



DOOR COUNTY TRANSPORTATION
RESOURCE IMPROVEMENT PARTNERS

.....
Transit Study

December 21, 2018



Door County Transit Study

Report

Draft Final Report

Door County Transportation Resource Improvement Partners (TRIP)



December 2018

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Introduction

Formation of TRIP

In 1998 and again in 2005, the United Way of Door County conducted needs assessments which identified transportation services as the most substantial unmet need for Door County residents. This spurred the creation of the Door County Transportation Consortium (DCTC) in 2007 and the subsequent formation of Door-Tran, a 501(c)3 responsible for the coordination of and funding for Door County transit services.

When it was first formed, DCTC had more than 40 members who came together to form to fulfill residents' transportation needs with various transportation services and programs. In a coordinated effort, the Consortium sought to identify and leverage existing resources and seek out new funds and resources to fulfill county residents' transportation needs. The DCTC's initial effort led to the creation of Door-Tran and subsequently each of the transit services currently available in Door County. Most recently, the Consortium added more than 20 new members and its name was changed to Transportation Resource Improvement Partners (TRIP).

Governance and Planning

Services provided by Door-Tran (public and specialized transit) are governed by a board of directors. TRIP is a 61-member assembly of stakeholders and transportation providers including employees of the Door County Planning Department and the Door County Department of Human Services (DHS) and the City of Sturgeon Bay. The fiscal agent and overseeing body of Door 2 Door Rides System in Door County is the county itself, operationally managed by DHS and ultimately governed by County Supervisors. The Director of DHS coordinates with the County Planning Department and Door-Tran to review the State and federally-mandated Coordinated Public Transit/Human Services Transportation Plan. This, along with the Transit System Management Plan created for the Federal Transit Administration (FTA) Section 5311 Formula Grant Program for Rural Areas, is the chief planning document implemented for provision of transportation services. No formal transit development plan or long-range system plan exists for Door County.

To promote the use and further development of public transit within Door County, Door-Tran coordinates with employment, low-income energy assistance, and housing programs, as well as the University of Wisconsin-Extension, the Wisconsin Department of Workforce Development Division of Vocational Rehabilitation, and non-emergency medical transportation (NEMT) providers, in addition to other related organizations. Door County oversees the operation of other public transit services in the area, including buses operated by the Aging and Disability Resource Center.

Community Context

Door County comprises a peninsula in the northeast portion of Wisconsin, bordered by Green Bay to the west and Lake Michigan to the east. A popular destination for vacations and retirement, Door County's permanent population is approximately 27,700.¹ Sturgeon Bay, the county seat and its largest city, is home to nearly one-third of the county's residents with a population of about 9,000.² The remainder of the population is distributed among towns, villages and unincorporated communities across the peninsula. With 27% of its residents 65 years of age or older, Door County has the fourth-highest proportion of senior residents of all Wisconsin counties. Door County's land area is 482 square miles, resulting in an average population density of 57 persons per square mile.

Key population indicators of transit demand often include higher proportions of households lacking access to a vehicle, people with a disability, people experiencing poverty, and the presence of older adults. The key measure in which Door County shows a greater propensity for transit use is in its population of older adults, other measures are either consistent with other Wisconsin communities or below the statewide average (Table 1).

Table 1: Characteristics predicting transit dependency in Door County

Characteristic	Door County	Wisconsin
Households without a vehicle	3.4%	7.0%
Population with a disability	13.2%	11.8%
Population living below the poverty level	9.0%	12.7%
Population age 65 and over	26.6%	15.2%

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

Public transportation options are crucial to the wellbeing of Door County residents, especially seniors. Further, the population characteristics shown in Table 1 can be useful when comparing peer communities to determine the amount and type of transit service most appropriate for a given area, as well as inform priorities for service improvements.

¹ U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

² Ibid.

Review of Existing Service

Door County has a wide range of transportation services to meet its residents' needs. These services include an array of public and specialized transit options. Funding for each of these services comes from a combination of funds from Door County, the Wisconsin Department of Transportation (WisDOT), the Wisconsin Department of Veterans Affairs (WDVA) and Sunshine House, a Door County non-profit that provides services to people with disabilities and special needs.

Table 2 summarizes annual ridership on the bulk of transportation providers in Door County, including all public transit and specialized transit offered. Door-Tran has regularly tracked ridership of these transportation services since 2014. The contents of Table 2 are useful in capturing a more holistic sense of the transportation service consumed in Door County over the last several years.

Table 2: Overall Ridership Trends in Door County (Direct Ride Services), 2014-2017

Year	Door County			Door-Tran			Other Non-profit and Private			Total
	Shared-Ride Taxi*	Connector Bus*	ADRC Bus^	Veteran, Volunteer	County-Wide, Volunteer	Vouchers	Sunshine House	Island Van	NEMT/MTM	
2014	39,070	176	5,256	202	284	2,587	20,864	56	3,331	71,826
2015	41,846	334	5,744	230	663	8,537	20,651	78	5,498	83,581
2016	41,658	385	6,597	190	869	7,500	21,213	110	5,881	84,403
2017	42,732	1,200	7,073	299	1,111	2,918	21,703	154	5,421	82,611
% Change (4 year)	9%	582%	35%	48%	291%	13%	4%	175%	63%	15%

Source: Door-Tran Provider Ride Report (unless otherwise specified)

* Source: Door County Financial & Ridership Summary, 2014; Door County Rogers Transportation Info, 2015-2017

^ Source: Door County SRC - SRT Transportation Worksheets, 2014-2017

The various transportation services in Door County are described in greater detail in the preceding sections. A more comprehensive analysis of Door County public transit service (i.e., Door 2 Door Rides shared-ride taxi, Door 2 Door Rides Connector Bus, and ADRC Bus) relative to a peer group is included in the Performance Review section of this report. The Shared-Ride-Taxi component of Door 2 Door Rides is the largest component of this provider network in terms of ridership, and its use has grown by nine percent in the past four years. While other services have considerably smaller customer bases, their use is growing at much faster rates. Trends are described in greater detail in the following section.

Door 2 Door Rides

Door 2 Door Rides is Door County’s main public transportation system, offering on-demand shared rides in wheelchair-accessible vehicles as well as regional Connector buses operating on flexible routes. Door 2 Door Rides is an important partner of Door-Tran, providing complementary services that contribute to a comprehensive array of transportation options. Door 2 Door Rides has a contract with Abby Vans for provision of its services through 2019, and it is up for re-bid in 2020.

In 2017, Door 2 Door Rides provided more than 42,700 passenger trips and had an operating budget of about \$778,711.³ A map of Door 2 Door Ride’s shared-ride taxi service and Connector bus services is shown in Figure 1; details of its services are outlined in Table 3. Door 2 Door Ride’s shared-ride taxi service is offered throughout Door County and is organized by five geographic zones: Orange Core, Green, Blue, Pink, and Yellow (Figure 1).

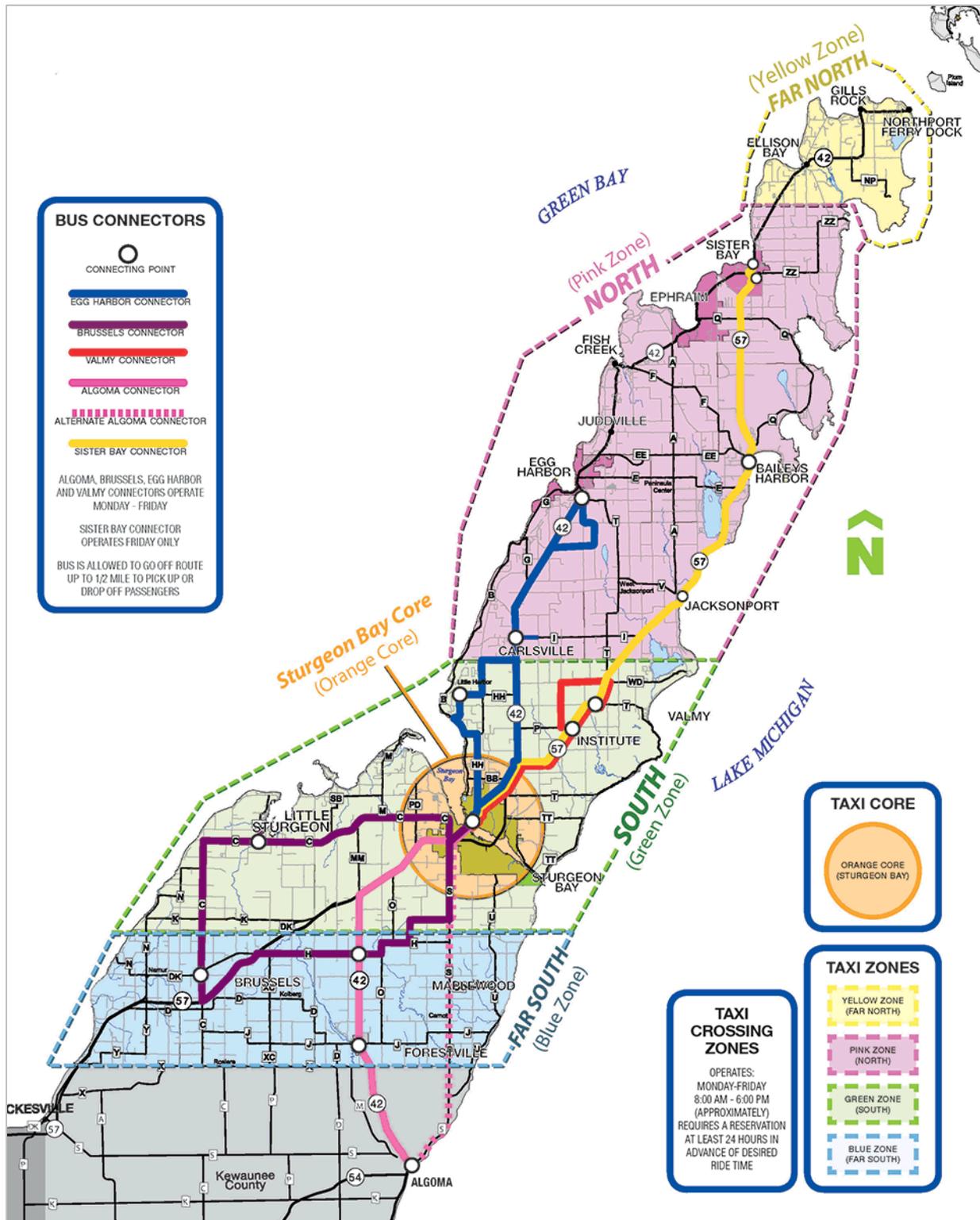
Table 3: Door 2 Door Rides – Service Summary

Service	Zone/Route	Days of operation	Hours of operation	Frequency
Shared-Ride Taxi	Orange Core & Green Zone	Monday-Friday	6:00 a.m.-10:00 p.m.	As requested
		Saturday	7:00 a.m.-10:00 p.m.	
		Sunday	7:00 a.m.-6:00 p.m.	
	Blue Zone	Monday-Friday	8:00 a.m.-6:00 p.m.	As requested
	Pink Zone			
Yellow Zone				
Connector Bus	Algoma from/to Sturgeon Bay	Monday-Friday	8:15 a.m.-3:50 p.m.	4 runs per day
	Brussels from/to Sturgeon Bay		7:15 a.m.-5:00 p.m.	4 runs per day
	Egg Harbor from/to Sturgeon Bay		7:30 a.m.-4:45 p.m.	
	Valmy from/to Sturgeon Bay		7:45 a.m.-4:20 p.m.	
	Sister Bay from/to Sturgeon Bay	Friday	8:15 a.m.-3:57 p.m.	4 runs per day

Source: www.door2doorrides.com/service-map.html; www.door2doorrides.com/rates-hours.html.

³ Door County Transit System Revenue and Expense Report 2013-2017.

Figure 1: Door 2 Door Rides – Service Map



Source: www.door2doorrides.com/service-map.html

The Orange Core serves Sturgeon Bay and within a 3-mile radius from the Michigan Street Bridge. The remaining four shared-ride taxi zones – Green, Blue, Pink, and Yellow – cover the remainder of the county. Most zones are served by shared-ride taxi on weekdays from 8:00 a.m. to 6:00 p.m.; the Orange Core and Green Zone have extended service hours and operate on weekends (Table 3).

Door 2 Door Rides’ service includes five Connector bus routes, that connect residents from around the county with Sturgeon Bay (Figure 1). The Algoma, Brussels, Egg Harbor and Valmy Connector routes operate Monday through Friday; the Sister Bay Connector route operates Fridays. Each Connector bus route operates between two and four daily runs (one-way scheduled trips) [Table 3]. Upon request, Connector buses may deviate up to one half mile from their pre-determined route to pick up or drop off passengers. Due to distance, apparent low demand, and ability to coordinate with other Sunshine House trips, no connector service is provided to the far northern part of the County.

All rides (shared-ride taxi and Connector buses) require an advance reservation, made by calling Door 2 Door Rides. Reservations for shared-ride taxi service are required at least 40 minutes in advance within the Orange Core and Green Zone; reservations must be made 24 hours in advance in all other zones.

Fares for Door 2 Door’s shared-ride taxi and Connector bus services are summarized in Table 4 and Table 5.

Table 4: Door 2 Door Rides – Shared-Ride Taxi Fares

Service	Zone	Within Zone			Two Zones [^]
		Adult	Senior & Disability*	Students**	
Shared-Ride Taxi	Orange Core	\$3.50	\$1.75	\$1.75	
	Green Zone				
	Blue Zone	\$6.50	\$3.25	\$3.25	\$10.00
	Pink Zone				
	Yellow Zone				

*Ages 60+ and individuals with a disability. **Ages 3-22. ^ After two zones, and additional \$5.00 per zone.

Source: www.door2doorrides.com/rates-hours.html

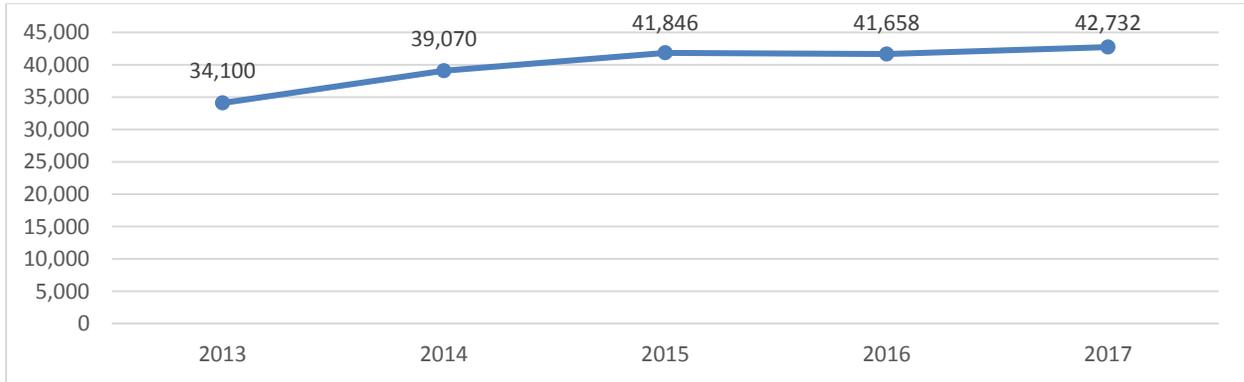
Table 5: Door 2 Door Rides – Connector Fares

Service	Route	Flat Fee
Connector	Algoma	\$3.00
	Brussels	\$3.00
	Egg Harbor	\$3.00
	Valmy	\$2.00
	Sister Bay	\$5.00

Source: www.door2doorrides.com/rates-hours.html

The need for transportation services in Door County has been underscored by steady increases in ridership on Door 2 Door Rides’ shared-ride taxi and Connector services. In the period from 2013 through 2017, Door 2 Door Rides shared-ride taxi ridership has increased by just over 25 percent (Figure 2). Much of the growth occurred between 2013 and 2014, with relatively steady annual ridership in the latest three years.

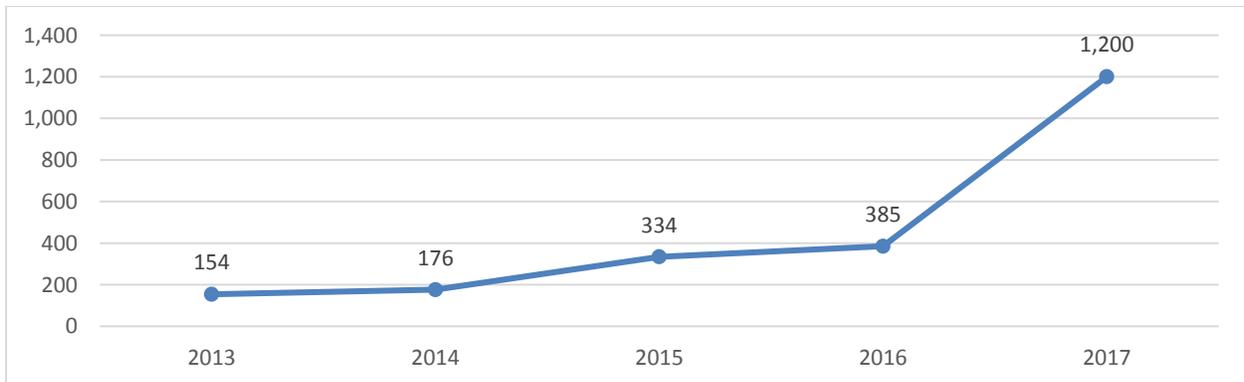
Figure 2: Door 2 Door Rides – Shared-Ride Taxi Annual Ridership, 2013-2017



Source: Door County Financial & Ridership Summary, 2013-2014; Door County Rogers Transportation Info, 2015-2017

Ridership on Door 2 Door Rides Connector bus service spiked in 2017 to 1,200 annual passenger trips, up from the previous high of 385 in 2016 (Figure 3). Still, Connector Bus service makes up a small proportion (2.7 percent) of annual passenger trips on Door 2 Door Rides service. The increase in ridership from 2016 to 2017 is representative of added service on shared-ride-taxis that travel across zones.

Figure 3: Door 2 Door Rides – Connector and Zone-to-Zone Annual Ridership, 2013-2017



Source: Door County Financial & Ridership Summary, 2013-2014; Door County Rogers Transportation Info, 2015-2017

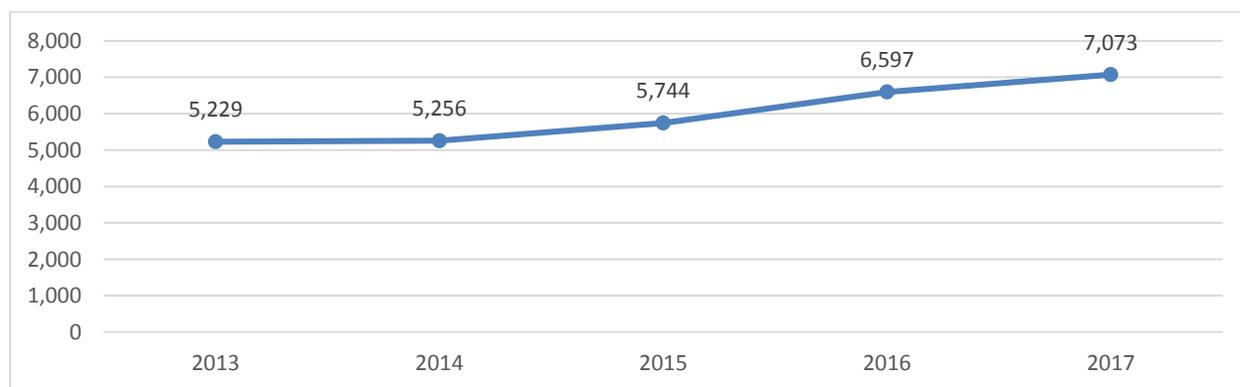
Connector Bus routes are a coordinated service. While open to public transit, they are largely consumed by Sunshine House program related trips, and Door 2 Door Rides’ shared-ride taxi service is the predominant provider of longer distance trips.

