Intercity Bus Service Study 2007

By

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Department of Civil, Construction, and Environmental Engineering
The University of Alabama
Tuscaloosa, Alabama

Prepared by

UTCA
University Transportation Center for Alabama
The University of Alabama, The University of Alabama at Birmingham,
and The University of Alabama in Huntsville

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July 2009

UTCA Theme: Management and Safety of Transportation Systems
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The study team made the following observations considering the State of Alabama’s intercity bus service:

1. The intercity bus needs in Alabama are not being met.

2. 5311(f) funds in Alabama may be most effectively used in the following order of precedence:
   - For planning and marketing for intercity bus transportation
   - For feeder routes to connect with intercity bus service
   - For over the road coaches for private providers
   - For operating subsidies to private providers that provide restored intercity bus service.

3. If 5311(f) funds are used to support intercity bus service in Alabama, potential riders should be surveyed to learn their intercity bus needs and to as input to select feeder routes that best serve Alabama’s rural citizens.

4. If 5311(f) funds are used to support intercity bus service in Alabama, representatives from ALDOT, Greyhound, Capital Trailways, 5311 providers, and other interested parties should meet early in the process to discuss such issues as scheduling, feeder route selection, and private sector in-kind match.

**Abstract**

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Executive Summary

The Alabama Department of Transportation (ALDOT) is charged by Alabama’s governor to oversee Federal Transit Administration (FTA) funds flowing to transit operations in Alabama. Congress apportions several million dollars per year to rural transit providers that provide residents access to basic services such as health care shopping, and recreation. Beginning with the Intermodal Surface Transportation Efficiency Act of 1991, Congress required states to allocate a portion (currently 15%) of the 5311 funds to support intercity bus service. Those allocated funds are termed 5311(f) funds. States are allowed to waive this requirement if the Governor certifies that intercity bus needs are being met adequately. The objectives of this study are to provide ALDOT with an evaluation of the intercity bus industry in Alabama so that recommendations concerning Governor’s Certification can be made, and, if the study determines those needs are not being met, to make statewide (not community specific) recommendations concerning the use of intercity transit funds.

The study team made the following observations considering the state of Alabama’s intercity bus service:

- Governor’s Certification that the intercity bus needs in Alabama are met should not be invoked, and 15% of the 5311 funds should be made available for 5311(f) activities to support intercity bus service.
- 5311(f) funds in Alabama may be most effectively used in the following order of precedence:
  - For planning and marketing for intercity bus transportation
  - For feeder routes to connect with intercity bus service
  - For over the road coaches for private providers
  - For operating subsidies to private providers that provide restored intercity bus routes

If 5311(f) funds are dedicated to intercity bus service, two actions should be carried out to ensure that they are used most effectively:

- Potential riders should be surveyed to learn their attitudes toward intercity bus service and to help identify the most promising feeder routes. Locations to survey potential riders include rural locations served by 5311 providers and at intercity bus stops.
- Representatives from ALDOT, Greyhound, Capital Trailways, 5311 providers, and other interested parties should meet early in the process to discuss such issues as scheduling, feeder route selection, and private sector in-kind match.
1.0 Introduction

Along with automobile, air, and rail services, intercity bus service has long been one of the primary modes of travel within the United States. Intercity bus carriers provide service opportunities to areas and communities that may lack other transportation service alternatives and link these areas with major cities and other travel destinations.

Despite its historical position as a major transportation provider, the intercity bus industry has recently been in decline. Bus companies have struggled both financially and in terms of passengers carried. Meanwhile, the number of passengers carried by all intercity bus carriers has been outpaced by air travel.

The decline in intercity bus service has not gone unnoticed. Beginning with the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), the federal government took an active role in assisting the bus industry. ISTEA required states to allocate a portion of their rural transit (Section 18(i)) funds to support intercity bus service. It required the allocation of 5% of Section 18(i) funds for FY 1992, 10% for FY 1993, and 15% for FY 1994 and thereafter. States were allowed to waive this requirement if the governor certified that intercity bus needs were being met (Sain Associates, 1995). ISTEA was replaced by the Transportation Equity Act for the 21st Century (TEA-21) in 1998, which maintained the 15% Section 18(i) allocation requirements. This provision has continued in the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (FHWA, 2005).

As a note, the Section 18(i) allocation requirements of ISTEA/TEA-21 were codified in Title 49, Section 5311 of United States Code (49 USC § 5311). The common practice in the intercity bus industry is to refer to rural transit funding as Section 5311 funding or 5311 funding, in reference to its location in public law. This report will adhere to that practice. The requirement that 15% of 5311 funds be spent to support intercity bus service unless Governor’s Certification is invoked is found in Section 5311(f), and those funds are referred to as 5311(f) funds.

Purpose of Study

The purpose of this study was to provide the Alabama Department of Transportation (ALDOT) with an objective evaluation of the intercity bus industry in Alabama so that recommendations concerning Governor’s Certification of 5311(f) funds may be made. This study examined the state of intercity bus service in Alabama by collecting and evaluating relevant information from such groups as the Alabama Public Service Commission, ALDOT personnel, intercity bus service providers, rural transit providers, and national groups on the forefront of intercity bus
service. Opportunities for new or enhanced services were identified and facilities and bus stops were evaluated.

Methodology

The following study methodology was employed:

- Conduct a literature review of existing federal and state intercity bus regulations and of methods other states are using to enhance intercity bus travel.
- Collect data on existing intercity bus transportation in the state in terms of recent industry trends, the number of cities and towns served, and the ease with which rural residents can travel to the starting point of an intercity bus journey.
- Interview ALDOT Multimodal Bureau personnel and 5311 rural transit providers to learn how potential riders can better reach intercity bus terminals.
- Evaluate the equipment and facilities of intercity carriers (including site visits to relevant intercity bus facilities statewide).
- Analyze the coordination between intercity and rural transit providers.
- Evaluate the adequacy of present intercity bus service and address the Governor’s Certification process.
- Develop a final report and, if the project results determine that the needs of intercity bus service are not being met, make statewide (not community specific) recommendations concerning the use of intercity transit funds.
2.0 Historical Overview

This section provides an overview of the national intercity bus industry and the bus industry within Alabama.

What is Intercity Bus Service?

Intercity bus service has been defined by the Federal Transit Administration (FTA) as follows:

Regularly scheduled bus service for the general public which operates with limited stops over fixed routes connecting two or more urban areas not in close proximity, that has the capacity for transporting baggage carried by passengers, and that makes meaningful connections with scheduled intercity bus service to more distant points, if such service is available….. The definition of intercity bus does not include commuter service (service designed primarily to provide daily work trips within the local commuting area). Intercity bus does not include air, water, and rail service (FTA, 2007).

There is currently only one nationwide intercity bus carrier operating within the United States: Greyhound Lines Incorporated (GLI). However, there are a number of smaller carriers that operate on a regional or local basis.

