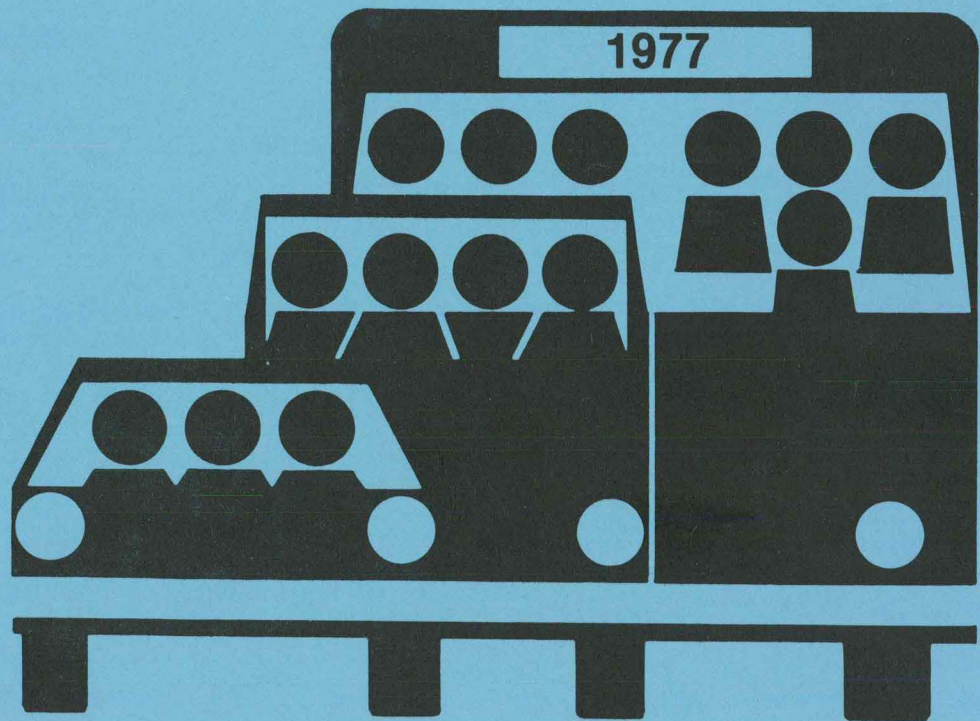


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Regional Transit Development Program

REGION I



ACKNOWLEDGEMENT

The preparation of this document was financed, in part, through state transportation planning funds from the Iowa Department of Transportation and a Section 9 (Urban Mass Transportation Act, as amended) Technical Studies Grant from the United States Department of Transportation, Urban Mass Transportation Administration (IA-09-8002).

DISCLAIMER

The opinions, findings and conclusions expressed in this report are those of the authors, who are responsible for the facts and accuracy of the material presented herein. The contents do not necessarily reflect the officials views, policies or conclusions of the Iowa Department of Transportation or the Urban Mass Transportation Administration.

REGIONAL TRANSIT DEVELOPMENT PLAN
FOR
REGION ONE

Allamakee County
Clayton County
Fayette County
Howard County
Winneshiek County

Prepared by:

Upper Explorerland Regional Planning Commission
134 West Greene Street
Postville, Iowa 52162

May, 1977

RESOLUTION

78-1

RESOLUTION APPROVING THE REGIONAL TRANSIT DEVELOPMENT PROGRAM
FOR REGION I

WHEREAS, the Upper Explorerland Regional Planning Commission was created to serve the five counties of Allamakee, Clayton, Fayette, Howard, and Winneshiek, and

WHEREAS, the Upper Explorerland Regional Planning Commission has the powers and duties pursuant to the Code of Iowa, Chapter 473-A to make comprehensive studies and plans for the development of the area it serves, and

WHEREAS, the Iowa Department of Transportation has contracted with Upper Explorerland Regional Planning Commission for the preparation of a Regional Transit Development Plan, and

WHEREAS, the Regional Planning Commission has appointed and organized a Regional Transit Advisory Committee for the purpose of providing guidance and assistance in the preparation of the Regional Transit Development Plan.

NOW, THEREFORE, BE IT RESOLVED THAT the Upper Explorerland Regional Planning Commission has reviewed the final draft of the Regional Transit Development Plan for Region I and hereby approves the plan and its contents as prepared by the Regional Planning Commission staff and Transit Advisory Committee.

Passed and adopted this 21st day of July, 1977.

Ed Kozelka
Chairman

ATTEST:

Mary D. Schulte
Secretary

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INTRODUCTION

PURPOSE OF THE REGIONAL TRANSIT DEVELOPMENT PROGRAM

The transportation problems of the elderly and handicapped have been a concern of officials and planners for some time. Survey after survey¹ has shown transportation to be the number one problem for elderly and handicapped persons who suffer from extreme mobility barriers due to the automobile-dominated transportation systems. Transit and taxicab system operators can attest to the fact that a significant number of elderly and handicapped persons now use these public transportation systems, yet social service agencies attempting to provide needed services to their clients have found it necessary to augment existing public transportation because their clients use these systems. The United States Congress has responded to the charge that the nation's public transportation systems are not accessible to the elderly and handicapped by amending the Urban Mass Transportation Act of 1964 as follows:

It is hereby declared to be national policy that elderly and handicapped persons have the same right as other persons to utilize mass transportation facilities and services; that special effort shall be made in planning and design of mass transportation facilities and services so that the availability to elderly and handicapped persons of mass transportation which they can effectively utilize will be assured . . .

In order to carry out this national policy, the Urban Mass Transportation Administration (UMTA) published in the February 26, 1975, Federal Register, a set of proposed requirements with regard to all transit planning, capital assistance, and operating assistance projects receiving U. S. Department of Transportation financial support. These proposed regulations state that, after October 1, 1976, each application for financial assistance shall provide an assurance that, ". . . a definite plan and program for meeting the transportation needs of the elderly and handicapped has been developed."

Definitions

The February 26, 1976, proposed regulations from UMTA define an elderly person as any individual age 65 or over. The definition of handicapped persons is more complex:

¹ Transportation and the Elderly: Problems and Progress, Hearings before the Special Committee on Aging, U. S. Senate, Ninety-Third Congress, Second Session, (Washington, D. C.: Government Printing Office, 1974).

"Handicapped person" means any individual who by reason of illness, injury, age, congenital malfunction, or other permanent or temporary incapacity or disability, including those who are nonambulatory wheelchair bound and those with semi-ambulatory capability, are unable without special facilities or special planning or design to utilize mass transportation facilities and services as effectively as persons who are not so affected.

Study Objectives and Guidelines

The objective of this study is to recommend a program which, if allowed, would assure the existence of public transportation facilities and services which can be effectively utilized by the elderly or handicapped. In developing such a program, it is assumed that continued federal assistance will play an important role in providing transportation for the elderly and handicapped; but as only a part of the total transportation system, it should not necessarily be the sole provider of such transportation services. Further, an objective of this study is to recommend a plan, which makes maximum use of present transportation services, as well as coordination of their services, whether they be private or public.

The target population considered in this study consists of all elderly and handicapped persons other than institutionalized and the bed-ridden, whether clients of social service agencies or not, as well as participants in the Headstart programs. The study resources were devoted primarily to the adult population. It is not believed to be appropriate for this study, nor the intent of the Urban Mass Transportation Administration, that special provisions be made for elderly and handicapped persons who have no transportation problems whatsoever. For example, numerous instances can be cited of persons over the age of 65 who are quite capable of owning and operating an automobile and/or who can effectively use existing public transportation. At the same time, it is recognized that social service agencies do not necessarily serve all the transportation disadvantaged, nor do they serve the transportation disadvantaged for all trip purposes.

It is assumed herein that basic needs, such as medical trips and nutrition trips, must be served on a priority basis; however, other trips for the purposes of shopping, work, social interaction, and recreation are important in the attainment of a suitable quality of life and, therefore, should be provided for in a transportation plan for the elderly and handicapped.

Even though another objective of this study is to suggest a transportation program, which makes maximum use of state and federal funding resources, it must be recognized that such funds are limited and, in general, require a matching amount on the part of local groups. Thus, while ideally the broadest geographical coverage and maximum transportation services should be provided to the target population, this must realistically be in keeping with the financial resources available for such transportation services.

Study Approach

The overall logic of the study of the elderly and handicapped transportation problems in Upper Explorerland, Region I, is to compare desirable transportation options with available transportation resources in order to determine what improvements should be made. Rather than try to specifically identify the travel needs of the disadvantaged, essentially an impossible task, the synthesis of transportation systems alternatives can be based on the approach of expanding options available to elderly and handicapped persons and attempting to remove pecuniary and physical barriers which are known to exist. These alternatives are analyzed, and recommendations are made as to the most desirable approach to ameliorating the barriers to travel.

The location of the elderly and handicapped and the travel behavior of these groups have been documented in the 1970 Census and in other transportation studies. Attempting to perform an accurate and reliable survey of the elderly, and particularly the handicapped, is a time-consuming and expensive undertaking due to the difficulties in contacting significant numbers of representative members of these groups. Input from elderly and handicapped citizens was achieved through their participation in various meetings conducted in support of this study.

Developing a workable plan for improving transportation for the elderly and the handicapped has been a constant underlying goal during this study. To attempt to meet the challenge of developing a workable plan, alternative methods of expanding transportation services for the elderly and handicapped persons have been balanced against the financial and political realities which exist in this region.

The geographic area selected for the development of an elderly and handicapped transportation is Region I: Allamakee, Clayton, Fayette, Howard, and Winneshiek Counties.

Basically, this plan will include a three- to five-year program for the improvement of the Region's transit system, particularly the transit agencies which provide service mainly to the handicapped and elderly. It must be remembered, however, that both the planning and implementation of this plan should be considered an on-going process. This plan, to be effective, must be updated; and the process must be continuous. Depending on the availability of local financial resources and other factors, the actual target date for implementation will naturally be a decision to be made by the individual local governments. Since the most reliable information on the location and extent of the elderly and handicapped population in the area is contained in the 1970 Census, analysis was performed on a 1970 data base.

In addition to the able assistance of the Regional Transportation Advisory Committee, input for this study was provided by state and local social service agencies, both private and public, as well as elderly and handicapped individuals.

Regional Goals and Objectives

In Region I, there exists certain problems which hinder the inhabitants from achieving their desired goals. One of the major problems exists with the region's existing transit systems. Vital to achieving these goals is a well-planned transit system; thus, the problem arises: how to provide an efficient, low-cost transit system, which will service all individuals from all areas of the region who require such a system. The problem could be listed more specifically as follows:

- * The Upper Explorerland Region (Region I) is predominantly a poor, rural region, with a stable or slightly-declining population.
- * A drop in transit services provided by common carriers has occurred because of a loss in parcel, freight, and passenger traffic.
- * Certain area residents, namely the young, aged, and handicapped, suffer from a lack of accessibility and mobility, which does not allow them to make use of existing transit systems.
- * There is a definite lack of transit service to rural and unincorporated areas of the region.
- * While transit services exist to cover all potential types of ridership, not enough service presently exists to cover the apparent demand.

The overall objective is that maximum opportunity be obtained for each person to improve cultural, social, and economic conditions, and contribute to the fullest extent of his abilities. The primary goals we hope to achieve are:

- * All residents of Region I should have access to safe, convenient, and modern transportation facilities.

Objectives:

- a. Develop a transit system to satisfy user needs and maximize economic and social benefits particularly for the elderly, handicapped, and low-income persons.
- b. Develop a complimentary and coordinated rural transit system that provides for a participatory planning which involves public, private, and citizen interests.

- * Provide for the optimal use of natural and man-made resources.

Objectives:

- a. Develop a rural transit system which minimizes economic, energy, and environmental costs.

- * Encourage the maintenance of an attractive, healthful, and convenient environment.

Objectives:

- a. Develop a rural transit system which considers the facilities and services necessary for the elderly, handicapped, and low-income persons.
- b. Completion of an elderly trip demand market survey to further refine the present rural transit system.

SECTION I

EXISTING CONDITIONS

AREA DESCRIPTIONS

The project area is composed of five counties in northeast Iowa containing 2,114,560 acres, or 3,304 square miles, of land. The area is bounded on the north by the State of Minnesota and on the east by the Mississippi River and the State of Wisconsin. The topography varies from gently sloping land to the west to steep rocky land to the east.

The area is based primarily on an agricultural economy with small manufacturing plants located in the larger cities. No one city dominates the business activity of the area. The largest city has a population of 7,735 people. All counties are ranked in the low one-fourth of the state in per family income.

In terms of existing transit services at the present time, the Upper Explorerland Region is served by Scenic Hawkeye Stages, Inc., Iowa Coaches, Inc., the Northeast Iowa Area Agency on Aging senior citizen vans, and several other agency vans, which will be discussed later.

The only communities in Region I with a taxi service are the Cities of Oelwein and Decorah.

TABLE 1

URBAN/RURAL POPULATION FOR COUNTIES 1960, 1970

	<u>Total County Population</u>		<u>Number of Rural Residents</u>		<u>% of Total Population That is Urban*</u>		<u>Total Number of Urban Residents</u>	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Allamakee	15,982	14,968	12,343	11,085	22.8	25.9	3,639	3,883
Clayton	21,962	20,606	21,962	20,606	--	--	---	---
Fayette	28,581	26,898	17,748	16,539	37.9	38.5	10,833	10,359
Howard	12,734	11,442	8,925	7,515	29.9	34.3	3,809	3,927
Winneshiek	<u>21,651</u>	<u>21,758</u>	<u>15,216</u>	<u>14,300</u>	<u>29.7</u>	<u>34.3</u>	<u>6,435</u>	<u>7,458</u>
TOTAL	100,910	95,672	76,194	70,045	30.08	33.3	24,716	25,627

% CHANGE IN URBAN AND RURAL POPULATION BETWEEN 1960 and 1970

	<u>Urban</u>	<u>Rural</u>
Allamakee	6.7	-10.2
Clayton	--	- 6.2
Fayette	- 4.4	- 6.8
Howard	3.1	-15.8
Winneshiek	15.9	- 6.0

Source: 1970 Census of Population, Iowa,
General Population Characteristics, Table 38

1960 Census of Population, Iowa,
General Population Characteristics, Table 29

* The urban population comprises all persons living in urbanized areas and in places of 2,500 inhabitants or more outside urbanized areas.
(U. S. Census Bureau)

TABLE 2

REGIONAL POPULATION

	<u>County Population</u>		<u>% Change in Population 1960/1970</u>	<u>1974-1975 Population</u>	<u>% Change in Population in 1970-75</u>
	<u>1960</u>	<u>1970</u>			
Allamakee	15,982	14,968	- 6.3	15,100	0.9
Clayton	21,962	20,606	- 6.2	20,600	-0.03
Fayette	28,581	26,898	- 5.9	25,800	-4.1
Howard	12,734	11,442	-10.1	11,400	-0.4
Winneshiek	<u>21,651</u>	<u>21,758</u>	<u>.5</u>	<u>21,900</u>	<u>0.7</u>
TOTAL	100,910	95,672	- 5.6	94,800	-0.9

Source: Census of Population, Iowa,
General Population Characteristics, Table 35.

Quality of Life in Iowa, 1975, OPP, Figure 1-2.

TABLE 3

POPULATION DENSITIES

	<u>1970 Population</u>	<u>Area in Square Miles</u>	<u>Persons Per Square Mile</u>
Allamakee	14,968	636	23.5
Clayton	20,606	779	26.5
Fayette	26,898	728	36.9
Howard	11,442	471	24.3
Winneshiek	<u>21,758</u>	<u>688</u>	<u>31.6</u>
REGIONAL TOTAL	95,672	3,302	28.9

Source: Data gathered by Upper Explorerland Regional Planning Commission,
Postville, Iowa

The evidence is quite substantial that Region I is losing population. Of the five counties which make up Upper Explorerland only one, Winneshiek County, gained any population between 1960 and 1970. That was a gain of only 107 people. From 1970 till 1975 only two counties, Winneshiek and Allamakee, showed any gain; both gains being less than 1 percent. The regional population also showed a small decrease from 1970 to 1975. Most projections show that the population of the Region will probably level off at or about the present population level.

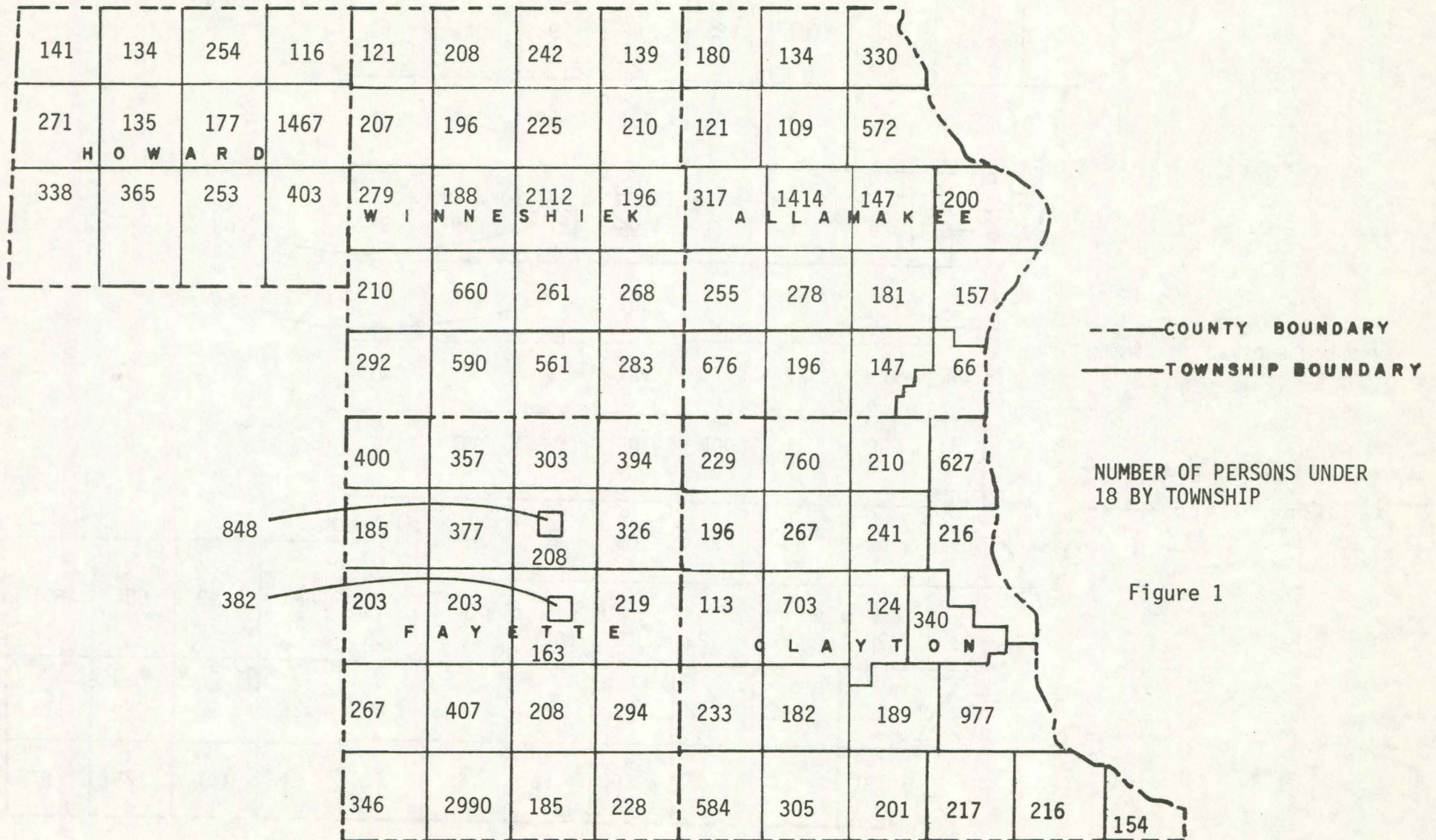
Region I is predominantly a rural region. There is an average 29 people per square mile for the entire region. While the rural population has been declining quite markedly, the urban population has increased slightly in all counties except Fayette County.

