vanpools.	
Inter-county service	Morrow County residents must often travel to Tri-Cities, Umatilla County, or farther destinations for services.	✓
Kayak service to Boardman	Kayak currently links Pendleton through Hermiston to Irrigon. The agency has thought about extending service to Boardman. The county and Boardman can work with Kayak to assess service viability and support expansion, if warranted.	
Long-distance trips	Current volunteer and veteran's programs transport passengers 100 miles or more to services on a regular basis, including destinations such as Portland or Walla Walla.	✓
Regional transportation network	Many providers serve the greater region, but service lacks coordination. A system with a mix of regional intercity routes supported with demand-response services and vanpools/carpools would provide all-day mobility options serving multiple markets.	✓

Need	Opportunity	Included in 2009 Plan
Temporal		
Late night/very early morning service	Employees working 2nd and 3rd shifts (late night and early morning) do not have transit options available.	
Organization		
Employer coordination	So far one employer has shown interest in providing transportation options to employees at the Port of Morrow. The Loop can reach out to this employer and others to educate employers about existing service and find out transportation needs.	
Funding silos dictate service eligibility requirements	Special Transportation Funds, Highly Rural Transportation Grants, Title IIIB, and Medicaid are some of the funding sources being used to provide transportation in Morrow County and its neighbors. Comingling clients funded by separate sources on one vehicle is often either disallowed outright or is not encouraged, resulting in low passenger productivity per vehicle or hour.	
Technology		
Scheduling software	The county plans to purchase scheduling software, which will enable The Loop to potentially increase service productivity and also coordinate with other providers.	
Operations		
Lack of volunteers	The Loop relies upon volunteers, which are often in short supply.	✓
Lack of regular service	Residents do not have access to regularly scheduled service offerings that do not require a reservation, making transit inconvenient.	✓
Door-through-door assistance	Some passengers are not able to board vehicles at the curb without assistance, meaning the volunteer must be able to provide assistance.	
Underserved Markets		
Medicaid recipients	There is no public transportation Medicaid authorized provider in the county.	✓
Hispanic community	Hispanic populations in Morrow County (Boardman, Irrigon) do not have access to or know of how to use available public transit	
Veterans	The VA clinic in Boardman can provide some services and has capacity to serve more people, but funding is limited and its continued operation is in question. Continued outreach needed to alert veterans about Veteran's Choice program providers in Morrow County.	✓

6 STRATEGIES

The following set of strategies was developed with *input* from The Loop Committee, community stakeholders, and the consultant team to address the transit needs described in the previous section. Strategies are organized by category and include associated action items, responsible party, timeframe, level of effort, and estimated level of cost. The Loop Committee prioritized strategies based upon level of benefit to Morrow County residents and feasibility for completion in terms of timing. All strategies are important; the prioritization will assist the county in determining which programs to fund first as resources are available.

STRATEGY DESCRIPTIONS

Maintain Existing Service and Programs

Maintain Existing Service and Programs			
Strategy		Description	
Preserve existing Loop service		Continue operation of The Loop as a demand-response service	
Benefits		Action Items	
The Loop is the sole public transportation operator within Morrow County		1. Continue existing service.	
Responsible Party	Timeframe	Level of Effort	Cost
County; The Loop Committee	Ongoing	Low	$$
Priority: Existing Project			

Maintain Existing Service and Programs			
Strategy		Description	
Replace vehicles in a timely fashion		Keep up with capital costs by following ODOT's standards for vehicle replacement	
Benefits		Action Items	
Well-maintained and current vehicles increase service reliability by reducing chance of breakdowns and provide for passenger comfort.		1. Identify capital replacement needs 2. Replace vehicles as needed	
Responsible Party	Timeframe	Level of Effort	Cost
County	Ongoing	Low	$$$
Priority: Existing Project			

