



EXECUTIVE SUMMARY CENTRAL INDIANA REGIONAL RURAL & ON-DEMAND TRANSPORTATION STUDY



FINAL REPORT

PREPARED FOR CIRTA

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I. INTRO

The Central Indiana Regional Transportation Authority (CIRTA) Board initiated the Rural/On-Demand Transit Study in February 2009. The purpose of the study is to assist rural/on-demand transit providers in Central Indiana as they improve regional and cross-county transportation opportunities for the general public.

Growth and changes in travel patterns in Central Indiana are impacting demand for rural/on-demand transportation.

- ◆ Passengers are asking all rural/on-demand transportation providers to connect to the public transportation services in neighboring counties.
- ◆ Employers are looking for mobility options to attract a workforce that commutes across county lines.
- ◆ Area leaders are looking for performance outcomes that meet local needs, including attracting employers and other economic development opportunities.
- ◆ Rural/on-demand transportation providers are consistently looking to increase efficiencies and leverage partnerships that will enhance their ability to meet growing demands for multi-county service options.

The strategies and implementation plan included in this study are intended to fit within the grander picture for Central Indiana and to emphasize the role of the rural/on-demand transportation services that are available and necessary in Marion and surrounding counties, including Delaware County. As regional and cross-county transportation needs increase for Central Indiana, the rural/on-demand transportation providers, through this plan, are pro-actively and collectively preparing to be available to meet those needs.

The Executive Summary includes an overview of the plan, including the following topics:

- ◆ Environmental Scan;
- ◆ Regional and Cross-County Transportation assessment of needs, existing conditions, and opportunities;
- ◆ Service Structure strategies and preliminary implementation plans;
- ◆ Operational alternatives that represent methods to begin to streamline the "behind-the-scenes" aspects of operations with varying levels of coordination/consolidation which were accepted by the rural/on-demand transportation providers as a starting point for coordinated transportation;
- ◆ Organizational structures that become progressively more consolidated; and
- ◆ A marketing plan for the new County To County transportation network.

SUMMARY OF RESULTS

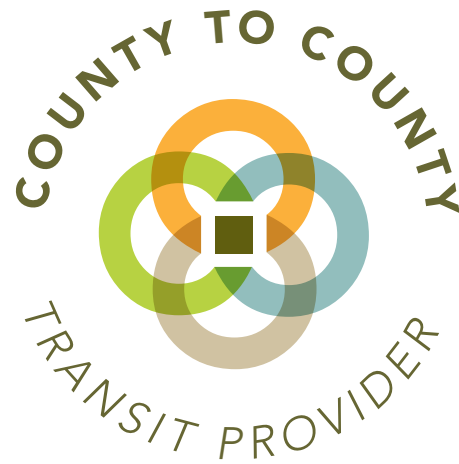
There is a high potential in Central Indiana for effectively streamlining regional and cross-county transportation through the strategies contained herein. Participants agreed to continue with their existing independent organizational structures but to implement services that are coordinated and regional in scope. New cross-county transportation will supplement the existing local transportation service in each county. Initially, the rural/on-demand transportation providers are planning to implement and/or expand formal transfer opportunities with IndyGo.

All participants agreed to the goal of moving toward more formalized trip sharing opportunities for cross-county trips. Incremental implementation of cross-county service is necessary for each participating county and timelines are based on demand, need, and local financial support. Timelines may be different for each county.

All public transportation partners in this project agreed that CIRTAs should be responsible for leading the effort to progressively organize and implement the coordinated operational strategies, and drive the momentum for the individual counties as they implement the regional service strategies. While directors and managers of the participating organizations will continue to focus on transportation operations in their respective counties, they will also work together with CIRTAs to coordinate strategies and implementation timelines that will form a network of public transportation for the region.

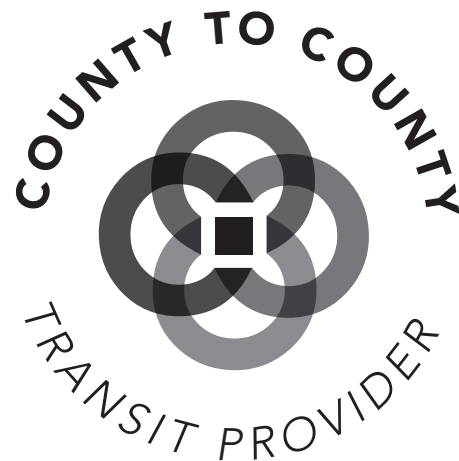
The participating public transportation providers and CIRTAs, together with a local marketing and graphic design expert, developed a logo and brand for the regional and cross-county transportation network. The final logo is provided on the following page. All providers will apply the logo and brand to their system informational materials and outlets (brochures, websites, stationary) so that the public is aware that the regional and cross-county transportation is an option in their respective communities. Rural/on-demand transportation providers have agreed to provide the regional service under their own system names along with the new brand and logo.

County to County Transit Provider LOGO (Final)



This logo was designed around the idea of county to county transit. The square represents a generic county shape as well as providing an implied point from/to which all the lines/color/shapes converge. The four C shapes are arranged to suggest north, east, south and west. The C shapes overlap to illustrate interconnected, seamless motion. Colors were selected to reference sun, sky, earth, and foliage giving the logo an everyday environmental appeal.

The middle square color is a solid color created by combining the mark's orange, blue, brown and green. The colors coming together to form one speaks to the idea of seamlessly working together.



Using the solid square within the mark makes it more agrarian. Not only does it represent north, east, south, west; but "natural." And "natural" can not only be meant as a place (rural), but a process.

Environmental

II. ENVIRONMENTAL SCAN

The Environmental Scan is an analysis and description of Central Indiana's population, demographics, and trip generators. Information is analyzed in terms of the regional political, financial, demographic, and socio-economic trends, ridership and service trends, and public transportation technology for all of the participating counties. It is important to gain an understanding of these general factors from a regional perspective because they pertain to the feasibility of organizing a regional and cross-county transportation structure for Central Indiana.

