BEFORE THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY

IN THE MATTER OF THE
COORDINATED PUBLIC TRANSIT
HUMAN SERVICES
TRANSPORTATION PLAN

ORDER

DOUGLAS COUNTY OREGON
FILED
SEP 11 2013

PATRICIA K. HITT, COUNTY CLERK

The Board of Commissioners of Douglas County (the “Board”) hereby orders as follows:

The Board approves the attached 2013 revision to the Coordinated Public Transit Human Services Transportation Plan.

Dated: September 11, 2013.

BOARD OF COUNTY COMMISSIONERS
OF DOUGLAS COUNTY

By
Chair
By
Commissioner
By
Commissioner

APPROVED AS TO FORM

By
County Counsel
Date 9/6/2013
August 27, 2013

Douglas County Board of Commissioners
Douglas County Court House
1036 SE Douglas Ave.
Roseburg, OR 97470

Dear Board

It is my pleasure; as the newly elected Chairperson, to report to you the actions of this committee on the August 21, 2013 meeting. The Special Transportation Advisory Committee reviewed and approved the Douglas County Coordinated Public Transit Human Services Transportation Plan 2013 Revision. This plan was unanimously approved by the committee.

We hereby submit to you the Douglas County Coordinated Public Transit Human Services Transportation Plan 2013 Revision for your review, consideration and approval at your next meeting of the Douglas County Board of Commissioners on September 11, 2013.

As Attested By,

Robert Jacobson
STAC Committee Chairperson

Peggy Madison
9-2-13
COORDINATED PUBLIC TRANSIT
HUMAN SERVICES
TRANSPORTATION PLAN
2013 REVISION
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EXECUTIVE SUMMARY

We created the 2013 Douglas County Coordinated Public Transit Human Services Transportation Plan using current transportation data, but also included some information from other transportation documents dating back to 1995. The 2013 plan identifies our local public and private transportation providers and the human service agencies that utilize them and will also serve as a planning document to support existing services and providers and to provide direction for new opportunities that may occur in the future.

For the remainder of this document, The Douglas County Coordinated Public Transit Human Services Transportation Plan will, for the sake of brevity, be referred to as “The Coordinated Plan.”

It is our hope that The Coordinated Plan will serve as a platform for the expanded dialogue and collaboration between human service agencies and transportation providers with the goal of identifying and then meeting the transportation needs of Douglas County residents. The Coordinated Plan is intended to identify the transportation needs of all Douglas County residents including those who may have special transportation needs such as older adults, persons with a disability, veterans, and those with a low income.

SECTION 1 Provides a glimpse into the history of the Douglas County Transportation System as well as a brief overview of Douglas County population and demographics numbers.

SECTION 2 Describes the purpose and objectives of The Coordinated Plan and outlines the public involvement used in the development of The Coordinated Plan.

SECTION 3 Provides a broad inventory of the types of existing transportation resources and services.

SECTION 4 Overview of transportation accomplishments, unmet transportation needs and future transportation goals.
SECTION 1: Public Transportation History and Demographics

History of Douglas County Public Transportation

To help us appreciate the coordination environment between public transit and human service agencies within Douglas County today, it is beneficial to take a look back to significant events beginning in the 1940’s, when Roseburg Transit Company provided the first public transportation in Douglas County.

One Douglas County transportation landmark was the public transportation program initiated by the Douglas County Health and Social Services Department in 1986 to meet the growing needs of older adults and people with disabilities.

The passage of the Americans with Disabilities Act of 1990 (ADA) was pivotal as it defined access to public transit as a fundamental right for people with disabilities. Across the country public transit systems wrote plans and redesigned services in order to comply with the new law. At present, U-Trans operates accessible fixed-route and commuter bus service in Douglas County. In addition, the special mobility needs of many Douglas County residents are met by a combination of U-Trans Complementary Paratransit and the Douglas Rides Community Transportation demand response services.

The following is a summary of the history of public transportation in Douglas County. The majority of the chronology was prepared by the Douglas County Planning Department in January 2005.

1940 – 1956 Roseburg Transit Company
Private bus company that operated one vehicle on a regular schedule. No subsidies or franchise. System reportedly failed because of high maintenance costs and loss of ridership.

1957 – 1963 Roseburg City Bus Company
Private bus company operating three small buses later reduced to two running on a fixed-route loop. Franchise operation with the City of Roseburg, which was terminated due to excessive operating costs, scheduling problems and increasing debt.

1963 Evergreen Bus Lines
Privately operated service that ran passenger vans over four fixed-routes. Failed due to insufficient ridership and operating costs.

1976 – 1984 Pumppqua Pumpkin Ride
Public bus system operated by the City of Roseburg. Financing was obtained through state and federal grants plus a city levy. Service was terminated after failure to pass a third three-year levy.
1976 – 1982  Tri-River Trolley  
One mini-bus public transit system operated by the City of Reedsport. Financing was dependent upon federal funds. Transit system was discontinued due to low ridership and lack of funding.

1986 – 1996  Douglas County Special Transportation Program (STP)  
Operated by Douglas County Health and Social Services Department. STP provided an extensive demand/response and van service to older adults and people with disabilities located throughout the county, including Reedsport, Glendale and Glide. In 1996, the entire Special Transportation Program was transferred to the Umpqua Regional Council of Governments (URCOG).

