



**Reimagining Public Safety**  
***Final Project Summary Report and Program Integration***

*March 24, 2023*



## **Reimagining Public Safety**

*Project Summary Report and Program Integration*

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## PREFACE

Dear TriMet Community Members and Stakeholders,

In June of 2020, TriMet leadership announced a series of immediate, short-term actions as a first step in what would become a multi-year project called Reimagining Public Safety and Security on Transit. This project—built in response to national systemic racism, discrimination and tragedy—has grown to reflect community building, intentional engagement and positive change.

For the past nearly three years, TriMet has been investing in meaningful, community-driven safety and security solutions with a central focus on prioritizing the needs of people of color and others in vulnerable communities who use our transit system.

As we take stock of our progress and the goals we have accomplished, it is important that we don't simply look to check a box and consider our work done. While the Reimagining Public Safety Project is winding down, our work is just getting started as we must now focus on the relentless execution of the processes and policies we have created in our effort to be a better agency long-term.

We would not be here today were it not for the vision and direction provided to this agency by the members of the Transit Public Safety Advisory Committee, who volunteered their time and expertise—during a time of uncertainty and when many across the nation were looking to others for direction—to evaluate and establish recommendations for TriMet to evaluate and explore.

We also owe a huge debt of gratitude to the members of the Reimagine Public Safety Committee, who have provided ongoing guidance and oversight. For more than two years, this committee has helped the agency progress through project implementation. We now prepare to maintain this forward momentum long-term through programmatic change. Through the committee's expert guidance, we were able to evaluate what would work in action, not just on paper, and adapt together.

This summary report provides a brief overview of the work completed by a dedicated TriMet team and resolute community partners, who together have advanced our pursuit for racial and social justice, while elevating a safe and secure transit system for our riders and employees. The mark of our true success is not this benchmark, this starting line. It will be months and years down the road when we continue to advance meaningful, intentional change.

Sincerely,

Sam Desue Jr.

TriMet General Manager

## EXECUTIVE SUMMARY

### Overview

In 2020, in response to the events of racial injustice in the United States, TriMet, the public transit provider for the region, launched the Reimagine Public Safety Project to rethink its approach to safety and security on the transit system. We slightly reduced existing police contracts and redirected \$1.8 million in additional funds to explore new community-based services to expand our safety approach.

The agency conducted community-wide listening sessions to gather feedback and established a panel of local and national experts to advise TriMet on national best practices and on reimagined safety and security recommendations.

The top three recommendations included agency-wide training programs, increasing a presence of TriMet personnel on the system, and developing a Crisis Intervention Team model.

TriMet adopted 24 recommended strategy initiatives, developed by the expert panel, to move the Reimagine Public Safety Project forward. The initiatives were grouped into five project areas. Highlights include:

### Training

- TriMet conducted an agency-wide audit of its existing training offerings to identify gaps and accessibility in the training programs. The audit identified 39 available Diversity, Equity, and Inclusion training courses throughout TriMet's four organizational training platforms. The audit also identified some gaps in existing training.
- TriMet addressed gaps by implementing mandatory de-escalation and mental health first aid training for all front-line staff, and engaged with community-based organizations to provide additional trauma informed care and anti-racism/anti-stigma training.
- TriMet has seen a positive community response from these efforts and is proud to continue this training across the agency.

### System Presence

- TriMet adopted a holistic approach to addressing the initiatives tied to system presence. The agency created a Safety Response Team (SRT) pilot project in September 2021 to strengthen and increase the existing support for customers. TriMet's executive team conducted system evaluations, noting priority areas for improvements in July of 2021 and February of 2022.
- TriMet also increased its security and overall system presence by deploying unarmed, uniformed teams during overnight hours, and coordinated efforts with Field Operations staff.
- TriMet explored developing a Crisis Intervention Team pilot model with regional partners. Discussions eventually led to the decision to continue to rely on the already established Crisis Responders present in the community.

## Technology

- The IT Division formed a Safety & Security Task Force to review security technology needs.
- TriMet has started implementing new safety and security features recommended by the task force into projects and on the system.
- The Safety and Security team evaluated the capacity for silent alarms on board the new Type 6 MAX Light Rail Vehicles and after an in-depth evaluation, the team has decided not to move forward with the silent alarm initiative, as it could have negative impacts.

## Infrastructure

- TriMet conducted an infrastructure assessment to assess safety and security at Transit Centers/Park and Ride locations. A lighting audit was also conducted and TriMet identified many transit centers that do not meet the recommended lighting security standards.
- TriMet has incorporated Crime Prevention Through Environmental

Design (CPTED) principles and has trained 20 TriMet staff.

- The Safety and Security team has developed recommendations for phased improvements at three transit centers, prioritizing critical rail platforms and transit centers for LED lighting upgrades, based on higher crime rates, equity priority mapping, and potential for recommendation implementation through STIF funding.

## Communication

- The Reimagine Public Safety Advisory Committee was established to advise TriMet on the implementation of the recommendations made by the Transit Public Safety Advisory Committee.
- Quarterly security reports have been established to track progress and inform needed adjustments.
- TriMet has also launched a safety and security campaign and committed to ongoing engagement with the Riders Club and community participation through existing committee meetings.

## Background

In late 2019 and early 2020, the United States collectively witnessed egregious acts of racial injustice which led to candid conversations about race, safety, equity, and the need for lasting change. While these acts of systemic racism, discrimination, and hate did not begin or end with the tragic and senseless death of Atatiana Jefferson, Ahmaud Arbery, Breonna Taylor, and George Floyd, their deaths were a catalyst for a vocal call for change.

TriMet—as the public transit provider for our region, which relies on support from local law enforcement to ensure the safety of our riders and employees—had the responsibility to examine and rethink our approach to safety on our system, in an effort to create a more inclusive and welcoming space for all.

## Preliminary Action

On June 17, 2020, TriMet announced a series of immediate, short-term actions, the first step in building toward substantive, long-term change. Effective July 1, 2020, TriMet reduced existing police contracts by six positions and redirected additional funds totaling \$1.8 million in an effort to explore new community-based services to expand our safety approach. This initial investment in community-based solutions aimed to prioritize the needs of people of color and other vulnerable riders on our system.

To inform an appropriate and inclusive response, TriMet announced three initiatives to help the agency examine and refine our approach to public safety on transit. Between July and November of 2020, preliminary efforts included:

- **Community Feedback:** TriMet conducted community-wide listening sessions to gather feedback from riders, front-line employees, and community members on the best approaches to providing security on the transit system that is free from bias.
  - TriMet worked with 42 separate organizations, led by Portland United Against Hate (PUAH) and the Coalition of Communities of Color<sup>1</sup> (CCC) to gather feedback about TriMet’s approach to safety and promote the online survey.
  - A research firm, DHM Research, led various focus group discussions with key TriMet stakeholders, from volunteer advisory committees to system riders and frontline employees who work on the system daily.
  - TriMet received more than 13,000 survey responses<sup>2</sup>, supported 300 one-on-one interviews, and engaged 271 people in 31 focus groups.
- **Expert Recommendation:** TriMet established a panel of local and national experts—the Transit Public Safety Advisory Committee (TPSAC)<sup>3</sup>—to advise TriMet on national best practices for transit security, equity and community engagement in safety and security.

