

## TECHNICAL MEMORANDUM #2: TRANSIT GOALS, POLICIES, AND PRACTICES

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**Project:** UPTD Transit Master Plan

**Subject:** Transit Goals, Policies, and Practices (Subtask 3.7)

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### INTRODUCTION

This memorandum reviews the goals, policies, and objectives of existing long-range plans that can inform transit planning for the Umpqua Public Transportation District (UPTD) and integrates them into updated transit goals and policies for the Transit Master Plan (TMP). Goals articulated for the future of

transit service in Douglas County, along with established transit policies and practices, will help guide the development of appropriate strategies to enhance transit service, facilities, and amenities.

The *Goals and Policies* section proposes policy language for the TMP. The *Evaluation Criteria* section identifies potential criteria that align with the goals that can be used to evaluate future service alternatives later in the TMP process. The *Policy Framework* section in Appendix A reviews the local, regional, and state plans that helped inform the proposed TMP goals, policies, and practices.

## GOALS AND POLICIES

TMP policy language proposed in this section draws from the goals, policies, and practices reviewed in Appendix A. The Oregon Public Transportation Plan (OPTP) helped shape the proposed goals and policies, given its focus on the customer experience and increased coordination and collaboration. In addition, the TMP project's stated objectives and the outreach conducted thus far also influenced the proposed goals and policy language.

- **Project Purpose and Objectives.** The project's stated purpose was used to tailor the goals and policies to address key project objectives, including developing a multimodal transit system that will increase ridership on UPTD's existing routes and examining how transit services can be improved and better coordinated to meet service needs.
- **Project Survey.** Results from the onboard and online survey conducted in July 2021 will be used to help refine the proposed goals, policies, and practices.
- **Technical Advisory Committee (TAC).** At their first meeting, Technical Advisory Committee (TAC) members brainstormed goals, policies, and practices. Notes from this workshop are included in the Concept Board found at <https://app.conceptboard.com/board/k10m-5no9-tpbg-aetn-z1gd>

The draft goals, policies, and practices are presented below.

- Goal 1. Provide **improved transit services for residents, employees, and visitors** throughout Douglas County.
  - Policy 1.1. Prioritize improvements for transit-dependent people, including low-income populations, people with disabilities, zero-vehicle households, communities of color, older adults, youth, and people with limited English proficiency.
  - Policy 1.2. Improve transit frequency and reliability for existing fixed-route, paratransit, and demand-response transit services.
  - Policy 1.3. Expand the geographic coverage of Douglas County's fixed-route, paratransit, and demand-response transit services.
  - Policy 1.4. Connect to activity centers, schools, government centers, grocery stores, pharmacies, and other community resources.
  - *Practice: Establish an evaluation framework and monitoring program that considers service to transit-dependent populations, thresholds for frequency improvements, reliability and on-time performance tracking, and triggers for new geographic coverage.*
- Goal 2. **Enhance coordination** with key partners and stakeholders.
  - Policy 2.1. Foster new and innovative partnerships to share and leverage resources, improve services, and further create awareness of UPTD in the community.
  - Policy 2.2. Collaborate with local governments and connecting transit providers to ensure transit service meets the needs of riders.

- Policy 2.3. Form partnerships with key stakeholders and establish ongoing feedback channels to improve customer service.
- *Practice: Meet regularly with cities, connecting transit providers, employers, community-based organizations, and other key stakeholders to discuss transit needs.*
- Goal 3. **Promote livability** and user **convenience** throughout Douglas County.
  - Policy 3.1. Provide community betterment and beautification through increased transit infrastructure and service, including bicycle and pedestrian connections to bus stops and improved bus stop amenities.
  - Policy 3.2. Prioritize strategies to reduce single-occupancy vehicle trips, such as pursuing bus-on-shoulder operations to make transit a competitive alternative to driving alone.
  - Policy 3.3. Monitor demand from smaller communities and consider improvements to north-south service as communities continue to grow.
  - *Practice: Develop transit service opportunities that improve inter-county and intra-county connectivity and enhance bus stop access and amenities, including bicycle storage at stops.*
- Goal 4. Establish an environmentally and financially **sustainable** transit system.
  - Policy 4.1. Pursue clean fuel for transit vehicles, such as electrification of the future vehicle fleet and infrastructure.
  - Policy 4.2. Foster financial sustainability by establishing stable local funding sources to supplement existing sources.
  - Policy 4.3. Identify a range of future service opportunities that can be ready to take advantage of grant funding opportunities, such as those focused on capital improvements, service reliability, recreation/tourism, and/or geographic coverage.
  - *Practice: Collaborate with local jurisdictions to incorporate electric vehicle or other clean energy infrastructure throughout Douglas County in preparation for a future fleet.*
  - *Practice: Monitor opportunities for new grant sources and new local funding sources, such as an employer tax, bonds, or other new sources.*

## EVALUATION CRITERIA

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Evaluation criteria will be used to evaluate future service alternatives later in the TMP process. Table 1 describes draft evaluation criteria that align to the goals proposed above. The table also provides notes on the development or use of the criteria. Criteria are generally categorized by the corresponding goal.

