

## CHAPTER 10: RECOMMENDED PLAN

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### **RECOMMENDED SERVICE CHANGES**

#### **General Service**

Two systemic service changes are recommended. One of these involves shifting the service day so that it runs from 5:00 a.m. to 8:00 p.m. on weekdays and from 7:00 a.m. to 5:00 p.m. on Saturdays. The second change involves having buses on the main City of Sheboygan fixed routes leave at the top (:00) and at the bottom (:30) of the hour.

#### **Changing Service Hours on Weekdays and Saturdays**

Changing service hours on weekdays would involve the following:

- Service hours would be from 5:00 a.m. to 8:00 p.m. Monday through Friday on numbered City of Sheboygan routes (3 North through 10 South). Service would be provided every half hour from 5:00 a.m. to 5:00 p.m., and would be provided hourly (with alternating North and South Shuttles) from 5:00 p.m. to 8:00 p.m. North and South Shuttles would also operate at the end of the service day at 8:00 p.m. on weekdays.
- Route 20 North would run at the following times on weekdays: 5:30 a.m., 6:30 a.m., 7:00 a.m., 11:00 a.m., and 7:00 p.m. Route 20 South would run at the following times on weekdays: 9:00 a.m., 1:00 p.m., 3:30 p.m., and 6:00 p.m. With the exception of the half hour Kohler Company Special run at 6:30 a.m., all other trips on Route 20 would be one hour in length.
- Route 40 would run every half hour from 12:15 p.m. to 8:15 p.m. on weekdays between mid-June and Labor Day weekend.

Changing service hours on Saturdays would involve the following:

- Service hours would be from 7:00 a.m. to 5:00 p.m. on Saturdays on numbered City of Sheboygan routes. Service would be provided once every hour (leaving at the bottom of the hour on the “north” routes, and leaving at the top of the hour on the “south” routes). Alternating North and South Shuttles would be provided throughout the service day on Saturdays. North and South Shuttles would also operate at the end of the service day at 5:00 p.m. on Saturdays.
- Route 20 North would run at the following times on Saturdays: 9:00 a.m., 12:00 noon, and 3:00 p.m. Route 20 South would run at the following times on Saturdays: 11:00 a.m. and 1:00 p.m. All of these trips would be one hour in length.
- Route 40 would run every half hour from 11:15 a.m. to 5:15 p.m. on Saturdays between mid-June and Labor Day weekend.

#### **Having Buses on the Main City of Sheboygan Fixed Routes Leave at the Top (:00) and at the Bottom (:30) of the Hour**

Buses for Routes 3, 5, 7 and 10 North and South would leave at the top (:00) and at the bottom (:30) of the hour, as opposed to leaving at 15 minutes and 45 minutes after the hour as they do now. Route 20 would leave at times similar to the times it leaves now (within the framework of the new service hours), but departure times would be adjusted so that they are consistent with the

City of Sheboygan routes. Seasonal Route 40 will continue to leave at 15 and 45 minutes after the hour for two reasons (1) avoiding congestion with all other buses leaving at the top and bottom of the hour; and (2) Route 40 focuses on tourism, and does not involve many connections to other Shoreline Metro routes.

### **Route-Specific Service Changes**

#### **Regular Routes and Shuttle Routes**

No route-specific service changes are being recommended at this time. Shoreline Metro management believes that routes (which were adjusted not long ago) are operating satisfactorily, and opted against changes for the time being, especially given the situation with COVID-19. The route structure will be examined at a later date, and adjustments will be made if necessary.

Map 10.1 shows the current route structure, which continues to be recommended at this time.

#### **School Tripper Routes**

Each year, parents of children who will be students in the Sheboygan Area School District and who reside in the City of Sheboygan portion of the transit service area will be surveyed to plan for school tripper routes in the upcoming school year. Surveys will be sent out in April, and are due back at the end of the school year in early June. Shoreline Metro staff will plan the school tripper routes based on survey feedback in the remainder of June and throughout the month of July. A guide to the school tripper routes for the upcoming school year will be published in August.

### **ADA Paratransit Service**

Shoreline Metro began operation of Metro Connection (previously known as Regional Transit Connection) at the beginning of 2007. Metro Connection provides ADA paratransit service for residents of the Shoreline Metro service area (Cities of Sheboygan and Sheboygan Falls and the Village of Kohler) residing within 0.75 miles of any Shoreline Metro route. Passengers need to go through a certification process in order to be eligible for this service. ADA paratransit service hours are the same as regular fixed-route service hours (5:00 a.m. to 8:00 p.m. on weekdays and 7:00 a.m. to 5:00 p.m. on Saturdays).

For disabled persons deemed ineligible to utilize ADA paratransit service, buses on the fixed routes of Shoreline Metro are fully accessible.

Shoreline Metro also operates Metro Connection throughout Sheboygan County as a transportation service for elderly (60+) and disabled county residents. Shoreline Metro and the Sheboygan County Health and Human Services Department entered into a contract for the provision of this service in early 2007.

The TDP recommends that Shoreline Metro continue to directly provide ADA paratransit service within its service area as well as elderly and disabled paratransit services throughout Sheboygan County.

Map 10.2 shows the recommended ADA paratransit service area for Shoreline Metro.