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<sup>1</sup> See Appendix A for a complete list of organizations that participated on TriMet’s reimagining public safety effort.

<sup>2</sup> Feedback received in English, Arabic, French, Khmer, Lao, Russian, Spanish, Swahili, Ukrainian, Japanese, Korean, Chinese, Rohingya, and Vietnamese.

<sup>3</sup> See Appendix B for list of individuals participated on TriMet’s Transit Public Safety Advisory Committee.

- The TPSAC used the feedback gathered through the surveys and the listening sessions, research results, and a local transit system analysis, to develop community-informed strategies and recommendations for TriMet’s leadership to consider.
- **Alternate approaches:** TriMet explored the potential for new non-police response resources, such as mobile crisis intervention teams to address those with mental and behavioral health issues.

In addition to these efforts, TriMet also solicited feedback from peer transit agencies nationwide to assess general security and policing systems and practices<sup>4</sup>. This information was collected in an effort to identify any existing approaches we could emulate and to identify industry best practices.

### Priorities and Coordination

Between July and November of 2020, the Transit Public Safety Advisory Committee (TPSAC) held seven meetings where they reviewed and discussed the information gathered through the community and employee outreach, peer agency feedback. The committee then developed and refined a series of recommendations and priorities, presenting them to TriMet leadership. The top three recommendations from the committee were:

1. **Conduct agency-wide trainings** on anti-racism, cultural competency, mental health, and de-escalation techniques for TriMet employees that are based on real-world situations and offered on a continuous basis, leveraging community expertise.
2. **Increase the presence of TriMet personnel on the system** and explore community ambassador rider support models. The additional presence should be diverse, reflecting the region’s age, race, and ability, and focused on making the system safer and more welcoming.
3. **Develop a Crisis Intervention Team model** that is focused on supporting transit riders experiencing a mental health crisis or other behavioral health issues.

The TPSAC noted that regional coordination and partnering across jurisdictions would be needed to allow TriMet to scale up its ability advance these recommendations. The committee also voiced support for additional priority investments, including:

- continuing to make infrastructure improvements, with a focus on lighting, and general system cleanliness,
- working with the community to develop and launch public messaging campaigns to clearly explain how the system works and their part in it; and,
- leveraging additional technology applications to support riders and staff through the use of e-alerts (“Elerts”), and other related apps and software.

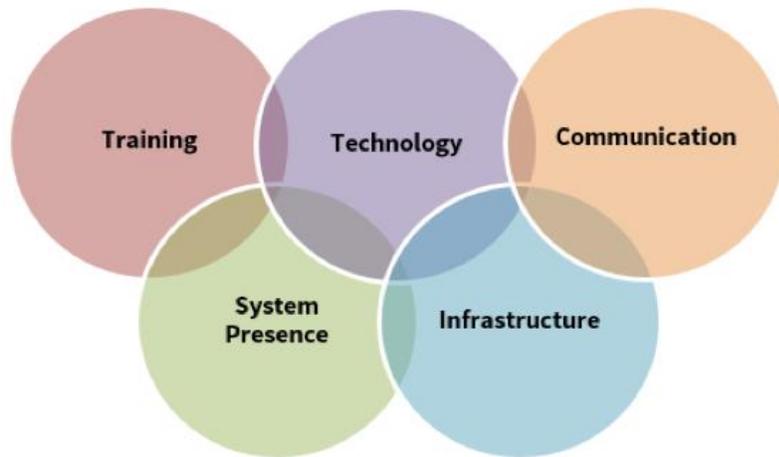
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<sup>4</sup> See Appendix C for the External Peer Review summary and list of peer and secondary agencies.

## Strategic Project Initiatives: 24 adopted recommendations

On November 19, 2020, at the yearly TriMet Board Retreat, the TPSAC presented 24 recommended strategy initiatives to move the *Reimagine Public Safety Project* forward. The recommendations were adopted by the TriMet Board unanimously, 7-0.

The 24 recommendations were grouped within five areas of focus: training, system presence, technology, infrastructure, and communications. In order to successfully implement these project initiatives, TriMet's General Manager assigned the work to nine divisions and multiple departments across the agency.



Project recommendations were then separated into two areas of work; internal staff build out and Reimagine Public Safety Advisory Committee tasks. The 24 project initiatives included near-term action items and program elements that changed our safety process and have become foundational elements of our Safety program moving forward.

One of the 24 initiatives included the development of a Safety & Security Advisory Committee to ensure the agency was successful in moving Public Safety initiatives forward. This committee, designed to function as a limited-duration oversight body, was tasked with providing feedback, insight, and guidance to TriMet as it designed, implemented and evaluated the effectiveness of new Reimagining Public Safety projects. See section 6.1 below for more on this committee formation and see all the initiatives below, representing the important work they have advanced.

We have outlined and provided a summary of the 24 initiatives. They were all thoroughly evaluated for safety beyond the recommendations, and have been implemented, completed, and/or incorporated into TriMet standard practice moving forward.

### Training (1.1-1.3)

**Audit of existing training, mandatory training for frontline staff and updating key training topics**

Training	
	(1.1) Audit current training and identify new and or updated training for employees ensuring training topics include anti-racism, cultural competence, de-escalation, mental health first aid, and other elements identified by the committee.
 	(1.2) Mandatory De-escalation training for all front-line staff
	(1.3) Partner with community-based organizations on the development and provision of training through micro grants and direct contracts

 = implemented and completed  
evaluated

 = incorporated into standard practices

 =

### 1.1 – Training Audit

TriMet has utilized extensive and diverse training programs in the past and it was important to take stock of what was available and/or required on TriMet employees. Together, with Training and Development, the Safety and Security team conducted an agency-wide audit to assess existing training offerings and identify gaps and accessibility.

This audit identified 39 available Diversity, Equity, and Inclusion training courses throughout our four organizational training platforms<sup>5</sup>. TriMet continues to utilize the E3 Learning and Development Program, the OpenSesame Plus Online Learning Platform, live in-person instructor-led training, and certified training professionals from the Multnomah County Sheriff’s Office. These courses are an integral part of any new hire training and has all of the training curriculum available to all current employees.

The audit also identified some gaps in our existing training. These gaps included training on:

- anti-racism and anti-stigma,
- trauma informed care,
- community history, events and social structures,
- concepts of racial identity, bias, privilege and prejudice; and
- resource referral for those experiencing significant poverty, homelessness, and/or mental health issues.

See 1.3 below for how these gaps were addressed.

### 1.2 – De-escalation Training

In **2021**, we implemented mandatory de-escalation training to all front-line staff, incorporating the

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<sup>5</sup> See Appendix D for the Audit of TriMet Training Options (2021).

