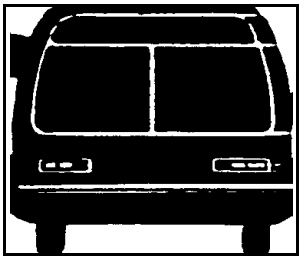
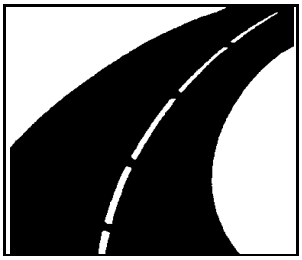
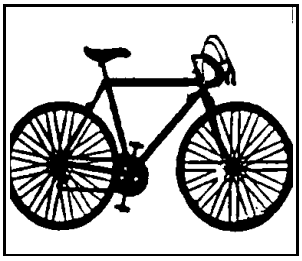
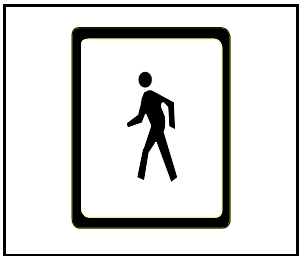
JANESVILLE AREA
2005-2035
LONG RANGE
TRANSPORTATION PLAN









TRANSIT ELEMENT

May 10, 2006 Section II

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I. INTRODUCTION AND PURPOSE

The Janesville Area MPO Transit Plan was developed concurrently with the 2005 Transit Development Plan (TDP) prepared for the Janesville Transit System (JTS) by Urbitran Associates, Inc. The Transit Element of the Long Range Transportation Plan describes the existing conditions of JTS, long term goals and objectives, and looks at potential development and socioeconomic changes that may affect future ridership, revenue, or service areas over the next 30 years. The ultimate planning tool for the operation of JTS is the TDP process, which occurs approximately every five years and examines the existing conditions of the transit system and develops detailed operational recommendations for the next five years. This planning process and planning period is much better suited to respond to changes in the transit environment versus the 30 year planning horizon of the Long Range Plan. The Long Range Plan therefore must focus on a more global picture of the regional transit issues of the Janesville Area MPO.

II. GOALS AND OBJECTIVES

The goals and objectives for the Janesville Transit System were initially defined in 1981 and have been updated periodically as the transit system and city policy toward the system have evolved over the past two decades. The system goals and objectives are an integral part of the City of Janesville's Comprehensive Plan and are considered during development review, street and highway reconstruction, and neighborhood-level planning. These goals reflect the long term vision for JTS, although it is expected that JTS's goals and objectives will continue to be modified as the transit operating environment and the perceived need and goals for transit service by the city's policy makers change. As elements of the City's comprehensive plan are updated, JTS's focus will be continually refined and more closely defined. It is anticipated that emphasis will continue to be placed on providing accessible, efficient transit service for transit-dependent persons, particularly senior citizens, disabled persons, and children. JTS will also focus on aligning routes to adequately serve major employment, education, and health care centers, and identify and respond to changes in ridership.

Operations, schedules and capital improvement standards have also been developed to meet goals and objectives set forth by JTS. One of these standards is to evaluate the route and schedule structure every five years, modify unproductive route segments and hours of service to match service with demand or areas of high transit potential, identify the fiscal resources needed to operate the system, identify the resources that are available to meet those needs, and adjust service levels as necessary to stay within the fiscal constraints of the funding sources. This evaluation typically takes place every five years though the TDP process.

JANESVILLE TRANSIT SYSTEM – GOALS AND OBJECTIVES

The goals and objectives of JTS reflect the system's efforts to provide efficient, reliable service with focus on serving transit dependent individuals. The goals and objectives for JTS were initially established with the 1982 Transit Development Plan. These goals and objectives have been evaluated and modified with each update of the Transit Development Plan and the Long Range Transportation Plan. The following list identifies the ongoing goals and objectives of the JTS. A list of standards by which JTS measures the efficiency and effectiveness of its service is included with each goal.

Goal I: **To promote the role of public transit in the overall Janesville community transportation system.**

Objective A: By encouraging the use of public transit as an alternative for work and shopping trips.

Objective B: By including transit service considerations in all development projects and coordinating public transit improvements with other modes of transportation and parking improvements.

Objective C: By providing a level of service consistent with the needs of the community and at a level of local subsidy as specified by the City of Janesville City Council.

Objective D: By promoting ridership through a comprehensive marketing plan.

Objective E: By maintaining and expanding efficient high capacity transit service oriented to major employment centers.

Standard A: Evaluate the route and schedule structure at least every five years through the TDP, modify unproductive route segments and hours of service to match service with demand, or areas of high transit potential, identify the fiscal resources needed to operate the system, identify the resources that are available to meet those needs, and adjust service levels as necessary to stay within the fiscal constraints of the funding sources.

Standard B: To provide adequate levels of service as expressed in hours of service, frequency of service, and accessibility. Service should operate at a minimum between 6:15 AM to 6:15 PM Monday through Friday and 8:45 AM to 6:15 PM on Saturdays; headways should be no greater than 60 minutes unless warranted by special circumstances.

Standard C: The service should be operated within one quarter mile of at least 90 percent of the populated areas within the JTS service area unless restricted by natural or man-made physical barriers.

Standard D: Except where expressly required by Federal regulations, service to areas outside the Janesville City limits should be provided only when the area or institution served provides the local share of the operating assistance for the service, and guarantees the farebox revenue.

Goal II: **To maintain a fiscally sound public transit system as a vital service worthy of public support similar to that provided for other basic City services.**

Objective A: By serving the greatest number of people to the greatest extent possible within the resources available.

Objective B: By maintaining an effective preventive maintenance program that ensures that 85% of the bus fleet is available for service at all times and maximizes the useful service life of the fleet.

Standard A: To provide an equitable balance between City operating assistance and fare structure that meets the operating requirements of the system. Strive to maintain an operating ratio of fares to expenses no less than 20 percent.

Standard B: To maintain a cost per vehicle mile not to exceed $4.85 (2005 dollars).

Goal III: To serve the public transportation needs of senior citizens, disabled persons, children, and major employment centers in an efficient, safe, comfortable, and reliable manner as defined by industry standards.

Objective A: By maintaining the efficient high capacity peak hour public transit service to all children in the community.

Objective B: By providing amenities that will appeal to the elderly and disabled senior citizens with facilities and services that will meet the requirements of the American with Disabilities Act for transporting disabled persons.

Objective C: By locating the transfer point(s) of the transit system at the most efficient location.

Objective D: By providing service to businesses in commercial and industrial areas in concert with economic development activities.

Objective E: By implementing a bikes-on-buses program to promote multimodal transportation options and increase ridership.

Standard A: To minimize the transfer rate by direct routing reflecting major travel patterns. The transfer rate should be no greater than 30 percent.

Standard B: To minimize the inconvenience of making transfers by ensuring that no passenger should be required to wait more than 30 minutes to transfer between buses.

Standard C: To provide a reasonable average system speed that gets passengers between points in a timely, yet safe manner. The average system speed should be between 12 and 15 miles per hour.

Standard D: To provide service on-time during peak and off-peak periods. No vehicle (0%) should be early, 95% of all trips should be no more than 0-5 minutes late.

Goal IV: To comply with all regulations and mandates set forth by the Federal Transit Administration and the Wisconsin Department of Transportation.

Objective A: By encouraging the participation of both public and private service providers in the provision of public mass transportation services consistent with JTS service quality, cost effectiveness, and reliability requirements.

Objective B: By complying with all regulations and mandates associated with the American with Disabilities Act, Title VI Civil Rights requirements, federal Environmental Justice goals, and the Disadvantaged Business Enterprise participation goals.

Standard A: To equitably distribute all operating and capital resources throughout the service area so as not to discriminate against any area due to its ethnic, racial or income make up.

Standard B: To serve the disabled community through the provision of accessible buses on fixed-route service, and the process of ADA required paratransit service for eligible disabled persons.

Standard C: To encourage the participation of the private service providers in the provision of new, existing, or restructured public mass transportation services consistent with JTS quality, cost effectiveness and reliability.

Standard D: To encourage the participation of Disadvantaged Business Enterprises (DBE) in the provision of contracted supplies and services in support of the operation of the JTS. Maintain the goal of 11% DBE participation.

III. TRANSIT ISSUES

The goals and objectives of JTS identify the community's expectations for transit service and the general direction that the system proposes to take over the long range planning period. The strategies designed to accomplish these goals are shaped by several land use, funding, and political issues facing the Janesville urban area. One of these issues is residential and commercial expansion in areas not currently served by JTS regular route buses. Janesville's far northeast side continues to experience a high level of low-density residential development while commercial development continues to cluster along the Milton Avenue/USH 14 corridors. In addition, new light industrial development continues on the east side in the Wright Road/STH 11 area. In general, providing service to these areas increases operating costs and may require realignment of existing routes. The most recent operating changes were implemented after the 1999 TDP.

Other issues pertaining to Janesville include possible service needs for specific facilities such as major employers located on the south side to the south and east of existing bus service, another on the east side in the Highway 14 Industrial Park, and one north of I-90 on Milton Avenue . The Youth Sports Complex is also not served by JTS fixed routes. A larger transit issue relates to the shifting demographics of Janesville, the State and the Nation. With an increasingly older population that is living longer and beyond the ability to drive, there will be a need for transit service that addresses the needs of this segment of the population.

The funding needed to address these transit-related service needs is another issue in itself. As with most other communities in Wisconsin, availability of funding will provide the answers to the majority of questions surrounding transit service in Janesville. It is anticipated that by the year 2030, additional local funding and fare increases will likely be needed to cover the potential decreases in federal operating assistance. Funding availability will also determine general, short range issues such as the potential expansion or elimination of one or more routes, alterations to existing fixed routes, elimination or expansion of Saturday or Sunday service hours, and alternative forms of service during off-peak hours. Most of these issues will be analyzed through the TDP process and other methods outlined in the implementation section of this plan.

IV. EXISTING CONDITIONS

This section provides some general background information on scheduling, service hours, and the fare structure for current JTS services. Fixed route ridership and paratransit use are described in the second section, and revenues and expenses are outlined in the final section.

Introduction

JTS provides fixed route and paratransit services in the City of Janesville and between the cities of Janesville and Beloit. JTS operates seven fixed routes, provides 'Nightside' service on three deviated fixed routes and provides 'curb-to-curb' paratransit service to ADA-eligible passengers who are unable to use the fixed route bus system due to physical or mental disabilities. ADA paratransit service covers all locations within the City of Janesville and within ¾ of a mile of a JTS fixed routes in fringe areas. This chapter provides an overview of the JTS system.

FIXED ROUTE DESCRIPTION

Frequency and Span

JTS operates 7 fixed routes, 6 within the City of Janesville and 1 to Beloit. JTS also provides 'Nightside' service on 3 deviated fixed routes. Overall span of service is from 6:15 AM until 10:15 PM on weekdays and from 8:45 AM until 6:15 PM on Saturdays. JTS provides extra 'tripper' service to meet peak and seasonal demands. Trippers are open to the general public and operate between 7:00-8:30 AM and 3:15-4:30 PM.

Half of the regular routes operate on 30-minute headways and half on 60-minute headways. Nightside and Beloit-Janesville Express (BJE) service operate on 60-minute headways. Table II-1 provides an overview of the frequency and span of service for each of the fixed routes.

