

VILLAGE OF DOWNERS GROVE
REPORT FOR THE VILLAGE COUNCIL WORKSHOP
JANUARY 9, 2007 AGENDA

| SUBJECT: | TYPE: | SUBMITTED BY: |
|---|--|---|
| Participation in Phase 3 & 4 of the DuPage Mayors & Managers Circulator Study | ✓ Resolution Ordinance Motion Discussion Only | David H. Barber, PE Director of Public Works |

SYNOPSIS

A resolution has been prepared that will authorize staff to continue to participate with the DuPage Mayors & Managers Conference (DMMC) in Phase 3 and 4 of the Circulator Study.

STRATEGIC PLAN ALIGNMENT

The Five Year Plan and Goals for 2006-2011 identified *Exceptional Municipal Organization*. Further the Vision for 2021 identified that *Convenient Access to the Chicagoland Region* means *A Commuter-Friendly Community*.

FISCAL IMPACT

There is no fiscal impact resulting from these recommendations. The purpose of this step in the process is to define the actual service to be provided, the costs associated with the service, and possible outside sources for funding assistance.

RECOMMENDATION

Approval on the January 16, 2007 consent agenda.

BACKGROUND

The DuPage Mayors & Managers Conference applied for and received a grant of \$150,000 from the Regional Technical Assistance Program (RTAP) to pursue the project to develop a plan for adding Circulator routes in DuPage County. The Village of Downers Grove was one of the initial supporters for this initial grant application (See attached Village support letter dates July 1, 2003). This grant was awarded and a consultant was selected by DMMC to perform this work. The DMMC provided the Village an update and proposed scope of work for the project in August, 2004 (see attached). Due to the time required by IDOT in reviewing the final contract with the consultant the work did not actually begin until late 2005.

The scope of work referred to as Phase I (subsequently referred to as Phase 1 & 2) included the Market Analysis and Service Area development has been completed and the top four routes have been selected to move forward for the Phase II -Design portion of the project (subsequently referred to as Phase 3 & 4). (See attached communication from DMMC dated August 3, 2004). The Village of Downers Grove was selected as the top qualifying community out of the eleven communities participating in this project and the Village was notified by letter dated November 15, 2006 (attached).

The next step in this process will be to develop actual route design and operating parameters including costs of operation. There will be a few public meetings conducted during this phase as well as tasks to pursue funding opportunities, develop suggestions for the best way to fund any proposed routes, pursue stakeholder involvement (for those identified in the Market Analysis), and to build partnerships with possible users of the system (like Good Samaritan Hospital and our Senior Centers located throughout the

community). This last part of the project will focus on the four Service Areas selected by the previous process and should require about 9 months to complete. The involvement on the part of the Village will be limited to staff time to assist the consultant and DMMC during this next phase of the project. No out of pocket costs by the Village are anticipated during this next phase of the project.

The proposed concept plan for the Village of Downers Grove Circulator Route includes service from 75th Street and Lemont Road north and south along Main Street/Highland Avenue to the Yorktown Center on Butterfield Road. This site will also be the end of the route proposed for the Lombard and Oak Brook/Oak Brook Terrace Service Area routes. A portion of the Service Area Analysis is attached for information. For more information on this project please go the project website at www.getarounddupage.org

The DMMC has asked for Village Council support to move forward with the next Phase of the project and the Resolution of Support is included for Village Council action.

ATTACHMENTS

Resolution

Communication of Support – July 1, 2003

Communication from DMMC – August 3, 2004

Communication from DMMC – Selection of Downers Grove – November 15, 2006

Section of the Service Area Report

RESOLUTION NO. _____

**A RESOLUTION SUPPORTING CONTINUED PARTICIPATION IN PHASE 3 AND 4
OF THE DUPAGE MAYORS AND MANAGERS CONFERENCE CIRCULATOR STUDY**

WHEREAS, the VILLAGE OF DOWNERS GROVE has been an active participant in Phase 1 and 2 of the DuPage Mayors and Managers Conference Circulator Study; and

WHEREAS, the VILLAGE OF DOWNERS GROVE has received a complete Market Analysis and Service Type Analysis, which includes service area boundaries, primary markets to be served, activity centers to be served, service type, general period of operation, and estimates for capital and operating costs; and

WHEREAS, the VILLAGE OF DOWNERS GROVE has been selected by the DuPage Mayors and Managers Conference's Transit Plan Implementation Team as one of the service areas to receive a detailed service design, detailed specifications and an implementation strategy; and

WHEREAS, the VILLAGE OF DOWNERS GROVE was selected by the Transit Plan Implementation Team because of the high likelihood of success of a circulator, as determined by a ranking of transit supportive criteria; and

WHEREAS, the VILLAGE OF DOWNERS GROVE is requested to show its continued willingness to implement a circulator service as designed in Phase 3 and 4 of the Circulator Study.

NOW, THEREFORE BE IT RESOLVED, that the VILLAGE OF DOWNERS GROVE agrees to participate in Phase 3 and 4 of the Local Circulator Study – Service Design and Specifications, and Implementation Strategy; and,

BE IT FURTHER RESOLVED, that the VILLAGE OF DOWNERS GROVE agrees to diligently work towards implementing the service design, including pursuing potential funding resources and submitting applications to these sources.

That all resolutions or parts of resolutions in conflict with the provisions of the Resolution are hereby repealed.

That this Resolution shall be in full force and effect from and after its passage as provided by law.

Mayor

Passed:

Attest: _____
Village Clerk



OFFICE OF THE MAYOR
BRIAN J. KRAJEWSKI



July 1, 2003

Ms. Patty Mangano
Regional Transportation Authority
175 W. Jackson, Suite 1550
Chicago, IL 60604

Re: Letter of Support – Joint Application for RTAP Funds

Dear Ms. Mangano:

The Village of Downers Grove endorses and supports the Pre-Application by the DuPage Mayors and Managers Conference for RTA's Regional Technical Assistance Program (RTAP) grants. We have been a strong supporter of the DuPage Area Transit Plan, and this application moves us closer to implementing an integral part of the Transit Plan.

