

UMPQUA PUBLIC TRANSPORTATION DISTRICT

COORDINATED TRANSPORTATION PLAN

SEPTEMBER 2022

TABLE OF CONTENTS

Executive Summary3

 Coordinated Transportation Plan Requirements3

 Defining Low-Income Communities for Plan Investments3

 Assessing Need and Identifying Proposed Service and Capital Improvements3

Statewide Transportation Improvement Fund Overview5

 STIF Legislation5

 STIF Rules Regarding the Plan.....5

 STIF Plan Requirements6

 STIF Advisory Committee7

 The STIF Plan Process.....8

 Projected Funding8

Existing Public Transportation Services8

 Existing Services8

Demographic Analysis.....12

 STIF Definition of Poverty12

 Demographic Indicators of Low Income Communities.....13

 Current Route Demographics.....30

Outreach Summary31

Needs Assessment31

 Transit Markets and Recommended Service Models32

 Service Enhancements and Efficiencies.....32

Proposed Service and Capital Improvements33

Conclusion35

ACKNOWLEDGEMENTS

The Umpqua Public Transportation District Coordinated Transportation Plan (CTP) reflects the participation and input from STIF Committee members, Board members, and the public through the Transit Master Plan process, which helped to inform this Coordinated Transportation Plan. Their concerted efforts have guided the process to examine plan options and determine a recommendation to address the 2023-2025 STIF cycle.

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This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD). This TGM grant is financed, in part, by federal Fixing America's Surface Transportation Act (FAST Act), local government, and State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

Inclusion of an improvement in the Transit Plan does not represent a commitment by ODOT to fund, allow, or construct the project. Projects on the State Highway System that are contained in the Transit Plan are not considered "planned" projects until they are programmed into the Statewide Transportation Improvement Program (STIP). As such, projects proposed in the Transit Plan that are located on a State Highway cannot be considered mitigation for future development or land use actions until they are programmed into the STIP. Highway projects that are programmed to be constructed may have to be altered or cancelled at a later time to meet changing budgets or unanticipated conditions such as environmental constraints.

EXECUTIVE SUMMARY

The Federal Transit Administration's (FTA's) Section 5310 program and Oregon's Special Transportation Fund (STF) both fund projects and services that enhance the mobility of seniors and persons with disabilities. To be eligible for funding, projects and services are required to be "included in a locally developed, coordinated public transit human services transportation plan." While §5310 funds are directed solely toward services open to the general public, STF funds can also be used for client-only services and programs enhancing the mobility of low-income individuals. As the recipient of Douglas County's STF funds, Umpqua Public Transportation District (UPTD) implements projects and services funded by §5310.

The STF is being merged into Oregon's Statewide Transportation Improvement Fund (STIF) effective July 2023. Administrative rulemaking related to this merger will not be finalized until late 2022. However, if ODOT's initial recommendations are implemented, client-only projects and services will need to be included in the CTP to be eligible to receive STIF funding. As the designated STIF Qualified Entity, UPTD has the ability to distribute federal and state funds to itself and to eligible subrecipients to support the mobility of seniors and persons with disabilities. An update to Douglas County's CTP should capture existing STIF plan projects and inform future STIF planning.

This document serves as the District's CTP with projects being identified in the UPTD Transit Master Plan.

Coordinated Transportation Plan Requirements

ODOT provides the following requirements for Coordinated Transportation Plans:

- (1) An assessment of available services that identifies current transportation providers (public, private, and non-profit);
- (2) An assessment of transportation needs for individuals with disabilities, older adults, and people with low incomes. This assessment can be based on the experiences and perceptions of the planning partners or on more sophisticated data collection efforts, and gaps in service (Note: If a community does not intend to seek funding for a particular program (Section 5310, 5311), then the community is not required to include an assessment of the targeted population in its coordinated plan);
- (3) Strategies, activities, and/or projects to address the identified gaps between current services and needs, as well as opportunities to achieve efficiencies in service delivery; and
- (4) Priorities for implementation based on resources (from multiple program sources), time, and feasibility for implementing specific strategies and/or activities identified.

Defining Low-Income Communities for Plan Investments

A key objective of House Bill 2017, which initiated the STIF funding, is to improve transit services in Oregon's low-income communities. The CTP defines what constitutes a high percentage of low-income communities within Douglas County that will benefit from HB 2017 investments.

Assessing Need and Identifying Proposed Service and Capital Improvements

Reflecting legislative priorities identified in the Keep Oregon Moving act, the CTP addresses the transportation needs of people residing and traveling within the region, especially those residents in low-income communities. Key project and program provisions of the CTP include the following STIF Criteria:

- Increased frequency of bus service to areas with a high percentage of Low-Income Households.
- Expansion of bus routes and bus services to serve areas with a high percentage of Low-Income Households.
- Fund the implementation of programs to reduce fares for public transportation in communities with a high percentage of Low-Income Households.
- Procurement of low or no emission buses.
- The improvement in the frequency and reliability of service between communities inside and outside of the Qualified Entity’s service area.
- Coordination between Public Transportation Service Providers to reduce fragmentation in the provision of transportation services.
- Implementation of programs to provide student transit service for students in grades 9-12.

The CTP is organized into the following chapters:

Topic	Contents
Executive Summary	
Statewide Transportation Improvement Fund Overview	<p>Introduces part of the Keep Oregon Moving act, the Statewide Transportation Improvement Fund (STIF), the rules outlined by the state guiding use of STIF funds, and the requirements of local STIF plans.</p> <p>Introduces the HB 2017 STIF Advisory Committee and its Guiding Statement for the purpose of advising development of the CTP.</p> <p>Summarizes the projected STIF funding within the Umpqua Public Transportation District.</p>
Existing Public Transportation Services	<p>Summarizes and maps the regional and local transit service providers that operate fixed-route and paratransit services within Douglas County. This includes mmunity-based Dial A Ride services.</p> <p>Describes the long-distance service linking to other parts of Oregon.</p> <p>Describes medical transportation services within Douglas County and services linking to other parts of Oregon.</p>
Demographic Analysis	<p>Describes the definition of poverty consistent with the STIF Rules, and the method used to determine the number of low income households served by Transit.</p>
Outreach Summary	<p>Summarizes conversations with other transportation providers in the County, and resulting needs.</p>
Needs Assessment	<p>Describes the public transportation needs within the UPTD service area as identified in the UPTD Transit Master Plan.</p>
Proposed Service and Capital Improvements	<p>Summarizes the proposed funding levels in the CTP for both on-going and one-time investments in service expansion, plans to address low income fares, school transportation, alternative fuel/electric bus focus and other capital improvements.</p> <p>Outlines proposed service and capital improvements to be funded by STIF.</p>
Conclusion	

STATEWIDE TRANSPORTATION IMPROVEMENT FUND

OVERVIEW

STIF Legislation

In mid-2017, the Oregon Legislature enacted House Bill 2017 (HB 2017), the Keep Oregon Moving act. Keep Oregon Moving established a significant increase - \$0.10 (per gallon) - in the state gasoline tax and also created three new taxes to fund public transportation, bicycle and pedestrian infrastructure, and other modes of travel.

- A 0.5% vehicle dealer privilege tax on new car sales funds rebates to encourage sales of electric vehicles. This tax went into effect January 1, 2018.
- A \$15 tax on the sale of new bicycles (that cost at least \$200) supports Connect Oregon to fund off-road bicycle and pedestrian paths that serve commuters. This tax went into effect January 1, 2018.
- A 0.1% employee payroll tax (\$1 for every \$1000 in payroll) improves public transportation service in both rural and urban communities. This equates to less than \$1 per week for the average Oregon worker. This tax went into effect July 1, 2018.

The employee payroll tax provides a dedicated source of funding for expanding public transportation service in Oregon. This new funding source, called the Statewide Transportation Improvement Fund (STIF), is separated into *formula* and *discretionary* funds. Ninety percent (90%) of the STIF is disbursed by *formula* to Qualified Entities (see below) based on the amount of transit payroll tax generated in their area. Although allocated by formula, the plan for using these funds must be approved by the Oregon Transportation Commission (OTC). Up to 9% of the STIF funds are *discretionary*, and are disbursed to local public transportation providers through a competitive statewide grant funding process.

STIF Rules Regarding the Plan

As directed by the legislature, the Oregon Department of Transportation (ODOT) prepared the STIF Rules¹ in 2018 to guide the allocation, receipt and reporting of STIF funds by local agencies. The STIF Rules have been approved by OTC.

STIF Plan Approval

HB 2017 designates UPTD as the *Qualified Entity* (QE) for the purpose of administering the STIF planning process and receiving and distributing STIF funds for the UPTD region. As the QE, UPTD is responsible for submitting the STIF Plan for approval by the OTC. Once approved, UPTD enters into an agreement with ODOT to receive STIF Formula Funds on behalf of the region, and is responsible for distributing STIF Formula Fund moneys to the other public transportation service providers, if applicable.

Purpose of STIF Formula Funds

STIF moneys are to be used to support effective planning, deployment, operation and administration of STIF-funded public transportation programs and projects, including:

- Planning for, and development of a Local Plan or future STIF Plan to improve Public

¹ Statewide Transportation Improvement Fund Rules, Oregon Department of Transportation, approved by the Oregon Transportation Commission, June 22, 2018.

- Transportation Service.
- Creation of new systems, facilities and services with origins, destinations or stops in Oregon.
- Maintenance or continuation of systems and services.

STIF Plan Requirements

The UPTD CTP meets the requirements outlined by the STIF Rules.

OTC - APPROVED STIF RULES

A STIF Plan will:

- ✓ Cover at least a Biennium, up to two Biennia w/ Commission approval
- ✓ Address needs of people residing in or travelling into/out of QE's area of responsibility
- ✓ Consider Public Transportation Services for the area outside the QE's district boundaries
- ✓ May be included in a QE's Local Plan or as a stand-alone plan (the TMP and/or CTP)
- ✓ Contain explanation of how the Plan defines, identifies and serves communities with a high percentage of Low-Income Households
- ✓ Include a description of the QE's method to sub-allocate STIF Formula Funds to Public Transportation Service Providers (and other potential sub-recipients) and the process to develop the method

The UPTD STIF Advisory Committee was appointed in January 2019 (under the prior name Douglas County Transportation District, DCTD) consistent with STIF Rules. The Committee's purpose is to advise and assist the QE, UPTD, in fulfilling the requirements of the STIF Rules and prioritize projects that will be funded by STIF moneys. The STIF Rules require the Committee to consider the following criteria when reviewing STIF Formula Fund projects:

STIF FORMULA FUND PROJECT EVALUATION CRITERIA

- ✓ Whether the Project would:
 - Increase the frequency of bus service in communities with a high percentage of Low-Income Households.
 - Expand bus routes and bus services to reach communities with a high percentage of Low-Income Households.
 - Implement programs to reduce fares for public transportation in communities with a high percentage of Low-Income Households.
 - Procure buses that are powered by natural gas, electricity or other low or no-emission propulsion for use in areas with populations of 200,000 or more.
 - Improve the frequency and reliability of service connections between communities inside and outside of the Qualified Entity's service area.
 - Foster coordination between Public Transportation Service Providers to reduce fragmentation in the provision of transportation services.
 - Provide student transit services for students in grades 9 through 12.
 - Maintain and expand the existing system.
- ✓ The extent to which the Project goals meet public transportation needs and are a responsible use of public funds.
- ✓ Other factors to be determined by the STIF Advisory Committee.

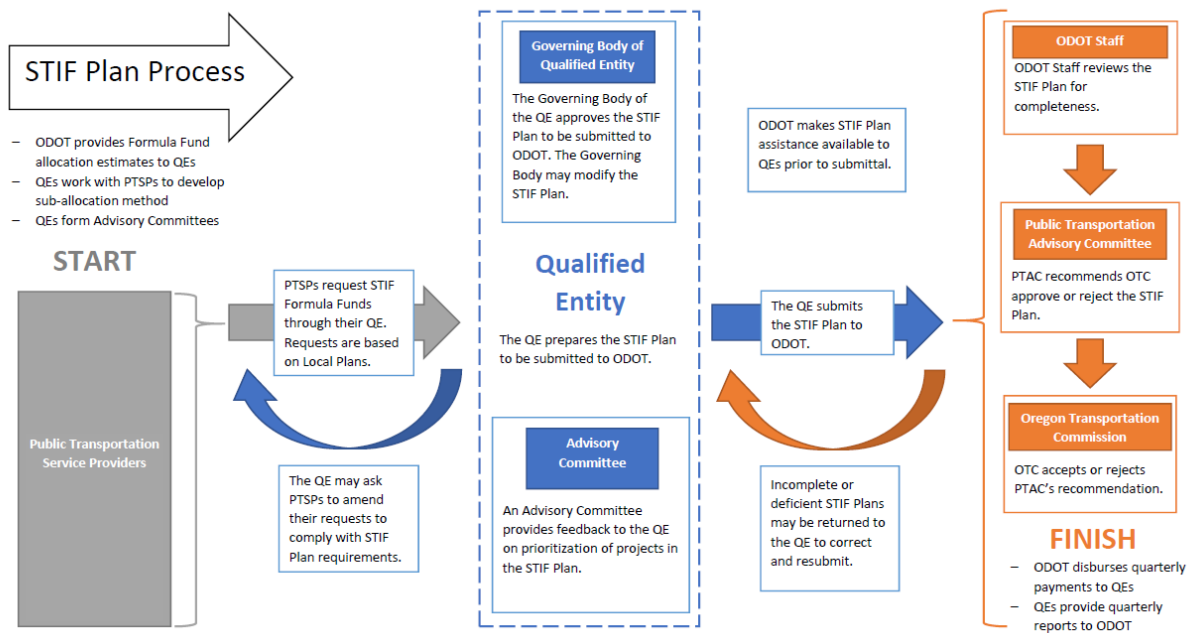
STIF Advisory Committee

In January 2019, the STIF Advisory Committee was appointed by the UPTD (Formerly DCTD) Board of Directors to advise and assist the Umpqua Public Transportation District to advocate for the transportation needs of seniors and persons with disabilities; and to develop recommendations on matters related to the enhancement of local and regional public transit services provided within the District using STIF moneys as set forth under OAR Chapter 732, Division 40, Division 42, and Division 44.

