

City of Florence

Community

Transit Plan



Prepared for the
City of Florence

Prepared by
Lane Council of Governments

December 2000

Acknowledgements

The Florence Community Transit Plan was prepared through the combined efforts of City staff and dedicated members of the Florence community. The plan was funded by the Oregon Department of Transportation (ODOT) Public Transit Division to help address technical issues concerning local transportation needs. Technical guidance and information for the plan were provided by a project Steering Committee. Without their volunteer support this plan would not have been possible.

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Chapter One

Introduction

Plan Overview

This report presents a plan for providing transportation services in Florence and surrounding communities. At the discretion of the City of Florence, this community transit plan (CTP) can serve as a refinement to the transit element for the city's transportation system plan (TSP). The CTP provides a ten-year vision for future development of public transportation services. Specifically, the CTP will:

- Identify existing transportation services,
- Identify and assess public transportation and specialized transit needs (specifically for older people and people with disabilities),
- Recommend a transit service and implementation plan that contains suggestions for alternative financing strategies, and
- Present policies and long-term strategies for guiding the development of transit services.

While the transit plan can serve to refine the city's TSP, it focuses on finding short-term solutions to meet immediate service needs and regulatory requirements as well as setting out a long-range plan for transit services as desired by the Florence community.

Plan Context

The CTP is funded through the Oregon Department of Transportation's (ODOT) Public Transit Division to help address technical issues that concern local transportation needs. Changes in the regulatory environment, the growing complexity of utilizing various funding sources, and the need for direction from the community on prospective long-range goals for transit drive the planning process.

The Lane Council of Governments (LCOG) has long been involved in a variety of traditional transportation planning activities. Since 1985 LCOG, acting on behalf of Lane Transit District (LTD), has also served as the managing agent for funds awarded through the State's Special Transportation Fund for the Elderly and Disabled (STF).¹ The CTP is an extension of LCOG's work in this arena.

¹ The Special Transportation Fund (STF) was created in 1985 by the Oregon Legislature to provide transportation services to Oregon residents who are elderly or have disabilities. In 1989, the legislature adopted an increase in the cigarette tax; the source of revenue dedicated to STF. Per ORS 391.810, the designated governing body is a mass transit district, transportation district, or a county in which no part of a mass transit district of transportation district is located.

Florence has faced many challenges in maintaining a stable, viable public transportation service; in large part, due to the lack of adequate resources. In 1986, the Florence Area Council on Transportation (FACT) became the designated transportation provider in the area. LCOG contracted with FACT to provide Dial-a-Ride services and leased vehicles to the agency to be used for that purpose. In addition, the City of Florence helped support a local taxi voucher program, primarily as the sponsor of federal grant applications.

After ten years in operation, LCOG discontinued its work with FACT due to contract default. The lack of adequate service left Florence with a fragmented public transportation system. To meet the community's needs, an interim plan was put into effect to utilize the services of the local private taxi operator. LCOG contracts with the taxi provider for services that operate in the Florence area designed to meet some of the transportation needs of people who are elderly, disabled, or have low incomes. The City of Florence's Transportation Advisory Committee (TAC) was created to address some of the concerns regarding the future of public transit and other transportation issues facing their growing retirement community.

Since that time, the City's TAC has acted as overseer by providing assistance to LCOG in managing service contracts that utilize STF designated funds for the Florence area. In 1998, LCOG and the City of Florence established a Memo of Understanding aimed at enhancing coordination of the Florence taxi voucher program and eliminating the duplication of administrative oversight. Bolstered by these coordination efforts, LCOG successfully applied for an increase in federal Section 5311 Small City and Rural Transit Assistance Program grant funding. Along with the receipt of these federal funds comes a new set of guidelines that the program must adopt or it will lose this source of funding.

Given the regulatory issues for receipt of the federal funds, the CTP Steering Committee was faced with the decision to either convert services that limit participation to elderly, disabled, and low-income riders to include the general public, or no longer accept this federal funding and serve elderly and persons with disabilities only by using STF revenue exclusively. The transitioning of the Florence voucher program to a general public transit model is an important aspect of this plan.

The subsidized taxi voucher program has been the community's sole (alternative) mode of service delivery and the service has grown to levels that can not be maintained within available funding. Through the planning process the CTP Steering Committee has been provided the tools to develop transit goals, assess existing services, and determine community needs with the support of current transportation data.

Planning Process

Public involvement is an important component of the CTP. This process includes developing a public involvement strategy, identifying key stakeholders within the community, and formation of and active engagement with the project Steering

Committee. Successful implementation of the project will rely heavily on community support—the ultimate users of potential transit services. Refer to Chapter Four for an outline of the citizen involvement strategy that guides public input on the CTP.

The Steering Committee met regularly (as needed) throughout the planning process to help design, guide, and oversee the project. The Steering Committee was made up of the City's TAC and other stakeholders from the community with an interest in transit. The Steering Committee conducted the initial review of plan documents and forwarded its recommendations to the Florence City Council. Steering Committee meetings were advertised and open to the public.

Plan Organization

The Community Transit Plan is organized into eight chapters and several appendices.

Chapter One: Introduction - This chapter introduces the CTP context and planning process.

Chapter Two: Profile of Study Area - This chapter provides an overview of the CTP study area and describes land use patterns, major activity centers, and trip generators in the study area. Demographics, population, and employment projections are also reviewed.

Chapter Three: Existing Transportation Services - This chapter reviews a variety of transportation providers in the Florence area, including private and non-profit groups and social service providers. A review of peer transit systems is also presented.

Chapter Four: Public Involvement and Survey Results - This chapter describes public involvement strategies used during the CTP planning process. Detailed results from the community transit survey are also presented in this chapter.

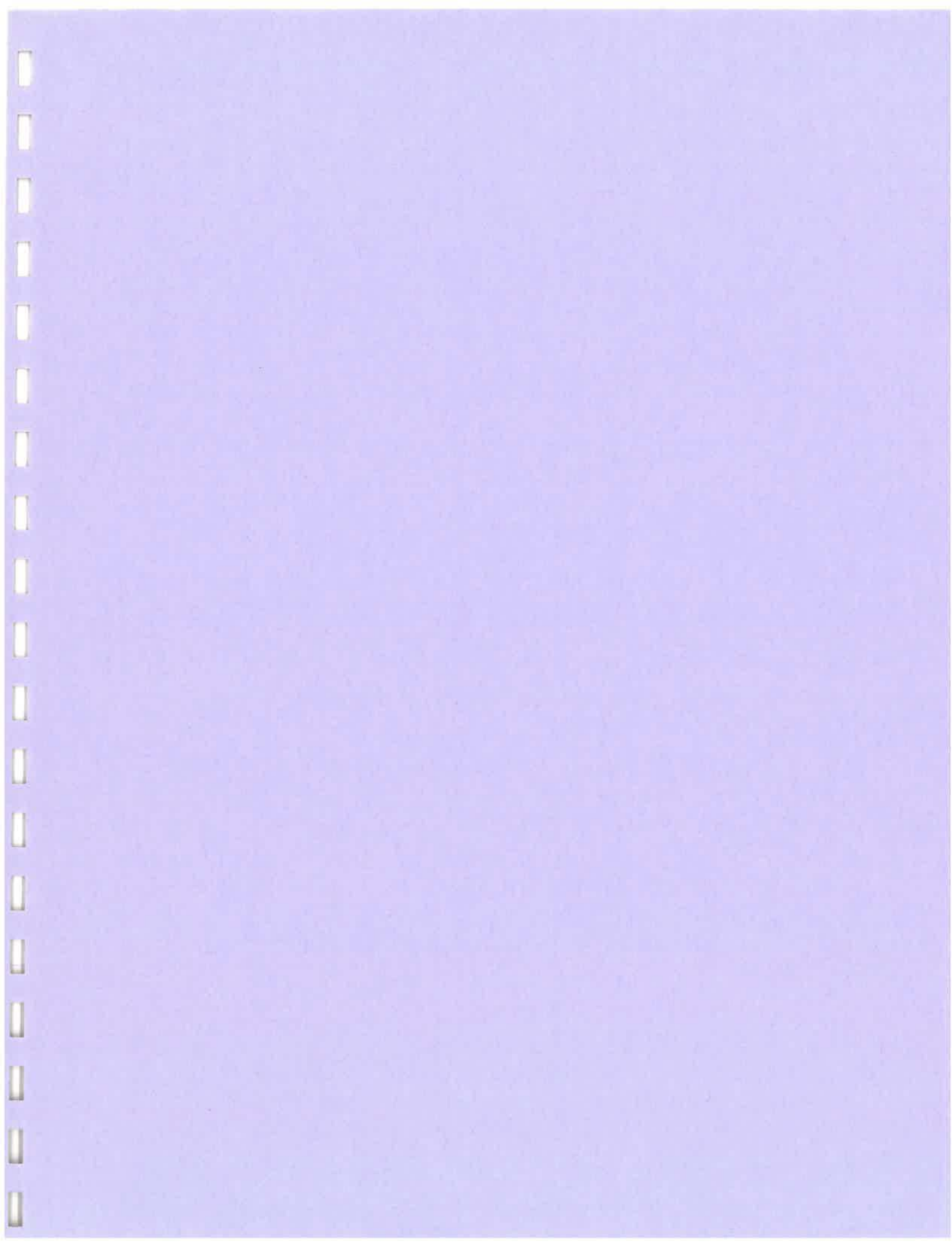
Chapter Five. Needs Analysis and Service Alternatives - This chapter includes a discussion of transit planning needs and issues, and provides a summary of the needs analysis. The chapter also outlines the range of service alternatives that were considered by the project Steering Committee.

Chapter Six. Recommended Service Plan - This chapter lists the community's short- and long-term transit goals, objectives, and recommended strategies for enhancing service. The recommended service design is fully detailed in this chapter, including information on routing and scheduling. Operating budget projections are briefly outlined for the proposed service.

Chapter Seven. Transit Service Implementation Plan - This chapter contains the proposed implementation plan for transit services, including implementation tasks,

timeline, operating policies, and necessary steps to establish a transit management agency.

Chapter Eight. Financing Strategies - Funding opportunities available from a variety of federal, state, and local sources are outlined in this chapter.



Chapter Two

Profile of Study Area

This chapter presents an overview of the Florence study area. It contains information on land use patterns and development, trip attractors and generators, population and employment growth, and planning efforts in the community. The chapter concludes with a summary of important findings and conclusions.

Area Overview

The City of Florence is located on the central Oregon coast approximately 65 miles west of Eugene on Highway 126. The city is situated on the north bank of the Siuslaw River where its port and Old Town are major attractions. The city offers great natural beauty with fairly convenient access to many urban amenities. Highway 101 runs north-south through the community, and in addition to Highway 126, provides state-wide access and vital links with other coastal cities and inland access to the Eugene-Springfield area.

Study Area

To better understand the extent of potential transit demand throughout the Florence area, a project study area was established. The project study area is depicted in Map 1 and shows the existing roadway system and points of interest. The Oregon Department of Transportation (ODOT), Lane County, and the cities of Florence and Dunes City operate and maintain roadways within the study area.

Generally, the study area is defined based on service territories covered by existing transportation and human service programs. The area is similar in size to the service territory of River Cities Taxi, a private company that operates a local reduced fare or voucher program. These geographic areas represent locations where future transit customers may reside and provide a starting point from which to base future service decisions. The study area does not necessarily define areas that will receive service through the recommended transit plan.

The study area encompasses the Florence urban growth boundary (UGB) and Dunes City to the south. This area extends north along Highway 101 to Sutton Lake, and east along Munsel Lake Road to approximately the Heceta Junction; connecting with Heceta Beach Road and Rhododendron Drive to the west. The study area extends south on Highway 101 to the southern extent of Dunes City. Although River Cities Taxi provides occasional medical service trips south to Reedsport (Douglas County), that area was not included in the overall study area due to the long distance and relatively low number of trips provided.

Land Use and Demographics

Land Use Patterns

A strong link exists between land use patterns and transit demand. Higher densities of residential housing, retail centers, and work sites create higher demand for transit services. These relationships are strongest in urban centers, although the same can be said for core areas within

smaller cities like Florence. Florence has 5,422 acres (8.47 square miles) within its UGB, and 3,439 of these acres (5.37 square miles) are located within city limits.

Florence has two general areas where commercial development is occurring: the Bay Street/Old Town area and the Highway 101 corridor. Inside city limits, commercial lands are designated in commercial, highway, mainstreet, professional office/institutional, and waterfront zoning districts. Florence is typified by commercial strip development along Highway 101, which runs north-south through the community. Businesses are located in a relatively linear pattern along both sides of Highway 101. Commercially zoned properties are also found along Highway 126 east to the city limits, and along Ninth Street to Rhododendron Drive. The city's core commercial area is developed primarily south of 21st Street on either side of Highway 101.

Florence's historic Old Town is located at the south end of the city along the Siuslaw River and consists mainly of small businesses, restaurants, and shops catering to seasonal tourists. Commercial activity in the Waterfront District (in Old Town) is the exception to the city's commercial-strip pattern of development. Old Town is one of the city's most valuable assets as a tourist destination, but most new businesses desire to locate on Highway 101 or Highway 126.

The city's primary areas for industrial development are located near the Florence Airport, in the city's 14-acre Airport Business Park, and the 70-acre Pacific View (Kingwood) Business Park. Kingwood Street runs from Ninth Street north through these industrial parks and ends at 35th Street. Land designated limited industrial/commercial allows for construction and development of businesses, as well as supporting accessory commercial uses such as processing, storage, and maintenance. These industrial sites can be accessed from Highway 101 in north Florence until Oak and Spruce Streets are fully developed.

Residential development is occurring to the west and east of Highway 101, along the coast, and at the north end of the city. The city has low-, medium- and high-density residential plan designations. Residential mixed-use development is also allowable within the West Ninth Street area and in the Waterfront zoning district. Housing demand within the Florence UGB was calculated as part of the *Florence Transportation System Plan (TSP)*. The total number of needed housing units in 2020 was calculated at 7,908 units, resulting in a future need for 3,270 housing units.¹ The 2020 housing distribution is projected at 80 percent single-family, detached units (including manufactured dwellings on lots), 19 percent multi-family units (including duplexes), and about 2 percent manufactured dwellings in parks. Recent housing development in the north of the city has generated demand for an additional shopping center and a new Fred Meyer store opened for business in that area in July 2000.

Development in Rural Areas

More than 1,300 existing homes are located in the unincorporated area of the coast north of Florence. The unincorporated rural community of Cushman is located about three miles east of Florence and consists of a general store, a marina, and about 30 homes. State Highway 126 follows the north bank of the Siuslaw River from Florence to Mapleton, then crosses the coast range into Eugene. The *Lane County Rural Comprehensive Plan* provides the potential for as many as 300 more homes north and east of the Florence UGB.

¹ The base number of housing units for this calculation was 4,638 in 1998, based on the Lane County Address Library.

Map 1 -
Study Area

Pacific Ocean

Florence

Highway 101

Darlington Botanical Wayside

Collard Lake

Clear Lake

Murrell Lake

Highway 126

Siuslaw River

Dunes City

Highway 101

Honeyman State Park

-  Florence Senior & Disabled Services (S&DS) Outreach Office
-  Peace Harbor Hospital
-  Florence Area Meal Site
-  Road Network
-  City Limits
-  Urban Growth Boundary
-  Rivers, Lakes, Pacific Ocean

0.5 0 0.5 1 Miles

Map produced by LCOG, August 2000.



About 580 existing homes and a variety of tourist-related businesses are located within the study area in rural areas along Highway 101 on the coast south of the Siuslaw River. Most of these homes are in Glenada, the only unincorporated rural community south of Florence within Lane County. A potential exists for about 85 more homes within the Dunes City UGB.

Population

The population of Florence was 6,865 in 1999. During the 1970s, 1980s, and early 1990s, the annual percentage change in population for the city of Florence outpaced that of Lane County. Growth in Florence has also outpaced that of the state since 1970.

Between 1990 and 1999, the city experienced a 3.2 percent average annual population increase, compared to 1.2 percent for Lane County and 1.7 percent for Oregon. A major factor in this recent growth has been Florence’s retirement population.

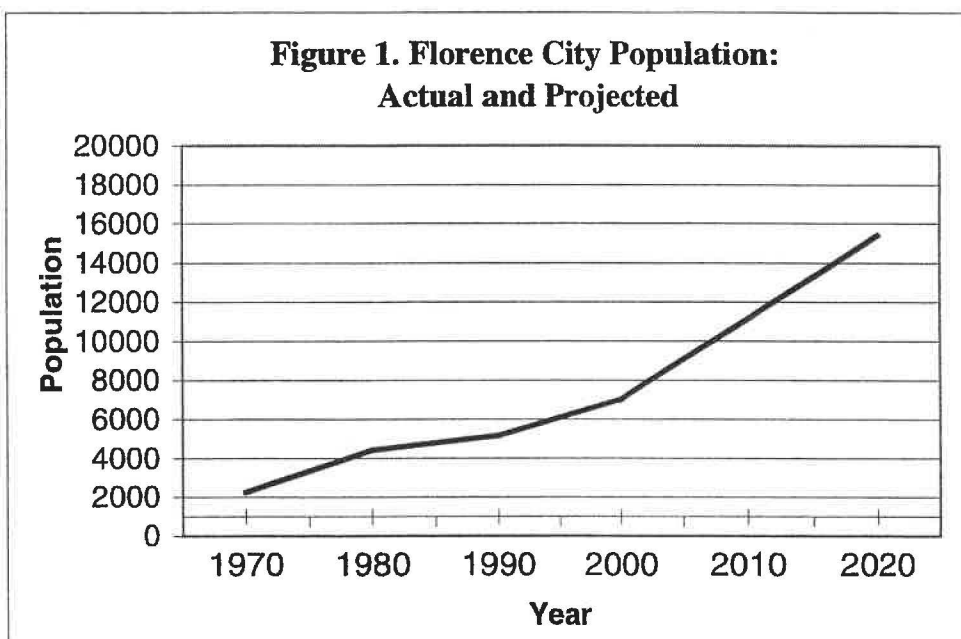
Table 1. Florence City Population: 1970-1999

Year	Number of Persons	Average Annual Increase
1970	2,246	--
1980	4,411	7.0%
1990	5,162	1.6%
1999	6,865	3.2%

Source: 1990 Census Data; Portland State University Estimate (1999).

The majority of population growth from 1980-1990 was a result of in migration of people age 65 and over. However, since 1990, population has grown more evenly across all age groups. Table 1 shows census population figures since 1970 and the most recent (1999) estimate. The population has risen from 2,246 in 1970 to the estimated 6,865 in 1999. The average population density within the UGB is 1,249 persons per square mile.

Figure 1. Florence City Population: Actual and Projected



The Florence TSP projects a population of 15,400 in the year 2020. This projection uses a 3 percent annual average growth rate for the Florence UGB and is consistent with work in progress on the Periodic Review of the *Florence Comprehensive Plan*. The *Comprehensive Plan* update projects a population of 13,300 in the year 2015. Actual and projected population has been graphed in Figure 1. Florence is currently below the 10,000 population threshold known to be necessary to sustain fixed-route transit services. However, if growth trends continue, the city is likely to reach this population by the year 2010 or shortly thereafter.

Employment

Florence has experienced strong business growth due to retirement activities and tourism. However, these newer employment opportunities do not pay as well as jobs in the timber and fishing industries that are in severe decline. The tourist industry is increasingly important to the Florence area economy. Future employment opportunities are also in secondary wood products and export-oriented production. There are several small manufacturing firms operating in Florence and the City is working to attract additional industrial manufacturers to the Florence Business Center (located near the airport) and another 70 acres off Kingwood Avenue. Florence also has opportunities to attract firms that serve the larger high-tech companies in Eugene-Springfield.

Florence businesses employed an estimated 3,030 people in 1996. Employment projections were developed for the Florence UGB as part of the City’s TSP. These projections were based on a 20-year planning period (to 2020). The TSP assumed a 3.5 percent annual average growth rate and applied this to the actual 1996 employment of 3,030.² This resulted in a 2020 projected employment of 6,538. As shown in Table 2, projections yield growth of 3,507 new jobs between 1996 and 2020.

Table 2. Florence Projected Employment: 1996-2020

Industrial Sector	Number of Employees
Industrial	500
Retail	1,262
Finance, Insurance, and Real Estate	345
Services, Government	1,250
Education	150
Total	3,507

Source: Florence TSP, 2000.

In 1990, the unemployment rate in Florence was higher than the state as whole. According to the U.S. Census, Florence had 6.8 percent unemployment, compared with 6.2 percent state-wide. However, the city’s unemployment rate was lower than Lane County’s rate of 7.1 percent, up from 5.4 percent in 1998. If Florence’s unemployment rate is consistent with its 1990 relationship to Lane County’s rate, the 1998 unemployment rate in Florence will be 5.2 percent.

² The TSP projections are consistent with the update to the Florence Comprehensive Plan, which assumes a 3.5% annual average growth rate within the UGB for employment between 1994 and 2015. (City of Florence Periodic Review Work Task, *Urban Growth Boundary Study and Report*, June 30, 1997, page 8).

A review of 1990 economic data from the U.S. Census shows Florence has a relatively high percentage of people below the poverty level (20 percent). In comparison, Lane County's poverty rate was just under 15 percent, while the rate for Oregon as whole was about 13 percent. In this same year the poverty rate for Florence residents 65 years of age and older was 9 percent as compared to a rate of 35 percent for residents under 18 years of age.

Age Distribution and Disability Status

Retirees play a large role in Florence's community and economic life. Table 3 shows Florence age distribution by number of persons in various age categories. A review of these data confirms a sizable percentage of Florence residents are seniors, particularly people in the 60-69 and 70-79 age groups. These data show that 1,898 (37 percent) of residents were over 60 years of age in 1990.

Table 3. Florence Age Distribution (1990)

Age Category	Number of Persons	Percentage of Total Population
under 10	639	12.4
10-19	540	10.5
20-29	496	9.6
30-39	624	12.1
40-49	481	9.3
50-59	484	9.4
60-69	848	16.4
70-79	750	14.5
80+	300	5.8
Total	5,162	100

Source: 1990 Census Data

Disability status was reviewed, as were arrangements for Florence residents who were not in assisted living facilities or other group quarters (Table 4). Data show that about 16 percent of persons 16-64 years of age had some form of work disability. As can be expected, there are higher percentages of seniors in the community 65 years of age or older who have mobility or self-care limitations. Twenty-one percent of all non-institutionalized residents have some form of self-care or mobility limitation. In 1998, there were 47 legally blind residents in the Florence zip code area according to the Oregon State Commission for the Blind. These figures are significant as seniors and persons with disabilities are highly dependent on transit-related services.

Table 4. Florence Disability Status

	With a Work Disability	With a Mobility or Self-Care limitation	With a Mobility Limitation	With a Self-Care Limitation
Percentage of non-institutional persons 16 - 64	15.8	6.3	2.4	5.3
Percentage of non-institutional persons 65+	NA	14.6	10.5	10.6

Source: 1990 U.S. Census Data

Activity Centers and Trip Generators

In addition to identifying land use patterns, and population and employment trends, it is also important to identify major trip generators and activity centers within the study area. Certain activity centers such as hospitals, schools, and major shopping and employment centers, tend to produce comparatively high levels of transit demand for employees and customers. Major activity centers are locations that can provide enough potential ridership to support local transit service. Important activity centers in the Florence area are reviewed below.

Commercial and Retail Centers

Florence has several large commercial and retail centers that are frequent destinations for area residents. Major shopping centers include Safeway, Thriftway (Dunes Village Center), Fred Meyer, Bi-Mart, and the Emporium Center—all located along the Highway 101 corridor. These businesses are also major employers in Florence. The new Fred Meyer is one the area's top employers and a community draw. This new shopping center is located at the far north end of town, near Munsel Lake Road and will increase the number of north-south trips taken along the Highway 101 corridor. The Florence Business Center is home to several small manufacturers and is adjacent to the airport. The city anticipates future growth at this business center. Peace Harbor Hospital is a community anchor and employs upwards of 300 people. The restaurants and small shops in Old Town are a natural draw for locals and visitors alike.

Residential Centers

Residential centers in Florence are diverse and include gated communities, retirement centers, and apartment complexes. Greentrees, Florentine Estates, and Coastal Village are gated communities largely populated by seniors. These neighborhoods differ primarily by their type of housing stock and average income of residents. As a retirement community, Florence has several large retirement and assisted living centers including Shorewood, Spruce Point, and the Siuslaw Care Center. These facilities are major employers and provide homes for hundreds of people. Other larger housing sites include the Munsel Lake Apartments and Siuslaw Dunes in north Florence. Retirement centers are naturally important targets when developing future transit services.

Public Facilities and Community Centers

The Peace Harbor Hospital is a major trip generator, as are the clinic and other medical facilities located along West Ninth Street. The Florence post office and the Justice Center are also located

along West Ninth Street. The Florence Events Center is a popular venue for local events, as well as for conferences that bring people from outside the community. Lane Community College enjoys exceptional enrollment at its campus in north Florence. School District 97J has several schools within the Florence city limits: Siuslaw High School, Siuslaw Middle School, and Rhododendron Elementary School. The School District is one of the largest employers in the Florence area.

Parks and Recreation

Oregon's central coast is a major tourist attraction with its exquisite natural beauty and abundance of recreation opportunities. Highway 101 through Florence is designated as a Pacific Coast Scenic Byway and provides a popular north-south route for tens of thousands of travelers each year. Recreation destinations north of Florence include the Dunes and Lily Lake Overlooks, Baker Beach Access/Oregon Horse Trail, Sutton Recreation Area, and Darlingtonia Botanical Garden Wayside. Two major destinations just south of Florence include the Oregon Dunes National Recreation Area (ODNRA), and Jessie M. Honeyman Memorial State Park. The ODNRA is located along 40 miles of coast between Florence and North Bend, and constitutes one of the largest expanses of coastal sand dunes in the world. Honeyman Memorial State Park is a popular destination with its multitude of recreation activities and is rated as Oregon's most visited state park.

Other contributing features to the area include the Florence Old Town and newly constructed boardwalk at the Port of Siuslaw. In conjunction with the Siuslaw River estuary, the historic Siuslaw River Bridge and developments along the river bank in Old Town reflect a rich history and are a draw for tourists. The Siuslaw Pioneer Museum is located just south of the Siuslaw River Bridge in Glenada. The city's Rhododendron Festival, and the Chowder and Blues Festival are popular annual events that encourage tourism in the Florence area.

Recent Planning Efforts

Florence is actively planning for its future. Public transportation needs and issues have been identified through several recent planning efforts.

Comprehensive Plan Updates

Florence is currently undergoing Periodic Review, a state-mandated planning process that will result in a *Comprehensive Plan* update. The *Comprehensive Plan* revision process, called *Realization 2020*, is an effort to guide growth management within the UGB over the next 20 years. Work on the update will amend the 1988 *Comprehensive Plan* and its goals and policies. Amendments will also implement changes to the Florence zoning code and map. Work tasks for the update call for review of policies that affect public transportation and identification of opportunities for increasing public transportation alternatives, including transportation within the Florence area and between Florence and Eugene.

The City is completing work on its TSP of which this transit plan can be incorporated by reference.³ The TSP satisfies statewide Planning Goal 12 and guides the movement of people and goods within and surrounding Florence over the next 20 years, and is adopted as part of the *Comprehensive Plan*. The TSP includes modal plans for roadways, pedestrian and bicycle circulation, and transit services. Mobility, circulation, and safety goals identified in the TSP include: 1) development of a transportation system to facilitate all travel modes and 2) provision of mobility to the transportation disadvantaged.

Strategic Planning

In March 1998, a core group of community residents participated in the Greater Florence Area Strategic Plan. The purpose of the strategic planning process was to create a vision for Florence in the year 2020. This vision would serve as a framework for strategic decisions about the City's future. As part of the plan, a community assessment was conducted, strengths were identified that make Florence a good place to do business, as well as live, work, and recreate. These findings serve as a basis for achieving the community's strategic vision. Relevant strengths identified in the assessment included:

- The retirement industry is perhaps the primary source of economic growth and stability for Florence,
- Tourism represents a second economic anchor, and
- The Peace Harbor Hospital serves as both an economic and community anchor for Florence.

Community weaknesses were also identified that reflect conditions that may realistically limit the extent or speed with which a local strategic vision can be realized. Issues to note included:

- Florence is not yet large enough to support the full range of services desired by retirees and elderly residents;
- Traffic volumes on Florence roadways may be increasing faster than the ability to provide traffic capacity; and
- Public transportation is inadequate to serve the needs of the transit dependent population, particularly elderly residents.

State Highways

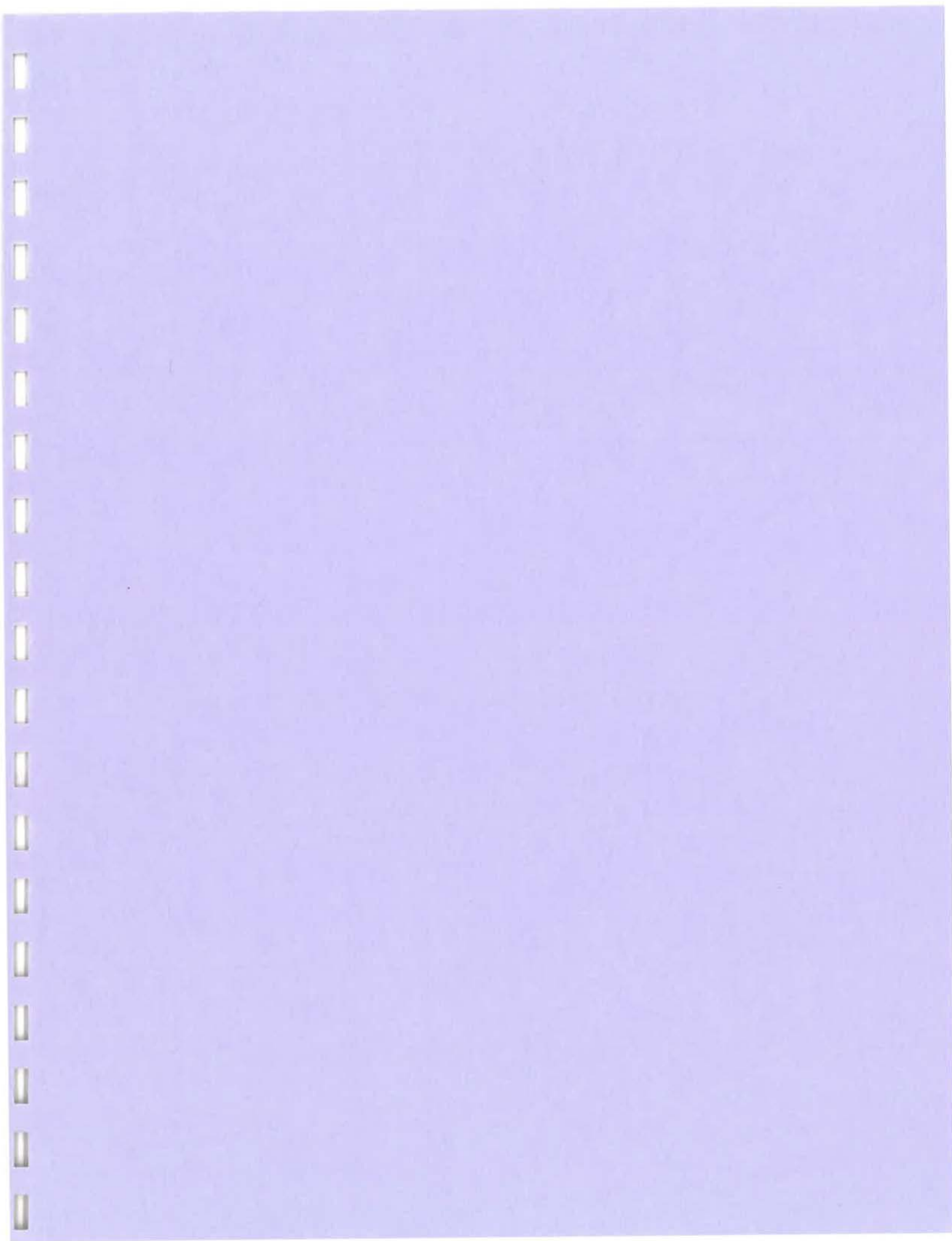
A *Pacific Coast Scenic Byway Corridor Management Plan* was completed in 1997 and includes an assessment of Highway 101, which passes through the Florence area. The plan was completed to guide ODOT in maintaining and enhancing U.S. 101 and its right-of-way as a scenic byway. For the Florence area, the plan recommends investigation of a parallel circulation system to reduce local travel demand on Highway 101 and identification of ways to improve transit and paratransit services.⁴ The City will also have a role in the Highway 126 West Corridor Study that is now underway. This ODOT-funded project will develop a corridor improvement and management strategy for the entire length of the Highway 126 from Florence to Eugene.

³ TSPs are a requirement of the state Transportation Planning Rule (OAR 660-12-010) and satisfies Statewide Planning Goal 12, Transportation. Refer to Appendix G for more information on the regulatory framework guiding transportation and public transit planning in Oregon.

⁴ Paratransit involves specialized transportation services for persons unable to access traditional forms of transit.

Key Findings

- The population of Florence is estimated at 6,865 and is projected to grow at a 3 percent annual rate. Florence is below the 10,000 population threshold that is necessary to sustain fixed-route transit services, but the city is likely to reach this level of population by 2010.
- Projected population growth in Florence over the next ten years is sufficient to sustain a local transit system. Even if actual population growth is lower than projected, there are still enough major activity centers and trip generators in the area to support transit.
- The senior-aged population remains an important and influential part of the Florence community. Data from the latest U.S. Census (1990) indicate about 37 percent of the city's population is over the age of 60.
- Florence is the primary economic center on Oregon's central coast. Residents throughout western Lane County, including Dunes City, Glenada, Mapleton, Swisshome, and Deadwood rely on the city for their commercial needs and employment.
- There are several activity centers and trip generators in the Florence area, including shopping centers along the Highway 101 corridor, Peace Harbor Hospital, retirement communities, local schools, and coastal park and recreation areas north and south of the city. Servicing these important destinations should be a primary focus for future transit.
- Public transit has been identified as an important transportation alternative and community development tool through several recent planning efforts.



Chapter Three

Existing Transportation Services

This chapter presents an overview of transportation services in the Florence area. The chapter outlines three general sectors in the community through which transportation is being provided: private transportation operators, non-profit groups and social service agencies, and nursing homes and assisted living facilities. A detailed review of the Florence taxi voucher program is also provided.

Transportation Providers

Private Transportation Operators

River Cities Taxi

Service type: Door-to-door, primarily individual trips with some group trips.

River Cities Taxi (RCT) is the contractor for the Florence Taxi Voucher Program and offers a \$3.00 reduction on a one-way taxi ride to people who are older, have disabilities or are low income. Eligibility is handled through Lane Council of Governments' (LCOG) Senior & Disabled Services' (S&DS) Florence Outreach Office. RCT operates its private taxi service, provides rides for school district 97J group trips for children with learning disabilities, and is an authorized provider for the Oregon Medical Assistance Program (OMAP) (providing rides for people who receive services through the Medicaid program). Through their agreement with LCOG, RCT operates group trips to and from the Senior Group meal site as well as the discounted taxi voucher rides. RCT provides limited service to areas outside the Florence city limits, including the Munsel Lake area and Dunes City.

Rides through the voucher program are made available through cooperation with the taxi operator, the City of Florence, LCOG, and state and federal funding. Funds are pooled so as to provide a \$3.00 discount per trip. Senior citizens, persons with disabilities, those affiliated with a local human service agency, and people with low incomes are currently eligible to receive vouchers. Taxi vouchers are distributed for a three-month period on an *as available* basis, based on estimated ride needs and availability of funding.

In the past, a fixed rate per one-way trip was established for rides within the Florence city limits, as established by contract between RCT and LCOG. As of October 1, 2000, the fixed rate was eliminated and a per mile rate using the taxi fare of \$2.50 of pick up and \$2.00 per mile was negotiated. A fixed rate of \$5.00 is currently charged for rides within the Florence city limits. The vouchers reduce the fare by \$3.00 allowing riders to pay \$2.00 per trip for in-town trips. Outside of the city limits, riders are charged a metered fare. Again, the voucher is worth \$3.00 and any cost above that is paid for by the rider. LCOG reimburses RCT on a monthly basis for the cost of the trip minus the \$2.00 one-way fare.

RCT may also be called upon to provide accessible trips that augment the other transit services, as needed, and must have the capability of transporting people who use wheelchairs, meet the City of Florence's taxi code requirements, and the Federal Transit Administration's (FTA) drug and alcohol rules.

RCT has five vehicles in its fleet, and 11 paid staff. RCT provides approximately 1,800-2,000 one-way trips per month in and around the Florence area. Approximately half of these are voucher-eligible trips that serve seniors, people with disabilities, and low-income residents. Many of these trips provide service for LCOG Senior Outreach clientele.

Specific rider groups that utilize the voucher program include a wide range of eligible service programs: Senior Meals, FoodShare, Peace Health Mental Health care, Peace Harbor Hospital, Peace Home Health, Peace Health Association, Oregon Health Plan, Foster Homes Assisted Living, Siuslaw Area Women's Center, residential care facilities, and local churches. People served by the Oregon Commission for the Blind also utilize RCT services. Frequent destinations in the Florence service area include shopping, medical appointments, errands, work, business, and travel connection services. RCT also provides transportation as requested for School District 97J, and assists with transportation for students in Special Education, Looking Glass, and Oregon School for the Deaf programs.

Table 5 details funding resources for RCT transit services from fiscal year 1997-98 to fiscal year 2000-01. Projected revenue and ridership data for fiscal year 2001-02 is provided in Chapter Six. Overall program income has increased over the last three years. Transportation services in Florence had their largest increase in fiscal year 1997 when the program began receiving trip reimbursements through the FTA Section 5311 funds.

Table 5. Four-Year Summary of Transit Funding Resources

	FY2000-01¹	FY1999-00	FY1998-99	FY1997-98
Program Income/Rider Fares	27,000	32,018	11,448	16,363
FTA 5311 Small city and rural assistance and other resources	39,547	38,612	23,223	31,185
Special Transportation Fund	15,900	5,319	11,101	17,582
Total Resources	\$82,447	\$75,949	\$45,772	\$65,130
Percent (%) Change from Previous Year	8.5%	65.9%	-29.7%	276.6% ²
Total One-Way Rides	NA	28,328	13,536	14,053
Total One-Way Rides by Passenger	NA	37,988	18,512	NA
Cost per Ride	NA	\$2.68	\$3.38	\$4.63

¹ FY2000 figures based on projected revenue and actual receipts to date.

² FY1997 was the first year Florence received increased funding support from the FTA Section 5311 program beyond a fixed annual allocation of \$9,000.

After a decrease in funding in FY 1998, funding levels and ridership have increased, and are projected to rise into the future. The City of Florence has also been a financial contributor to transportation services. RCT's latest one-way ridership figures (FY 1999) by user group include seniors: 6,831; low-income/general public: 4,920; persons with disabilities: 2,242. As Section 5311 funds must be used for general public transit, future transit providers will continue to be responsible for tracking ridership in detail. Ridership data is provided in the voucher program data analysis, Appendix D.

Porter Stage Lines

Service type: Commercial, inter-city, fixed-route service; flag-stops available.

Porter Stage Lines provides inter-city bus service on Highway 126 from Eugene to points south on Highway 101 through Florence. According to Porter Stage Lines, the route heading south to Coos Bay is not heavily used. Ridership figures for trips between Florence and Eugene were not available. The bus makes a brief northbound stop at the Florence Chamber of Commerce, 270 Highway 101, if passengers are visible out front and will also make a southbound flag stop at the Sportsman sporting goods store. Porter Stage Lines makes unscheduled flag stops along Highway 126 in Mapleton, Walton, and Veneta, and operates on the following schedule between Florence and Coos Bay, and between Florence and Eugene.

Table 6. Porter Stage Lines Schedule*

7 Days a Week	Southbound	Departs Florence @ 5:45 p.m.	Arrives Reedsport @ 6:15 p.m.
7 Days a Week	Southbound	Departs Reedsport @ 6:15 p.m.	Arrives Coos Bay @ 6:45 p.m.
Mon.-Fri.	Southbound	Departs Florence @ 11:50 a.m.	Arrives Reedsport @ 12:20 p.m.
Mon.-Fri.	Southbound	Departs Reedsport @ 12:20 p.m.	Arrives Coos Bay @ 12:50 p.m.
7 Days a Week	Eastbound	Departs Florence @ 8:20 a.m.	Arrives Eugene @ 9:35 a.m.
Mon.-Fri.	Eastbound	Departs Florence @ 2:20 p.m.	Arrives Eugene @ 3:50 p.m.
7 Days a Week	Westbound	Departs Eugene @ 10:35 a.m.	Arrives Florence @ 11:50 a.m.
Mon.-Fri.	Westbound	Departs Eugene @ 4:30 p.m.	Arrives Florence @ 5:45 p.m.

* Table does not include the northbound schedule from Coos Bay.

Greyhound Bus Lines

Service type: Commercial, inter-city, fixed-route service.

Greyhound Bus Lines provides inter-city trips north and south along the Highway 101 corridor. Buses stop at the main terminal located at 327 Laurel Street in Old Town Florence. Northbound and southbound trips are available twice per day. The northbound route serves Yachats, Waldport, Newport, Lincoln City, north to Astoria. The southbound route makes stops in Reedsport, Coos Bay, Bandon, and locations south along the coast into California.

Greyhound service schedule:

- Northbound: 1:15 p.m.; 2:15 a.m.
- Southbound: 2:15 p.m.; 2:25 a.m.