The Village of Downers Grove, along with our neighboring communities, is pleased to have had our proposed Circulator Route selected as one of the first such routes to be proposed for study. We believe RTAP funding will help us show this route will be a strong complement to the Connector routes already under review by Pace, and will expedite our progress toward providing viable public transit to the DuPage region.

Sincerely,

VILLAGE OF DOWNERS GROVE

Brian J. Krajewski
Mayor

BJK:ab

cc: DuPage Mayors and Managers Conference



Founded June 19, 1962

DUPAGE MAYORS AND MANAGERS CONFERENCE

an association of municipalities representing over 1,000,000 people

1220 Oak Brook Road
Oak Brook, Illinois 60523-2203
(630) 571-0480
Fax: (630) 571-0484

MEMBER MUNICIPALITIES

Addison
Aurora
Bartlett
Bensenville
Bloomington
Bolingbrook
Burr Ridge
Carol Stream
Clarendon Hills
Downers Grove
Elmhurst
Glendale Heights
Glen Ellyn
Hanover Park
Hinsdale
Itasca
Lemont
Lisle
Lombard
Naperville
Oak Brook
Oakbrook Terrace
Roselle
Schaumburg
St. Charles
Villa Park
Warrenville
Wayne
West Chicago
Westmont
Wheaton
Willowbrook
Winfield
Wood Dale
Woodridge

Date: August 3, 2004

To: Riccardo Ginex, Manager, Village of Downers Grove

From: Mayor Michael Fortner, Transportation Policy Committee Chairman

Re: RTAP Circulator Studies

Thank you for your response to our survey of municipal support for the 2004 RTAP Circulator studies, which you returned to us in early June. I am pleased to inform you that our Transit Plan Implementation Team has selected Downers Grove as a participant in these studies.

As you know, local Circulator routes are a critical part of the DuPage Area Transit Plan. They can range from fixed-route service to dial-a-rides, and are expected to be used for trips within a municipality, or to make connections to Metra stations or bus transfer points for trips outside the municipality. We believe that a Circulator service can succeed in Downers Grove in the short term, and we appreciate your interest in participating in the RTAP Circulator studies.

On your survey form, you indicated that Downers Grove is willing to contribute 10 to 15 hours of staff time per month, for one year, to assist with the Circulator studies. We expect that this work will include data collection (such as demographic research), local outreach, meeting setup and facilitation, and general quality control. We would like to meet with you in September or October to further discuss this arrangement. If you already know which staff will be responsible for conducting this work, please provide us with their names and positions at your convenience. We will contact you in about a month to set up this meeting.

Attached to this memo is the most recent scope of work for the Circulator studies. We will use this scope of work to develop a Request for Qualifications, which we expect to release in October or November. In the meantime, please review this scope and distribute it to others who will be involved in the Circulator studies. If you have any questions, comments, or revisions, please contact Bob Dean, Transportation Planning Liaison, at 630-571-0480, ext 28, or by email at rdean@dmmc-cog.org.

Cc: Brian Krajewski, Mayor

4. Scope of Work

The goal of this project is to conduct a detailed study of Circulator routes in selected DuPage communities. We will hire a consultant to conduct a market analysis of transit needs in participating communities, design routes and stop locations, and identify possible capital improvements that support transit. The RTAP project will also to create a standard approach for future Circulator studies.

We expect to continue the high level of public involvement that we achieved during the development of the DuPage Area Transit Plan.

The Scope of Work is divided into three major phases, described below:

- Phase 0 / pre-contract work – methodology design – conducted by Implementation Team and DMMC staff before consultant is hired
- Phase 1 Design – includes market analysis, institutional analysis, service type analysis – covers 12 municipalities and divides them into several service areas, recommends a few specific transit services that are most likely to succeed
- Phase 2 Design – includes full route design and service specifications, and implementation strategies – covers approximately 3 specific routes, to be chosen after Phase 1 Design is complete

Phase 0 – Methodology Design and Selection of Participating Municipalities – conducted by Implementation Team and DMMC

Objective: Develop methodology for conducting RTAP study, and determine how to get the most benefit from available funding.

Task: Develop overall planning approach.

- Identify roles and responsibilities of each agency, organizational framework, and scope of work (through project management plan).
- Develop draft of public involvement plan for use throughout study. Examine public involvement work conducted for the Transit Plan, and use it as framework for the public involvement element of this RTAP project.
- Establish desired content and create framework for Circulator Guidebook, which will help to translate studies to other areas. The Guidebook will include description of every step of the planning process (including work conducted internally), in a format that is easy for other areas to follow.

Task: Determine participating municipalities.

- Narrow down list of participating municipalities to correspond with available funding (\$150,000), supplemented by local participation (about 1,500 hours over a one-year period). Select the municipalities where Circulators have the best chance of success, and conduct the detailed Circulator studies there (these will be the *participating* municipalities.)

- Suitability of a Circulator in each municipality is judged by four factors:
 1. Market for transit – examine relative concentrations of elderly, youth, disabled, low- and moderate-income, immigrants, carpoolers, households with few vehicles, population density, employment density, special factors (like colleges, hospitals, government centers, shopping malls)
 2. Links to Connector routes that are near-term or immediate priorities
 3. Links to existing Metra, Pace, and local service
 4. Local interest and commitment – measured through survey to municipal officials asking for commitment of staff time
- Develop criteria for comparing these factors and making selection. For this RTAP project, we examined the first three factors, and discovered that 5 out of the 20 municipalities consistently ranked low. We then surveyed local interest in the remaining 15, and found that interest was moderate, high, or very high in 12 municipalities. These became the participating municipalities.
- Make sure that the results of these studies can provide format for future follow-up studies in the other municipalities. Document process of selecting municipalities and include in Circulator Guidebook.