## **FINANCIAL PLAN**

A preliminary financial plan has been prepared which identifies projected operating costs and revenue sources. Operating costs for all transit services (including fixed-route service, ADA paratransit service and elderly and disabled paratransit service provided to Sheboygan County) were projected using the cost allocation model identified in Chapter 7 of the TDP (adjusted for increases in costs in future years) and the estimated operating characteristics of transit service from 2021 to 2025.

Costs have been projected for all transit and paratransit operations. All of these cost elements are shown in Table 10.1. The costs of all services (including fixed-route service, ADA paratransit service and elderly and disabled paratransit service provided to Sheboygan County) are assumed to increase at a rate of one percent per year between 2021 and 2025. Costs shown in Table 10.1 assumed that route changes for the fixed-route transit service will be implemented at the beginning of any given calendar year.

Projected revenues are also shown in Table 10.1. Combined Federal Section 5307 revenues and State Section 85.20 (general operating) revenues are assumed to be approximately 52.8 percent of WisDOT recognized base service level costs for all years covered by this TDP.

A portion of the City of Sheboygan's Community Development Block Grant (CDBG) entitlement funding is assumed to be utilized for transit operations in every year covered by this TDP. This amount is assumed to be \$42,493 each year, which is the same as it has been for several years.

Municipal funding of transit begins at a base level of \$519,515 for the City of Sheboygan, \$38,696 for the City of Sheboygan Falls, \$13,366 for the Village of Kohler, and \$90,000 for the Sheboygan Area School District in 2021. Municipal funding of transit is assumed to increase by 2.97 percent between 2021 and 2022, by 2.91 percent between 2022 and 2023, by 2.86 percent between 2023 and 2024, and by 2.81 percent between 2024 and 2025. Municipal funding of transit is expected to cover 15.89 percent of total expenses in 2021, 16.20 percent of total expenses in 2022, 16.50 percent of total expenses in 2023, 16.81 percent of total expenses in 2024, and 17.11 percent of total expenses in 2025.

Revenue which Sheboygan County directly provides for the Metro Connection (countywide paratransit service for the elderly and disabled) begins at a base level of \$363,233 in 2021, an increase of 9.6 percent over the 2020 level of \$331,421. This level is expected to remain flat over the period covered by this TDP.

Farebox revenues used to finance regular fixed-route transit service amount to \$380,000 in 2021, then are expected to stay flat each year throughout the period covered by this TDP. Fixed-route farebox funding of transit covers 9.12 percent of total expenses in 2021, 9.03 percent of total expenses in 2022, 8.94 percent of total expenses in 2023, 8.86 percent of total expenses in 2024, and 8.77 percent of total expenses in 2025.

Farebox revenues from Metro Connection/paratransit passengers begin at a base level of \$292,000 in 2021, then are expected to stay flat each year throughout the period covered by this TDP.

Other revenues (advertising services, recycled materials, damage fees, interest on investments, rental income, sale of equipment, insurance rebates, etc.) are expected to remain flat over the period covered by this TDP.

Capital expenditures are identified in Table 10.3. Federal grants (generally covering 80 percent of the cost of capital items) and City of Sheboygan matching funds (generally covering the remaining 20 percent of the cost of capital items) will cover capital costs.

Table 10.1: Proposed Financial Plan

Item	Expenses					
	2020	2021	2022	2023	2024	2025
<b>Total Transit and Paratransit Operations</b>	<b>\$3,902,191</b>	<b>\$4,164,622</b>	<b>\$4,206,268</b>	<b>\$4,248,331</b>	<b>\$4,290,814</b>	<b>\$4,333,722</b>
Source	Revenues					
	2020	2021	2022	2023	2024	2025
Federal and State Funds	\$2,197,921	\$2,246,717	\$2,268,715	\$2,290,933	\$2,313,374	\$2,336,038
HUD CDBG Entitlement Funds	\$42,493	\$42,493	\$42,493	\$42,493	\$42,493	\$42,493
City of Sheboygan	\$519,515	\$519,515	\$534,944	\$550,528	\$566,267	\$582,164
City of Sheboygan Falls	\$38,696	\$38,696	\$39,845	\$41,006	\$42,178	\$43,362
Village of Kohler	\$13,366	\$13,366	\$13,763	\$14,164	\$14,569	\$14,978
Sheboygan Area School District	\$90,000	\$90,000	\$92,673	\$95,372	\$98,099	\$100,853
Sheboygan County (Paratransit)	\$331,421	\$363,233	\$363,233	\$363,233	\$363,233	\$363,233
Farebox - General Operating	\$255,000	\$380,000	\$380,000	\$380,000	\$380,000	\$380,000
Farebox - Metro Connection/Paratransit	\$204,000	\$292,000	\$292,000	\$292,000	\$292,000	\$292,000
Other Revenue	\$187,376	\$178,602	\$178,602	\$178,602	\$178,602	\$178,602
<b>Total Revenues</b>	<b>\$3,879,788</b>	<b>\$4,164,622</b>	<b>\$4,206,268</b>	<b>\$4,248,331</b>	<b>\$4,290,814</b>	<b>\$4,333,723</b>
<b>Balance*</b>	<b>(\$22,403)</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

\*The negative balance in 2020 is expected to be made up with special federal funding provided through the "Coronavirus Aid, Relief, and Economic Security" (CARES) Act.

Source: Shoreline Metro, 2020 (for 2020 and 2021 expenses and revenues); and Bay-Lake Regional Planning Commission, 2020.