TABLE 4
POPULATION DISTRIBUTION BY AGE

	<u>Allamakee</u>	<u>Clayton</u>	<u>Fayette</u>	<u>Howard</u>	<u>Winneshiek</u>
Under 5 years	1,215	1,629	2,163	853	1,649
5 to 9 years	1,556	2,062	2,693	1,175	2,175
10 to 14 years	1,700	2,307	2,855	1,283	2,323
15 to 19 years	1,407	1,817	2,734	998	2,717
20 to 24 years	707	974	1,693	422	1,897
25 to 29 years	726	1,013	1,261	547	953
30 to 34 years	636	935	1,231	473	938
35 to 39 years	651	1,003	1,259	531	961
40 to 44 years	740	1,143	1,338	637	1,055
45 to 49 years	831	1,124	1,498	632	1,093
50 to 54 years	851	1,221	1,487	750	1,079
55 to 59 years	811	1,201	1,515	699	1,010
60 to 64 years	743	1,107	1,306	662	983
65 to 69 years	673	964	1,162	564	941
70 to 74 years	648	806	1,055	511	836
75 to 79 years	512	633	820	366	563
80 to 84 years	310	392	529	282	319
85 years and over	251	275	299	147	276
65 years and over	2,394	3,070	3,865	1,870	2,935
% 65 years and over	.16	.15	.14	.16	.13

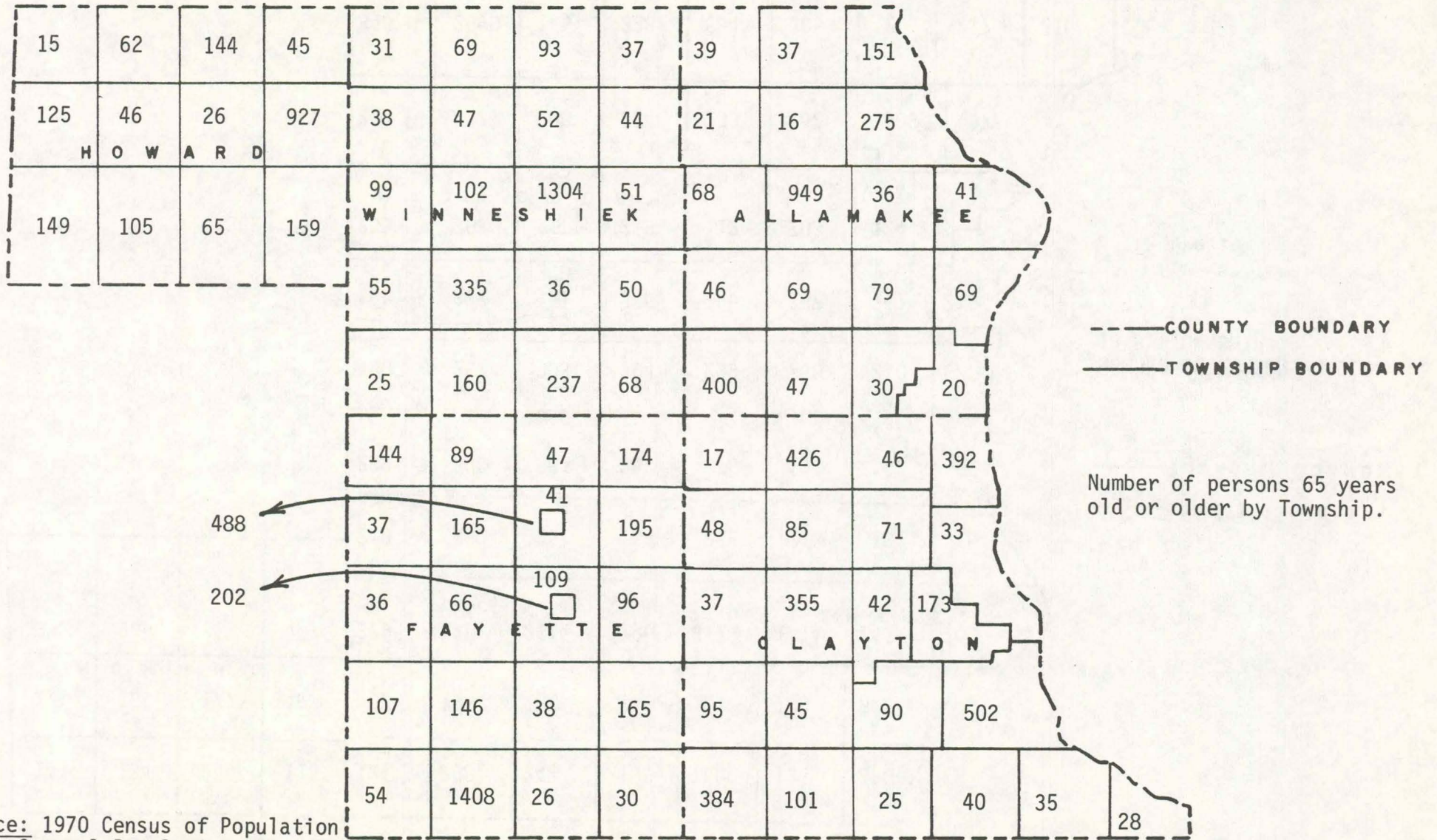
Source: 1970 Census of Population, Iowa, General Population Characteristics Table 35

REGION ONE



Source: Numbers were derived from township populations and percentage figures for numbers of persons under 18 by townships; 1970 Census of Population, Iowa, General Population Characteristics, Table 33

REGION ONE



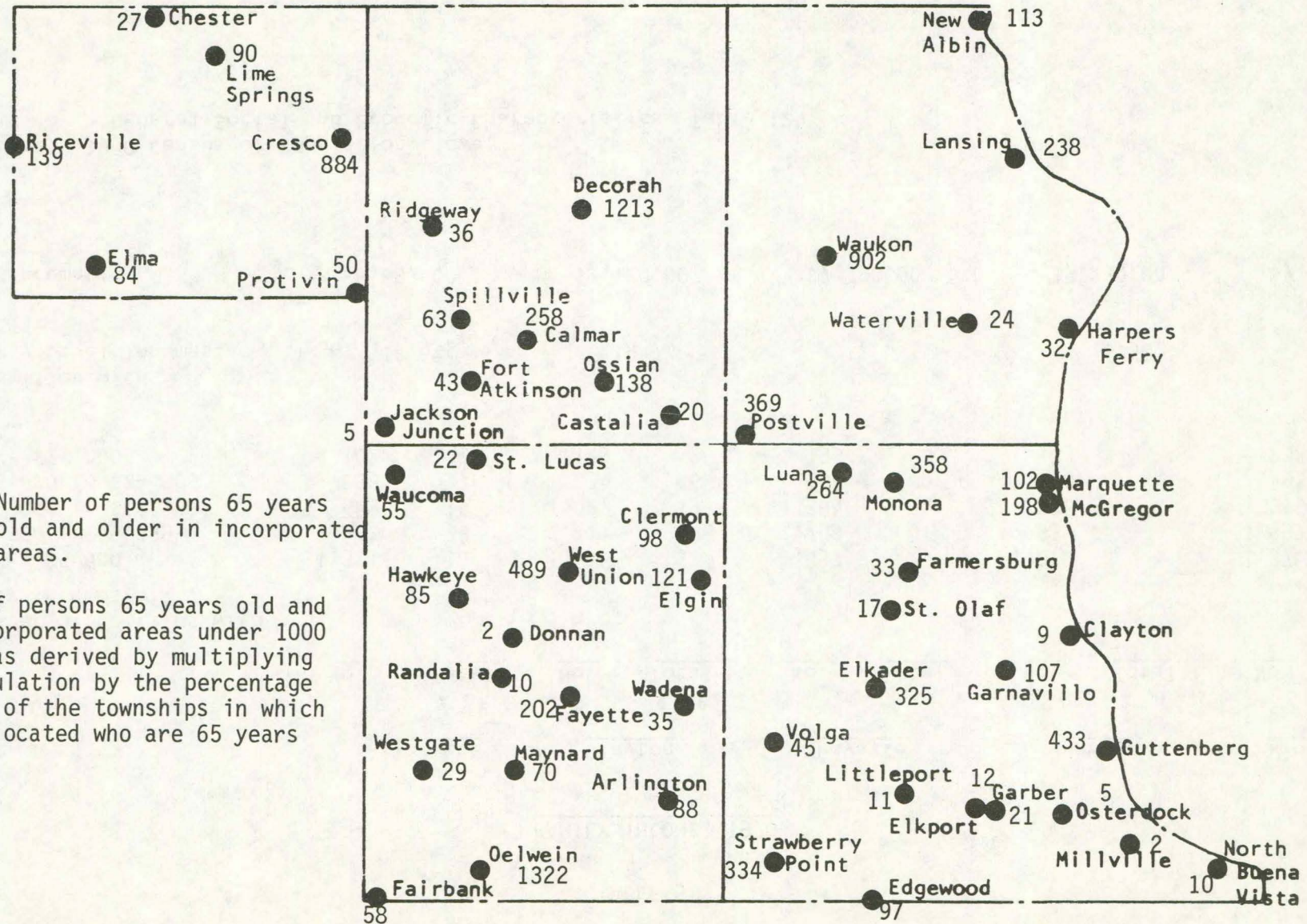
-10-

Source: 1970 Census of Population Iowa, General Population Characteristics, Table 33

FIGURE 2

UPPER EXPLORERLAND

REGION I



Number of persons 65 years old and older in incorporated areas.

The number of persons 65 years old and older in incorporated areas under 1000 population was derived by multiplying the 1970 population by the percentage of residents of the townships in which the town is located who are 65 years and older.

Source: 1970 Census of Population, Iowa General Population Characteristics; Table 31 & 32; and Upper Explorerland Regional Planning Commission data.

FIGURE 3

TABLE 5

FAMILY INCOME, 1970

	<u>Allamakee</u>		<u>Clayton</u>		<u>Fayette</u>		<u>Howard</u>		<u>Winneshiek</u>	
	<u>No.</u>	<u>% of Total</u>	<u>No.</u>	<u>% of Total</u>	<u>No.</u>	<u>% of Total</u>	<u>No.</u>	<u>% of Total</u>	<u>No.</u>	<u>% of Total</u>
The Number of Families with Yearly Incomes of:										
Under \$5,000	1,321	36	1,668	32	1,857	27	1,020		1,376	27
\$5,000 to \$9,999	1,402	38	2,111	40	2,753	41	937		1,997	40
\$10,000 to \$14,999	589	16	1,027	19	1,364	20	538		915	18
\$15,000 to \$24,999	239	7	334	6	598	9	280		493	9
Over \$25,000	102	3	129	2	195	3	183		232	5
% of Families with Poverty Level Incomes:	15.6%		14.7%		12.8%		16.5%		10.5%	
Median Incomes:	\$6,697.00		\$7,120.00		\$7,790.00		\$7,230.00		\$7,762.00	

Source: 1970 Census of Population, Iowa,
General Social and Economic Characteristics, Table 124

It is quite evident that Region I does not quite compare with the rest of the state. It has a higher percentage of people 65 and over, as well as a higher percentage of people under 18 years of age. These two groups of people are of extreme importance to the transit planner. Both groups are important because of the fact that many of these people must be dependent either on transit services or other individuals to transport them from one locality to another.

From the various maps and figures in this section, we can see that there are concentrations of people 65 years and over and under 18 years in each county. In Allamakee County, the concentration is around Waukon. In Clayton County, both Elkader and Guttenberg have high concentrations of those age groups. In Fayette County, the concentrations occur in West Union and Oelwein. Oelwein has the highest concentration of people 65 years and older, as well as people 18 and under in the region. The concentration in Howard County is in Cresco; and in Winneshiek County, Decorah has the largest concentration.

Another point brought out in this study is the facts concerning median incomes and the percent of families below the poverty level. Incomes in the region average approximately \$1,700 less than the median income for the entire state. Whereas, the percent of families with poverty level incomes has a much higher incidence in each of the five counties in Region I than the rest of the state.

Table 6 and Table 7 show that there is a high percentage of households in the region without access to an auto, particularly in the urban areas, where as high as 18.7% of the urban households in Howard County have no auto available to them. The percentage of households in the rural areas without an auto is not as high as the urban areas; but it is high enough when it is realized that these people are almost totally isolated except for transit services.

TABLE 6

AUTO AVAILABILITY - 1970

	<u>No. of Households w/o an Automobile</u>	<u>Percentage of Households w/o Auto</u>	<u>No. of One- Car Households</u>	<u>Number of Two-Car Households</u>
Allamakee	556	11.0	2,727	1,078
Clayton	851	11.6	4,023	1,447
Fayette	1,107	12.4	4,671	2,273
Howard	443	11.3	2,098	956
Winneshiek	<u>637</u>	<u>9.9</u>	<u>3,280</u>	<u>1,805</u>
REGIONAL TOTAL	3,594	11.24	16,799	7,559

Source: 1970 Census of Housing, Iowa,
Detailed Housing Characteristics, Table 62

TABLE 7

ESTIMATED DISTRIBUTION OF HOUSEHOLDS¹ WITHOUT AN AUTO - 1970

	<u>No. w/o an Auto Living in Urban² Areas</u>	<u>%</u>	<u>No. w/o an Auto Living in Rural Areas</u>	<u>%</u>	<u>County Total</u>
Allamakee	228	17.1%	328	10.2%	556
Clayton	---	---	851	12.9%	851
Fayette	635	17.7%	472	9.8%	1,107
Howard	263	18.7%	180	8.1%	443
Winneshiek	<u>327</u>	<u>15.8%</u>	<u>310</u>	<u>7.7%</u>	<u>637</u>
	1,453	17.3%	2,141	9.7%	3,594

1) All occupied housing units.

2) Urban areas are those comprising all areas of 2,500 inhabitants or more.

Source: 1970 Census of Housing, Iowa,
Detailed Housing Characteristics, Table 62

Figures 4 through 8 list and identify the services and activity centers for the region. It becomes evident when looking at the previous maps that certain cities become the focal points of the surrounding areas. The reason these cities are of importance is varied. They might either be the county seat and thus the place where all county business must be taken care of, or they might be large enough to offer a wide variety of medical and special services. The following is a list by county of the important centers:

Allamakee County

Waukon
Postville

Clayton County

Elkader
Guttenberg
Marquette
McGregor

Fayette County

Oelwein
West Union

Howard County

Cresco

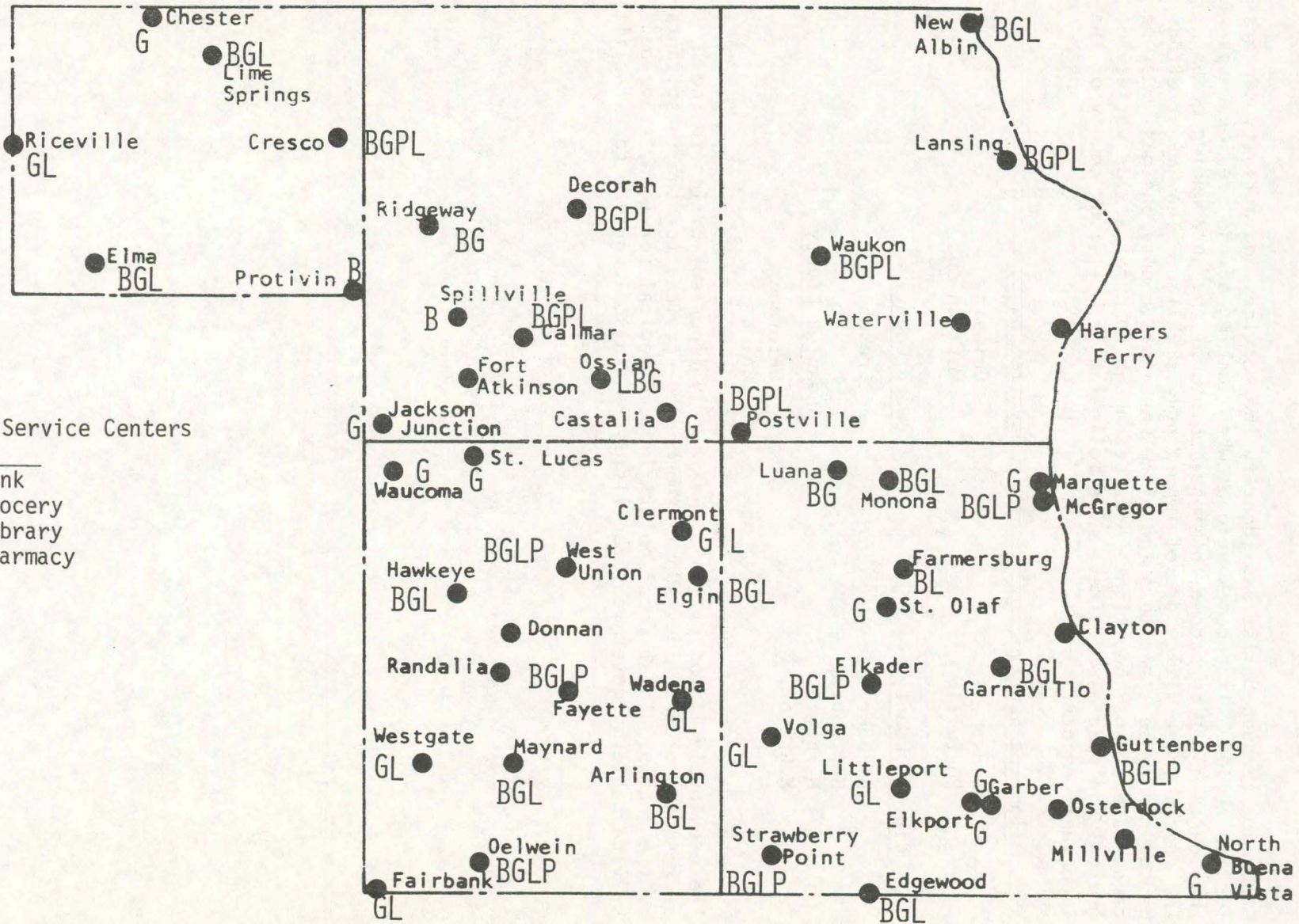
Winneshiek County

Decorah
Calmar

The previously listed cities are extremely important cities to the surrounding areas. They supply the needed services for the inhabitants of the region. These focal points include medical services, trade and service centers, government facilities, and also long-term care facilities.

UPPER EXPLORERLAND

REGION I



Regional Service Centers

Key

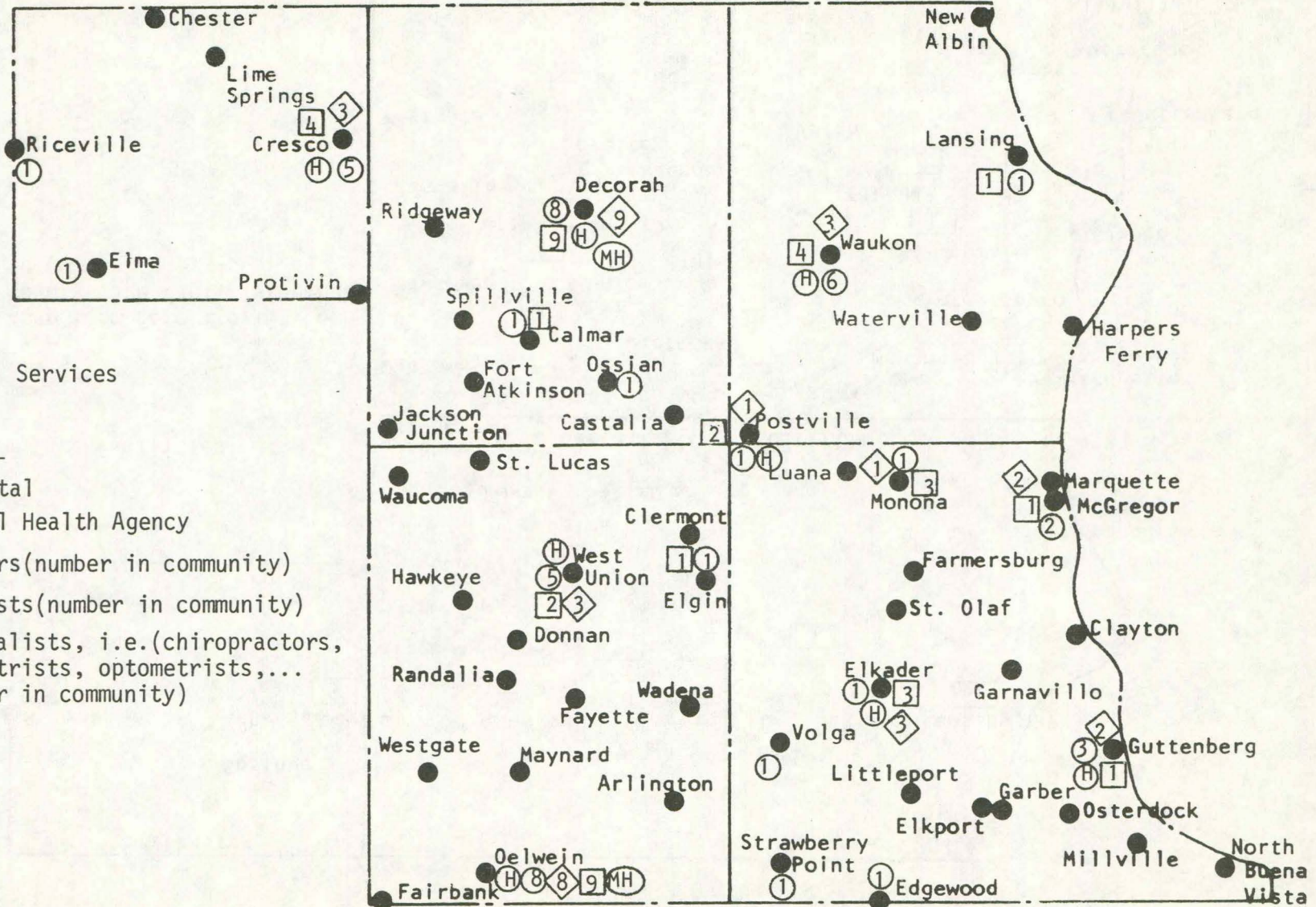
- B Bank
- G Grocery
- L Library
- P Pharmacy

Source: Upper Explorerland Regional Planning Commission data.

