

A PUBLIC TRANSPORTATION SERVICE PLAN FOR WALWORTH COUNTY

HP
2005
1.56
CAPR 65
COPY 3

**SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION MEMBERS**

KENOSHA COUNTY

Leon T. Dreger
Donald E. Mayew
Francis J. Pitts

RACINE COUNTY

Raymond J. Moyer
Earl G. Skagen
Michael W. Wells

MILWAUKEE COUNTY

Irene M. Brown
Richard W. Cutler,
Secretary
Harout O. Sanasarian,
Vice-Chairman

WALWORTH COUNTY

John D. Ames
Anthony F. Balestrieri
Harold H. Kolb

OZAUKEE COUNTY

Allen F. Bruederle
Thomas H. Buestrin
Alfred G. Raetz,
Chairman

WASHINGTON COUNTY

Harold F. Ryan
Thomas J. Sackett
Frank F. Uttech

WAUKESHA COUNTY

Robert F. Hamilton
William D. Rogan,
Treasurer
Paul Vrakas

**INTERGOVERNMENTAL COORDINATING
AND ADVISORY COMMITTEE ON PUBLIC
TRANSPORTATION IN WALWORTH COUNTY**

Ernst L. Klopstein Supervisor, Walworth County Board
Chairman

Franklin Stoneburner Director, Walworth County
Vice-Chairman Department of Aging

Arnold Ackley Alderman, City of Lake Geneva

Oliver W. Flemming Supervisor, Walworth County

Helena M. Gavin Director, Walworth County
Nutrition Program

Mary Jane Paschke Coordinator, Day Treatment,
Lakeland Counseling Center

William T. Pratt Administrator, Lakeland
Nursing Home and Farm

Quinn C. Smet City Manager, City of Whitewater

Brian N. Wexler Supervisor II, Walworth County
Department of Social Services

Thomas A. Winkel Chief Planning and Community
Assistance Engineer, Wisconsin
Department of Transportation

**SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION STAFF**

Kurt W. Bauer, P.E. Executive Director

Philip C. Evenson Assistant Director

John W. Ernst Data Processing Manager

Leland H. Kreblin Chief Planning Illustrator

Donald R. Martinson Chief Transportation Engineer

Frederick J. Patrie Administrative Officer

Thomas D. Patterson Chief of Planning Research

Bruce P. Rubin Chief Land Use Planner

Roland O. Tonn Chief Community Assistance Planner

Lyman F. Wible, P.E. Chief Environmental Engineer

Special acknowledgement is due Mr. Albert A. Beck, Senior Planner and
Ms. Kathleen M. Hazen, Planner, for their contributions to the preparation
of this report.

COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 65

A PUBLIC TRANSPORTATION SERVICE PLAN
FOR WALWORTH COUNTY

Prepared by the

Southeastern Wisconsin Regional Planning Commission
P. O. Box 769
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53187-1607

The preparation of this report was financed in part through a planning grant from the U. S. Department of Transportation, Federal Highway Administration, through the Wisconsin Department of Transportation.

January 1982

Inside Region \$2.50
Outside Region \$5.00

(This page intentionally left blank)

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

916 NO. EAST AVENUE

• P.O. BOX 769

• WAUKESHA, WISCONSIN 53187

• TELEPHONE (414) 547-6721

Serving the Counties of:

KENOSHA
MILWAUKEE
OZAUKEE
RACINE
WALWORTH
WASHINGTON
WAUKESHA

January 31, 1982

TO: The Honorable Chairman and Members of the Walworth County Board of Supervisors

Ladies and Gentlemen:

On December 9, 1980, the Walworth County Board of Supervisors requested the Southeastern Wisconsin Regional Planning Commission to undertake a special study to determine the feasibility of providing general public transit service in Walworth County. Of concern to the Committee was the feasibility of establishing a countywide general public transit service not aimed at any specific subgroup of the general population which could thereby reduce the need for specialized public transportation services. To advise and assist the Commission staff in the conduct of the requested study, an Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County was created. The Walworth County Board of Supervisors and social service agencies and state and local units of government providing public transportation services or financial support for such services within the County were represented on the Committee.

The Commission staff working with the Committee has now completed, and is pleased to transmit herewith on behalf of the Committee, this report setting forth a plan for the provision of countywide public transit services in Walworth County. The plan is based upon an inventory and evaluation of the existing transit services and specialized transportation coordination efforts within the County, an analysis of the present and probable future needs for transit service, and an examination of the costs attendant to a number of alternative means of meeting those needs.

The analysis of public transit options for Walworth County indicated that, to fully serve the travel demands of the resident county population, a substantial commitment of local financial resources would be required for the initiation of new public transportation services. Rather than recommending the initiation of such new services, the plan selected by the Committee recommends modest improvements in the existing specialized transportation program within the County to enable the program to serve the general public.

The findings and recommendations contained in this report were carefully reviewed and unanimously approved by the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County. Adoption and implementation of the recommended plan would, in the Committee's opinion, provide the residents of Walworth County with an adequate level of basic public transportation service. In so doing, it would also serve to concentrate limited financial resources on corresponding areas of need, thereby assuring effective use of public monies in providing public transportation service within the County.

The report and plan are hereby respectfully submitted on behalf of the Committee for consideration and action by your body.

Sincerely,



Kurt W. Bauer
Executive Director

(This page intentionally left blank)

TABLE OF CONTENTS

	Page
CHAPTER I - INTRODUCTION.....	1
Need for and Purpose of a Transit Service Plan.....	1
Study Organization.....	2
Advisory Committee Structure.....	2
Staff.....	2
The Planning Process.....	4
Formulation of Objectives and Standards.....	4
Inventory of Basic Data.....	4
Analyses.....	5
Design and Evaluation of Alternative Plans.....	5
Plan Selection and Adoption.....	5
CHAPTER II - TRANSIT PLANNING STATUS AND TRANSIT SERVICE DEVELOPMENT OBJECTIVES AND STANDARDS.....	7
Introduction.....	7
Major Past Transit Planning Efforts.....	7
Regional Transportation Plan for the Transportation Handicapped.....	7
Southeastern Wisconsin Commuter Study.....	7
Milwaukee Area Primary Transit System Alternatives Analysis.....	8
Definitions of Public Transit Terminology.....	9
Objectives and Standards.....	12
CHAPTER III - SOCIOECONOMIC AND LAND USE CHARACTERISTICS.....	19
Introduction.....	19
The Study Area.....	19
Land Use Characteristics.....	19
Characteristics of the Resident Population.....	22
Identification of Special Population Groups.....	24
The Elderly.....	24
Minorities.....	25
Low-Income Families.....	30
Handicapped.....	30
School-Age Children.....	34
Zero-Auto Households.....	34
Major Traffic Generators.....	35
Shopping Centers.....	35
Educational Institutions.....	35
Hospitals and Medical Centers.....	37
Governmental and Public Institutional Centers.....	37
Employment Centers.....	37
Recreational Areas.....	42
Travel Habits and Patterns.....	42
Total Person Trip Characteristics.....	46
Personal Opinion Survey--Home Interview.....	50
Summary.....	54
CHAPTER IV - EXISTING PUBLIC TRANSIT SERVICES.....	57
Existing Community Transit Services.....	57
Fixed Route, Special Carrier Transit Service.....	57
Nonfixed Route, Special Carrier Transit Service.....	57
Nonfixed Route, Common Carrier Public Transportation Service.....	61

	Page
Interregional Public Transit Service.....	62
Other Significant Public Transportation Service Efforts.....	62
Evaluation of Existing Public Transportation Services.....	66
Service to Population Groups.....	66
Service to Major Trip Generators.....	67
Service Relative to Existing Travel Habits and Patterns.....	67
Summary.....	69
CHAPTER V - EXISTING TRANSIT LEGISLATION AND REGULATIONS.....	71
Introduction.....	71
Federal Legislation.....	71
Urban Mass Transportation Act of 1964, as Amended.....	71
Section 16 Funds.....	72
Section 18 Funds.....	72
UMTA Administrative Regulations.....	72
Federal Rehabilitation Act of 1973.....	74
Older Americans Act of 1965.....	74
State Legislation.....	75
Financial Assistance.....	75
General Public Transportation Assistance Programs.....	75
Specialized Transit Assistance Programs.....	77
Administrative Regulations and Controls.....	78
Local Legislation.....	81
Legislative Analysis.....	81
Summary.....	82
CHAPTER VI - ALTERNATIVE GENERAL PUBLIC TRANSIT SERVICES.....	85
Introduction.....	85
Need for Improved Public Transportation Service.....	85
Need for Public Subsidy.....	87
Development of Transit Service Alternatives.....	87
Management Alternatives.....	87
Operations Alternatives.....	89
Alternative 1--Status Quo.....	89
Alternative 2--Ride-Sharing.....	90
Alternative 3--Advance-Reservation Public Transportation Service.....	91
Subalternative 3A--Expand Eligibility for the Existing	
County-Sponsored Transportation Service.....	91
Operating Characteristics.....	92
Ridership Projections.....	93
Capital Project and Operating Costs.....	93
Subalternative 3B--Expand Eligibility for and Level of	
Existing County-Sponsored Transportation Service.....	96
Operating Characteristics.....	96
Ridership Projections.....	96
Capital Project and Operating Costs.....	98
Alternative 4--Fixed Route Public Transit Service.....	100
Subalternative 4A--Connect All Community Centers	
with Fixed Route Public Transit Service.....	100
Operating Characteristics.....	100
Ridership Projections.....	102
Capital Project and Operating Costs.....	102
Subalternative 4B--Connect Major Community Centers	
with Fixed Route Public Transit Service.....	103

	Page
Operating Characteristics.....	105
Ridership Projections.....	105
Capital Project and Operating Costs.....	107
Evaluation of Alternatives.....	108
Service Characteristics.....	108
Cost.....	111
Committee Review of Alternatives.....	111
Recommendation.....	114
Summary.....	114
CHAPTER VII - RECOMMENDED COUNTYWIDE PUBLIC TRANSPORTATION SERVICES.....	119
Introduction.....	119
Countywide General Public Transit Service.....	119
Operating Characteristics.....	119
Ridership Forecasts.....	120
Capital Projects.....	120
Capital Project and Operating Costs.....	121
Financial Commitment.....	121
Countywide Ride-Sharing Program.....	122
Recommended Ride-Sharing Promotional Activities.....	125
Manpower Requirements and Administration.....	125
Plan Implementation.....	126
Community Review and Comment.....	126
Plan Adoption and Endorsement.....	126
Preparation of Applications for Transit Assistance Funds.....	127
Summary.....	128
CHAPTER VIII - SUMMARY.....	131
Introduction.....	131
Characteristics of the Study Area.....	131
Transit Service.....	133
Legal Considerations.....	134
Alternative Public Transit Services.....	135
Alternative 1--Status Quo.....	136
Alternative 2--Ride-Sharing.....	136
Alternative 3--Advance-Reservation Public Transit Service.....	136
Alternative 4--Fixed Route Public Transportation Service.....	138
Evaluation of Alternatives.....	139
The Recommended Plan.....	139
Countywide General Public Transportation Service.....	139
Countywide Ride-Sharing Program.....	141
Implementation.....	141
Conclusion.....	142

APPENDICES

Appendix	Page
A Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County.....	145
B A Suggested Model Resolution for Adoption of the Public Transportation Service Plan for Walworth County.....	147

LIST OF TABLES

Table		Page
	Chapter II	
1	Public Transit Objectives and Standards Established for Use in the Walworth County Transit Feasibility Study.....	14
	Chapter III	
2	Distribution of Land Uses in Walworth County: 1975.....	22
3	Population Changes in Cities, Villages, and Towns in Walworth County: Selected Years 1950-1980.....	23
4	Overall Population Density for Civil Divisions in Walworth County: 1980.....	25
5	Selected Population Characteristics of Walworth County as Approximated by Census Tract: 1970.....	26
6	Facilities for the Elderly in Walworth County: 1981.....	28
7	Facilities for the Handicapped in Walworth County: 1981.....	32
8	Estimates of Transportation Handicapped Persons in Walworth County by Type of Limitation as Derived from Incidence Rates Based on Secondary Source Data: 1975.....	34
9	Percent of Households by Automobile Ownership for Walworth County Communities: 1972.....	36
10	Shopping Centers in Walworth County: 1981.....	37
11	Major Educational Institutions in Walworth County: 1981.....	39
12	Community and Special Medical Centers in Walworth County: 1981.....	39
13	Governmental and Public Institutional Centers in Walworth County: 1981..	42
14	Major Employment Centers in Walworth County: 1980.....	44
15	Recreational Areas in Walworth County: 1981.....	46
16	Estimated Total Person Trips Originating Within Walworth County: 1980...	48
17	Percent Distribution of Responses to Personal Opinion Survey: 1972.....	53
	Chapter IV	
18	Public Transit Service Providers and Operating Characteristics in Walworth County: 1981.....	58
19	Abbreviated Schedule for Greyhound Lines, Inc., Bus Service: Madison-Chicago.....	62
20	Abbreviated Schedule for Wisconsin Coach Lines, Inc., Bus Service: Milwaukee-Rockford.....	63
21	Abbreviated Schedule for Peoria-Rockford Bus Company Service: Milwaukee-Rockford.....	63
	Chapter VI	
22	Projected Expenses, Revenues, and Public Funding Requirements for Transit Systems in Wisconsin: 1981.....	88
23	Capital Projects and Expenditures Required Under Subalternative 3A: Expand Eligibility for Existing County-Sponsored Transportation Service.....	94
24	Operating Characteristics of Subalternative 3A: Expand Eligibility for Existing County-Sponsored Transportation Service.....	95
25	Capital Projects and Expenditures Required Under Subalternative 3B: Expand Eligibility for and Level of Existing County-Sponsored Transportation Service.....	98

Table		Page
26	Operating Characteristics of Subalternative 3B: Expand Eligibility for and Level of Existing County-Sponsored Transportation Service.....	99
27	Capital Projects and Expenditures Required Under Subalternative 4A: Connect All Community Centers with Fixed Route Public Transit Service...	103
28	Operating Characteristics of Subalternative 4A: Connect All Community Centers with Fixed Route Public Transit Service.....	104
29	Capital Projects and Expenditures Required Under Subalternative 4B: Connect Major Community Centers with Fixed Route Public Transit Service.....	107
30	Operating Characteristics of Subalternative 4B: Connect Major Community Centers with Fixed Route Public Transit Service.....	109
31	Service Characteristics of General Public Transit Services Proposed Under Transit Service Alternatives.....	110
32	Local Share of Annual Public Funding Requirement and Capital Project Costs for Transit Service Alternatives: 1983-1987.....	112
33	Total Local Expenditures by Transit Service Alternative Required to Support Proposed Countywide General Public Transit Service and the County Specialized Transportation Program: 1983-1987.....	113

Chapter VII

34	Distribution of Expenditures for the Recommended Countywide Public Transit Service by Funding Source: 1983 Through 1987.....	123
35	Operating Costs, Revenues, Deficits, and Public Funding Requirements of the Recommended Countywide Transit Service with Assumed Effects of Inflation.....	124

LIST OF FIGURES

Figure		Page
	Chapter II	

1	Functional Classification of Public Transportation Systems.....	10
---	---	----

LIST OF MAPS

Map		Page
	Chapter I	

1	Location of Community Centers in Walworth County.....	3
---	---	---

Chapter III

2	Location of Walworth County in the Southeastern Wisconsin Region.....	20
3	Historic Trend of Urban Growth in Walworth County: 1850-1980.....	21
4	Census Tract Locations in Walworth County: 1970.....	27
5	Location of Facilities for the Elderly in Walworth County: 1981.....	29
6	Location of Concentrations of Low-Income Persons in Walworth County: 1970.....	31
7	Location of Facilities for the Handicapped in Walworth County: 1981.....	33
8	Location of Shopping Centers in Walworth County: 1981.....	38
9	Location of Major Educational Institutions in Walworth County: 1981.....	40
10	Location of Community and Special Medical Centers in Walworth County: 1981.....	41

Map		Page
11	Location of Governmental and Public Institutional Centers in Walworth County: 1981.....	43
12	Location of Major Employment Centers in Walworth County: 1980.....	45
13	Location of Recreational Areas in Walworth County: 1981.....	47
14	Destinations of External Person Trips made on an Average Weekday from Walworth County: 1980.....	49
15	Average Weekday Total Internal Person Trip Desire Lines for Trips Originating in Walworth County: 1980.....	51
16	Average Weekday Total External Person Trip Desire Lines for Trips Originating in Walworth County: 1980.....	52
Chapter IV		
17	Intercity Bus Service in Walworth County: 1981.....	64
18	Major Trip Generators in Walworth County not Served by General Public Transportation: 1981.....	68
Chapter VI		
19	Location of Proposed Service Areas in Walworth County for Subalternative 3B.....	97
20	Location of Fixed Route Transit Service in Walworth County as Proposed Under Subalternative 4A.....	101
21	Location of Fixed Route Transit Service in Walworth County as Proposed Under Subalternative 4B.....	106

Chapter I

INTRODUCTION

On December 9, 1980, the Walworth County Board of Supervisors formally requested the Regional Planning Commission to prepare a plan concerning the feasibility of providing general public transportation service in Walworth County. The basis for this request was the set of conclusions drawn from discussions held in August of 1980 between representatives of the Wisconsin Department of Transportation, the Regional Planning Commission, and the Walworth County Department of Aging concerning the potential for establishment of a public transit system to serve the residents of Walworth County. The discussions were precipitated by the following two events:

1. Recent discussions by the Walworth County Transportation Coordinating Committee concerning inquiries about the feasibility of establishing a transit system in Walworth County that would be available to the general public and could possibly supplement, or in some cases supplant, the existing specialized transportation services now being provided for the elderly and handicapped in the County.
2. The creation by the U. S. Congress, with the passage of the Surface Transportation Act of 1978, of a new federal aid program to provide for operating and capital assistance projects for public transportation programs in rural and small urban areas. Heretofore, federal transit grant programs have been limited to the provision of assistance to transit services in the large urban areas of the nation. The new federal grant program, authorized under Section 18 of the Urban Mass Transportation Act of 1964, as amended, is administered by the Federal Highway Administration.¹

During the discussions, members of the Department of Aging expressed interest in exploring the possibility of establishing a general public transportation program in Walworth County. In addition, the extent to which existing specialized transportation services could be curtailed or eliminated as a result of the establishment of such a system was addressed. Accordingly, this planning report sets forth the findings and recommendations of the requested plan concerning the feasibility of establishing general public transit service in Walworth County.

NEED FOR AND PURPOSE OF A TRANSIT SERVICE PLAN

The provision of public transportation service has generally been recognized as an essential element for the continued growth and vitality of any truly urban area. The provision of an adequate level of public transportation has consequently been an important consideration in the Commission's planning efforts for the urbanized areas of the Southeastern Wisconsin Region. The continued decentralization of population and urban development within southeastern Wisconsin has created a number of complex problems concerning rural as well as urban development issues, including public transportation.

¹Legislation now under consideration by the U.S. Congress would alter the current Section 18 transit assistance program by eliminating federal subsidies for operating costs. Federal grants for capital purposes, e.g., buses, shelters, garage, and maintenance facilities, would remain available.

Some segments of the public hold that transportation is a public responsibility and should be provided as a public service to those who cannot or do not chose to own and operate an automobile. In the past, public transportation in rural areas has been provided as a social service for clients of programs administered by local social service agencies. While providing a valuable service to the elderly and handicapped segments of the rural population, such rural transportation service projects were not intended to address the transportation needs of other typically transit dependent segments of the rural population, including members of low-income families, school-age children, and members of autoless or one-auto households. In addition, given the rising cost of motor fuel and automobile utilization, and the uncertainties concerning the future cost and availability of motor fuel, the need to consider an effective alternative to automobile travel for the rural population of Walworth County is presented. It is accordingly appropriate to evaluate at this time the feasibility of establishing a countywide public transportation program to serve Walworth County--in particular, the urban community centers shown on Map 1. The transit service plan should thus provide a sound basis for addressing three significant transit-related public policy questions. The first question is: Should a countywide public transit service be established within Walworth County? If the answer is yes, then the other two questions are: 1) Should the County provide it?; and 2) In what form should it be provided? Thus, the transit service plan is also intended to provide guidance in addressing such issues as the ownership, management, service level, fares, and operating policies of public transit service in Walworth County and to support applications for available transit capital and operating assistance funds from state and federal sources. Finally, the plan should determine the extent to which existing specialized transportation services can be incorporated into or supplanted with a general public transportation service in the County.

STUDY ORGANIZATION

Advisory Committee Structure

Because any transit development proposal would affect a number of governmental agencies and private interests, it was considered essential to involve these interests actively in the transit planning process. Accordingly, an intergovernmental coordinating and advisory committee was established representing a broad spectrum of leadership in Walworth County and representatives from local interest groups, as well as concerned regional and state officials. In general, the purpose of the committee was to broaden input into the study through a critical review of staff efforts.

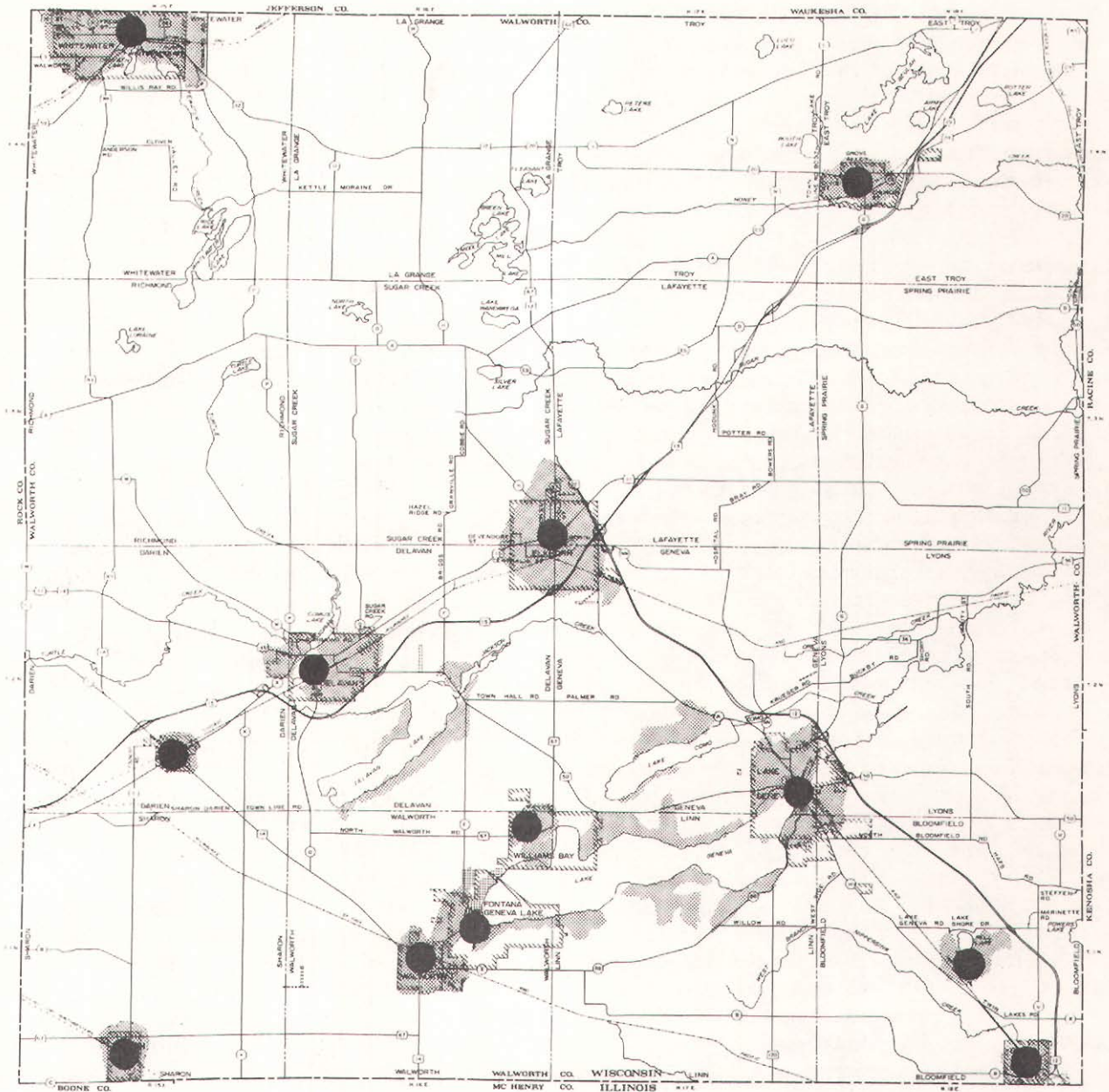
Specifically, the committee was charged with the following tasks: assisting and advising the study staff on technical methods, procedures, and interpretations; aiding in the assembly and evaluation of planning and engineering data; assisting in the establishment, definition, and review of system design and evaluation criteria; appraising alternative plans; and selecting a recommended plan and the best means of implementing that plan. The committee was intended to be a working group and to involve state and local officials actively in the planning process. A complete committee membership list is set forth in Appendix A of this report.

Staff

The preliminary research, system design, and final report preparation for the Walworth County transit service plan have been accomplished through the efforts of the engineers and planners on the staff of the Regional Planning Commission, together with supporting research, clerical, and drafting personnel. Additional staff assistance was obtained as necessary from certain other agencies concerned with public transit development in Walworth County, including the Walworth County Department of Aging, the Walworth County Department of Social Services, the Wisconsin Department of Health and Social Services, and the Wisconsin Department of Transportation.

Map 1

LOCATION OF COMMUNITY CENTERS IN WALWORTH COUNTY



LEGEND



Community Center



Urban Residential Development



Source: SEWRPC.

THE PLANNING PROCESS

A six-step planning process was employed in the preparation of the Walworth County transit service plan. This process, developed by the Commission, was found to be effective in the preparation of similar studies, and was, therefore, retained for the preparation of the Walworth County transit service plan. The six steps constituting the process are: 1) formulation of objectives and standards; 2) inventory of basic data; 3) analysis; 4) alternative plan design; 5) evaluation of alternative plans; and 6) selection of a recommended plan. To the greatest extent possible, the findings and recommendations of the service plan were based upon the findings and recommendations of the adopted regional plan elements, including the adopted regional transportation plan² and the adopted plan for the transportation handicapped.³ A brief description of each of these six steps as they relate to the preparation of the transit service plan for Walworth County follows.

Formulation of Objectives and Standards

In its most basic sense, planning is a rational process for establishing and meeting objectives. Therefore, the formulation of objectives is an essential task which must be undertaken before plans can be prepared. As part of previous regional transportation planning efforts, a set of general public transit development objectives and standards was formulated, as well as a set of specific handicapped-related transit development objectives and standards. These areawide transit development objectives were reviewed, refined to meet the specific needs of predominantly rural Walworth County, and adopted by the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County. The objectives are concerned with the location of public transit facilities so as to serve existing land use patterns effectively and promote desirable forms of new land use development; the provision of a public transit service that provides good access to areas of employment and essential services to all segments of the population; the provision of a public transit service that will improve the mobility of elderly and handicapped persons in an effective and efficient manner; the provision of a public transit service that is located and designed to provide user convenience, comfort, and safety; and the provision of a public transit system that will minimize any harmful effects on the environment. The objectives and standards are set forth in Chapter II of this report.

Inventory of Basic Data

Reliable data are essential to the conduct of any planning process. The following four basic data collection efforts were conducted as part of the transit service plan for Walworth County: an inventory of relevant past transit planning efforts; an inventory of relevant socioeconomic, land use, and travel characteristics of the County; an inventory of existing transit service; and an inventory of existing public transit legislation and regulations. In the inventory of past planning efforts, adopted and proposed transit plans which affect the study areas were reviewed for relevance to the current transit service plan effort. Those characteristics of Walworth County important to public transit planning were identified and established in the second of the above inventories, including existing and probable future land use development, population densities and characteristics, major traffic generators, and functional and jurisdictional highway system plans. Whenever possible, data from the 1980 U. S. Census of Population and Housing pertaining to socioeconomic characteristics and travel habits were used. The public transit system service inventory identified the type and level of public transit service currently provided in the

²See SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin: 2000, Volume Two, Alternative and Recommended Plans.

³See SEWRPC Planning Report No. 31, A Regional Transportation Plan for the Transportation Handicapped in Southeastern Wisconsin: 1978-1982.

study area. The transit legislation and regulation inventory examined the changing federal and state legislation pertaining to public transit, Wisconsin Transportation Commission regulations, and local regulations and ordinances pertaining to public transit operations in the study area. The findings of these inventories are discussed in Chapters II, III, IV, and V of this report.

Analyses

Inventories provide factual information about the existing state of the system being planned, while analyses and forecasts are necessary to provide estimates of future needs. Based upon the data collected in the inventories, three basic analyses were undertaken. To identify specific areas of need, an analysis of the existing public transit service and its relation to the land use patterns and the characteristics of the residents of the County was undertaken in light of the transit development objectives and standards selected for the study effort. Existing and probable future travel demand by the population of Walworth County was analyzed using available trip origin and destination survey data, and data concerning anticipated future population growth and change in Walworth County. Finally, an analysis was done of the different ways in which Walworth County could organize in order to deliver public transit services. The results of the analyses conducted under the transit development program are discussed in Chapters III, IV, and V of this report.

Design and Evaluation of Alternative Plans

Based on the inventories and analyses noted above, possible public and nonpublic alternative transit service plans were postulated and evaluated. These plans were short range in nature, prepared for a design period of about five years. The alternatives included possible volunteer driver and ride-sharing activities, various types and levels of transit service, practicable capital equipment, management structure, marketing, and service coordination requirements. Each of the alternatives was evaluated against the agreed-upon objectives and standards, and the costs, revenues, and subsidy requirements in the aggregate and on a per-passenger basis were estimated. Each alternative was formulated in enough detail so as to provide a sound basis for public review and evaluation. The evaluation of the alternative plans formulated was primarily directed toward answering questions regarding whether or not it is desirable for Walworth County to provide a countywide public transit service, and the extent to which existing specialized transportation services could be curtailed or eliminated if general public transit service were to be instituted. The various alternative transit plans considered are set forth in Chapter VI of this report.

Plan Selection and Adoption

The evaluation of alternative plans is intended to result in the selection of a recommended transit development program that can be certified to the Walworth County Board of Supervisors and the federal and state funding agencies concerned for consideration and implementation. Based upon public review and evaluation of the alternatives formulated under the transit service plan, a recommended plan was prepared for consideration by the Advisory Committee and the Walworth County Board of Supervisors.

The plan is not complete, however, until the steps required for its implementation--that is, the steps necessary to convert the plan into action policies and programs--have been specified. Plan implementation must begin with plan adoption or endorsement by the concerned implementing agencies, which include for transit development the Walworth County Board of Supervisors as the major local unit of government operating within the study area; the Southeastern Wisconsin Regional Planning Commission; the Wisconsin Department of Transportation; and the U. S. Department of Transportation, Federal Highway Administration. All implementation recommendations must follow and flow from such plan adoption and endorsement. The recommended transit plan is described in Chapters VI and VII of this report.

(This page intentionally left blank)

Chapter II

TRANSIT PLANNING STATUS AND TRANSIT SERVICE DEVELOPMENT OBJECTIVES AND STANDARDS

INTRODUCTION

Planning is, by its very nature, a continuing process. Consequently, a planning effort can rarely be properly conducted without a working knowledge of the planning efforts, adopted plans, and plan implementation efforts which preceded it. In order to ensure the necessary continuity in the preparation of the Walworth County transit service plan, it was necessary to review briefly relevant past and present planning efforts as they pertain to transit development in Walworth County. The following sections describe past and present transportation planning efforts and the major adopted transportation plans as they affect Walworth County, with emphasis on their implications for the Walworth County transit service plan. The final sections of this chapter present the definitions of public transit terminology necessary for understanding the remainder of this report, and the transit system development objectives and standards used in the design and evaluation of the various alternative short-range transit plans presented in Chapter VI.

MAJOR PAST TRANSIT PLANNING EFFORTS

Regional Transportation Plan for the Transportation Handicapped

In August 1975, the Milwaukee County Transit Board requested the Commission to undertake a study of the transportation needs of the elderly and handicapped as part of its overall transportation planning program. The study, which began in August 1976, was completed in early spring 1978, and the resulting plan was adopted by the Commission on April 13, 1978. The study estimated the number of transportation handicapped residents in the Region; identified the transportation needs of the Region's elderly and handicapped; assessed the effectiveness of the existing public and private transportation systems in accommodating those needs; and, based upon an evaluation of alternatives, developed a workable and cost-effective plan for meeting those needs. The recommended plan for the provision of transportation services and facilities to the transportation handicapped in southeastern Wisconsin consists of a combination of an accessible transit system and a user-side subsidy transportation program in the three delineated urban service areas of the Region, demand-responsive transportation systems to serve the nonurbanized areas, and county programs to coordinate the transportation services provided by the social service agencies in each county in the Region. Efforts, to date, to implement the study recommendations for Walworth County include specialized transportation services provided by the Walworth County Department of Aging. The Department provides specialized transportation service to elderly and handicapped persons in Walworth County on an advance-reservation basis. This service is further discussed in Chapter IV of this report.

Southeastern Wisconsin Commuter Study

In 1975, the Geneva Lake Area Joint Transit Commission requested that the Wisconsin Department of Transportation conduct a study to examine the needs of Chicago-oriented commuters residing in Kenosha and Walworth Counties and using commuter rail service provided over trackage of two private railroad companies: The Chicago & North Western Transportation Company and the Chicago, Milwaukee, St. Paul & Pacific Railroad Company (the Milwaukee Road). The request for the study was precipitated by the termination of commuter rail service on the Chicago & North Western Railway trackage to the

City of Lake Geneva in 1975. Between 1976 and 1979, the Wisconsin Department of Transportation and its consultant, the firm of Simpson and Curtin Engineers, issued several reports evaluating existing Chicago-oriented commuter rail services in Kenosha and Walworth Counties and examining alternative rail and bus services which could be utilized to alleviate deficiencies identified in the existing services.¹ The alternatives evaluated included a "do nothing" alternative, an all-bus-service alternative, and a combination bus/rail alternative.

The study concluded that there was no immediate need to consider public action regarding, or service alternatives to, commuter rail service between Chicago and Kenosha since abandonment of the service was not imminent. With respect to the Walworth County communities of Lake Geneva and Walworth, the study concluded that, given the current fiscal situation of the Milwaukee Road and the recommendations made in a McHenry County (Illinois) transportation study conducted by the Regional Transportation Authority, continued rail service on a Milwaukee Road line to Walworth was unlikely and could not be supported. Similarly, the report recommended against attempts to reestablish commuter rail service on the Chicago & North Western trackage to Lake Geneva, the cost of rehabilitating that line for commuter rail purposes being found to be prohibitive. The study noted that the recommendations made by the Regional Transportation Authority in northeastern Illinois involved service cutbacks along both the Milwaukee Road and Chicago & North Western lines, along with replacement feeder bus service to serve the outermost reaches of McHenry County. Accordingly, the southeastern Wisconsin commuter study concluded that of all the alternatives considered, the alternative of providing bus service from Wisconsin communities to rail terminals in northeastern Illinois would be the most feasible, as well as the most cost-effective. The Wisconsin Department of Transportation concluded the study by recommending that a phase II effort be conducted that would detail the means by which an all-bus alternative would be implemented if a local public sponsor could be found to complete the study and proceed with implementation of the recommendations.

Milwaukee Area Primary Transit System Alternatives Analysis

In January 1978, Milwaukee County Executive William F. O'Donnell requested the Regional Planning Commission to examine the feasibility of establishing a light rail system in the greater Milwaukee area. In order to meet federal planning requirements, a study was designed that would provide for the examination of all modes of providing primary transit service in accordance with a set of requirements specified for such studies by the U. S. Department of Transportation, Urban Mass Transportation Administration. The Urban Mass Transportation Administration term for such studies is an "alternatives analysis." Work was initiated on the alternatives analysis study in 1979.

The alternatives analysis study is based upon consideration of four alternative futures for development in the Region, these futures differing with respect to motor fuel price and availability, population lifestyles, population and employment levels,

¹The following reports were prepared under this study by Simpson and Curtin, Transportation Engineers: Southeastern Wisconsin Commuter Study--Interim Report, August 1976; and Supplemental Memorandum to the Wisconsin Department of Transportation to Conclude Phase I Southeastern Wisconsin Commuter Study, April 1977. In addition, the following three reports were prepared under this study by the Wisconsin Department of Transportation, Division of Planning: Southeastern Wisconsin Commuter Study--Supplemental Report to Complete Phase I, April 1978; Southeastern Wisconsin Commuter Study--A Summary of the Alternatives for Walworth County, January 1979; and Southeastern Wisconsin Commuter Study--Supplemental Report to Phase I: Do Nothing Alternative, March 1979.

and land use patterns. Various alternative transit system plans and service technologies are being tested and evaluated under each of the four alternative futures. Alternative primary transit service technologies being examined include motor bus on freeway, motor bus on busway, light rail transit, heavy rail rapid transit, and commuter rail. The resulting plans and analysis are intended to identify which primary transit modes are the most promising for application in the Milwaukee area under a wide variety of possible future conditions of population and employment growth, land use development, and energy costs. While the major focus of the study has been on examining alternative primary transit systems for the Milwaukee area, primary transit services connecting outlying centers of urban development with the Milwaukee area have also been proposed and evaluated.

Within Walworth County, the alternatives analysis study has, to date, examined the feasibility of providing "Freeway Flyer" motor bus service between the Milwaukee central business district and the Village of East Troy, with additional stops in Waukesha and Milwaukee Counties along the route examined. Preliminary results of the study have indicated that Freeway Flyer bus service on an all-day basis between the Milwaukee central business district and the Village of East Troy would not be feasible under any of the alternative futures considered. However, special service, limited to peak-period travel in the peak direction, was found to be feasible under all four futures between the Milwaukee central business district and the Village of East Troy. The complexity of the alternatives analysis planning effort is such that the final study recommendations are not expected to be ready for public review before late 1981.

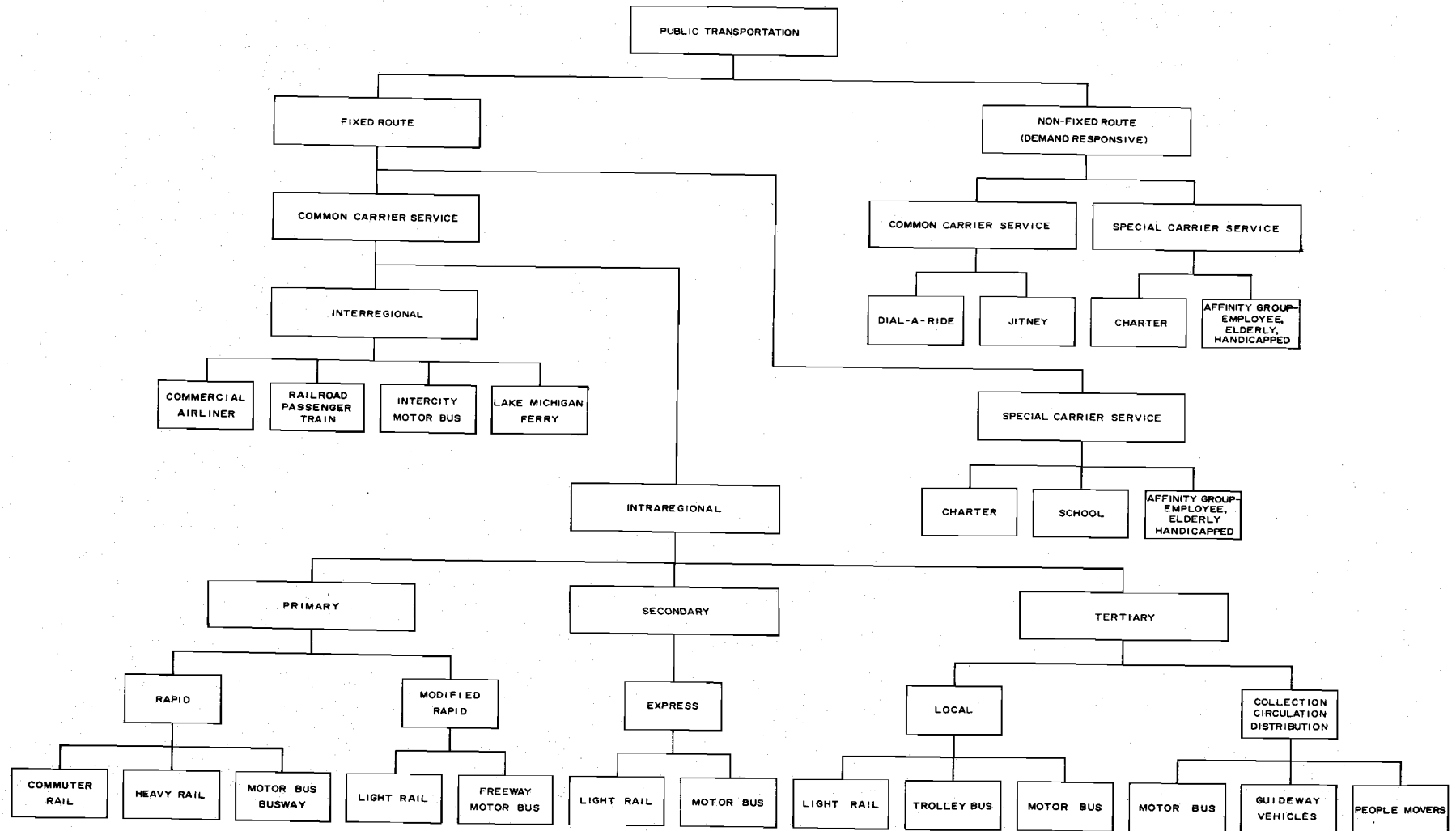
DEFINITIONS OF PUBLIC TRANSIT TERMINOLOGY

Public transportation may be defined as the transportation of relatively large groups of people by relatively large, publicly or quasi-publicly owned vehicles routed between or along significant concentrations of related trip origins and destinations. As shown in Figure 1, public transit may be divided into two categories: fixed route and nonfixed route. Fixed route public transit may be defined as the provision of transit service to the general public or special subgroups of the general public by relatively large vehicles operated on regular schedules over prescribed routes. Nonfixed route public transit may be defined as the provision of service to the general public or to special subgroups on a demand-responsive or advance-reservation basis. Fixed route public transit service may be further divided into common carrier service and special carrier service. Common carrier service is fixed route, scheduled headway public transit service provided to the general public. Special carrier service is fixed route public transit service provided to special subgroups of the general public. Examples of fixed route, special carrier service include the traditional yellow school bus service and the UBUS service, as initially operated in the Milwaukee area by the University of Wisconsin-Milwaukee for its students and staff.

Nonfixed route public transit service may also be divided into common carrier service and special carrier service. Common carrier, nonfixed route public transit service is demand-responsive service provided to the general public. Such service includes so-called jitney service, in which vehicles cruise a given subarea and provide transit service on visual demand, and dial-a-bus service, in which small buses or vans are utilized to provide transit service on visual or telephone demand. An example of this type of service in the Region is the publicly subsidized, shared-ride taxi service currently operating in the City of Hartford in Washington County. Nonfixed route, special carrier service is demand-responsive or advance-reservation transit service provided to special subgroups of the general public. An example of such service is the advance-reservation transit service for the elderly and transportation handicapped provided by the Walworth County Department of Aging.

Figure 1

FUNCTIONAL CLASSIFICATION OF PUBLIC TRANSPORTATION SYSTEMS



Source: SEWRPC.

As shown in Figure 1, the common carrier, fixed route public transit service may be subdivided into interregional service--service across regional boundaries to meet external travel demand--and intraregional service--service within the Region to meet internal travel demand. Intraregional common carrier, fixed route service may be further subdivided into primary, secondary, and tertiary levels of service. The primary level of service facilitates intercommunity travel by connecting major regional activity centers--such as regional commercial, industrial, and recreational centers--to the various residential communities comprising the Region. The major objective of primary public transit service is to provide a network of relatively high-speed lines which serve and connect these kinds of centers and residential communities. Primary-level public transit service may be characterized as having a very high level of speed and a limited degree of accessibility. Secondary common carrier, fixed route service consists of express service operated on arterial streets in mixed traffic or over exclusive lanes on an arterial street. In general, secondary public transit service may be distinguished from primary public transit service by the fact that it provides a greater degree of accessibility at somewhat slower travel speeds. Tertiary common carrier public transit service consists of local service operated on arterial and collector streets. It is characterized by a high degree of accessibility and relatively low travel speeds. Tertiary transit service, in its ideal form in urban areas, would constitute a dense grid of local transit lines that provides a high degree of access from neighborhoods to the public transit service and feeds the primary and secondary systems.

The primary, secondary, and tertiary systems may be further subdivided into various components, as shown in Figure 1. Definitions of these components, and of other terms which will appear in later sections of this report, are presented below:

Interregional Public Transit: Those forms of common carrier, fixed route public transit that provide service across regional boundaries to meet external travel demand, such as commercial air travel, railway passenger train service, ferry service across Lake Michigan, and intercity bus service. An example of this type of service is the Wisconsin Coach Lines, Inc., bus service operating through the Cities of Lake Geneva, Elkhorn, and Delavan, between Milwaukee and Rockford, Illinois.

Intraregional Public Transit: Those forms of common carrier public transit that provide service within the Region to meet internal travel demand. An example of this type of service is the public transit service operated by the Milwaukee County Transit System within Milwaukee County.

Rapid Transit Service: Primary public transit service operated within its own exclusive, fully grade-separated right-of-way at relatively high speeds for a major portion of its route. At the present time, no form of true primary rapid transit service is provided in the Southeastern Wisconsin Region.

Modified Rapid Transit Service: Primary public transit service operated with buses at high speed over freeways for a major portion of its route or operated with light rail vehicles at high speed over right-of-way with grade crossings for a major portion of its route. An example of this type of service is the public transit service operated by Wisconsin Coach Lines, Inc., under contract with Waukesha County between the Village of Mukwonago and the Milwaukee central business district.

Express Transit Service: Secondary public transit service operating primarily over arterial streets with limited or no stops for a major portion of its route. An example of this type of service is the UBUS service operated by the Milwaukee County Transit System within Milwaukee County over E. and W. Oklahoma Avenue.

Local Transit Service: Tertiary public transit service operating primarily over arterial and collector streets with frequent stops for passenger pickup and discharge.

Demand-Responsive Service: A range of local public transit services characterized by the flexible routing and scheduling of relatively small vehicles to provide shared-occupancy, door-to-door personalized transportation on demand. An example of this type of service is the advance-reservation bus service provided by the Walworth County Department of Aging for the elderly and transportation handicapped within Walworth County.

Circulation-Distribution Service: Local public transit service provided for the movement of passengers within major urban activity centers. An example of this type of service is the shuttle bus service operated by the Milwaukee County Transit System in the Milwaukee central business district.

Peak Period: The time period of the day when transit usage is at a maximum, usually at the beginning and the end of normal business hours.

Headway: The time interval between two buses traveling the same route in the same direction.

Passenger Revenue: Fares paid by public transit passengers traveling aboard public transit vehicles operating in regular service; also known as farebox revenue.

Operating Revenue: Revenues derived from the provision of public transit service including: 1) fares paid by transit riders; 2) charter and special service revenues; and 3) revenues from, for example, the sale of advertising space aboard transit vehicles or income from concession rentals.

Load Factor: The ratio of passengers carried on a public transit vehicle to the seating capacity of the vehicle.

Cycle Schedule: Public transit service operating over routes established so as to require the vehicles serving the system to lay over at a common location at the same time, thus maximizing the opportunity for transfers.

Noncycle Schedule: The scheduling of each transit route on an individual basis.

