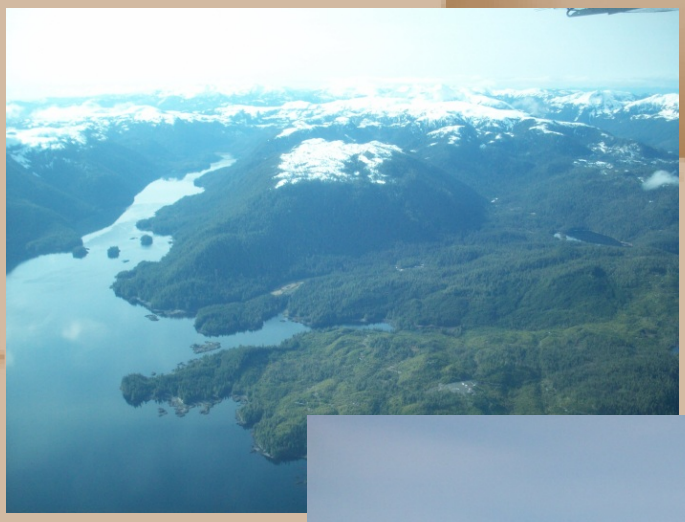
Coordinated Transit Plan for Prince of Wales Island



Prepared for

CRAIG TRIBAL ASSOCIATION

TTSC
TRANSPORTATION CONSULTANTS, INC.

Coordinated Transit Plan for Prince of Wales Island

Final Report

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TABLE OF CONTENTS

LIST OF TABULATIONS

LIST OF ILLUSTRATIONS

Chapter I

TRANSPORTATION
CONSULTANTS, INC.

CHAPTER I
Introduction

The Craig Tribal Association (CTA) and the Organized Village of Kasaan hired LSC Transportation Consultants, Inc. (LSC) to develop a Coordinated Public Transit-Human Services Transportation Plan (CPTHSTP) for Prince of Wales Island, Alaska. The Prince of Wales Island area includes the communities of Craig, Klawock, Hollis, Kasaan, Hydaburg, Coffman Cove, Point Baker, Thorne Bay, Whale Pass, Naukati Bay, Port Protection, and Edna Bay and includes four federally recognized tribes—the Craig Tribal Association, the Klawock Cooperative Association, the Organized Village of Kasaan (OVK), and the Hydaburg Cooperative Association. Figure I-1 shows the study area.

There is no general public transportation service provider within the Prince of Wales Island area. The only general public transportation service is the Inter-Island Ferry Authority—a nonprofit organization that connects the Prince of Wales Island (at the Hollis Ferry Terminal) to Ketchikan. The only human service agency is the Southeast Senior Services which serves the Craig/Klawock senior center and provides limited transportation service to Hollis and Hydaburg, mainly for seniors. There is a planned service by the Hydaburg Cooperative Association that would connect Hydaburg with Craig/Klawock four days a week and two round-trips between Hydaburg and Hollis that would provide service two days a week. The planned service also includes daily in-town service within the Hydaburg community. While these identified public transportation service providers operate independently, there is potential for coordinating services by these existing providers. One of the main goals of this plan was discussion among the various stakeholders on ways to meet the needs and deliver services effectively.

The various transportation services provided in the Prince of Wales Island area are detailed in this document. For some residents this service is their only link to work, shopping, health care facilities, and other necessary services.

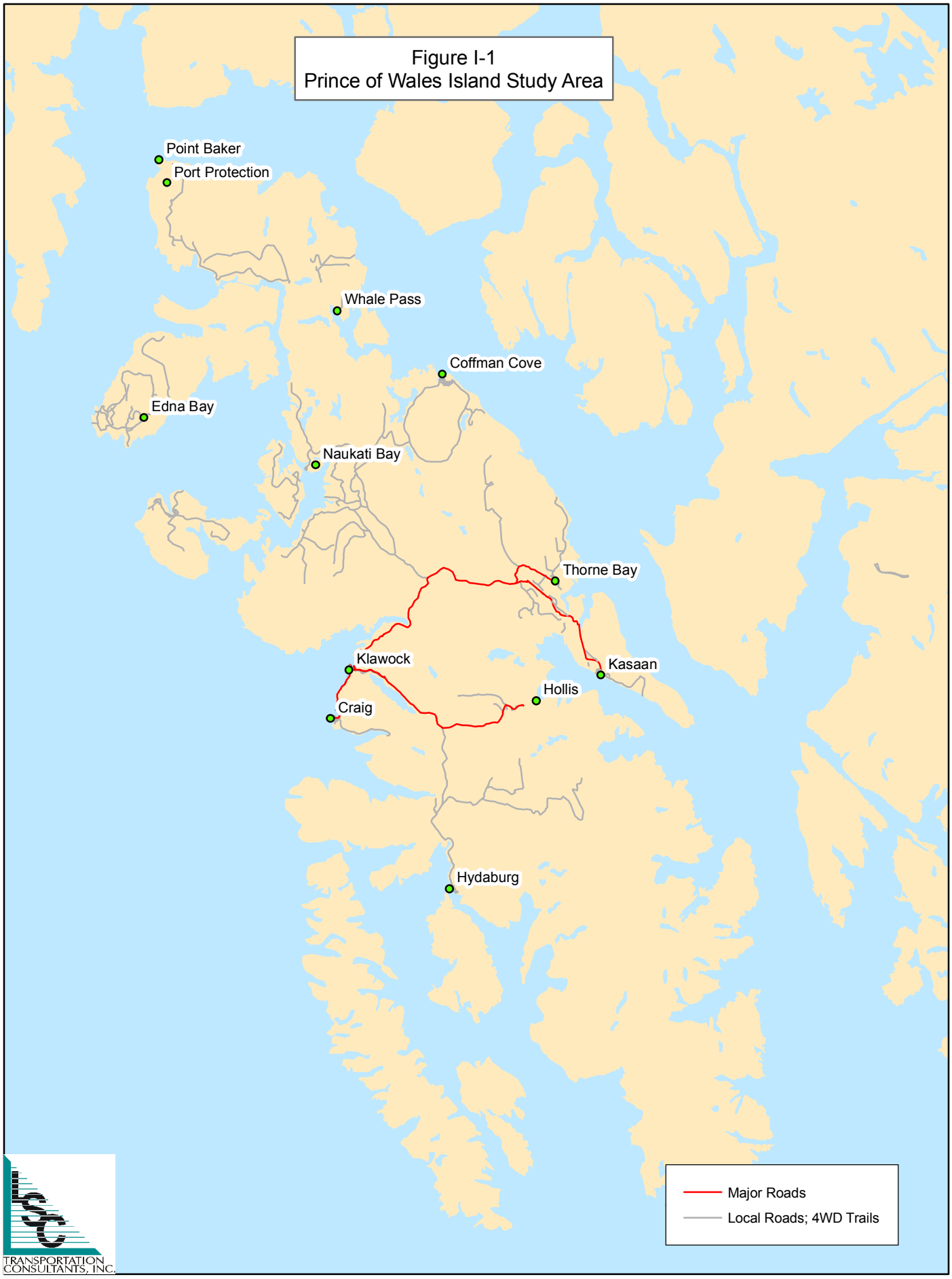
Figure I-1
Prince of Wales Island Study Area
Point Baker
Port Protection
Whale Pass
Coffman Cove
Edna Bay
Naukati Bay
Thorne Bay
Klawock
Kasaan
Hollis
Craig
Hydaburg
Major Roads
Local Roads; 4WD Trails
TRANSPORTATION CONSULTANTS, INC.

STUDY APPROACH

As in many regions, the Craig Tribal Association (CTA)—in collaboration with the Organized Village of Kasaan, and several agencies in the Prince of Wales Island area—took a closer look at public transportation services and sought to find the most effective means of providing those services. A key element in the plan was to clearly evaluate the unmet transportation needs of local residents and clients. The current effort focused on effectively and efficiently providing public transit services to meet the communities' needs based on coordination efforts. One important step toward providing an integrated community-wide transportation system was involving some key stakeholders as well as other human service agencies and residents that had a commitment to public transportation. Individuals from these groups and others served as members of the Stakeholder Group for this planning process. The following general planning approach was used by LSC during this process.

REPORT CONTENTS

Chapter II presents the revised goals and objectives for service on Prince of Wales Island. These goals helped guide coordination efforts in the Prince of Wales Island area.

Chapter III provides an overview of the existing transportation services in the Prince of Wales Island area.

Chapter IV presents a summary of community input obtained through surveys which were distributed online and as well as through paper format.

Chapter V provides an overview of coordinated transportation and various coordination strategies.

Chapter VI presents appropriate coordination strategies that should be considered by local providers. The chapter looks at existing services and ways to improve efficiencies.

Chapter VII discusses various transit service alternatives that may need to be added to meet the aforementioned needs of the community. These alternatives were developed to fill a needed gap so that services can be provided effectively and efficiently.

Chapter VIII presents strategies for implementing coordinated transportation services on Prince of Wales Island to fill the existing gaps in transportation.

Chapter IX presents the federal and state funding sources that may be available to provide transit services on the Prince of Wales Island.

Chapter X presents the recommended implementation plan describing the services to be implemented, a financial plan, and an implementation plan to meet the transportation needs on Prince of Wales Island.

PROJECT TEAM

An initial kick-off meeting was held on April 15, 2012. Representatives from LSC, Craig Tribal Association (CTA) staff, Organized Village of Kasaan tribal council and staff, Inter-Island Ferry Authority, the Mayor of Craig, City of Craig, City of Coffman Cove, Southeast Senior Services\Catholic Community, and the US Forest Service met to discuss the project goals, priorities, and a time line for completion of the final study. This project team met to discuss existing transit issues, the project goals and priorities, existing data resources, deliverables, and meeting

dates. The project team also discussed other local stakeholders who would be important to invite in completing this coordination plan.

The next Stakeholder Group meeting was held on June 19, 2012. Representatives from LSC, Craig Tribal Association (CTA) staff, Organized Village of Kasaan, Inter-Island Ferry Authority, Southeast Senior Services\ Catholic Community, City of Craig, Hydaburg Cooperative Association, and Alaska Department of Transportation and the Public Facilities met to review Technical Memoranda #1 and #2.

The next Stakeholder Group meeting was held on August 1, 2012. Representatives from LSC, Craig Tribal Association (CTA) staff, Organized Village of Kasaan (OVK) staff, Southeast Senior Services\ Catholic Community, Tongass National Forest, University of Alaska Cooperative Extension, Inter-Island Ferry Authority, City of Craig, Prince of Wales Community Advisory Council (POWCAC), City of Coffman Cove, Southeast Alaska Regional Health Consortium (SEARHC), and the Hydaburg Cooperative Association (HCA) met to review Technical Memorandum #3. Another meeting was held on September 7, 2012 to review the Draft Report and provide feedback and comments. At each step, feedback from the Stakeholder Group, the human service agencies, and CTA/Organized Village of Kasaan staff was used to guide development of this coordination plan.

SUMMARY OF THE ISSUES

During the April "kick-off meeting," LSC briefed the stakeholders on the study process to be undertaken over the seven-month period. The key stakeholders involved with transportation services were identified. The vision for public transportation and what they would like to see were:

- There is a need for transportation to connect with the ferry schedule that departs Hollis at 8:00 a.m. and returns to Hollis at 6:30 p.m. The hours of operation for transportation should be approximately 6:00 a.m. to 8:00 p.m.
- There is a need for transportation six days a week.
- The seniors in Hydaburg need transportation on Wednesday for shopping and getting to medical appointments at the clinic and that is currently addressed by the services provided by the Southeast Senior Services.
- Some of the destinations that residents of Prince of Wales Island want to go include:
  - Hollis Ferry; Craig; Klawock, and Hollis

  - Clinics
    - Peace Health (Craig)
    - Alicia Roberts Medical Center (SEARHC) (Klawock)
    - Craig Public Health
  - Shopping centers
    - Craig and Klawock
    - Alaska Commercial (AC)
    - Thorne Bay
  - Schools
  - Stops around recreation sites
  - Senior centers (Craig, Klawock)
  - Fish plant (Craig, Klawock)
- In Kasaan, approximately 10 percent of the population have no vehicles.
- The need to go to Ketchikan for health care. Also, many vehicles have a warranty in Ketchikan.
- Medicaid pays for ferry transportation. It does not pay for the wear and tear on a vehicle. However, it would reimburse for a public transportation service.
- It is important to have taxi services, especially in the evening and night hours when the demand for transportation is low.
- The communities that have gravel roads include Whale Pass, Kasaan, and Naukati Bay.
- The communities that are isolated are Point Baker (which has limited roads), Port Protection (which has limited roads), and Edna Bay (which is totally isolated).
- Snowplowing can be an issue during the winter months.
- Need for education on how public transportation works (travel training).
- Transportation Worker Identification Card (TWIC) would be needed in Hollis/Coffman Cove to use the ferry service.
- It is important to coordinate efforts for transportation.
- Coffman Cove has a nine-passenger shuttle bus which is currently unused. It is wheelchair-accessible and was previously used to connect with ferry services.
- Southeast Senior Services (SESS) would like to open their transportation services to people with disabilities. However, funding for such a service is needed.
- Need for waiting area, bus stops—especially in areas such as Naukati Bay.

BACKGROUND INFORMATION

This section reviews the background information that led to the current planning process beginning with an overview of the legal reasons, followed by a description of the steps and processes that have occurred in past years.

In August 2005, the Safe, Accountable, Flexible, Efficient Transportation Equity Act - A Legacy for Users (SAFETEA-LU) was signed into law. SAFETEA-LU established a federal mandate for public transit/human service coordination planning. Starting in fiscal year 2007, SAFETEA-LU requires that a regional public transit-human service coordination plan be in place before transportation service providers may acquire funding under the Federal Transit Administration (FTA) Elderly Individuals and Individuals with Disabilities (Section 5310), Job Access and Reverse Commute (JARC - Section 5316), and New Freedom (Section 5317) programs. The Transit Cooperative Research Program (TCRP) defines coordination as "*a process by which two or more organizations interact to jointly accomplish their transportation objectives*" (2004). These organizations may include public, private, and not-for-profit transportation services, human services providers, and other entities that represent citizens who have special transportation service needs. Citizens with specialized transportation needs are an important focus of the coordination planning process as the FTA has provided guidance that coordination plans should "*identify the transportation needs of individuals with disabilities, older adults, and individuals with limited income, laying out strategies for meeting these needs, and prioritizing services.*"

This new regulation led to the development of the *Locally Developed Coordinated Public Transit- Human Services Transportation Plan*. The purpose of this plan was to create a list of comprehensive strategies to assist agencies, transportation service providers, and stakeholders in coordinating public transit and human service transportation efforts in the Prince of Wales Island area. The specific goals for the plan include:

- Completing an inventory of existing public and human service transportation providers.
- Identifying strategies to maximize the use of limited transportation resources through coordination.

Chapter II

TRANSPORTATION
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CHAPTER II

Vision for Transit

INTRODUCTION

The basis for any coordination plan is the development of a vision for transit services in the local community. The goals and priorities of the local community are significant factors to determine the type, level, and quality of service to be provided. The following discussion presents the vision and goals for Prince of Wales Island. The vision and goals were presented for discussion by the stakeholders and further refinement as part of the planning effort. Once the goals were established, specific objectives were developed for each of the goals.

VISION FOR TRANSIT

To develop coordination strategies which will be successful for Prince of Wales Island, it is necessary to have a vision for what the community desires and will support. Development of a vision involves several steps. In addition to a statement of the vision, goals are necessary to state how the mission will be accomplished and specific objectives establish how the goals will be achieved. The vision statement, goals, and objectives typically form a hierarchical structure with the vision statement being the most general.

To develop the vision for coordinated services, LSC met with the stakeholders in April, June, and August 2012. Stakeholders were asked to identify transportation needs. The following key issues were identified:

- There is a need for transportation to connect with the ferry that departs Hollis at 8:00 a.m. and returns to Hollis at 6:30 p.m. The hours of operation for transportation should be approximately 6:00 a.m. to 8:00 p.m.
- Need for access to Hollis for the ferry and also for cheaper air taxi service.
- There is a need for transportation six days a week.
- Some of the destinations where residents of Prince of Wales Island want to go include:

  - Hollis Ferry, Craig, Klawock, and Hollis
  - Clinics
    - Peace Health (Craig)
    - Alicia Roberts Medical Center (SEARHC) (Klawock)
    - Craig Public Health
  - Shopping centers
    - Craig and Klawock
    - Alaska Commercial (AC)
    - Thorne Bay
  - Schools
  - Stops around recreation sites
  - Senior centers (Craig, Klawock)
  - Fish plant (Craig, Klawock)
- It is important to coordinate efforts for transportation.
- Southeast Senior Services (SESS) would like to open their transportation services to people with disabilities. However, funding for such a service is needed.
- Taxi service in Craig is not very reliable to meet the ferry in Hollis.
- There is a big gap in transportation services for disabled individuals under 60 years of age and wheelchair transport, especially for seniors.
- Need for a umbrella agency (agency that supports coordination of transit services) for providing transportation services on Prince of Wales Island.

As part of these meetings, the key issues listed above were reviewed and a vision statement was developed which would address these key issues and reflect the priorities of the community.

Vision Statement

The vision statement establishes the overall direction of the planning effort, transit services to be implemented, and strategies to coordinate the various transportation programs in the Prince of Wales Island area. The vision for transit services on Prince of Wales Island is:

Vision Statement

Provide coordinated transportation services on Prince of Wales Island that give residents and visitors mobility and access to the ferry air services, medical facilities, employment, shopping, and cultural and social opportunities.

Goals

This section presents goals and objectives formulated for coordinated transportation services on Prince of Wales Island. For planning purposes, a goal is defined as a purpose or need that should be attained to address a transportation issue and fulfill the vision. An objective is a specific activity that is designed to achieve the identified goal. The goals and objectives are very important parts of developing a coordinated transportation services plan as they set the overall direction. The goals and objectives must reflect the values and desires of the community.

Based on the issues and concerns discussed at the kick-off meeting on April 25, 2012 and the stakeholder meeting on June 19, 2012, LSC developed goals for coordinated transportation services on Prince of Wales Island. These goals and objectives were reviewed by the stakeholders at a meeting on August 1, 2012. Changes were made based on the discussion at that meeting and the following revised goals were circulated by e-mail for review.

Goal #1: Implement a regional public transportation service

Objective 1a: Develop a coordinated transportation service through cooperative efforts of the tribes, stakeholders, and local communities.

Objective 1b: Provide service to connect the communities of Coffman Cove, Thorne Bay, Kasaan, Klawock, Hydaburg, Hollis, and Craig.

Objective 1c: Provide connections to ferry services in Hollis and Coffman Cove.

Objective 1d: Provide connections to air services in Craig, Klawock, and Hollis.

Goal #2: Create cost-effective and cost-efficient services

Objective 2a: Coordinate local planned services with regional transportation services to maximize efficiency.

Objective 2b: Prepare monthly, quarterly, and annual performance reports.

Objective 2c: Establish performance standards and monitor performance quarterly.

Objective 2d: Eliminate duplicated transportation services.

Goal #3: Transportation services will be flexible and adaptable to meet changing conditions and needs of Prince of Wales Island

Objective 3a: Conduct an annual review of goals, objectives, accomplishments, new needs, and performance.

Goal #4: Coordinate and integrate public transportation with the existing transportation providers on the island

Objective 4a: Coordinate with existing transportation services on the island, including Southeast Senior Services, the Inter-Island Ferry, the Rainforest Island Ferry, and the planned Hydaburg Transit System.

Objective 4b: Create an institutional structure on Prince of Wales Island that encourages coordination among the various government, stakeholder, and tribal entities.

Goal #5: Increase awareness of transportation services on Prince of Wales Island

Objective 5a: Develop an educational program about coordinated transportation services.

Objective 5b: Develop a common theme and image for transportation service on Prince of Wales Island.

Chapter III

TRANSPORTATION
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CHAPTER III

Existing Transportation Resources

INTRODUCTION

This chapter reviews the existing transportation providers within the Prince of Wales Island area. These agencies and organizations represent nonprofit, for-profit, public, and private agencies. The various providers are entities that provide some type of passenger transportation service. A brief summary of each provider is presented below. This information is critical in determining what transportation resources exist in the Prince of Wales Island study area. The main objective of this effort was to determine the extent to which these transportation providers serve the residents of the Prince of Wales Island area.

The last section of the chapter presents a brief analysis of the service gaps and service duplications within/to Prince of Wales Island.

TRANSPORTATION PROVIDERS

LSC starting collecting information of the various transportation providers by disseminating a detailed questionnaire. There are no general public transportation service providers within the Prince of Wales Island area. The only general public transportation service is the Inter-Island Ferry Authority that provides ferry service which connects Prince of Wales Island (at the Hollis Ferry Terminal) to Ketchikan. There is one human service transportation provider, one ferry provider, and one taxicab company that provide transportation in the Prince of Wales Island area.

Public Transportation Provider

Inter-Island Ferry Authority

Inter-Island Ferry Authority (IFA) is a general public transportation provider that provides ferry services connecting Prince of Wales Island to Ketchikan. This organization was formed in 1997 to meet the need for transportation service to the island communities. The Prince of Wales Island communities of Craig, Klawock, Thorne Bay, and Coffman Cove joined in a coalition with Wrangell and Petersburg to create the IFA. Hydaburg joined the group in 2010. The IFA is a public corporation organized under Alaska's Municipal Port Authority Act.

The IFA only provides service between Hollis and Ketchikan. The IFA ferry currently connects with vessels of the Alaska Marine Highway System at Ketchikan. The agency provides ferry service between Hollis and Ketchikan seven days a week from 8:00 a.m. to 6:30 p.m. IFA operates two 198-foot, 95-gross-ton vessels that provide service between Hollis and Ketchikan. The M/V Prince of Wales carries 160 passengers and the M/V Stikine is certified with a 195-passenger capacity. Having a spare vessel helps in case of mechanical breakdowns, scheduled maintenance or repairs. The revenue required to operate and support Inter-Island Ferry Authority comes from FTA Section 5311 funds which apportions these funds to the Alaska Department of Transportation and Public Facilities and Medicaid funds. Figure III-1 shows the yearly passenger and vehicle traffic between Hollis and Ketchikan. On average, the annual ridership is 53,668 passengers. Figure III-2 shows the monthly passenger and vehicle traffic between Hollis and Ketchikan. The vehicle traffic remains constant carrying 397 vehicles per month. The passengers carried was the lowest in January at 2,762 and the highest in August carrying 5,812 passengers. On average, the ferry carries 3,800 passengers per month. A one-way fare for an adult passenger (12 to 64 years) is $37. Seniors (65 years and older) pay a discounted one-way fare of $26. Children (2 to 11 years) pay a one-way fare of $18. Vehicles to be transported are charged a fare depending on the length of the vehicle. A vehicle up to 20 feet long costs $5.00 per foot. There is no cost for transporting bicycles. The IFA's annual transportation cost for FY2011 was $4,654,015.

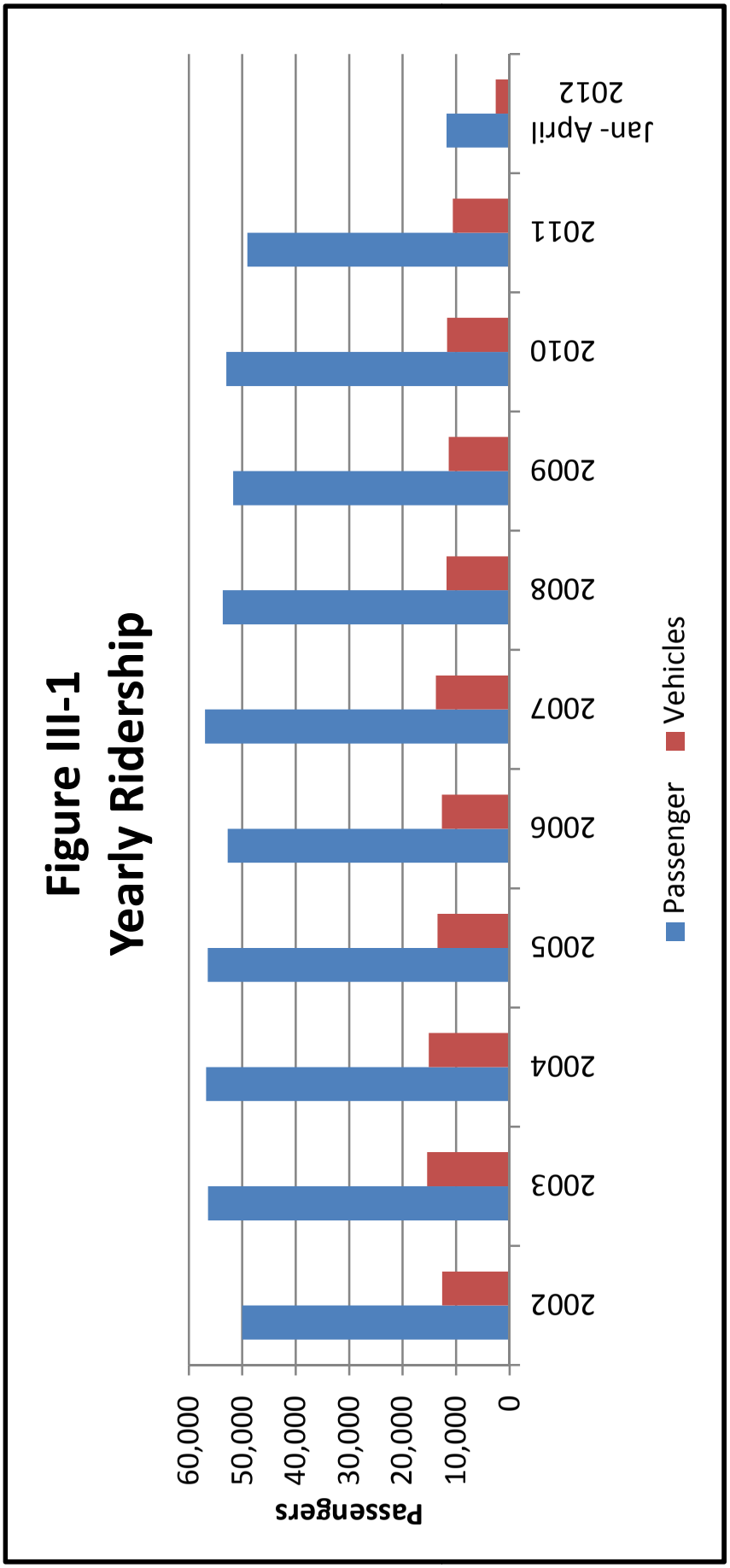
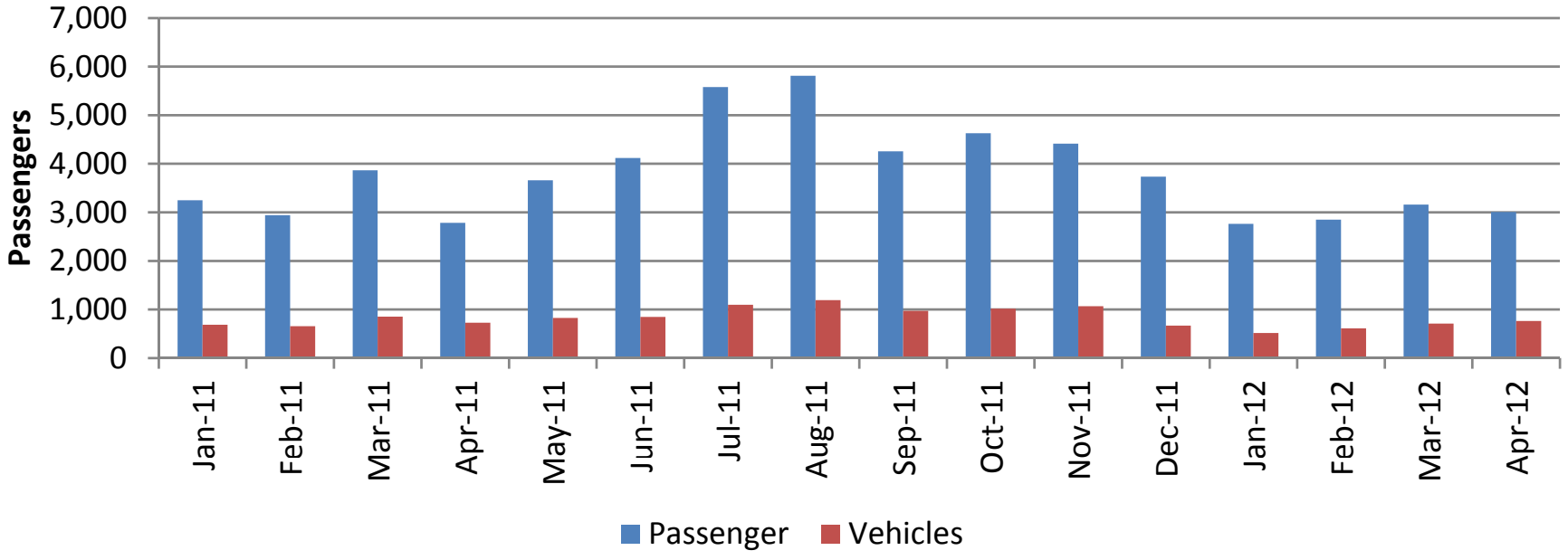


Figure III-1
Yearly Ridership
Passengers
60,000
50,000
40,000
30,000
20,000
10,000
0
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
Jan- April 2012
Passenger
Vehicles

Figure III-2
Monthly Ridership



Transportation Needs

Transportation needs identified by clients that the agency cannot serve:

- Shore-based vehicle transportation.