1996 – 2008  Umpqua Transit (UT)  
Operated by URCOG until July 2006 when ownership and operation of UT was assumed by Douglas County. UT provided fixed-route, commuter, and Dial-a-Ride service in the Roseburg, Sutherlin, Winston, Reedsport, Winchester and Gardiner communities.

2006-Present  Douglas County  
Douglas County continued operation and oversight of the community demand response programs. At present, demand response service, under the brand/logo of Douglas Rides Community Transportation, provides transportation services to the Glendale, Azalea, Elkton, Drain, Yoncalla, Gardiner, Winchester Bay, Reedsport, Roseburg, Myrtle Creek, Riddle, Tri-City, Canyonville, Sutherlin, Oakland and Winston areas.

2008-Present  Umpqua Transit/U-Trans  
On August 1, 2008 United Community Action Network (UCAN) took over operation of the Umpqua Transit System, which consists of fixed route, commuter, and paratransit services. The transit logo/brand was changed to U-Trans.

Douglas County Population and Demographics
Douglas County is a large rural county with a land area of 5,036.08 square miles. According to the 2010 US census, Douglas County has a total population of 107,667. That equates to a population density of 21.4 persons per square mile.

The majority of the population is concentrated in the communities that are located along the I-5 corridor. That being said, it is not surprising that the majority of public transportation options are also found to be located along the I-5 corridor, with the
exception being the coastal city of Reedsport. Reedsport residents enjoy local demand response service and weekly intercity bus service to the Coos County city of Coos Bay. Douglas County’s largest population concentration is found in the greater Roseburg area.

In a 2012 report, funded by the Community Transportation Association of America (CTAA) and prepared by Transit Marketing LLC, it was reported that 21% of Douglas County residents are 65 years of age or older. A 2010 American Community Survey revealed that 45% of the Douglas County residents over the age of 65 have a disability.

15.6% of Douglas County residents have income levels below the poverty line. The median household income for Douglas County residents is $40,501.00. The average mean travel time to work is 20.1 minutes. According to the Bureau of Labor statistics, as of 2012, Douglas County unemployment was at 12.4%.

As “baby boomers” continue to enter the retirement ranks we can expect that the need for public transportation options will continue to increase as well. When combined, the large geographical area and population demographics of Douglas County will make meeting the transportation needs of Douglas County residents, both now and in the future, challenging.

**Transit Dependency**

In a general sense it can be stated that, in order to enjoy a balanced and independent lifestyle, all Douglas County residents have similar basic transportation needs. While certainly not an all inclusive list, transportation destinations that could be classified as “basic transportation necessities” would be; shopping, medical, work or school related, civic involvement, entertainment and social activities. For Douglas County residents who happen to be older adults, persons with a disability, low income or adolescents, meeting their basic transportation needs can prove to be challenging.

Transit dependency is usually defined as being unable to afford reliable personal transportation, not having a driver’s license, or being unable to drive a car. The transit dependent population is made up largely from four demographic groups — older adults, people with disabilities, low-income individuals and families, and adolescents. People in these demographic groups make up the bulk of the transportation disadvantaged. In other words, the older, poorer, or more disabled you are, the more likely you are to need transportation assistance.

It should be recognized that many older adults continue to drive and, in fact, make up almost 15% of all drivers in Oregon. At the same time, more than one in five persons aged 65 and older do not drive. This percentage of adult non-drivers increases significantly with age. At the other end of the spectrum, young people between the ages of 12 and 16 are also transit dependent. They have travel needs beyond simply getting to school, but cannot legally operate a car by themselves. According to past Census numbers, about 7.3% of the county’s population is in this age group.
A comprehensive transportation study conducted in 2002 concluded that almost one-third of Douglas County residents could be classified as transportation disadvantaged.

### Protection of Douglas County Transit Dependent Population 2000-2020

<table>
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<tr>
<th>Year</th>
<th>Total Population</th>
<th>Seniors (60+)</th>
<th>Low-Income</th>
<th>Disability (Mobility Limited)</th>
<th>Youth (Age 12-16)</th>
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<td>23,172</td>
<td>14,854</td>
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<td>25,690</td>
<td>16,394</td>
<td>8,939</td>
<td>8,106</td>
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</table>

Source: Mid-Willamette Valley Council of Governments/PSU Research Center 2009

"Adjusted population growth projections based on forecast by Douglas County Planning Dept. and Umpqua CDC"
SECTION 2: Purpose and Objectives of the Coordinated Plan

Guiding Principles and Objectives

It is our belief that the quality of a Coordinated Plan is not measured by the length of pages. Rather, it is the ease of use as a transportation decision making tool. A well designed Coordinated Plan should simply and clearly identify unmet transportation needs, put forth possible strategies to address those identified unmet needs and establish meaningful transportation goals for the future. The development of a range of transportation services within Douglas County reflects the underlying principles and objectives that have guided change and directed decision-making. Providing transportation for people with limited resources and options has been a guiding principle throughout the development of those services. Efficiency, cost effectiveness and program sustainability are additional tenets that, in times of budget reductions, have required an increasing amount of planning and attention to detail. Offering a range of services that meets different transportation needs has led to the creation of several community and population-based services.

Douglas County’s accessible public transportation network has grown under the following guiding principles:

- **Resourcefulness**: To utilize a mix of resources (human, monetary, equipment, contractual) to create and sustain services that meet different transportation needs; to apply innovative thinking and develop community partnerships to address issues; to utilize the expertise and experience of people who use and rely on public transportation services.

