

2025

# Cherriots Shared Micromobility Feasibility Study



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CHAPTER

# 1

## Shared Micromobility Best Practices and Peer City Review

This chapter summarizes industry best practices as well as peer city policies, requirements, and lessons learned for shared micromobility programs. The overall regulatory environment and operations of each program were reviewed for specifics related to system/fleet types, service area, fleet size, vehicle specifications, safety requirements, fees, parking management, data sharing, evaluation, and equity considerations. A plan and policy review was also conducted (see Appendix A).

# Overview

Four peer agencies with existing shared micromobility programs were included in an in-depth review as well as interviews (see Table 1):

- **City of Spokane, WA** who oversees the Wheelshare program (which includes shared bikes and scooters)
- **Lane Transit District (LTD)** in Lane County, OR, who supports the Peace Health Rides bikeshare system in Eugene and Springfield.
- **Roaring Fork Valley Transportation Authority (RFTA)** in Pitkin County, CO, who fund and manage the multi-jurisdictional Roaring Fork Valley Bikeshare program
- **Trinity Metro** in Fort Worth, TX, who manages and operates Trinity Metro Bikeshare.

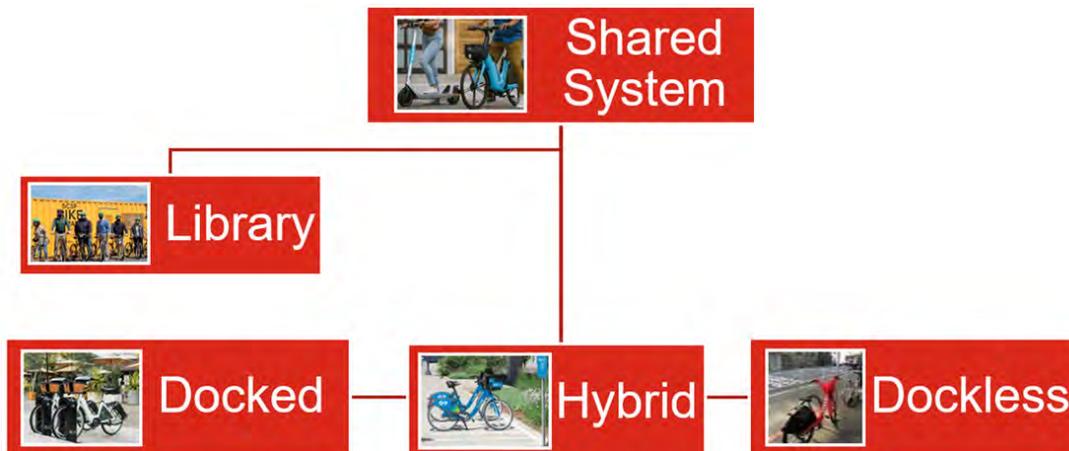
**TABLE 1: PEER AGENCY & PROGRAM OVERVIEW**

Peer Agency (Program Name)	System Type	Vehicle Types	Operator	Program Launch
City of Spokane (Wheelshare)	Dockless	Pedal bikes, e-scooters	Lime	2019
Lane Transit District (Peace Health Rides)	Docked	Pedal bikes	Cascadia Mobility	2018
Roaring Fork Valley Transportation Authority (Roaring Fork Bikeshare)	Docked	Pedal bikes, e-bikes	We-Cycle	2021
Trinity Metro (Trinity Metro Bikeshare)	Hybrid	Pedal bikes, e-bikes	Trinity Metro	2013

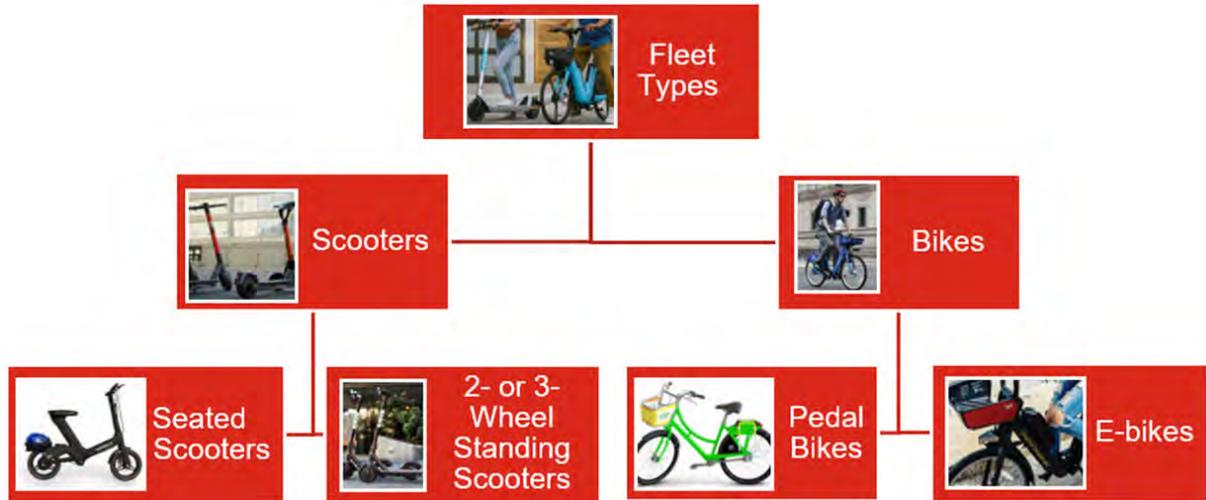
# System and Fleet Types

This section summarizes the range of potential system and fleet types within a shared micromobility program, as illustrated in Figure 1 and Figure 2.

**FIGURE 1: SHARED MICROMOBILITY SYSTEM TYPES**



**FIGURE 2: SHARED MICROMOBILITY FLEET TYPES**



**Docked vs Dockless**

A docked or “station-based” shared micromobility system includes devices that can be rented from an automated “docking station” and returned to a station in the same system. A dockless or “free-floating” system does not require devices to be parked at a docking station. In most dockless systems, devices can be parked in the sidewalk furniture zone (the section of sidewalk between the curb and the pedestrian through zone where amenities and utilities are located) or at existing bike racks throughout the service area. A hybrid system combines features of docked and dockless models – devices can be parked at docking stations or in approved areas that can be physically or virtually demarcated.

Docked shared micromobility systems are generally more expensive and time-intensive than dockless systems given the additional capital cost of purchasing the docks and station infrastructure (while e-scooters and bikes can cost \$1000-\$2000, station equipment can range from \$40,000-\$50,000 per station). E-scootershare systems are predominantly dockless, while older bikeshare systems are predominantly docked.

**TABLE 2: BENEFITS AND CHALLENGES OF DOCKED AND DOCKLESS SYSTEMS**

System Type	Benefits	Challenges
<b>Docked</b>	<ul style="list-style-type: none"> <li>Limited sidewalk clutter due to organized pick-up and drop off.</li> <li>Fleet redistribution and rebalancing occurs on a smaller geographic scale.</li> <li>Predictable and reliable vehicle availability.</li> </ul>	<ul style="list-style-type: none"> <li>Availability of devices is limited to stations.</li> <li>Can be costly and time-intensive to launch due to capital costs of purchasing station infrastructure and identifying, permitting, and installing stations in the public right-of-way.</li> <li>Service area cannot be easily adjusted.</li> </ul>
<b>Dockless</b>	<ul style="list-style-type: none"> <li>Travel behavior is not determined by location of docks/stations, allowing for flexible route choice.</li> <li>Service area can be easily modified.</li> <li>Can be easily integrated with public transit.</li> </ul>	<ul style="list-style-type: none"> <li>Parking management can be challenging, as sidewalk clutter and right-of-way obstruction is more likely.</li> <li>Fleet redistribution and rebalancing of devices across the service area occurs on a larger geographic scale.</li> <li>Fleet must be large enough to ensure riders are always in close proximity to available devices.</li> </ul>

Trinity Metro was strongly supportive of maintaining their current docked system, noting that their shared e-bikes use the docking stations for charging and that the stations also limit sidewalk obstructions. LTD highlighted the flexibility of their hybrid model, stating that riders like the ability to end their rides at bike racks as well as docking stations.

### **Bikes Vs Scooters**

Shared micromobility fleet types can be broadly categorized as bikeshare (including bikes and e-bikes) and scootershare (including stand-up and sit-down e-scooters). Other variations and vehicle types are in constant development, including shared mopeds and other devices.

2023 data from shared micromobility systems across North America (see Table 3) demonstrates the differences between trip distances and duration for three vehicle types—e-scooters are used for shorter trips, while the electric motor of e-bikes allow riders to travel longer distances. Of all shared micromobility trips in 2023, over half (51 percent) were made by docked bikes, nine percent by dockless bikes, and 40 percent by e-scooters.<sup>1</sup>

**TABLE 3: AVERAGE SHARED MICROMOBILITY TRIP DISTANCE AND DURATION**

Vehicle Type	Average Trip Distance	Average Trip Duration
E-scooters	1.2 mi	11.6 minutes
Bikes	1.4 mi	15.5 minutes
E-bikes	2.0 mi	20.3 minutes

*Source: North American Bikeshare and Scootershare Association 2023 Report*

All peer agencies had shared bikes as part of their fleets, while only one (Spokane) had e-scooters. Both Trinity Metro and LTD indicated that they were not interested in adding e-scooters due to the operational challenges of managing dockless devices—Trinity Metro also cited challenges neighboring jurisdictions have faced managing e-scooter parking and sidewalk clutter.

### **E-Bikes Vs Pedal Bikes**

E-bikes and pedal bikes are operated very similarly, with the difference being the battery pack that aids an e-bike rider. E-bike benefits over pedal bikes include the ability to carry heavier loads, go longer distances, bike in hotter temperatures, and climb steep hills. While e-bikes are more expensive than traditional bicycles, e-bike sales have grown significantly in recent years, outpacing growth rates for pedal bicycles (between 2019 and 2023, e-bikes were responsible for 63% of the growth in all bicycle sales).<sup>2</sup>

### **Charging E-Devices**

There are a variety of strategies to keep electric-powered fleets charged:

- **Battery Swapping:** Field technicians or contractors swap depleted batteries for fully charged ones directly on the street. This allows vehicles to stay in service without needing to be transported, reducing downtime.
- **Centralized Charging Depots:** Some operators rely on bringing vehicles back to a central warehouse or depot where they are plugged in and charged. This method is more labor-intensive but can be effective for smaller fleets or in areas where public right-of-way charging isn't feasible.

<sup>1</sup> North American Bikeshare and Scootershare Association (NABSA) (2024): *5th Annual Shared Micromobility State of the Industry Report*.

<sup>2</sup> <https://www.peopleforbikes.org/news/electric-bicycle-market-insights-2024>

- **On-Street Charging Stations:** In recent years, cities and operators have piloted on-street docking stations with built-in charging capabilities. These allow users to park and charge devices simultaneously, reducing the need for manual recharging and improving fleet reliability.
- **Contracted Chargers (Gig Economy Model):** Some operators use independent contractors (often called “chargers” or “juicers”) who collected devices, charged them at home, and redeployed them. This model has declined in recent years.

For the agencies that had e-bikes in their shared fleets, charging was a significant part of operations. In Eugene, operator Cascadia Mobility uses battery swapping to charge the e-bikes in the shared fleet, while Trinity Metro included 18 charging stations in their program relaunch in 2025. Trinity Metro staff highlighted the labor-intensive nature of battery-swapping as a primary reason for the switch to charging stations. Forty-seven of their new charging stations utilize solar power, while 18 plug into existing utility sources.

### **Fleet Size**

Establishing minimum and maximum numbers of vehicles, as well as criteria for when the program can be expanded and by how much, provides parameters for shared micromobility growth. Minimums help ensure that the system remains viable and provides utility to users. Maximums ensure that devices are introduced in a controlled fashion and allows the public to get used to them and build support for expansion. Seasonal changes in ridership due to winter weather and flexibility for fleet expansion according to operator performance and ridership should also be considered when defining fleet sizes.

Shared micromobility devices need to be conveniently located a walkable distance from key origins and destinations. The North American Bikeshare and Scootershare Association (NABSA) found that cities with populations under 500,000 had an average of 4.1 bikes available per 1,000 residents and approximately 5.0 scooters available per 1,000 residents – for the entire Salem-Keizer UGB, this would equate to a fleet of 1,100 bikes or 1,300 scooters.<sup>3</sup> Table 4 summarizes peer agencies’ shared micromobility fleet size and density.

**TABLE 4: PEER AGENCIES’ FLEET SIZE AND DENSITY**

<b>Program (City/Cities where program operates)</b>	<b>Population (2020 Census data)</b>	<b>Vehicle Type</b>	<b>Fleet Size</b>	<b>Estimated vehicles/ 1,000 residents</b>
<b>Wheelshare (City of Spokane)</b>	228,978	Pedal Bike	Minimum of 50	0.21 – 6.6
		E-scooter	Up to 1450, 250 must be seated scooters	
<b>Peace Health Rides (Cities of Eugene and Springfield)</b>	239,090	Pedal Bike	450	1.9
<b>Roaring Fork Valley Bikeshare (Cities of Aspen, Basalt, Willits, El Jebel, and Carbondale)</b>	21,260	Pedal Bike	255	21.5
		E-bike	201	
<b>Trinity Metro Bikeshare (City Fort Worth)</b>	978,468	Pedal Bike	60	0.4
		E-bike	360	

<sup>3</sup> North American Bikeshare and Scootershare Association (NABSA) (2024): *5th Annual Shared Micromobility State of the Industry Report*. Note: These statistics include permitted fleet caps and programs in varying stages of maturity and expansion.

# Business Models and Funding Sources

Shared micromobility programs use a variety of business models and leverage different funding sources to initiate and sustain their programs. The way a shared micromobility system is structured has a direct impact on how costs are covered, revenues are generated, and fees are assessed. This section describes the various business models used for shared micromobility systems - see Table 5 for an overview of each model's strengths and weaknesses.

**TABLE 5: BUSINESS MODEL STRENGTHS AND WEAKNESSES**

Business Model	Strengths	Weaknesses
<b>Publicly owned and operated</b>	<ul style="list-style-type: none"> <li>Full control over program decisions</li> <li>Ensures public transparency, accountability, and alignment with public service goals</li> </ul>	<ul style="list-style-type: none"> <li>Public agency assumes all risk, liability, and financial responsibility</li> <li>Requires staff capacity to oversee and operate the program</li> </ul>
<b>Publicly owned and privately operated</b>	<ul style="list-style-type: none"> <li>Public agency maintains control over program decisions</li> <li>Public agency does not need to create internal capacity to operate the program</li> <li>Potential opportunities for financial partnerships with the private sector (e.g., fee-for-service, revenue-sharing, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>Public agency assumes the majority of risk, liability, and financial responsibility</li> <li>Incentivizing operators can increase performance</li> <li>Industry volatility for private operators could disrupt operations</li> </ul>
<b>Privately owned and operated</b>	<ul style="list-style-type: none"> <li>Significantly less start-up cost compared to public ownership (both in capital and labor costs)</li> <li>Public agency does not need to create internal capacity to operate the program</li> <li>Public agency disperses some or all risk, liability, and financial responsibility to the private sector</li> <li>Private sector can access and adapt to new technology and industry trends</li> </ul>	<ul style="list-style-type: none"> <li>Dependent on private sector interest</li> <li>Public agency has less control over program decisions than in publicly-owned models</li> <li>Third-party operators may need to be incentivized or enforced to meet required service levels</li> <li>Limited public agency control over system branding</li> <li>Industry volatility for private operators could disrupt operations</li> </ul>
<b>Non-profit owned and operated</b>	<ul style="list-style-type: none"> <li>Non-profit organizations can be more flexible and nimbler than public agencies</li> <li>Non-profits have access to a variety of funding sources including public and private funding sources (in comparison to private operators who lack such access)</li> </ul>	<ul style="list-style-type: none"> <li>Non-profit leadership and motivation may change over time</li> <li>Fundraising is variable and requires substantial time and effort</li> </ul>

## ***Publicly Owned and Operated***

In this model, the public agency owns all assets (i.e., infrastructure and equipment including bikes, docks/stations, software) and carries all financial risk. The public agency also operates the system (i.e., performs maintenance, bicycle deployment/rebalancing, customer service, marketing, promotions, etc.) using either its own employees or in partnership with another government agency.

This model tends to have a more stable and predictable funding structure. These systems may be operated by a private vendor under a fee-for-service contract, where the public agency pays the vendor to operate the system. This model allows cities to retain control over pricing, service coverage, and equity programs, but it also means the public sector is responsible for covering any operational shortfalls. To help close funding gaps, these systems often pursue sponsorships, which are more attractive when the public agency controls branding and can offer prominent visibility across the fleet and stations.

There are very few publicly-owned and operated shared micromobility systems in North America—Trinity Metro is one example. The bikeshare program launched under a non-profit ownership and operational model in 2013, but was absorbed into the transit agency in 2021 as a way for the Trinity Metro to ensure the program complemented the transit services provided by other agency departments.

**Publicly Owned and Privately/Non-Profit Operated**

Like the publicly owned and operated model, in this model the public agency owns all assets and carries the financial risk for the program. However, the public agency contracts with a private or non-profit operator for day-to-day operations. In this model, cost and revenue responsibilities are typically negotiated through agreements or RFPs, and funding can come from a mix of user fees, public subsidies, and sponsorships.

Roaring Fork Bikeshare and PeaceHealth Rides both use this model. In the Roaring Fork Valley, the Roaring Fork Transportation Authority (RFTA) owns the equipment and contracts with the non-profit We-Cycle to manage daily operations. In Eugene, the City owns the equipment, while operations are provided by the non-profit Cascadia Mobility.

**Privately Owned and Operated**

In this model, which is the most commonly used shared micromobility business model for systems in North America, one or more private entities own all shared micromobility assets and operate the system, while the public agency grants permission and oversees the use of the right-of-way through a permit, contract, or other form of partnership agreement. The private operator typically bears the full cost of running the service and relies on user fees and sometimes advertisements to recoup costs. In these cases, agencies usually do not provide direct funding for operations. Instead, they charge permit fees to operators, which can include per-device fees, public right-of-way use fees, or performance-based incentives or penalties. These fees help cities cover administrative costs, infrastructure improvements, and enforcement efforts tied to the system—fee types are detailed in Table 6.

**TABLE 6: TYPICAL FEE TYPES FOR PRIVATELY OWNED AND OPERATED SYSTEMS**

Fee	Description
<b>Application fee</b>	Due every time an operator applies for the program or renews their permit. This fee is mostly used to pay for staff time to process the application and varies significantly between jurisdictions.
<b>Annual fee</b>	Typically a one-time, upfront fee that may be a fixed amount or assessed based on the number of vehicles deployed. This fee varies significantly between jurisdictions.
<b>Per-trip or per-device fee</b>	Ongoing fees that are often assessed monthly or quarterly depending on deployment or usage. Best practice is increasingly moving away from per device fees and towards per trip fees (usually \$0.10 - \$0.20 per trip) that are proportional to usage and incentivize both operators and agencies to support and promote the program.
<b>Security deposit/bond</b>	Some cities require operators to pay an upfront security deposit that is held in reserve until required to pay for any city resources needed to impound or relocate vehicles or address other issues.

The City of Spokane uses a privately owned and operated model for its Wheelshare program. Private operators respond to a city RFP for a permit to operate dockless shared micromobility devices. One permit is issued for a two-year term, and the selected operator pays the city an annual permit fee of \$17,000, as well as a charge of \$0.75 per device per day. In 2023, the city received \$186,000 in revenue from the Wheelshare program. Spokane currently uses the revenue to fund active transportation projects: revenue has been used for new bike racks, to construct a temporary detour route on a popular trail that was under construction, as well as to procure sidewalk decals for shared micromobility self-guided tours.

### ***Non-Profit Owned and Operated***

In this model, an existing or specially formed non-profit organization owns all bikeshare assets and operates the system, carrying the overall financial risk for the program, although often in partnership with public and private sector partners.

## **Procurement Processes**

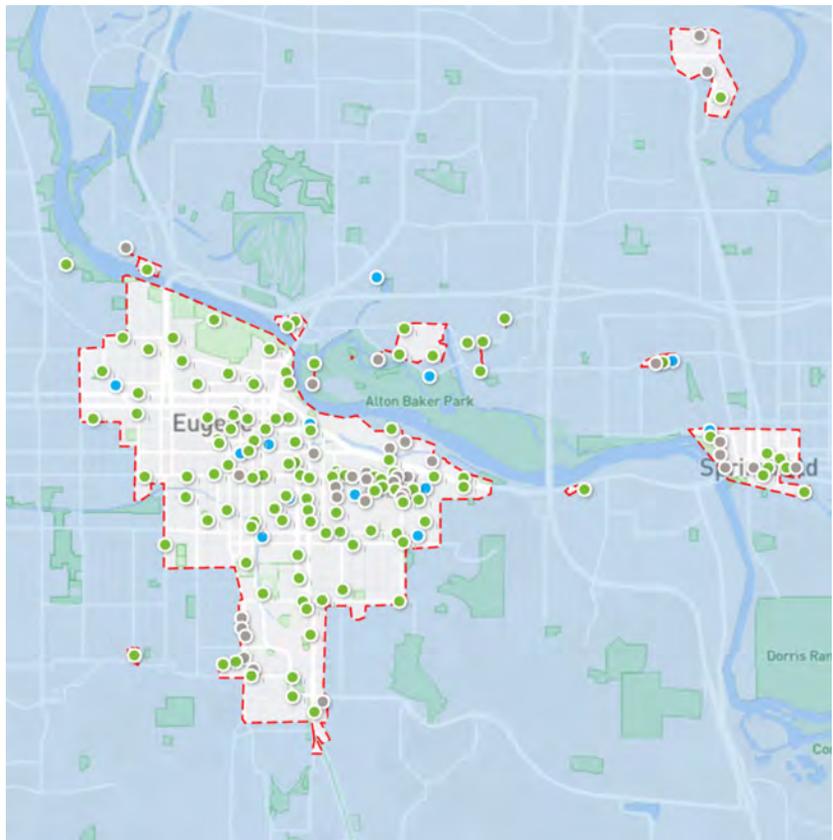
Procurement processes for shared micromobility systems vary widely depending on the system type, with publicly owned models usually requiring formal competitive bidding and contracts, while fully private systems typically operate under permit-based frameworks with less direct public oversight. Peer agencies had the following procurement experiences:

- **Spokane:** Under City Council direction, Spokane went through an RFP process in 2023 to procure one private dockless operator. Of three applicants, incumbent operator Lime was selected. Key factors in selection included Lime's previous experience providing shared micromobility in the city, provision of technology to detect and curb sidewalk-riding, and the fact that the Lime Operations Manager lived in Spokane.
- **Trinity Metro:** Although the program is managed and operated in-house (with the exception of customer service which is provided by a third-party contractor), Trinity Metro went through procurement for new equipment in 2023 when the old bikes and stations reached the end of their life. The agency put out an RFP for capital equipment and selected Lyft to launch 20 new stations and a mix of e-bikes and pedal bikes in 2025.
- **RFTA:** The current program operator (We-Cycle) had an informal agreement in the early years of the program (without a competitive procurement process), and did not enter a formal contracting process until 2023. The current service agreement between RFTA and the operator terminates in 2028, at which time RFTA will launch a competitive RFP for future operations.
- **LTD:** After conducting a feasibility study in 2013, LTD and the City of Eugene launched a competitive RFP for operations and title sponsorship. Social Bicycles (eventually acquired by Uber) won the RFP to operate the system and worked to secure the title sponsorship with PeaceHealth. However, when Uber decided to cease shared micromobility operations, the program was abruptly ended in 2020. Non-profit operator Cascadia Mobility won the City of Eugene's next competitive RFP and has been operating the system since 2021.

# Operations

## Service Area

Most often, the service area of a shared micromobility program is defined as the entire area under the jurisdiction of the regulating agency, e.g., the city boundary. However, some cities use defined boundaries that restrict operations to specific areas within a city—especially during a pilot period. These are often limited to central business districts and high-activity centers. For example, Peace Health Rides’ service area includes Downtown Eugene and Downtown Springfield, with some hubs located at major destinations like Autzen Stadium and Centennial Center in Springfield (see Figure 3: Peace Health Rides Service Area). In Spokane, the service area includes the entire city, although there are specific areas where the operator is required to reduce speeds or restrict usage, including certain parks, trails, and other large public spaces or zones.



**FIGURE 3: PEACE HEALTH RIDES SERVICE AREA**

Source: Peace Health Rides

## Parking Management

Docked systems usually have minimal parking issues, while improper parking is the most common complaint cities receive about dockless micromobility systems. While parking issues can be a major concern for cities preparing to launch shared micromobility programs, a 2020 study observing parking behaviors of 3600 shared bikes, shared scooters, and personal cars saw that only 0.8% of bikes and scooters were improperly parked, while 24.7% of motor vehicles were parked incorrectly.<sup>4</sup>

Dockless shared micromobility parking can be managed in a variety of ways. These include:

- **Designated Parking Areas:** Programs can create or expand formal parking opportunities using bike racks, on-street bike corrals, docking stations, and delineating parking areas with paint and/or stencils. Spokane requires all shared micromobility devices to be parked in the sidewalk furniture zone and has worked with operator Lime to establish designated parking areas in certain areas of downtown.
- **“Lock-to” Requirements:** Lock-to requirements are regulations that require devices to be fitted with a cable lock that has to be shown to be used to complete a trip. These are not common regulations but have been used to encourage riders to park and lock their vehicle to a bike rack

<sup>4</sup> Brown, Anne, et al. "Impeding access: The frequency and characteristics of improper scooter, bike, and car parking." *Transportation research interdisciplinary perspectives* 4 (2020): 100099.

or other parking infrastructure. However, this does require that adequate bike racks and parking opportunities be provided to be convenient to users.

- **Regulation and Enforcement:** Dockless parking policies should be clearly communicated through physical infrastructure and/or within the smartphone app. To ensure compliance with parking rules, agencies can levy fines on operators for improperly parked devices, provide incentives for proper parking behavior, include end-of-trip photo requirements from users, or require specific response times to remove or relocate devices. In Spokane, operators receive discounts on their annual fees based on the amount the operator invests in operational and technological parking innovations. Operators are also required to fine users for wrongly parked vehicles (an escalating scale of \$10 for the second violation, \$20 for the third violation, \$40 for the fourth violation and removal from the program for the fifth violation).
- **New Technologies:** Operator technology continues to advance to support improved parking behavior. For example, as of 2024, Spokane's Wheelshare program requires operators to phase in camera-based sidewalk-riding detection technology. Operators also can provide parking information and requirements on their website, including parking tips on their vehicles, or using pop-ups in their apps to remind users about proper parking.

### ***Agency Staffing Needs***

Many agencies launching a shared micromobility program underestimate the level of effort needed to set up and manage the program, and staff time tends to be driven more by the number of operators than the number of devices. Multiple departments are often involved in launching and managing a program, including procurement, contracting, planning, public works, the Mayor's Office, etc. Staff costs can include time for procurement, oversight, responding to media and public information requests, data analysis, operational coordination and communications, field checks, reporting, and other functions. Other costs can include removing or impounding vehicles, responding to community inquiries and information requests, parking enforcement, and costs to run programs and activities to promote and support the micromobility program.

Agency staffing varied across peer shared micromobility programs:

- **Trinity Metro:** Three FT office-based staff manage program oversight and administration, and three FT and one PT field staff handle operations – all staff have 100% of their time dedicated to the program
- **City of Spokane:** One FT staff spends ¼ of their time overseeing the program and private operator.
- **LTD:** There are no dedicated staff overseeing shared micromobility, but LTD plans to take on more of a leadership role in the future and anticipates more staffing needs.
- **RFTA:** One FT staff is dedicated to managing the program, along with other First and Last Mile Mobility (FLMM) projects, including the FLMM grant program.

