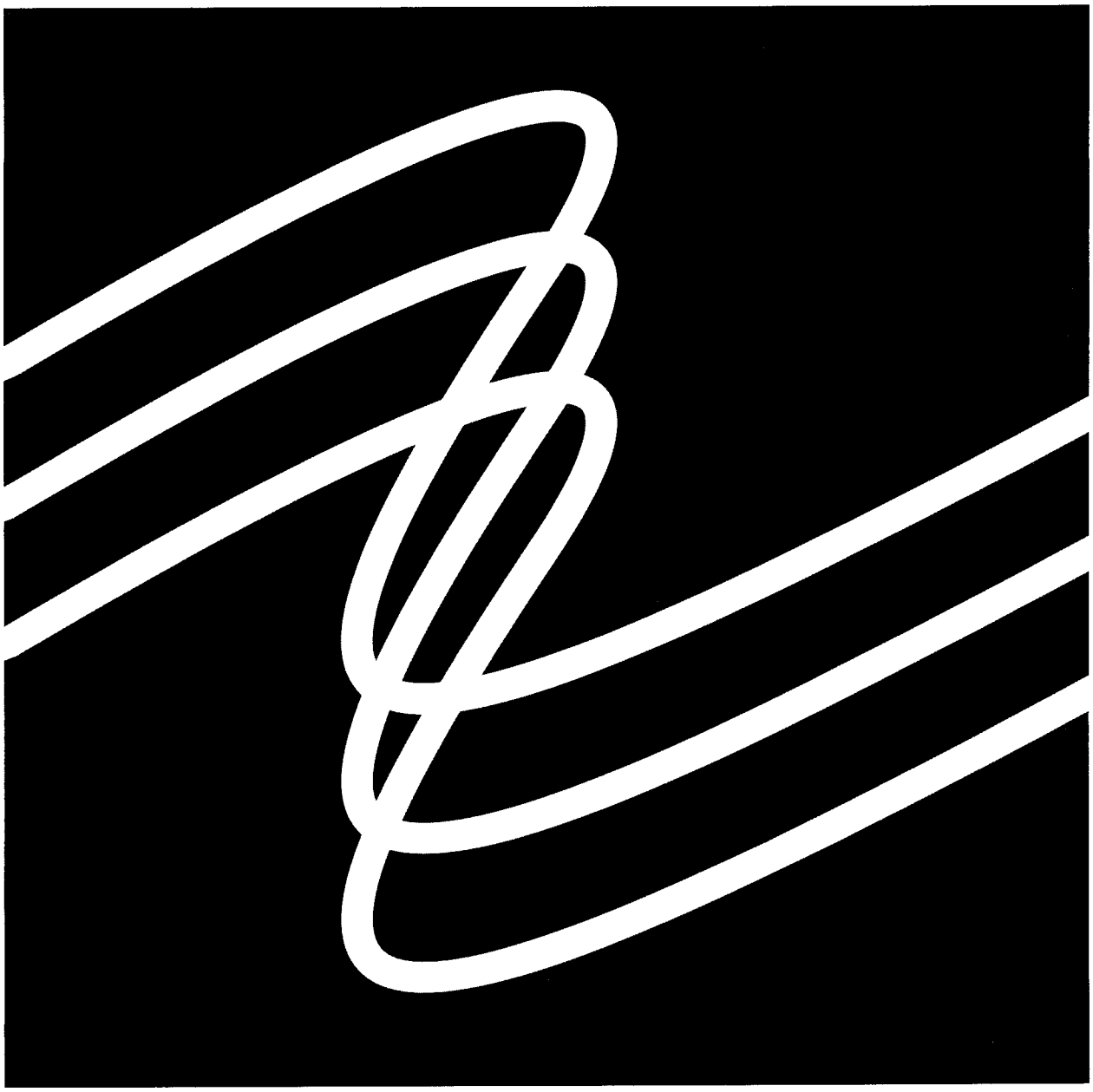
# 1997 OREGON PUBLIC TRANSPORTATION PLAN



*An Element of the Oregon Transportation Plan*

OREGON DEPARTMENT OF TRANSPORTATION

# OREGON PUBLIC TRANSPORTATION PLAN

Adopted April 1997

*Implementation of the Oregon Public Transportation Plan is dependent upon the availability of funding. Adoption of the plan by the Oregon Transportation Commission does not guarantee adequate financial resources to carry out the projects nor can the Commission commit the financial resources of other agencies or public bodies.*

Oregon Department of Transportation
Planning Section
Statewide Mobility Unit

## Status of Long Range Plans

| | Proposed Schedule |
|---|---|
| • Oregon Transportation Plan - Dave Bishop | Adopted 1992 |
| • Aviation System Plan - Gary Viehdorfer | Incremental |
| • Bicycle/Pedestrian Plan - Michael Ronkin | Adopted 1995 |
| • Corridor Plans - Ed Lee | Incremental |
| • Highway Plan - Carolyn Gassaway | Fall 1998 |
| • Public Transportation Plan - Bob Sherman | Adopted 1997 |
| • Rail Freight Plan - Ed Immel | Adopted 1994 |
| • Rail Passenger Policy and Plan - Bob Krebs | Adopted 1992 |
| • Transportation Safety Action Plan - June Ross | Adopted 1995 |



*This project was funded in part by the Federal Highway Administration, U.S.D.O.T.*

*To obtain additional copies of this plan, contact:*

**OREGON DEPARTMENT OF TRANSPORTATION**
**PLANNING SECTION - STATEWIDE MOBILITY UNIT**

555 13th Street NE
Salem, Oregon 97310

Phone: (503) 986-4254
FAX: (503) 986-4174

# Acknowledgments


## OREGON TRANSPORTATION COMMISSION

Henry Hewitt, Chairman
Susan Brody, Vice-Chairman
Steven Corey
Stuart Foster
John Russell

## PLAN SPONSOR

Steven Corey, Oregon Transportation Commission

## OREGON DEPARTMENT OF TRANSPORTATION STAFF

Ronard Schaadt, Interim Manager, Transportation Development Branch
Paul Norris, Assistant Manager, Transportation Development Branch
Barbara Fraser, Interim Manager, Statewide Mobility Unit
Joni Reid, Manager, Public Transit Section
Bob Sherman, Senior Transportation Planner

Production
Bill Bahde
Rich Bailey
Meschelle Cookson
Kim Jordan
Susan Mead
Ann Tufts

Technical Support
Carolyn Gassaway
Brian Gregor
David Hiser
Barnie Jones
Bob Krebs
Lee LaFontaine

Workshop Coordination
Kelly Hanslovan
Michelle Mock
Teresa Penninger
Grant Robinson
Peter Russell
Janell Stradtner

Technical Support
Sean Morrison
Dick Parker
Jan Shearer
Dinah Van Der Hyde
Linda Willnow

CONSULTANTS

Cambridge Systematics, Inc.
Sorin Garber, Project Manager

Jeanne Lawson Associates
Jeanne Lawson
Debie Garner

Public transportation stakeholders and the general public who provided information, ideas and recommendations.

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# Preface

The Oregon Public Transportation Plan (OPTP) is the modal plan for public transportation, an element of the Oregon Transportation Plan (OTP).

The **Vision** chapter describes the plan's purpose, vision for public transportation, policy guidance, and the influences on the plan--demographic change, evolving land use and emerging technologies--which will shape public transportation in the future.

The **Goals, Policies and Strategies** were initially formulated by the OPTP Advisory Committee. The resulting Goals, Policies and Strategies reflect the direction of the Oregon Transportation Commission and provide the plan's foundation.

The chapter entitled **Description of the Existing Public Transportation System** describes the existing system and funding sources.

The heart of the plan is the **Public Transportation System of 2015** which describes the proposed system and a three-level process for plan implementation. It describes level of service standards and planning assumptions.

The **Public Transportation Plan Implementation** chapter describes public roles and responsibilities, implementation priorities, the financial investment strategy, and financing priorities.

The OPTP is the linkage between the OTP, corridor plans and the project-based Statewide Transportation Improvement Program (STIP). The OPTP is consistent with the requirements of the State Agency Coordination Program.

# Integrated Transportation Planning at ODOT

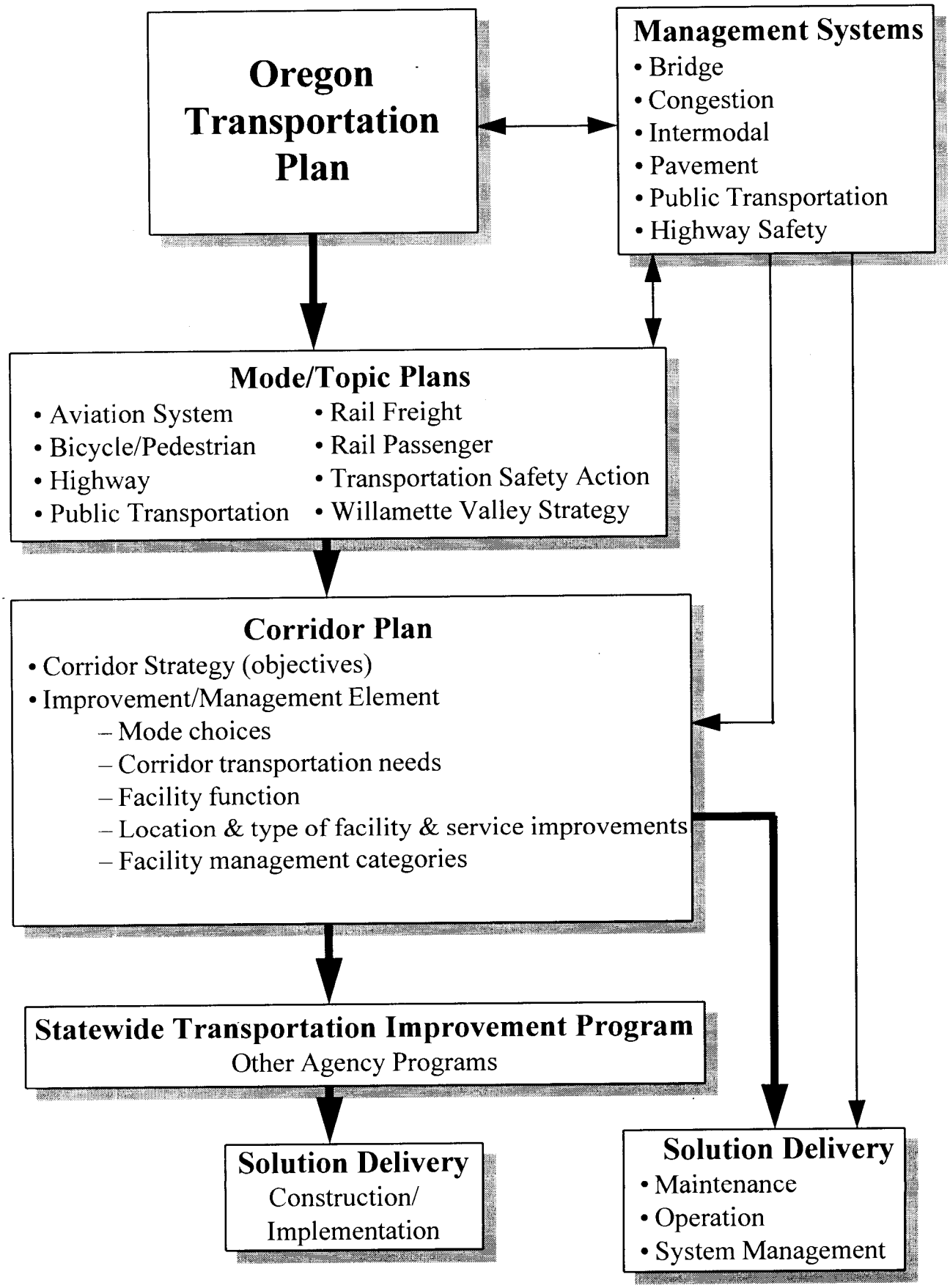
The Oregon Department of Transportation's integrated transportation planning process provides a basis for making transportation decisions. The Oregon Transportation Plan (OTP) provides an overall framework while mode plans (such as the Oregon Public Transportation Plan) apply OTP policies and service levels to specific transportation modes.

Corridor plans address particular transportation corridors, identifying projects that in-turn feed into the Statewide Transportation Improvement Program (STIP). Corridor planning merges the policies and priorities of the OTP and the mode plans and essentially serves as a business plan for a particular transportation corridor. The three phases of corridor planning are strategies, system or general plans and refinement plans.

Technical planning data from the Department's management systems helps shape ODOT's plans and the STIP. The integrated planning process is designed to flow from broader statewide policies to the specifics of each mode; to the integration of the modes; and finally to the identification of specific projects.

The Statewide Transportation Improvement Program is the culmination of the planning process. Based on policies and guidelines in the OTP, modal plans and corridor plans, the STIP matches specific projects with revenues and schedules them for implementation.

# Integrated Transportation Planning



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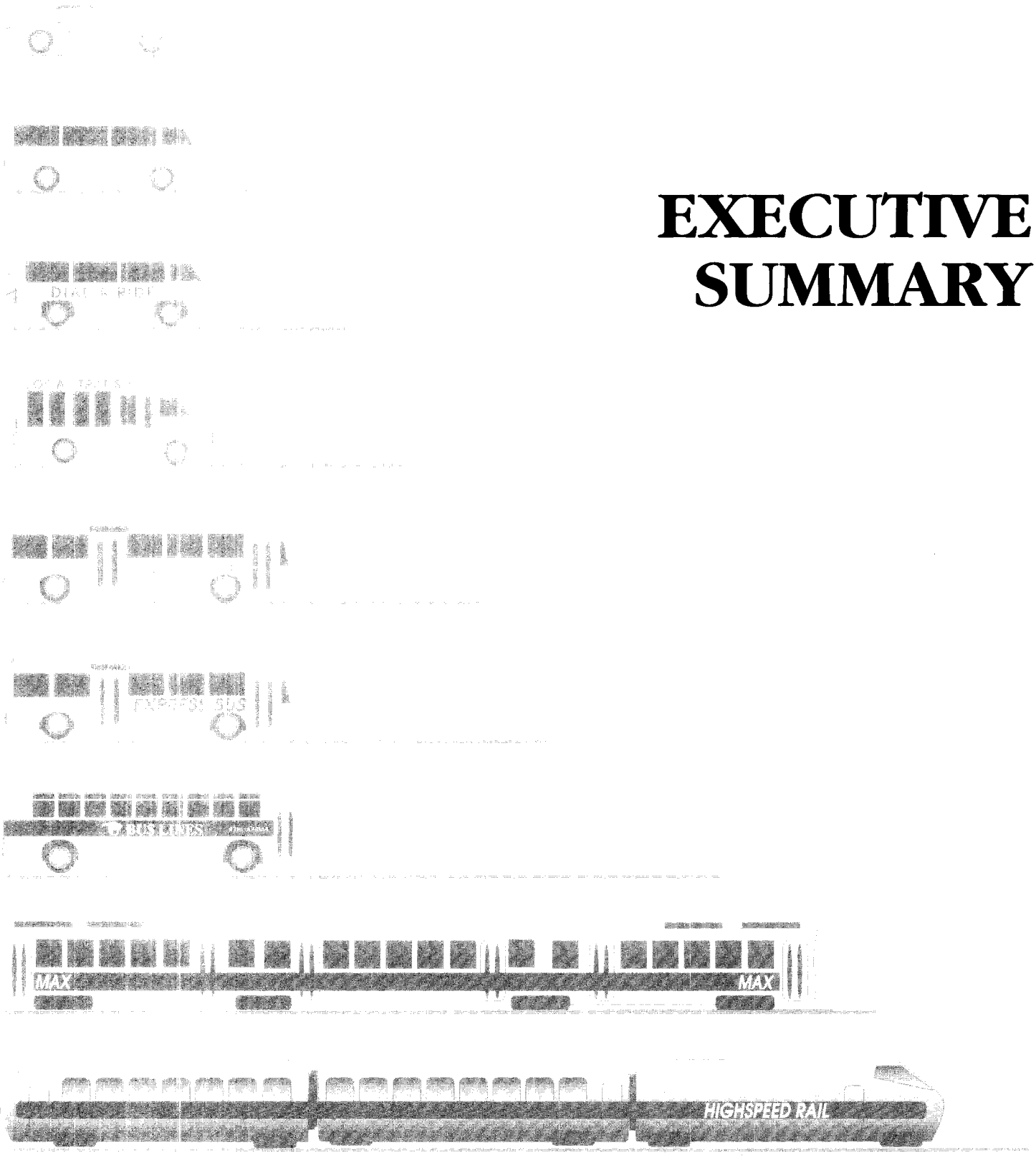
# EXECUTIVE SUMMARY



# Executive Summary

Today, public transportation operators in Oregon provide approximately 82 million passenger trips annually using light rail, intercity rail, express bus, local bus, dial-a-ride, intercity bus and rideshare.

With adequate funding, public transportation operators could provide 170 million passenger trips by 2015.

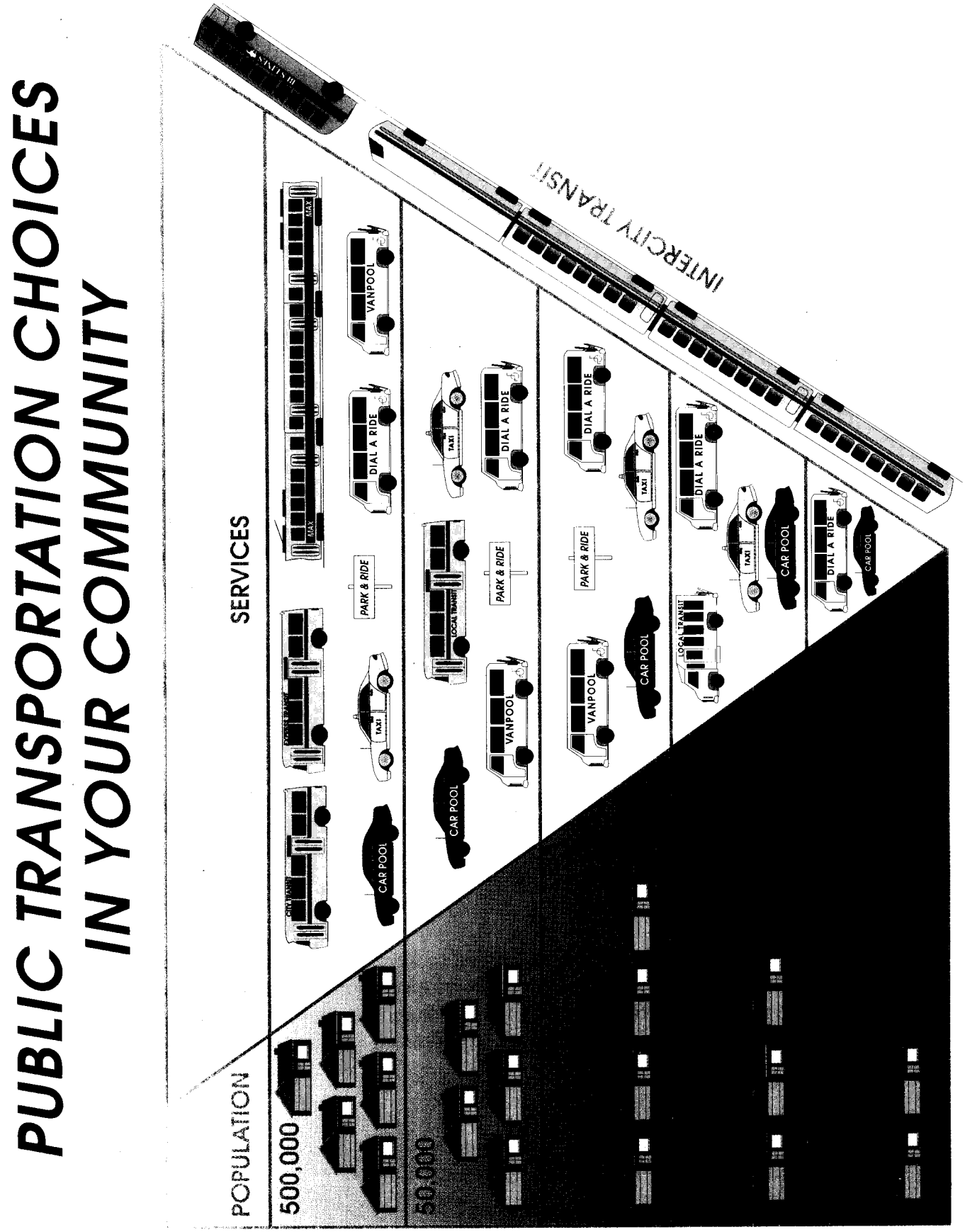
Public transportation is the mobility link for those lacking transportation options and a viable alternative for those concerned about increasing traffic congestion and limited opportunities for road system expansion. Decision makers intent on the successful implementation of the Oregon Transportation Plan (OTP), Transportation Planning Rule (TPR), Oregon Benchmarks, the 2040 Growth Concept and TransPlan have emphasized the role that public transportation is expected to play in these efforts.

For public transportation to contribute effectively to the success of these visionary planning measures, it must be funded in an adequate and stable manner. As Oregon grows, the availability of public transportation service must grow with it. (See Figure I.1.)

At this time, planning expectations and public transportation funding are out of balance. The financial viability of public transportation is in jeopardy because of the pressure to keep pace with growth, the ongoing federal funding cutbacks and the lack of sufficient growth in state and local financial support.

While most of the funding needed to keep service frozen at its current level is likely to be available, substantial revenue shortfalls are evident when public transportation tries to keep pace with growth or expand service to respond to Oregon's key planning initiatives. (See Table I.1.)

Figure I.1


PUBLIC TRANSPORTATION CHOICES
IN YOUR COMMUNITY
POPULATION
SERVICES
500,000
50,000
INTERCITY TRANSIT
MAX
TAXI
CAR POOL
VANPOOL
PARK & RIDE
LOCAL TRANSIT
DIAL A RIDE

# Table I.1

## Projected Public Transportation System Performance Costs

| | Current | Level 1 | Level 2 | Level 3 |
|---|---|---|---|---|
| Available Services | | Freeze Services at Current Levels | Keep Pace with Growth | Respond to State and Federal Mandates and Goals |
| Annual Ridership (millions) | 82* | 82 | 94 | 170 |
| Per-Capita Ridership | 26* | 21 | 25 | 42 |
| 20-Year Costs (billions) | | $ 7.3 | $ 10.6 | $ 16.7 |
| 20-Year Revenue (billions) | | $ 7.3 | $ 7.3 | $ 7.3 |
| 20-Year Gap (billions) | | -- | $ 3.3 | $ 9.4 |

* Based on preliminary ridership report for 1995.

The public transportation system of 2015 will be shaped in large part by influences present today. Population growth, demographic changes, evolving land use patterns, emerging technology and the political realities of financial constraint will help mold Oregon's public transportation future. The tools available to public transportation operators in the future will continue to emphasize mobility and commuter needs. Technological advances and the needs of an aging population will help make public transportation quicker, smarter and more personalized to the needs of the individual.

The development and priorities of this plan reflect the involvement and concerns of public transportation stakeholders and the general public. An extensive public involvement effort included in-depth interviews with stakeholders during the research phases of this project and a briefing on plan priorities and costs prior to release of the draft plan. A series of 23 community workshops were held throughout Oregon during the fall of 1995 to gain additional input. Eight hundred Oregonians participated in the workshop series.

The Oregon Transportation Initiative Process (OTI), undertaken at the direction of the Governor, also influenced plan development and plan priorities.

Because funding is limited, the Oregon Public Transportation Plan (OPTP) should be phased in. Implementation of the plan builds from maintaining the existing system as it is today. The second level should keep pace with growth. The third level should offer a menu of service options designed to enable the public transportation system to respond to the goals of Oregon's planning initiatives.

Priorities in the first and second levels should emphasize the delivery of service to those Oregonians most dependent upon the public transportation system (seniors, disabled, low-income and youth). This emphasis is consistent with input from stakeholders, the general public and the OTI process and reflects an understanding that public transportation services should be available to those Oregonians dependent on them for basic life needs.

Often the senior van or local bus is the only form of transportation available to many citizens throughout Oregon. It is not a convenience, it is a form of basic mobility. For those in need of transportation to medical appointments, community service, employment and educational services, the local van may be a lifeline.

Priorities in the third level should expand service to accommodate the needs of those Oregonians who use public transportation by choice with particular emphasis on the commuter. Implementation of services of this type would have a positive impact on traffic congestion, air quality and community livability and would serve to protect and enhance the quality of life in Oregon's larger communities.

The cost to operate public transportation services at current levels between now and 2015 could reach $7.3 billion. Anticipated revenue will nearly cover that cost.

The cost to operate the public transportation system that would keep pace with growth is a projected $10.6 billion between now and 2015. Anticipated revenue would cover nearly 70 percent of that cost.

The fiscal impacts of the 1996 general election will hurt public transportation by reducing available revenue.

The 20 year cost to operate the public transportation system that would respond to state and federal mandates and goals would near $16.7 billion. It would enable Oregon to address livability and land use goals as well. Anticipated revenue would cover less than half of that cost.

Plan implementation will require the collaborative efforts of the Federal Transit Administration, Federal Highway Administration, metropolitan planning organizations, local jurisdictions, public transportation providers and private employers.

The State of Oregon is a key player in this effort. The state role in public transportation is, in part, carried out through the actions and policies of the Oregon Department of Transportation (ODOT). State agencies such as the Department of Land Conservation and Development and Department of Environmental Quality are responsible for public transportation supportive policies. The state role has a legislative and executive element as well.

The state role is largely the responsibility of ODOT both in the provision of leadership and in the development of a consensus to financially support public transportation as a vital component of the overall state transportation system. The department should encourage efficiencies through coordination of services at the local level. For example, ODOT should support service efficiencies by encouraging local providers to better coordinate senior and disabled service and, where feasible, open those services to the general public on a space available basis. The department should also facilitate the coordination of public transportation resources with other state agencies such as the Department of Human Resources and the Department of Education.

The financial investment strategy to implement the three levels in the plan should consider funding sources that provide stability of revenue over time, growth that responds to inflation, equity among impacted groups and ease of collection and payment. Oregonians, however, may need to be convinced that a major commitment to public transportation investment is in their best interest. They must understand that without adequate public transportation, congestion will slow traffic and road conditions will decline. In this respect, the challenge is clear. The transportation community must sell public transportation as an important part of the transportation infrastructure.

## OPTP Action Agenda

Issues to be addressed in more detail within the next 18 months include, but may not be limited to:

Intercity Transportation Policy: The Public Transit Section will take the lead in further development of intercity policy and will bring proposed ODOT policy to the Transportation Commission for adoption by July 1998.