OBJECTIVES AND STANDARDS

To guide in the development of alternatives for the Walworth County transit service plan and to provide measures for evaluating the adequacy of the transit service alternatives considered, a set of transit service development objectives and supporting standards has been prepared. Terms such as objective and standard are subject to a wide range of interpretation and application and are closely linked to other terms often used in planning work which are subject to equally diverse interpretation and application. To provide a common frame of reference, the following definitions have been adapted for use in the Walworth County transit planning effort:

1. Objective: a goal or end toward the attainment of which plans and policies are directed.
2. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.

Table 1 sets forth the objectives and standards originally prepared by the Southeastern Wisconsin Regional Planning Commission under its regional public transit planning efforts, as modified and adopted by the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County.

While the standards set forth in Table 1 are intended to be used to guide the design of public transit system service and facility improvements and to assist in measuring the adequacy of proposed improvements, several overriding considerations must be recognized in applying the planning standards in the preparation of the transit service plan. First, it must be recognized that an overall evaluation of each alternative transit plan must be made on the basis of cost. Such an analysis may show that attainment of one or more of the standards is beyond the economic capability of the community and, therefore, that the standards cannot practically be met and must be either modified or eliminated. Second, it must be recognized that any one plan proposal is unlikely to meet all the standards completely, and that the extent to which each standard is met, exceeded, or violated must serve as a measure of the ability of each alternative plan proposal to achieve the objective which a given standard complements. Third, it must be recognized that certain objectives and standards may be in conflict, requiring resolution through compromise, and that meaningful alternative plan evaluation can only take place through a comprehensive assessment of each of the alternative plans against all of the development standards. Finally, the alternative transit plans must be designed to meet the transportation needs of those portions of the elderly and physically and mentally disabled population that are transportation handicapped.

Table 1

PUBLIC TRANSIT OBJECTIVES AND STANDARDS ESTABLISHED FOR
USE IN THE WALWORTH COUNTY TRANSIT FEASIBILITY STUDY

OBJECTIVE NO. 1

Transit facilities should be so located and of such capacity and design as to effectively serve the existing land use pattern and promote the implementation of adopted land use plans.

STANDARDS

1. Intraregional public transit facilities should be provided as warranted^a to connect urban and rural community centers, as shown on Map 1, and to provide service within such centers to the following land use areas:

- a. Intercity and suburban bus terminals;
- b. Major regional and community shopping centers;
- c. Major industrial and other employment centers;^b
- d. Major regional and community recreational sites;
- e. Institutions such as universities, vocational schools, community libraries, hospitals and medical clinics, mental health centers, social service agencies, and county seats; and
- f. Elderly housing complexes, care facilities, and activity centers.

2. The total amount of land used for public transit and public transit terminal facilities should be minimized.

OBJECTIVE NO. 2

Transit facilities should promote total transportation flexibility, allowing public transit service to be readily adapted to changes in the requirements of, or the balance between, personalized and public transportation, and to changes in public transit technology.

STANDARDS

1. Intraregional public transit facilities should be located, designed, and scheduled so as to readily permit the modification of service between urban and rural community centers so as to provide service as warranted to the land use areas identified in Objective No. 1, Standard 1.

2. Interregional and intraregional public transit facilities should be adaptable to serving a variety of transportation functions such as carrying small packages, in addition to moving people.

OBJECTIVE NO. 3

Transit facilities should provide a means of access to areas of employment and essential services for all segments of the population, but especially for low-to middle-income families, the elderly and handicapped,^c and others who do not own, cannot operate, or do not have ready access to an automobile.

STANDARDS

1. Intraregional public transportation systems should provide levels of service commensurate with potential demand.
2. In urban and rural areas, public transportation service should be provided to all residents so as to minimize the overall travel time required to complete a trip.
3. Demand-responsive public transit service may be provided^d, as warranted^a, within urban and rural community centers to provide a collection-distribution function for fixed route public transit service serving such centers.
4. Land uses shall be considered to be served by intraregional public transit when within a walking distance of one-quarter mile in urban and rural community centers and one-half mile outside such centers.

OBJECTIVE NO. 4

Transit facilities should be located and designed to provide user convenience, comfort, and safety, thereby promoting transit utilization.

STANDARDS

1. Intraregional public transit facilities should be located and designed to provide adequate capacity to meet existing and projected travel demand between the various land uses. The average maximum load factor should not exceed one passenger per seat.
2. Service frequencies for intraregional, fixed route public transit services shall be designed to provide service capable of accommodating passenger demand at the recommended load standard.
3. To provide protection from the weather, bus passenger shelters of an attractive design shall be constructed at route terminals and major transfer points.
4. Each public transit vehicle should be retired and replaced at the end of its maximum service life; and, in this respect, maximum service life for public transit vehicles shall be defined as follows:
 - a. For buses with a seating capacity of more than 25 passengers used in providing fixed route transit service and powered by a diesel engine, maximum service life shall generally be considered to average 12 years for buses averaging more than 50,000 miles per year and 15 years for buses averaging fewer than 50,000 miles per year.
 - b. For buses with a seating capacity of fewer than 25 passengers used in providing fixed-route transit service and powered by a gasoline engine, the

maximum service life shall generally be considered to average five years or 100,000 miles.

- c. For automobiles and vans used in providing demand-responsive transit or taxi services, the maximum service life shall generally be considered to average three years or 150,000 miles.

5. Public transportation vehicles and facilities shall, to the extent possible, be configured, equipped, and operated so as to maximize the comfort, convenience, and security of all passengers, including handicapped individuals.

6. Information about public transportation services shall be made available in such a manner as to maximize all potential users' knowledge of, and familiarity with, the services being offered.

7. Specialized transportation service should be available at least one day per week to meet the transportation needs of those portions of the elderly and handicapped population unable to avail themselves of regular transit service. In this respect, maximum use should be made of existing public, private for profit, and nonprofit transportation providers, consistent with the provision of an economic, cost-effective system and respecting the unique characteristics of each provider's operation and program.

OBJECTIVE NO. 5

The transit system should be economical and efficient, meeting other objectives at the lowest possible cost.

STANDARDS

1. The sum of the public transit facilities' operating and capital investment costs should be minimized. This standard prompts consideration of the following factors:

- a. Cost of operating equipment;
- b. Cost of maintenance and storage facilities; and
- c. Operating costs.

2. The public subsidy required per transit ride should be minimized.

^aMaintenance of existing, or provision of new, public transit service may be considered warranted under any of the following conditions:

- 1. The public transit service produces operating revenues that exceed operating costs. Operating costs used in the analysis shall include personnel wages and fringe benefits; insurance; and fuel, lubrication, and maintenance costs.*
- 2. The public transit service produces operating revenues that equal at least 50 percent of the operating cost. In this case, operating revenues used in the analysis shall be based upon an equivalent full base fare per passenger, and shall not be adjusted to account for any reduced fare programs for special groups. The operating deficit must be paid by the community or special group receiving the public transit service. The community involved could be an individual local unit of government or an entire metropolitan area.*

3. The public transit service provides a significant contribution to the revenue of connecting public transit service or to the total public transit system, or provides improved total system continuity, system efficiency, and passenger convenience.

^b Major industrial and other employment centers shall be defined as an existing or officially designated concentration of manufacturing, wholesaling, commercial, or service-related establishments providing employment for more than 100 persons.

^c The elderly shall be defined as those persons 65 years of age or older. The handicapped shall be defined as any individuals who, by reason of illness, injury, age, congenital malfunction, or other permanent or temporary incapacity or disability, are unable, without special facilities or special planning or design, to utilize public transit facilities. These categories of handicapped include individuals who are nonambulatory wheelchair-bound and those with semi-ambulatory capabilities.

^d The provision of demand-responsive public transit service may be applicable under the following general conditions:

- Urban-area population density of at least 2,000 to 6,000 persons per square mile.
- Service-area population of between 4,000 and 20,000.
- Passenger demand of between 20 and 60 per square mile per hour. Lesser demands can be better served by taxi and greater demands can be better served by fixed route service when street systems and topography permit.
- A high proportion of potential riders in the age groups between 5 and 18 years of age and 65 years of age and older.
- Transit travel times from within the service area to the major trip generators, such as shopping centers, employment centers, school, and transit stations ranging between 10 and 20 minutes.

(This page intentionally left blank)

Chapter III

SOCIOECONOMIC AND LAND USE CHARACTERISTICS

INTRODUCTION

In order to evaluate the need for transit service within Walworth County, it is necessary to inventory those factors which affect, or are affected by, the provision of transit service. Such an inventory should include not only an inventory of the demand for and the supply of transit services, but an inventory of the physical characteristics of the study area and of its land use and socioeconomic characteristics. Special transit-dependent population groups and the major trip generators within the area should be identified, and the travel habits and patterns of the study area's population should be described. This chapter presents the results of such an inventory as they relate to the demand, or need, for transit service in Walworth County. The results of the inventory relating to the supply of existing transit service is the topic of the following chapter.

THE STUDY AREA

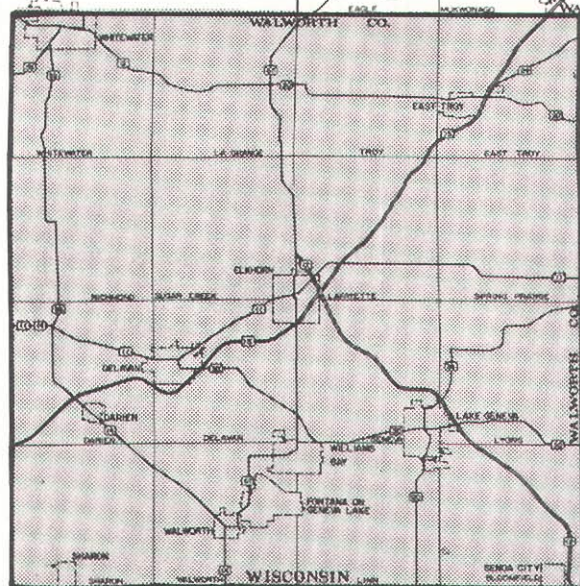
The study area considered in this report is Walworth County. Located in the southwest portion of the Southeastern Wisconsin Planning Region, Walworth County has a total land area of 576 square miles. Twenty-seven local general-purpose units of government exist within the County. In 1980, the total resident population of the County, as determined by the U. S. Bureau of the Census, was about 71,500 persons. Of this total, nearly 36,100, or about 50 percent, resided within the 11 incorporated cities and villages located in the County. The locations of the civil divisions and of the study area within the Southeastern Wisconsin Region are shown on Map 2.

Like the rest of the Southeastern Wisconsin Region, Walworth County has a semihumid, continental climate, with relatively extreme seasonal temperature fluctuations and moderate amounts of rainfall. Because the weather may, particularly in winter, create discomfort for passengers waiting in unsheltered areas to board public transit vehicles, the provision of transit shelter facilities should be considered in any transit planning effort.

LAND USE CHARACTERISTICS

The pattern of urban growth in Walworth County from 1850 through 1980 is illustrated on Map 3. Historically, major centers of urban development within the County, such as the City of Whitewater, were located along major transportation routes and along rivers where power for early industrial and commercial activities could be supplied, with urban growth occurring in a concentric pattern outward from the historic focus of urban activity. With the increased use of the private automobile for transportation after World War II, particularly between 1950 and 1970, much new residential development occurred that was strongly influenced by the recreational potential of the County and its proximity to both the Milwaukee and Chicago metropolitan areas. This is evidenced by the residential development which occurred around Delevan Lake and Lake Geneva, two major recreational resources in the County. More recent urban growth within the study area, such as that experienced by the Towns of East Troy, Lyons, and Bloomfield, has occurred in a more diffused pattern of development commonly referred to as "urban sprawl."

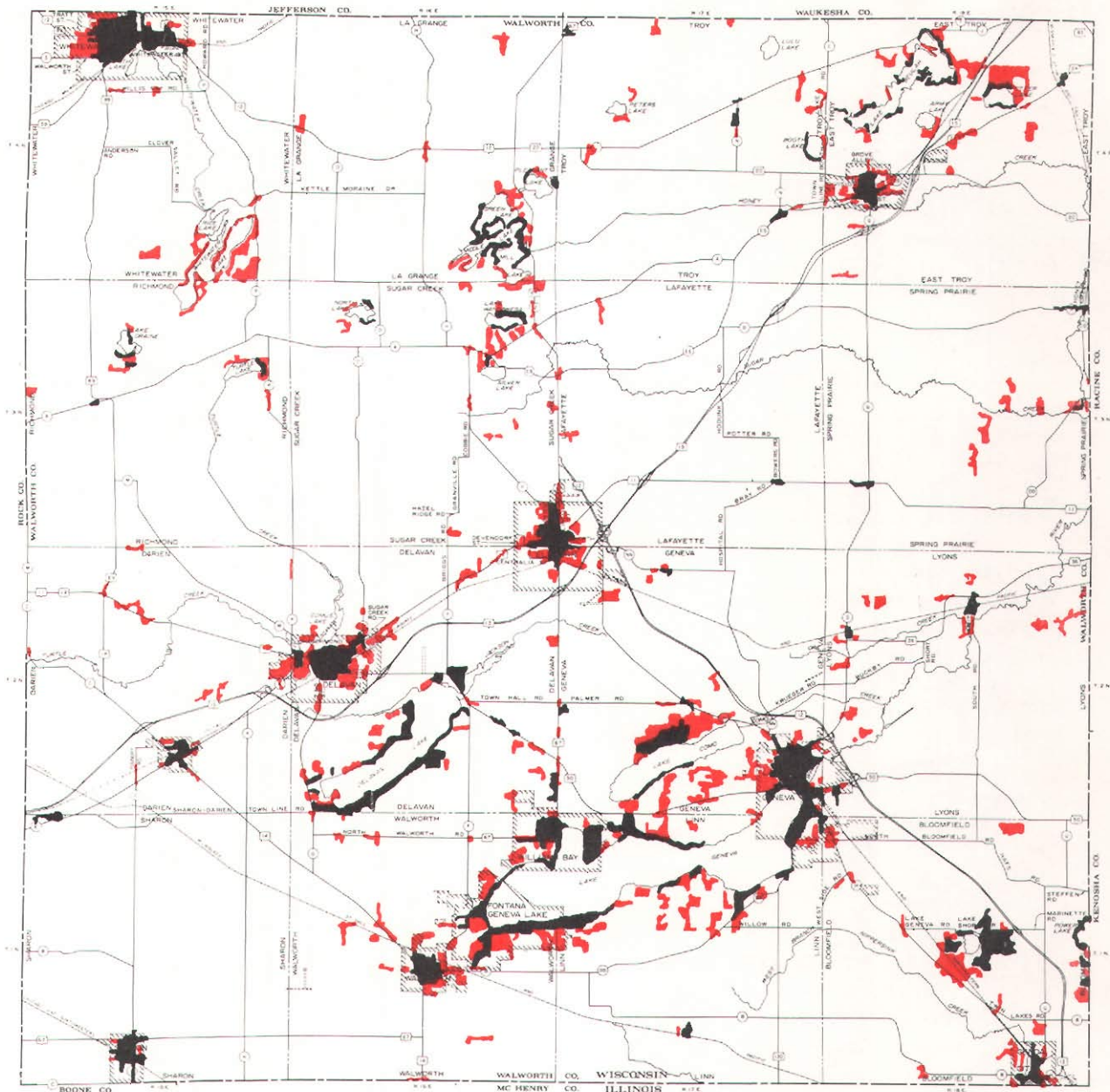
LOCATION OF
WALWORTH COUNTY IN THE
SOUTHEASTERN WISCONSIN REGION



20

Map 3

HISTORIC TREND OF URBAN GROWTH IN WALWORTH COUNTY: 1850-1980

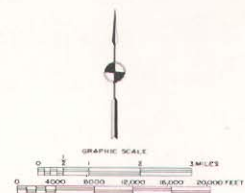


LEGEND

Period of Development

1850 through 1950

1951 through 1980



Source: SEWRPC.

Table 2 sets forth the distribution of land uses in 1975 within Walworth County. As shown in the table, residential and transportation, communication, and utility uses are the predominant types of land uses within the urban portion of the study area. It is important to note, however, that despite recent urbanization, about 90 percent of the total land area of Walworth County is still in agricultural or other open, rural land uses. The pattern of future urban development within the County can, therefore, be an important influence on the future need for and feasibility of transit services in the County.

CHARACTERISTICS OF THE RESIDENT POPULATION

The 1980 residential population of Walworth County was about 71,500 persons according to the U. S. Bureau of the Census. Rates of population growth within the County have fluctuated from decade to decade, with significant periods of growth generally reflecting times of economic prosperity. Table 3 sets forth historical population data for the cities, villages, and towns in Walworth County.

Table 2

DISTRIBUTION OF LAND USES IN WALWORTH COUNTY: 1975

Land Use Category	Area (acres)	Percent of Land Use Area	Percent of Total Study Area
Urban			
Residential ^a	16,602	43.0	4.5
Commercial.....	842	2.2	0.2
Industrial ^b	1,036	2.7	0.3
Transportation, Communication, and Utilities.....	15,328	39.6	4.2
Governmental ^c	1,198	3.1	0.3
Recreational.....	3,648	9.4	1.0
Subtotal	38,654	100.0	10.5
Rural			
Agricultural.....	250,913	76.0	68.0
Woodlands.....	30,712	9.3	8.3
Wetlands and Surface Water....	42,642	12.9	11.6
Extractive ^d	865	0.3	0.2
Unused and Other Open Lands.....	5,136	1.5	1.4
Subtotal	330,268	100.0	89.5
Total	368,922	--	100.0

^aIncludes all residential areas, developed and under development.

^bIncludes all manufacturing, wholesaling, and storage.

^cIncludes institutional land uses.

^dIncludes mining and quarrying.

Source: SEWRPC.

Table 3

**POPULATION CHANGES IN CITIES, VILLAGES, AND TOWNS
IN WALWORTH COUNTY: SELECTED YEARS 1950-1980**

Civil Division	1950	1960 ^a	1970 ^b	1980
Cities				
Delavan	4,007	4,846	5,526	5,684
Elkhorn	2,935	3,586	3,992	4,605
Lake Geneva	4,300	4,929	4,890	5,607
Whitewater ^c	5,101	6,380	10,129	9,098
Villages				
Darien	--	805	839	1,152
East Troy	1,052	1,455	1,711	2,385
Fontana on Geneva Lake	726	1,326	1,464	1,764
Genoa City	866	1,005	1,085	1,202
Sharon	1,013	1,167	1,216	1,280
Walworth	1,137	1,494	1,637	1,607
Williams Bay	1,118	1,347	1,554	1,763
Towns				
Bloomfield	1,442	2,159	2,481	3,288
Darien	1,569	1,119	1,413	1,495
Delavan	2,064	3,138	3,798	4,182
East Troy	1,584	2,247	2,743	3,583
Geneva	1,778	2,253	3,490	3,933
LaFayette	811	89	979	1,024
LaGrange	915	1,087	1,311	1,661
Linn	1,455	1,620	1,910	2,053
Lyons	1,251	1,878	2,143	2,664
Richmond	761	935	1,251	1,649
Sharon	924	1,030	1,058	945
Spring Prairie	1,070	1,164	1,197	1,777
Sugar Creek	1,161	1,532	1,811	2,599
Troy	962	1,060	1,265	1,794
Walworth	936	1,064	1,370	1,443
Whitewater	645	848	1,181	1,270
County Total	41,584	52,368	63,444	71,507

^aSubsequent to 1950, the Village of East Troy annexed a part of the Town of East Troy; the City of Whitewater annexed a part of the Town of Whitewater; the City of Lake Geneva annexed parts of the Towns of Geneva, Bloomfield, and Lyons; the City of Delavan annexed parts of the Towns of Darien and Delavan; the Village of Walworth annexed a part of the Town of Walworth; and the Villages of Williams Bay and Fontana on Geneva Lake annexed parts of the Town of Linn.

^bSubsequent to 1960, part of the Town of Bloomfield was annexed by the City of Lake Geneva; part of the Town of Darien was annexed by the Village of Darien; part of the Town of Delavan was annexed by the City of Delavan; parts of the Towns of Sugar Creek and LaFayette were annexed by the City of Elkhorn; parts of the Town of Walworth were annexed by the Villages of Walworth and Williams Bay; and part of the Town of Whitewater was annexed by the City of Whitewater.

^cSince 1950, part of the City of Whitewater has been located in Jefferson County. The population indicated above includes only that portion located in Walworth County.

Source: U. S. Bureau of the Census and SEWRPC.

Between 1960 and 1970, the resident population of Walworth County increased by nearly 11,000 persons, or approximately 21 percent. The rate of population growth in the County slowed somewhat between 1970 and 1980, with the resident population increasing by nearly 8,000 persons, or 13 percent. During this 20-year period, gradual increases in resident population were experienced by all civil divisions in the County except the Town of Sharon, which experienced a slight population decrease. Commission forecasts indicate that the resident population of Walworth County may be expected to reach as high a level as 99,600 persons by the year 2000, an almost 40 percent increase over present population level.

An important factor affecting the efficiency and cost-effectiveness of public transit service is population density. A crude but adequate measure of population density can be obtained by comparing the population levels to the land areas of the respective civil divisions in a county. In 1980 the total resident population of Walworth County, as noted above, was approximately 71,500 persons. Because the total area of Walworth County is about 576 square miles, the 1980 overall population density of the County was about 124 persons per square mile. The rural portions of the study area, consisting of the unincorporated towns within the County, had an overall population density of about 65 persons per square mile in 1980, while the urban portions of the County, consisting of the incorporated cities and villages within the County, had an overall population density of about 1,240 persons per square mile. Table 4 shows the overall 1980 population density of the major centers of urban development within Walworth County, as well as of each civil town within the County. As indicated in the table, the City of Whitewater had the highest overall population density in 1980 with about 2,200 persons per square mile.

IDENTIFICATION OF SPECIAL POPULATION GROUPS

Six special population groups were considered in the study because, historically, members of these groups have had less access to the automobile as a form of travel than the population in general, and, therefore, have had to rely more heavily on alternative transportation modes for mobility. These groups include the elderly, minorities, low-income families, the handicapped, school-age children, and those persons living in households with no automobiles available. Information about these groups within Walworth County was obtained primarily from U. S. Census data. Since detailed data about these groups from the 1980 U. S. Census will not be available until late 1981 at the earliest, and since the cost of conducting special surveys to obtain current data estimates for these groups would be prohibitive to this study, the 1970 U. S. Census was the primary data source utilized. Whenever possible, the 1970 census information has been supplemented with more current information. Selected population characteristics for the 14 census tracts in Walworth County are set forth in Table 5. The census tract boundaries are shown on Map 4.

The Elderly

In 1970 there were approximately 4,100 individuals in the County who were 65 years of age or older, comprising about 6.5 percent of the total county population. Countywide estimates of the 1980 elderly population prepared by the Wisconsin Department of Administration indicate that about 8,800 individuals, or about 12 percent of the total 1980 resident county population, were 65 years of age or older, and that about 11,900 persons, or about 17 percent of the total 1980 resident county population, were 60 years of age or older. As can be seen in Table 5, there were significant concentrations of elderly population in census tract 0004--part of the City of Whitewater--with 12 percent of the population being elderly, and census tract 0011--part of the City of Lake Geneva--with 11 percent of the population being elderly. Places frequently used by the elderly for care and recreational purposes in 1981,

Table 4

**OVERALL POPULATION DENSITY FOR CIVIL
DIVISIONS IN WALWORTH COUNTY: 1980**

Civil Division	Population	Area Within Corporate Limits (square miles)	Persons per Square Mile
Cities			
Delavan	5,684	3.2	1,776
Elkhorn	4,605	4.4	1,046
Lake Geneva	5,607	4.8	1,168
Whitewater ^a	9,098	4.1	2,219
Villages			
Darien	1,152	0.7	1,646
East Troy	2,385	1.7	1,403
Fontana on Geneva Lake....	1,764	3.9	452
Genoa City	1,202	1.1	1,093
Sharon	1,280	0.9	1,422
Walworth	1,607	1.3	1,236
Williams Bay	1,763	2.9	608
Towns			
Bloomfield	3,288	34.4	95
Darien	1,495	35.0	43
Delavan	4,182	31.9	131
East Troy	3,583	34.2	105
Geneva	3,933	32.4	121
LaFayette	1,024	34.7	30
LaGrange	1,661	35.7	47
Linn	2,053	33.6	61
Lyons	2,664	35.5	75
Richmond	1,649	36.0	46
Sharon	945	35.6	26
Spring Prairie	1,777	35.9	49
Sugar Creek	2,599	34.8	75
Troy	1,794	35.5	50
Walworth	1,443	30.1	48
Whitewater	1,270	31.9	40

^aIncludes only that portion of the City in Walworth County.

Source: SEWRPC.

such as nursing homes, retirement homes, elderly housing complexes, and senior centers within the County, have been identified. These facilities are listed in Table 6 and located on Map 5.

Minorities

For the purpose of this study, a minority individual was defined as one belonging to a racial group other than Caucasian. Minorities, as shown in Table 5, accounted for approximately 2 percent of the total population of the County in 1970. As shown in

Table 5
SELECTED POPULATION CHARACTERISTICS OF WALWORTH
COUNTY AS APPROXIMATED BY CENSUS TRACT: 1970

Census Tract Number	Tract Population	School-Age Children ^a		Elderly ^b		Members of Low-Income Families ^c		Minorities ^d	
		Number	Percent of Total Population	Number	Percent of Total Population	Number	Percent of Total Population	Number	Percent of Total Population
0001	4,454	502	11.3	233	5.2	219	4.9	24	0.5
0002	3,441	361	10.5	142	4.1	284	8.3	31	0.9
0003	5,414	598	11.0	255	4.7	702	13.0	58	1.1
0004	2,865	259	9.0	353	12.3	347	12.1	74	2.6
0005	7,404	1,123	15.2	207	2.8	872	11.8	160	2.2
0006	4,526	507	11.2	217	4.8	500	11.0	113	2.5
0007	5,526	609	11.0	392	7.1	361	6.5	349	6.3
0008	3,789	397	10.5	246	6.5	230	6.1	90	2.4
0009	3,992	377	9.4	318	8.0	252	6.3	70	1.8
0010	7,925	730	9.2	657	8.3	701	8.8	142	1.8
0011	2,615	223	8.5	285	10.9	333	12.7	6	0.2
0012	3,549	330	9.3	321	9.0	340	9.6	156	4.3
0013	3,464	362	10.5	252	7.3	572	16.5	48	1.4
0014	4,471	459	10.3	271	6.1	380	8.5	39	0.9
Total	63,435	6,837	10.8	4,149	6.5	6,093	9.6	1,355	2.1

^aAges 10-19 inclusive.

^bAges 65 and older.

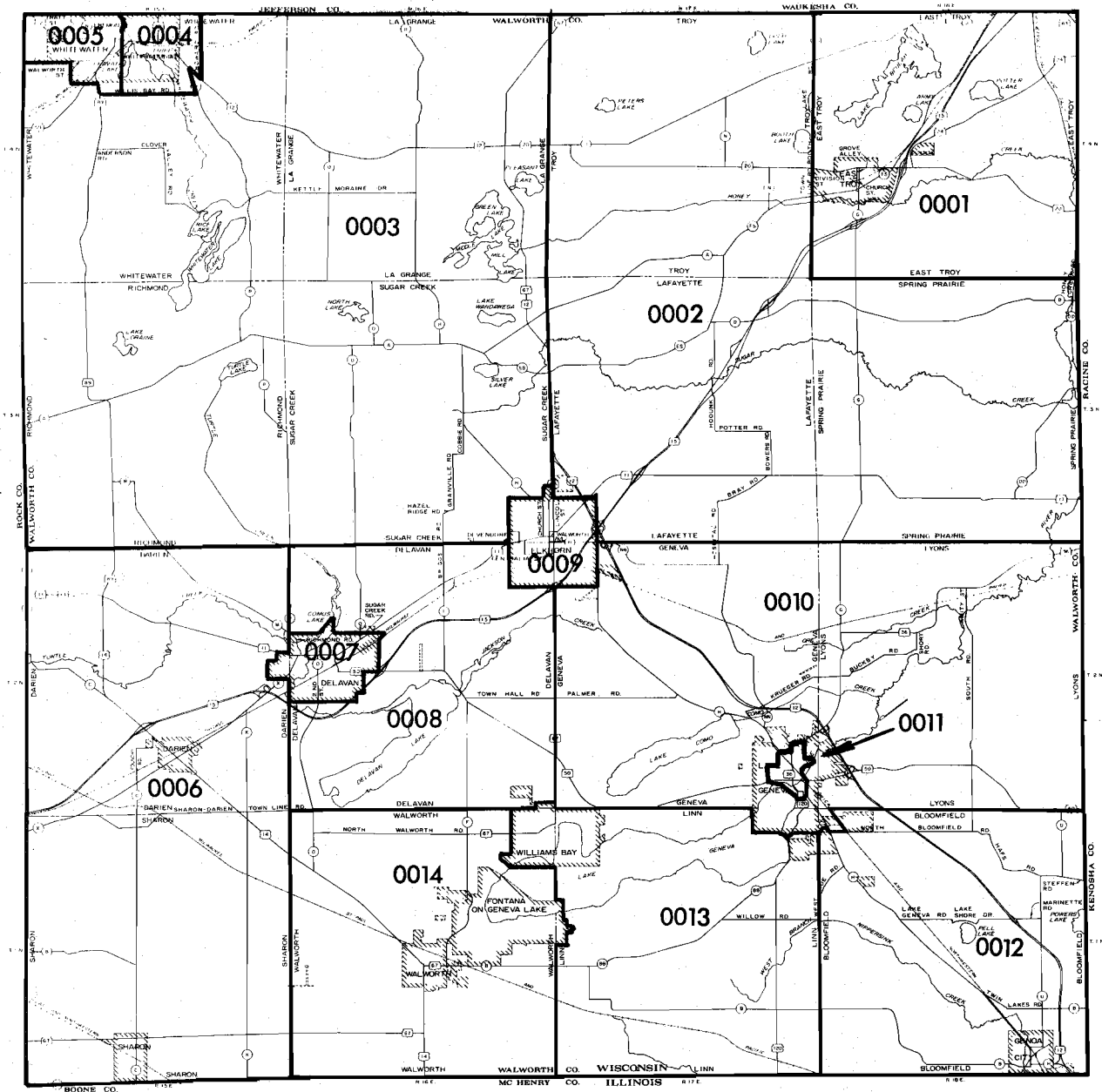
^cMembers of families with incomes below the federal poverty threshold.

^dNonwhite--includes persons of Hispanic origin.

Source: U. S. Bureau of the Census and SEWRPC.

Map 4

CENSUS TRACT LOCATIONS IN WALWORTH COUNTY: 1970



Source: U.S. Bureau of the Census and SEWRPC.

Table 6
FACILITIES FOR THE ELDERLY IN WALWORTH COUNTY: 1981

Code Number on Map 5	Facility	Number of a Units	Number of Residents	Number of Staff	Location
1	Nursing Homes				
	The Fairhaven Home for Senior Citizens.....	73	73	121	City of Whitewater
2	Golden Years Nursing Home.....	26	24	24	Village of Walworth
3	Greater East Troy Nursing Home....	60	60	62	Village of East Troy
4	Highland Home.....	28	25	20	Village of Genoa City
5	Holton Elkhorn Manor.....	21	20	19	City of Elkhorn
6	Lakeland Nursing Home of Walworth County.....	328	321	289	Town of Geneva
7	Lake Geneva Nursing Home.....	18	16	18	City of Lake Geneva
8	Sherwood Rest Home.....	35	35	22	Village of Williams Bay
9	Willowfield Nursing Home.....	49	49	41	City of Delavan
	Retirement Homes and Housing Complexes				
10	Brookdale Manor.....	66 ^b	79	--	City of Whitewater
11	University Garden Apartments.....	107 ^b	15	--	City of Whitewater
12	Gilbert Court.....	48	54	--	City of Elkhorn
13	Elkhorn Village Apartments.....	40 ^b	40	--	City of Elkhorn
14	Havenwood.....	91 ^b	73	--	City of Lake Geneva
15	Woodview Park Apartments.....	90 ^b	77	--	City of Delavan
16	Village Square Apartments.....	40 ^b	10	--	City of Delavan
17	Darien Village Apartments.....	16 ^b	16	--	Village of Darien
18	Village Commons.....	30 ^b	15	--	Village of Walworth
19	East Troy Complex.....	16 ^b	16	--	Village of East Troy
	Senior/Nutrition Centers	Participants (per day)			
20	Walworth County Senior Center.....		50		Town of Elkhorn
21	Whitewater Senior Center.....		40		City of Whitewater
22	Christian League.....		80		Village of Williams Bay
23	Spring Prairie.....		50		Town of Spring Prairie
21	University of Wisconsin- Whitewater.....		40		City of Whitewater
24	Pell Lake.....		70		Town of Bloomfield
25	Delavan.....		80		City of Delavan

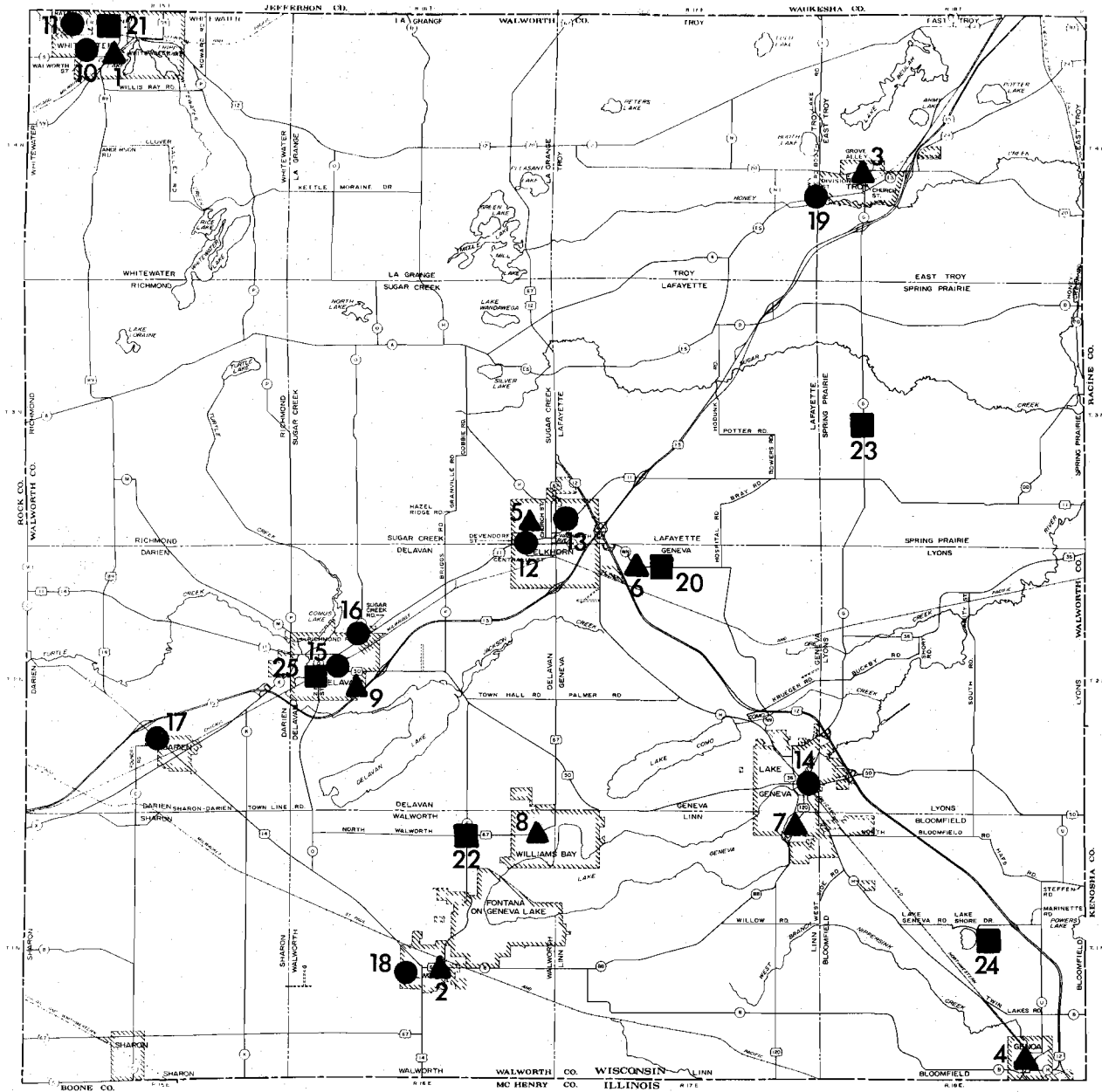
^a Excludes units known to be used as offices or as resident, manager, or caretaker units.

^b Includes units for low-income families.

Source: SEWRPC.

Map 5

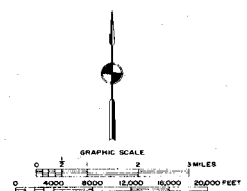
LOCATION OF FACILITIES FOR THE ELDERLY IN WALWORTH COUNTY: 1981



LEGEND

Facility for the Elderly: 1981 (see Table 6)

- 1 ▲ Nursing Home
- 10 ● Retirement Home/
Housing Complex
- 20 ■ Senior Center/
Nutrition Site



Source: Walworth County Department
of Aging and SEWRPC.

the table, two census tracts within the County contained minority population concentrations that were significantly greater than the 2 percent county average: tract 0007, which includes the City of Delavan; and tract 0012, which includes the unincorporated communities of Pell Lake and Lake Ivanhoe.

Low-Income Families

The results of the 1970 U. S. Census indicated that about 6,100 persons in Walworth County, or about 10 percent of the total county population, lived in households with incomes below the federal poverty level.¹ As indicated in Table 5, there were significant concentrations of low-income families in several census tracts, with the highest concentration--16.5 percent of the tract population--found in tract 0013, representing the Town of Linn and the Village of Williams Bay. The locations of concentrations of low-income persons in the County are shown on Map 6 by census tract.

Handicapped

Section 55.01(13) of the Wisconsin Statutes prohibits the release of names and addresses of handicapped clients of the Wisconsin Department of Health and Social Services, Division of Vocational Rehabilitation. Therefore, the locations of such individuals cannot be readily ascertained. It is possible, however, to identify the locations frequently used by the handicapped for residential care or educational purposes. The locations include training centers, nursing homes, group homes, and schools with special education facilities. Such facilities in the County are listed in Table 7 and located on Map 7.

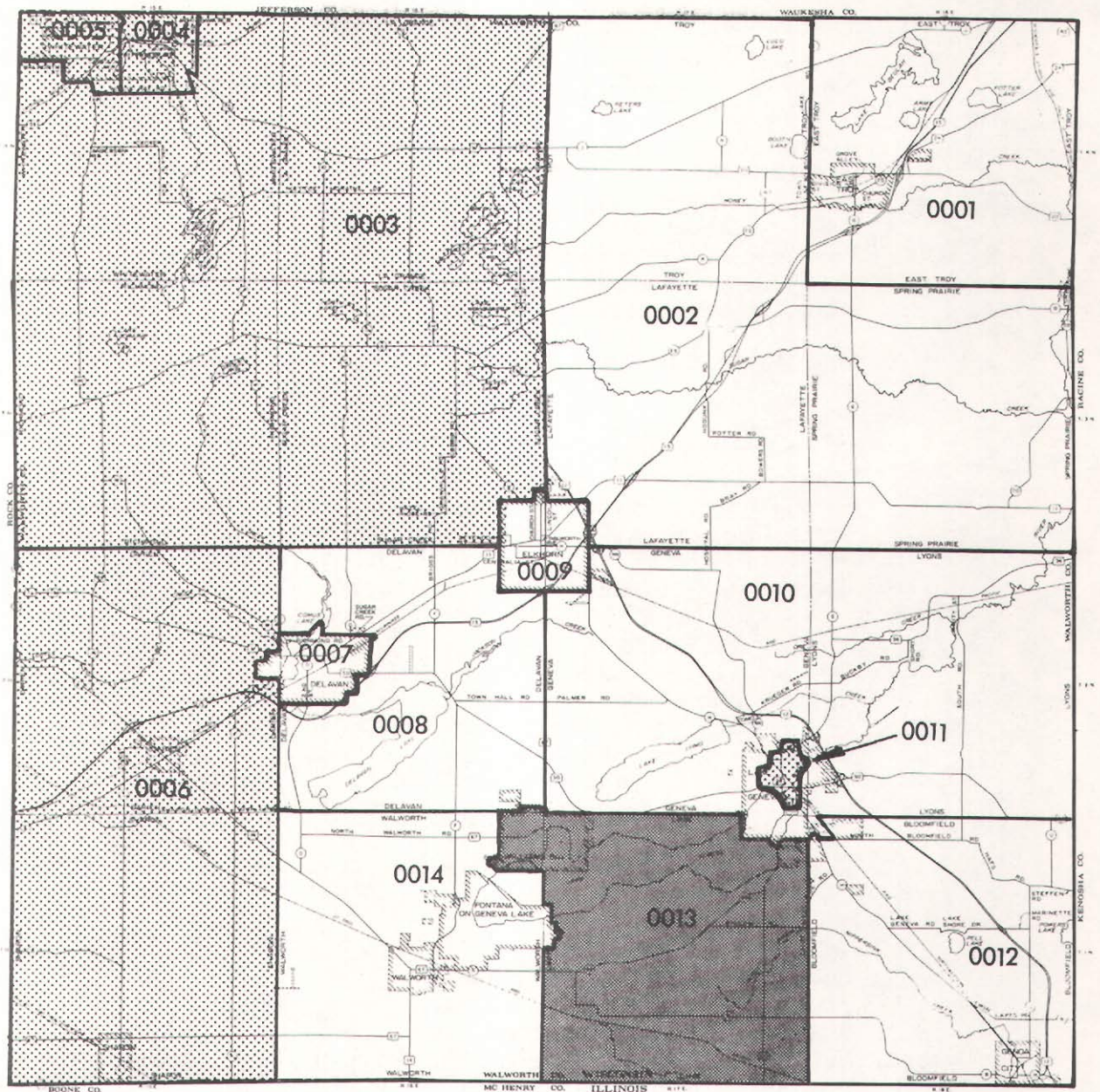
As noted in Chapter II of this report, in August 1976 the Regional Planning Commission undertook a comprehensive study to determine the special transportation needs of transportation handicapped persons in southeastern Wisconsin and of how to most effectively accommodate those needs. In preparing that plan, estimates of the number of transportation handicapped persons within the seven counties comprising the Southeastern Wisconsin Region, including Walworth County, were obtained through the application of incidence rates obtained from secondary source materials to 1975 estimates of total resident population as estimated by the Wisconsin Department of Administration. Transportation handicapped persons are defined as elderly and handicapped persons who, because of illness, injury, age, congenital malfunction, or other permanent or temporary incapacity or disability, including those who are wheelchair-bound and those with semi-ambulatory capabilities, are unable, without special facilities or special design, to utilize public transit facilities and services as effectively as those persons who are not so afflicted. Table 8 indicates the estimated number of transportation handicapped persons residing in Walworth

¹Poverty thresholds for nonfarm families in 1969, as defined by the U. S. Bureau of the Census, are shown in the following table:

<i>Family Size (no. of persons)</i>	<i>Poverty Threshold (1969 dollars)</i>
1	\$1,840
2	2,383
3	2,924
4	3,743
5	4,415
6	4,958
7 or More	6,101




Map 6

LOCATION OF CONCENTRATIONS OF LOW-INCOME PERSONS IN WALWORTH COUNTY: 1970



LEGEND

Percent of Census Tract Population
Below Poverty Level

-  15.0 or More
-  10.0 to 14.9
-  9.9 or Less



Source: U. S. Bureau of the Census and SEWRPC.

Table 7

FACILITIES FOR THE HANDICAPPED IN WALWORTH COUNTY: 1981

Code Number on Map 7	Facility	Location
1	Housing/Nursing Home Services Fairhaven Home for Senior Citizens	City of Whitewater
2	Golden Years Nursing Home	Village of Walworth
3	Greater East Troy Nursing Home ...	Village of East Troy
4	Highland Home	Village of Genoa City
5	Holton Elkhorn Manor.....	City of Elkhorn
6	Lakeland Nursing Home of Walworth County.....	Town of Geneva
7	Lake Geneva Nursing Home ^a	City of Lake Geneva
8	Sherwood Rest Home.....	Village of Williams Bay
9	Willowfield Nursing Home	City of Delavan
10	Employment Services Christian League for the Handicapped ^b	Town of Walworth
11	People's Progress.....	City of Delavan
12	State Division of Vocational Rehabilitation ^c	Town of Geneva
13	Vocational Industries, Inc.	City of Elkhorn
14	Educational Services University of Wisconsin- Whitewater; Rehabilitation- Education Services	City of Whitewater
15	Walworth County Handicapped Children's Education Board	City of Elkhorn
16	Walworth County Public Health Nursing Services ^d	Town of Geneva
17	Wisconsin School for Deaf.....	City of Delavan
18	Referral Services Job Service	City of Elkhorn
19	Walworth County Developmental Disabilities Board.....	Town of Geneva
20	Walworth County Department of Social Services	Town of Geneva
21	Walworth County Information and Referral	Town of Geneva

^aCurrently closed but will reopen in the fall of 1981.

^bThe Christian League also provides housing facilities.

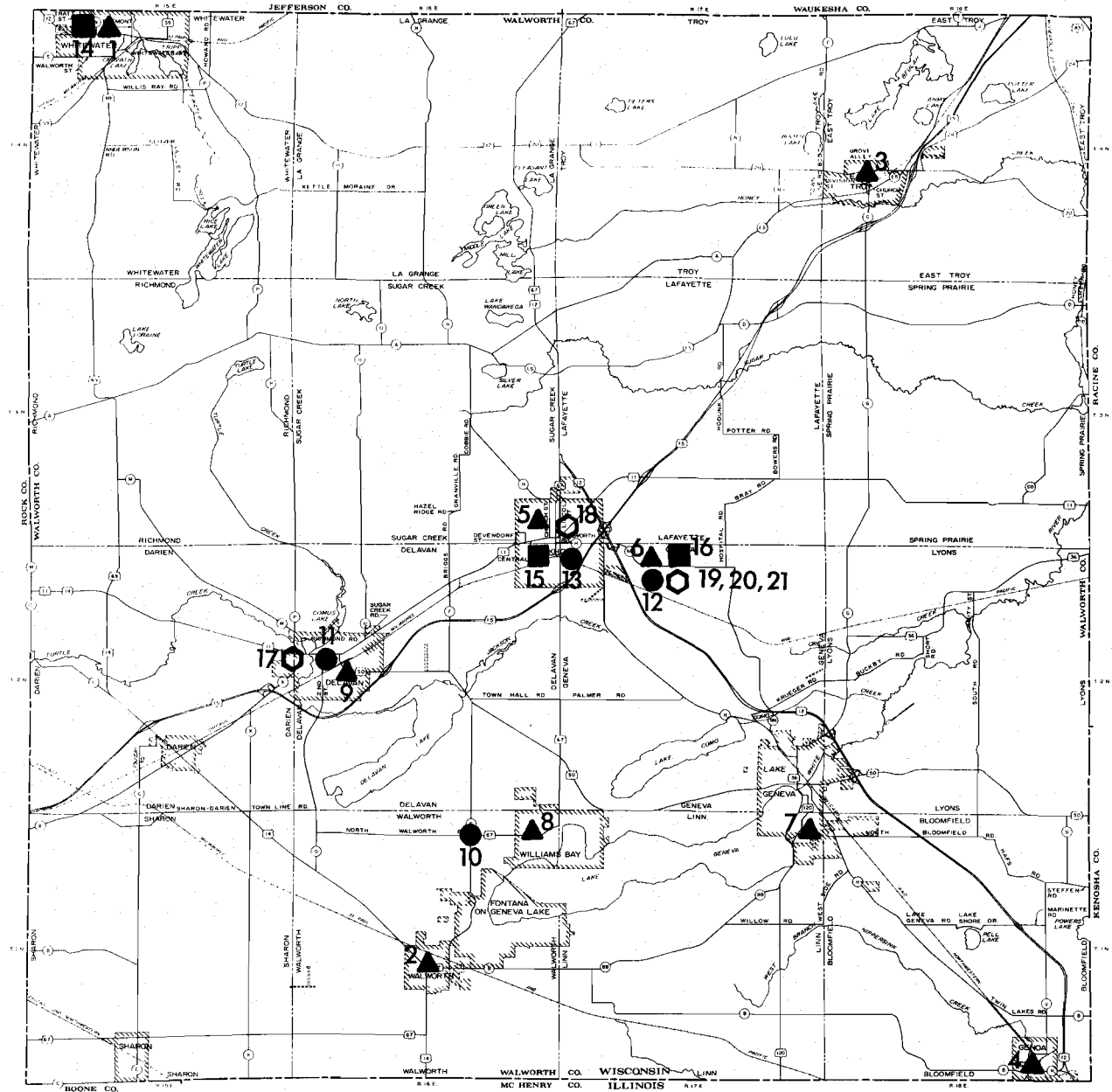
^cCounseling and evaluations are also part of the services provided by the State Division of Vocational Rehabilitation.