The evaluation criteria will be used to assess the potential costs and tradeoffs of future service alternatives and to categorize and prioritize service opportunities. For example, service alternatives that require additional buses and thus higher capital costs may be cost-prohibitive to implement in the short-term, while service alternatives that do not require additional buses could be implemented with little or no capital costs.

Evaluation criteria can conflict with each other. For example, consolidating stops on a transit route may improve travel time but decrease the general population, employment, or transit-dependent population served within ¼ mile of bus stops. Adding service hours could generate increased ridership but with lower productivity (rides per hour). These tradeoffs will be considered alongside the pros and cons of all criteria.

**Table 1. Evaluation Criteria**

Evaluation Criteria	Notes
<b>Goal 1 – Improve Service for Residents, Employees, and Visitors</b>	
<b>Population within ¼ Mile of Transit Route or Service</b>	Provides ridership proxy using population near stops or service
<b>Employees within ¼ Mile of Transit Route or Service</b>	Provides ridership proxy using employment near stops or service
<b>Transit-Dependent Populations within ¼ Mile of Transit Route or Service</b>	Measure of access to transit for transportation-disadvantaged populations
<b>Access to Health-Supporting Destinations</b>	Evaluates access to grocery stores, parks, community spaces, health care, and social services
<b>Goal 2 – Enhance Coordination</b>	
<b>Connections to Other Routes/Providers</b>	Evaluates how well an alternative is integrated with other routes and mobility services
<b>Connections to Key Employers</b>	Provides connections to large employment centers
<b>Goal 3 – Livability and Convenience</b>	
<b>Bicycle and Pedestrian Connections</b>	Considers existing and potentially improved bicycle and pedestrian connectivity to bus stops
<b>Service Frequency</b>	Can be further distinguished by frequency during peak periods vs. off-peak
<b>Service Span</b>	Number of hours per day that weekday and weekend service is provided
<b>Travel Time</b>	Evaluates travel time impacts to existing service and travel time for new services
<b>Goal 4 – Sustainability</b>	
<b>Ridership Potential</b>	Total ridership potential estimated from Transit Cooperative Research Program (TCRP) methodologies, existing ridership compared to population/employment near stops, etc.
<b>Rides per Hour</b>	Productivity measure comparing potential ridership to service hours provided
<b>Cost per Ride</b>	Evaluates cost-efficiency of system
<b>Total Capital Costs</b>	Capital costs needed to start service alternative
<b>Total Annual Operating Costs</b>	Operating costs to maintain service alternative

## NEXT STEPS

This memorandum documented goals, policies, and practices for transit service in Douglas County. The memorandum will be used to inform the Transit Master Plan by providing guiding goals for the TMP and evaluation criteria to help categorize and prioritize transit service opportunities.

## APPENDICES

- A. Policy Framework

Appendix A.  
Policy Framework

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## POLICY FRAMEWORK

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Goals, policies, and practices from the following plans were reviewed in preparing draft goals, policies, and practices for the TMP:

- Oregon Public Transportation Plan (OPTP, adopted 2018)
- Douglas County Transit District Public Transportation Improvement Plan (PTIP, 2019–21)
- Douglas County Transportation System Plan (TSP, 1998; 2021 update in process)
- City of Myrtle Creek TSP (2006)
- City of Reedsport TSP (2006, amended 2015)
- City of Roseburg TSP (2020)
- City of Sutherlin TSP (2020)
- City of Winston TSP (2003)

A summary of the goals, objectives, and policies contained in each of these plans is presented below. Overall, the key themes include:

- Improve service for transit-dependent populations, for example low-income populations, youth, older adults, people of color, and people with disabilities
- Establish a safe and convenient system, especially for people walking and biking to transit
- Promote service frequency and reliability
- Encourage coordination and consistency with other planning efforts
- Be financially sustainable and eligible for grant funding

### **Oregon Public Transportation Plan (2018)**

The OPTP's goals and policies provide current and comprehensive direction for transit planning and practices. The plan's goals and policies are extensive, organized around concepts of mobility, accessibility, community livability and vitality, equity, safety, health, sustainability, strategic investment, and coordination and collaboration. Key policy themes include reliable and accessible transit service and transit information; increased coordination with other transit and transportation services; healthy options including safe access to transit by walking and biking, access to health-supporting destinations, pollution reduction, and greater coordination and collaboration with other public agencies (e.g., for land use planning and permitting) and with new partners who can help broaden and innovate transit's effectiveness.