Interagency Coordination of Resources for Public Transportation: Facilitate the efficient and effective use of state public transportation resources. Public Transit Section will research current expenditure patterns; outline why coordination is important; and examine agency policy. Work will be coordinated through the interagency task force, and is ongoing.

Departmental Policies and Procedures: The Planning and Public Transit Sections will work jointly in reviewing ODOT policies and procedures that impact public transportation. Policies and procedures to be reviewed may include those relating to: STIP funding, major transportation investments, use of special needs vehicles for general public transportation services, corridor planning team composition, inclusion of public transportation early-on in the project planning and development process, consideration of public transportation during project design, utility of the prospectus form for public transportation project proposals. A report outlining barriers and opportunities with recommendations will be available by July 1998.

Plan Implementation: The Planning Section will report annually on the status of OPTP implementation. Reports may include recommended strategies and actions that would help facilitate plan implementation.

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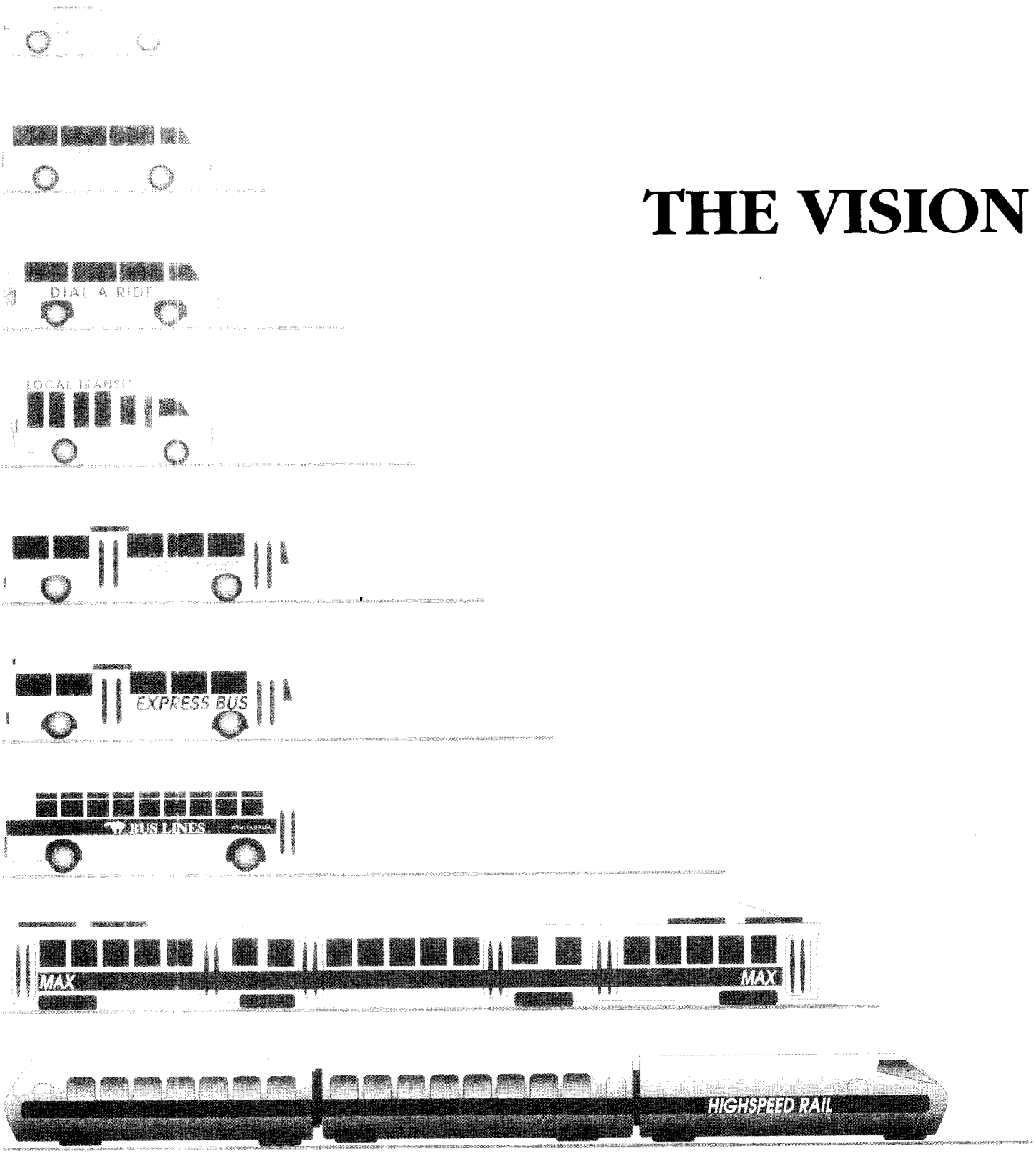
# THE VISION



# The Vision

## The Context

Public transportation is a vital component of Oregon's transportation system. It ensures mobility and connections for those lacking transportation options; it helps mitigate traffic congestion, and it is a key ingredient of quality of life in Oregon communities. Decision makers intent on the successful implementation of planning initiatives such as the Oregon Transportation Plan (OTP), Transportation Planning Rule (TPR), Oregon Benchmarks, 2040 Growth Concept and TransPlan have emphasized the critical role that public transportation is expected to play in providing mobility.

At the same time, federal funding cutbacks and insufficient growth in state and local financial support have jeopardized public transportation's ability to serve its customers. Insufficient funding has reduced its ability to respond with new services tailored to the changing transportation marketplace.

In early 1996 the Governor asked business and civic leaders to look at transportation issues throughout the state and report back on transportation needs. The report of the Oregon Transportation Initiative (OTI) issued in July 1996 concluded that Oregon's transportation infrastructure is at risk, that investment to improve livability and support the economy is needed, and that public transportation is one of the critical elements that needs to be addressed.

Specifically, the Regional and Statewide Advisory Committees of the Oregon Transportation Initiative found that:

- Access to service and commercial centers is inadequate, particularly for people who do not have, or cannot drive, cars. This problem is growing as the average age of the population increases.

- There is inadequate public transit in larger communities and fast-growing areas, and little ability for most transit agencies to expand service.

They noted that rural parts of the state lack adequate intercity bus service and that larger communities and fast-growing areas lack adequate interurban public transportation services.

The Governor's Transportation Action Agenda directed the Oregon Department of Transportation (ODOT) and other state agencies to devise strategies to improve the provision of public transportation services. Those strategies are incorporated in this Oregon Public Transportation Plan.

## The Purpose of the Plan

The Oregon Public Transportation Plan (OPTP) provides 20-year guidance for the development of transit, rideshare and transportation demand management services in Oregon. It serves as a blueprint for the public transportation system envisioned in the OTP, responds to the Oregon Benchmarks, and furthers the recommendations of the Oregon Transportation Initiative.

The OPTP is the public transportation element of the state transportation system plan required by Oregon's TPR. It addresses methods to reduce traffic congestion and methods to expand and enhance public transportation, two of the statewide transportation planning factors required to be considered in state plans by the federal Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA).

The OPTP presents the long-range vision for public transportation and the policies that will shape the system of 2015. The plan includes a description of the existing public transportation system and presents a tri-level approach to the public transportation future, including the system required to respond to the OTP preferred plan. It prioritizes the options in line with the realities of constrained revenues. To further implementation of the goals and policies, the plan describes the roles and responsibilities of the key players, characterizes short and long term implementation steps, and maps out a financial investment strategy.

The plan also provides technical information on public transportation standards and needs that will assist communities preparing the transportation system plans required under the TPR, and responds to TPR requirements for per capita reductions in vehicle miles traveled in Oregon's metropolitan communities.

## The Vision

The vision developed and adopted by the Oregon Public Transportation Plan Advisory Committee in May 1994 guides the plan:

*The public transportation plan builds on and begins implementing the OTP's long-range vision for public transportation in the State of Oregon. That vision includes:*

- *A comprehensive, interconnected and dependable public transportation system, with stable funding, that provides access and mobility in and between communities of Oregon in a convenient, reliable and safe manner that encourages people to ride.*
- *A public transportation system that provides appropriate service in each area of the state, including service in urban areas that is an attractive alternative to the single-occupant vehicle, and high-quality, dependable service in suburban, rural and frontier (remote) areas.*
- *A system that enables those who do not drive to meet their daily needs.*
- *A public transportation system that plays a critical role in improving the livability and economic prosperity for Oregonians.*

# Policy Guidance

## The Oregon Benchmarks, Transportation Planning Rule, Oregon Transportation Plan and ISTEA

The OPTP is intrinsically linked to the Oregon Benchmarks, the Transportation Planning Rule, the Oregon Transportation Plan, and ISTEA.

The 1995 Oregon Benchmarks, adopted by the Oregon Progress Board, contains four benchmarks to guide the development of public transportation. They call for:

- Increased per capita transit hours in Oregon's metropolitan areas from 0.96 hours per capita in 1992 to 1.7 hours in 2010

- An increase in the percentage of Oregonians who commute to and from work during peak hours by means other than single occupancy vehicles from 24 percent in 1992 to 38 percent in 2010

- Decreased per capita vehicle miles traveled in Oregon's metropolitan areas from 7,710 miles per year in 1992 to 7,443 in 2010

- An increase in the percentage of Oregonians living in communities with daily scheduled intercity passenger bus, van or rail service from 92 percent in 1992 to 99 percent in 2010 (this target was met in 1993)

With the same policy direction as the Benchmarks, the TPR (OAR-660-12-000) requires that vehicle miles of travel per capita in the state's four metropolitan areas be reduced by 10 percent over the next 20 years. One critical element in achieving this goal is achieving public transportation ridership and service goals.

The TPR also mandates that all local transportation system plans contain a public transportation plan. In jurisdictions with urban area populations over 25,000 people, local transportation system plans must contain a plan for transportation system management and demand management. These jurisdictions must adopt land use and subdivision ordinance amendments that support transit where transit either exists or is planned over the life of the transportation system plan.

Jurisdictions within metropolitan planning organization areas must also adopt ordinances that allow transit-oriented development to occur and must require that major land developments provide on-site transit stops or connections to transit stops where required by the transit operator. Finally, the TPR requires that the Portland metropolitan area transportation system plan increase residential densities within one-quarter mile of transit trunk lines.

The OTP, the long-range statewide, multimodal transportation system plan adopted by the Oregon Transportation Commission in 1992, determined that public transportation would play a vital role in reducing vehicle miles traveled. It anticipated that public transportation would be provided to all areas of the state where population warrants, and that it would help reduce the increasing demands on the highway system. The OTP saw public transportation playing a strong role in improving air quality, reducing energy consumption and supporting land use regulations that require new developments to be transit-oriented.

The OTP proposed a number of important public transportation projects and initiatives to connect areas of the state. It described a system of higher speed intercity passenger rail improvements in the Willamette Valley and hourly intercity bus service between Eugene and Portland. It identified new municipal and commuter transit services for urban areas outside of the MPO areas and intercity ground passenger service to cities above 2,500 population. The OTP acknowledged the concepts in the Tri-Met Strategic Plan that proposed a tripling of ridership over 20 years. It looked to significant expansion of transit service in the Eugene, Salem, Rogue Valley and Albany/Corvallis areas. And it recognized the importance of passenger intermodal terminals that are open to all intercity public transportation carriers.

The federal ISTEA also affects the OPTP and its implementation. ISTEA provides flexible funding for transportation projects including easier incorporation of public transportation projects into state transportation improvement programs.

Finally, the OPTP is impacted by and will likely impact other state, regional and local transportation planning efforts designed to respond to the requirements of the TPR.

## The Stakeholders and the Public

During the preparation of the OPTP in the fall of 1995, ODOT held a series of informal community workshops throughout Oregon. The intent of these workshops was to get an understanding of the types of public transportation services Oregonians want and the ways these services should be financed. In all, 23 workshops were held. Some were at non-traditional locations such as shopping centers or libraries. Others were held at traditional meeting sites such as city halls. The intent was to obtain a mix of responses from both the general public and public transportation stakeholders. ODOT staff talked with more than 800 people statewide and obtained survey responses from over 750. The survey asked three basic questions about public transportation:

- What public transportation services would you like to see in your community?
- How would you prioritize these services?
- How should public transportation be financed?

Responses from small communities and rural areas emphasized interest in mobility-related services such as local bus, intercity bus and dial-a-ride services. Responses from large communities and urban areas emphasized mobility and commuter-related services such as rail, express bus and rideshare. Total responses appear in Figure II.1.

Throughout the state, responses indicated a preference for a mix of funding options for public transportation rather than just one funding source. The funding sources with the greatest support were federal transportation funds, transit fares, cigarette taxes, gas taxes and vehicle registration fees. (See Figure II.2.)

While the survey was not scientific in nature and the results not necessarily representative of a true random sample, the survey provides valuable guidance. It indicates clear service choices and demonstrates a willingness by Oregonians to help finance public transportation services in their communities.

Figure II.1

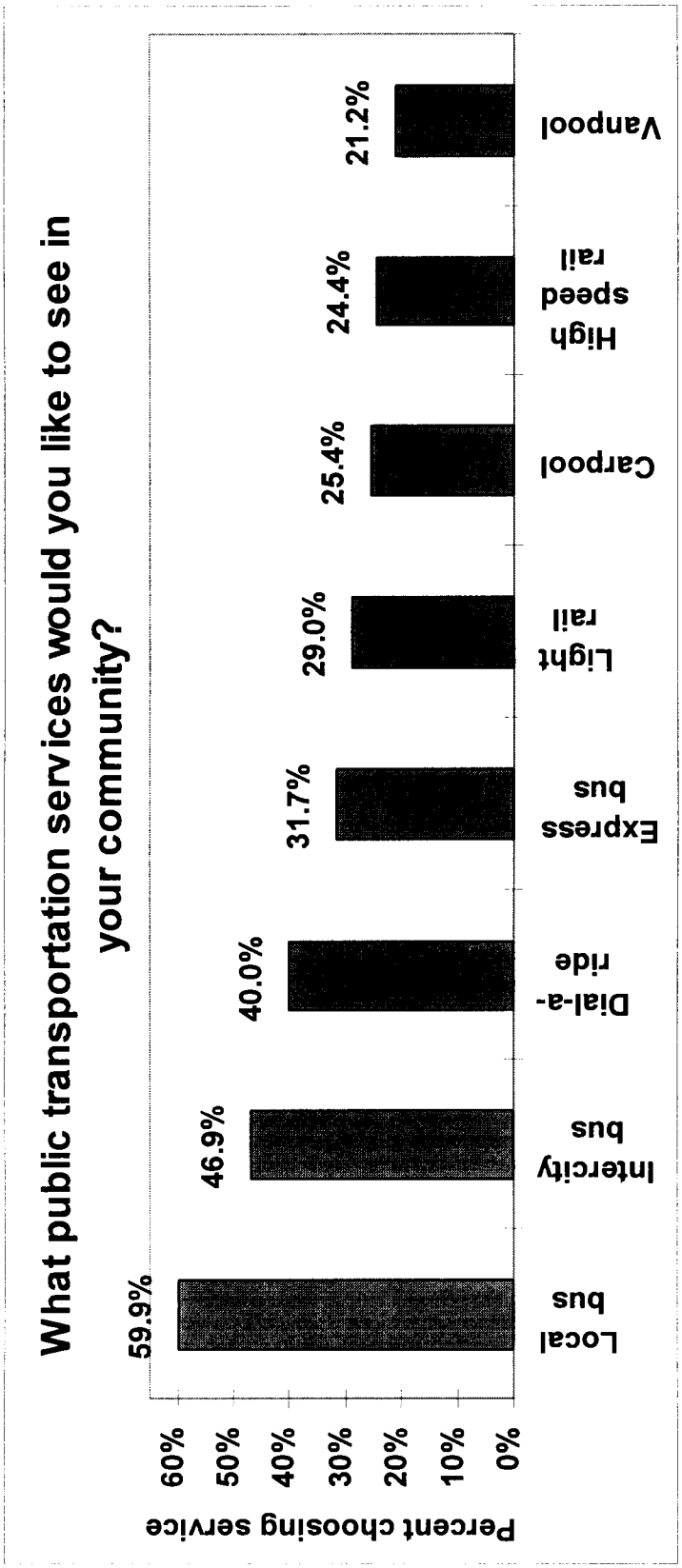
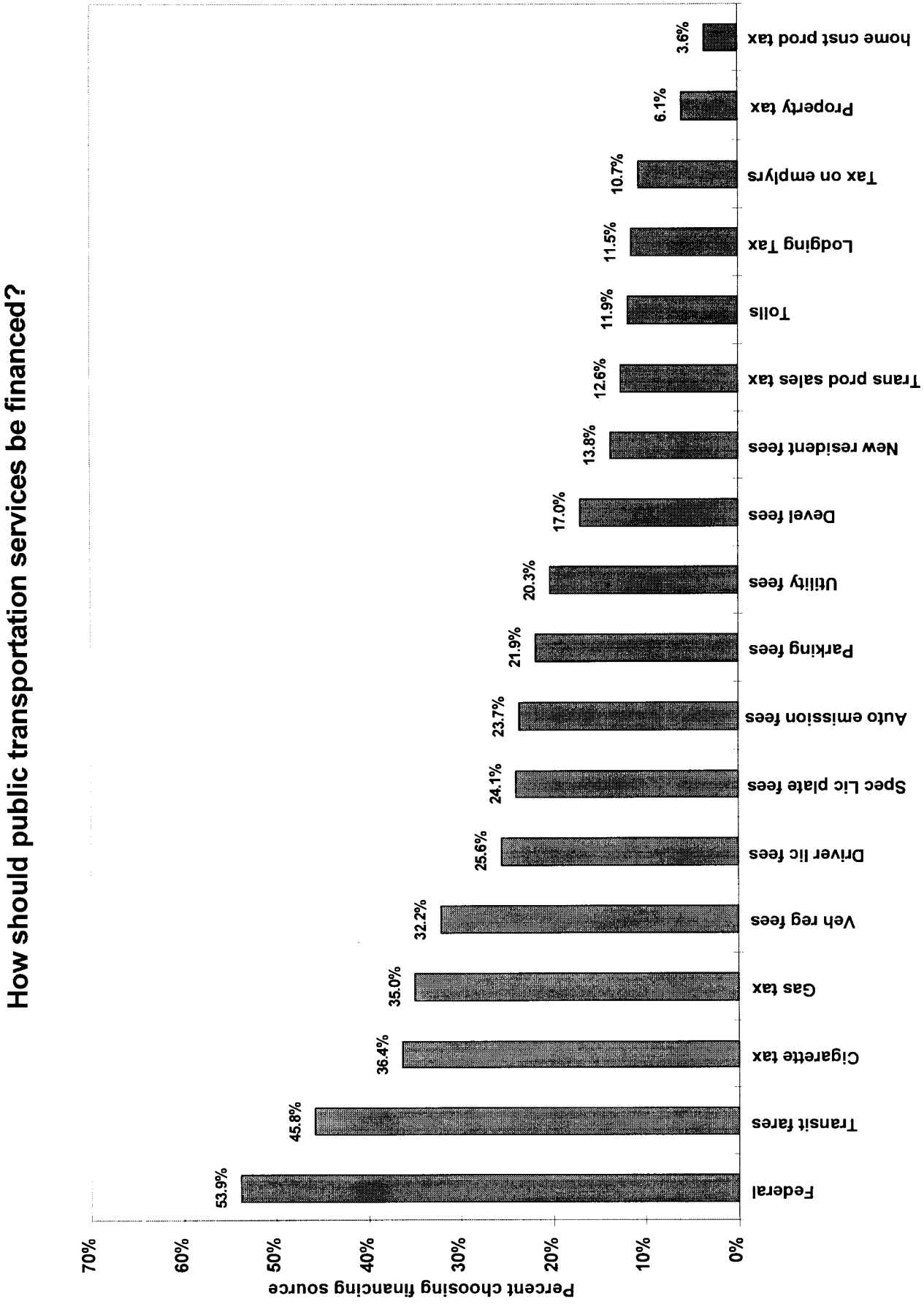

What public transportation services would you like to see in your community?
Percent choosing service
0%
10%
20%
30%
40%
50%
60%
59.9%
46.9%
40.0%
31.7%
29.0%
25.4%
24.4%
21.2%
Local bus
Intercity bus
Dial-a-ride
Express bus
Light rail
Carpool
High speed rail
Vanpool

Figure II.2


How should public transportation services be financed?
Percent choosing financing source
0%
10%
20%
30%
40%
50%
60%
70%
Federal
53.9%
Transit fares
45.8%
Cigarette tax
36.4%
Gas tax
35.0%
Veh reg fees
32.2%
Driver lic fees
25.6%
Spec Lic plate fees
24.1%
Auto emission fees
23.7%
Parking fees
21.9%
Utility fees
20.3%
Devel fees
17.0%
New resident fees
13.8%
Trans prod sales tax
12.6%
Tolls
11.9%
Lodging Tax
11.5%
Tax on emplyrs
10.7%
Property tax
6.1%
home cnst prod tax
3.6%

## The Oregon Transportation Initiative

At the request of the Governor, business and civic leaders from over 40 Oregon communities participated in a comprehensive assessment of transportation needs in the state and looked at ways the needs could be addressed. Work on the Oregon Transportation Initiative was done through five regional advisory committees and a statewide advisory committee between February and June 1996. The resulting report contained a number of recommendations for public transportation. The Oregon Transportation Commission asked that the findings be considered in the long-range public transportation plan.

The Statewide Advisory Committee (SAC) concluded that demographic and funding trends are adversely affecting the livability of communities throughout Oregon and proving a threat to the economic vitality of the state. The advisory committees agreed there are insufficient resources to maintain existing facilities and services in reasonably good condition and make improvements that will keep congestion from growing worse. The committees identified efficiency initiatives they felt could help meet some of the needs.

The SAC concluded the maintenance, preservation, and operation of a "base system" of transportation facilities and services should be the top priority, ensuring every Oregonian a basic level of mobility within and between communities. Funding for this should be a state responsibility.

The SAC agreed that, to the extent possible, users and beneficiaries of transportation system facilities, services, and proposed improvements should be responsible for funding. All Oregonians, including users of the services, should share funding the transit "base system."

Livability criteria and local effort should guide new investment. Funding for improvement or expansion of systems or services should be a shared responsibility between the state, local and regional interests. The SAC recommended as the next step, that the Governor create two working groups, one for roads and one for transit, to define the "base system."

The SAC also recommended that the Governor propose an amendment to the State Constitution that would allow the flexible use of new auto and truck-related taxes and fees that are not generated through vehicle use.

# Growth and Change

## Demographic Changes

The OTI and Oregon's planning processes are responding to the state's rapid population growth. How and where growth occurs will affect public transportation needs. Between 1990 and 2015 the state population is expected to increase more than 40 percent from 2.8 million to about 3.8 million. Much of that growth will be in the already heavily populated Willamette Valley, particularly in the Portland area. Deschutes, Curry, Lincoln and Jefferson Counties could see growth rates rivaling those of the Willamette Valley. The state's four metropolitan areas (Portland, Salem, Eugene, and Medford) will account for 77 percent of the population increase.

Not only will Oregon's population grow rapidly, it will age rapidly as well. As the baby boom generation (those born between 1946 and 1964) near retirement age, the percentage of Oregonians 65 and older will increase dramatically. In 1990, 22 percent of the population was aged 14 years and younger, and 14 percent were aged 65 years and older. By 2012, Oregon's elderly population is expected to double and persons under 15 years will decline as a percent of total population.

Both population and employment are becoming more suburbanized. In the Portland area, population and employment growth in suburban Washington and Clackamas Counties are expected to far outpace that of urban Multnomah County. Washington County's population is projected to increase by 59 percent between 1990 and 2015. During the same period, the county's employment will show a 105 percent increase. Clackamas County population will increase 56 percent and employment will jump 76 percent for the period. Multnomah County population will increase by only 24 percent between 1990 and 2015, and employment will grow 22 percent.

In recent years, Oregon has seen an influx of migrants from other states. Approximately half of these new Oregonians have moved from California and Washington where traffic congestion and long distance commuting are more common.

As population increases, so too will the stress on Oregon's transportation system. Growing wage and salary employment could push the number of daily commuters using the transportation system

from 1.3 million in 1990 to nearly 2 million by 2015. If present commute patterns continue, by 2015 there would be an increase of 479,000 new drive-alone commuters to 1.4 million and 168,000 new alternate mode commuters to 520,000. At the same time, expansion of the road system is likely to be constrained.

How these trends affect transportation conditions is of great concern to ODOT and other state and local agencies. At present, the statewide public transportation system is not well-equipped to accommodate significant numbers of these new citizens and employees. However, the state land use policy and procedures mandate that citizens use alternative modes to the single-occupant automobile, and that roadway capacity be built at a much lower frequency than it has been in the past. As shown in Table II.1 and Table II.2, under current trends public transportation usage and vehicle miles of travel per-capita in metropolitan areas will continue to grow. Moreover, in less urbanized areas and in rural and frontier areas, public transportation services have been curtailed. This trend will impact mobility in those areas, particularly for those without access to an automobile.

## Evolving Land Uses

Historically, transportation technology has had a profound effect on the dispersion and form of urban areas. In turn, settlement patterns have affected transportation use. As the United States industrialized and its urban areas expanded, walking could not provide adequate accessibility for employment and services. Public transportation extended accessibility by raising the speed of city travel and enabling the further expansion of the urban areas.

The first suburbs were developed in response to the electric streetcar, and bus service followed shortly thereafter with the advent of the internal combustion engine. As the automobile gained prominence and as both population and employment headed for suburbia, so too did trip making previously destined for the downtown core. The migration of activity to the suburbs paralleled, if not contributed to, a nationwide downward trend in the use of public transportation services.

# Table II.1

## Statewide Passenger Transportation Trends
## Base Case Forecasts*

| | 1990 Estimate | Growth Rate | 2010 Forecast |
|---|---|---|---|
| Highway Total | 27 billion vmt** | 2.50% | 44 billion vmt |
| Highway Metro | 9 billion vmt** | 2.90% | 16 billion vmt |

Source: Oregon Transportation Plan, ODOT Policy and Strategic Planning Section, September 1992. Based on ODOT Highway Performance Monitoring System (HPMS) output for 1990 conditions and estimated 2010 conditions based on projected population and employment growth.

* Forecasts are base case and do not assume LCDC Rule 12 mandates.
** Vehicle miles of travel.

# Table II.2

## Metropolitan Area Vehicles Miles of Travel
## Base Case Trends

| | Highway VMT | Population | VMT/Capita |
|---|---|---|---|
| 1990 Estimate | 9 billion vmt | 1.827 million | 4,926 |
| 2010 Estimate | 16 billion vmt | 2.564 million | 6,241 |

Note: Highway VMT generated by ODOT Highway Performance Monitoring System (HPMS) for the Oregon Transportation Plan. For the purposes of this table, 1990 and projected 2010 populations were compared with total metropolitan-area VMT to identify VMT/capita.