- **Independence**: To promote and maintain the independence of older adults, people with disabilities, and others with limited resources, by encouraging and supporting the use of transportation options that foster independence and allow for individual choice whenever possible.

- **Accessibility**: To provide access to transportation services throughout Douglas County that are open to older adults and people with disabilities and are not limited to a specific group of clients or customers; to connect communities and their residents to transportation services that are integrated and open to the general public.

- **Efficiency**: To evaluate services based on productivity and measures of cost effectiveness that exemplify good stewardship of public resources; seek out cost sharing opportunities and partnerships in order to extend the usefulness of transportation resources; develop cost effective solutions and avoid duplication.

- **Interaction**: To utilize the expertise and experience of people who use and rely on accessible public transportation services; encourage open
communication and interactive discussions about how resources are distributed, about policies, and about service options. Make connections and communicate with staff, consumers, advocates, agencies, and other interested parties about changes, emerging developments, opportunities, and challenges.

State and Federal Requirements for Coordination

With the success of a statewide initiative in 1985, the Oregon Department of Transportation (ODOT) Public Transit Division became the overseer of funds dedicated to providing transportation services for older adults and persons with disabilities in Oregon. The Public Transit Division was charged with administering the Special Transportation Fund for Older Adults and People with Disabilities (STF). In 2005, the Division launched the Transportation Coordination Initiative to help ensure that these resources were being used wisely and strategically. This initiative established a planning requirement so that agencies that receive money through the Special Transportation Fund must coordinate with other organizations and projects must be reflected within a local service plan.

The Federal Transit Administration has defined coordination of transportation services as ". . . a process in which two or more organizations interact to jointly accomplish their transportation objectives." The Coordinated Plan is a direct result of the 2004 Executive Order: Human Service Transportation Coordination furthered by federal and state directives and the Executive Order calls for human service agencies within the Department of Health & Human Services and providers of transportation funded through the Federal Transit Administration to:

- Promote interagency cooperation and minimize duplication and overlap of services;
- Determine the most appropriate, cost-effective transportation services within existing resources; and
- Improve the availability of transportation services to the people who need them.

The federal directive, as prescribed by the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA — LU) transportation authorization bill, required that projects selected to receive funding designated to meet the transportation needs of older adults and persons who have a disability, must be projects that address a transportation need identified in a locally developed coordinated public transit-human services transportation plan. The new FTA Map-21 program provides additional direction in the areas of safety and program asset management. In order to meet the transportation coordination expectations that come from a wide variety of transportation funding sources, the value of using a simple but well designed Coordinated Plan in the decision making process becomes increasingly more obvious.

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Funding Coordination

Douglas County is a sub-recipient and administrator of the Special Transportation Fund for the Elderly and People with Disabilities (STF), enacted in 1985 through the Oregon Legislature. Douglas County allocates funds as prescribed to help meet the transportation needs of the elderly and people with disabilities throughout Douglas County.

In addition to STF funds, ODOT coordinates grant requests for funding through the Oregon Public Transit Division Discretionary Grant Program, as well as other FTA or state funding opportunities that may become available. Local STF allocations are often used as local match for FTA Sec. 5310 and Sec. 5311 funds. Douglas County manages both capital and operating funding, as appropriate, for local projects.

The Decision Making Process

The Oregon Department of Transportation (ODOT) makes grant funding, from a combination of federal and state funding sources, available to Douglas County for distribution to public and private non-profit transportation providers operating within Douglas County. As a sub-recipient of both federal and state transportation funds, Douglas County, after consulting the Coordinated Plan, has been entrusted with the responsibility of establishing grant funding objectives and conducts a review of requests for funding from qualified local transportation providers. Along with the transportation grant funding opportunity, ODOT provides Douglas County with funding decision making guidelines. Douglas County is allowed to use the ODOT decision making guidelines to develop its own grant funding decision protocol, making sure that the process allows for a fair and equitable consideration of all qualified grant applicants. As part of their decision making process, Douglas County invites the general public, current transportation service providers and the Special Transportation Advisory Committee (STAC) to share their observations and recommendations pertaining to how grant funds should be appropriated. Members of the Douglas County staff likewise create funding recommendations. After reviewing the aforementioned observations and recommendations, the Douglas County Health & Social Services Administrator submits the final grant funding recommendation to ODOT. ODOT then reviews the Douglas County grant funding recommendations and makes the final grant funding approval decisions.

Coordinated Plan Development and Objectives

As it pertains to the transportation needs of Douglas County residents, including older adults and persons that have a disability, it is our opinion that the overall objective of Douglas County should be to manage the various transportation funding streams in a manner that allows for the maximum amount of transportation benefit to be distributed, as evenly and fairly as possible, to all Douglas County residents. Given the large geographical size of Douglas County and the fact that the population is dispersed throughout the County, meeting the aforementioned overall objective requires well thought out planning and attention to details. The Coordinated Plan therefore becomes
an invaluable tool, not only because it helps to identify unmet transportation needs, but because it provides concise direction for planning and implementing transportation solutions.

