Introduction to the Racine County Public Transit Plan

The purpose of this effort is to prepare a short-range, 5-year plan for public transit in Racine County. The plan will include advisory recommendations for transit service for both the City of Racine and Racine County through 2017.

The following display boards present three sets of transit service improvement alternatives:

- A preliminary recommended alternative for the City’s Belle Urban System (BUS).
- Three transit service alternatives that could be considered by Racine County.
- Four alternatives for improving transit service between Racine County and surrounding counties.

Comments and questions regarding these alternatives are highly encouraged. Following consideration and incorporation of comments, a final short-range plan will be prepared with recommendations for transit service improvements.

Who is preparing the plan?

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is developing the plan in a joint effort with Racine County and the City of Racine. SEWRPC staff works with staff from the BUS, the Racine County Department of Human Services, and the Racine County Department of Planning and Development.
Racine County Transit Plan Workgroup

The Racine County Public Transit Plan is being developed under the guidance of a Workgroup formed specifically for this study.

- Representatives invited to participate in the Workgroup from all units of government in Racine County and a wide variety of agencies and populations with an interest in transportation in the County.
- The Workgroup has approved the transit service improvement alternatives being presented for public comment at this meeting.
- The Workgroup will propose to Racine County and the City of Racine a recommended public transit plan for the next five years for their consideration.

Agencies and Organizations Invited to Participate in Workgroup

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<tr>
<th>Transit Service Providers</th>
<th>Other Government</th>
<th>Business Organizations</th>
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<td>Greater Union Grove Area</td>
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<td>Racine County Opportunity Center</td>
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<td>Racine Hispanic Business and Professionals Organization</td>
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<td>Union Grove High School District</td>
<td>Racine Interfaith Coalition</td>
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<td>Urban League of Racine and Kenosha</td>
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The BUS operates 8 regular bus routes (shown on Map 1), several peak-hour routes, and paratransit service for persons with disabilities that are unable to use the regular BUS routes.

- Service hours for regular routes
  - Weekdays: 5:10 a.m. to 10:10 p.m.
  - Saturdays: 5:40 a.m. to 6:40 p.m.
  - Sundays: 9:40 a.m. to 6:40 p.m.

- Service frequency
  - Every 30 min. during weekday peak periods.
  - Every 30 to 60 min. during weekday off-peak periods/weekends.

- Fares
  - Adult cash fare (ages 18-64): $2.00
  - Youth fare (ages 6-17): $1.50
  - Seniors and disabled persons: $1.00

- Dial-A-Ride Transport (DART)
  - Operated by the BUS, DART provides door-to-door service to persons with disabilities who are prevented from using fixed route bus service.
  - Fulfills Federal mandate for providing paratransit service within 3/4 mile of fixed-route service.
  - Available during same hours as fixed-route service.
  - Fare: $3.00
Map 1
Existing Belle Urban System Routes

Source: City of Racine Department of Transportation and SEWRPC.
Belle Urban System
Challenges and Issues

The City’s geography poses a significant challenge to designing the BUS.

- **Uneven development pattern**: Downtown Racine is located north and east of the City’s geographic center. Over the years, new development has spread south and west, influenced by the Root River.

- Difficult to design bus routes with near-equal lengths between the downtown transit center (TC) and the routes’ outlying endpoints.

- Current “pulse” schedule system implemented in 2002 was designed so most routes run on 90-min. round-trip schedules: 15 min. from the TC to the northern endpoint and 15 min. back to the TC; then 30 min. from the TC to the southern endpoint and 30 min. back to the TC. This results in several issues:
  - **Confusing midday schedule**: Between 9:30 a.m. and 3:00 p.m., the bus routes alternate between 30- and 60-min. service frequencies.
  - **Long layover times on evenings/weekends**: During evenings/weekends, the routes’ 90-min. round-trip schedules are stretched to 120 min., with buses waiting over 20 min. at route endpoints on many routes.