## **FARE POLICY**

A fare policy has been recommended for Shoreline Metro to provide multi-year guidance to the staff, the Transit Commission and the Common Council for setting and changing fares. The fare policy has considered goals and objectives established for the TDP, where feasible. The fare policy also is cognizant of sentiment that fares should remain reasonable for passengers throughout the period covered by this TDP.

The recommended fares are indicated in Table 10.2, along with the existing 2020 fare structure. Full cash fares are recommended to increase from \$1.75 in 2020 to \$2.00 in 2021, then will remain at \$2.00 throughout the period covered by this TDP. Adult and student tokens are recommended to be eliminated for three reasons: (1) simplification of the fare structure; (2) the majority of students (who attend Sheboygan Area School District schools) now ride free of charge; and (3) there will be a move toward more “contactless” payment systems post-COVID 19.

Sheboygan Area School District (SASD) students will ride free of charge with proper student identification; this is pursuant to an agreement between Shoreline Metro and the SASD that started in July 2018 in which the SASD pays Shoreline Metro an agreed amount in exchange for providing free rides for its students regardless of trip purpose or time of the day or year. However, student punch cards are recommended to continue to be offered at the cost of \$13.00 for 20 trips for those students who are not enrolled in the SASD.

The monthly pass should remain at \$48.00, and the day pass should continue to be offered for \$3.00 throughout the period covered by this TDP; one incentive that is recommended is offering six day passes (an \$18 value) for the price of five day passes (\$15). Fares should continue to be established in five-cent increments so that providing correct change remains as convenient as possible.

Table 10.2 also indicates that children under the age of 5 should continue to ride free of charge with appropriate supervision. On the other hand, transfers are recommended to be eliminated for two reasons: (1) moving riders to day and monthly passes; and (2) again, there will be a move toward more “contactless” payment systems post-COVID 19, including a decrease in drivers accepting paper from passengers.

Shoreline Metro will maintain discounted fares for senior citizens (defined for Shoreline Metro as persons age 65 and older), individuals with disabilities and veterans at all times of operation, in accordance with federal law in the case of senior citizens and individuals with disabilities. The discounted fare for these passengers will be 50 percent of the full cash fare. The elderly, disabled and veteran half fare is recommended to be \$1.00 over the period covered by this TDP. Elderly, disabled and veteran riders also have the option to purchase a half fare 20-ride pass for \$10.00; this fare option should also be continued throughout the period covered by this TDP.

Other special fare categories include “group fares” and the Harbor Centre Express day pass. “Group fares” apply to groups of ten or more passengers traveling together and having the same origin and destination. The “group fare” will increase from 85 cents to \$1.00 in 2021, then will remain at \$1.00 over the period covered by this TDP. The Harbor Center Express day pass (good on Route 40 only, in season) will remain at \$1.00 over the period covered by this TDP.

The ADA paratransit cash fare is recommended to decrease from \$3.50 to \$3.00 in 2021, then will remain at \$3.00 throughout the period covered by this TDP. This is being done so that the ADA paratransit cash fare matches Sheboygan County’s elderly and disabled transportation cash fare (which is expected to increase to \$3.00 in 2021). Premium services will be provided at double the ADA regular fare (\$6.00). Premium services include the following:

- Same Day Reservation – Customers will be able to call and schedule a trip on the same day. Trips will only be permitted based on availability. Customers are still encouraged to make trip reservations in advance.
- Same Day Changes – Customers will be able to call and modify a trip on the same day the trip is to be provided.
- Second Bus – Customers that “no show” on their return trip home will be able to call and request a second bus to pick up the customer.

Table 10.2: Recommended Fare Structure

Fare Category	Actual Fare	Recommended Fare				
	2020	2021	2022	2023	2024	2025
Full Cash Fare	\$1.75	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00
Adult Tokens - each*	\$1.30	Eliminated	Eliminated	Eliminated	Eliminated	Eliminated
Student Tokens - each* (K - 12)	\$1.10	Eliminated	Eliminated	Eliminated	Eliminated	Eliminated
Student Punch Cards (Good for 20 Rides)	\$11.00	\$13.00	\$13.00	\$13.00	\$13.00	\$13.00
Sheboygan Area School District (SASD) Students**	Free	Free	Free	Free	Free	Free
Elderly/Disabled/Veteran Half Fare***	\$0.85	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00
Elderly/Disabled/Veteran Half Fare 20-Ride Punch Card***	\$8.50	\$10.00	\$10.00	\$10.00	\$10.00	\$10.00
Group Fares	\$0.85	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00
Children Under Age 5 (with appropriate supervision)	Free	Free	Free	Free	Free	Free
Transfers (with fare payment)	Free	Eliminated	Eliminated	Eliminated	Eliminated	Eliminated
Day Pass****	\$3.00	\$3.00	\$3.00	\$3.00	\$3.00	\$3.00
Monthly Pass	\$48.00	\$48.00	\$48.00	\$48.00	\$48.00	\$48.00
Harbor Centre Express Day Pass	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00
ADA Paratransit Cash Fare*****	\$3.50	\$3.00	\$3.00	\$3.00	\$3.00	\$3.00

\*All tokens have been sold in packages of ten.

\*\*With proper student identification. Free rides are provided per an agreement between Shoreline Metro and the SASD, which pays a fixed amount for these rides each year.