While compiling the Coordinated Plan great efforts were expended to solicit the observations, concerns and suggestions related to transportation needs and issues from Douglas County residents. The Coordinated Plan is anchored in the following regional planning documents:

- City Of Roseburg Transportation System Plan
- Douglas County Transportation Needs Assessment
- Douglas County Comprehensive Plan Support For Public Transit Grant
- Comprehensive System Assessment And Enhancement Plan For Public Transit And Special Transportation In Douglas County
- Douglas County Transportation System Plan
- Douglas County Transit Feasibility Study

Numerous municipal transit surveys and studies were conducted for the purpose of identifying the transportation needs of individuals in the community, including the following:

- January 2012 – U-Trans Rider Survey
- October 2012 – Douglas County Transportation Survey via Survey Monkey
- April 2009 – U-Trans Rider Survey
- June 2007 – Douglas County Coordinated Public Transit Human Services Transportation Plan
- July 2005 – Douglas County Transportation Needs Assessment
- May 1996 – Greater Roseburg Area Transportation Study
- December 1995 – Myrtle Creek Area Transportation Study
- December 1995 – Reedsport Area Transportation Study
- December 1995 – Sutherlin Area Transportation Study

Local Advisory Committees and Councils

The public participation process we used to identify the needs assessment was extensive. Initial contacts involved meetings with key participants and stakeholders, including state, county and municipal officials. Interviews were conducted with the majority of public and community transportation providers in the county, as well as more than 20 community service agencies that either represented or provided important client services to transit users and others with special transportation needs.
There are a number of citizen advisory committees that are actively involved with county transportation issues involving older adults and persons with disabilities. They offer comments and suggestions. They voice either their satisfaction or dissatisfaction with transportation services currently offered within Douglas County. The following community groups were involved in the planning process associated with the development of the Coordinated Plan:

**Project Advisory Committee**
The Project Advisory Committee for the 2005 Douglas County Transportation Needs Assessment consisted of fourteen members – six representatives from municipalities, county, state and federal agencies, one tribal representative, four transportation providers, a STAC member, one member from the medical community and one representative from the Greater United Way.

**Special Transportation Advisory Committee (STAC)**
The STAC consists of nine members, representing the transportation interests of older adults, transportation providers and those who have a disability.

**Douglas County Senior Services Advisory Council**
The Senior Services Advisory Council consists of residents of Douglas County who represent older adults, health care provider organizations and the general public.

**Douglas County Traffic Safety Commission**
The Traffic Safety Commission consists of seven members representing the engineering profession, Roseburg City Council and the Sheriff’s Department.

**UCAN Board of Directors**
The United Community Action Network has board members from a wide variety of backgrounds including elected public officials, low income representatives and community representatives.

**Douglas County Planning Department – Committee for Citizen Involvement**
The Committee for Citizen Involvement consists of a variety of community members. One from each Planning Advisory Committee in Douglas County and one member of the Planning Commission.

**Stakeholder Questionnaires and Surveys**
To further guide the planning process, surveys were developed and conducted among a diverse group of stakeholders. With the cooperation of a number of social service agencies, low income, elderly and disabled individuals were asked about the transportation challenges and barriers they faced.
Public Forums on Transportation Coordination
And finally, a series of public forums were held at senior dining sites in communities across the county. These informational meetings were convened during 2012 in Reedsport, Yoncalla, Roseburg, Winston, Riddle, Glendale and Sutherlin, and provided opportunities for local residents and community leaders to participate in the planning process and to further identify strengths and gaps in the existing transportation system.

Public Review and Stakeholder Involvement
A series of additional stakeholder surveys and public forums were held in order to gather additional input and strengthen the community planning process. They included the following:

Stakeholder Surveys
Two stakeholder surveys were developed and mailed to the following groups within the county in early 2007: 1) transportation providers and 2) community and human service agencies. Each group was asked to identify existing, unmet special transportation needs and barriers to coordination, and to recommend practical strategies for closing those gaps. In order to obtain more current public input, in 2012 two additional public surveys were conducted. The first was a survey of U-Trans bus riders and the second was a survey using Survey Monkey as a survey tool.

Public Hearings
A series of public forums on the Coordinated Plan were held in March 2007 in different parts of the county allowing interested community members to comment on the draft plan. In addition, the draft plan was posted on Douglas County’s website, and the public was encouraged to comment and contribute their ideas. The results of these public hearings have been incorporated into the final Coordinated Plan. The draft version of the 2013 Coordinated Plan update has been reviewed by ODOT, the STAC, Douglas County staff and the Douglas County Health & Social Services Administrator.

Approval
Finally, following public review, the Coordinated Plan was reviewed and approved by the STAC and the Douglas County Board of Commissioners.

Objectives
One of the primary transportation concerns of Douglas County is maintaining the overall health and vitality of the entire Douglas County Public Transportation System. While there are a variety of transportation services that operate within Douglas County, it is our observation that the Douglas County Public Transportation System infrastructure consists primarily of the Central Call Center, the Douglas Rides Community Transportation program and public transportation services rendered by U-Trans. Douglas County must consider the transportation needs and interests of all Douglas County residents, not just the interests of those residing in the Roseburg area. The following transportation objectives are not listed in order of priority, but rather are simply listed as objectives that merit consideration during the transportation planning and funding process.
• Develop a comprehensive and inclusive plan for utilizing existing resources with the goal of addressing the basic transportation needs of all Douglas County residents.

• Identify unmet transportation needs and gaps in transportation services.

• Give attention to the transportation needs of Douglas County residents who could come under the classification of "transit dependant."

• Use funding to sustain existing transportation services, especially service providers that have demonstrated efficient management and program operation skills.

• Remain alert to opportunities that may allow for transportation services to be offered to Douglas County residents who happen to live in areas that are currently underserved or are totally without public transportation options.