- Other issues were identified in an evaluation of the system and through public comments, including:
  - Circular design of Route 86 makes travel to some destinations on that route very inconvenient.
  - Some routes need to be updated to more efficiently serve existing residential and commercial development.
Belle Urban System
Preliminary Recommended Alternative

Map 2 shows the proposed BUS routes under the Workgroup's preliminary recommended alternative for the City of Racine.

- Alternative system is “financially-constrained”, keeping the local share of annual operating assistance at about $1.52 to $1.65 million.
- Proposed changes would make the BUS more efficient by combining and realigning poor-performing routes.
  - Resulting in a more understandable midday schedule and significantly reduced layover times during evenings and weekends.

PROPOSED CHANGES TO BUS ROUTES

- Primary changes to route alignments include (note: legs of Route Nos. 1 through 5 are labeled based on whether they are north or south of the TC):
  - Remove Route 1N loop on South St., Charles St., and Carlton Dr., and modify the route to serve Horlick High School and Rapids Plaza.
  - Modify Route 3N to serve St. Mary's hospital.
  - Modify Route 4N to serve downtown.
  - Convert Route 86 from one-way loop to two-way out-and-back route (Route 6).
  - Establish a southwest transfer point at Regency Mall for transfers between Routes 4S, 6, 7, and 27.

- Route lengths would be equalized so each regular route takes 30 min. to get from the TC to its endpoint, then 30 min. back to the TC.
  - This allows more uniform service frequencies: every 30 min. during peak periods and every 60 min. during off-peak periods/weekends (note: Route 6 would be an exception, running every 60 min. all day).
  - Buses on all routes would meet at the TC so passengers would not need to wait to transfer to another route.

- Alternative system does not include changes to Route 27 because it was recently changed (fall 2012). BUS staff intends to monitor route's performance and decide whether to change or expand the route (for example, by adding Saturday service).
Map 2
Belle Urban System Routes Under the Preliminary Recommended Alternative

Source: City of Racine Department of Transportation and SEWRPC.
Belle Urban System
Preliminary Recommended Alternative

PERFORMANCE MEASURES AND COSTS

Overall, the transit system's annual revenue hours would be slightly reduced:

- Existing system: 81,200 annual revenue hours (2012 budget)
- Alternative system: 77,000 annual revenue hours (2013 through 2017)

Ridership is assumed to modestly increase by 1% per year:

- Existing system: 1.06 million revenue passengers (2012 budget)
- Alternative system: 1.11 million revenue passengers (by 2017)

Compared to continuing with existing service levels, the alternative system would save about $340,000 in total operating costs and $150,000 in required local operating assistance in its first full year.

CAPITAL NEEDS

The alternative system does not require any additional capital investment over the existing system. Over the 5-year planning period, the following significant capital investments are planned:

- Maintain its existing fleet of 35 heavy-duty buses by replacing 14 buses in 2013, three buses in 2016, and three buses in 2017.
- Replace seven existing paratransit buses (in service since 2009) with new paratransit buses.
- Lease/purchase land at Regency Mall for a small transfer facility.
- Make various repairs, renovations, and upgrades to BUS facilities.

Over the 5 years, 80% of these capital costs could be funded by a total of about $8.8 million in Federal funds, with the City of Racine providing a local share of $2.2 million.
Belle Urban System
Preliminary Recommended Alternative

OPTIONS IF OPERATING FUNDING LEVELS CHANGE

The preliminary recommended alternative was developed assuming a relatively flat total operating budget for the system, keeping local funding at about the year 2012 funding level. However, funding levels could change during the next five years.

Should additional funding become available, the map to the right shows some improvements the City could consider beyond the proposed changes in the alternative system.

>> An increase of about $1.0 million in net operating assistance would be needed to implement all options.

Should the City need to decrease local funding for the system, here are some service reductions (and a fare increase) that the City could consider:

- Eliminate Route 25N/25S on Saturdays
- Eliminate Route 1S after 6:30 p.m. on weeknights
- Eliminate Route 1S on Saturdays and/or Sundays
- Increase cash fares by $0.25 (12.5%).

>> Savings of about $400,000 in net operating assistance for all options.

In the case of a severe funding shortfall, all or selected regular routes that would run every 30 min. during peak periods could be cut back to run every 60 min. all day.

