RESOLUTION OF THE COW CREEK BAND OF UMPQUA TRIBE OF INDIANS BOARD OF DIRECTORS
ADOPTING THE DOUGLAS COUNTY COORDINATED PUBLIC TRANSIT HUMAN SERVICES TRANSPORTATION PLAN AS THE TRIBE’S TRANSPORTATION PLAN

WHEREAS, the Cow Creek Band of Umpqua Tribe of Indians (the “Tribe”) is organized under the Indian Reorganization Act of June 18, 1934 (48 Stat. 984), the provisions of the Cow Creek Band of Umpqua Tribe of Indians Recognition Act of December 29, 1982 (P.L. 97-391), as amended by the Cow Creek Band of Umpqua Tribe of Indians Distribution of Judgment Funds Act of October 26, 1987 (P.L. 100-139), and the Cow Creek Tribal Constitution, duly adopted pursuant to a federally supervised constitutional ballot, on July 8, 1991; and,

WHEREAS, pursuant to Article III, Section 1 of the Tribe’s Constitution, the Cow Creek Tribal Board of Directors (the “Board”) is the governing body of the Tribe; and,

WHEREAS, pursuant to Article VII, Section 1 (b) of the Tribe’s Constitution the Board has the power to “represent the Tribe before Federal, state and local governments and their departments and agencies”; and

WHEREAS, pursuant to Article VII, Section 1 (d) of the Tribe’s Constitution the Board has the power to “administer the affairs and assets of the Tribe”; and

WHEREAS, pursuant to Article VII, Section 1 (g) of the Tribe’s Constitution the Board has the power to “manage all economic affairs and enterprises of the Tribe or to assign such responsibility to such persons, committees or companies (including tribally chartered corporations) as it designates”; and,

WHEREAS, pursuant to Article VII, Section 1 (t) of the Tribe’s Constitution the Board has the power to “have such other powers and authority necessary to meet its obligations, responsibilities, objectives, and purposes as the governing body of the Tribe”; and,

WHEREAS, the Board believes that it is in the best interests of the Tribe and its members to adopt the Douglas County Coordinated Public Transit Human Services Transportation Plan, attached to this Resolution, as the Tribe’s Transportation Plan;

THEREFORE, BE IT RESOLVED that the Tribe, by and through the Board, hereby adopts the Douglas County Coordinated Public Transit Human Services Transportation Plan as the Tribe’s Transportation Plan effective as of the date this resolution is signed.

ADOPTS THE DOUGLAS COUNTY COORDINATED PUBLIC TRANSIT HUMAN SERVICES TRANSPORTATION PLAN AS THE TRIBE’S TRANSPORTATION PLAN

Res. No. 2008-06
BE IT FURTHER RESOLVED, that any and all actions heretofore or hereafter taken by any Tribal officers, employees or agents regarding the foregoing resolution be, and hereby are, ratified and confirmed as the act and deed of the Tribe taken or made by them within the scope of their duties to the Tribe; and,

BE IT FURTHER RESOLVED, that neither this resolution nor any document or representation related herewith or therewith shall constitute a waiver of the sovereign immunity of the Tribe, or its officers acting in their official capacity within the scope of their authority; and,

BE IT FURTHER RESOLVED, that the actions authorized and taken by this Resolution are intended to advance the sovereign self governance of the Tribe, and to protect the political integrity, economic security and health and welfare of the Tribe and its members; and,

BE IT FURTHER RESOLVED, any prior Tribal regulations, resolutions, orders, motions, legislation, codes or other Tribal law which are materially inconsistent with this Resolution are hereby repealed, but only to the extent of any such inconsistency and as applied to the specific matter in which any such inconsistency arises.

CERTIFICATION

It is hereby certified that the Cow Creek Tribal Board of Directors, governing body of the Cow Creek Band of Umpqua Tribe of Indians, composed of eleven (11) members of whom 11, constituting a quorum, were present at a meeting duly held on the 27th day of February, 2008, adopted the foregoing RESOLUTION OF THE COW CREEK BAND OF UMPQUA TRIBE OF INDIANS BOARD OF DIRECTORS ADOPTING THE DOUGLAS COUNTY COORDINATED PUBLIC TRANSIT HUMAN SERVICES TRANSPORTATION PLAN AS THE TRIBE’S TRANSPORTATION PLAN by the affirmative vote of 11 for and 0 against.

Sue Shaffer
Tribal Chairperson

Attest: Tom W. Rondeau, Sr.
Tribal Secretary

ADOPTS THE DOUGLAS COUNTY COORDINATED PUBLIC TRANSIT HUMAN SERVICES TRANSPORTATION PLAN AS THE TRIBE’S TRANSPORTATION PLAN

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EXECUTIVE SUMMARY

The Douglas County Coordinated Transportation Plan is intended to show how human service agencies work together with transportation providers to address the transportation needs of people with disabilities, older adults, and people with limited income. The Douglas County Plan is meant to broaden the dialogue and support further collaboration between human service agencies and transportation providers to link people with the transportation services that they need. The description of transportation services and the connections and relationships represented in this report are drawn from discussions with transportation and human services staff, stakeholder interviews, focus groups, meetings with human service case managers, and input from the Special Transportation Advisory Council (STAC), a consumer-based group advisory to Douglas County Umpqua Transit.

SECTION 1 Provides an overview of the 2005 Needs Assessment, Douglas County Client Survey, the Douglas County Transportation Manager's position and the evolution of Umpqua Transit.

SECTION 2 Describes the purpose of the plan, including guiding principles, governmental requirements, relationship with the 2005 Needs Assessment & objectives and development of this plan.

SECTION 3 Outlines public involvement in the development of The Douglas County Plan, including local Advisory Committees and Councils.

SECTION 4 Provides a description of the population characteristics, including a demographic profile and projections.

SECTION 5 Provides a broad inventory of existing transportation resources and services, along with a description of funding and capital coordination.

As noted in Section 3, Douglas County provided a high level of coordination long before the federal and state requirements were issued, and Section 5 further illustrates the level of coordination that currently exists in Douglas County — both in service coordination and in funding coordination.

SECTION 6 Includes key findings – providing an overview of unmet needs and gaps in services that exist in the county.

SECTION 7 Notes the service options available and provides a long-range vision for Douglas County.
SECTION 1: BACKGROUND

2005 Needs Assessment

The assessment of transportation needs presented in this section is based on an analysis of survey data, interviews with transportation providers and with a number of knowledgeable stakeholders (including consumers) regarding existing transportation barriers and suggestions for enhancing the mobility of the transit dependent population and for improving the coordination of public and specialized transportation services.

While the 2005 study was not a comprehensive assessment of all transportation needs in Douglas County, it did attempt to identify the most critical needs and challenges of seniors, people with disabilities and others who might be classified as transportation disadvantaged. Personal mobility and having access to reliable and accessible transportation are essential to maintaining one's independence, economic and social well being and to the overall quality of life. People with special transportation needs often have the same travel requirements as those who own and drive an automobile, including access to the following:

BASIC NEEDS
   Grocery, pharmacy & other shopping
   Post Office
   Worship
   Social Services
   Civic involvement (e.g., voting, jury duty, boards & commissions)

WORK & EDUCATION
   Temporary or full-time employment
   Technical training
   Employment-related testing and job interviews
   Basic education, including evening and weekend classes
   Childcare and summer programs

HEALTH CARE
   Routine medical appointments
   Annual exams, screenings and preventative services
   Treatment and therapy
   Pharmacy
   Dental care

QUALITY OF LIFE
   Independence
   Visit family and friends
   Entertainment
   Community participation and volunteer work
   Freedom from isolation and social exclusion
Douglas County Client Survey

In the spring of 2005, as a part of the Transportation Needs Assessment, a survey was conducted among nearly 600 low income, elderly and disabled residents of the county. Roughly three-quarters of those surveyed lived in small towns and rural communities outside of the Roseburg area. Across the county, the following patterns emerged:

- 69% of those surveyed said they depend on a car to get them where they need to go. Automobile dependency was greatest among seniors, and lowest among disabled respondents.
- 17% said they rely on friends or relatives for rides, while 7% said they rode a bus.
- 37% of the transit dependent population in the survey had difficulty finding transportation for some of their trip needs.
- Of those who reported difficulty finding transportation, 26% said it was because an automobile was not available (car broke down, no one to drive me, no license, no money for gas).
- 69% of bus riders report having missed a doctor's visit, job interview or other appointment (bus doesn't go where I need to go, bus cost too much, bus doesn't run at the times I need, couldn't use the bus because of a disability).

For more information see Douglas County Coordinated Transportation Plan prepared by Community Mobility Services in July 2005 (the analysis of the client survey is presented in Appendix B of that document).

Creation of County Transportation Manager’s Position

Douglas County resumed control of Umpqua Transit in July 2006, and Sande Dixon was appointed to the position of “Transit Director” by Peggy Kennerly, Administrator of the Douglas County Health Department. Sande was previously in charge of the Special Transportation Formula (STF) fund program for Douglas County, so she was very familiar with Umpqua Transit and its operations. She has retained her responsibilities for the STF fund program under the umbrella of her new position as Transit Director.

Ms. Dixon has recently completed the “Transit and Community Transportation Management Certification Program” at the Atkinson Graduate School of Management. She also brings to Douglas County several years of experience in program and marketing management, which she gained in the private sector.

Several large projects have been undertaken to increase public awareness of the system since her appointment to this position. Under Sande's guidance, Umpqua Transit has already experienced 12% growth in ridership.
Evolution of Umpqua Transit

To appreciate the coordination environment between public transit and human service agencies within Douglas County today, it helps 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. A landmark public transportation program was 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. Douglas County operates accessible fixed-route bus service, plus it meets the special mobility needs of county residents through its public Dial-a-Ride service.