• Without needless duplication of services, look for ways to expand transportation services in county locations where transportation capacity issues exists.

• Remain alert for possible transportation service partnerships that would allow for a more efficient use of resources.

• Establish emergency protocol that would allow for an efficient use of the public transportation system in the event of an emergency situation within Douglas County.

• By means of a regular review, document transportation coordination priorities within the public transportation system that would produce improved service and improved use of funding resources.

• Expand the knowledge and involvement of the general public as it pertains to matters related to public transportation.

• Examine the feasibility of establishing a van pool service program for rural communities that are presently not served by any form of public transportation.
SECTION 3: Existing Transportation Services and Resources

Transportation Services
Despite the large rural area that makes up Douglas County, there are several private and public transportation service options available for use by many of Douglas County’s residents. However, residents living in the more rural areas of the County still find that their transportation options are limited.

Private transportation services operating within Douglas County include; inter-city bus service, taxi service, non-emergency medical transport, limousine service and airport shuttle service. While definitely providing valuable transportation options, the financial costs associated with using these transportation options makes their use prohibitive for some Douglas County residents.

For many Douglas County residents, public transportation provides affordable transportation options. The following public transportation service providers operate within Douglas County:

U-Trans
Operated by UCAN as a sub-recipient of Douglas County, U-Trans provides fixed route bus service with complementary paratransit service, service and commuter bus service. All vehicles are ADA compliant. Route schedule and fare information is available in print, on the U-Trans website www.umpquatransit.com and the Douglas Rides Community Transportation website www.douglasrides.org.

Fixed route service is provided from UCC to the north and south to the Roseburg city limits. The fare charge is $2.00 one way. There are day passes, monthly fare passes, as well as student and senior discounts available.

Complementary Paratransit service is offered, to those with qualifying circumstances, within a ¾ mile range of the fixed route bus service. The fare charge is $4.00 each time a rider boards the vehicle. This program operates within the guidelines established by ADA law.

U-Trans operates three commuter buses. The Sutherlin Commuter connects the City of Sutherlin with Roseburg. The Winston Commuter connects the City of Winston with Roseburg. The South County commuter bus service connects Roseburg with the cities of Winston, Myrtle Creek, Riddle and Canyonville. The fare charge is the same as the fixed route service.

Coos County Area Transit (C-CAT)
Under contract with Douglas County, C-Cat provides Commuter bus service connecting Reedsport and Coos Bay. This service provides roundtrip bus service each Wednesday between Reedsport and Coos Bay. This service allows Douglas County residents living in Reedsport the opportunity to enjoy an affordable transportation option so as to access the wide variety of shopping and medical services available in the Coos Bay area. Starting with the C-CAT Reedsport to Coos Bay Commuter bus, it is possible for
Reedsport residents to make connections with other intercity bus service in Coos Bay and travel as far south as Crescent City, California. All C-Cat buses are ADA compliant.

**Douglas Rides Community Transportation**
At present, there are ten demand response service providers operating within Douglas County. Three are operated by cities and seven are operated by small non-profit organizations. All ten of these service providers operate under the brand, Douglas Rides Community Transportation. As members of the Douglas Rides Community Transportation program, demand response scheduling and dispatch duties are performed by the Douglas County Central Call Center. Under this arrangement, Douglas County residents may call the Central Call Center's toll free number, 888 232-8121, and schedule a ride with any of the ten demand response service providers. Douglas Rides Community Transportation scheduling and service area information may be obtained either from the Douglas Rides Community Transportation printed guide or from the www.DouglasRides.org web page. All Douglas Rides Community Transportation vehicles are ADA compliant. The ten Douglas Rides Community Transportation service providers are listed below along with a brief description of their service areas.

- **City of Reedsport.** Provides Monday through Friday demand response service within a 5 mile radius of the Reedsport City Hall as well as the Winchester Bay and Gardiner area. There is a $1.00 per day fare charge.

- **North Douglas Betterment.** Provides Monday through Friday demand response service to the Elkton, Drain and Yoncalla areas. Once a week service is provided to Cottage Grove and to Roseburg. There isn’t a fare charge, but donations are encouraged.

- **City of Sutherlin.** Provides Monday through Friday demand response service to the Sutherlin and Oakland areas. There isn’t a fare charge, but donations are encouraged.

- **Umpqua Valley disabilities Network.** Provides Monday through Friday demand response service in Roseburg, Garden Valley, Melrose, Winchester and Glide areas. No fare charge, but donations are encouraged.

- **Umpqua Homes for the Handicapped.** Provides Monday through Saturday demand response service in the Roseburg, Garden Valley, Melrose and Green areas. During the summer months, provides Tuesday night service in the Roseburg area for the Music on the Half Shell program. No fare charge, but donations are encouraged.

- **City of Winston.** Provides demand response service in the morning Monday through Friday and serves the Winston, Dillard, Tenmile and Roseburg Green areas. No fare charged, but donations are encouraged.

- **Sunrise Enterprises.** Provides demand response service in the afternoon on Monday, Wednesday and Friday and serves the Winston, Dillard, Tenmile and Roseburg Green areas. No fare is charged, but donations are encouraged.
• **Seniors Escorting Seniors.** Provides Monday through Friday demand response service in the Myrtle Creek, Riddle, Tri-City and Canyonville areas. No fare charged, but donations are encouraged.