Members of the committee met and achieved the following:

- Reviewed all proposals submitted for STIF Funding.
- Gathered additional information from providers to ensure all projects were considered.
- Reviewed additional information and projects.
- Heard public comment on proposed projects and the process.
- Made a recommendation to the UPTD Board of Directors.
- Attended the UPTD Board meeting to address any questions or concerns regarding the recommendation.

The STIF Plan Process



Projected Funding

The following is the September 2022 updated allocation forecast for UPTD:

Table 1. STIF Projections

2024	2025	2026	2027
\$1,971,748	\$2,072,393	\$2,170,744	\$2,272,399

Forecasts reflect an estimated \$3.9 million transfer in STIF Formula funds to the Special Transportation Fund (STF). FY2024 and 2025 represents the Payroll tax funds for the STIF program and not the full consolidated STIF forecast.

EXISTING PUBLIC TRANSPORTATION SERVICES

UPTD is the primary transit service provider within Douglas County, with Coos County Area Transit, South Lane Wheels, DC Sunshine Taxi & Courier, and Greyhound also providing services to portions of the County. Regional services provide connections in Coos Bay, Eugene, Medford, and beyond for statewide and interstate connections.

Members of the Oregon Health Plan have access to non-emergency medical transportation by Umpqua Health Alliance within Douglas County. Additional medical services are provided by United Community Action Network (UCAN) and Mercy Medical Center within Douglas County. Additional services include Ride Source and Ready Ride who provide access to non-emergency medical transportation services to Lane County and Josephine County, respectively.

Existing Services

Table 2 summarizes each Douglas County transportation provider by the provider type (public or private), type(s) of service, operating hours, and general service areas. The remainder of this section describes these providers and service types in more detail. Figure 1 a service map of services provided in the county and Figure 2 shows a service map of services in the Roseburg area.

Figure 1: UPTD Douglas County Service

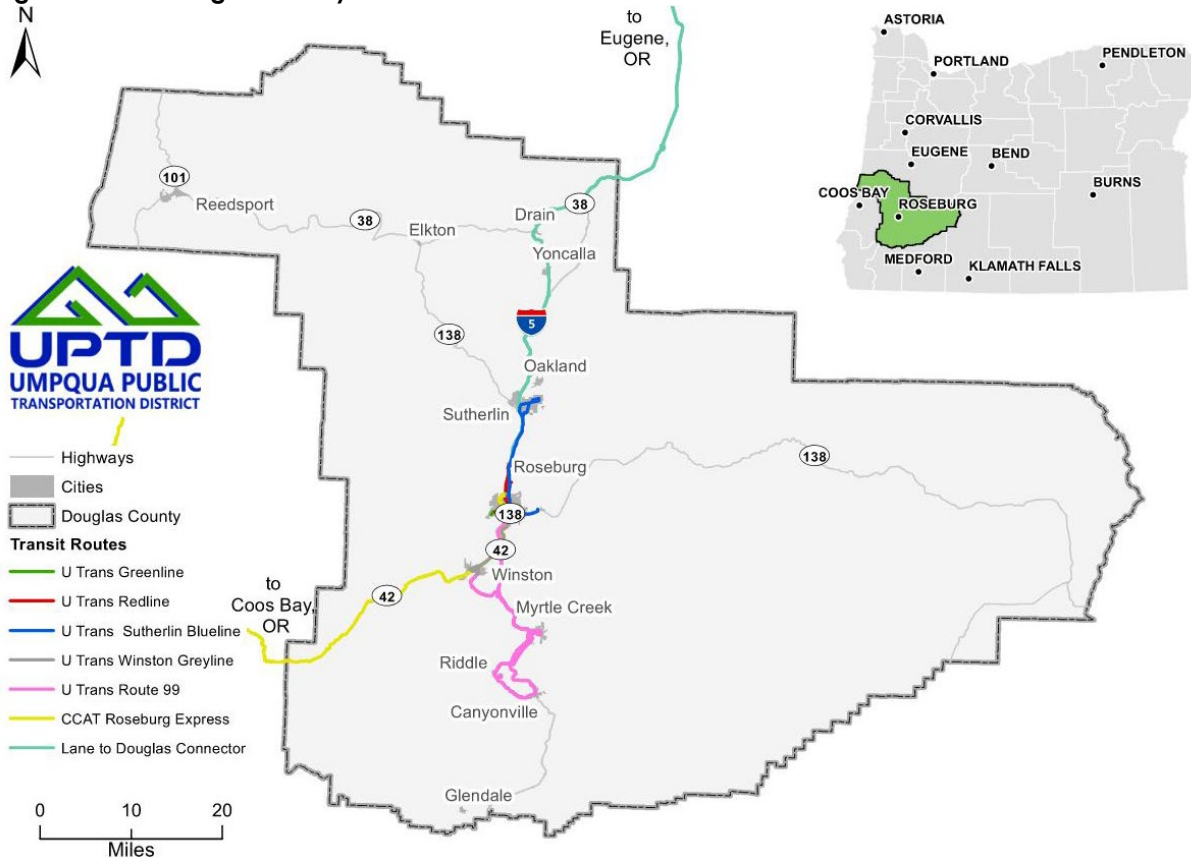


Figure 2. UPTD Roseburg Service

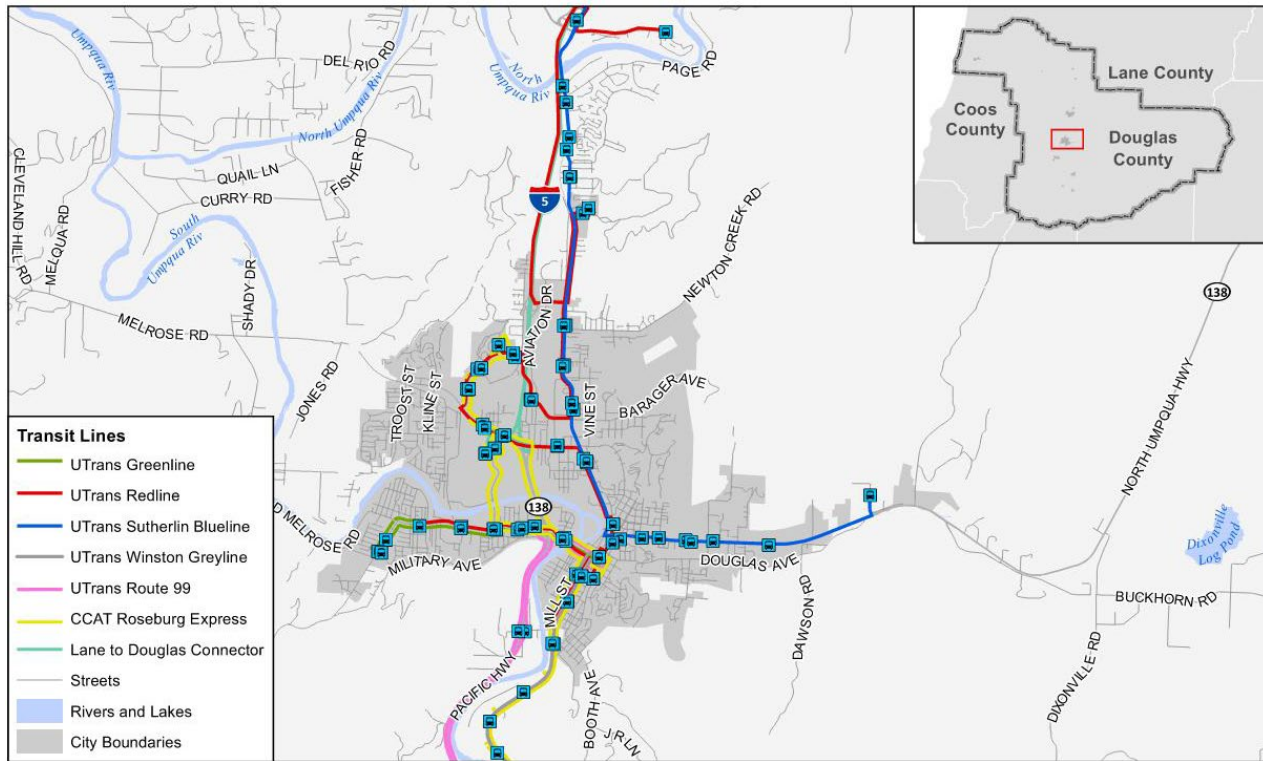


Table 2. Transportation Service Options for Traveling within Douglas County

Transportation Provider	Public / Private	Service Type	Operating Hours	Service Area
UTrans (UPTD)	Public	Fixed-Route	6:30 AM – 7:30 PM weekdays 8:15 AM – 6:30 PM Saturday	Douglas County
Umpqua Rides (UPTD)	Public	Paratransit	6:15 AM – 8 PM weekdays	City of Roseburg Within ¾ air mile of UTrans fixed-route service
	Public	Demand-Response	8:30 AM – 4:45 PM weekdays	Douglas County
South Lane Wheels	Public	Deviated Fixed-Route	2 round trips, Tuesdays and Thursdays	Lane – Douglas Connector (Roseburg to Eugene)
Coos County Area Transit (CCAT)	Public	Fixed-Route	1 round trip, Tuesdays and Wednesdays	Coos Bay to Roseburg
			3 round trips, Mondays, Tuesdays, Thursdays, Fridays	Coos Bay to Florence, with stop in Reedsport
Greyhound	Private	Fixed-Route	2 trips per direction 6:30 AM – 11:30 PM 7 days a week	I-5 corridor, stopping in Roseburg
DC Sunshine Taxi & Courier	Private	Taxi: Demand-Response	24/7 7 days a week	Greater Roseburg area

Sources: Umpqua Public Transportation District, South Lane Wheels, DC Sunshine Taxi & Courier

UTrans²

UTrans is the public-facing name of UPTD fixed-route services. UPTD operates seven fixed-routes in Roseburg, paratransit in Roseburg, and general demand-response transit services throughout Douglas County. Key information about these services is as follows:

- **Fixed-Route:** UTrans' fixed-route service in Roseburg operates from 6:30 AM – 7:30 PM, Monday through Friday, with limited service on Saturdays from 8:15 AM – 6:30 PM. Fares are \$1.00 one-way, \$3.00 for a day pass, and free for children aged 17 and under. A reduced fare of \$0.50 one-way is available to passengers aged 60 or older, Medicare cardholders, and persons with a documented disability. Veterans ride free.³
- **Umpqua Rides Paratransit (Roseburg):** Umpqua Rides provides the Americans with Disabilities Act (ADA) complementary paratransit service for Roseburg, serving people with qualifying disabilities that prevent them from using fixed-route service. Umpqua Rides has the same operating hours as UTrans fixed-route service and provides origin-to-destination service within $\frac{3}{4}$ of a mile (as the crow flies) of fixed-route service. The fare is \$2.00 per one-way ride.
- **Umpqua Rides Demand-Response (Douglas County):** Umpqua Rides provides demand-response service serving the Douglas County areas where UTrans provides service and the remainder of the county. It is a door-to-door shared-ride service available to the general public; however, priority is given to older adults and people with disabilities. The service operates Mondays through Fridays and advance reservations are required. The service is free, but donations are accepted. Some trips outside of the county (ex. To Cottage Grove) can be accommodated.