Door County Aging and Disability Resource Center Bus

The Door County Aging and Disability Resource Center (ADRC) operates a demand-response service in Sturgeon Bay Monday through Friday, 8:15 a.m. to 4:15 p.m. Referred to as the ADRC Bus or Senior Resource Center (SRC) Bus, the service is provided using a bus (13-passenger) or van, both of which are wheelchair accessible. Reservations are required, and 24-hour notice is preferred. This service is focused on providing trips related to programs for older adults, typically to activities and services at the senior resource center. Passengers are charged a fare of \$1.00 per stop.

Ridership for this service steadily increased from 2013 to 2017 as shown in Figure 4. Examples of most prevalent trip purposes include recreation, nutrition, and health care.

Figure 4: Aging and Disability Resource Center Bus Annual Ridership, 2014-2017



Source: Door County SRC – SRT Transportation Worksheets, 2013-2017

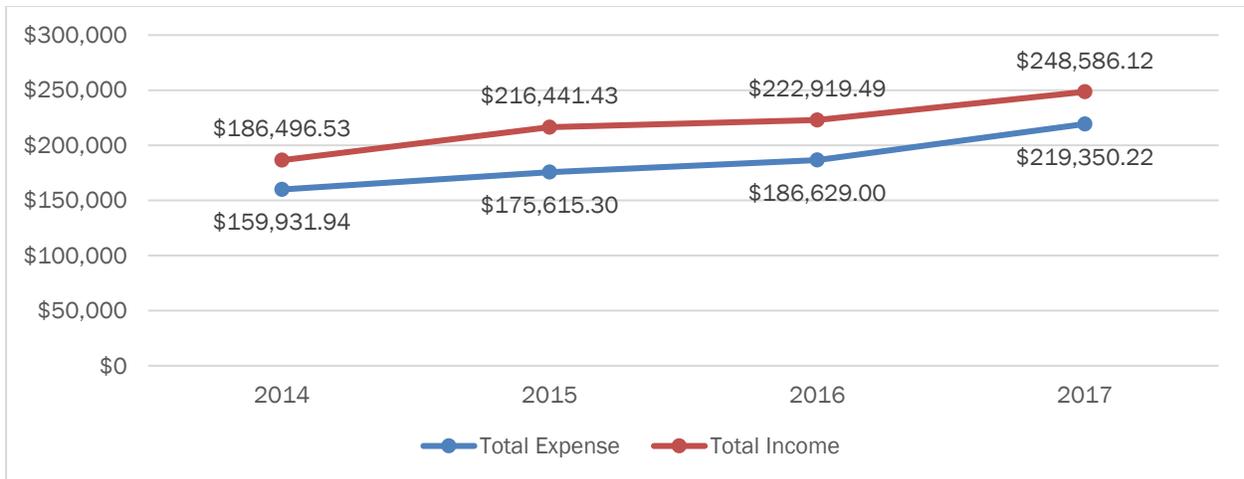
The ADRC coordinates with other public transit services in the region, and in some cases, takes referrals or supplements service as needed. On Fridays, an ADRC bus operates the Sister Bay Connector route, providing two round trips between Sturgeon Bay and Sister Bay; these trips are counted as Connector trip, and are not included in Figure 4).

Door-Tran

Door-Tran was created in response to a lack of transportation services identified as the most significant unmet need in Door County, and the organization became a 501(c)3 in 2009. Its mission is to make transportation more affordable, available and accessible to all residents of the county. As Door-Tran has grown it has secured more funding through various grants, public contributions support, and other sources. Increasing financial support has allowed Door-Tran to expand service to

county residents, which is illustrated by observed increases in ridership across each of the primary services. Figure 5 illustrates historical annual revenue and expenses over the last four reporting years.

Figure 5: Door-Tran Total Income and Expenses, 2014-2017



Source: Door-Tran Profit and Loss Reports, 2014-2017

Door-Tran developed several mobility management and operating goals to expand awareness of its services and increase ridership in 2018. Its mobility management goals are as follows:

- 2,800 contacts per year through the Mobility Management Program.
- Recruit 55 new regular users through the “one-stop” center.
- Provide itinerary planning services to 50 people.
- Provide internet-based information to 3,500 people.
- Deliver one-on-one transit training to 15 people.
- Deliver transportation resource training to 450 people.

Progress on the mobility management project will be measured by the number of calls received by the communication center, expenditures on marketing via the internet and social media, partnerships with government and nonprofit organizations throughout the region, public transportation ridership and attendance at public events.

Door-Tran’s operating goals for 2018 are the following:

- Provide 1,250 one-way volunteer driver trips.
- Provide 4,500 one-way voucher trips.
- Provide itinerary planning services to 1,350 people.
- Train 25 drivers.

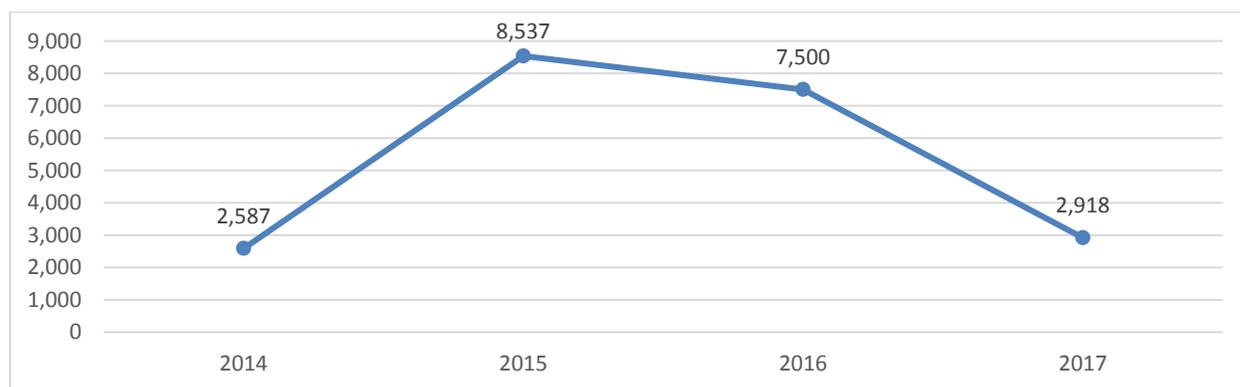
Progress on these objectives will be measured by the number of volunteer drivers recruited and maintained each year, the number of riders enrolled in the program, an annual volunteer driver training, an annual voucher provider planning session and driver retention initiatives.

Half-Price Gas and Travel Voucher Programs

Door-Tran has implemented two programs to assist residents with fuel and transit costs. The Half-Price Gas Voucher program provides funding to assist individuals who are employed or seeking employment with fuel costs. Vouchers are limited and are awarded on a first-come, first-served basis.

The Half-Price Travel Voucher program offers packets of vouchers for rides with local transportation providers at half a typical fare. Annual ridership for the Half-Price Travel Voucher program is shown in Figure 6. The notable increase in Half-Price Travel Voucher program ridership in 2015 and 2016 was the result of youth transportation for the YMCA and Boys & Girls Club provided in those years through the program. The YMCA and Boys & Girls Club did not take advantage of the program in 2017 and beyond. Door-Tran’s voucher programs are supported by funding from WisDOT, local foundations, and other charitable sources.

Figure 6: Door-Tran Half-Price Voucher Program Annual Trips, 2014-2017



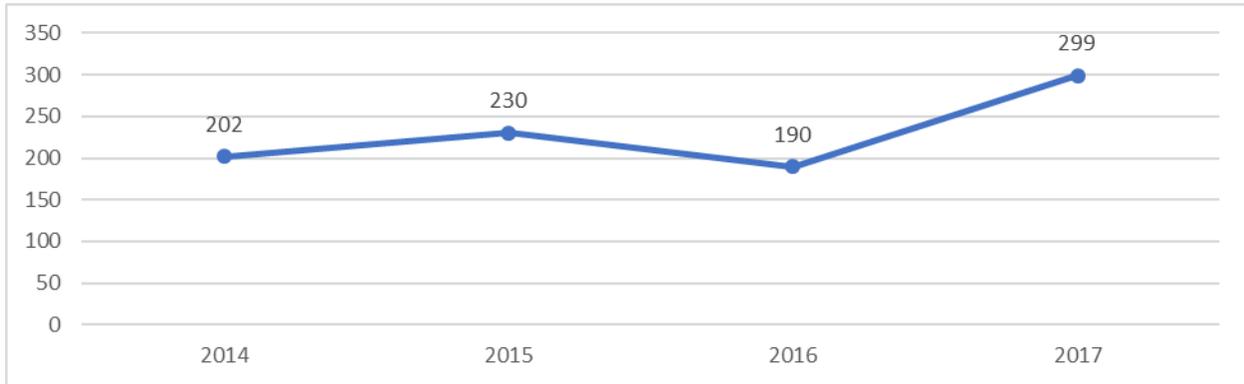
Source: Door-Tran Provider Ride Report

Veteran and County-Wide Volunteer Transportation Programs

The Veteran Volunteer Transportation program provides rides to and from Veterans Affairs offices and medical clinics in Appleton, Cleveland and Milwaukee, as well as Door, Brown and Kewaunee counties. Rides are made using a wheelchair-accessible van owned by the County but operated by volunteers. This service is available only to veterans who are eligible for specific services. Funding is provided through a grant from the WDVA, Door County, and WisDOT 85.21 County Elderly and Disabled Transportation Assistance Program funds.

The Veteran Volunteer Transportation program enjoyed a general upward trend in ridership from 2014 to 2017; the program had nearly one 100 more annual rides in 2017 than in 2014, an increase of nearly 50 percent (Figure 7).

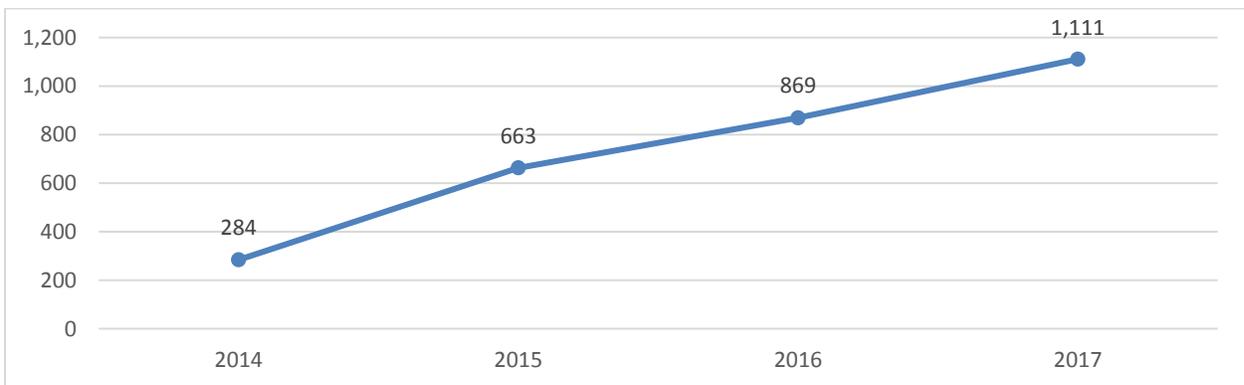
Figure 7: Door-Tran Veteran Volunteer Transportation Program Annual Rides, 2014-2017



Source: Door-Tran Provider Ride Report

The County-Wide Volunteer Transportation program provides transportation for residents who cannot afford Door-Tran’s Half-Price Voucher programs or Door 2 Door Rides services. Services are provided to Door County residents with travel needs within Door, Brown and Kewaunee Counties. Volunteers are reimbursed \$0.50 per mile driven and receive monthly cell phone and per-trip meal reimbursements when applicable. Funding for this program is provided through FTA Section 5310 Enhanced Mobility of Seniors and Individual with Disabilities funding, the United Way of Door County, and foundations that receive The County-Wide Volunteer Transportation program has experienced explosive growth in recent years; the number of rides provided nearly quadrupled (291 percent increase) over the four-year period from 2014 to 2017, as seen in Figure 8.

Figure 8: Door-Tran County-Wide Volunteer Transportation Program Annual Rides, 2014-2017



Source: Door-Tran Provider Ride Report

Vehicle Purchase/Repair Loan Program

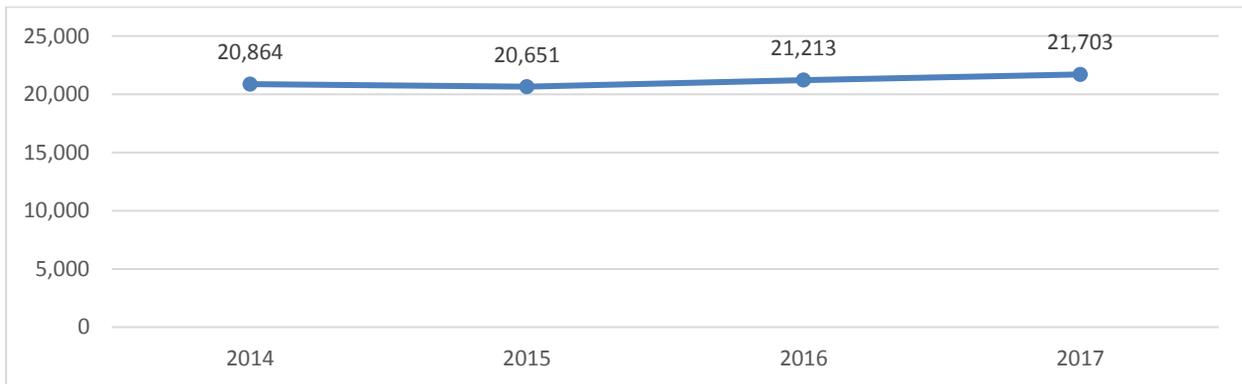
In 2014, Door-Tran implemented a Vehicle Purchase/Repair Program to assist eligible low-income residents in purchasing or repairing a private automobile. Individuals who live in a household with an income that is less than or equal to 150% of the federal poverty level and who work at least 20 hours per week are eligible to receive funds.

Vehicle Purchase Loans are available for the purchase of an automobile from a dealership or a private party; Vehicle Repair Loans can be provided for repair work being completed at a certified garage. Funding for this program is provided by WisDOT's Wisconsin Employment Transportation Assistance Program (WETAP). Door-Tran also has a more flexible Repair Grant Program for unemployed persons that is fully funded by local sources.

Sunshine House

Sunshine House is a nonprofit agency located in Door County that provides services to people with disabilities and special needs. Its bus service is an important component of the Door County transportation network, providing transportation for Sunshine House clients to and from the center. Because of the narrow focus of its service, ridership remained relatively constant from 2013 to 2017, as seen in Figure 9.

Figure 9: Sunshine House bus ridership, 2014-2017



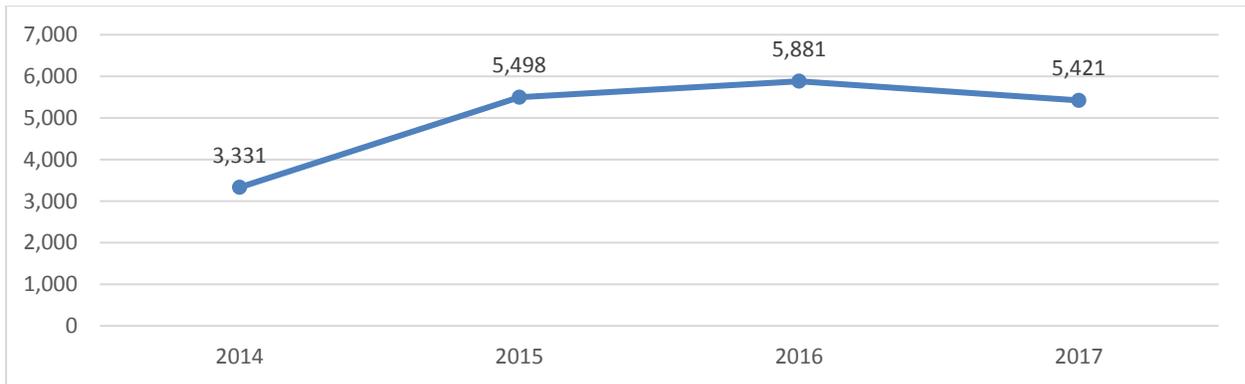
Source: Door-Tran Provider Ride Report

In addition to its own bus service, Sunshine House operates four of the five Door 2 Door Rides Connector bus routes (Algoma, Brussels, Egg Harbor, and Valmy). These passenger trips are accounted for separately from those

Non-Emergency Medical Transportation

Medical transportation services are a significant need for residents in Door County. Door 2 Door Rides services are often used to give patients rides to and from Door County Medical Center for regularly-scheduled appointments. However, Door 2 Door Rides service is not adequate to meet the need for nighttime and emergency room transportation. Rides supported by Medical Assistance (MA) programs are provided by a statewide transportation brokerage (MTM) and are offered by a network of private providers. MTM (also referred to as NEMT) is a type of MA service. Demand for MTM/NEMT service in Door County is growing, as illustrated in Figure 10.

Figure 10: Non-Emergency Medical Transportation Annual Ridership in Door County, 2014-2017⁴



Source: Door-Tran Provider Ride Report, Wisconsin Department of Human Services

Other Transportation Services

There are other providers that operate in Door County both regularly and intermittently, including private taxi cab and shuttle services (e.g., Door County Cab, Washington Island Ferry), as well as volunteer-led services (e.g., Washington Island Community Van). Some providers accept Door-Tran vouchers (e.g., Choice Mobility, Washington Island Community Van, etc.), while others do not. Operators that receive private pay, as well as ambulance and stretcher carriers are also part of the medical transportation network in Door County; these rides are separate from those included in Figure 10 and elsewhere in this report.

⁴ 2017 data is not available from the months of November and December, so this number is likely higher.

Peer Systems

This review attempted to select peer systems in Midwestern states based on several factors including service area population, the modes of service operated, ridership and operating budget. The most comparable systems are Namekagon Transit, Bay Area Rural Transit, Mason City Public Transit, Brainerd & Crow Wing Public Transit and Central Transportation. Key features of each system’s service are summarized in the following sections.

Namekagon Transit

Namekagon Transit, based in Hayward, Wisconsin, provides service to Sawyer, Washburn and Barron Counties, and on the Lac Courte Oreilles (LCO) Reservation. It offers deviated fixed route and demand response services, and semi-frequent community trips. Aspects of each service are described in Table 6. In 2017, Namekagon Transit had an operating budget of \$1.6 million and provided about 90,000 passenger trips.

Namekagon Transit’s core service consists of three deviated fixed bus routes operating in Sawyer County and the LCO reservation. These three deviated fixed routes stop at marked bus stops along the route and “flag stops” are allowed, wherein the passengers can flag down a passing bus. The peak vehicle requirement for all deviated fixed route service is three vehicles.

Table 6: Namekagon Transit services

Service offered	Hours of operation	Days of operation	Frequency	Fares
Deviated fixed route	8:30 a.m.-5:30 p.m.	Monday-Friday	Hourly	\$2 during peak times; \$1 off-peak
Sawyer County “Door Stop Service” paratransit	6:00 a.m.-8:30 p.m.	Monday-Friday	As requested	\$2 during peak times; \$1 off-peak
	6:00 a.m.-9:00 p.m.	Saturday and Sunday	As requested	
Washburn County “Door Stop Service” paratransit	9:00 a.m.-2:00 p.m.	Monday, Thursday	As requested	\$2 during peak times; \$1 off-peak
	8:00 a.m.-3:15 p.m.	Tuesday, Wednesday		
Barron County “Door Stop Service” paratransit	7:00 a.m.-4:00 p.m.	Monday-Friday	As requested	\$2 during peak times; \$1 off-peak
Community trips	9:00 a.m.-5:00 p.m.	Varies by route	Once daily on days of operation	\$2

Source: Namekagon Transit, 2018

Namekagon Transit’s Americans with Disabilities Act (ADA) complementary paratransit is known as Sawyer County “Door Stop Service.” This demand response service is available to all individuals living within Sawyer County. Rides must be scheduled one day in advance, and there are no limitations on trip purpose. Additionally, Namekagon Transit provides similar “Door Stop” scheduled paratransit service in Washburn and Barron counties. Paratransit service in Washburn and Barron counties is limited to weekdays and operates limited daytime hours.