The dispersion of activities demonstrates there is a critical link between land use and public transportation. The viability of public transportation is linked to the residential and employment density of a community. The more people and jobs located within a contained area, the more likely public transportation can be successful.

In Oregon, the state land use program has attempted to assist public transportation by affecting the density of development in urban areas. Recent research indicates some success in protecting resource lands and preventing leap-frog urban development detrimental to public transportation. However, less success has been evident in significantly affecting the density of development within urban areas. Residential development within urban growth boundaries has been occurring below planned densities as a result of larger than planned lot sizes and single family development occurring on lands designated for multi-family development.

The effectiveness of public transportation in Oregon could be enhanced with the successful implementation of planning efforts like Portland Metro's 2040 Growth Concept. Among the goals of 2040 are increased residential densities and redistribution of employment to transit corridors and city/town centers. To achieve success, 2040 needs to facilitate an increase in the amount of multi-family development and guide that development toward transit corridors and city/town centers. It also needs to increase density in already developed areas.

These will not be easy tasks given current trends, but if the Portland metropolitan area can successfully implement 2040, public transportation in the Portland area will benefit. If other Oregon communities can address land use in a similar way, public transportation in Oregon will benefit.

## Emerging Technologies

Emerging technologies will influence, but probably not shape, the future of public transportation in Oregon between now and 2015. Vehicle-related technological advances will benefit public transportation, but they will also benefit the single occupant automobile and will probably not lead to dramatic modal shifts toward public transportation. Infrastructure and computer-related technologies offer more promise for public transportation services during the next 20 years.

Vehicle-related technologies deal with the mechanics of vehicle movement and have the capability of positively impacting public transportation by improving vehicle efficiency, quieting vehicle operation, reducing emission of vehicle pollutants, and lowering vehicle operating costs. These vehicle-related technologies include ultra efficient vehicle engines, natural gas fuel, biofuels and solar energy.

Infrastructure-related technologies are facility improvements capable of having a positive impact on public transportation by reducing travel time, increasing travel convenience and enhancing public transportation system efficiency. These technologies include dedicated transitways, HOV lanes, HOT lanes and intermodal centers.

Computer based enhancements to public transportation can improve system management and operation or provide direct benefits to the user by increasing system effectiveness and efficiency, increasing system convenience for users, minimizing user cost and reducing congestion. Computer enhancements can improve scheduling and routing, system modeling, modal selection, route selection and cyber transport. The cyber transport options, such as the Internet, telecommuting and various teleconferencing may hold the most promise.

Tri-Met is tracking its buses in the Portland area using a global positioning system. The system will allow Tri-Met to keep its buses on tight schedules, gather information to check customer complaints and help police respond more quickly to emergencies.

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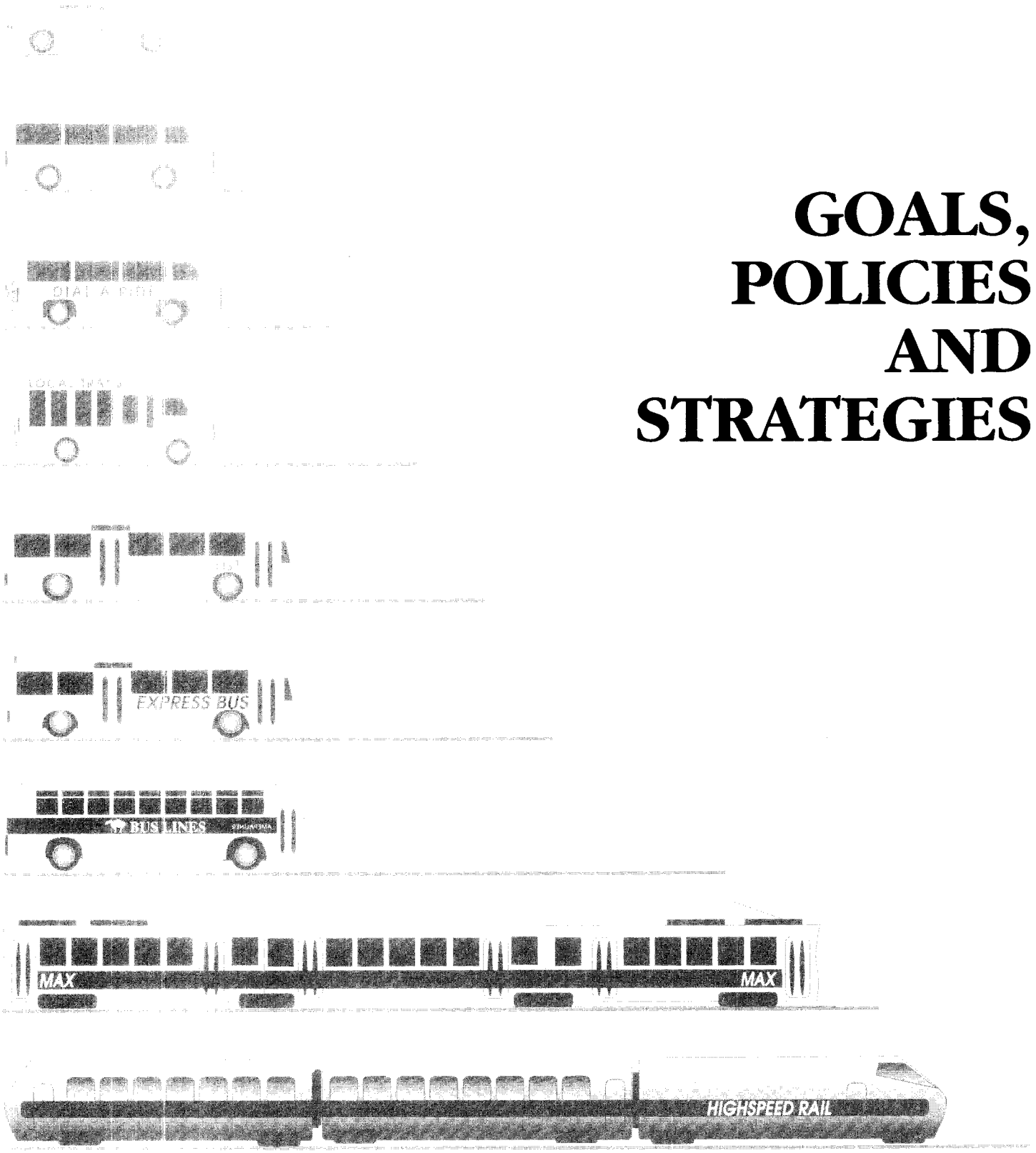
# GOALS, POLICIES AND STRATEGIES



# Goals, Policies and Strategies

The foundation for the Oregon Public Transportation Plan is the Vision Concept and Goals, Policies and Strategies which were formulated by the Oregon Public Transportation Plan Advisory Committee. The resulting Goals, Policies and Strategies set forth below have been approved by the Oregon Transportation Commission to reflect its guidance with respect to the development of a public transportation system in the state of Oregon.

The public transportation system in Oregon is comprised of a large number of public and private transportation providers throughout the state and has generally been developed and financed on a local or regional basis. Public transportation has not been generally considered to be a state responsibility or service. Nevertheless, public transportation is critically important to the vitality of the state and to the ability of the state transportation system to meet the needs of the state's citizens and businesses. This plan addresses the whole of the state's public transportation system and is intended to provide a common approach for its development and growth. The plan is not intended to imply a state funding commitment for public transportation system development.

By adopting this plan, the Oregon Transportation Commission intends to reflect its strong commitment to public transportation in Oregon and its commitment to encouraging public and private funding resources for the development of the public transportation system contemplated by the plan. The plan is also intended to provide guidance for ODOT and its public transportation partners throughout the state for investing available resources in a manner contemplated to strengthen the state's public transportation system.

## GOAL 1 - Purpose of the Public Transportation System

The public transportation system should provide mobility alternatives to meet daily medical, employment, educational, business and leisure needs without dependence on single-occupant vehicle transportation. The system should enhance livability and economic opportunities for all Oregonians, and lessen the transportation system's impact on the environment. The public transportation system should provide services and meet transportation needs in a coordinated, integrated and efficient manner.

## Policy 1A - Urban Access, Rural Access, Basic Mobility

The public transportation system should serve urban and metropolitan areas by assuring mobility within urban areas and regions, providing access to jobs, and adding capacity to the regional transportation system. The public transportation system should provide for intermodal connections assuring easy movement between urban and statewide transportation systems and contributing to state objectives and level of service goals.

The public transportation system should provide access to rural and frontier areas, connecting them with all other parts of the state, and with service within them, so that residents have access to all parts of their community. Service to and within rural areas and small cities should fit the needs of the community, be economical, convenient to use and contribute to state objectives and level of service goals.

The public transportation system should provide a basic level of mobility sufficient to meet the essential travel needs of people living and traveling throughout Oregon. Basic mobility includes the ability to travel conveniently, economically, safely and securely to meet medical, employment, educational, business and leisure needs.

### Strategy 1A.1

Work with local governments to promote development and use of public transportation, bicycle and pedestrian services.

### Strategy 1A.2

Work with local governments to identify and seek funding for high priority public transportation projects.

### Strategy 1A.3

Promote the development of interurban bus and rail passenger services to improve linkages among urban areas and achieve land use goals.

### Strategy 1A.4

Encourage adequate and efficient public transportation access to employment, shopping and other commerce, medical care, housing and leisure activities, including access for the transportation disadvantaged.

## Policy 1B - Environmental Protection

The public transportation system should be designed, operated and maintained so that public transportation facilities and services lessen the transportation system's impact on air and water quality, the natural environment and energy consumption.

### Strategy 1B.1

Minimize transportation-related energy consumption through improved public transportation vehicle efficiencies, use of clean burning fuels, and increased use of fuel efficient modes including rail, transit, transportation demand management, bicycle and walking.

### Strategy 1B.2

Cooperate with the Oregon Department of Environmental Quality in carrying out the transportation-related requirements of the federal and state clean air standards consistent with the long-term air quality goals of the Oregon Benchmarks.

## Policy 1C - Economic Prosperity

The public transportation system should strengthen economic opportunities by providing travel options that increase access to jobs.

## Policy 1D - Land Use

The public transportation system and local land use planning should be complementary and coordinated. Public transportation should be both responsive to and facilitate implementation of land use laws.

### Strategy 1D.1

Encourage public transportation projects that support compact or in-fill development or mixed use projects.

### Strategy 1D.2

Promote the development of interurban bus and rail passenger services to improve linkages among urban areas and achieve land use goals.

## Policy 1E - Reduce Highway Demand

The public transportation system, especially in urbanized areas and large cities, should function as an integral component of and reduce pressure on the overall transportation system.

### Strategy 1E.1

Use demand management and transportation system management techniques that reduce peak period single-occupant automobile travel and vehicle miles traveled, spread traffic volumes away from the peak period and improve traffic flow. Such techniques include high-occupancy vehicle lanes with express transit service, carpools, parking management, peak period pricing, ramp metering, traveler information systems, incident management, bicycling and walking modes, telecommuting and flexible hour work scheduling.

# GOAL 2 - The Components of the Public Transportation System

The public transportation system should be statewide, well-maintained and managed, safe and pleasant to use. The public transportation system should be comprised of a hierarchy starting with (level 1) ridesharing or volunteer programs and moving upward as population and density increase to include (level 2) taxi or minibus service and finally adding (level 3) fixed-route services where appropriate.

The many elements should be designed and operated to work together to accommodate the unique needs of different regions of the state according to their population, density, location, form and function. To ensure coordination and efficiency, different types of service should be provided as part of a single, unified public transportation system. Systems for special needs and the general public users should be integrated. Transportation demand management projects should be encouraged anywhere they can meet a need and not be restricted to metropolitan areas.

## Policy 2A - Urban, Small City and Rural Public Transportation Systems

Public transportation in urbanized areas and large cities should serve as an alternative to the single-occupant vehicle to provide mobility, access employment, reduce congestion and maintain air quality. The urbanized area public transportation systems should be comprised of light rail, if appropriate, fixed-route bus and demand responsive transit, rideshare matching and transportation demand management services, as well as taxi, special needs transportation services and other alternatives.

Public transportation should be provided in small cities and towns in a manner appropriate for their size, density and locally identified needs. At a minimum, public transportation should serve the transportation disadvantaged with rideshare, volunteer programs, taxis, or minibus services. Rideshare matching and transportation demand management services should be available in communities of 10,000, and may be available in communities of 5,000 where there are large employers with a base of at least 500 employees who are not covered by a regional program. General public transportation with fixed route or other service may be available, and all places of 10,000 people or more should have demand response service.

### Strategy 2A.1

Encourage adequate public transportation access to employment, shopping and other commerce, medical care, housing and leisure activities, including access for the transportation disadvantaged.

### Strategy 2A.2

Implement the public transportation requirements of the Americans with Disabilities Act of 1990.

### Strategy 2A.3

Promote development of transit centers that are safe, near residential areas, and easily accessible to pedestrians and bicyclists.

### Strategy 2A.4

Define appropriate minimum levels of service for public transportation.

### Strategy 2A.5

Encourage modal alternatives to the automobile.

### Strategy 2A.6

Pursue revision of regulatory systems to stimulate the provision of transportation services by private companies in rural areas.

## Policy 2B - Intercity Bus and Rail Systems

The intercity bus and rail system should operate to provide a well-coordinated, unified network which enables Oregonians and visitors to access services and activities as identified in the minimum levels of service section. The passenger rail system should provide service through Oregon's main regional and interstate corridors. The passenger bus element should complement rail service by augmenting train schedules, providing feeder service, and serving the bulk of intercity travel needs to communities outside of rail corridors.

### Strategy 2B.1

Promote the growth of intercity bus, rail passenger and commuter air services to link all areas of the state with national and international transportation facilities.

### Strategy 2B.2

Promote the development of interurban bus and rail passenger services to improve linkages among urban areas and achieve land use goals.

### Strategy 2B.3

Implement the public transportation requirements of the Americans with Disabilities Act of 1990.

### Strategy 2B.4

Consider acquiring and upgrading low-density rail lines where current owners are seeking to sell or abandon them.

### Strategy 2B.5

Preserve corridors for future public transportation development.

### Strategy 2B.6

Facilitate development and operation of transportation hubs with statewide, interstate and international functions. Encourage development of a system of passenger facilities throughout the state that expedites transfers between modes, routes and carriers.

# GOAL 3 - The Management and Financing of the Public Transportation System

The public transportation system should be planned, operated, managed and financed cooperatively by public and private organizations representing statewide, regional and local interests.

## Policy 3A - State Role

The state's role in developing, planning and financing the public transportation system should include development of a framework for decision making and coordination among transportation agencies, providing leadership over statewide issues and concerns, building consensus among different regions and transportation organizations, assisting with funding and providing technical assistance. The state, in partnership with others, should develop and maintain intercity bus and rail service contingent on the availability of adequate funding.

### Strategy 3A.1

Broaden ODOT's research responsibility to include research for all modes.

## Policy 3B - State Financing

State financial support for public transportation should be reliable, flexible, and stable, based on level of service factors, linked to state objectives and financial resources. The state, in partnership with others, should continue to seek development of new financing mechanisms that contribute to the overall financial adequacy of the public transportation system to meet these objectives.

## Policy 3C - Public Transportation Facilities and Equipment Management System (PTMS)

ODOT, in cooperation with affected local and regional governments, will develop and maintain a PTMS. The PTMS will supply data and other information to help guide public transportation planning, decision making and financing.

### Strategy 3C.1

Develop, establish and implement management systems, as appropriate.

### Strategy 3C.2

Provide management training and technology sharing for public and private transportation providers and operators.

## Policy 3D - Projects Serving Statewide Functions

The state should participate with local governments and other organizations to develop the public transportation system. The level of ODOT's support should be greater for projects serving a state level or statewide public transportation function or need.

### Strategy 3D.1

Form partnerships to develop and maintain intercity public transportation services that link small communities and rural areas to basic goods and services, appropriate to community size and the availability of resources.

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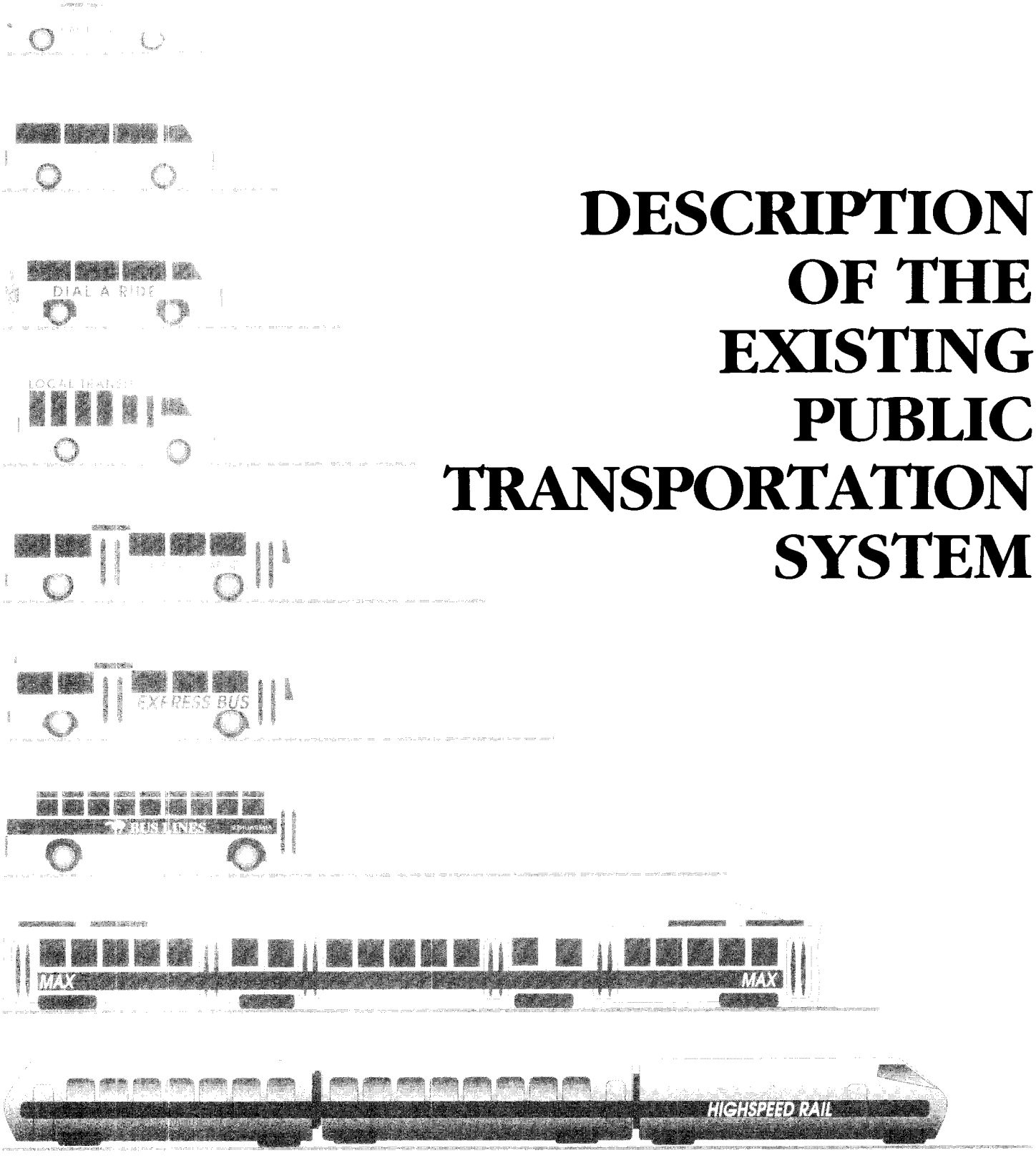



# DESCRIPTION OF THE EXISTING PUBLIC TRANSPORTATION SYSTEM

# Description of the Existing Public Transportation System

## The Existing System

Preliminary ridership estimates for 1995 indicate public transportation operators in Oregon provide approximately 82 million passenger trips annually using intercity rail, intercity bus, light rail, local bus, dial-a-ride services, and rideshare.

In Oregon's larger communities and urban areas, public transportation services are generally targeted at two population groups: (1) those in need of basic mobility to get to medical, educational, social or recreational services and employment, and (2) those who want to use an alternative to the automobile for the daily commute to work. In smaller communities and rural areas, public transportation operators emphasize mobility-related services.

The regularity of public transportation service in Oregon varies widely. In urban communities some peak period transit service may be available as often as every 5 to 7 minutes. In smaller communities, service can be every 60 to 90 minutes or longer. In contrast, dial-a-ride service may be available within minutes in some smaller communities and within 72 hours or more in Oregon's urban communities. Intercity bus and rail services are often available on a daily basis but run less regularly on lightly used routes. Some corridors are without any intercity services.

## Local Transit Services

There are over 230 providers of intracity or urban public transit in Oregon. These providers carry 77 million passenger trips annually. The transit systems are operated by transit districts, local governments (cities and counties), and non-profit and for-profit organizations. They utilize a wide variety of vehicle types including light rail vehicles, large and small buses, vans, and passenger cars.

In the larger communities, most of the service involves buses and light rail vehicles operating on fixed-routes and fixed-schedules. In large urban areas, small buses or vans provide a supplemental, demand-responsive service operating in areas of low demand and providing individual service for those with special needs.

In smaller communities and rural areas, small buses operate in a demand-responsive mode or service is a combination of fixed-route, fixed-schedule, and demand-responsive services.

Besides operating vehicles, some of these providers operate rideshare and demand management programs, terminals, transfer centers, park-and-ride lots, maintenance facilities, light rail lines, and stations. In some instances, all of the service is provided under contract with no vehicles owned by or drivers employed by the transportation district or provider.

Table IV.1 and IV.2 give ridership and other performance statistics for FY 1994-1995 for local transit services. Service definitions can be found in Appendix B.

## Transit in Large Urban Areas

Mass transit and transportation districts operate in each of the five large urban areas of the state (see Figure IV.1). Locally elected boards direct each of these districts except for the Tri-County Metropolitan Transportation District of Oregon (Tri-Met) and Lane Transit District (LTD) whose board members are appointed by the Governor. Table IV.1 summarizes basic operating statistics from FY 1994-1995 for these districts.

Services vary widely among districts. Tri-Met serves Clackamas, Multnomah and Washington Counties using articulated light rail vehicles, transit buses, dial-a-ride, demand management and rideshare matching services. Tri-Met is Oregon's largest system, providing nearly 64 million passenger trips annually. Its 15-mile eastside MAX light rail service from Portland-to-Gresham boards nine million passengers annually. The 18-mile Westside Light Rail line to Hillsboro is under

# Table IV.1

## Public Transportation Ridership and Operations in Large Communities and Urban Areas (1995)

| Systems | Annual Ridership | Vehicle Operated During Peak Service | Weekday Period of Operation* |
|---|---|---|---|
| Tri-Met | 63,996,481 | 513 buses<br>23 light rail vehicles | 5:30 am - 12:30 am |
| Lane Transit | 7,056,425 | 79 buses | 6:30 am - 11:30 pm |
| Salem Area Transit | 2,988,284 | 44 buses | 6:00 am - 7:15 pm |
| Rogue Valley Transit | 935,791 | 15 buses | 6:30 am - 6:00 pm |
| Albany/Corvallis Transit Systems | 429,603 | 7 buses | 6:30 am - 6:30 pm |
| **Total** | 75,406,584 | 658 buses,<br>23 light rail vehicles | |

Source: The National Transit Database (formally Section 15) and Section 5311 Report (formally Section 18) FY 1994-1995.

* Denotes hours during which most routes are operating. Several systems have one or more early or late routes outside of these basic service hours.

# Table IV.2

## Public Transportation Ridership, Mileage and Hours in Small Communities and Rural Areas (1995)

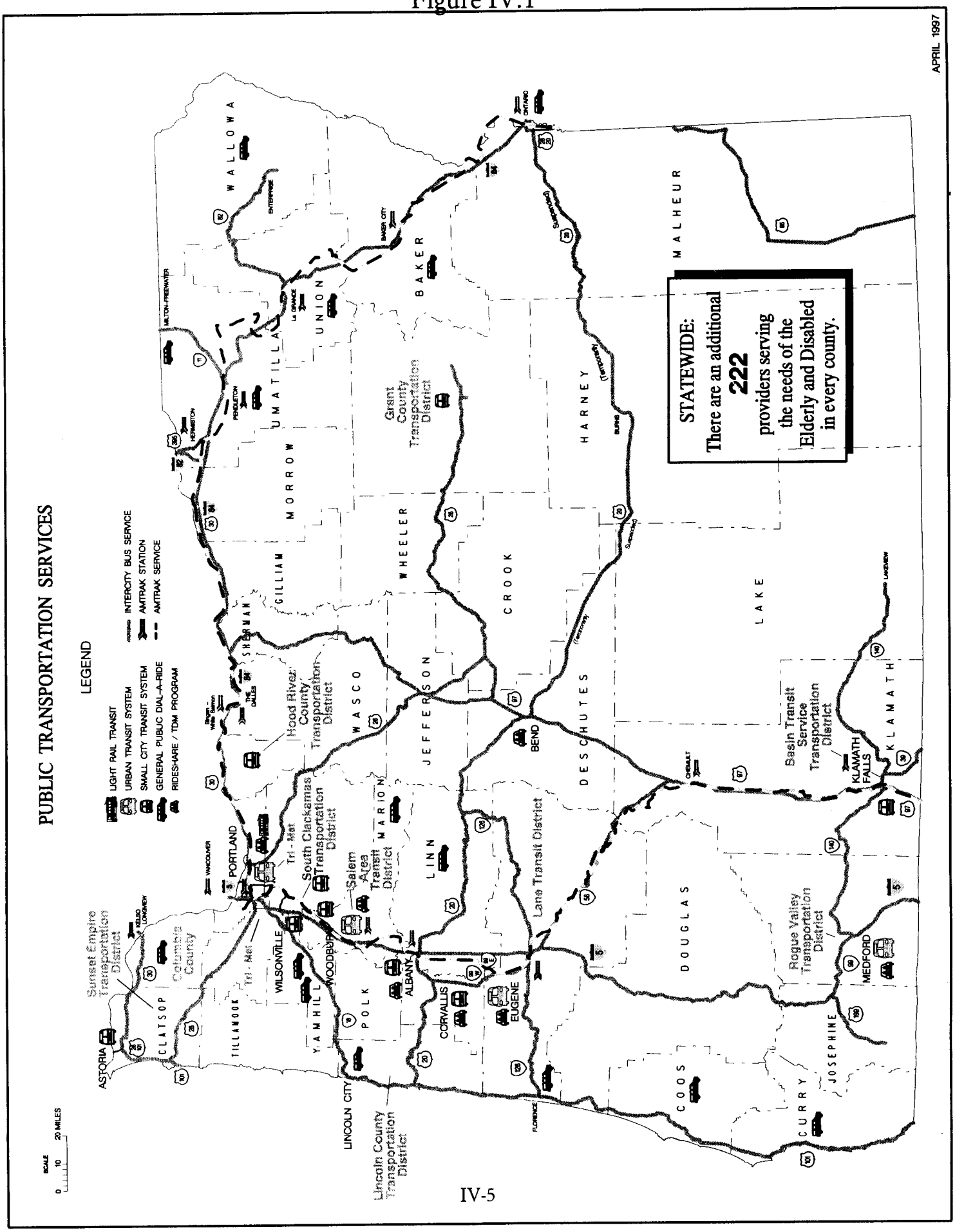
| Type of Service | Ridership | Mileage | Hours |
|---|---|---|---|
| **Small Community Services** | | | |
| Astoria | 45,000 | 82,665 | 5,024 |
| Basin Transit Service | 302,168 | 350,361 | 24,039 |
| Cannon Beach | 17,357 | 25,480 | 2,534 |
| Grant County Transportation | 7,730 | 91,903 | 4,423 |
| Hood River Transportation | 19,500 | 76,900 | 5,700 |
| Lincoln County | 114,744 | 255,385 | 16,170 |
| South Clackamas Transportation | 25,500 | 56,822 | 3,985 |
| Sunset Empire Transportation | 12,435 | 64,659 | 2,794 |
| Woodburn | 40,300 | 92,500 | 6,200 |
| Wilsonville | 55,268 | 266,002 | 13,857 |
| **Dial-a-Ride/Special Transportation Needs Services*** | 2,896,875 | 35,568,429 | N/A |
| **Subsidized Taxi Service** | | | |
| Hermiston | 26,300 | 107,700 | 7,300 |
| Pendleton | 32,900 | 44,400 | 12,000 |
| **Total** | 3,596,077 | 37,083,206 | 104,026 |

Source: Section 5311 Report (formally Section 18) and ODOT STF Report FY 1994-1995.