South Lane Wheels

South Lane Wheels operates the Lane – Douglas Connector (LDC), a pilot shuttle service to provide the public with better access to healthcare services and shopping. The LDC makes two round trips on Tuesdays and Thursdays between Roseburg and Eugene, with stops in Cottage Grove and Drain. The LDC connects to UTrans at the Roseburg Veteran's Affairs Center. The service is free for veterans with ID and is currently free for the public during an introductory period.⁴

Coos County Area Transit

Coos County Area Transit operates the Roseburg Express, an intercity route along Highway 42 between North Bend/Coos Bay and Roseburg. One round trip is operated on Tuesdays and Wednesdays, arriving in Roseburg at 9:47 AM and departing at 1:37 PM. Fares are \$4.00 for intracounty (Coos County only or Douglas County only) and \$8.00 for travel between Douglas and Coos Counties.

Coos County Area Transit also operates the Florence Express, an intercity route along Highway 101 between North Bend/Coos Bay and Florence with stops at Winchester Bay, Reedsport, and Gardiner. Three round trips are operated on Mondays, Tuesdays, Thursdays, and Fridays, arriving in Winchester Bay at 8:26 AM, 11:26 AM, and 4:26 PM, Reedsport at 8:44 AM, 11:44 AM, and 4:44 PM, and Gardiner at 8:49 AM, 11:49 AM, and 4:49 PM. Fares are \$4.00 for intracounty (Coos County only) and \$12.00 for travel between Coos, Douglas, and Lane Counties.

² <https://umpquatransit.com/schedule/>

³ <https://umpquatransit.com/riding-utrans/>

⁴ <https://southlanetransit.com/portal/>

Greyhound

Greyhound, a private transportation provider, offers service along the I-5 corridor, connecting passengers from Roseburg to Portland to the north and Sacramento to the south, with a stop located in downtown Roseburg. The service runs two times a day in each direction between 5 AM to 11 PM with average headways of six hours. The fare varies by destination and travel date.

Other Services and Programs

In addition to fixed-route and demand-response transit services, Douglas County residents can also use a local taxi or participate in *Drive Less Connect*.

The DC Sunshine Taxi & Courier provides 24/7 service every day of the year throughout Douglas County. The service offers wheelchair-accessible vans with 24 hours' notice.

Get There Oregon seeks to connect commuters in Oregon for vanpools, carpools, and bike groups. The platform is also used to organize encouraging commuter challenges by ODOT and its regional partners.

Medical Transportation Service

The Umpqua Health Alliance (UHA) is one of the 15 coordinated care organizations (CCOs) in Oregon that provides non-emergency medical transportation to members of the Oregon Health Plan in Douglas County. Additional CCOs connect users to medical facilities in nearby counties. Ride Source provides non-emergency medical transportation in Lane County and Ready Ride provides service in Josephine County.

Additional medical transportation in Douglas County is provided by United Community Action Network (UCAN) and Mercy Medical Center.

DEMOGRAPHIC ANALYSIS

STIF Definition of Poverty

The 2019 UPTD Public Transportation Improvement Plan defines poverty as a household with a total income that does not exceed 200% of the Federal poverty guidelines.

As stated in the STIF Committee bylaws:

- Low-Income Household:** A household the total income of which does not exceed 200% of the poverty guidelines updated periodically in the Federal Register by the U.S. Department of Health and Human Services under the authority of 42 U.S.C. 9902(2) for the 48 Contiguous States and the District of Columbia. "Areas of High Percentage of Low Income Households" shall mean geographic areas within Douglas County that are determined to have a high percentage of low income households (determined using census data for low income individuals and dividing by the number of households).

Table 3 summarizes these Title VI metrics for Douglas County as a whole, for each incorporated city, and for key census-designated places (CDPs). Statewide averages are provided for comparison, with local values higher than the state average **bolded**. As shown, Douglas County communities tend to have a higher percentage of people below the federal poverty line (at both the federal poverty level and 200% of the federal poverty level), older adults, and people with disabilities. Data were obtained from the U.S. Census' American Community Survey 5-year estimates for 2014–2019. Given the data, UPTD defines a high percentage of low income households as areas where the number of low income households exceeds the State of Oregon percentage of 34%.

Figure 3 through Figure 16 illustrate the proportions of different transportation-disadvantaged populations in the UPTD service area by census tract (at the county level) and by block group (within Roseburg). The frequency of fixed-route transit services provided is compared for the following transportation-disadvantaged groups:

- Low-Income Populations
- People with Disabilities
- Zero Vehicle Households
- Communities of Color (race or ethnicity other than white, non-Hispanic)
- Older Adults (Ages 65 and over)
- Youth (Ages 5 – 17)
- Limited English Proficiency (LEP)

All of the above groups, except zero vehicle households, are measured by total population. It can be seen that many transportation-disadvantaged populations, including low-income, households with no vehicle availability, people of color, seniors, and youth form greater percentages of the overall population in rural areas of Douglas County. In addition, higher concentrations of these populations exist beyond the currently served areas of various Douglas County communities.

Demographic Indicators of Low Income Communities

Douglas County is very rural and encompasses 5,036 square miles, extending from the Cascade Mountains at elevations of over 9,000 feet to sea level at the Pacific Ocean. Most of the region is covered by rugged, forested mountains, with much of the forested acreage held by the federal government. The majority of the population is concentrated in the communities that are located along the I-5 corridor with many small rural towns with populations of less than 2,000.

Minority Populations

Approximately 7.6% of Douglas County population has been identified by Census data as minority (race or ethnicity other than white, non-Hispanic). Of the residents currently located within ½ mile of Fixed route or in the Demand Response service area, approximately 16-18% are minority, depending on the area served. The number of residents within ½ mile of the fixed route who identified as those with limited English proficiency (LEP) is 1-2%. The number of minorities served by fixed route or demand response services will be a factor in the decision making process regarding new services.

Population Over 65

Approximately 25.2% of Douglas County population has been identified using Census data as Senior, over age 65. Of the residents currently located within ½ mile of Fixed route or in the Demand Response service area, approximately 18-22% are senior, depending on the area served. The number of Seniors served by Demand Response and fixed route services will be a factor in the decision making process for new or expanded services.

Youth Populations, Age 17 or Younger

Approximately 19.1% of Douglas County population has been identified using Census data as Youth, age 17 or younger. Of the residents currently located within ½ mile of Fixed route or in the Demand Response service area, approximately 19-22% are age 17 or younger, depending on the area served. As Umpqua Public Transportation District moves forward with increased fixed route frequency and expansion projects a free ride for youth 17 and younger program will be implemented.

Households in Poverty

There are an estimated 42,000 people in Douglas County below the 200% poverty level. Household occupancy averages approximately 2.37 people per household, meaning about 17,750 households experience poverty (assuming those in poverty live together). As the Transit District looks toward increasing frequency and expansion projects, the number of households below the 200% poverty level will be a factor in the decision making process.

Table 3. Title VI and Transportation-Disadvantaged Populations

		Oregon	Douglas County	Canyonville	Drain	Elkton	Glendale	Myrtle Creek	Oakland	Reedsport	Riddle	Roseburg	Sutherlin	Winston	Yoncalla	
Total Population		4,052,019	107,837	1,772	847	174	702	3,377	885	4,041	1,168	22,529	7,983	5,389	1,241	
Total Households		1,611,982	45,456	804	377	97	285	1,188	374	1,786	482	10,389	3,491	2,161	539	
Income	Below 100% Poverty	13.2%	14.7%	26.7%	11.2%	4.0%	23.6%	18.5%	13.7%	21.8%	32.8%	12.7%	16.2%	18.3%	17.1%	
	Below 200% Poverty	30.8%	39.0%	55.9%	35.2%	35.6%	57.7%	38.9%	28.0%	42.1%	54.0%	41.7%	41.1%	49.9%	44.0%	
Age	Youth	21.0%	19.1%	20.8%	14.0%	0.6%	24.8%	22.4%	23.3%	18.8%	19.8%	21.0%	18.7%	25.3%	20.1%	
	Older Adults	17.2%	25.2%	32.1%	22.0%	74.7%	13.7%	20.5%	20.5%	27.1%	13.4%	21.9%	25.4%	21.0%	26.4%	
Race or Ethnicity	White	84.4%	92.4%	90.7%	88.7%	90.2%	95.2%	92.7%	91.4%	89.7%	89.6%	93.0%	96.3%	91.5%	88.6%	
	Black	1.9%	0.4%	0.0%	0.0%	0.0%	0.0%	0.5%	0.0%	1.4%	0.6%	0.7%	0.4%	0.2%	0.0%	
	American Indian or Alaskan Native	1.1%	1.1%	1.5%	0.8%	2.9%	1.7%	1.6%	1.4%	2.1%	1.8%	0.5%	0.2%	2.3%	0.0%	
	Asian	4.4%	1.0%	1.2%	0.0%	0.0%	0.0%	0.2%	0.2%	0.0%	0.0%	1.3%	0.8%	0.3%	0.0%	
	Hawaiian or Pacific Islander	0.4%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	
	Some other race alone	3.1%	0.6%	0.3%	5.1%	0.0%	0.3%	0.0%	0.0%	0.0%	1.7%	0.9%	0.2%	0.2%	1.1%	0.0%
	Two or more races	4.7%	4.4%	6.2%	5.4%	6.9%	2.8%	4.9%	7.0%	5.2%	7.0%	4.2%	2.1%	4.5%	11.4%	
	Hispanic or Latino of any race	13.0%	5.8%	4.9%	6.0%	0.0%	8.5%	2.4%	2.4%	6.4%	8.0%	6.7%	5.5%	12.7%	0.0%	
Persons with LEP		2.5%	0.7%	0.0%	0.0%	0.0%	2.8%	0.0%	0.0%	2.5%	0.0%	0.3%	2.1%	0.0%	0.0%	
Persons with Disability		14.4%	20.8%	27.6%	30.5%	32.8%	20.8%	20.5%	16.6%	20.7%	15.5%	18.5%	21.7%	27.0%	31.2%	
Zero Vehicle Households		7.4%	6.1%	12.1%	0.0%	0.0%	7.7%	2.3%	2.4%	8.5%	5.4%	11.6%	4.4%	3.3%	8.5%	

American Community Survey 2014–2019 5-Year Estimates; Tables S1602, S1701, S1810, B08201.

Figure Sources include: American Community Survey 2014–2019 5-Year Estimates; Tables C17002 (Low-Income), B18101 (People with Disabilities), B01001 (Youth, Elderly), B03002 (People of Color), C16001 (Limited English), B08201 (Zero Vehicle Households)

Figure 3. Fixed-Route Transit Availability for Low-Income Individuals: Douglas County