\*\*\*With proper identification (Medicare card or Wisconsin driver license/identification card for elderly, Shoreline Metro identification card or ADA paratransit certification for disabled, and VA identification card or other evidence of status for veterans) as proof of eligibility. Half fare is valid on all days and at all times of service. "Elderly" is defined as age 65 and older.

\*\*\*\*A six-pack of day passes can also be purchased for \$15.

\*\*\*\*\*Premium services are also available, and are described in the narrative.

Source: Shoreline Metro, 2020; and Bay-Lake Regional Planning Commission, 2020.

Discounted fares are offered through the purchase of day passes and monthly passes. Discounts for these fare mechanisms are approximately:

- Day passes: 25 percent of the corresponding full cash fare (if purchasers ride twice in a day); and
- Monthly passes: 40 percent of the corresponding full cash fare (if purchasers ride 40 times per month).

The monthly pass benefits the most frequent users of the transit system.

Transit management should continue to approach business and industry leaders in the community to promote giving employees monthly passes or tokens as a tax-deductible benefit of employment.

### **CAPITAL IMPROVEMENTS**

Table 10.3 lists capital projects for Shoreline Metro for the period covered by this TDP. Of these projects, four capital items are recommended for 2021, four capital items are recommended for 2022, one capital item is recommended for 2023, one capital item is recommended for 2024, and no capital items are recommended for 2025.

Table 10.3: 2021 – 2025 Capital Improvements Program: Shoreline Metro

Project Description	Quantity	Funding Source	Total Cost	Year
Replacement of County Paratransit Vehicle	1	FTA Section 5310	\$80,000	2021
Replacement of Paratransit Vehicle	1	FTA Section 5339	\$80,000	2021
Transit Administrative and Maintenance Facility Improvements	1	FTA Section 5307/ CARES Act	\$200,000	2021
Replacement of Paratransit Vehicles	2	FTA Section 5307/ CARES Act	\$180,000	2021
Replacement of County Paratransit Vehicle	1	FTA Section 5310	\$80,000	2022
Replacement of 35-Foot Fixed-Route Buses	5	CMAQ	\$2,300,000	2022
Replacement of 35-Foot Fixed-Route Bus	1	FTA Section 5339	\$460,000	2022
Replacement of 35-Foot Fixed-Route Buses*	6	Volkswagen Mitigation Settlement	\$2,769,000	2022
Replacement of County Paratransit Vehicle	1	FTA Section 5310	\$80,000	2023
Replacement of County Paratransit Vehicle	1	FTA Section 5310	\$80,000	2024

\*Up to six(6) vehicles will be obtained by Shoreline Metro. The award from the Wisconsin Department of Administration is for six (6) vehicles.

Source: Shoreline Metro, 2020; and Bay-Lake Regional Planning Commission, 2020

### **2021 Capital Improvements**

Four capital expenditures are recommended for calendar year 2021:

- A county paratransit vehicle is expected to be replaced in 2021. This vehicle will be used for Sheboygan County’s elderly and disabled transportation program, which is operated by Metro Connection. The cost of this 2021 project is \$80,000. Federal Transit Administration (FTA) Section 5310 funding will be the federal funding source for this project.
- A Shoreline Metro paratransit vehicle is expected to be replaced in 2021. This vehicle will be used for Shoreline Metro’s ADA paratransit program, which is operated by Metro Connection. The cost of this 2021 project is \$80,000. FTA Section 5339 will be the federal funding source for this project.
- Improvements at the Transit Administrative and Maintenance Facility are expected to take place in 2021. The cost of this 2021 project is \$200,000. Special FTA Section 5307 funding (provided through the “Coronavirus Aid, Relief, and Economic Security” (CARES) Act) will be the federal funding source for this project.
- Two Shoreline Metro paratransit vehicles are expected to be replaced in 2021. These vehicles will be used for Shoreline Metro’s ADA paratransit program. The cost of this 2021 project is \$180,000. Special FTA Section 5307 funding (provided through the CARES Act) will be the federal funding source for this project.

### **2022 Capital Improvements**

Four capital expenditures are recommended for calendar year 2022:

- A county paratransit vehicle is expected to be replaced in 2022. This vehicle will be used for Sheboygan County’s elderly and disabled transportation program. The cost of this 2021 project is \$80,000. FTA Section 5310 funding will be the federal funding source for this project.
- Five (5) Shoreline Metro 35-foot fixed-route buses are expected to be replaced in 2022.

The cost of this 2022 project is \$2,300,000. The Congestion Mitigation and Air Quality (CMAQ) improvement program will be the federal funding source for this project.

- One (1) Shoreline Metro 35-foot fixed-route bus is expected to be replaced in 2022. The cost of this 2022 project is \$460,000. FTA Section 5339 will be the federal funding source for this project.
- Up to six (6) Shoreline Metro 35-foot fixed-route buses are expected to be replaced in 2022. The cost of this 2022 project will be \$2,769,000 (if all six buses are accepted and awarded). The Volkswagen Diesel Emissions Environmental Mitigation Trust will be the main funding source for this project.

### **2023 Capital Improvements**

One capital expenditure is recommended for calendar year 2023:

- A county paratransit vehicle is expected to be replaced in 2023. This vehicle will be used for Sheboygan County’s elderly and disabled transportation program. The cost of this 2023 project is \$80,000. FTA Section 5310 funding will be the federal funding source for this project.