POLITICAL

METROPOLITAN PLANNING ORGANIZATION AND PARTNERS

Transportation planning in Central Indiana is regional in scope because the transportation needs cross over governmental boundaries and require the cooperation and participation of all levels of government. The Indianapolis Metropolitan Planning Organization (MPO) coordinates its planning efforts with more than 40 planning partners from local, state, and federal levels of government. One of those planning partners is the Central Indiana Regional Transportation Authority (CIRTA). CIRTA is a quasi-governmental organization (Indiana Code 36-9-3) that is working to bring more transportation options to the area to better connect the urban core of Indianapolis with suburban and rural communities in Marion, Hamilton, Hancock, Shelby, Johnson, Morgan, Hendricks, Boone, Madison and Delaware counties. Among its other transportation planning goals, CIRTA is a resource for both public and private organizations that share the common goal of improving the quality of life for those who live and work in the region through alternative transportation options.

RURAL/ON-DEMAND TRANSPORTATION PROVIDERS

The rural/on-demand transportation providers in Central Indiana interact with the Indianapolis MPO and are represented in the boards of directors for regional planning partners. These transportation providers communicate the transportation needs of their county residents to the regional transportation planning organizations and participate in all regional transportation planning efforts.

INDYGO

The largest public transportation provider in the region, IndyGo, provides public fixed route and complementary paratransit transportation within Marion County with limited service into the surrounding counties. IndyGo is progressive in its coordinated regional transportation efforts.

REGIONAL TRANSPORTATION PLANNING

The Indiana Department of Transportation (INDOT) updated the SAFETEA-LU Indianapolis Regional Coordinated Public Transit-Human Services Transportation Plan in 2009. Non-profit organizations,

transportation providers, government officials, and faith based organizations from eight Central Indiana counties participated in the planning process. The organizations agreed on the following coordinated transportation goals to facilitate improved mobility throughout Indianapolis and the region:

- ◆ Improve communication between public transportation providers, non-profit agencies, schools, faith-based organizations, and for-profit companies.
- ◆ Collaborate to improve and increase regional, multi-county, and multi-modal coordinated transportation services.
- ◆ Increase awareness of all new and existing coordinated regional, cross-county, and local public transportation and mobility options.
- ◆ Expand service areas, frequency, hours, and days of existing transportation options.
- ◆ Implement and enhance employment related transportation.
- ◆ Improve safety and accessibility of vehicles, bus stops, and bus shelters.
- ◆ Incorporate new technology and capital.
- ◆ Increase funding for coordinated transportation in Central Indiana.

To address these goals, a series of strategies were developed that require the involvement of the public transportation providers, transportation planning and funding organizations in the region, and the non-profit human service organizations that participated in the planning process. The strategies that directly affect regional and cross-county transportation service include the following:

- ◆ Develop a County-by-County Transportation **Resource Guide**.
- ◆ Hire/Designate a **Mobility Manager**.
- ◆ Develop and operate a **one-stop traveler information center**.
- ◆ **Coordinate driver and staff training** throughout the region.
- ◆ Implement **Express Bus** routes.
- ◆ Implement immediate response, demand response, or route deviation service for **cross-county connectivity**.

- ◆ Establish **transfer centers**.
- ◆ Expand and enhance **carpooling, vanpooling, and guaranteed ride home** opportunities for commuters in Central Indiana counties.
- ◆ Advertise available **park-and-ride lots** and ridesharing opportunities.
- ◆ Establish a **marketing program**.
- ◆ Create and maintain an updated **presentation and brochure**.
- ◆ **Implement** circulator, shuttles, or similar community based transportation routes.
- ◆ Coordinate the use of **Section 5310 vehicles** to implement routes or on-demand service that could serve 2nd and 3rd shift work-related trip purposes.
- ◆ Extend IndyGo fixed routes to provide **job access and reverse commute** service.
- ◆ Create a new Central Indiana **mobility-for-employment program** for individuals with disabilities.
- ◆ Develop **employer-provided** shuttles, ridesharing, and carpooling.
- ◆ Purchase and utilize **scheduling software** for public transportation providers.
- ◆ A more coordinated approach to **increase transportation funding from state and local levels**.

FINANCIAL

Revenue sources for public transportation include local assistance from towns, communities, counties, and public or private contributions, contract revenues, fare revenues, and state and federal assistance. Generally, the trend in operating expenses among Central Indiana public transportation providers (FY 2004-2008) demonstrates an increase in operating costs each year. The increase in total operating costs parallels the increase in overall service levels and an increase in the cost of fuel, labor, insurance, and other factors.

POPULATION AND DEMOGRAPHICS

INDIANAPOLIS METROPOLITAN AREA CURRENT AND PROJECTED POPULATION

The total 2000 population of the Central Indiana region was 1,726,255. The Indiana University Kelly School of Business projects that, by 2030, the population of the region will be over 2.2 million. The

population of each county in the region is projected to increase during the period with the exception of Madison County, which will have a decline in population. The population of Delaware County is projected to decline between 2000 and 2010 but regain to its current level of population by 2030. The population of Hamilton County is projected to experience a 124.04 percent change between 2000 and 2030, the largest increase in population for a single county in the region. Exhibit 1 describes the historical and projected populations and the percent change in for each county.

**Exhibit 1:
Historical and Projected Population, 1990 to 2030**

County	1990 Population	2000 Population	2010 Population Projection	2020 Population Projection	2030 Population Projection	Percent Population Change 2000 to 2030
Marion	797,159	860,454	872,883	915,850	967,547	12.45%
Hamilton	108,936	182,740	301,091	380,611	409,402	124.04%
Madison	130,669	133,358	127,256	124,918	125,728	-5.72%
Johnson	88,109	115,209	142,382	161,585	169,958	47.52%
Hendricks	75,717	104,093	147,906	175,070	190,370	82.88%
Morgan	55,920	66,689	72,073	75,167	77,149	15.68%
Hancock	45,527	55,391	70,536	80,018	82,807	49.50%
Boone	38,147	46,107	58,303	66,186	69,599	50.95%
Shelby	40,307	43,445	43,394	43,415	44,226	1.80%
Delaware	119,659	118,769	115,974	116,738	118,567	-0.17%
Total	1,500,150	1,726,255	1,951,798	2,139,558	2,255,353	30.65%

Source: U.S. Census Bureau, 1990 and 2000 data
Indiana University Kelly School of Business, 2010 through 2030

The map in Exhibit 2 illustrates an analysis of the projected population change by Traffic Analysis Zone (TAZ) for each county in the study area. TAZs are the standard geographical unit used in travel demand modeling, and are generally of small size, which allows analysis of smaller development characteristics. The MPO for each county provided TAZ data for the study. As depicted in the map, significant portions of Hendricks, Hancock, Hamilton, and Johnson counties are expected to experience the most drastic growth.