# Equitable Access

There are multiple regulatory tools that jurisdictions can use to promote equitable access to shared micromobility. There is significant variation in the deployment of these tools, but techniques can include:

- **Equitable distribution:** Operators provide and rebalance a certain percentage of vehicles in underserved or defined “equity” zones. Under a permit system where agencies charge operators fees, agencies can incentivize operator deployment in underserved areas by reducing fees for trips that start or end in these zones. For example, Spokane requires 10% of devices to be deployed in equity priority areas with high levels of poverty and low rates of private vehicle ownership.
- **Discounted pricing:** Operators provide discounted pricing for low-income individuals—often partnering with community-based organizations and/or using already established low-income qualification programs to confirm eligibility. For example, Trinity Metro offers a low-income plan for \$10/year (compared to the standard \$125 annual membership)—see Table 7 for more information on user costs among peer agency programs.
- **Non-digital/underbanked access:** Operators provide alternative access programs for people who do not have access to a smart phone or the operator’s app or are unbanked/underbanked and need cash or pre-paid card payment options. Trinity Metro requires a credit card for access to bikeshare, as they require a \$50 hold for each rental due to concerns about vehicle theft or damage. Roaring Fork Valley Bikeshare also requires a credit card for bikeshare access. Multiple shared micromobility systems across the country do allow for cash payment options. For example, Capital Bikeshare in Washington D.C. offers individuals who qualify for low-income pricing the opportunity to apply and pay cash for a \$5 annual membership in-person at multiple retail locations across the region. Private operators like Spin and Bird offer options to purchase ride credits in cash at local retailers or use a prepaid debit card to pay.
- **Outreach/engagement with underserved communities:** Operators conduct digital and/or in-person outreach targeting underserved communities. This can include ad/social media campaigns, tabling/pop-up events, and demonstrations of micromobility devices. Agencies should ensure that underserved populations are engaged consistently and meaningfully throughout the program (not just during launch).
- **Access for users with disabilities:** Operators provide adaptive vehicles for users with disabilities or partner with other organizations that provide these services. None of the peer agencies interviewed currently provide adaptive vehicles as part of their shared fleets.

**TABLE 7: USER COSTS AMONG PEER AGENCY PROGRAMS**

Program	Standard Costs	Discounted Costs
<b>Trinity Metro Bikeshare</b>	\$2 for up to 30 minutes; unlimited 60-minute rides for a \$125 annual membership	\$10 annual membership
<b>Roaring Fork Valley Bikeshare</b>	Free for the first 30 minutes, then \$0.50/minute for pedal bikes or \$5/minute for e-bikes	N/A
<b>Wheelshare</b>	Not specified	70% discount
<b>Peace Health Rides</b>	\$1 to unlock a bike and \$0.10/minute, or 60 minutes of daily rides for a \$15 monthly membership	Free membership including free unlocks and 60 minutes of daily ride time

# Safety

Ensuring safe operations is a critical component of a shared micromobility program. Common safety concerns, current state regulations, and safety approaches from peer agencies are included below:

- **Age limits:** Younger riders may lack the experience or maturity to navigate traffic or follow local laws. Oregon state vehicle code requires riders of e-bikes and e-scooters to be at least 16 years old. Age limits are typically enforced by the operator during the rider sign up process – potential riders usually must upload a government-issued ID to prove they are old enough to use the shared micromobility device. In Spokane, shared e-scooter riders must be 18 years old.
- **Collisions and injuries:** Studies show injury severity is higher for people riding bikes than for those driving in cars. In Oregon, helmets are mandatory for all e-scooter riders unless wearing a helmet violates religious beliefs.
- **Understanding the program and rules of the road:** Operators are often required to develop outreach and education campaigns to support safe rider behavior. These campaigns can take the form of pop-up events and safety trainings, traditional and social media campaigns, and in-app education. Oregon state vehicle code does not require rider education for people riding bikes or scooters. Roaring Fork Valley Bikeshare uses multiple outreach strategies including press releases, door-to-door flyer, and pop-up events to educate new communities about the program, and Spokane dedicated \$10,000 of city funds to a “Rules to Roll” campaign as well as a self-guided tour for potential riders - see Figure 4 for an example of Rules to Roll messaging.
- **Riding on the sidewalk:** Many agencies have concerns about conflicts between pedestrians and shared micromobility riders. A study that reviewed micromobility rider behaviors in Salt Lake City, UT and Tucson, AZ found that riders are less likely to ride on the sidewalk when bike lanes are available, and those who predominately rode on a sidewalk were 151% more likely to report experiencing a crash than those who rode in bike lanes.<sup>5</sup> Oregon state vehicle code prohibits riding e-bikes on sidewalks, and e-scooters are only allowed to ride on sidewalks to enter or leave adjacent properties.

FIGURE 4: EDUCATIONAL COLLATERAL FROM SPOKANE’S RULES TO ROLL CAMPAIGN



<sup>5</sup> Currans, Kristina M., et al. "Scooting to a New Era in Active Transportation: Examining the Use and Safety of E-scooters." *National Institute for Transportation and Communities* (2022).

## Data Sharing

Shared micromobility vehicles can produce a wealth of data for cities to monitor the program, adapt regulations, and make informed decisions about the use of the public right-of-way. In addition to regular “static” reports that cities may require of operators for updates on the program, there are two data specifications that provide real-time data and make up the application programming interfaces (APIs) that are most frequently required by agencies:

- **General Bikeshare Feed Specification (GBFS):** Originally developed for docked bikeshare systems, this API reports real-time location and battery charge of available dockless vehicles and is often used to develop user apps to find available vehicles. GBFS does not include data on vehicles while in-use or historical data. In 2023, 71% of agencies with shared micromobility programs in North America required GBFS data feeds from operators.<sup>6</sup>
- **Mobility Data Specification (MDS):** In addition to real-time location and battery charge of available dockless vehicles, MDS also includes information about unavailable vehicles and can include real-time and historical data about trip origins, destinations, and some “breadcrumb” data about the routes taken by users recorded by GPS units on the micromobility vehicles. Agencies require MDS feeds less often than GBFS feeds.

Peer agencies currently depend on third parties for their data needs—Trinity Metro Bikeshare’s operator Lyft uses a proprietary cloud-based management software called Comet to share data with the agency, RFTA requires monthly data-sharing from operator We-Cycle in their contract, and the City of Spokane contracts with data aggregator Ride Report for an interactive dashboard that includes live data. The Ride Report contract costs \$15,000 per year, which Spokane considers worthwhile because it provides independent oversight of their operator and offers immediate access to data, eliminating the need to request information directly from the company each time it’s needed.

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<sup>6</sup> North American Bikeshare and Scootershare Association (NABSA) (2024): *5th Annual Shared Micromobility State of the Industry Report*.

# Transit Integration

Shared micromobility is increasingly viewed as an important first- and last-mile connection to transit; deploying vehicles and providing parking at or adjacent to transit stations can contribute to higher ridership.<sup>7</sup> The Institute for Transportation and Development Policy recommends the following methods to better integrate shared micromobility with public transit:<sup>8</sup>

- **Physical Integration:** Shared micromobility vehicles should be available in close proximity or visible to transit. This can include designated parking areas at bus stops and transit centers, active transportation infrastructure that connects to transit, or mobility hubs where multiple modes of transportation are available. For example, Trinity Metro Bikeshare has a bike/scooter station at every rail station in Fort Worth. In Spokane, the operator Lime is coordinating with the Spokane Transit Authority to deploy e-scooters near transit stops.
- **Payment and Fare Integration:** Payment integration allows users to reserve, transfer between, and pay for multiple modes of transportation. This can be costly and time-consuming to implement but can be (at least partially) achieved using smart/RFID cards, mobile payment apps, or reduced fare transfers. While none of the peer agencies have integrated shared micromobility payments with transit payments yet, all expressed that it is a future goal.
- **Informational Integration:** Clear, accessible information is key for informed trip-making decisions. Wayfinding signage, trip-planning applications (optimized for mobile use), and multimodal maps in public transit stations can promote use of micromobility. RFTA is currently working on a transportation map that includes fixed-route transit routes, on-demand microtransit service areas, bikeshare stations, and bike routes.
- **Institutional Integration:** Cooperation across departments, agencies, organizations, and levels of government can increase opportunities to integrate micromobility with transit. Expanding micromobility service areas beyond city partners can improve access and align with regional transit routes. In the Washington D.C. region, the MPO, seven local and regional jurisdictions, and the local transit agency work together to support the regional bikeshare program. This collaboration includes joint applications for federal funding to expand bikeshare, data-sharing, coordination on bikeshare station siting near transit, and general check-ins and meetings to ensure that bikeshare is included in ongoing transportation projects.

7 Abouelela, M., Chaniotakis, E., & Antoniou, C. (2023). Understanding the landscape of shared-e-scooters in North America; Spatiotemporal analysis and policy insights. *Transportation research part A: policy and practice*, 169, 103602.

8 Institute for Transportation and Development Policy. (2021). *Maximizing Micromobility: Unlocking Opportunities to Integrate Micromobility and Public Transportation*.

CHAPTER

# 2

## Existing Conditions Analysis

This chapter examines key factors influencing the successful deployment and use of shared micromobility in the Salem-Keizer region. It evaluates population density and geographic patterns to identify areas likely to support ridership, demographic characteristics that may shape travel behavior and mode choice, and active transportation infrastructure to assess network safety and connectivity. Major destinations are analyzed to understand potential trip demand, and opportunities to integrate with the Cherriots transit system are explored to strengthen first- and last-mile connections.

## History Of Shared Micromobility

Non-profit Ride Salem previously operated a bikeshare program in the City of Salem from 2019-2022, with vendor Zagster supplying pedal bikes and providing online app services. When the pilot shared micromobility program ended in the summer of 2020, Ride Salem acquired the equipment from Zagster to continue to provide bikeshare services. The program did not receive ongoing financial support from the City of Salem, though the city waived right-of-way permit fees, and Ride Salem relied largely on donations and limited sponsorships. The program was limited in scale, with approximately 20 bikes across five stations, all located in Downtown Salem. This low station density and constrained geographic coverage resulted in a fragmented network that did not support spontaneous trips or reliable system access. Over time, persistent challenges (including theft and vandalism, ongoing maintenance demands, missing equipment, and limited non-profit staff capacity) undermined the program’s viability. Ride Salem ceased operations and dissolved in September 2022.<sup>9</sup>

Currently, four other jurisdictions in Oregon have ongoing shared micromobility programs. See Table 8 for a summary of locations, operators, and types of shared micromobility.

**TABLE 8: OTHER SHARED MICROMOBILITY PROGRAMS AND VEHICLE FLEETS IN OREGON**

City	Program	Operators	Vehicle Types		
			Pedal bikes	E-bikes	E-scooters
<b>Bend</b>	E-scooter program	Bird		x	x
<b>Eugene</b>	PeaceHealth Rides (bikeshare)	Cascadia Mobility	x		
<b>Medford</b>	E-scooter program	Bird			x
<b>Portland</b>	BIKETOWN (bikeshare), E-scooter program	Lime and Lyft		x	x

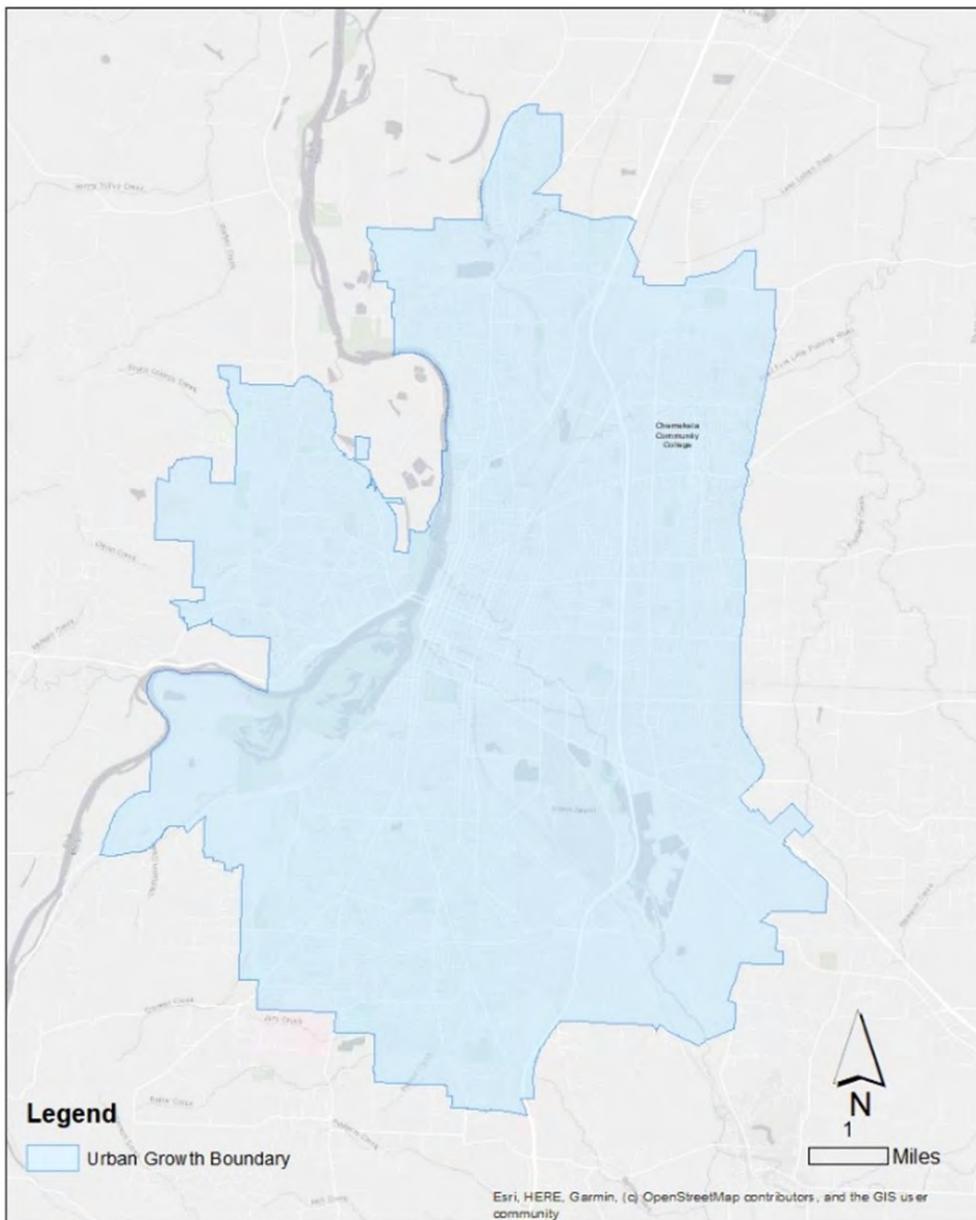
<sup>9</sup> Alex Hasenstab, “Salem’s bike share program dead after vandalism and theft,” OPB, Sept. 8, 2022, <https://www.opb.org/article/2022/09/08/bike-share-ride-salem-nonprofit-bicycle/>

# Population and Geography

Cherriots serves the Salem-Keizer Urban Growth Boundary (UGB), which includes the Cities of Salem, Keizer, and parts of unincorporated Marion County. The Salem-Keizer UGB is situated on the Willamette River, with most of the population east of the river. The UGB population was 268,331 as of the 2020 Census, with a population density of 3,692 people per square mile. According to the City of Salem’s Comprehensive Plan, the population in the Salem-Keizer UGB is expected to grow to 319,203 by 2035.<sup>10</sup>

**FIGURE 5: SALEM URBAN GROWTH BOUNDARY**

Source: Mid-Willamette Valley Council of Governments.



10 Salem Area Comprehensive Plan. <https://www.cityofsalem.net/home/showpublisheddocument/5142/637969534610430000>

### **Population Density**

Higher population density indicates higher potential ridership for shared micromobility—the Salem-Keizer UGB’s population density of 3,692 people per square mile is within range of the other jurisdictions in Oregon operating shared micromobility (see Table 9).

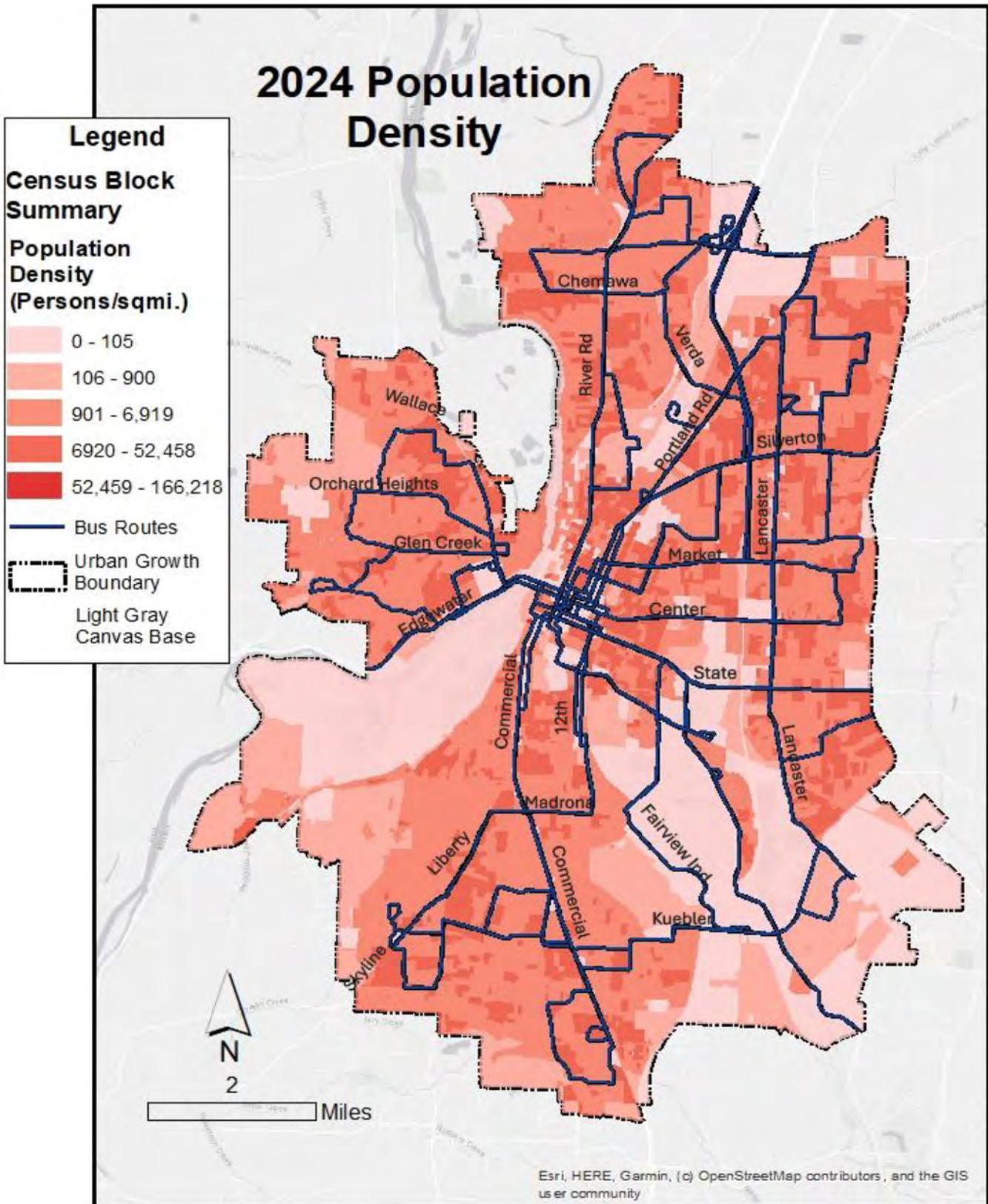
**TABLE 9: 2020 POPULATION DENSITIES IN PEER CITIES WITH SHARED MICROMOBILITY.**

Source: 2020 US Census.

<b>Peer City Service Areas</b>	<b>Population Density (persons per square mile)</b>
<b>Salem-Keizer UGB</b>	<b>3,692</b>
<b>Aspen, Snowmass Village, Basalt, Willits, El Jebel, and Carbondale, CO</b>	628
<b>Bend, OR</b>	2,950
<b>Eugene, OR</b>	3,998
<b>Fort Worth, TX</b>	2,898
<b>Medford, OR</b>	2,978
<b>Portland, OR</b>	4,888
<b>Spokane, OR</b>	3,330

The population of the UGB is concentrated in West Salem, south of downtown between Commercial Street and 12<sup>th</sup> Street, along Liberty Road S, and east of Downtown, especially in the Lancaster Drive corridor. (See Figure 6). There is also significant population density in the City of Keizer, north of Salem.

**FIGURE 6: SALEM UGB POPULATION DENSITY.**  
 Source: Cherriots 2024 Needs Assessment Report; Census ACS 2018-2022.



# Employment Density and Commute to Work Modes

## ***Employment Density***

Employment density is a key indicator of potential demand for shared micromobility— especially commuters traveling from home-to-work, to access public transit, or to run errands or make social trips through the day or after work.<sup>11</sup> Generally, there is a strong concentration of employment in downtown Salem, and along Lancaster Drive (see Figure 7). Slightly lower levels of employment density are also located in West Salem and in Keizer (specifically in the Greater Gubser neighborhood and the Greater Northeast Keizer neighborhood).

## ***Commute to Work***

In 2023, a quarter of all shared micromobility trips in North America were taken to commute to work or school, demonstrating that shared micromobility can serve practical, everyday travel needs in addition to fun and recreation.<sup>12</sup> According to the 2024 Cherriots Community Value Survey, the vast majority of residents still commute by driving alone (80 percent), with only a small fraction currently walking, biking, or using transit. This mode split highlights a significant untapped market for shared micromobility—especially for short- to medium-distance commutes that may not be well-served by fixed-route transit or are too far to walk comfortably.

A third of Community Value Survey respondents reported that their commute takes less than 15 minutes. While the survey did not link commute time to mode choice, these short trip durations suggest strong potential for active transportation options, including shared micromobility. Nationally, more than half of all trips are under six miles—well within the typical range for e-bikes and scooters—highlighting the opportunity to shift a meaningful share of these short commutes away from driving and toward more sustainable, flexible modes.<sup>13</sup>

Of people who ride Cherriots on weekdays, more than one in 10 riders (almost 12%) indicated they have a transfer when traveling. Transit trips that include transfers can dissuade people who are more familiar and comfortable with direct trips via car. Shared micromobility is an option that can replace vehicular trips and also provide an alternative for transit users who would otherwise need to transfer.

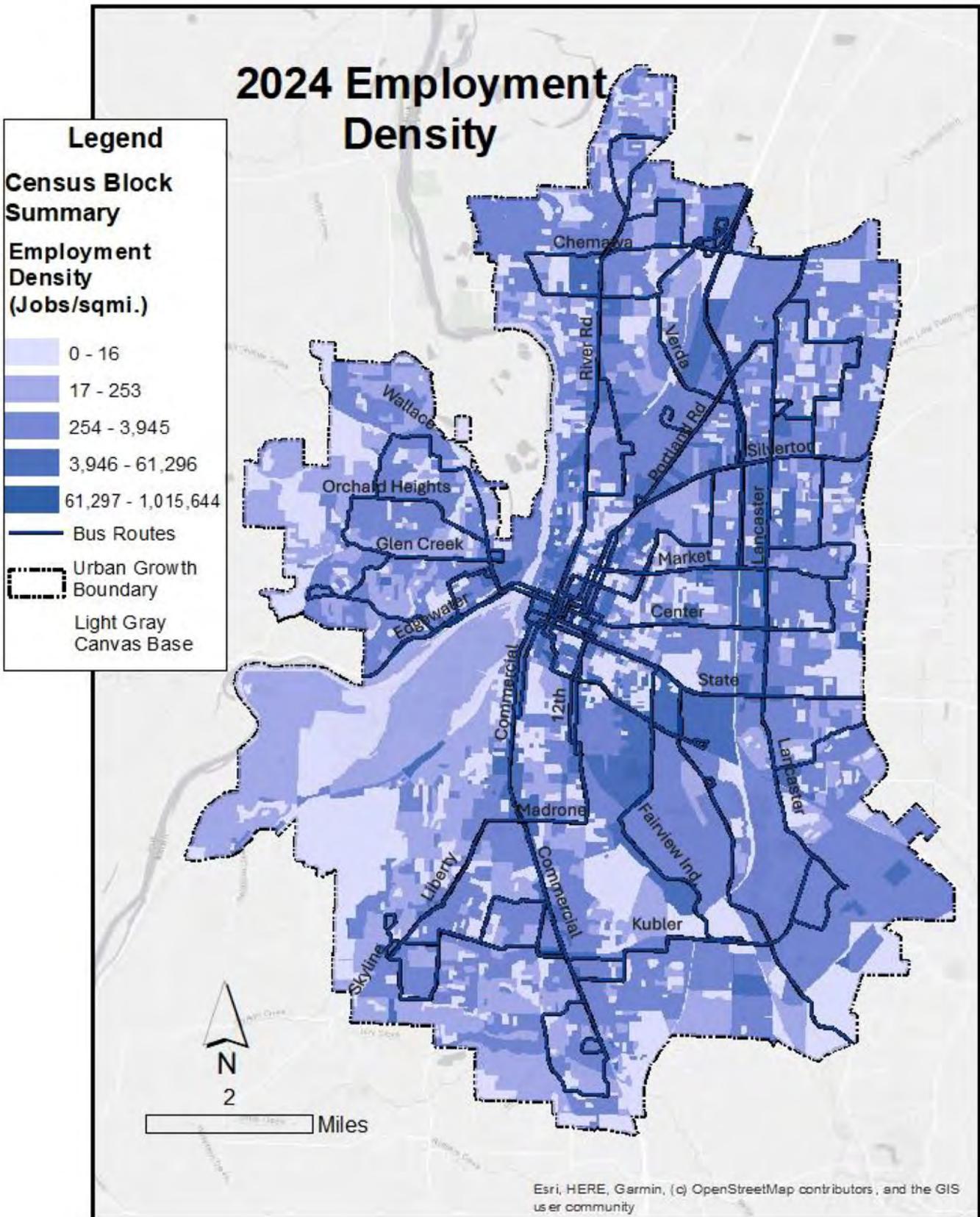
11 Guo Y, Yang L and Chen Y (2022) Bike Share Usage and the Built Environment: A Review. *Front. Public Health* 10:848169. doi: 10.3389/fpubh.2022.848169. Accessed March 16, 2025. <https://www.frontiersin.org/journals/public-health/articles/10.3389/fpubh.2022.848169/full>

12 North American Bikeshare and Scootershare Association. (2023). 4th Annual Shared Micromobility State of the Industry Report – 2023.

13 Source: Oak Ridge National Laboratory, 2022 National Household Travel Survey. Accessed March 16, 2025. <https://afdc.energy.gov/data/10318>

FIGURE 7: EMPLOYMENT DENSITY.

Source: Cherrits 2024 Needs Assessment Report; Census ACS 2018-2022.



## Land Use and Key Regional Destinations

Successful shared micromobility operations thrive in areas with higher-density, mixed-use land uses that generate frequent, short trips—such as commercial corridors, downtowns, transit hubs, and neighborhoods with multi-family housing.<sup>14</sup> These environments offer a steady flow of potential riders, support short travel distances, and provide a rich mix of destinations that make micromobility a convenient and attractive option.

The Salem-Keizer UGB is made up of a mixture of land uses. Areas with land use and destinations aligned with the features highly supportive of shared micromobility include:

**Downtown Salem:** Downtown Salem includes a mix of retail, restaurants, entertainment, as well as more than 30 miles of trails for walking, running, and biking.

