

# Cottage Grove Area TRANSIT DEVELOPMENT PLAN



*Draft April 2021*



# ACKNOWLEDGMENTS

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# DEFINITIONS & ACRONYMS

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## DEFINITIONS

**Accessibility.** Where service is provided, primarily using route miles and stop-level characteristics.

**Americans with Disabilities Act (ADA).** Passed by Congress in 1990, the ADA mandates equal opportunities for people with disabilities in the areas of employment, transportation, communications, and public accommodations. Under the ADA, most transportation providers are obliged to purchase lift-equipped vehicles for their fixed-route services and must ensure system-wide accessibility of their demand responsive services to people with disabilities. Public transit providers also must supplement their fixed-route services with paratransit services for those people unable to use fixed route service because of disabilities.

**Availability.** Refers to whether or not transit is available to a rider spatially and in time (e.g., stops close enough to origins and destinations for the rider to use and vehicles running at times useful to the rider).

**Capital Costs.** Refers to the costs of the long-term assets of a public transit system, such as property, buildings, and vehicles. Preventive maintenance, mobility management, and certain kinds of operating expenses may be eligible to be treated as “capital” and are eligible to be reimbursed based on the percentage of federal and local match for capital projects.

**Communities of Concern.** According to the Title VI definition, Communities of Concern are those with high concentrations of one or more of the following four socio-economic factors: minority population, households in poverty, elderly population, and people with disabilities.

**Commuter Bus.** Transit service provided on a regularly scheduled basis during peak travel periods for users commuting to work, school, and similar destinations.

**Connectivity.** The presence of useful, integrated links people can use to move between places, transportation system modes, or segments of the same mode.

**Coverage.** Also called availability. Refers to spatial availability of transit, temporal availability of transit, and how far one may travel by transit (i.e., the service area).

**Cottage Grove Area.** Includes the City of Cottage Grove and its travelshed within which people need transit assistance.



**Dial-a-Ride.** Also known as demand-responsive service and paratransit. An origin-to-destination transportation for people who are unable to use the bus due to a disability. Required of transit agencies by the Americans with Disabilities Act.

**Demand-Responsive Service.** Also called demand-response service, paratransit, and dial-a-ride. As defined by Federal Transit Administration, demand responsive service is any non—fixed-route system of transporting individuals that requires advanced scheduling by the customer, including services provided by public entities, nonprofits, and private providers. A “demand responsive system” is one where passenger trips are generated by calls from passengers or their agents to the transit provider, who then dispatches vehicles to pick the passengers up and transport them to their destinations.

**Efficiency, Customer.** Refers to the transport of people in a timely, reliable, and proficient manner.

**Efficiency, Transit System.** Generally refers to the ratio of service outputs (e.g., vehicle miles or hours) to service inputs (e.g., capital and labor) in a given public transit system. Transit system efficiency can be measured in a number of ways, such as cost per vehicle mile, population served per vehicle in maximum service, the peak-to-base ratio (vehicles used in peak service divided by vehicles used in base service), or the farebox recovery ratio.

**Environmental Justice (EJ).** Refers to (a) the presence of and actions to avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority and low-income populations; (b) full and fair participation by all potentially affected communities in the transportation decision-making process; and (c) preventing the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

**Federal Transit Administration (FTA).** A component of the U.S. Department of Transportation that administers federal funding to support a variety of locally planned, constructed, and operated public transportation systems throughout the U.S. FTA provides financial assistance for capital, operating, and planning costs of these public transportation systems. It also sponsors research, training, technical assistance, and demonstration programs.

**Fixed-Route Transit Service.** Transit service where vehicles run on regular, scheduled routes with fixed stops and do not deviate. Typically, fixed-route service is characterized by printed schedules or timetables, designated bus stops where passengers board and alight, and the use of larger transit vehicles.

**Flexible Routing.** Flexible route service follows a direction of travel but allows for deviation or re-routing along the way to accommodate specific trip requests. Examples of flexible-route systems are route deviation and point deviation. The schedule may be fixed or flexible.

**Frequency.** How often a route is operated.

**Goals.** Goals are guiding statements that set local priorities for TDP implementation by describing the desired result. Goals establish the overall policy direction and organizational philosophy. They are typically value statements.

**Governance.** Refers to the legal framework under which a transit provider is organized, funded, and administered. Example governance models are transit districts (which may have taxation authority), county transit systems, and municipal transit systems.

**Headway.** The scheduled length of time at a stop between buses following the same route. If buses operating along Route A arrive at Stop 1 at 9:00, 9:30, 10:00, 10:30, and 11:00, Route A is operating on half-hour headways during the period between 9:00 and 11:00. When headways are short, the service is said to be operating at a high frequency, whereas, if headways are long, service is said to be operating at a low frequency.

**Intercity Transit.** Long-distance service provided between cities, often as part of a large network of intercity bus operators and/or passenger train services. Both express and local bus service may be provided. The Greyhound system is an example of a national intercity bus network. Oregon's POINT service is an example of a statewide intercity network.

**Key Transit Hub.** A transit stop or stop cluster that is served by three or more general public fixed route transit services (each with a unique service area). A stop cluster is a collection of two or more transit stops that can be contained within a 0.16-mile diameter circle.

**National Transit Database (NTD).** The reporting system managed by FTA that collects financial and operating data from transit providers that are recipients of transportation funds under Section 5311 and 5307. There is a Rural NTD and an Urban NTD.

**Mobility.** The potential for movement and the ability to get from one place to another using one or more modes of transport to meet daily needs.

**Mobility Hub.** A place of connectivity where different travel options – walking, biking, transit, and shared mobility – come together. A mobility hub is a type of transit stop where multiple transit lines meet in order to facilitate transfers. It may be developed with amenities including information boards, food and drink vendors, water fountains, and restrooms, as well as connections to evolving transportation options such as e-bikes or scooters to support multi-modal connections at one key destination.

**Mobility on Demand (MOD).** An innovative, user-focused approach which leverages emerging mobility services, integrated transit networks and operations, real-time data, connected travelers, and cooperative Intelligent Transportation Systems (ITS) to allow for a more traveler-centric, transportation system-of-systems approach, providing improved mobility options to all travelers and users of the system in an efficient and safe manner.

**Mode.** Also called transportation mode or travel mode. Different ways by which goods or people are transported from one place to the other, including, but not limited to, air, rail, personal vehicle, bus, bicycle, or pedestrian.

**Mode Share.** Also called mode split or modal split. The share, or percentage, of people using a particular mode of transport within the overall transport usage of an urban area.

**Multimodal.** The selection of alternative transport modes for different trips over a certain period of time (e.g. a day or week). For instance, a person may cycle to work, walk to shops, and use public transport to visit friends. In the context of freight and logistics, the term multimodal is often used to refer to situations where goods are transferred using several modes (e.g. ship, plane, truck, etc.). Multimodality requires integration of infrastructure and transport services across modes in both passenger and freight transport.

**Objectives.** Objectives offer a means to meeting a goal. They are typically action-oriented strategy statements and should be understandable, specific, attainable, and measurable. Objectives can be met through a variety of actions.

**Operating Costs.** The sum of all recurring expenses (e.g., labor, fuel, and administration) associated with the operation and maintenance of a transit system. Excludes capital equipment purchases, loans, depreciation, and leases.

**Park and Ride.** A parking area at, adjacent to, or near (within 500 feet of) a transit stop where automobiles, bicycles, and other vehicles and mobility devices can be parked by transit and rideshare users.

**Passenger Load.** The number of riders on board a transit vehicle, including seated and standing passengers.

**Performance Measures.** Performance measures quantify characteristics of existing transit operations. A performance measure can be used as a basis for comparison to a desired goal, to peer systems, or to past performance. A good set of performance measures should rely on readily available data and focus on key aspects of operations.

**Performance Measurement Program.** A set of processes for selecting, calculating, evaluating, and refining performance measures and targets. It also includes processes for communicating the results of performance assessments and integrating the information into decision-making. It facilitates tracking changes in performance over time.

**Performance Targets.** Performance Targets are values for specific performance measures. They set the expectations for acceptable levels of performance. A single performance measure may have multiple targets based on the service type, operating period, or geographic zone being evaluated. When setting performance targets, a transit provider needs to balance industry norms, its goals and objectives, and any requirements from funding or other sources.

**Provider.** For the purposes of this Transit Development Plan, a generic term for all entities that provide public transit services. The assumption is that all providers have legal standing to provide the service, coordinate their planning efforts with local and state governments, and receive state and/or federal funding for transit programs. Providers can be nonprofits, for-profits, public or private service providers, special districts, or departments of cities, counties, and tribes.

**Public Transportation.** Also called Transit. Public transportation is any form of transportation open to the general public. Public transportation can include buses, trains, streetcars and trolleys, Dial-A-Ride, Mobility on Demand, bike share, electric scooters, etc.

**Regional Transit.** Long bus or rail transit lines with few stations and high operating speeds. Regional transit primarily serves long trips within metropolitan regions, as distinguished from intercity transit service and local transit service.

**Reliability.** Refers to the predictability and consistency of transit system performance (e.g., whether vehicles consistently arrive at a rider's originating stop and destination at the scheduled times).

**Rideshare.** A formal or informal arrangement in which a passenger travels in a private vehicle driven by its owner. The arrangement may be made by means of a website or online app.

**Ridership.** The number of people making one-way trips on a public transit system in a given time period.

**Service Hours.** Total hours of service provided by all trips of all routes.

**Service Miles.** Total miles of service provided by all trips of all routes.

**Service Span.** The number of hours during the day between the start and end of service on a transit route. Can be calculated such that only times when service is provided at least hourly are included.

**Title VI.** A title of the Civil Rights Act of 1964 that ensures that no person in the U.S. will be discriminated against on the basis of race, color, or national origin. The transportation planning regulations, issued in October 1993, require that metropolitan transportation planning processes be consistent with Title VI. Additionally, recipients of federal transit funding must submit a Title VI Program every three years to demonstrate Title VI compliance.

**Transit.** Also called Public Transportation. Transit is any form of transportation open to the general public. Public transportation can include buses, trains, streetcars and trolleys, Dial-A-Ride, Mobility on Demand, bike share, electric scooters, etc.

**Transit Improvements.** Also called Transit Amenities. Transit stop-related improvements including, but not limited to, bus pullouts, shelters, waiting areas, information and directional signs, benches, and lighting.

**Transit Stops.** An area posted where transit vehicles stop and where transit passengers board or exit.

**Transit District.** A geographical or political division created specifically for the single purpose of providing public transportation services. It is a separate legal entity and usually possesses the authority to impose a property tax. Transit agencies can directly operate transit service or contract out all or part of the total transit service provided. Such political divisions may also be known as a transit agency or transit authority.

**Transit Master Plan.** Another name for a Transit Development Plan.

**Transit-Supportive.** Transit-supportive populations include people over 65 or under 18, people of color, people with limited English proficiency, people with a disability, people with low to moderate incomes, households with no vehicles available, and veterans, many of whom are at a significant disadvantage without access to convenient, safe, well-integrated transportation alternatives.

**Travelshed.** Reflects the geography within which Cottage Grove area residents travel on a regular basis to meet daily needs related to work, education, medical and social services, recreation, and shopping.

**Vision Statement.** The TDP Vision Statement expresses the Cottage Grove area's transit purpose and mission. The vision is directly informed by the community, the City of Cottage Grove, and South Lane Wheels.

**Values Statement.** The TDP Values Statement reflects the public transportation priorities, principles, and standards that are important to the community. It is intended to reflect the community's values and provides a framework that guides goal setting and helps identify, develop, and prioritize TDP projects, strategies, and improvements.

## ACRONYMS

<b>AC</b>	Advisory Committee	<b>OPTP</b>	Oregon Public Transportation Plan
<b>ACS</b>	American Community Survey	<b>OPTIS</b>	Oregon Public Transit Information System
<b>ADA</b>	Americans with Disabilities Act	<b>OTC</b>	Oregon Transportation Commission
<b>CGA</b>	Cottage Grove Area	<b>PMT</b>	Project Management Team
<b>DEC</b>	Decennial Census	<b>RTAP</b>	Rural Transit Assistance Program
<b>DOT</b>	Department of Transportation	<b>RTC</b>	Regional Transit Coordinator (ODOT)
<b>DRT</b>	Demand-responsive transit	<b>RPTTAP</b>	Rural Passenger Transportation Technical Assistance Program
<b>FAST</b>	Fixing America’s Surface Transportation Act	<b>RVHT</b>	Rural Veterans Healthcare Transportation Program
<b>FTA</b>	Federal Transit Administration	<b>SLW</b>	South Lane Wheels
<b>FTE</b>	Full Time Equivalent	<b>STF</b>	Special Transportation Fund
<b>FY</b>	Fiscal Year	<b>STIF</b>	Statewide Transportation Improvement Fund
<b>GIS</b>	Geographic Information Systems	<b>TDP</b>	Transit Development Plan
<b>LEP</b>	Limited English Proficiency	<b>TDM</b>	Transportation Demand Management
<b>LEHD</b>	Longitudinal Employer-Household Dynamics	<b>TGM</b>	Transportation Growth Management
<b>LCC</b>	Lane Community College	<b>TNC</b>	Transportation Network Company
<b>LTD</b>	Lane Transit District	<b>TPR</b>	Transportation Planning Rule
<b>MOE</b>	Margin of Error	<b>TPTTAP</b>	Tribal Passenger Transportation Technical Assistance Program
<b>MOD</b>	Mobility on Demand	<b>TSP</b>	Transportation System Plan
<b>NTD</b>	National Transit Database	<b>UGB</b>	Urban Growth Boundary
<b>ODOT</b>	Oregon Department of Transportation		
<b>OED</b>	Oregon Employment Department		

# EXECUTIVE SUMMARY

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The City of Cottage Grove applied for and was awarded Statewide Transportation Improvement Fund (STIF) funding to develop a Transit Development Plan (TDP). The TDP will serve as the framework to guide the role of public transportation within and beyond the Cottage Grove area. This plan will help the City of Cottage Grove and partner agencies make strategic decisions about how to invest in and improve public transportation, evaluate how community growth may affect service in the future so that transit services continue to meet the needs of area residents, and set the foundation for Cottage Grove to identify and apply for future funding opportunities.

The Cottage Grove Area TDP encompasses the Cottage Grove city limits, south to northern Douglas County, north to the Eugene-Springfield metropolitan area, west to Lorane, and east to Dorena. It includes an analysis of existing conditions comprising a community profile of demographic, employment, commute, and land use trends (Chapter 2); an overview of the existing transportation network (Chapter 3); and discussion of the existing transit system, including current services offered (Chapter 4). Community involvement has been integral to the development of the TDP (Chapter 5). An Advisory Committee composed of local community members and stakeholders has provided guidance and direction throughout the project. Efforts to gain feedback from the community included a community survey available online and in print, remote presentations to local community groups, an interview with the local Beeper Show, a regularly updated project website, listings in the local newspaper, and information in the monthly water bill. The community's feedback is reflected in the TDP's vision, values, goals, and objectives (Chapter 6).

Identified needs (Chapter 7) have been articulated through community and stakeholder feedback, TDP goals and objectives, and analysis of the Cottage Grove area's existing and future transportation, population, and land use conditions. Overarching transit needs in the Cottage Grove area include a need to better serve rural residents and a growing population with specific focus on transit-dependent populations, a need to extend transit service hours to be more commuter-friendly and support local businesses and events on weekends and evenings, and a need for the transit system to be resilient and responsive to changing funding climates and environmental conditions. Implementation strategies (Chapter 8) are recommended to address identified needs. Finally, potential sources of funding (Chapter 9) and performance measures (Chapter 10) are identified to help the Cottage Grove area prioritize and fund future transit investments.

**This TDP was developed during a time of great uncertainty due to the COVID-19 pandemic.**

The planning process was adjusted to accommodate stay-at-home orders, and community feedback was likely influenced by pandemic-related changes in behavior. The pandemic has also emphasized the need for transit systems to remain flexible and resilient, and the findings in this TDP will be revisited and adjusted accordingly as conditions continue to evolve.



# 1. TRANSIT DEVELOPMENT PLAN BACKGROUND

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This chapter provides an introduction to the Cottage Grove Area Transit Development Plan and describes the Plan's purpose, need, and study area.



## TDP PURPOSE AND NEED

Public transportation, also commonly referred to as transit, ensures that people have multiple options for how they travel. Transit connects people safely with their destinations, helps meet the needs of community members without access to a car, provides a fuel-efficient and cost-saving alternative to driving alone, helps reduce congestion and traffic, and reduces air pollution.

A Transit Development Plan (TDP) is a master plan that helps transit providers identify their needs and make informed decisions to address them. There are many benefits to developing a TDP. The purpose of the Cottage Grove Area TDP is to plan for transit in and around Cottage Grove where most residents travel to meet their daily needs related to work, education, medical and social services, recreation, and shopping. It represents the culmination of a year-long planning process that reflects the community's vision, goals, priorities, and needs as they relate specifically to public transportation. It provides a set of strategies to address identified needs and will help guide the future of public transportation in the Cottage Grove area.

The Cottage Grove Area TDP is the first of its kind in the Cottage Grove area. It will help the City of Cottage Grove make strategic decisions about how to invest in and improve public transportation, evaluate how community growth may affect service in the future so that transit services can continue to meet the needs of Cottage Grove area residents, and set the foundation for Cottage Grove to identify and apply for future funding opportunities.<sup>1</sup>

### Why Develop a TDP? A TDP Can...

- **Define** transit's role in the community
- Help transit providers and their partners **comply with the Transportation Planning Rule** (OAR 660, Division 12) and other legal requirements
- Support transit providers in **strategically planning for service and capital investments** that meet provider and community goals
- **Strengthen coordination between transit providers and their partners** and among multiple planning processes
- Provide an opportunity to **evaluate the impacts of growth and land use changes** on the transit system
- Create an opportunity to **explore alternative futures**
- Increase the ability of transit providers and communities to **obtain funding and public support** for needed transit and intermodal improvements

Source: Oregon Department of Transportation Transit Development Plan Guidebook

<sup>1</sup> This TDP was funded by the Statewide Transportation Improvement Fund (STIF).

## TDP PLANNING PROCESS

The development of the Cottage Grove Area TDP involved a combination of community engagement and technical analysis. Figure 1-1 illustrates the TDP planning process. The process included:

- Developing a **stakeholder and public involvement plan**, including a project management team, advisory committee, and community engagement strategies.
- Gathering **community input** at key stages of the process, including in the development of the transit vision, identification of transit needs, and development of implementation strategies.
- Compiling background information on existing transit, travel patterns, land use, and demographic data on the Cottage Grove area in order to compile a community profile and assess **existing conditions**.
- Developing a **vision for transit** in the Cottage Grove area, including the values, goals, and objectives to implement the vision.
- Identifying and assessing **transit needs** through stakeholder and community input, TDP goals and objectives, and evaluation of existing and future conditions.
- Recommending **implementation strategies** to address identified needs.
- Identifying potential **sources of funding**.
- Presenting optional **performance measures** to help track progress toward goals and objectives.

FIGURE 1-1: TRANSIT DEVELOPMENT PLAN PLANNING PROCESS



**This Cottage Grove Area Transit Development Plan was developed during a time of great uncertainty due to the COVID-19 pandemic.** The planning process was adjusted to accommodate stay-at-home orders, and community feedback was likely influenced by pandemic-related changes in behavior. The pandemic has also emphasized the need for transit systems to remain flexible and resilient, and the findings in this TDP will be revisited and adjusted accordingly as conditions continue to evolve.

## TDP STUDY AREA

The Cottage Grove Area TDP study area includes the City of Cottage Grove and its travelshed. With a population of 10,083,<sup>2</sup> Cottage Grove is the largest city in Lane County outside of the Eugene-Springfield metropolitan area. The City boundary covers 3.9 square miles in southern Lane County and contains a population density of 2,607 people per square mile.<sup>3</sup> The travelshed reflects the geography within which Cottage Grove area residents travel on a regular basis to meet daily needs related to work, education, medical and social services, recreation, and shopping. Given the regional nature of transit needs and the need to connect communities, the TDP's focus area extends beyond the Cottage Grove city limits south to northern Douglas County, north to the Eugene-Springfield metropolitan area, west to Lorane, and east to Dorena (Figure 1-2).

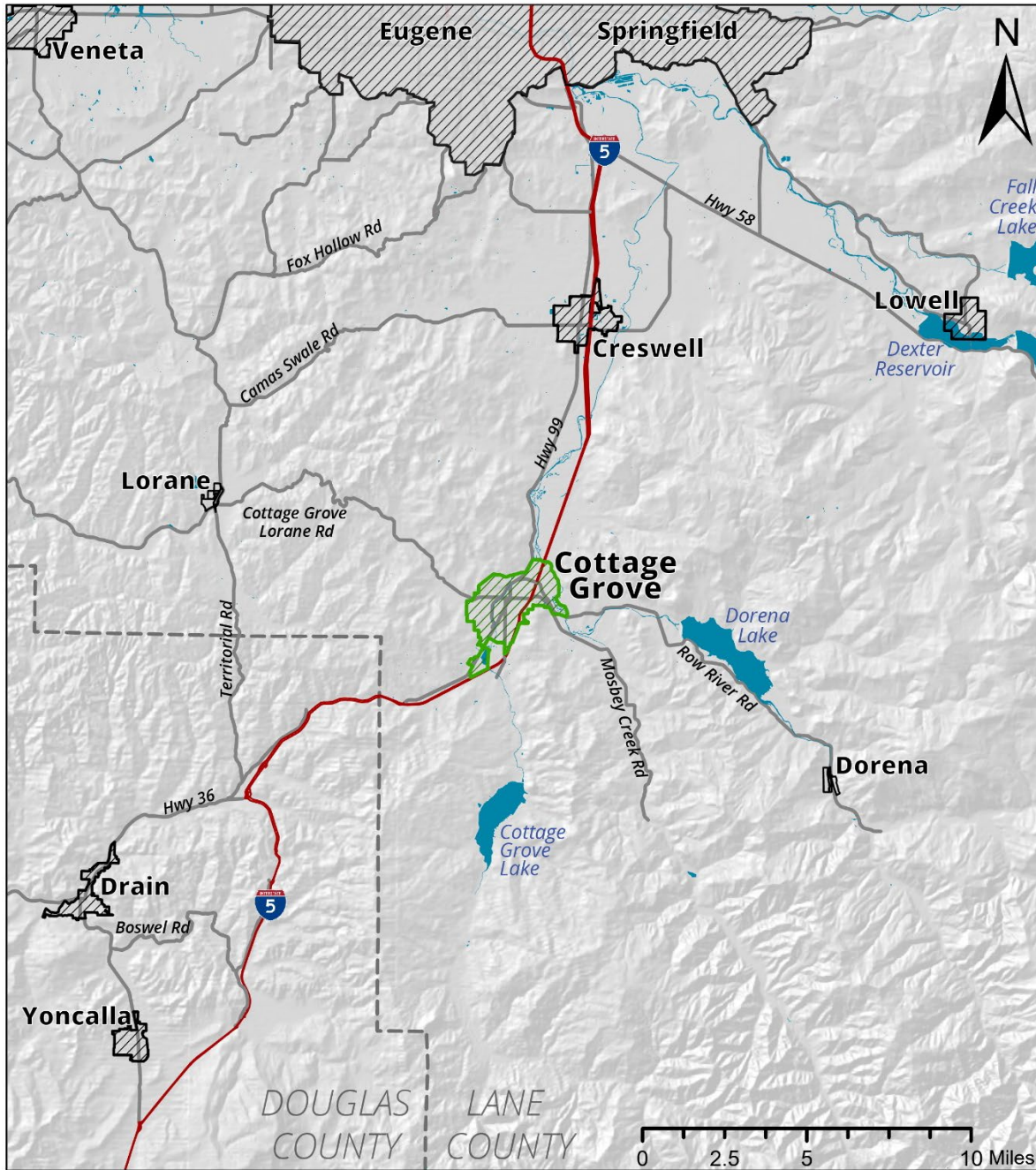
Beyond this immediate travelshed, a larger travelshed extends to the southwest to include Elkton and Roseburg (Figure 1-3) in recognition of the link between Cottage Grove and Roseburg, particularly with the social services located within each community. This community connection is reinforced by the partnership between South Lane Wheels in the Cottage Grove area and Umpqua Public Transportation District in the Roseburg area. The two agencies recently partnered to bring critical transit services to rural veterans seeking access to healthcare in the Cities of Cottage Grove and Eugene. Additionally, a Federally Qualified Health Center is locating in Cottage Grove and may be a draw for Elkton residents.

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<sup>2</sup> U.S. Bureau of the Census, American Community Survey 2018 5-Year Estimates

<sup>3</sup> U.S. Bureau of the Census, Census Reporter: Cottage Grove city, Oregon Profile

FIGURE 1-2: COTTAGE GROVE AREA IMMEDIATE TRAVELSHED



### Cottage Grove Area Transit Development Plan Immediate Travelshed

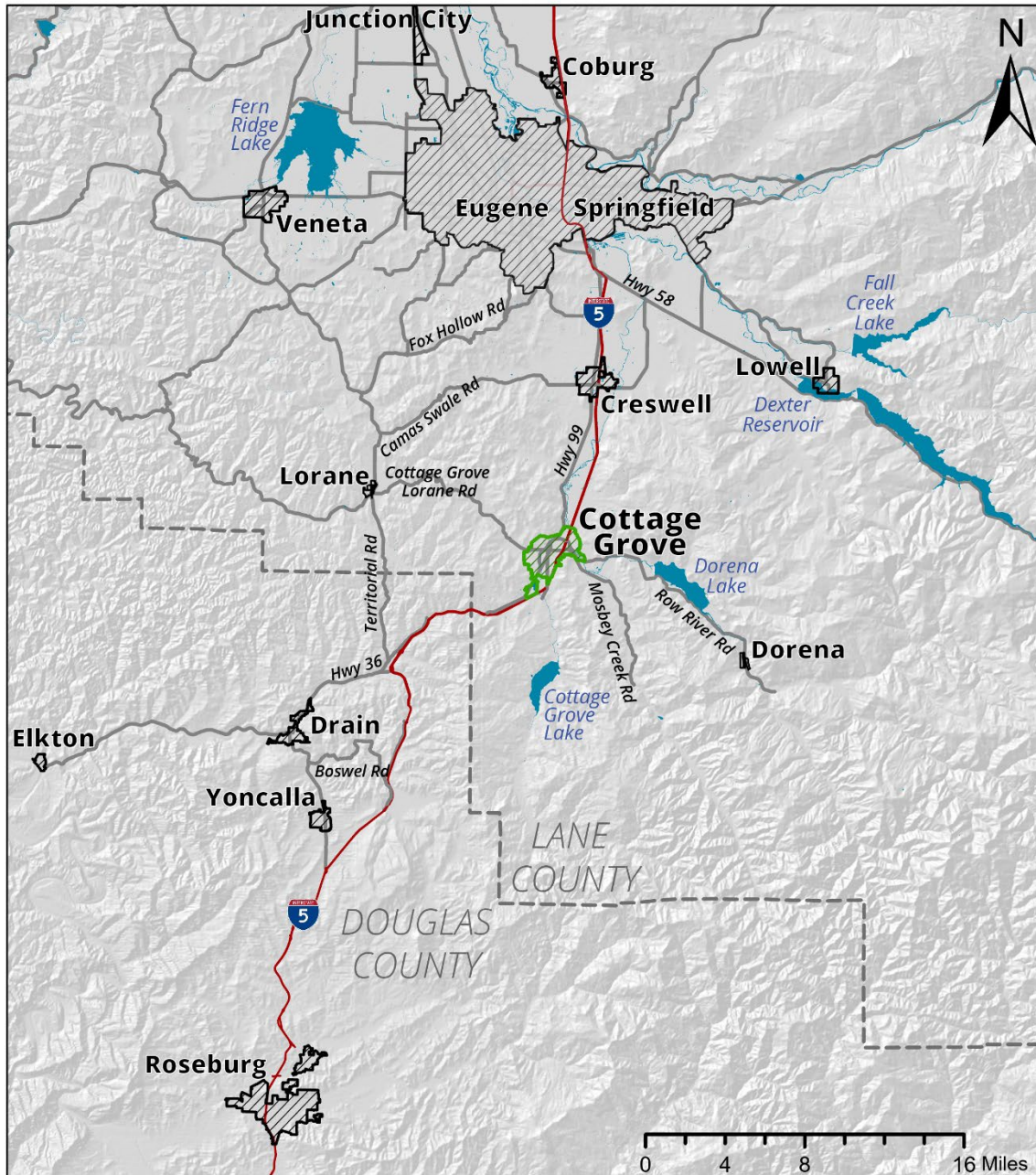
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- Urban Growth Boundaries
- Unincorporated Community
- Bodies of Water
- County Boundary
- Interstate Highways
- Roads









Source: Lane Council of Governments GIS Services

FIGURE 1-3: COTTAGE GROVE AREA LARGER TRAVELSHED



### Cottage Grove Area Transit Development Plan Larger Travelshed

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

-  Urban Growth Boundaries
-  Unincorporated Community
-  Bodies of Water
-  County Boundary
-  Interstate Highways
-  Roads



Source: Lane Council of Governments GIS Services

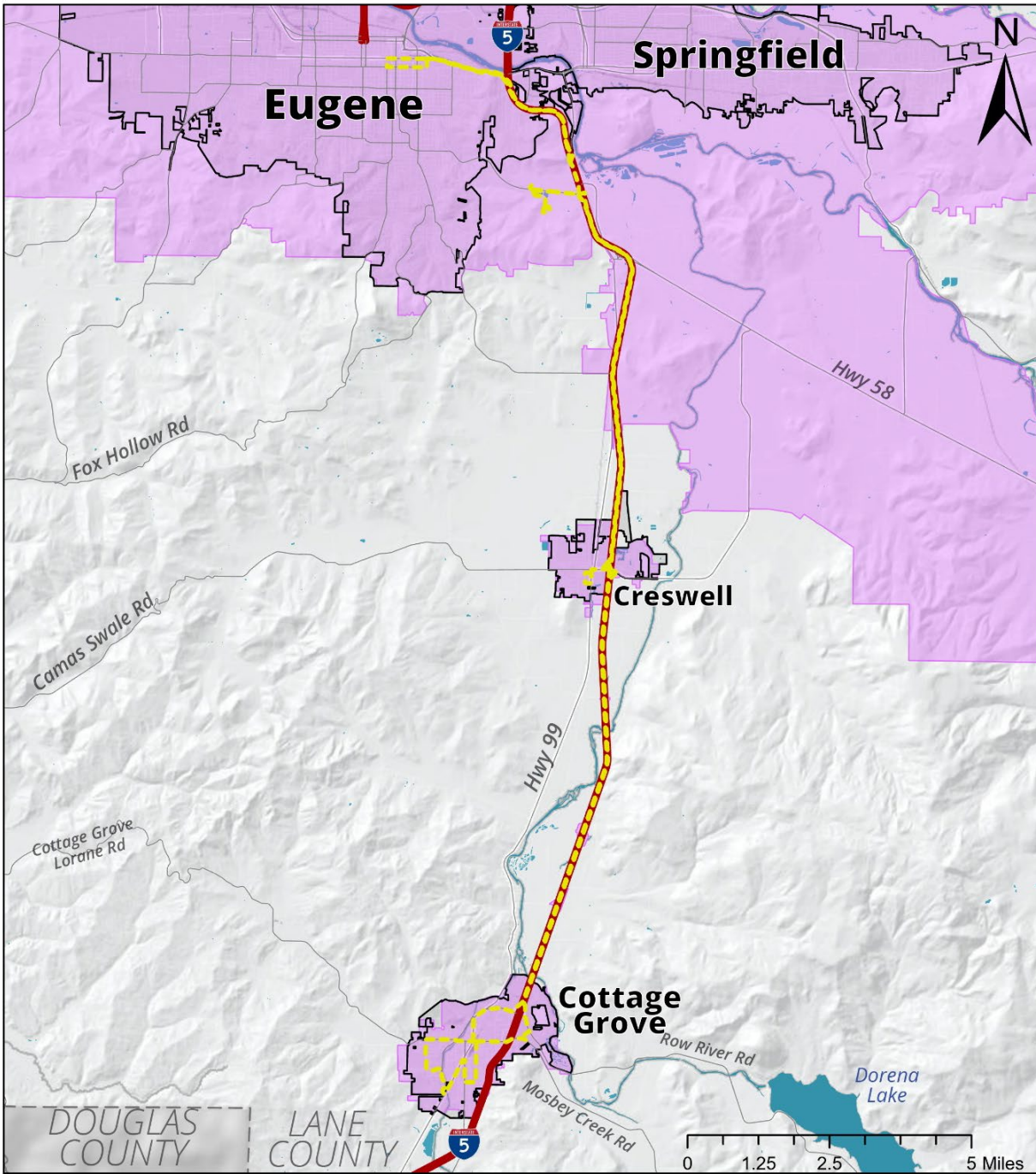
## COTTAGE GROVE AREA TRANSIT PROVIDERS

Transit services in the Cottage Grove area are provided by the City of Cottage Grove and Lane Transit District. The City of Cottage Grove currently contracts service operations to South Lane Wheels, a 501(c)(3) nonprofit established in 1982. Services are provided the City of Cottage Grove and the surrounding area, including north to the Eugene-Springfield metropolitan area and south to northern Douglas County. Lane Transit District is a special purpose district established in 1970. Its service boundary covers the Lane County metropolitan area and extends along Highway 126 to the McKenzie Bridge as well as along I-5 south to include Creswell and Cottage Grove.