The following is a summary of the history and evolution of public transportation in Douglas County. The chronology was prepared by the Douglas County’s 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

**PUMPKA 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 seniors 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 – Present

**UMPQUA TRANSIT (UT)**
Operated by URCOG until July 2006 when ownership and operation of UT was assumed by Douglas County. UT provides fixed-route, commuter, and Dial-a-Ride service primarily in the Roseburg – Sutherlin – Winston area and Dial-a-Ride service in the Reedsport, Winchester and Gardiner communities.
SECTION 2: PURPOSE OF THE PLAN

Guiding Principles and Priorities

The development of a range of transportation services within Douglas County reflects the underlying principles and priorities 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 and cost effectiveness are additional tenets and, in times of budget reductions, have been paramount. Offering a range of services that meets different transportation needs has led to the creation of community and population-based services. The promotion of independent travel opportunities has supported broader values of self-empowerment and integration consistent with contemporary special education and employment models for people with disabilities leading us to innovative training and support 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 seniors 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.
Every two years the Oregon Department of Transportation (ODOT) through its Public Transit Discretionary Grant Program makes grants available to public and private non-profit transportation providers from combined multiple sources of federal and state funding. To encourage coordination, the Special Transportation Fund Agencies are asked to review and rank local projects. In Douglas County, the Special Transportation Advisory Committee (STAC) establishes those priorities and conducts the review of requests for funding from local agencies. Priorities typically are consistent with those stated in the grant solicitation and funding requirements. In 2004, the Committee set the following program priorities for the 2005-2007 application process:

**Vehicle Preservation**
Replace vehicles that are operated within a coordinated transportation service network.

**Rural Community Transportation**
Preserve services that provide the most open access and least restrictive environment.

**Fleet Maintenance**
Through preventive maintenance investment.

**Community Transit**
New vehicles and projects that improve and promote the use of community transit such as travel training, marketing, and passenger amenities.

To adhere to guiding principles and respond to emerging issues and opportunities, the following priorities will determine the project selection in the FY2007-09 Discretionary Grant Program provided by the Accessible Transportation Committee, recommended by the Special Transportation Advisory Committee, and approved by the Douglas County Board of Commissioners in January 2006.

**First Priority**

- Maintain existing service levels of viable operations. Examine existing transportation programs in the county, including public transit services and those designed to meet the special needs of people who do not drive or cannot afford reliable personal transportation to ensure the services and connections remain at the current level for people who depend on public transportation services in Douglas County;

- Identify unmet transportation needs and gaps in the existing delivery systems and develop an information clearinghouse through a county-wide centralized call center at Umpqua Transit for existing medical and other community transportation providers. The one-stop call center would connect any county resident with a local transportation provider or backup service via a toll free telephone line or internet connection. This service would reduce or eliminate single occupancy rides, coordinate trips by area, and reduce vehicle usage.

- Develop a comprehensive and inclusive plan for utilizing existing resources and assuring that all residents have access to social and economic opportunities and can meet their other mobility needs.

- Support existing transportation providers' projects that:
  - Have been effective in meeting community transportation needs.
  - Require ongoing capital and operating assistance to maintain current levels of service.
  - Continue to demonstrate effective transportation operations within Douglas County's coordinated network.
Second Priority —

- Respond to growth within existing services. Allow for measured increases where the demand points to an unmet need within the current limits of the service.

- Support existing providers’ projects that:
  - Require capital and operating assistance to meet the growing demand of service within present boundaries.
  - Are able to improve efficiency and functionality by building on existing infrastructure.

- Support potential new providers or services by:
  - Allowing for growth, while not automatically extending new service without a careful evaluation of transportation needs in different locations or by other providers.

Third Priority —

- Respond to emergency community needs. Take action on opportunities to coordinate and expand service by developing new partnerships and reacting to newly identified transportation needs and gaps.

- One very important need -- Umpqua Transit’s radio system is problematic – frequently losing signals in rural areas. Douglas County’s goal is to replace this antiquated system with a state-of-the-art UHF “trunk” system. This new technology will improve driver efficiency and safety, increase speed of transmissions and improve coordination with all other agencies.

- This communication system will be used in coordination with public safety organizations (fire, police, EMS, etc.) to optimize quick response in emergency situations and will be invaluable in coordinating immediate response in times of disaster. As part of the County-wide emergency preparedness plan, Umpqua Transit’s role in evacuation will be critical – this new up-to-date system will streamline communications and provide much needed improvement in this important service area.

- Support projects that:
  - Are under development and will bring new resources.
  - Address identified transportation needs and gaps and/or focus on an underserved group of individuals.
  - Improve efficiency and effectiveness of the overall system.
  - Provide an added benefit to the transportation services network and riders.
  - Are innovative in their approach in reaching out to new riders or geographic areas.

These priorities will be used to rank projects and evaluate decisions for future investment.

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 the Elderly 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 Douglas County 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, requires that projects selected for funding under the Elderly Individuals and Individuals with Disabilities Capital Program §5310, Job Access and Reverse Commute program (§5316), and New Freedom program (§5317) come from a locally developed coordinated public transit-human services transportation plan.

**Relationship with 2005 Needs Assessment & Coordination Plan**

The Douglas County Plan is anchored in the following regional planning documents:

**CITY OF ROSEBURG TRANSPORTATION SYSTEM PLAN**
In June 2006 the transportation consulting firm of Parsons Brinckerhoff Quade & Douglas conducted a transportation feasibility study for the City of Roseburg.

**DOUGLAS COUNTY TRANSPORTATION NEEDS ASSESSMENT**
A review of the accessibility, quality and quantity of transportation provided to special needs population of Douglas County, along with recommendations for improvement, was prepared by Community Mobility Solutions in July 2005.

**DOUGLAS COUNTY COMPREHENSIVE PLAN SUPPORT FOR PUBLIC TRANSIT GRANT**
The review of the history of public and private transit services in Douglas County and assessment of current travel patterns and mobility needs was prepared by the Douglas County Planning Department in January 2005.

**COMPREHENSIVE SYSTEM ASSESSMENT AND ENHANCEMENT PLAN FOR PUBLIC TRANSIT AND SPECIAL TRANSPORTATION IN DOUGLAS COUNTY**
A comprehensive review of Umpqua Transit services that was prepared by the Mid-Willamette Valley Council of Governments in January 2002. The study was funded by the Oregon Department of Transportation and intended to provide the Umpqua Regional Council of Governments (URCOG) — now operated by Douglas County Umpqua Transit — with an assessment of the existing transit system and a five-year operating plan.

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DOUGLAS COUNTY TRANSPORTATION SYSTEM PLAN
The County Transportation System Plan (TSP) was adopted in November 1998 and provides a long-range framework for the development of a roadway transportation system in Douglas County.

DOUGLAS COUNTY TRANSIT FEASIBILITY STUDY
In 1997, the transportation consulting firm of Nelson/Nygaard Consulting Associates conducted a transit feasibility study for Douglas County.

MUNICIPAL TRANSIT SURVEYS
A number of past studies have focused on the transportation needs of individual communities, including the following:

<table>
<thead>
<tr>
<th>STUDY</th>
<th>DATE</th>
<th>PERFORMED BY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Douglas County Transportation Needs Assessment</td>
<td>July 2005</td>
<td>Community Mobility Solutions</td>
</tr>
<tr>
<td>Greater Roseburg Area Transportation Study</td>
<td>May 1996</td>
<td>Kittelson &amp; Associates</td>
</tr>
<tr>
<td>Myrtle Creek Area Transportation Study</td>
<td>December 1995</td>
<td>Parametrix, Inc.</td>
</tr>
<tr>
<td>Reedsport Area Transportation Study</td>
<td>December 1995</td>
<td>Kittelson &amp; Associates</td>
</tr>
<tr>
<td>Sutherlin Area Transportation Study</td>
<td>December 1995</td>
<td>Kittelson &amp; Associates</td>
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</tbody>
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Plan Objectives and Development
The Douglas County Public Transit/Human Services Transportation Plan is designed to outline:

- A comprehensive review of existing public transportation and human services coordination.
- A context for continuing and broadening communication between human services agencies and transportation providers.
- A platform to enhance transportation access for older adults, people with disabilities, and those with low-income through the identification of unmet needs and strategies to address said needs.
- An education tool for human service agencies and transportation providers to identify coordination opportunities.

The Douglas County Plan reviews public and private transportation providers and the human service agencies (both public and not-for-profit) that utilize transportation services. It also includes faith-based and retirement community transportation services. However, these privately funded services typically focus on smaller, specific populations and (at this time) constitute a small sector outside of the public transportation system.
SECTION 3: PUBLIC INVOLVEMENT

The public participation process for 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 represent or provide important client services to transit users and others with special transportation needs.

Local Advisory Committees and Councils

There are a number of citizen advisory committees that weigh in on county transportation issues involving older adults and people with disabilities. They offer comments and suggestions and voice satisfaction and dissatisfaction with all aspects of transportation services. Often interested individuals sit on several Advisory Committees for different agencies. The following community groups have been involved in this coordinated transportation planning process:

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 providers, a STAC member (liaison), one member of the medical community and one representative from the Greater United Way.

In addition to establishing a Project Advisory Committee, meetings were held with a number of other citizen advisory groups and commissions, including the following:

SPECIAL TRANSPORTATION ADVISORY COMMITTEE (STAC)

The Special Transportation Advisory Committee consists of nine members, three of whom are seniors, three providers, and three members represent the disabled community.

All members of this Committee are appointed by the Douglas County Board of Commissioners and are residents of Douglas County. The Committee consists of community members who are elderly and/or disabled and either use transportation services or live in an area where there are no public services; be a representative of either elderly or disabled people; or be a provider of services to the elderly or people with disabilities.

DOUGLAS COUNTY SENIOR SERVICES ADVISORY COUNCIL

The Senior Services Advisory Council consists of 12 residents of Douglas County, all of whom are appointed by the Board of Commissioners. Six members represent geographic areas of Douglas County and six represent community organizations. There are two ex-Officio members: One is a Health and Social Services Executive Director and the other is a member of the Governor's Commission on Senior Services.