- **Commercial centers east of Portland Rd NE (Salem):** This area includes the Lancaster Drive corridor, Willamette Town Center, shopping centers, and large grocery stores, as well as multi-family housing.
- **Commercial Street SE and Fairgrounds Road NE/Silverton Road NE (Salem):** These corridors have a significant number of commercial destinations, such as restaurants, grocery stores, and shopping centers, as well as multi-family housing.
- **River Road NE (Keizer):** This corridor functions as a mixed-use spine through Keizer, with commercial development and multi-family residences directly accessible from the corridor, and single-family housing nearby.
- **Cherriots has a core network of streets** which receive frequent transit service, offering opportunities for first-last mile connections using shared micromobility.

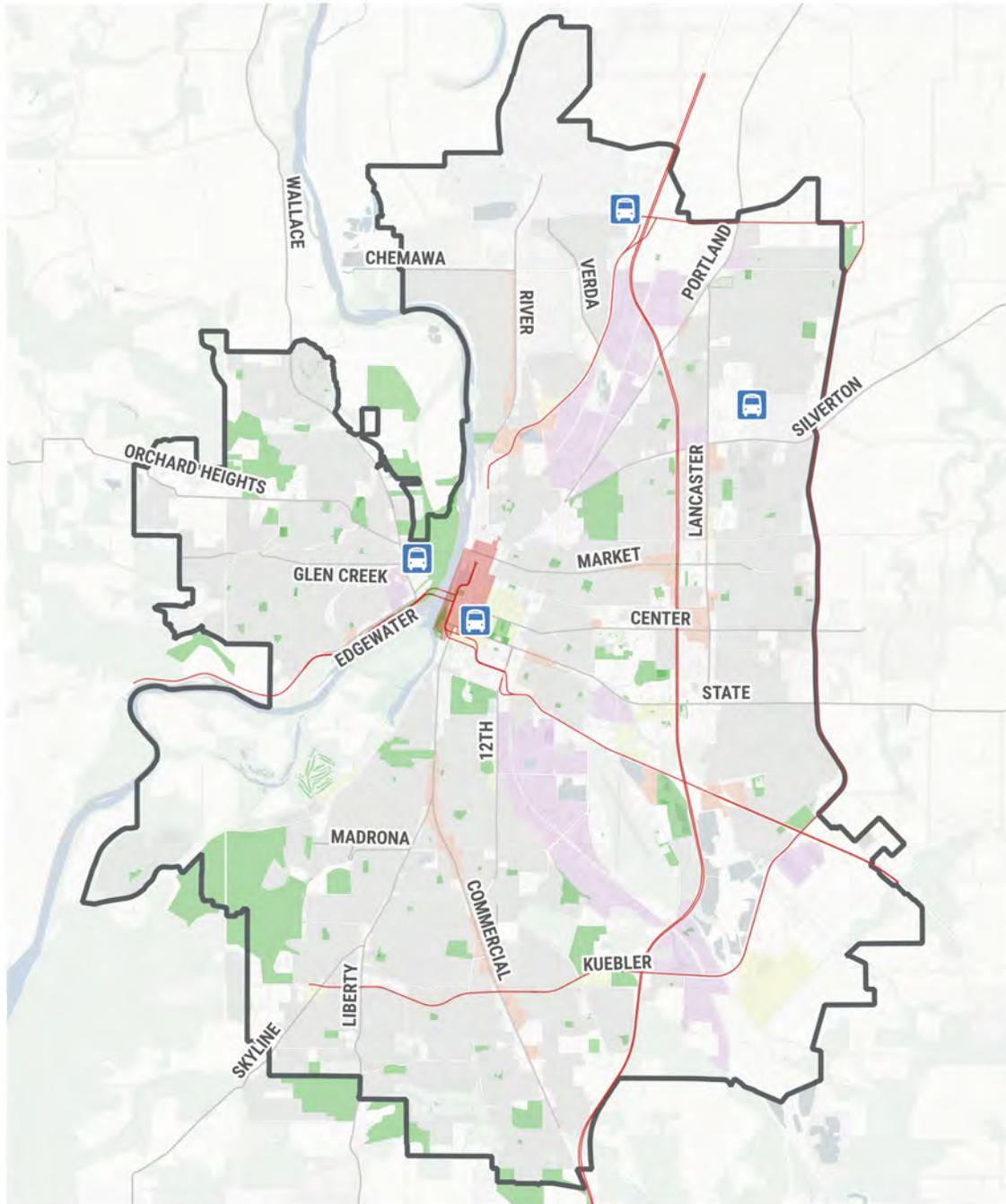
Key regional destinations that could serve as trip generators for shared micromobility are listed below and reflected in Figure 8:

- **Downtown Transit Center and Keizer Transit Center:** Transit centers serve as key nodes in the transportation network, often where multiple transportation modes converge. Shared micromobility can help extend the reach of transit by filling first- and last-mile gaps. The Downtown Transit Center serves over 20 Cherriots routes, while the Keizer Transit Center serves five Cherriots routes.
- **The State Capitol and state department buildings:** Salem serves as a hub for Oregon's state government—there are up to 20,000 state employees who work out of state agencies located in Salem.
- **Willamette University, Chemeketa Community College, and Corban University:** College campuses are consistently strong trip generators for shared micromobility due to their dense populations and high travel demand.

<sup>14</sup> Hossein Sabbaghian, M., Llopis-Castelló, D., & García, A. (2023). A safe infrastructure for micromobility: the current state of knowledge. *Sustainability*, 15(13), 10140.

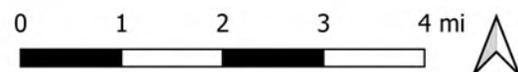
**FIGURE 8: SALEM AND KEIZER LAND USE AND TRANSIT CENTERS.**

Source: Cherriots and Open Street Map



**Salem Area Land Use**

- Urban Growth Boundary
- Parks and Open Space
- Downtown Salem
- Residential Area
- Retail Area
- Transit Centers and High-Use Bus Stops
- Commercial Area
- Industrial Area



# Demographics

Shared micromobility access can improve mobility for historically underserved communities, including low-income and minority populations, by providing a flexible, and convenient transportation option for short trips, creating a first-last mile connection to transit and reducing reliance on personal vehicles or costly ride-hailing services.

Jurisdictions across North America require shared micromobility operators to provide a wide range of equity initiatives and programs to support access to the services, including discount programs (90% of all programs), alternative payment options that support individuals who are unbanked or without credit cards (72%), education and outreach programs (69%), geographic distribution policies to underserved areas (67%), equitable hiring processes (69%), and adaptive vehicles to support riders with mobility challenges (31%).<sup>15</sup>

## **Low-Income Households**

Figure 9 illustrates the spatial distribution of low-income households (earning 200% or less of the Federal Poverty Level). The map highlights a high concentration of these households near Silverton Road NE, Lancaster Drive, and Portland Road, spanning the unincorporated community of Hayesville, the North Lancaster neighborhood, and extending south to approximately State Street. Other areas with significant low-income populations include South Salem (between Liberty Road and Commercial Street), West Salem, and the City of Keizer.

## **Minority Populations**

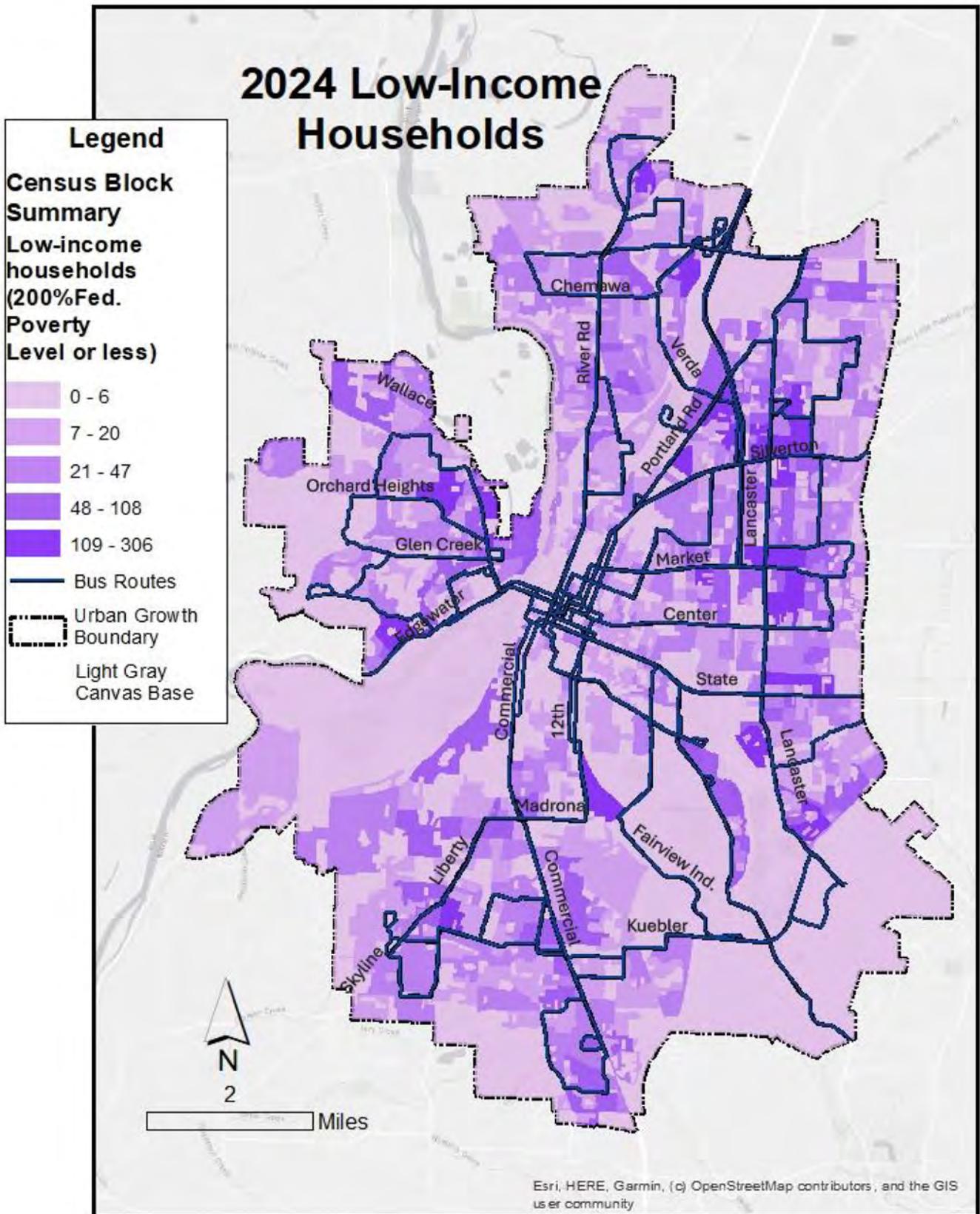
Minority populations are concentrated east of Lancaster Drive, approximately in Hayesville, North Lancaster, and East Lancaster (see Figure 10). There are also less dense concentrations in West Salem and Keizer. The term “minority population” in the Cherriots 2024 Needs Assessment Report is not defined but is assumed to be non-white.

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<sup>15</sup> North American Bikeshare and Scootershare Association. (2023). *4th Annual Shared Micromobility State of the Industry Report – 2023*.

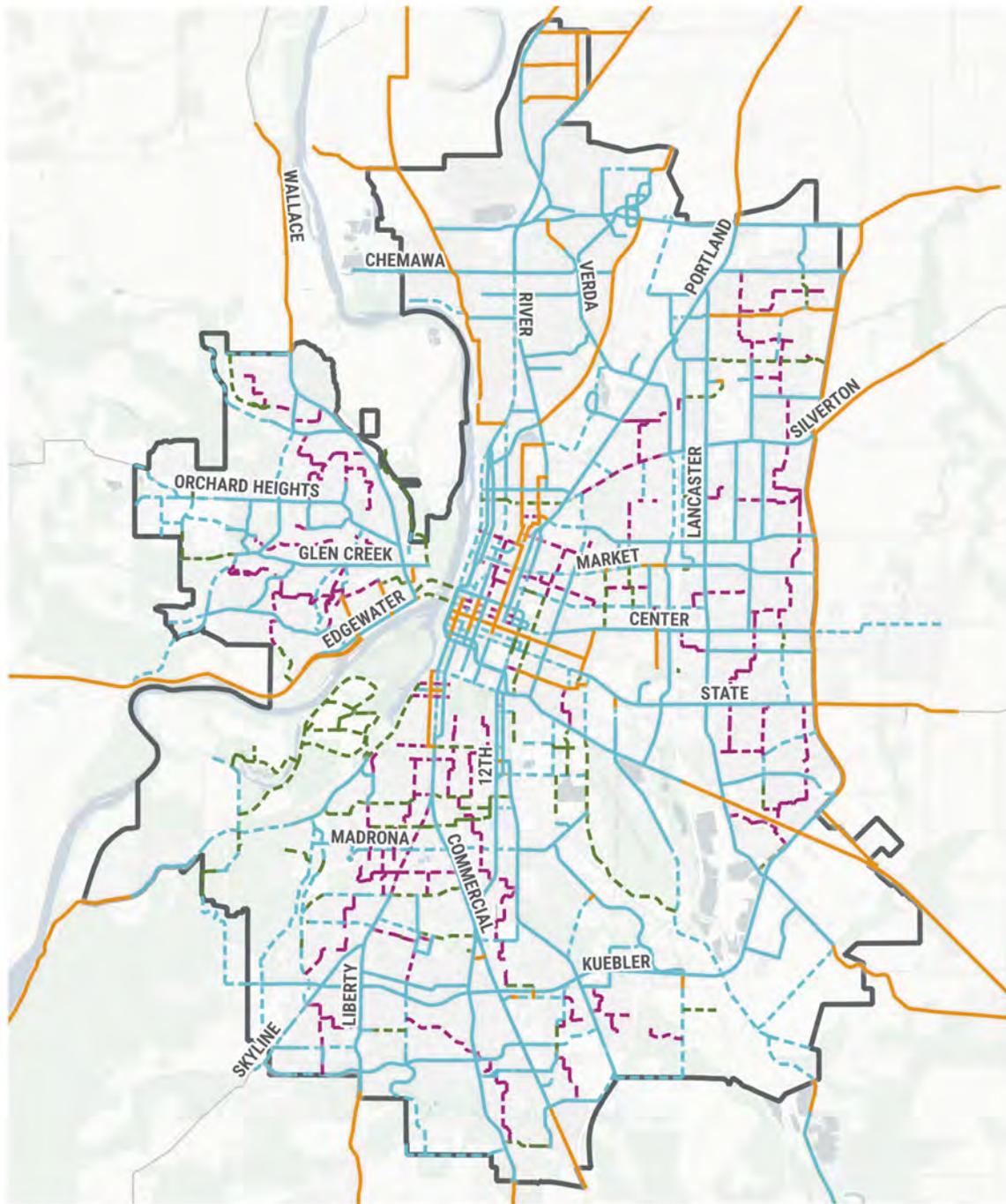
FIGURE 9: LOW-INCOME HOUSEHOLDS.

Source: Cherrlots 2024 Needs Assessment Report; Census ACS 2018-2022



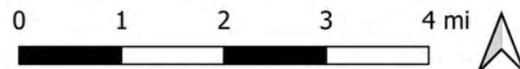
**FIGURE 10: MINORITY POPULATIONS.**

Source: Cherrits 2024 Needs Assessment Report; Census ACS 2018-2022



**Salem Area Bike Lanes and Shared Use Paths**

- Urban Growth Boundary
- Existing or Funded Bike Lanes
- Existing or Funded Bike Route
- Existing or Funded Shared Use Path
- Proposed Shared Use Path
- Proposed Bike Improvement
- Proposed Bike Lane
- Proposed Bike Route



# Active Transportation Infrastructure

A high-quality network of active transportation infrastructure helps support riders of all ages and abilities. Without this foundational infrastructure, riders may face gaps in the network, unsafe conditions, or circuitous routes that discourage use.

## ***Existing Infrastructure***

Most active transportation infrastructure in the Salem-Keizer UGB consists of a striped bike lane, either adjacent to the curb or in between parallel parked cars and the travel lane (also called a “parking-protected bike lane”, as seen on Union St NE in downtown). Most existing bike facilities are on arterial or collector streets, which can provide direct and efficient routes to major destinations but are often high-stress environments for people riding bikes. See Figure 12 for a map of bikeways in the UGB.

North/south bikeway connectivity through downtown and throughout Salem is currently limited. Some north/south bikeways abruptly drop, such as Capitol Street NE, while others include shared lane markings without other traffic calming infrastructure or signage to support that street as a low-stress bikeway. The Willamette Valley Scenic Bikeway connects Keizer to Salem along a low-stress route that includes Cherry Avenue, Maple Avenue, and Winter Street. The City of Salem has developed some infrastructure to support major arterial street crossings of this north/south bikeway, including a bicycle signal at the intersection of Cherry Avenue & Salem Industrial Pkwy. While these connections exist, additional infrastructure considerations, such as pavement quality, should be considered as part of the user experience. In the City of Keizer, River Road N, a key north/south street has a curb-tight bike lane, but it is not continuous. Verda Lane NE/Hyacinth Street NE, as well as Cherry Avenue NE, are other north/south connections in Keizer. East/west bikeway connectivity is also limited: Bikeways along State Street and Center Street drop off as they approach Downtown Salem, and the City of Keizer has very few east/west connections.

There are limited bridge connections across the Willamette River to access West Salem on a bicycle: Marion St bridge, Center St NE, and the Union Street Railroad Bridge. Marion and Center St bridges have a narrow-shared use path, and the Union Street Railroad Bridge is a car-free bridge across the river. All three bridges are concentrated in one location, which limits connectivity.

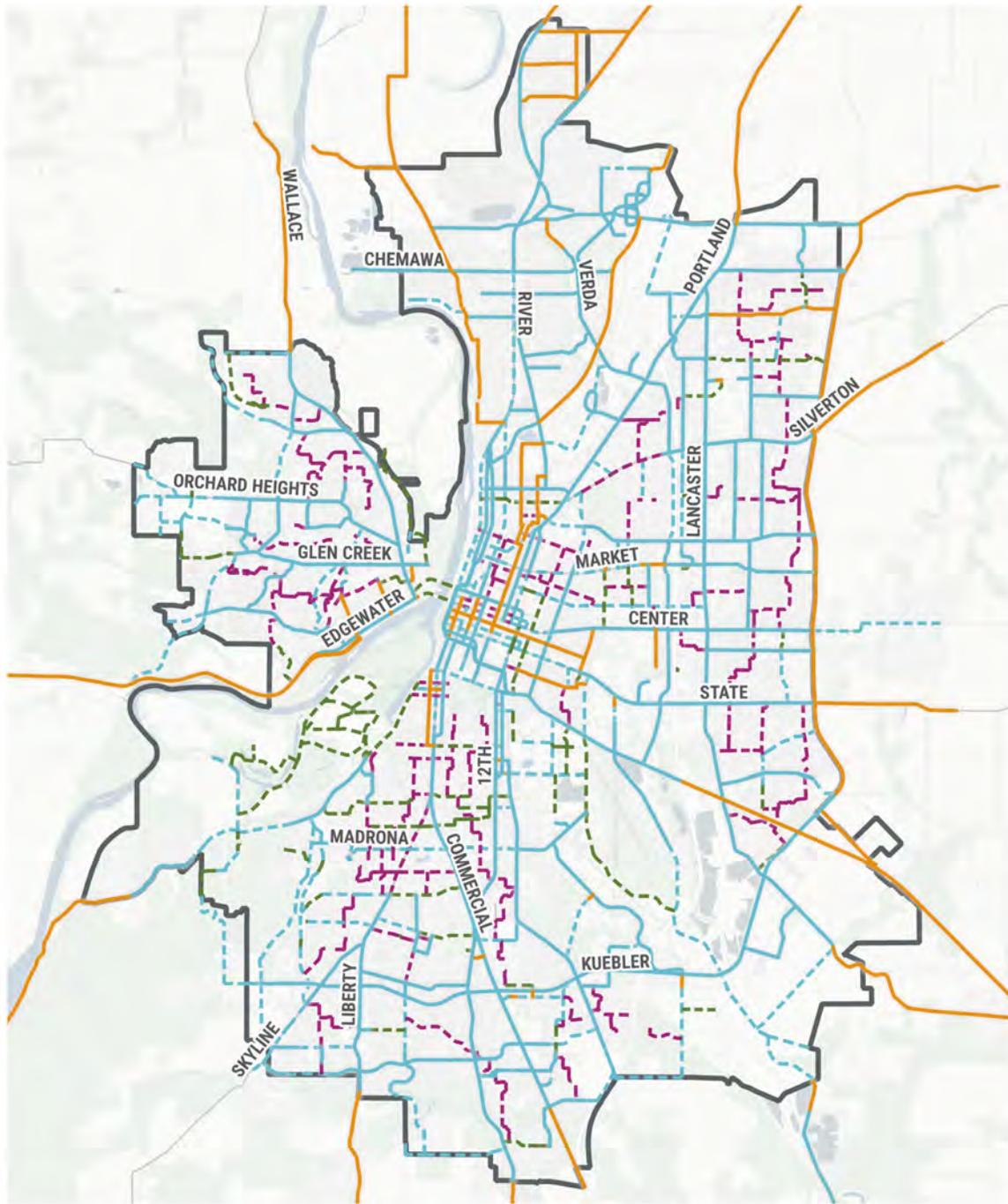
Most proposed active transportation facilities in the Salem-Keizer UGB are located east of Interstate 5, such as the North Lancaster and East Lancaster neighborhoods, and south of Mission Street SE (South Central Salem neighborhood, Morningside neighborhood, and Sunnyslope neighborhood). Proposed facilities include bike routes, enhanced bikeways, bike lanes, family-friendly bike lanes, and shared use paths.

## ***Topography***

Steep and varied topography can be a barrier for active transportation use, but electric-powered shared micromobility devices can help minimize topographic challenges. Most of the topography of the Salem-Keizer UGB is flat, making it supportive of people using non-electric modes of active transportation. However, there are significant topographic changes and steep hills in West Salem (west and north of Piedmont Ave NW) and in southern West Salem. (See Figure 13 for a topographic map).

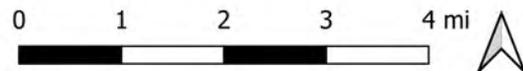
**FIGURE 12. MAP OF EXISTING BIKE FACILITIES AND SHARED USE PATHS.**

Source: Cherriots.



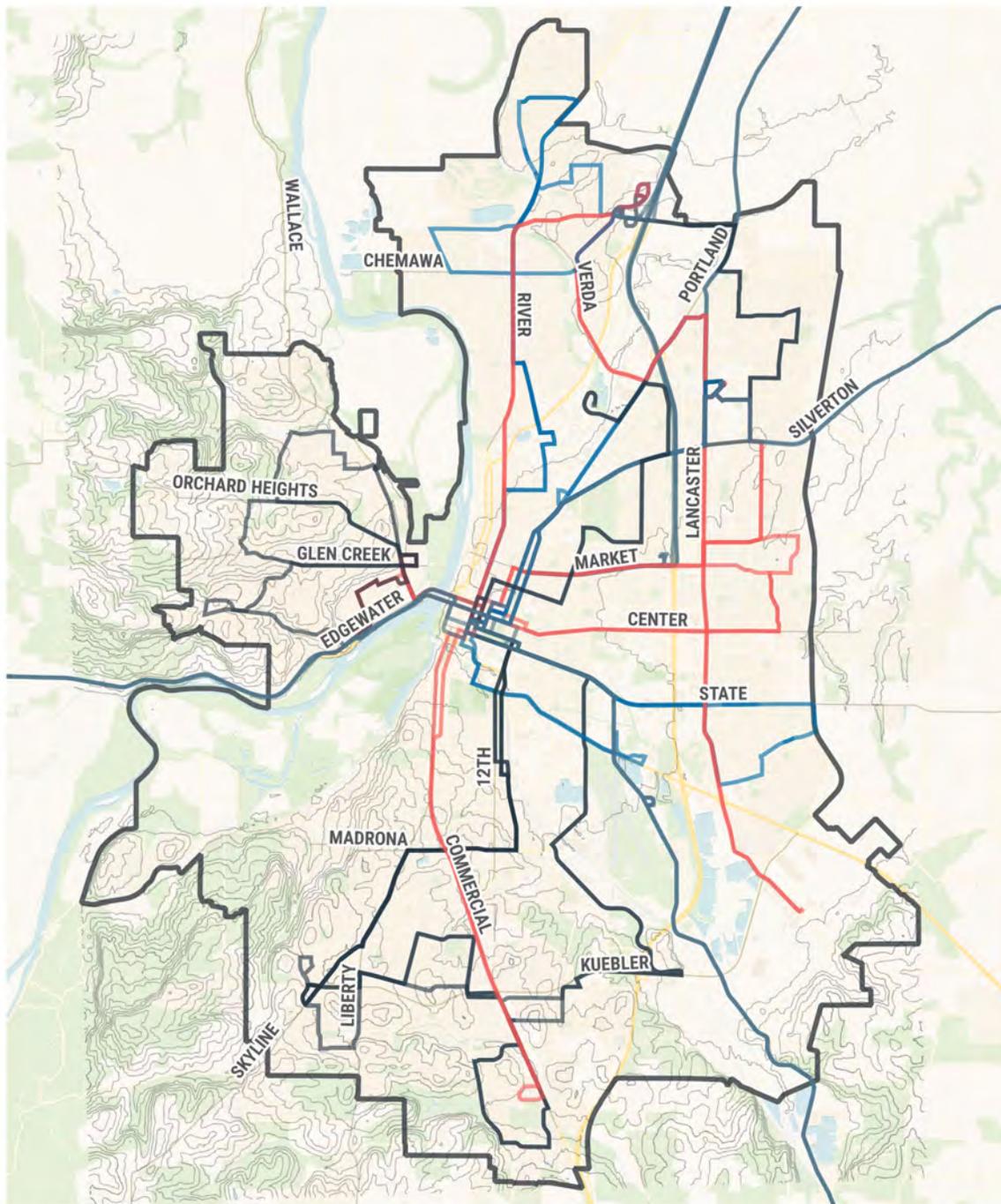
**Salem Area Bike Lanes and Shared Use Paths**

- Urban Growth Boundary
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- Existing or Funded Shared Use Path
- Proposed Shared Use Path
- Proposed Bike Improvement
- Proposed Bike Lane
- Proposed Bike Route



**FIGURE 13: TOPOGRAPHY AND TRANSIT SERVICE IN SALEM UGB.**

Source: Cherriots.



**Salem Topography Map**

Urban Growth Boundary

Cherriots Bus Lines

Contour Lines (50 ft interval)



## Transit

Shared micromobility can be an important first- and last-mile connection to transit, and deploying shared micromobility devices adjacent to transit stations can contribute to higher ridership.<sup>16</sup> Ideal locations for shared micromobility include transit centers, major bus stops in commercial corridors, and transit stops near colleges, large employers, or mixed-use residential developments.

Figure 14 maps the local route system, and Table 10 summarizes local Cherrriots routes within the Salem-Keizer UGB, including their frequency, ridership, and share of total system boardings and alightings (based on 2024 data). Route 11 (Lancaster/Verda) had the highest ridership in 2024, accounting for around 15 percent of system boardings. This north-south route serves key destinations including the Keizer Transit Center, Chemeketa Community College, and Cordon Road, traveling through dense residential and commercial areas. Route 21 (South Commercial) follows as the second highest, with 12 percent of system boardings. It connects the Downtown Transit Center to residential and commercial areas along Commercial Street S.