Information and Marketing

Information and Marketing			
Strategy		Description	
Provide information about existing transportation services in multiple formats		Transit agencies and coordinating partners should provide information materials for public consumption.	
Benefits		Action Items	
Information is often the biggest barrier to using public transportation.		1. Create and distribute The Loop brochure 2. Update website regularly 3. Distribute bought media in newspapers, radio, and other popular avenues 4. Create county-wide or regional transportation directory, including information on inter-county services, taxis, non-profits, and other providers.	
Responsible Party	Timeframe	Level of Effort	Cost
County	Short (0–2 years)	Low	$
Priority: High			

Information and Marketing			
Strategy		Description	
Provide bilingual information and marketing materials		Transit agencies and coordinating partners should provide bilingual information to reach Morrow County's large Spanish-speaking community.	
Benefits		Action Items	
Bilingual information and marketing give non-English speaking citizens knowledge of service offerings and the ability to successfully navigate the system for trip planning purposes.		1. Create and distribute brochure 2. Maintain bilingual website updates 3. Train staff in multiple languages 4. Conduct periodic outreach to the Hispanic community to make people aware of The Loop	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop	Short (0–2 years)	Low	$
Priority: High			

Geographic

Geographic			
Strategy		Description	
Develop medical shuttle to Pioneer Memorial Hospital		Operate a shuttle similar to Good Shepherd's Careavan to Pioneer Memorial Hospital. This could be jointly funded through the hospital and The Loop.	
Benefits		Action Items	
For central and southern Morrow County, this medical facility is the most common for most day-to-day needs and minor surgeries.		1. Discuss with Good Shepherd the cost of running Careavan 2. Determine if lack of transportation inhibits access to medical care (talk to doctors, patients) 3. Outline cost of shuttle	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop, Morrow County Health District	Med (3–5 years)	Med	$$
Priority: Medium			

Geographic			
Strategy		Description	
Determine the right service type to serve Port of Morrow		Identify ways to give Port of Morrow workers access to their place of employment via public transportation. This could be a partnership between The Loop and the Port of Morrow.	
Benefits		Action Items	
Many employees do not have an alternative that allows them to not drive to work.		1. Identify appropriate employment clusters based on Morrow/Umatilla County Travel Shed Analysis and Transit Development Strategy 2. Determine service type	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop, Port of Morrow	Med (3–5 years)	Med	$$
Priority: Medium			

Geographic			
Strategy		Description	
Work with regional providers to link Morrow County residents to neighboring counties.		Partner with service providers in neighboring counties to create smooth connections for travel outside of Morrow County.	
Benefits		Action Items	
Regional travel is difficult with current public transportation offerings.		1. Inventory existing providers through Coordinated Plan 2. Explore regional provider models in neighboring counties. 3. Conduct outreach to CAPECO for potential expansion of transportation in Morrow County 4. Work with Kayak for potential expansion to Boardman 5. Determine interest in a regional transit alliance or partnership using a mix of fixed-route, demand-response, human services providers, non-profits, and the private market based on Morrow/Umatilla County Travel Shed Analysis and Transit Development Strategy	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop, County, Kayak, CAPECO	Long (5+ years)	High	$$$
Priority: Low			

Temporal

Temporal			
Strategy		Description	
Extend The Loop service hours		The Loop currently operates from 8 am-5 pm, with trips possible before or after this window with enough advance notice. Extend The Loop service hours to accommodate early morning and evening riders all-day.	
Benefits		Action Items	
Limited hours make it difficult for 2nd and 3rd shift workers to use public transportation		1. Reach out to Port of Morrow employers (the primary market for late night/early morning) and understand shift times 2. Explore demand for service through employee surveys based on Morrow/Umatilla County Travel Shed Analysis and Transit Development Strategy	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop	Med (3-5 years)	Med	$$$
Priority: Medium			