* All Statewide Dial-A-Ride/SNT Services combined (222 providers).

N/A: Not available.

Figure IV.1


PUBLIC TRANSPORTATION SERVICES
LEGEND
LIGHT RAIL TRANSIT
URBAN TRANSIT SYSTEM
SMALL CITY TRANSIT SYSTEM
GENERAL PUBLIC DIAL-A-RIDE
RIDESHARE / TDM PROGRAM
INTERCITY BUS SERVICE
AMTRAK STATION
AMTRAK SERVICE
STATEWIDE:
There are an additional
222
providers serving
the needs of the
Elderly and Disabled
in every county.
Sunset Empire Transportation District
Columbia County
Tri - Met
South Clackamas Transportation District
Salem Area Transit District
Hood River County Transportation District
Grant County Transportation District
Lane Transit District
Basin Transit Service Transportation District
Rogue Valley Transportation District
Lincoln County Transportation District
CLATSOP
TILLAMOOK
WASHINGTON
YAMHILL
POLK
MARION
LINN
BENTON
LINCOLN
JEFFERSON
WASCO
SHERMAN
GILLIAM
MORROW
UMATILLA
UNION
WALLOWA
BAKER
WHEELER
CROOK
DESCHUTES
HARNEY
MALHEUR
LAKE
KLAMATH
DOUGLAS
COOS
CURRY
JOSEPHINE
PORTLAND
ASTORIA
WILSONVILLE
WOODBURN
ALBANY
CORVALLIS
EUGENE
FLORENCE
LINCOLN CITY
THE DALLES
BEND
REDMOND
PRINEVILLE
MADRAS
KLAMATH FALLS
MEDFORD
LAKEVIEW
BURNS
ONTARIO
BAKER CITY
LA GRANDE
ENTERPRISE
HERMISTON
PENDLETON
MILTON-FREEWATER
SCALE
0 10 20 MILES
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construction and is expected to be in operation by 1998. Bus and light rail peak-hour headways are generally between 5 and 10 minutes; off-peak headways are 15 to 30 minutes. At the peak periods more than 500 transit vehicles are in operation.

LTD serves Eugene-Springfield and the eastern and central Lane County area. Available services include transit bus, demand management and rideshare matching. Dial-a-ride services are coordinated through the Lane Council of Governments (LCOG). LTD provides seven million passenger trips annually. Headway for bus service varies from 15 to 60 minutes. At the peak hours LTD operates more than 75 vehicles. LTD also works with the University of Oregon and local employers to develop an extensive group transit pass program.

The Salem Area Mass Transit District (known as "Cherriots") provides the Salem/Keizer urbanized area with local bus and dial-a-ride services, delivering about three million passenger trips annually. Over 40 vehicles with 30 to 60 minute headways furnish peak hour service. Demand management and ridesharing matching services for the Salem area are provided through the City of Salem.

The Rogue Valley Transportation District (RVTD) provides express and local buses, dial-a-ride, demand management and rideshare matching services in the Medford/Ashland vicinity. With 15 to 90-minute headways, RVTD buses provide over 935,000 passenger trips annually. Fifteen vehicles operate at the peak hours. In recent years, the district has worked closely with the City of Ashland and Southern Oregon State College to provide enhanced service between Ashland and Medford.

The Corvallis Transit System (CTS) serves the Corvallis area. Operated through the City of Corvallis, CTS uses four buses to provide more than 300,000 passenger trips annually. Corvallis also coordinates local dial-a-ride efforts. The City of Albany's municipal buses serve over 81,000 passengers annually. Albany also operates the Linn-Benton Loop, serving 46,000 passengers annually and traveling from Albany to Linn-Benton Community College and Corvallis. Limited demand management and ridesharing matching service have been provided through the City of Corvallis and Cascades West Council of Governments.

## Public Transportation Services in Small Communities and Rural Areas

In small communities and rural areas, the main purpose of public transportation is to provide mobility for those who do not or cannot drive. Often the senior van or the local bus is the only form of transportation available to many citizens within these communities. It is not a convenience, it is a form of basic mobility. For those in need of transportation to medical appointments, community services, employment and educational services, the local van or bus may be a lifeline. Services vary from fixed-route to dial-a-ride to volunteer services. Services come through transit districts, municipalities and non-profit and for-profit organizations.

Six transportation districts provide services to small communities and rural areas. Basin Transit Service in Klamath Falls operates buses on six fixed-routes with 30-minute to two-hour headways. The South Clackamas Transportation District contracted with Tri-Met for service until recently. Its most recent contract for service is with a private operator. The district owns no vehicles and employs no drivers.

Transportation districts have also been formed in Grant, Hood River, and Clatsop Counties (Sunset Empire Transportation District), which provide for demand responsive and fixed-route service, sometimes through subcontracts. Lincoln County has operated dial-a-ride and fixed-route service between communities. The county formed a transportation district in 1996 but is currently operating without a local commitment for long-term financial support.

The Cities of Astoria, Cannon Beach, Woodburn, and Wilsonville provide regular fixed-route scheduled transit services for the general public as part of their municipal services. In most cases, services do not extend beyond the boundaries of the city. In addition, Wilsonville provides routes which connect with Tri-Met bus service at three Tri-Met park-and-ride lots. Annual ridership for municipal transit services varies from over 17,000 in Cannon Beach to over 55,000 in Wilsonville.

The Cities of Ontario and Milton-Freewater operate demand-response service. Hermiston and Pendleton have provided public transportation service to the general public by relying upon subsidized taxi service. As of 1996, Hermiston no longer subsidizes general public transportation service.

Over 230 providers of specialized transportation for the elderly and disabled in Oregon accommodate three million passenger trips annually. These services are available for elderly and disabled persons who cannot drive or who cannot afford a car and are often a part of municipal and transportation district services.

The services offered under this category include door-to-door transportation between the client's home and a medical facility, transportation of disabled youths to special programs, transportation of disabled workers to training programs or employment sites, and assistance to the elderly for shopping trips. Although a variety of organizations operate these services, the most common is a senior citizens organization working in cooperation with a local government.

Frequently, this mobility transportation is a form of dial-a-ride service employing vans, small buses, station wagons, and taxis. The person calling for the service may have to wait until the driver and vehicle are available and may have to share the vehicle with other people, stopping at other destination stops to pick up people and let them off. Sometimes dial-a-ride services pick up people at different locations and take them to a common destination, like a meal site.

A combination of dial-a-ride and fixed-route scheduled service is provided in some areas. Such service will deviate from the regular route to pick up and let off people who need door-to-door service. Some communities have flexible-route service on most weekdays; other routes serve rural areas and small communities once a week or less.

Demand for these services is growing. As Oregon's population grows and ages the demand for mobility services will further increase. In recent years, small community local bus passenger trips have increased 14 percent and dial-a-ride passenger trips have increased 38 percent. One major concern is the growing gap between service demand and the ability of operators to provide the requested passenger trips. The loss of property tax revenue resulting from the passage of measure 47 will further limit the ability of operators to provide service in small communities and rural areas.

## Intercity Bus Services

Intercity bus service is concentrated along Oregon's interstate and US highway corridors between large population centers. Most carriers providing intercity bus service are private, for-profit businesses which

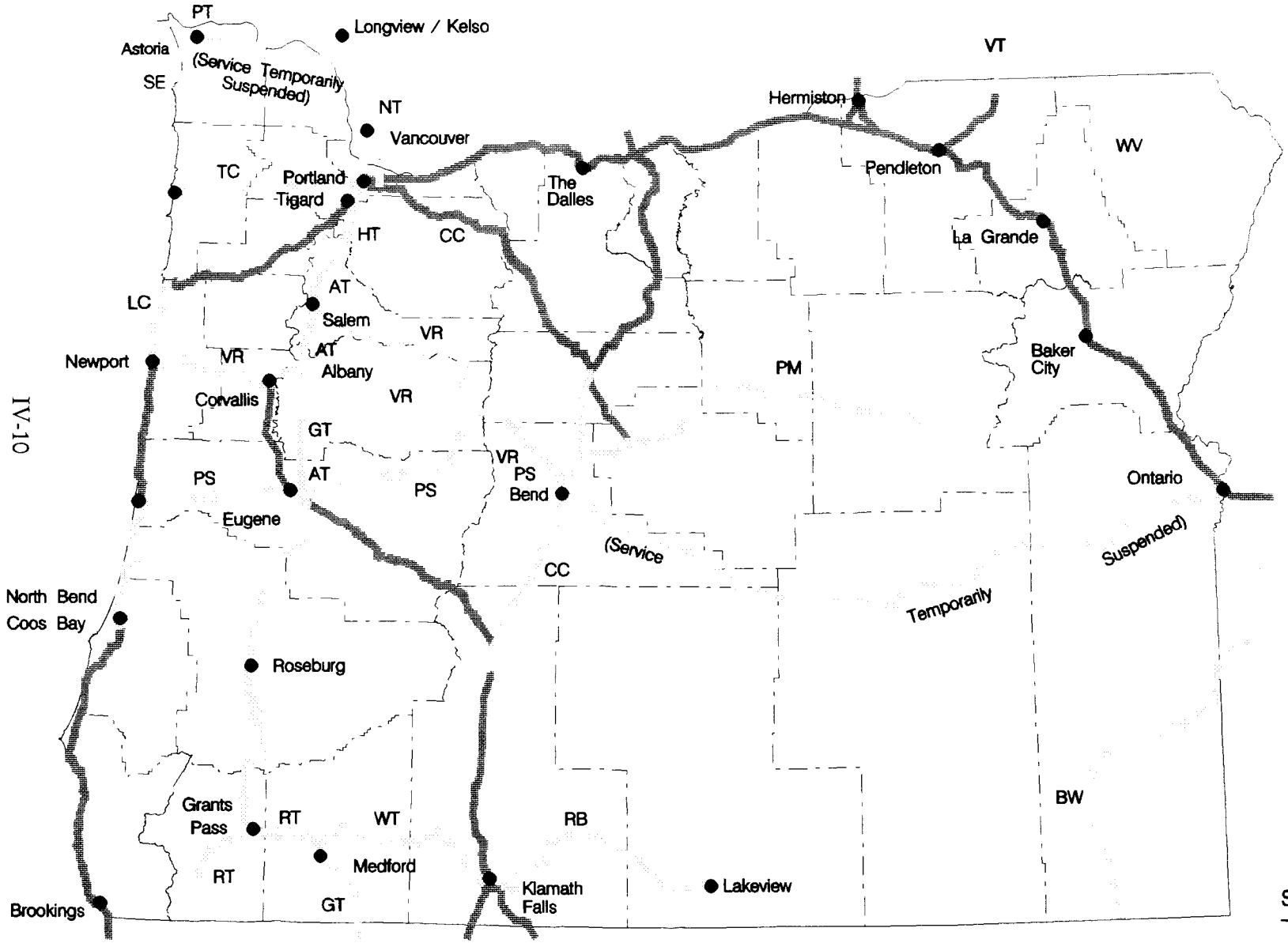
receive no government support. Greyhound operates the majority of the intercity bus routes with smaller carriers servicing the marginal connecting lines. Figure IV.2 depicts the Oregon intercity bus network as of October 1996.

The schedule and frequency of intercity bus service varies significantly depending on location. The trunk corridor along I-5 from Eugene-to-Portland has as many as 14 daily round trips. From Portland Greyhound operates 10 daily round trips via I-5 to Seattle, two round trips to Spokane, three round trips via I-84 to Boise and Salt Lake City and two round trips along Highways 99W, 18 and US 101 via the Oregon Coast to Brookings and San Francisco. Other corridors have less service with only one or two buses scheduled each day (e.g., Portland-Bend, Coos Bay-Eugene, Newport-Bend). In many light traffic corridors, services are not always provided seven days a week. Even where multiple buses run in each direction over a particular route, schedules may be inconvenient and sometimes fail to permit passengers in smaller cities to travel to nearby larger cities, transact business and return in the same day.

The Oregon intercity bus network is stabilizing after a decade of decline. Following deregulation of the intercity bus industry in the early 1980s, the number of communities served nationally by the system fell from 12,000 in 1982 to less than 6,000 today. Greyhound operates nine routes serving Oregon which handle about 85 percent of the intercity bus traffic. Seventeen smaller carriers, four or which are transit agencies, cover the balance of the state. Smaller bus companies now provide service to some of the state's smaller cities. Many Oregon cities which lost intercity bus service are now linked to the statewide network by a transit agency such as Tri-Met or LTD.

There are, however, several Oregon regions where intercity routes have ceased operation, service is unreliable, or frequencies inadequate to serve citizens' minimal needs (e.g., Bend-Burns-Ontario, Portland-Astoria-Seaside, Portland-Tillamook, Medford-Klamath Falls, Bend-Chemult, Brookings-Medford and Klamath Falls-Alturas, CA). Service disruption can have long-term impacts on the viability of intercity public transportation. When carriers disrupt or eliminate service, it becomes more difficult to recapture ridership when service is reinstituted. The potential rider is inclined to seek other options because of the unreliability of the intercity bus service. This, in turn, leads to further declines in ridership and service. Those citizens unable to drive are most affected by any curtailments of service.

# Intercity Bus Routes & Stations




SCALE
0 10 20 MILES

STATIONS

GREYHOUND AND OTHER CARRIERS

EXCLUSIVE GREYHOUND LINES SERVICE

OTHER CARRIERS

AT – AMTRAK Thruway
BW – BoiseWinnemucca Trailways
CC – CAC Transportation
GT – Green Tortoise
HT – Hut Airport Limousine
LC – Lincoln County
NT – Northwestern Trailways
PM – People Mover
PP – Pierce Pacific
PS – Porter Stage Lines
PT – Pacific Transit
RB – Red Ball Stage Line
RT – Rogue Transportation
SE – Sunset Empire Trans. District
TC – Tillamook County
VR – Valley Retriever
VT – Valley Transit
WT – Western Transportation Lines
WV – Wallowa Valley Stage Lines

Source:
–ODOT,
Public Transit Section

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Project No. 165

Figure IV.2

ODOT has projects in progress or being planned that would address some of the service deficiencies. Several of the routes needing service may become new Thruway Bus operations connecting with Amtrak trains and existing Thruway Bus runs.

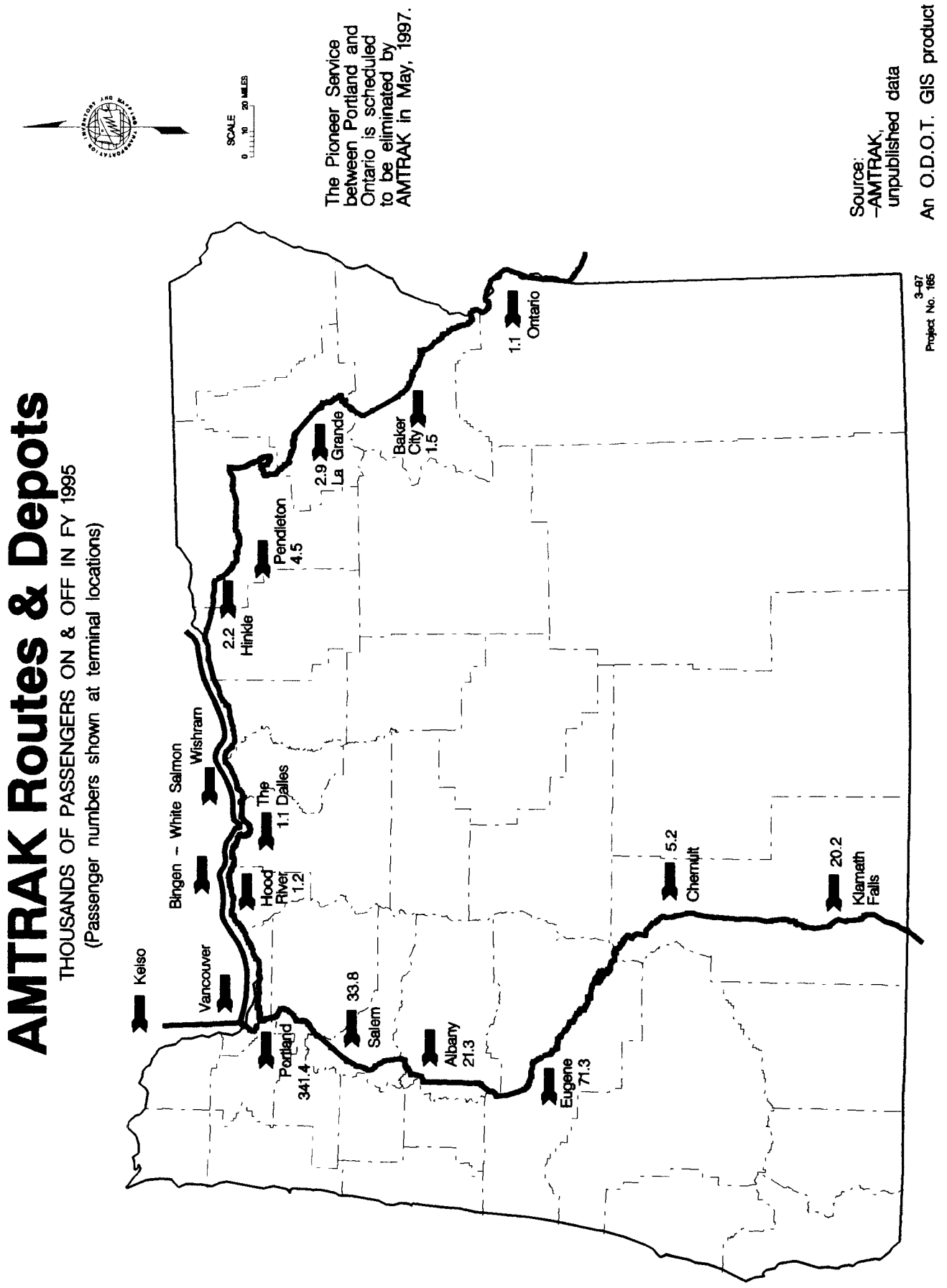
## Intercity Passenger Rail Service

Intercity passenger rail in Oregon serves two very different purposes. A majority of the trips are for recreational purposes or to visit friends and relatives. Business travelers are increasing in the Willamette Valley/Puget Sound market as service improvements make this rail route more competitive with the air and highway alternatives. However, low air fares, travel times and service reliability discourage much business travel on the long-distance train routes through Oregon.

Intercity rail service in Oregon is provided by Amtrak which contracts for track use with the Northwest's two major freight railroads. North of Portland two routes are operated over the lines of the Burlington Northern/Santa Fe Railroad. Portland-to-Seattle is part of the Pacific Northwest Passenger Rail Corridor. The other route is from Portland-to-Spokane, via Vancouver and Pasco, and east. South and east of Portland, Amtrak trains run on the Union Pacific Railroad (and former Southern Pacific lines). Willamette Valley service is provided by the Seattle-Eugene Cascadia and Seattle-Los Angeles Coast Starlight trains. Eastern Oregon is served by the Seattle-Portland-Denver-Chicago Pioneer train which may be discontinued by Amtrak. (See Figure IV.3.) Amtrak riders, getting on or off at a station in Oregon are shown in Table IV.3. Table IV.4 shows ridership by specific trains.

Oregon and Washington have contracted with Amtrak to increase the number of train schedules in the Eugene, Oregon-to-Vancouver, Canada rail corridor. Oregon sponsors the extension of the Cascadia train which operates between Eugene and Seattle as well as the premium Willamette Valley Thruway Bus service which adds service frequencies and provides connections with other trains at Portland. Washington supports the Mount Adams and Mount Baker International trains which serve the Seattle-Portland and the Seattle-Vancouver BC markets. Proposed upgrades of facilities and services between Eugene and the Oregon-Washington state line would give Oregon its first high speed rail service reaching speeds of 90 to 125 miles per hour (mph). Current service is limited to speeds of 79 mph.

Figure IV.3


AMTRAK Routes & Depots
THOUSANDS OF PASSENGERS ON & OFF IN FY 1995
(Passenger numbers shown at terminal locations)
The Pioneer Service between Portland and Ontario is scheduled to be eliminated by AMTRAK in May, 1997.
Source: -AMTRAK, unpublished data
An O.D.O.T. GIS product
3-97
Project No. 185
SCALE
0 10 20 MILES
Kelso
Vancouver
Bingen – White Salmon
Wishram
Hood River 1.2
The Dalles 1.1
Hinkle 2.2
Pendleton 4.5
La Grande 2.9
Baker City 1.5
Ontario 1.1
Portland 341.4
Salem 33.8
Albany 21.3
Eugene 71.3
Chemult 5.2
Klamath Falls 20.2

# Table IV.3

## AMTRAK Station Activity (Boardings and Deboardings)

| Station | FY 1987 | FY 1988 | FY 1989 | FY 1990 | FY 1991 | FY 1992 | FY 1993 | FY 1994 | FY 1995 |
|---|---|---|---|---|---|---|---|---|---|
| Albany | 17,900 | 17,379 | 15,783 | 16,254 | 16,821 | 15,290 | 14,196 | 13,375 | 21,340 |
| Baker City | 3,560 | 2,956 | 2,733 | 2,402 | 2,248 | 2,333 | 3,495 | 1,881 | 1,506 |
| Chemult | 6,063 | 5,632 | 5,938 | 6,070 | 6,942 | 6,823 | 6,439 | 5,475 | 5,175 |
| Eugene | 52,349 | 55,547 | 46,267 | 50,353 | 49,228 | 45,742 | 43,345 | 40,196 | 71,321 |
| Hinkle (Hermiston) | 5,693 | 5,181 | 5,002 | 4,431 | 4,542 | 4,778 | 4,894 | 2,806 | 2,175 |
| Hood River | 2,174 | 3,606 | 3,349 | 2,910 | 2,792 | 2,688 | 2,331 | 1,393 | 1,157 |
| Klamath Falls | 17,896 | 18,485 | 16,458 | 18,469 | 18,475 | 17,041 | 18,214 | 19,240 | 20,224 |
| La Grande | 5,849 | 6,176 | 6,347 | 5,521 | 5,286 | 5,284 | 5,681 | 3,490 | 2,923 |
| Ontario | 3,554 | 4,241 | 4,206 | 3,837 | 3,788 | 3,360 | 3,321 | 1,382 | 1,071 |
| Pendleton | 9,000 | 9,927 | 9,201 | 8,025 | 8,522 | 9,039 | 9,863 | 5,483 | 4,450 |
| Portland | 297,503 | 326,498 | 321,475 | 331,564 | 349,695 | 356,081 | 338,507 | 330,384 | 341,393 |
| Salem | 27,360 | 26,986 | 24,714 | 25,155 | 26,391 | 25,480 | 21,959 | 20,005 | 32,779 |
| The Dalles | 3,059 | 3,482 | 3,284 | 2,704 | 2,605 | 2,990 | 2,724 | 1,391 | 1,127 |
| **Total** | **451,960** | **486,096** | **464,757** | **477,695** | **497,335** | **496,929** | **471,999** | **446,501** | **506,641** |

Source: AMTRAK.

Note: Passenger-capacity levels fluctuated during this time frame which may have contributed to changes in ridership levels.

# Table IV.4

## AMTRAK Ridership on Trains Serving Oregon

| Fiscal Year | Coast Starlight | Pioneer | Cascadia | Empire Builder |
|---|---|---|---|---|
| 1990 | 596,408 | 221,246 | 84,745 | 449,522 |
| 1991 | 583,640 | 161,390 | 87,590 | 462,670 |
| 1992 | 533,180 | 210,760 | 91,770 | 435,000 |
| 1993 | 464,297 | 179,950 | 94,270 | 447,450 |
| 1994 | 452,307 | 112,510 | 126,510 | 452,950 |
| 1995 | 432,218 | 87,882 | 241,032 | 305,970 |

Source: AMTRAK.

**AMTRAK Train Routes** (not all stations stops are listed):

*Coast Starlight:* Seattle, Portland, Eugene, Klamath Falls, Redding, Sacramento, Oakland, Santa Barbara, Los Angeles

*Pioneer:* Seattle, Portland, Pendleton, LaGrande, Boise, Ogden, Denver, Omaha, Chicago.

*Cascadia (formerly the Mount Rainier):* Seattle, Portland, Salem, Albany, Eugene

*Empire Builder (Oregon section):* Portland, Vancouver, Pasco, Spokane, Minneapolis/St. Paul, Chicago

Phase one of the Oregon High Speed Rail project would raise passenger train speeds to 79 mph over 80 percent of the corridor between Eugene and Portland. This would be accomplished by modernizing congested zones along the route and result in a run time of under two hours. At the same time a Positive Train Separation (PTS) traffic control system is being installed between Eugene and Seattle to enable passenger trains to operate above 80 mph. This construction along with the addition of advanced technology rolling stock is expected to substantially improve corridor performance by the year 2000.