South Lane Wheels provides transit services across the Cottage Grove area larger travelshed (Figure 1-3). The Lane Transit District service area boundary is coterminous with the Cottage Grove and Creswell city limits and follows I-5.; Lane Transit Service currently serves Cottage Grove and Creswell with one route, Route 98. (Figure 1-4).

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FIGURE 1-4: LANE TRANSIT DISTRICT ROUTE 98 AND SERVICE AREA BOUNDARY



**Cottage Grove Area  
Transit Development Plan  
Lane Transit District Service Area**

- LTD Route 98
- LTD Service Area
- City Limits
- Bodies of Water
- Roads
- Interstate Highways



The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

Source: Lane Council of Governments GIS Services



## 2. COMMUNITY PROFILE

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This chapter presents a community profile for the Cottage Grove area travelshed,<sup>4</sup> including an overview of demographics, households, employment trends, and land use. The analysis utilizes American Community Survey (ACS) data, which produces estimates based on a sample of the population. Because ACS estimates are based on a sample rather than a count, there is a level of error inherent in ACS data; accordingly, each ACS estimate has its own margin of error (MOE). ACS margins of error are based on a 90-percent confidence level, and confidence bounds can be created by adding or subtracting the MOE from each estimate. For some detailed tabulations, and especially for smaller geographies, MOEs can be quite large relative to the estimate. The Census recommends against using data when the MOE is larger than the estimate. The following analysis follows this recommendation.

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<sup>4</sup> For the purposes of this demographic analysis, the Cottage Grove area travelshed is represented by 11 Census Tracts, including nine in southern Lane County (41039000800, 41039001101, 41039001700, 41039001102, 41039001201, 41039001202, 41039001301, 41039001302, and 41039001400) and two in northern Douglas County (41019030000 and 41019040000). See Appendix A: Existing Conditions for a map of the 11 Census Tracts.



## DEMOGRAPHIC OVERVIEW

Figure 2-1 provides a demographic overview of Cottage Grove, the travelshed, and, for context, Oregon as a whole. Cottage Grove, which represents roughly 25% of the travelshed population, has a median income of \$47,316 compared to \$59,393 statewide (including the Portland Metro area). The median home value is \$180,200 compared to \$287,300 statewide. The unemployment rate is 5.3% in Cottage Grove compared to 4.0% in the travelshed and 3.7% statewide.

FIGURE 2-1: DEMOGRAPHIC OVERVIEW, 2018

	Cottage Grove	Travelshed	Oregon
<b>Total population</b>	10,083	41,931	4,081,943
<b>Median age</b>	39	--	39.2
<b>Median household income</b>	\$47,316	--	\$59,393
<b>Median home value</b>	\$180,200	--	\$287,300
<b>Occupied housing units</b>	3,968	16,840	1,591,835
<b>Owner-occupied</b>	64%	75%	62%
<b>Renter-occupied</b>	36%	25%	38%
<b>Unemployment Rate</b>	5.3%	4.0%	3.7%

Source: U.S. Bureau of the Census, 2018 ACS 5-Year Estimates (Tables S0101, DP04, DP03)

Note: Because the travelshed includes 11 Census Tracts, median figures cannot be calculated.

## POPULATION

Population growth and population density are important indicators of a community's need for public transportation services. These indicators can help providers understand and anticipate current and future demand for services. Expected growth in population may indicate a growth in demand for services, while population density can identify neighborhoods and destinations that can or should be included on transit routes.

Figures 2-2 and 2-3 show historic and projected growth in Cottage Grove, Creswell, Lane County, Douglas County, and Oregon. Over the 18-year period from 2000 to 2018, Creswell, the second largest city inside the travelshed area, experienced the greatest growth (48%). Cottage Grove and the State of Oregon both experienced 19% growth, while Lane County and Douglas County are forecasted to increase by 14% and 10% respectively. All five geographies experienced more growth in the period from 2000 to 2010 than from 2010 to 2018; notably, Creswell grew by 41% from 2000 to 2010, compared with 5% in the following eight years. From 2018 to 2040, the populations of Cottage Grove and Creswell are expected to grow at an average annual growth rate of 0.5% and 1.2%<sup>5</sup>, respectively, leading to 14% growth in Cottage Grove and 38% growth in Creswell over that timeframe. Lane County and Douglas County are both expected to grow by 13%, which is lower than the State's expected growth of 24%.

<sup>5</sup> Portland State University Coordinated Population Forecast for Lane County, 2018 to 2068

FIGURE 2-2: HISTORIC POPULATION GROWTH, 2000 TO 2018

	2000	2010	2018	Change 2000-2010	Change 2010-2018	Change 2000-2018
<b>Cottage Grove</b>	8,445	9,686	10,083	15%	4%	19%
<b>Creswell</b>	3,579	5,031	5,291	41%	5%	48%
<b>Lane County</b>	322,959	351,715	368,882	9%	5%	14%
<b>Douglas County</b>	100,399	107,667	110,283	7%	2%	10%
<b>Oregon</b>	3,421,399	3,831,074	4,081,943	12%	7%	19%

Source: U.S. Bureau of the Census, 2000 DEC Summary File 1 (Table P001), 2010 DEC Summary File 1 (Table P1) and 2018 ACS 5-Year Estimates (Table S0101)

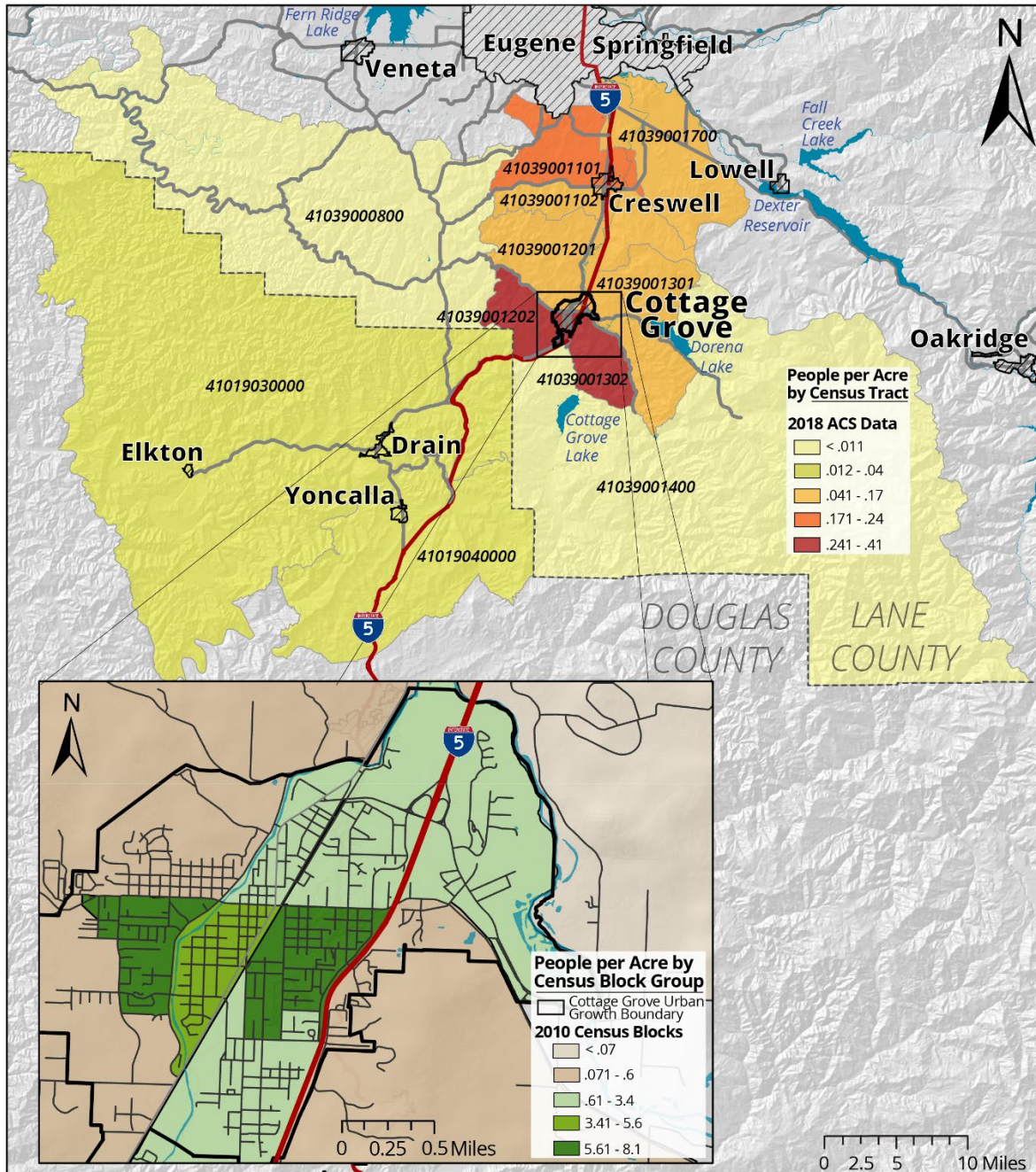
FIGURE 2-3: PROJECTED POPULATION GROWTH, 2018 TO 2040

	2018	2040	Change
<b>Cottage Grove</b>	10,083	11,450	14%
<b>Creswell</b>	5,291	7,300	38%
<b>Lane County</b>	368,882	417,901	13%
<b>Douglas County</b>	110,283	125,169	13%
<b>Oregon</b>	4,081,943	5,044,000	24%

Source: U.S. Bureau of the Census 2018 ACS 5-Year Estimates (Table S0101) and PSU Coordinated Population Forecast for Lane County, 2018 to 2068

Figure 2-4 shows population density per acre by Census Tract in the Cottage Grove area. In the larger travelshed area on Map 4, most of the population density is centered around the cities of Cottage Grove and Creswell along the I-5 corridor. The larger Census Tracts south and west of Cottage Grove are predominantly rural, with fewer people per acre. The inset shows population density by Census Block Group inside City limits. Population density is highest in the central part of Cottage Grove west of I-5.

FIGURE 2-4: POPULATION DENSITY IN THE COTTAGE GROVE AREA



### Cottage Grove Area Transit Development Plan Population Density

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- Urban Growth Boundaries
  - Bodies of Water
  - County Boundary
  - Interstate Highway
  - Roads
- |                             |        |            |            |            |            |
|-----------------------------|--------|------------|------------|------------|------------|
| <b>Census Tracts:</b>       | < .011 | .012 - .04 | .041 - .17 | .171 - .24 | .241 - .41 |
| <b>Census Block Groups:</b> | < .07  | .071 - .6  | .61 - 3.4  | 3.41 - 5.6 | 5.61 - 8.1 |



Source: Lane Council of Governments GIS Services

## Transit-Supportive Populations

Lack of transportation can be a significant barrier to accessing employment, healthcare, education, and other public services, particularly in rural areas. Transit fills a critical mobility gap for populations who do not have access to a personal vehicle to meet their needs. Understanding which populations may be more likely to rely on public transportation can provide clues to demand for transit in a community. Transit-supportive populations include people over 65 or under 18, people of color, people with limited English proficiency, people with a disability, people with low to moderate incomes, households with no vehicles available, and veterans. Understanding the growth or decline in transit-supportive populations, as well as their spatial distribution, can help transit planners prioritize development that meets the unique mobility needs of vulnerable populations.

In addition to market analysis, tracking transit-supportive populations within the service area is critical to ensuring compliance with federal non-discrimination requirements. Title VI of the Civil Rights Act of 1964 prohibits “discrimination on the basis of race, color, and national origin, including matters related to language access for limited English proficient (LEP) persons”.<sup>6</sup> Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations* of 1994 builds on Title VI and is intended “to prevent minority communities and low-income communities from being subject to disproportionately high and adverse environmental effects.”<sup>7</sup> All state, local, regional, public, and private providers of fixed-route public transportation that receive Federal Transit Authority (FTA) funding are required to submit a Title VI Program detailing their compliance with Title VI requirements every three years. Similarly, all FTA grant recipients are required to integrate Environmental Justice into decision-making and environmental review. In order to meet these obligations, transit providers should understand key demographic indicators for minority,<sup>8</sup> low-income,<sup>9</sup> and LEP<sup>10</sup> populations.

Figure 2-5 provides an overview of transit-supportive populations in Cottage Grove, the travelshed, and Oregon (for additional analysis of change over time in transit-supportive populations, see Appendix A: Existing Conditions). Following are some key takeaways:

- The share of the population over 65 is greater in the travelshed (22%) than Cottage Grove (16%).
- The share of the population under 18 is higher in Cottage Grove (24%) than the travelshed (20%).
- Cottage Grove and the travelshed both have resident populations that are 92% white and 8% non-white.

<sup>6</sup> FTA Circular 4702.1B: Title VI Requirements and Guidelines for FTA Recipients (p. 12)

<sup>7</sup> FTA Circular 4703.1: Environmental Justice Policy Guidance for Federal Transit Administration Recipients (p. 3)

<sup>8</sup> According to FTA Circular 4703.1 (2012), “minority includes persons who are American Indian and Alaska Native, Asian, Black or African American, Hispanic or Latino, and Native Hawaiian and other Pacific Islander.”

<sup>9</sup> According to FTA Circular 4703.1 (2012), “low-income means a person whose median household income is at or below the Department of Health and Human Services (HHS) poverty guidelines.” Providers may also develop a local threshold based on FTA grant program guidelines (family income at or below 150% of federal poverty) or a percentage of area median income, as long as the local threshold meets HHS poverty guidelines at a minimum.

<sup>10</sup> According to FTA Circular 4702.1B (2012), Limited English Proficient (LEP) persons include those who report speaking English “less than very well,” “not well,” or “not at all” on the United States Census.

- More residents report having a disability in Cottage Grove and the travelshed (21% each) than Oregon (15%).
- Cottage Grove has a higher share of low-income individuals than the travelshed at all three measures of poverty. A greater share of individuals in both Cottage Grove and the travelshed live in poverty compared with the State.<sup>11</sup>
- At 12%, Cottage Grove has twice the share of occupied housing units with no vehicles available compared with the larger travelshed (6%).
- The share of veterans in Cottage Grove (10%) and the travelshed (12%) are larger than Oregon (9%).

FIGURE 2-5: OVERVIEW OF TRANSIT-SUPPORTIVE POPULATIONS, 2018

	Cottage Grove		Travelshed		Oregon	
	#	%	#	%	#	%
<b>Total population</b>	10,083	100%	41,931	100%	4,081,943	100%
<b>65 or older</b>	1,602	16%	9,357	22%	682,546	17%
<b>18 or younger</b>	2,388	24%	8,452	20%	868,178	21%
<b>Non-white population</b>	853	8%	3,250	8%	636,010	16%
<b>Population speaking English less than "very well"</b>	342	4%	Not available*	Not available*	224,339	6%
<b>Noninstitutionalized population with disability**</b>	2,104	21%	8,838	21%	584,576	15%
<b>Individuals whose income in the past 12 months is below poverty level***</b>	2,120	21%	6,387	15%	565,247	14%
<b>Individuals with incomes below 150% of federal poverty level***</b>	3,506	35%	11,464	28%	932,926	23%
<b>Individuals with incomes below 200% of federal poverty level***</b>	4,515	45%	15,525	37%	1,302,201	33%
<b>Housing units with no vehicles available</b>	482	12%	966	6%	119,031	8%
<b>Veterans****</b>	737	10%	4,065	12%	288,540	9%

Source: U.S. Bureau of the Census, 2018 ACS 5-Year Estimates (Tables S0101, DP02, DP04, B02001, S1810, S1701)

\*Figures reported by the Census not statistically significant

\*\*Percentages calculated based on total noninstitutionalized populations for each geography

\*\*\*Percentages calculated based on population for whom poverty status is determined

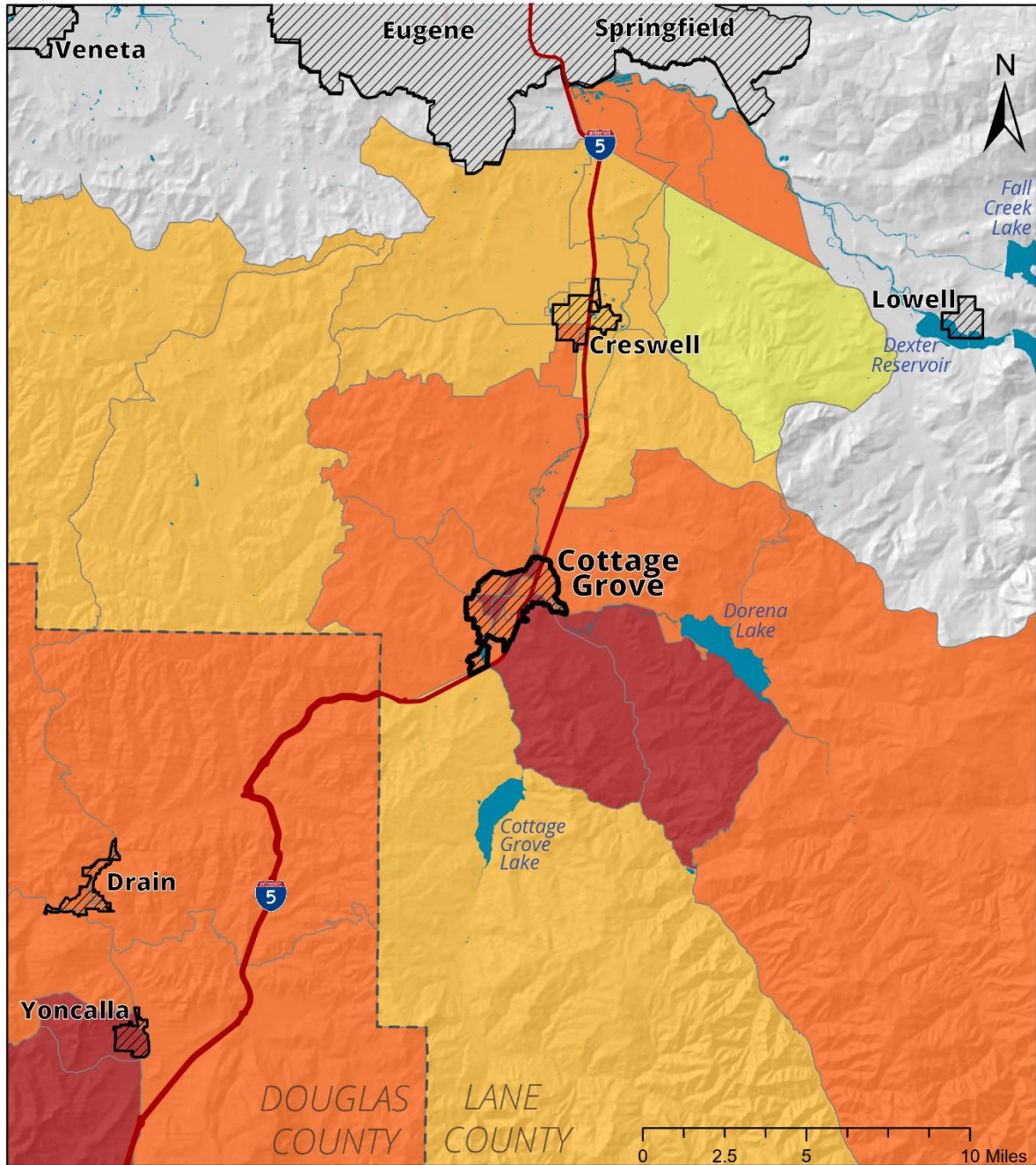
\*\*\*\*Percentages calculated based on civilian population 18 years and older

<sup>11</sup> There are many ways of measuring poverty, each with its own set of benefits and limitations. The three measures of poverty presented in Table 4 are included to provide Cottage Grove with those most relevant for different reporting requirements and funding opportunities.

Figure 2-6 shows concentrations of Title VI Communities of Concern in the travelshed. According to the Title VI definition, Communities of Concern are those with high concentrations of one or more of the following four socio-economic factors: minority population, households in poverty, elderly population, and people with disabilities. The map shows Census Block Groups where the share of residents for one or more of these factors is higher than the average across the entire travelshed. Figure 2-7 is a bar graph that shows how each Block Group compares to the overall distributions of the four factors within the shown census tracts.

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FIGURE 2-6: TITLE VI COMMUNITIES OF CONCERN IN THE IMMEDIATE TRAVELSHED



**Cottage Grove Area  
Transit Development Plan  
Title VI Communities of Concern**

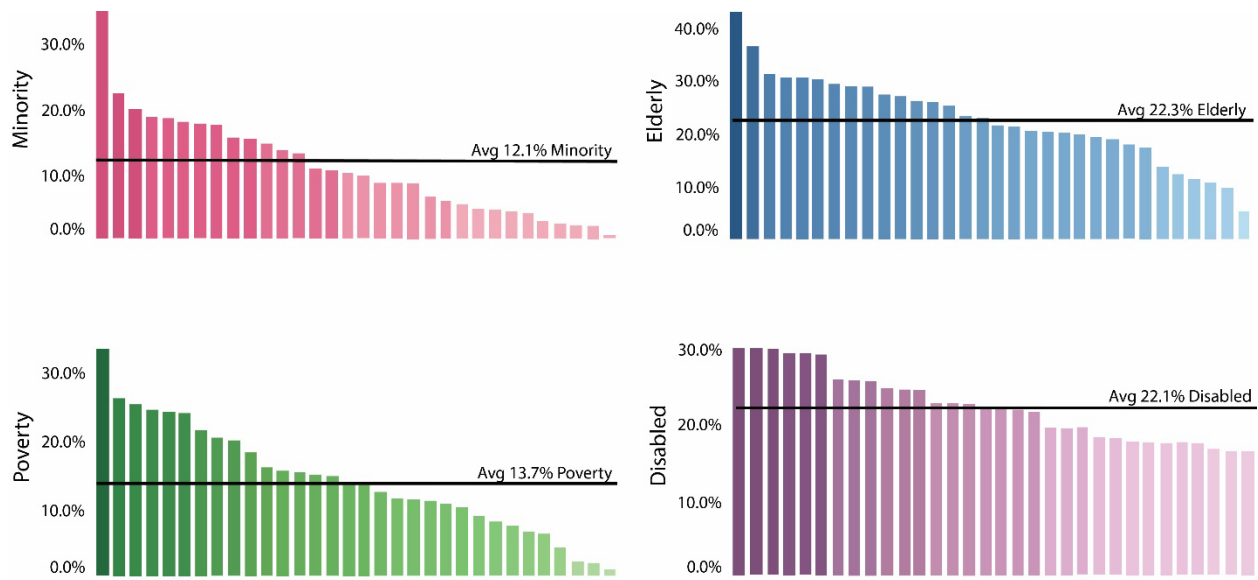
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- Urban Growth Boundaries
  - Bodies of Water
  - County Boundary
  - Interstate Highway
- Number of Socio-Economic Factors by Block
- 0
  - 1
  - 2
  - 3



Source: Lane Council of Governments GIS Services

FIGURE 2-7: BLOCK GROUP COMPARISON BY FACTOR



Source: Lane Council of Governments GIS Services

## EMPLOYMENT

Figure 2-8 shows the growth in employment among the population 16 years and older in Cottage Grove, the travelshed, and Oregon between 2010 and 2018. The number of employed individuals in the State of Oregon grew 10% during that time period, compared with 4% growth in Cottage Grove and a decline of 3% in the travelshed. The Oregon Employment Department (OED) provides ten-year employment forecasts by industry for the county. Total employment across Lane County is projected to grow 11% from 2017 to 2027, with the largest growth in Construction (25%) followed by Private Educational and Health Services (17%). According to the Cottage Grove Transportation System Plan, employment within the Cottage Grove UGB is expected to grow to 4,916 by 2035. Significant employment growth is expected along OR-99 between the UGB and East Harrison Avenue in the southwest, on either side of Row River Road, and near the Cottage Grove Connector at OR-99 in the north.

FIGURE 2-8: EMPLOYMENT GROWTH, 2010 TO 2018

	2010	2018	% Change
<b>Cottage Grove</b>	4,024	4,184	4%
<b>Travelshed</b>	17,491	16,999	-3%
<b>Oregon</b>	1,763,324	1,934,643	10%

Source: U.S. Bureau of the Census, 2010 ACS 5-Year and 2018 ACS 5-Year Estimates (Table DP03)



Figure 2-9 shows employment by sector in the travelshed. There are 1,312 establishments that provide 9,055 jobs located inside the travelshed boundaries. The top five industries account for 63% of jobs. The average annual wage across all sectors is \$36,785. Public Administration and Mining, Quarrying, and Oil and Gas Extraction pay the highest average annual wages at \$70,518 and \$62,971, respectively.

