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Wayne County Community Mobility Study

AUGUST 2021



ACKNOWLEDGEMENTS

We extend our sincere appreciation and gratitude to the residents of Wayne County, Wayne County staff, elected officials, and stakeholders who assisted in the public outreach process, meetings and the entire planning process. This critical input guided the development of this study and will in turn have a positive impact on Wayne County.



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TABLE OF CONTENTS

Introduction	2
1. History/Background	2
2. CTPG Program	3
Existing Context	4
Area of Study	4
Site Visit	5
Public and Stakeholder Engagement	5
Market Analysis	7
Demographic Analysis	7
Existing Service	12
Peer Review	13
Origins and destinations	19
Service Scenarios	21
Scenario A: Hourly Fixed Route Service	21
Scenario B: Two Hour Service	22
Scenario C: Enhanced On-Demand + Two Hour Service	23
Scenario Evaluation	24
Cost	25
Service Coverage	26
Convenience	27
Administrative Feasibility	28
Recommended Service Plan	29
Year One: Demonstration and Pilot Projects	29
Years Two and Three: Launch of the Tri-Town Connector	29
Beyond Year Three: Expanded Service	30
Service Considerations	30
Summary	36

APPENDIX A

Survey Results



INTRODUCTION

1. History/Background

Wayne County, located along the southwestern Highland Rim in south central Tennessee, is the second largest county by land area in the state of Tennessee. Composed of three cities, Waynesboro, Clifton and Collinwood, as well as many unincorporated communities, Wayne County boasts many natural, scenic and family-friendly attractions that define its landscape.

This study originated thanks to the hard work and determination by a group of high-school students, named the “Think Tank Team” that coined the term, “Tri-Town Transportation.” This project was formulated in the minds of those young adults in 2018 during a youth leadership summit consisting of thirty eleventh grade students. These bright students spent hours researching and studying this project. During the summit, the students went through a community SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis and brainstormed how they might address each of their top concerns. Lack of reliable transportation rose to the top as a major hurdle to accessing education, employment and in general, the sentiment of a united community. These students were not only thinking of themselves but the needs of most of the county’s vulnerable population.

The goals and objectives of the Think Tank Team have inspired this study and are weaved throughout this document. As stated in their 2019 presentation, “We want to offer transportation to and from Collinwood, Waynesboro and Clifton...for educational and tourism opportunities” and “We want to offer tours to locals and visitors ... to provide a historical outlook of our county.” The inspiration behind this originated in the following needs:

- Fill a community need
- Attract tourism
- Provide safe and affordable transportation to students seeking higher education
- Improve safety across our county

Wayne County was recently awarded funding from the Tennessee Department of Transportation (TDOT) through a Community Transportation Planning Grant (CTPG) to develop a strategic, sustainable Community Mobility Plan of providing transportation to all Wayne County residents to help alleviate the burdens preventing all age groups, regardless of social background, from accessing higher education, seeking, obtaining, and retaining employment, having reliable access to medical services or simply visiting a neighboring community within Wayne County to shop, dine and take in the local scenery. Public transportation in Wayne County represents freedom for those that cannot or are unable to drive, as 40 percent of Wayne County residents are under age 18 or above age 65. Public transportation has the potential to connect residents to employment, education and other opportunities in Wayne County.



2. CTPG Program

A Community Mobility Plan (CMP) is a multi-modal plan that identifies the existing and future transportation systems necessary to serve the current and anticipated travel demands in a specific area. This can include a variety of transportation systems, including roadways, public transportation and bicycle and pedestrian facilities. The CMP strengthens the relationship between a transportation plan and the community vision in a particular area. It provides a community with information to better prepare for and respond to future development and changes in a specific area. Specific areas of analysis may include roadway design deficiencies, safety issues, adjustments to the functional classification system and intermodal issues. This CMP will mainly respond to the public transportation opportunity that exists in Wayne County.

Steps for Implementation:

1. Leadership Commitment – Community leaders must demonstrate a clear commitment to support the transportation study
2. Visioning and Consensus – Establishing a shared vision and consensus allows the community to set project goals and objectives. Understanding needs and developing support from the community is vital to begin the planning, design and implementation process
3. Planning and Design – Communities should leverage local resources and knowledge to assist in guiding project activities to best meet the needs of the community. Tailoring best practices to meet local conditions and desires will assist in developing an implementable and successful planning study.
4. Plan and Report Development – Communities should seek funding from diverse sources to implement their transportation studies. Communities should also consider partnering with private industry, as well as potentially seek funding from other state and federal sources.

Source: https://www.tn.gov/content/dam/tn/tdot/long-range-planning/oct/TDOT_CTPG_FactSheets_ComMobPlan.pdf



EXISTING CONTEXT

Area of Study

This study considers the context of the entire county with a primary focus on the connection between Waynesboro, Clifton and Collinwood. The focus of the project is on the State Route 13, US 64, and US 641 corridors that link the communities of these three cities.





The planning team visited Clifton and the Tennessee River during the site visit.

Site Visit

The planning team visited Wayne County on March 29 2021 to gather photos, conduct interviews, better understand the context of the county and to speak with visitors and residents. The site visit provided the planning team with the opportunity to observe the rural nature and automobile dependence of the county, as well as analyze potential stop locations. The site visit began at the Wayne County Welcome Center in Collinwood and concluded at the Clifton Marina and downtown Clifton. Throughout the day, the planning team attended scheduled interviews and visited many destinations within the county, such as the Wayne County City Park and the Frank Hughes School.

Public and Stakeholder Engagement

SURVEY

The study team deployed a survey to measure Wayne County residents' and visitors' behaviors and attitudes towards transit. The questions in the survey were developed to gather data regarding perceptions, concerns, and user trends within the county as well as to understand demographic information about the respondents. The survey was distributed on March 15, 2021 and closed on April 2, 2021. The survey was provided in online and paper formats. Wayne County promoted participation in the survey by posting the online link on social media and leaving the survey in popular locations for residents and visitors to complete, including the library and welcome center. In total, there were 157 responses. Survey questions explored many themes, including demographic questions, future transit use, trip purpose and the importance of certain transit services, such as Wi-Fi and a predictable schedule. The survey responses to are presented in Appendix A.

Some key takeaways from the survey are listed below:

- About half of respondents said they or someone in their family would use public transportation
- Cost and predictability are the most important factors
- Most common trip purposes are medical, shopping, work and education
- Most would utilize public transportation one to two days per week, primarily in the morning
- Transit rider demographics were underrepresented



Columbia State Community College in Clifton, Tennessee

STAKEHOLDER INTERVIEWS

In addition to understanding perceptions about transit from Wayne County residents and visitors, interviews were conducted both virtually and in-person to supplement the stakeholder engagement effort. The following stakeholders were interviewed between March 12, 2021 and April 6, 2021.

- Melissa Halsell, Tennessee Valley Authority
- Marlon Davis, Wayne County Director of Schools
- John Allen Berry, Executive Director at Wayne County Welcome Center
- Lisa Parker and Richard Stewart, SCATS/South Central Tennessee Development District
- Bailey Benedict, Tri-Town Transportation Student
- Sarah Cook, Wayne County Workforce Development
- Christine Chapman, Wayne County Commissioner

These interviews served an important role in understanding varied perspectives of Wayne County residents and staff. The findings are summarized below:

“Are you familiar with existing public transportation services within Wayne County?”

- Most are familiar with SCATS offerings however they do not personally use it
- SCATS is known for its popularity with senior citizens
- Vans are seen around town
- Most know of one or two people that personally use the service

“Do you think expanded public transportation would work in Wayne County? What would that look like?”

- All stakeholders responded that expanded public transportation would work in Wayne County
- It would look like a fixed-route with stops in popular locations
- Concerns – getting the word out for the more rural population, people do not know what else exists in the County

“Do you see any barriers to mobility in Wayne County?”

- Youth are not pursuing a higher education due to a lack of mobility
- “You have to have a car to get around”
- Disconnect between the three cities, Clifton, Collinwood, and Waynesboro
- Lack of reliable transportation and childcare are the two biggest barriers in Wayne County

“What are some key connections to be made within Wayne County and outside of Wayne County?”

- Education – TCAT, CSCC, public high schools
- Employment – industries, service, restaurants, prison
- “Employers would hire more people if they could get there”
- Internet and cell service, co-worker spaces
- Tourism opportunities – proximity to Natchez Trace Parkway, Clifton, and the Tennessee River

MEETINGS

Throughout the planning process, progress meetings provided updates and opportunities to receive feedback. Four steering committee meetings were held throughout the project’s duration. Two public meetings were held, including a meeting on March 8, 2021 to introduce the project to the community, and a Building Committee Meeting on August 9, 2021 to summarize conclusions and the proposed plan.

MARKET ANALYSIS

Demographic Analysis

The following elements of demographics were analyzed for their relevance on the transportation system in Wayne County: population, education, employment, commuting patterns and mobility and broadband access. Note that the data and maps presented below are only one piece of a thorough market analysis, and the input and feedback provided by stakeholders was the foundation for this demographic analysis. The data does not tell the full story alone, and therefore was used in addition to the feedback and input from stakeholders.

Wayne County, despite being the second largest county by land area in Tennessee, has the third lowest density. The greatest population center within Wayne County is Waynesboro, where 35 percent of the population resides. Clifton and Collinwood follow, with much of the remaining population dispersed throughout the county. The map in Figure 1 shows the dispersed nature of population in Wayne County. Due to the size of Wayne County and the dispersed population, it may be difficult for many residents to access necessary goods and services if they do not have a reliable personal vehicle. For many Wayne County residents, a personal automobile is currently the only way to access daily needs like healthcare, shopping, and employment.

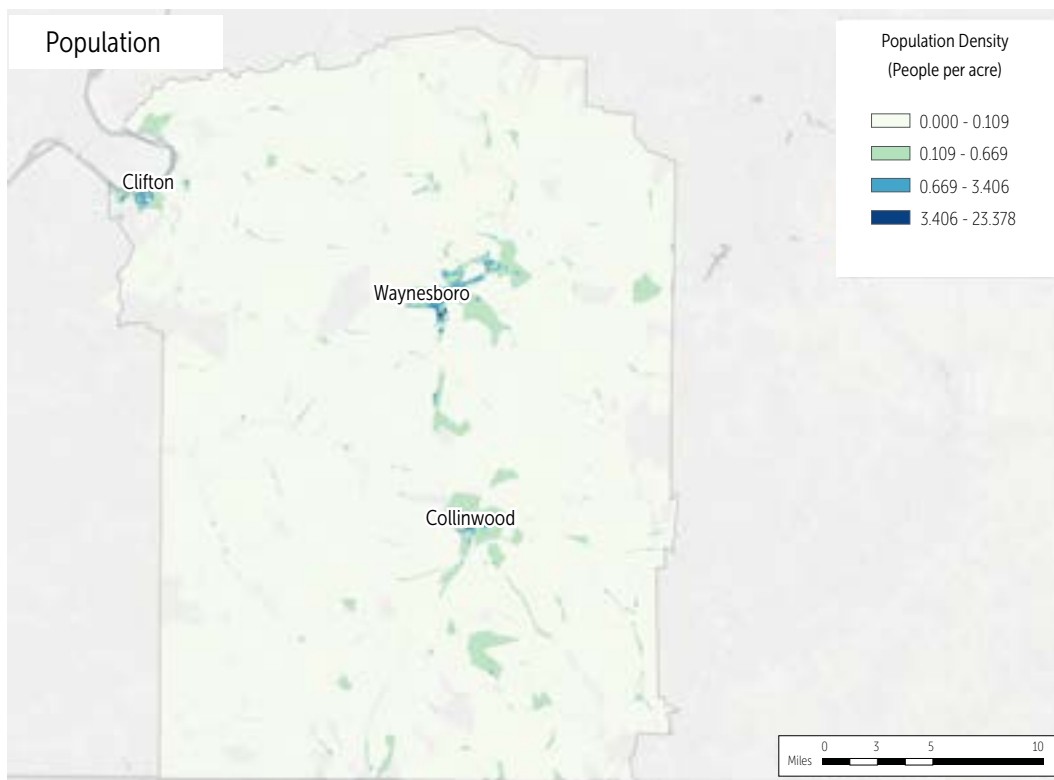


Figure 1: Wayne County Population Density Map

Source: 2018 Census Planning Database (American Community Survey)

By age, Wayne County's population varies slightly from the state as a whole. The percentage of the population of persons under 5 years are 1.9 percent less than that of the state. The same can be said about persons under 19 years, whose percent of the total population in the county is 16.6 percent, while the state's percentage is 22.1 percent (a 5.5 percent difference).

In contrast, 19.9 percent of Wayne County residents are over the age of 65. This is 3.2 percent higher than Tennessee's population over 65 years. Age distribution is shown in Table 1.

Table 1: Age Distribution

WAYNE COUNTY AGE DISTRIBUTION		
AGE CATEGORY	WAYNE COUNTY, TN	STATE OF TENNESSEE
Persons under 5 years, percent	4.1%	6.0%
Persons under 18 years, percent	16.6%	22.1%
Persons 65 years and over, percent	19.9%	16.7%

Source: American Community Survey 2014-2018

With Wayne County having an overall older population than the state of Tennessee, it is likely that many elderly residents no longer drive and have more of a need to access healthcare, including doctor appointments and pharmacies. These factors were taken into consideration when planning for locations of stops to cater to those that do not drive personal vehicles but have a need for specific services.

Almost 80 percent of Wayne County residents have their high school diploma or equivalent education, while 11 percent have a college degree. Most of the residents with college degrees live in Waynesboro. Tennessee's percentage of college educated residents is over 34 percent. To improve access to higher education, public transportation stops were chosen with the educational opportunities that exist in Wayne County. This would provide access to residents that currently cannot pursue a college degree due to mobility issues.