National Transit Institute (NTI) curriculum for Assault Awareness into our recertification training for all bus and rail operators, road and rail supervisors, and fare inspectors.

Additionally, frontline and support staff at TriMet have been provided de-escalation and mental health first aid training. Both programs have been incorporated into the new hire orientation for community focused work groups, like our Safety Response Team.

These trainings have been shown to better prepare employees for interactions with some of the most vulnerable populations. De-escalation training includes instruction on various mental health conditions. On average, one in five U.S. adults experience mental illness each year, with one in 20 experiencing serious mental illness annually<sup>6</sup>. These evidence-based, verbal mitigation strategies allow for targeted interventions, keeping both staff and community safer in the face of potential conflict.

Feedback from our community engagement work, completed in 2020, and recommendations from the TPSAC resulted in TriMet completing agency-wide training on anti-racism, cultural competency, mental health first aid, and de-escalation technique for all employees. This training, now offered on a continuous basis, is designed to incorporate real-world situations and leverages community expertise.

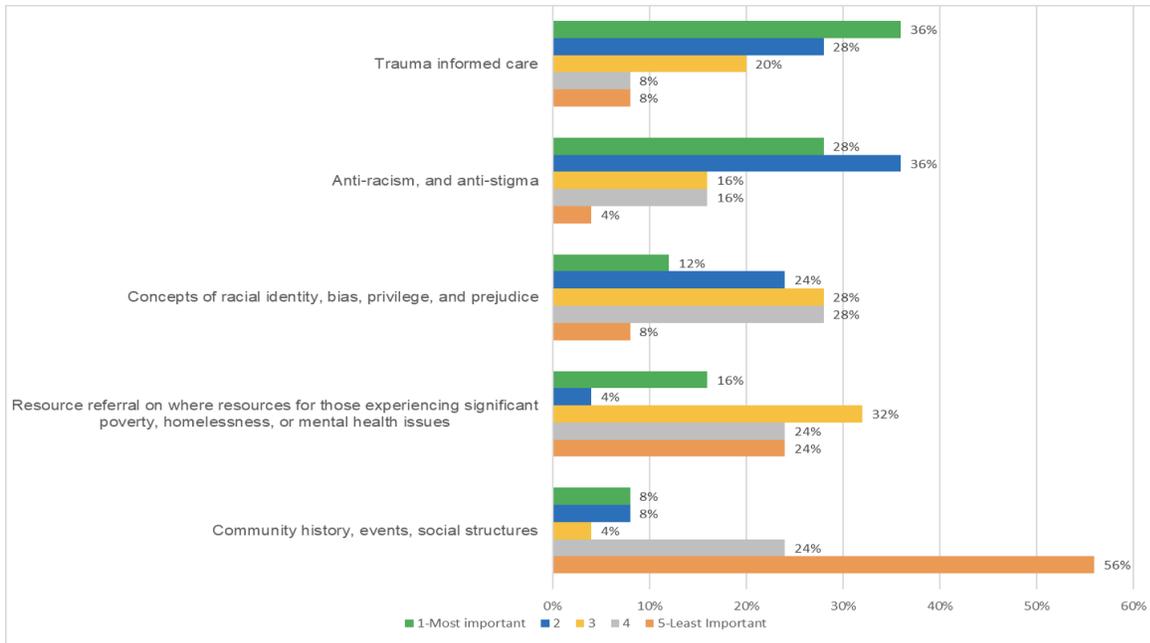
### **1.3 – Training Expansion with Community-Based Organizations**

To address the gaps identified in the training audit (see 1.1 above) and through community conversations, TriMet engaged the Reimagine Public Safety Advisory Committee (RPSAC), the Committee on Accessible Transit (CAT) and The Transit Equity Advisory Committee (TEAC) to rank the priority of training needs, ranking trauma informed care as the highest priority, and anti-racism/anti-stigma second, resource referral third, racial identity/bias fourth and community history last (see figure 1 below).

#### **Figure 1: Priority Ranking of Training Needs**

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<sup>6</sup> [Mental Health by the Numbers | NAMI: National Alliance on Mental Illness](https://nami.org/mhstats) (https://nami.org/mhstats)



These training categories were identified as good candidates for micro grants and/or direct contracts with community-based providers. Requests for proposals were issued in February of 2022 and one provider was selected to complete training curriculum in two priority areas.

TriMet has seen positive community response from these efforts and is proud to continue this training across the agency.

### System Presence (2.1.-2.6 & 3.1-3.2)

**Ensure security staff training, develop pilot programs for more personnel presence, identify opportunities for leadership engagement on the system**

System Presence	
 	(2.1) Ensure that security personnel on the system will have participated in the first rounds of new training focused in to creating a safe and welcoming system for all.
 	(2.2) Develop and launch a new pilot program for TriMet personnel to ride trains at night, providing more presence and support for riders
	(2.3) Explore using Light Duty employees to provide additional presence and customer service support to customers on the system
 	(2.4) Develop opportunities for TriMet leadership, including Directors and Managers, to be more present on the system to strengthen insight on system challenges and opportunities and support efforts to help create a more safe and welcoming system for all.

	(2.5) Work with the new Safety Advisory Committee, to build out potential cost-effective pilot models for rider support/ rider advocate staffing and partnership approaches
	(2.6) Pilot new community support/rider advocate partnership models that focus on supporting riders and ensuring they feel safe and welcome on the system
<b>Recommendation 3. Crisis intervention team</b>	
  	(3.1) Work with community and jurisdictional partners to develop a new Crisis Team pilot model. Ensure model is reflective of the community and trained to address mental and behavioral health and other quality of life issues
	(3.2) Implement the new pilot model

 = implemented and completed evaluated

 = incorporated into standard practices

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## 2.1 - Security Personnel Training

In late December 2020, TriMet implemented several training courses directed at frontline security staff. Courses were designed to provide staff with additional tools and curriculum to engage with our diverse riders effectively and compassionately. Courses included:

- Mental Health First Aid
- Communication with People in Crisis
- Advanced Crisis Intervention Specialist
- Bias Busting
- Micro Aggressions 101
- Emotional Intelligence
- Organizational Citizenship Bias Busting
- Improving Interactions with Those in Distress Part 1 & 2

In 2021 the curriculum was expanded and offered to a larger group of frontline staff and workgroups in our Operations Command Center. See sections 1.1 through 1.3 above for ongoing training requirements.

## 2.2, 2.3, 2.5 & 2.6 - System Presence

The agency took a holistic approach to initiatives tied to System Presence. We had to work within the limitations of police and security staffing shortages that have been ongoing both locally and nationally. Addressing these four initiatives together—all designed to explore and evaluate opportunities to increase system presence.

In response to these initiatives our Safety Response Team (SRT) was created and aimed to strengthen and increase the existing support for our customers. This pilot project, launched in September 2021, was slated to run through June 2023, but has now been adopted and will continue past the pilot date.