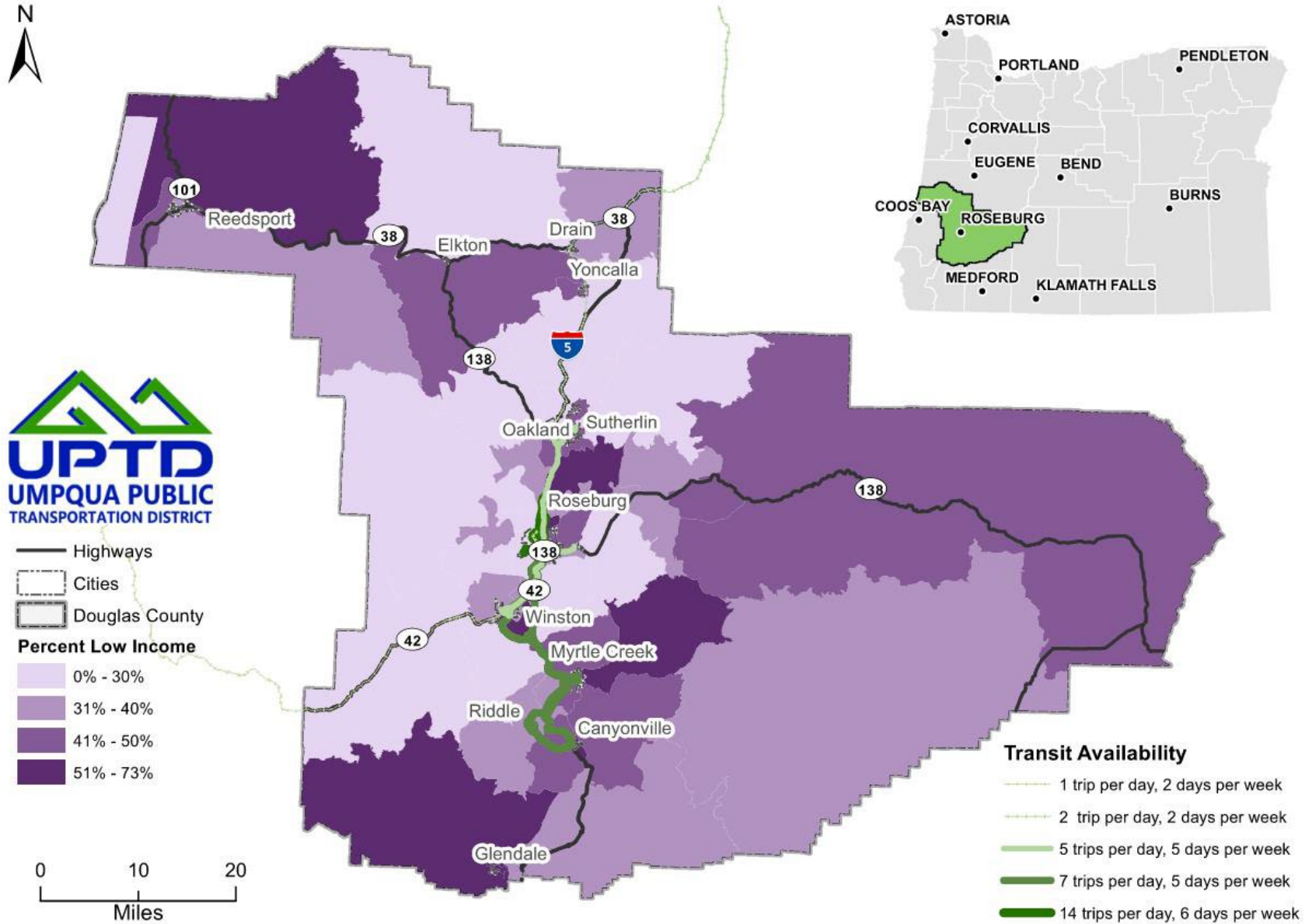
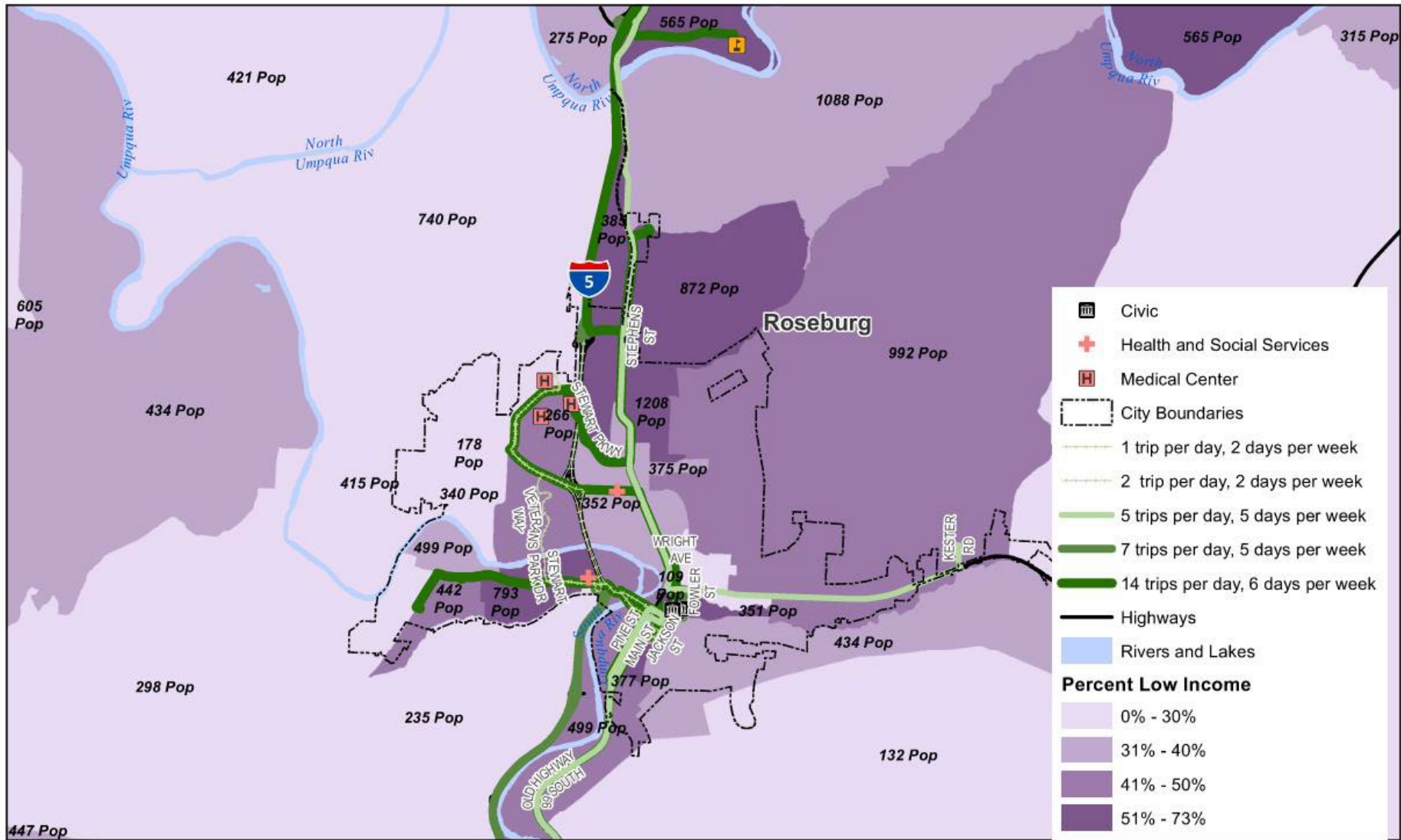


Figure 4. Fixed-Route Transit Availability for Low-Income Individuals: Roseburg



Pop = Population

Figure 5. Fixed-Route Transit Availability for People with Disabilities: Douglas County

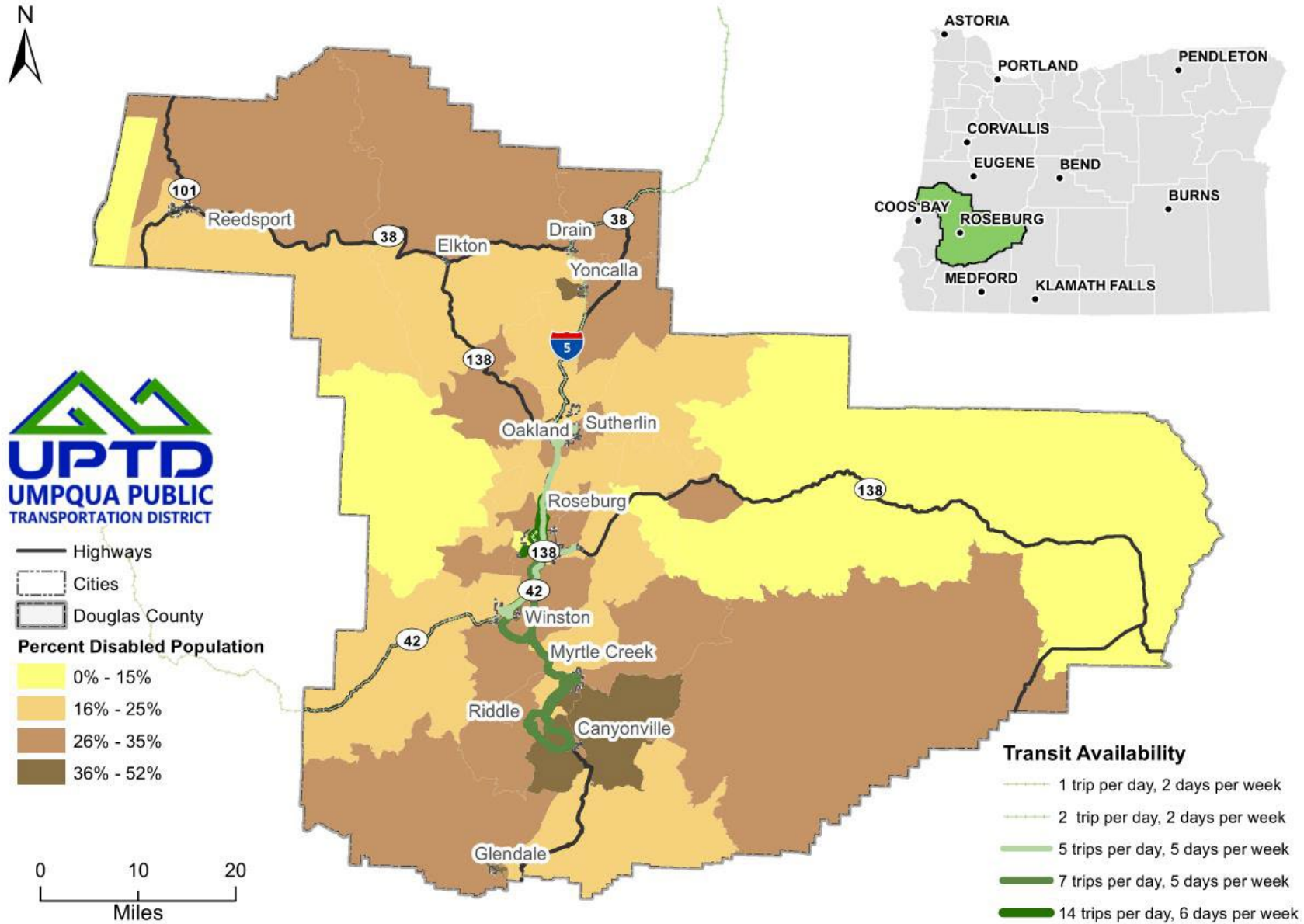
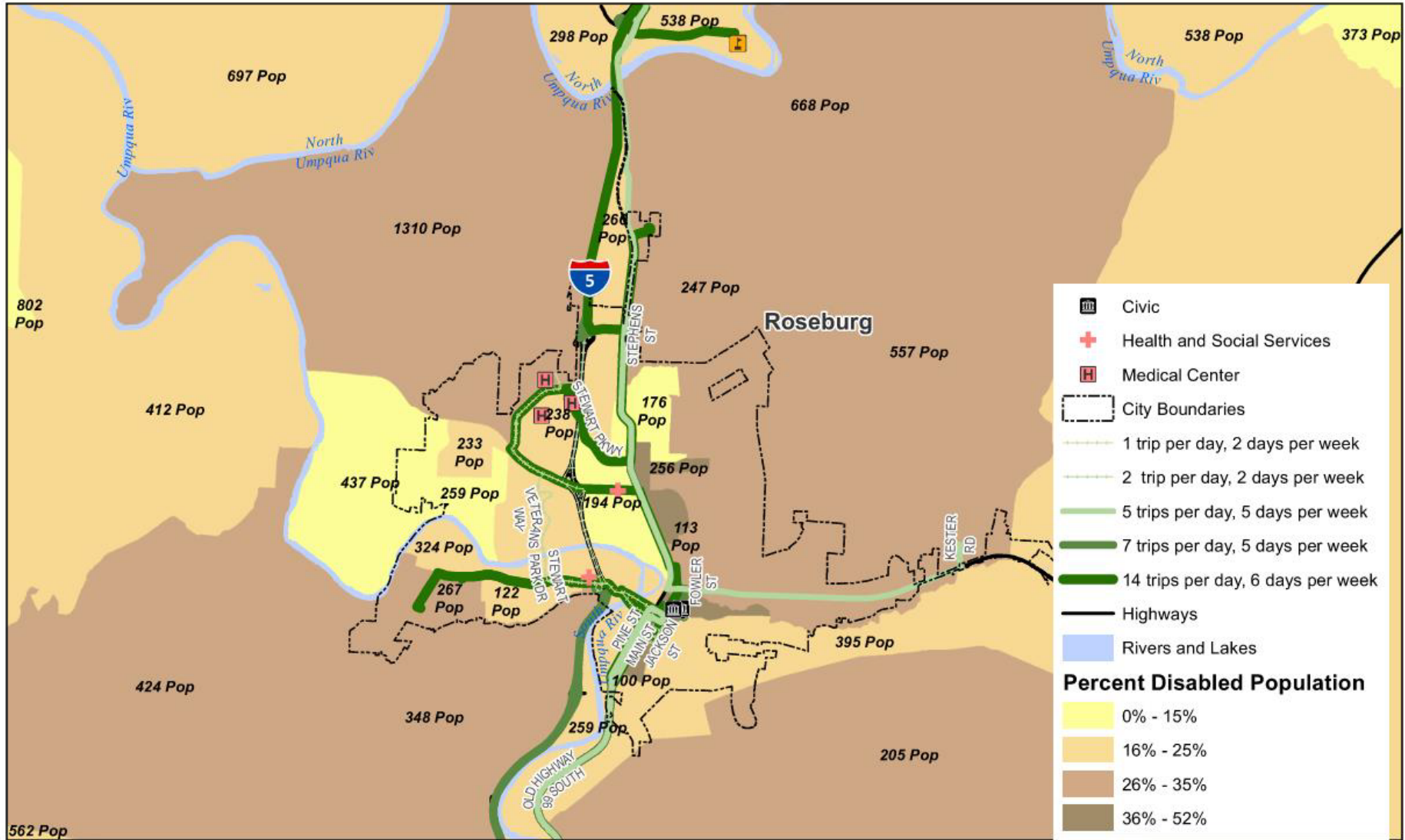


Figure 6. Fixed-Route Transit Availability for People with Disabilities: Roseburg



Pop = Population

Figure 7. Fixed-Route Transit Availability for Limited English Proficiency Individuals: Douglas County