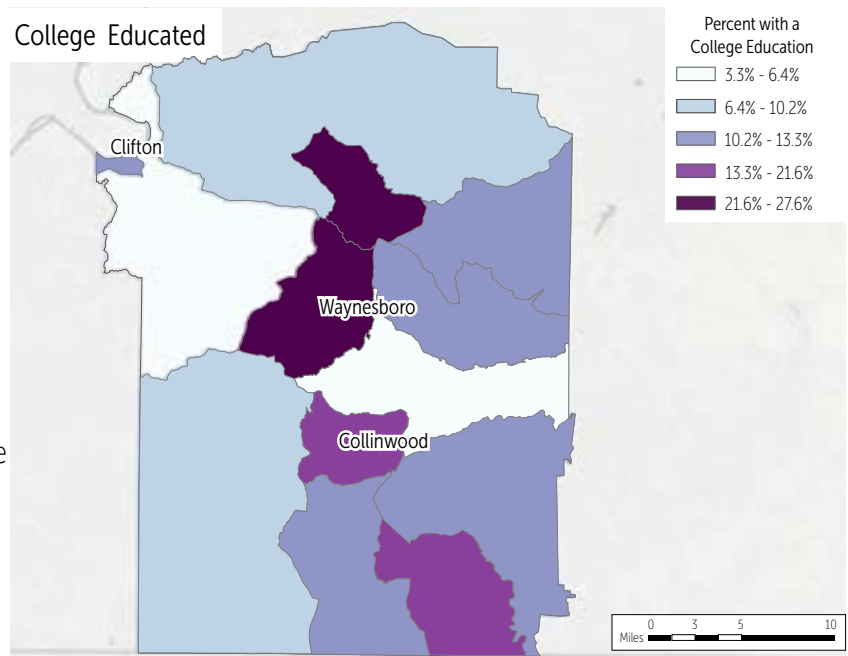
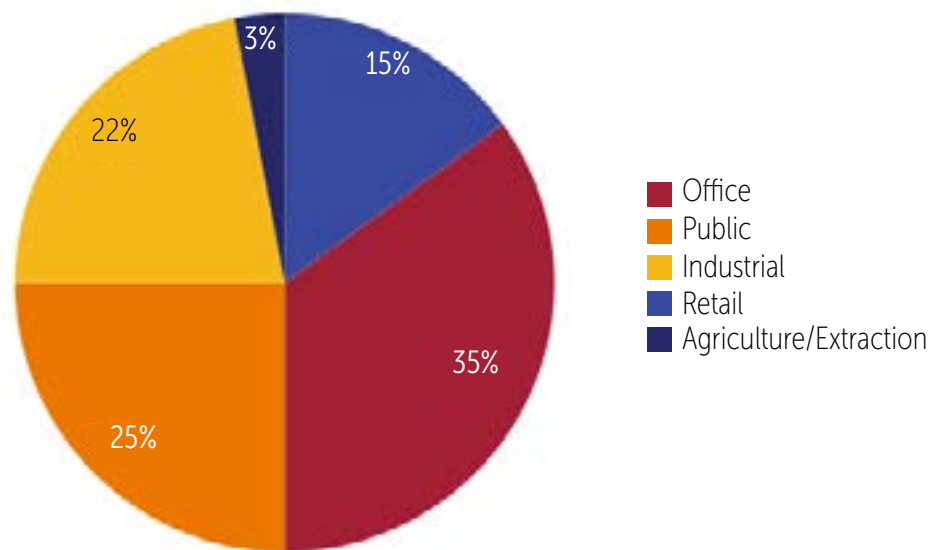


Figure 2: Percentage of College Educated Wayne County Residents

Source: American Community Survey 2014-2018

WAYNE COUNTY EMPLOYMENT SECTOR

Almost two-thirds of the Wayne County workforce are in the industrial or agriculture sectors. This is driven by the timber industry. The city of Waynesboro has a focus on civic/government/education and health care. Clifton's economy is more service and education-oriented based on the American Community Survey 2014-2018 five-year estimates.



Source: American Community Survey 2014-2018

Approximately 3,730 residents both live and work in Wayne County. Approximately 1,580 Wayne County residents commute outside of the county for employment, which equates to about 30 percent. Major destinations are Florence, Alabama in Lauderdale County and Lawrenceburg, Tennessee in Lawrence County. These destinations and other common destinations are shown in Figure 3.

Despite approximately 30% of Wayne County residents commuting out of the county, the majority remain within the county. With that, many residents would be able to utilize public transportation if it were available to connect them to employment. This was taken into consideration when planning for locations of stops to cater to employment hubs within the office and public sectors, highlighted as the largest employment sectors.



Figure 3: Number of Commuters in Wayne County
Source: American Community Survey 2011-2015

On average, Wayne County residents have longer commutes than residents of the state as a whole. As shown in Table 2, Wayne County residents spend over 30 minutes traveling one-way to their place of employment. This is attributed to the various employment opportunities that are dispersed throughout Wayne County and the other opportunities that exist outside of Wayne County.

Table 2: Commute Times

MEAN TRAVEL TIME TO WORK	
Mean Travel Time to Work, Wayne County Ages 16+, Census 2015-2019	31.7 minutes
Mean Travel Time to Work, State of Tennessee Ages 16+, Census 2015-2019	25.2 minutes

Source: U.S. Census Bureau QuickFacts

In addition to commuting patterns, mobility of Wayne County residents has been noted as a hindrance to employment. Shown in Figure 4, there is a range of vehicular access across Wayne County households. Due to the range of vehicular

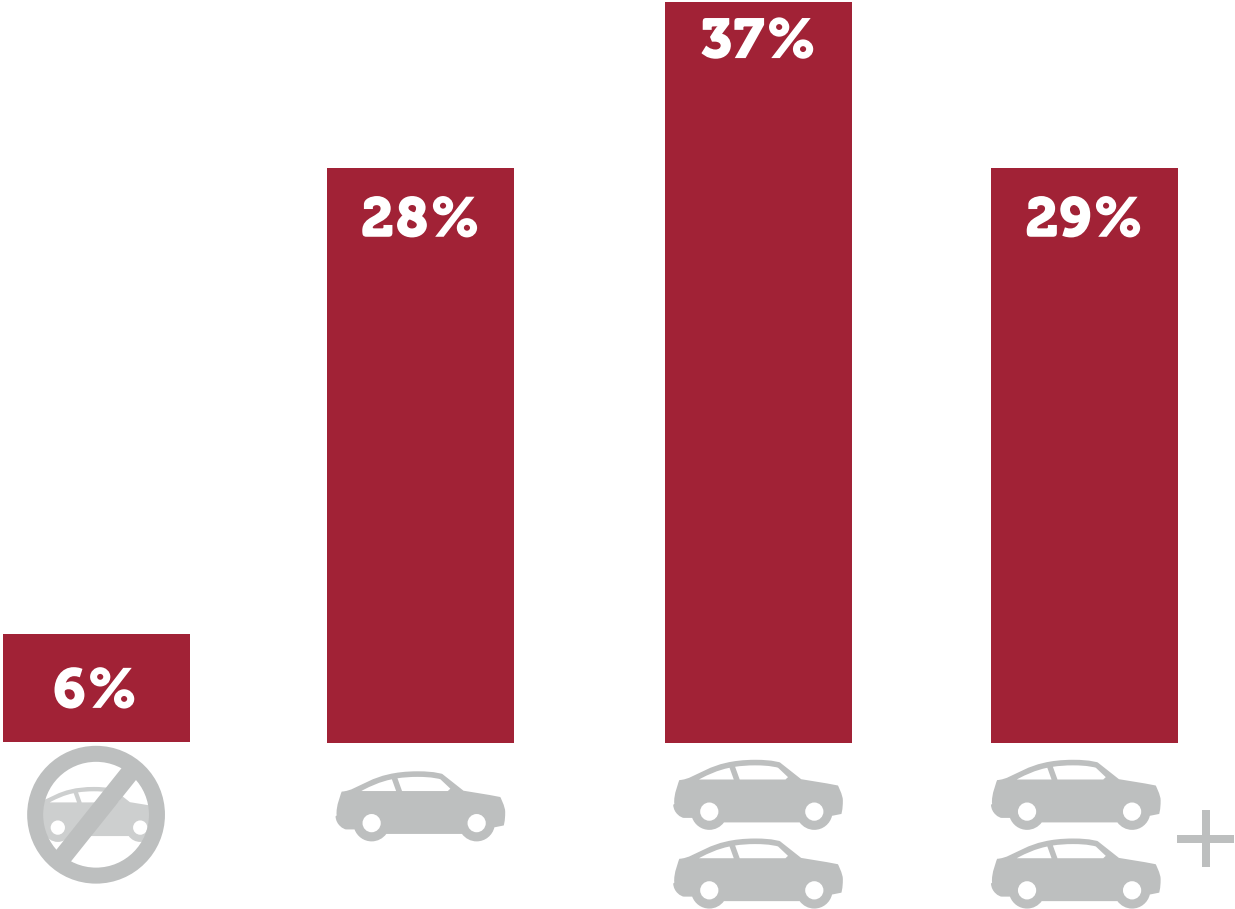


Figure 4: Percentage of Wayne County Households with Vehicular Access
Source: American Community Survey 2014-2018

access, it can be assumed many residents have inconsistent or unreliable access due to sharing one car across multiple individuals. Public transportation in Wayne County could eliminate the need to have multiple vehicles in one household. For those that have multiple cars per household, improved public transportation in Wayne County could provide an additional safety net or tourism opportunity.

About one-third of Wayne County households do not have internet access. Anecdotally, there are many reports of poor-quality service and sporadic cell phone coverage across Wayne County. Portions of the county, such as Waynesboro and Clifton, have more reliable coverage than the more rural locations south and east of Collinwood. This inhibits residents' ability to work remotely, complete schoolwork and gain information and resources virtually. Figure 5 shows the distribution of household internet access in Wayne County.

The range of Internet access across Wayne County implies there are locations that do not have the capability to work from home or complete schoolwork from home. Many residents rely on internet access in public places, such as the library and Welcome Center. Having reliable public transportation to reach locations with Internet access is critical to connect populations to opportunities to further their education or apply for employment. Keeping Internet access in mind as a priority when planning for public transportation in Wayne County was important in choosing certain stop locations, including public places with available Internet.

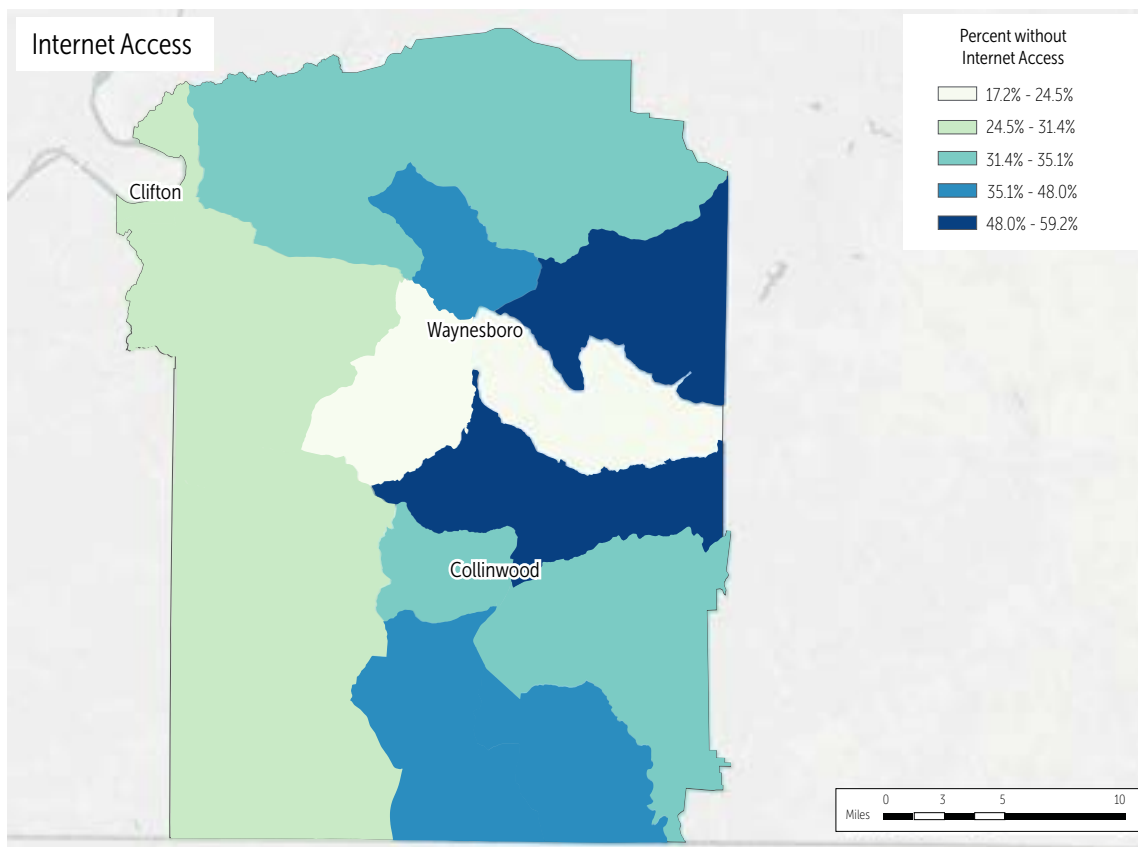


Figure 5: Percentage of Wayne County Residents without Internet Access

Source: American Community Survey 2014-2018

Existing Service

South Central Area Transit Service (SCATS) currently operates an on-demand public transportation service in Wayne County. SCATS is administered by the South Central Tennessee Development District. This service requires a 24-hour notice for trips and is offered at a flat \$2 rate for inter-county service and a flat \$3 rate for out-of-county trips or an additional stop within the county. This service is both ambulatory and non-ambulatory, and provides many Medicaid trips for Wayne County residents, with Medicaid trips representing over 75% of revenue. Many of these trips are routinely scheduled dialysis trips, with a peak around the first of the month. Medical appointments are given priority within the scheduling process. However, a reservation is required regardless of trip purpose. These trips are curb-to-curb and provide wheelchair accessibility to all ages.