TABLE II-1. JTS: FREQUENCY AND SPAN OF SERVICE

Route	Weekday		Saturday	
	Frequency	Span	Frequency	Span
Regular Routes				
West Court Street	30	6:15 AM - 6:15 PM	30	8:45 AM - 6:15 PM
Kellogg Avenue	30	6:15 AM - 6:15 PM	30	8:45 AM - 6:15 PM
Milton Avenue	30	6:15 AM - 6:15 PM	30	8:45 AM - 6:15 PM
East Milwaukee Street	60	6:15 AM - 6:15 PM	60	8:45 AM - 6:15 PM
West State Street	60	6:45 AM - 6:15 PM	60	8:45 AM - 6:15 PM
Wright Road	60	6:15 AM - 6:15 PM	60	8:45 AM - 6:15 PM
Nightside Routes				
Nightside-West	60	6:15 PM - 10:15 PM	N/A	N/A
Nightside-East	60	6:15 PM - 10:15 PM	N/A	N/A
Milton Avenue Nightside	60	6:15 PM - 10:15 PM	N/A	N/A
Regional Route				
Beloit-Janesville Express	60	6:00 AM - 6:15 PM	N/A	N/A

Source of Data: ***JTS 2005 TDP***

The six regular routes and the Nightside routes operate on a 'pulse' system with pulses occurring at the JTS Downtown Transfer Center on South River Street. Three of the regular routes pulse at both quarter past the hour and quarter of the hour and the other three regular routes pulse only at either quarter past the hour or quarter of the hour. Nightside deviated fixed routes all pulse at quarter past the hour. Bus stops are located along the routes at every intersection where it is safe to stop as well as at points of interest and major trip generators.

Below is a description of each of the regular fixed routes:

- *Milton Avenue* – This route serves northeast Janesville and operates between the JTS Downtown Transfer Center and US Highway 14 via Milton Avenue with deviations along the way. Major trip generators served by this route include the Creston Park Mall, the Janesville Mall, Rock Theatres, Wal-Mart, Target, K-Mart, Van Galder Bus Terminal, Woodmans, Shopko, and the Pine Tree Plaza. Roundtrip travel time on this route is 60 minutes, allowing two buses to operate this route on 30-minute headways on weekdays and Saturdays.
- *East Milwaukee Street* – This route serves northeast Janesville and operates between the JTS Downtown Transfer Center and Janesville Mall via Main, Tyler, Randall, Milwaukee, Randolph, Morningside and Mount Zion. Major trip generators besides the Mall include the Craig High School, the Village Green Apartments, Rotary Gardens, Janesville Ice Center, Lions Beach, Fairview Mall, Marshall Middle School, and Mercy East. Roundtrip travel time on this route is 60 minutes, allowing one bus to operate this route on 60-minute headways on weekdays and Saturdays.
- *Wright Road* – This route serves east Janesville and operates between the JTS Downtown Transfer Center and Wright Road via Racine, Palmer, Midland, Wright, Ruger, and South Ringold. Major trip generators served by this route include Palmer Park, South Wright Road Industrial Park, Mercy East, and Craig High School. Roundtrip travel time on this route is 30 minutes, allowing one bus to operate both this route and the West State route on 60-minute headways on weekdays and Saturdays.
- *Kellogg Avenue* – This route serves south Janesville and operates between the JTS Downtown Transfer Center and Kellogg Avenue via Jackson, State, Beloit, Kellogg, Chatham, Pearl, Center, and Rockport. Major trip generators served by this route include Mercy South, Pick 'n' Save, Blackhawk Shopping Plaza, Edison Middle School, the Job Center, and General Motors. Roundtrip travel time on this route is 30 minutes, allowing one bus to operate this route on 30-minute headways on weekdays and Saturdays.
- *West State Street* – This route serves southwest Janesville between the JTS Downtown Transfer Center and Kellogg Avenue via Academy, Center, State, Willard, Conde, Kellogg, South River, South Crosby, and West Court. Major trip generators served by this route include City Hall, Wisconsin Center for the Blind and Visually Impaired, UW Rock County, and Sentry West. Roundtrip travel time on this route is 30 minutes, allowing one bus to operate both this route and the Wright Road route on 60-minute headways on weekdays and Saturdays.
- *West Court Street* – This route serves west Janesville between the JTS Downtown Transfer Center and Waveland via Franklin, Washington, Purvis, Manor, Grant, Mineral Point, Waveland, Bond, West Court, and Pearl. Major trip generators served by this route include City Hall, Garden Court Apartments, Sunnyside Shopping Plaza, Parker High School, Franklin Middle School, Mercy Health Mall, Riverview Clinic, and Mercy Hospital. Roundtrip travel time on this route is 30 minutes, allowing one bus to operate this route on 30-minute headways on weekdays and Saturdays.

Nightside service continues approximately the same coverage as the regular routes from 6:15 PM until 10:15 PM on weekdays. The three routes operate on 60-minute headways with one bus each. Below is a description of each of the Nightside routes:

- *Milton Avenue Nightside* – The route structure is exactly the same as the regular Milton Avenue route.
- *Nightside East* – This route is a combination of the East Milwaukee and Wright Road regular routes.
- *Nightside West* – This route is a combination of the West Court Street, West State Street, and Kellogg Avenue regular routes.

FIGURE II-1. JTS FIXED ROUTE SYSTEM

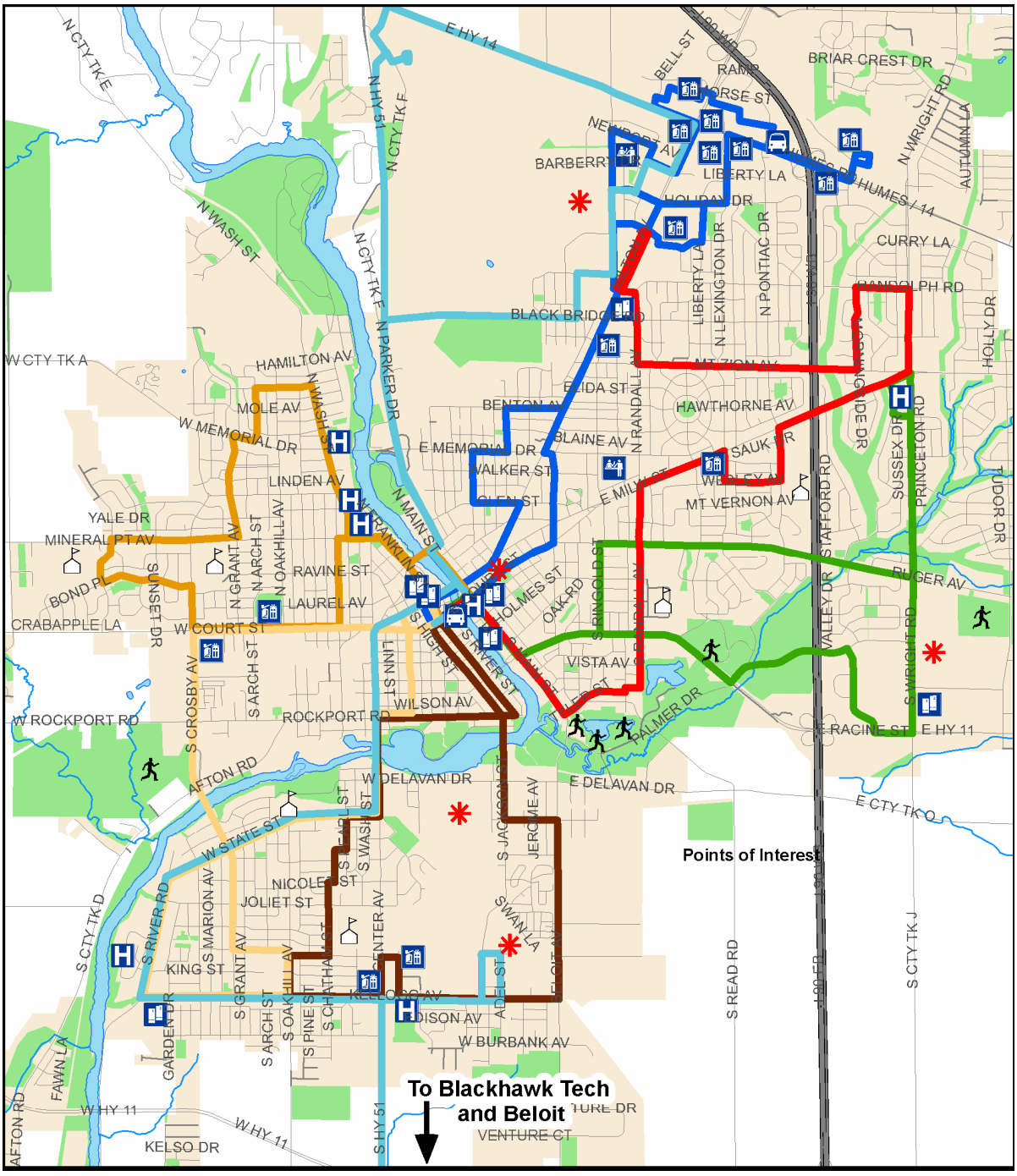
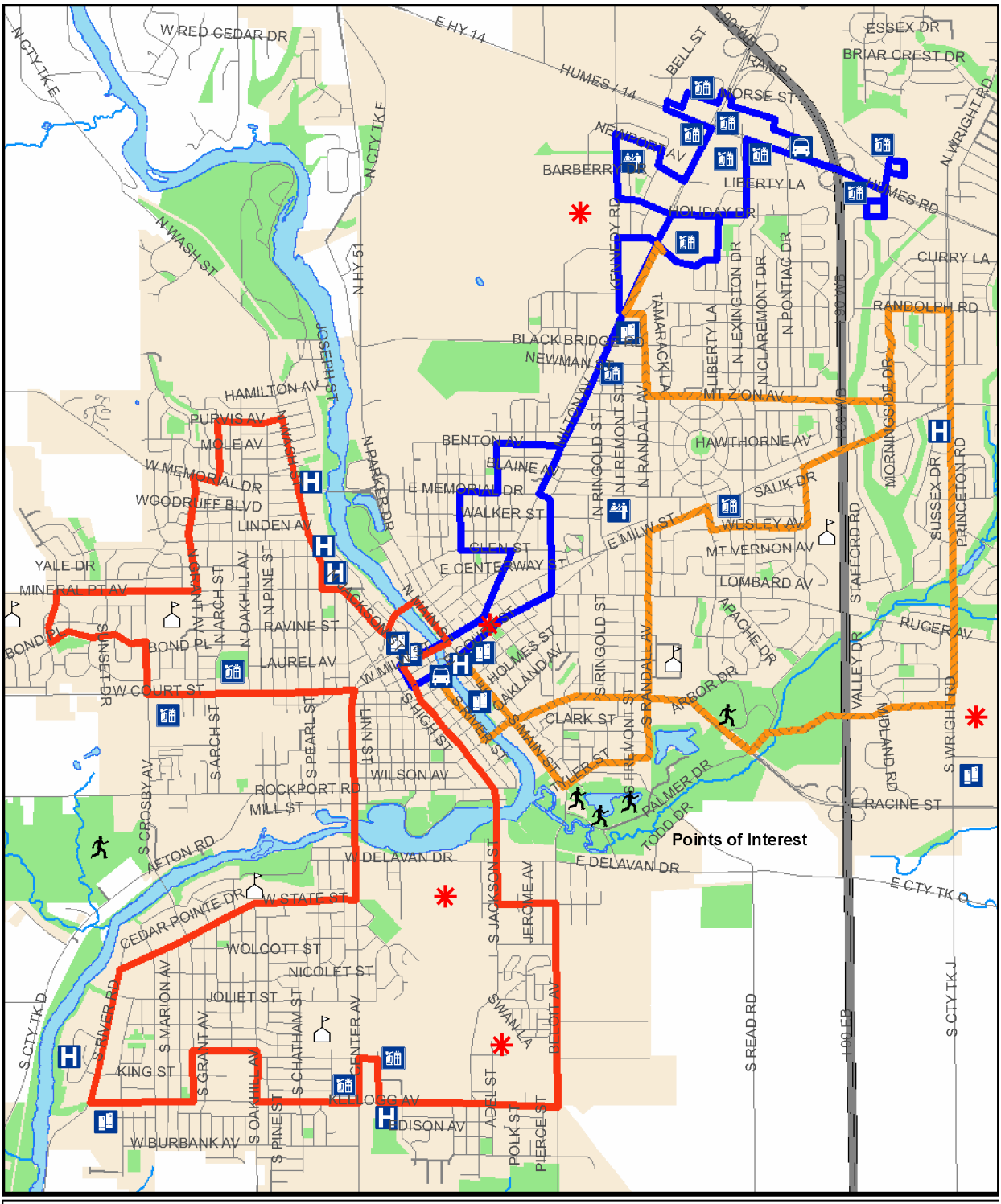


