Oregon Transportation Plan Update

Background Paper:

Shifts in Direction for Public Transportation

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Background Paper: Policy Direction and New Paradigms for Public Transportation

The purpose of this paper is to present the opportunities and challenges for public transportation in Oregon and to discuss related policy direction of the Oregon Transportation Plan (OTP).

This paper presents a consideration of the paradigm shift that is occurring in public transportation. Specifically, this paradigm shift involves an increased focus on the customer, the customer's transportation experience, and the enhanced integration of transportation infrastructure, services, and the suite of related public agency goals (such as land use). This paper illustrates how principles of "paradigm shift" relate to public transportation and how they could be addressed in policies of the OTP update.

The paper presents the conclusions that:

- Public transit agencies in Oregon largely embrace the principles of this new paradigm. One agency focuses on the *total trip experience* and therefore implements principles that are just starting to be implemented around the nation.
- The overall transportation context of roads, railroads and other infrastructure is significant to implementing new directions for public transportation.
- More policy effort needs to be directed toward the interface between modes, facilities and services.

1. Public Transportation in Oregon

There are more than 230 public transportation providers[1] in Oregon, including large transit districts (such as TriMet and Lane Transit), local governments, non-profit and for-profit organizations, such as privately owned intercity bus service operators. In Oregon's larger urban areas, such as Portland, Salem, Eugene, and Medford, transit agencies provide the majority of public transportation services. Smaller cities and rural areas are served by community public transportation services and subsidized taxi services. There are special needs transportation providers for elderly and disabled persons in every Oregon county.

Public transportation services are operated by local agencies, private operators and Amtrak. In broad terms, the state's role in public transportation involves planning, funding and coordination. Public transportation services overseen by the Oregon Department of Transportation (ODOT) include: public transit, special needs transportation, transportation demand management, intercity passenger transportation, and planning and capital programs. ODOT also coordinates public transportation

[1] Oregon Public Transportation Plan (1997). This paper does not include air services as a component of public transportation.

program with other state agencies' programs (e.g., Department of Energy, Department of Environmental Quality and Department of Land Conservation and Development).

Planning and operation of public transportation services relies on cooperation and integration among the various state, regional, local agencies and private firms involved in public transportation. One of the policy implications of the new paradigm discussed below deals with enhancing cooperation and integration among these entities involved in planning, funding, and operating public transportation services.

Table 1 presents the major public transportation services and their governance; and state, local, and regional roles.