Namekagon Transit employs a full-time transit manager to supervise operations. It is funded by a combination of county, state and federal funds, as well as funds from the Lac Courte Oreilles Tribe. Additionally, it is governed by a multi-county transit commission where seats are allotted in accordance with each member government’s fiscal contribution to the system.

Bay Area Rural Transit

Bay Area Rural Transit (BART), based in Ashland, Wisconsin operates a mix of fixed-route, flex-route, and demand response service. The services meet daily travel needs in Ashland for work, education, medical, and shopping trips. It serves similar trip purposes in connecting the other communities in the Chequamegon Bay area. Weekly service is also provided to several communities to connect with the commercial activity in Ashland, and BART has partnered with tribal transit providers to augment its services. Key characteristics of these services are summarized in Table 7. In 2017, BART’s operating budget was \$1.3 million and it provided about 150,000 passenger trips.

BART’s core service consists of its weekday fixed route and demand response services. Its three fixed routes provide service to major destinations including the neighboring communities of Washburn, Bayfield, and the Bad River and Red Cliff Reservations. Its demand response services provide transportation within and between several communities near Ashland. The flexible route buses serve neighboring communities as well as key destinations within Ashland such as the hospital, senior center and Walmart.

Table 7: Bay Area Rural Transit services

Service offered	Hours of operation	Days of operation	Frequency	Fares
Fixed route	5:30 a.m.-8:00 p.m.	Monday-Friday	6 daily trips	\$1.50-\$3.50; varies by zone
	8:30 a.m.-7:00 p.m.	Saturday	3 daily trips	
Washburn demand response service	8:45 a.m.-4:15 p.m.	Monday-Friday	As requested	\$1.50-\$3.50; varies by zone
Park Falls demand response service	6:00 a.m.-6:00 p.m.	Monday-Friday	As requested	\$3 per ride
Ashland city deviated route service	9:00 a.m.-5:00 p.m.	Saturday	Hourly	\$1.50-\$3.50; varies by zone
Flexible route community trip	8:30 a.m.-5:00 p.m.	Monday, Thursday	Every three hours	\$1.50 within Mellen; \$2.50-\$3 outside Mellen
Laurie Jean Zach Center demand response service	7:00 a.m.-3:30 p.m.	Monday-Friday	3 daily trips	\$1-\$5; varies by zone

Source: Bay Area Rural Transit, 2018

BART’s funding sources are as varied as the services it provides. Funding is provided by WisDOT, FTA, Laurie Jean Zach Center, and Flambeau Hospital, as well as 85.21 funding, contributions from the Bad River and Red Cliff Tribes, and local government funds. BART is governed by a multi-county transit commission comprised by eight members from each of the participating local governments.

Mason City Public Transit

Mason City Public Transit, operated in Mason City, Iowa, comprises five fixed routes with flag stops as well as ADA complementary paratransit within city limits. Key characteristics of each service are described in Table 8. The fixed routes provide service throughout most of the city’s core and to major destinations including the mall, Mason City High School, the hospital and Walmart; these routes are shown in Figure 11.

Mason City Public Transit is governed by the City Council of Mason City, overseen by a full-time transit manager and funded by FTA, Iowa Department of Transportation (IDOT) and a levy imposed by the city. In 2017, Mason City Public Transit provided more than 202,000 trips with an operating budget of approximately \$808,000.

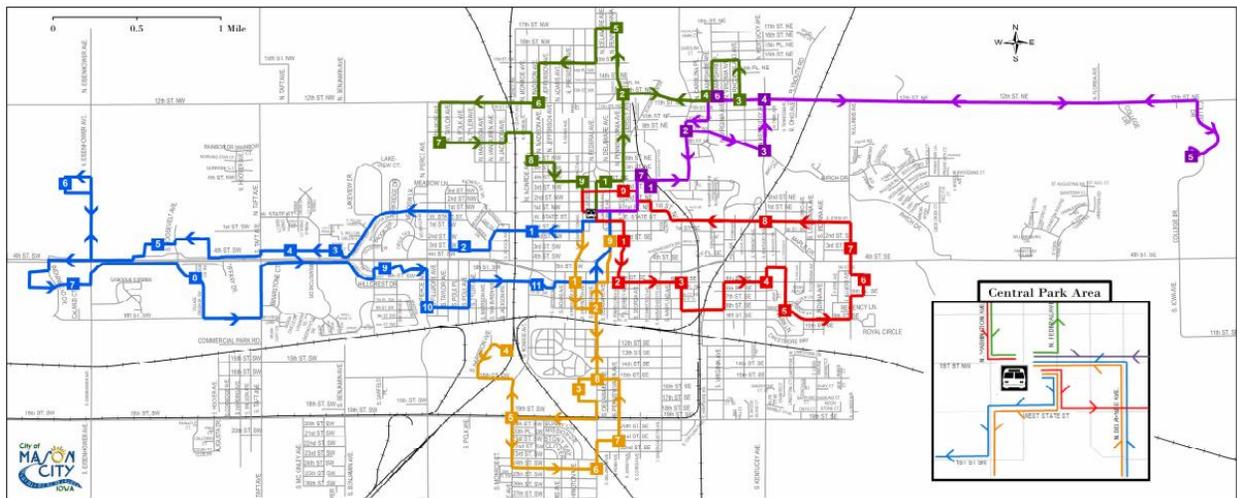
Paratransit provides door-to-door service and travel assistance throughout the entire city. Route information can also be found in the Mason City smartphone app, which provides an easily-accessible mobile version of the Mason City website.

Table 8: Mason City Public Transit Services

Service offered	Hours of operation	Days of operation	Frequency	Fares
Fixed route bus	6:30 a.m.-5:30 p.m.	Monday-Friday	30 minutes	\$0.50 each way
Mason City paratransit	6:30 a.m.-6:00 p.m.	Monday-Friday	As requested	\$4 regular fare; \$1 reduced fare

Source: Mason City Public Transit, 2018

Figure 11: Mason City Public Transit Fixed Route Map



Source: Mason City Public Transit, 2018

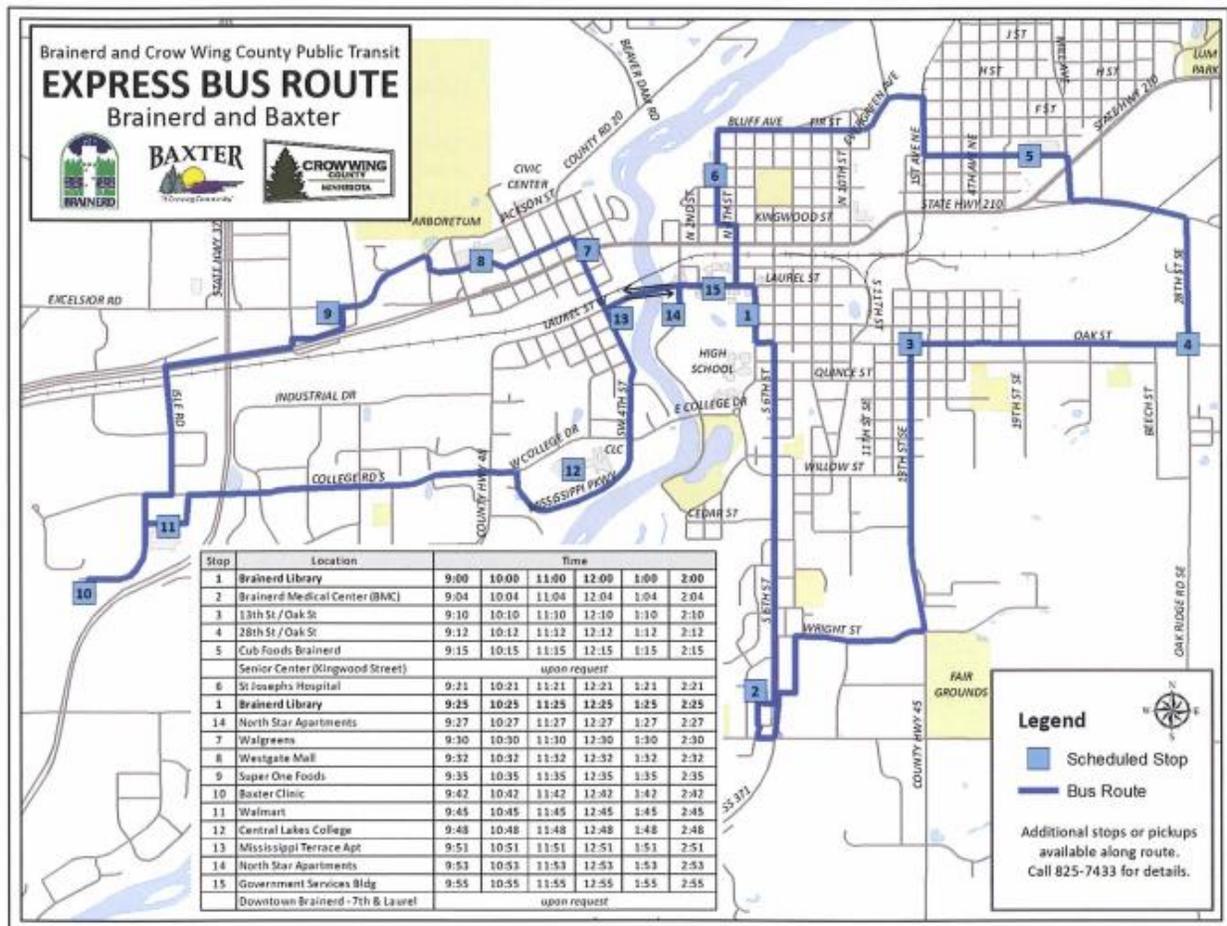
Brainerd & Crow Wing Public Transit

Brainerd is the county seat of Crow Wing County, Minnesota, and one of the largest cities in central Minnesota with a population of 13,349. Its transit system, Brainerd & Crow Wing Public Transit, offers both dial-a-ride and express route service Monday-Friday as well as community trips to neighboring towns in the county. Dial-a-ride services are offered in Brainerd and Baxter every

weekday, and on a more limited basis in less populous parts of the county. Key characteristics of each service are described in Table 9. The route of the Brainerd and Baxter express bus is shown in Figure 12.

Brainerd and Crow Wing Public Transit is operated as a department in the city of Brainerd and the city employs a full-time transit coordinator to oversee transit operations. Funding for the public transit services comes from the cities of Brainerd and Baxter, Crow Wing County, and FTA Formula Grants for Rural Areas. In 2016, Brainerd & Crow Wing Public Transit provided approximately 81,000 trips and had an operating budget of \$1,050,000. (2017 data was not available at the time of writing.)

Figure 12: Brainerd & Crow Wing Public Transit Service Map



Source: Brainerd and Crow Wing Public Transit, 2018

Table 9: Brainerd & Crow Wing Public Transit Services

Service offered	Hours of operation	Days of operation	Frequency	Fares
Fixed route express bus	9:00 a.m.-3:00 p.m.	Monday-Friday	Hourly	\$1 in Brainerd; \$2 to/from Baxter*

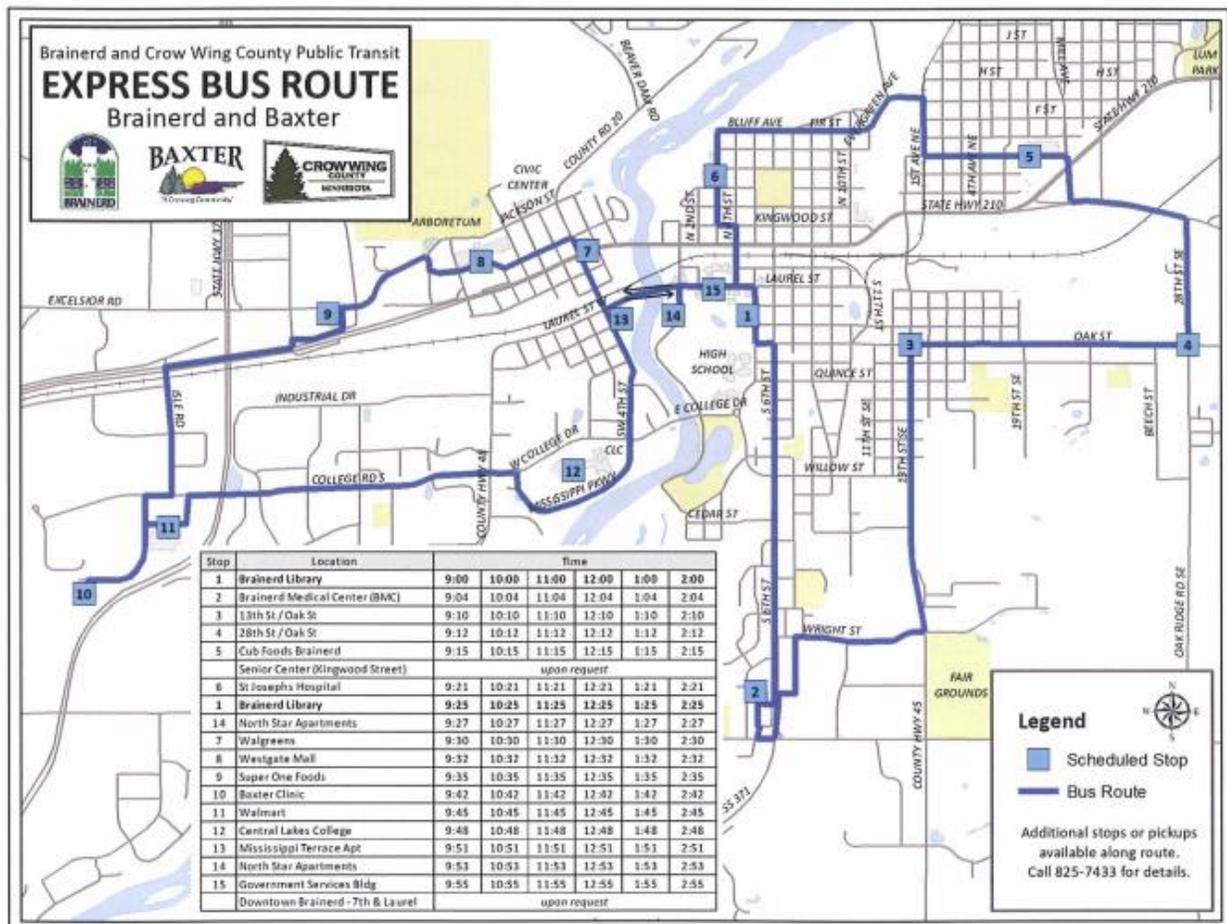
Brainerd/Baxter Dial-a-ride	6:00 a.m.-6:00 p.m.	Monday-Friday	As requested	\$1 route service; \$10 prepaid bus pass
Crow Wing County Dial-a-ride	7:30 a.m.-4:00 p.m.	Tuesday-Thursday	As requested	\$3.50 outside Brainerd/Baxter
Pine River Dial-a-ride	8:15 a.m.-3:45 p.m.	Tuesday-Thursday	As requested	\$1 in Pine River; \$2 outside city limits
Community trip	7:15 a.m.-4:00 p.m.	Monday-Friday	Once daily	\$3.50 each way

*Fares double for same-day requests.

Source: Brainerd and Crow Wing Public Transit: 2018

Brainerd and Crow Wing Public Transit is operated as a department in the city of Brainerd and the city employs a full-time transit coordinator to oversee transit operations. Funding for the public transit services comes from the cities of Brainerd and Baxter, Crow Wing County, and FTA Formula Grants for Rural Areas. In 2016, Brainerd & Crow Wing Public Transit provided approximately 81,000 trips and had an operating budget of \$1,050,000. (2017 data was not available at the time of writing.)

Figure 12: Brainerd & Crow Wing Public Transit Service Map



Central Transportation Rural Services

Central Transportation, operating in Portage County, Wisconsin, offers several transportation options similar to those found in Door County. Its rural services, summarized in Table 10, include rural routes, paratransit and veterans’ transportation. Central Transportation is the only peer system that facilitates a volunteer driver program. Central Transportation recently created a transit development plan to improve its service effectiveness and efficiency and to guide future changes to the transit system. In 2016, Central Transportation Rural Services provided about 15,800 rides to the county’s 70,400 residents, with an operating budget of approximately \$386,000.

Central Transportation’s fixed flexible bus routes are funded by donations and are open to everyone but geared towards seniors. These routes deviate up to three quarters of a mile based on service requests. Fixed flexible routes provide transportation from rural Portage County to Stevens Point every weekday, transportation to shopping destinations on Mondays, and trips to nutrition sites across the county every weekday.

Table 10: Central Transportation Rural Services

Service offered	Hours of operation	Days of operation	Frequency	Fares
Rural route in/out	7:15 a.m.-4:30 p.m.	Monday-Friday	As requested	Free/donation
City shopping flexible route	7:15 a.m.-4:30 p.m.	Monday	As requested	Free/donation
Nutrition site flexible route	7:15 a.m.-4:30 p.m.	Monday-Friday	Once daily	Free/donation
Volunteer driver	As requested	Daily	As requested	Free/donation
Veterans transportation	As requested	Monday-Friday	As requested	\$2 (agency fare: \$10)

Source: Central Transportation, 2018

The Volunteer Driver program is used to fulfill trip requests that cannot be met through other Central Transportation programs. Volunteer drivers use their personal vehicles and service can be provided every day of the week, but reservations are taken on weekdays with a 48-hour notice. Because there is a lack of accessible vehicles, only ambulatory persons participate in the program. Though this service is open to everyone, the target group is adults age 60 and over, and people with disabilities; the target group is given priority.

The Disabled American Veterans (DAV)/Veterans Transportation Services (VTS) program provides transportation for veterans to authorized U.S. Department of Veterans Affairs (VA) medical facilities or other medical facilities by VA medical provider authorization. Rides are scheduled by a DAV volunteer, the VA pays for the vehicles, fuel and maintenance of the vehicles, and volunteers drive the vehicles.

Beginning in January 2018, per agreement, Portage County fully vested its transportation responsibilities to the City of Stevens Point. The City of Stevens Point, through the Central Transportation system, assumed the responsibility of providing the transportation services for the

ADRC of Portage County. Central Transportation now assumes responsibility for operations and administration of both city and county public transportation programs, resulting in a “one call” transportation program.

It is the hope of both the City and County leaders that the consolidated transportation service will increase transportation options for people residing throughout the county to access health care, shopping, education, recreation, public services, employment, and other essential business. Among the benefits already realized from this consolidation include:

- more efficient leveraging of program funds – allowing additional investments to be made into public and specialized transportation;
- simpler, more approachable, and easier to understand transportation system from a user perspective;
- increased efficiency in scheduling, and labor, vehicle, and facilities management; and
- more seamless rural-to-urban transportation connection through coordination of various services.

Performance Review

The following examines the performance of existing Door County public transit – Door 2 Door Rides shared-ride taxi and ADRC Bus (i.e., service reported by Door County as Section 5311 service) – relative to that of the five peer systems described above. *In this Performance Review section, Door County public transit service refers collectively to combined operating statistics for Door 2 Door Rides shared-ride taxi and ADRC Bus.*

Methods

Since there are no recognized industry standards for most measures of transit system performance, widespread practice is to compare the performance of a system to the average values of a peer group of systems. Performance data for Door County public transit service was provided by Door County. Peer data used in the following analyses come from the FTA’s National Transit Database (NTD), a repository of data about American public transit systems. Year 2013-2016 NTD data is used for each peer transit system (2016 being the most recent year for which NTD data was available at the time of analysis).

Section 85.20 of the Wisconsin Statutes requires WisDOT to conduct a transit system management performance review (MPR) of all urban mass transit systems receiving state aid at least once every five years. As part of its MPR initiatives, WisDOT measures transit system performance using at least six core measures; these six core measures, plus a seventh (average fare per passenger trip) are listed in Table 11 and included in the analysis to follow. These specific measures were included in this report given that Door County’s public transit programs receive 85.20 operating assistance and will be subject to a future performance review.