- If all routes are cut back to 60 min. service frequencies all day, total operating assistance would be reduced by about $720,000 in the first year, with local assistance reduced by about $240,000.
Racine County
Transportation Services

The Racine County Human Services Department currently provides the following transportation services:

- **Demand-response transportation**
  - Door-to-door, advance reservation
  - Eligibility: seniors and persons with disabilities outside the City’s DART paratransit service area, and seniors within the DART service area.
  - Service hours: weekdays from 5:30 a.m. to 6:00 p.m.
  - Fare: $2.50 per one-way trip

- **Shuttling People Around Racine County (SPARC) program**
  - Flexible route (can deviate a short distance off the route)
    in the Burlington area.
  - Eligibility: designed for seniors, but no formal eligibility restrictions.
  - Service hours: weekdays from 9:00 a.m. to 3:00 p.m.
  - Fare: $2 per one-way trip ($3 round-trip; $5 for a day pass)

The County contracts with First Transit to operate the demand-response service and with Kenson Enterprises to operate the SPARC program.

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<th>Demand-Response</th>
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Three potential ways to better coordinate and expand access to existing transportation services were developed under Alternative 1 (County could choose to implement any or all):

- **Sub-alternative 1A: Expand eligibility of County demand-response service**
  - West of IH 94, eligibility for the County's demand-response service—currently limited to seniors and disabled persons—would be expanded to anyone who receives assistance from County agencies (except Medicaid non-emergency transportation).
  - Ridership would more than double, requiring significantly more service hours and resulting in **total annual operating expenses increasing by 2.5 times** by 2017.
  - Service would not be eligible for Federal and State transit operating funds, so higher levels of State Section 85.21 and County funding would be needed.

- **Sub-alternative 1B: Combined City/County paratransit service**
  - East of IH 94, the City DART paratransit and County demand-response services would be combined into a single service for seniors and disabled persons, with service hours mirroring those of the BUS fixed-route service.
  - If City DART paratransit operates service (may also be possible for County to operate), **DART's higher unit operating costs would likely negate any ridership increases and efficiencies** gained by having only one operator. There is also a potential for local and County funding to increase if demand increases significantly.
  - An additional seven DART paratransit vehicles would need to be purchased to serve demand.
  - As this would be a very complex task, a **first step may be to establish an integrated call center**, providing a single point of contact for information on both existing services.

- **Sub-alternative 1C: County shuttle service operated as public transit**
  - Existing County SPARC shuttle service would be continued, refined as needed (by modifying or dropping routes, or trying new routes), and operated as public transit.
  - If operated as public transit, the shuttle service would qualify for Federal and State transit operating funds, limiting the County share of total operating expenses and allowing the County to set aside some State Section 85.21 funding to purchase vehicles. This eligibility would require the purchase and use of vehicles that are accessible to disabled persons.

<table>
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<th>Year 2017 Estimates</th>
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<th>Sub-Alt. 1B</th>
<th>Sub-Alt. 1C</th>
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Racine County Transit Alternatives - Alternative 2 (Public Shared-Ride Taxi)

This option would replace the County's demand-response service—currently limited to seniors and disabled persons—with a shared-ride taxi program that anyone could use.

- **WHAT IS SHARED-RIDE TAXI?**
  Shared-ride taxi is a curb-to-curb or door-to-door transit service open to the general public. Shared-ride taxi is usually provided using small vehicles, such as automobiles, vans, or small buses. As the term indicates, passengers share a vehicle for at least part of their trip. Dispatch handles service requests like a conventional taxicab service. Good examples of county-run shared-ride taxi services in southeastern Wisconsin are the services operated by Ozaukee and Washington Counties.

- **Operating Characteristics**
  - One day advance reservation
  - Service area: same as existing (any trips with one trip end west of IH 94, including out-of-county medical trips)
  - Service hours:
    - Weekdays from 5:00 a.m. to 7:00 p.m.
    - Saturdays from 5:00 a.m. to 6:00 p.m.
  - Fares (distance-based): $4.00 to $7.75 (student and senior/disabled discounts)

- **Ridership would more than triple**, requiring significantly more service hours and resulting in **total annual operating expenses nearly quadrupling by 2017**.