Task: Address values and goals of service.

- Identify “universal” goals that all Circulators should achieve, such as coordinating with the regional transit system, serving the transit-dependent, and reducing congestion.
- Identify “local” goals that should be set for each individual Circulator service, such as farebox recovery rates, ridership goals, or related to vehicle quality or amenities.

Select participating municipalities using 4 factors described above – 12 municipalities.

Phase 1 Design – Market Analysis, Institutional Analysis, Service Type Analysis

Market Analysis – conducted by consultants and local staff

Objective: Conduct a market study in each service area that analyzes potential customer base and local needs for Circulator service, addresses access to transit service and key destinations (in particular, pedestrian conditions), while ensuring that the market study uses public participation as a key means of data collection.

Task: Assess the market for transit in the participating municipalities.

- Examine population and employment demographics, land use, transportation (including existing transit) network, and travel patterns in each participating municipality. Rely heavily on local staff to perform some of this data collection, such as demographics and land use.

- Do NOT assume that service areas will correspond with municipal boundaries. Rather, examine market characteristics in a way that crosses municipal boundaries and will allow for multi-municipal service design.
- Determine “coverage area” for market analysis, identifying appropriate boundaries for Circulator services.

Task: Conduct extensive public involvement process that is used as a key part of the data collection and market analysis.

- Supplement existing data by using public involvement as a key part of the data collection step, using local knowledge of transportation needs as a primary data source. We are not confident that any existing data source (Census, CATS models, etc) provides a fine-grained enough picture of local travel patterns to be that helpful in local Circulator design.
- Use the public involvement effort of the Transit Plan as a model for the RTAP project. The data collected during this earlier process will be useful, and the format used (Community Listening Sessions especially) can be replicated and expanded.
- Consider the market analysis to include as much “intelligence gathering” as “data collection.”
- Allow online participation through www.dupagetransitplan.com, which is still active. Redesign website to allow comments on specific geographic areas covered by the market analysis. Make intermediate products and meeting results available immediately online.
- Use process of market analysis to build interest and get more participation.
- Specifically involve local officials and staff, providing them with special avenues for input. Use municipal resources (local newsletters, websites, other publicity) to communicate with the public.
- Use local staff who are trained in communications or public involvement to help facilitate public involvement. Use local knowledge of important “players” to involve community groups and businesses.
- Set up separate forum to involve businesses, including Chambers of Commerce and hotels. Possibly direct separate efforts to leaders/CEOs or human resources staff. Possibly conduct information gathering sessions at workplaces during lunch hours, or similar techniques.

Institutional Analysis – conducted by local staff, Implementation Team, and DMMC (concurrent with Service Type Analysis)

Objective: Identify and address institutional issues that will affect the success of our Circulator service, and examine future operating relationships and funding possibilities.

Task: Identify institutional issues related to transit planning and operations.

- Identify appropriate State, County, regional institutions. Examine possible conflicts between the desired service and existing regulations or ways of doing business. Address how institutional relationships will affect the design of the proposed service.

- Define municipal role in each service. Describe how service that crosses municipal boundaries will be planned, operated, and funded.
- Identify possible operating agencies, including Pace, municipalities, private businesses, or others. If the operator is not Pace, determine possible relationship with Pace.
- Coordinate with Ride DuPage. Examine Ride DuPage service area and how this is being addressed. Address possibility of expanding Ride DuPage to take advantage of its existing infrastructure – dispatching, relationships with private taxi companies, etc – and building on this base.
- Intergovernmental agreements and financial participation issues – identify and design necessary agreements between DMMC, participating municipalities, Pace, others, to operate service as envisioned?
- Determine other private sector issues that will need to be considered, such as using private ROW or parking lots.
- Ensure that relevant agencies are participants in institutional analysis (less need to involve general public, more to involve decision-makers.)

Task: Address funding.

- Begin to examine funding possibilities in each service area, identifying possible funding sources and assessing the reliability of each of these sources. Identify funding mechanisms that may be necessary for each particular service, such as joint agreements or administration of funding. Identify possible stumbling blocks or institutional barriers to funding.
- Evaluate the probable effect of different operational arrangements (operated by Pace, contracted out, operated by municipal staff) on cost of service.

Service Type Analysis – conducted by consultants (concurrently with Institutional Analysis)

Objective: Explore and assess a range of Circulator service options, recommend a type of service for each Circulator, and develop cost estimate for the provision of this service.

Task: Define boundaries of each service area.

- Based on market analysis and preliminary institutional analysis, identify numerous specific service areas. Service areas should NOT necessarily correspond with municipal boundaries. Municipalities may contain several service areas. It is expected that service areas will be smaller and more focused than municipalities.
- Identify possible overlaps between neighboring service areas.

Task: Recommend a type of service for each service area.

- Within each Circulator service area, recommend an appropriate service type (fixed, flexible, dial-a-ride). Identify the major market that this service would serve (reverse-commute shuttle, daytime Circulator for transit-dependent, others). There may be areas where two different types of service are needed at different times of day and to serve different populations.

- Identify other transit-related services such as vanpool programs or subscription services that may succeed in areas where traditional Circulator services do not appear viable.
- Rank the Circulator services in order of likelihood to succeed, given the results of market analysis and institutional analysis.

Task: Conduct public involvement process that supplements the technical examination of service type.

- Re-examine public input to market analysis frequently to ensure that public comments are considered in service type analysis. Once the major market for each Circulator service is identified, conduct focused outreach meetings with representatives of this market to inform service type choice.

Task: Develop a cost estimate for each identified Circulator service.

- After recommending service type, develop cost estimate for the provision of this service. Consider operations scenarios developed during institutional analysis phase.

Select Circulators for full design using consultant recommendations, institutional analysis, funding availability, cost estimates, local interest, and public support – about 3 Circulators.