This contracted, multi-disciplinary team has professional and personal experience in the following:

- Fire/Emergency Medical Services
- Mental or Behavioral health
- Addiction or Recovery services
- Immigrant or Refugee services
- Public Safety, Security or Corrections
- Housing or Houselessness services
- Public Health, Community Health or Social Services

Their primary responsibilities include:

- creating a high visibility presence throughout the system,
- engaging with riders and employees,
- providing basic staples for those riders in urgent need (water, granola bars, socks, space blanket, rain poncho, basic first aid supplies, toiletries),
- reducing calls to 911 regarding low-level livability issues; and
- connecting and referring riders to community-based resources and services, when appropriate.

The SRT seeks to provide a sense of safety to those in crisis or may be near crisis but who are not currently behaving aggressively or violently or posing a threat to their safety or the safety of others. The goal of such contacts is to connect vulnerable persons with access to resources and assistance for those coping with life difficulties whenever possible/feasible.

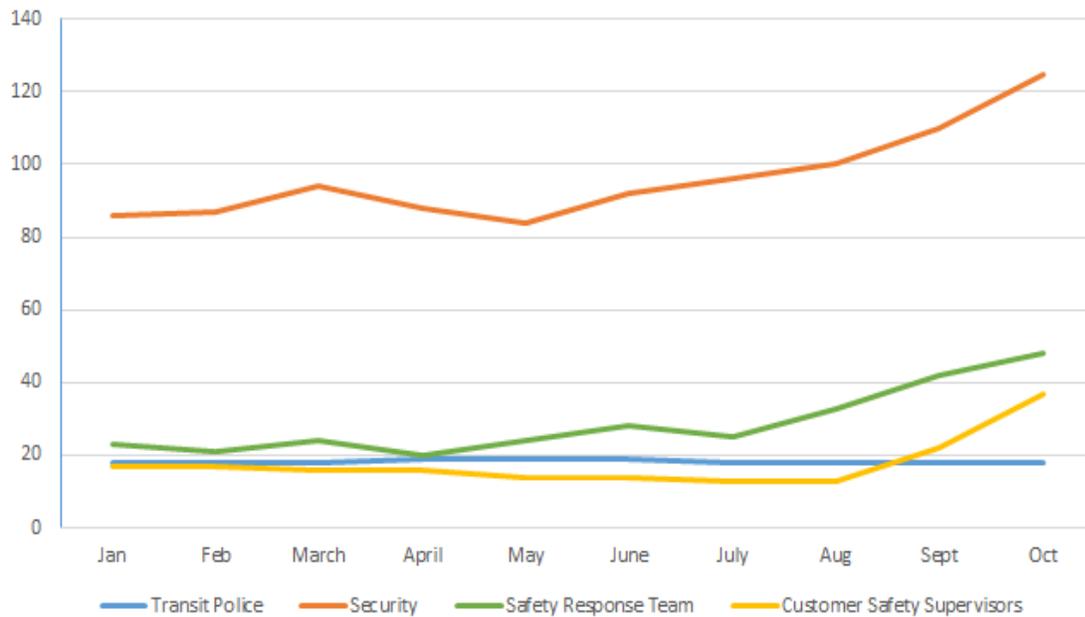
In addition to the newly created SRT, the agency updated existing safety and security work groups. Prior to 2019, TriMet Customer Safety Supervisors were referred to as “Fare Inspectors” and their role, at the time, was primarily to assist Transit Police, enforce fare, write citations and/or remove anyone who did not pay.

Throughout the Reimagining Public Safety project, their mission and means of operating have changed considerably. Today, though still enforcing the fare requirements, they are now looked at to de-escalate conflicts, address inappropriate behavior, and work with the unhoused and other at-risk populations.

They also work in concert with Bus and Rail Operations to support operators, respond to weather and operational emergencies and be a resource at Portland’s major entertainment and sporting events, e.g. concerts/shows and Blazers, Thorns, Timbers, and Winter Hawks games. This now also includes the Portland Public School system where major sporting rivalries engage with bus transportation. The mission is still evolving as we look to the future in an effort to improve the efficiency, livability and safety of the transit system in a changing landscape.

Thanks to these efforts security and overall system presence has doubled in 2022 (Figure 2) and slated to increase again in 2023. This increase includes a system presence during overnight hours. The increase in unarmed, uniformed teams are being deployed at Transit Centers, bus and rail line platforms and stops, and TriMet operations and administrative facilities. Security team presence is supported by coordinated efforts with TriMet Field Operations staff.

**Figure 2: System Presence Increase 2022**



## **2.4 - TriMet Leadership Presence on the System**

In an effort to get TriMet leadership insight on system challenges and opportunities a project initiative included an intentional leadership presence on the system. In July of 2021 and February of 2022, executive team members conducted a system evaluation, noting priority areas for improvements. Areas with significant populations of individuals who are unhoused, and areas with excessive trash and waste were at the top of the list. Improvements were made based on their observations, recommendations, and concerns. This review will be incorporated into executive team programs moving forward.

### **3.1 & 3.2 - Crisis Intervention Team Pilot Model**

Developing a Crisis Intervention Team in coordination with regional partners was one initiative explored. The desire was to develop a team as a pilot model, reflective of the community and trained to address mental and behavioral health concerns. However, after extensive coordination with the Multnomah County Public and Behavioral Health Department (PBHD) it was determined that it was best to continue to rely on the already established Crisis Responders who are present in the community throughout our service district.

PBHD pulled in many partners, including the Joint Office of Homeless Services (JOHS); Health department partners from across the tri-county area; Multnomah County's Racial and Ethnic Approaches to Community Health (REACH) program; the Behavioral Health Division's Office of Consumer Engagement Unit; and peer advisory groups.

Through this partnership and discussion with riders, operators, and other staff we have determined our needs are less of a crisis and more of a persistent and acute need to support

some of our most vulnerable riders. We are working towards a model that meets our needs and fills the gaps that are left by the teams currently on the system.

This approach was deemed beneficial as it offers prevention and early-intervention strategies, without escalating to an acute level of crisis when first responders and crisis intervention teams are needed to be called in order to access care and support. We have an opportunity to intervene in more chronic forms of crisis, where people are seeking shelter on the system because of unmet basic needs.

For these reasons, we will be using the term Service Outreach and Referral Team, or SORT. We will continue to rely on the City of Portland’s Street Response and co-responders within the Washington and Clackamas County Sheriff's Offices to deal with crisis calls on the system and we will continue to strengthen our relationships with the crisis response system, including law enforcement when appropriate.