FIGURE II-2. JTS NIGHTSIDE DEVIATED FIXED ROUTE SYSTEM



2005 - 2035 Janesville Area MPO Transportation Plan	FIG. II - 2	NIGHTSIDE DEVIATED FIXED ROUTES Janesville Transit System

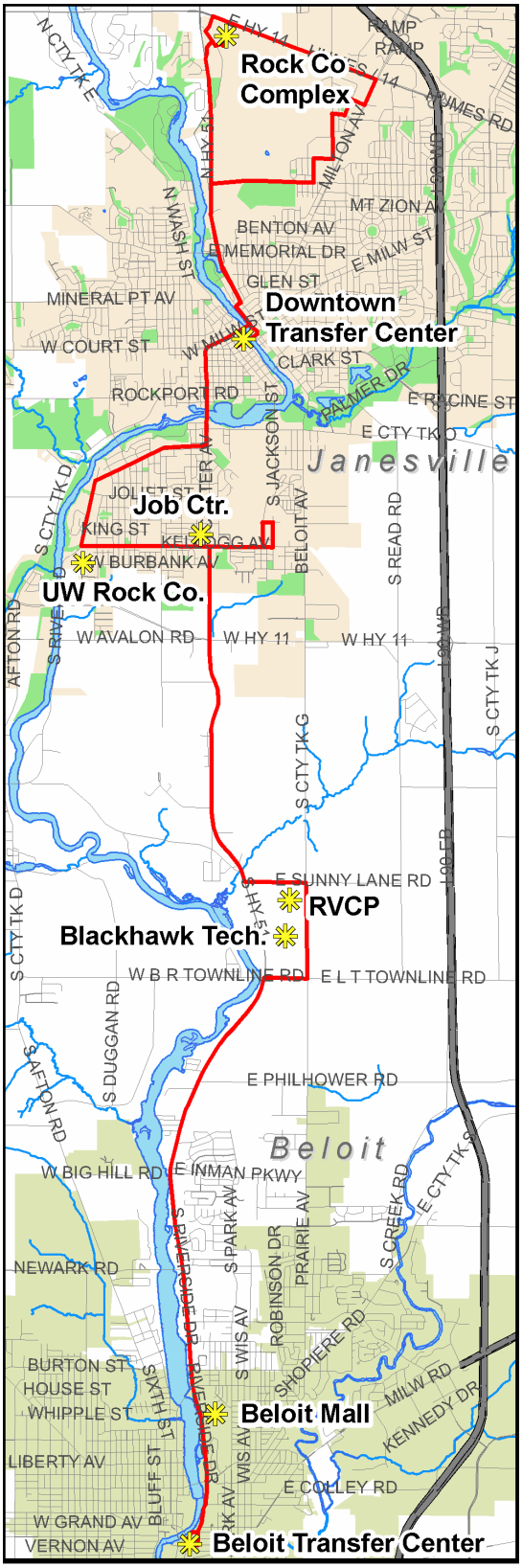


FIG. II - 3
BELOIT-JANESVILLE EXPRESS
Janesville Transit System **Beloit Mall**

The Beloit-Janesville Express route is a joint-venture between JTS and the Beloit Transit System (BTS) and provides transfer ability to both of the local systems. The BJE is operated from 6:00 AM until 6:15 PM on weekdays. The BJE operates on 60-minute headways and JTS and BTS each provide one bus for the operation of this route. The route extends as far north as the Rock County Institutions on Highway 14 north of Janesville to as far south as the Beloit Transfer Center. Major trip generators served include the Rock County Complex, the Arrow Park Complex, Riverfront, the JTS Downtown Transfer Center, UW Rock County, the Rock County Job Center, Kandu Industries, Rock Valley Community Programs, Blackhawk Technical College, and Beloit Mall. The BJE is shown in Figure II-3.

Fare Structure

JTS has a straightforward fare structure for its local routes, as seen in Table 2-6. The base fare for fixed route services is $1.00. The 'All Around Town' pass is available for $2.00 for unlimited rides in one day between the hours of 8:45 AM and 6:15 PM. The 10-ride value pack is available at a discounted rate of $8.00. For frequent riders, a monthly pass is offered by JTS for $30.00. Half fare options are available for each fare type for senior citizens and disabled passengers. Discount passes can be purchased at several venues throughout Janesville. Passengers can transfer for free between two routes. All routes intersect at the JTS Downtown Transfer Center.

Fares on the BJE are divided into three zones, rides originating and ending completely within either Janesville or Beloit are $1.00. The base fare for a trip from Janesville to Beloit is $2.00. The fare to ride between either Beloit or Janesville and the Blackhawk Technical College (BTC) is $1.30. Ten-ride passes are also available for the full BJE route and the BJE route only as far as BTC. Half fare options are also available for senior citizens and disabled passengers on the BJE route. BJE passes can also be purchased at several venues in both Janesville and Beloit.

TABLE II-2. JTS FARE STRUCTURE

Fare Category	Cash	All Around Town	10-Ride Pass	Monthly Pass	BJE Cash	BJE (BTC only)	BJE 10-Ride Pass	BJE (BTC only) 10-Ride Pass
Adults	$1.00	$2.00	$8.00	$30.00	$2.00	$1.30	$19.00	$12.00
Seniors/Disabled Persons	$0.50	$1.00	$4.00	N/A	$1.00	$0.65	$9.50	N/A

Source of Data: ***JTS 2005 TDP***

PARATRANSIT SERVICE

Paratransit service is provided to meet the requirements of the Americans with Disabilities Act (ADA) for service usable by individuals who cannot access or use the fixed route accessible bus service by reason of their disability. This service is a contract service operated by Rock County Specialized Transit an agency of the Rock County Council on Aging. Customers must obtain certification through an application process with JTS. Reservations for rides must be made the day before transportation is needed. The basic cash fare for paratransit is $2.00 per trip. Evening service for ADA eligible passengers within Janesville is available through the Nightside service and deviated route operations.

Table II-3 presents 2004 JTS paratransit operating statistics. One vehicle is used in the operation of the paratransit service.

TABLE II-3. JTS PARATRANSIT OPERATING STATISTICS

Category	Average Weekday	Average Saturday	Annual Total
Ridership	12	5	3,314
Peak Vehicles	1	1	1
Revenue Hours	7	5	2,001
Revenue Miles	37	21	10,661

Source of Data: 2004 NTD Report

INTERCITY BUS TRANSPORTATION

Intercity bus service is provided to the Janesville area by Van Galder Bus Company, which provides daily bus service between Madison and Chicago from the company's bus terminal on Pontiac Drive near I-90. Passengers have the opportunity to make intermodal connections by using their personal vehicle or JTS to board the Van Galder bus which has regularly scheduled stops in Madison, Beloit, Rockford, O'Hare Airport, Midway Airport, and downtown Chicago.

Service Areas

The Janesville Transit System attempts to serve a balance of the city's primary residential, commercial, and industrial clusters in addition to schools, public institutions and recreational facilities. Figures II-4 and II-5 indicate how the transit system's regular routes and extra-service routes relate to the city's General Development Plan. This comprehensive land use plan was adopted in 1989 and guides general development of the city within a twenty-year urban service boundary. As indicated on the two maps, transit routes branch out from the downtown transfer center to the residential areas bounded

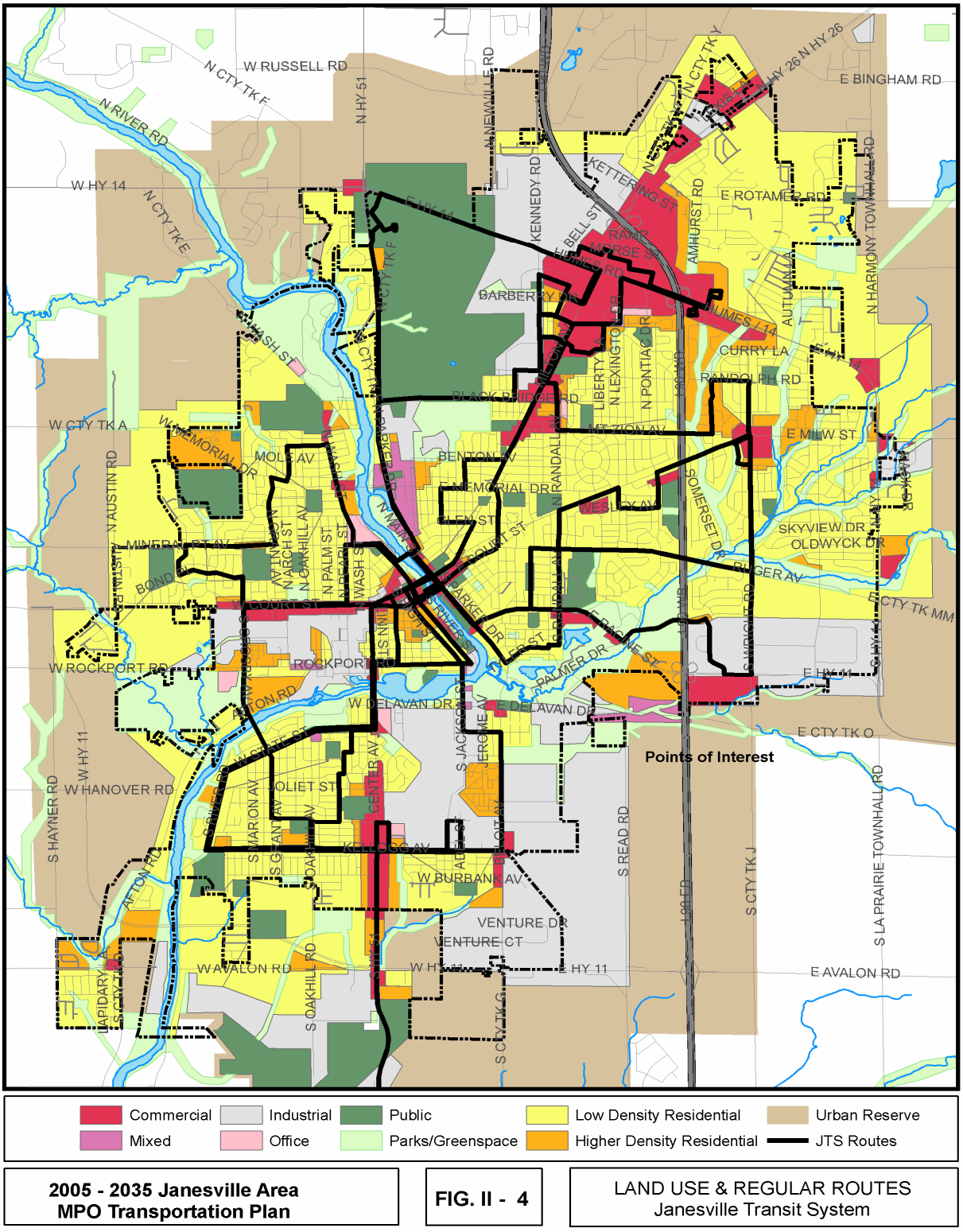
roughly by Crosby Avenue and Memorial Drive on the west, Kennedy Road and USH 14 on the northeast, Wright Road to the east, and Kellogg Avenue to the south. The extra service routes provide essentially the same coverage area with extensions into the general area of Wuthering Hills on the City's far east side and north of Memorial Drive (Figure II-5). The areas with the highest potential (>1,000 trips per square mile) are located in the central part of the city bounded by Centerway, Center Avenue, and Randall Avenue. These areas are currently served by both regular and extra service routes and the downtown transfer center is also located within this high transit potential zone.