FIGURE 4

UPPER EXPLORERLAND

REGION I



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Medical Services

Key

- (H) Hospital
- (MH) Mental Health Agency
- (2) Doctors(number in community)
- (2) Dentists(number in community)
- (3) Specialists, i.e.(chiropractors, podiatrists, optometrists,... number in community)

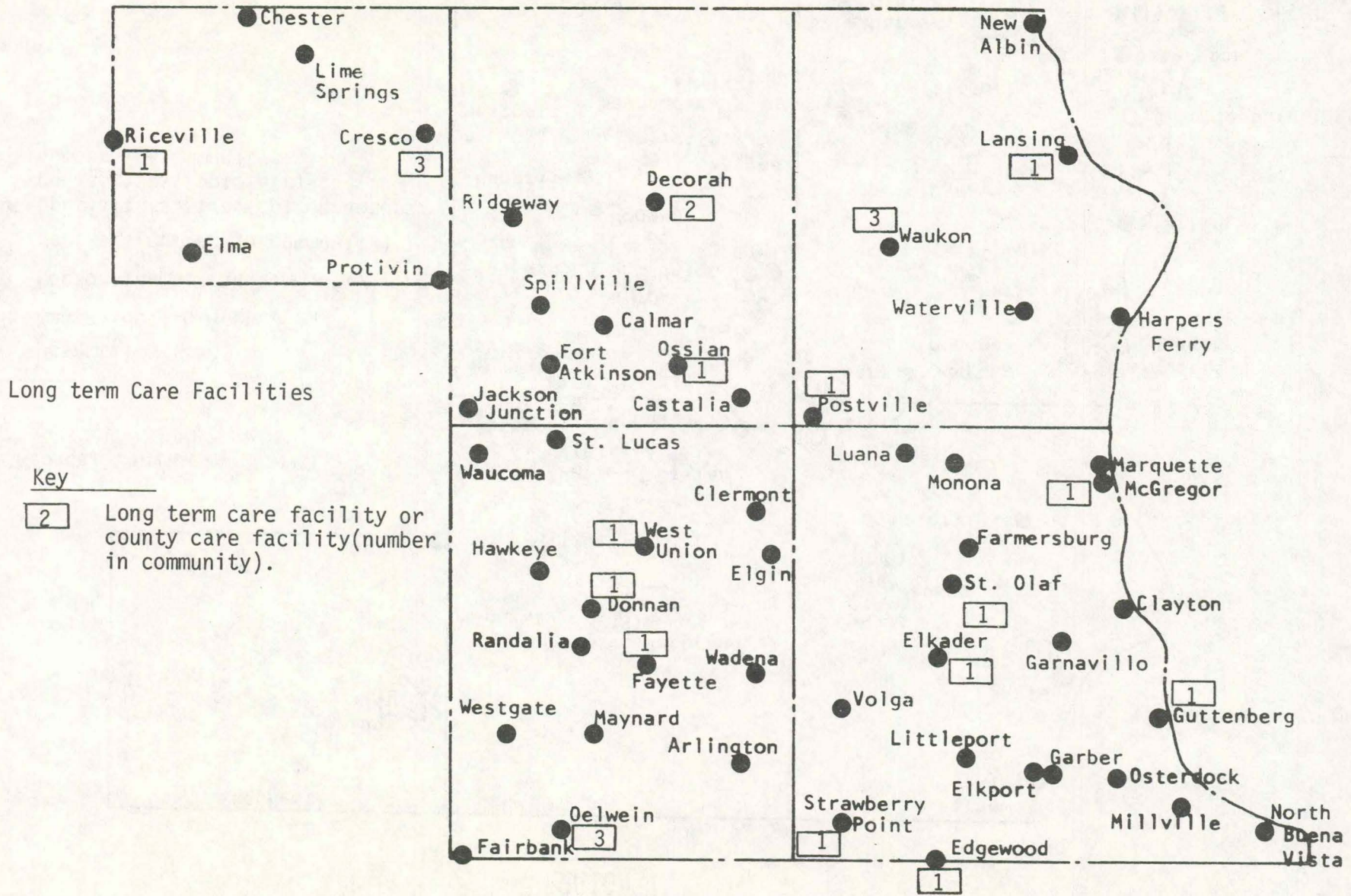
Source: Upper Explorerland Regional Planning Commission data.

Figure 5

UPPER EXPLORERLAND

REGION I

-18-



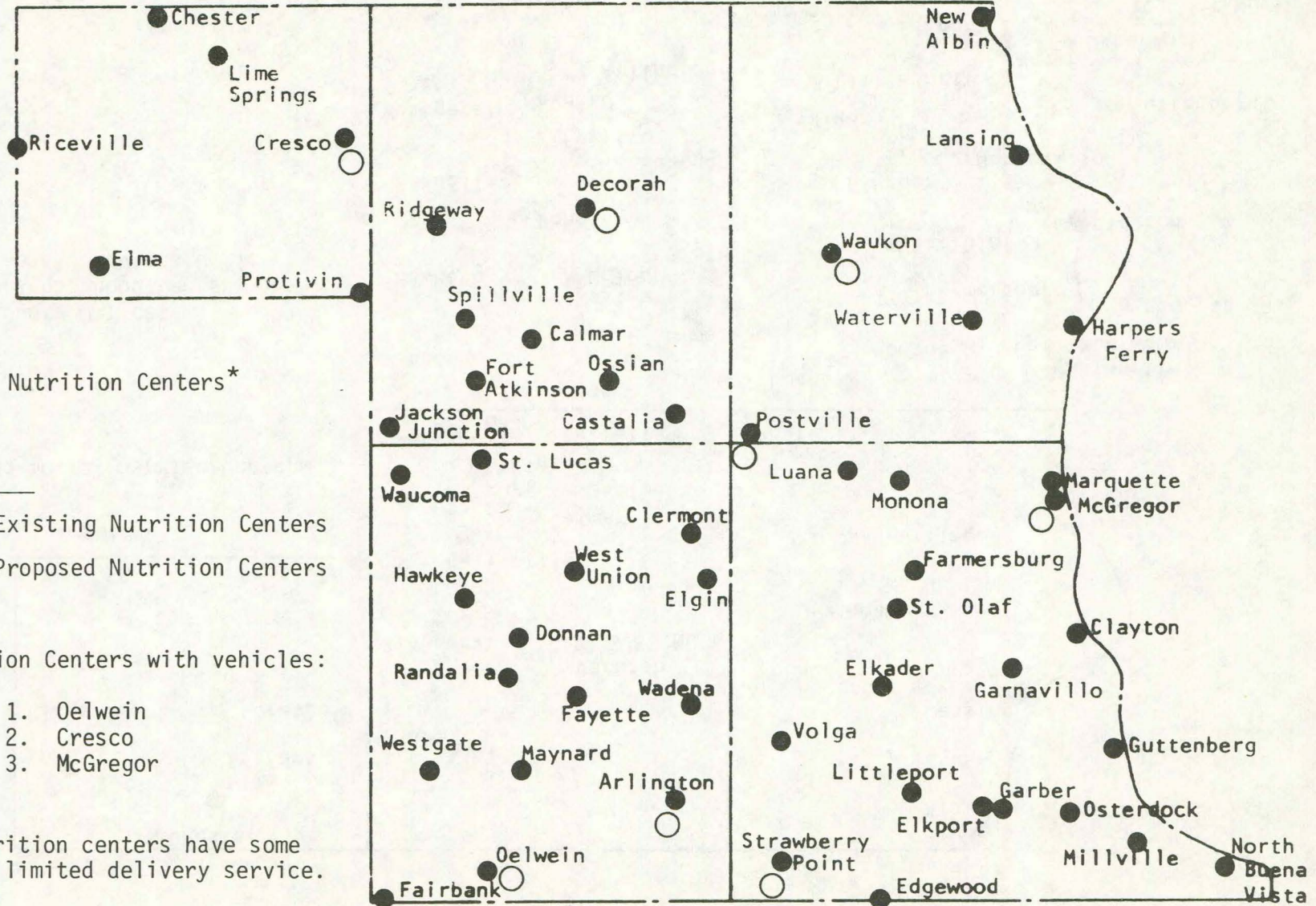
Source: Upper Explorerland Regional Planning Commission data.

Figure 6

UPPER EXPLORERLAND

REGION I

-19-



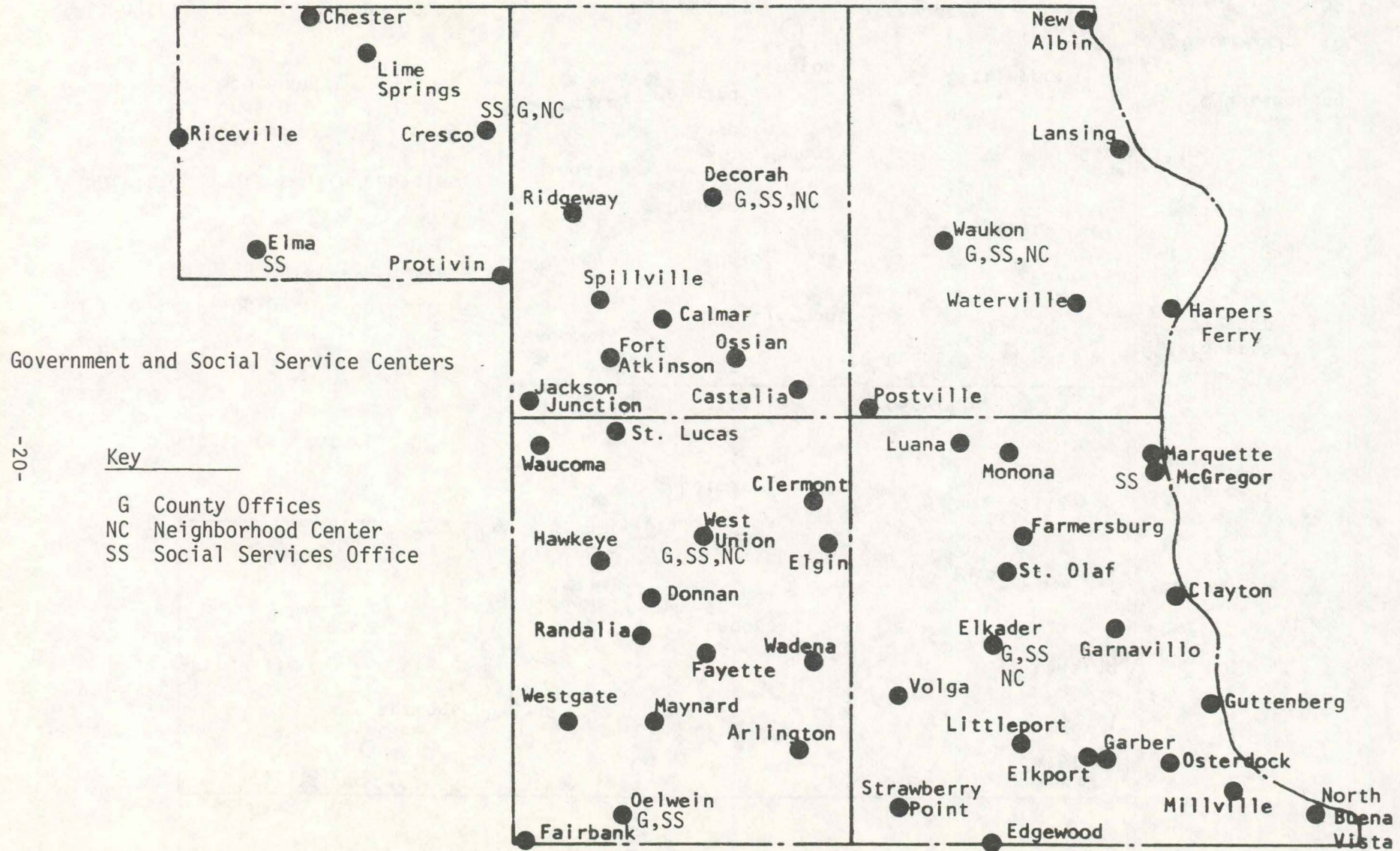
*All nutrition centers have some form of limited delivery service.

Source: Northeast Iowa Community Action Program, Decorah, Iowa.

Figure 7

UPPER EXPLORERLAND

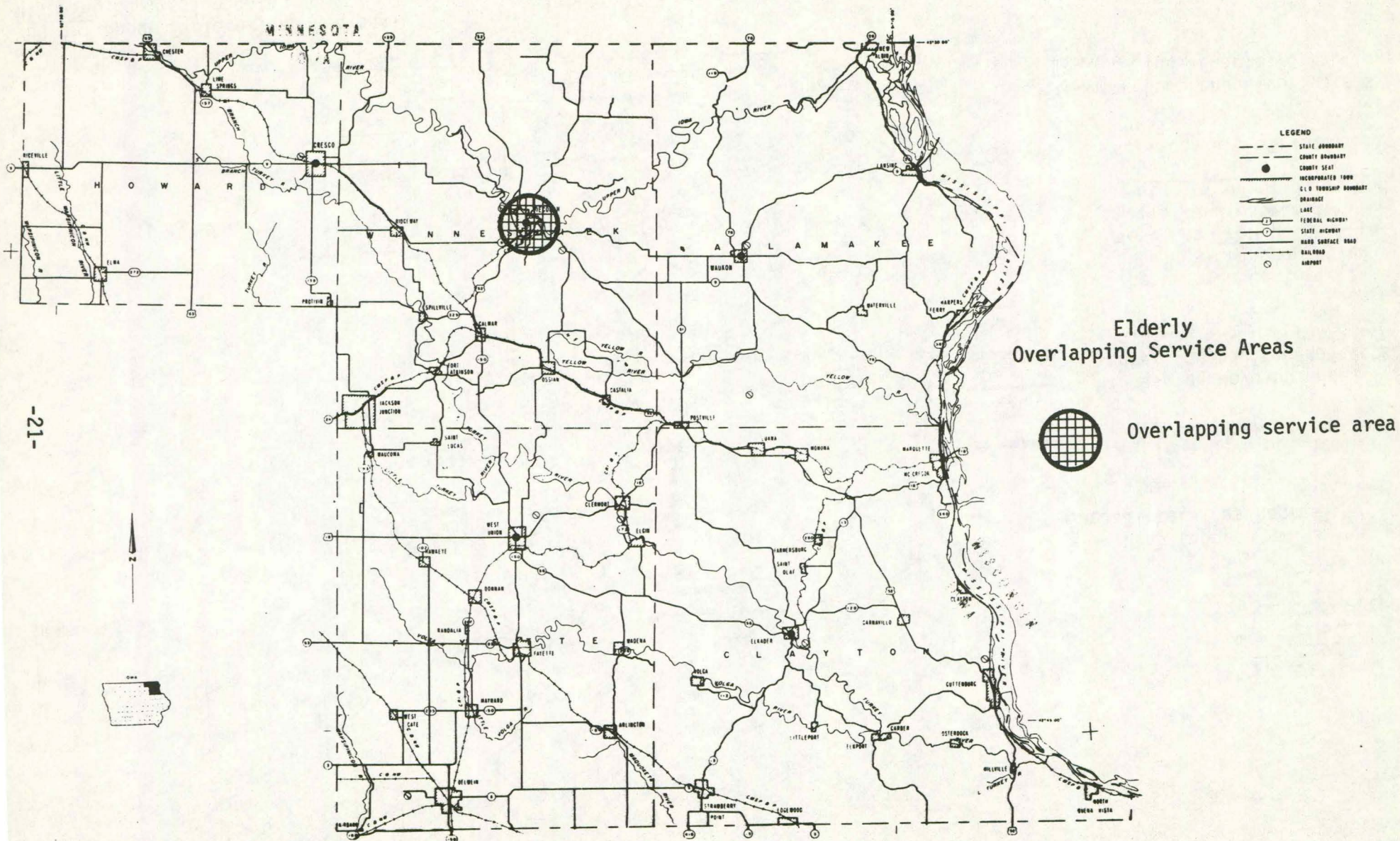
REGION I



-20-

Source: Upper Explorerland Regional Planning Commission data.

Figure 8



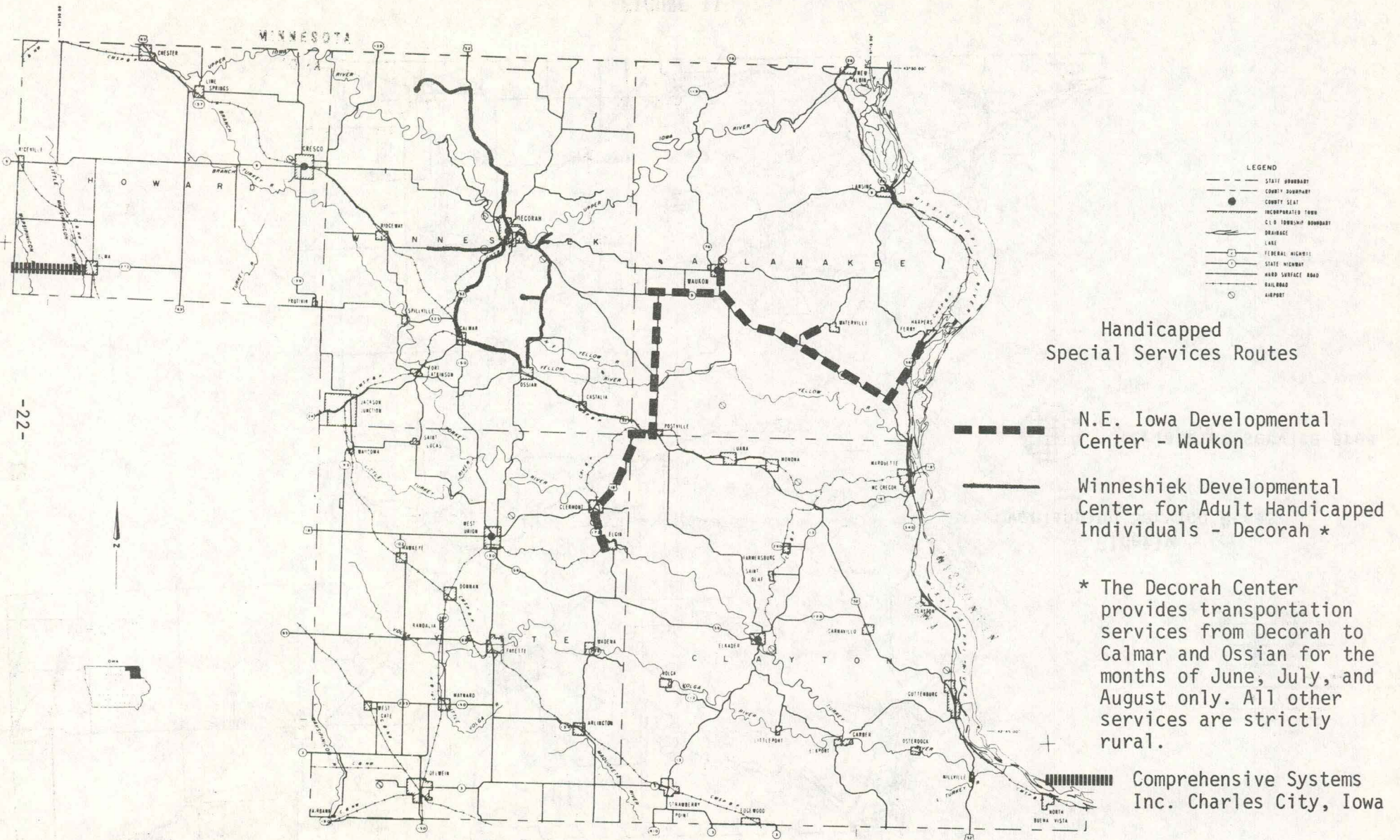
Elderly
Overlapping Service Areas



Overlapping service area

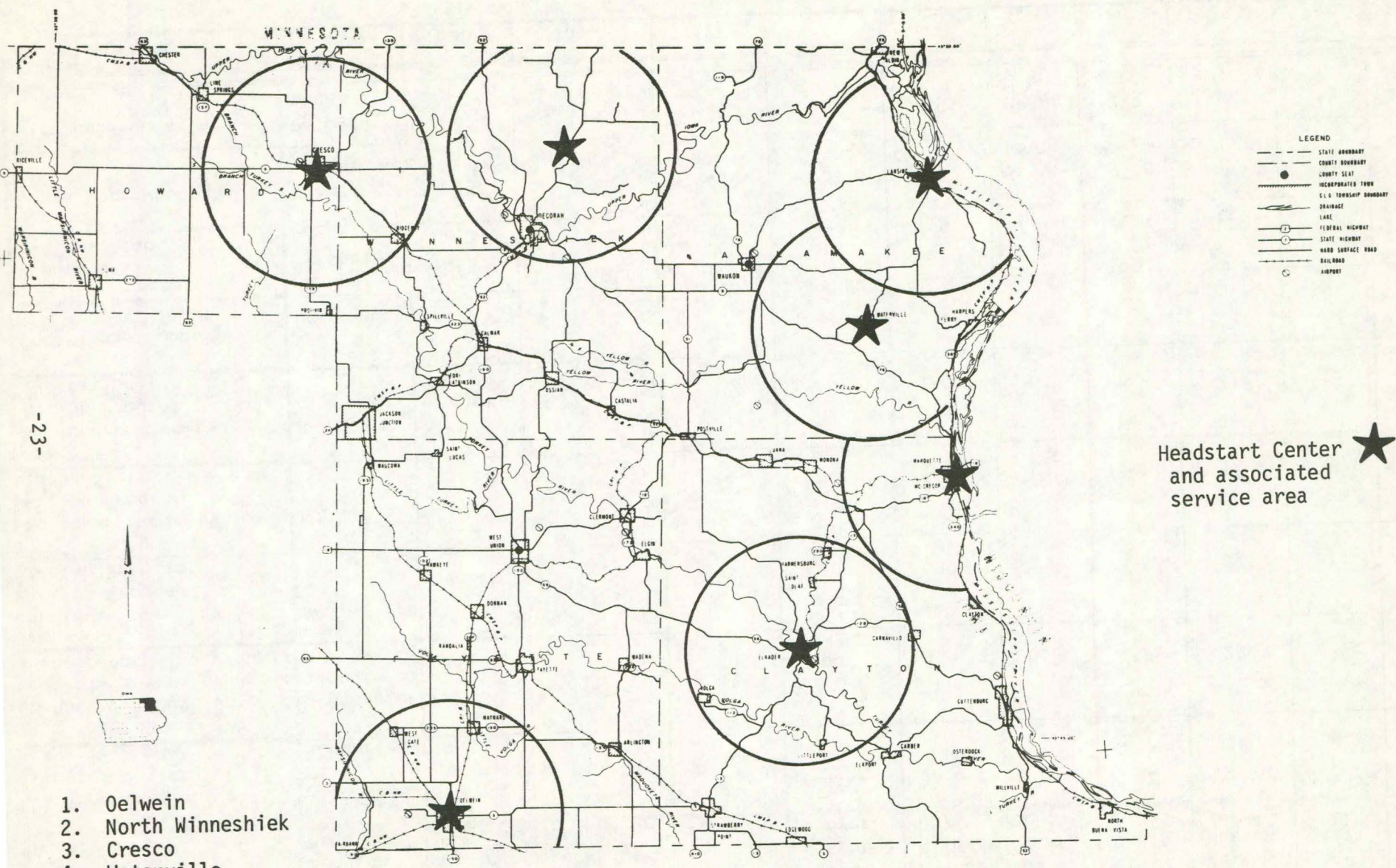
FIGURE 11

Source: Upper Explorerland Regional Planning Commission, Postville, Iowa.