Organization

Organization			
Strategy		Description	
Work with regional transportation and medical providers to create efficient long-distance trips		Increase coordination between medical providers, regional transit providers, Mid-Columbia Council of Governments, and The Loop to provide efficient service to larger urban areas farther away.	
Benefits		Action Items	
Travel to specialized medical facilities in areas such as Boise or Portland can be difficult. Coordination between agencies will allow providers to serve multiple users on a single trip, reducing cost and environmental effects.		1. Identify needed destinations based on Morrow/Umatilla County Travel Shed Analysis and Transit Development Strategy 2. Conduct outreach to hospitals and VA clinics. As an example, Oregon Health Sciences University physicians are trained to ask patients how they plan to get to an appointment. Raising awareness of patient transportation needs is a key first step. 3. Use scheduling software (in process of behing purchased) to predict trips to a certain facility based on demand and move trips to a different day to maximize people on a vehicle 4. Consider running service on a certain day per week to a long-distance destination to encourage people to book trips on that day	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop, Mid-Columbia Council of Governments, Hospitals	Short (0–2 years)	Low	$
Priority: Medium			

Organization			
Strategy		Description	
Explore ridematching, carpool, and vanpool programs		Work with employers and employees to explore alternative transportation methods for commuting to employment centers.	
Benefits		Action Items	
Alternative transportation options reduce commuting costs, congestion, and environmental impact.		1. Determine interested employers 2. Discuss vanpool provider options with state Transportation Options coordinator for Morrow County / Region 5 based on Morrow/Umatilla County Travel Shed Analysis and Transit Development Strategy 3. Review vanpool best practices 4. Create ridematching website or pilot vanpool 5. Maintain a presence at community events to educate public about commuting options / gather input	
Responsible Party	Timeframe	Level of Effort	Cost
Employers, The Loop	Short (0–2 years)	Med	$$
Priority: Medium			

Organization			
Strategy		Description	
Explore co-mingling of funding between STF and the Highly Rural Transportation Grant		The Loop carries riders funded by both STF and the Highly Rural Transportation Grant. Allow comingling of clients on one vehicle and allow a veteran to stop off at another destination (e.g. grocery store) and split the cost between the programs.	
Benefits		Action Items	
Transportation is scarce in Morrow County, thus making the most of each vehicle trip by maximizing passengers carried serves the most people possible.		1. Determine how often current riders are mixed together on one vehicle 2. Talk to VA about potential to place multiple clients on a vehicle to accommodate trip chaining for Highly Rural clients	
Responsible Party	Timeframe	Level of Effort	Cost
VA, The Loop	Med (3-5 years)	Med	$$
Priority: Low			

Organization			
Strategy		Description	
Create a transit framework for Morrow County		Lay out options for how Morrow County can expand the public transit program and what is needed to operate transit, including organizational models, funding sources, fares, etc.	
Benefits		Action Items	
As Morrow County public transportation grows, a guiding document on how transit could operate will prepare the county for when resources are available and the market is ripe.		1. Create scope of work and desired outcomes 2. Hire consultant or assign to staff 3. Conduct study	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop, Morrow County	Med (3-5 years)	Med	$$
Priority: Medium			

Technology

Technology			
Strategy		Description	
Buy scheduling software		Upgrade existing technology used to schedule trips, measure system performance, and maintain system operations	
Benefits		Action Items	
Using scheduling software makes trip planning more efficient and faster.		1. Identify appropriate software 2. Identify funding source 3. Purchase software	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop	Short (0-2 years)	Low	$
Priority: In Progress			

Operations

Operations			
Strategy		Description	
Create a volunteer program		Capture the spirit of volunteerism for many county public services by having a comprehensive volunteer program that includes volunteer driving. Improve management of volunteer pools to expand the existing pool of volunteer drivers.	
Benefits		Action Items	
The Loop is entirely run by volunteer drivers, therefore more drivers can support more trips. Volunteers can also support many other public services.		1. Review best practices 2. Create promotional materials 3. Reach out to new and existing markets to reach volunteers	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop, Morrow County, Municipalities	Ongoing	Low	$-$$$ (new drivers will mean additional local match)
Priority: High			

Operations			
Strategy		Description	
Create fixed route or flex route service		The Loop currently provides demand response service. Create fixed route and schedule public transit service that operates on a scheduled timetable.	
Benefits		Action Items	
Fixed route and flex route services operate on a standardized schedule, allowing users to plan trips conveniently and without notice.		1. Assess travel patterns to determine potential route based on Morrow/Umatilla County Travel Shed Analysis and Transit Development Strategy 2. Gauge level of demand after implementation of service strategies such as employer outreach and vanpools 3. Weigh costs and benefits of providing service in-house or through contractor 4. Evaluate cost of providing fixed-route service using a few different scenarios for service levels	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop	Long (5+)	High	$$$$$