National Intercity Bus Industry Trends

The intercity bus industry has experienced a steady decline since the 1950s. The following trends have contributed to the decline of the industry (Sain Associates, 1995):

- Increase in personal auto ownership
  - Intercity travel by personal automobile increased dramatically in the last half of the twentieth century and has now become the primary means of intercity travel.
- Competition from airlines
  - The deregulation of the airline industry in 1978 increased consumer access to air travel. More persons can afford travel by airline, lessening their dependency on intercity bus service.
- Competition from Amtrak
  - With the creation of Amtrak in 1971 and the continued subsidization of that system, train travel has remained competitive.
• High operating costs
  o Operation of an intercity bus carrier is expensive, effectively limiting start-up entry into the market and prohibiting expansion of current systems.

In addition to these trends, analysis of the changes in the number of revenue passengers carried by a transportation mode is a good indicator of the vitality of that mode. In 1960, the number of revenue passengers traveling by intercity bus within the United States was approximately 36.6 million. By 2001, this number had declined to approximately 35.7 million for a net change of approximately -2.49%. Table 2-1 presents key statistics related to the intercity bus industry from 1999 to 2001 (U. S. Bureau of Transportation Statistics, 2008).

<table>
<thead>
<tr>
<th>Year</th>
<th>Operating Revenue</th>
<th>Operating Expenses</th>
<th>Intercity Bus Companies</th>
<th>Revenue Passengers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>463,100</td>
<td>405,400</td>
<td>143</td>
<td>366,000</td>
</tr>
<tr>
<td>1970</td>
<td>721,700</td>
<td>639,000</td>
<td>71</td>
<td>401,000</td>
</tr>
<tr>
<td>1980</td>
<td>1,397,378</td>
<td>1,318,372</td>
<td>61</td>
<td>370,000</td>
</tr>
<tr>
<td>1990</td>
<td>943,268</td>
<td>1,026,213</td>
<td>31</td>
<td>334,000</td>
</tr>
<tr>
<td>1994</td>
<td>1,161,479</td>
<td>1,289,834</td>
<td>26</td>
<td>343,200</td>
</tr>
<tr>
<td>1995</td>
<td>1,189,235</td>
<td>1,253,537</td>
<td>24</td>
<td>366,500</td>
</tr>
<tr>
<td>1996</td>
<td>985,537</td>
<td>941,014</td>
<td>20</td>
<td>347,900</td>
</tr>
<tr>
<td>1997</td>
<td>1,080,083</td>
<td>1,022,680</td>
<td>22</td>
<td>350,600</td>
</tr>
<tr>
<td>1998</td>
<td>1,074,582</td>
<td>1,016,208</td>
<td>20</td>
<td>357,600</td>
</tr>
<tr>
<td>1999</td>
<td>1,326,909</td>
<td>1,313,900</td>
<td>18</td>
<td>358,900</td>
</tr>
<tr>
<td>2000</td>
<td>1,133,822</td>
<td>1,078,386</td>
<td>15</td>
<td>364,600</td>
</tr>
<tr>
<td>2001</td>
<td>1,117,526</td>
<td>1,080,186</td>
<td>15</td>
<td>356,900</td>
</tr>
</tbody>
</table>

* Revenues and expenses in 1000’s of $, Revenue passengers in 1000’s of passengers

In contrast, over roughly the same period, the number of revenue passengers carried by air increased 914% (from approximately 6.2 million in 1960 to 631 million in 2001) and by rail increased 39% (16.6 million in 1970 to 23 million in 2001). Thus, the intercity bus industry has been far outpaced by air travel and even lagged behind the traditionally weak passenger rail industry (U. S. Bureau of Transportation Statistics, 2008). Figure 2-1 summarizes the revenue passenger data described above.

In addition to income losses and revenue passenger decline, the number of locations served nationwide by intercity buses continues to decline. The GAO indicated that most of the locations losing service could be categorized as “small, geographically isolated communities that were generally without passenger rail or air service” (U. S. General Accounting Office, 1992). The loss of intercity bus service has often been accompanied by losses of population and services such as medical facilities and retail centers. This loss of both intercity bus service and general services created a paradox for those dependent on bus service: reduction in the number of
services available in one’s area requires travel of greater distances, which in turn requires increased bus service (U. S. General Accounting Office, 1992).

<table>
<thead>
<tr>
<th>Year</th>
<th>Intercity Bus</th>
<th>Air</th>
<th>Rail</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>0</td>
<td>200</td>
<td>100</td>
</tr>
<tr>
<td>1970</td>
<td>100,000</td>
<td>400</td>
<td>300</td>
</tr>
<tr>
<td>1980</td>
<td>300,000</td>
<td>600</td>
<td>500</td>
</tr>
<tr>
<td>1990</td>
<td>500,000</td>
<td>800</td>
<td>700</td>
</tr>
<tr>
<td>2000</td>
<td>700,000</td>
<td>1,000</td>
<td>900</td>
</tr>
</tbody>
</table>

**Figure 2-1. Intercity bus, air, and rail revenue passenger trends (1960-2001).**

**General Regulations of the Intercity Bus Industry**

Regulation of the intercity bus industry dates back to the 1920s. In 1935, the Motor Carrier Act was passed which gave the Interstate Commerce Commission (ICC) the authority to regulate fares, entry and exit to the bus market, and charter and package delivery services. The 1982 Bus Regulatory Reform Act (BRRA) removed a number of the barriers to entry and exit from intercity bus markets, allowing carriers to more easily abandon routes. The BRRA also eliminated the regulation of fares after 1985 (Sain Associates, 1995).

A number of major changes in the regulation of the intercity bus industry have occurred in recent years. The bulk of federal regulatory authority, previously overseen by the ICC, was removed with the ICC Termination Act of 1995 (ICCTA). The ICCTA accomplished the following (effective December 31, 1995):

- Eliminated the ICC
- Eliminated various functions previously performed by the ICC
• Transferred licensing and certain non-licensing motor carrier functions to the Federal Highway Administration (FHWA)
• Transferred remaining rail and non-rail functions to the Surface Transportation Board (STB)

The functions transferred to the FHWA were later given to the Federal Motor Carrier Safety Administration (FMCSA), which is an independent administration under the United States DOT. The FMCSA regulates the intercity bus industry in the following ways (U. S. Federal Motor Carrier Safety Administration, 2008):

• Enforces motor carrier safety regulations
• Licenses motor carriers
• Monitors insurance coverage of carriers

The previous ICC regulatory authority over carrier route abandonment was eliminated. Route abandonment regulation in Alabama is now the sole authority of the Alabama Public Service Commission (PSC).

Recent Regulatory Changes

Before 1978, federal assistance to non-urban transit was virtually non-existent. In that year, Congress authorized transit assistance to “areas other than urbanized areas.” This assistance was included in Section 18 of the Federal Transit Act. These funds are distributed according to a statutory formula that is a function of each state’s population in rural areas and places of less than 50,000 residents. From 1978 until 1991, the Section 18 funding averaged $72 million annually.

The 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) contained more significant provisions to support and enhance the intercity bus industry (Community Transportation Association of America, 2001). Section 18(i) of ISTEA specified that states must allocate a certain portion of their federal transit funds to support intercity bus service. The allocation of this funding was specified as follows: 5% of federal transit funds in FY 1992, 10% in FY 1993, and 15% in FY 1994 and the years thereafter. States whose executive officer (i.e., governor) certified that intercity bus needs were being met were not required to spend the Section 18 funds on intercity bus projects. States that certified their intercity bus needs as met can allocate the Section 18 funding to other rural transit projects. This legislation was codified in Title 49 U.S.C. 5311(f) (Sain Associates, 1995).