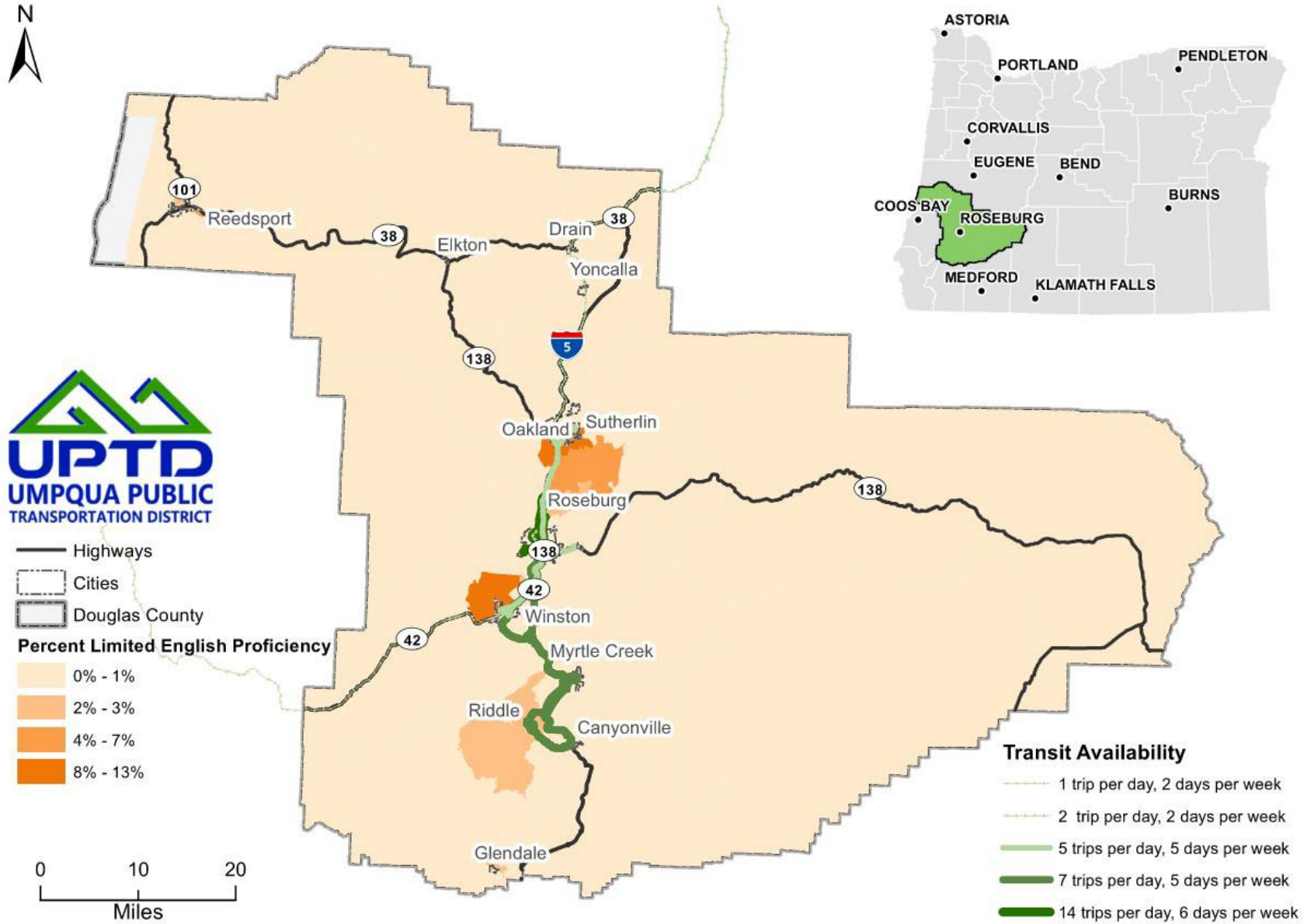
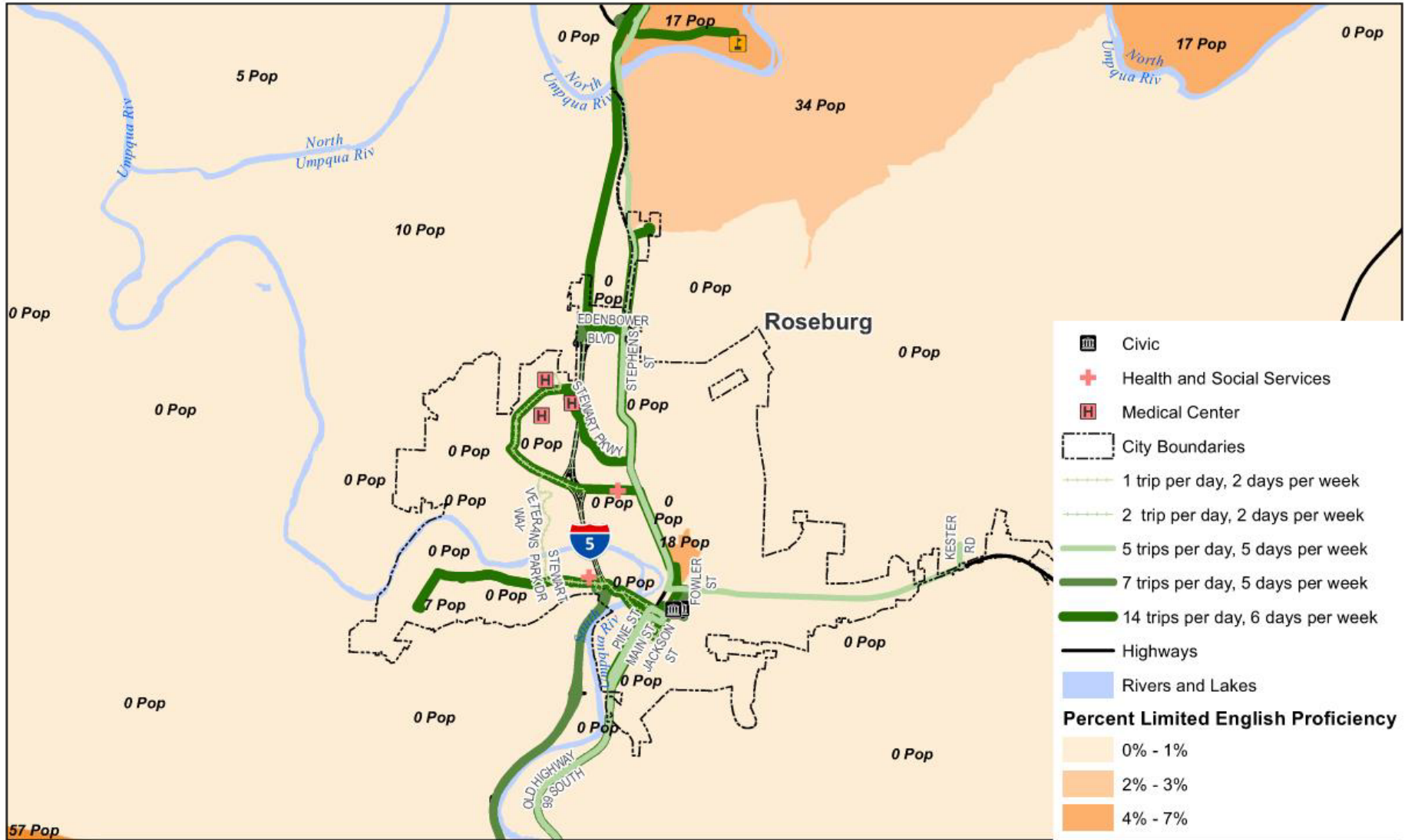


Figure 8. Fixed-Route Transit Availability for Limited English Proficiency Individuals: Roseburg



Pop = Population

Figure 9. Fixed-Route Transit Availability for People with No Vehicles Available: Douglas County

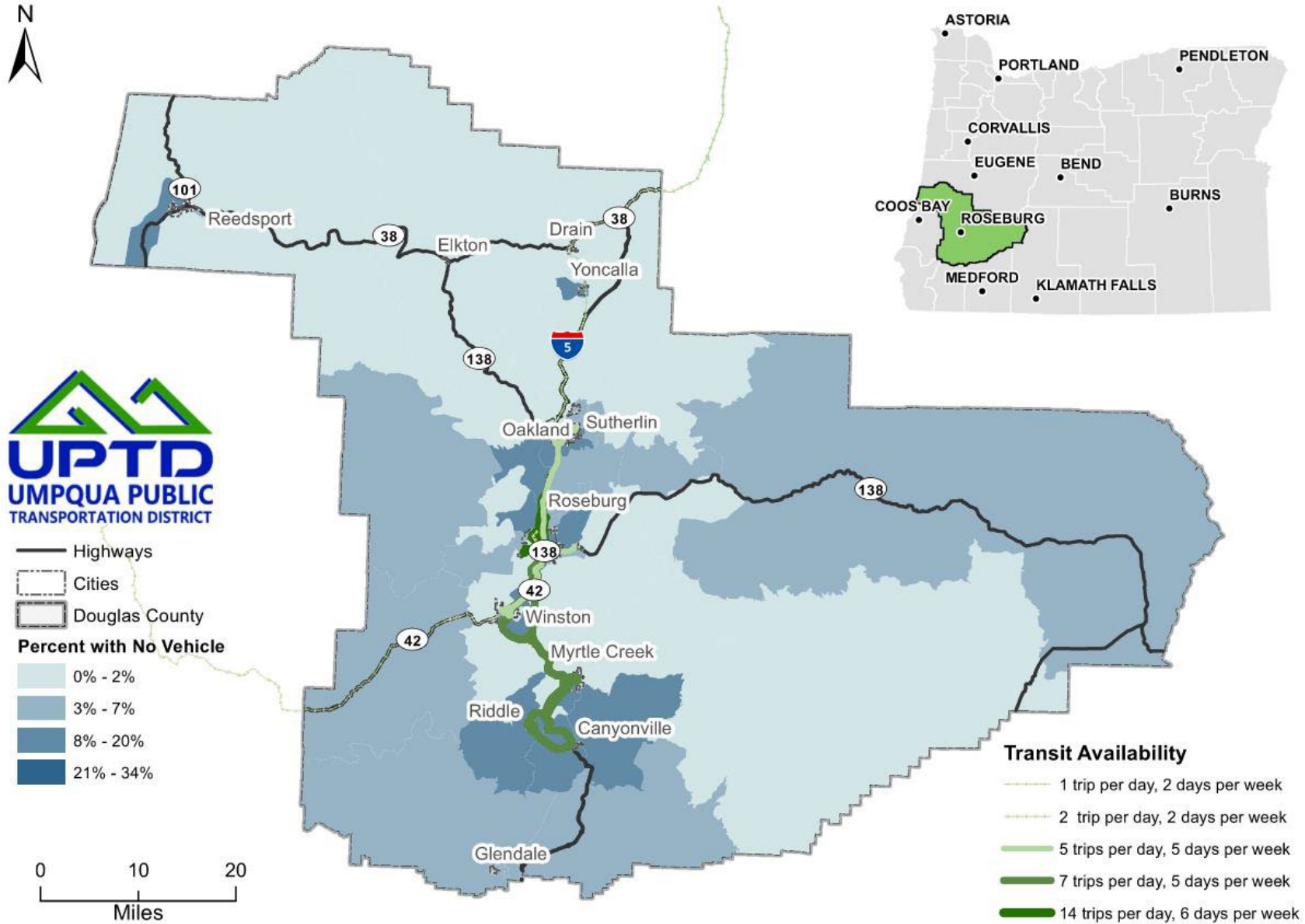
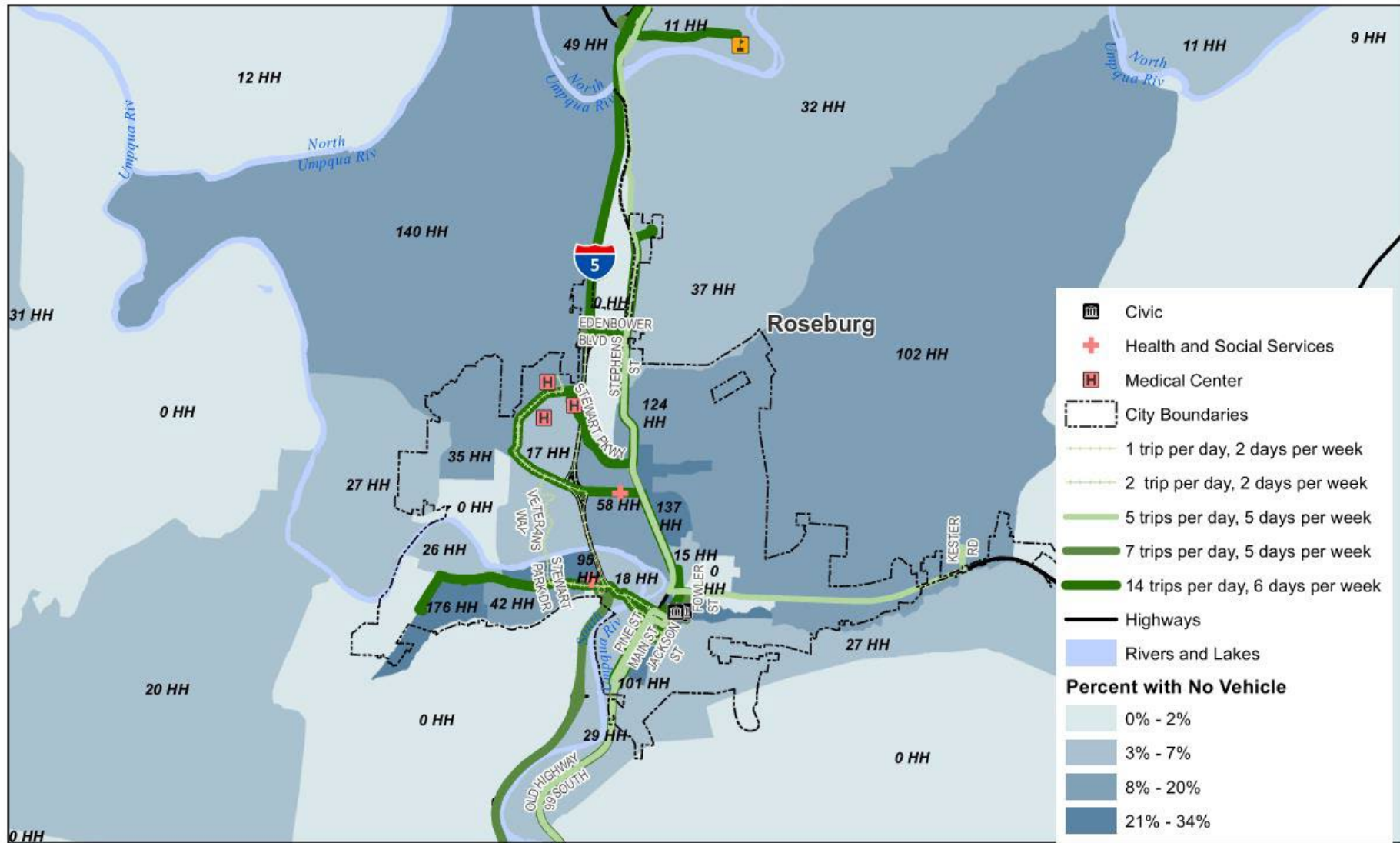