Peer Review

A review of peer communities and their transit systems was another component of the market analysis. The peer analysis helps how transit operates in similar communities. The review can offer an initial insight into service options, possible service performance, costs, and when the service is selected, and opportunities for benchmarking to determine its effectiveness. Because of the county's unique geographical distribution, a variety of factors were reviewed to determine counties with similar characteristics.

Wayne County is the second-largest county in Tennessee, encompassing an area of 734 square miles of land and 1.6 square miles of water. According to 2019 census estimates and 2010 census data, the county had a population between 16,000 and 17,000 with 23.3 persons per square mile. These attributes were used to select the peer communities.

Public transit systems report annual ridership, financial, and operating data to the Federal Transit Administration's National Transit Database (NTD). Peer county selection focused primarily on cross-referencing NTD data for rural communities with county census demographic and geographic markers. Three peer counties were selected for this review with services to include a mix of fixed-route and on-demand public transit for rural areas. The three peer communities are Anson County, North Carolina, Warren County, Illinois, and Williamsburg County, South Carolina. These three communities offer a range of services and serve a variety of markets. The locations of the peer communities are shown in Figure 6.

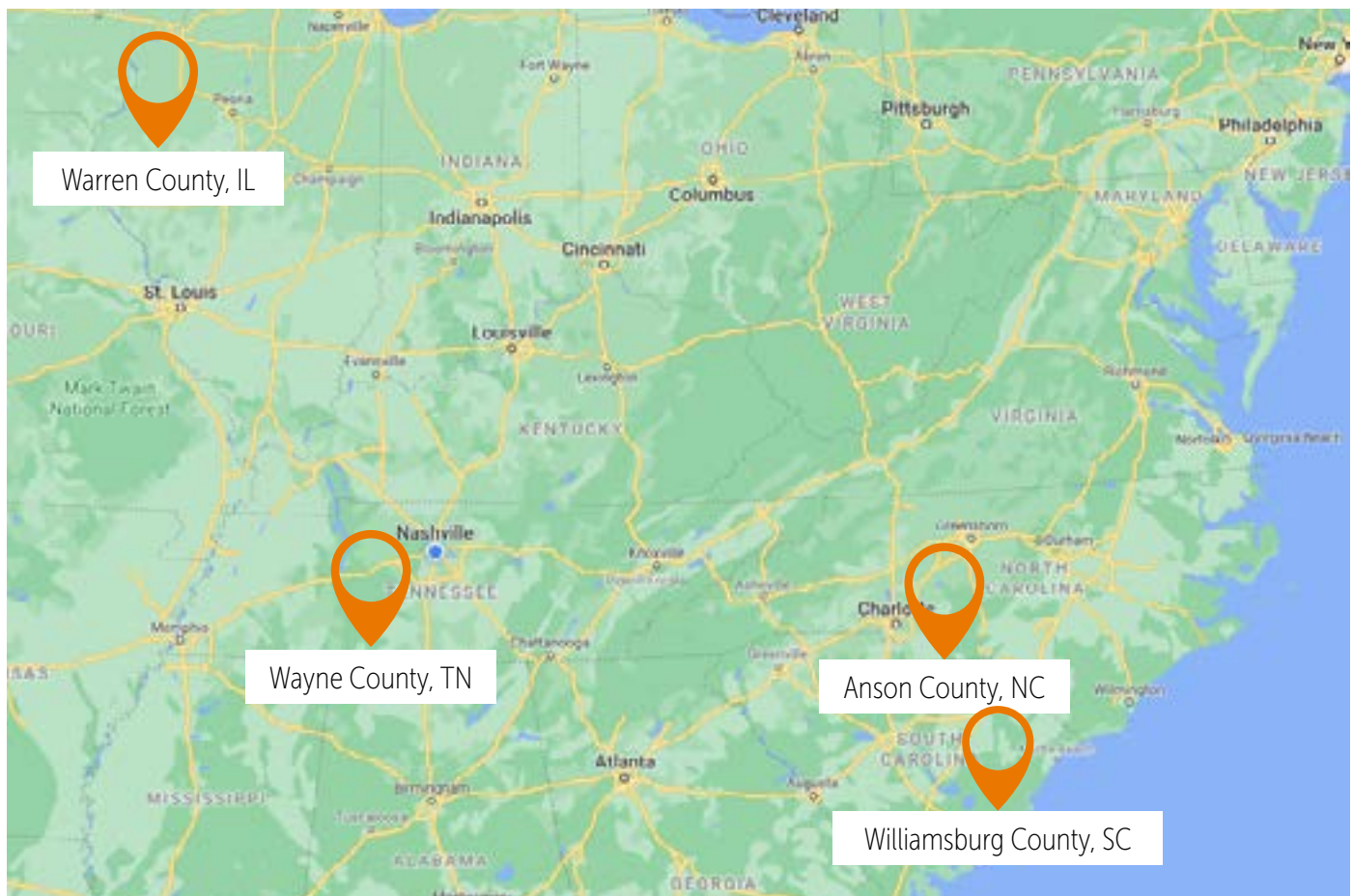


Figure 6: Peer Review Communities

Demographic data for these three peer counties and Wayne County is presented in Table 3. Table 4 summarizes the service attributes of each peer community.

Table 3: Peer Community Demographic Data

Description	Wayne County, Tennessee	Anson County, North Carolina	Warren County, Illinois	Williamsburg County, South Carolina
Population (2019 Estimates)	16,673	24,446	16,844	30,368
Persons under 18 years, percent	16.6%	20%	22%	20%
Persons 65 years and over, percent	19.9%	19%	20%	22%
Households, 2015 - 2019	5764	9,521	6,862	12,686
With a disability, under age of 65 years, percent, 2015 - 2019	14.6%	13%	8%	14%
In civilian labor force, total, percent of population age 16 years+, 2015 - 2019	44.5%	55%	62%	48%
Mean travel time to work (minutes), workers age 16 years+, 2015-2019	31.7	26.7	19.4	31.1
Median HH income (in 2019 dollars), 2015-2019	\$41,427	\$40,213	\$50,310	\$32,485
Population per square mile, 2010	23.2	50.7	32.6	36.8
Land area in square miles, 2010	734.10	531.45	542.41	934.16

Source: U.S. Census Bureau QuickFacts

Table 4: Peer Community Service Attributes

System	Service Type	Eligible Trips	Operation	Peak Vehicles	Fare
SCATS (Wayne County)	Demand Response	All (24 hour advance notice)	Weekdays 6 AM to 5 PM	13	\$2 each way \$1 each additional stop \$3 out of county
Anson County Transportation System (ACTS)	Deviated fixed route and demand response	All (24 hour advance notice)	Weekdays 4 AM to 7 PM	11	Varies based on distance
Williamsburg County Transit System (WCTS)	Fixed route (beach) and demand response	All (24 hour advance notice)	4 AM to 7 PM Weekdays and Weekends	31	\$3 each way
Warren County Public Transportation/ Scots Shuttle (WCPTS)	Fixed route (college) and demand response	All (no Medicaid)	Fixed route: 4 to 7 PM Tue-Thu; 2 to 6 PM Sat Demand response: Weekdays 7:30 AM to 4:30 PM	9	\$1 each way Students and seniors are free

Source: Warren County Public Transportation, Williamsburg County Transit System, Anson County Transportation System, South Central Tennessee Area Transportation Services

The three peer counties were compared against the existing transit service in Wayne County. The following performance measures were used:

- Productivity: revenue miles per passenger trip
- Productivity: passenger trips per capita
- Efficiency: cost per passenger trip
- Efficiency: cost per vehicle mile

The findings of the peer review are summarized in Figures 7 through 16. The peer systems outperform Wayne County SCATS in the following metrics.

- Ridership and ridership per capita
- Productivity (vehicle miles per trip)
- Efficiency (cost per passenger trip)

Wayne County outperforms the peers in cost per vehicle mile. All of the peers and Wayne County experience a low farebox recovery rate (farebox revenue divided by operating cost).

FIGURE 7: SERVICE SUPPLIED: ANNUAL REVENUE MILES

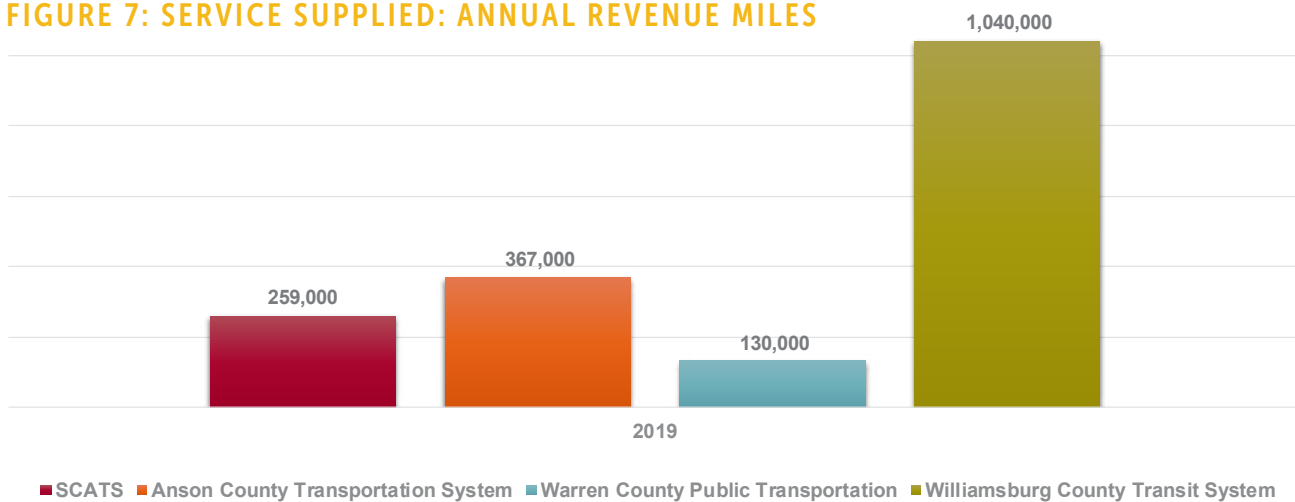


FIGURE 8: SERVICE CONSUMED: ANNUAL UNLINKED PASSENGER TRIPS

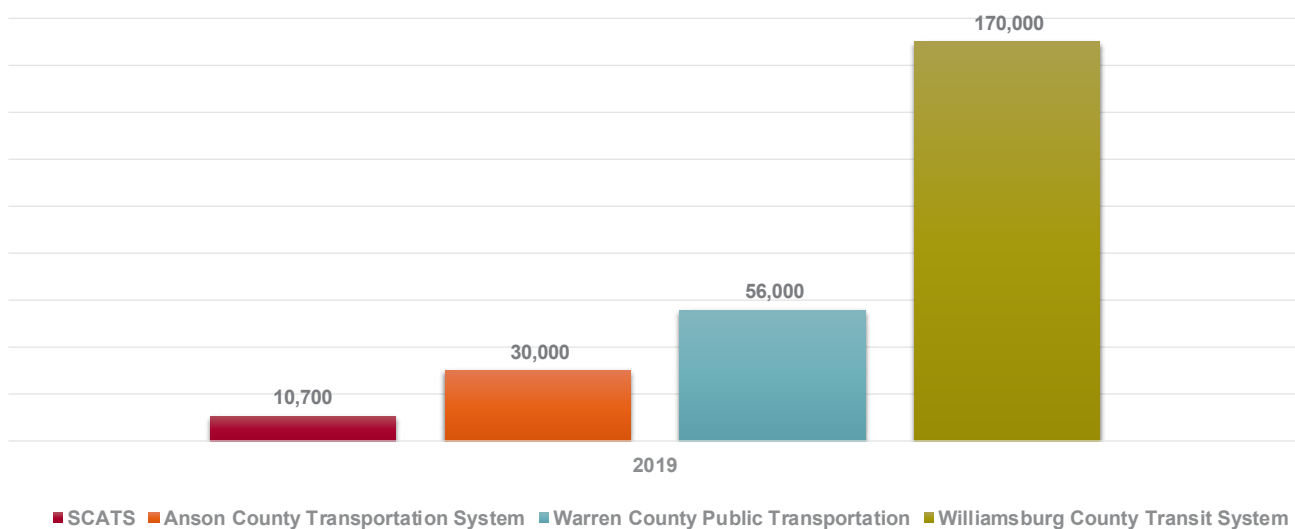




FIGURE 9: PRODUCTIVITY:REVENUE MILES PER PASSENGER TRIP

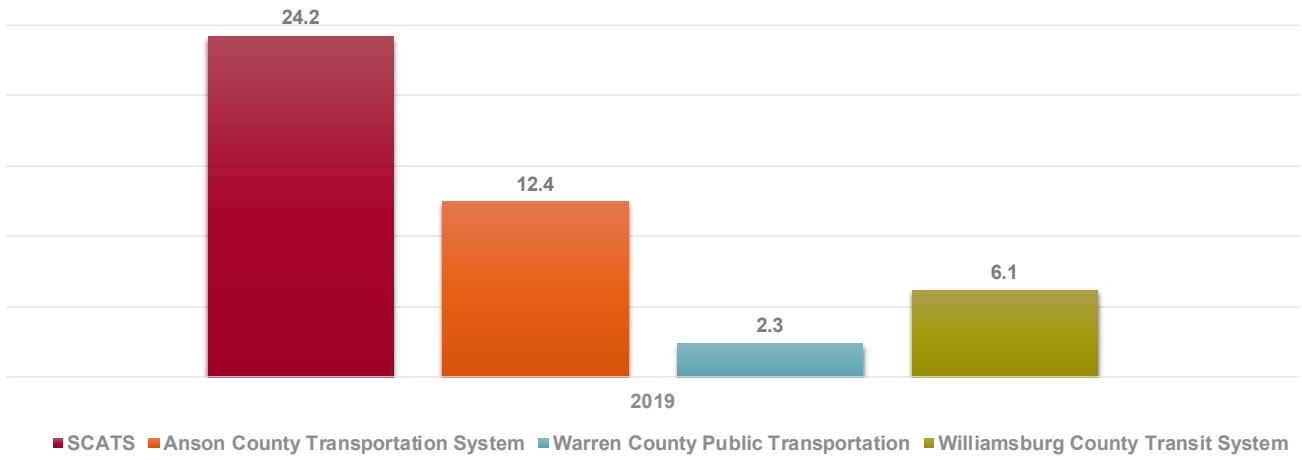


FIGURE 10: PRODUCTIVITY:PASSENGER TRIPS PER CAPITA (2019)