## Technology (4.1 & 4.2)

### Create IT safety task force to review security needs and evaluate silent alarm capacity

Technology	
 	(4.1) Convene new IT/Safety task force to review security technology needs and develop RFPs exploring the following elements: <ul style="list-style-type: none"> <li>- Enhance on-line reporting system for personal offences and tracks discriminatory complaints</li> <li>- SMS, instant messaging, and the capacity for Text Line support</li> <li>- Security management software for records, reports, schedules, and deployments*</li> <li>- Security software database or system that triangulates all current data systems. *</li> <li>- Emergency reporting tools such as eLERTS *</li> </ul>
	(4.2) Include MAX silent alarm capacity in the design on the new type 6 Light Rail Vehicles

 = implemented and completed  
evaluated

 = incorporated into standard practices

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#### 4.1 - IT Safety Task Force

The IT Division formed an IT Safety and Security Task Force to review the security technology needs identified by The Reimagine Public Safety Committee. The Task force was made up of the following members from the IT Division and the Safety and Security Division:

- Pat Williams, *Director of Security and Emergency Management*
- Justin Dillon, *Manager of Public Safety Operations*
- Mike Gilligan, *Senior Software Engineer*

- Dawn Carder, *Senior IT Systems Analyst*
- A.J. O'Connor, *Director Intelligent Transportation Systems*

The first formal meeting of the task force was held in September of 2021. The task force identified and analyzed the multiple sources of security data, the current systems used to track data, and practical solutions to improve the quality and ease of access to the data. They developed RFPs exploring the new systems, resources, and tools. TriMet has begun implementing new safety and security features into our projects, and throughout the system.

#### 4.2 - Silent Alarm Evaluation

There was a desire to explore the capacity for silent alarms on the new Type 6 MAX Light Rail Vehicle (LRV) order in an effort to expand security options on board. However, after a more in-depth evaluation, the silent alarms were deemed to likely have a greater negative effect for safety and security.

They would be duplicative of other security notification systems available to TriMet riders, the lack of uniformity with the other types of LRVs at TriMet could cause confusion for our riders during an emergency, and the lack of resources associated with staffing for silent alarm response were the main reasons for not moving forward with this initiative.

### Infrastructure (5.1-5.6)

#### Lighting audit, crime prevention through environmental design, stop and station assessment, pedestrian improvements, and ranking system for improvements

Infrastructure	
 	(5.1) Conduct a lighting audit on platforms and transit centers
 	(5.2) Complete a Crime Prevention Through Environmental Design (CPTED) study at three transit centers (highest crime)
 	(5.3) Conduct stops and stations safety assessment review focusing first on communities of color followed by a review for low-income service areas
 	(5.4) Leverage the recent development of a regional pedestrian plan to partner with local and regional jurisdictions to improve infrastructure near our stops and stations with a focus on addressing ADA, security, lighting, and related improvements.
  	(5.5) Explore funding alternatives e.g., TriMet Foundation, to support infrastructure improvements
 	(5.6) Develop prioritized ranking system for bus stops establishing an order of upgrades focused on communities of color, & low-income neighborhoods, leveraging alternative funding sources



= implemented and completed  
evaluated



= incorporated into standard practices



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## 5.1 - Lighting Audit

TriMet contracted with North Coast Energy Solutions and Cochran Electric to conduct an exterior lighting audit of Transit Centers and Park and Ride locations across the three counties in January of 2022. The site audits were performed after dusk and prior to sunrise to collect data absent of ambient daylight<sup>7</sup>. The purpose of the audit was to collect data on the existing lamp and ballast systems, validate Color Rendering Index (CRI) of existing lamps, inventory number of luminaires, measure average light levels, note vandalism, and conduction Backlight Glare Uplighting (BUG) research. With the BUG research the team validated Dark Sky BUG compliance.

The team found that TriMet transit stations and Park and Ride locations lighting systems are energized by multiple types of luminaires, lamps, and ballast across the service district. Research showed obsolete fluorescent, sodium, and halide gas lamps at transit centers and Park and Rides. Some failed lamps have been replaced with compact fluorescent and /or LEDs, however, original luminaires remained in place from initial construction which have contributed to poor light levels and premature failure from excess heat, ultra-violet lens damage, and vandalism.

The surveyed transit center lighting systems, across the three metro counties, do not meet the recommended standards for security lighting, Dark Sky recommendations or LED engineered drivers or controls. Furthermore, the existing energized lighting systems at TriMet transit centers and Park and Ride locations are obsolete, near the end of life and should be upgraded. The team suggested upgrading pedestrian and pole lighting, replacing obsolete luminaires which can deliver better night images on security cameras, standardize color temperature, install dimmers where appropriate, and meet Dark Sky ratings.

## 5.2, 5.3, 5.5 & 5.6 – Crime Prevention Through Environmental Design, Station Assessments and Alternative Funding Evaluation

Crime Prevention Through Environmental Design (CPTED) is the study of how the design of buildings, landscaping and outdoor environments either encourage or discourage crime. In the past, TriMet worked with CPTED professionals on various projects but with a study of this magnitude it was estimated that contracting with a CPTED consultant would cost roughly \$25,000 per identified site.

Instead of contracting this work out, the Safety & Security team built organizational capacity in 2021 and future-proofed projects by training 20 TriMet staff across the agency in CPTED principles. The course, titled SafeGrowth, is a new theory of neighborhood planning developed to create new relationships between city government and residents. Any city can adopt this philosophy thereby creating empowered neighborhoods resistant to crime with residents

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<sup>7</sup> See Appendix E for Lighting Audit of Transit Centers and Park and Rides (January 2022)

engaged in planning their own future. SafeGrowth integrates community development and crime prevention to build neighborhoods of imagination, livability, and safety for 21st Century cities.

TriMet chose to learn the SafeGrowth method because of its holistic community-based approach to CPTED. SafeGrowth is generally considered the third generation of CPTED, moving past the limited first-generation interventions of “lights, locks, and cameras”, incorporating “4 C’s” of second generation CPTED, “capacity, cohesion, connectivity, and culture”.

Three transit centers (TC) were prioritized for the initial CPTED study. They included Gateway TC, Gresham TC, and Park Rose TC. Teams identified existing problems and developed recommendations and phased improvements at each location.

Linking lighting improvements in initiative 5.1 and TCs in 5.2, the team developed a priority ranking system, and tackled the most critical rail platforms and TCs for LED lighting upgrades by applying CPTED principles. TriMet sites were chosen based on higher crime rates, equity priority mapping, and the potential for recommendation implementation through STIF (Statewide Transportation Improvement Fund) funding. Upgrades at priority locations began in July 2022.

In the fall of 2022 TriMet’s Safety and Security Division hosted a second round of SafeGrowth training for staff from Safety and Security, Transit Oriented Development (TOD), Engineering and Construction, and Legal. This multi-disciplinary team selected the following projects within TriMet Equity Areas for upcoming priority locations:

- 85th and Holgate
- Parkrose Transit Center
- Hogan Yard
- Hollywood Transit Center

#### **5.4 – Pedestrian Plan, Partner Improvement Coordination**

In addition to the planned improvements developed through CPTED, and the 2019 pedestrian plan with regional partners, TriMet developed an agency Pedestrian Plan to identify priorities for improving safety for those walking and rolling to transit locations across the TriMet service area.