^dEducational services are provided in the form of health care instruction.

Source: Community Services Directory of the Social Welfare Department of UW-Whitewater; Resource Manual for Walworth County; and SEWRPC.

Map 7

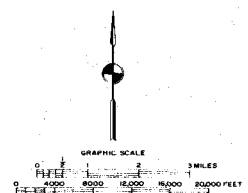
LOCATION OF FACILITIES FOR THE HANDICAPPED IN WALWORTH COUNTY: 1981



LEGEND

Facility for the Handicapped (see Table 7)

- 1 ▲ Housing Facility/
Nursing Home
- 10 ● Employment Facility
- 14 ■ Educational Facility
- 17 ⬡ Referral Facility



Source: SEWRPC.

Table 8

**ESTIMATES OF TRANSPORTATION HANDICAPPED PERSONS IN
WALWORTH COUNTY BY TYPE OF LIMITATION AS DERIVED FROM
INCIDENCE RATES BASED ON SECONDARY SOURCE DATA: 1975**

Type of Limitation	Transportation Handicapped Persons		
	Number	Percent of Category	Percent of Total
Chronically Disabled Living in Private Households by Mobility Limitation			
Has Trouble Getting Around.....	867	41.0	26.7
Uses Aid Other Than Wheelchair.....	425	20.1	13.1
Needs Help From Another Person	209	9.9	6.4
Uses Wheelchair	143	6.7	4.4
Confined to House.....	473	22.3	14.6
Subtotal	2,117	100.0	65.2
Acutely Disabled	193	100.0	5.9
Institutionalized	939	100.0	28.9
Total Transportation Handicapped Persons	3,249	--	100.0

Source: SEWRPC.

County by type of limitation. As shown in the table, more than 3,200 persons in Walworth County, or about 5 percent of the 1975 estimated total population of the County of about 68,000 persons, were found to be transportation handicapped. Of these 3,200 persons, about 2,100, or nearly two-thirds, were estimated to be chronically disabled persons residing in private households.

School-Age Children

In 1970, school-age children--persons in the 10- to 19-year age group--constituted about 11 percent of the resident population of Walworth County (see Table 5). However, there were no significant concentrations of school-age children in any census tract within the County. The locations of major educational facilities--universities, colleges, and technical schools--in the County are set forth in a later section of this chapter.

Zero-Auto Households

One of the most reliable indicators of potential transit use is automobile availability. Those households which do not own an automobile are dependent upon other persons or other transportation modes for the provision of essential transportation services. In addition to persons residing in zero-automobile households, persons residing in one-automobile households represent potential users of public transportation. In those households where a single automobile is available and it is preempted for use by some member or members of the household, the remaining household

members become dependent upon others for tripmaking. The 1972 home interview survey conducted by the Commission gathered information on the number of automobiles available by household. Based on information gathered in this survey, Table 9 indicates the percent of total households in each Walworth County community owning no automobile or one automobile in 1972. The 1972 Commission inventory of travel indicated that approximately 51 percent of the households within Walworth County owned either no automobile or one automobile. Major concentrations--over 60 percent--of zero- and one-automobile households are located in the Cities of Delavan and Whitewater, in the Village of Genoa City, and in the Town of Bloomfield.

MAJOR TRAFFIC GENERATORS

For public transit planning purposes, major traffic generators are defined as specific land uses, or concentrations of such uses, which attract a relatively large number of person trips and, therefore, have the potential to attract a relatively large number of transit trips. The following categories of land uses were identified as major traffic generators for public transit planning purposes within Walworth County: 1) shopping centers, 2) major educational institutions, 3) hospitals and medical centers, 4) major governmental and public institutional centers, 5) major employment centers, and 6) recreational areas.

Shopping Centers

For countywide transit planning purposes, two classifications of shopping centers were identified as potential major transit trip generators. The first classification consists of major regional shopping centers, defined by the Commission as concentrations of retail and service establishments within central business districts, strip shopping districts, and shopping centers which meet at least five of the following six criteria:

1. Contain at least two department stores.
2. Contain 10 additional retail and service establishments.
3. Generate a combined average annual sales total of \$30 million or more.
4. Have a combined net site area totaling 20 or more acres.
5. Are able to attract at least 3,000 shopping trips per average weekday.
6. Are accessible to a population of at least 100,000 persons within a radius of 10 miles or within 20 minutes one-way travel time.

At the present time, there are no major regional shopping centers within the County.

The second classification of shopping centers consists of community and neighborhood shopping centers, defined by the Commission as those areas having a site area ranging from 5 to 60 acres, intended to serve the retail and service needs of the population of from one to five residential neighborhoods. Using these criteria, eight community and neighborhood shopping areas were identified within Walworth County. Table 10 and Map 8 indicate the locations of the community and neighborhood shopping centers identified in Walworth County.

Educational Institutions

Technical schools, colleges and universities, and special-purpose schools were identified as potential countywide transit trip generators within Walworth County. Public elementary, middle, and senior high schools and parochial schools were not

Table 9

**PERCENT OF HOUSEHOLDS BY AUTOMOBILE OWNERSHIP
FOR WALWORTH COUNTY COMMUNITIES: 1972**

Civil Division	1972 Estimated Households	Percent of Total Households by Automobile Ownership		
		Zero or One	Two or More	Total
Cities				
Delavan	1,830	57	43	100
Elkhorn	1,490	61	39	100
Lake Geneva	2,330	56	44	100
Whitewater ^a	4,450	78	22	100
Villages				
Darien	300	46	54	100
East Troy	670	55	45	100
Fontana on Geneva Lake...	920	36	64	100
Genoa City	370	60	40	100
Sharon	370	57	43	100
Walworth	540	56	44	100
Williams Bay	810	59	41	100
Towns				
Bloomfield	1,100	70	29	100
Darien	330	30	70	100
Delavan	1,170	38	62	100
East Troy	810	22	78	100
Geneva	1,120	44	56	100
LaFayette	290	18	82	100
LaGrange	460	20	80	100
Linn	1,230	34	66	100
Lyons	560	31	79	100
Richmond	430	30	70	100
Sharon	320	31	69	100
Spring Prairie	400	15	85	100
Sugar Creek	640	23	77	100
Troy	350	35	65	100
Walworth	220	25	75	100
Whitewater	340	44	56	100
County Total	23,850	51	49	100

^aIncludes only that portion of the City within Walworth County.

Source: SEWRPC.

Table 10

SHOPPING CENTERS IN WALWORTH COUNTY: 1981

Code Number on Map 8	Shopping Center	Location
1	Community and Neighborhood Delavan Central Business District.....	City of Delavan
2	Delavan Shopping Area	City of Delavan
3	Highway 50 (Delavan Lake Inlet) Strip Commercial Area	Town of Delavan
4	Elkhorn Central Business District.....	City of Elkhorn
5	Lake Geneva Central Business District	City of Lake Geneva
6	Highway H (Lake Geneva) Strip Commercial Area	City of Lake Geneva
7	Walworth Central Business District....	Village of Walworth
8	Whitewater Central Business District	City of Whitewater

Source: SEWRPC.

considered to be major trip generators for countywide public transit service because students at these schools generally live in surrounding communities and either are able to walk to school or are provided with yellow school bus service. The educational institutions in Walworth County identified as major trip generators for the purpose of this study are listed in Table 11 and located on Map 9.

Hospitals and Medical Centers

For transit planning purposes, a community medical center is defined as a hospital having at least 100 beds, and providing both in- and out-patient facilities and related laboratory and clinical services. There is one community medical center in Walworth County--Lakeland Hospital in the City of Elkhorn. The special medical center category is defined to include all other major medical centers and special clinics. The major medical facilities identified in Walworth County are listed in Table 12 and their locations are shown on Map 10.

Governmental and Public Institutional Centers

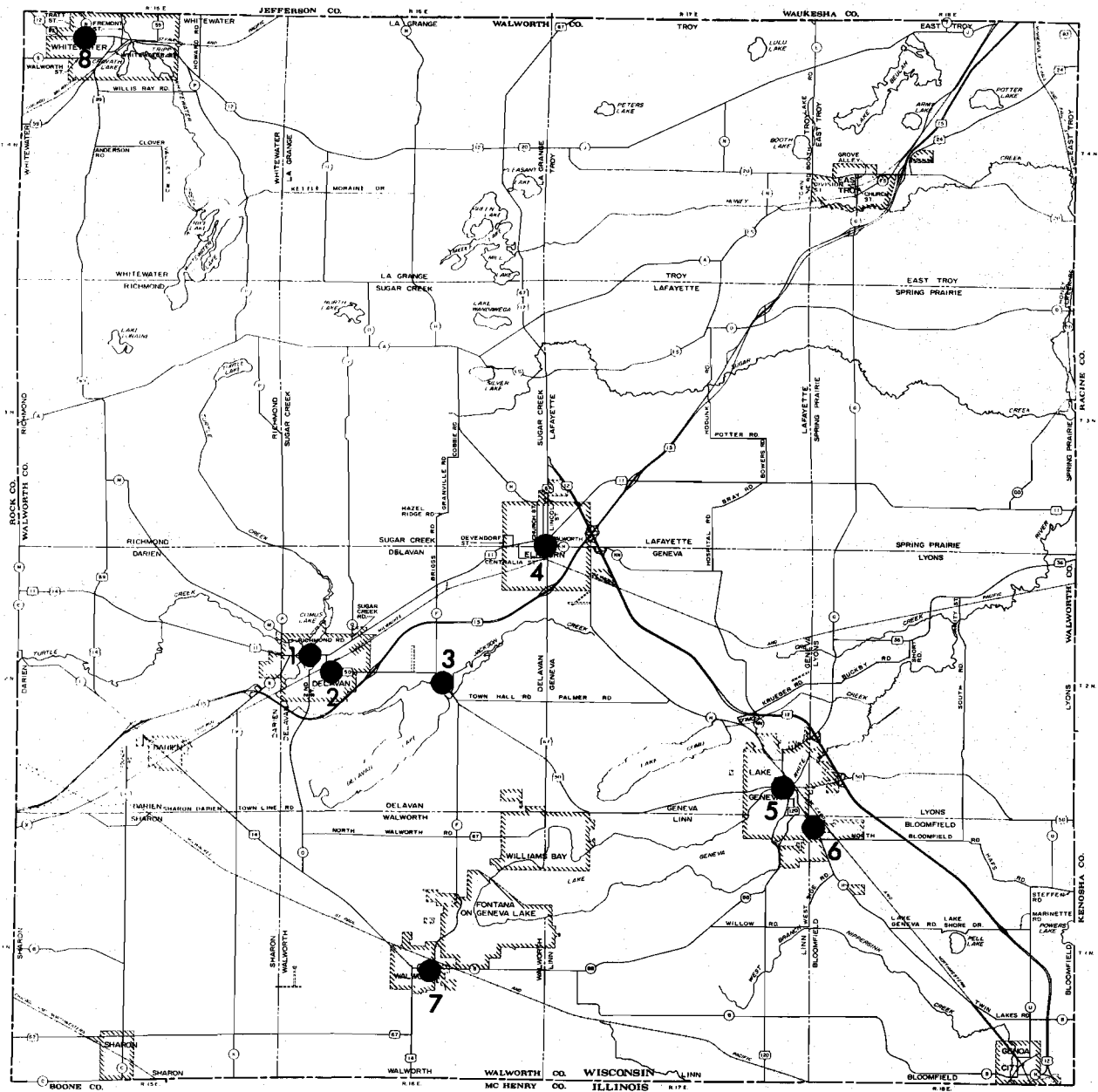
Governmental and public institutional centers are considered to be potential major transit trip generators because they provide governmental services to which every citizen should have ready access. For the purposes of this study, this category includes regional and county governmental and public institutional centers, such as the Walworth County Courthouse, where the service is oriented toward more than one community. Also included in this category are certain local public institutional centers, such as public libraries, which, while designed to serve one community, may attract users from surrounding communities. The major governmental and public institutional centers identified in Walworth County are listed in Table 13 and their locations are shown on Map 11.

Employment Centers

Trips made from home to work and back constitute a significant proportion of all person trips made within the Region and within Walworth County. It is, therefore, appropriate to identify the major employment centers within the County as major generators of travel. Employment centers identified as major traffic generators were

Map 8

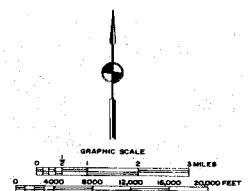
LOCATION OF SHOPPING CENTERS IN WALWORTH COUNTY: 1981



LEGEND

Shopping Center (see Table 10)

1 ● Community and Neighborhood



Source: SEWRPC.

Table 11

MAJOR EDUCATIONAL INSTITUTIONS IN WALWORTH COUNTY: 1981

Code Number on Map 9	Educational Institution	Location
1	Colleges and Universities University of Wisconsin-Whitewater.....	City of Whitewater
2	Technical Institutions Gateway Technical Institute- Elkhorn Campus	City of Elkhorn
3	Gateway Technical Institute- Adult Learning Center.....	City of Delavan
4	Special-Purpose Schools Lakeland School of Walworth County ... Wisconsin School for Deaf.....	City of Elkhorn City of Delavan

Source: SEWRPC.

Table 12

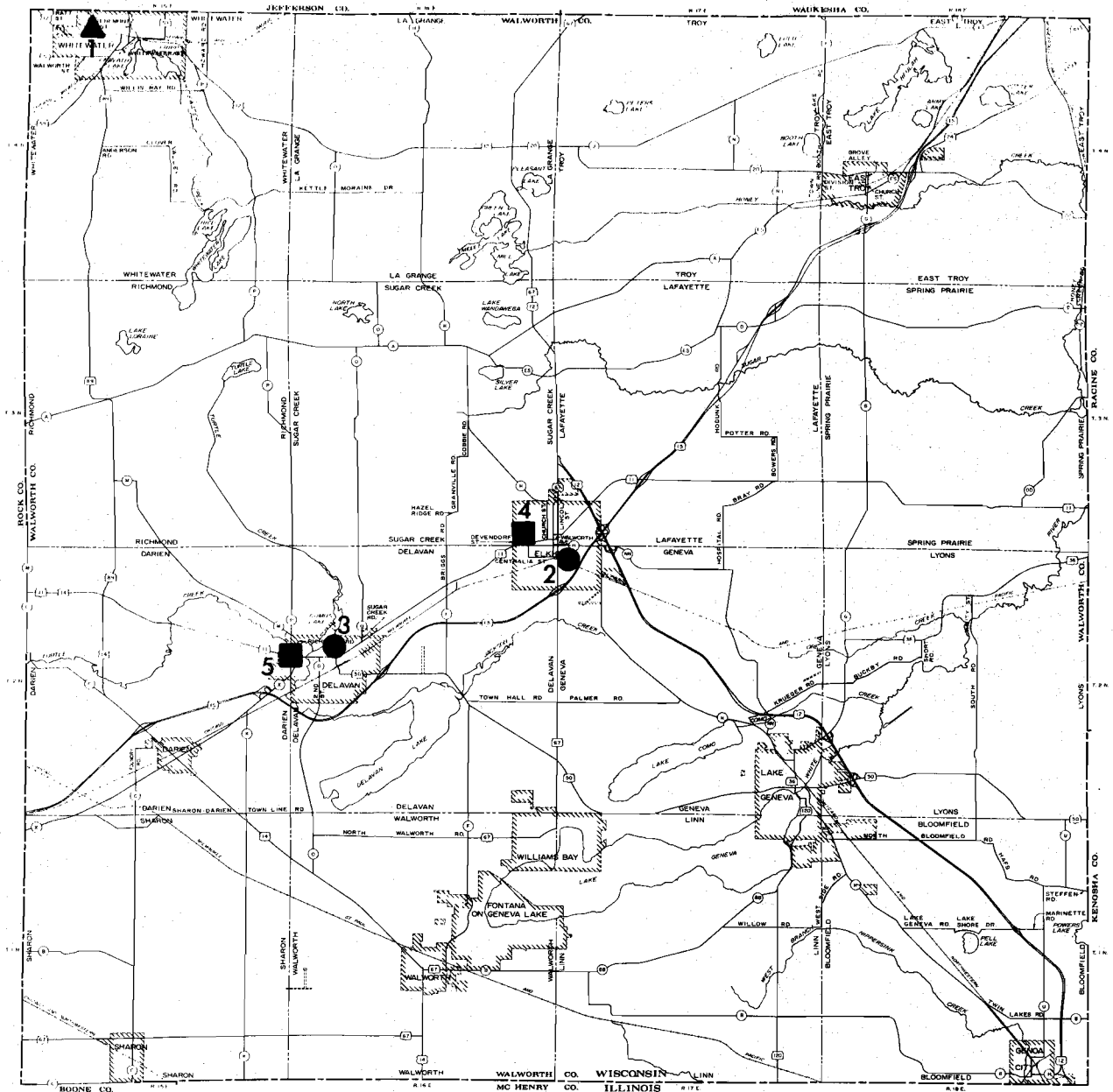
COMMUNITY AND SPECIAL MEDICAL CENTERS
IN WALWORTH COUNTY: 1981

Code Number on Map 10	Hospital or Medical Center	Location
1	Community Medical Center Lakeland Hospital.....	Town of Geneva
2	Special Medical Centers Doctors Clinic of Elkhorn.....	City of Elkhorn
3	Lakeland Counseling Center of Walworth County.....	Town of Geneva
4	Lake Geneva Clinic	City of Lake Geneva
5	Whitewater Family Practice Clinic	City of Whitewater
6	Walworth Medical Group, Ltd. Walworth Branch	Town of Walworth
7	Lake Geneva Branch.....	City of Lake Geneva
8	Delavan Branch	City of Delavan

Source: SEWRPC.

Map 9

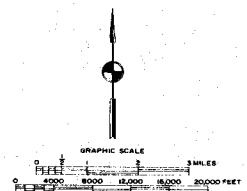
LOCATION OF MAJOR EDUCATIONAL INSTITUTIONS IN WALWORTH COUNTY: 1981



LEGEND

Educational Institution (see Table 11)

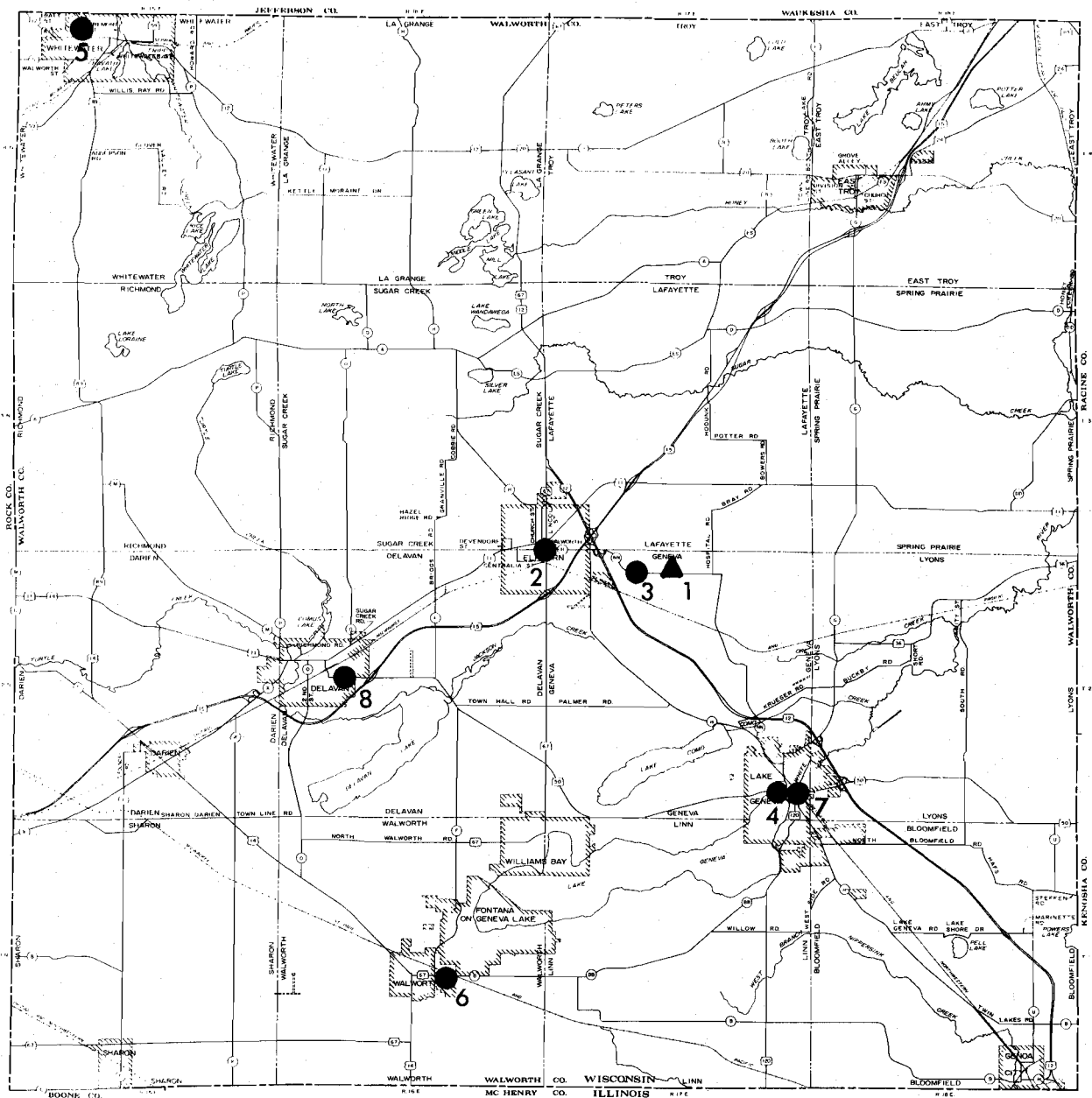
- 1 ▲ College/University
- 2 ● Technical School
- 4 ■ Special Purpose School



Source: SEWRPC.

Map 10

LOCATION OF COMMUNITY AND SPECIAL MEDICAL CENTERS IN WALWORTH COUNTY: 1981

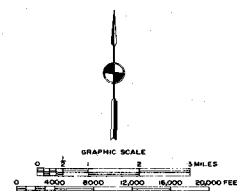


LEGEND

Medical Center (see Table 12)

1 ▲ Community Medical Center

2 ● Special Medical Center



Source: SEWRPC.

Table 13

**GOVERNMENTAL AND PUBLIC INSTITUTIONAL
CENTERS IN WALWORTH COUNTY: 1981**

Code Number on Map 11	Center	Location
1	Regional and County	
2	Walworth County Courthouse.....	City of Elkhorn
	Walworth County Courthouse-Annex...	Town of Geneva
	Local	
3	Lakeland Counseling Center Library ..	Town of Geneva
4	Webster House Historical Society.....	City of Elkhorn
5	Matheson Memorial Library.....	City of Elkhorn
6	Aram Public Library.....	City of Delavan
7	East Troy Public Library.....	Village of East Troy
8	Fontana Public Library.....	Village of Fontana on Lake Geneva
9	Genoa City-Village Public Library.....	Village of Genoa City
10	Walworth Memorial Library.....	Village of Walworth
11	Whitewater Public Library.....	City of Whitewater
12	Williams Bay Public Library.....	Village of Williams Bay
13	Lake Geneva Public Library.....	City of Lake Geneva
14	Geneva Area Foundation Library.....	City of Lake Geneva

Source: SEWRPC.

limited to public and private establishments employing 100 or more people. A listing of these major employment centers and the attendant current employment is presented in Table 14, and the locations of these centers are shown on Map 12. About 7,800 persons, representing nearly 21 percent of the estimated 1980 labor force of 38,000 persons employed within the County, were employed at these major centers during 1980.

Recreational Areas

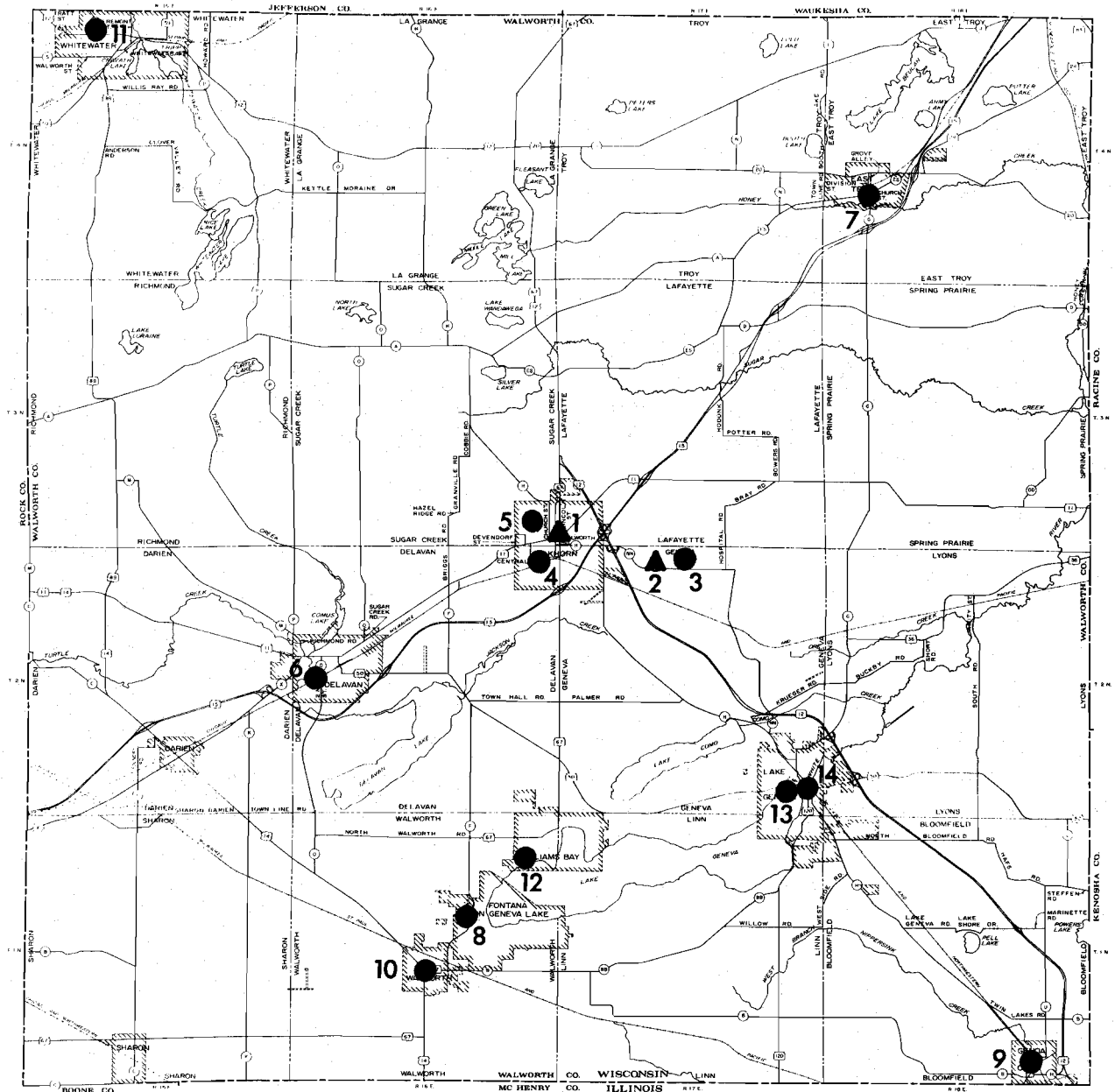
Recreational areas were grouped into two categories based on size, service area, and activities available. The first category consists of major regional recreational areas, defined as public recreation sites of at least 250 acres in size offering multiple recreation opportunities and having a multi-county service area. Two major regional recreational areas, Big Foot Beach State Park and Whitewater Lake Recreation Area, are located within the County. The second category is comprised of multi-community recreational areas, defined as multiple-use public recreation sites which are county- or multi-community-oriented in service area, and which contain community recreational facilities such as baseball or softball diamonds, swimming pools, or tennis courts. The major recreation areas identified within the County are listed in Table 15 and located on Map 13.

TRAVEL HABITS AND PATTERNS

Up to this point in this report, the analysis of the potential demand for transit service has consisted of the identification of transit-dependent population groups

Map 11

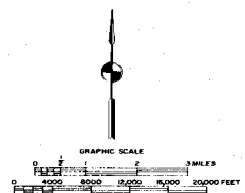
LOCATION OF GOVERNMENTAL AND PUBLIC INSTITUTIONAL CENTERS IN WALWORTH COUNTY: 1981



LEGEND

Governmental/Public Institutional Center (see Table 13)

- 1 ▲ Regional and County
- 3 ● Local



Source: SEWRPC.

Table 14

MAJOR EMPLOYMENT CENTERS IN WALWORTH COUNTY: 1980

Code Number on Map 12	Employment Center	Location	Estimated 1980 Employment
1	Industrial/Manufacturing Bergamot Brass Works, Inc.--		
2	Battersea Ltd.....	Village of Darien	100
3	Ajay Enterprises Corp.....	City of Delavan	350
4	Andes Candies, Inc.....	City of Delavan	175
5	Borg Instruments, Inc.....	City of Delavan	600
6	Sta-Rite Industries-- Overseas Corp.....	City of Delavan	500
7	Trent Tube Division of Colt Industries.....	Village of East Troy	400
8	A. O. Smith-- Harvestore Products, Inc.....	City of Elkhorn	200
9	Frank Holton and Company, Division of G. LeBlanc Corp.....	City of Elkhorn	115
10	Oak Communications, Inc.....	City of Elkhorn	350
11	Albert Prostel Packings, Ltd.....	City of Lake Geneva	400
12	Iseli Company.....	Village of Walworth	150
13	Miniature Precision Components, Inc.....	Village of Walworth	300
14	U. S. Gypsum Company.....	Village of Walworth	325
15	Alpha-Cast, Inc.....	City of Whitewater	220
16	Hawthorn Melody Farms Dairy of Wisconsin.....	City of Whitewater	180
17	Weiler & Company.....	City of Whitewater	165
18	Governmental/Institutional Fairhaven Home for Senior Citizens.....	City of Whitewater	120
19	Lakeland Nursing Home of Walworth County.....	Town of Geneva	290
20	Lakeland Hospital.....	Town of Geneva	375
21	Walworth County Courthouse and Sheriff's Department.....	City of Elkhorn	215
22	Commercial/Recreational The Abbey.....	Village of Fontana on Lake Geneva	200
23	Playboy Resort and Country Club... Lake Lawn Lodge, Inc.....	Town of Lyons Town of Delavan	660 450
24	Educational University of Wisconsin- Whitewater.....	City of Whitewater	950
Total	--	--	7,790

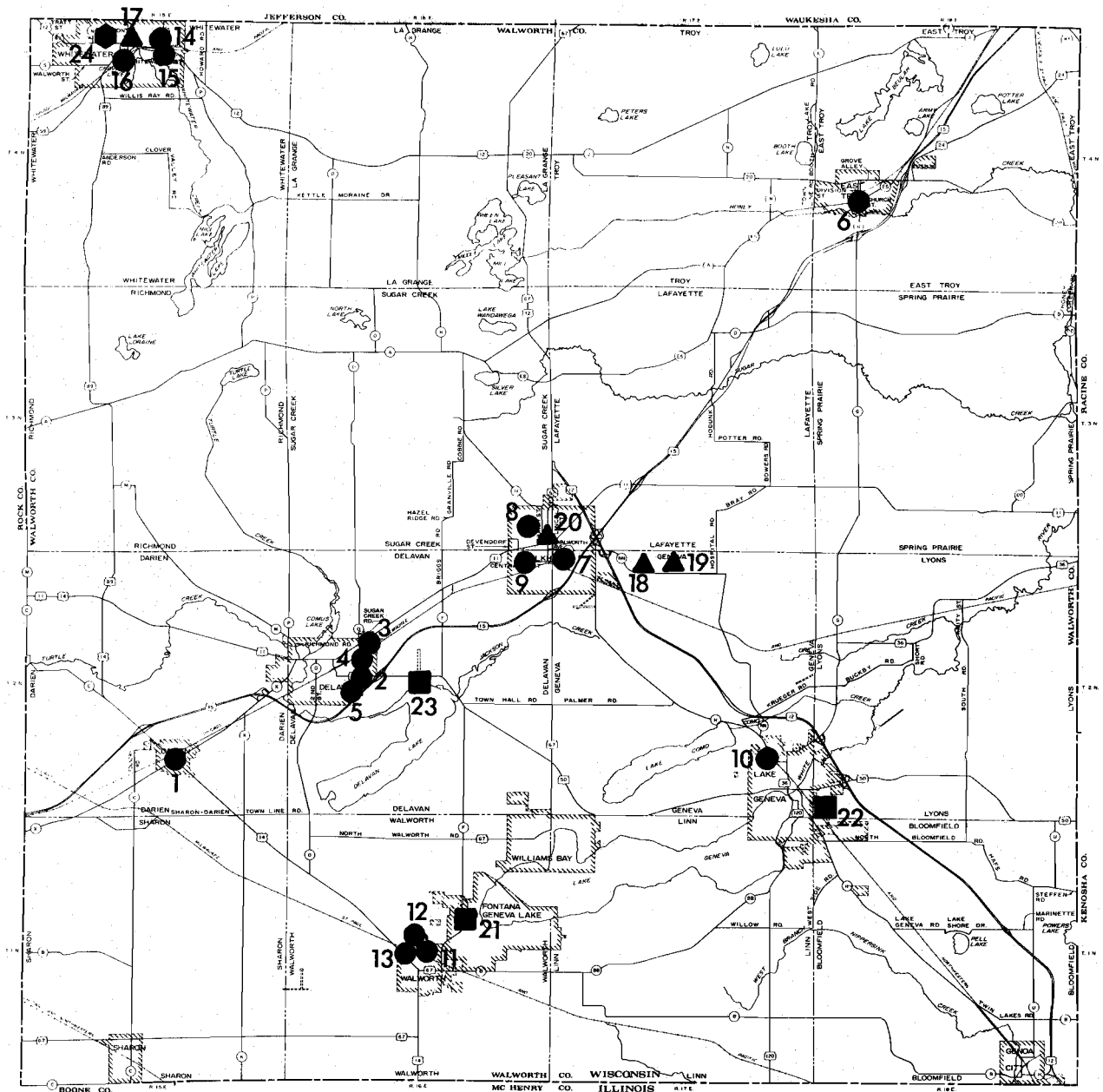
Source: 1981 Classified Directory of Wisconsin Manufacturers, and SEWRPC.

and major trip generators in order to determine the probable origins and destinations of potential transit riders in Walworth County. The analysis is not complete, however, until the actual travel characteristics of the residents of the County have been examined.

In 1963, the Regional Planning Commission undertook a comprehensive inventory of travel habits and patterns within the Region to provide a benchmark of basic data for land use and transportation planning. In 1972 a new inventory of travel habits and patterns was undertaken by the Commission in order to determine the changes which had taken place in such habits and patterns over approximately a decade. The 1972 inventory included not only all the basic origin-destination surveys conducted under

Map 12

LOCATION OF MAJOR EMPLOYMENT CENTERS IN WALWORTH COUNTY: 1980



LEGEND

- Major Employment Center (see Table 14)
- 1 ● Industrial/Manufacturing
 - 17 ▲ Governmental/Institutional
 - 21 ■ Commercial/Recreational
 - 24 ◆ Educational

Source: 1981 Classified Directory of Wisconsin Manufacturers and SEWRPC.

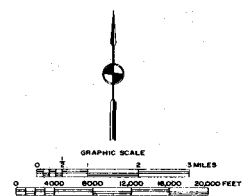


Table 15

RECREATIONAL AREAS IN WALWORTH COUNTY: 1981

Code Number on Map 13	Recreational Area	Location
1	Regional Big Foot Beach State Park.....	Towns of Linn and Bloomfield Town of Whitewater
2	Whitewater Lake Recreation Area...	
3	Multi-Community Starin Park	City of Whitewater
4	Sunset Park.....	City of Elkhorn
5	Veterans Memorial Park.....	City of Delavan

Source: SEWRPC.

the 1963 regionwide travel inventories--namely, the home interview, truck and taxi, and external cordon surveys--but also, for the first time, five special origin-destination surveys. These surveys consisted of a public transit user survey; public transit nonuser survey; major traffic generator survey; interregional bus, rail, and carferry survey; and weekend home interview and weekend truck and taxi surveys. Using the 1972 home interview survey as a base, 1980 trip characteristics were determined by factoring that information with data on population growth and household growth, and on population growth and employment growth, between 1970 and 1980. A summary of the findings of these regional surveys pertinent to the feasibility of providing public transit service in Walworth County is presented below.

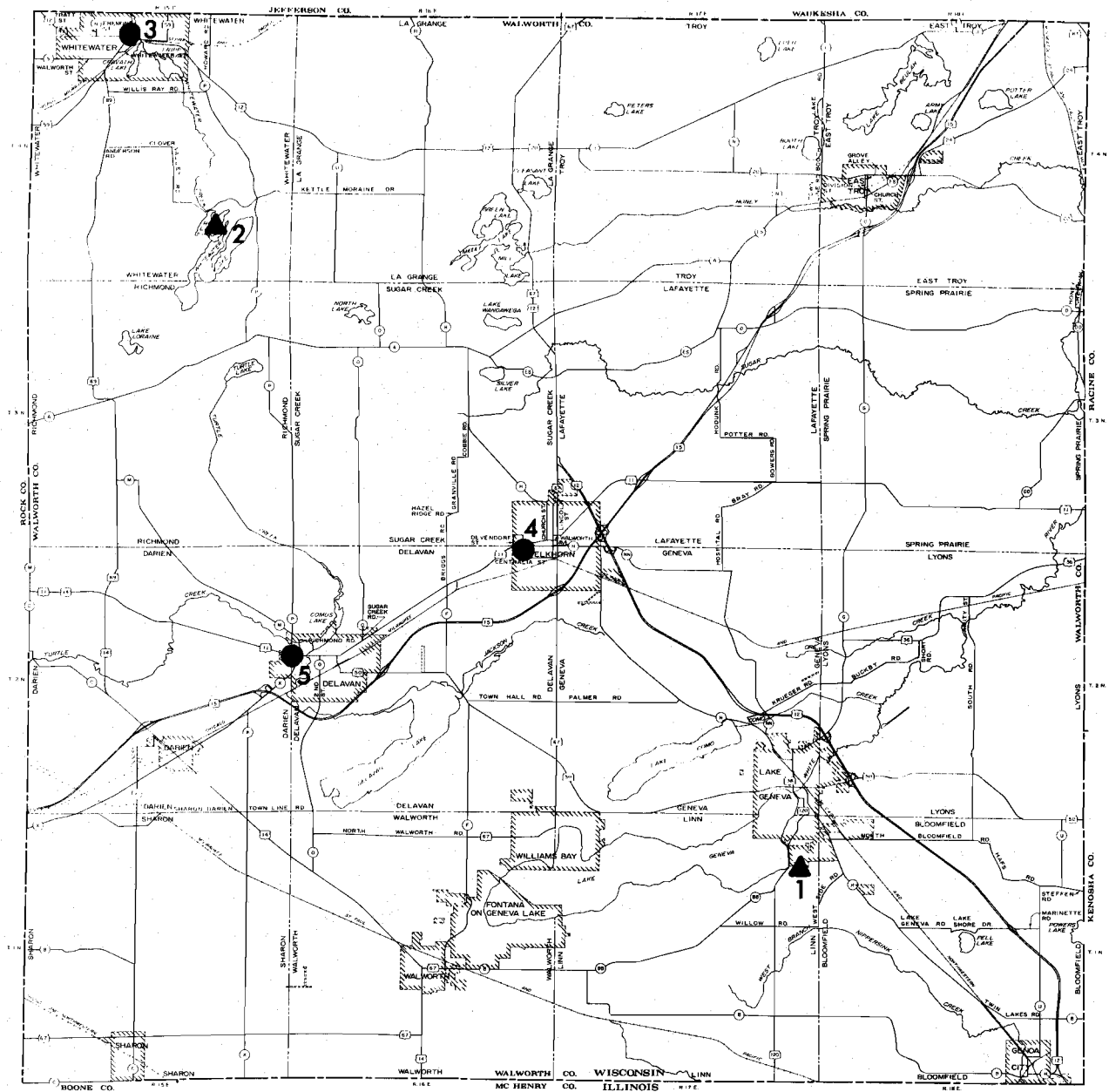
Total Person Trip Characteristics

In the 1972 home interview survey, information was obtained from each sample household on the trips made on an average weekday by household members five years of age and older. Data were ascertained for trips both internal and external to Walworth County. A breakdown of the total person trip data collected by the home interview survey for trips originating within Walworth County, which has been revised, as stated previously, to represent 1980 data, is presented in Table 16. Of the 185,400 trips estimated to have originated within Walworth County on an average weekday in 1980, about 168,300, or 91 percent, were made internal to the County and about 17,100 trips, or 9 percent, were made external to the County. The locations of the external trip destinations are shown on Map 14. The two largest concentrations of external trip destinations were located in Waukesha County (excluding the Villages of Eagle and Mukwonago), which attracted about 3,900 trips, and the City of Burlington in Racine County, which attracted about 5,200 trips. The Milwaukee central business district attracted about 300 trips from within the County.

The trip data were grouped into five categories of travel purpose: home-based work, home-based shopping, home-based other, nonhome-based, and school-based trips. Home-based work trips are defined as those trips having one end at home and the other end at work. Home-based shopping trips are defined as those trips having one end at home and the other end at a shopping destination. Home-based other trips are defined as those trips having one end at home and the other end at any location except home,

Map 13

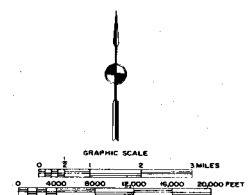
LOCATION OF RECREATIONAL AREAS IN WALWORTH COUNTY: 1981



LEGEND

Recreational Area (see Table 15)

- 1 ▲ Regional
- 3 ● Multi-community



Source: SEWRPC.

Table 16

**ESTIMATED TOTAL PERSON TRIPS ORIGINATING
WITHIN WALWORTH COUNTY: 1980**

Trip Purpose	Internal		External		Total	
	Number of Trips	Percent of Total	Number of Trips	Percent of Total	Number of Trips	Percent of Total
Home-based Work.....	40,400	24.0	5,400	31.6	45,800	24.7
Home-based Shopping..	22,200	13.2	2,000	11.7	24,200	13.1
Home-based Other.....	58,400	34.7	6,300	36.8	64,700	34.9
Nonhome Based.....	25,900	15.4	2,100	12.3	28,000	15.1
School Based.....	21,400	12.7	1,300	7.6	22,700	12.2
Total	168,300	100.0	17,100	100.0	185,400	100.0

Source: SEWRPC.

school, work, or a shopping area. Nonhome-based trips are those trips that neither originate nor end at home or school. School-based trips are those trips having at least one end at school. Of the total number of trips estimated to have been generated within Walworth County in 1980, home-based work trips accounted for about 25 percent, home-based shopping trips for about 13 percent, home-based other trips for a little over 35 percent, nonhome-based trips for about 15 percent, and school-based trips for 12 percent.

In 1980, an estimated 45,800 home-based work trips were generated within Walworth County. Of this total, 40,400 trips, or 88 percent, were made to destinations internal to Walworth County. The highest concentrations of these destinations were located within the Cities of Delavan, Elkhorn, and Lake Geneva. External to Walworth County, the areas receiving the highest number of home-based work trips originating in Walworth County were the City of Burlington in Racine County, which attracted approximately 1,400 work trips on an average weekday, and Waukesha County, excluding the Villages of Eagle and Mukwonago, which attracted about 960 trips. Milwaukee's central business district attracted only about 110 work trips from Walworth County on an average weekday.

An estimated 24,200 home-based shopping trips were generated within Walworth County in 1980. Approximately 22,200 of these trips, or 92 percent, were made to destinations internal to Walworth County. The highest concentration of these destinations was located in the City of Lake Geneva, which attracted 3,900 trips. The only external area attracting a significant number of shopping trips from Walworth County was the City of Burlington in Racine County, which attracted about 800 shopping trips. Milwaukee County received only about 130 home-based shopping trips from Walworth County.

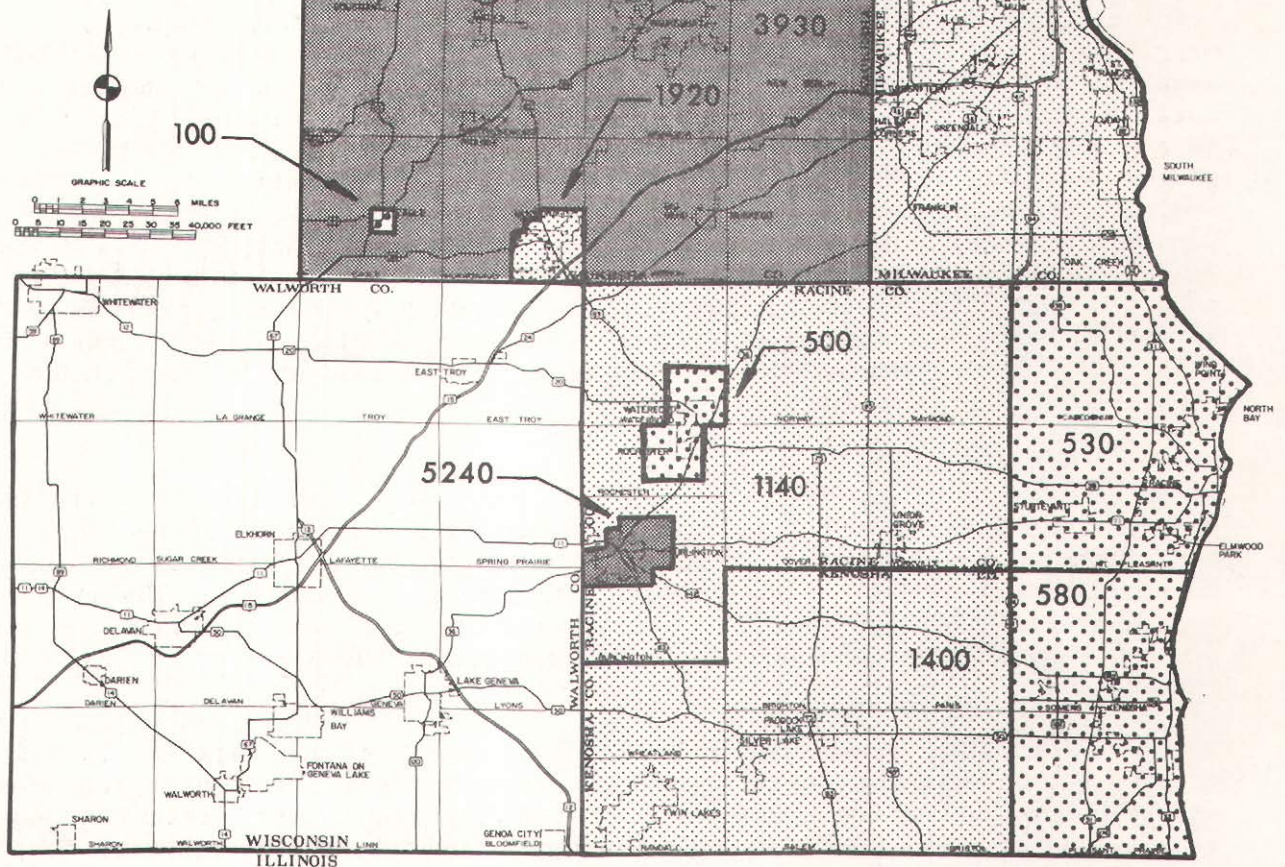
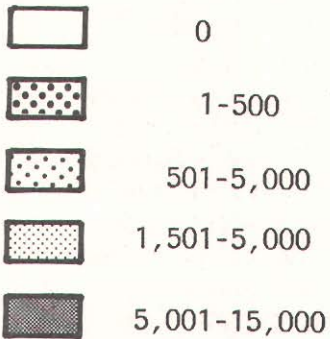
Of the 64,700 home-based other trips estimated to have originated within Walworth County on an average weekday in 1980, approximately 58,400 trips, or 90 percent, were made to destinations within the County. These destinations were concentrated mainly in those areas containing medical facilities, business and government offices, and social-recreational sites. Waukesha County was the most popular external destination for home-based other trips originating in Walworth County, attracting approximately 2,400 trips. The second most popular area was the City of Burlington in Racine County, which received 1,500 home-based other trips originating within Walworth County on an average weekday.