- Shared-ride taxi would be a public transit service, so it **would be eligible for Federal and State rural transit operating funds**, reducing the initial amount of State Section 85.21 and County funding needed.

- However, as ridership, service levels, and the associated operating costs increase, the needed State Section 85.21 and County funding would return to about existing levels by 2017.

- **A shared-ride taxi program may eventually require a much higher County contribution** than the existing service as demand increases beyond 2017.

  - Based on the experiences of the public shared-ride taxi systems in Ozaukee and Washington Counties, which began in 1998.

  - Ten taxicab vehicles would need to be purchased by either the private operator or the County.

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Two ways to form a vanpool program were evaluated in which volunteer drivers would provide group transportation for long work-trip commutes (over 15 miles each way) starting or ending in the County.

- **Sub-alternative 3A: County-run vanpool program**
  - Administered by County staff.
  - County would purchase five mini-vans over four years using Federal transit capital assistance funds which could cover 80% of the vehicle costs.
  - Fees would be designed to cover both operating costs and the County's share of the costs to purchase or replace vans.
  - Fees (per vanpool):
    - Monthly fee: $150
    - Mileage fee: about $0.55 per mile

- **Sub-alternative 3B: Privately-run vanpool program**
  - Administered by a private vanpool operator, which would provide vans, using fees charged to the vanpool users to cover their own costs.
  - Monthly user fees would be significantly higher than a County-run program because Federal assistance would not be used to purchase vehicles.

  To reduce user fees, the County could contribute funding or partner with employers willing to contribute funding to cover part of the cost of the service.

### Year 2017 Estimates

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**WHAT IS A VANPOOL?**

Vanpools are for workers with long commutes who cannot use public transportation or find it inconvenient to do so. They consist of groups of 5 to 15 people commuting together to and from work. Each member contributes to the cost of operating the van. One member would volunteer to drive, usually in exchange for reduced monthly fees. Typically, the vans are owned by a third party, such as a government agency, an employer, or a private vanpool operator.

Vanpools are most useful to a narrowly-defined market:
- Workers whose commutes are longer than 15 miles;
- Workers who share a single employer or who work in an area with a concentrated group of employers with similar shift start- and end-times;
- Workers who live near each other or who can travel to a common departure point (such as a park-ride lot).
Racine County Transit Alternatives - Additional Considerations

PURCHASING VEHICLES FOR COUNTY TRANSIT SERVICES

- Racine County could consider purchasing the vehicles used for providing all County-funded transit services to take advantage of Federal capital assistance, which could cover 80 percent of the cost.

- Three primary advantages:
  - Could negotiate lower rates with the services’ contract operators.
  - Potential to increase competition for service contracts, which could decrease the costs for service contracts.
  - Federal capital assistance could cover 80 percent of vehicle purchase costs, while Federal and State operating assistance covers only about 50-60 percent of operating expenses.

  - Federal Section 5310 funding for vehicles to provide demand-response services for seniors and disabled persons, such as those under Sub-alternatives 1A and 1B.
  - Federal Section 5311 funding for vehicles to provide transit services open to the general public, such as those under Sub-alternative 1C, Alternative 2, and Sub-alternative 3A.
Based on cost estimates for the County alternatives, there may be enough funding from the existing County levy (about $62,000 in 2011), the County’s State Section 85.21 allocation (projected $436,000 in 2017), and Federal transit funding sources to adequately fund a number of the alternatives which were identified.

- For example, the County could implement the following three initiatives (while maintaining its existing eligibility-limited demand-response transportation service west of IH 94):
  - **Sub-alternative 1B**: Combine City/County paratransit east of IH 94
  - **Sub-alternative 1C**: Continue/refine shuttle service and operate as public transit
  - **Alternative 3**: Vanpools

>>> All three together could likely be implemented without significantly increasing County funding.