Human Service Transportation Provider

These programs are administered by a human service agency and their transportation services are limited to certain population groups or their clients (specific to their program).

Southeast Senior Services

The Southeast Senior Services under the sponsorship of the Catholic Community Service is a private nonprofit agency that provides transportation mainly to seniors (60 years and above) in the Craig and Klawock area with limited service to Hollis and Hydaburg. The agency also provides service to non-elderly disabled passengers that have a Medicaid waiver or a private pay for the cost of the ride. The agency mission is to "*promote the health, independence and quality of life of seniors in Southeast Alaska through the delivery of quality services and the development of community resources*." This agency provides congregate and home-delivered meals and provides transportation to and from those congregate meals where lunch is served at the Craig/Klawock senior center (located at the Klawock Tlingit and Haida Senior Housing building in Klawock) from noon to 1:00 p.m., along with other transportation needs for seniors in the communities of Craig and Klawock. The agency also receives a part of the grant that provides service on Wednesday between Craig/Klawock and Hydaburg. This agency mainly provides demand-response type of transportation services for seniors in the Craig and Klawock area, four days a week (Monday, Tuesday, Thursday, and Friday) from 8:00 a.m. to 2:00 p.m. Dispatcher services are available on the days and times that services are provided. However for scheduling purposes, it is preferred that people have an advance reservation. The agency also provides supplemental transportation service to Hollis for elders from Craig/Klawock based on vehicle and driver availability, on a space-available basis, and needs to be scheduled in advance. Most of the transportation that needs to be provided to Hollis on an as-needed basis is done to connect with the Hollis ferry that departs at 8:00 a.m. and returns at 6:30

p.m. Since the Craig/Klawock senior center is closed on Wednesday, the agency uses that same vehicle to provide services from Craig/Klawock to Hydaburg that picks passengers in Hydaburg from approximately 9:00 a.m. to 3:00 p.m. This is a new service that started in February 2012. The same drivers from the Craig/Klawock senior center are used to provide the transportation service in Hydaburg, and between Craig/Klawock and Hydaburg. One wheelchair-accessible cutaway vehicle that accommodates eight passengers and two wheelchair passengers is used to provide transportation services. The agency's spare vehicle broke down, and the agency is currently using a loaned vehicle which is a spare vehicle from Wrangell, Alaska and owned by Catholic Community Services. The agency received two legislative grants of $70,000 each for capital. The agency plans to purchase a vehicle similar to one they are currently using to provide transportation, preferably with four-wheel drive. The additional vehicle will be used for transportation to the Craig/Klawock senior center and also for service to Hydaburg. Transportation is provided using two drivers—one regular driver and one substitute driver. The agency does not charge a fee for transportation services provided, but accepts voluntary donations as required by the Older American Act (OAA).

The revenue required to operate and support Southeast Senior Services comes from a variety of funding sources—federal Title IIIB funds, donations, United Way, fundraising, Medicaid waiver, and Title VI Parts A and C. The agency was able to secure their current vehicle through a previous FTA 5310 grant. The agency does have funding restrictions that restrict transportation to seniors only (60 years and older). The transportation funding restriction is a funding source restriction. Transportation trips for participants are not limited in any way. The agency provided 5,591 annual passenger-trips with 17,080 annual vehicle-miles and 1,200 annual vehicle-hours of service. This does not include the Hydaburg rides. The agency estimates that since the service to Hydaburg is a fairly new service, the agency averages 16 rides per week, which calculates to approximately 800 annual rides. The agency's total annual transportation cost was $74,644. The transportation costs includes salaries, insurance, fuel, maintenance, registration, training, and administration costs.

Coordination Activities

The agency coordinates with the Ketchikan Paratransit for people traveling to or through Ketchikan. Much of this transportation is medically related.

Transportation Needs

Transportation needs identified by the agency:

- Need for more operating funds.
- Maintenance providers with specialized knowledge and equipment for working on vehicles.
- The agency was hoping that, through this transportation coordinated effort, they would be able to have purchase-of-service grants from the state department of transportation and pay for the service to Hollis. The agency would also like to make the service available to people with disabilities under 60 years of age.

Transportation needs identified by clients that the agency cannot serve:

- Weekend service and regular evening transportation.

Taxi Service

Island Ride Taxi

Island Ride taxi is a private, for-profit company that provides transportation service in the Craig and Klawock area only. They also have a shuttle that provides transportation service to the rest of the Island by appointment only. For the shuttle service, the company requires a 24-hour advance reservation, but will accommodate passengers on a driver- and vehicle-available basis. They provide service every day of the year (except Christmas), seven days a week from approximately 6:00 a.m. to when the bars in Craig/Klawock close down. The company uses four or five vehicles to provide transportation, but uses two or three vehicles per shift. None of the vehicles are wheelchair-accessible. The passengers that they carry vary greatly by the time of the year, but on average they carry 100 passengers per day, though they do not keep an exact count. A one-way fare between Craig and Klawock is $11.

School District Transportation

The school districts in the Prince of Wales Island area do not all provide transportation services to their students.

- Craig City School District - This school district provides transportation to the Craig and Klawock area using three routes—Craig, Port St. Nicholas, and Hollis to Craig.
- Southeast Island School District - This school district covers the Howard Valentine Coffman Cove School, Edna Bay School, Hollis School, Barry C. Stewart Kasaan School, Naukati School, Port Alexander School, Port Protection School, Thorne Bay School, and the Whale Pass school. The only schools that have transportation are Naukati School, Thorne Bay School, and Hollis School. This school district provides transportation to students using three routes. The school district provides transportation with a fleet of five vehicles and serves approximately 50 students. The annual transportation operating budget for this school district is $180,000. The school district has eight to nine passenger vehicles in their fleet to transport students for sports and other activities.

Air Carriers

Island Air Express

Island Air Express is a private air carrier that provides daily scheduled flights between Ketchikan and the Craig/Klawock airport. The company has three schedules that they follow—spring schedule (May 21 - June 2, 2012); summer schedule (June 3 - September 3, 2012); and winter schedule (September 4, 2012 - March 31, 2013). According to their spring schedule, they have three flights that depart from the Ketchikan International Airport at 8:45 a.m., 1:15 p.m., and 5:00 p.m. The return flights to Ketchikan depart Klawock at 7:00 a.m., 10:00 a.m., and 3:00 p.m. According to their summer schedule, they have four flights that depart from Ketchikan International Airport at 8:45 a.m., 1:15 p.m., 4:00 p.m., and 6:00 p.m. The return flights to Ketchikan depart Klawock at 7:00 a.m., 10:00 a.m., 2:20 p.m., and 5:00 p.m. According to their winter schedule, they have three flights that depart from Ketchikan International Airport at 9:15 a.m., 1:15 p.m., and 5:00 p.m. The return flights to Ketchikan depart Klawock at 7:00 a.m., 11:30 a.m., and 3:00 p.m.

The Ketchikan check-in counter is located next to the Alaska Airlines counter at the Ketchikan airport. The Klawock airport is located three miles north of the city of Klawock and eight miles north of Craig. The drive between Craig and the Klawock airport is about 15 minutes. Island Air Express provides complementary shuttle service between the airport and the Craig and Klawock city limits. A one-

way fare between Ketchikan and Klawock is $135 (or $125 when paid online). A round-trip costs $270 (or $250 when paid online).

Pacific Airways

Pacific Airways is a private air carrier based in Ketchikan that provides daily scheduled floatplane services to the Southeast Alaskan communities of Craig, Hollis, and Thorne Bay. They also provide flagstop service to the community of Kasaan. This service includes passengers, freight, and mail service. A one-way fare between Ketchikan and Craig is $138 and a round-trip is $276. A one-way fare between Ketchikan and Hollis or Thorne Bay is $115 and a round-trip is $230. The company also provides shuttle service to Craig and Klawock. According to the company's website, two schedules were published as follows:

- **June 1 - June 30, 2012; August 16 - September 30, 2012**
  According to this schedule, there are four flights that depart from the Ketchikan International Airport at 7:30 a.m., 9:30 a.m., 12:30 p.m., and 5:00 p.m. The return flights to Ketchikan depart Craig at 8:15 a.m., 10:15 a.m., 1:15 p.m., and 5:45 p.m.

- **July 1 - August 15, 2012**
  According to this schedule, there are five flights that depart from the Ketchikan International Airport at 6:00 a.m., 7:30 a.m., 9:30 a.m., 12:30 p.m., and 5:00 p.m. The return flights to Ketchikan depart Craig at 6:45 a.m., 8:15 a.m., 10:15 a.m., 1:15 p.m., and 5:45 p.m.

Promech Air

Promech Air is a private air taxi service that provides daily scheduled air taxi service between Ketchikan and the southeast Alaska communities of Craig, Klawock, Thorne Bay, and Hollis. This company is also based in Ketchikan with its main base of operations located at 1515 Tongass Avenue in Ketchikan, Alaska. The company's maintenance facility is located at Mile 5 North Tongass in Ketchikan. This company provides service from both downtown Ketchikan and the Ketchikan International Airport. The company also provides van service between the airport and the communities of Hollis and Craig on Prince of Wales Island. A one-way fare

between Ketchikan and Craig costs $121.50 for a non-refundable fare, $234 for a refundable fare, or $135 for a regular fare. From May 1 to June 30, 2012, the company has four flights that depart from the Ketchikan International Airport to Craig/Klawock at 7:30 a.m., 9:30 a.m., 1:15 p.m., and 5:00 p.m. The return flights to Ketchikan depart Craig/Klawock at 8:15 a.m., 10:15 a.m., 2:00 p.m., and 5:45 p.m.

Taquan Air

Taquan Air is a private float plane service that provides scheduled air service between Ketchikan and various southeast Alaska communities including communities on Prince of Wales Island including Craig, Klawock, Coffman Cove, Edna Bay, Point Baker, Thorne Bay, Hollis, Hydaburg, Naukati, Port Protection, and Whale Pass. This company is also based in Ketchikan, located at 4085 Tongass Avenue. A one-way adult fare between Ketchikan and Craig costs $125 and a one-way child/senior fare costs $105.

The company has four schedules—spring (April 1-May 12, 2012); summer (May 13-September 15, 2012); fall (September 16-October 27, 2012); and winter (October 28, 2012-March 9, 2013). In their spring and fall seasons, they operate two schedules. One is Monday through Saturday departing Ketchikan for Craig/Klawock at 8:00 a.m. with a return flight to Ketchikan departing Craig/Klawock at 8:55 a.m. The second schedule is Monday through Friday departing Ketchikan for Craig/Klawock at 3:00 p.m. with a return flight to Ketchikan departing Craig/Klawock at 3:55 p.m. There are two summer schedules. One operates Monday through Saturday departing from Ketchikan for Craig/Klawock at 7:30 a.m. with a return flight to Ketchikan departing Craig/Klawock at 8:25 a.m. The second operates Monday through Friday departing from Ketchikan for Craig/Klawock at 5:00 p.m. and returning to Ketchikan departing Craig/Klawock at 5:55 p.m. There are two winter schedules. One operates Monday through Saturday departing from Ketchikan for Craig/Klawock at 8:00 a.m. with a return flight to Ketchikan departing Craig/Klawock at 8:55 a.m. The second schedule is Monday through Friday departing from Ketchikan for Craig/Klawock at 1:00 p.m. with a return flight to Ketchikan departing Craig/Klawock at 1:55 p.m. The company does not operate on May 28, July 4, September 3, October 8, November 12, November 22,

and December 25, 2012 or on January 1, January 21, or February 18, 2013 due to federal holidays.

Rental Car Companies

Most of the rental car companies in the Craig and Klawock area have rental cars waiting at the Klawock air terminal facility by prior arrangement. Below is a list of rental car companies:

- Hollis Adventure Rental
- Wilderness Car Rentals
- Shaub Ellison Rentals
- Wesley Rentals

PLANNED SERVICES

Hydaburg Transit System

The transit plan for Hydaburg is in the draft stage and the Hydaburg Cooperative Association is still working on some of the details, routes, schedules, and type of vehicle that will meet the needs of the community. Figure III-3 shows the proposed service routes planned for the Hydaburg area. The proposed fixed routes include a round-trip from Hydaburg to Craig/Klawock with service four days a week—Monday, Wednesday, Friday, and Saturday. The round-trip leaves Hydaburg at 10:30 a.m., reaches Klawock at 11:15 a.m./11:30 a.m., reaches Craig at 12:45 p.m./1:15 p.m., reaches Klawock at 2:45 p.m./3:00 p.m., and returns to Hydaburg at 3:45 p.m./4:00 p.m. There are two round-trips between Hydaburg and Hollis with service two days a week—Tuesday and Thursday. The first round-trip leaves Hydaburg at 6:45 a.m., arrives in Hollis in 7:30 a.m., and returns to Hydaburg at 7:45 a.m./8:00 a.m. The second round-trip leaves Hydaburg at5:45 p.m., arrives in Hollis in 6:30 p.m., and returns to Hydaburg at 7:45 p.m./8:00 p.m. In addition to these proposed fixed routes, the Hydaburg transit system will offer transportation within the Hydaburg community on a daily basis. As illustrated in Figure III-3, there is also a future planned service that connects Klawock, Thorne Bay, and Kasaan through a collaboration with other Island providers.

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THORNE BAY

THORNE BAY ROAD

PRINCE OF WALES ISLAND

BIG SALT ROAD

KLAWOCK

CRAIG- KLAWOCK-HOLLIS ROAD

KASAAN

HOLLIS

CRAIG

HIGHWAY

HYDABURG

HYDABURG

IMAGE SOURCE: STATE OF ALASKA GIS DATA

LEGEND

- PRINCE OF WALES ISLAND COMMUNITIES WITHIN INITIAL PROPOSED TRANSIT SERVICE AREA
- PRINCE OF WALES ISLAND COMMUNITIES PROPOSED FUTURE EXTENDED SERVICE AREA
- ROUND TRIP CRAIG-KLAWOCK ROUTE (3 TIMES A WEEK)
- ROUND TRIP HOLLIS ROUTE (FOR FERRY CONNECTION) (TWICE A WEEK: MORNING & EVENING FERRY RUN)
- FUTURE CONNECTING ROUTE THROUGH COLLABORATION WITH OTHER ISLAND PROVIDERS

GRAPHIC SCALE

4 0 2 4

1 inch = 4 miles

RPKA

Rodney P. Kinney Associates, Inc.

CONSULTING ENGINEERS & SURVEYORS

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P.O. BOX 349
HYDABURG, ALASKA 99922
PHONE: (907) 285-3666
FAX: (907) 285-3541

HYDABURG AND PRINCE OF WALES ISLAND TRANSIT PLAN & FEASIBILITY STUDY

PROPOSED SERVICE ROUTES (FIXED ROUTE)

DEVELOPED BY:	AEC
DRAWN BY:	SPK
APPROVED BY:	RPK
DATE:	MAY 03, 2012
SCALE:	1"=4 miles

FIGURE 3

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Ferry Connection to Coffman Cove

The Northend Port Authority and the City of Coffman Cove are planning a round-trip service from Coffman Cove to Wrangell, Petersburg, and Ketchikan. This planned ferry service is scheduled to operate four days a week—Friday, Saturday, Sunday, and Monday.

IDENTIFIED SERVICE GAPS AND DUPLICATIONS

Figure III-4 shows the transportation provider, human service agency, and a taxi cab company that provide some passenger transportation services within/to the Prince of Wales Island. It also includes proposed/planned services. Service gaps include spatial gaps where service is not provided and services limited to a specific market segment. As illustrated in the figure, Prince of Wales Island currently has no general public transportation or publicly supported transportation options. The only transportation services provided are the Southeast Senior Services which are limited to seniors only. The City of Craig—which is the largest town (1,201 persons according to the 2010 Census) on Prince of Wales Island—does not have access to any publicly supported transportation service. This is followed by Thorne Bay (471 persons according to the 2010 Census) which also does not have any general public transportation service. While a significant portion of the population on Prince of Wales Island is not being served, much of the rural portions of the island are sparsely populated, and it would not be feasible to serve 100 percent of the island. The identified gaps in services were used in identifying service improvements for the area. As illustrated in Figure III-4, there are no duplications in services provided.

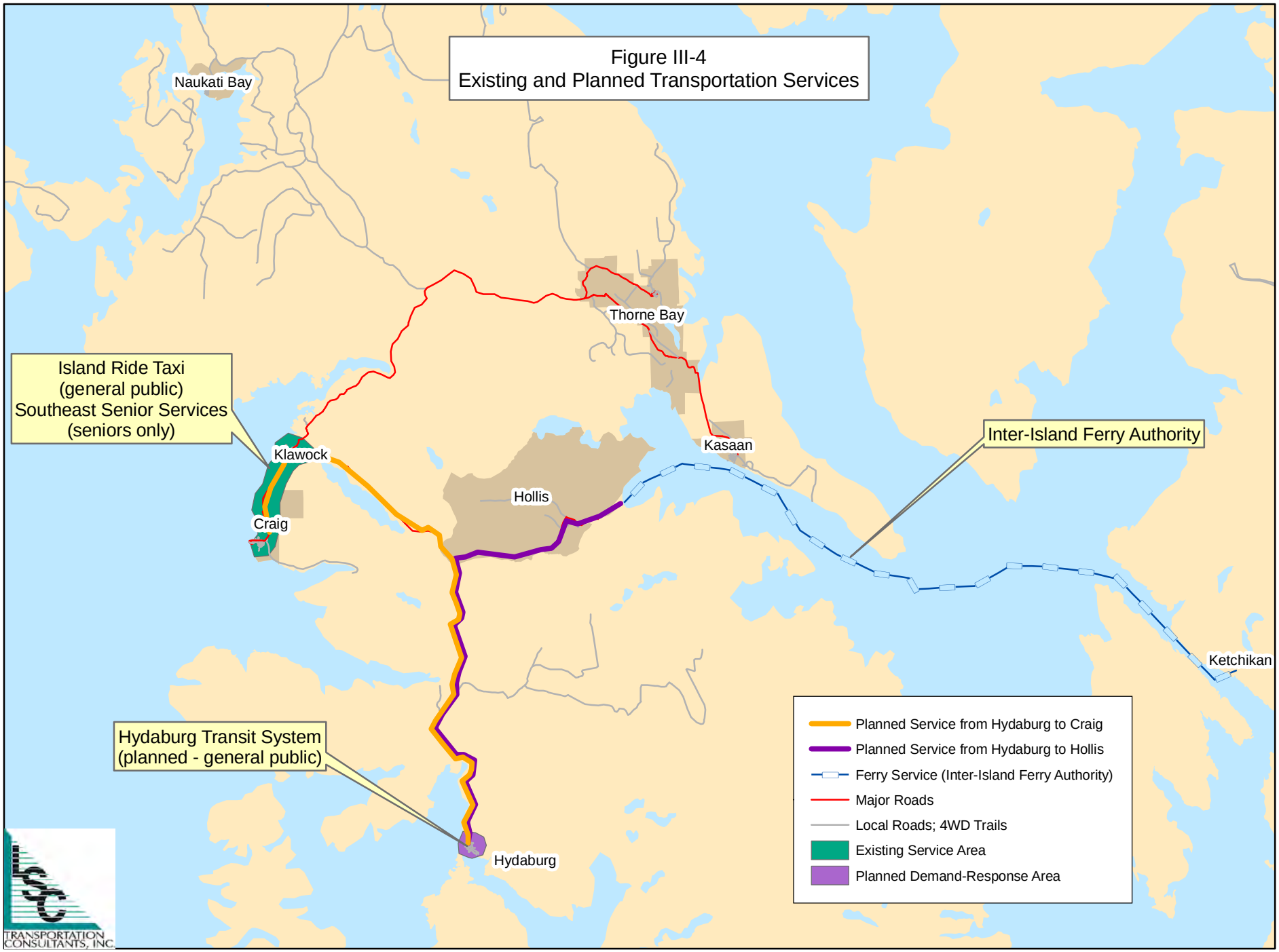
Figure III-4
Existing and Planned Transportation Services
Naukati Bay
Thorne Bay
Island Ride Taxi
(general public)
Southeast Senior Services
(seniors only)
Klawock
Craig
Hollis
Kasaan
Inter-Island Ferry Authority
Ketchikan
Hydaburg Transit System
(planned - general public)
Hydaburg
Planned Service from Hydaburg to Craig
Planned Service from Hydaburg to Hollis
Ferry Service (Inter-Island Ferry Authority)
Major Roads
Local Roads; 4WD Trails
Existing Service Area
Planned Demand-Response Area
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Chapter IV

TRANSPORTATION
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CHAPTER IV

Community Survey

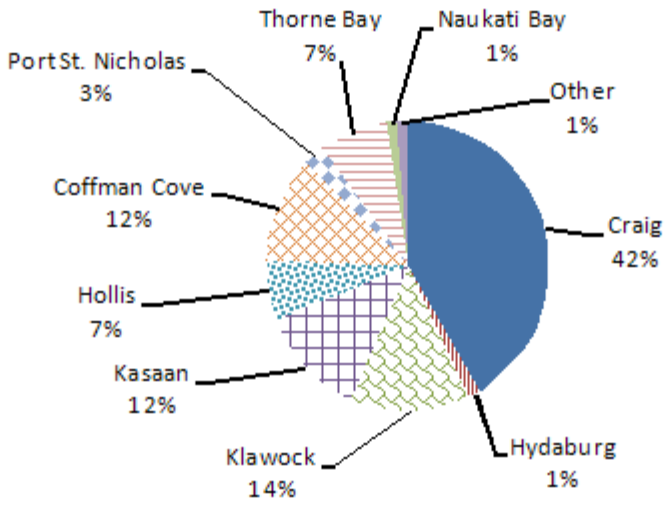
This chapter provides the analysis of data collected through a survey of Prince of Wales Island residents. This survey was distributed by the various stakeholders of this project to their clients, staff, and their contacts, both in paper and electronic formats. The questionnaire was provided in English and is included in Appendix A. A total of 161 usable responses were received in various formats, although not all questions have this number of responses as not everyone answered every question. Information is provided about demographics, travel characteristics and potential use, transportation needs, and new services to be implemented. Responses from the usable questionnaires were entered into a database and an analysis was performed in a spreadsheet program. The responses are summarized in the following sections.

COMMUNITY SURVEY FINDINGS

Community

Respondents were asked to which community they belong on the Prince of Wales Island. Figure IV-1 shows the results. As illustrated, the largest proportion of respondents (42 percent) are from Craig. This was followed by respondents from Klawock and Kasaan with 14 percent and 12 percent of respondents, respectively. Another 12 percent of respondents are from Coffman Cove. Seven percent of respondents are from Thorne Bay, followed by another seven percent of respondents who are from Hollis.

Figure IV-1
To Which Community do You Belong on POW Island?



Demographic Characteristics

There were a number of questions asked to determine demographic characteristics of the Prince of Wales Island community. This includes demographic characteristics such as age, number of people in a household (over 10 years of age), annual household income, automobile, and driver's license availability.

Age

Respondents were asked to report their age as part of the survey. The age cohorts can be seen in Table IV-1. As shown in the table, the largest age cohort includes individuals between 46 and 61 years, representing 39 percent of total respondents. An additional 22 percent reported being between 36 and 45 years. The average age of survey respondents was 48 years. Survey respondents ranged in age from 19 years to 89 years.

Table IV-1 Age of Survey Respondents		
Category	**Number**	**Percent**
Under 18	0	0%
18-24	7	5%
25-35	24	15%
36-45	34	22%
46-61	60	39%
62-75	27	17%
Over 75	3	2%
Source: LSC Community Transportation Survey, 2012.		

Number of People Age 10 Years or Older in a Household

Respondents were asked how many people age 10 years and older are in their household. On average, there are two people (over 10 years) per household. In total, there are 358 people in respondents' households over the age of 10.

Annual Household Income

The annual household income of respondents is shown in Table IV-2. The largest proportion of respondents (24 percent) indicated an annual household income between $50,000 and $74,999. Another 23 percent indicated an annual household income of more than $75,000, followed by 20 percent who indicated an annual household income between $35,000 and $49,000. A total of 15 percent of survey respondents said their household income was less than $15,000 annually. Overall, the survey respondents make up a wide spectrum of earnings, ranging from $15,000 annually to more than $75,000 annually.

Table IV-2 Annual Household Income		
Income Range	**#**	**%**
Less than $7,500 per year	6	5%
$7,500 -$14,999 per year	13	10%
$15,000-$34,999 per year	23	18%
$35,000-$49,999 per year	25	20%
$50,000-$74,999 per year	31	24%
$75,000 or more per year	29	23%
Source: LSC Community Survey, 2012.		

Vehicle Availability and Licensed Drivers

Lack of a private vehicle influences people to use public transportation. This comparison provides an indication of the number of *potential choice riders* compared to those who are *transit-dependent.* Potential choice riders refer to those respondents that live in households with an operating vehicle and a driver's license, and who may choose to use transit.

Figure IV-2 shows the proportion of respondents who are licensed drivers. Licensed drivers made up the majority of respondents, with 89 percent having a license to operate a car.