The Advisory Council consists of more than 50% persons 60 years of age or older, representatives of older persons, representatives of health care provider organizations (including providers of veterans' health care), representatives of supportive services provider organizations, persons with leadership experience in the private and voluntary sectors, local elected officials (if feasible), and the general public.
DOUGLAS COUNTY TRAFFIC SAFETY COMMISSION

The Traffic Safety Commission consists of seven members (representatives from the engineering profession, the Roseburg City Council, the Sheriff's Department and various geographical areas of Douglas County), as well as one ex-Officio member (an ODOT Transportation Safety Coordinator).

UCAN BOARD OF DIRECTORS

The Umpqua Community Action Network has seventeen Board members. The Board consists of six elected or appointed public officials, five low-income representatives, and six community representatives. UCAN serves the residents of Douglas County by offering services ranging from clinics/education to nutritional assistance.

DOUGLAS COUNTY PLANNING DEPARTMENT — COMMITTEE FOR CITIZEN INVOLVEMENT

The Committee for Citizen Involvement consists of ten community members — one from each Planning Advisory Committee (there are nine PACs in Douglas County) and one member of the Planning Commission. The PAC members serve on a volunteer basis. The Committee itself serves as an advisory body to the Douglas County Board of Commissioners.

Stakeholder Questionnaires and Surveys

To further guide the planning process, three separate surveys were developed and conducted among a diverse group of stakeholders. With the cooperation of a number of social service agencies, nearly 600 low income, elderly and disabled individuals were asked about the transportation challenges and barriers they faced. A copy of the client survey and analysis of the results are presented in Appendix B of the 2005 report. In addition, over 50 community service organizations and more than 30 transportation providers were identified and asked to complete questionnaires regarding the needs of their clients, the transportation services and assistance they provide, and opportunities they see for collaboration in the provision of client and other specialized transit services.

Public Forums on Transportation Coordination

And finally, a series of public forums were held in six communities across the county. These informational meetings were convened in Reedsport, Yoncalla, Roseburg, Winston, Riddle 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.

Future Public and Stakeholder Involvement

A series of additional stakeholder surveys and public forums were held in 2007 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. Survey responses were reviewed and analyzed and the results are reflected in the “Key Findings” section of this plan (copies of the surveys and mailing lists are included in Appendix __________).
PUBLIC HEARINGS

A series of public forums on the Coordinated Transportation 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 plan.

APPROVAL

Following public review, the Douglas County Coordinated Transportation Plan was reviewed and approved by the Special Transportation Advisory Committee and the Douglas County Board of Commissioners in [insert date] 2007.

Community Involvement

Douglas County Umpqua Transit continually strives to provide improved services and a positive image in our community. Below are some of the programs and services offered after Douglas County assumed control of Umpqua Transit in 2006:

- A new program was started encouraging students to use public transit for all of their transportation needs – to and from school, to work, or even shopping. This service provides benefits to parents and guardians, as well.

- Free rides are provided on all regular transit routes during Douglas County Fair Week.

- Umpqua Transit participates in the Annual Business & Consumer Fare.

The photo on the right shows Cindy Beesely, UT representative, greeting the public at the most recent "Fare." The theme of the booth was promotion of public transit -- creating awareness in the business community and promoting a greater sense of commitment to meet the transportation needs of our community.

Drawings were held at this event for Roseburg Dial-a-Ride ticket books and Umpqua Transit monthly bus passes to promote the use of -- and educate citizens about -- the benefits of public transit.
UT participates in the Annual Douglas County Food Drive. Over 4,000 pounds of food was collected by UT at their last “Bulge the Bus” food drive. A drawing held during the last food drive provided several free monthly bus passes to citizens — again to familiarize consumers with the services available.

UT regularly participates in conferences in our community that promote the safety and wellness of our citizens. At a recent Umpqua Community College “Conference on Aging” Umpqua transit provided an overview of Douglas County’s transportation program – stressing the safety and economy of public transit, as well as the accessibility for mobility impaired citizens. This type of workshop provides our citizens with a first hand look at our buses and acquaints them with the daily bus schedules for their area and locations of the bus stops and shelters. Hands on demonstrations are provided on the use of walkers, wheelchairs and other mobility devices.

An Annual Senior Events Day is held for Douglas County seniors. UT is a participant in this community benefit. In the 2006 event bottled water was donated – along with cheers – to seniors in the a.m. walk/run event. Transportation to and from the event was funded by STF and bus tickets were given for use as prizes.
SECTION 4:  POPULATION CHARACTERISTICS

Douglas County is a large rural county that stretches almost 200 miles from the Cascades in the east to the Oregon Coast. As reflected in the below table, over half of the county's 100,000 residents (55%) live in unincorporated areas. The remaining 45% of the population is scattered among a dozen cities and towns, most of which are growing, while the rural areas of the county are slightly declining. Roseburg (with one-fifth of the county's residents), along with Sutherlin and Winston, account for most of the population growth.

2000 POPULATION FIGURES FOR DOUGLAS COUNTY & MAJOR CITIES
(Increases/decreases based on change since 1990)

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Douglas County</td>
<td>100,399</td>
<td>+6%</td>
</tr>
<tr>
<td>Canyonville</td>
<td>1,293</td>
<td>+6%</td>
</tr>
<tr>
<td>Drain</td>
<td>1,021</td>
<td>-6%</td>
</tr>
<tr>
<td>Elkton</td>
<td>147</td>
<td>-15%</td>
</tr>
<tr>
<td>Glendale</td>
<td>855</td>
<td>+21%</td>
</tr>
<tr>
<td>Myrtle Creek</td>
<td>3,419</td>
<td>+12%</td>
</tr>
<tr>
<td>Oakland</td>
<td>954</td>
<td>+13%</td>
</tr>
<tr>
<td>Reedsport</td>
<td>4,378</td>
<td>-9%</td>
</tr>
<tr>
<td>Riddle</td>
<td>1,014</td>
<td>-11%</td>
</tr>
<tr>
<td>Roseburg</td>
<td>20,017</td>
<td>+17%</td>
</tr>
<tr>
<td>Sutherlin</td>
<td>6,669</td>
<td>+33%</td>
</tr>
<tr>
<td>Winston</td>
<td>4,613</td>
<td>+22%</td>
</tr>
<tr>
<td>Yoncalla</td>
<td>1,054</td>
<td>+14%</td>
</tr>
<tr>
<td>Unincorporated</td>
<td>54,967</td>
<td>0%</td>
</tr>
</tbody>
</table>

Demographic Profile

AGING POPULATION

Low income and elderly residents make up a disproportionately large share of the county’s population – 23% of the county’s population is over the age of 60 (roughly one and one-half times the state average). This special needs population is expected to increase significantly over the next decade and a half, particularly as “Baby Boomers” (the fastest growing segment of the population) begin turning 60 this year. It is conservatively estimated that the county’s 60+ age group is likely to grow by a quarter over the next 15 years — from an estimated 26,000 seniors today to nearly 32,000 in 2020.

LOW-INCOME POPULATION

Incomes in Douglas County are considerably below the state average. The county ranks twentieth in the state in terms of per capita income. Family income in Douglas County is about 20% lower than the state as a whole. The 2000 Census reports that 14.6% of county residents are poor – a poverty rate 25% higher than the rest of the state. Some of the highest concentrations of low-income families are in the more rural parts of Douglas County.
MOBILITY IMPAIRED POPULATION

Definitions of, and projections for, the disabled population vary and are not always reliable measures of transportation need. For example, according to the more conservative definition of the Census, less than 5% of Douglas County’s population is considered disabled. However, an independent statewide study of Oregon households in 1999, using a broader definition of “mobility impaired,” concluded that at least 8% of county residents have mobility limitations. That same study estimated that 75% of the disabled population would have difficulty using traditional fixed-route public transit services, even if they were available.

Transit Dependency

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 – the elderly, 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 seniors 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 the Census, about 7.3% of the county’s population is in this age group.

Projections

A comprehensive transportation study conducted in 2002 concluded that almost one-third of Douglas County residents could be classified as transportation disadvantaged. The following table presents information about the four major transit dependent groups in the county, along with projected changes in the population over the next 15 years.

<table>
<thead>
<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>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>100,399</td>
<td>23,172</td>
<td>14,854</td>
<td>8,100</td>
<td>7,345</td>
</tr>
<tr>
<td>2005</td>
<td>113,600</td>
<td>26,220</td>
<td>16,800</td>
<td>9,165</td>
<td>8,315</td>
</tr>
<tr>
<td>2010</td>
<td>120,588</td>
<td>27,830</td>
<td>17,840</td>
<td>9,730</td>
<td>8,825</td>
</tr>
<tr>
<td>2015</td>
<td>128,632</td>
<td>29,690</td>
<td>19,000</td>
<td>10,380</td>
<td>9,415</td>
</tr>
<tr>
<td>2020</td>
<td>137,368</td>
<td>31,700</td>
<td>20,300</td>
<td>11,000</td>
<td>10,000</td>
</tr>
</tbody>
</table>

Source: Mid-Willamette Valley Council of Governments
*Population growth projections based on forecast by Douglas County Planning Dept.

SECTION 5: RESOURCE & SERVICE INVENTORY

Services

Douglas County recognizes that an image created by the name, logo, color scheme, vehicle design, signage and facilities of a viable transportation system must project an identity that is easily recognizable, has a positive image and is memorable. Umpqua Transit currently has antiquated color schemes and no images that reflect it as a public transportation provider. Schedules and informational literature do not positively reflect the available services. There are no cross-agency coordinated schedules, advertising, or brochures that reflect the various services available throughout our county. Public safety is an important issue and improved visibility will result in improved safety – for both passengers and drivers. The goal of Douglas County is to improve visibility by adapting a "Brand" and creating a marketing campaign for Umpqua Transit.

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. The inventory on the following pages is an attempt to list all of the public transit and human service transportation connections. It summarizes the available Douglas County public and private transportation providers, as well as the entities that buy, sell, or use their services. The Inventory reviews local public, not-for-profit, and private providers. Countywide volunteer transportation and human service agencies that utilize transportation as a support service are also reviewed. The descriptions reflect where coordination exists between human service agencies and transportation services to persons who are low income, senior, or people with disabilities.

