

CHAPTER 1: EXECUTIVE SUMMARY

The Bay-Lake Regional Planning Commission prepared a Transit Development Program (TDP) for the Sheboygan Parking and Transit Utility. The study area for the TDP included the Cities of Sheboygan and Sheboygan Falls and the Village of Kohler, all within the Sheboygan Urbanized Area in Wisconsin.

The TDP addressed several issues. The primary purpose of the TDP was to determine short-term future needs for public transportation services, and the best transit system configuration that should be provided to meet these needs. Throughout the planning process, the Bay-Lake Regional Planning Commission staff worked closely with the Sheboygan Parking and Transit Utility (Shoreline Metro) staff and the TDP Review Committee to develop the Sheboygan TDP.

As part of the transit planning process, the TDP Review Committee developed the following mission statement for public transportation services in the Sheboygan area:

To provide customers with professional and accessible transportation solutions that are affordable, efficient, reliable, safe and courteous.

Specific goals, objectives and performance standards were developed which support this mission statement, and provide a means of evaluating how well service is being provided in the Shoreline Metro service area.

COMMUNITY RESEARCH

Several community research projects were completed for this TDP in an effort to evaluate the need for public transportation services in the Sheboygan area.

Transit System Overview

The TDP includes an overview of the transit operation in Chapter 3. This overview includes: the history of transit service in the Sheboygan area; organization and management of Shoreline Metro; service characteristics of Shoreline Metro; a vehicle fleet inventory; an inventory of other capital facilities; a description of the fare structure when the TDP was prepared; extensive documentation of systemwide ridership and revenue mile trends; funding sources; an expense breakdown; and an inventory of other area transit and paratransit providers.

Community Profile

The TDP includes a community profile in Chapter 4. This community profile includes: a description of the Shoreline Metro service area location; the economy of the service area (including employment); population and household trends in the service area (including total population trends, trends of transit dependent population groups, and transit dependent households); potential trip generators; land use patterns; and motor vehicle travel patterns.

Ridership Opinion

The TDP includes documentation of ridership opinion in Chapter 5. A survey was conducted onboard on January 23, 2020, and online in late January and early February of 2020, and focused on the characteristics of transit riders, the rating of attributes of Shoreline Metro, and on the rating of several transit usage influence factors. Key findings from the on-board ridership survey included the following:

- The most common trip purposes were work related, shopping, medical and personal business. School and social/recreational trip purposes were also common among the ridership.
- Respondents were asked how they would make their trip if Shoreline Metro bus service were not available. The top responses to this question were: walking, riding as a passenger in someone else's vehicle, or not making the trip at all. Other common responses to this question included: taking a taxi, bicycling, and driving a vehicle to their destination.
- Nearly 23 percent of survey respondents rode Shoreline Metro more than ten times per week. Nearly 19 percent of survey respondents rode Shoreline Metro seven to ten times per week. Over 40 percent of survey respondents rode Shoreline Metro three to six times per week, and nearly 14 percent of survey respondents had a habit of using Shoreline Metro one to two times per week.
- Over 51 percent of respondents lived within one block of a Shoreline Metro bus stop, while over 81 percent of respondents lived within three blocks of a bus stop.
- Transit service was a factor in residence location for over 56 percent of survey respondents.
- Over 91 percent of respondents did not have a vehicle available for the trip they were making on the transit system, and over 75 percent of the respondents were not licensed drivers.
- Over 53 percent of respondents lived in households with no vehicle available, while an additional 29 percent of respondents lived in households with only one vehicle available.
- Over 12 percent of the respondents stated that they had some type of disability which impacted their use of transit service.
- Nearly 57 percent of respondents to the on-board ridership survey were female.
- Generally, there was a fairly even age distribution among the ridership. However, older riders tended to be underrepresented among the respondents.
- Larger numbers of minority riders are utilizing Shoreline Metro services.
- The majority of survey respondents reside either in a single person household or in a large (five or more person) household.
- Over 30 percent of respondents were employed full-time. Over 28 percent of respondents were employed part time, and a nearly 15 percent of respondents were unemployed at the time of the survey. Nearly 17 percent of respondents stated that they were retired, and more than 13 percent of respondents were students. Some respondents had more than one occupational status at the time the survey was administered.
- Over 56 percent of respondents to the on-board ridership survey had an annual household income of less than \$20,000.
- Users of the system generally rated Shoreline Metro well. Eight of the eleven attributes of transit service that were measured received positive mean ratings, while three additional attributes received neutral to slightly positive mean ratings. Passenger safety, ease of understanding bus routes and driver courtesy were rated the highest, while hours of service, the bus buddy program, and buses running on schedule were rated lowest among the eleven attributes.
- Respondents were asked how several factors would influence their usage of transit. Eight of the thirteen factors had potential to increase ridership, while survey respondents were

more neutral toward three of the factors. There were two factors which survey respondents indicated would decrease the amount of transit usage: (1) a 25-cent fare increase; and (2) moving the bus 7 to 8 blocks from one's house.