In 1998, the Transportation Equity Act for the 21st Century (TEA-21) was passed as the reauthorization of ISTEA. TEA-21 provided an increase in formula-based assistance. An increase from 5.5% of formula assistance under ISTEA to 6.37 under TEA-21 for rural programs occurred. The requirement that 15% of annual Section 5311 funding be dedicated to intercity bus service remained in effect. This requirement may be removed by a state if the governor certifies that “the intercity bus service needs of the State are being met adequately.”
The Safe Accountable Flexible Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) legislation, enacted in August 2005, imposed a new burden on the states by requiring consultation with the “affected intercity bus providers” prior to this certification (FHWA, 2008). The FTA defines activities that must take place during the “consultation” process as the following (FTA, 2007):

1. Identification of intercity bus providers in the state
2. Activities the state will perform as part of consultation with identified providers and the intercity bus industry
3. An opportunity for intercity bus providers to submit proposals for funding as part of the state’s distribution of its annual apportionment
4. A direct correlation between the results of the consultation process and a determination that the state’s intercity service needs are adequately being met


The following activities are eligible for 5311(f) funding (49 USC 5311(f), 2007):

- Planning and marketing for intercity bus transportation
- Capital grants for intercity bus shelters
- Joint-use stops and depots
- Operating grants through purchase-of-service agreements, user-side subsidies, and demonstration projects
- Coordinating rural connections between small mass transportation operations and intercity bus carriers

5311(f) funds may also be used for capital and administrative expenses, with a federal share of 80%, and for operating expenses, with a federal share of 50%. The full text of 49 USC 5311(f) is available in Appendix A.

The Intercity Bus Industry in Alabama

There are currently three intercity bus carriers that operate within Alabama: Greyhound (based in Dallas, TX), Capital Trailways (based in Montgomery, AL), and Colonial Trailways (based in Mobile, AL).

The primary intercity bus carrier within the State of Alabama is GLI, a nationwide carrier that serves more than 3,100 destinations in North America with 16,000 daily departures. In addition to traditional intercity passenger transportation, Greyhound provides package/courier express and charter service (Greyhound, 2008).
GLI presently operates six routes running through Alabama in addition to package express service. The majority of GLI’s routes in Alabama are “thru-routes” in that they originate in another state, travel through Alabama, and then terminate in another state (Russell’s Guides, Inc., 2007).

Capital and Colonial Trailways began operation as separate carriers, independent of GLI. These carriers operated under the control of Trailways Bus System, Inc. until 1987 when GLI purchased Trailways. At present, both Capital and Colonial Trailways operate routes in Alabama in cooperation with and as subsidiaries of GLI.

**State of Alabama Intercity Bus Regulations**

The State of Alabama Public Service Commission (PSC) is the state entity primarily responsible for the regulation of the intercity bus industry within Alabama. Much of the PSC’s authority is delineated within the Alabama Motor Carrier Act (AMCA). The PSC has published the *Motor Carrier General Orders, Rules, and Regulations* pamphlet which contains rules and regulations that are applicable to the intercity bus industry operating within Alabama. A copy of the AMCA is included within the PSC pamphlet (Alabama Public Service Commission, 2003).

The PSC has the following roles with regard to the intercity bus industry:

- Classifies carriers
- Certifies carrier insurance coverage
- Obtains list of tariffs and rates for all routes operated within the state
- Obtains list of time schedules for all routes operated within the state
- Approves route changes/reductions/abandonments
- Administers carrier safety regulations

Each of these roles is outlined in detail in Lindy and Hill (2002).
3.0 Service Evaluation

This section presents an evaluation of the existing intercity bus service in Alabama. The evaluation includes a discussion of the number of locations served and the potential for future service.

A significant effort was undertaken to obtain data concerning the state of intercity bus transportation within Alabama. The following information was obtained:

- Current Routes and Service Frequency
- Number of Communities with Intercity Bus Service

Current route and service frequency was obtained from both the October issue of the 2007 Russell Bus Guide and the March 2001 Greyhound System Timetable. The 2001 Intercity Bus Report by the University Transportation Center for Alabama and the 1995 Alabama Intercity Bus Study report by Sain Associates were used to evaluate past intercity bus service. The number of past and present communities served was derived from the same three sources.

Intercity Bus Service

The following sections outline the past and present status of intercity bus service in Alabama.

Service Changes (1985-1995)

The 1995 Alabama Intercity Bus Study by Sain Associates described bus service in Alabama from 1985-1995. According to their data collection effort, 92 communities within the state lost bus intercity bus service from 1985-1995. The report also notes that there were five intercity bus carriers operating within Alabama (Greyhound, Capital Trailways, Colonial Trailways, Ingram Bus Lines, and Gulf Transport) in 1985. Ingram Bus Lines and Gulf Transport discontinued operation during the 1985-95 period, which resulted in the loss of service to 31 communities. Trailways and Greyhound discontinued service to an additional 61 communities during this same period (Sain Associates, 1995).

Service Changes (1995-2001)

From 1995-2001, 37 Alabama communities lost intercity bus service, while eight cities gained service. Table 3-1 summarizes these changes.
Table 3-1. Intercity Bus Service Changes (1995-2001)

<table>
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<tbody>
<tr>
<td>Alberta</td>
<td>Andalusia</td>
</tr>
<tr>
<td>Albertville</td>
<td>Cherokee</td>
</tr>
<tr>
<td>Attalla</td>
<td>Evergreen West</td>
</tr>
<tr>
<td>Beatrice</td>
<td>Guin</td>
</tr>
<tr>
<td>Bellamy</td>
<td>Maxwell Air Force Base</td>
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<td>Boaz</td>
<td>Opp</td>
</tr>
<tr>
<td>Brantley</td>
<td>Oxford</td>
</tr>
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<td>Citronelle</td>
<td>Sardis</td>
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<tr>
<td>Cuba</td>
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<td>Elba</td>
<td></td>
</tr>
<tr>
<td>Falkville</td>
<td></td>
</tr>
<tr>
<td>Foley</td>
<td></td>
</tr>
<tr>
<td>Frisco City</td>
<td></td>
</tr>
<tr>
<td>Guntersville</td>
<td></td>
</tr>
<tr>
<td>Haleyville</td>
<td></td>
</tr>
<tr>
<td>Hartselle</td>
<td></td>
</tr>
<tr>
<td>Hayneville</td>
<td></td>
</tr>
<tr>
<td>Highland Home</td>
<td></td>
</tr>
<tr>
<td>Lamison</td>
<td></td>
</tr>
</tbody>
</table>

Service Changes (2001-2007)

In 2001 there were 81 locations within Alabama serviced by intercity bus service. By 2007, 68 of these locations lost access to intercity bus service. No locations gained access during this time period. Table 3-2 lists the locations losing service between 2001 and 2007. Figure 3-1 illustrates these locations losing service and the currently served locations (as of 2007).
Table 3-2. Cities Losing Bus Service (2001-2007)