Non-Profit Groups/Social Service Programs

Friends Of Florence

Service type: Specialized medical (group) trips between Florence and Eugene.

Friends of Florence is a private, non-profit group that provides specialized medical trips from Florence and communities along the Highway 126 corridor to the Willamette Valley Cancer Care Center in Eugene. Service is limited to patients receiving cancer treatment. These treatments were previously conducted at Sacred Heart Medical Center but have been relocated to the current location on Country Club Road to cater to the more specialized treatments necessary for cancer patients. The van service leaves from the Florence Peace Harbor Hospital at 8:30 a.m. each weekday and makes one round trip to Eugene, usually arriving shortly after 10:00 a.m. Immediately following treatments, the van heads back to Florence.

The service averages four riders a day, about 1,500 trips per year. With prior notice from eligible riders, Friends of Florence will make stops along the Highway 126 corridor. Currently, the service makes stops in Mapleton and near Richardson Bridge. Since its inception in May 1985, Friends of Florence has driven over 18,000 vehicle miles. There is no charge for the service and the organization regularly utilizes the efforts of between 18 and 22 volunteers. Operation is possible through contributions from the Cancer Society and through the generosity of the local community.

Community Partnerships and Volunteers: Oregon Department of Human Services, Adult and Family Services

Service type: Door-to-door, primarily individual trips, with some group trips and service to clients from other programs.

The Community Partnerships and Volunteers Program has two primary program areas: Community Development and Volunteer Activity Coordination. Community Development activities involve the life span respite care program, service integration, alternative high school, recruitment and orientation, and placement of volunteers with Department of Human Services (DHS) programs. Volunteer Activity Coordination involves transportation for medical trips, Lunch Buddy and Handy Buddy programs, and the Community Friends program. In fiscal year 1998-99 Adult and Family Services (AFS) spent over \$31,000 for transportation service in the Florence community.

The transportation element of this program provides medical only transportation to Title XIX/Medicaid recipients. Those receiving services are clients of AFS, Services for Children and Families (SCF), Senior & Disabled Services (S&DS), and some Mental Health Department recipients. Between 170 and 215 one-way rides are provided each month to the following groups: 8-22 for AFS clients; 135-195 for S&DS clients; and 12-15 for SCF clients.

Frequent service destinations include Eugene (minimum of two days per week for dialysis and up to five days per week for other medical services); and Coos Bay (three days per week for dialysis). The program is managed by one full-time staff person, while one other .5 FTE staff person (through a jobs training program) provides transportation dispatch services. Between 11 and 15 volunteers regularly provide rides for program clients. After January 1, 2001, the Jobs Plus Program that has helped provide trainees to staff DHS volunteer programs for transportation services will no longer be available.

Transportation is provided using one of two state-owned vehicles (one van/one car) as well as private vehicles that belong to volunteer drivers. Volunteers receive a mileage reimbursement for their services. The primary service area is western Lane County, along with some Douglas County service (Reedsport). There is increasing service demand for people needing transportation to medical and dialysis appointments.

Senior Companion Program

Service type: Door-to-door service for S&DS Outreach clientele.

The Senior Companion Program is another volunteer-based service that operates throughout Lane County and is administered through Lane Community College (LCC). In Florence, LCOG's Senior Outreach Office serves as the local volunteer station. Volunteers provide transportation to medical appointments, nutrition sites, shopping, and other errands.

Drivers for the Senior Companion Program must be senior and low-income to be eligible. Their tasks include visiting and socializing, and accompanying older *friends* assigned to them on errands and other outings. Riders include persons who are Title XIX/Medicaid eligible, seniors (age 65 and older), and people with disabilities. There are five or six Senior Companion volunteers that contribute approximately 170 one-way rides per month. Trips are mostly in and around the Florence area and largely revolve around medical needs. Senior Companion drivers are reimbursed for mileage and receive a small stipend from the program.

Rural Escort Program

Service type: Door-to-door service for S&DS Outreach clientele.

Rural Escort provides for medical transportation only, unless passengers have a Senior Companion or a special unmet need. Trips are provided by volunteers for non-Medicaid, ambulatory senior outreach clients, age 60 or older, who live in their own homes and have no other transportation options available to them. The program service area includes all of Lane County. In Florence, S&DS' Senior Outreach Office serves as local program headquarters. Each month, there are between five and seven escort customers served in the Florence area, and one in Mapleton, for a total of approximately 170-175 one-way volunteer rides. Volunteers of the Rural Escort Program receive mileage reimbursements for their services.

Siuslaw Area Women's Center

Service type: Door-to-door, primarily individual trips for women in need.

Siuslaw Area Women's Center (SAWC) provides volunteer-based counseling, education and support for abused women and their children. Support services are also provided to persons age 50 or above who are associated with the ElderHelp program. Support services include transportation, shelter, and assistance with shopping and errands provided by a staff of four full-time employees, seven half-time or less employees, and approximately 17 volunteers.

Transportation services are offered on an on-call basis in the Florence area, as well as for trips north to Yachats, east to Eugene-Springfield, and south to Coos Bay. Trip purposes include medical, court, and legal services; shopping; and special needs such as transport to shelters and bus/train connections to Eugene. Transportation services are provided by volunteers who receive mileage reimbursement and who use their own vehicles. The following resources are also available through SAWC to assist with transportation needs:

- Taxi vouchers: a \$3.00 discount for trips made using River Cities Taxi service. SAWC distributes approximately 25 of these taxi vouchers monthly. The vouchers are funded through the state Special Transportation Fund (STF).
- Gasoline vouchers: available for clients who have access to a vehicle but lack money for fuel, and need to reach medical, legal, and court services, etc.
- Bus tickets: provided to clients as inter-city transport from the Eugene-Springfield area to locations beyond Lane County.

Overall, SAWC volunteers provide between 40 to 70 one-way rides for seniors and disabled persons each month.

Medicaid Transportation Ride Database

Service type: Door-to-door medical trips.

The Medicaid Transportation Ride Database (MTRD) is administered through the LCOG S&DS office in Eugene. MTRD rides are provided primarily within and around the Eugene-Springfield metropolitan area for Title XIX/Medicaid eligible seniors. MTRD service to Florence is rare and very infrequent, but service can be arranged as needed for eligible clients.

Nursing Homes and Assisted Living Facilities

MidCoast Enterprises

Type of service: Private door-to-door, individual, and group trips for people with disabilities for residential and vocational services.

MidCoast Enterprises (MCE) provides residential care to persons with developmental disabilities and brain injuries. MCE operates three residential care facilities in the Florence area, as well as a

sheltered workshop that is the focus of their vocational rehabilitation program. Current vocational training opportunities include janitorial and ceramics manufacturing and other skills development.

Current transportation funding is available from two sources: STF and Lane County. Revenue generated from the MCE vocational rehabilitation services program and other fundraising efforts is used to help fund transportation services and accommodate funding shortfalls. MCE owns four vehicles: two Astrovans, each of which can accommodate one folded-up wheelchair; one four-wheel drive King Cab and one wheelchair accessible bus that can accommodate three wheelchairs. MCE also leases another wheelchair accessible bus from LCOG. Trip purposes include medical and general community access, such as shopping, appointments, local churches, work, food programs, and errands.

The MCE service area includes Florence and surrounding communities, the Eugene-Springfield area, Coos Bay, Newport, and occasionally Salem and Portland. MCE residents and workers receive approximately 520 one-way rides per month for multiple purposes. Paid drivers provide transportation.

Community groups, such as the Boys & Girls Club and Soroptomists, sometimes lease or borrow MCE vehicles for special group trips or community service activities such as holiday food basket distribution. Coordination with other programs is constrained by lack of resources available to support coordination efforts.

Shorewood

Service type: Door-to-door service for Shorewood residents.

Shorewood maintains one 11-passenger van that is not wheelchair accessible. Trips are made for shopping, medical, lunch, and entertainment purposes. Shopping trips are made on Mondays and Thursdays, lunch trips on Wednesdays, and entertainment trips on the weekends. Shorewood maintains a population of about 70 senior residents in an independent living setting.

Spruce Point

Service type: Door-to-door service for Spruce Point residents.

Spruce Point has one 14-passenger bus that is capable of carrying one wheelchair. Riders are typically the frail/elderly, wheelchair dependent, and receive Medicaid assistance. Trips are made primarily for local shopping. Shopping trips are made only once each week or as needed. Of the 60 residents at Spruce Point, 20 use wheelchairs and half utilize the taxi voucher program.

Our Foster Family

Service type: Door-to-door service for Our Foster Family residents.

Our Foster Family is home to 20 mostly frail and non-ambulatory residents who have alzheimers, dementia, or other mental or emotional difficulties. Half of these clients use wheelchairs. One private vehicle is available to serve residents as needed and about 15 utilize the taxi voucher program.

Siuslaw Care Center

Service type: Door-to-door service for Siuslaw Care Center residents.

The Siuslaw Care Center has no vehicles available for its 43 nursing home residents and relies on volunteer transportation resources. Two-thirds of care center residents use wheelchairs and many utilize the taxi voucher program.

Alternative Service Models

This section examines peer transit systems in several Oregon communities. Examining peer systems provides valuable insight into transit operations and opportunities for expanded service for Florence. Although none of the peer communities or transit systems is exactly like Florence or its existing taxi voucher program, many of the systems have similar characteristics and experiences that allow comparisons to be made. System characteristics reviewed include:

- Geographic area served,
- Service types,
- Organizational structure, and
- Funding base.

To reflect the possible range of geographic areas served, the case studies reviewed three scales of transit systems: intra-city systems, servicing areas solely within one community; inter-city systems, servicing a core community in addition to providing links with satellite communities; and, regional systems, providing longer-distance trips between multiple communities over a large area. In general, transit programs were selected in part for their geographic and demographic similarity to Florence (i.e., small coastal communities).

A range of service types is also represented by the case studies, including fixed route, deviated route, and demand response services. The case studies also reveal a variety of organizational models for managing and providing service, such as city-managed services, non-profit agencies, and transportation districts.

A total of nine transit systems were selected as case studies. This review includes information on the following programs:

1. South Lane Wheels, Cottage Grove
2. Malheur Council on Aging, Malheur County
3. Wheels Community Transportation, Salem
4. Cannon Beach Shuttle, Cannon Beach
5. City of Ontario, Ontario, Oregon
6. Hood River County Transportation District, Hood County
7. Sunset Empire Transportation District, Clatsop County
8. Lincoln County Transit District, Lincoln County
9. South Clackamas Transportation District, Molalla area

The first five systems listed are relatively small-scale city and non-profit managed systems, with a focus on demand response service delivery. Descriptions of these systems are provided in this section. A complete review of the remaining peer systems can be found in Appendix E.

General Findings

Geographic Area and Service Type

Many of the peer programs reviewed offer services other than demand response (dial-a-ride). Some have fixed-route services within and between communities, or deviated route services. Fixed route in combination with demand response (sometimes referred to as paratransit or specialized transit service) was the most common service model operating in the communities reviewed (larger systems usually provide a combination of service types). Fixed-route service is more cost-effective for denser population centers, while demand response systems allow more flexibility and geographic range in outlying rural areas

Every peer provides service uniquely designed for its service area and clientele, and the geographic scale of the service area dictates how service is provided. Unlike Florence's existing voucher program, some services operate county-wide. In these cases, the scale of service territory demands a high degree of organization and management, political interest, and funding support that is most readily provided by a transportation district. If not supported through transportation district funding mechanisms, some intra-city and inter-city transit providers are facing increasingly difficult pressures to expand service as their regions experience growth.

Several systems, such as the Hood River County Transportation District, provide special day, special area, or activity-based trips. The focus is on customizing trips around special activities, providing a wider range of options for riders. This enables the transit program to increase ridership as passengers become aware of reliability and service availability. Coastal communities indicated experiencing a significant increase in transportation demand during the summer months due to the influx of tourists. It may be necessary to extend days of operation and service hours, or even modify service delivery during these periods.

Organizational Structure

Transportation districts often provide fixed-route services within larger communities and then offer flexible demand response services to outlying rural areas. To provide adequate levels of service over large areas, districts will often divide their service territory into zones with specific days when service is provided. Transportation districts are often challenged to provide adequate levels of service to all areas within district boundaries while also relying upon the financial contributions from these areas. The boundaries posed by formation of a district can also place unwanted constraints on a program's service territory.

Establishing political support for a transportation district (via a tax base) can be a volatile issue. The South Clackamas Transportation District has addressed taxpayer concerns by significantly lowering their local payroll tax (relative to Tri-Met's tax rate).³ after a special district is formed, the agency has its own set of elected officials. This means that the city, county, or local service agencies/volunteers normally involved could have much less influence and participation in providing service, and coordination of services may be more complicated (due to change in authority from one political body to another). Larger transportation districts assume the role of clearinghouse for state and federal transportation *pass-through* funds, assisting smaller providers within the district. For instance, the Cannon Beach Shuttle receives its STF funds from Sunset Empire Transportation District.

Non-profit agencies generally have more flexibility than governmental bodies or special districts. For example, in Salem, the local transit district cannot operate outside of the city limits, but the local non-profit demand response service, Wheels Community Transportation, has that ability. Boundary changes in special districts are required for any change to a service area. This is a complex process and may require public hearings or other administrative procedures.

Coalition building is very important to having a successful transit system. This means establishing relationships and coordinating with a variety of service providers. By working collaboratively, transit can be provided to a significant ridership base and serve people most in need, which can translate into longer term contracts and stable funding sources. Local non-profits can also seek out important funding sources, such as Medicaid dollars, to help transport people to medical facilities, or to welfare offices or other locations while supporting overall service and filling a critical transportation niche in the community. Some grant programs are formula based so that higher ridership numbers equate to increased financial return during the next grant cycle. Several smaller providers stressed the importance for the public to understand the need for public transportation, especially services to seniors and people with disabilities. The core *value* of transit must be instilled in the community to garner necessary support for long-term success.

South Lane Wheels emphasized the importance of a strong, active board of directors with careful consideration of representation on the Board. A Task Force that addressed funding and operational issues in early stages of the creation of the non-profit organization was noted as important to the overall success of the program. The Task Force was able to approach United

³ Tri-Met is a mass transit district that provides transit services to the greater Portland Metropolitan Area.

Way and the City Council for support. The Special Transportation Fund Advisory Board was important for the Malheur Council on Aging because it provided guidance from a mix of transit users and service providers. Both South Lane Wheels and the Council on Aging noted the complexities of managing the volunteer components of the transit program. These non-profit transit agencies indicate that the use of volunteers as drivers, while exceedingly helpful, can also be problematic as there may be inconsistencies in the level of training and certification between paid and unpaid drivers.

New transit programs have found crucial technical assistance from a national organization, the Community Transit Association of America (CTAA). This organization has a wealth of resources on program start-up and funding sources, including a loan program and a CTAA technical assistance program. The technical assistance program, funded by the CTAA, offers expertise for planning and implementation of community transit plans. Refer to Chapter Seven for information on how to contact the CTAA.

Funding

The peer systems reviewed receive their funding from a wide variety of available sources, including: local taxes and fees, state STF funds, FTA Section 5311 and other grant programs, and fares and donations. Many transportation providers have received, or will receive a substantial increase in their annual FTA Section 5311 funding as an outcome of the 1998 reauthorization of Transportation Equity Act for the 21st Century (TEA-21).

Many transit providers struggle to pay for operation costs and are faced with the tension of keeping costs down by providing only existing levels of service, or expanding to meet increasing needs and running over budget. More than one provider mentioned this as a reason to avoid promoting their service for fear that rider-demand might outstrip local transit resources. In general, city-operated transit services function with much lower operating budgets than do transit districts, and tend to cover their administrative costs through staff time and other hidden in-kind resources covered by the city's general fund. Private, non-profits have access to more flexible funding sources and can readily utilize volunteers to help defray operation costs. Non-profit agencies who rely heavily on grant writing often struggle to maintain consistent levels of funding relative to transportation districts or other agencies with a stable tax base.

Securing support from the local business community is important to the success of a local transit system. Many transit systems rely on business assessments to fund their operations, and business support can be instrumental in establishing appropriate service routes and maximizing employment opportunities. Contract services (customized routes for certain user groups) can be an innovative way of providing increased stability and revenue sources for a transit system while expanding service availability to a broader range of user groups and the general public. Many businesses have realized that transit can help a broader range of customers reach their stores.

Peer System Descriptions

The following peer system descriptions are of smaller scale transit programs managed and operated by city or non-profit agencies.

South Lane Wheels – Cottage Grove

Private, Non-Profit

Contact: Diana Gatchell

South Lane Wheels got its start around 1980 as a private, non-profit organization operating transit in Cottage Grove. Originally, LCOG provided a one-time grant for acquisition of a vehicle, conducted a survey that determined a need for transit, and put out a Request for Proposals (RFP) for a transit provider. A local church responded to the RFP and transit service was provided under the auspices of the church for approximately three years.

In 1982, a task force was created that represented a broad spectrum of community interests. The task force examined organizational and funding needs. Acting upon recommendations by the task force, a new non-profit organization was created in 1983. The task force proved to be important to the early history of the organization, as members of the task force were willing to approach the City of Cottage Grove, the City of Creswell, and United Way to explore partnership and funding opportunities. According to the current director, a working Board of Directors has also been important to the organizational structure and effective functioning of South Lane Wheels.

Initially, Green Thumb and National Council on Aging grants funded much of the transit service. Green Thumb funds provided funding to hire low-income seniors and to pay them a stipend. Green Thumb funding was found to be somewhat problematic as the program was targeted at providing on-the-job training and some participants had little work experience. People hired through the Green Thumb program were only able to work up to a year, making it impossible to maintain long-term staff. When South Lane Wheels was able to secure STF funds, the non-profit was also able to hire permanent staff.

A particular challenge in providing transit service has been in maintaining an adequate workforce. About half of the South Lane Wheels drivers are volunteer and the other half are paid. Hiring employees that are participating in JOBS Plus, a workforce program, is a recent change that is helping to fund more paid drivers. The increasing demand for transit services has also been challenging. For several years there had been demand for trips to the Eugene-Springfield area, but funding has been insufficient to support extension of the transit service. Recent availability of Section 5311 funding is making this service extension possible.

Malheur Council on Aging – Malheur County

Private, Non-Profit

Contact: Sherri Massongill

The Malheur Council on Aging (MCA) is an unofficial community action agency that provides services which include housing development, fuel assistance, and advocacy as well as transit services. Around 1987, MCA assisted Senior Housing Services in applying for federal funds to obtain and operate a van to provide transportation for seniors. Within a few years of obtaining the grant, the Oregon Transit Division identified a need to increase the use of the van and suggested that MCA continue to be involved in the project. MCA applied for a Special Transportation Grant and received a \$120,000 grant to create a demonstration project. The demonstration project expanded services for seniors and people with disabilities, and provided for the operation of a medical minivan. The Council on Aging had always been involved in transportation issues, and had dispatched City of Ontario buses in exchange for providing free transportation to and from meals sites.

MCA approached Malheur County to assist in funding additional transit services. The County agreed to participate and to apply for state cigarette tax funds if MCA coordinated and staffed a Special Transportation Advisory Board. The advisory board was established with members from other agencies and nonprofits, and the Board became an effective way to bring various social service agencies and organizations together in order to address transportation issues.

The Special Transportation Advisory Board proved to be instrumental in creating an organizational model that could provide services. The Board provided a common forum for both transit users and providers. Maintaining an ongoing relationship with the City of Ontario, which provides its own bus service, has also been important to the success of MCA. By referring potential users to the City of Ontario, and the City of Ontario referring other users that can be better served by MCA, the organizations have been able to successfully work with the City to provide an efficient and effective transit network for the area.

At first, many of the MCA drivers were volunteer. An advisory board member from the State of Oregon Volunteer Services suggested that MCA provide a coordination role, while the state dispatches and coordinates volunteers. Since then, MCA has been able to provide services to: the school district to transport children that cannot ride on district buses for disciplinary reasons; Life Ways, a mental health organization; Senior and Disabled Services; Idaho and Oregon Medicaid; and other area social services and nonprofits.

MCA is currently in the process of expanding transit service to evenings and weekends. MCA staff is looking into the possibility of adding fixed routes to its dial-a-ride services. The organization is also exploring ways to make transit services more economical. It is examining the feasibility of group rides, in which transit users can go in a group to grocery stores one day,

and then get transportation to medical facilities on other days. Although establishing a set day and time for particular services may not be immediately popular among current users, some MCA staff believe that these users would support decreased fees for service that would accompany a shift to this system.

Some challenges to the way that MCA currently operates are related to staffing. MCA has been able to raise wages that originally started at minimum wage and to offer health benefits. A mix of volunteer and hired drivers has been a challenge; MCA has been working to ensure that all drivers are properly trained and certified. Screening potential employees for ability to lift people in wheelchairs has proven to be important in the hiring process.

In comparison to private services, the private, non-profit status of MCA allows the organization to access public subsidies, grants, and to operate in a mode that is not profit seeking. Currently, less than 10 percent of MCA's budget consists of state cigarette tax revenues and over 90 percent of necessary funds are obtained through fees for service. The system may soon be capable of supporting other Council of Aging services.

City of Ontario – Ontario

City-managed service

Contact: Janice Victoria

The City of Ontario operates an on-call demand response (dial-a-ride) service for all city residents. While the population of Ontario is just over 10,000 people, the day-time population can rise to upwards of 30,000 due to commuters coming to town for the city's strong employment base. The service consists of a handicap accessible 20-passenger bus and one standby vehicle. Fares to use the bus service is 50 cents per trip (\$1.00 round trip). The service operates 8 a.m. to 5 p.m. on weekdays and has two paid drivers. Subscription services are also available. Ridership averages around 1,200 riders per month.

The community transit service is open to the general public. Ridership tends to be primarily low income, seniors citizens, and children. People with low incomes can qualify for a transit pass subsidized by various employers in the community. The service often runs seniors to meal sites and other social service locations. The senior community also receives transit service from the local MCA, which operates a small shuttle. The City service often picks up seniors who are regular Council on Aging customers and then bills that organization for providing services to those riders. Many local parents rely on the City service to get their children to and from school, and the driver coordinates morning and afternoon service for these school children. The main driver for the service has established a door-to-door service, assisting seniors, people with disabilities, and even grocery shoppers.

Funding sources are derived from the City's general fund. Operating costs for the service run around \$50,000 annually. These are operating costs only and do not reflect the administrative resources the City puts towards operating the service. The City had been receiving \$10,000 a year from Section 5311 pass through funding from the Oregon Department of Transportation (ODOT). In fiscal year 1998, the City's Section 5311 funding was increased to \$18,000. Fare

revenue brings in \$7,000 annually towards operating costs. The City opts not to spend funds on advertising or promotional materials. According to the City, a future need will be inter-city links to nearby communities as the daily commute into Ontario continues to escalate.

Wheels Community Transportation – Salem

Private, Non-Profit

Contact: Donna Wickman

Wheels began in 1974 as a Red Cross program that provided medical transportation. After a few years, the City of Salem began operating the program, providing funding for the special transit programs that the organization provided to seniors and people with disabilities as well as funding general public transit. In 1979, the transit program of the City of Salem got its own funding base and became a special district. The *Wheels* program was still considered important, and when the City no longer wanted to run it, the Council on Aging took over the program. When the Council on Aging went bankrupt in 1983, the program was put out to bid and the local non-profit Oregon Associated Housing Services (OAHS) was successful in receiving the contract.

According to Donna Wickman, the original OAHS program director, recognition by social services agencies in the community of the importance of transit service was key to the success of the organization. There was not much general citizen participation in the process of organizing *Wheels*, but collaboration among social services agencies was extremely important in gathering needed information about the client population and securing funding sources.

Challenges to the operation of the transit program have included making sure that the client population understands the transit services and ensuring that the general public understands and values the transit service.

Cannon Beach Shuttle – Cannon Beach

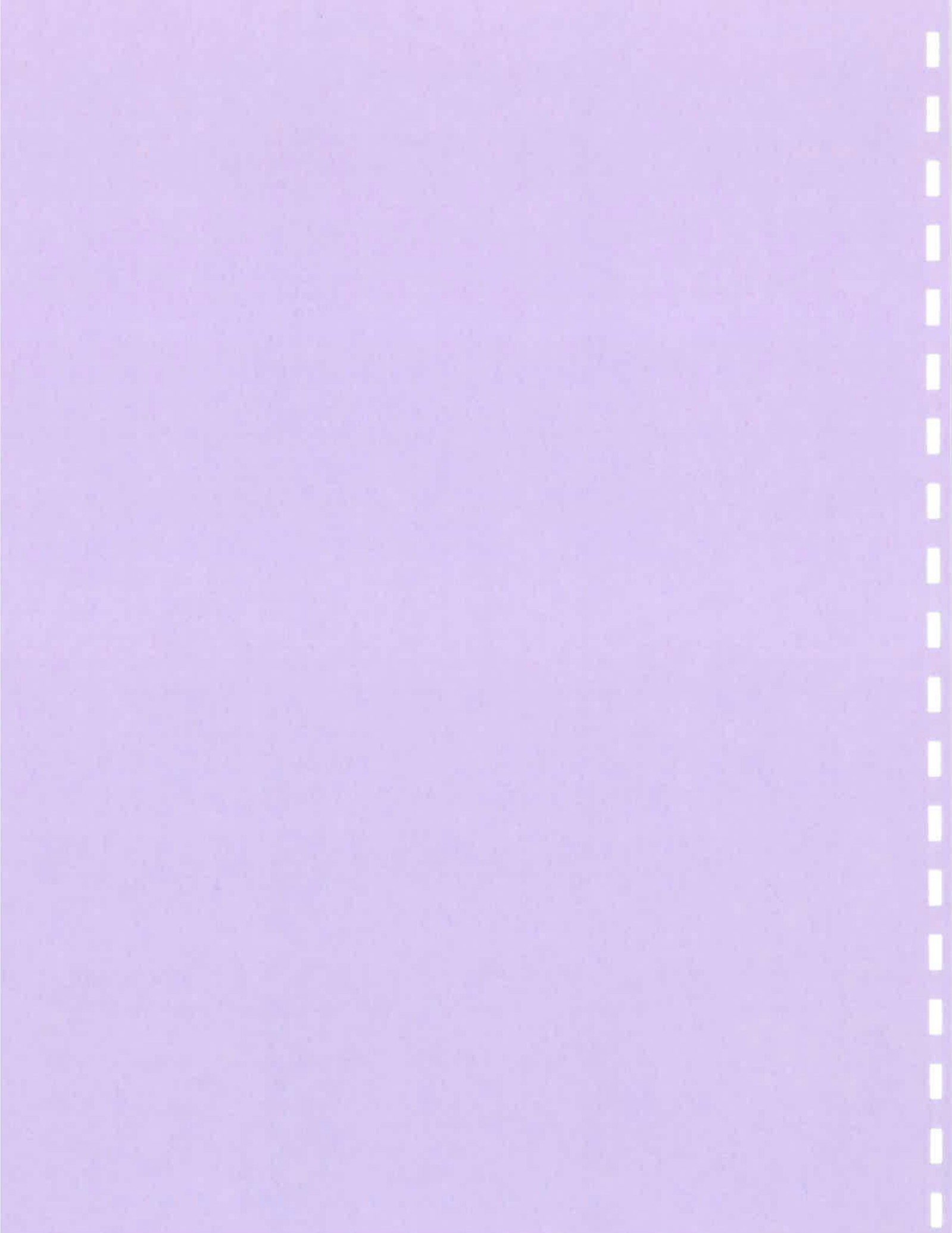
City-managed service

Contact: John Williams

The Cannon Beach Shuttle is operated by the City of Cannon Beach and runs within the Cannon Beach city limits, a range of about three miles. The service operates on a fixed route. As a coastal town, Cannon Beach is very linear, so the fixed-route system works well for meeting community needs. The city utilizes one vehicle—a 15-passenger passenger bus. Operation times are 10 a.m. to 6 p.m. during the winter months. During the summer, service is extended several hours daily to meet the needs of the tourist population. The service has two paid drivers, one full-time and one part-time. There is no fare for using the shuttle service.

The Cannon Beach Shuttle is heavily subsidized by the local business community through a business licensing surcharge, transient room taxes, and fees collected through a local parking maintenance agreement. The shuttle service also receives senior/disabled service funding through ODOT, and receives about \$5,000 annually of STF passed through the Sunset Empire Transportation District. Annual operating costs can run anywhere between \$50,000 and \$60,000, and annual ridership averages 22,000 per year. The Sunset Empire Transportation District runs a

bus south from Seaside, which provides Cannon Beach residents a regional linkage to Astoria and other cities in north Clatsop County.



Chapter Four

Public Involvement and Survey Results

Citizen involvement is essential to the Community Transit Plan (CTP) to gauge the public's interest in, and need for transit services. Public input was also critical for identifying transportation issues and to establish community understanding and confidence in the planning process. A number of public involvement opportunities have been made available to Florence residents. A transportation survey was also conducted to assess the community's perceptions of, and need for transit services. These citizen involvement efforts were instrumental in setting goals and objectives, and for guiding the overall direction of the transit plan.

Public Involvement Process

A variety of citizen involvement tools and techniques were used throughout the planning process including: formation of a project Steering Committee, mailing lists, public events, media publicity, and public hearings during CTP adoption.

Transit Steering Committee

A project Steering Committee was formed to represent a broad spectrum of community interests. The foundation for the committee was the City's Transportation Advisory Committee (TAC), which advises the Florence City Council on matters of transportation policy. Additional community representatives were solicited to join this core group of TAC members. The resulting Steering Committee represented special transportation groups, transportation providers, seniors and persons with disabilities, local economic and business interests, and representatives from state and local agencies. A complete list of CTP Steering Committee members is provided in Appendix A.

The Steering Committee helped design, guide, and oversee the project, and conducted review of draft planning documents. The Steering Committee was also responsible for presenting the CTP and providing support during work sessions and the adoption process with the Florence City Council. The Steering Committee identified an initial list of community transportation needs and planning issues (described in Chapter Five). Steering Committee meetings were open to the public and meetings were posted in local newspapers.

Mailing Lists

Mailing lists were developed in order to inform residents and notify the community of key public events and committee meetings. Mailing lists were formed to contact: 1) Florence households and businesses who might have a stake in transit issues (stakeholders list); 2) individuals or groups with specific requests to receive additional information (interested parties list); and, 3) Steering Committee members and alternates.

Public Events

Public events and presentations are an opportunity for the community to learn about the transit planning process and provide important input. A public event was held on April 19, 2000, at the Florence City Hall. The purpose of the event was twofold:

- 1) To present results from the community transportation survey; and,
- 2) To receive public input on recommended transit service alternatives.

Members of the public were encouraged to fill out public comment forms. Public comments received at the April 19 event have been included in Appendix B. Several informational handouts were available at the event that detailed transit goals, elements of the proposed service design and schedule, and a conceptual service map. Thirty people attended the meeting, including nine Steering Committee members. CTP Steering Committee members were encouraged to attend, contribute to the presentation, and address questions from the public.

Media Publicity

Progress on the CTP project was publicized through local media outlets. Notices of CTP Steering Committee meetings, public presentations, and public hearings were sent to the Siuslaw News and the Eugene Register-Guard for publication in advance of meetings. Notices for project meetings, events, and milestones were sent through news/press releases, displays and legal advertisements, or featured as news articles.

Work Sessions and Meetings with Elected Officials

The Florence City Council was briefed on CTP progress during the planning process. The City Council also held specific work sessions on the CTP on July 10 and November 27, 2000. Work sessions provided project updates to city decision makers and informed them of the status and timeline for selecting service alternatives, implementing new services, and adopting the Final Plan.

The Florence City Council will make final policy decisions related to the CTP and recommended service design, and will adopt the final plan, which may become a refinement plan to the public transit element of the City's Transportation System Plan (TSP) at the City's discretion. The target date for plan adoption is December 18, 2000.

Community Survey Results

A scientifically accurate community transit survey was conducted as part of the CTP needs analysis. Objectives of the needs analysis were to:

- Determine existing and future transportation needs and issues based on data collection and public input, and
- Identify existing and future service inadequacies.

To conduct the transit survey, Lane Council of Governments selected Moore Information, Inc., an independent public opinion research company located in Portland, Oregon. The telephone survey consisted of 302 complete interviews with persons residing within the Florence city limits. Respondents were systematically selected from a sample frame of telephone households within the City of Florence. The survey was designed to obtain information about current transportation behaviors, and needs for transit in the Florence area. Several of the questions centered around gauging support for transit in the future. Appendix C contains the complete set of questions used in the survey.

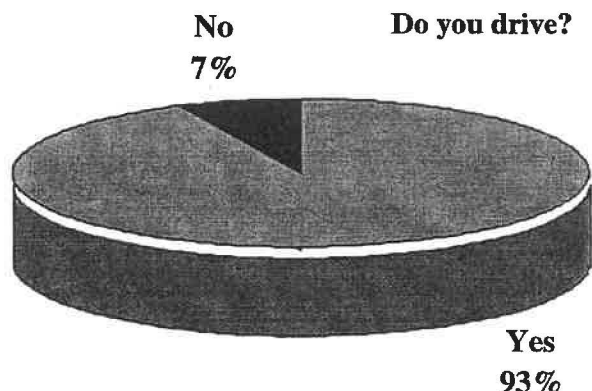
Survey interviews were conducted on December 15, 1999, by Moore Information personnel working from the company's phone bank in Portland. The sampling error associated with the survey is +/- 6%. Sampling error was computed at the 95% confidence level. Ten percent of each interviewer's work was monitored while in process and verified by Moore Information supervisory personnel. Moore Information staff presented results from the survey at the April 19 public event.

Household Vehicles and Trips

Survey results indicate 1 in 5 Florence residents (20%) live in single-person households, while the plurality live in two-person households (48%). A full 68% of residents live in one- or two-person households, in part reflecting this community's aging population. A total of 32% of respondents reside in households with three or more people. Specifically, 12% reside in three-person households, 11% in four-person households and 5% in five-person households. Three percent of residents live within households of six or more people.

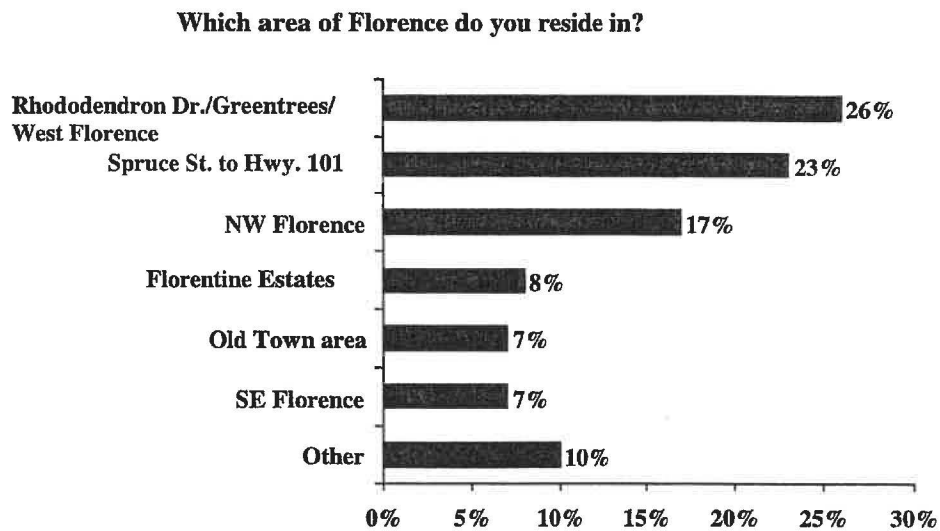
When it comes to driving, 93% of respondents say they drive, while just 7% do not. Fully 96% of residents live in households with at least one vehicle. Specifically, 34% live in one-vehicle households, 45% have two-vehicle households, and another 17% of households have three or more vehicles.

Figure 2. Drivers by Household



In terms of where Florence residents reside, roughly a quarter say they live in west Florence/Rhododendron Drive/Greentrees area (26%) or in the area between Spruce Street and Highway 101 (23%). Others reside in northwest Florence (17%), Florentine Estates (8%), Old Town area (7%), and southeast Florence (7%). Another 10% reside elsewhere in Florence.

Figure 3. Florence Place of Residence

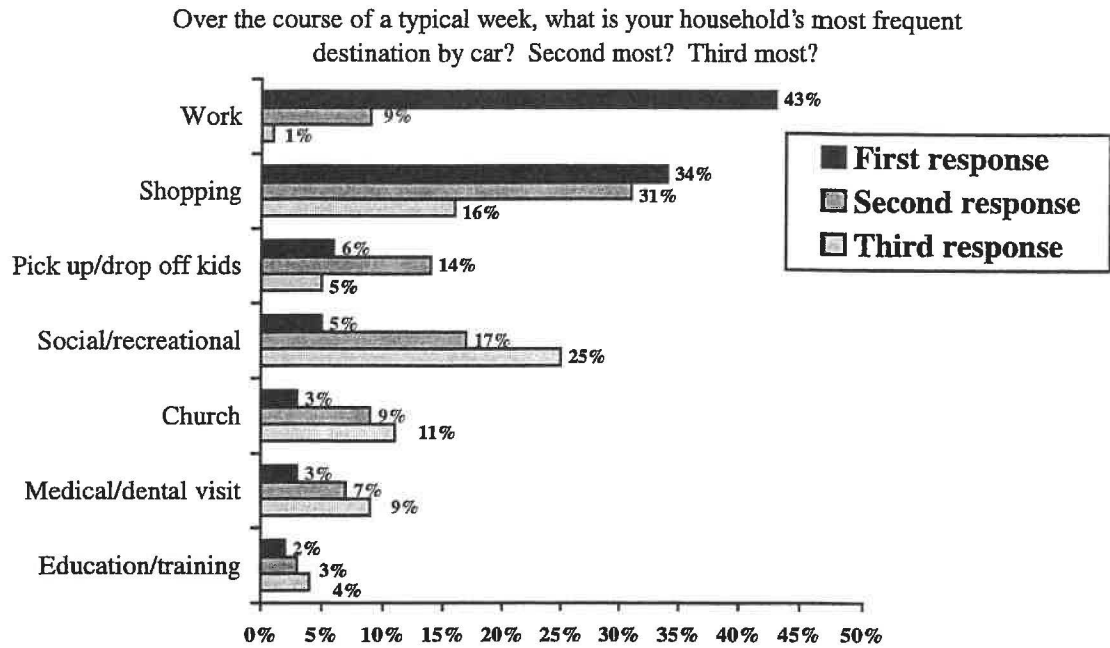


Trips

The survey finds 97% of households make at least one round trip by vehicle every day. Specifically, 19% make one trip, 24% make two trips, 18% make three trips, 13% make four trips, and 23% say they make five or more round trips per day. The remaining 3% make no trips (2%) or didn't know (1%) how many round trips are made each day by members of their households.

When asked for their household's most frequent destination by car (over the course of a typical week), respondent's indicated work (43%) closely followed by shopping (34%). Social and recreational trips were the third most frequent household destinations (25%). Importantly, when respondents' top three destinations are combined, shopping ranks as the most common household destination; a majority of respondents mentioned shopping as either their first, second, or third most frequent destination.

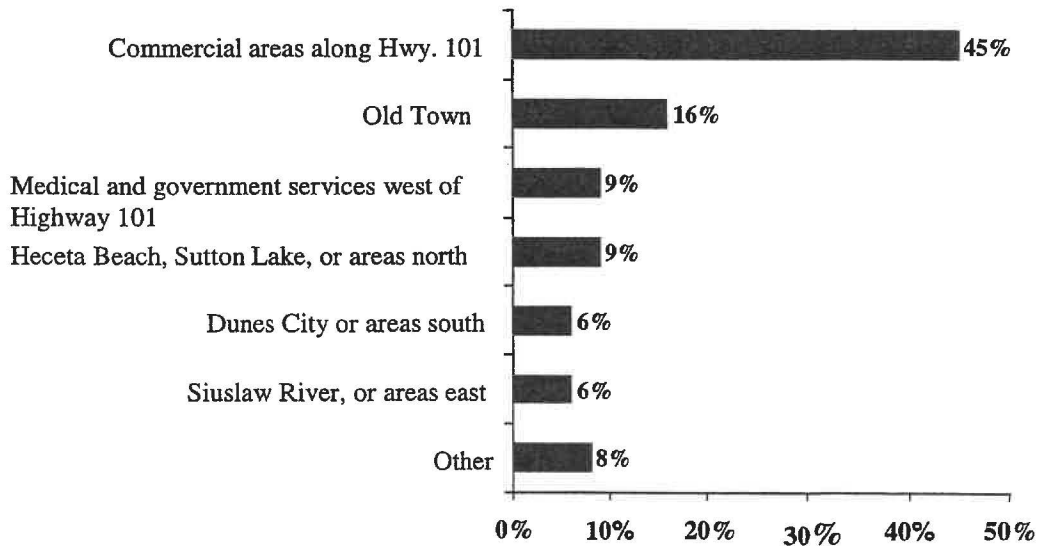
Figure 4. Most Frequent Trip Purposes



When asked where they travel to most frequently, commercial areas along Highway 101 were the most popular destinations (45%); distantly followed by Old Town Florence (16%); medical and government services west of Highway 101 (9%); Heceta Beach, Sutton Lake, or areas north of town (9%); and Dunes City or areas south of town (6%). Another 8% travel frequently to other destinations.