Amtrak ridership in Oregon has fluctuated due to impacts of the economy, frequency reductions, low air fares, connecting services and the political climate. Along the Pacific Northwest Passenger Rail Corridor where service is being nurtured and improved, rail patronage is holding firm and growing. Most passenger routes serving Oregon recover between 45 percent and 80 percent of operating costs. Over the next few years, population growth is expected to severely tax the region's transportation system. Rail passenger service is viewed as a mechanism useful in coping with peaking on the highway system. For this reason, ODOT is cooperating with Amtrak to help find resources needed to continue operation and increase efficiencies of Oregon's passenger trains.

## Volunteer Role in Transportation Services

Volunteers provide important support to transportation services through programs offered by local transit, adult and family services agencies, churches, and civic groups. Volunteers help with dispatch, rider assistance, and passenger training as well as serving on decision making committees and boards. Some volunteers use their own vehicles, while others drive vehicles belonging to an organization or agency. Generally, those assisted are lower-income people, people who are not served by elderly and/or disabled transportation providers, people who have specialized needs, and people for whom there are no other services available.

## Dedicated Transportation Services

Many community organizations such as school districts, colleges, churches, civic and similar organizations provide dedicated transportation. Other organizations offering dedicated transportation services include nursing homes and retirement homes and social services organizations providing educational and training programs for their mentally disabled clients.

## Ridesharing and Transportation Demand Management (TDM)

Ridesharing includes carpooling and vanpooling. Ridesharing is the most widely utilized TDM action. TDM includes transportation actions that reduce peak period single-occupant vehicle (SOV) travel, spread traffic volumes away from the peak period or improve traffic flow. The intent of TDM is to ease demand on the transportation system by using relatively low-cost strategies. These strategies encourage a more efficient use of Oregon's transportation facilities.

In addition to ridesharing, other commonly used TDM strategies include park-and-ride lots, express bus service, bicycling, group transit passes, parking management, trip reduction ordinances, impact fees, compressed work schedules, staggered work schedules, flex-time, ramp metering, reversible lanes, signal synchronization, bus bypass lanes and telecommuting.

The attraction of rideshare and other TDM strategies for commuters is reduced stress and expenses associated with the daily drive to work. For the transportation system, these strategies help minimize traffic congestion, delay the need for expansion of the road system and reduce air pollution and energy consumption.

Local rideshare and TDM programs operating in Oregon's urban areas typically provide carpool and vanpool matching services as well as assistance to area employers interested in developing commuter programs for their employees. In 1995 these programs accounted for over 2.7 million passenger trips and helped remove 5,000 cars from peak period traffic (See Table IV.5.). A new program is now operating in Bend.

# Table IV.5

## Ridesharing Statistics for Oregon's Major Metropolitan Area Programs

| Area | 1995 Estimated Single-Occupancy Vehicle Reduction (Daily) | Number of Park-and-Ride Spaces* |
|---|---|---|
| Salem | 500 | 340 + 194 (planned) |
| Albany / Corvallis | 145 | 58 |
| Eugene-Springfield | 440 | 592 + 200 (planned) |
| Medford | 150 | 15 |
| Portland | 4,000 | 6,257 |

Source: Bob Sherman, ODOT Public Transit Section.

* The estimated number of park-and-ride spaces includes both formal and informal lots. Formal lots include those owned by transit districts, and church or school lots leased to governments for carpool or transit patrons. Informal lots include those where no formal permission or arrangement has been negotiated, but where transit patrons are generally acknowledged to park for transfer to buses. Planned spaces in 1995 include only those listed and funded in the 1995-1998 Statewide Transportation Improvement Program.

# Funding Existing Public Transportation Services

According to the American Public Transit Association, "About 72 percent of transit operating revenues come from the area in which the service is provided: Thirty-seven percent comes from passengers, 29 percent from local governments, and six percent from non-government sources. State and federal governments contribute 22 percent and six percent, respectively."[1] Nationally, local sources provide about 71 percent of capital revenue.

Funding sources for public transportation services throughout Oregon are composed of transit system-generated revenues (such as passenger fares, advertising revenue, building leases and concessions and a mix of federal, state, and local assistance programs. In general, federal assistance is provided for capital needs and, to a lesser extent, operating expenditures. State funding assists in statewide planning and programming, the purchase of new vehicles and, in some instances, operating expenses. The majority of funding for Oregon public transportation services is secured at the local level principally through payroll and property taxes, as well as passenger fares.

## Federal Assistance Programs

Direct federal assistance for operating and capital needs to public transportation systems is provided through four Federal Transit Administration (FTA) programs:

1. **FTA Section 5309** (formerly Section 3) – Program that provides capital funding for fixed guideway modernization, new systems, and bus and bus-related projects.

2. **FTA Section 5307** (formerly Section 9) – Formula program that provides funding for capital, planning and operating for urbanized areas (over 50,000 population).

3. **FTA Section 5310** (formerly Section 16(b)(2)) – Program allocated to capital projects to meet special needs of elderly and persons with disabilities.

[1] 1994-1995 Transit Fact Book, Statistics and Information Systems Division, American Public Transit Association, page 14.

4. **FTA Section 5311** (formerly Section 18) – Formula program that funds capital and operating assistance in non-urbanized areas (rural). The Rural Technical Assistance Program (RTAP) also provides funding for training, technical assistance, research, and support services.

The total amount of funding from these sources to Oregon systems was approximately $22.8 million in 1995, with $20.6 million directed to service in the five metropolitan areas (including the Albany/Corvallis area). The large transportation service districts of Tri-Met, LTD, Salem Area Transit District, and RVTD receive funding under all four of these FTA sections, while the smaller systems operating in Oregon receive funding under FTA Section 5310 and 5311. The FTA Section 5310 and 5311 programs received $2.6 million in federal funds in 1995.

Since 1975, the ODOT Public Transit Section has purchased and distributed approximately 350 vehicles under the Section 5310 Elderly and Handicapped Program. In the most recent grant application, the state requested 25 vehicles on behalf of elderly and disabled persons as well as mentally disabled clients.

Other federal assistance is provided through the Federal Highway Administration, Intermodal Surface Transportation Efficiency Act flexible funds; programs address human resource needs, research activities, reporting activities, and other related public transportation programs.

## Statewide Funding Programs

In addition to funding provided for transportation for elderly and disabled citizens under the FTA Section 5310 program, the state funds special transportation services from revenues generated by the state's cigarette tax. A two cents per pack tax raises approximately $5 million per year for elderly and disabled special transportation services.

Under the Special Transportation Formula Program, funds are allocated to 33 counties, mass transit districts and transportation districts on a per capita basis. This funding may be used for planning, equipment purchases, and operating costs. Program funds are used to maintain or expand existing services, create new services, and plan and develop

transportation for elderly and disabled citizens. Special Transportation Fund advisory committees determine how best to utilize the funds. The formula program utilizes 75 percent of the total cigarette tax revenue dedicated to special transportation and helps finance over 200 local providers of transportation services for the elderly and disabled community.

The Community Transportation Grant Program is a discretionary competitive program for mass transit and transportation districts, counties and private non-profit organizations. The program finances local planning, demonstration, and capital purchase projects which serve the transportation needs of elderly and disabled persons using the other 25 percent of the cigarette tax revenue dedicated to special transportation services.

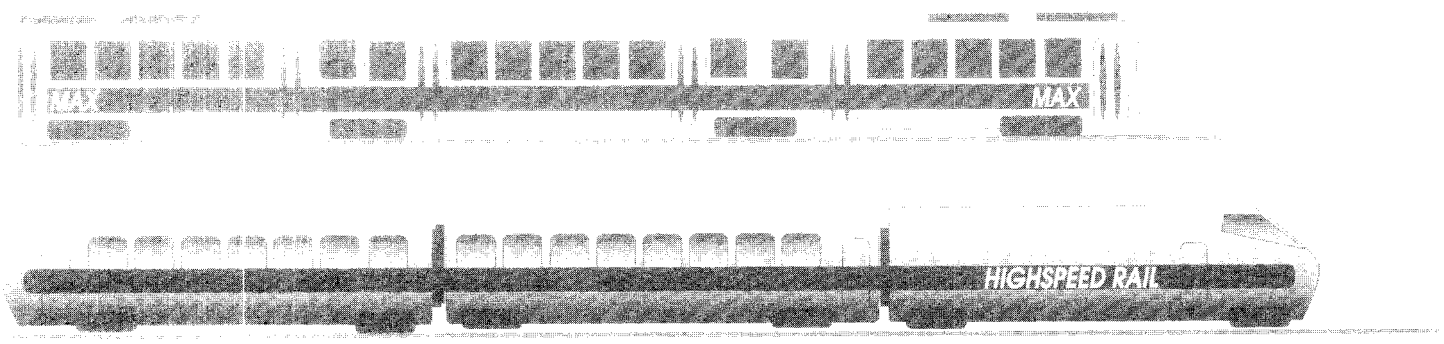
## Local Funding Programs

Local funding for public transportation services is generated through a wide variety of sources, ranging from passenger fares, payroll taxes, property taxes and general funds to donated and in-kind services.

In Oregon, local sources represent the majority of revenue generated in the state's five metropolitan areas (including the Albany/Corvallis area). Tri-Met raised 95 percent of its operating revenue through local sources in 1994, principally the payroll tax (64 percent) and passenger fares (22 percent). In 1994, LTD raised 73 percent of its total revenue locally (payroll taxes raised 53 percent and fares raised 14 percent). Approximately 57 percent of all revenues were generated at the local level in the Salem Area Transit District and the RVTD. In the Albany and Corvallis areas, the majority of funds are raised at the local level, including revenue from those cities' general funds. Other cities and counties finance public transportation services through general fund revenues, passenger fares, and transit system-generated sources (e.g., advertising, leases, interest income, concessions, etc.). Throughout Oregon, the loss of property tax local revenues through Measure 47 would impact public transportation.

1997
OREGON
PUBLIC
TRANSPORTATION
PLAN

# PUBLIC TRANSPORTATION SYSTEM OF 2015



# The Public Transportation System of 2015

Public transportation provides approximately 82 million passenger trips annually and could provide twice that number within 20 years. By 2015, Oregon's population could grow to more than 3.8 million people. Public transportation ridership through transit districts, local governments, non-profit organizations or for-profit organizations could help accommodate that growth and respond to state and federal mandates and goals by providing 170 million passenger trips annually.

As Oregon's population ages, public transportation will need to respond with services that reflect the state's changing demographic nature. The tools available for public transportation will continue to emphasize mobility and commuter needs. Technological advances will make public transportation quicker, smarter and more personalized. These tools will be supported by related facilities and services that enhance speed and convenience and help make public transportation a more attractive option to the consumer (see Appendix C).

The plan addresses increasing demands on the public transportation system by proposing a three step process that freezes current service, keeps pace with growth, and increases service in response to state and federal mandates and goals.

## State and Federal Mandates and Goals

The state benchmark for access to alternative transportation modes establishes a goal of 1.7 transit service hours per-capita in the state's metropolitan areas by 2010. Another state benchmark targets an increase in the percentage of Oregonians who commute to and from work during peak hours by means other than a single occupancy vehicle from the 1992 level of 29 percent to 38 percent by 2010. The 1.7 transit service hours per-capita goal is the basis of the Level 3 proposal.

The state Transportation Planning Rule (OAR-660-12-000) also provides clear definition and direction for public transportation by mandating that vehicle miles of travel per-capita in the state's four metropolitan areas be reduced by 10 percent over the next 20 years. Achievement of this goal is dependent in part upon public transportation ridership and service goals.

As already noted, the Oregon Transportation Plan and federal transportation legislation emphasize the importance of public transportation. OTP policies point to public transportation as a way in which to increase mobility and accessibility, reduce demands on the highway system, improve air quality and reduce energy consumption. The Intermodal Surface Transportation Efficiency Act encourages states and communities to find the best combination of strategies to make the transportation system work.

To respond to state and federal mandates and goals and to the Goals and Policies of this plan, Level 3 envisions a public transportation system that is enhanced by increased services and new technologies.

## Three Levels Toward the Public Transportation System of 2015

The plan can be implemented in three levels:

Level 1 - Freeze Services at Current Levels
Level 2 - Keep Pace with Growth
Level 3 - Respond to State and Federal Mandates and Goals

Level 1 and Level 2 emphasize delivery of services to those most in need of public transportation. Level 3 emphasizes service to riders of choice or commuters. Level 3 offers a menu of services that responds to Oregon's anticipated rapid growth during the next two decades.

The plan needs to be phased in because of the financial constraints facing the public transportation community. Each level should be viewed as a building block which should be put in place as funds become available.

Initial emphasis should be on protecting existing investment in public transportation. Subsequent levels should accommodate growth and help respond to state and federal mandates and goals.

The priorities reflect direction from the Oregon Transportation Initiatives Process of 1996 and the OPTP public involvement workshop series of 1995, as well as research done by Cambridge Systematics and ODOT.

## Level 1 - Freeze Services at Current Levels

In the short term, revenue constraints may necessitate the preservation of current services and prevent any meaningful expansion of public transportation service levels beyond what they currently are.

Level 1 freezes services at current levels for:

- Senior and disabled public transportation
- Intercity bus service
- Citizens dependent on public transportation
- Citizens using public transportation by choice
- Rideshare and transportation demand management (TDM)
- Valley rail and thruway bus service

If public transportation services are frozen at present levels, system ridership should remain near today's 82 million trips annually. Fleet size would stay at 1,350 and per-capita ridership would fall 20 percent to 21 trips per-capita. Some system efficiencies could occur through improved coordination of local specialized services and the opening of these services to the general public. The quality of available service would likely decline. Not only would public transportation be unable to deliver the service envisioned in the OTP, Transportation Planning Rule, Oregon Benchmarks, 2040 and TransPlan, it would be unable to keep pace with the anticipated population growth.

Oregon's rapidly increasing population would be without sufficient public transportation options and would have little choice but to continue its reliance on the single-occupant automobile. The likely result would be increased traffic congestion in Oregon's urban areas. Urban area commute options would also be limited, and Oregonians

outside of the urban areas would have even fewer choices. Service providers would address the needs of seniors, disabled, low-income and the disadvantaged before providing assistance to the commuting public. Those most in need would be served before those looking to public transportation as a choice in place of the single-occupant automobile. Urban vehicle miles traveled would increase to levels that are unacceptable under the Transportation Planning Rule. OTP goals would not be met.

The base year for cost and revenue projections in this plan is 1995 and reflects the data reported by transit systems to the Federal Transit Administration (FTA). Short-term costs and revenues may increase at rates that differ from 20-year projections due to normal fluctuations in the economy. Urban area costs and revenues exclude demand response services identified in FTA Section 15 reports, but include costs and revenues attributable to senior and disabled use of fixed-route service. Urban area costs and revenues for demand response services are included under dial-a-ride/special transportation needs.

Level 1 includes services in place in 1995 and the Westside Light Rail project. Revenues are projected for Level 1 using 1995 as a base year and a four percent inflation rate for the 20-year planning period. Costs for the Westside Light Rail are assumed to be covered with revenue anticipated under Level 1.

Anticipated revenues would nearly cover costs of Level 1. There would be no revenue shortfall in the Portland area, while the shortfall outside the Portland area would be approximately $39 million over the next 20 years or about $2 million annually. (See Table V.1.)

## Level 2 - Keep Pace with Growth

Level 2 increases service to keep pace with growth for:

- Senior and disabled public transportation
- Intercity bus service
- Citizens dependent on public transportation
- Citizens using public transportation by choice
- Rideshare and transportation demand management (TDM)
- Valley rail and thruway bus service

# Table V.1

## Level 1 - Freeze Services at Current Levels ($ Millions)

| Service Category | Cost | Revenue | Gap |
|---|---|---|---|
| Tri-Met Bus/LRT* | $ 5,174 | $ 5,174 **** | $ -- |
| LTD Bus | 534 | 516 | 18 |
| Salem Bus | 325 | 313 | 12 |
| RVTD Bus | 80 | 80 | -- |
| Albany/Corvallis Bus | 36 | 36 | -- |
| Other Municipal Transit | 96 | 96 | -- |
| Dial-a-Ride/SNT** | 686 | 686 | -- |
| Intercity Bus | 262 | 253 | 9 |
| Intercity Rail | 67 | 67 | -- |
| Rideshare/TDM*** | 52 | 52 | -- |
| **Operating/Capital Costs (20 years)** | $ 7,312 | $ 7,273 | $ 39 |

* Includes Westside LRT
** SNT: Special Needs Transportation
*** TDM: Transportation Demand Management
**** Tri-Met projections indicate revenues at $7.1 billion

This level differs from Level 1 in that it would enable public transportation services to increase with population growth. System ridership and fleet size would increase as population grew and per-capita ridership would hold steady. No new major transportation initiatives would be undertaken.

The emphasis would continue to be on services for those Oregonians who are dependent on public transportation. Public transportation operators would not be able to deliver the level of service envisioned in the OTP, Transportation Planning Rule, Oregon Benchmarks, 2040 or TransPlan.

System ridership would increase 12 to 16 percent to about 94 million trips annually and fleet size would grow to over 1,500 vehicles. Per-capita ridership, by keeping pace with growth, would be nearly 24 percent higher than in Level 1. In effect, Level 2 would enable Oregonians to retain the public transportation system service levels they have today. There would be marginal system improvements over the life of the plan.

The 20-year funding for Level 2 services includes continuation of existing service plus a four percent inflation factor, local growth rates for population and marginal service increases needed to keep pace with growth. Revenues for Level 2 are not increased above Level 1 levels.

Anticipated revenues would fall short of costs. The shortfall in the Portland area alone would be about $2.5 billion or $127 million annually over the next 20 years. The shortfall for the rest of the state would be $733 million or $36 million annually during the life of the plan.

Most of the cost to maintain the public transportation system in Oregon (74 percent) would be linked to operating and capital costs in the Portland area. Costs in Oregon's other urban areas would account for 12 percent of the costs, and the remaining 14 percent would be linked to services in smaller communities, rideshare, demand management and intercity services. (See Table V.2.)

# Table V.2

## Level 2 - Keep Pace With Growth
## ($ Millions)

| Service Category | Cost | Revenue | Gap |
|---|---|---|---|
| Tri-Met Bus/LRT | $ 7,730 | $ 5,174 *** | $ 2,556 |
| LTD Bus | 723 | 516 | 207 |
| Salem Bus | 372 | 313 | 59 |
| RVTD Bus | 120 | 80 | 40 |
| Albany/Corvallis Bus | 54 | 36 | 18 |
| Other Municipal Transit | 111 | 96 | 15 |
| Dial-a-Ride/SNT* | 831 | 686 | 145 |
| Intercity Bus | 307 | 253 | 54 |
| Intercity Rail | 200 | 67 | 133 |
| Rideshare/TDM** | 114 | 52 | 62 |
| **Operating/Capital Costs (20 years)** | $ 10,562 | $ 7,273 | $ 3,289 |

* SNT: Special Needs Transportation
** TDM: Transportation Demand Management
*** Tri-Met projections indicate revenues of $7.1 billion

## Level 3 - Respond to State and Federal Mandates and Goals

Level 3 would expand services to respond to state and federal mandates and goals in the OTP, Oregon Benchmarks, TPR, 2040 Growth Concept, TransPlan and federal Clean Air Act by:

- Expanding Portland Area Light Rail
- Providing new or additional fixed-route bus service in Portland, Eugene, Salem, Medford, Albany/Corvallis, Bend, Coos Bay/North Bend, Grants Pass, Klamath Falls, McMinnville, Newberg and Roseburg
- Providing new or additional commuter bus service in Portland, Eugene, Salem, Medford, Albany/Corvallis, Bend, Coos Bay/North Bend, Grants Pass, Medford, Klamath Falls, McMinnville, Newberg and Roseburg
- Providing additional intercity bus service through communities over 2,500 population
- Providing rideshare and TDM service in communities over 10,000 population
- Providing additional valley rail and thruway bus service
- Providing additional senior and disabled public transportation
- Providing additional service for citizens dependent on public transportation
- Providing additional service for citizens using public transportation by choice

Reaching this level would enable the public transportation system to respond to the goals of Oregon's many planning initiatives. It would lead to significant gains in public transportation ridership and

would likely result in an increase in market share within the overall transportation system. In short, reaching this level would strategically place public transportation in a position to play a more significant role in the transportation system of 2015 than it presently does.

System ridership would increase to 170 million trips annually, and fleet size would grow to over 3,100. Per-capita ridership would more than double over Level 1 at 42 trips annually.

The 20-year funding for Level 3 services are based on the Oregon Benchmark standards of 1.7 transit service hours per-capita and in the Portland area the Tri-Met Strategic Plan. Costs, including those for the expanded Portland Area Light Rail are shown, but revenues sufficient to reach Level 3 are not identified. Because funding limitations are such a restriction on system development, Level 3 would need to be phased in. (See Table V.3.)

## The Costs in Summary

Reaching Level 1 and Level 2 would enable the preservation of existing service and keep pace with Oregon's growing population. Level 3 would enable the public transportation system to deliver more services to riders of choice and dependent users.

The cost to operate public transportation services at current levels between now and 2015 could reach $7.3 billion. Anticipated revenue would nearly cover that cost.

The cost to operate a public transportation system that would keep pace with growth is a projected $10.6 billion between now and 2015. Anticipated revenue over 20 years would cover nearly 70 percent of that cost.

The cost to operate a public transportation system as envisioned in Oregon's major planning initiatives would near $16.7 billion. Anticipated revenue would cover less than half of that cost.

# Table V.3

## Level 3 - Expand Services to Respond to State and Federal Mandates and Goals ($ Millions)

| Service Category | Cost | Revenue | Gap |
|---|---|---|---|
| Tri-Met Bus/LRT | $ 11,707 | $ 5,174 *** | $ 6,533 |
| LTD Bus | 1,410 | 516 | 894 |
| Salem Bus | 707 | 313 | 394 |
| RVTD Bus | 235 | 80 | 155 |
| Albany/Corvallis Bus | 105 | 36 | 69 |
| Other Municipal Transit | 171 | 96 | 75 |
| Dial-a-Ride/SNT* | 1,389 | 686 | 703 |
| Intercity Bus | 343 | 253 | 90 |
| Intercity Rail | 450 | 67 | 383 |
| Rideshare/TDM** | 154 | 52 | 102 |
| **Operating/Capital Costs (20 years)** | $ 16,671 | $ 7,273 | $ 9,398 |

* SNT: Special Needs Transportation
** TDM: Transportation Demand Management
*** Tri-Met projections indicate revenues of $7.1 billion

## Public Transportation in Large Communities and Urban Areas in 2015 Under Level 3

Today, all basic public transportation services available in Oregon are found in the Portland area. Oregon's other large communities have most, but not all, of these services. Typically as population increases, availability of public transportation services will increase. Accordingly, Portland would continue to offer more public transportation services than Eugene and Salem. Eugene and Salem would offer more public transportation services than Medford and Corvallis. The service mix in these communities would address the need for basic mobility and commuter options as well as intercity services.

Large community and urban area mobility services would emphasize local bus and dial-a-ride, but the characteristics of these services would evolve over time. Local bus service would still provide fixed-route, multi-stop scheduling but would also offer smaller vehicles and deviated or flexible routes, especially for suburban service.

Technological advances such as timed transit transferring, signal preemptions and/or extended green (light) cycles would make local bus service more effective and attractive to riders of choice as well as those dependent on public transportation for their basic mobility.

Dial-a-ride would emphasize service for the senior and disabled passengers, but would broaden its scope to carry general public passengers with employment or educational destinations. Private jitney-like providers might also enter the door-to-door or site-to-site public transportation trip market providing a more personalized service than those currently available.

Commuter services would include light rail, where warranted, express bus and ridesharing. Light rail in the Portland area would expand. Evolving rail technology, like the lower cost CyberTran system could make rail a viable service option in other urban communities in Oregon.

Express bus service would be more closely linked to park-and-ride lots, major activity centers, parking programs and group transit passes. Technological advances like signal preemption and/or extended green (light) cycles, bypass lanes and ramp metering would make express buses more convenient and timely. Amenities like gourmet coffee, muffins and morning newspapers would make this service more attractive to the consumer.

Rideshare would continue to address the work trip commuter but would evolve to serve non-work related peak period trips such as youth soccer, Little League baseball and child daycare. Most rideshare activity would be arranged informally within households or between neighbors and co-workers. Formalized rideshare programs would discover new markets related to continuing suburbanization. Innovative marketing efforts might target specific niches at suburban apartment complexes and residential neighborhoods as well as employer work sites.

Intercity rail and bus connections would link Oregon's larger communities with each other, with smaller communities within the state, and to other states.

In the Portland area, the number of service hours provided would increase dramatically as recommended in the Tri-Met Strategic Plan. Light rail service to Hillsboro would be completed, and there would be additional service in the region. There would be increased bus service and service to the senior and disabled population. Rideshare and demand management efforts would be expanded.

Public transportation systems in Eugene, Salem, Medford and Corvallis would also see substantial increases in service characterized by more service hours per-capita, longer service days, weekend service, guaranteed ride home programs, park-and-ride facilities and more vehicles and other equipment.

Service would be available within one-quarter mile of most residences located within a public transportation service district. Service would be provided on a better than 30-minute basis during peak periods and better than hourly basis at other times of the day on all routes. Service hours would be longer and would include weekends and evenings. A guaranteed ride home program would provide backup service for emergency situations.

## Minimum Level of Service Standards

Minimum level of service standards are technical performance criteria or operational benchmarks. These criteria focus on public transportation operations, including peak and off-peak frequencies, vehicle maintenance programs and replacement schedules, intermodal connections, and ridesharing, as well as attainment of policy-related objectives. In the initial stages of plan development, level of service standards help to explain how the system performs. They can also be refined to indicate how the system should perform in the future. The level of service standards outlined below were developed in conjunction with the goals of the OTP and those established by the OPTP Advisory Committee (technical group).

At a minimum, the public transportation system in large urban areas would:

- Increase urban transit services to enable metropolitan areas to respond to the Transportation Planning Rule requirements for per-capita reduction in vehicle miles traveled

- Provide services in all parts of the urbanized area

- Provide high capacity public transportation services with separate rights of way or priority treatments for public transportation vehicles in all interstate corridors and other highway corridors of statewide function in which level of service E or worse is experienced or anticipated

- Provide service frequencies for all routes at no less than one-half hour at peak periods

- Provide service at no less than one hour frequencies for off-peak services on all routes, or make a guaranteed ride home program available

- Provide park-and-ride facilities along major rail or busway corridors to meet reasonable peak and off-peak demand for such facilities

- Provide services with regular, convenient connections to all intercity modes and terminals

- Provide sufficient service levels to public transportation-oriented development to achieve usage goals of the development

- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicles when they reach the manufacturers' suggested retirement age

- Enhance rideshare and transportation demand management programs where they are currently in place

- Maintain park-and-ride and other facilities in a cost-effective manner and update or replace components when necessary or appropriate

The 20-year cost for large community and urban services at this level would be $14 billion. Most of the cost (82 percent) would be for services in the heavily populated Portland area while the balance of the cost (18 percent) would go for services in Oregon's other large communities and urban areas.

