

## TECHNICAL MEMORANDUM #1: EXISTING SYSTEM CONDITIONS

**Date:** September 17, 2021

Project #: 23021.022

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**Project:** UPTD Transit Master Plan

**Subject:** Existing System Conditions (Subtask 3.6)

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## INTRODUCTION

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This memorandum documents existing transit service and demographics in Douglas County. It inventories Douglas County's demographics, assesses Umpqua Public Transportation District (UPTD) and neighboring transit systems, and analyzes UPTD's transit capital assets, budget, and funding sources. The information was compiled from data provided by UPTD, the National Transit Database (NTD), and the U.S. Census. This information will help guide the development of the UPTD Transit Master Plan (TMP).

## DEMOGRAPHIC ANALYSIS

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This section identifies transportation-disadvantaged populations and evaluates their access to transit. Data were obtained from the U.S. Census' American Community Survey 5-year estimates for 2014–2019.

Title VI of the Civil Rights Act of 1964 prohibits discrimination in the provision of federally supported benefits and services, including public transportation service. The Title VI analysis presents information about poverty status, age, racial/ethnic composition, English proficiency, and proportion of people with disabilities. Table 1 summarizes these Title VI metrics for Douglas County as a whole, for each incorporated city, and for key census-designated places (CDPs). Statewide averages are provided for comparison, with local values higher than the state average **bolded**. This analysis provides information about transportation-disadvantaged populations that are typically more reliant on transit or have been historically underrepresented in planning processes. As shown, Douglas County communities tend to have a higher percentage of people below the federal poverty line (at both the federal poverty level and 200% of the federal poverty level), older adults, and people with disabilities.

Figure 1 through Figure 14 illustrate the proportions of different transportation-disadvantaged populations in the UPTD service area by census tract (at the county level) and by block group (within Roseburg). The frequency of fixed-route transit services provided is compared for the following transportation-disadvantaged groups:

- Low-Income Populations
- People with Disabilities
- Zero Vehicle Households
- Communities of Color (race or ethnicity other than white, non-Hispanic)
- Older Adults (Ages 65 and over)
- Youth (Ages 5 – 17)
- Limited English Proficiency (LEP)

All of the above groups, except zero vehicle households, are measured by total population. It can be seen that many transportation-disadvantaged populations, including low-income, households with no vehicle availability, people of color, seniors, and youth form greater percentages of the overall population in rural areas of Douglas County. In addition, higher concentrations of these populations exist beyond the currently served areas of various Douglas County communities. Additional maps for smaller communities are included in Appendix A.

Table 1. Title VI and Transportation-Disadvantaged Populations

	Oregon	Douglas County	Canyonville	Drain	Elkton	Glendale	Myrtle Creek	Oakland	Reedsport	Riddle	Roseburg	Sutherlin	Winston	Yoncalla	
<b>Total Population</b>	4,052,019	107,837	1,772	847	174	702	3,377	885	4,041	1,168	22,529	7,983	5,389	1,241	
<b>Total Households</b>	1,611,982	45,456	804	377	97	285	1,188	374	1,786	482	10,389	3,491	2,161	539	
<b>Income</b>	<b>Below 100% Poverty</b>	13.2%	<b>14.7%</b>	<b>26.7%</b>	11.2%	4.0%	<b>23.6%</b>	<b>18.5%</b>	<b>13.7%</b>	<b>21.8%</b>	<b>32.8%</b>	12.7%	<b>16.2%</b>	<b>18.3%</b>	<b>17.1%</b>
	<b>Below 200% Poverty</b>	30.8%	<b>39.0%</b>	<b>55.9%</b>	<b>35.2%</b>	<b>35.6%</b>	<b>57.7%</b>	<b>38.9%</b>	28.0%	<b>42.1%</b>	<b>54.0%</b>	<b>41.7%</b>	<b>41.1%</b>	<b>49.9%</b>	<b>44.0%</b>
<b>Age</b>	<b>Youth</b>	21.0%	19.1%	20.8%	14.0%	0.6%	<b>24.8%</b>	<b>22.4%</b>	<b>23.3%</b>	18.8%	19.8%	21.0%	18.7%	<b>25.3%</b>	20.1%
	<b>Older Adults</b>	17.2%	<b>25.2%</b>	<b>32.1%</b>	<b>22.0%</b>	<b>74.7%</b>	13.7%	<b>20.5%</b>	<b>20.5%</b>	<b>27.1%</b>	13.4%	<b>21.9%</b>	<b>25.4%</b>	<b>21.0%</b>	<b>26.4%</b>
<b>Race or Ethnicity</b>	<b>White</b>	84.4%	92.4%	90.7%	88.7%	90.2%	95.2%	92.7%	91.4%	89.7%	89.6%	93.0%	96.3%	91.5%	88.6%
	<b>Black</b>	1.9%	0.4%	0.0%	0.0%	0.0%	0.0%	0.5%	0.0%	1.4%	0.6%	0.7%	0.4%	0.2%	0.0%
	<b>American Indian or Alaskan Native</b>	1.1%	1.1%	<b>1.5%</b>	0.8%	2.9%	<b>1.7%</b>	<b>1.6%</b>	<b>1.4%</b>	<b>2.1%</b>	<b>1.8%</b>	0.5%	0.2%	<b>2.3%</b>	0.0%
	<b>Asian</b>	4.4%	1.0%	1.2%	0.0%	0.0%	0.0%	0.2%	0.2%	0.0%	0.0%	1.3%	0.8%	0.3%	0.0%
	<b>Hawaiian or Pacific Islander</b>	0.4%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
	<b>Some other race alone</b>	3.1%	0.6%	0.3%	<b>5.1%</b>	0.0%	0.3%	0.0%	0.0%	1.7%	0.9%	0.2%	0.2%	1.1%	0.0%
	<b>Two or more races</b>	4.7%	4.4%	<b>6.2%</b>	<b>5.4%</b>	<b>6.9%</b>	2.8%	<b>4.9%</b>	<b>7.0%</b>	<b>5.2%</b>	<b>7.0%</b>	4.2%	2.1%	4.5%	<b>11.4%</b>
	<b>Hispanic or Latino of any race</b>	13.0%	5.8%	4.9%	6.0%	0.0%	8.5%	2.4%	2.4%	6.4%	8.0%	6.7%	5.5%	12.7%	0.0%
<b>Persons with LEP</b>	2.5%	0.7%	0.0%	0.0%	0.0%	<b>2.8%</b>	0.0%	0.0%	<b>2.5%</b>	0.0%	0.3%	2.1%	0.0%	0.0%	
<b>Persons with Disability</b>	14.4%	<b>20.8%</b>	<b>27.6%</b>	<b>30.5%</b>	<b>32.8%</b>	<b>20.8%</b>	<b>20.5%</b>	<b>16.6%</b>	<b>20.7%</b>	<b>15.5%</b>	<b>18.5%</b>	<b>21.7%</b>	<b>27.0%</b>	<b>31.2%</b>	
<b>Zero Vehicle Households</b>	7.4%	6.1%	<b>12.1%</b>	0.0%	0.0%	<b>7.7%</b>	2.3%	2.4%	<b>8.5%</b>	5.4%	<b>11.6%</b>	4.4%	3.3%	<b>8.5%</b>	

American Community Survey 2014–2019 5-Year Estimates; Tables S1602, S1701, S1810, B08201.

Figure Sources include: American Community Survey 2014–2019 5-Year Estimates; Tables C17002 (Low-Income), B18101 (People with Disabilities), B01001 (Youth, Elderly), B03002 (People of Color), C16001 (Limited English), B08201 (Zero Vehicle Households)

Figure 1. Fixed-Route Transit Availability for Low-Income Individuals: Douglas County

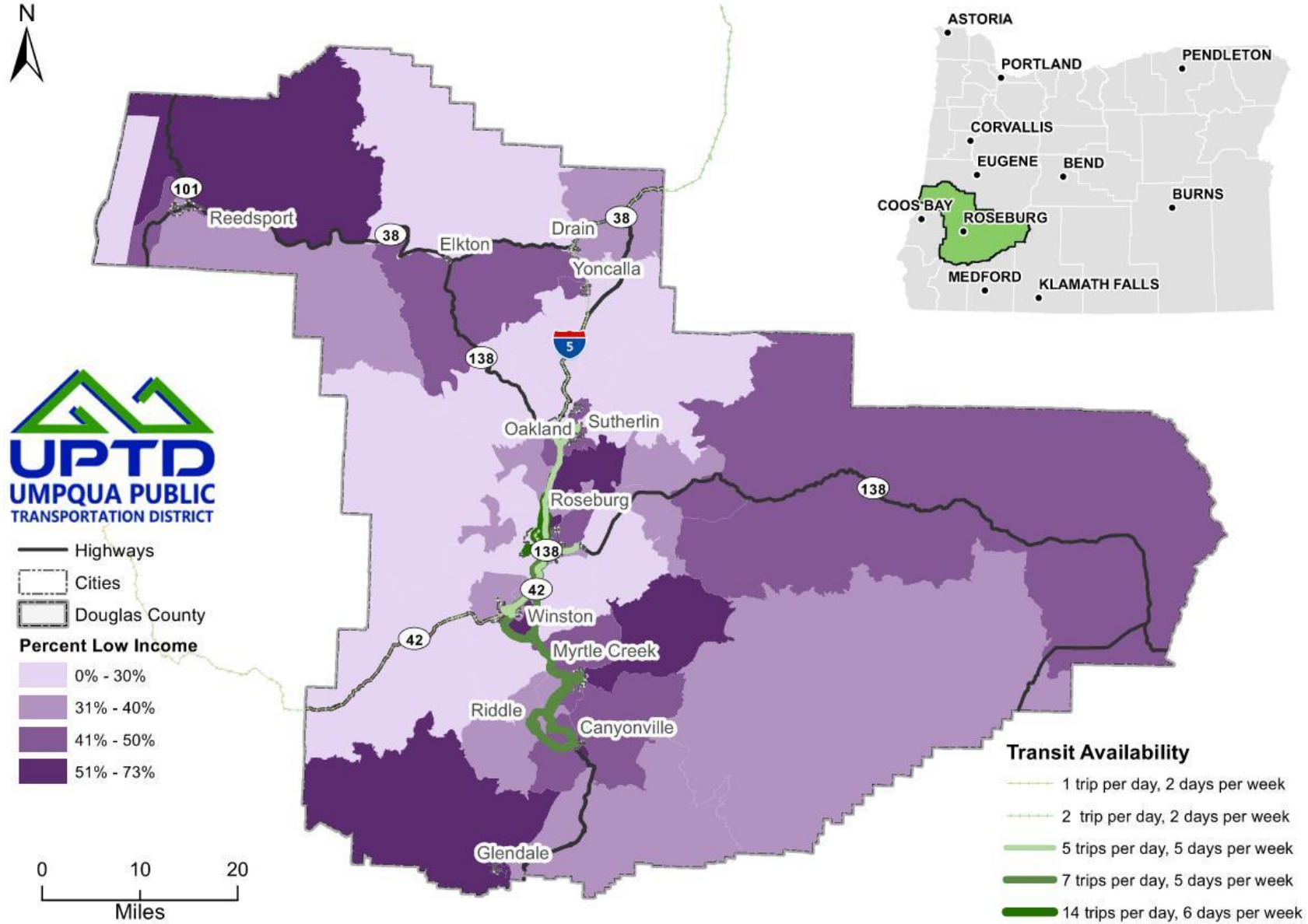
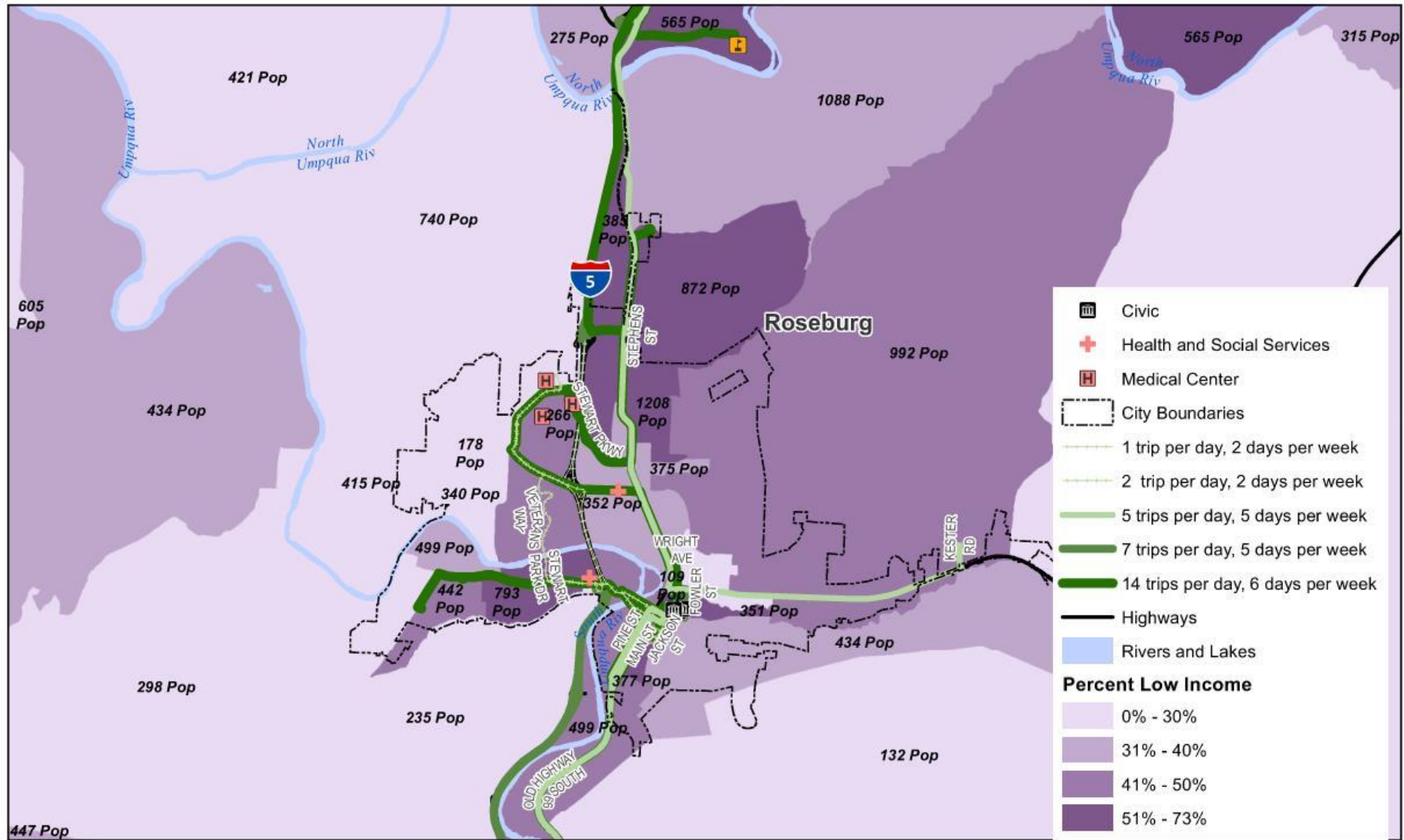


Figure 2. Fixed-Route Transit Availability for Low-Income Individuals: Roseburg



Pop = Population



Figure 3. Fixed-Route Transit Availability for People with Disabilities: Douglas County

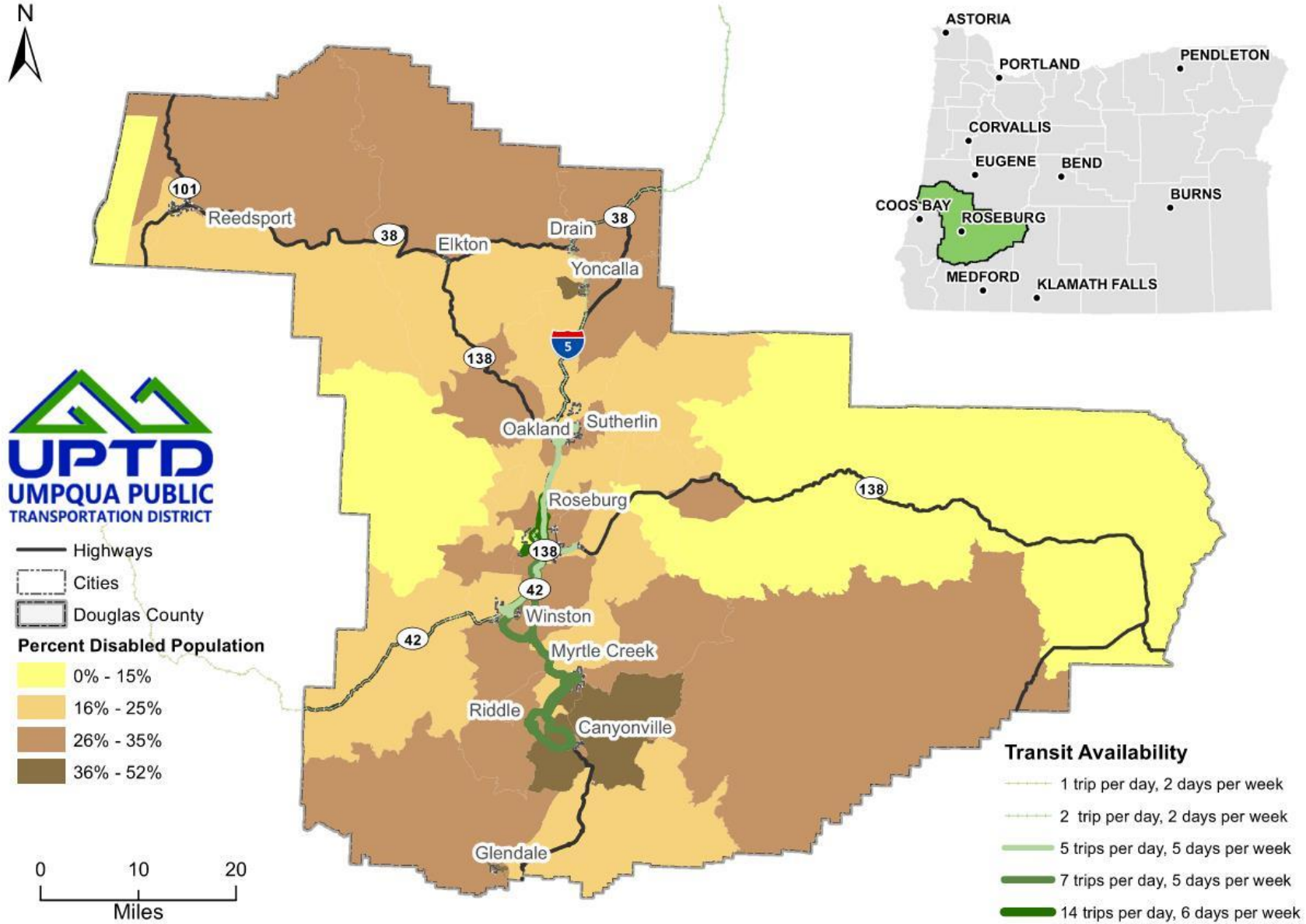
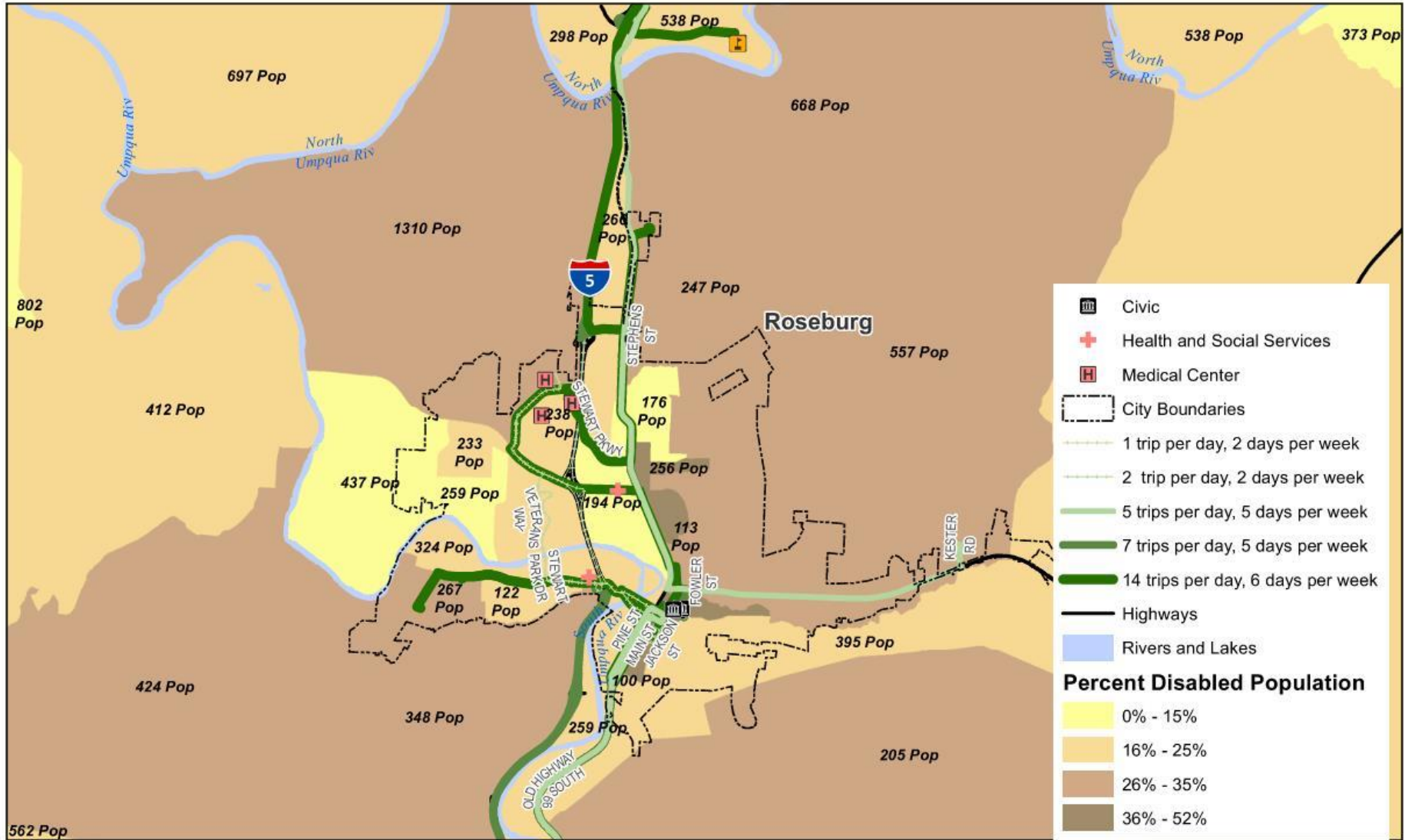


Figure 4. Fixed-Route Transit Availability for People with Disabilities: Roseburg



Pop = Population

Figure 5. Fixed-Route Transit Availability for Limited English Proficiency Individuals: Douglas County

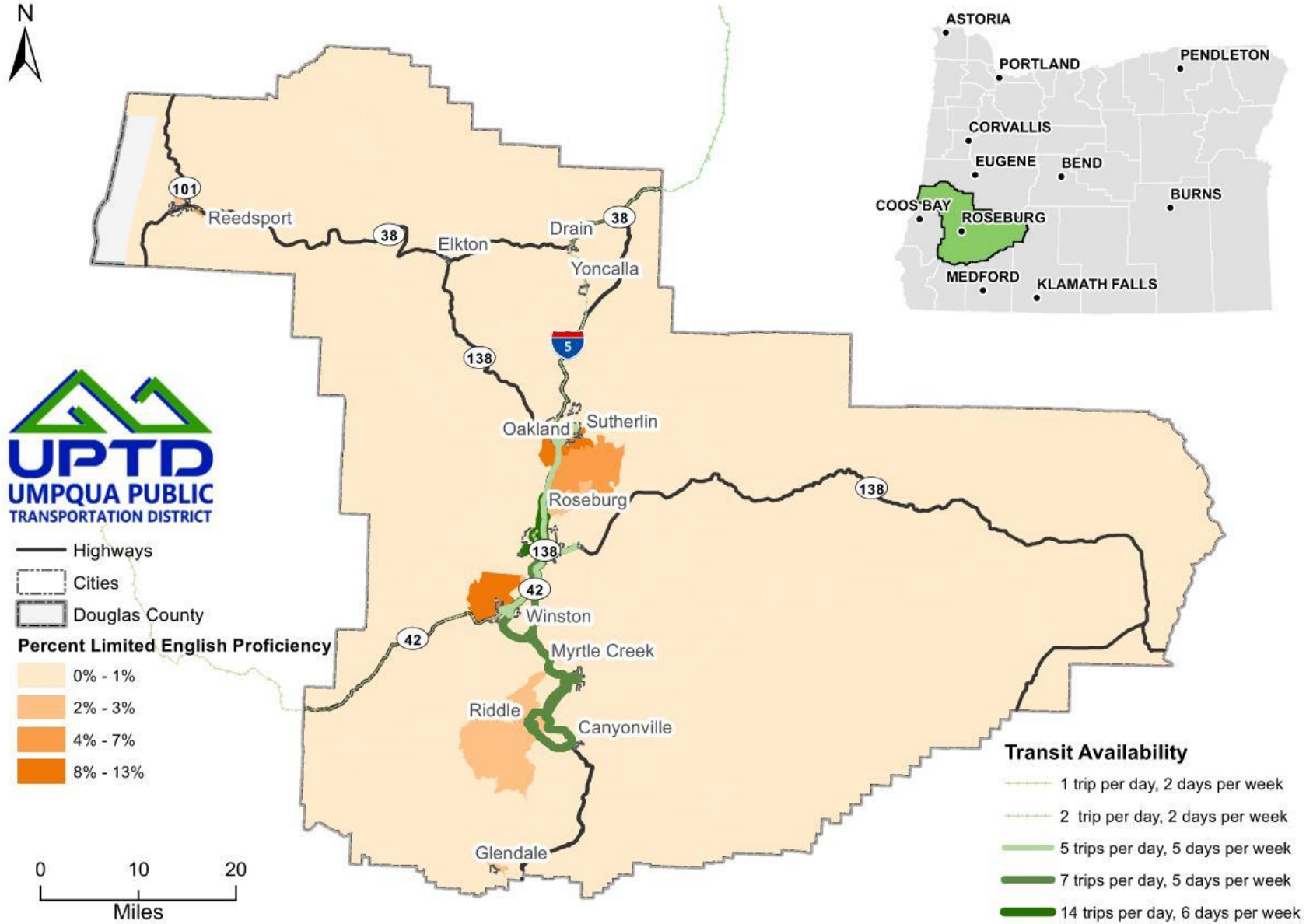
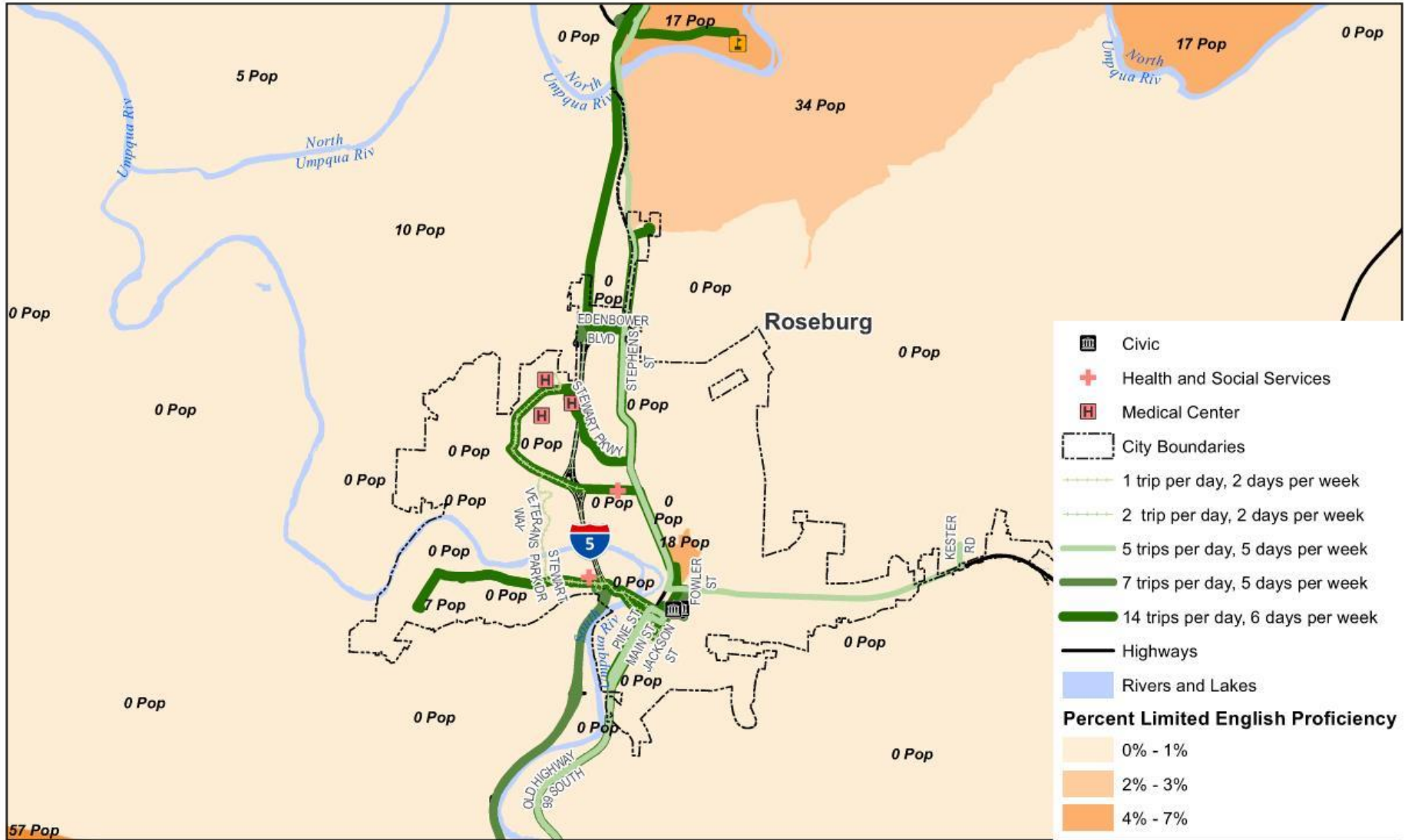




Figure 6. Fixed-Route Transit Availability for Limited English Proficiency Individuals: Roseburg



Pop = Population

Figure 7. Fixed-Route Transit Availability for People with No Vehicles Available: Douglas County

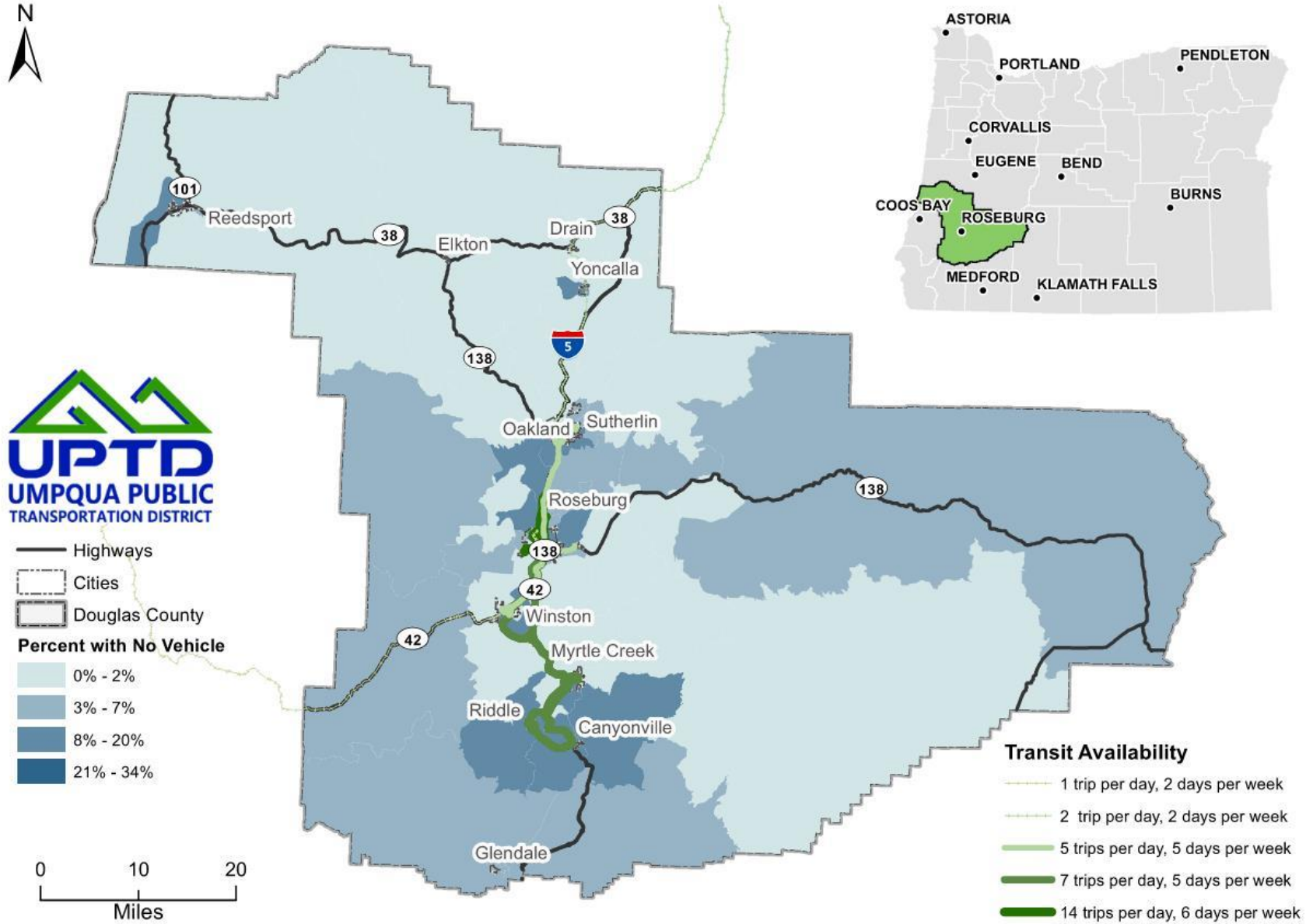


Figure 8. Fixed-Route Transit Availability for People with No Vehicles Available: Roseburg



HH = Households



Figure 9. Fixed-Route Transit Availability for People of Color: Douglas County

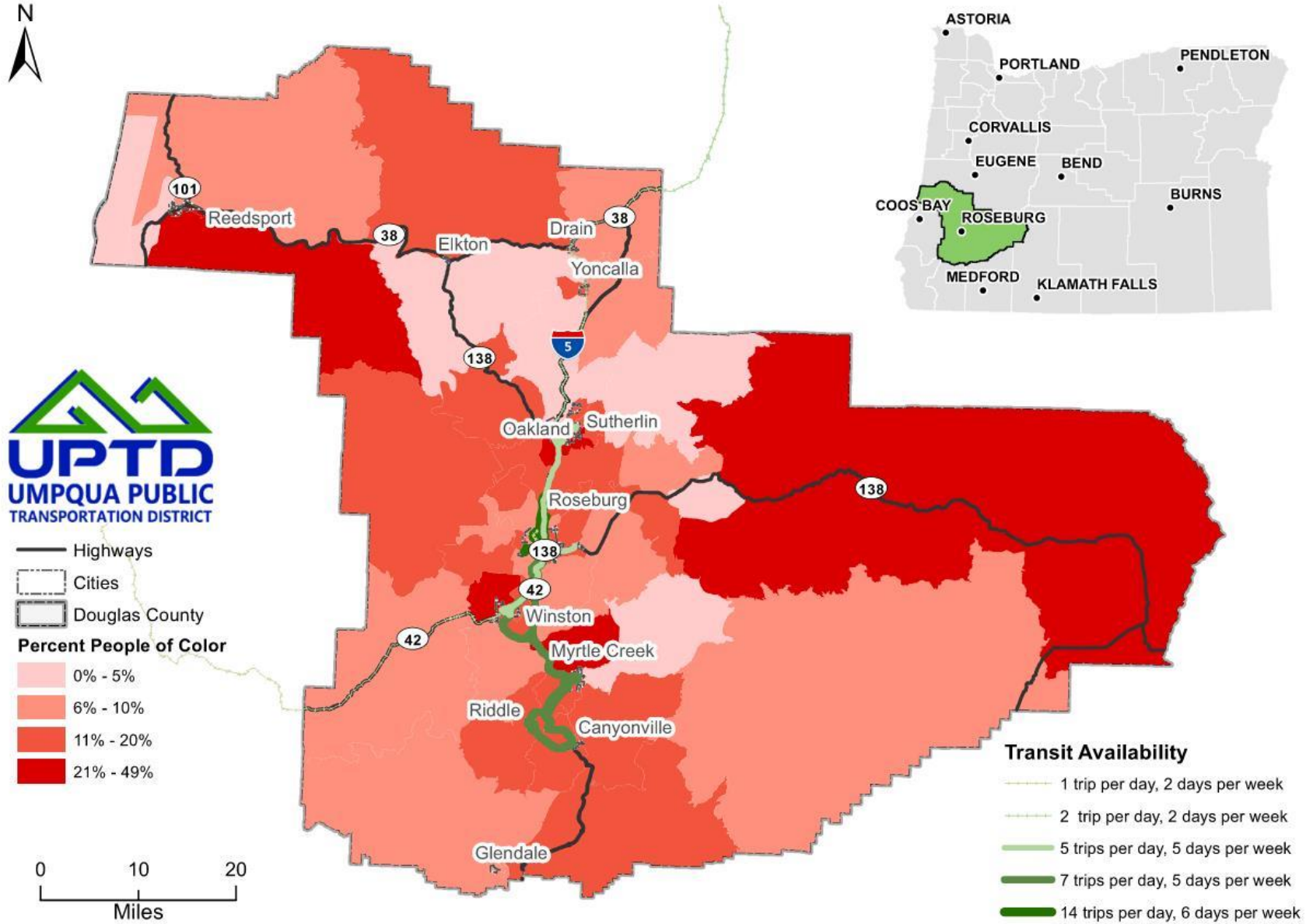
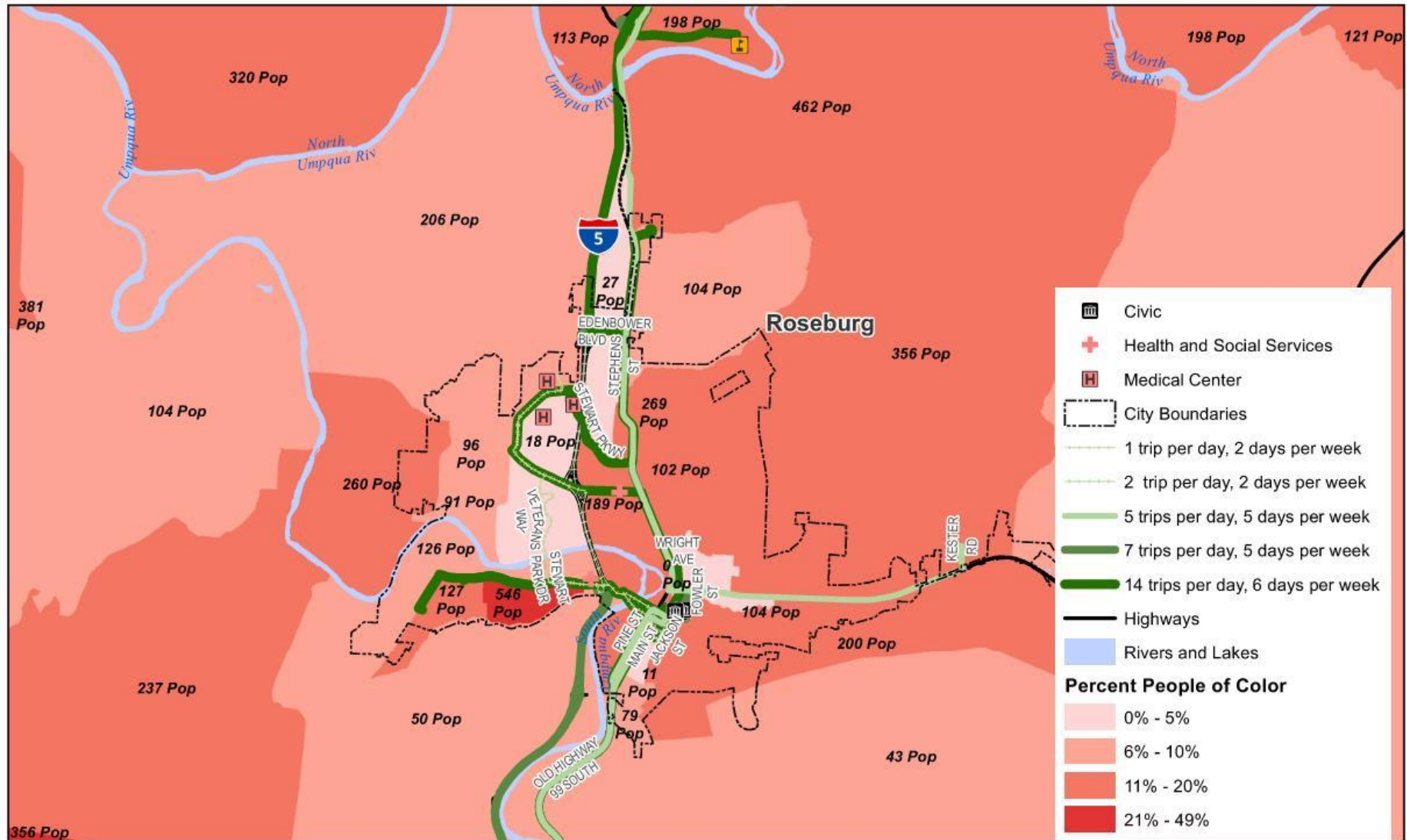




Figure 10. Fixed-Route Transit Availability for People of Color: Roseburg



Pop = Population

Figure 11. Fixed-Route Transit Availability for Older (Age 65+) Adults: Douglas County