Figure 5. Most Frequent Destinations

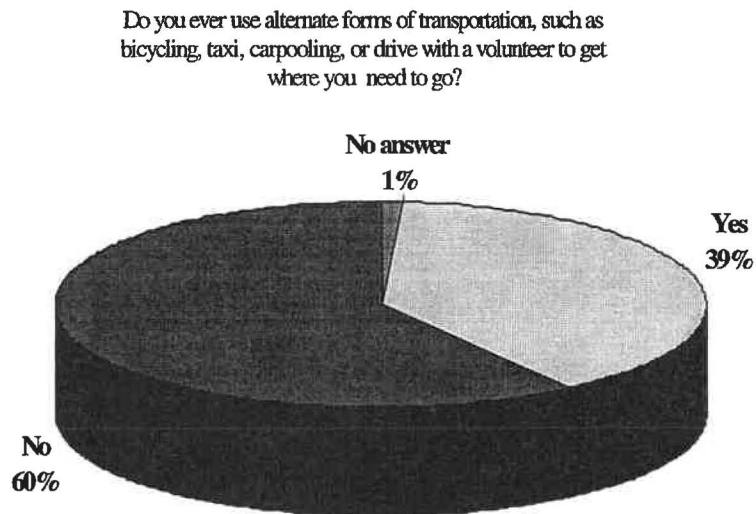
Which area do you travel to most frequently?
 (Among those who drive and make at least one round trip per day)



Alternative Transportation Use

Nearly 4 in 10 Florence residents (39%) use alternate forms of transportation, such as bicycling, taxis, carpooling, or driving with a volunteer to get where they need to go. Survey respondents in households with three or more members are more likely to use alternate forms of transportation than do smaller households. Households that make at least three round trips per day are more likely to use alternate modes than those making fewer round trips.

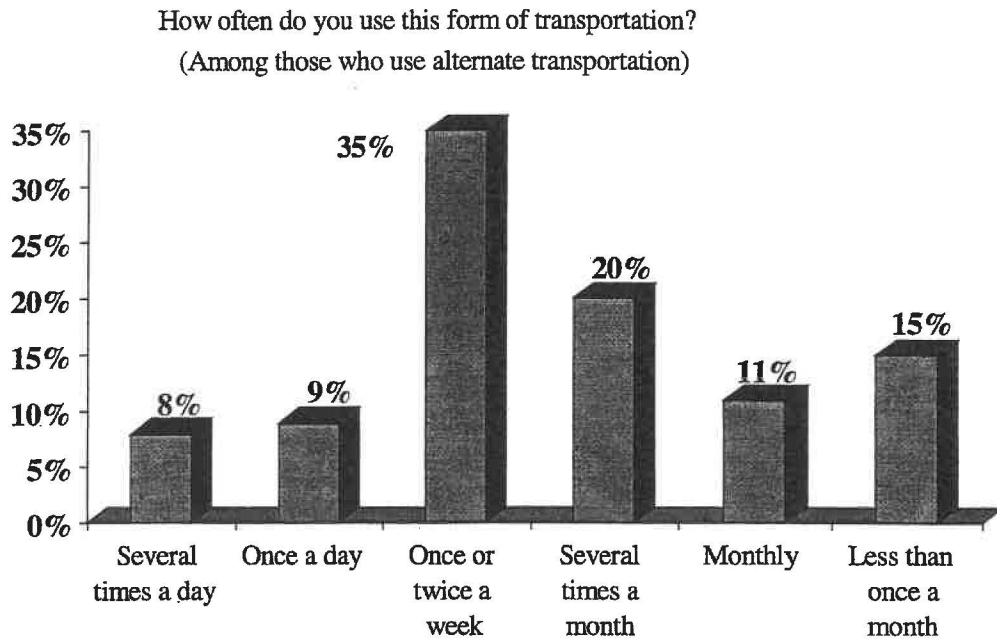
Figure 6. Alternative Transportation Use



Residents who say they know someone who would benefit from public transportation are more likely to use alternate forms of transportation than those who do not. Likewise, those who indicate they would use public transportation are more likely to use alternate forms of transportation than those who indicate they would not use public transportation.

Walking and bicycling are the most popular transportation alternatives. Among the 39% who actively use alternate transportation methods, 59% walk or bike, while 23% carpool, 11% use taxis, and 6% use taxicabs with a voucher system. Use of transportation alternatives is relatively high considering there is no public transit available in Florence.

Figure 7. Frequency of Alternative Transportation Use



When asked how often they use alternate transportation methods, 8% say they use them several times a day, 9% once a day, 35% once or twice a week and 20% do so several times a month. Another 11% use their alternate transportation methods monthly and 15% use them less than once a month.

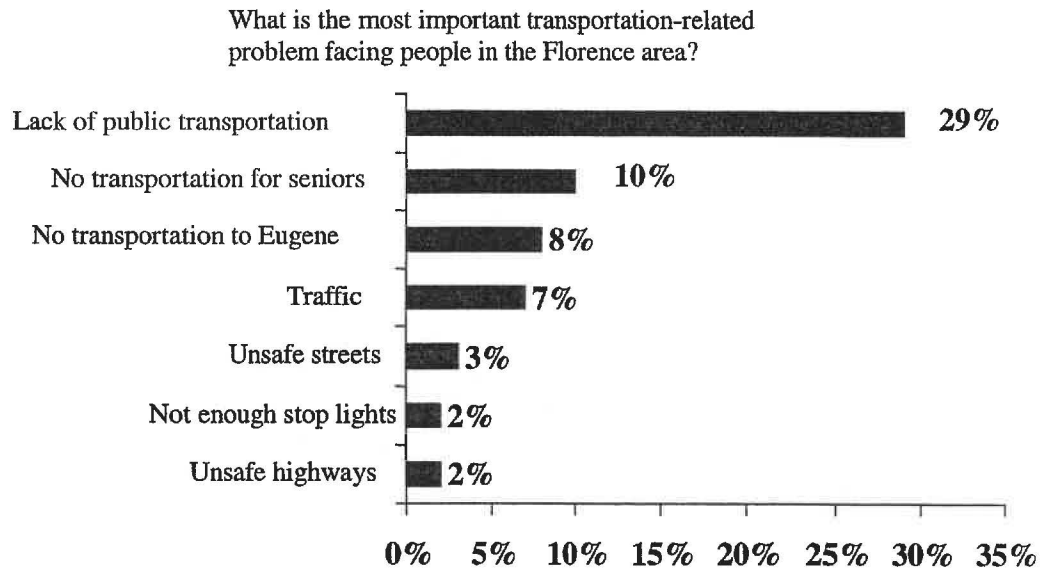
Transportation Issues

Transit is the Most Important Transportation Issue

A lack of transportation options is the leading transportation-related concern among Florence residents (Figure 8). When asked to name the most important transportation-related problem facing people in the Florence area, *no bus service/public transportation* topped the list (29%), followed by *no transportation for seniors/disabled* (10%) and *no public transportation to Eugene* (8%).

Survey results show other transportation concerns include *traffic congestion* (7%), *not enough stoplights* (2%) *unsafe streets/inadequate roads* (3%) and *unsafe highways* (2%). Importantly, a general lack of public transportation was the leading complaint among all voter subgroups, including those who know someone who would benefit from public transportation. This complaint was most likely to be mentioned by people who are not satisfied with current transportation options in the city, including older residents, lower-income groups, and women.

Figure 8. Most Important Transportation Issues

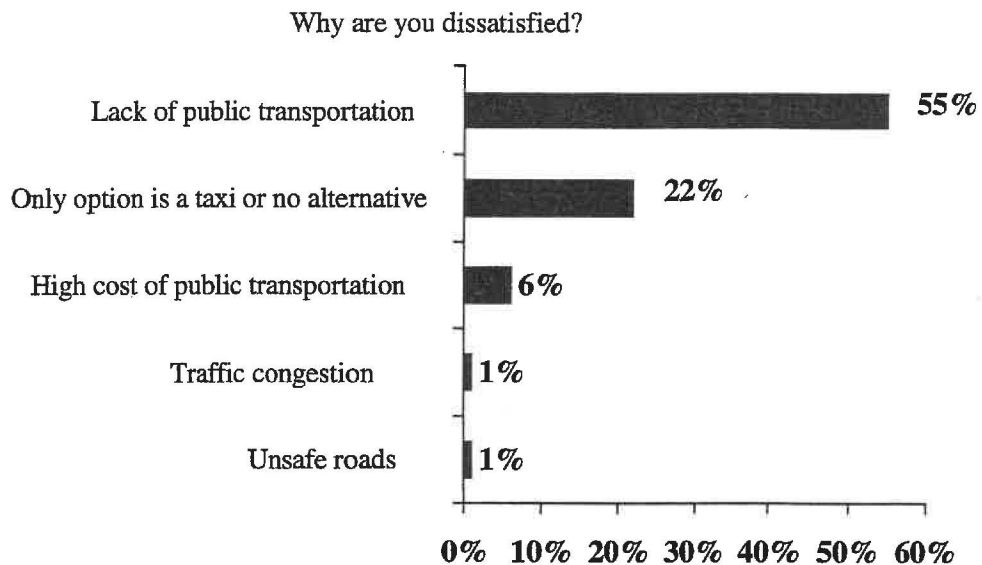


Perceptions of Transportation Options

The survey indicates that 6 in 10 Florence residents (60%) say they are satisfied with current local transportation options, while roughly a quarter of residents (24%) are not. Another 16% have no opinion. A majority of residents in all subgroups are satisfied with current local transportation alternatives. However, women and residents age 45 and older are less satisfied with current options than men and younger residents. Residents who earn less than \$20,000 annually are less satisfied than those earning higher incomes. Additionally, those who are satisfied with current transportation options believe a public transportation connection between Florence and Eugene should be a higher priority than public transportation within the Florence area.

Among those dissatisfied with local transportation, *lack of public transportation* was the leading complaint (Figure 9). More than 3 in 4 among this group complain about *lack of public transportation* (55%), and that *the only option is a taxi or no other alternative* (22%). Other complaints include the *high cost of (public) transportation* (6%), *traffic congestion* (1%) and *unsafe roads* (1%). Another 15% of dissatisfied residents had no specific complaints or no opinion.

Figure 9. Dissatisfaction with Transportation Options



Need for Public Transportation Services

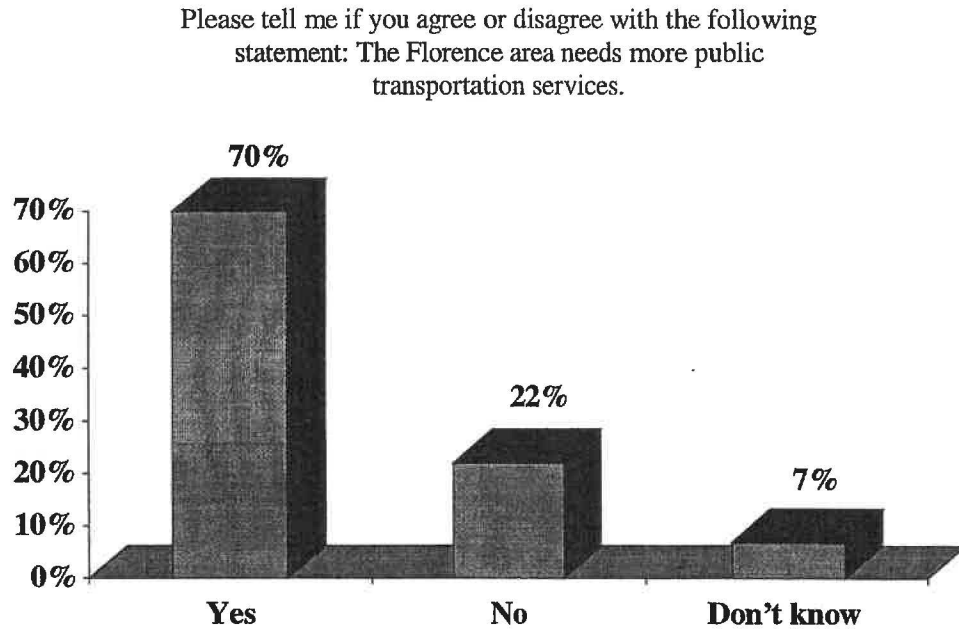
A wide majority of Florence residents (70%) agree that *the Florence area needs more public transportation services*. Of these residents, 49% *feel strongly* that the city needs more public transportation services. Only 22% disagree that the area is in need of these services and 7% have no opinion on this issue.

Importantly, in most subgroups there is widespread agreement that Florence needs more public transportation services. Respondents most likely to favor more public transportation services include:

- Single person households;
- Women;
- Households earning less than \$20,000 annually; and,
- One vehicle households.

Fully 97% of those who are dissatisfied with current transportation options agree the city of Florence could use public transportation. Respondents who said they (or someone in their household) would use public transportation are also most supportive of transit services.

Figure 10. Support for Public Transportation Services



Clearly, the presence of public transportation has the potential to increase satisfaction with transportation as a whole within Florence. The only subgroup that does not believe Florence needs more public transportation are residents who do not know of anyone who would currently benefit from additional transportation services.

Support for additional public transportation service is fueled by residents who believe there is a need for *transportation for seniors/disabled* (28%), *other alternatives/more transportation* (27%), and feel that *bus service would help the city* (27%). A majority of those who oppose additional public transportation believe it is *not necessary* (63%), while others say the *town cannot support public transportation* (9%), or the *town is too small* (8%). Only 2% of these respondents believe more public transportation would result in *higher taxes*, or cause *traffic congestion* (1%).

Just over two-thirds of residents (67%) said they know someone who would benefit from public transportation services in Florence, while 30% said they do not know anyone who would benefit. More than half of residents in most subgroups know someone who would benefit from public transportation.

Funding Public Transportation

Support is widespread for using local funds to pay for public transportation. More than 6 in 10 respondents (63%) currently approve the use of local funds, such as taxes or fees, to pay for

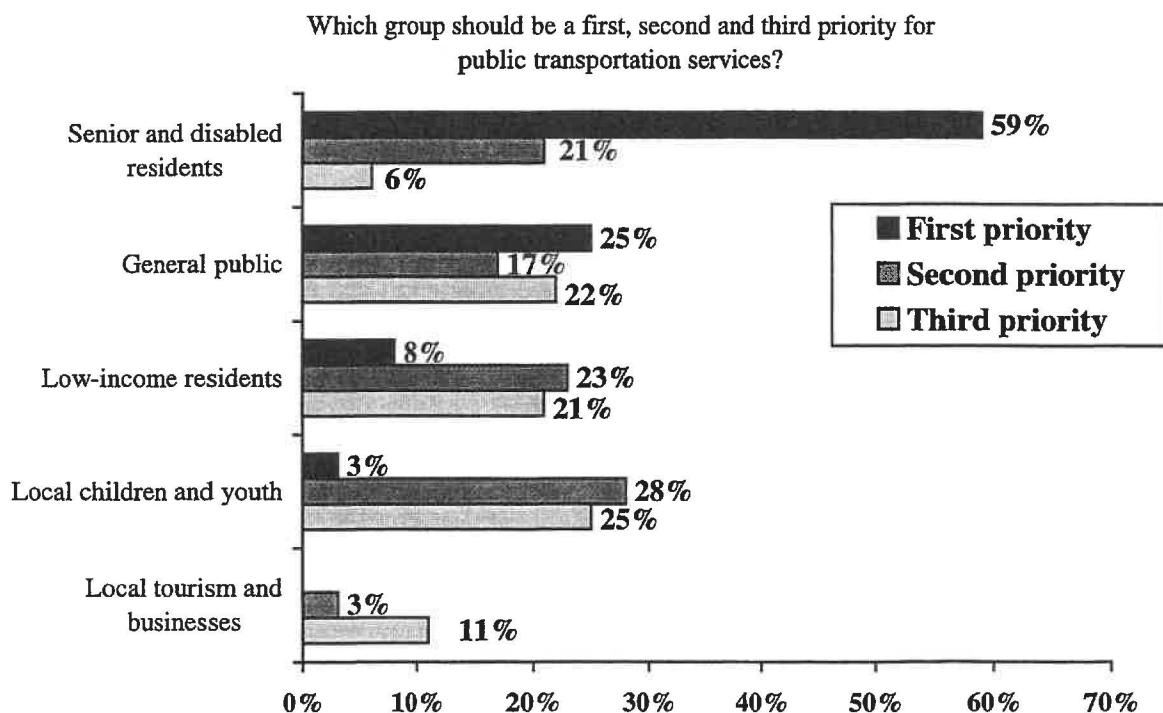
public transportation in Florence, while 28% disapprove of local funding, and 9% have no opinion. Importantly, however, respondents were not asked how much local funding for public transportation they would support.

Support for local funding of public transportation is highest among women, households with three or more people, single vehicle households, and residents who are dissatisfied with current transportation options. Supporters of public transportation, and people who know someone who would benefit from such services also supported the use of local funds to operate service. Local funding to pay for public transportation is opposed by those who do not see a current need for public transportation, and by those who said they would not use the service.

Priority User Groups for Public Transportation

Florence residents believe senior and residents with disabilities are a priority constituency for receiving public transportation services. For example, 59% of respondents say seniors/disabled should be the highest priority, followed by the general public (25%), low-income residents (8%), local children and youth (3%), and local tourism and businesses (less than 1%). When asked to name a second priority user group, local children, low-income residents, and seniors/disabled were identified (in that order).

Figure 11. Priority User Groups

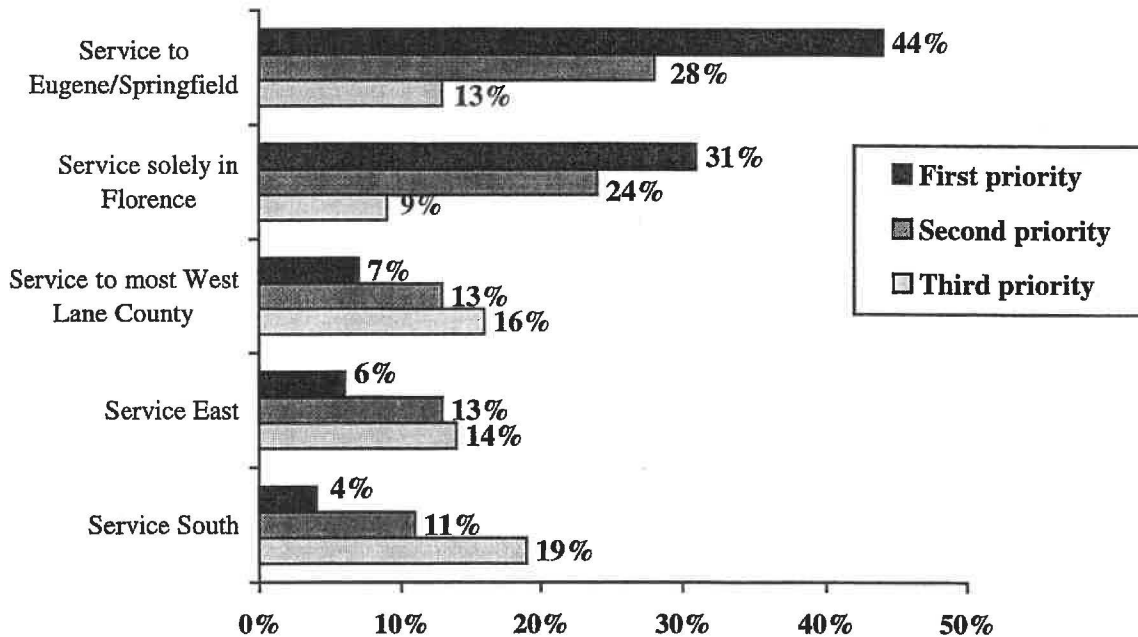


Priority Service Areas for Public Transportation

Respondents were asked to rate the priority of possible destinations for public transit service. At the top of the list was service to the Eugene/Springfield area (44%), closely followed by service

solely within the city of Florence (31%), service to west Lane County rural communities (7%), east to Mapleton (6%), and service south to Dunes City (4%).

Figure 12. Priority Service Areas
Which area should be first, second, and third priority for transportation services?



As for second priorities, Eugene/Springfield and Florence service were at the top (28% and 24%, respectively), followed by service east to Mapleton, west Lane County rural communities, and Dunes City, (in that order). Combining priorities, respondents clearly place the highest priority overall on a public transportation connection with the Eugene/Springfield area

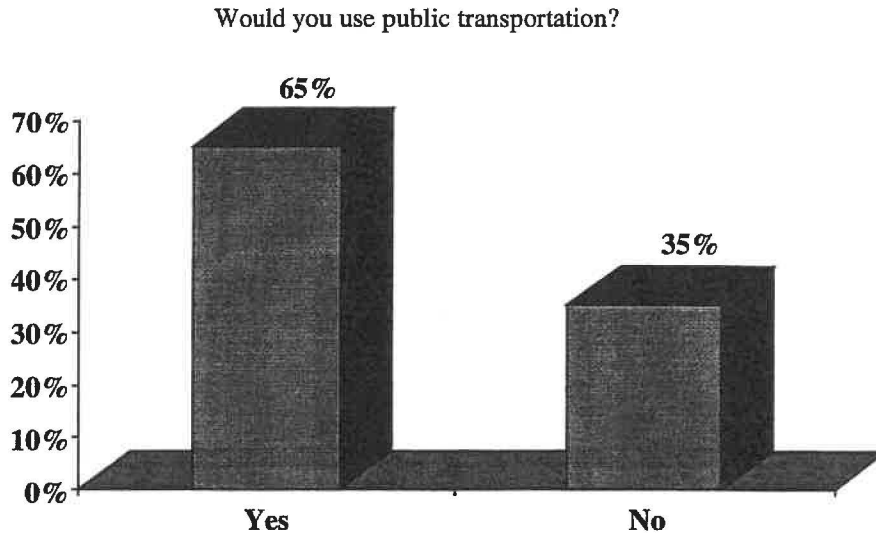
Anticipated Use of Public Transportation

Nearly 1 in 3 Florence residents (65%) say they would use public transportation if it were available in the community. Further, 40% said they would use it at least once a week, including 11% who would use it daily, 17% who would use it two to three times a week and 12% who would use it once a week. Another 4% would use it less than once a week and 15% would use it monthly. The remaining 6% were unsure how often they would use public transportation services. Thirty-five percent indicated they would not use public transportation.

A majority of respondents in most subgroups say they would use public transportation. However, among the most likely to utilize these services are residents who earn less than \$20,000 annually, people who say someone in their household has transportation difficulties, and those who are not satisfied with current local transportation options. Not surprisingly, those who do not see a need for public transportation in Florence are the least likely to use public

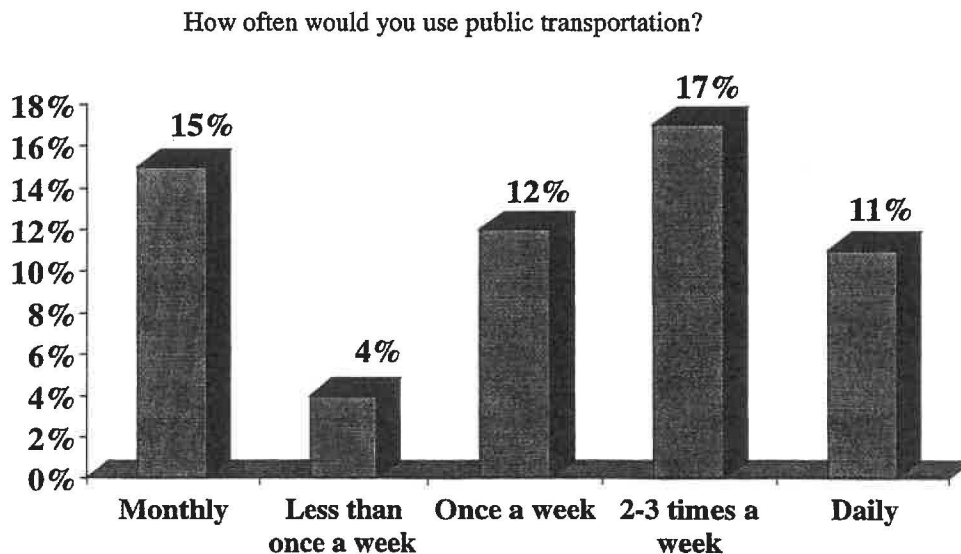
transportation, although even among this group, 30% say they would use public transportation services.

Figure 13. Future Use of Public Transportation



Residents were also asked if they thought someone else in their household would use public transportation. While 46% believe someone else would use public transportation, 54% do not. When looking at anticipated use by other household members, 12% believe that another household member would use it daily, while others believe household members would use it two to three times a week (13%), once a week (9%), less than once a week (1%), or monthly (7%). Among the most likely to believe that other household members would use public transportation are respondents living in households with three or more people, residents age 18-44, and residents who live with someone that has transportation difficulties.

Figure 14. Anticipated Use of Public Transportation



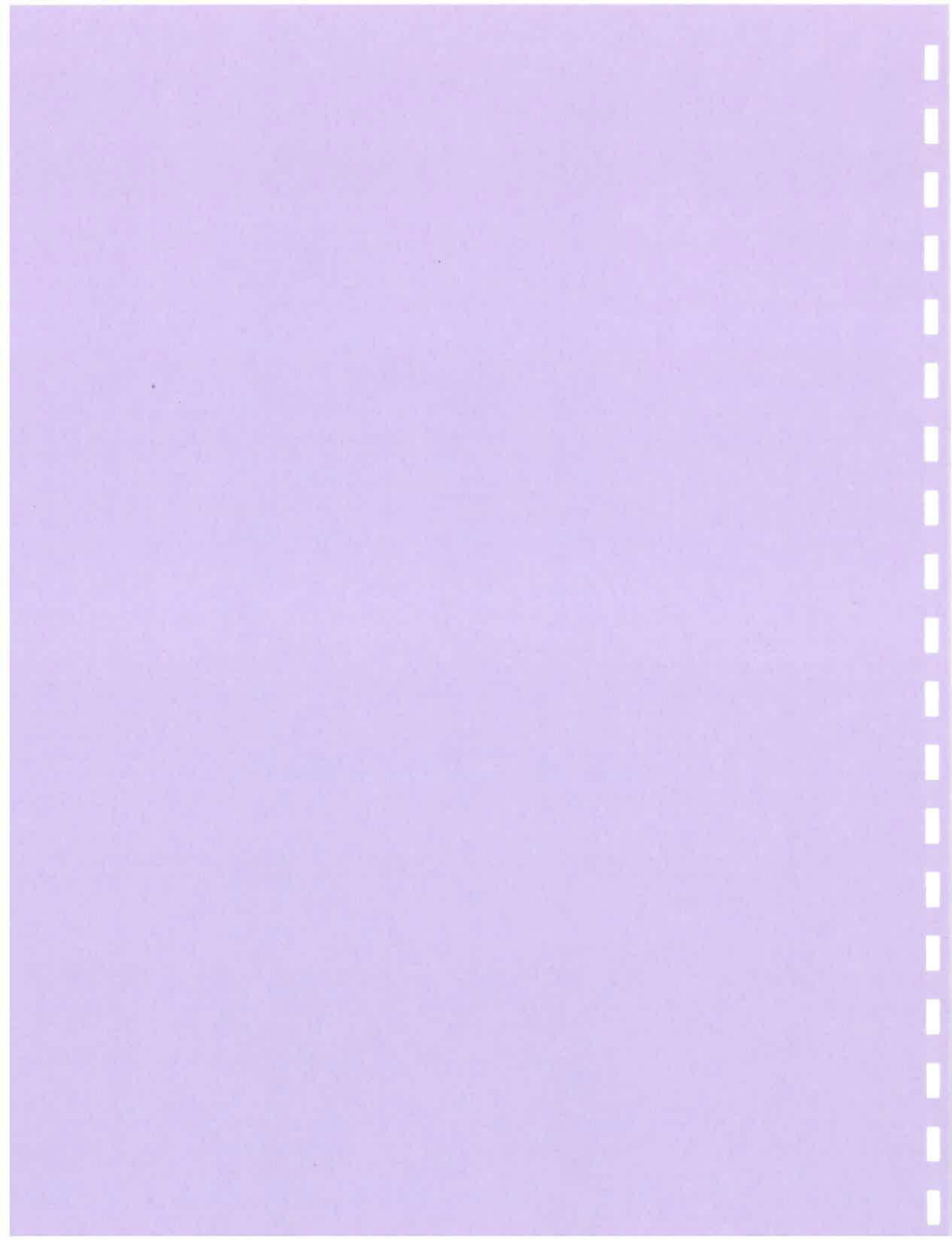
Key Findings

The transportation survey was conducted to assist with service design and gauge respondent's support for a future transit system in Florence. Results from the survey indicate support in the community for public transportation alternatives. Highlights of the survey are summarized below.

- When asked to name their *top of mind* transportation-related concern, the public's leading complaint was *no bus service/no public transportation* (48% of respondents).
- Seventy percent (70%) of respondents agree that "the Florence area needs more public transportation services" (49% strongly agree with this statement). Even among those who are "very satisfied" with current transportation options in the city, 41% agree that the city could use more public transportation services.
- Fully 93% of respondents say they drive, and the vast majority of respondents (97%) say they or someone in their household is making at least one round trip by vehicle every day. Sixty (60%) of respondents say they are satisfied with local transportation options getting where they need to go.
- Two-thirds of resident households (66%) are making at least two vehicle trips per day. Overall, respondents' most frequent destinations are for shopping, followed by work and social/recreational visits. The most popular destinations within Florence are commercial areas along Highway 101, (45% say this is their most frequent destination).
- Sixty-four percent (64%) of respondents say they themselves would use public transportation if offered in the Florence area and another 46% say that someone else in their household would use it.
- Fully 67% say they know someone in the community who would benefit from public transportation.
- Among those who are dissatisfied with current transportation alternatives, a *lack of transportation options* topped the list of complaints.
- Nearly 4 in 10 respondents (39%) say they already use some alternate form of transportation, such as walking or biking (59%), carpool (23%), taxi (11%) or taxi voucher program (6%). Among these respondents there is widespread support and anticipated use of public transportation options in the city.
- When asked to rank priority passengers and service destinations for receiving public transportation, seniors and the disabled top the list as the group most in need of transportation

services, and connections to the Eugene-Springfield area ranked as the highest priority destination.

- More than 6 in 10 respondents (63%) approve the use of local funds, such as taxes or fees, to pay for public transportation.



Chapter Five

Needs Analysis and Service Alternatives

This chapter examines the results of transportation data collected in the Florence area. This information is critical for the development of service objectives to meet transit needs. The chapter also provides a review and analysis of various service alternatives through which a successful transit system can be designed.

The needs analysis considers assessments of:

- Planning issues identified by transit stakeholders;
- Potential transit demand;
- Input from public meetings;
- Current demographics; and,
- Results from the transportation survey.

Information collected from these sources assists with determining existing and future transportation issues and service inadequacies, and guides the selection of a service alternative that best meets the needs of the Florence community. This chapter focuses on planning issues and analysis of potential transit demand. A summary of demographic data is available in Chapter Two and findings from the transportation survey can be reviewed in Chapter Four.

Planning Issues

Transit stakeholders and Steering Committee members have identified a range of planning issues and needs that limit the effectiveness and viability of local transportation service in Florence. These issues are an important consideration for service design.

1. There are few alternative transportation opportunities available in the Florence area (only a limited voucher program). Florence lacks a general public transit system.
2. Information is not being adequately disseminated about the limited transportation opportunities available.
3. There are not enough volunteers to support existing social service operations.
4. Many existing and potential transit recipients live in remote locations (outside the Florence urban growth boundary).
5. Weather is a barrier to using alternative transportation modes (such as walking/biking).
6. Many residents have difficulties getting to work during odd hours.

7. High transportation costs are a significant issue for many residents.
8. There is limited funding available to support transit services.
9. Transit users cannot support transit operating costs.
10. There is a lack of local networking and support necessary to solve important transit issues.

Potential Transit Demand

To effectively gauge potential transit demand, existing transportation and social service data have been compiled, analyzed, and mapped through the Lane Council of Governments' (LCOG) geographic information system (GIS). GIS is a valuable tool for analyzing and graphically displaying existing conditions and potential transportation service options. To fully understand where demand for transit may be located in the Florence area, this study mapped the residential locations for recipients listed in the following service databases:

- Oregon Access;
- National Aging Program Information System (NAPIS);
- Temporary Assistance for Needy Families (TANF); and,
- Florence taxi voucher program.

Descriptions of these databases and service programs are provided below. Users of these services tend to be transit dependant, and available data provide information about seniors, persons with disabilities, and low-income residents who would likely utilize public transportation services if they were made available. Access to transit can provide important links to healthcare, childcare, job training, education, and other services otherwise unavailable for persons with few transportation options.

Methodology

LCOG obtained social service data from several state human service agencies operating in the Florence area. Information from social service programs was reviewed by way of telephone interviews and through analysis of program databases. After data were obtained, addresses in each database were matched to coordinates, enabling individual points to be mapped and analyzed using GIS.

TANF data were obtained in April 1999. Oregon Access and NAPIS data were obtained in September 1999. Quality of these data sets are high, although there were cases of missing address coordinates for some data represented for mapping and GIS analysis. Therefore, address match rates vary by data set. Some data within the social service databases may have minor duplication among other records, as well as some natural overlap between the recipients of two or more of these programs. Data presented on maps in this chapter have been highly generalized to maintain the confidentiality of individual households.

Transportation data from the voucher program were obtained from the provider, River Cities Taxi, through the LCOG Senior & Disabled Services (S&DS) Florence Outreach Office.¹ A database was developed to record and analyze existing ridership patterns. Voucher data from 3,126 one-way trips were entered into the database from a four-month period between January and April, 1999. Data were recorded for each individual taxi trip, including rider address, date and time of trip, trip purpose, trip origin and destination, and other trip attributes.

General Findings

Mapping and analysis of transportation data direct decision making for defining the service area and designing efficient and effective transit operations for the Florence community. The analysis shows where potential transit riders are concentrated within the city limits, urban growth boundary (UGB), and outlying rural areas. These data also indicate where potential riders live in relation to major roadways and service centers. Voucher data are important for showing when, where, and why transportation-dependent residents are utilizing existing demand response services. Maps 2-6 depict locations of potential transit demand. Refer to Appendix D for more detailed information and results of the analysis.

Oregon Access

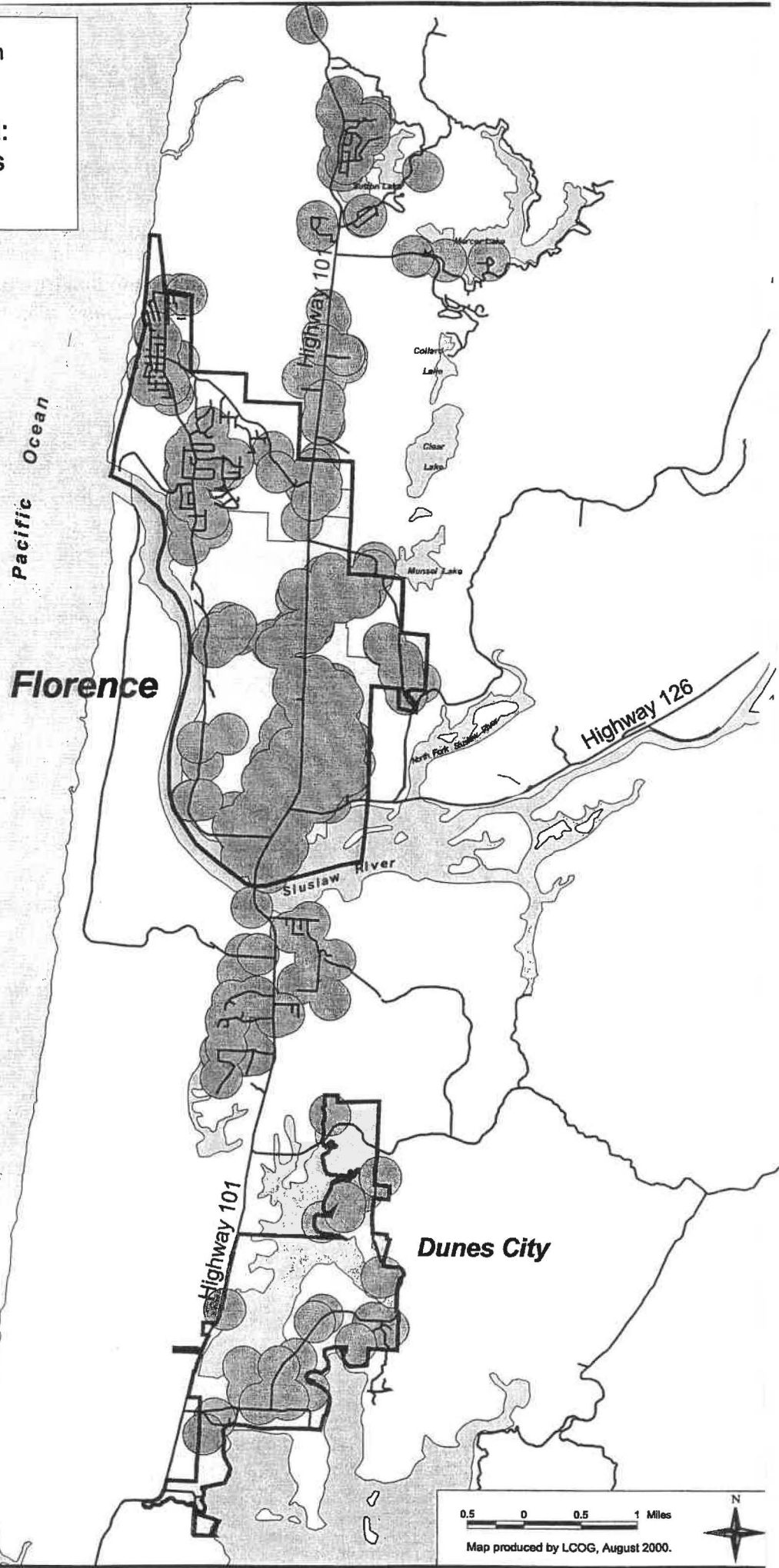
Oregon Access is a data program used by the Oregon Department of Human Services, S&DS (and contract agencies) for tracking client services delivery. This database includes Florence residents covered by state and federally funded programs including Medicaid, Oregon Project Independence, and Non-Assistance Food Stamps. In the Florence area, these programs are administered by LCOG's S&DS division. The Oregon Access database is most useful for indicating those individuals who are currently in need or have needed transportation to get to health care services.

Regionally, the spatial distribution of social service recipients shows a majority residing within the Florence UGB. Outside the UGB recipients are clustered along Highway 101 to the north and near Sutton Lake. There are also recipients located to the south of Florence, in Glenada and Dunes City. The highest concentrations of recipients follow where the most densely developed residential neighborhoods are located within the Florence city limits. There are also pockets of recipients located in the Heceta Beach area. Map 2 depicts Oregon Access (and NAPIS) recipients within the project study area. Data indicate about 64 percent of Oregon Access recipients in the Florence area also use the voucher program.





¹ S&DS provides a range of services to seniors and persons with disabilities throughout Lane County.

Florence Community Transit Plan

Map 2 -
Potential Transit Demand:
Social Service Recipients
Within the Study Area




As depicted on this map, social service recipients include individuals listed in the Oregon Access and/or National Aging Program Information System (NAPIS) program databases. Data current as of September 1999.

-  Social Service Recipients
-  City Limits
-  Urban Growth Boundary
-  Rivers, Lakes, Pacific Ocean

Location of data on this map is approximate. Information has been generalized to maintain the confidentiality of individual households.

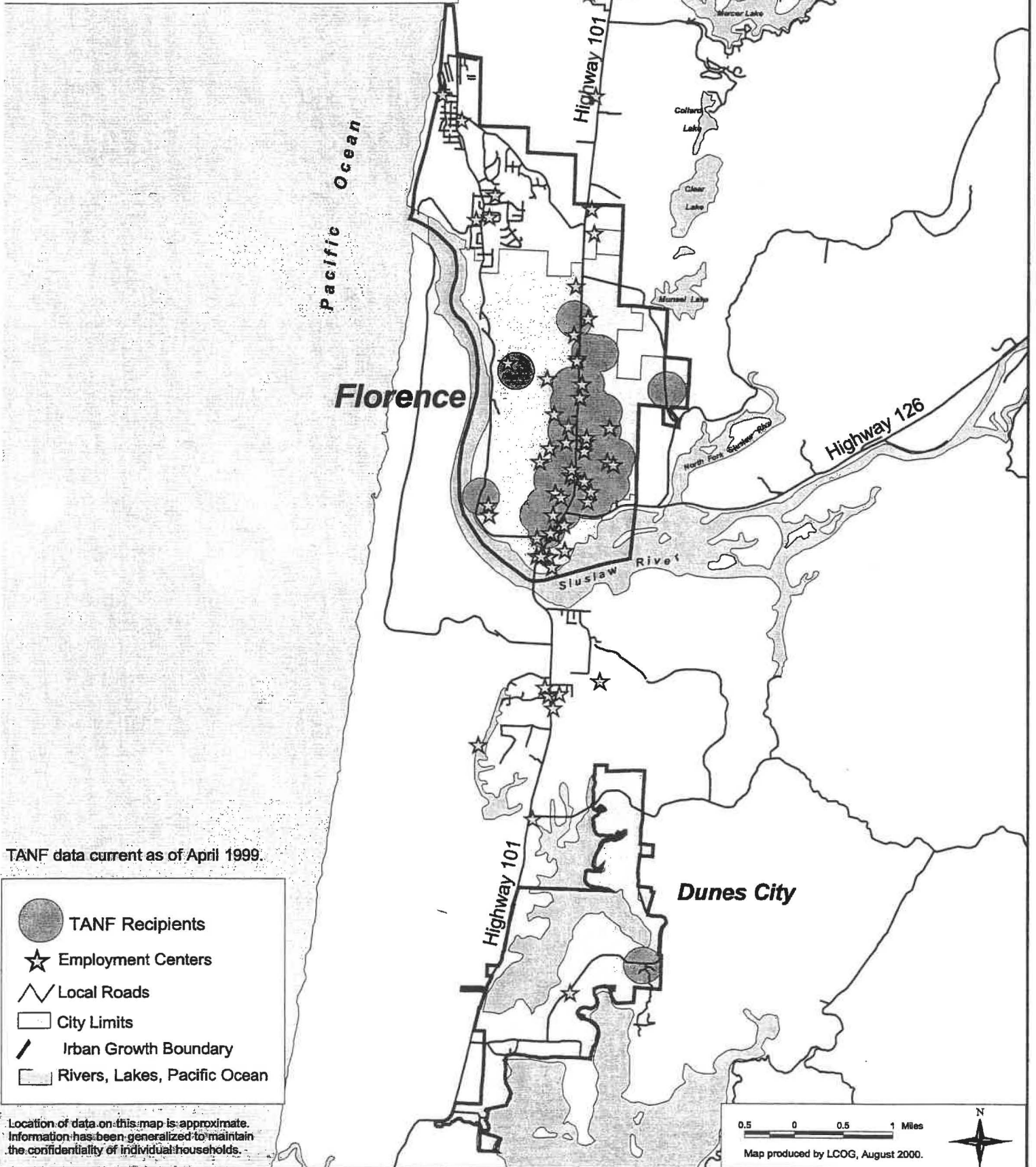
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Map produced by LCOG, August 2000.