### **2024 Capital Improvements**

One capital expenditure is recommended for calendar year 2024:

- A county paratransit vehicle is expected to be replaced in 2024. This vehicle will be used for Sheboygan County’s elderly and disabled transportation program. The cost of this 2024 project is \$80,000. FTA Section 5310 funding will be the federal funding source for this project.

### **2025 Capital Improvements**

No capital expenditures are recommended for calendar year 2025.

In most cases, the FTA would provide 80 percent of transit capital funds for each purchase, while the City of Sheboygan (or Sheboygan County in the case of county paratransit vehicles) would provide the remaining 20 percent of funding for these capital purchases. For the project funded by the Volkswagen Diesel Emissions Environmental Mitigation Trust, 80 percent of funding will come from this source, with the 20 percent “local match” coming from a reduction in state shared revenues provided to the City of Sheboygan. For the two projects funded by special FTA Section 5307 funding (provided through the CARES Act), 100 percent of funding would come from this source.

## **MARKETING RECOMMENDATIONS**

The monitoring program discussed in this chapter supports marketing because on-time performance is an important characteristic of good service. In order to provide good service, it is essential to have information that may be used by management for evaluation of the service and continuous improvement of that service. The Sheboygan Transit Commission and the Shoreline Metro management and staff must maintain a customer orientation in every implementation activity. Some individual promotional activities have been identified that will enhance these implementation and marketing efforts.

The following marketing recommendations come from the Shoreline Metro Marketing Plan prepared by Brecon Hill Consulting. Some of the recommendations in the original marketing



plan have been excluded from the TDP because they have already been implemented.

### **Build Adult Ridership**

Some of Shoreline Metro's ridership losses are because of an increased unemployment level in recent months. Nearly three-fourths of Shoreline Metro's riders are between the ages of 18 and 64. The following strategies are recommended to market to potential adult riders:

- Institute a fall adult ridership campaign using an appropriate mix of paid media. The campaign should normally last from mid-September through mid-November. However, if election advertising makes advertising cost prohibitive, then this campaign should be rescheduled for the following spring.
- Devise one or more standard incentives to use in ridership promotions.
- Conduct a "shop by bus" promotion between November and Christmas that would help residents of the service area to become more aware of the major retailers and popular shopping areas served by Shoreline Metro. This promotion could have a general shopping theme or it could involve a special offer (like a family shopping pass, sponsored free rides, etc.). After evaluating this promotion, it could also be run at one other non-holiday time, such as spring, or in August as a "Do your back-to-school shopping by bus" promotion. Some of these promotions could have a component directed to senior citizens.
- Create an overall method of promoting individual routes or selected groups of routes through direct mail promotions.
- Assess potential sources for acquiring contacts for those who are unemployed, and design an appropriate marketing effort for this group. Through a direct promotion of the transit system, but ideally in conjunction with a corporate sponsor, Shoreline Metro could offer a special discount, a subsidized pass or multi-ride ticket, or some other form of assistance. With a sponsor involved, this program could have a title that would include their name.

### **Promote Current Fare Pre-Payment Options/Research Potential Changes That Could be Used to Increase Ridership**

A significant number of Shoreline Metro passengers are using monthly and daily passes. This is to Shoreline Metro's advantage, since it also implies a high level of customer loyalty. It also implies that the customers using pre-payment options are also the system's most frequent riders. However, there should be increased promotion as well as additional research and discussion regarding the advancement of pre-payment options in order to increase ridership. The following strategies are recommended in the areas of promoting current fare pre-payment options and research of potential changes that could be used to increase ridership:

- Conduct a broader promotion of monthly passes, day passes and other pre-payment options about twice each year.
- Continue to use special messages on destination signs promoting pre-payment options.
- Utilize unused curbside exterior advertising space as well as permanent interior signage.
- Explore new pre-paid and other fare instruments.

**Create Ongoing Evaluation Tools for Shoreline Metro and its Marketing Programs (Including Market Research Activities)**

There are several ways to evaluate marketing efforts. The first of these is ridership, which is already being regularly tracked and reported on. As Shoreline Metro uses more paid media, those media should be evaluated to assure that their performance matches the targeted market, especially when it comes to reach and frequency. Finally, more is needed to be known about Shoreline Metro’s customers such that use of both system-wide and limited scope market research is appropriate. The following strategies are recommended in the area of creating ongoing evaluation tools for Shoreline Metro and its marketing programs:

- As paid media purchases are developed with electronic media, Shoreline Metro should develop target market and reach and frequency standards. For example, in a radio campaign targeted at young adults, a standard needs to be set that assures an appropriate percentage of the available target market is reached by the commercials purchased a minimum number of times.
- Website statistics should be tracked monthly using Google Analytics (assuming that advertising will point to the website as a source for more information).
- Create and conduct an annual customer satisfaction survey using relatively small samples.
- Seek out community-wide surveys by local government planning departments, the news media, colleges and universities, etc., to request that questions about transit be included so as to help guide service and policy initiatives.
- Conduct a limited scope survey of monthly pass users to best understand who they are and their ridership habits; this survey should be conducted every other year.
- Create limited scope surveys online or among riders when needs “quick reads” on opinions and attitudes about a particular subject.