However, some of the alternatives would require an increase in funding, specifically alternatives which would replace and expand the existing eligibility-limited demand-response service west of IH 94:

- **Sub-alternative 1A**: Expand eligibility of demand-response transportation service west of IH 94 to all clients of County Human Services

  >>> Would require significant increase in County funding by 2017 because Sub-alternative 1A would not be eligible for Federal and State transit operating funds.

- **Alternative 2**: Shared-ride taxi program (expand eligibility to general public) west of IH 94

  >>> Would not likely increase County funding by 2017, because Alternative 2 would be eligible for Federal and State transit operating funds, but could significantly increase County funding beyond 2017 as demand increases.
Existing Transportation Services between Racine County and Surrounding Counties

Wisconsin Coach Lines (WCL) currently operates a commuter bus route between the Cities of Kenosha, Racine, and Milwaukee.

- **WCL commuter bus service characteristics**
  - Seven round-trips on weekdays between 5:15 a.m. and 10:30 p.m. (focused on the morning and afternoon peak periods)
  - Six round-trips on Saturdays and Sundays between 8:15 a.m. and 10:37 p.m.
  - Adult cash fare (distance-based): $2.00 - 4.25
  - Began serving UW-Parkside on two weekday round-trips in September 2012.

UW-Parkside, located in Kenosha County, currently operates a campus shuttle for its students and staff.

- Includes two round-trips between the campus and the McDonald's at Taylor Ave. and Meachem Rd. in the City of Racine (the endpoint of BUS Route 1).
- Service is offered on weekdays between 7:30 a.m. and 6:00 p.m. (only when class is in session).
- Fares: free for UW-Parkside students and employees

### Existing (Year 2017 Estimates)

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<th>UW-Parkside Campus Shuttle</th>
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<td><strong>Operating Revenues</strong></td>
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<td>Other/Local Match</td>
<td>465,000</td>
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Inter-County Transit Alternative 1 - Increase Milwaukee-Racine-Kenosha Service

- Proposed changes:
  - Increased weekday service frequency from 7 to 10 round-trips:
    - Northbound one-way trips: 1 more morning, 2 more afternoon
    - Southbound one-way trips: 1 more midday, 2 more evening
  - Slight route alignment change to directly serve Gateway Technical College campus in Racine.
  - Integration of route with existing BUS routes:
    - Add route to BUS and KAT route maps.
    - Establish consistent charges for transfers between route and BUS and KAT systems.
  - Provide information on route anywhere information about BUS and KAT systems is displayed.
  - Proposed increase in service frequency may not be feasible at this time given need for increased local funding.
  - Should still consider integration of route with BUS and KAT systems to promote coordination between commuter and local transit services.

<table>
<thead>
<tr>
<th>Year 2017 Estimates</th>
<th>Alt. 1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annual Ridership</td>
<td>96,100</td>
</tr>
<tr>
<td>Operating Expenses</td>
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<td>Operating Revenues</td>
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<td>Required Public Assistance</td>
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<tr>
<td>Federal/State Transit Operating Assistance</td>
<td>1,000,600</td>
</tr>
<tr>
<td>Other/Local Match</td>
<td>673,200</td>
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</tbody>
</table>

Source: SEWRPC.
Inter-County Transit Alternative 2 - Improved Transit Service to UW-Parkside

This alternative proposes three ways to improve transportation connections between BUS routes and the UW-Parkside campus in Kenosha County.

- **Sub-alternative 2A: City-operated shuttle between Regency Mall and UW-Parkside**
  - BUS paratransit vehicle would be used to operate between Tallent Hall and proposed southwest transfer point at Regency Mall.
  - Six round-trips between 7:30 a.m. and 9:10 p.m. on weekdays when classes are in session (every two hours), meeting BUS routes at transit “pulse” transfer times.

- **Sub-alternative 2B: Extend BUS Route 1 to serve UW-Parkside**
  - City would extend BUS Route 1 by 3.5 miles (one-way) to provide frequent local bus service to UW-Parkside’s Tallent Hall.
  - 15.5 round-trips between 7:00 a.m. and 6:00 p.m. on weekdays when classes are in session (every 30 min. during peak, and every 60 min. during off-peak).