The list identifies the agency, a brief description of the transportation service, information about who is eligible, and the area served. Because there is integration across services and programs, some agencies may be identified in more than one grouping. Services are organized under these categories:

PUBLIC TRANSPORTATION — Agencies whose primary mission is the provision of transportation and use federal and/or state resources:
- Urban Transit
- Small City and Rural Community Transit
- Intercity Transit
- Transportation for Older Adults, People with Disabilities and/or Limited Incomes
- Transportation Options

HUMAN SERVICES TRANSPORTATION — Agencies whose ancillary mission is the provision of transportation:
- State Human Services
- Local Human Services
- Non-Profit Social Service Agencies

STUDENT TRANSPORTATION — Agencies who provide transportation services to students:
- School Districts
- Pupil Transportation providers
PRIVATE TRANSPORTATION — Companies providing private transportation services:
- Intercity
- Taxis and Shuttle Service
- Train and Over-the-Road Bus Service

OTHER TRANSPORTATION
- Charter Services

RESOURCES

SECTION 5311 CAPITAL & OPERATING GRANTS
- $172,500 Rural General Public Transportation grant received by URCOG (Douglas County Umpqua Transit) for the purchase and installation of 25 shelters and 20 bus stop signs in Douglas County (7-1-06/6-30-07).
- $250,204 General Public Transportation grant received by Douglas County for operating assistance within the County (7-1-06/6-30-07).
- $123,379 Rural General Public Service grant received by URCOG (Douglas County Umpqua Transit) for preventive maintenance (7-1-06/6-30-07).
- $139,787 General Public Transportation Services grant received by URCOG (Douglas County Umpqua Transit) for operating assistance (7-1-06/6-30-07).

SECTION 5310 CAPITAL GRANTS
- $255,254 ODOT Capital grant received by Umpqua Transit for vehicle replacement (7-1-06/6-30-07).
- $65,503 (or 89.73% of allowable costs of $73,000 total, whichever is less) ODOT Capital grant received by Umpqua Transit for preventive maintenance (7-1-06/6-30-07).
- $64,794 Adolescent Day Treatment Center, dba Riverside Center, grant to replace one vehicle and fund preventive maintenance for client-only transportation throughout Douglas County (7-1-06/6-30-07).
- $84,346 DRTF grant to replace two vehicles and fund preventive maintenance for vehicles serving developmentally disabled clients in the Roseburg area, as well as Sutherlin and Myrtle Creek, as needed (7-1-06/6-30-07).
- $96,000 Umpqua Homes for the Handicapped grant to replace three vehicles and fund preventive maintenance for developmentally disabled client transportation in Douglas County (7-1-06/6-30-07).
- $18,843 URCOG (now Douglas County Umpqua Transit) grant to fund preventive maintenance for general public and SPD service in Douglas County (7-1-06/6-30-07).
$194,000 Douglas County (7-1-06/6-30-07) STF Grant for transportation reimbursements as follows:

<table>
<thead>
<tr>
<th>PROVIDER</th>
<th>ALLOCATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Winston</td>
<td>$ 10,000</td>
</tr>
<tr>
<td>City of Glendale</td>
<td>15,000</td>
</tr>
<tr>
<td>Mercy Medical</td>
<td>40,000</td>
</tr>
<tr>
<td>Seniors Escorting Seniors</td>
<td>8,000</td>
</tr>
<tr>
<td>South Lane Wheels</td>
<td>15,000</td>
</tr>
<tr>
<td>Umpqua Transit</td>
<td>67,500</td>
</tr>
<tr>
<td>UVDN</td>
<td>13,000</td>
</tr>
<tr>
<td>TVF – Senior Companions</td>
<td>7,500</td>
</tr>
<tr>
<td>Reedsport Dial-a-Ride</td>
<td>15,000</td>
</tr>
<tr>
<td>Senior Event Day Transportation</td>
<td>1,000</td>
</tr>
<tr>
<td>Administrative Fee</td>
<td>2,000</td>
</tr>
<tr>
<td><strong>TOTAL GRANT</strong></td>
<td><strong>$ 194,000</strong></td>
</tr>
</tbody>
</table>

**STF TRIBAL GRANTS**

- $40,000 grant from The Cow Creek Band of Umpqua Tribe of Indians to enhance service in Douglas County's Dial-a-Ride programs in rural communities and help to establish new service in the northern (Drain/Yoncalla) and southern (Glendale) most communities; $5,000 of said sum was specifically allocated to study the needs and make recommendations for possible new Dial-a-Ride service in the Canyonville area (7-1-06/6-30-07).

**DISCRETIONARY GRANTS**

- $61,600 ODOT Fleet Preservation Program grant to Umpqua Transit for rehabilitation reimbursement (2003 – 2006).


- $15,000 ODOT Transportation Reimbursement grant to the Douglas County Senior Companion Program (2005 – 2007).

**DD 53 TRANSPORTATION FUNDING**

- $402,426 grant to Douglas County Senior & Developmental Disabilities Division as a match for Medicaid transportation (Biennium 2005 – 2007).
**General Public Transportation**

**UMPKUA TRANSIT**

Public transportation in Douglas County is provided by UMPQUA TRANSIT (UT) utilizing 14 buses and vans to operate the following fixed-routes and provide trips on-demand.

- Roseburg Routes — operating within the City of Roseburg;
- Commuter routes — connecting the Winston/Green area with Roseburg and Umpqua Community College (UCC) and Sutherlin;
- Dial-a-Ride services for seniors and people with disabilities within Roseburg and Green; and
- Dial-a-Ride services in the Reedsport area.

Through the Accessible Services Program, UT has developed a range of services to address a variety of transportation needs throughout Douglas County — either specific to a designated population such as seniors and people with disabilities — or to an isolated geographic area.

In addition to operating a fully accessible fixed-route fleet of vehicles, ongoing efforts have been and are being made to improve bus stops throughout Douglas County.

One example is a project currently underway – the construction of enclosed shelters with seating for UT passengers (see example above). This UT project is a joint effort utilizing a grant from ODOT and installation provided by community partners – the Boy Scouts, City of Roseburg, Chamber of Commerce’s “Project Leadership Team” and the Wolf Creek Job Corps. Considerable time and effort has been and is being put into this project to meet the needs of our citizens.
While our new shelters are a great improvement for our passengers, they will need ongoing funding to provide routine maintenance. Safe, sanitary shelters will promote a positive image and encourage passengers to utilize our transportation system (statistics show that clean, well maintained shelters have higher use).

Douglas County also recognizes the need for proper signage for Umpqua Transit’s bus stops. Current signs have poor visibility – complaints have been received from both passengers and drivers. As one facet of a “Branding” project for the transportation system, new improved signage would greatly enhance visibility and improve the image of the system as a whole. Our goal is to provide larger, brighter signs that would also include bus schedule information.

UT also operates a variety of specialized services in the form of bi-weekly shopping trips for North and South County residents.

UT complies with the ADA\(^3\) requirement for complementary paratransit through the Dial-a-Ride program.

UT is the sole fixed-route public mass transit provider operating within Douglas County. They maintain a fleet of 14 vehicles (six for fixed-route service, four for the Dial-a-Ride program and one for the shopping trip program – as well as one back-up vehicle for each three service vehicles) with wheelchair lifts or ramps on all vehicles.

Umpqua Transit receives funding from a variety of sources to provide public and specialized transportation. Federal and state funding support the largest portions of the UT budget. The federal Section 5311 program provides funding for rural public transit service in Douglas County and currently represents about one-sixth of UT’s operating budget. Roughly similar amounts come from the state’s Special Transportation Fund (STF), which is restricted to services for seniors and people with disabilities, and fare box revenue from riders.

**Community Dial-A-Ride Services**

A Coordinated System -- Dial-a-Ride Paratransit, Demand/Response, and Volunteer Driver Programs

Through a variety of efforts at the state and local level, Douglas County has become the primary coordinator of paratransit services for our seniors, people with disabilities, and the clients of many human services agencies in the county. ODOT is the designated administering agency for the State of Oregon Special Transportation Fund for the Elderly and Disabled (STF).

Douglas County has worked with local and state agencies to develop a broad range of services that meet ADA paratransit requirements and serve seniors and other agency clients county-wide.

Six community-based Dial-a-Ride services operate in Sutherlin, Winston, Reedsport, Glendale, north and south county. They are set up primarily to serve seniors and people with disabilities. Three are sponsored by local city governments and three are operated by independent nonprofit organizations. None of the six have paid staff — relying, instead, on volunteer managers, drivers and dispatchers. All are accessible to people with disabilities. Collectively, they operate eight vans and small transit buses and provide over 28,000 rides annually to individuals with special transportation needs in the county. None of the agencies in this category reported expense data, so comparative trip cost information is not available.

\(^3\) As defined under the Americans With Disabilities Act of 1990 (ADA).
NORTH COUNTY DIAL-A-RIDE

This north county Dial-a-Ride service is operated by South Lane Wheels. It serves primarily Drain and Yoncalla. Various rates apply, depending upon the service supplied.

SUTHERLIN DIAL-A-RIDE

In Sutherlin, the Police Department oversees a volunteer-run Dial-a-Ride operation that provides door-to-door transportation to city residents, as well as those in the communities of Union Gap and Oakland. The service is available weekdays between the hours of 8:30 a.m. and 4:00 p.m. Prospective riders can call for same day service or make a request for several weeks out. They also provide prescheduled subscription-type trips. Priority is given to seniors and disabled riders, but the system is open to anyone in need of a ride. In 2004, 67% of the passengers were elderly, 19% were disabled (between 18 and 60 years), and the rest (14%) were general public.

Last year, the all-volunteer Sutherlin Dial-a-Ride provided 11,000 one-way trips. In June 2005, the operation has its first 1,000-trip month in its 11-year history. They operate three vehicles, two minivans and a station wagon, utilizing the services of 16 active volunteers as both drivers and dispatchers for the transportation system.