### **Douglas County Transit District Public Transportation Improvement Plan (2019–21)**

The Douglas County Transit District (former organization of UPTD) PTIP was developed to identify the projects that could be implemented with the first round of Statewide Transportation Improvement Fund (STIF) funding. The PTIP highlighted needs addressed through previous planning projects, such as the Douglas County and city TSPs described below. The plan's projects aimed to establish a balanced, interconnected, and safe transit system. Specific criteria were based on STIF Formula Fund Project Evaluations, including:

- 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.
  - Improve the frequency and reliability of service connections between communities inside and outside of the provider'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 project goals meet public transportation needs and are a responsible use of public funds.

### **Douglas County Transportation System Plan (1998; 2021 update in process)**

The Douglas County TSP was last updated in 1998, with goals to encourage a safe, convenient, and economical transportation system. Goals specifically related to transit were limited. An update is underway and a revised draft memorandum outlines goals and objectives for the TSP update. These goals include safety, mobility, connectivity, strategic investment, and coordination, each with several objectives to help achieve these goals. Proposed evaluation criteria most relevant to transit include:

- Goal 2 Mobility – Project improves corridor or intersection reliability for motor vehicles
- Goal 2 Mobility – Project connects to key destinations or unincorporated communities
- Goal 3 Connectivity – Project improves access to transit
- Goal 4 Livability – Project does not adversely affect or has positive effects on social, economic, or environmental resources
- Goal 4 Livability – Project specifically benefits and/or does not unfairly burden vulnerable populations
- Goal 5 Strategic Investment – Project is likely eligible for grant funding under existing programs
- Goal 6 Coordination – Project is consistent with local, regional, and state plans

### **City Transportation System Plans**

The following sections summarize TSPs for Douglas County communities that have them, including Myrtle Creek, Reedsport, Roseburg, Sutherlin, and Winston.

#### **City of Myrtle Creek TSP (2006)**

The Myrtle Creek TSP promotes public transportation, supporting services in particular to transportation-disadvantaged groups such as children and zero-vehicle households, alongside the senior services existing at the time. The plan identifies intercity transit connections as a focus. The overarching goal of

the TSP is to provide and encourage a safe, convenient, and economic transportation system. The most relevant policies include:

- Supporting bicycle and pedestrian connections along transit corridors
- Encouraging the reinstatement of intercity bus service to Myrtle Creek, connecting with other parts of Douglas County.
- Supporting the local, demand-responsive, volunteer bus service serving seniors within the community at the time the TSP was adopted.
- Continuing to support volunteer and public/private-funded transportation for the elderly, disabled, and transportation disadvantaged, and encouraging:
  - Use of private transportation services associated with residential developments, assisted living centers, and other organizations which serve the needs of the elderly and disabled.
  - Opportunities to develop a dial-a-ride system and promote the staffing of such a system with community volunteers.
  - Carpools and vanpools and the development of park-and-ride facilities where practical to reduce the number of single occupancy vehicle originating in Myrtle Creek.
- Continuing to coordinate with the regional public transportation provider to identify the feasibility of a demand-response public transportation system in South Douglas County.

### **City of Reedsport TSP (2006, amended 2015)**

The City of Reedsport TSP's goals that are most relevant to transit systems are the following:

- Develop a transportation system to enhance Reedsport's livability and meet federal, state, and local requirements.
- Create a balanced transportation system.
- Improve the safety of the transportation system.
- Develop an efficient transportation system that will handle future traffic growth.
  - Including policies to adopt land use development standards to reduce travel demand and encourage all modes of transportation as well as encourage development that effectively mixes land uses to reduce reliance on vehicles.
- Provide a transportation system that is accessible to all members of the community.
  - Including policies to construct transportation facilities to meet the requirements of the Americans with Disabilities Act and support service to respond to the transportation needs of disadvantaged individuals
- Create a funding system to implement the recommended transportation system improvement projects.
  - Including coordinating transportation projects, policy issues, and development actions with all affected government units in the area.

### **City of Roseburg TSP (2020)**

The City of Roseburg TSP includes goals for mobility and accessibility, vibrant community, transportation options, economic vitality, and implementation. While all goals include support of multimodal systems, the mobility and accessibility goal has the following policies and objectives that are most relevant to transit service:



- Policy: Provide mobility and accessibility for all transportation modes where feasible while continuing to preserve the intended function of existing transportation assets.
- Policy: Support multimodal access, with a focus on youth, seniors, persons with disabilities, and other disadvantaged populations.
- Policy: Support paratransit or alternative services where development patterns do not support fixed-route transit.
- Policy: Increase access to the transportation system for all modes regardless of age, ability, income, and geographic location.
- Objective: Increase annual transit ridership by improving frequency and reliability.