Table 1 – Public Transportation Services and Governance

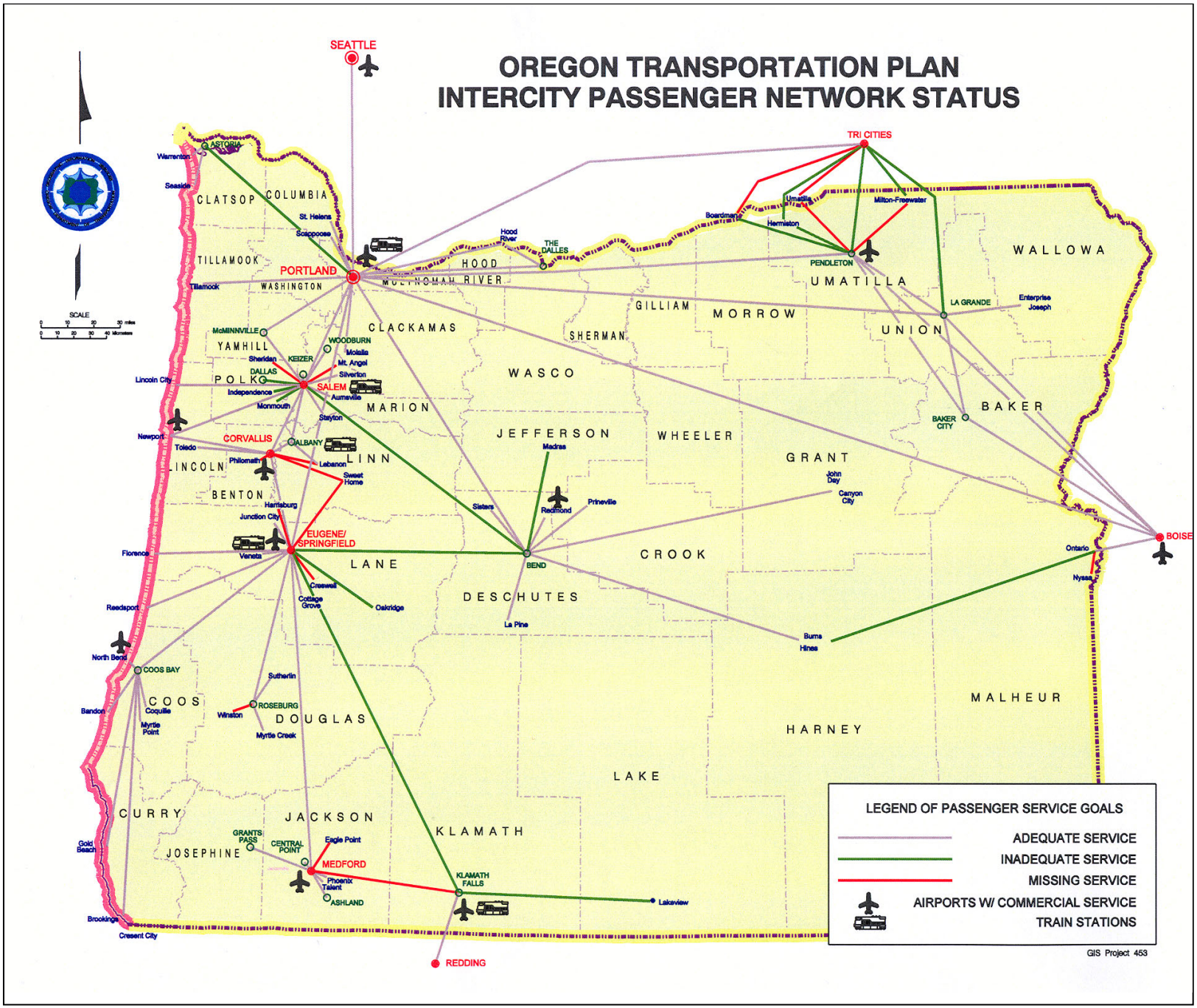
Service	Governance	ODOT/State Role	Local/Regional Role(s)
Intercity Pass. Rail	Amtrak	Coordination, planning, funding	Coordination
Intercity Bus	Private providers	Coordination, planning, funding (?)	Coordination
Metropolitan Area Transit	Pubic transit agencies	Coordination, (fleet management), funding	Metropolitan planning (MPOs), local government integration/coordination
Rural/Small City Transit	Local agencies/private providers	Coordination	Planning and integration, coordination with metro area transit agencies where applicable
Special Needs	Local providers (public and private)	Coordination and funding	Coordination

Intercity Bus and Rail Services

Intercity passenger service in Oregon includes Amtrak passenger rail and intercity bus services. Amtrak operates the Amtrak Cascades corridor service between Eugene and Vancouver, BC, as well as the long-distance service that serves some communities in Oregon. Corridor train service is supplemented by Amtrak Thruway bus service in the Eugene-to-Portland corridor. Private bus operators provide intercity bus services throughout Oregon, both scheduled regular route and commuter type services. Figure 1 on the following page illustrates major intercity public transportation corridors and services in Oregon.

According to ODOT's 2001 Intercity Passenger Transportation Program Biennial Report, the most comprehensive intercity transportation services are between cities in the Willamette Valley on the I-5 corridor (specifically, Eugene, Albany/Corvallis, Salem, and Portland).