<table>
<thead>
<tr>
<th>City 1</th>
<th>City 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abbeville</td>
<td>Grove Hill</td>
</tr>
<tr>
<td>Alexander City</td>
<td>Guin</td>
</tr>
<tr>
<td>Andalusia</td>
<td>Hamilton</td>
</tr>
<tr>
<td>Ardmore</td>
<td>Headland</td>
</tr>
<tr>
<td>Ashford</td>
<td>Hurtboro</td>
</tr>
<tr>
<td>Atmore</td>
<td>Jackson</td>
</tr>
<tr>
<td>Auburn</td>
<td>Jasper</td>
</tr>
<tr>
<td>Bay Minette</td>
<td>Jemison</td>
</tr>
<tr>
<td>Bessemer</td>
<td>Lanett</td>
</tr>
<tr>
<td>Brewton</td>
<td>Livingston</td>
</tr>
<tr>
<td>Brundidge</td>
<td>Marion</td>
</tr>
<tr>
<td>Calera</td>
<td>Maxwell Air Force Base</td>
</tr>
<tr>
<td>Camden</td>
<td>McIntosh</td>
</tr>
<tr>
<td>Camp Hill</td>
<td>Mt. Vernon</td>
</tr>
<tr>
<td>Carbon Hill</td>
<td>Opp</td>
</tr>
<tr>
<td>Cecil</td>
<td>Oxford</td>
</tr>
<tr>
<td>Centreville</td>
<td>Ozark</td>
</tr>
<tr>
<td>Cherokee</td>
<td>Pelham</td>
</tr>
<tr>
<td>Childersburg</td>
<td>Phenix City</td>
</tr>
<tr>
<td>Clanton</td>
<td>Pine Hill</td>
</tr>
<tr>
<td>Crawford</td>
<td>Pine Level</td>
</tr>
<tr>
<td>Cullman</td>
<td>Sardis</td>
</tr>
<tr>
<td>Daionville</td>
<td>Seale</td>
</tr>
<tr>
<td>Decatur</td>
<td>Selma</td>
</tr>
<tr>
<td>Demopolis</td>
<td>Sulligent</td>
</tr>
<tr>
<td>Enterprise</td>
<td>Sylacauga</td>
</tr>
<tr>
<td>Epes</td>
<td>Talledega</td>
</tr>
<tr>
<td>Eufaula</td>
<td>Thomasville</td>
</tr>
<tr>
<td>Eutaw</td>
<td>Thorsby</td>
</tr>
<tr>
<td>Evergreen West</td>
<td>Union Springs</td>
</tr>
<tr>
<td>Flomaton</td>
<td>Uniontown</td>
</tr>
<tr>
<td>Florence</td>
<td>West Blocton</td>
</tr>
<tr>
<td>Fort Rucker</td>
<td>Winfield</td>
</tr>
<tr>
<td>Greenville</td>
<td>York</td>
</tr>
</tbody>
</table>
Figure 3-1. Intercity bus routes, currently served cities (2007), and cities losing service (2001-2007).
Current Service (2007)

At present, there are 13 locations within Alabama serviced by intercity bus service. Figure 3-2 shows the current locations served and the intercity bus route network in the state.

Figure 3-2. Intercity bus routes and currently served cities in Alabama (as of October 2007).
The level of service available at each bus stop varies significantly. There are two types of stops that presently exist within Alabama:

- **Full Service Station**: This is a bus stop or terminal that provides ticketing, baggage check, and package express service. These stations serve buses and other modes of transportation and are usually owned by the bus carriers. Dedicated bus stations are usually found in larger cities where bus ridership is high.
- **Agency Stop**: This provides the same services as a bus station but is operated as part of another business, such as a gas station or drug store. These agency stops often do not have the facilities or amenities that a bus station has and may not be open to meet all buses.

### Potential Service Areas

At present, several large areas of the state do not access to have intercity bus service. Figure 3-3 illustrates the currently served locations overlaid on a population density map (by county of the state). Figure 3-4 illustrates areas of the state that are within and outside of a 20-mile radius of the currently served locations. More than 60% of the area of the state is outside the 20-mile service area.

Each of the five most populous cities (as of the 2000 Census) in the state currently has intercity bus service. These cities include Birmingham, Montgomery, Mobile, Huntsville, and Tuscaloosa.

**South-Central Alabama**

The largest geographical region of the state without intercity bus service is the south-central region, historically referred to as the “Black Belt.” A representative city within this area is Demopolis (2000 pop. 7,540). This region was served by intercity bus service as late as 2001, but several routes through this area were discontinued.

**Northwest Alabama**

A large portion of northwest Alabama also lacks intercity bus service. There are several large cities in this area including Decatur (2000 pop. 53,929), Florence (2000 pop. 36,264), and Muscle Shoals (2000 pop. 11,924). This area was also previously served as late as 2001.

**Northeast Alabama**

Figure 3-3. Intercity bus routes, currently served cities (2007) and county populations (2000).
Figure 3-4. Areas of Alabama within 20 miles of cities with service (2007).
**East-Central Alabama**

This portion of the state, south of Anniston and north of Opelika, is without intercity bus service. Cities in this area include Sylacauga (2000 pop. 12,616) and Alexander City (2000 pop. 15,008).

**Southwest Alabama**

A large swath of Alabama located south of Tuscaloosa and to the northwest of Evergreen is without intercity bus service. This area comprises the counties of Hale, Sumter, Greene, Perry, Choctaw, Marengo, Dallas, Perry, Wilcox, Monroe, Clarke, and Washington. Note that service connecting the city of Selma to the intercity bus network provided by the West Alabama Public Transit is available. Such service is listed within the online Greyhound timetable.

**St. Clair County**

St. Clair County, located to the northeast of Jefferson County is currently traversed by a Greyhound route running from Birmingham to Gadsden, but there are no stops located within this county.

**Blount County**

Blount County, located to the northeast of Jefferson County is currently without intercity bus service. The largest city in Blount County is the county seat Oneonta (2000 pop. 5,576).

**Autauga County**

Autauga County, located to the north of Montgomery, is traversed by an intercity bus route from Birmingham to Montgomery. There are, however, no intercity bus stops within the county. The largest city in the county is Prattville (2000 pop. 31,119).

**Jefferson County**

Jefferson County, the most populous county within the state, features only one intercity bus stop, located in Birmingham. A number of large suburbs surround Birmingham, including Bessemer (2000 pop. 29,672) and Hoover (2000 pop. 62,742).
4.0 Facilities Evaluation

This section describes the quality and condition of a sample of intercity bus stops within Alabama.

Intercity Bus Stops

To gauge the quality of intercity bus facilities within Alabama, eight locations (approximately 62% of the stops in Alabama that are in operation) were selected and visited by the study team:

- Birmingham
- Athens
- Huntsville
- Gadsden
- Montgomery
- Tuskegee
- Opelika
- Tuscaloosa

The quality of services and facilities provided at these locations as well as times of operation varied. The evaluation scores provided by the researchers are discussed below, while Table 4-1 provides an overview of the bus stops that were visited, using the traditional A-F grade scale. A sample of the form used by the study team to survey each stop is included in Appendix C.