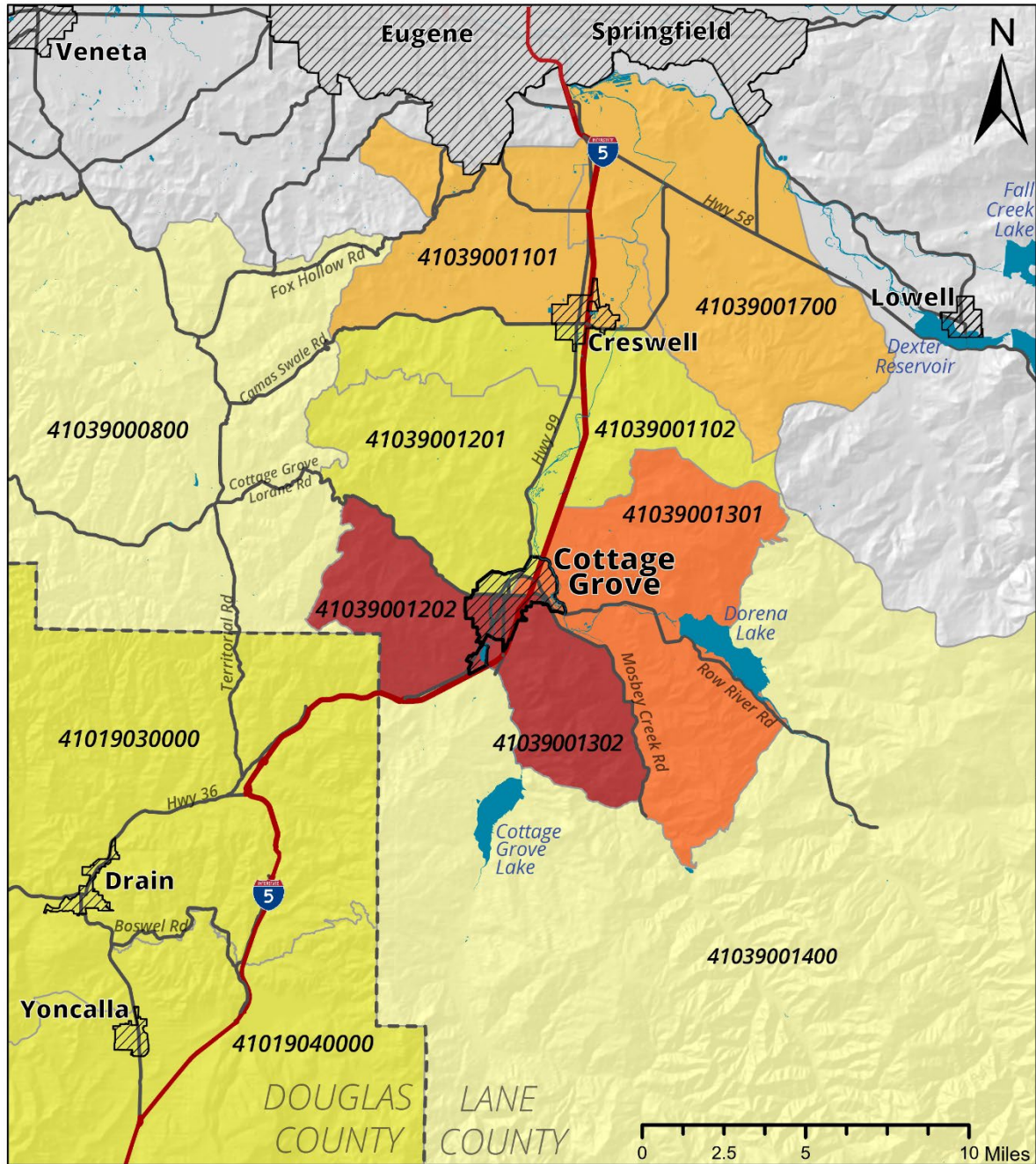
FIGURE 2-9: TRAVELSHED EMPLOYMENT BY SECTOR, 2018

Industry Group	Establishments	Average Annual Employment	Average Annual Wage
<b>All Sectors</b>	1,312	9,055	\$36,785
<b>Manufacturing</b>	56	1,386	\$51,465
<b>Retail Trade</b>	123	1,334	\$27,415
<b>Accommodation and Food Services</b>	89	1,002	\$16,422
<b>Educational Services</b>	44	982	\$37,883
<b>Health Care and Social Assistance</b>	105	981	\$31,085
<b>Construction</b>	175	718	\$45,556
<b>Transportation and Warehousing</b>	41	528	\$50,907
<b>Other Services (except Public Administration)</b>	252	463	\$25,281
<b>Agriculture, Forestry, Fishing and Hunting</b>	100	441	\$35,732
<b>Administrative and Support and Waste Management and Remediation Services</b>	50	252	\$32,794
<b>Public Administration</b>	14	229	\$70,518
<b>Professional, Scientific, and Technical Services</b>	78	179	\$36,551
<b>Arts, Entertainment, and Recreation</b>	23	136	\$17,720
<b>Finance and Insurance</b>	41	122	\$54,562
<b>Real Estate and Rental and Leasing</b>	43	92	\$26,193
<b>Wholesale Trade</b>	30	86	\$54,157
<b>Information</b>	18	58	\$53,920
<b>Mining, Quarrying, and Oil and Gas Extraction</b>	5	27	\$62,971
<b>Utilities</b>	6	16	\$46,187
<b>Management of Companies and Enterprises</b>	6	16	\$52,958
<b>Unclassified</b>	13	7	N/A

Source: Oregon Employment Department

Figure 2-10 shows employment density in the Cottage Grove area. The Census Tracts covering Cottage Grove have the most employees per acre. Within Cottage Grove City limits, Census Block Groups bordering OR-99, I-5, and Row River Road have the highest employment densities.

FIGURE 2-10: EMPLOYMENT DENSITY IN THE COTTAGE GROVE AREA



**Cottage Grove Area  
Transit Development Plan  
Employees per Acre by Census Tract**

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- Urban Growth Boundaries
  - Bodies of Water
  - County Boundary
  - Interstate Highway
  - Roads
- Employees per Acre by Census Tract:
- < .001
  - .001 - .03
  - .031 - .041
  - .0411 - .047
  - .0471 - .07



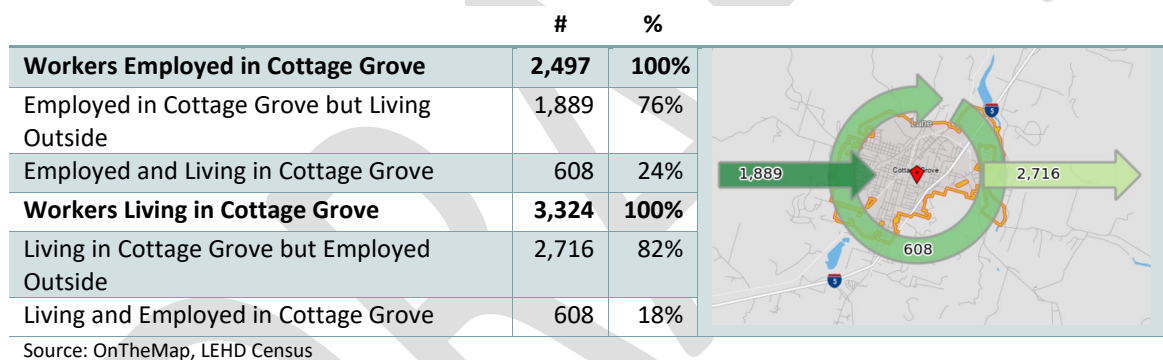
Source: Lane Council of Governments GIS Services

## COMMUTE FLOWS

The American Community Survey (ACS) asks respondents about their primary work location, and, when this information is paired with the workers’ residence location, commute flow is generated. Commute flow can help to understand the interconnectedness of communities within the travelshed and rates at which people are commuting between them. They can help to identify transportation needs and to make decisions when planning and implementing public transportation services.

Figure 2-11 shows commute flows for Cottage Grove. More workers are commuting from Cottage Grove than are commuting into the area for work. This is to be expected given the travelshed’s location in proximity to a major urban area. The majority of workers employed in Cottage Grove (76%) live outside city limits and commute in for work, while 82% of Cottage Grove residents commute beyond city limits for work. The mean travel time to work for residents of Cottage Grove is nearly 21 minutes; 81% drive to work in a car, truck, or van (65.4% drive alone and 16.1% commute via carpool).<sup>12</sup>

FIGURE 2-11: COMMUTER FLOWS IN COTTAGE GROVE<sup>13</sup>



## LAND USE

Land use plays a key role in transit planning. The way land is developed and planned for directly affects travel demand and ridership. Land use and development in Cottage Grove are guided by the City’s adopted Comprehensive Plan and implemented by the Development Code. The Comprehensive Plan’s plan designations represent categories, such as industrial and low density residential, that direct where specific land use activity should occur (Figure 2-12). Plan designations are implemented by the Development Code, which defines allowed uses, intensity of development, and design standards. An understanding of land use and development patterns is key to identifying areas that may support service expansion due to higher densities or a mix of residential and non-residential uses. It may also help identify areas where there is a need for better coordination between transit investments and land use planning.

<sup>12</sup> Source: U.S. Bureau of the Census, 2018 ACS 5-Year Estimates (Table DP03)

<sup>13</sup> Employment figures from the Oregon Employment Department (OED) rely on OnTheMap and Longitudinal Employer-Household Dynamics, so employment figures differ slightly from Census figures.

## Existing Land Use and Development

Cottage Grove’s comprehensive plan establishes the following plan designations:

L – Low Density Residential	B – Central Business District
M – Median Density Residential	C – Community Commercial
H – High Density Residential	I – Industrial
RC – Residential Commercial	Q – Other, Public and Semi-Public
T – Tourist Commercial	P – Parks and Open Spaces

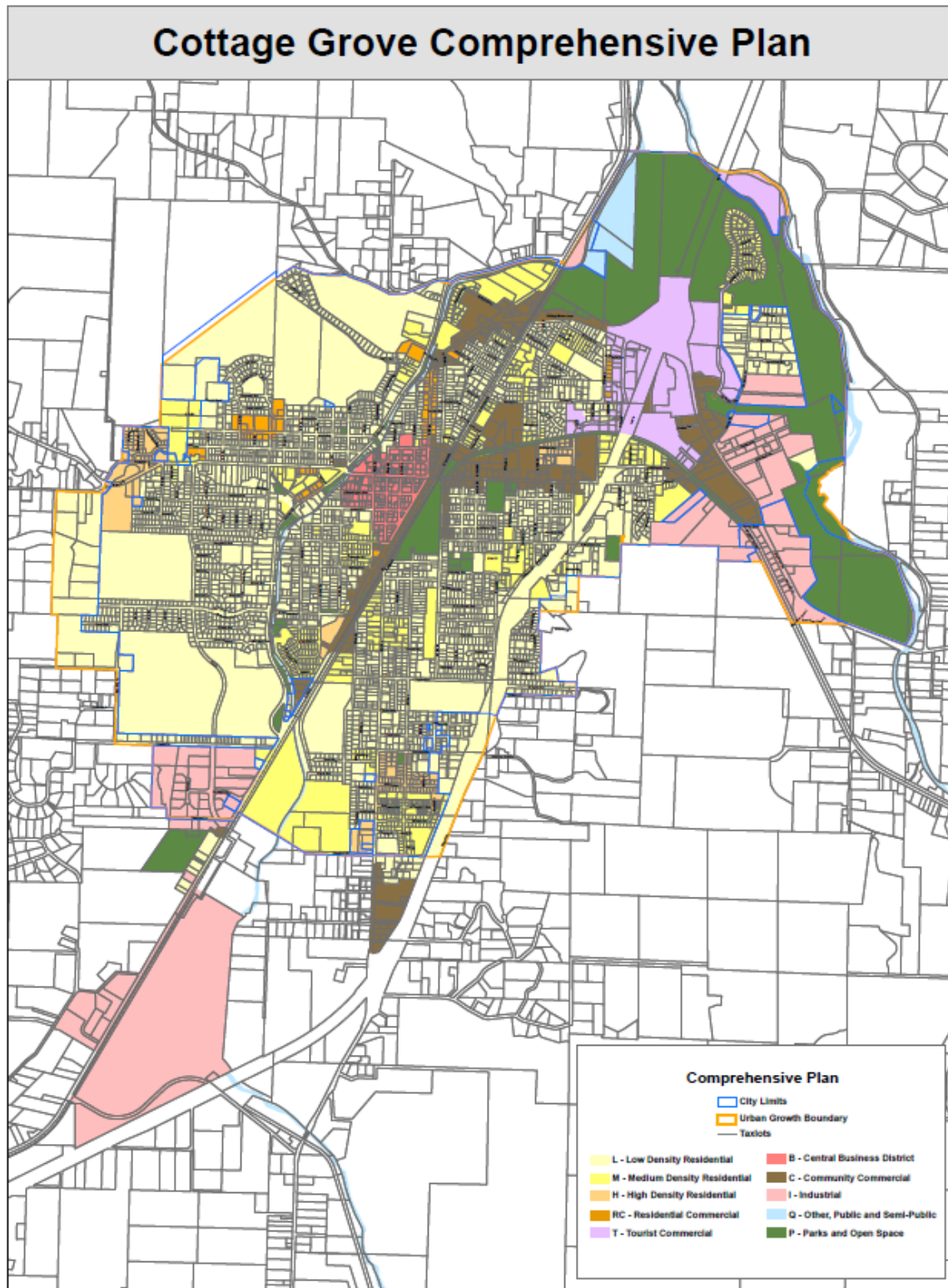
A majority of the land within Cottage Grove’s urban growth boundary (UGB) is designated for Low Density Residential use (light yellow), with a few smaller pockets of Medium Density Residential (bright yellow), High Density Residential (light orange), and Residential Commercial (bright orange). Most commercial development—represented by Central Business District (dark pink), Community Commercial (brown), and Tourist Commercial (purple) designations—is clustered in the center of town around East Main Street, OR-99, East Cottage Grove Connector, I-5, and the Row River Trail.

The following major activity centers in the Cottage Grove area were identified by the Stakeholder Advisory Committee:

- Lane Community College, Cottage Grove
- Cottage Theatre
- Dorena Reservoir
- Cottage Grove Reservoir
- Cottage Grove High School
- Lincoln Middle School
- Federally Qualified Health Center
- Low income apartments and housing developments
- Senior housing
- Bohemia Park
- Cottage Grove Armory
- Downtown Commercial Historic District
- Cottage Grove Community Hospital (PeaceHealth)
- Walmart



FIGURE 2-12: CITY OF COTTAGE GROVE COMPREHENSIVE PLAN MAP, MARCH 2020<sup>14</sup>



<sup>14</sup> Source: <https://www.cottagegroveor.gov/cd/page/city-maps>



Source: City of Cottage Grove

## Future Land Use and Development

Future potential developments in Cottage Grove include:

- **Federally Qualified Health Center** – A Federally Qualified Health Center offering medical, mental/behavioral, and oral healthcare to Cottage Grove area families is scheduled to open in Cottage Grove in 2021. The Health Center provides a healthcare option in Cottage Grove to families who currently must travel to the Eugene-Springfield metropolitan area or else skip care. It will also serve as a training campus for high school and post-secondary students interested in health care careers. Lane County will operate the Cottage Grove Community Health Center as a Federally Qualified Health Center site, meaning it will provide services for low-income and low English proficiency individuals regardless of age, insurance coverage, housing status, or documentation. The Health Center will be housed at the Lane Community College-Cottage Grove campus adjacent to Cottage Grove High School on the southern end of town. It is expected to expand access to healthcare for thousands of families, generating trips from within Cottage Grove and beyond.
- **Sunrise Ridge Residential Subdivision** – This is a 57-acre residential development that has been approved to move into phase two of development. The development would include approximately 250 residential units west of M Street and north of Birch Avenue. The City plans to construct a reservoir in this phase to make development possible.
- **Mount David Residential Subdivision** – This subdivision is a potential 200- to 300-unit residential development adjacent to Sunrise Ridge, though no immediate plans exist for development.
- **Madonna Project** – This mixed-use development including commercial and residential uses along OR-99 south of East Harrison Avenue is mostly built out in single-family and multi-family development, with a remaining lot proposed for townhouses.
- **Multi-Family Development along Gateway** – A zone change has been completed for the area to change the zoning to Residential Commercial. A 42-unit apartment was approved.
- **Woodward Property South** – This property would include a potential mixed multi-family and single-family development.
- **South R Street to OR-99 Extension** – The City has obtained the property to complete this extension. The project is expected to occur next year.
- **Proposed Multi-Family Development at S. 10<sup>th</sup> Street (Old Harrisburg Elementary)** – An 84 unit apartment has been approved.

These potential developments may generate transit ridership and increased demand on transit services. See Figure 7-1 for a map of new and potential developments since 2019.



# 3. COTTAGE GROVE AREA TRANSPORTATION NETWORK

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The following chapter describes the existing Cottage Grove area transportation network, including streets, pedestrian and bicycle networks, freight, rail, air, waterways, and pipelines. Cottage Grove is served by a multimodal transportation system that offers residents and visitors many transportation options in addition to transit. The information in this chapter references Cottage Grove's 2015 Transportation System Plan.



## STREET NETWORK

Cottage Grove's street network is fairly well connected and generally follows a grid pattern. Figure 3-1 shows functional class for roads inside Cottage Grove's Urban Growth Boundary. OR-99, the only principal arterial serving Cottage Grove, is the primary north-south transportation route through town, which runs through downtown Cottage Grove and effectively divides the city in half. Continuous east-west routes are limited by the Coast Fork Willamette River, railroad tracks, and I-5, which create physical barriers to cross-town movement. Main Street and the Cottage Grove Connector/Row River Road are the only east-west streets connecting OR-99 to the area of town east of I-5. City of Cottage Grove TSP Figure 3-2 shows roadway jurisdiction for roads inside Cottage Grove's Urban Growth Boundary. OR-99, I-5, and the Cottage Grove Connector are under ODOT jurisdiction (black), and several roads and road segments are under Lane County's jurisdiction (blue). The rest of the street network falls under the City's jurisdiction (green).

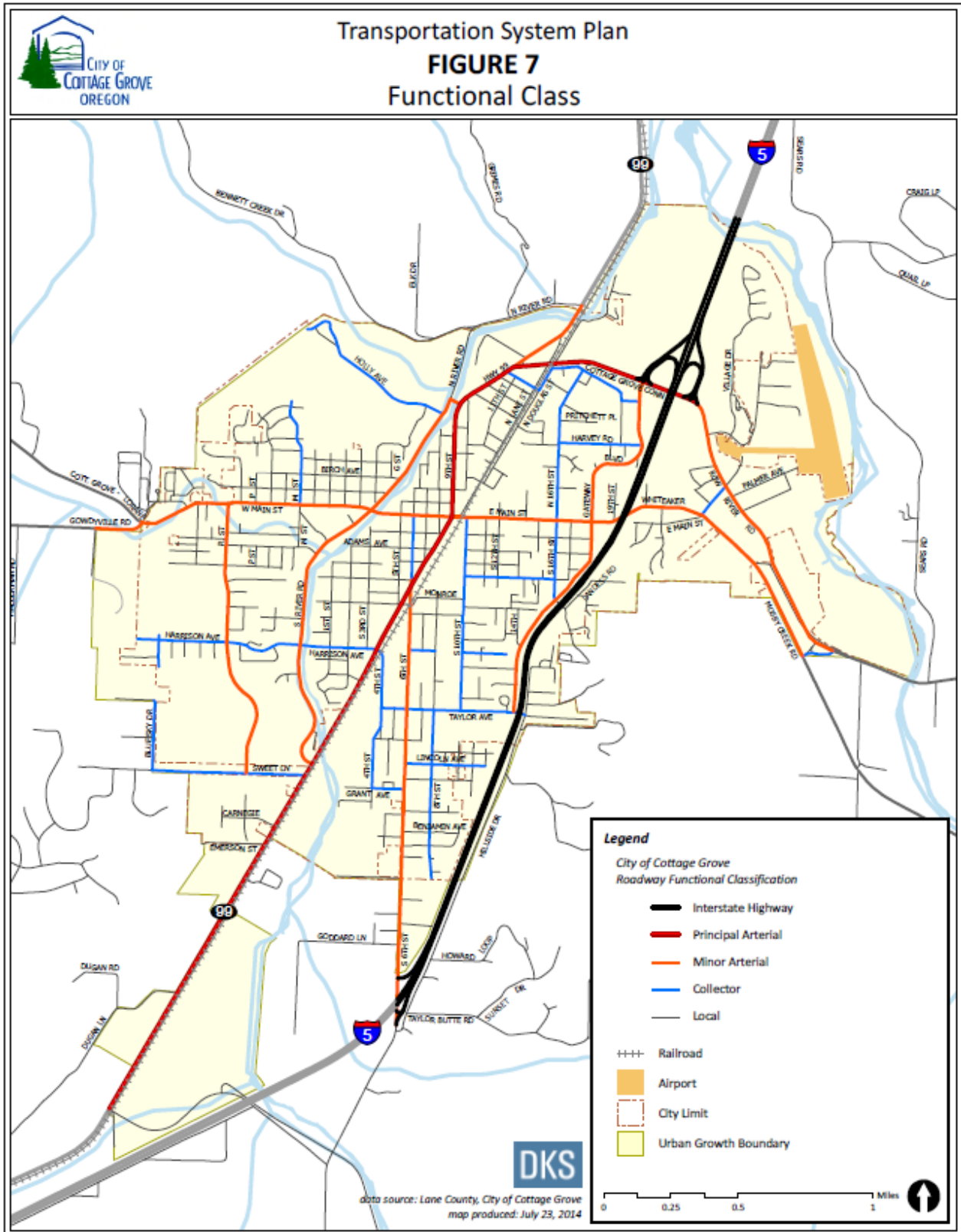
Cottage Grove is located on the I-5 corridor, which connects with Creswell and the Eugene-Springfield metropolitan area to the north and Douglas County—including the cities of Drain via OR-38 and Yoncalla via Elkhead Road—to the south. Other major roadways connecting Cottage Grove to the rest of the travelshed include:

- OR-99 north to Saginaw, Walker, Creswell, and Goshen
- Cottage Grove Lorane Highway to Lorane and Territorial Highway
- Row River Road to Dorena Lake
- London Road to Cottage Grove Lake
- Mosby Creek Road to Walden and Blue Mountain County Park
- I-5 south to Latham, Veatch, Comstock, Curtin, Anlauf, and OR-38





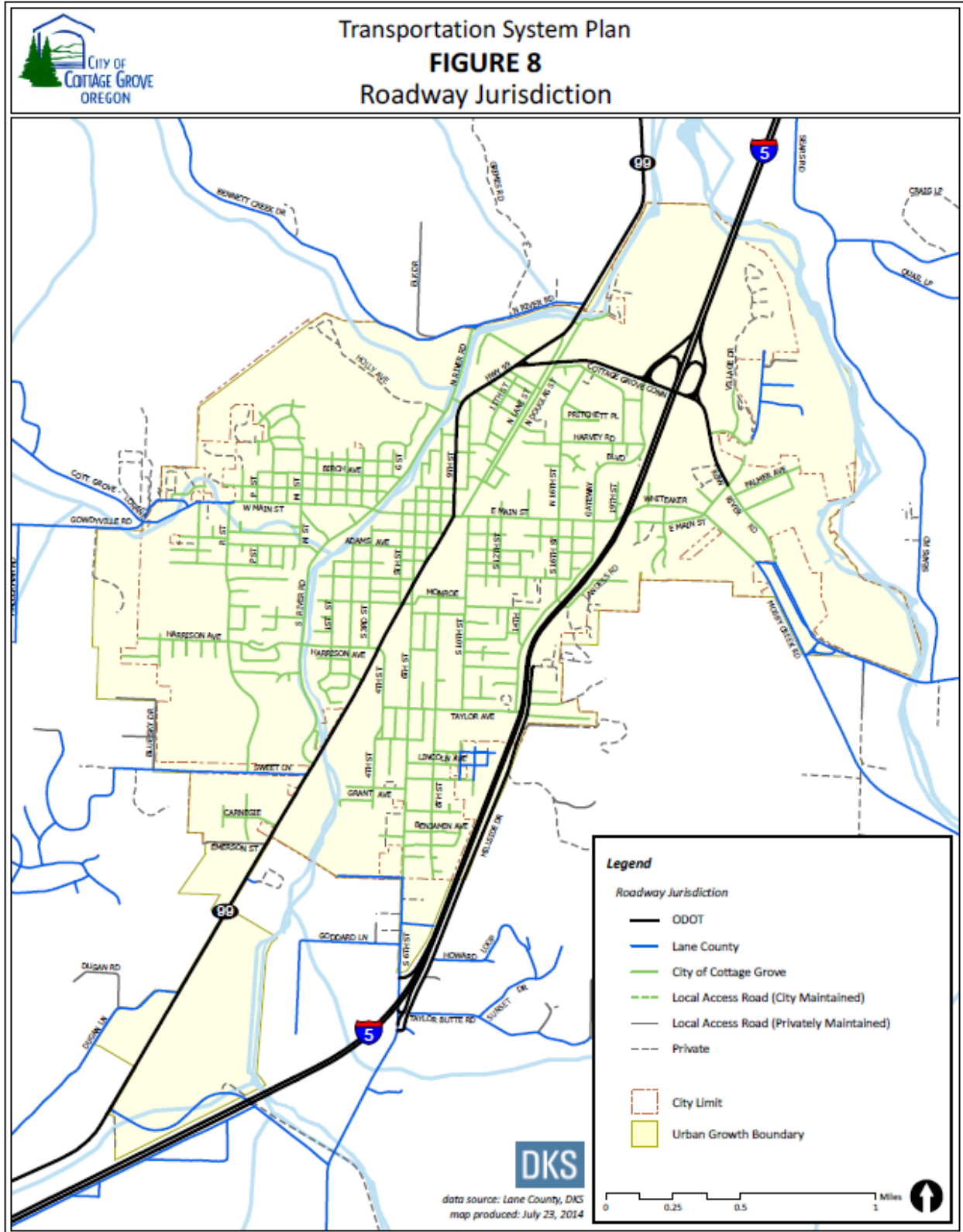
FIGURE 3-1: COTTAGE GROVE ROADWAY FUNCTIONAL CLASSIFICATION



Source: City of Cottage Grove Transportation System Plan



FIGURE 3-2: COTTAGE GROVE ROADWAY JURISDICTION



Source: City of Cottage Grove Transportation System Plan



## PEDESTRIAN AND BICYCLE NETWORKS

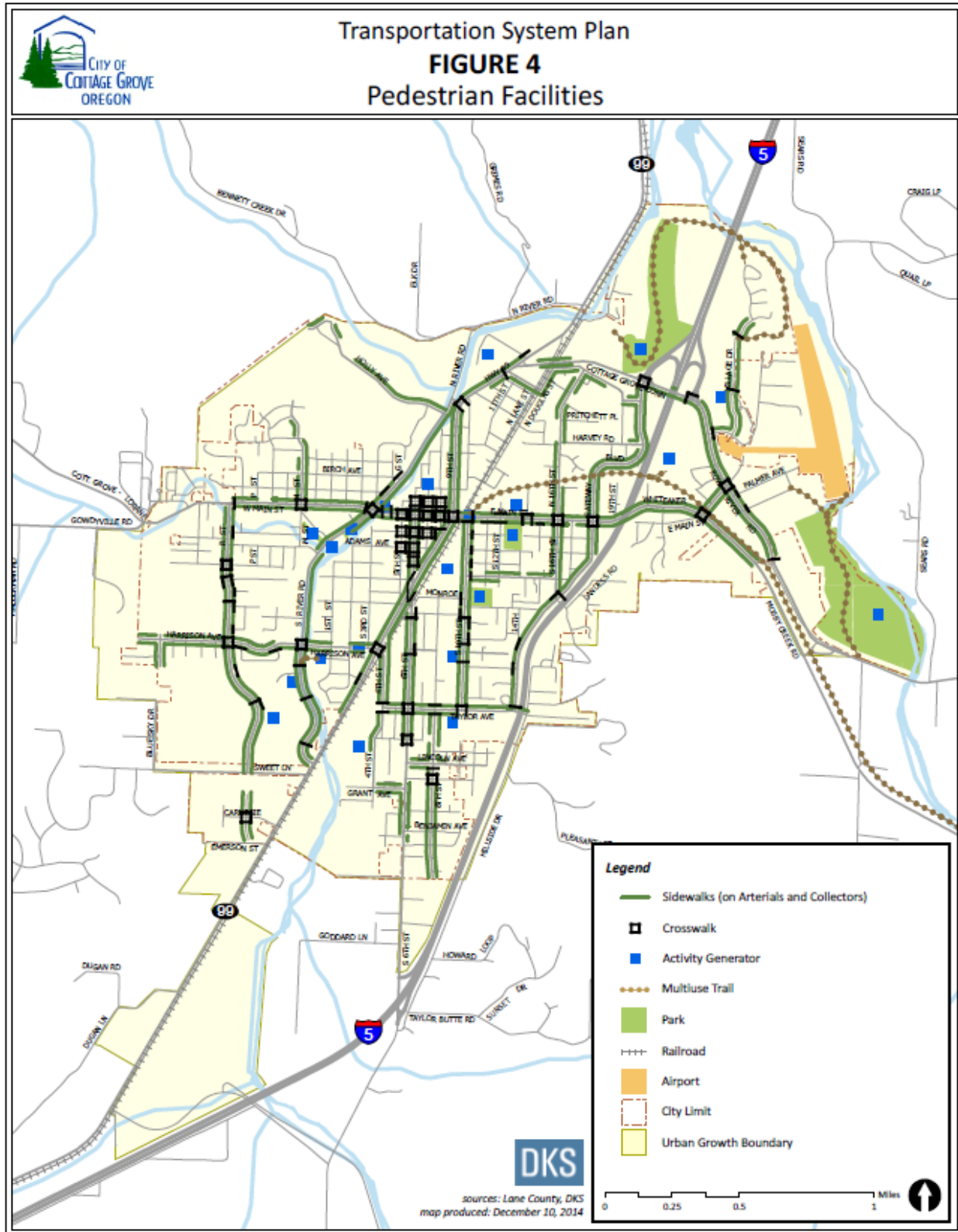
The pedestrian and bicycle networks are a vital part of Cottage Grove’s existing multimodal transportation system—they provide critical access to employment, recreation, shopping, education, and other activity generators; support healthy lifestyles; and address social equity by providing transportation options to those who do not have access to a vehicle.

Cottage Grove’s pedestrian network includes sidewalks, shared-use paths, and roadway shoulders (Figure 3-3). Cottage Grove residents commute to work on foot at a much higher rate than the State (7.6% in Cottage Grove compared with 2.6% in Oregon). Most roadways in downtown Cottage Grove have continuous sidewalks on both sides. Sidewalks and shared used pathways also link the downtown area to the Row River Trail along Main Street. Wide shoulders (six feet or wider) are utilized by pedestrians on streets with low traffic volumes (fewer than 3,000 vehicles per day). Crosswalks and ADA ramps are important accessibility features that have been installed at many high-volume intersections in the downtown core, though many areas outside of downtown still lack these facilities. Pedestrian network connectivity is critical to supporting access to jobs, goods, and services for Cottage Grove residents, and Cottage Grove’s Transportation System Plan supports continuous sidewalk connections between all activity generators and arterial/collector roadways.

Cottage Grove’s bicycle network consists of shared roadways, shoulder bikeways, bike lanes, and shared-use paths (Figure 3-4). Marked bike lanes are consistent in the downtown core on Main Street, 6<sup>th</sup> Street, River Road, Gateway, Harrison Avenue, and Row River Road. Although the bicycle network is not complete with marked bike lanes, there are designated bike paths on shared roadways to connect the overall network. The Covered Bridges Scenic Bikeway is a 36-mile loop that starts from downtown Cottage Grove and goes out and around Dorena Lake, providing connections between the Row River Trail, North Regional Park, and Row River Trailhead Park. The loop route utilizes multi-use trails, bike lanes, and shoulder bikeways, and key connections of the loop are made via designated bike paths on shared roadways. The ride starts on the Row River Trail, a flat, paved multi-use path that extends for 17 miles. The entire 36-mile bikeway features bridges, lake views, foliage, flowers, and the historic Cottage Grove downtown that can be enjoyed year-round.