Portions of each county in the region are projected to experience some level of growth. The areas with yellow shading indicate growth of 10 to 49 percent. Areas that are shaded in white are indicating no growth or decline over the 35-year period. The TAZs that are shaded in green indicate a projected decline in population over the 35-year period of time. It would appear from this map that the population density of the Central Indianapolis urbanized area is projected to decrease over time as people move to the surrounding areas.

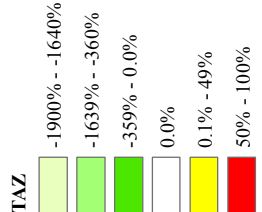
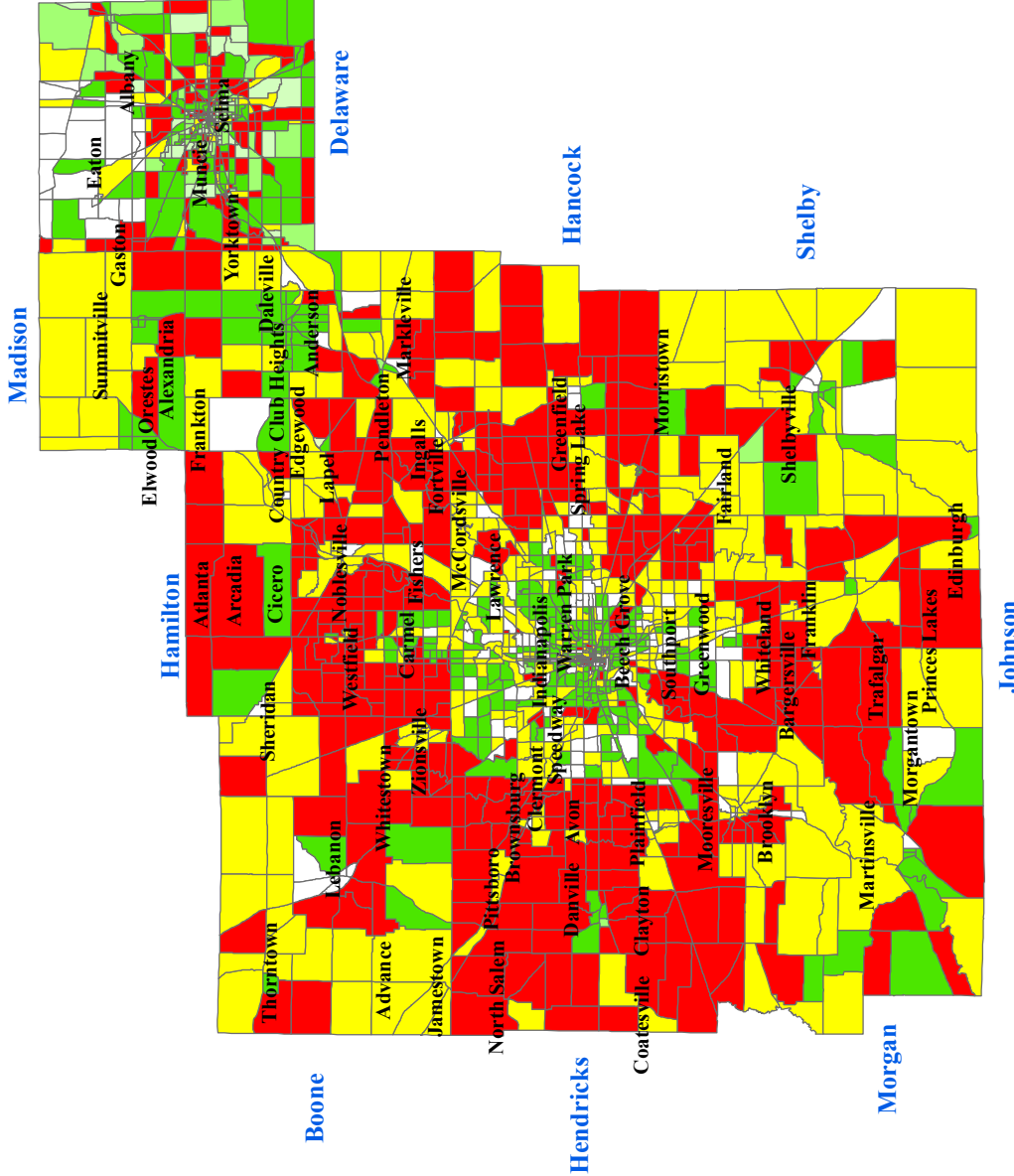
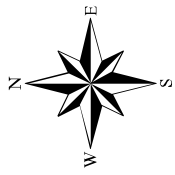


Exhibit 2: Percent Population Change 2000 to 2035

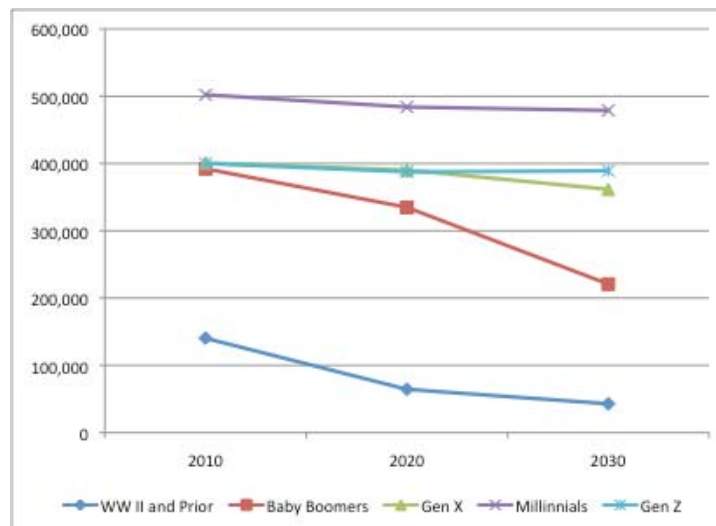
CIRTA Rural On-Demand Transit Study



GENERATIONAL TRENDS

An assessment of five distinct generations was done to gauge potential changes in transit markets and impacts on the transportation providers. The characteristics of each generation in terms of defining events, personality, leadership traits, and how to motivate its members, are summarized in the planning document. Generational characteristics are the basis for creating potential transit marketing strategies and understanding the potential future of the workforce in Central Indiana. Exhibit 3 below illustrates the projected population trends in the study area between 2010 and 2030 for each generation.