The community's commercial land uses are concentrated around the Milton Avenue/USH 14/I-90 interchange, West Court Street, Center Avenue, East Milwaukee Street at Wright Road, and the central business district. Transit routes operate along the majority of the city's major arterials, therefore, commercial areas are well-served by JTS . Commercial development is expected to continue northeast of I-90 along USH 14 and Milton Avenue and the regular route system was modified in July 1997 to respond to demand for services in these areas. Extended service along USH 14 and along Newport Avenue and Holiday Drive takes customers to numerous restaurants, stores, and retail employers near the Milton Avenue corridor.

The primary industry in the city is the General Motors Assembly Plant west of South Jackson Street and south of Delavan Drive. Support industries for GM are located adjacent to the plant between Center Avenue and I-90 and also on the east side near STH 11 and Wright Road. Other large industrial employers include Newel-Rubbermaid on Foster Avenue, and Lab Safety Supply and Lear Corporation on South Wright Road. Light industrial development is concentrated in several clusters, including the Kennedy Road area west of Milton Avenue and an area on the west side between West Court Street and the Rock River. In general, all of these developments are served by JTS. Bus service is provided to the GM area by the Kellogg Avenue route and to the west side by the West Court Street route. Newell-Rubbermaid is located near the north loop of the BJE. The Wright Road route serves Lab Safety, SSI, Lear Corporation, and other light industries near Wright Road. Kennedy Road is served by the Milton Avenue route and the BJE, however, many of the industries there are beyond convenient walking distance (1/4 mile) from a bus stop.

Industrial uses are planned to extend from the existing concentrations of manufacturing east of Wright Road to USH 14, northeast of Beloit Avenue and Avalon Road, and in the undeveloped area south and west of Avalon Road (STH 11) and Beloit Avenue (CTH G) as well as on land adjacent to STH 26 and CTH Y on the city's far northeastern side. These areas are currently not served by transit and are discussed further in the next section of the plan.

FIGURE II-4. LAND USE AND REGULAR TRANSIT ROUTES

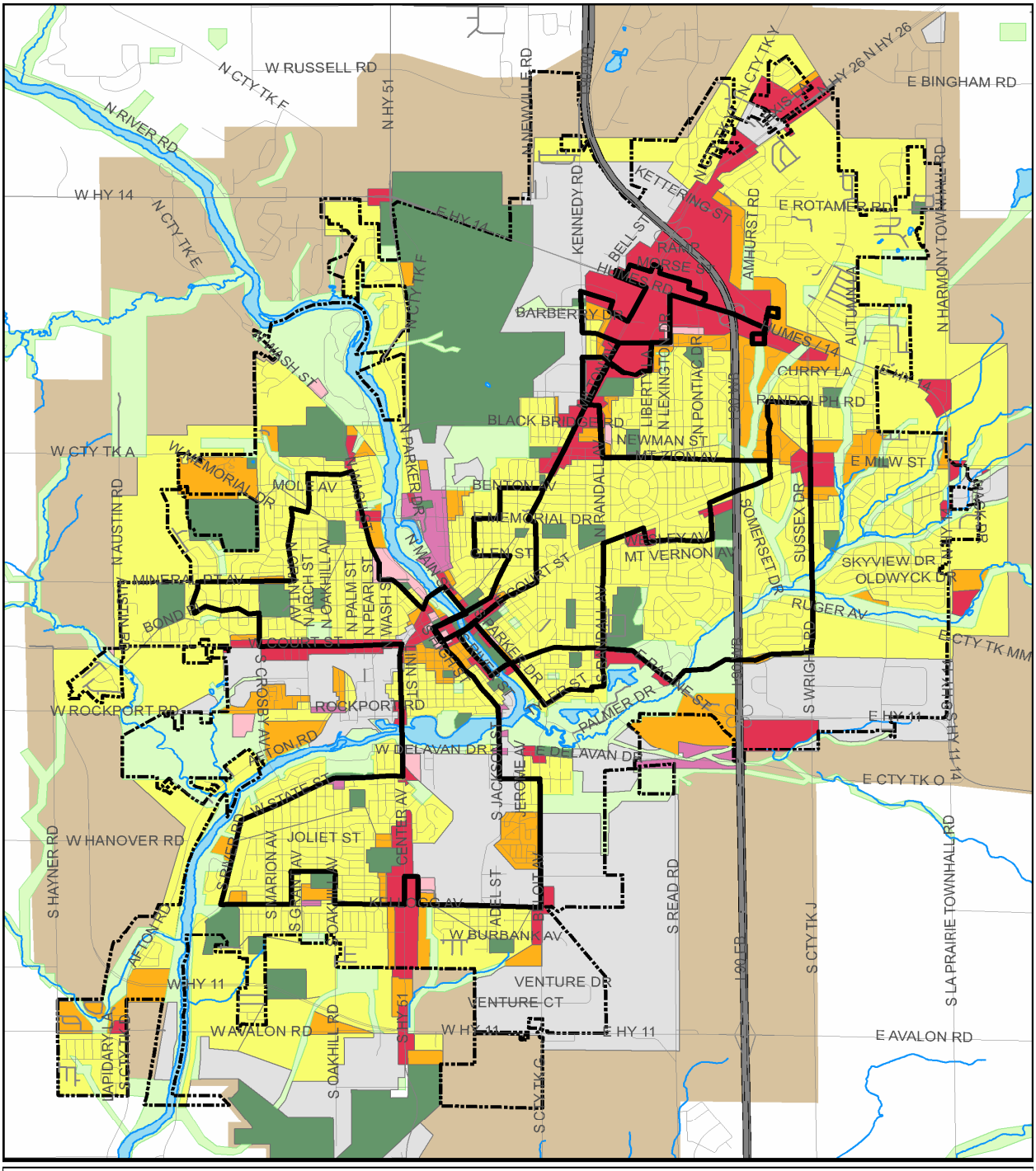


2005 - 2035 Janesville Area MPO Transportation Plan

FIG. II - 4

LAND USE & REGULAR ROUTES
Janesville Transit System

FIGURE II-5. LAND USE AND NIGHTSIDE ROUTES



2005 - 2035 Janesville Area MPO Transportation Plan	**FIG. II - 5**	LAND USE & DEVIATED NIGHTSIDE ROUTES Janesville Transit System

Revenue and Expenditures

JTS finances are made up of its capital and operating expenses and its revenue sources. Operating expenses include vehicle operations and associated personnel costs, which represent the largest portion of operating expenses, costs paid for the paratransit operation, vehicle maintenance, non-vehicle maintenance and associated personnel and general administration costs. Vehicle operations are split into type of service: regular, tripper, and Nightside. Regular service makes up the largest single piece of the budget – 37%. When all fixed route services are considered together, they comprise 45% of the budget. General administration and maintenance together make up more than half (53%) of the total budget. Paratransit service costs only contribute 1% of the budget.

TABLE II-4. OPERATING EXPENSE SUMMARY 2005

Expense Object Class	Amount	% of Budget
General Administration	$496,052	23%
Maintenance	$666,171	30%
Regular Service	$824,580	38%
Tripper Service	$77,780	3%
Paratransit Service	$20,200	1%
Nightside Service	$113,770	5%
Total	$2,198,553	100%

Table II-5 provides a summary of 2005 revenue sources. The largest single source of revenue is state assistance – 30% of total revenue. Together all types of assistance contribute 82% of the total revenue. Farebox revenue makes up 14% of the total revenue and the BJE Subsidy and Advertising contribute 2% and 1%, respectively.

TABLE II-5. REVENUE SUMMARY 2005

Revenue Source	Amount	% of Total Revenue
Federal Operating Assistance	$615,600	28%
State Assistance	$659,600	30%
Local Assistance	$536,197	24%
Farebox	$305,691	14%
Advertising	$27,825	1%
BJE Subsidy	$51,600	2%
Miscellaneous	$2,040	0%
Total	$2,198,553	100%

(Due to rounding, may not equal 100%)

Historical Trends

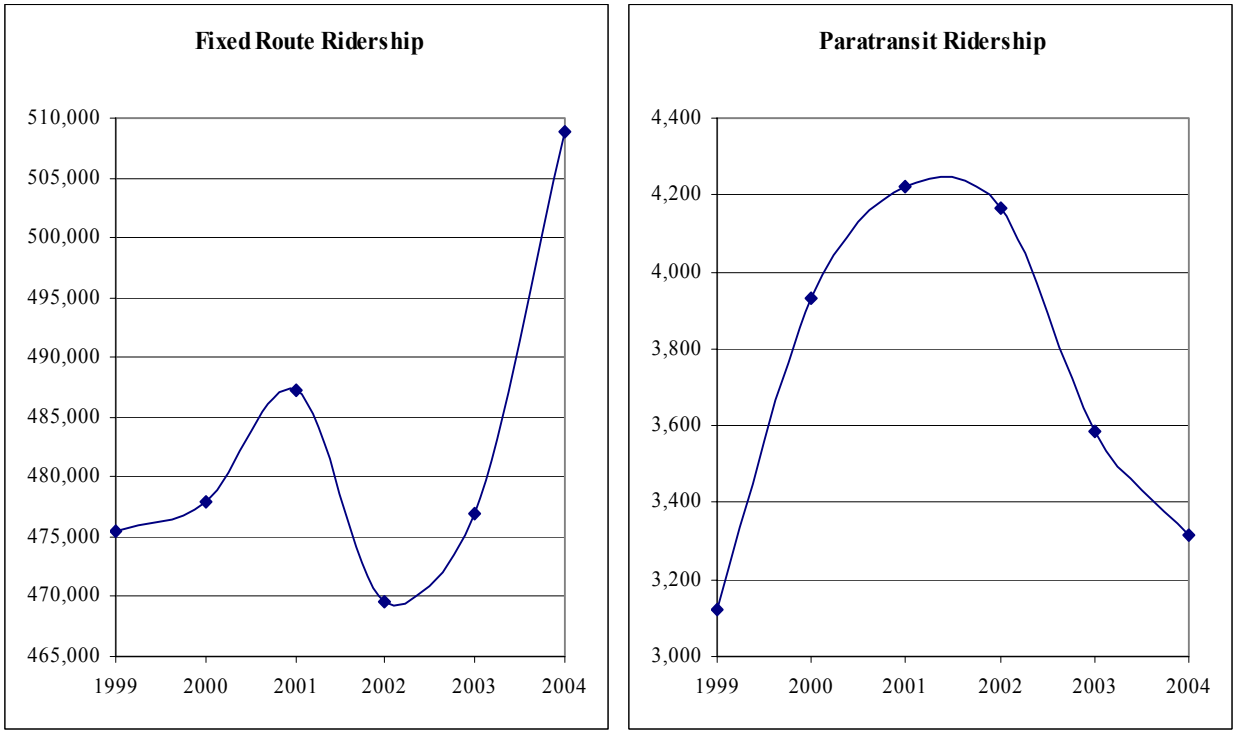
The historical trend below is based on National Transit Database reports from 1999 to 2003, the last year they were available, and JTS data for 2004. Total ridership increased over the period by 7%. Table II-6 and Figure II-6 depict the change in both fixed route and paratransit ridership for JTS from 1999-2004. Fixed route ridership increased from 1999-2001, decreased from 2001-2002, then began increasing after 2002. The greatest change over the period occurred from 2003-2004. Paratransit ridership increased from 1999-2001, then decreased from 2001-2004. Overall, however, paratransit ridership increased over the period.

TABLE II-6: JTS RIDERSHIP TRENDS 1999-2004

Year	Fixed Route*	Paratransit*	Total
1999	475,496	3,122	478,618
2000	477,870	3,934	481,804
2001	487,206	4,221	491,427
2002	469,509	4,167	473,676
2003	477,019	3,584	480,603
2004	508,858	3,314	512,172
% Change	*7.02%*	*6.15%*	*7.01%*

Source of Data: JTS 2004, NTD 1999-2003.
** Unlinked passenger trips per National Transit Database (NTD) definition which includes transfers.*

FIGURE II-6. JTS RIDERSHIP TRENDS 1999-2004



Source of Data: JTS 2004, NTD 1999-2003

During the same period, there was an increase in fixed route service hours and a decrease in paratransit service hours. Fixed route revenue miles also increased over the period, as did paratransit revenue

miles. Table II-7 describes the change in fixed route and paratransit revenue hours and miles from 1999-2004. Fixed route vehicles operated in peak service decreased from 15 to 14 over the period and the number of paratransit service vehicles remained the same.