- **Sub-alternative 2C: Extend and increase existing UW-Parkside shuttle service**
  - University would enhance existing campus shuttle, extending shuttle by 1.2 miles (one-way) and adding one midday round-trip.
  - Connecting to southwest transfer point under all three would provide access to more BUS routes.
  - Higher frequency would provide better service to UW-Parkside and allow convenient transfers to Kenosha Area Transit routes.
  - Extended BUS Route 1 may cause operational issues as it would be longer than other routes.
  - Any improved service would require City and University collaboration on operations/funding.

### Year 2017 Estimates

<table>
<thead>
<tr>
<th></th>
<th>Alt. 2A</th>
<th>Alt. 2B</th>
<th>Alt. 2C</th>
</tr>
</thead>
<tbody>
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<td><strong>Annual Ridership</strong></td>
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<td>3,400</td>
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<td><strong>Operating Revenues</strong></td>
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<td>12,900</td>
<td>74,500</td>
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</table>

Source: SEWRPC.
Inter-County Transit Alternative 3 - Racine-Kenosha Express Bus

Under this alternative, the Cities of Racine and Kenosha would jointly establish and contract for an express bus service between the two Cities. The service would address an identified unmet need for frequent and convenient transit service connecting the Cities of Racine and Kenosha.

- **Express bus service characteristics:**
  - Limited-stop public transit service provided with large, urban buses. Stops spaced about every 1/4 mile to 1 mile along route.
  - Would serve major public higher education institutions, including UW-Parkside and Gateway Technical College campuses in Racine and Kenosha.
  - 16 round-trips between 7:00 a.m. and 7:00 p.m. on weekdays (every 30 min. in peak, and every 60 min. in off-peak).
  - Travel time (entire route): 60 min. each way.
  - Adult cash fare: $2.25 each way.
  - Saturdays could be considered if weekday service experiences high ridership.

- **Funding sources:**
  - Operating revenues.
  - Federal and State urban transit operating assistance funds.
  - Local matching funds from Cities of Racine and Kenosha.

- **Capital needs:**
  - Four buses would need to be purchased at a total cost of about $1.7 million.
  - Federal transportation grants could fund 80 percent, with Cities of Racine and Kenosha needing to provide remaining 20 percent.

- **Cities of Racine and Kenosha** would need to reach agreement on how to provide needed local operating and capital funding.
- Agreement would also need to address bus maintenance.

### Year 2017 Estimates (after 4 years of operation) | Alt. 3
---|---
Annual Ridership | 82,600
Operating Expenses | $802,600
Operating Revenues | 139,600
Required Public Assistance | $663,000
  - Federal/State Transit Operating Assistance | 405,300
  - Other/Local Match | 257,700
Under this alternative, Racine County would establish and contract for a commuter bus service between the City of Burlington and the Milwaukee central business district. The service would address an identified unmet need for transportation between western Racine County and Milwaukee.

- **Commuter bus service characteristics:**
  - Limited-stop public transit service focused on providing work commute trips. Stops spaced about every 3 to 5 miles along route.
  - Would serve three park-ride lots in Burlington, Waterford, and Franklin. Waterford lot would need to be constructed.
  - Two round-trips on weekdays (inbound from Burlington to Milwaukee in morning and outbound in reverse direction in afternoon).
  - Travel time (entire route): 75 min. each way.
  - Adult cash fare: $3.25 each way.

- **Funding sources:**
  - Operating revenues.
  - Federal and State rural transit operating assistance funds.
  - Local matching funds from Racine County.

- **Possible “demonstration” funding:**
  - County may also be able to obtain Federal Highway Administration Congestion Management and Air Quality Improvement (CMAQ) grant funding to fund about 80 percent of total cost to operate service for its first three years.
  - Passenger revenues may be enough to provide needed 20 percent local matching funds during those first three years.

### Year 2017 Estimates (after 4 years of operation)

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<tr>
<th></th>
<th>Alt. 4</th>
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<td><strong>Required Public Assistance</strong></td>
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<td>Federal/State Transit Operating Assistance</td>
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<td>Other/Local Match</td>
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