**Exhibit 3:
Population Projections by Generation, 2010 – 2030**



Source: Indiana Business Research Center
Indiana University Kelly School of Business

INDIVIDUALS WITH DISABILITIES

Projections of the Disabled Population, 2010-2020

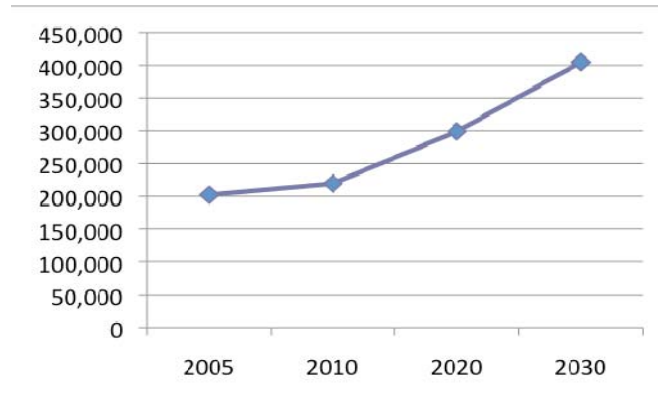
Population projections were available by age cohort (5 year increments) and were used to estimate the number of individuals with disabilities for 2010 and 2020. Projections are based upon the percent of the total population in 2000 (according to the U.S. Census Bureau) with disabilities for each age cohort.

ADULTS AGED 65 AND OLDER

According to the estimated 2005 U.S. Census Data, the study area had a total population of 186,040 adults age 65 and older, which was about ten (10) percent of the total population that year.

The population age 65 years and older shows considerable growth between 2000 and 2030. The older adult population is projected to increase from about eleven (11) percent of the population in 2005 to about 18 percent in 2030. Exhibit 4 shows the projected growth in older adult population.

**Exhibit 4:
Older Adult Population Projection, 2005-2030**



Source: Indiana Business Research Center
Indiana University Kelly School of Business

As the number of older adults increases, longevity increases, and the desire to remain independent remains strong, increasing pressure will be placed on the region's transportation providers to meet an increase in demand for trips from older adults.

SOCIO-ECONOMIC TRENDS

Retail employment is expected to increase for the entire region. The change in non-retail employment, conversely, is expected to increase in the counties surrounding Marion and in southern Marion County. It appears that Johnson County will have the most significant percentage increase in non-retail employment while Marion County will have the largest percentage decrease.

EMPLOYMENT BY INDUSTRY

Concentrations of employers are projected to shift to the surrounding counties. A brief survey of major employers registered as members of CICS was conducted to collect preliminary information about employees. Results of that data are included as Appendix A of the plan.

URBAN DEVELOPMENT TRENDS

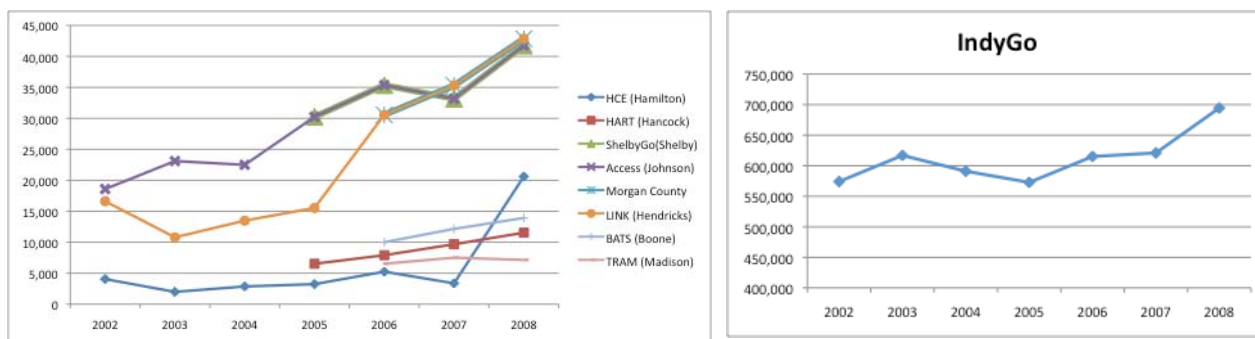
IndyGo and the Indianapolis MPO conducted a Comprehensive Operations Analysis (COA) in 2005 pertaining to the IndyGo service area. Demand for work and non-work related trips are summarized below:

- ◆ Work trip volumes for the areas outside of the IndyGo service area were highest for suburb-to-suburb travel in areas including Carmel/Westfield, Fishers/Noblesville, and Avon/Plainfield.
- ◆ The highest volumes of people traveling to and from work accumulated between downtown Indianapolis and the high population density areas immediately to the east (Washington Street corridor). Another high work trip area was between the Washington Street corridor and the area to the northeast. Some trips also accumulated between downtown Indianapolis and the area directly to the north, encompassing the North Meridian corridor.
- ◆ The desire for non-work travel to be significantly higher than work travel. The highest accumulation of non-work travel demand was just east of downtown Indianapolis. Travel desires were also high in districts with key non-work destinations such as the airport and the Keystone Crossing shopping and business district.
- ◆ Demand for non-work trips was more dispersed and reflects the region's suburban growth patterns.

RIDERSHIP AND SERVICE TRENDS

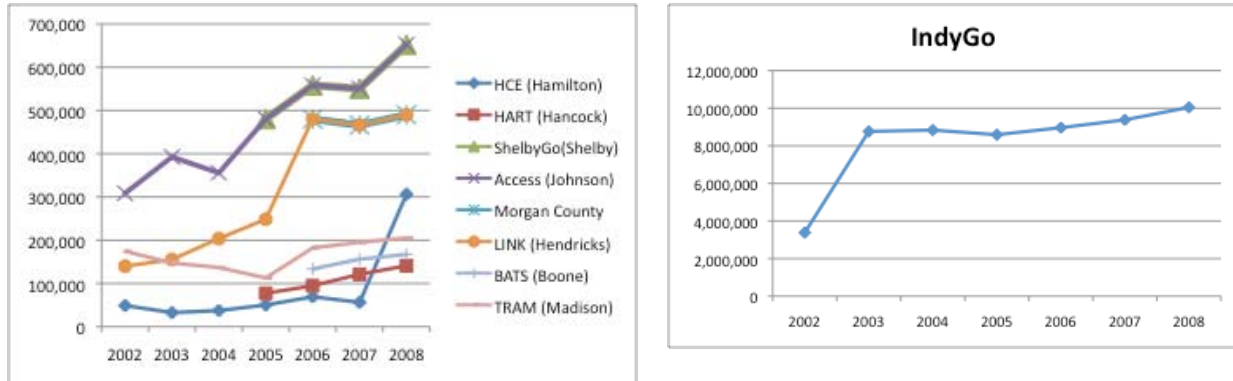
Service levels for each of the transportation providers in Central Indiana increase each year (Exhibit 5-7). Access Johnson County initiated the ShelbyGo service in Shelby County in 2005 and LINK Hendricks County expanded into Morgan County in 2006, making those two providers the largest rural transportation providers in the study area. Hamilton County Express (HCE) operated service in Noblesville through 2005 and expanded to countywide service in 2006. The number of revenue vehicle hours for HCE drastically increased between 2007 and 2008, following the expansion. These statistics and others are reflected in the following exhibits.