Table 11: Performance objectives and performance measures

Performance Objective	Performance Measure	WisDOT Core Measure
Cost Effectiveness	Operating Expenses Per Passenger Trip	X
Cost Efficiency	Operating Expenses Per Revenue Hour	X
Service Effectiveness	Passenger Trips Per Revenue Hour	X
Market Penetration	Passenger Trips Per Capita	X
	Revenue Hours Per Capita	X
Passenger Revenue Effectiveness	Average Fare Per Passenger Trip	
	Operating Ratio (Passenger Revenues Per Operating Expenses)	X

Each measure in Table 11 is used to assess Door County’s performance in two ways:

- **Single Year: Comparison to peer average for most the current year.** Year 2016 data are used. This is the most recent year for which peer data (from NTD) was available for all peer systems. Consistent with the WisDOT approach, performance will be considered

“satisfactory” within one standard deviation of the peer average. The system’s performance is considered “outside the satisfactory range” (unsatisfactory) if it falls more than one standard deviation from the peer average.

- **Multi-Year Trend Analysis: Comparison to peer average for annual rate of change.** Data from 2013 to 2016 are used. Door County’s annual performance trend is compared to that of the peer average for each of the measures. The annual rate of change from 2013 to 2016 is calculated as follows:

$$\text{Annual rate of change} = (\text{Value}_{2016}/\text{Value}_{2013})^{1/3}-1$$

For the trend analysis, the system’s annual rate of change is compared to that of the average of the peer group. Again, the system’s trend performance is considered “satisfactory” within one standard deviation of the peer group average. Beyond one standard deviation from the peer group average, the system’s trend performance is considered “outside the satisfactory range.”

Table 12 contains 2016 operating statistics for Door County public transit⁵ and the peer systems. These operating statistics are the basis for the performance measures included in this analysis.⁶

Table 12: 2016 Operating Statistics – Peer Group

Transit system	Revenue Hours**	Passenger Trips**	Operating Expenses*!	Passenger Revenues*§	Service Area Population@
Bay Area Rural Transit	29,720	133,625	\$1,340,056	\$148,472	21,261
Brainerd - Crow Wing Transit	16,075	83,640	\$921,497	\$68,232	63,428
Mason City Public Transit	27,363	209,097	\$942,041	\$86,969	28,079
Namekagon Transit	38,736	76,582	\$1,734,501	\$171,443	77,491
Door County	28,761	48,255	\$887,034	\$102,855	27,554
Average	28,131	110,317	\$1,206,552	\$148,134	43,563
Door County as a Percent of Average	102%	44%	76%	89%	63%

* Peer performance data come from the National Transit Database, 2016.

@ U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

^ Door County 2016 Rogers Transportation Info (for Door 2 Door Rides shared-ride taxi) and Door County 2016 SRC – SRT Transportation Worksheets (for ADRC Bus service)

! Door County 2016 Transit System Rev-Expense (for Door 2 Door Rides shared-ride taxi and ADRC Bus)

& Door County 2016 Rogers Transportation Info (for Door 2 Door Rides shared-ride taxi) and Door County 2016 Transit System Rev-Expense (for ADRC Bus)

Performance Relative to Peer Groups

The following are results of the single-year (2016) and multi-year (2013-2016) analyses of the seven performance measures reviewed, comparing Door County to the peer groups. A summary of Door County’s performance across all measures is presented in Table 13.

⁵ Combined operating statistics for Door 2 Door Rides shared-ride taxi and ADRC Bus.

⁶ Central Transportation Rural Services (Portage County, Wisconsin) is excluded from the peer performance analysis due to data unavailability.

Cost effectiveness addresses transit use in relation to the level of resources expended. The primary measure for comparison under this area is operating expense per passenger trip. The lower the cost per passenger trip, the more cost effective the service is.

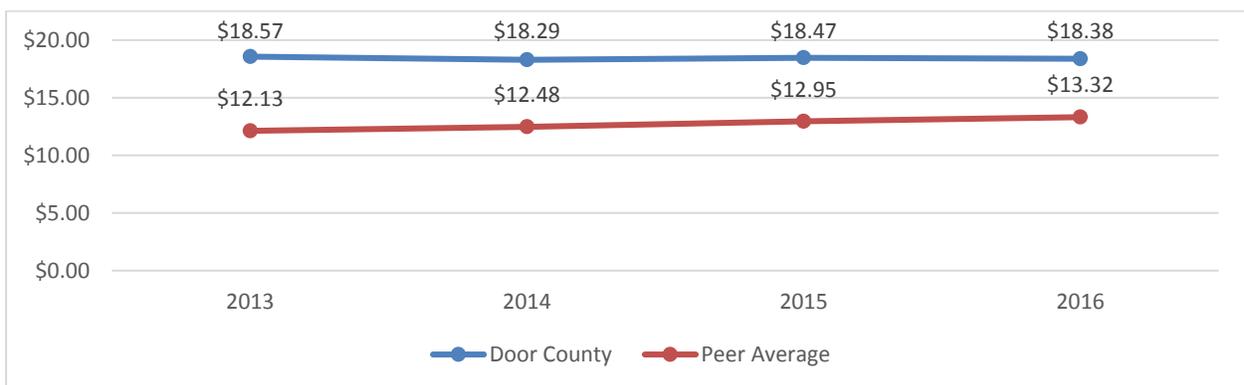
In 2016, the operating expense per passenger trip for Door 2 Door Rides was \$18.38 (Figure 13). If only counting the cost of the Door 2 Door Rides contract this amount is slightly lower at \$18.22 per hour. This is higher than the peer average of \$13.32 per passenger trip, indicating that operating cost per passenger trip is an area where targeted efforts toward improvement are needed. Door County’s operating expense per passenger trip decreased overall from 2013 through 2016 (Figure 14); it remained higher than the peer average but decreased at a better rate.

Figure 13: Operating Expense Per Passenger Trip, 2016 Peer Comparison



Source: Door County 2016 Transit System Revenue and Expense Reports (Expenses); Door County 2016 “Rogers Transportation Info (Passenger Trips)”; and Door County 2016 SRC - SRT Transportation Worksheets (Passenger Trips). Peer performance data come from the National Transit Database, 2016.

Figure 14: Operating Expense Per Passenger Trip, 2013- 2016 Trend Peer Comparison



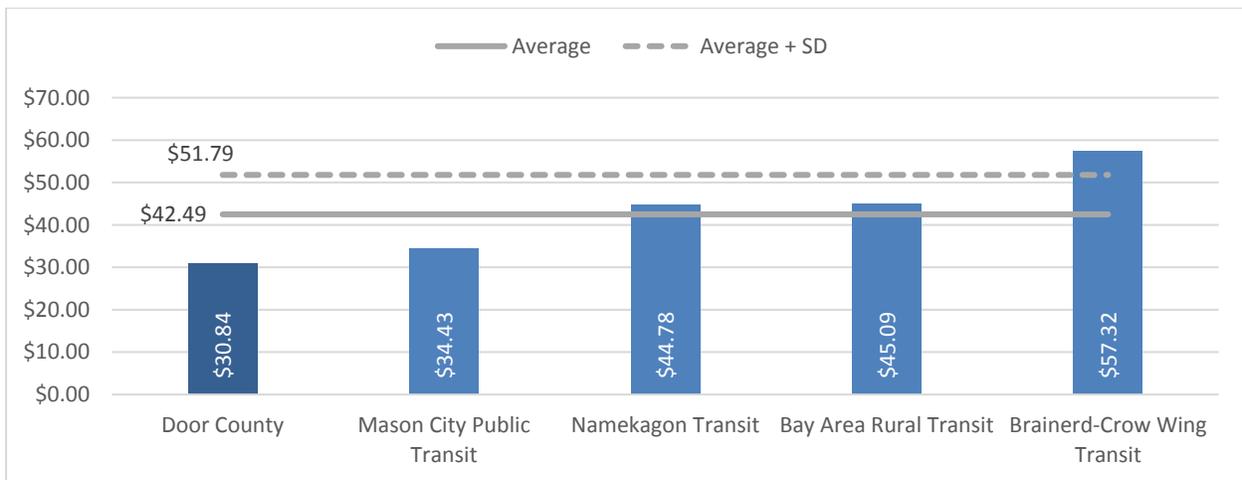
Source: Door County Transit System Revenue and Expense Reports, 2013-2016 (Expenses); Door County Financial & Ridership Summary, 2013-2014 (Passenger Trips); Door County Rogers Transportation Info, 2015-2016 (Passenger Trips). Door County SRC - SRT Transportation Worksheets, 2013-2016 (Passenger Trips). Peer performance data come from the National Transit Database, 2016.

Service Efficiency

Service efficiency examines the amount of service produced in relation to the amount of resources expended. **Operating expense per revenue hour** is the measure used to assess service efficiency.

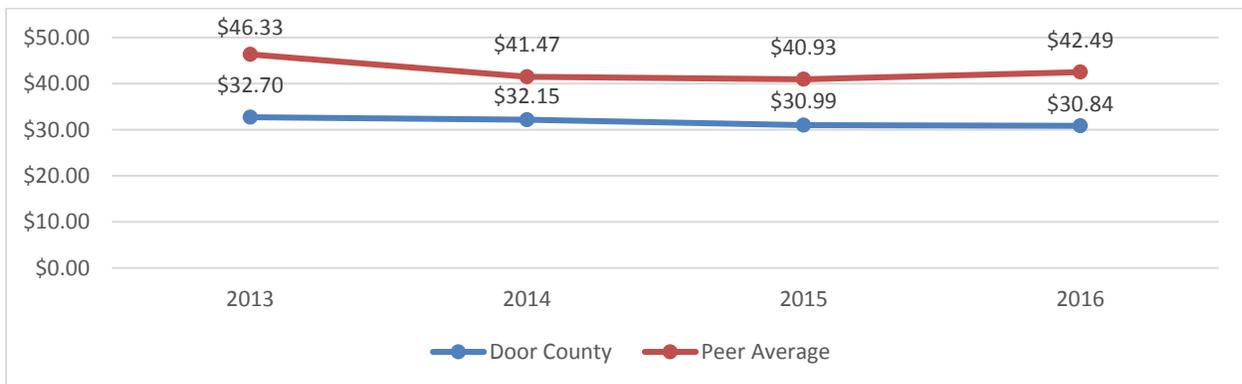
Door County's operating expense per revenue hour was better than the peer average in 2016 (Figure 15). Further, Door County outperformed the peer average during the 2013-2016 period (Figure 16). The pattern of annual decreases operating expense per revenue hour is a good sign. Door County's operating expense per revenue hour decreased at a better annual rate than the average of its peers.

Figure 15: Operating Expense Per Revenue Hour, 2016 Peer Comparison



Source: Door County 2016 Transit System Revenue and Expense Reports (Expenses); Door County 2016 Rogers Transportation Info (Revenue Hours); and Door County 2016 SRC - SRT Transportation Worksheets (Revenue Hours). Peer performance data come from the National Transit Database, 2016.

Figure 16: Operating Expense Per Revenue Hour, 2013-2016 Trend Peer Comparison



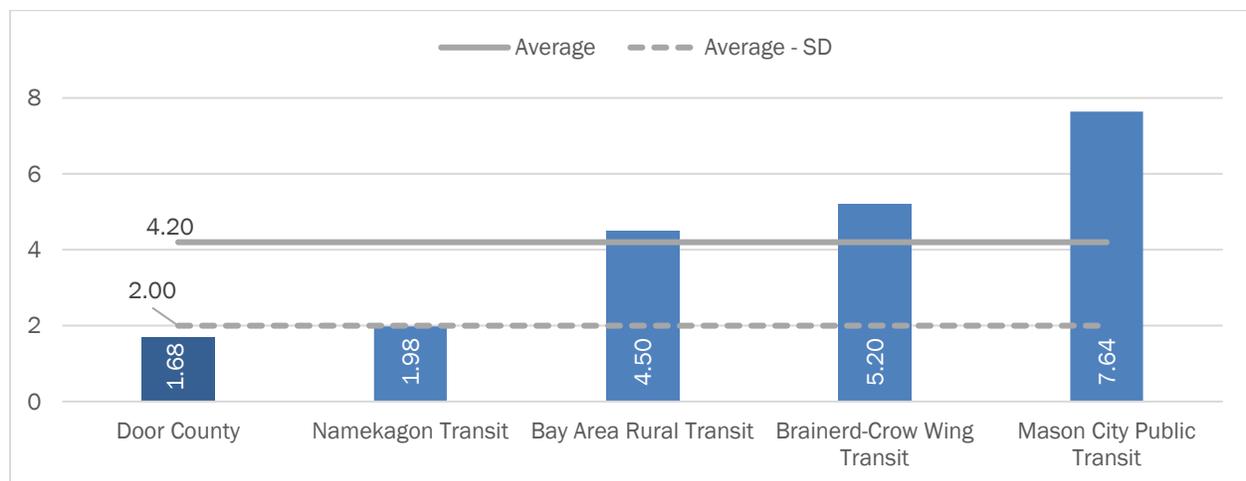
Source: Door County Transit System Revenue and Expense Reports, 2013-2016 (Expenses); Door County Financial & Ridership Summary, 2013-2014 (Revenue Hours); Door County Rogers Transportation Info, 2015-2016 (Revenue Hours). Door County SRC - SRT Transportation Worksheets, 2013-2016 (Revenue Hours). Peer performance data come from the National Transit Database, 2016.

Service Effectiveness

Service effectiveness is a measure of the consumption of public transportation service in relation to the amount of service available. **Passenger trips per revenue hour** is the measure used to assess service effectiveness.

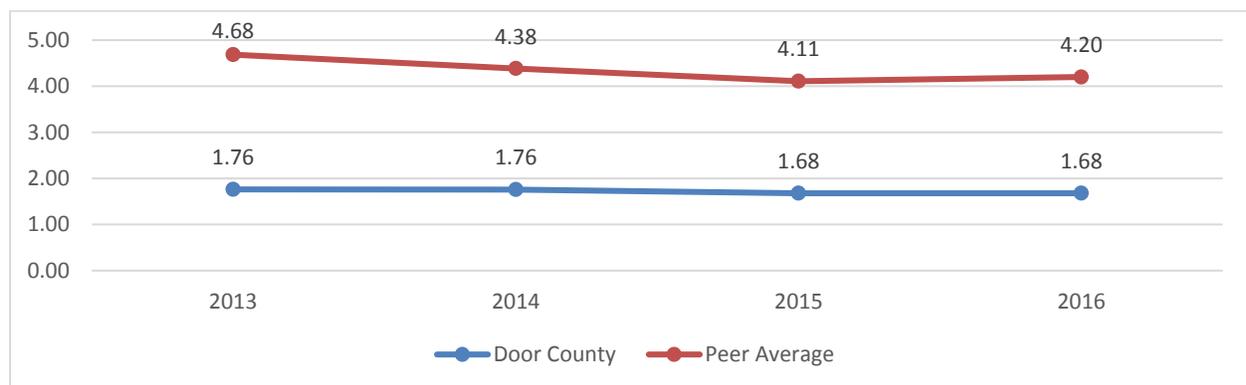
In 2016, Door County did not perform well in terms of service effectiveness. Its 2016 rate of 1.68 passenger trips per revenue hour fell more than one standard deviation below the peer average of 4.20 (Figure 17), indicating a need to improve service effectiveness going forward. Further, Door County's passenger trips per revenue hour decreased slightly during the 2013-2016 period, remaining well below the peer average each year (Figure 18). However, Door County outperformed the peer average change in passenger trips per revenue hour over the four-year period.

Figure 17: Passenger Trips Per Revenue Hour, 2016 Peer Comparison



Source: Door County 2016 Rogers Transportation Info and Door County 2016 SRC - SRT Transportation Worksheets. Peer performance data come from the National Transit Database, 2016.

Figure 18: Passenger Trips Per Revenue Hour, 2013- 2016 Trend Peer Comparison



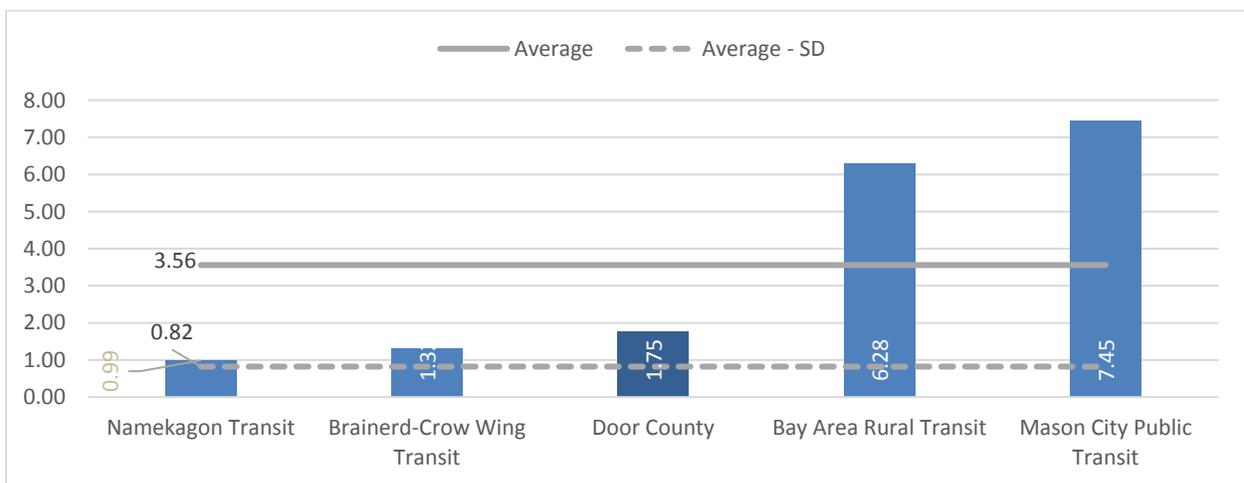
Source: Door County Financial & Ridership Summary, 2013-2014; Door County Rogers Transportation Info, 2015-2016; and Door County SRC - SRT Transportation Worksheets, 2013-2016. Peer performance data come from the National Transit Database, 2016.

Market Penetration

Passenger trips per capita is an indicator of overall usage of the transit system in Door County. This measure can be interpreted as the average number of times each Door County resident uses Door County’s public transit service each year.

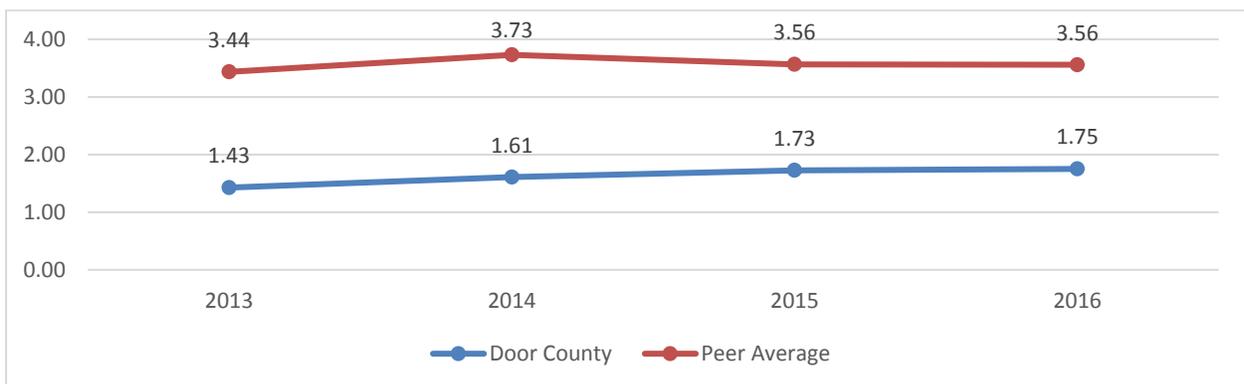
Door County’s market penetration has been growing slowly, but still fell below the peer average of 3.56 passenger trips per capita in 2016 (Figure 19). Its value of 1.75 passenger trips per capita is within one standard deviation of the mean and may be bolstered by continued promotion of the service. From 2013 through 2016, Door County’s passenger trips per capita remained well below the peer average (Figure 20); however, it grew at a rate better than the peer average.