Table 4-1. Overview of Bus Stop Visits and Evaluation Scores

<table>
<thead>
<tr>
<th>Site</th>
<th>Type</th>
<th>Stop</th>
<th>Interior</th>
<th>Exterior</th>
<th>Ticketing</th>
<th>Package Services</th>
<th>Surroundings</th>
<th>Overall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Birmingham</td>
<td>CT</td>
<td>A</td>
<td>A</td>
<td>B</td>
<td>A</td>
<td>A</td>
<td>B</td>
<td>A</td>
</tr>
<tr>
<td>Athens</td>
<td>CA</td>
<td>B</td>
<td>B</td>
<td>B</td>
<td>A</td>
<td>N/A</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>Huntsville</td>
<td>MA</td>
<td>B</td>
<td>B</td>
<td>A</td>
<td>A</td>
<td>A</td>
<td>A</td>
<td>A</td>
</tr>
<tr>
<td>Gadsden</td>
<td>CA</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>B</td>
<td>A</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Tuscaloosa</td>
<td>MA</td>
<td>A</td>
<td>B</td>
<td>B</td>
<td>A</td>
<td>A</td>
<td>B</td>
<td>A</td>
</tr>
<tr>
<td>Montgomery</td>
<td>MA</td>
<td>B</td>
<td>B</td>
<td>B</td>
<td>A</td>
<td>A</td>
<td>C</td>
<td>B</td>
</tr>
<tr>
<td>Tuskegee</td>
<td>CA</td>
<td>C</td>
<td>F</td>
<td>C</td>
<td>B</td>
<td>A</td>
<td>B</td>
<td>D</td>
</tr>
<tr>
<td>Opelika</td>
<td>CA</td>
<td>B</td>
<td>A</td>
<td>B</td>
<td>A</td>
<td>A</td>
<td>A</td>
<td>B</td>
</tr>
</tbody>
</table>
**Bus Stop Type**

The eight bus stops can be grouped under three types as outlined in Greyhound’s Revenue Support Department Website Index (www.greyhound.com/revsup):

- CT (Company Terminal). Birmingham was the only company-owned terminal that the staff visited.
- MA (Major Standard Agency)
- CA (Commission Agency: Online). These stops operate in cooperation with another business on the site.

**Bus Stop**

This category rates the quality of the bus stop with regard to basic passenger bus-travel related needs. For example, consideration was given to whether or not the bus stop includes sheltered ticketing and boarding areas, whether passenger seating was available, and whether public transportation (city buses) deliver passengers to the stop. Consideration was also given to the location of the bus stop (i.e., is the bus stop centrally located?). Most of the stations which were visited rated well in this category. However, of the eight stops visited, only three connected to public transportation services: Birmingham, Montgomery, and Tuscaloosa. Figures 4-1 through 4-5 show aspects of several of the bus stops surveyed.

The Gadsden and Tuskegee stops rated lowest in this category largely because they do not connect with city public transportation and because they do not have sheltered boarding areas.

![Figure 4-1. Athens Greyhound bus stop.](image1)

![Figure 4-2. Montgomery covered boarding area.](image2)
This section rates the bus stop for its passenger amenities, which included air conditioning, rest rooms, handicap accessibility, public phone, interior seating, and food service. Amenities varied at the different stops. About 62.5% of the stops had public phones, and an equal proportion was handicap accessible. Only two stops lacked both facilities: the Athens and Tuskegee stops. Only the Gadsden and Tuskegee stops lacked food services either in the form of vending machines, cold foods, or hot foods. Figure 4-6 shows the Athens Greyhound bus stop (which serves hot foods) with a dining table and ticket window.

Tuskegee rated lowest in this category. The facility did not have a public bathroom, air conditioning, food service, or a public telephone.
Exterior

This section rates the condition of the exterior of the bus stop facility, which focused mainly on parking ease/availability, taxi availability, whether or not the hours of operation and bus schedules are posted for the public, and the general exterior condition. The external conditions at most of the stations were quite good. Almost all the stops had visible Greyhound signs that were easy to locate. The Gadsden stop was an exception, featuring only two small signs which were not easy to see. The Gadsden agent indicated that he had placed larger signs closer to the road which had been rejected by local authorities as being too close to the street.

About 50% of the stations do not have their operation hours posted. Among these was the Birmingham stop that operates a 24-hour bus service. Most of the stops also do not have readily available taxi service. Figure 4-7 shows a separate entrance for package customers at the rear of the Huntsville stop.

Ticketing

This section rates whether or not a separate ticket window is present and whether or not bus schedules are available for review. Most of the stops maintained excellent ticketing areas, but the bus schedules were not openly displayed. For almost all the stops, the schedules can be printed when requested by the passengers. In Montgomery, the survey team experienced a situation where the tickets were oversold, and some passengers were left without seats. The Montgomery stop was quite busy at the time of the survey, as seen in Figure 4-8. On the other hand, the Gadsden station agent reported serving only two buses in a day and selling about 14 tickets per day.
This section rates the availability of Greyhound’s Package Express service at the surveyed bus stops. Apart from Athens, all the surveyed stops report providing package service and holding packages for pickup.
**Surroundings**

The section rates the relative safety of the area surrounding the bus stop facility, including lighting adequacy, the cleanliness of the facility, and the survey team’s perception of the general safety of the surroundings. Most of the facilities provided adequate lighting in the areas immediately adjacent to the bus stop and were also clean. (See Figure 4-9). None of the stops appeared to be in an area of compromised safety during the daytime visits by researchers.

![Figure 4-9. Montgomery Greyhound station.](image)

**Summary of Stops**

Based upon site visits conducted by the study team, the following conclusions have been drawn:

- The quality of bus stop facilities within Alabama varies widely from site to site.
- Most of the stops that were surveyed have visible signage and are relatively easy to locate except the Gadsden stop, where travelers must make an effort to locate the stop and potential travelers may not even notice it.
- Of the eight Greyhound stops visited, only three connect to public transit services: Birmingham, Tuscaloosa, and Montgomery.
- Four of the eight stations surveyed operate another business from the same site.
- Only the Tuskegee stop offered substandard facilities.
5.0 Potential 5311(f) Uses

Preceding sections have summarized the state of intercity bus travel in Alabama. This section will discuss the general guidelines for spending 5311(f) funds, provide examples of how other states have used them, report the results of consultations with officials and transit providers in Alabama, and provide examples of potential uses of 5311(f) funds in Alabama.

5311(f) Fund Guidelines

As reported in Section 2 of this report, the following activities are eligible for 5311(f) funding (49 USC 5311(f), 2007):

- Planning and marketing for intercity bus transportation
- Capital grants for intercity bus shelters
- Joint-use stops and depots
- Operating grants through purchase-of-service agreements, user-side subsidies, and demonstration projects
- Coordinating rural connections between small mass transportation operations and intercity bus carriers

5311(f) funds may be used for capital and administrative expenses, with a federal share of 80%, and for operating expenses, with a federal share of 50%.