**Exhibit 5:
Revenue Vehicle Hours, Rural Providers & IndyGo 2002-2008**



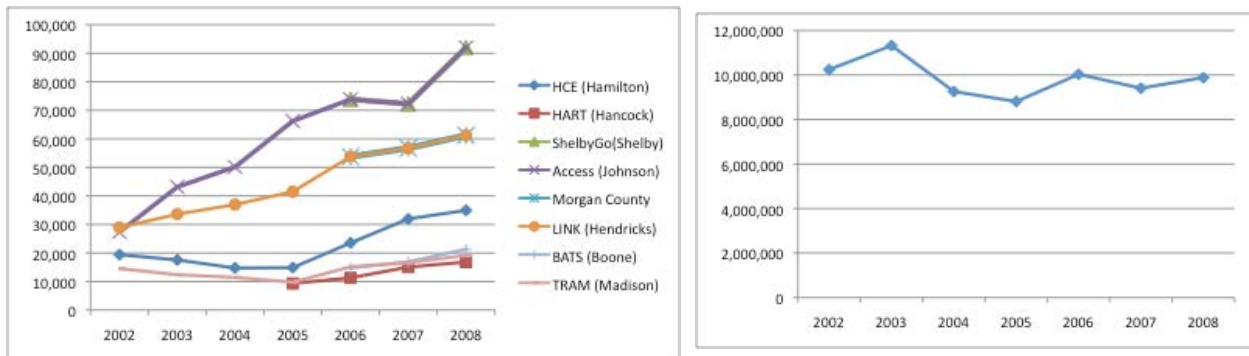
Source: INDOT Public Transit, Annual Reports, 2002-2008

Exhibit 6:
Annual Revenue Vehicle Miles, Rural Providers & IndyGo, 2002-2008



Source: INDOT Public Transit, Annual Reports, 2002-2008

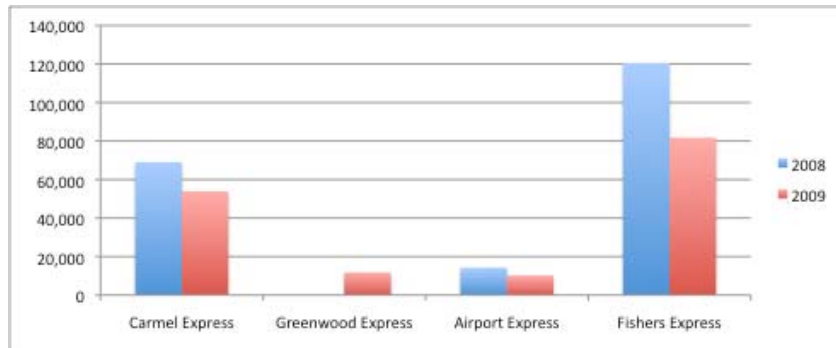
Exhibit 7:
Annual Ridership, Rural Providers & IndyGo, 2002-2008



Source: INDOT Public Transit, Annual Reports, 2002-2008

IndyGo began introducing Indianapolis Commuter Express (ICE) routes in 2007. ICE routes are designed to provide express service to Indianapolis for business commuters. The following exhibit illustrates annual ridership on each of the ICE routes in 2008 and 2009.

**Exhibit 8:
ICE Annual Ridership 2008 and 2009**



Source: IndyGo

TECHNOLOGY

All of the Central Indiana public transit providers have invested time and money into their technology and have made significant progress in improving scheduling capabilities through their software packages. IndyGo, the largest transportation provider in the area, has the most advanced technological capabilities. IndyGo vehicles are equipped with an automated vehicle location system (AVL). The data collected by the AVL allows IndyGo to collect ridership data allowing analysis of passenger travel patterns. It also functions to provide data about travel patterns and traffic circulation. IndyGo also has a state-of-the-art dispatching and scheduling center equipped with multiple scheduling terminals and monitors.

Assessment

III. ASSESSMENT OF REGIONAL AND CROSS-COUNTY TRANSIT SERVICE NEEDS

OPPORTUNITIES FOR SERVICE ENHANCEMENTS

The public transportation network in the nine-county Indianapolis region is extensive, yet inter-county and longer trips are often constrained by jurisdictional boundary limitations of the transit providers. To begin to address the gaps in regional transportation service, IndyGo implemented express bus commuter routes (Indianapolis Commuter Express or ICE). While express routes are making a significant impact and are beginning to address the regional transportation issues by connecting some counties and municipalities with Indianapolis, not all counties have this service and the schedules for service are not able to meet the full range of trip purpose needs.

In some portions of the region, multi-county service is available but it requires several transfers which can make an inter-county trip for a medical appointment an all day event; or, the challenge of multiple transfers is too difficult, especially if there is a long wait time involved or no shelter at the transfer location. Still others are able to utilize public transportation except for the “last mile” of the trip because the nearest bus route does not come close enough to their place of employment, or because one of the transportation providers does not operate at times when a connection would otherwise be possible.

AREAS OF REGIONAL COORDINATED PUBLIC TRANSIT SERVICE NEEDS

Preliminary assessments reveal four major challenges for cross county trips:

- ◆ Inadequate operating funds to support regional and cross-county trips;
- ◆ Difficulty in scheduling transfers (in large numbers) between multiple transportation providers;
- ◆ Overcoming policy and service philosophy limitations pertaining to the geographic boundaries for the rural transportation providers; and
- ◆ Effectively distributing public information about the availability of regional and cross-county public transportation in rural areas.