Florence Community Transit Plan

Map 3 -
Potential Transit Demand: Florence Area
Temporary Assistance for Needy Families
TA) Recipients and Selected Employment
Centers Within the Study Area



TANF data current as of April 1999.

- TANF Recipients
- ★ Employment Centers
- Local Roads
- ▭ City Limits
- - - Urban Growth Boundary
- ▭ Rivers, Lakes, Pacific Ocean

Location of data on this map is approximate.
Information has been generalized to maintain
the confidentiality of individual households.

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Map produced by LCOG, August 2000.

Florence Community Transit Plan

Map 4 -
Potential Transit Demand: Voucher
Program Households Within
the Study Area

Pacific Ocean

Florence






Highway 101

Highway 126

Siuslaw River

Dunes City

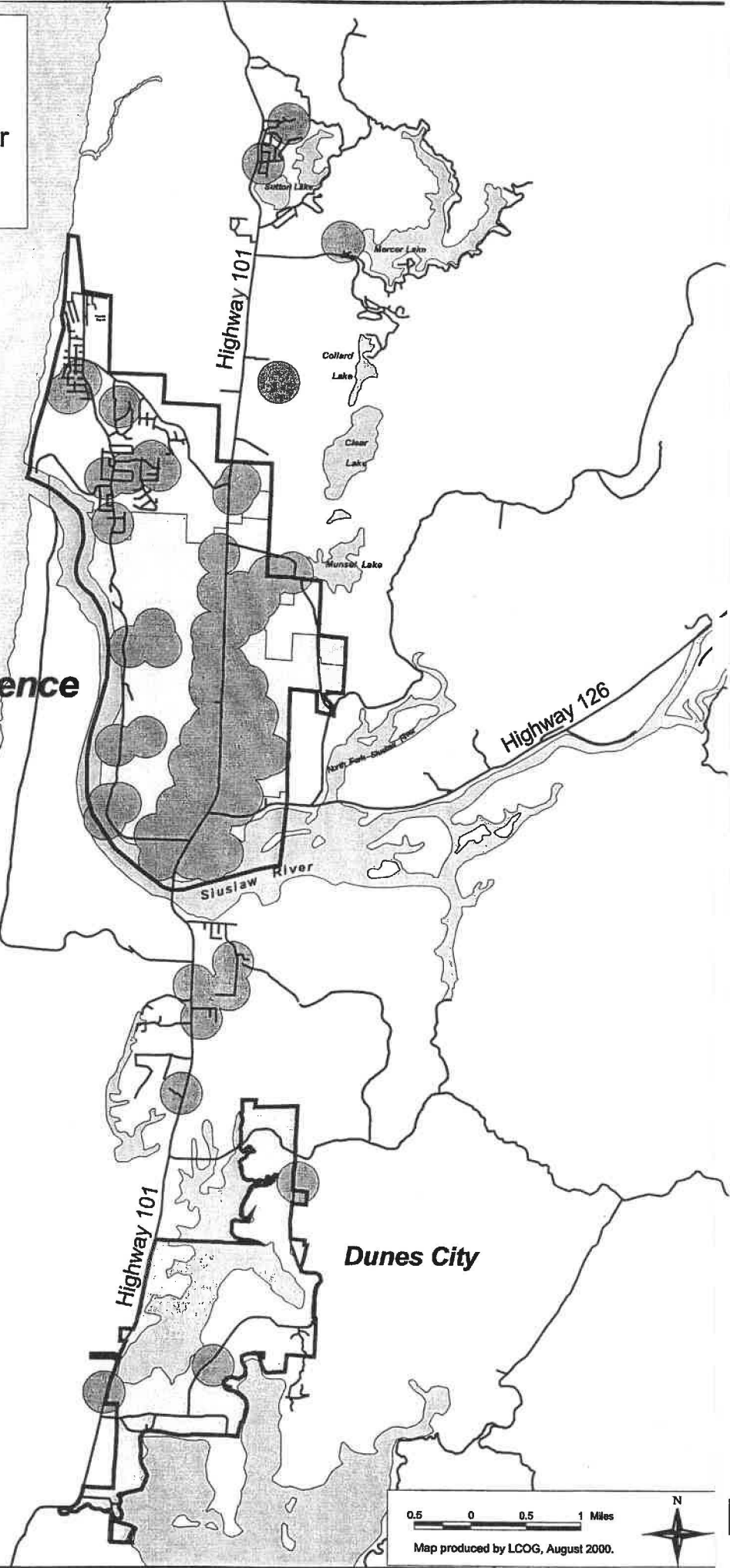
Voucher data current as of April 1999.

-  Voucher Program Households
-  Local Roads
-  City Limits
-  Urban Growth Boundary
-  Rivers, Lakes, Pacific Ocean

Location of data on this map is approximate.
Information has been generalized to maintain
the confidentiality of individual households.

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Map produced by LCOG, August 2000.



National Aging Program Information System

The NAPIS database includes residents enrolled in social programs funded by the Older Americans Act, Oregon Project Independence, state, and other sources. Programs in the Florence area include: Senior Mental Health individual and group counseling, Meals on Wheels, Group Meals, ElderHelp Program, Low-Income Energy Assistance Program, Senior Companion, Senior Outreach, and Rural Escort programs.

Similar to the Oregon Access data, spatial distribution of NAPIS recipients shows a majority residing within the Florence UGB and city limits. Outside the UGB recipients are clustered along Highway 101 to the north, and adjacent to Sutton Lake. Recipients are also located to the south of Florence, in Glenada and Dunes City. The highest concentrations of recipients are located within residential neighborhoods in Florence and in the Heceta Beach area. Map 2 depicts NAPIS (and Oregon Access) recipients within the Florence study area. About 62 percent of NAPIS recipients in the Florence area are also voucher program users.

Temporary Assistance to Needy Families

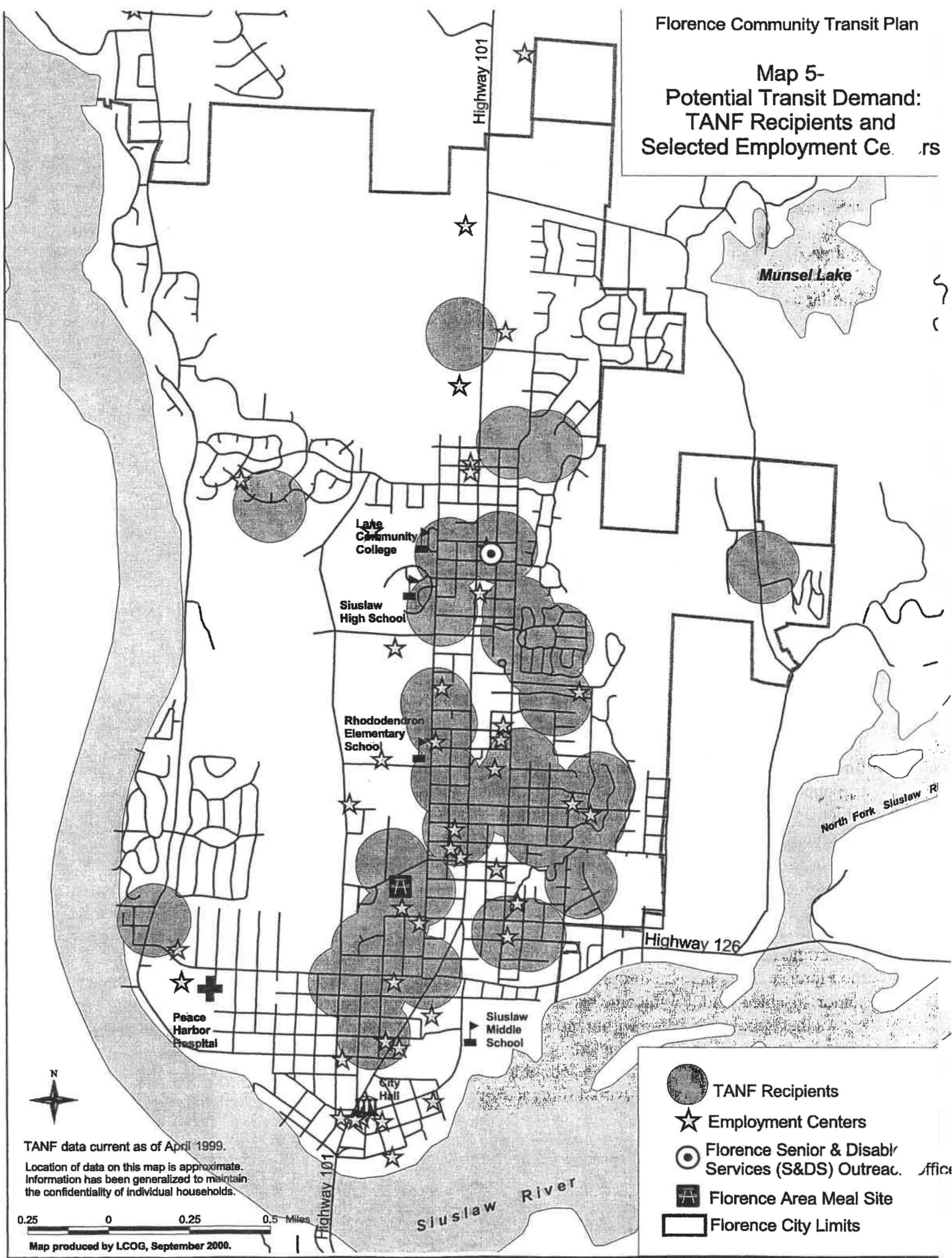
TANF data were obtained from the Oregon Department of Human Services, Adult and Family Services (AFS) division. TANF data locate residents who are currently, or have recently been unemployed and on public assistance. Unlike the Oregon Access and NAPIS data, TANF recipients are almost entirely concentrated within the Florence city limits. Data on selected TANF employment centers were also provided by AFS, representing locations where businesses are most likely to employ workers making the transition from public assistance to private employment.

The database indicates there are about 160 TANF recipients in the Florence study area. Approximately 14 percent of these individuals also use the taxi voucher program. Map 3 depicts TANF recipients within the study area. Map 5 shows TANF recipients within the Florence city limits. The current numbers and distribution of TANF recipients does not readily lend to work trip opportunities. In addition to relatively low numbers, work trips are better served by vanpools which are most effective over longer distances. The TANF data collection effort can assist with new funding opportunities available for meeting transportation needs of persons with low incomes who are seeking employment and in need of transportation (see Chapter Eight, Financing Strategies).

Florence Taxi Voucher Program

As outlined in Chapter Three, the taxi voucher program is a subsidized transportation service in the Florence area operated through a private taxi company. Vouchers are available for eligible senior, disabled, and low-income residents. Mapping voucher program household locations shows that a majority reside within the Florence UGB. There are about a dozen voucher program users living outside the UGB, including Dunes City, Glenada, and in areas north of Florence. Map 4 depicts voucher program household locations within the study area. Map 6 shows voucher program households within Florence city limits. Voucher households are distributed evenly throughout the city.

Map 5-
Potential Transit Demand:
TANF Recipients and
Selected Employment Centers



Munsel Lake

North Fork Siuslaw River

Highway 126

Highway 101

Late Community College

Siuslaw High School

Rhododendron Elementary School

Peace Harbor Hospital

Siuslaw Middle School

City Hall

Siuslaw River

-  TANF Recipients
-  Employment Centers
-  Florence Senior & Disability Services (S&DS) Outreach Office
-  Florence Area Meal Site
-  Florence City Limits

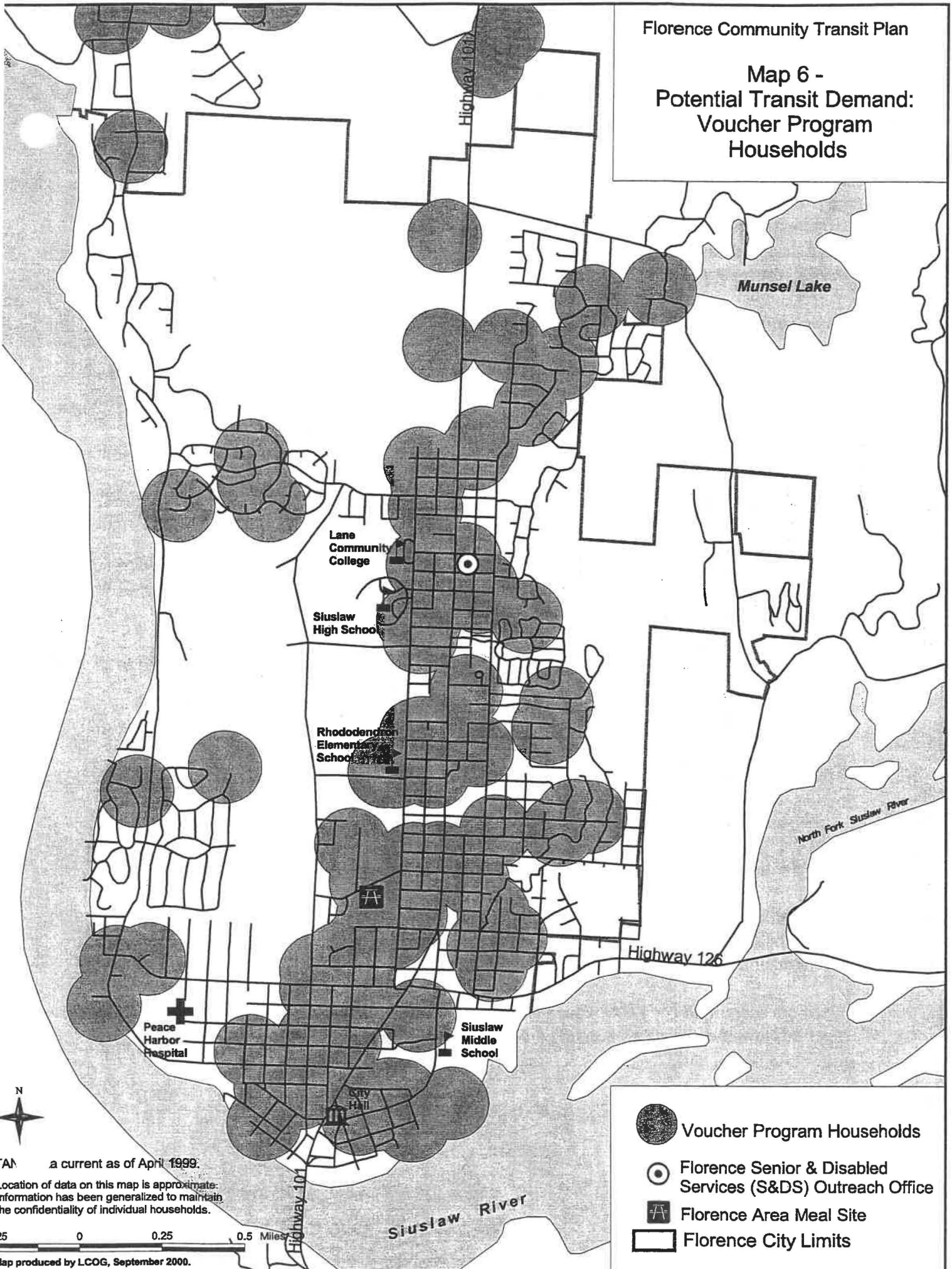
TANF data current as of April 1999.
Location of data on this map is approximate.
Information has been generalized to maintain
the confidentiality of individual households.

0.25 0 0.25 0.5 Miles

Map produced by LCOG, September 2000.

Florence Community Transit Plan

Map 6 -
Potential Transit Demand:
Voucher Program
Households



Data current as of April 1999.
Location of data on this map is approximate.
Information has been generalized to maintain
the confidentiality of individual households.

25 0 0.25 0.5 Miles

Map produced by LCOG, September 2000.

Voucher data collected during the four month study period were important for shaping the overall service design. Data were used to determine trip origins and destinations, peak travel days of the week, peak travel times, trip purposes, and other trends. (Refer to Appendix D for complete results of the data collection effort). The most frequented residential facilities (origins) and commercial centers (destinations) were targeted and mapped using GIS. Results informed service design decisions (such as establishing bus stops) to areas that have the highest ridership and will best meet the needs of current users of the voucher program.

Data collected during the study period established the findings below:

1. Voucher program riders largely live within the Florence UGB (93 percent); long-distance trips are relatively infrequent—only 9 percent of voucher trips are taken outside the Florence city limits. However, the higher cost of longer trips may have served as a deterrent to these riders.
2. Most riders using the taxi voucher program are also social service recipients in the Oregon Access and NAPIS databases.
3. A full 48 percent of voucher trips during the study period were for shopping purposes. Social and recreation trips were second with 22 percent. Shopping, social/recreation, and medical purposes comprised 89 percent of all voucher trips.
4. The primary shopping destination for voucher users is Safeway (24 percent of shopping trips).
5. Friday is the peak travel day of the week (19 percent of trips), followed by Thursday (16 percent); Mondays and Wednesdays were the third and fourth most frequent travel day (15 percent).
6. Analysis of trip purpose by day of the week shows that Mondays, Wednesdays, and Fridays are the top travel days for shopping trips; Thursdays are busiest travel days for medical trips; and Fridays and Saturdays are top travel days for social/recreation trips.
7. Ridership is most active in the early afternoons (between 1 p.m. and 3 p.m.); the peak travel hour for all trips is between 1 p.m. and 2 p.m.; Over the course of a day, the hours between 10 a.m. and 4 p.m. are the most active travel times.
8. Seniors accounted for 1,619 passenger trips, or 45 percent of all trips taken during the study period; low-income riders accounted for 1,326 passenger trips, or 42 percent of all trips.

Service Alternatives

This section presents a range of transit service types and alternatives that were considered by the Steering Committee for operation in the Florence area. Alternatives were developed and selected based on feedback from the Steering Committee, results from the community survey, and a review of peer transit systems. Information on operating costs was researched and applied to each alternative.

Types of Transit Service

Before describing transit options for the City of Florence, it is worthwhile to discuss different common types of transit service. In addition to the voucher program service (user-side subsidy), there are a number of transit service types available to communities, including: demand response, route deviation, checkpoint deviation, and fixed-route services. For a comprehensive set of transit definitions, refer to the glossary in Appendix H. Transit service options are described below:

User-Side Subsidy (Vouchers)

The user-side subsidy (or voucher program) concept takes advantage of existing private transportation providers and the market process, which can have the effect of making transportation affordable and strengthens private companies. User-side subsidy programs are commonly provided for low-volume operations, typical of point-to-point services provided for special user groups (such as the elderly, disabled, low-income). In Florence, the existing taxi voucher program fits into this category.

Demand Response Service

Demand response service, also known as *dial-a-ride* is characterized as door-to-door service, typically scheduled by a dispatcher. A 24-hour advance reservation is normally required for pick-ups, although immediate ride requests can be filled if time permits. Demand response service is most convenient for persons who can schedule their trips in advance. The need to provide door-to-door service increases the time required to serve each passenger, which in turn imposes a relatively high cost per trip.

Route Deviation Service

Route deviated service is a common alternative to demand-response service. Through route deviation, transit vehicles follow a specific route, but leave the route to serve demand response origins and destinations. The vehicles are required to return to the designated route within a block of the point of deviation to insure all intersections along the route are served. Like the demand-response service, passenger on-board travel time is increased, and service reliability is decreased.

Checkpoint Deviation Service

Under deviated route checkpoint service, vehicles make periodic, scheduled stops at a center of activity such as a residential complex or shopping center, in addition to a demand response service. Riders are typically picked up at a reduced fare at checkpoint stops and are transported

to another checkpoint or to a passenger requested destination. Service stops between checkpoints do not require reservations. Unless carefully designed, it can be very difficult to dispatch vehicles efficiently under checkpoint service to meet scheduled checkpoints and requests for deviation.

Fixed Route

Traditional fixed-route service fits the popular conception of a bus system, with vehicles operating on a pre-determined route following a set schedule. Each route consist of a number of specific stops where passengers are picked up and dropped off. Research has found that fixed-route passengers are willing to walk up to a ¼ mile to reach a bus stop. As a result, efficient fixed-route bus patterns consist of routes with ½ mile spacing, with stops provided about every two city blocks.

Service Alternatives

CTP Steering Committee members reviewed transit service alternatives and, along with staff, identified advantages and disadvantages of each service type. Service costs have been estimated for each alternative using a \$25 per hour operational cost. Detailed service design characteristics, such as fares, revenue, scheduling, and routing specifics, have been developed for the recommended service alternative. Alternatives 8, 9, and 10 are auxiliary services that could be implemented to supplement core transit services (as proposed through alternatives 1 through 7). Service alternatives are described below:

Alternative 1: Retain Existing Structure – No Change in Service

This alternative proposes no change in current transportation services in Florence. The alternative assumes that LCOG will continue to coordinate service contracts and funding for the existing taxi voucher program. For a small city with limited resources, a *no change* option may at first look to be a cautious and pragmatic approach. However, this alternative would significantly reduce federal funds available for local transportation programs. Selection of this alternative could reduce existing services and transportation needs would go unmet.

- **Advantages:** Flexible taxi service (call-in, demand response) for passengers; taxis always available; courteous and personal service; high level of overall customer service; door-through-door service; safe and dependable service; locally owned and operated; politically expedient.
- **Disadvantages:** No general public service available; substantial federal funding is lost if service changes are not made (up to \$39,000 annually); service is not affordable for outlying areas; service has limited seating capacity and ability to produce group trips; there is no flexibility for expanding service; issues exist regarding equitable distribution of vouchers; limited outreach efforts to market services.

Alternative 2: Dial-a-Ride Service

This service would be provided on an on-call basis for user groups in need of door-to-door service, especially seniors/disabled, and local medical trips. Service would be open to the general public, and could be used as a demand response *back-up* in combination with other service alternatives. Dial-a-ride service would be required to meet federal Americans with Disabilities Act (ADA) paratransit requirements if a fixed-route service alternative were selected. Dial-a-ride service may be most effective for servicing more remote, rural areas located outside the Florence city limits and UGB. (Florence had a Dial-a-Ride service operated by a non-profit agency that failed to meet its financial obligations).

- Advantages: Ability to group trips; service is potentially more affordable than the *no-change* alternative; similar advantages as using a taxi service; general public service available; many small systems utilize volunteer drivers.
- Disadvantages: Advanced reservations necessary; less flexible; limited time availability; trip lengths increase as more rides are grouped together; competes directly with local taxi service.

Alternative 3: Shopper Shuttle

This service would consist of a coordinated shuttle or van service to major shopping destinations along the Highway 101 corridor, such as Safeway, Thriftway, or BiMart. Advanced reservations would be required during the morning hours, with door-to-door pick-up, shopping, and returns between the hours of 11 a.m. and 3 p.m. Service would operate Mondays, Wednesdays, and Fridays (peak shopping days). Based on taxi voucher data, estimated monthly ridership could reach 500 rides per month. The service would be advertised as a shopper service. Opportunities would exist to gain important support from larger retailers. Annual operating cost: \$15,600 for four hours of service three times a week.

- Advantages: General public service available; lessens traffic congestion during peak hours; smaller vehicle size relative to a fixed route bus; potentially supported by merchants and retailers.
- Disadvantages: Less flexible for riders relative to one-on-one trips; limited trip purposes- a three day a week service excludes work, training, or school related trips.

Alternative 4: Specialized Senior Group Trips

This alternative involves specialized group shuttle trips to the senior meal site on weekdays, and *special events* service on Friday and Saturday evenings. Advanced reservation would be required before all trips. Meal service would operate over the lunch hour (11 a.m.-1 p.m.) on some weekdays, with the events service operating on Fridays and Saturdays (7 p.m.-11 p.m.).

Destinations would include performances, clubs and social halls. An estimate of 248 rides per month has been calculated from taxi voucher and social service program data for specific social and recreation trips serving seniors. Annual operating costs would run approximately \$12,500 (for lunchtime service); and \$10,400 (for special events/ evening service). Opportunities exist to combine elements of this alternative with the “shopper service” to satisfy both meals and shopping through one service.

- Advantages: General public service available; lessens traffic congestion during peak hours; smaller vehicle size relative to a bus; potentially supported by merchants and retailers; targets grouped trips.
- Disadvantages: Less flexible for riders; limited trip purposes; advanced reservations required; only addresses the needs of active residents.

Alternative 5: Employment/Education Group Trips

These grouped trips would target lower income residents on public assistance, and School District 97J trips through advanced reservation and subscription service. Shuttle service would also be open to the general public for work, training, and education-related purposes. Morning service would originate from the north and include checkpoint stops at low-income housing sites and (close-in) Park-and-Ride locations accessible to the general public. Curb-to-curb service would also be available. Service locations would include major employers, Lane Community College extension office, and job training and employment centers.

Weekday morning and evening service would be available 6-9 a.m. and between 4-7 p.m. School trips would account for a two-hour time slot between, or in conjunction with employment group trips. Annual operating cost for 97J schools service is \$10,000; \$37,500 for six hours of the weekday employment shuttle. Approximately 94 work trips and 25 school trips (97J) are being provided each month through the taxi voucher program, and data indicate about 160 Florence-area residents are on public assistance (TANF).

- Advantages: General public service available; lessens traffic congestion during peak hours; smaller vehicle size relative to a bus.
- Disadvantages: Less flexible for riders; not as personal a service; limited trip purposes; does not serve needs of seniors and persons with disabilities; Park-and-Ride options in a small community and geographic area has limited application.

Alternative 6: Deviated Route (Checkpoint Service)

Deviated-route service would offer checkpoints at residential care facilities, low-income housing sites, and senior communities, as well as popular destinations related to shopping, medical, and government services. The shuttle/bus would offer curb-to-curb service for those calling in for

rides in route to scheduled checkpoints. This service provides the flexibility and convenience of demand response service, and the predictability and visibility of a fixed-route service. This type of service is also effective for *testing* the feasibility of fixed-route service.

A likely service design would run north to the new Fred Meyer and south to Old Town, with checkpoints at major shopping destinations and residential centers along the way. Service would run west along Airport Road and Ninth Street with stops at the S&DS Meal Site, Spruce Point, and Peace Harbor Hospital, to Greentrees on Rhododendron Drive. To allow the system to operate smoothly, initial service should begin with only five to seven checkpoints. Additional checkpoints can be added over time as the service schedule is refined. Hours of operation would be 10 a.m. to 5 p.m. Annual operating cost is estimated at \$52,500. Exposure and visibility could attract up to 2,503 in annual general public ridership.

- Advantages: General public service; scheduled shuttle stops available (checkpoints) offering predictability; curb-to-curb service.
- Disadvantages: Difficult to keep system on schedule with deviated route system; complexity of service potentially confusing to public; system wait times at scheduled stops.

Alternative 7: Highway 101/Old Town Fixed Route

This service consists of a fixed-route bus running north-south along Highway 101. The service would be extended as far north as the new Fred Meyer, and travel south to create a *balloon loop* through Old Town. Fixed stops along the way would enable riders to predictably catch the bus and reach destinations along the commercial corridor. Transit stops would be spaced at each city block. A majority of Florence residents are within a *walkable* ¼-mile distance to the Highway. A fixed-route service would provide travel convenience north-south and can be expanded to provide service along West Ninth Street if ridership levels are high. This service would operate on weekdays between 9 a.m. and 6 p.m. with an annual operating cost of \$101,250. Exposure and visibility could attract up to 2,503 in annual general public ridership.

- Advantages: General public service; broad exposure; predictable route and scheduling; serves highly traveled highway corridor.
- Disadvantages: Requires high population densities to maintain ridership and be cost-effective; fixed-route services are expensive to operate; under the ADA, requires equivalent service for people with disabilities who are unable to use the service because of the disabling condition.

Alternative 8: Heceta Beach Loop

This alternative would provide limited deviated route service out Heceta Beach Road, forming a loop along Fourth Avenue/Rhododendron. Service would operate two days a week, twice daily, providing transportation options for this relatively isolated coastal community. This service would be most effective in conjunction with one or more supporting service alternatives. Estimated annual operating cost is \$3,120.

Alternative 9: Summer Park-and-Ride Checkpoints

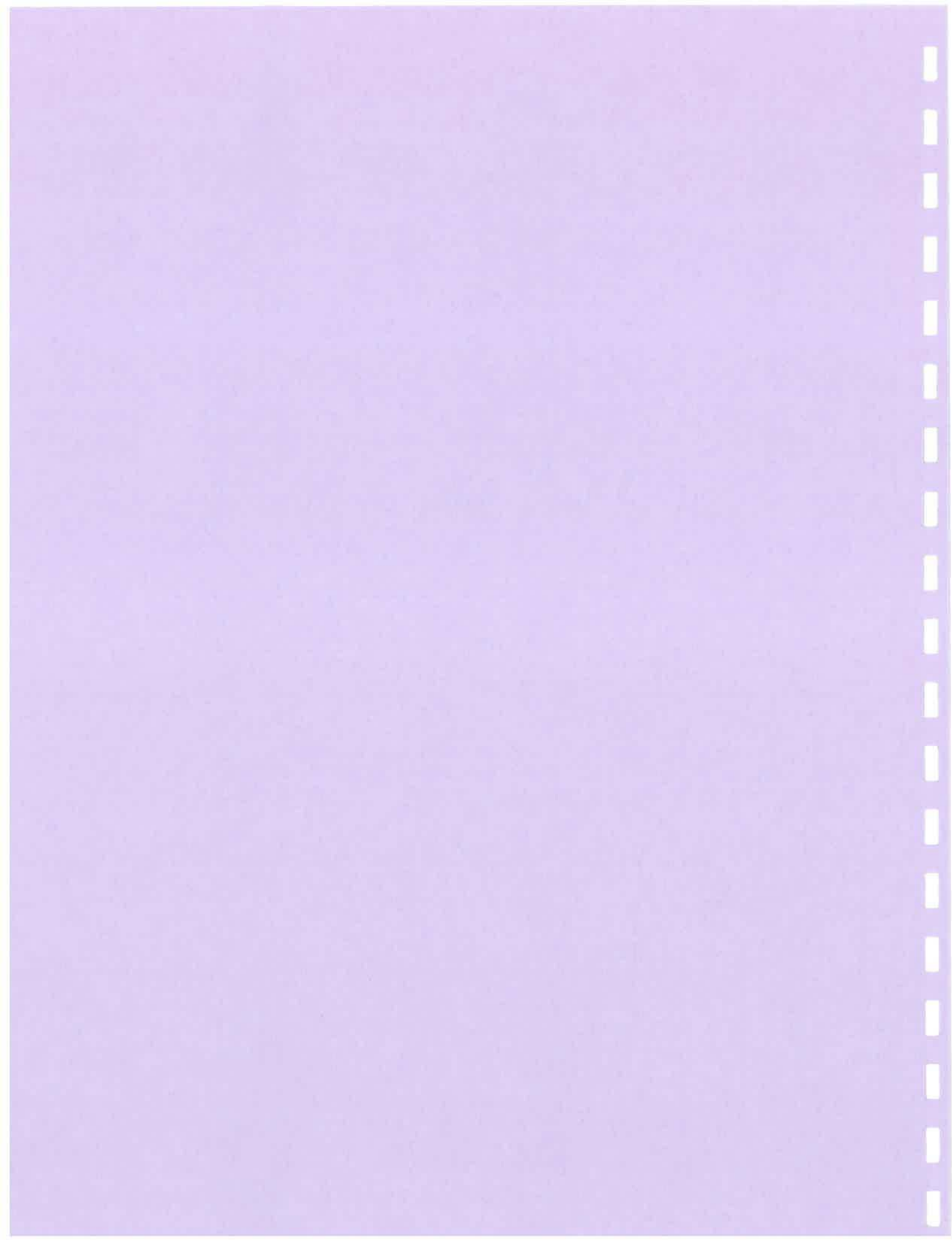
This alternative provides transit service to out-of-town visitors and local residents alike, through shuttle checkpoints at park and recreation facilities to the north (Sutton Recreation Area; Darlingtonia Botanical Garden State Wayside), and to the south (Jessie M. Honeyman Memorial State Park; Oregon Dunes National Recreation Area). Trial service for this system would operate six round trips (three trips north, three south), operating on Fridays, Saturdays and Sundays during the months of June through August. The service has an estimated annual operating cost of \$5,400.

Alternative 10: Florence-to-Eugene Vanpool

This service would provide a Florence to Eugene connection for the general public and priority medical trips. There is a potential for approximately 140 medical-related trips to be provided each month (based on Friends of Florence and Adult Family Services data). According to AFS, there remains a strong demand for Florence-Eugene trips for medical purposes, particularly for dialysis. Service should initially be provided three times each week with morning departures and afternoon returns. Operating an extra vehicle will be important for this service to provide for medical trips and general public service within Florence. Issues related to medical trips can include varied destinations, scheduling, and providing a high level of convenience for passengers. Vanpool costs are typically based on purchased blocks of route mileage.

Summary

Steering Committee members were inclined to support all the service alternatives, as each in its own way moves the community toward its long-term transportation goals. However, a majority on the committee preferred the shopper shuttle concept (Alternative 3) and a deviated route model (Alternative 6) as service types that will most effectively address Florence's transportation needs in the short-term. These service elements have been incorporated into the Recommended Service Plan in Chapter Six.



Chapter Six

Recommended Transit Service Plan

This chapter proposes transit service improvements for Florence and presents a range of service recommendations to address demonstrated needs as outlined in Chapter Five. The chapter includes transit system goals and objectives, and outlines transit service areas, operating hours, scheduling, transit stop locations, and other components of the proposed service design.

Transit Goals and Objectives

The CTP planning process was guided by a series of broad goals. These goals were instrumental in formulating the recommended service design. From the transit goals, more specific policies and implementation measures were developed (see Chapter Seven). The goals as written may never be fully achieved in their entirety, but provide a target towards which the community can strive.

Mission

Provide safe, reliable and cost-effective transit services that meet the widest possible range of community needs.

Foundation Goals

- Provide transit service that meets the widest possible range of community needs within funding constraints.
 - Establish a visible and accessible transit service open to the general public that also targets the needs of people who are older or have disabilities;
 - Provide for vehicle accessibility: full ADA compliance
 - Develop and implement an advertising and marketing program to inform Florence residents of transit availability.
- Do not displace existing transportation services that are efficient and effective.
- Meet existing and future transit demand; expand transit service over time to meet increasing needs.
- Respond to and modify service as necessary to effectively meet the needs of seniors and the disabled.
- Maximize service efficiency while maintaining standards for safety and reliability
 - Provide reliable service: good availability, short wait times.
 - Provide safe service: low/no vehicular accidents, no passenger loading accidents.
- Manage and provide local transit services in an efficient and cost-effective way.
 - Maintain current levels of public funding (at a minimum).
 - Adhere to an operations plan realistic to existing community resources.
 - Minimize operating costs: (costs per mile, costs per passenger).
 - Maintain vehicles for safety and reliability.
 - Provide for a productive transit service: (passengers per vehicle mile).
 - Minimize subsidy requirements: (fares and agency fees)

- Balance costs and revenues: (avoid significant cost overruns)
- Pursue a financing strategy to take advantage of state and federal funding opportunities.
- Plan for the short-term (1 year) and the long term (ten years).
- Design a transit system to be attractive to future riders.
- Address seasonal transportation needs.
- Maintain a high level of customer service and good rider and community relations.

Short-Term Goals

- Establish general public service by July 1, 2000 (to meet FTA Section 5311 funding requirements).
- Explore shuttle opportunities targeting (shopping) trips from existing voucher program (shopper shuttles).
- Provide a combination bus-taxi system; establish a limited Dial-A-Ride service.
- Provide service to general public (workers) in combination with trips from voucher program.
- Pursue (former) F.A.C.T. vehicle available in Eugene.

Long-Term Goals

- Develop a combination service: comprehensive deviated route or fixed route service, and Taxi or Dial-A-Ride Service (door-to-door).
- Develop an Old Town summer tourist shuttle system; explore the use of trolleys.
- Pursue a public transit service connection to Eugene, (fill inter-city gaps not served by Porter Stage Lines and Greyhound Bus Lines).
- Establish regional transit connections to the north, south, and east of Florence.
- Meet the City's long-term economic development goals (by serving tourists and the visiting population).
- Develop a Transit Center as part of service delivery system (transit hub or dispatch center).
- Provide transportation services for conferences at the Florence Events Center.
- Provide for after-hours and/or evening transit service.
- Determine feasibility of forming an independent transportation district, or establishing a local-based subsidiary of Lane Transit District.
- Provide effective service to the general public in Florence and surrounding communities.
- Provide stable and consistent operation and service within a local transit environment.

Description of Proposed Transit Service

Changes to transportation services have been identified to meet local needs and comply with federal funding and contracting requirements. Transit services should operate as a demonstration project until June 2001. Service elements include the following:

- Demand response shopper shuttle (*Neighborhood Shuttle*) providing curb-to-curb grouped trips;
- Deviated route shuttle (*North-South Checkpoint Loop*) providing service along the Highway 101 corridor with timed stops; and,
- Continuation of the taxi voucher program.

Neighborhood Shuttle

The proposed *Neighborhood Shuttle* provides curb-to-curb, same-day ride request service within three designated service zones (or neighborhoods). The shuttle will focus on providing grouped shopping trips between the neighborhood zones and Safeway. Neighborhood residents can be picked up at their homes on the day that their neighborhood is being served. Passengers can call in ride requests on their respective service days between 10:00 a.m. and 1:00 p.m.¹

Three service zones are proposed for the north, southwest, and southeast (downtown) areas of Florence. Refer to Table 7 for a description of the service zones. Safeway was selected as the primary shopping destination based on an analysis of voucher program data. The shuttle will make 45-minute sweeps into the service zones to pick up passengers. Passengers will then have one hour within which to shop and be able to catch the shuttle for a return trip back to their neighborhood.

The shuttle will also stop at regularly scheduled checkpoints within each neighborhood zone where riders can catch the shuttle without having to call ahead to receive service.²

Neighborhood checkpoints have been located at residential locations where there are high numbers of residents who use the voucher program. Map 7 shows the location of proposed checkpoints and neighborhood service zones. Neighborhood Shuttle service will operate three days a week and will be alternate with the North-South Checkpoint Loop service.

North-South Checkpoint Loop

The North-South Checkpoint Loop will operate in conjunction with the Neighborhood Shuttle by providing point deviation service. The shuttle will travel north and south along the Highway 101 corridor (within the Florence city limits) and will pulse through the city four times a day. Each service loop will take an hour to complete. Regularly scheduled checkpoints (timed stops) are proposed at key commercial centers and popular destinations. Passengers can ride this service by catching the shuttle at these scheduled checkpoints.

Checkpoints have been evenly spaced along the commercial corridor. The shuttle can deviate off the main corridor for passenger-requested stops, as long as the vehicle can arrive on time at its next scheduled checkpoint. Route deviations will be limited within a two (2) block area on either side of Highway 101 to ensure the shuttle service stays on time. Because the shuttle can deviate off the main route to serve passengers, the total number of checkpoints has been limited (to eight) in order to maintain timing of the proposed schedule. During regular operating hours a taxi or van service will be available for passengers who cannot access the service due to a ride refusal or other unforeseen circumstances.

¹ Residents on 15th Street or Kingwood will be able to receive service twice per week due to these streets forming the boundary of two service zones and residency.

² Checkpoints are pre-designated stops that are scheduled by the clock. Essentially, it does not matter what the route is from checkpoint to checkpoint just as long as the vehicle arrives at the checkpoint at the designated time.

The North-South Checkpoint Loop begins service at Safeway and includes checkpoints at the new Fred Meyer (north), Peace Harbor Hospital (west), and Old Town (south), before completing its loop back to Safeway. Peace Harbor Hospital is designated as a southbound checkpoint. Fred Meyer to the north, and Old Town to the south, anchor the service routing; Safeway serves as the route's origin and destination point. A complete list of proposed checkpoints is provided later in this chapter. Refer to Map 8 for the location of checkpoints and proposed point deviation routing.

The sequence for checkpoint stops and route deviation has been determined by direction of travel to increase safety and service efficiency. For example, northbound shuttles serve east of Highway 101 while southbound routes serve west of Highway 101. The following checkpoints are limited as *one-way* stops northbound: Rite Aid, 21st Street, 31st Street, and Bi-Mart. These routing details are meant to avoid the need for the shuttle to cross dangerous on-coming highway traffic at non-signalized intersections. One-way stops along the corridor also allow for more flexibility for deviated routing on the southbound trip. These operating procedures are included in proposed transit service policies (Chapter Seven).

