OREGON DEPARTMENT OF TRANSPORTATION

TRANSIT DEVELOPMENT PLAN
GUIDEBOOK

March 27, 2018
PURPOSE OF THIS PRESENTATION

Provide an overview of Transit Development Plans (TDPs) and the TDP guidebook

http://www.oregon.gov/ODOT/RPTD/Pages/Tools.aspx

INTRODUCTION

This presentation provides an overview of the contents of the TDP guidebook.
The purpose of the TDP guidebook is supporting Oregon transit providers in preparing TDPs. We’ll talk more about what TDPs are shortly.
ORGANIZATION OF THE GUIDEBOOK

- Chapters introducing TDPs and providing scoping and production guidance
- Chapters focused on key TDP activities (e.g., Stakeholder Involvement and Needs Assessment)
- Chapter discussing optional components
- Appendices containing supplemental information
  - Glossary
  - Transit planning concepts primer
  - Illustrative TDP outline
  - Examples

INTRODUCTION

This presentation is structured to match the structure of the guidebook. The guidebook includes introductory chapters about what TDPs are and how to scope them, it includes chapters about specific TDP activities and components, and it includes appendices that provide supplemental information and examples. Each chapter of the guidebook provides references to sources of more detailed information.
Note that we are indicating the corresponding chapter of the guidebook on our slides now.
So, what is a TDP?

It is a plan that expresses a transit provider’s goals and identifies the strategies and projects needed to achieve those goals. It includes public involvement as well as close coordination with local governments and other agencies.

In Oregon, TDPs should be coordinated with Transportation System Plans (TSPs), and should consider a long-term (20-year) horizon. A TDP will look at short- and mid-range horizons in more detail, however.
A TDP is often a regional plan. It includes the transit agency’s current service area and its connections (existing and potential) to other regions. It can span multiple local governments.

This graphic shows how a TDP’s area of analysis (indicated by the dashed line) relates to that of other plans.
A TDP can inform and be informed by TSPs, Coordinated Plans, local government comprehensive plans, local government land development codes, local master plans, local visions, and more.

TDPs are connected to these other plans by geography, transit access modes, and implementation needs and opportunities.
This graphic is not in the guidebook but integrating plans to accomplish state and local goals is a key theme of the Oregon Transportation Plan. There are opportunities for integration between Coordinated Plans and TDPs with local plans and this can be required to receive Statewide Transportation Improvement Fund (STIF) funding.
TDPs and TSPs can overlap in scope. They are the most related of the various plans that require coordination and have the highest need for coordination. If transit is operated at the City level, the TDP can serve as the public transportation element of a TSP if the TDP is adequate to meet TPR requirements. When the transit boundaries are quite different or include multiple local agencies, this highlights some of the elements in the TSP and TDP that can inform each other.
A TDP can be prepared in conjunction with a TSP or independently. TDPs and TSPs should be coordinated in either case. Advantages of coordination include sharing of data sets (which can save time and labor) and achievement of consistent recommendations.

This graphic shows how the TDP horizon aligns with the horizons of TSPs and comprehensive plans. TDPs can be updated on a five-year schedule, as can TSPs.

Operations recommendations should be included for the 5-year and 5-10 year horizons.
WHAT IS A TDP?

- TDPs can be prepared by transit providers of all types and sizes
- A regional planning agency can also prepare a TDP
- TDPs should be formally approved by the transit provider's board

While there are components that should be included in all TDPs, TDPs can be scoped and conducted in a manner that is sensitive to the needs and resources of transit providers of all types and sizes.

A TDP is typically led by a transit provider or regional planning agency.

Formal approval of TDPs is important because it signals to the community the provider’s commitment to the TDP outcomes. Additionally, formal approval strengthens the provider’s grant applications.
WHY DEVELOP A TDP?

- Define transit's role in community
- Comply with Transportation Planning Rule
- Strategically plan investments
- Strengthen coordination with partners
- Evaluate impacts of growth and land use
- Explore alternative futures
- Seek funding and public support

Why should a provider undertake development of a TDP?

A TDP is an opportunity to define or update the provider’s vision. It is an opportunity for a local government or region to comply with the TPR. It is also an opportunity to plan investments based on objective and transparent analysis and coordinate with partners on transit needs and strategies. It’s also an opportunity to respond to and prepare for changes in growth patterns and land use and explore “What if?” questions about transit in the community and possible directions that the provider could go. It can also provide justification for new or increased funding.
WHAT SHOULD A TDP DO?

- Assess potential for transit to support community goals
- Identify and prioritize needs
- Explore alternatives for addressing needs
- Include a financially constrained plan
- Provide the basis for the transit component of a TSP

**INTRODUCTION**

TDPs should link transit and transit needs to community goals. It should prioritize these needs and analyze strategies such as service improvements for addressing the needs. The TDP should provide a financial plan to support investments and be coordinated with the TSP.