IV. POTENTIAL STRATEGIES TO IMPROVE REGIONAL AND CROSS-COUNTY MOBILITY

Selected organizational and service alternatives focus primarily on the need to improve customer mobility across jurisdictional boundaries. None of the alternatives should be viewed as “all or nothing,” but rather can be revised so that the providers can take portions of each alternative and create the best fit for the Central Indiana region, its transportation providers, and its residents. Each selected alternative can be tailored to fit the need of the passengers and the operator.

SERVICE ALTERNATIVE 1: EXPRESS BUS SERVICE

Under this alternative, the transportation providers will coordinate to expand the presence of express bus routes that connect IndyGo fixed routes with all counties surrounding Marion County. Express Bus routes facilitate employment-related transportation as well as providing access to other services operated by IndyGo and the rural transportation providers (i.e., fixed routes and demand response throughout each provider’s service area).

SERVICE ALTERNATIVE 2: RURAL CROSS-COUNTY CONNECTIVITY

This alternative involves implementation of new immediate response, demand response, or route deviation service for cross-county connectivity (between and through contiguous counties) to provide new opportunities for employment, access to medical services, and all purposes.

SERVICE ALTERNATIVE 3: TRANSFER/BOARDING CENTERS

Establish, and in some cases construct, public transit transfer centers throughout the region where passengers can transfer from a provider in the county of trip origin to the provider in a neighboring county. The proposed location of transfer centers will correspond to locations where the rural public transportation providers are currently connecting.

SERVICE ALTERNATIVE 4: PARK-AND-RIDE LOTS

Under this alternative, the locations for formal park-and-ride lots will be identified in the rural counties of Central Indiana. Park-and-ride lots will help to promote opportunities for ridesharing in areas where public transportation is not a viable option. They also offer commuters an option of driving a portion of their commute and taking public transportation to complete their trip.

SERVICE ALTERNATIVE 5: IMPLEMENT CIRCULATORS AND/OR CONNECTOR ROUTES

The transportation providers, or a partner organization, will implement circulator service, employer sponsored shuttles, or similar community based transportation routes in neighborhoods and major employment centers that connect with IndyGo fixed routes and the demand response providers.

Circulators and connector routes will improve access between IndyGo bus stops and employment sites, community facilities, childcare centers, and densely populated residential areas.

SERVICE ALTERNATIVE 6: FARE STRUCTURE INTEGRATION - TRANSIT PASS SHARED BY RURAL PROVIDERS AND INDYGO FIXED ROUTE

This alternative pertains to passenger fares and passes that the transit experience for passengers. IndyGo and the rural transportation providers would, under this alternative, establish a “transit pass” so that passengers can transfer from one provider to another using the same bus pass. This alternative requires a billing arrangement between the providers as well as creation of a fare structure for the transit pass that is fair for both providers.

Implementation

V. IMPLEMENTATION PLAN: THE SELECTED REGIONAL SERVICE APPROACHES

This chapter of the study contains the implementation of aspects of each alternative that were preferred by the Central Indiana transit partners. Service structure opportunities are presented as a family of services that will benefit a cross-section of the region’s population. Implementation of each service strategy will depend upon the limitations and opportunities for each of the transit providers in the region (i.e., funding cycles and opportunities, and capacity)

V.1 BOARDING CENTERS

One strategy to improve connections between demand response services and the IndyGo fixed route system, as well as between different demand response systems, is to develop a series of boarding centers throughout the region. These boarding centers should be at convenient locations to facilitate and make more convenient and safe transfers between systems. Boarding centers would include shelters, transit information, and other passenger amenities.

A primary objective for the placement of these boarding centers is to make more efficient use of the resources available to all of the transit systems in the Central Indiana region. It is understood that transfers are not appropriate for every passenger. But when it is appropriate, time can be saved if a passenger transfers to a vehicle operated by another system that is already serving that passenger’s destination. This process can result in cost savings or increased service through the redeployment of the vehicle time. Potential locations are listed below and their locations are depicted in Exhibit 31 of the study. A list of locations is provided in the following table.

Location	IndyGo Route(s) Serving That Location
Greenwood Park Mall	Routes 22 and 31
K-Mart-Thompson/Emerson	Routes 16 and 26
Washington Square Mall	Routes 8, 10, and 87
Marsh-Kentucky/Mann	Routes 24 and 4
Washington/High School	Route 8
Speedway Shopping Center	Routes 10 and 25
Methodist Medical	Routes 15 and 38
Trader’s Point	Route 37
St. Vincent’s Hospital	Routes 28 and 34
Keystone at the Crossing	Routes 18 and 26
Castleton Square Mall	Route 19
Devington Shopping Center	Routes 3 and 4
Crossroads	Routes 2, 11, and 39

V.2 COMMUNITY CONNECTOR ROUTES AND CIRCULATORS

Community based circulators or multi-community shuttle routes can be connected to IndyGo fixed routes. These service types can be designed to originate in neighborhoods and major employment centers and offer transfers to the fixed routes. Community connector routes and circulators can be implemented in combination with the boarding centers previously described.

Access Johnson County

Access Johnson County currently operates five “connector” routes serving the communities of Greenwood and Franklin. With the exception of the Franklin Connector, all of these routes operate to the Greenwood Park Mall where a transfer to IndyGo Route 31 can be made. Each of these routes operates every 60 minutes with the exception of the Park and Ride Express where there are only two weekday trips. The two Greenwood connectors operate in a one-way loop alignment through different parts of the City. Because each of these routes takes 60 minutes to run, passenger trip times can be lengthy in one direction. Access Johnson County staff has proposed that one bus be added to each route to run in the opposite direction.

Hancock County

Hancock County currently operates to Marion County destinations for Hancock County residents, and to make connections with IndyGo routes. The majority of these trips originate in Greenfield. Therefore, a potential new “Connector” route would run between Greenfield and the Meijer shopping center along U.S. 40 in Marion County. At this location, passengers will be able to transfer to and from IndyGo’s Route 8. Exhibit 34 shows a potential location of this Connector route.

Hamilton County

The Marion/Hamilton County border is a short distance from, and is parallel to, 86th Street where there are numerous major destinations and opportunities to transfer to IndyGo routes. Demand response connections to IndyGo routes in the vicinity of 86th Street can be provided by HCE. Exhibit 35 of the study shows the 86th Street corridor in relation to Hamilton County and the IndyGo routes that operate along it.