Subsidized Taxi Voucher Program

The taxi voucher program offers a reduction on a one-way trip to people travelling within the Florence area who are older, disabled, or have low incomes. Eligibility for the program and the distribution of vouchers is currently handled through the local Florence Senior & Disabled Services' Outreach Office. Proposed shuttle services will impact the voucher program because they share the same funding sources. Implementing changes in the current program without dramatically increasing operating funds necessarily requires tradeoffs in the availability of vouchers. The program will continue to be operated on the basis of eligibility but at a much reduced level as customers will be expected to transition to the new shuttle service. Riders who currently use the voucher program will still be able to receive and use vouchers.

One of the key goals of the proposed service is to meet the needs of seniors and person with disabilities who are currently using the voucher program for shopping trips. The needs analysis showed that about 50 percent of all voucher trips are used for shopping purposes. Riders will be encouraged to take their shopping trips on the new service whenever possible and leave vouchers for other select trips, such as for medical purposes. Shuttle services will provide convenient curb-to-curb, grouped trips to Safeway and other shopping destinations. Operating hours for the subsidized voucher program should remain unchanged and the service will retain an important transportation role in the Florence area.

Hours of Operation

Proposed shuttled services will operate on Mondays, Wednesdays, and Fridays between the hours of 10:00 a.m. to 4:15 p.m. This schedule allows for two shopping trips by way of the Neighborhood Shuttle and four round trips of the North-South Loop on each service day. Hours of operation were chosen based on peak demand for travel using the voucher program. Service was chosen to run on those days of the week most commonly used for voucher-based shopping trips. Service is also limited to three days per week based on financial constraints of the current annual budget.

Map 7 -
Proposed Demand
Response Service:
Neighborhood Shuttle

Zone 1 Checkpoints:

Mondays

- 1- Spruce Point, 11:20; 1:05; 2:50
- 2- Greentrees clubhouse, 11:26; 1:11; 2:56
- 3- Greentrees west gate, 11:32; 1:17; 3:02

Zone 2 Checkpoints:

Wednesdays

- 1- 10th & Laurel, 11:15; 1:00; 2:45
- 2- The Pines, 11:21; 1:06; 2:51
- 3- Shorewood, 11:27; 1:12; 2:57
- 4- Windsong Apts., 11:33; 1:18; 3:03
- 5- Munsel Lake Apts., 11:39; 1:24; 3:09

Zone 3 Checkpoints:

Fridays

- 1- Siuslaw Dunes, 11:25; 1:10; 2:55

Highway 101

Zone 3

1

Zone 1

3

2

1

2

3

4

5

Zone 2

Lane
Community
College

Siuslaw
High School

Rhododendron
Elementary
School

Peace
Harbor
Hospital

Siuslaw
Middle
School

City
Hall

Safeway

- Neighborhood Shuttle Checkpoints:
Zone 1 - Mondays
Zone 2 - Wednesdays
Zone 3 - Fridays

▬ Service Zone Boundary

⊙ Florence Senior & Disabled
Services (S&DS) Outreach Office

⌘ Florence Area Meal Site

▭ Florence City Limits

0.25 0 0.25 0.5 Miles

Fares

Suggested fares are \$1.00 per one-way trip. Setting an even \$1 fare should eliminate the need for change-making by the driver. The current price of a one-way voucher trip is \$2, so proposed pricing has potential as a cost-savings incentive for current voucher users, many of which have a low or fixed income. Issues surrounding the fare and fare mechanisms, such as tickets, will be addressed after a service provider is selected to operate the shuttle.

Demand Response Shuttle Service Zones

Table 7 lists the days of operation for the proposed shuttle service, the designated service zones and a description of those areas to be served. Map 7 depicts the proposed service zones for the Neighborhood Shuttle. An analysis of voucher program data reveals the following number of program households located in each service zone: Zone 1, 43; Zone 2, 73; Zone 3, 60.

Table 7. Demand Response Service Zones

Service Day	Zone Served	Area Description
Mondays	Zone 1	Southwest Florence: Greentrees and areas west of Kingwood Street
Wednesdays	Zone 2	Southeast Florence: East of Kingwood Street and south of Airport Road/15 th Street.
Fridays	Zone 3	North Florence: Areas within service boundary north of Airport Road/15 th Street.

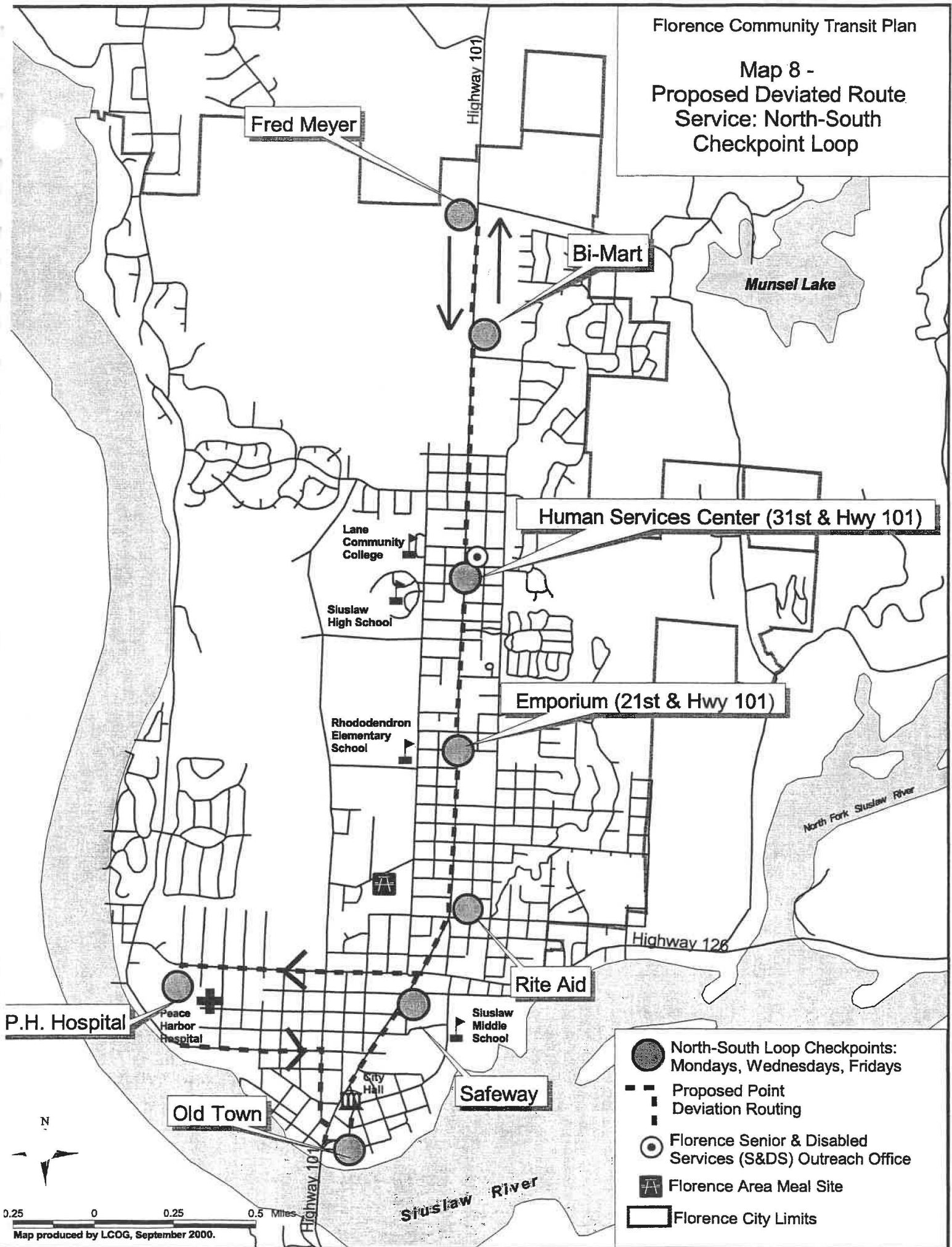
Deviated Route Checkpoints

Checkpoints are locations where the bus will stop to pick-up or drop-off passengers on a scheduled basis. Checkpoints are established at key residential and commercial centers. The bus will pickup riders at checkpoints, and will wait until the designated time on the schedule to depart from that stop. Map 7 depicts the locations of proposed transit checkpoints for the Neighborhood Shuttle. Map 8 shows checkpoints proposed for the North-South Loop. Allotted and actual driving times for designated checkpoints are provided in Table 8. Shuttle arrival times at proposed checkpoints are provided in Tables 9 and 10.

North-South Loop Checkpoints

1. Safeway; 700 Highway 101 - (This commercial center will act as the *hub* of the Neighborhood Shuttle shopping service.)
2. Old Town - Bay and Maple Street
3. Rite Aid - 1310 Highway 101
4. Emporium - 21st and Highway 101; serving Rhododendron Elementary School/Food Share
5. Human Services Center - 31st and Highway 101; serving Siuslaw High School/Lane Community College
6. Bi-Mart - 4310 Highway 101
7. Fred Meyer - Highway 101
8. Peace Harbor Hospital - 410 9th Street

Map 8 -
Proposed Deviated Route
Service: North-South
Checkpoint Loop



Fred Meyer

Highway 101

Bi-Mart

Munsel Lake

Human Services Center (31st & Hwy 101)

Lane Community College

Siuslaw High School

Emporium (21st & Hwy 101)

Rhododendron Elementary School

North Fork Siuslaw River

Highway 126

Rite Aid

P.H. Hospital

Peace Harbor Hospital

Siuslaw Middle School

Safeway

Old Town

Highway 101

Siuslaw River

- North-South Loop Checkpoints: Mondays, Wednesdays, Fridays
- - - Proposed Point Deviation Routing
- ⊙ Florence Senior & Disabled Services (S&DS) Outreach Office
- ⌘ Florence Area Meal Site
- ▭ Florence City Limits

0.25 0 0.25 0.5 Miles

Zone 1 Checkpoints

1. Spruce Point - 375 9th Street
2. Greentrees - (west gate); 1601 Rhododendron Drive
3. Greentrees - (east clubhouse); 1600 Rhododendron Drive

Zone 2 Checkpoints

1. 10th & Laurel Streets - serving Laurelwood Housing, Royal Dunes Apartments
2. The Pines - 1550 W. 15th Street
3. Shorewood - 1451 Spruce Street
4. Windsong Apartments - 1365 Spruce Street
5. Munsel Park Apartments - 2021 12th Street

Zone 3 Checkpoints

1. Siuslaw Dunes - 1750 W. 43rd Street

Table 8.

Deviated Route Checkpoints: Allotted and Actual Driving Times

Route Segments/ Checkpoint Locations	Allotted Driving Times	Actual Driving Times
Safeway to Old Town	7 minutes	2 min. 58 sec.
Old Town to Rite Aid	6 minutes	~ 3 minutes
Rite Aid to 21 st Street	5 minutes	~ 2 minutes
21 st Street to 31 st Street	5 minutes	2 min. 20 sec.
31 st Street to Bi-Mart	7 minutes	2 min. 57 sec.
Bi-Mart to Fred Meyer	4 minutes	1 min. 40 sec.
Fred Meyer to PH Hospital	13 minutes	8 min. 48 sec.
PH Hospital to Old Town	7 minutes	4 min. 03 sec.
Old Town to Safeway	6 minutes	2 min. 20 sec.
Totals	60 minutes	~ 30 minutes

A comparison of allotted and actual travel times is instructive for determining the amount of leeway that exists (between two stops) for drivers to make deviations off the main service route. Table 8 shows allotted and actual driving times for checkpoints along the north-south loop. Extra time has been allotted for passenger loading and unloading, and route deviations. Trial runs occurred in the early evening with light traffic. Some increase in driving time can be expected in summer months and with afternoon traffic.³

³ Data were collected in May 2000.

Map 9 - Proposed Transit Service

Zone 1 Checkpoints
Mondays
1- Spruce Point
2- Greentrees clubhouse
3- Greentrees west gate

Zone 2 Checkpoints
Wednesdays
1- 10th and Laurel
2- The Pines
3- Shorewood
4- Windsong Apts.
5- Munsel Lake Apts.

Zone 3 Checkpoints
Fridays
1- Siuslaw Dunes

Fred Meyer

Highway 101

Zone 3

Bi-Mart

Munsel Lake

Human Services Center (31st & Hwy 101)

Zone 1

Emporium (21st & Hwy 101)

North Fork Siuslaw River

Zone 2

P.H. Hospital

Rite Aid

Old Town

Safeway

Siuslaw River

- North-South Loop Checkpoints- Mondays, Wednesdays, Fridays
- Neighborhood Shuttle Checkpoints- Zone 1- Mondays, Zone 2- Wednesdays, Zone 3- Fridays
- ⚡ Service Zone Boundary
- Florence City Limits



0.25 0 0.25 0.5 Miles

Areas between 21st Street and Old Town, and 21st Street to the hospital are most susceptible to traffic congestion. The stop at Rite-Aid was added late in the planning process, so times have been estimated to and from that location. The combined driving time between Old Town and 21st street was recorded at 4 minutes, 35 seconds before the additional checkpoint at Rite Aid was added.

Proposed Schedule

Table 9 shows the timed stops for the North-South Loop. The service will travel north from Safeway to Fred Meyer, back south to Peace Harbor Hospital and Old Town, with a return to Safeway, three days a week. Table 10 shows the timed stops for each day that the Neighborhood Shuttle is in one of the three designated service zones. Riders can call ahead to get service to their home or use one of the pre-scheduled stops.

Table 9.
Proposed North-South Loop Checkpoint Schedule (read across)
Mondays, Wednesdays, Fridays

Safeway	10:00	11:00	11:45	12:45	1:30	2:30	3:15	4:15
Old Town [Bay and Maple]	10:07	10:54	11:52	12:39	1:37	2:24	3:22	4:09
Rite Aid	10:13	11:58	1:43	3:28	--	--	--	--
21st and Highway 101	10:18	12:03	1:48	3:33	--	--	--	--
31st and Highway 101	10:23	12:08	1:53	3:38	--	--	--	--
Bi-Mart	10:30	12:15	2:00	3:45	--	--	--	--
Fred Meyer	10:34	12:19	2:04	3:49	--	--	--	--
Peace Harbor Hospital	10:47	12:32	2:17	4:02	--	--	--	--

Table 10.
Proposed Neighborhood Shuttle Checkpoint Schedule (read across)

Mondays (Zone 1)

Spruce Point	11:20	1:05	2:50
Greentrees [clubhouse]	11:26	1:11	2:56
Greentrees [west gate]	11:32	1:17	3:02

Wednesdays (Zone 2)

10th and Laurel	11:15	1:00	2:45
The Pines	11:21	1:06	2:51
Shorewood	11:27	1:12	2:57
Windsong Apartments	11:33	1:18	3:03
Munsel Park Apartments	11:39	1:24	3:09

Fridays (Zone 3)

Siuslaw Dunes	11:25	1:10	2:55
---------------	-------	------	------

Service Logistics

The Neighborhood Shuttle and North-South Checkpoint Loop have the characteristics of what is referred to as *point deviation* service, which includes designated stops served on a fixed schedule. Other locations within designated service zones are served on demand. Flexibility is determined by demand.⁴ Unlike the current voucher program, these new services will be available to the general public.

Large capacity vehicles will be needed to run the new components of the service due to the shift from primarily single occupant trips (that are easily handled by a taxi-like service) to grouped trips that involve carrying groceries and packages for a number of riders. Under the federal ADA vehicles must be accessible to people who use wheelchairs.

Lane Council of Governments is prepared to lease one accessible vehicle to the transit provider to be used for the shuttle and loop service. A second new vehicle is being sought for purchase in the upcoming year. The vehicle will also be leased from LCOG to the selected service provider. Vehicles leased by LCOG will be used for the shuttle and checkpoint services only.

As noted previously, LCOG recommends proposed services be considered provisional through the fiscal year 2000-2001 transportation contract year that ends June 20, 2001. Revisions to the shuttle service may be necessary if the overall system is not meeting the guidelines and operation standards as outlined in this plan. Any modifications to the service contract can be made at this time.

LCOG may allow exceptions upon request to accommodate local events or other special , circumstances. The service contractor must have their own vehicle(s) available for use under the taxi voucher program or a guarantee that service will be available through a subcontract with a local taxi operator. Recommendations and transit service policies outline ways service can be expanded to meet increasing needs or new user groups, as well as tracking service implementation.

Operating Budget

Proposed transit services will operate within existing and projected revenues. To determine a future operating budget for proposed services, research into costs for similar services was conducted and estimates made into system ridership, fares, and sources of revenue.

Average operating costs for small, demand response systems in Oregon and nation-wide was found to be about \$25 per hour. Operating costs increased for fixed route services. Total costs for operating the proposed services were calculated by multiplying estimated operating hours by cost per service hour. The annual cost for proposed services were estimated with this information (Table 11). Research assumptions are provided in Appendix F.

⁴ Point-deviation service often develops from many-to-many, dial-a-ride services as frequently served origins and destinations are identified and travel patterns established.

Table 11. Estimated Operating Costs*

Service Option	Service Hours Per Day	Total Annual Service Hours	Operational Cost (\$25.00/hr)
Neighborhood Shuttle	2.25	324	\$8,100
North-South Checkpoint Loop	4.0	576	\$14,400
Daily service start-up/close-down	1.0	144	\$3,600
Total	7.25	1,044	\$26,100

* Estimate does not include operation of the taxi voucher program.

Projected Cost

Operating hours are based on a service day of 10 a.m. to 4:15 p.m. with .5 hour before and after service provided for start up and closing time. The service will operate 7.25 hours per day, three days per week. At 1,044 annual service hours, total costs for system are estimated at \$26,100 annually. These figures were used as a baseline for developing a realistic service design that operates using a mix of available local, state and federal grant resources.⁵ Start-up costs are estimated at \$10,000 and includes design and application of vehicle graphics, brochure production and printing, purchase and installation of a bus radio unit, and other miscellaneous expenses. In full, new shuttle services are projected to incur over \$36,000 in operating costs in the first year of operation.

Implementing the proposed services without substantial increases in operating revenue will require tradeoffs in the availability of taxi-based service. A reduction in taxi vouchers (offered for shopping trips) will be necessary to offset the cost of new shuttle services. Impacts on the voucher program will be significant. However, with a projected operating budget of \$77,000 there remains flexibility in the program to make proposed service modifications.

Projected Revenue

Table 12 below provides a two-year revenue budget showing estimates for fiscal year 2000 and fiscal year 2001. The fiscal year 2000 budget is based on actual receipts to date with a forecast for the remaining year. Estimated Special Transportation Fund and Section 5311 funding available for transit services within the Florence area includes distributions to LCOG to cover local program coordination and accounting.

Table 12. Estimated Cash Revenue

Cash Revenue	Revised FY 2000	Budget FY 2001
Special Transportation Fund (STF)	15,900	19,875
FTA Section 5311 – Small City & Rural Area	23,667	39,414
City of Florence	12,880	12,500
United Way (<i>Siuslaw Area Women's Center</i>)	3,000	--
Subtotal Revenue (as per LCOG contract)	\$55,447	\$71,789
Fares (includes extra mileage)	27,000 ⁶	5,202 ⁷
Total Cash Revenue	\$82,447	\$76,991

⁵ Note: All operating cost assumptions were developed prior to the Request for Proposal for recommended shuttle services.

⁶ Figure includes other River Cities Taxi fares in addition to regular voucher trips.

⁷ Figure only includes projected revenue from proposed shuttle services over the 9 month demonstration period.

Charging fares can generate revenue to help pay for transit system operating costs. Fares are recommended to start at \$1.00 for each one-way trip. Based on the voucher data an estimated 450 one-way shopping trips can be captured through the service per month. Factoring in general public ridership fares could reach upwards of \$7,000 annually. About 578 rides per month, or \$5,202 can be anticipated in the first nine-months of demonstration service. Specific financing strategies for maintenance and long-term expansion of proposed transit services are located in Chapter Eight.

Summary

Service recommendations are based on the needs, issues and opportunities presented in the needs analysis. These recommendations also move the community towards the transit goals and objectives identified through the planning process. Existing transportation services should be modified to serve the general public (in fiscal year 2000-2001) or important transit funding vital for future services will be lost.

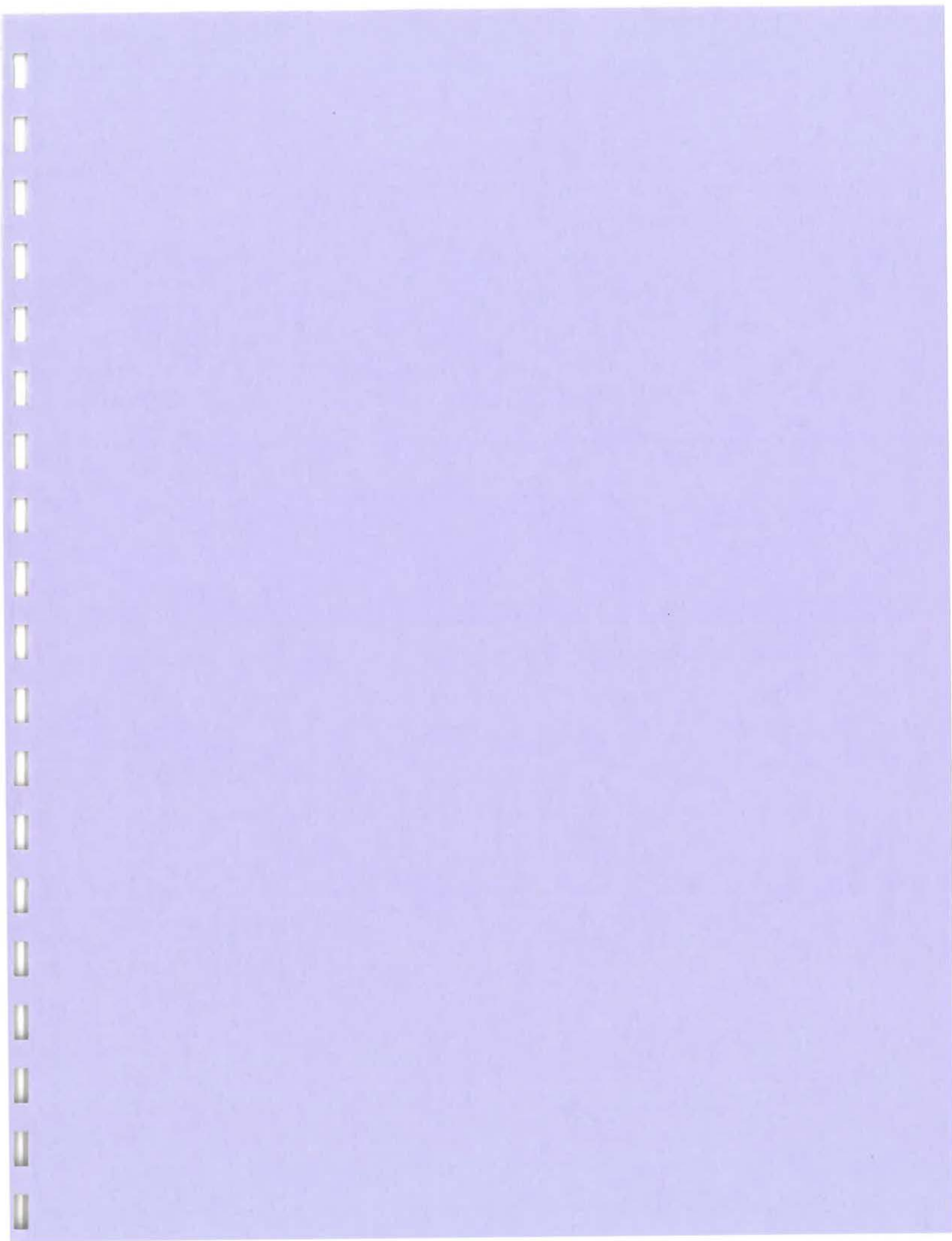
General public service increases transportation choices for the wider community. Recommended transit services will make rides available for everyone, regardless of age⁸, disability, or income. While existing transportation is adequate for serving several specific user groups, it is not designed to meet the needs of the general public (and an increasingly aging population) in a consistent and equitable manner.

When fully implemented, recommended transit services will:

- Establish a curb-to-curb demand response service to provide grouped shopping trips open to the general public but specifically geared towards seniors, persons with disabilities, and low-income residents who currently use the voucher program.
- Establish a deviated route shuttle service that services key checkpoint locations along the Highway 101 commercial corridor and meets the transportation needs of the general public.
- Modify the existing taxi voucher program to enable expansion of new service options; decrease voucher availability for shopping trips.
- Focus transit checkpoints in higher density areas and popular destinations, such as residential complexes and in proximity to major shopping centers and community facilities.
- Provide route structures, transit checkpoints, and operating plans that are easy to understand for new riders and convenient for meeting passenger needs.

⁸ According to state guidelines, young children age ten and under must be accompanied by a responsible adult.

- Provide the most frequent service and available operating hours within financial constraints.
- Develop a highly visible transit service that which includes bus signs, clearly marked vehicles, and readily available transit maps and schedules.



Chapter Seven

Transit Service Implementation Plan

Florence will need to assess how it provides, monitors, and expands transit service options over the short and long term. This chapter recommends an implementation program and timeline, outlines proposed policies, and reviews various coordinating models that can provide the necessary organizational structure for operation and management of transit services into the future.

Implementation Program

This section lists the steps required in implementing the proposed transit service in fiscal year 2000-01. Full implementation of the service may take several months of preparation. Steps that must be taken in advance of service operation include:

- Secure a contract for initiation of new transit service in winter 2000.
- Finalize initial operating budget and impacts on voucher program.
- Secure vehicle(s), initial checkpoint locations, parking areas and potential installation of signs.
- Prepare brochures and marketing information.
- Perform community outreach and make presentations to key organizations.
- Develop a program for data collection and performance monitoring.
- Modify and finalize route design based on demonstration service.
- Initiate formation of a local transit management agency/organization.
- Develop and pursue long-term funding strategy.

The implementation tasks listed below have been developed by the transit Steering Committee. Initial implementation tasks will be carried out by a combination of transit Steering Committee members, Florence Transportation Advisory Committee members, and Lane Council of Governments' staff. A future transit management agency/organization should also play an active role in implementing elements of the recommended service plan.

1. Initiate Requests for Proposals and Contract for Service

- a. Prepare and distribute Request for Proposals (RFP).
- b. Obtain and review responses to RFP.
- c. Finalize contractual details with selected transit operator.
- d. Initiate service contract with selected transit operator.

2. Prepare Shuttle for Operation

- a. Request title for (existing RideSource) vehicle for registration with transit operator.
- b. Research installation and cost for on-board grocery racks.
- c. Determine timeline for shuttle logo (graphics) installation at local sign company.
- d. Research cost and installation for fare box and boarding counter.
- e. Research cost and installation of flashing yield sign for back of shuttle.
- f. Research cost and installation of bike racks for back of shuttle.

3. Refine Service Design and Update Shuttle Operating Policies

- a. Contact store managers from all commercial center checkpoints about the proposed checkpoint service, service hours and times, and proposed pick-up/drop-off locations; determine appropriate waiting and boarding areas; gauge support.
- b. Contact the Old Town Merchants organization about shuttle service to Old Town.
- c. Determine if stores can provide free refreshments during kick-off event following the first week of service, and solicit other promotional ideas to attract ridership.
- d. Secure all Neighborhood Shuttle checkpoint locations; contact residential centers to inform them of proposed service, alert staff about proposed schedule, service hours, and proposed pick-up/drop-off locations; provide information in-house; determine appropriate waiting and boarding areas; gauge support.
- e. Refine transit service design and/or policies as necessary based on RFP response.
- f. Modify service design (as necessary) based on initial shuttle performance.

4. Conduct Community Outreach and Education

- a. Develop informational brochure for Neighborhood Shuttle service and North-South Checkpoint Loop
- b. Develop information on service changes for voucher program users such as mailings, flyers, and presentations; present to specific user groups including, including: Community Partnership Team (CPT), Shorewood, and Florence Area Coordinating Council (FACC).
- c. Make presentations to key community groups, including: Chamber of Commerce, Kiwanis, and Rotary Club.
- d. Conduct Adult and Family Services (AFS) presentations at client information sessions and for network providers.
- e. Establish a public contact person (through transit provider).
- f. Develop and implement a media outreach and marketing program.

5. Review and Revise Service Design

- a. Review system costs and revenues based on cost assumptions and operator Estimate
- b. Gauge service impacts on voucher program.
- c. Conduct performance review and evaluation by February 2001.
- d. Modify service design based on system performance review.
- e. Renew (and revise as needed) contract with service provider by June 2001.

6. Initiate Formation of a Local Transit Management Agency

- a. Determine role of the City's Transportation Advisory Committee.
- b. Establish a Transit Advisory Task Force.
- c. Engage stakeholders and build coalitions.
- d. Select a coordinating model.
- e. Hire a Program Manager.

Implementation Timeline

The following table presents a conceptual 20-month outline of important implementation tasks necessary to begin public transit service in Florence. This table assumes the community will implement recommend changes in service design in fall 2000, beginning with the demonstration service recommended in Chapter Six. Modifications to the service design or a change in service provider may be initiated after June 30, 2001.

Figure 15. Implementation Timeline

	Fall 2000	Winter 2001	Spring 2001	Summer 2001	Fall 2001	Winter 2002	Spring 2002
TASK	Oct-Dec	Jan-Mar	Apr-June	Jul-Sept	Oct-Dec	Jan-Mar	Apr-June
1. Initiate RFP	●●						
2. Prepare Shuttle for Operation	●—●						
3. Refine Service Design	●—●						
4. Community Outreach and Education	●—→						
5c. Performance Evaluation		●—●					
5d. Modifications to Service Design			●—●				
5e. Renew Service Contract				●—●			
6. Initiate Local Transit Mngmnt. Agency							
6a. Form Transit Task Force			●—●				

Operating Policies and Procedures

Transit service policies guide the implementation, operation, and maintenance of the proposed transit system in Florence. Service policies outlined below will form the core of the transit Operations Plan. These policies will be integrated into the final service contract between LCOG and the transit operator and will form the basis for an RFP to provide transit service. The recommended transit policies outlined here may change dependent on responses to the RFP, modifications to the service design, or other circumstances.

Transit Operator refers to the organization providing transit service and will be responsible for the daily operation and maintenance of the transit system. *Coordinator* refers to the agency or

organization that will coordinate the operations and direction of the transit system, and manages the contractual agreement with the Transit Operator. In the short-term, LCOG will be responsible for transportation grant management and contracting vehicles (as Lessor) to the Transit Operator. In this way, LCOG assumes the role of Coordinator until formation of an independent transit management agency occurs.

The Transit Operator will run the program under the guidance of operating policies either set forth or approved by the Coordinator. Coordinator and operator will establish standards of operation and personnel policies prior to the commencement of any contract resulting from the RFP. Coordinator and Transit Operator will work closely to establish operating procedures that strive to meet established transit goals, including:

- Visible and accessible transit service open to the general public that also targets the needs of people who are older or have disabilities;
- High level of customer service and good rider and community relations;
- Maximum service efficiency while maintaining standards for safety and reliability.

General Service Policies

1. The *Neighborhood Shuttle* and *North-South Checkpoint Loop* services will be open to the general public.
2. The proposed *Neighborhood Shuttle* will provide curb-to-curb, same-day ride request service within designated service zones. Upon request, passengers can be picked up at their homes on the day their neighborhood is being served.
3. *Neighborhood Shuttle* service zones shall be the designated zones as outlined in the Recommended Service Plan, (Map 7). The transit service area consists of designated service zones and shuttle checkpoints within the Florence city limits.
4. The proposed *North-South Loop* will travel the Highway 101 corridor four times a day during operating hours. Passengers can use this service by meeting the shuttle at any of the scheduled checkpoints as outlined in the Recommended Service Plan (Map 8).
5. The shuttle shall maintain consistent parking and loading areas at designated checkpoints.
6. The shuttle will allow approximately three minutes at scheduled checkpoints for loading and unloading passengers.
7. Point Deviation Service: The *North-South Loop* shuttle will deviate off the main route for passenger-requested stops if the shuttle can arrive on time at its next scheduled checkpoint.
 - a. Shuttle deviations shall be limited to two blocks east or west of Highway 101.
 - b. Point deviation service shall be determined by direction of travel so as to not cross head-on highway traffic: northbound service shall serve east of Highway 101, southbound service shall serve west of Highway 101.
8. During all operating hours a taxi, van or shuttle service will be available for those passengers who cannot access the service due to a ride refusal.

9. Residents living along the transit service zone boundaries (Kingwood Street, Airport Road, 15th Street) shall be able to use service on two days (so to avoid confusion regarding the service boundaries).
10. The shuttle shall not stop for passengers outside of designated service zones and scheduled checkpoint locations. The shuttle driver shall:
 - a. Maintain service within the geographic limits of the Service Area;
 - b. Maintain a deviated service route that keeps the shuttle on time to scheduled checkpoint locations; and,
 - c. Accurately gauge when passenger requested stops may conflict or jeopardize maintenance of the transit schedule.

Reservations and Scheduling

11. Vehicle service hours are from 10:00 a.m. to 4:15 p.m., Mondays, Wednesdays, and Fridays. The service will operate 52 weeks a year.
12. Neighborhood zone service shall operate once per week for each zone: Mondays, Zone 1; Wednesdays, Zone 2; Fridays, Zone 3. Service will not be available on holidays, but will run the day after.
13. Requests for rides will be accepted from 10 a.m. to 1 p.m. on the same day the request is made. Advanced reservations through subscription service will be made available to passengers upon request.
14. The Transit Operator must have the telephone capability to receive requests for services, to confirm, scheduled trips, to receive called-in return trip requests and to handle the necessary administrative liaison communications with other agency participants.
15. The Transit Operator must provide an adequate number of operators, schedulers/dispatchers and office staff, at all times, to provide the level of service required. Transit staff must work as a team to coordinate the provision of services; working to optimize the number of riders carried and minimize circuitous routes. Services must be delivered in a reasonable and timely manner.
16. The Transit Operator must maintain a records and scheduling system to keep track of rider service needs, requests, and use. Transit office staff will be in contact with vehicle operators to monitor and help resolve operational problems. Transit users must be able to access the transit center by local call. The Transit Operator shall provide dispatch by radio (or an approved alternate) to vehicles providing transit services.
17. For same day ride requests, the driver shall be considered on-time if they arrive within ten (10) minutes of the scheduled pick-up time. The driver will wait at private residences and residential checkpoints up to three (3) minutes before leaving for the next scheduled ride. If a rider decides not to ride the bus after calling in, they are requested to call back and cancel at least one (1) hour prior to the scheduled ride.

18. Shoppers using the Neighborhood Shuttle return service are requested to complete their shopping and be ready for the return shuttle in 55 minutes time.

19. Subscription Service Policies:

Subscription Service gives frequent riders the opportunity to schedule ongoing rides without having to call every week to schedule rides. Any change to the subscription service policy must be reviewed and accepted by the service Coordinator.

- a. Staff must confirm a subscription request. Once a ride request has been confirmed by a staff person the rider does not have to call again to schedule that ride. However, to avoid no-shows, the rider must call to cancel a ride.
- b. No changes are made in a subscription ride except for the occasional cancellation. The ride gets scheduled automatically and is guaranteed.
- c. Subscription service is being offered as a convenience and is not required. However, there is no guarantee that all Service requests can be accommodated.
- d. The fare is the same for subscription rides as it is for regular Service rides.
- e. The rider must let the operator know when a ride is not needed due to vacations, holidays, sickness or other changes. Missed rides will be counted as no shows unless the Service has been notified of a cancellation, as per the no show policy.
- f. Since there is a flexible schedule on the Neighborhood Shuttle (routes and times are different each week) subscription rides cannot be made for exactly the same time each week. The scheduler will work within a 20 minute window for the pick-up time in order to fit in other rides and maximize service efficiency.

Operating Policies and Procedures

20. Termination of Services:

The Transit Operator may terminate service to a rider only under the following conditions: Unsafe behavior inhibits the driver's ability to safely operate the vehicle or in some way endangers other riders, which may be based on but not limited to: intoxication, belligerence, illegal conduct, or violent and disruptive behaviors;

21. Repeated failure to show for scheduled rides using a predetermined threshold established with Coordinator's approval.

22. Service termination must be documented. The person affected must be notified of the pending action and must be given a reasonable opportunity to correct the situation prior to the termination of services. The operator must remain flexible and take into consideration an individual's ability to access the system.

23. Ride Refusals: Ride refusals occur when the Transit Operator is unable to fulfill all ride requests due to vehicular capacity or scheduling limitations on any given day. Ride refusals occur under the following conditions:

- a. Full schedule;
- b. Time requested is unavailable;
- c. Request outside of service hours;
- d. Request outside of service area;
- e. Ride request is too late to be worked into the schedule; and
- f. Same day ride request cannot be fit into the existing schedule.

24. The Transit Operator must maintain an accurate record of ride refusals to be reported to the Coordinator each month. Only those rides refused due to a full schedule, the unavailability of a specific time during the day, or unavailability of a driver will be recorded as refusals. While notable and potentially useful for future planning, requests for service outside of the parameters of regular service delivery are not considered refusals.

Service Demand and Capacity Constraints

25. One unit of service is equivalent to a one-way trip. The Transit Operator will deliver a designated minimum number of one-way rides each year and will serve an annual estimated number of individual riders. The annual budget will be predicated on the delivery of a projected number of one-way rides.
26. The Transit Operator will establish methods and procedures to carefully monitor ridership figures and ride refusals.

Fares and Revenue Collection

Final policies regarding fares and a fare mechanism, such as tickets, will be determined by contract between LCOG and the Transit Operator.

27. The *suggested* fare is \$1.00 one-way, or \$2.00 per each round trip. Upon boarding, a date-stamped ticket will be issued valid for unlimited rides for the day the ticket is issued.
28. Exact change is required for fares.
29. The Transit Operator must have a secure method for collecting, handling, storing and accounting of rider fares and donations. Fares must be accounted for in accordance with standard cash handling, fare retrieval and accounting practices. Fare proceeds will be reported to the Coordinator each month on a monthly invoice. Fare revenue will be retained by the Transit Operator as partial payment for monthly expenses.
30. Any person involved in fare processing must undergo a background check prior to hiring, with periodic updates, to help ensure reliability. Coordinator may conduct an audit of fare collection. The Transit Operator will be held liable for mishandled or missing fares as determined by any audit.

Standard Terms and Conditions of Vehicle Lease Agreement

The following terms and conditions will be outlined in the vehicle lease agreement managed by LCOG and noted in the RFP.

31. The Lessee will pay LCOG \$1.00 each per contract period for the lease of a vehicle.

32. LCOG leased vehicles will not be used for services other than those specified in writing under LCOG and the Lessee's mutual agreement.
33. All persons authorized by the Lessee to operate the vehicle shall be appropriately trained and licensed to do so. A record check must be conducted, through the Department of Motor Vehicles (DMV), on each driver and indicate a clear driving record prior to operating a vehicle.
34. The Lessee shall provide all registration, licensing, fuel, maintenance and servicing for the vehicles and wheelchair lifts during the period of the lease utilizing, at a minimum, a manufacturer approved maintenance and service schedule.
35. Monthly reports are to be submitted by invoice.
36. Total Cost/Expenses: Monthly and year-to-date costs for the program.
37. Program Income: Fares or donations collected from riders.
38. Other Resources: Revenue (other than STF allocations or program income) such as Title XIX Medicaid funding, United Way and/or additional federal and local resources.
39. Persons Served: The number of individual riders served during the month that have not used the service previously. All riders are considered new in the month of July. Thereafter, only those being served for the first time since July 1 are added. Each person is counted only once during the fiscal year from July 1 through June 30.
40. Vehicle Hours Operated: The sum of all hours vehicle are in service (counted per vehicle) including hours when no passengers are being carried.
41. Vehicle Miles Driven: The sum of all miles operated (counted per vehicle) including mileage when no passengers are carried.
42. Wheelchair Rides: The number of rides (counted one-way) for wheelchair users.
43. Ride Refusals: The number of rides that were turned away because of the inability to fit the ride into a schedule or to otherwise accommodate the ride.
44. One-Way Rides: The total number of one-way rides.
45. A preventative maintenance schedule which incorporates, at a minimum, the schedule recommended by the vehicle manufacturer;
46. Installation of the following equipment on each vehicle;
 - a. First-Aid kit;
 - b. 2A 10 BC Fire Extinguisher (5 pounds ABC Fire Extinguisher);
 - c. Accident report forms;
 - d. Triangular reflective warning devices;
 - e. Flashlight; and
 - f. Chains or other traction aids (seasonal).
47. All safety equipment must be secured in the vehicle and checked monthly to ensure first aid kits are complete and fire extinguisher does not need recharging.
48. The following information shall be recorded for the vehicle:
 - a. Maintenance history (vehicle date and mileage at the time of maintenance or repair);
 - b. Vehicle incident record with a description, date, mileage and driver, and finding of whether the accident was preventable;

- c. Vehicle operational and safety check log recorded at the beginning of *each work day*. Must indicate that tires, brakes, lights, seat belts, and other relevant equipment is operational and the vehicle has not been damaged; and
- d. Documentation that preventative maintenance was performed according to the schedule recommended by the vehicle manufacturer.

49. Vehicle interior cleaning must be done on a daily basis and the vehicle exterior must be washed at least once a week.

50. Required Department of Motor Vehicle driver screening:

All drivers must be screened for a *clean driving record* prior to proving behind-the-wheel service.¹ Any potential driver that scores 35 points or more, based on the point system outlined below, is considered to have an *unclean* driving record and must be disallowed from driving an LCOG owned vehicle or providing direct service under contract on behalf of LCOG or a subcontractor to LCOG.

Entries on the guide have been taken from the DMV publication Standard Conviction Abbreviations for Oregon Driver Records and are to be used to determine whether potential drivers meet minimum standards (below 35 points) for driving and service delivery based on any combination of recorded offenses.