Phase 2 Design – Service Design and Specifications, and Implementation Strategy

Service Design and Specifications – conducted by consultants and local staff

Objective: Design the service of the preferred service type (including vehicle type, frequency, routing and scheduling) using focus groups and public input; and identify barriers to transit access that will limit the use of transit and to recommend ways to overcome these barriers.

Task: Design service for selected Circulators.

- Develop specifications for Circulator service, including vehicle type, stop locations, hours of operation, headways, and schedule design.
- In cases where the implementing agency is already known (Pace, municipality, private group), design service in cooperation with this agency.

Task: Ensure continued public involvement, especially by groups who may be funding the service.

- Conduct service design through extensive use of focus groups, with select participation from municipal elected officials and staff, business leaders, major employers, and other leaders. It is important to let the groups who *may be involved in funding the service* have a role in designing it.

- Use “public choice forums”, like those used for Transit Plan, and present recommendations and discussion of the focus groups to the public, for final determination on service preferences and design.

Task: Assess the pedestrian environment and identify gaps in access to transit.

- Evaluate the existing pedestrian system (sidewalks and trails) and its relation with existing land use, considering ADA compliance.
- Identify barriers to access, mainly involving pedestrian facilities, in areas where these barriers exist (especially where there is a market for transit.)
- Recommend improvements to pedestrian facilities.

Institutional Analysis – conducted by local staff, Implementation Team, and DMMC (concurrent with Service Design and Specifications)

Continue Institutional Analysis, as described in Phase 1 Design.

Implementation Strategy – conducted by consultant, local staff, Implementation Team, DMMC

Objective: Develop an implementation plan that indicates priorities and next steps to begin effective circulator service, and that provides a framework for evaluating the success of circulator service.

Task: Generate implementation strategy for each service designed in Phase 2.

- Recommend schedule for implementation of each Circulator service.
- Identify potential funding sources (such as CMAQ for operations, STP for capital improvements) and provide the data necessary to submit applications to these sources.

Task: Recommend marketing strategies for implementation of Circulators.

- Identify appropriate marketing techniques to promote Circulators, and link this with ongoing CMAQ marketing campaign.

Task: Design review and monitoring program.

- Establish standards to evaluate the success of each of the Circulator services. This could vary widely, and could include farebox recovery ratios, ridership, success in providing service to transit-dependent populations, congestion reduction, economic benefit to a downtown, employer satisfaction, or many others. Identify what types of data would need to be collected for each of these evaluations.
- Provide recommendations for when upgrades or changes to the routes should occur, and how and when re-evaluations should be conducted.



DUPAGE MAYORS AND MANAGERS CONFERENCE

an association of municipalities representing over 1,000,000 people

1220 Oak Brook Road
Oak Brook, Illinois 60523-2203
(630) 571-0480
Fax: (630) 571-0484

November 15, 2006

To: David Barber, Director of Public Works, Village of Downers Grove

From: Rick Boehm, Chairman
Transportation Policy Committee
Transit Plan Implementation Team

Re: *Local Circulator Study*, Circulator Service Area Evaluation

Thank you for the Village's continued interest in the *Local Circulator Study*. Your participation on the Steering Committee, and your municipality's outstanding efforts to engage the community during Phase 1 and 2 have built a critical foundation for a successful circulator service. I am pleased to inform you that our Transit Plan Implementation Team (TPIT) has selected the Downers Grove Community Service Area (CSA) for participation in Phase 3 and 4 of the Study – Detailed Service Design and Planning.

Results of CSA Evaluation

As you know, we evaluated each CSA using indicators that measured market, service area, and local support characteristics. We are extremely pleased with the potential for success demonstrated by each of the 10 participating CSAs. Given our limited funding, however, we can only invite the following CSAs to continue to Phase 3 and 4 at this time:

- Downers Grove CSA
- Addison CSA
- Lombard CSA
- Wheaton CSA

Additional details about the evaluation of each CSA can be found in the attached summary. The evaluation process will be reviewed at the Steering Committee meeting on Tuesday, November 28, at 10 am, at the DuPage Mayors and Managers Conference (meeting materials also included in this mailing).

Although our initial scope was to include three communities in Phase 3, the scores of the Lombard and Wheaton CSAs were so close that we extended our scope to include four CSAs. It is our intention to seek additional funding sources to fund Phase 3 and 4 for all four CSAs. If additional sources are unavailable in the near term, we will begin with the first three CSAs and continue with the Wheaton CSA as funds become available.

MEMBER MUNICIPALITIES

Addison
Aurora
Bartlett
Bensenville
Bloomingdale
Bolingbrook
Burr Ridge
Carol Stream
Clarendon Hills
Downers Grove
Elmhurst
Glendale Heights
Glen Ellyn
Hanover Park
Hinsdale
Itasca
Lemont
Lisle
Lombard
Naperville
Oak Brook
Oakbrook Terrace
Roselle
Schaumburg
St. Charles
Villa Park
Warrenville
Wayne
West Chicago
Westmont
Wheaton
Willowbrook
Winfield
Wood Dale
Woodridge

Benefits of Participation in Phase 3 and 4

As a participant in Phase 3 and 4, each CSA will receive technical assistance from the Conference and LSC Transportation Consults. The product of Phase 3 and 4 will be the development of a detailed a circulator service design – including route alignment, schedule, fare, funding mechanism, and implementation strategy.

Next Steps in Participation

In order to move forward, TPIT asks that your municipality adopt a resolution showing its continued support of the project and commitment to continued participation. A model resolution is attached. *Please provide a signed copy of your municipality's adopted resolution by December 31, 2006.*

Once all resolutions have been submitted to DMMC, you will be contacted about the schedule for Phase 3 and 4. In the meantime, if you have any questions or comments, please contact Tam Kutzmark, Transportation Project Manager, at 630-571-0480, ext 28, or by email at tkutzmark@dmmc-cog.org.