Figure 19: Passenger Trips Per Capita, 2016 Peer Comparison



Source: Door County 2016 Rogers Transportation Info; Door County 2016 SRC - SRT Transportation Worksheets; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates. Peer performance data come from the National Transit Database, 2016.

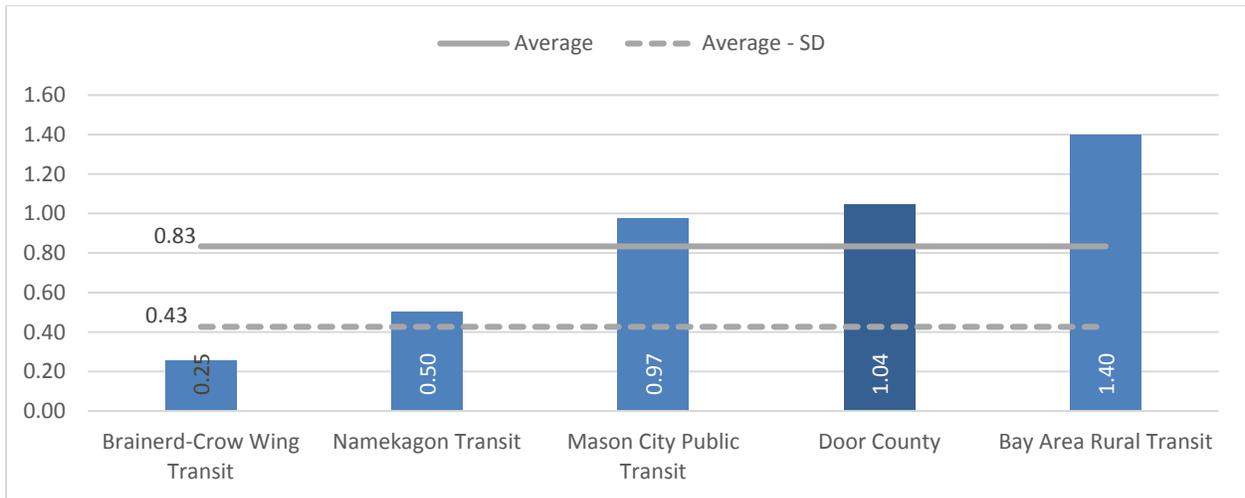
Figure 20: Passenger Trips Per Capita, 2013- 2016 Trend Peer Comparison



Source: Door County Financial & Ridership Summary, 2013-2014; Door County Rogers Transportation Info, 2015-2016; Door County SRC - SRT Transportation Worksheets, 2013-2016; and U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates. Peer performance data come from the National Transit Database, 2016.

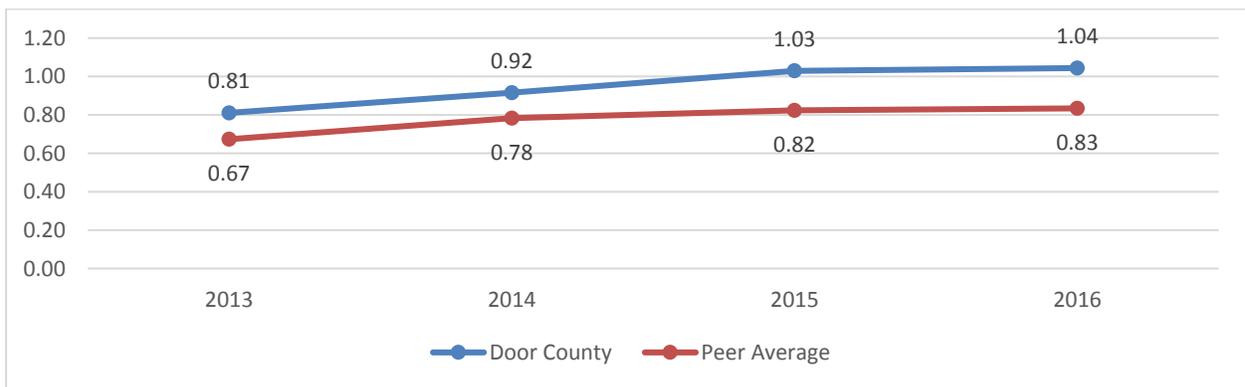
Revenue hours per capita is the performance measure used to assess service availability. In 2016, Door County provided 1.04 revenue hours annually for each person in its service area. This level of service availability is better than the peer average of 0.83 (Figure 21). Over the period of 2013-2016, revenue hours per capita grew steadily for Door County (Figure 22), and at a rate better than the peer average.

Figure 21: Revenue Hours Per Capita, 2016 Peer Comparison



Source: Door County 2016 Rogers Transportation Info; Door County 2016 SRC - SRT Transportation Worksheets; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates. Peer performance data come from the National Transit Database, 2016.

Figure 22: Revenue Hours Per Capita, 2013- 2016 Trend Peer Comparison



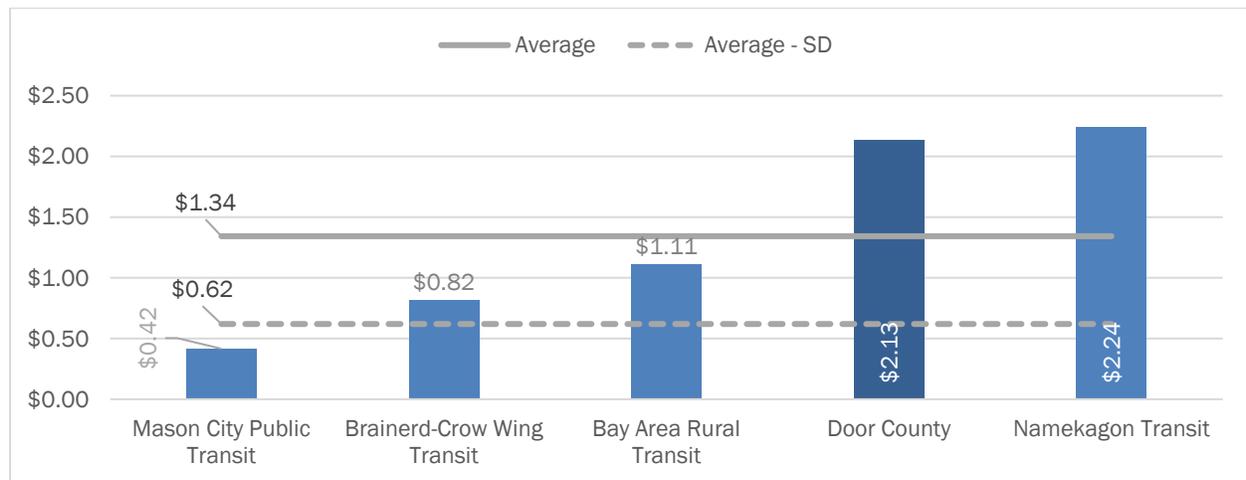
Source: Door County Financial & Ridership Summary, 2013-2014; Door County Rogers Transportation Info, 2015-2016; Door County SRC - SRT Transportation Worksheets, 2013-2016; and U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates. Peer performance data come from the National Transit Database, 2016.

Passenger Revenue Effectiveness

Passenger revenue per passenger trip, or average fare per passenger trip, measures the amount each passenger is paying to use the service. The higher the average fare, the more cost is being borne by the passenger.

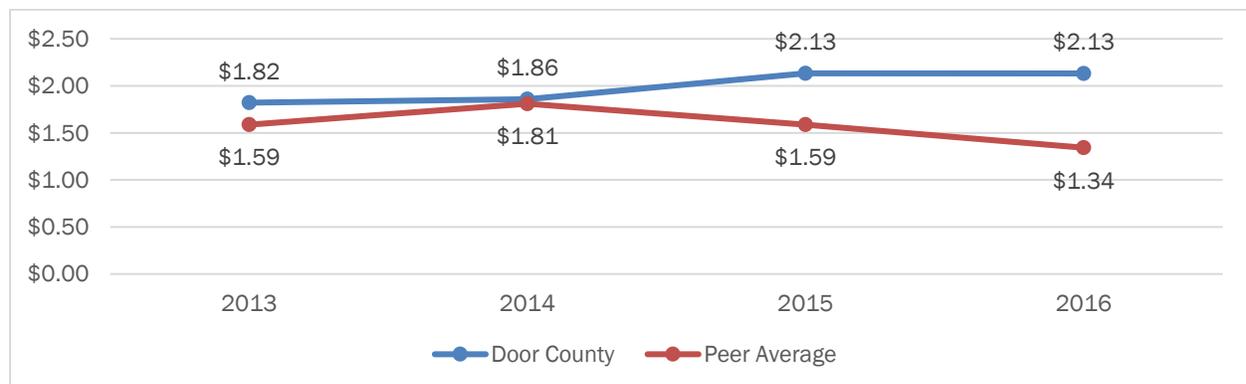
In 2016, the average Door County passenger paid \$2.13 for a ride, much greater than the peer average of \$1.34 (Figure 23). Door County's average fare passenger trip increased during the 2013-2016 period but remained much higher than the peer average (Figure 24).

Figure 23: Average Fare Per Passenger Trip, 2016 Peer Comparison



Source: Door County 2016 Transit System Revenue and Expense Reports (Revenue); Door County 2016 Rogers Transportation Info (Passenger Trips and Revenue); and Door County 2016 SRC - SRT Transportation Worksheets (Passenger Trips). Peer performance data come from the National Transit Database, 2016.

Figure 24: Average Fare Per Passenger Trip, 2013-2016 Trend Peer Comparison

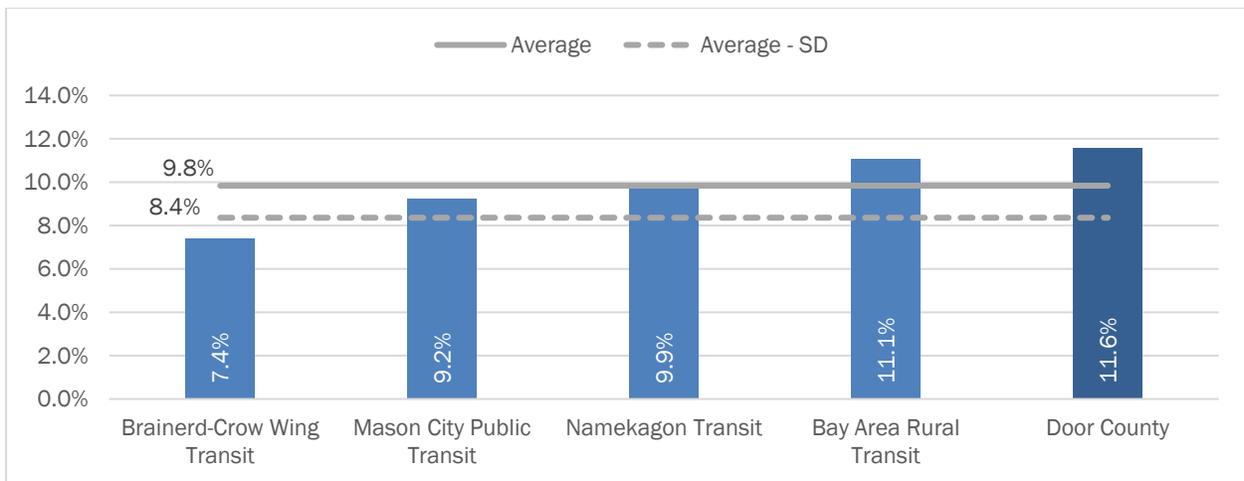


Source: Door County Transit System Revenue and Expense Reports, 2013-2016 (Revenue); Door County Financial & Ridership Summary, 2013-2014 (Passenger Trips and Revenue); Door County Rogers Transportation Info, 2015-2016 (Passenger Trips and Revenue). Door County SRC - SRT Transportation Worksheets, 2013-2016 (Passenger Trips). Peer performance data come from the National Transit Database, 2016.

The **operating ratio of revenue to operating expenses** measures the level of operating expenses that are recovered through passenger fare payment. This measure is also simply referred to as the **operating ratio**.

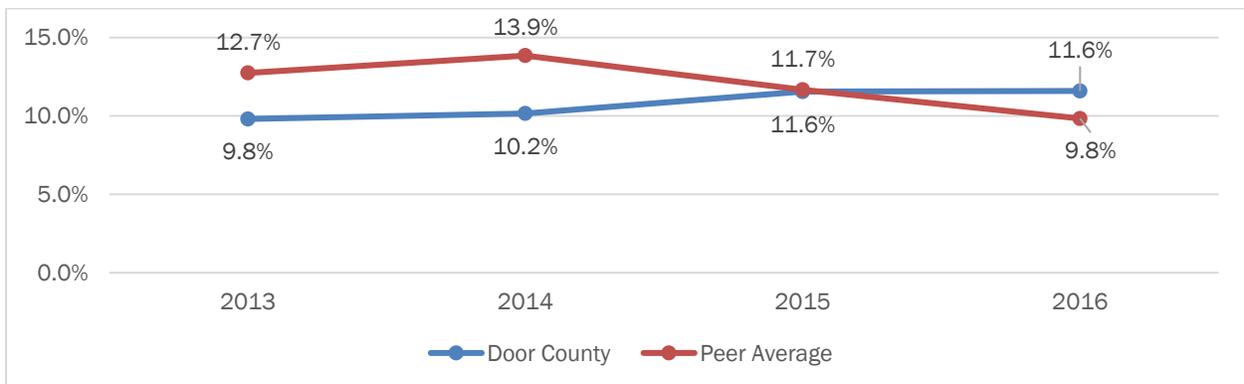
In 2016, Door County recovered 11.6 percent of its operating expense through passenger fares, significantly greater than the peer average of 9.8 percent (Figure 25). Door County’s operating ratio in 2016 was up 1.8 percentage points (18 percent) compared to 2013 (Figure 26), a trend performance better than that of its peers.

Figure 25: Operating Ratio, 2016 Peer Comparison



Source: Door County 2016 Transit System Revenue and Expense Reports; Door County 2016 Rogers Transportation Info. Peer performance data come from the National Transit Database, 2016.

Figure 26: Operating Ratio, 2013-2016 Trend Peer Comparison



Source: Door County Transit System Revenue and Expense Reports, 2013-2016; Door County Financial & Ridership Summary, 2013-2014; Door County Rogers Transportation Info, 2015-2016. Peer performance data come from the National Transit Database, 2016.

Performance Summary

Table 13 summarizes Door County public transit performance relative to the peer group, indicating the measures for which Door County was better than average, worse than average but satisfactory, or outside satisfactory range.

Table 13: Peer Performance Summary

Performance Objective	Performance Measure	Single Year (2016): Door County Relative to Peers	Trend Analysis (2013-2016): Door County Annual Rate of Change Relative to Peers
Cost Effectiveness	Operating Expenses Per Passenger Trip		
Cost Efficiency	Operating Expenses Per Revenue Hour		
Service Effectiveness	Passenger Trips Per Revenue Hour		
Market Penetration	Passenger Trips Per Capita		
	Revenue Hours Per Capita		
Passenger Revenue Effectiveness	Average Fare Per Passenger Trip		
	Operating Ratio		
Key to Symbols		Better than peer average	
		Worse than peer average, but within satisfactory range (+/- one standard deviation)	
		Outside satisfactory range	

Outreach Summary

SRF Consulting visited Door County on June 26 and 27, 2018 to engage with public and private stakeholders regarding the County's public transit services. The consultant team aimed to learn about attitudes towards Door County transportation services. Perceptions of Door-Tran and Door 2 Door Rides were generally positive, though certain aspects emerged as recurring issues with each service. Stakeholders identified the system's strengths and areas where it isn't performing well and developed several questions about peer systems' services to discern transferable lessons for improving Door County transit services.

Pop-Up Engagement

Door 2 Door Rides Passengers and Drivers

On a ride-along in a Door 2 Door Rides' shared-ride taxi service, one driver stated that Door 2 Door Rides makes Door County the perfect place to retire because seniors no longer have to worry about being able to access transportation and that he finds it to be a valuable service. The driver noted that serving areas in Northern Door (points north of Sturgeon Bay) is a challenge due to a perceived growth in demand that is difficult to balance with growing demand in more densely populated areas in the southern part of Door County. This issue is compounded by limitations of the fleet's capacity; Door 2 Door Rides reduced its number of vans from seven to six at the start of 2018. Moreover, Door County is tied to the Green Bay region for medical care, veterans' services, and for social trips and that has always been a core component of volunteer and specialized services.

Passengers felt that Door 2 Door Rides drivers are typically conscientious and pleasant, but that on a few occasions they have encountered drivers who were impatient or rude. Overall, these passengers stated that they appreciate having these services available, but that it can be inconvenient and annoying to schedule rides, especially after 6 p.m., and that wait times can be longer than promised. Several passengers noted that scheduling is particularly difficult with new dispatch employees, as they are not local and therefore are unfamiliar with navigating Sturgeon Bay.

One passenger expressed frustration with a lack of clarity about policies such as the 20-pound weight limit and the inconsistent enforcement of this regulation. This respondent suggested creating clear policies and providing all Door 2 Door Rides passengers with information about these policies so that they can avoid conflicts regarding regulations.

Door-Tran Passengers and Drivers

A focus group with Door-Tran passengers and drivers and found that satisfaction was fairly high among both groups. Volunteer drivers shared positive experiences and communicated the value of the service, noting that for many this is the only transportation option to travel long distances for

medical care and other critical services. Drivers provided positive feedback on Door-Tran management and operations staff and how the veterans' transportation program has developed since Door-Tran's founding. They were optimistic about the recent purchase of dispatch software and the prospect of coordinating more passenger trips.

Sunshine House

A pop-up meeting was held at Sunshine House to speak with clients about their experience with Door 2 Door Rides services. These respondents overwhelmingly indicated that they had trouble making it to work and appointments on time when using Door 2 Door Rides because of the half-hour pickup window. They stated that the Sunshine House van is more reliable than Door 2 Door Rides, though both services are affordable.

Sunshine House clients generally felt that Door County transportation services can get them where they need to go, that they operate during times that fit the clients' schedules, and that they can understand route and fare information. One client reiterated other passengers' concerns about difficulty scheduling rides in the evening.

Aging and Disability Resource Center

The consultant team hosted a pop-up during lunchtime at the Door County ADRC to engage with seniors about their transportation needs. All but two respondents indicated that they do not use Door County transit services because they are still able to drive themselves or obtain rides from family members. One of these respondents stated that his wife had used it when he was unable to drive her and that she preferred Door 2 Door Rides because the vans were easier to access than the ADRC's van. The final respondents stated that they do not use Door 2 Door Rides because the ADRC bus is more reliable and affordable and it goes where they need.

Door County Medical Center

A pop-up meeting was held in the lobby Door County Medical Center to learn about patients' transportation needs. Respondents at DCMC reiterated other passengers' concerns about dispatchers lacking understanding of the locational context. They also expressed frustration with the half-hour pickup time windows. DCMC valets stated that patients using wheelchairs often have to wait for a ride even when a Door 2 Door Rides van comes because they can only fit one wheelchair in each vehicle. They said that passenger wait times are typically 15 to 30 minutes, but that occasionally passengers must wait more than an hour to be picked up.

Stakeholder Meetings

Door County Medical System

A meeting was held with the case management team at the Door County Medical Center (DCMC) to learn about the specific need for medical transportation. DCMC patients often use Door 2 Door Rides for trips to and from appointments during the day, but transportation for nighttime discharges and limited resources for emergency room transportation are the two top issues faced by DCMC. To fulfill the need for nighttime transportation, DCMC uses Choice Mobility taxi – a service that can cost the hospital as much as \$800 each month. DCMC also uses MTM for non-emergency medical transportation, but the notice required for this service makes it challenging to arrange rides for a sudden medical need.

DCMC works closely with Door-Tran to coordinate shared rides, travel vouchers, and volunteer drivers for patients. These services were once paid for through DCMC's Ministry Fund, which was set up to assist patients with the costs of medical care; however, funding was exhausted earlier this year after the fund lost a major donor.