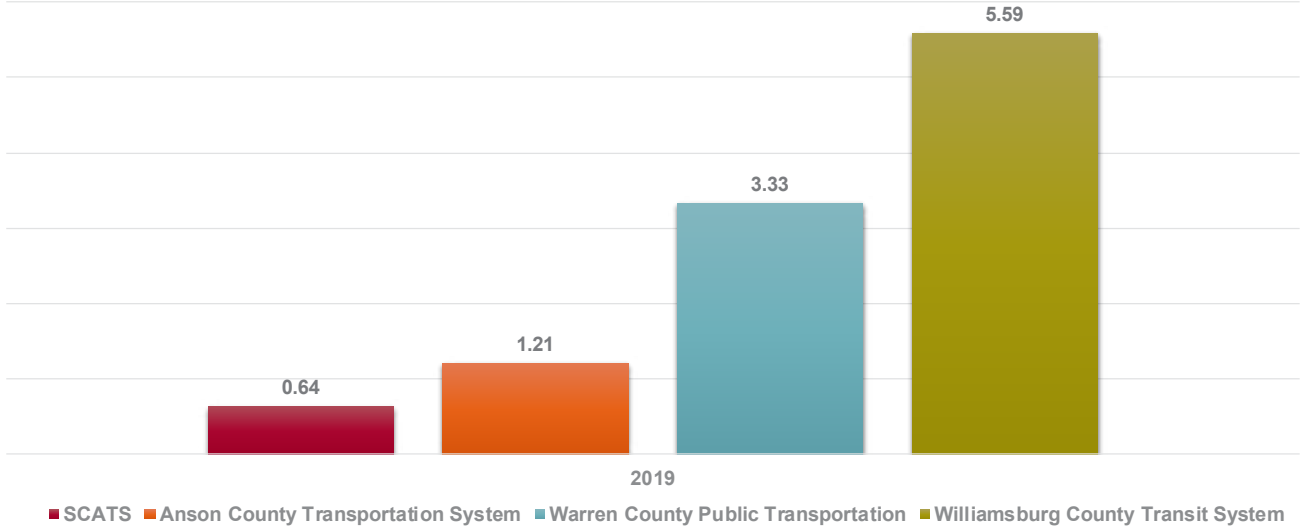


FIGURE 11: ANNUAL OPERATING COST

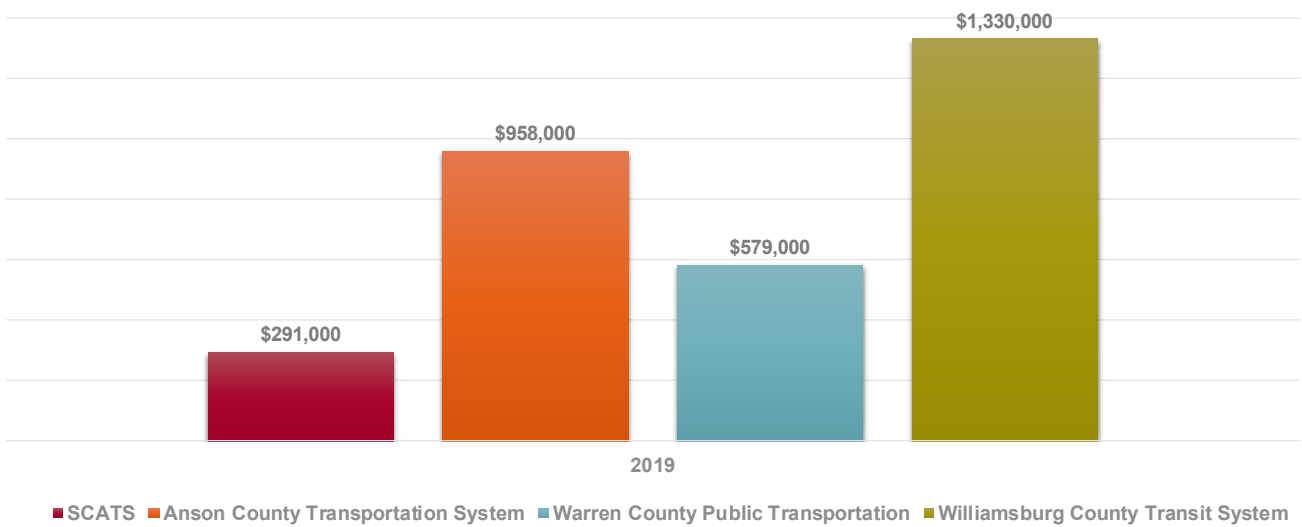


FIGURE 12: EFFICIENCY: COST PER PASSENGER TRIP

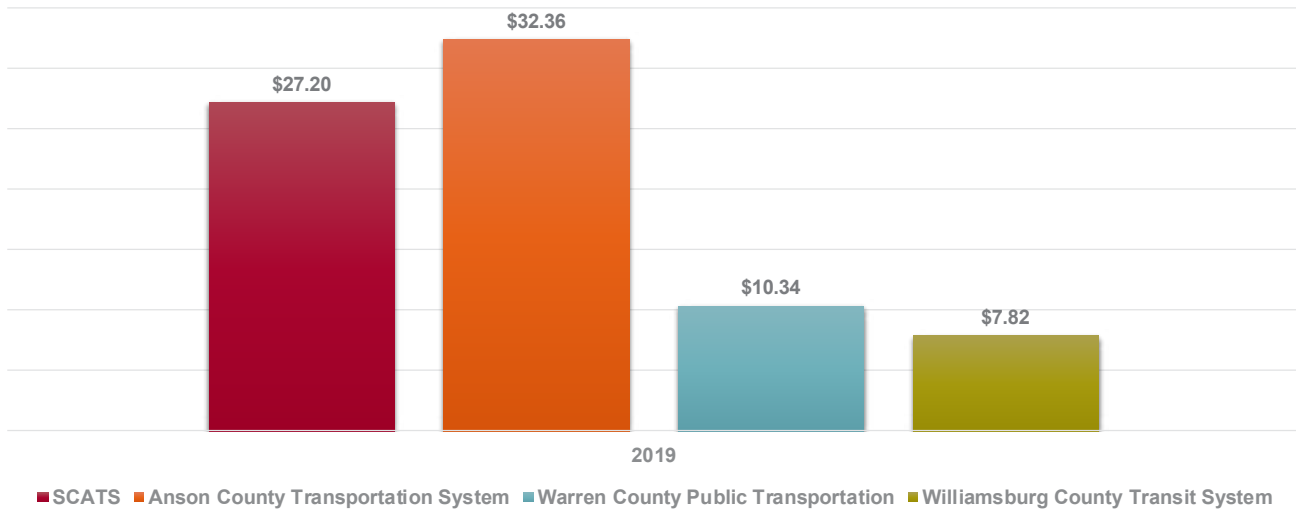


FIGURE 13: EFFICIENCY: COST PER VEHICLE MILE

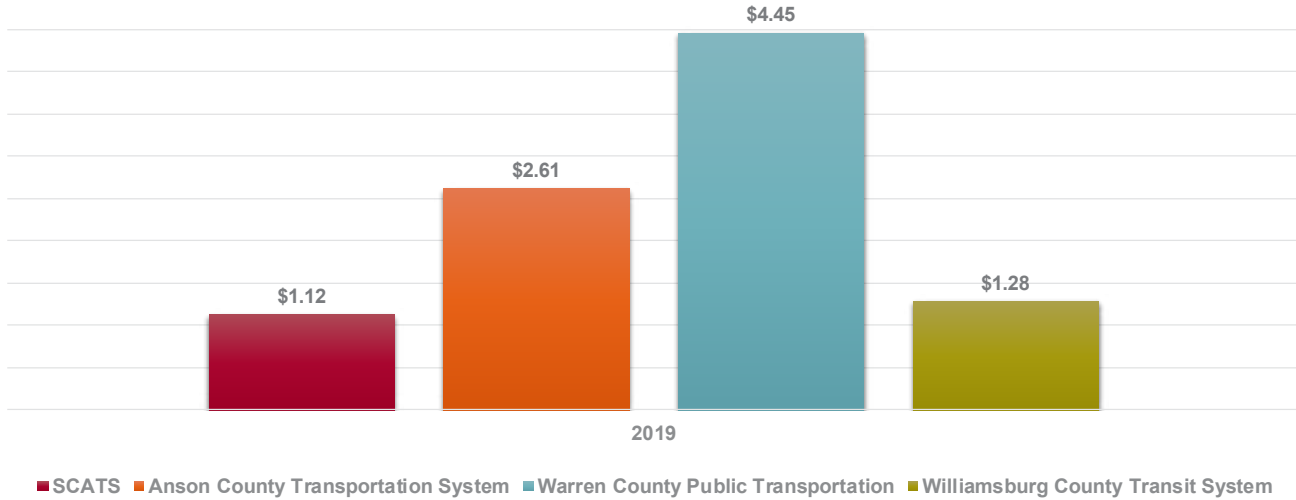


FIGURE 14: FARE REVENUE

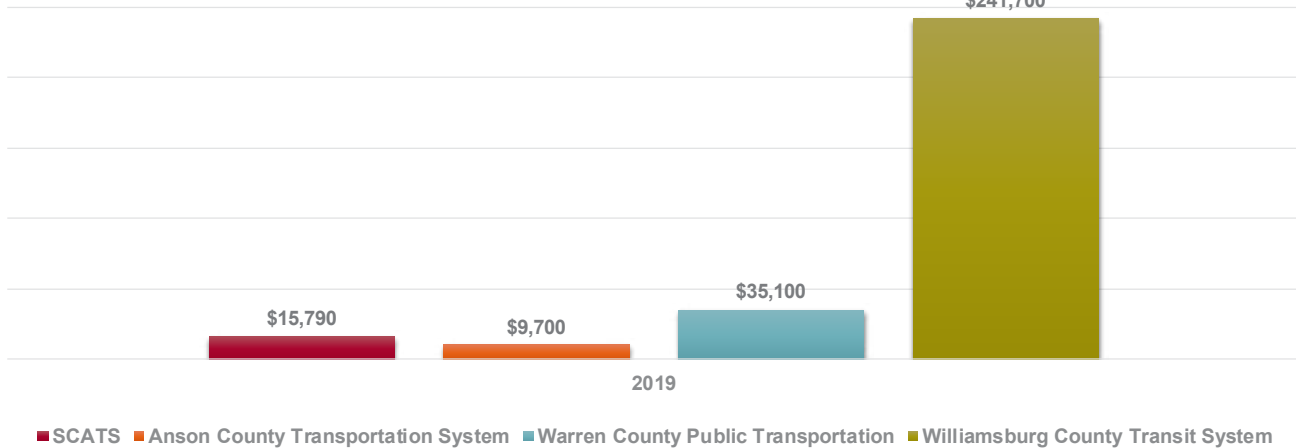


FIGURE 15: FAREBOX RECOVERY

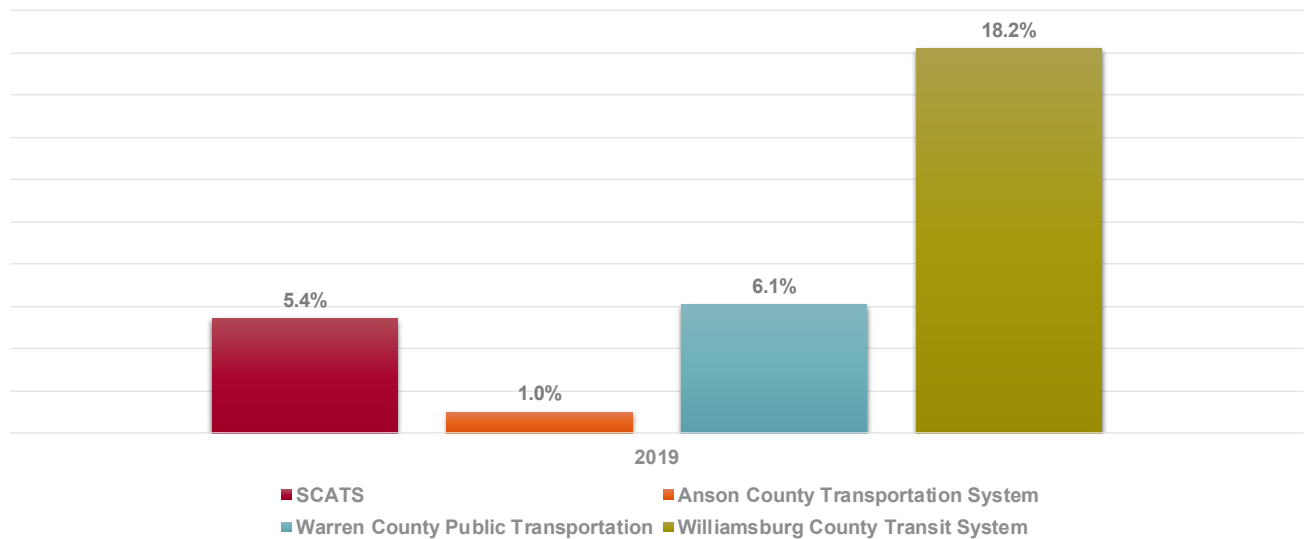
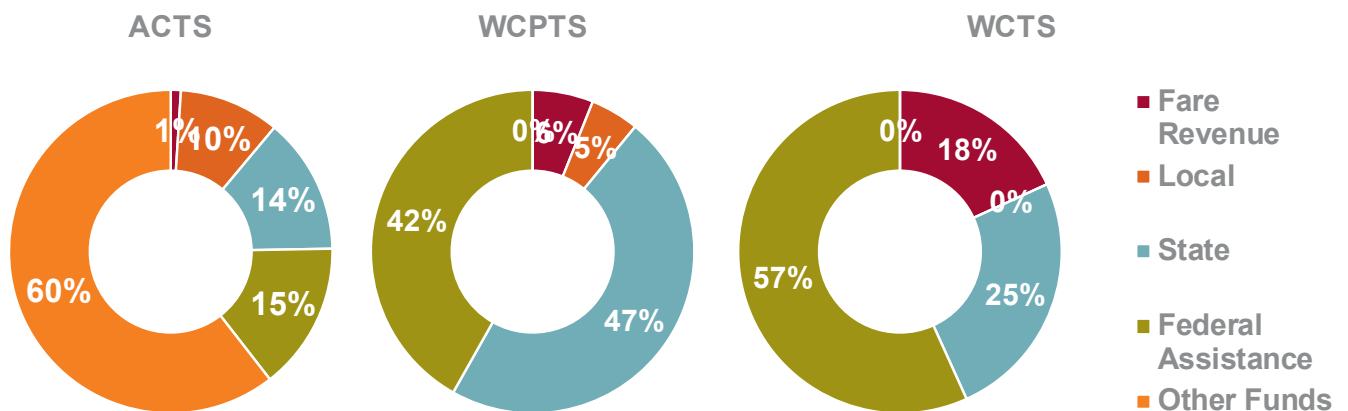


FIGURE 16: OPERATING REVENUE (2019)



Through the peer review, the following conclusions were drawn that can serve as guidance for the service options and recommended plan:

- A very large service area impacts productivity
- A lack of fixed-route service negatively impacts efficiency
- Low ridership suggests potential for expansion

Source for Figures 7-15: Federal Transit Administration's National Transit Database

Origins and destinations

A good understanding of origins and destinations is important to developing a plan for mobility that connects residents and visitors. Preliminary major destinations are divided by the three cities and the SR 13 corridor as shown in Table 5.

Table 5: Major Origins and Destinations by Service Area

Collinwood	SR 13 Corridor	Waynesboro	Clifton
Welcome Center and Natchez Trace	Ag Center	High school/tech center	Columbia State
Downtown	Sportsplex	Downtown	Frank Hughes School
Schools		Dexter Woods Corridor	Riverfront/Main St
Piggly Wiggly		Medical Center	Marina
		City park and pool	Prisons

Potential service markets include the following:

- Jobs access
- High School students
- Post-secondary students
- Seniors
- Out of county tourism
- In-county tourism
- Special events
- Transportation disadvantaged

An analysis of origins and destinations and the potential service markets includes those within the entire County and outside of the County, shown in the below table. This list of markets was developed with input from stakeholders, demographic data, results of the survey and the original plan created by the Tri Town Transportation students. The locations presented along the top of this table are popular origins and destinations that were considered as potential stops.

Table 6: Major Origins and Destinations by Markets Served

Market	Need	Countywide	Welcome Center	Downtown Collinwood	SR 13 Corridor	Collinwood High School	Ag Center	Sportsplex/Equestrian Center	Waynesboro High School/Tech Center	Downtown Waynesboro	Dexter Woods Corridor	Hospital	Assisted Living	Water Park	TCAT	Columbia State	Frank Hughes School	Downtown Clifton	Marina	Prisons	UT-Pulaski	Lawrenceburg Southern Educational Center	Florence, AL UNA	Remote Parking	Food Pantries	Dialysis	Timber Industry
Jobs Access	Reliable transportation to job opportunities	O		D		D				D										D							D
High School Students	After-school; extracurricular; job opportunities; dual-enrollment	O				O/D		D	O/D	D					D	D	O/D										
Post-Secondary	Connections to higher education	O													D						D	D	D				
Seniors	Medical care; shopping; social/community service	O	D	D						D	D	D	O													D	
Out of County Tourism	Predictable; specifically branded		O/D	D		O/D			D									D	O/D								
In-County "Tourism"	Waynesboro/Collinwood/Clifton connectivity	O	D	D					D									D	D								
Special Events	Crowded events with parking scarce/costly						SE	SE	SE					SE				SE					SE				
Transportation Disadvantaged	Access to daily needs (shopping, etc.) for people who don't have cars or share cars	O		D	D				D	D	D							D							D		

Analyzing this matrix to best determine what locations will provide the most access to populations and markets was a critical step in developing the service scenarios.

SERVICE SCENARIOS