Chapter 5 also documents changes in responses by transit riders over time between the 2005, 2009, 2015 and 2020 ridership surveys.

Route Ridership Patterns

The TDP includes documentation of route ridership patterns in Chapter 6. Boarding and alighting data collection was conducted by Shoreline Metro to assess the amount of usage in detail along standard routes of Shoreline Metro during weekdays and a Saturday over a week in August 2020. Chapter 6 includes: total weekly boardings and alightings; a peak and off-peak boarding and alighting comparison (systemwide and by route); and detailed boarding and alighting information for each trip on each route. Special emphasis was placed on identifying the number of boardings and alightings by location, as well as on identifying bus stops with 20 or more weekly boardings for consideration in the placement of passenger shelters. Since the data in Chapter 6 are detailed and quantitative, interested readers are referred to that chapter for more specific information on route ridership patterns.

Transit System Performance

The TDP also documents the performance of Shoreline Metro in Chapter 7. This chapter begins with a peer system analysis which compared transit performance measures for five similarly sized transit operations to Shoreline Metro. The other transit operations included in the analysis were: Wausau, Janesville and Beloit, Wisconsin; and Dubuque and Waterloo, Iowa. Efficiency measures examined in this peer system analysis included: passengers per revenue hour; passengers per revenue mile; cost per revenue hour; and cost per passenger trip. This analysis was conducted for 2016 and 2017 with data provided by the Federal Transit Administration's *National Transit Database (NTD) Agency Profiles*. Shoreline Metro had the fourth highest passenger per revenue hour ratio of the six peer transit operations in 2016, and had the third highest such ratio in 2017. Shoreline Metro had the fourth highest passenger per revenue mile ratio of the six peer transit operations in 2016 and in 2017. Shoreline Metro had the fifth highest cost per revenue hour of the six peer transit operations in both 2016 and 2017. Shoreline Metro had the fourth highest cost per passenger trip ratio of the six peer transit operations in 2016 and in 2017.

Chapter 7 also includes a cost allocation model used to evaluate the productivity of individual routes as well as to forecast the impacts of potential service changes evaluated in the alternatives analysis. In addition, Chapter 5 examines the productivity of regular and school routes for all periods of operation in 2018 (including Saturdays for all regular routes); efficiency measures examined in this route-level analysis included: passengers per hour; passengers per mile; and cost per passenger. Weekday and Saturday system performance are also evaluated in general terms in Chapter 7.

GOALS, OBJECTIVES AND STANDARDS

Chapter 8 consists of the goals, objectives and standards developed for this TDP. These goals, objectives and standards were developed by the TDP Review Committee in November 2019, and were refined by the TDP Review Committee over portions of three meetings in December 2019 and January and February of 2020.

The following general goals were developed for the TDP and for Shoreline Metro:

GOAL 1: To assure that quality transit service continues to be available, financed through fares and through federal, state, local and non-governmental funding sources.

GOAL 2: To assure that the transit operation remains affordable to passengers and to participating local units of government.

GOAL 3: To maintain high ridership levels and to increase ridership above levels observed in the past decade as part of an effort to improve community support of the transit operation.

GOAL 4: To assure that transit operations remain efficient, sustainable, and safe, and to continually pursue improvements.

GOAL 5: To maintain and increase access to transit and transportation choices for all riders, particularly those most in need of transit services.

GOAL 6: To actively influence land use planning decisions regarding land use patterns in the transit service area and adjacent areas into which the transit service area could potentially expand, as well as the location of major transit trip generators, in order to assure that future land use development is compatible with transit service as part of the planning process.

GOAL 7: To consider expanded service where warranted, and to consider staffing adjustments in instances in which service expansions occur.

Several objectives were developed to support each goal. In addition, several standards were developed to support each objective. Interested readers are referred to Chapter 8 to examine the detailed objectives and standards which support each of the above goals.

ALTERNATIVES ANALYSIS

Chapter 9 of the TDP outlines the alternatives analysis process used in the completion of this document. From April through July of 2020, the Bay-Lake Regional Planning Commission developed and analyzed four alternatives that were to be considered in the completion of the Sheboygan TDP.