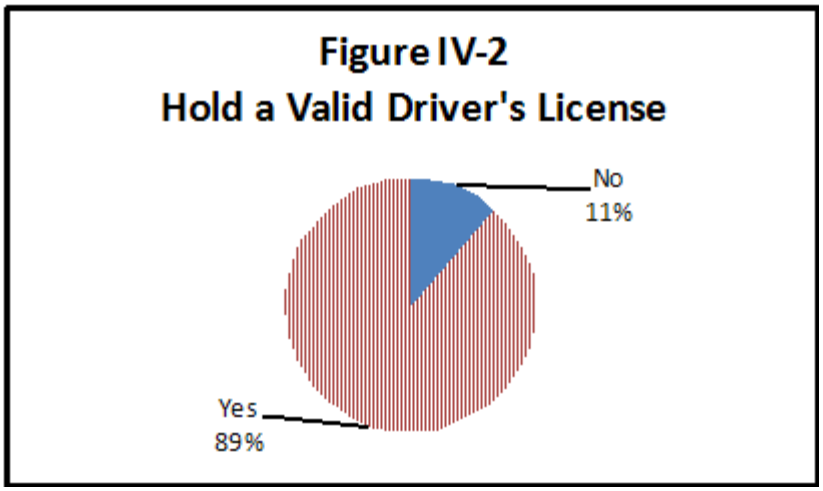


Figure IV-3 shows the proportion of people in a household that do not have a valid driver's license. The largest proportion of respondents (50 percent) indicated that they do not have anyone in their household without a driver's license. Approximately 29 percent and 13 percent of respondents indicated that they have one person and two persons in their household without a driver's license, respectively. According to the respondents of the survey, there are a total of 124 people that live in respondent households that do not have a valid driver's license and may possibly use a public transportation service. On average, there is a total of one person per household that does not have a valid driver's license.

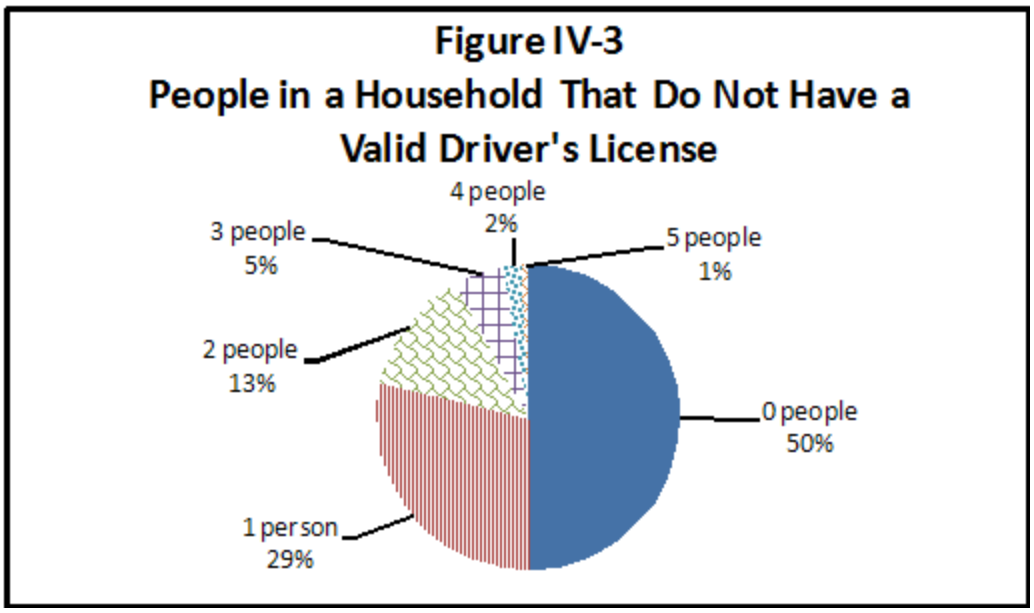
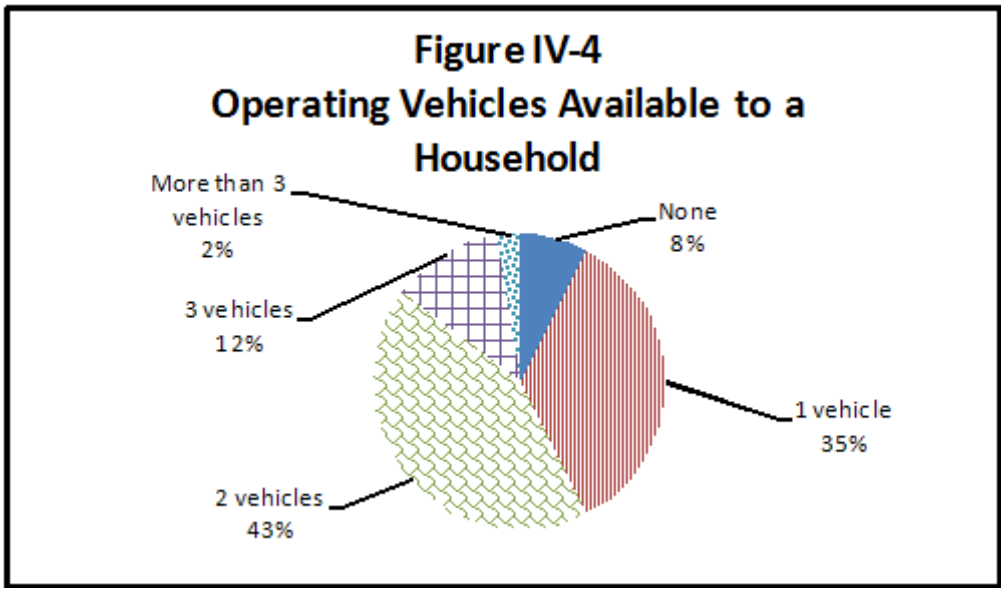


Figure IV-4 shows the proportion of operating vehicles available to a household. Approximately 43 percent of respondents have two operating vehicles in a household and 57 percent are in households with two or more vehicles. Another 35 percent of respondents live in single-vehicle households. Most important to note is that eight percent of households (12 responses) have no operating vehicles available and would potentially use public transportation for their transportation needs.



Residences

Respondents were asked to indicate the nearest intersection to their residences. There were 108 respondents who answered this question. The largest percentage of respondents (34 percent) to this question indicated that their residence was in the Craig area. Another 15 percent of respondents reside in the Klawock area. Approximately 13 percent of respondents indicated that they reside in Coffman Cove. Twelve percent of respondents indicated that they reside in Thorne Bay followed by another 12 percent of respondents who indicated that they reside in Kasaan and six percent of respondents who indicated that they reside in Hollis. The two largest percentages of respondents were from Craig followed by Klawock. As expected, the two largest percentages of respondents to this question were consistent with the two largest responses on which communities respondents belong to on Prince of Wales Island.

Travel Disabilities

Respondents were asked if they or a member of their household who needed transportation had a disability, health concern, or other issues that made travel difficult. Approximately 11 percent of respondents reported that they or a member of their household had a disability which limited their ability to travel. Wheelchair, need for a cane to walk, cannot drive due to medical conditions, blindness, or old age were reported by some respondents to specify the types of issues that made transportation difficult.

Travel Characteristics and Potential Use

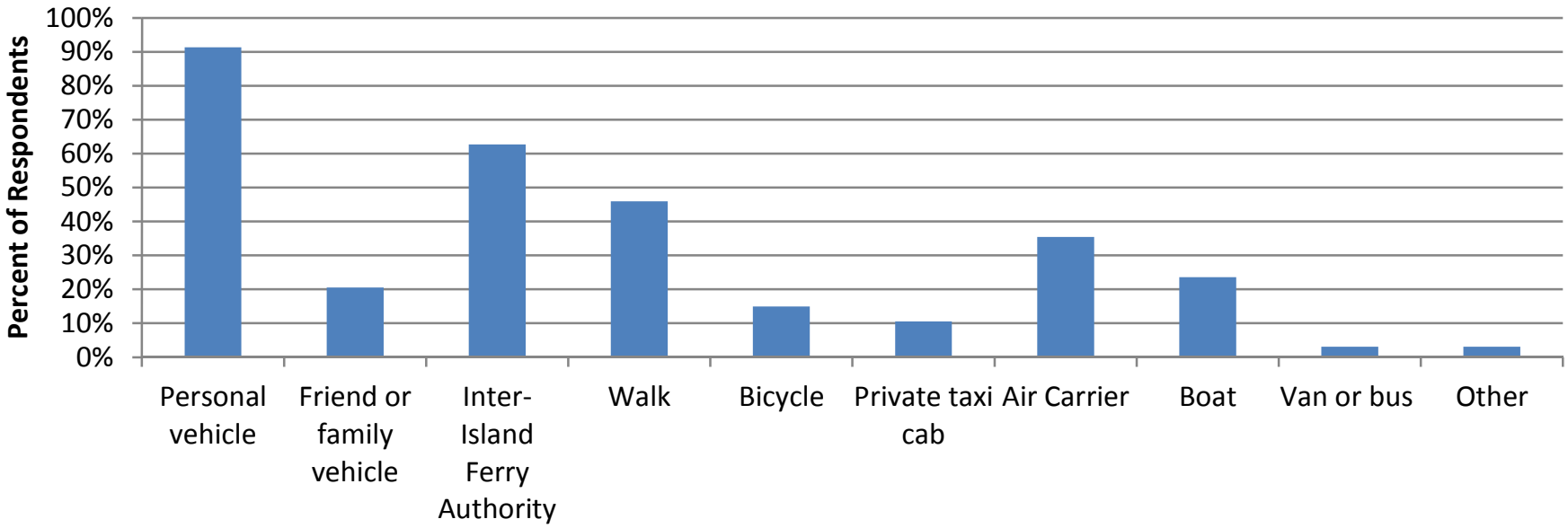
This section of the chapter examines respondents' current travel characteristics and their potential use of a transportation service in the Prince of Wales Island area.

Types of Transportation Used

Respondents were asked the types of transportation their household uses—the Inter-Island Ferry Authority; air carrier; boat; walking; using a bicycle; a personal vehicle such as a car, pick-up, or SUV; using a friend or a family vehicle; private taxi cab; van or a bus provided by a service agency; or other types of transportation. Respondents were allowed to select multiple responses to explain the

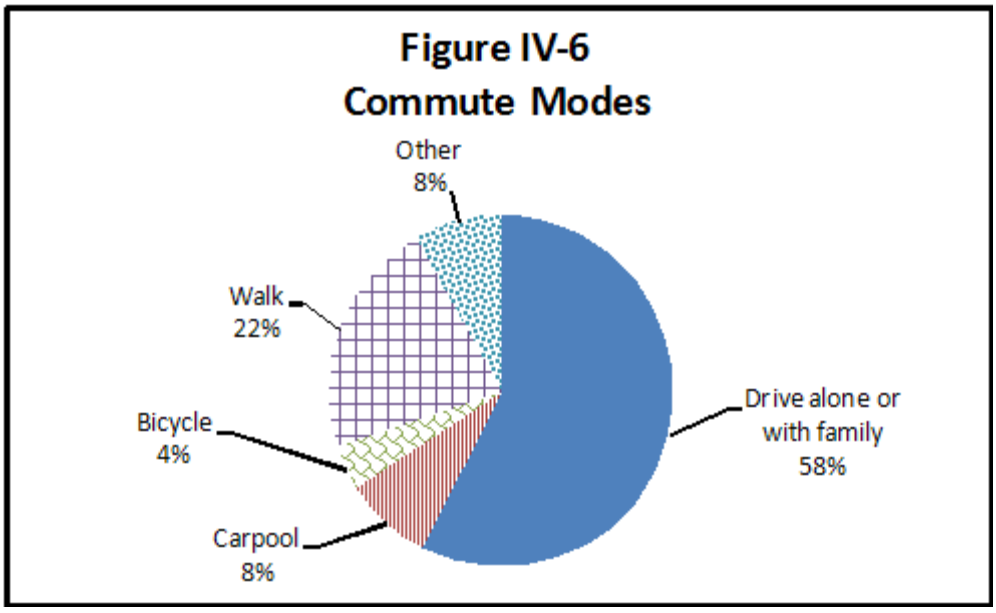
types of transportation currently used by their household. The types of transportation used are shown in Figure IV-5. Approximately 91 percent of respondents reported that they use a private vehicle. Approximately 63 percent of respondents indicated that they use the Inter-Island Ferry Authority as their means of transportation. Forty-six percent of respondents indicated that walking was their means of transportation. Thirty-five percent respondents said they use an air carrier. Twenty-four percent of respondents indicated that they use a boat, and 20 percent indicated that they used a friend or a family vehicle as their means of transportation. Only three percent (five respondents) reported using a van or a bus provided by a service agency as their means of transportation, reflecting the limited services available.

Figure IV-5
Types of Transportation Used



Commute Modes

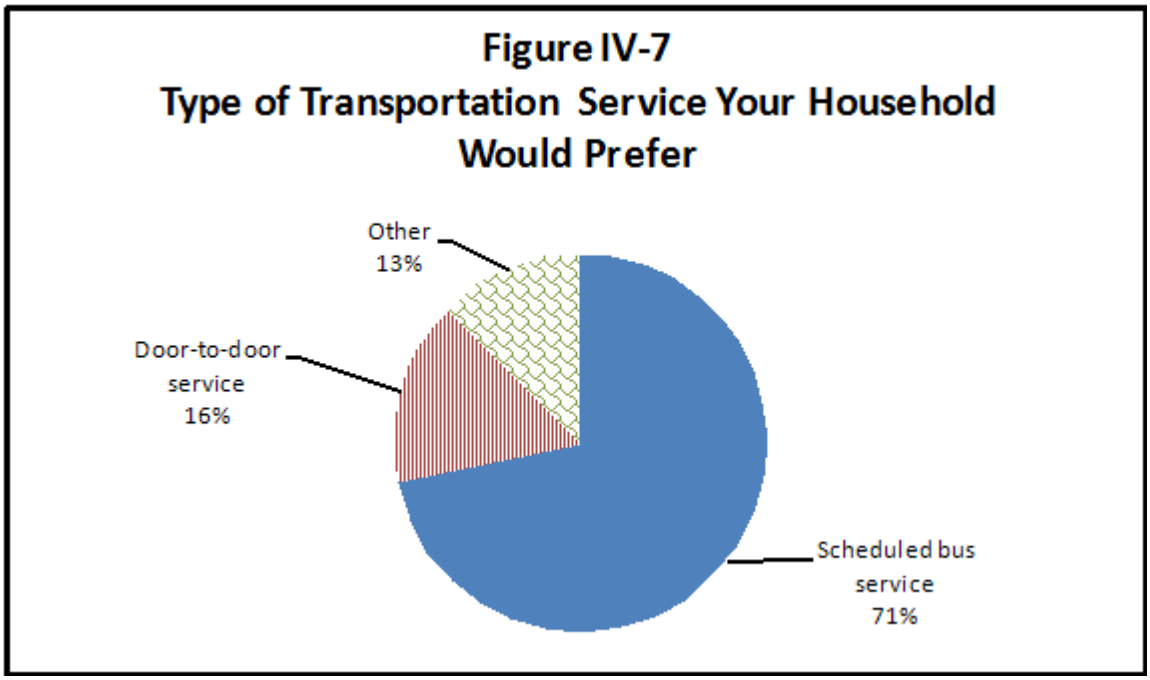
Respondents were asked if they or a another member of their household work outside the home and what modes of transportation they currently use to get to work. Respondents were allowed to select multiple responses to explain their travel modes to work. The results of this information are presented in Figure IV-6. Approximately 58 percent of respondents drive alone or with family to work. Approximately 22 percent of respondents indicated that they walk to work. Eight percent of respondents indicated that they carpool to work, and another eight percent indicated using "other" modes of transportation such as a boat or a taxi cab.



Type of Public Transportation

The survey asked respondents the type of transportation that their household would prefer. Figure IV-7 presents this information. Approximately 71 percent of respondents would prefer scheduled bus service. This is followed by 16 percent of respondents who preferred door-to-door service. The remaining 13 percent selected "other" types of transportation services because some of the respondents wanted to make sure that they would be able to use a mode of transportation that accommodates both scheduled and door-to-door types of transportation service. Among the respondents who selected "other" types of transportation, there were

four respondents who said they would not need any type of transportation service because they had their own personal vehicle.



Destinations

Respondents were given an opportunity to list three destinations and the community in which they would need transportation most frequently. Many of the responses were vague and simply reported that they need to get to these destinations for "work," "shopping," and "grocery." These data were separated into destinations/communities and the top locations were identified. The top locations, listed below, are some of the destinations/communities to which respondents or members of their household need transportation.

- Inter-Island Ferry Authority – 22 responses
- Alaska Commercial (AC) Thompson House – 17 responses
- SEARHC – 16 responses
- Grocery Store – 15 responses. Some listed that they need service to a grocery store in Craig, Klawock, and Thorne Bay.
- Craig – 13 responses
- Klawock – 13 responses
- Alicia Roberts Medical Center (ARMC) – 13 responses

- Airport – 6 responses
- Ketchikan – 6 responses

Travel Patterns

Travel patterns were determined using information about the communities to which respondents belong on Prince of Wales Island and destinations/communities to which they or a member of their household need transportation most frequently. Figure IV-8 shows the results. Travel patterns are an important determining factor in the type and amount of service a corridor should receive. This information is important to route level planning across a geographical area.

Figure IV-8 shows the origin-desired destination travel patterns at a community level. As shown in the figure, the major travel desire is between Craig and Klawock (62 trips). This is followed by travel desire between Craig and Hollis (22 trips). Other travel desire patterns are seen between Craig and Kasaan (16 trips), Craig and Thorne Bay (15 trips), and Craig and Coffman Cove (15 trips). The figure also shows dots at the centroid of the Craig and Klawock communities which vary by size reflecting travel within the community.

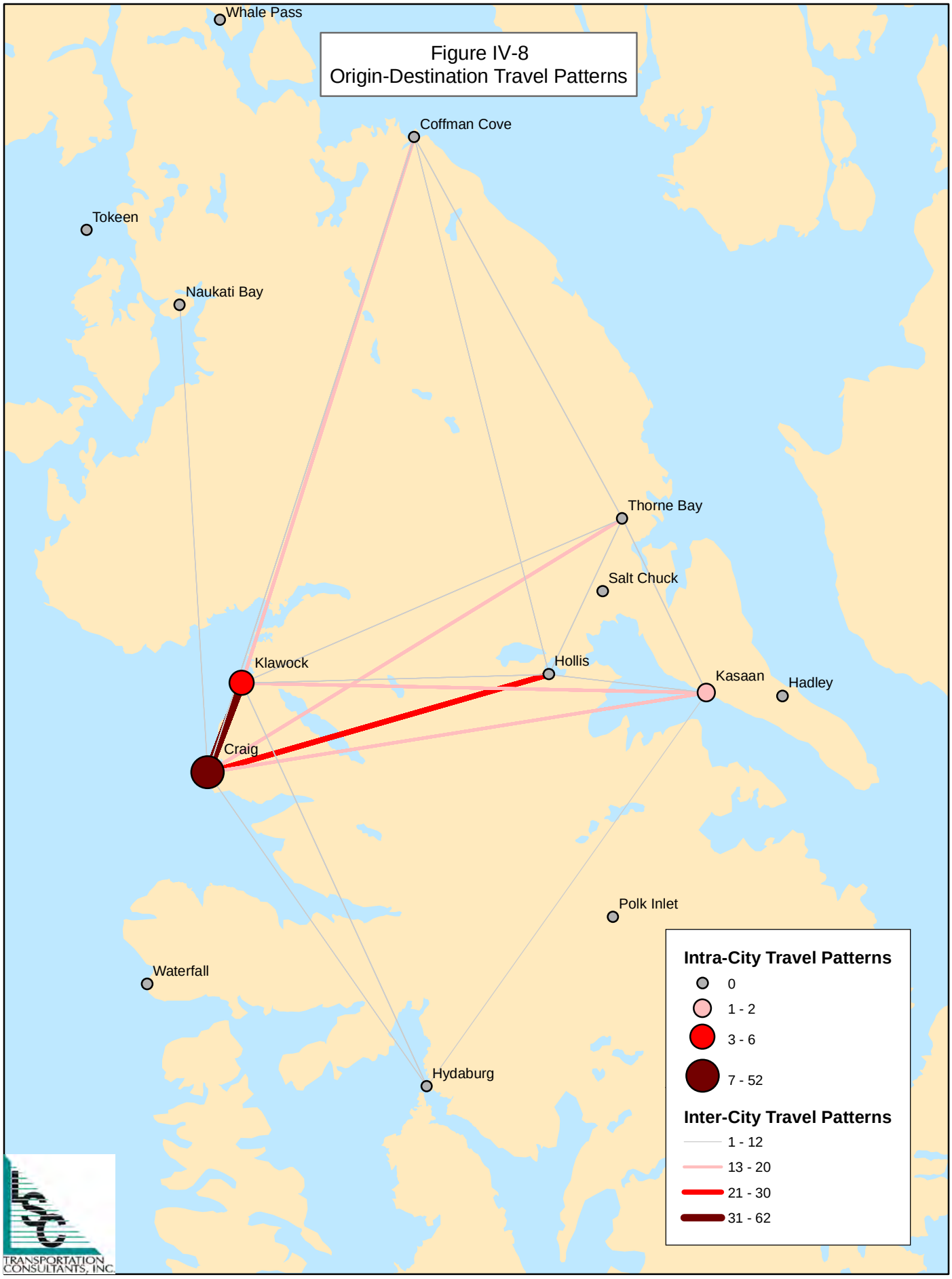


Figure IV-8
Origin-Destination Travel Patterns
Whale Pass
Coffman Cove
Tokeen
Naukati Bay
Thorne Bay
Salt Chuck
Klawock
Hollis
Kasaan
Hadley
Craig
Polk Inlet
Waterfall
Hydaburg
Intra-City Travel Patterns
0
1 - 2
3 - 6
7 - 52
Inter-City Travel Patterns
1 - 12
13 - 20
21 - 30
31 - 62
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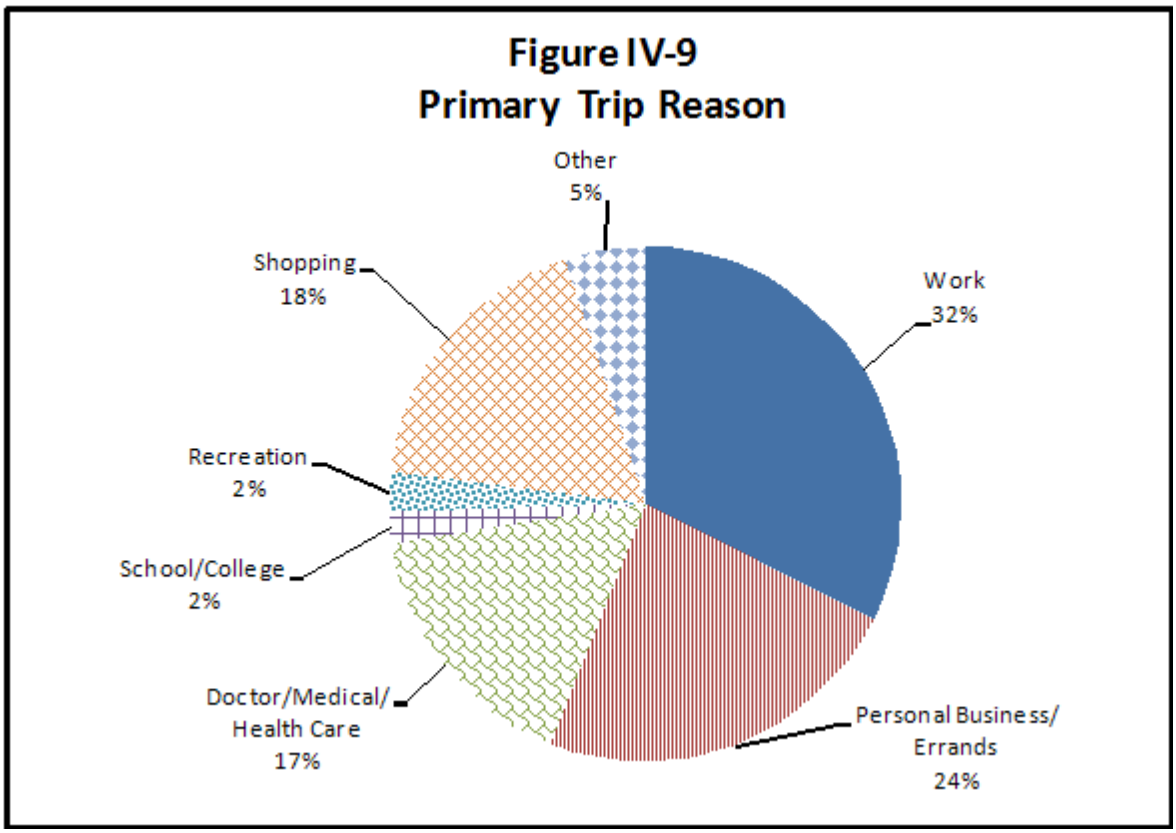
Primary Trip Reason

Respondents were also asked to indicate what would be the primary reason for needing public transportation to that community. Primary trip reasons are shown in Figure IV-9. The primary trip reason (32 percent) was to and from work. The second most common reason (24 percent) was for personal business/errands purposes. This was followed by shopping trips (18 percent) and doctor/medical/ health care trips (17 percent).

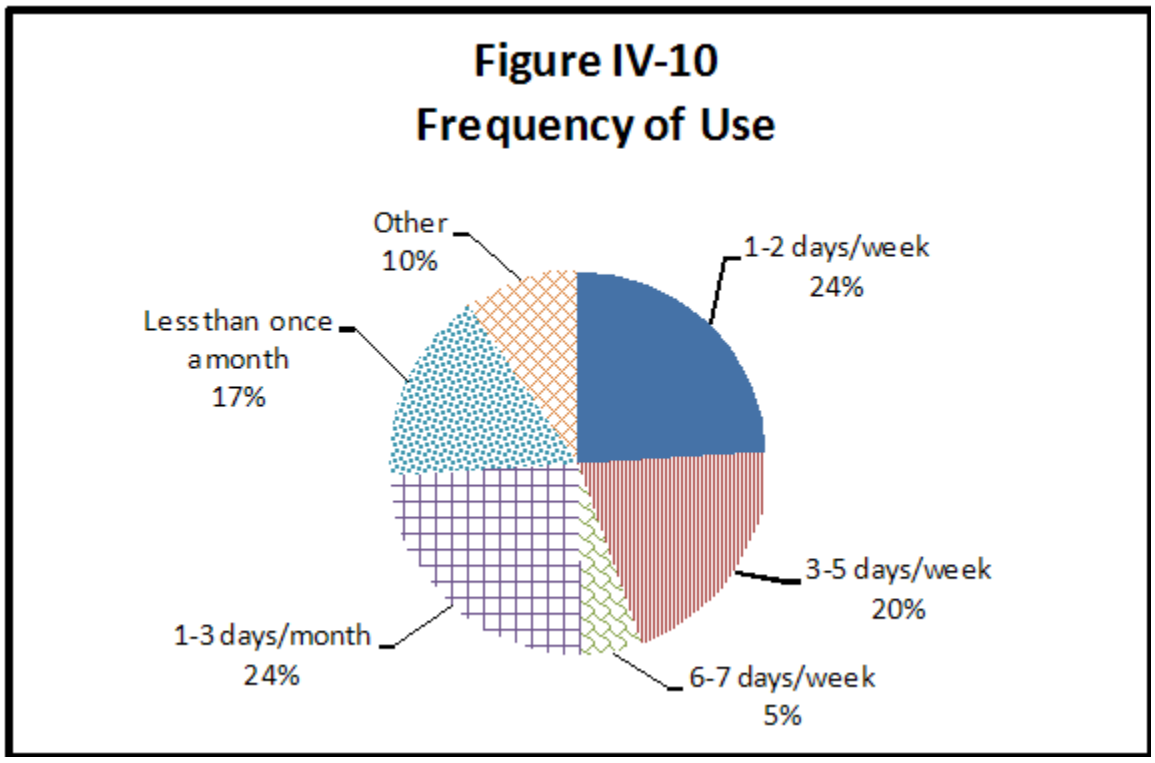
Figure IV-9
Primary Trip Reason



Frequency of Use

Respondents were asked to report how often they would use such a service. Figure IV-10 shows the information. Approximately 24 percent of respondents indicated that they would use such a service one to two days a week. Another 24 percent indicated that they would use a service one to three days a month. Another 20 percent indicated that they would use a service three to five days a week. Approximately 50 percent of respondents indicated that they would be a frequent rider using such a service one to seven days a week. The average response for this question was that users would ride such a service two days per week. The results

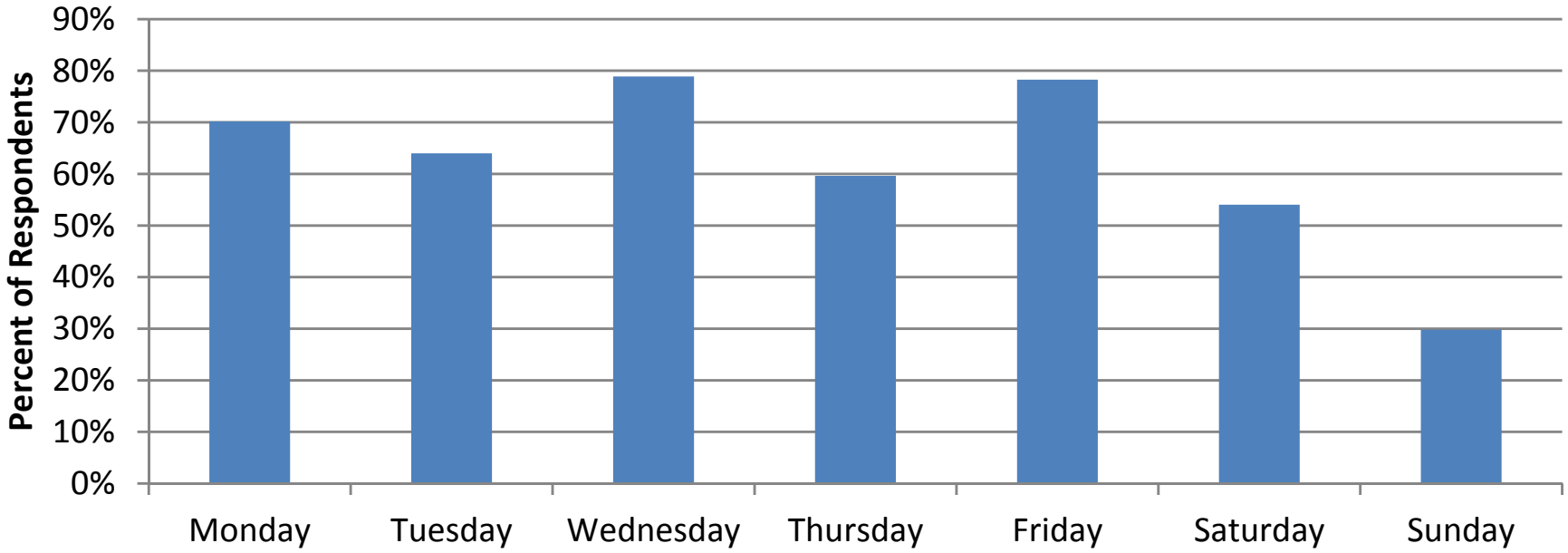
of this question were spread out fairly evenly between frequent and non-frequent riders.