The creation of alternative service scenarios is the first step toward the creation of a recommended public transportation service plan for Wayne County. These scenarios represent distinct, hypothetical and illustrative “what ifs” for public transportation that enable stakeholders to make informed decisions about public transportation. The scenarios are informed by the existing context, public input and market analysis results so that they are grounded in reality.

The hypothetical service scenarios created for the Wayne County Community Mobility Study include:

- A. Hourly fixed route: Regular fixed route service every hour between Collinwood, Waynesboro and Clifton.
- B. Two-Hour fixed route: The same type of service as the first scenario, but with service every two hours.
- C. Enhanced on-demand + two hour fixed route: The same two-hour service as the second scenario, but with enhanced demand response service.

Scenario A: Hourly Fixed Route Service

This scenario introduces regular, fixed route transit service in Wayne County. The service would be operated by SCATS but have separate and distinct branding that appeals to a broad range of riders (students, visitors, families, etc.). A larger capacity vehicle is necessary to accommodate several groups of passengers riding simultaneously.

The service operates between Collinwood, Waynesboro and Clifton with 16 dedicated stops at major destinations in and near each city. The proposed route is shown in Figure 17.

As the scenario name implies, service is provided every hour. During the weekdays, the bus operates from 5 AM to 9 PM. During the early morning (5 to 9 AM), afternoon (3 to 6 PM) and evening (6 to 9 PM) hours, the service is oriented toward students and workers and the bus serves every stop on the route. During the middle of the day (9 AM to 3 PM), the service is oriented more to visitors, with stops only in downtown Collinwood, Waynesboro and Clifton and at the Clifton Marina. This is referred to as “express” service and connects visitors to their destinations more quickly because it eliminates wait times at intermediate stops. The hours of operation are shown in Figure 18.



Scenario B: Two Hour Service

Scenario B provides the same type of service to the same destinations as Scenario A, but requires less resources because it serves each stop every two hours instead of every hour. Figure 19 compares service frequency between Scenarios A and B.

Figure 17: Service Scenario A: Fixed Route Stops

Zone	Stop ID	Stop Location
Collinwood	1	SR-13 Corridor (Piggly Wiggly)
	2	Collinwood High School
	3	Downtown Collinwood + Welcome Center ★
	4	Ag Center
Waynesboro	5	Sportsplex/ Equestrian Center
	6	Health Department
	7	Waynesboro High School / Tech Center
	8	Downtown Waynesboro ★
	9	Dexter Woods Corridor / Cash Saver / McDonald's
	10	Wayne Medical Center / Rehabilitation
	11	SCATs
	12	Water Park
Clifton	13	Columbia State
	14	Frank Hughes School
	15	Downtown Clifton ★
	16	Marina ★

★ Core stops

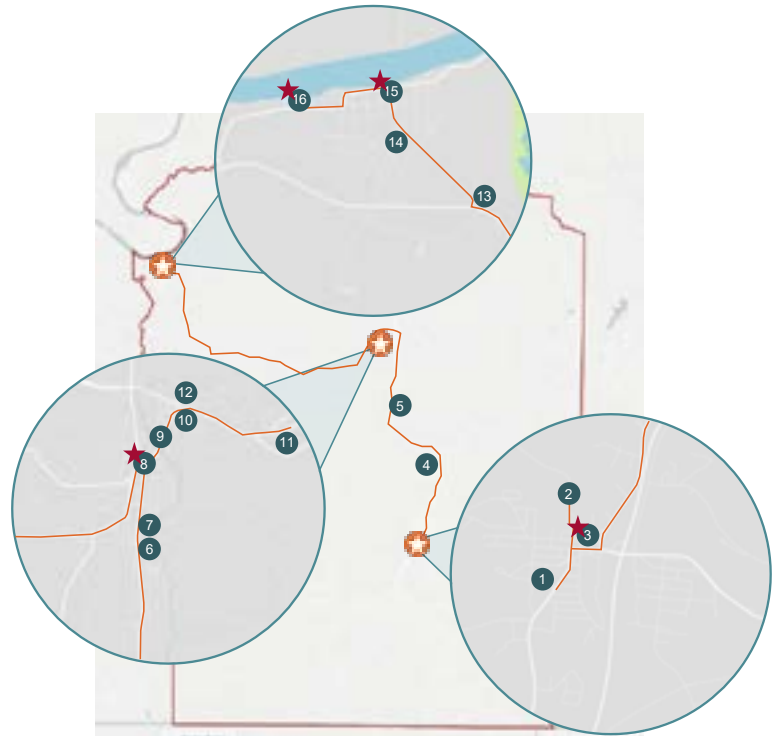


FIGURE 18: HOURS OF OPERATION

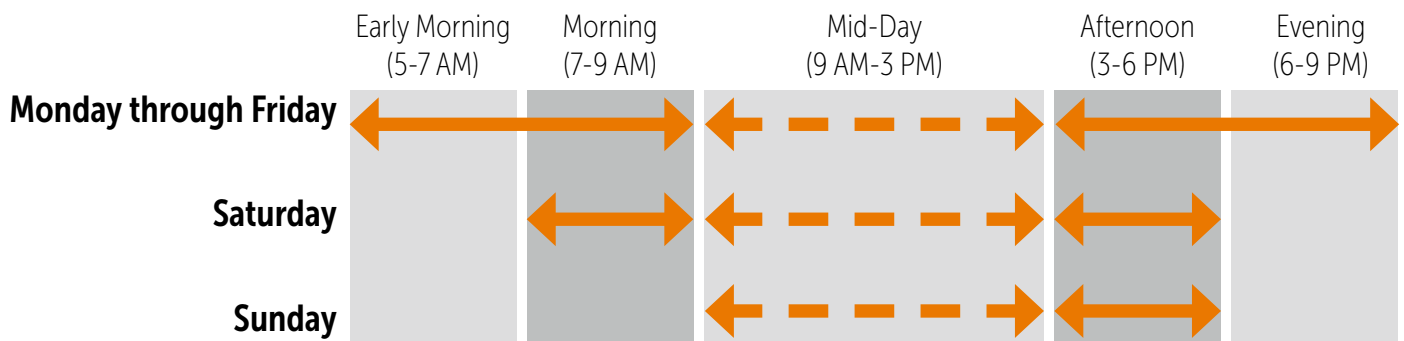
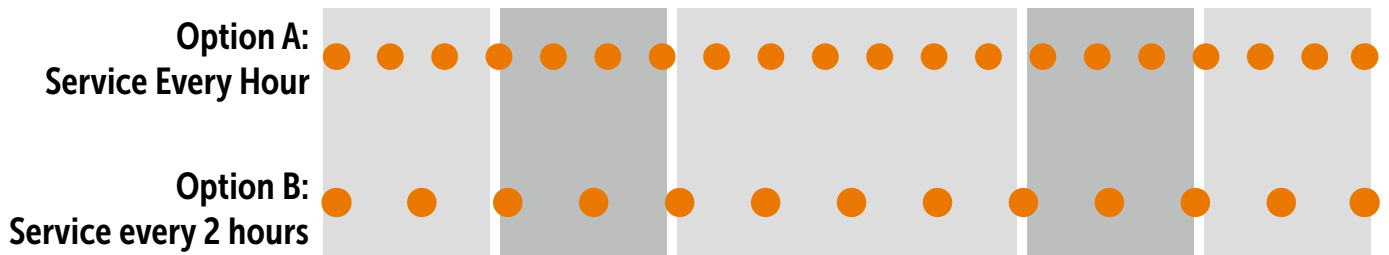


FIGURE 19: HOURS OF OPERATION



Scenario C: Enhanced On-Demand + Two Hour Service

The third and final scenario augments the two-hour fixed route service with enhanced on-demand service. As part of the system re-branding, SCATS introduces a more responsive on-demand service that provides same-day pick up, ideally within an hour, using new ride hailing and dispatching technology. The County subsidizes the first \$5 dollars of the trip cost, while the riders must pay for the balance. This would be marketed as a premium service, and existing riders can still use the more traditional SCATS demand response service that requires 24 hours advance notice.