TABLE II-7. JTS SERVICETRENDS 1999-2004

Year	Revenue Hours		Revenue Miles		Peak Vehicles	
	Fixed Route	Paratransit	Fixed Route	Paratransit	Fixed Route	Paratransit
1999	28,249	2,098	434,996	10,491	15	1
2000	28,417	2,404	436,943	12,728	15	1
2001	29,425	2,534	455,681	13,544	14	1
2002	29,266	2,517	453,218	13,406	14	1
2003	29,260	2,191	452,570	11,597	14	1
2004	29,345	2,001	453,941	10,661	14	1
% Change	*3.88%*	*-4.62%*	*4.36%*	*1.62%*	*-6.67%*	*0.00%*

Source of Data: NTD 1999-2004

The financial trends from 1999-2004 are presented in Table II-8. The cost to operate the fixed route system increased by 29% while fixed route farebox revenues followed with an increase 30%. Farebox revenue data was only available for 2000-2004. For paratransit service however, the financial picture is not as consistent over the period. The cost to operate the paratransit system increased by 76% from 1999 to 2004 but the farebox revenue exceeded the change and increased by 209% (between 2000-2004). Revenue alone does not cover the cost of providing paratransit service. Additional State and Federal funding is utilized to offset this balance.

TABLE II-8. JTS FINANCIAL TRENDS 1999-2004

Year	Modal Cost		Farebox Revenue		
	Fixed Route	Paratransit	Fixed Route	Paratransit	Fixed Route % of Cost
1999	$1,627,824	$16,506	N/A	N/A	N/A
2000	$1,747,698	$16,871	$250,614	$2,142	15.4%
2001	$1,881,925	$15,480	$328,477	$2,332	17.5%
2002	$1,957,424	$28,005	$319,462	$2,782	16.3%
2003	$2,004,337	$45,762	$320,046	$7,174	16.0%
2004	$2,102,459	$29,036	$325,925	$6,628	15.5%
% Change	*29.16%*	*75.91%*	*30.05%*	*209.43%*	-

Source of Data: JTS 2004, NTD 1999-2004

JTS RIDER OPINION SURVEY

Introduction

A survey of JTS fixed route passengers was undertaken during May 2005 as part of the public participation program. Both weekday and Saturday riders were surveyed and every rider was offered a survey form. A total of 638 surveys were completed by JTS riders over the survey period, with approximately 72% from weekday riders and 28% Saturday riders. The major responses are presented below. The results are shown for combined weekday and Saturday respondents.

Survey Format

The detailed survey asked respondents for information regarding the trip being taken when the survey form was handed to the passenger. These questions included origin and destination, how the bus was accessed, the purpose of the trip, and how the fare was paid. The form also asked questions regarding the opinion of the passenger towards the JTS. In addition, passenger characteristics were recorded to categorize the travel characteristics and the demographic and socioeconomic characteristics of the respondent.

Rider Opinion Survey Summary

Key findings from the rider survey include the fact that the JTS ridership base is disproportionately female and is comprised of a lower income level when compared to the population of the City of Janesville overall. These results are consistent with previous results from JTS ridership surveys. The survey results also show that most passengers walk to get to their bus or to complete their trip while about 24% transfer to or from another bus. Also, while *work* received the most responses in terms of trip purpose, JTS riders use the system for many other purposes.

TABLE II-9: TRANSIT SURVEY - TRIP PURPOSE

Response	Percentage of Responses
Work	**26.6**
School	**22.5**
Personal Business	**17.2**
Shopping	**13.2**
Medical	**2.8**
Other	**17.7**
Total	*100.0*

Many riders have been using the bus service for 10 years or more, although there is a large group of new riders that have been riding for less than one year. The results of the survey also indicate an overall level of favorable satisfaction among riders with various attributes of JTS service. About three-quarters of the ridership base can be considered transit dependent, and rely on JTS services for their mobility needs. Riders also identified increased hours of Saturday service as their highest service improvement priority. Additional comments provided by the riders at the end of the survey also reflected a significant desire to see JTS begin providing Sunday service, and operating the BJE route on Saturdays.

V. PROJECTED CONDITIONS (2006-2035)

JTS's projected long range operating conditions and capital requirements are described in this section of the plan. The MPO's land use plan is compared to sections of the urban area that are expected to experience high levels of residential and employment growth. This comparison enables planning staff to pinpoint areas with potential transit service deficiencies. Also included in this section is a review of the operating and capital needs requirements to continue the current level of service.

PROJECTED RIDERSHIP AND UNSERVED AREAS

Operating revenue and costs are directly related to ridership levels and service area. Factors that could affect JTS ridership over the planning period include fluctuations in the size of the school-age population, an increase in the number of senior citizens living in the city, and alterations to routes in certain areas due to funding constraints. Population projections by age group indicate that the highest percentage increases between 2000 and 2035 will be in the 60-69 and 70-79 age groups. The highest percentage decrease is projected for the 0-9 age group which should have minimal effect on JTS as the system has a small percent of riders under age 11. Based on the ridership survey, work trips have surpassed school trips as the largest single segment of transit trips made on JTS.

JTS had approximately 508,858 passenger boardings (NTD unlinked boardings, includes transfers) in 2004 and is budgeted to have 514,964 in 2005. Assuming ridership levels increase at a rate similar to those over the last several years (approximately 0.6% annually), JTS can expect to serve approximately 530,695 fixed route passengers in 2010 and approximately 616,858 in 2035. Actual ridership levels could be tempered by the ability to provide transit service over a larger geographic area and the cost of providing service over a larger area. The benefits of extending the transit system into newly developed low-density residential and commercial areas at the city's fringe is counterbalanced by increasing operating costs and lowering efficiency. Future service areas will be determined based on the population density of the areas to be served. The financial ability to provide transit service will continue to be a pressing issue for the Janesville MPO administration to consider in the future.

Table II-9 identifies the projected ridership for regular, tripper, and paratransit trips taken on the fixed routes. The projections in Table II-9 assume that ridership levels will be maintained through the planning period and that fares will increase once every 5 years. With those fare increases, a one year decrease in ridership of 10% has been factored into the projections. It should be noted however that fare increases are based on involvement and approval of the Janesville City Council following a public involvement process. Therefore, the adjustments are a tool to estimate potential ridership and revenue during the planning period.

TABLE II-10. JTS PROJECTED RIDERSHIP

	2006-2010	2011-2020	2021-2035
Regular & Extra Service	2,672,958	5,479,869	8,565,939
Average Annual	534,592	547,987	571,063
Paratransit	20,689	52,149	115,022
Average Annual	4,138	5,215	7,668
Projected Total Ridership	**2,693,647**	**5,532,018**	**8,680,961**
Average Annual	538,729	553,202	578,731

Source: JTS 2005

There are several residential areas and employment centers at the perimeter of the city not served by JTS. As residential and commercial development continues in these areas, JTS is faced with the issue of whether or not to serve these growing areas. Areas forecasted to experience high household and employment growth through 2035 that are currently not served by JTS regular service routes or extra-service routes are indicated on Figures II-7 and II-8.

High household growth areas are primarily on the northeastern side of the City of Janesville extending to the City of Milton. High growth areas include the STH 26, Rotamer Road, and USH 14 corridors, the area north of USH 14 along Town Hall Road, and the area on both sides of the future extension of Wright Road north of Rotamer Road. During the planning period, substantial residential development is also expected to occur on the city's south and west sides. The majority of housing development on the south side is expected to occur north of Avalon Road and west of USH 51. Development on the west side is occurring along Austin Road and north of Mineral Point Avenue.

There are several areas forecasted for high employment growth which are not currently served by JTS transit. One of JTS's objectives is to serve major employment centers, therefore, these sites should be analyzed as development occurs to determine the feasibility or need for extending fixed route service to those areas. Several of the high employment growth areas overlap with high household growth areas. Service and retail development is expected along USH 14 and STH 26 east of I-90. Light industrial and trade employment is expected to continue in the Wright Road/STH 11 area and also west of I-90 along Kennedy Road. Manufacturing development is forecasted for the land west of the interstate north and south of Delavan Drive, and the Rock County Airport/Avalon Road area should experience an increase in trade and services employment.

There are no immediate plans to serve the high growth areas identified on Figures II-7 and II-8. The maps are used simply to identify where JTS may need to explore route extensions in the future. These areas will require further analysis in future TDP's to determine if the population density meets a minimum threshold to justify the capital expenditures necessary to serve those areas. In addition, the TDP process is better suited to analyze the cost benefits of various route alignments and other alternatives such as deviated routes and shared ride taxi service, to serve high growth areas in the future.