FTA Circular 9040.1F (FTA, 2007) outlines other points concerning the use of 5311(f) funds, several of which follow:

- Intercity bus service does not include commuter service.
- Intercity bus service is not limited by the size of the vehicle used or by the identity of the carrier.
- Assistance under 5311(f) must support intercity bus service in rural areas.
- Capital assistance may be provided to purchase vehicles or vehicle related equipment such as wheelchair lifts for use in intercity service.
- Charter and tour services are not eligible.
- Feeder service that links small rural transit operators to intercity bus service is eligible. The feeder service is not required to have the same characteristics as the intercity service it connects to. For example, the feeder service may be demand-responsive.
- If the feeder service connects to the intercity bus service and one ticket is issued that covers travel on both services, then the rural transit provider must comply with Federal Motor Carrier Safety Administration (FMCSA) regulations.
In-kind Match Provided by Private Sector Carrier

On October 26, 2007, the FTA initiated a pilot project allowing the use of an intercity bus company’s unsubsidized capital expenses as local in-kind match for feeder projects under FTA Section 5311(f). The concept rests on considering the feeder route to be part of a larger project that contains a subsidized feeder segment starting at a rural origin (A) that connects to an intercity bus facility in city B, which is followed by un-subsidized segment operated by the intercity bus company that connects City B to City C.

Table 5-1 shows an example (provided by FTA) of how the in-kind match works, and it assumes a 50/50 match for operating assistance. First, the feeder service (A to B) has a net operating cost of $10,000 which in this example is fully-subsidized by 5311(f) funds. The intercity bus company service that connects City B to City C results in capital expenses of $10,000 dollars that may be used as in-kind match for the total project. Thus, when the total project (A to C) is considered in the lowest part of Table 5-1, $10,000 of 5311(f) funds are matched by $10,000 of in-kind match provided by the intercity bus carrier. The result is of great benefit to the rural carrier entity, which has not been forced to supply matching funds from its own resources.

The pilot project will remain in effect until SAFETEA-LU is reauthorized. States will be allowed to apply to use this source of in-kind match during that time. However, Greyhound is working to ensure that this source of in-kind match will be included in the reauthorization bill.

Table 5-1. Simplified Example of Private Sector In-kind Match

<table>
<thead>
<tr>
<th>Feeder Service – rural community A to intercity bus terminal in city B</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Operating Costs</td>
</tr>
<tr>
<td>Less Farebox Revenue</td>
</tr>
<tr>
<td>Net Operating Costs</td>
</tr>
<tr>
<td>Service operates 2 round trips per day, 5 days per week 1,000 miles total @ $15/mile.</td>
</tr>
<tr>
<td>Based on weekly ridership of 20 passengers who use the feeder to connect with intercity service at Point B.</td>
</tr>
<tr>
<td>Subsidized by 5311(f).</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Connecting Service – from intercity bus terminal in City B to Big City C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Operating Costs</td>
</tr>
<tr>
<td>Less Operating Costs</td>
</tr>
<tr>
<td>Value of Capital contributed by private operator</td>
</tr>
<tr>
<td>Documented fully allocated costs (both capital and operating) of unsubsidized privately operated service – 2 trips each day that connect with feeder service (10 trips per week). 500 hours of service @ $40/hour. (If there are more trips per day that do not connect with the feeder, those costs aren’t counted.)</td>
</tr>
<tr>
<td>The operating portion of the fully allocated costs is not allowable as in-kind match because the private operator is not operating at a loss, so farebox revenues are presumed to cover all the operating costs. Capital cost of contracting ratios may be used to determine the percentage of the total unsubsidized cost of the private service attributable to capital – 50% if no FTA provided vehicles are used. The remainder is operating costs.</td>
</tr>
<tr>
<td>May be used as in-kind match.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>FTA Assisted Project – Service from rural community A to Big City C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operating Deficit Segment A-B</td>
</tr>
<tr>
<td>Capital Costs Segment B-C</td>
</tr>
<tr>
<td>Net Cost of Project A-C</td>
</tr>
<tr>
<td>Funded by 5311(f) – Federal Share</td>
</tr>
<tr>
<td>In-Kind Match – Local Share</td>
</tr>
<tr>
<td>Net Project Cost – included in program of projects and in TEAM Budget</td>
</tr>
</tbody>
</table>
Other States’ 5311(f) Programs

The following sections will describe how several states have used 5311(f) funds to support the intercity bus industry in their states.

Iowa

The Iowa Department of Transportation (IDOT) has had an Intercity Bus Assistance Program since 1999. The program is open to “private intercity bus companies, to firms wishing to start intercity bus service, to public transit agencies either operating or proposing to operate intercity bus services or terminals, and to local communities wishing to support intercity bus connections in their community” (Iowa DOT, 2008). IDOT solicits funding proposals and then funds intercity bus projects from the following priority ranking:

- To provide support for existing intercity routes. Successful applications are funded at approximately $0.20 per mile.
- To provide support for new feeder routes from non-urban communities to intercity bus terminals connected to the nationwide intercity bus network. Funding can be provided up to $0.50 per mile for new feeder routes or up to $0.20 per mile for routes that duplicate existing feeder routes. These services must be Americans with Disabilities Act (ADA) accessible.
- To increase public awareness of the intercity bus program/service through marketing projects. Marketing for new routes is funded at an 80/20 federal to non-federal share, with a federal cap of $12,000 per route. Marketing for existing routes is funded at an 80/20 federal to non-federal share, with a federal cap of $5,000 per carrier. The funding is confined to non-labor costs.
- To help provide upgraded equipment and facilities (such as the addition of accessibility features required by the ADA). The highest priority for this category is vehicles for new routes, with terminal improvements as the next highest priority.

Project applications must be submitted annually and be reviewed and selected for funding by Iowa DOT staff. Project proposals are evaluated based on a cost benefit relationship. Iowa DOT may request that it and the applicant meet to restructure the proposal in order to obtain a more acceptable cost benefit ratio. Operation projects generally cover a one-year period. Capital improvement projects must obligate funds within a one-year period and implement the project within a reasonable period based on the nature of the project. Intercity bus service providers must comply with various federal requirements and hold proper interstate or intrastate operating authority (Iowa DOT, 2008).

Georgia

The Georgia Intercity Bus Program utilizes 5311(f) funds to provide support to public transportation providers serving both rural and urban locations. Only private, for-profit intercity providers are eligible for this program. The program consists of vehicle purchase, signage, and marketing elements; there is no operating assistance provided under this program. Under the
Vehicle Purchase program, GDOT purchases the intercity bus coaches and leases them to eligible intercity bus service providers. 80% of the total project cost is federal funds while the remaining 20% is the local matching funds from the private providers. Georgia’s program has also funded “trailblazer” signs to intercity bus stations and a marketing campaign to alert the public when the location of the intercity bus terminal in Atlanta changed (Georgia DOT, 2005).

**Washington**

The Washington Department of Transportation (WSDOT) has been an innovator in 5311(f) programs. It was the source of the private sector in-kind initiative described earlier in Section 5 of this report.

In a new program from WSDOT, the WSDOT Rural Intercity Program became the grantee for 5311(f) operating assistance, allowing it to contract with transportation providers to supply feeder routes that bring rural residents to intercity bus stations. WSDOT employees evaluate the intercity bus needs of the state to allow them to select a potential route to be established or revived. WSDOT then publishes a request for proposals (RFP) for transportation providers to bid on providing the service. Qualified bidders need FMCSA certification and must meet FMCSA insurance requirements. As recipients of FTA funds, they must also meet requirements for Drug-Free Workplace, Drug and Alcohol testing, the ADA, etc. WSDOT reviews the applications and selects a carrier.