Source: Upper Explorerland Regional Planning Commission data

FIGURE 12



LEGEND

- STATE BOUNDARY
- COUNTY BOUNDARY
- COUNTY SEAT
- INCORPORATED TOWN
- C.L.O. TOWNSHIP BOUNDARY
- DRAINAGE
- LAKE
- FEDERAL HIGHWAY
- STATE HIGHWAY
- HARD SURFACE ROAD
- RAILROAD
- AIRPORT

Headstart Center and associated service area ★

1. Oelwein
2. North Winneshiek
3. Cresco
4. Waterville
5. Lansing
6. McGregor
7. Elkader

HEADSTART SERVICE AREA

FIGURE 13

TABLE 8

SURVEY OF CAPITAL EQUIPMENT AND OPERATIONAL CHARACTERISTICS

Agency Name	Service Area	No. of Vehicles	No. of Vehicles Accessible to Handicapped	Total Seating Capacity of all Vehicles	Radio Dispatch Center	Revenue Miles/Day	Days of Operation	Hours of Operation	Average Daily Passengers	No. of Paid Staff	No. of Volunteers
NE Iowa Developmental Center	Allamakee, NE Fayette Counties	3	3	36	no	128	M-F	7-4	10	2	0
Winneshiek Developmental Center for Adult Handicapped Individuals	Winneshiek County	1	1	15	no	134	M-F	7-4	25	1	0
NE Iowa Community * Action Program (Aging Program)	Region I	5	0	69	no	600	M-F	8-5	67	7	55
NE Iowa Community Action Program (Head Start)	Region I	7	0	72	no	140	M-F	8-1	14	8	0
NE Iowa Community * Action Program (Nutrition)	Region I	3	0	12	no	150	M-F	11-1	20	1	2
Crosslines Council	City of Decorah	1	0	12	no	5	M-F	8-5	4	1	0
Comprehensive Systems, Inc.	Howard/Mitchell/Floyd Cts.	2	2	35	no	18	M-F	8-5	33	2	0
Les's Cab--Decorah	Decorah Area	3	3	15	yes	31	Sun. - Sat.	7-10	30	2	0
City Cab--Oelwein	Oelwein Area	1	1	5	yes	29	M-Sat.	7-9	26	1	0
TOTAL		26	10	271		1,235			229	25	57

* Sub-contracted from the Area I Agency on Aging.

Source: Data gathered by Upper Explorerland Regional Planning Commission.

TRANSPORTATION SERVICES PROVIDED BY THE VARIOUS AGENCIES
LISTED ON TABLE 8

NORTHEAST IOWA DEVELOPMENTAL CENTER: The Northeast Iowa Developmental Center, located north of Waukon, provides transportation services for the handicapped individuals who attend the center. They are transported to the center in the morning; and in the afternoons, they are returned to their homes. The transportation services are provided on a routine basis, five days a week. These services are provided only for the handicapped individuals who attend the center. The center has three vehicles--two vans and one station wagon--all equipped to handle handicapped individuals.

Basically, they service only the area immediately surrounding Waukon. Because of a cut in funding by Title XX, services cannot expand to those who need and qualify for these services in the area. The program is funded 75 percent by Title XX; and the remaining 25 percent is supported by local and county tax appropriations.

WINNESHIEK DEVELOPMENTAL CENTER FOR ADULT HANDICAPPED INDIVIDUALS: The Area One Developmental Center for Adult Handicapped Individuals provides transportation services to handicapped individuals to the Developmental Center on a routine basis, five days a week. The individuals are picked up in the morning and are returned to their homes in the afternoon. The center has one van equipped to handle the handicapped individuals. At the present time, the Developmental Center is providing these transportation services only in Winneshiek County.

NORTHEAST IOWA COMMUNITY ACTION PROGRAM (AGING PROGRAM): The Northeast Iowa Community Action Program is providing transportation services to the elderly for such things as doctor appointments, shopping, payment of bills, social security office, airport, hospital, greenhouse, and local clinics. Regular and/or routine transportation services from one town to another are provided for social reasons or business reasons for such things as meal sites, shopping, beauty salons, and business transactions. Special transportation services are provided to other cities, metropolitan areas, and for tours. The Aging Program will provide door-to-door service. Service can also be provided at group pick-up points.

The Aging Program currently has five vans, three 15-passenger vans, and two 12-passenger vans. They are equipped with removable steps but are not equipped to provide rides to handicapped individuals. The vans operate only Monday through Friday and do not operate on weekends. A donation of \$.75 is suggested per ride.

NORTHEAST IOWA COMMUNITY ACTION PROGRAM (HEADSTART): The Northeast Iowa Community Action Program provides a transportation service for transporting Headstart enrollees to and from Headstart centers in seven different locations in Region I. The services are provided on a daily route from

enrollees' homes to Headstart centers and then returning them home. Special services are provided for field trips, which occur one day a week, for Headstart staff in-service training once a month to Decorah, and for medical and dental appointments for Headstart enrollees. The transportation services are limited to Headstart enrollees, who are low-income and/or handicapped, a parent of a Headstart child, or a Headstart staff member. The Headstart program has seven station wagons it uses for transportation. The students are, however, brought to the centers in the morning on regularly scheduled school buses, except in Oelwein where a station wagon picks them up. The service is run only on school days.

NORTHEAST IOWA COMMUNITY ACTION PROGRAM (NUTRITION): The Northeast Iowa Community Action Program provides a transportation service to transport the elderly to the Title 7 nutrition sites in Cresco, Oelwein, and McGregor. The services are also used to transport home-delivered meals to the elderly who cannot participate in the meal site due to immobility. The individuals are all 60 years old and older. Routine transportation services provide daily transportation from clients' homes to the meal site and back. Daily transportation services are also provided for home-delivered meals. The nutrition program currently has three six-passenger automobiles that are used. The vehicles are obtained through a special CSA grant from the Emergency Food and Medical Program, (Title 55).

CROSSLINES COUNCIL: Crosslines Council provides transportation services for senior citizens over the age of 62 for volunteer services provided within the City of Decorah. The van is used only for elderly individuals and is provided on a regular basis, Monday through Friday.

COMPREHENSIVE SYSTEMS: Comprehensive Systems provides transportation for handicapped and disabled persons who live predominantly outside the region. Most of the people who participate in the system are residents of Floyd, Mitchell, and Chickasaw Counties. Transportation is provided for the participants, who are transported to the City of Elma to a cottage and sheltered workshop called Crestland Manufacturing. Transportation services for participants from Howard County are also provided; however, there are none at the current time. The transportation services are provided on a regular basis, five days a week, in which the patients are transported to the workshop in the morning and returned to their homes in the afternoon.

LES'S CAB--Decorah: Les's Cab provides a needed transportation service for Decorah and the immediate area on a daily basis from 7 a.m. to 10 p.m. They currently operate one full-time vehicle and two standby vehicles. Much of their service is provided to Luther College students and elderly individuals.

CITY CAB--Oelwein: City Cab services Oelwein and surrounding areas. It operates Monday through Saturday from 7 a.m. to 9 p.m. Presently, the company operates only one vehicle.

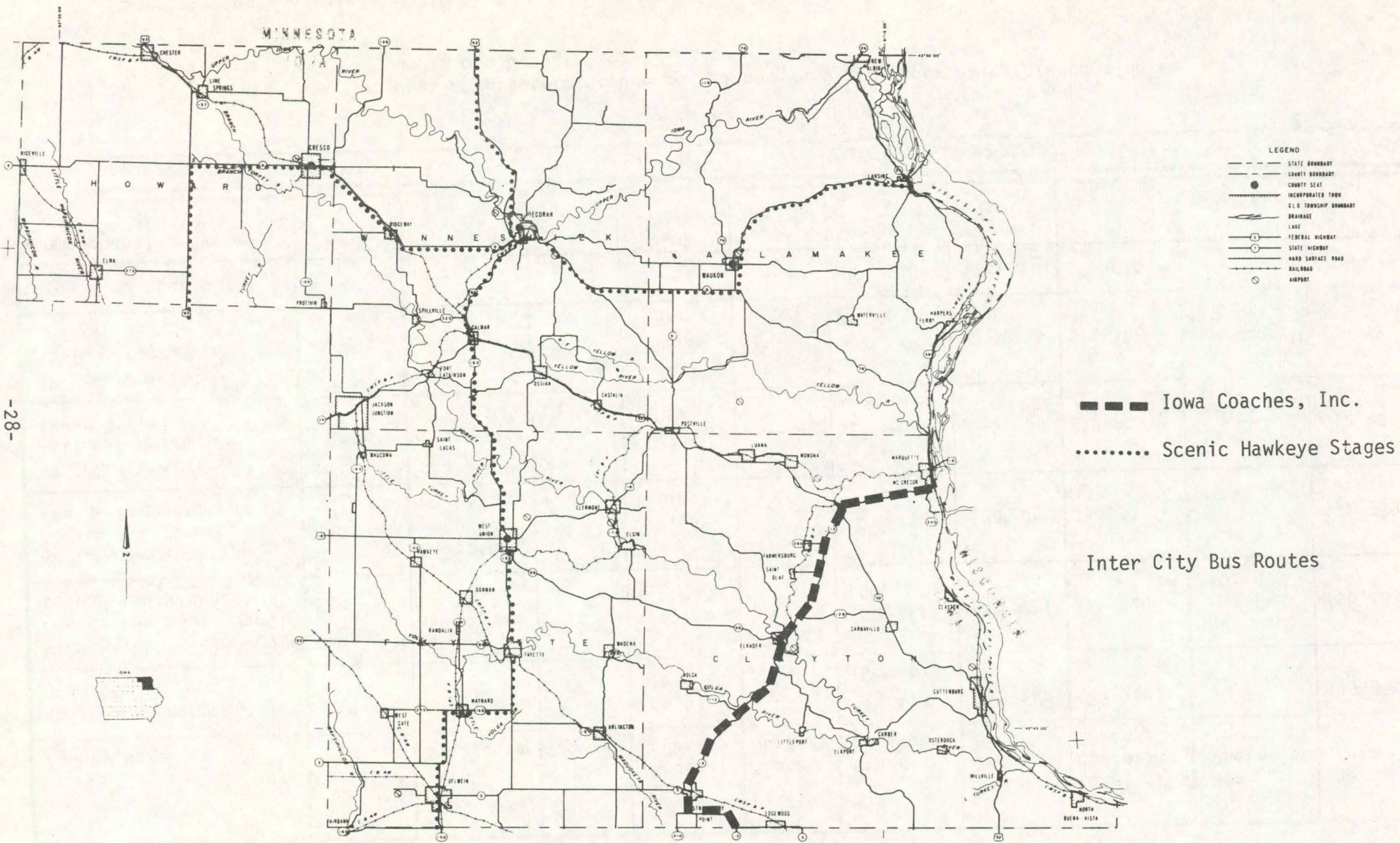
**Sub-contracted from Area I
Agency on Aging.

TABLE 9
COST AND REVENUE DATA

Agency Name	Farebox Revenues	Fare Structure	Other Revenue	Federal Subsidy	State Subsidy	Other Subsidies	Total Revenue	Total Operating Expense	Total Non-Operating Income	Net Income (Loss)
NE Iowa Developmental Center	--	--	--	\$9,930 Title 20	--	\$3,310 County	\$13,240	\$13,240	--	(\$9,930)
Winneshiek Developmental Center for Adult Handicapped Individuals	--	--	--	\$8,183 Title 20	--	\$2,737 County	\$10,920	\$10,920	--	(\$8,183)
NE Iowa Community Action Program (Aging Program)	\$661/mo.	Donation suggested \$.75	--	\$72,369 Title III	--	--	\$80,301	\$80,301	--	(\$72,369)
NE Iowa Community Action Program (Head Start)	--	--	--	\$12,404 HEW	--	--	\$12,404	\$12,404	--	(\$12,404)
NE Iowa Community Action Program (Nutrition)	--	--	--	\$ 5,186 Title VII	--	--	\$ 5,186	\$ 5,186	--	(\$5,186)
Crosslines Council	--	--	--	--	--	\$ 520	\$ 520	\$ 520	--	--
Comprehensive Systems, Inc.	--	--	--	--	--	1*				
TOTAL/YEAR	\$7,932			\$108,072		\$6,567	\$122,571	\$122,571		

*1. Unable to determine due to all phases of transportation are considered under one budget item.

Source: Data gathered by Upper Explorerland Regional Planning Commission, Postville, Iowa.



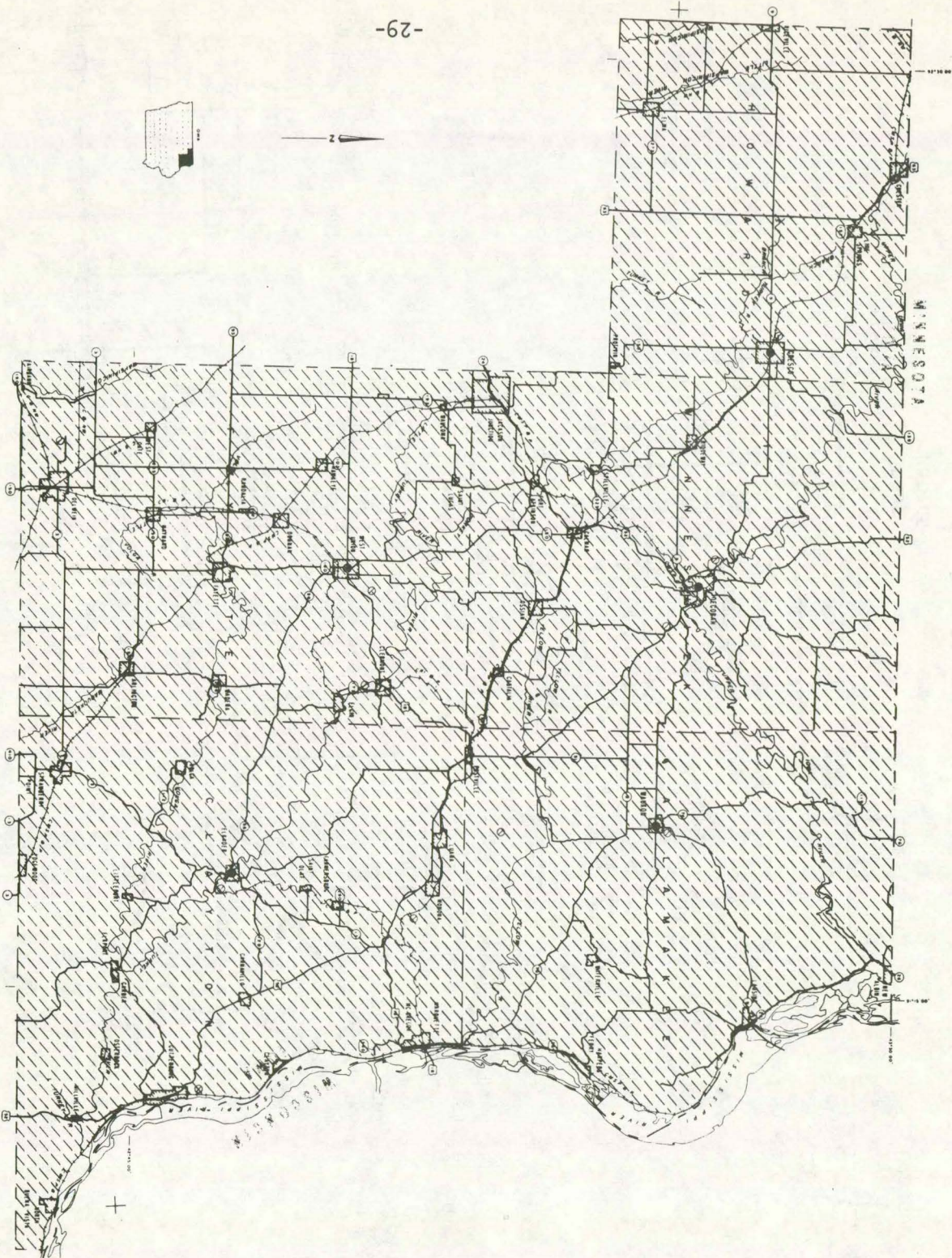
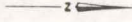
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- - - - - Iowa Coaches, Inc.
 Scenic Hawkeye Stages

Inter City Bus Routes

Source: Iowa Coaches, Dubuque, Iowa
 Scenic Hawkeye Stages, Decorah, Iowa

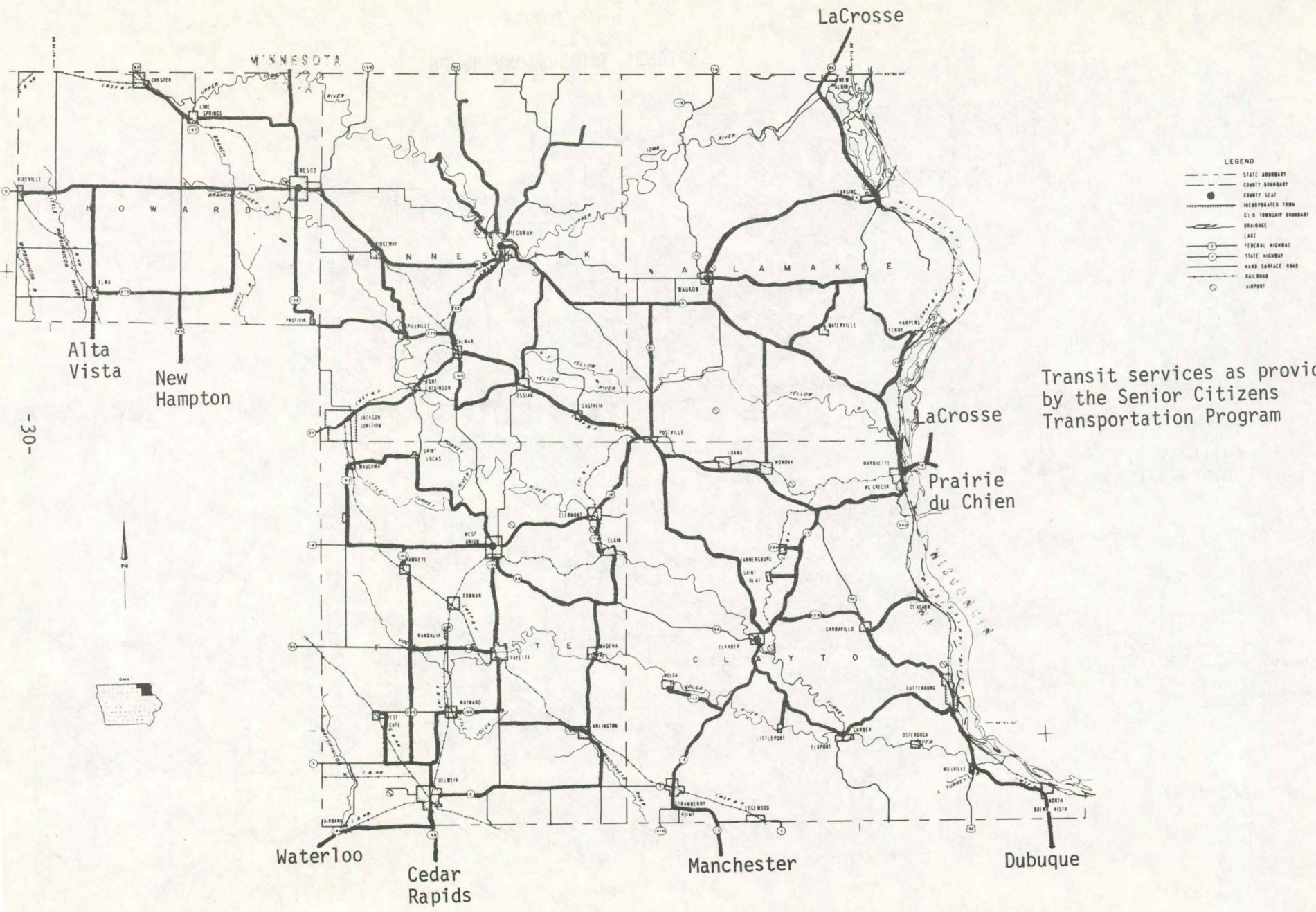
FIGURE 9



RURAL AND SPECIAL SERVICES
FIGURE 10

Entire Region
is Serviced

- LEGEND
- STATE HIGHWAY
 - COUNTY HIGHWAY
 - COMMERCIAL TRAIL
 - C & D THROUGH HIGHWAY
 - BRANCH
 - LAKE
 - FERRIS WHEEL
 - STATE HIGHWAY
 - ROAD SERVICE ROAD
 - RAILROAD
 - AIRPORT



Transit services as provided by the Senior Citizens Transportation Program

FIGURE 10a

TRANSIT OPERATORS BY COUNTY

<u>County</u>	<u>Agency Name</u>	<u>Service Area</u>	<u>Target Group</u>
Allamakee	N.E. Iowa Developmental Center	Allamakee & Fayette Counties	Adult handicapped individuals
	N.E. Iowa Community Action Program (Aging)	Region I	Senior Citizens
	N.E. Iowa Community Action Program (Headstart)	Region I	Low-income and/or handicapped children
Clayton	N.E. Iowa Community Action Program (Aging)	Region I	Senior Citizens
	N.E. Iowa Community Action Program (Headstart)	Region I	Low-income and/or handicapped children
	N.E. Iowa Community Action Program (Nutrition)	Marquette/McGregor	Senior Citizens
Fayette	N.E. Iowa Community Action Program (Headstart)	Region I	Low-income and/or handicapped children
	N.E. Iowa Community Action Program (Aging)	Region I	Senior Citizens
	N.E. Iowa Community Action Program (Nutrition)	Oelwein	Senior Citizens
Howard	N.E. Iowa Community Action Program (Headstart)	Region I	Low-income/ handicapped children
	N.E. Iowa Community Action Program (Nutrition)	Cresco	Senior Citizens
	N.E. Iowa Community Action Program (Aging)	Region I	Senior Citizens
	Comprehensive Systems	Howard, Mitchell, & Floyd Counties	Adult handicapped & disabled individuals
Winneshiek	Winneshiek Developmental Center	Winneshiek	Handicapped Adults

TRANSIT OPERATORS BY COUNTY (continued)

<u>County</u>	<u>Agency Name</u>	<u>Service Area</u>	<u>Target Group</u>
Winneshiek (cont.)	N.E. Iowa Community Action Program (Aging)	Region I	Senior Citizens
	Crosslines Council	Decorah	Senior Citizens
	N.E. Iowa Community Action Program (Headstart)	Region I	Low-income/ handicapped children

TABLE 9a
ROUTE SCHEDULE WITHIN THE REGION
FOR IOWA COACHES*

	<u>Leave McGregor</u>	<u>Arrive Elkader</u>	<u>Arrive Strawberry Point</u>
Monday	9:20 a.m.	9:50 a.m.	10:10 a.m.
Wednesday	9:20 a.m.	9:50 a.m.	10:10 a.m.
Thursday	9:20 a.m.	9:50 a.m.	10:10 a.m.
Friday	9:20 a.m.	9:50 a.m.	10:10 a.m.
Saturday	9:20 a.m.	9:50 a.m.	10:10 a.m.
Sunday	2:50 p.m.	3:10 p.m.	3:30 p.m.