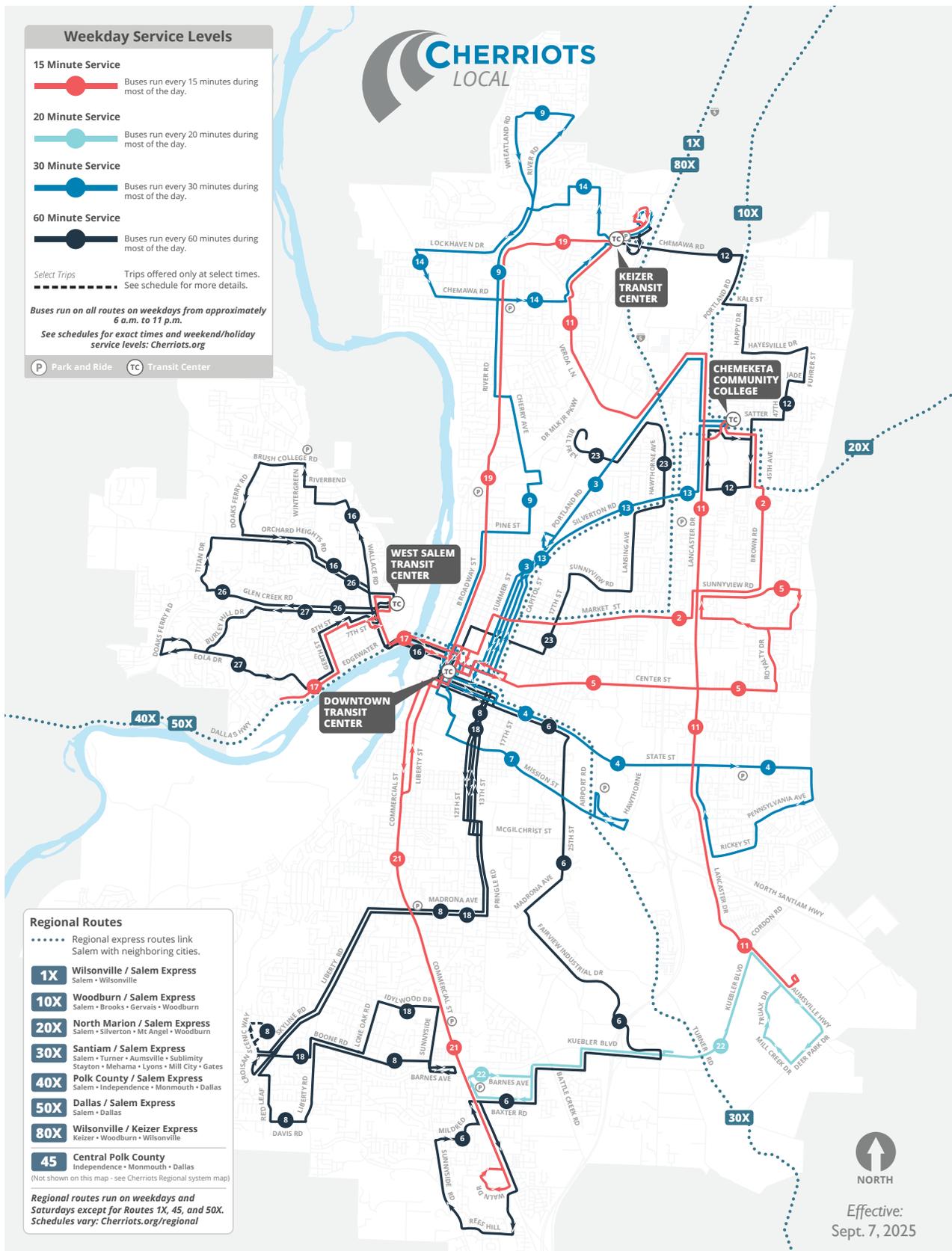
The top five transit stations for boardings and alightings in 2024 were the Downtown Transit Center, Chemeketa College, Keizer Transit Center, West Salem Transit Center, and Lancaster @ Sunnyview (serving Route 11). Other high-ridership stops are located along the Lancaster Drive corridor.

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<sup>16</sup> Mohamed Abouelela, Emmanouil Chaniotakis, Constantinos Antoniou, Understanding the landscape of shared-e-scooters in North America; Spatiotemporal analysis and policy insights, Transportation Research Part A: Policy and Practice, Volume 169, 2023,103602, ISSN 0965-8564, <https://doi.org/10.1016/j.tra.2023.103602>.

**FIGURE 14. MAP OF LOCAL CHERRIOTS SERVICE.**

Source: Cherrriots



**TABLE 10: 2024 ANNUAL CHERRIOTS RIDERSHIP BY ROUTE AND FREQUENCY**

Frequency	Route		# Boardings	% of Total	# Alightings	% of Total
15 min	11	Lancaster/Verda	345,023	15.6%	316,625	14.7%
15 min	21	South Commercial	272,714	12.3%	262,669	12.2%
15 min	19	Broadway/River Rd	240,143	10.8%	236,454	11.0%
15 min	5	Center St	183,465	8.3%	188,479	8.8%
15 min	2	Market/Brown	169,125	7.6%	171,114	8.0%
30 min	4	State St	144,080	6.5%	132,347	6.2%
15 min	17	Edgewater St	122,076	5.5%	121,437	5.6%
30 min	3	Portland Rd	113,093	5.1%	98,896	4.6%
30 min	13	Silverton Rd	104,849	4.7%	113,531	5.3%
60 min	8	12 <sup>th</sup> /Liberty	99,380	4.5%	96,740	4.5%
30 min	9	Cherry/River Rd	99,311	4.5%	95,074	4.4%
60 min	18	12 <sup>th</sup> /Liberty	75,360	3.4%	79,156	3.7%
30 min	7	Mission St	66,487	3.0%	67,512	3.1%
60 min	6	Fairview Industrial	46,260	2.1%	52,176	2.4%
60 min	16	Wallace Rd	44,231	2.0%	35,154	1.6%
60 min	23	Lansing/Hawthorne	36,877	1.7%	34,802	1.6%
30 min	14	Windsor Island Rd	25,416	1.1%	21,116	1.0%
60 min	12	Hayesville Dr	14,110	0.6%	12,572	0.6%
60 min	27	Glen Creek/Eola	8,673	0.4%	8,355	0.4%
60 min	26	Glen Creek/Orchard Heights	8,052	0.4%	7,769	0.4%
Totals			2,218,725	100%	2,151,978	100%

## Existing Electric Vehicle Charging Infrastructure

Electric charging is a significant element of shared micromobility. With the rise of electric vehicles (EVs), there is an opportunity to tie shared micromobility charging into EV charging systems.

Charging electric shared micromobility devices (e-scooters and e-bikes) currently operates differently from EV charging – most shared e-scooters and e-bikes are charged through battery-swaps or out-of-field charging. These methods are resource-intensive and cost-intensive for the operators of shared micromobility. Charging stations for shared micromobility are a relatively recent development, but there is an opportunity to leverage installation of EV charging and co-locate and install shared micromobility charging at the same time. For example, the City of Vancouver’s Public Realm Electrification Program plans for electrified bikeshare stations alongside EV-charging, food truck connections and other uses.

The Oregon Department of Transportation (ODOT) [EV Infrastructure Planning Map](#) visualizes Census tracts that are ranked by priority for Level 2 chargers and also maps the location of existing public and private chargers as of November 2022. A significant portion of the Salem-Keizer UGB was designated as “High Priority (80%)” or “Medium Priority (70%)”. Currently, public Level 2 chargers and Fast Chargers are scattered across the UGB, with most chargers concentrated in downtown and along Highway 99E/22. Future installation of EV charging should consider the feasibility of shared micromobility charging capabilities.

Salem and Keizer are part of the Climate-Friendly and Equitable Communities, a state program that supports carbon reduction, increased transportation and housing choices, and equitable land use decisions in regions with populations over 50,000 people. One of the rules of this program (per OAR 660-012-0410) includes requiring new housing and mixed-use development with at least five units to include electrical conduit to 40% of parking spaces.<sup>17</sup>

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<sup>17</sup> Climate-Friendly and Equitable Communities. <https://www.oregon.gov/lcd/CL/Pages/CFEC.aspx>

# Barriers and Opportunities

Based on the policy review and best practice and local context analyses, the following list of initial barriers and opportunities to launch a shared micromobility program in the Salem-Keizer UGB area were identified.

Barriers	Opportunities
<p><b>Equitable access:</b> Cherris riders are five times more likely to live in households earning less than \$10,000 per year - many of the residents who may benefit most from increased access from shared micromobility may be priced out unless equitable pricing strategies are utilized.</p> <p><b>Willamette River:</b> With only a handful of bridges (the Marion and Center St bridges, and the Union Street Railroad Bridge) crossing the Willamette River, access between West Salem and Salem is limited. The Marion and Center St bridges have a narrow, separated walking and bicycling facility. These bridges are concentrated in one location, which limits connectivity across the river.</p> <p><b>Interstate 5:</b> The freeway acts as a major barrier in the local street network, forcing detours that make short trips significantly longer. Limited crossings—often concentrated on high-traffic overpasses and underpasses—expose people riding bikes or scooters to heavy vehicular volumes, creating an uncomfortable and potentially unsafe riding experience.</p> <p><b>Mode shift:</b> Since driving is the dominant form of transportation in the Salem-Keizer UGB, encouraging residents to shift from single-occupancy vehicles to bikeshare and e-scooter share will require targeted strategies and significant behavior change.</p> <p><b>Multi-jurisdictional coordination:</b> The Salem-Keizer UGB spans multiple jurisdictions including the City of Salem, City of Keizer, and Marion County, which can complicate planning, permitting, and operations for shared micromobility. Navigating differing regulations, priorities, and permitting processes across cities, counties, and transit agencies can delay or complicate implementation.</p>	<p><b>Baseline public familiarity and openness:</b> Recent survey results indicate that a meaningful share of Salem and Keizer residents are already familiar with shared micromobility, with over one-third having used bikeshare or scootershare previously and roughly two-thirds expressing a somewhat or very positive view of a future program. This existing awareness and openness can help reduce the initial learning curve, support early adoption, and create a more receptive environment for launching a new shared micromobility system.</p> <p><b>Alignment with Agency Goals:</b> Shared micromobility supports Cherris' Long-Range Transit Plan, which includes a strategy to evolve into a Mobility Integrator—offering a broader range of travel options beyond fixed-route bus service. Micromobility also can provide additional mobility for a fraction of the cost of a new bus or rail service.</p> <p><b>Expanding Active Transportation Network:</b> While gaps remain, the region is planning a significant buildout of bike lanes and related infrastructure, creating a more supportive environment for shared micromobility over time.</p> <p><b>Enhanced First-/Last-Mile Connections:</b> A large portion of Cherris riders lack a driver's license (70%) and have limited access to a vehicle during the week (50%) and on weekends (56%). Shared micromobility can help bridge the gap between homes and transit stops, especially for those with fewer transportation options.</p> <p><b>Supportive Topography:</b> The region's generally flat terrain is ideal for all types of micromobility, including traditional bikes and scooters. In steeper areas like West Salem, electric micromobility options can help users navigate inclines more comfortably.</p> <p><b>Short commute trips:</b> Thirty-three percent of commute trips are less than 15 minutes. This creates an opportunity to use shared micromobility instead of driving.</p> <p><b>Paid on-street parking</b> in downtown Salem could shift transportation choices away from driving and more towards cost-effective options, such as shared micromobility and transit.</p> <p>The <b>Center Street Bridge Seismic Upgrade</b> (anticipated Spring 2026 - 2029) will impact transportation behavior. Shared micromobility could help with congestion mitigation during this large construction project.</p>

CHAPTER

# 3

## Community Engagement

This chapter provides an overview of the engagement strategies and community feedback on a potential regional shared micromobility program



## Engagement Strategies

Community engagement for this project blended in-person and digital strategies to reach a broad cross-section of community members in the UGB:

- **Pop-up events** created opportunities for informal, face-to-face conversations and allowed community members to share their experiences and ideas in real time. The project team “popped up” at Salem Library, El Rancho Market, and the Salem Farmers Market.
- A complementary **online survey** provided a flexible way for participants to offer more detailed input at their convenience. 339 people responded to the survey. For additional survey analysis, see Appendix B.
- Targeted **social media outreach** helped extend the study’s reach to audiences who might not attend in-person events
- **Virtual focus groups** provided an additional mechanism for stakeholder feedback and more in-depth conversations.

 **Your voice matters** in shaping transportation for the Salem-Keizer community. Help us build a system that works for you. Together, we can make our communities stronger — one ride at a time.



**Take our quick survey!**

We want to hear from you — what's working, what's not, and what's missing.

What does your community need for micromobility?





## Key Engagement Takeaways

### **Most community members feel positively about a future shared micromobility program.**

80% of survey respondents felt neutral to very positive about a potential shared micromobility program, and only 19% felt negatively. Focus group participants were also supportive, with some highlighting potential challenges for individuals who lack smartphone access or who are unbanked to use bikeshare and scootershare. Some community members stated that infrastructure issues and safety concerns should be addressed in combination with the shared micromobility program, while others believed funds should be dedicated to improving transit services or bike infrastructure before implementing a shared micromobility program.

### **Shared micromobility can fill key mobility gaps, especially for short trips and for residents without their own bike or scooter.**

Nearly half of survey respondents (44%) lack access to a personal scooter or bicycle, underscoring the value of a shared fleet. 40% of survey respondents take public transit at least weekly, highlighting the potential for bikeshare or scootershare to provide first-last-mile connectivity to transit. Focus group participants also highlighted that shared micromobility has the potential to provide their clients/communities with independence and access to daily living needs (e.g. going to the grocery store).

### **Docked bikeshare is the preferred system type and electric bikes are the preferred vehicle type.**

When asked what type of shared micromobility system they are most likely to use, the top two survey responses were e-bikeshare (55%) and docked bikeshare (50%), while dockless scootershare was the least popular. Several concerns regarding dockless scooter stations included reckless driving and sidewalk clutter from improper parking that become hazards for pedestrians, especially for community members that are disabled.

**Concerns persist about theft, vandalism, and destruction of shared micromobility fleets.**

Community members at pop-ups state that previous shared micromobility attempts in the region have faced vandalism. Several survey respondents raised concerns regarding theft, vandalism, and destruction of shared bikes and scooters, and 22% stated that concerns about theft prevent them from riding a personal bike or scooter.

Some survey respondents note similar shared micromobility programs in nearby cities that were not successful due to issues of theft and destruction of bikes and scooters.

**Improved active transportation infrastructure, availability of bikes and/or scooters, and low-cost pricing would encourage use of shared micromobility.**

The majority of survey respondents (59%) believe that safer bike facilities like protected bike lanes would encourage them to use shared micromobility. Some respondents reported feeling unsafe using the current bike lanes located along main roads due to heavy vehicular volumes.

Easy availability of bikes or scooters nearby was a critical component of future program success, as 51% of survey respondents stated it would encourage them to use bikeshare or scootershare.

Low-cost pricing would also encourage community members to use shared micromobility: 33% of survey respondents were concerned that rides would be too expensive. Discount programs could be beneficial and advance equitable use of shared micromobility.

The biggest barrier preventing respondents from using bikeshare and/or scootershare is having too many things to carry or to transport (41%). One survey respondent shared that “it would be helpful if some bikes had a luggage attachment for running errands.”

CHAPTER

# 4

## Program Recommendations

This chapter provides an overview of the recommended program model, service area, operating framework, and regulatory updates for a potential bikeshare program in the Salem-Keizer region.

The project team developed three potential scenarios for a future shared micromobility system in the Salem-Keizer region (see Appendix C for the full operational and financial analysis):

- **Low-resource scenario:** A privately owned and operated system with zero subsidies provided by Cherriots.
- **Medium-resource scenario:** A privately owned and operated system with an operational subsidy provided by Cherriots.
- **High-resource scenario:** A Cherriots-owned system with a third-party private operator.

The project team selected the medium-resource scenario for implementation of a shared micromobility system within the Urban Growth Boundary (UGB) because it leverages public investment to maintain some level of control over program decisions (including branding, user pricing, and service levels), attract a responsible operator, and allow for timely deployment.

This approach was chosen after careful consideration of available resources and the program's goals to provide a scalable, affordable, and equitable shared micromobility program without significant delay. Based on public and stakeholder feedback, it was recommended that the initial program be a bikeshare system with an all e-bike fleet or some combination of traditional and e-bike technology.

Funding for the program would come from some combination of user revenues; sponsorship of stations, bikes, and digital assets; funding or support brought by a private operator; and an operating subsidy provided by Cherriots. Revenues would be managed by Cherriots with the possibility of a revenue-sharing agreement with the private operator.

By playing a key role in funding the program and providing an operating subsidy, Cherriots retains more control over program decisions including user pricing, transit integration, and equitable access standards. Operators could choose not to use the subsidy, but will be required to meet defined service levels, deploy an affordable user pricing schedule, and provide an equitable access plan for Cherriots' review. This structure ensures that Cherriots retains a strong position to guide the program strategically, support its long-term sustainability, and advance regional goals for transportation access, equity, and climate resilience.

The medium resource scenario also allows for accelerated implementation. The operator will own, provide, and maintain all equipment, which avoids the need for Cherriots to own the equipment or to pursue and administer grant funding for capital procurement, which would extend the timeline for implementation.

## Roles and Responsibilities

The program will be delivered through a public-private partnership:

- **Cherriots** will serve as the program administrator and manage contracts and agreements with the third-party operator and partner jurisdictions, ensuring compliance with service levels and equity benchmarks. Cherriots will oversee the program's financial performance and may provide an operating subsidy to offset program costs. Cherriots will also coordinate a technical advisory committee (TAC) and provide oversight for the program.
- **Partner Jurisdictions (City of Salem, City of Keizer, and Marion County)** will form part of the TAC and provide input on program recommendations. They will work with Cherriots and the operator to streamline station siting, permitting, and incorporate bikeshare into their travel demand management and development review processes. Partner jurisdictions can also support the program by updating their regulations and policies to recognize shared micromobility, supporting the continued build-out of comfortable, convenient, and connected bike infrastructure and bike parking, and promoting the program through their existing programs, online, and social media platforms.
- **A Third-Party Operator** will own, install, and maintain all equipment and operate the program in alignment with contractual obligations. Options may exist for the operator to take on more responsibility for fundraising with the opportunity for revenue-sharing.
- **Sponsor(s) and Advertiser(s)** can provide additional financial support for the program. An additional subsidy and/or revenue sharing agreement could be made available for the operator to pursue sponsorship or advertiser funding. The use of advertising is subject to the local regulations of the partner jurisdictions.

A more detailed breakdown of the roles and responsibilities for implementing the shared micromobility program are provided in Table 11.

**TABLE 11: ROLES AND RESPONSIBILITIES FOR THE PROPOSED SALEM SHARED MICROMOBILITY PROGRAM**

<b>Role</b>	<b>Description</b>	<b>Responsibility</b>
<b>Owner</b>	Maintains ultimate responsibility for the program. Responsible for ensuring that all roles are filled.	Cherriots
<b>Manager</b>	Leads day-to-day and long-term management. This may include contracting, collecting and dispersing funds or services, and administrative responsibilities.	Cherriots
<b>Planner</b>	Provides critical support in making program decisions, such as expansion, technology changes, service level changes, and station siting.	Cherriots with support of a Technical Advisory Committee (program decisions)  Partner Jurisdictions (station siting / permitting)
<b>Funder</b>	Provides funding (monetary contributions) or in-kind support (e.g., staff time for policy and code changes, permitting, outreach, etc.).	Cherriots, sponsors, and advertisers  Partner Jurisdiction contributions to bike parking and in-kind support
<b>Operator</b>	Responsible for on-the-ground service delivery, including service deployment, fleet and equipment maintenance, fleet rebalancing, etc.	Operator
<b>Technology Provider</b>	Provides software or other technology needed to operate the service.	Operator
<b>Vehicle Provider</b>	Provides the shared bike and e-bike fleet.	Operator
<b>Promoter</b>	Raises awareness of the existing service or program to potential customers; could include marketing and community outreach to the public or specific populations.	Operator with support from Cherriots and Partner Jurisdictions
<b>Data Analyst</b>	Analyzes customer, ridership, trip, and other data to report key performance metrics to funders, stakeholders, or community members, or uses data as part of academic research. The analyst does not make decisions about the future of a program or service.	Cherriots (including data provided by the Operator)

## Service Area Analysis

A spatial analysis was conducted to identify areas with the greatest opportunity for shared micromobility within the Urban Growth Boundary (UGB). The analysis considered five key factors:

- Population density.
- Major destinations such as employment centers, schools, and retail areas.
- Transit access, measured by proximity to Cherriots bus stops.
- Existing or planned bike infrastructure.
- Designated Opportunity Zones (as defined by the 2017 Tax Cuts and Jobs Act).

A ¼-mile-wide hexagonal grid was applied across the entire UGB to standardize spatial comparison. Each hexagon received a score based on its proximity to the above factors, calculated within a defined search radius. Scores were normalized to percentile rankings within the UGB, and an overall composite score was derived by averaging the five category scores, with each weighted equally. A map of the resultant composite score is shown in Figure 15.

There are several concentrations of high-scoring zones that are strong opportunities for shared micromobility. These include:

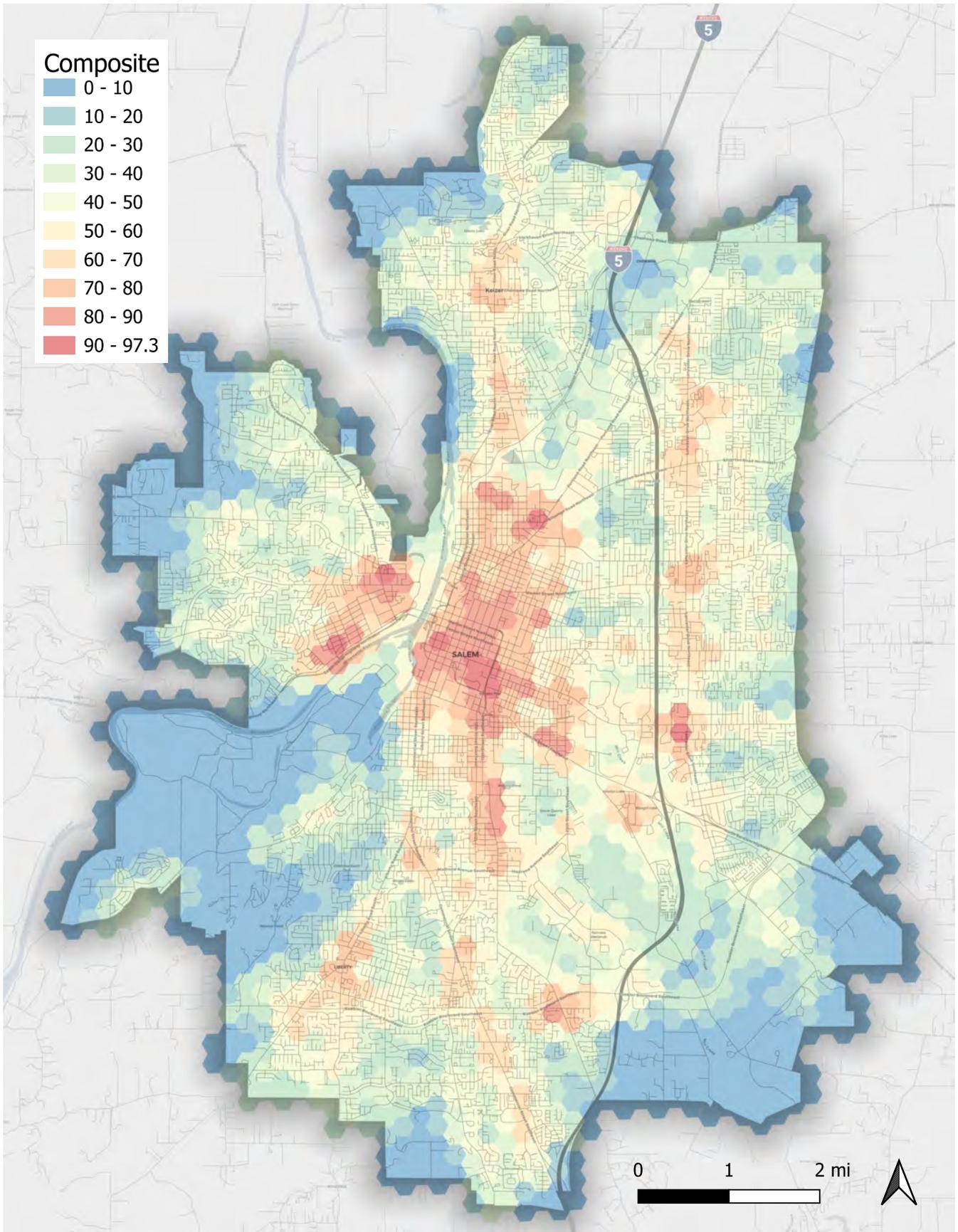
Areas scoring above the 90th percentile (12 total hex zones) that are concentrated primarily in:

- Downtown Salem (5 zones): centered around Willamette University and the State Capitol area.
- West Salem (2 zones): including the neighborhoods along the Edgewater Street NW commercial district and around the Glen Creek Road NW & Wallace Road NW intersection.
- North Salem (1 zone): around the Oregon State Fairgrounds and Expo Center, and near the intersection of Fairgrounds Road and Highland Avenue.
- Four Corners (1 zone): around the intersection of State Street and Lancaster Drive.

Areas scoring above the 70th percentile include several areas with promising characteristics:

- 12th Street SE / Pringle Road SE corridor.
- Keizer near the intersection of Chemawa Rd and River Road NE; the Cherry Avenue corridor.
- Chemeketa Community College.

**FIGURE 15: HEAT MAP OF COMPOSITE SCORE FOR PILOT SERVICE AREA WITHIN THE UGB.**



## Proposed Service Area

Analysis of the opportunity areas shows several options for building out the shared micromobility program. The following framework should be considered to ensure early success and steady long-term expansion:

- Create a **pilot program** to develop the proof of concept and establish ridership and familiarity with the program.
- Prioritize contiguous expansion to increase network effects and **support investments in high-quality bike facilities**.
- **Support transit service changes** through first- and last-mile connectivity along core network high-frequency transit corridors and filling gaps in the transit network.
- Consider future **satellite service areas** where there are both local travel demands and very high-frequency transit or future BRT connecting to other parts of the shared micromobility network.

### ***Initial Pilot Program***

The initial pilot program should establish proof of concept, familiarize the community with the program, and generate strong early ridership – see Chapter 6 for examples of key performance indicators to track success. It should utilize the existing bike network and complement transit service changes filling gaps and creating first- and last-mile connections to high-frequency routes. Where possible, it should also support access for low-income and historically disadvantaged populations either through its service area or programming.