Attachments

Cc: Brian Krajewski, Mayor
Cara Pavlicek, Manager



CHAPTER I

Introduction

This Service Type Analysis is the second of four reports to be prepared for the DuPage Area Local Circulator Study. The purpose of this report is to describe the recommended service areas for the DuPage circulator service and to recommend the type of service that should be utilized to provide efficient and cost-effective service. Using data derived from the DuPage Area Local Circulator Study Market Analysis Report (May 2006) (the first report prepared for the DuPage Area Local Circulator Study), community service areas were developed. These service areas were then taken to the public in a series of community meetings to get suggestions on how the service area could be improved. Summaries of the community meetings are provided in Appendix A.

LSC and the DuPage Mayors and Managers Conference (DMMC) staff also conducted approximately 40 *Key Person Interviews*. Individuals from all 13 service areas who are active participants in their respective communities were asked a series of questions that were specifically prepared to assist the planning team in developing changes to the service area boundaries, ascertain their opinion on the communities' needs for circulator service, learn how they thought their community would feel about providing financial support to the circulator service, and understand what type of service would best be received by the community.

REPORT CONTENTS

Chapter II provides descriptions of the various types of transit service that could potentially be used in each community service area. Service such as fixed route, complementary paratransit, demand response, and various flexible route services are discussed. This chapter will assist the Steering Committee and Transit Plan Implementation Team (TPIT) in understanding the various types of transit services that have been successful in other communities.

Introduction

Chapter III describes the service process concept. Explanations are given of the process used to develop the service areas for each community in the study and how the service type was selected.

Chapter IV presents the recommended service types for each community service area. The Planning Team has developed these recommendations based on the geographic characteristics of the service area such as the type of transit needs, the estimates of demand, density of demand, transit trip generators, community input, and other performance measures set in the Market Analysis. This chapter also contains preliminary recommendations for hours of service for the bus system, route alignment, and estimated capital and operating costs.





CHAPTER II

Transit Service Types

INTRODUCTION

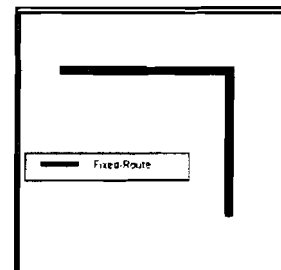
The basis for any transit plan is the careful consideration of the realistic transit service alternatives. Capital requirements, financial plans, and management options can then be developed to support the planned transit services. The following sections detail the different types of transit services that could be implemented in the study area.

TYPES OF TRANSIT SERVICE

The term “transit service” encompasses a wide range of alternatives. Traditionally, people think of transit service as buses operating on a strict schedule. A number of other transit service alternatives exist, such as demand-response service and commuter transportation. This document explores the realistic transit service options for the DuPage Area.

Fixed-Route Service

Fixed-route transit service fits the popular description of a bus system—transit vehicles operating on specified routes and following set schedules. Specific bus stops are typically identified for the locations where passengers will be picked up and dropped off. Routes are usually laid out in either a radial or grid pattern.



Fixed-Route Service

Fixed-route service is particularly convenient for passengers without disabilities. Research has shown that fixed-route passengers are willing to walk up to one-quarter mile to reach the bus stop. Therefore, a fixed-route service pattern may be efficiently laid out with routes having one-half-mile spacing. However, those individuals with mobility impairments may have difficulty in accessing the fixed-route system.

Transit Service Types

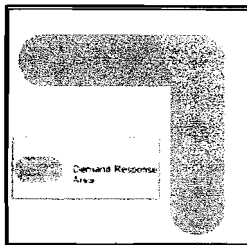
The advantages of fixed-route service are that it can be provided at a relatively low cost on a per passenger-trip basis, schedule reliability is high since the buses do not deviate from their routes, service does not require advance reservations, and service is easy to understand.

Fixed-route transit service is seldom attractive for people with automobiles in smaller communities and rural areas. A private automobile offers flexibility compared to the rigid schedule of a fixed-route system. The need to walk even a few hundred feet to a bus stop and wait for the vehicle, and the comparatively slow travel time make the option of a private automobile an easy choice. Where there are significant congestion issues or limited parking availability, fixed-route transit service becomes a more attractive alternative. The low cost of transit as compared to owning and operating a private automobile can also be attractive, especially to young working couples who may be able to use the bus rather than own two vehicles.

Fixed-route operations lack the flexibility to meet the needs of passengers with any special requirements in low density areas. The Americans With Disabilities Act requires that communities with fixed-route transit service also provide complementary paratransit service that operates, at a minimum, in a three-quarter mile radius of each fixed route. Paratransit service is typically much more costly to operate than fixed-route service because of the characteristics of the service. Fixed routes are established to meet the highest demand travel patterns, while paratransit service must serve many origins and destinations in a dispersed pattern.

Demand-Response Service

Demand-response transit service, frequently termed dial-a-ride, is characterized as door-to-door transit service scheduled by a dispatcher. With demand-response service, advance reservations are typically required, although some immediate requests may be filled if time permits and if the service is particularly needed.



**Demand-Response
Service**

The concept of demand-response service was originally developed in the early 1970s as an alternate form of transportation for the general public. The original efforts proved to be more expensive than envisioned and did not attract the ridership that was forecast. As a result, demand-response transit has been used in the United States almost exclusively for elderly and disabled passengers. However, many communities are beginning to recognize the advantages of demand-response service for low density areas with low levels of transit demand. Improved technology has led to improvements in dispatching and scheduling, which has increased the efficiency of demand-response service and allows for real-time dispatching.

Service Routes

One concept that is being implemented in some communities as an alternative to traditional fixed-route or demand-response service is the service route. A service route is essentially a fixed route specifically designed to serve the elderly and disabled. Typically, a service route winds through residential neighborhoods with high concentrations of elderly and disabled persons in a pattern that passes within a block or two of all houses. It also directly serves important destinations, such as senior centers and commercial areas. The service provides a higher in-vehicle travel time and a longer wait for the bus than would normally be acceptable to the general public. The Bus (operating in Butte, Montana) and MET (in Billings, Montana) provide successful service routes to their local residents.