The following categories are among those eligible for 5311(f) funds in these new WSDOT projects:

- Vehicles (if required)
- Equipment to provide accessibility
- Computers and other equipment to provide interline ticketing
- Signage
- Facilities at the receiving station that are used by the 5311(f) riders

WSDOT Rural Intercity Program projects will use private sector in-kind match. In Washington, the intercity bus company receiving the 5311(f) passengers requires the following of the feeder route contractor:

- “Connecting service (to Greyhound) should be scheduled, not demand-responsive (so the schedule information system can quote times to customers).
- Connecting carriers should have proper operating authority and insurance levels.
- Connecting service should be operated at least five days per week.
- Connecting service should not duplicate existing service either by Greyhound or another carrier or subsidized transit service.
- Connecting carriers should offer proper ticketing and package express service.
- Connecting carrier information should be available nationwide as part of the national intercity bus network” (Washington DOT, 2007).
WSDOT began the first route in this program in December 2007. Service is provided between Wall Walla (the biggest town in the state without intercity bus service) and Pasco by Central Washington Airporter. This feeder line replaces a route abandoned by Greyhound in 2005. The service provides connections not just to Greyhound but also to Amtrak, Ben Franklin Transit, and Valley Transit. It can provide connections to these other entities because it makes scheduled connections at Greyhound that mesh with Greyhound’s operating schedule. In September 2008 and October 2008, two more feeder lines are scheduled to go into operation. All three routes will operate under the Travel Washington brand.

**Alabama’s Selma to Montgomery Project**

Alabama currently has one intercity bus support project providing a feeder route from Selma, AL to the Greyhound station in Montgomery, AL. ALDOT contributes 5311 funds rather than 5311(f) funds to this project, but it demonstrates how feeder routes can be used in Alabama.

This route operates three round trips per day (365 days per year) with no intermediate stops. It is operated by a 5311 provider, West Alabama Public Transportation (WAPT) and began operations in June 2005. An independent agent not affiliated with WAPT sells tickets, and the service is interlined with Greyhound. The agent leases the station from Capital Trailways. Riders in the Selma area can be picked up at home to begin the trip by purchasing a standard demand/response trip from WAPT. Ridership averaged approximately 500 passengers per month for the first five months of 2008.

The route is supported on a per-mile basis both by Greyhound and by 5311 funds from ALDOT. WAPT supplies local match. WAPT has FMCSA authorization to act as an intercity carrier and is covered by appropriate insurance. As a 5311 provider, WAPT also satisfies Drug-Free Workplace, etc. required for providers who receive FTA funds.

**Consultations**

Researchers spoke with individuals representing four groups to discuss alternatives for a potential 5311(f) program in Alabama:

**Capital Trailways**

Capital Trailways President Frank Montgomery, III described Trailways business as roughly 85% charter and 15% intercity bus. He recommended feeder lines as beneficial to rural residents, the State of Alabama, and to intercity bus concerns. Mr. Montgomery expressed a desire for Trailways to become involved in a 5311(f) program and described a potential feeder route involving Trailways that is described later in Section 5.
**ALDOT**

Senior Transportation Planner in the Bureau of Transportation Planning and Modal Programs Mr. Joe Nix described several areas he believes should be emphasized when considering 5311(f) programs:

- Pockets of need for rural intercity bus service should be identified. After these identifications, surveys should be conducted to determine if ridership will support service in these areas.
- Feeder routes appear to be one of the best potential uses of 5311(f) funds.
- Funds may also be well spent to obtain over road coaches for private providers (similar to the Georgia DOT efforts described earlier in Section 5).
- Station facilities are usually not owned by Greyhound but by independent agents. Mr. Nix indicated that expending 5311(f) funds to upgrade station facilities may not be a successful use of 5311(f) funds because the independent agents may elect to leave the business at any time.

**WAPT**

Mr. Bobby Armstead, Executive Director of West Alabama Public Transportation (WAPT) provided much of the information about the Selma to Montgomery feeder route described in this section. As a 5311 provider, Mr. Armstead believes that an expansion of the feeder route system will benefit all parties involved and significantly enhance the ability of rural residents to access nation-wide intercity bus destinations.

**Greyhound**

Mr. Randy Isaacs of Greyhound’s State Government Affairs Office provided a view that emphasized Greyhound’s desire to work cooperatively to implement 5311(f) activities as well as emphasizing the importance of consulting with Greyhound before plans are implemented. He also emphasized Greyhound’s potential role as a recipient of 5311(f) funds through operating subsidies. Several of Mr. Isaacs’ points follow:

- After the question of Governor’s Certification is decided, Mr. Isaacs endorses the idea of an annual consultation meeting involving ALDOT, Greyhound, Capital Trailways, 5311 providers, ABA, etc. to help formulate projects for 5311(f) funds. Greyhound would be pleased to bring their scheduling personnel to such meetings to help identify potential feeder routes.
- Greyhound will contribute private-sector in-kind matching funds for appropriate feeder routes. He expressed his desire to explore doing so for the Selma to Montgomery route already being operated by WAPT.
- Greyhound would be pleased to work with ALDOT and other groups in a variety of 5311(f) projects, including operating subsidies to Greyhound, feeder services, bus capital projects, facilities capital projects, etc.
• The 5311(f) program prohibits supporting purely commuter transportation activities. However, if a feeder route delivers rural residents to intercity bus locations by scheduled service, commuter riders may be included as part of the passenger mix.

• For other providers to deliver intercity bus riders to its facilities, Greyhound requires those providers to meet the following requirements (WAPT has already met these requirements.):
  o Have FMCSA operating authority
  o Have appropriate insurance coverage
  o Have membership in the Federal Bus Traffic Association
  o Have an interline relationship with Greyhound
  o Have a bus terminal license agreement with Greyhound to enter Greyhound property

• Greyhound agrees that rider surveys are important for selecting potential feeder routes. Greyhound believes survey responses are necessary from passengers in bus stations asking where passengers wish to travel as well as asking about the intercity travel experience (buses, drivers, ticketing, food, etc.)

Examples of Potential Service Additions

Researchers spoke with ALDOT, Capital Trailways, 5311 providers, and Greyhound concerning their ideas for potential feeder services in Alabama. Several examples follow. However, these examples are meant only to illustrate how different providers could contribute to improved intercity bus service. They have not received the detailed background checks necessary to determine if sufficient ridership would be generated, if appropriate scheduling connections could be made with Greyhound service, and other important questions.

Mobile to Tuscaloosa

Capital Trailways described a potential feeder route connecting Mobile to Tuscaloosa that is illustrated in Figure 5-1. The route helps to fill a gap in rural citizens’ access to intercity bus travel in West Alabama. The route could include stops at the cities shown in Figure 5-1 but may additionally service several small communities just north of Mobile that will feed workers to the new ThyssenKrupp steel manufacturer located in Mt. Vernon, AL.