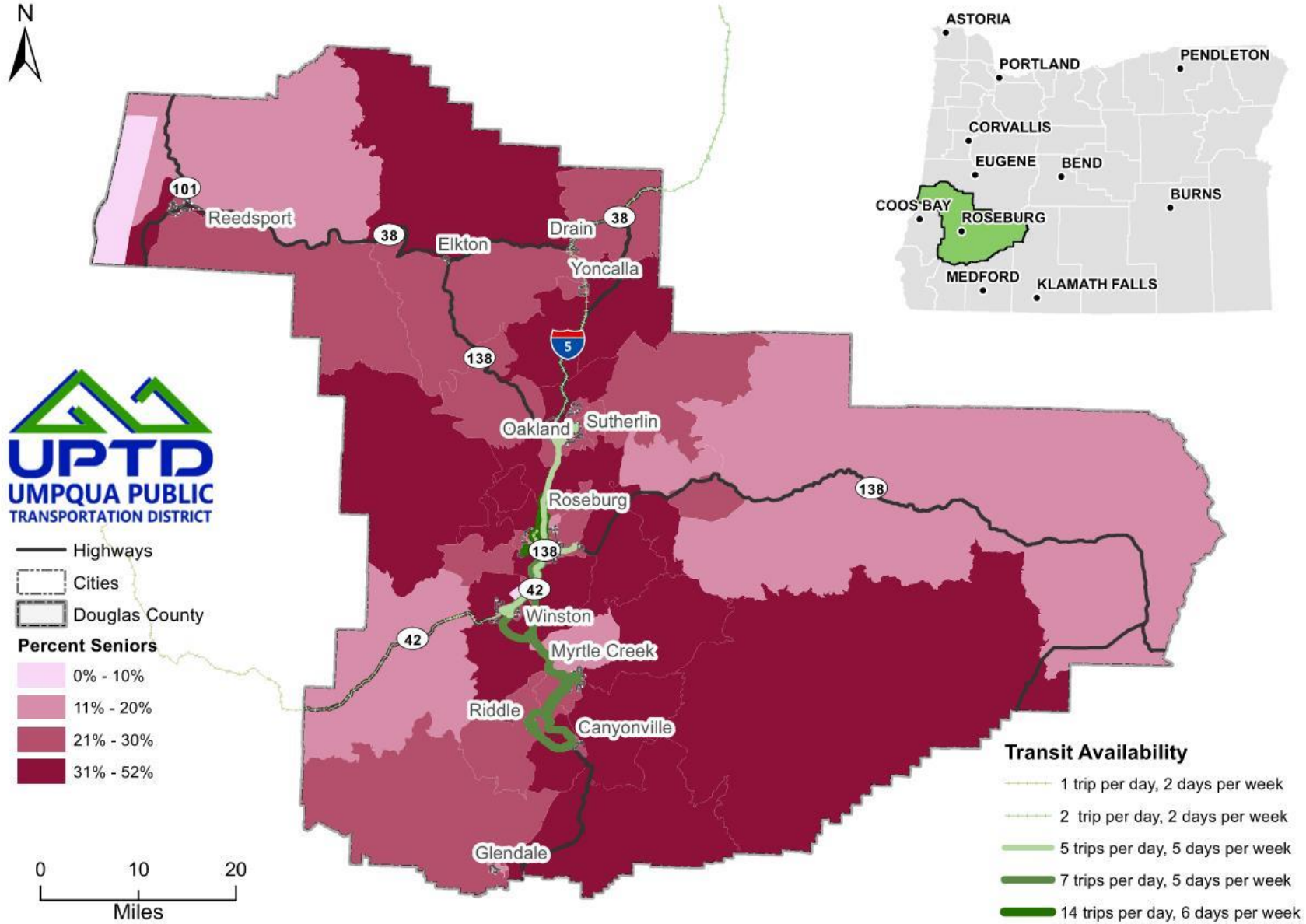
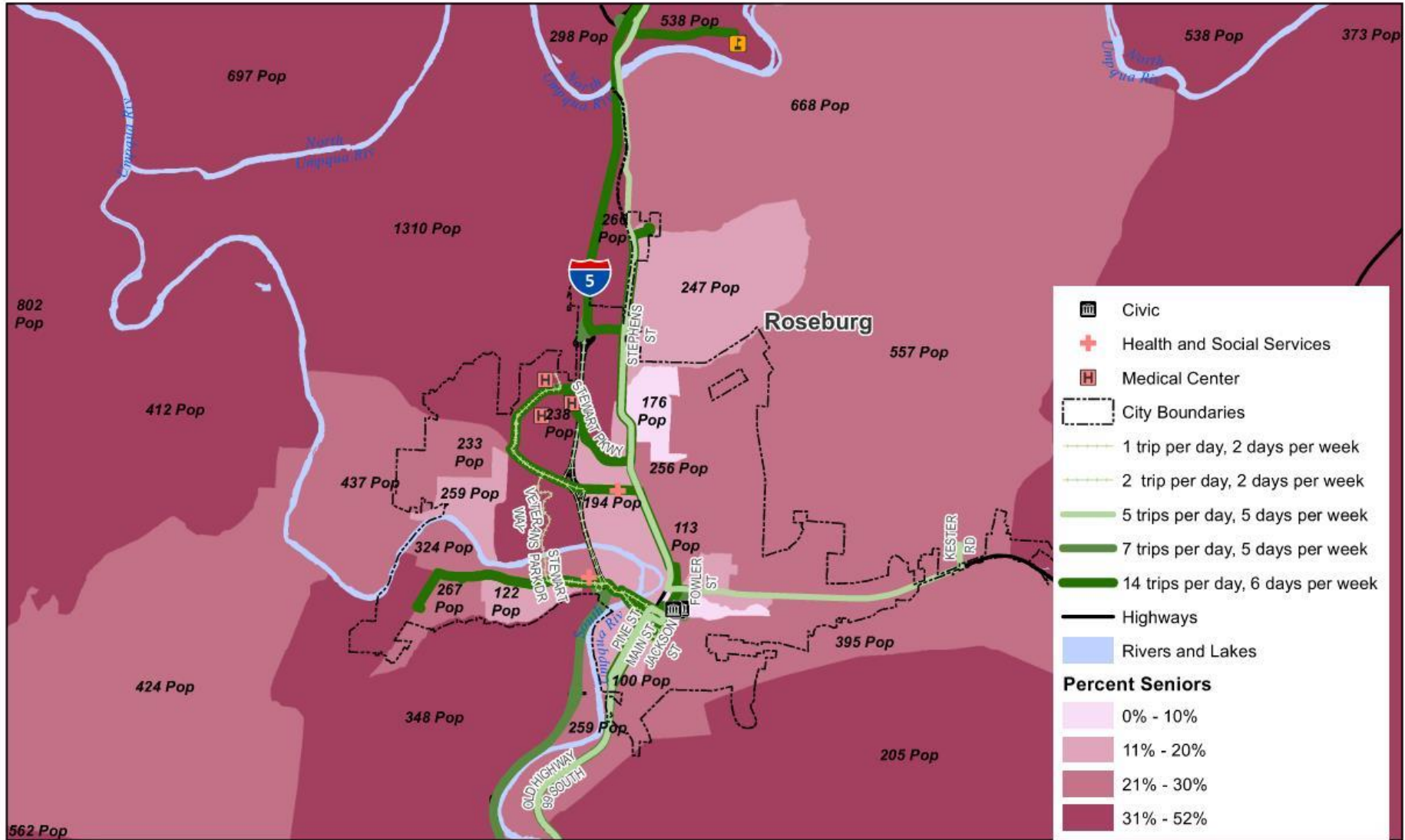


Figure 12. Fixed-Route Transit Availability for Older (Age 65+) Adults: Roseburg



Pop = Population



Figure 13. Fixed-Route Transit Availability for Youth: Douglas County

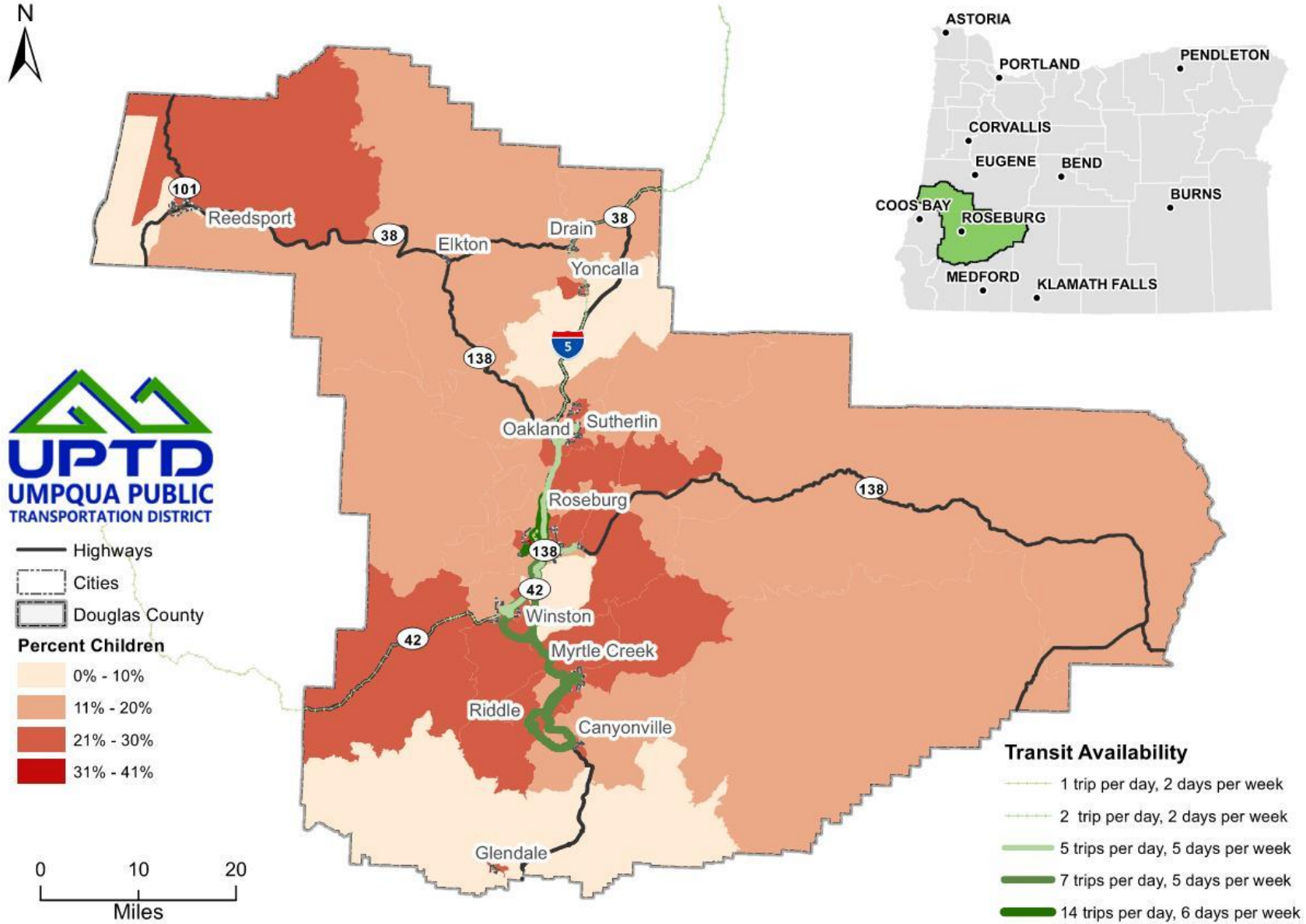
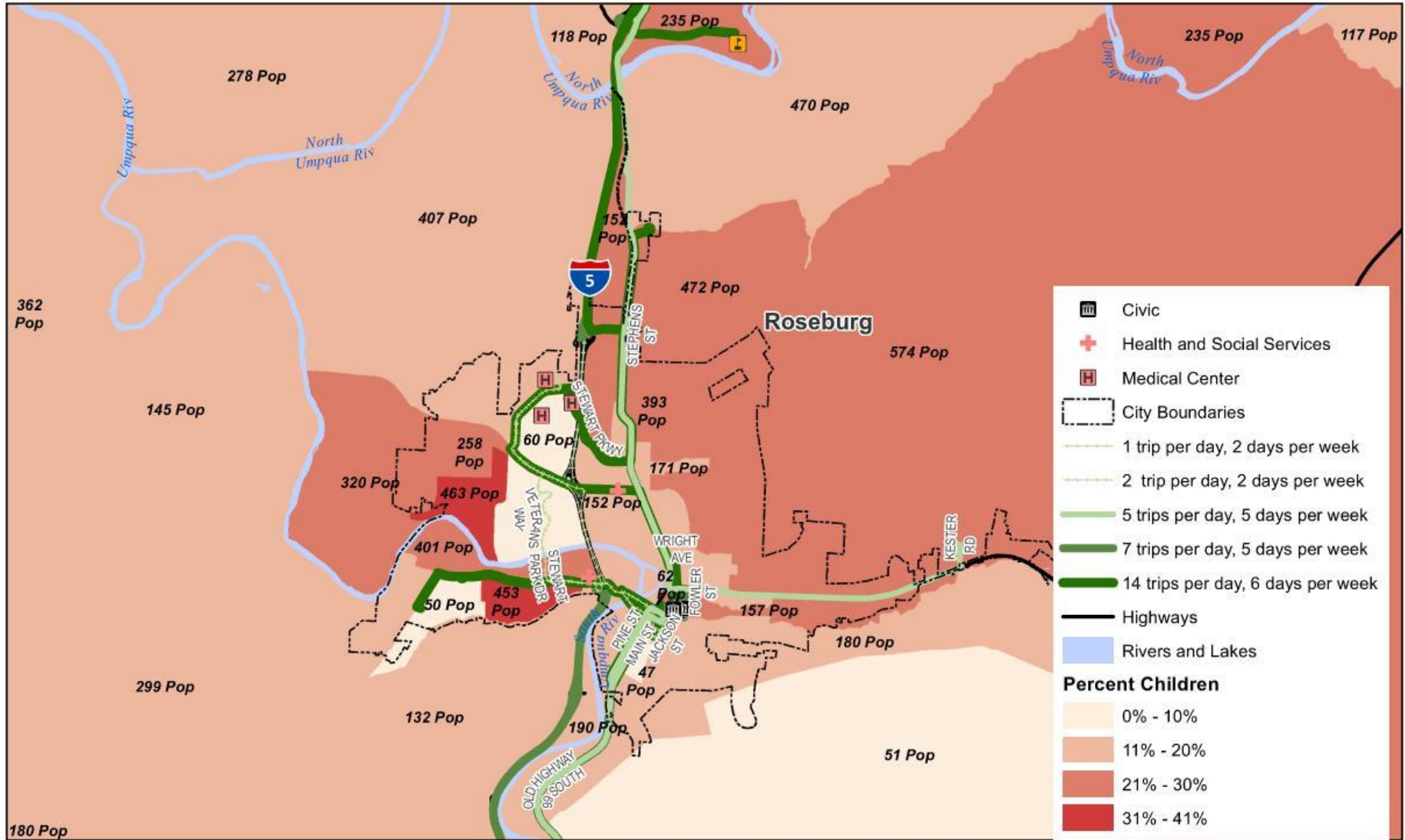




Figure 14. Fixed-Route Transit Availability for Youth: Roseburg



Pop = Population

## CURRENT PUBLIC TRANSPORTATION SERVICE

UPTD is the primary transit service provider within Douglas County, with Coos County Area Transit, South Lane Wheels, DC Sunshine Taxi & Courier, and Greyhound also providing services to portions of the County. Regional services provide connections in Coos Bay, Eugene, Medford, and beyond for statewide and interstate connections.

### Existing Services

Table 2 summarizes each Douglas County transportation provider by the provider type (public or private), type(s) of service, operating hours, and general service areas. The remainder of this section describes these providers and service types in more detail. Figure 15 a service map of services provided in the county and Figure 16 shows a service map of services in the Roseburg area.

**Figure 15: UPTD Douglas County Service**

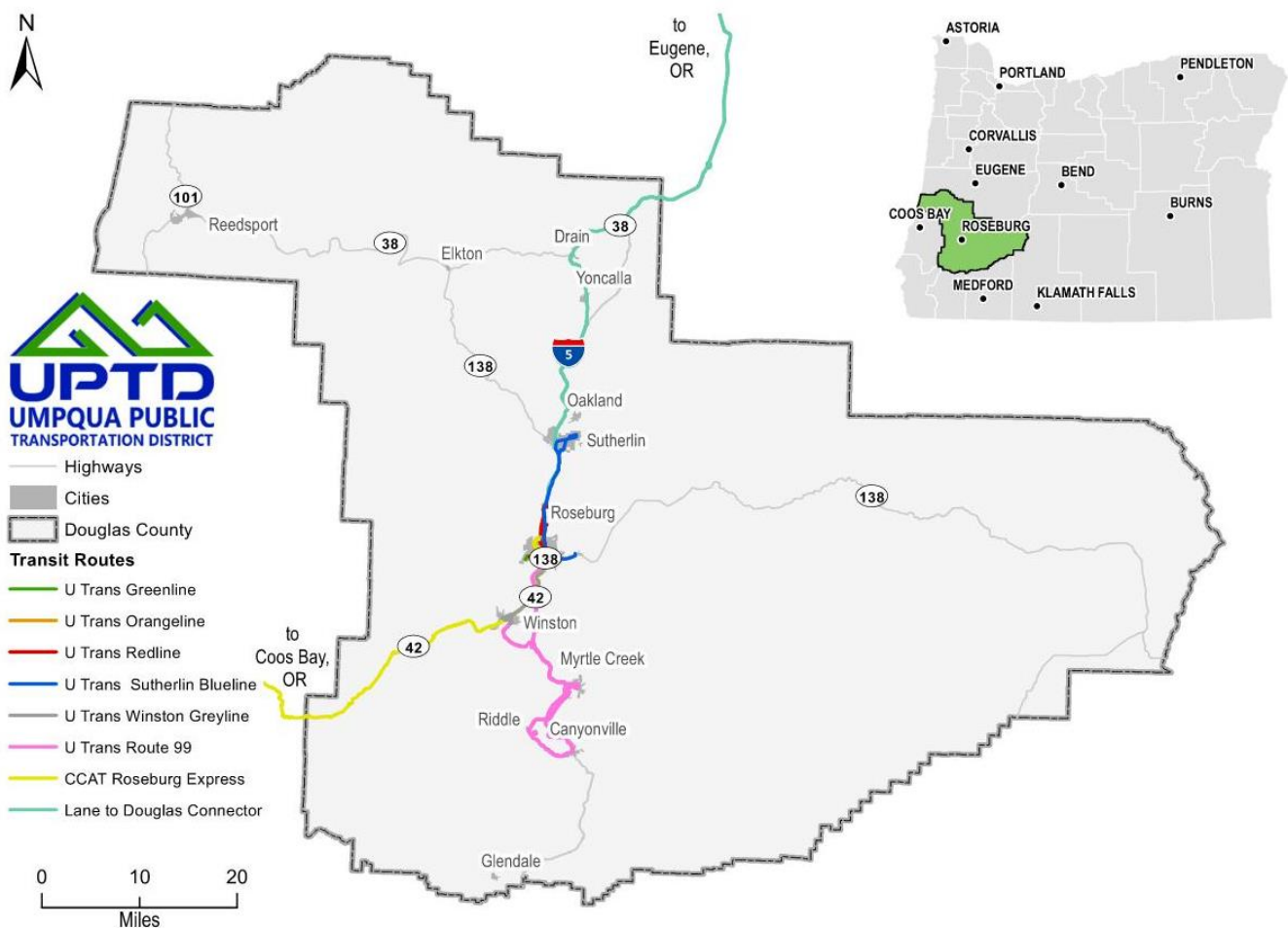


Figure 16. UPTD Roseburg Service

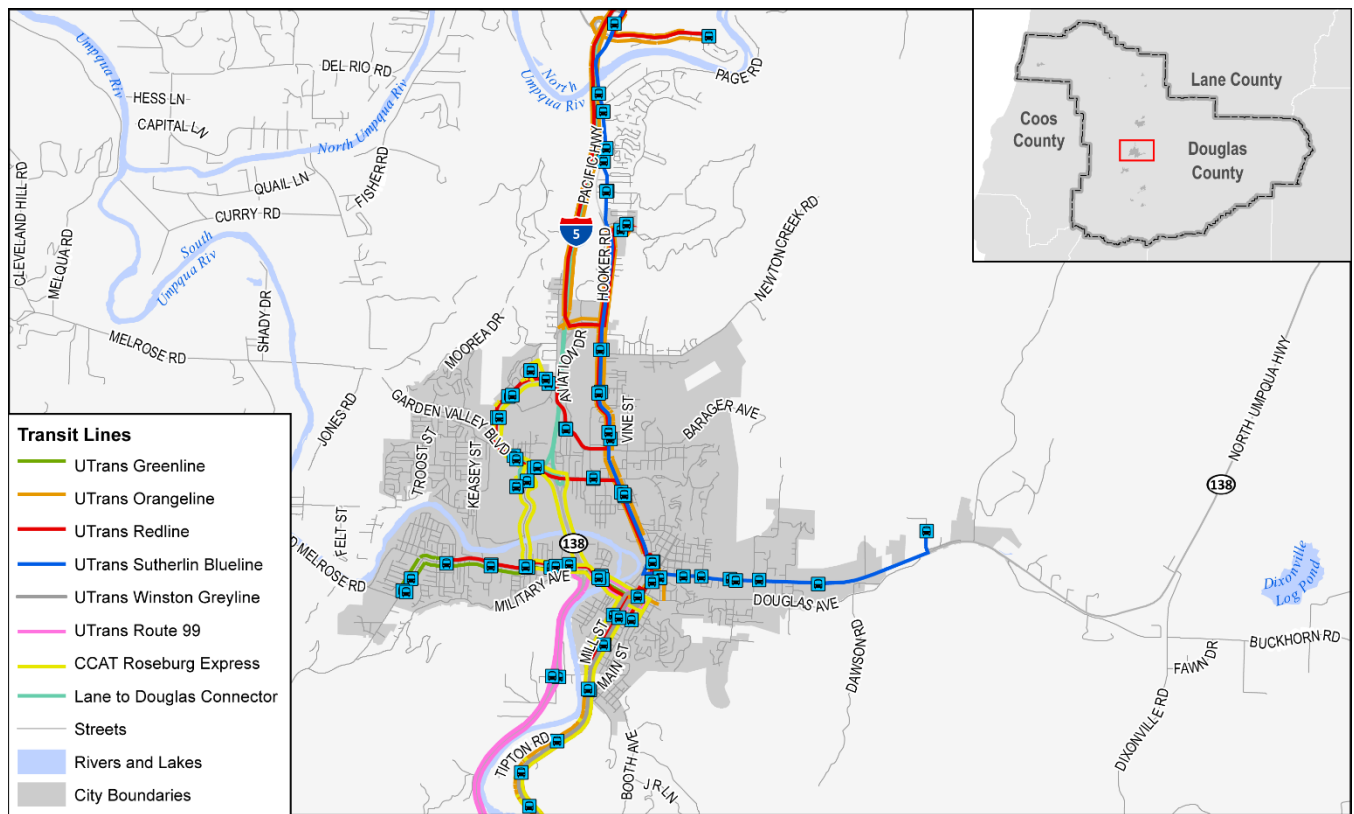


Table 2. Transportation Service Options for Traveling within Douglas County

Transportation Provider	Public / Private	Service Type	Operating Hours	Service Area
<b>UTrans (UPTD)</b>	Public	Fixed-Route	6:30 AM – 7:30 PM weekdays 8:15 AM – 6:30 PM Saturday	Douglas County
<b>UTrans Direct (UPTD)</b>	Public	Paratransit	6:15 AM – 8 PM weekdays	City of Roseburg Within ¼ air mile of UTrans fixed-route service
<b>Umpqua Rides (UPTD)</b>	Public	Demand-Response	8:30 AM – 4:45 PM weekdays	Douglas County
<b>South Lane Wheels</b>	Public	Deviated Fixed-Route	2 round trips, Tuesdays and Thursdays	Lane – Douglas Connector (Roseburg to Eugene)
<b>Coos County Area Transit (CCAT)</b>	Public	Fixed-Route	1 round trip, Tuesdays and Wednesdays	Coos Bay to Roseburg
			3 round trips, Mondays, Tuesdays, Thursdays, Fridays	Coos Bay to Florence, with stop in Reedsport
<b>Greyhound</b>	Private	Fixed-Route	2 trips per direction 6:30 AM – 11:30 PM 7 days a week	I-5 corridor, stopping in Roseburg
<b>DC Sunshine Taxi &amp; Courier</b>	Private	Taxi: Demand-Response	24/7 7 days a week	Greater Roseburg area

Sources: Umpqua Public Transportation District, South Lane Wheels, DC Sunshine Taxi & Courier

## UTrans<sup>1</sup>

UTrans is the public-facing name of UPTD services. UTrans operates seven fixed-routes in Roseburg, paratransit in Roseburg, and general demand-response transit services throughout Douglas County. Key information about these services is as follows:

- **Fixed-Route:** UTrans' fixed-route service in Roseburg operates from 6:30 AM – 7:30 PM, Monday through Friday, with limited service on Saturdays from 8:15 AM – 6:30 PM. Fares are \$2.00 one-way, \$5.00 for a day pass, and free for children aged 17 and under. A reduced fare of \$1.00 one-way is available to passengers aged 60 or older, veterans, Medicare cardholders, and persons with a documented disability.<sup>2</sup>
- **Paratransit (Roseburg):** UTrans Direct is the Americans with Disabilities Act (ADA) complementary paratransit service for Roseburg, serving people with qualifying disabilities that prevent them from using fixed-route service. UTrans Direct has the same operating hours as UTrans fixed-route service and provides origin-to-destination service within ¾ of a mile (as the crow flies) of fixed-route service. The fare is \$4.00 per one-way ride.
- **Demand-Response (Douglas County):** Umpqua Rides is a demand-response service serving the Douglas County areas where UTrans provides service and the remainder of the county. It is a door-to-door shared-ride service available to the general public; however, priority is given to older adults and people with disabilities. The service operates Mondays through Fridays and advance reservations are required. The service is free, but donations are accepted. Some trips outside of the county (ex. To Cottage Grove) can be accommodated.

## South Lane Wheels

South Lane Wheels operates the Lane – Douglas Connector (LDC), a pilot shuttle service to provide the public with better access to healthcare services and shopping. The LDC makes two round trips on Tuesdays and Thursdays between Roseburg and Eugene, with stops in Cottage Grove and Drain. The LDC connects to UTrans at the Roseburg Veteran's Affairs Center. The service is free for veterans with ID and is currently free for the public during an introductory period.<sup>3</sup>

## Coos County Area Transit

Coos County Area Transit operates the Roseburg Express, an intercity route along Highway 42 between North Bend/Coos Bay and Roseburg. One round trip is operated on Tuesdays and Wednesdays, arriving in Roseburg at 9:47 AM and departing at 1:37 PM. Fares are \$4.00 for intracounty (Coos County only or Douglas County only) and \$8.00 for travel between Douglas and Coos Counties.

Coos County Area Transit also operates the Florence Express, an intercity route along Highway 101 between North Bend/Coos Bay and Florence with stops at Winchester Bay, Reedsport, and Gardiner. Three round trips are operated on Mondays, Tuesdays, Thursdays, and Fridays, arriving in Winchester Bay at 8:26 AM, 11:26 AM, and 4:26 PM, Reedsport at 8:44 AM, 11:44 AM, and 4:44 PM, and Gardiner at 8:49 AM, 11:49 AM, and 4:49 PM. Fares are \$4.00 for intracounty (Coos County only) and \$12.00 for travel between Coos, Douglas, and Lane Counties.

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<sup>1</sup> <https://umpquatransit.com/schedule/>

<sup>2</sup> <https://umpquatransit.com/riding-utrans/>

<sup>3</sup> <https://southlanetransit.com/portal/>



### Greyhound

Greyhound, a private transportation provider, offers service along the I-5 corridor, connecting passengers from Roseburg to Portland to the north and Sacramento to the south, with a stop located in downtown Roseburg. The service runs two times a day in each direction between 5 AM to 11 PM with average headways of six hours. The fare varies by destination and travel date.

### Other Services and Programs

In addition to fixed-route and demand-response transit services, Douglas County residents can also use a local taxi or participate in *Drive Less Connect*.

The DC Sunshine Taxi & Courier provides 24/7 service every day of the year throughout Douglas County. The service offers wheelchair-accessible vans with 24 hours' notice.

*Drive Less Connect* seeks to connect commuters in Oregon for vanpools, carpools, and bike groups. The platform is also used to organize encouraging commuter challenges by ODOT and its regional partners.

### Existing Transit Destinations and Boarding and Alighting Patterns

Key transit destinations reflect the places people tend to access via transit and was confirmed via surveys. These include civic centers such as city halls and community centers, grocery stores and shopping centers, health and social services, medical centers, and senior centers. Figure 17 through Figure 25 show key transit destinations and transit stop availability (blue bus icon) for different Douglas County communities. As shown, most key destinations are served by existing transit routes. Unserved key destinations include several senior centers in northwest Roseburg.