FARES:

McGregor to Elkader = \$1.50 one way

Elkader to Strawberry Point = \$1.40 one way

*The Iowa Coaches bus drivers do provide special assistance to the elderly and the handicapped for boarding and unboarding the bus.

Source: Iowa Coaches, Dubuque, Iowa

TABLE 9b

DAILY ROUTE SCHEDULE WITHIN THE REGION
FOR SCENIC HAWKEYE STAGESEAST-BOUND BUS:

<u>DEPARTURE</u>	<u>TIME</u>	<u>ARRIVAL</u>	<u>TIME</u>	<u>FARE</u>
Decorah	6:15 p.m.	Waukon	6:40 p.m.	\$1.40
Decorah	6:15 p.m.	Lansing	7:05 p.m.	\$2.90
Waukon	6:40 p.m.	Lansing	7:05 p.m.	\$1.50
Lansing	10:25 a.m.	Waukon	10:55 a.m.	\$1.40
Lansing	10:25 a.m.	Decorah	11:20 a.m.	\$2.90
Waukon	10:55 a.m.	Decorah	11:20 a.m.	\$1.40

NORTH-BOUND BUS:

<u>DEPARTURE</u>	<u>TIME</u>	<u>ARRIVAL</u>	<u>TIME</u>	<u>FARE</u>
Decorah	11:30 a.m.	Cresco	12:00 p.m.	\$1.60
Decorah	11:30 a.m.	New Hampton	1:15 p.m.	\$3.80
Cresco	12:00 p.m.	New Hampton	1:15 p.m.	\$2.50
New Hampton	4:30 p.m.	Cresco	5:30 p.m.	\$2.50
Hew Hampton	4:30 p.m.	Decorah	6:00 p.m.	\$3.80
Cresco	5:30 p.m.	Decorah	6:00 p.m.	\$1.60

SOUTH-BOUND BUS:

<u>DEPARTURE</u>	<u>TIME</u>	<u>ARRIVAL</u>	<u>TIME</u>	<u>FARE</u>
Decorah	11:30 a.m.	Calmar	11:45 a.m.	\$1.00
Decorah	11:30 a.m.	Festina	11:50 a.m.	\$1.15
Decorah	11:30 a.m.	Eldorado	12:00 p.m.	\$1.60
Decorah	11:30 a.m.	West Union	12:15 p.m.	\$2.10
Decorah	11:30 a.m.	Fayette	12:30 p.m.	\$2.55
Decorah	11:30 a.m.	Maynard	12:40 p.m.	\$3.30
Decorah	11:30 a.m.	Oelwein	12:55 p.m.	\$3.80
Oelwein	4:50 p.m.	Decorah	6:15 p.m.	\$3.80
Maynard	5:05 p.m.	Decorah	6:15 p.m.	\$3.30
Fayette	5:15 p.m.	Decorah	6:15 p.m.	\$2.55
West Union	5:35 p.m.	Decorah	6:15 p.m.	\$2.10
Eldorado	5:40 p.m.	Decorah	6:15 p.m.	\$1.60
Festina	5:50 p.m.	Decorah	6:15 p.m.	\$1.15
Calmar	6:00 p.m.	Decorah	6:15 p.m.	\$1.00

(Continued on following page.)

DAILY ROUTE SCHEDULE WITHIN THE REGION
FOR SCENIC HAWKEYE STAGES (continued)

NORTH-BOUND BUS:

<u>DEPARTURE</u>	<u>TIME</u>	<u>ARRIVAL</u>	<u>TIME</u>	<u>FARE</u>
Oelwein	4:50 p.m.	Maynard	5:05 p.m.	\$1.00
Oelwein	4:50 p.m.	Fayette	5:15 p.m.	\$1.30
Oelwein	4:50 p.m.	West Union	5:35 p.m.	\$1.95
Oelwein	4:50 p.m.	Eldorado	5:40 p.m.	\$2.30
Oelwein	4:50 p.m.	Festina	5:50 p.m.	\$2.60
Oelwein	4:50 p.m.	Calmar	6:00 p.m.	\$3.10
Maynard	5:05 p.m.	Fayette	5:15 p.m.	\$1.00
Maynard	5:05 p.m.	West Union	5:35 p.m.	\$1.35
Maynard	5:05 p.m.	Eldorado	5:40 p.m.	\$1.90
Maynard	5:05 p.m.	Festina	5:50 p.m.	\$2.20
Maynard	5:05 p.m.	Calmar	6:00 p.m.	\$2.50
Fayette	5:15 p.m.	West Union	5:35 p.m.	\$1.00
Fayette	5:15 p.m.	Eldorado	5:40 p.m.	\$1.15
Fayette	5:15 p.m.	Festina	5:50 p.m.	\$1.60
Fayette	5:15 p.m.	Calmar	6:00 p.m.	\$2.00
West Union	5:35 p.m.	Eldorado	5:40 p.m.	\$1.00
West Union	5:35 p.m.	Festina	5:50 p.m.	\$1.00
West Union	5:35 p.m.	Calmar	6:00 p.m.	\$1.30
Eldorado	5:40 p.m.	Festina	5:50 p.m.	\$1.00
Eldorado	5:40 p.m.	Calmar	6:00 p.m.	\$1.00
Festina	5:50 p.m.	Calmar	6:00 p.m.	\$2.00

Source: Scenic Hawkeye Stages, Decorah, Iowa

In the Upper Explorerland Region there exist only one small area which could be considered as an overlapping service area. This being a service area to the elderly which covers Decorah and the immediate surrounding area. The area is serviced by the Crosslines Council and the Northeast Iowa C.A.P. Aging Program. The actual overlapping of service is considered slight, or non-existent. Crosslines provides rides to volunteers of an ACTION program, (R.S.V.P.), whereas the aging transit program would not be able to provide such a service.

Many gaps do, however, exist in available transit services. There exists three major groups of individuals that have the greatest need for transit services.

First of all, we will consider the young, those below 18 years of age. These young persons are many times left without transportation because either they have no automobile and/or operator's license, or they have no access to an auto. There are only two transit services available to the younger people of the region. One is the intercity bus lines, either Iowa Coaches or Scenic Hawkeye Stages. Their routes do not, however, include many of the smaller cities of the region, areas where demand for their services do exist; therefore, it still necessitates that the potential riders obtain transportation to a pick-up point. These same problems also exist for handicapped and elderly who want or need to ride these buses. The only other transit service available to the young would be the Headstart Program, which comes under the auspices of the Community Action Program. This service is only offered to participants in the Headstart Program, a very small minority of the younger inhabitants of the region.

The second group of importance we must consider is the handicapped individual. The handicapped individual poses still another special problem for transit services in that they require special facilities for both boarding and unloading from transit vehicles. These special adaptations must be added to existing vehicles or new, specially-equipped vehicles must be purchased. According to Figure 12, which shows the routes of transit services available to transport handicapped, a huge gap exists in transit services available to the handicapped.

Gaps exist mostly in the southern half of the region. Clayton County is completely without service to the handicapped, and Fayette County has almost the identical problem. Howard County and the northern halves of both Winneshiek and Allamakee Counties face the same problem. So, it is quite evident that a distinct lack of service to the handicapped does exist in Region I.

The third group we must consider as a significant contributor to ridership for transit services is the elderly. Transit service to the elderly in Upper Explorerland is much better than the services available to the other groups. Almost every incorporated city is serviced by a van supplied for the elderly program under the Northeast Iowa Community Action Program. It cannot be ascertained whether or not the program takes care of all needed elderly transportation problems; but, it should be noted that it is an important first step to meeting the demand for transit caused by the elderly.

One of the major problems evident with this system is the unavailability that exists when elderly individuals are unable to get to the pick-up point that the vans use in most communities. This factor tends to isolate many potential riders who would otherwise use this transit system, but who are unable to because they have no way of getting to a pick-up point.

In summary, it can be seen that there are major gaps in transit service availability in Region I. The major problems appear to be in accessibility as well as the amount and coverage of service available to the young, elderly, and handicapped.

In the following sections, discussion will center around demand estimations, service standards, possible alternatives, and ways of remedying these problems.

SECTION II

TRANSIT SERVICE STANDARDS AND NEEDS

In order to determine viable service alternatives for a regional transit system, background information on the region, its inhabitants, current operating transit service, and the amount of service they provide must be looked at. This information, in turn, must be compared to an estimated demand for service. With both the demand and the level of service provided known, the deficiencies, duplications, and unmet transit needs become evident. Once this information is compiled and reviewed, certain standards of service for the Region can then be determined.

SERVICE STANDARDS

Basically, service standards for the regional transit system should be based and determined on three different categories; those being:

1. Potential transit ridership.
2. Unmet travel desires.
3. Duplications or deficiencies in existing transit services.

By developing service standards, it will allow us to distinguish between what is meant by a travel desire and a travel need. By comparison of travel desires to the service standards, we will be able to determine what can actually be considered a trip need and, thus, should be satisfied, or what is simply just a travel desire.

ESTIMATE OF DEMAND FOR TRANSIT SERVICE WITHIN THE REGION

TABLE 10

DEMAND ESTIMATION FOR NON-ELDERLY HANDICAPPED

<u>Trip Purpose</u>		<u>Passenger Trips per Month</u>
Medical	.08 x 36,624	2,930
Employment	.17 x 36,624	6,226
Social-Recreation	.14 x 36,624	5,127
Education	.02 x 36,624	733
Shopping/Personal	.10 x 36,624	3,662
Other (includes return trips)	.49 x 36,624	<u>17,946</u>
TOTAL PASSENGER TRIPS/MONTH		36,624

Region I Population, 1970 = 95,672 x .0319* = 3,052 (estimated non-elderly handicapped with mobility limitations)

3,052 with mobility limitations x 12 one-way trips/month = 36,624 passenger trips/month

*Figure derived from Iowa Department of Transportation.

Source: Iowa Department of Transportation and 1970 U. S. Census, Iowa.

TABLE 11

<u>DEMAND ESTIMATION FOR ELDERLY</u>		
<u>Trip Purpose</u>		<u>Passenger Trips per Month</u>
Medical	.05 x 58,800	2,940
Economic (bank, grocery)	.21 x 58,800	12,348
Group Excursions (out of region)	.02 x 58,800	1,176
Congregate Meals	.20 x 58,800	11,760
Recreation	.05 x 58,800	2,940
Visiting	.06 x 58,800	3,528
Agency (access to transportation for other agencies)	.02 x 58,800	1,176
Other (includes return trips)	.39 x 58,800	<u>22,932</u>
TOTAL PASSENGER TRIPS/MONTH		58,800

Number of individuals 65 years and older in Region 1, 1970 = 14,134

Estimated number of mobility-limited elderly = $0.52 \times$ regional population over 65 years of age (14,134).

7,350 = Estimated elderly with mobility limitations.

14,134 persons 65 and over \times .52 mobility limitation = 7,350

7,350 with mobility limitations \times 8 one-way trips/month = 58,800 passenger trips/month.

Source: Iowa Department of Transportation and
1970 U. S. Census, Iowa.

LEVELS OF SERVICE PROVIDED FOR HANDICAPPED IN REGION I

Northeast Iowa Developmental Center: average daily passengers 10;
400 passengers trips/month.

Area I Developmental Center: average daily passengers 18; 720 passenger
trips/month.

Total passenger trips/month provided for handicapped
Region I 1,120

*Comprehensive Systems: average daily passengers 33; 1,320 passenger trips/
month.

LEVELS OF SERVICE PROVIDED FOR ELDERLY IN REGION I

Northeast Iowa Community Action Program (Aging Program): average daily
passengers 67; 2,680 passenger trips/month.

Northeast Iowa Community Action Program (Nutrition Program): average daily
passengers 20; 800 passenger trips/month.

Crosslines Council: average daily passengers 4; 160 passenger trips/month.

Total passenger trips/month provided for elderly in Region I = 3,640.

*Comprehensive Systems provides transportation for the handicapped and disabled persons predominantly outside the region; so, its ridership rate will not be included in the level of service for Region I.

When comparing the levels of service provided in the Region to the estimated demand, a problem becomes apparent. The problem can be stated quite simply: the current level of service provided for handicapped and elderly individuals is far below the estimated need for service.

At the present time, in Region I, service to the handicapped population appears to be less than adequate. The majority of this service is being provided by two systems: The Northeast Iowa Developmental Center, located near Waukon, and the Winneshiek Developmental Center, in Decorah. While these two centers provide transit service to handicapped, the service is limited only to clientel. The services provided by the centers include transportation of the handicapped from their home to the center and then home again.

The Northeast Iowa Developmental Center, located in Waukon, provides service to the immediate area; and because of a cut in funding, it has been prevented from expanding into other areas of the region. The Winneshiek Developmental Center for Adult Handicapped Individuals provides the identical types of service as the program in Waukon. The Center is located in Decorah and services only Winneshiek County.

Besides the transit services offered to the handicapped individual by the two service centers, only one other program transports, on a regular basis, any handicapped individual. This would be the Headstart Program. Their service is limited to participants of the Headstart Program, some of whom are handicapped; however, each school system in the region does have an organized Headstart Program. So, service is provided to participants in each county of the region.

It is quite evident that service to the handicapped in the region is not sufficient. While the two developmental centers provide some service to the counties of Allamakee and Winneshiek, there are some services they still fail to provide; whereas handicapped individuals in Clayton, Fayette, and Howard Counties are left with little or no transit services that can take care of the special needs the handicapped individual sometimes requires.

The problem with transit service to the elderly does not seem quite as acute as the problem with the handicapped. As was noted earlier in this study, there is currently three different programs offering transit service to the elderly in the region. The Aging Program of the Northeast Iowa Community Action Program provides the most extensive service to elderly individuals of the region. This service is provided to any elderly resident of the region. Service is offered from almost every community for a wide variety of reasons; medical, social, and business trips are all provided for. This is the most extensive and efficient transit service available in the region. Two of the major problems with this service is scheduling and accessibility. Many times, service is not offered when it is needed, or the elderly have no way of actually getting to the pick-up point where the service is initiated from. This particular service has many possibilities to become much more useful and helpful to residents.

The Nutrition Program of the Northeast Iowa Community Action Program provides a limited but much needed service to a limited amount of elderly residents of the region. Basically, their service is limited to providing a transportation service to transport the elderly to the Title 7 nutrition sites in Cresco, Oelwein, and McGregor. The service also transports home-delivered meals to the elderly who cannot participate in the meal site due to immobility. The nutrition vehicles will also run errands for participants who ride the vehicles within these three communities.

The Crosslines Council, located in Decorah, provides a very limited service and meets very little of the demand requirements of the city. It is used primarily in transportation of participants of R.S.V.P., an ACTION program, also located in Decorah. Their average daily passengers are only four.

While it is evident from the collected data that transit services provided the elderly of Region I do not meet the estimated demand, a dedicated effort is being made to remedy this problem. Many of the basics have been done for laying the groundwork and providing a truly efficient operating transit system(s) to meet the needs of the elderly individual who needs transit in Region I.

It is quite evident that additional service, as well as revisions of present systems, is needed to meet the estimated demand for transit services required by the elderly and handicapped. The most acute problem is with service offered handicapped individuals. In many areas of the region, it is virtually non-existent. Transit services to the elderly are in better shape, but much more should and can be done to improve services. The need for services to both elderly and handicapped individuals is much larger than the services provided, and something must be done to remedy these problems. Service is definitely deficient in many areas, predominantly related to service involving the handicapped.

Concerning duplication of existing service, the problem is not so great because of the deficiencies which are presently existing in the current levels of service provided. In order to have duplication of services, you must have services available to duplicate. In Region I, either no service exists or only one services an area. If, as in a few instances, an area is actually serviced by more than one transit service, then the services provided still do not meet the demand.

At the present time, the existing rural transit services that are being provided currently meet 5 percent of the total estimated demand.

DEFINITION OF SERVICE STANDARDS

Service standards should be used to measure the effectiveness, efficiency, and impacts of any existing and/or proposed system. They must also be used to measure the intent of the objective, as well as being closely related to the problem statements. Standards are the best way to measure the level of attainment of an objective or the performance of a travel system. The following is a list of service standards, which have been established to help facilitate the procedures listed above as well as the development of service alternatives:

1. Fares: Fares should be based on the average cost per revenue mile to operate the vehicle, with the vehicle transporting at three-fifths capacity; however, the cost of the ridership shall be low enough that no one is prohibited from riding by fares beyond his/her budget.
2. Costs: Total cost for operation of a regional system should include administrative, supervisory, and accounting costs, as well as insurance, taxes and licenses, maintenance, service, and cleaning costs, marketing costs, depreciation of equipment, and leasing costs.
3. Equipment utilization: Equipment should be scheduled for use 75 to 90 percent of the time during the operating program day, as well as allowing "down-time" for scheduled maintenance.
4. Regularity of service: Each community within the region should have an opportunity to receive transit services at least twice each week.
5. Frequency of service: A minimum of one round-trip in the forenoon and/or one round-trip in the afternoon should be required on each day of operation within a particular area, subject to available funds.
6. Frequency of travel to an activity center¹: A minimum of one round-trip should be provided to an activity center at least weekly from outlying communities.
7. Reliability of service: For scheduled route service, transit vehicles should arrive at designated stops within 15 minutes of the scheduled time; for demand-responsive service, arrival within five minutes of a pre-arranged pick-up time for subscription service; and within 20 minutes of the call for immediate response service.
8. Service to handicapped: Service should be available to all handicapped residents desiring it at least weekly.
9. Coordination with private carriers: Inter-county service should coordinate with existing private carriers, where possible.

¹Activity Centers shall be defined as each of the county seats: Cresco, Decorah, Waukon, Elkader, and West Union, as well as the City of Oelwein.

COMPARISON TO LOCAL GOALS AND OBJECTIVES

Basically, all nine service standards have a direct relationship to the three primary goals. The standards will help to achieve the goals the region has established for its continuing growth and development. Their relationship is instrumental in implementing the objectives through which the goals will be achieved. The nine service standards will help to achieve the development of a safe, convenient, rural transit program, provide for the optimal use of all resource and improve the quality of life for all residents of Region I.

Basic to obtaining any goal is the implementation of meaningful objectives. Objectives are useless, unless they pertain specifically to the problems which need to be rectified. Only when we can measure the usefulness of such objectives can we be assured of their true value in developing viable service alternatives. The service standards and their relationship to the objectives can be used as a measuring tool. The following discussion then pertains to the comparison of the nine service standards to the five previously stated objectives.

OBJECTIVE A: Develop a transit system to satisfy user needs and maximize economic and social benefits particularly for the elderly, handicapped, and low-income persons.

Service standard(s) with direct relationship are: #1,4,5,6,7,8,9.