## Public Transportation in Small Communities and Rural Areas in 2015 Under Level 3

Today, public transportation options in small communities and rural areas are limited. Some people have access to local bus service. More commonly, public transportation is in the form of services for the senior and disabled population. Limited intercity connections are available. Under Level 3, the service mix would be significantly enhanced to ensure that mobility and intercity needs are met and, in some cases, commuter connections are available to Oregonians living in these communities.

Public transportation would provide mobility-related connections within communities through dial-a-ride and local bus services and would provide connections between communities with intercity bus services. Commuter connections would also be available but on a more limited basis than in Oregon's larger communities.

Dial-a-ride, especially in smaller communities, would continue to be the primary form of public transportation. Emphasis would still be on the senior and disabled passenger, but growing attention would be focused on the general public employment or education-related trip. As community populations increase, dial-a-ride would evolve into the more traditional fixed-route service found in Oregon's larger communities. Coordination of local service providers would lead to overall system efficiencies.

Of particular importance in small communities and rural areas will be the intercity bus connection. Intercity service would expand both in routes and frequencies and would provide riders with the opportunity to access vital goods and services in larger nearby communities or in the major cities located within the Willamette Valley.

New or expanded public transportation services providing basic mobility or commuter options would be available to residents of Bend, Coos Bay/North Bend, Grants Pass, Klamath Falls, McMinnville, Newberg and Roseburg. Communities over 10,000 in population living within a radius of 50 miles would have rideshare and demand management services available. Communities of 5,000 in population with employers of 500 or more workers would also have rideshare or demand management services.

Dial-a-ride services would be available to citizens throughout the state. In communities of 2,500 or more, public transportation services would provide 1.7 service hours annually per-capita for local residents. Senior and disabled services would be coordinated with public transportation services available to the general public and with intercity connections.

**Minimum level of service standards in communities of 25,000 or more**

Public transportation services in communities of 25,000 or more would:

- Offer services to the general public to provide a modal alternative to single-occupant automobile travel

- Provide open access to intercity passenger terminals for all intercity carriers

- Coordinate local public transportation services with intercity rail services to provide for timely and convenient connections
- Provide dial-a-ride services to the general public on weekdays
- Provide peak period commuter services
- Provide hourly off-peak public transportation service
- Meet all vehicle ADA accessibility standards
- Provide a guaranteed ride home program to all users of the public transportation system and publicize it well
- Provide park-and-ride facilities along transit route corridors to meet reasonable peak and off-peak demand for such facilities
- Incorporate local public transportation services into local land use development, where appropriate
- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicles when they reach the manufacturers' suggested retirement age
- Provide at least 1.7 annual hours per-capita of public transportation with fixed-route, dial-a-ride or other service types
- Provide at least one accessible vehicle for every 40 hours of service
- Provide ridematching and demand management programs

**Minimum level of service standards in communities of 2,500**

Public transportation services in communities of 2,500 would:

- Coordinate intercity senior and disabled services with intercity bus and van services open to the general public
- Connect local public transportation and senior and disabled services to intercity bus services

- Provide an accessible ride to anyone requesting service

- Provide at least 1.7 annual hours of public transportation service per-capita with fixed-route, dial-a-ride or other service types

- Provide at least one accessible vehicle for every 40 hours of service

- Provide one backup vehicle for every 3.5 vehicles

- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicles when they reach the manufacturers' suggested retirement age

**Minimum level of service standards in communities of 2,500 within 20 miles of an urban central city**

Public transportation services in communities of 2,500 within 20 miles of an urban central city would:

- Provide daily peak hour commuter service to the core areas of the central city

- Provide a guaranteed ride home program to all users of the public transportation system and publicize it well

- Provide park-and-ride facilities along transit route corridors to meet reasonable peak and off-peak demand for such facilities

- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicles when they reach the manufacturers' suggested retirement age

- Establish ridematching and demand management programs in communities of 5,000 where there are employers with 500 or more workers who are not already covered by a regional ridematching/demand management program

- Establish ridematching and demand management programs in communities of 10,000

### Minimum level of service standards in rural and frontier communities

Public transportation services in rural and frontier communities would:

- Provide public transportation service to the general public based on locally established service and funding priorities
- Provide an accessible ride to anyone requesting service
- Provide a coordinated centralized scheduling system in each county and at the state level
- Provide phone access to the scheduling system at least 40 hours weekly between Monday and Friday
- Respond to service requests within 24 hours (not necessarily provide a ride within 24 hours)

## Intercity Bus and Rail Service in Oregon in 2015 Under Level 3

Intercity public transportation would continue to provide Oregonians with access to medical, social, educational and recreational services available in other communities. For residents of smaller communities, it would serve as a lifeline. For those in larger communities and urban areas, it would offer the opportunity to access new and different markets. Service would continue to be concentrated along interstate and major highway corridors but will expand to cover less frequently traveled facilities.

The existing network would grow substantially under Level 3. Both bus and rail service levels would be increased. Intercity bus service frequencies in the Willamette Valley would increase as would frequencies and coverage in major corridors throughout the state. Rail service frequencies would increase between the Willamette Valley and Seattle, Spokane and Boise.

### Minimum level of service standards for intercity public transportation

Intercity public transportation services would:

- Provide east/west and north/south connections to places outside the state based on travel density within Oregon's interstate corridors
- Provide intercity passenger terminals subject to public control to assure open access to all intercity carriers throughout the state
- Provide direct connections, where possible, between intercity services and local public transportation services
- Provide services in compliance with the ADA requirements for all modes and transfer facilities
- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicles when they reach the manufacturers' suggested retirement age

### Minimum level of service standards for intercity bus

Intercity bus services would:

- Provide hourly service to major communities within the Willamette Valley in conjunction with passenger rail service
- Provide daily round trip connections with multiple frequencies, to market areas of 50,000 population located more than 70 miles from Portland
- Provide service on a daily basis for round trip purposes, for an incorporated city or group of cities within five miles of one another having a combined population of 2,500 and located 20 miles or more from the nearest city with a larger population and economy (i.e., Lakeview to Klamath Falls, Newport to Corvallis or Burns to Bend)

- Provide service for rural and frontier areas to the general public based on locally established service and funding priorities

- Provide accessible rides in rural and frontier areas

- Provide a coordinated, centralized scheduling system in each county and at the state level for rural and frontier areas

- Provide phone access to the scheduling system during weekdays in rural and frontier areas

- Provide a response to service requests within 24 hours in rural and frontier areas ( not necessarily a ride within 24 hours)

- Coordinate intercity bus services with intercity senior and disabled services, local senior and disabled services and local public transportation services

**Minimum level of service standards for intercity rail**

Intercity rail services would:

- Provide regional rail service offering frequent schedules, through trains, extensive feeder bus networks with convenient connections, and an aggressive marketing and passenger amenities program to stimulate changes in transportation preferences and a per-capita reduction in highway travel

- Provide reliable service through Oregon that has on-time arrivals within 15 minutes of published schedules

- Expand Eugene to Seattle service in conjunction with hourly premium bus service between Eugene and Portland and additional trains as corridor ridership increases

- Provide incremental physical improvements to existing mainline railroad tracks to increase passenger speeds from 79 to 110 mph, where potential for high-volume ridership is evident

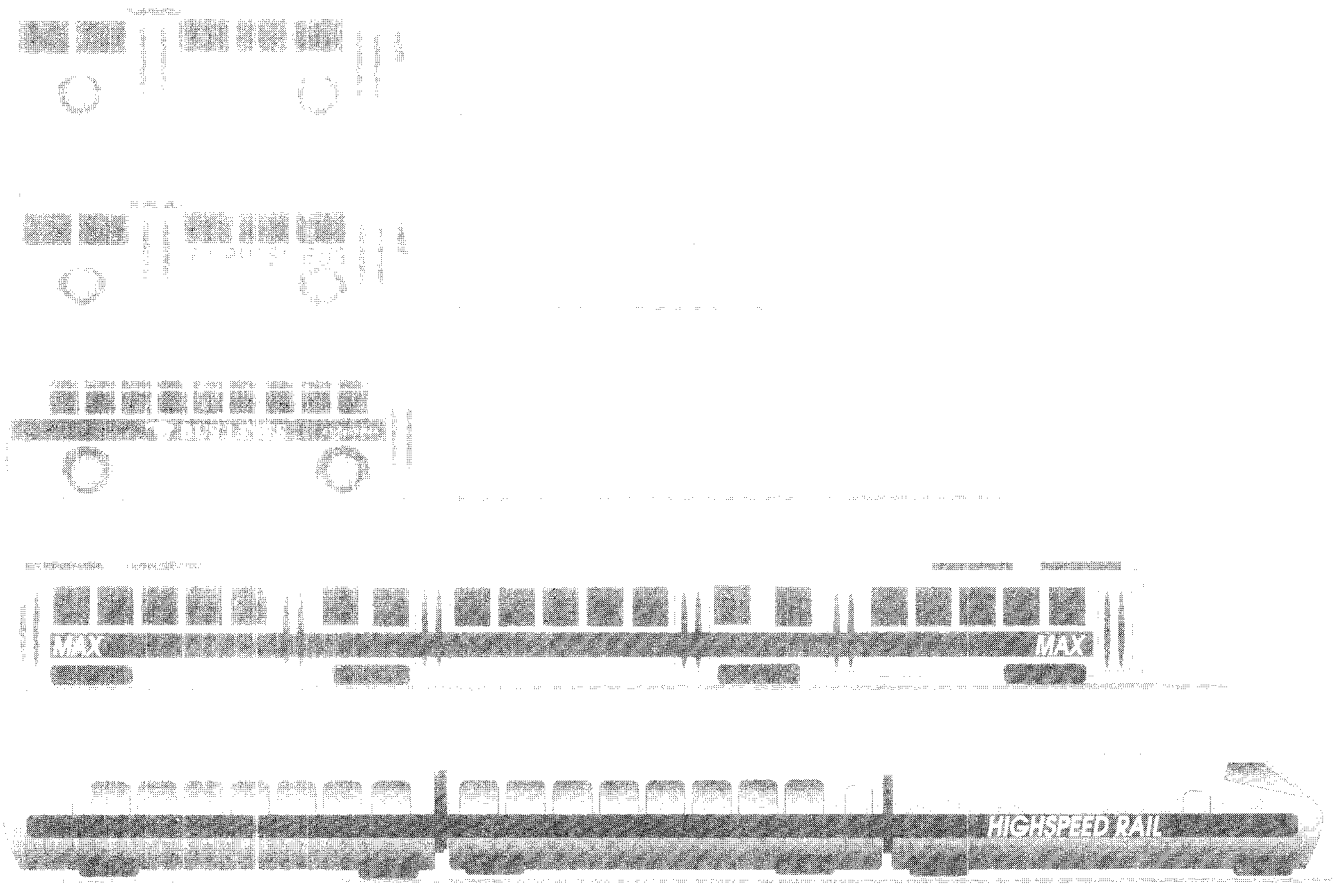
- Enhance intercity rail service to allow for higher speeds of 110 to 125 miles per hour (mph) as technology and financial support permit

- Cooperate with adjacent states to assure concurrence and cooperation when developing rail projects tied to the regional network

- Coordinate with intercity bus and local public transportation services to ensure timely and convenient connections

1997
OREGON
PUBLIC
TRANSPORTATION
PLAN

# PUBLIC TRANSPORTATION PLAN IMPLEMENTATION



# Plan Implementation

Implementation of the Oregon Public Transportation Plan (OPTP) will require the efforts of many. Institutions with key plan implementation roles include the Federal Transit Administration (FTA), Federal Highway Administration (FHWA), metropolitan planning organizations (MPOs), transit and transportation districts and other public and private organizations involved in the delivery of local public transportation services, and private employers.

This section of the plan describes roles and responsibilities for the key players responsible for OPTP implementation. Short and long-term steps are characterized and a financial investment strategy is mapped out.

## Roles and Responsibilities

The FTA and the FHWA are the primary pipelines for Congressionally-authorized federal funding for transportation. These agencies are responsible for ensuring local compliance with federal rules and program guidelines. Additionally, these agencies provide technical assistance to state DOTs, MPOs, transit agencies and local jurisdictions. FTA and FHWA provide interpretations of legislative intent related to transportation funding measures and insights related to the creative use of flexible transportation dollars.

As a result of the Intermodal Surface Transportation Efficiency Act of 1991, MPOs have a major role in regional multimodal planning activities and determining the level of public transportation infrastructure projects included in regional transportation improvement programs.

Transit and transportation districts are responsible for the operation of public transportation services which typically include transit, rideshare and demand management projects. Districts try to establish and enhance local funding for public transportation. They are involved in short-term service planning and in longer-term planning resulting in the development of a strategic plan to guide future investment in the system. Transit and transportation districts should be actively involved in regional transportation planning efforts and play a major role in providing input into the preparation of local transportation improvement programs and the state transportation improvement program.

In areas not covered by a district, public transportation services are provided by public agencies and/or private organizations. These local agencies are responsible for the operation of public transportation services in their community and between communities. They should coordinate local efforts to finance transit, rideshare and demand management services and in some cases contract with nearby districts for the provision of services. Local agencies should be involved in county and local planning activities, especially those that lead to development of projects for inclusion in regional transportation improvement programs. They have primary responsibility for service planning for their public transportation system and, where feasible, longer-term strategic planning activity.

Private employers and groups of private employers belonging to transportation management associations should work closely with districts and/or local agencies to ensure appropriate services are available for their workers by participating in employer-based commute programs. Close coordination between employers and public transportation operators should lead to increased employee use of transit, rideshare and demand management services.

The Oregon Transit Association (OTA) is the professional group that represents transit. Rideshare and demand management service providers are represented by the Association for Commuter Transportation (ACT) and the Transportation Alternatives Group of Oregon (TAGO). As the voice of public transportation in Oregon, OTA, ACT and TAGO can help focus the efforts of the state's public transportation providers to further the development of the statewide public transportation service network.

## The State Role in Public Transportation

The state role in public transportation is carried out, in part, through the actions and policies of the Oregon Department of Transportation (ODOT). Agencies such as the Department of Land Conservation and Development (DLCD) and the Department of Environmental Quality (DEQ) are responsible for the administration of policies that support public transportation and make it more viable. The Transportation Planning Rule (TPR) administered through DLCD strongly encourages the use of public transportation services to minimize vehicle miles traveled. The employer-related trip reduction measure for the Portland area administered by DEQ strongly encourages commuters to use public transportation in place of the single occupant automobile. Successful implementation of these two state agency measures would go a long way toward making public transportation a more viable option for Oregonians.

The state role has a legislative and executive side as well. Legislative measures provide funding for major public transportation projects such as Westside Light Rail in the Portland area. More recent legislative actions proposed funding for the South/North Light Rail in Portland and transportation projects throughout Oregon under the Transportation Equity Account. The future of the equity account concept was clouded with the defeat of Measure 32 in the 1996 general election. The 1997 legislative session is addressing other funding options for public transportation.

Executive leadership helps focus the efforts of Oregon's state agencies and can urge action at the county and local level. Recent emphasis by the executive branch concerning growth management encourages the use of public transportation solutions for transportation problems at the local level. The Oregon Transportation Initiative Process has helped identify long-term funding approaches for roads and public transportation.

The state role in public transportation is, in part, the responsibility of ODOT. As the state's transportation agency, ODOT has provided leadership for public transportation consensus building toward funding for implementation of the Oregon Transportation Plan (OTP) and other statewide policy related efforts intended to support public

transportation. ODOT provides grants and facilitates development and implementation of new or demonstration services. It administers state matching funding including formula and discretionary moneys. It reviews local plans for consistency with policies included in the OTP, TPR and Oregon Benchmarks. It reviews and approves local transportation improvement programs for consistency with state and federal requirements. It has lead responsibility for corridor planning and implementation of ISTEA management systems.

The department is involved in the funding and oversight of intercity public transportation, small city, rural, special needs, rideshare and demand management services. A primary responsibility involves the development and update of the Statewide Transportation Improvement Program (STIP) which must include public transportation projects.

As ODOT increases emphasis on multimodal solutions, its role in public transportation could continue to expand. Future statewide transportation improvement programs may demonstrate increased commitment by ODOT to the preservation of existing public transportation services and the modernization of the public transportation system in support of state and local planning initiatives such as the TPR, Oregon Benchmarks, OTP, 2040, TransPlan and other local planning efforts supportive of public transportation. The Oregon Transportation Commission (OTC) has already moved in this direction by identifying targeted funding levels for public transportation preservation within the STIP process. The 1998-2001 current target (draft STIP) is $8.6 million annually statewide.

ODOT investments in public transportation should emphasize commuter and mobility needs in larger communities and urban areas; mobility and, where appropriate, commuter needs in smaller communities and rural areas; and intercity connections throughout the state. In the long-term, funding provided through the department could help support both public transportation system preservation and modernization needs. In the short-term, financial constraints may limit ODOT's participation to primarily preservation-related investments. As new funding is developed, modernization should become a higher priority.

ODOT should support service efficiencies by encouraging local providers to better coordinate senior and disabled service and, where feasible, open those services to the general public on a space available basis. The department should also facilitate the coordination of public transportation resources with other state agencies such as the Department of Human Resources (DHR) and Department of Education (DOE). A task force is already in place addressing this issue. Other states have found it useful to obtain a supportive executive order from the Governor.

Staffing should be adequate in Salem and regionally/locally to ensure policy and planning guidance, technical assistance, marketing and administrative support are available for the local public transportation operators.

As the department increases emphasis on multimodal solutions, it will need to review and update internal policies and procedures to insure consistency with an increased multimodal emphasis.

While ODOT's role is important, it is no more so than the role of other key public transportation players. For future success, the public transportation community should work jointly to provide adequate and stable funding, deliver appropriate levels of service, use innovation to attract new customers and participate in an ongoing planning effort to ensure that transportation needs of all Oregonians are addressed.

## Implementation Priorities

Financial necessity dictates that the implementation of the OPTP be in stages. Funding is not available to undertake the level of capital and service improvements envisioned in Level 3 of the plan which responds to state and federal mandates and goals. Initial priorities target preservation of existing service and set the stage for system expansion and modernization by:

- Focusing short-term investments on the preservation of existing public transportation service levels with a priority for services to those Oregonians most dependent on public transportation (seniors, disabled, low-income and youth)

- Establishing a stable funding mechanism which will help ensure preservation of existing public transportation services

- Gaining consensus on the institutional roles and responsibilities of the key organizational players in public transportation

- Implementing and refining the Public Transportation Management System and MPO, transit district and other service provider plans that help identify service and capital needs for public transportation

Longer-term plan implementation priorities should help the public transportation system keep pace with growth and provide a higher level of service by:

- Focusing investments on modernization of the public transportation system as well as on preservation of existing service levels, to accommodate Oregon's rapidly growing population

- Increasing funding for public transportation so that it is stable and adequate enough to provide for needed modernization of the infrastructure as well as preservation of existing service levels

- Updating the OPTP, Public Transportation Management System, MPO plans and district, operator and special needs plans to reflect changes in transportation needs

# Financial Investment Strategy

As discussed earlier, the costs associated with the OPTP are significant. Plan implementation will require a long-range, stable and reliable financing program. The availability of dedicated funding would enable public transportation to plan and program for long-term improvements to services and facilities. That funding should provide for:

- Stability of revenues over time
- Growth that reflects inflation
- Equity among impacted groups
- Ease of collection and payment

Projections of revenue needs and anticipated funding from current sources indicate a gap between needs and available funding during the lifetime of the plan. Under Level 1, a gap of $40 million would exist while Level 2 would require additional funding over 20 years in excess of $3.2 billion. Under Level 3, the 20-year gap in funding is $9.4 billion. Future financing of public transportation at envisioned service levels in Level 2 and 3 will require significant increases in revenue. With the revenues necessary for major transportation programs such as roads or public transportation, it is clear only major general revenue sources or combinations of those sources have the capability of generating enough money.

A wide range of well-known revenue generators could be used in theory to finance public transportation, but experience in other states, Oregon's political culture, and basic public finance criteria may provide the direction for more realistic options. These options include:

- Vehicle registration fees
- Mileage fees
- Gasoline taxes
- State income taxes
- Emission fees
- Cigarette taxes
- Property taxes
- Payroll taxes
- Other fees

## Revenue Options

### Vehicle Registration Fees

Vehicle registration fees would have several desirable attributes including appropriateness for dedication within transportation, and equity in the sense that many vehicle users benefit from public transportation either as a backup service for personal use or lower congestion levels. Implementation of this fee for public transportation purposes would require a change in the Oregon Constitution to allow motor vehicle fees to be used for non-highway purposes. (See Table VI.1.)

ODOT currently collects over $38 million per year from the annual $15 registration fee charged to each of the state's 2.6 million registered automobiles. By the year 2015, this same $15 will generate $58 million per year, or $1 billion over a 20-year period. Compared to other nearby states, Oregon's registration fee is low. An increase in the vehicle registration fee to $99 per year would generate the $6.1 billion or 65 percent of the funding needed to fully fund the OPTP. A more acceptable approach might be to increase fees over time.

### Mileage Fees

Mileage fees would generate tax revenue based on vehicle miles of travel. At current travel rates, a one-cent per mile fee could produce $289 million annually. With statewide vehicle miles traveled expected to grow from 29 to 45 billion by 2015, this fee could yield $454 million annually by 2015, and over $7 billion during the 20-year life of the OPTP. (See Table VI.2.)

### Gasoline Fees

Gasoline fees in Oregon are collected at a rate of 24.6 cents per gallon and generate nearly $350 million annually. These funds are dedicated to road use under the Oregon Constitution and may not be used for any other purpose. As a potential revenue generator for public

# Table VI.1

## Projected Revenue Generated by Vehicle Registration Travel Fees 1995-2015 ($ Millions)

| Year | Number of Statewide Vehicle Registrations* | Potential Annual Fees | | |
|---|---|---|---|---|
| | | $20/Year | $99/Year | Graduated** |
| 1995 | 2,559,000 | - | - | - |
| 1996 | 2,624,050 | - | - | - |
| 1997 | 2,689,100 | $ 54 | $ 266 | $ 54 |
| 1998 | 2,754,150 | 55 | 273 | 55 |
| 1999 | 2,819,200 | 56 | 279 | 56 |
| 2000 | 2,884,250 | 58 | 286 | 58 |
| 2001 | 2,949,300 | 59 | 292 | 236 |
| 2002 | 3,014,350 | 60 | 298 | 241 |
| 2003 | 3,079,400 | 62 | 305 | 246 |
| 2004 | 3,144,450 | 63 | 311 | 252 |
| 2005 | 3,209,500 | 64 | 318 | 257 |
| 2006 | 3,274,550 | 65 | 324 | 360 |
| 2007 | 3,339,600 | 67 | 331 | 367 |
| 2008 | 3,404,650 | 68 | 337 | 375 |
| 2009 | 3,469,700 | 69 | 344 | 382 |
| 2010 | 3,534,750 | 71 | 350 | 389 |
| 2011 | 3,599,800 | 72 | 356 | 540 |
| 2012 | 3,664,850 | 73 | 363 | 550 |
| 2013 | 3,729,900 | 75 | 369 | 559 |
| 2014 | 3,794,950 | 76 | 376 | 569 |
| 2015 | 3,860,000 | 77 | 382 | 579 |
| **Total** | | **$1,244** | **$6,159** | **$6,125** |

* 1995 and 2015 projected vehicle registrations provided by Dave Lutz, Economist at ODOT, April 1995. Year-by-year registrations calculated using a straightline projection to the 2015 forecast.

** Between 1997-2000, $20/vehicle; between 2001-2005, $80/vehicle; between 2006-2010, $110/vehicle; and, between 2011-2015, $150/vehicle.

Note: Collection of these registration fees was not assumed to be before 1997 since a constitutional amendment would need to be passed to allow automobile fees to be used for public transportation services.

# Table VI.2

## Projected Revenue Generated by Vehicle Miles of Travel (VMT) Fees 1995-2015 ($ Millions)

| Year | Total Statewide VMT* (Millions) | Potential VMT Fees | |
|---|---|---|---|
| | | $0.01/ Mile | $0.0085/ Mile |
| 1995 | 28,860 | - | - |
| 1996 | 29,689 | - | - |
| 1997 | 30,518 | $ 305 | $ 259 |
| 1998 | 31,347 | 313 | 266 |
| 1999 | 32,176 | 322 | 273 |
| 2000 | 33,005 | 330 | 281 |
| 2001 | 33,834 | 338 | 288 |
| 2002 | 34,663 | 347 | 295 |
| 2003 | 35,492 | 355 | 302 |
| 2004 | 36,321 | 363 | 309 |
| 2005 | 37,150 | 372 | 316 |
| 2006 | 37,979 | 380 | 323 |
| 2007 | 38,808 | 388 | 330 |
| 2008 | 39,637 | 396 | 337 |
| 2009 | 40,466 | 405 | 344 |
| 2010 | 41,295 | 413 | 351 |
| 2011 | 42,124 | 421 | 358 |
| 2012 | 42,953 | 430 | 365 |
| 2013 | 43,782 | 438 | 372 |
| 2014 | 44,611 | 446 | 379 |
| 2015 | 45,440 | 454 | 386 |
| **Total** | | **$7,216** | **$6,134** |

* 1995 and 2015 projected vehicle miles of travel provided by Dave Lutz, Economist at ODOT, April 1995. Year-by-year registrations calculated using a straightline projection to the 2015 forecast.

Note: Collection of these mileage-based fees was not assumed to be before 1997 since a constitutional amendment would need to be passed to allow automobile fees to be used for public transportation services.

transportation, an eight-cent gas tax would raise $115 million annually and up to $147 million by 2015. Over a 20-year period, this eight-cent gas tax would generate $2.5 billion. This would cover 75 percent of the additional funding needed to enable preservation of existing public transportation service between 1995 and 2015. Increasing the rate by 20 cents over the life of the plan would generate over $6.1 billion. Compared to nearby states, Oregon's current gas tax is fairly typical. It is slightly lower than Nevada, Washington and Montana; similar to California; and slightly higher than Idaho and Arizona. (See Table VI.3.)

### State Income Taxes

Other states use state income taxes to help fund public transportation. In Oregon, this is not the case. Revenue generated by the state income tax could yield $7 billion annually by 2015 through population growth and inflation. (See Table VI.4.)

Personal income tax data for the period 1991 to 1998 was provided by the state's Chief Economist. According to this data, revenue generated by the income tax jumped by 60 percent over this period reflecting a large increase in the resident population (400,000 new residents, or an increase of 14 percent), and a rise in the income per-capita to $2,500/year (for an increase of 18 percent). During this period the change in the tax rate on personal income was negligible.