Boone County

Boone County operates demand response transportation and has numerous trips across the county border into Marion County. Currently, the largest demand for service between Boone and Marion County is for medical purposes. However, other common trip purposes may develop as cross-county service increases. Continuing with demand response service, Boone County could

add a connector route to its family of services that operates between Lebanon, Zionsville, and connects with IndyGo at St. Vincent's Hospital.

The connector route could be an opportunity to group the long distance trips onto one vehicle. Boone County could offer this service a special fare to encourage passengers who are able and have the flexibility to ride on the scheduled route. The route schedule should be developed around existing demand patterns. Demand response vehicles could bring passengers from throughout the county into a central pick-up/drop-off point in Lebanon and Zionsville to meet with the connector vehicle, or passengers could board the vehicle from a parking lot or walk to the pick-up/drop-off point. The Boone County connector service will connect with IndyGo as well as serve a major medical destination for Boone County residents. Because of the connectivity with IndyGo, passengers may be attracted to the new service as an opportunity to travel to other destinations within the IndyGo service area.

Depending upon the schedule and advertising efforts, the potential for reverse commuters (those traveling from Marion County to Boone County) exists. Exhibit 36 of the study illustrates a potential route for the Boone County connector service.

Madison and Delaware Counties

The origin and destination analysis for Madison County's demand response service revealed a significant number of trips between Madison and Marion County as well as trips between Delaware and Marion County. LifeStream Services, Inc. provides all trips on a demand response basis. The opportunity exists for Madison County to include a connector service to bring passengers from Madison to Marion County where the LifeStream Services, Inc. vehicle could connect with IndyGo at Crossroads Shopping Center. Passengers from Delaware County could also utilize the connector service after a transfer in Madison to the Marion County bound vehicle. Alternatively, LifeStream Services, Inc. could consider originating the trip in Muncie and stopping in Madison on the way to Marion County. In the latter case, demand response vehicles should be utilized to feed into the connector service in Muncie and Madison. Exhibit 37 of the study illustrates a potential connector route for Madison and Delaware counties.

Morgan and Hendricks Counties

Morgan County's long-range plan is to implement a "shopping day" service to connect passengers to IndyGo. The "shopping day" service would operate on specific days and hours to give Morgan County residents an opportunity to travel outside of the county boundaries.

There is also a pattern of trips between Mooresville, Plainfield and Indianapolis. A scheduled shuttle service between these three communities will be explored as a potential strategy for grouping trips to create efficient opportunities for regional travel. Shuttle services should be constructed around existing demand.

Shelby County

ShelbyGo currently operates a route deviation service that is similar to a circulator service in northeast Shelbyville. The short-range goal for ShelbyGo is to implement a similar circulator service in southwest Shelbyville to connect to the existing route.

V.3 RURAL CROSS-COUNTY CONNECTIVITY

The rural transportation providers in Central Indiana are providing cross-county connectivity between rural counties on a demand response basis. Dispatchers schedule connections over the telephone. The consensus from rural transportation providers is to continue providing the rural county connections through informal communications for the short term. Potentially, the selected organizational structure could develop so that a more formal, centralized scheduling process is implemented.

Initially, the rural transit providers will each take a unique approach to scheduling cross-county trips. It is recommended that the dispatchers, schedulers, and transit directors continue a dialogue and ultimately build standard protocols for scheduling passenger transfers between demand response providers at the designated transfer locations.

V.4 PARK-AND-RIDE LOTS

Information about park-and-ride lots is maintained by Central Indiana Commuter Services (CICS). The locations for formal park-and-ride lots for public transportation and/or carpool/vanpool opportunities will be identified in the rural counties of Central Indiana. Park-and-ride lots will help to promote opportunities for ridesharing in areas where public transportation is not a viable option.

V.5 REGIONAL FARE PASS

The rural/on-demand transportation providers will work together with IndyGo and CIRTAs to develop a standard fare pass for County to County transportation that can be accepted by any participating provider. The fare pass will emphasize the ability for a seamless transfer between the transportation providers.

VI. OPERATIONAL ALTERNATIVES FOR REGIONAL SERVICE

APPROACH

Chapter VI explores the potential opportunities for standardizing operational protocols for internal transit management and operations functions ranging from staffing to procurement with the goal of achieving a seamless regional and cross-county transportation structure. Operational coordination options are presented with the caveat that each transportation provider has individual goals and capacities and the participation levels and implementation timelines may differ across the region based on those differences. If seamless regional and cross-county transportation services were implemented with no coordination of operational or organizational functions, duplications in certain aspects of those functions would be created, at least in terms of regional service.

CENTRAL INDIANA TRANSIT STAFFING RESOURCES SUMMARY

Transit staffs represent the core of every transit system, urban or rural, regardless of mode of service. Therefore, in order to understand the current operations for the participating providers, Chapter IV documents staffing levels by function. Summary data for the staffing levels at each transportation provider in Central Indiana is presented below in Exhibit 9. This exhibit presents total employment and employment by functional detail.

Exhibit 9: Total Employee Summary

Transit System	Total Transit		Operations		Maintenance		Administrative	
	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time
Boone Area Transit System	2	24	0	22	0	0	2	2
Hamilton County Express	16	4	12	4	1	0	3	0
Hancock County Area Transit	5	10	3	9	0	0	2	1
LINK Hendricks County	6	23	5	19	0	0	1	4
Morgan County	5	10	2	8	0	0	3	2
Access Johnson County	25	13	21	13	0	0	4	0
ShelbyGo	3	11	2	8	0	0	1	3
Lifestream	8.25	2	4	2	0	0	4.25	0
Rural Providers Total:	70.25	97	49	85	1	0	20.25	12
IndyGo	398	8	287	5	69	2	42	1
CIRTA	2	0	N/A	N/A	N/A	N/A	2	0
TOTAL:	470.25	105	336	90	70	2	64.25	13

Source: Central Indiana Transit Systems, November 2009

OPPORTUNITIES TO COORDINATE STAFFING RESOURCES

Section VI.1 through VI.7 discuss other opportunities for non-staff resource sharing that are supportive of the goal to achieve seamless transportation in Central Indiana.

VI.1 SHARED USE OF FACILITIES

Shared use of facilities includes sharing transportation boarding centers as well as maintenance and other types of facilities. This scenario exists primarily between IndyGo and the rural providers that are planning to offer regional, rural-urban, services to connect with IndyGo fixed routes or Open Door service. Some of the participating systems (Access Johnson County, ShelbyGo, and Hancock Area Rural Transit) have already coordinated the shared use of some passenger transfer facilities with IndyGo.