Map 14

DESTINATIONS OF EXTERNAL PERSON
TRIPS MADE ON AN AVERAGE WEEK-
DAY FROM WALWORTH COUNTY: 1980

LEGEND

Number of external trips
from Walworth County:



About 93 percent, or 25,900, of the 28,000 nonhome-based trips estimated to have originated within Walworth County on an average weekday in 1980 were made to destinations internal to the County. Within Walworth County, the City of Lake Geneva attracted the highest number of nonhome-based trips--6,950. The City of Burlington in Racine County received the largest concentration of external trips originating within Walworth County, receiving about 800 daily trips.

An estimated 22,700 school-based trips were generated within Walworth County in 1980. Of this number, about 21,400 trips, or 94 percent, were made within the County. The major concentrations of school-based trips were destined for the middle schools and high schools located within the County. External to Walworth County, the only destinations having significant concentrations of school-based trips originating within Walworth County were the educational facilities in the City of Burlington in Racine County, which attracted 700 trips, and Waukesha County, which attracted about 280 trips.

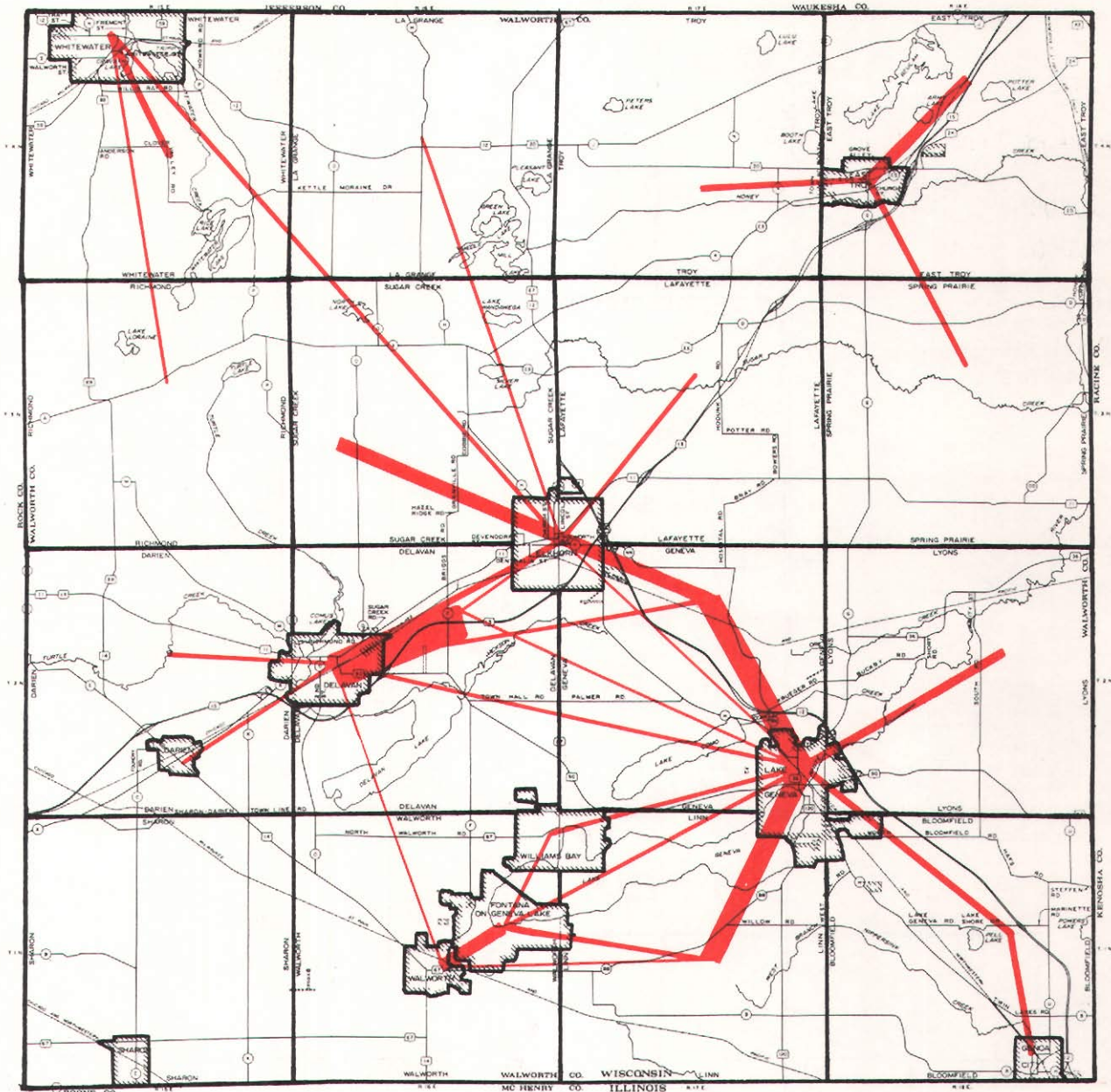
In an effort to identify the current nature and extent of travel within Walworth County, estimates of intercommunity and intercounty total person trip volumes were prepared for trips originating in Walworth County using the 1980 estimates of total person travel. Maps 15 and 16 show total person trip "desire lines" for intercommunity travel--travel within Walworth County--and for intercounty travel--travel between Walworth County communities and other subareas of the Southeastern Wisconsin Region. As can be seen on the map, the largest concentrations of total person trip origins and destinations within the County are centered on the Cities of Lake Geneva and Delavan. These communities attract a large volume of person trips from immediately adjacent smaller communities, and also attract a significant volume of trips from more distant communities within the County. It is significant to note that the City of Burlington in Racine County receives the largest volume of external person trips originating within Walworth County. In addition, a large volume of person trips originating within the Village of East Troy have destinations external to the study area in both Milwaukee and Waukesha Counties. In addition to the above-mentioned total person travel patterns for trips from Walworth County to areas within the seven-county Region, significant amounts of travel between Walworth County communities and surrounding counties outside the Region occurred during 1980. In this respect, the most significant amount of total person travel occurred between the Lake Geneva area in southeastern Walworth County and McHenry County, Illinois, with approximately 3,200 trips occurring on an average weekday. Other, smaller external total person trip movements occurred between the Whitewater area in northwestern Walworth County and Jefferson and Rock Counties--about 3,000 and 2,600 daily trips, respectively; and between the Delavan area in southwestern Walworth County and Rock County--about 1,600 daily trips.

Personal Opinion Survey--Home Interview

As an integral part of the home interview survey conducted in 1972 by the Commission, information was obtained from the residents of a subsample of households on their opinions, preferences, and attitudes concerning certain aspects of existing and possible future public transportation facilities and services. The responses given were summarized for the Region as a whole and for each county within the Region, and are fully documented in SEWRPC Technical Report No. 13, A Survey of Public Opinion in Southeastern Wisconsin: 1972.

One question asked respondents to indicate whether the lack of adequate public transportation between their homes and certain areas of the Region prevented or severely limited family members from accepting employment, reaching shopping and recreational areas of their choice, conducting necessary personal business, and visiting friends and relatives. Table 17 summarized these responses for Walworth County, which was poorly served by public transportation in 1972, and compares those

**AVERAGE WEEKDAY TOTAL INTERNAL PERSON TRIP DESIRE LINES
FOR TRIPS ORIGINATING IN WALWORTH COUNTY: 1980**



LEGEND

Person Trip Volume Scale

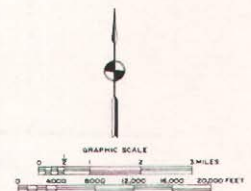


2,000

4,000

8,000

— Analysis Zone Boundary



Map 16

**AVERAGE WEEKDAY TOTAL EXTERNAL
PERSON TRIP DESIRE LINES
FOR TRIPS ORIGINATING IN
WALWORTH COUNTY: 1980**

LEGEND

Person Trip Volume Scale



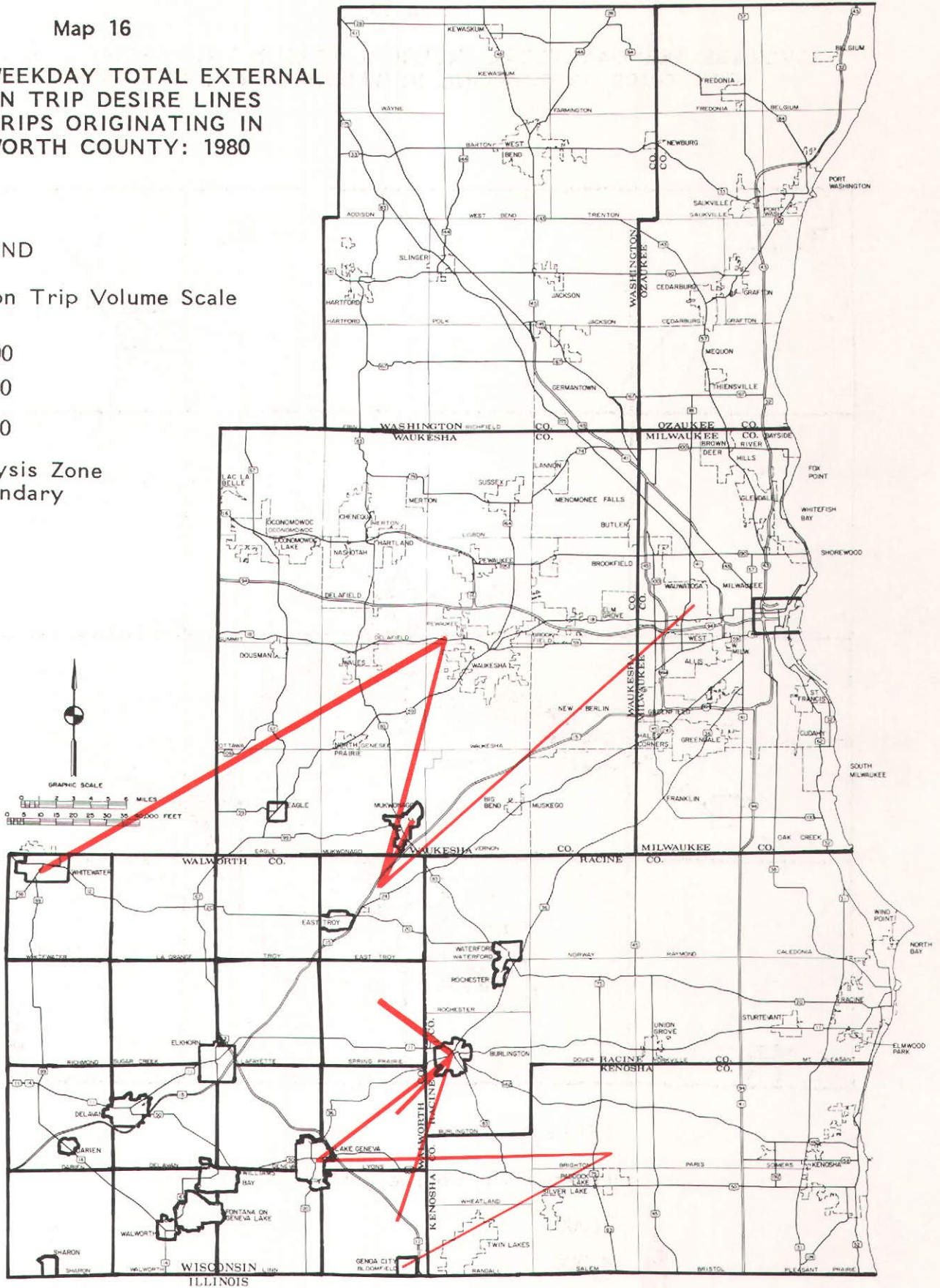
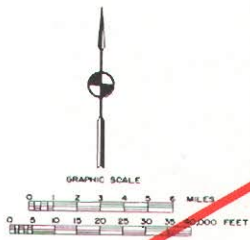
2,500

5,000

10,000



**Analysis Zone
Boundary**



Source: SEWRPC.

Table 17

**PERCENT DISTRIBUTION OF RESPONSES
TO PERSONAL OPINION SURVEY: 1972**

Responses	Walworth County (percent)	Milwaukee County (percent)	Region (percent)
The Lack of Public Transportation Makes It Difficult to:			
Accept Employment in Certain Areas:			
True	6.3	12.8	11.3
False.....	81.4	76.1	78.1
No Response.....	12.3	11.1	10.6
Reach Recreational Areas:			
True	5.4	12.5	12.0
False.....	82.2	75.3	76.6
No Response.....	12.4	12.2	11.4
Reach Shopping Areas of Our Choice:			
True	11.2	16.2	15.8
False.....	77.1	72.4	73.7
No Response.....	11.7	11.4	10.5
Conduct Necessary Personal Business in Certain Areas:			
True	2.7	9.8	8.3
False.....	84.5	78.2	80.2
No Response.....	12.8	12.0	11.5
Make Social Visits to Friends or Relatives in Certain Areas:			
True	6.8	12.0	10.6
False.....	80.8	76.2	78.1
No Response.....	12.4	85.8	11.3

Source: SEWRPC.

responses to such responses for Milwaukee County, which was well served by public transportation in 1972, and for the Region as a whole. The only significant affirmative response given in all areas involved the ability to reach shopping areas of the respondent's choice. Approximately 11 percent of those interviewed within Walworth County felt that the lack of public transportation made it difficult to reach the shopping area of their choice. In comparison, approximately 16 percent of the respondents in Milwaukee County and in the Region as a whole answered affirmatively to this question. It is significant to note the overall low rate of affirmative responses. Higher rates of affirmative responses to the questions were generally found in areas served by public transportation at the time of the survey. Affirmative responses were fewer in outlying and rural areas poorly served by public transportation at the time of the survey, which may reflect a lesser expectation of public transit service in these areas.

Another question in the home interview survey asked whether the respondents would utilize public transportation on a more or less regular basis if it were provided

without cost to the user. Approximately 61 percent of the respondents within Walworth County indicated they would not use public transportation even on that basis, while only 31 percent indicated that they would. About 8 percent gave no response. In comparison, 44 percent of the respondents in Milwaukee County and 50 percent regionwide indicated that they would not use public transportation even on that basis, and 46 percent of the respondents in Milwaukee County and 41 percent regionwide indicated that they would, with 10 percent of the respondents in Milwaukee County and 9 percent regionwide not replying to the question. Although the 31 percent affirmative response for Walworth County may seem low, it should be noted that at the time of the survey, Walworth County was poorly served by public transportation, with about 1 percent of those who were asked this question using public transportation at the time.

Finally, it is important to note that the opinions indicated in this section were obtained from a survey conducted prior to the 1973-1974 and 1979 motor fuel shortages and the subsequent increases in the price of motor fuel. These factors have tended to have a positive effect on public opinion toward public transportation, as evidenced by the increases in transit ridership experienced by public transit operators, both nationally and within the Region, during and immediately after motor fuel shortages and price increases.

SUMMARY

The study area consists of the entirety of Walworth County, which contains 27 local general-purpose units of government. The total resident population of the County in 1980 was about 71,500 persons, of which about 36,100 persons, or about 50 percent, reside within the 11 incorporated civil divisions within the County. However, the County remains predominantly rural in nature, with about 90 percent of the total land area maintained in agricultural or other open, rural land uses.

Six population groups were identified as requiring special attention in the transit planning effort: the elderly, certain minorities, low-income families, the handicapped, school-age children, and persons living in households with no automobiles available. Three of these special population groups--persons living in households with no autos available, low-income families, and the elderly--were found to be concentrated in certain geographic areas. Such persons were found to be concentrated in the Cities of Lake Geneva, Whitewater, Delavan, and Elkhorn, and in the Towns of Linn and Bloomfield. Also identified within the chapter were the major traffic generators located within Walworth County, including shopping centers, major educational institutions, hospitals and medical centers, major governmental and public institutional centers, major employment centers, and major recreational areas.

In 1972, the Commission undertook a comprehensive reinventory of travel habits and patterns within the Region to provide a benchmark of basic data for land use and transportation planning, and to determine what changes in travel habits and patterns had occurred since the Commission's 1963 inventory of travel. The 1980 estimates on travel habits and patterns in Walworth County were obtained using factors based upon changes in population, household size, and employment within the County between 1972 and 1980. The 1980 inventory revealed that, of the estimated 185,400 trips originating within Walworth County on an average weekday, about 168,300 trips, or 91 percent, were made internal to the County. External to Walworth County, the greatest attractors of trips were the City of Burlington in Racine County, and Waukesha County, excluding the Villages of Eagle and Mukwonago.

The estimated 185,400 trips originating within Walworth County on an average weekday in 1980 were divided into five trip purposes: home-based work, home-based shopping,

home-based other, nonhome-based, and school-based trips. Internal to Walworth County, the City of Lake Geneva attracted the highest proportion of trips in 1980, based on the above five trip purposes.

A personal opinion survey conducted by the Commission at the same time that the travel inventories were being conducted indicated that about 11 percent of the Walworth County residents felt that shopping trips to the area of their choice were curtailed by the lack of public transportation.

This chapter has described the geographic, land use, and socioeconomic characteristics and travel habits and patterns of Walworth County that are pertinent to a transit service plan. From the information presented herein, it can be seen that a majority of the major traffic generators identified within the County, along with concentrations of special population groups, are located within or contiguous to the major community centers of Delavan, Elkhorn, Lake Geneva, and Whitewater. In addition, estimates of total person trips prepared by the Commission indicate that a significant portion of travel originating within the County is centered upon these communities and the City of Burlington in Racine County. Based on this information, the existing community transportation services can be evaluated. The following chapter of this report provides a description and analysis of the existing public transportation services provided within Walworth County.

(This page intentionally left blank)

Chapter IV

EXISTING PUBLIC TRANSIT SERVICES

An understanding of the existing public transportation services is essential to the preparation of any transit service plan. Accordingly, this chapter presents a summary description of the existing public transportation services within Walworth County as those services were provided in 1981. The chapter also includes an evaluation of the existing public transit services in light of the travel habit and pattern inventory findings presented in Chapter III and the transit development objectives presented in Chapter II of this report.

EXISTING COMMUNITY TRANSIT SERVICES

In Walworth County, fixed route and nonfixed route, special carrier public transportation services are currently provided by both public and private agencies and organizations. In addition, fixed route and nonfixed route, common carrier public transportation services are provided through the study area by private intercity bus and local taxicab operators. Table 18 lists the providers and general characteristics of the existing public transit services within the study area.

Fixed Route, Special Carrier Transit Service

Fixed route, special carrier transit services are provided in Walworth County by the various school districts having jurisdiction within the County and by Vocational Industries, Inc. Sixteen school districts provide fixed route, special carrier transportation service in the form of "yellow school bus" service to students residing in the districts (see Table 18). While specific eligibility requirements vary slightly between school districts, yellow school bus service is generally provided within the school districts to and from public, private, and parochial schools for all pupils who reside in the school district but at a distance of two miles or more--measured "over the road"--from the school they are entitled to attend. Yellow school bus service during the 1980-1981 school year was provided to more than 9,000 students in Walworth County school districts making more than 360,000 one-way trips per month.

Vocational Industries, Inc., a private nonprofit organization offering training programs, employment opportunities, referral services, and social-recreational programming to physically and developmentally disabled individuals, provides special, fixed route transportation service to individuals participating in its programs. The service is presently provided by yellow school bus companies primarily during the morning and evening hours of each weekday. About 75 persons making about 3,000 one-way trips per month are currently provided with the special transportation service.

Nonfixed Route, Special Carrier Transit Service

Several public and private social service organizations and agencies currently provide nonfixed route, special carrier transit service to population groups within Walworth County. These agencies and organizations include Vocational Industries, Inc., the Walworth County Department of Aging, the Christian League for the Handicapped, Fairhaven Corporation, and the University of Wisconsin-Whitewater.

In addition to the special, fixed route transportation provided by Vocational Industries, Inc., on a regular daily basis to its clients, the organization provides

Table 18

**PUBLIC TRANSIT SERVICE PROVIDERS AND
OPERATING CHARACTERISTICS IN WALWORTH COUNTY: 1981**

Type of Transit Service	Service Provider	Service Area	Service Vehicle	Service Availability	Fare	Eligible Users	Estimated 1981 Service Utilization (monthly one-way trips)
<u>Interregional</u> Fixed Route Special Carrier	Village of Walworth Joint School District No. 1 Lake Geneva Joint School District No. 1 Genoa City Joint School District No. 2 Geneva-Linn Joint School District No. 4 Linn-Bloomfield Joint School District No. 4 Linn-Fontana Joint School District No. 6 Fontana Joint School District No. 8 Sharon Joint School District No. 11 Walworth Union High School District Lake Geneva Union High School District Delavan-Darien School District East Troy School District Williams Bay School District Whitewater School District Burlington School District Elkhorn School District	Walworth County	Yellow school bus	7:00 a.m.-5:00 p.m.	No charge	Public and private school students meeting specific school district requirements	360,000
	Vocational Industries, Inc.	Walworth County	Yellow school bus	8:00 a.m.-4:00 p.m.	No charge	Clients of Vocational Industries, Inc. (physically/developmentally disabled persons over 17 years of age)	3,000

Table 18 (continued)

Type of Transit Service	Service Provider	Service Area	Service Vehicle	Service Availability	Fare	Eligible Users	Estimated 1981 Service Utilization (monthly one-way trips)
Nonfixed Route Special Carrier	Vocational Industries, Inc.	Walworth County	Van	As needed	No charge	Clients of Vocational Industries, Inc. (physically/developmentally disabled persons, over 17 years of age)	30
	Walworth County Department of Aging	Walworth County	Vans, automobiles	8:00 a.m.-5:00 p.m. Monday-Friday	\$1.00 per day	Elderly and handicapped plus clients of various social service agencies and programs	5,800
	Christian League for the Handicapped	Walworth County	Vans	As needed	No charge	Clients of Christian League (elderly and handicapped persons)	40
	Fairhaven Corporation	City of Whitewater	Van	9:00 a.m.-4:00 p.m. Monday, Wednesday, Thursday, Friday	No charge	Handicapped 62 years of age or older	400
	University of Wisconsin-Whitewater	University campus and vicinity	Vans	7:00 a.m.-11:00 p.m. Sunday-Thursday 7:00 a.m.-12:00 p.m. Friday-Saturday	\$55 per week	University personnel and students	2,600
Nonfixed Route Common Carrier	Geneva Lake Taxi Service, Inc.	City of Lake Geneva and environs	Taxicab	7:00 a.m.-12:00 p.m. 7 days per week	Distance related, with \$0.90 response fee plus additional \$1.20 per mile	Anyone	700
Interregional Fixed Route Common Carrier	Wisconsin Coach Lines, Inc.	Wisconsin, Illinois	Intercity motor bus	Daily	Distance related	Anyone	N/A
	Peoria-Rockford Bus Company	Wisconsin, Illinois	Intercity motor bus	Daily	Distance related	Anyone	N/A
	Greyhound Lines, Inc.	Western United States and Canada	Intercity motor bus	Daily	Distance related	Anyone	N/A

NOTE: N/A indicates data not available.

Source: SBMRPC.

transportation services as needed primarily to clients participating in its social-recreational programs. Vocational Industries, Inc., currently uses a single van to provide such transportation service to its clients, who use the service to make about 30 one-way trips per month.

The major agency provider of specialized, nonfixed route transportation service within the County is the Walworth County Department of Aging, which administers a coordinated, specialized transportation program serving the elderly, the handicapped, and the clients of and participants in several social service agencies and social service programs in Walworth County. Transportation services for the elderly were initiated in 1974 under the Walworth County Senior Services program administered by the Walworth County Department of Social Services. The elderly transportation services continued to be provided under this program until 1979, when the administrative responsibilities for the service were transferred to the Walworth County Department of Aging and the designation of "Senior Services" was dropped from references to the program in light of the expansion of the transportation services to include the handicapped and other agency clientele. Under the current transportation program, the Department of Aging provides elderly persons 60 years of age or older with door-to-door transportation services through the use of five small vans with paid drivers, which are scheduled to serve different communities or areas of the County on different days of the week, and through the use of volunteer drivers using either department automobiles or their own vehicles. The Department of Aging prioritizes the scheduling of service requests for the transportation provided by the small vans, with nutritional and medical purpose trips receiving highest scheduling priority, followed by trips made for shopping, business, or recreational purposes. Transportation provided by volunteers is limited to medical purpose trips and is provided for destinations both within and outside the County. While there is no formal requirement for advance reservations for service, a reservation at least 24 hours in advance of the time service is needed is suggested to be assured that the service request can be filled. The above services are available Monday through Friday between 8:00 a.m. and 5:00 p.m. Elderly users of the scheduled van transportation are charged \$1.00 per day. Elderly users of the transportation services provided by volunteers are charged based upon the length of the trip, with local intracounty trips costing \$1.00 per round trip, nonlocal intracounty trips costing \$2.00 per round trip, and trips made to destinations outside the County costing between \$5.00 and \$10 per round trip.

The Department of Aging also utilizes a single wheelchair lift-equipped van to provide door-to-door transportation service to handicapped individuals. Eligible users of this service are limited to persons confined to a wheelchair who require the use of a wheelchair lift-equipped vehicle for transportation. Service requests for medical purposes receive the highest scheduling priority for the wheelchair lift-equipped van. As noted above for the elderly transportation services, a reservation for these services at least 24 hours in advance of the time that service is needed is suggested to be assured that the service request can be filled. The service is available Monday through Friday between 8:00 a.m. and 5:00 p.m. Fares charged for the service are the same as those charged for the elderly transportation services provided by the Department of Aging.

In addition to providing specialized transportation services for the elderly and handicapped population of the County, the Department of Aging provides door-to-door transportation services to serve all or part of the transportation needs of the clients of several agencies and organizations, including the Walworth County Developmental Disabilities Service Board, the Walworth County Department of Social Services, the American Cancer Society, Lakeland Counseling Center, Lakeland Hospital, and the Lakeland Nursing Home. Transportation service to clients of these agencies is provided as needed utilizing either department automobiles or vans and either volunteer drivers or agency staff, with the Department of Aging being responsible for

handling requests for service; vehicle scheduling; and the recruitment, supervision, and assignment of volunteer drivers. While no fares are directly charged to agency clientele, each agency is billed by the Department for the costs incurred in providing the transportation services.

At present, the specialized transportation services provided by the Walworth County Department of Aging are utilized by an average of 600 persons per month making about 5,800 one-way trips per month. Of the total number of monthly one-way trips made, about 80 percent are made by elderly persons and 5 percent are made by handicapped individuals. Of the total number of trips made by elderly persons, trips made for nutritional and shopping purposes were the most common, comprising about 35 and 25 percent, respectively, of the total average monthly trips made.

The Christian League for the Handicapped provides specialized transportation services to its clients, which include both elderly and handicapped individuals. The Christian League for the Handicapped is a private, nonprofit organization which provides housing facilities for both elderly and handicapped individuals, and employment opportunities for the handicapped in a licensed sheltered workshop. Transportation services are provided as needed to the residents of the facility for any trip purpose using four vans owned by the organization. Currently, the 75 residents of the facility use the transportation service to make about 40 one-way trips per month.

Door-to-door specialized transportation service is provided in the City of Whitewater for elderly handicapped persons 62 years of age or older by the Fairhaven Corporation, a private organization which operates a nursing and retirement home in the City of Whitewater. The service is provided on a 24-hour, advance-reservation basis using a single wheelchair lift-equipped van to serve primarily nutritional and medical purpose trips made within the City of Whitewater. Scheduled service is available on Monday, Wednesday, Thursday, and Friday of every week between the hours of 8:00 a.m. and 4:00 p.m. No scheduled service is provided on Tuesday to avoid conflicts with the specialized transportation service offered in the area on that day by the Walworth County Department of Aging. Users of the service are encouraged to donate \$1.00 per trip for the service. About 25 persons making about 400 trips per month utilize the service offered by the Fairhaven Corporation.

The University of Wisconsin-Whitewater provides specialized transportation services in the City of Whitewater to university personnel and students having a mobility handicap using a fleet of four vans. Initiated in 1970, the service is limited to serving primarily the university campus and immediate vicinity, but occasional trips are allowed for medical purposes to destinations within the Madison and Milwaukee areas. The service is available on a subscription basis Sunday through Thursday between the hours of 7:00 a.m. and 11:00 p.m., and Friday and Saturday between the hours of 7:00 a.m. and 12:00 a.m. A fee of \$55 per week is currently being charged to regular subscribers of the service. The service is used by about 50 persons per month making about 2,600 trips per month.

Nonfixed Route, Common Carrier Public Transportation Service

Nonfixed route, common carrier public transportation service is currently provided within Walworth County in the form of taxicab service. Taxicab service is provided within the County by a single private taxicab company, the Geneva Lake Taxi Service, Inc. While licensed to operate within the City of Lake Geneva, the taxicab company will also serve, to some degree, other county communities located primarily in the southeast one-quarter of the County. The service is operated on an exclusive-ride basis, with shared-ride service provided only with the permission of the first taxi patron. Fares for the service depend upon the distance traveled, with a base fare of \$0.90 plus \$1.20 per mile charged for a single patron, and a fee of \$0.50 charged for

each additional passenger. The taxicab service is available seven days per week between the hours of 7:00 a.m. and 12:00 p.m. The service is currently used by about 15 persons per day making more than 700 one-way trips per month.

Interregional Public Transit Service

Interregional, common carrier, fixed route public transportation service is provided through Walworth County by three private intercity bus companies, as shown on Map 17: Greyhound Lines, Inc.; Wisconsin Coach Lines, Inc.; and Peoria-Rockford Bus Company. The regularly scheduled bus service provided by Greyhound Lines, Inc., consists of one trip daily in each direction between the Cities of Madison, Wisconsin, and Chicago, Illinois, with scheduled stops within Walworth County in the City of Whitewater, the City of Delavan, the City of Elkhorn, the City of Lake Geneva, and the Village of Genoa City. The regularly scheduled bus service between the Cities of Milwaukee, Wisconsin, and Rockford, Illinois, provided by Wisconsin Coach Lines, Inc., consists of one trip daily in each direction and one additional trip in each direction on Fridays, with scheduled stops within Walworth County in the City of Lake Geneva, the City of Elkhorn, the City of Delavan, and the Village of Darien. The Peoria-Rockford Bus Company operates regularly scheduled bus service between the Cities of Milwaukee, Wisconsin, and Rockford, Illinois, with a single stop within the County in the City of Whitewater. The regularly scheduled bus service consists of two trips daily in each direction and one additional trip in each direction on Fridays and Sundays. Abbreviated schedules for the three private intercity bus companies with stops in Walworth County are provided in Tables 19 through 21. It should be noted that the above-mentioned regularly scheduled stops for these companies are major stops or locations of ticket agencies. However, unscheduled "flag stops" are also generally made along each bus route to serve patrons between major stops.

Other Significant Public Transportation Service Efforts

The previous sections of the chapter have described the public transportation services currently being provided within Walworth County by private transit operators

Table 19

ABBREVIATED SCHEDULE FOR GREYHOUND LINES, INC., BUS SERVICE: MADISON-CHICAGO

Time ^a (read down)		Bus Stop Location	Time ^a (read up)
Monday-Thursday, Saturday	Friday, Sunday		Daily
<i>11:30</i>	5:05	Madison	1:50
<i>12:50</i>	6:35	Whitewater	12:20
<i>1:20</i>	7:04	Delavan	--
<i>1:30</i>	7:14	Elkhorn	<i>11:50</i>
--	--	Delavan	<i>11:37</i>
<i>1:47</i>	7:31	Lake Geneva	<i>11:05</i>
<i>2:05</i>	7:50	Genoa City	<i>10:49</i>
<i>4:00</i>	9:45	Chicago	<i>8:30</i>

^a*Times shown in italics are a.m. times.*

Source: Greyhound Lines, Inc., and SEWRPC.

Table 20

**ABBREVIATED SCHEDULE FOR WISCONSIN COACH
LINES, INC., BUS SERVICE: MILWAUKEE-ROCKFORD**

Time ^a (read down)		Bus Stop Location	Time ^a (read up)	
Daily	Friday		Monday-Saturday	Friday, Sunday
1:50	5:25	Milwaukee	<i>10:53</i>	8:23
2:44	6:19	Burlington	<i>10:02</i>	7:32
3:05	6:40	Lake Geneva	<i>9:39</i>	7:09
3:21	6:56	Elkhorn	<i>9:25</i>	6:55
3:36	7:11	Delavan	<i>9:12</i>	6:42
3:43	7:18	Darien	<i>9:00</i>	6:30
4:13	7:48	Beloit	<i>8:35</i>	6:05
4:43	8:18	Rockford	<i>8:00</i>	5:30

^a*Times shown in italics are a.m. times.*

Source: Wisconsin Coach Lines, Inc., and SEWRPC.

Table 21

**ABBREVIATED SCHEDULE FOR PEORIA-ROCKFORD
BUS COMPANY SERVICE: MILWAUKEE-ROCKFORD**

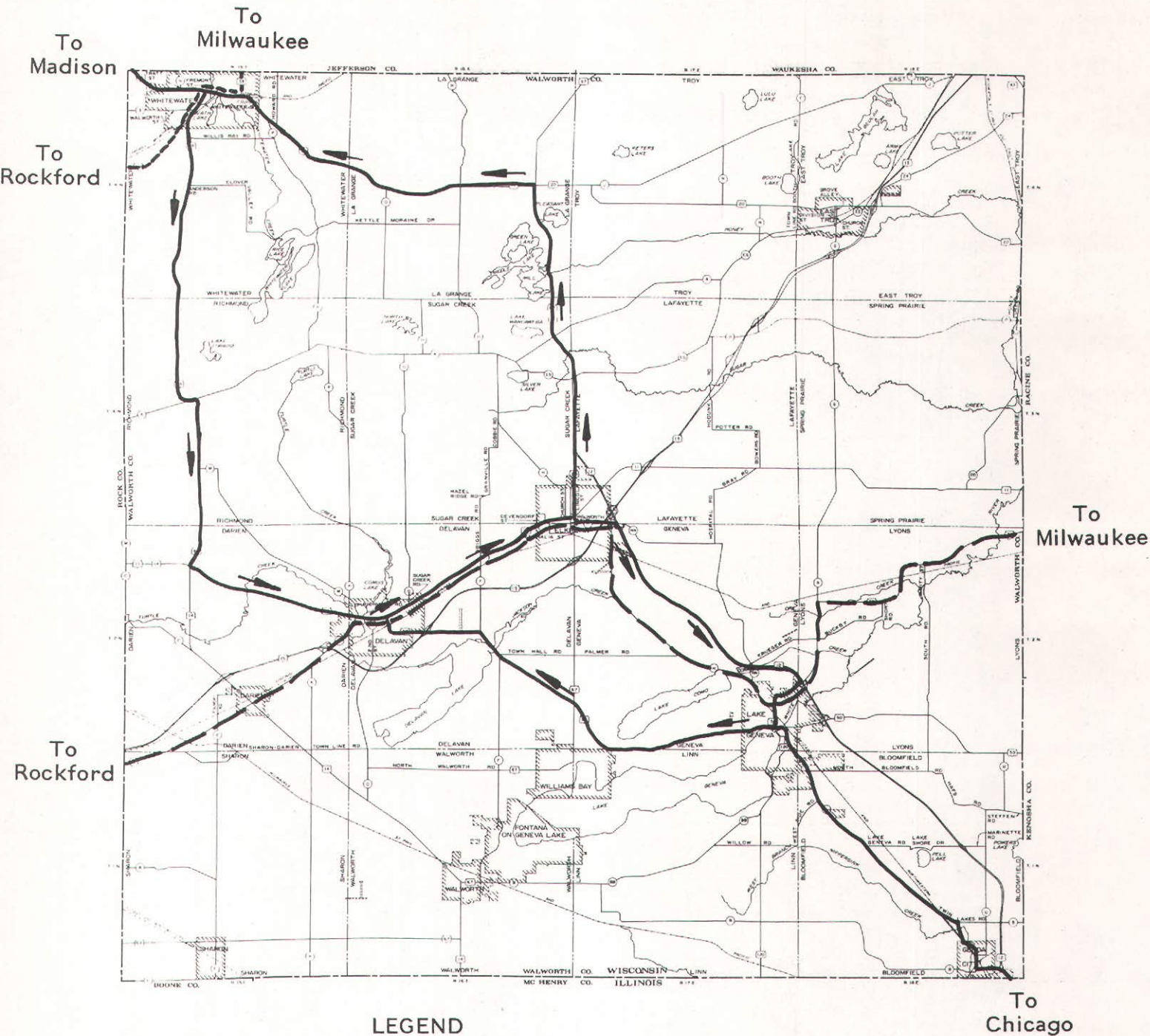
Time ^a (read down)				Bus Stop Location	Time ^a (read up)			
Daily	Daily	Friday	Sunday		Daily	Daily	Friday	Sunday
<i>9:35</i>	4:25	5:45	10:00	Milwaukee ..	<i>9:15</i>	3:45	5:10	9:30
<i>11:00</i>	5:52	6:55	11:18	Whitewater .	<i>7:52</i>	2:18	3:32	7:52
<i>12:35</i>	7:25	8:25	12:40	Rockford ...	<i>6:10</i>	12:45	2:05	6:10

^a*Times shown in italics are a.m. times.*

Source: Peoria-Rockford Bus Company and SEWRPC.

Map 17

INTERCITY BUS SERVICE IN WALWORTH COUNTY: 1981



LEGEND

Intercity Bus Route

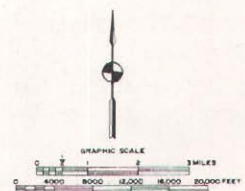
— Greyhound Lines, Inc.

- - - Wisconsin Coach Lines, Inc.

. . . Peoria-Rockford Bus Company

→ Direction of Travel on One-Way Route Segment

Source: SEWRPC.



and public and private agencies and organizations. Significant efforts at improving public transportation service in the County have in addition been made or attempted in the recent past by the Geneva Lake Area Joint Transit Commission and the Walworth County Transportation Coordinating Committee.

Efforts of the Geneva Lake Area Joint Transit Commission at providing public transportation service in Walworth County have primarily been directed toward serving Chicago-oriented commuter travel originating within the County. Created in 1974 by the City of Lake Geneva, the Village of Fontana on Geneva Lake, the Village of Williams Bay, and the Village of Genoa City under Sections 66.943 and 66.30 of the Wisconsin Statutes, this Commission represents the first joint transit commission formed in Wisconsin. Membership on the Transit Commission has since been expanded to include several other Wisconsin and Illinois communities, including within Walworth County the Cities of Elkhorn and Whitewater, the Villages of East Troy and Genoa City, and the Towns of Bloomfield and Linn. The formation of this Commission was prompted by the pending discontinuation of the passenger train services then being provided by the Chicago & North Western Transportation Company (C&NW) and the Chicago, Milwaukee, St. Paul & Pacific Railroad Company (the Milwaukee Road) between the City of Lake Geneva and the Village of Walworth in Walworth County and the Chicago metropolitan area. Substantial efforts were made by the Transit Commission to maintain and, after discontinuation of the above services, reestablish rail passenger service between the Geneva Lakes area of Walworth County and the Chicago metropolitan area. In response to the efforts of this Commission, a study of Chicago-oriented commuter public transportation services was conducted by the Wisconsin Department of Transportation, as noted in Chapter II of this report. The study concluded that if public transit service was to be provided to serve the Chicago-oriented commuters from Walworth County, it should consist of bus services to rail terminals in Illinois. While not currently providing public transportation services, this Commission did provide shuttle bus service between the Geneva Lakes area and rail terminals in the Illinois communities of Richmond and Crystal Lake beginning in 1976 after the discontinuation of rail passenger service to the County. Shuttle bus service to Crystal Lake, Illinois, was discontinued in 1977, and bus service to Richmond, Illinois, was discontinued in 1978.

Efforts of the Walworth County Transportation Coordinating Committee have been directed toward serving the local transportation needs of Walworth County residents. The first action of the Committee, created in January 1980 by the Walworth County Board of Supervisors, was to inventory the current system of transportation services available within the County in order to become familiar with the public transportation resources available within the County, their current utilization, and their costs and funding sources. Upon completion of this task, the Committee undertook a study to determine the potential for providing public transportation to the general population of the County. A proposal was formulated by the Committee which would have utilized private school bus companies to provide a public transportation service designed to bring residents of the rural areas and smaller communities within the County into the larger county communities for shopping, medical, personal business, and other trip purposes. The proposed service would have operated over semi-fixed routes, and would have served the areas where individuals requesting the service were located. Regularly scheduled bus stops would have been located within the communities served, and one round-trip per day, one day per week, would have been provided over the routes at a cost to the user of \$2.00 per day. Fares for the proposed service would have been collected by selling a pass for \$8.00 per month to individuals requesting service.

To determine the potential usage for the proposed transit service, the Committee designed a pilot project to serve communities in the southeast one-quarter of the County, including the Cities of Elkhorn and Lake Geneva, the Village of Genoa City,

and the unincorporated communities of Lake Como, Lake Ivanhoe, and Pell Lake. The project was extensively publicized and marketed in October 1980. At least 40 individuals purchasing monthly passes would have been required in order for the proposed transit service to be implemented. Only six requests for service were received. The transit service, consequently, was not implemented. Based upon interest expressed in another area of the County, the Committee designed a second pilot project for the same type of transit service to serve communities in the southwest one-quarter of the County, including the Cities of Delavan and Elkhorn, and the Villages of Darien, Fontana on Geneva Lake, Sharon, Walworth, and Williams Bay. This project was extensively publicized by the Committee in February 1981, but met with results similar to those of the first pilot project. No further efforts at providing general public transit service have been made by the Committee.

EVALUATION OF EXISTING PUBLIC TRANSPORTATION SERVICES

In Chapter I of this report, the six-step planning process involved in the conduct of the transit service plan for Walworth County was outlined. The third step of that process consists of an evaluation of the existing transit services, based upon the transit development objectives and standards presented in Chapter II of this report. The findings of the evaluation conducted using the objectives and standards, along with the land use, socioeconomic, and travel data presented in the previous chapter, revealed a number of potential deficiencies in the current transit services provided within the County. Deficiencies were found to exist in the provision of transit service to both priority and general population groups. Deficiencies were also found in the provision of transit service to major trip generators, and in the provision of transit service relative to the existing travel habits and patterns of the county residents.

Service to Population Groups

In Chapter III, those segments of the population whose dependence on public transit services tends to be greater than that of the population as a whole were identified. These groups include school-age children, elderly persons, handicapped individuals, minorities, low-income families, and those households that do not have access to an automobile. These population groups were found to comprise significant portions of the total Walworth County population. In 1981, specialized transportation services were provided to serve a portion of the needs of the transit-dependent population groups identified within the County, with the services being oriented to serving the elderly, the handicapped, and school-age children. Persons belonging to one of the other transit-dependent groups are provided with specialized transportation services only if they belong to one of the three priority population groups receiving specialized transportation services, or are clients of social service agencies or organizations providing transportation.

The specialized transportation services offered within the County serve an important purpose by providing some degree of personal mobility to members of transit-dependent population groups. While providing highly accessible transportation services at no cost or minimal cost to the tripmaker, the programs providing specialized transportation services generally restrict the extent and usage of the services offered through user eligibility requirements, travel priorities, advance-reservation requirements, and service area and availability limitations. The restrictions attendant to specialized transportation services may, in some cases, result in limiting the opportunity for travel and could, consequently, be viewed as service deficiencies. However, these same restrictions have generally enabled specialized transportation programs to provide a reliable service capable of serving the demand generated.

Service to Major Trip Generators

In accordance with the objectives and standards set forth in Chapter II of this report, public transportation services should connect urban and rural community centers. At present, the intercity bus companies and private taxicab company in the City of Lake Geneva offer to the general public transportation services which partially connect the urban and rural community centers identified in Chapter II. Travel between the major urban community centers served by the intercity bus routes can be readily accomplished, as can travel between the smaller rural community centers and urban community centers located in the southeast one-quarter of the County served by the private taxicab company. However, several community centers within the County are virtually unserved by any general public transit service, including the Villages of East Troy, Fontana on Geneva Lake, Sharon, Walworth, and Williams Bay.

Major land use activity centers in Walworth County were identified in Chapter III, and include major shopping centers, major educational institutions, hospitals and medical centers, major governmental and public institutional centers, major employment centers, and major recreational areas. Currently, only the private taxicab service within the City of Lake Geneva and the intercity bus services provide the general public with transit service to major trip generators within the County. The locations of the major trip generators not presently served by general public transportation are shown on Map 18.

With respect to employment, the objectives and standards set forth in Chapter II indicate that public transportation should provide access to areas of employment for all segments of the population. In Chapter III of this report, 24 major employers, with an estimated labor force of about 7,800 persons, were identified within the County. Of the total number of employers identified, 18, with an estimated labor force of more than 6,000 persons, are currently served by public transportation as provided by the taxicab and intercity bus operators.