Figure 1


OREGON TRANSPORTATION PLAN
INTERCITY PASSENGER NETWORK STATUS
SEATTLE
TRI CITIES
PORTLAND
BOISE
REDDING
CLATSOP
COLUMBIA
TILLAMOOK
WASHINGTON
HOOD RIVER
MULTNOMAH
CLACKAMAS
YAMHILL
POLK
MARION
LINCOLN
BENTON
LINN
LANE
COOS
DOUGLAS
CURRY
JOSEPHINE
JACKSON
KLAMATH
LAKE
DESCHUTES
CROOK
JEFFERSON
WASCO
SHERMAN
GILLIAM
MORROW
UMATILLA
WALLOWA
UNION
BAKER
GRANT
WHEELER
HARNEY
MALHEUR
ASTORIA
Warrenton
Seaside
St. Helens
Scappoose
Tillamook
Hood River
THE DALLES
Boardman
Umatilla
Hermiston
Milton-Freewater
PENDLETON
LA GRANDE
Enterprise
Joseph
BAKER CITY
McMINNVILLE
WOODBURN
Sheridan
KEIZER
Molalla
Mt. Angel
DALLAS
Silverton
SALEM
Independence
Aumsville
Monmouth
Stayton
Lincoln City
Newport
Toledo
CORVALLIS
ALBANY
Philomath
Lebanon
Sweet Home
Madras
Sisters
Redmond
Prineville
John Day
Canyon City
Harrisburg
Junction City
EUGENE/
SPRINGFIELD
Veneta
Florence
Creswell
Cottage Grove
Oakridge
BEND
La Pine
Burns
Hines
Ontario
Nyssa
Reedsport
North Bend
COOS BAY
Coquille
Myrtle Point
Bandon
Sutherlin
ROSEBURG
Winston
Myrtle Creek
Gold Beach
Brookings
Crescent City
GRANTS PASS
CENTRAL POINT
Eagle Point
MEDFORD
Phoenix
Talent
ASHLAND
KLAMATH FALLS
Lakeview
LEGEND OF PASSENGER SERVICE GOALS
ADEQUATE SERVICE
INADEQUATE SERVICE
MISSING SERVICE
AIRPORTS W/ COMMERCIAL SERVICE
TRAIN STATIONS
GIS Project 453

Intercity public transportation services meet the minimum OTP levels of service for these communities. (Level of service standards are discussed in the section below, "Public Transportation Policies of the OTP".) Smaller communities, particularly those outside I-5 or passenger rail corridors, have limited access to services. Figure 1 illustrates that there are several areas and corridors where service is lacking or the service does not meet OTP level of service standards.The intercity passenger bus system serves the state with very little financial support from state or federal sources.

Amtrak provides rail passenger service in the Willamette Valley through its Eugene to Portland Amtrak Cascades service, which includes three daily round trips between Eugene and Portland (this service continues on to Seattle).

Large Urban Area Transit

Urban mass transit is provided by transit districts in Oregon's metropolitan areas (i.e., with populations greater than 100,000). Table 2 below describes transit services in the metropolitan areas in Oregon. These districts provide fixed route services with complementary Americans with Disabilities Act (ADA) services. Two of the districts, TriMet and Lane Transit, obtain significant revenue from payroll taxes, while Salem Area Transit and Rogue Valley obtain local funding only from property taxes.

Table 2 – Public Transit Agencies in Oregon Metropolitan Areas

Metro Area/System	Services	Annual Ridership (2002)
Portland/TriMet	Bus, Light Rail	100,219,462
Eugene/Lane Transit	Bus, Bus Rapid Transit	8,692,496
Salem/Salem Area Transit	Bus	4,829,278
Medford/Rogue Valley Transit	Bus	922,847

Source: National Transit Database (www.ntdprogram.com)

Small City and Rural Transit

Several smaller communities in Oregon have transit districts that offer regular, fixed-route and demand-responsive transit services for the general public (e.g., Basin Transit Service in the Klamath Falls area). Other smaller communities have demand-responsive services, or offer subsidized taxi service. Generally, transit in small communities provides mobility to those persons that don't have the option to drive (in contrast to larger urban systems that effectively offer both mobility for non-driver and a mobility choice for others who have an option to drive).

The City of Wilsonville, while in the Portland metropolitan area, operates a transit system separate from TriMet that provides fixed route services in Wilsonville that connect with TriMet park and ride lots, as well as service to Salem.

Special Needs Transportation

Service providers state-wide provide specialized transportation services for the elderly or disabled who cannot drive or afford to drive. Oregon was the first state in the country to provide elderly and disabled transportation services in all counties. Under the ADA, transit districts must offer special needs transportation in all routes/corridors with regular transit services. Special needs transportation services are provided by transit districts, local government agencies, and private services. ODOT oversees grants to transit districts, local governments and other providers to support and improve the quality and quantity of special needs transportation services.

Funding Public Transportation

As shown in Table 3, public transportation services in Oregon are funded from a variety of sources. All modes require operating subsidies to maintain the level of service currently provided. Except for Amtrak, these have generally been the responsibility of the local agency providing the service, with assistance from the state for special needs transportation (elderly and disabled) and from the Federal Transit Administration for small city and rural systems.