WINSTON DIAL-A-RIDE

A similar volunteer-based Dial-a-Ride operates in Winston—a program that was also started by the town’s Police Department. The four day a week door-to-door service was started 13 years ago and is designed to help residents in the Winston, Green, Dillard and Happy Valley area meet their grocery and other shopping needs and have access to meals and activities at the local senior center. In Winston, service extends up to 3 1/2 miles beyond the city limits. In 2004, the all-volunteer Winston Dial-a-Ride provided 5,400 trips and estimated that, with the addition of a second vehicle, they will provide about 7,000 trips in 2005. Over 90% of the riders are elderly and disabled. General public passengers make up less than 10% of the ridership.

GLENDALE DIAL-A-RIDE

This Dial-a-Ride service is operated by the City of Glendale. It covers the Glendale/Azalea area, as well as special trips to both north and south county. Fees vary, depending upon service requested.

LOWER UMPQUA SENIOR & DISABLED TRANSPORTATION

LUSDT is an independent nonprofit organization that was created in 1997 to provide accessible transportation to seniors and other disadvantaged residents in Reedsport and the western portions of Douglas County. This all-volunteer transportation program provides nearly 8,000 trips a year, relying on a single 20-passenger bus and an annual budget of less than $25,000. LUSDT’s transportation director hopes to acquire a second, smaller vehicle in order to expand local and regional service.

Currently, door-to-door service is available in Reedsport and to the residents of Winchester Bay and Gardiner. LUSDT provides a variety of transportation services, including monthly group shopping trips to Coos Bay and North Bend, Florence, Eugene and Roseburg; special recreational outings, and regular Dial-a-Ride services to the local senior meal site, shopping and other destinations in the Reedsport area. Although the on-demand services provided by LUSDT and Umpqua Transit’s Reedsport Dial-a-Ride service overlap on occasions there is little communication or coordination between the two services.
SENIORS ESCORTING SENIORS

Seniors Escorting Seniors (SES) is also an independent nonprofit organization that was founded seven years ago to provide accessible, transportation to special needs populations in south Douglas County. Based in Myrtle Creek and staffed entirely by volunteers, SES provides needed transportation to and from destinations in Azalea, Riddle, Canyonville, Myrtle Creek and Tri-City. Operating two vans, driven by a handful of volunteer drivers, the regional Dial-a-Ride service provides roughly 3,600 rides a year to area residents. Financial support to operate the door-to-door mobility services comes entirely from donations.

Client Transportation Providers

In addition to the providers profiled above, over 50 public and non-profit service agencies in Douglas County were surveyed in order to identify which ones provide actual transport services or assistance to their clients. To date, not all of the organizations have returned survey forms, so it is likely that the following list of client transportation services in the community is not complete. So far, agencies in this category collectively report operating more than 80 vans and small buses. The largest client transport program is the transportation service provided for developmentally challenged adults by Douglas County and a consortium of DD residential and training agencies. The following is a summary of the transportation services provided annually by this group.

ADAPT

This drug and alcohol recovery program owns and operates five vans in order to transport its outpatient and residential clients to treatment and other community services. ADAPT currently transports clients living in Roseburg and from north county to Sutherlin and from south county to Winston. Because of the significant unmet transportation needs, ADAPT also provides emergency assistance, such as gas vouchers and bus passes to its clients.

BATTERED PERSONS’ ADVOCACY

The Roseburg-based nonprofit organization offers transportation to residents of its emergency shelter, transitional housing programs and other program clients. In addition to using its own van to make an estimated 2,400 passenger trips per year, the agency provides other transportation assistance to its clients, including gas vouchers, passes on the local public transit bus and referrals to other transportation providers.

DOUGLAS COUNTY DEVELOPMENTAL DISABILITIES SERVICES

Douglas County supports an extensive program of transportation for clients with developmental challenges. Approximately $350,000 in state and federal grants is used to meet the mobility needs of program clients, including assuring that approximately 180 facility-based residents have access to sheltered work and training sites. Until recently, the County had contracted with Umpqua Transit to provide this service. Beginning July 1, 2005, the County began using a network of DD residential and training agencies to transport clients from family and group homes to job and training sites. The provider network is made up of the following agencies:

- Development Systems, Inc. (DSI)
- Douglas Resident Training Facilities (DRTF)
- Sunrise Enterprises
- Umpqua Homes for the Handicapped (UHH)
DOUGLAS COUNTY MENTAL HEALTH SERVICES

Because persons with mental health problems have fairly unique transportation and personal-care needs, Douglas County Mental Health Services provides personalized transportation services for this population. Clients receive transportation assistance to medical services, recreation, counseling and employment from their residences, which include family and group homes throughout the County. In addition, mental health clients depend on non-emergency medical transportation provided through Medicaid. Under the Medicaid transportation program, a network of certified providers transport eligible mental health clients to approved medical services.

DOUGLAS COUNTY SENIOR COMPANION PROGRAM

The Senior Companion Program (SCP) is a federal initiative operated by the County that provides a variety of services to homebound adults aged 60+. Transportation is a major program element and involves volunteers using their own cars to transport clients to shopping and medical appointments, or running errands such as picking up groceries and prescriptions on the client’s behalf. The volunteer companions receive a mileage reimbursement of $0.445 or these client/escort trips. Last year, the County Volunteer Services spent roughly $7,500 on reimbursement for client trips under this program.

FAMILY DEVELOPMENT CENTER

The Roseburg-based Family Development Center is an independent nonprofit agency that provides child abuse prevention and intervention services. Transportation to and from the Center is provided each weekday to children and parents enrolled in parenting education classes. Using a fleet of three small buses, over 12,000 one-way trips are provided annually to clients in a service area that stretches from Canyonville to Oakland. Two-thirds of those transported live outside of the City of Roseburg.

FRIENDLY KITCHEN

The Friendly Kitchen provides hot meals to seniors and homebound individuals living in the Roseburg area. Using its own van, this private faith-based agency offers transportation assistance to older adults attending its meal and other programs. The vehicle is used four days a week during the noon hour to transport clients and is operated by one full time volunteer driver.

MERCY EXPRESS

Mercy Express is a medical transportation service that is operated by Mercy Medical Center in Roseburg. Transportation to and from scheduled medical appointments is provided free of charge to all older adults (55+) who reside anywhere within Douglas County (with the exception of Reedsport). Transportation is not restricted to facilities operated by Mercy Hospital, but is available to all health care providers and services in the County. In 2004, using two lift-equipped buses, Mercy Express provided over 1,400 trips to medical appointments. About three-quarters of the trips were to destinations in Roseburg, while the balance included residents of smaller communities throughout the County. Almost 20% of Mercy’s passengers require wheelchair transport.

PHOENIX SCHOOL OF ROSEBURG

The Phoenix School is an alternative education facility for children in grades Kindergarten through 12. It also offers parenting and childcare classes and counseling to guardians and young parents. Using its own fleet of two buses and three passenger vans, the school provides transportation to students in the Roseburg area who need assistance getting to classes. Phoenix School also contracts with a pupil transportation provider to offer before and after school transportation.
RIVERSIDE CENTER

Riverside Center is a nonprofit day treatment facility established almost 20 years ago to provide education, counseling and mental health services to emotionally disturbed youth and their families. Each day, local school districts in Douglas County transport approximately 50 children and adolescents to the facility, which is located in the City of Winston. The Center also has its own fleet of three small buses and a van, which it uses to transport students on special trips and outings. Riverside uses teachers, therapists and other trained professionals as drivers, and sees the class trips as part of the educational/therapeutic process.

SELF-SUFFICIENCY PROGRAM

The state’s Self-Sufficiency Program provides training and related employment assistance to low income clients. Because the majority of the people it serves do not have access to reliable transportation, the program spends almost $250,000 annually to assure that Temporary Assistance for Needy Families (TANF) clients have access to jobs and training opportunities. In addition, because most Self-Sufficiency Program participants are Medicaid eligible, the local program relies on Dial-a-Ride to get clients to medical appointments. The state program also provides medical transportation funds for medical appointments.

UCAN CONFIDENCE CLINIC

The Umpqua Community Action Network (UCAN) provides a variety of services to low income individuals and families within Douglas County, including operating the Confidence Clinic (a self-sufficiency program for women). UCAN provides courses in academic skills development, GED preparation, vocational planning, parenting, assertiveness training and other classes. The Roseburg-based program operates its own van to provide needed transportation to clients needing access to agency services, and also provides gas vouchers and bus passes to those in need.

UCAN HEAD START

UCAN also operates a large Head Start program that is supported by an extensive transportation service. The agency operates seven Head Start centers, and provides transportation to children enrolled in all pre-school classes. UCAN operates a total of nine small buses to bring children to and from the learning sites four days a week. Under state and federal safety regulations, all Head Start agencies are required to use conventional yellow school buses. Drivers are trained by the agency, but also function as teachers’ aides and other support staff.

UMPQUA VALLEY DISABILITIES NETWORK (UVDN)

Based in Roseburg, UVDN is Douglas County’s official Center for Independent Living. The agency provides a variety of services for people with disabilities and their families, including information and referral, peer mentoring, independent living skills training, and advocacy. UVDN also provides needed transportation to its clients and, under contract, to enrollees in the local JOBS training and employment program for public assistance recipients. Client transportation is provided by UVDN paid drivers, using a fleet of four passenger vans. In 2004, the agency estimates it provided roughly 12,000 rides – split evenly between its own clients and JOBS enrollees. Two-thirds of the people transported by the agency reside outside of the City of Roseburg. In addition, UVDN staff provides travel training to the disability community (e.g., teaching clients and others how to use existing fixed-route and other available community transportation services).
WOLF CREEK JOB CORP CENTER

The Wolf Creek Job Corp Center, located 30 miles east of Roseburg near the town of Glide, offers educational opportunities and job skills training to young people between the ages of 16 and 24. In order to assure that students can get to classes in Roseburg and at the local community college, Wolf Creek provides its own transportation using a fleet of 11 buses and passenger vans. Some transportation assistance is also available to young adults participating in non-residential day programs operated by the Center.