Service Relative to Existing Travel Habits and Patterns

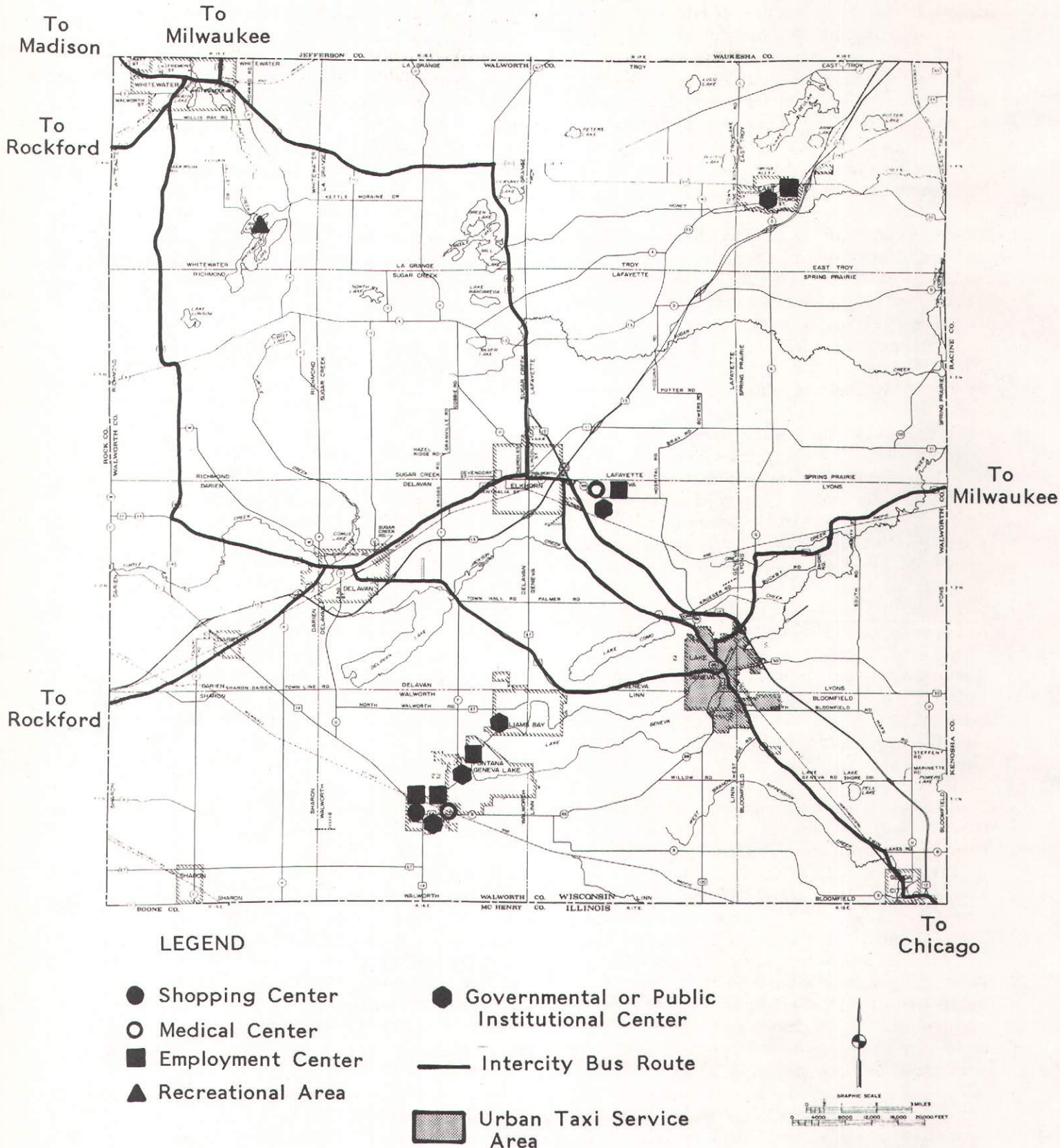
Estimates of 1980 total person travel for the study area indicate that 185,400 person trips are currently generated within the County on an average weekday. An analysis of historic travel patterns indicated that about 91 percent, or about 168,300, of these trips are made to destinations within the County. Excluding yellow school bus service, the public transportation services currently provided to the population of the County serve only about 600 one-way trips per weekday, or less than 1 percent of the total demand for internal travel on an average weekday within the County.

The largest concentrations of total person trip origins and destinations within the County are centered on the Cities of Delavan and Lake Geneva, with smaller but significant concentrations centered on the City of Elkhorn. These communities attract a large volume of person trips from immediately adjacent smaller communities, and attract a significant volume of longer trips from more distant communities within the County. The City of Lake Geneva presently has a taxicab operation which provides for local transportation needs within the community and, to some degree, serves a portion of the surrounding area of the County. While the local taxicab operator will provide some long-distance service to areas outside its normal service area, the charge for such service, based upon a flat fee of \$0.90 plus \$1.20 per mile for a single patron, can result in high travel costs and, therefore, discourage consideration of the taxi mode by the general public as a public transportation alternative for longer distance, nonlocal trips within the County.

Intercity bus service, which is designed to serve longer distance trips at a reasonable cost to the user, is, as discussed earlier, provided within the County

Map 18

MAJOR TRIP GENERATORS IN WALWORTH COUNTY NOT SERVED BY GENERAL PUBLIC TRANSPORTATION: 1981



over three routes which provide bus service to all community centers within the County except the Villages of East Troy, Fontana on Geneva Lake, Sharon, Walworth, and Williams Bay, and the unincorporated centers of Lake Como and Pell Lake. Intercity bus service is, therefore, available to satisfy a portion of the nonlocal intercommunity travel demands within the County. However, the limited amount of service provided over each route--one trip per day in each direction--and the long time intervals between scheduled bus trips can result in long wait times for return trip service and, therefore, long round-trip times for trips made within the County. A review of the schedules for each of the three routes indicates that the service provided within the County is not scheduled at times which would enable the service to be used for large volumes of work purpose trips.

SUMMARY

Existing transit services provided within Walworth County consist of specialized transportation services to certain population groups, local taxicab service, and intercity bus service. Specialized transportation is provided as both fixed and nonfixed route, special carrier service to students and to elderly and handicapped persons and several social service agency clients residing in the County. Local taxicab service and intercity bus service are the only public transportation services available to the general public.

Specifically, fixed route, special carrier bus service is provided to more than 9,000 students by the 16 school districts having jurisdiction within Walworth County, and to about 75 individuals per day by Vocational Industries, Inc., which also provides nonfixed route, special carrier transportation services to its clients primarily for social-recreational purposes.

Nonfixed route, special carrier transportation services are provided within the County by several private social service organizations, including the Christian League for the Handicapped, which provides transportation as needed for about 75 residents of the facility it manages, making about 40 one-way trips per month; the Fairhaven Corporation, which provides door-to-door transportation service to about 25 elderly handicapped persons, making about 400 one-way trips per month within the City of Whitewater; and the University of Wisconsin-Whitewater, which provides door-to-door transportation service primarily in the campus vicinity to about 50 university students and personnel having mobility handicaps, making about 2,600 one-way trips per month. The major public agency provider of nonfixed route, special carrier transportation service within the County is the Walworth County Department of Aging, which administers a coordinated specialized transportation service program serving the elderly and handicapped county population and the clients of several public and private social service agencies and organizations. The Department of Aging currently provides transportation to about 500 individuals per month making about 5,900 one-way trips per month.

Local taxicab service is provided in the City of Lake Geneva by a single private taxicab company, the Geneva Lakes Taxi Service, Inc. While licensed to operate within the City of Lake Geneva, the taxicab company provides service within primarily the southeast one-quarter of the County, serving about 15 persons per day who make about 700 one-way trips per month. Interregional bus service is provided by three private intercity bus companies having stops within the County: Greyhound Lines, Inc., Wisconsin Coach Lines, Inc., and Peoria-Rockford Bus Company--which provide limited daily bus service to communities both within and outside the County.

Several potential deficiencies were noted in the current level of public transit service provided within the County. Specialized transportation services to priority

population groups provide some degree of mobility to these groups, but often restrict the level and extent of usage through advance-reservation or user eligibility requirements, or service-area and scheduling limitations. While taxicab and intercity bus services do provide a portion of the general public in the County with local and long-distance transportation services, not all communities within the County are served by these services. The local taxicab service, while providing for local transportation to residents of the City of Lake Geneva and, to some degree, the surrounding southeast one-quarter of the County, charges fares for long-distance service to other areas of the County which can result in high travel costs and discourage consideration of the taxi mode as a viable public transportation alternative for travel within the County. Intercity bus service, while serving longer trips at a reasonable cost to the user, can be inconvenient and time-consuming to use because of the limited amount of service offered and long intervals between scheduled trips.

This chapter has set forth a description and analysis of the community public transit services currently provided within Walworth County. Before alternative methods of correcting the transit service deficiencies within the County can be formulated, a review of existing legal, institutional, and financial constraints affecting the provision of mass transit services within the County is necessary to complete the inventory and analysis phase of the planning process. A review of existing legislation pertinent to the provision of transit service in the County is set forth in the following chapter.

Chapter V

EXISTING TRANSIT LEGISLATION AND REGULATIONS

INTRODUCTION

Legal, institutional, and financial constraints affecting the provision of public transit service are important considerations in the preparation of any transit service plan. This chapter summarizes legislation and related regulations existing at the federal, state, and local levels affecting the provision of general public and specialized transit services in Walworth County. Federal legislation and related administrative rules regulate the availability and distribution of federal financial aid for capital improvement projects and operating subsidies. State legislation specifies the institutional structure for public transit systems and tax relief measures, and provides for operating subsidies and financial support of planning programs and capital improvement projects. Local ordinances include certain regulations affecting transit service and define the local role in the provision of public transit service.

FEDERAL LEGISLATION

Currently, federal aid for providing transportation services is available under several laws and their subsequent amendments. With regard to the provision of transportation services for residents of Walworth County, the following sections describe the relevant provisions of three laws which provide for potential financial support of either general public or specialized transportation services.

Urban Mass Transportation Act of 1964, as Amended

The landmark Urban Mass Transportation Act of 1964 represented the first significant federal effort to provide for financial assistance of transit service by the establishment of a comprehensive program of matching grants for preserving, improving, and expanding urban public transit service. The stated purposes of the Act were:

- 1) to assist in the development of improved mass transportation facilities, equipment, techniques, and methods, with the cooperation of mass transportation companies both public and private; 2) to encourage the planning and establishment of areawide urban mass transportation systems needed for economical and desirable urban development, with the cooperation of mass transportation companies both public and private; and 3) to provide assistance to state and local governments and their instrumentalities in financing such systems, to be operated by public or private mass transportation companies as determined by local needs.

The 1964 Act was subsequently amended by the Urban Mass Transportation Assistance Act of 1970, by the National Mass Transportation Assistance Act of 1974, and by the Surface Transportation Act of 1978. The federal reorganization of 1968 transferred responsibility for administering the Act from the U. S. Department of Housing and Urban Development to the U. S. Department of Transportation through the establishment of the Urban Mass Transportation Administration (UMTA) within that Department. Several programs were authorized under the Act and its subsequent amendments which offer designated eligible recipients sources of federal funds to assist them in carrying out urban, rural, and specialized public transportation projects. Two programs which are relevant for their funding implications to the provision of general and specialized public transit services in Walworth County are described below.

Section 16 Funds: Capital grants are available under Section 16 of the Act to equip a transit system to meet the specialized transportation needs of the elderly and handicapped. These grants are available to private, nonprofit agencies or corporations providing specialized transportation services. This aid is provided to fill service gaps in areas where existing transit vehicles and routings cannot safely or conveniently provide transportation service to the elderly and handicapped. The Wisconsin Department of Transportation administers the Section 16 program within Wisconsin for the UMTA. Recipients of funds in Walworth County, available through this program in the form of grants under Section 16(b)(2), include the Fairhaven Corporation and Christian League for the Handicapped.

Section 18 Funds: Under Section 18 of the Urban Mass Transportation Act, a formula grant program is provided that offers public transportation assistance to small urban and rural public transportation systems in nonurbanized areas (areas of less than 50,000 population) of each state. The Section 18 program, administered by the U. S. Department of Transportation, Federal Highway Administration (FHWA), is designed to enhance the accessibility of people in nonurbanized areas to health care facilities, shopping centers, educational facilities, recreation areas, public service facilities, and employment centers by encouraging the maintenance, development, improvement, and use of public transportation services. Under this program, funds are apportioned to each state based upon the population of the nonurbanized areas, and may be used for capital equipment purchases to cover up to 80 percent of capital project costs, for operating assistance to cover up to 50 percent of the total system operating deficit,¹ or for the conduct of planning studies. Eligible recipients of these funds include state agencies, local public bodies, nonprofit organizations, and operators of public transportation services. Within the State of Wisconsin, the Wisconsin Department of Transportation administers the Section 18 program for the FHWA and is the recipient of all Section 18 funds apportioned to the State. This Walworth County transit service plan is being prepared on a contract basis using Section 18 funds made available for planning purposes by the Wisconsin Department of Transportation. Section 18 funds represent the primary source of federal funds which could be available to support general public transit service in Walworth County should such service be deemed feasible. Within the Region, the City of Hartford in Washington County received Section 18 funds in 1981 to support the operation of a shared-ride taxicab service in the City.

UMTA Administrative Regulations: The availability of federal funds under the previously described Urban Mass Transportation Act of 1964, as amended, is restricted by several administrative regulations. Below are the more important of these regulations which have relevance to the use of UMTA and FHWA funds within Walworth County:

1. No grants will be made unless the facilities and equipment proposed are part of a program for the development of a unified or officially coordinated transportation system within the comprehensively planned development of the area.
2. When federal funds provide part of the cost of a project, the remaining share must come from sources other than federal funds, with the exception of federal revenue sharing funds and funds from federal programs (other than UMTA or FHWA programs) which have been certified to be eligible as local share funds. In order for funds from federal programs to be eligible as local share funds, both the UMTA and FHWA require certification by the sponsoring federal program

¹Legislation under consideration by the U. S. Congress would alter the present Section 18 transit assistance program by eliminating transit operating assistance funds after 1982.

agency that the funds to be used as local match money for UMTA or FHWA grant programs will be used in accordance with all requirements and regulations governing the distribution and expenditure of the particular program's funds.

3. All project applications must include a submission indicating compliance with the provisions of Title VI of the Civil Rights Act of 1964 regarding nondiscrimination on the basis of race, color, or national origin.
4. Public transportation programs and activities receiving federal financial assistance must comply with Section 504 of the Rehabilitation Act of 1973 regarding nondiscrimination on the basis of handicap. In order to comply with the federal regulations promulgated to implement the provisions of Section 504 as they apply to public transportation, funding recipients must meet the following requirements:
 - a. Funding recipients who employ 15 or more persons must adopt and file with the U. S. Department of Transportation procedures that incorporate appropriate due process standards which provide for the prompt and equitable resolution of complaints or grievances alleging any discriminatory action prohibited by federal regulations.
 - b. Funding recipients must submit to the U. S. Department of Transportation certification that "special efforts" to provide transportation services that handicapped persons can effectively use are being made within their transit service area.
5. All applications for federal assistance must certify that they have afforded an adequate opportunity for public hearings on each proposed project. Notice for the hearing must be given at least 30 days in advance, and such notice must inform the public of all significant economic, social, or environmental issues and invite them to examine all project documents. Public hearings must be held prior to increases in general levels of transit fares, or substantial changes in transit services.
6. No federal assistance may be provided for the purchase or operation of buses unless the applicant first agrees not to engage in charter bus operations in competition with private bus operators outside the area where the applicant provides regularly scheduled service. The applicant must also agree to charge a rate which will cover the entire cost of providing the charter bus service.
7. No federal assistance may be provided for the purchase or operation of buses unless that applicant agrees not to engage in school bus operations for the exclusive transportation of students and school personnel in competition with private school bus operators. This rule does not apply, however, to tripper service provided for the transportation of school children along with other passengers by regularly scheduled bus service at either full or reduced rates.
8. No federal financial assistance may be provided until fair and equitable arrangements are made as determined by the Secretary of Labor to protect the interests of employees affected by such assistance. Such arrangements must include provisions protecting individual employees against a worsening of their positions with respect to their employment, collective bargaining rights, and other existing employee rights, privileges, and benefits.
9. All accounting systems for all transit systems eligible for federal aid must conform to a uniform system of accounts and record-keeping. This system, entitled "Uniform System of Accounts and Records," is used to facilitate a

clear definition of the economics and operating conditions of a transit system in the interest of more efficient planning, administration, and operation.

Federal Rehabilitation Act of 1973

Title I of the Federal Rehabilitation Act of 1973 authorizes federal assistance for programs designed to restore or develop skills and work habits needed by handicapped persons to obtain jobs in the competitive market. The Title I program distributes federal funds to the states on an 80 percent federal-20 percent state matching basis. The Wisconsin Department of Health and Social Services, Division of Vocational Rehabilitation, administers this federal aid program in the State directly through a system of counselors located in field offices throughout the State. Each field office has a specific geographic service area consisting of one or more counties. Allocation of funds within the State is based on several factors, including the estimated number of disabled persons in the service area. Within Walworth County, Vocational Industries, Inc., has been a recipient of Title I funds used for transportation through the Division of Vocational Rehabilitation.

Services eligible for Title I funding may include education; training; job placement; counseling; and physical restoration involving artificial limbs, mechanical aids, or other services which will enhance the individual's employability. Eligibility for vocational rehabilitation services is established when a person has a physical, sensory, or mental disability which results in a substantial handicap to employment, and when there is a reasonable expectation that vocational rehabilitation will improve an individual's employment prospects.

No specific grant for transportation is made under this program. However, transportation may be purchased for vocational rehabilitation clients, or the clients themselves may be reimbursed for travel expenses. In either case, eligible transportation expenses must be incurred for travel to and from vocational rehabilitation services. Both capital and operating expenses can be reflected in a rate paid for transportation, but capital equipment, such as a van or private automobile, is not ordinarily purchased through this program.

Older Americans Act of 1965

Title III of the Older Americans Act of 1965, as amended, authorizes federal assistance for programs designed to foster the development of comprehensive and coordinated services for older persons which will enable them to live with maximum independence in the home of their choice. The Title III program annually allocates Wisconsin and other states with a grant of funds, the majority of which are then allocated by the Bureau on Aging within the Wisconsin Department of Health and Social Services, Division of Community Services, through the area agencies on aging to the counties and American Indian tribes within the State. Each county or Indian tribe must match its allocation on a 90 percent federal-10 percent local basis.

One objective of the program is to aid elderly persons who need selected supportive services to maintain their independence. Therefore, the program's regulations state that Title III aid should be used where necessary to make services accessible to the elderly through the development and support of secondary services such as transportation. Title III money is not, however, earmarked by the state or federal government for transportation.

Transportation services funded with Title III money are available to any person who is 60 years of age or older. There are no state or federal restrictions on trip purposes. However, counties and tribes must provide those transportation services that are determined to be of greatest need. The program does not allow fixed fees to be charged for transportation services. General operating expenses of transportation systems may be paid. Capital purchases (such as vans or buses) can also be funded if

clearly needed, and if they will be fully utilized among all service providers. No Title III funds were used to support the transportation programs of the agency transportation providers in Walworth County during 1981. However, Title III funds have been used in previous years by the Walworth County Department of Social Services to support the operation of specialized transportation services provided under the Walworth County Senior Services program.

Title III also includes an elderly nutrition program that was authorized separately under Title VII of the Older Americans Act until late 1979. The former Title VII authorized and funded not only noon meal programs, but also transportation services to and from those programs. In 1980, the nutrition program was "folded into" Title III, and transportation could no longer be charged as an expense to a nutrition program. Transportation can still be provided under Title III, but only as a support service not exclusively connected with the nutrition program.

STATE LEGISLATION

Two types of legislation which affect the provision of public transportation services have been enacted by the State of Wisconsin: 1) legislation authorizing financial assistance for the provision of general public and specialized transportation services, and 2) legislation involving the administrative regulations and controls governing the establishment and operation of transit services.

Financial Assistance

General Public Transportation Assistance Programs: Financial assistance provided by the State for general public transportation includes indirect aid, principally in the form of tax relief, and direct aid, principally in the form of operating subsidies. Indirect aid to urban public transit systems in Wisconsin was introduced in 1955 on the basis of the findings and recommendations of the 1954 Governor's Study Commission on Urban Mass Transit. The most significant of the 1955 measures is Section 71.18 of the Wisconsin Statutes, which provides a special method that can be used by privately owned urban public transit organizations to calculate their state income tax. To encourage urban bus systems to invest their profits in new capital facilities and stock, the formula provides that net income after payment of federal income taxes is taxed by the State on the following basis:

1. An amount equivalent to 8 percent of the depreciated cost of carrier operating property is exempt from the tax; and
2. The remaining portion of the net income is taxed at a rate of 50 percent.

Other Wisconsin Statutes giving urban public transportation systems tax relief are:

1. Section 76.54, which prohibits cities, villages, and towns from imposing a license tax on vehicles owned by urban transit companies.
2. Section 78.01(2)(d), which excludes vehicles engaged in urban public transportation from the special fuel tax imposed upon gasoline used in vehicle operation.
3. Section 78.40(2)(c), which excludes vehicles engaged in urban public transportation from the special fuel tax imposed upon the special fuel used in vehicle operation.
4. Section 78.75(1)(a), which allows taxi companies to obtain rebates of the \$0.11 per gallon paid in state fuel tax.

5. Section 85.01(4)(dm), which requires that each vehicle engaged in urban public transportation service be charged an annual registration fee of \$1.00.

Direct financial aid for public transit became available with passage of the 1973 State Budget Act, which established two transit aid programs to be administered by the Wisconsin Department of Transportation. The first program, set forth in Section 85.05 of the Wisconsin Statutes, provided \$5 million in general-purpose revenue funds during the 1973-1975 biennium for operating assistance; the second program, set forth in Section 85.06 of the Wisconsin Statutes, provided \$2 million in general-purpose revenue funds for planning and demonstration projects. These programs were continued under the 1975 State Budget Act, which increased the allocation available for public transit operating assistance for the 1975-1977 biennium to \$6.8 million.

Passage of the 1977 State Budget Act enabled, for the first time, monies from the State Transportation Fund to be used for transit projects. In addition to substantially increasing the biennial appropriation for the State's urban public transit operating assistance program to \$17.5 million, the 1977 State Budget Act contained two major changes to the State's transit aid programs under Sections 85.05 and 85.06. Beginning with calendar year 1979, state urban transit operating assistance funds were allocated based upon a system which guaranteed each transit system a base amount of financial assistance, and which allocated supplemental funds which were distributed based on formulas which incorporated factors indicating for each transit system the relative increase in annual operating deficits over those of the previous year and its share of total statewide transit ridership. Secondly, the State's public transit planning and demonstration program was substantially reduced in size and limited to transit planning and technical assistance activities undertaken by the Wisconsin Department of Transportation, thereby eliminating state-funded public transit demonstration projects. Other significant changes to the statutory language of Section 85.05 included: the broadening of the definition of public transit to specifically include shared-ride taxicabs; the limiting of communities eligible for state transit operating assistance aids to those with populations of 5,000 or more; the requirement that a transit system provide a reduced-fare program for elderly and handicapped persons during nonpeak hours of operation in order to be eligible for state operating assistance transit aids; and the exemption of all transit systems receiving state aids under Section 85.05 from regulation by the Wisconsin Transportation Commission. The 1979 State Budget Act and the 1979 State Budget Review Act continued funding for the urban transit operating assistance program. Approximately \$37.5 million for urban transit operating assistance was appropriated for this program during the 1979-1981 biennium.

The 1981 State Budget Act appropriated a total of \$58.6 million for the state urban transit operating program for the 1981-1983 biennium, and proposed significant changes to the program. Under the current operating assistance program, which will remain in effect through calendar year 1981, local public bodies in urban areas having public transit services are eligible for reimbursement by the State of Wisconsin of up to 72 percent of the nonfederal share of the operating deficit--not to include return on investment--incurred by their local transit systems. Beginning with calendar year 1982, the basis for distributing state aids under this program will be total operating costs rather than operating deficits, with the maximum amount of state aids a recipient can receive under this program being established at 30 percent of total system operating costs. The 1981 State Budget Act also renumbered the authorizing statute for this program from Section 85.05 to Section 85.20 of the Wisconsin Statutes.

Only those local public bodies that provide financial operating assistance to, or that actually operate, an urban public transit system are eligible for state urban transit operating assistance. In addition, eligible projects must provide at least

two-thirds of the transit service--measured in vehicle miles--within an urban area. Other restrictions of the State's operating assistance program include the following:

1. Projections of operating revenues and expenses must be based on an approved one-year "management plan" governing the operations of the participating transit system during the contract period.
2. The commitments of state funds and quarterly payments must be based upon projections of operating revenues and operating expenses for a calendar year contract period.
3. Departmental audits of each participating transit system must determine the actual operating deficit of the system during the contract period.
4. Contracts between the Wisconsin Department of Transportation and recipients may not exceed one year in duration.
5. Recipients must annually submit to the Wisconsin Department of Transportation a four-year program of transit improvement projects for their systems.

The 1979 State Budget Act provided for further expansion of the state aid programs available to public transportation providers through the creation of a state program which provided for capital assistance to urban transit systems. The program, authorized under Section 85.055 of the Wisconsin Statutes, allowed those cities and counties that are eligible for state urban public transit operating assistance to apply for state aids to pay up to 50 percent of the costs of purchasing buses. This program was appropriated \$2.0 million for the 1979-1981 biennium but was discontinued by the 1981 State Budget Act.

The 1979 State Budget Act also created new statutory language under Section 85.08(7) of the Wisconsin Statutes to allow the Wisconsin Department of Transportation to expand and pass on federal funds for rural and small city public transportation services as authorized under Section 18 of the Urban Mass Transportation Act of 1964, as amended. The Department of Transportation, under a set of administrative policy and procedural guidelines, administers the Section 18 program for the FHWA, and is responsible for distributing the statewide Section 18 allocation among small urban and rural transit operators for capital and operating assistance projects and the Department itself for administrative purposes and technical projects. The authorizing statute for this program was subsequently changed by the 1981 State Budget Act to Section 85.23 of the Wisconsin Statutes.

Specialized Transit Assistance Programs: The 1977 State Budget Act created two funding programs for elderly and handicapped specialized transportation services under Section 85.08 of the Wisconsin Statutes to be administered by the Wisconsin Department of Transportation. The 1981 State Budget Act subsequently amended these programs and changed the authorizing statutes to Section 85.21 and Section 85.22. Section 85.21 authorizes the provision of financial assistance to counties within the State for specialized transportation programs serving elderly and handicapped persons who would not otherwise have an available or accessible method of transportation. A proportionate share of funds under this state program is allocated to each county in Wisconsin based on the estimated percent of the total statewide elderly and handicapped population residing in the county. In general, counties may use these funds for either operating assistance or capital projects to directly provide transportation services for the elderly and handicapped; to aid other agencies or organizations which provide such services; or to create a user-side subsidy program through which the elderly and the handicapped may purchase transportation services from existing providers at reduced rates. In order to receive their allocations, counties must

provide a local match equal to 10 percent of their allocations. Transportation services supported by funds available under this program may, at the discretion of the county, carry members of the general public on a space-available basis, provided that priority is given to serving elderly and handicapped patrons. In addition, Section 85.21 requires that a "copayment," or fare, be collected from all users of the specialized transportation service. Statewide funding for this program during the 1981-1983 biennium was established at \$5.8 million by the 1981 State Budget Act. The Walworth County Department of Aging currently participates in this program to help support the countywide specialized transportation services provided by the Department. The 1981 budget for the county specialized transportation program utilized approximately \$34,900 obtained under this state program. Walworth County has been allocated nearly \$40,400 under this program for calendar year 1982.

The second of the State's elderly and handicapped transportation programs, authorized under Section 85.22 of the Wisconsin Statutes, supplies private, nonprofit organizations that provide transportation services to the elderly and handicapped with financial assistance for the purchase of capital equipment. This program represents the State's component of the previously referenced federal aid program authorized under Section 16(b)(2) of the Urban Mass Transportation Act of 1964, as amended. The state and federal aids available under this program are distributed to applicants within the State on an 80 percent state/federal-20 percent local matching basis. The program is administered jointly with the UMTA Section 16(b)(2) program by the Wisconsin Department of Transportation, with the highest ranked applicants for a given year receiving 80 percent federal grants and the lower ranked applicants receiving 80 percent state grants until both federal and state funds for the program are exhausted. In all cases, the applicant is responsible for the 20 percent local share of capital project costs. The joint state and federal allocation of funds for this program and the UMTA Section 16(b)(2) program within the State for 1981 was \$0.9 million.

The state Grants-In-Aid Program of Community Aids for Social and Mental Health Services provides the basic fiscal means by which the Wisconsin Department of Health and Social Services provides financial assistance to counties in order to develop and operate a statewide system of comprehensive human services. Community aids are composed of monies from state general revenues and Title XX of the Social Security Act of 1935, as amended. The funds are distributed on a formula basis to county departments of social services, human service departments, and community service agencies. Transportation and other services offered under this program are authorized under Sections 51.42(8) and 49.51(3) of the Wisconsin Statutes. Under this program, funds can be used to provide transportation services only to low-income persons receiving aid from county departments of social services and persons receiving care or treatment from county community service agencies for mental illness, developmental disabilities, alcoholism, or drug abuse. A recipient of state aids under this program within Walworth County is the Walworth County Developmental Disabilities Services Board.

Administrative Regulations and Controls

In addition to providing financial assistance to public transit services within the State, the Wisconsin Statutes provide many organizational alternatives to counties for the operation of an urban public transit service. The following state legislation defines municipal government powers for operation of a transit system:

1. Municipal Contract With Private Transit System Operator--Section 66.064 of the Wisconsin Statutes permits a city or village served by a privately owned urban public transit system to contract with the private owners for the leasing, public operation, joint operation, subsidizing, or extension of service of the system.

2. Municipal Operation of Transit System--Section 66.065(5) of the Wisconsin Statutes provides that any city or village may, by action of its governing body and with a referendum, vote to own, operate, or engage in an urban public transit system in either of two circumstances: 1) if the city or village does not have an existing urban public transit system; or 2) if the city or village does have an existing urban public transit system and the city had: a) obtained the consent of the existing system operator, b) been empowered to do so by the State Legislature, or c) secured a certificate of public convenience and necessity from the Wisconsin Transportation Commission.

The first provision would apply at this time to the local municipalities within Walworth County. This section of the Wisconsin Statutes permits a city or village to establish a separate department to undertake transit operation under municipal ownership or to expand an existing city department to accommodate the added responsibility of municipal transit operation. Thus, the local municipalities within Walworth County could establish a new transit department or expand an existing department if any municipality were to establish a new transit system.

3. City Transit System--Section 66.943 of the Wisconsin Statutes provides for the formation of a city transit commission composed of not fewer than three members appointed by the mayor and approved by the city council. No member of the commission may hold any other public office. The commission is empowered to "establish, maintain, and operate a bus system, the major portion of which is located within, or the major portion of the service is supplied to, such a city." Initial institution of the urban transit system is subject to the limitations of Section 66.065(5) of the Wisconsin Statutes discussed above. The city transit commission is permitted to extend the urban transit system into adjacent territory beyond the city but not more than 30 miles from the city limits. In lieu of directly providing transportation services, the transit commission may contract with a private organization for such services.
4. City Transit-Parking Commission--Sections 66.068, 66.079, and 66.943 of the Wisconsin Statutes provide for the formation of city transit and city parking commissions. A combined transit-parking commission may be organized under this enabling legislation, and not only may have all of the powers of a city transit commission, as defined under Section 66.943 of the Wisconsin Statutes discussed above, but may be empowered to regulate and operate on-street and off-street parking facilities as well.
5. Municipal Transit Utility--Section 66.068 of the Wisconsin Statutes provides for the management of a public utility. The statutes provide for the formation of a management board of 3, 5, or 7 commissioners elected by the city council or village or town board to supervise the general operation of the utility. Initial institution of the urban transit system as a public utility is subject to the limitations of Section 66.065(5) of the Wisconsin Statutes discussed above. In cities with populations of less than 150,000, the city council may provide for the operation of the utility by the board of public works or by another officer in lieu of the above commission.
6. Joint Municipal Transit Commission--Section 66.30 of the Wisconsin Statutes permits any municipality to contract with another municipality or municipalities for the receipt or furnishing of services or the joint exercise of any power or duty authorized by statute. For purposes of this law, a "municipality" is defined as any city, village, town, county, or regional planning commission. Thus, the law would permit any city or village to contract with any other county, city, or village to receive or furnish transit services or even to establish a joint municipal transit commission.

Below is state legislation defining county government powers for operation of a transit system:

1. County Contract with Private Transit System Operator--Sections 59.968(1) to (3) of the Wisconsin Statutes permit a county to financially assist private urban public transit companies operating principally within the county by: 1) direct subsidies, 2) purchasing buses and leasing them back to the private company, and 3) acting as the agent for the private operator in filing applications for federal aid.
2. County Ownership and Operation of Transit Systems--Sections 59.98(4) to (8), 59.969, 63.03(2)(x), and 67.04(1)(aa) of the Wisconsin Statutes permit a county to acquire a transportation system by purchase, condemnation, or otherwise, and to provide funds for the operation and maintenance of such systems. "Transportation system" is defined as all land, shops, structures, equipment, property, franchises, and rights of whatever nature necessary for the transportation of passengers. The acquisition of a transit system must be approved by a two-thirds vote of a county board. The county would have the right to operate into contiguous or cornering counties. However, where such operation into other counties would be competitive with the urban or suburban operations of other existing common carriers of passengers, the county must coordinate the proposed operations with such other carriers to eliminate adverse financial impact for such carriers. Such coordination may include, but is not limited to, route overlapping, transfers, transfer points, schedule coordinations, joint use of facilities, lease of route service, and acquisition of route and corollary equipment. The law permits a county to use any street for transit operations without obtaining a license or permit from the local municipality concerned. The law requires the county to assume all the employer's obligations under any contract between the employees and management of the system and to negotiate an agreement protecting the interest of employees affected by the acquisition, construction, control, or operation of the transit system. This labor protection provision is similar to Section 13(c) of the federal Urban Mass Transportation Act of 1964, as amended. Milwaukee County assumed public ownership of the Milwaukee and Suburban Transport Company under provision of these statutes.
3. County Transit Commission--Section 59.967 of the Wisconsin Statutes provides for the creation of county transit commissions which are authorized to operate a transportation system to be used chiefly for the transportation of persons or freight. A county transit commission is to be composed of not fewer than seven members appointed by the county board. Members of the transit commission may not, however, hold any other public office. A county transit commission is permitted to extend its transit system into adjacent territory within 30 miles of the county boundary. Initial institution of the transit system is subject to the limitations of Section 66.065 of the Wisconsin Statutes. This statute also allows any county to contract under Section 66.30 to establish a joint municipal transit commission.

Prior to January 1978, the regulation of public and private utilities, railroads, and common motor carriers² was the responsibility of the Wisconsin Public Service

²Section 194.01 of the Wisconsin Statutes defines "common motor carrier" as any individual, company, or association which indicates to the public a willingness to undertake for hire the transport by motor vehicle between fixed termini or over a regular route upon public highways passengers or property other than farm products or supplies transported to or from farms. "For hire" means for compensation, and includes compensation obtained by a motor carrier indirectly. The transport of passengers in taxicabs is not considered to be common motor carrier service.

Commission. With the passage of the 1977 State Budget Act, a new regulatory body, the Wisconsin Transportation Commission, was created from the then existing Wisconsin Highway Commission and charged with the transportation regulatory functions formerly assigned to the Public Service Commission. The Wisconsin Transportation Commission holds the authority to regulate certain matters pertaining to the daily operations of both public and private transit operators within the State except, as previously noted, those transit systems which receive state aids for operating assistance under Section 85.20 of the Wisconsin Statutes. Transit systems receiving state financial aids are subject to direct regulation by the Wisconsin Department of Transportation.

Current regulations require public or private organizations wishing to provide public transit services to file an application with the Wisconsin Transportation Commission in order to receive a common carrier certificate. The application may be either for original authority or for the transfer of assignment from an existing authority. The Transportation Commission also regulates the fare structure, route configuration, and schedules established by transit operators. No changes in the base fare, route structure, or schedule may be made without the approval or order of the Transportation Commission. Present procedure requires that a transit operator file a report containing intended changes and the justification for those changes with the Transportation Commission and with the clerk of the affected municipality at least five days in advance of the proposed change. Depending on the circumstances, the extent of the change, and the evidence presented at the time of the request, the Transportation Commission may approve the change, disapprove the change, or order a public hearing concerning the change. The Transportation Commission does have the power of special approval, as the public interest may require, to authorize changes on less notice than is required by the guidelines set above, especially when the affected municipality has no objections. Any action by the Transportation Commission on an informal basis is subject to reconsideration or public hearing if a proper complaint or protest is made. Finally, all transit operators are required to file annual and monthly reports with the Transportation Commission that include such information as revenues, expenses, vehicle miles of travel, and vehicle hours of operation. To ensure strict compliance with this function, the Commission may also, upon demand, inspect the accounts and records of all common motor carriers.

LOCAL LEGISLATION

Existing legislation at the local level is confined to regulation of taxicab services operated in the City of Lake Geneva and the City of Whitewater. Chapter 36 of the Lake Geneva Municipal Code and Chapter 5.52 of the Whitewater Municipal Code govern the license of taxicab companies and drivers within the respective cities. No restrictions on the operation of taxicab services are set forth in either ordinance.

LEGISLATIVE ANALYSIS

Publicly owned and operated urban transit systems have not been able to support their operations from passenger revenue alone. This is particularly true when fares are kept low for the general public and even lower for special groups such as the elderly and handicapped. In exploring the feasibility of countywide general transit service in Walworth County, it is important to explore all possible sources of state and federal financial assistance which may be used to reduce any local financial burden associated with the provision of such service.

As noted earlier, there is a program under Section 18 of the Urban Mass Transportation Act of 1964, as amended, that provides federal funding for small urban and rural transit services. This program, which is currently being utilized within the Region

by the City of Hartford, is the primary federal program which can provide a portion of the financial aid necessary for the capital and operating expenditures associated with the establishment of general public transit services within Walworth County. To become eligible for this program, a number of federal requirements must be met by the County. This transit service plan, when considered within the framework of the Regional Planning Commission's comprehensive, areawide transportation planning program, is intended to meet all planning requirements. In this respect, should general public transportation be deemed feasible in the County, later chapters of this report will identify a five-year program of transit development projects for inclusion in the transportation improvement program for the Region.

Any public transit service believed to be feasible for Walworth County should participate in the state transit operating assistance programs and specialized transit assistance programs, as state aids could be used to further reduce the local financial burden. Participation in the State's urban transit operating assistance program would also exempt the transit service from regulation by the Wisconsin Transportation Commission, thus reducing additional administrative concerns.

The Wisconsin Statutes provide several institutional alternatives for the provision of general transit services by both municipal and county governmental bodies, ranging from subsidization of a private carrier to public ownership and operation. While subsidization of a private carrier may not require a large capital outlay by a municipality or county, and would eliminate almost all involvement of a municipality or county in the day-to-day operational problems of any proposed transit service or system, it has a major disadvantage in that the governmental unit lacks direct control over the levels and costs of services provided. Some level of public control in providing transit service is generally necessary to ensure that both quality of service and efficiency of operation are maintained.

Local legislation pertaining to transit service was limited to ordinances in the Lake Geneva Municipal Code and the Whitewater Municipal Code governing the licensing of taxicab companies and drivers within the respective cities. Of significance is the fact that the ordinances allow for the operation of shared-ride taxicab service since no restrictions against this type of operation are specified. Shared-ride taxicab services can be eligible for both state and federal transit assistance funds.

SUMMARY

This chapter has summarized pertinent federal, state, and local legislation and regulations as they apply to the provision of financial assistance for general and specialized transportation service, and as they apply to transit organization and operation. The federal government is a major source of financial assistance for general and specialized public transit services through four major programs relevant to Walworth County. Through the Wisconsin Department of Transportation, the Urban Mass Transportation Administration and the Federal Highway Administration administer two programs made available under the Urban Mass Transportation Act of 1964, as amended. The Section 16 transit assistance program provides financial assistance for the purchase of vehicles and equipment to private, nonprofit agencies or corporations that provide specialized transportation to elderly and handicapped individuals. The Section 18 transit assistance program, which represents the primary source of federal funds available to Walworth County for rural transportation for the general public, provides operating, capital, and planning assistance for rural public transit projects. Federal financial assistance is also available for specialized transportation under two programs which provide human services. Title I of the Federal Rehabilitation Act of 1973 authorizes federal assistance for programs designed to restore and develop skills and work habits needed by handicapped persons to obtain

jobs in the competitive market. Title III of the Older Americans Act of 1965, as amended, authorizes federal assistance for programs designed to foster the development of services for older persons to enable them to live with maximum independence in the home of their choice. Both programs allow the use of financial assistance for specialized transportation services which aid in attaining other program goals. Numerous regulations must be met before an application for federal funds under any of the four federal programs can be approved.

The Wisconsin Statutes provide several programs for financing public transportation services. The Wisconsin Department of Transportation administers programs providing financial assistance for both general and specialized public transportation, including: an urban transit operating assistance program authorized under Section 85.20 of the Wisconsin Statutes which provides operating assistance to communities with populations of more than 5,000 persons supporting general public transit systems; a specialized transportation assistance program authorized under Section 85.21 of the Wisconsin Statutes which provides financial assistance to counties for elderly and handicapped transportation projects; a specialized transit assistance program authorized under Section 85.22 of the Wisconsin Statutes which, together with funds available through the UMTA Section 16(b)(2) program, provides capital assistance to private, nonprofit organizations providing specialized transportation services; and a program for distributing UMTA Section 18 rural transit funds to applicants within the State authorized under Section 85.23 of the Wisconsin Statutes. The Wisconsin Department of Health and Social Services administers a program under the state Grants-In-Aid Program which provides financial assistance for human service projects, which can include transportation.

The Wisconsin Statutes also provide several organizational alternatives to municipalities and counties for the operation of public transit services. For municipalities, these alternatives include: contract for services with a private operator; public ownership and operation as a municipal utility; and public ownership and operation by a single municipal or joint municipal transit commission. For counties, these alternatives include: county contract for services with a private operator; county ownership and operation of an existing or new county system; and county ownership and operation through a single county or joint county transit commission.

The Wisconsin Statutes provide for the regulation of common motor carriers by the Wisconsin Transportation Commission except those operators receiving state urban transit operating assistance funds. The Wisconsin Department of Transportation regulates those operators exempted from regulation by the Wisconsin Transportation Commission.

Local legislation pertaining to public transportation is limited to ordinances in the City of Lake Geneva and City of Whitewater Municipal Codes. The ordinances prescribe requirements for the licensing of taxicab companies and drivers, but contain no restrictions on the type of taxicab service to be provided.

This chapter has presented the findings of an inventory of relevant federal, state, and local legislation which authorizes financial assistance for public transportation services, along with organizational alternatives for providing such services. From the information contained within this chapter, it can be seen that there are currently several programs which either are providing or could provide financial assistance for public transportation services in Walworth County, as well as several organizational alternatives which could be used to provide such services in the County. Based on information provided in this chapter, the following chapter presents a series of alternatives for improving general public transportation service in the County.

(This page intentionally left blank)

Chapter VI

ALTERNATIVE GENERAL PUBLIC TRANSIT SERVICES

INTRODUCTION

Previous chapters of this report have presented a description and analysis of the existing land use, socioeconomic characteristics, travel patterns, and public transit services within Walworth County. Based upon that information, this chapter examines the need for countywide public transportation within Walworth County, and presents alternatives for meeting the needs so identified. Specifically, four basic alternative courses of action were considered: 1) do nothing; 2) promote countywide ride-sharing activities; 3) provide countywide advance-reservation public transit service; and 4) provide countywide fixed route public transit service. Each alternative was evaluated on the basis of its ability to accommodate the existing and potential need for public transportation in a cost-efficient manner. As necessary, data on ridership projections, capital project and operating costs, and public funding requirements were developed for the alternatives considered.

NEED FOR IMPROVED PUBLIC TRANSPORTATION SERVICE

The people of Walworth County depend heavily upon the availability of transportation for obtaining the basic goods, services, employment, and social interactions necessary to sustain even a moderate standard of living. This transportation dependence is characteristic of present society, since modern industrial civilization is based upon a specialization of labor which makes people dependent upon each other for essential goods and services, and thereby magnifies the importance of transportation in the pursuit and fulfillment of basic personal needs. As a result of this dependence, those in society who are restricted in their mobility because they have no personal means of transportation may endure a relatively lower quality of life.

Over the past three decades, American society has grown to rely on the private automobile as the primary mode of transportation. However, those persons living in households without an automobile available must generally depend upon others or upon public transportation, if available, in order to make necessary trips. In those households in which only a single automobile is available, and it is preempted for use by some member or members of the household, the remaining household members become dependent upon others or upon public transportation for tripmaking.

The 1972 Commission inventory of travel indicated that, within Walworth County, approximately 11 percent of the 23,850 households did not have an automobile available and an additional 40 percent of the households had only one automobile available. Above-average concentrations--over 51 percent--of zero- and one-automobile households were identified within all the cities and villages of the County, with the exception of the Village of Fontana on Geneva Lake, and also within the Town of Bloomfield. Public transit services were available in the County during 1981 to serve the travel needs of persons who did not have access to an automobile and included: specialized transportation services available only to certain population groups such as the elderly; local taxicab service available to the general public in the City of Lake Geneva and environs; and intercity bus services available to the general public between most, but not all, community centers within the County. However, several deficiencies were noted in the current level of public transit service provided within the County which limit the attractiveness and effectiveness of these existing transit services.

Specialized transportation services serving priority population groups, as offered by both public and private social service agencies and organizations, are available within the County. However, because restrictions in the service provided are often attendant to the programs under which these specialized transportation services are offered, the specialized transportation services often cannot fully serve the travel needs of all members of these population groups.

Taxicab and intercity bus services within the County represent the only form of local public transportation available to the general public for access to the major land use and employment centers in the County. For those members of the county population who do not have access to an automobile, these services often represent the only means of satisfying the personal need for travel. Therefore, these services are important to the local communities. However, the local taxicab service, while providing local transportation to residents of the City of Lake Geneva and environs, charges substantial fares for travel within and outside the normal taxicab service area. This can result in high travel costs and discourage consideration of the taxi mode as a viable public transportation alternative for travel within the County. Intercity bus service is available within the County to serve a portion of the nonlocal intercommunity travel demands. However, the limited amount of and scheduled times for bus service would result in both inconvenient and lengthy travel for persons utilizing intercity bus service within the County.

The existing public transit services have not offered the general public an effective, cost-competitive alternative to the private automobile for travel throughout the County. This deficiency becomes particularly important in light of the past effects of the "energy crisis" on automobile travel. Actions by the Organization of Oil Exporting Countries (OPEC) have had a substantial impact upon the cost and availability of motor fuel in the United States and upon the public's attitude toward automobile travel. With the imposition of substantial increases in the price of crude oil and the control of its production by OPEC nations, the cost of motor fuel has increased and the availability of motor fuel in the United States has become uncertain. The transportation systems in the United States, tied to the use of automobile transportation, were significantly affected by motor fuel shortages, which occurred as a result of an embargo on crude oil exports to the United States by Arab nations in the fall of 1973, and more recently by the cutoff of all crude oil exports by Iran in 1979. As a result of these actions, the price of motor fuel has increased dramatically, and people have become more concerned about the cost of private transportation.

These past increases in the price of motor fuel have had significant impacts on the cost of owning and operating an automobile and also on household expenditures for travel. Responses by many households to the increased cost of travel by automobile have included the purchase of more fuel-efficient automobiles, a reduction in the amount of travel by automobile, and increased use of alternative modes of transportation. This last response has been particularly evident in the Milwaukee urbanized area, where significant increases in public transit ridership were experienced by both the Milwaukee County Transit System and the Wisconsin Coach Lines, Inc., commuter bus service during and immediately after periods in which major increases occurred in the price of motor fuel.

Accordingly, there are two major reasons for examining the feasibility of improved public transit service within Walworth County at this time. The first reason acknowledges a public responsibility to the captive users of public transportation--those persons who do not have access to an automobile--who, even though they may represent a relatively small segment of the total population, should be provided, in the interest of social justice, with some form of transportation capable of satisfying

their basic travel needs. The second major reason recognizes the need to make available to the general population a viable alternative to the private automobile in light of the uncertain future regarding the cost and availability of motor fuel.

NEED FOR PUBLIC SUBSIDY

It is a generally accepted tenet that it is presently neither desirable nor possible to recover the total cost of transit service from farebox revenue alone. To charge fares that would completely recover the cost of operation would result in a diversion of choice riders to other modes of transportation, leaving the captive riders to bear alone the high cost of the service provided. This response was common practice in the private transit industry over the past three decades, and eventually led to the collapse of almost all private transit operations. If public transportation is to provide a reasonable level of service at a reasonable cost to the user, it usually must be publicly subsidized. The regular riding of the captive users alone cannot sustain the cost of supplying the community with a public transportation system.

In many communities, public transportation is considered to be an essential public service. In this respect, the cost of providing a public transportation service for residents of an area to use as they need or desire must be weighed against the value derived from the publicly supported service, just as the costs of providing public fire and police protection, public recreational facilities, and public library facilities must be weighed against the value derived from these services. The community must decide whether the value of a public transportation system outweighs the costs entailed in its operation. Within the State of Wisconsin, 27 transit systems are presently in operation and receive some level of financial assistance from the communities they serve. Table 22 lists the 27 urban transit systems operating within the State during 1981, and indicates the projected amount of local financial support to be contributed by the responsible local unit of government toward the operation of each transit system.