**Figure 17. Key Activity Centers: Canyonville**

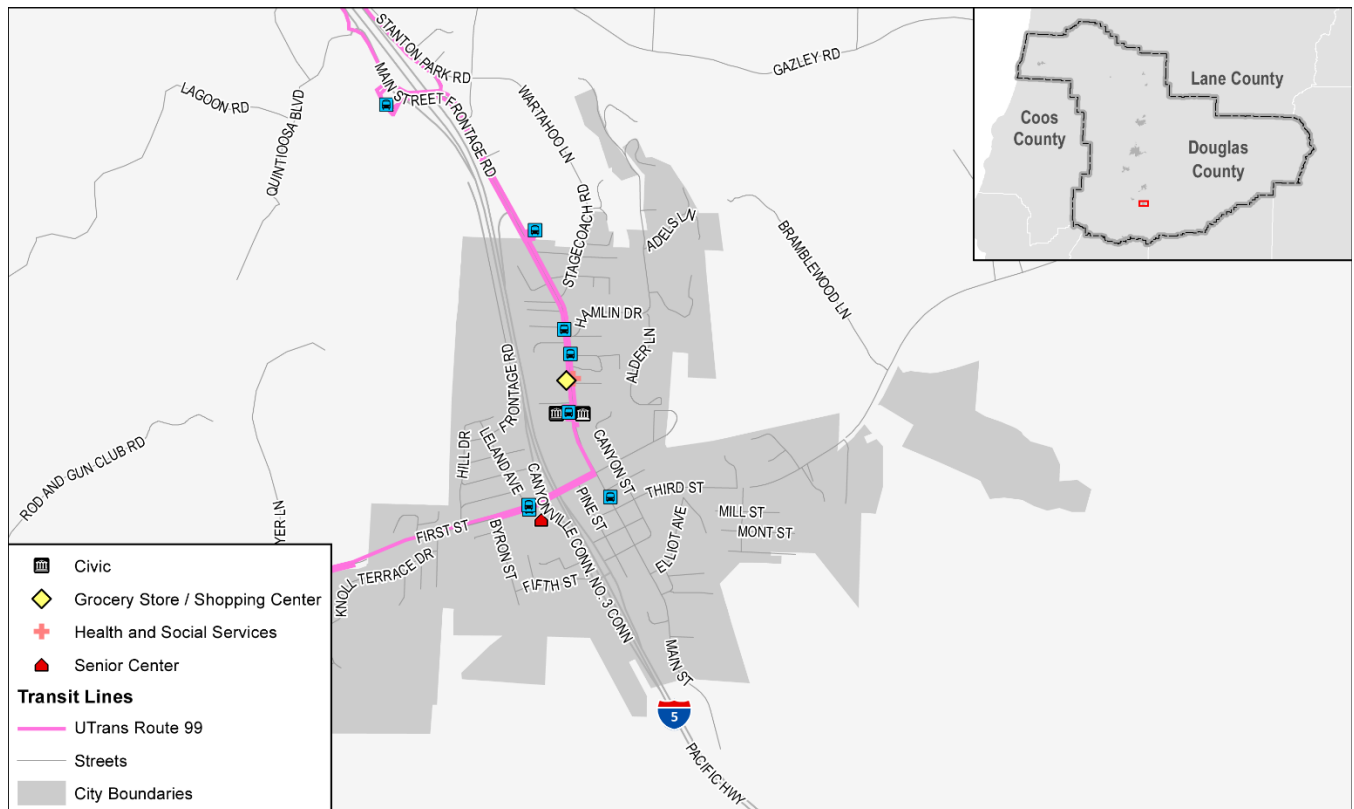


Figure 18. Key Activity Centers: Drain



Figure 19. Key Activity Centers: Green

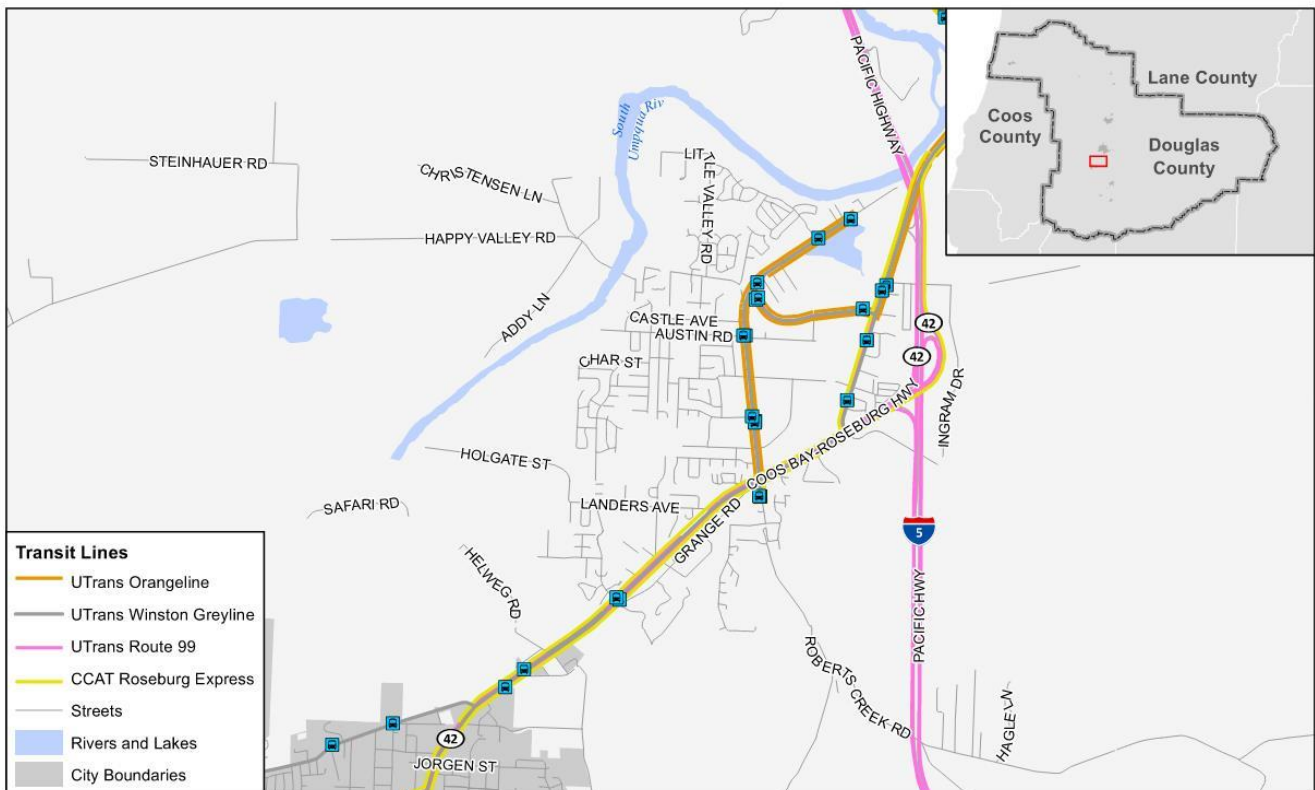


Figure 20. Activity Centers – Myrtle Creek

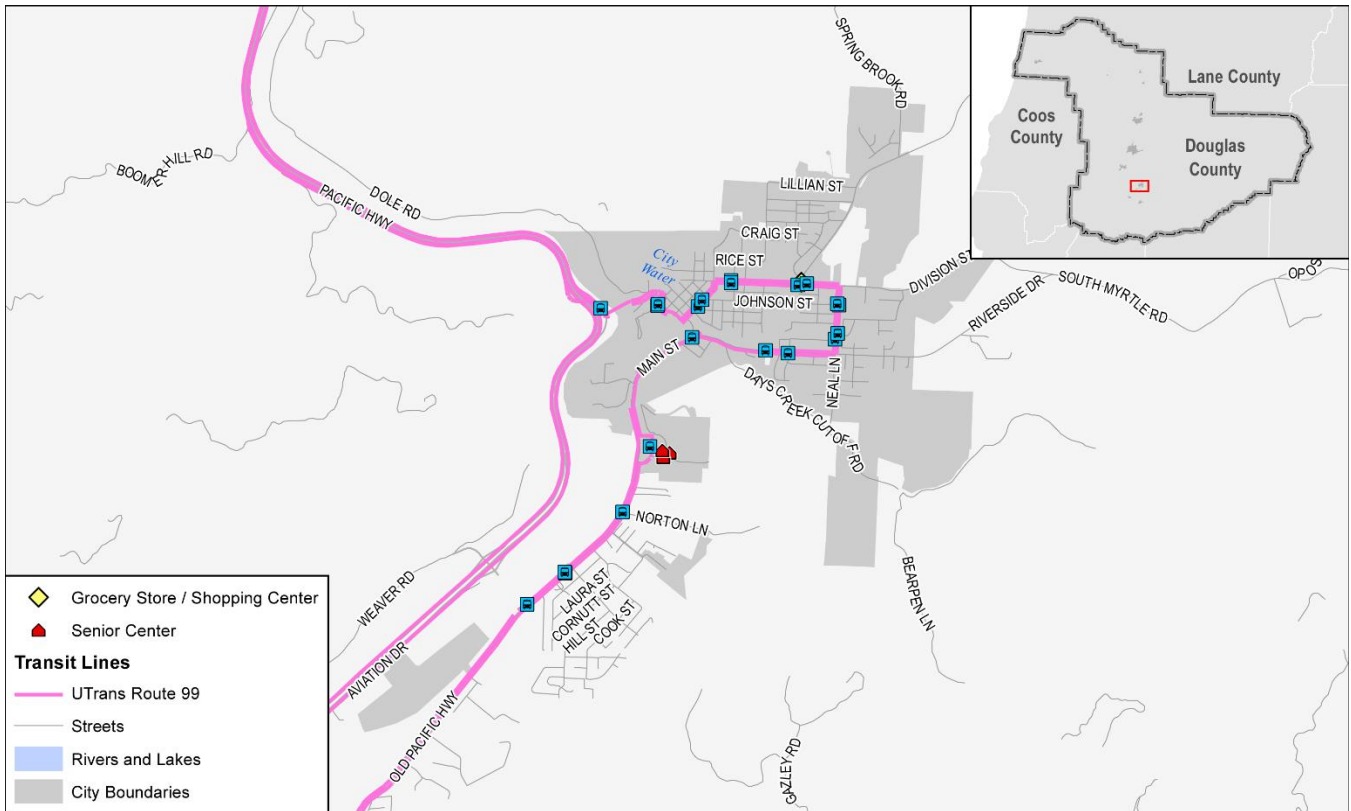


Figure 21. Key Activity Centers: Riddle



Figure 22. Key Activity Centers: Roseburg

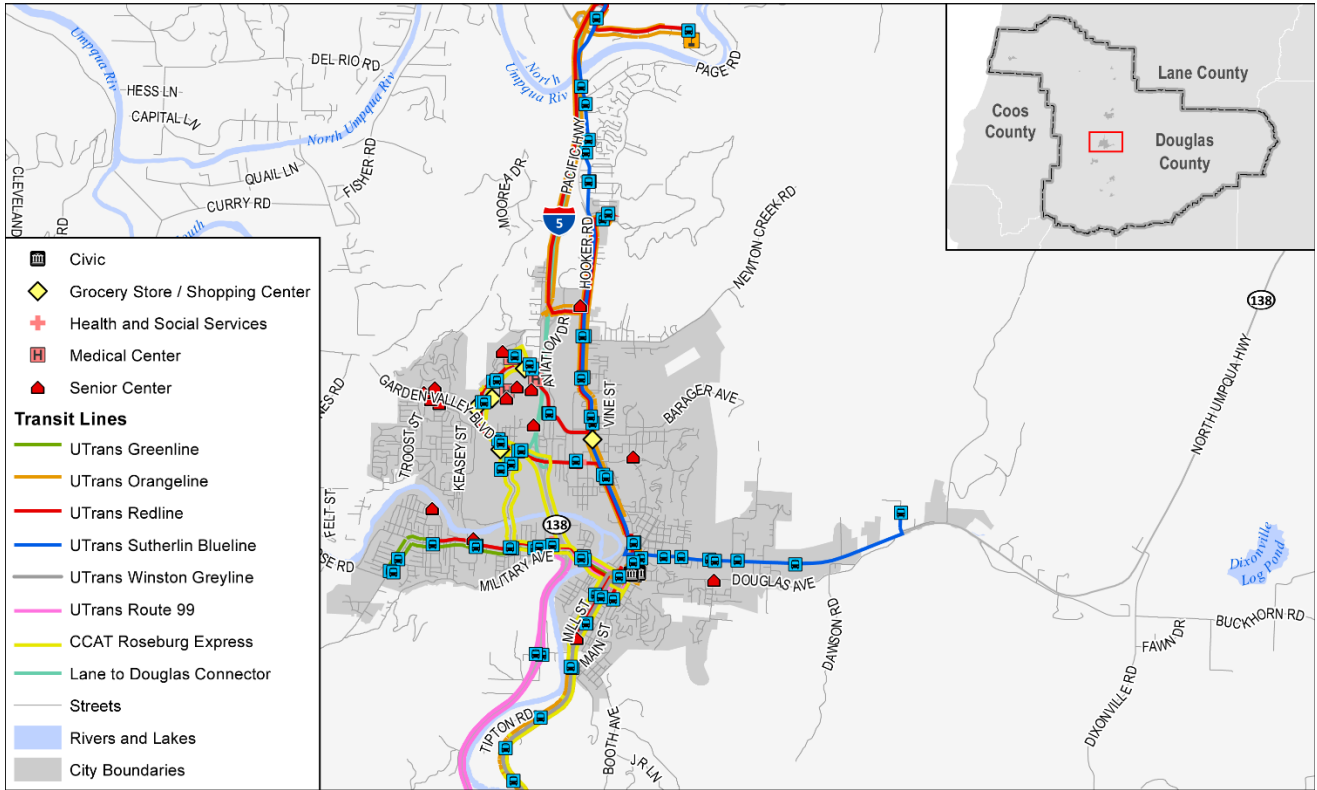


Figure 23. Key Activity Centers: Sutherlin

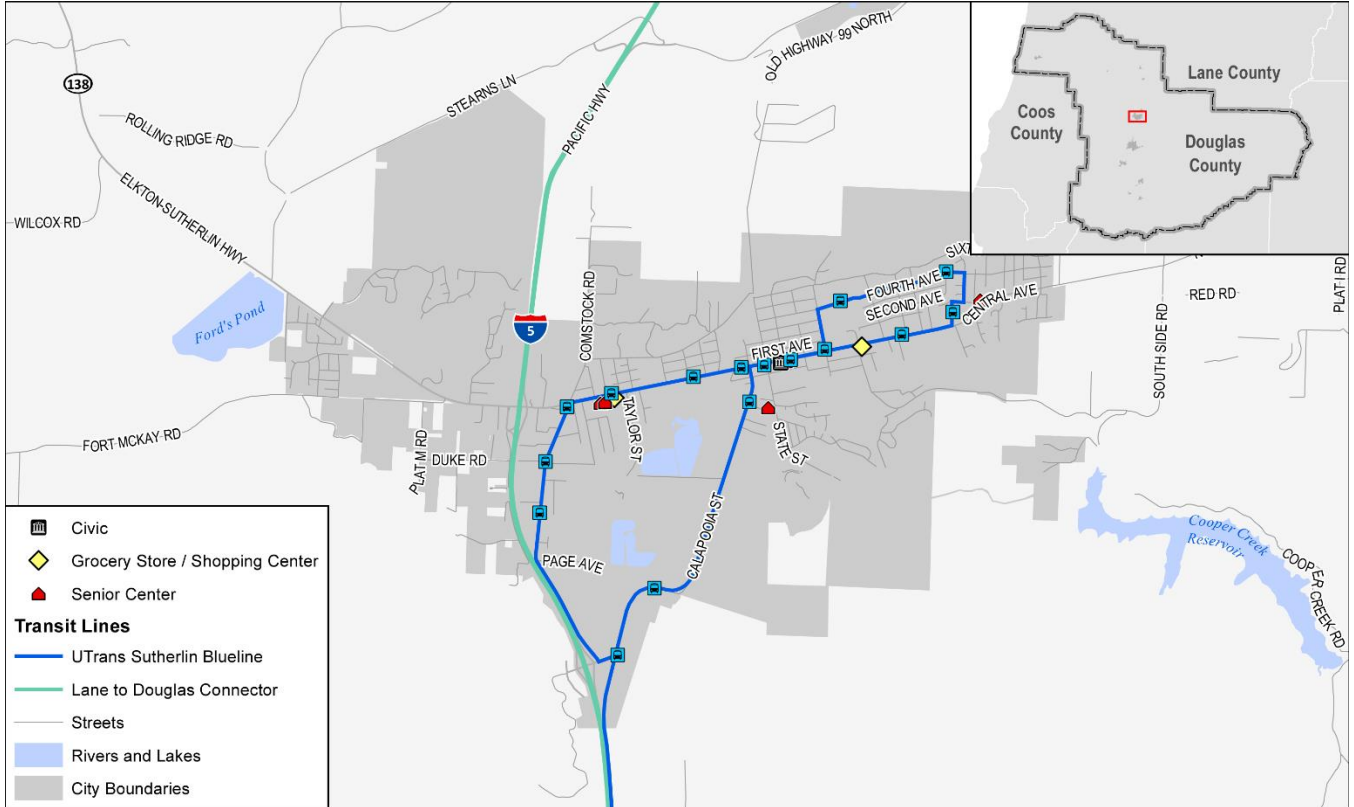




Figure 24. Key Activity Centers: Winston

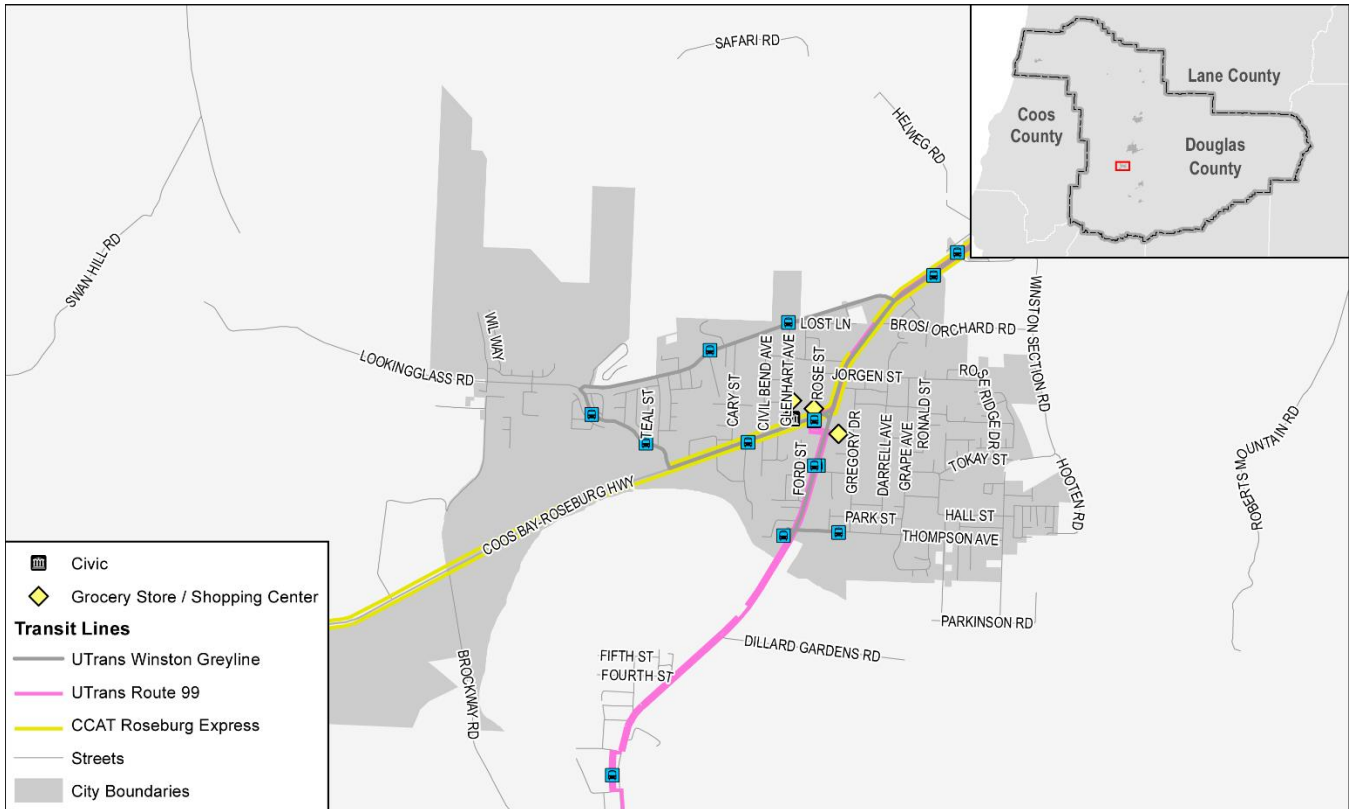
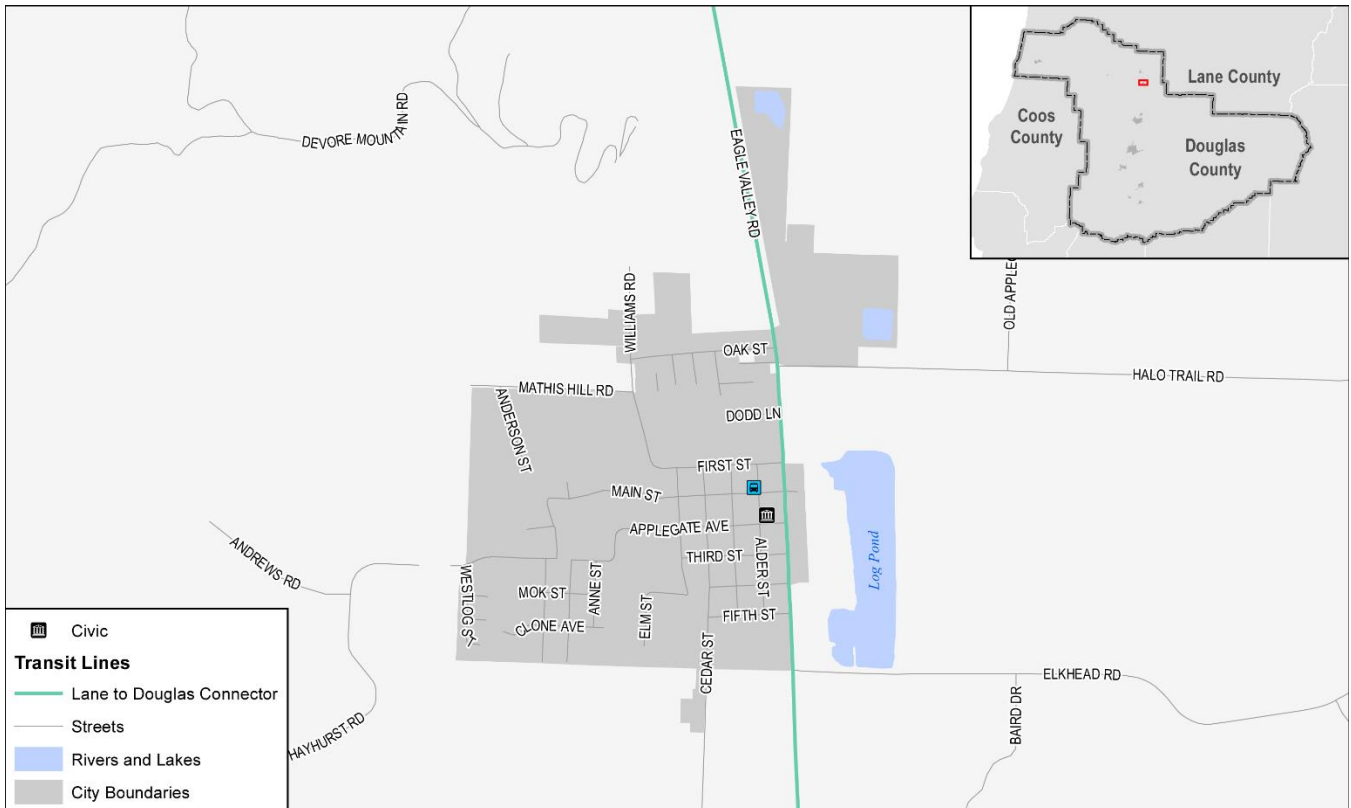
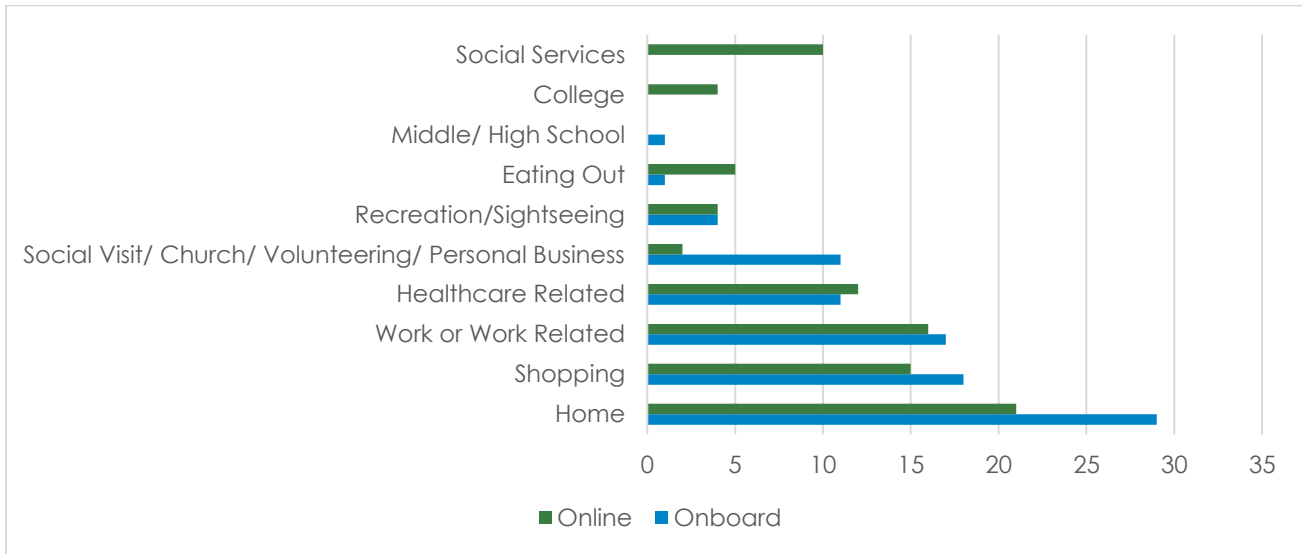


Figure 25. Key Activity Centers: Yoncalla



Stop-level ridership is not available from UPTD's existing data sources. However, respondents were asked about their trip characteristics as part of the onboard and online survey. Key stops include Washington and Rose, Walmart Stewart Parkways, and Roseburg Valley Mall. All other stops had 5 or less respondents select that option. Figure 26 shows the trip purposes for onboard and online respondents. As shown, shopping, work, and healthcare are the most popular purposes for transit trips.

**Figure 26. Trip Purpose**



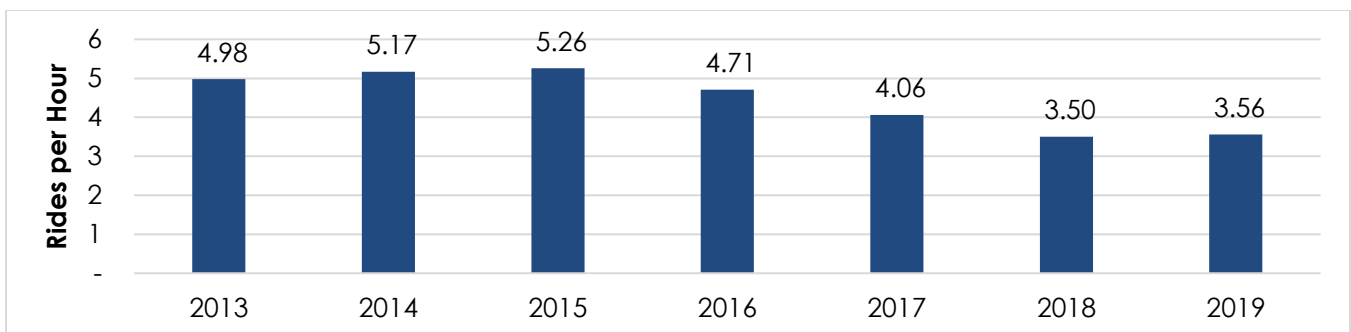
## TRANSIT SERVICE ASSESSMENT

This section describes existing ridership and demand for UPTD's services, and compares UPTD's performance to similar providers.

### Ridership Trends

UPTD provided historic ridership data by route, month, and year. Figure 27 shows the average number of rides per hour and the total annual ridership between 2013 to 2019 across all services (fixed-route and demand response). During this time period, UPTD served an average of 4.5 rides per hour and provided 169,463 rides annually. UPTD provided approximately 5.5 rides per hour on its fixed-route services and 99,000 annual rides in 2019. The downward ridership trend since 2014/2015 is consistent with national transit ridership trends.

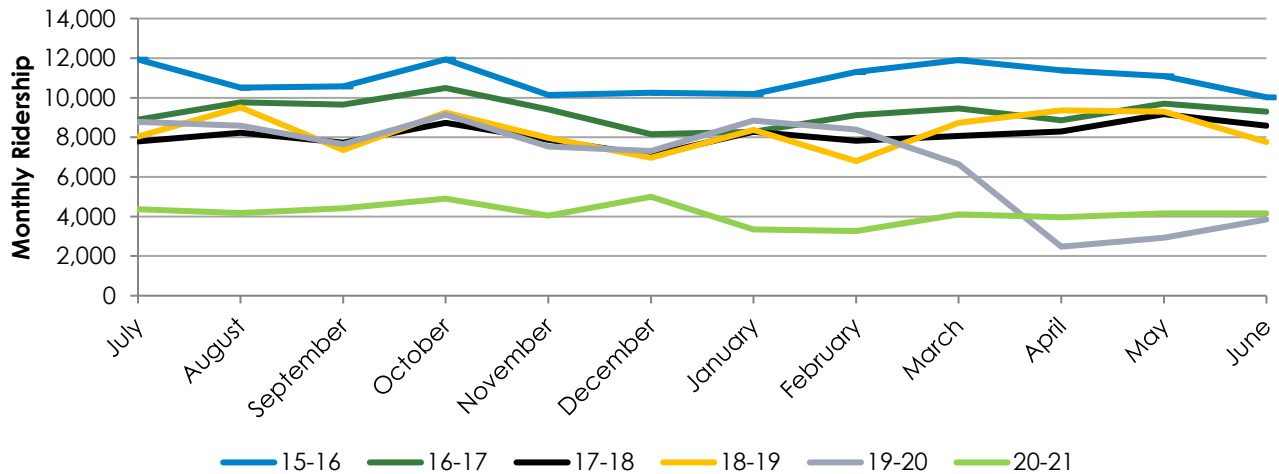
**Figure 27. UPTD Average Rides per Hour**



Source: NTD

Figure 28 shows the total ridership by month between 2016 to 2021. As shown, ridership is typically highest in October, with other ridership peaks in the spring and summer. The decline in ridership starting in March 2020 is attributable to the COVID-19 pandemic and stay-at-home orders.

**Figure 28. UPTD Monthly Rides by Year**



Source: UPTD

Ridership patterns by city are included in Appendix B. Generally, each city's ridership trend follows similar patterns of higher spring and summer ridership than in fall and winter. The following patterns emerged from the city route analysis:

- Roseburg is served by all UPTD transit routes. Roseburg ridership is higher in the spring and summer and lower in the fall and winter, with the highest ridership usually occurring in May or August.
- Sutherlin is served by the Blueline route. Sutherlin ridership is higher in the winter and spring compared to fall or summer, with the highest ridership usually occurring in October or January.
- Winston is served by the Greyline route. Winston ridership is higher in the summer and spring compared to fall or summer, with the highest ridership usually occurring July.
- Canyonville is served by the Route 99 transit route. Canyonville ridership is higher in the summer and spring, with the highest ridership occurring typically in May or July.
- Riddle is served by the Route 99 transit route. Riddle ridership is higher in the summer and spring, with the highest ridership typically occurring in July and the lowest occurring in September.
- Myrtle Creek is served by the Route 99 transit route. Myrtle Creek ridership is higher in the summer and spring ridership, with the highest ridership usually occurring in August.

### TCRP Report 161 Transit Need Methodology

This portion of the evaluation provides insights on how well the current system meets expected demand. In 2012, the Transportation Research Board published a methodology to estimate rural transit demand through Transit Cooperative Research Program (TCRP) Report 161. This report provides step-by-step procedures for quantifying the need for passenger transportation services and estimates the demand that is likely to be generated given the service area's demographic characteristics and the current miles of service operated. It is a very broad-brush analysis incorporating typical demographic factors that indicate a propensity to use transit, but does not contain any specific land use variables and is generic for all rural areas in a given state.

The method estimates demand for four specific markets: general public rural passenger transportation, passenger transportation specifically related to social service or other programs, travel on fixed-route services in small cities (less than 50,000 population and less than 70 vehicle hours of service per day), and travel on commuter services from rural areas to urban centers. Tests by the researchers who developed the methods indicated that the methods provide reasonable first estimates of transit need (i.e., the methods account for about 40–70% of the variance in the demand estimate), but other factors not included in the models can still result in substantial differences between the methods' estimates and actual ridership.

The transit needs analysis incorporates current socioeconomic conditions in Douglas County and current transit service. Inputs used to estimate transit need include:

- City population
- College and university enrollment (4-year only)
- Annual revenue hours of service
- Workers commuting from rural areas to urban center
- Distance from rural areas to urban center
- Urban center as a state capital

These inputs are used to generate an expected number of transit trip demand. Note that TCRP 161 states the following with regard to its estimates:

*The estimates of need made using the mobility gap method are typically far greater than the number of trips actually observed on rural passenger transportation systems and are likely greater than the demand that would be generated for any practical level of service. Much of the remaining trip-based mobility gap is likely filled by friends and relatives driving residents of non-car-owning households. Therefore, agencies choosing to use the mobility gap may wish to establish a target or goal for the proportion of the gap to be satisfied by publicly provided services. In the testing of these suggested methodologies with a number of rural transit agencies, it was found that, at best, only about 20% of the mobility gap trip-based need was met.*

The most recent year of data includes ridership by city boundary, and not by route. As such, ODOT's Transportation Network Exploration Tool (TNExT) was used to pull the number of service hours for a typical week within a city boundary. However, the tool does not differentiate between intercity and local service. If a service operates entirely within a city boundary, all of its hours are counted. If a service extends beyond the city boundaries, only the hours within the city are counted. Data are for the year 2019.

Based on the transit service assessment, communities are being provided reasonable level of service except for the city of Riddle and Sutherlin. The city of Riddle and Sutherlin currently have a mobility gap of less than 40% indicating there is more transit demand than is currently being provided. Remaining cities have uncaptured demand, though not as stark. This indicates these cities could be better marketed to, or services could be further evaluated to determine unmet needs.

## Canyonville

The small city fixed-route demand method inputs include city population (1,826), the population of enrolled students at institutes of higher education located within the city (0), and the annual revenue hours of service (119 hours). The city's transit demand is estimated at 2,600 annual 1-way passenger trips,



with 2019 ridership at 2,212 trips. UPTD captures 85% of the mobility gap total. *Appendix C includes the detailed analysis per the TCRP Report 161 methodology.*

### **Myrtle Creek**

The inputs were city population (3,428), the population of enrolled students at institutes of higher education located within the city (0), and the annual revenue hours of service (676 hours). The city's transit demand is estimated at 7,600 annual 1-way passenger trips, with 2019 ridership at 4,844 trips. UPTD captures 64% of the mobility gap total. *Appendix C includes the detailed analysis per the TCRP Report 161 methodology.*

### **Riddle**

The inputs were city population (1,252), the population of enrolled students at institutes of higher education located within the city (0), and the annual revenue hours of service (355 hours). The city's transit demand is estimated at 3,400 annual 1-way passenger trips, with 2019 ridership at 1,167 trips. UPTD captures 34% of the mobility gap total. *Appendix C includes the detailed analysis per the TCRP Report 161 methodology.*

### **Roseburg**

The inputs were city population (23,083), the population of enrolled students at institutes of higher education located within the city (0), and the annual revenue hours of service (5,543 hours). The city's transit demand is estimated at 56,700 annual 1-way passenger trips, with 2019 ridership at 68,845 trips. UPTD captures 121% of the mobility gap total. *Appendix C includes the detailed analysis per the TCRP Report 161 methodology.*

### **Sutherlin**

The inputs were city population (7,810), the population of enrolled students at institutes of higher education located within the city (0), and the annual revenue hours of service (476 hours). The city's transit demand is estimated at 11,100 annual 1-way passenger trips, with 2019 ridership at 3,864 trips. UPTD captures 35% of the mobility gap total. *Appendix C includes the detailed analysis per the TCRP Report 161 methodology.*

### **Winston**

The inputs were city population (5,416), the population of enrolled students at institutes of higher education located within the city (0), and the annual revenue hours of service (318 hours). The city's transit demand is estimated at 7,600 annual 1-way passenger trips, with 2019 ridership at 3,999 trips. UPTD captures 53% of the mobility gap total. *Appendix C includes the detailed analysis per the TCRP Report 161 methodology.*

## **Comparison to Similar Providers**

Transit agencies that receive federal funding are required to report information about service miles, service hours, and ridership to the National Transit Database (NTD). Peer transit services were selected for comparison using a method developed for the National Rural Transit Assistance Project. This method identifies peer agencies based on the type of service provided, vehicle miles operated, population served, funding type, and proximity to Douglas County. The following peer transit providers were selected for comparison: Tillamook County Transportation District (TCTD), Coos County Area Transit (CCAT), Lincoln County Transit Service District (LCTSD), Yamhill County Transit (YCT), Sunset Empire Transportation District (SETD), Columbia County Rider (CCR), Sandy Area Metro (SAM), and San Benito County LTA (LTA). All of these providers are located in Oregon, except for LTA, which serves the Hollister

area near California's central coast, and all systems provide both fixed-route and demand-response services.

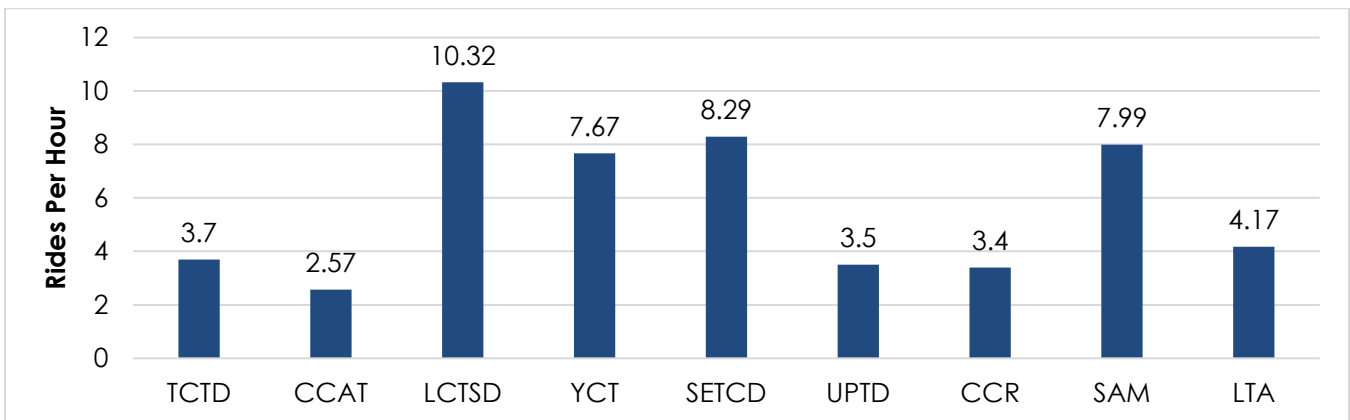
Table 3, Figure 29, and Figure 30 compare the peer operators to UPTD. UPTD provides similar rides per hour to many other providers located on or west of the I-5 corridor, with the exception of Lincoln County and Sunset Empire. Yamhill County and Sandy, which both operate commuter service into the Portland area, also have higher rides per hour. UPTD has the second-lowest lower operating expense per vehicle revenue hour within the peer group, with only CCAT being lower.

**Table 3. FY18 Annual Service Miles, Service Hours, and Annual Riders**

	UPTD	TCTD	CCAT	LCTSD	YCT	SETCD	CCR	SAM	LTA
Service Miles	620,933	1,000,590	229,075	504,181	713,512	557,544	738,420	347,042	484,384
Service Hours	39,467	39,516	18,776	31,198	36,665	27,841	30,074	16,238	29,573
Ridership	138,061	146,236	48,220	321,833	281,048	230,768	102,364	129,776	123,452
Rides per Mile	0.22	0.15	0.21	0.64	0.39	0.41	0.14	0.37	0.25
Rides per Hour	3.50	3.70	2.57	10.32	7.67	8.29	3.40	7.99	4.17

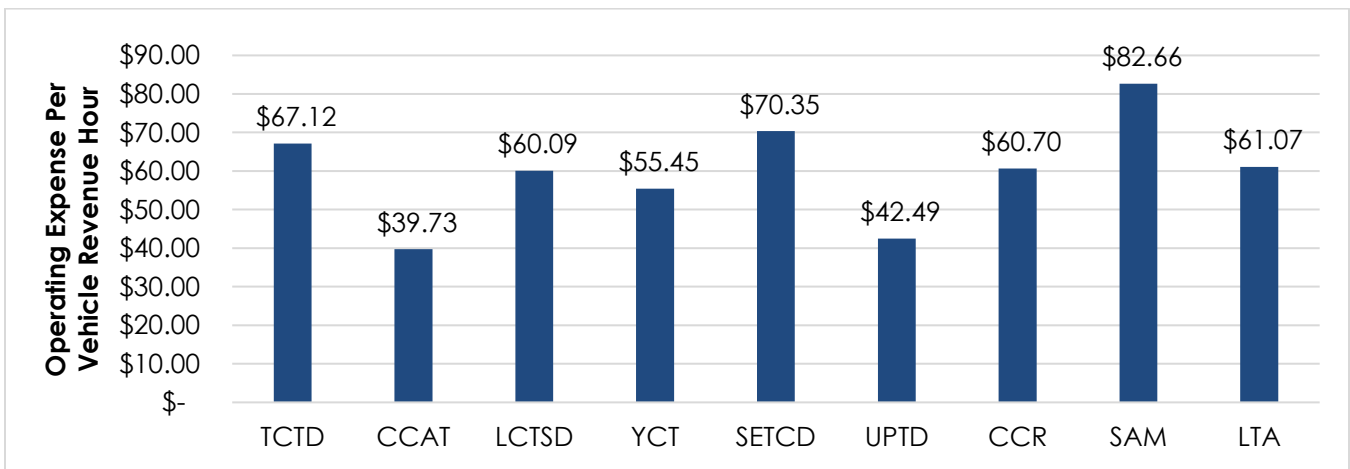
Source: NTD

**Figure 29. Riders per Hour by Transit Agency**



Source: NTD

**Figure 30. Operating Expense Per Vehicle Revenue Hour by Transit Agency**

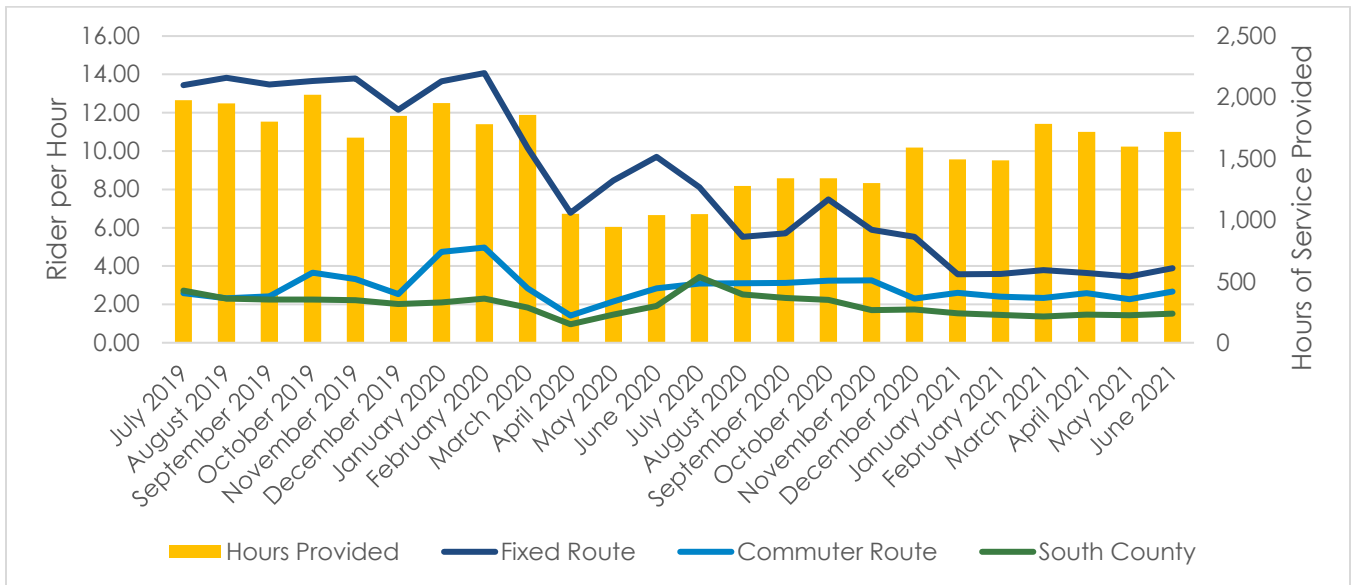


Source: NTD

### Route Evaluation

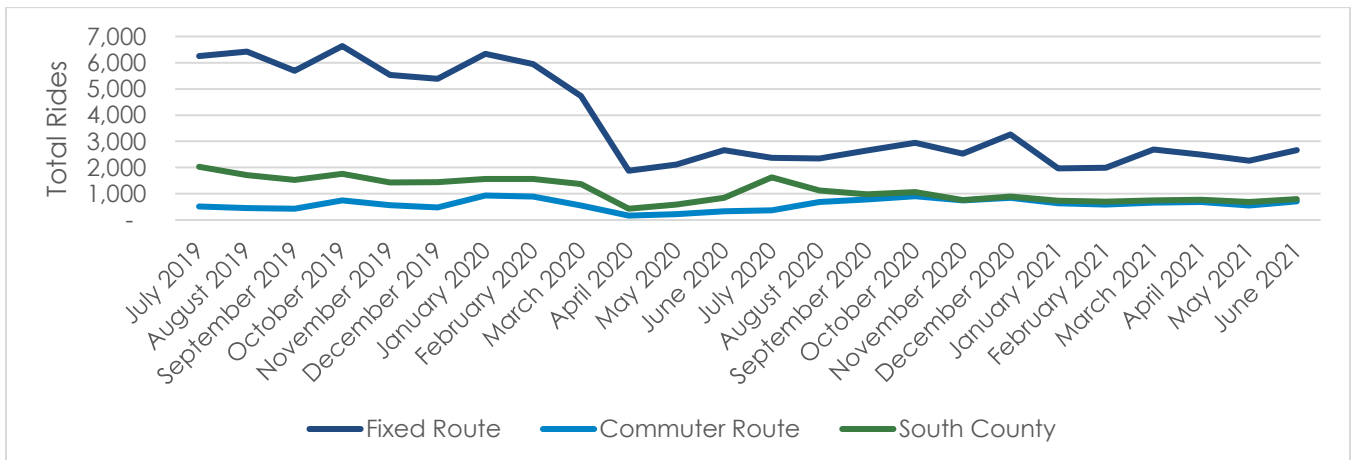
The following sections describe existing ridership for UPTD's services. Figure 31 shows monthly rides per hour and Figure 32 shows monthly rides for the Roseburg fixed-route, commuter, and south county transit routes from July 2019 to June 2021. UPTD classifies the Roseburg Greenline, Orangeline, and Redline as fixed-route, the Sutherlin Blueline and Winston Greyline as commuter routes, and the Route 99 line as the South County transit route. Data by route group was not collected prior to July 2019. As shown, system ridership for the fixed-route system has higher ridership compared to the commuter and south county routes, the fixed-route system operates in Roseburg and has higher frequency, stops, and service hours. Since July 2019 all transit routes have been experiencing a general decline in ridership per revenue service hour. All routes had experienced a decline in March 2020 that can be attributed to COVID-19 stay-at-home orders and reduced service, however, the fixed-route experienced the sharpest ridership decline. As service has been reinstated, the rides per hour have not returned to their pre-COVID-19 levels.

**Figure 31. UPTD Transit Route Rides per Hours**



Source: UPTD

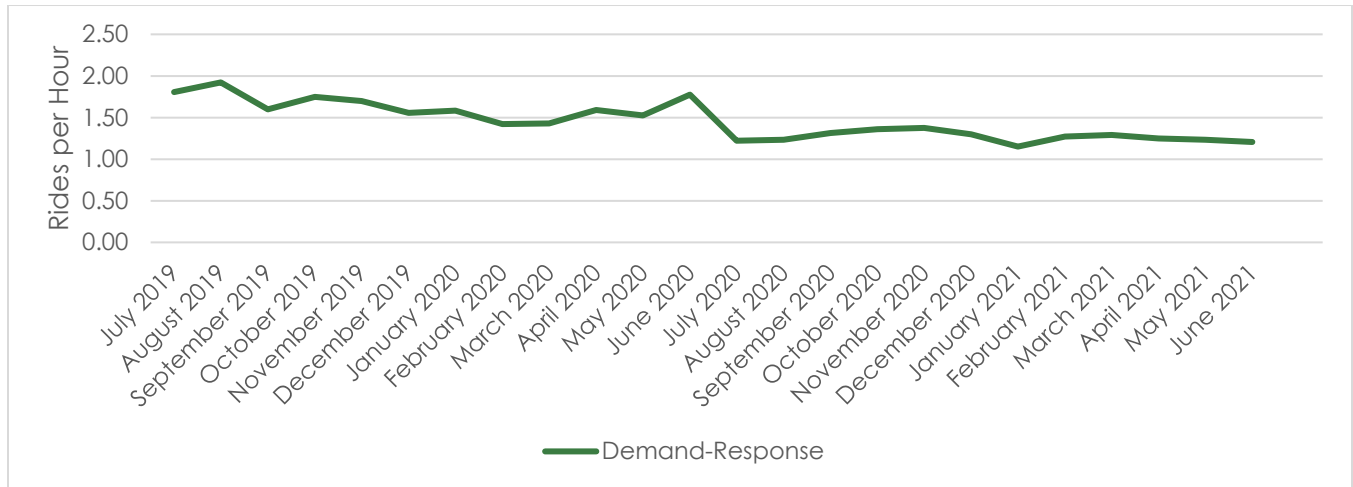
**Figure 32. UPTD Transit Route Rides**



Source: UPTD

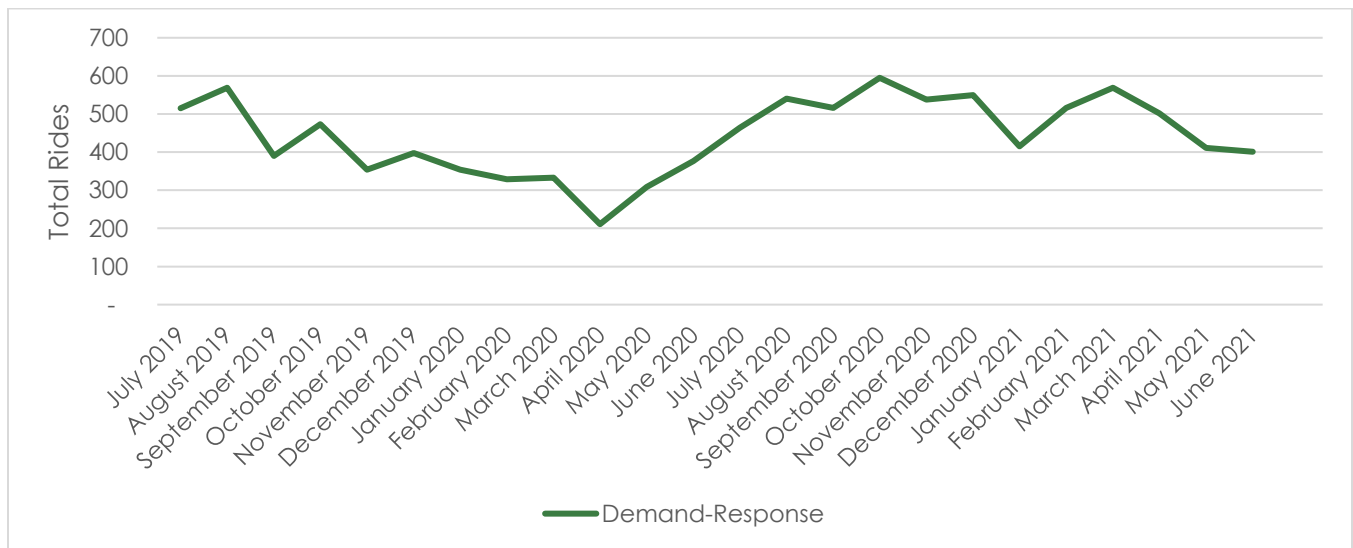
Figure 33 shows monthly rides per hour and Figure 34 shows monthly rides from July 2019 to June 2021 for the UPTD paratransit and demand-response system. These services were reported separately until December 2019, after which they have been reported as one system. As shown, ridership for paratransit and demand-response has been on a gradual decline since August 2019 with noticeable declines from June 2020 to July 2020. Compared to fixed-route services, demand-response services did not experience a steep rides per hour or as steep a ridership decline due to COVID-19 stay-at-home orders.

**Figure 33. UPTD Paratransit and Demand-Response Rides per Hour**



Source: UPTD

**Figure 34. UPTD Paratransit and Demand-Response Rides**



Source: UPTD

## OUTREACH FINDINGS

The following sections summarize the outreach that occurred via an onboard (on the bus) and online survey for riders and potential riders, driver survey, and stakeholder interviews.



## Key Onboard and Online Differences

Individual summaries for the onboard and online surveys are below. Additional comparisons between the two surveys include:

- Onboard respondents ride/use services more often (ex. several times per week) compared to online respondents.
- A higher number of non-riders indicated that they prefer to drive than existing riders; with agreement that transit service should be more frequent for both riders and non-riders.
- High interest in tools such as real-time vehicle arrival technology, trip planning apps, and park-and-rides from both riders and non-riders.
- A higher service quality ranking from onboard responses than online responses.
- Online respondents preferred service to more destinations compared to onboard respondents. Compared to online respondents, people onboard had higher instances without a driver's license; without working vehicles in their home; who are older; who have a disability affecting their mobility; who are retired, a veteran, or a part-time worker; and who earn less than \$50,000 annually; compared to online respondents.

## Onboard Survey

An onboard survey was conducted for UPTD riders in July and August 2021. The surveys asked about bus use, frequency of use for different services, trip purpose, locations where respondents would like to use transit, tools that would make riding the UPTD more convenient, improvements the UPTD transit service needs, how respondents rate the UPTD, and demographic information. There were 99 responses to the onboard survey. The findings from the survey are provided below. *The full summary is included in Appendix D.* Key findings included:

- Most respondents are satisfied with UPTD's services, rating service quality as 'Good' to 'Very Good'.
- The highest priority improvements include increased frequency, extended service hours, and weekend service.
- Tools that would increase the convenience of their trip include real-time vehicle arrival information, online/mobile trip planning, and more park and rides.
- Most respondents feel that they understand the services 'Fair' to 'Very Well.'
- Most respondents did not transfer between transit services, those that did mostly transferred to other UPTD services.
- Most respondents use the service to travel to and from home, work, and shopping. Compared to the online survey, a much higher number of respondents indicated use of transit for social visits/church/volunteering/personal business.
- Ridership frequency is expected to increase for onboard respondents after COVID.
- Onboard respondents stated that when they do not use transit services, it's due to service coverage, frequency, hours of operation, and those marking "other" include cost of fare, forgetting a mask, and personal preference.

## Online Survey

Beginning July 1, 2021, an online survey was made available to the public on the Umpqua Public Transportation District (UPTD) website, with a stated deadline of July 23, 2021, which was extended until August 5, 2021. The purpose of the online survey was to determine current methods of travel among the

public, as well as identify deficiencies in the current transit system and means by which transit can be made more accessible in the future. *The full summary is included in Appendix E.*

84 surveys were submitted through the online survey. *Not all questions required answers so the total number of responses will not total 84 for each question.* The survey split apart the respondents who had taken transit in the last two years and those who hadn't (about 33% of respondents).

- Almost all respondents felt that UPTD service quality was 'Fair' or 'Very Good/Good.'
- When asked to rank potential service improvements the top three choices were increased frequency, weekend service, and service to more destinations.
- Real-time vehicle arrival information and an online/mobile trip planning tool were the most popular tools. The most important service selected was within Roseburg followed by service throughout Douglas County.
- Most existing riders who responded took transit several times a month or week, but weren't daily riders before COVID and expect to reduce their ridership frequency after COVID.
- Most trips were to access work, shopping or health care/social services. Compared to the onboard responses, many more online respondents selected social services.
- The most common routes used were "Roseburg Greenline Route" and "Roseburg Redline Route" while the most commonly used transit stops were "Washington & Rose" and "Walmart Stewart Parkway."
- The coast, Glide and Oakland were the most requested destinations that aren't currently served by transit.
- Most respondents who were not riders said that they don't ride because they prefer to drive or that service isn't frequent enough. Most said that an Online/Mobile Trip Planning Tool and more Park and Rides would encourage them to ride more. The most common locations requested were Eugene Airport and Stewart Park.
- The demographics for all respondents showed that most were white, between 25 and 64 years old, and over half had incomes of \$50,000 or less.

## Driver Survey

The driver survey consisted of questions exploring UPTD's service quality, challenges for transit drivers (UPTD employees) and ideas for solutions, and priorities for service improvements. 11 drivers completed the survey. *The driver survey summary is included in Appendix F.* Key findings included:

- Employees' length of service ranged from one month to twenty-six years, with an average duration of 5.3 years.
- On a scale of 1 to 5, with 1 being the lowest and 5 being the highest, five employees ranked UPTD's service as 5, three ranked service at 4, two ranked service at 3 or lower, and one did not respond.
- Three drivers expressed that learning multiple routes, different types of passes, and not knowing their schedules in advance were challenging. Two drivers expressed the need for extra bus(es) and/or additional staff. Two drivers reported aggressive and/or uninformed passengers as a challenge. One driver reported technical issues with the busses, such as the pumps or tread depths.
- Increasing bus frequency and adding service to more destinations ranked as high priorities with drivers, with detailed follow-up including improving coverage of the Roseburg Routes and lowering wait times. Improving busses and bus stops as well as improving information and

technology ranked as medium priorities. Providing weekend service and extending service hours ranked as a low priority.

- Three drivers recommended improving the bus stops. Their comments included: posting consistent and clearly marked signage; installing metal benches, trash cans, and lighting; and having a map of the route available along with the schedule at the stops. Two drivers recommended continual driver training. One driver expressed the need for better employee morale.

## Stakeholder Interviews

During June and July 2021, JLA and Kittelson conducted five (5) phone interviews with key stakeholders from local counties, cities, and organizations in the project area to better understand the needs of the public. Interviewees were asked some standard questions and were also given time to share their general thoughts. *The full summary is included in Appendix G.* Below are the most common themes heard during the interviews, as well as some individual comments:

### General themes

- Interest in participating in the project as it moves forward.
- Desire for a reliable transit system with a consistent schedule.
- Overcoming technological, monetary, and geographic hurdles to transit access.
- “Need-Oriented” transit systems that remove barriers for people with less access to traditional transportation methods.
- Transit needs to be affordable and the operating costs need to be kept down to keep it accessible.