State and federal funding has been very important to capital costs, including bus purchases and extension of light rail. The state's role has been to oversee federal transit assistance except in large metropolitan areas, provides financial assistance to special needs services and has provided financial assistance through lottery-backed bonds for light rail corridors. The state also has made it a policy to take full advantage of the flexibility of TEA-21 funding to assist capital needs of transit.

Table 3 – Predominant Funding of Public Transportation In Oregon

Service	Operating Costs	Capital Costs
Intercity Passenger Rail	Passenger Fares Amtrak State Operating Subsidy	Amtrak State Lottery Funds
Intercity Bus (Private)	Passenger Fares Public Operating Subsidies	Private Capital
Metropolitan Area Transit	Passenger Fares Local Payroll or Property Tax	Retained Earnings Federal Funds State Lottery Funds
Small City/Rural Transit	Passenger Fares Local General Funds (Mainly property tax) Federal Funds	Federal Funds State General Funds
Special Needs	Local special needs programs State Special Transportation Fund (cigarette taxes) Local general funds	Federal funds State General Funds

2. New Paradigms[2] in Public Transportation

Oregon's public transportation providers are recognized as models of innovative agencies. Many Oregon transit providers have already embraced paradigms discussed in this document. Nevertheless, for the purpose of understanding the future direction of public transportation, the "New Paradigms" research is instructive.

Businesses and industries around the world are undergoing fundamental changes in response to a variety of factors. These same factors also impact the transportation sector, including public transportation organizations and how they do business. Recent assessments of these changes reveal a number of common themes across business sectors and transportation organizations regardless of mode, including:

- Renewed emphasis on the quality of the customer's experience as the top strategic organizational focus
- A clearer separation and distinction in organizational structure between strategic responsibilities focused on the quality of the customer's experience (a "corporate" focus) and the accountability for actual production of services (an "operating unit" focus)
- New systems of performance measurement that balance measures of the quality of the customer's experience with measures of how efficiently resources are used
- Expanded use of partnerships, alliances and collaborative arrangements among formerly independent—and often competitive—organizations to ensure improved customer experience and enhanced use of assets
- Introduction of state-of-the-art information technologies to enhance responsiveness by supporting real-time communication with both customers and partners

The result in many cases has been fundamental change in organizational structures (including emerging examples in public transportation organizations) and business processes, reassessment of critical skills, greater collaboration, and greater shared use of resources.

Shifts and Trends in Public Transportation

Since the 1960s, when transit systems began to shift from private to public ownership, the operating paradigm for public transportation has typically featured four major characteristics:

- Transit has been operated directly by local governments or independent single-purpose agencies (i.e., special districts), independent of other travel modes

[2] Cambridge Systematics has summarized the 50 state transit programs in a consistent format through a series of TCRP exercises overseen by AASHTO and APTA. The most complete version of these summaries was published as TCRP Research Results Digest Number 60, July 2003. This material is drawn from TCRP Report 97, "Emerging New Paradigms: A Guide to Fundamental Change in Local Public Transportation Organizations"

- Services have been provided with assets owned by the agency, usually 35- to 45-foot buses and rail cars, operating on fixed routes and schedules, some unchanged for decades
- Management has been highly centralized, with a persistent cost-revenue squeeze and labor-management tensions
- Performance has been measured largely by internal operating efficiency and annual budget adherence

Public transportation organizations around the world, and increasingly transit agencies in the United States, are beginning to reinvent themselves. The changes are occurring along six major dimensions, as shown in Table 4.

Table 4 – Dimensions of Change for New Paradigms

1	**Mission shift**	Core mission shift from simply providing a form of capacity with owned assets, to a broader responsibility for managing mobility through the use of a range of assets regardless of ownership.
2	**"Obsession" for the customer**	Measures of success and performance are increasingly focused on the quality of the customer's experience.
3	**Collaboration**	Collaboration across modes, organizations and jurisdictions as a fundamental strategy in managing mobility and ensuring a quality travel experience.
4	**Integration**	Integration of assets, services and business functions across many organizations.
5	**Information technology**	Effective links to customers and partners are dependent on deployment of state-of-the-art information technologies such as universal fare systems, real-time, on-street customer information, and unified scheduling and dispatching systems.
6	**Organizational structure change**	New business units, functions, skills and business processes are inevitable with change in these other dimensions.