• **Pacific Community Resource Center.** Provides Monday through Friday demand response service in the Glendale and Azalea areas. Once a week service is provided to Grants Pass and to Roseburg. No fare charge, but donations are encouraged.

• **Mercy Express.** Provides demand response service Monday through Friday along the I-5 corridor from Yoncalla to Canyonville. While Mercy Express primarily provides transportation to medical appointments, general transportation destinations are also served as directed by the Douglas Rides Central Call Center. No fare charge, but donations are encouraged.

**Other Transportation Services**

• **Translink.** Offers non-emergency medical transportation to qualifying riders. No fare charge to qualifying riders.

• **Senior Companions** UCAN operates the Senior Companion Program in which Senior Volunteers transport other seniors that require assistance to help them remain living in their home.

• **Head Start.** Provides transportation to pre-school classes for qualifying children who are part of a low income family or have a disability.

• **Client Only Transportation Providers.** Provide transportation only for their clients, persons associated with their program or patrons of their business. Head Start would be an example of a client only transportation provider serving qualified pre-school children. Umpqua Homes for the Handicapped (UHH), Sunrise Enterprises and Douglas Resident Training Facilities (DRTF) would be examples of client only transportation programs serving persons with various disabilities. In addition, there are numerous assisted living facilities operating within Douglas County and they too provide client only transportation services. Callahan Village would be an example of an assisted living facility that provides transportation services for older adults.

**Services**

There is a network of human service and public transit agencies within Douglas County that are associated by formal contractual and funding relationships. In addition, there are many agencies that are more loosely connected by the sharing of program goals and work together for the common good of their respective patrons. There also exists a large number of service providers that offer transportation services to those that they are assisting, such as ADAPT and Douglas County Mental Health. Rather than trying to list all of the public and private transportation service options, we have made specific references to the most commonly used forms of public transportation. A complete
listing of all Douglas County transportation options may be found by using the 211 information network, telephone directories and other community resource directories.

Transportation Funding Resources
Most transportation grant funding comes from either federal or state sources. Over the years, some of the grant sources have either been discontinued or blended into other existing grant programs. At present, there are two primary Federal transportation grant programs that benefit Douglas County transportation providers. They are the Federal 5310 Grant program, which primarily provides funding to assist with the costs associated with addressing the transportation needs of older adults and persons with a disability as well as the general public on a seat available basis. The Federal 5311 Rural Transit program provides funding that is used to help support the more traditional forms of public transportation, such as fixed route bus service, which benefits the general public as well as older adults and persons with a disability.

ODOT is the recipient of STF State Formula monies for distribution to the various counties within the state. Douglas County is a sub-recipient of STF monies and distributes those funds to qualified transportation service providers operating within the County. Many of the transportation service providers that receive STF funds from Douglas County use the STF funding to meet the matching funds requirements for federal grant funds that they may receive.

In addition to federal and state grant funding and other grant funding opportunities that may arise, several of the transportation providers operating within Douglas County receive contributions from cities, Douglas County and the Cow Creek Tribe. There are two primary public transportation providers operating within Douglas County. They are U-Trans and Douglas Rides Community Transportation. Their primary funding sources are listed below.

- **U-Trans.** Receives funding from Federal 5310, Federal 5311, State STF Formula, contributions from the Cow Creek Tribe, Douglas County, several Douglas County cities and fare revenue from riders.

- **Douglas Rides Community Transportation.** Receives funding from Federal 5310, State STF Formula, donations from riders and some donations from a variety of other sources.

Other transportation providers such as client only providers, Senior Companion, etc. receive funding from a variety of sources including State STF Formula and DD53.
SECTION 4: Accomplishments / Unmet Needs / Future Goals

Accomplishments

As mentioned previously, a well designed Coordinated Plan will set forth realistic transportation goals and identify unmet transportation needs. The Coordinated Plan used by Douglas County has indeed proven to be an effective transportation decision making tool. We are happy to report that many of the unmet transportation needs and goals identified in the 2009 version of the Coordinated Plan have now been addressed. The following is a summary of some of the accomplishments and improvements to the Douglas County Transportation system that are now being enjoyed by Douglas County residents:

- Bus shelters with the new solar lighting are a great improvement.
- The student transportation partnership between U-Trans and Umpqua Community College continues to flourish.
- A cooperative funding partnership between Cow Creek Band of Umpqua Tribe of Indians and U-Trans continues to provide benefit to public transit in Douglas County.
- In September 2012, the Douglas County Central Call Center was established. The Central Call Center streamlined the dispatch and ride scheduling associated with the Douglas Rides Community Transportation program. Now Douglas County residents can call a single toll free number from anywhere in Douglas County to schedule a ride. This has resulted in a marked increase in ridership.
- Creation of a Douglas Rides Community Transportation user guide.
- Implementation of a Douglas Rides Community Transportation marketing program.
- New public transportation information website www.DouglasRides.org This website enables website visitors to view information regarding what public transportation options are available in Douglas County and how to access those transportation options. Also transportation related announcements, such as the date, location and time of the next STAC meeting, are posted on this website.
- The non-profit organization, North Douglas Betterment (NDB), joined the Douglas Rides Community Transportation program and is now providing demand response service to the Elkton, Drain and Yoncalla areas. In addition, weekly transportation to Cottage Grove and to Roseburg is now available for those living within the NDB service area.
- The non-profit organization, Umpqua Valley disabilities Network (UVdN), joined the Douglas Rides Community Transportation program and now provides demand response service to the Roseburg, Garden Valley, Melrose, Green and Glide areas.
- The non-profit organization, Umpqua Homes for the Handicapped (UHH), joined the Douglas Rides Community Transportation program and now also provides demand
response service in the Roseburg, Lookingglass, Melrose and Garden Valley areas. In addition, service is now offered in the Roseburg area on Saturdays and transportation to the Music on the Half Shell summer concert series is also available to those living within the UHH service area.