The enhanced on-demand service is eligible to riders within a four mile radius of Collinwood, Waynesboro and Clifton. It is intended to complement the fixed route service, so that riders can transfer to the fixed route to travel between the cities. Riders have the option of using the on-demand service for their entire cross-county trip, but must pay cost beyond the first \$5. This operating scenario is illustrated in Figure 4.

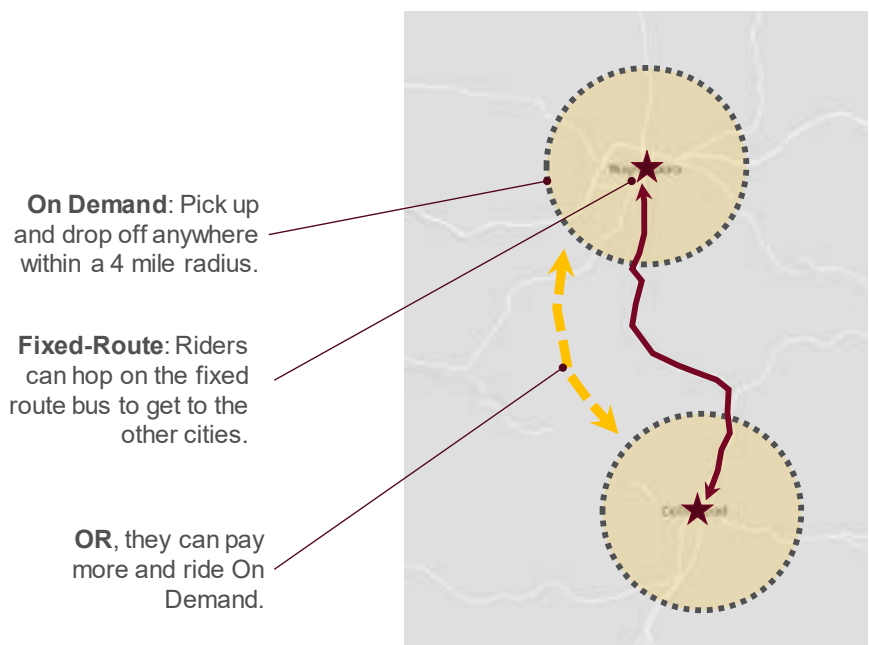


Figure 8. Scenario C: Two-Hour Fixed Route + Enhanced On-Demand

Scenario Evaluation

An evaluation of the three hypothetical scenarios provides insight into a plan for public transportation that makes the most sense for Wayne County. To that end, each scenario is evaluated for its:

- Cost
- Service coverage
- Convenience and accessibility, and
- Administrative feasibility

The objective is not to recommend a specific scenario, but to get a better understanding of the pros and cons of different approaches to public transportation.

The results of the evaluation are shown in Table 7. Briefly stated, the hourly fixed-route service scenario connects Collinwood, Waynesboro and Clifton in the quickest way and is most consistent with stakeholders’ desire for public transportation. However, this scenario is costly - roughly twice as much as the two-hour service scenario. Additionally, both of these scenarios provide a public transportation system that a larger percentage of the population will not be able to access. The third scenario, which bundles enhanced same-day on-demand with two hour-fixed route service, provides a high level of accessibility and convenience, but is the most costly and carries the most administrative burden.

Table 7: Evaluation of Service Scenarios

Service Options	Cost	Service Coverage	Convenience and Accessibility	Administrative Feasibility
Hourly Fixed Route	\$440,000 annual op. \$65,700 farebox recovery \$1,200,000 capital			
Two Hour Fixed Route	\$4250,000 annual op. \$38,250 farebox recovery \$720,000 capital			
Fixed Route + On Demand	\$4250,000 annual op. \$38,250 farebox recovery \$720,000 capital			



Cost

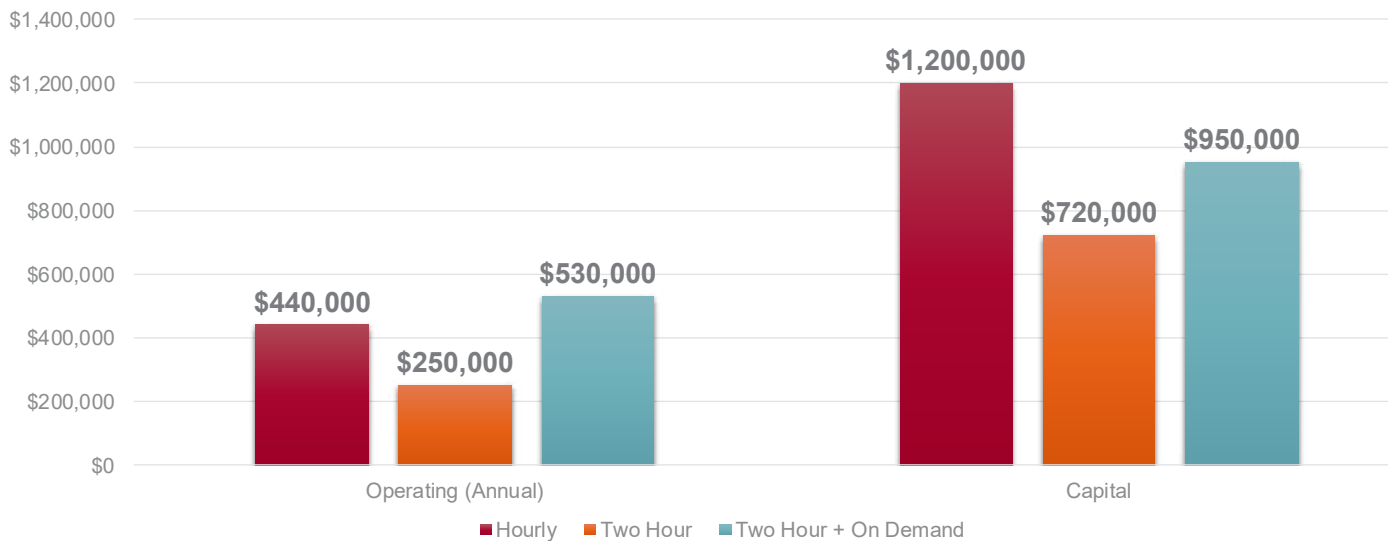
Figure 20 provides a cost comparison of the scenarios. For this exercise, capital cost is determined by service vehicles and operating costs are determined by the hours of operation. Operating costs are offset by revenue collected from passenger fares. There will likely be additional costs associated with implementing service in Wayne County, but these were considered for the sake of comparing the scenarios.

The two-hour fixed route service scenario is the least expensive, simply because it requires the least amount of vehicles operating the least amount of time. Two vehicles are required to serve the route, plus an additional spare vehicle. The cost to purchase vehicles (30-foot motorcoaches) is approximately \$720,000. The annual cost to operate under this scenario is \$250,000.

The one-hour service is slightly more efficient to operate than the two-hour service scenario. As a result, the annual operating cost, \$440,000, is not quite double the cost. Similarly, both scenarios only require one spare vehicle, and as a result the capital cost for the one-hour scenario (\$1,200,000) is not quite double the cost of the two-hour scenario.

The third scenario includes the costs of the two-hour fixed route service scenario, plus the cost to subsidize the enhanced on-demand service, which is estimated at \$280,000 annually. The additional cost to purchase vehicles to operate the on-demand service is approximately \$130,000.

Figure 20: Service Scenario Cost Comparison



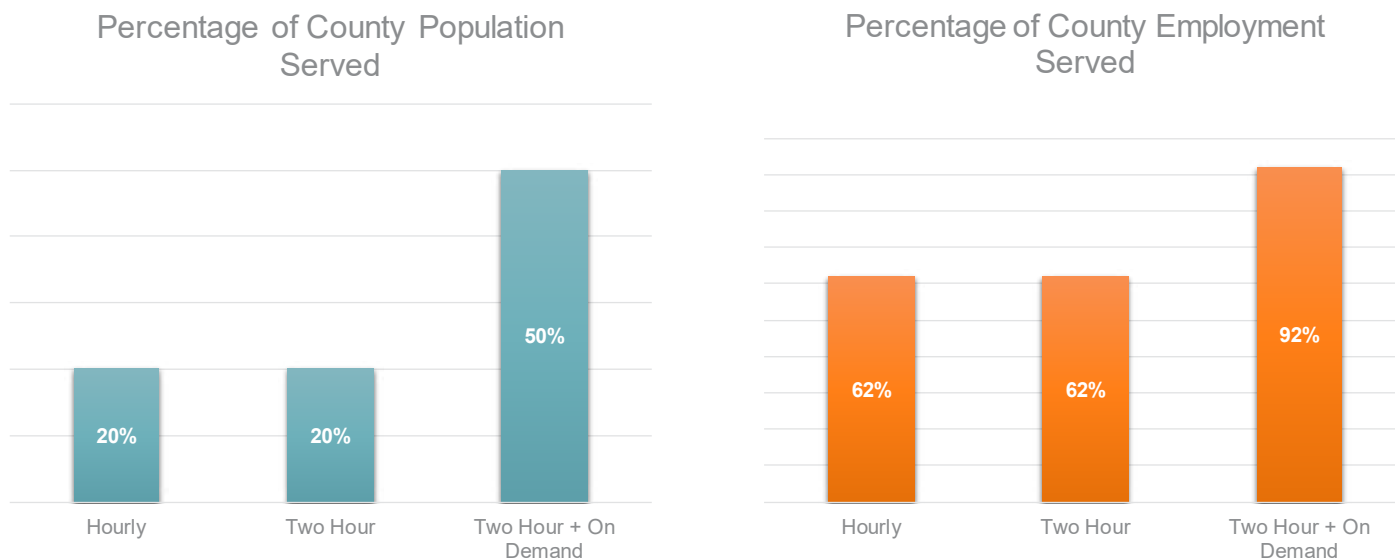
Service Coverage

Service coverage addresses the number of people and jobs that can feasibly use the service. For fixed route service, this is generally defined in terms of walking distance from stops (in the case of this evaluation, one-half mile). For demand response service, it is defined as all areas that are eligible to use the service (a four mile radius from Collinwood, Waynesboro and Clifton).

Figure 21 shows the percentage of people and jobs within the respective service areas of each scenario. Scenarios A (One-Hour Fixed Route) and B (Two-Hour Fixed Route) have very limited services areas, and thus only include about one out of five county residents (20 percent of the population). In contrast, the third scenario has a much larger service area that includes about half of all residents in the county.

Employment is more concentrated in the cities and activity centers, such as the hospital and Dexter Woods Boulevard, places that are included in the fixed route service stops. As a result, Scenarios A and B include almost two-thirds of all jobs with their service areas. Scenario C captures almost all employment in the county (92 percent) within its service area.

Figure 21: Population and Employment Service Coverage



Convenience

Convenience refers to length of trip (time) and average wait times. Table 8 shows average travel times for selected origins and destinations served by the fixed route service. This includes the time to travel between stops and the time spent waiting at each stop, but not the time spent walking to and from stops.

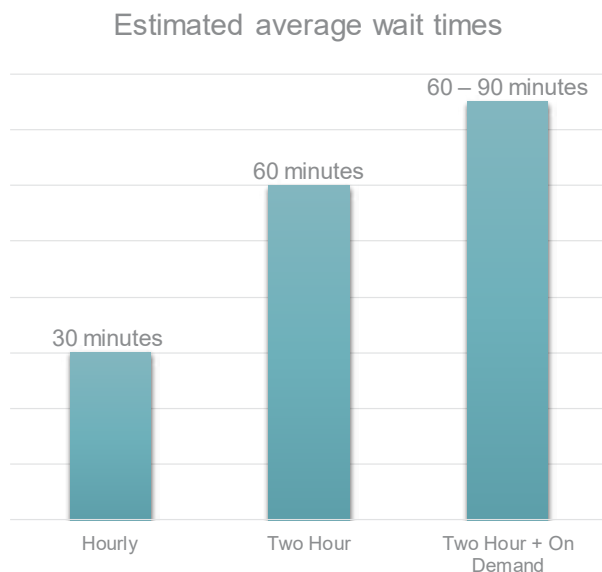
Average fixed route travel times range from one and a half hours to travel from Collinwood High School to Columbia State College Wayne County campus to seven minutes to travel from Wayne County High School to the McDonald's on Dexter Woods Memorial Boulevard. Those same trips take 35 and four minutes, respectively, to travel via automobile. Generally speaking, destinations farther apart are less competitive with driving.

Table 8: Average Fixed Route Travel Times for Selected Trips

From	To	Fixed Route Time (includes all stops)	Average Drive Time
Collinwood High School	Columbia State	1 hour, 30 minutes	35 minutes
SR-13 Corridor (Piggly Wiggly)	Clifton Marina	1 hour, 40 minutes	39 minutes
Wayne County High School (#7)	McDonalds / Cash Saver / Dexter Woods Corridor (#9)	7 minutes	4 minutes
Wayne County Welcome Center	Clifton Downtown	51 minutes	35 minutes
Wayne County Welcome Center	Downtown Waynesboro	21 minutes	16 minutes

Average wait times for fixed route service are a function of service frequency. A general rule of thumb for wait times is one-half of the service frequency. Scenario A has an average wait time of approximately 30 minutes, while Scenario B has double the average wait time (60 minutes). Scenario C has an average wait time of 60 to 90 minutes, depending on whether the fixed route or on-demand service is used.

Figure 22: Average Wait Times



Administrative Feasibility

Implementation of new service will have administrative implications for SCATS. At a minimum, SCATS must hire and train new drivers, but must also consider staffing for dispatching, maintenance, supervisors and marketing, as well as associated space, equipment and programmatic elements. Known staffing requirements are shown in Table 9, which range from four drivers for Scenario B to 14 drivers plus an additional dispatcher for Scenario C.