Days of the Week Use

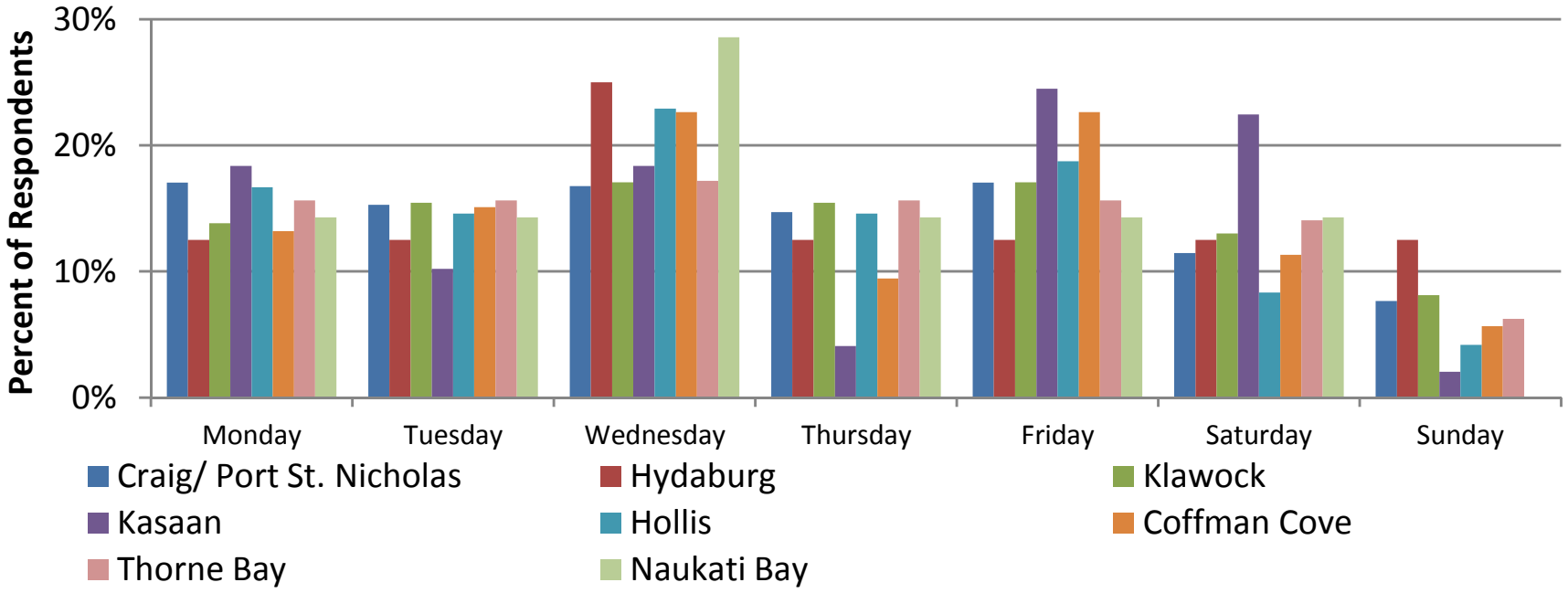
Respondents were asked to specify the days of the week they preferred for such a service. Respondents were given a chance to select multiple responses. Figure IV-11 presents the responses on the days of the week people would use such a service. As illustrated, Wednesday and Friday were the two days of the week with the highest percentage of respondents at 79 percent and 78 percent, respectively. This was followed by Monday with 70 percent of respondents. Tuesday and Thursday had 64 percent and 60 percent of respondents, respectively. The proportion of responses on Saturday was lower at 54 percent. The proportion of responses on Sunday was still lower at 30 percent. The overall results thus indicate that the days of operation should be Monday through Friday, with service especially on Wednesday and Friday with the demand for such a service lower on Saturday and still lower on Sunday.

Figure IV-11
Need by Day of the Week



To get a clear picture of the days of operation a proposed transit service should be in each community, a cross tabulation was done between the days of the week and the community to which each respondent belongs on Prince of Wales Island. The results are shown in Figure IV-12. As illustrated, in Craig/Port St. Nicholas the days of operation should be Monday through Friday with the demand for such a service lower on Saturday and still lower on Sunday. In Hydaburg, the need for transportation is higher on Wednesday and lower on the other days of the week including Saturday and Sunday. In Klawock, the need for transportation is greatest Monday through Friday with the need slightly lower on Saturday and much lower on Sunday. In Kasaan, the highest need for transportation is on Friday and Saturday, followed by the need for transportation on Monday through Wednesday. In Hollis, the need for transportation is greatest Monday through Friday, especially on Wednesday. In Coffman Cove, the need for transportation is highest on Wednesday and Friday followed by the need for transportation on Monday and Tuesday. In Thorne Bay, the need for transportation is highest Monday through Friday with demand lower on Saturday. In Naukati Bay, the need for transportation is higher on Wednesday followed by the other weekdays (Monday through Friday).

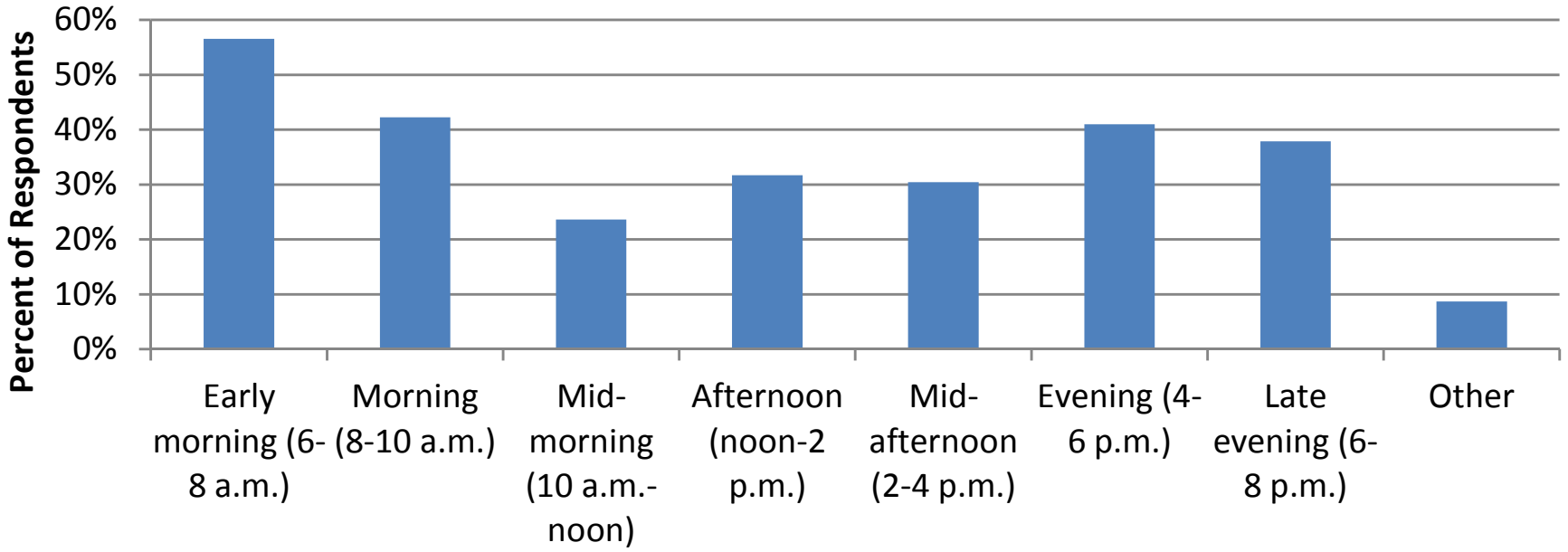
Figure IV-12
Need by Day of the Week by Community



Hours of Use

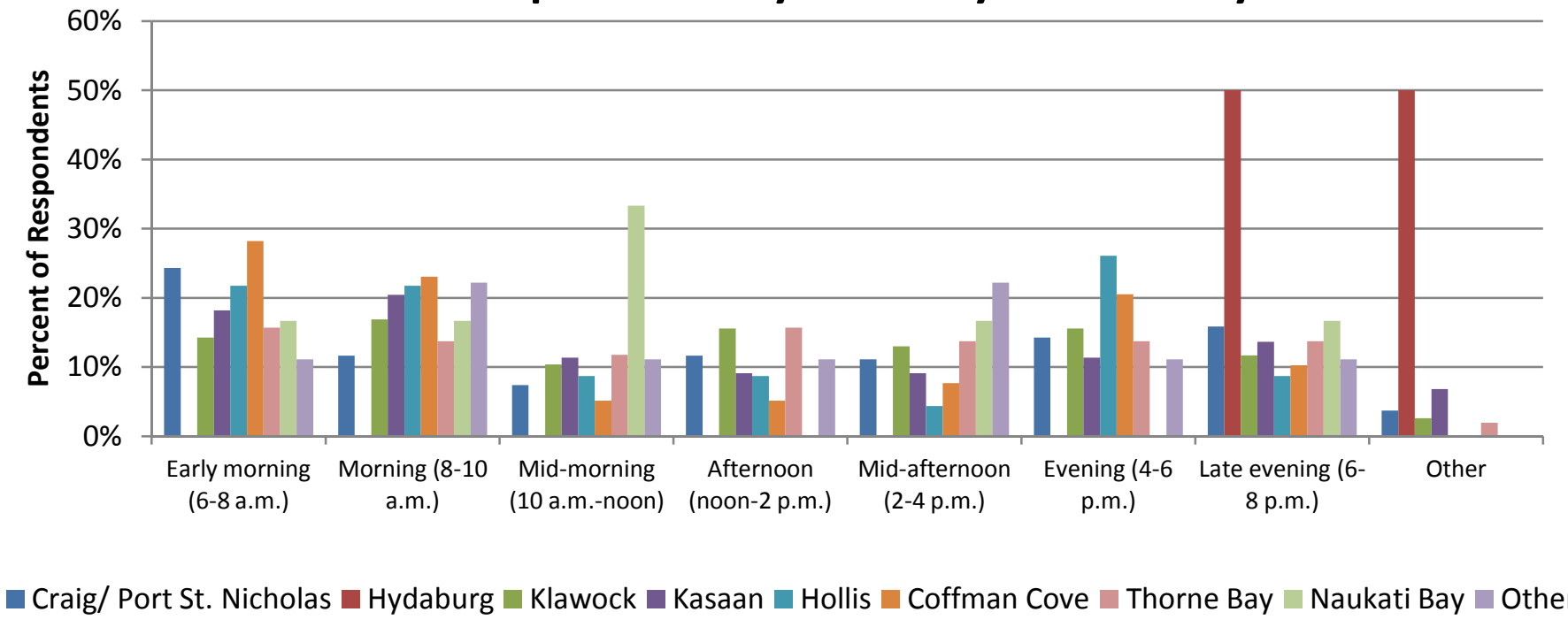
Respondents were given the chance to report in two-hour time periods the hours of service they desire. Respondents were allowed to select multiple responses. If the options given in the survey—which ranged from 6:00 a.m. to 8:00 p.m.—did not meet the hours of transportation that they preferred, they were also allowed to specify other hours of transportation. The results of this information are shown in Figure IV-13. As seen in the figure, the largest responses were seen during the early morning from 6:00 to 8:00 a.m. (57 percent of respondents). This was followed by morning hours from 8:00 to 10:00 a.m. (42 percent of respondents) and evening hours from 4:00 to 6:00 p.m. (41 percent of respondents). Approximately 32 percent of respondents indicated that the hours of transportation should be in the afternoon between noon and 2:00 p.m. Thus the results show a high level of demand throughout the day (6:00 a.m. to 6:00 p.m.), especially during the peak hours between 6:00 and 10:00 a.m. and between 4:00 and 6:00 p.m. The level of demand tapers after 8:00 p.m. Approximately nine percent of responses indicated "other" hours of transportation. Most of these responses suggested scheduled service connections to the ferry, and some suggested all-day service (24 hours a day).

Figure IV-13
Need for Transportation by Hours



To get a clear picture of what the hours of operation a proposed transit service should be in each community, a cross tabulation was done between the hours of operation and communities to which respondents belong. The results are shown in Figure IV-14. As illustrated, in Craig, the early morning hours (6:00 to 8:00 a.m.) followed by late evening hours (6:00 to 8:00 p.m.) showed a high level of demand. The hours of transportation needed in Craig/Port St. Nicholas are consistent with the need to connect with the Hollis Ferry that departs at 8:00 a.m. and returns at 6:30 p.m. In Hydaburg, late evening (6:00 to 8:00 p.m.) show the highest level of demand for transportation. In Klawock, the morning hours (8:00 to 10:00 a.m.) and the evening hours (4:00 to 6:00 p.m.) show a high level of demand followed by the other hours in the day (6:00 to 8:00 a.m.; 10 a.m. to 4:00 p.m.). In Kasaan, the morning hours (8:00 to 10:00 a.m.) followed by the early morning hours (6:00 to 8:00 a.m.) show a high level of demand for transportation. In Hollis, the hours of transportation that show a high level of demand are in the evening (4:00 to 6:00 p.m.) followed by the morning hours (6:00 to 10:00 a.m.). In Coffman Cove, the early morning hours (6:00 to 8:00 a.m.) followed by the morning hours (8:00 to 10:00 a.m.) and evening hours (4:00 to 6:00 p.m.) have a high level of demand. In Naukati Bay, mid-morning (10:00 a.m. to noon) had a high level of demand followed by morning (6:00 to 10:00 a.m.), mid-afternoon (2:00 to 4:00 p.m.), and late evening (6:00 to 8:00 p.m.).

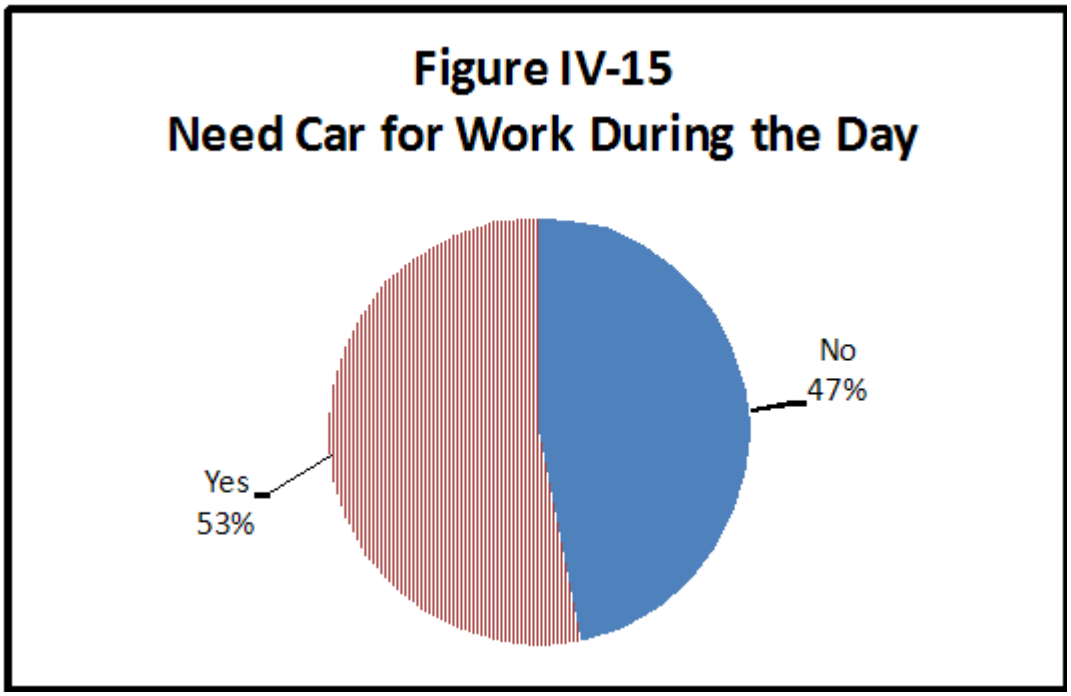
Figure IV-14
Need for Transportation by Hours by Community

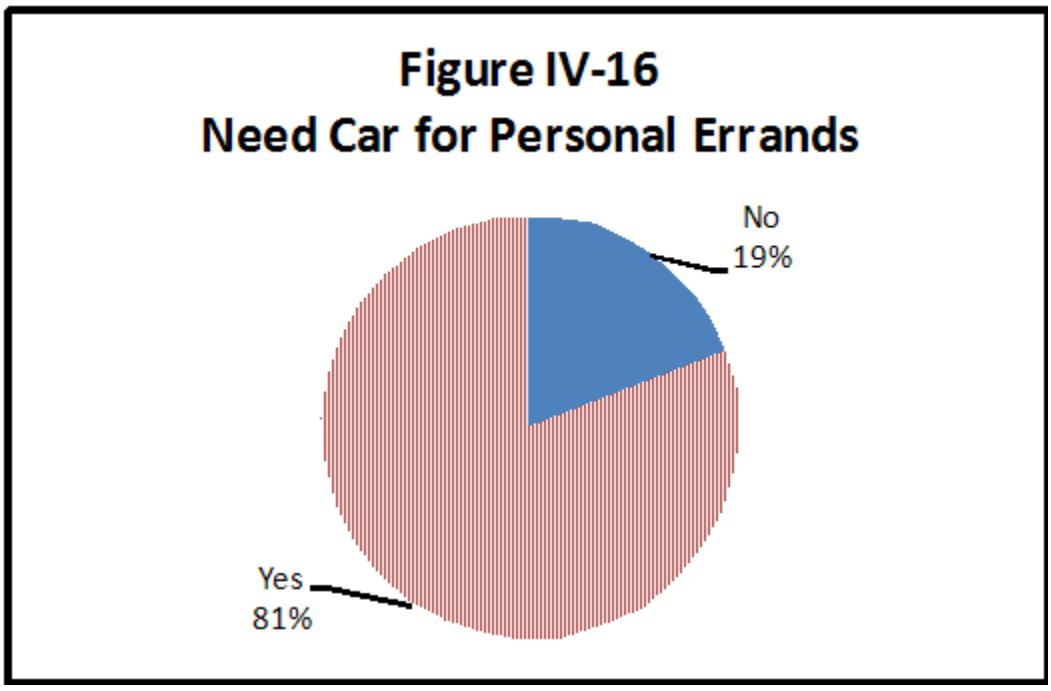


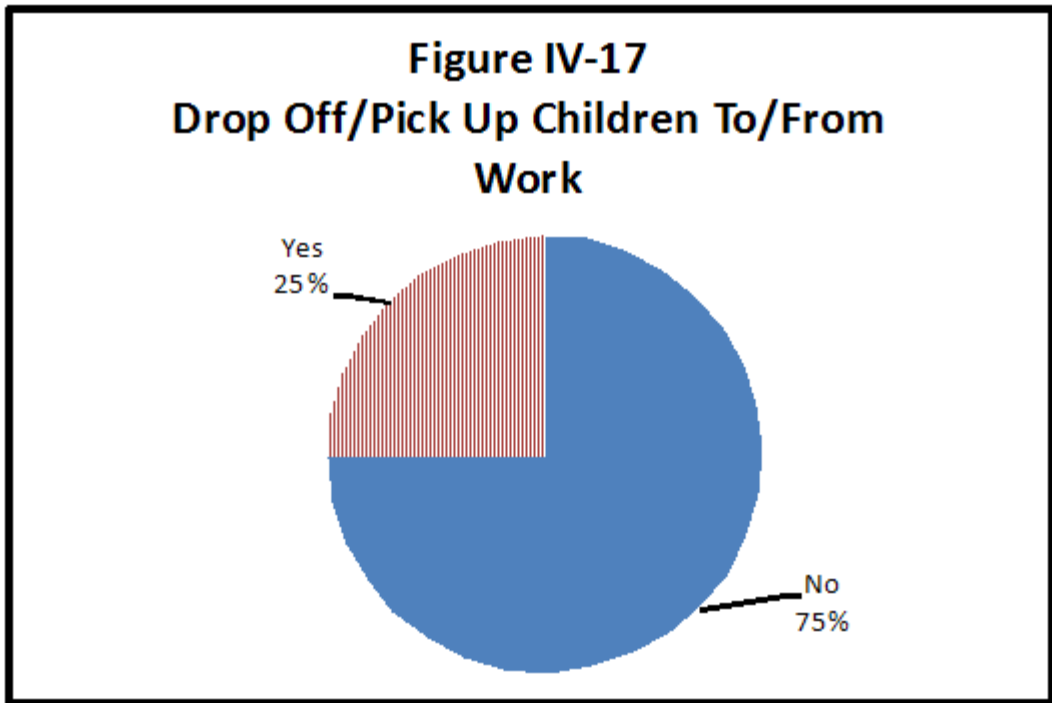
Personal Vehicle Use

To determine the feasibility of providing a transit system in the Prince of Wales Island area, the survey asked respondents to indicate whether they needed to use their car during the day for various purposes including for work, personal errands, and to drop off/pick up children on the way to and from work.

Figure IV-15 shows the responses received for those who needed their car for work during the day. Approximately 53 percent of respondents indicated that they needed their car for work during the day. Respondents were also asked if they needed their cars for personal errands during the day. Figure IV-16 shows the responses. A large majority (81 percent) indicated that they would need their personal car for errands during the day. Finally, a small proportion of 25 percent indicated that they need their car to either pick up or drop off children on their way to or from work, as shown in Figure IV-17.







Potential Riders of a Transit System

To determine potential riders who would use a transit system if available in the Prince of Wales Island area, a multi-step analysis was done. Respondents were first asked if they needed a car for work during the day—70 out of the 161 respondents responded that they would not need a car for work during the day.

The next question asked respondents whether they would need their car for personal errands during the day. Out of the 70 respondents who indicated they would not need a car for work during the day, 25 respondents indicated they would not need a car for personal errands. Finally, respondents were asked if they needed their car to drop off or pick up children to and from work. Based on the responses, about 18 respondents out of the total 161 responses were then determined to be potential riders who would regularly use a transit system in the Prince of Wales Island area. This indicates that 11 percent of the total number of respondents could do without their cars while at work, reflecting potential riders who would use the transit system in the Prince of Wales Island area.

New Services to Be Implemented

Respondents were asked to recommend new services that should be implemented. The actual comments on new services by community are included in Appendix B. In Craig, most of the comments suggested a bus service to/from the ferry. Some also suggested trips between Craig and Klawock. There were some comments that suggested having specific stops in Craig such as downtown, the grocery store, and the totem pole. In Klawock, most of the comments suggested service between Craig and Klawock. They also suggested a shuttle service to meet the ferry in Hollis with a pick-up location in Klawock. In Kasaan, the comments suggested service to the ferry, service to Craig, and service as needed to the medical center in Klawock. In Hollis, the comments suggested service from Hollis to Craig and Klawock. In Coffman Cove, the comments suggested service to Hollis via Klawock. In Port St. Nicholas, the comments suggested service to Hollis and service from Hollis to Craig. In Thorne Bay, the comments suggested service to/from Hollis, Craig, and Klawock. In Naukati Bay, the comments suggested service to the ferry in Hollis and service to Craig.

Additional Comments

Respondents were given the opportunity to include additional comments about the service they would like to see. The actual comments are included in Appendix C. In general, people reported that such a transportation service is greatly needed. Some suggested the importance of a bus service to connect with the ferry service.

Chapter V

TRANSPORTATION
CONSULTANTS, INC.

CHAPTER V
Coordination Overview

Coordination is a technique for better resource management in which improved organization strategies are applied to achieve greater cost-effectiveness in service delivery. Coordination is about shared power, which means shared responsibility, shared management, and shared funding.

Coordination of transportation services is best seen as a process in which two or more organizations interact to jointly accomplish their transportation objectives. Coordination is like many other political processes in that it involves power and control over resources, and coordination can be subject to the usual kinds of political problems and pressures, such as competing personalities and changing environments.

Coordination can be used to improve transportation system performance by eliminating duplicate efforts and improving the efficiency of transportation operations. Coordinating transportation means doing better with existing resources. It requires working together with people from different agencies and backgrounds. Coordination has been said to be the best way to stretch scarce resources and improve mobility for everyone.

The fundamental goals of coordinated transportation systems are to increase the number of people served and the number of rides provided with existing resources. Coordination achieves these goals through better resource management.

HISTORY OF COORDINATION

The concept of coordination has been promoted since the late 1960s; however, it was not until recently that a real push for coordination, emphasized at the federal level, has been observed. More and more communities are realizing the scarcity of resources (fuel, vehicles, drivers, and funding) and that the cost-effective and efficient delivery of services is vital if local communities are to continue to ensure

access to vital human services, employment, recreation, and other opportunities and needs. Coordination should be looked at as a step-wise effort. It takes a firm understanding of local needs and resources to develop a plan that, in the end, increases the mobility of residents.