### Specific thoughts and comments

- There needs to be a focus on “selling” public transit and making the connection as a public good.
- A successful plan should have reasonable goals, be cost-effective. What’s the low-hanging fruit? Have some flexibility so they can target different funding sources, as things become available.
- Currently, with a community of 5,400 (Winston), our transit is pretty sufficient. Pedestrian circulation is a priority for the area. If there is a way to fold in some language around that, it would be ideal for coordination purposes.
- The focus should be on “Mobility as a service” where you can give up your car and still operate/travel in the area easily.
- Future needs revolve around the fact that the area is growing and aging, which will add to the demand for transit services and connections.
- Length of journeys on some transit can be difficult for people trying to manage medical conditions.
- Strong need for bicycle improvements and microtransit – things like scooters to get people to bus and train stops etc.
- Would like to see the approach of identifying the needs for the community itself and not being cookie-cutter. Identifying strategies and vision for public transportation is important, there’s levels of strategies for nearer-term versus longer-term items. It needs to identify steps to get to longer-term items. For example, partnering with Amtrak is a good near-term goal.
- Sometimes technology can become a barrier for seniors. There needs to be more accessible options as well.

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## TRANSIT CAPITAL ASSETS ANALYSIS

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The following sections describe UPTD's transit fleet, stop amenities, park and ride facilities, and transit technologies.

### Fleet

UPTD currently owns and operates 6 regular buses, 8 cutaway buses, and 19 ADA-accessible (accessible for people with mobility devices) vans. The average age of the active fleet is 7.4 years of use. Of the active fleet, 10 vehicles are in excellent condition, 9 are in good condition, 4 vehicles are in adequate condition, 5 vehicles are in marginal condition, and 3 vehicles are in poor condition. 19 vehicles are beyond their expected useful life (EUL) timelines in years (ranges from 4 to 7, depending on vehicle type) and 2 vehicles are at their max EUL in years. Four of the vehicles past their EUL in years are not at their EUL in mileage, while 1 vehicle is past its EUL in mileage but not yet years. Several vehicles that are owned are out of service (OOS). Most vehicle runs on non-ethanol gasoline, with several vehicles running on diesel. All buses have bike racks. Most buses seat 20 or more riders. Table 4 summarizes the fleet information.

### Transit Stop Amenities

Transit stop amenities increase the comfort while riders wait to board. Amenities can include stop signage, bus shelters, benches, timetables, trash cans, bike racks, and more. Many stops in the UPTD system lack signage. There are 33 stops with bus shelters, including major stops such as Washington and Rose and Stewart Parkway/Walmart in Roseburg. Additionally, UPTD has identified bus shelter installation as part of their FY22-FY23 STIF plan.

### Park and Ride Facilities

The only formal park and ride facility is in Myrtle Creek at the I-5 NB On-ramp (Exit 108). The UPTD park and ride allows free parking and offers 12 parking spaces.

### Transit Technologies

UPTD does not currently provide real-time bus arrival information, mobile ticketing, or fare reciprocity with adjacent providers. These technologies facilitate a more efficient and convenient user experience and have the potential to better serve UPTD riders in the future.



Table 4. Transit Fleet

Asset Model	Year	Seats	ADA Seats	Bike Racks	Condition	Odometer Reading	EUL Category	Fuel Type	Status
Van #1 (11-09-04)	2009	14	2	-	Marginal	205,375	4 yrs/100,000 mi	Gas	Active
Van #2 (11-10-04)	2010	7	1	-	Adequate	209,576	4 yrs/100,000 mi	Gas	Active
Van #3 (18-19-05)	2006	4	1	-	Poor	133,514	4 yrs/100,000 mi	Gas	OOS
Van #4 (18-20-01)	2020	8	4	-	Excellent	14,762	4 yrs/100,000 mi	Gas	Active
Van #5 (18-21-01)	2021	8	2	-	Excellent	150	4 yrs/100,000 mi	Gas	Active
Van #6 (18-21-02)	2014	8	2	-	Adequate	131,111	4 yrs/100,000 mi	Gas	Active
Van #7 (18-21-03)	2011	8	2	-	Adequate	161,630	4 yrs/100,000 mi	Gas	Active
Van #8 (18-21-04)	2011	10	2	-	Poor	105,889	4 yrs/100,000 mi	Gas	OOS
Van #9 (18-21-05)	2011	8	2	-	Good	81,867	4 yrs/100,000 mi	Gas	Active
Van #10 (18-21-06)	2016	8	2	-	Excellent	39,117	4 yrs/100,000 mi	Gas	Active
Van #11 (18-21-07)	2014	8	2	-	Adequate	102,658	4 yrs/100,000 mi	Gas	Active
Van #12 (18-21-08)	2011	8	2	-	Excellent	15,000	4 yrs/100,000 mi	Gas	Active
Van #13 (18-21-09)	2014	8	2	-	Good	110,745	4 yrs/100,000 mi	Gas	Active
Van #14 (18-21-10)	2018	8	2	-	Excellent	45,802	4 yrs/100,000 mi	Gas	Active
Van #15 (18-21-11)	2016	10	2	-	Marginal	224,117	4 yrs/100,000 mi	Gas	Active
Van #16 (18-21-12)	2011	8	2	-	Fair	168,843	4 yrs/100,000 mi	Gas	Active
Van #17 (18-21-13)	2011	8	2	-	Fair	128,449	4 yrs/100,000 mi	Gas	Active
Van #18 (18-21-14)	2014	8	2	-	Good	58,316	4 yrs/100,000 mi	Gas	Active
Van #19 (18-21-15)	2017	9	2	-	Excellent	60,007	4 yrs/100,000 mi	Gas	Active
Cutaway #1 (11-03-08)	2003	10	2	1	Marginal	126,694	4 yrs/100,000 mi	Gas	Active
Cutaway #2 (11-07-02)	2007	19	2	1	Poor	407,236	7 yrs/200,000 mi	Diesel	Active
Cutaway #3 (11-09-06)	2008	23	2	1	Marginal	400,482	7 yrs/200,000 mi	Diesel	Active
Cutaway #4 (11-17-09)	2016	12	4	1	Good	160,082	5 yrs/150,000 mi	Gas	Active
Cutaway #5 (18-19-01)	2019	24	3	1	Excellent	49,715	7 yrs/200,000 mi	Diesel	Active
Cutaway #6 (18-19-02)	2019	24	3	1	Excellent	49,428	7 yrs/200,000 mi	Diesel	Active
Cutaway #7 (18-19-03)	2019	24	3	1	Excellent	54,510	7 yrs/200,000 mi	Diesel	Active
Cutaway #8 (18-19-04)	2019	24	3	1	Excellent	53,243	7 yrs/200,000 mi	Diesel	Active
Bus #1 (11-11-03)	2005	16	2	1	Marginal	338,198	7 yrs/200,000 mi	Gas	Active
Bus #2 (11-16-15)	2016	32	3	1	Good	124,565	10 yrs/350,000 mi	Diesel	Active
Bus #3 (11-16-16)	2016	32	3	1	Good	163,809	10 yrs/350,000 mi	Diesel	Active
Bus #4 (11-16-17)	2016	32	3	1	Good	102,674	10 yrs/350,000 mi	Diesel	Active
Bus #5 (11-16-18)	2016	32	3	1	Good	112,703	10 yrs/350,000 mi	Diesel	Active
Bus #6 (11-16-19)	2016	32	3	1	Good	99,885	10 yrs/350,000 mi	Diesel	Active

## BUDGET & FUNDING SOURCE ANALYSIS

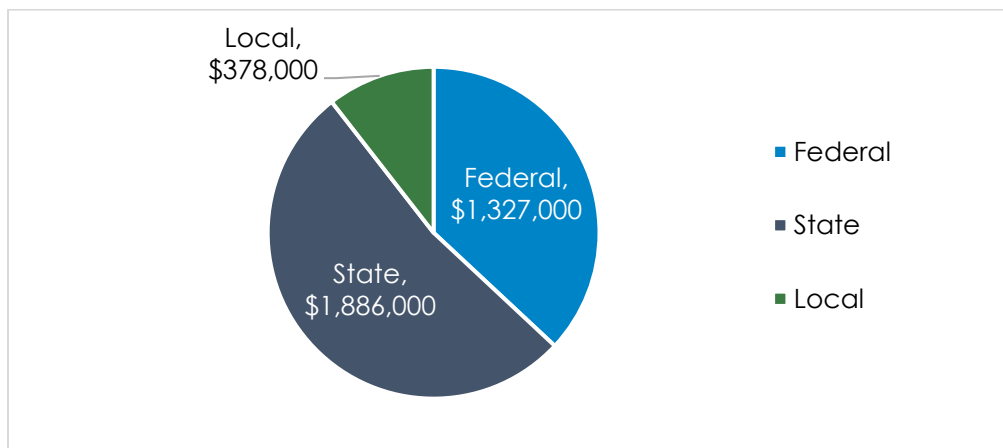
This section provides budget and funding information for UPTD overall. Table 5 shows the annual cost allocations for UPTD by expense type. As shown for Fiscal Year 2021 (FY21), operations expenses accounted for the majority of expenses at about 75% of the budget without capital improvements. Other budget line items not factored into these formulas include debt service, transfers to UPTD's bus replacement fund, an operating contingency, and an unappropriated ending balance.

**Table 5. 2021-2022 Cost Allocation by Expense Type**

	Operations	Administration	Maintenance	Total (without Capital)	Capital
<b>Allocation Amount</b>	\$2,856,310	\$797,750	\$177,140	\$3,831,200	\$30,000
<b>Percent of Budget</b>	74.6%	20.8%	4.6%		

The \$3,591,050 in funding available to UPTD in 2021-2022 came from federal, state, and local sources. Figure 35 shows the amount provided from each of the three sources. Federal funding was by far the largest contributor, including a \$450,000 Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA) Grant. The CRRSAA Grant is not expected to be provided in future years. Other federal funding included formula grants, which are anticipated to remain stable in future years. State funding sources are largely the Special Transportation Fund (STF) and Statewide Transportation Improvement Fund (STIF). Local sources include fares, contract revenues, and advertising.

**Figure 35. Funding Type**



Source: UPTD, excludes cash carryover from previous years.

## NEXT STEPS

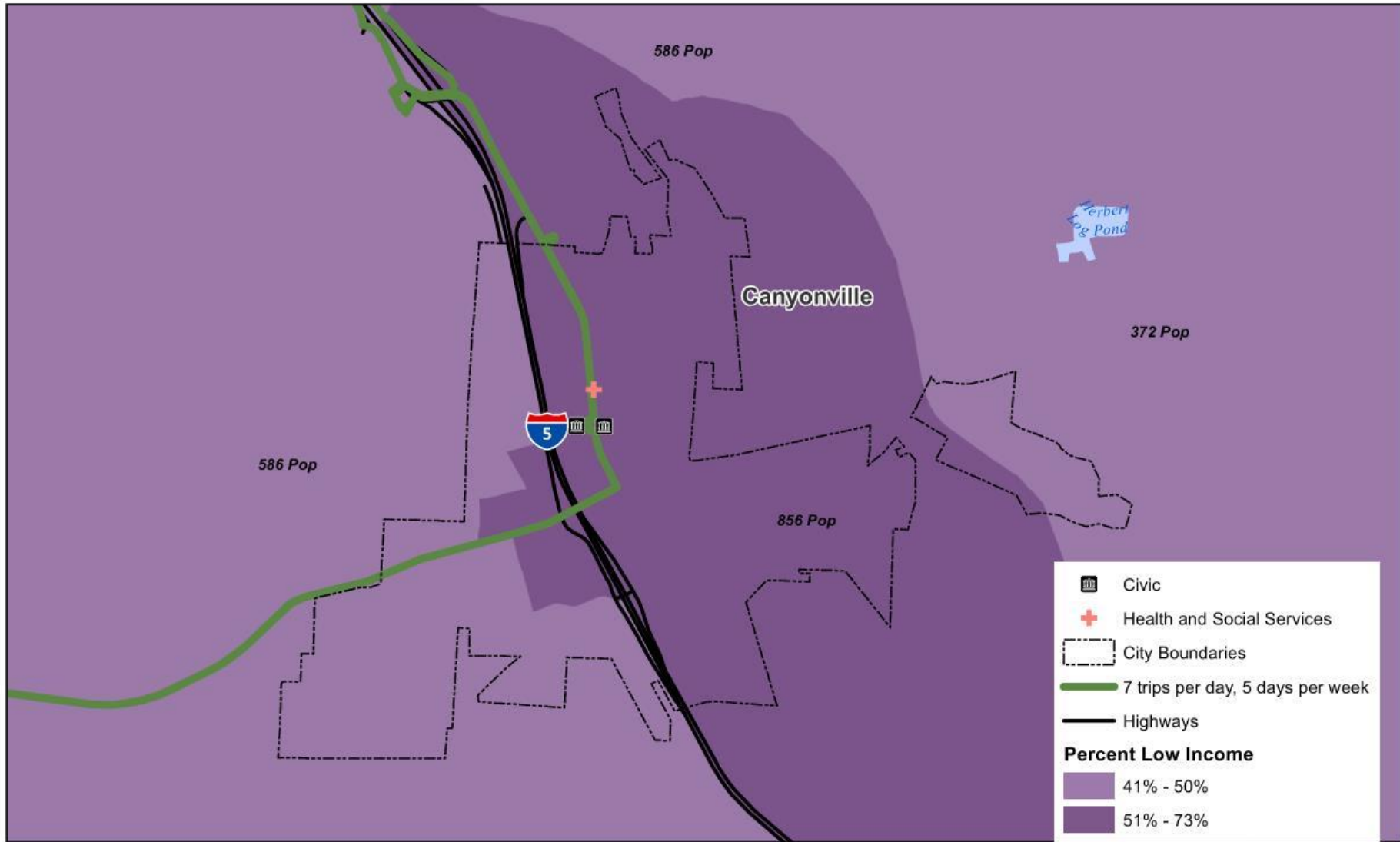
This memorandum documents the baseline transit service within Douglas County. The memorandum will be used to inform the Transit Master Plan by evaluating existing performance and beginning to identify transit needs in the community.

## APPENDICES

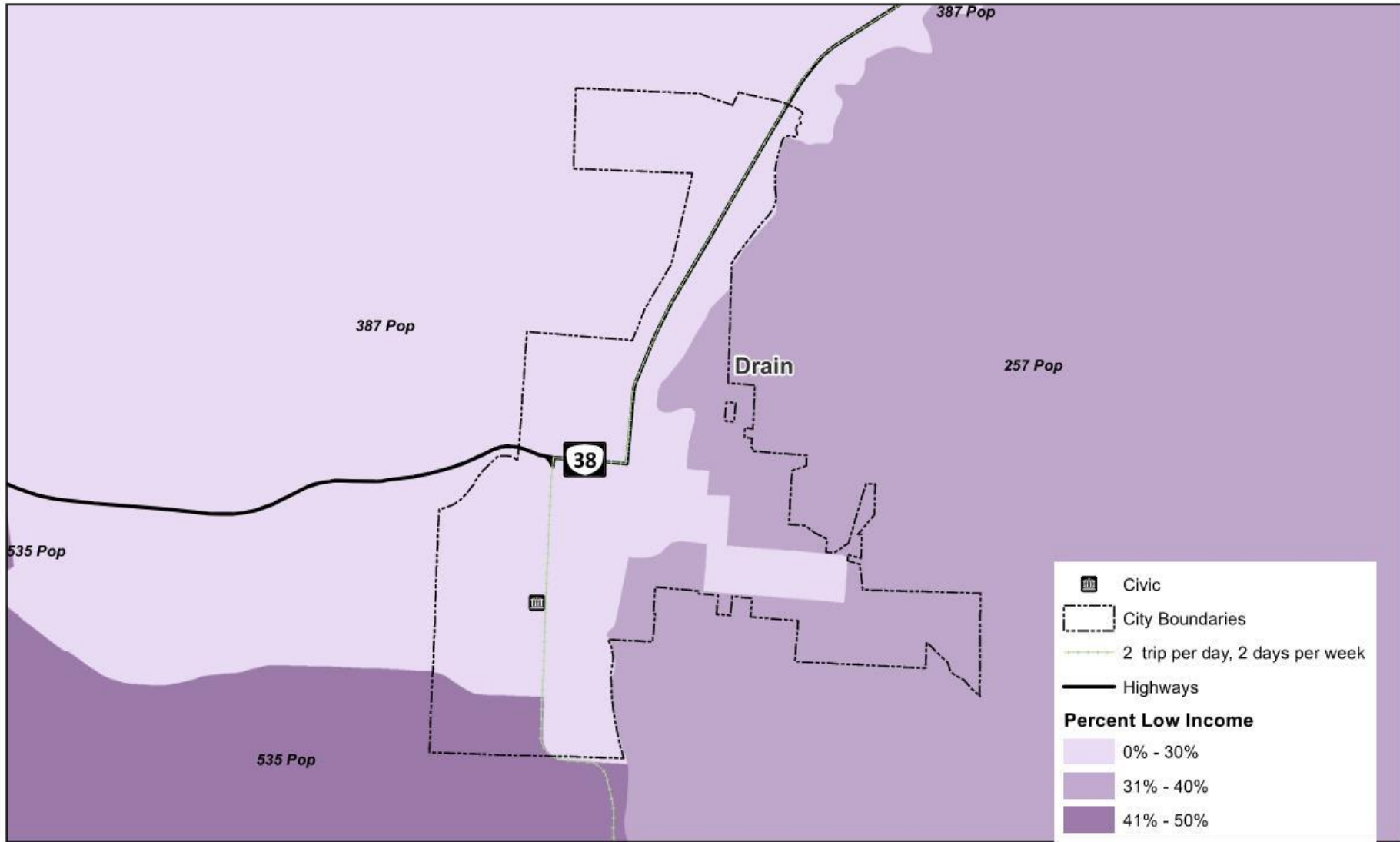
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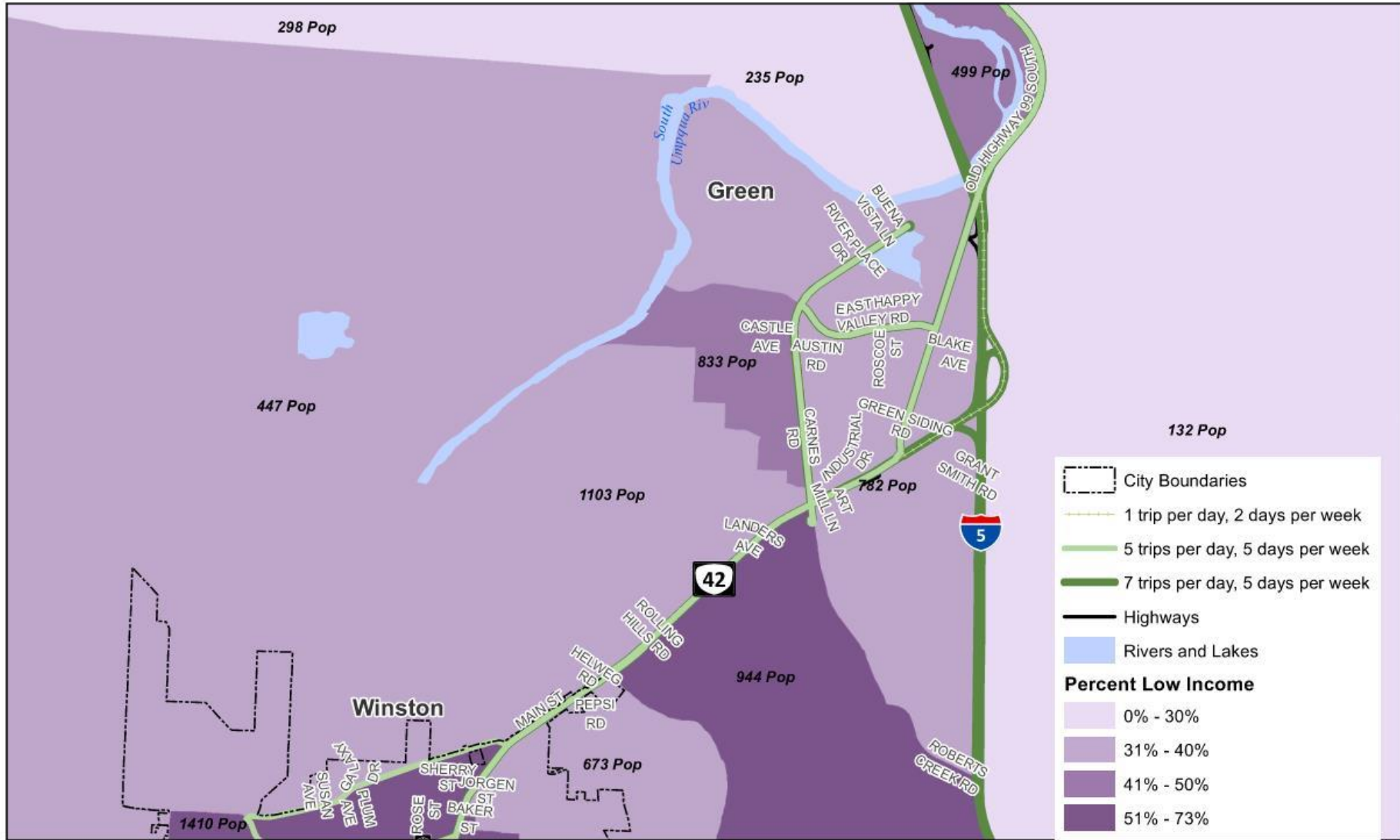
- A. Demographics in Small Communities
- B. Ridership by Community
- C. TCRP Report 161 Inputs and Outputs
- D. Onboard Survey Summary
- E. Online Survey Summary
- F. Driver Survey Summary
- G. Stakeholder Interview Summary

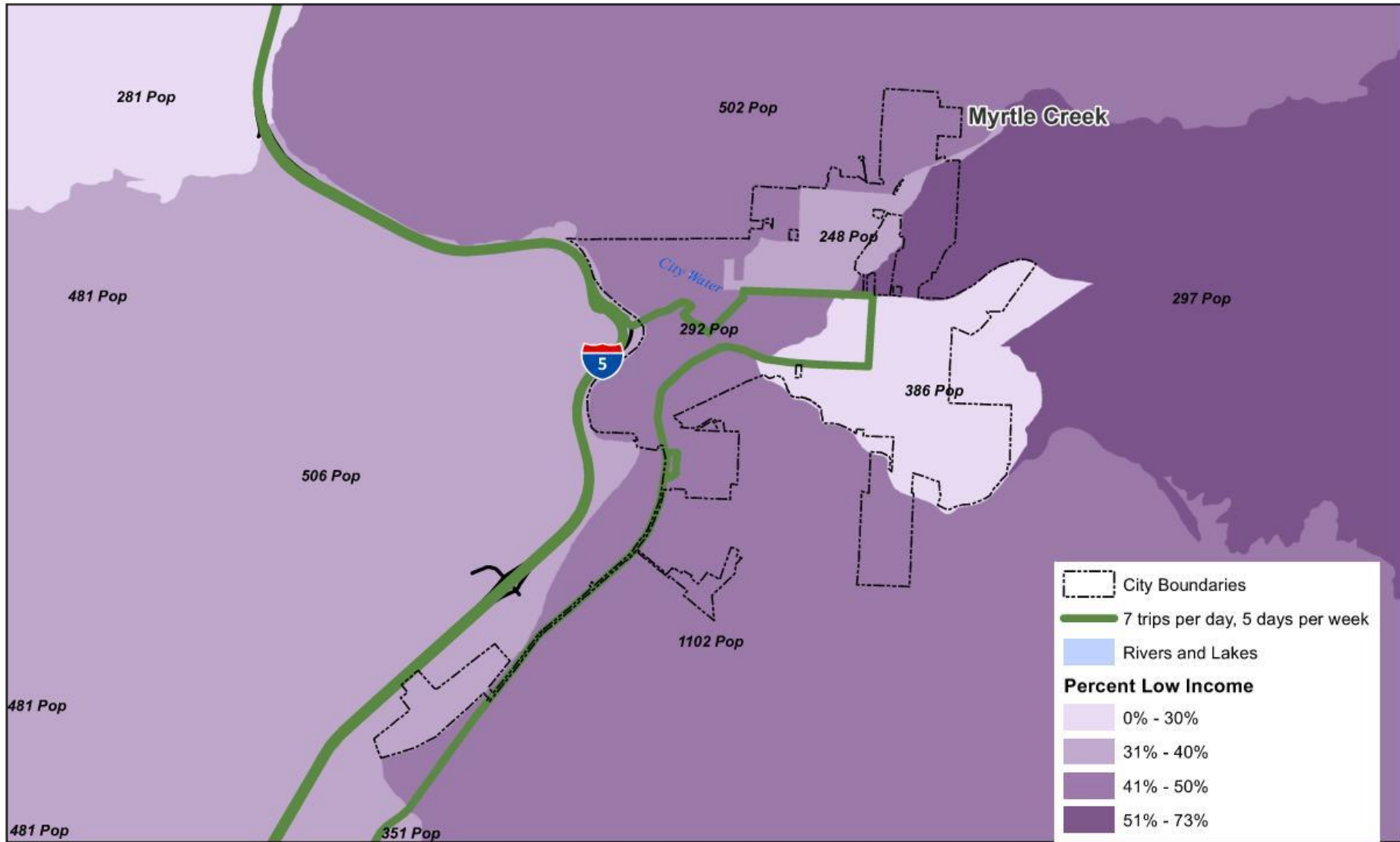
Appendix A.  
Demographics in Small Communities