OBJECTIVE B: Develop a complimentary and coordinated rural transit system that provides for a participatory planning process which involves public, private and citizen interests.

Service standard(s) with direct relationship are: #9.

OBJECTIVE C: Develop a rural transit system, which minimizes economic, energy, and environmental costs.

Service standard(s) with direct relationship are: #2,3.

OBJECTIVE D: Develop a rural transit system, which considers the facilities and services necessary for the elderly, handicapped, and low-income persons.

Service standard(s) with direct relationship are: #1,5,6,7,8.

TRANSIT NEEDS

The background information presented in Section I shows that the actual need for public transit is directly proportional to the number of elderly, handicapped, young, and low-income individuals in a given area. The need for public transit is the result of individuals who do not have readily available access to private transportation.

The trip purpose has a strong influence on the use of public transit. The captive market (elderly, handicapped, young, and low-income individuals) use public transit for all types of trips, such as trips to medical and social service facilities, and others.

When developing an economically-sound transit system, the major emphasis should be placed on transit needs; but some consideration must be given to transit desires. Transit desire revenue helps to fill the void between revenue from those in need of public transit and the financial break-even point for the system.

The greatest demand for public transit in Region I involves transportation between rural communities and the major activity centers; those being Oelwein and the county seats. As stated earlier, Decorah and Oelwein are the two largest communities in Region I with an approximate population of 7,500 inhabitants each. Both Decorah and Oelwein are the only two communities with large enough population bases to adequately support a private taxi cab service. At the present time, taxi services are operating only in Decorah and Oelwein.

The most efficient transit system would serve everyone, for low cost, and would be available whenever anyone wanted or needed their service; but as everyone knows, such a service is for dreamers only.

A transit system which strives to satisfy the basic needs and service standards is all anyone should attempt to achieve. In Region I, the needs we feel the service standards should attempt to meet and/or satisfy are such:

1. There is no transportation available for the handicapped outside of participants of two handicapped programs. Service should be expanded to all handicapped individuals, especially in Clayton, Fayette, and Howard Counties, where no service to handicapped exists; and it should be demand-responsive.
2. An effort to coordinate routes/scheduling and fares between available vehicles, proposed systems, and private carriers should be initiated.
3. Expand service to the elderly, especially in unincorporated areas, with emphasis placed on a demand-responsive system to accommodate individuals who previously had problems with access to available systems.

In summary, any new proposed rural transit system should make transit available to the handicapped, elderly, and young, especially in outlying rural communities and unincorporated areas. With emphasis placed on making trips available to one of the six designated service centers for satisfying important travel needs such as medical, governmental, social, or personal reasons.

SECTION III

TRANSIT SERVICE ALTERNATIVES

In Section II, we determined that definite needs for transit do exist in Region I and that many of these needs are not currently being satisfied. As a result thereof, this section proposes to offer suggestions to solve the public transit problems within the region. Very few of these problems are a result of a lack of cooperation or coordination among transit providers. The majority of the problems result from a lack of service. The alternatives we will propose are designed to overcome the two problem areas. Maintaining the public transit system, as it currently exists, will only provide a limited service toward the effort to meet the public transit needs.

Definition of Alternative Concepts

In the process of defining possible transit alternatives, various types of service and regional transit operations organizations should be considered. Alternatives for the services and organization of the regional system should address the region from the viewpoints of age composition of the population, the density of residential areas and major activity centers, the travel needs of transit dependent groups, and automobile ownership patterns.

SYSTEM ORGANIZATION ALTERNATIVES

The transit systems in Region I consist of one heavily-subsidized public transit operation. Five other special service transit operations also exist in the region, with the majority of their operating expenses also being subsidized. One private special service operation exists, which is not receiving government subsidies, that being Comprehensive Systems of Charles City, Iowa. Despite the limitations under which these services are operating, and considering their financial limitations, they do satisfy some of the transit needs of Region I. With the existing systems already established, they provide a basis upon which to build a more comprehensive and efficient regional transit system.

At the present time, the Northeast Iowa Community Action Program administers the transit program for the Senior Citizens, Headstart, and the Nutrition Program. The Community Action Program agency essentially uses the fixed route structure as a basis for their transit program.

In the summer of 1976, through the coordinated efforts of the Iowa Department of Social Services, a comprehensive, three-month study, by a group of concerned citizens for the handicapped, established a program/plan which delineated existing services level and deficiencies for the handicapped and defined future needs.

As an on-going function, an executive board was formed, called the Region I Coordinating Agency for the Handicapped to implement the plan as adopted to overcome the deficiencies. At the present time, the Region I Coordinating Agency for the Handicapped is anticipating hiring a director and staff July 1. It would appear that once this agency is staffed and funded, this new agency serving the handicapped would be the logical agency to provide and coordinate the transportation need of the handicapped for the entire region.

As shown in Section II, there is a severe deficiency of existing services to the accepted standards of service. Currently, the handicapped in Allamakee and Winneshiek Counties are the only counties that are being provided with some form of transportation; predominantly, the transit services that are being provided are for the clients at the developmental centers for handicapped adults. There is no service of any kind in Clayton, Fayette, and Howard Counties. Currently, 1,120 passenger-trips per month are being provided with an estimated demand of 36,624 trips/month.

The most severe deficiency existing with regard to transportation available to the elderly appears to be the apparent lack of funding available to them to meet the additional needs. Their lack of funding keeps the Community Action Program (CAP) for the elderly from expanding and improving their present system. The system is basically sound and operated on a sound basis, but needs more vehicles and facilities, improved scheduling and routes, as well as perhaps initiating a demand-responsive phase to the present system.

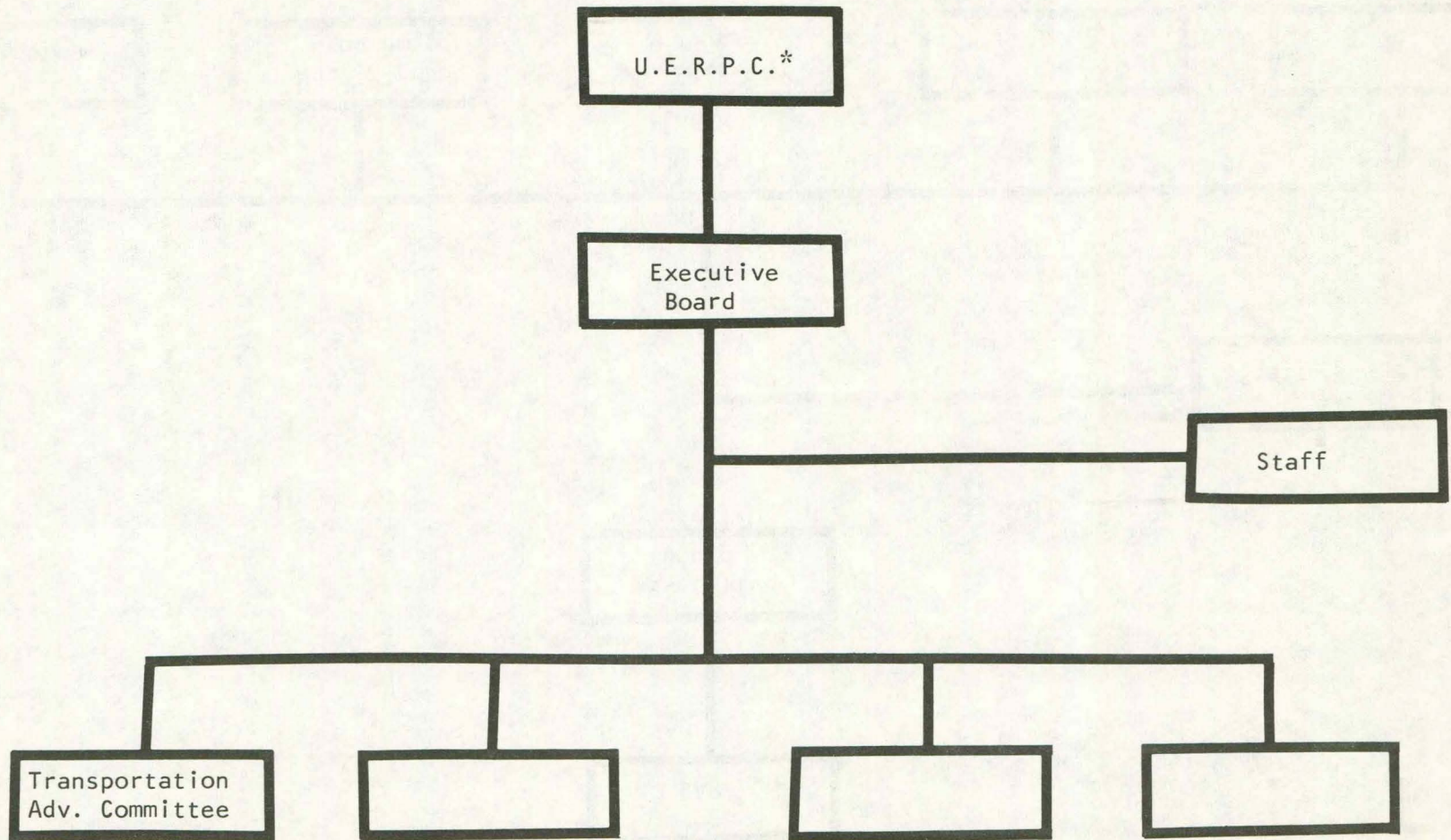
Before determining viable system organization alternatives, we must look at the present system organization for transit providers in Region I.

EXISTING ORGANIZATIONS

In review, we see four main organizations concerned with rural transit in Region I. We have the Upper Explorerland Regional Planning Commission, which through the use of its Transportation Advisory Committee takes under consideration all forms of transportation operating in Region I. Its powers are limited to advisory. The staff of Upper Explorerland Regional Planning Commission does provide technical assistance to the region in the field of transportation when it is needed and requested.

Secondly, we have the Community Action Program which is responsible for administering three of the existing transit programs. They are responsible for the Aging Program, Nutrition Program, and Headstart. These three programs are all directly responsible to the Community Action Program for their existence.

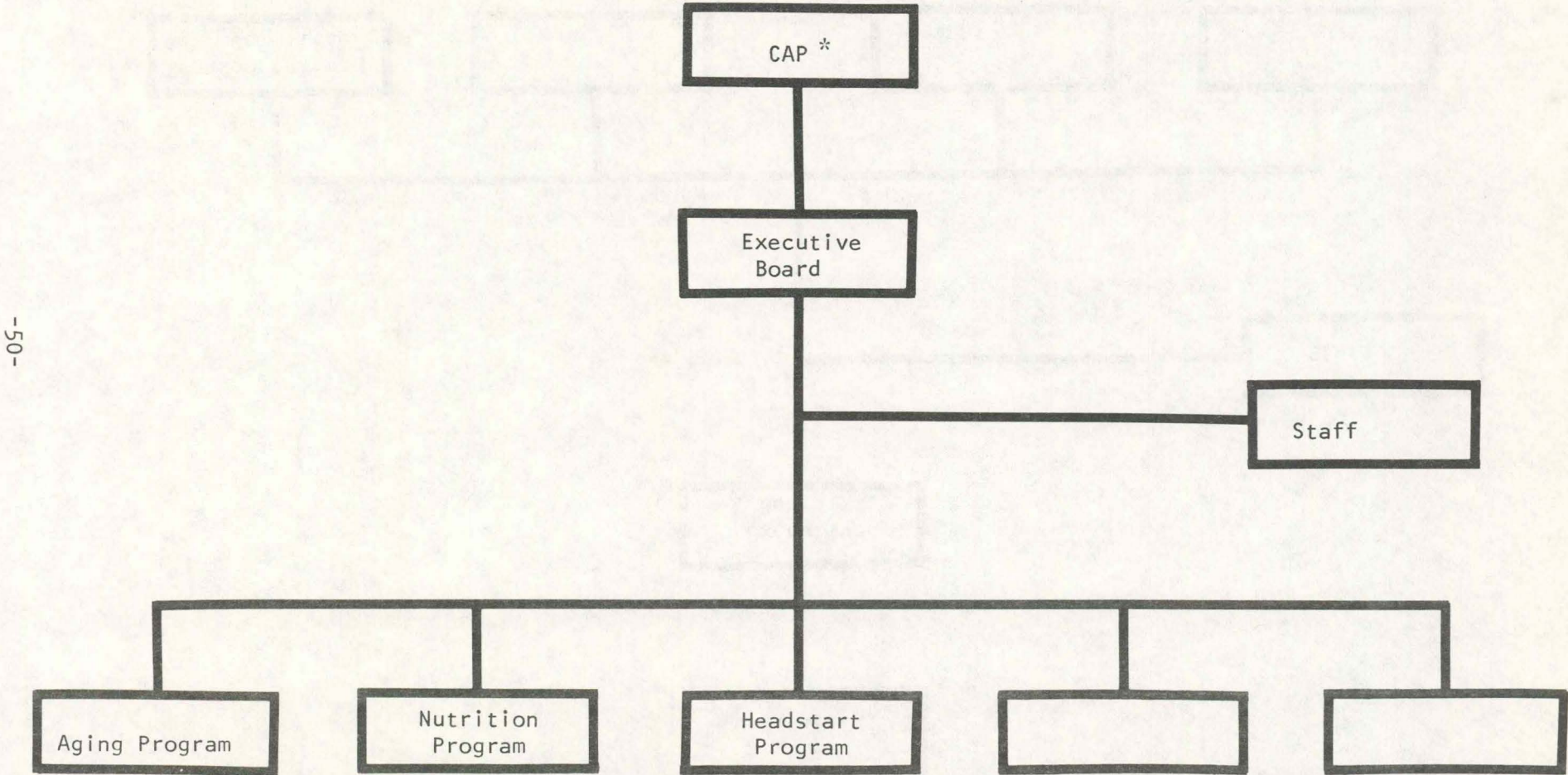
EXISTING ORGANIZATIONS



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*Upper Explorerland Regional Planning Commission

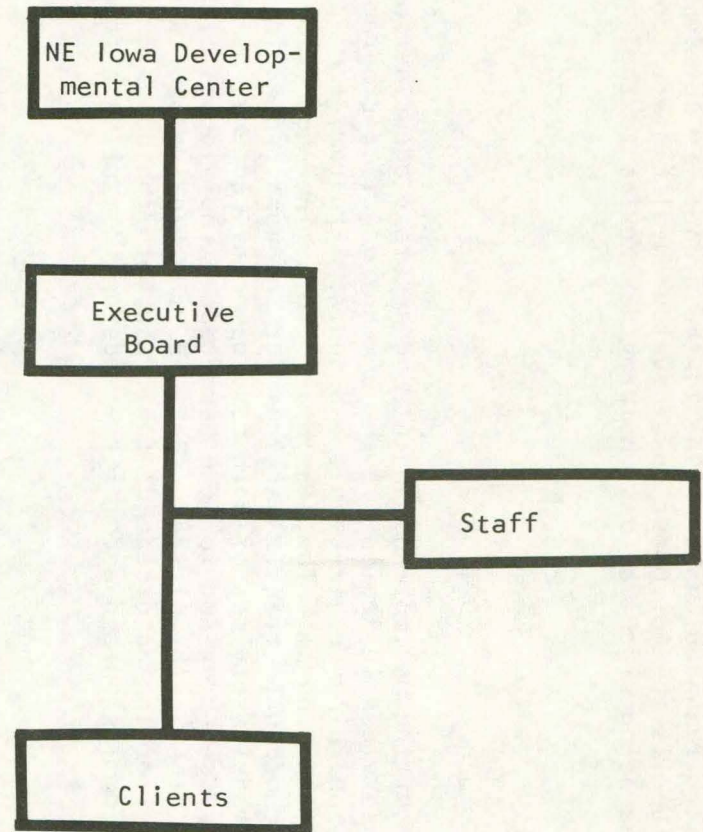
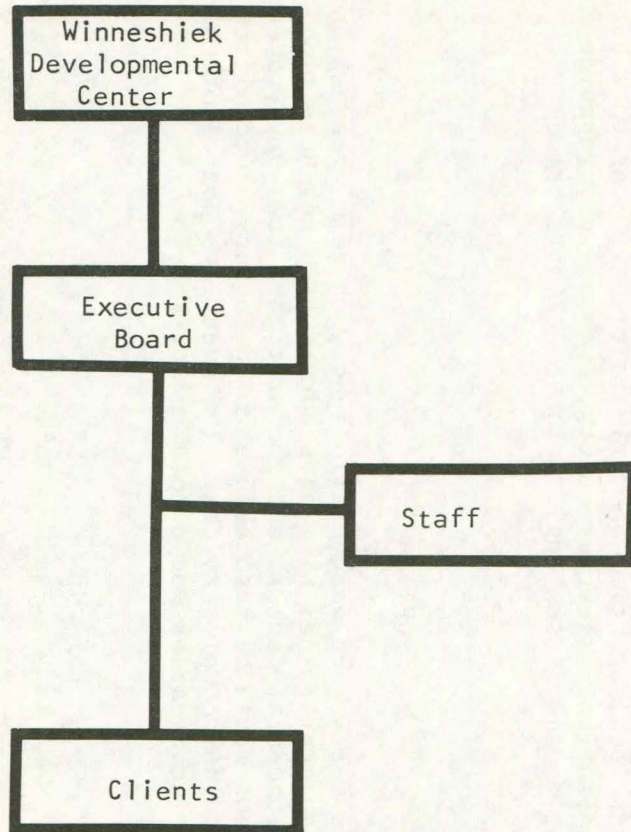
EXISTING ORGANIZATIONS (continued)



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*Community Action Program

EXISTING ORGANIZATIONS (continued)



Besides these two organizations, we have two other organizations, both providing services to the handicapped. One is the Winneshiek Developmental Center, and the other is the Northeast Iowa Developmental Center. Both are independent operating organizations who provide service to their clients only.

OPTION I

Option I proposes setting up two independent and separate agencies for operating transit services in Region I. The Community Action Program would be responsible for providing services to the Headstart Program, the Aging Program, and Nutrition Program. The Region I Coordinating Agency for the Handicapped would coordinate transit services for the handicapped in Region I, coordinating the transit services of both developmental centers, as well as any new transit services provided for the handicapped individuals of Region I. Both organizations, the Senior Citizens (CAP) and the Handicapped (Region I Coordinating Agency for the Handicapped) could use both the Upper Explorerland Regional Planning Commission and a committee made up from private transit operators as advisors.

OPTION II

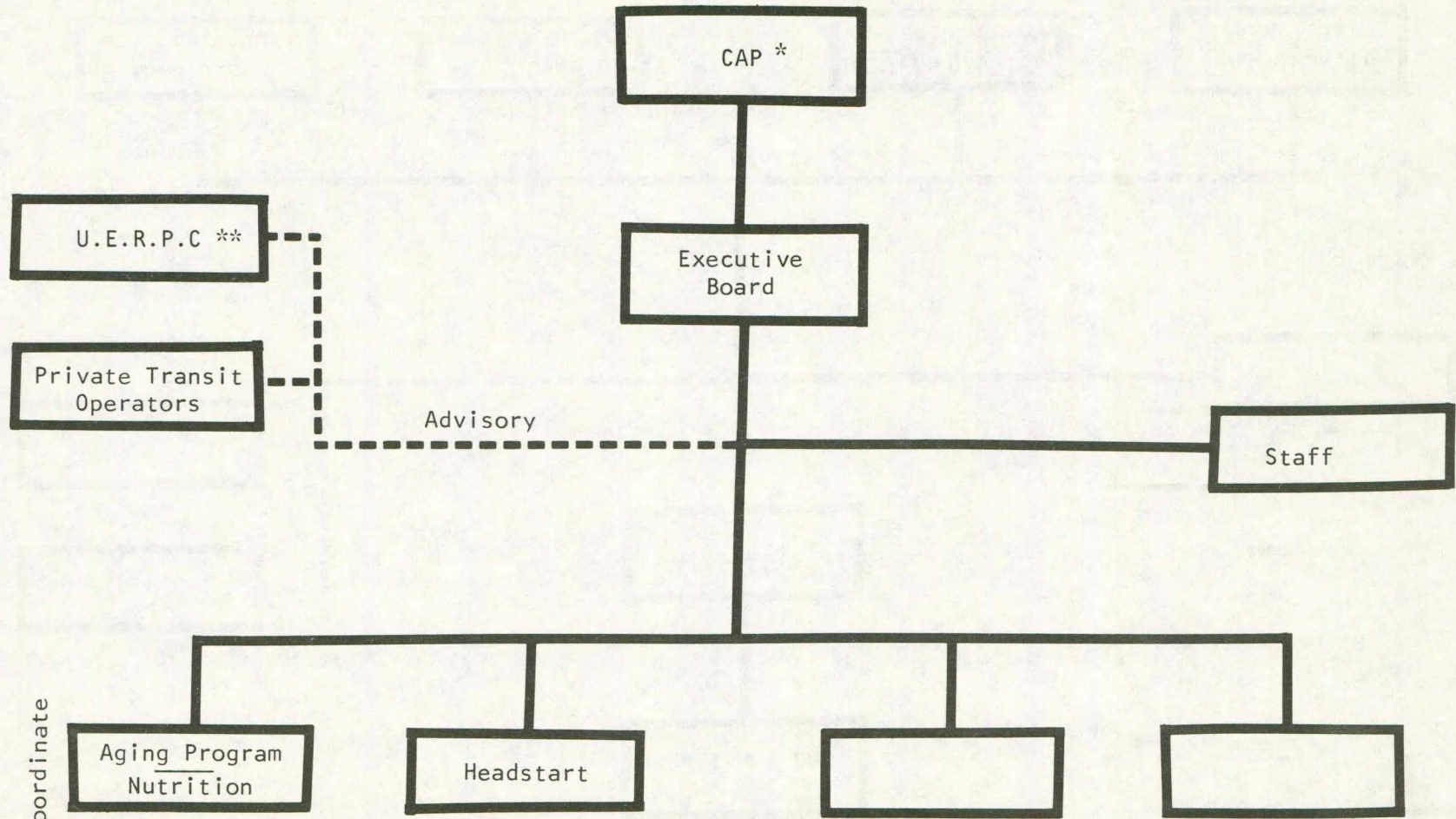
Option II proposes using the Area I Agency on Aging as the agency that would administer, supervise, and/or subcontract future transit funds in Region I. Any other agency, which would provide any new public transit services, would be responsible to the Area I Agency on Aging and coordinate their services with existing transit agencies. This structure could also use other local agencies and private transit operators as advisors. An organizational structure, such as this, would provide increased coordination and lessen duplication of efforts between groups.