Other things a TDP should do include:

- Identify opportunities to improve connectivity between stops, other modes, and riders' origins and destinations;
- Link to performance measures and targets; and
- Further the goals of the Oregon Public Transportation Plan (OPTP).
There are a number of other activities a TDP can undertake. They are not required to be part of a TDP but might be more efficiently achieved if coordinated with TDP development. These activities include intensive visioning and goal-setting efforts, development of a performance measurement program, a Transit Asset Management Plan, and review of the provider’s governance model and administrative structure. We will talk more about these later.
A TDP can help a transit provider qualify for a distribution from the Statewide Transportation Improvement Fund.
TDPs should be visionary, but they also have to be pragmatic. The recommendations that result from a TDP should guide the provider toward its goals, but these recommendations need to be sensitive to the provider’s mission, market, structure, and likely resources but does not need to be financially constrained.

The TDP can ask “What if?” questions about the future of transit in the community, but the assumptions underlying these questions must be realistic or could help you assess “what would it take to achieve X”?
This figure illustrates the kind of transit services that different sizes of communities may be able to support. Demand-responsive service is generally appropriate in any community, but high-capacity transit modes like bus rapid transit are likely to be appropriate only in larger communities or in very specific corridors.

The guidebook provides similar information about the densities that support different kinds of transit service.
SCOPING THE TDP EFFORT

- TDPs should be carefully scoped to achieve the TDP's purpose
  - Clearly define the purpose
  - Clearly define desired outcomes
- Budget and prioritize tasks accordingly
- Example TDP scope provided in appendix

Transit providers in Oregon have not typically had sufficient funding and staff resources to develop TDPs as detailed and as expansive as they would like. Given that resources are limited, TDP tasks should be budgeted and prioritized to achieve the TDPs purpose and desired outcomes. This is not to say that some activities should be cut. Rather, these activities should be scaled with respect to the purpose of the TDP.

The guidebook recommends a set of tasks as essential components of a TDP. Chapters 3-10 of the guidebook speak to these tasks in more detail. The guidebook's appendices include an example TDP scope and outline that providers are free to adapt to their needs.
The guidebook identifies... 
- TDP funding sources available to Oregon providers (p. 19)
- Technical assistance resources available to Oregon transit providers (p. 19)
- Data sources available to most Oregon providers (p. 20)

Coordinating TDP preparation with other planning processes can reduce costs

The guidebook identifies funding and technical assistance resources already available to Oregon transit providers.

As noted earlier, coordinating TDPs with other planning efforts (such as TDPs) can create opportunities to reduce costs.
TDPs help transit providers identify their needs and make informed decisions to address them.
TDP CONTEXT
"Context" is the circumstances and environment in which the transit system operates. Context speaks to the purpose of the TDP, factors that might influence the TDP's conclusions and recommendations, and coordination needs.
To establish the context, the guidebook recommends discussing topics such as the purpose of the TDP and the provider’s funding and governance structure. The guidebook also recommends reviewing related plans and programs—and provides a set of questions to guide such a review. This is on page 24.
TDPs promote transparent and accountable decision-making.
WHY INCLUDE THIS IN A TDP?

- Effective stakeholder involvement...
  - Provides information and insights
  - Builds partnerships
- Consists of public involvement and agency involvement

Stakeholder involvement should start early in TDP development because it can provide valuable information and insights to inform the TDP’s analytical tasks. Early stakeholder involvement also builds partnerships that can make later outreach activities more effective.

The guidebook divides stakeholder involvement into public involvement and agency involvement.
A stakeholder involvement framework is a plan for engaging stakeholders that describes how stakeholders will be engaged. It is perfectly okay to adapt an existing stakeholder involvement framework to TDP use. Frameworks should clearly identify how stakeholder input is to be used in specific TDP tasks. Environmental justice principles must be considered.

To help providers develop or adapt their frameworks, the guidebook identifies typical public involvement strategies used in TDPS and provides an extensive list of other strategies that might be useful (that is on pages 27 and 28, respectively). The sample scope of work in the appendix is also helpful to review.
The stakeholder involvement strategies included in the guidebook are accompanied by short descriptions and representative costs. References to sources of more detailed information are provided, along with recommended best practices.
Stakeholder Involvement Best Practices

- Ensure participants understand their role in the process.
- Ask advisory committee members and interviewed stakeholders what public outreach methods have worked best for their constituents and communities.
- Go to your audience instead of expecting your audience to come to you.
- Engage community organizations proactively.
- Conduct pilot tests of surveys.
Go to your audience instead of expecting them to come to you. Engage community organizations proactively.
VISION & GOALS
WHY INCLUDE THIS IN A TDP?