Flexible Service

Another alternative is flexible routes, such as route-deviation, flex-routes, or checkpoint service. With flexible routes, vehicle dispatching and scheduling must be done carefully to ensure that vehicles are available to serve the designated stops at the scheduled times. To provide a reasonable amount of flexibility, a lenient definition of on-time performance is typically used. A reasonable policy for



**Demand-Response
Service in small
communities**

Transit Service Types

route-deviation, flex-route, or checkpoint service is a 10- to 15-minute window at each designated stop. These types of route services are used in order to expand the potential service area. This type of service is commonly used in low density areas like suburbs, small cities, towns, and rural areas. The following sections detail the different types of flexible-route service that are commonly used.

Route Deviation

With route deviation, transit vehicles follow a specific route but leave the route to serve demand-response origins and destinations. 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. Passengers on the bus may have a longer travel time than for fixed-route service, and the service reliability is lower. However, the ADA-mandated complementary paratransit service is not necessary since the bus can deviate from the route to pick up disabled passengers. Those customers that need the bus to deviate will need to make an advance reservation with the transit service up to 24 hours ahead of time. The advance reservation is needed so that the vehicles can be scheduled for pick up and drop off along the scheduled run.

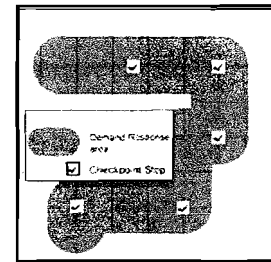
Flex-Route Service

Flex-route service is similar to route-deviation service, but the transit vehicle follows a loosely-defined route and leaves the route to serve demand-response origins and destinations. The difference is that, in the flex-route service, the vehicle must only return to the route before the next transit stop. The distance between transit stops will determine the distance of the deviation that the vehicle could make from the route. For flex-route service, the demand-response rider must call in advance of the trip for both the origin and destination deviations. ADA-mandated complementary paratransit service is also unnecessary under the flex-route service.

Checkpoint Service

Under checkpoint or point-deviation service, the vehicles make periodic scheduled stops at centers of activity (such as program sites, shopping areas, or residential communities). The specific routes are not established between checkpoints,

thereby allowing the vehicles to provide demand-response service and alleviate the need for the ADA complementary paratransit service. Riders are picked up, typically at a reduced fare, at the checkpoints and taken either to another checkpoint or to a demand-response specific destination. Service between the checkpoints does not require advance reservations. However, service from any other location on a demand-response basis requires an advance reservation so that the vehicles can be scheduled for pick up and drop off.



Checkpoint Service

Checkpoint service offers an advantage over route deviation because there is no specified route for the vehicles to use. Checkpoint service requires only that the vehicle arrive at the next checkpoint within the designated time window.





CHAPTER IV

Recommended Service Concepts

INTRODUCTION

This chapter presents the recommended service concepts for the 13 communities in the DuPage Area Local Circulator Study. **At this point in the study, it is imperative to note that the service types, routes, and service areas are conceptual in nature. As the study progresses, all aspects of the service can be refined.**

This chapter presents the proposed service area for each community, the proposed service concept, a description of the service, a map of the service which shows the route(s) and deviation areas for flexible-route service, the capital needs associated with providing the proposed service, and the estimated costs for capital procurement and annual service operations. This chapter also describes the community input that was obtained in the survey, community meetings, and key person interviews that were conducted and discussed in the previous chapter.

Finally, the DMMC Transit Plan Implementation Team (TPIT) has developed several guidelines that will be used to grade each community service concept. The planning team will use these guidelines to evaluate each service area, which will be used in TPIT's recommendation for which three service areas will go to the final implementation stage of the Circulator Study.

RECOMMENDED SERVICE CONCEPTS

Addison Community Area

Addison is a community of 42,923 located 25 miles west of Chicago in northeast DuPage County. Incorporated in 1884, Addison is the home of the largest industrial park in DuPage County, and the fourth largest in the state of Illinois. Elderly persons represent approximately 14 percent of the total population in the

poverty populations living north of Sunnydale Park. An estimated six percent of the households within the Village of Downers Grove had no vehicle for use in 2004. An estimated 9,139 households within the Village of Downers Grove have only one vehicle.

Existing Public Transit Service in Downers Grove

The community has an abundant amount of exiting transit service. In the service area there are:

- Three Metra passenger rail stations
- Four Pace routes
- Four Downers Grove commuter bus routes
- Two park-and-ride lots
- Senior and Disabled Taxi Voucher program

The Downers Grove commuter bus service has been operated by the Village for over 20 years and averaged 296 passenger-trips per day in 2005. The operational budget for the commuter service in 2005 was \$650,233.