- The non-profit organization, Pacific Community Resource Center (PCRC), joined the Douglas Rides Community Transportation program and now provides demand response service to the Glendale and Azalea areas. In addition, weekly transportation to Grants Pass and to Roseburg is available to those living within the PCRC service area.

- A cooperative effort between Douglas County and Coos County Area Transit has resulted in the establishment of Commuter bus service linking Reedsport with Coos Bay. At present, this weekly service provides roundtrip bus service between Reedsport and Coos Bay every Wednesday.

- The Reedsport Douglas Rides Community Transportation program now offers monthly transportation to Florence for those living within the Reedsport Douglas Rides Community Transportation service area.

- The Winston Douglas Rides Community Transportation program has expanded its service area to include the Tenmile and Roseburg Green areas.

- The non-profit organization, Sunrise Enterprises Inc. has joined the Douglas rides Community Transportation program and has partnered with the Winston Douglas Rides Community Transportation program to provide expanded service hours to the Winston, Dillard, Tenmile and Roseburg Green areas.

- U-Trans has added commuter bus service which connects the cities of Roseburg, Winston, Dillard, Myrtle Creek, Tri-City, Riddle and Canyonville.

- Creation of a new U-Trans user guide.

Unmet Needs

The public involvement process described in this plan also identified a number of transportation needs and service gaps that affect the overall mobility of Douglas County residents, especially the transit dependent population. The following is a summary of the input received from key stakeholders, local officials and the general public.

Public Transit Is Not Available “Where” It Is Needed

- Public transit service is not available in smaller towns and rural areas of the county where the mobility needs are the greatest.

- Out-of-county travel is very difficult, especially getting to medical specialists located in distant destinations such as the Eugene or Portland areas.

- While this unmet need is decreasing, there are access limitations still associated with public transportation options for people who live outside of Roseburg:
• Existing bus stops are often located too far from riders' homes or final destinations. This may at times create a public transportation usage barrier for those who are older adults or persons who may have a disability.

• There is still a need for intercity bus service connecting Reedsport with Roseburg.

Public Transit Not Available “When” It Is Needed

• More service is needed in the evenings.

• Service is needed on weekends.

• More frequent service is needed to avoid long trips or transfers, and distances between bus stops need to be shorter.

Paratransit Does Not Always Meet the Needs Of Older Adults Or Persons With Disabilities

• Getting to medical appointments is a big problem, especially for older adults and others who are not eligible for Medicaid.

• The communities demand response providers need to expand their service boundaries, hours of service and vehicle capacities.

• Sometimes it is difficult to schedule trips ahead of time, and same day service is needed.

• There needs to be better coordination of existing demand response services and complementary paratransit service so as to better utilize current funding.

Lack of Awareness of Available Services

• There is a lack of awareness — on the part of agency clients, agency staff, and the general public — about available public transit services in Douglas County and how to use them.

  - For example, many Douglas County residents do not know who is eligible to use the Douglas Rides Community Transportation program or U-Trans Complementary Paratransit services or how to schedule rides on those systems.

  - Many residents in Reedsport are unaware of scheduled, Commuter connections to Coos Bay and Florence.

• Bus schedules need to be more readily available and easier to read.

• More effort needs to be put forth to encourage young people to use public transportation during summer and holiday recess.
Special Needs

- Low-income persons have difficulty affording the cost of transportation. The provision of transportation vouchers would help the low-income access transportation.
- Some have expressed the observation that transportation assistance for veterans is limited and that there is a lack of available information regarding the transportation options that are currently available for veterans.
- Some have expressed the opinion that a county wide transportation tax district should be formed.

While improvements have been made, gaps in transportation service still exists. Although special transportation needs generally far outstrip current capacity and funding, and are often affected by geographic barriers, some needs are better served than others. For example, unmet mobility needs are greatest in the smaller towns and unincorporated rural areas of the County where public transportation service is limited or non-existent. However, more of those needs are being met in the Roseburg area, which is served by fixed transit routes, paratransit and commuter bus service.

Some of the mobility needs of the developmentally disabled population are served because of Douglas County's extensive transportation program for this client group, but comparable services are not available to others in the disabled community or to isolated older adults and low-income families.

The following is a more in-depth description of identified needs.

U-TRANS

- **Service to Transit Dependent is Unbalanced**: Those living in small towns and rural areas either do not have available public transit services or public transit services are difficult to access. At times, this lack of service access is due to a lack of coordination between public transportation providers.

- **Current Service Design Limits Access**: Virtually all of U-Trans 50 or so designated stops serve commercial, medical or educational destinations. To use the fixed-route system, passengers must get to stops that are usually located near businesses or along highways. For the most part, buses do not go to where the transit dependent population lives (i.e., they don't deviate into lower income neighborhoods, serve trailer parks or residential districts. It also does not appear that apartments or other senior living facilities get targeted for service).