As the region’s primary transit service provider, TriMet’s influence over the physical environment generally begins and ends at a transit stop or station. Because partner agencies have more influence over how multi-modal transit riders access their stop or station, it is necessary to define clear roles and collaborate to achieve common goals across all project types. Completed in December 2020, TriMet’s Pedestrian Plan:

- provides a common resource for TriMet and agency partners,
- assists in prioritizing local roadway jurisdiction investments in pedestrian infrastructure,
- supports funding requests and program development, and
- establishes a dynamic tool for agency efforts and future collaboration.

In addition to general pedestrian improvements, TriMet highlighted important safety improvements and strategies the agency and our partners, including counties and local

jurisdictions, should focus on to expand work already underway, increase resources, and improve outcomes.

- Make walking and rolling trips to transit safer and more comfortable.
- Apply current best practices in pedestrian design.
- Include pedestrian-scale lighting within transit walksheds.
- Design for personal safety / security for people walking and rolling to transit.
- Improve the legibility of navigating on foot or by mobility device to and from transit stops.
- Better coordinate and communicate on pedestrian improvements.
- Share technical resources.
- Engage each other as stakeholders in project delivery.

### Communication (6.1-6.6)

#### Safety and Security Advisory Committee, resources to support Reimagining project efforts, communication and reporting, and ongoing engagement

Communication	
	(6.1) Establish a new Safety & Security Advisory Committee to support the implementation of the recommendations and provide a public forum for moving forward
 	(6.2) Identify resources to oversee Reimagine Transit Public Safety initiatives, coordinate with social service agencies, community-based organizations, and develop and evaluate performance metrics and outcomes to track progress
  	(6.3) Create and launch communication and outreach a safety and security campaign
 	(6.4) Implement quarterly reporting of safety and security on the system as part of General Manager Board briefings
 	(6.5) Develop an annual Rider Club survey to help assess progress and stakeholder perceptions on the work as it moves forward
 	(6.6) Convene an annual safety and security Public Forum

 = implemented and completed  
evaluated

 = incorporated into standard practices

 =

#### 6.1 – Reimagine Public Safety Advisory Committee

The Reimagine Public Safety Advisory Committee was structured to advise TriMet on the

implementation of the recommendations set by the Transit Public Safety Advisory Committee and the Board of Directors and provided a public forum for discussions. Committee appointments were made by TriMet's General Manager<sup>8</sup>, supported by Safety and Security and Public Affairs staff, and were non-paid, non-employee positions reflective of the Tri-County region. The Committee was designed to:

- Provide feedback regarding safety and security of the transit system, including, but not limited to, implementing recommended training, system presence, reporting, etc.
- Serve as representatives of broader communities; communicate regularly with groups members represent, and help facilitate communication staff and community members.
- Work to inform and support implementation of the recommendations developed by the Transit Public Safety Advisory Committee in 2020.

The RPSAC had representatives from professional fields to address priority community needs including mental and behavioral health, substance abuse and addiction, shelter and houseless services, wraparound support services e.g. SNAP and Oregon Health Plan, immigrant and refugee services, policing and corrections, and youth services or education. The Committee consisted of:

- Members or representatives of underserved or underrepresented communities.
- Transit dependent, frequent transit users, or those who have an intimate knowledge of the region's transit system.
- Professional/community leaders representing a larger group of people and their interests.
- Dedicated individuals, committed to consensus building, providing actionable recommendations and to creating a safer transit system for all.

## **6.2 & 6.4 – Resource allocation, tracking and quarterly reporting**

In 2020, TriMet made an initial move to support this project by reducing existing police contracts by six positions and redirected additional funds totaling \$1.8 million in an effort to explore new community-based services to expand our safety approach. In the years following, the agency has reinvested in this work, dedicating additional funding, departmental support and long-term budget reallocations to ensure these programmatic changes are maintained.

To ensure performance outcomes and metrics are being tracked and agency progress with longer-term initiatives are being reported, the team has established quarterly security reports to capture progress and inform needed adjustments over time.

Between May and August of 2022, TriMet staff engaged the Reimagine Public Safety Advisory Committee in robust conversations on the elements committee members, and the communities/organizations they represent, would want to see in a quarterly security report.

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<sup>8</sup> See Appendix F for the list of Reimagine Public Safety Advisory Committee (RPSAC) members.

Elements include data from Customer Safety Supervisors and Officers, Safety Response Team, and the Transit Police Division.

### **6.3, 6.5 & 6.6 – Safety and Security campaign and ongoing public engagement**

Three initiatives were designed to insure that the public was made aware of the safety and security steps the agency has taken to improve both the perception and the overall safety throughout the system. The public communication campaign was originally geared toward pandemic safety onboard—for both employees and riders—for the past few years. Work in early 2023 is now underway to launch a new campaign dedicated to safety and security on the system.

TriMet is also committed to ongoing engagement with the Riders Club regarding safety and security concerns and plans to incorporate safety and/or security questions into Riders Club surveys. The agency is also planning for ongoing community engagement and participation now integrated into other public forums via existing committee meetings.

### **Equity steps TriMet took prior to 2020**

TriMet has been actively working to make our transit system fair and equitable. Here are steps and actions we have taken over the past five years, in coordination with our Transit Equity Advisory Committee:

- Initiated two independent analyses (in 2016 and in 2018) of our fare citation process that found no systemic racial bias.
- Decriminalized fare enforcement by soliciting in 2017 a change in state law to allow TriMet to resolve fare evasion citations directly rather than citations automatically going to the court.
- Reduced the punitive impacts of fare evasion penalties in July 2018 with potential for reduced fines, community service or enrollment in TriMet’s Honored Citizen reduced fare program.
- Implemented a low-income fare program in 2018 that has allowed more than 31,000 people to ride with Honored Citizen reduced fare, a 72% discount over TriMet’s base fare.
- Changed TriMet Code as of December 2018 to clarify that fare evasion only is not a crime and have discontinued routine fare checks by police.
- Increased unarmed security personnel beginning in 2017 in response to community concerns over militarized security presence.
- Worked with regional district attorneys in December 2016 to dramatically reduce the use of Interfering with Public Transportation (IPT) charges.
- Implemented additional training in spring 2019 for contract security staff and fare inspectors related to community safety practices, de-escalation and non-confrontational interactions.



## Appendix

### Appendix A: Partners and community-based organizations

The list of Partners and community-based organizations that led, participated in, and convened the community focus groups that occurred across the Tri-County Service Area.