Progress across any of these dimensions can be thought of as the following progression:
from ***conceptual thinking*** about prospective changes…
to ***formal planning*** for fundamental change…
to ***limited introduction*** of fundamental changes…
to ***full implementation*** of fundamental changes.

The result of this progression, in general terms, is a move away from thinking of the transit agency as merely a "provider of capacity," toward a view of the transit agency as a "manager of mobility"' in the region. In the emerging *new paradigm*:

- The client deals with an integrated service provider that is concerned with the door-to-door trip
- Information technology is used to design, track, and evaluate the services provided
- Modal capacity need not be provided on the dedicated assets of the company

Agencies across the nation have charted their progress toward a new paradigm, revealing emerging examples of fundamental change in transit agencies of all sizes. Examples of these shifts from public transportation providers are presented below. In each of the examples, a firm commitment has been made to pursue a new paradigm in the design and delivery of transit services. However, the agencies involved are at different stages along the path to a new paradigm and are proceeding at different paces.

- **TriMet** has been on the forefront of incorporating the concepts embodied in the paradigm shift. One example is TriMet's Transit Investment Plan: It promotes the "total transit system/total trip" approach that attempts to focus on the transit riders' total transit experience (i.e., all aspects of their travel that involves public transit). This approach not only considers the frequency and reliability of the transit service, but also the availability of useful customer information, pedestrian access to and from transit (e.g., sidewalks and roadway crossings), and the overall experience during all elements of the rider's trip. This approach has led to increased cooperation between TriMet and state and local government agencies responsible for the elements that relate to the total trip, that is, the agencies responsible for roadways, sidewalks, bike lanes, traffic signals, etc.
- **VIATrans** in Boise, Idaho, was formed in 1998 to oversee a regional system of coordinated services involving eight regional providers, both public and private. The VIATrans board is a coalition of broad-based regional interests, and its mission is moving people without regard to mode. The quality of the customer experience will be the primary measure of success, and a strategic plan is underway to develop the process and measures to sustain a customer focus. The deployment of new information technology, including universal fare media, will also be a focus of the strategic planning effort.
- In Salt Lake City, **Utah Transit Authority** (UTA) is poised to embark on a wholesale reorganization on the heels of its highly successful management of the 2002 Winter Olympic transportation system. Broader responsibility and greater autonomy will be given to a new independent set of operating units defined by mode and geography. A smaller UTA central staff will focus on the set of more strategic responsibilities with a greater focus on market research, the quality of the customer experience, and the integration of services. A collaborative "guidance team" has been in place for five years to direct collaboration and integration initiatives and new real-time information technology is being deployed to ensure full integration of bus and light rail services.
- In Savannah, Georgia, **Chatham Area Transit** (CAT) has begun a series of formal steps and activities aimed at shifting its mission and scope from a city service provider to a multicounty and multistate "mobility enterprise." Leadership training is underway to shift the CAT "culture" to one focused on the quality of the customer experience, and broad-based efforts are underway to build and sustain collaborative relationships in advance of efforts to introduce new information technologies that link customers and service providers across modes, organizations and jurisdictions.

Policy Implication of New Paradigms

The new paradigms research suggested three broad areas of transportation policy that should be addressed to support the emergence of a new paradigm for public transportation:

- Focus first on operations and how it affects the current and potential customer. This approach will shift focus from construction of new capacity to "infostructure" and operations and management. New capital investment is then seen as supporting and optimizing operations to provide the total trip experience of the customer and potential customer.

- Focus on coordination and integration of all services and facilities affecting the customer's experience, not just those owned and operated by the transit agency. Within this new paradigm, for instance, the relation of roads, sidewalks and traffic operations becomes a critical factor in evaluation of urban transit operations. In rural areas, the information systems through which customers access information and reservation systems become significant elements along with the number of vehicles and times of operation.

- Transit funding at all levels might also be reshaped to support the paradigm shift by:
  - Ensuring that transit capacity requirements will be met over a multimodal system
  - Supporting the significant integration costs across facilities, equipment, services, functions, etc.
  - Facilitating broader and faster deployment of transit "infostructure"
  - Offsetting some of the costs of significant organizational change
  - Loosening constraints that discourage collaboration and integration
  - Revising funding eligibility rules so that necessary or essential activities across the dimensions of change (that might otherwise not be eligible) might be made eligible.