In order to project income tax revenue to the year 2015, the per-capita income in 1998 was increased by an annual inflation rate of four percent which was multiplied by the year-by-year growth in the resident population. In summary, the personal income tax is projected to generate $7 billion in the year 2015; in other words, inflation alone would double revenue from personal income taxes.

As shown in Table VI.4, if the state income tax were increased in order to finance a $6.1 billion operating deficit, it would increase per-capita income tax payments by $86/capita in year 2015 and $1,807/capita over 20 years.

# Table VI.3

## Projected Revenue Generated by Increased Gasoline Taxes 1995-2015 ($ Millions)

| Year | Total Statewide* Gallons of Fuel (Millions) | Rate of Increase/Gallon | | |
|---|---|---|---|---|
| | | $0.08 | $0.20 | Graduated* |
| 1995 | 1,433 | - | - | - |
| 1996 | 1,453 | - | - | - |
| 1997 | 1,474 | $ 118 | $ 295 | $ 118 |
| 1998 | 1,494 | 120 | 299 | 120 |
| 1999 | 1,514 | 121 | 303 | 167 |
| 2000 | 1,535 | 123 | 307 | 169 |
| 2001 | 1,555 | 124 | 311 | 218 |
| 2002 | 1,575 | 126 | 315 | 221 |
| 2003 | 1,596 | 128 | 319 | 271 |
| 2004 | 1,616 | 129 | 323 | 275 |
| 2005 | 1,637 | 131 | 327 | 327 |
| 2006 | 1,657 | 133 | 331 | 331 |
| 2007 | 1,677 | 134 | 335 | 386 |
| 2008 | 1,698 | 136 | 340 | 390 |
| 2009 | 1,718 | 137 | 344 | 447 |
| 2010 | 1,738 | 139 | 348 | 452 |
| 2011 | 1,759 | 141 | 352 | 510 |
| 2012 | 1,779 | 142 | 356 | 516 |
| 2013 | 1,799 | 144 | 360 | 576 |
| 2014 | 1,820 | 146 | 364 | 582 |
| 2015 | 1,840 | 147 | 368 | 644 |
| **Total** | | **$2,518** | **$6,296** | **$6,719** |

* 1995 and 2015 projected fuel estimates provided by Dave Lutz, Economist at ODOT, April 1995. Year-by-year registrations calculated using a straightline projection to the 2015 forecast.

** Rate begins at $0.08/gallon and increases every two years by an additional $0.03/gallon. Final rate in year 2015 is an additional $0.35/gallon.

Note: Collection of these gasoline taxes was not assumed to be before 1997 since a constitutional amendment would need to be passed to allow gasoline taxes to be used for public transportation services.

# Table VI.4

## Projected Revenue Generated by Increased State Income Taxes 1995-2015

| Year | Baseline* | | With OPTP** | | Additional Per-Capita Payments to Finance OPTP |
|---|---|---|---|---|---|
| | Total Income Tax Revenue | Per-Capita Tax Payments | Total Income Tax Revenue | Per-Capita Tax Payments | |
| 1995 | $ 2.8 | $ 899 | $ 2.8 | $ 899 | $ 0 |
| 1996 | 3.1 | 969 | 3.1 | 969 | 0 |
| 1997 | 3.3 | 1,016 | 3.6 | 1,121 | 10 |
| 1998 | 3.5 | 1,059 | 3.8 | 1,163 | 104 |
| 1999 | 3.6 | 1,086 | 3.9 | 1,189 | 102 |
| 2000 | 3.7 | 1,114 | 4.1 | 1,215 | 101 |
| 2001 | 3.9 | 1,146 | 4.2 | 1,246 | 100 |
| 2002 | 4.0 | 1,179 | 4.4 | 1,278 | 99 |
| 2003 | 4.2 | 1,213 | 4.6 | 1,311 | 98 |
| 2004 | 4.4 | 1,248 | 4.7 | 1,345 | 97 |
| 2005 | 4.6 | 1,284 | 4.9 | 1,380 | 96 |
| 2006 | 4.7 | 1,322 | 5.1 | 1,416 | 95 |
| 2007 | 4.9 | 1,360 | 5.3 | 1,454 | 94 |
| 2008 | 5.1 | 1,400 | 5.5 | 1,493 | 93 |
| 2009 | 5.3 | 1,441 | 5.7 | 1,533 | 92 |
| 2010 | 5.5 | 1,484 | 5.9 | 1,575 | 91 |
| 2011 | 5.8 | 1,528 | 6.1 | 1,618 | 90 |
| 2012 | 6.0 | 1,574 | 6.3 | 1,663 | 89 |
| 2013 | 6.2 | 1,621 | 6.6 | 1,709 | 88 |
| 2014 | 6.7 | 1,736 | 7.1 | 1,823 | 87 |
| 2015 | 7.0 | 1,788 | 7.4 | 1,875 | 86 |
| | | | | | $1,807 |

* Based on projected per-capita income plus resident population plus annual inflation rate of four percent on a year-by-year basis.

** Includes baseline income and revenue levels plus $6.1 billion additional revenue distributed over 20-year period.

### Emission Fees

Emission fees could generate revenue at a rate similar to mileage fees. At a rate of one cent per mile, an emission fee could yield $289 million annually and, with growing vehicle miles traveled $454 million annually by 2015.

### Cigarette Tax

Other revenue sources could help fund public transportation services, but would not produce significant revenue to be a stand-alone source of funding. Two revenue generators in particular offer promise in this respect. Part of the cigarette tax is currently used to fund special transportation services. A two-cent per pack tax produces about $5.4 million annually. An increased level of 10-cents per pack could generate $27 million annually for public transportation.

### Property Taxes

Property taxes are utilized as a local revenue source for public transportation by transit districts and municipal systems. Current limitations on property taxation through Measure 5 temporarily reduce the prospects for future increases that could be used to generate revenue for public transportation. Further reductions through Measure 47 lessen the prospects for use of the property tax for public transportation.

### Payroll Taxes

Payroll taxes are used by transit districts in Oregon to generate local revenue to support public transportation. Much of the anticipated revenue projected to be available for public transportation during the next 20 years will be generated through this employer-based tax. Payroll tax revenue is likely to increase because of inflation.

## Appropriateness of Revenue Generators

Potential public transportation revenue sources must be able to yield necessary revenues both today and over time. Tax sources considered in this discussion include several with this valuable characteristic. Most are vehicle-related and subject to a constitutional restriction prohibiting the use of these funds for non-road related purposes. Only local payroll taxes raise substantial revenues and can be used for public transportation. Alone, these revenues are insufficient to maintain current service levels and certainly not substantial enough to lead to the desired increases in public transportation service levels.

Equity is used in Oregon's Highway Cost Responsibility studies to determine equity among various highway user groups who operate vehicles with different characteristics; the major elements are size, weight, and miles driven. Equity can also be viewed in terms of users versus non-users, income groups, ethnic groups and other factors.

Oregon's strong tradition of concern for equity in highway taxation suggests an equivalent importance for equity concerns in decisions about public transportation. Public transportation, however, is not fully supported by user fees. Fairness dictates that the equity discussion be expanded to cover others who benefit from public transportation investments. Included are highway users and the general public.

Simplicity factors include ease of payment, ease of collection and opportunity for evasion. Current tax sources which are already utilized could have a portion of the fees dedicated to public transportation without a significant impact on administrative cost, compliance cost or evasion. New fees would impose new administrative and compliance costs. Mileage fees could necessitate high administrative and compliance costs unless emerging technologies are used to automate administrative and compliance activity. Sales taxes would require high administrative and compliance costs as well because they are not currently used.

Simplicity would seem to favor the use of revenue sources such as the registration fee, gasoline tax, payroll tax and income tax.

The political culture of Oregon also impacts the viability of taxation concepts. The sales tax in particular, has been unacceptable to Oregonians. Suggestions to expand the use of property taxes may meet with similar objections in light of the passage of Measure 5 in the early 1990s and Measure 47 in 1996.

## Experience in Other States

Studies in Chicago and Philadelphia provide evidence of the range of beneficiaries from public transportation investments. Those benefiting include current users, auto and truck users, businesses and households. This range of beneficiaries can be associated with particular types of fees which would correspond to how they receive their benefits. Public transportation users receive benefits directly and can pay directly as riders. Highway users experience cost reductions in terms of time savings and out-of-pocket costs and can pay directly through fees on vehicle use, gasoline use or vehicle ownership. Businesses and households benefit because of higher levels of economic activity measured by sales and personal income.

In these two studies, a multimodal estimate of travel cost was made for various levels of investment in public transportation facilities and services. Differences in transportation costs were input to a regional economic model to determine how these changes in public transportation investment would impact businesses and consumers. The models were run for a 20-year time frame to identify the long-term impacts of different levels of public transportation investment.

Each of these studies indicated high returns to the economy for investments in public transportation. In Philadelphia, the return was nine-to-one for rehabilitation versus letting a system go out of service. In Chicago, the return was six-to-one for placing the system in a good state of repair versus muddling through. These studies indicate that having good transit instead of deteriorating transit is the wisest choice.

At least 10 percent of the impacts on business sales and personal incomes occurred in areas outside of the region in which the transit investment was made. This would seem to be an important consideration for those who believe transit benefits only occur in the communities directly served. Direct user benefits of transit investments accrued to auto and truck users might range from 20 to 50 percent of the direct transportation benefits, with those benefits coming through changes in time, operating and safety costs.

Direct user benefits to transit users range from 50 to 80 percent of the direct transportation benefits, with these benefits coming from higher speeds, shorter waiting times and added comfort and convenience. Indirect benefits range from two to four times the direct benefits, indicating that lower transportation costs impact the ability of an

economy to grow. Non-user benefits are diffused and not confined to limited geographical areas such as a special district.

The findings of these two studies demonstrate that broad distributions of benefits stem from transit investments. This would seem to argue for broad-based tax mechanisms to support public transportation. Under this rationale, it would not be unreasonable to envision at least 20 percent and perhaps as much as 100 percent of public transportation investment being supported by highway user fees. The broad distribution of benefits from public transportation investments suggest that general purpose taxes such as the income tax would be appropriate to support such investment.

Recent FTA research demonstrates a positive relationship between transit investment and economic benefits to a community. In the Portland area, for example, economic development has been linked to implementation of the Tri-Met light rail system.

Since the benefits of the investments are greater than the added public dollars invested in transit, it could be argued that even those beneficiaries who pay more than their share are better off than if the investments were not made.

## Financing Priorities

Funding currently available to finance public transportation is inadequate to preserve the existing service levels. Initial financing efforts should focus on the provision of additional financial support to preserve current service levels. This can be accomplished in part by the targeted increase in the ODOT investment in the public transportation system. This commitment is consistent with overall departmental policy on transportation system preservation and encourages a more vigorous response to non-road related transportation needs. Preservation needs can also be addressed in part by seeking an increase in the cigarette tax, currently administered by the department and used for special transportation purposes.

Meeting the longer-term needs for the OPTP will be more challenging. Targeted increases in ODOT funding, and other current funding sources will not produce the revenue base needed to reach full plan implementation. By all appearances, accommodating growth and making public transportation the viable service envisioned in this plan will require major new revenue sources. In Oregon, most of the obvious choices for generating funding come from motor vehicle-related

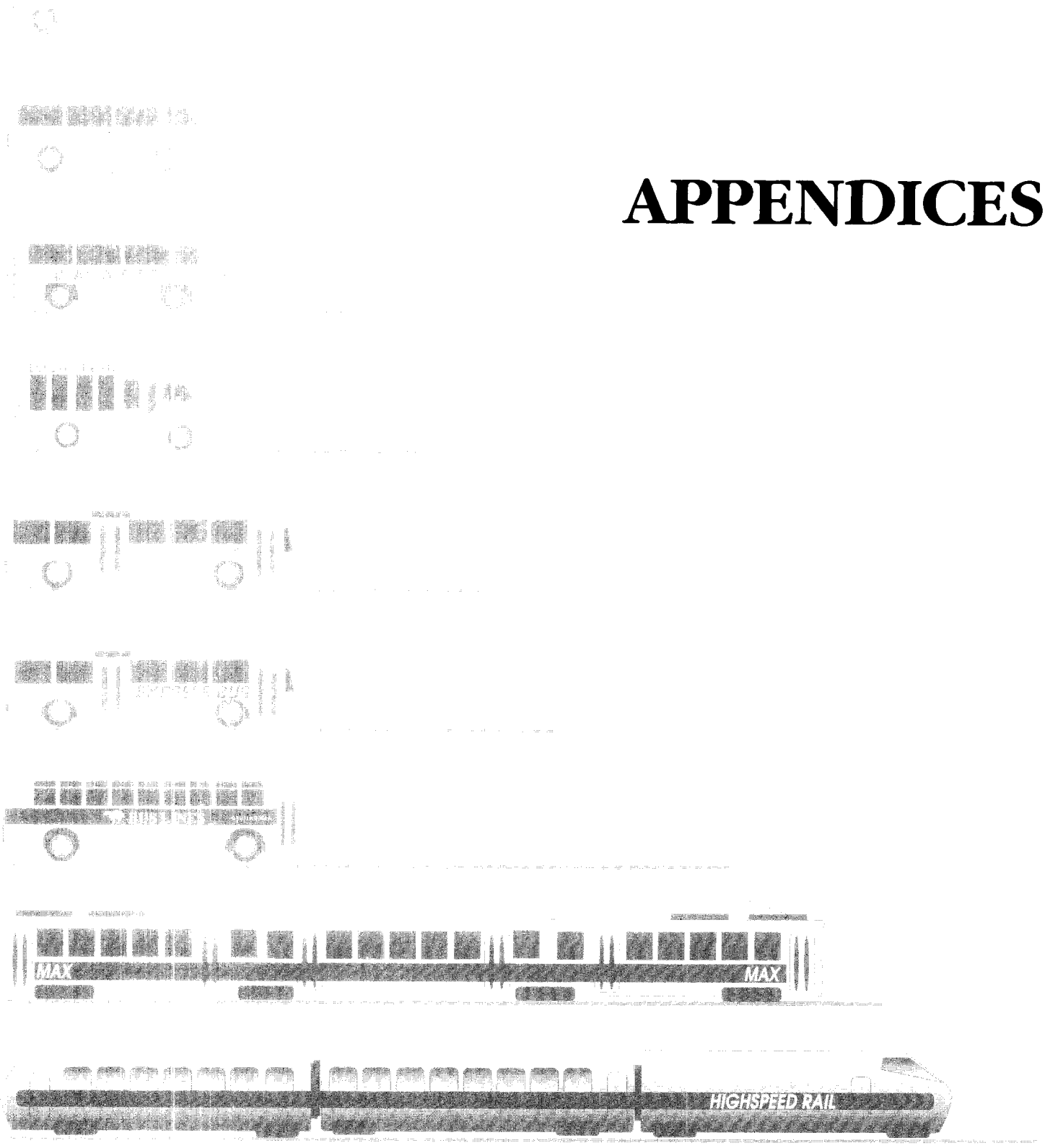
taxation. Institution of a tax of this kind for public transportation would necessitate a constitutional change.

Additionally, the state could help resolve the public transportation funding issue by allowing local governments more flexibility to raise revenues within their communities.

Finally, the OTI process developed under the direction of the Governor's office has looked at long-range solutions for transportation funding, including funding for public transportation. Participation in this process by the public transportation community and other key stakeholders could lead to a consensus on the appropriate strategy to raise revenue for public transportation. Perhaps that strategy will lead to creation of revenue generators that will provide adequate and stable funding needed to make public transportation the key component of the transportation system that it can be.

1997
OREGON
PUBLIC
TRANSPORTATION
PLAN

# APPENDICES



# APPENDIX A
# Summary of Public Involvement

## Public Involvement Roles

The Oregon Department of Transportation (ODOT) staff took the lead role in directing and conducting the public involvement effort, with the consultant performing the following tasks: (1) conducting and summarizing initial stakeholder interviews; (2) facilitating initial advisory committee workshops to agree on a project vision, goals and objectives; (3) developing a Recommended Public Involvement Program to expand initial efforts; attending the advisory committee meetings; and (4) coordinating and documenting committee meetings.

## Initial Public Involvement Program

The initial public involvement program was intended to begin the process of informing and encouraging a broad range of stakeholders to participate in the planning process. Initial program elements included:

- Meetings of the Public Transportation Plan Advisory Committee
- Stakeholder interviews
- Review by the Corridor Planning Statewide Stakeholders Committee and
- Statewide Mobility newsletters

### Stakeholder Interviews

Twenty-nine interviews of ODOT staff and key statewide stakeholders were conducted to identify issues and concerns related to the planning effort. In addition, through the ODOT corridor planning process, over

40 interviews were conducted with a broad range of stakeholders; these included questions about the Public Transportation Plan.

The issues and concerns identified through the interviews were shared with the Oregon Public Transportation Plan (OPTP) Advisory Committee for consideration and discussion during development of the OPTP Vision and Goals, Polices and Strategies.

## Committee Meetings/Subcommittee Meetings/Task Force Meetings

The OPTP Advisory Committee and its sub-committees and task forces met from March 1994, to October 1994. The Advisory Committee held five meetings; the subcommittees two, and the two task forces one each. Meeting notices and mailings were sent to committee members and interested parties (a list that grew to approximately 220 by mid-October).

The Advisory Committee:

- Identified key public issues and concerns
- Reviewed and adopted the OPTP Vision/Concept
- Drafted, reviewed and adopted OPTP Goals and Policies
- Established Special Needs Transportation (SNT) and Transportation Demand Management (TDM) task forces to refine policies
- Reviewed provider survey results and sketch plans
- Recommended that the Public Transportation Plan be developed to meet the Oregon Transportation Plan (OTP) standards with phased implementation
- Identified needs for additional analyses
- Discussed implementation roles
- Finalized the recommended minimum level of service (LOS) standards

- Reviewed total costs and financing options
- Approved taking the plan forward into the public outreach process

At a meeting in May 1994, the TDM Task Force developed and recommended policy wording regarding transportation demand management. The SNT Task Force developed and recommended policy wording regarding special needs transportation at its meeting in July 1994.

## Open Houses

In August 1994, the ODOT Statewide Mobility Unit held a series of open houses to inform and involve citizens around the state. The open houses included presentations and information booths for the Bicycle/Pedestrian Plan, Corridor Plans, Highway Plan, Rail Freight Plan, Intermodal Plan, Transportation Safety Action Plan and the Public Transportation Plan. The ODOT unit hosted open houses in LaGrande, Bend, Medford, Springfield, Portland and Salem.

## Newsletters

The Transportation Planning Bulletin newsletter (written and issued by the Statewide Mobility Unit) contained brief summary information about the OPTP. It was sent to a mailing list of approximately 375 interest groups, state agencies, ODOT staff, advisory committee members, and other interested parties. The newsletter was issued in April, July, and September of 1994.

In addition, the July 18 and September 9, 1994 issues of the Public Transit Newsletter contained information about the OPTP. Additional newsletters were made available in 1995 and 1996.

## Presentations

ODOT staff and the consulting team made presentations to groups such as:

- Oregon Transit Association Board (September 13, 1994)
- Regional Transportation Assistance Program Advisory Committee (September 20, 1994)
- Oregon Transit Association Conference (October 4, 1994)

## Continuing Public Outreach

In the fall of 1995, ODOT held a series of informal community workshops throughout Oregon to get an understanding of the types of public transportation services Oregonians want and the ways these services should be financed.

In all, 23 workshops were held. Some were at non-traditional locations such as shopping centers or libraries. Others were held at traditional meeting sites such as city halls. The intent was to obtain a mix of responses from both the general public and public transportation stakeholders. ODOT staff talked with more than 800 people statewide and obtained survey responses from over 750. The survey asked three basic questions about public transportation:

- What public transportation services would you like to see in your community?
- How would you prioritize these services?
- How should public transportation be financed?

Responses from small communities and rural areas emphasized interest in mobility-related services such as local bus, intercity bus and dial-a-ride services. Responses from large communities and urban areas emphasized mobility and commuter-related services such as light rail, express bus and rideshare.

Workshops took place at the following locations (in order by date):

- Madras City Hall, September 5, 1995
- Prineville Library, September 6, 1995
- Mountain View Shopping Center, Bend, September 7, 1995
- Roseburg Valley Mall, September 11, 1995
- Lakeview Forest Service Office, September 12, 1995
- Burns Senior Center, September 13, 1995
- Ontario City Hall, September 14, 1995
- Baker City Mini-Mall, September 19, 1995
- Grand Ronde Shopping Mall, LaGrande, September 19, 1995
- Vert Club, Pendleton, September 20, 1995
- Beaverton City Hall, September 26, 1995
- Wilsonville City Hall, September 28, 1995
- Timberhill Mall, Corvallis, October 2, 1995
- Pony Village Mall, North Bend, October 3, 1995
- Ashland Community Center, October 4, 1995
- Jefferson Square Shopping Mall, Klamath Falls, October 5, 1995
- Tillamook Public Utility Building, October 11, 1995
- Newport City Hall, October 12, 1995
- Lane Transit District, Eugene, October 17, 1995
- Salem Main Library, October 19, 1995
- Seaside Convention Center, October 24, 1995
- Mall 205, Portland, November 10, 1995
- 5th Street Public Market, Eugene, November 17, 1995

## Stakeholder Updates

Prior to release of the draft plan, costs, revenues and plan priorities were reviewed with key stakeholders:

Association of Oregon Counties
Automobile Association of Oregon
Corvallis Transit
County Commissioners Association
Lane Transit District
Metro
ODOT Region 1
ODOT Region 2
Oregon Transit Association
Oregon Trucking Association
Public Transportation Plan Advisory Committees
Rogue Valley Transportation District
Salem Area Mass Transit District
Tri-Met

## Public Comment

Public meetings were held during December 1996, to review the draft plan. Meeting locations included Bend, LaGrande, Beaverton, Ashland and Corvallis. Comments at these meetings tended to reflect local or regional issues specific to the meeting location. Additionally, written comments were submitted by 71 citizens. The most common theme expressed concern over the possible elimination by Amtrak of the Pioneer service through Eastern Oregon. Seventy percent of those submitting written comments on the plan wrote in support of the Pioneer.

## Advisory Committee Members

R. G. Anderson-Wyckoff
Salem Area Transit

Rebecca Bordreaux
City of Wilsonville

Zee Carman
New Day Enterprises

Andy Cotugno
METRO

Ken Dueker
PSU-Center for Urban Studies

Ken Husby
ODOT

Dennis Koho
City of Keizer

Larry Patterson
City of Bend

Bill Wagner
Cascade West COG

Dan Wright
Dan Wright, Inc.

G. B. Arrington
Tri-Met

Mike Borwick
Rogue Valley Transit

Steven Corey
Transportation Commission

Dennis Dick
Valley Retriever Bus Lines

Steve Grasty
Harney County

Mark Pangborn
Lane Transit

Steve McClure
Union County

Jerry Thackery
City of Redmond

Bruce Warner
ODOT Region 1

Joel Yarbor
Columbia County

# APPENDIX B
# List of Terms and Definitions

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|---|---|
| **Accessibility:** | The ability to move easily from one mode of transportation to another mode or to a destination; e.g., from a bicycle to a bus or from a bus to an office. Accessibility places emphasis on being able to get to a desired destination. |
| **Alternative Modes:** | Modes such as rail, transit systems, carpools, bicycles and walking that provide transportation alternatives to the use of single-occupant automobiles. |
| **Americans with Disabilities Act (ADA):** | Federal legislation requiring that public facilities and commercial buildings have doorways, corridors, accessways, elevators, seating, and other facilities that are accessible to the handicapped population. For the purposes of this plan, facilities that need to be accessible include public transportation vehicles, stations and stops. |
| **Balanced Transportation System:** | A system that provides appropriate transportation options and takes advantage of the inherent efficiencies of each mode. |
| **Congestion Management System (CMS):** | "...a systematic process that provides information on transportation system performance and alternative strategies to alleviate congestion and enhance the mobility of persons and goods. A CMS includes methods to monitor and evaluate performance, identify alternative actions, assess and implement cost-effective actions, and evaluate the effectiveness of implemented actions." (FHWA Interim Final Rules on Management and Monitoring Systems) |
| **Demand Response or Dial-a-Ride:** | Non-fixed-route service utilizing vans or buses with passengers boarding and alighting at pre-arranged times at any location within the system's service area. |

**Efficient:** An activity is efficient if a desired amount of an output is produced using the least cost combination of resources. A transportation system is efficient when (1) it is fast and economic for the user; (2) users face prices that reflect the full costs of their transportation choices; and (3) transportation investment decisions maximize the net full benefits of the system.

**FHWA:** The Federal Highway Administration arm of the United States Department of Transportation.

**Fixed Route:** Service provided on a repetitive, scheduled basis along a specific route with vehicles stopping to pick up and discharge passengers at specific locations. For the purposes of this plan, modes include motorbus, vanpool, heavy rail, light rail and commuter rail.

**Frontier Areas:** Unincorporated areas, unincorporated communities and incorporated cities that have both lower levels of population and greater remoteness from metropolitan areas and other central cities than rural areas.

**FTA:** The Federal Transit Administration arm of the United States Department of Transportation.

**Full Costs:** Costs that include social and environmental impacts as well as construction, operation, and maintenance costs.

**High-Speed Rail (HSR):** Conventional passenger rail service operating over mixed freight and passenger tracks at top speeds of 79 to 110 mph. The rolling stock includes passenger coaches powered by diesel-electric locomotives or self-propelled diesel multiple-unit trains (DMU). This is to be distinguished from "very high speed rail" service with maximum speeds of 125 mph, and "ultra high-speed rail" service operating at speeds in excess of 150 mph.

**Impact Fees:** Fees levied, usually by cities, on developers to mitigate for the impact their development has on public infrastructure and services such as sewers and roads.

**Intercity Public Transportation Modes:** Public transportation van, bus and rail services that operate across local jurisdictional lines and connect cities along a corridor or group of corridors. Some of the larger intercity passenger transportation providers in Oregon include Greyhound, Amtrak and RAZ Transportation.