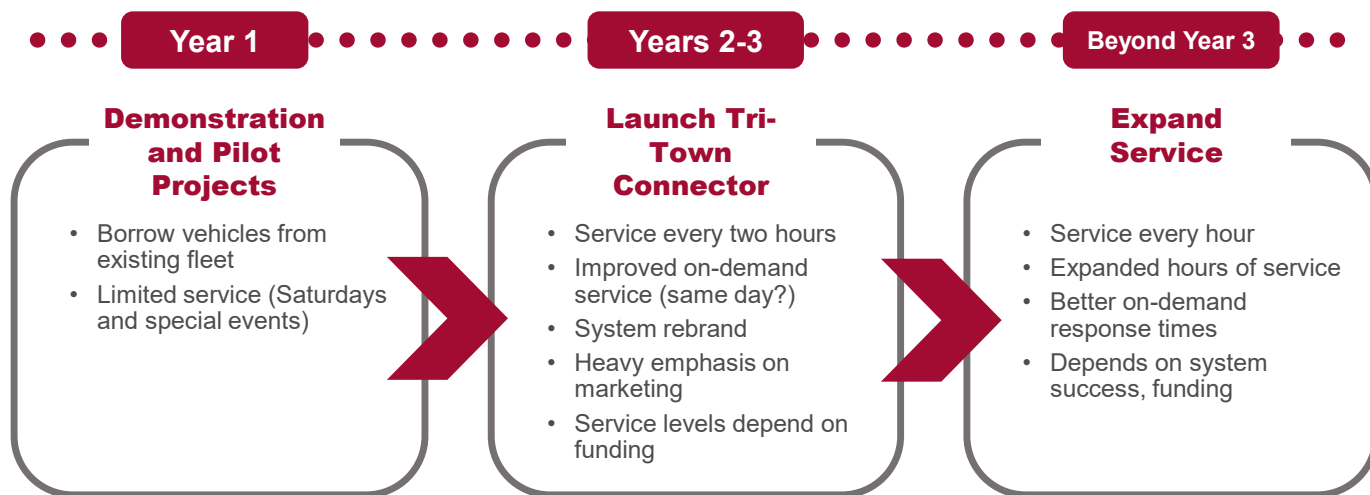
Table 9: Scenario Staffing Requirements

Service Scenario	Drivers	Dispatchers	Maintenance	Supervisory Oversight	Marketing
Scenario A: One-Hour Fixed Route	8	0	To Be Determined	To Be Determined	To Be Determined
Scenario B: Two-Hour Fixed Route	4	0			
Scenario C: Two-Hour Fixed Route + Enhance On-demand	14	1			

RECOMMENDED SERVICE PLAN

The project team and Steering Committee carefully considered the results of the scenario evaluation to develop the recommended service plan. Figure 10 shows a phased approach to gradually introduce expanded public transportation in Wayne County. The following sections describe each phase.

Figure 10: Recommended Service Plan Phasing



Year One: Demonstration and Pilot Projects

The first year is intended to be a low-cost, low-commitment way to introduce Wayne County residents to fixed route transit service and to get them better acclimated to public transportation. Using spare vehicles borrowed from SCATS' service area or other operators in the state, SCATS would operate limited fixed route service between Collinwood, Waynesboro and Clifton.

The service would operate on designated Saturdays and be marketed as a way to explore Wayne County. It could also operate during special events. The first year is essentially a "preview" of transit and creates momentum while building capacity and developing resources in the background.

Years Two and Three: Launch of the Tri-Town Connector

Building on the momentum created in year one, the second and third years encompass the formal launch of dedicated fixed-route public transportation. Service is provided every two hours and should operate on weekdays and Saturdays at a minimum. The exact levels of service are dependent upon available resources.

The formal service launch should be accompanied by a system rebrand. The study suggests the "Tri-Town Connector" as the name of the new service, building on the initial work of the Youth Summit Think Tank. There should be intentional emphasis on marketing the rebranded service to build awareness among residents and visitors. This would be an opportunity for the involvement of the original Youth Summit Think Tank students to promote awareness.

The marketing emphasis should also include the under-utilized existing on-demand service. To improve the on-demand service, technology enhancements should be pursued that could enable same-day service.

Beyond Year Three: Expanded Service

Following year three, the next step is to expand fixed route service so that it operates every hour and potentially for more hours during the day and to improve the on-demand service so that it provides quicker response times. The timing of these improvements depends on the success of the initial service launch, SCATS' capacity and the availability of resources.



Service Considerations

There are a number of items that must be taken into consideration when initiating and expanding public transportation, including service design, passenger amenities, first and last mile connections, administration, marketing, fares and payment. Thoughtful attention to these items will help to ensure a successful launch.

SERVICE DESIGN

The scenario evaluation in the previous section provides a good route template for the recommended fixed route service. All 16 stops should be included initially in the service design, served in the morning and afternoon/early evening hours, with express service (only serving stops in downtown Collinwood, Waynesboro and Clifton and the Clifton Marina) provided in the mid-day. The stop and service configuration can be revisited after the service is launched and actual passenger and operations data is available.

The hours of service are dependent upon resources and driver availability. Recommended minimum and desired service parameters are shown in Table 11.

Table 11: Recommended Service Parameters

Year 1 Pilot Program Demonstration Project	Years 2 and 3 System Launch	
	Minimum	Desired
At least one Saturday per month	At least three weekdays (e.g. Monday, Wednesday Friday)	Monday through Friday
	Saturday	Saturday and Sunday
Late morning (10 AM) to late afternoon (5 PM) Optional evening/dinner service (5 to 8 PM)	Weekdays 8 AM to 5 PM	Weekdays 6 AM to 8 PM
	Weekends 10 AM to 3 PM	Weekends 10 AM to 8 PM

The convenience and attractiveness of the on-demand service that SCATS currently operates is significantly enhanced by the ability to arrange for same day service instead of the minimum 24 hour advance notice. It is strongly encouraged that use of new ride hailing and dispatching software be considered to enable same day service, which Gloucester and Wise Counties in rural Virginia have succeeded in doing, shown to the right. The Federal Transit Administration (FTA) has recently started pilot programs to assist transit providers in modernizing their systems.



Gloucester and Wise Counties in rural Virginia recently transitioned their existing on-demand services to same day service using a new microtransit pilot program and software powered by Via. (photo courtesy of Mountain Empire Transit).

PASSENGER AMENITIES AND FIRST AND LAST MILE CONNECTIONS

Passenger amenities provide a sense of permanence and belonging. They can also provide comfort during inclement weather. At a minimum, visible and attractive branded signage should be placed at each fixed route stop. Shelters and benches are also recommended, especially at locations with high passenger traffic. These amenities can be developed in partnership with other entities adjacent to the stops, for example, the Wayne County Visitors Center, Columbia State College Wayne County Campus, the Wayne County School Board or the Clifton Marina.

First and last mile connections, which describe the means by which passengers get from the origins and to their destinations, are also an important element of transit service. These can include sidewalks, bicycle lanes, trails, visible and well-lit crossing locations, as well as accommodations for those connections, such as bicycle storage (both at stops and on board transit vehicles).



Passenger shelters provide passenger comfort and a sense of belonging. They also represent an important branding opportunity. The I-Ride Trolley in Orlando, Florida provides passengers with covered shelters.



Clearly marked pedestrian crossings are essential part of first and last mile connections that help transit riders comfortably and safely to and from their ultimate destination. (Source: Rapid Rectangular Flashing Beacon from the Federal Highway Administration). Image URL: https://safety.fhwa.dot.gov/ped_bike/step/docs/TechSheet_RRFB_508compliant.pdf

ADMINISTRATION AND OPERATION

SCATS currently operates public transportation services in Wayne County and is encouraged to administer and operate the recommended service plan. Other options include:

- Wayne County or other government entity in Wayne County;
- The establishment of a new public entity (transit authority), and
- Contract with a private, third-party provider.

The first two options should be considered less practical because they would require a significant amount of time and effort to build the organizational, personnel and facility capacity to operate public transit. The third option could be implemented within a much shorter time frame, but would occur at significant cost: 50 to 100 percent higher than for SCATS to administer and operate.

For these reasons, SCATS is the preferred option. They have the organizational experience and capacity and represent the best option for implementing expanded, fixed route public transportation in Wayne County as quickly and efficiently as possible.

FARE AND PAYMENT

There is not a public transportation system in the United States that funds its entire operation through passenger fares, and in most cases fares recoup less than 50 percent of operating costs. Rather, fares are a function of policy.

The resident survey conducted as part of this study indicates that respondents would be willing to pay up to three dollars per trip on fixed route public transportation, which is on the higher end of average passenger fares for bus service in the US. Base fares for fixed route service are recommended to be between one and three dollars.

Users of the current on-demand service pay a fare of one dollar for trips within Wayne County and two dollars for trips outside of the county and is not likely to change. However, if aggressive marketing of the service increases demand so that additional drivers and vehicles are required, a fare increase will be necessary. Cost estimates prepared for the expanded on-demand service assume a distanced-based fare system in which the County subsidizes the first five dollars and the passenger is responsible for the balance.

In addition to base fares, additional payment structures to consider include:

- Discounts for students and seniors.
- Subscription service partnerships with education and employers (payment of a flat fee that enables students or employees to ride for free).
- Packages for visitors (bundling free transit rides in combination with restaurants and attractions).
- Flat fees for unlimited rides on a monthly basis.

Elaborate fare payment systems bring additional cost and are not recommended. A simple cash payment system of exact changes and fare passes (cards) are recommended. If an online ride hailing system is implemented for the on-demand service, online fare payment is recommended (which should be integrated with the ride hailing software).

MARKETING

The results of the resident survey and stakeholder interviews indicate that lack of awareness is a significant contributing factor to the underutilization of public transportation in Wayne County. This barrier becomes exacerbated when the service plan recommendations in this report are implemented.

A thoughtful and intentional marketing effort will raise awareness of public transportation and help build a ridership base. Examples of marketing initiatives include:

- Outreach to schools (high school and post-secondary), employers and non-profits.
- Partnerships with local businesses and business groups (hosting a progressive dinner night, etc.).
- Special events, for example, holiday light tours and parking shuttles for festivals at City Park.
- Advertising in local print and radio.

Marketing effort does not require a full-time position, but rather someone on the administrative staff who can dedicate a portion of their time to focus on awareness-building through the activities described above.

COST ESTIMATES

The costs for the first year of the service are negligible as the pilot program is intended to be operated through existing vehicle and staff resources. Beginning in year two and beyond, capital and operating costs are incurred and ramp up as service is expanded. Year two start up operating costs range from \$205,000 to \$265,000, primarily for the cost of hiring operators for the new fixed route service and to operate and maintain the vehicles, but also to purchase software licenses to modernize the on-demand ride hailing and dispatching system. Start-up capital costs range from \$710,000 to \$720,000, the bulk of which is to purchase fixed route transit vehicles.

Beyond year three, annual operating costs could increase to as much as \$570,000 to \$670,000. A little more than half of this cost is to increase fixed route service frequency from every two hours to hourly, while the remainder is to expand the level of on-demand service. Capital costs range from \$450,000 to up to \$730,000 to purchase additional vehicles to accommodate the service increase.

Table 12: Capital and Operating Cost Estimates

	Year 1	Years 2 and 3	Beyond Year 3
Operating costs (Annual)	Minimal to no cost. Pilot program will operate using existing vehicles and available staff resources.	Fixed route: \$175,000 to \$215,000 (net of passenger fares depending on days/hours of operation) for fuel, maintenance and operators On-demand: \$30,000 to \$50,000 to purchase software license and train staff.	Fixed route: \$320,000 to \$370,000 (net of passenger fares and depending on days/hours of operation) On-demand: Up to \$250,000 to \$300,000 (net of passenger fares) for fuel and to purchase additional software licenses.
Capital (One Time)		Fixed route: \$700,000 to \$750,000 to purchase three 30 foot transit vehicles, install signs at 16 stops and install up to six shelters at high traffic locations. On-demand: \$10,000 to \$20,000 to purchase additional computer equipment.	Fixed route: \$450,000 to \$500,000 to purchase additional vehicles, install up to six additional shelters. On-demand: Up to \$230,000 to purchase up to six transit passenger vans.

FUNDING

Some funding assistance to offset the capital and operating costs described in the previous section may come locally through local government contributions (Wayne County, Clifton, Collinwood and Waynesboro) and private partnerships, but the bulk of the funding will likely come from state and federal grants. The existing on-demand service operated by SCATS and SCTDD is primarily funded through the Federal Transit Administration’s (FTA) Section 5311 Program, which provides funding to states (determined by formula) for capital, operating and administrative transit expenses in rural areas, and is matched by TDOT.

Additional grant funding must come from grant sources that are awarded on a competitive basis. Table 13 identifies federal grant opportunities that have the potential for funding transit in Wayne County.

Additionally, a new federal infrastructure bill passed in on August 10, 2021. The bill includes \$39 billion for public transit, which claims to be the “largest federal investment in public transit in history” and includes specific provisions for bringing transit service to new communities. There will likely be new formula and competitive funding resources for transit in Wayne County in the version of the bill that ultimately gets signed into law.

CASE STUDIES

Communities across the United States have had success in implementing changes to their public transportation systems to provide enhanced service for riders.