FIGURE II-7. REGULAR SERVICE AND HIGH GROWTH AREA MAP

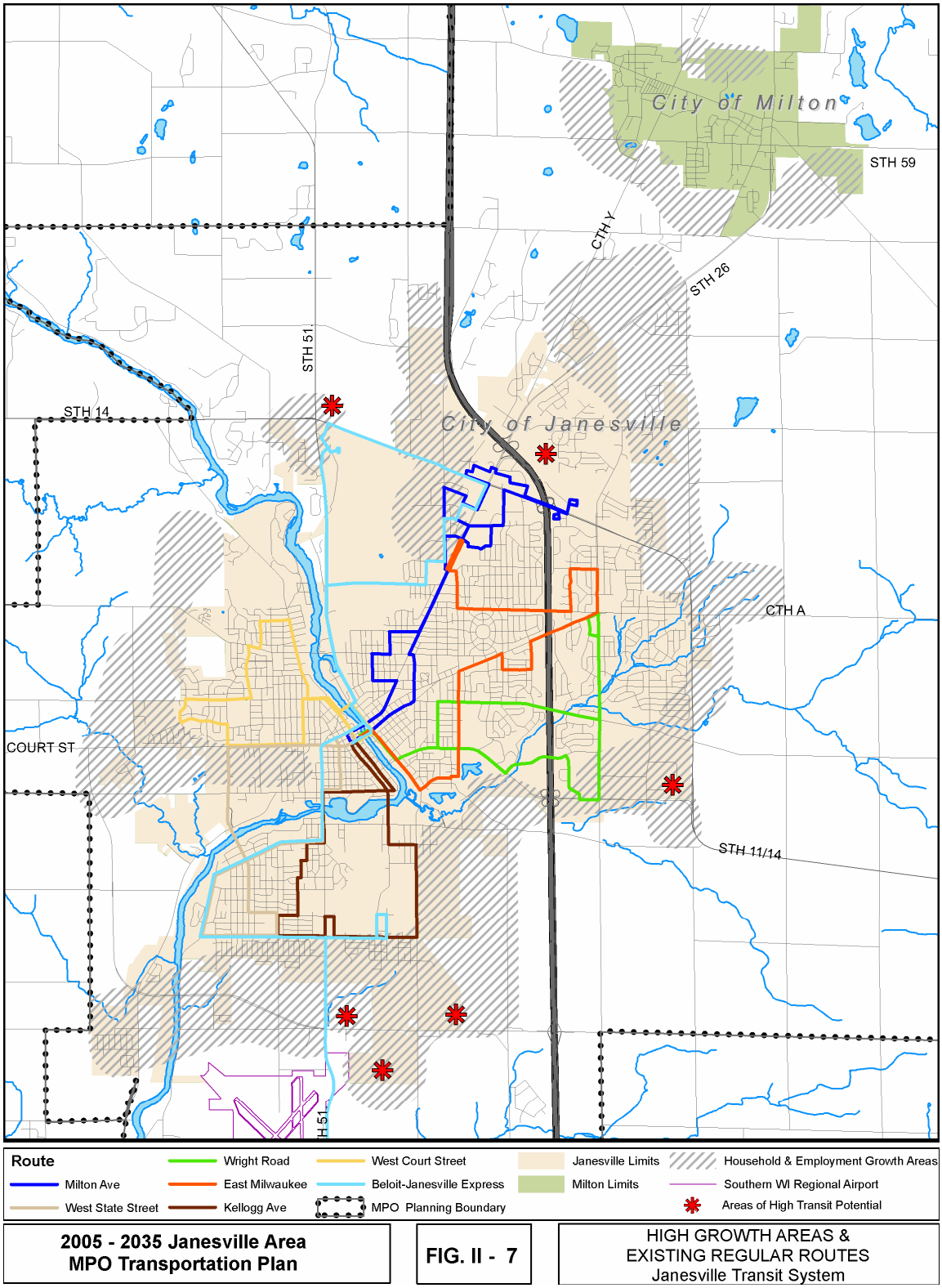
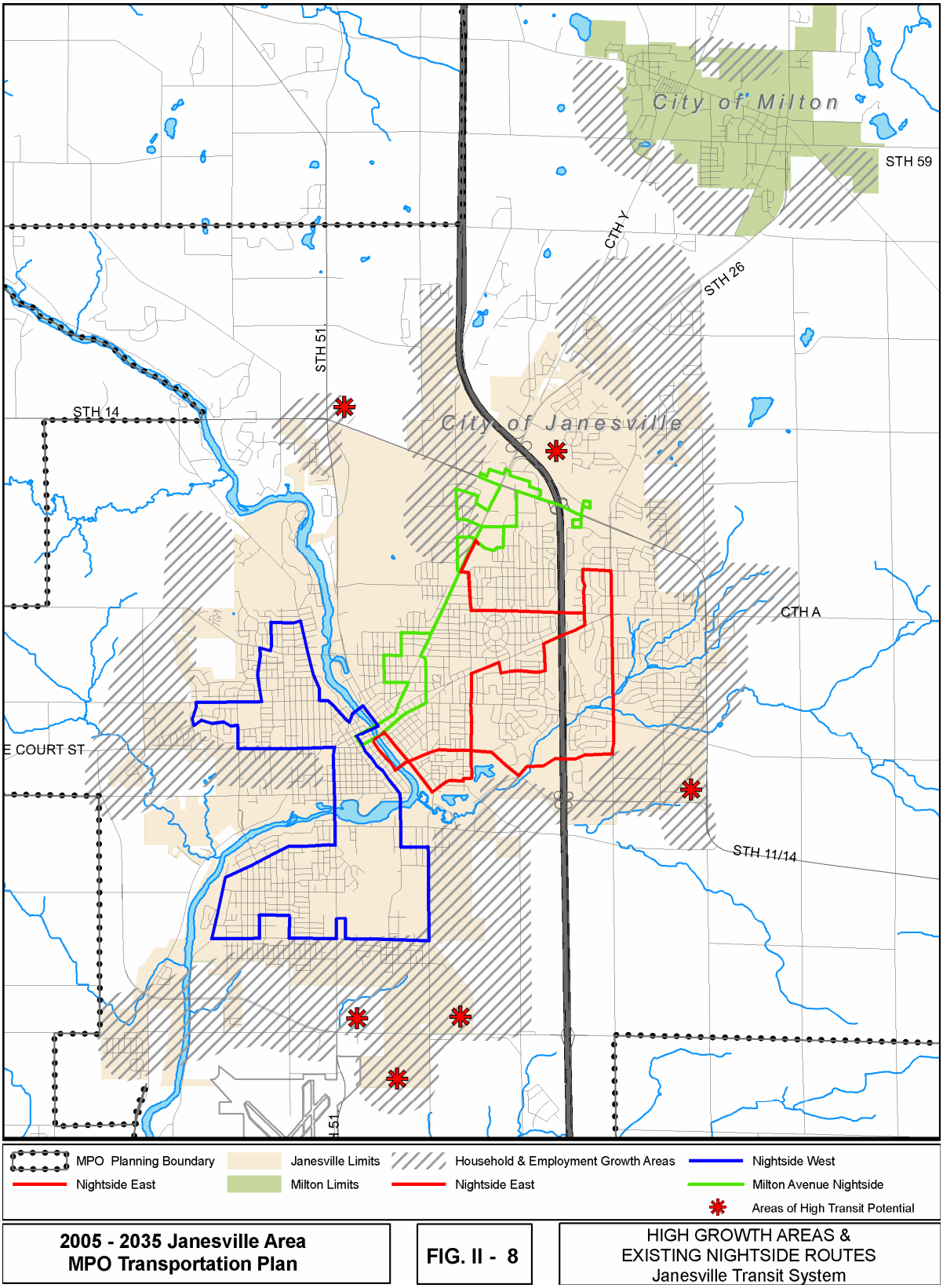


FIGURE II-8. NIGHTSIDE ROUTES AND HIGH GROWTH AREA MAP



2005 - 2035 Janesville Area MPO Transportation Plan	**FIG. II - 8**	HIGH GROWTH AREAS & EXISTING NIGHTSIDE ROUTES Janesville Transit System

LONG-TERM TRANSIT ISSUES

The level of conventional fixed-route, fixed schedule transit service within the City of Janesville has remained somewhat stable over the past 30 years. In fact, the service level has actually contracted somewhat over time from the standpoint of the number of regular service routes within the City, the number of hours during which regular route service is provided both on weekdays and Saturdays, and particularly with regard to tripper bus service oriented toward the schools. This service level is not expected to increase greatly over the planning period represented by this document. This is driven primarily by the relatively small, albeit growing, proportion of the population that is considered transit dependent, and the need to control costs for providing the service in an era that initially, at least, could be marked by resource constraints in all traditional funding sources. Where new service has been initiated, it has been as the result of government mandate, as in the case of ADA Paratransit service, in response to special needs with an unconventional funding source, as with the Beloit-Janesville Express, or an innovative service delivery system, as with the Nightside service which operates as a route deviation mode which combines elements of both fixed-route and demand response service to more cost-effectively serve a lower, but still critical demand for service.

Over the life of this plan, it is anticipated that this conservative approach will continue. Any future service expansions will occur as the result of a response to critical documented needs not being met by the current system, the application of innovative or new financing means and sources being found to underwrite the cost, and service-delivery methods that may potentially go outside the boundaries of what has been traditional in this area. What follows is a summary of possible additional transit services that could become justifiable and be considered critical enough to warrant funding and operation over the life of this plan. These are not presented in a priority of need or rank order of importance or ability to attract funding.

Expansion of Beloit – Janesville Express Service. Since increasing to hourly service in 2000, the Beloit-Janesville Express (BJE) has attracted an increasingly diverse ridership, and in particular, a number of persons riding between the cities for both job-seeking and employment. In addition, the two post-secondary educational institutions served by the route both conduct evening classes, specifically targeted at non-traditional students who work during the day. With the current BJE operating only during the day on Mondays-Fridays, there has been increasing interest shown in customer surveys as well as informal contacts with both transit systems in Janesville and Beloit, in expanding the coverage of this service to evenings and Saturdays-Sundays to increase the ability of persons without access to an automobile to travel between the cities to access jobs, education, and personal business. At present, the funding consortium of seven institutions which supports the service has recognized that need for expanded service exists, but funding constraints have prevented it from consideration. It is likely that any further BJE service expansion will necessitate additional involvement by Rock County, or finding additional partners to join the existing funding consortium. Finally, while the Beloit Transit System has investigated night service in that community, it has not been able to secure adequate funding to bring that service on-line; preventing a service expansion into the evening hours for lack of connecting routes in Beloit after 6:00 PM.

Service To and Within the City of Milton. The question of public transit service between Janesville and the City of Milton has arisen from time-to-time over the past two decades. With Milton now within the metropolitan planning area, the Janesville Area MPO will likely be

involved in any future studies or decisions relative to such service. Recent conversations with the Milton City Administration indicate that as of yet, public transportation is not considered a critical need for that community. Nonetheless, as Milton continues to grow, the population continues to age, travel between Janesville and Milton increases, and expansion of residential areas within the City of Janesville served by Milton Public Schools continues, this need is likely to increase during the timeframe of this planning document.

Within Wisconsin, communities the size of Milton typically provide shared ride taxi public transit service, provided by a contract operator and funded through much the same mechanism as JTS. Milton's neighboring communities of Edgerton, Ft. Atkinson, and Whitewater follow this model; and the contract operator for all of these services, located in Ft. Atkinson, could likely serve Milton from its established base and dispatching operation there. This service would mirror similar operations in LaCrosse/Onalaska and Eau Claire/Chippewa Falls where the larger city operates fixed route buses with the smaller neighbor having it's own separately funded and operated shared-ride taxi system, which provides travel as needed to the larger neighbor.

Another possible model also exists in La Crosse and the other neighboring community within it's urbanized area, La Crescent, MN. In this case, the La Crosse Metropolitan Transit Utility (MTU) operates a shuttle route along US-16 between the two communities, while a separate circulator route employing a small bus provides local service within La Crescent. This service is operated under contract by La Crosse MTU with the City of La Crescent. It is relatively easy to envision a similar model operating an intercity shuttle along STH-26 or CTH-Y (John Paul Road) between Janesville and Milton, with a similar circulator route within Milton.

The MPO will likely be asked to include this subject in a future Transit Development Plan study to determine if there is a need for transit service to and in the City of Milton, the optimal method of providing that service, and what sort of funding scenario will be required to maintain it. This in turn will be presented to the residents and city administration of Milton for a decision on whether to adopt and fund such a service. While not an immediate priority, it is anticipated that this will occur within the next 10-15 years.

Expanded Days/Hours of Service In Janesville. As Janesville's transit dependent population increases, both from the influx of additional low-income persons without private transportation, the aging of the existing population who will want to maintain their mobility even in the face of no-longer being able to drive, and expansion of the community into lower-density areas farther away from the CBD and principal retail/commercial area; additional requests for expanded hours and days of public transit service within Janesville will be received. The relative success of the Nightside evening route deviation service initiated in 2000 may provide a successful model for providing service to other currently unserved areas of the community. However, there may be other more cost effective ways to meet this need.

A complaint regularly expressed by transit dependent riders is that no viable taxi service exists in Janesville, and that what service is available is both unreliable and priced beyond the means of many transit dependent persons. This often means that when publicly operated transit does not operate, most of these citizens have no other option for travel. Given this perceived need, a potential alternative to provide service during evening and weekend hours would be for the City to establish a contracted shared ride taxi operation. This service would be eligible for state

operating assistance and would be able to keep fares within reasonable range for low-income riders. While not capable of handling large volumes of passengers, shared-ride taxis could provide essential transportation during low-volume times and in low-density areas that simply are not feasible for the operation of regular buses.

While no exact duplicate of this system exists, there are two models currently in operation within Wisconsin that approximate this service. In the City of Appleton, Valley Transit turned over one part of it's service area with low ridership on fixed-route buses to shared-ride taxis. The taxis provide basic transit service at an overall cost considerably less than buses, albeit at a higher per-passenger cost, and allow transfers to regular buses during their hours of operation. In the City of Racine, the absence of a viable taxicab service led that city to actually establish a city-operated taxi service to fill the void. The service operates 24 hours-a-day, seven days-a-week, and according to Racine officials has provided transportation to an expanding number of citizens without the need to provide more expensive bus service during the overnight hours and on Sundays. Again, a careful study of actual need for service, and a financial and operating model for this service would have to be developed by the MPO before such a service could be seriously contemplated here.