Table 13. Driver Screening Point System

<i>Driver Record Check Guide</i>	Violation occurring within		
	1 year	2 years	3 years
Variable Class Offenses	35 points	30 points	25 points
Felonies – Class A, B, C	30 points	25 points	20 points
Misdemeanors – Class A, B, C	20 points	15 points	10 points
Traffic Infractions – Class A and B	15 points	10 points	5 points
Traffic Infractions – Class C and D	10 points	5 points	3 points

51. General Orientation: Background of program and general operations including:

- Record keeping and daily vehicle checks
- Fare collection or payment mechanism expected from riders
- Vehicle familiarity and safe driving skills (behind-the-wheel), including: turns; speed; road position; braking/stops; use of mirrors; lane changes; signals and signs; backing and parking; bad weather driving; emergency maneuvers (loss of brakes, steering).
- Radio or other communication procedures
- Basic assistance to passengers including those using wheelchairs, walkers or canes
- Assistance to passenger with other specialized needs, such as mentally disabled
- Emergency procedures, vehicle evacuation, accident or injury

¹ To define *clean driving record* a point system has been developed to identify potential drivers with any single or combination of offenses on their record that exceed established standards. A potential driver that meets or exceeds a 35 point maximum will not be allowed to drive an LCOG owned vehicle or to transport any passenger served through a contract or subcontract with LCOG. Contractors may establish more stringent guidelines but will not be allowed to relax or waive, under any circumstances, this standard.

52. Training Required:

- *First Aid and CPR-*
Teaches skills necessary to assist victims in emergency situations, including maintaining life support until emergency medical personnel can take over the situation. Topics include assisting bleeding victims, mouth-to-mouth resuscitation and CPR
- *Passenger Assistance Training-*
Teaches techniques for assisting passengers with mobility deficits, vision impairments and hearing impairments. Emphasis on handling wheelchair passengers safely in boarding and de-boarding and escorting passengers door-to-door

Additional Service Policies

Recommended policies to address passenger *no-shows*, cancellations, and rider-operator disputes have been included in Appendix J. Implementation of these policies is not necessary in the short-term, but can be used as the transit service grows over the long-term and as the system warrants.

Long-Term Recommendations

The Recommend Service Plan (Chapter Six) provides shuttle service options for Florence in the short-term. The following recommendations address meeting the community's long-term transit needs and reaching transportation goals identified by the Steering Committee. These operational strategies can be pursued by the city as the transit system grows and expands over the next 10-years.

- Establish checkpoint service at local and regional Recreational Vehicle parks outside the city to provide service to Old Town Florence and other points of interest within the city limits. Pursuing this service option will meet the needs of tourism and decrease vehicle congestion in town during the busy summer months.
- Explore feasibility of running daily (or weekly) shuttle to Eugene-Springfield for medical and/or work trips; work with Lane Transit District to develop vanpool options; work with Friends of Florence and Adult and Family Services (AFS) to expand (inter-city) medical service trips for the general public.
- Pursue funding to enable service five days a week and some weekend service; extend service hours to include mornings and evenings to capture demand for work-related trips; pursue federal Access to Jobs grant funding opportunities.
- Explore options for local feeder shuttles to service checkpoints within gated communities and other neighborhoods difficult to service with the shuttle; Seek involvement of Home Owner Associations to establish specialized neighborhood service and appropriate checkpoints.

- Establish checkpoint signs that indicate schedules; work with businesses to install benches, shelter, lighting, and other amenities.
- Explore use of monthly passes for various rider groups; work with AFS, Senior & Disabled Services, and other social service agencies to establish rider pass programs for seniors, low-income residents, persons with disabilities, and other rider groups.

Organizational Structure

One of the most important aspects for building a sustainable transit system is forming the organizational structure and personnel support to provide for the on-going vision, direction, and management of service operations. Currently, a private taxi company, River Cities Taxi, provides service through the publicly subsidized voucher program. Coordination and grant contract management is provided through the LCOG and the S&DS Outreach offices.

As new transit services begin operating in Florence, City staff, members of the TAC, and transit Steering Committee members will need to decide what organizational structure makes most sense as the transition is made to a publicly accessible, locally managed transit service. Over the long-term, LCOG cannot manage the day-to-day operation of the new transit system, primarily due to budget and staffing constraints. Moreover, service will be more effective and responsive to community needs if managed and operated by the community itself.

Forming a transit management organization raises several initial questions:

- Who will be responsible for forming an organization and providing the catalyst for its growth?
- What coordinating model will the transit organization follow and how will it be organized?
- What decision-making body (committee, board, etc.) will assume (legal) authority to lead and provide direction?
- Where will this new organization obtain the necessary capital and financial resources necessary to get started?
- How will individuals within the organization mobilize community support for transit services?

Coordinating Models

Decisions on how to fully transfer the coordinating role (now provided by LCOG) to the Florence community are necessary to effectively maintain the service over time. LCOG's current role includes grant writing, contract management, and other technical support services. LCOG will likely continue this role until the necessary organizational components are established to assume responsibility for managing all aspects of transit service. There are no formal deadlines for transfer of these responsibilities, however it is expected the community will have made progress on this issue by June 2001.

The long-term direction and management of transit services in Florence can be implemented through one of several coordinating models:

- Private, non-profit agency.
- City-managed service.
- Transportation District.
- Lane Transit District.

A brief review of these coordinating models is provided below. For each model, the agency or organization has several options in how it provides transit. The agency can contract with a provider that operates all aspects of the service, including the administrative, planning and marketing tasks. On the other hand, the agency could also own and operate its own vehicles, and carry out all aspects of the service (most common with transportation districts). The most likely scenario in Florence is for the lead agency to contract with a service provider that operates and maintains shuttles, and the hires drivers. The agency would administer, plan for, and market the program.

Refer to Chapter Three for examples of how other transit systems have organized themselves. Financing mechanisms available to these organizations are provided in Chapter Eight, Financing Strategies.

Private, Non-Profit Agency

Management of transit services can be carried out by a local private, non-profit agency. Non-profits are typically led by a Board of Directors and can function as the lead agency, administrative agency, or as a brokerage for local transportation services.

- *Advantages:* Non-profits generally have more flexibility than government agencies or special districts for defining service areas, forming organizational and management structure, building coalitions, and having access to a broad range of funding sources.
- *Disadvantages:* Difficult to maintain consistent levels of funding; managing a volunteer workforce; success often reliant on outstanding individual commitment and determination.

City of Florence

This model would manage and coordinate transit services through the City of Florence, guided by the City's TAC, or other advisory body. The City could contract with the provider or operate the transit service as a new City department.

- *Advantages:* Many existing administrative structures in place; advisory committee (TAC) in place; potential for leadership from City staff and elected leaders.
- *Disadvantages:* Staffing and resource constraints; operation can be subject to local political process.

Transportation District

Transportation districts and county service districts are generally known as "special districts." Transportation districts can be formed through a county-wide election or through approval of the district by the County Commission (if there are no petitions requesting an election) (ORS 267.520). Either electors, landowners, or the most populous city within the proposed district can petition the County Commission for an election on the district's formation. A transportation district must have a seven-member Board of Directors that is elected at large by voters in the district. Board members are elected to four-year terms. If the formation of a transportation district includes a tax base, the formation of the district and the proposed method of financing

must be placed on a ballot for election among district voters. Unlike transportation districts, the governing body of a county service district is the County Board of Directors (ORS 198.705 to 198.955), otherwise the formation process is generally the same.

Before a district can be formed the district's boundaries must be determined. District boundaries can be contiguous with the city limits, urban growth boundary (UGB), or could extend beyond the city's UGB to cover a larger geographic area. In the Florence area, Dunes City, Mapleton, and other outlying communities could be incorporated into a transportation district. A common method for determining service boundaries is to use existing district boundaries, such as the 97J School District, or rural fire district boundaries.

Financing methods for operating transit through special districts are numerous, and are outlined in Chapter Eight, Financing Strategies. Special districts can be formed with or without levying taxes.

- *Advantages:* Districts can provide a stable source of funding; ability to levy taxes; access to other methods financing for operation and maintenance; can define and operate within large service areas.
- *Disadvantages:* Extent of service area constrained by boundaries; inability to effectively serve everyone within district boundaries; districts can be politically difficult to establish.

Lane Transit District

Lane Transit District (LTD) is considered a mass transit district and has the ability to levy a payroll tax within its boundaries to fund transit operations. LTD could extend its service territory west along Highway 126 to Florence to provide transportation services. This scenario is not likely due to the high cost to provide service, and due to Florence's relative isolation from the Eugene-Springfield area where LTD service is concentrated. LTD inter-city and internal (small city) services are extremely expensive to operate (\$58/hour). Collecting LTD tax revenue and providing local services through a subcontractor would also be inefficient.

- *Advantages:* Funding advantage of the mass transit payroll tax; inter-city service available to Eugene-Springfield, and beyond.
- *Disadvantages:* Not necessarily the most cost-effective service; politically difficult to establish.

Implementation Strategies

This plan proposes a transition period through which the community can prepare itself to manage transit around the time a service contract is renewed with the transit provider (summer 2001). The following strategies can assist with building moving and work towards building the organizational structures necessary to support transit.

- **Determine Role of the Transportation Advisory Committee** City of Florence staff and members of the City's TAC must define the role of the TAC in managing future transit services. The TAC was originally formed to guide the Florence Area Commission on Transportation (FACT) services in the mid 1980's and was recently revitalized to assist with management decisions for the voucher program. What will be the charge (and authority) of the TAC once the transit plan is completed? How will the TAC formalize this decision? Options may include using the TAC to form the basis of a transit task force, dissolving the

TAC altogether, or having the TAC play a limited or focused role on concerning transit. The City will need to determine whether the TAC is an important advisory body on other transportation issues. A clear role for the TAC is necessary to avoid confusion and overlap in the decision-making process.

- **Establish a Transit Task Force.** An interim transit task force can be formed to build coalitions, galvanize community support for transit, and implement the transit plan. Work of the task force could be temporary until the necessary organizational structure is established to fully operate the transit program. A task force should be staffed with engaged and committed citizens who want to see the transit system succeed through development and promotion of a stable transit organization. The task force can provide at the outset the structure and formality of regular meetings and task-based agendas focused on pursuing community transit plan implementation strategies.
- **Engage the Business Community.** Interested members of the business community should be informed of the benefits of transit and engaged in the process. Business owners are key stakeholders and have active members on the transit Steering Committee. Establishing strong relationships with local businesses is an important strategy for the gaining overall community support for transit. Presentations can be made to inform the Chamber of Commerce, Old Town Merchants, and other groups to encourage involvement and support. Similar to the Steering Committee, local businesses should be involved on a transit task force or other advisory body. Local businesses can contribute to the long-term survival of the transit system by purchasing advertisements, donating operating materials and supplies, and by contributing financially. Coordination with local businesses will also be critical to establish appropriate locations for shuttle parking within store parking lots used as checkpoints.
- **Learn from Local Organizations.** Network with other community organizations and agencies on what it takes to successfully form and function in the Florence community. Conduct a *fact finding mission* on community resources (human and organizational) that have made a difference in Florence. Determine who can assist and what organizations in the community currently have the size, staff, and decision-making structure that would be applicable for a transit group. Look to small operations, like the Friends of Florence, as a successful local model of a non-profit transportation provider (see Chapter Three). Research how local districts, such as the Siuslaw Library District, were initiated and able to obtain popular support for their formation. The next step is to apply these lessons to formation of a local transit organization.
- **Build Coalitions.** Establish partnerships with local social service agency programs to gain institutional support within the community. This involves networking with existing service providers such as the hospital and other medical facilities, social service providers, and local schools. Beyond the valuable knowledge of their members, established community institutions can provide start-up resources such as office space, equipment, and logistical support. Cooperative arrangements can be formed between the transit agency and other transportation providers and organizations needing transportation services. Coordination can lead to shared use of facilities, training, or maintenance, or to consolidation of transportation services in the community.

- **Conduct Public Outreach.** Establish an effective education and outreach program that markets the transit service to the broader community. As a general public service, public support for system will be critical to its long-term survival. The transportation survey indicated 70 percent of the public thought the Florence area needs more public transit services. Keeping this majority informed of, and engaged in the transit program should be a priority. The importance of the transit system to various user groups should be made clear by producing regular newsletters, holding events, and submitting articles to the local media that highlight the benefits the system has for the community as a whole. Establishing a tangible, broad base of support will be critical as the system grows over time to meet future needs. Importantly, public outreach is necessary for soliciting involvement on a task force or advisory board, and will allow the agency to move forward with other planning efforts.

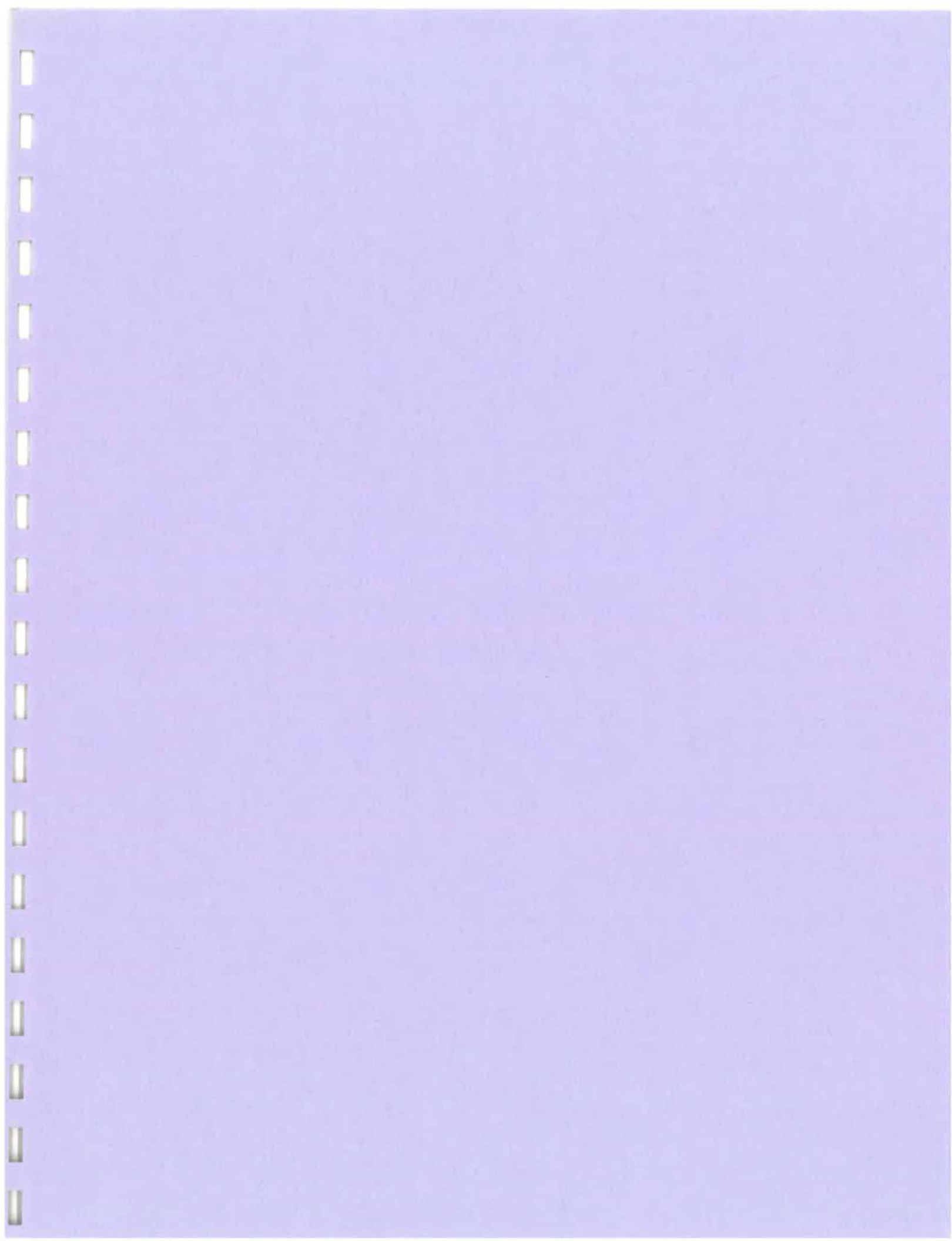
- **Select a Coordinating Model; Form a Board of Directors.** The community must determine how the transit agency will ultimately be organized to best meet community needs. As summarized in this chapter, several options exist, including city, non-profit, or district managed systems. The question of how to organize transit services can be answered by a transit task force, the City's TAC, or other decision-making body established to guide transit delivery. Once forming an organization has been initiated, a formal Board of Directors should be formed to guide the organization. Formation of a strong working Board of Directors (with careful consideration to the representation on the Board) is of utmost importance. Strong Boards are often *balanced* Boards, with successful guidance provided by a mix of transit users, providers, and key stakeholders from many sectors of the community.

- **Use Available Technical Assistance.** New programs in Oregon have found vital technical assistance from ODOT's Public Transit Division, and organizations like the Community Transit Association of America (CTAA). The CTAA has information and resources on start-up and funding sources, including a loan program and a CTAA technical assistance program where representatives make actual site visits to communities in need. The technical assistance program offers expertise for planning and implementation of transit plans and is funded by the CTAA.²

- **Hire a Program Manager.** Once a coordinating model is selected and an organization is established, the agency (and its advisory board) will need to hire a competent Program Manager to oversee the transit program. The Program Manager would be responsible for the following program areas:
 - **Contract management:** Manage the contract with the service provider and ensure the contractor is providing quality service and complying with contract provisions.
 - **Public outreach:** Conduct public information and outreach to keep the service as visible as possible, user-friendly, and relevant to community needs.
 - **Customer service:** Maintain strong customer service to receive and respond to complaints, recommendations, and compliments from riders.

² Contact the CTAA's National Transit Resource Center at 1-800-661-0202 for more information. Oregon Department of Transportation's Public Transit Division can be reached at 1-800-ASK-ODOT, or on the web at <http://www.odot.state.or.us/pubtrans/>.

- **Planning functions:** Collect and review ridership figures, and assess if routes, checkpoints or other service modifications are necessary to enhance service efficiency and ridership.
- **Financial planning:** Pursue funding through state and federal grant programs and produce quarterly reports outlining payables and receivables, and review performance based on total operating costs.



Chapter Eight

Financing Strategies

This chapter discusses potential funding sources available to finance a recommended shuttle service in Florence, and provides transit funding strategies that cover operating and capital costs, and a range of other program areas.

Potential Revenue Sources

One of the goals of this transit study is to identify funding sources that have the potential to provide a stable ongoing funding base. Transit funding can be obtained from federal, state and local levels. Stable funding is required for basic transit operations as well as for necessary capital improvements to support transit services over the long term.

Funding sources for public transportation services throughout Oregon are composed of transit system generated revenues, such as passenger fares, advertising revenue, building leases and concessions, and a mix of federal, state, and local assistance programs. Some funding sources are designated for specific uses such as operating funds or capital costs while others are intended to provide transportation services for the elderly and persons with disabilities.

For many of these funds, whether money is allocated for transportation programs often depends on priorities set by federal agencies and the states. However, it is important that community transportation providers know what funding resources exist so that they map tap into them. The following sections describe funding sources, eligibility criteria, and contract information for transit funding programs.

Federal Funding Sources

In 1996, The Community Transit Association of America's (CTAA) National Transit Resource Center staff identified 90 programs among 17 federal agencies whose resources are available for supporting public transportation services. These various funding sources are detailed in a report entitled *Building Mobility Partnerships: Opportunities for Federal Funding*. This resource is available through the National Transit Resource Center (1-800-527-8279).

Direct federal assistance for operating and capital needs to public transportation systems is provided through four Federal Transportation Administration (FTA) programs. Florence is currently eligible for federal funds under the FTA through the Elderly Persons with Disabilities Program, the Non-Urbanized Area Formula Program. Florence may be eligible for transit funding through a variety of the programs listed below.

Federal Highway Administration
Highway Planning and Construction
FY 2000 Funding: \$27.7 billion

The funding of federal aid for highways has many components, most of which can only be used for highway construction and rehabilitation projects. However, two major highway programs, the Surface Transportation Program (STP) and the Congestion Mitigation and Air Quality Improvement Program (CMAQ), plus a number of smaller, more specialized programs, may be used for either highway or public transportation capital projects, as determined by state-approved transportation planning processes.

The majority of these funds are awarded to state transportation departments on a formula basis, although some, such as Indian Reservation Roads (IRR) and other public lands highway funds, are administered through separate mechanisms. One percent of each state's STP allocation must be spent on transportation enhancements (e.g., pedestrian and bicycle access, preservation, beautification). Transit capital projects can be financed through STP, and under limited circumstances, CMAQ funds may be used to support the operating costs of public transportation. For more information on grants and programs for states, contact Cynthia Burbank, Planning and Environment Program Manager, Federal Highway Administration, 400 Seventh Street, S.W., Washington, DC 20590. Tel: 202.366.0116. Fax: 202.366.3043. E-mail: cindy.burbank@fhwa.dot.gov. For information on Forest Highways, Indian Reservation Roads and Park Roads and Parkways, contact Arthur Hamilton, Federal Lands Highway Program Manager, Federal Highway Administration, 400 Seventh Street, S.W., Washington, DC 20590. Tel: 202.366.9494. Web: www.fhwa.dot.gov

Federal Motor Carrier Safety Administration
Motor Carrier Safety Assistance Program
FY 2000 Funding: \$105.0 million

Known as MCSAP, this program awards formula grants to states for accident reduction and improved motor carrier safety through improved enforcement of state and federal motor carrier safety standards and regulations. States primarily use these funds to train and deploy motor carrier inspectors and enforcement staff, but some have developed training programs and other resources for motor carriers (MCSAP funds can be used to support transit safety initiatives). For more information, contact Julie Cirillo, Federal Motor Carrier Safety Administration, 400 Seventh Street, S.W., Washington, DC 20590. Tel: 202.366.3519. Fax: 202.366.7298. E-mail: julie.cirillo@fhwa.dot.gov. Web: www.fmcsa.dot.gov.

Federal Transit Administration
Transit Major Capital Grant Program
FY 2000 Funding: \$2.5 billion

Commonly known by its authorizing legislation as Section 5309, this program provides capital assistance and modernization for new rail and other fixed guideway systems, and for new and replacement buses and facilities. Only public bodies are eligible applicants. For more information, contact the FTA regional office, or Joyce Larkins, Office of Program Management, Federal Transit Administration, 400 Seventh Street, S.W., Washington, DC 20590. Tel: 202.366.1660. Fax: 202.366.7951. Web: www.fta.dot.gov/office/prgmmgmt/index.html

Nonurbanized Area Formula Transit Grants

FY 2000 Funding: \$193.6 million

Commonly known by its authorizing legislation as Section 5311, this is a program of formula funding to states for the purpose of supporting public transportation in areas with a population of less than 50,000. Florence currently receives funding through this program. Funds may be used to support administrative, capital or operating costs of local transportation providers. States are to spend 15 percent of their funding allocation on rural inter-city bus needs, unless their governor certifies these needs already are being met. Florence received \$39,547 in Section 5311 funds in FY 2000.

In addition to this program, the Rural Transit Assistance Program (RTAP) provides \$5.3 million in formula funding to states for transit training, technical assistance, research, and support services in small cities and rural communities. States may distribute funding to public, private, non-profit or tribal organizations.

For more information, contact Kathryn Straton, Oregon Department of Transportation Small City and Rural Program, (503) 986-3408, E-Mail: kathryn.a.straton@state.or.us. For the state RTAP Training & Technical Assistance Coordinator, contact Jean Palmateer, (541) 296-2602, E-Mail: jean.m.palmateer@state.or.us. At FTA contact Mary Martha Churchman, Office of Program Management, Office of Capital and Formula Assistance, Federal Transit Administration, 400 Seventh Street, S.W., Washington, DC 20590. Tel: 202.366.2053. Fax: 202.366.7951. E-mail: mary.churchman@fta.dot.gov. Web: www.fta.dot.gov/office/prgmmgmt/index.html

Transit Capital Assistance Program for Elderly Persons and Persons with Disabilities

FY 2000 Funding: \$72.9 million

Known by its authorizing legislation as Section 5310, this program provides formula funding to states for the purpose of assisting private, non-profit groups and certain public bodies in meeting the transportation needs of the elderly (people over 60 years of age) and persons with disabilities. Funds may be used only for capital expenses or purchase-of-service agreements. States receive these funds on a formula basis. For more information, contact your state 5310 contact from the state contacts section, or Sue Masselink, Office of Programs Management, Federal Transit Administration, 400 Seventh Street, S.W., TPM-10, Washington, DC 20590. Tel: 202.366.2053. Fax: 202.366.7951. E-mail: sue.masselink@fta.dot.gov. Web: www.fta.dot.gov/office/prgmmgmt/index.html

National Transit Planning and Research

FY 2000 Funding: \$47.1 million

This is a program of public transportation research, demonstration and special projects that are in the national interest, such as advanced technology, Clean Air Act compliance, transit finance initiatives, transit accessibility and human resource development. Ongoing major activities include state and national RTAP activities, Project ACTION, JOBLINKS, and the National Transit Institute. To obtain funding for an innovative public transportation project, either approach your Congressional delegation for an earmarked transit planning and research grant, or contact FTA's Office of Research, Demonstration and Innovation for assistance. For more information, contact Edward Thomas, Associate Administrator for Research, Demonstration and Innovation (TTS-1), Federal Transit Administration, 400 Seventh Street, S.W., Room 6431, Washington, DC 20590. Tel: 202.366.4052. Fax: 202.366.3765. E-mail: edward.thomas@fta.dot.gov. Web: www.fta.dot.gov/research/index.htm.

Statewide Transit Planning and Research

FY 2000 Funding: \$10.4 million

This program provides formula funding to states to carry out statewide public transportation planning, research, demonstration and technical assistance activities. In addition to ensuring that your transportation projects are included on statewide transportation plans, also contact your state transit administering agency for possible applied transit research or demonstration projects. For more information, contact ODOT Public Transit Division, or Paul Verchinski, Metropolitan and Environmental Planning Division, Office of Planning, Federal Transit Administration, 400 Seventh Street, S.W., TPL-12, Washington, DC 20590. Tel: 202.366.1626. Fax: 202.493.2478. E-mail: Paul.Verchinski@fta.dot.gov. Web: www.fta.dot.gov/office/planning/index.html.

Job Access and Reverse Commute Grants

FY 2000 Funding: \$75.0 million

The Job Access and Reverse Commute grant program was created to promote transportation services in urban, suburban and rural areas that assist welfare recipients and low-income individuals in accessing employment opportunities. Discretionary grants are awarded to state and local units of government and private, non-profit entities, and may be used for transit operating and capital assistance. Contact FTA's Office of Research Management for assistance with grant funding opportunities with job access or reverse commute public transportation projects. For more information, contact the FTA regional office or call the National Transit Resource Center at 800.527.8279. FTA national office: Doug Birnie, Office of Research Management, Federal Transit Administration, DOT, 400 Seventh Street S.W., Washington, DC 20590. Tel: 202.366.1666. Fax: 202.366.3765. E-mail: douglas.birnie@fta.dot.gov. Web: www.fta.dot.gov/wtw.

National Highway Traffic Safety Administration

State and Community Highway Safety

FY 2000 Funding: \$206.8 million

This is a program of formula funds to states for the design and implementation of highway safety programs. Emphasis is in areas such as alcohol and drug countermeasures, vehicle occupant safety, emergency services and pedestrian safety. Funds may be used for transit projects that directly improve highway safety. For more information, contact your state transportation department, or Adele Derby, Associate Administrator for State and Community Services, National Highway Traffic Safety Administration, 400 Seventh Street, S.W., NSC-01, Washington, DC 20590. Tel: 202.366.2121. Fax: 202.366.7394. Web: www.nhtsa.dot.gov.

Research and Special Programs Administration

University Transportation Centers Program

Total Funding: \$33.2 million

Funded with a mixture of transit (\$6.0 million) and highway (\$27.2 million) funds, these centers form a network of academic institutions whose mission is to carry out university-based research and technology transfer on all types of transportation issues. Through the program, local university transportation centers (they are listed on the web site) support transit-related academic and applied research. For more information, contact Fenton Carey, Research and Special Programs Administration, Office of University Research and Education (DRA-1), Department of Transportation, 400 Seventh Street, S.W., Room 8417, Washington, DC 20590. Tel: 202.366.4434. Fax: 202.366.3272. Web: utc.dot.gov

State Funding Sources

State funding assists in statewide planning and programming, the purchase of new vehicles, and in some instances, operating expenses. Despite these opportunities, the majority of funding for public transportation services in Oregon is secured at the local level principally through payroll and property taxes, as well as passenger fees.

Oregon Department of Transportation

State Highway Fund

The State of Oregon collects gas tax revenues, vehicle registration fees, and weight mile taxes on freight carriers. ODOT, through the Department of Revenue, receives these revenues and disburses a portion of them to individual cities and counties based on their percentage of state-wide population. The Oregon constitution limits the use of these funds to capital projects within right-of-ways. Cities may use funds for local street, bike lane and sidewalk upgrades,

maintenance, and new construction. A reasonable amount of this fund (at least one percent) must be spent on bicycle and pedestrian facilities.

ODOT administers two annual grant programs for bicycle and pedestrian projects using Highway Fund money. This grant program funds projects that cost up to \$100,000 and may require a 20 percent local match. One program is for bicycle and pedestrian projects within road right-of-ways of local streets or for bicycle maps. The second program is for small-scale urban pedestrian and bicycle improvements on state highways.

ODOT combines federal funds with State Gasoline Tax Revenues to support capital projects in the Statewide Transportation Improvement Program (STIP). The STIP is the state document that lists projects in the coming years, the associated fund, and the source of those funds. The STIP is a project prioritization and scheduling document developed through various planning processes that involved local and regional governments and transportation agencies. Aeronautics, rail, public transit, bicycle/pedestrian and highway projects are included. Public meetings are held throughout the state prior to adoption by the Oregon Transportation Commission (OTC). The adopted STIP lists projects by ODOT's regions. These regional offices are responsible for administration and disbursement of the funds.

Community Transportation Program

The Community Transportation Program (CTP) is an ODOT Public Transit Section formula and discretionary grant that provides money to fund public and special needs transportation in small cities and rural communities throughout the state. Grants are discretionary and competitive for mass transit and transportation districts, counties, and private, non-profit organizations. The program has a unified project application, review, and selection process for discretionary funds. The Public Transit Division reviews applications with the assistance of a regional evaluation panel and recommends projects for selection to the Oregon Transportation Commission (OTC).

The CTP program is financed by a combination of state, federal, and local matching funds. The program finances local planning, demonstration, and capital purchase projects which serve the transportation needs of elderly and disabled persons, using 25 percent of the cigarette tax revenue that is dedicated to special transportation services. Funds for the program are made available under the Federal Transit Act, Elderly Persons with Disabilities Program, the Non-Urbanized Area Formula Program, and the Special Transportation Fund.

Special Transportation Fund

The Special Transportation Fund (STF) (ORS 391.800-391.830) revenues are collected through the state cigarette tax and are distributed based on a formula that takes into consideration the elderly population in poverty. Under the Special Transportation Formula Program, funds are allocated to counties, mass transit districts, and transportation districts on a per capita basis. Program funds are used to maintain or expand existing services, create new services, and plan and develop transportation for elderly and disabled citizens. County-based STF Advisory Committees determine how best to utilize the funds. The formula program utilizes 75 percent of

the total cigarette tax revenue dedicated to special transportation and helps finance over 200 local providers of transportation services for the elderly and disabled populations.

The STF is the only dedicated revenue source in the State of Oregon for specialized transportation for the elderly and persons with disabilities. This funding source has declined over the years due to the reduction in the amount of cigarette tax collected. There is awareness that new sources of revenue are needed. Acting on behalf of Lane Transit District (LTD), Lane Council of Governments oversees and coordinates with providers to operate services funded through STF.

Oregon Economic and Community Development Department

Immediate Opportunity Fund

ODOT funds the Immediate Opportunity Fund through an annual \$5 million allotment from the State Motor Vehicle Fund. The Oregon Economic Development Department administers the fund. The funds are set aside to provide OEDD the opportunity to respond quickly to transportation improvements that demonstrate a significant benefit to economic development and job creation. The program has been expanded recently to include alternate modes that reduce vehicle miles traveled, and for new technologies that improve commerce or safety. The maximum amount available for a single project is \$500,000. A key factor in determining eligibility for funds is whether an immediate commitment of funds is required to influence the location, relocation, or retention of a firm in Oregon. Funding is reserved for cases where an actual transportation problem exists, and where a location decision hinges on immediate commitment of road construction resources.

Local Funding Sources

City Transportation Fund

This is a set of funds from the City's share of the state motor vehicle fund and the federal timber receipts allocated through Lane County. The City is contributing \$12,500 in fiscal year 2000-2001 to fund transit services in Florence.

Debt Financing

General obligation bonds: Bonds are sold by the municipal government to fund public infrastructure and other improvements, and are repaid with property tax revenue. Voters must approve general obligation bond sales.

Revenue bonds: Bonds are sold by the City and repaid from an enterprise fund that has steady revenue from sources such as a water or sewer fund. The bonds are typically sold to fund improvements in the system that is producing the revenue. They are a common means to fund large, high-cost capital improvements that have a long, useful life.

User Fees

In general, the users pay based on their use of, or impact on, the system.

Transit fares: Fares paid by riders of the transit system are an integral part of the local funding equation. This plan recommends a service charge of \$1 per one-way trip. Once service is well established, fares can be modified as necessary to assist with operational costs.

Local gas tax: The City or County could implement a local gas tax, in addition to the existing revenues from the state gas tax. Several cities and counties in Oregon have a local gas tax. Given the current anti-tax atmosphere, it may be difficult to get voter approval on a local gas tax.

Local vehicle registration fee: Counties can implement a local vehicle registration fee. A portion of the County fee would be allocated to cities in Lane County. The fee would provide a stable and reasonable funding source, but is unlikely to receive local support.

Street utility fee: Similar to a water or sewer utility fee, a fee would be assessed in the city for use of streets. Implementing a street utility fee would require voter approval and political support would likely be low.

System Development Charges

System Development Charges (SDCs) could be collected as vacant parcels of land are developed or redeveloped. This charge would be based on the development's impact on existing transit services or the overall transportation system. Transportation SDCs are based on the land use type, the size of the development (number of dwelling units or number of acres), the number of trips per unit of development (derived from the Institute of Transportation Engineers' Manual), and the fee/trip rate. These funds can be used for financing alternative modes projects. The costs of setting up a SDC can be covered through the charge itself.

Special Assessments

Assessments pay for on-site or adjacent public improvements (such as transit facilities). The property owners who directly benefit from the improvement pay the assessments.

Local improvement district: The property owners who will benefit from the improvements pay an assessment of the project cost.

Agreement for improvements: It does not always make sense for a land divider or property owner to install the required improvements at the time of development. If that is the case, s/he executes and files with the city an agreement to pay for future improvements.

Special Taxes or Serial Tax Levy

Other funding mechanisms are available at the local level through the local authority, such as transient room taxes, maintenance fees, and surcharges.

Private Development

The majority of local streets and sidewalks are paid for at the time of development by the developer who includes the cost in the sale price of the homes or properties. This also applies to construction of transit facilities, when required. In this way, the benefiting users are paying for the cost of the system installation. The city then is responsible for maintaining improvements within the public right-of-way.

Transit District Funding Mechanisms

There are several funding mechanisms available for transit providers operating within a Mass Transit District or a Transportation District (Special District). Authority for these funding mechanisms are found under ORS 267 (regarding mass transit and transportation districts), and ORS 291.405 regarding mass transit assessments.

A Transportation District can provide a stable and predictable funding source for transit services over time. Transportation Districts can be established through a local election and have the ability to levy taxes to support transit services once the district has been approved by the voters (ORS 267.520).¹ Transportation districts may use the following methods to finance public transportation services (ORS 267.615):

- Service charges and user fees (fares);
- Property tax (on taxable properties) within district boundaries;
- Use of a revolving fund;
- Sale of general obligation bonds or revenue bonds;
- Sale of business license fees;
- Net income tax;
- Employer payroll tax (as authorized for mass transit districts);
- Acceptance and use of any state or federal grants and/or loans; or,
- Any combination of the above.

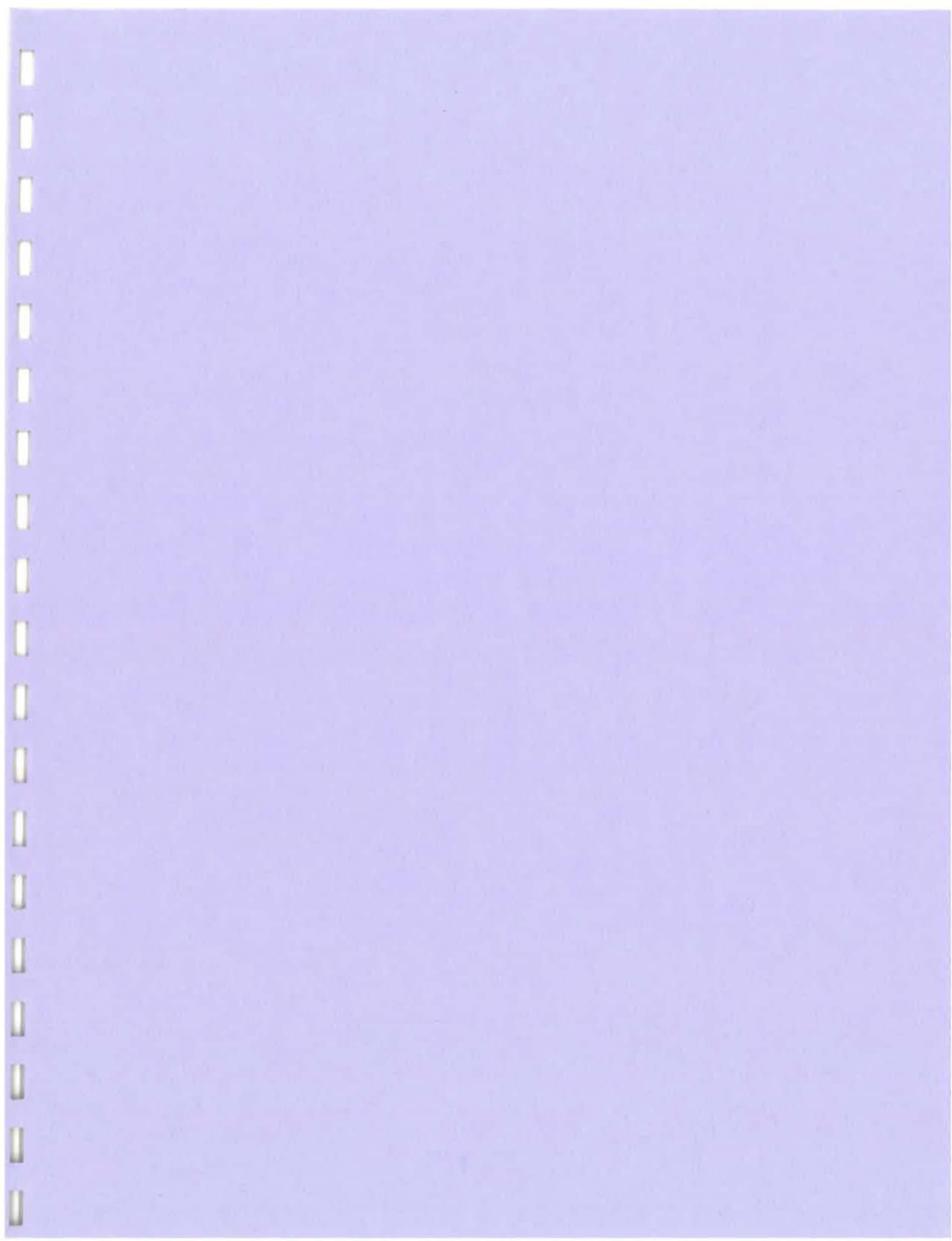
Except for user fees and use of state and federal grants or loans, these district financing methods cannot be implemented without first obtaining authorization at a properly called election held for that purpose. Refer to Appendix K for information on forming a transportation district.

Lane Transit District

Under ORS 267.385 a mass transit district may by ordinance impose an excise tax on every employer equal to not more than six tenths of one percent (.0006) of the gross payroll. LTD typically funds its services through an employer payroll tax on businesses within its district boundaries. While expansion of the existing LTD service district westward to Florence remains a future possibility, this is currently not a cost-effective, nor politically feasible option for

¹ Transportation Districts and County Service Districts are subsets of the more general term Special Districts (ORS Chapter 198). County Service Districts can also be established for managing transit services as organized under authority of the county charter. All district formation and change of organization proceedings shall be initiated, conducted and completed as provided by ORS 198.705 to 198.955.

funding transit services in Florence. This is in part due to Florence's relatively small size and the far distance between the city and the eastern limits of LTD's district boundary near Veneta.



Appendix A
CTP Steering Committee Members

Appendix A

Community Transit Plan Steering Committee Members

Dianne Burch	Florence City Council
John Carnahan	Florence Transportation Advisory Committee
Bill Craig	Florence Transportation Advisory Committee
Sandee Hansen	Florence Chamber of Commerce
Harvey Hoglund	Lane County Public Works
Juanita Kirkham	Lane Community College Jobs Program
Max Kuhn	River Cities Taxi Company
Kathleen Margerum	Pace-Relief Child Care
Marybeth Nessler	Citizen
Sharon Porter	Senior & Disabled Services Outreach
Cheila Ramirez	Adult and Family Services
Lonnie Underwood	Rite Aid
Ed Walsh	Florence Transportation Advisory Committee
Joe Xavier	Florence Transportation Advisory Committee
Sandi Young	Florence Community Development Department

Members listed above have attended at least two Steering Committee meetings. Other members of the community may have attended meetings and received materials but were not active members of the committee.