Figure 10. Fixed-Route Transit Availability for People with No Vehicles Available: Roseburg



HH = Households

Figure 11. Fixed-Route Transit Availability for People of Color: Douglas County

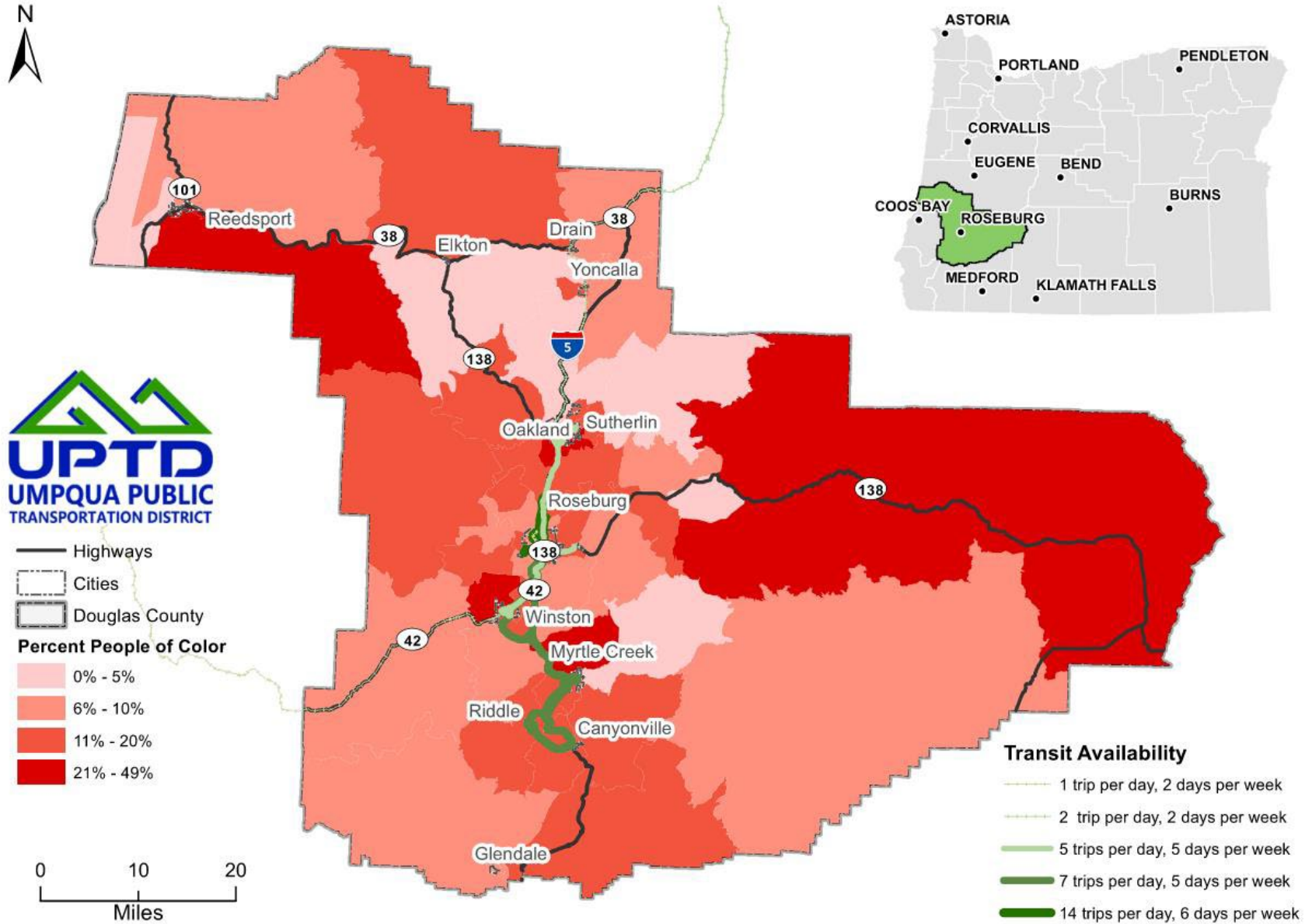
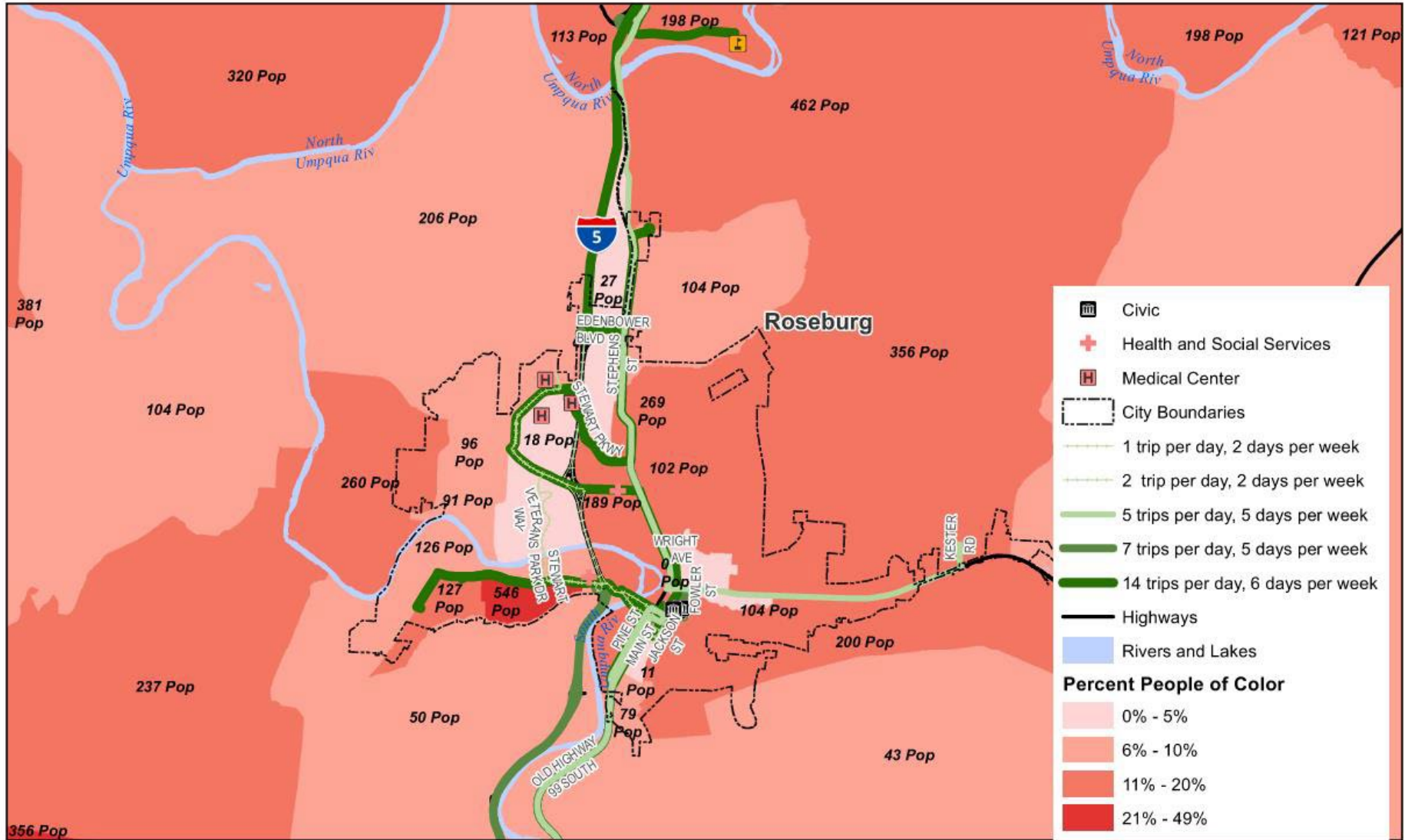


Figure 12. Fixed-Route Transit Availability for People of Color: Roseburg



Pop = Population

Figure 13. Fixed-Route Transit Availability for Older (Age 65+) Adults: Douglas County