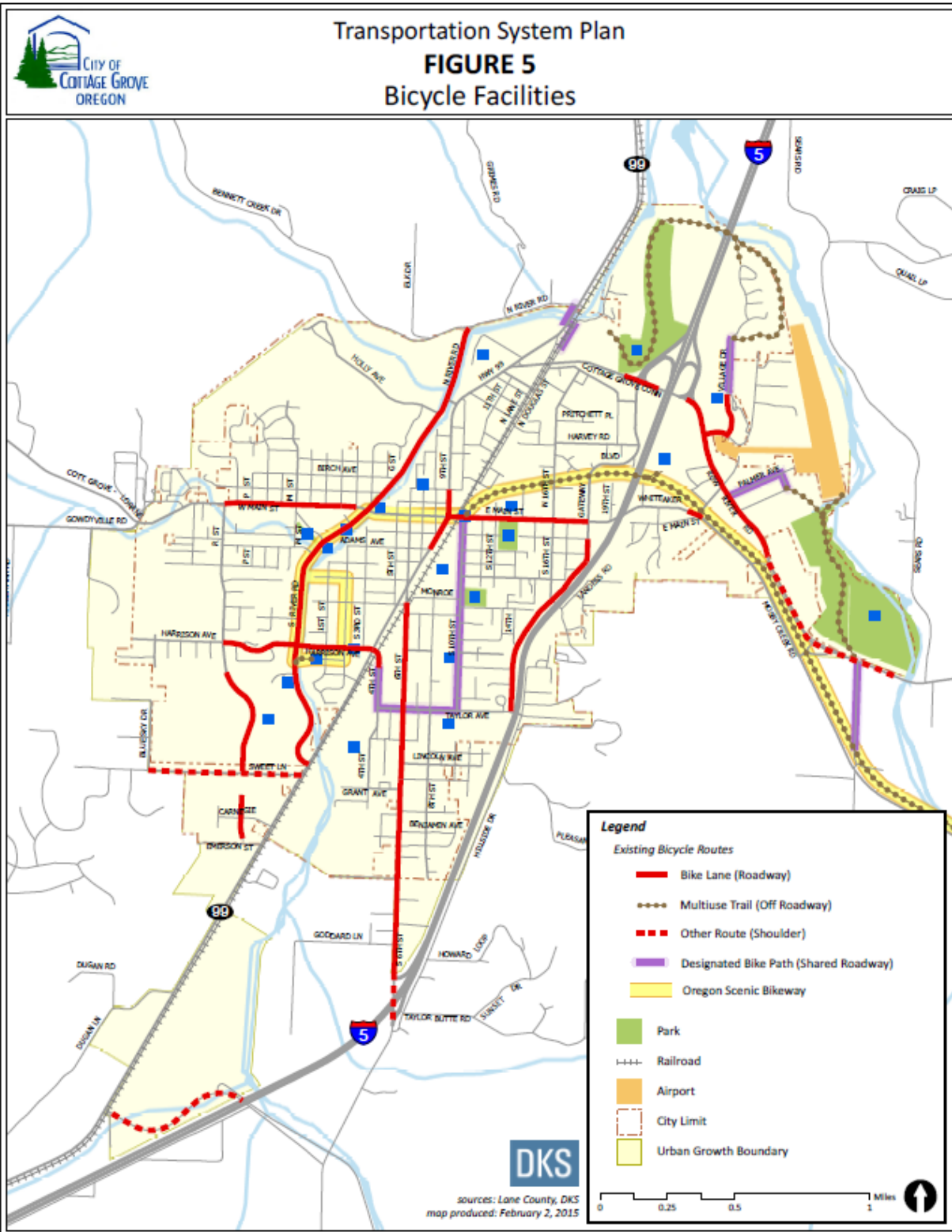
FIGURE 3-3: PEDESTRIAN FACILITIES IN COTTAGE GROVE



Source: City of Cottage Grove Transportation System Plan



Figure 3-4: Bicycle Facilities in Cottage Grove



Source: City of Cottage Grove Transportation System Plan



## FREIGHT NETWORK

A freight network that supports efficient movement of trucks—and the raw materials and finished products they carry—is vital to the economy. Designating through truck routes is a way to simultaneously support efficient movement of goods, neighborhood livability, and public safety while minimizing roadway system maintenance costs. I-5 is the only designated truck through route in Cottage Grove.

## RAIL

One short line freight railroad, known as the Siskiyou Line, runs through Cottage Grove parallel to OR-99. The Siskiyou Line is owned by Central Oregon & Pacific Railroad and used for freight hauling (primarily lumber), connecting Medford and Eugene. The line is utilized by an average of twelve trains per day. There are seven at-grade railroad crossings in Cottage Grove, which produce delays that can exceed 30 minutes due to stopped trains. Blockages hinder transportation modes of all types, including emergency response crews, school buses, vehicles, pedestrians, and bicyclists. There is currently no passenger rail service in Cottage Grove, though Lane Transit District bus service connects Cottage Grove residents with Amtrak services in Eugene.

## AIR

Jim Wright Field, the Cottage Grove State Airport owned by the Oregon Department of Aviation, is located inside City limits in northeast Cottage Grove. The airport is classified by ODOT as a Category 4 airport, and it is available to both public and private parties, including small recreational planes and light jets. The closest commercial passenger service to Cottage Grove is available at the Eugene Airport approximately 30 miles north.

## WATERWAYS

Local waterways primarily serve recreational needs. They include the Coast Fork Willamette River, which runs through Cottage Grove; the Row River, which borders Cottage Grove to the east; and Silk Creek, which feeds the Coast Fork Willamette River from the northwest.



## 4. COTTAGE GROVE AREA TRANSIT SYSTEM

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Through contract services with South Lane Wheels, the City of Cottage Grove provides transit services within and beyond its city limits. Lane Transit District provides mobility on demand services and bus route connectivity between Eugene and Cottage Grove. This chapter describes these services, including an overview of the organizational structure and financial characteristics of Cottage Grove, South Lane Wheels, and Lane Transit District; transit capital assets; and existing services. It also includes a peer analysis which was conducted with the intent of providing comparison between transit services in Cottage Grove and a select number of peer transit providers operating in similar conditions. For additional detail about the existing Cottage Grove area transit system, see Appendix A: Existing Conditions and Appendix B: Peer Analysis.



## SYSTEM OVERVIEW

South Lane Wheels currently offers two different types of services:

1. **Door-to-Door** service area covers from Culp Creek to Lorane and from London to Creswell into Cottage Grove for any purpose.
2. **Metro Shuttle** is similar to Door-to-Door except this service takes riders to the Eugene-Springfield metropolitan area.

Lane Transit District offers three different types of services:

1. **Route 98** fixed-route bus service serves Cottage Grove, Creswell, Lane Community College, University of Oregon, and downtown Eugene.
2. **LTD Connector** is Lane Transit District's pilot MOD shuttle service operated by South Lane Wheels within the Cottage Grove city limits.
3. **Medicaid Medical & Non-Medical** is operated by Lane Transit District's paratransit service, *RideSource*.

## SOUTH LANE WHEELS DOOR-TO-DOOR SERVICES

There are two different types of Door-to-Door services operated by South Lane Wheels – general door-to-door and the Metro Shuttle. Service is requested on a first call, first served basis and office hours are Monday through Friday, from 8:00 AM to 5:00 PM. For the local Door-to-Door service, passengers are recommended to call by noon the day before their trip. For the Metro Shuttle, South Lane Wheels recommends passengers to call at least three to four days before their trip. Operating hours for South Lane Wheels trips are Monday through Friday, 8:00 AM to 5:00 PM. After hours service is available upon approval from South Lane Wheels. There is no service on New Year's Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day, and the day after, and Christmas Day.

An unscheduled return trip is considered a "Will Call" ride, which may have a 30-minute wait after the pickup call is made. A trip may be cancelled in advance (up to 8:00 AM the day of the trip) or it is considered a "No-Show". A pattern of "No-Shows" may affect future ride requests. Operators will wait up to five minutes for a rider to board before leaving. If a rider is not prepared to board within the five-minute window, this will also be considered a "No-Show".

## LANE TRANSIT DISTRICT ROUTE 98

Route 98 is a fixed-route service that runs seven days a week with a weekday, Saturday, and Sunday schedule. Figure 4-1 shows Route 98's service route as of winter 2020. The route begins at Eugene Station (Bay N) and travels south on Willamette Street and east on 13th Avenue where it serves Sacred Heart Medical Center at University District and UO Station (Bay C). The bus travels north on Kincaid Street, east on Franklin Boulevard to I-5 South/McVay Highway, west on 30th Avenue, and south on





Gonyea Road, which serves Lane Community College Station (Bay E) and Lane Community Colleges' main campus. The bus continues east on 30th Avenue and travels South onto I-5. It takes the Creswell exit and heads west on Oregon Avenue, south on OR-99, west on C Street, south on 2nd Street, east on F Street, north on Highway 99, and east on Oregon Avenue.

The bus continues south on I-5 and exits the freeway on the Cottage Grove Connector which serves the Village Shopping Center on limited trips<sup>15</sup>. On these limited trips, the bus turns southwest on OR-99, south on 9th Street, east on Main Street, south on 10th Street, west on Taylor Avenue, north on 6th Street, southwest on OR-99 and north on River Road where it serves Cottage Grove High School and Lane Community College at Cottage Grove. The bus turns west on Harrison Avenue, north on R Street, east on Main Street, east on Whiteaker Avenue, and northwest on Thomas Lane which serves the Wal-Mart Park and Ride. The bus returns to I-5 by heading north on Row River Road to Eugene Station along its regular routing.

Map 4-2 highlights all properties inside the Cottage Grove city limits that are within ¼ mile radius of Lane Transit District's Route 98 for the purposes of understanding access to this route. Data from the Federal Highway Administration indicates that most people are willing to walk for five to ten minutes, or approximately ¼ mile to ½ mile to a transit stop.<sup>16</sup> Most of the City of Cottage Grove is within a ¼ mile radius of Route 98, however, there are some properties in the southern part of the city limits and east of I-5 that are not within the ¼ radius

---

<sup>15</sup> Prior to COVID-19, Lane Transit District ran more frequent trips before and after the LTD Connector service was in operation. Route 98 would run limited trips through town while other trips terminated at the Cottage Grove Walmart. When there was no connecting service with the LTD Connector, Lane Transit District ran the traditional Route 98 service through the town in a loop.

<sup>16</sup> [https://safety.fhwa.dot.gov/ped\\_bike/ped\\_transit/ped\\_transguide/ch4.cfm](https://safety.fhwa.dot.gov/ped_bike/ped_transit/ped_transguide/ch4.cfm)



FIGURE 4-1: WINTER 2020 ROUTE 98 ROUTE

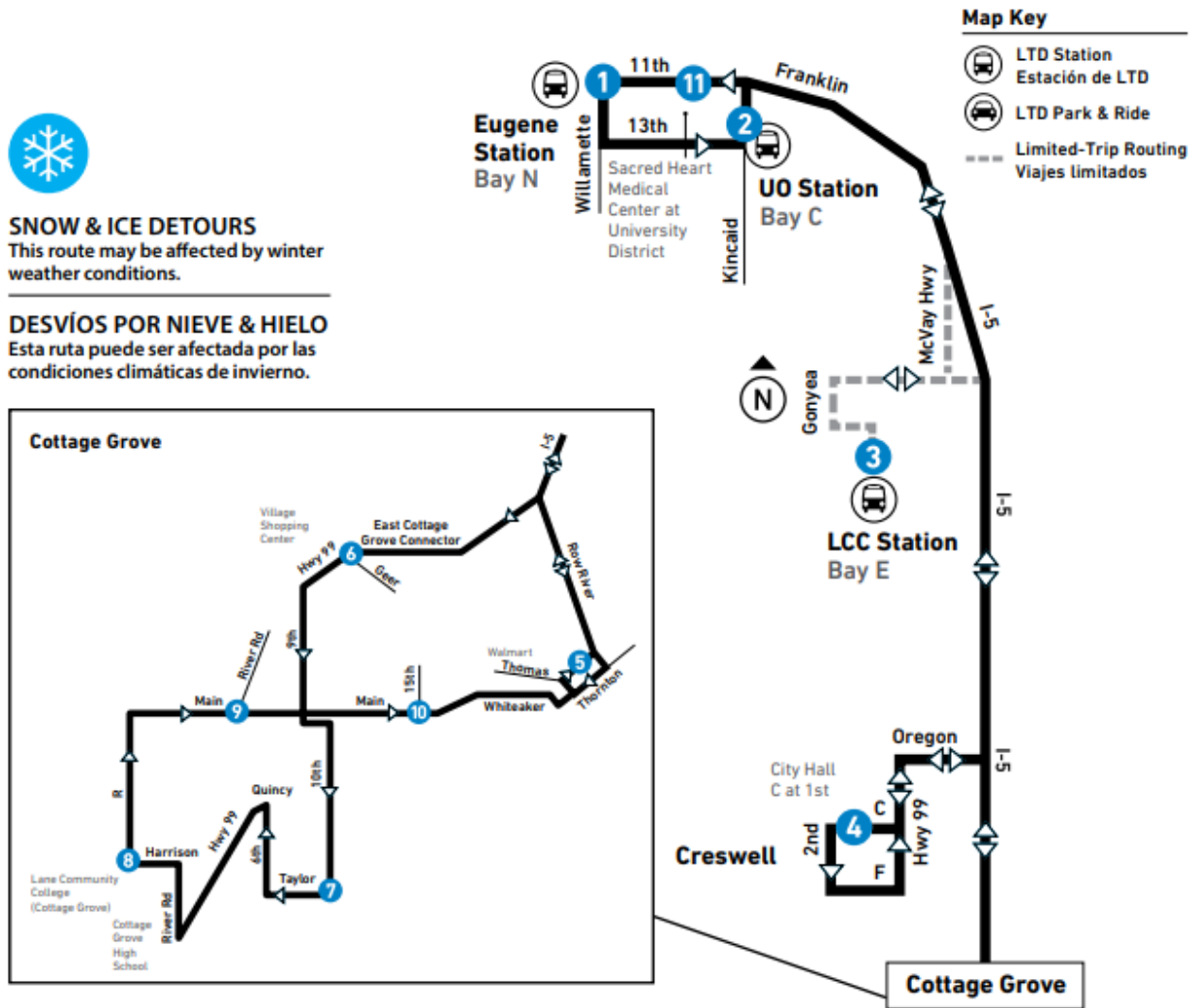


**SNOW & ICE DETOURS**

This route may be affected by winter weather conditions.

**DESVÍOS POR NIEVE & HIELO**

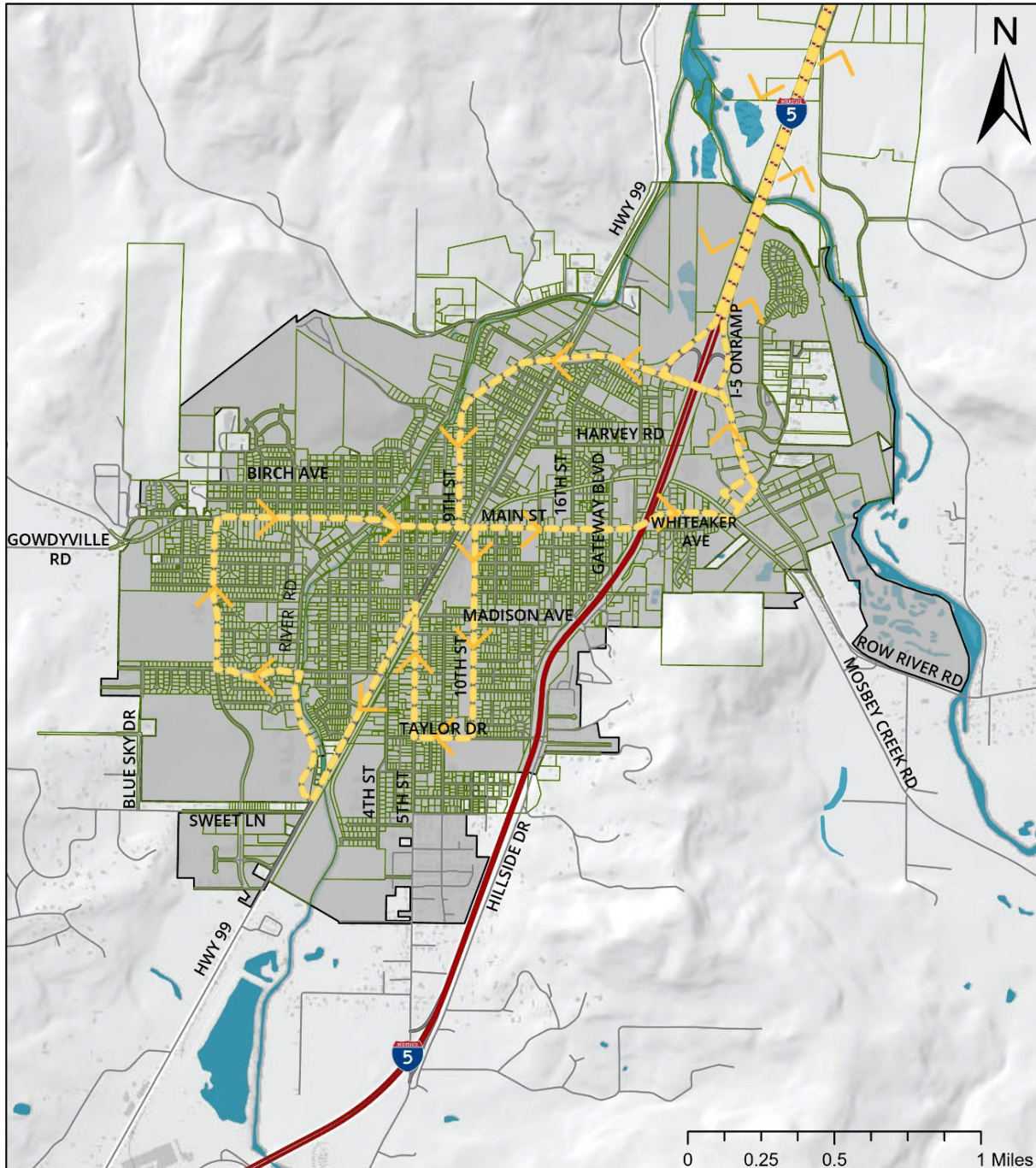
Esta ruta puede ser afectada por las condiciones climáticas de invierno.



Source: Lane Transit District 2020 Winter Rider's Digest



FIGURE 4-2: PROPERTIES WITHIN ¼ MILE OF ROUTE 98



**Cottage Grove Area  
Transit Development Plan  
Lane Transit District  
Route 98 - .25 Mile Service Area**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided "as is". LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

- LTD Route 98
- Properties Within .25 Miles of Route 98
- Cottage Grove City Limits
- Bodies of Water
- Interstate Highways
- Roads





Source: Lane Council of Governments GIS Services

## LTD CONNECTOR

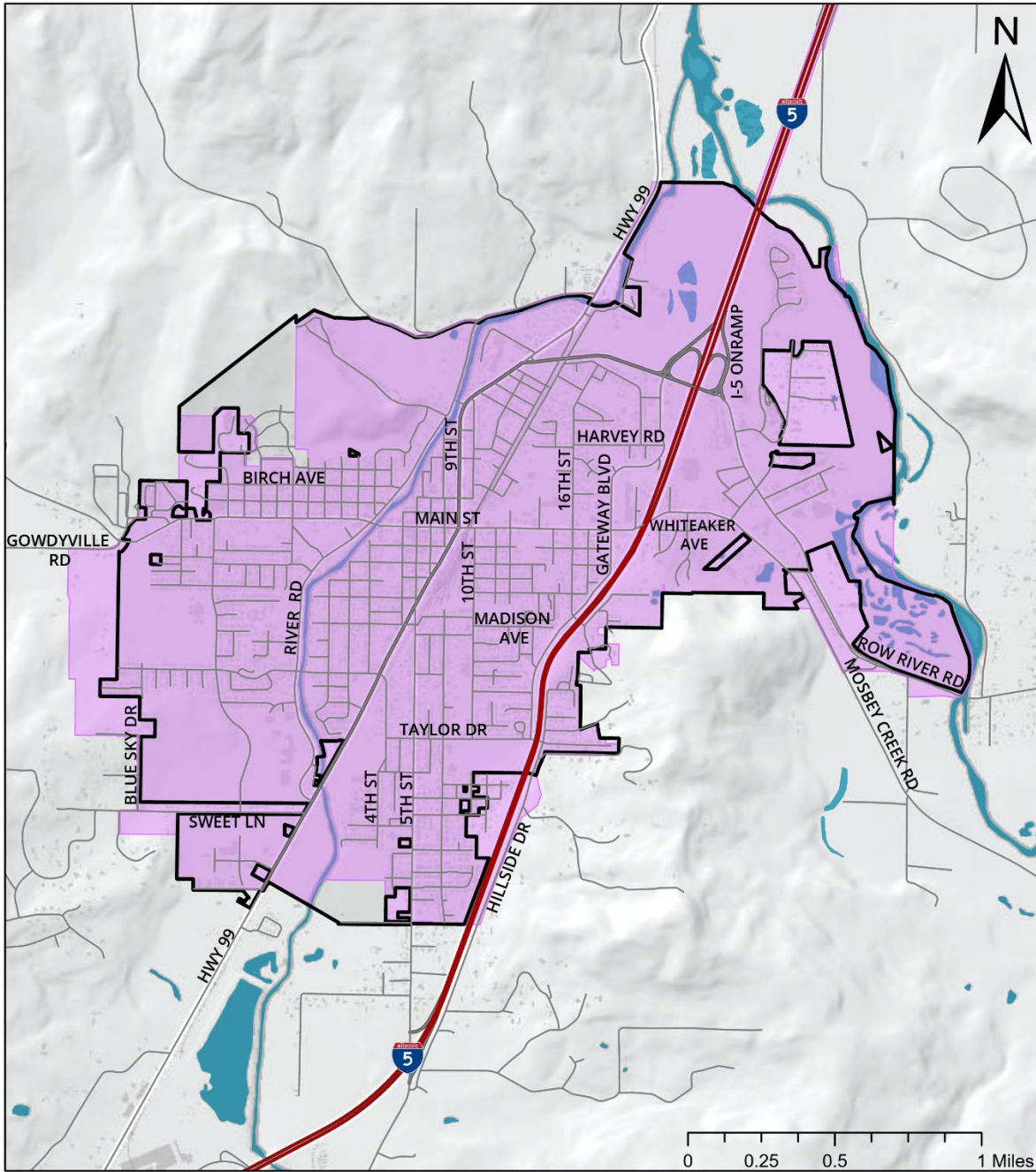
The LTD Connector is Lane Transit District's MOD pilot shuttle service within the Cottage Grove city limits operated by South Lane Wheels. The pilot started in January 2019 and continues to be evaluated for measures of success and sustained operations.

To use this service passengers must download the free Lane Transit District Connector app to schedule a pickup time. The technological requirements of the LTD Connector may present barriers to some community members; passengers without a smart phone can schedule a ride by calling the LTD Connector dispatch. The shuttle operates on the following holidays – Memorial Day, Independence Day, Labor Day, the day after Thanksgiving, and New Year's Day. There is no service on Christmas Day and Thanksgiving Day. Normal service only operates within the Cottage Grove city limits Monday through Friday.. The cost of the shuttle is \$1 per ride and other Lane Transit District fare is also accepted. Map 6 shows the Lane Transit District service area for the LTD Connector.

Figure 4-3 illustrates the LTD Connector's service area which operates solely within the Cottage Grove city limits.



FIGURE 4-3: LTD CONNECTOR SERVICE AREA: COTTAGE GROVE CITY LIMITS



**Cottage Grove Area  
Transit Development Plan  
Lane Transit District Connector  
Service Area**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

- LTD Service Area
- Cottage Grove City Limits
- Bodies of Water
- Roads
- Interstate Highways



Source: Lane Council of Governments GIS Services



## HISTORICAL SERVICES

### South Lane Wheels Route-Around-Town

The Route-Around-Town was suspended in February 2019 when the LTD Connector service was launched in Cottage Grove. Like the LTD Connector, the Route-Around-Town was a door-to-door type of service and only served passengers within the Cottage Grove city limits.

### South Lane Wheels Medicaid & Oregon Health Plan Service Provision

South Lane Wheels was a Medical/Non-Medical transportation provider contracted through RideSource. Medicaid or Oregon Health Plan (OHP) Plus clients may have transportation to medical and non-medical appointments covered. Service structure was like South Lane Wheels' Door-to-Door shuttle and rides were scheduled in advance by calling the South Lane Wheels dispatch.

To qualify, passengers had to contact the RideSource call center at (541) 682 5577 to schedule their trip. RideSource scheduled transportation for passengers with the most appropriate and lowest cost provider.

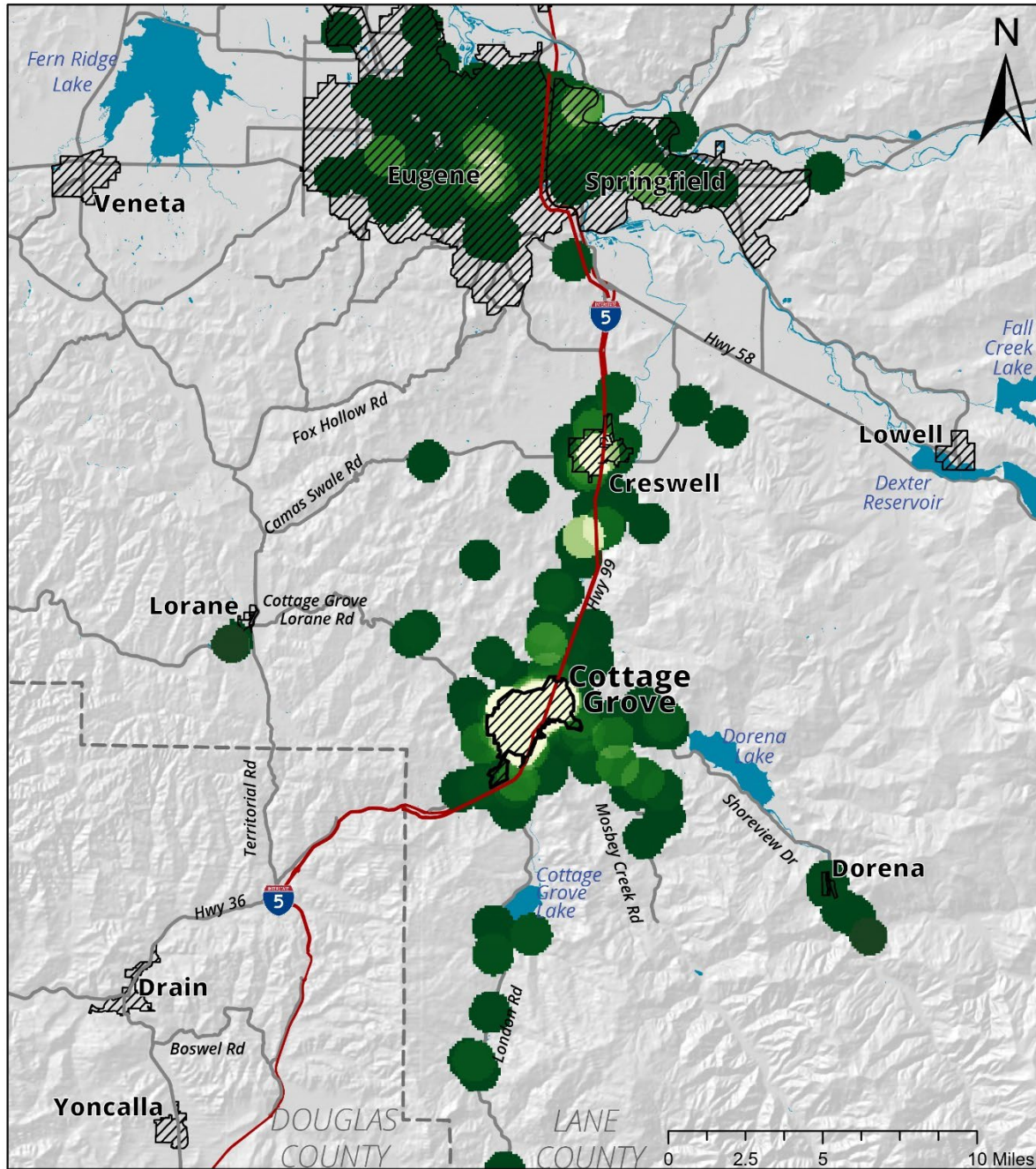
## ORIGIN AND DESTINATION LOCATIONS

Data on transit trip origins and destinations can help illuminate travel patterns and identify locations where demand for transit is highest. Figures 4-4, 4-5, 4-6, 4-7, 4-8, and 4-9 show origin and destination points for transit trips in the Cottage Grove area as heat maps, with lighter colors representing higher frequencies:

- Figures 4-4 and 4-5 depict origins and destinations, respectively, for South Lane Wheels trips in the travelshed from 2017 to 2018, before the LTD Connector pilot started. The City of Cottage Grove, the City of Creswell, and, to a lesser extent, the Eugene-Springfield Area show the highest frequency of trip origins and destinations. Trip origins and destinations are clustered along the I-5 corridor and a handful of other key transportation corridors connecting the City with other communities in the area.
- Figures 4-6 and 4-7 depict origins and destinations, respectively, for South Lane Wheels trips in the travelshed in 2019, after the LTD Connector pilot started. The City of Cottage Grove shows the highest frequency of trip origins and destinations during this time period. Trip origins and destinations are still clustered along the I-5 corridor and a handful of other key transportation corridors.
- Figures 4-8 and 4-9 depict origins and destinations, respectively, for LTD Connector trips in the Cottage Grove City limits between January 2019 and March 2020. Trips are evenly distributed throughout the City, supporting observations by City and South Lane Wheels staff that this service is popular.