DEVELOPMENT OF TRANSIT SERVICE ALTERNATIVES

As noted in Chapter I of this report, the plan design phase of a transit development planning effort includes the postulation and evaluation of a number of feasible transit service alternatives. In order to fully evaluate the feasibility of providing improved transit services within Walworth County, a number of alternative management structures and operational techniques for transit service were examined and evaluated.

Management Alternatives

The cost entailed in providing an adequate and effective level of urban public transportation depends in part upon the ownership and management structure of the transit system. Three of the alternative management structures described in Chapter V of this report under which transit service could be provided within the County were found to warrant further consideration: 1) county contract for transit services with an existing transit operator; 2) county ownership of equipment and operation by service contract; and 3) county ownership of equipment and operation with public employees. Since these management structures could be utilized under any of the transit operation alternatives calling for the provision of new transit service, they will be considered separately from those alternatives.

Under the first management alternative, the County would contract for the provision of improved or new transit service with an existing transit service provider, the transit service provider being responsible for supplying all equipment, drivers, and

Table 22

**PROJECTED EXPENSES, REVENUES, AND PUBLIC FUNDING
REQUIREMENTS FOR TRANSIT SYSTEMS IN WISCONSIN: 1981**

Area	Operating Expenses	Operating Revenue		Public Funding Requirement	
		Total	Percent of Expenses	Total	Local Share
Appleton.....	\$ 1,375,000	\$ 434,000	31.6	\$ 941,000	\$ 129,000
Beloit.....	620,000	89,000	14.4	531,000	223,000
Eau Claire.....	1,211,000	441,000	36.4	770,000	162,000
Fond du Lac.....	665,000	145,000	21.8	520,000	149,000
Green Bay.....	2,113,000	622,000	29.4	1,491,000	206,000
Hartford (taxi).....	54,000	14,000	25.9	40,000	21,000
Janesville.....	1,170,000	260,000	22.2	910,000	263,000
Kenosha.....	1,993,000	417,000	20.9	1,576,000	277,000
La Crosse.....	1,431,000	427,000	29.9	1,004,000	132,000
Madison.....	12,291,000	4,635,000	37.7	7,656,000	2,257,000
Manitowoc.....	384,000	93,000	24.2	291,000	78,000
Marshfield (taxi).....	73,000	43,000	58.9	30,000	7,000
Merrill.....	152,000	33,000	21.7	119,000	38,000
Milwaukee County.....	61,278,000	28,928,000	47.2	32,350,000	8,165,000
Oshkosh.....	1,135,000	301,000	26.5	834,000	144,000
Racine.....	1,890,000	619,000	32.8	1,271,000	161,000
Rhineland (taxi).....	125,000	100,000	80.0	25,000	6,000
Rice Lake.....	117,000	25,000	21.4	92,000	22,000
Ripon (taxi).....	35,000	18,000	51.4	17,000	4,000
Sheboygan.....	1,328,000	432,000	32.5	896,000	188,000
Stevens Point.....	266,000	47,000	17.7	219,000	81,000
Stoughton (taxi).....	30,000	13,000	43.3	17,000	4,000
Superior.....	513,000	121,000	23.6	392,000	106,000
Watertown.....	182,000	21,000	11.5	161,000	88,000
Waukesha County.....	899,000	388,000	43.1	511,000	143,000
Wausau.....	806,000	271,000	33.6	535,000	112,000
Wisconsin Rapids (taxi).....	98,000	63,000	64.3	35,000	12,000

Source: Wisconsin Department of Transportation, Bureau of Transit; and SEWRPC.

other personnel required to provide the service. The major advantage of this alternative is the low capital outlay required by the County for the purchase of operating equipment. A disadvantage of this type of management structure is the lack of direct control by the County over the levels and costs of the contract services provided, including costs associated with private equipment purchases and depreciation of equipment. Private yellow school bus companies, public and private taxicab operators, and private intercity bus companies currently provide transit service within the County and, in this respect, represent potential operators with which the County could contract for the provision of public transit service.

Two additional management alternatives available to the County would be acquisition of the necessary operating equipment by the County and operation by service contract with an existing transit service provider, or operation of a transit system with public employees. Both management structures assume at least partial public ownership of the necessary operating equipment, with operation by service contract assuming county purchase, for lease to the contract service provider, of all of the vehicles used to provide the transit service. Under both management structures, the County would have some control over the costs of the transit service provided. The major disadvantage of these two management structures is the capital outlay required by the County for the purchase of necessary operating equipment. However, the County's capital outlay requirement could be reduced to 20 percent of the costs

associated with required equipment purchases through the public purchase of operating equipment using federal funds made available under Section 18 of the Urban Mass Transportation Act of 1964, as amended, and administered by the Federal Highway Administration (FHWA).

Operations Alternatives

As already noted, four basic transit service alternatives were developed and evaluated during the course of the study: 1) maintain the status quo and, in effect, do nothing to encourage or support improved transit service; 2) promote countywide ride-sharing activities; 3) provide countywide advance-reservation public transit service; and 4) provide fixed route public transit service. Each transit service alternative represents a possible course of action which could be taken in response to the deficiencies associated with the existing level of transit service. Each of these alternatives is described in succeeding sections of this chapter in terms of operating characteristics and, to the extent practicable, ridership projections and capital and operating costs. In addition, subalternatives representing different levels of transit service were developed for the two alternatives calling for increased levels of public transit service. To facilitate ready comparison of the costs of the various levels of public transit service, operating and capital project costs are presented in constant 1982 dollars for the five-year planning period, and do not reflect the possible effects of inflation. The possible effects of general price inflation are considered in the discussion of the financial commitment required for implementation of any recommended plan.

ALTERNATIVE 1--STATUS QUO

The first alternative action considered in this study was a continuation of the present situation. Under this "status quo" alternative, no changes or improvements in the present level of public transit service in the County that could require an increase in expenditures of public funds are proposed. Specialized transit services and general public transit services are assumed to continue to be provided at the present level and to be supported at present funding levels through the budgets of the sponsoring public and private agencies and through fares charged for use of those services.

The status quo alternative represents a continuation of the present level of public transit service provided within the County and, as such, does not attempt to alleviate the problems and deficiencies associated with that level of service. Consequently, while the specialized transportation services currently provided to certain population segments could be expected to continue over the five-year planning period, the restrictions associated with the services would continue to result in only a limited fulfillment of the travel needs of the population segments served. Similarly, the taxicab and intercity bus services for the general public would continue to be provided over the planning period with similar limited fulfillment of the travel needs of the population segments served.

For the general public, this alternative would not offer a solution to the problems associated with the lack of a viable alternative to the automobile for travel within many areas of the County. Currently, the only forms of public transportation available to the general public within the County are the taxicab service in the City of Lake Geneva and environs, and the intercity bus service. Consequently, many parts of the County would continue to be left unserved by these public transit services. In addition, deficiencies in these services, as previously noted, would continue to discourage consideration of their use as an alternative to the private automobile.

ALTERNATIVE 2--RIDE-SHARING

As noted earlier in this chapter, the heavy dependence of contemporary lifestyles on the automobile and petroleum products was "brought home" to the American public by the 1973-1974 and 1979 motor fuel shortages and subsequent motor fuel price increases. With increasing motor fuel prices and the potential for future motor fuel shortages, many rural workers have joined the ranks of the transportation disadvantaged. Along with improved public transportation service, ride-sharing in carpools or vanpools represents perhaps the best hedge against the rising costs of private transportation. Besides being important for its energy conservation and pollution benefits, ride-sharing is important for its employment implications--that is, as a means of getting workers to and from their place of employment--and as a means of transporting social service clients as an adjunct to social service and public transportation programs. Alternative 2 represents an attempt to alleviate deficiencies identified in the current level of transit service provided within the County through the promotion of countywide ride-sharing activities.

The formation of a formal ride-sharing program for Walworth County would not be unique within the Region. A formal Milwaukee area carpooling program was conducted by Milwaukee County over a three-year period in the mid-1970's. After receiving approval of a federal funding request during the latter portion of 1979, Milwaukee County renewed its efforts at promoting ride-sharing activities by beginning a three-year continuing carpooling promotion program for the four-county Milwaukee area. The primary purpose of the current Milwaukee County carpool promotion program is to increase the extent of carpooling in the Milwaukee urbanized area, in particular for trips having destinations within Milwaukee County. While the four-county Milwaukee area encompassed by this program does not include Walworth County, approximately 35 Walworth County residents are currently participating in this carpooling program, with all participants from the County seeking carpool-matching services for destinations within Milwaukee County.

The Wisconsin Department of Transportation has established a program designed to promote ride-sharing. The Department administers a program authorized by the Federal Highway Administration to promote vanpooling. A major provision of this program is the issuance of low-cost loans by the State for the acquisition of vans by major employers or public agencies interested in establishing their own vanpool programs. Within the Region, a vanpool for employees of the Empire Generator Corporation and surrounding industries in the Village of Germantown in Washington County has been established with the assistance of this program.

Under this alternative, Walworth County would supplement the existing public transit services within the County through the establishment of a countywide ride-sharing program to promote ride-sharing activities within the County. The program would include media promotion of ride-sharing activities, contact with major employers to encourage carpooling and vanpooling, and carpool-matching services for potential carpools. It is envisioned that the primary tasks of the proposed ride-sharing program would be the dissemination of information on carpooling and vanpooling programs, and provision of carpool-matching services for potential carpools within the County. Requests by interested groups for vanpooling information would be referred to the Wisconsin Department of Transportation. Requests for carpool-matching services for trips with origins in Walworth County would be the responsibility of the proposed county ride-sharing program.

The proposed county ride-sharing program would focus both on daily work-purpose trips and on trips of a more infrequent nature, such as weekly shopping trips and trips for personal business or social-recreational purposes. The proposed program would be

operated in a manner similar to the Milwaukee County carpool promotion program. In this respect, the program would be responsible for soliciting carpool-matching service requests within the County, and for supplying individuals participating in the program with the names of individuals representing potential carpool matches. It would be the responsibility of the program participant to contact the individuals supplied to him by the program to make carpooling arrangements. In addition, each program participant would be responsible for checking the limits of his personal insurance as it pertains to participation in carpooling activities.

The initiation and operation of the proposed ride-sharing program would require a modest work effort centered primarily upon the dissemination of information and the provision of carpool-matching services. The work effort involved in the operation of this program would not require the full-time attention of a county employee, and could be established as part of an existing department program, such as the coordinated transportation program administered by the Walworth County Department of Aging. If established in this manner, the annual costs of the proposed ride-sharing program would approximate \$3,500. Included in this figure are the costs of part-time staff, program materials, and office overhead. The costs entailed in implementing this program could be funded entirely by the County; entirely by the industries, schools, and other organizations served; or by a combination of funds obtained from both public and private sources.

ALTERNATIVE 3--ADVANCE-RESERVATION PUBLIC TRANSPORTATION SERVICE

Alternative 3 represents an attempt to alleviate deficiencies in the current level of public transit service provided within Walworth County through the provision of demand-responsive public transportation to the general population. Under demand-responsive operation, public transportation service is provided on a door-to-door basis over flexible routes by, typically, small vehicles. Demand-responsive public transportation service can be provided on an immediate-response basis, such as that provided by taxicab service, or on an advance-reservation basis, such as that provided by several social service agencies and organizations within the County.

Under this alternative, a publicly subsidized, advance-reservation public transit service would be provided to serve the general population of the County. Operation of the proposed transit service could begin as early as calendar year 1983--the first year during which county funds could be budgeted for a new transit service--provided that necessary operating equipment could be obtained. The earliest that that County could apply for financial assistance to acquire capital equipment under the Section 18 transit assistance program would be late 1982 for the 1983 funding cycle. Because of the time required for the processing of federal grants, the placing of equipment orders, and the delivery of vehicles--approximately six months to one year--new equipment would probably not be available for operation by the County until sometime late in 1983 or early in 1984. Consequently, the implementation of transit service at the start of calendar year 1983 would probably require the lease of equipment by the County until new equipment can be placed in service.

Two subalternatives were developed for providing advance-reservation public transportation service within the County. The following sections describe the relevant operating characteristics, ridership projections, and operating and capital costs for each subalternative.

Subalternative 3A--Expand Eligibility for the Existing County-Sponsored Transportation Service

Subalternative 3A proposes that the County provide a basic level of general public transit service through an existing county program providing specialized transportation service. As noted in Chapter IV of this report, the Walworth County Department

of Aging administers a coordinated specialized transportation program which utilizes small vans with paid drivers, and automobiles with volunteer drivers, to serve the elderly, the handicapped, and the clients of several social service agencies within the County. Under this subalternative, the eligibility requirements for the specialized transportation program would be expanded to include the general public.

The expansion of the eligibility requirements for the program is made possible by the 1981 State Budget Act, which made several statutory changes to the State's program of financial assistance to counties for transportation of the elderly and handicapped, which funds a significant portion of the 1982 county program budget. Of most significance to this subalternative is the change which allows counties providing specialized transportation services supported by state funds available under this program to make extra space on these services available to the general public at their own discretion, provided that priority is still given to the elderly and handicapped patrons of the service.

Currently, the specialized transportation program is heavily utilized, with about 5,800 one-way trips per month made on the services provided under the program. Based upon this level of utilization, the existing specialized transportation program would have very limited extra unscheduled capacity which could be offered for use by the general public. Consequently, this subalternative proposes that additional capacity be added to the existing county specialized transportation program to enable the program to better accommodate the travel demands of the general public.

Operating Characteristics: No changes in the general operating characteristics of the existing county specialized transportation program are proposed under this subalternative. A door-to-door general public transit service would be provided in conjunction with the existing specialized transportation service provided to elderly county residents, which utilizes small vans to serve different communities or areas of the County on different days of the week. As noted previously, a reservation at least 24 hours in advance of the time service is needed would be suggested to be assured that a service request can be filled. The proposed transit service would be offered Mondays through Fridays between the hours of 8:00 a.m. and 5:00 p.m., and would be made available to all potential users only for travel within the area or community served on a particular day. Fares for the transit service would be based, in part, upon fares or co-payments for the existing services, with elderly persons charged \$1.00 per day. Fares for the general public would be established at \$2.00 per day.

The Walworth County Department of Aging currently utilizes a county-owned fleet of seven small vans and two station wagons in providing the services offered under the specialized transportation program. Five small vans are utilized to provide the specialized transportation service to elderly county residents; eligibility requirements for this service would be expanded under this subalternative. These vehicles are also utilized to provide specialized transportation service to clientele of several social service agencies, including the Lakeland Counseling Center. Because of the heavy demand for specialized transportation services provided under the county program and the shared scheduling of available vehicles among the transportation services provided to accommodate the demand, the county program could only accommodate a limited number of trips made by the general public on the current vehicle schedules. To enable the county program to provide priority to existing service users, yet provide a useful level of transit service to the general public, this subalternative proposes that one additional vehicle be placed into full-time service in the county program to provide needed additional capacity.

Implementation of the transit service proposed under this subalternative would provide a basic level of public transportation service to the general population of

the County. As such, this subalternative represents the lowest level of public transit service which could be considered to provide a more than minimal response to the current need for public transportation within the County. The transit service would provide complete service-area coverage of all residential areas within the County. Because of the extensive geographic coverage provided by the service, the entire resident population of the County would be provided with public transportation service. In addition, the transit service proposed under this subalternative would be provided to all elderly and handicapped population concentrations and special facilities within the County, and to the major concentrations of zero- and one-automobile households within the County. All major trip generators identified within the County would be served by the proposed transit service. However, the service availability proposed under this subalternative would probably limit consideration of the use of this service for all but essential nonwork-purpose travel.

Ridership Projections: Expansion of the eligibility requirements for and capacity of the county specialized transportation program may be expected to result in slight increases in current ridership levels for the program of about 5,800 one-way trips per month, or about 70,000 one-way trips annually. Based upon the level of service proposed under this subalternative, ridership on the transit services provided under the county program could be expected to range from about 6,100 to 6,300 one-way trips per month in 1983, resulting in an annual ridership ranging between 73,200 and 75,600 one-way trips at the end of the first year of expanded eligibility. By 1987, ridership for the county program may be expected to range from 6,300 to 6,500 one-way trips per month, or from 75,600 to 78,000 one-way trips annually. Vehicle hours of service would remain constant over the planning period at about 23,000 hours per year, while vehicle miles of service would increase somewhat each year in response to projected ridership demand--from about 407,000 miles in 1983 to about 411,000 miles in 1987. Based on projected ridership increases, vehicle productivity may be expected to increase very moderately over the planning period from about 3.2 to 3.3 passengers per hour in 1983 to about 3.3 to 3.4 passengers per hour by 1987.

Capital Project and Operating Costs: Implementation of the transit service proposed under this subalternative would require the acquisition of replacement vehicles for the small vans used to provide the elderly transportation service, plus one additional vehicle to be used to increase the capacity of the existing service. At the present time, the Walworth County Department of Aging plans to replace in 1982, one of the five small vans used in providing the elderly transportation service. The remaining four small vans would be replaced over the five-year planning period considered under this subalternative. The acquisition of a total of five 15-passenger vans--representing four replacement vehicles and one additional vehicle--would consequently be required under this subalternative. All vehicles would be equipped with mobile radios. The total capital investment for this alternative would be about \$72,600. Expansion of the eligibility requirements for this specialized transportation service to include the general public should enable the County to utilize transit assistance funds available under the federal Section 18 transit assistance program to defray a portion of the capital costs of this subalternative.

Assuming public purchase of the equipment by the County using funds available under the federal Section 18 transit assistance program, \$58,080, or 80 percent of the total project costs, would represent the maximum federal share, and \$14,520, or 20 percent of the total project costs, would represent the minimum local share of the total capital costs under this funding program. The estimated costs of the capital equipment necessary to implement this subalternative are presented in Table 23.

Total operating deficits for the transit service proposed under this subalternative may be expected to increase slightly over the planning period because of increases in vehicle miles traveled and, consequently, in total operating costs. However, the

Table 23

**CAPITAL PROJECTS AND EXPENDITURES REQUIRED UNDER
SUBALTERNATIVE 3A: EXPAND ELIGIBILITY FOR
EXISTING COUNTY-SPONSORED TRANSPORTATION SERVICE**

Quantity	Capital Equipment	Unit Cost ^a	Total Cost ^a
5	15-Passenger Vans	\$13,000	\$65,000
1	Mobile Radio Unit.....	1,000	1,000
Total Capital Investment.....		--	\$66,000
Contingency Fund		--	6,600
Total		--	\$72,600
Federal Share (80 percent) ^b		--	58,080
Local Share (20 percent)		--	14,520

^aEstimated 1982 dollars.

^bFederal funds available under Urban Mass Transportation Administration (UMTA) Section 18 transit assistance program.

Source: SEWRPC.

operating deficit per ride would be expected to decline slightly over the planning period, ranging between \$1.77 and \$1.83 per ride in 1983 and between \$1.72 and \$1.78 per ride in 1987. Assuming the use of funds available under the State's financial aid program to counties for elderly and handicapped transportation, the county share of the public funding requirement in 1983 may be expected to range from \$93,350 to \$93,850, or about \$1.23 to \$1.28 per ride. By 1987, the county share of the public funding requirement may be expected to increase slightly, ranging from \$93,950 to \$94,550, or about \$1.20 to \$1.25 per ride. In comparison, the county share of the 1982 budget for the existing county program is \$87,200, or about \$1.25 per ride based upon current ridership levels.¹ Information on forecast ridership, operating costs, system deficits, and public subsidy requirements for this subalternative can be found in Table 24. As previously noted, all costs for this subalternative have been expressed in constant 1982 dollars.

¹It should be noted that the county share of the 1982 operating budget for the existing county program assumes that \$13,200 in program revenues obtained from passenger co-payments would be used to purchase one new 15-passenger van for the program. If these revenues were used to directly offset the operating costs of transportation services provided under the program, as assumed under Subalternative 3A, the county share of the 1982 program operating budget would be approximately \$74,000, or about \$1.06 per ride based upon current ridership levels. The County would be required, however, to contribute an additional \$13,200 to the program for the purchase of the new replacement vehicle mentioned above.

Table 24

**OPERATING CHARACTERISTICS OF SUBALTERNATIVE 3A: EXPAND
ELIGIBILITY FOR EXISTING COUNTY-SPONSORED TRANSPORTATION SERVICE**

Characteristic ^a	Year				
	1983	1984	1985	1986	1987
Ridership Forecast					
Monthly.....	6,100-6,300	6,150-6,350	6,200-6,400	6,250-6,450	6,300-6,500
Annual.....	73,200-75,600	73,800-76,200	74,400-76,800	75,000-77,400	75,600-78,000
Annual Vehicle Miles....	407,000	408,000	409,000	410,000	411,000
Annual Vehicle Hours....	23,000	23,000	23,000	23,000	23,000
Operating Cost					
Per Year.....	\$205,600	\$205,900	\$206,200	\$206,500	\$206,800
Per Ride.....	\$2.81-2.72	\$2.79-2.70	\$2.77-2.68	\$2.75-2.67	\$2.73-2.65
Revenue					
Per Year					
Passenger Fares.....	\$16,900-17,400	\$17,000-17,600	\$17,100-17,700	\$17,300-17,800	\$17,400-18,000
Other ^b	\$54,500	\$54,500	\$54,500	\$54,500	\$54,500
Total	\$71,400-71,900	\$71,500-72,100	\$71,600-72,200	\$71,800-72,300	\$71,900-72,500
Percent of Operating Cost.....	34.7-35.0	34.7-35.0	34.7-35.0	34.8-35.0	34.8-35.1
Operating Deficit					
Per Year.....	\$133,700-134,200	\$133,800-134,400	\$134,000-134,600	\$134,200-134,700	\$134,300-134,900
Per Ride.....	\$1.77-1.83	\$1.76-1.82	\$1.74-1.81	\$1.73-1.80	\$1.72-1.78
Public Funding Requirement					
State ^c	\$40,350	\$40,350	\$40,350	\$40,350	\$40,350
County.....	\$93,350-93,850	\$93,450-94,050	\$93,650-94,250	\$93,850-94,350	\$93,950-94,550
Total	\$133,700-134,200	\$133,800-134,400	\$134,000-134,600	\$134,200-134,700	\$134,300-134,900
Local Cost per Ride.....	\$1.23-1.28	\$1.23-1.27	\$1.22-1.27	\$1.21-1.26	\$1.20-1.25

^aThe information provided in this table is based on the following assumptions:

- | | | |
|--|--|------------------------------|
| 1. Anticipated Ridership Composition (percent) | 2. Fare (per day) | 3. Operating Characteristics |
| Elderly, handicapped..... 75 | Elderly, handicapped..... \$1.00 | Monday through Friday |
| Nonelderly, nonhandicapped..... 5 | Nonelderly, nonhandicapped..... \$2.00 | 8:00 a.m. to 5:00 p.m. |
| Other agency clientele..... 20 | Other agency clientele..... \$ -- | 255 days per year |

4. All costs are presented as estimates in constant 1982 dollars and do not reflect the possible effects of inflation.

^bFunds contributed by the Walworth County 51.42 Board for transportation services to agency clientele.

^cAssumes state funding under the elderly and handicapped transportation assistance program for counties at the 1982 funding level.

Source: SEWRPC.

Subalternative 3B--Expand Eligibility for and Level of Existing County-Sponsored Transportation Service

Subalternative 3B was developed on the principle of providing the urban and rural areas of the County presently unserved by local public transportation with a general public transit service which could be utilized to satisfy a major portion of the travel demands and trip purposes experienced on a daily basis by the general population. Under this subalternative, the County would expand upon and replace a major portion of the specialized transportation service provided by the Walworth County Department of Aging with a countywide advance-reservation, general public transit service available on a regular basis five days per week.

Operating Characteristics: Under this subalternative, the specialized transit service provided to the elderly county population for general purposes such as shopping, medical, and nutritional purposes would be provided as part of a countywide general public transit service. Specialized transportation services provided to the handicapped county population, to the clients of social service agencies, and to the elderly for travel to the Walworth County Senior Center would continue to be provided by the Department of Aging as separate transportation services. The proposed general public transit service would be provided as a door-to-door service and would be available on a 24-hour advance-reservation basis Monday through Friday, excluding holidays, between the hours of 8:00 a.m. and 5:00 p.m. To allow for an even geographical distribution of transit service and to effectively accommodate potential travel demand, the County would be divided into five service areas, as shown on Map 19, with transit service provided within each service area five days per week. While transit service under this subalternative would be provided primarily to serve travel demands within each service area, travel from all service areas to the City of Elkhorn would also be provided. Travel between service areas would also be accommodated when possible through coordinated transfers in the City of Elkhorn between the vehicles serving individual service areas. Fares for the proposed service would be established at \$0.50 per one-way trip for elderly and handicapped persons, and \$1.50 per one-way trip for the general public.

A total of seven minibuses would be required to provide the proposed transit service under this subalternative. One vehicle would be assigned to each of the four small service areas, and two vehicles would be assigned to the largest service area. One vehicle would also be required to serve as a spare bus for use when a regular vehicle requires maintenance.

Implementation of the transit service proposed under this subalternative would provide residents of the County with the highest quality and level of public transit service considered under the alternatives presented in this chapter. The proposed transit service would provide a door-to-door service with complete service-area coverage of the County, similar to that provided by the transit service proposed under Subalternative 3A. However, the level of service proposed under this subalternative would offer to the general public the opportunity to utilize public transportation for most trips made on a routine basis in the County, including some work-purpose trips and intercommunity trips.

Ridership Projections: Implementation of the transportation service proposed under this subalternative may be expected to result in relatively high ridership levels for the proposed transit service. In 1983, ridership may be expected to range from 5,700 to 6,300 one-way trips per month, resulting in an annual ridership of between 68,400 and 75,600 one-way trips. By 1987, ridership on this service may be expected to range from 6,300 to 7,100 one-way trips per month, or about 75,600 to 85,200 one-way trips annually. Vehicle hours of service for the transit service would remain constant over the planning period at about 14,500 hours per year, while vehicle miles of service

LOCATION OF PROPOSED SERVICE AREAS IN WALWORTH COUNTY FOR SUBALTERNATIVE 3B



A graphic scale bar is located at the bottom of the map. It consists of two horizontal bars. The top bar is labeled 'MILES' and has markings for 0, 1, 2, and 3. The bottom bar is labeled 'FEET' and has markings for 0, 4,000, 8,000, 12,000, 16,000, and 20,000. The bars are used to measure distances on the map.

97

Table 25

**CAPITAL PROJECTS AND EXPENDITURES REQUIRED UNDER
SUBALTERNATIVE 3B: EXPAND ELIGIBILITY FOR AND
LEVEL OF EXISTING COUNTY-SPONSORED TRANSPORTATION SERVICE**

Quantity	Capital Equipment	Unit Cost ^a	Total Cost ^a
7	16-Passenger Minibuses Equipped with Wheelchair Lifts	\$27,000	\$189,000
7	Mobile Radio Units.....	1,000	7,000
7	Nonregistering Lock Vault Fareboxes	2,000	14,000
Total Capital Investment.....		--	\$210,000
Contingency Fund		--	21,800
Total		--	\$231,800
Federal Share (80 percent) ^b		--	184,800
Local Share (20 percent)		--	46,200

^aEstimated 1982 dollars.

^bFederal funds available under Urban Mass Transportation Administration (UMTA) Section 18 transit assistance program.

Source: SEWRPC.

would be increased each year over the planning period in response to increases in ridership demand--from about 216,000 miles in 1983 to about 241,200 miles by 1987. Because of projected ridership increases, vehicle productivity would be expected to increase from about 4.7 to 5.2 passengers per hour in 1983 to about 5.2 to 5.9 passengers per hour in 1987.

Capital Project and Operating Costs: Implementation of the transit service proposed under this subalternative would require the acquisition of seven 16-passenger minibuses. All buses would be equipped with fareboxes, two-way mobile radios, and wheelchair lifts to accommodate the handicapped. The capital investment required for this alternative would total about \$231,000, of which \$184,800, or 80 percent, would represent the maximum federal share under the federal Section 18 transit assistance program, and \$46,200, or 20 percent, would represent the minimum county share. The estimated costs of the capital equipment necessary to implement this subalternative are presented in Table 25.

Total operating deficits for the transit service proposed under this subalternative would be high throughout the planning period. The operating deficit per ride for the proposed transit service may be expected to decline somewhat over the planning period because of forecast ridership increases, with the deficit ranging between \$2.35 and \$2.68 per ride in 1983, and between \$2.11 and \$2.47 per ride in 1987. The County's share of the annual public funding requirement for the proposed service would be 100 percent of the annual operating deficit for the proposed service, and would range from \$177,700 to \$183,100 in 1983, and from \$179,500 to \$186,700 in 1987. Information

Table 26

**OPERATING CHARACTERISTICS OF SUBALTERNATIVE 3B:
EXPAND ELIGIBILITY FOR AND LEVEL OF EXISTING
COUNTY-SPONSORED TRANSPORTATION SERVICE**

Characteristic ^a	Year				
	1983	1984	1985	1986	1987
Ridership Forecast					
Monthly.....	5,700-6,300	6,000-6,600	6,100-6,900	6,200-7,000	6,300-7,100
Annual.....	68,400-75,600	72,000-79,200	73,200-82,800	74,400-84,000	75,600-85,200
Annual Vehicle Miles....	216,000	226,800	234,000	237,600	241,200
Annual Vehicle Hours....	14,500	14,500	14,500	14,500	14,500
Operating Cost					
Per Year.....	\$234,400	\$238,300	\$240,900	\$242,200	\$243,400
Per Ride.....	\$3.10-3.43	\$3.01-3.31	\$2.91-3.29	\$2.88-3.25	\$2.85-3.21
Revenue					
Per Year.....	\$51,300-56,700	\$54,000-59,400	\$54,900-62,100	\$55,800-63,000	\$56,700-63,900
Percent of Operating Cost.....	21.9-24.2	22.7-24.9	22.8-25.8	23.0-26.0	23.3-26.3
Operating Deficit					
Per Year.....	\$177,700-183,100	\$178,900-184,300	\$178,800-186,000	\$179,200-186,400	\$179,500-186,700
Per Ride.....	\$2.35-2.68	\$2.26-2.56	\$2.16-2.54	\$2.13-2.50	\$2.11-2.47
Public Funding Requirement.....	\$177,700-183,100	\$178,900-184,300	\$178,800-186,000	\$179,200-186,400	\$179,500-186,700
Local Cost per Ride.....	\$2.35-2.68	\$2.26-2.56	\$2.16-2.54	\$2.13-2.50	\$2.11-2.47

^aThe information provided in this table is based on the following assumptions:

1. Anticipated Ridership Composition (percent)

Elderly, handicapped.....	75
Nonelderly, nonhandicapped.....	25
2. Fare (per one-way trip)

Elderly, handicapped.....	\$0.50
Nonelderly, nonhandicapped.....	\$1.50
Average fare.....	\$0.75
3. Operating Characteristics

Monday through Friday
8:00 a.m. to 5:00 p.m.
255 days per year

4. All costs are presented as estimates in constant 1982 dollars and do not reflect the possible effects of inflation.

on forecast ridership, operating costs, system deficits, and public funding requirements for this subalternative can be found in Table 26. As previously noted, all costs for this subalternative are presented in constant 1982 dollars.

ALTERNATIVE 4--FIXED ROUTE PUBLIC TRANSIT SERVICE

Whereas the previous alternative considered within this chapter proposed advance-reservation transit service to resolve the current deficiencies in the existing level of public transit service within the County, the fourth alternative considers and evaluates the feasibility of fixed route transit service to accomplish the same objective. Under this alternative, publicly subsidized transit service would be provided using fixed bus routes designed to connect the urban and rural community centers identified in Chapter I of this report. The transit service proposed under this alternative would primarily serve nonlocal intercommunity travel demands, although local travel on the proposed fixed routes would not be restricted. Whereas the demand-responsive transit services considered under Alternative 3 were proposed to be provided in conjunction with or to replace the specialized transportation service provided by the Walworth County Department of Aging within the County, no such coordination or replacement is proposed under this alternative. Consequently, it is assumed that the existing county-sponsored transportation program, as well as other existing specialized transportation programs, taxicab services, and intercity bus services within the County, will continue to be provided, at costs in addition to those shown for the transit services proposed under this alternative.² As proposed under Alternative 3, countywide transit service under this alternative would begin to be provided during calendar year 1983 using vehicles leased by the County until new equipment could be put into service, most likely in 1984.

Two subalternatives were developed and evaluated for providing this type of public transit service within the County. The following sections describe the relevant operating characteristics, ridership projections, and operating and capital costs for each subalternative.

Subalternative 4A--Connect All Community Centers with Fixed Route Public Transit Service

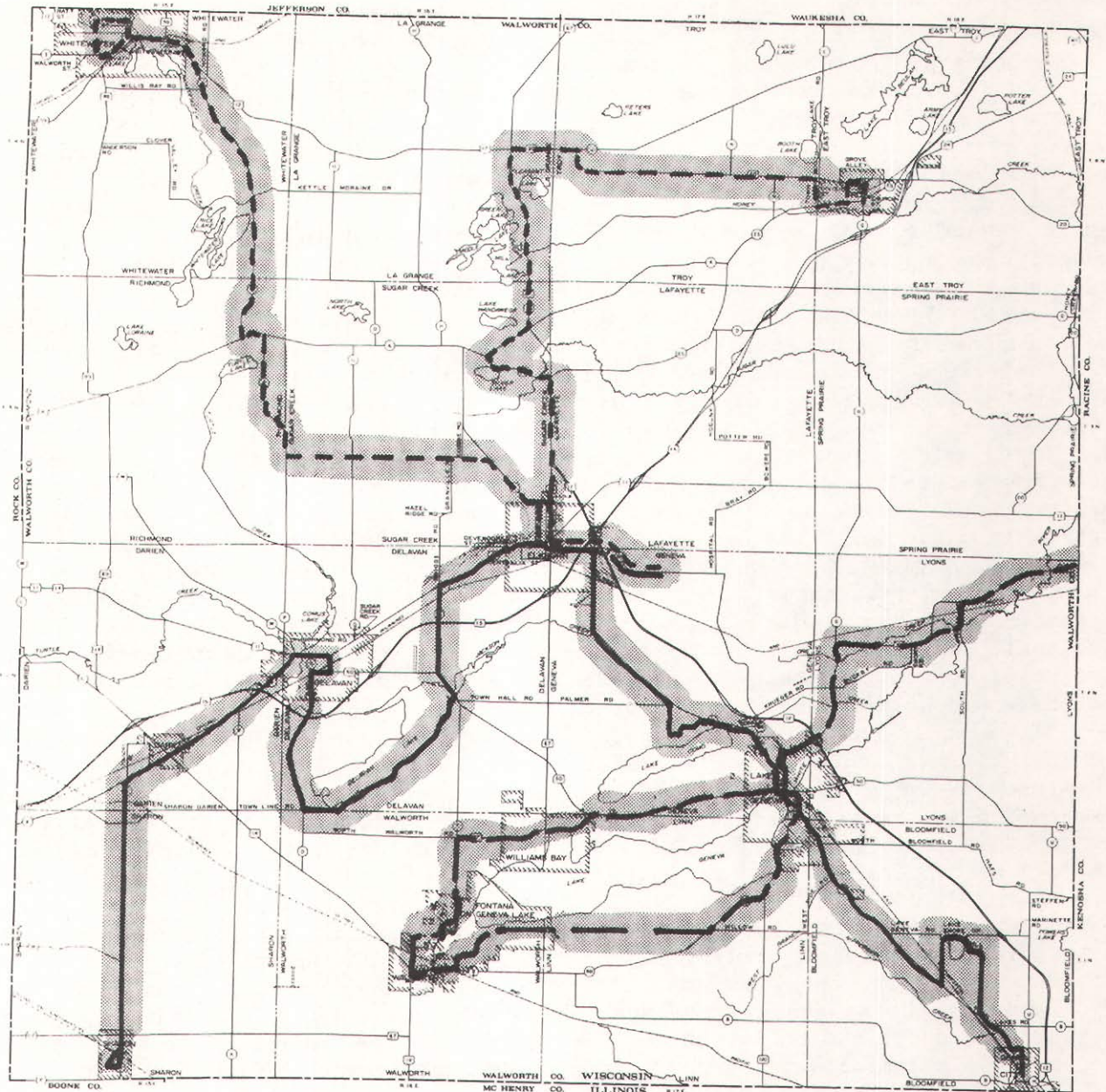
Subalternative 4A was designed to provide all urban and rural community centers identified within the County with fixed route bus service, thereby serving the nonlocal intercommunity and, to some degree, local community travel demands identified in Chapter III of this report. The fixed route transit service proposed under this alternative would consist of three lineal fixed routes connecting the 12 urban and rural community centers within the County. The three fixed routes proposed to provide service under this alternative are shown on Map 20.

Operating Characteristics: The first bus route proposed under this subalternative would have one terminus in the City of Whitewater and the other terminus in the Village of East Troy, and would serve to connect these communities to the City of Elkhorn. The second bus route proposed under this subalternative would have one terminus in the Village of Sharon and the other terminus in the Village of Genoa City, and would provide a connection by public transportation between communities served by this route which, in addition to the above two, would include the Village of Darien, the City of Delavan, the City of Elkhorn, the unincorporated community of Como, the City of Lake Geneva, and the unincorporated community of Pell Lake. The





²The existing county specialized transportation program has a total budget for 1982 of \$182,000, of which about \$87,200 is the county share. The costs for this program are not reflected in the costs for services proposed under this alternative.

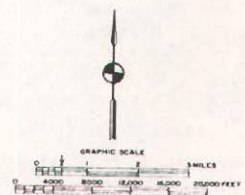
Map 20

LOCATION OF FIXED ROUTE TRANSIT SERVICE IN WALWORTH COUNTY AS PROPOSED UNDER SUBALTERNATIVE 4A



LEGEND

-  Bus Routes
- 
- 
-  Service Area



Source: SEWRPC.

third bus route proposed under this subalternative would have one terminus in the City of Lake Geneva and one terminus in the City of Burlington, and would also serve the Village of Fontana on Geneva Lake, the Village of Walworth, the Village of Williams Bay, and the unincorporated community of Lyons. A coordinated transfer between the routes serving the City of Elkhorn and the City of Lake Geneva would be possible to enable persons traveling between communities served by different routes to complete their trip with a minimum of inconvenience. One-way travel times between the termini of the proposed routes would range from 75 to 85 minutes for all three routes. Service on the proposed routes would be available between the hours of 8:00 a.m. and 5:00 p.m. Mondays through Fridays, excluding holidays, with three round trips per day provided between the communities served by each route. A total of four vehicles would be required under this subalternative, with one vehicle required to provide the proposed service on each route, and one vehicle required for use as a spare. Fares for the proposed service would vary with the length of the trip, with elderly and handicapped patrons and the general public charged \$0.50 and \$1.00 per one-way trip, respectively, for shorter trips, such as those trips made from the Cities of Delavan and Lake Geneva to the City of Elkhorn. Elderly and handicapped patrons and the general public would be charged \$0.75 and \$1.50 per one-way trip, respectively, for long-distance trips, such as those trips made from the City of Whitewater or the Village of East Troy to the City of Elkhorn.

The fixed route transit system proposed under this subalternative would not provide the same geographic coverage as the demand-responsive transit services proposed under Alternative 3, since fixed route transit services can be considered to serve only a narrow band approximately one-quarter to one-half mile wide on both sides of a fixed bus route. However, both bus routes would be located to maximize the service provided to the major residential locations of both the general population and special transit-dependant population subgroups. About 47,000 persons, or about 66 percent of the total resident population of the County, would be served by this transit system. The major concentrations of transit-dependant population groups identified within the County would be completely served by this system, as would almost all the facilities for the elderly and handicapped population subgroups. All major shopping centers and medical centers and most public institutional centers identified in Chapter III of this report and located within the community centers of the County would be directly provided with transit service or lie within the service area of a proposed route. No attempt would be made by this proposed service to serve the employees of the major employment centers within the County.

Ridership Projections: Based upon the level of transit service offered by this subalternative, transit ridership in 1983 may be expected to range from 400 to 600 one-way trips per month, or about 4,800 to 7,200 one-way trips annually. By 1987, ridership on the system may be expected to range from 800 to 1,200 one-way trips per month, or about 9,600 to 14,400 one-way trips annually. Both vehicle hours of service and vehicle miles of service would remain constant over the five-year planning period at about 7,300 hours and 201,200 miles per year. Projected ridership increases, along with constant service levels, may be expected to result in a slight increase in vehicle productivity over the planning period of from about 0.7 to 1.0 passenger per hour in 1983 to about 1.3 to 2.0 passengers per hour in 1986.

Capital Project and Operating Costs: The transit service proposed under this subalternative would require the acquisition of four 14-passenger minibuses--one bus for operation on each of the three proposed routes and one bus to be used as a spare. All buses would be equipped with fareboxes and two-way mobile radios. In addition, bus stop signs would be required to mark major bus stops within the community centers and to prohibit parking in these areas. The capital investment required for this subalternative would total about \$113,600, of which \$90,880, or 80 percent, would

Table 27

**CAPITAL PROJECTS AND EXPENDITURES REQUIRED UNDER
SUBALTERNATIVE 4A: CONNECT ALL COMMUNITY
CENTERS WITH FIXED ROUTE PUBLIC TRANSIT SERVICE**

Quantity	Capital Equipment	Unit Cost ^a	Total Cost ^a
4	14-Passenger Minibuses.....	\$20,000	\$80,000
4	Nonregistering Lock Vault		
	Fareboxes.....	2,000	8,000
4	Mobile Radio Units.....	1,000	4,000
250	Bus Stop Signs (installed).....	45	11,300
Total Capital Investment.....		--	\$103,300
Contingency Fund.....		--	10,300
Total		--	\$113,600
Federal Share (80 percent) ^b		--	90,880
Local Share (20 percent).....		--	22,720

^aEstimated 1982 dollars.

^bFederal funds available under Urban Mass Transportation Administration (UMTA) Section 18 transit assistance program.

Source: SEWRPC.

represent the maximum federal share under the Section 18 transit assistance program, and \$22,720, or 20 percent, would represent the minimum county share of the total project cost. The estimated costs of the capital equipment necessary to implement this alternative are presented in Table 27.

Operating deficits under the proposed system should decrease over the planning period with the growth of transit ridership. A high operating deficit per ride for the three-route system, ranging from \$17.89 to \$27.33, may be expected during 1983 because of the low initial forecast ridership and passenger revenues, and high operating costs. Based upon forecast ridership growth, the operating deficit per passenger may be expected to decline by 1987, ranging from \$8.44 to \$13.17. The County's share of the public funding requirement for the proposed service would be 100 percent of the total operating deficit for the service, and would range from \$128,800 to \$131,200 in 1983, and from \$121,600 to \$126,400 in 1987. Information on forecast ridership, operating costs, system deficits, and public funding requirements for this subalternative is set forth in Table 28. As previously noted, all costs for this subalternative have been presented in constant 1982 dollars.

**Subalternative 4B--Connect Major Community
Centers with Fixed Route Public Transit Service**

Subalternative 4B was developed on the principle of providing fixed route public transit service within the major travel corridors identified within the County while primarily connecting the larger or more densely developed urban community centers of Delavan, Lake Geneva, and Elkhorn. This subalternative, therefore, represents a

Table 28

**OPERATING CHARACTERISTICS OF SUBALTERNATIVE 4A: CONNECT ALL
COMMUNITY CENTERS WITH FIXED ROUTE PUBLIC TRANSIT SERVICE**

Characteristic ^a	Year				
	1983	1984	1985	1986	1987
Ridership Forecast					
Monthly.....	400-600	550-850	700-1,050	750-1,150	800-1,200
Annual.....	4,800-7,200	6,600-10,200	8,400-12,600	9,000-13,800	9,600-14,400
Annual Vehicle Miles....	201,200	201,200	201,200	201,200	201,200
Annual Vehicle Hours....	7,300	7,300	7,300	7,300	7,300
Operating Cost					
Per Year.....	\$136,000	\$136,000	\$136,000	\$136,000	\$136,000
Per Ride.....	\$18.89-28.33	\$13.33-20.60	\$10.79-16.19	\$9.85-15.11	\$9.44-14.17
Revenue					
Per Year.....	\$4,800-7,200	\$6,600-10,200	\$8,400-12,600	\$9,000-13,800	\$9,600-14,400
Percent of Operating Cost.....	3.5-5.2	4.8-7.5	6.2-9.3	6.7-10.1	7.1-10.6
Operating Deficit					
Per Year.....	\$128,800-131,200	\$125,800-129,400	\$123,400-127,600	\$122,200-127,000	\$121,600-126,400
Per Ride.....	\$17.89-27.33	\$12.33-19.60	\$9.79-15.19	\$8.85-14.11	\$8.44-13.17
Public Funding Requirement.....	\$128,800-131,200	\$125,800-129,400	\$123,400-127,600	\$122,200-127,000	\$121,600-126,400
Local Cost per Ride.....	\$17.89-27.33	\$12.33-19.60	\$9.79-15.19	\$8.85-14.11	\$8.44-13.17

^a The information provided in this table is based on the following assumptions:

1. Anticipated Ridership Composition (percent)
 - Elderly, handicapped..... 50
 - Nonelderly, nonhandicapped..... 50
2. Fare (per one-way trip)
 - Elderly, handicapped..... \$0.50-0.75
 - Nonelderly, nonhandicapped..... \$1.00-1.50
 - Average fare..... \$1.00
3. Operating Characteristics
 - Monday through Friday
 - 8:00 a.m. to 5:00 p.m.
 - 255 days per year

4. All costs are presented as estimates in constant 1982 dollars and do not reflect the possible effects of inflation.

Source: SEWRPC.

reduction in the areal coverage from that proposed under Subalternative 4A. Under this subalternative, transit service would be provided over a single fixed bus route connecting 9 of the 12 urban and rural community centers within the County. The three urban community centers left unserved under this alternative--the City of Whitewater, the Village of East Troy, and the Village of Sharon--represent areas located outside the major travel demand corridors in the southern part of the County. The single, fixed bus route proposed under this subalternative is shown on Map 21.