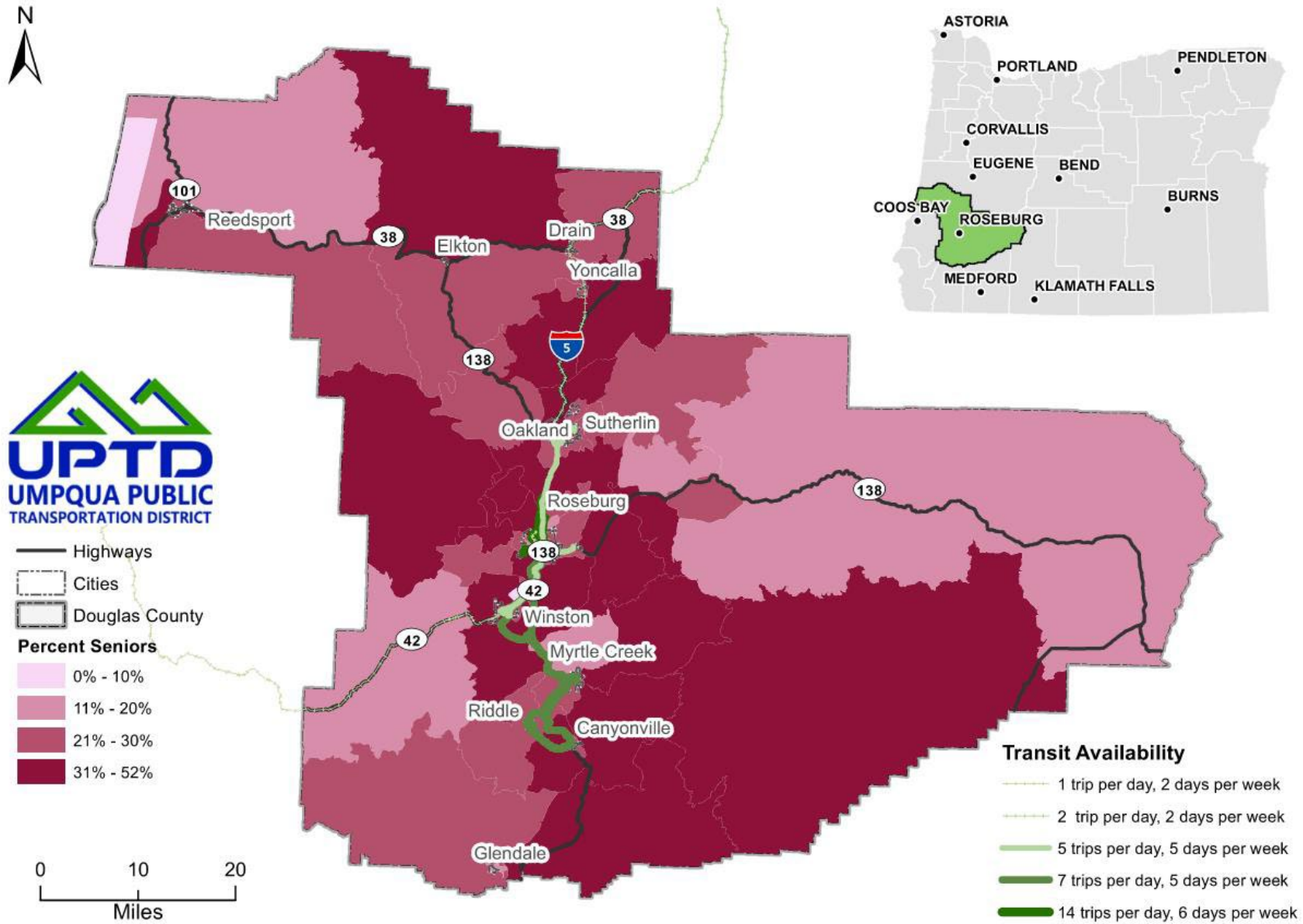
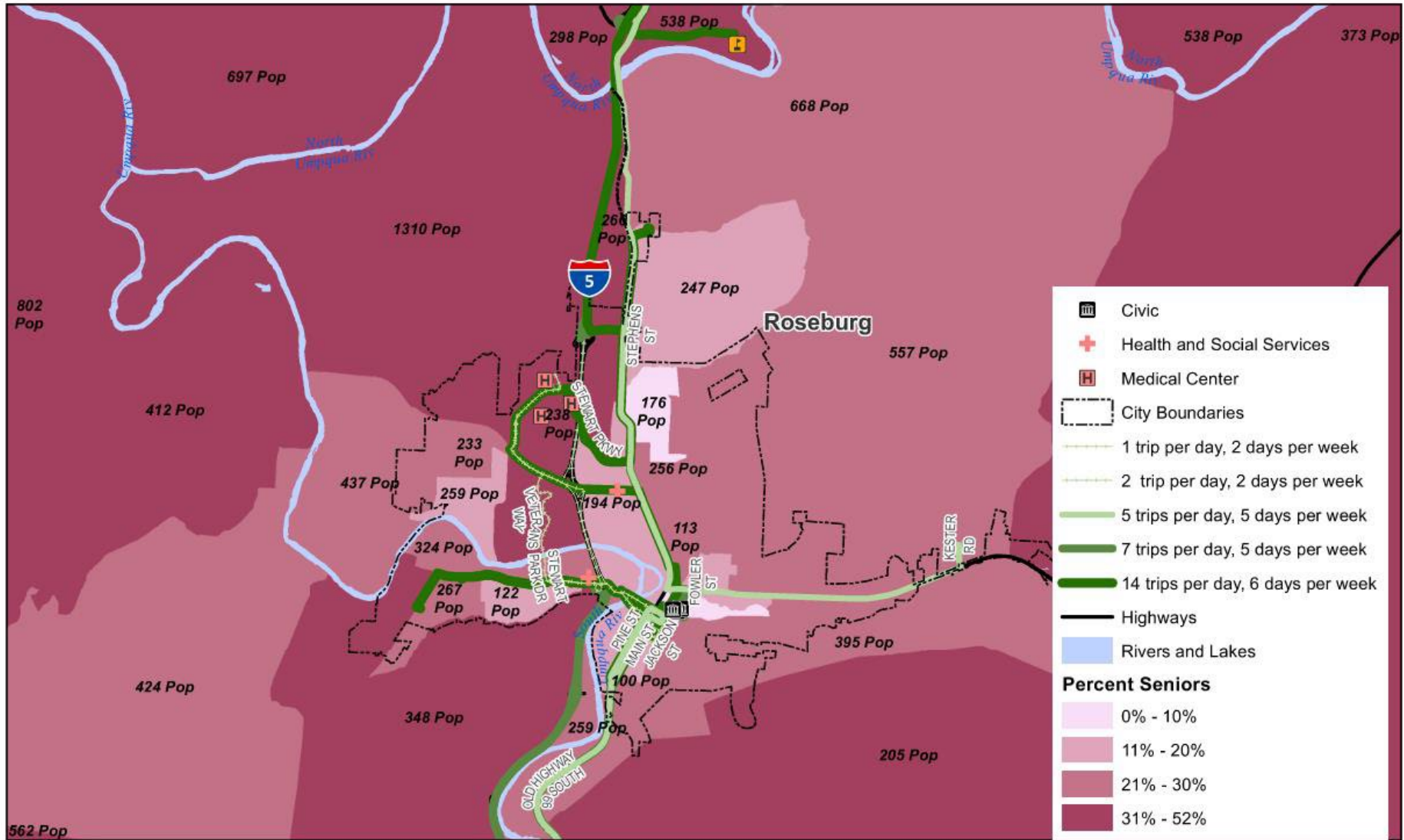


Figure 14. Fixed-Route Transit Availability for Older (Age 65+) Adults: Roseburg



Pop = Population

Figure 15. Fixed-Route Transit Availability for Youth: Douglas County

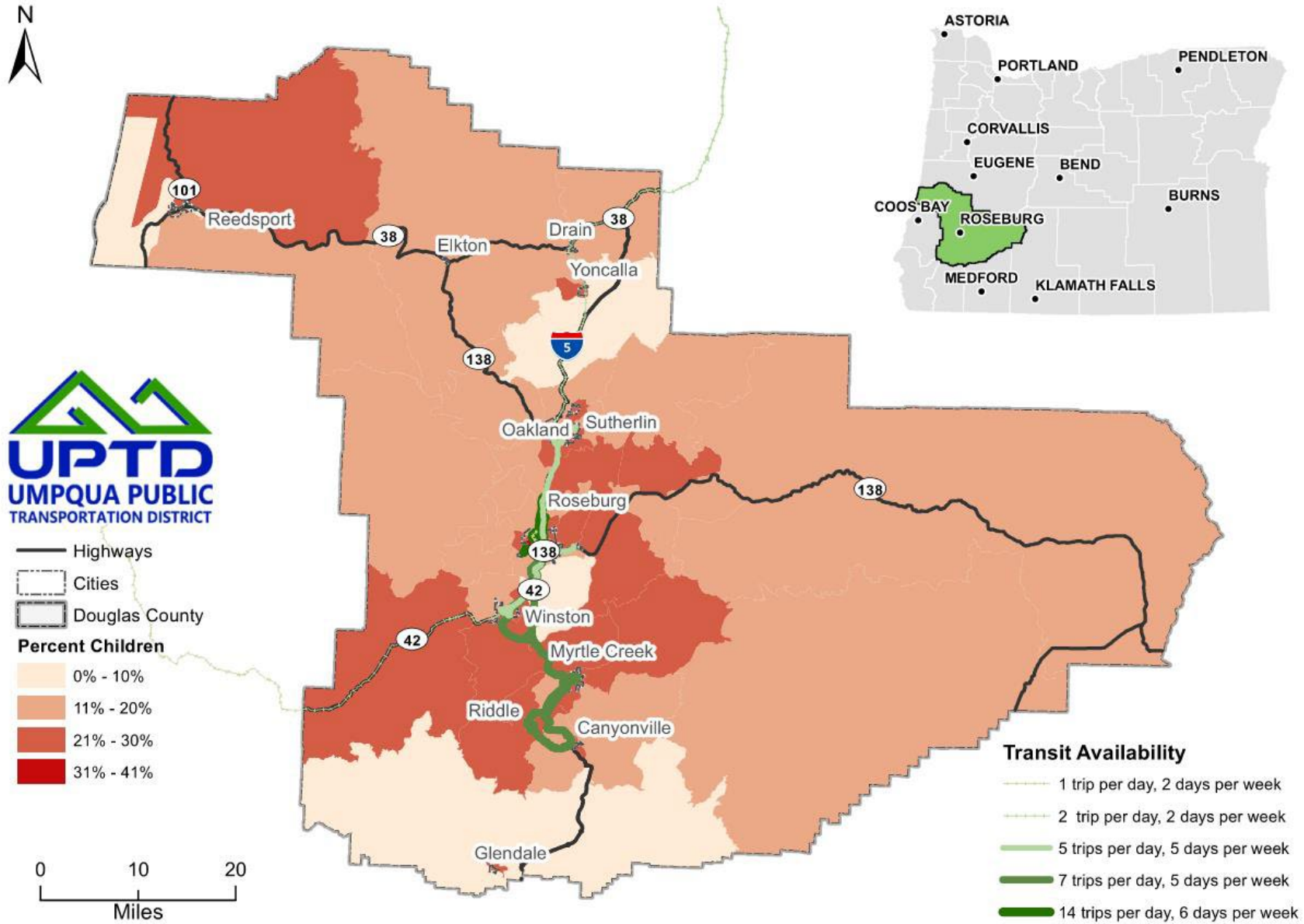
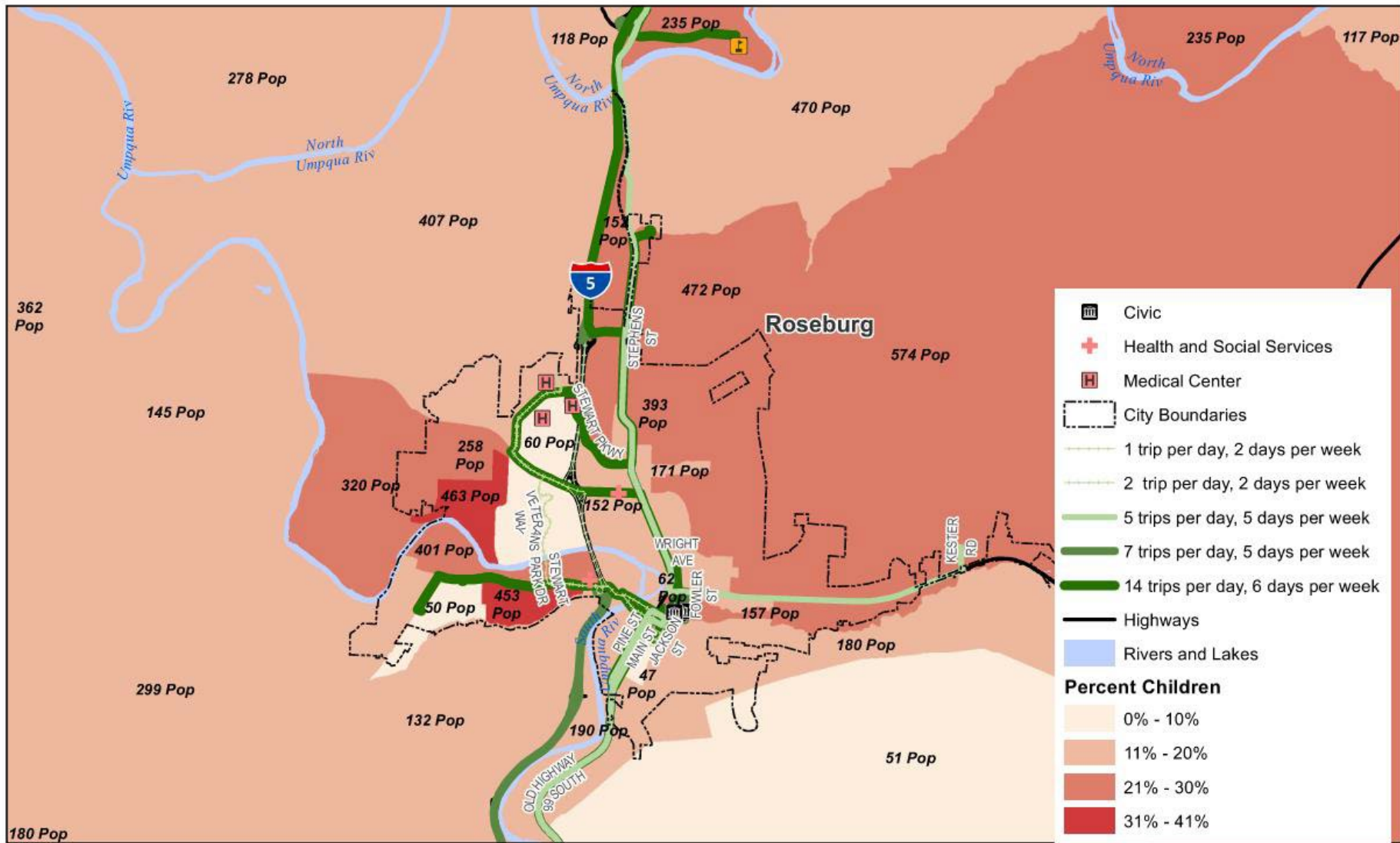


Figure 16. Fixed-Route Transit Availability for Youth: Roseburg



Pop = Population

Current Route Demographics

Table 4 summarizes existing UPTD route Title VI metrics demographics. Douglas County averages provided for comparison, with route values higher than the County averages **bolded**. As shown, existing transit routes tend to have a higher percentage of people below 200% of the federal poverty line, youth, limited English proficiency, and households without a vehicle than the County averages.