The case management team identified several trends related to Door County transit services. Regular appointments (except for dialysis treatment) are a major generator of scheduled rides, as well as appointments with the oncology satellite clinic located within DCMC. They noted that travel to northern Door County may be a full-day affair based on the transit schedule, and that oftentimes, if a patient isn't healthy enough to spend several hours away from home, they skip their appointment. The case managers also mentioned that the lack of affordable housing in the area prevents employees from living in Sturgeon Bay or even Door County, which subsequently creates a barrier to accessing transportation. Finally, the case managers stated that parents are using Door 2 Door Rides to get their kids to school, and there is a growing interest in the county's younger population having access to transit.

The team indicated that it is difficult to access and understand information about the system, and that the inconsistent branding of services compounds this issue. They said that it is challenging to communicate with dispatch and that it can take anywhere from five to 25 minutes to schedule a ride, but that patients who use Door 2 Door Rides often know the system well. They felt as though Door 2 Door Rides isn't particularly reliable, citing the frequency with which patients miss appointments because their drivers are late. This issue is particularly impactful for Sunshine House clients who are sensitive to punctuality, and team members stated that at times, Sunshine House staff have driven clients to work.

Case managers stated that Door-Tran's existence is hugely beneficial to the community, and that once people are in the system they can understand how it functions. They also noted that there is significant support for Door-Tran's services around Sturgeon Bay, including its elected officials. A challenge is that this support does not extend into the northern portion of the county and while people often use informal supports for rides, those who lack such a network struggle to access transportation. Additionally, the limited space for wheelchairs in Door 2 Door Rides vans limits their functionality for nursing home outings and prevents full employment of the system's capacity.

Finally, the case management team stated that there has been conversation about a general need for transportation options serving purely recreational needs throughout the county. They cited Sister Bay's trolley service as an example of a transit trial that could be applicable more broadly in the region.

TRIP Stakeholders

Questions for Peer Systems

A meeting with stakeholders reaffirmed much of what had been expressed during the previous day's pop-up meetings. Following an overview of systems with similar service to that which is available in Door County, stakeholders identified the following questions for deeper investigation:

- For peers with "community trips" akin to Door2Door Rides connector buses, how did they decide what days to travel?
- How did peer systems determine where fixed route service should operate? Door County has previously decided against providing fixed route service.
- How do you account for the lift bridges in Sturgeon Bay when planning service?
- There are differences in traffic throughout the seasons. Would there be delays because of traffic in the summer? If so, what's the workaround?
- What is the public perception of peers' transit services?
- What kind of technology (apps for drivers/riders, dispatch, etc.) do they use?
- How and why did they establish a transit authority or commission? Should Door County create such an entity? What are the advantages and disadvantages?
- How do peers communicate changes to routes, schedule, etc.?
- Is there demographic ridership data available for Door County transit and its peers? Not for riders, but for the community overall.
- Do people know they're able to use Door2Door Rides services if they're not a senior or disabled?
- What changes did peer systems undergo on the way to their current state?
- Have peer systems encountered issues with GPS being accurate in their communities? If so, how did they overcome these?
- How have peer systems worked with legislatures to secure funding?

S.W.O.T. Analysis

Following the overview of peer systems, TRIP stakeholders were asked to identify the strengths, weaknesses, opportunities and threats currently faced by the system. They identified a wide range of aspects that Door County is doing well and named various areas in which there is room for improvement in its services.

Strengths

- The number of people who are already involved in supporting Door-Tran; there's good communication and the system is community-driven.
- The volunteer program is going well.
- Door-Tran staff will do anything they can to help people who call.
- Door-Tran has several resources available, including grants and project funding. Door-Tran has had success with finding alternate sources of funding when needed and with leveraging existing funding resources to secure additional ones.
- Door-Tran has experienced significant growth since it was established ten years ago, and, given that more than 80 percent of riders are elderly and/or disabled, it is providing transportation services to people with the most need.

Weaknesses

- It's difficult to access the northern and southern parts of the county, and difficult to get people to understand that the service is available.
- The service span is limited; the volunteer service only runs until 5 p.m. and Door 2 Door Rides until 6 p.m.
- There is a lack of awareness about the various programs available, in part because of the complicated nature of zones, fares, and other aspects of the system.
- The system is fragmented and treated as an afterthought; it needs more attention and resources.
- Door2 Door Rides dispatch is using RouteMatch software, but it's out of date and doesn't always show the best route, which leads passengers to question the service and its cost. Additionally, GPS is often inaccurate in the county, compounding the issue.
- Having all minivans creates issues with capacity, especially for passengers who use wheelchairs, and having small buses could help.
- There's confusion about the differences between Door 2 Door Rides, Door-Tran, and Abby Vans.
- Door-Tran and its stakeholders would like to work with employers but find it can be difficult for people to grasp the importance of transportation if they personally have no barriers to accessing it.
- There is an unmet need for transportation surrounding special events.
- Young families do not even consider Door 2 Door Rides services because of concerns about cost, car seats, etc.
- Wages are an issue; many transit-related job openings are difficult to fill.

Opportunities

- Improvements in the quality of experience with approaches including driver training around issues faced by seniors and people with disabilities.
- Engagement with villages and with local businesses, especially manufacturers, about transportation needs.

- Enhanced service to northern Door County, especially for tourists.
- Partnerships between Door-Tran and organizations such as Uber, Lyft, telecom providers, and the Alcohol and Other Drug Coalition.
- Addition of a full-time transit manager would improve coordination of services.
- Request additional funding from the state legislature.
- FHWA funding for Congestion Mitigation and Air Quality as a funding source.
- Premier Resort Area Tax options.

Threats

- Significant competition for the funding that is available and state and federal funding have been reduced.
- Young people are moving out of Door County, causing the labor force to shrink.
- Policy and funding may not come together to sustain Door County transportation services.
- County Board, City, and local businesses don't see TRIP as one of their responsibilities.
- Levy limits prevent the County from raising more money for transit.
- Consolidation of service may lead to the loss of funding.
- Budgets are already strained, and there are different laws that govern what municipalities and counties can do to raise funds.
- The volume of riders who utilize Family Care transportation could not all switch to Door 2 Door Rides and receive service that meets their needs.

Next Steps

Information gathered in this section will be used to inform strategic recommendations that will complete this report. Based on the information gathered thus far, recommendations will be focused on the following areas:

Service Improvements

With ridership growth and customer convenience as key objectives, modifications to the amount and type of transit service will be recommended. This includes service areas, service hours, transportation mode, and transit provider. The project team will review stakeholder comments and local socioeconomic data to provide service recommendations. Additionally, existing strengths related to coordination will be augmented, service partnerships will be enhanced, and service duplication will be reduced.

Marketing and Communications

Recommendations in this category will include strategies in areas of technology, customer outreach, and communication that will ease accessibility and attract riders to transit services.

Management and Governance

With a close look at peer systems and taking into account the funding and policy environment for the State of Wisconsin, alternative methods of managing and governing transit service will be explored. The following report will include an overview of different governance methods in Wisconsin. These will include refinements of the existing structure – local public body and interagency agreements – and other examples like a Multi-County Transit Commission, Transportation Coordinating Committee. We will also explore how systems have consolidated and coordinated in other areas, and how lessons from those communities can be applied to Door County.

Funding

During stakeholder outreach and through analysis of transit system performance data, several questions arose regarding how to best leverage and distribute funding, and how certain funding programs should be appropriately invested. This is perhaps the highest priority and a critical area of need for technical assistance. In collaboration with local partners, we will provide constructive feedback on past investments and develop a plan moving forward that outlines how to best fund the service improvements.

Strategic Recommendations

Building on the work completed to-date related to documenting transit system performance, and identifying needs, this memorandum outlines recommendations related to service and administrative improvements. Public transit is the backbone of coordinated transportation in Door County.

Changes in management at the various agencies involved in supporting transit present an opportunity to improve existing practices. These recommendations will consider how TRIP and its partners are uniquely positioned to provide technical capacity, improve coordination, and support enhanced system performance – translating to better returns on local investments.

Recommendations are focused on the following functional areas:

- Governance
- Management, Administration, and Funding
- Marketing and Communications
- Service Recommendations

These recommendations will be presented for review by the project steering committee and their feedback will inform steps related to implementation.

Governance: County Transit Commission

One of the issues identified with transit in Door County is that the network of providers is fragmented. A network of private and public agencies offer a diverse array of services that meet a variety of needs, however this can make effective coordination of these services a challenge. Door-Tran offers many strengths as a forum for communication, and providing customer-focused services like travel training, ride referrals, and consumer education. They have also demonstrated proficiency in managing and operating a volunteer driver service that links many to medical appointments and veterans' services.

However, most rides are provided by the major public and specialized transit providers. Operators like Door2Door Rides, the Senior Resource Center, and Sunshine House leverage state and federal funding sources to provide service under the umbrella of public transit. While TRIP serves as a forum for idea sharing, long-range planning, operational, and service development decisions, it is somewhat removed from each organization.

When reviewing the structure of peer transit agencies, a more cohesive, regional governance structure is more common when a system operates at the scale of those in Door County. While other states have regional transit authorities that can raise dedicated funds, or Joint Powers Authorities for transit that produce a true public-private-partnership, in Wisconsin the most typical form of transit governance is a County (or Multi-County) Transit Commission. Making progress toward the formation of such a commission that would own the transit assets and services in Door County is one of the study's key recommendations, and a proven concept in Wisconsin.

County Transit Commission

Wis. Stat. 59.58 outlines the powers of counties as it relates to transportation. Section two of this statute describes the County Transit Commission, paraphrased as follows:

- A county may establish, maintain, and operate a unified transportation system, the majority of which is located within the county, or the service is supplied to people who reside within the county. The primary purpose of the transportation system is to move people and freight.
- “Comprehensive unified local transportation system” is defined as “motor bus lines and any other local public transportation facilities” where the majority is located within the county.
- The commission shall consist of not less than seven members to be appointed by the county board, one of whom shall be designated chairperson, except that in a county having a county executive, the executive shall make the appointments. Appointees will serve staggered three-year terms.
- The commission may appoint a secretary and employ such accountants, engineers, experts, inspectors, clerks and other employees, along with materials that to enable it properly to perform its duties and exercise its powers.

- County Transit Commissions are subject to public meeting requirements typical of other county-level committees in the State of Wisconsin.
- A County Transit Commission may enter into an intergovernmental agreement to provide transportation services (per Wis. Stat. 66.0301) and receive financial support from public and private organizations.
- In lieu of providing transportation services, a county may contract with a private organization for the services.
- The statute outlines the process by which a county can purchase a transportation system – referencing when it was common for public agencies to acquire the operations and assets of private transportation systems.

A County Transit Commission is typically the designated recipient of WisDOT funding – for public or specialized transit – and would serve as a centralized governing body influencing decisions related to these program dollars. The County Transit Commission would ultimately oversee any procurement or intergovernmental agreement associated with providing transit service.

Phasing and Implementation

Initially, the focus of the County Transit Commission governance should be the services that support public transit. These include:

- Door2Door Rides
- Senior Resource Center
- Modified Connector Services (see sections on Service Recommendations)
- Mobility Management Activities

Additionally, volunteer and specialized services can be brought into the commission as service continues to develop. This can be done via inter-agency agreements or via membership in the transit commission.

The process to form a County Transit Commission can be lengthy and will require the involvement and education of elected officials. For Wisconsin peer systems, WisDOT and/or Regional Planning Commissions (such as Bay-Lake Regional Planning Commission) have provided technical assistance and facilitated this process. They are both valuable resources for assisting in developing bylaws, procedures, terms, and structuring grants. Additionally, many transit agencies opt to retain a consultant to guide the process with local governments and key stakeholders, as the time commitment in the first year of implementation can be significant.

Management and Administration

Data Reporting and Funding

A core component of the Door-Tran mission is to serve as a venue for coordination of transportation services. Door-Tran compiles a provider report that summarizes ridership and activities on a regular basis, but this is also tracked by individual agency and reported to county, state, and federal authorities in inconsistent manners. There are not necessarily issues related to recordkeeping or compliance, but the current data collection and tracking methods further complicate a program that has layers of discrete funding and requirements. Centralizing and organizing how ridership and finances are tracked at the Transit Commission level will help guide local partners in determining service improvements and understanding local needs.

Transit System Organization

Public transit is at the core of a coordinated transportation system. Defined both by WisDOT and FTA as a service that provides general or special transportation to the public on a continuing basis. Wisconsin Administrative Code (Trans 4) further defines this as, “A mass transit system may provide specialized transportation services for elderly and disabled persons by operating a subsystem, or by contracting for such services with another agency. An agency which provides transportation services exclusively for a subgroup of the general public is not a mass transit system.” Public transit may serve the broadest customer base, and specialized modes can be components of a “mass transit system” if the services are well coordinated.

In Door County, the following services fall under the purview of the application for mass transit operating assistance:

- Door2Door Rides Shared-Ride-Taxi
- Door2Door Rides Connector Bus Service
- Door County Senior Resource Center Bus
- Sunshine House

Ridership, revenue, and expenses for these services should be reported inclusively and consistently. In some cases, expenses related to these systems have been reported, but not ridership. This provides an incomplete picture of system performance. Currently Door-Tran’s services include volunteer operated services (county-wide volunteer, veterans’ volunteer), mobility management services, as well as a voucher program that is funded mainly by the FTA Section 5310 program. There are several examples of peer systems in rural Wisconsin that coordinate these services and funding sources (see Table 1) in a manner that can be replicated in Door County.

Table 14. Wisconsin Peer Systems

Transit System	Public Transit Routes	Public Transit Demand Response	Specialized Services for People with Disabilities	Volunteer Driver Program	Staff Mobility Manager	WI 85.20/FTA 5311	WI 85.21	FTA 5310
Bay Area Rural Transit	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes
Namekagon Transit	Yes	Yes	Yes	No	Yes	Yes	Yes	Past Recipient*
Central Transportation**	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Dunn County Transit Commission	Yes	Yes	Yes	No	No	Yes	Yes	Yes

*Namekagon Transit coordinates with Ventures Unlimited for service operated by Section 5310 Vehicles

** Central Transportation is a merged city-county entity that functions as a department of the City of Stevens Point, there is a Coordinating Council that provides policy guidance, but it is not a County Transit Commission.

The section on *Service Recommendations* outlines several ways in which this can be carried forward to implementation. If public transit funds (5311/85.20) along with county human service transportation aids continue to be the primary source of aid for the transit system, then it makes the most sense to look at the transit network as a cohesive system.

Funding

Upon review of existing funding of transit in Door County, there are some strategic recommendations for moving forward. Local leaders have collaborated with WisDOT and their representatives on compliance issues, and market improvements have been made. The following is a guide to how funding may be applied to existing services. Implementation recommendations for service improvements are identified in the following section on *coordination* and in the *Service Recommendations*.

Public Transit Programs

Public transit programs are open-door services that are not targeted to a specific customer or client base. They are fully accessible and meet the broadest definition of mass transit. Typical funding sources include FTA 5311, WisDOT 85.20, and WisDOT 85.21.

Supplemental Public Transit Programs

Supplemental public transit programs are specialized transit modes that can be used to add capacity to public transportation programs, and thus can be funded using public transit program dollars. The classic example of this in a large urban setting is School Tripper Service. School Tripper Service is additional service that a public transit system deploys during school start and dismissal to meet additional demand for public transit service and keep its core system functioning. This same principle can be applied to employment shuttles, and other specialized trips if the core public transit service is preserved.

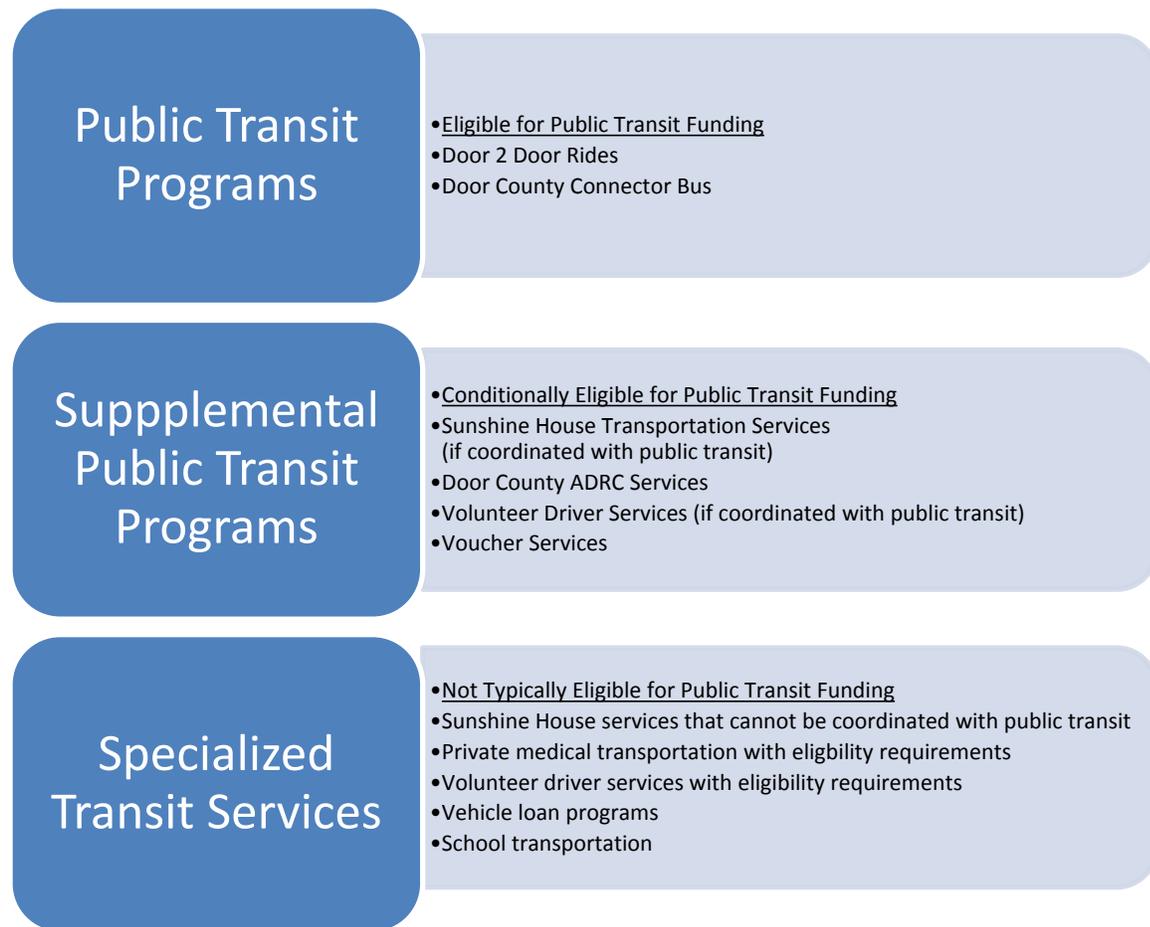
A hypothetical example of how this would work in Door County would be if Sunshine House operated a “tripper service” during a time of peak demand because the conventional public transit service did not have capacity to serve all the clients needing an origin-to-destination trip at a shift or program start. This is a sound method of coordinating public and specialized transit modes and is an eligible method of integrating the funding programs. Namekagon Transit operates service in partnership with Ventures Unlimited in Sawyer County, WI.

Put simply, if a specialized service is used to add capacity to public transit (not as a duplication or replacement), it is eligible for public transit funding. Public transit program requirements will still apply to those services.

Specialized Transit Programs

Specialized transit programs are those which do not meet the definition of public transit, and thus cannot be funded with 5311/85.20 program dollars. These are services that are not provided on a regular basis or have eligibility requirements that limit the customer base to a certain category. A public transit provider may offer specialized services, but it cannot displace their core public transit product and an agency fare is typically charged.

Transit Funding Guidance



Coordination

Transportation partners in Door County already perform many national best practices in coordinating services. The number of people “at the table” represented by the Door-Tran board shows great potential for future development and sound decision-making.