- **Signage, Shelters and Visibility**: One deficiency identified was the lack of visibility, as well as knowledge within the community about how to use and navigate the transit system. U-Trans have made improvements in this area, but further attention must be focused on improving the visibility of the bus system as a whole. One goal should be to improve in this area through the installation of new larger, brighter-colored signs that will include information on bus schedules,
etc. and providing ongoing maintenance to ensure safety and cleanliness of the shelters.

- **Hours and Days of Service are Limited:** U-Trans and most other specialized transportation providers in the county provide only weekday service and few operate during the evenings or on weekends. The fixed route bus service operates on an hourly basis and the long range goal would be to provide service on the half hour.

- **UCC Important to Ridership:** Umpqua Community College is served by U-Trans fixed and commuter bus service. UCC students have shared their observations that there is a need to extend the evening operating hours of public transportation to accommodate students attending evening classes.

### Douglas Rides Community Transportation

- **Coordination with U-Trans Commuter service:** Many older adults, persons with a disability and low income individuals need assistance with transportation to and from U-Trans commuter bus stops in order to access the commuter service to Roseburg. Better coordination between U-Trans and the rural Douglas Rides Community Transportation providers would enable the demand response service providers to address this need. Also, if the Douglas Rides Community Transportation providers could expand their service hours to better match U-Trans commuter bus services this would enhance this public transportation option.

- **Common Needs:** Several of the Douglas Rides Community Transportation demand response service providers use volunteers as an important part of their programs. They have expressed a number of common needs. They include the following:
  - Assistance with recruiting, screening, training and retaining volunteer drivers.
  - Assistance with joint marketing and purchasing arrangements, including acquisition of vehicles, repair and maintenance, insurance and other supplies and services.
  - Assistance with fundraising and grant writing, including identifying new transit resources and reimbursement opportunities.

### Medical Transportation Providers

- **Lack of Coordination Results in Poor Use of Limited Resources:** Currently, there is no communication between medical transportation providers and other public transportation providers operating within Douglas County.

### Other Client Transport Providers

- **Funding too Specific:** Transportation for the developmentally disabled clients is currently provided by Umpqua Homes for the Handicapped (UHH), Sunrise
Enterprises and Douglas Resident Training Facilities (DRTF) who operate residential or training facilities and receive funding through Oregon Department of Human Services to assure that clients can get to training and worksites, additional planning is needed to assure that other transportation needs are equally well served -- a substantial investment in this exclusive transportation network will benefit other transit dependent residents, as well.

Private Providers

- **Role of Taxis Largely Ignored**: Currently Roseburg, Sutherlin, Reedsport, Winston and Myrtle Creek enjoy private taxi service. These taxi companies play little or no role in the special needs transportation system. Without subsidies or discounts, conventional taxi fares are usually too costly for people with fixed or low-income.

- **InterCity Service**: The need for intercity transportation still exists. This is especially apparent for those needing transportation services to and from the Eugene and Portland areas. While transportation service is provided by Greyhound Bus, the cost associated with the bus fare and fare charges connected with transport from the bus station to the end destination make this option not only financially difficult but logistically challenging for many older adults and persons with a disability.

- **Seven Feathers Shuttle Service**: The Seven Feathers Resort offers intercity transportation service for customers visiting the resort.

Transportation Service Goals

The following ideas and recommendations were received from stakeholders, local officials, transit users, members of the general public and other interested parties:

- Expand availability of public transportation to include rural areas, isolated older adults and the county’s low-income population.

- Improve coordination among all agency providers in order to make better use of existing resources to close gaps in service, including the following:
  - Developing feeder services from outlying areas to connect with U-Trans bus routes.
  - Assisting individuals to set up car pools from outlying areas.
  - Encouraging partnerships in South County to pool vehicles and coordinate services.
  - Expanding county-wide pool of volunteer drivers.

- Set up training programs for potential riders on how to read bus schedules, as well as how to combine the use of U-Trans, Douglas Rides Community Transportation and other existing transportation services.
• Subsidized bus passes are needed for students, disabled individuals and low-income families, including children and adolescents.

• Explore the development of public transit bus service in Reedsport as a tool for meeting mobility needs of residents and contributing to that community's economic development.

• Develop a marketing campaign to increase the awareness of public transportation options throughout Douglas County.

• Preserve existing operations and maintain the current levels of service.

• Promote the concept that public transportation is not a last option, but can be viewed as a first option.

• Continue cooperative partnership between Cow Creek Band of Umpqua Tribe of Indians and U-Trans and develop mutually beneficial arrangements to provide special transportation services throughout the county.

• Carpooling and car-sharing options should be investigated.

• Explore transportation partnership possibility with the VA.

• Encourage the public to explore information surrounding the State sponsored Drive Less Connect program.

• Utilize radio announcements to promote public transportation for those who may be sight impaired or have other special needs.

• Enhance existing bus service by expanding hours of operation, frequency of service and route structure and improve access to public transportation services. Expand weekday service to include weekends.

• Improve coordination and communication between medical transportation providers and other public transportation providers.
SECTION 5: Conclusion

- Additional information may be obtained by calling U-Trans at 541-440-6500 or accessing the website, www.umpquatransit.com.

- Additional information may be obtained by calling Douglas Rides Community Transportation at 1-888-232-8141 or accessing the website, www.DouglasRides.org.

- Additional information and alternative formats of this document are available by contacting Dennis Pinheiro, Transportation System Mobility Manager, 621 W. Madrone St. Roseburg, OR 97470-3090 or by phone at 541-957-3789.