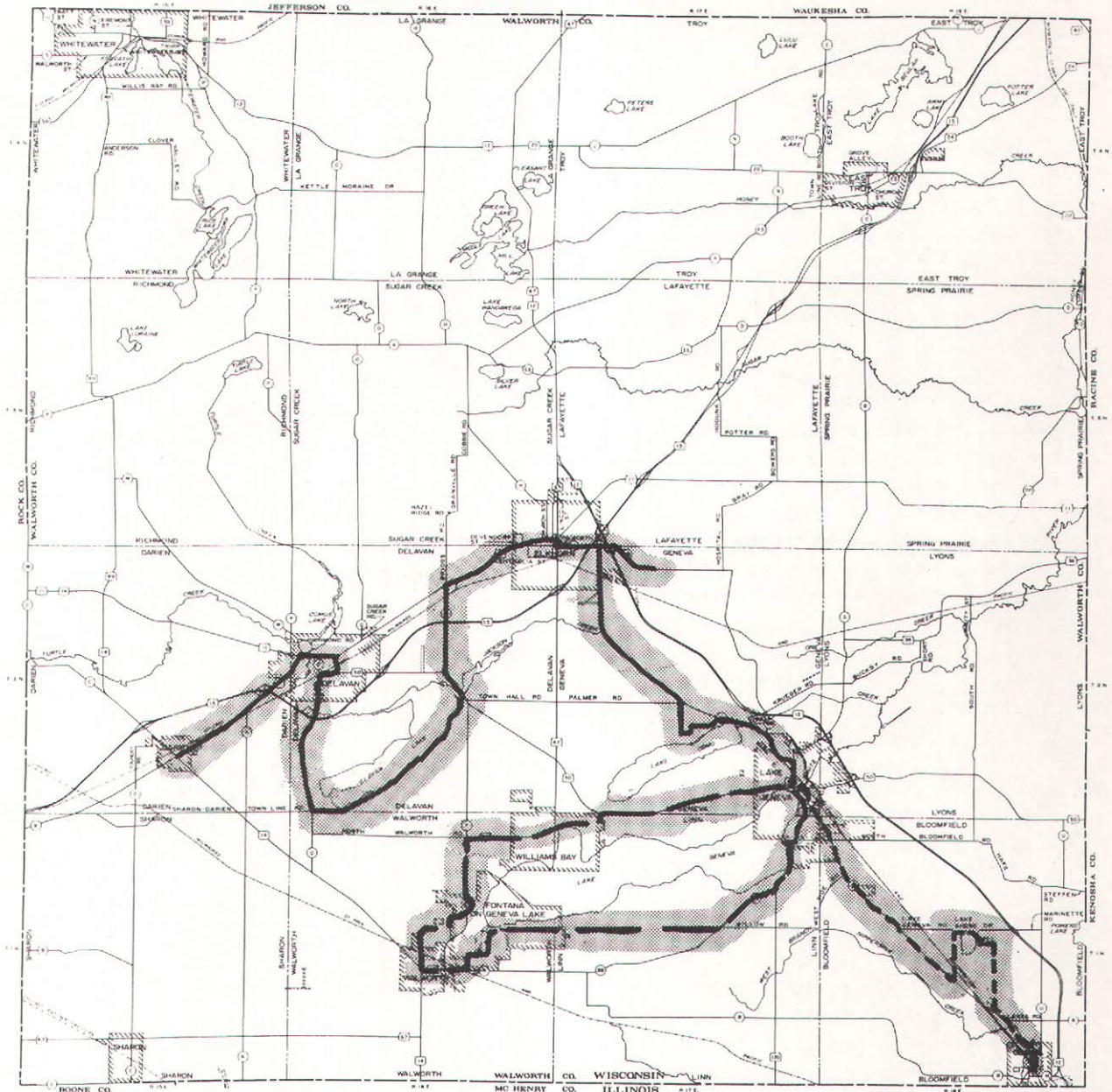
Operating Characteristics: The single bus route proposed under this subalternative would be comprised of a lineal trunk portion and two route branches. The trunk portion of the proposed route would have one terminus in the Village of Darien and one terminus in the City of Lake Geneva, and would also serve the City of Delavan, the City of Elkhorn, and the unincorporated community of Como. At the City of Lake Geneva, the proposed route would separate into two branches. One route branch would be operated in a lineal manner, terminating in the Village of Genoa City and also serving the unincorporated community of Pell Lake. The second route branch would be operated as a one-way loop serving the Village of Fontana on Geneva Lake, the Village of Walworth, and the Village of Williams Bay. Transit service on the proposed route would be provided between the hours of 8:00 a.m. and 5:00 p.m. two days per week. While transit service would be provided over the trunk portion of the proposed route on both days of operation, transit service over each route branch would be provided on only one of the two days of route operation per week. One-way travel time between the termini of the proposed route would range from 70 to 80 minutes. A total of two vehicles would be required under this subalternative: one vehicle to provide service on the fixed route and one vehicle for use as a spare. As proposed under Subalternative 4A, fares on the proposed service would vary with the length of the trip, with elderly and handicapped patrons and the general public charged \$0.50 and \$1.00, respectively, per one-way trip for short-distance trips and \$0.75 and \$1.50, respectively, per one-way trip for long-distance trips.

As under Subalternative 4A, the transit service provided under this subalternative would not provide the geographic coverage of the advance-reservation transit services proposed under Alternative 3 and, in addition, would provide less geographic coverage of the County than the fixed route bus system proposed under Subalternative 4A. As proposed under Subalternative 4A, the bus route would be located within the community centers served so as to maximize the service provided to the major residential locations of both the general population and the special transit-dependant population subgroups. The single bus route would serve about 29,000 persons, or about 41 percent of the 1980 resident population of the County. The route would provide transit service to all community centers in which concentrations of zero- and one-automobile households have been identified, with the exception of the City of Whitewater and the Village of East Troy. Facilities for the elderly and handicapped population groups left unserved by this subalternative would include those facilities located outside the nine community centers within the County served by this system. Almost all major shopping, medical, and public institutional centers identified within Chapter III of this report and located within the nine community centers served by the proposed bus route would be directly provided with transit service or lie within the service area of the proposed route. Major traffic generators not located within the community centers served by the proposed route would not be served by the proposed transit service. The transit service proposed under this subalternative would not serve the employees of the major employment centers within the County.




Ridership Projections: Based upon the level of service offered under this subalternative, transit ridership on the proposed service may be expected to range from 80 to 120 one-way trips per month in 1983, or about 1,000 to 1,400 one-way trips annually. By 1987, ridership on the proposed transit service may be expected to range from 240 to 360 one-way trips per month, or about 2,900 to 4,300 one-way trips annually. Both

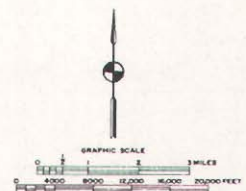
Map 21

LOCATION OF FIXED ROUTE TRANSIT SERVICE IN WALWORTH COUNTY AS PROPOSED UNDER SUBALTERNATIVE 4B



LEGEND

-  Trunk Bus Route
-  Branch Bus Routes
-  Service Area



Source: SEWRPC.

Table 29

**CAPITAL PROJECTS AND EXPENDITURES REQUIRED UNDER
SUBALTERNATIVE 4B: CONNECT MAJOR COMMUNITY
CENTERS WITH FIXED ROUTE PUBLIC TRANSIT SERVICE**

Quantity	Capital Equipment	Unit Cost ^a	Total Cost ^a
2	14-Passenger Minibuses	\$20,000	\$40,000
2	Nonregistering Lock Vault		
	Fareboxes	2,000	4,000
2	Mobile Radio Units	1,000	2,000
100	Bus Stop Signs (installed)	45	4,500
Total Capital Investment		--	\$50,500
Contingency Fund		--	5,100
Total		--	\$55,600
Federal Share (80 percent) ^b		--	44,480
Local Share (20 percent)		--	11,120

^aEstimated 1982 dollars.

^bFederal funds available under Urban Mass Transportation Administration (UMTA) Section 18 transit assistance program.

Source: SEWRPC.

vehicle hours of service and vehicle miles of service would remain constant over the planning period at about 1,000 hours and 26,400 miles per year. Based upon forecast ridership increases and constant service levels, vehicle productivity for the proposed transit service may be expected to increase slightly over the five-year planning period--from about 1.0 to 1.4 passengers per hour in 1983 to about 2.9 to 4.3 passengers per hour in 1987.

Capital Project and Operating Costs: The transit service proposed under this subalternative would require the acquisition of two 14-passenger minibuses: one bus for operation on the bus route and one bus to be used as a spare. All buses would be equipped with fareboxes and with two-way mobile radios. In addition, bus stop signs would be required to mark major bus stops within the community centers and to prohibit parking in these areas. The capital investment required for this subalternative would total about \$55,600, of which \$44,480, or 80 percent, would represent the maximum federal share under the Section 18 transit assistance program, and \$11,120, or 20 percent, would represent the minimum county share of the total project cost. The estimated costs of the capital equipment necessary to implement this alternative are presented in Table 29.

As under Subalternative 4A, operating deficits for the proposed transit service may be expected to decrease over the planning period with the growth of transit ridership. Operating deficits per ride may be expected to be high in 1983, ranging from \$13.28 to \$19.00. However, the operating deficit per ride may be expected to decrease with increased ridership on the proposed transit service, and to range from \$3.65 to \$5.89 by 1987. The County's share of the public funding requirement for the proposed

service would be 100 percent of the total operating deficit for the service, and may be expected to range from \$18,600 to \$19,000 in 1983, declining slightly to from \$15,700 to \$17,100 by 1987. Information on forecast ridership, operating costs, system deficits, and public funding requirements for this subalternative are set forth in Table 30. As previously noted, all costs for this subalternative have been presented in terms of constant 1982 dollars.

EVALUATION OF ALTERNATIVES

The preceding sections of this chapter have presented six transit service alternatives, representing four basic alternative actions, which could be implemented within Walworth County in response to the current need for public transportation. To assist the Advisory Committee in determining which of the alternatives should be recommended for implementation, each of the alternatives was evaluated in terms of service characteristics and implementation costs.

Service Characteristics

Previous sections of this chapter have presented transit service alternatives proposing different levels of transit service for Walworth County. The base or minimum level of transit service proposed under any of the alternatives considered was that proposed by the status quo alternative. As previously noted, the transit service proposed under this alternative would be limited to the present transit services within the County, which include local taxicab service in the City of Lake Geneva and environs; intercity bus service; and specialized transportation services for certain subgroups of the general population. While these transit services often represent the only means of satisfying the personal need for travel, and, therefore, supply important services to a portion of the county population--including those persons in the City of Lake Geneva and environs served by local taxicab services and approximately 11,900 elderly persons throughout the County--a substantial portion of the county population is left unserved by the current transit services. In addition, the status quo alternative does not attempt to alleviate problems and deficiencies associated with the current public transit services. To address the problems and deficiencies associated with the continuation of the present level of public transit service, as proposed under the status quo alternative, several transit service alternatives were developed which would offer various levels of improved public transit service to the general population of the County. The major service characteristics of the transit service alternatives proposing improved transit service are set forth in Table 31.

A review of the information contained within this table and within previous sections of the chapter indicates that the alternatives proposing advance-reservation transit service would provide the highest level of regular public transit service of the alternatives considered. The advance-reservation transit services proposed under Alternative 3 would make door-to-door transportation service available to all persons within the County. Of the advance-reservation transit services considered, the transit service proposed under Subalternative 3B, expand eligibility for and level of existing county-sponsored transportation service, would provide the highest level of transit service, with the availability and extent of transit service offered under this subalternative allowing the opportunity for travel by public transportation for most trips made on a routine basis by residents of the County. Although the expansion of eligibility requirements for use of the existing county-sponsored transportation service provided by the Walworth County Department of Aging, as proposed under Subalternative 3A, would not provide the availability or extent of service of Subalternative 3B, it would, nevertheless, provide a transit service capable of serving the basic, essential nonwork travel needs of the county population presently unserved by local public transportation.

Table 30

**OPERATING CHARACTERISTICS OF SUBALTERNATIVE 4B: CONNECT MAJOR
COMMUNITY CENTERS WITH FIXED ROUTE PUBLIC TRANSIT SERVICE**

Characteristic ^a	Year				
	1983	1984	1985	1986	1987
Ridership Forecast					
Monthly.....	80-120	120-180	180-240	200-300	240-360
Annual.....	1,000-1,400	1,400-2,200	1,900-2,900	2,400-3,600	2,900-4,300
Annual Vehicle Miles....	26,400	26,400	26,400	26,400	26,400
Annual Vehicle Hours....	1,000	1,000	1,000	1,000	1,000
Operating Cost					
Per Year.....	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
Per Ride.....	\$14.28-20.00	\$9.09-14.28	\$6.89-10.53	\$5.55-8.33	\$4.65-6.89
Revenue					
Per Year.....	\$1,000-1,400	\$1,400-2,200	\$1,900-2,900	\$2,400-3,600	\$2,900-4,300
Percent of Operating Cost.....	5.0-7.0	7.0-11.0	9.5-14.5	12.0-18.0	14.5-21.5
Operating Deficit					
Per Year.....	\$18,600-19,000	\$17,800-18,600	\$17,100-18,100	\$16,400-17,600	\$15,700-17,100
Per Ride.....	\$13.28-19.00	\$8.09-13.28	\$5.89-9.53	\$4.55-7.33	\$3.65-5.89
Public Funding Requirement.....	\$18,600-19,000	\$17,800-18,600	\$17,100-18,100	\$16,400-17,600	\$15,700-17,100
Local Cost per Ride.....	\$13.28-19.00	\$8.09-13.28	\$5.89-9.53	\$4.55-7.33	\$3.65-5.89

^a The information provided in this table is based on the following assumptions:

1. Anticipated Ridership Composition (percent)
 - Elderly, handicapped..... 50
 - Nonelderly, nonhandicapped..... 50

2. Fare (per one-way trip)
 - Elderly, handicapped..... \$0.50-0.75
 - Nonelderly, nonhandicapped..... \$1.00-1.50
 - Average fare..... \$1.00

3. Operating Characteristics
 - Service will be provided two days per week, with service over the trunk portion of the route provided on both days and service on each route branch provided only one day per week.

4. All costs are presented as estimates in constant 1982 dollars and do not reflect the possible effects of inflation.

Source: SEWRPC.

Table 31

**SERVICE CHARACTERISTICS OF GENERAL PUBLIC TRANSIT
SERVICES PROPOSED UNDER TRANSIT SERVICE ALTERNATIVES**

Characteristic	Promote Countywide Ride-Sharing	Advance Reservation		Fixed Route	
		Expand Eligibility for Existing County-Sponsored Transportation Service	Expand Level of Existing County-Sponsored Transportation Service	Connect Major Community Centers	Connect All Community Centers
Service Coverage Service Area.....	Countywide	Countywide within program service areas	Countywide	Area within one-quarter to to one-half mile of fixed routes	Area within one-quarter to one-half mile of fixed route
General Population Served.....	71,500	71,500	71,500	47,000	29,000
Percent of Total County Population.....	100	100	100	66	41
Service Availability.....	By individual arrangement	One day per week 8:00 a.m.-5:00 p.m.	Monday-Friday 8:00 a.m.-5:00 p.m.	Monday-Friday 8:00 a.m.-5:00 p.m.	One to two days per week 8:00 a.m.-5:00 p.m.
Fare					
General Public.....	By individual arrangement	\$2.00 per day	\$1.50 per trip	\$1.00-1.50 per trip	\$1.00-1.50 per trip
Elderly and Handicapped.....	By individual arrangement	\$1.00 per day	\$1.00 per trip	\$0.50-0.75 per trip	\$0.50-0.75 per trip
Coordination with Specialized Transportation Services.....	Provided as an adjunct to existing services	Provided in conjunction with existing county program	Provided in conjunction with existing county program	None	None

Source: SEWRPC.

The promotion of countywide ride-sharing activities, as proposed under Alternative 2, could also provide a high level of personalized transportation service to the residents of Walworth County. While incapable of guaranteeing transportation service to all persons who may request it, ride-sharing services would offer a more personalized form of transportation service than any form of regularly available public transit service considered. The ride-sharing program proposed under Alternative 2 would offer the potential for ride-sharing activities to the entire county population.

The lowest level of improved public transportation service considered in this study would be provided by the fixed route transit services proposed under Alternative 4. While providing a regularly scheduled transit service within the County capable of serving the concentrations of transit-dependent population groups identified within the County, these fixed route transit services could not provide the service-area coverage of the total county population or the opportunity for the personalized transportation service that would be provided by the advance-reservation transit services considered, or the transportation service potentially available through ride-sharing.

Cost

A major consideration in determining the desirability of implementing a given transit service alternative is the cost incurred by, and the attendant local funding required for implementation of, the proposed transit service. A basic assumption of the status quo alternative is that no increases in current levels of public subsidy would be provided for improved general public transit services. Consequently, no additional public monies would be expended under this alternative. The local share of the annual public funding requirements and capital project costs for the transit service alternatives proposing improved transit services is shown in Table 32. It should be noted that the costs shown in this table do not include costs associated with maintaining the existing county specialized transportation program, with the exception of the costs shown for Subalternative 3A--expand eligibility for the existing county-sponsored transportation service. Inasmuch as general public transit service under this subalternative would be provided in conjunction with the specialized transportation services provided under the county specialized transportation program, the costs shown for this subalternative represent costs for both general public transit service and specialized transportation services. To facilitate comparison of local costs among all alternatives, Table 33 shows the total local expenditures for each transit service alternative associated with both providing improved general public transit service and maintaining the specialized transportation services provided under the county program.

Of the five alternatives which propose an expansion of public transit service within the County, the maximum level of total local funding commitment would be required to implement Subalternative 4A, connect all community centers with fixed route public transit service. Alternative 2, promote countywide ride-sharing, would require the lowest total expenditure of local funds over the five-year planning period. It should be noted that a substantial portion of the costs required to implement Subalternative 3A would be utilized to maintain an existing county program over the five-year planning period and, therefore, this subalternative would not represent a substantial additional commitment of county funds for the provision of public transit service. From the information contained in Table 33, it is apparent that substantial costs to the County would be incurred should the County significantly expand its present level of commitment to the provision of public transit service.

Committee Review of Alternatives

The six transit service alternatives were presented to the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County for its review and recommendation. While recognizing the high level of service provided by

Table 32

**LOCAL SHARE OF ANNUAL PUBLIC FUNDING REQUIREMENT AND CAPITAL
PROJECT COSTS FOR TRANSIT SERVICE ALTERNATIVES: 1983-1987**

Characteristic	Promote Countywide Ride-Sharing	Costs by Transit Service Alternative			
		Advance Reservation		Fixed Route	
		Expand Eligibility for Existing County-Sponsored Transportation Service	Expand Level of Existing County-Sponsored Transportation Service	Connect Major Community Centers	Connect All Community Centers
Forecast Annual Ridership					
1983.....	--	73,200-75,600	68,400-75,600	1,000-1,4000	4,800-7,200
1987.....	--	75,600-78,000	75,600-85,200	2,900-4,300	9,600-14,400
Average Annual.....	--	74,400-76,800	72,700-81,400	1,900-2,900	7,700-11,600
Annual Public Funding Requirement (operating deficit)					
Total Expenditures ^a					
1983.....	\$ 3,500	\$133,700-134,200	\$177,700-183,100	\$18,600-19,000	\$128,800-131,200
1987.....	\$ 3,500	\$134,300-134,900	\$179,500-186,700	\$15,700-17,100	\$121,600-126,400
Five-Year Total.....	\$17,500	\$670,000-672,800	\$894,100-926,500	\$85,600-90,400	\$621,800-641,600
Average Annual.....	\$ 3,500	\$134,000-134,600	\$178,800-185,300	\$17,100-18,100	\$124,400-128,300
Average Annual per Ride.....	--	\$1.74-1.81	\$2.20-2.55	\$5.90-9.53	\$10.72-16.66
Local Expenditures					
1983.....	\$ 3,500	\$93,350-93,850	\$177,700-183,100	\$18,600-19,000	\$128,800-131,200
1987.....	\$ 3,500	\$93,950-94,500	\$179,500-186,700	\$15,700-17,100	\$121,600-126,400
Five-Year Total.....	\$17,500	\$468,250-471,050	\$894,100-926,500	\$85,600-90,400	\$621,800-641,600
Average Annual.....	\$ 3,500	\$93,650-94,210	\$178,800-185,300	\$17,100-18,100	\$124,400-128,300
Average Annual per Ride.....	--	\$1.22-1.27	\$2.20-2.25	\$5.90-9.53	\$10.72-16.66
Capital Costs					
Total Expenditures ^a					
Five-Year Total.....	--	\$72,600	\$231,000	\$55,600	\$113,600
Average Annual.....	--	\$14,500	\$ 46,200	\$11,100	\$ 22,700
Local Expenditures ^a					
Five-Year Total.....	--	\$14,500	\$46,200	\$11,100	\$22,700
Average Annual.....	--	\$ 2,900	\$ 9,200	\$ 2,200	\$ 4,500
Total Local Expenditures ^a					
Five-Year Total.....	\$17,500	\$482,750-485,550	\$940,300-972,700	\$96,700-101,500	\$644,600-664,300
Average Annual.....	\$ 3,500	\$96,550-97,110	\$188,000-194,500	\$19,300-20,300	\$128,900-132,800

^aAll cost estimates are presented in constant 1982 dollars and do not reflect the possible effects of inflation.

Source: SEWRPC.

Table 33

**TOTAL LOCAL EXPENDITURES BY TRANSIT SERVICE ALTERNATIVE REQUIRED
TO SUPPORT PROPOSED COUNTYWIDE GENERAL PUBLIC TRANSIT SERVICE
AND THE COUNTY SPECIALIZED TRANSPORTATION PROGRAM: 1983-1987**

Cost Element	Cost by Transit Service Alternative ^a					
	Status Quo	Promote Countywide Ride-Sharing	Advance Reservation		Fixed Route	
			Expand Eligibility for Existing County-Sponsored Transportation Service	Expand Level of Existing County-Sponsored Transportation Service	Connect Major Community Centers	Connect All Community Centers
Annual Public Funding Requirement (operating deficit)						
Total Expenditures						
Five-Year Total.....	\$571,500 ^b	\$589,000 ^b	\$670,000-672,800	\$944,100-1,026,500 ^c	\$657,100-661,900 ^b	\$1,193,300-1,213,100 ^b
Average Annual.....	\$114,300	\$117,800	\$134,000-134,600	\$198,800-205,300	\$131,400-132,300	\$238,700-242,600
Local Expenditures						
Five-Year Total.....	\$369,800 ^b	\$387,500 ^b	\$468,250-471,050	\$894,100-926,500 ^c	\$455,400-460,200 ^b	\$991,600-1,011,400 ^b
Average Annual.....	\$74,000	\$77,500	\$93,650-94,200	\$178,800-185,300 ^c	\$91,100-92,000	\$198,300-202,300
Capital Costs						
Total Expenditures						
Five-Year Total.....	\$88,000 ^d	\$88,000 ^d	\$103,400 ^e	\$276,100 ^f	\$143,600 ^d	\$201,600 ^d
Average Annual.....	\$17,600	\$17,600	\$20,700	\$55,200	\$28,700	\$40,300
Local Expenditures						
Five-Year Total.....	\$88,000 ^d	\$88,000 ^d	\$45,300 ^e	\$91,300 ^f	\$99,100 ^d	\$110,700 ^d
Average Annual.....	\$17,600	\$17,600	\$9,100	\$18,300	\$19,800	\$22,100
Total Local Expenditures						
Five-Year Total.....	\$457,800	\$475,500	\$513,550-516,350	\$985,400-1,017,800	\$554,500-559,300	\$1,102,300-1,122,100
Average Annual.....	\$91,600	\$95,100	\$102,700-103,300	\$197,100-203,600	\$110,900-111,800	\$220,400-224,400

^aAll costs are presented as estimates in constant 1982 dollars and do not reflect the possible effects of inflation.

^bIncludes operating costs for continuation of the existing county specialized transportation program based upon the 1982 operating budget and the use of passenger co-payments to offset total operating costs.

^cAssumes that operating costs for specialized transportation services provided under the county program and not replaced with the proposed general public transit service would be supported by passenger co-payments and funds obtained from social service agencies, the Walworth County 51.42 Board, and the State's specialized transportation assistance program for counties, thus requiring no expenditure of county funds for the specialized transportation program.

^dIncludes capital costs for the purchase of six replacement vehicles for the county specialized transportation program--five 15-passenger vans and one 15-passenger van equipped to carry only wheelchair-bound passengers--funded entirely with county funds.

^eIncludes capital costs for the purchase of two replacement vehicles for the county specialized transportation program--one 15-passenger van and one 15-passenger van equipped to carry only wheelchair-bound passengers--funded entirely with county funds.

^fIncludes capital costs for the purchase of three replacement vehicles for the county specialized transportation program--two 15-passenger vans and one 15-passenger van equipped to carry only wheelchair-bound passengers--funded entirely with county funds.

the advance-reservation transit service proposed under Subalternative 3B, Committee enthusiasm for the subalternative was tempered by the attendant high costs required for its implementation. Similarly, transit service alternatives proposing fixed route bus service were considered to be ineffective in meeting the transportation needs of the county population and as too costly for implementation. Committee interest, accordingly, focused on the effects of Subalternative 3A--expand eligibility for the existing county-sponsored transportation service--and on the countywide ride-sharing program proposed under Alternative 2. With regard to Subalternative 3A, it was noted that expansion of the user eligibility requirements for, and capacity of, the existing county-sponsored service would provide the general public of the County with a basic level of public transit service. It was also noted that through the promotion of ride-sharing activities within the County, it might be possible to overcome deficiencies associated with the limited service provided by the existing county-sponsored transportation service through the provision of the more personalized transportation services offered by carpooling and vanpooling.

RECOMMENDATION

Based upon the consideration and evaluation of the six proposed transit service alternatives, the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County unanimously recommended that Walworth County expand its current role in providing public transportation service to include the provision of a basic level of public transit service to the general public of the County. The Committee recommended that the provision of general public transit service be accomplished through the expansion of the eligibility requirements for use of the existing specialized transportation service provided by the Walworth County Department of Aging. Furthermore, the Committee recommended that the County establish a countywide ride-sharing program to promote ride-sharing activities within the County and provide the potential for personalized transportation service to those persons unable to make use of the recommended public transit service because of service limitations attendant to the existing county-sponsored transportation program. A more detailed description of the recommended transit services and the steps required for implementation is set forth in Chapter VII.

SUMMARY

This chapter has presented alternative courses of action for meeting the current need for public transportation within Walworth County. This need results from deficiencies in the current level of public transportation within the County, including the lack of an effective, cost-competitive alternative to the private automobile for travel throughout the County. There are two major reasons for examining the feasibility of correcting existing transit service deficiencies through the provision of improved public transit service. The first acknowledges a public responsibility to the captive users of public transportation who should be provided with some form of transportation capable of satisfying their basic travel needs. The second major reason recognizes the need of the general population for a viable alternative to the private automobile in light of the uncertain future regarding the cost and availability of motor fuel. Any consideration given to improving the level of transit service within the County should recognize the inability of fares to totally cover the costs of such services and the need for public financial assistance.

In order to fully evaluate the feasibility of providing improved public transit service in Walworth County, a number of alternative management structures and operational techniques for transit service were examined and evaluated. The management structures examined included: 1) county contract for transit services with an

existing transit operator; 2) county ownership of equipment and operation by service contract; and 3) county ownership of equipment and operation with public employees. Of the three alternative management structures considered, the third alternative was deemed most appropriate for the institution of transit service within the five-year time horizon of the study. This management structure recognizes the use of county personnel in the existing specialized transportation program, and would allow the County to take advantage of federal funding programs providing financial assistance for capital projects.

Six transit service alternatives representing four basic courses of action were developed and evaluated during the course of the study:

1. Maintain the status quo, and, in effect, do nothing to encourage or support improved countywide public transit service.
2. Promote countywide ride-sharing activities.
3. Provide advance-reservation public transit service by:
 - a. expanding the eligibility requirements for use of the existing county-sponsored specialized transportation service to include the general public.
 - b. replacing a portion of the existing county-sponsored specialized transportation service with a countywide advance-reservation general public transit service.
4. Provide fixed route public transit service by:
 - a. connecting all urban and rural community centers within the County with fixed route bus service.
 - b. connecting the major urban and rural communities within the County centers with fixed route bus service.

The status quo alternative represents a continuation of the existing level and utilization of transit service within the County and does not attempt to address the problems and deficiencies of the existing services. The consequences of implementing the status quo alternative would include continued restriction of the mobility of transit-dependent population groups and continued reliance on the automobile as the primary mode of travel within the County.

Under Alternative 2, a countywide ride-sharing program would be established to promote ride-sharing activities within the County. The primary tasks of the proposed ride-sharing program would be the dissemination of information on available carpooling and vanpooling programs, and the provision of carpool-matching services within the County. The program would also include media promotion of ride-sharing activities, and contact with major employers to encourage carpooling and vanpooling. Assuming establishment as a part of an existing county program with existing county staff, the costs entailed in establishing the proposed ride-sharing program should approximate \$3,500 per year.

Under Alternative 3, a publicly subsidized, advance-reservation public transit service would be established within the County to serve the general population. Two levels of advance-reservation transit service were considered under this alternative, with both levels providing service on a 24-hour, advance-reservation basis throughout the County.

The transit service proposed under Subalternative 3A was designed to provide a basic level of transit service to the general population of the County. Under this sub-alternative, the eligibility requirements for use of the existing county-sponsored specialized transportation program would be expanded to include the general public, and the passenger-carrying capacity of the existing service would be expanded through the addition of one vehicle to the vehicle fleet used in providing the transit service. It is assumed that the transit service would continue to be provided by the Walworth County Department of Aging to serve different communities or areas of the County on different days of the week. Complete transit coverage would be provided to all major generators and to 100 percent of the county population. Annual ridership would be expected to range from 73,200 to 75,600 one-way trips in 1983, and may be expected to increase by 1987, when it would range from 75,600 to 78,000 one-way trips. The annual local public funding requirement may be expected to range from \$93,350 to \$93,850, or about \$1.23 to \$1.28 per ride, in 1983, assuming the use of state specialized transportation assistance funds. By 1987, the local share of the public funding requirement may be expected to increase slightly, ranging from \$93,950 to \$94,550, or \$1.20 to \$1.25 per ride. This system would require the purchase of five 15-passenger vans, plus other operating equipment. The local share of the total capital project costs for this subalternative may be expected to approximate \$14,520.

The transit service proposed under Subalternative 3B was designed on the principle of providing the urban and rural areas of the County presently unserved by local public transportation with a general public transit service which could be utilized to satisfy the majority of the travel demands and trip purposes experienced on a daily basis by the general population. The proposed transit service would replace a portion of the specialized transportation service provided to the elderly county population. The transit service would be provided using five service areas within the County, and would accommodate travel within and between individual service areas. The transit service would be available in all areas Mondays through Fridays between the hours of 8:00 a.m. and 5:00 p.m. Transit service-area coverage would be identical to that proposed under Subalternative 3A. Annual ridership on the service would range from 68,400 to 75,600 one-way trips in 1983, and would be expected to increase by 1987, when it would range from 75,600 to 85,200 one-way trips. The local annual public funding requirement under this subalternative would be high, ranging from \$177,700 to \$183,100, or about \$2.35 to \$2.68 per ride, in 1983, and increasing to range from \$179,500 to \$186,700, or about \$2.11 to \$2.47 per ride, in 1987. The proposed transit service would require the purchase of seven 16-passenger minibuses plus other operating equipment. The local share of the total capital project costs for this subalternative would be about \$46,200.

Under Alternative 4, publicly subsidized transit service would be provided using fixed bus routes designed to connect the urban and rural community centers within the County. The transit service proposed under this alternative would primarily serve nonlocal intercommunity travel demands, although local travel on the fixed routes would not be restricted. It is also assumed that the existing county specialized transportation program, as well as other current specialized transportation programs, taxicab services, and intercity bus services within the County, would continue to be provided in addition to the proposed fixed route bus service. Two subalternatives were developed for providing this type of public transit service within the County.

Subalternative 4A was developed on the principle of providing all urban and community centers identified within the County with fixed route bus service, thereby serving the nonlocal intercommunity and, to some degree, local community travel demands identified in Chapter III of this report. The fixed route transit service proposed under this subalternative would consist of three lineal fixed bus routes connecting all urban and community centers within the County. Transit service on the two routes would be available Mondays through Fridays between the hours of 8:00 a.m. and

5:00 p.m., with three round trips per day provided between the communities served by each route. Transit service would be available to almost all major generators within the 12 community centers served by the proposed transit service, and to about 66 percent of the total county population. Annual ridership on the service may be expected to range from 4,800 to 7,200 one-way trips in 1983, and from 9,600 to 14,400 one-way trips in 1987. The local annual public funding requirement under this subalternative may be expected to range from \$128,800 to \$131,200, or about \$8.44 to \$13.17 per ride, in 1983, and from \$121,600 to \$126,400, or about \$8.44 to \$13.17 per ride, in 1987. The proposed transit service would require the purchase of four 14-passenger minibuses, plus other operating equipment. The local share of the total capital project costs for this subalternative would be about \$22,720.

Subalternative 4B was developed on the principle of providing public transit service within the major travel corridors identified within the County while primarily connecting the large, more densely developed urban community centers located in the southern one-half of the County. Under this subalternative, transit service would be provided over a single fixed bus route connecting 9 of the 12 urban and rural community centers within the County. Transit service on the single fixed route would be available two days per week between the hours of 8:00 a.m. and 5:00 p.m., with three round trips per day provided between the communities served by the route. Transit service would be available to almost all major generators within the five community centers served by the route and to about 41 percent of the total county population. Annual ridership on the proposed fixed route service would range from 1,000 to 1,400 one-way trips in 1983, and would increase by 1987, when it would range from 2,900 to 4,300 one-way trips. The local share of the annual public funding requirement under this subalternative may be expected to range from \$18,600 to \$19,000, or about \$13.28 to \$19.00 per ride, in 1983, and from \$15,700 to \$17,100, or about \$3.65 to \$5.89 per ride, in 1987. The transit service proposed under this subalternative would require the purchase of two 14-passenger minibuses, plus other operating equipment. The local share of the total capital project costs for this subalternative would be about \$11,120.

Upon review of the six transit service alternatives, the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County recognized the high level of public transit service provided under Subalternative 3B, expand eligibility for and level of existing county-sponsored transportation service, but rejected this alternative as too costly for implementation. Similarly, the Advisory Committee considered the transit service alternatives proposing fixed route bus services to be both ineffective in meeting the transportation needs of the total county population and too costly for implementation. The Advisory Committee thus recommended that the provision of general public transit service on a countywide basis be accomplished through the expansion of the eligibility requirements for use of the existing specialized transportation service provided by the Walworth County Department of Aging. In addition, the Advisory Committee recommended the establishment of a countywide ride-sharing program to provide those members of the population unable to use the recommended general public transportation service with the potential for personalized transportation service.

(This page intentionally left blank)

Chapter VII

RECOMMENDED COUNTYWIDE PUBLIC TRANSPORTATION SERVICES

INTRODUCTION

In the preceding chapter, six alternative means of providing public transit service within Walworth County were postulated. Based upon a comparative evaluation of these alternatives, the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County recommended the provision of general public transit service on a countywide basis through the expansion of the eligibility requirements for use of the existing specialized transportation service provided by the Walworth County Department of Aging to include the general public. In addition, the Advisory Committee recommended the establishment of a countywide ride-sharing program to provide those members of the population unable to use the recommended general public transportation service with the potential for personalized transportation service. The recommended plan for the provision of countywide public transportation services in Walworth County developed in accordance with the Committee recommendations thus consists of two elements: 1) a countywide general public transit service; and 2) a countywide ride-sharing program. The elements of the recommended plan, along with the steps required for implementation, are described in the following sections of this chapter.

COUNTYWIDE GENERAL PUBLIC TRANSIT SERVICE

The first element of the recommended plan for the provision of public transportation services in Walworth County calls for the provision of a publicly subsidized, advance-reservation transportation service to provide a basic level of general public transit service to the general population of the County. It is recommended that this general public transit service be provided through the existing specialized transportation program administered by the Walworth County Department of Aging and serving the elderly, the handicapped, and the clientele of social service agencies within the County. Specifically, it is recommended that the eligibility requirements for the specialized transportation service provided to the elderly be expanded to include the general public. As noted in Chapter VI of this report, the expansion of the eligibility for this service was made possible by statutory changes authorized by the 1981 State Budget Act. As a consequence of these changes, counties providing specialized elderly/handicapped transportation services supported by state funds are allowed to serve the general public on a space-available basis, provided that priority is still given to elderly and handicapped patrons.

Operating Characteristics

No changes are recommended in the general operating characteristics of the existing county specialized transportation program. It is recommended that countywide general public transit service be provided in conjunction with the specialized transportation service provided to the elderly under the existing county program, which utilizes small vans scheduled to serve different areas of the County on different days of the week. A reservation at least 24 hours in advance of the time service is needed may have to be imposed to assure that all service requests can be filled in an orderly and efficient manner. The proposed transit service would be offered Mondays through Fridays between the hours of 8:00 a.m. and 5:00 p.m. The recommended fares for the expanded transit service are \$1.00 per day for elderly and handicapped users and \$2.00 per day for the general public, expressed in constant 1982 dollars.

The Walworth County Department of Aging utilizes five vans to provide the specialized transportation service to elderly county residents. Because of the relatively heavy demand for transportation services provided under the county specialized transportation program and the shared scheduling of available vehicles among the transportation services provided to accommodate the current demand, the existing County programs could only accommodate the general public on current vehicle schedules. To enable the County to give priority to current users of the specialized transportation program and still provide a useful level of transit service to the general public, it is recommended that one additional vehicle be placed into full-time service in the county program to provide needed additional capacity.

While accommodating the service requests of the general public, the County program will still be required to provide priority to the scheduling of service requests made by elderly and handicapped persons. In those instances when general public service requests cannot be scheduled because of the service requests of elderly and handicapped persons, it is recommended that the general public be notified of the need to reschedule or cancel the service request. The recommended transit service would be made available to all potential users only for travel within the area or community served on a particular day. Trips between service areas would not be served by the transit service.

The recommended transit service provided through expansion of the eligibility requirements of the existing county program to include the general public would provide a basic level of public transportation service to the general population of the County. The transit service would provide complete service-area coverage of all residential areas within the County. Public transportation service of a limited nature would be offered to the entire resident county population, including all elderly and handicapped population concentrations and the major concentrations of zero- and one-automobile households within the County. All major trip generators would be served by the transit service. The availability of the proposed service would probably limit consideration of the service for all but essential nonwork-purpose travel. However, implementation of the companion recommendation to promote ride-sharing services for travel within the County should provide the general public with the potential for personalized transportation services for work-related travel.

Ridership Forecasts

Because of the expanded eligibility requirements, ridership on the recommended transit service may be expected to increase modestly over the ridership of about 5,800 one-way trips per month under the existing county program. During 1983, ridership on the expanded county program may be expected to range from 6,100 to 6,300 one-way trips per month, or from 73,200 to 75,600 one-way trips annually. By 1987, ridership on the proposed transit service may be expected to increase further to from 6,300 to 6,500 one-way trips per month, or from 75,600 to 78,000 one-way trips annually. Vehicle hours of service would remain constant over the planning period at about 23,000 hours per year, while vehicle miles of service would be expected to increase slightly each year in response to projected ridership demand--from about 407,000 miles in 1983 to about 411,000 miles in 1987. Based on projected ridership increases, vehicle productivity may be expected to increase from about 3.2 to 3.3 passengers per hour in 1983 to about 3.3 to 3.4 passengers per hour by 1987.

Capital Projects

Implementation of the recommended transit service would require the acquisition of four 15-passenger vans to replace vehicles owned and operated by the County in providing the elderly specialized transportation service, and one 15-passenger van to add needed extra capacity to the county specialized transportation program to enable it to accommodate the general public--a total of five vehicles. One additional mobile radio unit would also be required for the one new vehicle. It is recommended that the

additional vehicle be acquired for operation by late 1983 or early 1984, and that replacements for the existing county vehicles be acquired over the five-year planning period as county funds for their purchase can be programmed.

Capital Project and Operating Costs

The capital expenditures required for implementation of the first element of the recommended plan are presented in Table 23 in Chapter VI. The total capital investment required for the recommended transit service over the five-year planning period is estimated at \$72,600. Assuming public purchase of the operating equipment by the County using funds available under the federal Section 18 transit assistance program, \$58,080, or 80 percent of the total project costs, would represent the maximum federal share, and \$14,520, or 20 percent of the total project costs, would represent the minimum county share. It should be noted that estimates of all capital costs are expressed in constant 1982 dollars, and were derived using current average industry costs. When design specifications for the needed equipment are determined, it is possible that the costs may be somewhat higher or lower than estimated. It is recommended that a Section 18 capital grant application be prepared as soon as possible to expedite the purchase in 1983 of the additional vehicle recommended for the county vehicle fleet used in providing the specialized transportation service. Based upon the time required for completion of the grant process prescribed under the federal Section 18 program, and the time required for delivery of new vehicles, it is estimated that new vehicles could not be placed in operation until late 1983 or early 1984.

Total operating deficits for the recommended transit service, as expressed in constant 1982 dollars, may be expected to increase slightly over the planning period as a result of increases in vehicle miles traveled, and, consequently, increases in total operating costs, which may be expected in response to ridership demands. The operating deficit per ride may be expected to decline over the planning period, however--ranging between \$1.77 and \$1.83 per ride in 1983 and between \$1.72 and \$1.78 per ride in 1987. Assuming the use of state funds available under the State's financial aid program to counties for elderly and handicapped transportation, the county share of the public funding requirement in 1983 may be expected to range from \$93,350 to \$93,850, or about \$1.23 to \$1.28 per ride. By 1987, the county share of the public funding requirement may be expected to increase slightly, ranging from \$93,950 to \$94,550, or about \$1.20 to \$1.25 per ride. In comparison, the county share of the 1982 budget for the current county program is about \$87,200, or about \$1.25 per ride, based upon current ridership levels of 5,800 one-way trips per month. Information on forecast ridership, operating costs, system deficits, and public subsidy requirements for the recommended transit service is set forth in Table 24 in Chapter VI.

Financial Commitment

A commitment of funds to acquire the necessary operating equipment for the proposed countywide transit service and to subsidize a portion of the annual costs of its operation will be required. There are two major sources of funds which can be drawn upon to reduce the local financial commitment required for the implementation and subsequent annual operation of the proposed transit system: the Wisconsin Department of Transportation and the U. S. Department of Transportation, Federal Highway Administration. It is recommended that transit assistance funds available under the various programs offered by these governmental agencies be sought to offset a portion of the capital project and annual public subsidy expenditures required for the operation of the recommended service. In particular, it is recommended that the County continue to utilize funds available under the State's financial aid program to counties for elderly and handicapped transportation to subsidize a portion of the annual operating costs of the county specialized transportation program. Continued

eligibility of the expanded county program for these funds should be assured as long as the County utilizes the program to provide public transportation to the general public on a space-available basis only, and gives priority to serving trip requests made by elderly and handicapped persons. It is also recommended that federal funds available for capital equipment purchases under the Section 18 funding program be utilized to purchase the necessary operating equipment. Equipment purchased with these funds can be used only in the operation of public transit services which are open to the general public. Consequently, the county specialized transportation service must be available for use by the general public and remain available for use by the general public as long as vehicles purchased with these federal funds are used to provide the service. The distribution of the estimated annual financial commitment among federal, state, and local funding sources is set forth in Table 34.

The costs shown in Table 34 are presented in constant 1982 dollars and, as such, do not account for any changes in expenditures which might occur as a result of the effects of general price inflation. While inflation may be expected to occur based upon recent trends in the economy, the unpredictable nature of this factor makes it difficult, if not impossible, to accurately predict its effects upon the costs of implementation of the recommended transit service. Inflation may be expected to most significantly affect the costs incurred in the annual operation of the transit service and, therefore, have the greatest effect on the operating deficit and subsequent local public funding requirements. One action which could be considered to adjust for the effects of inflation would be to increase the transit user fares, over the five-year planning period, in proportion to the rate of inflation. Such increases should not significantly affect the level of transit ridership.

In light of the above discussion and in recognition of the need of public officials to be kept informed for budget purposes of possible increases in the costs of publicly supported programs, estimates of annual operating costs, revenues, operating deficits, and public funding requirements were prepared for the recommended county-wide transit service based on the operating characteristics indicated in Table 24 in Chapter VI but assuming an annual increase in operating costs of 10 percent due to the effects of inflation, and assuming a corresponding increase in revenues. These estimates are shown in Table 35. Based upon these assumptions and anticipated funding levels for Walworth County under the State's financial aid program to counties for elderly and handicapped transportation, the level of local public funding commitment required for operation of the service during 1983 would be expected to increase slightly over the current 1982 budget level of \$87,200, or about \$1.25 per ride. Significant increases in the local public funding requirement could be expected for the years 1984 through 1987. However, it should be noted that the increases indicated in the table for these years are the result of the inability to predict the level of state funds available to Walworth County beyond calendar year 1983. Should the State continue to increase appropriations for the elderly and handicapped transportation program in the years succeeding 1983, the county share of the public funding requirement would be reduced accordingly.

COUNTYWIDE RIDE-SHARING PROGRAM

The second element in the recommended plan for the provision of transportation services in Walworth County is the promotion of countywide ride-sharing activities. Ride-sharing in carpools or vanpools, along with improved public transit service, represents one means of coping with the rising costs of private transportation. Ride-sharing is important not only because of its energy conservation and pollution benefits, but because it provides a good means of getting workers to and from their places of employment as an adjunct to other special social service and general public transportation programs. In light of the inability of the recommended countywide

Table 34

DISTRIBUTION OF EXPENDITURES FOR THE RECOMMENDED COUNTYWIDE
PUBLIC TRANSIT SERVICE BY FUNDING SOURCE: 1983 THROUGH 1987

Time Element	Capital Expenditures ^a			Operating Expenditures ^a			Total Expenditures ^a			
	Federal Share ^b	Local Share	Total	State Share ^c	Local Share	Total	Federal Share ^b	State Share ^c	Local Share	Total
Five-Year Total....	\$58,100	\$14,500	\$72,600	\$201,750	\$468,250-471,050	\$670,000-676,800	\$58,100	\$201,750	\$482,750-485,550	\$742,600-745,400
Average Annual.....	\$11,600	\$ 2,900	\$14,500	\$ 40,350	\$93,650-94,200	\$134,000-134,550	\$11,600	\$ 40,350	\$96,550-97,100	\$148,500-149,050

^a All costs are presented in constant 1982 dollars and do not consider the possible effects of inflation.

^b Assumes maximum 80 percent federal funding under the federal Section 18 funding program.

^c Assumes funding under the state program of financial assistance to counties for elderly and handicapped transportation at anticipated 1982 levels.

Source: SEWRPC.

Table 35

**OPERATING COSTS, REVENUES, DEFICITS, AND PUBLIC FUNDING
REQUIREMENTS OF THE RECOMMENDED COUNTYWIDE TRANSIT
SERVICE WITH ASSUMED EFFECTS OF INFLATION**

Characteristic ^a	Year				
	1983	1984	1985	1986	1987
Operating Cost					
Per Year.....	\$226,200	\$248,800	\$273,700	\$301,000	\$331,100
Per Ride.....	\$2.99-3.09	\$3.27-3.37	\$3.56-3.68	\$3.89-4.01	\$4.24-4.38
Revenue					
Per Year					
Passenger Fares.....	\$16,900-17,400	\$17,000-17,600	\$25,700-26,500	\$25,900-26,700	\$26,100-26,900
Other ^b	\$59,900	\$65,900	\$72,500	\$79,800	\$87,800
Total	\$76,800-77,300	\$82,900-83,500	\$98,200-99,000	\$105,700-106,500	\$113,900-114,700
Percent of Operating Cost.....	34.0-34.2	33.3-33.6	35.9-36.2	35.1-35.4	34.4-34.6
Operating Deficit					
Per Year.....	\$148,900-149,400	\$165,300-165,900	\$174,700-175,500	\$194,500-195,300	\$216,400-217,200
Per Ride.....	\$1.97-2.04	\$2.17-2.25	\$2.27-2.36	\$2.51-2.60	\$2.77-2.87
Public Funding Requirement					
State ^c	\$46,400	\$46,400	\$46,400	\$46,400	\$46,400
Local.....	\$102,500-103,000	\$118,900-119,500	\$128,300-129,100	\$148,100-148,900	\$170,000-170,800
Total	\$148,900-149,400	\$165,300-165,900	\$174,700-175,500	\$194,500-195,300	\$216,400-217,200
Local Cost per Ride.....	\$1.36-1.41	\$1.56-1.62	\$1.67-1.74	\$1.91-1.99	\$2.18-2.26

^a The information provided in this table is based on the following assumptions:

1. Anticipated Ridership Composition (percent)

Elderly, handicapped.....	75
Nonelderly, nonhandicapped.....	5
Other agency clientele.....	20

2. Fare (per day)

	1983-1984	1985-1987
Elderly, handicapped.....	\$1.00	\$1.50
Nonelderly, nonhandicapped.....	\$2.00	\$3.00
Other agency clientele.....	\$ --	\$ --

3. All costs were developed based on 1982 budget costs and assume an annual increase of 10 percent.

^b Assumes funds contributed by the Walworth County 51.42 Board for the transportation of agency clientele will increase over the 1982 budgeted level by 10 percent per year.