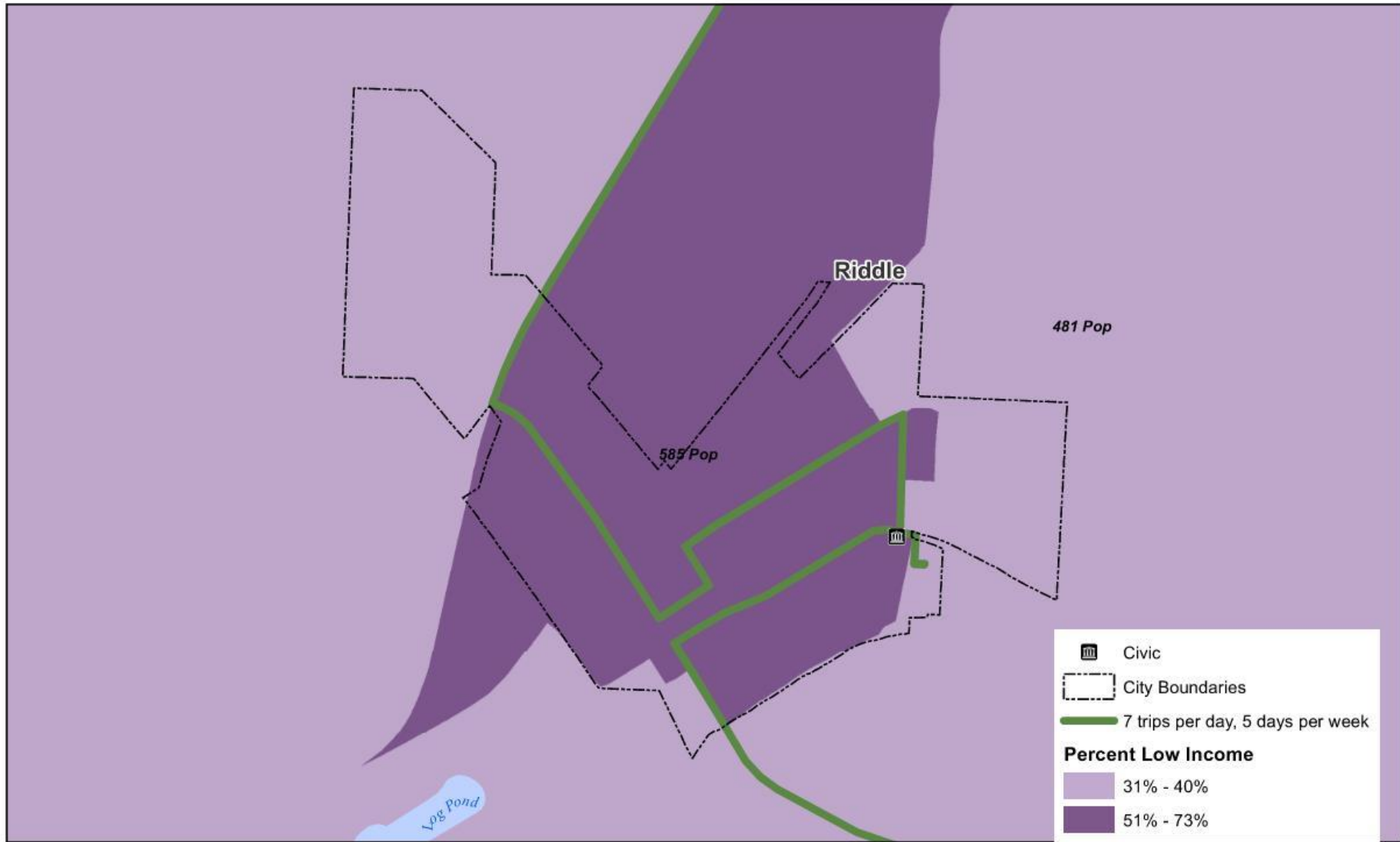


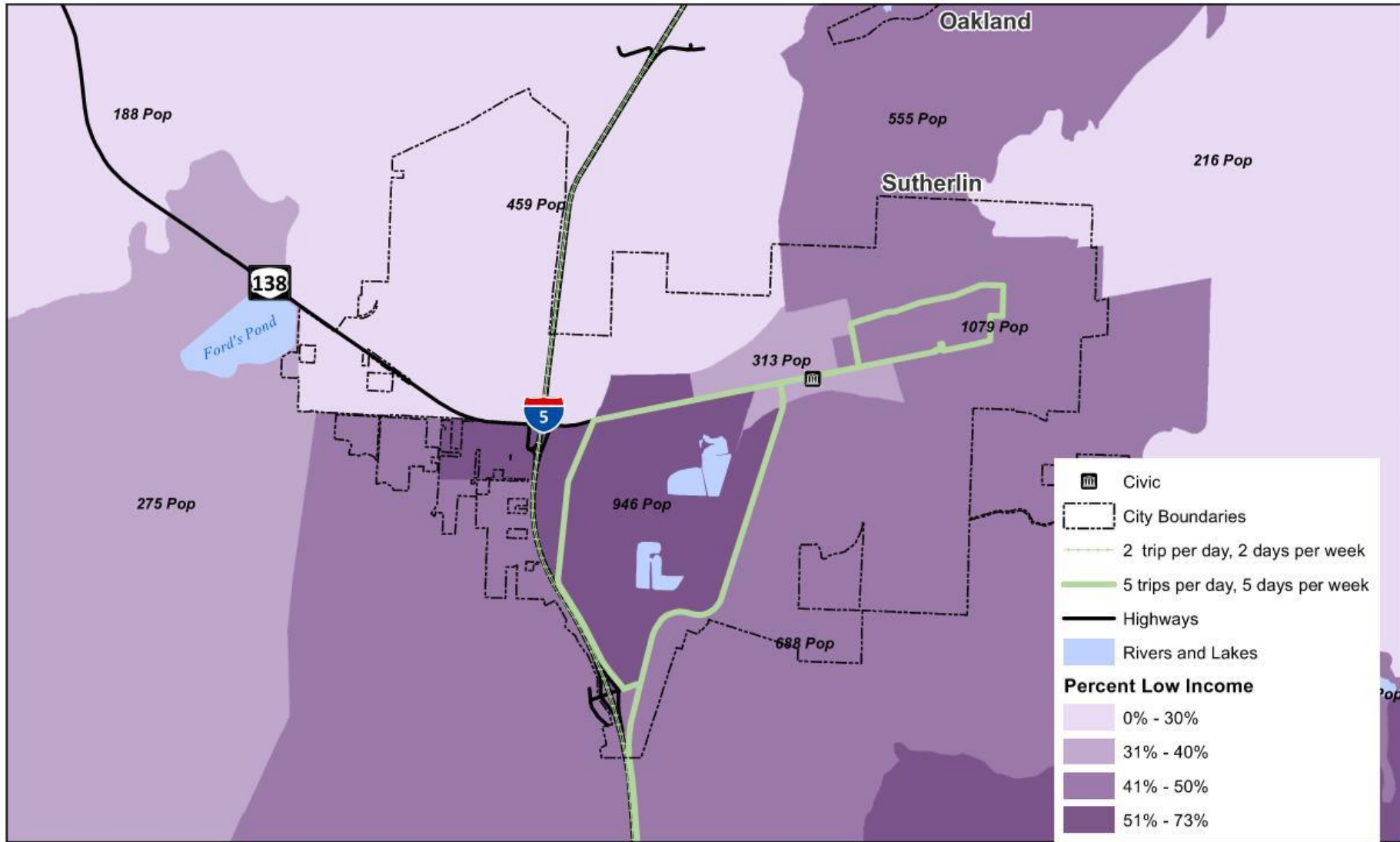




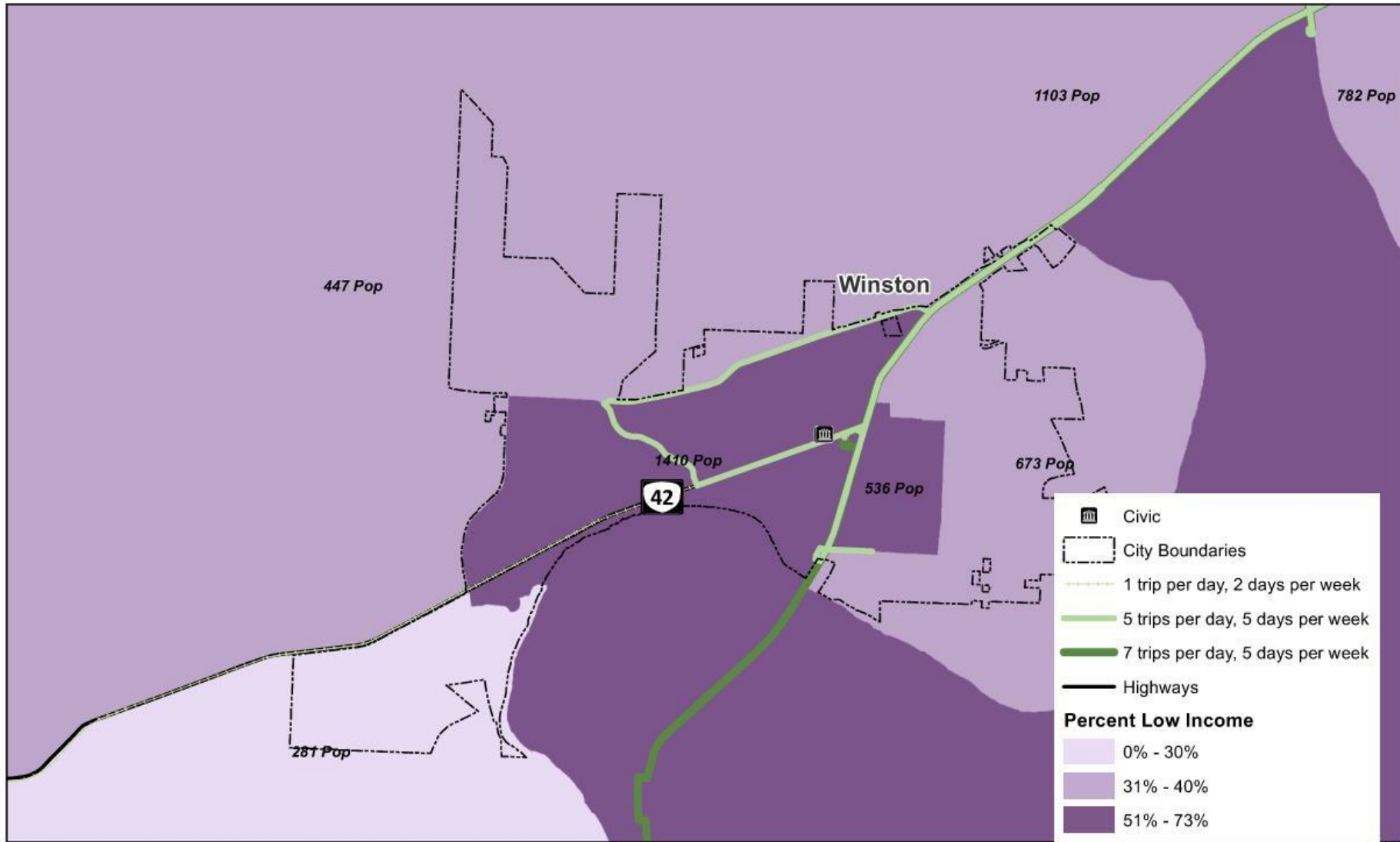


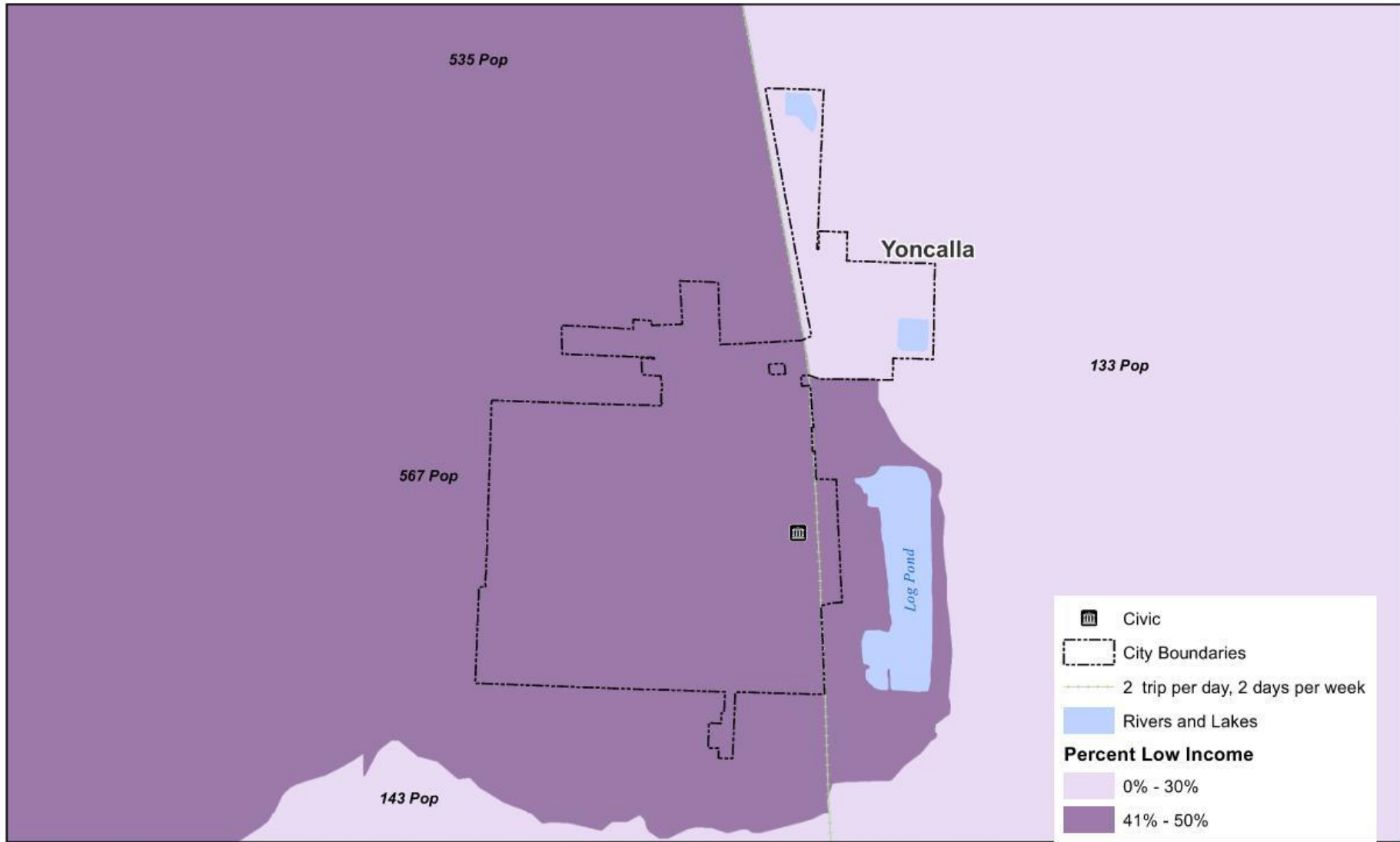




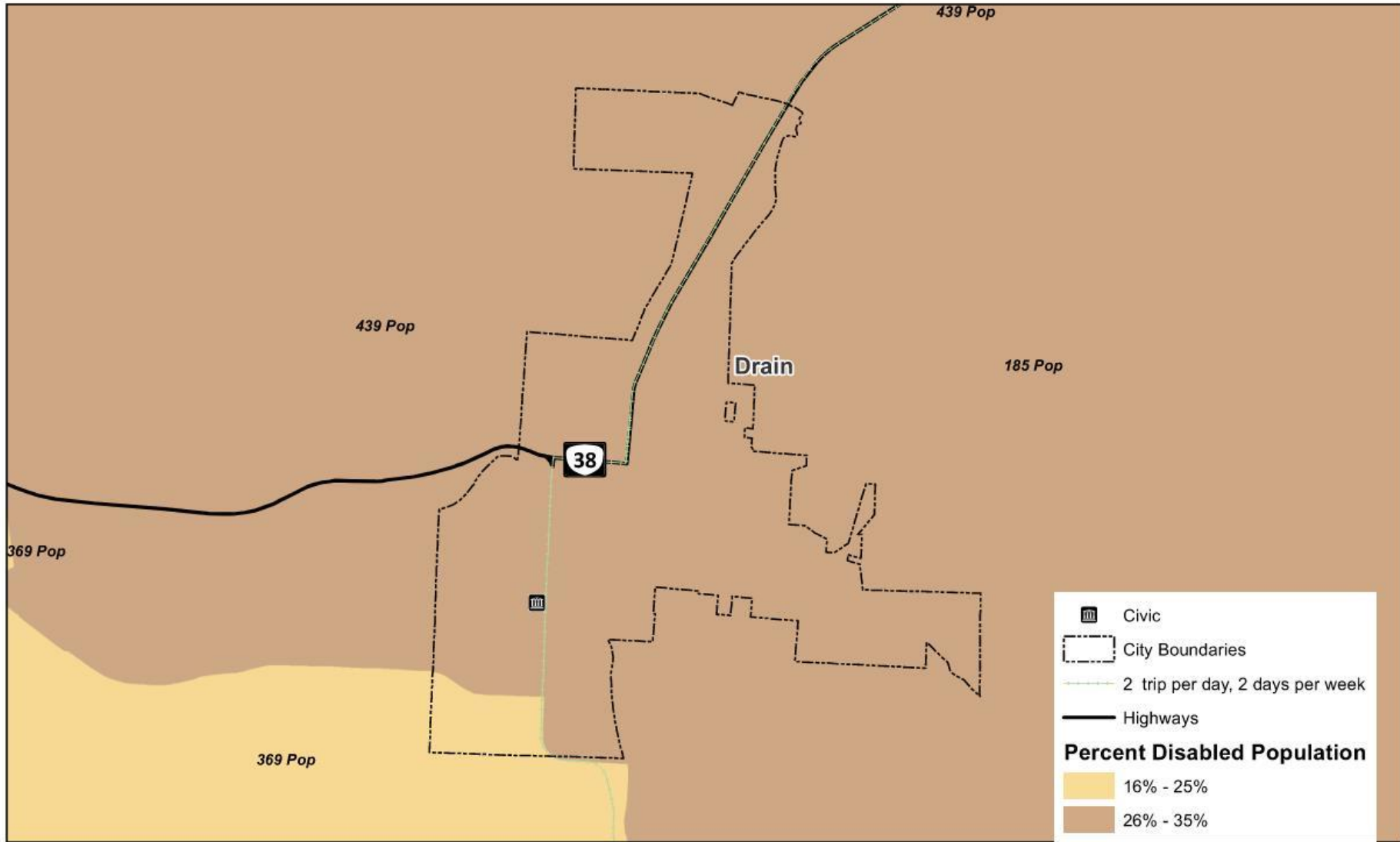






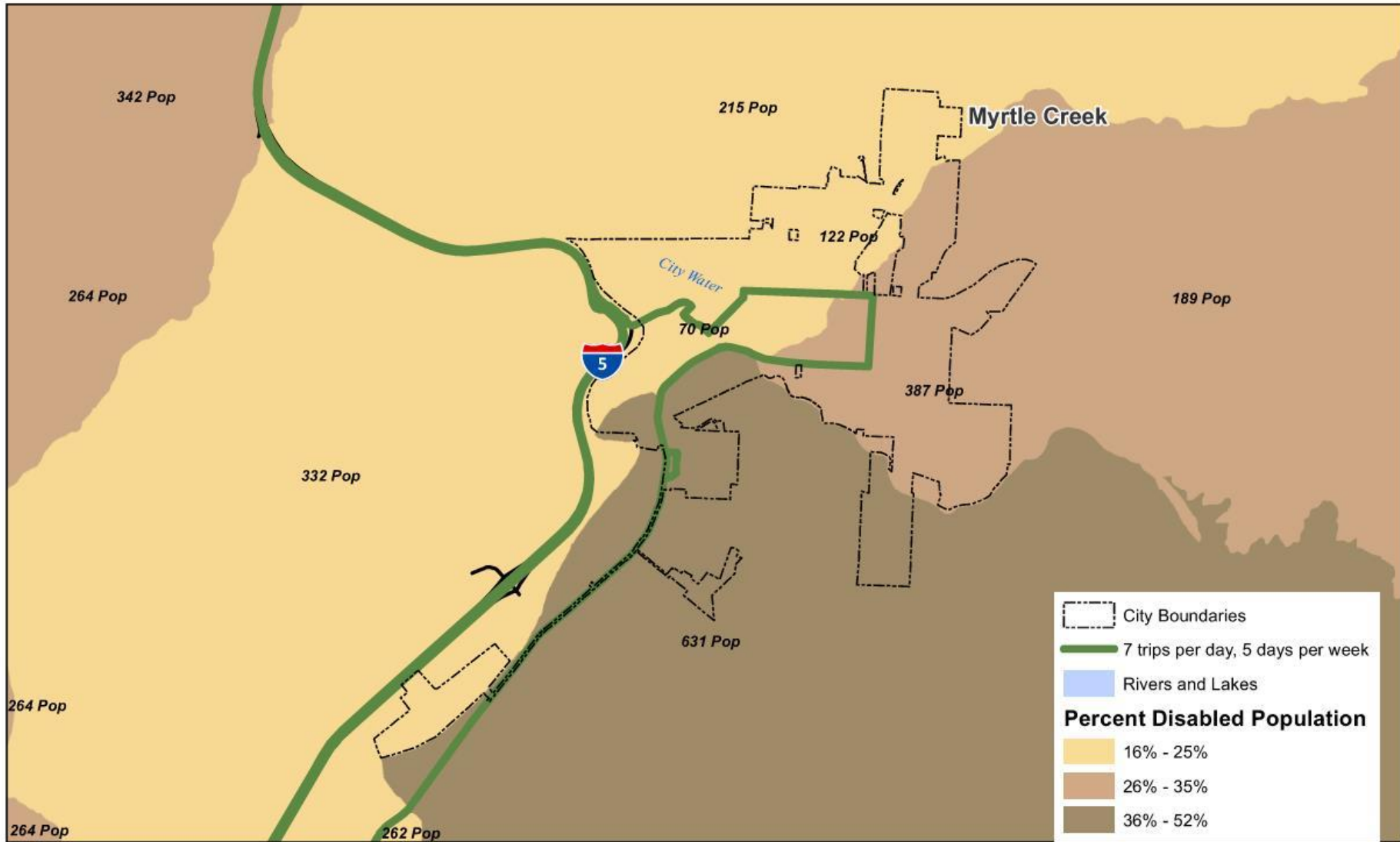


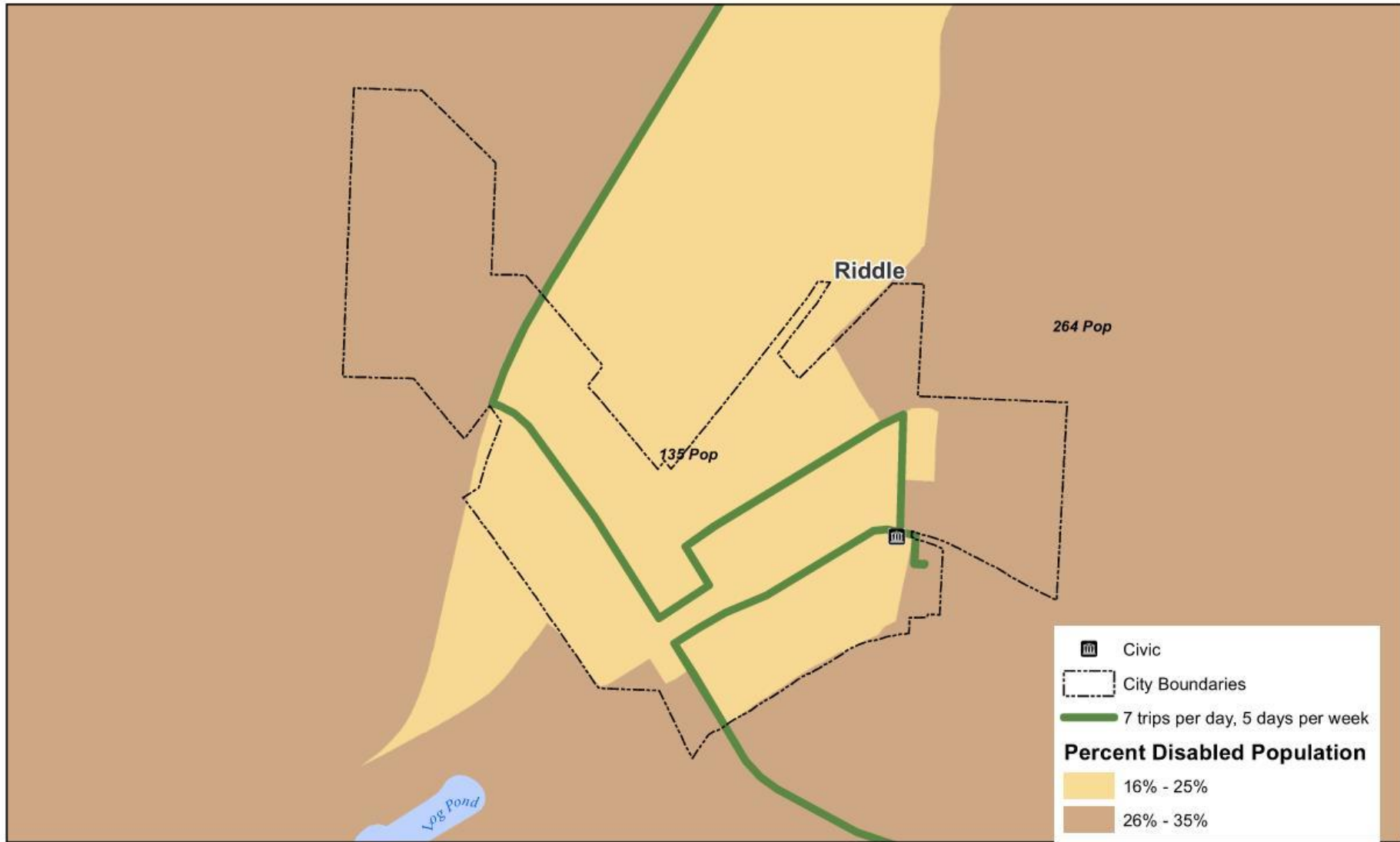


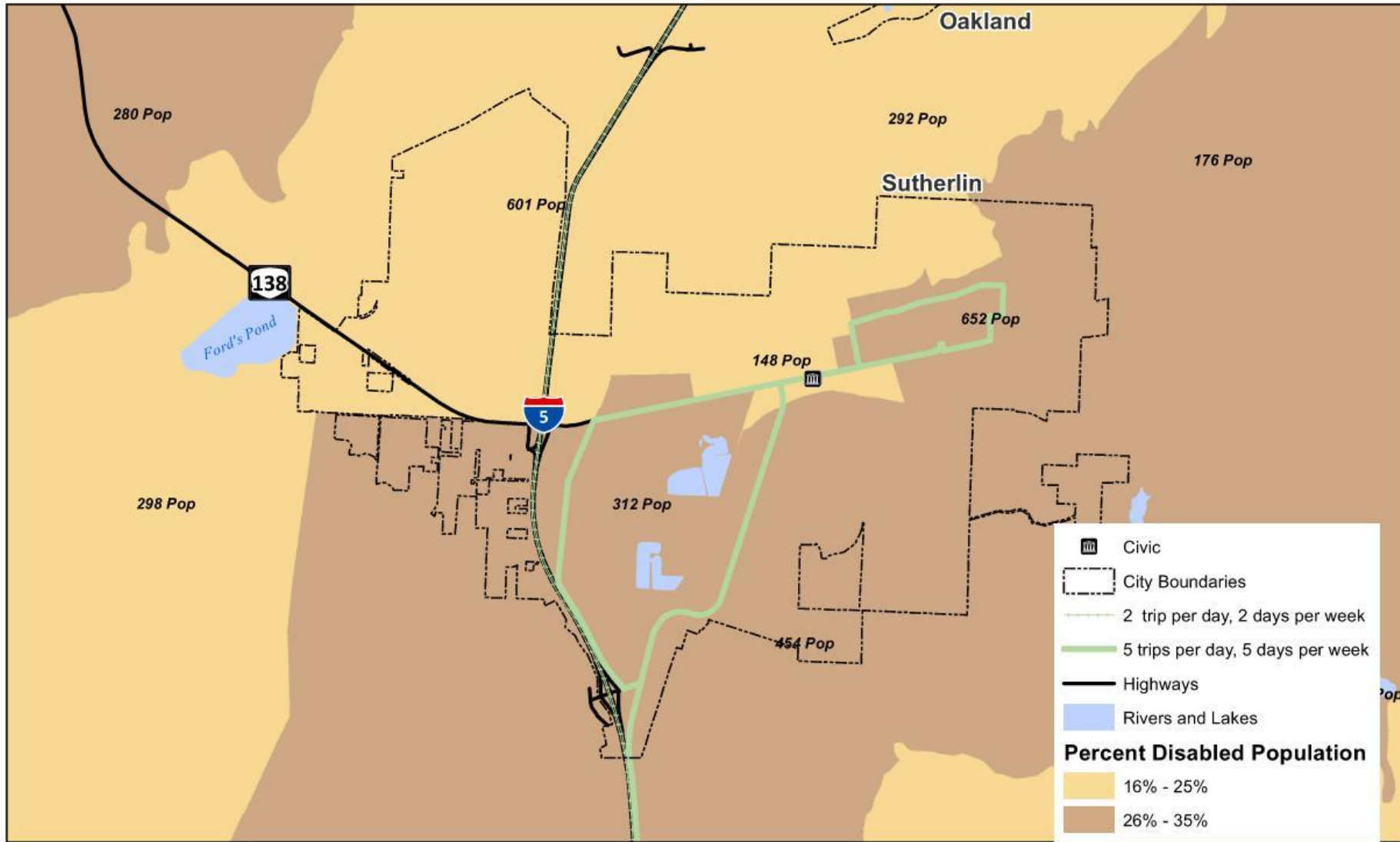


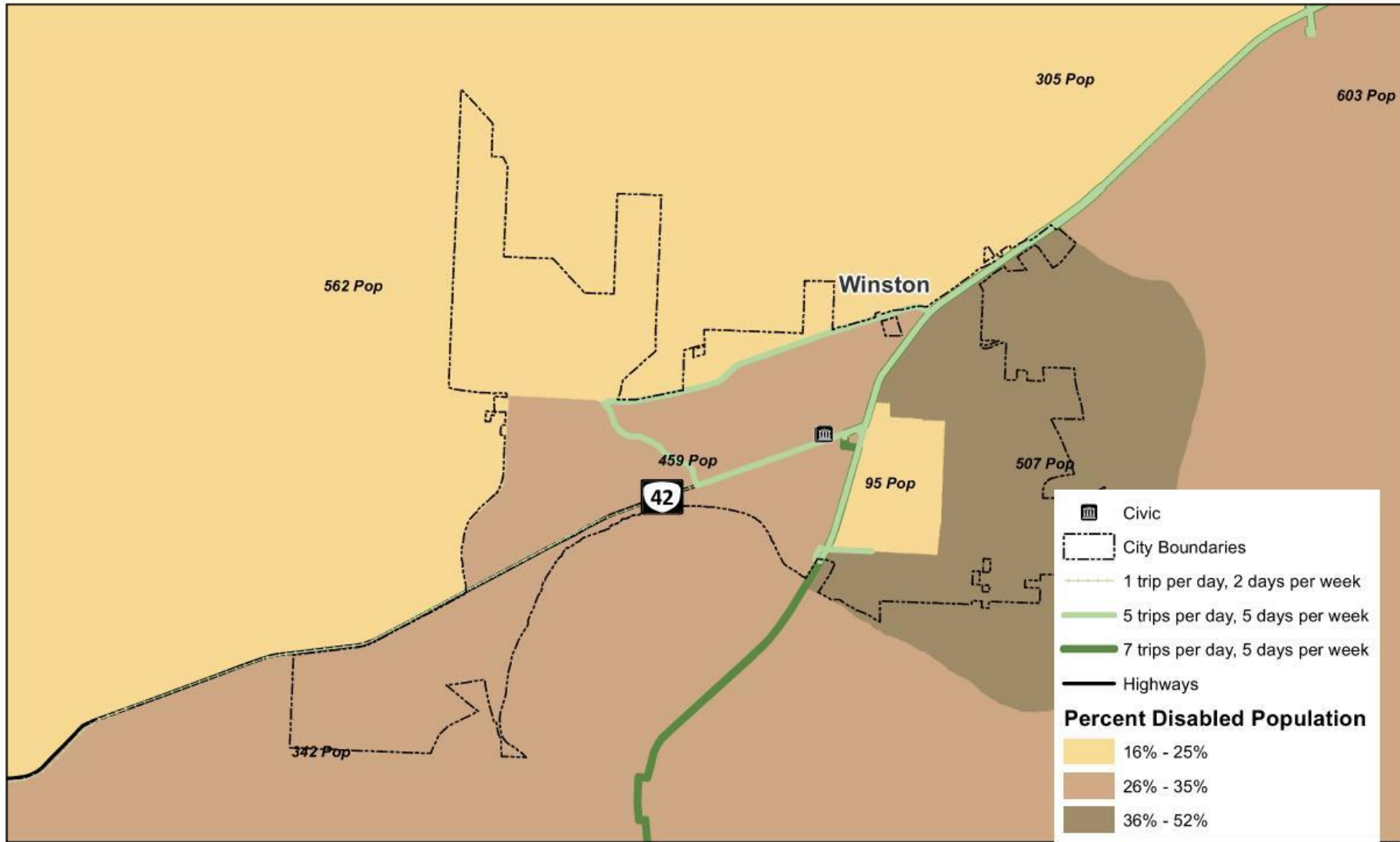


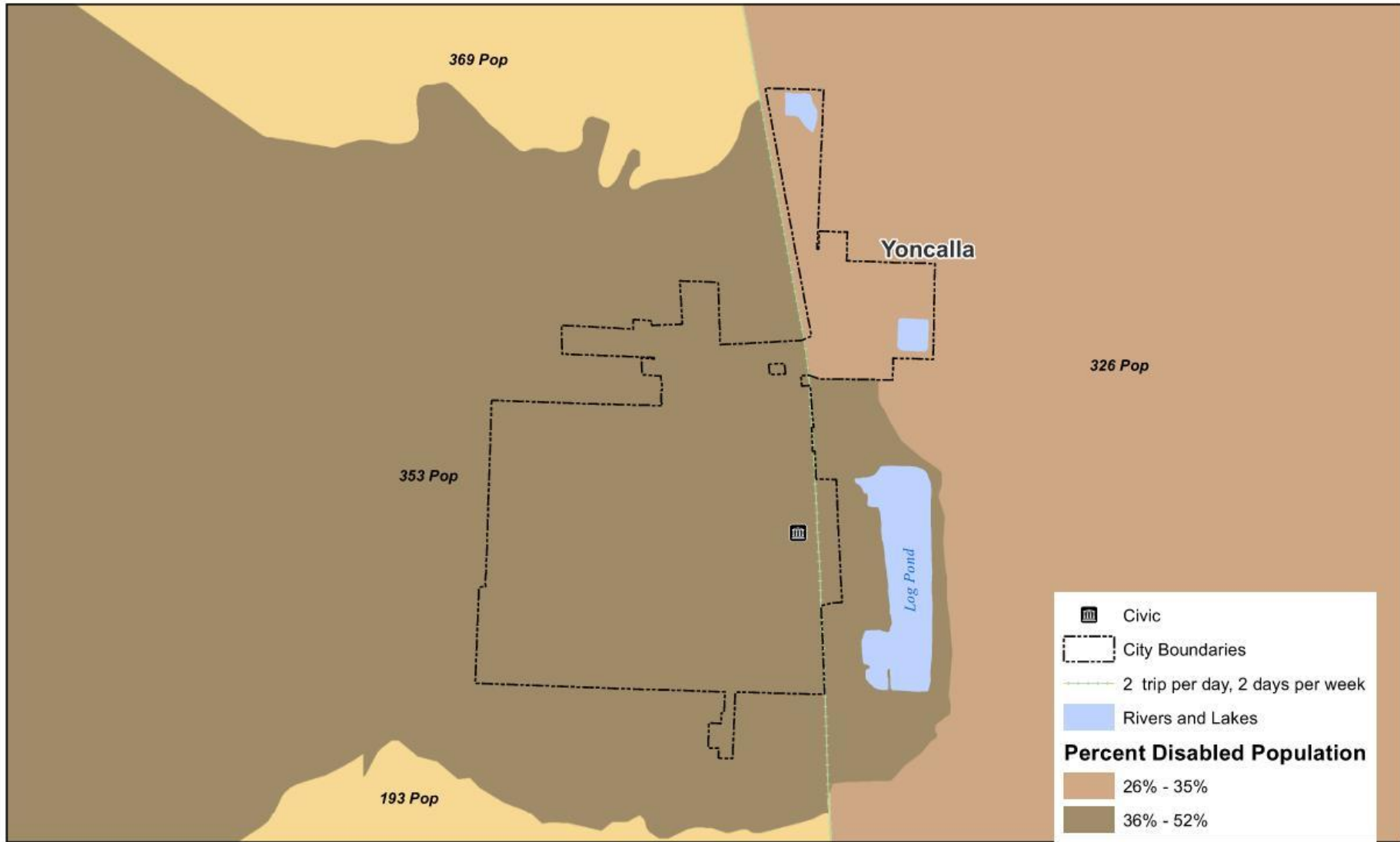




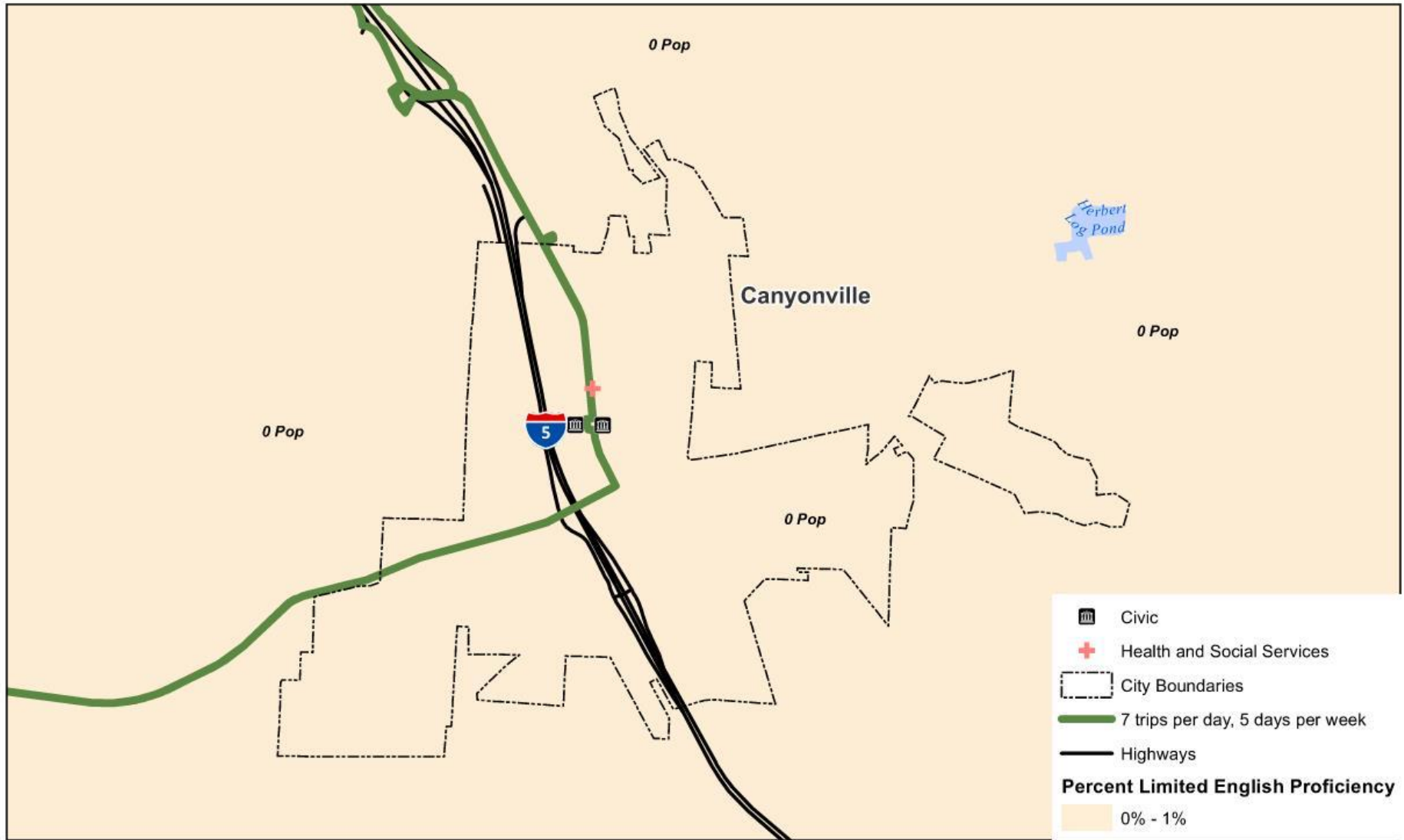


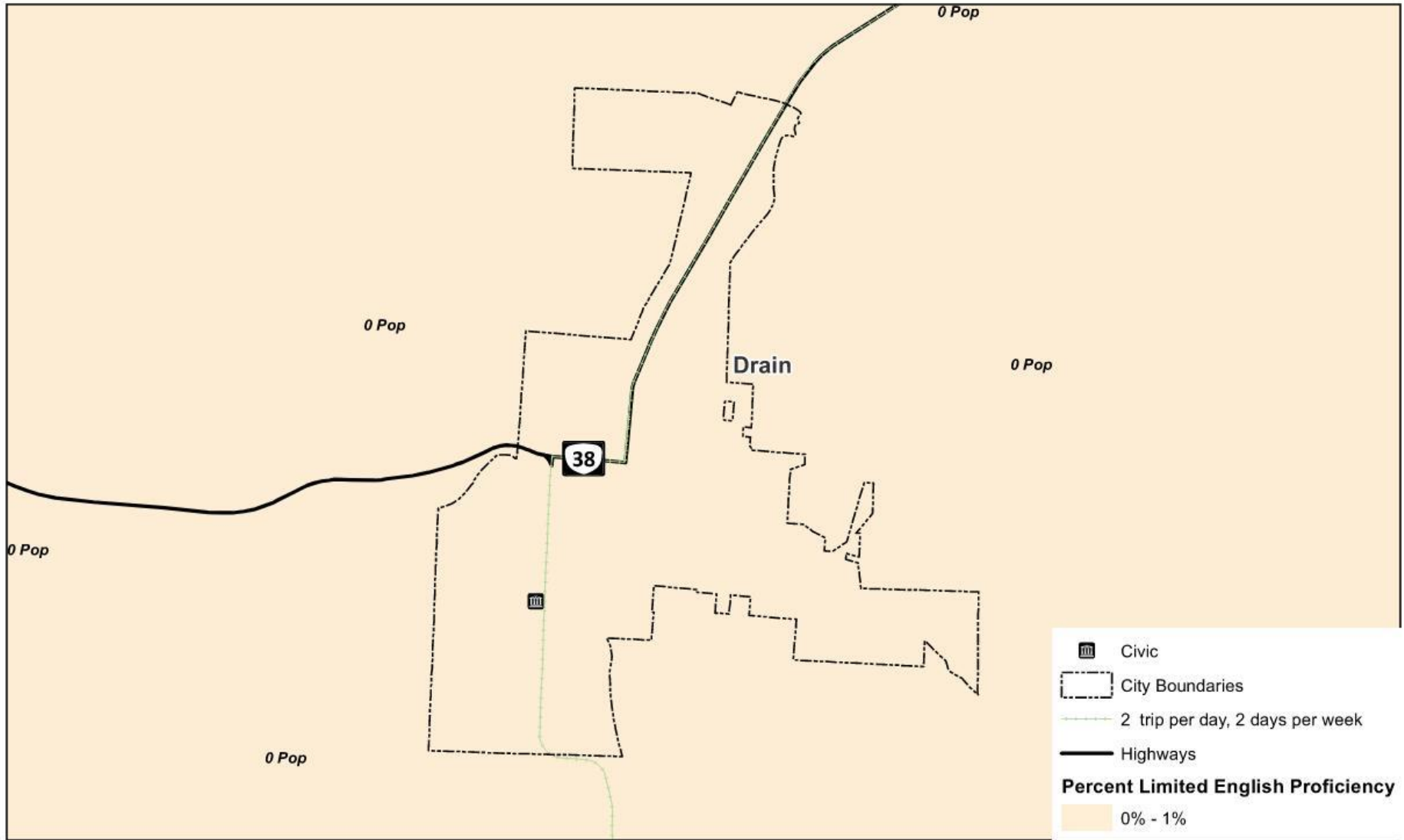


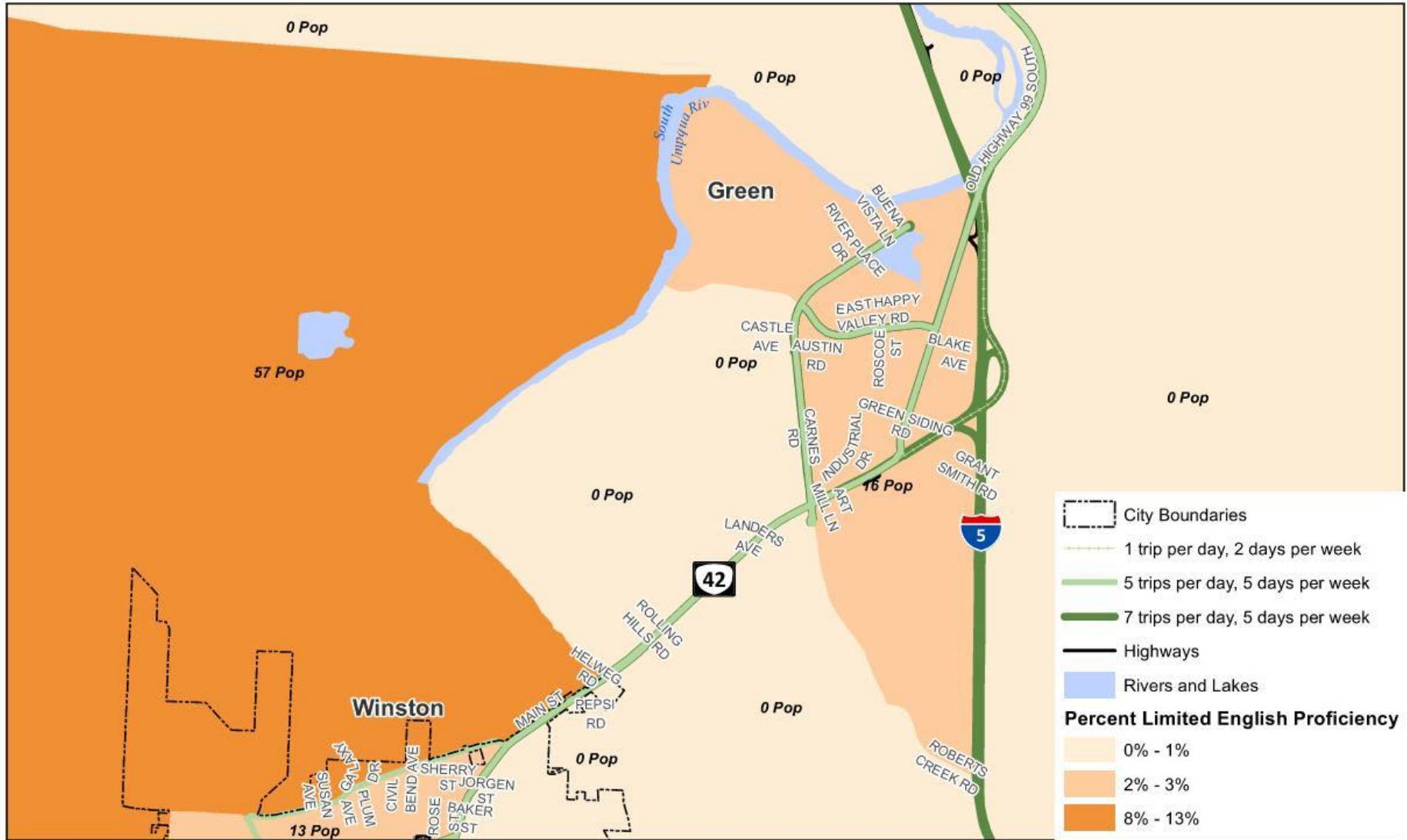


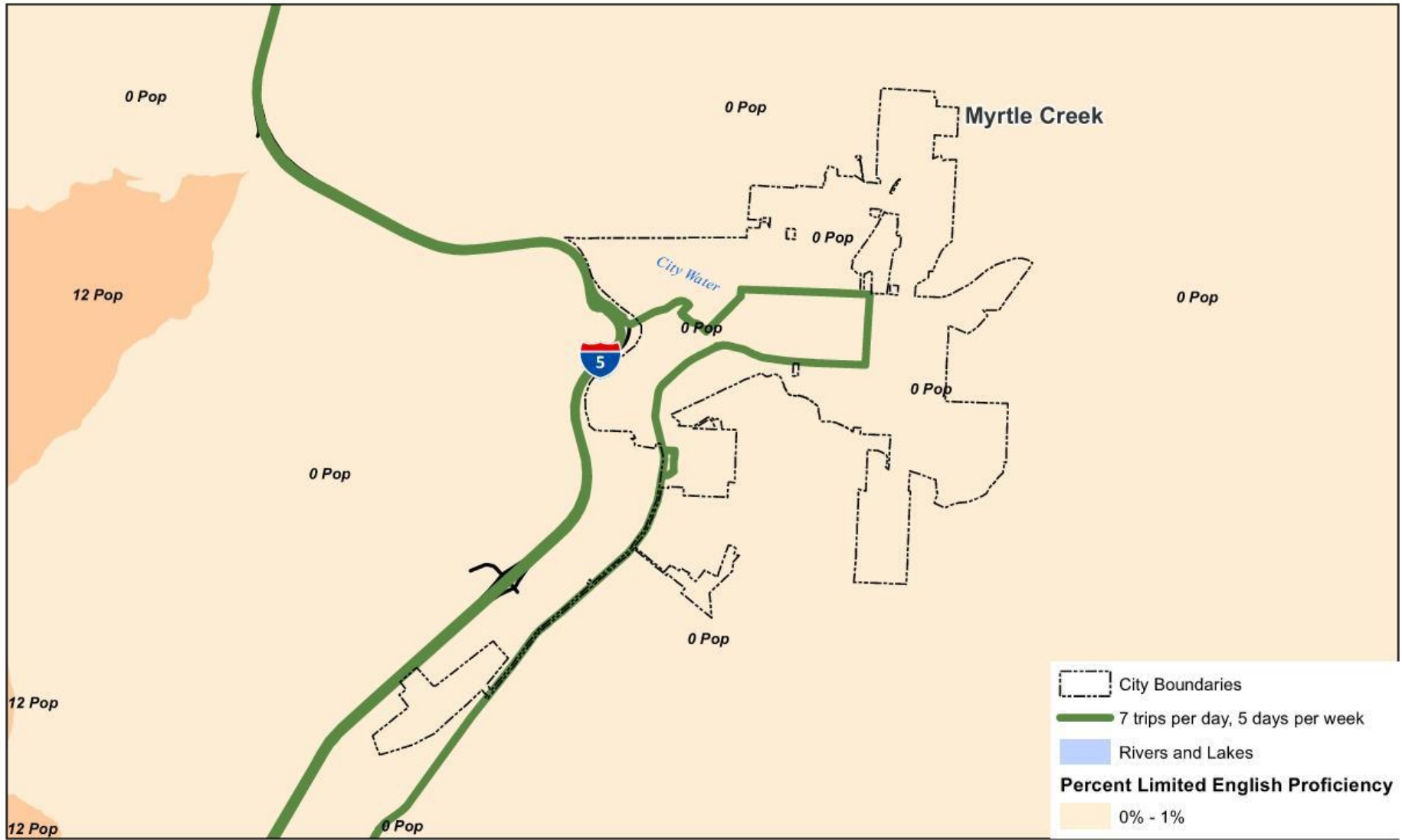


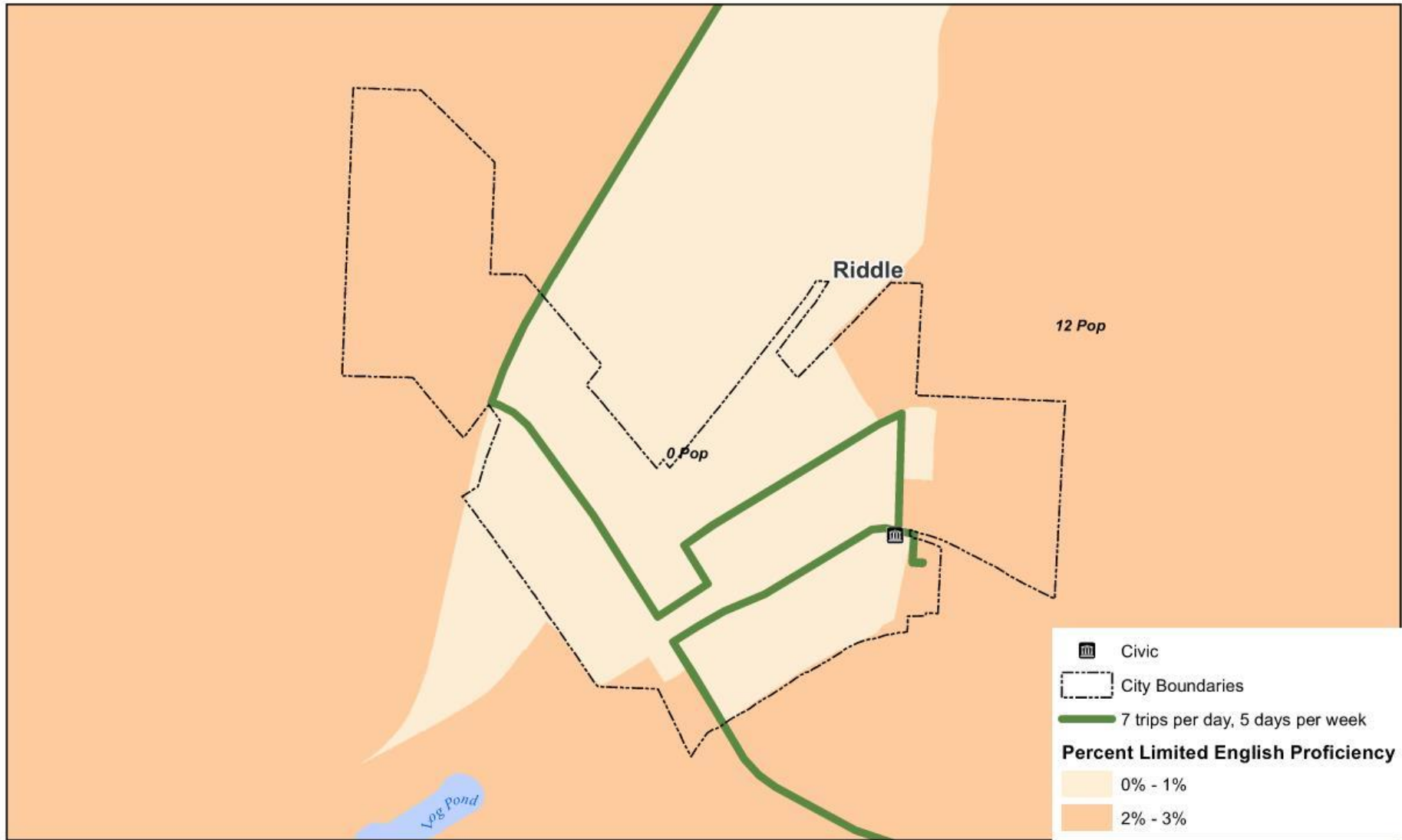




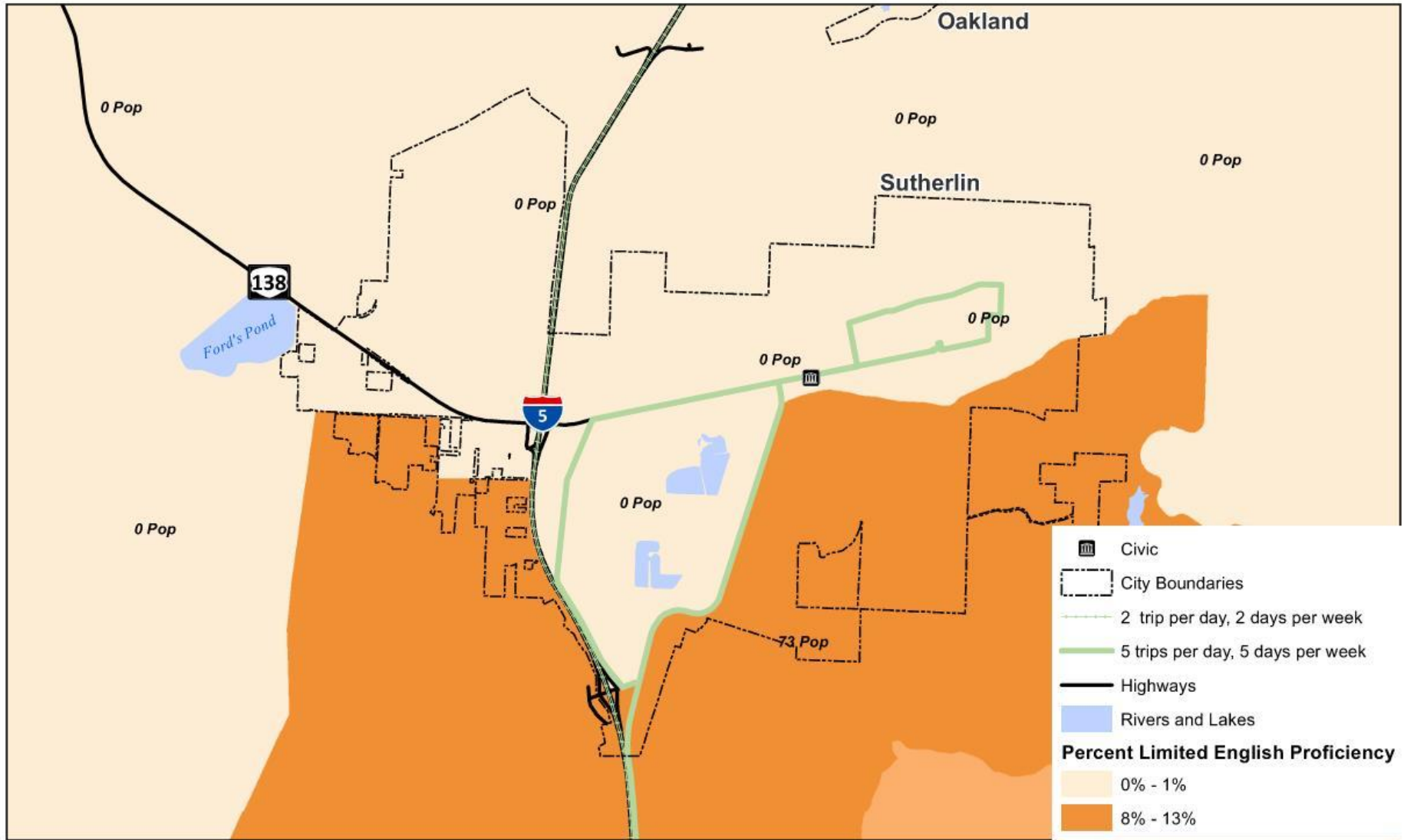


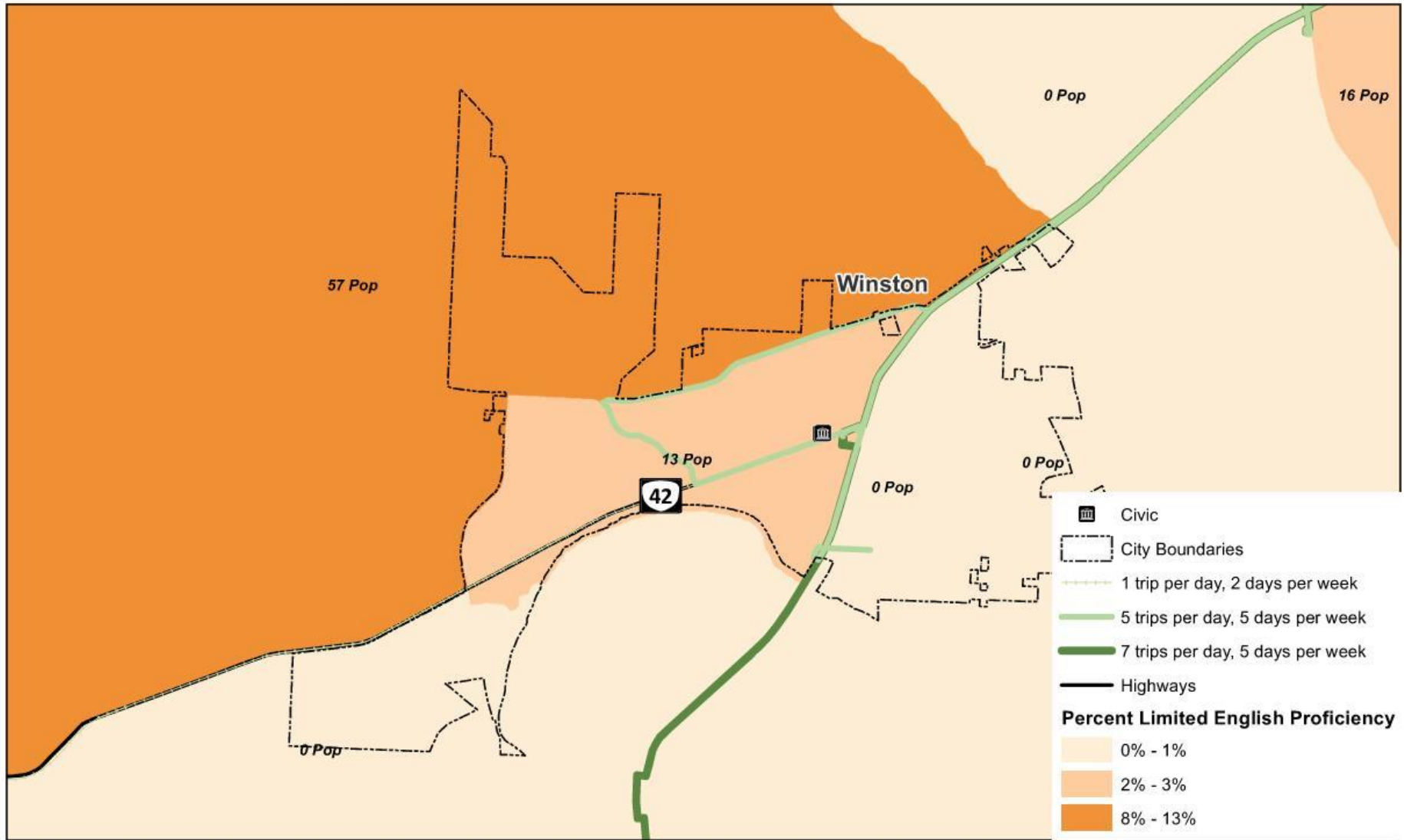