Priority: Low			
Strategy		Description	
Create a Mobility Manager position		Create a Mobility Manager position that is able to assist with trip planning, grant writing, and transportation options among other services.	
Benefits		Action Items	
A Mobility Manager has the capacity to be an effective marketer and trip planner, and is in a position to foster coordination among organizations.		1. Identify funding source 2. Create position and role 3. List Position 4. Hire Mobility Manager	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop	Med (3-5 years)	Med	$$$
Priority: Low			

Operations			
Strategy		Description	
Develop door-through-door service		Create a door-through-door specialized transit service that assists people with disabilities. This service could be part of The Loop or a subsidy to existing specialized providers to reduce the cost to the consumer.	
Benefits		Action Items	
Door-through-door service provides access for users that need more assistance. This practice already happens informally among The Loop drivers and passengers.		1. Identify need by talking to existing providers (e.g. Safe T Transport, others) 2. Gauge interest in current volunteer pool of becoming trained to operate door-through-door 3. Determine cost per trip and estimate of annual cost of subsidizing door-through-door trips on existing private providers.	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop	Med (3-5 years)	Med	$$$
Priority: Low			

Underserved Markets

Organization			
Strategy		Description	
Transition The Loop into a Medicaid provider		The Loop should become a certified Medicaid provider, allowing it to provide service to individuals with Medicaid.	
Benefits		Action Items	
Demand-response public transportation is a preferred method of transporting Medicaid clients to MCCOG. The Loop can use Medicaid reimbursements toward local match.		1. Determine requirements for certification 2. Identify funding needed to update operations to meet requirements 3. Apply to become a certified provider	
Responsible Party	Timeframe	Level of Effort	Cost
The Loop, MCCOG	Long (5+ years)	High	$$$
Priority: High			

Figure 32 summarizes all strategies for Morrow County in order of priority. Any project that encompasses existing programming has automatically been ranked as high priority.

Figure 32 Strategies Summary in Order of Priority

Topic Area/Category	Unmet Need	Strategy	Responsible Party	Timeframe	Level of Effort	Cost	Priority
Maintain Existing Service and Programs		Preserve existing Loop service	County; The Loop Committee	Ongoing	Low	$$	Existing
Maintain Existing Service and Programs		Replace vehicles in a timely fashion	County	Ongoing	Low	$$$	Existing
Technology	Scheduling software	Buy scheduling software	The Loop	Med (Short (1-3-5 years)	MedLow	$$$$	In Process
Operations	Lack of volunteer drivers	Create a volunteer program	The Loop, Morrow County, Municipalities	Short (0–2 years)	Low	$-$$$ (new drivers will mean additional local match)	High
Underserved Markets	Medicaid recipients	Assist The Loop in becoming a Medicaid provider	The Loop, MCCOG	Long (5+ years)	High	$$$	High
Information and Marketing	Market The Loop to the general public	Provide information about existing transportation services in multiple formats	County	Short (0–2 years)	Low	$	High
Information and Marketing	Bilingual information and marketing, Hispanic community	Provide bilingual informational and marketing materials	The Loop	Short (0–2 years)	Low	$	High
Temporal	Late night / very eraly morning service	Extend The Loop service hours	The Loop	Med (3-5 years)	Med	$$$	Medium
Geographic	Connections to Port of Morrow, Late night service, Employer coordination	Determine the right service type to serve Port of Morrow	The Loop, Port of Morrow	Med (3-5 years)	Med	$$	Medium