FIGURE 4-4: SOUTH LANE WHEELS 2017-2018 TRIP ORIGIN LOCATIONS



**Cottage Grove Area  
Transit Development Plan  
South Lane Wheels Trip Origins 2017-18**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

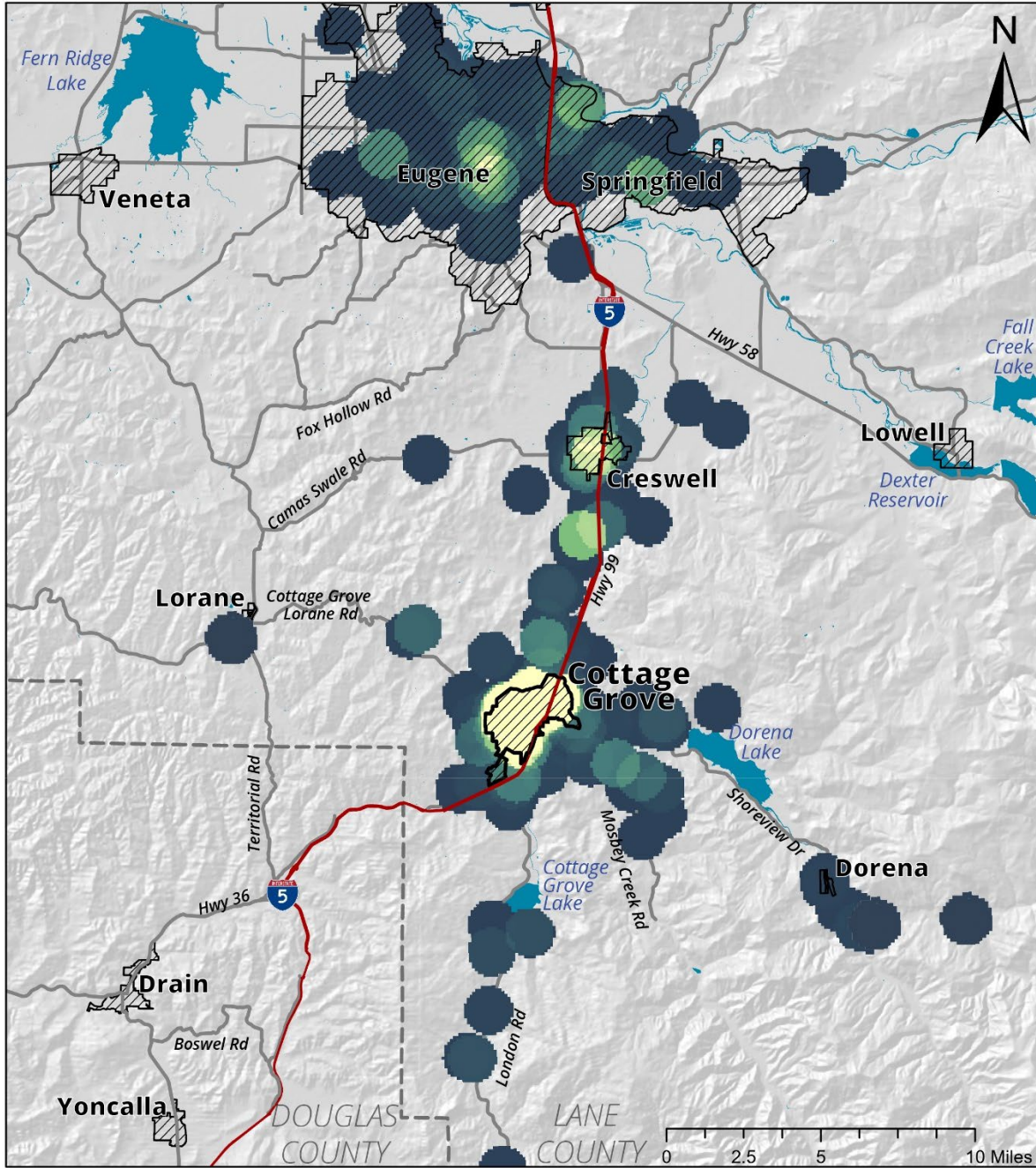
- Urban Growth Boundaries
- Unincorporated Communities
- County Boundary
- Interstate Highways
- Roads
- Trip Origin Count
- High
- Low



Source: Lane Council of Governments GIS Services



FIGURE 4-5: SOUTH LANE WHEELS 2017-2018 TRIP DESTINATION LOCATIONS



**Cottage Grove Area  
Transit Development Plan  
South Lane Wheels Trip Destinations 2017-18**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

- Urban Growth Boundaries
- Unincorporated Communities
- County Boundary
- Interstate Highways
- Roads
- Trip Destination Count
- High
- Low



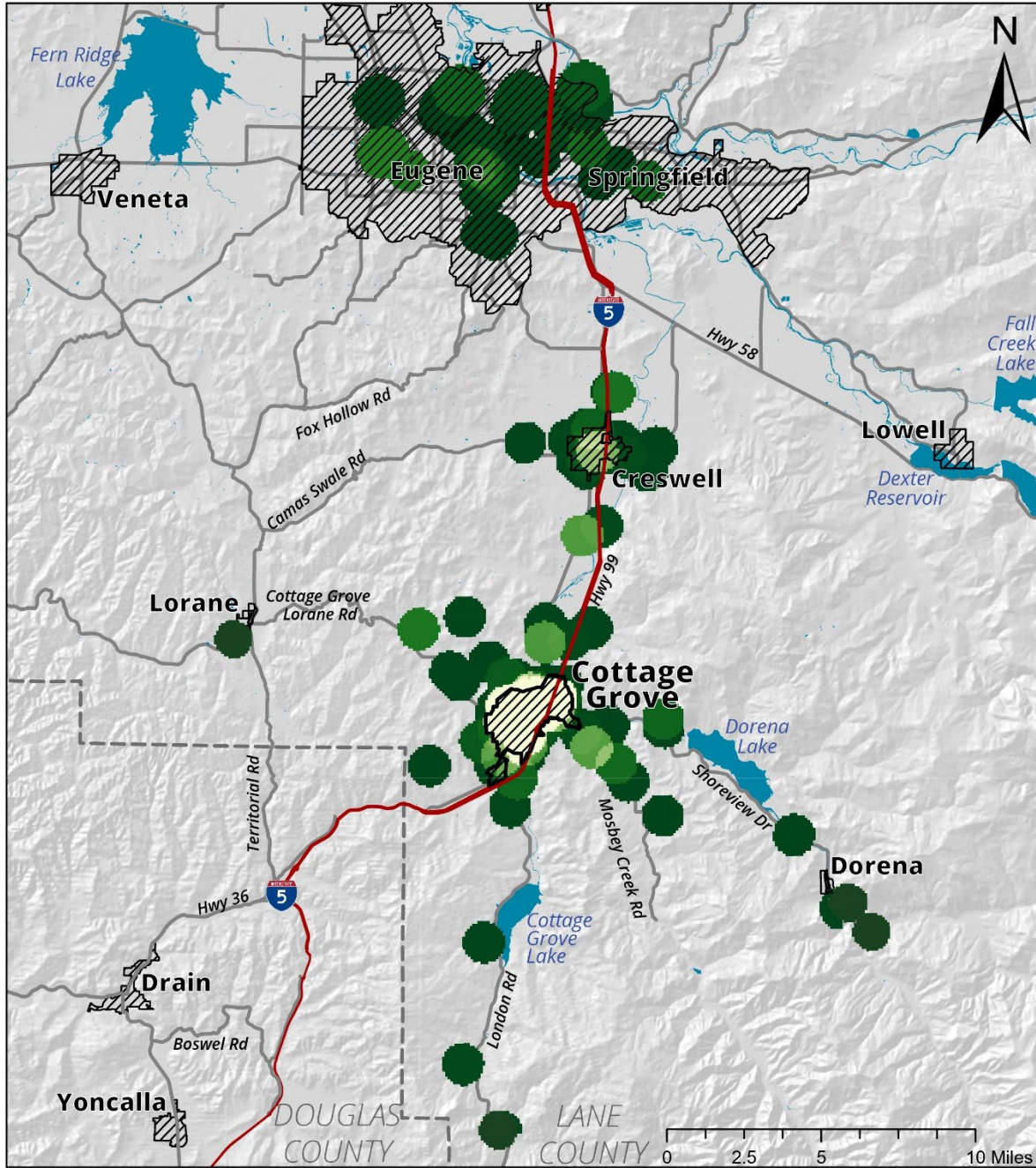
Source: Lane Council of Governments GIS Services







FIGURE 4-6: SOUTH LANE WHEELS 2019 TRIP ORIGIN LOCATIONS



**Cottage Grove Area  
Transit Development Plan  
South Lane Wheels Trip Origins 2019**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

- Urban Growth Boundaries
- Unincorporated Communities
- County Boundary
- Interstate Highways
- Roads
- High Trip Origin Count
- Low Trip Origin Count

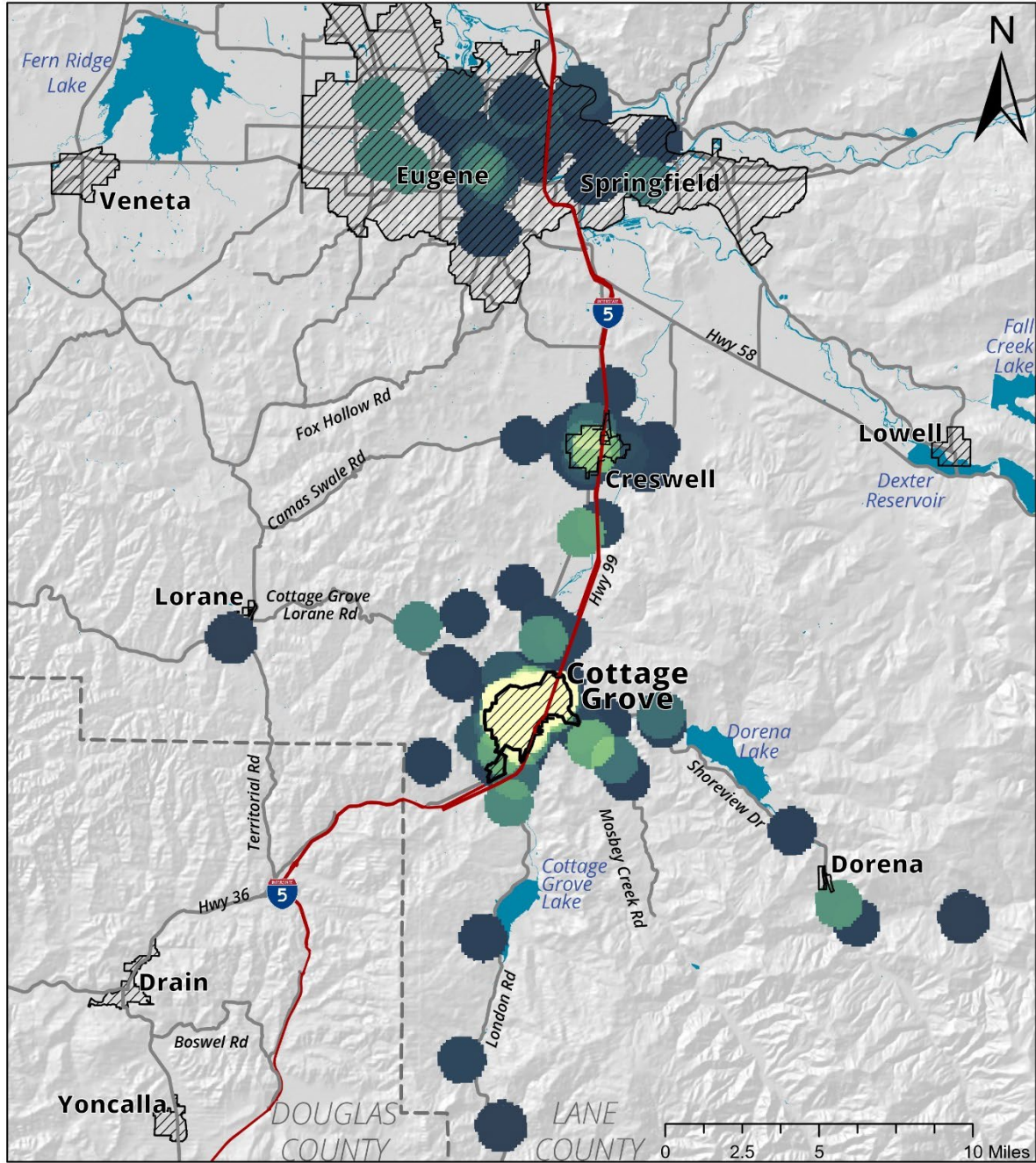


Source: Lane Council of Governments GIS Services





FIGURE 4-7: SOUTH LANE WHEELS 2019 TRIP DESTINATION LOCATIONS



**Cottage Grove Area  
Transit Development Plan  
South Lane Wheels Trip Destinations 2019**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

- Urban Growth Boundaries
- Unincorporated Communities
- County Boundary
- Interstate Highways
- Roads
- Trip Destination Count
- High
- Low

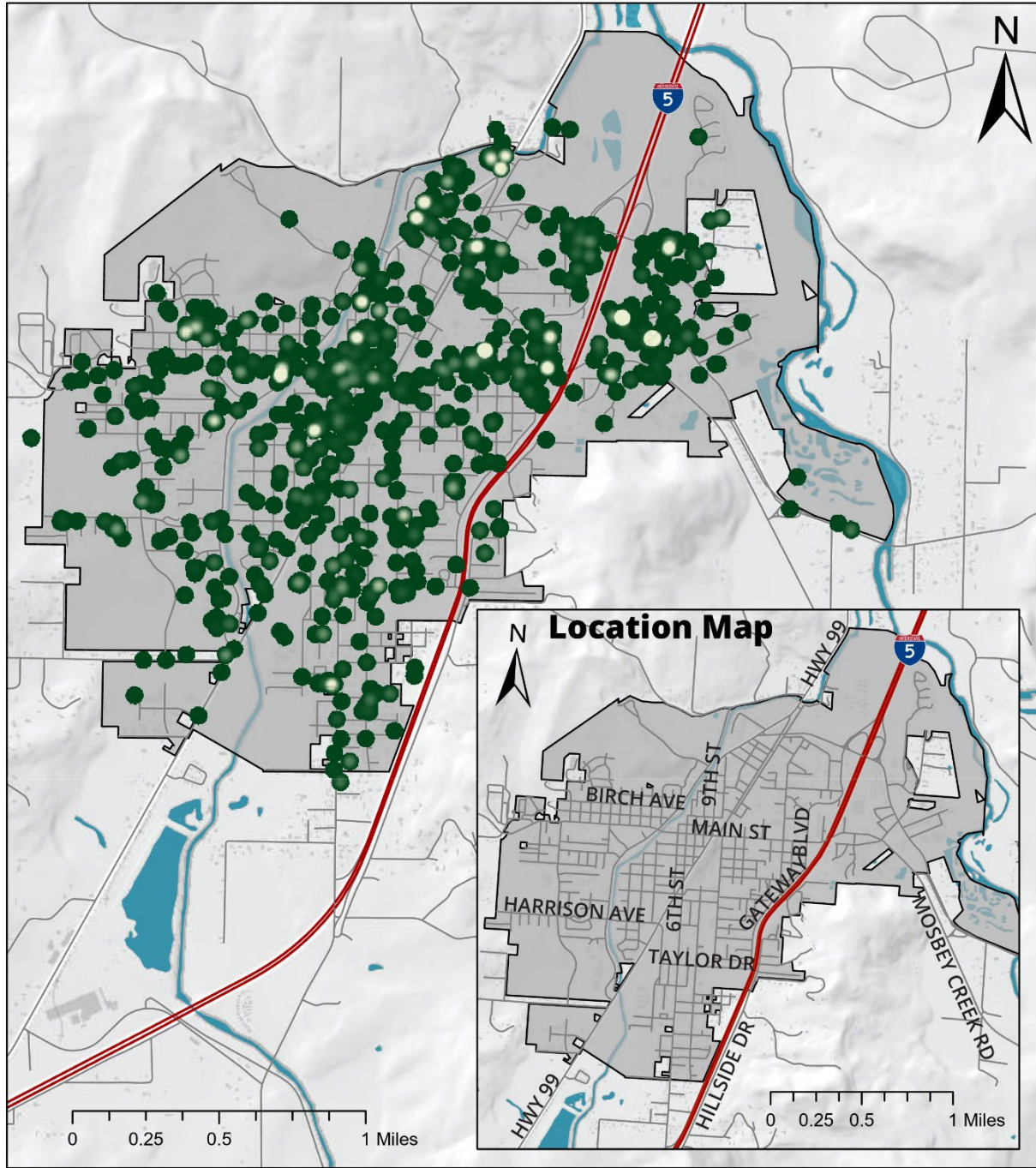


Source: Lane Council of Governments GIS Services





FIGURE 4-8: LTD CONNECTOR TRIP ORIGIN LOCATIONS JANUARY 2019 – MARCH 2020



**Cottage Grove Area  
Transit Development Plan  
Lane Transit District Mobility on Demand  
Pilot Trip Origins Jan 2019 - Mar 2020**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

- Cottage Grove City Limits
- Bodies of Water
- Interstate Highways
- Roads
- High Trip Origin Count
- Low Trip Origin Count

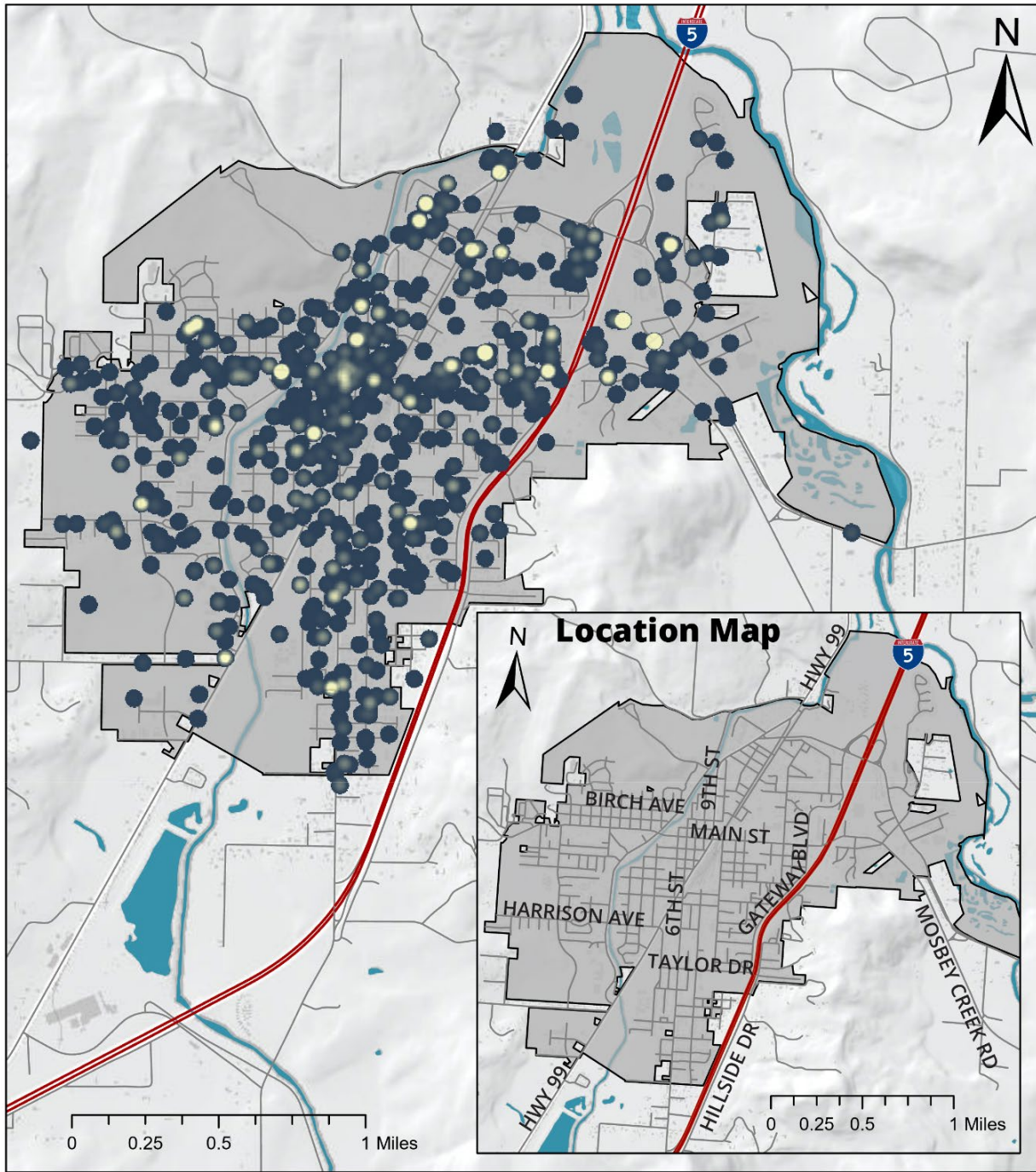




Source: Lane Council of Governments GIS Services



FIGURE 4-9: LTD CONNECTOR TRIP DESTINATION LOCATIONS JANUARY 2019 – MARCH 2020



**Cottage Grove Area  
Transit Development Plan  
Lane Transit District Mobility on Demand  
Pilot Trip Destinations Jan 2019 - Mar 2020**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

- Cottage Grove City Limits
- Bodies of Water
- Interstate Highways
- Roads
- High Trip Destination Count
- Low







Source: Lane Council of Governments GIS Services

## SOUTH LANE WHEELS FARES

Fares for South Lane Wheels services depend on the type of service and miles to destination.<sup>17</sup> Fares are collected by the drivers and no change is given. Passengers can pay by cash, a check written to South Lane Wheels, or with a South Lane Wheels ticket. Discounted ticket books can be purchased for South Lane Wheels by visiting or calling their office.

FIGURE 4-10: SOUTH LANE WHEELS DOOR-TO-DOOR FARES

One Way Trips per Person*	Rate	Book of 10 tickets
Up to 3 miles	\$3	\$25
Up to 5 miles	\$5	\$45
Up to 10 miles	\$10	Not available
Additional charge per mile over 10	\$1	

Source: South Lane Wheels

Note: One attendant rides for free if rider needs assistance.

FIGURE 4-11: SOUTH LANE WHEELS METRO SHUTTLE TO EUGENE-SPRINGFIELD METROPOLITAN AREA

Pick up location rates per person*	One Way	Round Trip
From Creswell	\$10	\$20
From Cottage Grove	\$15	\$30

Source: South Lane Wheels

Note: One attendant rides for free if rider needs assistance.

## LANE TRANSIT DISTRICT FARES

Figure 4-12 breaks down Route 98 fares.<sup>18</sup>

FIGURE 4-12: LANE TRANSIT DISTRICT ROUTE 98

	Single Ride	Day Pass	1-Month Pass	3-Month Pass
Adult	\$1.75	\$3.50	\$50	\$135
Half Fare* & Youth	\$0.85	\$1.75	\$25	\$67.50
RideSource	\$3.50	-	-	-
Students (K-12)	FREE	-	-	-
Children (5 & Under)	FREE	-	-	-
Honor Ride (65+)	FREE	-	-	-

Source: Lane Transit District

Note: Half Fare is for qualifying people with disabilities

## SCHEDULE

South Lane Wheels does not have a fixed schedule since all services are dial-a-ride. Figure 4-13 details Lane Transit District’s Route 98 schedule as of January 2021, post peak COVID-19 restrictions. Figure 4-

<sup>17</sup> Fares listed in this section reflect current fares in April 2020.

<sup>18</sup> This fare breakdown is the same for all Lane Transit District routes.



14 details Route 98’s standard schedule pre-COVID. Lane Transit District typically changes their schedule bi-annually and it is updated to their website and the Lane Transit District Rider’s Digest magazine.

FIGURE 4-13: LANE TRANSIT DISTRICT ROUTE 98 MODIFIED SCHEDULE AS OF JANUARY 2021

From: <b>Eugene Station</b> To: <b>Cottage Grove via Creswell</b>											From: <b>Cottage Grove</b> To: <b>Eugene Station via Creswell</b>				
LEAVE Eugene Station Bay N	UO Station Bay C	LCC Station Bay E	Creswell	Walmart	Village Shopping Center on Hwy 99	Taylor at 10th	R at Harrison	Main at River Road	Main at 15th	ARRIVE Walmart	LEAVE Walmart	Creswell	LCC Station Bay E	11th at Alder	ARRIVE Eugene Station
1	2	3	4	5	6	7	8	9	10	5	5	4	3	11	
<b>MONDAY-FRIDAY / LUNES A VIERNES</b>															
AM	--	--	--	--	5:28	5:33	5:38	5:42	5:45	5:49	5:49	6:01	--	6:17	6:25
	6:00	6:05	--	6:23	--	6:36	6:41	6:46	6:50	6:53	7:04	7:16	7:31	7:44	7:55
	10:00	10:05	--	10:23	--	10:36	10:42	10:48	10:53	10:56	11:07	11:09	11:21	11:38	11:51
PM	2:35	2:40	2:55	3:08	3:26	3:29	3:35	3:41	3:46	3:49	3:58	4:00	4:12	--	4:30
	5:35	5:40	5:55	6:08	6:26	6:29	6:34	6:39	6:43	6:46	6:56	6:59	7:11	--	7:27
															12:05
															7:35
<b>SATURDAY / SÁBADO</b>															
AM	8:35	8:40	--	8:58	--	9:12	9:18	9:23	9:27	9:30	9:36	9:48	10:00	--	10:17
PM	1:00	1:05	--	1:23	--	1:37	1:43	1:48	1:52	1:55	2:01	2:16	2:28	--	2:45
	5:35	5:40	--	5:58	--	6:12	6:18	6:23	6:29	6:32	6:38	6:48	7:00	--	7:17
															7:25
<b>SUNDAY / DOMINGO</b>															
AM	8:35	8:40	--	8:58	--	9:11	9:16	9:21	9:25	9:28	9:34	9:48	10:00	--	10:18
PM	5:35	5:40	--	5:58	--	6:11	6:16	6:21	6:25	6:28	6:34	6:48	7:00	--	7:18
															7:25

Source: [https://www.ltd.org/system-map/route\\_98/](https://www.ltd.org/system-map/route_98/)



FIGURE 4-14: LANE TRANSIT DISTRICT ROUTE 98 PRE-COVID SCHEDULE AS OF THE WINTER 2019 RIDER'S DIGEST

From: <b>Eugene Station</b> To: Cottage Grove via Creswell											From: <b>Cottage Grove</b> To: Eugene Station via Creswell				
LEAVE Eugene Station Bay N <b>1</b>	UO Station Bay C <b>2</b>	LCC Station Bay E <b>3</b>	Creswell <b>4</b>	Walmart <b>5</b>	Village Shopping Center on Hwy 99 <b>6</b>	Taylor at 10th <b>7</b>	R at Harrison <b>8</b>	Main at River Road <b>9</b>	Main at 15th <b>10</b>	ARRIVE Walmart <b>5</b>	LEAVE Walmart <b>5</b>	Creswell <b>4</b>	LCC Station Bay E <b>3</b>	11th at Alder <b>11</b>	ARRIVE Eugene Station
<b>MONDAY-FRIDAY / LUNES A VIERNES</b>															
AM	--	--	--	--	5:28	5:33	5:38	5:42	5:45	5:49	5:49	6:01	--	6:17	6:25
	6:00	6:05	--	6:23	--	6:36	6:41	6:46	6:50	6:53	7:04	7:04	7:16	7:31	7:44
	7:00	7:05	--	7:23	--	7:36	7:41	7:46	7:50	7:53	8:04	8:04	8:16	8:31	8:44
	10:00	10:05	--	10:23	--	10:36	10:42	10:48	10:53	10:56	11:07	11:09	11:21	11:38	11:51
PM	2:30	2:35	2:50	3:03	3:21	3:24	3:30	3:36	3:41	3:44	3:53	3:55	4:07	--	4:25
	3:30	3:35	3:50	4:03	4:21	4:24	4:30	4:36	4:41	4:44	4:53	4:55	5:07	--	5:25
	4:35	4:40	4:56	5:09	5:27	5:30	5:36	5:42	5:47	5:50	5:59	6:01	6:13	--	6:30
	5:35	5:40	5:55	6:08	6:26	6:29	6:34	6:39	6:43	6:46	6:56	6:59	7:11	--	7:27
	7:45	7:50	8:05	8:18	8:36	8:39	8:44	8:49	8:53	8:56	9:04	9:04	9:16	--	9:32
<b>SATURDAY / SÁBADO</b>															
AM	8:35	8:40	--	8:58	--	9:12	9:18	9:23	9:27	9:30	9:36	9:48	10:00	--	10:17
PM	1:00	1:05	--	1:23	--	1:37	1:43	1:48	1:52	1:55	2:01	2:16	2:28	--	2:45
	5:35	5:40	--	5:58	--	6:12	6:18	6:23	6:29	6:32	6:38	6:48	7:00	--	7:17
<b>SUNDAY / DOMINGO</b>															
AM	8:35	8:40	--	8:58	--	9:11	9:16	9:21	9:25	9:28	9:34	9:48	10:00	--	10:18
PM	5:35	5:40	--	5:58	--	6:11	6:16	6:21	6:25	6:28	6:34	6:48	7:00	--	7:18

Source: [LTD Winter 2020 Rider's Digest](#)

## SYSTEM PERFORMANCE AND RIDERSHIP

This section details ridership for South Lane Wheels, LTD Connector, and Lane Transit District Route 98. Figure 4-15 details South Lane Wheels ridership by type of service from its earliest data to its most recent ridership data. Figure 4-16 shows LTD Connector ridership prior to the pilot's suspension due to COVID-19. Figure 4-17 shows Lane Transit District Route 98 ridership.



FIGURE 4-15: SOUTH LANE WHEELS RIDERSHIP DATA BY YEAR – 2010 TO 2020

	FY10-11	FY11-12	FY12-13	FY13-14	FY14-15	FY15-16	FY16-17	FY17-18	FY19-20	FY19-20	% Change
<b>Disabled</b>	2,583	3,415	3,323	3,051	2,862	2,398	3,388	2,965	2,699	1,998	-23%
<b>Seniors</b>	4,331	4,224	3,645	3,088	2,032	1,489	1,445	1,455	1,436	867	-80%
<b>General Public</b>	2,453	2,272	2,526	2,838	2,826	1,674	1,754	1,789	1,935	1,536	-37%
<b>Route-Around-Town*</b>	7,060	4,767	5,182	4,405	5,565	5,191	4,605	3,771	1,708*	-	-76%
<b>LTD Connector</b>	-	-	-	-	-	-	-	-	6,596**	15,460	+134%
<b>Demand-Response</b>	-	-	-	4,646	4,036	3,345	3,674	3,320	3,538	3,821	-18%
<b>Brokerage Medicaid ***</b>	-	-	-	3,980	3,666	2,584	3,805	2,851	2,338	320	-92%

Source: South Lane Wheels Ridership Data

\*Note: Route-Around-Town was suspended in February of FY 2018-19

\*\*Note: LTD Connector started January of FY2018-19

\*\*\*Note: Brokerage Medicaid stopped before the LTD Connector started.

FIGURE 4-15: LTD CONNECTOR RIDERSHIP

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
<b>2019</b>	364	793	1,158	1,570	1,553	1,468	1,693	1,950	1,825	2,219	1,946	1,984	18,523
<b>2020</b>	2,335	1,640	823	-	-	-	-	282	504	548	552	601	7,285
<b>2021</b>	518	487	555	-	-	-	-	-	-	-	-	-	-

Source: Lane Transit District

\*This route was suspended in March 2020 due to COVID-19 and resumed service in August 2020.