Benefits of the "New Paradigm"

There are several important benefits to public transportation providers and government agencies in adopting the principles of the new paradigms. These include:

- More effective public transportation services.
- Increased transit ridership.
- Attraction of "choice riders" – that is, those riders who choose transit over other modes. In general, transportation system benefits accrue from attraction of choice riders, since single-occupant vehicle trips are reduced.
- System optimization through mobility management can be cost effective in comparison to adding roadway capacity.

3. New Directions for Public Transportation in Oregon

Many of Oregon's public transportation system agencies have been implementing elements of the new paradigm, which has, in turn, improved transit efficiency and quality. Examples of programs that have embody the new paradigm include:

- New and expanded transit services, such as Lane Transit's Bus Rapid Transit, TriMet's Light Rail system expansions, and the Washington County Commuter Rail demonstrate coordination among providers and other agencies.
- The Governor's Economic Recovery Team provides a forum that could be very helpful in promoting new paradigm concepts.
- TriMet's experience with planning and service delivery illustrates how some of the new paradigm concepts have been applied to public transportation. TriMet's service planning seeks to integrate all elements of the rider's trip. For example, work in the 57 – Tualatin Valley Highway/Forest Grove line in Washington County seeks to address access issues for riders that include lack of sidewalks and dangerous roadway crossings (for pedestrians). TriMet is working with ODOT and local governments to address these issues.

Implications for Governance

This new direction for public transportation does not imply a particular form of governance for transportation providers. However, any governance system must have several characteristics:

- Customer focus
- Ability to affect operations as related to the customer, as well as capital investment
- Flexibility to coordinate services and facilities with other transportation and infrastructure providers/operators to improve the effectiveness of the customer experience
- Ability to manage funding consistent with this new approach. The agency needs a dedicated/reliable source to plan changes in operations and the flexibility to coordinate capital and operation improvement, even if that means contracting with other providers

Barriers to adopting the new paradigm's direction on governance stem largely from the traditional separation of highway/roadway and transit systems. Cooperation and integration among public transportation providers and local and state agencies is crucial to affecting a total trip approach for transit riders. The new paradigm's direction on inter-governmental cooperation and integration has been realized in many elements of public transportation in Oregon, such as TriMet's Transportation Investment Plan and new corridor services. Also, funding systems are frequently not able to manage funding consistent with the new paradigm approach.

Implications for Planning and Service Delivery Areas

This new approach to transportation would seem to imply an approach to service delivery and planning areas in which the planning and service delivery areas reflect the "travel shed" of customers. For regional transit systems this is largely the case, with some notable exceptions. In both Salem and Portland, some of the providers of small city connections to the core area are outside of the district. Wilsonville, for instance, is an independent district from TriMet and Dallas, Silverton and Stayton, from which many commuters travel to Salem are outside the Salem district's boundaries. In the case of Wilsonville there is a positive side to this tension as the provider has a very direct connection to the primary customer. In these cases, the new paradigm focus on the total trip experience should encourage integration of the small city connection provider with the agencies administering transportation, transit, and land use in the areas served by those providers. For example, the trip experience for riders on Wilsonville's system making a connection to TriMet depends on both systems.

In addition, changing commute and travel patterns require rethinking of traditional geographic and political boundaries of service areas. For example, employment centers have shifted to less dense suburban locations that are not well served by traditional suburb-to-center city transit spokes. The proposed Washington County Inter-Urban Commuter Rail line is one response to these changing patterns. This unique system would provide suburb-to-suburb, peak period service between Wilsonville and Beaverton, with a linkage to TriMet's westside light rail line and bus service.

Small city and rural transit providers are, by their nature, needs-based and generally provide demand-responsive services, largely to transit-dependent persons. For small city and rural systems the application of the new paradigm to service delivery areas would also involve integration of services associated with the total trip experience. While small area and rural provider services are geared more toward providing mobility for riders without other travel options (as opposed to attracting "choice riders"), consideration of access and land use elements of the riders' total trip experience adds to the effectiveness of small community providers.

Intercity services present a different set of challenges, because coordination and planning of services crosses state lines and includes private operators. The Amtrak Cascade trains have an effective cooperative arrangement between the states of Oregon and Washington which has resulted in effective planning and service delivery within resources. For intercity buses the emphasis continues to be on state coordination of services. The question remains whether a different distribution of responsibility might yield either better coordination with local transportation systems with which intercity services should coordinate or interstate agreements that provide for planning and assistance across state lines.