OPTION III

Option III proposes setting up an umbrella agency or committee, which would administer and/or supervise the existing programs: Aging, Nutrition, Headstart, Area I Developmental Center, and the Northeast Iowa Developmental Center. The programs would be responsible to the agency or committee for operations and coordination of services. The executive boards of each program and sponsoring agencies would hold an advisory position.

OPTION 1
(two separate operating agencies)

SENIOR CITIZENS

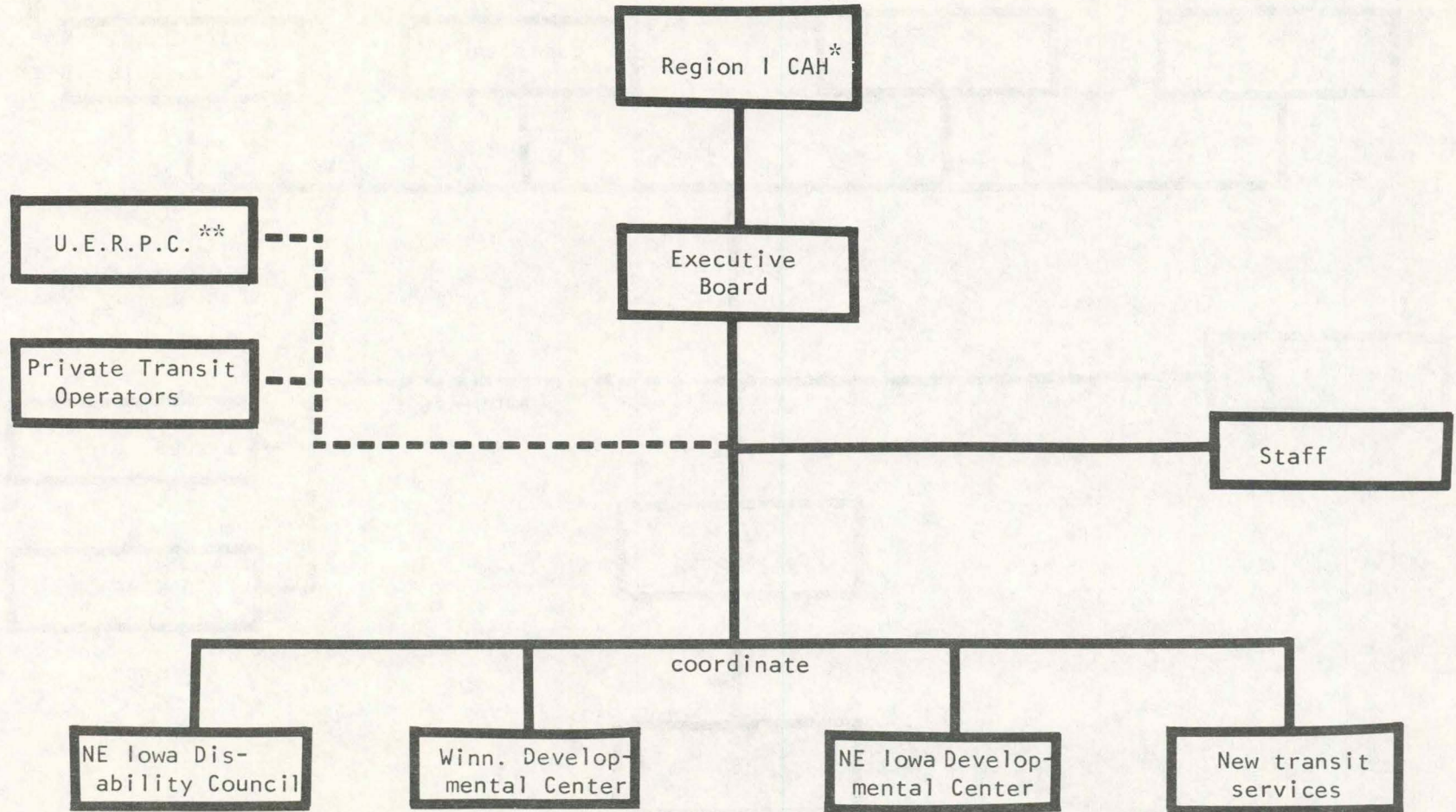


coordinate

* Community Action Program
** Upper Explorerland Regional Planning Commission.

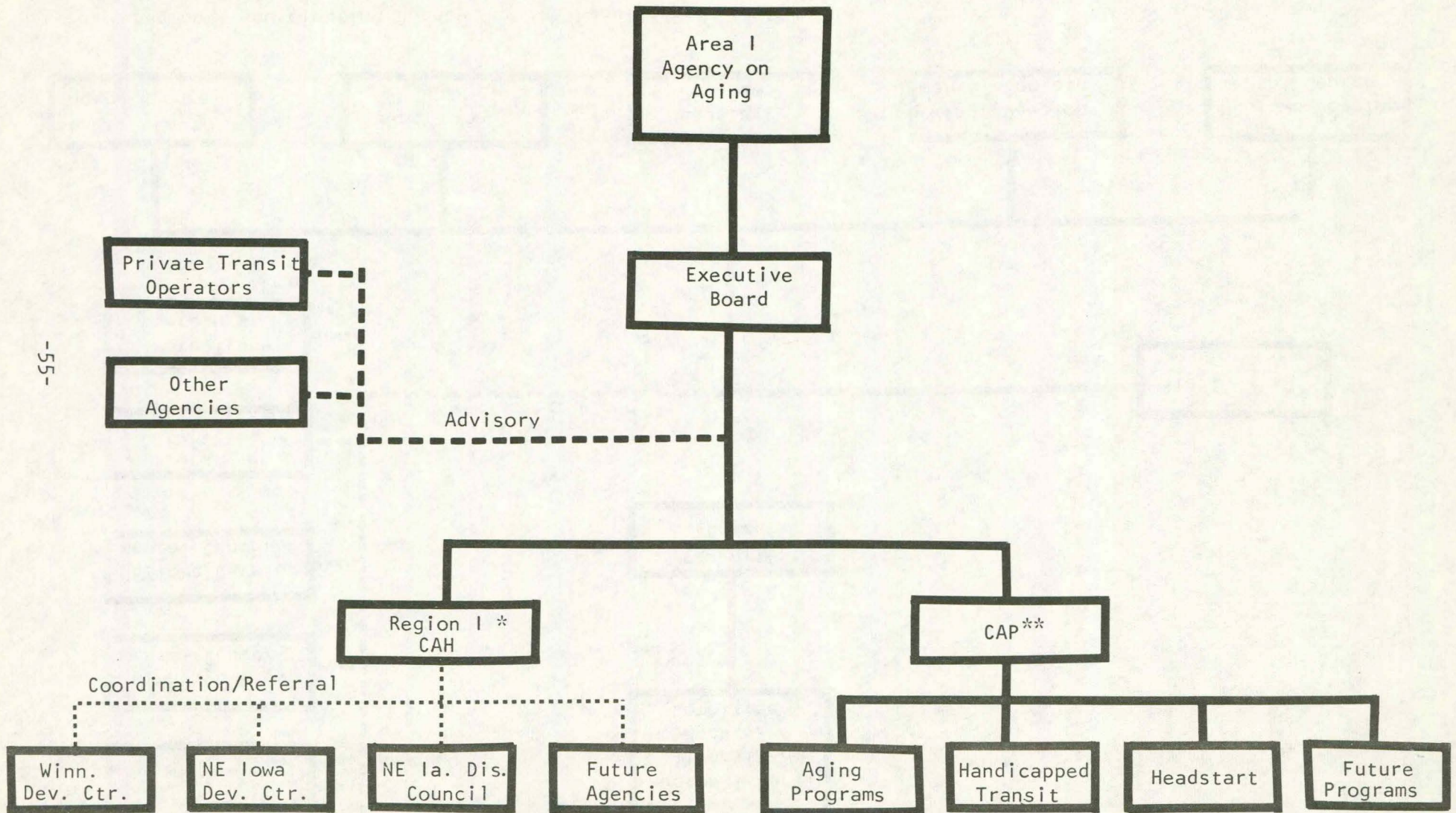
OPTION I (continued)

HANDICAPPED



* Region I Coordinating Agency for the Handicapped.
** Upper Explorerland Regional Planning Commission.

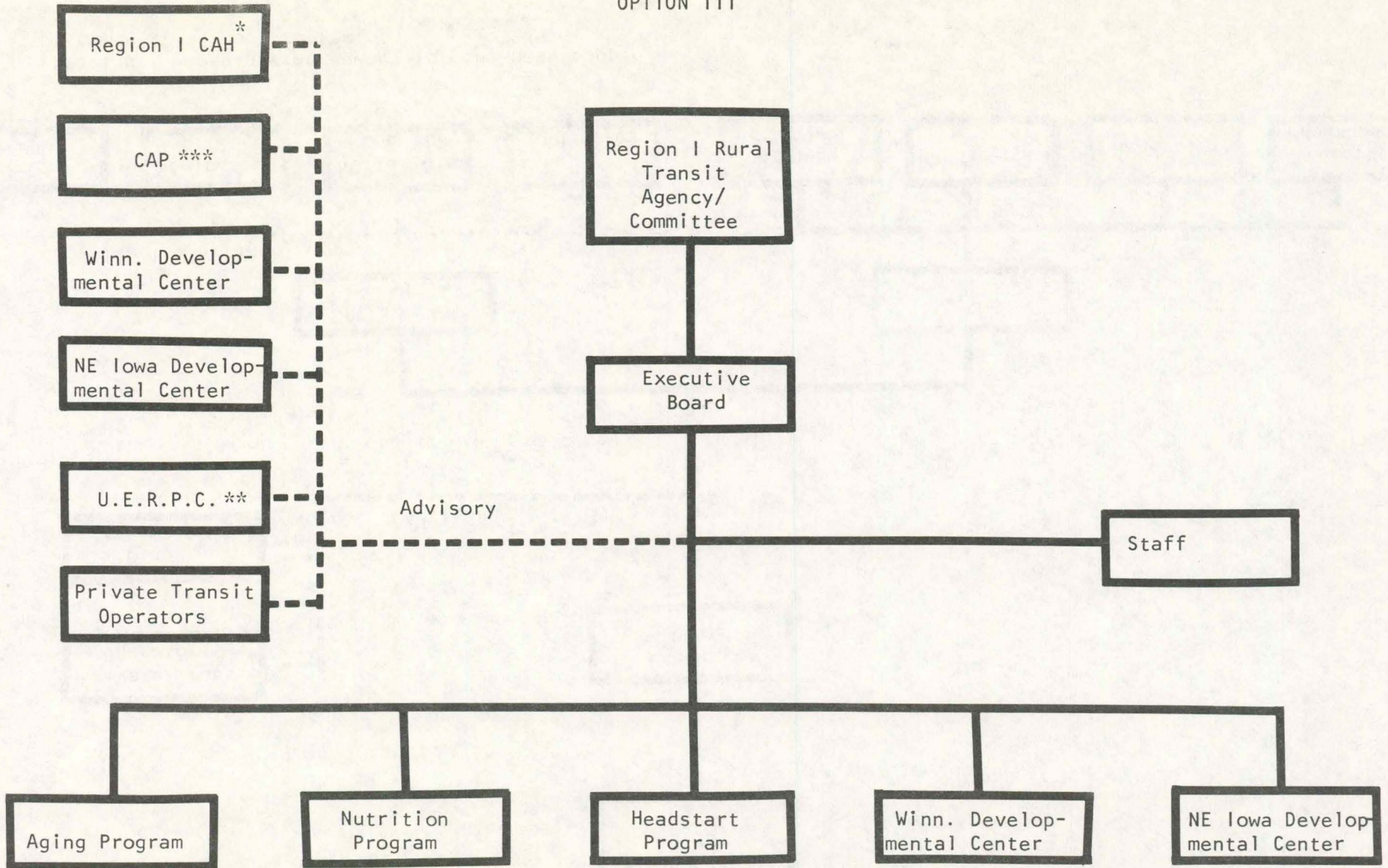
OPTION II



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*Region I Coordinating Agency for the Handicapped.
**Community Action Program.

OPTION III



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* Region I Coordinating Agency for the Handicapped.
 ** Upper Explorerland Regional Planning Commission.
 *** Community Action Program.

During the process of defining possible transit alternatives, various types of regional transit organizations were considered. During the meetings of the Region I Transportation Committee, discussion was held concerning the existing transit organizations and the fragmentation that currently exists as a result of duplication of efforts. Presently, the transit organization is divided into separate agencies, with no effort being made to coordinate the transit activities of each. The Upper Explorerland Regional Planning Commission staff presented to the Transportation Committee three options to hopefully provide better transit service and lessen or do away with any duplications of conflicting services.

After in-depth discussion concerning the existing organizations and the proposed options, the committee, by vote, decided that Option II would be the most practical and efficient method of developing a transit system organization, thereby, using the Upper Explorerland Regional Planning Commission to act as an umbrella agency to apply and distribute funds, watch for and prevent duplications, and review and comment on the transit operations of the region.

SERVICE CONCEPT ALTERNATIVES

The following discussion will concentrate on the alternatives for the structure of the regional transit system. The transportation system developed for the elderly and handicapped has special requirements associated with the particular needs of such riders. Such transportation basically calls for driver assistance in boarding and leaving the vehicles, careful and slow starting and stopping techniques, and assistance with packages, and escort help to and from the door when weather conditions or individual handicaps so indicate. The following is a discussion of possible service concept alternatives.

The alternatives for the structure of the regional transit system should at this point be defined. Currently, we are meeting only 5 percent of the estimated total trip requirements for elderly and handicapped in Region I. Transportation available to the handicapped is definitely suffering the most. The system that currently exists appears adequate in design, but an increase in service, such as the number of vans available would allow them to serve more individuals. Each of the new service structures has been put in concise statements to allow for easier comparisons.

Alternative A

1. Meet 10 percent of estimated elderly and handicapped trip requirements in the region.
2. Establishment of a new or expanded transit service for the handicapped, with a route deviation type system to any handicapped individual at least once a week. The system would include the purchase of five new vans with one van for each county of the region.
3. Use of the nutrition vehicles, at all times during the operation day, to increase service to the elderly in locations where the nutrition vehicles are located.

4. One round trip to the closest activity center on each day of operation within a particular area.
5. Fixed routes from outlying areas to activity centers at a \$.75 suggested donation fare.

Alternative B

1. Meet 20 percent of the estimated elderly trip requirements in the region, with the purchase of five additional new vans to accommodate the expanded service and the purchase of four additional vans as replacements.
2. Service to the handicapped of the region with a demand-responsive type of system with the purchase of seven new vans to provide for the necessary level of service associated with a demand-responsive type of system.
3. A minimum of two round trips to the closest activity center on each day of operation within a particular area.
4. Fixed routes from outlying areas to activity centers at \$.75 suggested fare.
5. Equipment should be used 85 to 90 percent of the time during operation, as well as allowing down time for scheduled maintenance.

Alternative C

1. Continuation of the present level of service.

EVALUATION OF ALTERNATIVES

In order to make a rational choice among the alternative forms of service we are considering, the costs and results of each must be estimated. Our primary concerns are capital costs, operating costs, and revenues and ridership.

Capital Costs

Alternative A:

4 new aging vans ¹ @ \$10,000	\$40,000
5 new handicapped vans (includes modification) @ \$12,000	60,000
3 new nutrition vehicles ¹ @ \$5,000	15,000 ²
4 new headstart vehicles ¹ @ \$5,000	20,000
5 citizen ban radios @ \$90	<u>450</u>
TOTAL CAPITAL EXPENDITURES	\$135,450

¹ Replacement vehicles.
² Assuming no new nutrition centers in the region.

Alternative B:

9 new aging vans @ \$10,000	\$90,000
7 new handicapped vans (includes modification @ \$12,000	84,000
3 new nutrition vehicles ² @ \$5,000	15,000
4 new headstart vehicles ² @ \$5,000	20,000
4 citizen band radios @ \$90	360
High-frequency dispatch radio system:	
tower	2,600
base station	7,500
7 mobile radios @ \$1,500	<u>10,500</u>
TOTAL CAPITAL EXPENDITURES	<u>\$229,960</u>

Alternative C:

4 new aging vans ² @ \$10,000	\$40,000
3 new nutrition vehicles ² @ \$5,000	15,000
4 new headstart vehicles ² @ \$5,000	<u>20,000</u>
TOTAL CAPITAL EXPENDITURES	<u>\$75,000</u>

Operating Costs

Operating costs can be broken down into two major categories: running costs and administrative costs. Running costs would be: buses, drivers, fuel, etc.; and administrative costs would be: overhead, coordinator, etc.

Running costs to be determined for the aging and handicapped vans would be based on an average 120 miles/day¹ x 248 operating days in one year = 29,760 miles/year/vehicle. Total running costs = miles/year/vehicle x running costs/vehicle/mile.

The running costs/vehicle/mile was determined to be:

Fuel	.060
Maintenance	.108
Insurance	.036
Driver Wage at \$3.60/hour	.144
Miscellaneous	<u>.072</u>
RUNNING COST/VEHICLE/MILE	.420

Thus, 29,760 miles x .42 = \$12,500/year/vehicle running costs.

Running costs to be determined for the nutrition cars would be based on each having an average 40 miles/day¹ x 248 operating days a year = 9,920 miles/year/vehicle.

Running costs to be determined for the headstart cars would be based on each having an average 100 miles/day¹ x 248 operating days a year = 24,800 miles/year/vehicle.

¹ Mileage was determined by the Transit Advisory Committee on the number of miles driven on the existing system, plus a percentage increase due to greater vehicle usage (30 percent increase for nutrition vehicles and 100 percent increase for headstart vehicles).

² Replacement vehicles.

The running costs/vehicle/mile for the nutrition and headstart program was determined to be:

Fuel047
Maintenance054
Insurance030
Driver wage at \$3.60/hour120
Miscellaneous	<u>.060</u>

RUNNING COST/VEHICLE/MILE .311

Thus, 9,920 miles x .311 = \$3,085/year/vehicle running costs for nutrition, and 24,800 miles x .311 = \$7,713/year/vehicle running costs for headstart.

The following is an estimate of the total running costs for each alternative previously discussed.

Alternative A

Aging: Expect to be running five aging vans at one time, with a running cost of \$12,500/year/vehicle,¹ or \$62,500/year total running costs for aging vehicles.

Handicapped: Expect to be running five handicapped vans at one time, with a running cost of \$12,500/year/vehicle,² or \$62,500/year total running cost for handicapped vehicles.

Nutrition: Expect to maintain only the three vehicles now operating, with a running cost of \$3,085/year/vehicle,³ or \$9,255/year total running costs.

Headstart: Expect to operate seven vehicles with a running cost of \$7,713/year/vehicle,⁴ or \$53,991/year total running cost.

TOTAL RUNNING COSTS FOR ALTERNATIVE A . . . \$188,246/year

1. Based on 120 miles/vehicle/day and 248 operating days/year.
2. Ibid.
3. Based on 40 miles/vehicle/day and 248 operating days/year.
4. Based on 100 miles/vehicle/day and 248 operating days/year.

Alternative B

Aging: Expect to be running nine aging vans at one time, with a running cost of \$12,500/year/vehicle,¹ or \$112,500/year total running costs for the aging vehicles.

Handicapped: Expect to be running seven handicapped vans at one time, with a running cost of \$12,500/year/vehicle,² or \$87,500/year total running cost for the handicapped vehicles.

Nutrition: Expect to maintain only the three vehicles now operating, with a running cost of \$3,085/year/vehicle,³ or \$9,255/year total running cost.

Headstart: Expect to operate seven vehicles with a running cost of \$7,713/year/vehicle,⁴ or \$53,991/year total running cost.

TOTAL RUNNING COST FOR ALTERNATIVE B . . . \$263,246/year.

1. Based on 120 miles/vehicle/day and 248 operating days/year.
2. Ibid.
3. Based on 40 miles/vehicle/day and 248 operating days/year.
4. Based on 100 miles/vehicle/day and 248 operating days/year.

Alternative C

Aging: Expect to run five aging vans, with a running cost of \$12,500/year/vehicle,¹ or \$62,500 total running cost.

Nutrition: Expect to maintain only the three vehicles now operating with a running cost of \$1,543/year/vehicle,² or \$4,629/year total running cost.

Headstart: Expect to operate seven vehicles with a running cost of \$3,857/year/vehicle,³ or \$26,999/year total running cost.

TOTAL RUNNING COST FOR ALTERNATIVE C . . . \$94,128/year

1. Based on 120 miles/vehicle/day with 248 operating days/year.
2. Based on 20 miles/vehicle/day with 248 operating days/year.
3. Based on 50 miles/vehicle/day with 248 operating days/year.