**Research and Structure Potential Partnership and Sponsorship Opportunities**

Partnerships and sponsorships provide transit systems with de facto endorsements from media outlets, influential businesses and institutions, and from other community entities. Partnerships and sponsorships also help create and extend the marketing of transit services beyond the resources of the transit system itself, and help to augment traditional marketing. The following strategies are recommended in the area of researching and structuring potential partnership and sponsorship opportunities:

- Structure a special program for helping unemployed people ride transit to job interviews at no cost or at a reduced cost, and use a sponsorship to help subsidize the cost of the program. Businesses and civic organizations that are concerned about this problem may be likely sponsors.
- Design a way for businesses to sell monthly passes to employees using pre-tax income. Part of this program could be a dollar-for-dollar discount. For example, if an employer pledges to provide a \$2 discount for their employees purchasing a monthly pass, then the transit system would match this pledge; the result would be selling the pass to the employer for \$46, and the employer in turn would sell the pass to their employee for

\$44 pre-tax. It is suggested that an initial group of 10 to 12 employers be approached for such a program. Typically, larger private sector and public sector employers would be most likely to participate in such a program.

- Seek out service-related partnerships in which shift-related trips or extended service could be provided to unserved or underserved areas. For example, there is no service to Lakeland University, which is outside the current transit service area. An entity such as Lakeland University may be willing to pay the remaining cost gap after revenues and available public (federal and state) funding are applied to incremental operating expenses.

### **MONITORING PROGRAM**

A monitoring program is essential to determining the efficiency and effectiveness of the service that is being provided. In the ridership opinion survey conducted for this TDP, respondents emphasized the need for a transit system to run on time, but not ahead of schedule. Shoreline Metro received slightly below average ratings for its on-time performance, so there is definitely room for improvement.

Shoreline Metro should continue its formal program to monitor and track on-time performance. If the transit system's on-time performance (defined by trips running no later than five minutes behind the scheduled time) is less than 95 percent, then operational changes should be considered. Similar tracking should be instituted to arrive at a standard of 0 percent of all trips being ahead of schedule. Additional monitoring is needed for the paratransit operation to assure that at least 95 percent of trips are within 30 minutes of the requested time for pickup for ADA paratransit service. Exceptions to these standards should be made under unusual circumstances, such as poor weather conditions, rail or boat traffic, mechanical breakdowns, full loads, etc. Monitoring of whether the transit system meets these standards should exclude trips made which involve these circumstances in order to ensure a safe transit operation.

In order to monitor productivity for individual routes, passenger ridership data should be collected on a continuous basis. This involves continuing to equip buses and/or drivers with the appropriate equipment to record this information. The data which are collected will continue to help the Shoreline Metro staff to better understand detailed ridership patterns and characteristics over long periods of time.

Finally, boarding and alighting and passenger opinion surveys should be conducted on a biennial basis (boarding and alighting surveys or similar analyses in odd-numbered years and passenger opinion surveys in even-numbered years) to gather more frequent data and perceptions. Riders on both fixed-route and paratransit services should be surveyed in regard to their opinions toward various aspects of Shoreline Metro's services. Questions for the passenger opinion survey should be similar to questions used in previous surveys so that changes in opinion over time can be monitored.

### **LAND USE PLANNING RECOMMENDATIONS**

Land use has a strong relationship with transportation demand and travel patterns. Land use planning and design play an important role in determining the viability of public transportation and the feasibility of serving portions of the service area.

As stated in Goal 6 (and its supporting objectives and standards) in Chapter 8 of this TDP, the Sheboygan Transit Commission should have a greater role in land use decisions. The Sheboygan

Transit Commission should have an opportunity to comment as appropriate on land use proposals which are located within the transit service area. Design of subdivisions, offices and commercial centers within the transit service area should include access for transit vehicles and accessible walkways from potential bus stops. In addition, the Director of the Sheboygan Parking and Transit Utility should work with representatives of all communities in the transit service area on planning and development issues that impact transit.

The Sheboygan Transit Commission should comment on proposed locations of major trip generators. For major transit trip generators that are located outside the transit service area, comments will note that transit service might not be provided to meet the needs of the proposed facility. Key transit trip generators should be located within the transit service area. Any transit service to key generators outside the transit service area shall be evaluated based on the system productivity thresholds identified in Standard 4.1.1 of the Goals, Objectives and Standards for this TDP (Chapter 8), and will be subject to the local governmental unit financing its share of such service.

The development codes of the City of Sheboygan should be reviewed to ensure that appropriate incentives are provided to promote the use of transit. Development requirements and incentives for alternate modes of transportation are major policy issues that must be addressed in the City of Sheboygan and elsewhere in the transit service area. Design requirements are related to incentives for alternate modes of transportation. Design of new buildings should incorporate needs associated with good transit service. These are not limited to dimensions to provide easy access for buses, but also space for bus stops and easy pedestrian access to the facility from the transit stop. In many cases, street design has created a barrier between transit service and the facilities that are meant to be served. Frequently, good pedestrian access is overlooked. It is important to note that in most cases, each transit patron is a pedestrian at both ends of the transit trip.