4. Public Transportation Policies of the OTP

The policy framework for public transportation in Oregon is addressed in several elements of the 1992 OTP and the 1997 Oregon Public Transit Plan (OPTP).

Public transportation policies of the OTP are very broad and recognize the role and influence of public transportation within the various facets of the state's transportation system. The OTP's policies for public transportation include promoting accessibility to transportation; encouraging fuel-efficient modes; and enhancing livability by reducing congestion and vehicle miles traveled. The characteristics of the public transportation system embodied in the OTP include:

- Balance and efficiency with respect to modes, corridors, and customers
- Accessibility
- Connectivity among places and modes
- Stability and reliability

The OTP also addresses public transportation with respect to livability (supporting transportation-efficient land use, providing mobility within and among places, providing connections for multiple modes, and supporting environmental goals). These policies and goals are generally consistent with the concepts of the new paradigm.

The OPTP is an element of the OTP and provides the modal plan for public transportation. The OPTP provides specific policies and benchmarks for the state's public transportation program. Public transportation is dependant on the cooperation and integration of the federal, state, regional, and local programs, and involves public and private sector providers. As such, public transportation involves ODOT and other state agencies (e.g., the Department of Human Services), metropolitan planning organizations, local and regional transit agencies, local governments, and private transportation service providers.

Policy Development in the OTP Update

In general, the *policy framework* of the OTP appears to be consistent with the direction of the state's public transportation programs and new paradigms. There are, however, several areas in which existing policy could be strengthened by integrating new concepts.

Mobility Management

The shift in public transportation from agencies being *providers of capacity* to *managers of mobility* relates to all modes and entities involved in transportation. Concepts of mobility management could be integrated OTP policy goals related to system characteristics, livability, and implementation.

Mobility management also entails a cultural shift from transportation policies focused on building accessibility and mobility to policies that look to manage and optimize existing systems.

Implementation

Integration and cooperation among all public and private entities involved in planning, funding, and providing transportation infrastructure and services is key to providing the total trip approach to public transportation. Existing barriers or constraints to transit ridership can be elements of the transit service within a given corridor (schedules, frequencies of service, etc.), but could also be related to accessibility of riders to the transit services, related to sidewalks, unsafe pedestrian crossings, location of transit centers, etc.). The integration of planning and investments to address service and accessibility require cooperation of transit providers as well as state and local government agencies responsible for roadways, sidewalks, and land use.

Transportation Equity

Transportation equity is an increasing concern for states and regions. Similar in concept to environmental justice, *transportation equity* is the concern that the distributions of the burdens and benefits of public investments in transportation are shared equitably between income classes and racial and ethnic groups. Transit can play a key role because it is often more focused on low income groups than other investments such as suburban arterial roads.

Sustainability

Because of the environmental and social benefits of transit, it is a natural contributor to sustainability. This should be explicitly recognized in policy. In addition, development and expansion of transit should itself be pursued along sustainability principles.

Performance Measures for Public Transportation

As discussed previously, the 1992 OTP contains two sources of implicit performance measures for transit. First, the document contains transportation benchmarks, which were addressed by the plan. Second, the minimum levels of service described in the plan's system element also provide measures of performance. These measures are summarized in Table 4 (Attachment 1 provides a detailed description of the OTP's level of service standards for public transportation).

Table 5 – Transit-Related Performance Measures from the 1992 OTP

From "Oregon Benchmarks Addressed by the OTP"	
Urban Mobility	Percentage of Oregonians who commute to and from work during peak hours by means other than a single occupancy vehicle
Air Quality	Percentage of Oregonians living where the air meets government ambient air quality standards
Livability	Transit hours per capita per year in Oregon metropolitan areas
Economic Prosperity	Percentage of Oregonians living in communities with daily scheduled intercity passenger bus, van or rail service
Minimum Levels of Service	
Intercity Passenger Services	
	Frequency of intercity services by market size
	Connectivity of local transit and special needs services to intercity services
	Degree to which intercity transit terminals (bus and train stations) are intermodal and open to all providers
	ADA compliance for intercity services
Intercity Rail	Type and frequency of service by market size
Urban Transit	Frequency and capacity of service by corridor and area, by market size

The existing OTP benchmarks generally address the types of results that are desired under the new paradigm. In addition, the following public transportation evaluation measures should be considered in updating the OTP:

Mobility Management

- Lack of barriers and ease of access to and from public transportation.
- Availability information to riders that enhance the total trip.
- Number of transit rides per person in "non-transit dependent" population (i.e., "choice riders")
- Percentage of senior and disabled population who can access shopping and medical services through normal (not special needs) transit
- Special needs rides provided per senior citizen and disabled person in the population

Implementation and Sustainability

- Capital investment in public transit facilities and equipment.
- Investment in transit-related infrastructure and access improvement (e.g., sidewalks, signals to address dangerous roadway crossings, etc.)
- Coordination among transit, transportation, land use, and human services agencies in service planning and delivery.

5. Conclusions

Public transit and transit policy in Oregon is well developed but can be improved. Oregon public transportation service providers and government agencies have been implementing the concepts embodied in the new paradigm. Transit agencies in particular are shifting their planning and operations to focus on the customer and manage mobility consistent with the new paradigm.

Obstacles exist to implementation of changes. Areas of improvement would include enhanced inter-governmental cooperation and integration in planning and funding public transportation as an element of overall mobility; better defining the role of transit in sustainable development; and in better defining mobility in terms of a new paradigm which considers total trips and total mobility as opposed to simply the transit linkages. These improvements would be relevant to urban and small city/rural, intercity, and special needs public transportation providers.

Attachment 1

OTP Public Transportation Level of Service Standards	
Public Transportation Mode	**Minimum Level of Service Standards**
Intercity Bus	• Service should be available for incorporated city or groups of cities within 5 miles of each other with population greater than 2,500 and located at least 20 miles from the nearest Oregon City with a larger population. Services should allow round-trip to be made within one day. • Coordinate local transit & special needs services with intercity bus services. • Bus terminals should be publicly controlled to ensure all carriers have access.
Intercity Passenger Rail	• Offer frequent schedules through trains, feeder bus networks with convenient connections, and aggressive marketing/amenities programs to stimulate changes in transportation preferences and per capita reduction in highway travel. • Have reliable on-time arrivals (within 15 minutes of published schedules). • Create Seattle to Eugene corridor. • Develop high speed (110 to 125 mph) passenger rail service. • Use incremental improvements to mainline railroad to increase passenger speeds where there is the potential for high rider volumes. • Cooperate with adjacent states to assure concurrence and cooperation in developing rail projects tied to a regional rail network. • Coordinate intercity bus and local transit services coordinated with intercity rail services to provide timely and convenient connections.
Urban Transit – Metro Area Population >1 million (Portland metropolitan area)	• Increase service to assure that transit has a substantial role in enabling the area to meet Goal 12 requirements for reduction of vehicle miles traveled. • Provide service to all parts of the urbanized metropolitan area. • Provide high-capacity transit with separate rights-of-way in all interstate corridors and other highway corridors of statewide function with level of service E or worse. • Provide service frequencies on all routes of one-half hour at peak periods and one hour at off-peak periods (or provide guaranteed ride home services). • Provide park-and-ride facilities along major rail or bus corridors. • Provide regular and convenient connections to intercity modes and terminals. • Provide service to transit oriented development sufficient to achieve the transit related use goals of the development. • Urban areas with population greater than 2,500 within 20 miles should have at least peak hour transit service to the metropolitan area.
Urban Transit – Metro Area Population <1 million (Salem, Corvallis/Albany, Eugene, and Medford)	• Increase service to assure that transit has a substantial role in enabling the area to meet Goal 12 requirements for reduction of vehicle miles traveled. • Provide service to all parts of the urbanized metropolitan area. • Provide high quality transit services in all interstate corridors and other highway corridors of statewide function with level of service E or worse. • Provide service frequencies on all routes of one-half hour at peak periods and one hour at off-peak periods (or provide guaranteed ride home services). • Provide park-and-ride facilities along major rail or bus corridors. • Provide regular and convenient connections to intercity modes and terminals. • Provide service to transit oriented development sufficient to achieve the transit related use goals of the development. • Urban areas with population greater than 2,500 within 20 miles should have at least peak hour transit service to the metropolitan area.
Urban Transit – Metro Area Population >25,000 (e.g., McMinnville, Grants Pass, Redmond, and Bend)	• Urban transit services should be available to the general public to provide a modal alternative to automobile travel.