The potential route could have the following characteristics:

• Capital Trailways receives a 5311(f) grant through ALDOT
• Greyhound provides local in-kind match
• 5311 providers bring demand-response passengers to stations along the route
Figure 5-1. Example feeder route: Mobile to Tuscaloosa.
**Birmingham to Columbus, GA**

This potential route is shown in Figure 5-2 and connects Birmingham, AL to Columbus, GA with Opelika, AL as an intermediate stop where passengers could be transferred to other routes. This route could serve other towns such as Childersburg, Sylacauga, and Alexander City and restore intercity bus service through a significant portion of east-central Alabama. This potential feeder route could be operated by Greyhound and include a 5311(f) operating subsidy through ALDOT.
Figure 5-2. Example operating subsidy route: Birmingham to Columbus.
Figure 5-3 demonstrates a potential feeder route in northwest Alabama that could be operated by a 5311 provider or providers. The Northwest Alabama Council of Local Governments (NACOLG) provides rural transit services in five northwest Alabama counties and could be a principle player in coordinating this effort. The potential route could have the following characteristics:

- A rural transit provider (or providers) receives a 5311(f) grant through ALDOT
- Greyhound provides local in-kind match
Figure 5-3. Example feeder route: Northwest Alabama.
6.0 Conclusions

Researchers employed a variety of methodologies to evaluate the state of intercity bus service in Alabama:

- Reviewed state and federal intercity bus regulations
- Collected data on intercity bus trends in the state
- Interviewed ALDOT, Greyhound, Capital Trailways, and rural transit provider personnel
- Evaluated a cross-section of existing intercity bus stop facilities statewide
- Reviewed methods other states use to enhance intercity bus travel
- Investigated potential 5311(f) service additions that would benefit intercity bus travel in Alabama

Among the facts the investigation revealed were the reduction of intercity bus stops in Alabama from 81 in 2001 to 13 in 2008. Additionally, in 2001, only 17% of the state was not within a 20-mile radius of a bus station, but by 2008, more than 60% of the state lies more than 20 miles from a bus station. Sizeable cities such as Decatur, Prattville, and Hoover do not receive intercity bus service. Intercity bus service is not well connected to other rural transit service; the only project where 5311 providers exchange passengers with intercity bus providers is the Selma to Montgomery project. Bus stops in Alabama vary widely in quality and service.

The picture of intercity bus service in Alabama shows that it has contracted precipitously and no longer serves large portions of rural Alabama. The State of Alabama would be well served by improved and increased intercity bus service. For these reasons and after a series of discussions with affected parties, the researchers draw the following conclusions:

- Governor’s Certification that the intercity bus needs in Alabama are met should not be invoked, and 15% of the 5311 funds should be made available for 5311(f) to support intercity bus service.
- 5311(f) funds in Alabama may be most effectively used in the following order of precedence:
  - For planning and marketing for intercity bus transportation
  - For feeder routes to connect with intercity bus service
  - For over the road coaches for private providers
  - For operating subsidies to private providers that provide restored intercity bus routes.
If 5311(f) funds are dedicated to intercity bus service, two actions should be carried out to ensure that they are used most effectively:

- Potential riders should be surveyed to learn their attitudes toward intercity bus service and to help identify the most promising feeder routes. Opportunities to survey potential riders include in rural locations served by 5311 providers and in intercity bus stops.
- Representatives from ALDOT, Greyhound, Capital Trailways, 5311 providers, and other interested parties should meet early in the process to discuss such issues as scheduling, feeder route selection, and private sector in-kind match.
9.0 References

49 United States Code, Section 5311(f), 2007.


Appendix A: Text of 49 USC 5311(f) (As amended by SAFETEA-LU in 2005)

Intercity Bus Transportation.—

(1) IN GENERAL – A State shall expend at least 15 percent of the amount made available in each fiscal year to carry out a program to develop and support intercity bus transportation. Eligible activities under the program include-

   (A) planning and marketing for intercity bus transportation;
   (B) capital grants for intercity bus shelters;
   (C) joint-use stops and depots;
   (D) operating grants through purchase-of-service agreements, user-side subsidies, and demonstration projects; and
   (E) coordinating rural connections between small mass transportation operations and intercity bus carriers.

(2) CERTIFICATION – A State does not have to comply with paragraph (1) of this subsection in a fiscal year in which the chief executive officer of the State certifies to the Secretary, after consultation with affected intercity bus providers, that the intercity bus service needs of the State are being met adequately.
### Appendix B: Intercity Bus Route Summary (as of October 2007)

<table>
<thead>
<tr>
<th>City</th>
<th>Route #</th>
<th>Daily Stops</th>
<th>Stop Notes</th>
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<tbody>
<tr>
<td>Mobile</td>
<td>418</td>
<td>8</td>
<td>4WB, 4 EB</td>
</tr>
<tr>
<td>Evergreen</td>
<td>425</td>
<td>4</td>
<td>2SB, 2NB</td>
</tr>
<tr>
<td>Mobile</td>
<td>425</td>
<td>11</td>
<td>6SB, 5NB</td>
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<tr>
<td>Montgomery</td>
<td>425</td>
<td>11</td>
<td>6SB, 5NB</td>
</tr>
<tr>
<td>Opelika</td>
<td>425</td>
<td>5</td>
<td>2SB, 3NB</td>
</tr>
<tr>
<td>Tuskegee</td>
<td>425</td>
<td>7</td>
<td>5SB, 2NB</td>
</tr>
<tr>
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<td>433</td>
<td>7</td>
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<tr>
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<td>3SB, 2NB</td>
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### Appendix C: Alabama Transit Intercity Bus Transit Study

**Bus State Evaluation Form**

| ALABAMA TRANSIT INTERCITY BUS TRANSIT STUDY 
| BUS STATION EVALUATION FORM |

Station Location: ____________________________________________________________
Hours/Days of Operation: ____________________________________________________

#### Bus Stop

Type: Bus only/ Other _______________________________________________________
Sheltered Ticket Area: Yes / No 
Sheltered Boarding Area: Yes / No 
Public Transit Available: Yes / No 
Bus Stop is Centrally Located: Yes / No  
Sheltered Waiting Area: Yes / No  
Benches Available: Yes / No  
Agent Available: Yes / No  

#### Interior

Air Conditioning: Yes / No 
Rest Rooms: Yes / No 
Eating Area: Yes / No 
Overall Condition: Excellent / Good / Fair / Poor 
Food: Vending machines / Cold Foods / Hot Foods / None 
Handicap Accessible: Yes / No  
Public Phone: Yes / No  
Interior Seating: Yes / No  

#### Exterior

Parking: Yes / No, No of Spaces _________  
Bus Stop Sign Clearly Displayed: Yes / No  
Schedule Posted Yes / No  
Taxi Service Available: Yes / No  
Parking Separated from Terminal: Yes / No  
Hours of Operation Posted: Yes / No  
Overall Condition: Excellent / Good / Fair / Poor  

#### Tickets

Separate Ticket Window: Yes / No  
Schedules Available: Yes / No  
Avg. Tickets Sold: _________ Day / Month  
Number of Buses per Day: _____________  

#### Package Service

Package Service Available: yes / No  
Packages Held for Pickup: Yes / No  

#### Surrounding Area

Well lit: Yes / No  
Safety: (Unsafe) 1 2 3 4 5 (Very Safe)  
Clean: Yes / No  

**NOTE:** Form prepared by UTCA research team.