One of the best land use strategies that can be implemented to support public transit systems involves the creation of sufficient densities of people to use the system. If places of employment and residences are located in proximity to create a concentration of people at both origins and destinations, it is possible to have an efficient transit service. The Shoreline Metro service area has both employment and residential developments that are dispersed throughout the community. Other communities have found that recommended minimum densities of development to support public transportation are seven dwelling units per acre for residential development, and a floor area ratio of 1.0 for commercial and office development. Mixed-use activity centers will also support the use of public transportation. If several opportunities are available for people to shop, eat and conduct personal business near their place of employment, the need for a private automobile will be reduced. This need for use of a private automobile may be further reduced by including residential development as part of high-density, mixed-use activity centers. Commercial developments within residential neighborhoods may reduce the need for automobile trips. The existence of neighborhood commercial centers may also reduce the need to use a private automobile to travel to one's place of employment. If a person is able to walk to a neighborhood store, there is no longer a need to drive a car to work and make a stop on the way home. Therefore, public transportation may become more attractive as a means of traveling to and from work.

One of the first considerations for design of developments is location. Transit service should be a primary consideration for the location of developments. Residential development would ideally be located within public transportation corridors. These corridors may or may not have existing service, but residential development should be located and designed to support the extension of service where it does not exist. The other consideration of location is proximity to activity centers. Mixed-use activity centers both support the use of public transportation and reduce the dependence on private automobiles.

Developments along public transportation corridors should have a transit-oriented design rather than an automobile-oriented design. Since each transit customer is usually a pedestrian as soon as he or she leaves the bus, pedestrian facilities should be emphasized. A transit-oriented design would have a relatively small setback from the transit corridor, in contrast to automobile-oriented designs, which frequently have large parking lots between the street and the building. Large parking lots and lack of pedestrian walkways often discourage the use of public transportation. In addition to minimum setbacks, the city ordinance should specify a maximum setback within the public transportation corridor. The location of parking facilities within the public transportation corridor should also be addressed. Where feasible, the city ordinance should require that parking be provided at the rear and possibly at the side of the building. The front of the building should be oriented to the street with a maximum setback that is close to the street and is oriented to public transportation and pedestrians.

Pedestrian access is very important for users of public transportation. This is particularly true in residential developments, where subdivisions are often designed with circuitous streets. A bus stop on a collector or arterial street may be very close to residences within a subdivision, but the walking distance may be excessive because there is no direct access. Pedestrian access should be provided in the proximity of bus stops to residential developments. One strategy that can be used to promote such access is through the use of paths that are short cuts between blocks. These paths may also be combined with bicycle facilities, which further reduce dependence on private automobiles for travel. The alternative to providing convenient pedestrian access to arterial and collector streets is to operate transit service through neighborhood streets. The transit route then becomes circuitous and inefficient; this issue has been faced by residents of certain peripheral neighborhoods in Sheboygan in the past when complaints concerning transit routing have arisen. Although it would be possible to serve such neighborhoods from arterial streets, there is no pedestrian access for residents of these neighborhoods.

Finally, design considerations to support public transportation should be incorporated into the design and construction of any development. Streets that will be designed as transit routes must have adequate turning radii at intersections. These streets must also have sidewalks and bus stops. The bus stops may or may not have shelters, depending on the demand at any particular stop. The bus stops and sidewalks should connect with other walkways or paths to provide easy access to residential developments and to commercial development. The objective in establishing these design features is to provide efficient circulation patterns, both for transit routes and for pedestrians who are walking to and from the transit route.

## **OTHER RECOMMENDATIONS**

### **Mid-Course Review**

A “mid-course review” of the TDP should be conducted in 2023. This will allow the TDP to be a more flexible document in terms of being open to potential opportunities that may present themselves before the next TDP is prepared. Such a “mid-course review” could include additional routing revisions to respond to land use and transportation changes in the transit service area or changed economic circumstances that warrant reexamination of the fare structure. Of course, the TDP can be amended at any time as changing conditions warrant.

## **IMPLEMENTATION STRATEGY**

The following is a recommended implementation strategy for elements in this TDP:

### **2020**

- Elimination of transfers and adult and student tokens.
- Implementation of selling “six packs” of day passes for \$15.
- Implement ADA premium services for double the cash fare.

### **2021**

- Continue to apply for CDBG funding for transit operations.
- Adjust service hours to 5:00 a.m. to 8:00 p.m. on weekdays and 7:00 a.m. to 5:00 p.m. on Saturdays.
- Having all routes leave at either the top (:00) or at the bottom (:30) of the hour, with the exception of the seasonal Route 40.
- Increase the following fares (as shown in Table 10.2): full cash fare, student 20-ride punch cards, elderly/disabled/veteran half fare, elderly/disabled/veteran half fare 20-ride punch cards, and group fares.
- Decrease the ADA paratransit cash fare to match the county elderly and disabled transportation fare.
- Replacement of four paratransit vehicles (one for Sheboygan County funded by FTA Section 5310 and three for Shoreline Metro - one funded by FTA Section 5339 and two financed by special FTA Section 5307 funding from the CARES Act).
- Implement improvements at the transit administrative and maintenance facility (financed by special FTA Section 5310 funding from the CARES Act).
- Initiate implementation of marketing recommendations.
- Conduct boarding and alighting survey.

### **2022**

- Continue to apply for CDBG funding for transit operations.
- Replacement of one (1) paratransit vehicle for Sheboygan County (funded by FTA Section 5310).
- Replacement of up to twelve (12) fixed-route buses (Five buses funded by the

Congestion Mitigation and Air Quality program, one bus funded by FTA Section 5339, and up to six buses funded by the Volkswagen Mitigation Settlement).