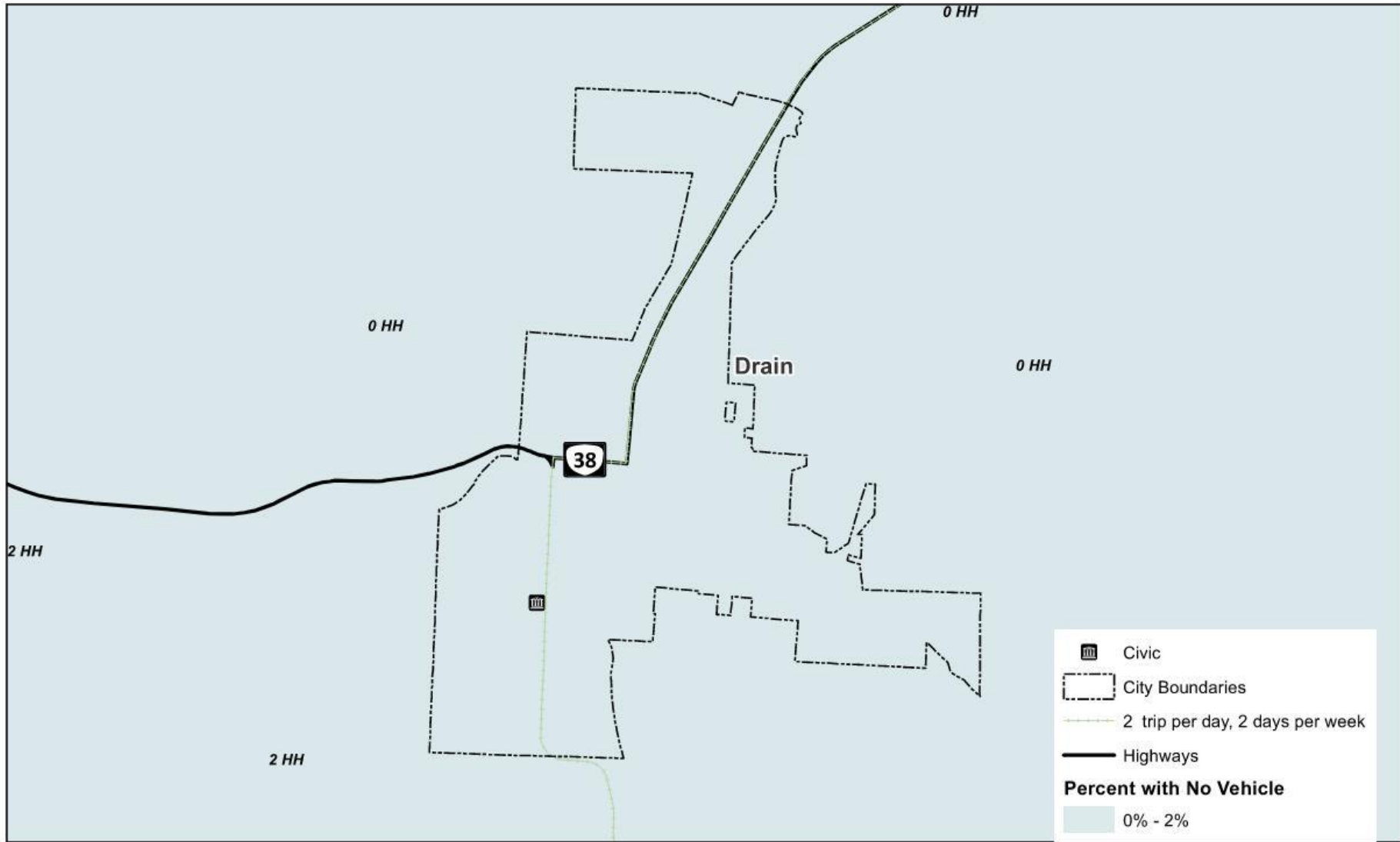




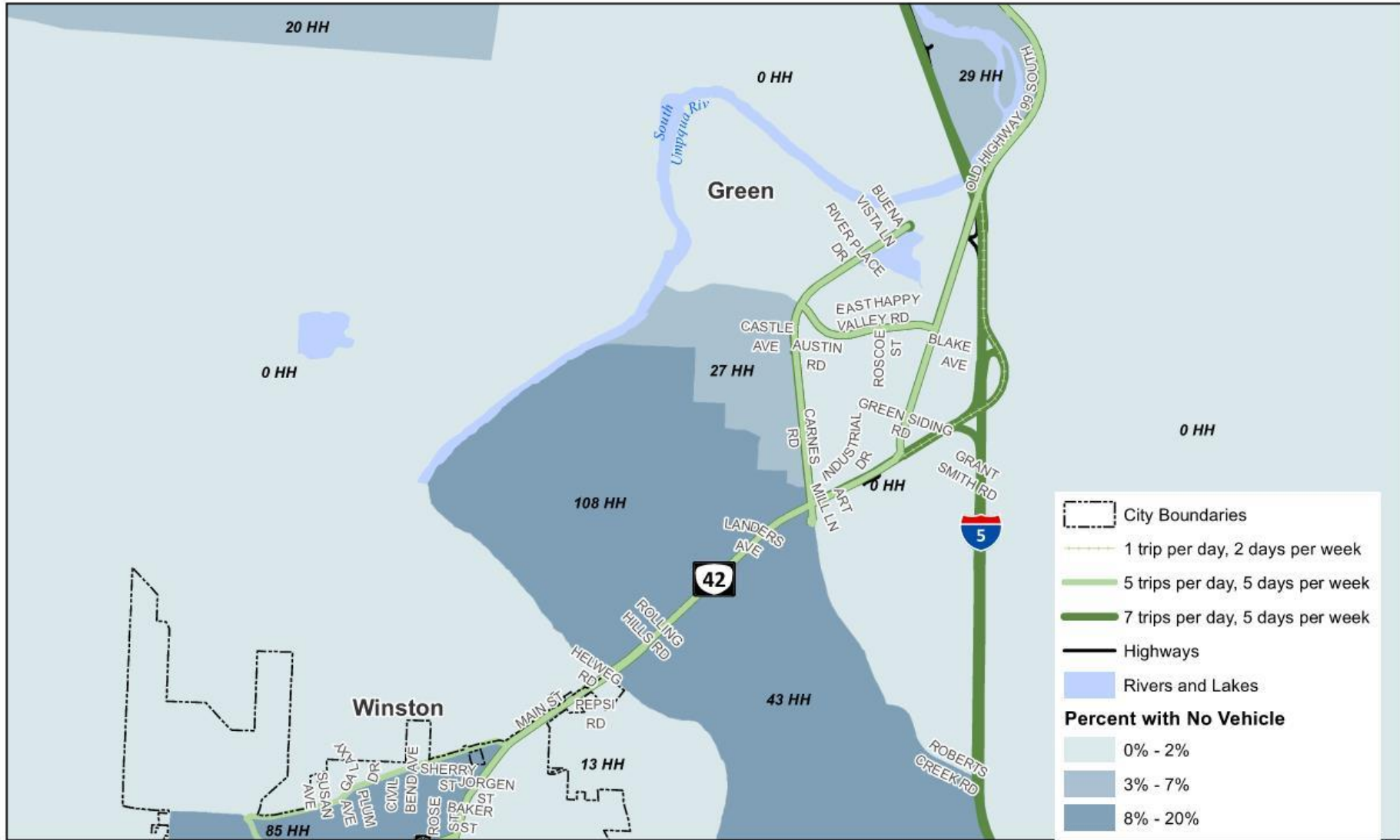




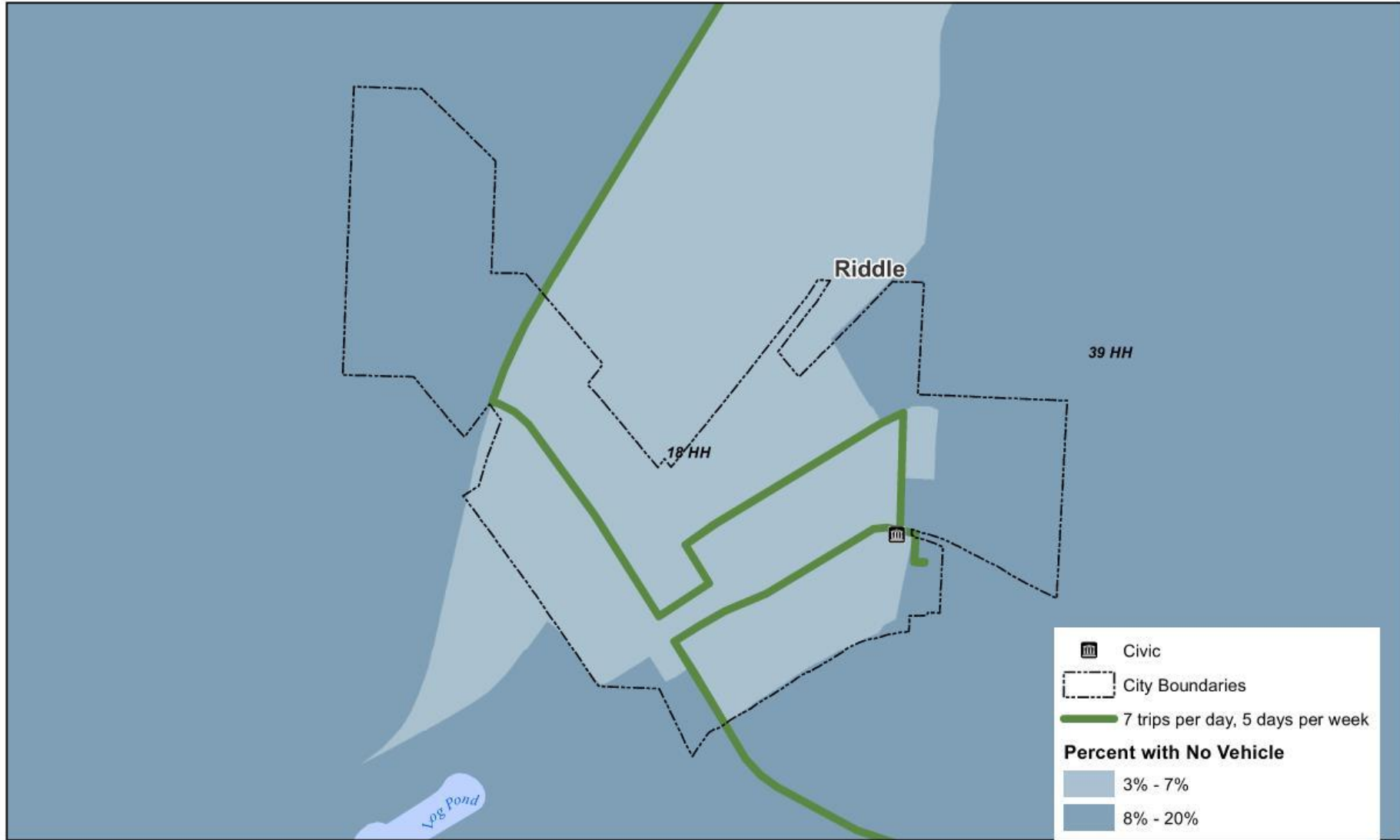


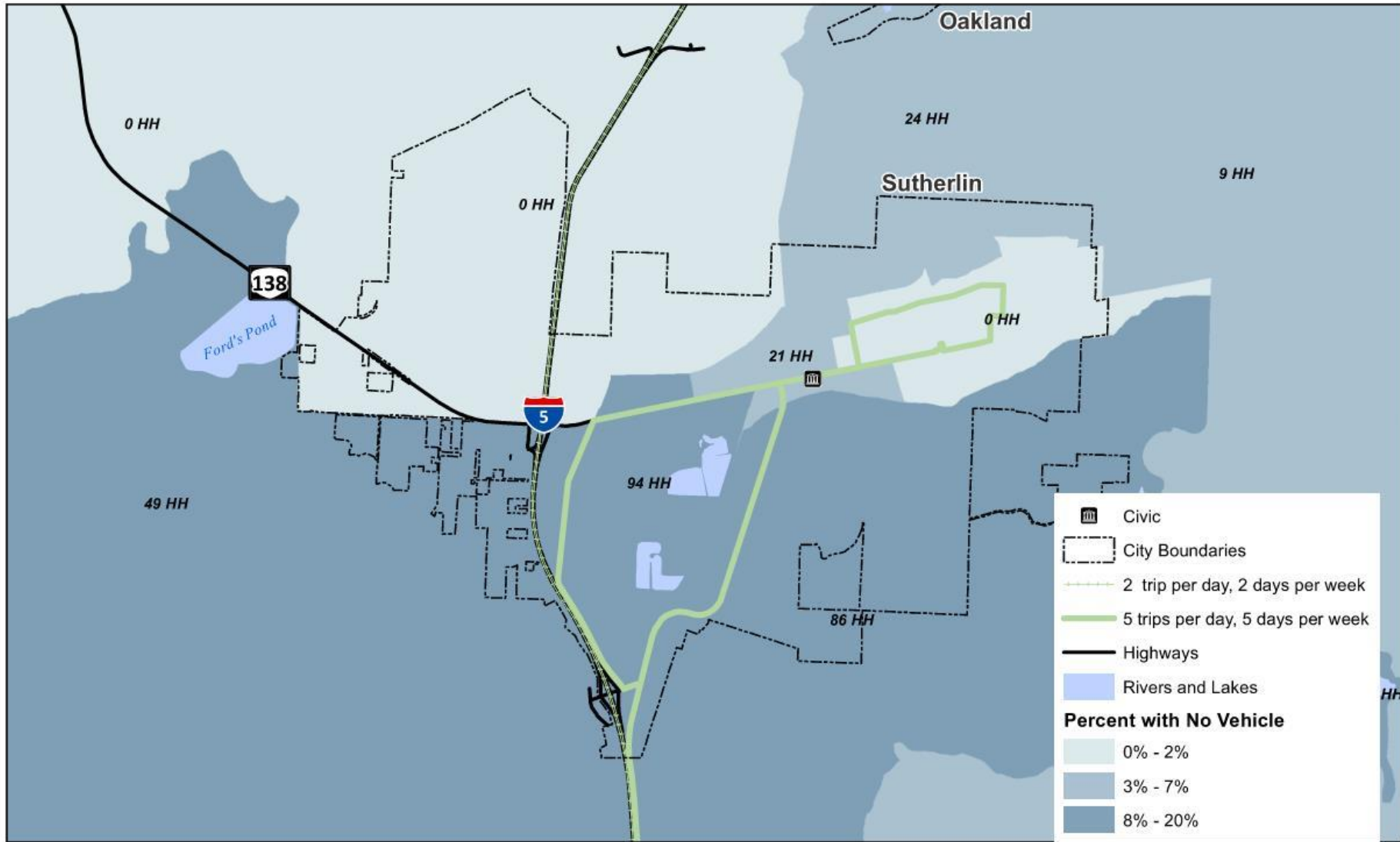


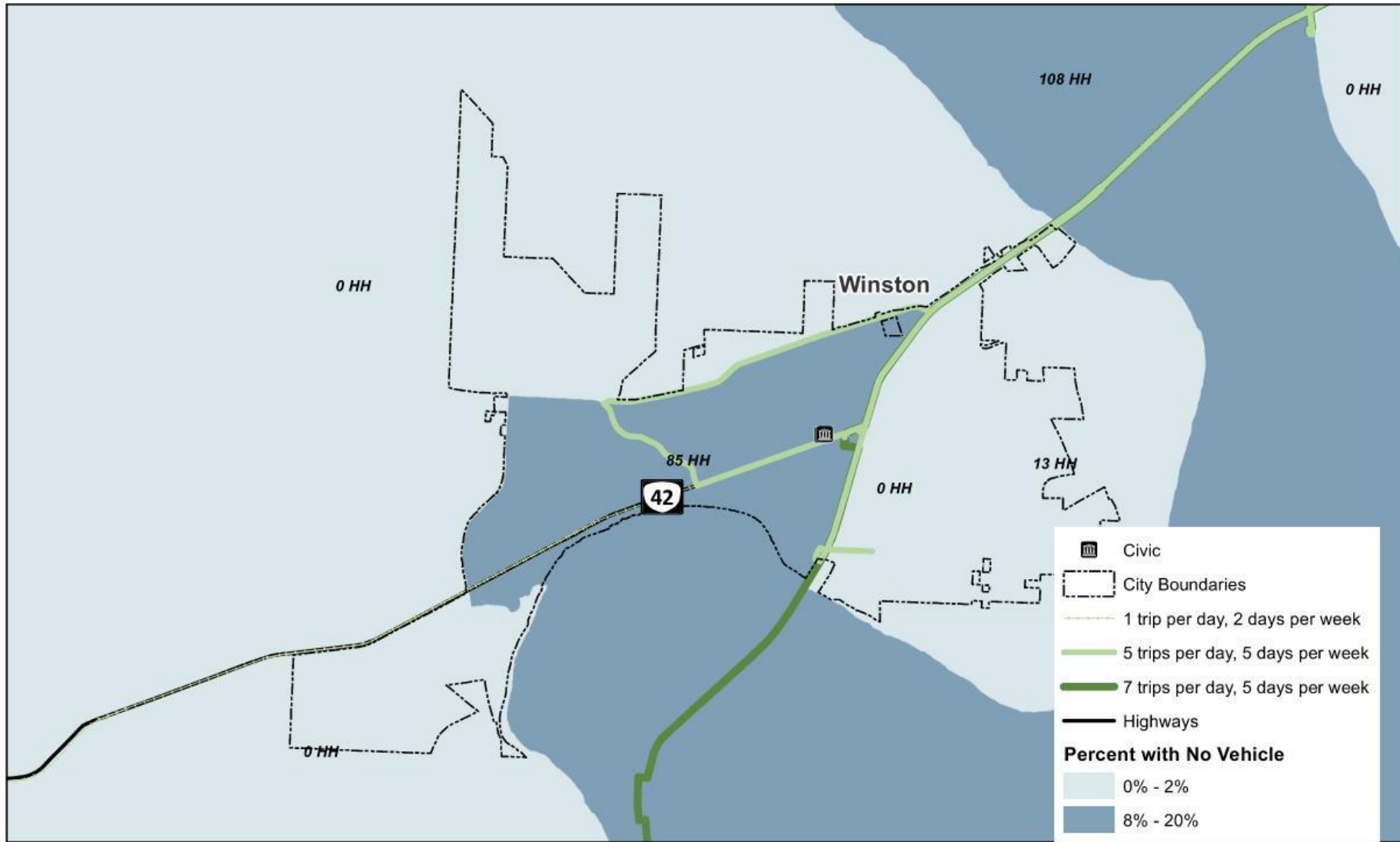




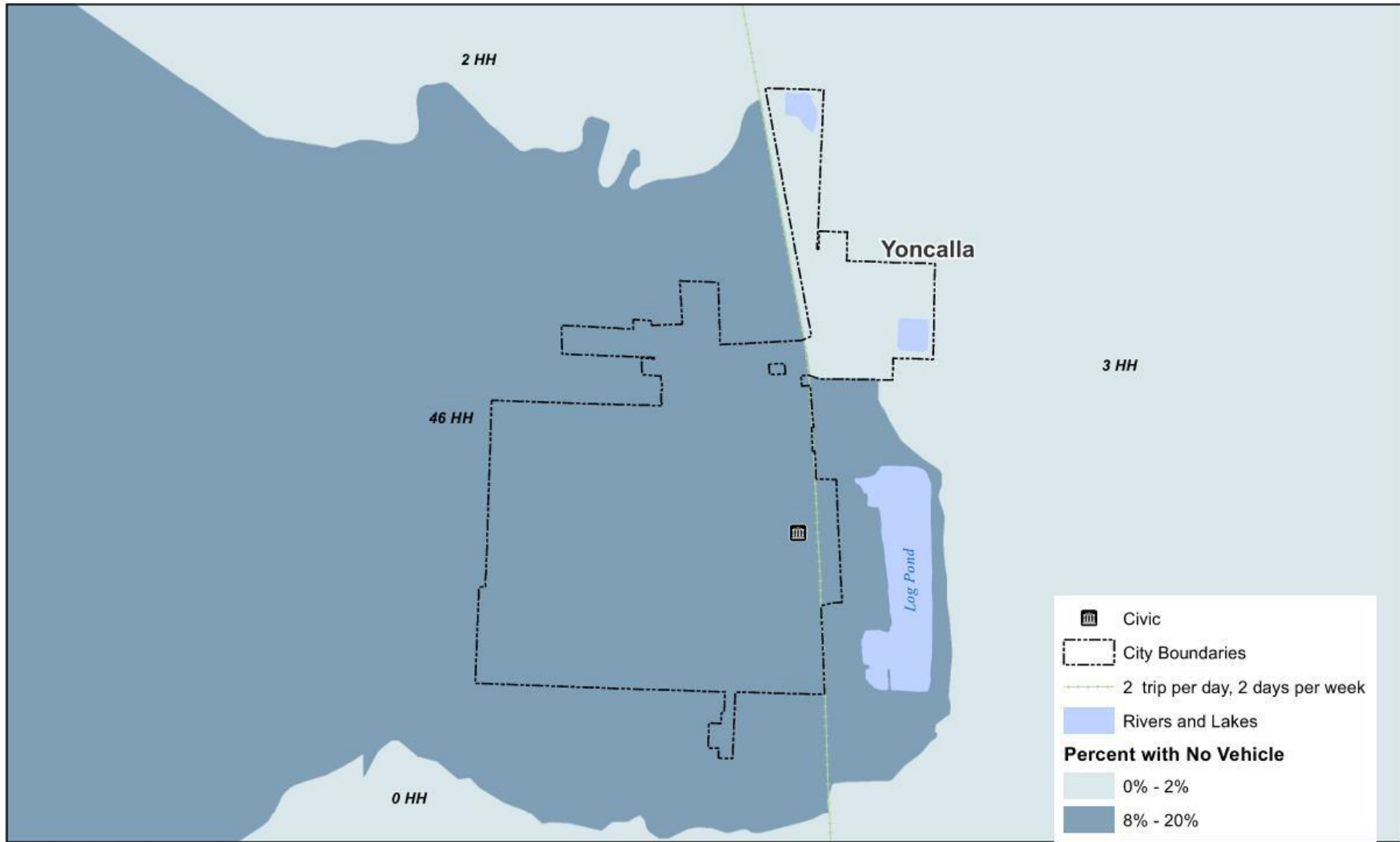


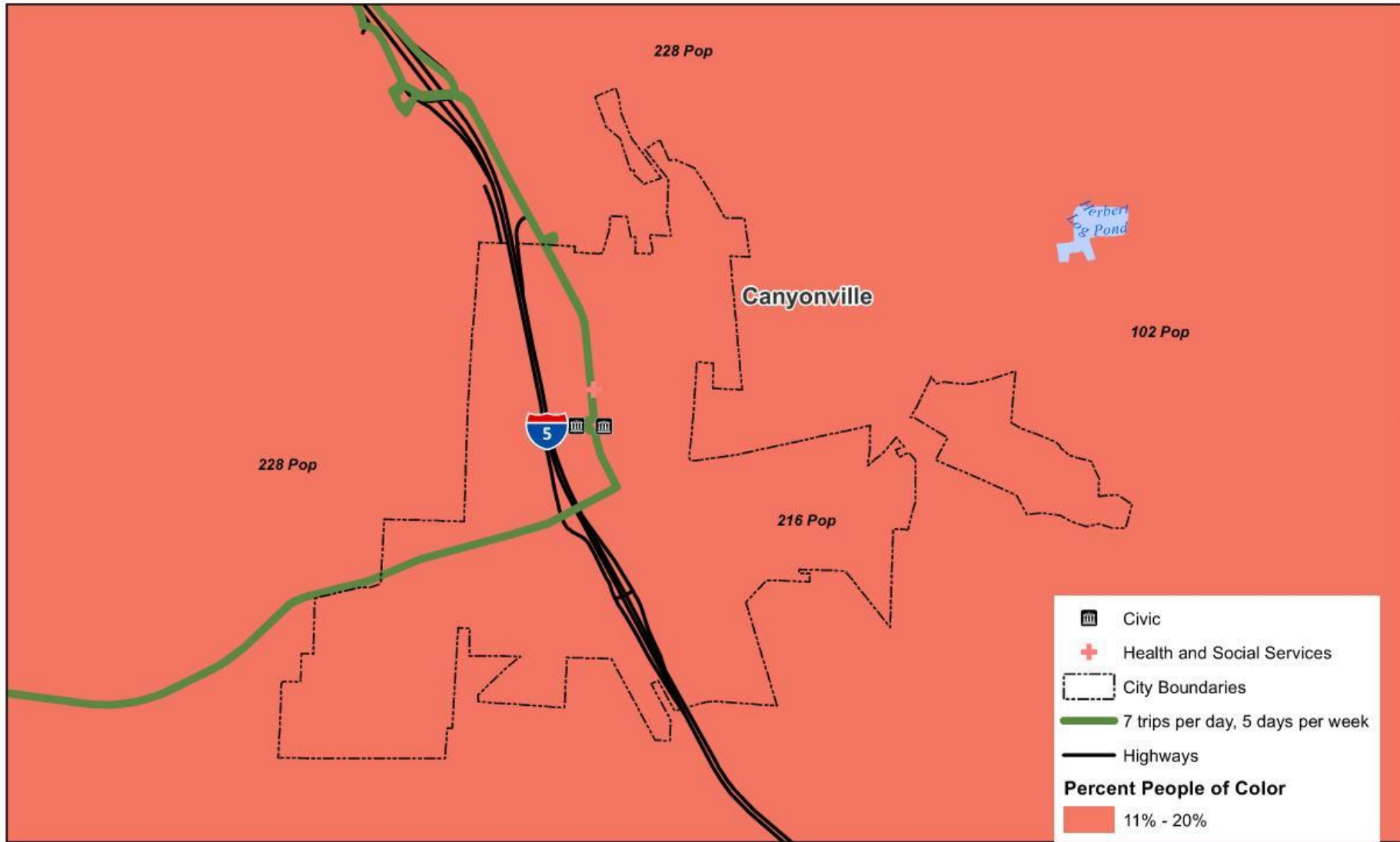


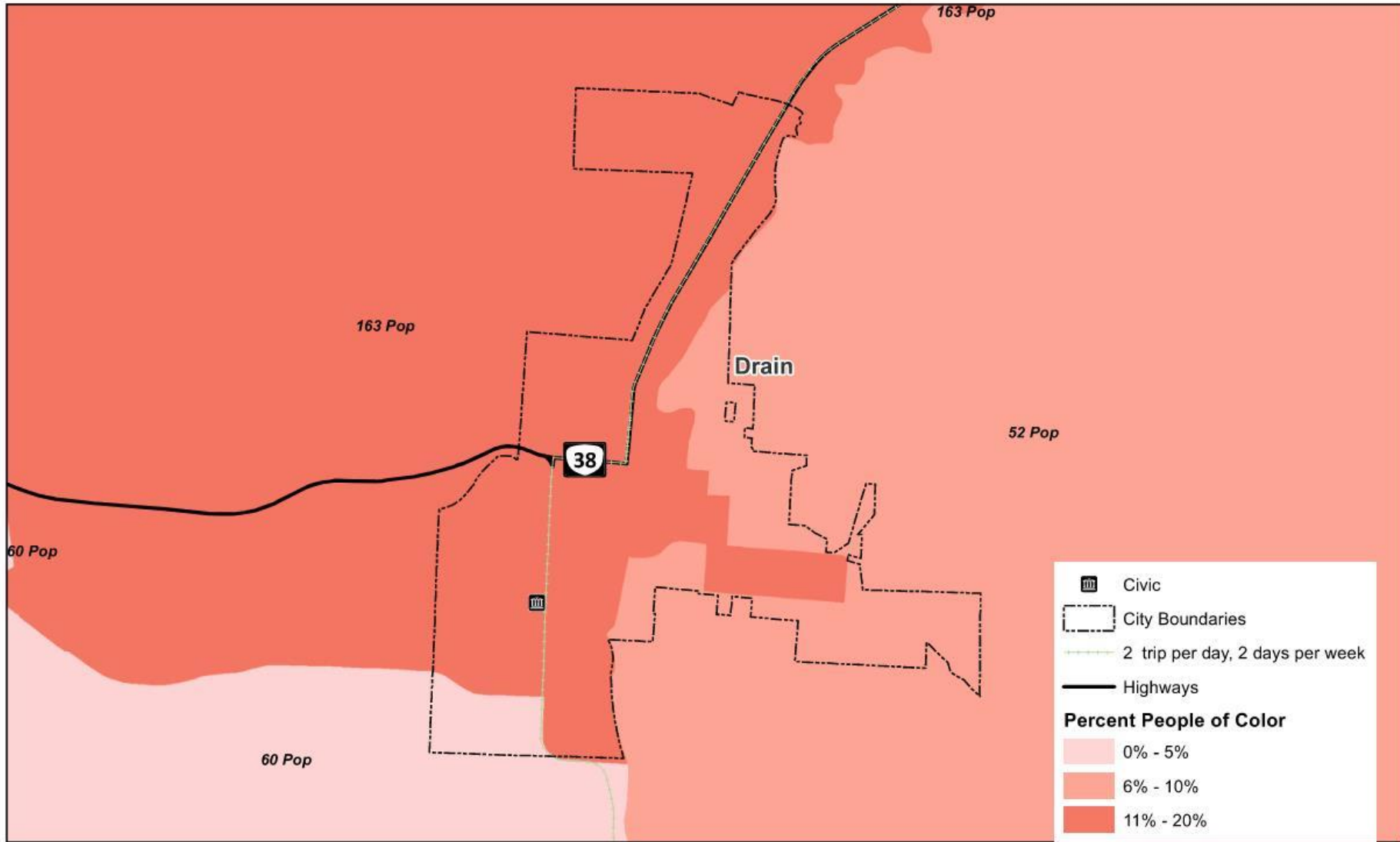


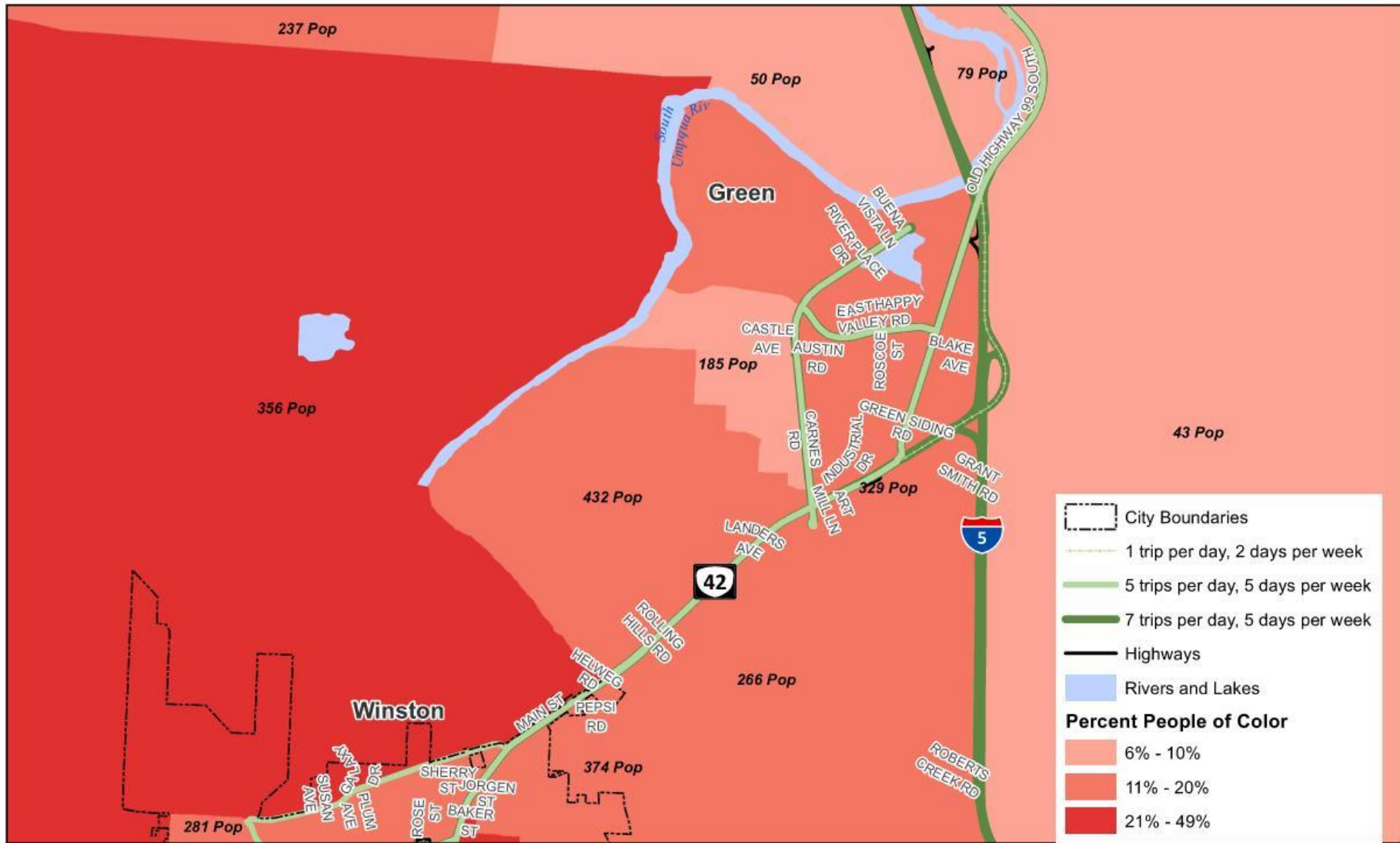


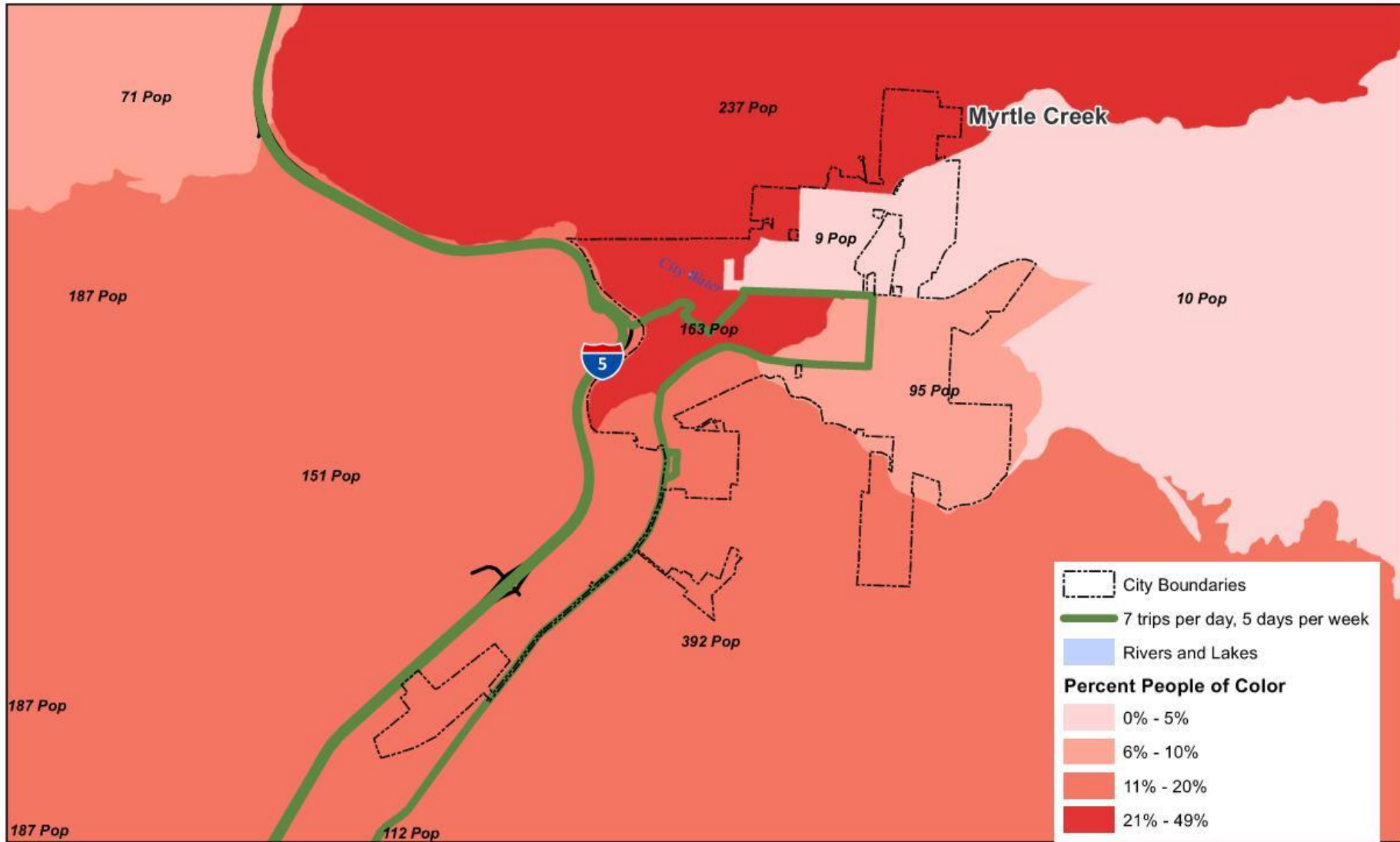




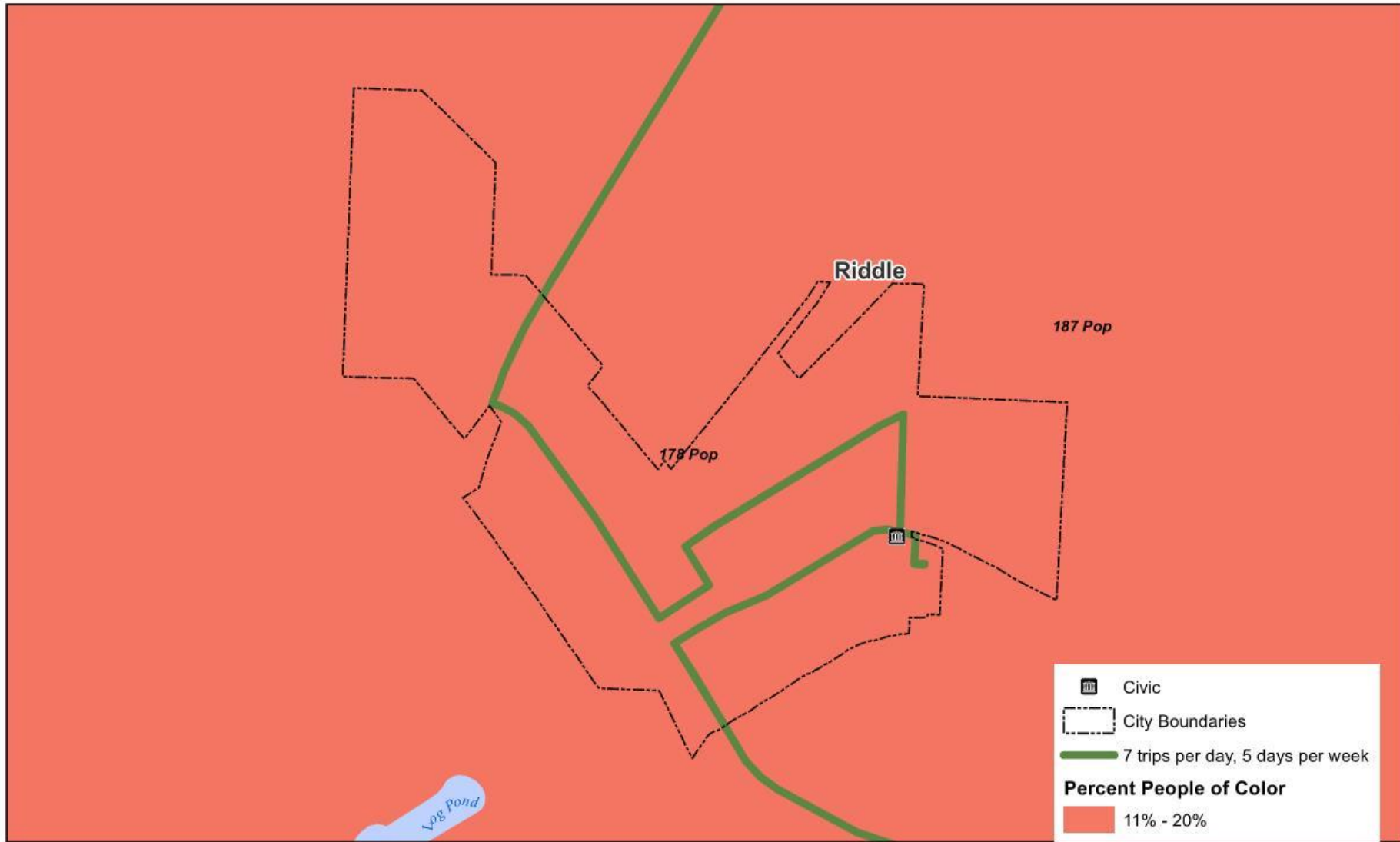


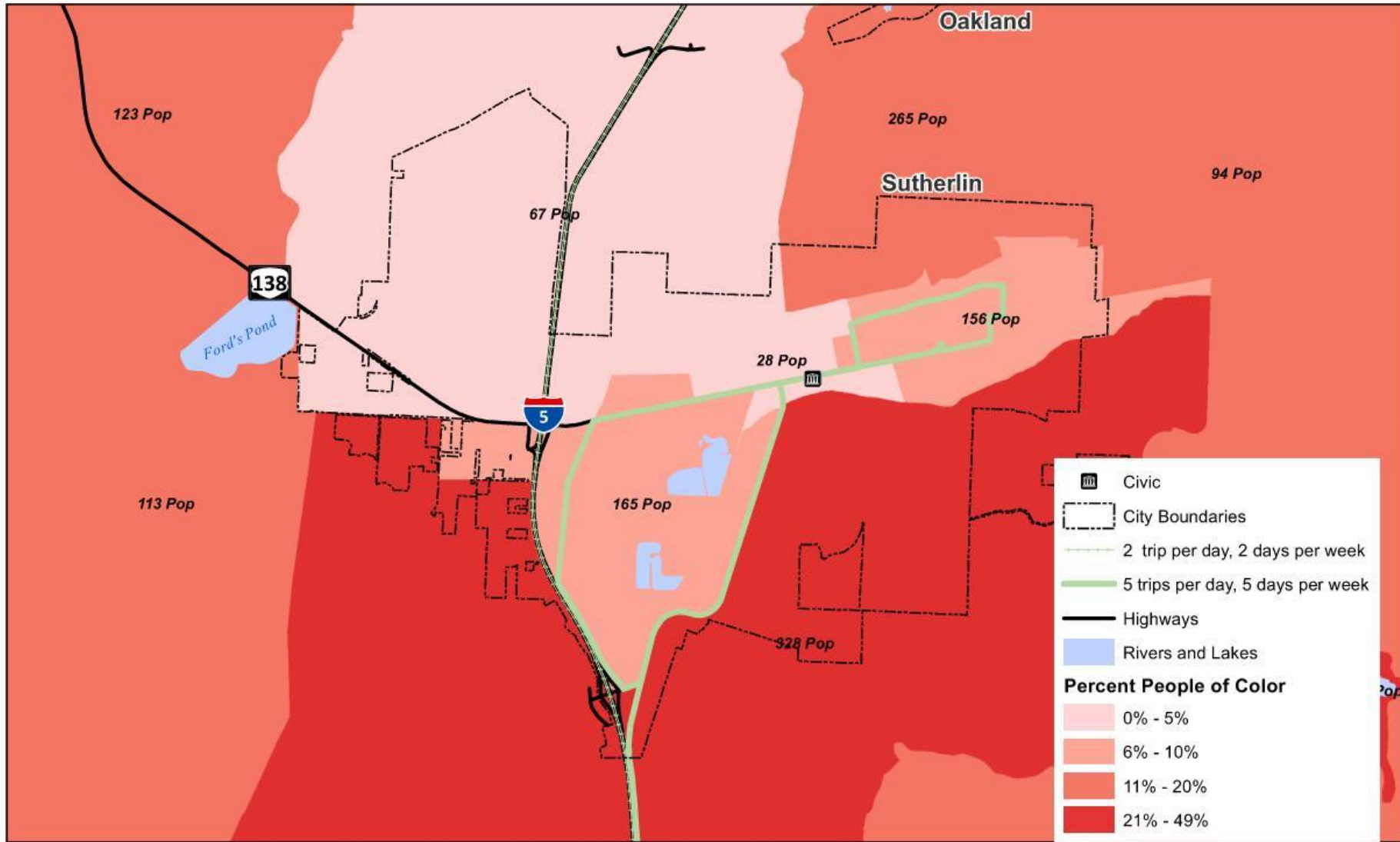


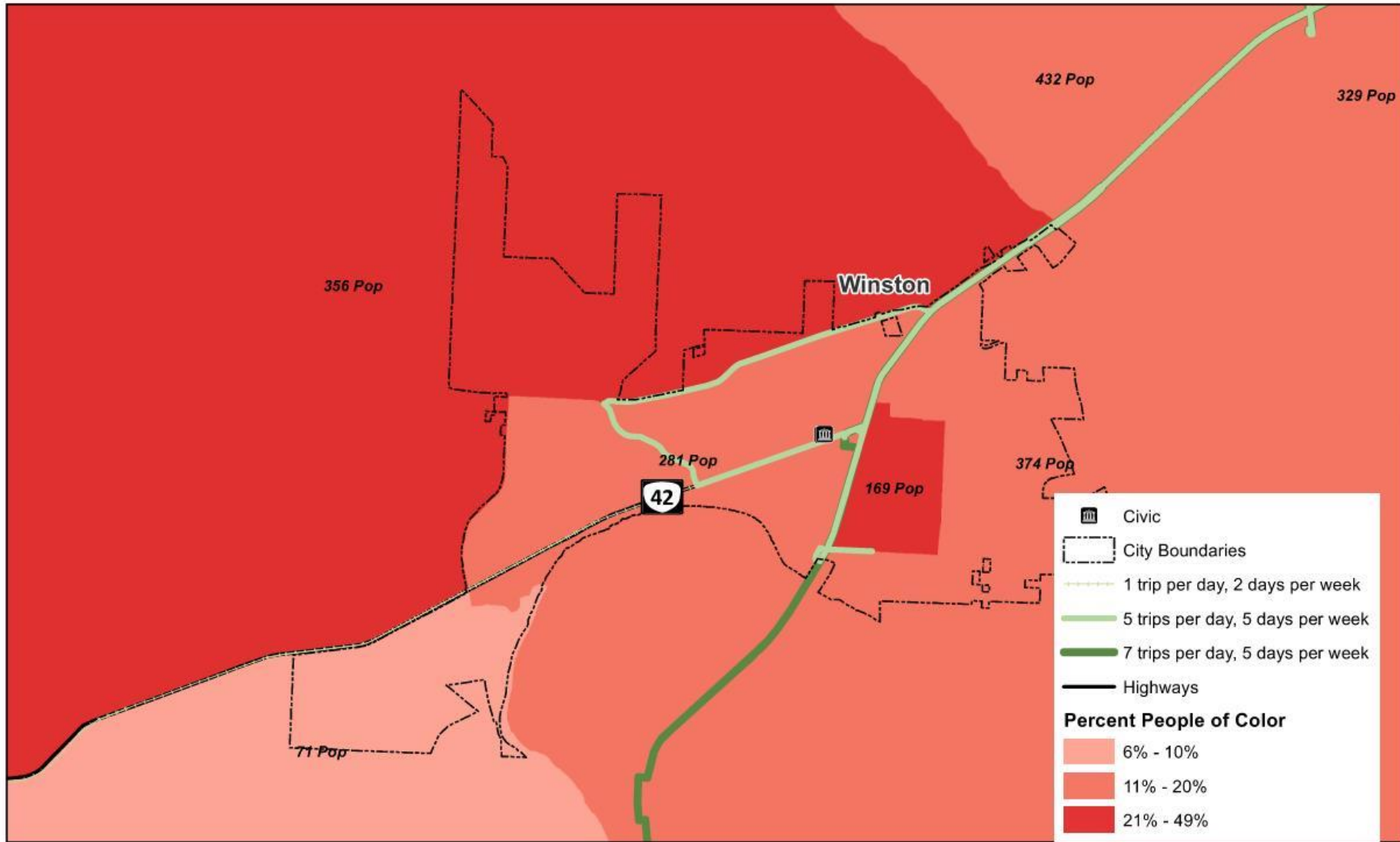


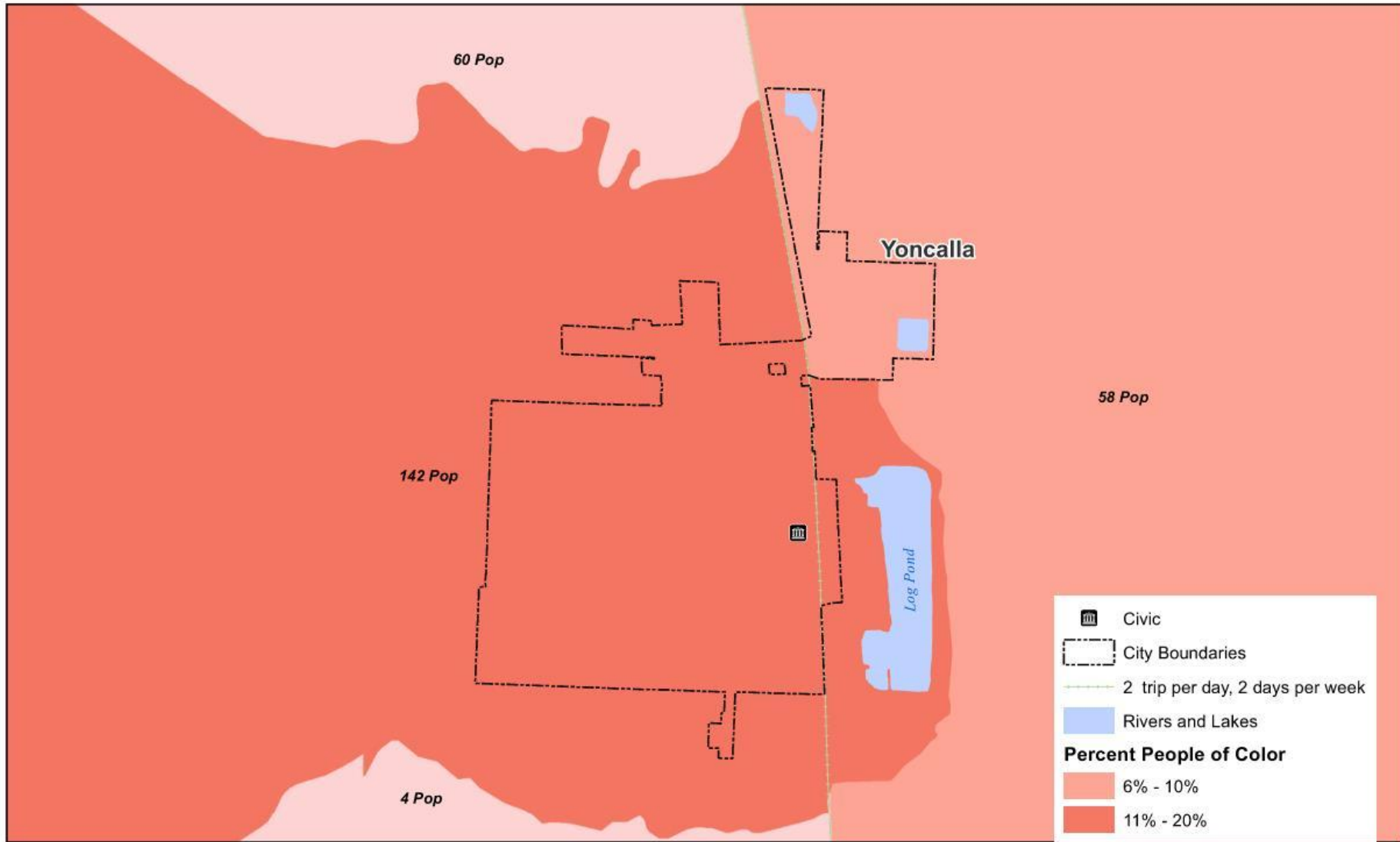


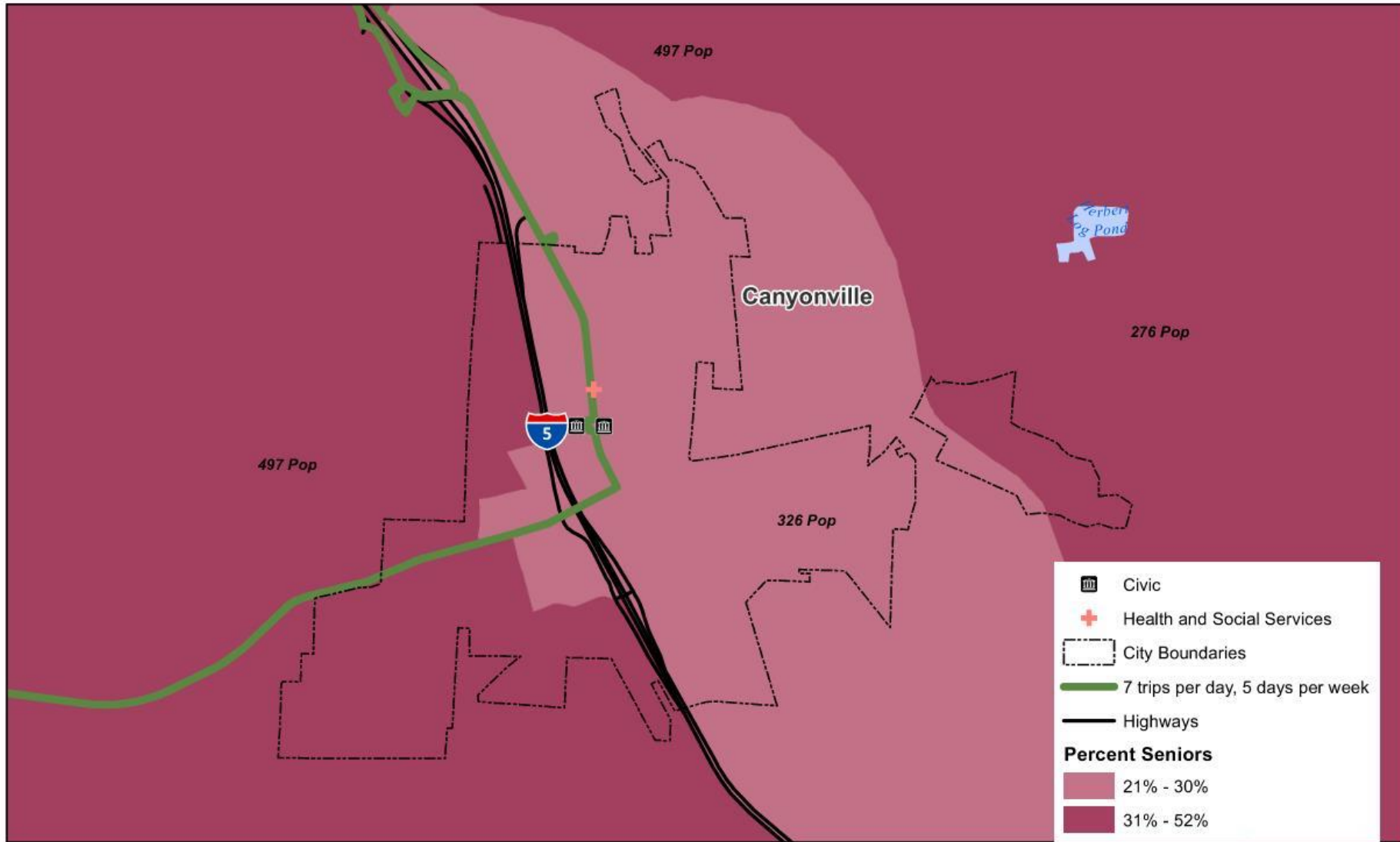


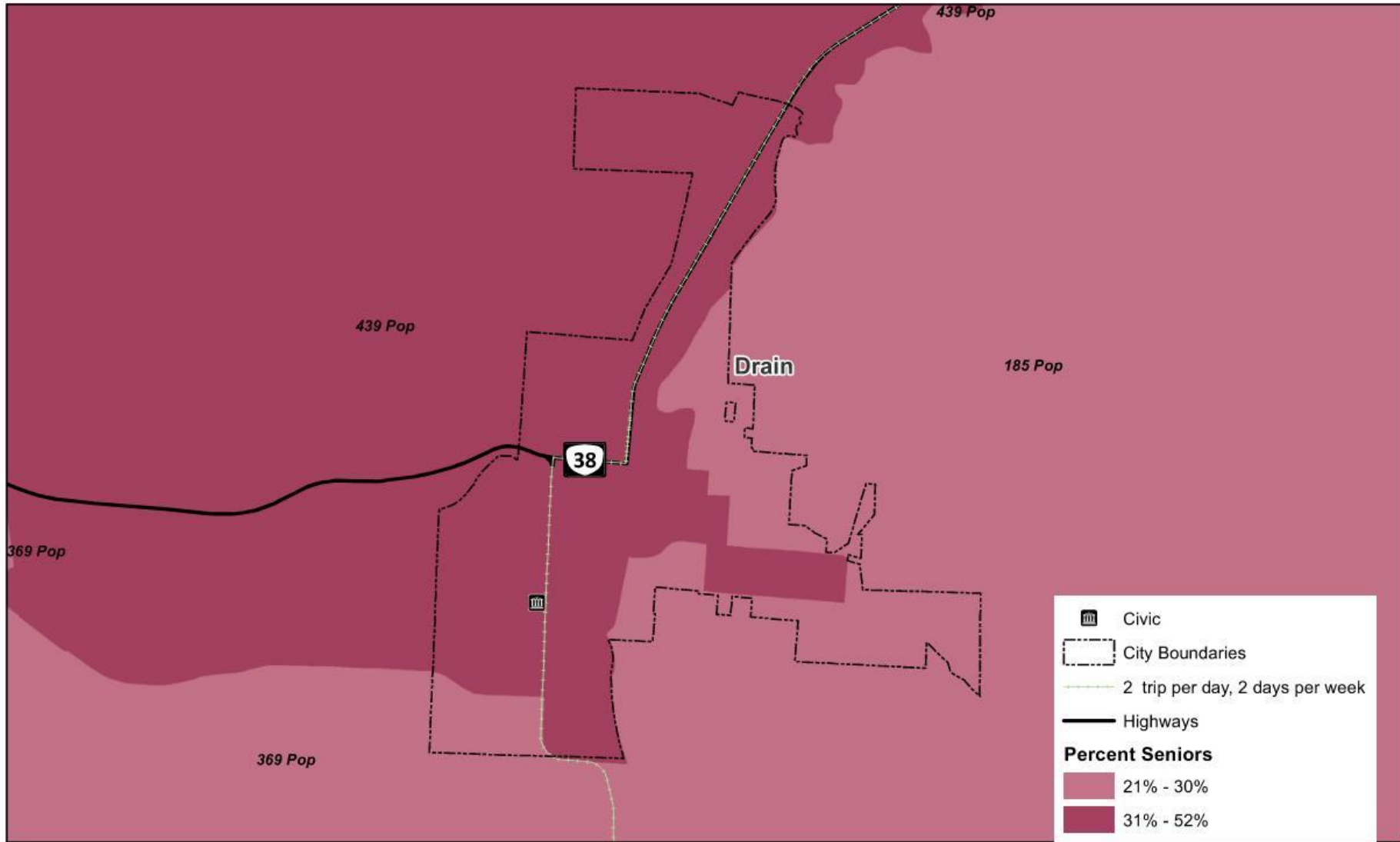




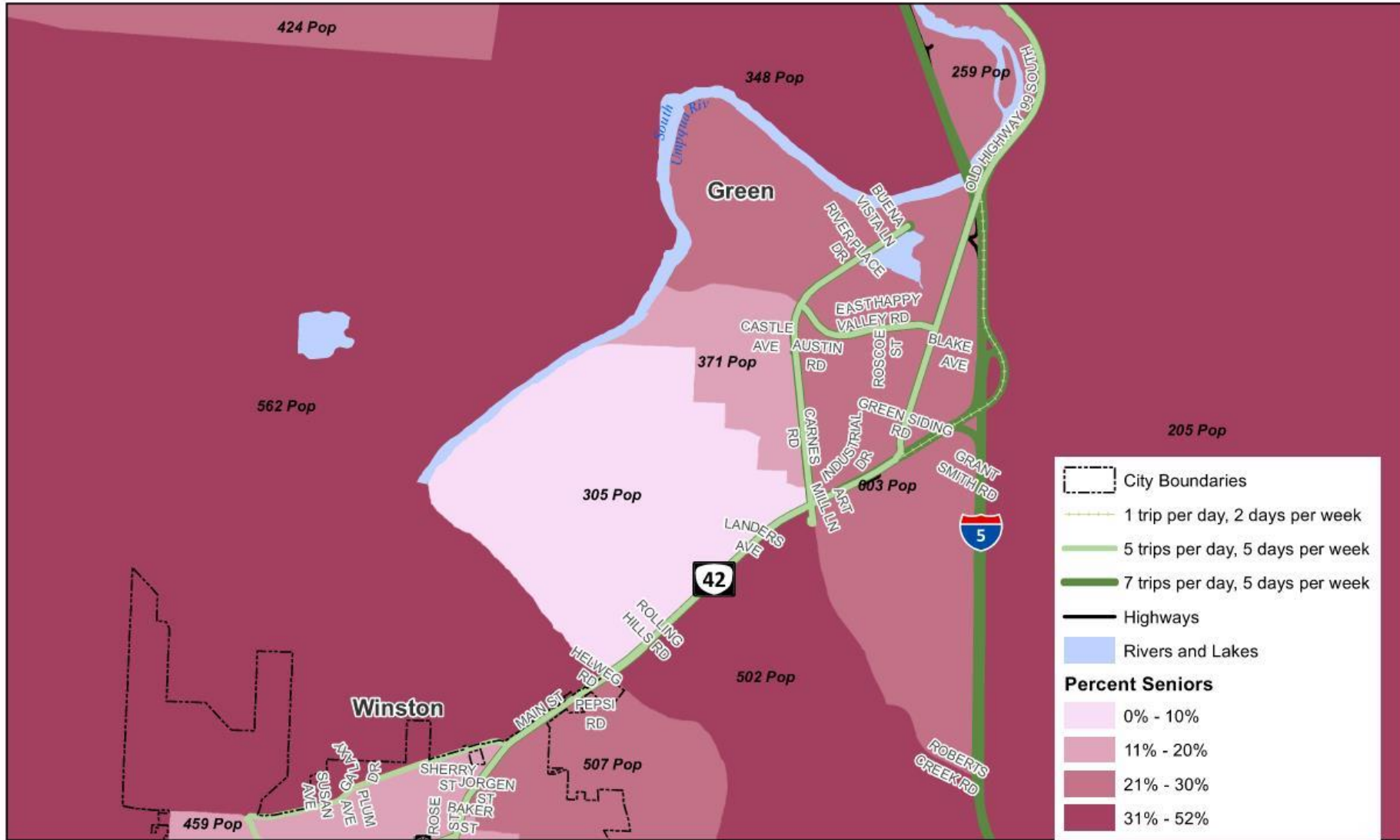


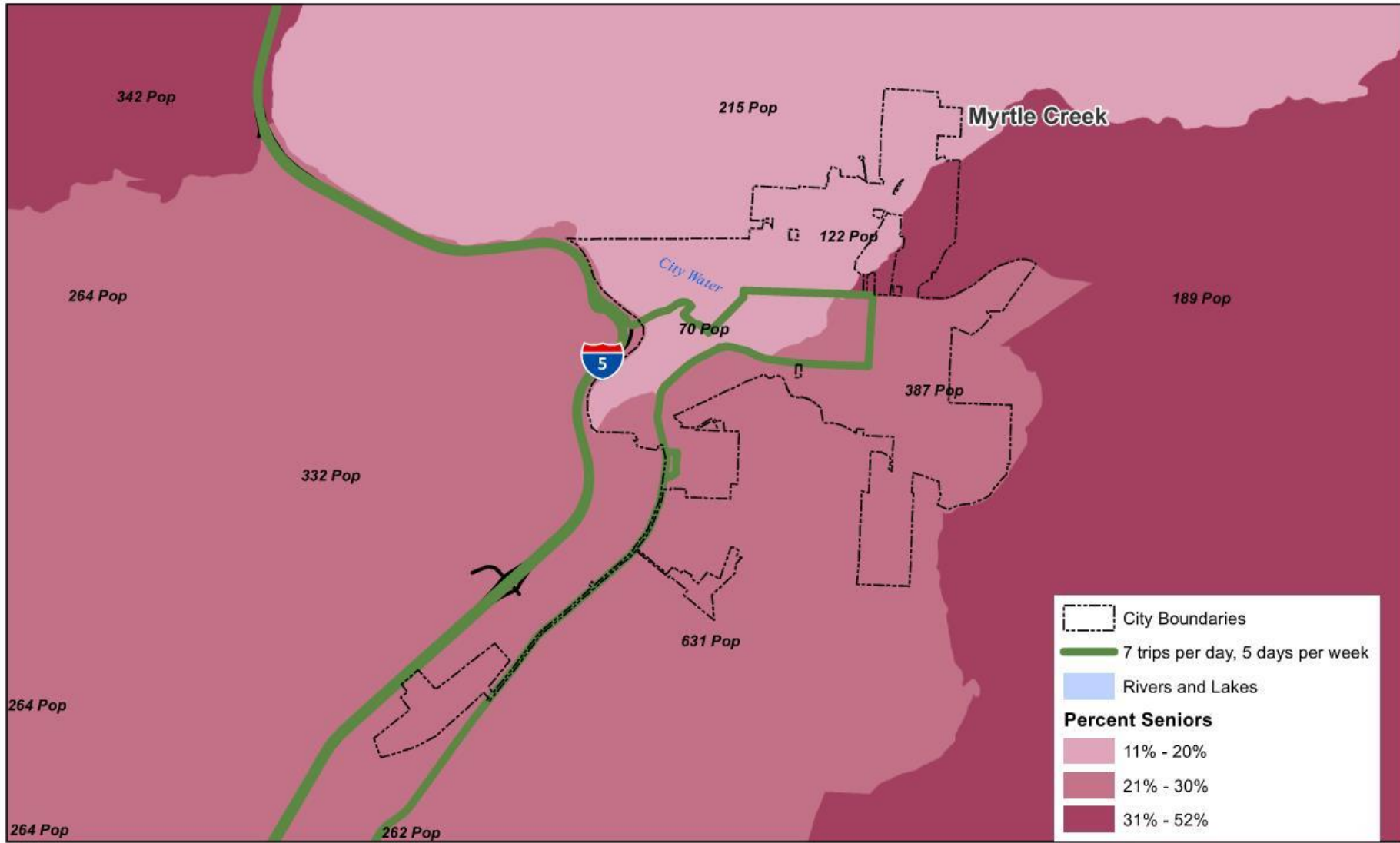