Regional, Commuter, and Intercity Services. At the present time, for persons without access to private transportation, regional and intercity travel possibilities to and from the Janesville planning area are extremely limited. The VanGalder Bus Company operates intercity service 7 days-a-week between Janesville and Madison, WI to the north; and to South Beloit, Rockford, and various locations in the greater Chicago, IL area to the south. Certain area residents working in the Madison, WI area are able to use a state government sponsored vanpool service between Janesville and the greater Madison area for work trips on weekdays. Finally, JTS and the Beloit Transit System (BTS) provide the Beloit Janesville Express service on weekdays between the two cities. However, since Greyhound Lines, Inc. suspended intercity bus service to Janesville in August, 2004, there is no comprehensive integrated intercity transportation service available to residents of the Janesville planning area; and no regional transportation for those without access to a private vehicle except the occasional taxicab. As Janesville continues to grow over the planning period, these needs will become more acute. Several possibilities exist to supplement existing intercity, regional or commuter transportation resources or respond to new needs that arise during the planning period.

Janesville-Whitewater Commuter Bus. The University of Wisconsin-Whitewater is a comprehensive 4-year public university located approximately 20 miles north-east of Janesville. With a student body near 10,000, housing for resident students and parking for commuter students is at a premium in Whitewater; leading to extreme congestion on the campus and inflated prices for off-campus student housing. A number of students residing within the Janesville planning area commute by private vehicle to classes in Whitewater at considerable cost for both parking and vehicle operating costs, while other students whose homes are elsewhere have taken apartments in Janesville and Milton to escape high housing costs closer to the campus. The potential for establishing a commuter bus service between the Janesville/Milton area and the UW-Whitewater campus to serve both of these groups has surfaced as a possible extension of JTS services in the local area. Such a service could also provide a connection between the cities of Milton and Janesville, and potentially tie-in with the existing BJE between Janesville and Beloit. Considerable further study, needs analysis, and a funding plan would have to be developed before a determination of whether such a service would be viable now or in the future. A key element in this plan would be both marketing and

financial support from the UW-Whitewater. At the same time, there are models for such support at other University of Wisconsin system campuses in Eau Claire, La Crosse, Madison, Milwaukee, and Oshkosh where the university campus and the local transit operator develop and provide local transit service for university students. The extension of these models to a commuter service such as envisioned here would be new, but given the particular situation of UW-Whitewater, may be feasible.

Commuter/Intercity Bus Service in the Janesville-Rockford, IL Corridor. While not within the Janesville MPO planning area, the MPO may be asked to support efforts by the Stateline MPO in Beloit to extend the current BJE route south along US-251 to Roscoe, McChesney Park, and ultimately to Rockford, IL in cooperation with the Rockford Mass Transit District; as a commuter/intercity route for area citizens traveling to that area for employment or personal business. Such a route was proposed in the Beloit Transit System 2004 TDP, and is supported by both BTS and RMTD. The provision and funding of such a service across state lines is a major issue that may require legislative action in both Wisconsin and Illinois to make this service feasible.

Extension of METRA Commuter Rail Service from Harvard, IL to Janesville. As the Chicago metropolitan area continues to expand to the northwest, some pressure has developed to provide additional transportation options for persons traveling from southern Wisconsin into Chicago for employment, personal business and recreation. Studies conducted in the last 10 years have shown that there is a growing number of persons residing in and near the Janesville planning area who commute on a daily basis to the greater Chicago area for employment; and with congestion in the I-39/90 corridor expected to continue to increase over the planning period, the desirability for an alternative method of travel to the Chicago area will likely increase. Currently the METRA commuter rail system which serves the greater Chicago area terminates in Harvard, IL, some 30+ road miles south-east of Janesville on US-14. Surveys have shown that persons from the planning area drive to Harvard on a daily basis to continue their commute to Chicago on the train. The Harvard station is located 26 miles southeast of the City of Janesville on the same Union Pacific rail line serving Janesville, with the village of Clinton, WI located approximately halfway between Janesville and Harvard. While studies have been completed in the past 10 years examining the feasibility of extending METRA service to Clinton, those studies have not addressed the desirability of continuing the extension to Janesville; a far larger area with more population, better highway connections to the region, existing public transit service to provide alternative transportation to the railhead, and an existing rail yard, crew, and dispatching facility capable of storing the METRA rolling stock on overnight layovers. During the summer of 2006, WisDOT will be engaging a consultant to study the benefits of extending commuter rail from Harvard into Wisconsin, to Janesville or Beloit. The state and federal government will be spending $248,600 on this preliminary study.

Regional Transportation Authority. In Wisconsin, public transit systems are most often associated with a local general purpose government; in the vast majority of cases a city or village. As in Janesville, the transit system is operated as a department of the city government, and ultimately answers to a city manager or mayor, and to a city council, which set policies for transit operations, reviews, approves, and passes the annual operating budget for the system, and provides general oversight and supervision of transit operations. The city is also the official recipient of federal and state funds used to offset transit system operating and capital costs, provides additional funding by way of an appropriation of General Fund monies to complete the local share of operating expenses, and

borrows funds to pay the 20% local share of major capital projects. This model has worked well for many years, and Wisconsin transit systems are among the most efficient in the nation at providing service for dollars spent. Lately however, as transit systems have extended beyond their traditional municipal boundaries and reached out to provide services to neighboring communities and rural areas surrounding a core city, the traditional municipal funding model has become problematic. Some systems have found themselves and their owning city party to as many as a dozen bi-lateral agreements between the core city and surrounding communities to which the transit system provides service. The time required to negotiate and maintain these agreements increases proportionally with their number and complexity, and makes estimation of annual local share funding from all of the partners a continual threat to service continuity.

For the above reasons, discussion in recent years has considered the institution of regional transit authorities or districts in Wisconsin as a means of rationalizing both the funding and supervision of transit systems which are increasingly becoming regional in nature. The effort to establish multi-county commuter rail service in southeast Wisconsin has given recent impetus to developing this mechanism in the state.

While there is no current urgency to investigate or establish a regional approach to transit operating and funding in the Janesville planning area, over the life of this plan, it is likely that this mechanism may become available through the passage of state legislation. The City of Beloit has shown interest in establishing a regional transit authority as a means of facilitating its desire to establish a transit link southward to Rockford, IL, and a recommendation to that effect is contained in the 2004 Beloit TDP. Establishment of a regional transit authority in Rock County, with the potential for expansion into surrounding areas will be a fundamental change in how public transportation service is operated, managed, and funded in the area. Such a proposal would be the subject of a wide-ranging intergovernmental agreement, likely between the cities of Janesville and Beloit, Rock County, other municipalities such as the City of Milton and the Town of Beloit, and others, with each having issues and concerns that will have to be addressed. Assuming that the new authority would have the potential to levy a local revenue-generating fee, a referendum may be required to establish the authority and approve its funding mechanism. A regional authority could consolidate the transit operations now separately owned and managed by the cities of Janesville, Beloit, and Edgerton; Rock County Specialized Transit, and any other transit operations subsequently established, such as within the City of Milton. It could also be involved with services entering the area from other jurisdictions, such as METRA and Dane County. The MPO will likely be called upon to conduct an in-depth study and make a recommendation on the structure, funding, and services to be provided by any such authority.

Operating and Capital Expenditures

Projected operating costs and capital expenditures for the Janesville Transit System are provided in Table II-10. Operating expenses listed in Table II-10 are based on trends identified by JTS staff, the 2006 budget, and the 2006-2011 TIP transit project submittal. The expense estimates assume that no major alterations will be made to the existing 2005 route structure. In addition, the projections do not account for the current volatility of fuel pricing or the potential increases in fuel costs that may arise from federal mandates to use cleaner fuels. It is projected that operating expenses will increase at a rate of 3.5% per year after 2005 to cover inflationary costs of providing service. JTS will hold the average fare constant for the 2006 budget, however fare increases are anticipated to occur after 2006 subject to approval by the City Council in order to maintain desired service levels.

The capital needs identified in Table II-10, such as office and garage rehabilitation, equipment purchases, and service vehicle replacements will be funded by a combination of federal capital assistance and General Fund local assistance. Funding is typically borrowed for particularly large expenditures such as the replacement of the maintenance garage. Currently, FTA provides an 80% share of capital improvement costs. No decreases in federal capital assistance are expected in the near future, therefore, the capital projects identified in this plan should be adequately funded by a combination of both federal and local funds.

PROJECTED OPERATING REVENUE & FUNDING SOURCES

Recent trends indicate that operating revenue (farebox, advertising, and miscellaneous) has been increasing by 3 to 4% annually. Operating assistance has been stable, with federal funds projected to remain at 28-30% of operating expenses and state assistance at 25-30% of total operating expenses for a combined total of 53-60%. For projection purposes, it is assumed that total farebox and miscellaneous revenues will continue to increase by 3% annually, providing 20% of total operating revenues. The remaining 20% of funding is appropriated from the City of Janesville's general fund and varies depending on the total State and Federal assistance.

There are several factors that could affect transit system revenue over the planning period. These factors include system expansions to serve the transit-deficient areas shown in Figures II-7 and II-8, resulting in additional riders and farebox revenue, reductions in federal and state assistance funding levels, and state legislated local revenue caps that limit the City's ability to raise local general fund revenues needed to meet local share requirements. There are no immediate plans for system expansions or route alterations to serve developing residential areas; however, the pressure to provide additional evening and Saturday service to major employment centers is the most likely increase in the future.

Long-term changes in local funding could include the creation of a funding consortium comprised of the City of Janesville, the City of Milton, the County and other municipalities similar to the one created to support the BJE service and to those in place in other MPO's such as Madison and the Fox Valley. An additional option for funding a more regional transit system would be the formation of a county or regional Transit Authority with revenue-raising powers which would supplant the City, and perhaps the state in providing the non-federal share of transit revenues. At present, it is difficult to forecast if or when such issues may arise, therefore, the revenues projected for this plan do not take such issues into account.

The Janesville Transit System's operating costs will continue to be funded over the short range by farebox revenues, advertising, miscellaneous operating revenues, and a combination of federal, state, and local assistance. Farebox and miscellaneous revenues provide approximately half of the local funding for operations; the remainder of local funds are provided from the General Fund. It is projected that federal operating assistance, in the form of the Section 5307 Urban Area Formula Program, will remain at about 28-30% of total operating expenses and state operating assistance funding will supply approximately 30% of total operating expenses. The farebox revenues included in Table II-11 reflect the projected increases needed to maintain farebox revenue at 20% of operating expenses. It is assumed that there will be a 3% increase in advertising revenue with each five-year contract renewal.

Transit Capital funding is composed of 80% federal funding from the federal Section 5309 discretionary capital program or Section 5307 formula funds. The Section 5309 funds are based on an annual Statewide application selected by WisDOT, while the formula portion of the annual capital allocation is based on Janesville's share of the transit fleet size for urbanized areas in Wisconsin, excluding Madison and Milwaukee, and operating funds are allocated on the basis of Janesville's transit service area population and operating expenses.

At the present, the State of Wisconsin does not provide direct capital funding for transit systems, and while proposals have been made to initiate such a state-funded program in the past, they have been dropped in favor of strong state support for transit operating assistance. It is assumed that this condition will continue throughout the foreseeable future. The 20% local share of transit capital projects is completely funded by the City; projects with a total value of under $60,000 receive their local share funding from the General Fund, while larger projects over $60,000 total cost have their local share funded by the City's annual bond issue.