Levels of Coordination

There are varying levels of coordination across a broad spectrum of operating scenarios. Levels can range from very low levels of coordination, such as sharing rides on several different vehicles, to extreme levels such as shared vehicles, shared maintenance, a brokerage established for all agencies, and others. It is important that the stakeholders understand that coordination of services generally may take some time and effort on the part of the local human service agencies and providers, especially given that several different government and tribal affiliations are involved.

Coordination has been interpreted as everything from telephone conversations to transfer of vehicle ownership. There are four different phases or levels of coordination with regard to the shared use and efficient operation of equipment and facilities. These levels are defined below:

a. **Communication** involves recognition and understanding of a problem and discussion of possible solutions. This improves the working relationships among various organizations that are in a position to influence transportation developments within their particular jurisdiction.
b. **Cooperation** involves the active working together of individuals in some loose association in a cooperative way. The individuals or individual agencies retain their separate identities.
c. **Coordination** involves bringing together independent agencies to act together in a concerted way to provide for a smooth interaction of separate units of a transportation system. In coordination, the primary concern is in regard to common funds, equipment, facilities, or operations. Members or agencies preserve their separate identities.
d. **Consolidation** involves joining together or merging agencies for mutual advantage. In the case of transportation services, consolidation is used in reference to a fully integrated transportation system in which the individual entities have been combined or consolidated into one integrated public transportation system. Individual agency identity for the purpose of transportation is no longer maintained.

Consolidation of resources is one which is not likely to be done in most communities. It requires all agencies and providers to fall under one authority and it is difficult to obtain complete consensus for operations. However, the first three elements represent plausible ways to integrate services in a given area. Locally, there is already coordination among providers occurring, representing the beginnings of a coordinated effort. These groups working together are the definition of *communication* and *cooperation.* The goal is to build on that communication and cooperation among providers to determine if *coordination* is a viable option. One of the greatest barriers to coordination is that the key stakeholders are not present or choose not to participate when planning of coordinated services is being done. However, in this case the largest providers of transportation—such as the Inter-Island Ferry Authority, Southeast Senior Services, and the local stakeholders such as the Craig Tribal Association and the Organized Village of Kasaan, along with the City of Craig, City of Coffman Cove, and the US Forest Service—have expressed great interest in this effort.

Resource Management

The first set of resource management objectives, targeted on greater efficiencies, focuses on reducing duplication and fragmentation in operating, administering, and funding transportation services. Specific strategies for achieving these objectives include ***reducing*** the following:

- Operating and administrative salaries;
- Capital costs on vehicles and other equipment; and
- Other operating costs such as maintenance, fuel, and insurance.

The second set of resource management objectives—targeted on more productive or effective services—focuses on improving acceptability, accessibility, adaptability, affordability, and availability of transportation services within the area. Specific strategies for achieving these objectives include ***increasing*** the following:

- Days and hours of service;
- Service area;
- The different kinds of persons and trip purposes served;
- The accessibility of vehicles and facilities for people with special needs;

- Public information concerning services; and
- Funding available to help pay the cost of the service.

COMMON COORDINATION STRATEGIES

The following section details the different types of strategies that could be implemented for the study area and reviews the benefits and implementation steps for each strategy.

Joint Procurement

Joint procurement (or bulk purchase) is a cost-effective approach to increasing purchasing power. Joint maintenance and fuel purchase is being more widely used across the country, especially given the rising costs of parts and fuel. Shared maintenance can be done quite easily between agencies in a given locale. Insurance pooling is likely the most difficult joint procurement possibility.

Benefits

- Individual agency capital outlay will be reduced.
- An economy of scale in purchases will be created, thereby reducing the overall operational cost per agency.
- With a decrease in capital and maintenance costs, an agency may be able to shift funding from maintenance and capital to service hours, thereby increasing the level of service or operations of the transit system within the region.

Implementation Steps

- The agencies need to meet to develop a basic understanding of how the procurement process will work.
- Memoranda of Understanding (MOUs) should be developed and agreed upon.

Shared Vehicle Storage and Maintenance Facilities

There appears to be a high level of plausibility for the coordination of storage space and maintenance facilities in several of the areas. These areas can be designated based on community boundaries. Shared storage, especially if and when vehicles are stored outside, can aid in reducing engine wear during cold weather startup. Obviously, if a provider is conducting its own maintenance on vehicles, it can likely share maintenance costs with another local provider.

Benefits

- Maintenance costs will be reduced, resulting in additional funds available for operations.
- Lost time due to vehicles not starting in cold weather will be reduced, thereby improving the overall performance of the transit service.
- Sharing a facility or building a facility together increases the amount of local match, thereby increasing the level of FTA funding to the region.

Implementation Steps

- The agencies need to meet to identify the best existing facility among the coordinated agencies or the best location for a shared facility.
- The facility should be centrally located to reduce the possible deadhead time.
- The amount of space that each agency will get in the facility should be designated based on each agency's funding participation for the facility.
- A grant will need to be developed to purchase or upgrade the facility.

Joint Grant Applications

The transit providers/potential transit providers and human service providers in the region should work together to coordinate grant submissions. Grants should be coordinated so that duplication of requests is minimized. This will look more favorable to FTA and grant reviewers.

Benefits

- The amount of time that each agency needs to spend in developing a grant on their own will be reduced.
- The agencies are able to use each other's knowledge in developing a grant.
- There is a greater likelihood of funding received if the applications show coordination among providers.

Implementation Steps

- The agencies should review their needs and create a list of capital and operational requirements.
- The agencies should itemize their lists and determine a priority of needs.
- The grant should be developed based on the priority lists.
- The grant should be approved by each of the agencies' boards/councils, along with approval of any local match funding.
- The agencies should ensure each grant references the additional agencies/ providers grants for the corridor.

Joint Training Programs

Joint training programs between agencies—in everything from preventative maintenance to safe wheelchair tiedown procedures—can lead to more highly skilled employees. Joint training can also lead to reduced training costs with agencies that each possess a specialized trainer who can be responsible for one or more disciplines. For example, one agency could provide Passenger Assistance Training (PATS), one agency could specialize in preventative maintenance training, etc. The agencies could also purchase special training from reputable organizations/companies and allow other agencies' employees to attend. Training costs should be shared among the agencies.

Benefits

- Each agency's training budget will be reduced.
- The drivers and staff have more opportunities to learn from each other.

Implementation Steps

- The training needs of each agency's staff should be identified.
- The training courses that meet the greatest needs should be determined.
- The agency or organization/company that could provide the needed training should be identified.
- State and federal grants that could assist in paying for the training should be determined.

Sharing Expertise

Similar to sharing training resources, agencies could share their expertise in such areas as grant writing, computer technology, and general assistance in operation of transportation services (such as tips for dispatching or accounting procedures). Sharing expertise may be as general as a list of personnel across the region who have some expertise in a particular field that may benefit another agency. A "yellow pages" of subject matter experts made available to each agency may be helpful in operating transportation service.

Benefits

- The need for costly training sessions for drivers and staff will be reduced, thereby decreasing lost production time.
- Knowledge is passed on to other staff members and agencies, thereby increasing the efficiency of the region's transportation providers.

Implementation Steps

- The information, field of work, and expertise needed to operate an effective transit service should be identified.
- The individual in each agency that has expertise in each field of work should be determined.
- A yellow pages or contact list of the individuals in each agency that have expertise in certain fields of knowledge should be created.

Coalitions

A coalition is a group of agencies and organizations that are committed to coordinating transportation and have access to funding. The coalition should include local stakeholders, providers, decision makers, business leaders, councils of government, users, and others as appropriate. The coalition could be either an informal or formal group that is recognized by the decision makers and that has some standing within the community. Coalitions can be established for a specific purpose (such as to obtain specific funding) or for broad-based purposes (such as to educate local communities about transportation needs).

Benefits

- Development of a broad base of support for the improvement of transportation services in the region.
- The coalition is able to speak with community and regional decision makers, thereby increasing local support for local funding.

Implementation Steps

- Identify individuals in the region who are interested in improving transportation's level of service and have the time and skills to develop a true grassroots coalition.
- Set up a meeting of these individuals to present the needs and issues that face the agencies.
- Agencies need to work with the coalition to provide base information and data on the existing and future needs of transportation across the region.

Coordinating Council

Similar to a coalition, a coordinating council is made up of myriad agencies and partners with a common goal of coordinating transportation resources. This group differs from a coalition in that it is primarily made up of agencies which have a need for service and other groups (such as local municipalities) specifically formed to accomplish a strategic goal (such as to implement a new service). The coordinating council acts in a similar way as a Transportation Advisory Committee in a regional area.

Benefits

- Allows for greater input from the key transportation agencies in the region.
- Allows members to share information and knowledge on a one-on-one basis.
- Provides greater opportunity to identify possible coordination actions.
- Increases the integration of transit planning within the region.

Implementation Steps

- Agencies interested in being members of the council need to meet and develop by-laws for the council.
- Council members need to elect a Chair and Vice-Chair.
- Council members need to develop a mission statement, vision, goals, and objectives.
- Council members need to set a date for the monthly or quarterly meeting.

Joint Planning and Decision Making

Joint planning and decision making involves agencies working cooperatively with either other similar agencies or a local provider to make known the needs of their clients and become involved in the local planning of services.

Benefits

- The need for expensive planning documents for each transportation agency will be reduced.
- More complex coordination in capital development and operational functions will be allowed.
- The duplication of services among the coordinating agencies will be reduced.

Implementation Steps

- The agencies should meet with regional transit and transportation planners to develop a scope of work for the planning process.
- The scope of work should identify the goals and objectives.
- A time line should be developed for the completion of the planning document.
- The planning document should develop recommendations for making decisions about the operation of services, capital, funding, coordination process, and administration functions.

Vehicle Sharing

Vehicle sharing requires that agencies own and operate vehicles. Memoranda of Understanding or Joint Agreements are needed for this strategy to work properly. The agencies that operate vehicles are able to share those vehicles with other agencies in a variety of circumstances, such as when an agency vehicle has a mechanical breakdown or when capacity for a specific trip is at its maximum.

Benefits

- The overall local capital outlay will be reduced.
- These funds could be shifted to cover operational costs or increase the level of service.
- These funds could also be used for capital funding for facilities, equipment, and other capital assets.

Implementation Steps

- Agencies need to work closely together to develop MOUs and agreements on vehicle usage.

Contracts for Service

An agency/entity could contract with another agency/entity or another human service agency to provide needed trips. This could be done occasionally on an as-needed basis or as part of scheduled service.

Benefits

- The amount of local match that can be used to pull additional state and federal funding for transit services into the region will be increased.

- The duplication of services in the region will be reduced, thereby creating an economy of scale and improving the overall transit performance level.

Implementation Steps

- The agencies should meet to identify the needs and capacities of the contract parties.
- A contract should be developed detailing the responsibility of each party.

Provide Vehicles

An agency could provide a used vehicle, one that is either being replaced or retired, to another agency. This could be done either through a transfer of title, donation for a small price (in the case of a retired vehicle), or sale to a local agency in desperate need of a replacement vehicle.

Benefits

- The capital outlay for the agency that obtains the used vehicle will be reduced.
- The need to retire older vehicles in the fleet will be reduced.
- Human service transportation providers will be allowed to obtain vehicles that they would otherwise not be able to purchase, due to the cost of a new vehicle and the level of federal capital funding they are able to receive.

Implementation Steps

- The agencies should meet to determine the procedures for transferring a vehicle from one agency to another, as well as the level of overall need for vehicles.
- The agencies that receive federally funded vehicles should review their fleet and determine which vehicles can be transferred to other agencies.
- The agencies that wish to receive vehicles should review their fleet needs.

One-Call Center

A shared informational telephone line provides potential users with the most convenient access to information on all transportation services in the region.

Benefits

- The administrative costs for the participating agencies will be reduced.
- A one-call center is the first step to centralized dispatching.
- Users will only need to call one telephone number to obtain all the transit information they need, thereby improving customer service.

Implementation Steps

- The agencies should meet to determine which agency will house the call center, how the call center will be funded, and what information will be provided to customers.
- The telephone line should be set up and the needed communication equipment should be purchased.
- A marketing brochure should be developed detailing the purpose of the call center, hours of service, and telephone number.

Centralized Functions (Reservations, Scheduling, Dispatching)

A single office could oversee the dispatching of vehicles and the scheduling of reservations for all of the participating transportation agencies to provide transportation service within a geographic area.

Benefits

- The duplication of administrative costs will be reduced, based on an economy of scale.
- The marketability of the region's transit service will be increased.
- Fleet coordination will be improved.

Implementation Steps

- The agencies should meet to determine which agency will house the centralized reservations, scheduling, and dispatching.
- Each agency's level of funding for the dispatching service cost should be identified.
- Intergovernmental agreements should be created detailing the responsibility of each agency.

Brokerage

The creation of a brokerage would enable all of the transportation providers to closely coordinate their services while retaining their own services and identities. A brokerage agency could be developed separately or as part of an existing agency. The central function of the brokerage would be to operate the central reservation and dispatch center for all of the services. Potential riders could call one phone number and have the ability to make a reservation or receive information on any transit or paratransit service in the area. Software for reservations and scheduling would be required that could direct individuals in need of rides to the most appro-

priate service and provide agencies with the most efficient routes of travel. This scenario could develop out of the shared informational phone line described above. The difference is that with the brokerage, the broker would schedule the trip on the most efficient vehicle regardless of provider. The broker would have service contracts with each of the providers and would pay the transportation provider for the trip and bill the sponsoring agency for the service.

The ability of a brokerage to effectively manage reservations and dispatch vehicles for multiple services requires that agencies provide the broker with up-to-date service information. Reservation software will be necessary for the brokerage agency to administer trips for multiple agencies with minimal staff. The performance of the reservation software will be further enhanced by the installation of mobile data terminals (MDT) and automatic vehicle location systems (AVL). These pieces of hardware would enable drivers and dispatchers to easily communicate essential information. For smaller rural systems like the Prince of Wales Island area, this equipment is not required but would enhance the capabilities of the operation.

The ability of a group of transportation providers to create a brokerage or to coordinate under a lead agency is improved if an agency with the necessary experience and existing infrastructure is able to assume the role of lead agency or broker.

The lead agency not only gains the responsibility of managing reservations and dispatching, it is also responsible for reporting the activities of the brokerage service to member agencies as well as to various federal, state, and local agencies. The creation of a brokerage agency would also require the lead agency to contract with all member agencies to explicitly state what services will be provided at what cost.

The primary costs associated with creating a coordinated public transportation system under a lead agency or brokerage system are related to the software, hardware, and staff requirements of implementing the reservation and dispatch center. A geographic information system (GIS)-based reservation and dispatch software system can be a considerable investment.

Although there are significant costs associated with initiating coordination under a brokerage agency, there are numerous benefits to such a technologically advanced coordination effort. A central reservation system relying on reservation and dispatch software would increase the efficiency of the total system by spreading trips throughout the system and helping each agency to optimize their routes. Additionally, it would make the system easier for riders to use and more responsive to their needs. Since demand for transportation services exceeds the capacity of current services, these gains in efficiency will enable the system to meet more of the demand. Although this may limit the ability of efficiency gains to reduce the number of vehicles operating in the region, increasing ridership may result in a lower cost per trip and a reduction in the distance traveled per trip. Sharing reservation and dispatch services also has the potential to reduce the per-agency cost of managing their service by eliminating duplication of administrative services. However, this type of organization will require extensive time to implement and considerable local resources from the participating agencies. Agreements would need careful consideration so that participating agencies are assured that their clients are assured equal and fair treatment for scheduling of trips. Many of the providers have specific client transportation needs, while some current services are only provided to eligible patrons. The largest barrier to overcome under this model of coordination is local boundaries. Many times throughout the course of discussing coordination of trips, the term "turf wars" emerges. This is common among many areas across the United States and until these turf and boundary issues are resolved, this model of service is likely to fail. For example, if community "X" only provides service within that community for whatever reason, although likely constrained to funding, then under the brokerage model this community must be willing to pool their funds for a larger "system" and provide trips to other agencies or areas.

A third approach would be for the lead agency to establish a contract with the brokerage and for the brokerage to then establish all of the contracts with the operators. In this approach, the lead agency has only a single contract with the brokerage plus funding agreements with the sponsoring agencies.

Benefits

- Reduction in the duplication of administrative costs based on an economy of scale.
- Provides a single point of contact for users.
- Increase in the marketability of the region's transit service.
- Allows for improved fleet coordination.
- Greater efficiencies in service delivery.

Implementation Steps

- Agencies need to meet to determine if the brokerage service will be set up as a new agency or under an existing agency.
- Identify each agency's level of funding to cover the cost of the dispatching service.
- Intergovernmental agreement needs to be created detailing the responsibility of each agency.

SUMMARY

Coordination is a management strategy for improving the performance of various individual transportation services. It wrings inefficiencies out of the disparate operations and service patterns that often result from a multiplicity of providers. Overlapping, duplicate, and inefficient services can be combined for more efficient service delivery. As a result, coordinated services may achieve economies of scale not available to smaller providers. Coordinated services often provide a higher quality of service with greater efficiency that helps to stretch the limited (and often insufficient) funding and personnel resources of coordinating agencies. Information from this report and existing planning frameworks will lead to a coordinated transportation plan for area providers and residents. A coordinated system of providers in the Prince of Wales Island area appears to be a plausible approach to providing needed services. While the Prince of Wales Island currently does not have duplicating or overlapping services, it is important that new planned services also understand the importance of coordinating various transportation services so that services are provided to effectively and efficiently serve community residents. The types of coordination presented are certainly ways to reduce individual agency costs and maximize the level of ridership.

Chapter VI

TRANSPORTATION
CONSULTANTS, INC.

CHAPTER VI
Coordination Opportunities

Chapter VI begins with the recommended organizational structure to manage and operate the transit service. The identification of a cost-effective and geographically appropriate organizational structure is therefore a key element in the improvement of public transportation services. The second section of the chapter offers potential coordination strategies for Prince of Wales Island.

INSTITUTIONAL STRUCTURE

Consolidated Transportation Authority

A Consolidated Transportation Authority (CTA) is an independent agency that can be formed by intergovernmental agreements (IGAs) among various entities. This may be an appropriate option for the Prince of Wales Island area. A CTA could be formed by any combination of the City of Craig, City of Klawock, City of Kasaan, City of Hydaburg, City of Thorne Bay, City of Coffman Cove, the towns of Hollis, Point Baker, Whale Pass, and Naukati Bay, and the four tribes—the Craig Tribal Association, the Klawock Cooperative Association, the Organized Village of Kasaan, and the Hydaburg Cooperative Association.

As an example, the Grand Valley Regional Transportation Committee in Colorado was formed by an intergovernmental agreement in 2000. The partners are the City of Grand Junction, Mesa County, the Town of Palisade, and the City of Fruita. One elected official from each partner serves on the committee, as well as a representative from the Colorado Department of Transportation who serves in an ex-officio position. Another example is North Central Montana Transit which was established in partnership with North Central Montana area organizations including local and tribal governments, social service organizations, and educational institutions. The participating organizations include the lead agency—Opportunity Link—and other organizations such as Montana State University Northern, Hill County, the Chippewa Cree Tribe of the Rocky Boy's Reservation, and the Fort Belknap Indian Community.

A CTA requires cooperation from each government entity and requires commitment from the participating entities to create a local funding source to support the transportation authority. The CTA could create agreements with existing transportation providers to provide a portion of the transit service within the region, thereby linking several existing transportation providers such as the Inter-Island Ferry Authority (IFA), Southeast Senior Services, and the Island Ride taxi to improve access and mobility without creating a new large agency. Listed below are the advantages of this form of institutional structure.

- **Joint planning and decision making:** Local governments and existing transportation providers can work cooperatively to make known the needs of their residents and clients and become involved in the local planning of services. Duplication of services among the coordinating agencies and transportation providers that participate will be reduced.

- **Can provide revenue and assets from local governments:** Local governments can agree to enter into a CTA, which can then bring to the table financial and administrative expertise and capital that can be of great benefit to public transit service. Assets such as maintenance equipment, facilities, administrative services, personnel expertise, legal services, and funding allow the new agency to be very efficient and not create redundancy. This institutional structure also encourages joint procurement of vehicles, fuel purchases, and maintenance. An economy of scale in purchases will be created, thereby reducing the overall operational cost per agency.

- **Provides a level of financial stability:** Generally, CTAs have a contractual period of at least three years which will lock in a specific amount of funding from the local governments. Although local governments may agree to a three-year commitment, they can only guarantee funding yearly since they have an annual budget. Local and tribal governments can also ask their residents to approve a tax dedicated to the regional transit service.

- **Clearly defines the transit service area:** The transit service will be defined by the local and tribal governments that join the transit service via a CTA.

- **Allows for regional growth:** It is relatively easy to increase the service area by obtaining additional intergovernmental agreements outside of the CTA boundary.

- **Enhances the ability to obtain federal and state funding:** Having a relatively stable source of local funding provided by a dedicated tax is advantageous. The Federal Transit Administration (FTA) looks favorably toward applicants that have a stable source of funding since this generally leads to completed projects, which is very important to the FTA and the federal government.

There are some disadvantages to the CTA institutional structure which are listed below.

- **Need to develop an operating agency with a governing body:** This institutional structure has no ready-made operating agency. Therefore, a governing body needs to be developed as well as an operating entity. Generally, the governing body is made up of representatives of the local governments which have signed IGAs to establish this consolidated public transportation authority. An agency also needs to be developed that will oversee the transit service operation, develop and administer grant applications, develop reports for regularly held Board of Directors meetings, and promote the transit service. Under this institutional structure, one operator could be decided upon or several different operators could operate different elements of the consolidated transit plan.

- **No regulatory or legal authority to develop a dedicated tax for public transportation:** A CTA cannot petition for a dedicated tax to operate and administer the transit service. The only source of revenue available to this institutional structure is revenue agreed upon by the local governments that establish the agency, federal and state funding grants, possible advertising revenue, and fare revenue. Transit funding may be subject to annual budget decisions made by each of the participating governments. Local "home rule"

governments may choose to ask for voter approval to increase sales taxes and dedicate these funds for local transit service in their jurisdictions.

POTENTIAL ADMINISTRATIVE COORDINATION STRATEGIES

The various coordination strategies listed below would still work under both the Consolidated Transportation Authority and if entities/providers decide to operate independently.

Joint Grant Writing

The transportation and human service providers in the region should work together to coordinate grant submissions for existing and new proposed services. The four federally recognized tribes—the Craig Tribal Association, Klawock Cooperative Association, the Organized Village of Kasaan, and the Hydaburg Cooperative Association are in proximity to each other. While none of these entities currently provide services, they are in various levels of planning stages for providing transit services to meet their residents' needs. This joint grant writing could include existing human service providers such as Southeast Senior Services. There is potential for coordinating activities since the four tribes and Southeast Senior Services are in proximity and all have a need to go to the Hollis ferry terminal using State Highway 924 (Klawock-Hollis Highway). As proposed services are coordinated to a greater degree, new services are initiated and joint grant writing efforts will become increasingly important. Joint grant writing efforts that are coordinated look more favorable to FTA and grant reviewers.

Future joint grant writing efforts will need to consider options discussed through the rest of this and the next chapter. Based on which service options might be operated, how vehicle sharing options might be implemented, and what marketing/education/outreach efforts might be needed, different grant application objectives and priorities would be created. The overall goal remains the same—to increase the amount and predictability of grant funding for the Prince of Wales Island area. If the total amount of grant funding is increased to the Prince of Wales Island area, then real and perceived barriers to coordination become easier to address.

Implementation Steps

- The agencies should review their needs and create a list of capital and operational requirements.
  - A common set of information about the needs should be provided for all needs on the list.
  - The list should reflect the needs for the next six years.
- The agencies should itemize their lists and determine a priority of needs based on at least the following:
  - Schedule of need during the next six years.
  - Benefits of receiving and consequences of not receiving funding.
  - Ability of the funded project/item to meet multiple needs.
  - Equity measure that provides some distribution of benefit, geographically and project size (i.e., some large and some small).
- The grant(s) should be developed based on the priority list.
  - Match priority lists to grants by establishing procedures for recurring (i.e., yearly or bi-annually) versus non-recurring grants (i.e., very infrequent or one-of-a-kind).
  - The priority list itself becomes a communication tool for common interests.
- The grant should be approved by each of the agencies' boards/councils, along with approval of any local match funding.
  - Staff-level prioritization and agreement to that prioritization process often makes policy-level approval easier.
  - Clarify whether local match is cash or in-kind and what, if any, reporting or other grant performance requirements exist.
- The agencies should ensure each grant references the additional agencies/providers grants for the corridor.
  - Regular intervals (i.e., yearly) for updating basic agency information will make it easier for the grant writers to make appropriate references in grant applications.

Centralized Dispatching

The steps from least complex and least coordination-intensive to most complex and coordination-intensive are:

- Establishing a one-call center.
- Establishing a coordinated reservation, scheduling, and dispatching system.
- Consolidating reservations, scheduling, and dispatching into a single "brokerage."

The purpose of the one-call center is to answer the transit user question, "Where do I get more information about transit services to…?" The purpose of the coordinated system is to put transit users onto transit bus services that operate independently. The purpose of the consolidated brokerage is to actively balance all transit operations and transit providers and place transit users onto transit bus services in the most efficient manner possible, making the distinctions among the providers invisible to the transit user.

The benefits for all of these levels of coordination/consolidation efforts are as follows:

- Reduces duplication of administrative costs based on an economy of scale.
- Provides a single point of contact for transit system users.
- Increases the marketability of the region's transit service.
- Allows for the potential of improved fleet coordination.
- Increases potential to achieve efficiencies in service delivery.

One-Call Center Implementation Steps

The information below is intended to provide an expanded, while not all-inclusive, implementation checklist. It is suggested that actual implementation will need to go far beyond the detail provided here. The costs for a typical call center are $75,000 to $150,000.

- Determine who will house the call center.
  - Housed within one agency or by a third party.
  - Phone only, or phone plus Internet, including accessibility options for persons with disabilities.
  - Static prerecorded information or a live operator.
  - Capacity to receive/store voice messages or take e-mail messages.
  - Transfer/referral decision "tree" or handling of calls in the absence of a live operator.
  - Participating agencies versus non-participating agencies.
- Determine what information will be provided to customers and how (i.e., marketing plan) it will be delivered to customers.
  - General call center information—purpose, hours, phone number, and/or e-mail address.
  - Transit provider/agency hours, service frequencies, phone number, and/or e-mail address.

  - Call center-specific brochure production.
  - Print advertising—papers, Internet, community brochures/maps.
  - Transit advertising—in-bus placards or "interiors," on-bus/exterior advertising (i.e., bumper stickers to advertising panels).
  - County, city, or other town postings.

  (See also the section on coordinated marketing, education, and outreach.)

- Identify each agency's level of funding to cover the cost of the call center.
  - Determine total costs of the ideal call center.
  - Agree to funding commitments for a specified time period (i.e., six months, one year, or two years).
  - Scale start-up call center appropriate to funding partners available and initial ease of implementation.
  - Specify cost-sharing commitments in an intergovernmental agreement.
  - Provide "option" costs for any elements of the ideal call center which are not part of the initial start-up.
- Intergovernmental agreement needs to be created detailing the responsibility of each agency.
  - Who updates information.
  - How frequently information is updated.
  - Terms of participation—entry requirements, ongoing maintenance responsibilities, financial commitments, roles, and exit requirements.
- Start-up of the call center.
  - Develop a roll-out plan, including user training for participating agencies, a pre-test or partial implementation period to handle unanticipated issues if they arise, set target dates for partial and full implementation, and identify methods of ongoing technical support/training for people new to the system.
  - Purchase the service or equipment and service package, and install in the selected agency's location.
  - Communicate the roll-out plan to all prior to implementation.
  - Implement the roll-out plan.