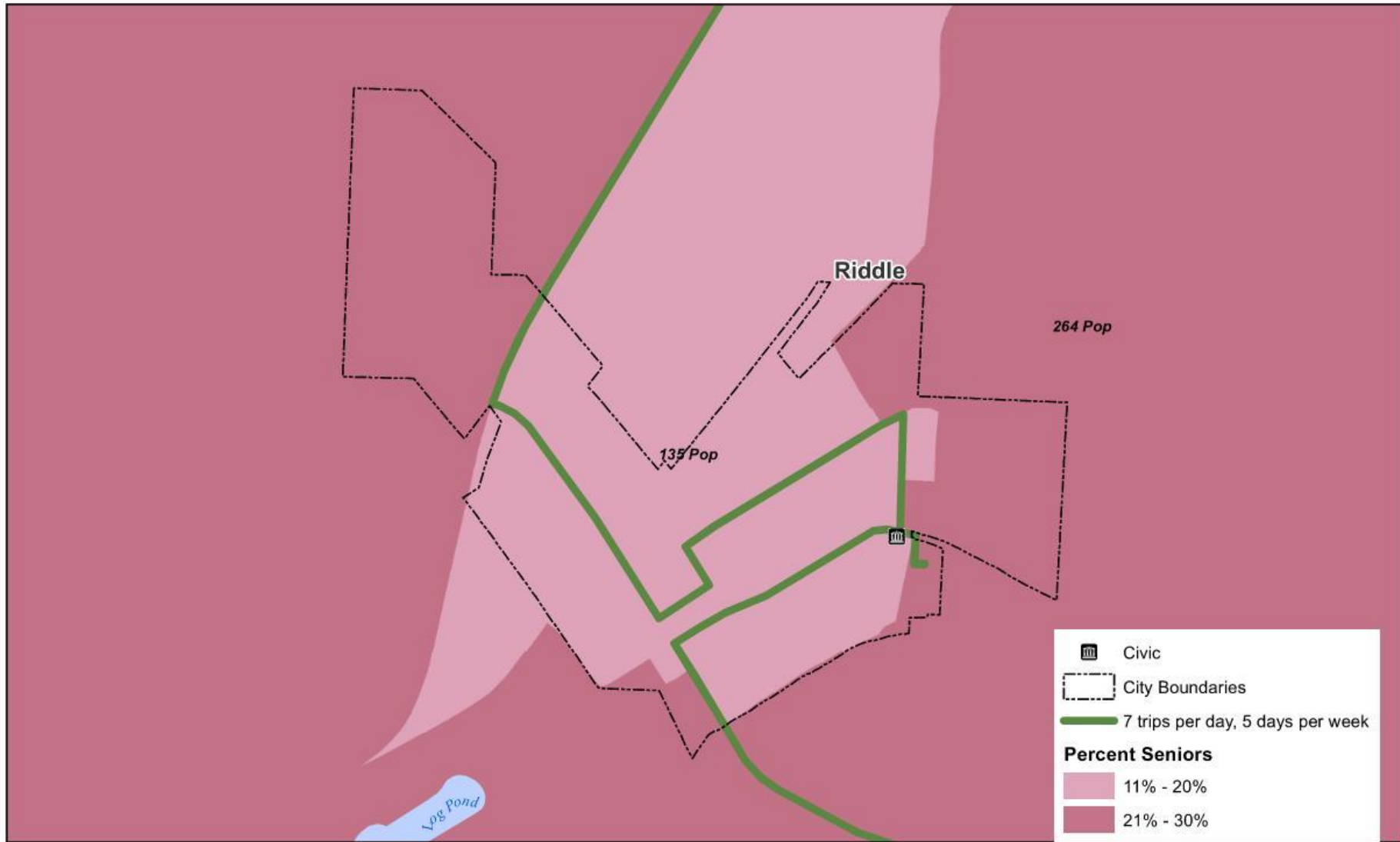


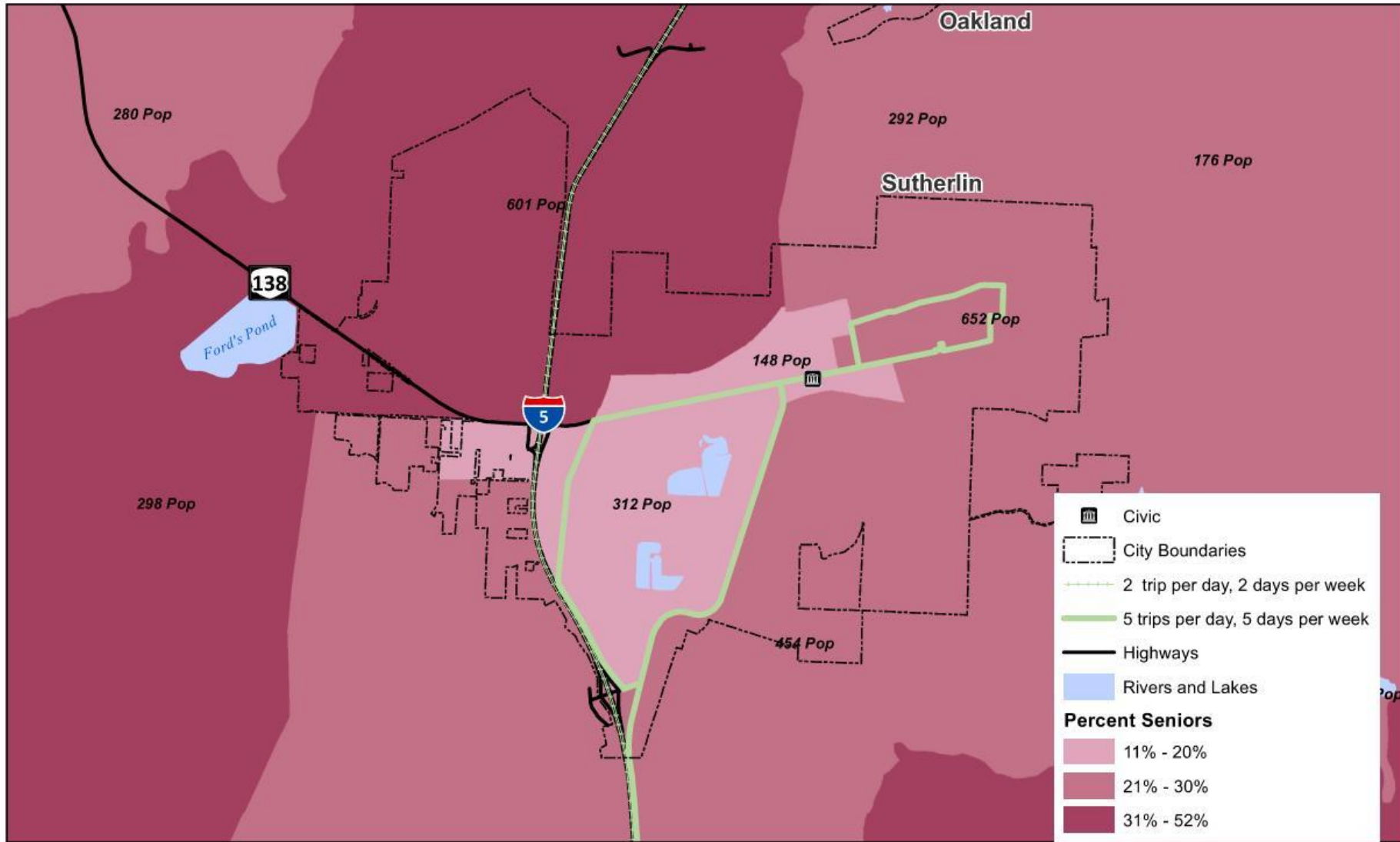


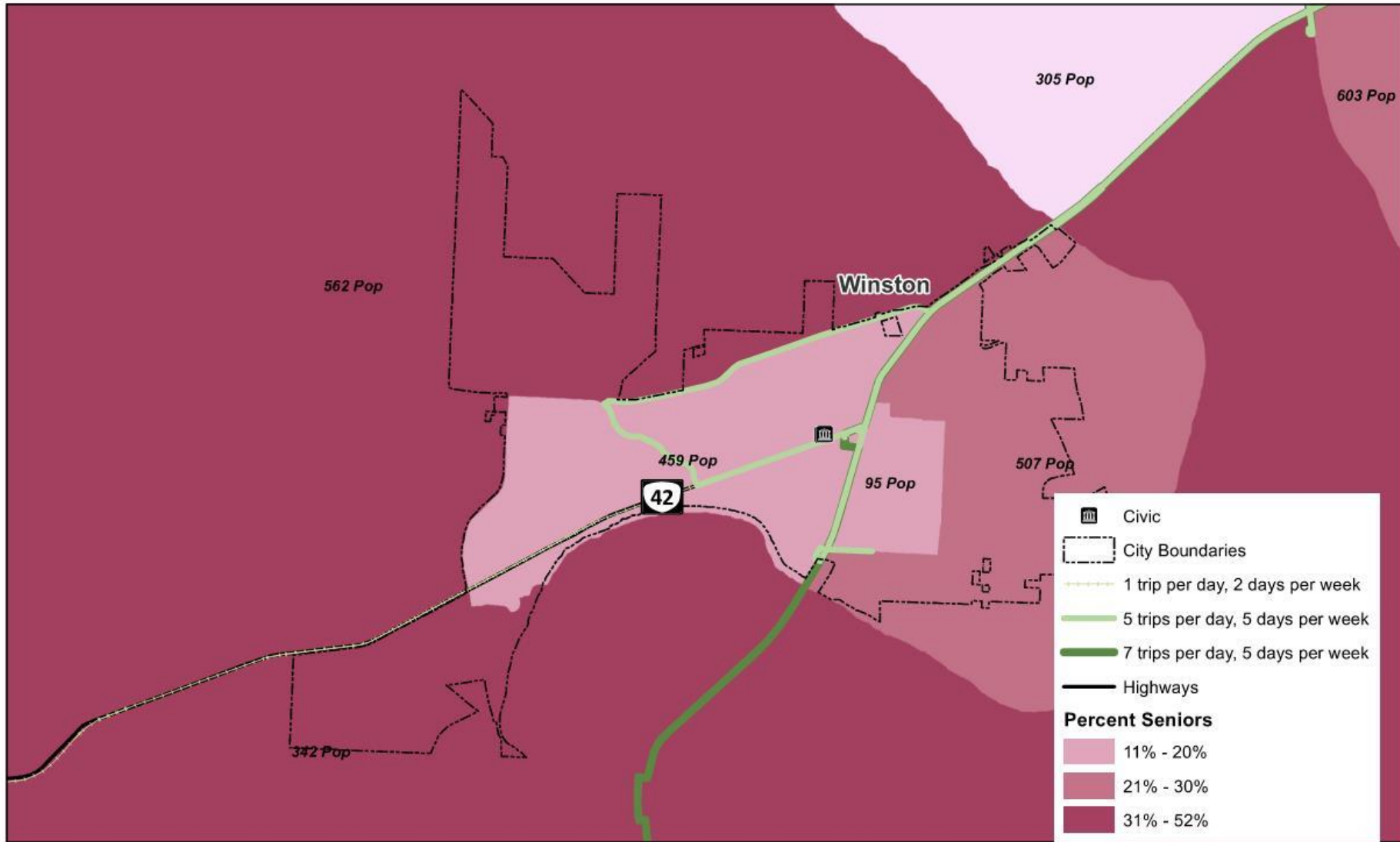


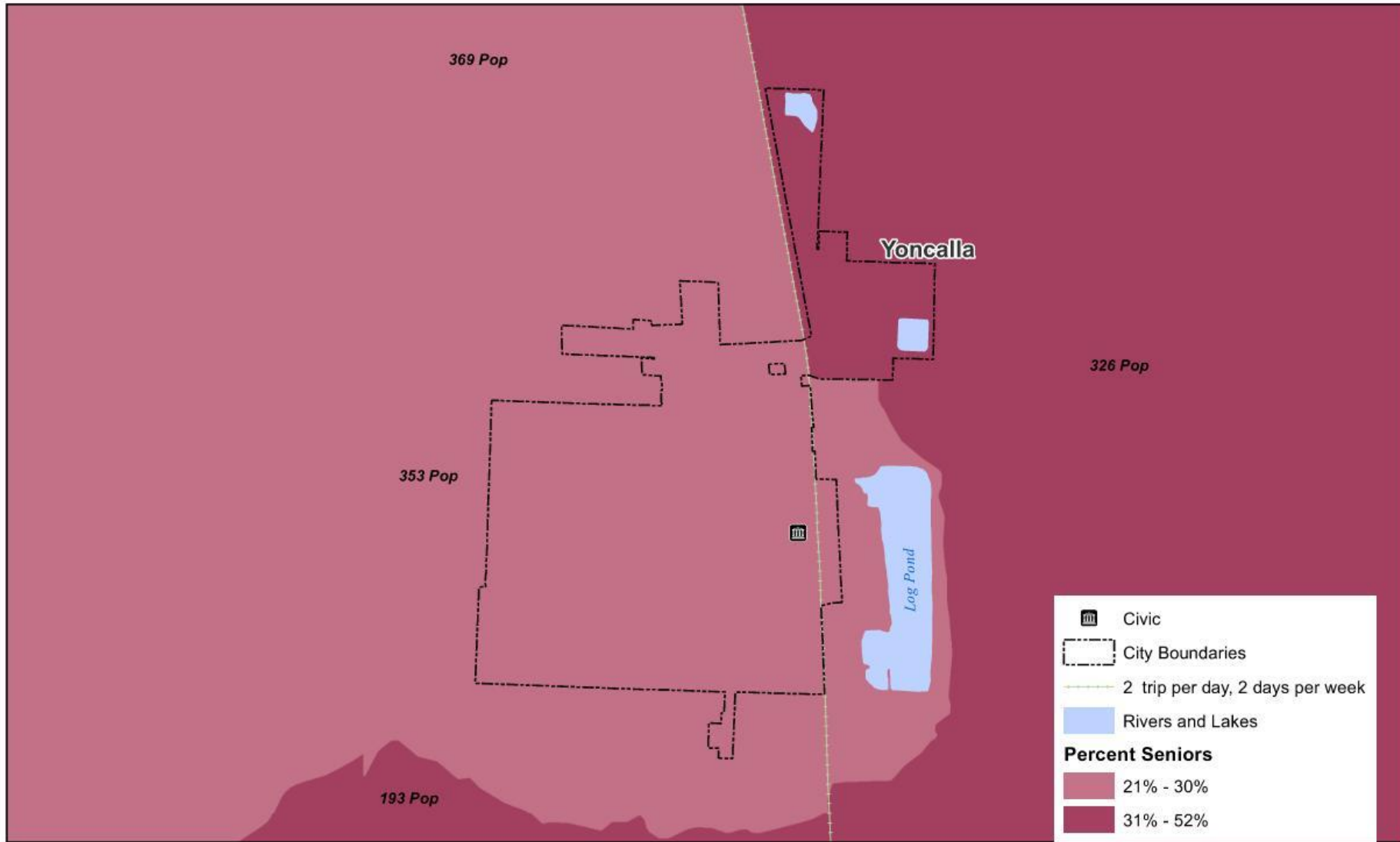




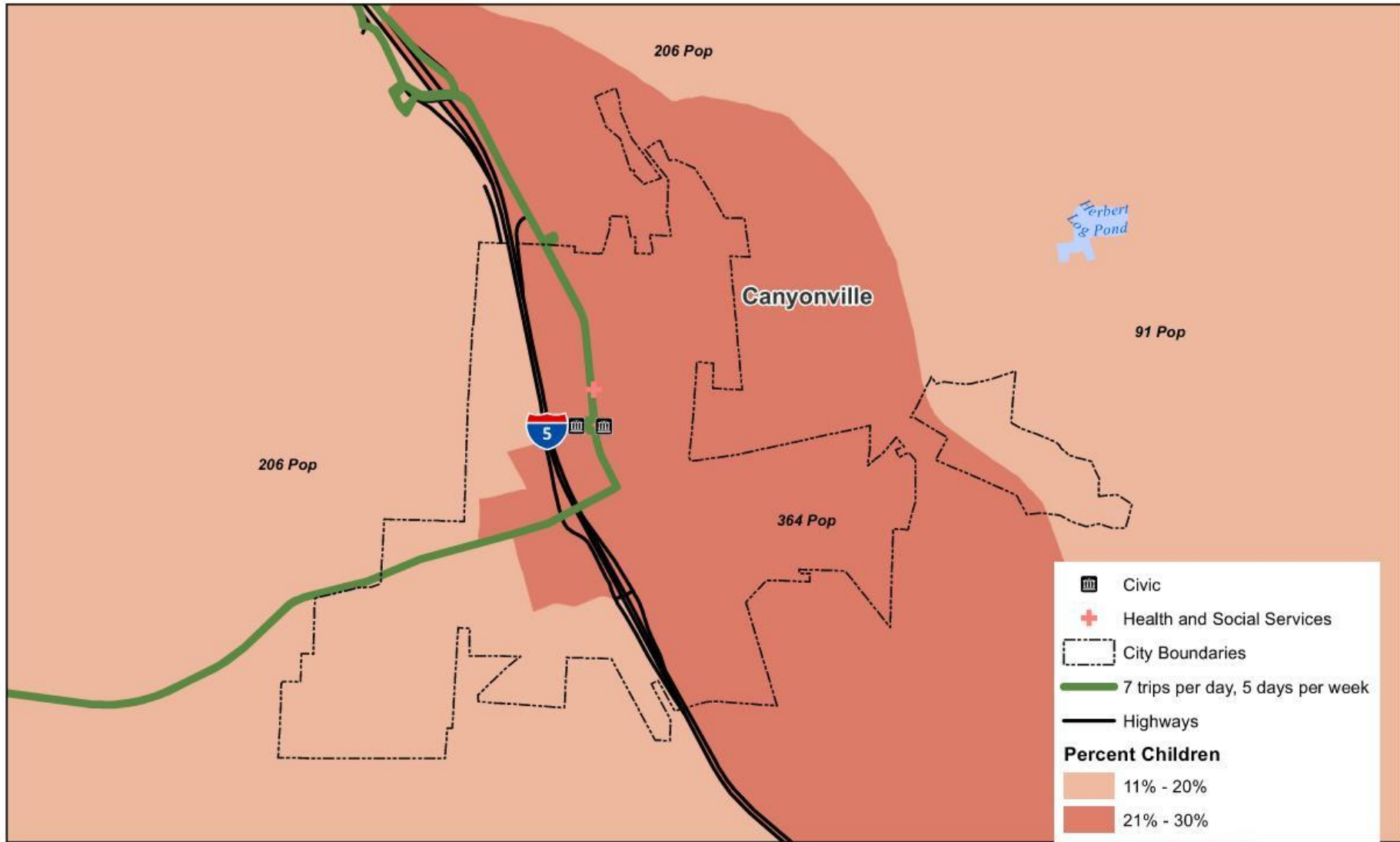


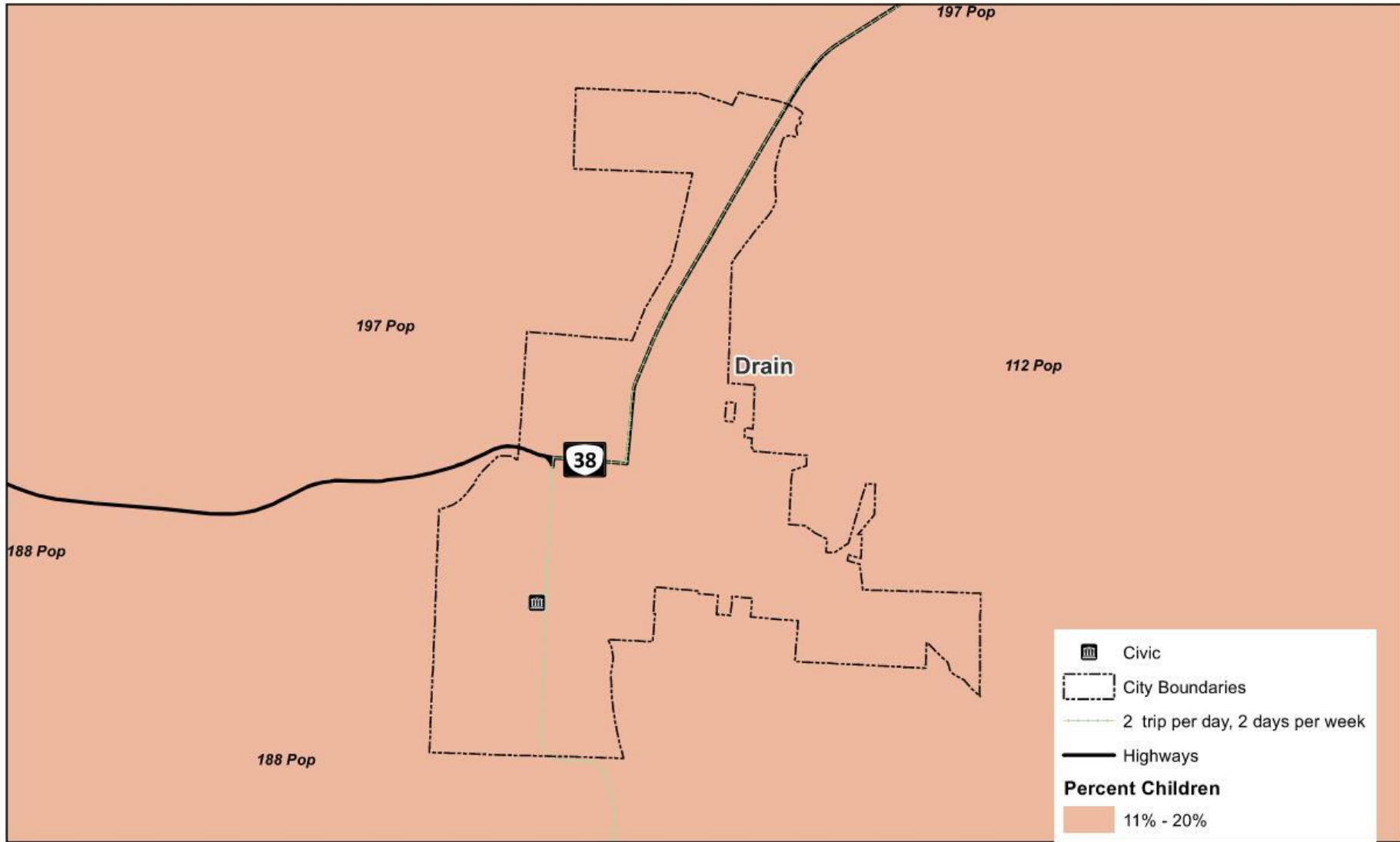


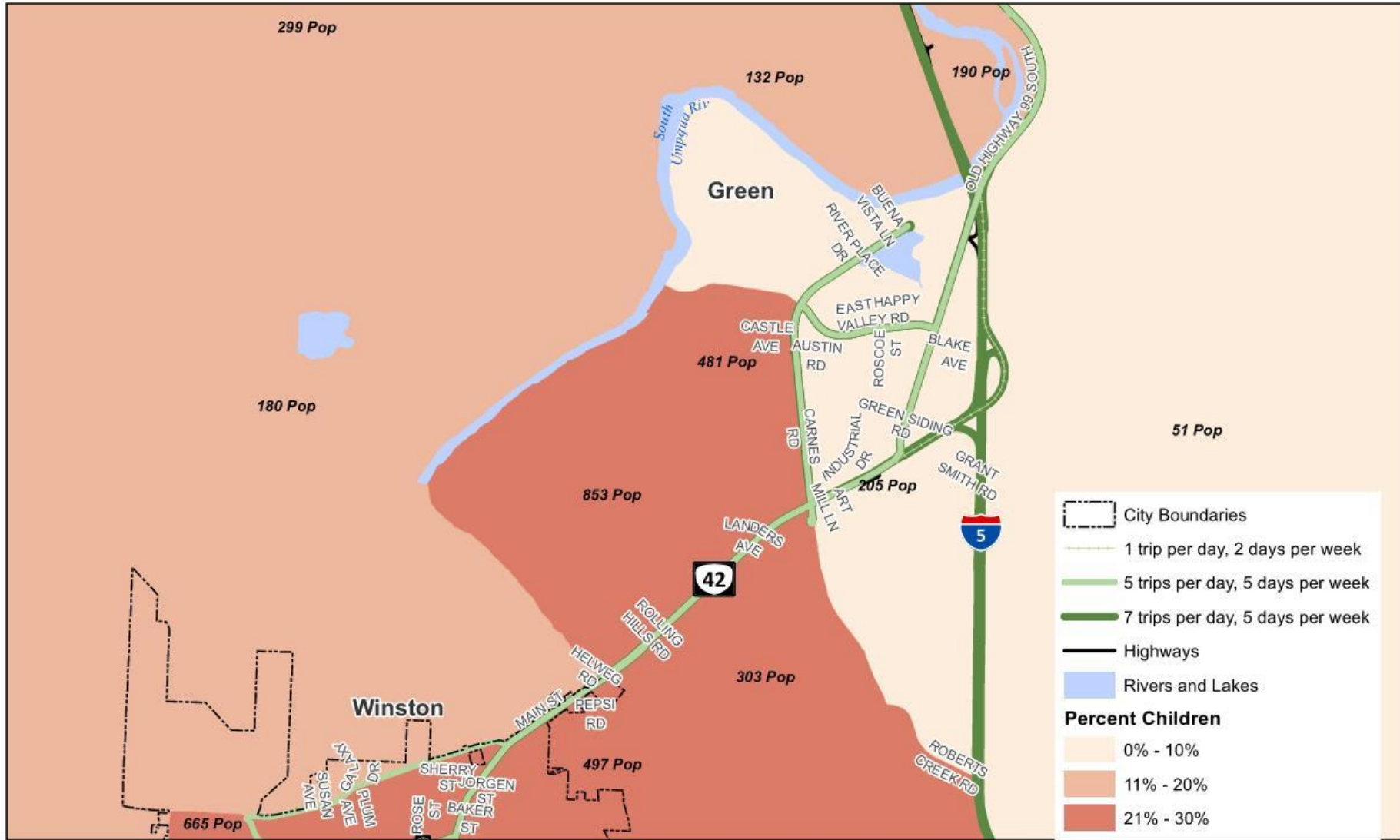


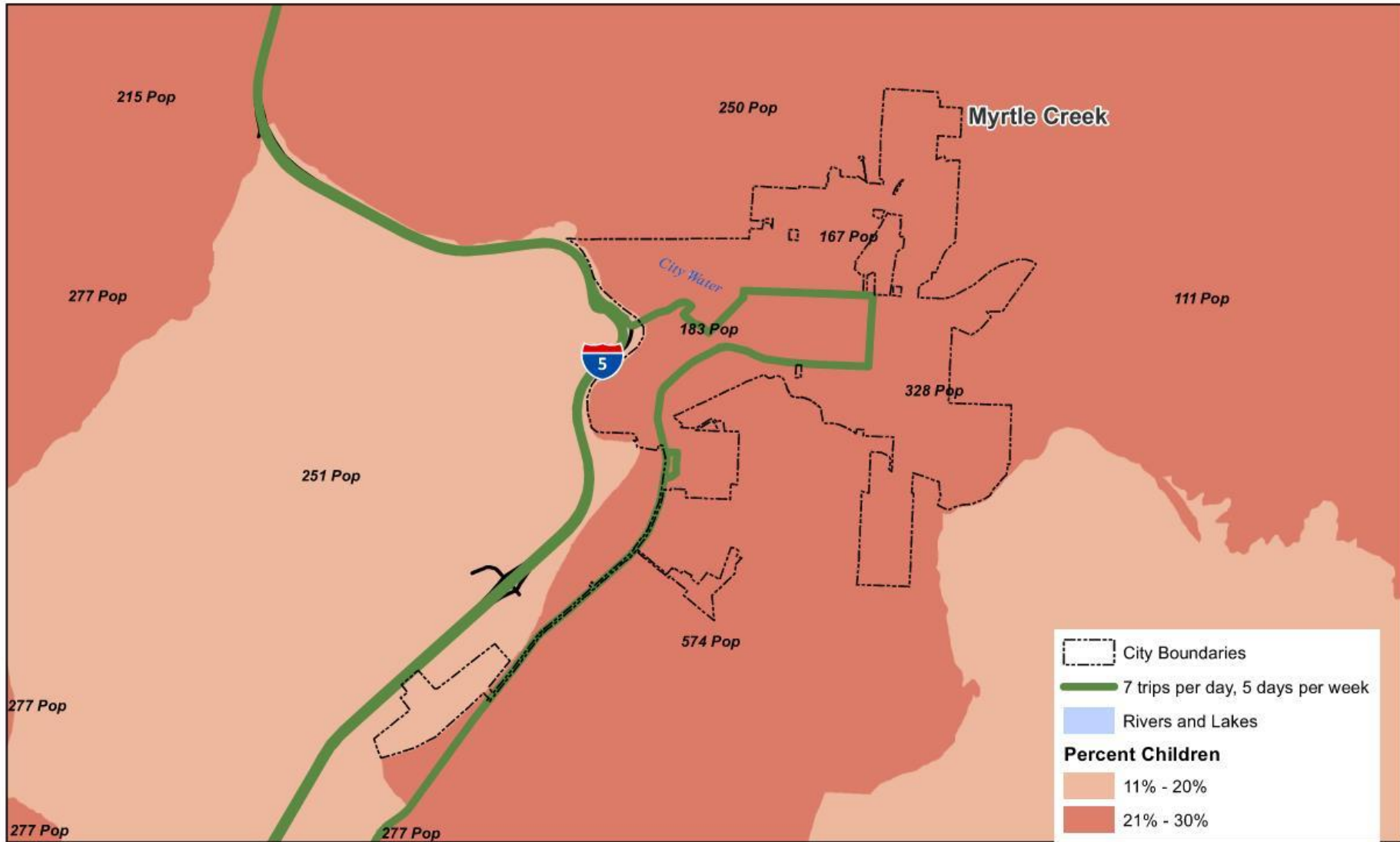


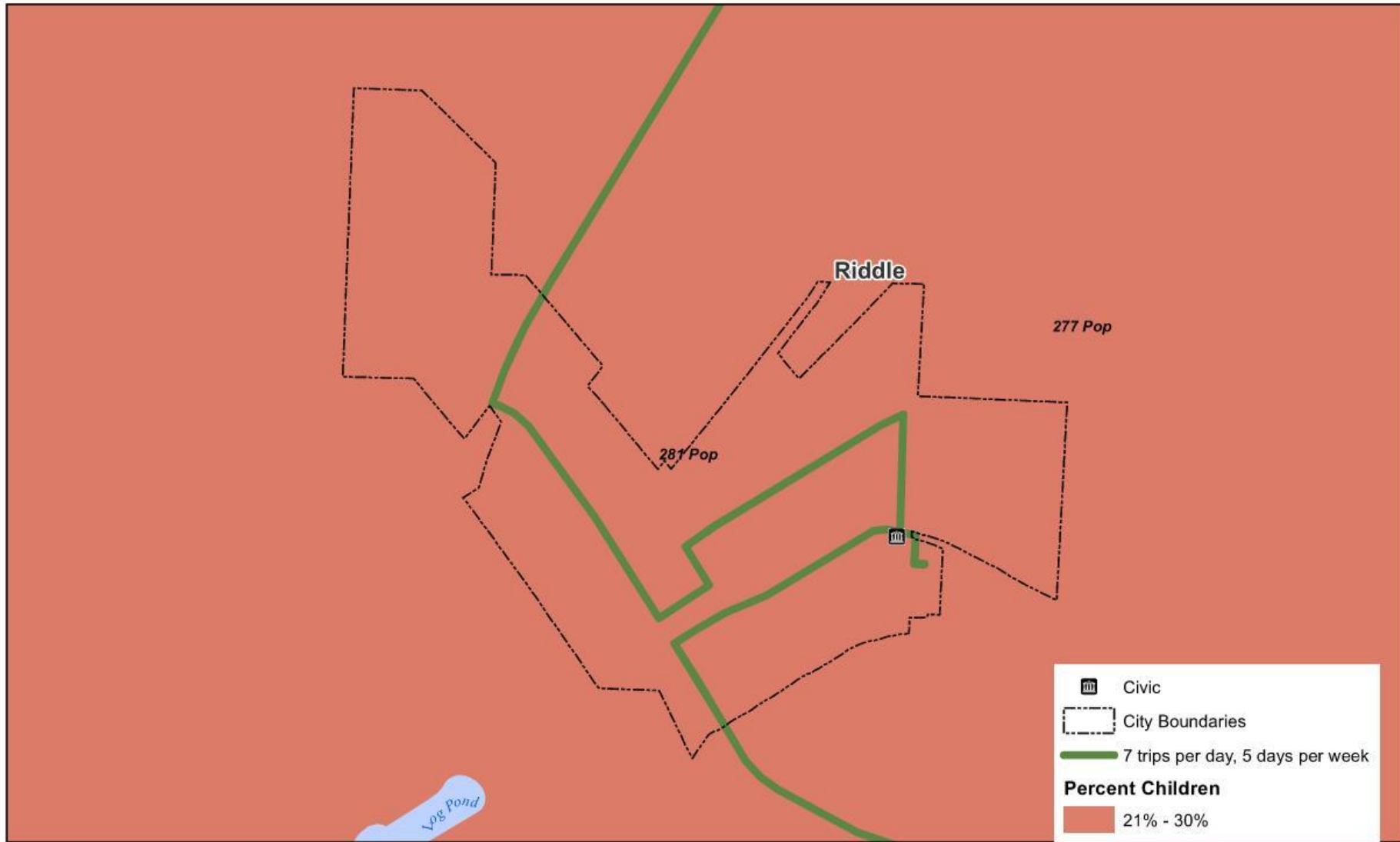


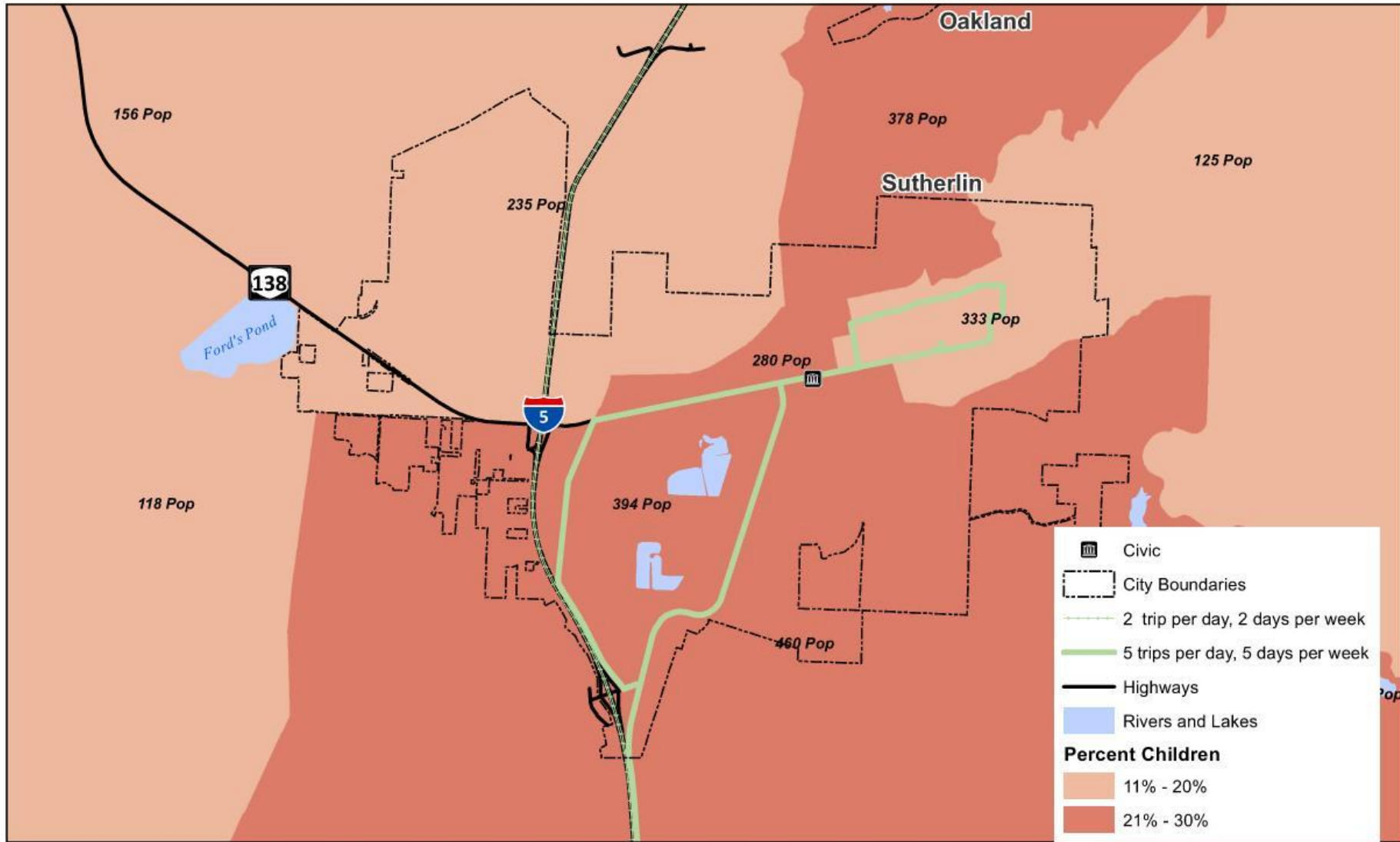




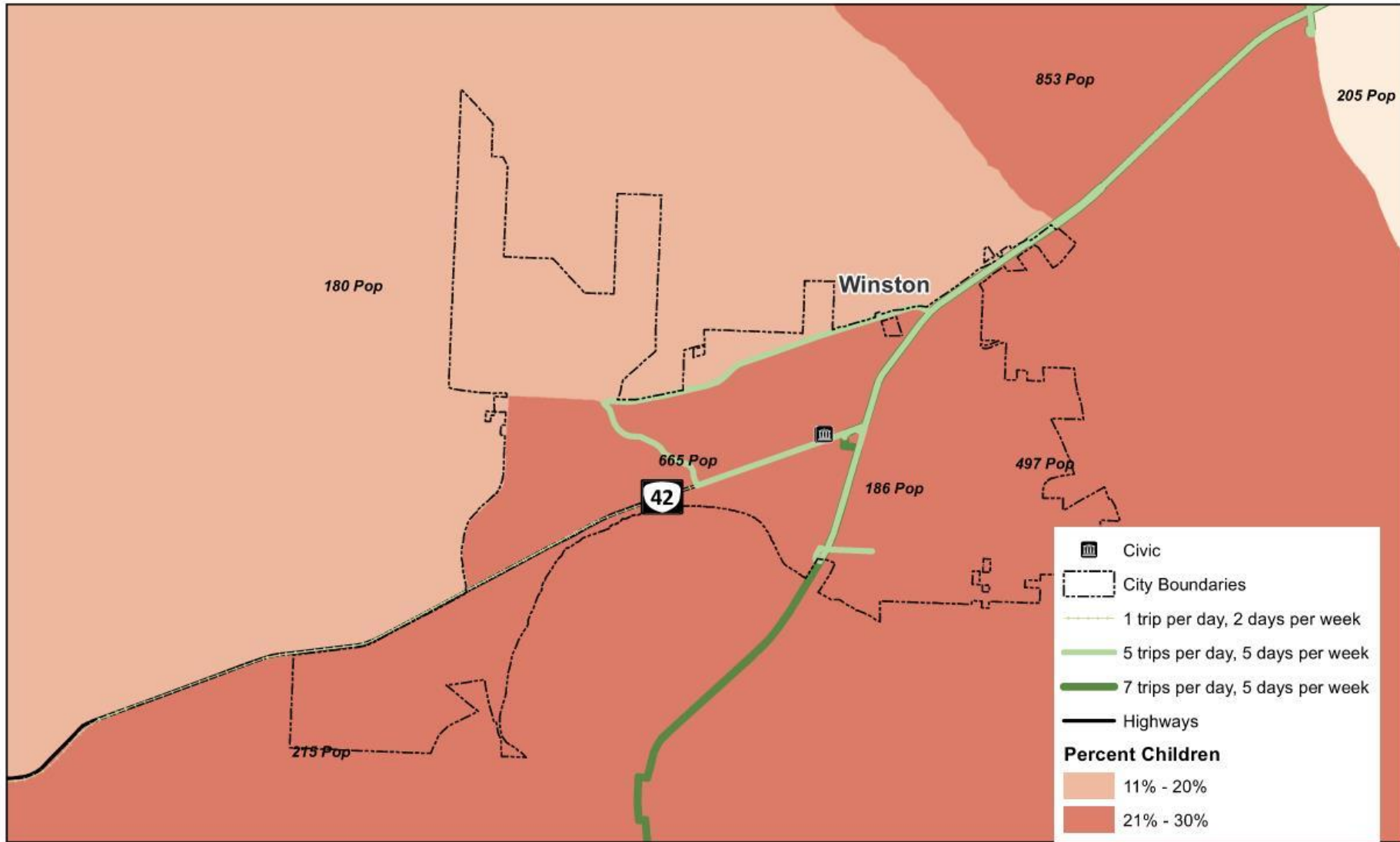


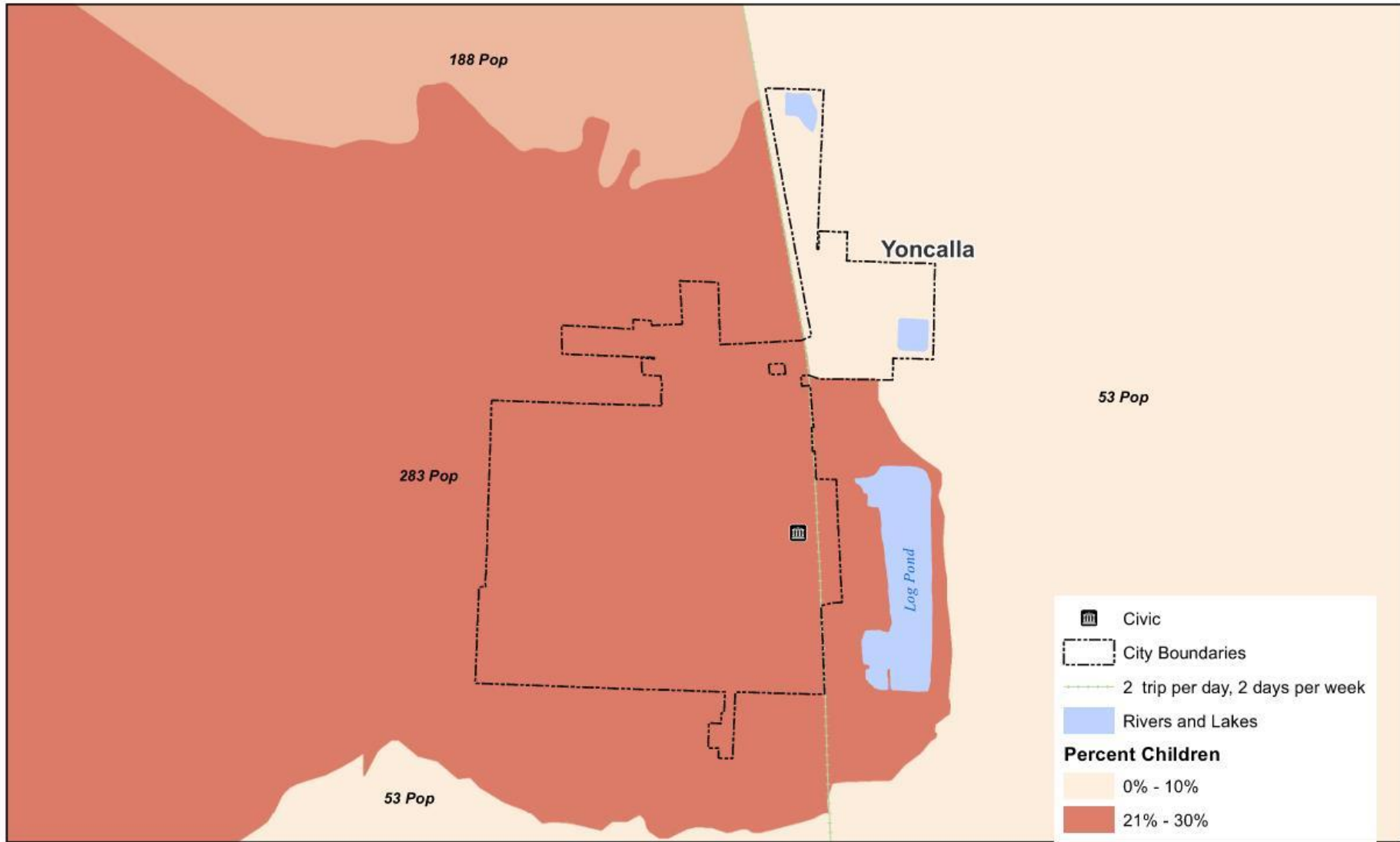






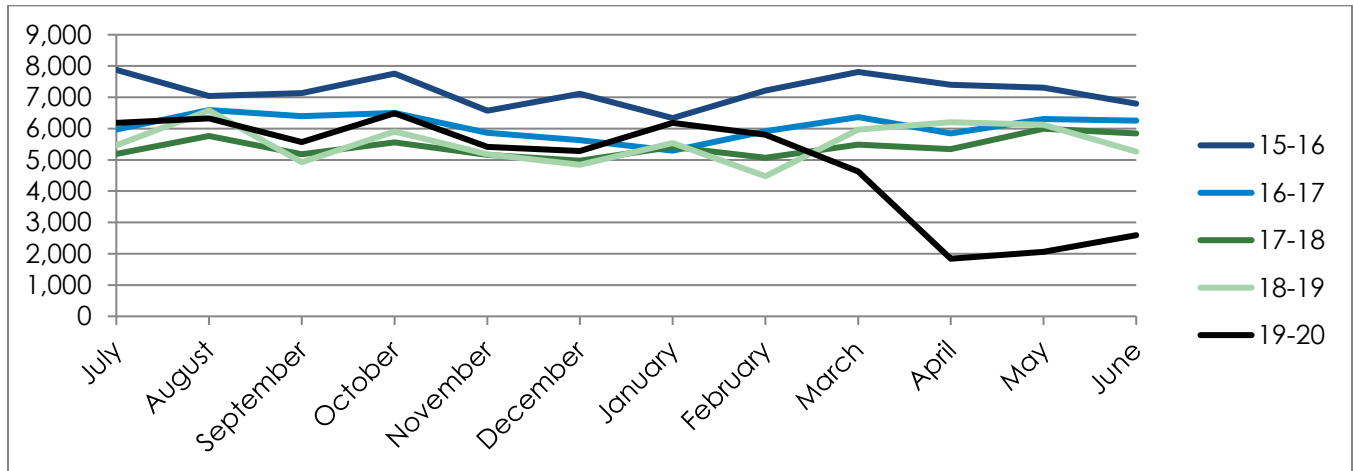




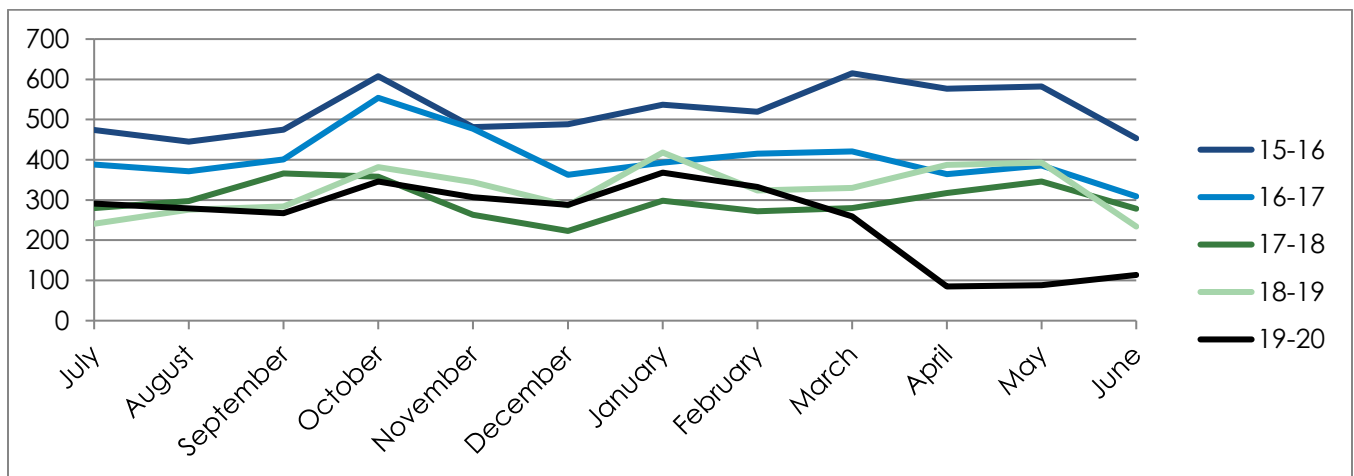


Appendix B.  
Ridership by Community

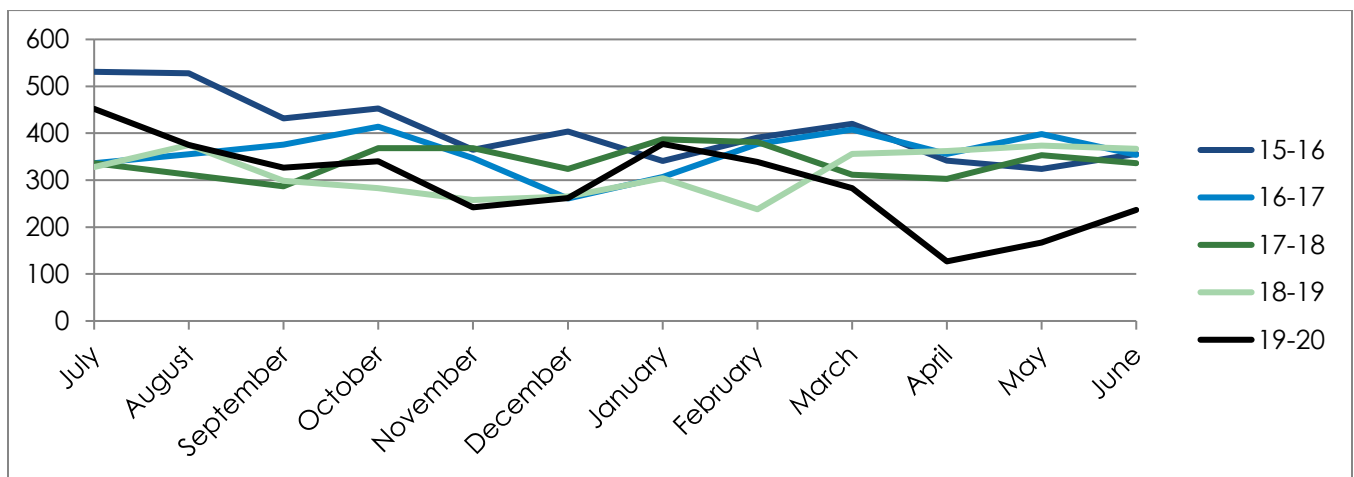
**Figure 36. Roseburg Monthly Rides by Year**



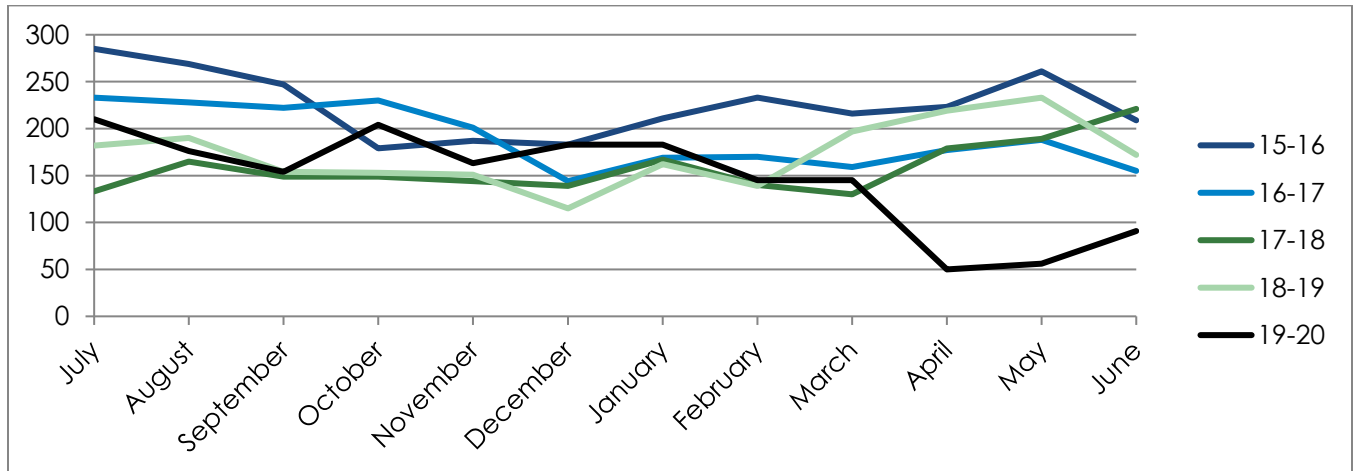