- Southern Nevada’s Transit Coalition has been successful in offering advertisements inside their transit vehicles as a way to raise funds for the transit agency while providing marketing opportunities for local businesses.
- Bluff Area Transit in Poplar Bluff, Missouri provides fare programs to incentivize ridership, including an all-day family pass that caters to tourists, and prepaid cards that are offered at a discount.
- Bay Transit is a non-profit community transit service that serves counties in eastern Virginia. It provides free rides on the flexible fixed route to and from the Town of Warsaw on holidays and weekends to popular and growing tourist destinations.
- Wabash County, Indiana offers demand response to its residents and connects public transit to locations like the Senior Center and wellness initiatives like the Community Cupboard and Living Well Downtown.
- Union County, Oregon recently introduced SPOT, a mobile application that allows riders to view where buses are in real time. Residents and visitors can ride two different fixed-routes around the city of La Grande.



Clifton, Tennessee on March 29, 2021



Tennessee River in Clifton on March 29, 2021

SUMMARY

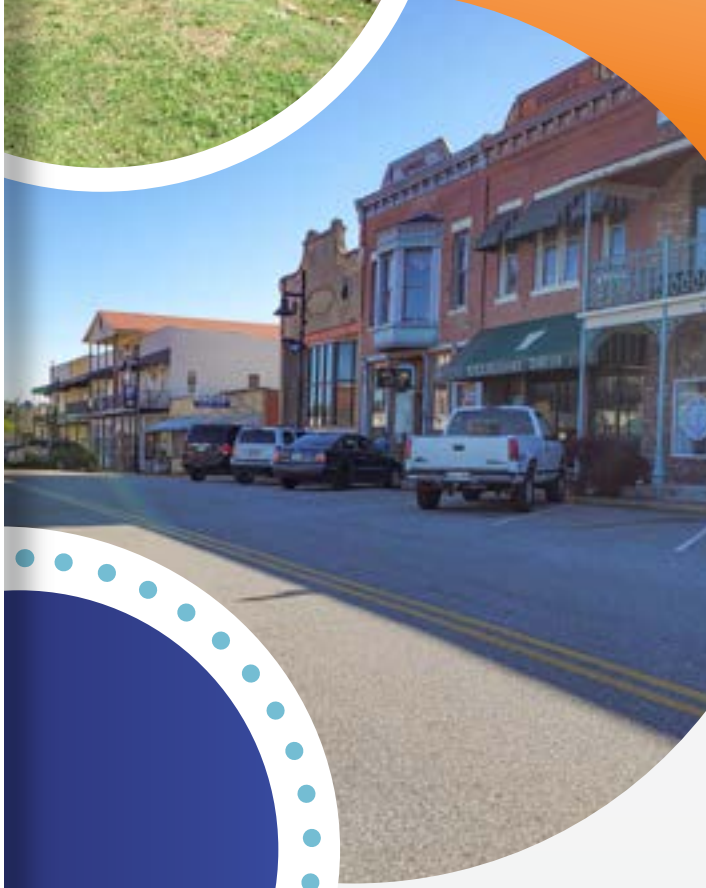
Expanded public transportation can play a vital role in Wayne County's success by connecting communities, providing access to education, employment and services and supporting a growing tourism industry. The Wayne County Mobility Study provides a blueprint for expanded public transportation through the gradual introduction of scheduled bus service between Collinwood, Waynesboro and Clifton, improvements to the existing on-demand service and strategies to build awareness among residents and visitors

With this adopted plan, the County can pursue grant funding opportunities and build partnerships with K through 12 and higher education institutions, the cities of Clifton, Collinwood and Waynesboro, local chambers of commerce and visitor centers, industries, economic development organizations, non-profits and others.

Table 13: Potential Federal Grant Opportunities

Grant Opportunities	Potential Uses	Funding Breakdown	Eligibility
Federal Transit Administration Grants			
Access and Mobility Partnership Grants	Innovative capital projects for the transportation disadvantaged that improve the coordination of non-emergency medical transportation services.	80% federal/20% local match	<ul style="list-style-type: none"> state and local governmental entities providers of public transportation private or nonprofit organizations
Areas of Persistent Poverty Program	Planning, engineering, technical studies, or financial plans that will result in improved public transportation, new routes and facilities, and innovative technologies in communities experiencing a high poverty rate.	80% federal/20% local match (cash or in kind)	<ul style="list-style-type: none"> Public transportation systems Operators of transportation, such as employee shuttle services or airport connector services, or university transportation systems State or local government entities Other organizations that may contribute to the success of the project team including consultants, research consortia or nonprofit industry organizations, and institutions of higher education
Integrated Mobility Innovation	All activities leading to the demonstration, such as planning and developing business models, obtaining equipment and service, acquiring or developing software and hardware interfaces to implement the project, operating the demonstration, and providing data to support performance measurement and evaluation.	80% federal/20% local match (cash or in kind)	Providers of public transportation, including public transportation agencies, state/local government DOTs, and federally recognized Indian tribes.

<p>Low or No Emission Vehicle Program - 5339(c)</p>	<p>Eligible projects include:</p> <ul style="list-style-type: none"> • purchasing or leasing low- or no-emission buses • acquiring low- or no-emission buses with a leased power source • constructing or leasing facilities and related equipment (including intelligent technology and software) for low- or no-emission buses • constructing new public transportation facilities to accommodate low- or no-emission buses • rehabilitating or improving existing public transportation facilities to accommodate low- or no-emission buses 	<p>85% federal/15% local match</p>	<p>Eligible applicants include direct or designated recipients of FTA grants; States; local governmental authorities; and Indian Tribes. Except for projects proposed by Indian Tribes, proposals for funding eligible projects in rural (non-urbanized) areas must be submitted as part of a consolidated state proposal. States and other eligible applicants also may submit consolidated proposals for projects in urbanized areas.</p>
<p>Mobility for All Pilot Program Grants</p>	<p>Improve mobility options through employing innovative coordination of transportation strategies and building partnerships to enhance mobility and access to vital community services for older adults, individuals with disabilities, and people of low income. Some examples include - employing mobility management strategies, vehicle purchase, IT purchase, leasing equipment or a facility for use in public transportation.</p>	<p>80% federal/20% local match (cash or in kind).</p>	<p>Designated or direct recipients of 5307, 5310, or 5311 FTA program funds.</p>
<p>US Economic Development Administration Grants</p>			
<p>FY 2021 American Rescue Plan Act Travel, Tourism, and Outdoor Recreation</p>	<p>A wide-range of financial assistance to communities and regions to rebuild and strengthen their travel, tourism, and outdoor recreation industry through various infrastructure and non-infrastructure projects.</p>	<p>100% federal</p>	<ul style="list-style-type: none"> • Public and State controlled institutions of higher education • Special district governments • County governments • Nonprofits having a 501(c)(3) status with the IRS, other than institutions of higher education • Native American tribal governments (Federally recognized) • Private institutions of higher education • City or township governments • State governments
<p>FY 2021 American Rescue Plan Act Build Back Better Regional Challenge</p>	<p>1) help regions develop transformational economic development strategies and (2) fund the implementation of those strategies that will create and grow regional growth clusters. Such efforts will help regional economies recover from the pandemic and build economic diversity and resiliency to mitigate impacts of future economic disasters.</p>	<p>100% federal</p>	<ul style="list-style-type: none"> • Public and State controlled institutions of higher education • Special district governments • County governments • Nonprofits having a 501(c)(3) status with the IRS, other than institutions of higher education • Native American tribal governments (Federally recognized) • Private institutions of higher education • City or township governments • State governments



TN **TDOT**
Department of
Transportation

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APPENDIX A

Survey Results

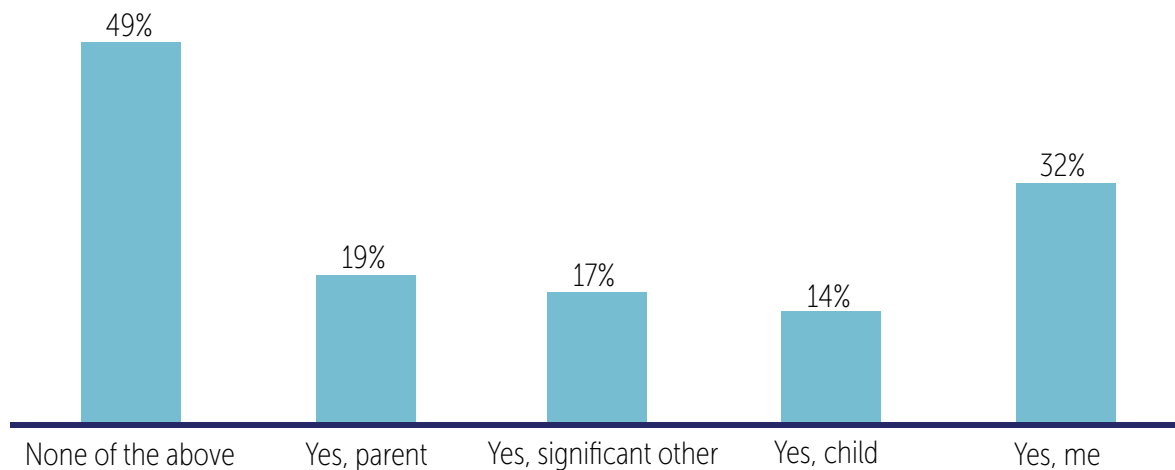
SURVEY MAJOR TAKEAWAYS

- Not an overwhelming mandate for broader transit
- Cost and predicability are the most important factors (\$3 sweet spot)
- Trips desired: Medical, shopping and work
- Trips desired for student-aged responses: Education
- Transit rider demographics were underrepresented

Likelihood of using transit

- About half say no one in their family would take transit
- 15-30% say their parent, significant other, or child would
- Could be higher among underrepresented segments of population
- Possible bias toward existing SCATS service

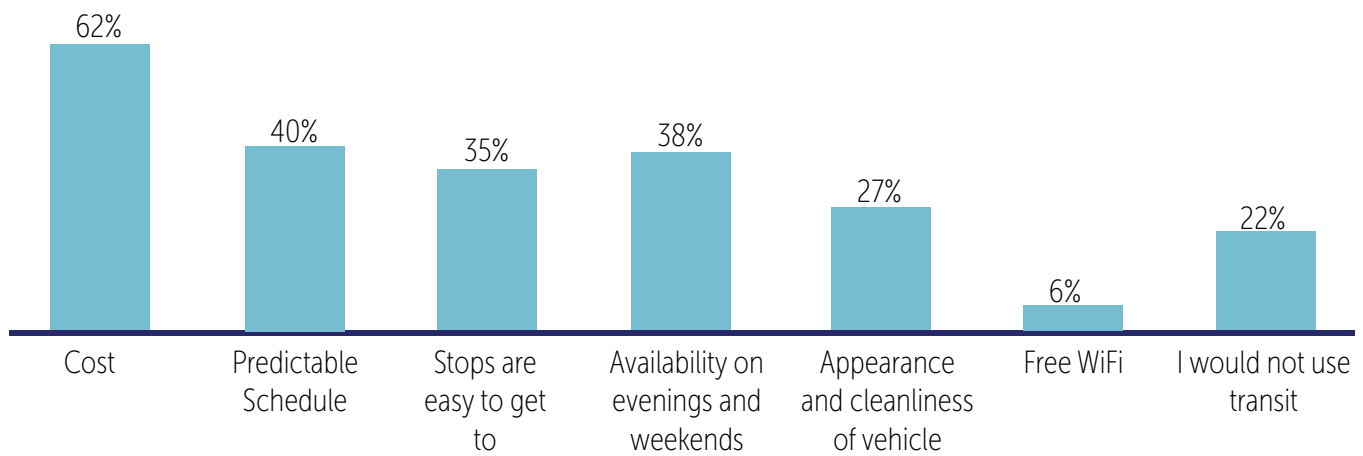
Would you or a member of your household use transit?



Factors contributing to transit use

- Cost is the most important factor
- Predictability
- Accessibility/evening service
- WiFi is not a factor

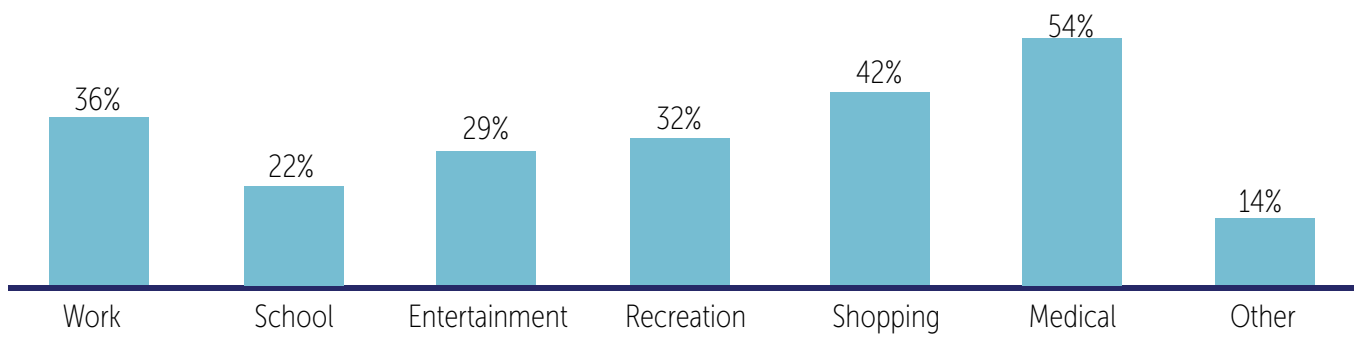
If additional public transportation were available within wayne county, what would be most important when deciding to use the service? Select your top three choices



Service preference: Trip type

- Medical and shopping most popular (about half)
- Work (a little over one third)
- Skew towards necessary trips
- Education percentage tracks with student age responses

What types of trips would you use transit for?



Service preference: Trip frequency

- Occasional (not daily) use
- 1-2 days (one-third)
- >2 days a week (one-fourth)

How many days a week would you use transit to travel within the county? Select one answer.