- The provider's vision and goals inform TDP analyses
- Can be used to identify, develop, and prioritize TDP recommendations

**VISION & GOALS**

The provider's vision is a statement about the future of transit in the community. It expresses the provider's values and mission. It is supported by goals to achieve the vision. The vision and goals should be used to identify, develop, and prioritize the recommendations of the TDP.
Provider can review and update their vision and goals as part of TDP development or they can just be validated.

The guidebook strongly recommends linking the vision and goals to performance measurement. Performance measurement helps transit providers monitor the extent to which transit services are achieving their goals. It is also a valuable tool for ongoing monitoring and management of service delivery, ensuring accountability, and providing support for decision-making.
The guidebook discusses the components of performance measurement and how to select performance measures and targets. It also provides references to sources of more-detailed information. The guidebook's appendices include a recommended "core" set of performance measures.
Needs assessment in the TDP should be **realistic but visionary.**
BASELINE CONDITIONS
A TDP should include a snapshot of the current transit system and current trends. This snapshot defines the existing state of the transit system and serves as a baseline against which needs and improvement alternatives can be identified and evaluated.
Items to be assessed under baseline conditions include:

- Demographics
- Land use and development patterns and trends
- Current transit services and infrastructure (including services provided by others)
- Current transit performance (metrics such as boardings per revenue hour)

Current performance can be assessed by looking at historical trends in specific metrics. For example: How has boardings per revenue hour changed over the past five years?

It can also be assessed by comparing the provider's performance in specific areas to that of peer transit providers.

The guidebook recommends both approaches and provides guidance for each, along with a list of sources of performance data and best practices.
This is an example of how demographic data (specifically population density) might be conveyed in a TDP. The guidebook includes several examples like this one.
This is an example of how information about current transit services data (specifically bus frequency) might be conveyed in a TDP. The guidebook includes several examples like this one.
These are examples of simple trend and peer analysis graphs. "What can we learn from these graphs?" is a question that should be asked when assessing baseline conditions.
Resources are available to assist smaller providers in conducting analyses for their TDPs.

Site Resource list at end of chapter and ODOT’s transit resource center.
NEEDS ASSESSMENT
WHY INCLUDE THIS IN A TDP?

- Identifies potential improvements to address needs
  - Service needs
  - Capital needs
- Informs selection of recommended improvements

Needs assessment identifies potential improvements to address transit service, capital, and infrastructure needs, now and in the future. Needs assessment informs the selection of recommended improvements later in TDP development.

Needs assessment is a "first-cut" identification of transit needs.
Needs can be identified in three ways.

First, needs can be identified based on the performance measures and targets that represent the provider’s vision and goals (what’s needed to meet the delta if you’re not meeting the goals at this time or in the future?).

Second, needs can be identified by estimating future demand based on current demographic and land use trends (rides per capita today by different demographics, apply to future demographics).

Third, needs can be identified via stakeholder input (employee shifts, connection issues, medical and social service trips).
This graph illustrates the use of performance measures to identify needs.

Assume it is Year 2020. Our performance measure is Annual Ridership per Capita. Our performance target is 13.0 annual riders per capita. We don't meet that target in 2020, which suggests an opportunity for improvement. It is worth noting, however, that this graph also shows we have been making steady progress toward meeting the target in recent years. Do we stay the course or make a change? A closer look is required—which might involve looking at other performance measures and reviewing findings with other staff.
Regarding the demand forecasts, future baseline transit demand is an estimate of what future ridership levels will be like if current trends continue. The guidebook describes some of the methodologies that can be used to quantify future baseline transit demand. The methodologies can be as simplistic as assuming that ridership per capita will remain constant while the population grows or as complicated as calibrating a transit planning software tool.

Oregon transit providers have access to the Remix transit planning tool through ODOT. Remix can be used to assess travel time, cost, and demographic effects of transit system changes.
An unconstrained list of needs is not a wish list. Though not constrained by cost, it should represent identified needs and a realistic vision for transit in the community.
ALTERNATIVES DEVELOPMENT AND EVALUATION
WHY INCLUDE THIS IN A TDP?

▲ Need to select specific improvements to address specific transit service, capital, and infrastructure needs
▲ Includes identifying and evaluation potential improvements

Alternatives development takes the set of needs identified as part of Needs Assessment (Chapter 7) and identifies one or more potential solutions to address each need. These solutions might be but are not limited to service changes, infrastructure projects, and provider actions and initiatives.
The guidebook identifies five steps in this process. An example application of each step is provided as well.

Step 1 is the identification of potential improvements to address a given need. The guidebook includes a table that illustrates potential improvements for common concerns. An excerpt of this table is shown here. The potential improvements need to be just detailed enough to allow for planning-level cost estimation.
2. Develop alternatives

Funding constraints, priorities, and competing needs may force providers to choose between certain kinds of improvements (e.g., frequency vs. service coverage) to include in alternatives.