Private for-Profit Providers

The study identified six private companies that provide transportation services to the general public in Douglas County. Three are small traditional taxi companies – one operated in Roseburg and the other two in Reedsport. The taxis provide service 24 hours a day, seven days a week, and operate in a “real time” mode, meaning that passengers can call for immediate pick up on demand (Reedsport cab companies operate one vehicle each, while the taxi service in Roseburg has four cabs). Medlink provides door-to-door service for mobility impaired clients in central Douglas County (24 hours per day, seven days a week) and W.E.S.T. Ambulance provides emergency and non-emergency ambulance services and wheelchair/van transportation. In addition, the Seven Feathers Casino and Resort provides shuttle service – sometimes called the “Bingo Bus” – for its patrons. In Douglas County, shuttle service is available between Canyonville - Winston – Roseburg and as far north as Eugene and Springfield. Scheduled service is also available between the Canyonville-based casino and Grants Pass, Medford and Ashland in Josephine and Jackson Counties.

- CB Cabs – Reedsport
- Sunshine Taxi - Roseburg
- Medlink - Roseburg
- W.E.S.T. Ambulance - Roseburg
- Seven Feathers Casino & Resort – Canyonville (operated by the Cow Creek Band of Umpqua Tribe of Indians)

Private for-Profit Intercity Transportation Services

GREYHOUND

Greyhound Lines is a scheduled, intercity carrier that operates passenger and package service along the I-5 corridor in Douglas County. Greyhound buses stop in downtown Roseburg eight times each day – three times heading north to Eugene, Portland and beyond (8:40 a.m., 3:55 p.m. & 7:00 p.m.) and five times heading south to Grants Pass, Medford and California (1:50 a.m., 4:05 a.m., 12:01 p.m., 4:55 p.m. and 10:50 p.m.). Schedules are not intended to accommodate daily commuters. Greyhound service to Reedsport and the coastal communities along US Highway 101 was discontinued in 2004. The trip to Portland takes roughly four hours and costs $29 each way. The trip to Medford takes about two hours and costs $12.50.
PORTER STAGE LINES

Porter Stage Lines is a scheduled, intercity carrier that operates passenger service between Coos Bay and Eugene, with a stop in Reedsport. On the northbound run to Florence and Eugene, Porter State (which is based in Coos Bay) stops twice a day in Reedsport (7:30 a.m. and 1:00 p.m.) and twice returning from Eugene, arriving in Reedsport at 7:00 p.m. and 10:30 p.m. Service is available seven days a week on one of the routes and Monday through Friday on the other. The trip to Eugene costs $20 and a ticket to Coos Bay costs $8.

Residential Facilities

In addition, 18 retirement homes, assisted living centers, and private residential and treatment facilities were identified in Douglas County. Most are based in the Roseburg area, but, so far, fewer than half have responded to the survey. The majority reports that they own and operate their own vehicles. They provide transportation services exclusively to residents of their respective facilities. The following residential centers have indicated that they provide transportation services; however, none indicated an interest in coordinating their transport services with other providers in the community.

- Ashley Manor (2) - Roseburg
- Bridgewood Rivers Residence – Roseburg
- Callahan Court - Roseburg
- Callahan Village – Roseburg
- Curry Manor – Roseburg
- Forest Glen Senior Residence – Canyonville
- Garden Valley Retirement – Roseburg
- Linus Oaks – Roseburg
- Oak Park – Roseburg
- Riverview Terrace – Roseburg
- Rosehaven – Roseburg
- Umpqua Valley Nursing & Rehab – Roseburg

Providers/Services

Douglas County has an array of available transportation providers and services. The level of coordination illustrates what can be accomplished when funds and services are managed with centralized oversight by a lead agency while, at the same time, encouraging joint ventures and partnerships. By working with state and local agencies and the regional planning agency services are provided to best meet the transportation needs of people with disabilities, seniors, and other transit-dependent citizens.
The below tables illustrate a variety of transportation providers and services available in Douglas County. For a complete list see the Douglas County Transportation Provider Matrix in Appendix ____.

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>SALVATION ARMY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>The Salvation Army emergency services are designed to assist distressed persons in a variety of emergencies without regard to race, creed, age or sex. Limited transportation assistance is available to verifiable jobs or doctors.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Open to the public.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>UT, private providers.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>FAMILY DEVELOPMENT CENTER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Client transport.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and/or disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>SUNRISE ENTERPRISES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Sunrise provides job training and employment opportunities for people with disabilities and persons otherwise disadvantaged; it also provides UT bus passes and agency operated transportation to employment.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>UT, Douglas County Developmentally Disabled Services.</td>
</tr>
<tr>
<td>AGENCY</td>
<td>GOODWILL INDUSTRIES</td>
</tr>
<tr>
<td>-------------</td>
<td>----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Service Description</td>
<td>Goodwill provides job training and employment opportunities for people with disabilities and persons otherwise disadvantaged; provides UT bus passes and agency operated transportation to employment.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>UT, Douglas County Developmentally Disabled Services.</td>
</tr>
</tbody>
</table>

**UMPQUA TRANSIT PASSENGER BOARDING BUS**

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>MERCY EXPRESS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Provides transportation for ambulatory senior and disabled or disadvantaged patients to and from medical appointments for out-patient tests and examinations.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons undergoing medical treatment.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>Mercy Express to/from Mercy Hospital.</td>
</tr>
<tr>
<td>AGENCY</td>
<td>AMERICAN CANCER SOCIETY</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>----------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Service Description</td>
<td>American Cancer Society provides transportation for ambulatory cancer patients to and from chemotherapy and radiation treatments.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons undergoing treatment for cancer.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>SEVEN FEATHERS CASINO AND RESORT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Customer transport</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Customers.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Canyonville to and from Winston and Roseburg.</td>
</tr>
<tr>
<td>Coordination</td>
<td>Seven Feathers Casino &amp; Resort</td>
</tr>
</tbody>
</table>
# Student Transportation

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>ROSEBURG SCHOOL DISTRICT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Student transport.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and/or disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Roseburg area</td>
</tr>
<tr>
<td>Coordination</td>
<td>Durham Transportation</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>MYRTLE CREEK SCHOOL DISTRICT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Student transport.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and/or disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Myrtle Creek area</td>
</tr>
<tr>
<td>Coordination</td>
<td>Laidlaw Transit Services</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>DRAIN AREA SCHOOL DISTRICT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Student transport.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and/or disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Drain area</td>
</tr>
<tr>
<td>Coordination</td>
<td>North Douglas Transportation</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>PHOENIX SCHOOL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Student transport – Roseburg &amp; outlying areas.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and/or disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>Phoenix School</td>
</tr>
<tr>
<td>AGENCY</td>
<td>UCAN HEAD START</td>
</tr>
<tr>
<td>-------------------</td>
<td>----------------------------------</td>
</tr>
<tr>
<td>Service Description</td>
<td>Preschool transport county-wide.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Persons with disabilities and/or disadvantaged.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>UCAN Head Start</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>WOLF CREEK JOB CORP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Client transport.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Job Corp students.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Glide, UCC and Roseburg.</td>
</tr>
<tr>
<td>Coordination</td>
<td>Wolf Creek Job Corp</td>
</tr>
</tbody>
</table>
Human Services Transportation

STATE HUMAN SERVICES

Agency | Oregon Department of Human Services
----- | -----------------------------
Service Description | Provides Self-Sufficiency Program (SSP) including welfare, food stamp, medical and child care assistance programs; Child Welfare Program (CWP) protective services, foster care and adoptions; and Vocational Rehabilitation (OVRS) vocational evaluation, counseling, training and job placement programs to Douglas County residents. Transportation services for eligible SSP clients include reimbursement of client travel expenses to access medical and employment services, purchase of bus passes or tokens, as needed, for clients to access services, and client transport by volunteer drivers who receive a mileage reimbursement.

Offers support to the programs in the Department and its partner agencies. Volunteers are placed with the Self-Sufficiency Program (the former Adult and Family Services), Child Welfare Program (the former Services to Children and Families), and Oregon Vocational Rehabilitation Services. Volunteer positions include office support, college internships as social service aides, mentors for foster children, drivers taking adults and children to medical appointments, and other special projects.

Eligibility | SSP services are targeted to low income families and individuals. Specific eligibility requirements depend on the program. CWP services are provided to families where children 0-18 years are at risk of abuse or neglect. OVRS services are available to mentally or physically disabled adults and youth who need assistance obtaining employment.

Service Area | Douglas County

Coordination | Umpqua Transit, Umpqua Community College, Oregon Vocational Rehabilitation Services, Oregon Employment Department, and other Workforce Network partners.
## Local Human Services

<table>
<thead>
<tr>
<th>Agency</th>
<th>Senior &amp; Disabled Services (S&amp;DS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Currently, Senior &amp; Disabled Services coordinated medical transportation for people who are eligible for full Medicaid coverage or who have a current Medical Card under the Oregon Health Plan Plus, and who have no other transportation options. Senior &amp; Disabled Services will arrange for the most cost effective medical transportation with local providers who have registered with the Office of Medical Assistance Program (OMAP). Medical transportation must be pre-scheduled. Transportation options include gas mileage reimbursement, bus passes, bus tokens, and both taxi and ambulance services. A few clients may be eligible for non-medical transportation. Clients who are eligible for a UT bus pass must have at least five approved medical rides. Bus tokens are available for individual medical trips and also can be used for non-medical activities. In addition, non-medical transportation for waived clients is provided through Specialty Mobility Services. Senior Connections Program matches older adults with the resources and services they need in order to continue to live independently in their own homes or apartments. The program's Area Coordinators and volunteers provide a variety of services to senior citizens (60+) and unpaid family caregivers. Transportation-related services include transportation to and from medical appointments on a mileage reimbursement basis.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Medicaid, Oregon Health Plan Plus medical clients.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>Umpqua Transit, Douglas County Developmental Disabilities Services, Douglas County Mental Health, Oregon Department of Human Services, Special Mobility services.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Agency</th>
<th>Douglas County Mental Health Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Description</td>
<td>Provides services that include mental health treatment for children, families and adults. Services can be accessed through a variety of mental health programs. Douglas County Mental Health is a public mental health provider receiving funding from state mental health grants and client fees, some of which may be in the form of Medicaid, Medicare and other insurance carriers' reimbursements. Transportation is available to clients on a limited basis through bus passes, bus tokens, and taxi rides coordinated through Douglas County Umpqua Transit.</td>
</tr>
<tr>
<td>Eligibility</td>
<td>Mental health referrals.</td>
</tr>
<tr>
<td>Service Area</td>
<td>Douglas County</td>
</tr>
<tr>
<td>Coordination</td>
<td>UT, Douglas County Mental Health, Oregon Depart. of Human Services.</td>
</tr>
</tbody>
</table>
Funding

Public and specialized transportation in Douglas County are supported by a variety of state, federal and local funding sources. Federal grants make up about half of the transit funding sources identified in the table below. Most federal funds are passed through state agencies, which are then available to the county either on a competitive basis or distributed under a formula allocation system. In Oregon, the key state agency responsible for transportation funding is the Oregon Department of Transportation (ODOT).