TABLE II-11. JTS OPERATING EXPENSES & CAPITAL EXPENDITURES 2006-2035

Operating Expenditures				
	2006-2010	**2011-2020**	**2021-2035**	**Total**
JTS Operating Expenses	$ 12,202,304	$ 31,705,064	$ 73,560,156	$ 117,467,524
Annual Average	$ 2,440,461	$ 3,170,506	$ 4,904,010	$ 3,915,584

Capital Expenditures				
	2006-2010	**2011-2020**	**2021-2035**	**Total**
Capital Repair Parts	$150,000	$300,000	$450,000	$900,000
Replace/Purchase Shop Equipment	$50,000	$50,000	$50,000	$150,000
Purchase Utility Vehicle	$45,000	$45,000	$45,000	$135,000
Rehabilitate Downtown Transfer Center	$100,000	$250,000	$100,000	$450,000
Rehabilitate JTS Buses	$506,000	$885,500	$1,518,000	$2,909,500
Replace bus signs	$8,500	$34,000	$42,500	$85,000
Replace Computer Equipment	$7,500	$22,500	$15,000	$45,000
Replace Garage Sweeper	$30,000		$30,000	$60,000
Replace JTS Buses and Paratransit Van(s)	$2,320,000	$2,610,000	$4,640,000	$9,570,000
Replace Maintenance Shop Truck		$60,000	$60,000	$120,000
Replace Office Copier/Printer/Fax	$6,000	$12,000	$18,000	$36,000
Replace Passenger Shelters/Benches	$66,000	$66,000	$66,000	$198,000
Replace Radio Equipment	$50,000	$75,000	$100,000	$225,000
Replace Service/Supervisory Vehicles	$30,000	$56,000	$84,000	$170,000
Construction of Transit Systems Maintenance Garage	$5,700,000			$5,700,000
Refurbishment of Transit Systems Maintenance Garage		$150,000	$500,000	$650,000
Capital Totals:	**$9,069,000**	**$4,616,000**	**$7,718,500**	**$21,403,500**
Average	**$1,813,800**	**$923,200**	**$1,543,700**	**$4,280,700**

Source: Janesville Transit System/Janesville MPO, 2005 (2005 constant dollars, unadjusted for inflation)

TABLE II-12. JTS ESTIMATED REVENUE & ASSISTANCE 2006-2035

Operating Assistance			
	2006-2010	**2011-2020**	**2021-2035**
Farebox, Advertising, Paratransit & Misc. Revenue	$ 2,411,152	$ 6,077,493	$ 13,404,863
Federal Operating Assistance	$ 3,616,728	$ 9,116,240	$ 20,107,294
State Operating Assitance	$ 3,616,728	$ 9,116,240	$ 20,107,294
Local	$ 2,557,696	$ 7,395,091	$ 19,940,706
Total Revenue:	**$ 12,202,304**	**$ 31,705,064**	**$ 73,560,156**
Annual Average	$ 2,411,152	$ 3,038,747	$ 4,468,288

Source: 2006-20011 TIP (2005 dollars plus 3% annual increase). Assumes State and Federal share at 60%, and Farebox and Local each at 20% of Operating Assistance.

Potential for Service Reductions

Over the life of the plan, decreasing federal operating assistance, state mandated controls on local government revenue generation, expenditure restraint at the local level, and political interests may require the need for JTS service reductions and/or fare increases. Although the MPO is projecting an overall increase in fixed route ridership through the planning period, the MPO acknowledges that regular route fare increases could have a short-term negative effect on the existing ridership base as JTS users react to higher transportation costs. At the point when local assistance cannot continue to match the operating shortfall, a reduction in service hours, an elimination of service to selected areas, or the substitution of less costly service alternatives could be required to balance costs with projected revenues. JTS has already taken steps in this direction by restructuring the seven regular routes into a six route system to reduce operating costs and concentrate service in high density residential and commercial areas and away from lower density residential sectors of the City. Additional route fine-tuning will take place in future years to further increase operating efficiency. Forecasted revenue and expenditures for the 2006-2035 periods assume the existing seven buses operating on six fixed routes within the City, the current level of BJE service, evening, nightside, tripper, and paratransit services will continue with minor modifications after 2006.

VI. FINANCIAL PLAN

JTS's projected expenditures and revenues are compared in Table II-13. Capital expenditures proposed for 2006 to 2035 will be funded by a combination of federal and local capital assistance funds. All capital needs should be met assuming federal funding remains at the 80% level. Capital projects will be prioritized by JTS and implementation will be dependent upon local assistance, loans, or federal/state capital assistance levels. The operating shortfall, the difference between operating revenue and federal/state assistance, must be funded by fare increases, local assistance, or potential increases in miscellaneous revenue such as advertising and employer-provided assistance. As indicated previously, any operating deficit experienced by JTS during the 2006-2035 period will be funded by fare increases and increases in local assistance.

It is projected that local operating assistance will increase from an average of $511,539 between 2006 and 2010 to approximately $739,509 between 2011-2020 and $1,329,380 between 2021 and 2035 assuming that local assistance is maintained at 20% of operating expenses. In order to meet potential operating shortfalls in the future JTS has the option of increasing fares, increasing local assistance, or reducing service. Adjustments to local assistance levels and rate increases are local decisions and will occur in the future as JTS has a more certain vision of federal and state assistance levels. The level of state operating aid provided to the Janesville urban area will be a primary factor in determining the type of transit service provided in the city after 2006.

TABLE II-13. JTS 1998-2020 FINANCIAL PLAN

Capital Funding and Expenditures

	2006-2010*	2011-2020	2021-2035
Projected Capital Expenditures	**$ 9,069,000**	**$ 4,616,000**	**$ 7,718,500**
Annual	*$ 1,813,800*	*$ 923,200*	*$ 1,543,700*
Capital Funding Resources			
Capital Assistance (Federal - 5309)	$ 7,255,200	$ 3,692,800	$ 6,174,800
Annual	$ 1,451,040	$ 369,280	$ 411,653
Capital Assistance (Local)	**$ 1,813,800**	**$ 923,200**	**$ 1,543,700**
Annual	$ 362,760	$ 92,320	$ 102,913

** Includes cost expenditure and funding for maintenance garage construction $5,700,000*

Operating Funding and Expenditures

	2006-2010	2011-2020	2021-2035
Projected Operating Expenses	**$ 12,202,304**	**$ 31,705,064**	**$ 73,560,156**
Annual	$ 2,440,461	$ 3,170,506	$ 4,904,010
Operating Funding Resources			
Projected Farebox/Misc. Operating Revenue	$ 2,411,152	$ 6,077,493	$ 13,404,863
Annual	$ 482,230	$ 607,749	$ 893,658
FTA Operating Assistance (5307)	$ 3,616,728	$ 9,116,240	$ 20,107,294
Annual	$ 723,346	$ 911,624	$ 1,340,486
State Operating Assistance	$ 3,616,728	$ 9,116,240	$ 20,107,294
Annual	$ 723,346	$ 911,624	$ 1,340,486
Total Operating Funding	**$ 9,644,608**	**$ 24,309,973**	**$ 53,619,450**
Annual	$ 1,928,922	$ 2,430,997	$ 3,574,630
Projected Local Operating Assistance needed to fund operating shortfall	$ 2,557,696	$ 7,395,091	$ 19,940,706
Annual	$ 511,539	$ 739,509	$ 1,329,380

Source: Janesville Transit System/Janesville MPO, 2005 (2005 dollars plus 3% annuall increase)

VII. IMPLEMENTATION

The Janesville Transit System identifies itself as a public transportation service specifically focused on providing accessibility for transit-dependent adults, children, senior citizens, and persons with disabilities. Over the planning period, JTS will work to maintain fixed-route transit service in the city. Alterations may be made to routes to provide more effective service to schools, major shopping areas, and new employment centers. A major service expansion is not expected during the planning period; however the system may be adjusted to respond to future service needs. Instead, long range planning efforts will focus on performance standards and capital improvements.

Short-range, mid-range, and long term strategies for implementing the Janesville Area Transit Plan are listed below. These recommendations incorporate system monitoring, administration of federal and state legislative requirements, capital improvements, and marketing.

2006-2010

Planning and System Monitoring Activities

- Implement efficiency and effectiveness improvements identified in WisDOT Management Performance Audit required of state aid recipients.
- Prepare ADA Paratransit Plan updates and other federal/state reporting requirements.
- Conduct service evaluation through on-going survey process.
- Continue transit involvement during commercial and industrial development site plan review.
- Coordinate recommendations from the transit, Bicycle & Pedestrian and Highway sections of the 2005-2035 Janesville Area Long Range Transportation Plan.
- Implement a Bikes on Buses Program.
- Conduct 2010 Transit Development Plan update.

Capital Improvements

- Implement capital improvements from the 2006-2011 Transportation Improvement Programs:
    - Replace 8 JTS buses
    - Rehabilitate 4 buses
    - Replace 2 service and supervisory trucks
    - Replace/upgrade shop equipment
    - Replace computer equipment
    - Replace office equipment
    - Replace bus stop signs, benches, and shelters
    - Replace radio equipment
    - Capital maintenance/repair parts
- Capital repairs to Downtown Transfer Center
- Replace Garage Sweeper
- Replace utility vehicle
- Replace Transit Systems Maintenance Garage/Administration facility
- Purchase equipment for Bikes on Buses program

2011-2020

Planning and System Monitoring Activities

- Implement efficiency and effectiveness improvements identified in the five-year Management Performance Audit.
- Evaluate fare increase and local assistance adjustment.
- Monitor emerging options for off-peak service.
- Prepare ADA Paratransit Plan updates and other federal/state reporting requirements.
- Research and identify potential funding alternatives and/or vehicle alternatives.
- Continue marketing program.
- Conduct 2015 and 2020 Transit Development Plan updates.
- Examine the use of contracted shared-ride taxis to supplement or replace fixed route and route deviation service using standard buses as a way of lowering costs and eliminating unneeded/unused capacity and providing off peak hour service.

Capital Improvements

- Implement capital improvements as outlined in future Transportation Improvement Programs:
    - Replace 17 JTS buses
    - Replace Garage Sweeper
    - Rehabilitate buses
    - Replace 4 service and supervisory trucks
    - Replace/upgrade shop equipment
    - Replace computer equipment
    - Replace office equipment
    - Replace bus signs, benches, and shelters
    - Replace radio equipment
    - Capital maintenance/repair parts
- Capital repairs to Downtown Transfer Center
- Replace Maintenance Shop Truck

2021-2035

Planning and System Monitoring Activities

- Implement efficiency and effectiveness improvements identified in the five-year WisDOT Management Performance Audits.
- Research potential use of expanded transit service, regional transit service, and transit promotion funds.
- Prepare ADA Paratransit Plan updates and other federal/state reporting requirements
- Continue marketing program
- Conduct 2025, 2030, and 2035 Transit Development Plan updates.

Capital Improvements

- Implement capital improvements as outlined in future Transportation Improvement Programs:
    - Replace 17 JTS buses
    - Rehabilitate buses
    - Replace 5 service and supervisory trucks
    - Replace/upgrade shop equipment
    - Replace computer equipment
    - Replace office equipment
    - Replace bus signs, benches, and shelters
    - Replace radio equipment
    - Replace utility vehicle
    - Capital maintenance/repair parts
- Capital repairs to Downtown Transfer Center
- Capital repairs to maintenance/administration facility

VIII. SUMMARY

The transit chapter of the 2005-2035 Janesville Area Long Range Transportation Plan provides a guide to the issues that face the Janesville Transit System and the forecasted requirements needed to maintain an effective system for the next thirty years. As indicated in the plan, the Janesville Transit System focuses on providing basic service for children, senior citizens, persons with disabilities, and other transit dependent persons. Routes are aligned along arterial and collector streets to serve major destinations such as schools, shopping areas, health care centers, public and recreational facilities, and major employment centers.

Major expansion of JTS service is not expected to occur over the three planning periods between 2006 and 2035. Future TDP's may identify the need for the expansion of service to underserved, however this will be tied directly to the availability of additional funding sources. At this time transit service, in terms of fixed routes operated, bus miles, hours of service, and ridership are anticipated to be similar through 2035 as currently exists. Transit is expected to continue to serve less than 2% of the service area's total trip making based on means to work responses from the 2000 U.S. Census. Alterations may result to provide service to major industrial and commercial developments and new schools from areas of the city that exhibit high transit potential for those sites. It is expected that new residential developments, particularly those on the east side, will not necessarily be provided with regular fixed-route service due to funding constraints and limited transit potential. Funding constraints, travel demand, and demographic shifts will remain the controlling factors in determining whether some sections of the city will continue to receive regular fixed-route service. In general, operating constraints limit the ability to offer transit service to all parts of the city; however the strategies outlined in this plan should enable JTS to maintain an effective system for the majority of its users.

IX. REFERENCES

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