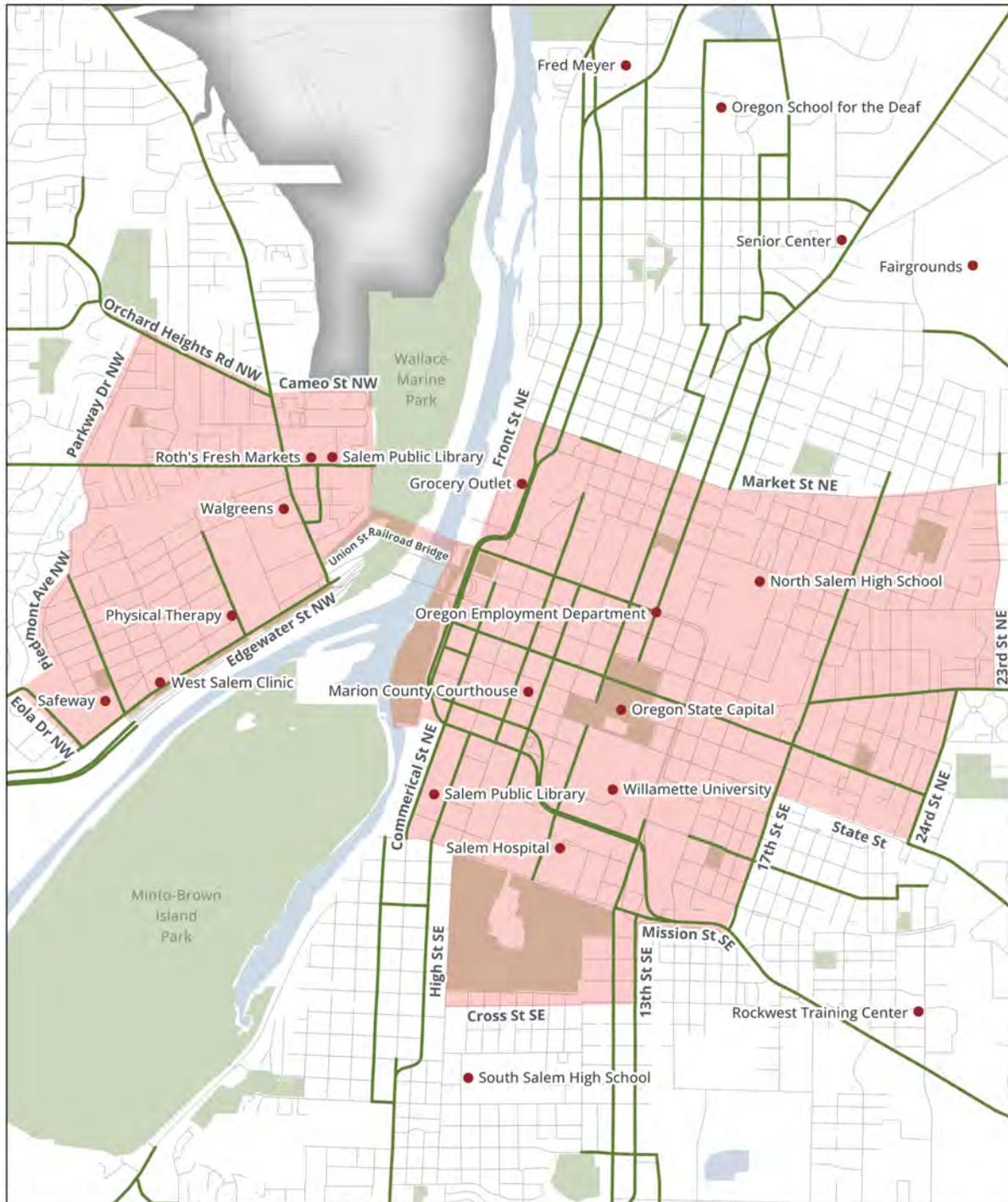
The initial pilot program will be established as a docked or hybrid bikeshare system operating with at least a 50% split of e-bikes. The proposed service area is approximately 12 square miles and includes areas of Central/Downtown Salem and West Salem, providing service where demand is expected to be the highest (see Figure 16). The West Salem portion of the pilot service area is not directly contiguous to the service area in Salem but connects via the Union Street Railroad Bridge.

Key destinations within the pilot service area include Willamette University, the State Capitol, State government office buildings, the Salem Convention Center, Salem Hospital, the Downtown Transit Center, the West Salem Transit Center, Amtrak station, multiple parks and high schools, and several commercial districts. The service area extends outside Downtown to connect to West Salem and several inner-city neighborhoods and provide opportunities for people without “front-door” transit to access high frequency transit lines (e.g. Route 21 along Commercial Street S) or to utilize existing high comfort bike corridors.

In addition to this primary service area, the operator may deploy bikes to and/or in the Minto-Brown Island Park to utilize the Peter Courtney Minto Island bridge from Riverfront Park. The River Road S pathway also provides access to the large system of recreational trails of Minto-Brown Island Park. This service will need to be coordinated between the operator, Cherriots, and the City of Salem.

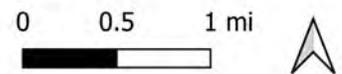
Users may ride outside of the defined service area boundaries; however, all trips must end within the service area. For a fully docked system, bikes will need to be docked at a station. For a hybrid system, operators may charge a fee to allow users to park outside the service area to recoup the additional cost of collecting and redistributing bikes. Operators must implement system controls (e.g., app or device restrictions, incentives, and/or geofencing) to ensure that bikes are used and returned appropriately.

FIGURE 16: PROPOSED PILOT SERVICE AREA.



**Salem Pilot Service Area**

- Pilot Service Area
- Existing or Funded Bikeways
- Key Destinations
- Parks



There is a core network of bikeways that can support the initial service area. However, there are also critical gaps in the network and enhancements needed to improve the comfort of bike facilities along key routes that should be a priority for the City of Salem. Existing bikeways include:

- Buffered bike lanes on the Church Street NE (northbound) / High Street NE (southbound) couplet and on Union Street (from Front Street to Summer Street).
- Regular bike lanes on Glen Creek Rd NW, Bellevue Street SE, Commercial Street NE, Ferry Street SE, Front Street NE, Summer Street NE, and Trade Street SE.
- Bike lanes outside downtown on Liberty Street SE, Winter Street SE, 12<sup>th</sup> Street SE/NE, 13<sup>th</sup> Street NE, and 17<sup>th</sup> Street NE.
- Sharrow markings on D Street NE, Commercial St, and Chemeketa Street NE.
- Shared use path along the east side of 12<sup>th</sup> Street NE.
- Pathways through several of the City's parks, the Willamette University campus, around the State Capitol, and along River Road S connecting to the entrance of Minto-Brown Island Park.

### ***Contiguous Expansion and High-Quality Bike Facilities***

The initial service area may be expanded based on system performance, community feedback, and demonstrated need. Contiguous expansion into areas north, east, and south of the initial service area would increase network connectivity and ridership and maintain operational efficiency.

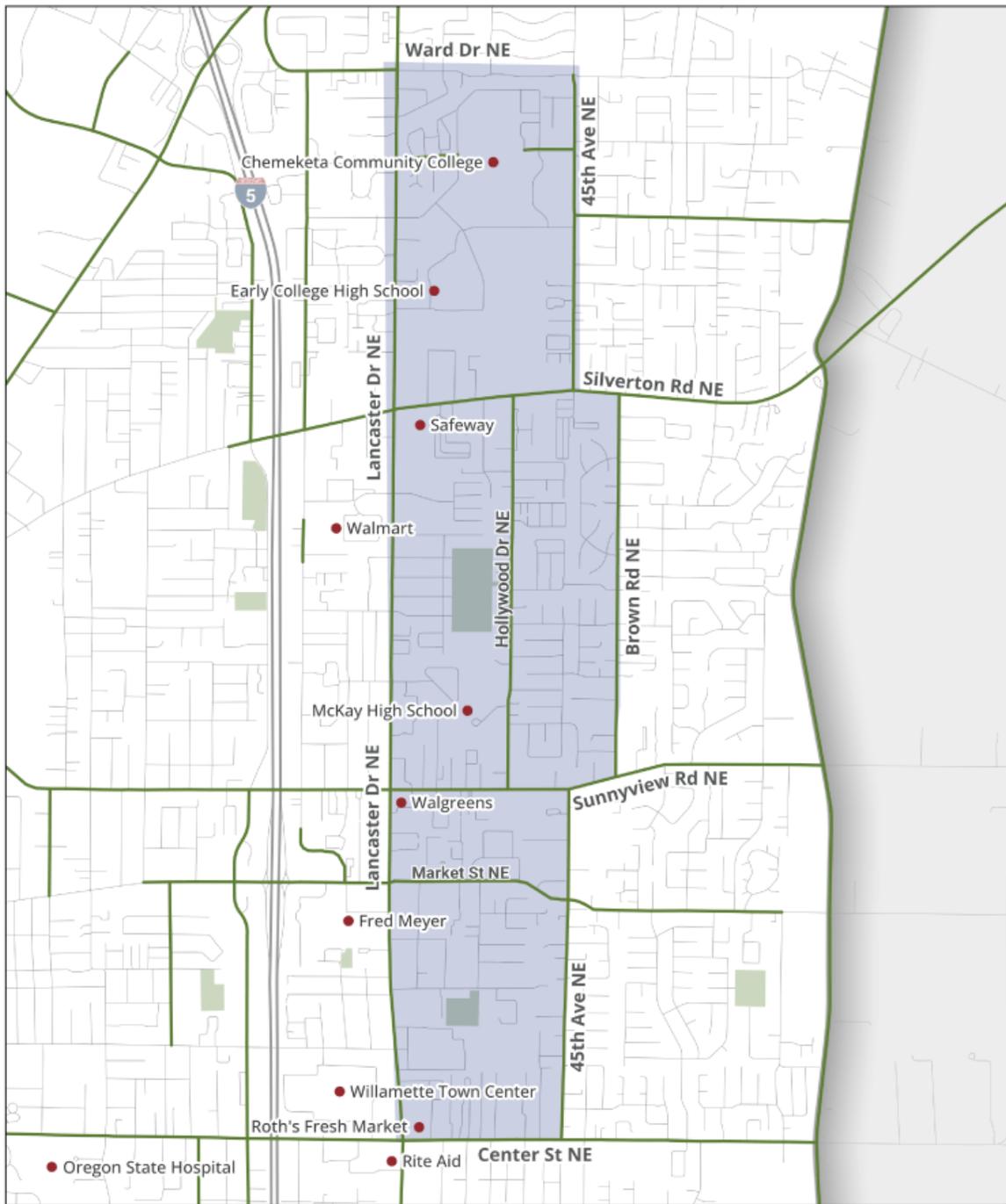
Similar to private bicycling, the success of a shared micromobility program is predicated on riders feeling safe and comfortable using the bikeway network. The City of Salem has invested in increasing its network of high-comfort bike facilities in recent years and should focus on filling gaps in the existing network to support the initial service area and continuing its build-out of new facilities.

### ***Satellite Service Areas***

Although contiguous expansion is preferred, there may be a case for expanding the program into other areas and creating satellite service areas. Disconnected satellite systems increase the burden on operations (e.g., further distance to rebalance bikes or the need to set up a second operations hub) and will not contribute to network increases in the same way that contiguous expansion does but could provide first- and last-mile connections and access to a bicycle at both ends of the trip.

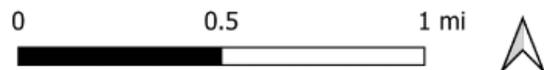
One area that scored above the 70<sup>th</sup> percentile in the service area analysis with potential for satellite service is the Lancaster Drive corridor and Chemeketa Community College (see Figure 17). Service in this area would provide access for students and staff to connect to other parts of the city via high-frequency transit routes (Routes 02, 05, 11) and existing bike lanes on Lancaster Drive, Hollywood Drive NE, Brown Road NE, Market Street NE, Sunnyview Road NE, Center Street NE, 45<sup>th</sup> Avenue NE, and Silverton Road NE.

FIGURE 17. POTENTIAL SATELLITE SERVICE AREA



**Salem Satellite Service Area**

- Satellite Service Area
- Existing or Funded Bikeways
- Key Destinations
- Parks



## Program Phasing

The shared micromobility program should be introduced and expanded in phases to ensure a measured and informed approach to growth. The following provides an approximate timeline:

- **Pilot Phase (initial 2-year contract term):** the program could operate as a pilot for the first 24 months allowing Cherriots and partner jurisdictions to evaluate system performance, user adoption, public reaction, and operational effectiveness. During this initial period, data will be collected on ridership trends, utilization rates, connections to active transportation infrastructure, and integration with the transit network. Public outreach should be conducted to understand the public's reactions and preferences for future phases of the program. If no expansion is planned, 1-year contract renewals could be provided based on performance and available funding.
- **Phase 2 (Years 2+):** the second phase, which begins after the initial contract term ends, will include expanding the fleet and/or service area depending on performance metrics, public feedback, and available funding. Priority should be given to contiguous expansion to build up network effects, maintain operational efficiency, and service continuity. However, introducing service in other communities could be considered depending on available funding and interest. Decisions on where and how to expand will be made collaboratively by Cherriots, the partner cities/county, and the operator, and should be guided by clear criteria such as ridership, multimodal connectivity, influence on bike culture and infrastructure buildout, available funding, etc.
- **Phase 3 (Years 5+):** the program will enter Phase 3 when fully established. The service area may continue to expand and Cherriots should re-evaluate service performance, innovative technology, the range of devices offered, etc. This stage will be informed by the lessons learned from the pilot and early expansion phases, ensuring that growth continues to align with community needs, equity goals, and long-term transportation planning priorities.

## Program Characteristics

### ***Vehicle Fleet***

Based on public and stakeholder feedback, the initial program should be a bikeshare system made up of at least 50% e-bikes. Experience in other North American bikeshare systems has shown that e-bikes receive approximately 56% more ridership than traditional pedal bikes.<sup>18</sup> The operator may not introduce new device types (e.g., e-scooters) without prior approval from Cherriots and the partner jurisdictions.

### ***Device Specifications***

Equipment must align with national safety standards for pedal bicycles and e-bikes as defined by the National Highway Traffic Safety Administration and the Consumer Product Safety Commission. Specific requirements are listed in Table 12.

18 NABSA 2022 State of the Industry Report.

FIGURE 18: DOCKED BIKESHARE IN PORTLAND, OREGON



TABLE 12: DEVICE SPECIFICATIONS

Pedal Bike Requirements	E-Bike Requirements
<p>Pedal bikes should meet the following requirements:</p> <ul style="list-style-type: none"> <li>• Minimum equipment requirements for bicycles per ORS 801.150.<sup>19</sup></li> <li>• Provide safety features such as front and back lights and reflectors.</li> <li>• Provide a visible vehicle identification number located on the rear fender to allow identification by the public while the vehicle is in use.</li> <li>• Be fitted with a basket that is permanently secured to the bicycle.</li> <li>• Provide a bell (or audible device) that allows the user to notify others when passing.</li> </ul>	<p>E-bikes should meet all requirements for pedal bikes, as well as:</p> <ul style="list-style-type: none"> <li>• Minimum equipment requirements for e-bikes per ORS 801.258.<sup>20</sup></li> <li>• Comply with the Underwriters Laboratories (UL) 2849 safety standard for batteries.<sup>21</sup></li> <li>• Be fitted with a functional speedometer which can be easily read by the user.</li> </ul>

19 Oregon Revised Statutes. § 801.150. [https://oregon.public.law/statutes/ors\\_801.150](https://oregon.public.law/statutes/ors_801.150)

20 Oregon Revised Statutes. § 801.258. [https://oregon.public.law/statutes/ors\\_801.258](https://oregon.public.law/statutes/ors_801.258)

21 UL 2849, Standard for Electrical Systems for eBikes. <https://www.ul.com/services/e-bikes-certificationevaluating-and-testing-ul-2849>

## Fleet Size

The operator will work with Cherriots and the partner jurisdictions to recommend an initial fleet size for the pilot program based on the proposed service area and available funding. Expansion and increases to the fleet size will be determined based on performance, demand, and available funding.

Table 13 compares fleet sizes with other characteristics for bikeshare programs operating in Oregon. Based on an average of approximately 30 bikes per square mile of service area in those communities, the initial service area of 12 square miles in Salem could be provided with up to 250 bikes.

The number of parking hubs (designated parking areas that could consist of physical infrastructure like corrals or bike racks or virtual geofencing) depends on the parking model. For a hybrid system where bikes can be locked to dedicated racks or at bike corrals, a density of approximately one parking hub every 0.4 miles or 2,000 feet would require approximately 50 parking hubs and place a hub within a reasonable walking distance for people living, working, and visiting the service area. This number of hubs would result in an average ratio of 5 bikes per hub, which is a reasonable operating ratio. If bikes are required to lock to a rack to end the trip, the number of available parking spaces should be at least 1.7 and preferably 2.0 parking spaces per bike to ensure an available parking space when a user turns up at a hub and to reduce operating costs for rebalancing. This would require between 425 and 500 parking spaces in the initial service area.

**FIGURE 19: SHARED MICROMOBILITY CORRAL IN RALEIGH, NC**  
Image source: City of Raleigh, NC



For a fully docked system, where the stations have built in locking technology that can only be used by the bikeshare fleet and have a much higher cost per station (see Figure 18), a density of one station every 0.5 miles may be more appropriate and would require approximately 30 stations and between 425 and 500 docks. This would result in a ratio of just over 8 bikes per station.

**TABLE 13: BIKESHARE SERVICE AREA, FLEET SIZE, AND PARKING INFORMATION FOR SYSTEMS IN OREGON**

Program	City Population	Service Area	Vehicle Type	Fleet Size	Parking	Bikes per sq.mi.
Biketown (Portland, OR)	635,000	~45 sq.mi.	E-bikes	2,400	230 stations (does not include public bike racks)	53.3
Veo (Bend, OR)	105,000	~35 sq.mi. (citywide)	E-bikes	300	N/A (free-floating)	8.6
Peace Health Rides (Eugene, OR)	180,000	~15 sq.mi.	Pedal bikes	450	148 hubs (including public bike racks)	30.0
Average						<b>30.6</b>
Salem Pilot Program	<b>180,000</b>	<b>12 sq.mi.</b>	<b>E-bikes and pedal bikes</b>	<b>250</b>	<b>50 hubs</b>	

# Operations

The operator must operate the shared micromobility system in accordance with all applicable federal, state, and local laws and regulations. An operating permit or service level agreement will outline the expectations and requirements for operating the program and could include the following characteristics.

## ***Service Hours***

The operator must operate 24 hours a day, 7 days a week. Interruptions in service may only be permitted with approval from Cherriots. Service can be suspended for up to 72 hours at the operator's discretion in response to adverse weather conditions or other qualifying emergencies.

## ***Parking and Deployment***

Cherriots seeks innovative approaches to parking but has heard from stakeholders and public engagement that operators need to ensure orderly parking to minimize the impact on sidewalks, private property, and the public realm. If operators do not propose to operate a fully docked bikeshare system, they are encouraged to propose additional solutions to ensure bikes are distributed equitably and parked in an orderly fashion. This could include requirements for:

- **Deployment and Rebalancing:** bikes shall only be deployed in designated parking areas, and the operator must not allow users to end a trip outside of a designated parking area or otherwise may charge a fee to recover bikes parked outside the service area. Cherriots and partner cities shall approve all parking areas. The operator shall actively monitor the service area and collect bikes for regular redistribution to ensure availability across the service area. Bikes shall only be rebalanced to designated parking areas.
- **Parking behavior:** parked vehicles must remain in an upright position within designated parking areas and must not obstruct the path of travel of other road users or pedestrians. The operator must ensure that parked vehicles are not blocking sidewalks, pathways, traffic lanes, doorways, driveways, curb ramps, bus stops, cross walks, multi-use paths, and bike lanes. The operator shall actively monitor the service area to correct any improperly or haphazardly parked bikes within the timelines specified in the service agreement.
- **Physical parking infrastructure:** the program will operate with dedicated physical parking infrastructure that could include docking stations, parking hubs, bike corrals, or other physical fixtures to support orderly parking and distribution across the service area. Partner agencies can support the program with in-kind services such as permitting stations and parking areas and if the program is to operate with bike corrals or parking areas, Cherriots and the partner jurisdictions could help to fund and install this infrastructure.
- **Parking and speed management:** the operator should be capable of implementing additional parking management strategies, which may include education strategies through their website and app, applying incentives and/or penalties, and geofencing designated parking areas, slow zones, service boundaries, or other areas. The operator is responsible for marking these areas appropriately in their app within one week of notice and ensuring users are informed on how to operate in these areas.

## ***Maintenance***

The bike fleet must meet all necessary local, state, and federal requirements and include necessary safety features including UL certification for e-bike and e-charging equipment. The operator will be responsible for regular maintenance of the fleet to ensure it is in safe working order. The operator should provide a way for users to report defects with a bike (e.g., flat tire, broken light or reflector, etc.).

## ***Response to Complaints***

The operator should have a method for receiving, tracking, and addressing complaints and service issues. If Cherriots or City/County staff identify or receive a nuisance complaint, these will be forwarded to the operator, who must address the issue in a timely manner. An example of this may be regulatory language requiring the operator to “relocate or rebalance vehicles creating an obstruction within two (2) hours of receiving notice of the complaint between the hours of 8am-8pm, and within eight (8) hours between the hours of 8pm-8am”. If the City/County determines the vehicle is a public safety concern or is impeding the public right of way, the City/County may remove it immediately. The cost of removal and impoundment could be charged back to the operator or deducted from an up-front bond payment held in reserve.

## ***Special Events or Emergencies***

Upon the direction of Cherriots or City/County staff, the operator must collect and secure all, or a portion of, the fleet to a location outside of the public right-of-way in response to a weather event, emergency event, construction, parade, festivals, public gatherings, or other situations affecting the normal operation of the right-of-way. The location must not impede Cherriots’ or a Partner Jurisdiction’s access and response to the situation for the duration of the event.

# **Marketing and Engagement**

The operator must provide a plan for how marketing, public engagement, and ridership promotion will be addressed. Cherriots and the partner jurisdictions can provide in-kind support by promoting the program through their media channels and incorporating it into public engagement, traffic safety, and other promotions.

# **Data Sharing and Reporting**

The operator must comply with the following data sharing requirements:

- Publish real-time information about their systems and device availability to the public through the General Bikeshare Feed Specification (GBFS). This would allow Cherriots to integrate bike availability into its Trip Planner (available on Cherriots.org) and/or the Umo (electronic fare) app.
- Supply Cherriots with raw consumable trip data and status change data conforming to the Mobility Data Specification (MDS), and/or provide monthly summary reports on usage and other metrics as defined by Cherriots. Reports should include the following Key Performance Indicators (KPI) at a minimum:
  - Total number of vehicles.
  - Usage (total trips, per time frame, per location, per vehicle).
  - Trip origins and destinations by census block or block group.
  - Complaints and response times.
  - Vehicle maintenance reports.

- Reported collisions.
- Comply with all applicable federal, state, and local laws and regulations regarding privacy protection of all personally identifiable information of users of its service.
- Data as listed above (at a minimum) shall be available for the duration of the program.
- Provide annual report on equity impacts of the program, including metrics on low-income users and outreach and engagement efforts.
- Distribute an annual customer survey and provide results to Cherrriots.

## Funding and Revenues

### Program Cost

Table 14 includes examples of annual operating costs for bikeshare programs that are a similar size and funded by public agencies. Costs vary between locations as well as based on any additional services provided by the operator. For example, some non-profit operators provide additional bike advocacy, parking, and other services.

**TABLE 14: EXAMPLE BIKESHARE PROGRAM OPERATIONAL COSTS**

Program	Ownership	Fleet Size	Annual Operating Cost*	Annual Operating Cost per Bike*
<b>Ride New Haven:</b> Bikeshare program in New Haven, CT.	Bikes are owned by the public agency and operated by Drop Mobility.	100 pedal bikes plus 100 e-bikes 31 stations	\$184,000 (2024)	\$920
<b>Valley Bike Share:</b> Regional bikeshare program operating in eight communities in Massachusetts.	Bikes are owned and operated by Drop Mobility	350 e-bikes 25 stations	\$600,000 (2024, includes one-time start-up fee of \$150,000)	\$1,714
<b>Bike Share ICT:</b> Bikeshare program in Wichita, KS.	Bikes are owned and operated by Tandem Mobility.	200 pedal bikes 40 stations	\$360,000 (2020)	\$1,800
<b>Humboldt Bike Share:</b> Bikeshare program in Arcata, CA.	Bikes are owned and operated by Tandem Mobility.	40 pedal bikes 8 stations	\$72,000 (2023)	\$1,800
<b>Long Beach Bike Share:</b> Bikeshare program in Long Beach, CA.	Bikes are owned by the public agency and operated by Pedal Movement.	800 pedal bikes 100 stations	\$1.7 million (2023)	\$2,215
<b>PeaceHealth Bikeshare:</b> Bikeshare program in Eugene and Springfield	Bikes are owned by the public agency and operated by Cascadia Mobility	450 pedal bikes 148 parking hubs 400 e-scooters	\$1.07 million (2023)^	\$2,377^

\* Operating costs depend on system size, responsibilities, service levels, and any additional operating services (e.g., bike valet, etc.).

^ Based on 2023 Form 990. In addition to the bikeshare program, Cascadia Mobility operated a 400 e-scootershare program for 9-months, provided bike valet services, and conducted bike events.

Based on an approximate cost of \$1,800 per bike per year for a turn-key operating model where an operator provides the bikes and operates the program, a 250 bike system would cost in the order of \$450,000 per year to operate.

**Funding**

Funding for the program would come from some combination of user revenues; sponsorship of stations, bikes, and digital assets; funding or support brought by a private operator; and an operating subsidy provided by Cherriots. Revenues would be managed by Cherriots with the possibility of a revenue-sharing agreement with the private operator.

**Operating Subsidy**

Cherriots is prepared to provide an operating subsidy to help close gaps in program costs and keep user pricing affordable. Operators interested in this subsidy should provide proposed operational costs on a per-bike, per-year basis. Operators can choose not to use the subsidy, but will be required to meet defined service levels, deploy an affordable user pricing schedule, and provide an equitable access plan for Cherriots’ review.

**Sponsorship**

A cost-sharing agreement will be provided for operators to take on the responsibility of securing sponsorships or advertising. The Cherriots brand would be incorporated into the bikes and other equipment as a primary funder. Cherriots and participating jurisdictions will allow sponsors to place appropriate branding on vehicles, parking/docking stations, and the mobile app. The use of advertising is subject to the local regulations and approval of the partner jurisdictions.

**User Pricing and Equitable Access**

The operator is required to establish a user pricing schedule that is equitable, affordable, and aligned with the goals of the regional shared micromobility program. Cherriots’ operational subsidy is intended to offset program costs and ensure that user pricing is lower and more affordable than it would be without this subsidy. The user pricing schedule should:

- Promote affordability and broad access to the system, including discounts for low-income riders and access for those without credit cards or smartphones.
- Provide clear, transparent rates for pay-as-you-go trips and membership options.

**TABLE 15: USER PRICING SCHEDULES FOR BIKESHARE SYSTEMS IN OREGON**

Program	Single Ride	Membership Rides
Biketown (Portland, OR) – Lyft	\$1 to unlock, \$0.35/min	\$99/year, includes unlimited free unlocks and \$0.15/min rides
Bend Bike Share (Bend, OR) – Veo	\$1 to unlock, \$0.39/min	None
Peace Health Rides (Eugene, OR) – Cascadia Mobility	\$1.50 to unlock, \$0.19/min (University of Oregon students, faculty, and staff are eligible for a discounted rate of \$0.10/min and \$1 unlock fees)	\$15/month, includes unlimited free unlocks and 60 minutes of ride time per day. Additional time is \$0.19/min.

### ***Revenue Share Opportunities***

The operator must provide transparent reporting of all revenue sources, including user fees, sponsorships, and other system-generated revenue. Cherriots reserves the right to negotiate revenue-sharing provisions as part of the contract. Potential models include gross or net revenue share, threshold-based approaches, or other structures that balance financial sustainability for the operator with reinvestment into the program.

Revenue sharing arrangements may be tied to performance metrics such as ridership growth, equity outcomes, or revenue thresholds, and will be determined during contract negotiations.

CHAPTER

# 5

## Regulatory Landscape and Updates

This chapter provides an overview of current state and local regulations related to personal and shared micromobility that impact a regional shared micromobility program.