Appendix B
Public Comments on Service Alternatives

Appendix B

Comments from April 19, 2000 Public Event

A total of 30 people attended the April 19 public event, including nine (9) CTP Steering Committee members.

Public comments recorded from the Comment Forms:

Do you approve of transit goals?

- Yes! I think this is a good start. It is a way to get people into a “transit” frame of mind and away from door to door personal service.
- Yes.
- Yes.
- Anyone living south of the bridge does not receive service.

Where is the nearest checkpoint to your home? Are they conveniently located?

- I live outside the city limits, but when looking at the checkpoints they are reachable by a large number of city residents.
- Zone 2, checkpoint 2 (Old Town) closest. Convenient, Yes.
- Safeway checkpoint closest but not within walking distance. Yes, checkpoints convenient for most people.
- I live south of the bridge.

Do you approve of proposed routes and schedules? Would this service help you get to where you need to go?

- Would like to see an earlier start time but understand the budget limitations.
- Yes, approve of routes/schedule. No, service would not help me.
- Yes, it's a good start, and it will help some for shopping.

Other issues or opportunities that should be addressed in the CTP?

- What type of stop or checkpoint area will be in place? Shelters from the rain?
- How to serve dialysis clients who travel to Eugene or Coos Bay? I realize that this may be addressed in the future, I just don't want it overlooked.
- As the transit service grows and additional grants are received, include service to the population north and south of the city limits.
- Senior and disabled? How can be sure they will not be left out?
- Transportation to Eugene/ Coos Bay!

Public comments recorded on flip-charts during the event:

- Modify qualifications of voucher program to allow general public ridership.
- Establish what the limits of voucher program are for area residents.
- Add Rite-Aid as a checkpoint.
- Create a color-coded daily ride pass.
- Add library and post office as checkpoints.
- Create a map indicating scheduled shuttle stops.

Public comments on transit name and logo:

- FloGo!
- Florence Jitney
- Around Town Transit

Appendix C
Community Transit Survey (Telephone Survey Instrument)

APPENDIX C

TRANSPORTATION SURVEY

FLORENCE AREA RESIDENTS (N=300)

December 14, 1999

Hello, this is (FIRST AND LAST NAME) of Moore Information, a public opinion research company. We are conducting a survey about transportation needs of the Florence area and we'd like to get your opinions. Let me assure you that I am not selling anything, and that all of your responses will be kept completely confidential.

IF ASKED WHY SURVEY IS BEING CONDUCTED: This survey is part of a cooperative effort between the Lane Council of Governments and the City of Florence to gauge transportation needs in the community.

IF RESPONDENT WANTS MORE INFORMATION: You can contact Geoff (Jeff) Crook at the Lane Council of Governments if you have any more questions about this project. He can be reached at 541-682-4034.

Could I speak to a member of the household who is age 18 or older? IF NA: SCHEDULE CALLBACK.

IF YES: Could you spend 5-10 minutes with me on the phone to discuss transportation services in the Florence area?

1. How many people live in your household?

1. 1
2. 2
3. 3
4. 4
5. 5
6. 6 or more
7. NA

2. Next, what, in your opinion, is the most important transportation-related problem facing people in the Florence area?

50. don't know (DON'T READ)

3. Are you able drive a car?

1. yes
2. no

4. How many vehicles does your household currently have?

1. none – don't own a car SKIP TO 10
2. one
3. two
4. three or more
5. NA

5. Approximately how many "round-trip" vehicle trips does your household make on a typical weekday?

1. none GO TO 8
2. one
3. two
4. three
5. four
6. five or more
7. (DON'T READ) don't know

6. Over the course of a typical week, what is your household's most frequent destination by car? (READ 1-7)

1. work
2. pick-up/drop off kids at school
3. education and training
4. shopping
5. church
6. social or recreational visit
7. medical/dental visit
8. (DON'T READ) other
9. (DON'T READ) don't know

7. What is your household's next most frequent destination by car? (READ 1-7)

1. work
2. pick-up/drop off kids at school
3. education and training
4. shopping
5. church
6. social or recreational visit
7. medical/dental visit

8. (DON'T READ) other
 9. (DON'T READ) don't know
8. What is your household's next most frequent destination by car? (READ 1-7)
 1. work
 2. pick-up/drop off kids at school
 3. education and training
 4. shopping
 5. church
 6. social or recreational visit
 7. medical/dental visit
 8. (DON'T READ) other
 9. (DON'T READ) don't know
 9. Which of the following areas do you most frequently travel to? (READ 1-6)
 1. Old Town Florence
 2. Commercial areas along Highway 101
 3. Medical and government services west of Highway 101
 4. Dunes City or areas south of town
 5. Heceta Beach, Sutton Lake, or areas north of town
 6. Siuslaw River, or areas east of town
 7. (DON'T READ) other
 8. (DON'T READ) don't know

ALL RESIDENTS

10. Which of the following best describes the area of Florence where you reside? (READ 1-6)
 1. Old Town area
 2. Spruce Street to Highway 101
 3. Florentine Estates
 4. Southeast Florence
 5. Northwest Florence
 6. Rhododendron Drive/ Greentrees / west Florence
 7. (DON'T READ) other
 8. (DON'T READ) don't know
11. Next, do you ever use alternate forms of transportation other than your vehicle, such as bicycling, taxi, or carpooling to get where you need to go?
 1. yes GO TO 12
 2. no GO TO SKIP TO 14

12. Which one of the following alternate transportation options do you use most frequently?
(READ 1-5)
1. walk or bike
 2. carpool/drive with a friend or family member
 3. drive with a volunteer or special program
 4. taxi
 5. taxi with voucher program
 6. (DONT READ) other
 7. (DONT READ) don't know
13. How often do you use this form of transportation? (READ 1-6, 6-1)
1. several times a day
 2. once a day
 3. once or twice a week
 4. several times a week
 5. monthly
 6. less than once a month
 7. (DONT READ) don't know

ALL RESIDENTS

14. How satisfied are you with local transportation options in getting you where you need to go, are you very satisfied, fairly satisfied, not very satisfied, or not satisfied at all?
1. very satisfied GO TO 16
 2. fairly satisfied GO TO 16
 3. not very satisfied GO TO 15
 4. not satisfied at all GO TO 15
 5. (DONT READ) don't know GO TO 16
15. IF DISSATISFIED: Why are you dissatisfied? (DONT READ)
-
50. don't know
16. Next, do any members of your household have difficulty getting to places they want or need to go – for example, work, shopping, school, etc.?
1. yes GO TO 17
 2. no GO TO 20

17. How many members of your household under the age of 16 have difficulty getting to where they need to go?
1. none
 2. one
 3. two
 4. three
 5. four
 6. five or more
 7. no one under age 16 in household
 8. (DONT READ) don't know
18. How many members of your household age 16-59 have difficulty getting to where they need to go?
1. none
 2. one
 3. two
 4. three
 5. four
 6. five or more
 7. (DONT READ) don't know
19. How many members of your household age 60 and over have difficulty getting to where they need to go?
1. none
 2. one
 3. two
 4. three
 5. four
 6. five or more
 7. no one age 60 or older in household
 8. (DONT READ) don't know

ALL RESIDENTS

20. Next, please tell me if you agree or disagree with the following statement.

The Florence area needs more public transportation services.

IF AGREE/DISAGREE: Do you feel strongly about that?

1. strongly agree GO TO 21
2. agree GO TO 21
3. (DON'T READ) don't know GO TO 23
4. disagree GO TO 22
5. strongly disagree GO TO 22

21. IF AGREE: Why do you agree with this statement?

50. don't know

22. IF DISAGREE: Why do you agree with this statement?

50. don't know

23. Do you know anyone outside of your household, such as friends, neighbors, co-workers, etcetera, who would benefit from public transportation services in Florence?

1. yes
2. no

24. If public transportation services were available in Florence, which one of the following groups do think should be a priority for receiving service? (READ 1-5, 6-DK)

1. senior and disabled residents
2. low-income residents
3. local children and youth
4. local tourism and businesses
5. the general public

5. Which of the following groups do you think is second most important for receiving service? (READ 1-5, 6-DK)
1. senior and disabled residents
 2. low-income residents
 3. local children and youth
 4. local tourism and businesses
 5. the general public
26. Which of the following groups do you think is third most important for receiving service? (READ 1-5, 6-DK)
1. senior and disabled residents
 2. low-income residents
 3. local children and youth
 4. local tourism and businesses
 5. the general public
27. If public transportation services were available in Florence, which one area do you think should be a priority for receiving service? (READ 1-5, 6=DK)
1. service solely within the City of Florence
 2. service connections to Eugene-Springfield
 3. service to Dunes City and communities south
 4. service east to Mapleton
 5. service connecting most west Lane County rural communities with Florence
28. Which area do you think is second most important for receiving service? (READ 1-5, 6=DK)
1. service solely within the City of Florence
 2. service connections to Eugene-Springfield
 5. service to Dunes City and communities south
 6. service east to Mapleton
 5. service connecting most west Lane County rural communities with Florence
29. Which area do you think is third most important for receiving service? (READ 1-5, 6=DK)
1. service solely within the City of Florence
 2. service connections to Eugene-Springfield
 7. service to Dunes City and communities south

8. service east to Mapleton
5. service connecting most west Lane County rural communities with Florence

30. If public transportation served your community (such as a local bus or shuttle), would you use it?

1. no

IF YES: How often would you/your household use this service? (READ 1-5, 5-1)

2. monthly
3. less than once a week
4. 2-3 times a week
5. once a week
6. daily
7. (DONT READ) don't know

31. Do you think someone else in your household would use it?

1. no

IF YES: How often would that person(s) in your household use this service? (READ 1-5, 5-1)

2. monthly
3. less than once a week
4. 2-3 times a week
5. once a week
6. daily
7. (DONT READ) don't know

32. Public transportation systems usually rely on local funding to cover more than half of its costs. Would you approve or disapprove of using local funds, such as taxes or fees, to pay for increased public transportation options in Florence? IF APPROVE/DISAPPROVE: Do you feel strongly about that?

1. strongly approve
2. approve
3. (DON'T READ) don't know
4. disapprove
5. strongly disapprove

Now a few questions for statistical purposes.

33. Which of the following ranges includes your age, please? (READ 1-4, 4-1)

1. 18-29
2. 30-44
3. 45-59
4. 60+
5. NA

34. Are you physically disabled?

1. yes GO TO 35
2. no GO TO 36
3. NA GO TO 36

35. IF YES: Do you use a wheelchair?

1. yes
2. no

36. Which of the following ranges best describes your 1998 total household income? (READ 1-7)

1. less than \$10,000
2. 10,000-\$19,999
3. \$20,000-\$29,999
4. \$30,000-\$39,999
5. \$40,000-\$49,999
6. \$50,000-\$74,999
7. \$75,000 or more

THANK YOU FOR YOUR TIME! AGAIN, THIS INFORMATION IS STRICTLY CONFIDENTIAL, AND WILL HELP INFORM TRANSPORTATION SERVICE PLANNING IN THE FLORENCE ARE

37. Gender (BY OBSERVATION)

1. male
2. female

38. Phone Prefix (FROM LIST)

39. Precinct (FROM LIST)

Appendix D
Data Collection and Analysis Results

Appendix D

Data Collection and Analysis

LCOG obtained Oregon Access and National Aging Program Information System (NAPIS) data from Department of Human Resources Senior and Disabled Services (S&DS). Temporary Assistance for Needy Families (TANF) data was obtained from Adult and Family Services (AFS). Transportation data from the local taxi voucher program was obtained from the provider, River Cities Taxi, through the LCOG branch of S&DS. Once databases were obtained, client addresses were matched to coordinates for mapping in the LCOG GIS. Data was mapped and queried using ArcView and Microsoft Access software.

Quality of the data sets are high, although missing address coordinates for some entries results in data not being mapped or analyzed in the GIS. Missing addresses are commonly due to a high number missing street numbers, or post office boxes. Some data within the social service databases may have minor duplication among records for a variety of reasons.

Key Findings

Taxi Voucher Program

All data has been analyzed as of October, 1999 from a database of 3,123 vouchers entered (one-way trips) representing the four-month period from January to April 1999. Refer to maps 4 and 6 to see the spatial distribution of voucher program households.

- A total of 298 riders were registered as part of the taxi voucher program during the study period.
- Vouchers entered into the database represent 3,900 total passengers during the four-month study period. Each voucher represents a one-way trip and can serve multiple passengers.
- Of the 203 (mapped) taxi rider households, 188 (93%) reside within the Florence UGB.

Passenger Characteristics

When passengers use the taxi voucher program they indicate on the voucher specific information about themselves, such as if they are senior, disabled, or low-income, and what social service agency they receive support through.

- Senior riders accounted for 1,406 trips, (1,619 passenger trips), and made up 45% of all trips taken in the study period.
- Low-income riders accounted for 1,326 trips, or 42% of all trips taken in the study period.

- Senior riders who also qualified as or indicated they were low-income accounted for 345 trips, or 11% of voucher trips.
- Riders with disabilities accounted for 1,084 trips, or 35% of all rides taken. Of these trips, a majority of vouchers indicated some specific form of physical disability, most commonly vision or hearing impairments, wheelchair or mobility limitations, and victims of stroke.
- Taxi passengers have the option of indicating on the voucher what social service program they are affiliated with that enables their eligibility to receive service. Below are the top service agency affiliations for taxi riders. (Note: 10% of rider did not indicate a service agency).
 1. Adult and Family Services (AFS) – 409 records (13% of trips)
 2. Senior & Disabled Services Outreach (S&DS) – 392 records (13% of trips)
 3. Peace Harbor Home Health Hospice – 270 records (9% of trips)
 4. Social Security Disability (SSI) – 104 records (3% of trips)
- Of mapped taxi rider addresses, 167 (82%) of riders reside within 1/8th mile (660 feet) from major arterials and collectors.
- 126 voucher riders (62%) are affiliated with one of the NAPIS programs; 70 riders (34%) have participated in the Rural Escort Program.
- 130 voucher riders (64%) utilized Oregon Access (Medicaid) benefits through the taxi voucher program to get where they need to go.
- Only 29 (14%) of registered taxi voucher riders receive public assistance through TANF.

Trip Purpose

Taxi voucher program passengers are overwhelming using the service as transportation to/from their local shopping stores. These destinations are largely concentrated around the commercial centers adjacent to Highway 101. The second most frequent trip purpose is for social and recreational visits, followed by medical trips.

Passenger Trips by Trip Purpose

Trip Purpose	No. of Passenger Trips	% of total
Shopping	1,851	47.5
Social/Recreation	846	21.7
Medical	770	19.7
Work	376	9.6
School	57	1.5
Total	3,900	100.0

- Riders using the voucher program are more likely to ride with a friend or relative when making medical or social/recreation trips. Passengers are more often riding alone for work or shopping trips.
- Trips originating or ending outside of the Florence city limits (267) were a small portion of overall rides, accounting for about 9% of all trips. Below are the trip purposes for rides outside of Florence city limits.
 1. shopping, 31%
 2. social/recreation, 29%;
 3. work, 26%;
 4. medical, 14%.

Top Travel Locations

The following are the top travel locations for riders using the taxi voucher program. Top travel locations were determined by combining the total number of trip origins and destinations for a single address location.

1. Safeway (490 trips)
2. Owens Sentry Market- 1750 Highway 126 (275 trips)
3. Florence Moose Lodge- 1108 Quince St. (230 trips)
4. Spruce Point- 380 9th Street (186 trips)
5. Greentrees- 1600 Rhododendron (160 trips)
6. Windsong Apartments- 1365 Spruce Street (140 trips)
7. 1740 W 43rd Street (139 trips)
8. Peace Harbor Radiological Services- 410 9th Street (132 trips)
9. 1550 15th Street (115 trips)
10. Greentrees- 1601 Rhododendron (110 trips)

Trips by Day of the Week

- Ridership increases steadily as the work week progresses (Tuesday through Friday), with taxi service peaking on Fridays. Service demand drops significantly on the weekends.
- Fridays are the most traveled day of the week (19% of trips).
- Sundays are the least traveled day of the week (7% of trips).

Top Travel Locations by Trip Purpose

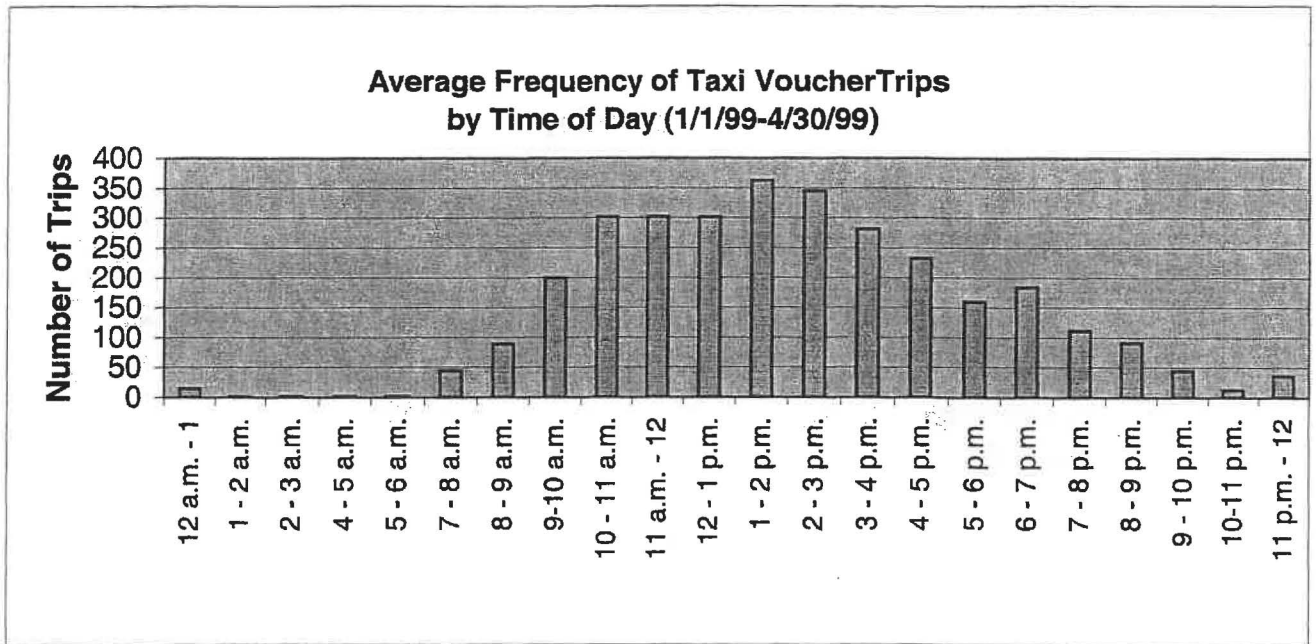
Trip Purpose	Total Psngr Trips	Top Three Travel Locations by Trip Purpose	No. of Trips by Location
Shopping	1,851	Safeway Stores, Inc. (700 Hwy 101)	447
		Owens Sentry Market (1750 Hwy 126)	264
		BiMart Corp. (4310 Hwy 101)	103
Social/Recreation	846	Florence Moose Lodge (1108 Quince)	194
		Greentrees (1600 Rhododendron Dr.)	79
		140 Rhododendron Dr.	45
Medical	770	Spruce Point (380 9 th St.)	220
		Peace Harbor Hospital (410 9 th St.)	109
		375 9 th Street	53
Work	376	Florence Chevron (1839 Hwy 101)	66
		1617 28 th Street	49
		1550 15 th Street	39
School	57	1275 34 th Street	14
		1371 6 th Street	14
		1231 18 th Street	8

Most Frequently Traveled Days of the Week

Rank	Day of the Week	% V Trips
1	Friday	19.0
2	Thursday	16.0
3	Wednesday	14.9
4	Monday	14.8
5	Tuesday	14.3
6	Saturday	14.2
7	Sunday	6.9

Trips by Time of Day

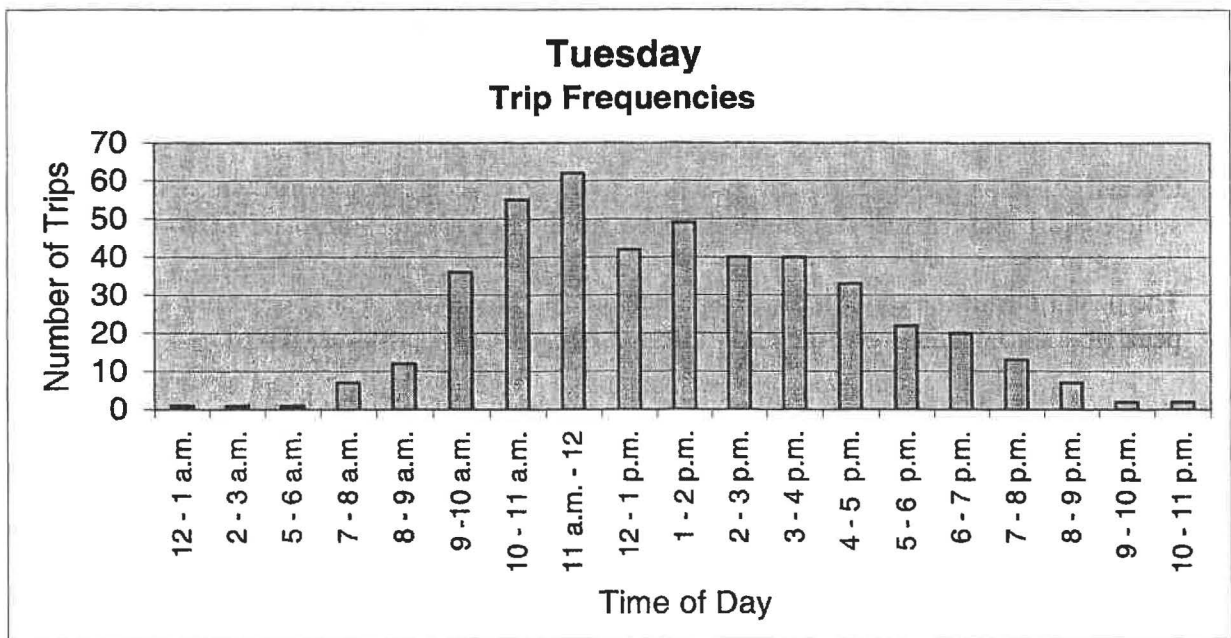
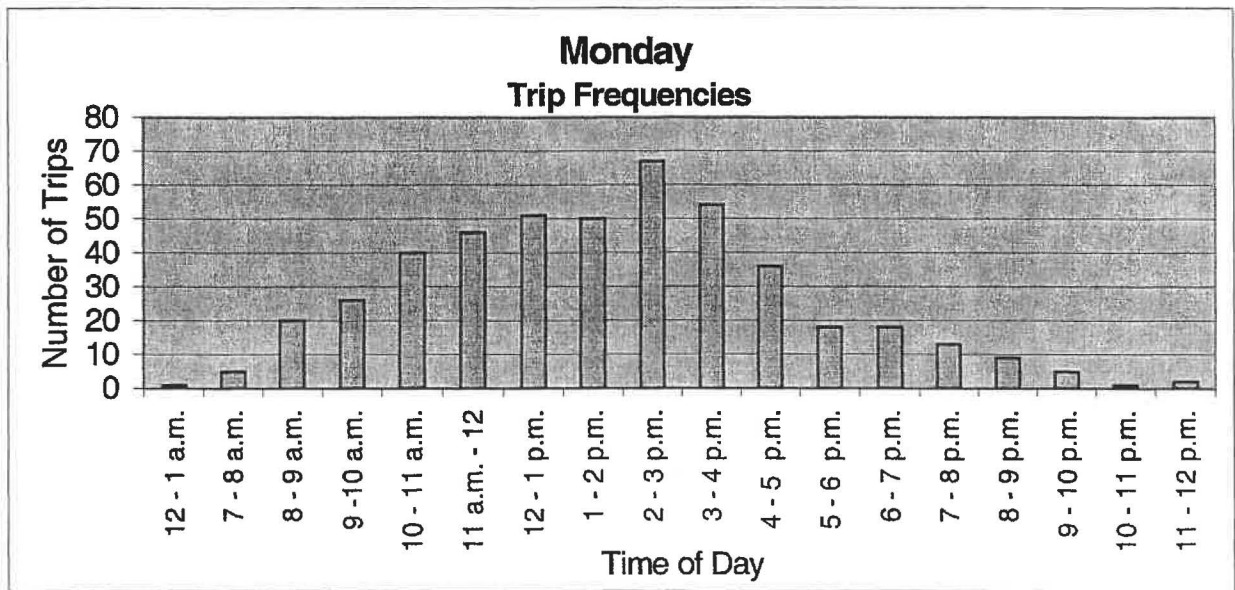
Taxi Voucher trips were analyzed for the time of day trips were taken for all days of the week (Monday through Sunday). Figure 1 graphs the frequency of voucher trips by time of day for the study period.

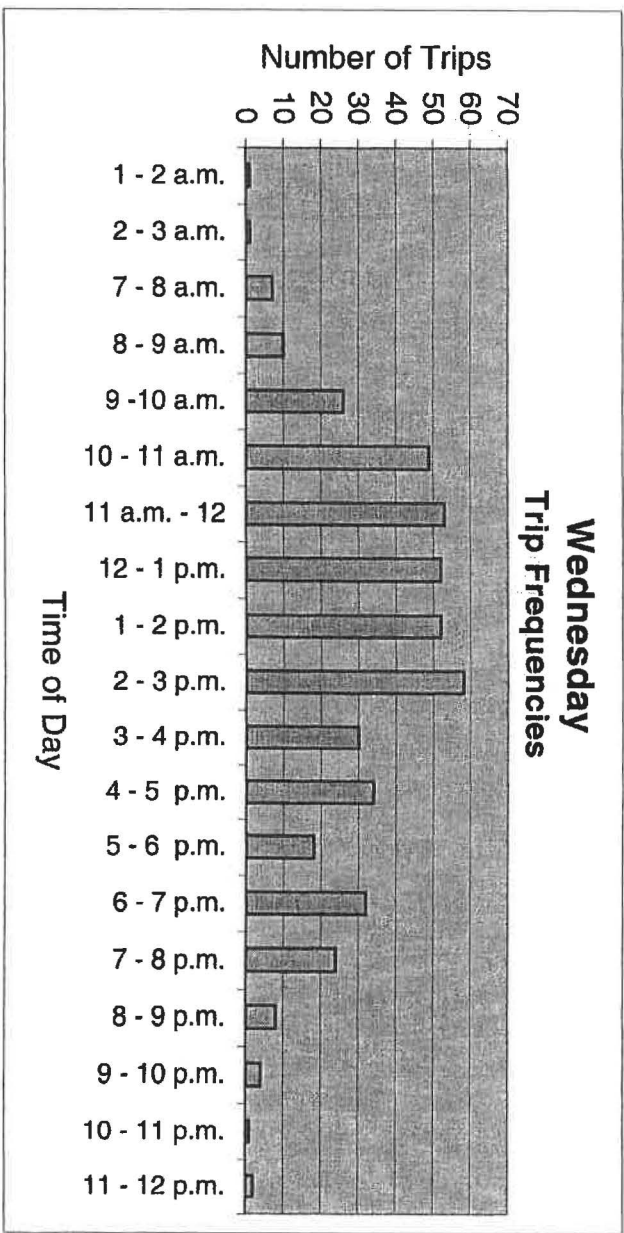
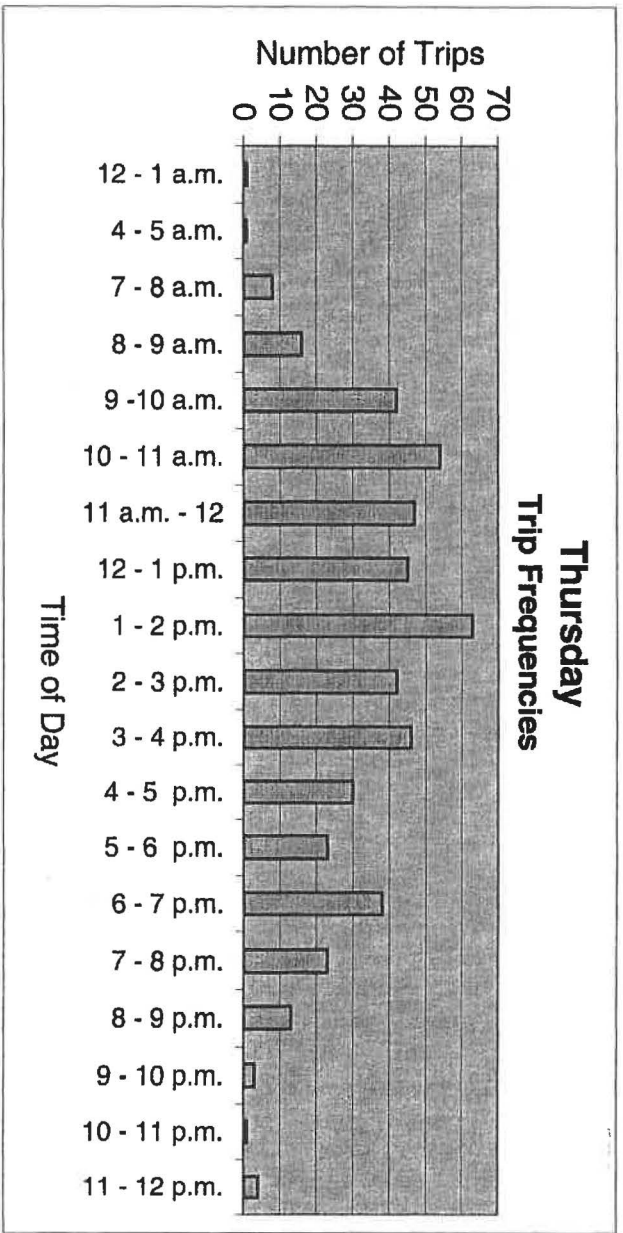


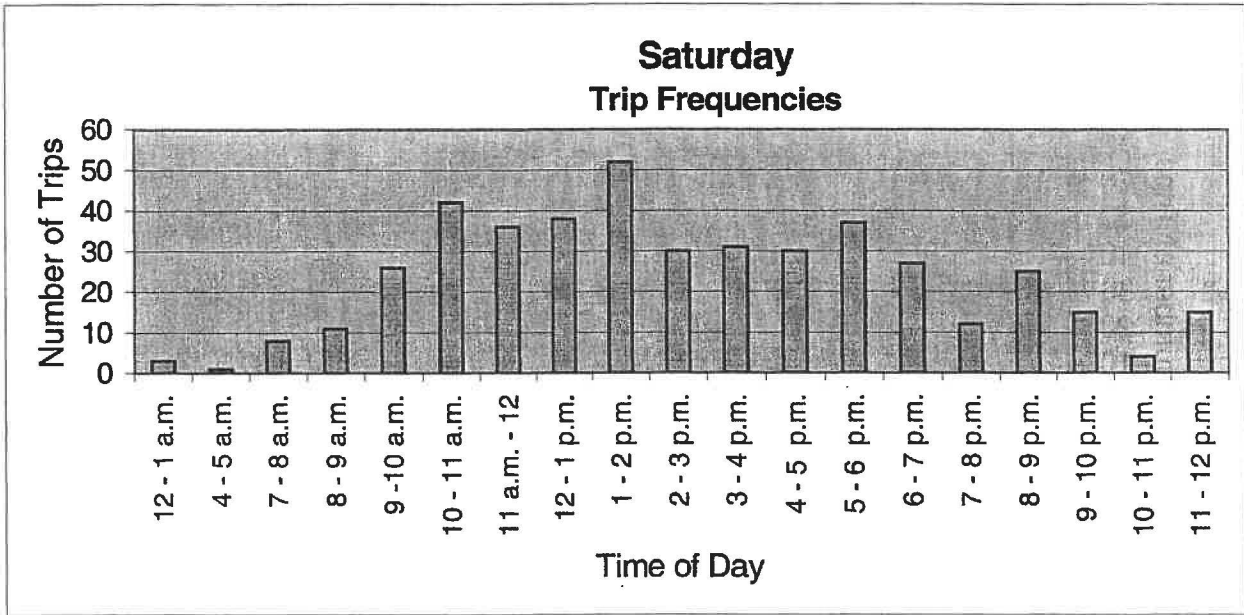
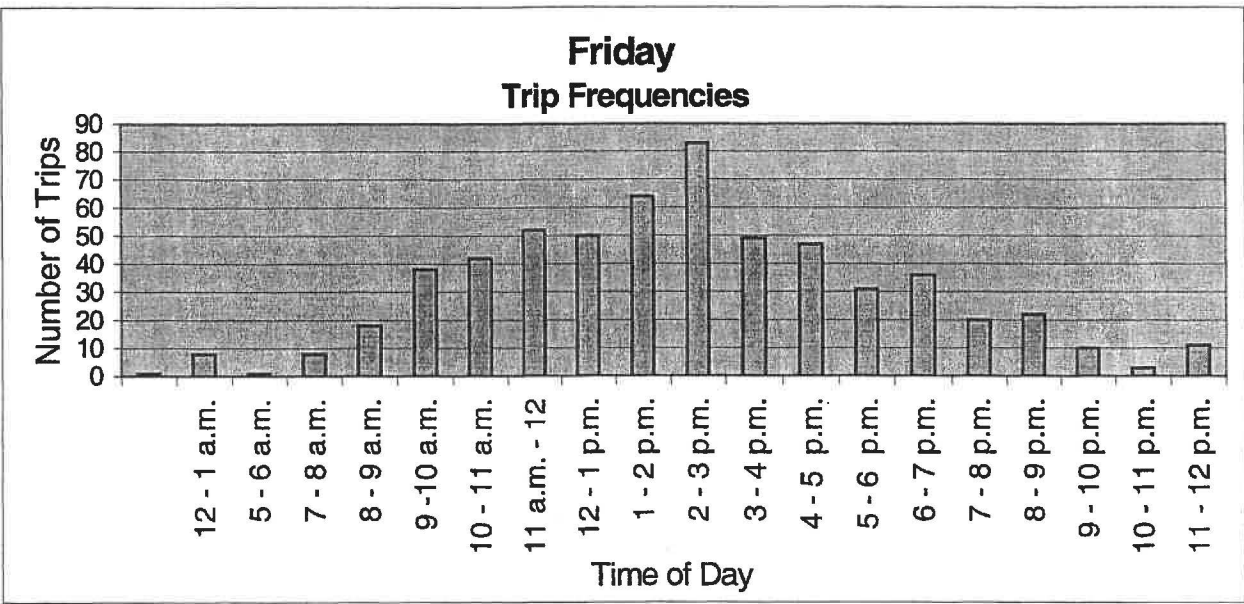
The trend established in Figure 1 indicates that ridership increases dramatically during the morning hours (7-10 p.m.) and levels off between (10 a.m.-1 p.m.), before peaking in the early afternoon. Ridership tails off gradually into the afternoon and evening hours (3-10 p.m.). Ridership remains fairly consistent throughout the day between 10 a.m. and 5 p.m..

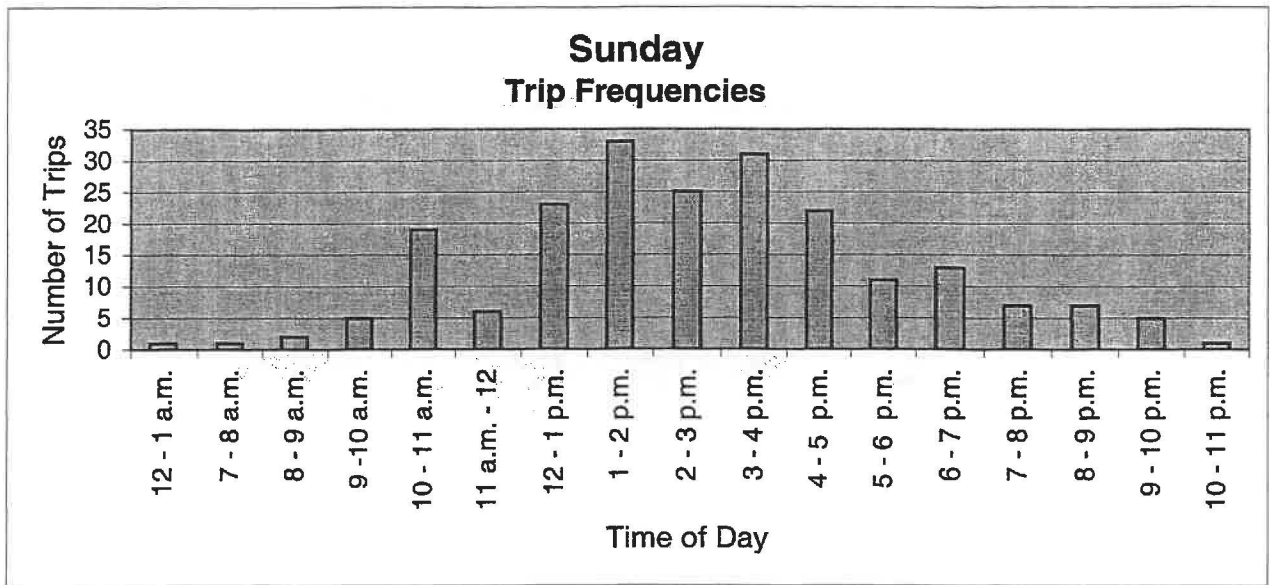
- Overall, voucher program ridership is most active between the hours of 9 a.m. and 7 p.m. A solid majority of trips (68%) are taken between the hours of 10 a.m. and 5 p.m..
- The peak hour of the day for all trips is between 1 p.m. and 2 p.m. (363 trips) with overall peak ridership occurring in the early afternoons between 1 p.m. and 3 p.m..
- Early and mid-morning trips (12 a.m.-10 a.m./ 354 trips) are much less frequent than evening trips (5 p.m. to 12 a.m./ 640 trips).
- Peak hour trips for each day of the week are as follows:
 - Monday – 2-3 p.m.
 - Tuesday – 11-12 p.m.
 - Wednesday – 2-3 p.m.
 - Thursday – 1-2 p.m.
 - Friday – 2-3 p.m.
 - Saturday - 1-2 p.m.
 - Sunday – 1-2 p.m.

Trip Frequencies By Day Of The Week: Monday through Sunday (1/99-4/99)





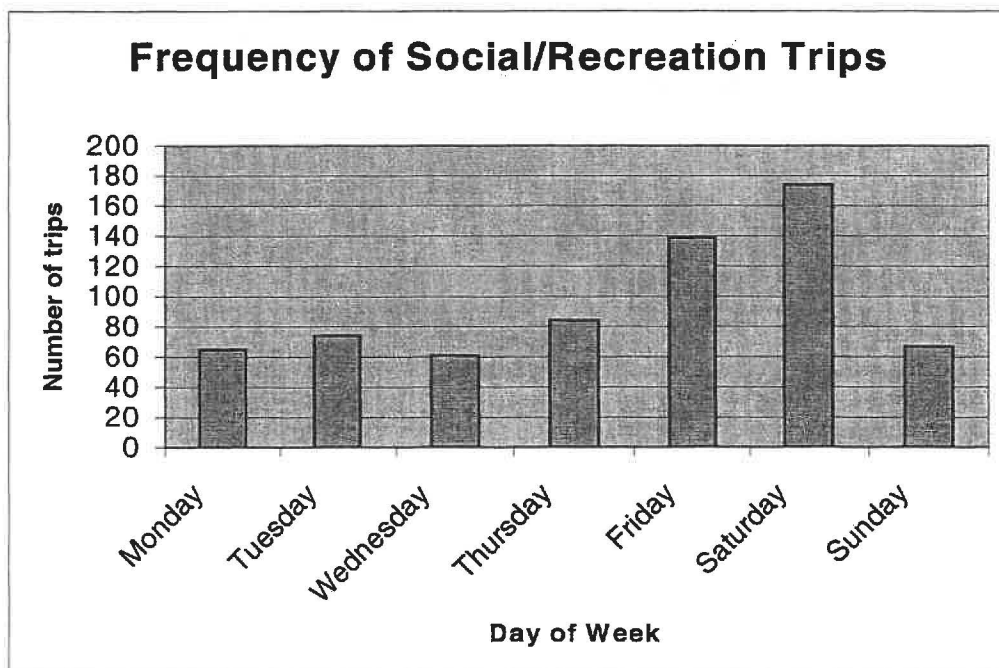


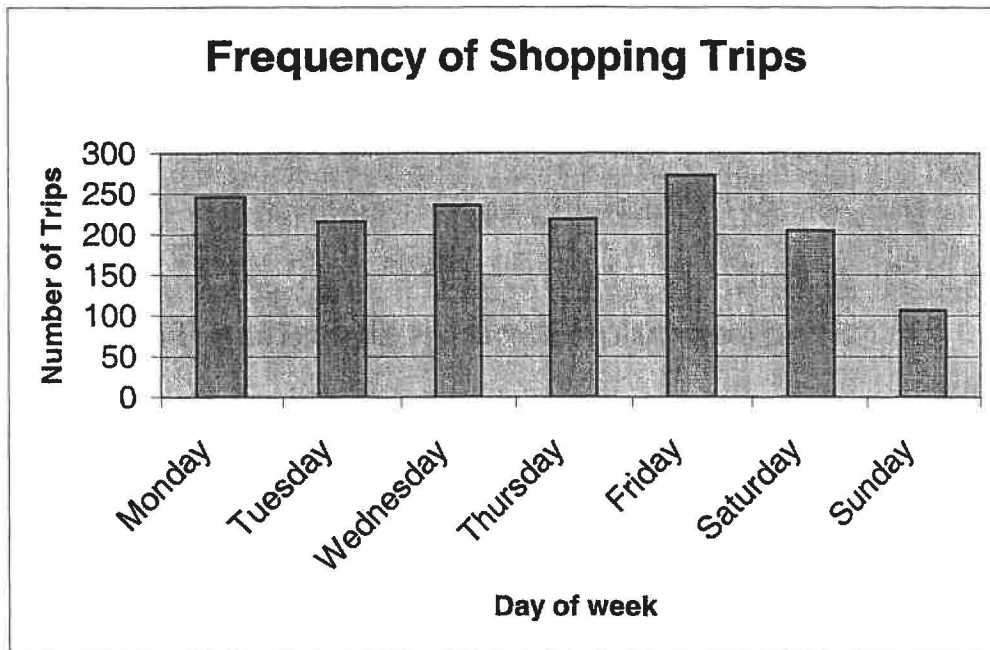
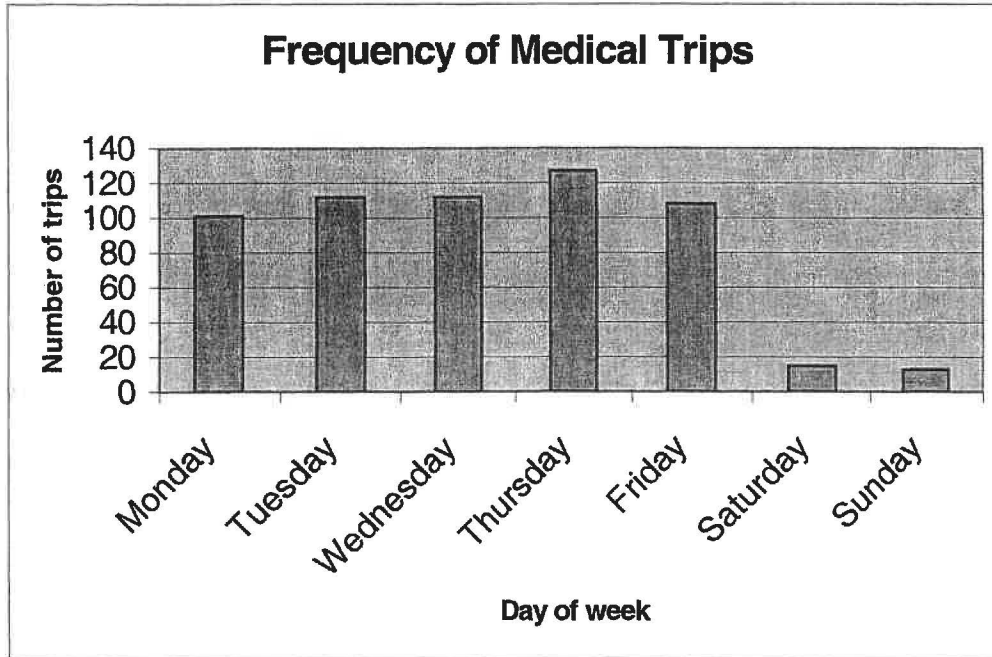


Trip Purpose by Day of Week/ Time of Day

Data has also been queried from the Taxi Voucher Program for trip purpose by day of the week, and trip purpose by time of day. This data will assist with designing a transit service that best support current travel behaviors, and the needs of Florence residents.