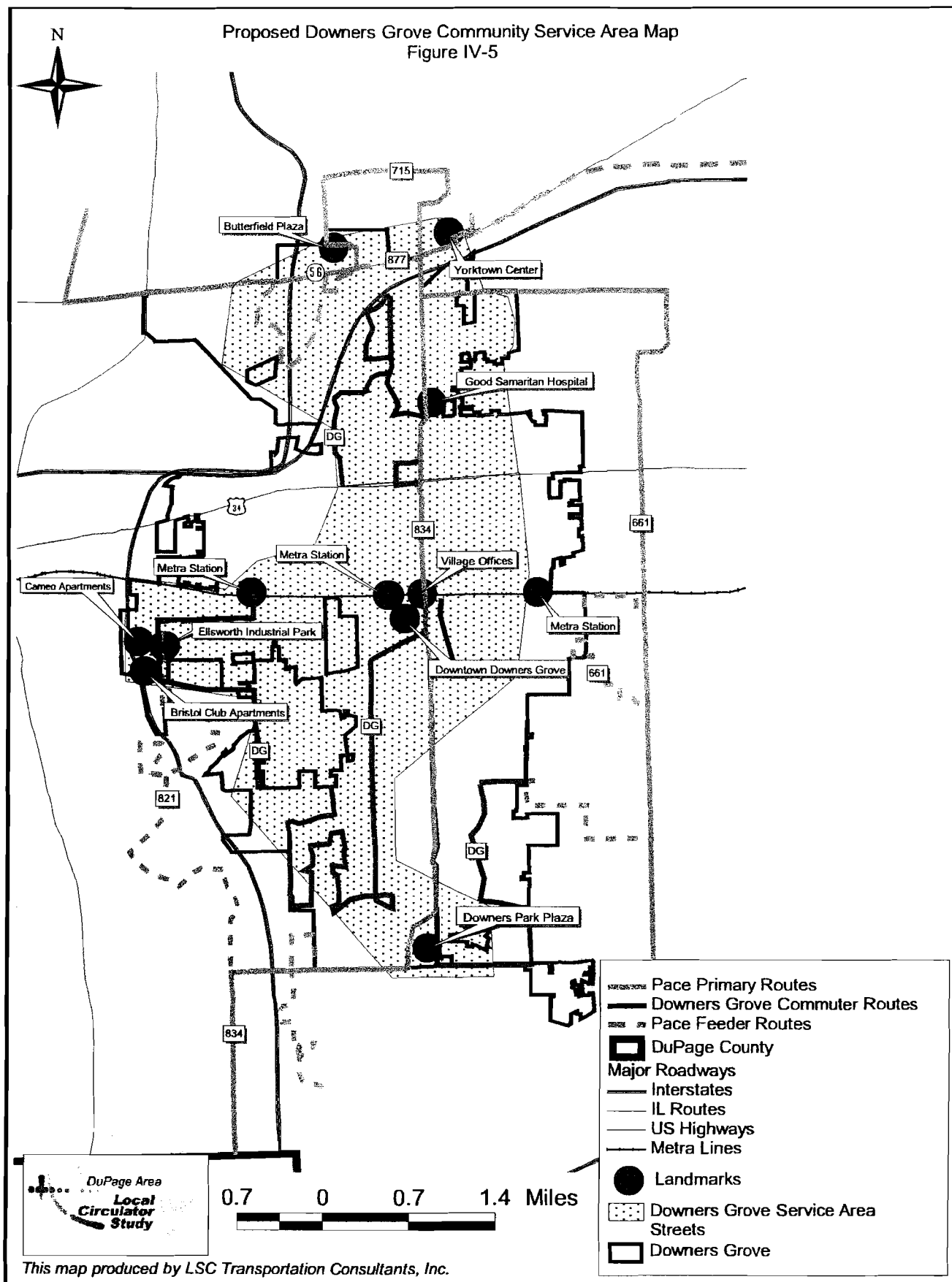
Proposed Service Area

Figure IV-5 shows the proposed service area for the Downers Grove Community Area.

Community Input

The DMMC team conducted four key person interviews and one community meeting. The following input was received.

- Expand the service area to include Yorktown Center, Cameo Apartments, and Ellsworth Industrial Park.
- Extend the north service area down to the Metra station.



Landmarks are shown for orientation purposes only. Service is not limited to - and may not include - landmarks shown on this map.