Coordinated Reservation, Scheduling, and Dispatching Implementation Steps

The implementation steps for reservations, scheduling, and dispatching are similar to those outlined for the call center and involve more decisions about software, hardware, office space, and/or space on vehicles for some of the equipment.

The capital costs for a reservation, scheduling, and dispatch system are $25,000 to $100,000. This includes a geographic information system (GIS)-based reservation and dispatch software and hardware package.

Start-up, training, and maintenance of the system also implies a higher level of operating costs as compared to a call center. Consequently, the decision process leading to the implementation of this type of system is more involved.

Consolidated Brokerage Implementation Steps

The implementation steps for a consolidated brokerage are outlined for the call center and are an extension of the call center and reservation, scheduling, and dispatch discussions.

As compared to the reservation, scheduling, and dispatch discussion, the consolidated brokerage involves more of the management and invoicing functions being transferred or ceded to the entity acting as the broker. In addition to schedule information, the broker must have information about the cost structures of the various providers to be able to make decisions about the most cost-effective choices when assigning a passenger-trip request among a choice of available providers.

The decision process leading to the implementation of this type of system is more involved than for a call center. Intergovernmental agreements and contracts are more complex for this type of system as compared to the reservation, scheduling, and dispatch system.

Coordinated Marketing, Education, and Outreach

This section proposes options for coordinating marketing, education, and outreach efforts, focused on the possibility of a one-call center and/or any of the intercity service coordination strategies described below.

Marketing of a One-Call Center

The purpose of a one-call center is to provide centralized information about available public transit services. The transit providers participating in this effort would

need to decide whether their existing phone numbers and/or Internet addresses would continue to exist and be routed to a single center or whether existing phone numbers and/or Internet addresses would be phased out. Both options are functionally equivalent with only a minor delay in re-routing calls or web pages if the existing phone numbers and web addresses are to stay active.

Under either scenario, whether keeping or phasing out existing phone numbers and web addresses, a new [additional] phone number and/or web address is recommended. From this point in the text, the discussion uses the phone number as the example, with the same or very similar information applying to a web address.

The new phone number is the receiving end of the calls. Customers calling into a new number or being connected through to the call center will need to be informed of what to expect to be comfortable with the service. The basic information needed is as follows:

- Recognizable identification information so callers know they have reached the number they intended to call.
- Hours of operation for the call center itself.
- Hours of operation for bus providers served by the call center.
- Information available and **not** available through the call center.
  - Participating transit providers.
  - Transit provider information only versus both transit and program information.
- Where to find information that is **not** available through the call center.
- How to leave messages and provide customer service feedback, including how frequently messages are checked and how feedback is handled.
- How to navigate the "phone tree" of information if a live operator is not available.

Customers will need to be able to find the new phone number or be informed that the call center is being implemented. The number could be a seven-digit number with a prefix (first three numbers) common to phone numbers in the Prince of Wales Island area. Alternately, a 211 or 511 number could be established. These operate like the three-digit 911 emergency service, with 211 calls designated for

local government services and 511 numbers designated for transportation services. The availability of either or both 211 and 511 numbers varies widely.

The following is a list of ideas to inform people about the new call center number. This list is not intended to be exhaustive or all-encompassing.

- Develop a single brochure or a resource guide of all transportation services on Prince of Wales Island.
  - Transportation services information distributed via the Inter-Island Ferry Authority (IFA) is a great resource for residents and visitors to the area.
  - Distribute at program centers.
  - Distribute directly through a mailing to program participants.
  - Post in public places used and seen by program participants and/or the general public.
- Develop a press release of one-quarter to one-half page for distribution to the local newspaper, creators of programs, or member-based newsletters, commercial publications such as those created by the Chamber of Commerce or by realtors, and broadcast media (radio and/or television).
- Pay for advertising if the budget allows or request for free as a community service:
  - Local newspaper such as the Southeast Alaska Island News.
  - Local commercial newsletters.
  - Billboards.
  - Radio and/or television.
  - Window signs (like a political campaign sign) for businesses that wish to show support or affiliation with the transit service.
  - Community event fliers/pamphlets such as those used to promote holiday events (i.e., Fourth of July fireworks, Ocktoberfest, etc.), community events (fairs, festivals, etc.), and related community activities run by others (Bingo night, bowling night, etc.).
- Outgoing recorded message that plays for callers to existing transit provider numbers, either after hours or if and when a person is placed on "hold" during normal business hours.
- Exterior bus advertising from small bumper stickers on existing vans/buses (i.e., "Call 777-7777 to ride this bus") to larger panel advertising on the side of vans/buses.
- Refrigerator magnets, stationery, pens, pencils, or other similar low-cost promotional giveaway items.

Marketing of a New Fixed-Route City-to-City Service

The marketing of a new service between cities such as Craig, Klawock, Hydaburg, Hollis, Thorne Bay, and Coffman Cove would use many of the same methods as those described above for the one-call center. Some of the information needs are different, particularly with coordinated transportation services where customer riders may be expected to board vehicles with different paint schemes and logos.

The basic information needed at the customer's point-of-service is the following:

- Recognizable identification information so the customer-rider knows s/he is boarding the correct vehicle, traveling in the expected direction, to the expected destination.
- Schedule information, including pick-up time, drop-off time, time points for any intermediate stops.
- Route information such as the roads to be traveled, the stop locations, and information about connecting services.
- Fare information, particularly if fares are different in price or are handled differently among coordinated transit providers.
- How to obtain additional assistance.

The methods of informing/educating prospective customer-riders of the service are similar to those above for the one-call center in terms of how to get the word out and how to place information where people effortlessly come across the information they need. In addition to those listed above, the following are information avenues specific to fixed-route bus service delivery:

- Creation of bus stops with at least bus stop signs.
  - If possible, post schedule and route information at each stop. Alternately, post the approximate headways or intervals of service appropriate to the service, i.e., "every hour" or "every half hour" or "mornings and evenings only" or "Mondays through Fridays only."
  - Possible use of bus benches as the location for this information.
  - Possible use of shelters and related "shelter boards" for this information.
- Onboard route map and schedule brochures.
- System map may be needed if multiple routes are to be displayed.

Vehicle Sharing

Vehicle sharing requires that agencies own and operate vehicles. Memoranda of Understanding or Joint Agreements are needed for this strategy to work properly.

The agencies that operate vehicles are able to share those vehicles with other agencies in a variety of circumstances, such as when an agency vehicle has a mechanical breakdown or when capacity for a specific trip is at its maximum.

With coordination of services and vehicle sharing, fewer total vehicles would be needed than those if services were operated by independent providers. Coordinating use of these vehicles may also allow existing vehicles to be used for new services.

Decisions about vehicle sharing are important to decisions about shared storage/maintenance facilities. If a single shared storage/maintenance facility is preferred, the difference of plus or minus five vehicles would be important in designing and cost estimating the appropriate-sized facility. If a system of smaller, geographically distributed storage/maintenance facilities is preferred, this would potentially be less of an issue.

Decisions about vehicle sharing are also important to decisions about vehicle purchases. The difference of plus or minus five vehicles over a six- to 12-year period could affect the prioritization and scheduling of projects in the joint grant writing process, as well as changing the availability of local match dollars for other possible projects such as a call center.

Joint Training Programs

Joint training programs between various entities that provide and plan to operate services can lead to reduced training costs. This could include preventative maintenance and safe wheelchair tie-down procedures. The agencies could also purchase special training from reputable organizations/companies and allow other agencies' employees to attend. Training costs should be shared among the agencies. This would reduce each agency's training budget and the drivers and staff will have more opportunities to learn from each other.

Chapter VII

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CHAPTER VII

Service Alternatives

INTRODUCTION

The basis for any transit plan is the careful consideration of realistic transit service alternatives. Passenger needs, travel patterns, and funding often dictate the type of service to be provided in an area. However, it is always helpful to research realistic transit service options and costs for transit services. Capital requirements, financial plans, and management options can then be developed to support the planned transit service. The following discussion evaluates the various transit service alternatives in meeting the transportation needs of Prince of Wales Island residents.

Below is an evaluation of the various transit service alternatives. The alternatives were developed based on information and input gathered from the stakeholders meetings and from the community survey conducted as part of this transit coordination plan.

TRANSIT SERVICE OPTIONS

This section reviews the various conceptual transit service alternatives. Table VII-1 details the various service alternatives reviewed in this analysis. Figure VII-1 is a graphic representation of the various proposed route structures. The number of vehicles required for each alternative and operating costs are estimated. Each alternative is presented with a brief description of the transit service option, service areas covered, costs to operate the service, and estimated ridership for each of the services. The transit service alternatives would work well if either all the services were provided by a single provider or if each service was provided by a different entity.

Based on the cost per hour of $62 for Southeast Senior Services, the only existing human service provider on the Prince of Wales Island, we estimated a slightly higher cost of $65 per hour to operate the various services.

Table VII-1
Prince of Wales Island Transit Service Alternatives

Alternative	Hours	Round-Trips	Total Daily			Total Annual					Performance Measures		
			# of Veh.	Rev. Hrs.	Rev. Miles	Rev. Hrs.	Rev. Miles	Days	Annual Estimated Ridership	Total Operating Cost	Pass/Hr.	Cost/Hr.	Cost/Pas.
LOCAL SERVICE													
Local Service in Craig and Klawock	M-F, 6:30a to 7:30p	52	1	13.0	343	3,250	85,800	250	8,750	$211,250	2.7	$65.0	$24
Local Service in Hydaburg	M-F, 6:30a to 7:30p	varies	1	13.0	343	3,250	85,800	250	2,000	$211,250	0.6	$65.0	$106
REGIONAL SERVICE													
Craigand Klawock to Hollis													
Option I	M-F, 2 RT a day	2	1	4.0	116	1,000	29,000	250	5,000	$65,000	5.0	$65.0	$13
Option II	Sat-Sun, 2 RT a day	2	1	4.0	116	416	12,064	104	1,664	$27,040	4.0	$65.0	$16
Subtotal (Craig and Klawock to Hollis)	**7 days a week**		1	4.0	116	1,416	41,064	354	6,664	$92,040	4.7	$65.0	$14
Hydaburg to the Proposed Transfer Point													
Option I	4 days a week, 4 RT a day	4	1	8.0	176	1,664	36,608	208	3,328	$108,160	2.0	$65.0	$33
Option II	M-F, 4 RT a day	4	1	8.0	176	2,000	44,000	250	4,000	$130,000	2.0	$65.0	$33
Option III	Sat-Sun, 4 RT a day	4	1	8.0	176	832	18,304	104	1,248	$54,080	1.5	$65.0	$43
Subtotal (Options II and III)	**7 days a week**		1	8.0	176	2,832	62,304	354	5,248	184,080	1.9	$65.0	$35
Thorne Bay to Klawock	M-F, 2 RT a day	2	1	6.0	132	1,560	34,320	260	2,600	$101,400	1.7	$65.0	$39
Coffman Cove to Klawock	2 days a week, 2 RT a day	2	1	8.3	204	865	21,216	104	832	$56,243	1.0	$65.0	$68
Option I: Kasaan to Klawock	3 days a week, 2 RT a day	2	1	7.0	172	1,092	26,832	156	1,248	$70,980	1.1	$65.0	$57
Option II: Kasaan to Klawock	M-F, 2 RT a day	2	1	7.0	172	1,750	43,000	250	2,500	$113,750	1.4	$65.0	$46
Water Taxi from Kasaan to Hollis	M-F, 1 RT a day	1	1	2	18	375	4,500	250	2,600	$60,000 *	6.9	$160.0	$23

Note: The cost per hour to operate a water taxi was assumed at $160.

Source: LSC, 2012

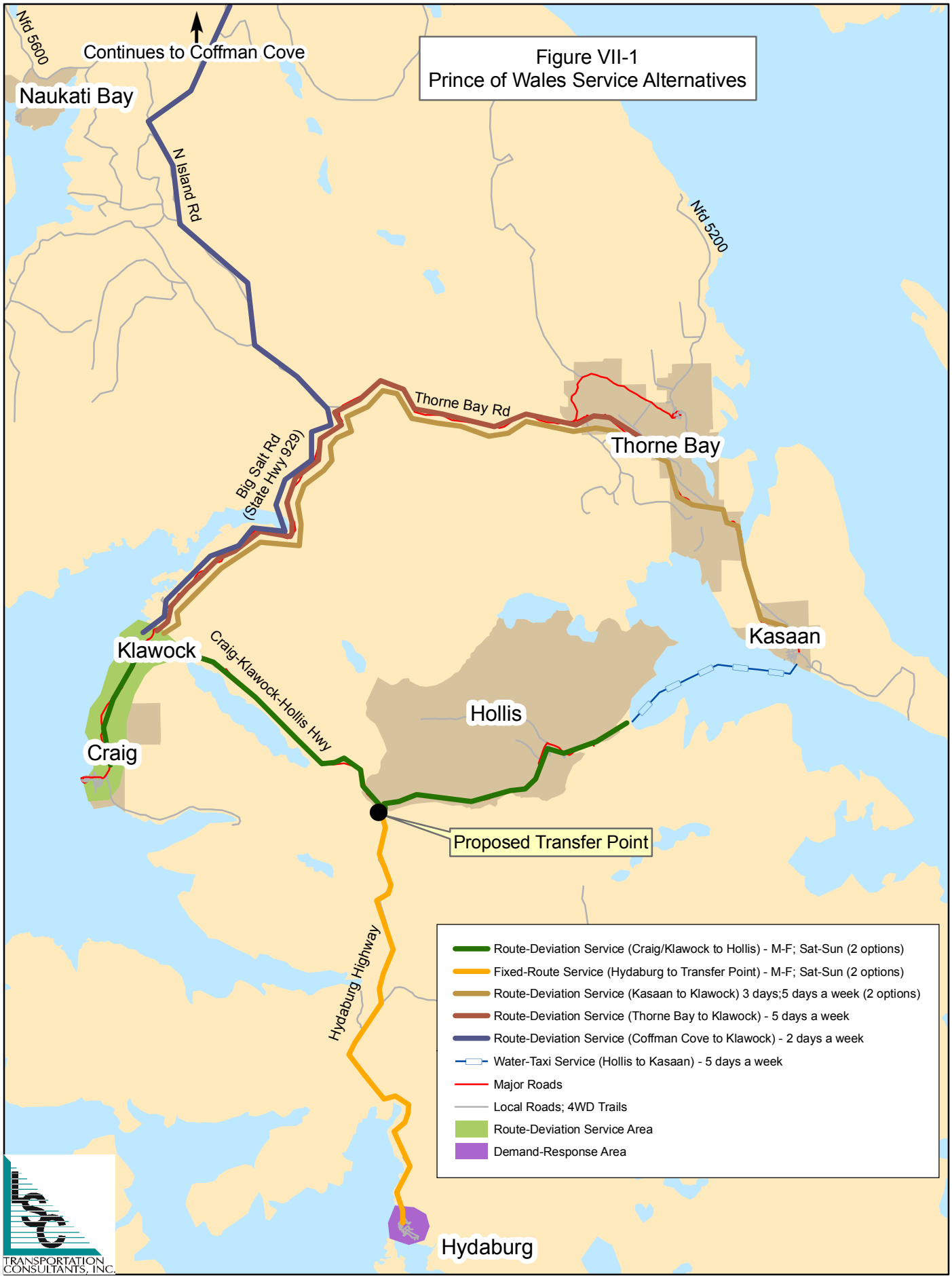
Figure VII-1
Prince of Wales Service Alternatives
Nfd 5600
Continues to Coffman Cove
Naukati Bay
N Island Rd
Nfd 5200
Thorne Bay Rd
Thorne Bay
Big Salt Rd
(State Hwy 929)
Klawock
Craig-Klawock-Hollis Hwy
Kasaan
Hollis
Craig
Proposed Transfer Point
Hydaburg Highway
Hydaburg
Route-Deviation Service (Craig/Klawock to Hollis) - M-F; Sat-Sun (2 options)
Fixed-Route Service (Hydaburg to Transfer Point) - M-F; Sat-Sun (2 options)
Route-Deviation Service (Kasaan to Klawock) 3 days;5 days a week (2 options)
Route-Deviation Service (Thorne Bay to Klawock) - 5 days a week
Route-Deviation Service (Coffman Cove to Klawock) - 2 days a week
Water-Taxi Service (Hollis to Kasaan) - 5 days a week
Major Roads
Local Roads; 4WD Trails
Route-Deviation Service Area
Demand-Response Area
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Local Service

Local Service in Craig and Klawock

Local taxi service is currently provided in Craig and Klawock by Island Ride. It operates service seven days a week from 6:00 a.m. to when the bars in Craig and Klawock close down. Since this service is a private carrier, a one-way fare between Craig and Klawock is $11, which is expensive. Also, this service does not have wheelchair-accessible vehicles. Route-deviation service in the Craig and Klawock area would operate Monday through Friday from 6:30 a.m. to 7:30 p.m. Late night service would continue to be provided by Island Ride. With route deviation, transit vehicles would follow a specific route along the Craig-Klawock Highway and serve certain destinations in the communities of Craig and Klawock, but could leave the route to serve demand-response origins and destinations mainly in Craig and Klawock. The vehicles are required to return to the designated route within one block of the point of deviation to ensure that all intersections along the route are served. With route deviation, ADA-mandated complementary paratransit service is not necessary since the bus can deviate from the route to pick up disabled passengers.

Coordination

We recommend that this local route-deviation service coordinate with Island Ride taxi to provide service on weekends and at times outside the hours of operation.

As presented in Table VII-1, this local service in Craig and Klawock would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $211,250
- Annual hours of service: 3,250
- Annual passenger-trips: 8,750
- Passengers per hour: 3
- Cost per passenger-trip: $24

Local Service in Hydaburg

A local service is planned by the Hydaburg Transit System that would offer transportation within the community of Hydaburg on a daily basis. Since, information regarding service hours was not defined in the planned services, it is assumed that the service would operate Monday through Friday from 6:30 a.m. to 7:30 p.m. similar to the service in the Craig and Klawock area. As presented in Table VII-1, this local service in Hydaburg would result in the following operational cost, riders, and vehicles:

- Number of vans: 1
- Annual operational cost: $211,250
- Annual hours of service: 3,250
- Annual passenger-trips: 2,000
- Passengers per hour: 1
- Cost per passenger-trip: $106

Regional Service

Craig and Klawock to Hollis

Trips between the towns of Craig, Klawock, and Hollis are important to connect with the ferry services and air taxi services in Hollis. It is proposed that this service operate as a route-deviation service between the communities along the Craig-Klawock-Hollis Highway (State Highway 924). This service option would also have a transfer point at the intersection of Hydaburg Highway and the Craig-Klawock-Hollis Highway for passengers from Hydaburg who could then make timed transfers from the Hydaburg Transit System to connect with the service into Hollis and also transfer to the bus that could take them to Craig and Klawock. This route-deviation service would be two round-trips per day, one trip that would connect with the morning Hollis ferry to drop off passengers for the ferry that departs at 8:00 a.m., and one trip in the evening to pick up passengers from the ferry that arrives at Hollis at 6:30 p.m. The service would be allowed to deviate within the towns of Craig, Klawock, and Hollis for passenger pick up and drop off, while using the Craig-Klawock-Hollis Highway to travel between the communities of Craig, Klawock, and Hollis. Passengers needing a deviation would be required to call 24 hours in advance to schedule a ride. This type of service would be the

most efficient way of providing a high level of flexible service to meet riders' needs. The distance between the towns of Craig and Hollis is approximately 29 miles. A one-way trip with minimal deviations would take approximately 60 minutes. Two options were explored for this service. One option would operate five days a week, Monday through Friday. The second option would operate on weekends, Saturday and Sunday. As presented in Table VII-1 Option I, this regional service from Craig and Klawock to Hollis operated Monday through Friday would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $65,000
- Annual hours of service: 1,000
- Annual passenger-trips: 5,000
- Passengers per hour: 5
- Cost per passenger-trip: $13

As presented in Table VII-1 Option II, this regional service from Craig and Klawock to Hollis operated on Saturday and Sunday would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $27,040
- Annual hours of service: 416
- Annual passenger-trips: 1,664
- Passengers per hour: 4
- Cost per passenger-trip: $16

Hydaburg to the Proposed Transfer Point

The proposed transfer point is at the intersection of the Hydaburg Highway and the Craig-Klawock-Hollis Highway (State Highway 924). The Hydaburg Transit System has planned a service that would go into Craig four days a week—Monday, Tuesday, Friday, and Saturday—and a service into Hollis two days a week—Tuesday and Thursday. This planned service would duplicate the service between the communities of Craig and Hollis. Instead, the Hydaburg Transit System would

greatly benefit by coordinating with the proposed service that would go from Craig/Klawock into Hollis and back. The Hydaburg Transit System would benefit by adding more service on the Hydaburg Highway so that passengers can make timed transfers at the proposed transfer point depending on whether they would like to go into Craig, Klawock, or Hollis, or whether they are dropped off to go back into Hydaburg. The only disadvantage is that Hydaburg passengers who want to go into Craig and Klawock would have to be picked up at approximately 8:45 a.m. and get dropped off at 7:00 p.m.

Table VII-2 shows the comparison in service hours between Hydaburg Transit's planned service and LSC's proposed service.

Table VII-2
Comparison Between Hydaburg Transit's Planned Service and LSC Proposed Service

	Daily Service Hours	Days per week	Annual Days	Annual Service Hours	Annual Operational Cost
Planned Services					
Hydaburg to Klawock/Craig	5.5	4	208	1,144	$74,360
Hydaburg to Hollis	5.25	2	104	546	$35,490
Total (Planned Services)	10.75			**1,690**	**$109,850**
LSC Proposed Service (Includes service from transfer point to Craig/Klawock and Hollis)					
Hydaburg to Transfer Point (4 days a week)	8	4	208	1,664	$108,160
Hydaburg to Transfer Point (M-F)	8	5	250 *	2,000	$130,000
Hydaburg to Transfer Point (Sat; Sun)	8	2	104	832	$54,080
Total (LSC Proposed Service)	16			**2,832**	**$184,080**

**250 annual days includes certain holidays*

Note: The proposed transfer point is at the intersection of Hydaburg Highway and Hollis Road (State Highway 924)

The table shows the LSC proposed service which includes three options—service provided four days a week (similar to the number of days offered in the Hydaburg planned service); service offered five days a week, Monday though Friday; and service offered on weekends, Saturday and Sunday. The table shows small cost savings for Hydaburg Transit with service offered four days a week and increased

services for Hydaburg if services are coordinated. As presented in Table VII-1 Option I, this regional service from Hydaburg to the proposed transfer point four days a week (similar to the number of days offered in the Hydaburg planned service) would result in the following operational cost, riders, and vehicles:

- Number of vans: 1
- Annual operational cost: $108,160
- Annual hours of service: 1,664
- Annual passenger-trips: 3,328
- Passengers per hour: 2
- Cost per passenger-trip: $33

As presented in Table VII-1 Option II, this regional service from Hydaburg to the proposed transfer point five days a week, Monday through Friday, would result in the following operational cost, riders, and vehicles:

- Number of vans: 1
- Annual operational cost: $130,000
- Annual hours of service: 2,000
- Annual passenger-trips: 4,000
- Passengers per hour: 2
- Cost per passenger-trip: $33

As presented in Table VII-1 Option III, this regional service from Hydaburg to the proposed transfer point on weekends, Saturday and Sunday, would result in the following operational cost, riders, and vehicles:

- Number of vans: 1
- Annual operational cost: $54,080
- Annual hours of service: 832
- Annual passenger-trips: 1,248
- Passengers per hour: 1.5
- Cost per passenger-trip: $43

Thorne Bay to Klawock

Route-deviation service is proposed between the towns of Thorne Bay and Klawock. This route would use Thorne Bay Road and Big Salt Road (State Highway 929). This route is approximately 33 miles and would take approximately an hour-and-a-half between the two communities. This proposed service would be two round-trips a day and would operate five days a week, Monday through Friday. As presented in Table VII-1, this regional service from Thorne Bay into Klawock would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $101,400
- Annual hours of service: 1,560
- Annual passenger-trips: 2,600
- Passengers per hour: 1.7
- Cost per passenger-trip: $39

Coffman Cove to Klawock

Route-deviation service is proposed between the towns of Coffman and Klawock. This route would use Coffman Cove Road, National Forest Roads 23 and 30, North Island Road, and Big Salt Road (State Highway 929). This route is approximately 51 miles and would take a little over two hours between the two communities. This service would offer two round-trips a day and would operate two days a week, Wednesday and Friday. As presented in Table VII-1, this regional service from Coffman Cove into Klawock would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $56,243
- Annual hours of service: 865
- Annual passenger-trips: 832
- Passengers per hour: 1
- Cost per passenger-trip: $68

Kasaan to Klawock

Route-deviation service is proposed between the towns of Kasaan and Klawock. This route would use Thorne Bay Road and Big Salt Road (State Highway 929). The route is approximately 43 miles and would take one hour 45 minutes between the two communities. This service would be offered with two round-trips a day. Two options were explored for this service. One option would operate three days a week—Monday, Wednesday, and Friday. This service would help people get access to the Alicia Roberts Medical Center (SEARHC) for medical appointments, the Alaska Commercial (AC) Company for shopping, and other services in Klawock. The second option would operate five days a week—Monday through Friday. This service would help people get to work, access to the Alicia Roberts Medical Center (SEARHC), the AC Company, and other services in Klawock. As presented in Table VII-1, this regional service from Kasaan into Klawock offered with two round-trips a day, three days a week would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $70,980
- Annual hours of service: 1,092
- Annual passenger-trips: 1,248
- Passengers per hour: 1.1
- Cost per passenger-trip: $57

As presented in Table VII-1, this regional service from Kasaan into Klawock offered with two round-trips a day, Monday through Friday, would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $113,750
- Annual hours of service: 1,750
- Annual passenger-trips: 2,500
- Passengers per hour: 1.4
- Cost per passenger-trip: $46

Water Taxi Service from Kasaan to Hollis

Presently, a person who would drive from Kasaan to connect with the Hollis Ferry Terminal would have a drive of approximately two-and-a-half hours. One service option would be to have a water taxi from Kasaan to Hollis. This would be approximately a nine-mile trip and would take approximately 45 minutes. This would be one round-trip a day, provided Monday through Friday. One option would be if the Inter-Island Ferry Authority from Hollis would make a stop in Kasaan before heading to Ketchikan.

Assuming a cost per hour of $160, this water taxi service from Kasaan to Hollis would result in the following operational cost, riders, and vehicles:

- Number of vehicles: 1
- Annual operational cost: $60,000
- Annual hours of service: 375
- Annual passenger-trips: 2,600
- Passengers per hour: 6.9
- Cost per passenger-trip: $23

SUMMARY

These services are designed to address needs that have been identified by stakeholders. While not all of them will ultimately come to fruition as actual service, they are options that address the needs of the community.

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Chapter VIII

TRANSPORTATION
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CHAPTER VIII

Strategies to Fill Gaps

INTRODUCTION

This chapter provides the preferred strategies for implementing coordinated transportation services on Prince of Wales Island. These recommendations encourage coordination of transportation services on Prince of Wales Island and provide opportunities for new and enhanced services to fill the gaps in service that were identified during the course of this study.

STRATEGIES

The following recommendations are presented for review and comment by stakeholders.

Develop a Consolidated Transportation Authority

It is recommended that a Consolidated Transportation Authority (CTA) be formed by intergovernmental agreements (IGAs) among various entities including both local government and tribal entities. The CTA could create agreements with existing transportation providers to provide the transit service within the region. More information on this institutional structure is discussed in Chapter VI of this report. This organizational structure would encourage joint planning and decision making among the various stakeholders, could provide revenue and assets from local governments, could provide a level of financial stability, would help in defining the transit service area, would allow for regional growth, and would enhance the ability of this organizational structure to obtain federal and state funding available to different entities under this organizational structure.