Improvements to Coordinated Transit System

As described earlier in this report, public transit funding is leveraged by other funding sources. Service modes can be combined, provided they support the overall mission, goals, and requirements of a public transit service. Each year, Door County submits a Management Plan to WisDOT for review that outlines the parameters of public transit service. Our recommendation here is to augment components of this Management Plan and combine it with service modifications to improve the product.

Management Plan Highlights

Sunshine House Operations/Cost Allocation Plan

Using valid assumptions, Door County estimates that about 11.4% of Sunshine House’s ridership is provided by public transit. This is largely accounted for by the Connector Bus Service and a few select supplemental trips. However, 100 percent of Sunshine House’s operating expenses are reported as part of the coordinated system. Evaluation of this formula should be performed to determine what actual portion of Sunshine House services are public transit, and only those expenses should be counted. It is likely the case that a greater share of Sunshine House’s operations add capacity to the public transit network. Additionally, with service and marketing improvements Sunshine House’s Connector Bus operations will hopefully represent a larger share of ridership. Similar analysis can be performed on other specialized services.

Plateauing Ridership

Recent cuts to service to respond to funding deficits and stagnancy in population are demonstrative of how Door County has adjusted service proactively. Service recommendations described later in this report will identify strategies to increase ridership and continue to shift services to meet the greatest need. Coordinating and planning service in Door County should follow these strategic directions:

- **Invest in Capacity on Core Public Transit Services**
 - Shared-ride-taxi and route deviation service that covers high-demand locations and high demand schedules. E.g. Sturgeon Bay-oriented service
- **Use Specialized Services to Support Core Public Transit Operations**
 - Use the variety of vehicle fleets, modes of transit, and mix of volunteers to deploy a cost-effective network of transit providers.

- **Continue to Deploy Effective Mobility Management and Marketing Activities**

One method of addressing these issues, and to best deploy service recommendations, is to explore consolidation and cooperation among transit dispatchers and schedulers.

Explore Consolidated Dispatch

Coordinating dispatch and/or call centers involves creating a one-stop call-in number and using a single dispatching center to schedule requested rides among the available providers, vehicles or services. Providing consumers with one call-in number greatly increases customer convenience. Jointly scheduling trips also helps to organize trips efficiently and maximizes ride-sharing. Reducing individual trip costs means the ability to provide more rides to more people for the same amount of resources. Door-Tran is currently pursuing computer-aided dispatch software to help better manage their trip coordination and planning. Connector and Door2Door rides are dispatched and scheduled by Abby Vans. Stakeholders have expressed interest in conducting scheduling and dispatch services locally, as routing and on-time performance have presented issues with reliability. Also, as the portfolio of services increases, so will the benefit of consolidating dispatch.

A dispatch center can also house regional transportation resources. Centralized resource programs are designed to assemble information about available public, non-profit, and private sector transportation resources in a single location, source, or directory. In many communities, there are many available services for persons with low income, seniors, and persons with disabilities, but it is up to the consumer to find out hours and days of operation, service areas, availability, eligibility, and how to access such services. In a centralized resource directory, information regarding all available providers is assembled in a single place. The directory can be in written, published form, or in a searchable online database format.

Transit Manager

The key employee of the County Transit Commission will be a Transit Manager. While Door County's peer systems have many different characteristics in terms of the service that they provide, all have a full-time staff person dedicated to the management and oversight of transit operations. Door County has many dedicated leaders that are passionate about continuing to develop transportation in the region. However, all manage transit service as a portion of their job, typically balancing it with other duties at government and nonprofit organizations. This is a viable model for a small shared-ride-taxi service, but with the scale and breadth of the services in Door County, we recommend a full-time transportation coordinator to carry through service improvements and centralize activities at a Transit Commission. The Transit Manager is responsible for preparing capital and operating budgets, specifying and procuring equipment and rolling stock, and providing input on staffing, service planning, and service changes. Additionally, the Transit Manager is responsible for overseeing various service contracts and agreements and staffing the County Transit Commission.

In Door County, since most transportation is purchased, the Transit Manager will be supported by mobility managers and volunteer coordinators but not directly manage most front-line operations and maintenance staff. Activities that would be specific to Door County's Transit Manager would include the following:

- Prepare annual and semi-annual grant applications
- Prepare reports as needed on transit operations
- Oversee a consistent point of contact for transit finances and data, coordinated with appropriate partners to establish controls and accounting practices
- Manage dispatch, travel training, and mobility management staff.
- Oversee procurement of purchased transportation
- Design and implement new and improved transit service modes
- Develop and manage customer service processes
- Develops and/or oversees agency training programs

Peer agencies can be a valuable resource for developing a Transit Manager's position description, and then tailor the description to Door County's needs. Consulting the Wisconsin Association of Mobility Managers and the Wisconsin Public Transit Association would be good local starting places. Fortunately, the National Center for Mobility Management offers a clearinghouse of transit mobility manager job descriptions at the following location:

<https://nationalcenterformobilitymanagement.org/for-mobility-managers/job-descriptions/>

In a rural transit setting there is often overlap between activities of a mobility manager and a transit system general manager; however, the County Transit Commission can determine which activities are most appropriate. Door County may also want to use the development and funding of a County Transit Commission to evaluate its own staffing and organization.

Planning

Strategic and service planning functions among Door County's transit providers are currently fragmented and performed by various agencies at insufficient levels. While the system functions well on a day-to-day basis, there is a focus on establishing long-term goals and growing ridership by reaching new customers that have not yet been realized. Strategic and service planning functions can be led at a small scale by the Transit Manager, but after the County Transit Commission has been established it is recommended that a long-range transportation plan or development plan be undertaken at the county or regional level. Door County has not undergone a transit development plan (TDP) or another multi-year strategic planning effort focused specifically on service review and development. In Wisconsin, Door County can partner with the Bay Lake Regional Planning Commission and WisDOT on this effort. Work of this nature is typically performed by a regional planning agency or an outside consultant. The outcome of such a plan, would be a clear road map that outlines funding requirements and service development guidelines for a 5-10 year period.

Marketing and Communication

Public Transit Branding

Shared-ride-taxi service in Door County has one of the strongest brands and visual identities among its peer systems. With colorful, modern vehicle liveries and clear published materials, Door2Door Rides has a strong marketing product. While the shared-ride-taxi services have easily identifiable logos and signage, the other rural services have more generic logos and vehicle liveries. Connector buses are operated by Sunshine House vehicles and Senior Resource Center vehicles are operated by the Door County ADRC. While there can still be a network of providers, a unified logo or “public transit” identifier is important to build awareness of the service. People new to public transit or to the area may not be aware that a Connector Bus is an open service to the public. The updates to vehicles will help community members identify vehicles as public transit and build awareness of the system. Ideally this will be a task of the Door County Transit Commission.

A Door County ADRC Vehicle



A Door2Door Rides Vehicle



Marketing and branding of public transit can also be integrated with centralizing dispatch and other promotional activities.

Continue Mobility Management Activities

Travel Training

One of the services that Door-Tran provides is travel training and ride referrals. People who have never used public transportation often have real concerns and fears about using the public transportation network. This strategy has many of the same goals of a companion program but is more formalized. A training program that teaches consumers how to use public transportation and become confident transit riders can help encourage use of public transit. Travel training may be promoted as a marketing strategy to encourage key consumer groups (i.e., older adults) to use public transit; or it may be targeted towards frequent users of paratransit to encourage individuals to use lower-cost transit services, as appropriate to the individual's circumstances. As transit expands in Door County a robust outreach and training program will be vital to its success.

Mobility Manager Position

Door Tran currently houses a staff of mobility managers that coordinate a variety of services. As transit in Door County restructures, it is recommended that these activities are retained, and mobility managers continue to be part of the transit system's staff.

Mobility managers/coordinators are staff dedicated to promoting and improving mobility of residents and/or agency clientele. The Mobility Manager/Coordinator is responsible for coordinating transportation resources and providing public education regarding existing transportation resources. Mobility Coordinators also work to build awareness among decision

makers, service providers, and riders on key issues related to the coordination of transportation and human services.

Individual mobility coordinators may be hired by a particular agency or may be shared among multiple agencies.

Roles and responsibilities include:

- Serve as advocates for addressing the critical needs in transportation services to the public and individuals with special needs
- Train agencies and individuals on local transportation options
- Develop and oversee outreach and education efforts on transportation resources

Staff Development

As the transit system evolves, additional training will be required for staff. Wisconsin Rural Transit Assistance Program, National Rural Transit Assistance Program, Easter Seals, Community Transportation Association of America, and National Transit Institute all offer in person and online training and networking opportunities that would be beneficial to Door County's transit staff. The National Transit Institute's courses on Paratransit Management and Operations, Managing Community Mobility, and Transit Service Planning would be relevant to both transit managers and mobility managers.

Return on Investment

In addition to marketing to a transit user base, the benefit of transit must be communicated to potential funding partners and elected officials. Narratives from passengers, a robust social media presence, and partnerships with employers all help promote the benefits of having a convenient and effective transportation system.

In rural areas, public transit is sometimes seen as a service focused on getting seniors and persons with disabilities to meet basic needs like obtaining medical care and getting to and from employment. Beyond this, though, public transit can help maintain social connections and offer a local economic benefit. Even for regional trips, transit can provide an economic benefit, especially in small towns, that transportation provides as it allows people to remain in the small town for a longer period of their life. Many times, the dollars transit users spend in the local community are downplayed when they are seen leaving town to travel to a regional center. Dollars that transit users provide to the community through property taxes and sales taxes on goods they buy locally are not considered, many times, during the discussion of the cost of service. Availability of transit service (whether it is local or regional) has been shown to be a critical factor in the aging in place decision process.

By preparing material to present to city councils, county boards, agency boards, etc. documenting the community benefits, the anecdotal argument of the benefit that is typically provided can be transformed into dollars and cents discussion. State departments of transportation and local transit

systems periodically survey their customers to get an understanding of trip purposes such as medical and health care, employment, social/recreational, and shopping. Transit systems can also monitor trip origins and destinations to gain inferences on these patterns. Each of these trips presents a value to health care providers and businesses, and conversely trips not taken present an economic cost.

Service Recommendations

In addition to recommendations for governance, management, and marketing, there are incremental improvements to transit service in Door County that can be completed. While in the near term, administrative recommendations should take priority, these service recommendations will aid in growing ridership systemwide, gaining efficiencies, and develop contractor specifications.

Shared-Ride-Taxi Performance

Door2Door rides is the largest public transportation provider in Door County. Its performance is also on a positive trajectory. Nevertheless, stakeholders had numerous comments on the service's affordability, reliability, and whether it was adequately meeting the needs of the communities. Transit agency management should consider the following recommendations when assessing transit system performance and developing procurement specifications. Additionally, these performance measures should be included in contractor reporting.

Service Monitoring

Passengers Per In-Service Hour

Passengers per in-service hour – or revenue hour – measures the amount of transit service consumed in relationship to the amount of service that is available. It is an indicator of transit service effectiveness. For a demand response public transit service (excluding ADA Paratransit) a target measure for this should be 3-5 passengers per in-service hour. If shared-ride-taxi service falls outside of this range consistently, transit management should refer to current market research to understand the reasons and potentially make service adjustments. Door-Tran has completed regular surveys and outreach activities that can be used to explain service trends.

Shared Rides and Trip Length

Coordinating trips for shared rides and picking up and dropping off passengers along a scheduled route improves performance. If the portion of single passenger rides in relation to overall service and the overall trip mileage is increasing, this can limit the overall capacity of the transit system. It indicates that vehicles are traveling longer distances and picking up fewer passengers. This is also an occurrence as communities develop and key destinations move farther apart geographically. If this is a consistent trend adding fleet capacity should be considered to keep up with demand.

On-Time Performance

Transit riders and people who interact with the transit system noted that wait times were often an issue for Door2Door Rides service. A pick up and drop off window that is mutually agreed upon by the Transit Commission and the transit provider should be developed as a standard, and on-time

performance of each ride should be reported by the transit provider for each trip. Additionally, a performance goal should be set in the procurement specification. Also, any time there are issues with on-time performance a reason for a delay should be logged as this will inform future service modifications and help to develop realistic expectations. Also, if a delay is caused due to traffic congestion, multiple passenger boarding's with mobility devices, mistakes with GPS directions, etc. those are important items to note to predict future reliability.

Service Denials and Recommendations

Door2Door Rides has historically provided good customer service when scheduling rides. However, there is some concern that recommendations and service denials are not being adequately tracked. This is critical information as it informs transit system management if there are capacity issues in a demand response system. A hypothetical situation would be if a passenger calls to make a reservation for 2:00p.m. shopping trip on Thursday, and there is not an available vehicle for that trip, but instead they offer a 4:00p.m. trip. Even if this is acceptable to the passenger, this type of recommendation needs to be tracked. This can also present an issue with ADA compliance if service is denied due to lack of accessible vehicle. Service denials and recommendations should be tracked and reported by all transit providers.

Origin and Destination Data

For demand response service, origin and destination data should be reported and mapped. Typically, a computer aided dispatch software can export addresses or geographic coordinates that can be mapped. On a regular basis this information should be collected, and overall system trends should be monitored. Also, if there are clear peaks in demand along a corridor or route, that can be an indicator that pure demand response is a less efficient mode of transportation compared to a route deviation service. Door County can partner with a local planning agency to process and map this data.

Planning Considerations

There is currently a network of services including shared-ride-taxi, route deviation, and volunteer services that operate alongside each other in Door County. While providers regularly communicate and coordinate with each other, some of the services can be duplicative and potentially serve similar customer bases. Service in the “core” area of Sturgeon Bay is the most typical of rural transit in terms of operation and fare structure. The geography of Door County is conducive to a route-based service, but the Connector Bus operates on a daily or weekly basis depending on the location. Fares on a Northern Door shared-ride-taxi service can also exceed \$15.00 and there is a concern as to whether affordability is a barrier to its use. In future planning activities, Door County and Door Tran should consider how to best organize its different service modes. This can include expansion of Connector Bus service, reallocating shared-ride-taxi resources to areas of high demand, and expanding volunteer services.

There are also gaps in service in frontier rural areas like Washington Island, where transportation needs certainly exist, but demand is very low. This may always be a specialized transit market, but by applying the right transit tool to the right area, resources may be made available to better serve this community.

Door2Door Rides also runs a fleet made up of primarily accessible minivans. As the system grows and performance measures are monitored, larger vehicles with more wheelchair positions and a higher passenger capacity should be evaluated for their deployment in the shared-ride-taxi service. Most of Door County's peer agencies have fleets that are mostly medium-duty buses. This also presents a coordination opportunity with Sunshine House for service provision as they house a fleet of small buses with this type of design.

Restructuring Connector and Rural Service

Connector Bus service in Door County is designed to link people in smaller towns and very rural areas with resources and activities in Sturgeon Bay. The geography and roadway network of Door County makes corridor-based service a reasonable design option, however stakeholders have identified concerns with the Connector Bus service. For most of the Connector Bus routes there is one daily inbound and outbound trip. This works for an occasional shopping trip, medical appointment, or public service appointment, but it does not serve the broadest segment of the population. The schedules are primarily oriented to Sunshine House program start and end times. For those that would use public transit for commuting, or for a trip that originates in Sturgeon Bay and goes to a Northern Door community a rider must use a different transportation service. Also, the Connector Bus routes are used mostly by Sunshine House program participants, and public transit ridership is very low given the overall cost. The following are service options that are designed to improve rural and Connector Bus service.

Service Option 1: Added Connector Frequency

Adding frequency to the Connector Bus service will improve its convenience and make it more attractive to potential transit users. When reviewing peer systems, well-established route deviation services operate at higher frequencies (1-2 hours in some cases) or are focused on specific days of the week. Starting with the connector route that has the highest ridership, adding a midday and an evening trip with promotion and branding is a first step in determining whether added service frequency will draw additional riders. If successful, added trips on other connector routes should be deployed.

Service Option 2: Northern Door Service Reorganization

As Connector Bus is a mode of transportation that has a relatively low-cost structure, leverages program dollars, and has a high vehicle capacity. Service that currently travels "between zones" on the Door Peninsula should be directed to these routes. Duplication with existing shared-ride-taxi service should be minimized, particularly in the Northern Door. Demand response service is best suited to transportation within a community and longer distance trips with low capacity vehicles

should be used in a supportive manner to fill in gaps, and less so the primary mode of public transit. Volunteer drivers can also augment the Connector Bus routes in certain situations.

Sturgeon Bay Route Feasibility

A recommendation for this study was to evaluate the feasibility of fixed route service in Sturgeon Bay. One tool used in determining where transit service is appropriate is to assess the areas within the community that have a minimum employment and population density to support basic levels of fixed route transit. Areas with more than four households per acre or four jobs per acre in the most recent block-level Census data (2010) and LEHD data (2015), respectively, are defined in this analysis as a transit supportive area (TSA). Figure 4 displays the TSAs in the Sturgeon Bay area. These are areas that could potentially support an hourly level of fixed route service.

When reviewing these areas, one looks for consistent corridors or clusters of density that can support transit. Given current service productivity levels and the location of transit supportive population density, developing a fixed route in Sturgeon Bay is likely not a near term option. This is heightened by the capital cost of signage, vehicles, shelters, and provision of ADA Complementary Paratransit that comes with developing a fixed route. While technically feasible, the amount of investment required, and the administrative requirements of the other recommendations mean that true fixed route service is a long-term prospect for Sturgeon Bay.

However, there are concentrations of activity and density in Sturgeon Bay to a degree that a route deviation or point deviation with scheduled stops and time points would be feasible. Time points should be focused on those areas where there is high activity or potential for walk up service. It is relatively straightforward to integrate this type of service into a computer aided dispatch software program. Each time point is treated as a standing ride.

It would be feasible to have 30 or 60-minute service at the following time points, provided the fleet is scaled appropriately.

- Downtown Sturgeon Bay (North)– City Hall or Curbside on South 3rd Avenue
- Downtown Sturgeon Bay (South) – Curbside on Madison Avenue
- Industrial Park Area – South Neenah Avenue
- Target
- Egg Harbor Road Commercial Area
- Door County Medical Center

This would represent a major change in service design, but route deviation services tend to have higher productivity than pure demand response service (5-7 passengers per revenue hour). It is presented here as a long-term recommendation.

Phasing and Implementation

While all recommendations listed in this report are feasible, the following section represents a plan to phase each recommendation in a way that is incremental and takes advantage of existing resources. In the next calendar year there are a few items that may affect the urgency of some issues, and overall project implementation. These items were brought up during various meetings with stakeholders and after review of policy documents.

- There is one year remaining on the current agreement with Abby Vans to provide public transit service for Door 2 Door Rides. A new bid specification will be written prior to the next grant cycle.
- While it is not yet certain, increased agency fare revenue for Sunshine House service may reduce its operating deficit to a point where some service restructuring would be necessary to have them continue to provide public transit service.
- Recent short-term adjustments to local share and the scope of transit service make the need for long-term funding and management solutions more urgent.

Work is divided into three phases that will take approximately 1-2 years to implement if funding and organizational development permits. Longer term solutions are identified in the third phase.

Phase One

The focus of Phase One is to improve organization of data and begin to convene partners that will be responsible for establishing a Transit Commission or similar governance structure. Tasks in phase one include agreeing upon consistent operational financial data and centralizing its tracking. This should begin with public transit service and expand from there. Provider reports collected by Door-Tran would be a logical starting point for this.

While it is too early in the initial months to apply performance measures to current contractor agreements, the data collection mechanisms can be put into place and transit system owners can work with providers to explore the capabilities of technology. Peer transit systems can also be contacted to see how service is tracked in other areas and apply best practices to future agreements.

Elected officials and Door County staff should begin the process of forming a Transit Commission, and work with State agencies, county or regional planning organizations, and potentially outside consultants to develop the appropriate local legislation. This is also an initial step for identifying funding partners for future service. Existing mobility management activities should be continued and expanded as demand warrants.

Additionally, a position description for a full-time transit manager or coordinator should be drafted.