^c Assumes state funding under the elderly and handicapped transportation assistance program for counties at funding levels anticipated for 1983 based on total funds appropriated for the program in the 1981 State Budget Act, and assumes that appropriations for this program for the years 1984 through 1987 will be sufficient to fund, at a minimum, the anticipated 1983 funding level for the County.

public transit service as provided by the county specialized transportation program to fully serve all travel in the county, including work-related travel, the Inter-governmental Coordinating and Advisory Committee on Public Transportation in Walworth County recommended supplementing this service through the promotion of ride-sharing activities within the County.

Recommended Ride-Sharing Promotional Activities

The promotion of ride-sharing activities in Walworth County should focus on two specific areas: the dissemination of information on carpool and vanpool programs to county residents and employers; and the provision of carpool-matching services to potential carpoolers within the County. To perform these activities, it is recommended that Walworth County cooperate with existing ride-sharing programs, wherever possible, to utilize existing resources and minimize duplication of services. In this respect, requests by interested groups for vanpooling information would be referred to the Wisconsin Department of Transportation. Requests for carpool-matching services for trips with origins in Walworth County would be the responsibility of the proposed county ride-sharing program. It is recommended that the proposed county ride-sharing program focus on both regular daily work-purpose trips and trips of a more infrequent nature, such as weekly shopping trips and trips for personal business or social-recreational purposes.

It is recommended that the proposed ride-sharing program be operated in a manner similar to the Milwaukee County carpool promotion program. As the first step in the operation of the proposed ride-sharing program, the County should disseminate information announcing the availability of the ride-sharing program, and the purpose of the program, to all potential user groups. To promote this program, it is recommended that the County undertake a modest campaign on a continuing basis, which would include media advertising and announcements and contact with potential user groups, including major employers within the County. To aid in this process, it is recommended that Walworth County prepare a list of industrial, commercial, governmental, and other employers within the County.

As the second step in the operation of the proposed county ride-sharing program, the County, through the program, should establish a system for matching individual carpool service requests with similar requests by geographic area, and for supplying individuals participating in the program with the names of individuals representing potential carpool matches. It would be the responsibility of the program participant to contact the individuals supplied to him by the program to make carpooling arrangements. It would also be the responsibility of each program participant to check the limits of his personal insurance as it pertains to participation in carpooling activities.

Manpower Requirements and Administration

The initiation of the recommended ride-sharing program would require a modest work effort centered primarily upon establishment of the organization of, and promotional activities for, the first step of the program and upon the gathering of employer data from existing sources. Following these activities, work efforts would be centered upon the dissemination of information and the provision of matching services for ride-sharing requests. It is envisioned that these work efforts would not be sufficient to justify the full-time attention of a county employee and could be incorporated into an existing department program. Rather than expand the current county staff, it is recommended that the County review the duties of existing county personnel to determine where the duties attendant to the program can be appropriately assigned. In light of past efforts of the Walworth County Department of Aging at providing transportation service and its current role as a major provider of transportation service within the County, the County may wish to assign the duties associated with the operation and administration of the ride-sharing program to the Department of Aging to be operated as part of the coordinated transportation program which it administers.

If established in this manner, the annual costs of the proposed ride-sharing program would approximate \$3,500. Included in this figure are the costs of part-time staff, program materials, and office overhead. The costs entailed in implementing this program may be funded entirely by the County, entirely by the industries, schools, and other organizations served, or by a combination of funds obtained from both public and private sources.

PLAN IMPLEMENTATION

Recommendations for the provision of a countywide general public transit service and the promotion of ride-sharing activities have been described in the previous sections of this chapter. Together, these recommendations constitute a plan for the provision of countywide public transportation services in Walworth County. In a practical sense, however, the plan is not complete until all steps required for implementation have been specified. Full implementation of the recommended plan will be dependent upon the coordinated action of four agencies of government: the Walworth County Board of Supervisors; the Southeastern Wisconsin Regional Planning Commission; the Wisconsin Department of Transportation; and the U. S. Department of Transportation, Federal Highway Administration. These four public bodies have vital roles in providing the necessary endorsement, operations, and financial support required to achieve plan implementation.

In addition to steps outlined in previous sections of this chapter, implementation of the recommendations of the transit feasibility study will require the successful completion of following activities:

1. The submission of the recommendations of the transit service plan to the residents of Walworth County for informational and public review purposes.
2. The adoption or endorsement of the recommendations of the transit service plan by the four agencies of government identified above.
3. The preparation of applications for state and federal funds.

Community Review and Comment

Before the recommendations of the transit service plan are implemented, it is recommended that they be presented to the general population of the County and to the existing public transportation providers within the County in order to obtain public reaction and comment on the proposed services. To successfully complete this step, it is recommended that a public hearing on the plan recommendations be held by the County at a centralized location such as the Walworth County Courthouse. In lieu of a single public hearing, a series of public informational meetings could be held at several locations in the County within major service areas of the county specialized transportation program. Significant comments received at the public hearing or at the public informational meetings should be reviewed for their impact upon the plan recommendations. Where justified, modifications to the plan recommendations should be made prior to their implementation.

Plan Adoption and Endorsement

The second step in the plan implementation process is the adoption or endorsement of the recommendations of the transit service plan by those public bodies or agencies that will have a role in the operation or financial support of the proposed public transportation services or coordination efforts. Adoption or endorsement of the plan recommendations by the appropriate governmental bodies helps to ensure a common understanding among governmental agencies and to enable the staffs of these agencies to program the projects and funding necessary for service implementation.

The following plan adoption or endorsement actions are accordingly recommended:

1. That the Walworth County Board of Supervisors formally adopt the recommendations of the transit service plan--as those recommendations may be amended following further hearing thereon--as a guide to the provision of countywide public transportation services within Walworth County. A model resolution for adoption of the study recommendations is contained in Appendix B.
2. That the Wisconsin Department of Transportation endorse the recommendations of the transit service plan and utilize those recommendations as a guide in the programming, administration, and granting of state specialized transit assistance funds and federal Section 18 transit assistance funds for Walworth County.
3. That the U. S. Department of Transportation, Federal Highway Administration, endorse the recommendations of the transit service plan and utilize those recommendations as a guide in the programming, administration, and granting of federal Section 18 funds for Walworth County.
4. That the Southeastern Wisconsin Regional Planning Commission endorse the recommendations of the transit service plan through the inclusion, at the request of Walworth County, of recommended projects in the annual program of projects included in the transportation improvement program for the Southeastern Wisconsin Region.

Preparation of Applications for Transit Assistance Funds

The third step in the implementation of the study recommendations is the preparation of applications for state and federal transit assistance funds for the recommended countywide public transportation service as provided by the county specialized transportation program. Specifically, applications must be prepared for state specialized transit assistance funds available under the State's elderly and handicapped transit assistance program to support the operation of the county program, and for federal transit assistance funds available under the Section 18 funding program to support the purchase of replacement vehicles for the county program.

Before an application for state specialized transit assistance funds can be prepared, a 1983 operating budget must be prepared for the county program. As a change in the level of transit services has been recommended for the county program--the operation of one additional vehicle by the program--some increase in current costs due to increases in available service should be expected. As previously noted within this report, the state specialized transit assistance funds available under the State's elderly and handicapped transportation assistance program are currently being utilized to support a significant portion of the operating costs of the county program. Consequently, applications for state funds available under this program have been prepared in the past for the county program. The County should, therefore, be familiar with the procedure required to complete the application. Applications for state funds available under this program for calendar year 1983 must be completed and submitted by December 1, 1982, to the Wisconsin Department of Transportation.

The Wisconsin Department of Transportation administers the federal Section 18 transit assistance program in Wisconsin for the U. S. Department of Transportation, Federal Highway Administration. Applications for Section 18 capital assistance funds must be completed and submitted to the Wisconsin Department of Transportation by December 1 of the year immediately preceding the year for which federal funds are requested. In light of the time required to prepare a grant for Section 18 capital assistance funds, it is recommended that applications for Section 18 federal funds in partial

support of the costs to be incurred in acquiring one additional vehicle for the fleet currently used in providing the specialized elderly transportation service be made in 1982 for the 1983 funding cycle, and that application for Section 18 funds in partial support of the costs to be incurred in replacing the remaining vehicles currently used in providing the service be made over the five-year planning period as required county matching funds become available and can be programmed.

SUMMARY

This chapter has set forth recommendations for the best means of providing countywide public transportation services in Walworth County. The recommended plan for the provision of countywide public transportation services was developed in accordance with the recommendations of the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County, and consists of two elements: 1) a countywide public transportation service; and 2) a countywide ride-sharing program.

The first element of the recommended plan calls for the provision of a publicly subsidized, advance-reservation transportation service to provide a basic level of general public transit service to the general population of the County. This service is recommended to be provided by the existing specialized transportation program administered by the Walworth County Department of Aging through the expansion of the eligibility requirements for use of this service to include the general public. Aside from expanded user eligibility, no changes in the general operating characteristics of the county program are recommended. The recommended transit service would be provided in conjunction with the specialized transportation service provided to the elderly within the County serving different areas of the County on different days of the week. In order to provide a useful level of public transportation service to the general public while giving priority to the service requests of current program participants, it is recommended that one additional vehicle be placed into full-time service in the county program to provide needed additional capacity.

Annual ridership on the recommended transit service may be expected to range from 73,200 to 75,600 one-way trips in 1983, and may be expected to increase by 1987 to from 75,600 to 78,000 one-way trips. Total operating deficits for the transit service, as expressed in constant 1982 dollars, may be expected to increase slightly over the five-year planning period owing to slight increases in the service provided, and to range from \$133,700 to \$134,200, or from about \$1.77 to \$1.83 per ride, in 1983, and from \$134,300 to \$134,900, or from about \$1.72 to \$1.78 per ride, in 1987. Accordingly, the local public funding requirement may be expected to increase slightly over the planning period, ranging from \$93,350 to \$93,850, or about \$1.23 to \$1.28 per ride, in 1983, and from \$93,950 to \$94,550, or about \$1.20 to \$1.25 per ride, in 1987. The average annual financial commitment required for operation of the proposed transit service over the five-year period may be expected to range from \$134,000 to \$134,600, of which from \$93,650 to \$94,200 would represent the average annual county cost.

Capital projects required for full implementation of the proposed transit service would include the purchase of four 15-passenger vans to replace the vehicles currently owned and operated by the County in providing the specialized transportation service and one 15-passenger van to add additional capacity to the county specialized transportation program. It is recommended that the County utilize federal Section 18 funds to purchase the vehicles. The total capital project costs, as expressed in constant 1982 dollars, are estimated at \$72,600, of which \$58,080, or 80 percent, would represent the maximum federal share, and \$14,520, or 20 percent, would

represent the minimum county share. The average annual financial commitment required for capital projects over the five-year planning period would be about \$14,500, of which about \$2,900 would represent the average annual county cost.

In light of the inability of the recommended countywide public transportation service as provided by the county specialized transportation program to fully serve all travel in the County, particularly work-related travel, the second element of the recommended plan calls for the promotion of countywide ride-sharing activities. The promotion of ride-sharing activities in Walworth County would focus on two specific areas: the dissemination of information on carpool and vanpool programs to county residents and employers; and the provision of carpool-matching services to potential carpools within the County. As the first step in the promotion of ride-sharing activities within the County, Walworth County would concentrate on promoting such activities for predominantly work-purpose travel through the dissemination of information on both carpooling and vanpooling to major employers within the County. As a second step in the promotion of ride-sharing, Walworth County would provide carpool-matching services for persons interested in participating in the county ride-sharing program. Rather than expanding the current county staff, it is recommended that the County review the duties of existing county personnel to determine where the duties attendant to the program could be assigned. In this respect, the County may wish to assign the duties associated with the operation and administration of the ride-sharing program to the Walworth County Department of Aging.

There are three basic steps involved in the implementation of the recommendations of the transit service plan. The first step requires Walworth County to seek community comment on the plan recommendations. It is recommended that the County schedule a public hearing or a series of public informational meetings to fulfill this step. Significant comments received from the public and from existing transit service providers should be reviewed for their impact upon plan recommendations, and changes to the initial recommendations should be made as warranted.

The second step required for implementation of the recommended plan is the adoption or endorsement of the transit service plan by the public bodies and agencies providing operational or financial support. It is recommended that the Walworth County Board of Supervisors adopt the recommendations of the transit service plan--as amended based upon the results of the public hearings--as a guide to the provision of countywide general public transportation service in the County. It is recommended that the Wisconsin Department of Transportation endorse the recommendations of the transit service plan as a guide in the programming, administration, and granting of state-specialized transit assistance funds and federal Section 18 transit assistance funds for Walworth County. It is recommended that the U. S. Department of Transportation, Federal Highway Administration, endorse the recommendations of the transit service plan as a guide in the programming, administration, and granting of Section 18 transit assistance funds for Walworth County. It is recommended that the Southeastern Wisconsin Regional Planning Commission endorse the recommendations of the transit service plan through the inclusion, at the request of Walworth County, of recommended projects in the annual program of projects contained within the transportation improvement program for the Southeastern Wisconsin Region.

The third step required for implementation of the recommendations of the transit service plan is the preparation of applications for transit financial assistance for the recommended countywide general public transportation service as provided by the county specialized transportation program. Walworth County must prepare an operating budget for calendar year 1983 and, based upon this budget, prepare an application for state elderly and handicapped transit assistance funds and submit the application to the Wisconsin Department of Transportation by December 1, 1982. It is recommended

that federal Section 18 funds be applied for in support of the costs that will be incurred in the acquisition of replacement and additional vehicles for the fleet currently owned by the County and used to provide the specialized transportation service. Federal Section 18 funds should be applied for in 1982 for the 1983 funding cycle to acquire the additional vehicle recommended for the current county program, and in subsequent years to replace the vehicles currently used in providing the elderly specialized transportation service. Applications for federal Section 18 transit assistance funds in support of these projects must be submitted to the Wisconsin Department of Transportation by December 1 of the year immediately preceding the year for which funds are requested.

Chapter VIII

SUMMARY

INTRODUCTION

In response to the passage of the Surface Transportation Act of 1978, which provides federal aid for operating and capital assistance projects for public transportation in rural and small urban areas, and to discussions by the Walworth County Transportation Coordinating Committee concerning inquiries about establishing a countywide public transit service in Walworth County, the Walworth County Board of Supervisors formally requested the Southeastern Wisconsin Regional Planning Commission to undertake a study to determine the feasibility of providing general public transit service in Walworth County. Of interest to the Committee was the possibility of reducing the need for specialized transportation services by providing a general public transportation service not aimed at any specific subgroup of the general population. To advise and assist the Commission staff in the conduct of this requested study, an Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County was created. The Advisory Committee, working with the Commission staff, developed the recommendations presented in this report for providing public transportation service in Walworth County.

This public transit service plan is intended to provide a sound basis for addressing three significant transit-related public policy questions: 1) Is an improved level of public transit service warranted in Walworth County?; 2) If so, should the County provide it?; and 3) In what form can such improved service best be provided? The transit service plan is thus intended to provide guidance in addressing such public policy issues as the ownership, management, service level, fares, and operating policies of public transit service in Walworth County. In this respect, the study examined the extent to which existing specialized transportation services could be incorporated into, or supplanted with, a general public transportation service in the County. The plan is also intended to support applications for transit capital and operating assistance funds available from state and federal sources.

The recommendations of the transit service plan are based upon a careful analysis of the need for public transit service within Walworth County; of the existing level of public transit service within the County; of the existing and probable future demand for travel in the County; and of alternative courses of action which could be taken in order to meet the identified need. The recommendations resulting from these analyses were directed toward the provision of an adequate level of basic public transportation service to the general county population in a cost-effective manner. This chapter briefly summarizes the salient findings and recommendations of the plan.

CHARACTERISTICS OF THE STUDY AREA

The study area considered in this report is Walworth County. Located in the south portion of the Southeastern Wisconsin Planning Region, Walworth County has a total area of 576 square miles. Twenty-seven general-purpose units of government exist within the County. In 1980, the total resident population of the County, as determined by the U. S. Bureau of the Census, was about 71,500 persons. Of this total, nearly 36,100, or about 50 percent, resided within the 11 incorporated cities and villages located within the County.

Historically, major centers of urban development within the County, such as the City of Whitewater, were located along major transportation routes and along rivers where power for early industrial and commercial activities could be supplied, with urban growth occurring in a concentric pattern outward from these historic centers of urban activity. With the increased use of the private automobile for transportation after World War II, particularly between 1950 and 1970, much new residential development occurred that was strongly influenced by the location of the recreational resources of the County and by the proximity of those resources to both the Milwaukee and Chicago metropolitan areas. More recent urban growth within the County, such as that experienced by the Towns of Bloomfield, East Troy, and Lyons, has thus occurred in a highly diffused pattern of development often referred to as "urban sprawl." However, despite recent rapid areawide urbanization, over 90 percent of the total land area of Walworth County is still in agricultural or other open, rural land uses.

Six segments of the resident population were identified as requiring special attention in any transit planning effort because, historically, members of these groups have had less accessibility to the automobile and, consequently, have had to rely more heavily on public transportation for mobility. These groups include the elderly, the handicapped, low-income families, racial and ethnic minorities, school-age children, and households with lower than average automobile availability. Since detailed data on these groups from the 1980 U. S. Census are not available, and since the cost of conducting special surveys on these groups would be prohibitive, the 1970 U. S. Census was the primary data source used for the study, supplemented to the extent possible with more current information.

In 1970, low-income families comprised about 10 percent of the total resident population of the County; minorities comprised about 2 percent; and students--school-age children in the 10- to 19-year age group--about 11 percent. Based upon data gathered as part of the Commission's 1972 inventory of travel, about 11 percent of the households in Walworth County do not have an automobile available for use, with an additional 40 percent of the households within the County having only one automobile available for use. Above-average concentrations of these zero- and one-automobile households were located in all of the incorporated cities and villages within the County, with the exception of the Village of Fontana on Geneva Lake, and within the Town of Bloomfield. Based on 1975 estimates derived from secondary source materials, about 5 percent of the population of Walworth County is transportation handicapped. Countywide estimates of the 1980 elderly population prepared by the Wisconsin Department of Administration indicate that about 11,900 individuals, or about 17 percent of the total 1980 resident county population, are 60 years of age or older. In addition to the transit-dependent subgroups of the population, the major trip generators in the study area--including employment centers, shopping centers, educational institutions, public institutions, medical facilities, and certain recreational areas--were identified for consideration in the development of public transit service because they have the potential to attract a relatively large number of transit trips. Concentration of special population groups and a majority of the major trip generators identified within the County were found to be located within or in the immediate area surrounding the major community centers of Delavan, Elkhorn, Lake Geneva, and Whitewater.

The total person travel characteristics compiled by the Regional Planning Commission for 1980 indicated that approximately 185,400 person trips originated within Walworth County on an average weekday, and that about 168,300, or 91 percent, were made within Walworth County. The City of Lake Geneva attracted the highest proportion of trips made within Walworth County, while external to the County the greatest attractor of trips was the City of Burlington in Racine County. Home-based work trips to destinations inside Walworth County accounted for approximately 88 percent of the total work trips that originated within the County. Significant portions of these home-based

work trips were made to the Cities of Delavan, Elkhorn, and Lake Geneva. The greatest attractor of home-based shopping trips within the County was the City of Lake Geneva, with 3,900 trips. Trip destinations for home-based other trips within the County were concentrated in areas containing medical facilities, business offices, and social-recreational sites. Approximately 94 percent of the total school-based trips originating within Walworth County were made within the County. Most of these trips were destined for the middle and senior high schools located within the County.

TRANSIT SERVICE

Although it currently lacks a public transit system which can serve the entire county population, Walworth County is not without some transit service. Existing transit services provided within the County consist of specialized transportation services to certain population groups, local taxicab service, and intercity bus service. Specialized transportation is provided as both fixed and nonfixed route, special carrier service to students, the elderly, handicapped individuals, and clients of several social agencies residing within the County. Local taxicab services and intercity bus service are the only public transportation services available to the general public.

Specifically, fixed route, special carrier bus service is provided to more than 9,000 students by the 16 school districts having jurisdiction within Walworth County, and to about 75 individuals per day by Vocational Industries, Inc., which also provides nonfixed route, special carrier transportation services to its clients primarily for social-recreational purposes. Nonfixed route, special carrier transportation services are also provided by several other public and private social service agencies, including the Christian League for the Handicapped, which provides transportation as needed for about 75 residents of the facility it manages, making about 40 one-way trips per month; the Fairhaven Corporation, which provides door-to-door transportation service to about 25 elderly handicapped persons, making about 400 one-way trips per month within the City of Whitewater; and the University of Wisconsin-Whitewater, which provides door-to-door transportation service primarily in the campus vicinity to about 50 university students and personnel having mobility handicaps, making about 2,600 one-way trips per month. The major public agency provider of nonfixed route, special carrier transportation service within the County is the Walworth County Department of Aging, which administers a coordinated specialized transportation service program serving the elderly and handicapped county population and the clients of several public and private social service agencies and organizations. The Department of Aging currently provides transportation to about 600 individuals making about 5,800 one-way trips per month.

Local taxicab service is provided in the Walworth County community of the City of Lake Geneva by a private taxicab company, the Geneva Lakes Taxi Service, Inc. While licensed to operate within the City of Lake Geneva, the taxicab company provides service primarily within the southeast one-quarter of the County, serving about 15 persons per day who make about 700 one-way trips per month. Interregional bus service is provided by three private intercity bus companies having stops within the County--Greyhound Lines, Inc., Wisconsin Coach Lines, Inc., and Peoria-Rockford Bus Company--which provide limited daily bus service to communities both within and outside the County.

Several deficiencies exist in the current level of public transit service provided within the County. Specialized transportation services to priority population groups provide some degree of mobility to these groups, but often restrict the level and extent of usage through advance-reservation requirements or user eligibility requirements, or through service area and scheduling limitations. While taxicab and intercity bus services do provide a significant portion of the general public in the

County with local and long-distance transportation services, not all communities within the County are served by these services. Local taxicab services, while providing local transportation to residents of the City of Lake Geneva and, to some degree, the surrounding areas of the County, charge higher fares for long-distance service to other areas of the County, which can result in high travel costs and discourage consideration of the taxi mode as a public transportation alternative for this type of travel within the County. Intercity bus service, while serving longer trips at a reasonable cost to the user, can be inconvenient and time-consuming to use because of the limited amount of service offered in the County and long intervals between scheduled trips.

LEGAL CONSIDERATIONS

Pertinent legislation and regulations existing at the federal, state, and local levels were identified as they apply to the potential provision of financial assistance for general and specialized transportation service, and as they apply to transit organization and operation. The federal government is an important potential source of financial assistance for general and specialized public transit services through four major programs administered by the U. S. Department of Transportation. The Urban Mass Transportation Administration (UMTA) and the Federal Highway Administration (FHWA) administer programs made available under the Urban Mass Transportation Act of 1964, as amended, through the Wisconsin Department of Transportation. The UMTA Section 16 transit assistance program provides financial assistance for the purchase of vehicles and equipment to private nonprofit agencies or corporations which provide specialized transportation to elderly and handicapped individuals. The FHWA Section 18 transit assistance program, which represents the primary source of federal funds available to Walworth County for rural transportation for the general public, provides operating, capital, and planning assistance for rural public transit projects. Federal financial assistance is also available for specialized transportation under two social service programs administered in Wisconsin by the Wisconsin Department of Health and Social Services. Title I of the Federal Rehabilitation Act of 1973 authorizes federal assistance for state and local programs designed to restore and develop skills and work habits needed by handicapped persons to obtain jobs in the competitive market. Title III of the Older Americans Act of 1965, as amended, authorizes federal assistance for state and local programs designed to foster the development of services for older persons to enable them to live with maximum independence in the home of their choice. Both programs allow the use of financial assistance to support specialized transportation services which aid in attaining other program goals. Numerous regulations must be met before an application for funds under these federal programs can be approved.

The Wisconsin Statutes provide several programs for financing transportation services. The Wisconsin Department of Transportation administers programs providing financial assistance for both general and specialized transportation, including: an urban transit operating assistance program authorized under Section 85.20 of the Wisconsin Statutes, which provides operating assistance to communities with populations of more than 5,000 persons supporting general public transit systems; a specialized transportation assistance program authorized under Section 85.21 of the Wisconsin Statutes, which provides financial assistance to counties for elderly and handicapped transportation projects; a specialized transportation assistance program authorized under Section 85.22 of the Wisconsin Statutes which, together with funds available through the UMTA Section 16(b)(2) program, provides capital assistance to private nonprofit organizations providing specialized transportation services; and a program for distributing FHWA Section 18 funds to applicants within the State authorized under Section 85.23 of the Wisconsin Statutes. The Wisconsin Department of

Health and Social Services administers a program under the state Grants-In-Aid Program which provides for financial assistance for human service projects, which can include transportation.

The Wisconsin Statutes also provide several organizational alternatives to municipalities and counties for the operation of public transit services. For municipalities, these alternatives include: contract for services with a private operator; public ownership and operation as a municipal utility; and public ownership and operation by a single municipal or joint municipal transit commission. For counties, these alternatives include: county contract for services with a private operator; county ownership and operation by an existing or new county department; and county ownership and operation through a single county or joint county transit commission.

The Wisconsin Statutes provide for the regulation of common motor carriers by the Wisconsin Transportation Commission except those operators receiving state urban transit operating assistance funds. The Wisconsin Department of Transportation regulates those operators exempted from regulation by the Wisconsin Transportation Commission.

Local legislation in Walworth County pertaining to transit service is limited to similar municipal ordinances in the City of Lake Geneva and the City of Whitewater. The ordinances prescribe requirements for the licensing of taxicab companies and drivers, but contain no restrictions on the type of taxicab service to be provided.

ALTERNATIVE PUBLIC TRANSIT SERVICES

Based upon the inventory of the study area, the Advisory Committee considered two major reasons for examining the feasibility of providing improved public transit service within Walworth County. The first acknowledges a public responsibility to the captive users of public transportation who should be provided with a level of transit service capable of satisfying their basic travel needs. The second recognizes the growing need of the general population for a viable alternative to the private automobile in light of uncertainties regarding the cost and continued availability of motor fuel. Any consideration given to improving the level of transit service within the County must, however, recognize the inability of fares to totally cover the costs of such services and, therefore, the need for financial assistance from the public sector.

In order to fully evaluate the feasibility of providing improved public transit service in Walworth County, a number of alternative management structures and operational techniques for transit service were examined and evaluated. The management structures examined included: 1) county contract for transit services with an existing transit operator; 2) county ownership of equipment and operation by service contract; and 3) county ownership of equipment and operation with public employees. Of the three alternative management structures considered, the third alternative was deemed by the Advisory Committee to be the most appropriate for the provision of general public transit service in Walworth County. This management structure envisions the use of county personnel of the existing county-sponsored specialized transportation program, and would allow the County to take advantage of federal funding programs providing financial assistance for transit capital projects.

Six transit service alternatives representing four basic courses of action were developed and evaluated during the course of the study:

1. Maintain the status quo and, in effect, do nothing to provide improved county-wide public transit service;

2. Promote countywide ride-sharing activities;
3. Provide advance-reservation transit service by:
 - a. expanding the eligibility requirements for use of the existing county-sponsored specialized transportation program to include the general public.
 - b. replacing a portion of the existing county-sponsored specialized transportation program with a countywide advance-reservation general public transit service.
4. Provide fixed route public transit service by:
 - a. connecting all urban and rural community centers within the County with fixed route bus service.
 - b. connecting the major urban and rural community centers within the County with fixed route bus service.

Alternative 1--Status Quo

The status quo alternative represents a continuation of both the present level and utilization of transit service within the County and the public financial commitment for transit service within the County, and does not attempt to address the problems and deficiencies of the existing services. The consequences of implementing the status quo alternative would include continued restriction of the mobility of transit-dependent population groups and continued reliance on the automobile as the primary mode of travel within the County.

Alternative 2--Ride-Sharing

Under Alternative 2, a countywide ride-sharing program would be established to promote ride-sharing activities within the County. The primary tasks of the proposed ride-sharing program would be the dissemination of information on available carpooling and vanpooling programs, and the provision of carpool-matching services within the County. The program would also include media promotion of ride-sharing activities, and contact with major employers to encourage carpooling and vanpooling. Assuming establishment as part of an existing county program, the costs entailed in establishing the proposed ride-sharing program would be approximately \$3,500 per year. These costs could be obtained through either public or private funding sources.

Alternative 3--Advance-Reservation Public Transit Service

Under Alternative 3, a publicly subsidized, advance-reservation transit service would be established within the County to serve the general population. Two subalternatives representing different levels of advance-reservation transit service were considered under this alternative, with both levels providing service on a 24-hour, advance-reservation basis throughout the County.

The transit service proposed under Subalternative 3A was designed to provide a basic level of transit service to the general population of the County. Under this sub-alternative, the eligibility requirements for the existing County-sponsored specialized transportation program administered by the Walworth County Department of Aging would be expanded to include the general public. Specifically, a door-to-door transit service would be provided in conjunction with the specialized transportation service provided to the elderly under the program on different days of the week to different areas or communities within the County. To accommodate the general public, one additional vehicle would be acquired and put into full-time operation under the county program. Transit service would be available within the County on Mondays through Fridays between the hours of 8:00 a.m. and 5:00 p.m. Fares on the transit

service would remain at \$1.00 per day for elderly or handicapped persons, and would be established at \$2.00 per day for the general public. Transit service coverage would be provided by this service to all major generators and to 100 percent of the county population. Annual ridership on the county program would range from 73,200 to 75,600 one-way trips in 1983, and would increase by 1987, when it would range from 75,600 to 78,000 one-way trips.

The total operating deficits for this service, as expressed in constant 1982 dollars, may be expected to increase slightly over the planning period, ranging from \$133,700 to \$134,200, or about \$1.77 to \$1.83 per ride, in 1983, and from \$134,300 to \$134,900, or about \$1.72 to \$1.78 per ride, in 1987. The local share of the annual public funding requirement may be expected to range from \$93,350 to \$93,850, or about \$1.23 to \$1.28 per ride, in 1983, assuming the use of state specialized transit assistance funds. By 1987, the total local share of the public funding requirement may be expected to increase slightly, ranging from \$93,950 to \$94,550, or \$1.20 to \$1.25 per ride. The total average annual financial commitment required for operation of the service over the five-year planning period may be expected to range from about \$134,000 to \$134,600. The average annual county share of this amount may be expected to range from about \$93,650 to \$94,200.

This service would require the purchase of five 15-passenger vans, plus additional operating equipment. The total capital project cost for this service would be about \$72,600, of which \$58,100, or 80 percent, would represent the maximum federal share, and \$14,500, or 20 percent, would represent the minimum local share. The average annual financial commitment required for capital projects would be about \$14,500, of which about \$2,900 would represent the average annual county share.

The transit service proposed under Subalternative 3B was designed on the principle of providing the urban and rural areas of the County presently unserved by local public transportation with a general public transit service which could be utilized to satisfy the majority of the travel demands and trip purposes experienced on a daily basis by the general population. The proposed transit service would replace a portion of the specialized transportation service provided under the existing county program. The transit service would be provided in five service areas and would accommodate travel within and between individual service areas. The transit service would be available in all areas Mondays through Fridays between the hours of 8:00 a.m. and 5:00 p.m. Fares for the proposed transit service would be established at \$0.50 per one-way trip for elderly or handicapped persons and \$1.50 per one-way trip for the general public. Transit service-area coverage would be identical to that proposed under Subalternative 3A. Annual ridership on the service would range from 68,400 to 75,600 one-way trips in 1983, and would increase by 1987, when it would range from 75,600 to 86,200 one-way trips.

Total operating deficits for the proposed transit service, as expressed in constant 1982 dollars, would be high, and would be expected to remain at about the same level over the planning period, ranging from \$177,700 to \$183,100, or about \$2.35 to \$2.68 per ride, in 1983, and from \$179,500 to \$186,700, or about \$2.11 to \$2.47 per ride, in 1987. The County would be responsible for the total operating deficit for the proposed service. The total average annual financial commitment required for operation of this service over the five-year planning period would range from \$178,800 to \$185,300.

This system would require the purchase of seven 16-passenger minibuses, plus additional operating equipment. The total capital project cost for this system would be about \$231,000, of which about \$184,800, or 80 percent, would represent the maximum federal share, and about \$46,200, or 20 percent, would represent the minimum local share. The average annual financial commitment required for capital projects would be about \$46,200, of which about \$9,200 would represent the average annual county share.

Alternative 4--Fixed Route Public Transportation Service

Under Alternative 4, publicly subsidized transit service would be provided using fixed bus routes designed to connect the urban and rural community centers within the County. The transit service proposed under this alternative would primarily serve nonlocal intercommunity travel demands, although local travel on the fixed routes would not be restricted. It is also assumed that the existing county-sponsored specialized transportation program, as well as other existing specialized transportation programs, taxicab services, and intercity bus services within the County, will continue to be provided, at additional costs to those for the proposed fixed route bus service. Two subalternatives were developed for providing this type of public transit service within the County.

Subalternative 4A was developed on the principle of providing all urban and rural community centers identified within the County with fixed route bus service, thereby serving the nonlocal intercommunity and, to some degree, the local community travel demands identified in Chapter III of this report. The fixed route transit service proposed under this subalternative would consist of three lineal fixed bus routes connecting all 12 urban and rural community centers within the County. Transit service on the two routes would be available Mondays through Fridays between the hours of 8:00 a.m. and 5:00 p.m., with three round trips per day provided between the communities served by each route. Fares for the proposed transit service would vary with the length of the trip, with elderly or handicapped patrons and the general public charged \$0.50 and \$1.00, respectively, per one-way trip for short-distance trips, and \$0.75 and \$1.50, respectively, per one-way trip for long-distance trips. Transit service would be available to almost all major generators within the 12 community centers served by the proposed transit service, and to about 66 percent of total county population. Annual ridership on the proposed fixed route service would range from 4,800 to 7,200 one-way trips in 1983, and would increase by 1987, when it would range from 9,600 to 14,400 one-way trips.

Total operating deficits under the proposed three-route system, as expressed in constant 1982 dollars, may be expected to decrease over the planning period with the growth of transit ridership, ranging from \$128,800 to \$131,200, or about \$17.89 to \$27.33 per ride, in 1983, and from \$121,600 to \$126,400, or about \$8.44 to \$13.17 per ride, in 1987. The County would be responsible for the total operating deficit for the proposed service. The total average annual financial commitment required for operation of the proposed transit service over the five-year planning period would range from \$124,400 to \$128,300.

The proposed fixed route transit service would require the purchase of four 14-passenger minibuses, plus additional operating equipment. The total capital project costs for this subalternative would be about \$113,600, of which about \$90,900, or 80 percent, would represent the maximum federal share, and about \$22,700, or 20 percent, would represent the minimum local share. The average annual financial commitment required for capital projects would be about \$22,700, of which about \$4,500 would represent the average annual county share.

Subalternative 4B was developed on the principle of providing public transit service within the major travel corridors identified within the County while primarily connecting the larger or more densely developed urban community centers located in the southern one-half of the County. Under this subalternative, transit service would be provided over a single fixed bus route connecting 9 of the 12 urban and rural community centers within the County. Transit service on the single fixed route would be available between the hours of 8:00 a.m. and 5:00 p.m. two days per week, with three round trips per day provided between the communities served by the route. As noted for Subalternative 4A, fares for the proposed transit service would vary with

the distance traveled, with elderly or handicapped persons and the general public charged \$0.50 and \$1.00, respectively, per one-way trip for short-distance trips, and \$0.75 and \$1.50, respectively, per one-way trip for long-distance trips. Transit service would be available to almost all major generators within the 9 community centers served by the route, and to about 41 percent of the total county population. Annual ridership on the proposed fixed route service would range from 1,000 to 1,400 one-way trips in 1983, and would increase by 1987, when it would range from 2,900 to 4,300 one-way trips.

As under Subalternative 4A, total operating deficits for the transit service proposed under Subalternative 4B, as expressed in constant 1982 dollars, would decrease with the growth of ridership over the planning period, ranging from \$18,600 to \$19,000, or about \$13.28 to \$19.00 per ride, in 1983, and from \$15,700 to \$17,100, or about \$3.65 to \$5.89 per ride, in 1987. The County would be responsible for the total operating deficit for the proposed service. The total average annual financial commitment required for operation of the proposed transit service over the five-year planning period would range from \$17,100 to \$18,100.

The proposed transit service would require the purchase of two 14-passenger mini-buses, plus additional operating equipment. The total capital project costs for this subalternative would be about \$55,600, of which about \$44,500, or 80 percent, would represent the maximum federal share, and \$11,100, or 20 percent, would represent the minimum local share. The average annual financial commitment required for capital projects would be about \$11,100, of which about \$2,200 would represent the county share.

Evaluation of Alternatives

Based upon careful review of the six transit service alternatives, the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County recognized the advantages of the high level of public transit service provided under Subalternative 3B, but rejected this alternative as too costly. Similarly, the Advisory Committee considered the transit service alternatives proposing fixed route bus services to be both ineffective in meeting the transportation needs of the total county population and too costly. Accordingly, the Advisory Committee recommended that the provision of general public transit service on a countywide basis be accomplished through the expansion of the eligibility requirements for use of the existing elderly specialized transportation service provided by the county-sponsored specialized transportation program to include the general public. In addition, the Advisory Committee recommended the establishment of a countywide ride-sharing program to provide those members of the population unable to use the recommended general public transportation service with the potential for personalized transportation service.

THE RECOMMENDED PLAN

The recommended plan for the provision of countywide public transportation services consists of two elements: 1) a countywide public transportation service; and 2) a countywide ride-sharing program.

Countywide General Public Transportation Service

The first element of the recommended plan calls for the provision of a publicly subsidized, demand-responsive transportation service to serve the general population of the County. This service is recommended to be provided by the county-sponsored specialized transportation program administered by the Walworth County Department of Aging through the expansion of the eligibility requirements for use of the elderly specialized transportation service to include the general public. Aside from expanded

user eligibility, no changes in the general operating characteristics of the transit service currently provided by the county program are recommended. The recommended transit service would be provided in conjunction with the specialized transportation service provided to the elderly in different areas or communities of the County on different days of the week. Fares for the recommended transit service would be established at \$1.00 per day for elderly and handicapped users, and \$2.00 per day for the general public. To accommodate the general public and still give priority to elderly and handicapped trip requests, one additional vehicle would be acquired and placed into full-time operation in the county program to provide needed additional capacity.

The recommended transit service would provide a basic level of public transportation service to the general population of the County. Public transit service of a limited nature would be provided to the entire resident county population, serving all major trip generators and transit-dependent population concentrations identified within the County. Annual ridership on the County program may be expected to range from 73,200 to 75,600 one-way trips in 1983, and to increase by 1987 to from 75,600 to 78,000 one-way trips. Total operating deficits for the transit service, as expressed in constant 1982 dollars, may be expected to increase slightly over the five-year planning period owing to increases in the service provided, and may be expected to range from \$133,700 to \$134,200, or from about \$1.77 to \$1.83 per ride, in 1983, and from \$134,300 to \$134,900, or from about \$1.72 to \$1.78 per ride, in 1987. Accordingly, the local public funding requirement may be expected to increase slightly over the planning period, ranging from \$93,350 to \$93,850, or about \$1.23 to \$1.28 per ride, in 1983, and from \$93,950 to \$94,550, or about \$1.20 to \$1.25 per ride, in 1987. The average annual financial commitment required for operation of the proposed transit service over the five-year planning period may be expected to range from \$134,000 to \$134,600, of which from \$93,650 to \$94,200 would represent the average annual county cost.

Capital projects required for full implementation of the proposed transit service would include the purchase of four 15-passenger vans to replace vehicles currently owned by the County and used to provide the specialized elderly transportation service, and one 15-passenger van to expand the current county fleet and add additional capacity to the program. Federal Section 18 funds could be utilized to purchase the vehicles. The total capital project costs, as expressed in constant 1982 dollars, are estimated at \$72,600, of which \$58,100, or 80 percent, would represent the maximum federal share, and about \$14,500, or 20 percent, would represent the minimum county share. The average annual financial commitment required for capital projects over the five-year planning period would be about \$14,500, of which about \$2,900 would represent the average annual county cost.

It should be noted that the above costs are presented in terms of constant 1982 dollars, and, as such, do not account for any changes in expenditures which might occur as a result of the effects of general price inflation. Inflation could be expected to most significantly affect the costs incurred in the annual operation of the transit service and, therefore, have the greatest effect on the operating deficit and subsequent local public funding requirements. To reflect the effects of general price inflation, transit user fares should be increased over the five-year planning period. If related to the rate of general price inflation, such increases should not significantly affect utilization.

A commitment of funds to acquire the necessary operating equipment for the proposed countywide service and to subsidize a portion of the annual costs of its operation will be required. It is recommended that transit assistance funds available under the various programs offered by governmental agencies be sought to offset a portion of the capital project and annual public subsidy expenditures required for the operation

of the recommended countywide public transit service. In particular, it is recommended that the County continue to utilize funds available under the State's financial aid program to counties for elderly and handicapped transportation to subsidize a portion of the annual operating cost of the county program. It is also recommended that federal funds available for capital equipment purchases under the Section 18 funding program be utilized to purchase the operating equipment necessary to implement the recommended countywide public transit service.

Countywide Ride-Sharing Program

In light of the inability of the recommended countywide public transportation service as provided by the county-sponsored specialized transportation program to fully serve all travel in the County, including work-purpose travel, the second element of the recommended plan calls for the promotion of countywide ride-sharing activities. Ride-sharing activities in Walworth County would focus on two specific areas: the dissemination of information on carpool and vanpool programs to county residents and employers; and the provision of carpool-matching services to potential carpools within the County.

To promote ride-sharing activities within Walworth County, the County would undertake a modest promotional campaign to disseminate information on both carpooling and vanpooling to potential user groups, including major employers within the County, and to solicit requests for ride-sharing services. Requests for vanpooling information would be referred to the Wisconsin Department of Transportation. In order to handle requests for carpooling information or carpool-matching services for trips with origins in Walworth County, the County would establish a system for supplying program participants with the names of potential carpool matches. It is recommended that consideration be given to assigning the duties associated with this program to the Walworth County Department of Aging. The costs of this program would approximate \$3,500 per year. The costs entailed in implementing this program could be funded entirely by the County or by a combination of funds obtained from the County and from the industries, schools, and other organizations served.

Implementation

There are three basic steps involved in the implementation of the recommendations of the transit service plan. The first step requires Walworth County to seek community review and comment on the study recommendations. It is recommended that the County schedule a series of public informational meetings and a formal public hearing to fulfill this step. Comments received from the public and existing transit service providers should be carefully considered, and the initial plan recommendations modified as warranted based upon the public reaction.

The second step required for implementation of the recommended system is the adoption or endorsement of the transit service plan by the public bodies and agencies providing operational or financial support. It is recommended that the Walworth County Board of Supervisors adopt the recommendations of the transit service plan as a guide to the provision of countywide general public transportation service in the County. It is recommended that the Wisconsin Department of Transportation endorse the recommendations of the transit service plan as a guide for the programming, administration, and granting of state specialized transit assistance funds and federal Section 18 transit assistance funds in Walworth County. It is recommended that the U. S. Department of Transportation, Federal Highway Administration, endorse the recommendations of the transit service plan as a guide for the programming, administration, and granting of Section 18 transit assistance funds for Walworth County. It is recommended that the Southeastern Wisconsin Regional Planning Commission endorse the recommendations of the transit service plan through the inclusion, at the request of Walworth County, of recommended projects in the annual program of projects contained within the transportation improvement program for the Southeastern Wisconsin Region.

The third step required for implementation of the recommendations of the transit service plan is the preparation of applications for transit financial assistance for the recommended countywide general public transportation service as provided by the county-sponsored specialized transportation program. Walworth County should prepare an operating budget for calendar year 1983 and, based upon this budget, prepare an application for state elderly and handicapped transit assistance funds and submit the application to the Wisconsin Department of Transportation by December 1, 1982. It is recommended that federal Section 18 funds be applied for in support of the costs that will be incurred in the acquisition of replacement and additional vehicles recommended for the countywide public transit service. Federal Section 18 funds should be applied for in 1982 for the 1983 funding cycle to acquire the one additional vehicle for the county program, and in subsequent years over the five-year planning period to replace the remaining vehicles currently used in providing the specialized transportation service. Applications for federal Section 18 transit assistance funds in support of these projects must be submitted to the Wisconsin Department of Transportation by December 1 of the year immediately preceding the year for which funds are requested.

CONCLUSION

A transit service plan has been prepared to determine the feasibility of providing countywide transit services to the general public in predominately rural Walworth County. The analysis of public transit options available to the County indicated that to fully serve the travel demands of the total resident county population, a substantial commitment of county financial resources for the provision of new and expansive public transit services would be required. The commitment of such resources in a time of severe fiscal problems was considered unpractical. Rather than initiate new services, the plan recommends concentrating the limited available resources and capabilities on modest improvements to the existing county specialized transportation program to enable the program to accommodate the general public. Implementation of the recommendations of the transit service plan would provide county residents with a basic level of public transit service while assuring an effective use of limited public financial resources.

APPENDICES

(This page intentionally left blank)

Appendix A

INTERGOVERNMENTAL COORDINATING AND ADVISORY COMMITTEE ON PUBLIC TRANSPORTATION IN WALWORTH COUNTY

Ernst L. Klopstein.....	Supervisor, Walworth County Board Chairman
Franklin Stoneburner.....	Director, Walworth County Vice-Chairman Department of Aging
Arnold Ackley.....	Alderman, City of Lake Geneva
Oliver W. Flemming.....	Supervisor, Walworth County
Helena M. Gavin.....	Director, Walworth County Nutrition Program
Mary Jane Paschke.....	Coordinator, Day Treatment, Lakeland Counseling Center
William T. Pratt.....	Administrator, Lakeland Nursing Home and Farm
Quinn C. Smet.....	City Manager, City of Whitewater
Brian N. Wexler.....	Supervisor II, Walworth County Department of Social Services
Thomas A. Winkel.....	Chief Planning and Community Assistance Engineer, Wisconsin Department of Transportation

Mr. Albert A. Beck, Senior Planner, SEWRPC, although not a member of the Committee, served as its Secretary.

(This page intentionally left blank)

Appendix B

A SUGGESTED MODEL RESOLUTION FOR ADOPTION OF THE PUBLIC TRANSPORTATION SERVICE PLAN FOR WALWORTH COUNTY

WHEREAS, the Walworth County Board of Supervisors did formally request the Southeastern Wisconsin Regional Planning Commission on December 9, 1980, to conduct a study which would examine the feasibility of providing a countywide general public transit service in Walworth County and the extent to which such a transit service could reduce the need for specialized transportation services within the County; and

WHEREAS, an Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County was established in August 1981, including representatives of the Walworth County Board of Supervisors and social service agencies and state and local units of government providing public transportation services or financial support for such services in Walworth County, to advise and assist in the conduct of the desired transit feasibility study; and

WHEREAS, under the guidance of the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County, all planning work required to accomplish the study has been completed, resulting in the publication of SEWRPC Community Assistance Planning Report No. 65, A Public Transportation Service Plan for Walworth County, dated January 1982; and

WHEREAS, the recommendations contained in said report concerning countywide public transportation service and countywide ride-sharing promotion actions have been unanimously endorsed by the Intergovernmental Coordinating and Advisory Committee on Public Transportation in Walworth County on January 12, 1982.

NOW, THEREFORE, BE IT RESOLVED that the Walworth County Board of Supervisors, on the _____ day of _____, 1982, hereby adopts the recommendations of the transit service plan for Walworth County, as set forth in SEWRPC Community Assistance Planning Report No. 65, as a guide to the provision and coordination of public transportation services in Walworth County.

BE IT FURTHER RESOLVED, that the County Clerk transmit a certified copy of this resolution to the Southeastern Wisconsin Regional Planning Commission and the Secretary of the Wisconsin Department of Transportation.

Chairman, Walworth County
Board of Supervisors

ATTESTATION:

Walworth County Clerk