Consolidated Operation

It is recommended that the various Prince of Wales Island transit services be set up as a consolidated operation with a single call center that handles reservations, scheduling, and dispatching of trips and a single operator for all coordinated

transportation services. This would provide transit system users with a single point of contact, reduce duplication in administrative costs, and increase the marketability of Prince of Wales Island 's transit service.

Develop Transit Coalition

It is recommended that a Transit Coalition be formed to develop community support for public and specialized transportation services. It is important that elected officials and decision makers hear from people who use transit and not just agency staff. It is important to develop a coalition that is recognized by elected officials and decision makers. Communities with successful transit systems have broad community support. The purpose of this coalition is to educate elected officials and decision makers on the transportation needs of the community and to increase the local support for transportation services. This support may include local funding. The coalition should meet at least quarterly to ensure that individuals can present their needs and agencies can present the issues they are facing. Transportation providers and agencies need to work with this coalition to provide data on existing and future needs of Prince of Wales Island.

The Transit Coalition should be made up of residents from each community and clients of the different participating human service agencies. Other community leaders who have an interest in and support transit services should be included. It is important to keep the coalition as an organization representing users and community leaders.

RECOMMENDED TRANSIT SERVICE

Several transit service alternatives were considered based on estimated costs to operate the service and the projected demand. The recommended service includes local route-deviation service within the communities of Craig and Klawock (five days a week, Monday through Friday), a demand-response service within the community of Hydaburg (three days a week), regional service from Craig to Hollis (seven days a week), regional service from Hydaburg to the transfer point (three days a week), regional service from Kasaan and Thorne Bay to Klawock (three days a week), regional service from Coffman Cove to Klawock (two days a week), and water taxi service from Kasaan to Hollis. Figure VIII-1 illustrates the recommended

services for Prince of Wales Island. Table VIII-1 presents the recommended service for Prince of Wales Island which includes operational cost, riders, and number of vehicles. The proposed services would operate as a coordinated system under the Consolidated Transportation Authority. There is a demonstrated need for transportation service in these various communities and for regional connections to nearby towns such as Hollis to access services. Many of these needs are currently unmet. If people on Prince of Wales Island have no access to vehicles, if their car breaks down, or if they cannot afford the gas and maintenance costs that come with a car, they do not have access to basic services.

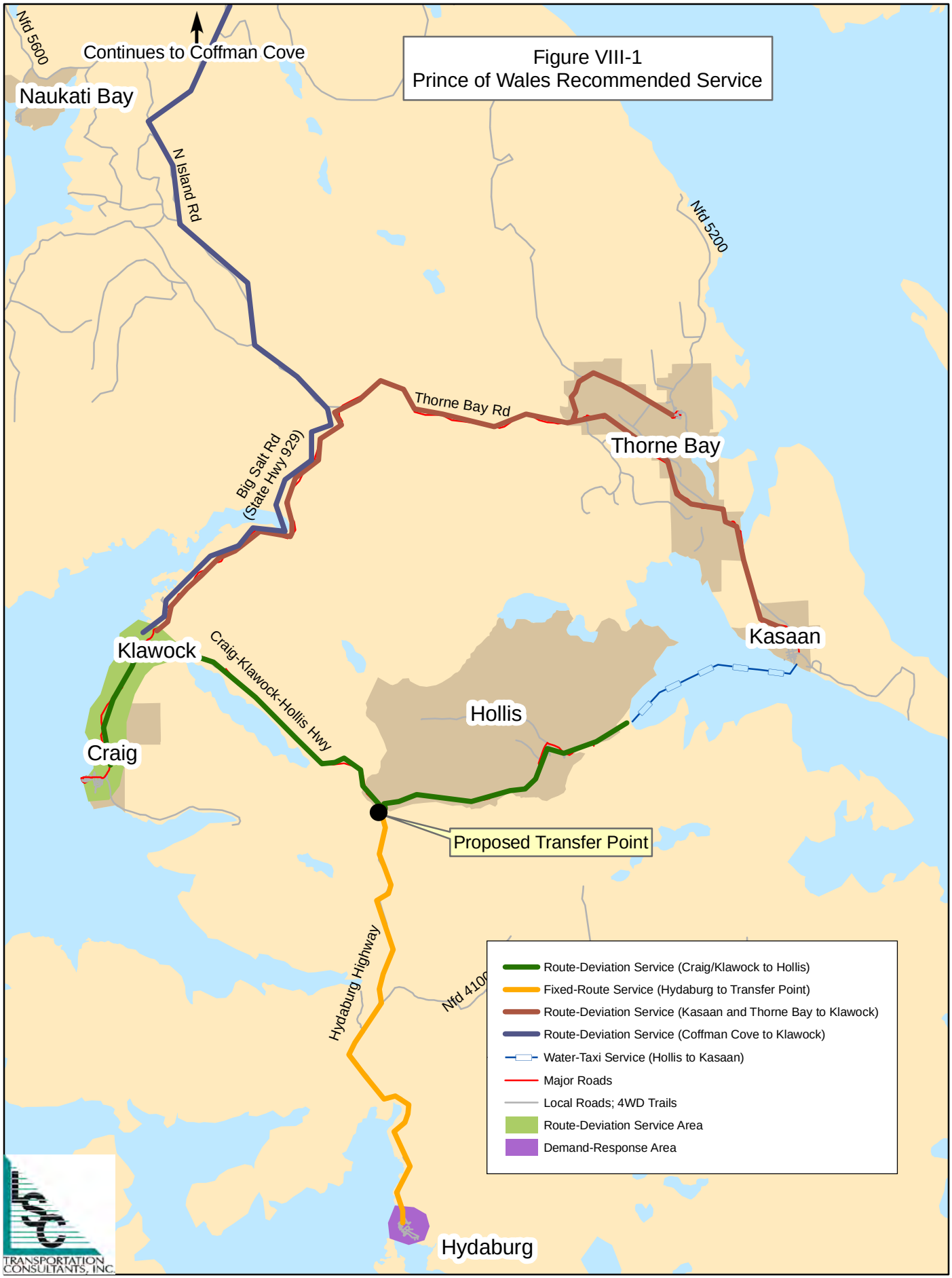
Figure VIII-1
Prince of Wales Recommended Service
Nfd 5600
Continues to Coffman Cove
Naukati Bay
N Island Rd
Nfd 5200
Thorne Bay Rd
Thorne Bay
Big Salt Rd
(State Hwy 929)
Klawock
Craig-Klawock-Hollis Hwy
Kasaan
Hollis
Craig
Proposed Transfer Point
Hydaburg Highway
Nfd 4100
Hydaburg
Route-Deviation Service (Craig/Klawock to Hollis)
Fixed-Route Service (Hydaburg to Transfer Point)
Route-Deviation Service (Kasaan and Thorne Bay to Klawock)
Route-Deviation Service (Coffman Cove to Klawock)
Water-Taxi Service (Hollis to Kasaan)
Major Roads
Local Roads; 4WD Trails
Route-Deviation Service Area
Demand-Response Area
TRANSPORTATION CONSULTANTS, INC.

Table VIII-1
Prince of Wales Island Transit Recommended Service

Alternative	Hours	Round-Trips	Total Daily			Total Annual					Performance Measures		
			# of Veh.	Rev. Hrs.	Rev. Miles	Rev. Hrs.	Rev. Miles	Days	Annual Estimated Ridership	Total Operating Cost	Pass/Hr.	Cost/Hr.	Cost/Pas.
LOCAL SERVICE													
Local Service in Craig and Klawock	M-F, 6:30a to 7:30p	13	1	13.0	260	3,250	65,000	250	8,750	$211,250	2.7	$65.0	$24
Hydaburg Local Service/Connector	M, W, F, 6:30a to 7:30p	varies	1	13.0	260	2,028	40,560	156	2,000	$131,820	1.0	$65.0	$66
REGIONAL SERVICE													
Craig and Klawock to Hollis	Seven days a week, 2 RT	2	1	4.0	116	1,452	42,108	363	6,000	$94,380	4.1	$65.0	$16
Thorne Bay and Kasaan to Klawock	W-Su, 2 RT a day	2	1	11.0	224	2,288	46,592	208	3,500	$148,720	1.5	$65.0	$42
Coffman Cove to Klawock	2 days a week, 2 RT a day	2	1	8.3	204	865	21,216	104	832	$56,243	1.0	$65.0	$68
Water Taxi from Kasaan to Hollis	M-F, 1 RT a day	1	1	2	18	375	4,500	250	2,600	$60,000 *	6.9	$160.0	$23
TOTAL (Recommended Service)			**6**			**10,258**	**219,976**		**23,682**	**$702,413**	**2.3**	**$68.5**	**$30**

**The cost per hour to operate a water taxi was assumed at $160.*

Source: LSC, 2012

As presented in Table VIII-1, the recommended transit service would result in the following total operational cost, riders, and vehicles:

- Number of vehicles (including a water taxi): 6
- Spare vehicles: 1
- Annual operational cost: $702,413
- Annual hours of service: 10,258
- Annual passenger-trips: 23,700
- Passengers per hour: 2.3
- Cost per passenger-trip: $30

ECONOMIC BENEFITS

There are potential economic benefits that will occur as the recommended transit service is implemented. The first benefit will be the opportunities to access employment because of a reliable transportation system. The number of people who may find employment is difficult to quantify, but is a proven benefit of implementing a transportation system.

A direct economic benefit of the recommended service will be the creation of new jobs. The recommended service is expected to create at least 15 new jobs. The actual number and the mix of full-time and part-time jobs will depend on employee schedules.

Finally, there are economic benefits which occur because people are able to live independently. If people have access to services because of a local or regional transportation system, they may avoid the need to reside in an assisted-living facility.

Chapter IX

TRANSPORTATION
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CHAPTER IX

Potential Funding Sources

Successful transportation systems are strategic about funding. They try to develop funding bases that enable them to operate reliably and efficiently within a set of clear goals and objectives and according to both long- and short-range plans. Potential strategies for funding a transportation system on Prince of Wales Island are described below.

CAPITAL FUNDING

The new transportation services for this area will potentially require capital funding for bus fleet procurement, bus stops, shelters, dispatching software, computers, and other administration capital. The following strategies for funding capital development should be considered:

- Federal funding (along with any state match funds) should be maximized—within the existing 5310 and 5311 programs and through pursuit of discretionary grants (both through FTA channels and through direct congressional earmark). Small transit systems often underachieve their potential for federal grant assistance because they assume they cannot compete in that arena. Close coordination with the Alaska Department of Transportation and Public Facilities will help the transit systems be aware of opportunities and compete for funding.

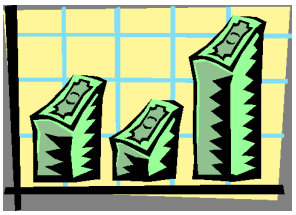
- In general, the best use of federal discretionary grant funding is for capital needs since this is a highly speculative source of money that requires extensive political effort at a level that is feasible only as a one-time or occasional undertaking.

- The financial management system should include specific provisions for recapitalization of the fleet and of certain other capital investments. A sinking fund for capital replacement should be established and some amount of money from local funding sources should be set aside annually based on a recapitalization plan. Note that buses and certain other capital facilities purchased with federal cost participation (80 percent under SAFETEA-LU) are eligible for federal participation in the cost of replacement once they reach maturity (as defined in FTA rules).

OPERATIONS AND MAINTENANCE FUNDING

Over time, the primary financial requirement of a local or regional transit system will be funding routine operations and maintenance, including daily transit service, vehicle maintenance, and system administration. In general, labor represents about 50 to 75 percent of the costs of operating transportation, with much of that going to drivers' salaries and a high percentage to fuel. The following strategies for funding operations and maintenance should be considered:

- Reliance on general fund appropriations from local governments should be avoided, if possible. It is common for local and regional transit agencies to be dependent on annual appropriations from their constituent towns, cities, and/or census areas. As a practical matter, this means it will not be possible to forecast future funding levels, given the exigencies of local government funding.



Such an agency will be unable to undertake capital planning and will continually face potential service cutbacks. This, in turn, makes it difficult or impossible for the transit agency to enter into partnership arrangements with other agencies or with private entities. Transit agencies, like highway agencies, require that most or all of their operations and maintenance funding comes from ***dedicated sources*** so that they can undertake responsible planning and offer reliable, consistent service.

- It may be necessary to collect ***fares*** as part of system funding, but this is not an ideal source of revenue. Due to realities of transportation system costs and financing structure, it is generally not possible to recoup more than 10 to 20 percent of operations and maintenance costs at the farebox. Fare collection incurs costs for farebox maintenance, cash management, and auditing. Fare collection slows down vehicle boarding and increases operating costs by increasing the time required to run each route. Finally, fare collection deters ridership. A coordinated fare structure within the Prince of Wales Island transit services should be something that is examined when an operations plan is developed.

- Operations and maintenance funding mechanisms should be designed explicitly to anticipate transit system growth. Successful rural and small urban transit systems around the United States are experiencing annual growth in ridership. It is important to be able to respond to such growth by increasing service levels to meet demand. This means that ideal funding sources for operations and maintenance are those that have the ***flexibility to be increased*** or expanded as demand grows. Such flexibility will, in most cases, require voter approval, but the important consideration is that the need for growth has been anticipated and the potential for larger budgets is not precluded by the choice of a source of funding.

OVERALL SERVICE CONSIDERATIONS

There are also a few overarching considerations in developing a coherent transit system funding strategy including the following.

- Issues of funding and service equity are of paramount importance in designing funding systems. Informal systems based on annual appropriations and systems without ***specific accounting for the distribution of costs and benefits*** struggle with local elected bodies to find acceptable allocations of cost responsibility. This can become a significant barrier to coordinated system establishment and, later, to system growth.

- The strongest transportation systems are those that make extensive use of partnerships. Examples include partnerships with private companies, partnerships with national parks or other major public facilities, and partnerships with adjacent jurisdictions. Partnership arrangements enable a transit system to broaden its base of beneficiaries, expand its funding source alternatives, achieve better governance, and improve public support.

POTENTIAL LOCAL FUNDING SOURCES

A variety of local funding sources may be available. Examples of local support that could be used for transit include the following: voluntary assessments of municipalities; contributions by major business associations; and taxes (sales tax, lodging tax, property tax, fuel tax, real estate tax). Many local agencies benefit from business support in the form of advertising. These and other local funding sources are discussed below.

- ***General Fund Appropriations:*** Boroughs and towns/cities may appropriate funds for transit operations and maintenance and for transit capital needs. Funds to be appropriated come generally from local property taxes and sales taxes. Competition for such funding is tough and local governments generally do not have the capacity to undertake major new annual funding responsibilities for transit.

- ***Advertising:*** One modest but important source of funding for many transit services is on-vehicle advertising. The largest portion of this potential is for exterior advertising, rather than interior "bus card" advertising. The potential funds generated by advertising placed within the vehicles is comparatively low. Advertising on bus shelters has been used to pay for the cost of providing the shelter.

- ***Voluntary Assessments:*** This alternative requires each participating governmental entity (cities and boroughs) and private businesses to contribute to funding the system on a year-to-year basis. This alternative is common for areas that provide regional service rather than service limited to a single jurisdiction. An advantage of this type of funding is that it does not require voter approval. However, the funding is not steady and may be cut off at any time.

- ***Private Support:*** Financial support from private industry can be a revenue source in providing adequate transportation services in the Prince of Wales Island area. The major employers in the region are potential sources of revenue. These firms may be willing to help support vehicles or operating costs for employee transportation. Private industry is also a viable source of advertising revenue.

- ***Transportation Impact Fees:*** Traditional methods of funding transportation improvements required by new development raise questions of equity. Sales and property taxes are applied to both existing residents and to new residents attracted by development. However, existing residents then inadvertently pay for public services required by the new residents. As a means of correcting this inequity, many communities nationwide, faced with strong growth pressures, have implemented development impact fee programs that place a fee on new development equal to the costs imposed on the community.

- ***Lodging Tax:*** The appropriate use of lodging taxes (occupancy taxes) has long been the subject of debate. Historically, the bulk of these taxes has been used for marketing and promotion efforts for conferences and general tourism. In other areas, such as resorts, the lodging tax is an important element of the local transit funding formula. A lodging tax can be considered as a specialized sales tax, placed only on lodging bills. As such, it shares many of the advantages and disadvantages of a sales tax. Taxation of this type has been used successfully in Park City, Utah; Sun Valley, Idaho; and Telluride and Durango, Colorado. A lodging tax creates inequities between different classes of visitors, as it is only paid by overnight visitors. Day visitors (particularly prevalent in the summer) and condominium/second home owners, who may use transit as much as lodging guests, do not contribute to transit.

- ***Sales Tax:*** Sales tax is the financial base for many transit services in the western United States. The required level of sales tax would depend upon the service alternatives chosen. One advantage is that sales tax revenues are relatively stable and can be forecast with a high degree of confidence. In addition, sales tax can be collected efficiently, and it allows the community to generate revenues from visitors in the area. This source, of course, would require legislative approval and a vote of the people to implement or increase the existing sales tax for transit. In addition, a sales tax increase could be seen as inequitable to residents not served by transit. This disadvantage could be offset by the fact that sales taxes could be rebated to incorporated areas not served by transit. Transit services, moreover, would face competition from other services which may seek to gain financial support through sales taxes.

The best and most versatile of the above long-range funding sources for local transportation services may be some sort of dedicated tax imposed by the government entities on Prince of Wales Island. This funding source offers a stable flow of revenue to operate the coordinated transit system. It will provide revenue for operations and local match for federal and state grants. The following provides the current taxes allowed under Alaska statute.

- Alcoholic Beverage Tax
- Corporate Net Income Tax
- Electric and Telephone Cooperative Tax
- Employment Security Tax
- Estate Tax
- Fisheries Tax
- Gaming
- Mining License Tax
- Motor Fuel Tax
- Oil and Gas Production Tax or Severance Tax
- Oil and Gas Property Tax
- Personal Income Tax
- Regulatory Cost Surcharges
- Sales and Use Tax
- Tire Fee
- Tobacco Tax
- Vehicle Rental Tax
- Withholding Tax

FEDERAL TRANSIT FUNDING SOURCES

On July 6, 2012 President Obama signed the Moving Ahead for Progress in the 21st Century Act (MAP-21) and extended the current law—Safe, Accountable, Flexible, and Efficient Transportation Equity Act - A Legacy for Users (SAFETEA-LU)—providing $10.578 billion in authorized funding for federal surface transportation programs for fiscal year 2013. MAP-21 and the new provisions of the law go into full effect October 1, 2012. It authorizes programs for two years, through September 30, 2014.

MAP-21 builds on many of the strengths of rural transit's favorable treatment in SAFETEA-LU, TEA-21, and the Intermodal Surface Transportation Efficiency Act (ISTEA) (the preceding highway and transit authorizations). Some of the desirable aspects of the rural transit program are brought into other elements of federal transit investment and an increased share of the total federal transit program will be invested in rural areas under this new legislation.

The highlights of MAP-21 for FTA grantees are:

- It is steady and predictable funding.
- It consolidates certain transit programs to improve efficiencies.
- There are targeted funding increases particularly for improving the state of good repair.
- There are new reporting requirements.
- It requires performance measures for the state of good repair, planning, and safety.

The information below was gathered from FTA's implementation of MAP-21. Listed below are descriptions of federal funding programs that may be used by the area's providers:

- ***Safety Authority 5329:*** This is a new program under MAP-21.FTA granted new Public Transportation Safety Authority. It provides additional authority to set minimum safety standards, conduct investigations, audits, and examinations. It overhauls state safety oversight. There are new safety requirements for all recipients.

- ***State of Good Repair Grants 5337:*** This is a new program under MAP-21. It provides formula-based funding to maintain public transportation systems in a state of good repair. Funding is limited to fixed guideway investments (replaces 5309 Fixed Guideway program). It defines eligible recapitalization and restoration activities. The new formula is composed of three elements—former Fixed Guideway formula, new service-based formula, and new formula for buses on HOV lanes. In fiscal year 2013, $2.1 billion is authorized.

- ***FTA Section 5309 Fixed Guideway Capital Investment Grants:*** This grant modifies New Starts and Small Starts projects by consolidating phases and streamlining review. There is new eligibility for projects that expand the core capacity of major transit corridors. This does not include elements designed to maintain a state of good repair of the existing fixed guideway system. In fiscal year 2013, there is $1.9 billion in general fund authorization.

- ***FTA Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities (New Freedom):*** This grant consolidates the 5310 and New Freedom program eligibilities into a single formula program. In fiscal year 2013, $225 million in funding is authorized. In Alaska, these funds are used to support human services transportation programs.

- ***FTA Section 5311 Rural Area Formula Grants:*** This program consolidates the 5311 and JARC-eligible activities into a single program. This program provides funding to states for the purpose of supporting public transportation in rural areas. The program establishes a $5 million discretionary and $25 million formula tribal grant program. In fiscal year 2013, $630 million in funding

is authorized which includes funds from growing states and high-density states (5340 program).

- ***FTA Section 5312 Research, Development, Demonstration, and Deployment:*** This grant separates research from technical assistance, training, and workforce development. It creates a competitive deployment program dedicated to the acquisition of low- or no-emission vehicles and related equipment and facilities. In fiscal year 2013, $89 million in general funds is authorized.

Other Federal Funds

The US Department of Transportation funds other programs including the Research and Special Programs Administration (RSPA), and the National Highway Traffic Safety Administration's State and Community Highway Grants Program funds transit projects that promote safety.

A wide variety of other federal funding programs provide support for transportation programs for the elderly and handicapped. Some of these are currently being used in the area and others can be explored further, including the following, some of which are described in more detail in this section:

- Retired Senior Volunteer Program (RSVP)
- Title IIIB of The Older Americans Act
- Medicaid Title XIX
- Veterans' Affairs
- Job Training Partnership Act (JTPA)
- Temporary Assistance for Needy Families (TANF)
- Developmental Disabilities
- Housing and Urban Development (Bridges to Work and Community Development Block Grants)
- Head Start
- Department of Energy
- Vocational Rehabilitation
- Health Resources and Services Administration
- Senior Opportunity Services
- Special Education Transportation
- Weed and Seed Program, Justice Department
- National Endowment for the Arts
- Rural Enterprise Community Grants, Agriculture Department
- Department of Commerce, Economic Development and Assistance Programs
- Pollution Prevention Projects, Environmental Protection Agency

Surface Transportation Program (STP)

The funds from this program may be spent on any road that is functionally classified as a Collector or Arterial for urban streets or as a Major Collector or Arterial for rural areas. The types of projects may range from rehabilitation to new construction. These funds may also be used for transit projects.

Older Americans Act

Through the Administration on Aging's Title III-B program, funds are awarded on a formula basis to state and area agencies on aging for the purpose of providing supportive services for older persons, including the operation of multipurpose senior centers. Many area agencies on aging use these funds to help meet the transportation needs of older persons.

Rural Development Loan Fund

These loans finance business activities in rural communities and towns with a population of less than 25,000. Transportation facilities and other community development projects are among the eligible uses of borrowed funds. Some loans are made to direct borrowers; others are awarded to national and local nonprofit intermediaries. These intermediaries then make and service loans to individual borrowers.

Department of Commerce, Economic Development Administration

Grants support capital facilities in economically distressed areas, including transportation facilities and infrastructure improvements. Funds also are available for planning and adjustment assistance in communities experiencing severe economic deterioration. Public bodies, private nonprofit organizations, and Native American Indian tribes are eligible applicants.

Supportive Housing for Persons with Disabilities

This Department of Housing and Urban Development, Office of Housing program helps private nonprofit entities provide housing and necessary supportive services for low-income persons with disabilities. Transportation is among the supportive services that may be funded through this program.

Community Development Block Grants

The Community Development Block Grant (CDBG) program supports a wide variety of community and economic development activities, with priorities determined at the local level. Some communities have used CDBG funds to assist in the construction of transportation facilities or for operating expenses and vehicle acquisition for community transportation services. Most CDBG funds are distributed on a formula basis to entitled cities, states, and urban counties. In addition, the Economic Development Initiative provides competitive grants and the Section 108 loan guarantee program underwrites commercial lending to carry out CDBG activities.

Supportive Housing Program

The Supportive Housing Program provides a broad range of assistance for housing and related services for homeless persons. Transportation to link supportive housing residents with other necessary services may be funded. State and local governments, private nonprofit agencies, and community mental health associations are eligible to apply.

Housing Opportunities for Persons with AIDS

The Housing Opportunities for Persons with AIDS Program (HOPWA) provides grants for housing and supportive services for low-income persons with HIV/AIDS and their families. Grants may be used to provide transportation services to assist clients in accessing health care and other services. Most funding (90 percent) is awarded on a formula basis to state and city governments.

Office of Public and Indian Housing, Public Housing Drug Elimination Program

The Public Housing Drug Elimination Program (DEP) provides grants to reduce drug-related crime and criminal activities in and around public housing developments. Funds may be used to support transportation activities or services to reduce the incidence of drug-related crime and other criminal activities. Public and Indian housing authorities are eligible applicants.

Resident Opportunities and Self-Sufficiency Program

Known as ROSS, this program links public and Indian housing residents to needed services by providing grants for supportive services, resident empowerment activities, and activities that assist residents in becoming economically self-sufficient. Transportation-related activities and services are allowable uses of this program's funds.

Indian Financial Assistance and Social Services Programs

Tribal governments and individuals receive funds for a variety of assistance programs, including burial assistance, child assistance, disaster assistance, emergency assistance, general assistance, services to children, the elderly, and families, and tribal welfare reform activities. Transportation is among the supportive services for which these funds may be used.

Department of Justice Weed and Seed Program

This program seeks to combat violent crime through a multi-faceted approach of crime prevention and community improvement strategies, including the improvement of facilities and services (such as those related to transportation) in high-crime areas. Much of Weed and Seed's activity is the provision of training and technical assistance to areas seeking to implement these strategies. In addition, the program funds local efforts being carried out by coalitions of community groups, local governments, and US Attorneys' offices.

Senior Community Service Employment Program

This program, authorized by Title V of the Older Americans Act, provides formula grants to states and grants to national nonprofit organizations for subsidized employment and related services for low-income elders. Transportation is among the services provided through this program.

Workforce Investment Pilot and Demonstration Programs

This is a program of demonstrations and innovations in providing job training services. Particular emphases are to initiate pilot projects operating in more than one state and to serve groups with particular labor market disadvantages. Transportation services that are part of these projects can be supported.

Workforce Investment Act Programs

The Workforce Investment Act (WIA) provides funding to state and local workforce development agencies for a variety of youth, adult, and dislocated worker employment and training services. States may use these funds to help provide transportation to training programs for program participants. State employment and training agencies receive these funds, which are then passed on to area workforce development boards, who allocate program resources according to local workforce development plans.

Veterans' Employment and Training Service, Homeless Veterans' Reintegration Project

This is a program of discretionary grants to local public and private nonprofit organizations to provide employment and training services that help urban and rural homeless veterans re-enter the workforce. Funds may be used to provide transportation, outreach, and other support services.

Native American Employment and Training Programs

This is a separate program under the Workforce Investment Act which provides formula funding to tribal entities for a variety of job training services. Transportation to and from job training activities is among the eligible uses of these funds.

Department of Education, Federal TRIO Programs

TRIO is a program of outreach and support targeted to help disadvantaged students progress from middle school to college. TRIO's Student Support Services program provides supportive services to disadvantaged college students with the goal of helping these students successfully complete their studies. Grants are awarded to institutions of higher education, which then may provide a broad range of supportive services (including services to help students with disabilities overcome transportation or other access barriers) to eligible students.