Table 4. Title VI and Transportation-Disadvantaged Populations along Routes

	Population	Jobs	Minority Population	Population beneath 200% Poverty	Seniors	Youth	Limited English Proficiency	Population with a Disability	Households without a Vehicle
Douglas County	107,837	-	13.4%	39.0%	25.2%	19.1%	0.7%	20.8%	6.1%
Roseburg Greenline	21,253	13,066	17.7%	44.9%	20.2%	20.7%	1.4%	19.2%	10.4%
Roseburg Redline	20,405	12,753	17.9%	45.8%	19.9%	20.8%	1.3%	19.2%	10.0%
Route 99	23,582	6,719	16.8%	44.8%	18.8%	21.7%	1.2%	20.9%	7.5%
Sutherlin Blueline	9,238	1,286	16.5%	42.4%	21.5%	19.7%	2.4%	21.5%	6.0%
Winston Greyline	15,395	5,571	16.8%	45.6%	18.5%	20.3%	1.2%	19.9%	7.4%

Existing routes can be found here: <https://platform.remix.com/map/3a009fd2?latlng=43.16504,-123.71584,8.024>

OUTREACH SUMMARY

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

The Transit Master Plan outreach involvement included interviews with key stakeholders from Douglas County, cities, and organizations, a UPTD driver survey, and two public surveys. Outreach efforts were used to better understand the needs of the public, challenges for drivers, and priorities for service improvements.

This section summarizes responses to outreach interviews conducted with the following providers:

- Mercy Express
- ReadyRide

Detailed notes are provided in Appendix A. Key themes from these discussions include:

- Obtaining drivers is challenging for transportation providers.
- Marketing and education is challenging, many members of the public don't know that the services exist. Leveraging local organizations and agencies to market services could be helpful.
- Increase in rides requested, with riders noting raising gas prices as a barrier to complete medical trips.
- Obtaining volunteer drivers to provide gap medical trips.
- Both providers primarily serve elderly, people with disabilities, and low-income populations, and typically for non-emergency medical trips.

NEEDS ASSESSMENT

Potential needs were identified in the Transit Master Plan primarily from service gaps identified from the population and land use analysis, previous planning processes, and existing service analysis, and gaps identified through public involvement and outreach. These needs and service models are summarized below.

Transit Markets and Recommended Service Models

Table 5 summarizes existing and potential future service types to address transit market needs.

Table 5. Service Types to Address Transit Market Needs

Transit Market	Local Fixed-Route	Shuttle/ Deviated Fixed-Route	Intercity/ Express	Vanpool	Demand-Response
Existing transit users within Roseburg	Existing	Potential	Existing	Potential	Existing
	Consider adding stop locations, increasing frequency, and expanding service hours within Roseburg. The Roseburg area is on the brink of becoming a Metropolitan Planning Organization (MPO) and large employers would be required to develop travel demand management programs, promoting the potential for vanpool.				
Additional or modified service in Riddle and Sutherlin	Potential	Potential	Existing	Potential	Existing
	Existing routes could be modified and/or new routes could be added to serve additional areas within Riddle and Sutherlin. Expanded service hours or changes to frequency may also address the transit gap. Should these communities be included in a future metropolitan planning organization (MPO), vanpools may have higher potential for implementation and success.				
Tourism and recreation	—	—	Potential	Potential	Existing
	New services to tourism and recreation areas, such as east–west connections to the coast or Umpqua National Forest, would provide service to visitors, residents, and employees in Douglas County.				
Growing populations inside UGBs	Potential	Potential	Existing	Potential	Existing
	In addition to UPTD's services, partnering with CCAT, South Lane Wheels, and other agencies to expand intracity and intercity services and encouraging use of vanpools can help serve growing populations in Douglas County cities.				
Transit-dependent populations in rural areas	Potential	Potential	Existing	—	Existing
	Providing intercity rural transit and demand-response services or new shuttle services can help to address the needs of transit-dependent populations in rural Douglas County.				

Service Enhancements and Efficiencies

The following improvements were identified as general needs not specific to geographic or demographic transit markets. These improvements could help improve the existing rider experience, attract new ridership, and improve the efficiencies of partnerships and UPTD's operations.

- Increase service frequency, extend service hours, and provide weekend service:** The highest-priority improvements of survey respondents were increased frequency, extended service hours, and weekend service. Non-riders stated that they do not use transit services due to service coverage and frequency.
- Improved education, marketing, and partnerships:** Compared to several of its peers, UPTD provides fewer rides per hour and rides per mile. Lower efficiency may be an outcome of the geographic and demographic layout of the community, but looking toward other transit providers can help identify marketing opportunities. For example, both Lincoln County Transit Service District (LCTSD) and Sunset Empire Transportation District (SETD) are part of the NWOTA transit alliance, marketing services and coordinating with adjacent providers to increase awareness and ridership. Improved partnership with South Lane Wheels, CCAT, and other

providers may help to boost all providers' services. Improved website information showing adjacent provider connections, routes, and service times may help boost transit ridership.

- **Update vehicle fleet:** UPTD's fueling costs have been increasing substantially with the change in fuel prices. Cleaner fuel sources, such as electrification, could be considered for future vehicle purchases and facilities. The upfront higher cost may be worth lower and more stable fuel costs. Clean fuels are also a goal of the City of Roseburg, a major partner for UPTD. In addition to fueling costs, many of UPTD's vehicles are in poor condition or near the end of their expected useful life (EUL) and in need of replacement.
- **Improved travel times:** Providing transit services competitive with driving a personal vehicle is a goal for UPTD. Seeking ways to improve travel times, such as bus-on-shoulder operations, signal improvements prioritizing transit vehicles, or route optimization may help reduce travel times on transit.
- **Bus stop amenities and access:** Individual bus stops could be improved with amenities, sidewalk access, park-and-ride access, and more. Specific improvements identified through outreach include shelters, updated information boards, and benches.
- **Update tools and technology:** Tools that respondents felt would increase the convenience of their trips include more fare payment options, mobile trip-planning tools, real-time vehicle arrival information, and more bicycle racks. Difficulty planning trips was cited in non-riders' responses as a barrier to using transit service.

PROPOSED SERVICE AND CAPITAL IMPROVEMENTS

Future routing service opportunities were prioritized by timeframe and fiscal constraints. Prioritization considers several factors, including evaluation results, funding availability, and other factors influencing decision-making including other services and capital purchases. Table 6 shows the preliminary prioritization recommendations by timeframe, their resulting operating costs, and fleet needs. Operating costs do not include information, technology, and facilities impacts. The following section describes why projects are prioritized in each timeframe. This section refers to service opportunities by their endpoints, but routes are intended to serve communities in between (e.g., Roseburg to Wolf Creek would have stops in Canyonville and Glendale).

As noted previously, UPTD's previous STIF plan proposed the following changes:

- Modify Redline and Increase Frequency
- Modify Blueline and Increase Frequency
- **Complete:** Suspension of the Orangeline (now covered by route modifications)
- **Complete:** Increase Frequency of Winston Greyline
- **Complete:** Increase Frequency of Sutherlin Blueline
- Implement Roseburg Collector route
- Implement South County collector route
- Implement lifeline service route between Roseburg and Reedsport, Cottage Grove, and Wolf Creek
- Maintain existing operations on the Route 99 and Demand-Response services

Public support and evaluation results for the STIF projects remain high, and these services are recommended as a first action. If additional levels of funding (MPO, higher STIF taxes, etc.) become available, additional short-term recommended services are ones that were high priorities for stakeholders, had lower costs to implement, had higher ridership potential, and improved access to key employers and connectivity to other services. These services include:

- Providing a modified Route 99 service to reduce headways and provide a more direct route to Roseburg. The modified Route 99 service would be in addition to the existing Route 99 service.
- Adding service hours to the Greyline and Blueline. Greyline and Blueline service hours would include later evening runs to 8 pm on each route.
- Implementing real-time vehicle arrival information and passenger counters. Survey respondents ranked real-time vehicle arrival information highly, alongside transit centers and major transit stops, bus stops, and online/mobile trip planning tools highly.
- Providing additional rider tools and information via website and mobile app. Because apps such as Google Maps and Transit already provide trip planning capabilities, it is possible respondents wanted the real-time arrival component to be incorporated and marked both highly. UPTD can also improve their website information with real-time vehicle arrival information.
- Implementing bus stop improvements, including potentially major stop enhancements to Washington and Rose. UPTD currently has several bus stops that lack signage and should be signed for better rider understanding and improved service visibility. Additional bus stop improvements include bike racks and shelters at additional stops.
- UPTD should continue to collaborate with other jurisdictions to improve bicycle and pedestrian amenities at and near stops, which was a high priority for survey respondents and improves access to transit.

Information, technology, and facilities improvements that require further evaluation include fare payment options, bus stop improvements, fleet fuel types, and covered bus facilities. More information on bus stop activity is needed to identify which stops need improvements. Fleet fuel types such as hybrid-electric and CNG require capital costs for fueling and charging facilities, which UPTD has received a grant to implement electric infrastructure and can continue to consider alternative fueling to save costs and lessen environmental impacts. Additionally, further covered bus facilities may also be recommended as stop activity grows to provide more space and comfort for riders than a smaller bus shelter; information from passenger counters and real-time vehicle arrival can help to identify locations for covered facilities.

Additionally, storage and/or maintenance facilities throughout Douglas County can support shifting services toward a combination of collector and express routes, rather than the current routes that provide both local and intercity connections on the same route. For example, Sutherlin and Winston may warrant a local circulator in the future as these communities grow, with an express Winston – Roseburg – Sutherlin intercity service for longer-distance connections. The local circulators could either operate as deviated fixed-routes to accommodate first/last-mile needs or include a local paratransit service alongside a fixed-route, with dial-a-ride in these areas being removed as demand shifts to the circulator.

UPTD currently has duplication of dial-a-ride and paratransit service in Roseburg stemming from the historic structure of service. With the additional local service and coverage with fixed-routes, UPTD could remove dial-a-ride within Roseburg and continue providing paratransit service. This shift would still

provide first/last-mile connections for those with disabilities affecting their mobility and allow for dial-a-ride resources to be reallocated to areas in Douglas County with less transit service.

Table 6. Remaining STIF and Short-Term Recommendations

Improvement	Annual Operating Cost	Additional Fleet Vehicles Needed
Modify Redline and Increase Frequency	Net Neutral	-
Modify Greenline and Increase Frequency	Net Neutral	-
Implement Roseburg Collector route	\$440,000	1
Implement South County collector route	\$176,000	1
Implement Roseburg and Reedsport lifeline service	\$169,000	1 Shared Among Lifelines
Implement Roseburg and Cottage Grove lifeline service	\$101,000	
Implement Roseburg and Wolf Creek lifeline service	\$169,000	
Implement Modified Route 99	\$169,000	1
Increased Blueline service hours	\$26,000	-
Increased Greyline service hours	\$55,000	-
Real-time vehicle arrival information and passenger counters	Varies	-
Rider tools and information via website and mobile app	Varies	-
Bus Stop Improvements	Varies	-
Total	\$1,043,000	4

These recommendations can be found here: <https://platform.remix.com/map/f7ab80d4?latlng=43.21396,-123.63755,8.348>

Note that the expansion of fixed-route services described here is intended not only to meet the needs of existing fixed-route riders, but also to shift demand from the dial-a-ride system and use resources to better serve those living away from fixed-route services. Reallocated dial-a-ride resources hopefully will make gaps in schedule to allow for same-day service for Mercy medical trips and other non-emergency medical trips. Additionally, reallocation of resources will help drivers address raising demand in non-emergency medical trips in outlying areas.

Outreach efforts noted lack of volunteer and paid drivers as a challenge for UPTD and other transportation providers. To help expand the volunteer pool, increasing driver incentives should be explored. Potential incentives may be increasing the daily or mileage reimbursement rate for volunteer riders. Potential incentives to attract more paid drivers may include providing paid training for new drivers, increasing driver pay to be competitive, and hiring bonuses.

Marketing and education is a challenge for transportation providers. Leveraging local organizations and agencies to market transportation services in outlying areas is needed. UPTD is currently undertaking a Transit Marketing Plan, which can further refine how services can be communicated to the public. The marketing plan should look into providing marketing materials at bus stops, increasing outreach to outlying areas that may lack internet access, and increasing online presence to inform the public of transportation services and job opportunities.

CONCLUSION

This CTP reflects the findings and recommendations from the Transit Master Plan, which was informed by UPTD staff, STIF Advisory Committee members, UPTD Board members, and the public. The analysis

considered STIF goals and aligned projects to address the needs of low-income households and other transit dependent groups.