## State Regulations

Oregon classifies e-bikes as bicycles,<sup>22</sup> meaning e-bikes have all the privileges and restrictions of a pedal bike. E-bikes are classified into three categories based on degree of assistance and the maximum operating speed:

- **Class 1** are pedal-assist bikes that provide motor assistance up to speeds of 20 mph; the motor *cannot* exclusively power the e-bike.
- **Class 2** are throttle-assist bikes that provide motor assistance up to speeds of 20 mph; the motor *can* exclusively power the e-bike.
- **Class 3** are pedal-assist bikes with a maximum operating speed of 28 mph and must be equipped with a speedometer.

Table 16 provides an overview of where pedal bikes and e-bikes can operate according to state law. There are no statewide regulations for shared micromobility.

**TABLE 16: STATE REGULATIONS FOR WHERE PEDAL BIKES AND E-BIKES CAN OPERATE<sup>23,24</sup>**

Facility Type	Pedal Bike Regulations	E-Bike Regulations (all classes)
On-street bike lanes & protected cycle tracks	Allowed	Same as pedal bikes
Multi-use paths, sidepaths, and off-street bike trails	Allowed unless prohibited by local ordinances	Same as pedal bikes
Sidewalks	Allowed unless prohibited by local ordinances	Not allowed
Regular streets & traffic lanes	Allowed, unless designated bike facility is present; must follow roadway rules.	Same as pedal bikes
Freeways & urban expressways	Not allowed if a “Bicycles Prohibited” sign is posted by the Oregon Department of Transportation and/or local authorities.	Same as pedal bikes

## Local Regulations

Local jurisdictions within the Salem-Keizer region vary in how they regulate different types of micromobility vehicles. Table 17 summarizes whether each jurisdiction’s municipal code includes specific regulations for pedal bicycles, e-bikes, and e-scooters.

**TABLE 17: MUNICIPAL / COUNTY CODE LANGUAGE RELATED TO MICROMOBILITY VEHICLES**

Jurisdiction	Pedal Bicycles	E-Bikes	E-Scooters
City of Salem	Yes	No	No
City of Keizer	Yes (parking requirements only, as related to development)	No	No
Marion County	Yes (parking requirements only, as related to development)	No	No

22 Oregon Revised Statutes, § 814.405. [https://oregon.public.law/statutes/ors\\_814.405](https://oregon.public.law/statutes/ors_814.405)

23 Oregon Revised Statutes, § 814.400-430. [https://oregon.public.law/statutes/ors\\_chapter\\_814](https://oregon.public.law/statutes/ors_chapter_814)

24 Oregon Revised Statutes, § 814.510-536. [https://oregon.public.law/statutes/ors\\_chapter\\_814](https://oregon.public.law/statutes/ors_chapter_814)

Salem is the only local jurisdiction with specific regulations related to micromobility operations: riding a bicycle on the sidewalk is banned “within that area bounded by and including Front Street on the west, save and except the bridges, Cottage Street on the east, Union Street on the north, and Trade Street on the south; bicycles cannot be parked on the sidewalk except at a bike rack (if no rack is available, bicycles cannot be parked blocking roads, sidewalks, driveways, or entrances).

Marion County and the cities of Salem and Keizer do not currently have regulations specific to shared micromobility. As a result, there is no clear administrative framework to define shared micromobility systems, set operational standards, or manage compliance. As part of participating in the TAC, Cherriots can support adoption of a coordinated regulatory approach. As part of that coordinated approach, each partner jurisdiction could adopt language limiting the number of shared micromobility operators within the UGB. Having a single operator can help prevent market fragmentation, overlapping systems, conflicting operational standards, and aligns the region around a unified shared micromobility system.

The following examples from Bend and Eugene illustrate how cities are defining shared micromobility, setting operational requirements for service providers, and creating administrative processes to oversee compliance and address public concerns. These approaches, detailed in Table 18, can be used as a reference for Salem, Keizer, and Marion County to consider potential amendments that better enable and regulate shared micromobility services effectively.

**TABLE 18: SHARED MICROMOBILITY CODE AMENDMENTS IN BEND AND EUGENE**

Jurisdiction	Amendments
Bend amended their municipal code to <u>include a section on shared micromobility businesses</u> and establish a permit program for shared micromobility operators	Section 7.60.005: Provides definitions for key terms like “micromobility device” and “mobility hub”  Section 7.6.010: Details the requirements for a shared micromobility operator to provide service within city limits. This section includes requirements for operator selection, business license term, specific operating criteria, fleet size, insurance requirements, and fees.
Eugene also amended their municipal code to <u>address shared micromobility devices</u> .	Section 3.570: Establishes a requirement for any shared micromobility operator to obtain a valid license from the city  Section 3.572: Allows the city manager to adopt administrative rules and impose fees related to shared micromobility, including the form and content of license applications, insurance/safety/operating requirements, company audits, location restrictions, number of licensees, fleet size, and license terms.  Section 3.574: Allows any person to appeal actions taken pursuant to Sections 3.570 and 3.572.

CHAPTER

# 6

## Implementation Strategy

This implementation strategy provides a roadmap for launching and scaling the Salem Shared Micromobility Program under a public-private partnership in which Cherriots administers the program and provides an operating subsidy, while a third-party operator owns and operates the system. The strategy identifies the short-term actions, milestones, and responsibilities necessary to move from planning to successful launch, as well as long-term considerations for program expansion.

The shared micromobility program would be implemented through a defined governance structure and a phased rollout approach. Clear roles and responsibilities across Cherriots, partner jurisdictions, the operator, and a technical advisory committee support coordinated delivery, operational accountability, and performance oversight. A three-phase implementation strategy allows the program to scale over time based on pilot outcomes, funding availability, and community needs. Table 19 provides an overview of key roles and responsibilities for implementation, and Table 20 details the three-phase implementation process.

**TABLE 19 ROLES AND RESPONSIBILITIES**

Role	Primary Responsibilities
<b>Cherriots</b>	Program administration, contract management, KPI monitoring, financial oversight, stakeholder coordination.
<b>Partner Jurisdictions</b>	Siting approvals, permitting, local outreach, regulatory updates, infrastructure coordination.
<b>Operator</b>	Day-to-day operations, fleet maintenance, data sharing, marketing, coordination with Cherriots, and user engagement.
<b>Technical Advisory Committee</b>	Provide strategic recommendations, review performance metrics, and advise on program expansion.

**TABLE 20: IMPLEMENTATION PHASING**

Phase	Timeframe	Purpose	Key Outputs
<b>Phase 1: Pilot Launch</b>	0–24 months	Establish proof of concept and public familiarity.	Pilot fleet deployment (~250 bikes), 50 parking hubs, operator contract, evaluation framework.
<b>Phase 2: Expansion and Optimization</b>	Years 3–4	Expand fleet and/or service area based on pilot performance.	Contiguous network growth, performance review, integration with new bikeway infrastructure.
<b>Phase 3: Maturity and Innovation</b>	Years 5+	Program refinement and regional expansion.	Technology updates, potential satellite expansion (e.g., Keizer, Chemeketa College), long-term funding stabilization.

# Short-Term (Pilot) Implementation Plan

Table 21 outlines key milestones required to bring the Salem Shared Micromobility pilot from concept to launch and describes the shared responsibilities between Cherriots, the selected operator, and partner jurisdictions.

**TABLE 21: SHORT-TERM MILESTONES**

Milestone	Description	Responsible Parties
<b>Partner Jurisdiction Decision Maker Briefings</b>	Present the shared micromobility program plan to regional partners to obtain consensus and formal acknowledgment that this initiative will serve as the coordinated program for the region, ensuring alignment and preventing the development of separate or competing efforts.	Cherriots + Salem + other partner jurisdictions
<b>Develop intergovernmental agreements (IGAs)</b>	Cherriots and partner jurisdictions sign an IGA that outlines the various partners' roles in the project.	Cherriots + Salem + other partner jurisdictions
<b>RFI for estimated costs</b>	Prepare and send out a request for information to potential operators for a 250 bike system with 50 hubs/stations.	Cherriots
<b>Secure Funding</b>	Receive approval from Cherriots Board to provide an operating subsidy for at least the first two years of operation	Cherriots
<b>Procurement</b>	Prepare, send out, and evaluate an RFP for an operator	Cherriots
<b>Finalize Operator Contract</b>	Execute an agreement with the selected third-party operator defining roles, service levels, reporting, equity, and branding.	Cherriots + Operator
<b>Program Branding and Marketing</b>	Develop program name, logo, website, and outreach materials to build awareness.	Operator + Cherriots
<b>Station Siting and Permitting</b>	Identify and secure 50 hub locations within the 12 sq. mi pilot service area; coordinate permitting with City of Salem.	Operator + Salem + Cherriots
<b>Fleet Procurement and Setup</b>	Deliver and setup ~250 bikes (≥ 50 % e-bikes), install station hardware, setup operating systems, QA testing.	Operator
<b>Launch Operations</b>	Public launch event, community outreach, promotional campaigns.	Cherriots + Salem + Operator
<b>Monitoring and Evaluation</b>	Begin monthly KPI tracking and quarterly progress reporting.	Cherriots
<b>Pilot Evaluation and Adjustment</b>	Review performance; refine pricing, operations, equity programs, and service coverage.	Cherriots + Operator

# Long-Term Expansion Planning

As the program matures, system growth should follow a structured, data-driven approach that reinforces connectivity, supports equity, and aligns with ongoing transportation investments. The expansion framework below outlines the path forward for contiguous network growth and consideration of potential satellite service areas.

## Expansion Strategies

**Contiguous Expansion:** Contiguous expansion supports operational efficiency, strong ridership growth, and community familiarity by building on existing system infrastructure and brand recognition. Extending service to nearby neighborhoods allows the program to achieve economies of scale while maintaining high bike availability and predictable service quality.

An expansion model similar to Portland’s Biketown could be supported where the service area is incrementally expanded upon review of current performance, interest from contiguous local neighborhoods, and upon build-out of sufficient bikeshare parking locations that can support organized parking in these areas.

**Satellite Expansion:** Satellite expansion would allow Cherriots to extend shared micromobility benefits to distinct population centers, equity priority areas, or major trip generators that are not contiguous to the core service area. The risk for this model is that it can result in multiple small systems that do not get the network benefits of system expansion. See Chapter 4 for potential satellite service areas.

The WE-Cycle system in Colorado’s Roaring Fork Valley is an example of a successful satellite system model (see Figure 20). This system works because there is a large commuter and travel demand from bedroom communities such as Basalt and Carbondale travelling into larger employment centers such as Aspen and Glenwood Springs. These communities are connected by very high frequency (at least 15-minute headways) and high-speed BRT service that make bicycling at either end of the journey attractive compared to the cost of owning, operating, and parking a private vehicle. These communities also have short, local travel demands that have strengthened the case and the success of bikeshare in these communities.

**FIGURE 20. SCREENSHOT OF WE-CYCLE STATIONS IN THE COMMUNITIES OF EL JEBEL, BASALT, AND WILLITS.**



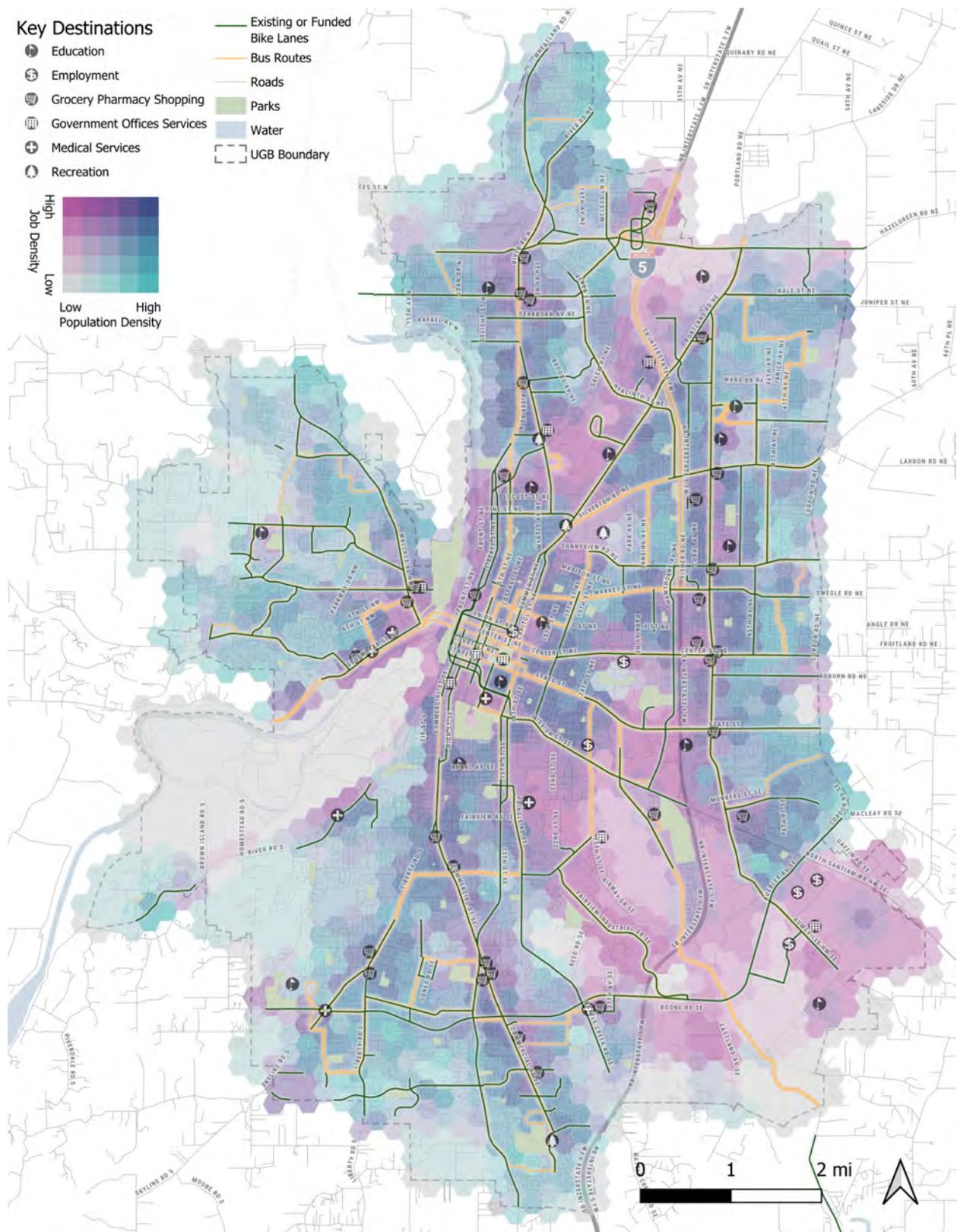
## ***Evaluating Expansion Opportunities***

When evaluating whether to expand, Cherriots should consider:

- **Performance-based metrics:** Use ridership, operational, and survey data from the pilot phase to guide future adjustments and growth. Expansion decisions may not follow a rigid schedule and should be based on observed system performance and community response. The first level of system adjustments should focus on station optimization—rebalancing, consolidating, or expanding stations based on usage patterns, rebalancing efficiency, and full/empty events at both the station and system levels. Cherriots and the operator should also evaluate service area or fleet expansion by reviewing key indicators such as ridership density, station utilization rates, and user feedback.
- **Operations:** A contiguous service area minimizes travel distances for maintenance and rebalancing operations. Satellite expansion may require the operator to travel longer distances increasing their service hours (and costs) or to establish separate rebalancing teams and mobile operations to manage distinct service areas.
- **Funding sustainability:** long-term funding sources are needed to provide a solid base for the program. Expansion will increase costs and new funding will need to be found. This could include requesting additional funding from existing sources or exploring opportunities for additional funding from existing or expansion partners, grants, sponsorship, cost-sharing, institutional or other partnerships, or in-kind support.
- **Active transportation infrastructure implementation:** Expansion should consider and follow investments in high-quality bike infrastructure. Expansion planning should consider bikeway and safety projects identified in local and regional plans and capital works programs. For example, the [2023 Transportation System Plan \(TSP\)](#) includes several proposed bike lanes, shared use paths, and potential enhanced bikeways that could support expansion along these corridors.

See Figure 21 for a sample spatial analysis that could be used to support future expansion decisions. Analysis factors include key destinations, existing or funded bike lanes, transit routes, and population and job density.

**FIGURE 21: ANALYSIS OF DENSITIES, DESTINATIONS, AND TRANSIT AND ACTIVE TRANSPORTATION:**



# Key Performance Indicators (KPIs)

KPIs provide a framework for assessing program performance, financial sustainability, equity outcomes, and user satisfaction. Regular monitoring will support adaptive management, enabling timely adjustments to operations, pricing, and outreach strategies based on real-world data. Table 22 includes potential KPIs and data sources for the program, which can be reviewed with the Technical Advisory Committee and future operator. Examples of KPIs tracked by Cascadia Mobility in their 2024 Program Report for the PeaceHealth Rides bikeshare system in Eugene are included in Figure 22 and Figure 23 for comparison.

**TABLE 22: KPIs**

Category	Potential KPIs	Data source
Ridership and Utilization	Total trips, average trips per bike per day, average trip distance and duration, geographic coverage.	Operator (MDS feed)
Equity and Access	% of low-income users, % of service area in Equity Zones, use of discount pricing, non-smartphone, or cash payment programs.	Operator (manual reports)
System Operations	Fleet availability rate, maintenance turnaround time, rebalancing efficiency, complaint response time, safety performance.	Operator (MDS and manual reports)
Financial Performance	Revenue per trip, operating cost per trip, sponsorship revenue secured.	Operator (manual reports)
Sustainability	% of trips replacing vehicle trips, estimated VMT, CO2, and GHG reduction.	Operator (user surveys)
User Satisfaction	Customer survey rating, complaint volume and resolution rate.	Operator (user surveys and customer service logs)

**FIGURE 22: RIDERSHIP KPIS FROM CASCADIA MOBILITY**



**FIGURE 23: OPERATIONAL KPIS FROM CASCADIA MOBILITY**



An example of a KPI reporting template is included with sample data in Table 23 below.

**TABLE 23: EXAMPLE KPI TEMPLATE**

Category	KPI	Target/Benchmark	Reporting Frequency	Data Source	Performance Summary	Notes/Corrective Actions
Utilization	Trips per bike per day	>1	Monthly	Operator	1.3	Above target

# Engagement Plan

Authentic engagement will build familiarity and a sense of ownership in the program, identify service issues that need to be addressed, inform expansion, and support ongoing collaboration with community organizations, local institutions, and users. Table 24 provides an overview of engagement and activities for each phase of implementation.

**TABLE 24: ENGAGEMENT OBJECTIVES AND ACTIVITIES**

Implementation Phase	Engagement Objectives	Engagement Activities
<p><b>Pre-Launch</b></p>	<p>Build early awareness of the program and its benefits for mobility, affordability, and sustainability.</p> <p>Engage residents, employers, and local organizations in the planning and siting process.</p> <p>Prepare the public for the pilot’s rollout through education and visible outreach.</p>	<p><b>Stakeholder Roundtables:</b> Convene meetings with neighborhood associations, Willamette University, Chemeketa Community College, major employers, advocacy groups, and downtown business associations to refine station siting and outreach priorities.</p> <p><b>Community Mapping Workshops:</b> Host interactive events—virtual or in-person—to gather input on preferred station locations, access barriers, and community priorities.</p> <p><b>Brand Reveal and Messaging Campaign:</b> Introduce the program’s name, logo, and branding through social media teasers, local media coverage, and community partner newsletters.</p> <p><b>Operator and Safety Training Coordination:</b> Coordinate with the operator to train ambassadors and outreach staff, ensuring consistent messaging about safe riding, parking, and program benefits.</p> <p><b>Press and Partner Toolkit:</b> Provide partner organizations with a shared communications toolkit (logos, talking points, social media content) to amplify awareness.</p>

<p><b>Launch-Phase</b></p>	<p>Introduce the system to the public and demonstrate ease of use.</p> <p>Encourage early adoption and safe riding practices.</p> <p>Promote integration with Cherriots' transit services.</p> <p>Promote benefits, discount fare, and other programs to equity populations.</p>	<p><b>Public launch event:</b> Host a public launch event featuring free trial rides, helmet giveaways, and rider safety clinics.</p> <p><b>Demo events:</b> Conduct community demonstrations and “learn-to-ride” events prior to and during the launch, hosted in collaboration with Willamette University, Chemeketa Community College, downtown business associations, and major employers. Partner with local bike advocacy groups and neighborhood associations.</p> <p><b>Marketing Integration:</b> Coordinate with Cherriots' marketing team to integrate micromobility information into existing travel-behavior and transit-education campaigns.</p> <p><b>Equity outreach:</b> Partner with community-based organizations for equity outreach and low-income program enrollment.</p>
<p><b>Ongoing Engagement</b></p>	<p>Maintain community engagement and system visibility.</p> <p>Encourage recurring use and safe behavior.</p> <p>Gather feedback for continuous improvement.</p>	<p><b>Pop-ups:</b> Maintain quarterly pop-up events at high-traffic community hubs, farmers markets, and transit centers to engage riders and collect feedback.</p> <p><b>Equity outreach:</b> Work with community-based organizations, affordable housing providers, and social service agencies to promote reduced-fare programs, cash payment options, and non-smartphone access. Establish partnerships with organizations serving historically disadvantaged communities to co-design outreach activities and identify barriers to participation</p> <p><b>Continued marketing integration:</b> Integrate micromobility messages into seasonal campaigns (e.g., “Ride to Transit Week” or “Car-Free Summer”). Use Cherriots' communication channels—including the Umo app, social media, and rider newsletters—to promote safe riding behavior, trip-planning features, and membership options.</p>
<p><b>Annual Feedback and Evaluation</b></p>	<p>Maintain transparency and responsiveness.</p> <p>Use data and community input to guide program evolution.</p>	<p><b>Surveys:</b> Partner with the operator and/or local jurisdictions to conduct annual user surveys to measure satisfaction, identify improvements, and monitor progress toward equity and sustainability goals.</p> <p><b>Technical Advisory Committee (TAC) evaluation:</b> Convene the TAC to review performance data and guide future program phases.</p> <p><b>Dashboard:</b> Publish an annual Program Performance Dashboard summarizing ridership trends, equity outcomes, and community feedback to maintain transparency and accountability.</p>

# Appendices

**APPENDIX A: PLAN AND POLICY REVIEW**

**APPENDIX B: SURVEY ANALYSIS**

**APPENDIX C: OPERATIONAL AND FINANCIAL MODEL  
ANALYSIS**

## **Appendix A: Plan and Policy Review**

## Plans and Policy Review

The project team reviewed the following local plans, policies, and regulations to analyze existing policy impacts on a shared micromobility program within the Salem Urban Growth Boundary.

- **2024 Strategic Plan**
- **2024 Community Value Report**
- **2024 Needs Assessment**
- **2024 Rider Survey**
- **2024 LIFT Report**
- **2024 Customer Satisfaction Report**
- **2022 Long Range Transit Plan**

### **Strategic Plan (2025)**

The Strategic Plan includes overarching SAMTD organizational information, such as its Board of Directors, leadership, vision and mission, and Cherriots values. The Plan also includes its 2025 success outcomes and strategies to make progress while addressing evolving needs of the Cherriots service. The plan goes into depth on organizational workplace tactics (such tactics for the Communications Division, Finance Division, Human Resources Division, the Operations Division, etc.), planning tactics, technology and infrastructure tactics, and strategies for implementation.

A micromobility feasibility study is identified as a strategy to enhance local Cherriots service. Shared micromobility could tie in with other tactics, such as:

- Increase access to major destinations by transit
- E-Fare strategic integration
- Brand advocacy program
- Develop a long-range financial plan

### **Community Value Report (2025)**

This Community Value Report summarizes public outreach gathered in fall 2024 via random mailer and online feedback to understand public perceptions around Cherriots services. The report includes public feedback on general use of Cherriots, benchmark data comparing Cherriots to national survey results, and data on trends compared to the 2023 Community Value Report.

Results from the report provide insight on potential gaps that shared micromobility should fill, including the following takeaways:

- People want more routes to serve places they need to go (31 percent).
- People who previously used Cherriots said they stopped because there are no transit stops near their home (22 percent), or no bus routes are conveniently located (18 percent)
- Bus doesn't operate on days or at times I need it (11 percent).
- "Cherriots provides affordable transportation options" was one of the top 3 items people said Cherriots leadership should focus on in the next two years.
- Importance-Satisfaction Analysis found that "Cherriots reduces traffic congestion" was the only item identified as high importance but low satisfaction.

### **Needs Assessment Report (2024)**

The Needs Assessment Report is a biannual report identifying the unmet needs of the Cherriots transit system. The report details current routes and route type, frequency, and performance. It also indicates on-time performance. Included in the report is ACS (2018-2022) demographics by Census block, including population and employment density, low-income, minority, youth, senior, no car households, disability, veteran status, and multifamily households.

The report notes development changes and new signalized intersections in the past two years, and anticipated development and planned signalized intersections. The report does not include past or planned active transportation changes, such as sidewalks or bike lanes.

Key insights potentially related to the role of shared micromobility and riders' service needs include the following:

- Increased route frequency on weekends.
- Increased span of service on weekdays, with preference towards earlier service times.
- Increased span of service on weekends, towards later times.

### **Rider Survey (2024)**

This origin-destination transit report collected onboard intercept survey data to understand travel patterns and riders' decisions for future transit system decisions. The survey collected rider information on their trip origin, their destination, the number of previous and next transfers, and their fare category and type.

Key insights potentially related to the role of shared micromobility, and user experience include:

- 30 percent of respondents speak a language other than English at home (most indicated Spanish)
- Access to a vehicle is limited on weekdays (50 percent of respondents) and on weekends (56 percent)
- 70 percent indicated they do not have a valid drivers license
- Walking is the primary mode to access bus stops and to destinations
- One in five users paid a reduced fare, while 65 percent paid the full fare
- 56 percent of riders wanted an increase in weekend coverage, while 16 percent want the span of service to increase

### **Cherriots LIFT Survey Findings Report (2024)**

Cherriots LIFT service is a paratransit service for eligible riders who need ADA support in their trips and require an origin-to-destination trip (i.e., are not able to use a regular Cherriots Local bus). The LIFT Survey Findings Report focuses on better understanding LIFT riders' satisfaction and traveler behavior. Through a mailer survey, the report gathered demographic information, customer transportation habits and service use, and perception of service. A majority of respondents were female (70 percent) with an income under \$25,000 (56 percent).

The report found that LIFT riders are very satisfied with the service. An area for opportunity, as indicated through an Importance-Satisfaction Analysis, was "Vehicles arrive within scheduled pickup window." This could be a key insight as it relates to shared micromobility for LIFT users. Feedback and insight from users' experiences on LIFT could be both an opportunity and challenge for shared micromobility. As a challenge, shared micromobility requires adaptive shared micromobility vehicles. As an opportunity, it could provide another mobility option for paratransit users.

## **Customer Satisfaction Report (2024)**

This Customer Satisfaction Report collected over 400 responses in fall 2024 from current Cherriots users regarding bus services.

Respondents indicated favorable views on Cherriots customer service. Many who had filed a concern or complaint indicated they were addressed promptly (93 percent) and that customer service representatives were helpful (94 percent). Respondents were also likely to recommend Cherriots' bus service.

Respondents indicated these areas as areas of opportunity for Cherriots to improve service, which could also yield insight to the role of shared micromobility:

- Buses running on time
- Buses are in clean condition
- Feeling safe and secure while waiting for the bus
- Buses operate at the times needed during the day
- Buses operate frequently

## **Long-Range Transit Plan (2022)**

The Long-Range Transit Plan is a 20-year planning document that captures current and future transit needs. The plan includes the vision, mission, and values of Cherriots, a snapshot of rider profiles and travel behaviors, a look into short-, medium-, and long-term future services, and implementation strategies.