**Figure 37. Sutherlin Monthly Rides by Year**



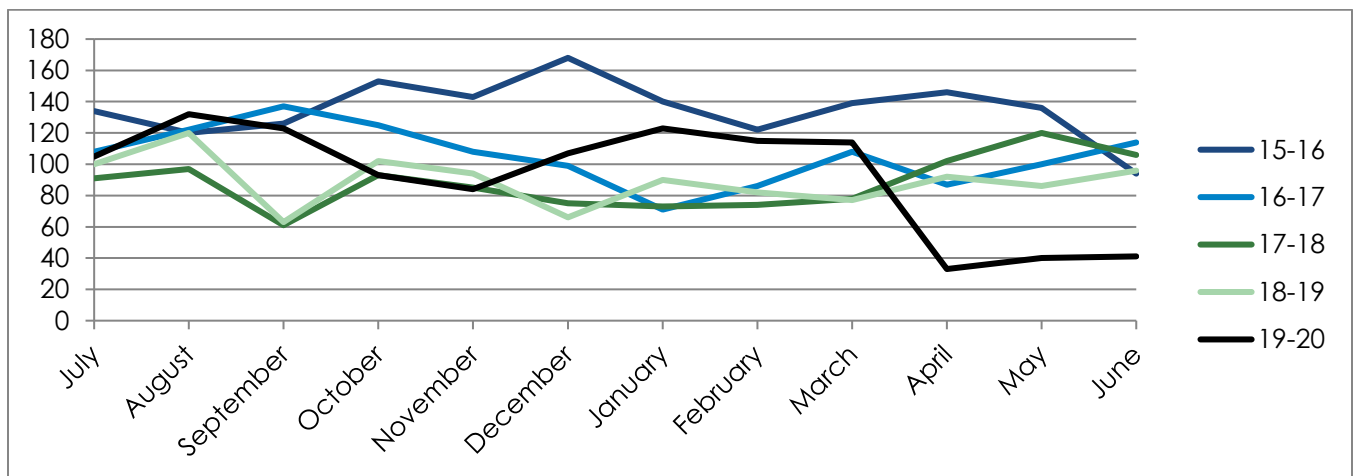
**Figure 38. Winston Monthly Rides by Year**



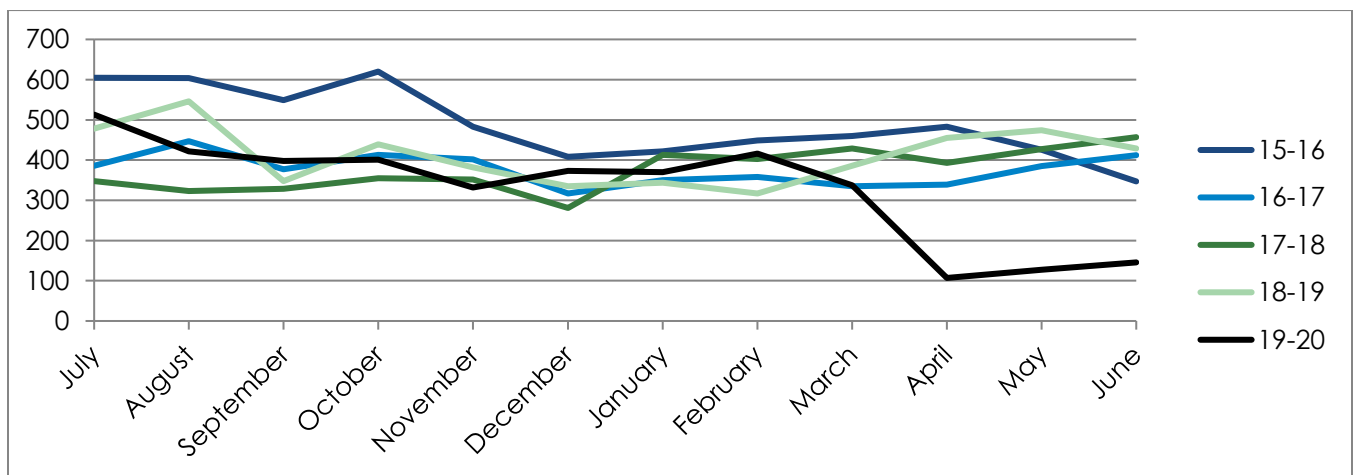
**Figure 39. Canyonville Monthly Rides by Year**



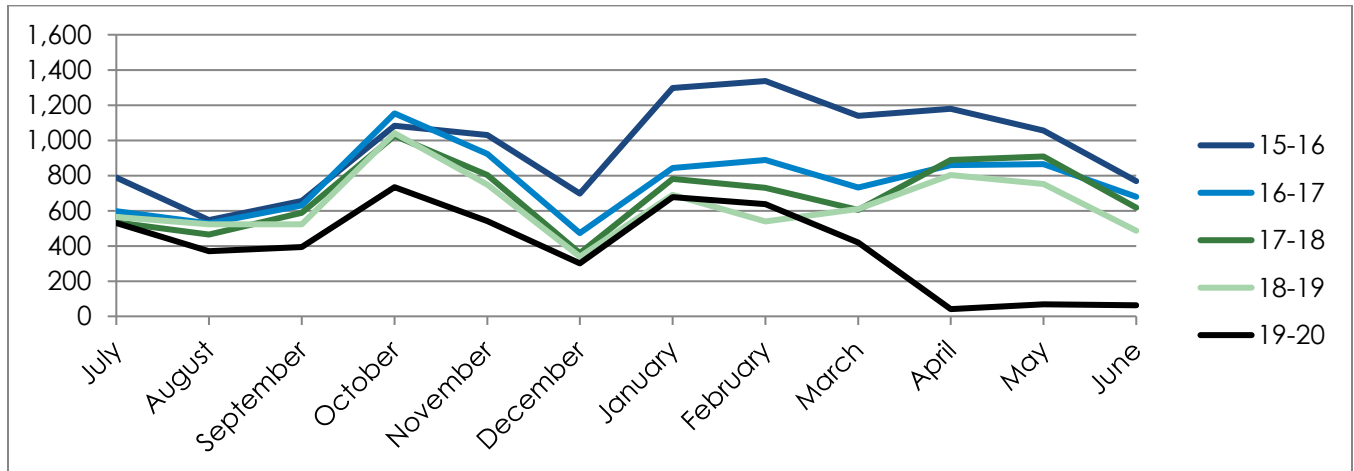
**Figure 40. Riddle Monthly Rides by Year**



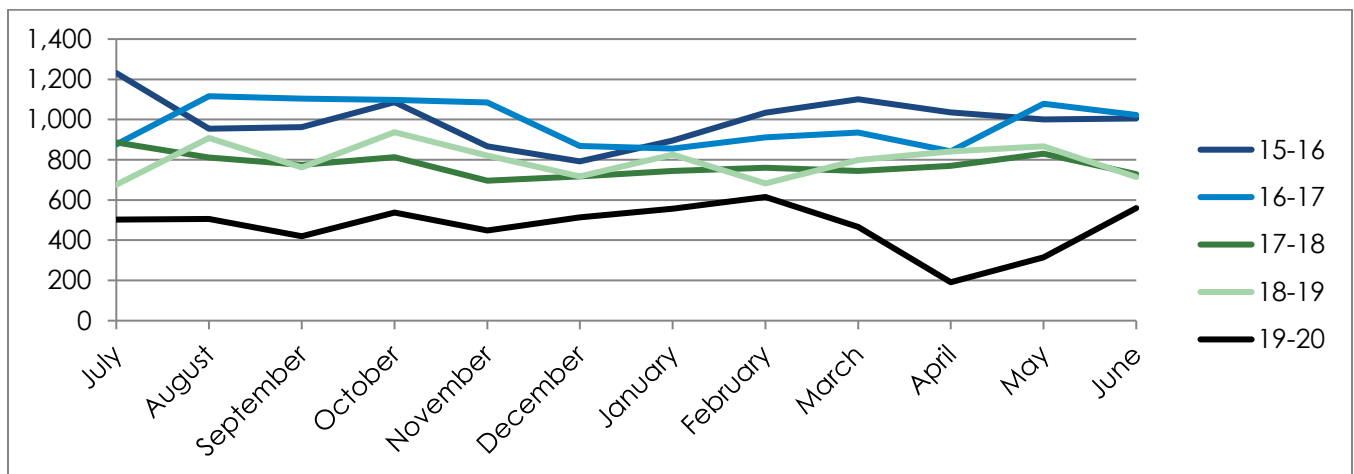
**Figure 41. Myrtle Creek Monthly Rides by Year**



**Figure 42. UCC Monthly Rides by Year**



**Figure 43. County Monthly Rides by Year**





Appendix C.  
TCRP Report 161 Inputs and Outputs

Appendix D.  
Onboard Survey Summary

Appendix E.  
Online Survey Summary

Appendix F.  
Driver Survey Summary

Appendix G.  
Stakeholder Interview Summary