Topic Area/Category	Unmet Need	Strategy	Responsible Party	Timeframe	Level of Effort	Cost	Priority
Organization	Employer coordination	Explore ridematching, carpool, and vanpool programs	Employers	Short (0-2 years)	Medium	$	Medium
Geographic	Service to medical facilities	Develop medical shuttle to Pioneer Memorial Hospital	The Loop, Pioneer Memorial Hospital, Morrow County Health District	Med (3-5 years)	Med	$$	Medium
Organization	Long-distance trips; Medical trips	Work with regional transportation and medical providers to create efficient long distance trips	The Loop, Mid-Columbia Council of Governments, Hospitals	Short (0–2 years)	Med	$$	Medium
Organization	Lack of regular service	Create a transit framework for Morrow County	The Loop, County	Med (3-5 years)	Med	$$	Med
Geographic	Inter-county service, Kayak service to Boardman, , regional transportation network	Work with regional providers to link Morrow County residents to neighboring counties.	The Loop, County, Kayak, CAPECO	Long (5+ years)	High	$$$	Low
Organization	Funding silos dictate service eligibility requirements	Explore co-mingling of funding between STF and the Highly Rural Transportation Grant	VA, The Loop	Med (3-5 years)	Med	$$	Low
Operations	Lack of regular service	Create fixed route or flex route service	The Loop	Long (5+)	High	$$$$$	Low
Operations	Market The Loop to the general public,	Create a mobility manager position	The Loop	Short (0–2 years)	Med	$$$	Low

Topic Area/Category	Unmet Need	Strategy	Responsible Party	Timeframe	Level of Effort	Cost	Priority
	Employer Coordination						
Operations	Door-through-door assistance	Develop door-through-door service	The Loop	Med (3-5 years)	Med	$$$	Low

Appendix A Stakeholder Interviews

STAKEHOLDERS INTERVIEWED

Figure 33 Stakeholders Interviewed

Agency / Organization Name	Name of Interviewee	Interviewee Role	Interview Date
Associate of Oregon Counties - Veterans Affairs	Andy Smith	Veterans Policy Manager	01/14/2016
CAPECO	Marci McMurphy	AAA Director	12/22/2015
Columbia River Community Health Services	Marta Barajas	Chief Financial Officer (CFO)	02/02/2016
Columbia River Community Health Services - Promotora	Cynthia Navarro	Promotora	02/10/2016
Mid-Columbia Council of Governments (MCCOG)	Dan Scwanz	Transportation Director	12/16/2015
Morrow County	Leann Rea	Commissioner	01/15/2016
Morrow County Health District/Pioneer Memorial Hospital	Bob Houser	Chief Executive Officer (CEO)	01/21/2016
Morrow County Veterans Services	Linda Skendzel	County Veterans Service Office (CVSO)	12/15/2015
Port of Morrow	Lisa Mittelsdorf	Director of Economic Development	02/04/2016
City of Heppner	Kim Cutsforth	City Manager	02/09/2016

STAKEHOLDER INTERVIEW GUIDE DISCUSSION QUESTIONS

1. What "services" does your organization provide and do you directly service clients/customers?

2. Do you directly provide any transportation services? If yes,
    a. Who is eligible for your transportation services?
    b. What type of vehicles do you use and how many do you have?
    c. How many rides do you provide on an annual basis?

3. Do you fund transportation services from other providers (i.e. buy tickets or passes, subsidize their operations etc)?

4. How do clients/ customers/ workers typically access your location? At what times / days of week?

5. Do you feel transit is an important component of this community? Why or why not?

6. What markets or demands do existing services cover well today? E.g. seniors? Particular communities, Particular trip types?

7. What markets or demands do existing services NOT cover well today? Are there gaps in
    a. Destinations served
    b. Trip types completed
    c. Time of travel offered
    d. Other

8. Do you see any future trends that will modify the size or nature of these markets in the future? E.g. major hospitals or service centers re-location to/from the region, major senior residential developments, other growth in senior populations etc.

9. Are there barriers to using existing services (fares too high, eligibility restrictions, capacity limitations etc)?

10. Are there cultural barriers that need to be addressed (language etc)? What opportunities are being considered to address them?

11. What might attract more riders?
    a. More frequent service?
    b. Service at different times of day?
    c. Service on different days of week?
    d. Service to new destinations/communities?
    e. Reduced fares?
    f. Better information on how to ride transit
    g. Better security?

12. What haven't we covered that's important to you?

Any other comments, questions or concerns