The amounts identified from federal, state and local sources in the table below will exceed $1 million this year. Of this roughly three-fourths is available to cover transportation operating costs, while one-quarter is restricted to vehicle and other capital costs.

**PUBLIC & SPECIALIZED TRANSIT FUNDING SOURCES**

*Public Sources*

<table>
<thead>
<tr>
<th>SOURCE</th>
<th>FY 2005 FUNDING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural Public Transit (Sec. 5311)</td>
<td>$250,000</td>
</tr>
<tr>
<td>Elderly &amp; Disabled (Sec. 5310)</td>
<td>385,000</td>
</tr>
<tr>
<td>STF Formula</td>
<td>194,000</td>
</tr>
<tr>
<td>STF Tribal (one-time award)</td>
<td>40,000</td>
</tr>
<tr>
<td>STG Discretionary</td>
<td>100,000</td>
</tr>
<tr>
<td>DD 53 Transportation</td>
<td>175,000</td>
</tr>
<tr>
<td>Funding from Local Governments</td>
<td>45,000</td>
</tr>
<tr>
<td><strong>ESTIMATED TOTAL</strong></td>
<td><strong>$1.189 Million</strong></td>
</tr>
</tbody>
</table>

**RURAL TRANSIT ASSISTANCE GRANTS (Sec. 5311)**

This federally-funded, state-administered grant program is the primary source of federal funding for the operation of public transit programs in areas with populations fewer than 50,000. ODOT allocates the funds to eligible rural communities on a formula based half on population and half on transit ridership. Funds may be used to cover administrative, capital or operating costs of providing transportation to the general public. Funds can also be used to provide intercity service in rural areas. Grantees must provide a 50% local match to receive these federal funds. Recipients can be public bodies, nonprofit organizations or tribal agencies.

**ELDERLY & DISABLED TRANSPORTATION ASSISTANCE (Sec. 5310)**

This is a federally-funded, state-administered grant program for the purpose of meeting the special mobility needs of seniors and people with disabilities. Funds may be used to pay for up to 80% of the cost of vehicles and other capital equipment or purchase-of-service agreements. ODOT distributes funding based on a competitive statewide application process. Grant recipients must provide a 20% local match for these federal funds. Traditionally, program funds have been available for nonprofit agencies. Both state and federal governments today encourage the coordinated use of vehicles purchased with Sec. 5310 funds.
SPECIAL TRANSPORTATION FUND (STF)

The STF for Elderly and Disabled was established by the legislature in 1985 and is administered by the Public Transit Division of the Oregon Department of Transportation. Revenues come from two sources – a tax on cigarettes and the General Fund budget. Three-quarters of the STF (75%) is distributed by formula to each county. The remaining 25% of STF funds are administered by ODOT as a part of the STF discretionary grant program and can be used for the purchase or replacement of vehicles and other capital equipment, operations, planning and development. The amount of formula funds allocated to each county is based on population. The Board of Commissioners is responsible for the distribution of these formula funds. Up to $2,000 of each county’s allocation can be used for administration.

STF TRIBAL FUNDS

For the first time this year, recognized Indian tribes can receive STF formula funds directly instead of having to compete for a share of county allocations. Tribal governments are responsible for allocating funds and administering the program. This year the Cow Creek Tribe will receive $40,000 under the STF allocation process.

MEDICAID NON-EMERGENCY TRANSPORTATION (TITLE XIX)

Under Medicaid, states are required to assure that recipients can get to and from covered medical services. Medicaid transportation for Medicaid recipients in Douglas County is provided by Dial-a-Ride.

MEDICAID NON-MEDICAL TRANSPORTATION (TITLE XIX)

Under Medicaid’s Home & Community-Based Services (HCBS) programs, certain non-medical services can be provided to Medicaid recipients who might be institutionalized without transportation and other support services. Currently, a significant part of the employment and other non-medical transportation services provided to elderly and disabled Medicaid recipients is supported through the HCBS or long-term care waiver program.

DD 53 TRANSPORTATION FUNDS

Under Oregon’s HCBS waiver for aging and disabled populations, federal Medicaid funding is available to cover up to half of the costs of providing non-medical transportation to covered individuals. In Douglas County, these so-called DD 53 funds are used to cover a portion of the costs of the employment transportation for individuals with developmental disabilities. ODOT discretionary grant funds are used to provide the non-federal match for this Medicaid waiver program.

BUSINESS ENERGY TAX CREDIT (BETC)

Under ORS 330, public and nonprofit agencies in Oregon can receive payments for eligible energy conservation projects. Project sponsors must partner with businesses or other entities that have state tax liabilities. Transportation projects eligible to receive tax credits include the purchase of alternative fueled vehicles, car sharing schemes, and public transit programs.

BUS & CAPITAL ASSISTANCE GRANTS (SEC. 5309)

This federal program provides capital assistance for up to 80% of the cost of purchasing or replacing buses, light rail projects, and acquiring or constructing transit facilities. Only public bodies are eligible applicants. The Federal Transit Administration (FTA) approves project grants based on a competitive, national application process. Traditionally, the Congress has earmarked funding for specific projects. (No Section 5309 funds have ever been applied for in Douglas County.)
JOE ACCESS AND REVERSE COMMUTE GRANTS (JARC)

JARC grants are intended to assist communities reduce transportation barriers to employment and training opportunities. Discretionary grants are awarded to state and local units of government and to nonprofit organizations, and can be used to cover up to 50% of operating and capital costs of improving access to jobs. As in the case of Sec. 5309 grants described above, funding for most JARC projects is specifically earmarked by members of Congress. (No JARC funds have ever been applied for in Douglas County.)

See Appendix _____ for descriptions of the above funding sources.

Funding Coordination

Douglas County is the 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. Local STF allocations are 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.

Capital Coordination

Douglas County manages a fleet of vehicles used to provide a variety of transportation services. The Special Transportation Advisory Committee (STAC) submits a consolidated grant application to the Oregon Public Transit Division. This Committee reviews and ranks projects and makes a formal recommendation to the Board of Commissioners. The purchase of new vehicles to replace those facing the end of useful life is a high priority.
SECTION 6: KEY FINDINGS

Accomplishments

The coordinated transportation planning process identified a number of recent improvements in transportation services in the counties, and brought forth many positive comments from county residents. The following is a summary of what is generally working in Douglas County:

- General public transit bus and Dial-a-Ride services in Roseburg.
- Access to non-emergency medical appointments for people with Medicaid.
- Community Dial-a-Ride services in those communities fortunate enough to have them.
- Umpqua Transit's bus service as a result of expanding existing routes.
- The new bus shelters and signage are a great improvement.
- Plans for a new Dial-a-Ride service in Glendale.
- Enhanced student transportation as a result of partnership between Umpqua Transit and Umpqua Community College.
- Cooperative partnership between Cow Creek Band of Umpqua Tribe of Indians and Umpqua Transit designed to identify mobility needs and to strengthen existing transportation services throughout the county.

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 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 like Portland.

- There is a lack of transportation options for people who live outside of Roseburg:
  - Reedsport residents and people in the northern part of the county need access to Coos Bay, Eugene, Sutherlin and Roseburg.
  - People in the south county need connections to Winston, Roseburg and Grants Pass.

- Existing bus stops are often located too far from riders' homes or final destinations.
PUBLIC TRANSIT NOT AVAILABLE “WHEN” IT IS NEEDED

- More service is needed in the evenings.
- More 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.

PARATRANSPORT DOES NOT ALWAYS MEET NEEDS OF SENIORS OR PERSONS WITH DISABILITIES

- Getting to medical appointments is a big problem, especially for seniors and others who are not eligible for Medicaid.
- Door-to-door service is needed for some people with special needs.
- The existing community Dial-a-Rides 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.

Lack of awareness of available services

- There is a lack of information – on the part of agency clients, agency staff, and the general public – about available transit services in the county and how to use them.
  - For example, many county residents do not know who is eligible to use Dial-a-Ride services or how to schedule rides on those systems.
  - Many residents in Reedsport are unaware of scheduled, intercity connections to Coos Bay, Florence and Eugene.
- Bus schedules need to be more user-friendly.
- There is very little coordination among existing transportation providers in the county and between the medical transportation broker and other transit services.

SPECIAL NEEDS

- Low-income persons have difficulty affording the cost of transportation.
- Transportation assistance for veterans is very limited.

At best, mobility services in Douglas County are uneven. 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 transportation service is limited or non-existent. However, more of those needs are being met in the Roseburg area, which is served by three public transit routes and a Dial-a-Ride service.

Individuals in the county who qualify for Medicaid benefits are relatively well served by Dial-a-Ride services. However, other population groups, such as Medicare beneficiaries and members of the
Oregon Health Plan need improved access to dependable medical transport for dental and other uncovered services.