Phase Two

Phase Two will begin within the first year of implementation. Parallel to the formation of a Transit Commission, a pilot project for connector service expansion should be identified and a new specification for purchased transportation should also be drafted by the current system fiscal agents. Eventually, these contracts will be transitioned to the Transit Commission for management and oversight. Concepts for service rebranding will also begin development to establish a more unified public transit identity. Recommendations for branding improvements can also be incorporated into bid specifications.

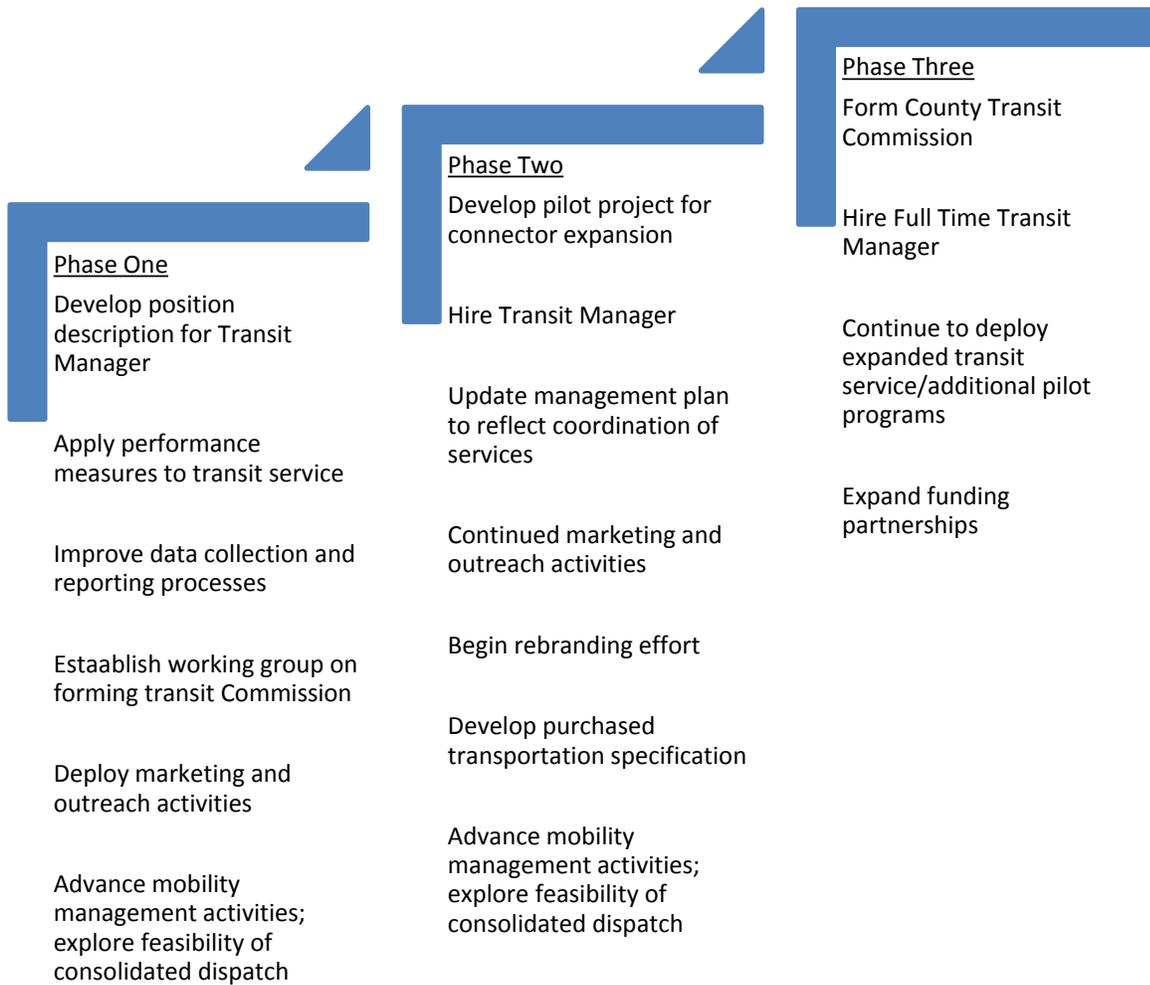
Phase Three

Phase Three of implementation will carry forward after the first year and emphasize the following activities:

- Formation of a County Transit Commission – completed legislative process
- Continue to make progress on public transit branding and published materials
- Expansion and reconfiguration of services
- Secure funding through new partnerships (local government, private enterprise, agency fares, nonprofit organizations) and improve the resilience of the transportation system

At this stage there will be a position in place to manage the development of the transit system and advanced coordination efforts and service improvements.

Figure 1. Project Phasing



Appendix A: Example Public Transit Funding Breakdown/Organization Charts

The following represents an example of how various funding sources can be leveraged to support an integrated public transit system in Door County. This is an illustrative example, and actual costs may vary depending on the structures of agreements and the proposed scope of services. Figures are based on inflation adjustments to 2017 reported data.

Example Public Transit Annual Operating Expenses

Service Type	Expenses
Door2Door Rides (Shared-Ride-Taxi)	\$739,400
Senior Resource Center/ADRC Bus	\$155,000
Sunshine House Service Supporting Public Transit (50% of Operations)	\$127,500
Expanded Connector Service	\$102,000
Volunteer Services Supporting Public Transit	\$21,500
Total	\$1,145,400

Potential Adjustments

- Some inter-zone shared-ride-taxi service could be shifted to a volunteer-based program at a lower cost.
- Connector service expansion is an estimated cost for an added weekday trip, this figure can be scaled up or down based on a greater or lesser amount of service frequency.
- If consolidated dispatch is pursued, a small portion of overhead costs of each transit system will be reduced.
- Overall expenses and revenues for Sunshine House service will be adjusted based on the actual scope of service that will be defined as public transit. This figure reflects current reports to WisDOT but will likely need to be changed after consultation with public and specialized transit program managers. This is also something that can be addressed through implementation in calendar year 2019.

Example Public Transit Annual System Revenues

Revenue Type	Revenue
Passenger Fares/Donations	\$124,000
Other Agency Fares	\$113,250
Total	\$237,250

Example Local Share of Annual Operating Expenses Under Current Structure

Operating Deficit	\$908,150
5311/85.20 Funding	\$652,800
Net Operating Deficit (Local Share)	\$255,350
Local Share	
85.21	\$95,000
Other Local Share	\$160,350

“Other Local Share” can be comprised of grant funding, county and local property tax, private and nonprofit donation and other contributions.

Rural Bus Service

Should Door County’s transit service change form a “shared-ride-taxi” to a rural bus service, the County must supply a local share of operating expenses equivalent to 20 percent of operating expenses.

Funding Opportunities

In addition to the current funding sources currently leveraged by Door County there are other funding sources that may also be used to support public transit service.

Congestion Mitigation and Air Quality Improvement Program

The Congestion Mitigation and Air Quality Improvement Program (CMAQ) encourages transportation projects that improve air quality. It includes efforts to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions. CMAQ funding is only available in areas that are classified as “nonattainment” or “maintenance” areas due to air quality. In Wisconsin, Door County is an eligible location for CMAQ program dollars. In the past, CMAQ funding has supported transit projects that

are specifically aimed at reducing vehicle miles traveled or congestion. The majority of CMAQ funding for transit has been dedicated to urban areas, supporting commuter service programs, park-and-ride facilities, fleet modernization, and bus rapid transit. However, nationally there are rural examples of CMAQ funded projects that have supported rural-to-urban feeder transit service, and capital assistance. Also, CMAQ funding is combined with Surface Transit Program (STP) funding in other states to support transit capital assistance. In the most recent solicitation, over \$20 million in CMAQ funding was distributed by WisDOT via competitive grant program.

Surface Transportation Program

Like CMAQ, Surface Transportation Program (STP) funding is a flexible program that can support both roadway and transit investment. At the state's discretion, funds allocated under the STP for highways and transit in rural areas may be used for any capital transit project eligible for assistance such as vehicles and facilities, whether publicly or privately owned, that are used to provide intercity passenger service by bus. In Wisconsin, this is currently only done in urban areas by competitive solicitation. WisDOT dedicates these program funds to highway improvements in rural areas, though nationally this funding has been used to support transit capital investment.

Title XIX Non-Emergency Medical Transportation Program

Non-Emergency Medical Transportation (NEMT) is a passenger transportation benefit of the Medicaid program. States are required in their Title XIX State plans to ensure necessary transportation of Medicaid beneficiaries to and from health care providers. Expenditures for transportation may be claimed as administrative costs of the State plan. The State may elect to include transportation as medical assistance under its State Medicaid plan, but use a direct vendor payment system consistent with applicable regulations. In Wisconsin, a statewide brokerage is in place to manage a network of local providers. This is managed by MTM, Incorporated and NEMT providers are comprised of both public and private agencies. Depending on circumstances, some public transit providers elect to become providers in an NEMT network and institute agency fares. This can be favorable but should be pursued with caution as the administrative burden can be significant.

Local Funding Mechanisms

While some of the above State-sponsored funding sources are commonly used nationally to support public transit, there are also several local funding mechanisms that can be put in place to fund transit investments.

Local Fees

In several communities, proceeds from auto related surcharges have been used to support transit. In Ames, Iowa, an additional surcharge was placed on parking tickets to generate additional funds for transit. Cedar Rapids, Iowa and Sheboygan, Wisconsin have both used increased parking rates to generate some marginal additional revenue to support transit. While this approach is conceptually

appealing, the revenue generated may not be substantial, particularly in smaller communities, where ample free parking exists. However, in Door County where there are seasonal surges in parking demand this may be a feasible generator of revenue and could be tied to events of regional significance. In addition to parking, rental car and motor vehicle sales taxes have been used to direct subsidy to transit service in other Midwestern states.

Direct Subsidy

A common source of local share of operating expenses for transit service is a direct subsidy from a major employer or partner organization. There are many examples of this nationally and within the State of Wisconsin. All the major urban transit systems in Wisconsin (e.g. Milwaukee, Madison, Fox Cities) partner with major employers to support public transit routes. In rural areas it is most common to establish relationships with educational institutions (as is done in Stevens Point, Ashland, and Dunn County), but the contractual arrangements are similar. These subsidies can be coupled with employee benefits for transit use and are particularly attractive to businesses and organizations that have pressure on their parking capacity or attracting and retaining workers due to transportation barriers.

Wheel Tax

The wheel tax has been discussed as a possibility for generating additional funding for transit in other communities in Wisconsin. Wisconsin law allows a town, village, city or county to collect an annual municipal or county vehicle registration fee (wheel tax) besides the regular annual registration fee paid for a vehicle. State law does not specify the amount of the wheel tax. However, the municipality or county must use all revenue from the wheel tax for transportation related purposes. The Wisconsin Department of Transportation (WisDOT) collects wheel taxes for the municipality or county, keeps an administrative fee of 10 cents per vehicle application and sends the rest to the municipality or county.

WisDOT currently collects a wheel tax for the City of Beloit (\$10); City of Janesville (\$10); City of Milwaukee (\$20); St. Croix County (\$10), and the City of Appleton (\$20). None of these wheel taxes are specifically dedicated to transit but are used for other transportation purposes. It would be possible; however, for an individual community, to implement a wheel tax to support transit, either for service expansion in their community or to reduce the property tax burden. Depending on the extent of the implementation and the level of tax, this could generate significant additional funds.

Advertising Revenue

Many transit systems place advertisements in their printed materials, on vehicles, and in facilities as a source of revenue. This can be used to support both capital and operating assistance and is a separate revenue stream from passenger fares. Transit systems administer these programs locally, or work with a contractor.

Municipal Utility

Similar to the legal framework of a County Transit Commission, the governing body of a town, village, or city operating a public utility may, by ordinance, fix the initial rates and shall provide for this collection monthly. The rates shall be uniform for like service in all parts of the municipality. Operating a municipal transit utility can tie the charge for transit service to a service area, as it is collected with property taxes. Nearby municipalities can purchase transit service from a municipal transit utility and service contracts can be issued provided they are re-issued in 5-year increments. The governing body of a village or town may also provide for the nonpartisan management of a municipal public utility by creating a commission. The board of commissioners, under the general control and supervision of the governing body, would be responsible for the entire management of and supervise the operation of the utility. The governing body would exercise general control and supervision of the commission by enacting ordinances governing the commission's operation.

The City of La Crosse operates as a transit municipal utility but is functionally as an internal city department. It does not currently generate revenue from a utility fee but has some of the governing structures. Utility fees have the potential to generate significant revenue, but require somewhat more complicated governance, renewal processes, and a public referendum. A transit utility is most beneficial when viewed as a feasible alternative to a Regional Transit Authority.

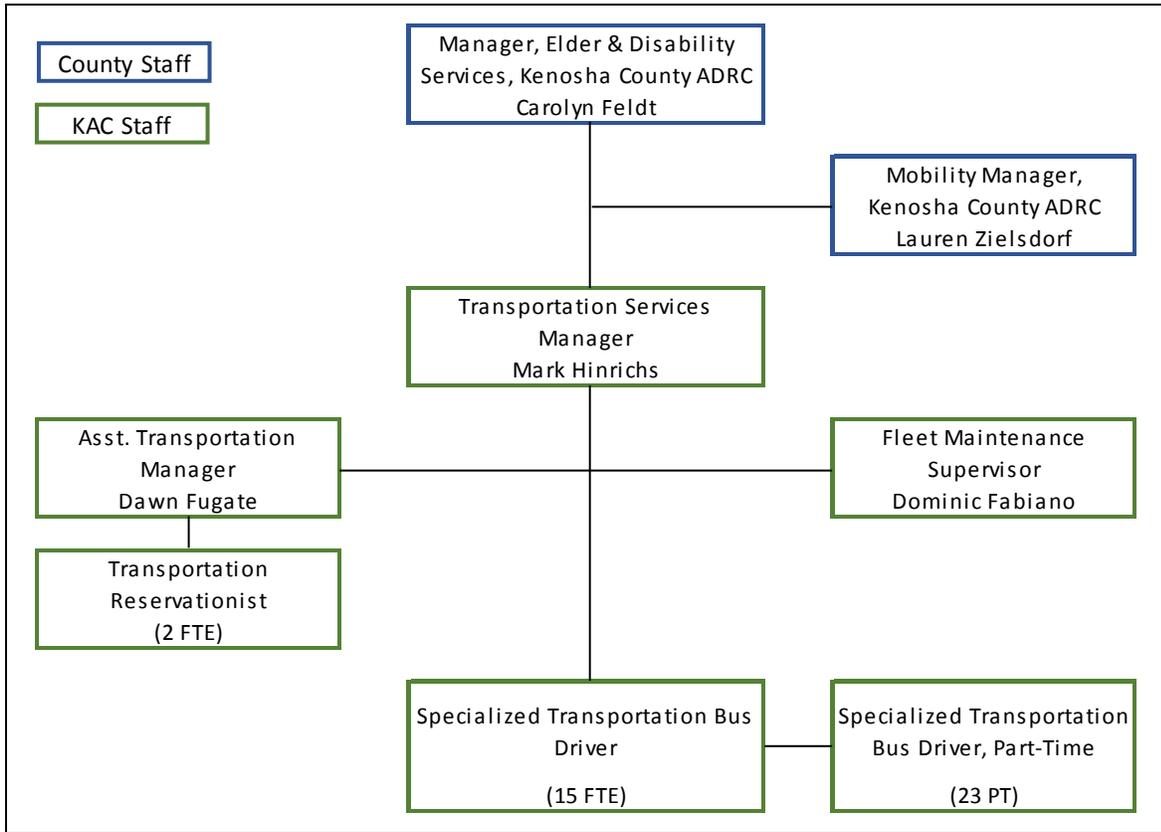
Regional Transit Authority or other Local, Dedicated Taxing Authority

A Regional Transit Authority (RTA) is a mechanism that places the transit system in the hands of a separate regional entity that would have the power to institute taxes to finance the system and to govern its operations and policies. An RTA could provide a long-term stable funding source (likely via a dedicated sales tax) for the system through one governing body that would cover the same area as served by the system. This would allow the system to meet the needs of the customers without requiring multiple, repeated agreements with local governments. Wisconsin is the only midwestern State (Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, and Wisconsin) that cannot create an RTA, and doing so would require a change in State legislation.

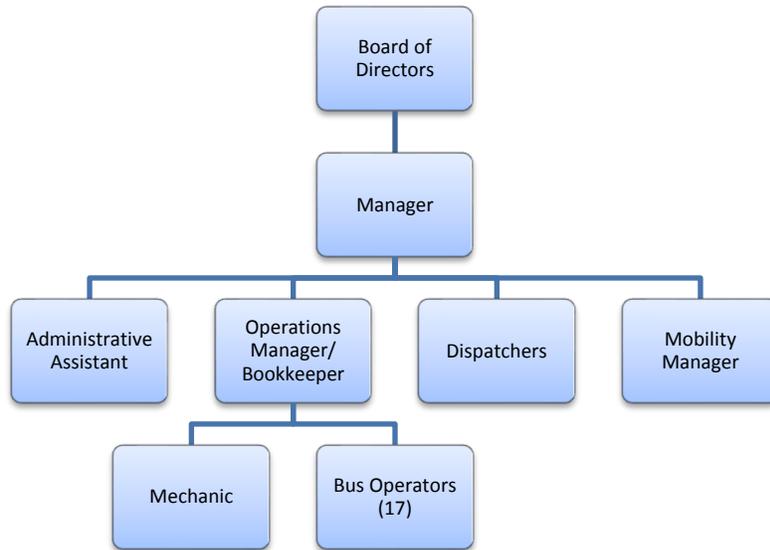
Transit System Organization Charts

This section includes some example organizational charts from other Wisconsin rural transit systems. It is unlikely that Door County will be a carbon copy of any of these. This will need to be developed in implementation, and we suggest having it as an ongoing discussion topic for the steering committee. It is likely that some components from peer systems can inspire the future organization of a Door County transit system.

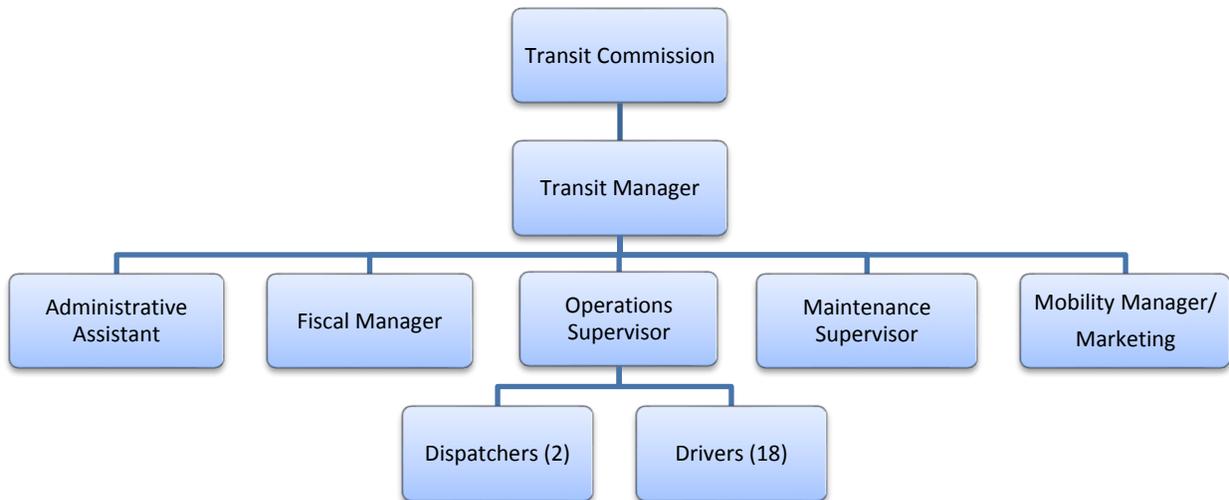
Western Kenosha County Transit Organizational Chart



Bay Area Rural Transit Organizational Chart



Namekagon Transit Organizational Chart



Menominee Regional Transit Organizational Chart