DuPage Mayors and Managers Conference

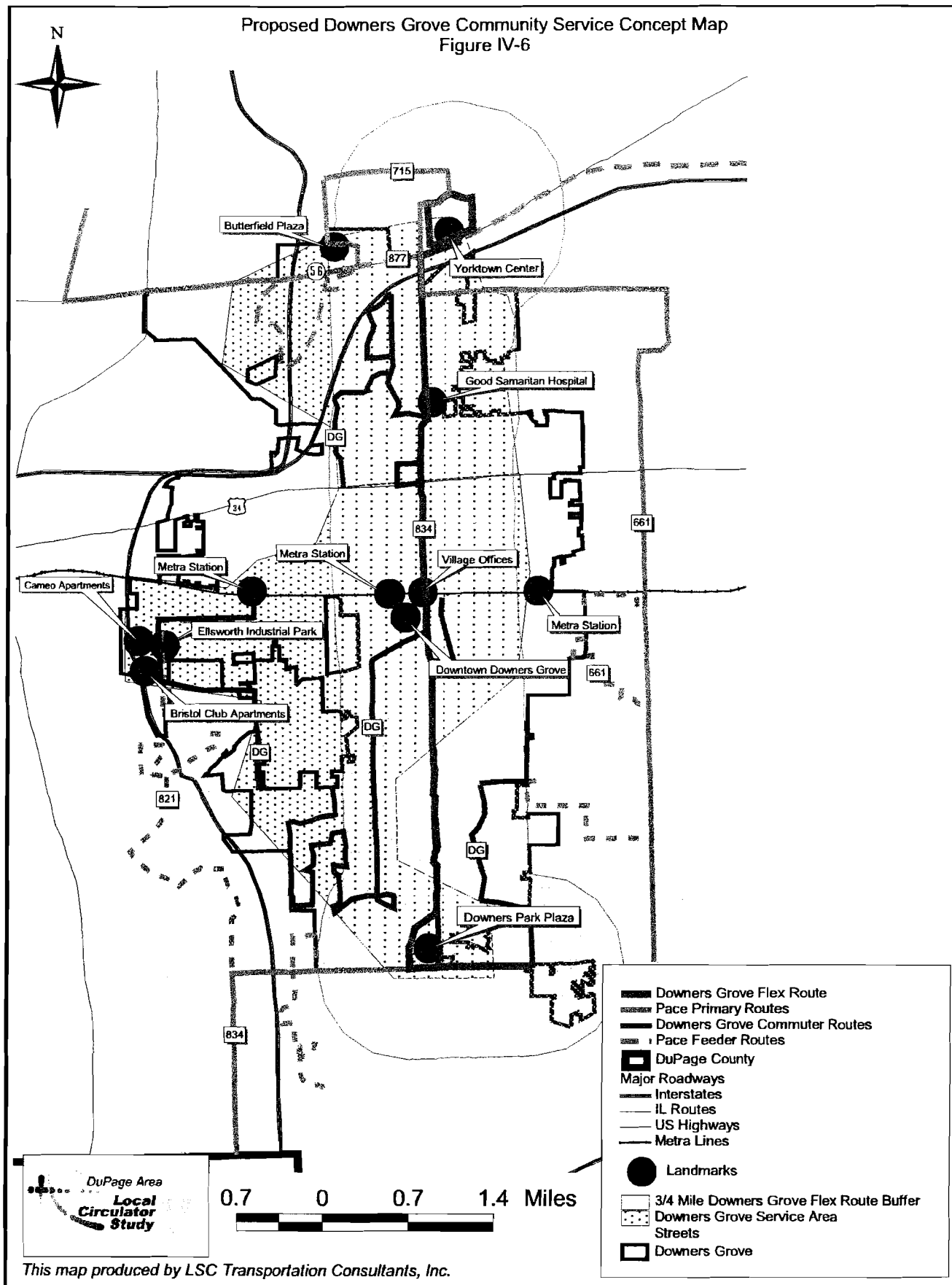
Proposed Service Concept

With this existing level of service, the community has explored options for enhanced or additional service. One idea would be to extend the service hours of the Downers Grove commuter shuttle to provide for midday and evening service. This service would not have to be fixed-route service. The planning team recommends that the Downers Grove southwest route and the Downers Grove north route be combined and slightly modified into an off-peak route-deviation service. The modified route would operate predominantly along the entire length of Main Street in the Village serving Fairview Plaza, Green Knolls Shopping Center, Jewel, downtown Downers Grove, the Main Street Metra station, Downers Market, and Good Samaritan Hospital. The service would start at the hospital and end at Fairview Plaza.

With route deviation, transit vehicles follow a specific route but leave the route to serve demand-response origins and destinations. 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. The passengers on the bus may have a longer travel time than for fixed-route service, and the service reliability is lower. However, the ADA-mandated complementary paratransit service is not necessary since the bus can deviate from the route to pick up disabled passengers. Those customers that need the bus to deviate will need to make an advance reservation with the transit service up to 24 hours ahead of time. The advance reservation is needed so that the vehicles can be scheduled for pick up and drop off along the scheduled run. Figure IV-6 depicts the proposed service concept for Downers Grove.

Joint Service Opportunities

Both the proposed Downers Grove and Oak Brook/Oakbrook Terrace circulator routes serve the Yorktown Center allowing for joint service opportunities.



Landmarks are shown for orientation purposes only. Service is not limited to - and may not include - landmarks shown on this map.

DuPage Mayors and Managers Conference

Capital Needs and Costs

Since the Village has buses that operate the shuttle service, there would be no need to purchase additional equipment. The Village is also working with Pace to obtain new buses to replace their existing fleet.

Operational Costs

Additional operational costs are listed in Table IV-7 below.

| Table IV-7 Estimated Operational Costs for Downers Grove | | | |
|---|----------------------|---------------------|-------------------|
| Service Type | Cost per Hour | Annual Hours | Total Cost |
| Off-Peak Route Deviation | \$50.00 | 3,636 | \$181,800 |
| Weekend Service | \$50.00 | 572 | \$28,600 |
| Totals | \$50.00 | 4,208 | \$210,400 |

Operational costs will be based on the cost per hour currently needed to operate Pace dial-a ride service, which was drawn from the Pace Operating and Capital Program published in November 2005. According to this report, Pace projects an hourly cost of service at \$50.00 in 2006.

Service Area Analysis

The DMMC planning team, working with the DMMC TPIT, has developed specific criteria that will be used in determining which communities will be selected for the implementation stage of the study. Table IV-8 presents the service area market characteristics. The importance of the criteria to successful transit operations is discussed in Chapter III of this report.

| Table IV-8 Market Characteristics for Downers Grove | | |
|--|---|--------------|
| Market Characteristic | Measure | Total |
| Employees | # of employees | 38,534 |
| Residential Density | # of people living on acres with 6 or more households | 7,940 |
| Elderly Population | # of population | 11,743 |
| Disabled Population | # of population | 3,035 |
| One-Vehicle Household | # of households | 9,139 |
| Zero-Vehicle Household | # of households | 1,742 |
| Low-Income Population | # of population | 2,073 |
| Youth (0-15)Population | # of population | 15,718 |
| Office/Industrial Facilities with more than 500 Employees | # of census grid zones with more than 500 | 21 |
| Service Area Characteristics | Measure | Total |
| Pace Connections | # of Pace routes that meet with circulator route | 4 |
| Links to Metra Stations | # of stations served | 1 |
| Low-Wage Employees* | # of employees | 8,111 |
| Manufacturing | # of employees | 4,454 |
| *Includes Retail, Arts/Entertainment and Recreation, Accommodation and Food Service employment | | |
| Source: 2000 US Census Bureau / Northern Illinois Planning Commission. | | |

Elmhurst Community Area

Elmhurst is a community of 46,435 located 20 miles west of Chicago and just southwest of O'Hare International Airport in northeast DuPage County. Elmhurst was incorporated in 1882. Elderly persons represent approximately 20 percent of the total population in the City of Elmhurst, and an estimated four percent of the population has some type of mobility limitation.

Based on the 2000 census, the average per-capita income for the City of Elmhurst was \$32,015. This is higher than the state's average of \$23,104. The portion of the population living below the poverty level in the City of Elmhurst is approximately 2.7 percent, and this population is scattered throughout the city. The low-income