FIGURE 4-16: LANE TRANSIT DISTRICT ROUTE 98 RIDERSHIP BY YEAR

Year	Passengers	% Change
<b>2015</b>	110,687	-
<b>2016</b>	99,141	-10%
<b>2017</b>	91,560	-8%
<b>2018</b>	91,249	0%
<b>2019</b>	78,429	-14%
<b>2015-2019</b>	<b>471,066</b>	<b>-29%</b>

Source: Lane Transit District

## REGIONAL CONNECTIONS

Both Lane Transit District's Route 98 and South Lane Wheels services connect passengers to public transportation options north of the Cottage Grove area. Additionally, South Lane Wheels provides a transit service to connect passengers south to Douglas County. The following public transportation agencies provide regional connections within the Cottage Grove area:

- South Lane Wheels
- Lane Transit District
- Amtrak
- Umpqua Transit
- Link Lane

### South Lane Wheels

South Lane Wheels operates both the Metro Shuttle and the Lane-Douglas Connector.

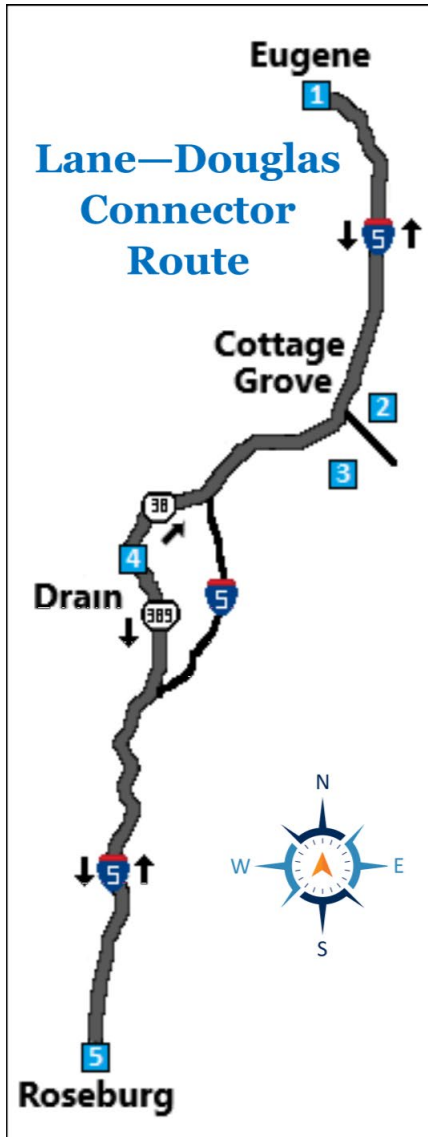
The Metro Shuttle is a door-to-door service that connects passengers from Cottage Grove to Creswell and the Eugene-Springfield metropolitan area. Trips are scheduled in advance and service is operated Monday through Friday. Fares for the service depend on the distance traveled.

In January 2021, South Lane Wheels in partnership with Umpqua Transit District launched the Lane-Douglas Connector (LDC). The LDC is a pilot project funded by the Rural Veterans Healthcare Transportation grant. The LDC routes makes two round trips on Tuesdays and Thursdays between the Eugene Veterans Affairs (VA) Clinic and the Roseburg VA Medical Center. Figure 4-17 illustrates the LDC's route. The numbers in Figure 4-17 correspond to the following stops:

1. VA Clinic in Eugene
2. PeaceHealth in Cottage Grove
3. Walmart in Cottage Grove
4. Ray's Food in Drain
5. VA Medical Center in Roseburg

Service for Veterans is free with a valid ID and service is also free for the general public during the route's introductory period.

FIGURE 4-17: LANE-DOUGLAS CONNECTOR ROUTE



Source: [South Lane Wheels](#)

#### Lane Transit District

Lane Transit District operates transit services in the Eugene-Springfield metropolitan area, Creswell, Cottage Grove, Junction City, Veneta, Oakridge, Florence, and along the McKenzie River to the McKenzie Ranger station. Lane Transit District operates fixed-route services, including one Bus Rapid Transit (BRT), two Mobility on Demand pilots, and RideSource.

Service generally runs weekdays 6:00 AM to 12:30 AM, Saturdays 7:00 AM to 11:30 PM, and Sundays 8:00 AM to 9:30 PM. A break down for Lane Transit District fares can be found in Figure 4-18. Information about Lane Transit District routes and other general information can be found at <https://LTD.org>.

FIGURE 4-18: LANE TRANSIT DISTRICT FARES

	Single Ride	Day Pass	1-Month Pass	3-Month Pass
<b>Adult</b>	\$1.75	\$3.50	\$50	\$135
<b>Half Fare* &amp; Youth</b>	\$0.85	\$1.75	\$25	\$67.50
<b>RideSource</b>	\$3.50	-	-	-
<b>Students (K-12)</b>	FREE	-	-	-
<b>Children (5 &amp; Under)</b>	FREE	-	-	-
<b>Honor Ride (65+)</b>	FREE	-	-	-

Source: Lane Transit District

### Amtrak

Amtrak is in downtown Eugene and has two daily round trips between Eugene and Portland. This specific Amtrak service is branded as Amtrak Cascades and can take riders north from Eugene to Vancouver, British Columbia. Figure 4-19 highlights the stops along this route.

Riders can reserve trips in advance online or by calling Amtrak customer service. Fares depend on distance travelled.

FIGURE 4-19: AMTRAK CASCADES STOP LOCATIONS



Source: Amtrak Cascades

### Umpqua Transit

Umpqua Transit is a public transportation service operated by Umpqua Public Transportation District. This transit service is in Douglas County and serves the greater Roseburg area, Winston, Sutherlin, Myrtle Creek, and Canyonville.

Umpqua Transit operates seven fixed routes and UTrans Direct ParaTransit program for people with disabilities. The cost of a regular one-way ticket is \$2, reduced fare is \$1, day pass is \$5, and the service is free for those 17 and under.

In January 2021, Umpqua Transit District in partnership with South Lane Wheels launched the Lane-Douglas Connector. Please see the South Lane Wheels section above for more details about this service.

### Link Lane

Link Lane is a fixed-route bus service provided by the Lane Council of Governments (LCOG) in partnership with the Confederated Tribes of Coos and Lower Umpqua and Siuslaw Indians. Link Lane operates two intercity routes: the Eugene-Florence Connector and the Florence-Yachats Connector.

The Eugene-Florence bus operates seven days per week with two routes per day. The Florence-Yachats Connector runs four routes Monday through Saturday. For the Eugene-Florence Connector, the cost of a one-way ticket is \$5 and \$1 for trips made between Florence and Mapleton. For the Florence-Yachats Connector, the cost of a one-way trip is \$2.50 or \$5 for two tickets for all day service.

## PEER COMPARISON

The intent of this peer analysis is to provide some comparison between transit services in Cottage Grove and a select number of peer transit providers operating in similar conditions. It provides an opportunity to gain an understanding for what might be possible for Cottage Grove and South Lane Wheels in the future based on what peer agencies have achieved with similar resources or in similar operating environments. Through peer analysis, Cottage Grove and South Lane Wheels can also measure their area's transit service against peers on common performance measures. All transit providers receiving federal funds are required to report a range of data to the National Transit Database (NTD), which are available in the form of compiled reports on the FTA's website.<sup>19</sup>

Six Oregon transit providers provided the best opportunity for comparison: City of Canby, City of Lebanon, City of Sandy, City of Woodburn, Josephine County, and the South Clackamas Transportation District. These six providers operate primarily in rural or small urban areas, provide a similar level of service through demand response and fixed routes, and have operating budgets below \$2 million; they also represent a cross-section of provider types—city, county, and district. While Cottage Grove is within Lane Transit District service boundary, this peer analysis focuses on South Lane Wheels (South Lane

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<sup>19</sup> The National Transit Database uses standardized definitions for performance measures. However, there can still be inconsistencies in the way that transit providers report on performance measures.



Wheels) as Cottage Grove’s contracted transit provider and flow-through recipient of Federal Transit Administration (FTA) funds. For a full peer comparison, see Appendix B: Peer Analysis.

Figure 4-20 gives an overview of the services provided by South Lane Wheels and its peers. South Lane Wheels operates eight vehicles in maximum service that have a total seating capacity of 76. In 2018, South Lane Wheels reported serving 11,065 annual unlinked passenger trips over 95,684 vehicle revenue miles with total operating expenses of \$384,165.

FIGURE 4-20: PEER PROVIDER SERVICE OVERVIEW

Provider	Vehicles Operated in Maximum Service	Total Revenue Vehicles	Seating Capacity	Annual Vehicle Revenue Miles	Annual Vehicle Revenue Hours	Annual Unlinked Passenger Trips	Total Operating Expenses
South Lane Wheels	8	9	76	95,684	7,898	11,065	\$384,165
City of Canby	8	13	184	223,766	14,400	75,038	\$1,679,387
City of Lebanon	5	5	65	44,085	4,812	20,272	\$312,893
City of Sandy	7	10	215	347,042	16,238	129,776	\$1,342,311
City of Woodburn	11	11	167	120,513	8,690	35,672	\$602,833
Josephine County	14	17	192	458,730	24,098	222,849	\$1,646,552
South Clackamas Transportation District	4	6	116	263,135	11,579	90,996	\$704,934

Source: National Transit Database 2018 Agency Profiles

Figure 4-21 breaks down operating funds by funding type. In 2018, approximately 87% of South Lane Wheels’ funds came from federal sources (\$390,901 of \$446,514 total). It is worth noting that Cottage Grove is within Lane Transit District’s boundary. Employers within the Lane Transit District boundary pay a transit district payroll tax on wages of employees. The 2020 tax rate is 0.75%, and the rate is scheduled to increase each year by 0.01%.<sup>20</sup> Revenue generated through this tax supports Lane Transit District’s operating budget and flows back into Cottage Grove via Lane Transit District’s Route 98 bus service and partnership with South Lane Wheels. This funding source is not reflected in Table 3 as it is not part of South Lane Wheels’ operating funds, but it does contribute to transit availability in the Cottage Grove area.

<sup>20</sup> Lane Transit District, “Payroll & Self-Employment Tax Information,” <https://www.ltd.org/payroll-self-employment-tax-information/>

FIGURE 4-21: OPERATING FUNDS BY FUNDING TYPE

Provider	Fares	Other Directly Generated	Taxes & Fees Levied by Agency	Local	State	Federal	Total
South Lane Wheels	\$25,457	\$20,327	\$0	\$9,829	\$0	\$390,901	\$446,514
City of Canby	\$59,901	\$45	\$0	\$1,081,053	\$122,750	\$506,861	\$1,770,610
City of Lebanon	\$13,958	\$44,338	\$0	\$66,782	\$76,484	\$85,559	\$287,121
City of Sandy	\$98,994	\$0	\$0	\$297,063	\$126,437	\$591,329	\$1,113,823
City of Woodburn	\$38,226	\$67,541	\$0	\$116,000	\$151,875	\$278,707	\$652,349
Josephine County	\$122,260	\$367,432	\$0	\$73,356	\$296,191	\$867,000	\$1,726,239
South Clackamas Transportation District	\$38,527	\$0	\$0	\$383,714	\$146,784	\$260,582	\$829,607

Source: National Transit Database 2018 Funding Sources Table

Figure 4-22 provides a peer comparison of the demand response services provided by the peer group. In 2018, seven of South Lane Wheels’ eight vehicles operating in maximum service were used for demand response services. South Lane Wheels’ door-to-door services accounted for 66% of its total unlinked passenger trips, 89% of its total vehicle revenue miles, and 83% of its total operating expenses. South Lane Wheels served 1.1 passengers per hour at a cost of \$43.96 per passenger.

FIGURE 4-22: DEMAND RESPONSE PEER COMPARISON

Provider	Number Vehicles	Passengers per Hour	Cost per Passenger	Unlinked Passenger Trips	Vehicle Revenue Hours	Vehicle Revenue Miles	Total Operating Expenses
South Lane Wheels	7	1.1	\$43.96	7,294	6,592	84,894	\$320,663
City of Canby	5	2.8	\$40.96	17,146	6,033	66,623	\$702,261
City of Lebanon	4	4.3	\$14.70	19,687	4,562	41,544	\$289,449
City of Sandy	3	2.7	\$26.74	14,626	5,341	85,547	\$391,036
City of Woodburn	8	2.6	\$16.25	14,841	5,642	75,490	\$241,133
Josephine County	5	2.8	\$32.29	16,339	5,891	85,064	\$527,538
South Clackamas Transportation District	0	N/A	N/A	N/A	N/A	N/A	N/A

Source: National Transit Database 2018 Metrics Table

Figure 4-23 provides a peer comparison of fixed route bus services provided by the peer group. South Lane Wheels suspended its Route-Around-Town service starting in January 2019 in response to Lane Transit District’s MOD pilot, the LTD Connector. The comparison from 2018 data remains of value given that South Lane Wheels will consider reinstating its fixed route service depending on the outcome of the pilot.

FIGURE 4-23: FIXED ROUTE BUS PEER COMPARISON

Provider	Number Vehicles	Passengers per Hour	Cost per Passenger	Unlinked Passenger Trips	Vehicle Revenue Hours	Vehicle Revenue Miles	Total Operating Expenses
South Lane Wheels	1	2.9	\$16.84	3,771	1,306	10,790	\$63,502
City of Canby	3	6.9	\$16.88	57,892	8,367	157,143	\$977,126
City of Lebanon	1	2.3	\$40.08	585	250	2,541	\$23,444
City of Sandy	1	5.7	\$12.43	4,320	756	11,222	\$53,692
City of Woodburn	3	6.8	\$17.36	20,831	3,048	45,023	\$361,700
Josephine County	4	14.6	\$3.60	173,606	11,907	176,476	\$624,931
South Clackamas Transportation District	1	9.4	\$6.95	23,968	2,547	17,104	\$166,560

Source: National Transit Database 2018 Metrics Table

Figure 4-24 provides a comparison of commuter bus services provided by the peer group. South Lane Wheels does not provide traditional commuter bus services; its Metro Shuttle operates as a demand response commuter option connecting Cottage Grove and Creswell to the Eugene-Springfield Metro area. In this peer group, only three transit agencies provide commuter bus service. The City of Canby and South Clackamas Transportation District both serve areas in proximity to the Portland Metro area, a much larger population and employment center. Josephine County, however, serves a predominantly rural population with smaller population centers.

FIGURE 4-24: COMMUTER BUS PEER COMPARISON

Provider	Number Vehicles	Passengers per Hour	Cost per Passenger	Unlinked Passenger Trips	Vehicle Revenue Hours	Vehicle Revenue Miles	Total Operating Expenses
South Lane Wheels	0	N/A	N/A	N/A	N/A	N/A	N/A
City of Canby	0	N/A	N/A	N/A	N/A	N/A	N/A
City of Lebanon	0	N/A	N/A	N/A	N/A	N/A	N/A
City of Sandy	3	10.9	\$8.10	110,830	10,141	250,273	\$897,583
City of Woodburn	0	N/A	N/A	N/A	N/A	N/A	N/A
Josephine County	5	5.2	\$15.02	32,904	6,300	197,190	\$494,083
South Clackamas Transportation District	3	7.4	\$8.03	67,028	9,032	246,031	\$538,374

Source: National Transit Database 2018 Metrics Table



## 5. COMMUNITY ENGAGEMENT

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This chapter discusses the public participation strategies implemented as part of the TDP process. For a full description of outreach methods and outcomes, see Appendix D: Public Participation Report.

Public participation is critical to the development of this TDP. The purpose of a TDP is to help plan for a public transportation system that serves the Cottage Grove area and meets community needs. The Cottage Grove Area TDP should reflect the transit-related vision, goals, priorities, and values of Cottage Grove area community members and stakeholders.

Due to COVID-19 and the associated stay-at-home orders, many outreach activities were not possible as originally planned and were either reformatted in scale or reimagined for a remote setting. Despite these challenges, a robust effort was made to engage Cottage Grove area residents in the TDP process.

## STAKEHOLDER ADVISORY COMMITTEE

A stakeholder advisory committee was established to help guide the TDP process. The Cottage Grove Area TDP Stakeholder Advisory Committee (AC) is made up of local stakeholders, including representatives from other local transit providers, nonprofit organizations, the Cities of Cottage Grove and Creswell, and Lane County. The role of the AC was to provide community insight as well as technical and policy advice according to member expertise throughout the TDP process. The AC met a total of four times throughout the process. Table 1 highlights the members of the Project Management Team (PMT) and the project's AC.

## COMMUNITY OUTREACH

A combination of outreach methods were used including a community survey, presentations and radio, printed materials, and a project website. For a full description of outreach methods and results, see Appendix D: Public Participation Report.

### Community Survey

The Community Survey's goal was to gather information about the community's travel needs and perceptions of public transportation. This was a 15-question survey that was deployed from July 2020 through the end of September 2020. The survey was available in both English and Spanish online and as a paper copy. The online survey was created through the platform SurveyMonkey and the link to the survey were distributed on the project's website, social media channels, and shared via email. Paper copies of the survey were available at the City of Cottage Grove City Hall, on South Lane Wheel buses, and through local nonprofit organizations. Respondents that completed the survey had the option to leave their contact information to win a \$50 Bi-Mart gift certificate. A total of 196 responses were collected: 175 online and 21 paper surveys.

### Presentations and Radio

To further gather community feedback and promote the project's Community Survey, the TDP PMT presented to various local groups.

On August 27, 2020, members of the PMT presented to Be Your Best, a coalition of community partners in Cottage Grove that engages with marginalized and disenfranchised community members to improve family and community health. The presentation was over Zoom and included over 20 members from various organizations. Be Your Best coalition members provided the PMT with additional outreach recommendations and opportunities. The PowerPoint presentation is included in Appendix D.

On August 31, 2020, members of the PMT went on the Beeper Call-In Talk Show, a live a radio show covering a wide range of social and political topics. The hour-long show was dedicated to discussion about the Cottage Grove Area TDP and included calls from interested community members. Over 580 people viewed the Facebook Live post for the broadcast; metrics are not available for the number of people that listened to the show over the radio.

## Printed Outreach

In August and September 2020, Cottage Grove residents received information about the Cottage Grove Area TDP in their monthly water bill, which directed them to the project website and online survey. In addition, a local newspaper, The Chronicle, featured a brief article about the project. These items can be found in Appendix D.

## Project Website

The Cottage Grove Area TDP website includes information about the project and resources as well as interactive widgets that encourage community members to leave comments and feedback about public transportation. The website also included a link to the online Community Survey. The website is live and updates as the project progresses. The next website includes the community survey results, finalized projects documents, and also includes information about the different types of funding. Detailed screenshots of the website can be found in Appendix D.

## University of Oregon Sustainable City Year Program Report: Current and Future Mobility Needs Assessment for Cottage Grove and Creswell

This report was conducted by the University of Oregon Sustainable City Year Program (SCYP), a university-community partnership program that matches the resources of the University with one Oregon community each year to help advance that community's sustainability goals. This purpose of this project was to analyze the current and future transportation needs of Cottage Grove and Creswell through professional insight and community input.



## 6. COTTAGE GROVE AREA TRANSIT VISION

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This chapter provides the Cottage Grove Area TDP's vision, values, goals, and objectives.

## VISION AND VALUES STATEMENTS

The Cottage Grove Area TDP reflects the community’s vision for the future of public transportation in the Cottage Grove area. It is also consistent with the community’s values about public transportation, which provides guidance toward achieving the vision. For the purpose of this project, the following definitions apply:

The TDP **Vision Statement** expresses the Cottage Grove area’s transit purpose and mission. The vision is directly informed by the community, the City of Cottage Grove, and South Lane Wheels.

The TDP **Values Statement** reflects the public transportation priorities, principles, and standards that are important to the community. It is intended to reflect the community’s values and provides a framework that guides goal setting and helps identify, develop, and prioritize TDP projects, strategies, and improvements.

### Vision Statement

*The Cottage Grove area has a regional transit system offering equitable, safe, resilient, and reliable local and regional connections.*

### Values Statement

*We value a public transportation system that connects people to each other and to their destinations safely and dependably, provides a vital service that is affordable and accessible, is inclusive and equitable, meets the needs of the area’s most vulnerable populations, expands opportunity for everyone in the area, and fosters respect and dignity in the Cottage Grove community and beyond.*

## GOALS AND OBJECTIVES

The Cottage Grove Area TDP supports a range of community and regional goals. It establishes a goal-based framework to develop projects and strategies that address identified needs and support the community’s values. For the purpose of this project, goals and objectives are defined as follows:

**Goals** are guiding statements that set local priorities for TDP implementation by describing the desired result. Goals establish the overall policy direction and organizational philosophy. They are typically value statements.

**Objectives** offer a means to meeting a goal. They are typically action-oriented strategy statements and should be understandable, specific, attainable, and measurable. Objectives can be met through a variety of actions.



## Goals

The following eight TDP goals guided the development of the TDP, including the identification, evaluation, and prioritization of public transportation projects and strategies. Each goal is supported by one or more objective (see Cottage Grove Area TDP Draft Objectives sub-section below).

### **1-SAFETY**

*The public transportation system is safe for all users.*

### **2-CONVENIENCE**

*Public transportation is a convenient option for traveling in and beyond the Cottage Grove area.*

### **3-RELIABILITY**

*Public transportation provides people with a reliable way to get where they need to go when they need to be there.*

### **4-ACCESSIBILITY**

*Public transportation connects people with their destinations and improves access to Cottage Grove and the surrounding area.*

### **5-ENVIRONMENTAL SUSTAINABILITY**

*Public transportation provides an environmentally responsible transportation option.*

### **6-EQUITY**

*Public transportation reduces transportation barriers and expands opportunity for everyone in the Cottage Grove area.*

### **7-FINANCIAL STABILITY**

*Public transportation is financially stable through responsible stewardship of financial resources.*

### **8-SYSTEM RESILIENCE**

*The public transportation system is resilient and helps the Cottage Grove area anticipate, prepare for, and adapt to natural and non-natural hazards.*

## Objectives

The following 12 TDP objectives were developed to further support and add definition to the TDP vision and goals. Each objective directly supports one or more specific TDP goal, as indicated in Figure 6-1.

FIGURE 6-1: TDP OBJECTIVES

Cottage Grove Area TDP Objective	Related Cottage Grove Area TDP Goals
1. <b>Regional Coordination</b> – Collaborate with regional partners to ensure regional coverage, leverage resources, and support emergency operations.	2-Convenience 4-Accessibility 6-Equity 7-Financial Stability 8-System Resilience
2. <b>Safety &amp; Access</b> – Provide safe access and minimize barriers to transit for Cottage Grove area residents.	1-Safety 4-Accessibility 6-Equity
3. <b>Transportation Options</b> – Increase the use of transportation options by making transit attractive and encouraging safe, multimodal connections to transit.	1-Safety 2-Convenience 4-Accessibility 5-Environmental Sustainability 8-System Resilience
4. <b>Outreach &amp; Education</b> – Educate potential and existing users about the services available and how to use them; provide educational and marketing materials in multiple languages.	2-Convenience 6-Equity
5. <b>Equity</b> – Distribute the benefits and impacts of services fairly and address the transportation needs and safety of all users, including the young, older adults, people with disabilities, people with limited English proficiency, and people of all races, ethnicities, and income levels.	2-Convenience 3-Reliability 4-Accessibility 6-Equity 8-System Resilience
6. <b>Capital Needs</b> – Evaluate capital needs in order to manage the fleet, improve service efficiency and reliability, and provide high-quality transit facilities that support customer comfort, safety, and convenience.	1-Safety 3-Reliability 7-Financial Stability 8-System Resilience
7. <b>Convenience</b> – Provide efficient service that meets the needs of the community and improves access to key destinations with convenient hours and days of service.	2-Convenience 4-Accessibility 6-Equity
8. <b>Sustainable Funding</b> – Pursue sustainable funding sources to support high quality transit service in the long term and create a self-sustaining public transportation system in the Cottage Grove area.	2-Convenience 3-Reliability 7-Financial Stability 8-System Resilience

Cottage Grove Area TDP Objective	Related Cottage Grove Area TDP Goals
<p>9. <b>Coordinated Improvements</b> – Coordinate improvements to the coverage, reliability, and frequency of services that are responsive to community needs using data-driven and customer-focused methods.</p>	<p>2-Convenience 3-Reliability 4-Accessibility 8-System Resilience</p>
<p>10. <b>Environmental Sustainability</b> – Provide environmentally sustainable transportation options that are a convenient alternative to driving, increase the use of public transportation in the Cottage Grove area, and explore opportunities to utilize cleaner energy.</p>	<p>2-Convenience 5-Environmental Sustainability 8-System Resilience</p>
<p>11. <b>Reduce Vulnerability</b> – Reduce the public transportation system’s vulnerability to economic fluctuations, natural disasters, climate change, and hazardous incidents, and provide resources to community members during such events.</p>	<p>1-Safety 3-Reliability 7-Financial Stability 8-System Resilience</p>
<p>12. <b>Community &amp; Economic Development</b> – Develop a multimodal public transportation network that enhances opportunities for people in the Cottage Grove area, promotes tourism, and contributes to sustainable community and economic development.</p>	<p>2-Convenience 3-Reliability 4-Accessibility 6-Equity 7-Financial Stability 8-System Resilience</p>



## 7. NEEDS ASSESSMENT

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This chapter presents the gaps, issues, and needs articulated from three primary sources:

1. The Cottage Grove area community and stakeholders,
2. The Draft TDP Goals and Objectives, and
3. Analysis of the Cottage Grove area's existing and future transportation, population, and land use conditions.

The following sections present an assessment and summary of needs identified through public engagement, TDP goals and objectives, and analysis of existing and future conditions. In some cases, needs from each source were articulated as an experienced or analyzed gap or issue with the current transit system and are presented as such. Chapters 2 through 6 provide the foundation for this assessment and may be referenced for additional detail on each source.

## STAKEHOLDER AND PUBLIC IDENTIFIED ISSUES AND GAPS

The Project Management Team, Advisory Committee, current riders, community members, and other stakeholders weighed in on transit related needs through a variety of outreach methods. Due to COVID-19 and the associated stay-at-home orders, many outreach activities were not possible as originally planned and were either reformatted in scale or reimagined for a remote setting. Despite these challenges, a robust effort was made to engage Cottage Grove area residents in the TDP process. This section summarizes the key issues and gaps identified through the community outreach process. For a full description of outreach methods and results, see the Appendix D: Public Participation Report.

**Public and stakeholders** identified the following transit-related needs, issues, and gaps:

- Connections between Cottage Grove, Creswell, and the Eugene-Springfield metropolitan area are not convenient for work, recreation, seeing family/friends, and medical services
- There is not enough service to areas outside of the Cottage Grove City limits – e.g. Row River, Shoreview Drive, Disston, Culp Creek, Curtain, London, Dorena, Culp Creek, the lakes, the Eugene Airport, and southern Lane County’s recreational destinations
- There are gaps in services for students of all ages; high school and middle school students do not have reliable access to transportation for after school events and college students do not have reliable service for evening classes
- Better access to community service agencies, downtown Cottage Grove, and the shopping center off Gateway are needed
- Additional service in the morning, later at night and during weekends is needed to better serve local businesses, particularly restaurants and community events
- It takes too long to travel between Cottage Grove, Creswell, and the Eugene-Springfield metropolitan area; the timing is particularly challenging for commuters
- Service cuts to Lane Transit District’s Route 98 have led to longer trip times; the cuts have also made riders go to appointments earlier than necessary and come back later in the day

- The one-way route structure of Lane Transit District’s Route 98 through town limits the ability to promote community connections for daily shopping, social, or medical trips
- Southern Lane County is aging and rural; transit service needs to be accessible for disabled, elderly, low-income, and rural Cottage Grove area residents
- Language is a barrier for some community members with limited English proficiency; it is difficult to understand the transit services that are offered
- Better customer service and a commitment to equity is needed to build trust with riders of color
- Scheduling and obtaining information about public transportation is difficult for those without technological expertise and/or a smart phone; the Route-Around-Town and the LTD Connector are difficult to use for some
- Transit service in Cottage Grove is infrequent and unpredictable, which makes trip planning difficult
- There are not enough buses and drivers to meet the ridership needs of the community
- The app for the LTD Connector is confusing since it shows different estimated time of arrivals for the bus, which can appear that the ride was cancelled and cause undue stress
- There is a lack of general awareness about public transportation services that are available in the Cottage Grove area
- Current LTD Connector service is limited to the Cottage Grove City limits; there are businesses just outside the City limits that are not served
- I-5, the railroad tracks, and the Coast Fork Willamette River create East-West barriers to public transportation access
- Lack of performance targets makes it difficult to track progress toward goals
- Community event spaces like the Cottage Theatre and Bohemia Park have after hours and weekend practice, performance, and program times, which are not served by transit
- There are inadequate sidewalks and bicycle infrastructure that connect to transit locations
- Communities in northern Douglas County, like Drain, and Creswell in southern Lane County are

## NEEDS DERIVED FROM TDP GOALS AND OBJECTIVES

Public engagement directly informed the goals and objectives as well as helped identify needs, gaps, and issues at a higher level in the current system. TDP goals focus on safety, convenience, efficiency & reliability, accessibility, environmental sustainability, equity, financial stability, and system resilience. The TDP objectives center on supporting the goals through regional coordination, safety and access, transportation options, outreach and education, equity, capital needs, convenience, sustainable funding, coordinated improvements, environmental sustainability, reducing vulnerability, and community and economic development. For the full description of Goals and Objectives, see Chapter 6.

Transit-related needs relating to the **TDP Goals and Objectives** captured through discussion with the PMT and AC specific to the TDP's Goals and Objectives and include:

- The Cottage Grove area public transportation system needs to be resilient and responsive to changing funding climates and environmental conditions
- Riders need to feel safe using the public transportation system
- People who do not have access to a smart phone or credit card still need to be able to use the public transportation system
- The vehicle fleet should produce low to zero emissions
- People need to be able to rely on the public transportation system to get them where they need to go when they need to be there
- Public transportation needs to work with local service providers to provide emergency response

## NEEDS DERIVED FROM EXISTING AND FUTURE CONDITIONS

The Cottage Grove area is a growing and evolving community which places increased demand on transit. This section assesses transit needs to meet projected future population, employment, and land use growth in the Cottage Grove area. Understanding the Cottage Grove area's future conditions is important in anticipating the future public transportation related needs of the community. For a full description of baseline conditions in the Cottage Grove area, including a community demographic profile and description of the current transportation system, see Chapters 2, 3, and 4.