The plan includes a strategy to build Cherriots into a Mobility Integrator, including options such as flexible routes, micro-transit, and bike share as a first- and last-mile connector. There are other strategies that could work in tandem with shared micromobility as well, such as:

- Work with service providers to integrate new mobility options.
- Expand program activities to promote bicycle riding and provide training.
- Develop a bus stop typology to design, identify amenities and prioritize improvements for standard bus stops, superstop bus stops, transit mobility hubs, and transit centers.
- Look for opportunities to extend e-fare payment to new and existing services and explore new technologies that make fare payment easier for customers.
- Look for opportunities to use flexible mobility to provide first- and last-mile connections for riders who are traveling throughout the region.
- Work with service providers to integrate new mobility options into Cherriots e-fare payment and trip planning systems.

The report includes potential new service areas, including a matrix on types of services and growing neighborhoods, as well as bus stop types. Bike share is listed as a potential service type in nine out of these 10 new service neighborhoods.

## **Appendix B: Survey Analysis**

# SALEM SHARED MICROMOBILITY SURVEY MEMORANDUM

July 3, 2025

To: Kiki Dohman

Organization: Salem Area Mass Transit District (Cherriots)

From: Malia Schilling and Nicole Carrera, Toole Design

Project: Salem Shared Micromobility Study

## Re: Salem Shared Micromobility Community Survey Results

This memo provides a comprehensive review of the results gathered through a survey conducted by Cherriots. Community members of the Salem and Keizer region in Oregon were asked to complete a survey to gauge perceptions, interests, and concerns in a potential shared micromobility program. A total of 339 responses were recorded between April and June, 2025. The survey was hosted online and promoted through social media and in-person events. The 15-question survey inquired about travel behaviors and preferences and interest in shared micromobility and pedicabs for the Salem-Keizer region in Oregon.

## SURVEY DEMOGRAPHICS

A total of 339 people filled out the survey, with 234 complete responses, 70 partial responses, and 35 disqualified responses. Disqualified respondents did not live, work, or go to school within the project area. All demographic questions were optional, and respondents could also select “prefer not to answer.”

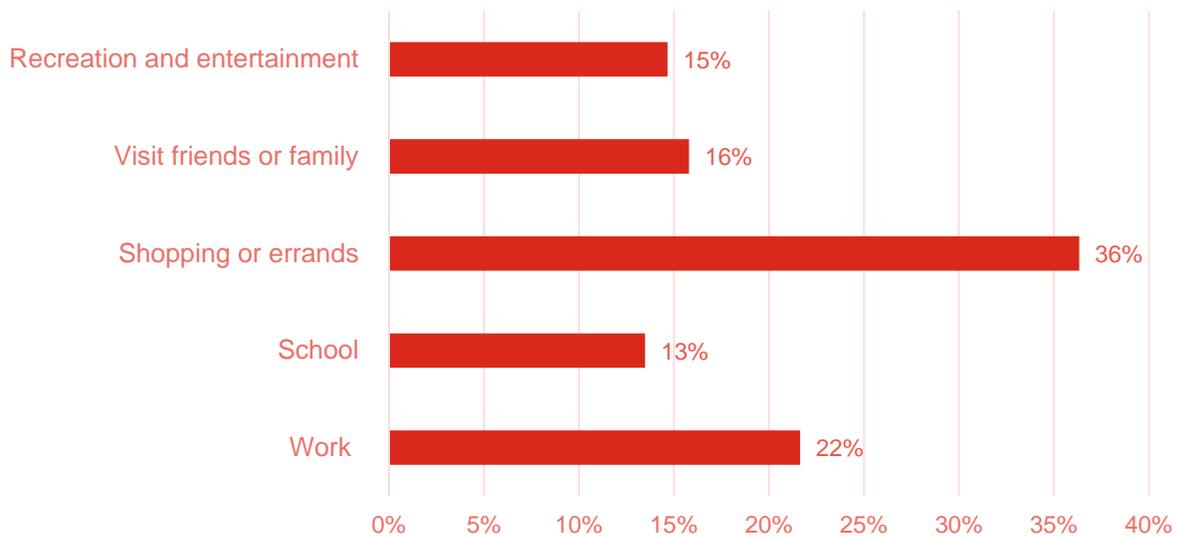
- **Relationship to Project Area:** 83% of respondents live, work, or go to school in Salem; 14% live, work, or go to school in Keizer; 13% of respondents live, work, or go to school in unincorporated Marion County (either Hayesville area or Four Corners area).
- **Gender:** 49% of respondents were female. (n=238)
- **Age:** 30% of respondents were aged 18-34, 26% were aged 35-44, 30% were aged 45-64, and 12% were 65 years or older. (n=237)
- **Ethnicity:** The majority (75%) of respondents were White. 12% were Hispanic/Latino and 11% were other ethnicities. (n=261)
- **Language:** 93% of respondents speak English very well, and 20% speak a language other than English at home.
- **Household Income:** 27% of respondents had household incomes under \$25,000, 12% were between \$25,000 and \$50,000, 24% were between \$75,000 and \$100,000, and 25% had incomes above \$100,000. (n=238)
- **Disability:** 20% of respondents indicated they have a mobility disability (n=278)

## KEY TAKEAWAYS

### Shared micromobility can fill key mobility gaps, especially for short trips and for residents without their own bike or scooter.

Nearly half of respondents (44%) lack access to a personal scooter or bicycle, underscoring the value of a shared fleet. Many routine trips are well within micromobility range: 36% of shopping or errand trips and 2% of work trips are less than three miles (see Figure 1). 40% of respondents take public transit at least weekly, highlighting the potential for bikeshare or scootershare to provide first-last-mile connectivity to transit.

Figure 1: Percent of Respondent Trips Under 3 Miles



### The majority of respondents feel positively about a future shared micromobility program.

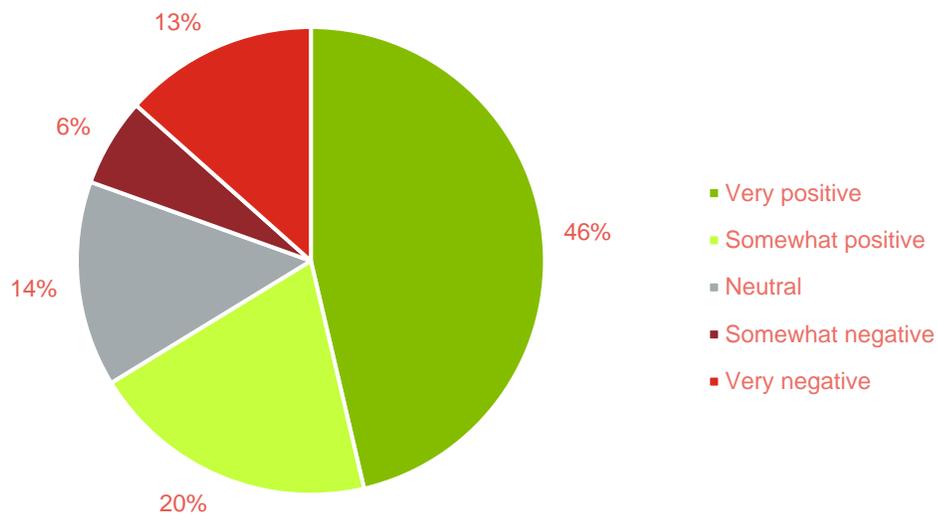
80% of respondents felt neutral to very positive about a potential shared micromobility program, and only 19% felt negatively (see Figure 2). 69% of respondents had not used any type of shared micromobility before.

While there is strong interest in a bikeshare and/or scootershare program, several community members shared their concerns. Some believe infrastructure issues and safety concerns should be addressed in combination with the shared micromobility program, while others believe funds should be dedicated to improving transit services or bike infrastructure before implementing a shared micromobility program.

Specific feedback shared by survey respondents included:

- *“Don't believe the cost of acquiring and maintenance outweighs the benefit of shared micromobility.”*
- *“I do think it might be a good to first invest in the infrastructure and then add the e-bikes and scooters once the streets no longer resemble 12<sup>th</sup> St. and bike lanes don't suddenly end like on State St.”*
- *“While I support a micromobility program in Salem, I don't think it is more valuable than continuing to expand regular bus service.”*

Figure 2: Responses to “How do you feel about introducing a shared micromobility program in the Salem Keizer region, which would allow for short-term rentals of bikes, e-bikes, and/or scooters?”



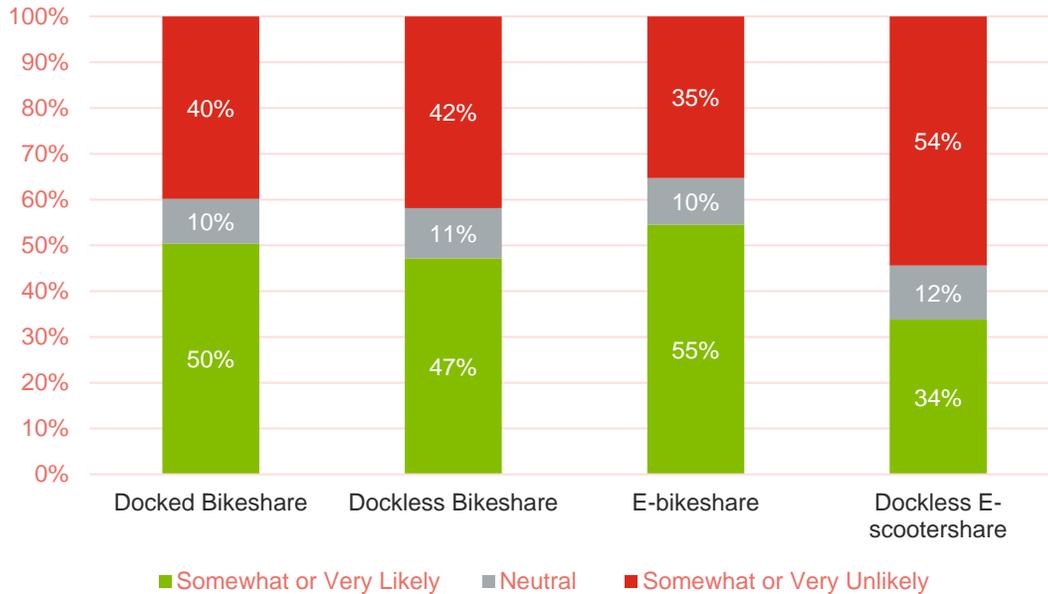
**Docked bikeshare is the preferred system type and electric bikes are the preferred vehicle type.**

When asked what type of shared micromobility system they are most likely to use, the top two responses were e-bikeshare (55%) and docked bikeshare (50%), while dockless scootershare was the least popular (see Figure 3). Several concerns regarding dockless scooter stations included reckless driving and sidewalk clutter from improper parking that become hazards for pedestrians, especially for community members that are disabled. Riding speeds is also a concern for electric vehicles, so enforcing speed limits on vehicles can be an option to encourage safe riding.

Specific feedback shared by survey respondents included:

- *“I am also concerned about any system which does not use fixed docking or return stations...the fact that many folks will block the sidewalk or other pedestrian pathway at the end of their ride is frustrating.”*
- *“I am concerned about electric bicycles and scooters. I ride them regularly and think they would be very dangerous for anyone to use them because people [can be] reckless and crash. I think if you implement these, they should be restricted to low speeds like 10mph.”*
- *“I’m concerned about people running around on scooters and bikes without helmets. I’m also concerned about inexperienced riders zipping around on the sidewalks (downtown) or trails (Minto) without regard for pedestrians. Currently, most laws related to riding bikes seem to go unenforced.”*

**Figure 3: Responses to “How likely are you to use the following shared micromobility options if they were available in the Salem-Keizer region?”**



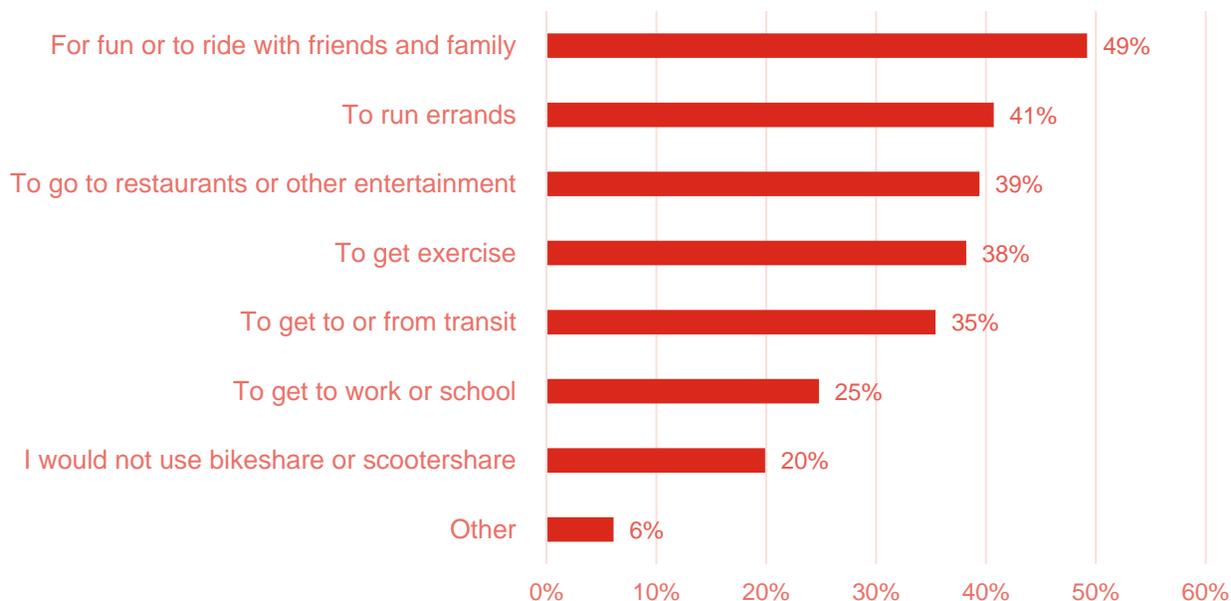
**Shared micromobility can improve access to recreation, daily errands, and dining/entertainment.**

The most popular potential trip types for shared micromobility included “for fun or to ride with friends and family” (49%), “to run errands” (41%), and “to go to restaurants or other entertainment” (39%). Other reasons survey respondents would use micromobility for included to get exercise (38.2%) and to get to or from transit (35.4%). While it seems that community members have interest in using shared micromobility for leisure, a shared micromobility program can also enhance access to transportation needs. 83% of respondents indicated that they typically walk to get to transit stops or stations.

Specific feedback shared by survey respondents included:

- *“Some locations I would like to visit, such as Minto, Park, are nowhere near a bus route.”*
- *“While I walk great distances all the time it would be nice to have options, and the availability of a bike would be a great alternative!”*
- *“This is a great idea! I work 4 miles from home and have to walk home on Sundays and holidays because the bus stops too early. I would use this service!”*

**Figure 4: Responses to “What types of trips would you take using bikeshare or scootershare if it was available in the Salem-Keizer region? (Select all that apply)”**



**Respondents are worried about theft, vandalism, and destruction of shared micromobility fleets.**

Several respondents raised concerns regarding theft, vandalism, and destruction of shared bikes and scooters, and 22% stated that concerns about theft prevent them from riding a personal bike or scooter.

Some respondents note similar shared micromobility programs in nearby cities that were not successful due to issues of theft and destruction of bikes and scooters. Community members wanted to know how these issues would be prevented if a shared micromobility program is implemented.

Specific feedback examples shared by survey respondents include:

- *“Only concern is theft (specifically downtown) and how they would be left at a non-safe area where people can't have access to them when needed”*
- *“I'm really scared of people throwing bikeshare/scootershare vehicles into the Willamette River.”*
- *“I think the likelihood of vandalism; destruction of the bikes/scooters is so high that the program will not be functional/reliable/cost-effective.”*
- *“My fear is that it will be eliminated shortly after implementation as has happened in numerous other cities.”*

**Improved active transportation infrastructure, availability of bikes and/or scooters, and low-cost pricing would encourage use of shared micromobility.**

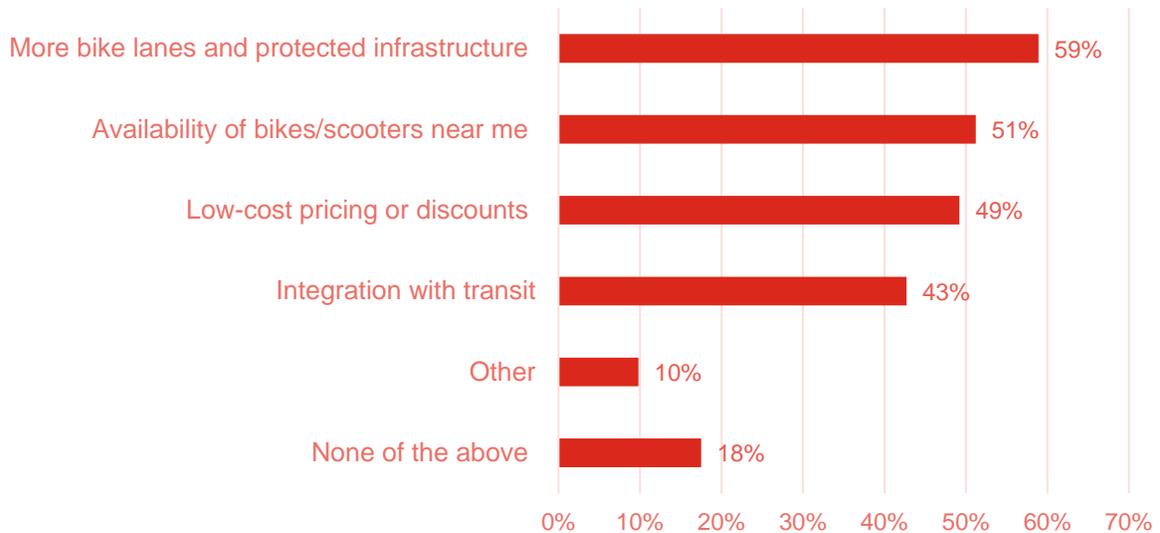
The majority of survey respondents (59%) believe that safer bike facilities like protected bike lanes would encourage them to use shared micromobility – see Figure 5. Some respondents reported feeling unsafe using the current bike lanes located along main roads due to heavy vehicular volumes.

Easy availability of bikes or scooters nearby was a critical component of future program success, as 51% of respondents stated it would encourage them to use bikeshare or scootershare – see Figure 5.

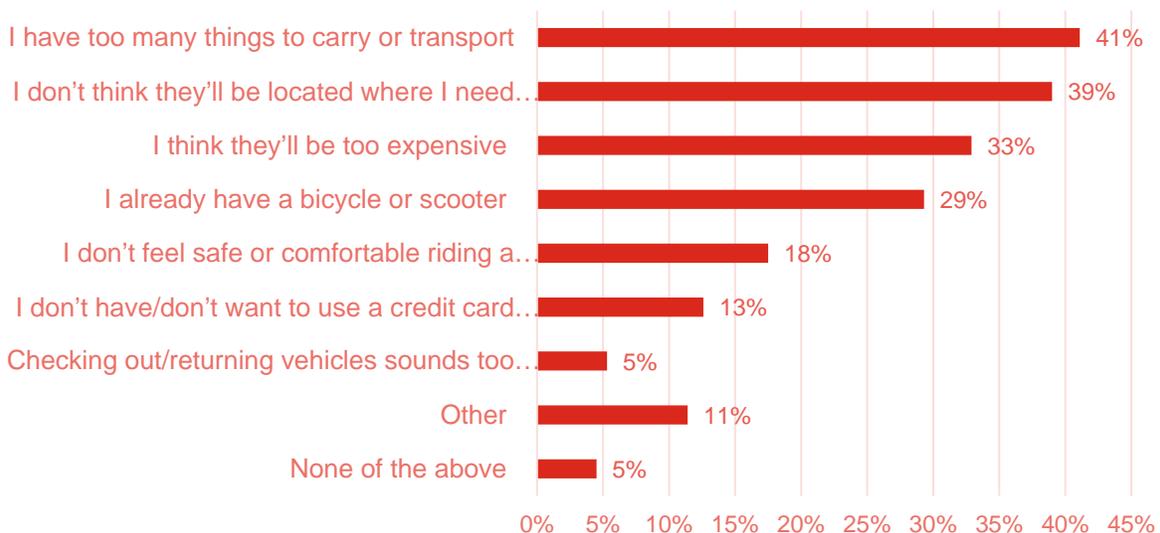
Low-cost pricing would also encourage community members to use shared micromobility: 33% of respondents were concerned that rides would be too expensive. Discount programs could be beneficial and advance equitable use of shared micromobility.

The biggest barrier preventing respondents from using bikeshare and/or scootershare is having too many things to carry or to transport (41%) – see Figure 6. A survey respondent shared that “it would be helpful if some bikes had a luggage attachment for running errands.”

**Figure 5: Responses to “What would encourage you to use bikeshare or scootershare in the Salem-Keizer region? (Select all that apply)”**



**Figure 6: Responses to “What might prevent you from using bikeshare or scootershare if it were available in the Salem-Keizer region? (Select up to three reasons)”**

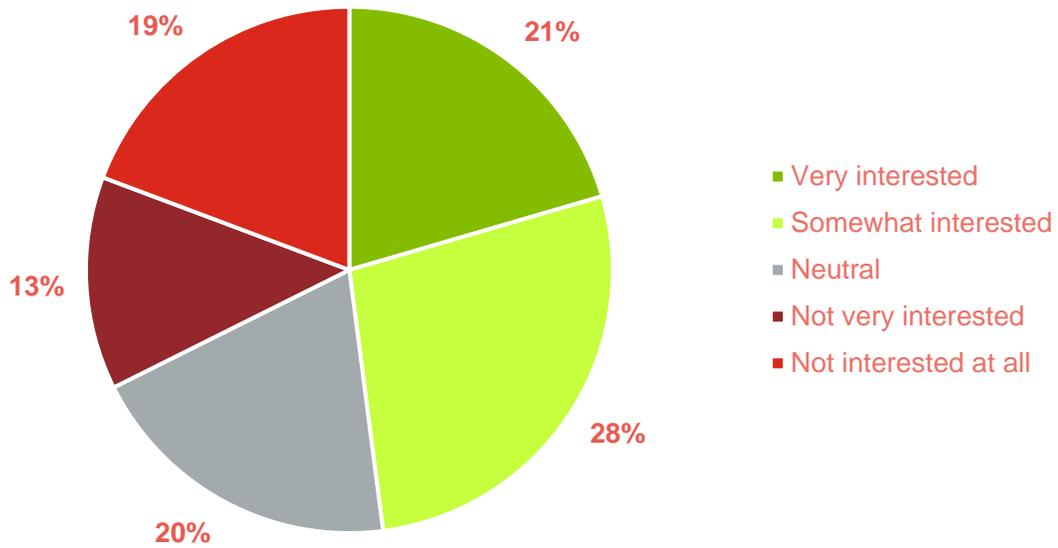


**Pedicabs are a potential additional mode to complement existing transportation options.**

69% of respondents felt neutral to very interested in seeing pedicab services in the region. One respondent indicated preference for three-wheel vehicle options, but not specifically pedicabs. Another stated: “I love the

concept of Pedicabs in theory, but in my experience in other cities the operators are predatory, aggressively trying to get riders onboard and then charging astronomical prices.”

**Figure 7: Responses to “Pedicabs (sometimes called rickshaws) are three-wheeled vehicles operated by a human driver, often with electric-assist, that provide short passenger trips in city centers, at special events, or for tourism. How interested would you be in seeing pedicab services in the Salem-Keizer region?”**



## **Appendix C: Operational and Financial Analysis**

## MEMORANDUM

December 9, 2025

To: Kiki Dohman, Salem Area Mass Transit District  
From: Malia Schilling and Adrian Witte, Toole Design  
Project: Salem Shared Micromobility Feasibility Study

### Re: Operational and Financial Model Analysis

This memo provides an overview of three potential scenarios for a future shared micromobility system in the Salem-Keizer region:

- **Low-resource scenario:** A privately owned and operated system with zero subsidy provided by Cherriots.
- **Medium-resource scenario:** A privately owned and operated system with an operational subsidy provided by Cherriots.
- **High-resource scenario:** A Cherriots-owned system with a third-party private operator.

This memorandum includes an analysis of the benefits and challenges of each scenario as well as guidance for procurement, program requirements, a financial analysis, and review of equitable access opportunities.

This memorandum also includes a discussion of potential operational models as well as opportunities and challenges for a bike lending library program as an alternative to a shared micromobility program.

## Low-Resource Scenario: Zero-Subsidy System

### Scenario Overview: Benefits and Considerations

In the low-resource scenario, one private vendor would be selected to own and operate the shared micromobility system. This scenario is the fastest to launch and carries low financial risk as it involves no capital or operating costs for Cherriots or the local jurisdictions. Private operators can deploy fleets quickly, meaning this is likely the shortest timeline option.

However, without public agency investment, private operators will assess the market to determine if potential revenues will sustain capital and operating costs or if there are other strategic reasons to apply for the program (e.g., proof of concept for a newer operator, piloting a different type of vehicle, strategic entry into a nearby market, etc.).

Smaller cities were a strategic target for shared micromobility program growth coming out of the pandemic as companies vied for market share across the country. However, growth in these markets has slowed and smaller cities need to carefully consider their offerings to attract operators.

Some smaller cities have struggled to find operators to apply for their program. For example, Aurora was the first city in Colorado to host a dockless bikeshare program but has since struggled to attract operators, while the program in Denver has grown significantly. Smaller markets are also more likely to see operators depart for financial reasons, especially in communities that do not allow e-scooters (which tend to have a higher return on investment for operators). For example, Bird cancelled its 150-bike dockless bikeshare program in Burlington, VT because of costs exceeding revenue. In 2022, Spin pulled out of all markets where multiple operators were allowed to provide shared micromobility services, citing low consumer demand and unsustainable operating costs. Industry consolidation has also disrupted service in many U.S. cities; 2023 saw multiple operators close leaving many municipalities without a shared micromobility program.

**Procurement**

For this scenario, Cherriots would develop the terms of the shared micromobility program, enter into an agreement with participating local jurisdictions, and work with those jurisdictions to develop regulations for the use of shared micromobility vehicles in the public right-of-way. Cherriots could convene interested jurisdictions in a working group to ensure regulations and program terms are unified across the region and to give them a voice in ongoing program governance and decision-making. The program can be codified as a permit or license program where private operators apply to provide shared micromobility services in a defined geographic area. Criteria would need to be developed to evaluate and select a single or select number of operators from multiple candidates that may apply for the permit.

**Program Requirements**

To attract interest from private operators, program requirements should remain intentionally flexible while still setting clear operating expectations. By keeping requirements concise and performance-based rather than prescriptive, the region can protect public space and rider safety without deterring potential vendors.