Results indicate that shopping trips are most common on Mondays, Wednesdays and Fridays. Social and Recreation trips are most frequent on Fridays and Saturdays. Medical trips are spread out more evenly during weekdays, with mid-week visits being the most common. Shopping, Medical, and Social/recreation trips comprise 89% of all taxi voucher trips taken during the study period (Jan.-Apr. 1999). Below are graphs for these trips:





The following bullet items summarize the most frequent times of day for the various trip purposes. “Most frequent” is defined as greater than 20 trips for any one-hour time period.

- **Shopping trips:** the most frequent days/times for shopping trips are between the hours of 10 a.m.- 3 p.m. on: Fridays (174 trips); Mondays (169 trips); and Wednesday (159 trips). Tuesdays are moderately frequent (135 trips). Sundays, Saturdays, and Thursdays are least common for shopping trips.
- **Medical trips:** Thursdays between 9 a.m.-2 p.m. are clearly the most frequent days/times for medical trips (with 107). Mondays from 10 a.m.-2 p.m. are next frequent with 58 trips.
- **Social and Recreation trips:** around noon (lunchtime) and after dinner (evenings) on Fridays, and all day on Saturdays are the most frequent days/times for social trips. Saturday trip frequencies are fairly consistent (no clear times jump out). This is the only trip purpose category that has evening hours (30 trips from 8 p.m.-11 p.m. on Saturday night) as a common travel time.

Social Service Programs

The social service databases are a snapshot of all recipients in each database as of September 9, 1999. Refer to the Potential Transit Demand maps in Chapter Five to view how these various groups receiving services are geographically distributed.

Oregon Access

Oregon Access (OA) is a data program used by the Oregon Department of Human Resources (DHR), Senior and Disabled Services Division (S&DS), and other agencies for tracking client services delivery. The primary (source) database represents five S&DS branches in Lane County—the Florence branch contains 1,009 open (active) records as of 9/99.

- A total of 485 current/active OA recipients(assigned to an eligible program) are within the Florence study area, representing a 48% address match rate on open records.
- 372 OA recipients(77%) reside within the Florence urban growth boundary (UGB).
- Within the Florence UGB 335 OA recipients(69%) reside within 1/8th mile (660 feet) from a major arterial or collector street.
- 67% of Florence area OA recipients are female.
- 59% of Florence OA recipients are persons with disabilities.
- 15 Florence area OA recipients(3%) are blind.
- 48% of Florence area OA recipients can be categorized as frail elderly (65 and older).

National Aging Program (NAPIS)

NAPIS is a federally mandated data collection system established to collect information on participants of Older American Act (OAA) funded programs. Social Service programs funded by the OAA include: Rural Escort, Senior Companion Program, Meals on Wheels, Group Meals, Elderhelp Program, Low-income Energy Assistance Program, as well as Case Management, and Information and Assistance services.

- A total of 755 records are in the LCOG database for the Florence area with a record match rate of 90% county-wide.
- 626 NAPIS recipients(83%) reside within the Florence UGB.
- Within the Florence UGB 495 trips (66%) were recipients located within 1/8th mile (660 feet) from a major arterial or collector street.
- 34% of NAPIS recipients are categorized as below poverty.

Temporary Assistance for Needy Families (TANF)

TANF is administered by the state Department of Adult and Family Services (AFS) and provides cash benefits and Food Stamps to one- and two- parent families in economic need.

- 158 TANF recipients were recorded in the Florence area.
- 83% of TANF recipients reside within the Florence UGB.
- 92 recipients(83%) of TANF recipients were located within 1/8th mile (660 feet) from a major arterial or collector street.
- 65 (59%) of TANF clients are female.
- 32 (29%) TANF recipients are children under 16 years of age.

Appendix E
Detailed Peer Review

Appendix E

Case Studies Of Rural Oregon Community Transportation Systems

Case studies assist with identifying a service model that best fits the Florence community. This review presents a range of potential service models available for establishing a community transit system and provides insight into transit service options for the Florence area. As noted in Chapter Three, nine transit systems were selected as case studies, reflecting a variety of service types, ridership levels and geographic range of service. Although none of the peer communities or transit systems is exactly like Florence or its existing taxi voucher program, many of the systems have similar characteristics and experiences that allow comparisons to be made. This Appendix includes information on the following programs:

- Sunset Empire Transportation District, Clatsop County
- South Clackamas Transportation District, Molalla, Oregon
- Lincoln County Transit District, Lincoln County
- Hood River County Transportation District, Hood County

SUNSET EMPIRE TRANSPORTATION DISTRICT

Contact: Cynthia Howe, Executive Director 503-861-7433

Service range: Regional (Northcoast Oregon within Clatsop County)- Astoria, Seaside, Warrenton, Cannon Beach, and rural outlying communities.

Service types: Fixed routes, deviated routes (scheduled), demand response (dial-a-ride) services.

Population: Astoria, 10,090; Seaside, 6,170; Warrenton, 4,175 (largest communities served)

The Sunset Empire Transportation District (District) operates a series of four deviated routes (flexible routes, fixed schedules) from Astoria south to Cannon Beach. Buses will deviate up to ¼ mile off the main scheduled route to pick up passengers. Two buses operate within Astoria, with connections to Warrenton. Other service routes run between Warrenton out to the coastal town of Hammond, and from Warrenton south to Seaside and Cannon Beach. The bus makes four stops for passengers in Cannon Beach with connections with the Cannon Beach Shuttle. Bus fares are 75 cents for an adult one-way trip, (50 cents for seniors and children).

The District also maintains a dial-a-ride service provided for the more rural areas of the county. The dial-a-ride is a door-to-door transport service designed primarily for elderly, disabled and transportation disadvantaged people of all ages. Fares for dial-a-ride services are based on seven zone areas with fares based on service proximity to Astoria. The District employs a dispatcher, and rides must be scheduled 48 hours in advance. Annual ridership is approximately 110,000. In 1998, District vehicles recorded 45,000 miles of travel.

District headquarters are located in Warrenton. Funding for the District's operations are supported by primarily payroll taxes. The District's 1998-99 operating budget was approximately \$1,338,000. In addition to property tax support, the District also receives \$60,000

from fares, and \$50,000 through a mass transit payroll tax. Federal and state funding includes \$59,000 annually in Federal Transit Act (FTA) Section 5311 funds, and \$48,000 in STF funds. The district has also recently received a FTA Section 5309 grant to construct a new transit station in downtown Astoria. The District maintains nine vehicles in its fleet, and employs 23 paid drivers.

SOUTH CLACKAMAS TRANSPORTATION DISTRICT

Contact: Shirley Lyons (503) 632-7000

Service range: Inter-city- Molalla city limits with connections to Oregon City.

Service types: Fixed route

Population: Molalla, 5,395

The South Clackamas Transportation District (District) provides fixed route service from Mollala to the Clackamas Community College in Oregon City. This Oregon City route also provides a convenient regional Tri-Met link to the Portland metropolitan area. The District operates two vehicles (one as a backup shuttle), and employs paid drivers through an operation services contract with a private company. The vehicles are owned by the District. The route to Oregon City is a 25 minute one-way trip. Fares are a \$1.00 for one-way trips. The service provides transportation for 95 to 100 riders a day. Due to the direct service to the college, summer ridership tends to be lower as students are on summer break. The service is in ADA compliance by means of a taxi service for those individuals not able to get to bus stops (within ¾ mile of the fixed route). In these instances, a taxi must be called into service from Oregon City.

The District spun off of Portland-based Tri-Met in 1987 and was formerly established in 1989 when voters approved a community payroll tax and self employment tax. District operations are run by one individual, responsible for ensuring adequate levels of service, maintenance, and tax collection, as well as various administrative functions. The District's operating budget for fiscal year 1998-99 is \$362,000 (this includes \$122,000 carried over from the previous fiscal year). The District collects about \$200,000 a year in property tax revenues. Revenue from fares runs around \$20,000 annually, with Section 5311 funding at \$35,000 last year. On average, the District has also spent around \$2,000 annually towards advertising and promotion.

The District considers itself fiscally conservative and looks with disfavor towards its Metro/Tri-Met neighbors to the north. The District has aspired to lower taxes as much as possible, and has succeeded in incrementally lowering their taxes to less than half of what Tri-Met currently requires. Molalla's population is growing rapidly and services may need to be expanded in the near future to meet new demands (through route rescheduling).

LINCOLN COUNTY TRANSIT DISTRICT

Contact: Sinda Bruce, Executive Director (541) 574-1292

Service range: Regional- Rose Lodge, Lincoln City, Depoe Bay, Siletz, Toledo, Newport, Waldport, Yachats

Service types: Fixed routes; deviated routes; demand response

Population: Newport, 10,240; Lincoln City, 6,855; Toledo, 3,590 (largest communities served)

The Lincoln County Transit District (District) provides service throughout Lincoln County, servicing the county's main population centers: Rose Lodge and Lincoln City to the north; Waldport and Yachats to the south; and Newport, Toledo and Siletz in the east and mid-county. District headquarters are centrally located in Newport. The core of the District's operations are three inter-city scheduled routes utilizing Newport as a transportation hub. One route runs between Rose Lodge and Newport, another looping inland covering Toledo and Siletz from Newport, and a third running south from Newport to Waldport and Yachats. Each bus route operates four round trips daily. Paratransit service allows for deviation of scheduled routes which is a common occurrence.

The District also provides dial-a-ride service in the communities of Toledo, Newport and Lincoln City. The District provides a separate route called the "Mill Site" run for seniors to an elderly nutrition site. According to the District, demands for transit services peak in the summer months when the population of coastal communities swell due to seasonal tourism. The county is also serviced by four independently-operated senior transit services which receive STF pass-through funds from the District. Through local business support, Newport has also been operating a successful tourist shuttle during the summer months.

In 1998, the District provided 107,317 units of passenger service, and passenger demand is on the increase. The District operates on a \$323,000 annual budget. Revenue sources are derived from a number of sources, primarily from property taxes. The District is also eligible for \$40,000 in state employee assessment taxes. Funding from fares in fiscal year 1997 totaled \$45,000, and bus pass revenues totaled \$27,000. Annual Section 5311 funds have been increased to \$70,000 for 1999, up from \$57,000 the previous year. The District has also secured \$80,000 in successful grants from the public transit section, and also receives \$57,000 in annual STF funds. The District operates 10 vehicles in their fleet and employs 15 paid drivers, and utilizes 10 volunteer drivers (primarily for trips to senior meal site locations).

County-wide transit services were originally operated by Lincoln County. With the passage of measures 47 and 50, Lincoln County was forced to forego operation of the program and a levy was passed by voters to support funding the District. In May of 1996, Lincoln County residents voted down a levy to re-authorize funding for District transportation services through property taxes. With the links of their inter-community transit system severed, county residents realized the extent in which they relied upon the transit system. Later that year in November 1996, voters passed a serial levy authorizing District funding after county residents endured six months without transit services.

HOOD RIVER COUNTY TRANSPORTATION DISTRICT

Contact: Linda Floyd (541) 386-4202

Service range: Inter-city- Hood River, Cascade Locks, Parkdale, (contract services to Odell and The Dalles).

Service types: Fixed route, demand response.

Population: Hood River, 5,130; Cascade Locks, 1,095

The Hood river County Transportation District (District) currently provides a wide range of transportation services for the Hood River community. Within the city limits, fixed route transit service is provided in the "heights" area of south Hood River and extends into key shopping areas around the downtown. In addition to the fixed route service, there is also a demand response service within the city. The service is also flexible enough to meet the needs of those residents living in more rural areas in close proximity to the city (through demand response). Limited service is also provided to outlying communities within a close range to Hood River.

Outlying communities that are serviced by a link to Hood River include Parkdale and Cascade Locks. These routes are regular flexible-fixed schedule and are limited to one trip per week into each community. In addition to these communities, the District has established contracts with two local organizations to provide service to Odell, and The Dalles. One contract provides daily transit service to a sheltered workshop in Odell to the south. The other major contract is with a local parents group to provide their children with daily transportation service to a private school located in The Dalles. While operation costs for these services are provided by contract, these round trip daily routes are open to the general public. Another route the District maintains is a winter weekend shuttle service to Mount Hood Meadows, a very popular service with Hood River's youth community. Mount Hood Meadows resort provides financial assistance for operating the shuttle service. Future service needs for Hood River will revolve around a route to the Portland metropolitan area and service links with Tri-Met, currently a 40-minute commute.

Before the District was formed, a private non-profit operated small scale transit services for seniors in the Hood River area. In 1993, voters formed a small \$64,000 taxing district to establish transit services to meet the needs of the general public. The District owns 7 buses, operating 5 locally and leases the other two to a local seniors group and to the City of Cottage Grove. The vehicles are 20-passenger buses and drivers are paid staff. The District also employs two administrative staff. Bus fares are zone-based, and run anywhere from \$1.25 for intra-city service, up to \$2.25 for service to The Dalles. The District's approximate annual budget runs upwards of \$225,000. Around \$70,000 annually is secured from property taxes. Other tax income comes from a mass transit payroll tax. In fiscal year 1998 the District received \$35,000 in Section 5311 funding and \$22,000 through STF funds. The District pays for a small amount of local radio and newspaper advertising.

Appendix F
Operating Assumptions Research

Appendix F

Transit System Cost Research & Assumptions

The total cost of a transit system is based on the capital and operating costs combined. Costs per hour for various service types are calculated by multiplying an estimated operating cost by the number of hours the service is in operation.

Operating Costs include labor (drivers/administration/dispatch); benefits; materials and supplies.

Capital Costs include vehicles, maintenance facilities, and other long-term physical acquisitions.

All estimates for costs per vehicle hour are for operating costs only.

Costs/Hour: national averages and estimates from peer systems

Average costs per hour for Section 5311 funded (rural and small city) transit systems¹

Demand Responsive -	\$25.80/ hour
Fixed Route-	\$30.04/ hour
Demand Response/Fixed Route mix-	\$29.35/ hour
Demand Response & others-	\$20.25/ hour
Fixed Route & others-	\$26.05/ hour
Neither FR or DR-	\$22.70/ hour

➤ Yreka, Calif.: estimated small city deviated route (checkpoint) circulator = \$26.68 per vehicle hour.

➤ Kodiak, Alaska: estimated small city fixed route service, and deviated route (checkpoint) service = \$29.79 per vehicle hour.

➤ Special Mobility Services, Inc.: estimates from 6 month (1999-2000) activity-based costing model for Lane County services.

RideSource-	\$38.23/ hour
Shopper service-	\$23.72/ hour
Pearl Buck service-	\$32.03/ hour
Title XIX (Medicaid trips)-	\$38.93/ hour

➤ The average operating cost for small systems in Oregon was \$34.00/ vehicle hour in 1996.²

➤ Dial-a-Ride voucher service offered through the existing Florence-area provider *River Cities Taxi*:

High service estimate-- 1999 Voucher based one-way trips = \$63,376/ 5,670 annual vehicle hours (@ 10 trips/hour)³ = \$11.18/hour

¹Source: Transit Cooperative Research Program (TCRP) Report 6, User's Manual for Assessing Service-Delivery Systems for Rural Passenger Transportation, 1995.

²Source: McMinnville Transit Feasibility Study, David Evans & Associates, June 1997.

³Source: Taxi Cost & Ridership Reports (10 trips per hour based on River Cities Taxi estimates for hourly trips; Cost assumption/ vehicle hours from 6 mo. Period July-Dec. 1999 x 2).

Low service estimate-- 1999 Voucher based one-way trips = \$63,376/ 1,418 annual vehicle hours (@ 2.5 trips/hour)⁴ = \$44.69/hour

Larger systems

- Lane Transit District (LTD) fixed route services = \$43.65/ vehicle hour. [This estimate includes fixed and variable operating costs: operations, vehicles, wages (approx. \$16/hour) @ \$39.27/hour + maintenance and supervision costs @ \$4.38/hour = \$43.65/hour.]⁵
- Rouge Valley Transit District fixed route services = approx. \$50.00/ vehicle hour.

⁴ Source: Taxi Cost & Ridership Reports (Cost assumption from 6 mo. Period July-Dec. 1999 x 2). 2.5 trips per hour based on peer system Ridesource average for demand response service.

⁵ Paul Zvonkovic, LTD, 2/11/00.

Appendix G
Policy and Regulatory Framework

Appendix G

Policy and Legal Framework

The Florence Community Transit Plan (CTP) exists in the context of state and local laws, policies, and plans concerning transportation. The existing policy and legal framework has been reviewed and evaluated to ensure consistency and compliance of the CTP with all applicable policies and ordinances.

Transportation Planning Rule (Goal 12)

Oregon's Land Use Program includes nineteen statewide planning goals. Cities and counties must adopt comprehensive plans and ordinances which are consistent with these goals. The Transportation Planning Rule, Goal 12, is one element of the regulatory framework that drives community transit plans.

In 1991, the Land Conservation and Development Commission, with the support of Oregon Department of Transportation (ODOT), adopted the Transportation Planning Rule (TPR) (OAR 660-12-010) to guide local and regional implementation of Statewide Planning Goal 12. The Transportation Planning Rule requires ODOT to prepare a state Transportation System Plan (TSP) and identify a system of transportation facilities and services adequate to meet identified state transportation needs. The Oregon Transportation Plan, together with the adopted modal and facility plans, is the state's TPR. The TPR requires cities and counties to develop a plan including the following:

- A road plan for a network of streets;
- A bicycle and pedestrian plan;
- A public transportation plan;
- An air, rail, water, and pipeline plan;
- A transportation finance plan, and
- Policies and ordinances for implementing the transportation system plan.

The Florence City Council has the option of adopting the Community Transit Plan as a refinement to the public transit element of the Florence TSP.

Oregon Public Transportation Plan

The 1997 Oregon Public Transportation Plan (OPTP) is the public transportation element of the Oregon Transportation Plan (OTP).¹ The purpose of the OPTP is to provide 20-year guidance for the development of transit (inter-city bus, passenger rail, urban fixed-route transit, small city and rural transit, special needs transportation), rideshare and transportation demand management services in Oregon.

¹ The OTP is the driving policy document for ODOT, encompassing all modes of transportation, regardless of ownership. It addresses overall direction in the allocation of resources and coordination of the different modes of transportation. The OTP is broad in scope and general in nature. The more detailed policy direction guiding public transit is found in the OPTP.

The OPTP’s long-range vision for public transportation in Oregon includes:

- A comprehensive, interconnected, and dependable public transportation system, with stable funding, that provides access and mobility in and between communities of Oregon in a convenient, reliable and safe manner that encourages people to ride.
- A public transportation system that provides appropriate service in each area of the state, including service in urban areas that is an attractive alternative to the single-occupant vehicle, and high-quality, dependable service in suburban, rural and frontier (remote) areas.
- A system that enables those who not drive to meet their daily needs.
- A public transportation system that plays a critical role in improving the livability and economic prosperity for Oregonians.

The OPTP defines three levels of service for local public transportation systems. Level 1 freezes service at current levels, Level 2 keeps pace with growth, and Level 3 responds to state and federal mandates and goals. ODOT has targeted Level 3 standards to emphasize service to riders of choice and commuters, and to respond to Oregon’s anticipated rapid growth over the next 20-years. Level 3 standards present minimums for public transportation services for small and rural communities. In Florence, with a population under 10,000, public transportation should serve the transportation disadvantaged with rideshare, volunteer programs, taxis or minibus programs.² The following table compares OPTP Level 3 service standards for small communities and rural areas to current local services.

OPTP Standards and Existing Florence Service

OPTP Standards	Florence Service
Coordinate intercity senior and disabled services with intercity bus and van services open to the general public.	Intercity service is available through Porter Stage Lines and Greyhound Bus Lines. Dial-a-ride services can be used to access these private intercity services.
Connect local public transportation and senior and disabled services to intercity bus services.	Same as above.
Provide an accessible ride to anyone requesting service.	Current services are limited to riders eligible for the taxi voucher program.
Provide at least 1.7 annual hours of public transportation service per-capita with fixed route, dial-a-ride, or other service types.	River Cities Taxi (RCT) provided 5,281 vehicle hours of service in FY99, or 1.3 annual hours of service per-capita.
Provide at least one accessible vehicle for every 40 hours of service.	All 5 River Cities Taxi vehicles are accessible.
Provide one backup vehicle for every 3.5 vehicles.	RCT operates and maintains 5 vehicles. There is no explicit RCT policy on maintaining a vehicle for backup.
Maintain vehicles and corresponding facilities in a cost effective manner and replace vehicles when they reach the manufacturer’s suggested retirements age	RCT maintains vehicles and facilities, including vehicle replacement.

² Oregon Public Transportation Plan, Policy 2A, page III-5.

Reaching Level 3 service will enable the public transportation system to respond to goals of Oregon's many planning initiatives and lead to significant gains in system ridership.

City of Florence Taxi Code

Transportation services within the city of Florence shall comply with all city regulations. The existing taxi voucher program must be operated under guidance from the City of Florence Taxi Code, Chapter 4, Title 3, sections 3-4-1- through 3-4-29. More information regarding the city's local taxi regulations and procedures can be obtained from the City of Florence, (541) 997-3437.

Appendix H
Glossary

Appendix H

Glossary of Terms

Accessibility - The opportunity to easily reach a given destination within a certain time frame without being impeded by physical or economic barriers.

Alternative Modes of Transportation - Forms of transportation that provide transportation alternatives to the use of single occupant automobiles. Examples include rail, transit, carpools, bicycles, and walking.

Alternative Work Hours - Work policies such as flex-time and staggered work hours and compressed work weeks that allow employees to meet transit, carpool, or vanpool schedules or to avoid commuting during peak hours traffic periods.

Americans with Disabilities Act (ADA) - Federal civil rights legislation for persons with disabilities, signed into law in 1990, that prohibits discrimination specifically in the areas of employment, public accommodation, public services, telecommunications and transportation. Transportation requirements include the provision of "comparable paratransit service" that is equivalent to general public fixed-route service for persons who are unable to use regular bus service due to a disability.

Arterial - Arterials are intended to serve as a primary route for travel within and between community areas. Access to an arterial is normally from the collector or local road system rather than to serve property directly. Individual access should be managed on arterials to minimize degradation to capacity and traffic safety. Sidewalks and bike lanes are normally provided on an arterial.

Average Daily Traffic (ADT) - The average number of vehicles passing a specified point in a typical 24-hour time frame. A measure of traffic volume.

Balanced Transportation System - A system that provides a range of transportation options and takes advantage of the inherent efficiencies of each mode.

Capacity - The maximum rate of flow at which persons or vehicles can be reasonably expected to traverse a point or uniform segment of a lane or roadway during a specified time period under prevailing roadway, traffic, and control conditions; usually expressed as vehicles per hour or persons per hour.

Capital Improvement Program (CIP) - A plan for future capital infrastructure and program expenditures which identifies each capital project, its anticipated start and completion, and allocates existing funds and known revenue sources for a given period of time.

Comprehensive Plan - An official document adopted by a local government in which are set forth the general, long-range policies on how the community's future development should occur. A local comprehensive plan must be in compliance with state land use planning goals.

Congestion - A condition under which the number of vehicles using a facility is great enough to cause reduced speeds and increased travel times. Congestion is measured as the percent of capacity that is being used.

Low Congestion	=	Less than 71 % of capacity
Moderate Congestion	=	Between 71% and 86% of capacity
High Congestion	=	Greater than 86% of capacity

Connectivity - A term used to describe the qualities of easy access and appropriate connections between all parts of the transportation system, providing for ease of transfer between different modes of travel, such as rail to bus or bicycle to walking.

Design Standards - Those conditions that should be met when a new road is constructed, or when a deficient section is improved, including all relevant geometric and structural features required to provide some desired level of service over the life of the project, generally 20 years beyond project implementation.

Development Patterns - The overall development characteristics of an area, such as the built form of a city, town, district or neighborhood. For example, the development pattern in a downtown business district has different qualities and characteristics in terms of land use, architecture, street pattern and density than does an out-lying residential neighborhood.

Express Bus Service - Bus services with limited stops, primarily at transfer points and activity centers, and higher average speeds. Often provided only during peak periods, and using freeways and high-occupancy vehicle facilities where available.

Frequency of Service - The number of transit vehicles in a given time period passing by any given point on a route.

Goal 12 - One of 19 state-wide planning standards that makeup the state land use planning program. Goal 12 relates to transportation, and reads: "To provide and encourage a safe, convenient and economic transportation system." See Transportation Planning Rule.

Goals - A desired result or purpose. In planning, a goal is a broad statement of philosophy that describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable but it is used as a point towards which to strive.

Group Bus Pass Programs - Programs designed for large groups or organizations to allow bulk purchases of transit passes for all members of the group at a significant cost savings.

Guaranteed Ride Home - Program to guarantee that an alternative modes employee will be provided a ride home in an emergency.

Household Characteristics - Used in the statistical study of human populations. Includes a variety of household attributes, such as number of family members, age, income, number of vehicles, and method of travel to work. The U.S. Census gathers household characteristics of the U S. population.

Infrastructure - The system of essential public services, utilities, and public and community facilities, e.g. water, sewerage, power, roads, schools, health facilities, necessary for the functioning of urban development.

In-migration - The number of persons moving into a geographic area within a given period of time. A component of an area's total population growth.

Intermodal - Connecting individual modes of transportation and/or accommodating transfers between such modes.

TEA-21 (Transportation Equity Act for the 21st Century) - The 1998 federal transportation funding legislation that provides for a new direction in transportation planning, with emphasis on protecting the environment and reducing congestion, relying on the most efficient transportation mode and providing increased flexibility to state and local governments on the use of federal funds.

Land Conservation and Development Commission (LCDC) - A 17-member commission established by Senate Bill 100 in 1973 to develop and administer Oregon's statewide planning goals.

Land Use - The way specific portions of land or the structures on them are used; for example commercial, residential, retail, industrial, and open space.

Local Street - Comprises all streets that are not collectors or arterials. It serves primarily to provide direct access to abutting land and access to the higher order systems. It offers the lowest level of mobility and usually contains no bus routes.

Local Street System - Comprises all facilities not in one of the higher order systems.

- Permits direct access to abutting properties and connections to the higher order systems.
- It offers the lowest level of mobility and usually contains no bus routes.

National Highway System (NHS): A classification of roads comprised of Interstate Highways and roads designated as important for interstate travel, national defense, intermodal connections, and international commerce. Federal funds are designated for projects on the NHS system. Highway 101 is part of the NHS.

Mobility - Being able to move easily from place to place.

Modal Split (or Mode Share) - The proportion of total persons using a particular mode of travel.

Mode - A method of travel, such as automobile, transit, pedestrian, bicycle, or paratransit.

Multimodal - Involving several types of transportation, such as a trip using both rail and bus.

Oregon Transportation Plan (OTP) - The comprehensive, long-range plan for a multimodal transportation system for the state which encompasses economic efficiency, orderly economic development, safety and environmental quality.

Paratransit - Alternative known as *special or specialized* transportation that often includes flexibly scheduled and routed transportation services that use low-capacity vehicles, such as vans, to operate within normal urban transit corridors or rural areas. Services usually cater to the needs of persons for whom standard mass transit services would serve with difficulty or not at all. Common patrons are the elderly and persons with disabilities.

Park-and-ride - An access mode to transit and other high-occupancy vehicle modes in which patrons drive private automobiles or ride bicycles to a transit station, stop, or carpool/vanpool waiting area and park the vehicle in the area provided for that purpose (park-and-ride lots, park-and-pool lots, commuter parking lots, bicycle rack or locker).

Pedestrian Pathway - Pathway designed for pedestrian travel.

Policy - Statement adopted as part of the Plan to provide a specific course of action moving the community towards attainment of its goals. Due to budget constraints and other activities, all policies cannot be implemented at the same time. Generally, those with metropolitan-wide implications should receive priority consideration.

Ridesharing - Sharing of one vehicle by two or more commuters. While the concept of ridesharing applies primarily to carpools and vanpools, it is sometimes applied to transit as well. Commuters are matched with others having similar commute trip origins, destinations, and schedules.

Right-of-Way - Public space legally established for the use of pedestrians, vehicles or utilities. Right-of-way typically includes the street, sidewalk and buffer strip areas.

Statewide Transportation Improvement Plan (STIP) - The STIP outlines the state-wide construction project schedule for the Oregon Department of Transportation (ODOT) and Metropolitan Planning Organizations. The STIP is not a planning document. It is a project prioritization and scheduling document.

Strip Commercial Development - A linear pattern of commercial development along a major street or highway, usually configured for the convenience of automobile travel.

Subdivision Street Pattern - Typically refers to a limited access, usually curvilinear street pattern, with a relatively high number of cul-de-sacs, designed to serve a low-density residential subdivision development. Other than at limited access points, this type of street pattern usually does not connect with other adjacent subdivision developments or to existing street patterns.

Telecommuting - A method of either working at home or at an off-site work station with computer facilities that link to the work site.

Traffic Calming - An integrated traffic planning approach that seeks to maximize mobility while creating a more livable city by reducing the undesirable side effects of that mobility.

Traffic Flow Improvements - Projects that are designed to enhance or improve the movement of vehicles on existing facilities such as freeways or streets. Some examples include ramp metering and signal timing improvements.

Transit Amenities - Items that support buses and bus riders. They include items such as bus stops, bus pads, turn-arounds, shelters, and benches.

Transportation Corridor - Major or high volume routes for moving people, goods and services from one point to another. They may serve many transportation modes or be for a single mode such as an air corridor.

Transportation Demand Management (TDM) - *Demand-based* techniques that are designed to change travel behavior in order to improve performance of transportation facilities and to reduce the need for additional road capacity. Methods include the use of alternative modes, ride-sharing and vanpool programs and trip-reduction ordinances.

Transportation Disadvantaged - Persons who must rely on public transit or paratransit services for most of their transportation. Typically refers to individuals without access to personal vehicle.

Transportation Needs - Estimates of the movement of people and goods consistent with an acknowledged comprehensive plan and the requirements of the Transportation Rule. Needs are typically based on projections of future travel demand resulting from a continuation of current trends as modified by policy objectives, including those expressed in Statewide Planning Goal 12 and the Transportation Rule, especially those for avoiding principal reliance on any one mode of transportation.

Transportation Planning Rule (TPR) - A state planning administrative rule, adopted by the Land Conservation and Development Commission in 1991 and amended in 1995, to implement state land use planning Goal 12, Transportation. The TPR requires metropolitan areas to show measurable progress towards reducing dependence on automobiles.

Transportation System Improvements (TSI) - TSI focuses on the supply side of transportation. TSI strategies include the full range of system improvements from improving the capacity and efficiency of the existing system to the construction or expansion of a new facility. TSI strategies are not limited to improvements for the automobile but also incorporates system improvements, expansion, and construction for transit, bicycles, and pedestrians.

Transportation System Management - Techniques for increasing the efficiency, safety, capacity or level of service of the existing transportation system without increasing its size. Examples include traffic signal improvements, traffic control devices including installing medians and parking removal, channelization, access management, ramp metering, and restriping for high-occupancy vehicle lanes.

Travel Mode - Means of transportation used, such as automobile, bus, bicycle, or by foot.

Trip Reduction Ordinances - Regulations which require developers or employers to participate in efforts to reduce automobile demand.

Urban Growth Boundary (UGB) - A site-specific line in the Comprehensive Plan that separates existing and future urban development from rural lands. Urban levels and densities of development, complete with urban levels of services, are planned within the UGB. A requirement of the state land use planning program.

Urban Facilities and Services - Those public facilities and services important to urban development. They are primarily planned for by local government and are provided within the current urban service area.

User Group - People with common characteristics in terms of how they use the transportation system. These characteristics include attitudes toward transportation choice, trip making patterns, and other shared travel behaviors. For example, retired persons, university students, and working parents can be considered different user groups.

Vanpool - Commuting in a seven to 15 passenger van, with driving undertaken by commuters. Some portion of the van's ownership and operating cost is usually paid for by the riders on a monthly basis. The van may be privately owned, employer-sponsored with the company owning and maintaining the vehicle, or it may be provided through a private company that leases vehicles. Fares may be charged, or the cost may be divided as agreed by the passengers.

Vehicle Capacity - The number of motor vehicles a highway or road is designed to carry over a given period of time at a given level-of-service.

Vehicle Miles of Travel (VMT) - The sum of distances traveled by all motor vehicles in a specified region. A requirement of the state Transportation Planning Rule is reducing vehicle miles traveled per capita.

Appendix I
Stakeholders List

Appendix I

Transit Stakeholders List

- Medical community
- Elected Officials
- School District 97J; School Youth Transport (kids and parents)
- Low-income groups
- Religious Community
- Disabled Community (advocacy groups)
- Rural representative(s) (i.e. Mapleton, etc.)
- Reedsport/ Douglas County representatives (Family Resource Center)
- Seniors/ frail elderly (Senior Center)
- Medical/ Social Work; MidCoast Enterprises; Sisulaw Care Center
- Florence Event Center
- Gated Retirement Communities (and 55+ gated communities)
- Porter Stage Lines; Greyhound Bus Lines
- Jobs Program
- Florence FoodShare
- Hospitality industry
- United Way
- Business Community (Chamber of Commerce)
- Downtown Committee: Old Town Merchants; Highway 101 Merchants; Chamber of Commerce
- Salvation Army
- Headstart
- Siuslaw Area Women's Center
- Service Organizations; Adult and Family Services; Community Partnership Team
- Spanish speaking community
- Homebuilders Association
- Media – print/radio
- Florence Area Coordinating Council

Appendix J
Long-term Service Policies

Appendix J

Transit Service Policies (Long Term)

1. No-Shows and Late Cancellations: Riders who fail to appear for pre-scheduled trips or do not cancel a trip reservation at least one (1) hour prior to their appointment time will be considered a no-show. Vehicle operators must report no-shows at the time of the occurrence, and all no-shows are recorded per passenger. The operator will notify riders of each recorded no-show occurrence. The following policies apply to no-shows and cancellations:
 - a. Riders will be allowed up to five (5) no-shows within a six-month period.
 - b. There will be a temporary thirty-day suspension of service for persons accumulating five (5) or more no-shows within a six month period.
 - c. Late cancellations can be called into the service office up to two hours before a scheduled appointment without penalty.
 - d. Riders with recurring late cancellations will be notified of possible scheduling restrictions due to an unusually high number of late cancellations.
 - e. Riders must call at least one hour before a scheduled appointment to cancel a ride. All rides that are not canceled at least one hour before the scheduled appointment time will be recorded as no-shows.
 - f. All ride or change requests must be handled directly by a transit staff person.

2. Dispute and Grievance Procedures: The Transit Operator shall develop a mechanism for resolving disputes and clarifying issues. The Transit Operator shall have a written grievance procedure which includes the following:
 - a. *Informal Settlement of Grievance*:

Any grievance shall first be personally presented, either orally or in writing, to the Program Manager or designee, so that the grievance may be discussed informally by the Complainant and the Program Manager or designee and settled informally. A grievance must be presented to the Program Manager within one month after the date of the action which forms the basis of the complaint. The Complainant may have representation at this informal meeting.

A summary of this informal discussion shall be prepared by the Program Manager or designee and sent to the Complainant within five (5) working days after the meeting. The summary shall include at least the following: date of meeting, persons in attendance, specific complaint or grievance and other pertinent facts, proposed disposition of the grievance and the procedures by which a formal hearing may be obtained if the Complainant is not satisfied with the proposed disposition of the Program Manager.

If the Complainant does not respond within ten (10) working days, the decision of the Program Manager will become final.

b. *Formal Committee Hearing:*

The Complainant, if not satisfied with the proposed disposition of the grievance from the informal meeting with the Program Manager, must submit a written request for a hearing to the Program Manager within ten (10) working days after receipt of the summary of the informal settlement meeting. The request must be in writing and should specify the reasons for the grievance and the action sought.

Upon receipt of this request, the Program Manager will schedule a meeting of the Complainant, Program Manager, and a Transit Grievance Committee, comprised of representatives of _____ and/or a member or representative of the disabled community. This meeting will be conducted informally. The Complainant may have representation at this meeting.

The final decision by the Committee shall be in writing and furnished to both the Complainant and the Transit Operator by mail within a reasonable time following the Committee hearing. The final written decision shall designate all parties, include a concise statement of the issues, and the decision of the Committee.

Appendix K

Formation of a Transportation District

This description separates three steps (formation, board of directors, and financing) into distinct elections. Separate elections are not required. Candidates for the board of directors may appear on the same ballot as the question of the district's formation. The question of establishing a new tax base may only be placed on regular general or primary ballots. *For more information on district formation, contact the Special District Association of Oregon, (800) 285-5461.* Note: The special district formation process should be reviewed carefully by an attorney knowledgeable in this area of the law.

Formed under ORS 198.705 to 198.955

1. Proponents of the proposed district determine what its boundaries should be.
2. Electors or landowners within the proposed district petition the County Commission to form the district. The petition must meet the requirements of ORS 198.749 and ORS 198.750 to 198.775. Significantly, the petition must include:
 - A Statement of economic feasibility. (ORS 198.749)
 - A proposed tax base sufficient to support the services described in the statement of economic feasibility.
3. The County Commission sets a date for a hearing on the petition and publishes notice of the hearing.
4. The County Commission hears the petition and makes changes in the district's boundaries, if appropriate.
5. The County Commission approves the district's formation and orders a final hearing on the petition. The order shall set the date of the final hearing and shall declare that, if no petitions requesting an election are received, the Commission will order formation of the district.
6. When the district's formation also includes a tax base, the Commission places the question of the district's formation and the tax base on the ballot. (ORS 198.810(3))
7. Electors within the proposed district vote to approve the district's formation.
8. The County Commission solicits candidates for the seven at-large board member positions and places these names on the ballot.
9. The district's electors vote for board members.
10. The County Commission calls the district's first board meeting into session. Board members select a president or board chair from among themselves and commence the district's operation.

Formed under ORS 267.520

1. Proponents of the proposed district determine what its boundaries should be.
2. The most populous city within the proposed district petitions the County Commission to call for an election on the district's formation. The petition may include a proposal for a tax base.
3. The County Commission hears the petition and places the question of the district's formation on the ballot. If the petition includes a tax base proposal, the Commission reviews the proposal with all the affected jurisdictions and determines the amount of the tax base.
4. Electors within the proposed district vote to approve the district's formation and tax base (if included).
5. The County Commission solicits candidates for the seven at-large board member positions and places these names on the ballot.
6. The district's electors vote for board members.
7. The County Commission calls the district's first board meeting into session. Board members select a president or board chair from among themselves and commence the district's operation.
8. The Board determines what public transportation service is appropriate. The Board prepares a public transit system plan.
9. The Board determines how the district's services are to be financed and places a measure on the ballot, if appropriate.