### Existing Services

Three types of transit service are currently offered to the general public in the Cottage Grove area: door-to-door services operated by South Lane Wheels), fixed-route services operated by Lane Transit District,

and Lane Transit District's LTD Connector, operated by South Lane Wheels. In addition, Lane Transit District offers service through the Medicaid brokerage, *RideSource*, which provides transportation to Medicaid/Non-Medical appointments for free to qualifying residents. South Lane Wheels previously operated a deviated fixed-route service, Route-Around-Town, which was suspended in January 2019 in response to Lane Transit District's LTD Connector pilot. Recent analyses by students at University of Oregon<sup>21</sup> have helped identify gaps in current services that supplement qualitative data gathered through the stakeholder and public engagement process. The City of Cottage Grove reports on its service and fleet to the Federal Transit Administration's National Transit Database but does not currently track local performance targets.

#### Door-to-Door Services

South Lane Wheels operates door-to-door services (dial-a-ride) in the Cottage Grove area as well as the Metro Shuttle, which takes riders to the Eugene-Springfield metropolitan area. Passengers call South Lane Wheels dispatch in advance to schedule rides. South Lane Wheels vehicles cover large distances, and fares for services are dependent on mileage; they range from \$3 to \$10 and up depending on distance for door-to-door services in the Cottage Grove area and \$20 to \$30 round trip between Creswell or Cottage Grove and the Eugene-Springfield metropolitan area for the Metro Shuttle. For a detailed breakdown of fares, see Chapter 4. A peer fare comparison found that peer transit agencies provided commuter services for \$1 to \$2 each way. Rural dial-a-ride and fixed-route services were more difficult to compare with peer providers, most of which provided services confined within city limits or smaller service areas for \$1 to \$2 per ride (for additional comparison with peer providers, see Appendix B: Peer Analysis).

#### Fixed-Route Services

Lane Transit District's Route 98 connects Cottage Grove with Creswell and the Eugene-Springfield metropolitan area and serves the City of Cottage Grove in a one-way loop that makes stops at key trip generators within the community, including the Cottage Grove Lane Community College campus, Cottage Grove High School, the downtown and commercial districts, and the Walmart Park-and-Ride. Although these key community destinations are served, Route 98 follows a large figure eight path through town that takes 20 minutes to complete, and the one-way route structure limits its utility as a convenient intracity transit option for daily shopping, social, or medical trips. There are significant infrastructure limitations to rerouting Route 98 due to the East-West barriers created by the river, railroad, and I-5. Route 98 primarily serves ridership that needs to access educational opportunities, employment centers, medical services, and other social services in the Eugene-Springfield metropolitan area.

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<sup>21</sup> *The LTD Connector: Evaluating the Effectiveness of Mobility-On-Demand in Cottage Grove, Oregon and Current and Future Mobility Needs Assessment for the Cities of Cottage Grove and Creswell*



### LTD Connector Services

Lane Transit District's MOD pilot, the LTD Connector, provides smartphone app-based trip planning for on-demand door-to-door services within the Cottage Grove city limits. The LTD Connector was initially conceived as a replacement for the loop portion of Lane Transit District's Route 98 in Cottage Grove. The original concept truncated Route 98 at the Walmart stop. However, Lane Transit District found that the app struggled with making connections at prearranged destinations and times with fixed-route services. Lane Transit District responded by reinstating the Route 98 loop through town and running it simultaneously with the LTD Connector. With these adjustments, the LTD Connector is providing a valuable mobility service for local access within the City limits, particularly to low-income and elderly community members. Lane Transit District is now working with a new app provider that will allow users to prearrange a pickup time and location as well as provide more certainty to riders hoping to make a connection with Route 98. From an equity perspective, the app-based platform potentially presents technological and financial barriers to low-income and elderly residents and those without access to a smart phone or bank account.

Transit-related needs, gaps and issues relating to **existing services** include:

- South Lane Wheels buses cover large distances, leading to wear and tear on vehicles
- South Lane Wheels fares may be too high for regular commuters or low-income riders; alternative services (Route 98 and LTD Connector) take too long, do not run with enough frequency, or are limited to rides within City limits
- Uni-directional routing of fixed-route services serves key destinations but limits the ability to promote community connections for daily shopping, social, or medical trips
- Significant East-West barriers including I-5, the railroad tracks, and the Coast Fork Willamette River limit transit routes through town
- The LTD Connector is not adequately integrated with Route 98
- The LTD Connector's dependence on technology to access the service presents potential technological and financial barriers for some seeking to use the service
- The City of Cottage Grove reports on its service and fleet to the Federal Transit Administration's National Transit Database but establishing and tracking local performance measures with targets are needed to help to monitor progress over time and help to prioritize investments.

## Population Growth

The population of Cottage Grove is expected to grow 14% by 2040, which will put additional pressure on the existing transit system.<sup>22</sup> Several key transit-supportive populations in the City of Cottage Grove—including people over 65 and under 18, people of color, people with limited English proficiency, people with a disability, people with low to moderate incomes, and households with no vehicles available—grew between 2010 and 2018. These trends indicate a growing demand for transit in the Cottage Grove area over the past decade, and—combined with forecasted overall population growth—will likely continue to sustain new demand for transit services in the future.

In 2018, the City of Cottage Grove adopted a Housing Needs Analysis for the 2018 to 2038 period.<sup>23</sup> The report describes factors that will affect future housing demand in Cottage Grove, such as population growth.<sup>24</sup> Although the report focuses on demand for housing in Cottage Grove, it presents two key population characteristics that will also have an impact on Cottage Grove’s transit demand:

1. **A growing population of seniors.** In addition to identifying a need for housing types specific to seniors, the report identifies “loss of mobility” as a challenge that aging seniors face in continuing to live in their community.
2. **A proportionally large population of younger people.** According to the report, a larger share of the population in Cottage Grove is under 20 years old (28%), compared to Lane County (22%) and Oregon (24%). A larger population of younger residents without access to a vehicle or who seek transportation options will continue to drive demand for transit services geared toward young people and students.

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<sup>22</sup> Source: U.S. Bureau of the Census 2018 ACS 5-Year Estimates (Table S0101) and PSU Coordinated Population Forecast for Lane County, 2018 to 2068

<sup>23</sup> [https://www.cottagegroveor.gov/sites/default/files/fileattachments/community\\_development/page/7371/hna.pdf](https://www.cottagegroveor.gov/sites/default/files/fileattachments/community_development/page/7371/hna.pdf)

<sup>24</sup> The Housing Needs Analysis shows a 28% increase from 10,740 residents in 2018 to 13,981 residents in 2038, a 1.3% average annual growth rate. This discrepancy is due to the fact that ECONorthwest extrapolated the official population forecast from the Oregon Population Forecast Program for 2015 (to 2018) and 2035 (to 2038). This Memorandum used the Portland State University Coordinated Population Forecast for Lane County, 2018 to 2068.

Transit-related needs relating to **population growth** include:

- Expanded transit services will be needed to serve a growing population in general, with specific focus on the needs of transit-supportive populations
- A growing population of seniors will require transit tailored to their needs, such as increased access to shopping destinations, healthcare facilities, and other services as well as Americans with Disabilities Act (ADA) accessible facilities
- A growing population of people with limited English proficiency will require translated materials and targeted education/outreach
- Increased outreach and education are needed to promote awareness about existing services among people of all ages and abilities

## Employment and Development

Employment is expected to grow over the next decade, and land development/redevelopment is already occurring in the Cottage Grove area. Both will influence demand for transit as significant trip generators and destinations.

The Oregon Employment Department (OED) provides ten-year employment forecasts by industry for Lane County.<sup>25</sup> Total employment across Lane County is projected to grow 8% from 2019 to 2029, with the largest growth in Health Care and Social Assistance (19%) followed by Private Educational and Health Services (18%). According to the Cottage Grove Transportation System Plan, employment within the Cottage Grove Urban Growth Boundary (UGB) is expected to grow to 4,916 by 2035. The growth in employment is expected along OR-99 between the UGB and East Harrison Avenue in the southwest, on either side of Row River Road, and near the Cottage Grove Connector at OR-99 in the north. Current employment density is primarily centered along the I-5 corridor, with fewer employees per acre in rural areas.

Commute patterns in Cottage Grove provide clues to transportation needs and represent a potential need for transit services. More workers commute from Cottage Grove than into the area for work, a phenomenon that is not surprising given Cottage Grove's proximity to a major urban area. Most workers employed in Cottage Grove (76%) live outside city limits and commute in for work, while 82% of Cottage Grove residents commute beyond city limits for work. A majority of residents (81%) drive to work in a car, truck, or van, most of whom (65.4%) drive alone.<sup>26</sup> Public and stakeholder feedback have indicated that existing services in the Cottage Grove area do not capture this potential market; fixed route

<sup>25</sup> [https://www.qualityinfo.org/more-articles?assetPubId=101\\_INSTANCE\\_zzQVrB7aEq2k](https://www.qualityinfo.org/more-articles?assetPubId=101_INSTANCE_zzQVrB7aEq2k)

<sup>26</sup> Source: U.S. Bureau of the Census, 2018 ACS 5-Year Estimates (Table DP03)

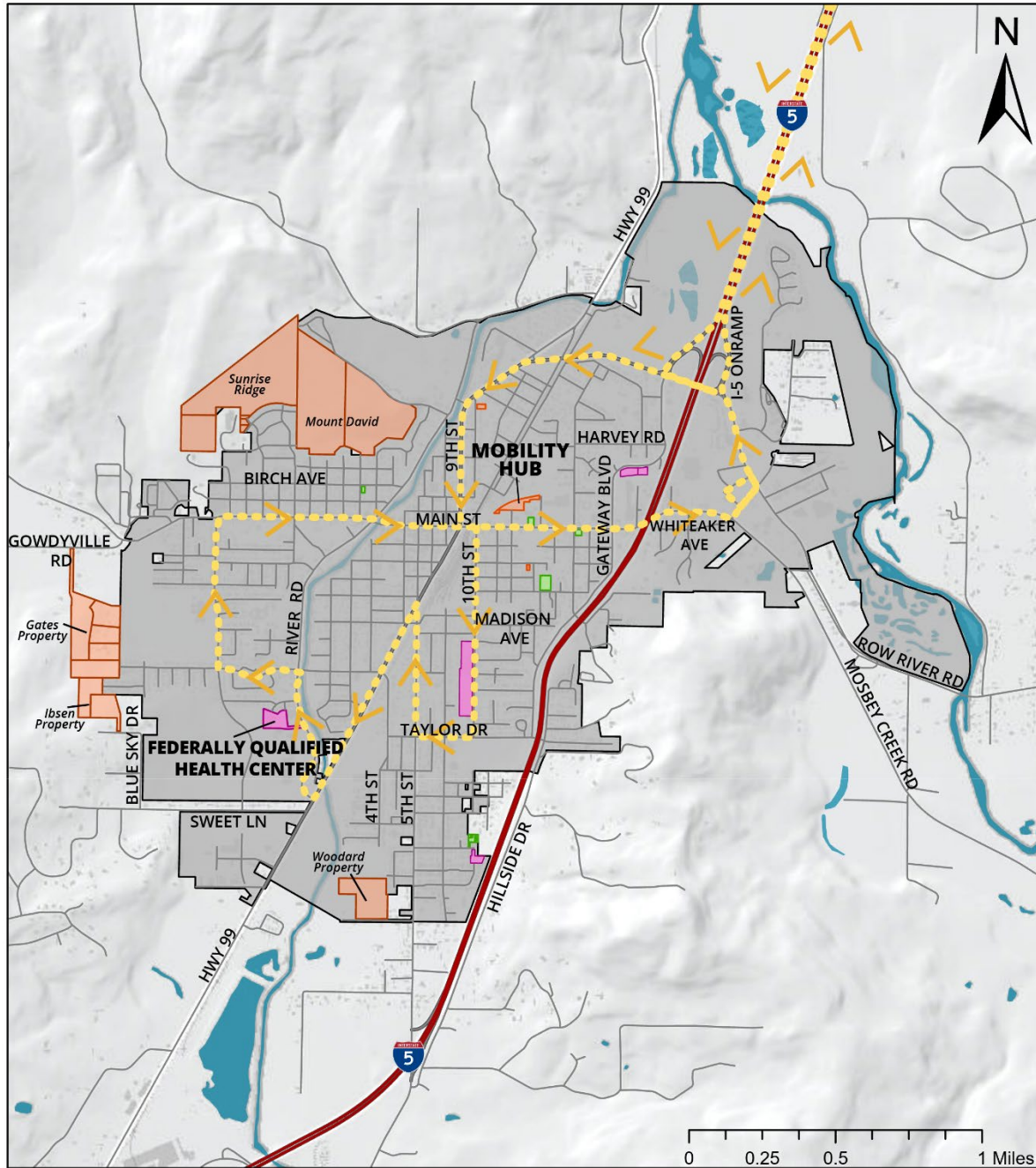
services take too long for commuters and do not operate at convenient times of day, while door-to-door services may be cost prohibitive for daily use as a commute option.

Development and redevelopment also play an important role in transit planning since both directly affect travel demand and ridership. Identifying current and future land uses and developments is vital in understanding where the Cottage Grove area residents and visitors may rely on public transportation to get to and from now and in the future. Figure 7-1 illustrates multi-family residential developments in Cottage Grove that are potential, permitted/in-construction, and recently completed. Most of the potential projects in Cottage Grove are at the edges of the city limits and are further away from Lane Transit District's Route 98 through town. Additional land use and development considerations within the Cottage Grove area are documented in Chapter 2.

Transit-related needs relating to **employment and development growth** include:

- Transit service that operates during peak commute times and that has a direct, timely service to the Eugene-Springfield metropolitan area is essential to meet the needs of workers who travel to and from Cottage Grove
- Expected employment growth may lead to increased demand for transit services; particularly along OR-99 between the UGB and East Harrison Avenue in the southwest on either side of Row River Road, and near the Cottage Grove Connector at OR-99 in the north where employment growth is expected
- New residential development will need to be served by transit
- The new Federally Qualified Health Center will be a major regional trip generator; low-income and limited English proficiency residents from the region may need transit to access services

FIGURE 7-1: MULTI-FAMILY RESIDENTIAL DEVELOPMENTS IN COTTAGE GROVE SINCE 2019



**Cottage Grove Area  
Transit Development Plan  
New & Potential Developments  
Since 2019 in Cottage Grove**

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided 'as is'. LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

Source: Lane Council of Governments GIS Services

**Development Area Types**

- Completed
- Potential
- Permitted/  
In Construction

- LTD Route 98
- Cottage Grove City Limits
- Bodies of Water
- Roads
- Interstate Highways



## SUMMARY OF NEEDS

Figure 7-2 reflects a summarized list of transit-related needs within the Cottage Grove area as synthesized from the community and stakeholders; the draft TDP Goals and Objectives; and analysis of the Cottage Grove area’s existing and future transportation, population, and land use conditions.

FIGURE 7-2: SUMMARY LIST OF COTTAGE GROVE AREA TRANSIT NEEDS

### **Cottage Grove Area Transit Needs**

ADA compliant vehicles and infrastructure are needed to meet the ongoing needs of a growing and aging population.

The Cottage Grove area’s population is increasing and is projected to include higher proportions of seniors and young people. The public transportation system will need to respond to a growing demand for transit in the Cottage Grove area.

Increased frequency of transit service between Cottage Grove, Creswell, and the Eugene-Springfield metropolitan area is needed so that it can be more reliably used for commuting, shopping, personal needs, medical appointments, and education.

Increased collaboration with regional partners is needed to provide regional coverage; particularly connections to rural southern Lane County, northern Douglas County, and communities outside of the Cottage Grove city limits.

Expanded weekday and weekend service hours are needed in the morning and evening to better serve students; local businesses; local events, and local destinations.

Expanded marketing and outreach efforts are needed to raise public awareness and clearly communicate how to use available services. Materials should be accessible to all Title VI populations.

Physical, financial, and technological barriers to transit for Cottage Grove area residents need to be lowered, particularly for transit-dependent populations.

Public transportation needs to contribute more to enhance community and economic development in Cottage Grove.

Transit needs to serve incoming development, particularly the Federally Qualified Health Center, incoming residential development, and forecasted areas with increased employment.

Transit is subject to economic fluctuations, natural disasters, climate change and hazardous incidents. Resiliency needs to be integrated into the system to absorb and respond to these fluctuations, changes, and incidents.

Feeling safe and secure when using a public system is important to its success; the system needs to provide a safe and accessible space for all riders.

Walking and bicycling is integral to the transit network. Sidewalks, bicycling infrastructure, and vehicles with bicycle racks are needed to complete this network. The City of Cottage Grove will be developing a Pedestrian and Bicycle Master Plan and should cross-reference the TDP to better leverage funding opportunities to implement strategies serving all active (bicycle, pedestrian, transit) modes.

More vehicles and drivers are needed to meet the community’s transit needs.

Establishing and tracking local performance measures with targets is needed to help monitor progress over time and help to prioritize investments.



## 8. IMPLEMENTATION STRATEGIES

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This chapter provides recommended foundational, service, capital, and management strategies to help the Cottage Grove area address transit-related needs and achieve the TDP vision.

The implementation strategies presented in this chapter are broken into four categories: Foundational Strategies, Service Strategies, Capital Strategies, and Management Strategies. The strategies tables identify the related TDP Objectives; relative timeframe; responsible agencies; and, where relevant, additional considerations and opportunities, such as potential partnerships and funding sources. Strategies in the tables are numbered for easy reference; the number does not represent a strategy's priority or intended order of implementation.

The tables also provide a cross-reference for strategies that are related. For example, Service Strategy #3, "Increase the number of trips available to veterans and rural residents on the Lane-Douglas Connector service," is cross referenced with Capital Strategy #8, "Develop an independent fleet of vehicles to serve the Cottage Grove area; explore the feasibility of alternative fuel vehicles," because additional vehicles will be needed in order to achieve an increased number of trips available to veterans and rural residents on the Lane-Douglas Connector service. The purpose of adding cross-references to the tables is to identify strategies that are not independent from other actions, to assist with leveraging strategies where possible, and to recognize success across multiple strategies when applicable.

The Cottage Grove Area TDP will be updated every five years, which is a relatively short timeframe in planning terms. Strategies are high level in nature as they are intended to address needs, provide direction for how to meet those needs, and remain flexible enough to respond to new opportunities that arise to carry them out. Many of the strategies listed will take longer than five years to fully implement, depending on feasibility, available funding, and staff capacity. The relative timeframes listed in the strategy tables establish a prioritization structure and set the expectation for how long a strategy may take to fully realize. In some cases, steps may be taken throughout the plan's five-year horizon that lay the foundation for strategies that will take longer to achieve. Relative timeframes are defined as follows:

1. Short-Term = Less than 5 years
2. Medium-Term = 5-10 years
3. Long-Term = Over 10 years



## FOUNDATIONAL STRATEGIES

The following three management strategies are foundational to all other strategies (Figure 8-1). To make significant progress toward the vision for public transportation in the Cottage Grove area expressed in this TDP, an implementation team may be formed and tasked with carrying out the strategies, adequate funding must be pursued and secured, and performance measures and targets are recommended to measure program effectiveness and progress toward TDP goals and objectives.

Continued collaboration and community building will be critical to the ongoing development of transit services in the Cottage Grove area. An implementation team composed of individuals from partner agencies, Advisory Committee members, and other members of the community will play an important role in carrying out the implementation of strategies recommended in this TDP. As the recipient of STIF funds for the development of the Cottage Grove Area TDP, the City of Cottage Grove, along with Lane Transit District and South Lane Wheels as the primary transit operators in Cottage Grove, will bear primary responsibility for implementing the TDP; tracking progress toward TDP vision, values, goals, and objectives; and periodically updating the TDP. However, these three agencies will benefit from a broad base of support and the opportunity to leverage partnerships and funding that an established implementation team will provide. Other partner agencies, including the City of Creswell and Lane County, will play key roles in the development and coordination of regional transit, and these partnerships will be integral to implementing the strategies identified within this TDP. Additionally, representation by community members on the implementation team tasked with carrying out the strategies will help to facilitate ongoing community input and garner community buy-in and support for transit.

For a discussion about transit funding, including grant opportunities that may help support transit in the Cottage Grove area, see Chapter 9. For a discussion about performance monitoring, including potential performance measures to help track progress toward TDP goals and objectives, see Chapter 10.

FIGURE 8-1: FOUNDATIONAL STRATEGIES

#	Foundational Strategy	Related TDP Objectives	Timeframe	Agency	Additional Considerations & Opportunities
1	Form a TDP implementation team that will help carry out strategies and perform periodic assessments of the TDP	All objectives	Short-Term	CG, LTD, LC, Creswell	<b>Related Strategies:</b> This strategy is foundational to all Service, Capital, and Management Strategies
2	Pursue new funding sources for the Cottage Grove area transit system; consider service options that generate additional revenue	All objectives	Short-Term	CG, LTD, Creswell	<b>Related Strategies:</b> This strategy is foundational to all Service, Capital, and Management Strategies
3	Establish performance measures and targets to track local progress and prioritize investments	All objectives	Short-Term	CG	<b>Related Strategies:</b> This strategy is foundational to all Service, Capital, and Management Strategies

Note: CG = City of Cottage Grove, SLW = South Lane Wheels, LTD = Lane Transit District, LC = Lane County

## SERVICE STRATEGIES

Service strategies address Cottage Grove area transit issues, gaps, and needs relating to transit service, such as the types of services offered, the routes transit takes, how frequently a transit vehicle stops, the destinations transit serves, and the times of day when services are available (Figure 8-2).

Several interrelated service strategies have to do with expanding transit service in the Cottage Grove area. Community feedback indicated an overarching need to extend transit service hours to be more commuter-friendly and support local businesses and events on weekends and evenings. The LTD Connector pilot service is limited to the Lane Transit District service area boundary, which is coterminous with the Cottage Grove city limits, and some businesses and households may not be served by the LTD Connector as a result. The City of Creswell is also interested in an opportunity to implement a similar pilot or extend the existing Cottage Grove pilot into Creswell.

Additionally, there is an opportunity to expand transit access to recreational, cultural, and historical amenities in the Cottage Grove area, which is exceptionally positioned in the Willamette Valley for excursions to the coast, the Cascades, local wineries, bike trails, scenic routes, and covered bridges, among others. The City of Cottage Grove could capitalize on the abundance of attractions by offering recreational transit and guided tours geared toward attracting tourists.

Strategies to expand service are closely related with and in some cases dependent on several management and capital strategies. For example, in order to expand service between Cottage Grove and Creswell or establish a shopper shuttle that serves the Cottage Grove area, it will likely be necessary to purchase additional vehicles, and new funding will be required for operations. Enhanced marketing will also be required to educate the community about new services. Ongoing coordination with partner agencies, such as Lane Transit District and the City of Creswell, will be critical to the success of proposed service expansions.

FIGURE 8-2: SERVICE STRATEGIES

#	Service Strategy	Related TDP Objectives	Timeframe	Agency	Additional Considerations & Opportunities
1	Explore the role of bike share in the Cottage Grove area transportation system	2-Safety & Access 3-Transportation Options 5-Equity 10-Environmental Sustainability 12-Community & Economic Development	Short-Term	CG	<b>Related Strategies:</b> Capital strategy 6; Management Strategies 3, 6 <b>Partnership Opportunities:</b> PeaceHealth <b>Funding Opportunities:</b> STIF
2	Coordinate with the Lane Transit District to ensure continuity of the Mobility on Demand services after the pilot ends; explore feasibility for expansion beyond the LTD service boundary	2-Safety & Access 5-Equity 7-Convenience 12-Community & Economic Development	Short-Term	CG, SLW, LTD, Creswell	<b>Related Strategies:</b> Service Strategies 5, 6, 8 <b>Funding Opportunities:</b> STIF
3	Increase the number of trips available to veterans and rural residents on the Lane-Douglas Connector service	1-Regional Coordination 2-Safety & Access 5-Equity 7-Convenience 12-Community & Economic Development	Short-Term	SLW	<b>Related Strategies:</b> Capital Strategy 7; Management Strategy 5 <b>Funding Opportunities:</b> STIF
4	Coordinate connections with Amtrak, Link Lane, Umpqua Public Transit, and other regional services	1-Regional Coordination 2-Safety & Access 5-Equity 7-Convenience 12-Community & Economic Development	Short-Term	CG, SLW, LTD	
5	Expand service hours to include evenings and weekends in order to better serve local businesses, regional destinations, and community events	2-Safety & Access 5-Equity 7-Convenience 12-Community & Economic Development	Short-Term	SLW, LTD	<b>Related Strategies:</b> Service Strategies 2, 6, 8
6	Expand service to increase access to recreational, cultural, and historic destinations within southern Lane County	2-Safety & Access 5-Equity 7-Convenience 12-Community & Economic Development	Short-Term	SLW, LTD, Creswell	<b>Related Strategies:</b> Service Strategies 2, 5, 8; Management Strategy 11 <b>Funding Opportunities:</b> FLAP
7	Establish a Valley Vanpool for commute trips	3-Transportation Options 5-Equity 7-Convenience 10-Environmental Sustainability 12-Community & Economic Development	Short-Term	CG, SLW, LTD	<b>Related Strategies:</b> Capital Strategy 7

#	Service Strategy	Related TDP Objectives	Timeframe	Agency	Additional Considerations & Opportunities
8	Expand service between Cottage Grove and Creswell	2-Safety & Access 5-Equity 7-Convenience 12-Community & Economic Development	Medium-Term	CG, SLW, LTD, Creswell	<b>Related Strategies:</b> Service Strategies 2, 5, 6 <b>Funding Opportunities:</b> STIF
9	Create a low-income fare program to provide affordable services for low-income residents	2-Safety & Access 5-Equity	Medium-Term	SLW, LTD	<b>Related Strategies:</b> Management Strategy 5 <b>Funding Opportunities:</b> STIF
10	Establish a shopper shuttle that serves the Cottage Grove area, including communities in north Douglas County	2-Safety & Access 5-Equity 7-Convenience 11-Reduce Vulnerability 12-Community & Economic Development	Medium-Term	CG, SLW, Creswell	<b>Related Strategies:</b> Management Strategy 5 <b>Funding Opportunities:</b> STIF

Note: CG = City of Cottage Grove, SLW = South Lane Wheels, LTD = Lane Transit District, STIF = Statewide Transportation Improvement Fund, FLAP = Federal Lands Access Program, TGM = Transportation Growth Management

## CAPITAL STRATEGIES

Capital strategies address Cottage Grove area issues, gaps, and needs relating to transit facilities, equipment, and construction, including amenities at bus stops, signage, bicycle and pedestrian access to transit, ADA accessible features, transit vehicles, and information technology (Figure 8-3).

One of the key capital strategies recommended in this TDP is to conduct a feasibility study for a mobility hub at the Row River Trailhead park. Mobility hubs are places of connectivity where different travel options – walking, biking, transit and shared mobility – come together. They may include amenities like information boards, food and drink vendors, water fountains, and restrooms, as well as connections to evolving transportation options such as e-bikes or scooters, to support multi-modal connections at one key destination. A mobility hub located at the Row River Trailhead park could become a key nexus for mobility in the Cottage Grove area due to its proximity to surrounding commercial land uses, the Walmart Park-and-Ride, Lane Transit District’s Route 98 Walmart stop, and the Row River Trail. A feasibility study may include site analysis to determine whether the site is appropriate and an environmental study, and it will help prepare for state and federal grant applications. The Row River Trailhead site may also be considered as a location for South Lane Wheels headquarters and other transit providers in Cottage Grove, creating a center for transit operations serving the entire travelshed. A mobility hub offering a variety of mobility options could support and strengthen several proposed management strategies relating to increasing awareness about existing services, service strategies relating to expanding access to recreational amenities, as well as other capital and management strategies relating to connections to bicycle and pedestrian infrastructure.

A mobility hub at the Row River Trailhead park in Cottage Grove would open recreational access from a multitude of travel options. The Row River Trail is a 15.6-mile long National Recreation Trail along an abandoned rail line from Cottage Grove to Dorena Lake, Culp Creek, and the Umpqua National Forest. The American Trails summarizes the Trail management, visitors, and benefits best:

*The management of the Row River Trail is a coordinated effort between BLM, the City of Cottage Grove, and other federal and state agencies, nonprofit organizations and businesses in Cottage Grove. In addition, the U.S. Army Corps of Engineers, Umpqua National Forest, Oregon Department of Parks and Recreation, Lane County Parks, Cottage Grove Chamber of Commerce, and the Cottage Grove Economic Business Improvement District Board all actively support and endorse the Row River Trail.*

*The trail attracts an estimated 100,000 visitors annually and the majority of these visits are from Cottage Grove and the surrounding rural communities of Lane County. The trail is a keystone project that has helped with the economic recovery of Cottage Grove, Culp Creek, Oakridge and surrounding rural communities in Lane County. It is promoted as a regional and national attraction and has helped the City successfully make the transition from a timber-based economy to a diversified economy which includes a recreation and tourism base resource.*

*It is anticipated that use will continue to increase in the future as the population of Cottage Grove and Lane County continues to grow. Tourism is increasing in Lane County and the Cottage Grove Chamber of Commerce and other local businesses actively promote the trail as a destination for outdoor recreation for bicycling, hiking, running, horseback riding, in-line skating, and other trail uses.<sup>27</sup>*

A mobility hub located at the Row River Trailhead park location has the opportunity to build upon this momentum and connect local residents as well as the Eugene, Cascade and Coast region’s annual 5 million visitors (Travel Lane County) to Dorena Lake, Culp Creek, and the Umpqua National forest. It also supports the State of Oregon’s Public Transportation Plan, which identifies mobility hubs as an important opportunity for leveraging and improving connections between modes. A mobility hub would also support the Oregon Public Transportation Plan’s Strategy 2.3C:

*Strategy 2.3C: Link public transportation routes at mobility hubs where there are easy transfers between routes, modes, and neighboring systems. Such facilities include transit stations or centers where multiple routes meet, bus and rail modes meet, or there are park and ride facilities. Expand existing mobility hubs, as needed, to accommodate better connections.*

Opportunities to fund a feasibility study include the Federal Highway Administration’s Federal Lands Access Program (FLAP). FLAP was established to “improve transportation facilities that provide access to, are adjacent to, or are located within Federal lands” (Federal Highway Administration). The Row River Trail provides access to Federal lands in the Umpqua National Forest, and a mobility hub at its westernmost trailhead within the Cottage Grove City Limits is positioned to enhance connectivity and access consistent with this funding program. Each state receives an allocation of FLAP funds using a statutory formula based on road mileage, number of bridges, land area, and visitation. Individual states request project applications through a call for projects. As of April 2021, the Oregon Program Decisions Committee did not have a firm date for the next request for proposals under FLAP, but another request was anticipated in 2021.<sup>28</sup> Another option for feasibility study funding is the Oregon Transportation Growth Management (TGM) Program. TGM Planning Grants help local jurisdictions plan for streets and land to more livable, sustainable, and economically vital communities.<sup>29</sup> The TGM program awards these grants on an annual basis.