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 seniors and low-income families. It is significant to note, furthermore, that many claim transportation services available to seniors have actually declined in recent years, particularly after the County turned responsibility for public and specialized transportation over to URCOG in 1996. It also appears that, in past years, little attention has been paid to the special challenges facing veterans and tribal members. Now that Douglas County has regained responsibility and control over Umpqua Transit, action is being taken to reverse these trends.

As noted earlier, the transit-disadvantaged population in Douglas County is currently served by a variety of independent agencies and service providers. Some of the available transportation services overlap, such as the Dial-a-Ride operations in Reedsport. But, for the most part, virtually all of the providers operate in isolation from each other. Each has its own eligibility requirements, services, areas, hours of operation and schedules. Separate funding and grant requirements, along with the overall lack of coordination, further contribute to the fragmentation of transit services in the county.

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

**Umpqua Transit**

- **Service to Transit Dependent is Unbalanced:** The majority of the county's transit-dependent population do not have access to even the most basic mobility services due to gaps between the service areas. Currently, Umpqua Transit provides public transit services in all or part of just 25 of the County's 97 Census block groups. Those census tracts contain roughly 25% of the County's overall population; 30% of residents aged 60 or above; a third of the mobility impaired; and less than a quarter of the low income population. Consequently, two-thirds of the transit dependent population – those living in small towns and rural areas – do not have access to public transit services. This lack of service access is due mainly to gaps between service areas – a result of lack of coordination between transportation providers.

- **Current Service Design Limits Access:** Virtually all of Umpqua Transit's 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. Douglas County Umpqua Transit has made improvements in this area, but further attention must be focused on improving the visibility of the bus system as a whole. Our goal is 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:** Umpqua Transit and most other specialized transportation providers in the county provide only weekday service and few operate during the evenings or on weekends.
• **UCC Important to Ridership:** Umpqua Community College is served by two of the existing three bus routes. It is one of the busiest stops on the entire system. However, while students and the college clearly benefit from the transit service, UCC does not know how many students need transportation assistance to get to the remote campus, or even how many students currently ride Umpqua Transit instead of driving to campus. Like nearby community colleges in Lane and Josephine Counties, UCC has contracted with UT to provide service to its students. A student body fee has been levied to cover this service.

**COMMUNITY DIAL-A-RIDES**

• **Decentralization – Both a Virtue and a Barrier:** Douglas County is fortunate to have a number of volunteer-based community transportation providers serving the special needs population in various parts of the county. These local entities have been able to tap critically important volunteer resources and community support. They also represent the kind of accessible and familiar locally-based services that are favored by seniors and other transit dependent groups. However, they are isolated from one another and the lack of coordination — coupled with limited resources and constant struggles for survival — prevent them from operating as a system and contribute to restrictions in service boundaries, hours of service, eligibility and other capacity constraints.

• **Common Needs:** Despite their differences, the six nonprofit Dial-a-Ride operators, along with other client and specialized transportation providers, have a number of common needs. They include the following:
  - Assistance with recruiting, screening, training and retaining volunteer drivers and dispatchers.
  - Assistance in coordinating schedules and connecting with other services to better enable regional travel and even the sharing of passengers.
  - Assistance with joint marketing and purchasing arrangements, including acquisition of vehicles, repair and maintenance, insurance and other supplies and services.
  - Assistance with scheduling and dispatching, including options for centralizing call-taking, practical software solutions and training.
  - 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 the Dial-a-Ride medical transportation and other providers in the county. This results in an inefficient use of scarce resources and leads to duplication and overlap of services. In the case of Mercy Express, for example, its average cost per trip could be reduced dramatically by combining riders heading to Medicaid appointments to its current service.

• **Lack of Certified Providers Leaves Patients Stranded:** Dial-a-Ride staff acknowledge that some missed trips could be avoided if there were more willing, able and certified medical transportation providers available in Douglas County. Existing providers are often reluctant to leave Roseburg, so rural residents receive the greatest number of trip denials.

**OTHER CLIENT TRANSPORT PROVIDERS**

• **DD Transportation Program Needs to be More Inclusive:** Transportation assistance for the developmentally challenged population is currently provided by a consortium of agencies
operating residential and employment facilities. While the immediate need is 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.

- **Proliferation of Vehicles:** As noted in the earlier section on existing conditions, a sizeable fleet of vans, buses and other passenger vehicles has been assembled in Douglas County to serve the transit dependent. Local human service agencies report owning and operating more than 80 vehicles to transport clients to and from shelters, treatment and other service programs. ODOT reports that over 30 small buses and vans have been purchased with state transit funds and are currently in operation in the county, including 14 assigned to Douglas County Umpqua Transit (formerly URCOG).

Currently (with the exception of the DD transportation program) there is very little coordination in the use of this capital equipment. The challenge is:

1) To develop mechanisms to assure that any new vehicles are assigned to locations where the need is the greatest, and
2) To encourage the joint use of existing vehicles.

Efficient use of equipment is an inherent part of any successful transportation system – improved coordination can be achieved by combining clients on the same vehicle, sharing vehicles among several agencies, or contracting for transportation services.

**PRIVATE PROVIDERS**

- **Role of Taxis Largely Ignored:** Currently Douglas County’s three small cab companies play little or no role in the special needs transportation system. However, there is community support for practical transportation solutions, such as using all available resources to meet identified needs (including existing taxis). In responding to this call, it must be kept in mind that none of the three companies operate accessible vehicles and that, without subsidies or discounts, conventional taxi fares are costly for people with fixed or low-income.

- **Intercity Service Nearly Invisible:** The public forum in Reedsport pointed out that local residents, including city officials, are not aware that buses to Florence and Coos Bay even stop there. In addition to the lack of visibility, others noted that the bus was known to go right through town without stopping – even though prospective passengers were waiting for a ride.

- **Partnership with Seven Feathers Shuttle Should be Explored:** The Seven Feathers Resort and Casino currently operates scheduled shuttle service for its customers between Canyonville and Winston and Roseburg, as well as Grants Pass and points South three days a week. Those resources might be utilized on a limited scale to enable some county residents to travel to jobs at the resort or meet other special transportation needs. Opportunities to develop mutually beneficial arrangements should be explored with the Cow Creek Tribe.
The Cow Creek Band of Umpqua Tribe of Indians has allocated $40,000 to the County’s Dial-a-Ride programs for the purpose of enhancing service in rural communities and helping to establish new service in the northern (Drain/Yoncalla) and southern (Glendale) most communities as part of our coordinated transportation process. The Tribe allocated $5,000 of said sum to Douglas County to study the needs and make recommendations for the possibility of a new Dial-a-Ride service in the Canyonville area.

**Recommended Improvements**

The following ideas and recommendations were shared during meetings and conversations with stakeholders, local officials, transit users, members of the general public and other interested parties.

- First – preserve existing operations and maintain the current levels of service.

- Enhance existing bus service by expanding hours of operation and route structure, as needed, to accommodate increase in ridership in the future.

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

- Set up a centralized clearinghouse for information about all transportation services in the county, including brochures, telephone hotlines and online access.

- Improve coordination among all agency providers in order to make better use of existing resources to close gaps in service, including the following:
  - 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 use Umpqua Transit 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 the residents and contributing to that community’s economic development.

- Set up a centralized call center to take ride requests and refer passengers to community-based providers.
SECTION 7: SERVICE OPTIONS

Assumptions & Principles

The design of this coordinated special transportation service plan for Douglas County has been based on the following general assumptions and principles.

- That Douglas County will continue to experience population growth over the next decade, particularly as a result of the in-migration of older adults.

- That all transportation services in the county should be viewed as being a part of a common system and that strenuous efforts are needed to improve coordination between individual components, including public and private providers serving the transit dependent and the general public.

- That locally-run, community transportation services should be encouraged and that existing volunteer-based agencies should be strengthened and assisted in developing a county-wide network of mobility services.

- That a goal of the plan is to reduce individual and community isolation and to assure that basic lifeline transportation services are available to those who need them in the county, particularly as necessary resources become available.

Coordination Goals

Coordinating transportation resources has the potential for realizing more efficient and cost-effective service. While coordination does not increase resources, it can produce better results from the resources that are available. By limiting duplication and fragmentation, scarce resources can be used more efficiently to meet existing and future needs. Douglas County is committed to implementing transportation service options based on a coordination model that includes the following goals and objectives:

Do more with limited existing resources.

- Utilize transportation investments more efficiently.
- Enhance mobility options within and between communities.
- Increase access to jobs, medical and other basic life services.
- Preserve and enhance individual independence.
- Improve the quality and safety of all transit services throughout the county.
- Overall, provide a service that will enhance the livability of our area for all residents.

Coordination takes time, effort and flexibility. Having public transit providers and human services agencies that understand the value of working together and are invested in making improvements is critical. Emerging issues often lead us to new programs and new ways of organizing the business of providing transportation to older adults, people with disabilities and people with limited income in Douglas County.
This plan calls for a county-wide network of accessible and responsive transportation services, a system that enhances individual mobility for seniors and others with special needs. In order to ensure the development of the kind of integrated network of services envisioned by the plan, Douglas County should take an active role of unifying the existing transportation delivery system and lead the process of implementing these recommendations.

**Elements of a Coordinated System**

The transit dependent population of Douglas County includes a broad range of age groups, physical and mental capabilities, and those with other travel challenges. The county also includes a diverse set of communities, calling for a variety of services tailored to specific needs. The key service elements of a coordinated special transportation plan can be summarized as follows:

- **Local Service Within Roseburg**: This includes relatively frequent and flexible fixed-route service within the City of Roseburg.

- **InterCity Service**: This involves needed service between Roseburg and surrounding communities.

- **Accessibility and ADA Compliance**: All fixed-route services must be accessible and in compliance with the Americans with Disabilities Act.

- **Community Bus Program**: This innovative approach would provide fully insured buses to small, isolated communities that are unlikely to have access to conventional public transit or scheduled intercity services in exchange for local willingness to serve the transportation disadvantaged with the donated vehicle.

- **County-Wide Paratransit Network**: By coordinating service with existing community Dial-a-Rides, volunteer drivers and other client transportation providers, paratransit services can be extended to a larger portion of the rural population in Douglas County.