Vocational Rehabilitation Grants

Vocational rehabilitation funds are distributed to state rehabilitation agencies on a formula basis to provide a full range of rehabilitative services. Funds may be used for transportation to these services.

Centers for Independent Living

This program provides support to local nonprofit centers for independent living, enabling them to provide training, counseling, advocacy, and supportive services to individuals with significant disabilities. Transportation services are provided through this program. These funds are only awarded to local nonprofit centers.

Developmental Disabilities Basic Support and Advocacy Grants

This program provides formula grants to state agencies serving the developmentally disabled for the purpose of enabling persons with developmental disabilities to become fully integrated into their communities. Funds are used to support the activities of state developmental disabilities planning councils and to provide a variety of support services, including transportation.

Social Services Block Grants

Also known as Title XX, this program provides formula funds to state welfare agencies to provide social services, including transportation services, that help individuals reduce welfare dependency, achieve self-sufficiency, or forestall unnecessary use of institutional care. Since the advent of welfare reform in 1996, there has been a decline in federal support for this program.

Community Health Centers

This program supports primary health care centers in medically underserved areas, migrant communities, public housing sites, and at organizations providing medical care to homeless persons. Funds may be used to provide transportation services as necessary to provide health care services. Private nonprofit and public health agencies are eligible applicants.

Rural Health Outreach and Research

Funds are provided for demonstration grants to expand or enhance the availability of health services in rural areas and for applied research in the field of rural health services. Transportation services that improve the availability of rural health care can be funded through this program. Public agencies and private nonprofits are eligible applicants.

Medicaid

Medicaid is a program of medical assistance for qualified low-income persons and persons with disabilities. Under this program, states are required to arrange for transportation of beneficiaries to and from medical care. Individual states determine how transportation costs are to be paid and which transportation providers are eligible program participants.

Corporation for National Service, National Senior Service Corps

The National Senior Service Corps provides volunteer and community service opportunities for older persons through three programs: the Foster Grandparent Program, the Retired Senior Volunteer Program, and the Senior Companion Program. In each of these, program funds may be used to support the transportation needs of program participants.

Federal Highway Administration

Federal Lands Highway Program

This is a program of coordinated funding for public roads and transit facilities serving federal and Indian lands. It has five components, all of which—despite the "roads" terminology—allow their funds to be used for transit capital projects (e.g., vehicles, buildings, and other facilities):

- Indian Reservation Roads
- National Park Service Roads and Parkways
- Forest Service Highways
- Fish and Wildlife Service Refuge Roads
- Other Federal Public Lands Highways

Congestion Mitigation and Air Quality Improvement Program (CMAQ)

Jointly administered by FHWA and the Federal Transit Administration (FTA), the CMAQ program provides funding for projects and programs in air quality non-attainment and maintenance areas for ozone, carbon monoxide (CO), and particulate matter which reduce transportation-related emissions. New transit systems and service expansions are eligible for these funds. The federal share is generally 80 percent, subject to a sliding scale of 90 percent for interstate projects. Certain other activities—including carpool/vanpool projects, priority control systems for

emergency vehicles and transit vehicles, and traffic control signalization—receive a federal share of 100 percent.

Department of Health and Human Services

Programs for American Indian, Alaskan Native, and Native Hawaiian Elders

Authorized by Title VI of the Older Americans Act, this program supports nutrition, information and referral, multipurpose senior centers, and other supportive services for American Indian, Alaskan Native, and Native Hawaiian elders. Transportation is among the supportive services provided through this program. Federally recognized tribes, Alaska native corporations, and Native Hawaiian organizations are the only eligible grant recipients.

Community Services Block Grant Programs

Under these programs, states and Indian tribes receive funding to provide a broad range of social services for low-income persons. Most of the funds in this set of programs are awarded as formula-based block grants to states, which pass them on to local community action programs. An important component of these community services programs is the Job Opportunities for Low-income Individuals (JOLI) program, through which the federal Office of Community Services awards discretionary grants to local nonprofits that are creating employment and business opportunities for welfare recipients and other low-income individuals. Transportation services are commonly provided in both the block grant and JOLI programs. For information, contact your state or local community action agency.

Native American Programs

Through this set of programs, funds are provided to promote the social and economic development of Native American communities. Transportation services or projects may be funded if they are part of a tribal social or economic development program. Tribal entities are the only eligible applicants.

Administration for Children and Families

Head Start

Head Start is a program of comprehensive services for economically disadvantaged preschool children. Funds are distributed to tribes and local public and nonprofit agencies to provide child development and education services, as well as supportive services such as transportation. Head Start funds are used to provide transportation services, acquire vehicles, and provide technical assistance to local Head Start centers.

Temporary Assistance for Needy Families (TANF)

States receive these formula grants, known as TANF, to provide cash assistance, work opportunities, and necessary support services for needy families with children. States may choose to spend some of their TANF funds on transportation and related services needed by program beneficiaries.

Department of Agriculture

Rural Community Advancement Program (RCAP)

Among the grant and loan activities funded through this program are:

- Rural business development loans and grants (including Rural Business Enterprise Grants to local governments, private nonprofits, and tribal governments to facilitate business development; and Rural Business Opportunity Grants to local governments, private nonprofits, business cooperatives, and tribal governments for economic development planning, training, and technical assistance).

- Housing and community facilities loans and grants (including Community Facilities loans, loan guarantees, and grants to public entities, private nonprofits, and tribal governments for the development of health care, public safety, and other public facilities, which can include transportation facilities).

Housing and Urban Development

Rural Housing and Economic Development Grants

This program provides technical assistance and capacity building funds to private nonprofits, housing finance agencies, community development corporations, and tribal, state, and local community or economic development agencies to help develop and carry out innovative housing and community development strategies.

To the extent that transportation plans and programs fit into such strategies, they can be supported through these grants. Funds are awarded every year on a competitive basis.

Indian Housing Block Grants

Authorized by the Native American Housing Assistance and Self Determination Act (NAHASDA), this is a program of formula-based grants to tribal governments and their designated housing enterprises for housing development, housing assistance, and a variety of services needed by residents of tribal housing services. Transportation facilities and services designed for these persons are eligible for funding under this program.

Indian Community Development Block Grant

The ICDBG Program provides eligible grantees with direct grants for use in developing viable Indian and Alaska Native Communities, including decent housing, a suitable living environment, and economic opportunities, primarily for low- and moderate-income persons. Eligible applicants for assistance include any Indian tribe, band, group, or nation or Alaska Native village which has established a relationship to the federal government as defined in the program regulations. In certain instances, tribal organizations may be eligible to apply. The ICDBG program can provide funding for recipients in the following categories:

- ***Housing:*** Housing rehabilitation, land acquisition to support new housing construction, and under limited circumstances, new housing construction.
- ***Community Facilities:*** Infrastructure construction (e.g., roads, water and sewer facilities) and single or multipurpose community buildings.
- ***Economic Development:*** Wide variety of commercial, industrial, and agricultural projects which may be recipient-owned and operated or which may be owned and/or operated by a third party.

Program Administration

The program is administered by the six area Offices of Native American Programs (ONAP) with policy development and oversight provided by the Denver National Program Office of ONAP. Each area ONAP is responsible for a geographic jurisdiction that includes from 26 to over 200 eligible applicants.

The program regulations provide for two categories of grants—Imminent Threat and Single Purpose. Single-purpose grants are awarded on a competition basis pursuant to the terms published in an annual Notice of Funding Availability (NOFA).

The Secretary of HUD may set aside five percent of each year's allocation for the noncompetitive, first-come/first-served funding of grants to eliminate or lessen problems that pose an imminent threat to public health or safety.

Native American Housing Block Grant/Native American Housing Assistance and Self-Determination Act of 1996 (NAHASDA)

The NAHASDA Act of 1996 is designed to provide federal assistance for Indian tribes in a manner that recognizes the right of tribal self-governance. NAHASDA reorganizes the system of federal housing assistance to Native Americans by eliminating several separate programs of assistance and replacing them with a single block grant program.

ALASKA TRANSIT FUNDING SOURCE

The annual federal funding available to Alaska for transit assistance varies from year to year, but averages $9 million or more. In many cases, Alaska is unable to capture all these federal funds due to the lack of adequate funding to cover the match requirements. Hence, legislative funding was approved for spending on transit match funds. The Alaska Department of Transportation and Public Facilities implemented this State Match Program to provide for a portion of the required local match to Federal Transit Administration and Alaska Mental Health Trust transit grant funds. The Alaska Department of Transportation and Public Facilities FY2013 budget (chapter 17, SLA 12, page 137, line 6) provided for $2,000,000 to establish a State Match Program. This includes the following FTA grants:

- FTA Section 5307 Urban Public Transit
- FTA Section 5310 Elderly and Persons With Disabilities
- FTA Section 5311 Non-Urban Public Transit
- FTA Section 5316 Job Access/Reverse Commute

- FTA Section 5317 New Freedom
- FTA Discretionary Grants

State funds to help meet the match requirements for both operating and capital expenditures would help public and community transportation providers be somewhat equal to other federal and state partnerships which provide transportation for Alaskans. It is proposed that these funds be distributed to eligible grant recipients at a rate of 37.9 percent of the required match. The Ketchikan Gateway Borough would receive nine percent of the available match funds. The Inter-Island Ferry Authority (IFA) would receive $10,972 (37.9 percent of their match requirements) and approximately one percent of the available match funds.

Chapter X

TRANSPORTATION
CONSULTANTS, INC.

CHAPTER X
Implementation Plan

INTRODUCTION

LSC has prepared the following implementation plan for coordinating transportation services on Prince of Wales Island. This chapter includes implementation steps for each of the preferred coordination strategies discussed in the previous chapter. The coordination activities envisioned will require continued communication, collaboration, and financial commitment from the various agencies involved.

FINANCIAL PLAN

Table X-1 presents the expenditures and revenues for the Prince of Wales transit service for calendar years 2012 through 2018, with the assumption of an annual five percent inflation rate for costs. Costs for 2012 and 2013 are for formation of the Transportation Authority, grant applications, and building a coalition. Vehicle and equipment purchases are anticipated in 2014 with startup in the second half of the year. The estimated costs are based on the service plan described in Chapter VIII.

A requirement for local funding is identified to match FTA funding received through the state. This local funding could be from local government funds, contracts for service for other agencies such as the Indian Health Service, or Indian Reservation Roads funds (now designated as the Indian Transportation Program). A combination of local sources should be sought to provide sustainability and avoid an undue financial burden on any single entity. State of Alaska funds may also be used to fulfill match requirements.

Table X-1
Transit Financial Plan, 2012-2017 (assumed 5% inflation)

	2012	2013	2014	2015	2016	2017
EXPENSES						
OPERATING						
Local Services						
Local Service in Craig and Klawock	$8,000	$70,000	$116,452	$244,548	$256,776	$269,614
Hydaburg Local Service/Connector		$138,411	$145,332	$152,598	$160,228	$168,239
Regional Connections						
Craig and Klawock to Hollis			$52,027	$109,257	$114,719	$120,455
Thorne Bay and Kasaan to Klawock			$81,982	$172,162	$180,770	$189,809
Coffman Cove to Klawock			$31,103	$65,317	$137,165	$144,023
Water Taxi from Kasaan to Hollis					$72,930	$76,577
Marketing Program/Public Education	$1,250	$3,000	$6,000	$6,300	$6,615	$6,946
Subtotal	**$9,250**	**$211,411**	**$432,895**	**$750,182**	**$929,204**	**$975,664**
CAPITAL						
Vehicles	$70,000		$420,000		$150,000	
Other Equipment	$3,000	$5,000				
Transfer Point Facilities			$50,000			
Subtotal	**$73,000**	**$5,000**	**$470,000**	**$0**	**$150,000**	**$0**
TOTAL EXPENSES	**$82,250**	**$216,411**	**$902,895**	**$750,182**	**$1,079,204**	**$975,664**
REVENUES						
EXISTING EXPENDITURES (that could potentially be transferred to the new transit program)						
Southeast Senior Services			$82,295	$86,410	$90,730	$95,267
Subtotal	**$0**	**$0**	**$82,295**	**$86,410**	**$90,730**	**$95,267**
NEW REVENUES						
Operation						
FTA 5311 (c) Tribal Transit Operating		$138,411	$100,000	$200,000	$200,000	$200,000
FTA 5311 Operational/State Grant Funding			$139,599	$232,897	$313,473	$334,396
Subtotal	**$0**	**$138,411**	**$239,599**	**$432,897**	**$513,473**	**$534,396**
Capital						
FTA 5311 (c)-Tribal Transit Capital	$70,000		$470,000	$0	$150,000	$0
Subtotal	**$70,000**	**$0**	**$470,000**	**$0**	**$150,000**	**$0**
Local Revenues						
New Operational (Local Match)	$9,250	$52,159	$58,311	$146,487	$222,743	$239,130
New Capital (Local Match)	$3,000	$5,000	$0	$0	$0	$0
Advertising			$10,000	$10,000	$10,000	$10,000
Fares (10 percent farebox recovery)		$20,841	$42,690	$74,388	$92,259	$96,872
Subtotal	**$12,250**	**$78,000**	**$111,001**	**$230,875**	**$325,001**	**$346,001**
TOTAL REVENUES	**$82,250**	**$216,411**	**$902,895**	**$750,182**	**$1,079,204**	**$975,664**

Source: LSC, 2012.

IMPLEMENTATION STEPS

The following paragraphs describe the implementation steps which should be followed to successfully start up a sustainable coordinated transportation system. A proposed schedule is included in Figure X-2 (at the end of this chapter) for a phased implementation of the proposed service. The implementation schedule corresponds with the financial plan presented in Table X-1.

Determine Organizational Structure

The first step is to decide upon an organization structure. The recommended approach is to form a Transportation Authority through Intergovernmental Agreements (IGAs) and then designate an operator. Two options are recommended for consideration for a designated operator. The first is to use Southeastern Senior Services which already operates on Prince of Wales Island. The organization could be designated as the transit operator with oversight by the Transportation Authority. A second option is for the Transportation Authority to be the operator.

Timing

The preferred organizational structure should be determine immediately.

Responsibility

The stakeholder group for this study will be responsible for determining the preferred organizational structure.

Establish Transportation Authority

The recommended organizational structure is to form a Transportation Authority through IGAs among the participating government entities. This will place authority for operation of the coordinated transit service with a single entity while maintaining accountability to the participating governments. Intergovernmental agreements will need to be drafted and approved by all of the participating governments to form the Authority. The Authority should be formed with a Board made up of representatives of the participating organizations.

Timing

Formation of the Transportation Authority should begin as soon as the organizational structure is agreed upon.

Responsibility

While the stakeholder group will be responsible for forming the Transportation Authority, it is important to select one or two people who will have primary responsibility, with assistance from the other participating organizations. This will require a financial commitment by one or more organizations to provide the time for those people taking the primary responsibility to form the Authority.

Appoint Transportation Services Manager

Once the Authority is formed, a Transportation Services Manager should be hired or appointed as staff of the Transportation Authority. This individual will be responsible for the remaining implementation steps and will report to the Authority Board.

Timing

The manager should be appointed as soon as the Authority is formed and funding is available.

Responsibility

The Transportation Authority Board will be responsible for appointing the manager.

Obtain Funding

There are multiple steps related to funding the new service. The first requirement will be a financial commitment by one or more participating entities to provide time for those taking the lead responsibility in forming the Transportation Authority. Initial funding will be required by the participating government entities to hire the Transportation Manager until other sources of funding are obtained. The financial plan has recommended several sources of funding. Several of these

will require preparation of grant applications. These should be submitted as the grant applications are solicited.

Timing

Initial financial commitments will be needed immediately to form the Transportation Authority. Local funding will be required to hire a Transportation Services Manager once the Authority is formed. Grant applications will be submitted as the applications are solicited by the funding organizations.

Responsibility

The responsibility for obtaining funds will be a joint effort of the participating organizations and the Transportation Manager once that person has been appointed.

Purchase Vehicles and Equipment

Vehicles and office equipment will be required to operate the service. It is recommended that vehicles be purchased through the Alaska Department of Transportation and Public Facilities. The department establishes a contract with vehicle vendors to provide vehicles for local transit agencies. Benefits of purchasing through the state contract include specifications have already been prepared, costs are typically lower because of the larger purchasing contract, and the state is involved in ensuring that vehicle specifications are met. Computers and software will be needed for the Transportation Manager and the dispatcher/ assistant.

Timing

Vehicles must be purchased to ensure delivery prior to driver training and initiation of the service. The lead time for vehicle purchase will vary depending on whether vehicles are purchased through the state contract or if a full procurement process is used by the Authority.

Responsibility

The Transportation Manager will be responsible for procuring the vehicles and equipment.

Develop Marketing Program

Marketing and promotional materials will be needed to publicize the new service to be offered on Prince of Wales Island. The best marketing that can be done is to provide services that the people want. Many of the actions discussed in this implementation schedule are a part of marketing. Providing high quality service is an element of marketing because it provides a desirable service to those who will use it. In order to provide good service, it is essential to have information that may be used by management for evaluation of the service and continuous improvement of that service. The Prince of Wales Island transit system must maintain a customer orientation in every part of the plan.

A key step in the marketing effort will be selecting a name and image for the transit system. The name and image should reflect the community and present an image that the transportation service is provided for everyone. One approach is to hold a contest to select a name and graphic images. Prizes could be donated by local businesses to support the new transit system.

Brochures should describe the services and include a map of the area to be served. Brochures should include the schedule with times shown for each designated stop. The brochure should also describe the checkpoint and demand-response features of the service and how to request a deviation for an origin or destination. The brochure should be attractive and informative.

Posters and signs should be prepared that may be displayed in businesses, at places of employment, clinics, and on community bulletin boards. The signs or posters should provide a brief description of the service with a source from which to obtain additional information. If possible, the schedule brochures should be made available where the posters are displayed.

Announcements should be made through local media such as newspapers and radio. Articles should be written and submitted to the local news media describing the new service with information about when the service will start, why it is being provided, what people must do to use the service, how it will be funded, and any other information of general interest.

Publicity should also be sought when the service begins. News releases should be given to the local news media describing the start up of the new service.

Timing

Brochures, signs, and posters should be prepared one month prior to implementation. Signs and posters should be displayed one month before beginning the service with information about the start date. Speaking engagements should begin immediately to develop support for the service.

Responsibility

The Transportation Manager, in cooperation with the Transportation Authority Board, should have primary responsibility for preparation of the materials with assistance from other members of the stakeholder group. Members of the stakeholder group should be responsible for displaying posters and signs throughout the service area.

Finalize Routes and Schedules

The operating plan for the service must be finalized prior to implementation. This will include identification of specific stops and any agreements for use of sites identified for stops. The service schedule will be finalized indicating the specific stops and scheduled times for the service. Schedule must allow passengers from Kasaan, Thorne Bay, Craig, Klawock, and Hydaburg to connect with the ferry in Hollis.

The proposed schedule for implementation calls for future expansion of service by adding the water taxi between Kasaan and Hollis in 2016. Other future expansion after 2017 includes more frequent service to Thorne Bay and Kasaan and service to the north end of the island two days a week.

Timing

The service plan should be finalized three months prior to the date established to begin service.

Responsibility

The Transportation Manager, in cooperation with the Transportation Authority Board, will be responsible for developing the final service plan and schedules with input from the stakeholder group.

Hire and Train Drivers and Staff

Drivers must be hired and trained in advance of the service. Training will include vehicle operation and passenger assistance.

The drivers' salary should be approximately $9.50 per hour, depending on experience and other salary levels. One lead driver or supervisor should be hired at a somewhat higher salary. This position would assist the Transportation Manager with supervisor duties, driver training, and scheduling. The service should consider hiring an individual for the combined position of dispatcher/office manager. This individual will take and schedule the call-in rides for the demand-response area and the route-deviation service, in combination with other administrative duties.

Timing

Recruiting should begin well enough in advance to allow time for hiring and training prior to starting the service. Training should begin so that the drivers and dispatchers are fully trained prior to the start of service.

Responsibility

The Transportation Manager and Authority Board will be responsible for hiring and training all employees.

Start Service

A target date should be set well in advance for initiation of the service. All other activities will ensure that everything is in place to start the service.

Monitor Service

Monitoring of service should occur on a daily basis. Data collection is essential to evaluate service performance and to determine if changes should be made in service delivery. This section provides information on data collection, databases, and standard reports that should be prepared. Data to be collected fall into three basic categories—ridership, on-time performance, and financial.

Ridership Data

Passenger boarding data should be collected continually on a time-specific basis. There is a trade-off between data collection efforts and the value of information. It is just as easy to collect too much data as it is to collect insufficient data.

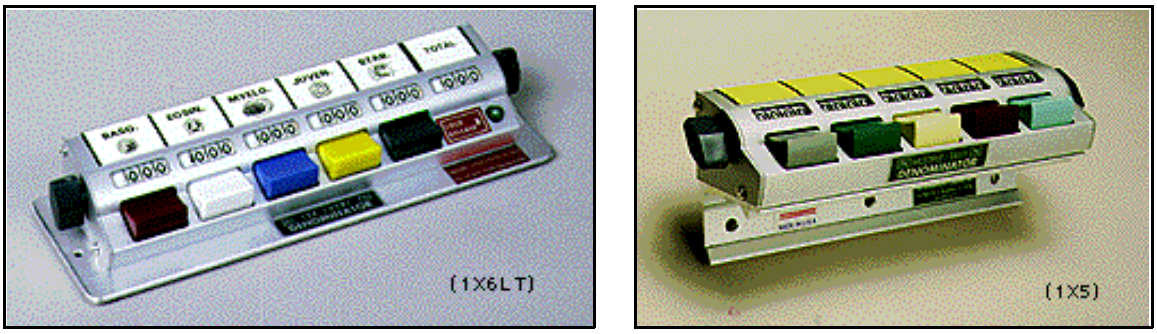
MDTs in use

Passenger boardings should be recorded daily by route, fare category, and by trip. One approach is the implementation of Intelligent Transportation Systems, such as Mobile Data Terminals (MDTs). Mobile Data Terminals include features such as recording each passenger by fare category as they board. This capability should be programmed into the capability of the software as it is implemented. Mobile Data Terminals also allow both data and voice communication between operator and dispatcher. It is similar to having an alphanumeric pager on the dashboard.

Passenger boarding data can also be collected using tally boards on the buses. Two sample counters are shown in Figure X-1. Sufficient buttons are required to record passengers in each fare category. A driver's log sheet should then be used to record the passenger counts at the end of each trip. The drivers do not need to calculate the number of passengers for that trip, but record the running total by fare category. As data are entered, the calculation of passengers on each trip can be made. An effective approach is to prepare the driver's log sheet for each of the drivers' runs. This will provide preprinted route and trip information, and the driver will need only to record the date and the passenger count data.

Figure X-1

Manual Passenger Boarding Counters



Twice each year, a full boarding and alighting count should be completed. If passenger boardings are counted using the MDTs and integrated with Automatic Vehicle Location (AVL), the data can be recorded automatically. If it must be done manually, this is a more intense effort and will require the use of additional personnel. Passenger counts are recorded for passengers boarding and alighting by stop for a full day. This information records the passenger activity at individual stops and is useful in determining if stops are appropriately placed and what amenities should be provided. If a stop has little or no activity, it would not warrant a bench or shelter and may not even be appropriate as a designated stop. Data collection forms should be prepared for each route showing the stops and providing space to record the passenger counts.

An onboard passenger survey should be conducted periodically. We recommend that a survey be conducted six months after service changes have been implemented. Following that, passenger surveys should be conducted at least every two years. Survey instruments should collect information about passenger demographics, trip characteristics, and perceptions of the transit service.

On-Time Performance

With any transit system, it is important to monitor on-time performance. An on-time performance goal should be established. For instance, an attainable on-time goal of 95 percent for the service may be considered for system changes. Minor

adjustments to routes may be needed to ensure that schedules and headway adherence can be maintained.

To record on-time performance, drivers should report actual arrival and departure times at designated bus stops along the routes and at major stops. It should be emphasized that drivers should not leave prior to a scheduled stop time to make up time along a route. Leaving early could cause riders to miss a bus.

The dispatcher should then record this information so that the number of trips running late can be determined. Again, this capability could be integrated with the MDT and database system so that the data are entered directly by the driver. This effort should continue for the first three months of service. After that, on-time data should be checked randomly to ensure that performance remains acceptable.

Financial Data

The Transportation Authority should carefully track financial data. Accounts should be kept so that separate costs can be tracked for each route. Financial data are required to evaluate performance measures such as the operating cost per hour of service and the cost per passenger-trip.

Performance Measures

Transit performance measures serve as a guide to find out how a transit system performs. Performance measures define the types of data to be collected and provide the tools necessary to identify transit system deficiencies and opportunities.

It is worth noting that criteria used for the selection of performance measures include the following:

- Be measurable.
- Have a clear and intuitive meaning so that it is understandable to those who will use it and to non-transportation professionals.
- Be acceptable and useful to transportation professionals.
- Be comparable across time and between geographical areas.
- Have a strong functional relationship to actual system operations so that once changes occur in system operations, changes to the system can readily be determined.

- Provide the most cost-effective means of data collection.
- Where appropriate, be based on statistically sound measurement techniques.
- Be consistent with measures identified for other systems.

Performance measure categories that should be used include:

- On-time performance
- Missed/late trips
- Passenger no-shows
- Service denials
- Fleet maintenance

Many of these measures have been described above. Other performance measures that should be used are:

Passengers/Hour: Number of total monthly and annual passengers divided by the corresponding revenue-hours.

Passengers/Mile: Number of total annual passengers divided by the annual revenue-miles.

Cost/Trip: Total expenses divided by total annual one-way trips.

Subsidy/Trip: Total expenses minus fare revenue divided by total annual one-way trips.

Passenger-Miles: Passenger-miles is one of the most difficult performance measures to calculate. Multiplying total system miles by one-way passenger-trips does not give a good measure of passenger-miles. This involves very detailed data collection to get average passenger-miles per route. One way is to take an average trip length multiplied by systemwide miles or sample passenger activity.

Vehicle-Miles/Service Area: A good measure of the level of service being provided. The service area must be realistically identified. As an example, a county system may say they serve the entire county, but in fact, much of the county is very rural and service is never provided.

Service/Road Calls: Vehicle breakdowns are inevitable. This measures the distance traveled between mechanical breakdowns. Although frequent occurrences can create disruptions in a transit system, it is important to track the frequency and type of mechanical failures of each vehicle in addition to monitoring a fleet's age. Monitoring of vehicle breakdowns is one method of reducing system disruptions and may allow an agency to improve monitoring of vehicle replacement schedules and preventative maintenance practices. Data collection efforts should include date, time of day, type of failure, age of vehicle, vehicle number, vehicle

mileage, and how the situation was rectified. Monitoring of these items will allow an agency to recognize repeated types of mechanical breakdowns; breakdowns related to vehicle type, age, or mileage; and assist with preventative maintenance programs. Wheelchair lift failures should also be monitored. Data should be included in the monthly report.

Accidents/1,000 miles: Measure of driver safety. Accidents must be defined as a standard.

Average Age of Fleet: A good single indicator of vehicle replacement needs, although individual vehicle inventories, ages, and mileage should be tracked.

Cost/Revenue-Hour: An excellent indicator of efficiency is cost per revenue-hour of service. Costs per hour should be analyzed by route and compared to overall system averages.

IMPLEMENTATION SCHEDULE

The proposed implementation schedule is shown in Figure X-2. This schedule provides time for formation of the Transportation Authority, obtaining funds, purchase of vehicles and equipment, and startup of the service.

Figure X-2
Implementation Schedule