This process developed policy assumptions for each alternative, and examined measures such as revenue miles, revenue hours, ridership, cost per passenger, cost per revenue mile, cost per revenue hour, passengers per revenue mile, passengers per revenue hour, farebox revenue per passenger and funding sources under each alternative. Each of the alternatives were examined as though they were implemented in the 2018 base year used in the completion of the TDP.

The alternatives examined in the TDP were as follows:

- **Alternative A: Continuation of Status Quo Fixed-Route Transit Service;**
- **Alternative B: Elimination of Transfers;**
- **Alternative C: Service Day from 5:00 a.m. to 8:00 p.m., and Having Routes Leave at the Top (:00) and Bottom (:30) of the Hour; and**
- **Alternative D: Demand Response Service During Weeknights and Saturdays.**

Other ideas that were not advanced as alternatives for consideration included: restoration of 30 minute service on Saturdays; service to outlying communities that currently do not receive service (such as the Town of Sheboygan); and restructuring or minor changes to existing routes. Sheboygan MPO staff with the Bay-Lake Regional Planning Commission are prepared to examine these and other service considerations for Shoreline Metro upon request of the transit operation in the future.

The Shoreline Metro TDP Review Committee selected a combination of Alternatives B and C as the “preferred” alternative at their July 2020 meeting. This discussion began at the June 2020, meeting, but the committee asked Shoreline Metro management to survey the ridership regarding the alternatives seriously being considered in this TDP. Alternative B was selected due to sanitary considerations, while Alternative C was selected due to the need to get passengers to employment that begins early in the morning, along with tremendous support for this alternative in the survey of the ridership. Committee members unanimously selected a combination of Alternatives B and C as the package of transit policies that should be implemented in the TDP; this does not preclude selection of other service parameters (such as features that increase service and implementation of portions of Alternative D) in later years of the period covered by the TDP. In addition, there was a slight adjustment to Alternative C in that Saturday service would run from 7:00 a.m. to 5:00 p.m.

RECOMMENDED PLAN

Chapter 10 of the TDP is the recommended plan. Highlights of the recommended plan are as follows:

Recommended Changes to 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 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.

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.

Recommended Route-Specific Service Changes

No route-specific service changes were 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.

As far as school tripper routes are concerned, 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.

Recommended Changes to 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.

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 1.1. 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 1.1 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 1.1. 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.

Table 1.1: Proposed Financial Plan

Item	Expenses					
	2020	2021	2022	2023	2024	2025
Total Transit and Paratransit Operations	\$3,902,191	\$4,164,622	\$4,206,268	\$4,248,331	\$4,290,814	\$4,333,722
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
Total Revenues	\$3,879,788	\$4,164,622	\$4,206,268	\$4,248,331	\$4,290,814	\$4,333,723
Balance*	(\$22,403)	\$0	\$0	\$0	\$0	\$0

*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 1.2, 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 1.2 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 1.2: 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.

Capital Improvements

Table 1.3 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.

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.

Table 1.3: 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.

Marketing Recommendations

Chapter 10 of the TDP includes narrative which describes various marketing recommendations for Shoreline Metro. These recommendations come from the Shoreline Metro Marketing Plan prepared by Brecon Hill Consulting. Recommendations from that plan in the following four categories were included in Chapter 10: (1) build adult ridership; (2) promote current fare pre-payment options and research potential changes that could be used to increase ridership; (3) create ongoing evaluation tools for Shoreline Metro and its marketing programs (including market research activities); and (4) research and structure potential partnership and sponsorship opportunities.

Monitoring Program

Chapter 10 of the TDP also includes narrative which describes a monitoring program for Shoreline Metro.

Fixed-route buses should be no more than five minutes behind schedule at least 95 percent of the time. In addition, fixed-route buses should never be ahead of schedule. For the paratransit operation, vehicles should be within 30 minutes of requested pickup times at least 95 percent of the time. Exceptions to these standards can be made under unusual circumstances.

Passenger ridership data should be collected on a continuous basis. 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 concerning Shoreline Metro.

Land Use Planning Recommendations

Chapter 10 of the TDP also includes narrative which describes land use planning recommendations concerning Shoreline Metro. The Sheboygan Transit Commission should have a greater role in land use decisions, and should have an opportunity to comment as appropriate on land use proposals which are located within the transit service area. 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 development codes of the City of Sheboygan should be reviewed to ensure that appropriate incentives are provided to promote the use of transit. Several transit-friendly land use and design guidelines are incorporated into the land use planning recommendations narrative.

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 1.2): 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).