107ists	Guardian Angels	Portland Community
Africa House	Hacienda CDC	Reinvestment Initiatives Inc. (PCRI)
African Family Holistic Health Organization	HAKI	Portland Office of Community and Civic Life Public Safety
APANO	Home Plate Youth Services	Portland United Against Hate Resolutions Northwest
As the Spirit Moves Us	IRCO	Rosewood Initiative
ATU leadership	JOIN	Self Enhancement, Inc. (SEI)
Black & Beyond the Binary Collective	KairosPDX	Street Trust
CAIR	Latino Network	System Security staff & partners
Central City Concern	Lewis and Clark Gender Project	The Slavic Network of Oregon
CENTRO	LIF Participants	Transit Equity Advisory Committee
Centro Cultural	Native American Youth and Family Center (NAYA)	TriMet Bus operators
Clackamas Community College	NECN (Northeast Neighborhood Coalition)	TriMet Rail operators
Committee on Accessible Transportation	OPAL	TriMet Riders Club
Constructing Hope	OPAL/Yeja	TriMet Service Workers
Division Midway Alliance	Oregon Futures Lab (CCC partner organization)	Unite Oregon
El Programa Hispano	PBOT	Verde
FACT Oregon	Portland African American Leadership Forum (PAALF)	We All Rise
Fair Housing Coalition	Portland Community College	
Flossin Media/Soul District		

## Appendix B: Transit Public Safety Advisory Committee members

The following individuals participated on TriMet's Transit Public Safety Advisory Committee

Marcus Mundy	Coalition of Communities of Color
Joe McFerrin	POIC, Rosemary Anderson High schools
Anthony Deloney	SEI, Self Enhancement Incorporated
Patricia Daniels	Constructing Hope
Jan Campbell	Disability Rights Oregon., Committee for Accessible Transit
Kevin Modica	Transit Police Commander (Retired)
Kenechi Onyeagusi	Professional Builders Development Group
Deshawn Hardy	Highland African American Youth Coalition
Lakayana Drury	Word is Bond
Lauren Cohen	Cascadia Behavioral Health
Jackie Yerby	State of Oregon, Basic Rights Oregon
Johnathon Colon	Centro Cultural
Dr. Beverly Scott	Former Transit System General Manager (4X)
Polly Hanson	American Public Transportation Associations
Emily Nelson	JOIN
Kim Cota	Clackamas County Disability Services Division

## Appendix C: External Peer Review

TriMet staff, with support from Big Squirrel consulting group, gathered peer transit agency information related to security and policing structure, training, budget, performance metrics, community partnerships, technology, best practices, and equitable community engagement.

TriMet’s primary focus was to gain feedback from peer agencies that share many of TriMet’s multi-modal operating characteristics and operate in major metropolitan areas on the West Coast. To gain a wider perspective on various approaches to policing and security in the transit industry, in addition to the peer group review, TriMet sought feedback and best practices from a large group of transit agencies, operating across the county with a wide range of operating characteristics, including much larger and much smaller agencies.

**Table 1: list of primary peer agencies and secondary agencies**<sup>9</sup>

Peer Transit Agencies – Primary	Location
TriMet	Portland, OR
Regional Transportation District (RTD)	Denver, CO
Orange County Transportation Authority (OCTA)	Orange, CA
Valley Metro Transit System (Valley Metro)	Phoenix, AZ
Sacramento Regional Transit District (SacRT)	Sacramento, CA
Utah Transit Authority (UTA)	Salt Lake City, UT
San Diego Metropolitan Transit System (MTS)	San Diego, CA
Santa Clara Valley Transportation Authority (VTA)	San Jose, CA
King County Metro (Metro)	Seattle, WA
Comparison Transit Agencies - Secondary	
Metropolitan Atlanta Rapid Transit Authority (MARTA)	Atlanta, GA
Capital Metropolitan Transportation Authority (CAP)	Austin, TX
Southwest Ohio Regional Transit Authority (SORTA)	Cincinnati, OH
Metropolitan Transit Authority of Harris County (Metro)	Houston, TX
Los Angeles County Metropolitan Transportation Authority (LA Metro)	Los Angeles, CA
Southeastern Pennsylvania Transportation Authority (SEPTA)	Philadelphia, PA
Bay Area Rapid Transit (BART)	San Francisco, CA
Sun Tran	Tucson, AZ
Washington Metropolitan Area Transit Authority (WMATA)	Washington, DC

Based on the feedback, TriMet appears to be moving in step with, or in some cases ahead of, our West coast peer agencies, as well as our counterparts across the nation. TriMet has demonstrated and implemented policies and altered structure to promote equity, diversity, and inclusivity for riders on the system.

<sup>9</sup> Secondary comparison transit agencies were based on the criteria of system size, population, and transit services provided.

In the areas of equity, non-police presence, and social outreach services, TriMet's history of action is notable. Community involvement through meetings, committees, and forums keeps TriMet current on public dynamics and engaged in rider needs.

Among peers, TriMet has a lower security presence on the system, for its size. In addition to low presence, among agencies with fare inspectors or security personnel who engage in fare compliance, TriMet is in the bottom third among comparison agencies. TriMet is ahead of its peer agencies the use of non-security staff such as customer service representatives, ride guides, transit ambassadors, or other non-security personnel. This is an area where our peer agencies expressed a desire to expand or enhance.

A common disconnect noted among agencies with contracted security is the lack of transit agency involvement in training. Even if contracted security providers have policies regarding diversity, equity, and de-escalation, several agencies noted they would like to be more involved or are establishing protocols for contractor training to align with agency procedures, operations, and mission.

Homeless and mental health outreach is a relatively new consideration for most agencies with few having active programs. Established social programs and outreach pilots are all less than three-years-old. Addressing homelessness and mental health on transit, as well as dedicating transit resources to these initiatives can be sensitive, often misunderstood, and political.

TriMet will continue to look to our west-coast peers and national transit agencies to help advance best practices for transit security, equity and community engagement in safety and security.

## Appendix D: Audit of Training Options (2021)

 Training Course Offerings	Training Platforms			
	Multnomah County Sheriff's Office	E3	OpenSesame	Live Instructor-Led Training
<b>Racial Identity</b>				
Race			X	
<b>Culture</b>				
Building Cultural Agility and Cultural Humility		X		
Culturally Agility: Addressing Microaggressions at Work		X		
Intercultural Competence			X	
Intercultural Communication		X		
<b>Ethnicity</b>				
Bias Busting @ Work		X		
Unconscious Bias Awareness		X		
Unconscious Bias			X	
Organizational Citizenship Bias Busting		X		
<b>Age</b>				
Communicating Across Generations		X		
Generational Diversity			X	
Intergenerational Communication		X		
<b>Gender Identity</b>				
Gender Identity			X	
Gender Diversity 101		X		
<b>Ability/Disability</b>				
Disability Awareness			X	
<b>Sexual Orientation</b>				
Sexual Orientation			X	
<b>Mental Health</b>				
Mental Health First Aid				X
Mental Health Awareness			X	
Improving Interactions with Individuals Experiencing a Mental Health Crisis		X		
Improving Interactions with those in Distress (Part 1)		X		
Improving Interactions with those in Distress (Part 2)		X		
<b>Crisis Intervention Specialist *</b>	X			
<b>Management</b>				
Conversations to Inspire Performance		X		
Addressing Micro-aggressions at Work		X		
Becoming an Ally in the Workplace		X		
Hiring Well		X		
Mindful Leadership in Times of Uncertainty		X		
<b>Workplace</b>				
Bystander Intervention: how to go from inaction to action when you witness harassment		X		
Communicating with Different Personalities		X		
How to Cultivate the Muscle of Resilience		X		
Making High-Quality Decisions		X		
Micro-aggressions 101		X		
Navigating Beyond Conflict		X		
Once & For All: Stopping Sexual Harassment at Work		X		
Respectful Workplace: How Was Your Day?		X		
Bystander Intervention			X	
Micro-inequities & Microaggressions			X	
Emotional Intelligence		X		