ANNUAL ADMINISTRATIVE COSTS FOR ALTERNATIVE A

Functions Considered:	<u>Aging</u>	<u>Handicapped</u>	<u>Nutrition</u>	<u>Headstart</u>	<u>Total</u>
Operations Supervision (Dispatchers, etc.) ¹	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Maintenance--Vehicle ²	0	0	0	0	0
Marketing and Promotion	200	200	100	0	500
General Management	4,000	4,000	1,000	1,000	10,000
Space Costs					
Rent	600	600	300	300	1,800
Utilities	1,300	1,300	700	700	4,000
Cleaning and Maintenance	200	200	50	50	500
Purchasing	450	300	150	150	1,050
Accounting	3,000	3,000	1,000	1,000	8,000
Insurance	1,600	1,600	1,350	1,450	6,000
Taxes and Licenses	1,650	1,650	175	410	3,885
Travel	2,000	2,000	400	800	5,200
Professional Services; e.g., legal, consulting	<u>350</u>	<u>350</u>	<u>50</u>	<u>50</u>	<u>800</u>
TOTAL	\$15,350	\$15,200	\$5,275	\$5,910	<u>\$41,735</u>

1/ This cost is included in operating costs (drivers wages, etc.).

2/ This cost is also included in operating cost.

ANNUAL ADMINISTRATIVE COSTS FOR ALTERNATIVE B

Functions Considered:	<u>Aging</u>	<u>Handicapped</u>	<u>Nutrition</u>	<u>Headstart</u>	<u>Total</u>
Operations Supervision (Dispatchers, etc.) ¹	\$ 0	\$ 8,000	\$ 0	\$ 0	\$8,000
Maintenance--Vehicle ²	0	0	0	0	0
Marketing and Promotion	400	350	100	0	850
General Management	4,000	4,000	1,000	1,000	10,000
Space Costs					
Rent	600	600	300	300	1,800
Utilities	1,300	1,300	700	700	4,000
Cleaning and Maintenance	200	200	50	50	500
Purchasing	650	500	200	150	1,500
Accounting	3,000	3,000	1,000	1,000	8,000
Insurance	2,100	2,000	1,250	1,300	6,650
Taxes and Licenses	3,100	2,350	580	700	6,730
Travel	3,000	2,600	400	800	6,800
Professional Services; e.g., legal, consulting	<u>400</u>	<u>400</u>	<u>100</u>	<u>100</u>	<u>1,000</u>
TOTAL	\$18,750	\$25,300	\$5,680	\$6,100	<u>\$55,830</u>

1/ This cost is included in operating costs (drivers, etc.) except for dispatcher.

2/ This cost is included in operating costs.

ANNUAL ADMINISTRATIVE COSTS FOR ALTERNATIVE C

Functions Considered:	<u>Aging</u>	<u>Handicapped</u>	<u>Nutrition</u>	<u>Headstart</u>	<u>Total</u>
Operations Supervision (Dispatchers, etc.) ¹	\$ 0		\$ 0	\$ 0	\$ 0
Maintenance--Vehicle ²	0		0	0	0
Marketing and Promotion	200		100	0	300
General Management	5,600		1,600	1,600	8,800
Space Costs					
Rent	600		300	300	1,200
Utilities	1,300		700	700	2,700
Cleaning and Maintenance	200		50	50	300
Purchasing	350		150	150	650
Accounting	1,500		1,000	1,000	3,500
Insurance	1,200		1,250	1,300	3,750
Taxes and Licenses	700		175	410	1,285
Travel	2,000		400	800	3,200
Professional Services; e.g., legal, consulting	<u>600</u>		<u>50</u>	<u>50</u>	<u>700</u>
TOTAL	\$14,250		\$5,775	\$6,360	<u>\$26,385</u>

1/ This cost is included in operating costs (drivers, etc.).

2/ This cost is included in operating costs.

The following table compares the three alternatives on a basis by which a qualitative and quantitative rational decision can be made which will enable us to select the most efficient and most cost-effective alternative.

COMPARING ALTERNATIVES

<u>TOTAL RIDES</u>	<u>STANDARDS</u>	<u>PROJECTED RESULTS/REQUIREMENTS OF ALTERNATIVES</u>		
		<u>Alt. A</u>	<u>Alt. B</u>	<u>Alt. C</u>
<u>Rides by Type:</u>				
Elderly	26,000	30,880	50,458	22,568
Non-Elderly Handicapped	15,000	21,824	29,078	6,944
Headstart	<u>4,000</u>	<u>6,100</u>	<u>7,200</u>	<u>3,472</u>
TOTAL RIDERSHIP	45,000	58,804	86,736	32,984
<u>% of Rider Demand</u>				
<u>Satisfied:</u>				
Total	10%	3.6%	5.13%	1.9%
Elderly		4.4	7.2	3.2
Non-Elderly Handicapped		5.0	6.6	1.6
Headstart		1.4	1.6	.8
<u>Other Local</u>				
<u>Objectives:</u>				
<u>Area Served</u>	Region I	Region I	Region I	Part Region
<u>Activity Centers Served</u>	All	All	All	All
<u>Shelters</u>	0	0	0	0
<u>Other</u>	0	0	0	0
<u>Revenue:</u>				
Average Fare Charged	\$.75	\$.75	\$.75	\$.75
% Riders Charged	(donation)	(donation)	(donation)	(donation)
Farebox Revenue (donation)	\$40,000	\$44,103	\$65,052	\$24,738
Agency Contract Revenue		<u>0</u>	<u>0</u>	<u>0</u>
A. TOTAL REVENUE		\$44,103	\$65,052	\$24,738
<u>Operations:</u>				
Vehicles in Service	18	20	26	15
Vehicle Miles	400,000	500,960	679,520	250,480
Vehicle Utilization	75%	80%	85%	75%
B. Running Costs		188,246	203,246	94,128
Contract Transportation Costs		0	0	0
<u>Administrative:</u>				
Marketing		\$ 500	\$ 850	\$ 300
General Management and Accounting		18,000	18,000	12,300
All Other		<u>23,235</u>	<u>36,980</u>	<u>13,785</u>
C. Total Administrative Costs		\$41,735	\$55,830	\$26,385
D. TOTAL OPERATING COSTS (B+C)		\$229,981	\$259,076	\$120,513

COMPARING ALTERNATIVES (continued)

	<u>STANDARDS</u>	<u>PROJECTED RESULTS/REQUIREMENTS OF ALTERNATIVES</u>		
		<u>Alt. A</u>	<u>Alt. B</u>	<u>Alt. C</u>
E. <u>Annualized Capital</u> ¹				
Costs:				
Vehicles		\$51,471	\$87,385	\$28,500
Structures		0	0	0
Total		<u>\$51,471</u>	<u>\$87,385</u>	<u>\$28,500</u>
F. TOTAL OPERATING AND ANNUALIZED CAPITAL COSTS (D + E)		\$281,452	\$346,461	\$149,013
G. DEFICIT (F-A)		\$237,349	\$281,409	\$124,275
Deficit per Ride ²	\$3.25	\$4.04	\$3.24	\$3.76
Deficit per Capita ³	\$2.00	\$2.48	\$2.94	\$1.30

1/ Annualized Capital Cost = Initial Cost (total capital expenditures) x .38.
This will put all alternatives on an equal footing for comparisons on an annual basis. Source: Iowa Department of Transportation Data.

2/ Deficit per Ride = Deficit (F-A) / ridership.

3/ Deficit per Capita = Deficit (F-A) / total Regional population.

SELECTING THE ALTERNATIVE

The previous tables present the data and information through which a final decision could be made on which alternative to support. Upon reviewing the previous goals, objectives, and standards, and the concise statements covering the essential features of each alternative, the Regional Transportation Advisory Committee voted unanimously to implement and endorse Alternative A for the Upper Explorerland region.

It was believed that Alternative A, in addition to meeting the previously-stated service standards, also reflected a realistic rural transit system which could realistically be funded from federal, state, and possible local sources. Alternative A offered the prospect of meeting the ridership need as adopted by the committee previously, served the six major activity centers, and provided for the days, hours, and frequencies of service as suggested for Region I.

Although Alternative B was a realistic and obtainable alternative, the Advisory Committee believed that the cost of operation and of administration to meet the 20 percent total transit need for the region was beyond the reasonable expectation of the federal and state government to finance.

Alternative C, that being the continuation of the present level of service, was briefly discussed and considered. The Advisory Committee felt that Alternative C was not meeting the present estimated needs, particularly in the areas of handicapped service. As existing transit service now functions, there is no county or regional transportation system that operates or provides any type of service for the handicapped. Section I indicates that there are two developmental centers within the region that do operate vans (one at each center) for the handicapped persons; it should be reiterated in that the vans only provide transit service for the clients at the developmental centers only. All other handicapped persons throughout the region do not have any type of transit system to rely on.

It was the general attitude of the Advisory Committee members that the transit plan should not expect a great amount of local assistance for the final alternative that was selected. Nearly all of the local units of government are at the maximum tax levy for their respective general budgets. This, coupled with the limited budget increase on an annual basis, as governed by the legislature, presents a difficult task to budget locally for rural transit assistance; thus, implementation of any rural transit plan for Upper Explorerland would have to be funded predominantly from federal and state programs.

SECTION IV

FIVE-YEAR PROGRAM

The previous section presented and analyzed proposed options for system organizations as well as service concept alternatives. Based upon the preceding analyses and consistent with the local goals and objectives a five-year program has been prepared to help implement the proposed transit service improvements.

The following section will concern itself with financing and implementing the selected option and alternative.

REGIONAL SYSTEM

FIVE-YEAR BUDGET FORMAT

	<u>FY 1978</u>	<u>FY 1979</u>	<u>FY 1980</u>	<u>FY 1981</u>	<u>FY 1982</u>	<u>Remarks:</u>
<u>CAPITAL EXPENDITURES</u>						
Vehicles	\$90,000	\$15,000	\$25,000	\$ 0	\$ 5,000	<u>Year 1:</u> Purchase two aging vans, 5 handi-capped vans, 2 headstart cars.
Buildings	0	0	0	0	0	
Office Equipment ⁶	500	0	0	0	0	
Shop Equipment	0	0	0	0	0	
Radio	450	0	0	0	0	
Shelters	0	0	0	0	0	
Other (Less trade-in) ¹	-6,000	-3,600	-4,800	0	-1,200	<u>Year 2:</u> Purchase 2 headstart and 1 nutrition cars.
A. SUBTOTAL	<u>\$84,950</u>	<u>\$11,400</u>	<u>\$20,200</u>	<u>\$ 0</u>	<u>\$ 3,800</u>	
<u>OPERATING EXPENDITURES</u>						
Running Costs ²	\$188,246	\$205,188	\$223,655	\$243,784	\$265,725	<u>Year 3:</u> Purchase 2 new aging vans and 1 nutrition car.
Administrative ³	41,735	44,240	46,894	49,708	52,690	
Winneshiek Center ⁴	9,484	10,000	10,300	10,600	10,900	
NE Iowa Dev. Center ⁵	20,000	20,500	21,000	21,500	22,000	
B. SUBTOTAL	<u>\$259,465</u>	<u>\$279,928</u>	<u>\$301,849</u>	<u>\$325,592</u>	<u>\$351,315</u>	<u>Year 5:</u> Purchase 1 new nutrition car.
C. TOTAL EXPENDITURES (A+B)	<u>\$344,415</u>	<u>\$291,328</u>	<u>\$322,049</u>	<u>\$325,592</u>	<u>\$355,115</u>	
<u>REVENUE</u>						
Farebox	\$44,103	\$45,000	\$46,000	\$47,000	\$48,000	
Agency Contracts	0	0	0	0	0	
D. TOTAL REVENUE	<u>\$44,103</u>	<u>\$45,000</u>	<u>\$46,000</u>	<u>\$47,000</u>	<u>\$48,000</u>	
E. DEFICIT (C-D)	<u>\$300,312</u>	<u>\$246,328</u>	<u>\$276,049</u>	<u>\$278,592</u>	<u>\$307,115</u>	
<u>PROJECTION OF OUTSIDE FUNDING TO COVER DEFICIT:</u>						
Local	\$ 25,000	\$ 20,000	\$ 22,000	\$ 22,000	\$ 26,000	
Federal	235,312	186,328	214,049	214,592	241,115	
State	40,000	40,000	40,000	40,000	40,000	
TOTAL	<u>\$300,312</u>	<u>\$246,328</u>	<u>\$276,049</u>	<u>\$278,592</u>	<u>\$307,115</u>	

¹ Trade-in value is approximately \$1,200/auto and \$1,800/van.

² Running costs assume a 9% increase annually.

³ Administrative costs assume a 6% increase annually.

⁴ Total transportation operating costs for the Winneshiek Developmental Center.

⁵ Total transportation operating costs for the Northeast Iowa Developmental Center.

⁶ New desk and chair.

OPERATIONAL FORECAST

Program Financing

To fully understand the funding situation, the following is a review of possible federal and state funds, which could be applied to elderly and handicapped transportation. The following sources of federal funds were determined to be the most utilitarian in supporting a continuing transportation service for elderly, handicapped, and other persons:

- * Section 16(b)(2) of the Urban Mass Transportation Act of 1964, as amended.

Private, non-profit organizations may purchase capital equipment with a 20 percent match under this UMTA program. This program is administered by the Iowa Department of Transportation. It is anticipated that \$67,560 will be applied for from this source, with \$16,890 as local match.

- * Title III of the Older Americans Act, 1965.

Funds appropriated under this title are for the purpose of paying up to 75 percent of the costs of meeting the transportation needs of the older persons, with special emphasis on providing supportive transportation in connection with nutrition projects operated under Title VII of the same act. \$50,002 will be applied for from Title III.

- * Title VII of the Older Americans Act, 1965.

This is a nutrition program for persons age 60 and over and their spouses. Administered by the Department of Health, Education, and Welfare, transportation associated with the provision of meals is one of the supportive social programs which may be funded under this grant program. \$5,960 will be applied for from Title VII.

- * Title IX of the Older Americans Act, 1965.

Under this Department of Health, Education, and Welfare program, persons age 55 and older may be provided transportation associated with the promotion of part-time work opportunities for senior citizens in community service activities. Persons age 60 and above "shall have priority."

- * Section 5 of the Urban Mass Transportation Act of 1965, as amended.

Although Section 5 can be used for capital and operating assistance for general public transportation, this program is oriented towards major urban centers and not rural areas, such as Region I. This report will only make note of it here to possibly avoid any confusion.

- * State Appropriations.

Recently, the Iowa General Assembly made a substantial appropriation to the Iowa Department of Transportation to assist in the development of rural and/or state-wide transit systems. The region can anticipate \$40,000 per year from the State of Iowa.

* Title XX Department of Social Services.

Under this program, a social service agency can contract with the Iowa Department of Social Services for various service codes. The contracts are for a fiscal year period and provide 75 percent matching funds with 25 percent local match. An example of a contract would be for an Adult Day Care Center (full day), with two services being provided:

- a. adult day care, and
- b. transportation.

The Winneshiek Developmental Center will receive \$7,113; and the Northeast Iowa Developmental Center will receive \$15,000 from Title XX funds. It is anticipated that the local units of government will provide the funds for the balance of the deficit needed to operate the total transit system.

* H.E.W. Child Development--Headstart

The objectives of this federal program is to provide comprehensive health, educational, nutritional, social and other services primarily to preschool economically disadvantaged children and their families. \$27,752 will be applied for.

* County Money

It is expected each of the five counties to contribute \$3,525.80 as a base, with Winneshiek contributing an additional \$2,371 for the Winneshiek Developmental Center and Allamakee contributing an additional \$5,000 for the Northeast Iowa Developmental Center. Thus, the total contribution from the counties would be \$25,000.

Funding Sources Summary

Federal Sources:	Title XX	\$ 22,113
	Title VII	5,960
	Title III	50,000
	H.E.W.	27,752
	16 (b) (2)	<u>67,560</u>
	TOTAL	<u>\$173,385</u>
State Money:	TOTAL	<u>\$40,000</u>
County Money:	Allamakee	\$ 8,525.80
	Clayton	3,525.80
	Fayette	3,525.80
	Howard	3,525.80
	Winneshiek	<u>5,896.80</u>
	TOTAL	<u>\$25,000.00</u> ¹

1) Including \$16,890 match for 16 (b) (2) and \$2,371 for Winneshiek Developmental Center and \$5,000 for the Northeast Iowa Developmental Center and \$739 to be used for general operating expenditures.

Expected Revenues Available from Farebox Donations:

TOTAL	<u>\$44,103</u>
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Total Funds Expected to be Available:

Federal	\$173,385
State	40,000
County	25,000
Revenue	<u>44,103</u>
TOTAL	<u>\$282,488</u>

Explanation of Program Financing and Funding Sources

It has become evident that obtaining funding for implementation of the entire program may cause some difficulties. The first year will undoubtedly be the most difficult, as new sources and increased funding from existing sources will be needed. While it appears that there exists a myriad of funding sources available for transit, each has its own regulations and restrictions on what the funds can be used for. The major problem which will be encountered will be a funding source for the increase in service to the handicapped. At the current time, there is a definite lack of sources from which to obtain funding for handicapped transit. One possible option to investigate for future funding would be the Title XX funds available from the Department of Social Services.

The proposed funding for the upcoming fiscal year (1978) would amount to \$282,488, whereas the estimated cost of the total program for that year would be \$344,415. Thus, a deficit of \$61,927 would still exist. While no increase in funding on the local, county or state level can be expected, the additional money would have to come from a Federal source or in a reduction of service to the handicapped. It is expected that funding for the capital expenditures will be available through 16 (b) (2) to meet all needed money for the first year. The additional money will be needed for operating expenditures. This increase in money will be needed because of the substantial increase in transit service to the handicapped.

The existing systems should receive all priority in funding. If the entire program cannot be funded, the cut in service from the accepted alternative should come from the operating expenses of the proposed handicapped transit services.

Management and Operational Responsibility

The management and operational responsibility of the entire system will be the Northeast Iowa Area Agency on Aging centered in Calmar. At the present time, the Community Action Program agency administers the senior citizen transportation program via a contractual arrangement with Area I Agency on Aging. The Community Action Program agency also administers/coordinates the Headstart and Nutrition Programs.

MARKETING AND PROMOTION STRATEGIES

Marketing programs are often an overlooked and underfinanced part of transit development projects. Yet, the growth and financial stability of the project is, in part, dependent upon public knowledge of the availability of transit services. An effective promotional strategy can not only improve the image of the public transit operation, but can result in significant increase in patronage.

At the present time, the Community Action Program agency has prepared a transit brochure for each county listing the routes and schedules for the Senior Citizen Transportation Program. The brochures are widely distributed and easily accessible. The Community Action Program agency has also had magnetic signs made for each senior citizen transit van to easily identify the vans and further promote the transit system to improve the level of ridership. In the near future when further coordination and/or utilization of the Headstart and Nutrition vehicles takes place, additional efforts will have to be made in terms of promotion strategies. These strategies should be directed toward increasing the awareness of the expanded system, providing information about routes, schedules, fares, possible transfer points, and any special services provided.

It is recommended that the Community Action Program agency purchase magnetic signs for these vehicles, as well, to easily identify the vehicle and further promote the expanded system.

Upon implementation of the new transit system, as suggested in Alternative A, the Community Action Program agency should redesign the existing brochure to include the expanded system which will provide transit services for the handicapped and other persons.

PROGRAM MAINTENANCE

Surveillance

At the present time, the Community Action Program agency requires the drivers of each of the vans and autos to maintain a daily log listing the drivers' name, the number of miles driven, destinations, number of riders, and the amount of fare donations. The above daily information is then collected into monthly and annual reports.

Individual cards are kept on file for each van and auto concerning the total costs for operation and maintenance. This information is also collected on a monthly and annual basis to reflect the total costs of operation.

It is suggested that the record keeping system now being used be expanded to include the handicapped vehicles when the program is expanded and implemented.

CONTINUATION OF THE PLANNING PROCESS

The continuation of the planning process involves the assimilation of the data gathered to be used to monitor the transit system. The on-going planning process and the continued evaluation of the final alternative can be considered one of the most important functions in operating the entire transit system. Such a review is necessary in order to compare the existing conditions with the forecasts and standards as discussed in the plan earlier.

The transit system that is in operation at the present time has been operating for approximately one year. Since the initial start-up date, several route modifications have been made in some counties to make the system more workable. As the system grows older, ridership trends, operating costs, revenue collected, and so on, can be monitored continuously on a monthly basis thereby providing a data base upon which to make further system refinements.

It is anticipated that in the near future, a transit rides survey can be conducted which would provide additional data on the actual and true travel desires of those using the system. Upon completion of the survey, further modifications can be made based upon the ridership response. The ultimate goal of the survey would be to increase the patronage of the system.

The Regional Planning Commission's role in monitoring the proposed transit alternative will be varied. In cooperation with the Iowa Department of Transportation the Regional Planning Commission staff will conduct both a rider survey and a household survey. Both surveys will be important in monitoring and updating the proposed alternatives. The Planning Commission's staff will also conduct an ongoing monitoring of the Regional Transit Development Program System. The staff will gather data quarterly from record keeping forms that the transit operators will keep. Hopefully a monitoring process designed as such, will enable the Regional Planning Commission's staff to both implement and/or refine both the organizational and service concepts of the proposed alternative. With the information gained from the monitoring system and the results from the surveys, the Regional Planning Commission staff will be able to issue a yearly update of the Regional Transit Development Program.

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