VI.2 SAFETY AND TRAINING

Central Indiana public transit systems coordinate safety and training functions through the Indiana Rural Transit Assistance Program (RTAP) program. The program has successfully addressed the redundancy in training program development and expanded training opportunities for all transit operators. Transit providers have indicated that no additional coordination of training is required.

VI.3 PURCHASING AND PROCUREMENT

Since procurement of routine supplies is typically handled through local government or agency policies within each county in Central Indiana, the best method of achieving higher efficiencies is through enhanced communication among system managers. All forthcoming procurements should be identified by each system manager and shared during regularly scheduled County to County transportation provider meetings.

VI.4 SYSTEM MANAGEMENT

The opportunities in this area of operations are found in communication between the rural transit systems in Central Indiana. In this regard, the need for a formalized information sharing process (meetings or other information sharing formats) of those staff positions that regularly participate in local policy and service decisions is recommended.

VI.5 PERSONNEL ADMINISTRATION

Each transit system has a program for human resources and personnel administration even though the job duties and functions are similar among most organizations. Communicating, sharing, and even standardizing (where appropriate) certain personnel administration functions can reduce duplications and create efficiencies for the systems. Standardization of these administrative protocols can also aid in the transition to a more coordinated regional transportation program.

VI.6 MARKETING

All of the participating rural/on-demand transit providers indicated a need to improve marketing for regional and cross-county transportation services. A marketing plan has been developed and is included in the study. During the study process, the transit partners worked together to select a

logo and brand that represents the regional and cross-county transportation. This logo and brand will be displayed on vehicles, websites, brochures, and/or stationary that are part of the cross-county transportation effort. The selected name for the cross-county service is “County to County Transit Provider.”

VI.7 REGIONAL CALL CENTER WITH CONSOLIDATED TRIP RESERVATIONS, SCHEDULING, AND INFORMATION

This opportunity represents the highest-level coordination discussed within this report. Implementation of a regional call center is an opportunity for Central Indiana transportation providers to consider as they explore efficiencies in service operations and improved customer service for regional and cross-county trips. Because of the large service areas and significant level of service provided by each system, local call centers and staff will still be necessary. The opportunity for a regional call center is specific to regional and cross-county public transportation.

SUMMARY

Exhibit 10 provides a summary of coordination strategies that have been identified.

**Exhibit 10
Summary of Strategies and Implementation Timeframe**

Area of Opportunity	Timeframe
Shared Use of Facilities	6 months to 1 year
Safety and Training	Immediately
Purchasing and Procurement	3 to 6 months
System Management	Immediately
Personnel Administration	6 months
Marketing	3 to 6 months
Regional Call Center with Consolidated Trip Reservations, Scheduling, and Information	1 to 5 years. Phased in with different timeframes for each provider

VII. ORGANIZATIONAL STRUCTURE ALTERNATIVES

Even with the implementation of the service and operational alternatives discussed in Chapters IV through VI, each of the public transportation operators in the region may choose to continue operating cross-county and regional service individually as they are today. Organizationally speaking, however, providers may consider designating a single organization or individual to focus on regional and cross-county service. Such an organization could hold a leadership and advisory role, or have a larger responsibility by assisting with the scheduling of trips across municipal and county borders by coordinating pickup and drop-off times with multiple operators on behalf of a customer, or even directly providing the trip. The following organizational structure alternatives provide options for the Central Indiana public transportation partners to consider.

VII.1: STATUS QUO

Under this alternative, the transportation providers would continue to work toward improving regional and cross-county transportation options through informal communication with each other and representation in regional planning organizations. Efforts to improve communication methods and sharing schedules would be applied but no lead organization to focus on implementing regional and cross-county transportation will be identified or authorized.

VII.2: DESIGNATE A LEAD ORGANIZATION FOR OVERSIGHT AND LEADERSHIP

This alternative goes a step beyond Status Quo and recommends designating CIRTA as the lead organization to implement regional and cross-county transportation. As the lead organization, CIRTA would be responsible for implementation and oversight of a regional and inter-county transportation program. In this role, CIRTA would work under the advisement of representatives of each rural public transportation provider in the region. CIRTA would be responsible for providing leadership through the implementation of transfers and connections, as well as community outreach, development of agreements between providers, meeting with state legislators and state-level human service agencies, and other related duties that represent the goals of the participating organizations. As the lead organization, CIRTA would not be responsible for scheduling trips; those responsibilities would remain with the individual transit systems.

VII.3: CREATE A NEW PRIVATE NON-PROFIT ORGANIZATION

This alternative considers creating a new body or organization to lead the planning and implementation efforts for regional and cross-county transportation. The new organization would be comprised of representatives from the participating Central Indiana rural transportation providers and would be responsible for oversight, outreach, and leadership as described in Alternative 2. The by-laws and articles of incorporation would need to be drafted to cover all necessary functions.

VII.4: CREATE A BROKERAGE FOR REGIONAL AND CROSS-COUNTY TRANSPORTATION

Establishment of a consolidated transportation program represents the most complex coordination strategy. Consolidation is the common management and operation of transportation services under a single entity.

VII.5: ESTABLISH A STAND ALONE REGIONAL AND CROSS COUNTY TRANSPORTATION COLLABORATIVE

This option is similar to the brokerage but it more directly addresses the combination of brokerage and direct operation of services. The existing public transportation providers and other advocates would establish a new nonprofit corporation to directly operate and broker transportation services. The organization would depend on the rural transportation providers for many support services in the initial development stages. Under this alternative, the new organization would schedule and provide regional and cross-county trips on behalf of participating organizations. The new organization would be responsible for billing and establishing contracts with participating transit providers.

SUMMARY

The transportation providers did not select an organizational alternative for implementation. Instead, participating transportation partners decided that a coordinated organizational structure would most likely be implemented in phases with the ultimate goal of streamlining service but maintaining the appropriate, and most efficient level of autonomy. Each county has a different comfort level with consolidating operations and a different basis for the need to maintain autonomy. The phased in transition is a natural and logical approach considering the number of service providers involved and the size of their operations. It is likely that those organizations that are the first to implement the regional alternatives will set examples from which the other providers in the region will learn. From this example, the providers will migrate toward a formally coordinated organizational structure.