**Table 1: Low-Resource Scenario Program Requirements**

<b>Operations</b>	<b>Description</b>
<b>Fleet type and size</b>	E-scooters typically have the highest return on investment for operators and would likely need to be a part of the program to attract a potential operator.  The program can require a minimum e-scooter fleet and allow companies to scale vehicle numbers up or down with seasonal and ridership changes. Additional vehicles could be allowed with the achievement of certain ridership or other performance metrics.
<b>Technology and infrastructure needs</b>	The operator would be responsible for all technology and infrastructure needs, including the rider app and payment gateway, vehicles with onboard GPS, cloud servers and open data feeds (GBFS/MDS), geofencing and parking-compliance software, batteries and charging equipment, a local warehouse for storage and repairs, spare parts, and vehicles and staff required for rebalancing and maintenance.
<b>Service area</b>	The service area should be co-designed with the selected vendor, and could include a small pilot area or an entire jurisdiction. If starting with a smaller zone, the service area should prioritize denser areas (Downtown Salem, the Capitol Mall, Willamette University, and Cherriots’ core transit hubs) where short trip lengths and concentrated origins/destinations will

Operations	Description
	support ridership and sufficient revenue to sustain operations. Lower-density neighborhoods will have lower demand and revenues such that incentives may be needed to encourage expansion into areas such as West Salem or Keizer.
<b>Parking and redistribution logistics</b>	<p>Without additional funding, parking management will rely on low-cost treatments rather than more expensive docking stations. These include software-based controls like geofencing to digitally designate parking areas, no-ride zones, and no parking zones, promoting the use of existing bike racks, and the furniture zone for parking vehicles.</p> <p>Cherriots and/or the local jurisdiction should maintain enough capacity to review performance data, process complaints, and work with operators to correct mis-parked vehicles. The permit can be written to levy fines for non-compliance, mandate “lock-to” requirements, and require digital parking management strategies. Public agencies can also support the program through investment of public funds or reinvestment of operator fees into parking areas and bike corrals.</p> <p>The operator covers all rebalancing expenses and will need to swap batteries or collect e-scooters for recharging and/or repair. Because labor, mileage, and battery swaps are costly, operators prioritize high-usage areas unless subsidies make wider coverage worthwhile.</p>

## Financial Analysis

### Costs

In this scenario, all costs beyond public agency staff time to manage the program fall to the private operator. However, the time commitment for staff can vary depending on the complexity of the program. For example, the City of Spokane has one full-time staffer who spends 25% of their time overseeing the privately owned and operated dockless scootershare program, while a 6-month dockless e-scootershare program in King County, WA in 2020 cost \$112,640 in staff time. If the operator does not provide a dashboard of analytics, Cherriots or local jurisdictions may need to contract with a third-party data aggregator to evaluate the program against KPIs.

In this scenario, public agencies still provide a vital partnership role in supporting the program. This can come in the form of continued investment in high comfort, convenient, and connected bike facilities, build out of bike parking corrals and bike racks, and promoting the program through existing media, events, and programs. Additional public support can help fund areas of the program that have lower return on investment for operators such as increased service levels in lower density (and lower ridership areas).

**Table 2: Low-Resource Scenario Cost Responsibilities**

Cost Category	Responsibility		
	Local Jurisdictions	Cherriots	Private Operator
<b>Program administration</b>	Staff time to manage compliance	Staff time to manage contract	Staff time to operate the program. Correction or payment for any fines related to program non-compliance
<b>Fleet management (operations, maintenance, software, customer service)</b>	None	None	Staff time, warehouse, vehicle, and other costs to manage the fleet including repairs, rebalancing, recharging, etc.
<b>Vehicles</b>	None	None	All vehicle capital, maintenance, and replacement costs
<b>Parking areas</b>	Staff time to identify virtual and physical parking areas	N/A	Implement virtual parking areas
<b>Evaluation</b>	Staff time, potential subscription to third-party data aggregator	Staff time	Real-time GBFS feed + MDS policy/compliance API; cloud servers
<b>Insurance</b>	None	None	Varies, but usually includes providing General Liability Insurance and Automobile Liability Insurance

*User Pricing*

In this scenario, the operator sets user pricing within the parameters outlined in the permit application. Most dockless operators follow a similar formula of a flat unlock fee (usually around \$1) and a per-minute fee. NACTO reported that the average cost of a one-way trip on a dockless e-scooter was around \$6.00 in 2023.<sup>1</sup> Operators may also offer day passes or low-income plans, but these are voluntary unless the permit explicitly requires them.

Because there is no public financial support in this model, Cherriots and local jurisdictions have less leverage to dictate pricing and discounts. Pricing is primarily a market decision, giving vendors flexibility to experiment with promotions or dynamic rates.

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<sup>1</sup> NACTO. (2024). Shared Micromobility in 2023. [https://nacto.org/wp-content/uploads/Shared-micro-in-2023-snapshot\\_FINAL\\_July22-2024.pdf](https://nacto.org/wp-content/uploads/Shared-micro-in-2023-snapshot_FINAL_July22-2024.pdf)

## Revenues

Communities operating this type of program often charge fees for the right to use the public right-of-way. This is typically some combination of an application fee and a per vehicle or per trip fee. Some cities also establish fines for non-compliance with service levels; see Figure 1 for a summary of the range of fee types and amounts charged by cities across North America. These fees are important to offset public agency costs to manage the program. However, setting these fees too high can be a barrier to attracting or retaining an operator. To counteract this, some cities have been more overt about how these fees will be used to support the program - reinvested these fees into improvements that benefit the program (e.g., parking infrastructure or supporting programs) or pivoted to require upfront parking investments rather than fees to help build out parking infrastructure (such as in Denver).

Figure 1: Shared Micromobility Program Permit Fees across North America

### Agencies charge a variety of fees as part of shared micromobility permits:



Source: NABSA 2023 State of the Industry Report

Advertising and sponsorship are not typical for a privately owned and operated dockless micromobility program. These operators are typically national brands preferring to keep their company branding front and center.

## Equitable Access

Most private operators provide discount programs for low-income individuals, outreach, and other basic programs to increase access to the program. However, without additional funding, Cherriots and the local jurisdictions will have less leverage to require more robust equity plans such as deeper discount fares, minimum service levels in identified equity areas, adaptive bike programs, or additional outreach programs. Operators may choose not to apply if these are requirements.

## **Medium-Resource Scenario: Subsidized Operations**

### **Scenario Overview: Benefits and Considerations**

In the medium-resource scenario, Cherriots would issue a contract to a turn-key private operator and commit an annual subsidy that covers all operating costs and is tied to clear service and equity targets. As in the low-resource scenario, the private operator would retain ownership of all equipment and is responsible for capital costs.

Public subsidies for operations lower the operator's break-even point, making a Salem-Keizer program more attractive to draw more operator competition. The level of financial support will provide the agency with more leverage over program decisions such as the fleet mix between dockless e-scooters and e-bikes, equity requirements, first/last-mile integration with Cherriots, and higher service levels. In this scenario, Cherriots would need to budget for their financial contribution and must administer a more complex performance-based contract. If ridership underperforms, Cherriots may need to boost the subsidy, renegotiate service levels, or rebid the contract. If service needs to be terminated, this is relatively low risk for Cherriots as the equipment is owned and paid for by the operator.

### **Procurement**

Similar to the low-resource scenario, Cherriots would enter into an agreement with interested local jurisdictions, work with those jurisdictions to develop regulations for the use of shared micromobility vehicles in the public right-of-way, and develop terms to include in a request for proposals (RFP) and contract with a private operator. Cherriots would lead a competitive procurement process on behalf of participating cities and would be responsible for funding operations and managing the contract with the private operator. Turn-key vendors such as Tandem Mobility or Drop Mobility usually quote a single all-inclusive annual fee per bicycle that covers operational costs (software, maintenance, customer service, rebalancing, battery swapping, etc.) and liability insurance.

## Program Requirements

**Table 3: Medium-Resource Scenario Program Requirements**

Operations	Description
<b>Fleet type and size</b>	<p>The fleet mix could include dockless e-scooters, e-bikes, and/or pedal bikes with designated virtual and/or physical parking areas.</p> <p>Fleet size requirements should be defined in relation to the service area: The Institute for Transportation and Development Policy suggests targeting 10-30 bikes per 1,000 residents, and dockless e-scooter operators have recommended providing least two e-scooters per 1,000 residents for convenient rider access.<sup>2</sup> Fleet size can be flexible and incentivized based on program goals. For example, fleet maximums can be increased if the system is exceeding three trips per vehicle per day or if equity requirements are exceeded.</p>
<b>Technology needs</b>	<p>The operator would be responsible for all technology and infrastructure needs, including the rider app and payment gateway, vehicles with onboard GPS, cloud servers and open data feeds (GBFS/MDS), geofencing and parking-compliance software, batteries and charging equipment, a local warehouse for storage and repairs, spare parts, and vehicles and staff required for rebalancing and maintenance.</p>
<b>Service area</b>	<p>The initial service area should be designed with the selected operator, concentrating first on denser areas (e.g., Downtown Salem, the Capitol Mall, Willamette University, and Cherriots' core transit hubs) where short trip lengths and concentrated origins/destinations will support ridership.</p> <p>Service area expansion would be dependent on additional operating budget to expand the fleet, e.g., to provide service to West Salem and Keizer.</p>
<b>Parking and redistribution logistics</b>	<p>Depending on the operator, parking management could include geofenced parking areas and no-ride zones, physical parking areas consisting of a painted outline, decals, and flex posts in the curbside lane or sidewalk furniture zone, or bike racks and bike corrals. Local agencies can support the program through investment and buildout of parking areas, bike racks, and bike corrals.</p> <p>Cherriots and/or the local jurisdiction will be responsible for reviewing performance data, processing complaints, and working with the operator to correct mis-parked vehicles.</p> <p>Redistribution, rebalancing, recharging and other operating costs would be the responsibility of the operator per the terms of the contract.</p>

<sup>2</sup> Yanocha, D., Mason, J., Patlán, M., Benicchio, T., Alfred, I., & Laksmana, U. (2018). The Bikeshare Planning Guide.



## Financial Analysis

### Costs

In this scenario, Cherriots bears the operational costs, while the private operator provides the vehicles.

**Table 4: Medium-Resource Scenario Cost Responsibilities**

Cost Category	Cost Responsibility		
	Local Jurisdictions	Cherriots	Private Operator
<b>Program administration</b>	Staff time to manage compliance	Staff time to manage contract	Staff time to manage contract and program (built into per vehicle cost charged to Cherriots).
<b>Fleet management (operations, maintenance, software, customer service)</b>	None	All costs (usually charged on a per-vehicle basis at approximately \$1,800-\$3,000 *)	All costs built into the per vehicle cost charged to Cherriots
<b>Vehicles</b>	None	None	All vehicle capital, maintenance, and replacement costs
<b>Parking areas</b>	Staff time to identify virtual and physical parking areas	Procurement of contractor to install parking areas	None
<b>Evaluation</b>	Staff time	Staff time	Real-time GBFS feed + MDS policy/compliance API; cloud servers
<b>Insurance</b>	None	None	Varies, but usually includes General Liability Insurance and Automobile Liability Insurance

\* based on publicly available contracts from Tandem Mobility and Drop Mobility

### User Pricing

In this scenario, the operator sets user pricing within the parameters outlined in the contract. By providing funding, Cherriots has more input and can work with operators to develop discount programs for priority populations (e.g., low-income, senior, student, etc.).

Many turnkey operators offer rates per-ride as well as memberships. For example, Baton Rouge Bikeshare (operated by Tandem Mobility) charges \$6.99 for the first 30 minutes under its “pay as you go” option, or \$14.99 for a monthly membership with unlimited rides under 15 minutes (additional ride time is charged at \$0.30/min). Redwood Bikeshare in Sonoma County, CA (operated by Drop Mobility) costs \$0.25/minute under the “pay as you go” option, and \$20/month for 30 minutes of free ride time per day (additional ride time is charged at \$0.25/min).

**Revenues**

Revenues for this program can come from user fees (pay-as-you go rides, monthly/annual memberships, etc) along with advertising and sponsorships.

Sponsorships can help offset recurring costs while also fostering partnerships with healthcare providers, universities, utilities, and major employers, positioning the system as a shared investment in sustainability and community well-being. In this scenario, as the operator owns all equipment, Cherriots can impose content standards or negotiate a percentage of gross sales or a flat annual payment, but the operator will likely exercise final decision-making power over what is allowed on its assets.

Cherriots and local jurisdictions can coordinate with the operator to determine potential sponsorship opportunities. See Figure 2, Figure 3 and Figure 4 for example sponsorship packages from Ride4Smilies, a bikeshare system in Fort Smith, AR with 40 bikes across four stations.

**Figure 2: Ride4Smilies Tier 1 Sponsorship Package**

## Tier 1 Sponsorship



**Package Details**

Sponsorship Tiers	Details	Price Per Year
Tier 1 Title Sponsor	<ul style="list-style-type: none"> <li>Program naming rights</li> <li>Full branding on 40+ bikes (frame, basket, fender) and station sign fronts</li> <li>Custom ¼ ad panel on 3 station sign backs</li> <li>1 custom station location placement within service area</li> <li>40 employee memberships</li> <li>40 free ride coupons</li> </ul>	<b>\$140,000</b>
Custom Package	<p><b>Don't see exactly what you're looking for?</b> Connect with Tandem Mobility about your sponsorship goals &amp; budget</p>	





Figure 3: Ride4Smilies Tier 2 Sponsorship Package

## Tier 2 Sponsorship

**Package Details**

Sponsorship Tiers	Details	Price Per Year
Tier 2 Founding Sponsor	<ul style="list-style-type: none"> <li>Branding on 20 bike baskets or fenders</li> <li>Custom ¼ ad panel on 1 station sign back</li> <li>20 employee memberships</li> <li>20 free ride coupons</li> </ul>	<b>\$75,000</b>
Tier 2 Corporate Sponsor	<ul style="list-style-type: none"> <li>1 custom station location on your campus, within or connected to the current service area</li> <li>Branding on 5 bike baskets or fenders</li> <li>Custom ¼ ad panel on your 1 station sign back</li> <li>Unlimited employee memberships</li> <li>Unlimited free ride coupons</li> </ul>	<b>\$50,000</b>
Tier 2 Equity Sponsor	<ul style="list-style-type: none"> <li>Equity pricing for all public users</li> <li>Tap card program engagement event/initiative</li> <li>Unlimited employee memberships</li> <li>Unlimited free ride coupons</li> </ul>	<b>\$50,000</b>

Figure 4: Ride4Smilies Tier 3 Sponsorship Package

## Tier 3 Sponsorship

**Package Details**

Sponsorship Tiers	Details	Price Per Year
Tier 3 Bike Sponsor	<ul style="list-style-type: none"> <li>Branding on 5 bike baskets or fenders *</li> <li>5 employee memberships</li> <li>5 free ride coupons</li> </ul> <p>* Pending Tier 1/Tier 2 sponsor commitments.</p>	<b>\$20,000</b>
Tier 3 Station Sponsor	<ul style="list-style-type: none"> <li>Custom ¼ ad panel on station sign back *</li> <li>10 free ride coupons</li> </ul> <p>* Pending Tier 1/Tier 2 sponsor commitments.</p>	<b>\$5,000 per station</b>

### Equitable Access

With a higher level of investment, Cherriot may be able to work with an operator to provide more robust equity programs such as:

- **Discounted pricing:** Baseline discount requirements can live inside the master operating contract, and bulk-pass purchases, or deeper fare discounts can be layered on through simple contract amendments or purchase orders, letting the agency scale the subsidy year-by-year without reopening the full agreement. For example, [Bike Share ICT](#) in Wichita, KS provides a discounted student membership of \$20/year, a \$10 savings over standard annual memberships.
- **Multilingual outreach & community ambassadors:** Additional funding can support the agency or the operator in working with local CBOs for pop-up events, helmet fittings, and in-language education.
- **Adaptive vehicles:** Additional funding can support creation of a separate adaptive bikes (or trikes) program.

# High-Resource Scenario: Publicly-Owned System

## Scenario Overview: Benefits and Considerations

In the high-resource scenario, Cherriots is the system owner and primary funder of the shared micromobility program and contracts with a third-party to operate the program. Cherriots would be responsible for all capital and operating costs. This will provide Cherriots full control over program decisions such as branding, fleet type, parking management, equity requirements, transit integration, and service levels.

This scenario has the most potential for long-term service, brand control, and organized parking management but requires the highest financial commitment to provide capital and ongoing funding.

## Procurement

Similar to the other scenarios, Cherriots would enter into an agreement with interested local jurisdictions, work with those jurisdictions to develop regulations for the use of shared micromobility vehicles in the public right-of-way, and develop terms to include in a request for proposals (RFP). Cherriots would lead a competitive procurement process on behalf of participating cities for an equipment vendor (for the vehicles and stations) and for a third-party operator and be responsible for paying for service and managing these contracts. If federal funds are utilized to procure equipment, Cherriots may need to follow federal procurement requirements such as Buy America requirements.

## Program Requirements

Table 5: High-Resource Scenario Program Requirements

Operations	Description
<b>Fleet type and size</b>	<p>The type of system is at the discretion of Cherriots as the owner of the system. A docked bikeshare system would provide dedicated parking locations, eliminate sidewalk clutter, and guarantee users a predictable place to find a bike. This would also allow Cherriots to brand the program and integrate it into their existing trip planning, fare payment, and other programs.</p> <p>Fleet size and station density requirements should follow similar guidelines to the medium-resource scenario.</p>
<b>Technology needs</b>	Same as low and medium-resource scenarios.
<b>Service area</b>	<p>The initial service area will depend on the available capital budget for bikes and stations. Docked bikeshare systems are typically a higher unit cost than dockless or hybrid programs. This may result in a smaller number of bikes and a smaller service area.</p> <p>Station density is critical with higher densities correlating to higher market penetration and increased ridership. Research compiled by NACTO shows that riders need to see a station within a 3-5 minute walk everywhere within the</p>

Operations	Description
	service area, and gaps larger than that sharply depress ridership and undermine equity goals. <sup>3</sup> Service area expansion should be contiguous.
<b>Parking and redistribution logistics</b>	<p>A station-based system largely solves parking management issues if every trip must begin and end at a fixed dock. Real-time dock telemetry lets the operator monitor “full” and “empty” alerts. Stations can also be solar powered or connected to the electrical grid to help recharge e-bikes (or e-scooters). The industry estimates significant recharging cost savings if 20%-30% of stations are electrified.</p> <p>Redistribution and rebalancing would be the responsibility of the third-party operator per the terms of the contract. Docks and stations introduce additional maintenance and repair needs. However, they are also more predictable for rebalancing rather than having to find dockless vehicles all over the city.</p>

## Financial Analysis

### Costs

Costs for this scenario depend on the type of system employed. For docked bikeshare, a station can cost \$30,000- \$60,000 to purchase and install, so deploying 40 stations for a 400-bike launch could cost over \$2 million before bikes and kiosks.<sup>4</sup> Pedal bikes can start at approximately \$300 each, while e-bikes can be more than triple that cost. Cherriots must also budget for annual operating costs and plan for long-term equipment replacement (the average lifespan of a bikeshare bike is three to five years)<sup>5</sup>. Operating costs can be significant: the Roaring Fork Bikeshare system spent \$1.6 million on operations in 2023 for a system of 420 bikes and 81 stations.

Changes to the system can create additional costs. Docked systems are modular and movable but less flexible than dockless systems. Relocating a station requires construction permits and utility work (if electrified).

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<sup>3</sup> NACTO. (2015). NACOT Bikeshare Equity Practitioner’s Paper #1.

<sup>4</sup> Clean Mobility Options. (2023). Mobility Project Implementation Toolkit.

<sup>5</sup> Yanocha, D., Mason, J., Patlán, M., Benicchio, T., Alfred, I., & Laksmana, U. (2018). The bikeshare planning guide.

**Table 6: High-Resource Scenario Cost Responsibilities**

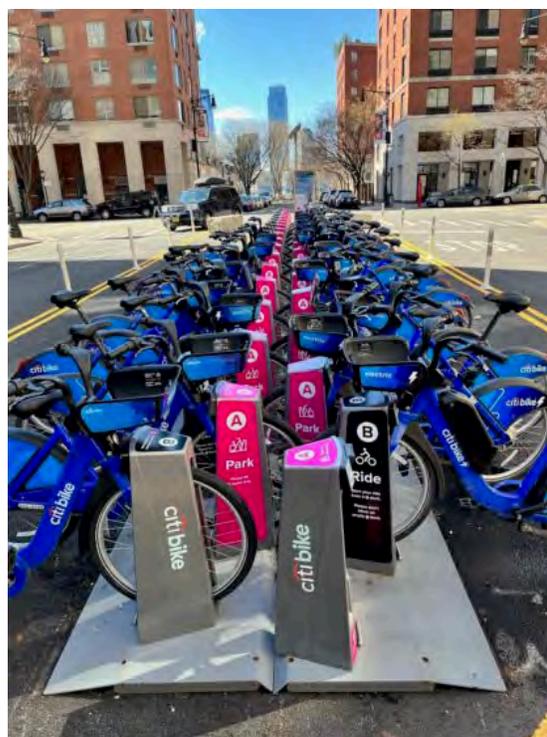
Cost Category	Cost Responsibility		
	Local Jurisdictions	Cherriots	Private Operator
<b>Program administration</b>	Staff time	Staff time to oversee program and manage program	None
<b>Fleet management (operations, maintenance, software, customer service)</b>	None	All costs	All costs reimbursed per the operating contract with Cherriots
<b>Equipment (vehicles, stations)</b>	None	All costs	None
<b>Parking areas</b>	Staff time to permit stations	Staff time / installation costs	None
<b>Evaluation</b>	Staff time	Staff time	Real-time GBFS feed + MDS policy/compliance API; cloud servers.
<b>Insurance</b>	None	Liability insurance	Varies, but usually includes General Liability Insurance and Automobile Liability Insurance.

*User Pricing*

In this scenario, Cherriots has total user pricing control, which allows the agency to align pricing with transit fares, provide discounted pricing to priority groups, and make dynamic adjustments to pricing as-needed. All ride and membership payments can flow directly into an agency-controlled account.

*Revenues and Funding Opportunities*

Because Cherriots owns the physical and digital real estate, it can set advertising/sponsorship policies and keep 100% of revenue or share a portion with the operator as an incentive for sales performance. Sponsorship packages can include branded wraps on vehicles, logos on station signage, and digital ads on kiosks or in-app platforms. With full branding rights, Cherriots can pursue various sponsorship and advertising mechanisms. For example, Citigroup is a title sponsor of the bikeshare program in New York City at \$70.5 million over 10 years and has full branding on bikes, docking stations, and the name of the system (Citibike). In Milwaukee, non-profit bikeshare operator BublR offers signage sponsorship starting at \$250/month for a sign at one docking station. Sponsorship and advertising requires staff time to find sponsors and coordinate content that would be the responsibility of Cherriots and local jurisdictions.



*Left: Milwaukee Bublr Bikeshare station sponsored by Sierra Club;  
Right: Citibike Station in New York City*

A publicly owned shared micromobility system can leverage state and federal grant funding. These are more often available to go towards capital costs including the purchase of vehicles, docking stations, kiosks, and other infrastructure. Potential grant funding opportunities include:

- Congestion Mitigation and Air Quality Improvement Program (CMAQ): CMAQ funding is allotted to MPOs based on formulaic distributions, who can determine further project selection requirements. Bikeshare infrastructure is eligible for CMAQ funding and application should be coordinated with the Salem Keizer Area Transportation Study (SKATS).
- Transportation Alternatives: Transportation Alternatives funding is allotted through the state's capital improvement plan (STIP), which is developed 3+ years in advance of projects receiving funding. SKATS receives a direct allotment of the funding and can determine further selection requirements. Bikeshare infrastructure is potentially eligible for Transportation Alternatives funding but requires coordination with SKATS.
- ODOT Innovative Mobility Program (IMP): IMP funds can support both capital and operational costs for shared micromobility programs.

### **Equitable Access**

Public ownership of the system enables Cherriots to embed equity objectives and provide more robust equity programs similar to and beyond those described in the medium-resource scenario. Equity programs can also be more easily bundled with other Cherriots outreach and marketing efforts.

## Bicycle Lending Libraries

### Overview

A bicycle lending library provides free or low-cost access to bicycles for longer-term borrowing, typically ranging from a few days to several months. Unlike traditional bikeshare programs that focus on short trips, lending libraries support long-term use for recreation, commuting, running errands, etc. They provide mobility for individuals without reliable access to a vehicle or to supplement public transit options.

Lending libraries can be operated by public agencies, non-profits, or community-based organizations, often in partnership with transit agencies, schools, or housing providers. They may use refurbished donated bikes, new bikes, or a mix. Check-out points can be provided at centralized hubs, mobile pop-ups, or partner sites such as community centers and libraries. Table 7 provides an overview of current active bike lending libraries in Oregon – all currently provide e-bikes for participants.

**Table 7: Active Bike Lending Libraries in Oregon**

Location	Funding Source	Description
<b>Washington County</b>	Westside Transportation Alliance	The non-profit WashCo Bikes and the Westside Transportation Alliance run an “ <a href="#">e-bike trial program</a> ” for employees at Nike and Intel. Employees receive an e-bike for one month for \$25 and can purchase a discounted e-bike after the trial period ends. The trial program also includes free maintenance, bicycle accessories, safety demos, and training.
<b>Tigard</b>	Portland General Electric’s Drive Change Fund (via Oregon Department of Environmental Quality)	“ <a href="#">Power to the Pedal</a> ” is a city-run free e-bike lending library currently being piloted at two affordable housing locations. Residents must be 18 years old and can check out an e-bike from a secure room or locker.
<b>Portland</b>	Metropolitan Family Service	The <a href="#">Forth E-Cargo Bike Library</a> is a program in partnership with Metropolitan Family Service that provides a free trial of e-cargo bikes for up to seven days.
<b>Douglas County</b>	ODOT Transportation Options Grant	The <a href="#">HADCO eBike Lending Library</a> provides free access to e-bikes and e-tricycles to affordable housing residents in Douglas County, Oregon. Residents can check out bikes in three-hour increments.
<b>Eugene</b>	University of Oregon	University of Oregon students and employees can rent an e-bike for up to two weeks through the university’s <a href="#">E-Bike Lending Library</a> . Participants are also invited to participate in a research study around the use of e-bikes.

## Benefits and Challenges

Table 8: Bicycle Lending Library Benefits and Challenges

Benefits	Challenges
<p><b>Long-term access:</b> Offers longer-term access to bikes for people who can't afford to buy one or who want to try biking before investing.</p> <p><b>Community-focused:</b> Lending libraries are often run through local partners (libraries, schools, housing sites), strengthening community trust and engagement.</p> <p><b>Supports skill-building and rider confidence:</b> Longer loan periods allow new riders to gain comfort and practice riding.</p> <p><b>Flexible implementation:</b> Can operate from community centers, libraries, pop-up hubs, or mobile vans—making the model adaptable to local context.</p>	<p><b>Siting and storage:</b> Lending libraries typically require a secure, accessible location (such as a community center, library, or mobility hub) where bikes can be stored, checked out, and maintained. A brick-and-mortar facility enables consistent service and provides space for user support, safety trainings, and minor repairs but requires staffing. Establishing a fixed site may require partnerships with public facilities or community organizations, and can entail costs for space, utilities, and equipment.</p> <p><b>Staffing:</b> Community facing programs require staff to manage checkouts, maintain the fleet, and assist users with fitting equipment or questions.</p> <p><b>Limited immediate access:</b> These programs take longer to set up than on-demand shared micromobility programs. These are also less spontaneous for users who must plan ahead to check out a bike.</p>

## Operational Models

A 2025 Portland State University report reviewing lending libraries detailed two operational models for lending libraries<sup>6</sup>:

- **Community resource libraries** prioritize providing low-cost or free bikes as a community transportation option. They usually target low-income or historically underserved communities. Unrestricted community resource programs allow anyone in the community to use the lending library, while restricted programs limit access to residents or those affiliated with a specific group or organization.
- **Try before you buy libraries** provide riders with the opportunity to borrow a bike for a limited period of time and exist to support users in making a purchasing decision. The library organizer usually partners with a local bike shop or a manufacturer to offer multiple bikes for riders to try out.

Multiple administration models exist, but over 75% of lending libraries are operated by non-profits or local government entities. The Portland State University report found that partnerships with bike shops and community organizations are critical to program success.

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<sup>6</sup> MacArthur, J., Miller, J., & Swain, I. (2025). E-bike Lending Libraries: Trends and Practices in The United States.