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<sup>27</sup> <https://www.americantrails.org/resources/row-river-national-recreation-trail-cottage-grove-oregon>

<sup>28</sup> <https://highways.dot.gov/federal-lands/programs-access/or>

<sup>29</sup> <https://www.oregon.gov/lcd/TGM/Pages/Planning-Grants.aspx>

FIGURE 8-3: CAPITAL STRATEGIES

#	Capital Strategy	Related TDP Objectives	Timeframe	Agency	Additional Considerations & Opportunities
1	Conduct an inventory of existing transit facilities	2-Safety & Access 3-Transportation Options 5-Equity 6-Capital Needs 7-Convenience	Short-Term	CG, SLW, LTD, Creswell	<b>Related Strategies:</b> Capital Strategies 3, 4, 5, 6; Management Strategy 3
2	Conduct a feasibility study for the development of a mobility hub at the Row River Trailhead Park	2-Safety & Access 3-Transportation Options 5-Equity 6-Capital Needs 7-Convenience 9-Coordinated Improvements 11-Reduce Vulnerability 12-Community & Economic Development	Short-Term	CG	<b>Funding Opportunities:</b> TGM, FLAP
3	Provide wayfinding signage	2-Safety & Access 3-Transportation Options 4-Outreach & Education 5-Equity 6-Capital Needs 7-Convenience	Medium-Term	CG	<b>Related Strategies:</b> Capital Strategies 1, 4, 6; Management Strategy 3
4	Provide shelters, lighting and benches at transit stops	2-Safety & Access 3-Transportation Options 5-Equity 6-Capital Needs 7-Convenience	Medium-Term	CG, LTD	<b>Related Strategies:</b> Capital Strategies 1, 3, 5, 6
5	Provide free internet access at transit stops	5-Equity 7-Convenience	Medium-Term	CG, LTD, Creswell	<b>Related Strategies:</b> Capital Strategies 1, 4, 6
6	Encourage ADA accessible sidewalk and bicycle connections to transit; coordinate with the development of the Pedestrian and Bicycle Master Plan	2-Safety & Access 3-Transportation Options 5-Equity 6-Capital Needs 7-Convenience 10-Environmental Sustainability 12-Community & Economic Development	Long-Term	CG, LC, Creswell	<b>Related Strategies:</b> Service Strategy 1, Capital Strategies 1, 3, 4, 5, 7; Management Strategies 3, 8
7	Purchase ADA compliant vehicles equipped with luggage space and bike racks and owned by the City of Cottage Grove or South Lane Wheels; explore the feasibility of alternative fuel vehicles	3-Transportation Options 6-Capital Needs 10-Environmental Sustainability 11-Reduce Vulnerability 12-Community & Economic Development	Long-Term	CG, SLW	<b>Related Strategies:</b> Service Strategies 3, 7 <b>Funding Opportunities:</b> STIF

Note: CG = City of Cottage Grove, SLW = South Lane Wheels, LTD = Lane Transit District, STIF = Statewide Transportation Improvement Fund. FLAP = Federal Lands Access Program, TGM = Transportation Growth Management, LC = Lane County



## MANAGEMENT STRATEGIES

Management strategies address Cottage Grove area transit issues, gaps, and needs relating to transit governance, coordination, partnerships, planning, decision-making, and operations (Figure 8-4).

Feedback from the community indicated a lack of awareness about existing transit services in the Cottage Grove area. For example, nearly half of survey respondents indicated that they never use transit, and many implied that they would use transit more often if service went where they needed it to go or if service were closer to their home; however, South Lane Wheels offers door-to-door services that pick up and drop off in any requested location in the travelshed. There is a need to educate the community about the services offered and to promote transit as an alternative to driving alone in the Cottage Grove area. Several management strategies are designed to help increase awareness about transit, including enhancing marketing efforts and rebranding, creating a city-hosted website to centralize transit information, and creating a smartphone app for the same purpose.

Community feedback also raised the need for increasing the user-friendliness of transit services in the Cottage Grove area. Community members cited difficult-to-use apps and technology-based barriers to transit. An equity-focused approach is critical to ensure that people who need transit the most have safe and convenient access to services. Proposed strategies include developing an integrated fare system in addition to a website and smartphone app, while also ensuring that printed materials are available in multiple languages to those who need them, and that cash payment is an option for those without a smartphone or bank account. Along with the strategies to increase awareness about available services, these strategies will support service enhancements by ensuring that people not only know about available services but also find them easy to navigate.

FIGURE 8-4: MANAGEMENT STRATEGIES

#	Management Strategy	Related TDP Objectives	Timeframe	Agency	Additional Considerations & Opportunities
1	Enhance marketing, education, and promotion efforts through print, online, and mobile platforms, e.g. through targeted Facebook ads, Google ads, etc.	4-Outreach & Education 5-Equity 12-Community & Economic Development	Short-Term	CG, SLW, LTD, Creswell	<b>Related Strategies:</b> Management Strategies 2, 9, 10, 11
2	Create a City-hosted website where riders can obtain information about all services available in the Cottage Grove area; complement web-based presence with printed pamphlets accessible to all Title VI populations	4-Outreach & Education 5-Equity 7-Convenience	Short-Term	CG	<b>Related Strategies:</b> Management Strategies 1, 4, 5, 9, 10, 11
3	Coordinate strategies from this TDP with the Pedestrian and Bicycle Master Plan that Cottage Grove has been funded to develop through the TGM Program	2-Safety & Access 3-Transportation Options 5-Equity 6-Capital Needs 7-Convenience 10-Environmental Sustainability 12-Community & Economic Development	Short-Term	CG, LC	<b>Related Strategies:</b> Capital Strategies 1, 3, 6; Management Strategy 8
4	Explore opportunities for the Cottage Grove area transit system to serve an expanded role in emergency response and recovery	1-Regional Coordination 11-Reduce Vulnerability	Short-Term	CG, SLW, LC, Creswell	<b>Related Strategies:</b> Management Strategy 5
5	Coordinate with human services agencies serving adults, seniors, people with disabilities, and veterans to provide transit services meeting the needs of these members of our community	1-Regional Coordination 2-Safety & Access 4-Outreach & Education 5-Equity 11-Reduce Vulnerability	Short-Term	SLW, Creswell	<b>Related Strategies:</b> Service Strategies 3, 9, 10; Management Strategies 2, 4
6	Work with Lane Transit District to provide an integrated fare system for Cottage Grove area transit users across modes	7-Convenience	Short-Term	CG, SLW, LTD	<b>Related Strategies:</b> Service Strategy 1 <b>Funding Opportunities:</b> STIF
7	Allow for cash payment options for all transit services in the Cottage Grove area	5-Equity 7-Convenience	Short-Term	CG, SLW, LTD	

#	Management Strategy	Related TDP Objectives	Timeframe	Agency	Additional Considerations & Opportunities
8	Encourage opportunities to enhance the City of Cottage Grove’s Development Code regarding pedestrian and bicycle access to transit; coordinate with the development of the Pedestrian and Bicycle Master Plan	2-Safety & Access 3-Transportation Options 5-Equity 7-Convenience 10-Environmental Sustainability 11-Reduce Vulnerability 12-Community & Economic Development	Medium-Term	CG, LC	<b>Related Strategies:</b> Capital Strategies 6; Management Strategy 3
9	Create a smartphone app designed to provide a centralized location for information about services available in the Cottage Grove area	4-Outreach & Education 5-Equity 7-Convenience	Medium-Term	CG	<b>Related Strategies:</b> Management Strategies 1, 2, 10, 11
10	Rebrand Cottage Grove’s public transportation services to a recognizable and inviting image	4-Outreach & Education	Medium-Term	CG, SLW	<b>Related Strategies:</b> Management Strategies 1, 2, 9, 11
11	Explore opportunities to increase tourism and economic development through mobility as a service (e.g. wine tour of Cottage Grove, buses to recreational amenities, etc.)	2-Safety & Access 7-Convenience 10-Environmental Sustainability 12-Community & Economic Development	Medium-Term	CG, SLW, Creswell	<b>Related Strategies:</b> Service Strategy 6; Management Strategies 1, 2, 9, 10 <b>Funding Opportunities:</b> FLAP

Note: CG = City of Cottage Grove, SLW = South Lane Wheels, LTD = Lane Transit District, STIF = Statewide Transportation Improvement Fund. FLAP = Federal Lands Access Program, TGM = Transportation Growth Management, LC = Lane County



## 9. TRANSIT FUNDING

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This chapter describes current funding sources for public transportation in the Cottage Grove area and identifies other potential sources of funding for transit services.

## CURRENT FUNDING SOURCES

Figure 9-1 describes current sources of funding for transit services in the Cottage Grove area.

FIGURE 9-1: CURRENT SOURCES OF FUNDING FOR TRANSIT IN THE COTTAGE GROVE AREA

Funding Source	Description
<b>Lane Transit District Payroll Tax</b>	Payroll and self-employment tax rates are a percentage of the wages paid by an employer and the net earnings from self-employment for services performed within the Lane Transit District boundary. This revenue is a key source of Lane Transit District funding and supports its operating budget. Lane Transit District ordinances 50 and 51 set the payroll and self-employment tax rates with a schedule for rate changes. The calendar year 2021 rate is 0.0075. <sup>30</sup> This funding source supports Lane Transit District’s Route 98 service and the LTD Connector service.
<b>FTA 5307 Mass Transit</b>	<i>Vehicle Replacement</i> – This is federal funding awarded to Lane Transit District and is used on the Lane Transit District Route 98 service. It is funding to keep urban fixed-route bus fleets in good condition and replaces large buses which are in service past their established useful life.
<b>FTA 5310</b>	<i>Enhance Mobility of Seniors and Individuals with Disabilities Discretionary Program</i> – This funding source supports projects for operations, mobility management, purchased service, and preventative maintenance for transportation providers serving seniors and individuals with disabilities in rural areas.
<b>FTA 5311 Formula Grants</b>	<i>Rural Areas</i> – This funding source provides capital, planning, and operating assistance to public transportation providers that support public transportation in rural areas with a population of less than 50,000.  <i>CARES Act</i> – The Coronavirus Aid, Relief, and Economic Security (CARES) Act was created in response to the COVID-19 global pandemic in 2020. The CARES Act provided funds to prevent, prepare for, and respond to COVID-19. South Lane Wheels was eligible to receive CARES Act funding in 2020.
<b>FTA 5340</b>	<i>Formula Grants for Urban Areas</i> – FTA 5340 formula grants for urban areas support public transportation capital, planning, job access and reverse projects. For South Lane Wheels, this grant is used for preventative maintenance to vehicles.
<b>Rural Veterans Healthcare Grant Program</b>	State funding that bridges gaps and resolves barriers between Oregon’s veterans living in rural areas and the healthcare benefits they have earned. STF agencies with service areas featuring rural census tracts are eligible. Funds may be used for Operations and contract purchased services.
<b>Special Transportation Fund (STF)</b>	This is state funding that supports public transportation services for people who are senior and people of any age with disabilities. This funding is eligible for any purpose directly related to transportation services, including transit operations, capital equipment, planning, travel training, and other transit-related purposes.
<b>Statewide Transportation Improvement Fund (STIF)</b>	Oregon legislature passed HB2017 in 2017 and created this funding source that is dedicated to improving or expanding public transportation service in Oregon. STIF funding was awarded to the City of Cottage Grove to develop the Cottage Grove Area Transit Development Plan.
<b>Local Funding</b>	South Lane Wheels maintains intergovernmental agreements or contracts with the City of Cottage Grove and Lane Transit District to support public transportation in the Cottage Grove Area. Lane Transit District and South Lane Wheels entered into an intergovernmental agreement in 2019, formalizing South Lane Wheels as the LTD Connector operator.

<sup>30</sup> <https://www.ltd.org/payroll-self-employment-tax-information/>

Figure 9-2 presents funding allocated to transit from the City of Cottage Grove general fund for funding years 2018-2021. The City of Cottage Grove passes state and federal funds through to South Lane Wheels as its primary operator. South Lane Wheels is a nonprofit organization and is therefore ineligible to apply for many state and federal funds; the City of Cottage Grove receives these funds on behalf of South Lane Wheels.

FIGURE 9-2: COTTAGE GROVE GENERAL FUND FROM FISCAL YEAR 2020-21 BUDGET

Description	FY2017-18	FY2018-19	FY2019-20	FY2020-21
<b>MOD Transportation SLW</b>	\$0	\$0	\$224,400	\$35,125
<b>5311 Transportation Grant</b>	\$80,611	\$130,488	\$130,490	\$123,965
<b>Special Transportation Fund – SLW</b>	\$139,823	\$163,453	\$189,945	\$99,375
<b>Transit Development Plan</b>	\$0	\$0	\$100,000	

Source: City of Cottage Grove 2020-1 Adopted Budget – General Fund  
 SLW = South Lane Wheels

## OTHER POTENTIAL FUNDING OPPORTUNITIES

Figures 9-3 and 9-4 present potential sources of operating and capital funding, respectively, that the City of Cottage Grove could explore to enhance transit services in the Cottage Grove area. Figure 9-5 presents other potential founding sources for which the City of Cottage Grove or South Lane Wheels may be eligible.

FIGURE 9-3: POTENTIAL SOURCES OF OPERATING FUNDING FOR TRANSIT IN THE COTTAGE GROVE AREA

Opportunity	Description
<b>Partnerships</b>	Partnerships with local agencies, public institutions or organizations offer opportunities to leverage capacity, revenue, and funding sources. Examples of opportunities include partnering on grant applications, contribution of funds, providing physical space to house buses or transit stops, and fare discounts in exchange for local revenue.
<b>Dedicated Property Tax</b>	Property taxes generate revenues based on property value assessments. General fund monies used for transit operations often come from local property taxes, but property tax levies are also potential sources for dedicated transit revenues. An independent transportation district with taxing authority and a policy board focused on providing transit is likely required to administer a dedicated levy for transit operations.
<b>Transportation Fees</b>	Rather than using general funds or property tax revenue, some cities have successfully established a transportation utility fee. For example, the City of Corvallis has used a fee to replace the City’s general fund as the primary source of local transit funding. Previously, Corvallis’ primary source of local transit funds was property tax revenue through the City’s general fund. In February 2011, the City established a local funding source from the City’s Transit Operations Fee (TOF), which now represents the City’s second largest source of transit funding. The TOF is charged monthly to utility customers to generate revenue for Corvallis Transit System (CTS) operations and no other purpose. The establishment of an alternative source of dedicated transit funding through the TOF freed up the property tax

Opportunity	Description
	funding allocated to transit for other City services such as police, fire, library, parks and recreation, and community planning. The TOF provided a stable source of local funding to be used as match for state and federal funds and allowed Corvallis to eliminate fares on all CTS routes.
<b>Advertising</b>	Transit systems can raise revenues by selling advertising to businesses and nonprofit organizations. Opportunities for advertising include ads inside the bus, ads on the outside of buses, and ads in stations or at stops. Successful advertising campaigns are usually facilitated by a third-party advertising vendor. Advertising typically generates a small portion of total revenue but can be used for operations, administration, and/or capital expenses. Rather than an exchange of funds, corporations could also sponsor components of the service in return for brand visibility. Transit agencies should be cautious of potential issues such as controlling the advertising content and interference with the agency’s overall branding.
<b>Sponsorship or Naming Rights</b>	Similar to advertising, sponsors can be solicited to provide funding in return for naming rights of transit properties. Historically, the selling of naming rights to people or organizations that make a donation for a capital improvement was most common for large organizations, such as universities or hospitals. Selling naming rights has become more common among smaller organizations and some transit agencies sell naming rights to vehicles, stations, or transit corridors.

FIGURE 9-4: POTENTIAL SOURCES OF CAPITAL FUNDING FOR TRANSIT IN THE COTTAGE GROVE AREA

Opportunity	Description
<b>Debt Financing</b>	<p>Debt financing is an option for major construction projects (e.g. multimodal centers, rail projects). This option can be used to mitigate the immediate impacts of significant capital improvement projects and spread costs over the useful life of a project. Though interest costs are incurred, the use of debt financing can serve not only as a practical means of funding major improvements, but is also viewed as an equitable funding strategy, spreading the burden of repayment over existing and future customers who will benefit from the projects. The obvious caution in relying on debt service is that a funding source must still be identified to fulfill annual repayment obligations.</p> <p>The Oregon Transportation Infrastructure Bank (OTIB) is a potential source for cities to borrow funds for transportation improvement projects. The OTIB is a statewide revolving loan fund. Projects eligible to receive funding include roadway improvements, bicycle and pedestrian access, and transit capital projects.</p>
<b>Public-Private Partnerships</b>	A public-private partnership is a mutually beneficial agreement between both entities that seeks to increase revenues or improve the value of an asset. Public-private partnerships include private entities that rent space for concessions, shared right-of-way with organizations such as a utility, shared fueling facilities for alternative fuel vehicles, and other opportunities. Transit funding from public-private partnerships is most likely to be for capital projects such as a mixed-use development that constructed a transit station or center.

FIGURE 9-5: POTENTIAL GRANT OPPORTUNITIES

Opportunity	Description
<b>AARP Community Challenge</b>	Grants are available for projects that deliver a range of transportation and mobility options that increase connectivity, walkability, bikeability, wayfinding, access to transportation options, and roadway improvements, including projects that result in permanent physical improvements in the community, temporary demonstrations that lead to long-term change, and new, innovative programming or services. Grant awards range from hundreds of dollars to tens of thousands of dollars. Nonprofits and government agencies are eligible to apply.
<b>Federal Emergency Management Agency (FEMA) Transit Security Grant Program (TSGP)</b>	The TSGP provides funding to eligible public transportation systems (which include intra-city bus, ferries, and all forms of passenger rail) to protect critical transportation infrastructure and the traveling public from terrorism, and to increase transportation infrastructure resilience.
<b>(FEMA) Intercity Bus Security Grant Program (IBSGP)</b>	The IBSGP provides funds to eligible private operators of intercity over-the-road bus transportation systems to protect critical transportation infrastructure and traveling public from acts of terrorism, and to increase transportation infrastructure resilience.
<b>Federal Lands Access Program (FLAP)</b>	FLAP was established to improve transportation facilities that provide access to, are adjacent to, or are located within federal lands. FLAP supplements state and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators. Eligible activities include operation and maintenance of transit facilities, including the operation of all components of a transit system and the acquisition of public transportation vehicles.
<b>Helping Obtain Prosperity for Everyone Program (HOPE)</b>	In keeping with the U.S. Department of Transportation's focus on addressing the deteriorating conditions and disproportionately high fatality rates on our rural transportation infrastructure, FTA's Helping Obtain Prosperity for Everyone (HOPE) Program supports projects that will address the transportation challenges faced by areas of persistent poverty.
<b>Integrated Mobility Innovation</b>	FTA's Integrated Mobility Innovation Program funds projects that demonstrate innovative and effective practices, partnerships, and technologies to enhance public transportation effectiveness, increase efficiency, expand quality, promote safety, and improve the traveler experience.
<b>National Rural Transit Assistance Program (RTAP) Community Rides Program</b>	The RTAP Community Rides Program offers current recipients and subrecipients of FTA Formula Grants for Rural Areas (Section 5311) program the opportunity to apply for grant awards of up to \$100,000 for projects that develop or strengthen transportation partnerships that improve social determinants of health in rural and tribal communities. There is no minimum grant award, and local match is not required.
<b>Transportation Growth Management (TGM) Program</b>	TGM Planning Grants help local jurisdictions plan for streets and land to lead more livable, sustainable, and economically vital communities. This planning increases opportunities for transit, walking, and bicycling.





# 10. PERFORMANCE MONITORING

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This chapter describes current performance monitoring and presents additional optional performance measures to help track progress toward TDP goals in the Cottage Grove area.

Performance measurement helps transit providers monitor the extent to which transit services are embodying their vision and achieving their goals. It is also a valuable tool for ongoing monitoring and management of all aspects of service delivery, ensuring accountability and transparency, and providing support for decision-making. Public transit providers may be required to report on specific performance measures by a funder or may choose to track optional performance measures and targets that enable them to monitor progress toward their goals. Though performance measurement can be a useful tool, data availability and staff capacity can limit the number and type of performance measures that an agency can reasonably track. To this end, this chapter provides a summary of the performance measures the City of Cottage Grove is already tracking and introduces optional performance measures the City may opt to track given data availability and staff capacity.

For the purpose of this project, the following definitions apply:

**Performance measures** quantify characteristics of existing transit operations. A performance measure can be used as a basis for comparison to a desired goal, to peer systems, or to past performance. A good set of performance measures should rely on readily available data and focus on key aspects of operations.

**Performance targets** are values for specific performance measures. They set the expectations for acceptable levels of performance. A single performance measure may have multiple targets based on the service type, operating period, or geographic zone being evaluated. When setting performance targets, a transit provider needs to balance industry norms, its goals and objectives, and any requirements from funding or other sources.

## CURRENT PERFORMANCE MEASURES

Transit providers that receive or utilize Federal Transit Administration (FTA) funding are required to report financial, operating, and asset condition information to the National Transit Database (NTD).<sup>31</sup> The NTD, established by Congress in 1974, is the primary source of information on transit agencies in the United States. The FTA submits an annual NTD report to Congress summarizing transit service as well as asset and safety data, which is used to apportion funding to transit agencies. Reporting to NTD is a prerequisite for receiving FTA funds, including Urban Area Formula Grants (§5307) and Formula Grants for Rural Areas (§5311). Agencies that do not receive FTA funding may voluntarily submit data to NTD.<sup>32</sup>

NTD reporting requirements depend on the type of FTA funding (urban or rural) and type or level of service provided. The City of Cottage Grove is a sub-recipient of FTA §5311 funds from the State of Oregon; these funds are passed directly through to South Lane Wheels. As the recipient, the City of

<sup>31</sup> Title 49 United States Code (U.S.C.) §5335(a)

<sup>32</sup> FTA Office of Budget and Policy, *National Transit Database 2019 Policy Manual*.

Cottage Grove is responsible for reporting to FTA on behalf of South Lane Wheels as a Reduced Reporter – General Public Transit. Figure 10-1 lists the data that the City of Cottage Grove reports to NTD.

FIGURE 10-1: DATA REPORTED BY THE CITY OF COTTAGE GROVE TO NTD IN 2019

Performance Measure	NTD Reporting Form
Operations and Capital Expenses by Mode Type	RR-20
Revenues by Mode Type	RR-20
Other Directly Generated Funds	RR-20
Revenues Accrued Through a Purchased Transportation Agreement	RR-20
Funding Sources (Federal and Non-Federal)	RR-20
Number of Volunteer Drivers	RR-20
Number of Personal Vehicles in Service	RR-20
Annual Vehicle Revenue Miles by Mode	RR-20
Annual Unlinked Passenger Trips by Mode	RR-20
Annual Vehicles of Maximum Service by Mode	RR-20
Sponsored Services Unlinked Passenger Trips by Mode	RR-20
Reportable Incidents	RR-20
Fatalities	RR-20
Injuries	RR-20
Rolling Stock – Percent of Revenue Vehicles That Have Met or Exceeded Their Useful Life Benchmark	A-90
Equipment – Percent of Service Vehicles That Have Met or Exceeded Their Useful Life Benchmark	A-90
Facility – Percent of Facilities Rated Below 3 on the Condition Scale	A-90

In addition to NTD reporting requirements, South Lane Wheels tracks performance measures to report to Lane Transit District and the State of Oregon. Because South Lane Wheels operates the LTD Connector service within the Cottage Grove City limits, South Lane Wheels provides monthly reports with service and vehicle maintenance data to Lane Transit District. As a recipient of State grant funding, including the Statewide Transportation Improvement Fund (STIF) program that funded the development of this TDP, South Lane Wheels also reports on safety, asset, operations, and financial data through the Oregon Public Transit Information System (OPTIS). South Lane Wheels also tracks daily rides and fare instruments for internal performance monitoring. Figure 10-2 includes a list of these additional performance measures.

FIGURE 10-2: ADDITIONAL PERFORMANCE MEASURES TRACKED BY SOUTH LANE WHEELS

Performance Measure	Reported To
Total Trips by Service Type and Rider Type	LTD, CG
Total Miles Driven by Service Type and Rider Type	LTD, CG
Total Vehicle Hours by Service Type	LTD, CG
Number of Wheelchair Rides	LTD, CG
Route Accommodations	LTD, CG

Performance Measure	Reported To
People Count	LTD, CG
Self-Pay Ride Refusal	LTD, CG
Riders by Trip Purpose	LTD, CG
Accident Type	LTD, OPTIS
Number of Fatalities	LTD, OPTIS
Number of Injuries	LTD, OPTIS
Civil Rights Complaints	LTD, CG, OPTIS
In-Kind Contributions / Volunteer & Non-Cash Resources	LTD, CG, OPTIS
Fleet Summary (Including Vehicle Condition) / Vehicle Inventory	LTD, OPTIS
Vehicles Out of Service (Idle for More Than 90 Days)	LTD, OPTIS
Total Passenger One-Way Rides	LTD, CG, OPTIS
Seniors & Individuals with Disabilities Rides	LTD, CG, OPTIS
Revenue Operation Hours	LTD, CG, OPTIS
Revenue Service Mileage	LTD, CG, OPTIS
Revenue and Expenses by Type	LTD, CG, OPTIS
Rail and Public Transit Division-Funded Signs/Shelters Condition	OPTIS
On/Off by Stop and Passenger Type (including seniors, youth, general public, disabled, wheelchair, child, and aide)	SLW Internal
LTD Connector Fare Instrument Per Day by Type	LTD, CG, SLW Internal

Note: LTD = Lane Transit District; CG = City of Cottage Grove; OPTIS = Oregon Public Transit Information System; SLW = South Lane Wheels

## OPTIONAL PERFORMANCE MEASURES

This section provides potential performance measures for the City of Cottage Grove’s consideration (Table 9). The intent of including these optional performance measures is to provide tools that could be used to further track this TDP’s public transportation goals. The performance measures are presented as options based on what other peer public transportation providers have chosen to measure. The City of Cottage Grove may opt to begin tracking additional performance measures as a baseline and add relevant performance targets later, as desired. Figure 10-3 provides the optional performance measures, potential data sources, and the TDP goals they would support. They could be implemented immediately upon finalization of this TDP or phased in as feasible.

FIGURE 10-3: COTTAGE GROVE AREA TDP OPTIONAL PERFORMANCE MEASURES

Service Type	Performance Measure	Potential Data Source	Related TDP Goals
FR	Percent of bus stops that are ADA accessible	Field Survey	1-Safety 4-Accessibility 6-Equity
FR	Percent of bus stops with shelters	Field Survey	1-Safety 2-Convenience
FR	Percent of bus stops with pedestrian access	Field Survey	1-Safety 2-Convenience 4-Accessibility

			5-Environmental Sustainability 6-Equity 8-System Resilience
FR	Percent of bus stops with bicycle access	Field Survey	1-Safety 2-Convenience 4-Accessibility 5-Environmental Sustainability 6-Equity 8-System Resilience
FR, DR	Transit mode share	Census	4-Accessibility 5-Environmental Sustainability 8-System Resilience
FR, DR	Percent of public transportation vehicle fleet that is low- or zero-emission	Agency Data	5-Environmental Sustainability 7-Financial Stability 8-System Resilience
FR, DR	Percent of vehicles exceeding useful life	Agency Data	1-Safety 7-Financial Stability 8-System Resilience
FR, DR	Total passengers per service hour	Agency Data	3-Reliability 7-Financial Stability
FR, DR	Service miles per service hour	Agency Data	3-Reliability 7-Financial Stability
FR, DR	Cost per vehicle mile	Agency Data	3-Reliability 7-Financial Stability
DR	No show/late cancellation rate	Agency Data	7-Financial Stability
DR	Reservation call hold time/schedule response time	Agency Data	2-Convenience 3-Reliability 7-Financial Stability
DR	Percent pickups within 10 minutes of scheduled time	Agency Data	2-Convenience 3-Reliability 7-Financial Stability
DR	Demand response service level (miles and hours) per capita in Census Blocks with higher concentrations of Communities of Concern	Agency Data	4-Accessibility 6-Equity 8-System Resilience
DR	Number of veterans utilizing transit	Agency Data	4-Accessibility 6-Equity
MOD, DR	Percent of users booking services without using the app	Transit App Data	4-Accessibility 6-Equity
MOD, DR	Percent of users paying for services in cash	Transit App Data	4-Accessibility 6-Equity
MOD	Number of trips requested or planned through the MOD system	Transit App Data	2-Convenience 3-Reliability 4-Accessibility
MOD	Number of trips completed by users of the MOD system compared to number of trips ordered	Transit App Data	2-Convenience 3-Reliability 4-Accessibility

Note: FR = Fixed Route; DR = Demand Response; MOD = Mobility on Demand



# 11. LOOKING FORWARD

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The intent of the Cottage Grove Area Transit Development Plan is to provide a framework to guide future decisions about public transportation strategies and investments within the Cottage Grove area. This TDP establishes community driven vision, values, goals, and objectives for the future of public transportation. It documents the transit needs within the Cottage Grove area as articulated by residents, stakeholders and a look towards future population and employment and provides strategies to meet those needs. This TDP will serve as a roadmap to meet increasing demand for public transportation as a viable transportation option.

# APPENDICES

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The following appendices are available via the links below:

- [Appendix A: Existing Conditions](#)
- [Appendix B: Peer Analysis](#)
- [Appendix C: Plan and Policy Review](#)
- [Appendix D: Public Participation Report](#)
- [Appendix E: Draft Vision, Values, Goals, Objectives, and Performance Measures](#)
- [Appendix F: Needs Assessment](#)