### **City of Sutherlin TSP (2020)**

The City of Sutherlin TSP includes goals for safety, mobility and efficiency, health and livability, connectivity and accessibility, coordination and integration, strategic economic investment, and funding. Specific policies mentioning transit include:

- Goal 2 – Mobility and Efficiency: Reduce reliance on single-occupancy vehicles by improving the quality of walking, biking, transit, and electric vehicle facilities. Identify strategies appropriate to the City of Sutherlin to help reduce vehicle miles traveled.
- Goal 4 – Connectivity and Accessibility: Provide connectivity to each area of the City for convenient multi-modal access. Ensure pedestrian, bicycle, transit, and vehicle access to schools, parks, employment and recreational areas, and the Sutherlin core city area by identifying and developing improvements that address connectivity needs.
- Goal 5 – Coordination and Integration: Work with regional and local public transportation providers to identify opportunities to expand public transportation service within the City and to surrounding communities. Encourage intercity public transportation connections for long-range public transportation. Enhance public volunteer transit system.

### **City of Winston TSP (2003)**

The City of Winston TSP notes that the public transportation system at the time, a demand-response service and intercity bus services to Roseburg, Sutherlin, and Winston, provided adequate service at the time and that demand would grow continually alongside general population and elderly/disabled population growth. Pedestrian and bicycle goals note the importance of connections to transit for these modes.

- Overarching goal: Provide a comprehensive system of streets and highways that serves the mobility and multi-modal travel needs of the Winston Urban Area.
- The implementation of transportation system and demand management measures, enhanced transit service, and provision for bicycle and pedestrian facilities shall be pursued as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before street widening projects are considered.
- The City will consider changes to the Winston Zoning Ordinance that will more effectively implement Comprehensive Plan goals that encourage mixed-use and high density development near the city center to reduce private vehicle trips by increasing access to transportation alternatives.
- The City should implement plans for the downtown area and the area designated for future downtown development that include mixed-use, high-density (where appropriate), transit oriented and pedestrian-friendly design standards.

Goal: A transit system that provides convenient and accessible transit services to the citizens of the Winston Urban Area.

- Objective 1: Ensure that transit services be accessible to Winston Urban Area residences and businesses.
- Policies:
  - A. The City of Winston will continue to support and maintain the Winston Dial-a-Ride Bus Program.
  - B. The City will work with the local transit provider to encourage transit services to be routed in a manner that, where practical, service coverage is provided within a ¼ mile walking distance of Winston Urban Area residences and businesses.
  - C. To encourage accessibility and increased ridership, the City should continue to encourage future transit-supportive land uses, such as mixed uses, multiple-family, and employment centers to be located on or near transit corridors.
  - D. Through its zoning and development regulations, the City will continue to facilitate accessibility to transit services through transit-supportive streetscape, subdivision, and site design requirements that promote pedestrian connectivity, convenience, and safety.
  - E. The City should include the consideration of transit operations in the design and operation of street infrastructure wherever it is appropriate.
  - F. The City will support the continued development and implementation of accessible fixed-route and appropriate complementary “dial-a-ride” services.
  - G. The City of Winston will encourage connectivity between different travel modes. The Winston Public Transit facilities should be accessible by pedestrian, bicycle, bus, and automobile travel modes.
  - H. The City should cooperate with the local transit provider to identify and include features beneficial to transit riders and transit district operations when developing plans for roadway projects.
  - I. The City should support the local transit providers efforts to provide pleasant, clean, safe, comfortable shelters along transit lines, at or near transit stops.
  - J. The City should install bike racks or lockers at transit stops when adequate financial resources are available.
  - K. The City should identify park and ride, bike, and ride, and walk and ride lots in Winston to support ridesharing.
- Objective 2: Increase overall daily transit ridership in the Winston Urban Area, to mitigate a portion of the traffic pressures expected by regional growth.
- Policies:
  - A. Through rideshare programs and other Transportation Demand Movement (TDM) efforts, the City should work with Winston employers and government agencies to encourage commuter transit ridership through voluntary, employer-based incentives such as subsidized transit passes and guaranteed ride home programs.
  - B. The City will work through the local public transit provider rideshare programs and other transportation demand efforts (TDM) to assist in the effective marketing of the local transit provider services to Winston Urban Area residents and businesses.

- C. The City will encourage promotional and educational activities that encourage school children and other people to use public transit.