- Continue to implement marketing recommendations.
- Conduct passenger opinion survey.

**2023**

- Continue to apply for CDBG funding for transit operations.
- Replacement of one (1) paratransit vehicle for Sheboygan County (funded by FTA Section 5310).
- Continue to implement marketing recommendations.
- Conduct “mid-course review” of the TDP.
- Conduct boarding and alighting survey.

**2024**

- Continue to apply for CDBG funding for transit operations.
- Replacement of one (1) paratransit vehicle for Sheboygan County (funded by FTA Section 5310).
- Continue to implement marketing recommendations.
- Conduct passenger opinion survey.
- Begin work on a TDP Update.

**2025**

- Continue to apply for CDBG funding for transit operations.
- Continue to implement marketing recommendations.
- Conduct boarding and alighting survey.
- Complete updated TDP.

Fare and service changes 2021 through 2025 and financial items should be implemented by January 1 of the year in question. Other activities will be implemented at some point during the year in question at the discretion of the transit operator and/or the Bay-Lake Regional Planning Commission (for surveys and studies).

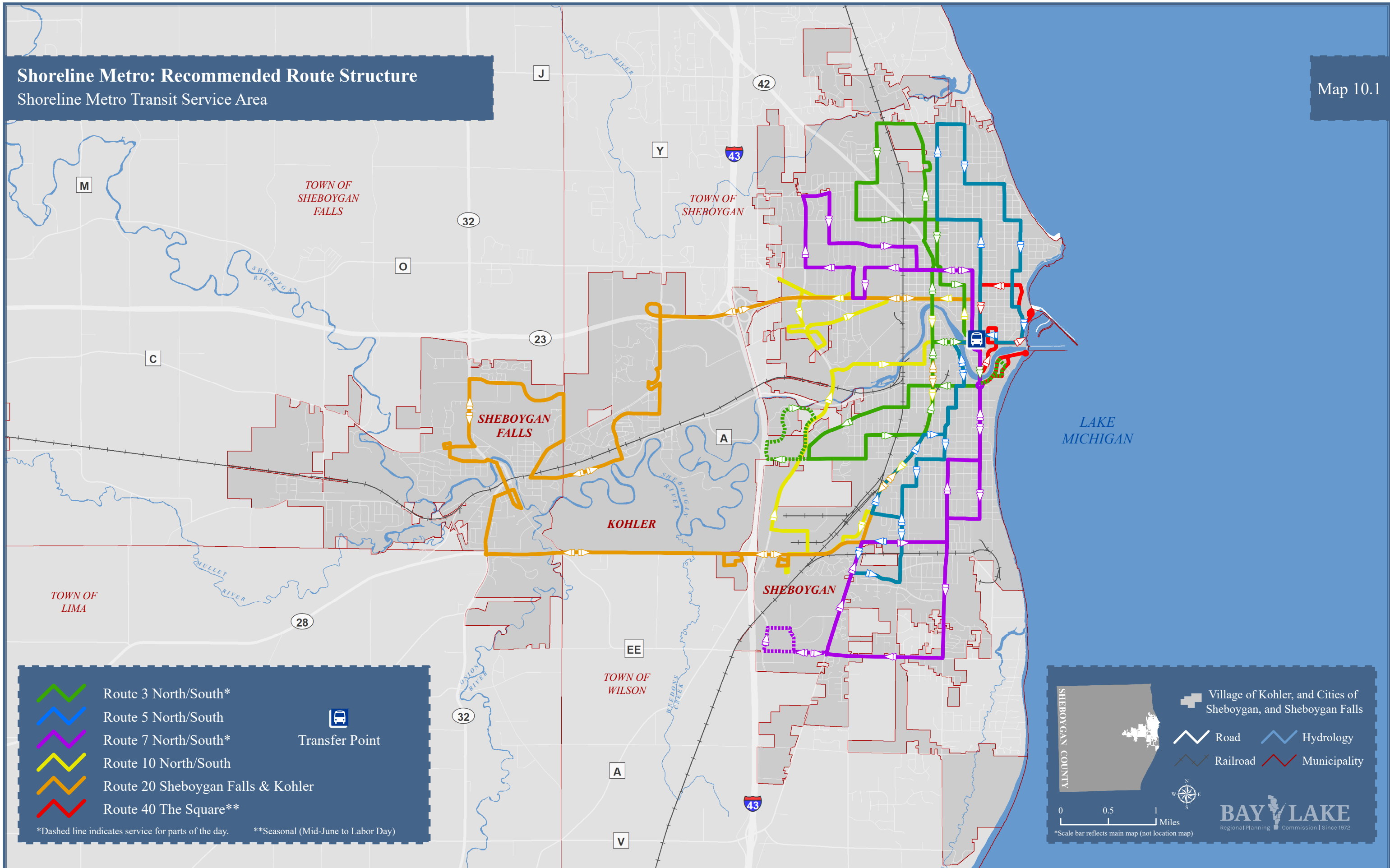




# Shoreline Metro: Recommended Route Structure

Shoreline Metro Transit Service Area

Map 10.1



# Shoreline Metro ADA Paratransit Service Area

Shoreline Metro Transit Service Area

Map 10.2