\* Instructor Led Training for Law Enforcement Officers

**Appendix E: Transit Centers and Park and Ride Lighting Audit (January 2022)**

Location	Avg Footcandles (fc)
<p><b>Parkrose</b></p> <ul style="list-style-type: none"> <li>● Obsolete sodium lamps</li> <li>● 4 failed heads</li> <li>● Ballast end of life</li> <li>● Elevated risk of lighting system failure</li> <li>● Does not meet D LC 5 .1 standard</li> <li>● No lighting controls</li> <li>● Does not meet Dark sky compliance BUG rating</li> <li>● Does not meet Security lighting requirement of 3fc</li> <li>● Location is highest risk for failure</li> <li>● Average footcandles: 1.13</li> </ul>	
<p><b>Expo Center/Delta Park</b></p> <ul style="list-style-type: none"> <li>● Obsolete sodium lamps</li> <li>● 12 failed heads</li> <li>● Ballast at end of life</li> <li>● Elevated risk of lightning system failure</li> <li>● No lighting controls</li> <li>● Does not meet Dark sky BUG compliance</li> <li>● Does not meet DLC 5.1 standard</li> <li>● Does not meet Security lighting requirement of 3fc</li> <li>● Average footcandles: 1.17</li> </ul>	

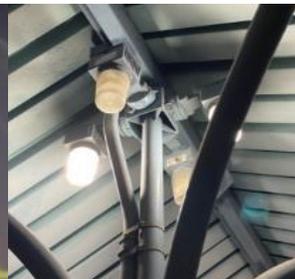
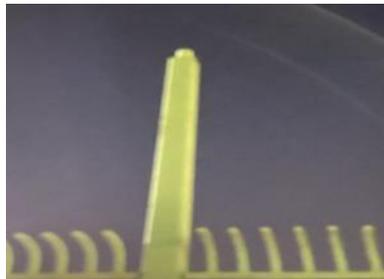
### Rose Quarter

- Obsolete sodium lamps
- Obsolete magnetic ballast
- 9 failed heads
- No lighting controls
- Does not meet DLC 5.1 standard
- Elevated risk of lighting system failure
- Does not meet Dark sky compliance BUG rating
- Does not meet Security lighting requirement of 3fc
- Average footcandles: 1.33



### Hollywood

- Vandalism missing head
- Less than 2fc on wheelchair ramps and walkways
- No Lighting controls
- Does not meet Dark sky compliance BUG rating
- No lighting controls
- Does not meet Security lighting requirement of 3fc
- Average footcandles 1.73



### Clackamas

- 4 failed heads
- No lighting controls
- Does not meet Dark sky compliance BUG rating
- Does not meet DLC 5.1 standard
- Does not meet Security Lighting requirements of 3fc
- Average footcandles: 0.85



### Oregon City

- Obsolete Sodium lamps and ballast
- <2fc avg fc near platforms
- CRI inconsistent in color
- Compact Fluorescent lamps inside wait areas
- Does not meet DLC 5.1
- Pole lights do not meet Dark sky compliance BUG
- Does not meet Security lighting requirement of 3fc
- Average footcandles: 1.03



### Tigard

- Walkway ramp <1fc
- Bus terminal well lit
- Walkway ramp <1fc
- Bus terminal well lit
- Park and Ride 2 failed poles head
- Platform does not meet Security lighting requirement of 3fc
- Average footcandles: 1.01

	
<p><b>Elmonica Park and Ride/ MAX loading platform</b></p> <ul style="list-style-type: none"> <li>● 2 failed heads</li> <li>● Obsolete Sodium Heads and magnetic ballast</li> <li>● Does not meet Dark Sky BUG compliance</li> <li>● Doesn't not meet Security lighting requirement of 3fc</li> <li>● Average footcandles: 0.52</li> </ul>	 

**Summary TriMet Transit Center lights for Clackamas, Washington, and Multnomah counties:**

- *Pedestrian Pole Survey under 20ft*
  - Pedestrian poles had no existing lighting controls or bi-dim capability.
  - 75% of pedestrian poles did not meet DarkSky.org design compliance.
  - Pedestrian poles do not meet 3fc security lighting requirements.
  - Pedestrian poles do not meet DLC 5.1 standard.
- *Area light poles over 20ft*
  - Pole lights >20ft in height energized with obsolete High Pressure Sodium or Metal Halide gas lamps and magnetic ballast.

- Pole light fall measured 1.2 foot avg foot candles under luminaire. Below recommended 3fc security camera requirements.
- Pole lights had no bi-level dimming controls.
- Pole lights do not meet DLC 5.1 design criteria.



- Pole lights do not meet 3fc security lighting requirements.
- *Loading / Unloading Platforms shelters*
  - Shelters were a mix of fluorescent and LED lamps / Lens yellowed deteriorated.
  - Lamp failure was above average due to incorrect lamp replacement in metal halide / sodium lamp luminaire.
  - No Bilevel controls non Dark sky BUG compliance.
  - Mix of lamp technology hinders security cameras with low CRI less than 3fc.
  - Does not meet DLC 5.1 standard.

## **Appendix F: Reimagine Public Safety Advisory Committee Members**

This 18-member committee is a non-paid, non-employee position recruitment. Committee members were appointed by TriMet's General Manager. The committee is supported by Safety and Security staff and will have access to other departments and information.

**Dr. LaVerne Lewis**

TriMet Board Liaison

**Annadiana Johnson**

Committee on Accessible Transportation

**Celess Roman**

Clackamas Service Center

**Cesar Tapia-Chavez**

Latino Network

**Fred Casey**

ATU757

**Jairo Rios-Campos**

City of Fairview/ PlayEast

**Jan Campbell**

Committee on Accessible Transportation

**Jonath Colon**

Centro Cultural

**Joseph McCleary**

HomePlate Youth Service

**Kasi Woidyla**

Virginia Garcia Memorial Health Center

**Lawrence (Scott) Brumitt**

NW Housing Alternatives

**Lee Helfend**

Organizing People Activating Leaders

**Lonnie Silva**

Urban League of Portland

**Mahesh Rao Udata**

Community Member

**Zach Lindahl**

Washington County Chamber of Commerce

**Ray Atkinson**

Clackamas Community College

**Wendy Sell**

Lifeworks NW

**Adam Jenkins**

Ecumenical Ministries of Oregon