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| **Intermodal:** | Connecting individual modes of transportation and/or accommodating transfers between such modes. |
| **Intermodal Equipment and Facilities Management System (IMS):** | "...a systematic process of identifying key linkages between one or more modes of transportation, where the performance or use of one mode will affect another, defining strategies for improving the effectiveness of these modal interactions, and evaluation and implementation of these strategies to enhance the overall performance of the transportation system." (FHWA Interim Final Rules on Management and Monitoring Systems) |
| **Intermodal Hub:** | A facility where two or more modes of transportation interact so that people and/or goods can be transferred from one mode to another; e.g., from a bus to an airplane or from a truck to a train. Intermodal hubs include commercial airports and marine ports. |
| **Intermodal Surface Transportation Efficiency Act (ISTEA):** | The federal Intermodal Surface Transportation Efficiency Act of 1991 which funds the National Highway System and other transportation improvements and gives state and local governments more flexibility in determining transportation solutions. It requires states and MPOs to cooperate in long-range transportation planning. |
| **LCDC:** | Land Conservation and Development Commission |
| **Light Rail:** | An electric railway with a "light volume" traffic capacity, operated on city streets, semi-exclusive rights of way, or exclusive rights of way; it may have high or low platform boarding and single or multi-car trains. |
| **LTD:** | The Lane Transit District that serves the Eugene-Springfield Area. |
| **Management System:** | "...a systematic process, designed to assist decision makers in selecting cost-effective strategies/actions to improve the efficiency and safety of, and protect the investment in, the nation's transportation infrastructure. A management system includes: identification of performance measures; data collection and analysis; determination of needs; evaluation and selection of appropriate strategies/actions to address the needs; and evaluation of the effectiveness of the implemented strategies/actions." (FHWA Interim Final Rules on Management and Monitoring Systems) |

**Mass Transit and Transportation Districts:** Districts operating and financing public transportation services through any of the following means singly or in combination: (1) property tax, (2) user and service charges, (3) revolving funds, (4) bonds, (5) business license fees, (6) net income taxes, (7) payroll and self-employment taxes and (8) federal funds. There are nine districts throughout the state. Tri-Met and Lane Transit District member boards are appointed by the Governor; all other district members are locally elected. The service districts are Tri-Met, Salem Area Transit, Lane Transit District, Rogue Valley Transportation District, Basin Transit Service Transportation District, South Clackamas Transportation District; Grant County Transportation District, Hood River Transportation District and the Sunset Empire Transportation District (Clatsop County).

**Metropolitan Planning Organization (MPO):** An organization located within the State of Oregon and designated by the Governor to coordinate transportation planning in an urbanized area of the state. MPOs exist in the Portland, Salem, Eugene-Springfield, and Medford areas. (The Longview-Kelso-Rainier MPO is not considered an MPO for the purposes of the OPTP.)

**Minimum Levels of Service:** Technical performance criteria or operational benchmarks that will ensure implementation of the long-range plan. The criteria focus on public transportation operations including peak and off-peak hour frequencies, vehicle maintenance programs and replacement schedules, intermodal connections, ridesharing, etc., as well as attainment of policy-related objectives (such as the Oregon Benchmarks, Goal 12, etc.) in areas across the state.

**Mixed Use Development:** A development or center having a mix of uses which may include office space, commercial activity, residential uses, parks and public places and supporting public facilities and services. The development is designed so that the need to travel from one activity to another is minimized.

**Mobility:** Being able to move easily from place to place.

**Mode of Transportation:** A means of moving people and/or goods. The principal modes of this plan include intercity bus and rail services, local transit services, special needs transportation services and ridesharing.

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| **Multimodal:** | Involving several modes of transportation. |
| **ODOT:** | Oregon Department of Transportation. |
| **Oregon Transportation Initiative (OTI):** | Also referred to as the Governor's Transportation Initiative (GTI). The OTI process was initiated by the Governor's office in early 1996 to address Oregon's transportation issues. |
| **Oregon Transportation Plan (OTP):** | The statewide transportation plan for Oregon which defines goals, policies, and actions for the state over the next 40 years; provides direction to the coordination of transportation modes; identifies the relationship between transportation, land use, economic development, the environment and energy use; coordinates state, regional, and local plans, including transportation financing, safety, and related matters; and identifies a coordinated multimodal transportation system, a network of facilities and services for air, rail, highways, public transit, pipelines, marine transportation, bikeways, and other modes, to be developed over the next 20 years in order to implement the goals and policies of the plan. |
| **Paratransit:** | A general term for various types of transit service which differ (in one or more ways) from the standard fixed-route, large-bus service usually provided by transit agencies. Examples include demand-response and contracted fixed-route service, among others. Paratransit services usually use smaller vehicles, such as vans, taxicabs, or small buses |
| **Park-and-Ride Facilities:** | Parking facilities (lots and garages) that are provided for motorists who transfer to and from automobiles to public transportation vehicles or to a carpool or vanpool operation. They may be dedicated facilities or shared use sites located at shopping malls or supermarket parking lots. |
| **Providers:** | Private, public, and non-profit organizations furnishing public transportation services. |
| **Public Transportation:** | For the purposes of this plan, local and intercity bus, van, light rail, rail and other surface transportation systems open to the general public which operate frequently and on predetermined routes and schedules. Public transportation also includes carpools, senior van services and demand response services. |

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| **Public Transportation Equipment and Facilities Management System (PTMS):** | "...a systematic process that collects and analyzes information on the condition and cost of transit assets on a continual basis. It identifies needs as inputs to the metropolitan and statewide planning processes enabling decision makers to select cost-effective strategies for providing and maintaining assets in a serviceable manner." (FHWA Interim Final Rules on Management and Monitoring Systems) |
| **Ridesharing:** | Two or more persons sharing a passenger vehicle. Some private employers and public agencies provide ride-matching services. **Carpools** involve two or more persons who ride together for the trip to work. Most carpooling occurs informally. **Vanpools** involve a van which carries 10 to 15 riders for the commute to work and require more coordination than carpools. |
| **Rural Areas:** | Unincorporated areas, unincorporated communities and incorporated cities, characterized by both low levels of population and remoteness from metropolitan areas and other central cities. |
| **Rural Transportation Assistance Program (RTAP):** | A Federal Transit Administration program which has been established for small cities and rural areas and is intended to assist in the development of resources to meet the training, technical assistance, and research needs of transportation operators. |
| **RVTD:** | The Rogue Valley Transit District that serves the Medford-Ashland area. |
| **Special Needs Transportation Services:** | Programs for specialized transportation for the elderly and disabled, using a combination of dial-a-ride and fixed-route services supported by the Special Transportation Fund (including cigarette tax revenues) and Section 5310 funds, as well as social service and private contributions. Tri-Met and LTD also provide specialized transportation services. |
| **Special Transportation Fund Formula Program:** | A program that provides funds on an annual, per-capita basis to counties and transportation or transit districts to finance transportation services for the elderly and disabled. |

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| Special Transportation Grant Program: | A funding program made up of state cigarette tax revenue and federal funds from the Elderly and Handicapped Capital Assistance Program. The grants are awarded to private, non-profit, and public organizations in areas where existing services are either insufficient, unavailable or inappropriate. They can be used for capital, operating, demonstration, planning and training programs. |
| Stakeholders: | Those who have a compelling and significant interest in a planning effort or who may be affected by a planning effort. |
| System of Statewide Function: | The transportation corridors, facilities, and systems that form the backbone of the Oregon transportation system. |
| Transit-Oriented Development (TOD): | Development that can support a relatively large number of transit trips. TODs generally combine a dense mix of land uses, with a walkable environment, and supporting network of roads, bicycle paths and pedestrian ways. |
| TransPlan: | The Transportation Plan and process developed for the Eugene area to provide long range direction for transportation in the region. |
| Transportation Corridors: | Major or high-volume routes for moving people, goods and services from one point to another. They may be multimodal or single modal such as an air corridor. |
| Transportation Demand Management (TDM): | Actions which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity. Methods may include but are not limited to the use of alternative modes, ridesharing and vanpool programs and trip-reduction ordinances. |
| Transportation Planning Rule (TPR): | Administrative rule (OAR 660-12) adopted in April 1991 by LCDC in cooperation with ODOT to implement Statewide Planning Goal 12: Transportation. |
| Transportation System: | A network of facilities and services for moving people, goods and services from one place to another; it includes roads, streets and highways, public transit, demand-response transportation, airports, railroads, waterway and marine transportation facilities, bicycle paths and pedestrian walkways. |

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| **Transportation System Management (TSM):** | Techniques for increasing the efficiency, safety, capacity or level of service of a transportation facility without increasing its size. Examples include traffic signal improvements, traffic control devices including installing medians and parking removal, channelization, access management, ramp metering and restriping for high-occupancy vehicle (HOV) lanes. |
| **Transportation System Plan (TSP):** | A plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to provide continuity of movement between modes, and within and between geographic and jurisdictional areas. |
| **Urbanized (or Urbanizing) Areas:** | Areas within urban growth boundaries acknowledged under the LCDC's land use planning compliance process. For the purposes of this plan, urban areas have been classified into three categories: cities over 2,500 population, cities over 25,000 population, and the Portland metropolitan area. |
| **Urban Mobility:** | Provision of a range of modal choices for urban populations including choices for urban residents who do not have access to a private vehicle or do not wish to use a private vehicle. |
| **Wheelchair Accessible Vehicle:** | A vehicle that a wheelchair-bound person may enter either (1) via an onboard retractable lift or ramp, or (2) directly from a station platform reached by an elevator or a ramp that is either level with the vehicle floor or can be raised to floor level. |
| **2040 Growth Concept:** | The long range planning process developed for the Portland area to enable transportation and land use to help shape growth in the region. |

Note: Some of these definitions were originally cited in the Oregon Transportation Plan, Oregon Rail Passenger Policy and Plan, the FHWA/FTA Interim Final Rules on Management and Monitoring Systems, and the APTA 1993 Transit Fact Book.

# APPENDIX C
# The Service Mix in 2015

Public transit in 2015 will be quicker, smarter and more personalized. Emphasis will be on services that provide basic mobility and travel options for the commuter.

### Local Bus

Local bus will continue to be the most common form of public transportation. Traditional fixed-route, multi-stop service will be available, but subtle changes will be in evidence. Increasing demand for urban services could necessitate the use of smaller vehicles in the lower density areas. Timed transit transferring, signal preemptions and/or extended green (light) cycles and real-time routing could make local bus service more effective. Vehicles will become increasingly fuel efficient and clean burning. Local bus service will still be a life line for those dependent on public transportation for basic mobility, but it will also be more appealing to the rider of choice because of improved service effectiveness.

### Intercity Bus

Intercity bus could provide transportation connections between communities on a wider and more regular basis than today. Residents of Oregon's smaller communities would have access to goods and services in the larger communities of the Willamette Valley, but would also have access to other communities in their region.

### Dial-a-Ride

Dial-a-ride will continue to emphasize service for the senior and disabled community, but will expand its scope to accommodate other types of trips such as work and school destinations. Technological advances will

allow for better coordination with other public transportation providers for scheduling, routing and transferring. Dial-a-ride operators will see an increasing demand from a rapidly growing senior population during the first part of the 21st century.

### Light Rail

Light rail will expand in the Portland area with the opening of the Westside Light Rail line in 1998. A South-North line may be built early in the next century. New rail technologies like the low-cost CyberTran system may make rail transportation more economically feasible in Eugene, Salem and Medford and for intercity trips. This electric vehicle technology would use small 6 to 32 passenger vehicles to transport passengers 24 hours a day on a demand basis. For intercity purposes, speeds of up to 150 miles per hour could be possible. Costs are estimated at one-tenth of conventional light rail or $4 to $5 million per mile within urban areas and $2 million per mile on intercity lines.

### Express Bus

Express bus linked to park-and-ride lots, major activity centers, parking programs and transit passes should become a more attractive option for commuters in Oregon's urban areas. Technological advances like signal preemption and/or extended green cycles, bypass lanes and ramp metering will enhance convenience and reduce travel times. Niceties like gourmet coffee, muffins and morning newspapers will increase the attractiveness of this service to choice riders. The use of clean air buses may provide an environmentally sound alternative to single occupant automobile commuting.

### Carpool

Carpool matching through public agencies and private employers will expand in scope but the lion's share of rideshare activity will be handled informally within households or between neighbors or co-workers. Public agencies will try to lure others with targeted marketing efforts and financial incentives. Innovative marketing may target large suburban apartment complexes and residential neighborhoods as well as employment sites. On-board computers will help route carpoolers away from traffic congestion.

### Vanpool

Vanpools will operate on a more organized and formalized basis than carpooling. Most vanpools will be arranged through area employers or regional rideshare programs. Continuing suburbanization will increase the economic viability of vanpools if commute trip lengths of 20 miles or more become common. Vanpools may also be used for non-work trip purposes that contribute to afternoon peak period traffic congestion. Youth soccer programs, Little League baseball and child daycare programs may see opportunities for vanpools.

### Intercity Rail

Track improvements, as recommended in the Oregon Rail Passenger Policy and Plan, could make today's Willamette Valley intercity rail service move at high speeds early in the 21st century. Higher speeds and expanded service would greatly enhance the attractiveness of rail in this and perhaps other Oregon corridors. Smaller communities interested in rail connections may consider evolving technologies such as the relatively low cost CyberTran system.

## Related Services in 2015

Public transportation will be supported by related service enhancements that attract customers looking for speed and convenience.

### Park-and-Ride Lots

Park-and-ride lots will expand in number, offering more spaces throughout the state. While the bulk of spaces will be located in and around the urban areas, smaller park-and-rides will spring up throughout the state to serve communities of 2,500 to 50,000 population. Technological advances could provide the opportunity for real-time scheduling and routing for public transportation services linked to urban area park-and-rides. Real-time ridematch opportunities could also be available at these locations. Increased availability of express transit services will make park-and-ride an even more attractive choice

for the commuter of 2015. Attractiveness of the park-and-ride will be further enhanced by locating them at or near supermarkets, daycares, banks and other basic services. Addition of these necessities will make it easier for Oregonians to choose commuter options and reduce the need to have a car available during the workday for doing errands.

### Group Transit Passes

Group transit passes will be increasingly more attractive to transit operators and will be based through large employers, universities and perhaps residential communities. These group pass programs offer an increased revenue stream for operators and the availability of a low-cost transit alternative. Higher transit service levels would make these programs more attractive and effective.

### Timed Transit Transfers

Timed transit transfers will be more commonplace in the future and will increase the convenience, timeliness and user friendliness of public transportation. Reduced waiting periods will boost ridership by minimizing the delays currently associated with transit transferring.

### Parking Management

Parking management will continue to be a key, if not the key, disincentive to single occupant automobile use and will encourage public transportation options. Parking programs will offer the opportunity to generate revenue that could be used to support the provision of commute options. Programs such as Portland's "Parking Lid," which limits the number of parking spaces in the downtown area, will serve as a model for other communities throughout Oregon.

### Impact Fees

Impact fees could be more widely used as Oregon contends with rapid growth during the next 20 years. These fees are assessed to ensure developers mitigate transportation impacts of their projects. Developers agree to mitigation measures before they obtain permission to build.

### Ramp Metering

Ramp metering could be more widely used as Oregon's urban highways face increased congestion levels during the first quarter of the next century. Metering will be especially effective in the future if it can be linked to high occupancy vehicle lanes (HOV) as well as bypass lanes located on the ramp itself. Bypass lanes would help high occupancy vehicles by allowing them on the highway ahead of single passenger vehicles waiting on the ramp at the highway entrance. HOV lanes will save users more time during their daily commute by enabling them to use congestion-free highway lanes during peak traffic periods.

### Flexible Work Hour Scheduling

Flexible work hour scheduling will continue to be an effective low or no cost weapon against traffic congestion and could become more public transportation friendly as employers work more closely with service providers to develop commute options for their employees. Scheduling issues will be minimized with the availability of higher levels of public transportation service.

### Signal Synchronization

Signal synchronization used increasingly and coupled with signal pre-preemption or extended green cycles, will make public transportation faster and more competitive with the single-occupant automobile for travel times.

### Motorist Information Systems

Motorist information systems will expand their capabilities and more readily help motorists pick public transportation options by quickly notifying them of pending congestion and alternate mode options. On-board computerized information will aid rideshare and transit by providing riders with better and quicker traffic information that will positively impact travel times.

### Bus Bypass Lanes

Bus bypass lanes could be expanded to accommodate other high occupancy vehicles such as carpools and vanpools. Increasing growth and the accompanying traffic congestion will make bypass lanes at ramp meters a significant time saver for public transportation.

### High Occupancy Traffic on "Hot" Lanes

High occupancy traffic on "hot" lanes will allow both public transportation and single-occupant vehicles to use uncongested high speed highway lanes. High occupancy transit and rideshare vehicles would use these lanes at no charge or at a reduced charge while single-occupant vehicles would be assessed a fee for the use of these uncongested, time saving lanes. In concept, revenue generated by these lanes could be used in part to help fund public transportation.

# APPENDIX D
# Oregon Public Transportation Plan Findings Of Compliance With Statewide Planning Goals

## State Agency Coordination (SAC) Program Requirements

ODOT's certified State Agency Coordination (SAC) Program and Oregon Administrative Rules Chapter 31, Division 15, describe the procedures that ODOT will follow when developing and adopting plans to assure that they comply with the statewide planning goals and are compatible with acknowledged comprehensive plans. The SAC Program recognizes that planning occurs in stages and that compliance and compatibility obligations depend on the stage of planning being undertaken. The SAC Program describes the process as follows:

ODOT's program for assuring compliance and compatibility recognizes the successive stages of transportation planning and establishes a process that coordinates compliance and compatibility determinations with the geographic scale of the plan and the level of detail of information that is available. At each planning stage, some compliance and compatibility issues come into focus with sufficient clarity to enable them to be addressed. These issues shall be resolved at that time. Other issues may be apparent but not seen clearly enough to determine compliance and compatibility. These issues shall be resolved in subsequent planning stages and any plan decisions that depend on their resolution shall be contingent decisions. The result of this successive refinement process shall be the resolution of all compliance and compatibility issues by the end of the project planning stage of the transportation planning program.

The department's coordination efforts at the transportation policy plan and modal systems plan stages will be directed at involving metropolitan planning organizations, local governments and others in the development of statewide transportation policies and plans. Since these

plans have general statewide applicability and since ODOT has the mandate under ORS 184.618 to develop such plans, compatibility with the comprehensive plan provisions of specific cities and counties will not be generally established. However, compatibility determinations shall be made for new facilities identified in modal systems plans that affect identifiable geographic areas. Compliance with any statewide planning goals that specifically apply will be established at these planning stages.

The focus of the department's efforts to establish compatibility with acknowledged comprehensive plans will be at the facility planning and project planning stages of the planning program. At these stages, the effects of the department's plans are more regional and local in nature, although some statewide effects are also present.

Copies of the adopted Oregon Public Transportation Plan will be distributed to DLCD, cities, counties, MPO's and participating state agencies, as well as to all interested persons and agencies who request copies.

## Transportation Planning Rule

The Land Conservation and Development Commission adopted the Transportation Planning Rule (OAR 660-12) to implement Statewide Planning Goal 12 (Transportation) and "to explain how local governments and state agencies responsible for transportation planning demonstrate compliance with other statewide planning goals".

The Transportation Planning Rule describes transportation planning as follows (Section 010):

(1) As described in this division, transportation planning shall be divided into two phases: transportation system planning and transportation project development. Transportation system planning establishes land use controls and a network of facilities and services to meet overall transportation needs. Transportation project development implements the Transportation System Plan (TSP) by determining the precise location, alignment and preliminary design of improvements included in the TSP.

Section 15 of the Transportation Planning Rule recognizes that ODOT's TSP is composed of a number of elements as described in the Department's State Agency Coordination (SAC) Program.

(1)(a) The state TSP shall include the state transportation policy plan, modal systems and transportation facility plans as set forth in OAR 731, Division 15.

The Oregon Public Transportation Plan is an ODOT modal system plan. The system plan is described in the SAC Program as follows:

These are the overall plans and policies for each mode of transportation. These plans evaluate system wide needs for transportation services, identify and classify facilities by function and importance to meet the needs, and establish policies for the system and each class of facilities. These policies may cover topics such as prioritization of resources across the system; allocation of resources between maintenance, preservation, operation and modernization; operational goals for classes of facilities; and relationship of facilities categories to land use. Modal Systems Plans are adopted by the Transportation Commission.

Section 15 of the TPR describes ODOT planning responsibilities under the statewide planning goals.

(1) ODOT shall prepare, adopt and amend a state TSP in accordance with ORS 184.618, its program for state agency coordination certified under ORS 197.180, and OAR 660-12-030, 035, 050, 065 and 070. The state TSP shall identify a system of transportation facilities and services adequate to meet identified state transportation needs.

Following are findings relating to each of the sections of the TPR that apply to ODOT.

Section 030 - Determination of Transportation Needs

Section 030 identifies the basic requirements for determining transportation needs as follows:

(1) The TSP shall identify transportation needs relevant to the planning area and the scale of the transportation network being planned including:

(a) State, regional and local transportation needs.

(b) Needs of the transportation disadvantaged.

(c) Needs for movement of goods and services to support industrial and commercial development planned for pursuant to OAR 660-09 and Goal 9 (Economic Development).

Since the Oregon Public Transportation Plan is at a statewide scale, it addresses the current status of public transportation service in the state and identifies system deficiencies. Forecasts are projected at the state level in order to assist planning agencies with their future forecasts of transportation needs. Needs are addressed in the aggregate.

The determination of transportation needs included in this plan is appropriate and sufficient for the level of decision making provided in the plan. The improvements included in the Oregon Public Transportation Plan provide a feasible and appropriate level of service to meet the minimum levels of service outlined in the Oregon Transportation Plan.

The plan addresses the needs of the transportation disadvantaged, and, in fact, makes service to this group the highest priority in OPTP Levels 1 and 2 for system development.

The plan is not a freight plan and so does not address policies and actions dealing with the need for the movement of goods and services, but does emphasize the movement of passengers.

The Oregon Public Transportation Plan addresses travel needs in urban, MPO and rural areas of the state and intercity passenger connections.

Section 035 - Evaluation and Selection of Transportation system Alternatives

Section 035 contains requirements for evaluating and selecting transportation system alternatives.

(1) The TSP shall be based upon evaluation of potential impacts of system alternatives that can reasonably be expected to meet the identified transportation needs in a safe manner and at a reasonable cost

with available technology. The following shall be evaluated as components of system alternatives:

(a) Improvements to existing facilities and services;

(b) New facilities and services, including different modes or combinations of modes that could reasonably meet identified transportation needs;

(c) Transportation system management measures;

(d) Demand management measures; and

(e) A no-build system alternative required by the National Environmental Policy Act of 1969 or other laws.

This section of the TPR also contains the following standards for evaluating transportation system alternatives:

(3) The following standards shall be used to evaluate and select alternatives:

(a) The transportation system shall support urban and rural development by providing types and levels of transportation facilities and services appropriate to serve the land uses in the acknowledged comprehensive plan.

(b) The transportation system shall be consistent with state and federal standards for protection of air, land and water quality including the State Implementation Plan under the Federal Clean Air Act and State Water Quality Management Plan.

(c) The transportation system shall minimize adverse economic, social, environmental and energy consequences.

(d) The transportation system shall minimize conflicts and facilitate connections between modes of transportation.

(e) The transportation system shall avoid principal reliance on any one mode of transportation and shall reduce principal reliance on the automobile. In MPO areas this shall be accomplished by selecting

transportation alternatives which meet the requirements in 660-12-035(4).

The analysis of needs and evaluation of alternatives in the Oregon Public Transportation Plan is sufficient to comply with the provisions of 660-12-030 and 035 for the decisions reached in this plan.

Section 050 - Transportation Project Development

This section contains requirements for transportation project development and references ODOT's administrative rule for state agency coordination OAR 731 Division 15.

Section 065 - Transportation Improvements on Rural Lands

This section includes requirements for making transportation improvements on rural lands. The Public Transportation Plan does not identify any improvements on rural lands.

Section 070 - Exceptions for Transportation Improvements on Rural Lands

The Public Transportation Plan does not identify any improvements on rural lands.

## Statewide Planning Goals

Goal 1 (Citizen Involvement) and Goal 2 (Land Use Planning) are addressed by ODOT's SAC Program. ODOT has complied with these goals by following its SAC Program procedures as described above.

The SAC Program describes a process of going from the general to the specific. The Public Transportation Plan is a modal plan which addresses system wide management strategies and policies. It does not identify specific areas that would be affected by improvements. Accordingly, several land specific goals do not apply. These include:

Goal 3 (Agricultural Land)
Goal 4 (Forest Lands)
Goal 5 (Open Spaces, Scenic and Historic Areas, and Natural Resources)
Goal 7 (Areas Subject to Natural Disasters and Hazards)

Goal 15 (Willamette River Greenway)
Goal 16 (Estuarine Resources)
Goal 17 (Coastal Shorelands)
Goal 18 (Beaches and Dunes)

According to the SAC Program these goals will be addressed during the development of facility plans such as corridor plans and project plans when specific future improvements and geographic impacts are identified.

Two goals have an indirect relationship to the Oregon Public Transportation Plan in that they have some connection to the evaluation of needs. The requirements of these goals, however, have no direct bearing on the Public Transportation Plan. These are:

Goal 8 (Recreational Needs)
Goal 10 (Housing)

A number of goals do affect system wide planning. These include:

Goal 6 (Air, Water and Land Resources Quality)
Goal 9 (Economic Development)
Goal 11 (Public Facilities and Services)
Goal 12 (Transportation)
Goal 13 (Energy Conservation)
Goal 14 (Urbanization)

These goals are all addressed by TPR requirements.

# Findings Of Compliance With The Oregon Transportation Plan

## The Purpose

The purpose of the Oregon Public Transportation Plan is to meet the requirements of the Oregon Transportation Plan for a modal plan for public transportation services.

## The Process

The Oregon Public Transportation Plan is part of the modal planning activities of the department and has been carefully coordinated between technical consultants and ODOT staff to assure compliance with the modal plan specifications found in the OTP. It is compiled to be used as a companion document to the OTP providing more detailed strategies for the public transportation mode. The Oregon Public Transportation Plan is considered a modal system plan and an element of the unified transportation plan as described in the *State Agency Coordination Program, December 1990.*

## Public Transportation Plan Advisory Committee

A Public Transportation Plan Advisory Committee was established to provide background, assistance and support for ODOT's professional staff and consultants in the course of this project. Members of this group represent MPO's, transit operators, local government and the private sector. The OPTP Advisory Committee played a lead role in the development of the policies included in Chapter III.

## Public Involvement

Public involvement in the process of plan development was strongly encouraged. A series of stakeholder interviews were conducted at the start of the planning process: Twenty-three community workshops were held to obtain citizen input, and five regional meetings were used to obtain public comment on the Draft Public Transportation Plan. The news media and other interested parties have been sent periodic updated information about the project.

## Oregon Transportation Plan Goals and Policies

The four goals described in the August, 1992 Policy Element of the OTP have been addressed by the Public Transportation Plan. Goal 1: System Characteristics of the current public transportation system are described in detail in Chapter IV. Characteristics of the system of 2015 are described in Chapter V. Goal 2: Durability, is addressed in Chapter II, especially in the discussion on growth and change. Goal 3: Economic Development, is addressed in the Goals, Policies and Strategies in Chapter III. Goal 4: Implementation, is discussed in the Chapter V section on the System of 2015 and in the Chapter VI discussion on plan implementation.