Step 2 allows for the packaging of improvements into what the guidebook calls "alternatives" to address big-picture "What if?" questions. Alternatives might have themes like "Systemwide Service Enhancements" and "Technology Investments." A given improvement can be included in multiple alternatives. The scale of this step will vary greatly by TDP.
3. Evaluate improvements

- Costs, impacts on ridership, compatibility with goals

Step 3 is the evaluation of improvements with respect to the operating and capital costs, their impacts on ridership, their compatibility with provider goals, and so on. Evaluation can be quantitative or qualitative.

The guidebook identifies potential tools for quantitative evaluation.
4. Refine and re-evaluate improvements

Step 4 is the refinement and re-evaluation of improvements (or alternatives). The evaluation in Step 3 might show that the originally identified improvements have to be modified in order to better meet needs.
Step 5 supports the development of revenue forecasts for use in the financial assessment that follows. As mentioned previously for the Needs Assessment chapter of the guidebook (Chapter 7), the guidebook identifies and describes tools that can be used to forecast ridership (which is impacted by the amount of service provided).
It is important not to get too focused on small details when evaluating alternatives of systemwide scope. Most alternatives will require more study to work out details.
WHY INCLUDE THIS IN A TDP?

- Supports implementation of TDP recommendations
- Can be used in capital improvement programs or other planning documents
- Shows what can be accomplished with current/projected funding and where funding shortfalls are projected
Financial assessment starts by identifying the funding scenarios. This is the revenue side of financial assessment.

The guidebook recommends that providers evaluate one or more future funding scenarios. Typical scenarios involve a change in overall funding levels or consideration of near-, mid-, and/or long-term outlooks.

On the cost side of financial assessment, we have to include the costs of recommended improvements as well as scheduled vehicle replacement and any other costs that might be independent of the needs identified during the TDP process.

It is unlikely that all needs can be addressed given the funding anticipated under a given scenario. The provider will need to identify the highest priority needs and alternatives for limited funding. This can be done by route or service type providing flexibility in what to implement in year 1.

If new funding sources are needed, ODOT maintains a list of transit funding opportunities managed by the State. Local funding might come from multiple sources, including fare revenue, parking fees, tax increment financing, multimodal impact fees, and sponsorships. The guidebook does not cover development of a sustainable transit funding source, but a TDP can help make the case for it.
This graph is an example of a Status Quo funding scenario. It is a projection of current funding, adjusted for inflation.
Improvements should be ranked with respect to the priorities established in the provider's vision and goals and/or plans such as the TSP.
RECOMMENDATIONS AND IMPLEMENTATION PLAN
WHY INCLUDE THIS IN A TDP?

▸ An implementation plan is a guide for realizing improvements and changes recommended through the TDP process
▸ Also is a guide for evaluating whether improvements and changes are having the desired effect

An implementation plan is a "road map" for the recommendations in the TDP. It provides a guide for evaluating whether or not the improvements and changes are having the desired effect. It strengthens the link between the TDP and other planning processes, supports performance monitoring, and it makes the TDP a living document.
The implementation plan should start with a summary of recommended improvements and changes.
The implementation plan can also include implementation schedules for specific improvements, a plan for evaluating the improvements after they are implemented, funding strategies, other targeted strategies, changes to coordination mechanisms and partnerships, and desired amendments to local codes and plans.
The implementation plan can also include data and analyses that can be used to inform other planning processes, the TDP update schedule, and a performance monitoring plan.
This is an example of a project-specific implementation plan. It includes a high-level implementation and monitoring schedule, and it identifies strategies to implement the project.
The implementation plan should cover each alternative that moves forward and prioritized improvements should be recapped.
DOCUMENTATION
The documentation chapter of the guidebook presents options for organizing the TDP and provides basic writing and style guidance. References to sources of more detailed writing and style guidance are provided in the chapter.
Anticipate preparing draft and final plans and presenting the final plan to stakeholders.
OTHER COMPONENTS
A provider might find it useful to include other types of work in the TDP effort, or to at least coordinate these other types of work closely in order to leverage resources, and the other studies might also provide additional information to support the TDP decision-making process.
Some of the other efforts that might occur as part of or in conjunction with the TDP are listed here. The guidebook provides a brief description of each and references to sources of more information about each. This list was mentioned earlier in the presentation on scoping.
## need to fix footers here – I’m combining all the appendices into one section of the presentation

APPENDICES
The appendices provide supplemental information.

Appendix A is a glossary of definitions and acronyms used in the guide.

Appendix B provides background on transit planning concepts. It is intended to inform stakeholders as well as guide readers who might be new to transit planning.

Appendix C is an example TDP outline that providers are free to adapt. It includes a recommended set of core performance measures.

Appendix D contains examples of elements from completed Oregon TDPs and examples of public outreach materials (including on-board survey forms).
Thank you.

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